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*Sustainable Development in the Government
of Canada:*

*A report on the federal government's progress
toward sustainable development*

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CITIZENS *for* PUBLIC JUSTICE



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A Note on Abbreviations:

susdev	= sustainable development
SDS	= sustainable development strategy
NGO	= non-government organization
GHG	= greenhouse gas
CO2	= carbon dioxide a greenhouse gas
CFC	= chloroflourocarbons, an ozone damaging gas
HCFCs	= early replacement for CFCs less damaging to ozone
IC	= Industry Canada
GC	= Government of Canada
EC	= Environment Canada
TC	= Transport Canada
NRCan	= Natural Resources Canada
NRTEE	= National Round Table on the Environment and the Economy

FOREWARD

Gro Harlem Brundtland summed up the 1992 Earth Summit in this way: "Progress in many fields, too little progress in most fields, and no progress at all in some fields."¹ Brundtland, who was then Prime Minister of Norway, helped bring the term *sustainable development* into international prominence when, as chair of the UN World Commission on the Environment and Development, she issued the report *Our Common Future*, in 1987. The Rio Summit was itself a follow-up to that report.

In the years since the Earth Summit, the Canadian Government has mandated all federal departments to prepare sustainable development strategies every three years. The first set of plans were released in 1997.

The government's Sustainable Development Strategies do not get much attention except when a particular piece of legislation, such as the Species At Risk Act, is in the news or when the Environment Commissioner releases his or her report. Even then, reporting focuses on one or two main policy issues.

In the interest of getting a more in-depth look at how closely the sustainable development plans are integrated into the workings of governments, the Citizens for Public Justice asked student research intern Michael Pilling to review the strategies of several key departments. A full review of every department's strategy would have been too large a project. So we selected those whose jurisdictions were closely associated with the problems of global warming and air pollution: Environment, Industry, Natural Resources, Transportation and Finance. (Finance was included because of its role of setting the fiscal resources available to each department.)

The results of this review echo the comments of Prime Minister Brundtland. The very fact of having every department produce sustainable development plans is a clear step in the direction of fulfilling Canada's commitments made at the Earth Summit. But the plans are not equally integrated into the priorities of each department.

The ambivalence of the government's approach to sustainable development is made clear in this passage from the Finance Department's 2001-03 Sustainable Development Strategy.

¹ As quoted in Bob Goudzwaard and Harry de Lang, *Beyond Poverty and Affluence: Towards a Canadian Economy of Care*, University of Toronto Press, 1994

Because the budget is prepared each year in response to the government's priorities, it was and remains impossible for departments to identify future budget initiatives as actions or targets in their sustainable development strategies.

One is left to conclude that departmental sustainable development strategies have little impact in shaping the government's priorities.

Yet the picture may not be so bleak. Integrating sustainable development into the working of government departments is an ongoing process. In its 2001-03 Strategy, the Ministry of Natural Resources writes, "The department realigned its policy goals to match those in the strategy and developed a single set of performance indicators to meet various reporting needs."

The Citizens for Public Justice offers its thanks to Michael Pilling for the research he has done. The views expressed in this report are those of the author and do not necessarily reflect the position of the CPJ. In releasing *susdev@gc.ca: Sustainable Development in the Government of Canada*, the CPJ hopes to increase awareness of the government's Sustainable Development Strategies and encourage analysis and debate over their place in setting priorities for Canada. We trust that it will be a helpful resource.

*Greg deGroot-Maggetti for the Citizens for Public Justice
December, 2001*

**AN OVERVIEW OF CANADA'S SUSTAINABLE
DEVELOPMENT STRATEGY**

International Commitments

THE ROAD FROM RIO: In June of 1992, leaders from 178 countries gathered in Rio de Janeiro for an historic conference. Whereas human history has previously been a story about people overcoming the challenges of their environment, the Earth Summit was convened to discuss how the environment might cope with the challenge presented by humans. The main item on the agenda was the establishment of an Earth Charter: an environmental bill of rights. This agreement of rights and obligations with respect to the environment is called *The Rio Declaration*. Since the 1970's it has become apparent that human activity has been the cause of widespread harm to global ecosystems. The damage done is difficult or impossible to repair. For example, scientists have no idea how to replace topsoil lost because of agriculture. The microbial creatures that make dirt fertile are still largely a mystery. Nevertheless, our farming practices are washing millions of tons of it into the sea each year. This and many other problems have arisen because humans have departed from the natural order that ecosystems create, without fully understanding the consequences.

THE PROBLEM AND THE PROMISES: There is now little dispute that we must change the way we use the planet's resources. Fortunately, the technology required to make change is rapidly becoming available. Public and private funds have created an explosion of research and development. The bottleneck is in finding the political and social means to quickly implement the new eco-efficient technologies. In the years since the Earth Summit, Canada as well as other nations slowly and awkwardly began to address this new

problem.² The Rio Declaration lists 27 principles that define sustainable development and the means for achieving it. Like many broad global agreements, the Rio Declaration is only voluntary, but it is recognized as a starting point for further progress.

The Rio Declaration
Five Promises:

- States shall develop and share technologies for sustainable development.
- States shall enable citizen action on environmental issues by providing information and raising awareness.
- States shall enact effective environmental legislation.
- States shall develop national law regarding liability and compensation for the victims of pollution and other environmental damage.
- Environmental impact assessments shall be undertaken for all proposed activities likely to have a significant environmental impact.

Source: The Rio Declaration: principles 9,10,11,13 and 17, translated to plain English.

In addition to the Rio Declaration, several other agreements were negotiated at the Earth Summit, including the Framework Convention on Climate Change, which is now better known by its Kyoto Protocol. Other important agreements include the 1985 Vienna Convention for the Protection of the Ozone Layer (containing the Montreal Protocol) and the 1992 Convention on Biodiversity. Canada's international agreements are catalogued at a website maintained by the Environment Commissioner's office.³

² A conference called Rio + 10 is scheduled for 2002 in Johannesburg, South Africa. There nations will gather again to discuss progress on these issues. See <http://www.johannesburgsummit.org>

³ This agreement and others mentioned below have been assembled in a database by the Commissioner for the Environment and Sustainable Development, visit: http://www.oag-bvg.gc.ca/domino/env_commitments.nsf/homepage

The Federal Response

WHAT CANADA DID: As a signatory of the Rio Declaration, the Montreal Protocol, the Biodiversity Convention, the Kyoto Protocol, and as a participant in the Agenda 21 program, Canada has made promises to act on many issues related to sustainable development. The government has responded by revising its standards of management, initiating committees and producing many documents, including the original 1995 National Action Plan on Climate Change.⁴

THE 1995 PLAN: This strategy failed to meet its targets, even after they were pushed back. The centerpiece of the plan was an initiative called the Voluntary Challenge Registry (VCR), an attempt to encourage individuals and companies to voluntarily reduce emissions. VCR is now an independent non-profit organization; it has succeeded in registering a large percentage of GHG emitters in the industrial sector, but few have reported progress. The 1995 strategy was unsuccessful because at the time there was a general lack of understanding by many of the key players, and the government provided neither carrots nor sticks to motivate the volunteers to act.⁵ As late as December 1996 the government promised to meet Kyoto targets for their own operations by the year 2000. The deadline has come and gone, but the government has yet to determine accurately

The Voluntary Challenge Registry

After Five Years

There are 775 REGISTERED Organizations

Of which there are:

86 GOLD Champions who have at least:

- made plans
- defined measures of emissions
- provided verifiable evidence of becoming more energy efficient in their operations

101 BRONZE and SILVER Champions who have at least:

- Committed to reporting
- Defined measurable targets.

⁴ The National Action Plan on Climate Change, <http://www.ec.gc.ca/climate/resource/cnapcc/indexe.html>

⁵ Press releases available from NRCan dated December 12, 1996 give a good overview of the state of Canada's Climate Change plan at the time. For example: <http://www.nrcan.gc.ca/css/imb/hqlib/96117j.htm>

what its total GHG emissions are.⁶ The brightest star in the federal climate change picture for the 1990's probably is its oldest. CIPEC, the Canadian Industry Program for Energy Conservation, has been promoting "best practice" energy efficiency, which of course means less electricity and fuel consumption, which means less GHG emissions. Natural Resources Canada has been running this program since the oil shortage era in the 1970s, and has redoubled its efforts in the 1990s. Participants in this program, which include many of the nation's largest industrial enterprises, account for 75% of all industrial energy consumption. On average, participants have improved their energy efficiency by 1.3% a year since 1990. CIPEC has targeted a continuing 1% per year reduction which, if accomplished, would reduce energy use and resulting GHG emissions by the industrial sector to 20% below 1990 levels by 2010.⁷

PATCHING THE HOLE IN THE OZONE LAYER: Four years after the 1985 Vienna Convention on ozone depletion, CFC production in Canada began a rapid decline to near zero by 1997. This achievement was accomplished mainly by voluntary agreements within the chemical industry, with regulatory action used as a rearguard measure. Canada has now virtually ceased production of CFCs and is well on its way to eliminating the HCFCs that served as a temporary replacement chemical. It is part of the wide and deep challenge of sustainability that we must be able to co-ordinate action on the scale of years and decades. This is difficult for an institution such as Parliament, with its five-year horizons.

⁶ Environment Commissioner's 2000 report: Chapter 2, Greening Government Operations.

⁷ The improvements may be greater still if more "green" electricity sources are introduced. See "Highlights" from the CIPEC website: <http://oee.nrcan.gc.ca/cipec/ieep/index.cfm>

Saving the Ozone Layer

A Timeline

1928 – CFCs hailed as a “safe” alternative to the hazardous chemicals previously used in refrigerators.

Early 1970’s – CFCs widely adopted in air conditioning, fire equipment, aerosol sprays, medical and industrial uses. Sensors developed that could detect low concentration of CFCs in the atmosphere. Scientists concerned with supersonic airplanes develop theory of how the ozone could be depleted by human activity.

Mid 1970’s – Three chemists later to share Nobel Prize discover link between CFCs and ozone depletion: alarm sounded.

Late 1970’s – Extensive atmospheric testing begins. Other ozone depleting chemicals discovered. Health risks studied. HCFCs identified as an alternative.

Early 1980’s – Political debate begins, predicted effects of CFCs on ozone are not yet observed in atmosphere.

1985 – Vienna Convention signed, recognizing the need to protect the ozone layer, but without specific targets. Nations claim that eliminating CFCs would be too expensive, and that no replacements existed.

1986 – Hole in the Ozone Layer discovered in “the last place on Earth”— Antarctica. Scientific predictions verified.

1987 – 46 nations sign Montreal Protocol which creates timeline for “freezing” levels of production of ozone depleting substances. Treaty recognized as a “first step.”

Late 1980’s – Atmospheric science advances: hole in ozone attributed to human activity; ozone friendly replacements for CFCs are tested. Governments in developed countries begin major recovery and recycling efforts.

1989 – 29 countries ratify Montreal Protocol, treaty comes into force. Canadian Production of CFCs peaks, declines steadily afterward.

1990 – London Amendment introduces “phase-outs” of ozone-depleting chemicals.

Early 1990’s – Ozone science advances: hole in Antarctic ozone cover intensifies, Arctic hole detected. CFC production in wealthy nations declines rapidly. CFC levels in lower atmosphere peak for mid latitudes. Link between ozone depletion and skin cancer is quantified: 10% decrease in ozone increases skin cancer by 26%.

1992 – Copenhagen Amendment: more chemicals added to controlled list, phase-out hastened. Production caps for all nations.

1994 – CFCs in lower atmosphere begin to decline.

1995 – Vienna Amendment: permanent zero emissions established as final target. HCFCs added to controlled list.

Mid 1990’s – Ozone Science advances: scientists identify ultraviolet damage to ecosystems. A variety of replacement technologies commercialized for most ozone-depleting substances. Ozone-friendly refrigerators enter the market.

1996 – CFC production in most developed countries has dropped to negligible levels.

1997 – Montreal Amendment: phase-out schedule for developing countries fixed.

1999 – Ozone depleting substances in the stratosphere peaks.

Late 1990’s – Scientists note that ozone depletion might be offsetting 30% of global warming caused by greenhouse gases. Depletion of ozone stabilizes, but recovery not expected for decades.

2000 – United Nations celebrates accomplishments 15 years after Vienna Convention. Ozone depletion in mid latitudes is capped at about 6%, rather than the projected 50%, had there been no action. Contingent on continuing compliance, UN predicts that runaway incidence of skin cancer avoided, major damage to global ecosystems and food production prevented. Concerns still exist for some ozone depleting chemicals still in use.

SOURCE: United Nations: Synthesis Report of the Montreal Protocol, 2000.

AMENDING THE AUDITOR GENERAL ACT: To establish a better government framework for planning, feedback and implementation, the federal government amended the *Auditor General Act* in 1995. This revised act provided three tools for sustainable development:

1. To facilitate planning, 28 departments and federal ministries were required to submit to Parliament a Sustainable Development Strategy. The first set of three-year strategies was presented to Parliament in 1997, and the second set of strategies for 2001-2003 was presented in December 2000. The objective of these strategies is to implement an organizational commitment to sustainable development in all government operations.⁸
2. An officer was established, independent of the administration, to be called *Commissioner of the Environment and Sustainable Development*, and appointed by the prime minister. The commissioner's role is to oversee and audit the government's plans toward sustainability. The Environment Commissioner examines the strategies, audits the departments on their performance, and has reported to Parliament annually since 1997.
3. The Environment Commissioner was given the mandate to receive petitions from the public on environmental issues and ensure that their concerns received an adequate and timely response from the government.

OTHER MANOEUVRES: Other parts of the federal response include the 1992 *Canadian Environmental Assessment Act* which revised national standards and established the

⁸ For a brief overview of all the federal SDS documents, see: Highlights of Updated Sustainable Development Strategies, www.ec.gc.ca/2001/010214_b_e.htm

Canadian Environmental Assessment Agency, with authority over all projects involving federal funding or federal land.

In 1994 the government passed legislation to form the National Roundtable on the Environment and the Economy, which has become a headquarters for research and policy development.⁹ The government also established a secretariat on climate change and another on biodiversity, which can advise and co-ordinate action on these issues.

⁹ Visit the National Round Table on the Environment and the Economy at www.nrtee-trnee.ca/

Recent Developments

LEGISLATION AND AGREEMENTS: An endangered species act died on the order paper when Parliament dissolved for the 2000 election. The lawmakers had run into conflicts on the degree of authority the federal government could wield over the provinces with respect to habitats occupied by endangered species.

In the spring of 2001, Canadian negotiators participated in eleventh-hour negotiations to salvage an agreement on the Kyoto Protocol of the Climate Change Convention. The Canadians managed to win clauses that environmentalists claim have watered down the agreement, but since it appears that the United States will refuse to participate, the implementation of the treaty remains in doubt.

In October 2001, the federal government scrapped a private members' bill (Bill C-287) that would have mandated the labelling of genetically-modified organisms (GMOs). The government orchestrated the defeat of this bill in spite of near unanimous support of citizens, including farmers and bakers associations, for such a law. Nadège Adam, Biotechnology Campaigner for the Council of Canadians¹⁰ was not surprised, saying:

"We've always known that we were fighting against a political machine with a serious bias in favour of the biotech sector. ... In response to public demand, we will be publishing the voting record on our website. Concerned citizens will be holding their MPs to account, and their frustration will be channeled into tremendous pressure on the Health Committee to produce strong mandatory labeling rules.

We hope the Health Committee will keep in mind that they work for Canadians, in particular the 95% of Canadians in favour of labeling – not for

¹⁰ Visit the Council of Canadians at <http://www.canadians.org/>

Cabinet or for the biotech industry. It's tragic that the Cabinet has lost sight of this."¹¹

THE 10% SOLUTION: The Canadian government says it has a plan to get only one-third of the way to meeting the Kyoto targets. Yet even that modest target is less than one-third of what scientists claim we will need. In order to get serious about global warming, a plan to go the whole distance should be developed, which will almost certainly require phasing out the use of fossil fuels in the next few decades.

"To stay within the carbon budget and keep long term global temperature increases below one degree Celsius, 75% of the known, economically recoverable reserves of conventional fossil fuels can never be used as fuels. They must remain in the ground."

*Greenpeace,
Carbon Logic Campaign Against New Oil*

"We will leave behind this form of the hydrocarbon phase of human development, and we will be able to look back and see trillions of barrels still in the ground..."

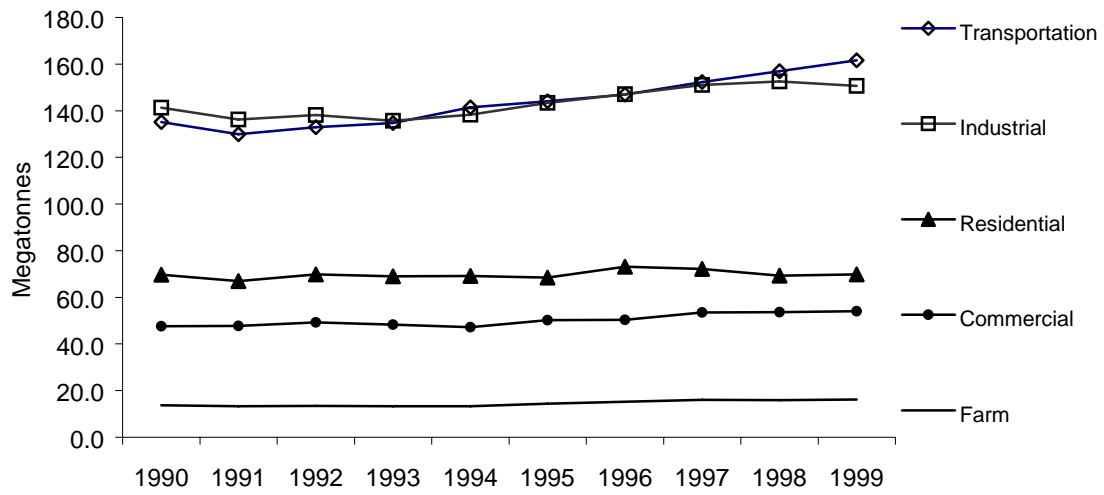
Chris Gibson-Smith, Policy Director, BP Amoco, 1999¹²

The government is still experiencing difficulty in passing the endangered species legislation it promised back in 1992. The recently renamed "Species at Risk Act," following two older versions of this act have failed for six years to find government support. Some environmentalist groups are concerned that this bill has been stripped down to be worse than no law at all.

¹¹ Council of Canadians news release: <http://www.canadians.org/campaigns/campaigns-genfoodmedia011017.html>

¹² From The Greenpeace Carbon Logic Campaign: <http://www.greenpeace.org.au/climate/archive/nonewoil/carbonlogic.html>

Greenhouse Gas Emissions by Sector



Source: Office of Energy Efficiency
http://oee.nrcan.gc.ca/general/trends/index_e.htm

A Leadership Crisis

FEDERAL VS. PROVINCIAL: Recent years have seen a substantial increase in the degree of federal-provincial squabbling. The provinces have used separatist movements and cuts in federal transfers as levers to weaken the authority of the federal government. The result has been diverging policies and standards among the provinces and territories. This can have a negative impact on sustainable development if the federal government loses the tools to enforce sustainable behavior. Polls have found that Canadians look to the federal government for leadership on environmental issues, but many of the critical jurisdictions are under provincial control. According to the Constitution, there is a limited scope for federal action on sustainable development without the agreement of the provinces. Having many governments at the table makes it difficult to promote simple nationwide solutions that people and businesses can implement. Provincial governments may be more susceptible to influence by powerful regional industries, such as the forest industry in B.C. and the auto industry in Ontario. The federal government should use its clout to encourage cooperation and the transfer of best practices from province to province.

One such example was revealed in the process to develop the National Packaging Protocol, a voluntary initiative involving leading packagers. A deal was reached so that if the manufacturers met targets to reduce the amount of waste going to landfill from their products, the government would forestall regulations to achieve the same result. Despite achieving substantial reductions and meeting agreed targets, a number of provinces proceeded with their own regulations. Frustrated industry leaders

claimed that the governments' failure to co-ordinate broke the rules of engagement.¹³

Many other issues remain mired in jurisdictional differences, including those involving greenhouse emissions, toxic pollutants, endangered species and habitat protection, land use, regional development, public transit, and the sustainability of resource industries. An environmental harmonization agreement administered by the Canadian Council of Ministers of the Environment is largely stalled over process issues.¹⁴ Canada and the provinces are beginning to find common ground on data collection and pollution standards, but nationwide agreements on more controversial issues like forestry practices and mining operations seem more remote.

FEDERAL VS FEDERAL: Within the federal government, sustainable development is still a cause awaiting a champion. The Ministry of the Environment, which would seem the natural contender for such a role, is muddled about proactive programs and hesitant to regulate. It seems content to be mainly an information provider.

Natural Resources has taken up some of the environmental slack, and is now in the driver's seat on the climate change initiative, but still does not have the jurisdiction or the resources to make things happen. Across the board, monitoring and regulatory capability has been crippled in most ministries by federal cutbacks.

The Ministry of Finance is tight-lipped and tight-fisted when it comes to environmental initiatives. Coordination problems that exist between the federal and provincial realms are mirrored within the federal government itself, and no doubt within provincial governments as well.

¹³ Environment Commissioners Report 2000, p. 8-11.

¹⁴ CCME: Two-year Review of Canada-Wide Accord on Environmental Harmonization. Download at www.ccme.gc.ca

Industry Canada is paranoid about offending business interests and shies away from promoting sustainable development. The exceptions to this rule are a few occasions where it has made a contribution to an environmental company from one of its subsidy programs.

The five federal ministries with the most authority over environmental issues (Natural Resources, Agriculture, Environment, Fisheries and Oceans, and Health) have signed a Memorandum of Understanding (known as the 5NR MOU) which has started a process of coordinating science initiatives, data-sharing and other technical issues. In general, governments have often treated environmental agreements as an end result, rather than a tool for action.

From the evidence contained in press releases and speeches over the last few years, it unfortunately appears that neither the Prime Minister nor the Finance Minister has taken any special interest in sustainable development. In Canada's highly centralized system this apparent fact may go long way toward explaining the deterioration in Canada's environmental reputation.¹⁵

Finance Minister Paul Martin has assisted the National Round Table on the Environment and the Economy¹⁶ (NRTEE) in researching environmentally-sound economic indicators, but declines to put much fiscal clout into any of the numerous greening programs that exist. Prime Minister Jean Chrétien seems to punt environmental issues over to Deputy Minister Herb Gray. None have waded into the more difficult issues of infrastructure adjustments such as energy, transportation and land use that are central to the sustainable economy. More long-term planning is needed. The lack of urgency exhibited by the top parliamentarians is

¹⁵ For example, a Google search of Canadian sites for "prime minister" and "sustainable development" resulted in recent sites referring to speeches and press releases only by Prime Ministers in Norway, Sweden, and Britain. Farther down, a page linking Brian Mulroney to sustainable development was mentioned. The government's own Sustainable Development search engine returned no mention of Jean Chrétien in the first 20 hits for "Prime Minister."

¹⁶ NRTEE's website: www.nrtee-trnee.ca

mirrored in a lack of attention at the top level of administration in most federal departments, which is a recurring objection of the Environment Commissioner.

Sustainable development and related environmental issues are slowly moving up the political priority list, due largely to an increasing amount of pressure from the public. The latest round of initiatives, such as the 2000 Action Plan on Climate Change, are still in their early stages, and it is too soon to judge if they will fare better than other halfhearted efforts in the past. The problem of not knowing enough has been addressed by the departments, who are now well stocked with information. Now the government needs to act on this information: more commitment is required at the highest political level if Canada is to repair its tarnished environmental reputation and effect the necessary change.

METHODOLOGY

RESOURCES: The process of developing this report began with examining the sustainable development strategies that were issued by all federal government ministries in 1997 and 2001.¹⁷ These strategies outlined targets for sustainable development activity, and of those targets, approximately 35% were achieved in the 1997-2001 planning cycle.¹⁸ The internal government reviews and reports of these strategies, particularly the report of the Federal Commissioner of the Environment and Sustainable Development, were closely studied. The reports of the Auditor General were also very useful. What the federal

¹⁷ These strategies are available at the Environment Commissioner's website:

http://www.oag-bvg.gc.ca/domino/cesd_cedd.nsf/html/deptsd_e.html

¹⁸ Report of the Commissioner of the Environment and Sustainable Development: 2001. Volume 1. Forward and Main points, Chapter 3 page 8.

government achieved is evident in press releases, reports and other material offered on government websites. These were combed for the information they contained. Non-government sources, including international agencies, corporations, environmental activist and advocacy organizations, industry associations, and academic institutes were frequently consulted to maintain a balanced perspective. This report was compiled using information that is publicly available. Most of the reports and documents mentioned can be downloaded or obtained free of charge from the government or other organizations on request.

THE PRESS RELEASE INDEX: was compiled to provide a quantitative indicator of how much of a department's activity is directed toward sustainable development issues, and how this focus has increased or decreased over time. Creating a press release index involved reviewing all ministry press releases between January 1, 1996 and August 31, 2001 for each ministry included in the study. The sample size of ministry releases for each year ranged from 45 to 334. The releases were classified as either pertaining to or not pertaining to sustainable development. Government intention was used as the deciding factor, rather than the direct or indirect effects of the action. In each case, we asked: "Does this action originate, in whole or in substantial part, from a concern by the ministry regarding sustainable development issues." Notes and special considerations have been included for each industry.

INTERNET RESEARCH: This report was developed almost exclusively by internet research methods, which have only in the last couple of years become the dominant tool for obtaining government documents and information. The government of Canada is certainly a global leader in

putting government information online, and should be congratulated for its concerted efforts to make information available via the World Wide Web. The E-government initiative has been quarterbacked by the Treasury Board Secretariat.¹⁹

¹⁹ The Treasury Board Secretariat is the agency that governs the government. Visit: <http://www.tbs-sct.gc.ca/>

MINISTRY BRIEFS

TRANSPORT CANADA

PROFILE

MINISTRY:
Department of Transport

MINISTER:
David Collenette
MP Don Valley East
(appointed 1997)

DEPUTY MINISTER:
Margaret Bloodworth

HEADQUARTERS:
Place de Ville, Tower C
330 Sparks St.
Ottawa, K1A 0N5

WEBSITE: www.tc.gc.ca

MAJOR SUBSIDIARIES:
Canadian Transportation
Agency, Transportation
Safety Board.

JURISDICTION:
Airports, Harbours,
Railways, Canals, Aviation,
Navigable waters. Motor
Vehicle Safety, Air, Rail
and Water Transport
Emissions, Transport of
Dangerous Goods.

SERVICES:
Assessing the performance
of the overall
transportation system,
developing and researching
transportation policy

TC's Sustainable Development Strategy

AVAILABLE AT: www.tc.gc.ca/envaffairs/english/sustain.htm

TELLING IT STRAIGHT: Of the five ministries investigated, Transport Canada is easily the winner in delivering its sustainable development strategy in a way that is plainly stated and informative. The Sustainable Development Strategy follows a simple and consistent pattern: For each of the seven challenges they have identified, they explain, in a paragraph or two,

- What is the strategic challenge
- Why is it important
- What is Transport Canada's role
- Examples of what they are doing
- What they are committing to do.

The strategy also provided some useful background statistics on the state of Canada's transportation system, and the environmental consequences. Transport Canada was candid in supplying the less-than-inspiring results from their 1997 action plan, and shared information about its stakeholder consultations. For those in a hurry, the whole action plan is presented in a three-page foldout table in the back of the booklet, making a nice five-minute info-snack. Transport Canada has an excellent template for its strategy that is well worth exporting to all the other branches of government.

Fact box: Vehicles are the largest source of GHG emissions

The transportation sector is the leading contributor to greenhouse gas emissions (25% of national emissions). The transportation sector is projected to show greatest increase in greenhouse gas emissions (53% over 1990 levels by 2020).

Source: Transport Canada

Who's on First?: Determining who or what ministry is responsible for what issues can be confusing and difficult. Of the five ministries studied, TC seemed the odd man out for a lack of jurisdiction. TC is currently in the back seat on susdev issues related to road vehicles, pollution and public transit. Environment Canada is responsible for pollution (the gas coming out). Natural Resources covers the fuel efficiency issue (the gas going in). The gap remaining is that no ministry at the federal level takes on the challenge of urban transit (where and why we drive). At the moment, the ministry is mainly a "safety supervisor" to Canada's transportation network. Creating transportation systems for a sustainable natural and social environment will require a good plan and excellent managers. Providing the plan and being one of the managers is now something that TC must struggle with.

"Today, over half of Canadians live in areas where ground ozone levels reach unacceptable levels during the summer months. Every major Canadian city has dangerously high levels of airborne particles."

Transport Minister David Collette
Smog Summit, July 2001.¹

SMOG BUSTERS: The root of the air quality problem is a transportation problem. The root of the transportation problem is the mismatch of responsibility and resources with respect to transportation between the three levels of government. It means that historically, transportation problems could never be resolved in a systematic way. As a result, in cities across Canada:

- a) urban roads are clogged,
- b) public transit is struggling,
- c) municipalities can't cope with sprawl.

Urban municipalities have neither the regulatory clout nor the money to address the problems; they very much need provincial and federal support. Urban municipalities have no means to tax the commuters who work and play in the cities but live outside them. Transport Canada has the mandate to take charge of transit planning, but it has shown little initiative in helping cities deal with their problems. So far TC has promised to hold a conference on urban transit by 2004. Transport Canada must accept that urban transportation problems lie squarely in their jurisdiction, and get serious about them.

Fact box: The New Light-Duty Vehicle Emissions Targets

These targets, established by the United States Environmental Protection Agency, have been adopted by the government of Canada. The standards are to be phased in, and the targets apply to the average emissions of automaker's fleet of light-duty vehicles, weighted by sales.

Future Pollution standards in Canada (grams per km)

Chemical	Now	By 2007
Nitrogen Oxides	2.200	0.044
NMOG	0.160	0.057
Carbon Monoxide	2.100	2.625
HCHO		0.011
Particulate Matter	0.050	0.006

Source: Environment Canada

*"The areas where change is most urgently required are urban planning and [commuter] lifestyles. Transport Canada (TC) must decide if it is prepared to invest resources in making progress in these areas. Given the trend towards less sustainable transportation, public awareness should be a priority, but TC should be prepared to go beyond its mandate and act as a catalyst for action. Encouragement is not enough."*²⁰

Summary of a TC Workshop, 1996.

THE PRICE IS WRONG: Consumers can be expected to choose the kind of transportation that suits their needs depending upon the different price tags they face for each kind of transportation. Since the mid-1990s consumers have been choosing

less sustainable options, as fuel costs decreased in real dollars, and auto companies marketed bigger and bigger

²⁰ From A Summary of a Transport Canada Workshop, Toronto, November 1996. <http://www.tc.gc.ca/envaffairs/english/sustainability/toreng.html>

vehicles. Sales of light trucks and SUV's have increased substantially from 30% to 50% of the vehicle market. The amount of freight shipped by heavy trucks has surged as well. As a result, the number of smog alerts has multiplied.²¹ Part of the reason why consumers head in the wrong direction is that they don't pay directly for roads, don't pay at all for the smog they create, and pay only a small portion of their costs in a "per use" fashion. Once they fork out for a vehicle, owners tend to use it wherever possible. Transit riders, on the other hand, "pay to go" each day. In Toronto, transit riders pay 80 to 90% of the total cost for operating their transportation system.²² In the report of the Canada Transportation Act review panel, it was noted that:

*National roads policy is at something of an impasse. Little progress has been made in introducing fees and charges that would ensure transportation users recognize the costs their activities impose on society. Under business as usual, demand for road use is expected to keep expanding rapidly, and with it congestion, environmental and social costs. The distortions of current charging policies promote an over-extensive network, excessive road use, and under-use of other modes.*²³

Fact box: Energy Use, Freight transport

Megajoules per tonne-kilometer, European estimates, late 90's

Container Ship – .15
 Diesel Train – .5
 Heavy Truck – 1
 Air Freight – 8.5
 Light Truck – 11

Source: Sustainable Transportation Monitor No.4 April 2001.

Final Report of the Committee to Review the Canada Transportation Act. 2001

²¹ See "Greener SUV's" a page by the Union of Concerned Scientists: <http://www.ucsusa.org/vehicles/greener.SUVs.html>

²² Fare box revenue for Canada's largest public transit company, Toronto Transit Commission, covers an impressive 80% of operating costs, while that for Toronto's regional GO Transit commuter rail exceeds 90%. They are currently the least subsidized public transit systems in North America. (Transport Canada: Canada Transportation Act Review, April 2001).

²³ The Final Report of the Committee to Review the Canada Transportation Act, Transport Canada 2001. <http://www.reviewcta-examenlct.gc.ca/english/pages/final/ch2e.htm#10>

Successes And Failures

GETTING THE *MOST* FOR THE LEAST: In 1999 Transport Canada implemented a grant program that assisted non-profit organizations that are advocates of sustainable transportation. The program, called Moving On Sustainable Transport (MOST), has an annual budget of \$300,000. By comparison, the Canadian advertising budget of the auto industry giants is about a thousand times larger.²⁴ The marketing of sustainable transport is a crucial step to changing consumer attitudes. By empowering the voluntary sector to do these activities the taxpayer wins twice: first by getting the dollars to organizations who know how to stretch them, and second, by building a do-it-yourself environmental movement, and creating jobs and expanding eco-knowledge in the local economy. The MOST program, like many others in the federal government, is so unpublicized it might as well be top secret. This program is well designed but needs more money to get the message out that big vehicles cause global warming.

Fact box: Who pollutes?

Greenhouse gas emissions (CO₂)
per passenger kilometer:

Automobile passengers -- 215 grams
Urban transit passengers -- 77 g
Regional bus passengers -- 26 g

Source: Transport Canada. Transportation
and Climate Change: Options for Action,
November 1999.

A COMMITMENT TO GUZZLE: In 2001, the federal government signed a Memorandum of Understanding with automakers to "Launch negotiations to achieve new vehicle fuel efficiency targets by 2010." There are several issues tangled here, which should be separated. Smog reduction and GHG emissions are two different issues caused by different chemicals in vehicle exhaust.

²⁴ The largest single advertiser in Canada is General Motors of Canada, which spent \$113 million on advertising during 1993 (Industry Canada, Advertising industry overview), <http://strategis.ic.gc.ca/SSG/dm01191e.html>

Reducing smog may well increase GHG emissions. Canada has signed agreements with automakers toward reducing smog. This is something that automakers are happy enough to do, because the problem is largely not their cars but the fuels they run on.²⁵ Overall fuel consumption is the main problem to address in reducing CO₂, the principal greenhouse gas.

North American automakers have promised to include a small percentage of low and zero emissions vehicles by 2004. They have also promised to place Energuide fuel efficiency stickers in the windows of showroom vehicles, with limited compliance. They have not promised to reduce making, marketing and selling gas-guzzling vehicles. There are two central issues for automakers with respect to climate change:

1. The North American auto industry, in a retreat from foreign competitors who are increasingly dominant in the small car market, has been heavily marketing large trucks and SUVs as a fashion trend instead of serving actual transportation needs.²⁶
2. Gasoline engines are a century-old technology that is already pushing the limit in terms of how "clean" it can be. To achieve further GHG reductions in the auto sector, the industry has to make a co-ordinated move to an alternative power source.

"The fact is we are now working at the "margins" with only diminishing returns available. Any

²⁵ See "Vehicle manufacturers urge the oil industry to move ahead of regulation and introduce low sulphur fuel now!" In the CVMA news release April 20, 2000

<http://www.cvma.ca/News/CleanGasoline.html>

²⁶ "As a result of the PNGV activities in the United States and the demand for fuel-efficient vehicles in Europe and Japan, manufacturers have developed and in some instances introduced vehicles that are 40 to 60 percent more fuel-efficient than the average passenger car today. However, in most cases these vehicles are not scheduled for North American introduction in any significant quantities under current market conditions." Source: The Office of Energy Efficiency

<http://oee.nrcan.gc.ca/english/programs/motorvehicles.cfm>

further improvements [in fuel efficiency] will be incremental and will be made at great expense."

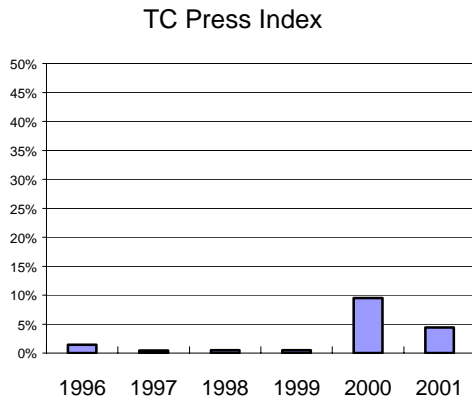
General Motors²⁷

In 1995 a government task force on cleaner vehicles and fuels made generally the same recommendations as are being made now; five years later and no further ahead.²⁸ Can the auto industry change? Yes it can, but look at the signs its leaders are seeing: low gasoline prices, giant highways, wide streets, far flung suburbs, and red hot sales of big bad vehicles. Government needs to lead the initiative to turn these signs around, then industry will respond. For example, in response to the OPEC oil crisis in 1979, fuel consumption of new vehicles dropped 30% in two years.

²⁷ General Motors Canada, from its corporate Website:
http://www.gmcanada.com/english/about/saf_emiss.html

²⁸ Report of the Task Force on Cleaner Vehicles and Fuels (1995)
www.ec.gc.ca/oged-dpge/level3e/ccme3/ccme_x_e.htm

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NOTES:

Nine releases in 2000 were made on the same day announcing initiatives in different provinces under the same program. Announcements of this type are often bundled into one release by other ministries.

INDUSTRY CANADA

PROFILE

MINISTRY:

Department of Industry (IC)

MINISTER: (since 2000)

Brian Tobin

MP Bonavista-Trinity-
Conception

DEPUTY MINISTER:

V. Peter Harder

HEADQUARTERS:

C. D. Howe Bldg.

235 Queen St.

Ottawa K1A 0H5

WEBSITE: www.ic.gc.ca

MAJOR SUBSIDIARIES:

Competition Bureau, Office
of Consumer Affairs,
Industry and Science
Policy, Technology
Partnerships Canada,
Industry Sector.

JURISDICTION:

Consumer packaging,
Copyrights, Patents and
Intellectual Property,
Marketplace and trade
regulation, Standards,
Bankruptcy, Weights and
Measures,
Telecommunications, Small
business finance.

SERVICES:

Promoting a more innovative
and internationally
competitive economy,
stimulate investment,
promote research and
regional economic
development.

IC's Sustainable Development Strategy

ONLINE AT: Industry Canada's sustainable development strategies are at: <http://strategis.ic.gc.ca/SSG/sd00105e.html>

WHERE IS SENIOR MANAGEMENT?: In the first round of planning, several observers noted that the sustainable development strategy at IC had little impact on upper level decision making.

"The [1997 sustainable development strategy] is a sound document, but it appears that a majority of the staff do not know (or have forgotten) that it exists."²⁹

If sustainable development is going to happen, senior management has to buy in. Accordingly, in its 2001-2003 strategy, "increasing senior management involvement" becomes part of the action plan. Without having a high level officer appointed to manage the susdev portfolio, IC is unlikely to meet its targets.

CAN'T SEE THE FOREST OR THE TREES: Industry Canada makes glowing reference in its Sustainable Development Strategy to Canada's recent GDP growth. To one who is versed in environmental issues, this is a clear indicator that IC is not seeing the big picture. The Gross Domestic Product (GDP) measures only a tree that has been cut down, a fish that is netted, or a mountain that is mined; thus bragging about GDP growth can be seen as cheering environmental destruction. Environmentalists would like to change this measure of performance because it rewards unsustainable development. They propose better measuring sticks, which some have called Genuine Progress Indicators (GPI).³⁰ New standards are needed so that our society can measure wealth

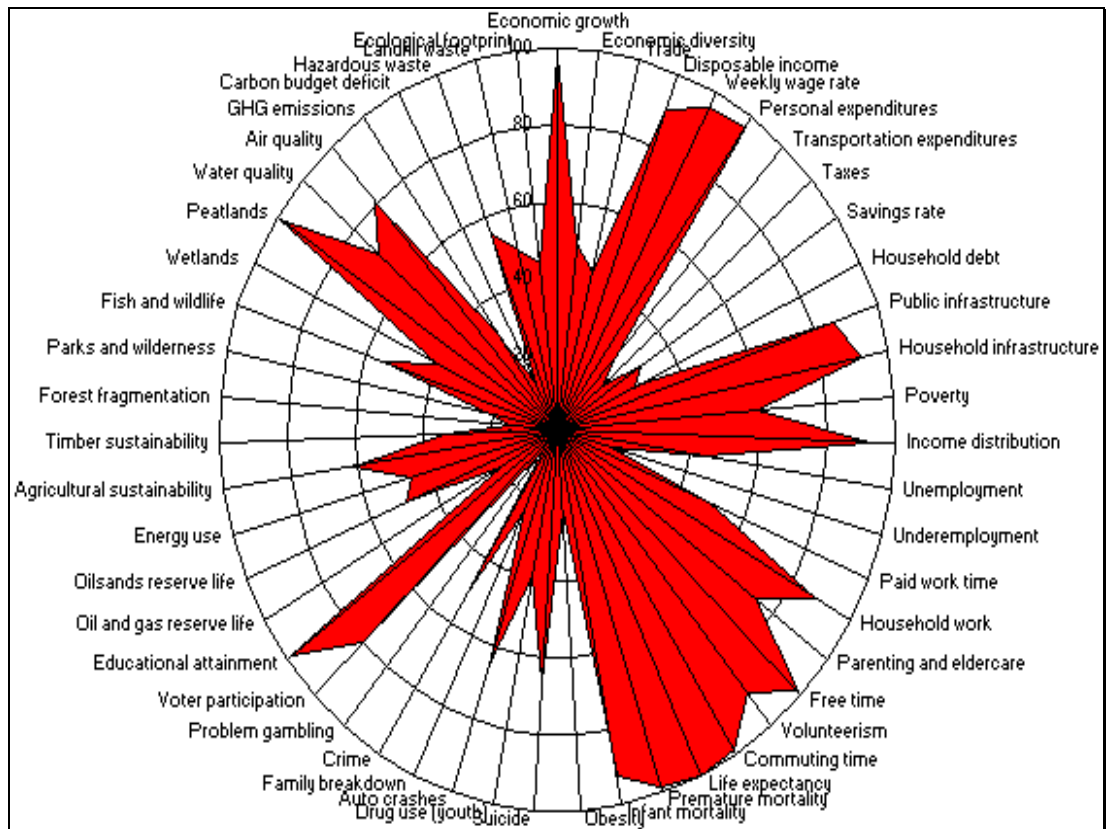
²⁹ Findings of the Mid-Term evaluation, reported in Industry Canada's SDS II pg. 72

³⁰ Visit www.pembina.org for more information.

Fact box: The Pembina Institute's Genuine Progress Indicator: Measuring Well Being in Alberta

The Genuine Progress Indicator accounts are constructed along the same lines as the financial books of businesses, governments or organizations that maintain ledgers and a balance sheet, and prepare an income statement and performance reports to shareholders. The main feature of the Alberta GPI accounts is that they measure progress and changes in the condition of all living and built capital, just as a business measures its financial health. Each of the values below represent the current observations with respect to the best observations for that variable since the 1960's.

<http://www.pembina.org/>



in a sustainable way. Industry Canada apparently hasn't twigged on the distinction yet.

LOTS OF FUDGE: Almost all of the Industry Department's "deliverable" commitments begin with "fudge" words like:

Supporting the establishment of

Assisting partners to

Developing and encouraging

Furthering the development of

Fact box: NRTEE leads government in Eco-Efficiency

The Energy Intensity Indicator Set.

Creating standard ways to measure eco-efficiency is a key to reducing environmental impact of industry. While materials and processes vary greatly from one industry sector to the next, the amount of energy used to create and/or use a product is comparable across all sectors.

In consultation with Canadian companies, NRTEE has taken the first steps to develop a set of indicators for energy intensity.

1. **Energy Intensity Indicator (EII):** defined as the total energy consumed to manufacture a product. Calculated by assessing the total energy consumption of a manufacturer and dividing this number by the number of units produced:

$$\frac{\text{Energy consumed by company}}{\text{Units of output (product or service)}}$$

2. **Expanded Energy Indicator (EEI):** Like EII, but adds to the numerator the delivery costs of providing energy to the plant and transporting the product to the market.
3. **Use Phase Indicator (UPI):** The amount of energy consumed over the expected life of the product.
4. **Production Phase Indicator (PPI):** Like the EEI, but adds the energy inherent in the materials used or purchased from suppliers.
5. **Disposal Phase Indicator (DPI):** Calculates the energy cost of recycling, disposing or remanufacturing a product at the end of its life.
6. **Life-cycle Indicator (LCI):** The sum total of the UPI, the PPI and the DPI.
7. **GHG emissions indicator:** The amount of GHG emissions over the life of the product.

Keeping track of energy use is the best way to encourage energy efficiency, which leads to higher productivity and lower costs.

Source: NRTEE, Measuring Eco-Efficiency in Business (1999)

Despite criticism from the Environment Commissioner and internal reviews, the department continues to resort to hand waving rather than definite commitments.

GETTING IT ALL TOGETHER: IC needs to raise awareness about eco-efficiency within its own team and in the business community. Eco-efficiency is not a separate issue from other items on the business plan; it is a way of thinking and doing things, rather than an extra item on the to-do list.

The ministry very much would like to close the "innovation gap," increase "connectedness," boost productivity, create jobs, and transform Canada into knowledge-based economy. Greening Canada's economy is likely the best way to meet all of these objectives simultaneously. Eco-efficiency is all about profit: it involves both

upgrading processes to those that use less energy (save money) and finding "hidden profit centres" in existing

processes by marketing those products formerly known as “waste.” Industry Canada should be concerned that eco-efficient “factor four” or “factor ten” companies³¹ from Europe might soon be driving Canadian firms into bankruptcy.

Saying “we will champion sustainable development and, in the process, create jobs, encourage innovation and increase trade,” is rather more convincing than saying “We will champion job creation, increased trade and innovation and create a sustainable economy in the process.”

Successes and Failures

FAKE IT TILL YOU MAKE IT: Industry Canada boasts of Canada’s high ranking on the World Economic Forum’s *Environmental Sustainability Index*, which has been widely criticized as “ideological greenwash” by environmentalists.³² The main problem with this index is that by focusing mainly on wealth and level of technology, it is an index of what nations *could* do rather than what they *are* doing. Canada earns a top three ranking because of its ability to do so much, while actually doing so little.

FINALLY FOUND A HOME: Despite its self-identified position as the “Federal Leader on Eco-efficiency,” this issue is hidden inside the department’s main website. The government’s web presentation is still changing, however, and in October 2001, eco-efficiency finally found its own home page³³ at Industry Canada. The site is not yet linked to the IC home page. If and when it is, then Canadian

³¹ Factor four and factor ten refer to product output /energy input ratios, which are well described in *Natural Capitalism* by Hawken, Lovins and Lovins. See also *Eco-efficiency: A New Canadian Priority*, a speech by Jerry Beausoleil, Director General Strategic Policy Branch – Industry Canada <http://strategis.ic.gc.ca/SSG/sd00227e.html>

³² Friends of the Earth International Press Release Jan 26 2001. http://www.antenna.nl/foei/whatsnew/press2001/26_jan_sustain.htm

³³ Eco-Efficiency at IC – http://strategis.ic.gc.ca/sc_mangb/ecoeficiency/

businesses and the public will be able to find information on this critical topic for sustainable development.³⁴

THE INFORMATION MATRIX: One of the gems hidden in the jumble of sustainable development sites under construction is titled *Canadian Environmental Solutions*.³⁵ This site features a matrix of industries and environmental problems. Having identified a problem and an industry, innovative solutions and the companies that provide them are only one click away. This design could be integrated with Environment Canada's Virtual offices for a critically important and effective one-stop window for consumers, consultants and businesses who need to know about the best and latest technologies available in their field of interest.

IC AND THE BIOTECHS:

Industry Canada promises to establish a research network to respond to "biotechnology opportunities" but makes no mention of the public and ecological risks

Fact box: Greening the Steel Industry

A progress report from the Canadian Steel Producers Association

<http://www.canadiansteel.ca/>

- The production of one ton of steel today results in 80% less air, water and solid waste emissions than 10 years ago.
- Total greenhouse gas emissions have been reduced by 16% since 1990.
- Energy consumption per ton of steel shipped has decreased by 20%.
- Since 1980 Canadian Steel's carbon dioxide emissions have decreased by 30%.
- Canadian Steel is working through the CIPEC program to meet a 1% annual reduction in energy use per ton of steel produced.
- 80% of Canadian steel capacity is covered by the Accelerated Reduction/Elimination of Toxics (ARET) program. Participants have reduced toxic substance emissions by 36%.
- For every ton of steel produced in Canada today over half a ton of steel scrap is recycled.

Note:

ARET is administered by Environment Canada

CIPEC is administered by Natural Resources Canada.

³⁴ On a time trial in September, this web researcher was able to find his way to IC information on eco-efficiency from the IC main page in 5 minutes 45 seconds. By contrast, a search for a randomly chosen, perhaps more obscure topic (the Aden Agreement) from an unfamiliar government ministry site (Citizenship and Immigration) took 1 minute 45 seconds.

³⁵ <http://strategis.ic.gc.ca/SSG/es00001e.html>

associated with these technologies. Recently farmers, bakers and environmentalists have joined forces to oppose the introduction of new GMO crops without first implementing product labeling and bio-safety standards that would ensure these products are safe for people and the environment.³⁶ The biotech industries are among the most active lobby groups, and there are grounds for concern that IC may be committing resources to assisting genetic pollution and loss of biodiversity. IC also seems to think that the biotech industry is going to voluntarily label genetically-modified products, when in fact they have been fighting tooth and nail to avoid doing so.

SUSTAINABILITY AND EASY MONEY: Industry Canada identifies its innovation investment activities as being the “mainstay” of its sustainable development strategy. The primary program for these “investments” (which aren’t necessarily repaid) is called Technology Partnerships Canada (TPC).³⁷

Technology Partnerships Canada has made contributions totaling over \$1.6-billion since its inception, with 356 million in this year’s budget.³⁸ Unfortunately there has been little evidence put forward to demonstrate that these contributions are positively benefiting Canadians or the environment. Although the program’s mandate is to provide evenly distributed assistance to three technology categories across Canada, program statistics to date indicate an uneven distribution of funding slanted toward Ontario and Quebec, and toward the defence industries.

In his 1999 report, the Auditor General noted that there were reservations about the operation of this and other investment/subsidy programs.

³⁶ Visit the Canadian Wheat Board, the largest farmers association in Canada, at <http://www.cwb.ca/publicat/biostate/index.shtml> See also The Baking Association of Canada’s newsletter at <http://www.bakingassoccanada.com/pdf/Bac+July+pages.pdf>

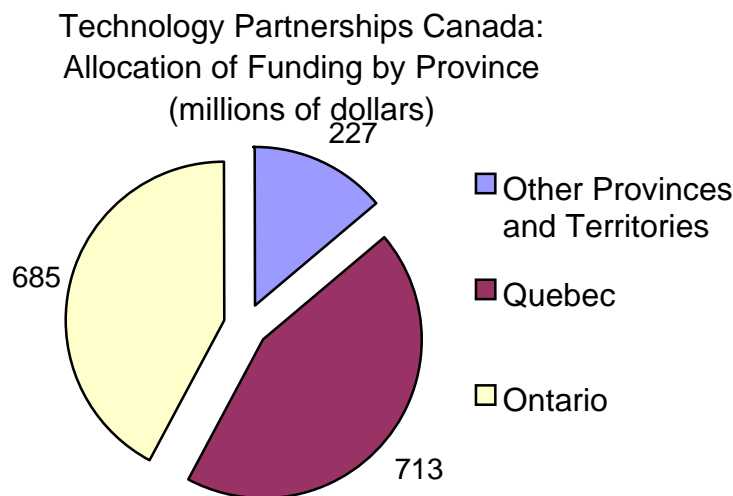
³⁷ Visit TPC at http://strategis.ic.gc.ca/sc_mangb/tpc/engdoc/homepage.html

³⁸ Technology Partnerships Canada: Infocentre <http://strategis.ic.gc.ca/SSG/tp00172e.html>

"...we found that management has not defined what specific innovation performance problems these programs are supposed to address, nor what specific results are expected from them toward promoting innovation."

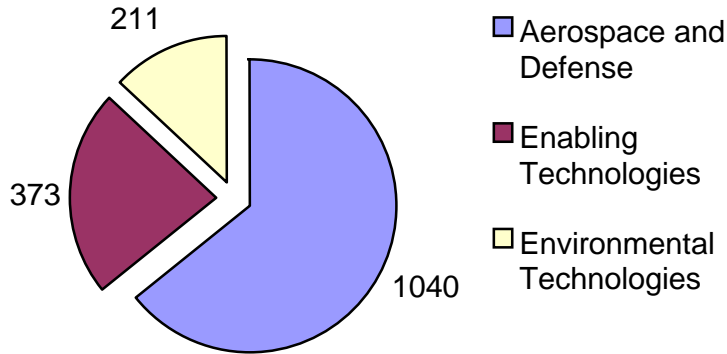
"TPC could make improvements in monitoring the progress and results of funded projects, and in reporting to Parliament on how it shares risks and returns with funding recipients."³⁹

While similar "investment" programs are common in many nations, they are often criticized by economists as ineffective at achieving their goals, due to the difficulty in "picking winners." In the published rules governing this agency, there is little in the way of checks and balances to ensure that the program is managed in the best interests of Canadians. The Auditor General made a recommendation in 1999 that "additional measures were required" in justifying contributions, but the Ministry chose not to accept this recommendation. Technology Partnerships Canada has not issued an "annual" report on its activities since 1998-99.



³⁹ <http://www.oag.bvg.gc.ca/domino/reports.nsf/a1b15d892a1f761a852565c40068a492/347243806b0897ba8525682a0052ed8>

Technology Partnerships Canada:
Allocation of Funding by Category
(millions of dollars)



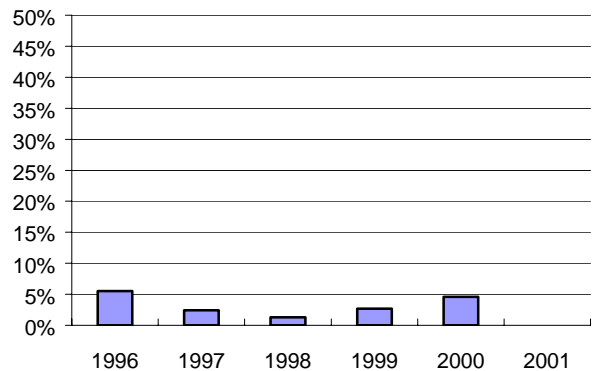
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NOTES:

10 of the 16 references in 1996 and 1997 refer to one project enacted in 10 provinces. Most of the others are Innovation Investments by TPC.

IC Press Index



FINANCE CANADA

PROFILE

MINISTRY:
Dept of Finance.

MINISTER: (Since 1993)
Paul Martin,
MP LaSalle-Barnard.

DEPUTY MINISTER:
Kevin Lynch

HEADQUARTERS:
L'Esplanade Laurier,
140 O' Connor Street
Ottawa, K1A 0G5

Phone: (613) 992 1573
Fax: (613) 996 2609

WEBSITE: www.fin.gc.ca

MAJOR SUBSIDIARIES:
Bank of Canada, Economic
and Fiscal Policy Branch,
Economic Development and
Corporate Finance
Financial Sector Policy
Branch, Tax Policy Branch

JURISDICTION:
Tax Regulations, Federal
Transfer Payments, Public
Finance, Monetary Policy,

SERVICES:
Economic analysis and
policy development, legal
services, management of
public accounts.

Finance's Sustainable Development Strategy

FIND IT: <http://www.fin.gc.ca/toce/2001/sds2001e.html>

BALANCING THE SUSTAINABLE BUDGET: Using the definition of sustainable development, the Department of Finance was able to interpret "meeting the needs of the present without compromising the ability of future generations" in its own strictly financial sense. They claim that eliminating the deficit and trimming the debt are sustainability issues. Accordingly in their SDS, "maintaining a healthy fiscal climate" is objective number one.

"Putting the debt ratio on a permanent downward path will ensure that future generations do not pay the price for consumption from which they have not benefited."

Finance SDS 2001 page 17.

While few Canadians will take issue with being fiscally responsible, this argument has major flaws.

Within the existing fiscal paradigm, the government's austerity plan, ongoing since the 1990s, has hurt a different generation than that which benefitted from the heyday of fiscal deficits in the 1970s and 1980s, contrary to the government's claim. Changes to the Canada Pension Plan to make it "sustainable" will exacerbate this imbalance.

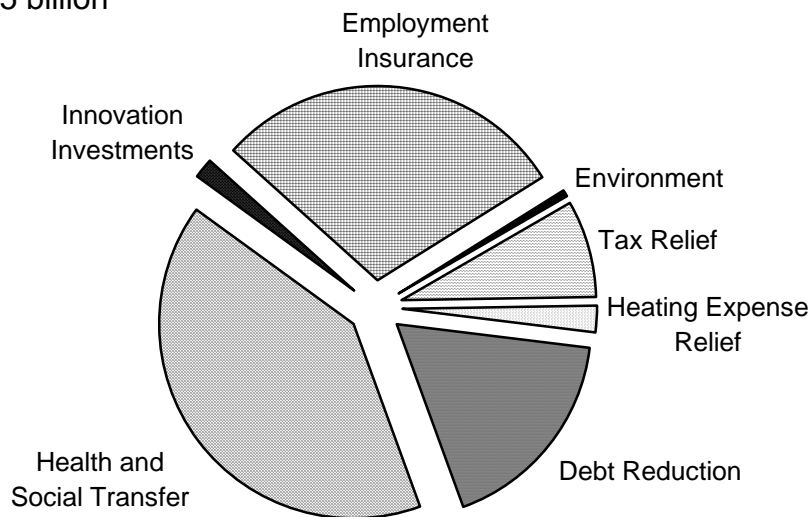
Balancing the books against the old crooked yardstick doesn't help deal with the real issues of sustainability, and it might hinder progress if it leads to government being tightfisted on the urgent investments required to achieve sustainability. One would hope that the Department of Finance is fully aware that debts can be forgiven, but extinction is forever.

GO TO THE END OF THE LINE: In its first SDS in 1997, Finance placed “integrating the economy and the environment” as the first of its key issues. In 1999 this plan was criticized by the Environment Commissioner for its vagueness and lack of deliverable or measurable commitment. In 2001 the second SDS delivered by Finance showed a remarkable transition to targeted and focused commitments.

Fact box: Federal Government Spending 2001

This chart illustrates the relative size of various fiscal commitments, based on the February 2000 Federal Budget and the October 2000 Budget Update. Multi-year commitments have been averaged to obtain single-year figures.

Total = \$57.5 billion



Promises to maintain the surplus and reduce the debt now came up front. “Integrating the environment and the economy” went on the back burner for further study.

OPERATION OVERLORD: One of the failures noted in the 1999 Commissioner’s report was lack of upper-level involvement in the SDS process. It became clear as a result of the budget process that when decisions were made, the Sustainable Development Strategies really didn’t matter.

"The initiatives announced in the 1998, 1999, 2000 budgets and the October 2000 Economic Statement and Budget Update relating to sustainable development did not specifically correspond to goals or targets in Finance or any other department's 1997 SDS."

Finance SDS 2001 pg. 8

The problem here is that the SDS strategies go through a public consultation process, while decisions made in Cabinet do not. If the sustainable development strategies are not part of the real decision-making process, then there is little point in consulting the public about them. Finance offered to explain this mystery:

"Because the budget is prepared each year in response to the government's priorities, it was and remains impossible for departments to identify future budget initiatives as actions or targets in their sustainable development strategies. It was determined that the Department's 2001-2003 SDS should report on sustainable development initiatives announced in budgets since the release of the 1997 SDS in responding to the reporting 'gap' created by this situation."

Finance SDS 2001

In an oblique way, Finance makes clear that the government reserves the right to make their own decisions without consulting Parliament or the public. Many MBPS have left Ottawa understanding too well that all the power is concentrated in only a few hands.⁴⁰ Departments are rarely allowed to plan their own initiatives or chart their own strategies. Public consultations occur frequently but are less frequently integrated into the real decision-making process. These problems can be corrected, but it will require a substantial change of heart among those at the top.

⁴⁰ Derek Lee, a current Canadian Alliance MP, Patrick Boyer, a former Progressive Conservative MP, and John Nunziata, a former Liberal MP are some of the notable critics of the existing parliamentary system.

"To paraphrase Mr. Trudeau, Members of Parliament, particularly in the governing party, have become "nobodies" on the Hill. Power has become increasingly centred in the Prime Minister's Office, which is made up of unelected officials. The function of a government MP has been devalued to that of a trained seal, to vote and clap on command from the PMO. This is not a democracy, and this was not the intent of the Fathers of Confederation to see so much power and authority resting in one office. Changes need to be made soon, before Canadians become completely disillusioned with the political process."

John Nunziata, Member of Parliament for 22 years.⁴¹

Successes and Failures

LEVELLING THE PLAYING FIELD FOR RENEWABLE ENERGY: Many environmentalists have claimed that the federal tax system has tilted the playing field against green energy sources and in favour of carbon fuels. On this issue Finance Canada has made several changes to its tax code. Most of the changes relate to the way in which capital expenses can be written off against taxes. Historically most Canadian jurisdictions have had rules that encourage exploration for new energy reserves. These rules remain in place, but the federal government for its part has removed regulatory barriers that would have prevented renewable energy companies from enjoying the same benefits. It has also expanded the write-offs available for technology upgrades that may increase eco-efficiency. As a result, in the 2000 report to Parliament, the Environment Commissioner concluded:

"We found that with few exceptions, federal government support today for energy investments, including support through the tax system, does

⁴¹ See the FAQ's at <http://www.johnnunziata.com/>

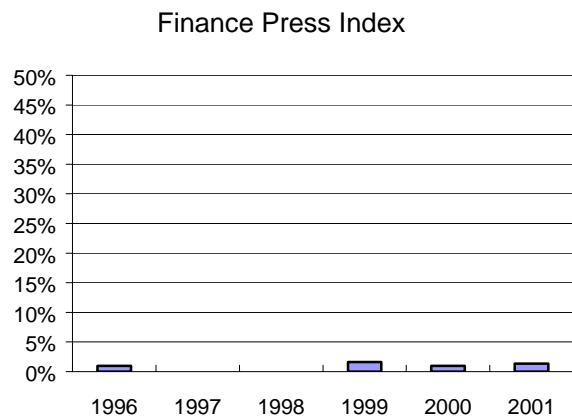
not particularly favour the non-renewable sector over the renewable sector."⁴²

The Commissioner posits that barriers still remain to development of renewables, which make them less attractive as investments, and that given these barriers, governments will have to consider new strategies to encourage their development.

In order to evaluate fiscal impacts on the energy industry, Finance Canada prepared a report on federal and provincial tax regulations which is available on its website.⁴³

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NOTES:

Smoking, poverty reduction, foreign debt relief, a stand-alone one-word reference to the "environment": all were not counted.

On the basis of viewing Finance press releases and speeches, it can be understood that Minister Paul Martin

⁴² 2000 Report of the Commissioner of the Environment and Sustainable Development to the House of Commons: pp. 3-5.

⁴³ <http://www.fin.gc.ca/toce/2001/sds2001e.html>

cares about poverty, in Canada and abroad. He also has concerns about inequality, but the environment is not on his radar.

NATURAL RESOURCES

PROFILE

MINISTRY:

The Department of Natural Resources (NR Can)

MINISTER: (Since 1997)

Ralph Goodale, MP for Regina-Wascana

DEPUTY MINISTER:

Peter Harrison

HEADQUARTERS:

Sir William Logan Bldg.
580 Booth Street,
Ottawa, K1A 0E4

Phone: (613) 995 0947

Fax: (613) 992 7211

WEBSITE: www.nrcan.gc.ca

MAJOR DIVISIONS:

Atomic Energy of Canada,
Earth Sciences Division,
The Canadian Forest Service,
Metals and Minerals Sector,
Energy Sector, Office of
Energy Efficiency

JURISDICTION

Energy Efficiency (including motor vehicle fuel efficiency), Explosives, Offshore Oil and Gas, Surveying and Mapping (Geomatics), Atomic Energy, Forestry (jurisdiction over federal lands only)

SERVICES

Promote cooperation between provinces, promote policies to responsibly develop Canada's natural resource industries. Advance science and technology in this field, promote resource industries in Canada and abroad, sponsor research and distribute information regarding Canada's natural resources and the resource industries.

NRCan's Sustainable Development Strategy

TAKE A LOOK: NRCan's strategy is found at http://www.nrcan.gc.ca/dmo/susdev/index_e.html

NEEDS TO SLIM DOWN: Compared to Finance's SDS, which had all the charm of a tax return, NRCan produced a full-colour soft cover book, easily the prettiest document that was examined. The trouble being, it is rather overweight. At 90 pages, it is twice as fat as most of the other strategies. NRCan needs to slim down and refine its message. The 1997 SDS was far more informative.

SQUAD LEADER: NRCan is the federal leader on the National Climate Change action plan.⁴⁴ Trying to co-ordinate a national response to climate change with 10 provinces and 3 territories will be as difficult as trying to herd 13 cats. By now Canadians have nearly forgotten the 1995 Action Plan on Climate Change, which was a dismal failure. Looking back it was clear that the government had no idea what it was doing. Fortunately, six years later, government is a lot better informed about the issues and necessary changes. To fund this mission of creating fundamental changes in Canada's economy NRCan has been allocated \$500 million over five years: which is less than one tenth of one percent of federal government's budget. Good luck, squad leader.

DID THE MOST OF WHAT THEY SAID THEY WOULD DO: Among the five departments studied, NRCan alone provided information online to inform the public about which targets in the 1997 SDS were met and which were not. According to a 1999 progress report, NRCan had fulfilled 70 of 125 (56%) targets in their SDS. Overall, the Environment Commissioner

⁴⁴ The plan is available at the federal Climate Change website: www.climatechange.gc.ca

found in 1999 that the federal government ministries could

Fact box: Canada's Forests

Most of Canada's forests are owned by the public, with 71% controlled by the provinces. Twenty-three percent are federally owned, some are managed by or in cooperation with the territorial governments, and the balance is in private hands. Canada's land area is 921.7 million hectares (ha), of which 417.6 million are forested. Of the forested area, 22.8 million ha are recognized as 'heritage forests' and as such are, by law, to be left in their natural state. Another 27.5 million ha are considered 'protection forests,' where timber harvesting is excluded by policy. Commercial forests capable of producing timber along with a variety of other benefits cover 235 million hectares. Of these, 119 million ha (28.5% of the total forest area) are managed primarily for timber production, while the remainder has not been accessed. The balance is made up of open forests comprised of natural areas of small trees, shrubs and muskeg. Overall, Canada holds 10% of the worlds remaining temperate and boreal forests.

Source: An overview of Canada's Forests:
State of the Forestry Report
<http://www.nrcan.gc.ca/cfs/proj/ppiab/sof/sof00/overview.shtml>

claim to have accomplished only 20% of their targets, with ten of the 28 departments not even bothering to report.⁴⁵

MOVING AT THE SPEED OF BUREAUCRACY: In order to develop a sustainable forestry, the first requirement is to have a set of indicators by which targets can be set and progress can be measured. Canadian federal and provincial governments are working together, but have yet to get over this first hurdle.

- In 1995 the Canadian Council of Forest Ministers developed a framework.
- In 1997 NRCan produced a document: "Criteria and Indicators of Sustainable Forest Management."
- In 2000 the Canadian Council of Forest Ministers released a Status Report.
- In 2001, NR Canada produces its annual report and states: "Unfortunately the ability to report on Canada's forests in a comprehensive manner is beyond the capacity of current federal -provincial - territorial and non-governmental information systems."

⁴⁵ Report of the Environment Commissioner 2000, pp. 1-13.

- In 2001 NR Can proposes a new National Forest Information System, and establishes a steering committee to work with the CCFM and other partners to develop a framework.⁴⁶

DARE TO COMPARE: NRCan reports enthusiastically about its world class Forest Fire Mapping, Monitoring and Modeling system. In the last few years it has helped reduce losses of timber due to fires. This enthusiasm for accounting is a striking contrast to the shortage facts and figures regarding sustainable forestry issues. From the information available online, it would seem that mapping the amount of forests that have gone up in smoke is easier than recording how much has been loaded onto logging trucks.

Fact Box: Online Info Provided by NRCan:

Information on

What goes up in smoke:

- Easy to Use
 - Updated Daily
- http://www.nrcan-rncan.gc.ca/cfs-scf/science/prodserv/firereport/firereport_e.html

Information on What gets chopped down:

- Awkward
 - Hasn't been updated (since 1991 in many cases.)
- http://nfdp.ccfm.org/framesinv_e.htm

Successes and Failures

THE ELEVATOR NOW GOES TO THE TOP FLOOR: NRCan displays the most success in incorporating its top-level management into the sustainable development process. The Sustainable Development Strategy and the department's annual *Report on Plans and Priorities* share a voice and a vision. As they state in their 2001 SDS:

"The department realigned its policy goals to match those in the strategy and developed a

⁴⁶ Source: NRCan 2001 SDS pg. 77, 2001-2002 Estimates
http://www.tbs-sct.gc.ca/tb/estimate/20012002/rNR_e.pdf

single set of performance indicators to meet various reporting needs. ⁴⁷

NRCAN should encourage its federal and provincial partners to do the same, and fully integrate sustainable development into their long-established annual planning cycles.

VOICES OF DISSENT: Visiting NRCAN websites, one would never get the impression that Canada has a problem in maintaining a sustainable forestry. The Canadian Forest Service's 2000 *National Forest Strategy* is long on soothing phrases and short on real facts. Little mention is made of concerns raised by environmentalists, who encouraged boycotts of B.C. forest products to protest the destruction of ancient rainforests. The Canadian Forest Service does not reflect the urgent concerns that other federal government bodies, including the Senate, have raised.

"The demands and expectations placed on Canada's boreal forest have escalated to the point where they cannot all be met under the current management regime."

Competing Realities: The Boreal Forest at Risk, Senate Subcommittee Report. ⁴⁸

Tony Rotherham, a retired director of the Forest Products Association of Canada, ⁴⁹ says that national and regional standards for a sustainable forestry should be a top priority and that increasing the amount of protected forests would help improve the Canadian Lumber industry's tarnished image. ⁵⁰ To its credit, the Canadian Forest Service, in its 2001 State of the Forests Report, ⁵¹ remarkably includes a Points of View section, which

⁴⁷ Natural Resources Canada: Sustainable Development Strategy: Now and for the Future, 2001, page 9.

⁴⁸ Available at the parliamentary website:

<http://www.parl.gc.ca/36/1/parlbus/commbus/senate/com-e/bore-e/rep-e/rep09jun99-e.htm>

⁴⁹ For the moment, this organization, formerly known as the Canadian Pulp and Paper Association, keeps its website here: <http://www.cppa.org/>

⁵⁰ Natural Resources Canada: Solutions (newsletter) summer 2001.

http://www.nrcan.gc.ca/cfs-scf/national/what-quoi/Solutions/english/inter_view.html

provides opinions from a cross-section of experts on whether Canada's forests are in danger or not.

⁵¹ See these points of view at http://www.nrcan.gc.ca/cfs-scf/national/what-quoi/sof/sof01/points_e.html

POWERING DOWN: Since the days of the OPEC oil crisis, NRCan has been assisting Canadian industry to achieve energy efficiency. The granddaddy of voluntary initiatives, CIPEC (the Canadian industry program for energy conservation) has 75% of industrial energy users as members, and produces an annual report which details sector-by-sector improvements.

The online Office for Energy Efficiency,⁵² if you can find

Fact box: Tables from the Office of Energy Efficiency

**Residential, Canadian Appliance Manufacturers Association
by Appliances and Year
Average energy consumption (kWh)**

	1990	1991	1992	1993	1994	1995	1996	1997	1998
Dishwashers	1,026	959	908	914	777	671	669	650	648
Dryers	1,103	1,109	983	929	911	910	888	888	901
Ranges	772	778	779	782	774	771	774	773	771
Refrigerators	956	931	902	720	650	642	641	660	664
Washers	1,218	1,197	1,175	1,094	989	966	949	931	905

Totals may not add up due to rounding.

Source: Office of Energy Efficiency, Natural Resources Canada and Canadian Appliance Manufacturers

it, is perhaps the single most useful “one window” site in the whole sustainable development portfolio. It is a gateway to energy savings information for consumers, builders, homeowners and industry. The chart above was generated on demand by the National Energy Use Database, and pasted into this report.

DEEP IN THE HOLE: If the complete information on government initiatives for sustainable development in regard to the mining sector in Canada were put into a book, it would be a very small book. The monograph available from Natural Resources Canada, “The Sustainable Development of Minerals and Metals” is 17 pages thick.⁵³ There are currently new

⁵² www.oee.nrcan.gc.ca

⁵³ Available at: <http://www.nrcan.gc.ca/mms/sdev/sdm-e.htm>

standards being developed for the regulation of mining effluents. The key improvement in these new regulations is a requirement that more than 50% of the fish released into a tank of tailings pond water should not be dead within 96 hours.

The Mining Association of Canada has been more forthcoming and published an informative "Environmental Progress Report" in 2000.⁵⁴ The mining industry is typical of the natural resources sector: the federal and provincial regulatory structures have not been changed in decades, nor do the respective governments seem inclined to do so. In lieu of regulation, companies that are environmentally responsible will be undermined by competition from those that aren't.

"In the near quarter century since the regulations, known as the Metal Mining Liquid Effluent Regulations (MMLER) were introduced, not one mining company has been charged as a result of violating its terms, despite as many as one in four active mines being out of compliance with the regulations.

Everything we've seen strongly suggests that the federal government is prepared to live with a sub-par regulation that will be only marginally better than the previous one."

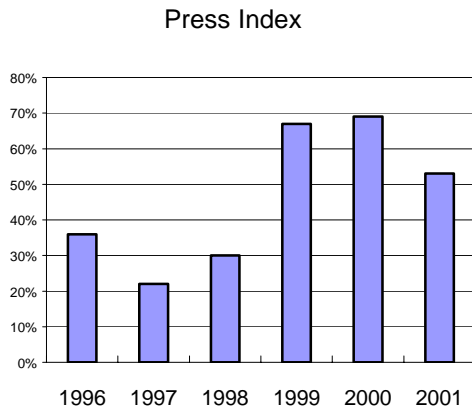
Joan Kuyek
National coordinator of Mining Watch Canada⁵⁵

⁵⁴ The association's website is at <http://www.mining.ca>. Check out the publication section and the news releases.

⁵⁵ http://www.miningwatch.ca/publications/MMLER_release.html

Press Release Index

2001 – 24 of 45 (53%)
2000 – 45 of 65 (69%)
1999 – 55 of 81 (67%)
1998 – 21 of 71 (30%)
1997 – 15 of 67 (22%)
1996 – 27 of 75 (36%)



NOTES:

- Natural Resources handles press releases for the Climate Change initiative, and also issued releases that originated elsewhere in the federal government, e.g. the prime minister's office. All releases listed at their website were counted regardless of origin.
- Releases regarding enforcement of hunting and fishing regulations were not included.
- Releases regarding the Model Forest program, which dates back to the 1980s were included as this program has been realigned with respect to sustainable development issues.

ENVIRONMENT CANADA

PROFILE

MINISTRY:

Environment Canada

MINISTER: Since 1999

David Anderson MP
(Victoria)

DEPUTY MINISTER:

Alan Nymark

HEADQUARTERS:

Terraces de la Chaudière
10 Wellington Street
Hull, Quebec K1A 0H3

WEBSITE: www.ec.gc.ca

MAJOR DIVISIONS:

Canadian Environmental
Assessment Agency, Canadian
Wildlife Service, Climate
Change Bureau,
Meteorological Service of
Canada, Canadian
Environmental Protection
Act (CEPA) Registry

JURISDICTION:

National wildlife areas;
Biotechnology;
Environmental assessments
of federal projects;
Environmental regulations
for federally managed
industries; Management of
toxic substances.

EC's Sustainable Development Strategy

TAKE A LOOK: Environment Canada's strategy is found at:
http://www.ec.gc.ca/sd-dd_consult/pdf/sds2001_2003_final_e.pdf

TURNING ON THE FOG MACHINE: Environment Canada unfortunately provided the most vague, unfocused, and uninformative Sustainable Development Strategy of the five that are studied. Approximately 80% of the targets mentioned in the 2001 SDS are foggy enough to be completely non-descriptive.

Example:

GOAL 5

Canadian communities are supported in their transition to sustainable development.

Objective 5.1

The perspectives, needs and interests of communities and the barriers they face to adopting more sustainable practices are better understood by Environment Canada.

Targets:

- *Put mechanisms/strategies in place (including Internet and more traditional means) to ensure stakeholders, partners, and other communities of interest have regular opportunities to put forward their ideas concerns and perspectives.*
- *Increase involvement of Aboriginal people in migratory bird management and other conservation initiatives.*
(EC SDS 2001 page 11.)

What does this really say? Note that the first target in this case was just a foggy elaboration on the objective, and the second target really has nothing to do with either Objective 5.1 or GOAL 5.

Plain English Translation:

GOAL 5

Communities need help with the change to sustainable practices.

Objective 5.1 Environment Canada should listen to find out what they need help with.

Targets: Ask the Aboriginal people to help with bird management.

To provide a clear picture to Canadians what Environment Canada intends to do, a revised version of this SDS should cut to the chase, describing externally-oriented initiatives and providing real targets that contain at least two of the four real W's (Who, What, When, Where). Given that information, people will understand the Why.

Reading Environment Canada's SDS document might lead Canadians to think the worst about EC; many of its important programs are never even mentioned, or mentioned by name only. For example, the Green Municipal Fund that EC manages in conjunction with the Federation of Canadian Municipalities is not mentioned in SDS 2001, but this is the cornerstone of EC's work with Canadian communities. Another failure of this document is a complete lack of statistics and information that help a reader place problems in context

Successes and Failures

DELIVERING THE DATA: While developing proactive programs is not among EC's strengths, there has been remarkable progress in making information available to Canadians. Environment Canada has developed a substantial library of user-friendly collections of environmental statistics and is now making them available to the public.

The National Pollutant Release Inventory

Locates and describes polluters in your neighborhood. This data has been repackaged for home users by the environmental group Pollution Watch.

<http://www.ec.gc.ca/pdb/npri/>

<http://www.scorecard.org/pollutionwatch/>

Species At Risk: A Searchable Canadian Map

http://www.speciesatrisk.gc.ca/Species/English/enda_english.cfm

A General Review of Wild Species

Includes information on different animal populations and the number of endangered species.

<http://www.wildspecies.ca/>

National Environmental Indicators Series

43 indicators in 18 issue areas

<http://www.ec.gc.ca/Ind/English/Home/default.htm>

PLUGGING THE LEAKS OF OZONE-DEPLETING CHEMICALS: Canada's strategy for eliminating ozone-depleting substances has been highly successful. From a peak in 1988, releases of ozone-depleting substances have been reduced by 96%. Environment Canada led the 1998 National Action Plan which accelerated the complete phaseout of CFCs and HCFCs.⁵⁶

PUMPING UP THE ENVIRONMENTAL PROTECTION ACT: The renewed environmental protection act which was passed in 1999 added some significant tools for pollution prevention and enforcement, including requiring plans for pollution prevention, providing whistleblower protection, increasing opportunities for citizens to initiate enforcement, and making information more freely available.

HELPING CANADIANS HELP THEMSELVES: Environment Canada supports community action through local organizations. Groups can apply for funding to complement volunteer efforts and donations in order to promote sustainable development in their community. Information is available at the Eco-Action website.⁵⁷

⁵⁶ 2001 update on the National Action Plan for Ozone Depleting Substances:

http://www.ccme.ca/pdfs/com_meetings_04_01_e/nap_update_e.pdf

⁵⁷ <http://www.ec.gc.ca/ecoaction/>

FALSE TEETH: The federal government is not providing enough resources to allow the effective enforcement of environmental regulations. According to the Environment Commissioner's 1999 report, Environment Canada's resources for monitoring have been declining steadily since 1990.⁵⁸

MYSTERY SUBSTANCES: Protecting Canadians and Canadian ecosystems from toxic pollutants requires understanding the effects and toxicity of substances released into the environment. According to Environment Canada, 23,000 substances need to be assessed. Senior scientists in several ministries have expressed deep concerns about the declining ability of the government to conduct research to protect the public interest.⁵⁹

BLAMING THE AMERICANS: Environment Canada has on several occasions stated that most of Canada's pollution comes from south of the border. This may be true for the thin haze that floats consistently over the whole of southern Ontario; however, the majority of the thick urban street level smog is generated locally by vehicle emissions. In any case, Canadians shouldn't feel victimized, because on a per capita basis, they are worse smog producers than Americans. On a wide range of standards, Canada's air quality regulations trail behind those in the United States.⁶⁰ Environment Canada's anti-smog initiative is entirely a matter of playing catch-up to the U.S.

HALTING ARET: The ARET program, (the Accelerated Reduction or Elimination of Toxics), is a voluntary, non-regulatory program that targets 117 toxic substances, including 30 that persist in the environment and may accumulate in living organisms. This program has been a success story

⁵⁸ Report of the Commissioner of the Environment, 1999 pp. 3-25

⁵⁹ Report of the Commissioner of the Environment, 1999 pp. 3-34

⁶⁰ Refer to *Providing Cleaner Air to Canadians*, Environment Canada pg. 1.

Fact box: The ARET Program

The program set reduction targets for “PBT” (persistent bio-accumulative toxic) chemicals. These chemicals are those that do not break down in nature, but rather “bioaccumulate” or build up in the tissues of animals (especially at the top of the food chain), and have toxic effects, including impaired health and reproductive difficulties.

The program targeted 30 of the worst chemicals in 1991 and set a 90% reduction target for their emissions. The estimated reduction achieved by the year 2000 was 71%. The reduction target for 87 other toxic substances was 50%. The emissions of these chemicals were reduced 80%, well exceeding the target.

These reductions were achieved only by participants. Non-participants, since they chose not to be involved, are not likely to have achieved similar results. The table below indicates the level of participation in different industries.

<i>Industry</i>	<i>Level of participation (% of sector by # of companies)</i>
Aluminum	80
Chemical Manufacturing	100
Chemical Specialties	89
Electric Utilities	100
Mining and Smelting	97
Oil, Gas and Petroleum	60
Pulp and Paper	70
Steel	86

Source: Consultation Paper on the Future of ARET, Environment Canada, 1999.

among non-regulatory initiatives. Its model has been copied by other governments in reducing toxic emissions. The ARET program concluded in 2000, and the government has yet to renew it, nor has it announced measures to discipline companies that did not participate.

ARET was successful, but the task in question is not complete. A renewed program can lock in what has been achieved and set a target for further reductions. It can also add credibility to the process by auditing the pollution reports issued by companies to ensure their accuracy. The Canadian Chemical Producers Association has been one of the most vocal proponents of the program, as it complemented their existing “Responsible Care” program by which the chemical industry has self-managed their emissions and environmental practices.

“CCPA is lobbying hard to renew ARET, which will

have run its course by 2000. CCPA believes that there is a need for a better regulatory 'backstop' to deal with companies that are not participating in ARET, and that the new Canadian Environmental Protection Act (CEPA) should be used to bring these companies into line. CCPA also believes that a non-regulatory approach is best for responsible companies that are bringing about environmental improvements. "61

THE ENDANGERED SPECIES LEGISLATION: Bill C-5 is the federal government's third attempt to legally require the protection of endangered species. With the support of 94% of Canadians, this bill is long overdue. By comparison, the United States has an endangered species act since 1973. The Canadian version has floated aimlessly around Parliament since 1996, growing progressively weaker. According to the Western Canada Wilderness Committee:

"Bill C-5, in our opinion, is more about the optics of species protection than the reality of species protection. Its more about giving business - like the Canadian timber trade - unhindered access to resources and markets than about protecting forest dependant species. "62

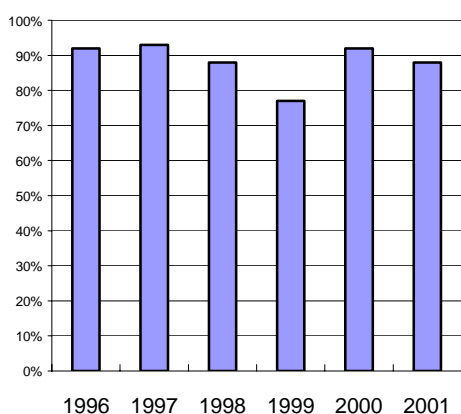
⁶¹ <http://www.ccpa.ca/>

⁶² <http://www.wildernesscommittee.org/SARA/submission.html>

Press Release Index

2001: 71 of 81 (88%)
2000: 164 of 178 (92%)
1999: 117 of 151 (77%)
1998: 58 of 66 (88%)
1997: 64 of 68 (93%)
1996: 49 of 53 (92%)

Press Index



NOTES:

- Items included: pollution regulation, abatement, enforcement; biodiversity; climate change; eco-efficiency; environmental assessments; meetings/conferences on these issues.
- Items not included: multiple releases concerning the same event; appointments; weather related; fishing and hunting regulation/enforcement.

There was an observable shift over the time period from traditional conservation issues, to a period dominated by ozone-depletion issues, which was overtaken in 1999 by climate change and sustainable development issues.

THE CITIZENS FOR PUBLIC JUSTICE

The Citizens for Public Justice (initially called Public Justice Resource Centre) was founded in 1963 by Canadian justice-oriented Christians who believe that governments (and all other institutions) have a responsibility for the common good. To that end, CPJ is a research and education organization which responds to God's call for love, justice and stewardship in the understanding and discussion of core values and faith perspectives in Canadian public policy debates. To fulfill these aims it undertakes research, critical analysis, publishing and citizen education primarily on the issues of poverty and child poverty, refugee concerns, and Aboriginal rights. CPJ is a charitable organization, registered under the name the CJL Foundation. It works with a network of associates across Canada, and shares staff and facilities with Citizens for Public Justice.

Recent publications by the CPJ include:

- *Nation to Nation: Aboriginal Sovereignty and the Future of Canada* by John Bird, Lorraine Land and Murray MacAdam;
- *Justice Not Just Us: Faith perspectives and National Priorities*, by Gerald Vandezande, and
- *Faith and Public Life: Challenges, Choices and Opportunities*.

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