

GOVERN- ANCE & PUBLIC POLICY

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DR. LESLIE HARRIS

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When the Public Policy Research Centre and the Centre of Regional Development Studies were to be merged in 2004, the idea to name the new centre after Dr. Leslie Harris seemed perfect. Dr. Harris' career and values embodied the contribution that the new centre was intended to make to Newfoundland and Labrador.

Leslie Harris was born in rural Newfoundland, the son of a fisherman, and he never lost his connection to the way of life of the province. He was an avid salmon fisherman and dedicated berry picker. When his health prevented him traveling too far from St. John's, it was his trips to Fogo Island that he said he missed the most. His wife Mary was from Fogo, and they enjoyed many years visiting their summer home there, out on the berry grounds and enjoying, according to Dr. Harris, the best salt fish that could be found anywhere. Dr. Harris' love for and knowledge of the fishery and rural Newfoundland and Labrador were eloquently captured in his many inspirational talks and speeches over the years.

When he returned to Newfoundland with his University of London PhD, he helped design a new history program at Memorial that introduced students to history as a discipline. As he taught it, history was not about remembering names and dates, but it was about interpreting the past, understanding differing perspectives, and reaching your own conclusions.

This intellectual discipline was reflected in Dr. Harris' work as an administrator and as a leader in the province's public policy community. Whether it was as a labour arbitrator, the leader of an historic task force on the fishery, or the head of the Royal Newfoundland and Labrador Constabulary Police Complaints Commission, Leslie Harris was trusted to assess the merits of all arguments and evidence and reach fair and practical conclusions. He brought the same wisdom to his years as a senior administrator, vice-president (academic) and president at Memorial University. Through all his life and career, Leslie Harris personified integrity as an individual and engendered respect for the independence of the university as an institution. These values of integrity and independence have become the guiding principles of the Harris Centre.



10 YEARS OF HARRIS CENTRE

BY THE LESLIE HARRIS CENTRE OF REGIONAL POLICY AND DEVELOPMENT

The Harris Centre was born out of a merger between the Public Policy Research Centre and the Centre for Regional Development Studies in 2004. In hopes that this new Centre of Regional Policy and Development would emulate the esteemed character of Dr. Leslie Harris—renowned for his integrity, independence, and relevance—it was named after the former president of Memorial.

In the ten years since, the Harris Centre has sought to live up to Dr. Harris' reputation, holding hundreds of public forums, dozens of regional workshops, and funding hundreds of thousands of dollars' worth of applied research, all pertaining to regional development and public policy in the province, all with the aim of increasing Memorial University student, faculty, and staff capacity to help the province contend with complex issues, and to improve public understanding of the same.

An immense body of work funded, supported, and otherwise fostered by the Harris Centre has entrenched the Centre as an important part of the regional development and public policy landscape of the province.

The decade's worth of work stretching from Nain to St. John's, from the arts to the environment, and all points in between reads like a compendium of bright ideas from some of the most thoughtful and capable thinkers in the province. Always seeking to maintain integrity, independence, and relevance, the Harris Centre has provided a stage for Memorial's faculty's, students', and staff's expertise and curiosity to grapple with some of the most puzzling problems confronting Newfoundlanders and Labradorians.

To launch the Harris Centre into its second decade, and to facilitate further substantive public discussions about import-

ant issues, the Harris Centre has recruited a team of talented researchers to look back over its first ten years of work, and lead a discussion about where the province and the Centre are headed in the next ten—something we are calling NL Forum 2014.

The goal of the NL Forum 2014 is to discuss where we are and where we are going as a province through the lens of where we've come over the past ten years—ten years of unprecedented growth and prosperity—in five important areas: demographic and labour market development, environment and natural resource development, governance and public policy, regional and rural development, and social and cultural development.

This is the fourth of five topical reports, wherein Dr. Russell Williams and Lucy MacDonald explore how important decisions are made for the benefit of the province and its communities by all levels of government.

The other reports include Dr. Tom Cooper's work on environmental and natural resource development, which will consider how our natural resource-based economy can be developed in a manner that is both environmentally and economically responsible. Dr. Lisa Kaida and Chris William Martin from the Faculty of Arts (Sociology) assessed the complex demographic and labour market challenges facing the province, and the threat they pose to the province's economic and social sustainability, let alone growth. Dr. Jennifer Dyer examines the Harris Centre works related to the social and cultural development of the province, and provides a clearer picture of the important role culture plays economically, socially, and in relation to the other four themes in Newfoundland and Labrador. Dr. Ivan Emke and Anita Best examine the crucial issue of regional and rural development, something that is top of mind in all parts of the province, and around the world, as people seek to understand how to ensure all regions and all com-

munities are able to benefit from provincial prosperity, and participate in the development of the economy.

These thematic reports are a synthesis and critical analysis of the content of research reports, presentations, and conferences supported by the Centre—the ideas and issues dealt with across the range of Harris Centre programming since its inception.

Taken as a whole, the five reports will kick off discussion at the NL Forum 2014, a two-day conference that will bring together thought leaders and important decision-makers in the public, private, non-profit, and academic sectors to network and discuss these crucial issues. The issues discussed, the insight gleaned, and the understanding of major, and oftentimes complex, provincial issues will truly form the basis for public dialogue and important decisions for the next ten years. With the governing provincial party in a period of transition, and an election coming shortly on the heels of the conference,

these two-days promise to be a watershed moment in contemporary Newfoundland and Labrador.

Following the NL Forum 2014, international regional development expert Dr. David Freshwater will synthesize all of the lessons learned and insights gleaned from the reports and the discussions, and extract their implications for the future of the province. Dr. Freshwater's report, upon its release in Winter 2015, will be a game-changing document for Newfoundland and Labrador. It will provide a panoramic view of the state of the province now, as well as a well-grounded look ahead to the next ten years in a rapidly changing province, and lay the ground work for the next ten years of work to make the province a better place to live, work, and do business. ■



1 INTRODUCTION

This paper provides an overview of the Harris Centre's activity during its first ten years in relation to governance and public policy in Newfoundland and Labrador. The "governance and public policy" theme in this anniversary project reflect activities at the Harris Centre that focus on issues of public policy process and institutional design in the province. While "public policy," broadly understood, could comprise the full scope of Harris Centre activities as all of its activities engage in public policy questions broadly understood; the point of this report is to focus less on the insights provided by the Harris Centre on what governments should "do" in any particular policy domain, but rather on how they should be organized and on how the policy process should be

managed.

With that being said, the Harris Centre's work on public policy and governance is complex. While some of it emerges as a "primary" focus of more directive work by the Harris Centre itself on key concerns in provincial governance, there is also a great deal of public policy and governance analysis as a "secondary" concern in research reports, workshops and presentations that were more centrally focused on questions of policy analysis and the content of existing or alternative policies. Often this secondary concern about institutions and process in a policy area emerges from comments, suggestions, or the summing up of Harris Centre events, reflecting a more "bottom up" process in which analysis of public policy and governance

(and needed institutional reforms) was driven by participants. Basically, Harris Centre research, forums, discussion and deliberation frequently mix the consideration of substantive policy issues in a particular area (e.g. problems of forest management) with deliberations on governance (e.g. how forest management policy should be made). While this is entirely understandable, it means that there is considerable breadth to the Harris Centre's work on the topic, albeit often in a "secondary role." Thus, to capture the full scope of these activities and to give a general sense of themes present in the Harris Centre's work, in the end, we have reviewed almost all of the Harris Centre's activities, searching for discussion of public policy and governance.

In Appendix 1 we offer a

summery of all Harris Centre activity in this area. Far too broad to be discussed in detail in this overview, we have divided our discussion into two sections below. The first overview section focuses on general “thematic” concerns about public policy and governance that emerge in Harris Centre activities where public policy and governance were not the central theme (with some illustrative examples). The second overview section focuses on more direct and focused work led by the Centre in which public policy and governance were the primary focus.



2 THE POLICY PROCESS

Mirroring developments in the study of public policy more broadly, the Harris Centre's mandate moves beyond that of simply being one of "policy analysis." While the policy analysis movement remains vibrant, over the last twenty years a number of different concerns have lead to an increased focus on issues of public policy process and "governance." In part this shift was motivated by growing disenchantment with the idea that policy analysis, by providing governments with careful advice about best practices in any policy area, would then, in turn, directly improve the quality of government. Skepticism about persistent policy failures, the unwillingness of public officials to accept the wisdom they were offered and a growing awareness of the way in which institutional

and political dynamics limited government's ability to "learn," increased awareness of the need for attention to issues of process and institutional reform. This is most clearly captured by the literature on "governance" in public administration (Rhodes, 1997, Kooiman 2003) and the "policy networks" literature (Marsh 1998; Keast et al. 2004), both of which conceptualize policymaking as a more negotiated and coordinative activity in which institutional design and process are crucial in determining the kinds of policy choices governments make.

Relatedly, governments have also become much more aware of how institutional settings and decisions about process can influence not only the outcomes of policy deliberations, but also who may be involved in policymaking, and importantly, what

kind of political costs may be bourn by decision-makers. Therefore, those interested in policy change often must think about strategies of "network management" where the creation of new processes and new institutions may be crucial to successful policy change (Klijn, Koopenjan and Termer 1995, Koliba et al. 2011). For governments, *at least wise governments*, process itself has often become more important than substantive policy outcomes, and considerable efforts have been made to learn not only what policies government should choose, but also how they should go about designing and implementing those programs. Thus, while policy analysis remains crucial in any policy area, providing important insights about perceived problems and possible solutions, the study of public policy has become

a much broader endeavor requiring more attention to issues of process, knowledge mobilization, engagement and learning.

One of the most important things that can be said about the Harris Centre's work on public policy and governance over the last decade is that it is "state of the art" in this regard. While much can be said below about different thematic concerns and recommendations that have emerged in the Harris Centre's work, it has to be noted that the basic organization and mandate of the Centre—its almost unique organizational status—reflects the growing awareness of process in effective public policy making. The Harris Centre attempts to connect the public and policymakers with experts in a manner that stimulates "puzzling" over policy problems, rather than the kind of "powering" we associate with the hierarchical, centralized, and partisan process of policy design that have so often failed in the past. On top of that, many of its partners/stakeholders, their reports, presentations and participation etc. also speak directly to issues of process and institutional design in public policy and governance.

It would have been easy to imagine the Harris Centre as an institute of policy analysis—making recommendations, and mobilizing expertise etc. on particular topics—the "what's" of government activity. Given the reliance of the Centre on its partnerships with the provincial government, local officials and so on, it would not have been surprising to find a Harris Centre that raised relatively limited ideas about specific policy outcomes, promoting rural economic development, attracting oil and gas exploration, improving health care outcomes, etc. but much of the Centre's work goes far beyond that, raising questions about how delivering effective policies in those areas also requires new institutional arrangements, new strategies for citizen engagement, government collaborations; all crucial and more conceptually challenging questions about improving "governance" in the province—and our report below highlights the extent to which these ideas seem to have become more important over time.

Indeed, our overview of Harris Centre work on this topic illustrates that there has been considerable focus on public policy and

governance in the Harris Centre's activities. In areas where the Harris Centre's work on governance is more focused, for example regional governance, the work is "state of the art," asking theoretically important questions that are also extremely practical and relevant to the province. Nonetheless, there seems significantly more scope for work on public policy and governance outside of the focus on regional arrangements, which might mirror and build on the success in that area. To be sure, there are several areas the Centre might consider expanding its excellent work on over the next ten years.



3 OVERVIEW OF ACTIVITIES

Given the breadth of Harris Centre material on public policy and governance, we have divided this overview into two broad (though not entirely mutually exclusive) levels of engagement with the theme. At the first level we offer some illustrative and thematic examples of Harris Centre work in which recommendations for, or discussion of, public policy arrangements and governance are important “secondary” themes to activities that were more generally focused on policy analysis. Several thematic concerns are evident in this work. These include:

- 1) Governance and oversight of natural resource development
- 2) Multi-level governance and collaboration
- 3) Citizen engagement

There is also a great deal of activity in which public policy and governance emerge as the “primary” focus of the work. Again there seems to be clear thematic concerns in these activities. Generally they fall into four groups:

- 1) Regional governance
- 2) Government finances and intergovernmentalism
- 3) Environmental governance
- 4) Political reform

3.1 PUBLIC POLICY AND GOVERNANCE AS A “SECONDARY” CONCERN IN HARRIS CENTRE WORK

As already mentioned, the Harris Centre’s past ten years of work is vast and diverse, frequently revealing a general concern for public

policy and governance, even if only as background context to policy analysis in a specific policy domain. While concerns about the structure of existing institutions and the process of government policymaking are too numerous to mention here (see Appendix 1), there are several key themes in those concerns. There has been a great deal of discussion of the governance and oversight of natural resource development. This is clear from many of the Centre’s projects and events touching on oil and gas industries, forestry management, and hydroelectric development. There has also been a constant theme across activities focused on problems with “multi-level governance and collaboration,” in which researchers and event participants have suggested the need for improved coordination

of different levels of governments' activities. Finally, there is a thematic concern with issues we identify as "citizen engagement"—often amounting to concerns about a lack of public consultation in policy making, or disappointment with the existing policy style in the province, which tends to be secretive and centralized.

3.1.1 GOVERNANCE AND OVERSIGHT IN NATURAL RESOURCE DEVELOPMENT

The most prevalent public policy and governance secondary theme throughout the past ten years has been that of governance and the oversight of natural resource development in Newfoundland and Labrador. Harris Centre events such as *Memorial Presents*, which have brought together experts on resource development, often generated ideas about problems with industry governance. Indeed almost all areas of natural resource development have been covered in Harris Centre projects; the oil and gas industries, fisheries, forestry management, and "megaprojects" such as Churchill Falls and Muskrat Falls. For these projects, public policy and governance were present as secondary themes in which ideas about regulatory and institutional reform emerged as general suggestions rather than tangible proposals.

The *Memorial Presents* lectures typically offered a range of these types of suggestions. For example, in the 2006 *Offshore Oil and Gas: Is Newfoundland and Labrador Getting Its Fair Share?* event Wade Locke, Ted Howell and Jim Keating offered a range of suggestions about problems with the oil and gas regulatory regime which were potential obstacles to the industry. Both Locke (2006, p. 40) and Howell (2006) argue that the province needed a new royalty and regulatory regime to attract industry investment. Keating offered the most detailed suggestions for provincial policy, recommending a comprehensive

set of reforms designed to encourage natural resource exploration and development; a progressive fiscal regime, competitive and clear land tenure policy, and that the government and industry's interests align to ensure "differing shareholder drivers are adequately addressed" (2006, p. 2). Concerns about the regulatory and fiscal structures relating to the oil and gas industry appear in other places as well. For example, see Locke (2008) for a discussion of the need for an overall "prosperity plan" for oil revenue that would require new institutional arrangements.

Forestry management was another topic that was covered in several reports and presentations. While much of that work touched on the state of the industry and ecological concerns, a number of proposals emerged relating to institutional reform for forest policy. These suggestions ranged from creating a new community forest plan with the involvement of both provincial government and local communities (Dolter 2011, 8) to recommendations for expanded policy learning and capacity to help avoid repeated mistakes in forest management, "Government goals should be long-term and attuned to deriving maximum social and economic [and, might now add, environmental] benefits from the resource" (Baehre 2011, 47); achieving these goals required new institutional arrangements.

Perhaps one of the largest secondary themes with regards to public policy and governance relate to the province's plans for hydroelectric development. Harris Centre work on Muskrat Falls, for example, offers a number of instances of discussion around whether different regulatory oversight, or different approaches to policymaking in hydroelectricity might lead to alternative conclusions about the best options for the province (Feehan 2008; Breen 2009). While there were no directed recom-

mendations for reform of the policy process or institutions, an overview of the work cannot help but conclude that their Harris Centre partners have concerns that a poor policymaking process in the hydro sector may be inhibiting "good" policy analysis.

Finally, the Harris Centre's work on agriculture concludes that there is a need for some sort of focusing mechanism to discuss the general problems of the agricultural sector in the province, concluding that a "Provincial Agriculture Summit" which would bring together all stakeholders was a necessary first step in developing an agricultural strategy (Harris Centre 2008).

3.1.2 MULTILEVEL GOVERNANCE AND COLLABORATION

Another public policy and governance "secondary" theme in the Harris Centre's work was that of multilevel governance and collaboration. Here, a wide array of topics suggested that better collaboration between all levels of government, or new collaborative mechanisms would be beneficial for improved public policy—many of these ideas, often suggested in a "bottom up" manner by participants at Harris Centre events reflect key ideas in the study of public policy about the turn towards "governance" and policy networks as crucial to effective policy outcomes. For example, reports and presentations often recommend increased collaboration between all levels of government, universities and non-profits for improved policy (See for example, Winston 2011) while much of the work on economic development calls for better collaboration and information sharing between government and industry (Harris Centre 2013). Frequently this work also focused on natural resource development, suggesting problems of policy incoherence, or simply missed economic opportunities, stemming from a

lack of collaboration across governments. For instance, Dunne's *Memoorial Presents* presentation on fisheries management argued for a joint federal-provincial plan for which would locate fisheries policy within a greater economic and social context (Dunne 2006, 39). Other projects called for more interactive models of governance for ocean and coastal areas that would be built on partnership and political brokerage between all levels of government and stakeholders, rather than the more traditional federal government "authoritative" model of governance (Jentoft and Chuenpadgee 2007, 16).

In a similar vein, in a 2012 *Synergy Session*, Martin argued that sustainable municipalities required that all levels of government collaborate through new commitment to dialogue; local governments must "engage their community in dialogue about their collective future [and] look beyond their community to learn" while central governments must "recognize the value of local government and the principle of partnership [and] assemble information for local governments" (23). This general concern about the need for collaboration and the problems of incoherence stemming from different levels of government failing to coordinate policy can be seen elsewhere—see Shaver (2013) on the risks posed to sex workers by inconsistent government legislation and the need for a more comprehensive approach to policymaking.

3.1.3 CITIZEN ENGAGEMENT

Citizen engagement, or rather problems stemming from a lack of consistent citizen engagement in some policy areas, is also a constant secondary theme in much of the Harris Centre's activity. Citizen engagement came up most often as a need for more public consultation in public policy, and more community based engagement in policy design.

One very prevalent topic was how vital citizen and community engagement is for rural development and revitalization (O'Rielly 2005; Hall 2010; Foley, Mather, Neis 2013). Alastair O'Rielly noted that analysis, consultation, and consensus building within communities and with the provincial government are key in order to tackle the particular challenges of rural Newfoundland and Labrador (2005, 6). Likewise, Heather Hall's research (2010) argues, "top-down policies do not work" and that "key players in the community" must be involved through "meaningful consultation, knowledge sharing, and informal collaboration" when creating policy for rural regions (27). Paul Foley, Charles Mather and Barbara Neis (2013) suggest that the government recognize that community-based organizations play an important role in the economic and social sustainability of rural coastal communities in the province and that such organizations should be considered as presenting viable options for policy (38-9).

While instances in which session participants, panelists or presenters suggested that government was not doing enough consultation are too numerous to mention in relation to issues like rural development, often problems of citizen engagement emerged in unexpected contexts in our review. For example, Lynda Younghusband's work on teacher wellness suggests that teachers need to be more directly engaged in the policy making as process (2006, p. 11). Younghusband's point illustrates a more general concern about the centralization of policymaking in the province where the absence of engagement and feedback from participants, not only hurts "policy," but also threatens the wellbeing of teachers and students.

Again, it is interesting to note that all of these concerns reflect state of the art ideas about how effective policymaking requires more

collaborative approaches to governance. Stan Deetz (2012) in "Engaging the Public for a Better Politics" argues that people have become increasingly frustrated by political processes and that civic engagement, or "deliberative public engagement" is necessary to create a more collaborative, empowered community, to turn citizens into problem solvers, and to make sustainable, more legitimate policy (8-11). As Wade Locke (2007) suggests it is also important to recognize that policy institutes like the Harris Centre itself also have important roles to play in citizen and community engagement, as it facilitates "the university's educational, research and outreach activities in the areas of regional policy and development" (20).

While many of the issues of public policy and governance touched on above emerged in the context of more specific work on particular policy issues, and in many instances do not offer a great deal of concrete suggestion for how governance problems might be tangibly addressed, the breadth of these concerns is nonetheless important. While each of the themes we have identified above was unique, they often overlapped—there is ample evidence of a general background "demand" for a new style of governance in the province, particularly in those activities in which the Centre has directly engaged the public. While we have called this work "secondary," concern about the existing "policy style" of government seems to span almost all policy areas.

3.2 PUBLIC POLICY AND GOVERNANCE AS A "PRIMARY" CONCERN IN HARRIS CENTRE WORK

As suggested in the introduction there are a number of areas of public policy and governance, where the Centre has clearly tried to more directly focus its analysis on issues of

process and institutional arrangements. This is most clear on the Centre's long running commitment to exploring issues of regional governance, but also seems to exist in a less developed form in relation to government finances (and fiscal federalism), environmental governance and perhaps reform of the province's political institutions.

3.2.1 REGIONAL GOVERNANCE

Undoubtedly, the Harris Centre's mandate clearly requires attention to regional development or "rural" issues. Indeed, this is arguably the Harris Centre's largest research/engagement theme. Much of this work deals directly with governance arrangements. Numerous reports, presentations, panels, and regional workshops all address questions about governance mechanisms for regions in the province. While a majority of this work is motivated by concerns about rural development and fiscal sustainability of local services, often what that means in practice is a set of questions about getting the structure of regional governance "right" to meet pressing policy. From this perspective, regional and local government need to be either reorganized, or empowered, or better supported by the provincial government if they are to effectively manage local issues (Greenwood 2005). Certainly some of the early projects supported by the Centre highlighted the overall lack of a provincial framework around regionalization and rural development, suggesting that there were often conflicting goals in play given that government commitments to these ideas were more symbolic than substantive (Storey and Greenwood 2004). The Centre's work since then has systematically explored how regional arrangements might be made more effective.

At the risk of oversimplification, this work on reorganizing

regional governance is connected to concerns about what we might now call the "fiscal sustainability" of local service provision (Greenwood 2011), sometimes connected to ideas about how better organized regions could support economic development (e.g. Stewart 2006) and sometimes both (Vodden 2012). Also, while the general focus seems to be on problems in rural Newfoundland and Labrador, the Centre's work has grown in scope, exploring regional governance issues in Metro St. John's (Vodden 2011; Spencer 2010) and the particular concerns of Nunatsiavut.

The scope of the analysis, suggestions and ideas generated by the Centre on regional arrangements is a little overwhelming (to us). The Harris Centre Regional Workshops alone have raised a series of issues of regional governance and economic development, recommending a number of new policy instruments that might aid in better managing development. These range from a proposal to develop a "regional economic capacity index" to help in provincial economic planning, to mechanisms that would give municipalities more control over resources by allowing them to manage local Crown Land, to more general suggestions for better regional governance structures to directly aid rural development.

While much of the work on regional governance has explored lessons and options for what might be done to improve regional governance in Newfoundland and Labrador, some of the projects have a more "critical bent," focusing on what is not working with existing regional governance strategies. For example, work supported by the Centre has expressed concerns about how risk management (Cooper 2010) and environmental sustainability are being managed by existing organizational arrangements. Others have argued that existing efforts at regionalization in service delivery has not worked

because of a lack of incentives and provincial support (Rogers 2012). Perhaps most important and interesting in this light is Vodden, Hall and Freshwater's (2013) examination of regional development organizations which argues that while the restructuring of regions is vital across a range of policy problems, regional collaboration between non-governmental organizations and governments is not working as it should because of a failure to move towards a more "governance" style approach to addressing these problems. Although there is not really scope to deal with this particular project in detail, in this report, both the conclusions and analysis reflect decades of hard learned lessons on the design of regional governance elsewhere. It also provides ample evidence of the value of the Centre's long and in depth commitment to examining issues of regional governance.¹

3.2.2 GOVERNMENT FINANCES & INTERGOVERNMENTALISM

The Centre has also supported a series of activities that focus on public finances (and the politics of Canada's public finances), offering the public a more "expert" set of insights into the complexities of fiscal federalism. Indeed, the expertise offered by Harris Centre partners on the byzantine formulas of fiscal federalism, the impact of oil revenue on the fiscal future of the province, and the efforts to mobilize that information for the public is likely without parallel in Canada. This is not a topic in which there is

1. Although aboriginal policy issues are undoubtedly unique, it is also interesting to note that the Centre's activities relating to Aboriginal governance generally draw similar conclusions to the work on regional governance, highlighting problems aboriginal government's face in terms of control over local resources, and problems of collaboration and communication between different levels of government (Timpson 2008, Kennedy 2008).

not normally a great deal of effective “brokerage” between policy expertise and public discussion. Given the historical importance of the Equalization program to provincial finances, the importance of the Atlantic Accord and the general importance of federal spending in the provincial economy, all in relation to the relative political weakness of the province in the politics of intergovernmental finances, the Centre has offered a number of papers and (particularly well attended) presentations on the topic. Perhaps the most important part of this has been Wade Locke’s exhaustive investigations of the “real world” implications of changes in federal-provincial fiscal formulas (See Locke 2007 for example), and Feehan and Coffin’s (2006) research on federal government spending in the province.

However, the Centre has also supported important new research on provincial finances dealing with the implications of the province’s “new found” and potentially short term oil wealth—perhaps the most important policy concern in the province. Suggestions for a “prosperity plan” or lessons drawn from other jurisdictions about how potential “resource curses” might be avoided—for example, through some sort of new deliberative process to establish a “heritage-fund” style program (Locke 2011) seem of particular importance.

3.2.3 ENVIRONMENTAL GOVERNANCE

Arguably there is also a governance and public policy theme relating to environmental issues in the Centre’s work—one that might be an important topic for expanded research in the future. There have been a number of Centre activities that have focused on basic problems of environmental governance stemming from institutional design. For instance, Neil Dawe illustrates this theme in

a 2011 *Synergy Session* on sustainability, suggesting the province lacks a framework that encourages provincial and municipal governments to address basic issues of environmental sustainability. Dawe suggests revising Rural and Urban Acts to increase the incentives of local governments to integrate these concerns (2011). Bruce Pearce made a similar point about the poor institutional arrangements for environmental policy. In a 2012 Synergy Session on energy efficiency he argues that residential energy efficiency programs cannot be properly supported without some sort of stand-alone office responsible for energy efficiency and related green initiatives in the provincial government. While these are illustrations, and a number of other environmentally-focused projects at the Centre have also suggested problems with process and institutions in the province, it is important to point out that these ideas reflect well established findings about environmental policy elsewhere—that often the first (and key) step in responding to environmental problems are institutional reforms designed to support further initiatives in the area.

3.2.4 POLITICAL REFORM

Perhaps a little more disparate, the Centre has taken a broad interest in basic political institutions over the years—again an area where more work might be done going forward. For example, the Centre has provided opportunities for discussion of the legacy of Confederation, the challenges confronting female candidates in electoral politics, and the potential for citizen’s assemblies to improve public engagement in policymaking. Indeed, the Centre has also looked at the basic organization and training of the civil service with periodic discussions around what might be termed “public administration renewal” or “professionalization” hosting panels on *The Changing Role of the Public*

Servant (2011), and presentations on the training of modern public administrators (see Atkinson 2011). While these activities are episodic and range around a number of topics they directly address issues of the quality of government, electoral institutions and policymakers. Perhaps reflecting the “bottom up” concerns about the basic “policy style” in the province and the resistance to less centralized and directive forms of government (discussed above), more focus on the basic quality of public institutions might be done in the future.



4 CONCLUSIONS

While the overview above tries to identify thematic areas of special interest in the Centre's work on public policy and governance, and the extent to which those activities reflect contemporary ideas about new, more effective styles of governance, it is important to also recognize that the Centre itself is a key mechanism of that new form of governance. The Centre's direct role as a means of policy learning and diffusion across policy sectors, brokering local and international expertise to provincial policy challenges, is a key conduit of new ideas for how the province should be governed. Even to pay no attention to the contributions above, and those of the other Anniversary reports, the Centre's ongoing efforts to simply look at experiences in other

jurisdictions is a vital activity. Improving general awareness of policy experiences in other jurisdictions among the public and policy professionals, whether that includes: lessons on social policy in Alberta (Meades 2012), climate change policy in British Columbia (Wade 2008), the Canadian implications of climate change policy in the US (Dion 2009) etc. are all key activities in the networked style of governance in which "puzzling" is as important as "powering" in making "good" public policy. The fact that the Centre's activities also promote well-established contemporary ideas about how institutional change might improve policy outcomes only further emphasizes this contribution. Nonetheless, there are opportunities to expand the Centre's contributions to institutional and policy process re-

forms going forward.

As common as the discussion of policy making arrangements and governance is in the Centre's body of work, most often it is a background, or secondary context, to broader policy analysis in any particular project (See Table 1). Therefore, discussion of process and institutions, outside of the area of regional governance is often inconclusive (or the tangible reforms are unclear). There is a great deal of evidence of ongoing concerns with the quality of existing mechanisms and what appears to be a general interest in a more collaborative and engaged style of governance across policy areas, but it is not always clear how that might be achieved.

Our assessment of the Centre's work, while by no means a clear

sample of province wide sentiments, is particularly clear about one key point. There is considerable disappointment with the existing policy style of the province.

Like the other provinces, the parliamentary system of government in a legislative chamber with a small number of members exacerbates the problems of executive dominance. When combined with contemporary partisan political styles that emphasize the centralization of communication and planning, this has generated a top down, centralized, and often secretive approach to policy development. While not unique to Newfoundland and Labrador, the problem also seems to be complicated by the weakness of local government, the distance and alienation from the federal government and the internal underdevelopment of stand alone independent public institutions that are not directly accountable to the premiers’ office. As long as this style persists, it is hard to see how the province can embrace the new ideas of governance.

Furthermore, no matter what expertise the Harris Centre might produce on any issue, there is the basic question of whether anyone

in the provincial government is listening. We simply cannot tell whether government officials are interested in the Centre’s observations about the state of our policy institutions. One thing is noteworthy though. Provincial government officials clearly attend Harris Centre events, they seem to make up a good portion of many audiences, but they do not participate (by contributing to reports, making presentations or participating in panels). In our assessment it is notable how rare it is that a current member of the provincial public service, no matter how much expertise they may have on a topic, is able (or willing?) to participate. There are many instances of federal and municipal participants, but generally only retired or former provincial officials appear in the Centre’s work. While it is possible that provincial officials are “listening” to what is being said, it is unquestionably the case that they are not participating in the policy dialogue, and “puzzling” is every bit as important to good public policy as a more narrow focus on “powering.”

Indeed, over the next ten years the Centre might consider responding to the general “bottom up” complaints about policymaking with

a more focused series of projects on the basic style of governance in the province. Mirroring the detailed and compelling work the Centre and its partners have done on regional governance, similar efforts might be made in regards to reform of the province’s political institutions, and improvements that might be made to environmental governance. In addition, more might also be done on issues like urban governance, given the challenges surrounding more rapid development in the St. John’s region. Perhaps most importantly, some sort of project on the basic policymaking style of the province might be of use. Complaints about centralization, lack of citizen engagement, the lack of keystone agencies to foster policy development cut across a host of policy fields (education, health, resource management and so on). The Vodden, Hall and Freshwater (2013) project on regional development, in highlighting the province’s struggles with the transition to “governance,” illustrates the kind of ideas that might be more broadly applied across policy areas. ▀

TABLE 1
HARRIS CENTRE PUBLIC POLICY AND GOVERNANCE WORK

LEVEL OF IMPORTANCE	INITIATOR OF PUBLIC POLICY AND GOVERNANCE CONCERNS	THEMATIC AREA
Primary	Harris Centre	Regional governance
Primary	Harris Centre	Government finances and intergovernmentalism
Primary	Harris Centre	Environmental governance
Primary	Harris Centre	Political reform
Secondary	Participants (bottom up)	Governance and oversight of natural resource development
Secondary	Participants (bottom up)	Multi-level governance and collaboration
Secondary	Participants (bottom up)	Citizen engagement

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APPENDIX

SUMMARY TABLE OF HARRIS CENTRE ACTIVITIES ON PUBLIC POLICY AND GOVERNANCE

HARRIS CENTRE ACTIVITY AND START YEAR	TITLE OF PROJECT	DESCRIPTION	KEY ARGUMENTS/FINDINGS/LESSONS
Memorial Presents Lecture (2005)	Fisheries Policy and Rural Revitalization, An Integrated Approach	“Memorial Pres- ents” lecture by Alastair O’Rielly	Three challenges are present for rural Newfound- landers: an aging population, poor public sector finances (debt, poor service levels in health and ed- ucation programs), and problems with the fisheries. Recommends analysis, consultation and consensus building to tackle the three challenges.
Report (2007)	Are our Teachers Safe?	Report on teacher welfare in New- foundland and Labrador by L. J. Younghusband	Younghusband notes that NL has policies for safe schools for students, but not teachers (Department of Education’s Safe and Caring Schools). Also, no research on this in the province. Teacher stress is related to classroom environment. Recommends: One, Dep. of Education stop cutting programmes/increasing class sizes. Two, should create a policy aimed at teacher’s safety. Three, Dep. of Education should offer Crisis Inter- vention Training for all teachers.
Memorial Presents Lecture (2006)	Teacher Stress and Working Conditions: Implications for Teach- ing and Learning	“Memorial Pres- ents” lecture by L.J. Younghusband, G. Cluett, D. Dibbon and D. Pike	Panel that looks at workplace stress as diminishing teacher effectiveness. Notes that teachers request input into policy-making, and that there is no “one- size fits all” policy.
Newfoundland Quarterly (2006)	Teacher Stress and Working Conditions: Implications for Teach- ing and Learning	“Memorial Pres- ents” article by Dr. Lynda Young Husband	Teachers lack a safe working environment. Rec- ommends the Department of Education put more money and time into supporting professional devel- opment for teachers.
Memorial Presents Lecture (2006)	Fisheries Policy and Rural Revitalization, An Integrated Approach	“Memorial Pres- ents” lecture by E. Dunne, A. Hann, J. Purchase, N. Roy	Major debt in NL, plus increasing health costs and dwindling school enrolment. Recommends a joint Federal-Provincial plan for fisheries resource management and development with all levels of government involved.
Memorial Presents Lecture (2007)	What is Nature Worth? Looking at our Natural Resources through New Eyes	“Memorial Pres- ents” lecture by M.A. Rudd, R. Chuenpagdee, D. Chaisson, J. Taylor	Putting a price on the environment/conservation helps decision makers make policy, and helps make societal spending decisions. NL has much “natural capital” and must consider how to use it sustainably in the long-term.
Newfoundland Quarterly (2006)	Ecological Change— What’s it Worth?	“Memorial Pres- ents” article by Dr. Murray Rudd	Preserving the environment in NL is important, as it is a contributor of economic development. Policy makers must be made aware of the value of environment in order to create market mechanisms to preserve it, protecting long-term “export” for the province.

Presentation to the Credit Union's Director Conference (2008)	The Newfoundland and Labrador Economy: where we have been, where we are at, and where we are going	Presentation to the Credit Union's Director Conference by Wade Locke	Newfoundland and Labrador are doing well due to oil revenue, but should not try to pay off debt before 2020. Need to plan for prosperity so that positives are enhanced and negatives are minimized.
Memorial Presents Lecture (2006)	Offshore Oil & Gas: Is Newfoundland and Labrador Getting Its "Fair Share"?	Presentation by Wade Locke	Newfoundland's offshore oil revenue is vital for economy and treasury, with NL government receiving more than 50% of cash flow. Public policy is needed to provide the "right" incentives to industry.
Memorial Presents Lecture (2006)	Offshore Oil & Gas: Is Newfoundland and Labrador Getting Its "Fair Share"?	Presentation by Ted Howell	Newfoundland government should invest in oil and gas exploration, including: creating a long-term, sustainable plan; re-starting Hebron negotiations; exploring attraction strategies; and creating stable fiscal and regulatory regimes.
Presentation to Rothesay Energy Dialogue IV (2008)	Implications of Energy Developments in Atlantic Canada for Public Policy	Presentation by Wade Locke	Newfoundland should develop a "holding fund" and prosperity plan to ensure oil revenue is kept in line with opportunities and to maximize benefits for all stakeholders.
Memorial Presents Lecture (2006)	Offshore Oil & Gas: Is Newfoundland and Labrador Getting Its "Fair Share"?	Presentation by Jim Keating	Need 4 levers for fair share: 1. Progressive fiscal regime 2. Responsive and competitive land tenure policy 3. Government ownership and control 4. Established local capabilities.
Memorial Presents Lecture (2006)	Offshore Oil & Gas: Is Newfoundland and Labrador Getting Its "Fair Share"?	Presentation by Brian Maynard	Need a more competitive, predictable and stable investment climate—so Newfoundland government should introduce a market-orientated policy framework/regime. Government should also be more co-operative with industry. Opportunity not being fully realized yet.
Memorial Presents Lecture (2007)	Are Rural Newfoundlanders and Labradorians Receiving Second Class Health Care?	Presentation by Rick Audas	Decline in doctors in rural NL. Should work to reallocate doctors across the province, and to find a way to better deliver and fund medical services.
Memorial Presents Lecture (2008)	From the Ivory Tower to Regional Power: The Role of Universities and Colleges in Development	Lecture by Wade Locke	Higher education is important for Atlantic Canadian regional development. There needs to be a plan in place to enhance local economic development, such as offering grants to stimulate local research. The Harris Centre is an example of institutions that "facilitates the university's educational, research and outreach activities in the areas of regional policy and development."
Memorial Presents Lecture (2008)	Education Reform In Post-Confederation Newfoundland and Labrador: Politics and Lessons	Lecture by Phil Warren	No information available really. Synopsis explains that after confederation many changes were made in the governance of NL education, but since then education is in period of "quiet." Notes that we should learn from the reforms—but doesn't say how.
Memorial Presents Lecture (2009)	Communities as Power Producers: The Case for Small Hydro	Lecture by Sarah-Patricia Breen (MUN MA student)	Need "new" policy/politics to be developed to assist in the creation of small hydro as a tool for sustainable development—doesn't say what kind of policy is needed.

Memorial Presents Lecture (2009)	Powering up Communities	Lecture by Nick Burnaby	<p>Explores different energy legislation in Newfoundland and Labrador. Offers low interest or forgivable loans as financial tools, as well as tax incentives, etc.</p> <p>Seven recommendations are put forth for provincial government, and four for municipal. They include developing a new policy framework, removing barriers to grid interconnection, and investing in public education on renewable energies.</p>
Newfoundland Quarterly (2009)	Not a Nation! (Or Why Newfoundland Nationalism Doesn't Make Historical Sense)	"Memorial Presents" article by Sean Cadigan	Explores the province's history of "national oppression," concluding that by focusing on outside struggles, residents fail to see problems in-province, including how they're treated by the government (often poorly) and how the province has many internal social divisions.
Newfoundland Quarterly (2008)	The Churchill Falls Contract: What Happened and What's to Come?	"Memorial Presents" article by James Feehan	Provincial government (NL) has different options to take in regaining some (Churchill Falls (Labrador) Corporation (CFLCo) power from Hydro-Quebec, including taxing CFLCo in 2016 when its tax exemption ends. It could also take away Hydro-Quebec's shares in CFLCo, depending on if it will be allowed under the constitution of Canada.
Memorial Presents Lecture (2009)	Teach Education...	Lecture by Bruce Sheppard	Government should fund long-term research into what teacher education program works best for NL.
Memorial Presents Lecture (2010)	The Atlantic Accord: A New-Found Vision?	Lecture by Wade Locke	<p>Major government revenue from oil, and in 2005 the introduction of the Atlantic Accord meant no "equalization clawback" and more money for provincial government. Because of this, NL doesn't receive equalization payments for now.</p> <p>Atlantic Accord only needs "fine tuning" and has been instrumental in NL's economic and fiscal transformation.</p>
Memorial Presents Lecture (2010)	The Atlantic Accord: A New-Found Vision?	Lecture by Richard Cullen	Explains foundations of Atlantic Accord. Major debates between federal government and NL and Alberta over natural resource ownership. In 1984, MOU signed allowing NL to receive revenues.
Memorial Presents Lecture (2010)	A Stronger Economy and Society through Technology	Lecture by Kerry Murray	Improved technology will assist in the creation of better governance structures and processes. Public policy to support greater use of technology should be created.
Memorial Presents Lecture (2011)	Rural Revitalization and Our Forests: Staying Relevant in Tomorrow's Forest Sector	Lecture by Sean Dolter	Government must create a framework and structured process alongside communities to manage forests. Communities do not have the capacity to act alone in decision-making, but should still be included.
Newfoundland Quarterly (2011)	Whose Pine-Clad Hills: Forest Rights and Access in Newfoundland and Labrador's History	Memorial Presents article by Rainer Baehre	Since NL is doing well financially, the provincial government should seek ownership of forest lands owned by private corporations, and should also consider new regulations that safeguard the forests for people, rather than for profit.

Memorial Presents Lecture (2011)	Whose Pine-Clad Hills: Forest Rights and Access in Newfoundland and Labrador's History	Lecture by Erin Kelly	Should re-think forest management policy at the provincial level to include multiple objectives (not just timber management), to include sustainability forestry, etc.
Memorial Presents Lecture (2011)	Owning the Health Care Podium 2020: Can NL Lead the Way?	Lecture by John Abbott	Canadians must insist and hold accountable all levels of governance in shifting towards a healthier Canada. Newfoundland should lead the way, after discussions of how to.
Newfoundland Quarterly (2011)	Rural-Urban Interaction in Newfoundland and Labrador: Understanding and Managing Functional Regions	Memorial Presents Article by Rob Greenwood	Newfoundland and Labrador should create larger functional regions (administrative boundaries), which will increase opportunities for small communities "going it alone." Further, an internet-based Regional Economic Capacity Index (RECI) will support regional interaction and collaboration.
Memorial Presents Lecture (2011)	Regional Cooperation in the Northeast Avalon: What Does the Future Hold?	Lecture by Kelly Vodden	Recommends: new and improved mechanisms for regional cooperation; flexible arrangements; place-based policy/process; improved communications; and building trust and sharing power for regional cooperation in Northeast Avalon.
Newfoundland Quarterly (2011)	Newfoundland and Labrador, from Austerity to Prosperity—and Back to Austerity? Planning to Avoid a Financial Crisis	"Memorial Presents" article by Wade Locke	Newfoundland faces a problem as oil revenues decline, but existing financial expenditures are built into the system. The province needs some sort of consultative process to assess options like a "heritage fund" etc. to prepare for revenue declines.
Memorial Presents Lecture (2012)	On the Move: Extended Commuting and its Consequences for Employers, Workers and their Families and Home and Host Communities	Lecture by Barbara Neis	The "On the Move Partnership" examines how extended commutes affect the effectiveness of policy and planning at all levels of government, among other things.
Memorial Presents Lecture (2006)	Seeing the Future in Regional Development: Lessons from Ireland	Lecture by David Stewart	In NFLD, use a similar process for improved regional economic development as the BMW region in Ireland did using the Foresight Process. Foresight Process determined what trends would be important for the future of the region (such as knowledge), created groups of stakeholders, and put forth priority areas to act on.
Harris Centre Regional Workshop (2008)	Memorial University partnering with Zone 17 (And the Mariner Resource Opportunities Network) (M-RON)	Workshop run by the Harris Centre	Recommends hosting a Provincial Agriculture Summit with the task of developing policy.
Harris Centre Regional Workshop (2010)	Memorial University partnering with the Nunatsiavut Government	Workshop run by the Harris Centre	Recommends increasing Nunatsiavut beneficiary employment with Nunatsiavut contracts. Recommends exploring co-management/regional structures for governance.

Harris Centre Regional Workshop (2011)	Harris Centre Regional Workshop: Humber, Zone 8	Workshop run by the Harris Centre	Develop a Regional Economic Capacity Index/ Population Project for community and government to be used as a tool for collaboration.
Harris Centre Regional Workshop (2011)	Harris Centre Regional Workshop: KEDC, Zone 14	Workshop run by the Harris Centre	Revisit the Sullivan Report on transportation policy for the province and focus on cost, reliability, and access to air/land/marine. Make new recommendations.
Harris Centre Regional Workshop (2011)	Harris Centre Regional Workshop: NEARDB, Zone 19	Workshop run by the Harris Centre	Recommends a report or conference on the policy needs of sustainable transportation. Suggests the possibility of using gas tax agreement money for creating new infrastructure.
Harris Centre Regional Workshop (2011)	Harris Centre Regional Workshop: Southern Labrador: Zone 4 & 5	Workshop run by the Harris Centre	Recommends policy changes that allow for greater flexibility within the traditional resource industries. Recommends examining the traffic flows of the Trans-Labrador Highway to make policy changes in the region. Also recommends public policy research on the legacy of Lower Churchill.
Harris Centre Regional Workshop (2012)	Harris Centre Regional Workshop: Schooner Zone	Workshop run by the Harris Centre	Recommends providing the provincial and federal government with evidence of “social detriments of health” in Newfoundland’s rural communities, i.e.: poverty, loss of a spouse.
Harris Centre Regional Workshop (2012)	Harris Centre Regional Workshop: Discovery Regional Economic Development Zone	Workshop run by the Harris Centre	Notes that small businesses and cultural, heritage and arts organizations face barriers when applying for government funding. Proposes policy change that takes rural communities into account.
Harris Centre Regional Workshop (2012)	Harris Centre Regional Workshop: Emerald Zone	Workshop run by the Harris Centre	Recommends a pilot project that would allow small towns to purchase Crown Land, despite not having the financial resources necessary to acquire it. Also suggests that land management policies be created to avoid future conflicts.

Harris Centre Regional Workshop (2013)	Harris Centre Regional Workshop: Labrador West	Workshop run by the Harris Centre	<p>Suggests that “boom towns” like Labrador City must be involved with provincial agreements with industry to negotiate what they need as there are great demands on their resources and population grows rapidly.</p> <p>Further, research must be done by policy makers on rent control, financial incentives and social housing in such towns like Labrador City.</p> <p>There should also be reliable demographic data completed in Labrador West to assess the demands on infrastructure and social services.</p> <p>Also recommends that multinational mining companies share confidential information about their projects with the municipal and provincial governments (i.e.: projected water consumption, projected employment levels). Doing so will allow for better policies to be created.</p> <p>Notes that exploring regional governance models in Labrador West would be helpful for greater co-operation and sharing of services and resources.</p>
Harris Centre Regional Workshop (2013)	Harris Centre Regional Workshop: The Opportunities and Challenges of Mega-Project Development of the Southwest Avalon	Workshop run by the Harris Centre	<p>Need a new regional governance structure for regional development.</p> <p>Also, research is needed on the impacts of the provincial government’s elimination of community-based career development agencies.</p> <p>Recommends looking into the best practices for small communities/municipalities to benefit from large industrial development in their regions.</p>
Synergy Session (2013)	Myth Busting and the Canadian Sex Industry	Frances M. Shaver	<p>Legal to buy/sell sexual services in Canada, but there are three areas in the Criminal Code that are being challenged currently in the Supreme Court: communication, bawdyhouse provisions, and living on the avails of prostitution. Furthermore, there are unique provincial and municipal laws regarding prostitution. Suggests these laws undermine the ability to work safely for sex workers.</p> <p>Recommends that all sectors of the sex industry be involved with policy changes and that municipal, provincial and federal legislation be complementary rather than contradictory.</p>
Synergy Session (2012)	Managing in a Workplace 2.0 Environment	Carol Blotniuk	<p>Workplace 2.0 makes federal public service more efficient. Policies must be updated to reflect these new work environments. Workplace 2.0 uses new technology, and aids in government deficit reduction. Currently have several trials across the country.</p>

Synergy Session (2012)	The Role of Central Government in Sustaining Municipalities: Reflections While Cycling Through Canada	John Martin	Suggests that for sustainable communities, local and central governments need to collaborate. Recommends local governments encourage dialogue, have a vision that can be articulated, and that they look beyond the community to learn. Central governments should appreciate local government's plans and help with their processes in sustainability.
Synergy Session (2012)	How Might We Think About Development	David Malone	David Malone gave a talk about international development and public policy.
Synergy Session (2012)	Canada's Future Navy Procurement (and a bit about the Naval Reserve...)	Commander of Naval Reserves David Craig	Ship-related projects for the National Shipbuilding Procurement Strategy (NSPS) must be approved and implemented in a staggered fashion.
Synergy Session (2012)	Energy Efficiency: Our Forgotten Energy Megaproject	Bruce Pearce	Should re-examine investments based on cost-effectiveness and benefits of the NL Residential Energy Efficiency Program and heating rebate. Further recommends a provincial efficiency agency, new "green" policy, and additional funds and financing for "green" projects. Recommends steps for municipal, provincial and federal government to take these next steps.
Synergy Session (2012)	Poverty Reduction in Alberta: Lessons for Newfoundland and Labrador?	Dan Meades	Looks at Alberta's social policy issues, and more generally, how public policies work and gaps and failures of such policies. Suggests Newfoundland can learn from Alberta.
Synergy Session (2011)	Sustainable Planning for NL Communities	Neil Dawe	Explains sustainable planning and what the province/municipalities are doing in NL. Suggests there is a need for new policy on sustainable communities, as current policy is inadequate and land base is not being used well. Recommends changing current Rural and Urban acts to include issues of sustainability. Suggests province needs to work closely with municipalities.
Synergy Session (2011)	Quality Versus Quantity In Enterprise Policy: How Do We Get More High-Growth Firms?	Colin Mason	Need for policymakers to recognize that start-ups are not good for economic development, perhaps by cancelling support for them. High-growth firms (HGF) should be funded instead, such as high-tech companies, university spin-offs, or R&D. Suggests researching HGFs more to understand how to make policy for them, spurring economic growth.
Synergy Session (2011)	The Changing Role of the Public Servant	Andrew Treusch, Robert Thompson, Ron Penney	Discusses the changing role of the public servant.
Newfoundland Quarterly (2012)	Natural Gas better than Labrador hydro for Island energy requirements	Stephen Bruneau	Argues that the Government of NL should utilize the Grand Banks natural gas supply, rather than using the hydro from Muskrat Falls, as it is less debt-heavy.
Memorial Presents (2012)	Muskat Falls: The Best Option? A Public Forum	Wade Locke	Suggests that Muskrat Falls is a good option for electricity in NL, but that the Government should have an extensive public review before making any final decisions on the future of electricity in the province.

Memorial Presents (2012)	Regionalizing public services and economic development in rural Newfoundland and Labrador	Kelly Vodden	Recommends building on regionalism, possibly reorganizing regions to realize opportunities of sustainability, investment, regional independence, and collaboration with different levels of government.
Memorial Presents (2012)	Engaging the Public for a Better Politics	Stan Deetz	Suggests people are growing frustrated by political processes and need to be more involved in decision-making. This can be achieved by creating more awareness of public issues. By engaging with the public, decision makers won't be the only problem solvers, and such decisions are likely to be viewed as more sustainable and legitimate.
Memorial Presents (2012)	Regionalizing for the Future: Municipal Collaboration for the 21 st Century in NL	Churence Rogers	Recommends collaboration of municipalities or local service districts (LSD). Suggests regionalization hasn't worked in NL as there are few incentives or encouragement from the provincial government but that it is now gaining in popularity, perhaps because of economic and demographic pressure to do so. Notes that more provincial support is needed to make regionalization a success.
Synergy Session (2011)	Authoritative Governance: Programs and Practice	Michael Atkinson	University's fail to teach students the "new" way governance works today (network-based), instead teaching traditional models. Most universities in Canada harmonize their programs to be traditional. Also transnational governance that must be addressed, as many problems defy borders. Also collaborative governance models, and e-governance models. Argues academics are not keeping up with new models.
Synergy Session (2011)	Talking our Way to Action: Dialogue, Experiential Learning and Community Engagement	Mark L. Winston	Examines the outcomes of collaboration between universities and the government, non-profit sector, etc. Looks at how Memorial University could do this. Missing files from the event.
Synergy Session (2011)	Canada in Afghanistan: Lessons Learned, New Roles	Ambassador William Crosbie	Session discusses Canada's new role in Afghanistan, helping with education; security; rule of law and human rights; diplomacy; and humanitarian assistance.
Synergy Session (2010)	The Organization and Dynamics of Clustering and Innovation in the Ocean Technology Sector in Newfoundland and Labrador and the St. John's City-Region	Josh Lepawsky	Looks at St. John's as an ocean technology sector. Suggests that many government strategies (like ACOA) are working well, with industry seeing a role for government (must be clear, consistent). Recommends industry using government programs more and government leveraging industry effectively. Suggests more flexible policies and more targeted funding for the local ocean technology sector.
Synergy Session (2010)	What's at Stake? Why Municipalities Must Manage Strategic Risks	Tom Cooper	Examines strategic risk management in provincial and municipal governments. Explains that clear organizational goals and governance can often mitigate risks. Notes that in NL there is a need for a strategic risk framework focused on municipalities, as well as incentives to implement it.

Synergy Session (2010)	The Coming Maritime Century: Will Canada Miss the Boat?	David Gardam	Focuses on the new challenges facing the Canadian Navy (such as global trade, climate change) and how governance, policy development and international trade and affairs impact such challenges.
Synergy Session (2010)	A Snapshot of Life in Remote Aboriginal Communities South of 60	Nadia Ferrara	Focus groups offered policy recommendations including simplified funding protocols and easier community access to government departments for rural aboriginal communities.
Synergy Session (2010)	-	Greg Spencer	Presentation looks at how city-regions can use their “creative advantage” over others, thus allowing policy makers to foster higher levels of economic activity.
Synergy Session (2010)	The Organization and Dynamics of Clustering and Innovation in the Ocean Technology Sector in Newfoundland and Labrador and the St. John’s City-Region	Josh Lepawsky	“Maritime clusters” (multiple firms) cannot be created by policy and exist in metropolitan areas (resources ample). Cluster in St. John’s is doing well, but warns of over-reliance on oil and gas industry, which may threaten innovative clusters.
Synergy Session (2009)	Biomass—Bioenergy: Foundation for Forest Sector Regeneration	Peter Milley	Suggests policy changes to forest sector that would encourage biomass energy, while also not penalising existing players, or diverting land from food crops.
Synergy Session (2009)	Climate Change: Global Action for a Global Crisis	Stephane Dion	Discusses the decisions facing the Canadian federal government regarding climate change from different regional perspectives, and what the US is doing in terms of climate and energy policy changes.
Synergy Session (2009)	Canada-China Relations	Eric Walsh	Provides an overview of Canada-China relations, including governance. Suggests Canada is concerned over China’s human rights record. Notes that Canada particularly focuses on rule of law and labour rights in China, hoping to spread good governance there with the help of Canadians NGOs.
Synergy Session (2008)	The Churchill Falls Contract: What’s to Come?	James Feehan	Discusses the Churchill Falls ownership issues and what to do in 2016 when the initial contract is up with Hydro Quebec (HQ). One option is to introduce new taxation (provincial) to HQ—but will they be legally liable? Second option is to seek renegotiation of renewable or reject it altogether. Third option is to deal with the ownership issue of Churchill Falls now (such as province expropriation).
Synergy Session (2008)	Congress on Campus: An Inside Perspective on the US Presidential Elections	Orval Hansen and Dennis Mark Hertel	Discusses the US Presidential Elections to come, what the outcomes could be, how they would affect Canada and the world, and what the role is of Congress.
Synergy Session (2008)	Climate Action in British Columbia	Nichola Wade	Explains BC’s Carbon Neutral policy, and how all levels of government are involved with the policy, with some tasked with more organization and policy work. They reduce travel with e-meetings, educate all government employees on climate action, and invest in alternative energies and other green innovation.

Synergy Session (2008)	Thinking Outside the Box: The Unique Way the Canadian Forces is Helping the Government of Afghanistan	Cdr. Mark Chupick	Provides an overview of what the Canadian Forces are doing to help the Government of Afghanistan, including the development of national strategies and programs, as well as to assist in “building the capacity” of Afghan officials to execute their responsibilities.
Synergy Session (2008)	Aboriginal Synergy: Engaging Aboriginal Governments in Major Project Developments	Dave Kennedy	Suggests Aboriginal governments and Canadian government need to work on building better relationships through treaty recognition, continued access to lands and resources, workforce development, etc. Also offers tips on meetings with both governments, i.e.: how to understand aboriginal governance (power of elders), and how to make informed presentations. Further offers general day-to-day tips for government: adhere to informal and formal protocols, seek out opportunities, etc. Recommends: recognition, respect, and reconciliation.
Synergy Session (2008)	Intergovernmental Challenges for Inuit-Orientated Governments in Canada: Perspectives from Nunavut	Annis May Timpson	Session examines the creation of Inuit-orientated governments in Canada and how/if such governments will affect intergovernmental relations. Also looks at the challenges facing the Inuit-orientated governments.
Synergy Session (2007)	A Critical Analysis of Coastal and Ocean Governance Models	Svein Jentoft and Ratana Chuenpagdee	Examines different types of ocean and coastal governance models, such as the interactive model where governance is the act of political brokerage and partnership, rather than one of authority. Plans to research the interactive model in NL (funded by SSHRC).
Synergy Session (2007)	Marine Learning-Innovation Systems: The Case of Norway	Thorvald Gran	Discusses government organized learning innovation systems in the marine sector. Suggests that for such systems, political independence is important; limited external funding of government is important; diversified ownership of fleet is important; some public banks are important; and that cooperatives are important.
Synergy Session (2007)	Newfoundland and Atlantic Gateway: Why Canada's Shipping Policy Needs to Change	Richard Hodgson	Explains that the present policy framework for shipping disadvantages NL, and recommends the following changes: getting rid of tariffs (slowly); more facilitation by the government (rather than protection); Canada should provide seafarer tax relief; and access to controls should be relaxed for international mobility.
Synergy Session (2007)	The Dragon is Awake and Will Walk With Us: A Newfoundland and Labrador Strategy for Engaging China	George Lee	To encourage trade with China, need provincial leadership, as government-to-government connections are vital to business success. Also suggests the government of NL lead a China Dialogue Group that develops long-term trade and investment with China.

Synergy Session (2006)	Markets, Capital, and Politics: Newfoundland and Labrador's Economic Conundrum	Colin Preston	Examines the provincial government's fixed-link proposal on hydroelectric energy from Newfoundland to Labrador. Suggests something must be done to lessen the province's dependence on external market forces and capital for sustainable economic development.
Synergy Session (2006)	Regulatory Reform and the Use of Regulatory Impact Assessment Systems: Lessons from Australia	Peter Carroll	Argues that public policy and management lack an empirically based understanding of how firms manage regulation. Suggests more accurate assessments of the impact of management on regulation; better designs and implementations of regulation; and more efficient management of regulation.
The Harris Centre Strategic Partnership Student Research Fund (June 2010)	Transitioning Into and Out of Parental Leave: Recommendations for Three Stages of Support	Jenna Hawkins	Due to low fertility rates and an aging population, this paper suggests NL introduce new public policy for transitioning to parental leave. Such recommendations include: increasing the wage replacement rate for parental leave benefits; eliminating the cap on wage replacement benefits; introducing a two-week non-transferable paid paternity leave; the promotion of part-time work after parental leave; and increased funding for family-friendly policies and childcare options in the province.
Tri-National Agricultural Accord Rural Development Workshop (2005)	Overview of Canadian Provinces	Robert Greenwood	Suggests that provincial governments must facilitate rural development, but must "let go" in development activities that localities best address.
Applied Research Fund (2013)	Fisheries allocation policies and regional development: Successes from the Newfoundland and Labrador shrimp fishery	Paul Foley, Charles Mather and Barbara Neis	Recommends the government recognize that community-based organizations can play a role in the economic and social sustainability of remote coastal communities. Suggests further examination of communities in NL with community-based fishery quotas and licenses; affirming the significance of community-based fishery resource allocations; and creating more licensing and allocation systems to support community-based fishery organizations consistent with federal owner-operator policy frameworks.
The Strategic Partnership – Harris Centre Student Research Fund (2012)	Canadian Provincial Policies and Programs for Women in Leadership	Lynn Guppy	Examines the barriers facing women in municipal politics, and how to encourage more women to participate. Suggests for this to change in NL, it is important to know the barriers preventing women from getting involved in municipal politics (such as available time, resources) and to support organizations and/or initiatives encouraging women to get involved (mentoring/networking/job training). Can also (as a last resort) use gender quotas.

(2013)	Understanding Regional Governance in Newfoundland and Labrador A Survey of Regional Development Organizations	Kelly Vodden, Heather Hall and David Freshwater	Suggests that organizing, or restructuring at the regional scale is important in NL in times of social, economic, and ecological change and is created by the government and local communities. These regions are built by formal institutions and informal social arrangements, working in partnership. This report also explains that many organizations in regional governance are Quasi-Autonomous Non-Government Organizations that receive government funding, but operate independently. This makes them susceptible to the change of politics. Argues that while there is some collaboration between government and NGOs in NL, there has not been any real change from government to governance in the province.
Newfoundland Quarterly (2007)	Cutting Through the Gordian Knot: An Objective Assessment of the Equalization Implications for Newfoundland and Labrador of the 2007 Federal Budget	Wade Locke	Argues that the changes to the equalization system and the Atlantic Accords from the 2007 federal budget disadvantages NL, with a significant reduction in payments to the province.
Newfoundland Quarterly (2012/2013)	Making Islands Matter	Bojan Furst	Suggests that development policy for NL is centered on large industrial enterprises and natural resources extraction that often neglects policy support for small island communities in the province.
2006	Federal Government Presence in Newfoundland and Labrador: Final Report	James Feehan and Alison Coffin	There were several findings presented in this report, including: reduction in federal government employment in NL; and relative decline in federal spending on goods and services in NL. Overall conclusion was that the most pronounced change of the federal government in NL has been the decline in federal employment, and a general trend to downsizing and closure of offices in the province (moving towards regional offices).
2004	Newfoundland and Labrador Rural Dialogue Discussion Document	Keith Storey and Robert Greenwood	Explores the conflicting policy objectives often prevalent in NL decision-making. Suggests that these are ongoing and what is really needed is a commitment to rural NL. Notes that the creation of a Rural Secretariat in NL is good, but until the level of priority is clarified, this “commitment is purely symbolic.”
2010	Local Governance, Creativity and Regional Development in Newfoundland and Labrador: Lessons for Policy and Practice from Two Projects	Heather Hall	Report based on findings from two research projects presented at the Celtic Rendezvous Workshop that had three major themes: innovation, talent attraction and retention, and governance and inclusion. Recommended that rural areas need greater attention, perhaps through regional governance.

THE AUTHORS



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