



President
of the Treasury Board

Présidente
du Conseil du Trésor

Managing for Results 1999

Volume 1

Canada 



Managing for Results 1999

Volume 1



HOW TO GET MORE INFORMATION

This document is the fifth annual report to Parliament on the implementation of results-based management in the federal government.¹

Managing for Results 1999 provides a window to departmental and collective results performance information. For readers with Internet access, hyperlinks have been included for the material that is available on-line. If you would like bibliographical references to print versions of these documents, please contact us at the address below.

If you have any difficulties obtaining other material, or would like to make comments on or suggestions regarding this report, please contact:

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and on the TBS Web site at the following address:
<http://www.tbs-sct.gc.ca>

¹ *Strengthening Government Review: Annual Report to Parliament 1995*,
http://www.tbs-sct.gc.ca/rma/communic/prr95/PRR_e.html;

*Getting Government Right: Improving Results Measurement and Accountability:
Annual Report to Parliament 1996*, <http://www.tbs-sct.gc.ca/rma/communic/prr96/PRR96.e.htm>;

Accounting for Results: Annual Report to Parliament 1997, <http://www.tbs-sct.gc.ca/report/govrev/acrel97-e.html>;

Managing for Results: Annual Report to Parliament 1998, http://www.tbs-sct.gc.ca/report/govrev/mfr98_e.html.



PRESIDENT'S MESSAGE

I am pleased to table the government's fifth annual report, *Managing for Results 1999*, along with 82 Departmental Performance Reports. These documents provide all Canadians with ready access to our commitments and our accomplishments.

As President of the Treasury Board, I am committed to building on the government's efforts to develop accurate straightforward information that will be used to enhance the performance of our programs.

Above all else, managing for results involves putting citizens first. Increasingly, this means working together and building trust between governments and with other partners. It also means working with partners to deliver programs and services, to learn and to improve performance.

Parliamentarians have a vital role to play in this process. Indeed, managing for results can succeed only if parliamentarians are actively and fully engaged — not only in taking full advantage of the performance information tabled each year, but also in helping to define the information they need.

I look forward to continuing to move forward with the implementation of more effective management and reporting in the coming year — across the entire federal government.

Lucienne Robillard
President of the Treasury Board



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OVERVIEW

The Fall Performance Package, comprised of *Managing for Results 1999* and 82 departmental² reports, provides a comprehensive picture of the government's results commitments to Canadians and its performance in delivering on these commitments — that is, the results Canadians are getting for their tax dollars. Performance information is important not only for accountability to Parliament and citizens, but also for the improvement of services and policies.

Managing for Results 1999, the fifth annual report of this kind, has two principal objectives:

1. to provide an update on progress made in **implementing results-based management and improving reporting to Parliament**; and
2. to provide **easier access to performance information** on departmental and collective results.

This year, the report has been published as two volumes. The first four chapters in Volume 1 report on the government's long-term agenda³ and the progress made on: strengthening departmental capacity to manage for results; providing performance information on collective results and societal indicators; and reporting to Parliament. Chapter 5 contains the updated action plan in each of these areas.

Volume 2: *Departmental Key Results Report* contains the commitments and indicators for federal departments and agencies,⁴ that is, what these organizations expect to achieve for Canadians. The quality of these results commitments varies but they are becoming better and more stable over time and are now more useful for longer term strategic planning.⁵

² Throughout this report, the term 'departments' includes federal agencies.

³ The results-based management strategy was launched in 1995. A chronology of key achievements is available at: <http://www.tbs-sct.gc.ca/rma/communic/prr99/mfr99/chrone.htm>.

⁴ Charts of key results commitments are included for each of the 84 departments and agencies included in schedules I, I.1 and II of the *Financial Administration Act*. During the period ending March 31, 1999, two of these agencies (the Canadian Grain Commission and the Parks Canada Agency) were part of other departments; thus, they were not required to produce independent performance reports for that period.

⁵ Key results commitment charts for 1998 can be found in Annex B of *Managing for Results, 1998*.





THE LONG-TERM AGENDA AND MAIN DEVELOPMENTS

The federal government is actively implementing results-based management in departments and agencies to improve the delivery of services and policies to Canadians.

Some departments are successfully using key results to guide both internal management and reporting to Parliament. An increasing number of departments is also undertaking external consultations to ensure that results and indicators are articulated in a way that is meaningful to Canadians.

Reviews are an important part of a department's capacity to manage for results. This year we have highlighted performance information on statutory expenditures in Annex A.

Many public policy objectives go beyond individual departments or jurisdictions. The government is collaborating with partners to learn collectively what is working and to improve access to information on shared results.

Managing for Results 1999 provides examples, lessons learned and good practices in the identification, measurement and reporting of collective results. An important development this year was the Social Union Framework Agreement, which may serve as a model for other areas of government activity.

Annex B: Performance Information on Collective Results, is a pilot with examples to test the feasibility of providing a gateway to information on a broad range of horizontal issues. The aim is to obtain user feedback on how this gateway can be improved.

The 1998 Fall Performance Package was tested as a 'database' for performance information on such government-wide issues as sustainable development and persons with disabilities. These synthesis reports are also listed in Annex B.

The government is exploring the development and use of societal indicators to enhance policy and co-ordination capacity.

Relative to the other three priorities, work in this area is at an earlier stage. Ideas that will be examined this year include how to bring together departmental, collective, sectoral and societal performance information for more comprehensive reporting. In terms of the latter, issues are the selection of a balanced set of societal indicators and related information.

The government is improving reporting to Parliament and is working with parliamentarians and their staffs to build a shared understanding of effective performance reporting.

Major progress was made this year in building a better shared understanding with parliamentarians, their staffs and the Library of Parliament Research Branch on results and performance information. A series of customized Web pages was created for parliamentarians to provide easier access to Estimates and other reports, which is also available to the general public.





In response to the 51st Report of the Standing Committee on Procedure and House Affairs, *The Business of Supply: Completing the Circle of Control*,⁶ the government has initiated a second phase of the Improved Reporting to Parliament Project and proposes, in Chapter 4 of this report, issues for discussion with Parliament.

⁶ Government response: <http://www.tbs-sct.gc.ca/rma/account/resp51e.htm>





CHAPTER 1: RESULTS-BASED MANAGEMENT IN DEPARTMENTS

*Performance is a journey
not a destination ...*
Anonymous

Managing for Results is one initiative to improve government operations and the delivery of services to Canadians. The approach, launched in 1995, has three steps:

1. identify significant results commitments – what the government is aiming to achieve for Canadians;
2. measure performance, learn and improve; and
3. report on what was achieved in a balanced and credible way.

Last year, the government committed to strengthening the capacity of departments to manage for results. Services to Canadians can be improved through a management approach that emphasizes results in planning, learning, and reporting.

Although building results-based management capacity in departments is a long-term undertaking, progress has been made.⁷ Canadians now have easy access to information for all 82 federal departments and agencies that includes:

- what each department is promising to deliver over the longer term (Volume 2 of this report) provides key results commitments charts and indicators on how progress will be demonstrated;
- annual Departmental Performance Reports and Reports on Plans and Priorities that provide information on results achieved to date, as well as future plans; and
- *Managing for Results*, an annual report that provides access to results and performance information on areas where more than one department or jurisdiction are working together.

All of these documents can and will continue to be improved in terms of content, presentation and access. At the same time, these reports provide a baseline of information and can now be used to begin to assess the extent to which results-based management is benefiting Canadians.

The next two sections of this chapter highlight two important developments. The first uses examples to demonstrate the considerable success that some departments and agencies are having in using their results commitments and evidence on performance to guide planning and management. The second section describes how the complementary aspects of modern comptrollership and other initiatives are being linked to results-based management.

⁷ A chronology of key achievements is available at:
<http://www.tbs-sct.gc.ca/rma/communic/prr99/mfr99/chrone.htm>





INTEGRATING RESULTS COMMITMENTS INTO PLANNING

Prior to the Getting Government Right initiative,⁸ there was a tendency to treat management and parliamentary reporting as two distinct perspectives. Results were not well identified, nor were the links between costs and results well described. Hence, parliamentary reports did not always reflect how departments were making progress on serving Canadians.

The Improved Reporting to Parliament Project, initiated in 1995, emphasized reporting on performance, that is, delivering on the government's commitments to Canadians. By 1997, the Departmental Performance Reports began to show that results commitments were being integrated into reporting. Integrating results into planning, as an essential feature of modern comptrollership, was emphasized as a government commitment last year.

Gradual progress is being made in integrating these results commitments into departmental planning.

In 1998, **Natural Resources Canada** (NRCan) consulted with over 100 stakeholders to identify the five key results it would deliver to Canadians. The stakeholders reviewed the department's draft indicators and suggested refinements. They contributed to the design of the reporting format, which included trend data and interpretations, a description of NRCan's role in influencing the trend, and the next steps. The department also established a distinct tracking process based on trend analysis, monitoring, and numerical targets.

Correctional Service Canada (CSC) contributes to the protection of society by helping offenders re-establish themselves in the community under conditions that minimize their risk of re-offending. CSC's success relies heavily on its ability to develop information on the status of the behaviour of offenders, and use this results information in decisions on CSC's lines of business.

The availability of complete and accurate results information from across all business lines enables senior CSC management to identify key corporate trends, potential problems and emerging issues, and to improve the way decisions are made across and within business lines. A monthly Corporate Results Book provides a rolling historical trend of key results indicators and data from an organization-wide results information system that has been fully integrated into the management systems and practices of CSC. The Results Book is used by the department's Executive Committee to actively monitor performance.

Other examples also show that, in some cases, citizens and stakeholders are involved in the articulation of results and indicators.

⁸ <http://www.tbs-sct.gc.ca/tb/estimate/19961997/gette.html>





The **Transportation Safety Board of Canada** (TSB) is an independent agency that investigates accidents and incidents in federally regulated marine, rail, aviation and commodity pipeline transportation. The agency's key result commitment is to advance safety in the transportation system through independent, objective and timely investigations into safety failures. The TSB has contributed, in a small measure, to a reduction of 15 per cent in the number of accidents reported between 1994 and 1998.

In each investigation, the Board consults with industry officials, operators, passengers and others who have a direct interest in their findings, to seek their views prior to making the Board's report public. The agency also releases monthly and annual reports, brochures and safety digests on each mode of transportation to increase awareness of its findings. Most of this information is also available on the Board's Web site.⁹

The Treasury Board of Canada Secretariat (TBS) will continue to track the capacity of departments to build linkages among results, planning, performance and cost information. It is expected that it will require two or three years before these linkages start to become a reliable feature of parliamentary reporting.

COMPTROLLERSHIP AND RESULTS-BASED MANAGEMENT

Modern comptrollership is about the sound management of resources and effective decision making to achieve results.¹⁰ It is about how managers do their jobs and the support they need from evaluation, financial and other specialists. It involves a shift in emphasis from controls and enforcement to results and values. Modern comptrollership has a much broader management perspective that goes beyond purely financial considerations.

The aim is for managers to have, among other things:

- integrated financial and non-financial information;
- credible performance information on results for planning and reporting;
- a mature approach to risk management and control systems; and
- better linkages between managers and specialists in the various comptrollership communities. This also implies a common set of ethics and values.

⁹ <http://www.bst-tsb.gc.ca>

¹⁰ For more information see: http://www.tbs-sct.gc.ca/CMO_MFC





Building on the positive developments in the 1998 Departmental Performance Reports and the 1999 Reports on Plans and Priorities, six comptrollership pilots, as well as other departments, continued their work on innovative approaches to the planning and reporting documents.¹¹ Part of this work included building a better understanding between each department and the relevant House of Commons standing committee. Any lessons learned from the pilots will be shared with all departments and agencies.

Integrating Financial and Non-financial Information

Last year, better linking of costs and results was identified as one of the government's long-term commitments. Consultations with parliamentarians reinforced the importance of this commitment. Modern comptrollership initiatives will strengthen accountability to Parliament by ensuring the availability of more complete performance information by converging financial and non-financial elements.

This year progress was made. In the Reports on Plans and Priorities in March 1999, the departmental results commitments (from *Managing for Results 1998*) were linked to expenditure plans for the three-year planning period. Departments were also asked, where possible, to identify interim results for each planning year where goals need several years to be fully realized. This approach maintains a focus on the longer-term commitments but also provides an indication, in the medium term, of whether the department is on track.

In addition, work is under way to ensure that departmental core business and cost accounting structures are aligned with the key results commitments.¹²

Comptrollership Pilot Departments

- Agriculture and Agri-Food Canada
- Human Resources Development Canada
- Indian and Northern Affairs Canada
- National Defence
- Natural Resources Canada
- Treasury Board of Canada Secretariat

¹¹ In August 1999, three additional pilot departments joined the comptrollership initiative: Transport Canada, Environment Canada and Veterans Affairs Canada.

¹² The key results charts and the business lines in the Planning, Reporting and Accountability Structure for each department and agency are being aligned to help ensure a linkage between costs and results and also between management and external reporting information.





The government's **Financial Information Strategy** is being progressively implemented both in terms of introducing managers to the new approach and policies and developing technical systems, as illustrated by the following:

A major milestone was reached this year in the successful implementation of new central financial systems for the whole of government, which were put in place on schedule and within budget by April 1, 1999. These systems are used by **Public Works and Government Services Canada** (PWGSC) to prepare consolidated financial statements, issue cheques and payrolls and manage cash receipts.

In addition, at the departmental level, PWGSC and **Revenue Canada** were successfully connected to the new central financial systems as part of the testing process.

The Strategy is seeking to make inroads on three main fronts by April 1, 2001: implementing modern financial management systems in each department and in central agencies; moving government accounting to the accrual basis; and linking the financial community more closely with management. This year, new standards and policies were issued for accrual accounting and accounting for capital assets.

Under full **accrual accounting**, the focus is on the consumption of resources (expense basis) rather than on the acquisition of resources (expenditure basis). As such, assets (e.g. buildings) are capitalized and amortized (expensed) over their useful life, thus providing a better reflection of the cost of providing services in those periods. This method is commonly used in the private sector.

Accrual accounting will enable senior managers to have more awareness of and control over the full costs of their business and how they use resources to achieve results. A significant benefit will be the ability to compare costs at a number of different levels:

- at the **departmental** level, it will be easier to track efficiency over time because all the costs for a particular result can be factored in;
- it will be possible to benchmark the costs of specific government operations to similar activities on an **interdepartmental** basis and elsewhere; and
- it will be possible to compare the full costs of achieving **collective results**. Canadians and parliamentarians will have better information for informed debate, especially during the fall budget deliberations when trade-offs among different policy options are considered. Although the cost of achieving a result is important, this information should be considered along with other factors such as citizens' values and possible trade-offs between competing priorities and interests.





Performance Information for Planning and Decision Making

Modern comptrollership emphasizes the importance of credible evidence for learning and effective planning. Evidence on what is working will help managers make better decisions. In this way, performance information plays a forward-looking role in management, as well as forming the basis for reporting.

Strengthening evaluation and review functions has been a government commitment since 1996. A key step is to create a learning environment for management where evaluation findings and other performance evidence are used to improve programs and policies. This year, in response to parliamentary interest, Annex A highlights performance information on statutory expenditures.

Over the last three years, some departments have developed internal departmental performance and accountability frameworks to create a learning environment and ensure an integrated corporate approach on management, performance and accountability matters. These frameworks set out the links between results and costs, provide for a department-wide performance measurement strategy and help ensure that information on key results is available for reporting to Parliament. Agriculture and Agri-Food Canada, Environment Canada and Veterans Affairs Canada have already documented their internal frameworks, while several others are in process of being developed and documented.¹³

Risk Management and Control Systems

Risk derives from the uncertainty of outcomes, presenting an opportunity for gain or loss, and is inherent in any organization. Risk management seeks the most favourable course of action under such uncertainty. Risk management is about systematically applying management policies, procedures and practices to understanding and managing risk. This includes identification, analysis, evaluation, control and communication of risk issues.

In government, where resources are managed on behalf of citizens, stewardship of resources is particularly important. In the past, when issues of risk arose, specialized control procedures were often put in place and applied across government. However, it is now recognized that risks should be managed in a more integrated way with results. In some cases there may be a trade-off between using resources to address risks or applying these resources directly to achieve results.

The objective is to develop standards of control that focus on managing both results and risks, where management is supported by knowledgeable specialists. As part of modernizing comptrollership, TBS and the five pilot departments examined best practices in risk management

¹³ Internal department-wide frameworks are under development in the following departments: Citizenship and Immigration Canada, Health Canada, Indian and Northern Affairs Canada, Industry Canada, Natural Resources Canada and Revenue Canada.





in the federal government and other jurisdictions. Reports on these study results, and a discussion paper on the interplay of risk, innovation and values, are available.¹⁴

The study results and ongoing consultations with departments will be used to develop a federal Management of Risk framework. The framework and a new centre of expertise within TBS will provide guidance to help managers apply the concepts and functions to manage the risks in their operations, and make training and development tools available.

Linking Managers and Professional Communities

Managers need the best information possible on a ‘big-picture’ basis. One modern comptrollership strategy is to integrate the work and insights of experts from the financial, information technology, audit, evaluation, review and planning communities and link these communities in a more effective way to line managers. The Financial Information Strategy is making an important contribution to changing the culture in the financial community. The evaluation community is also working more closely with managers to develop and strengthen approaches to performance measurement.¹⁵

TBS has collaborated with partners from departments and the private sector to create the Performance and Planning Exchange (PPX). PPX is a virtual forum for learning and sharing information on a broad range of issues related to results-based management. The Exchange organizes learning events and is currently working on the development of an electronic site that will cross organizational structures within and across departments and links Public Service individuals with counterparts in the private and academic sectors.¹⁶

RELATED INITIATIVES

There are a number of initiatives that have contributed, and will continue to contribute, to building a greater capacity in departments to manage for results.

Achieving Citizen-centred Service

In 1998, the Government of Canada adopted a citizen-centred approach to improving service delivery. This approach is anchored in obtaining a better understanding of citizens’ service needs by consulting with Canadians on a regular basis to identify their expectations, satisfaction levels and priorities for service improvement. The overall goal of this strategy is to continuously improve citizens’ satisfaction with government service.

¹⁴ http://www.tbs-sct.gc.ca/pubs_pol/dcgpubs/RiskManagement/siglist_e.html

¹⁵ Client Consultation Report: http://www.tbs-sct.gc.ca/rin/ProgramEvaluation/PE_Hpage.e.html

¹⁶ For more information call (613) 957-0152 or e-mail Pape-frp@tbs-sct.gc.ca





Recent research undertaken for federal and provincial governments demonstrates that Canadians now rate their satisfaction with the service quality of federal programs in similar ranges to those of the private sector, reflecting the progress that has been made in improving service delivery in recent years.¹⁷ Citizens also identified two areas in which governments need to focus their service improvement activities: making it easier to access government services and improving service performance.

In response to these needs, the government has developed a twin-track service improvement strategy. Easier access to government services will be accomplished through redesigning the telephone Blue Pages, implementing the 1-800-O-CANADA information service, and improving call centres and departmental telephone service. In addition, Service Canada will provide storefront information offices, electronic information kiosks, the new Government of Canada Internet portal, and will create new single-window service clusters. These initiatives are scheduled for implementation in 1999–2000 and 2000–01.

Improving service performance will be achieved through results-based annual Service Improvement Plans based on client priorities. The Internet will also be a powerful driver of the government's strategy to improve service performance, and departments are targeting to bring the appropriate Internet-based services on-line in the 1999 to 2002 period.

Progress in achieving the goal of improved citizen satisfaction with service delivery will be measured through surveys of citizens' expectations and satisfaction undertaken every two years in co-operation with provincial governments. The results of the next survey will be available in the fall of the Year 2000.

Performance Management Program

On April 1, 1999, the federal government implemented the Performance Management Program for the Executive group. The objective of this new program is to encourage excellent performance by recognizing and rewarding the achievement of results that are linked to business plans and/or corporate priorities and the demonstration of Public Service leadership competencies, values and ethics. The program will also provide a framework within which a consistent and equitable approach to the performance management of federal executives can be applied.¹⁸

¹⁷ *Citizens First Report*: <http://www.cmd-ccg.gc.ca/>

¹⁸ The framework is government-wide and will be applied to all federal employees in the Executive category. Additional information is available at: http://www.tbs-sct.gc.ca/hr_connexions_rh/sigs/correspondence1999/pmpe_e.html





Business Planning

Last year's report identified a series of criteria for effective business planning, for example, incorporating key results into departmental planning and improving the linkages between results and costs. These aspects are addressed earlier in this chapter.

Improved business planning in departments also has very important implications for developing a 'whole-of-government' view. During the past year, a renewed approach to business planning was introduced following extensive consultation with departments. This approach shifts the emphasis from highly structured submissions to a more strategic and targeted approach based upon interactive and continuous dialogue between TBS and departments.

Greater emphasis is now placed on the planning processes and systems that departments have developed and are using to deliver on their mandates. In this way, a better link can be made between planning, results commitments and what departments need, in practical terms, to deliver services to Canadians. The expectations are that the interactive approach will set the stage for an integrated government-wide perspective that informs broader priority setting and decision making in government. Further opportunities for capacity building and continuous learning across government will also be explored.

Harnessing information technology to support government-wide objectives

A results-based approach is also being applied to government-wide information management and information technology (IM/IT) investments. In the fall of 1998, the TBS developed the *Strategic Directions for Information Management and Information Technology (IM/IT) in Government*, which identifies the key priorities that have to be addressed to build the foundation for service delivery and related IM/IT investments in the twenty-first century. This document sets out a comprehensive, multi-year action plan. As initiatives are implemented, progress will be tracked against key results areas.¹⁹

The key elements of this technology strategy include:

- putting in place a strategic IM/IT infrastructure that provides a secure and trusted environment to conduct business with citizens and the private sector;
- adopting integrated frameworks to improve the management of IM/IT investments, successfully deliver IM/IT projects and minimize risks;²⁰ and
- building a world-class IM/IT workforce.

¹⁹ Please see: http://www.cio-dpi.gc.ca/home_e.html

²⁰ For example, the Enhanced Management Framework for IM/IT: http://www.cio-dpi.gc.ca/emf/EMFIndex_e.html





CCAF Public Performance Reporting Program

In close co-operation with the government, CCAF has launched a multi-year Public Performance Reporting program of research so that governments and other public-sector institutions can share information on capacity development and get full value from their accountability investments.²¹ Some key areas the program is addressing include:

- the influence of human behaviour and dynamics on public reporting and how these factors should be managed;
- how to determine reasonable progress and how it might be gauged; and
- the effect of advances in public performance reporting on audit and assurance approaches and practices.

²¹ Additional information on the CCAF Public Performance Reporting Program is available at: <http://www.ccaf-fcvi.com>. CCAF-FCVI Inc. was formerly known as the Canadian Comprehensive Audit Foundation.





CHAPTER 2: MANAGING COLLECTIVE RESULTS

*The whole is more than
the sum of its parts ...*
Aristotle

Many social or economic outcomes go beyond individual organizations and involve more than one department or jurisdiction, as well as other partners. The shorthand term used in this document to describe these broader goals or achievements is ‘collective results’.

To increase the availability of performance information on collective results, the federal government has three interrelated areas of action.

1. **Develop capacity in individual federal departments and agencies** to manage for and report on results. Such a capacity is needed before a department can work collaboratively on collective results with other departments or jurisdictions. Initiatives to increase departmental capacity were described in Chapter 1.
2. **Develop new mechanisms to promote interdepartmental collaboration.** This chapter describes governmental progress on interdepartmental accountability frameworks and lessons learned in synthesizing performance information on horizontal issues from departmental reports.
3. **Contribute to intergovernmental reporting arrangements and track lessons learned.** In the 1990s, overlap and duplication of programs were actively addressed by federal and provincial governments. At the same time, it also became clear that there was a need for jurisdictions to work together more closely to meet the expectations of Canadian citizens. Interdependence and collaboration are an accepted reality and all governments need to learn how to manage this reality.

Last year, the federal government committed to promote partnerships and strengthen federal-provincial networks. The Social Union Framework Agreement among provincial and territorial partners represents one important step in meeting this commitment.²² The Agreement emphasizes enhanced transparency and accountability to Canadians. The governments agreed to measure and publicly report to their constituents on outcomes on a regular basis, develop comparable indicators on agreed objectives, and share information and best practices. Other examples and trends in intergovernmental collaboration on performance reporting are provided in this chapter.

²² The Agreement, signed by the federal government and all provinces and territories except Quebec, can be found at: <http://www.pco-bcp.gc.ca/aia/ro/doc/socialunion.htm>





Some of the work that is being done in the area of collective results is illustrated in this report in **Annex B: Performance Information on Collective Results**, and in a more detailed background document.²³ This annex is a pilot project to explore how to establish an electronic gateway for performance information on collective results. In the coming year, TBS will seek additional information and user feedback from other jurisdictions, parliamentarians and their staffs, departments, external policy organizations and other interested stakeholders.

INTERDEPARTMENTAL COLLABORATION: DEVELOPING NEW MECHANISMS

Within the federal government, as in many other jurisdictions, new mechanisms need to be developed for reviewing and reporting on collective results. Performance information is needed to assess whether departmental programs are complementary and if resources are being allocated in the best manner. It can also be used to encourage greater interdepartmental co-operation.

The Fall Performance Package as a Database on Horizontal Issues

The government is exploring how Estimates information can build a better understanding of horizontal issues and promote interdepartmental collaboration. Such an approach involves using the 82 Departmental Performance Reports as a database of information.

Pilot projects were carried out to synthesize information on collective results from detailed departmental performance information for initiatives related to sustainable development and persons with disabilities.

Last year, 24 departments were required to provide performance information on **sustainable development** in their 1998 Departmental Performance Reports. Four other departments also reported on this issue. The departmental information was compiled and analysed.²⁴ The work showed that the information could be clustered under a few key themes and that some departments are using similar indicators. The report contributed to the interdepartmental discussions on the feasibility of developing a government-wide framework, increased interdepartmental dialogue on performance reporting, and identified potential information gaps for the next round of sustainable development strategies.

A second experiment with this approach focused on **persons with disabilities**. Government-wide performance reporting on programs for this group of citizens was identified as a priority by the Standing Committee on Human Resources Development and the Status of Persons with Disabilities. TBS staff worked with the researchers in the Library of Parliament to draw out results and performance information on programs for persons with disabilities from the

²³ *Performance Information on Collective Results:*
<http://www.tbs-sct.gc.ca/rma/communic/prr99/collect/collecte.htm>.

²⁴ *Government-wide Reporting on Sustainable Development Programs:*
<http://www.tbs-sct.gc.ca/rma/communic/prr99/susdev/susdeve.htm>





1998 Departmental Performance Reports and the 1999 Reports on Plans and Priorities.²⁵ The Standing Committee actively used this information.

In its interim report, the Committee recommended that the federal government take a more co-ordinated approach in terms of serving Canadians with disabilities and that an interdepartmental accountability framework be developed.²⁶ In a recent report entitled *Future Directions to Address Disability Issues for the Government of Canada: Working Together for Full Citizenship*,²⁷ the government agreed with this recommendation and committed to developing an accountability framework for federal departments and agencies. This framework will provide for regular reporting to Canadians on the government's progress on disability issues. The government also committed to working with provincial and territorial governments on the development of a joint accountability framework.

Two important lessons were learned as a result of these pilot projects:

- **useful syntheses can be provided on specific horizontal issues.** The procedures developed may be applied to other topics, such as identifying available information in Estimates and other sources; analyzing for common results or indicators as well as information gaps; and assessing whether the government-wide performance information could be improved. Synthesis information may also be useful for encouraging interdepartmental discussions and collaboration, and especially for the development of results frameworks, as described later in this section.
- **electronic filing and search tools have to be improved** to draw out departmental information more efficiently. In co-operation with the comptrollership pilot departments and others, a project is being carried out to index key words for sample horizontal issues using relatively simple technologies. The approach will be assessed this year and new software developments to improve the electronic 'tagging' of information will also be explored.²⁸

Promoting Results-based Accountability Frameworks

Results-based frameworks are used in different ways and come under a variety of names, such as performance, management or accountability frameworks.²⁹ They are used widely within departments and to a lesser extent on an interdepartmental basis.

²⁵ The report, *Results and Performance Information on Persons with Disabilities*, is available on request by phone at (613) 957-7042 or by e-mail at CB-DFC@tbs-sct.gc.ca.

²⁶ The interim report of the Standing Committee on Human Resources Development and the Status of Persons with Disabilities, *Reflecting Interdependence: Disability, Parliament, Government and the Community*, June 1999, can be found at: <http://www.parl.gc.ca/InfoComDoc/36/1/SSPD/Studies/Reports/sspdrp06-e.htm>

²⁷ <http://www.hrdc-drhc.gc.ca/socpol/reports/disability/conte.shtml>

²⁸ One such example would be the use of XML – Extended Markup Language.

²⁹ They may also be referred to as interdepartmental evaluation frameworks.





Interdepartmental frameworks, such as those now being developed for sustainable development and persons with disabilities, are consistent with the results-based management approach. They identify collective results and contain performance measurement and reporting strategies.

This year, TBS will carry out a survey to identify good practices in the use of this management tool and identify emerging trends. Some examples follow that illustrate these aspects of interdepartmental frameworks. An additional characteristic is also emerging. In an increasing number of cases, citizens and other stakeholders are being more involved in identifying results and indicators for performance reporting for interdepartmental initiatives.

The **Canadian Rural Partnership** initiative aims to establish new approaches to support rural community development. The partnership includes rural Canadians, federal departments and agencies and other levels of government.³⁰

An extensive public consultation process, the Rural Dialogue, was held across the country in 1998. Nearly 7,000 Canadians took part. Output from the Dialogue was used to develop a Federal Framework for Action in Rural Canada. Eleven priority areas were identified to guide the actions of 26 federal departments and agencies in addressing their commitment to rural Canada. The Rural Secretariat within Agriculture and Agri-Food Canada is co-ordinating this federal horizontal initiative.

In addition to the development of an interdepartmental strategic action plan and interdepartmental performance measurement framework, the Framework includes the provision of an annual report to Parliament and Canadians. This approach will build on existing processes to facilitate cross-departmental co-ordination.

The **Climate Change Secretariat** is co-ordinating the development of the national implementation strategy requested by First Ministers in December 1997. An initial report will be provided to ministers early in 2000 and will integrate comments from over 500 stakeholders from all levels of government, industry, non-government organizations and academics.³¹

The Secretariat manages the Climate Change Action Fund as one tool to help Canada meet its Kyoto commitments. Environment Canada and Natural Resources Canada have developed a comprehensive accountability and evaluation framework that includes key results, indicators, measures, evaluation issues and approaches, and reporting requirements for the Fund.

The accountability framework uses an innovative approach through the use of logic models to explain the links between results and indicators. Arrangements for more detailed performance information and reporting have also been made for the core activities of the Fund.³²

³⁰ Canadian Rural Partnership: http://www.rural.gc.ca/crp_e.html

³¹ Options reports prepared by issue tables will be available in late 1999 and early 2000 on the Climate Change Secretariat's Web site: <http://www.climatechange.gc.ca>

³² Core activities of the Fund are: Foundation Analysis, Science, Impacts and Adaptation, Public Education and Outreach, and Technology Early Action Measures.





Practices in Other Jurisdictions

The federal government will continue to monitor the development of mechanisms to promote interdepartmental collaboration in other jurisdictions to ensure that best practices are adapted for the Canadian environment. Two new examples are provided below.

In the United Kingdom, as part of ‘joined-up government,’ a new Performance and Innovation Unit has been created to manage horizontal issues.³³ The unit will propose policy innovations to enhance the delivery of government objectives that cut across departmental mandates. It will also identify government policies that require review. As part of promoting a cultural change at the political level, each of the projects is to have a ministerial sponsor who will work on areas requiring collaboration among departments.³⁴

Other jurisdictions use government-wide business plans with performance indicators to set the stage for interdepartmental co-operation. The lesson learned to date is that these plans need to be supplemented by other mechanisms. The province of Alberta has created a government-wide agenda of priority cross-cutting initiatives. Various issues, such as children’s services and capital planning, are now championed by small teams of two or three deputy ministers.

INTERGOVERNMENTAL AGREEMENTS: EMERGING TRENDS

In the area of intergovernmental agreements, some common features in performance measurement and reporting are emerging and can be illustrated by a number of practical examples:

- Intergovernmental agreements often recognize citizens explicitly as the ultimate clients for performance information by including **direct reporting to the public**, rather than providing information to governing bodies alone. This approach is reflected in the Social Union Framework Agreement.³⁵ The next steps in the Agreement will be to develop measurement approaches in specific areas of social policy, followed by performance reporting to the public, and ensure that effective mechanisms are in place so that Canadians have the opportunity to participate in developing social priorities and reviewing outcomes. Public reporting is also a key feature of various Aboriginal initiatives.

³³ The Performance and Innovation Unit: <http://www.cabinet-office.gov.uk/innovation>

³⁴ *Policy Research in Canada – A Capacity for the Future: A Discussion Document*, prepared by the Policy Research Secretariat, March 1999: <http://policyresearch.schoolnet.ca/keydocs/cap/capacity-e.htm>

³⁵ Social Union Framework Agreement : <http://www.pco-bcp.gc.ca/aia/ro/doc/socialunion.htm>





Historically, First Nations have had limited control over their own affairs and have been somewhat isolated from governing processes. **Gathering Strength – Canada's Aboriginal Action Plan** will strengthen First Nations governance in a manner that values and respects diverse First Nations cultures yet supports a system of governance comparable to other governments in Canada. The approach builds on three principles that focus on the relationship between First Nations' members and their governments:

1. **Transparency** – to inform First Nations' members about how their system of government operates so that they may become more involved in governing processes.
2. **Disclosure** – to make government plans and performance reports available to constituents.
3. **Redress** – to enable individuals and communities to appeal to the government through approved policy mechanisms and ensure government responsiveness to issues raised.

As First Nations secure greater decision-making authority, partnerships are also being formed to strengthen local accountability frameworks. The Assembly of First Nations and the Certified General Accountants' Association have established a partnership to assist First Nations in improving financial reporting to their members. A similar partnership involved five First Nations, a Tribal Group and Indian and Northern Affairs Canada in producing *First Nations Self-Evaluation of Community Programs – A Guidebook on Performance Measurement*, which assists First Nations communities in developing and evaluating community-based services that are tailored to their needs.

- **Citizens are involved** in defining results, indicators or reporting approaches in both intergovernmental and interdepartmental initiatives.

The **Great Lakes 2000** initiative aims to restore, protect and sustain the Great Lakes Basin Ecosystem.³⁶ Population pressures and industrialization have contributed to significant deterioration of the Basin, which is home to 35 million North Americans, including 9 million Canadians and contains nearly half of all Canadian manufacturing.

Environment Canada, six other federal departments and four **Ontario** ministries established 50 public results commitments and measures for the restoration of degraded sites, the prevention and control of pollution, and the conservation and protection of human and ecosystem health.

Citizens are involved in planning, policy and review of progress. Seventeen community-based Public Advisory Committees provide for constituency engagement in program planning and implementation as well as monitoring and reporting. This has led to more informed local commentary on program progress and accountability for results has increased across all levels of government.

The program is making progress. Key improvements include cleanups of contaminated lake sediments in Collingwood and Thunder Bay harbours and the rehabilitation of nearly 9000 hectares of wetlands and 540 kilometres of stream and shoreline habitat. Dangerous pollutants from Ontario pulp mills have been reduced by over 85 per cent. Although the original commitment of a 90-per-cent reduction in the most toxic substances will not be met, an average reduction of 73 per cent is expected by the end of the program.

³⁶ Great Lakes 2000 is a seven-year initiative launched in 1994. For Web site see: <http://glimr.cciw.ca/tmpl/glimr/program.cfm?ID=w102&Orig=Glimr&Lang=e>





- There is a trend towards **linking horizontal issues**. This requires taking a more holistic view of society. Intergovernmental agreements are starting to go beyond specific issues and now recognize linkages to other social or economic factors.

In February 1999, the Council of Ministers of Education released ***The Report on Public Expectations of Post-secondary Education in Canada***. The report shows linkages to other horizontal issues. It maintains that an investment in education is also an investment in health and in combating poverty, crime and unemployment. Education is also a major factor for social cohesion and mobility, and is essential to the development and continued prosperity of Canada and all its regions.

The document sets out key principles and calls for the measurement of actual outcomes. It points out that previous indicators, such as dollars spent per student, are now inadequate for assessing the quality and relevance of post-secondary education.³⁷

- Many now recognize the **need for a broader range of performance information on horizontal issues** where more than one jurisdiction is involved. Efforts to improve measurement can lead to increased intergovernmental collaboration. Some jurisdictions are now working together to develop shared data sources, common standards and new reporting mechanisms in the areas of health and labour market development. Other examples can be found in Annex B of this report.

The **Canadian Council of Ministers of the Environment (CCME)** recognizes that citizens care deeply about their own health and the health of their children. The development of Canada-wide standards on pollutants that affect the health of Canadians and the health of the ecosystem is one of the Council's priorities.³⁸ These standards are being developed for six pollutants: particulate matter, ground-level ozone, benzene, mercury, dioxins and furans, and petroleum hydrocarbons in soil. In September 1998, ministers also endorsed an annex to the Accord on Environmental Harmonization that outlines principles for stakeholder involvement and how governments will be accountable to the public.³⁹

³⁷ *The Report on Public Expectations of Post-Secondary Education in Canada*: <http://www.cmec.ca/indexe.stm>

³⁸ http://www.mbnet.mb.ca/ccme/3e_priorities/3ea_harmonization/3ea2_cws/3ea2a.html

³⁹ http://www.mbnet.mb.ca/ccme/1e_about/1eg_communique/1eg5.html#annex





- **Lessons learned** are being tracked and shared.

St. Lawrence Vision 2000 has a threefold objective: protect ecosystem health, protect human health, and involve riverside communities in the process of helping to make the St. Lawrence River more accessible and recover its former uses. Environment Canada, seven other federal departments, five **Quebec** ministries and several non-government partners established 35 public results to address the objectives of the Program. More than 200 people took part in developing the action plan and the result was an integration of action priorities and the public's concerns.

Members of the community continue to be involved in: the advisory committee that provides policy direction and identifies work to be carried out, twelve ZIP⁴⁰ committees that draft Remedial Action Plans and implement associated projects, and co-operation committees that are developing a framework for an Internet-based management and performance system.

The first 10 years of the action plan (1988–1998) have brought about numerous results in several areas of action, notably in industrial cleanup (a 96-per-cent reduction in the toxic effluents discharged by 50 priority plants) and protection of biodiversity (12,000 ha of habitat protected and the creation of the Saguenay–St. Lawrence Marine Park). The level of results attained and lessons learned has been documented in five-year reports that are available on the Action Plan Web site.⁴¹

These examples demonstrate that multi-jurisdictional collaborations can work if these arrangements include a citizen-based perspective, transparency and good accountability practices.

In the coming year, TBS will continue to promote collective results and more comprehensive reporting by identifying good practices used in interdepartmental and intergovernmental arrangements.

⁴⁰ Priority Intervention Zones

⁴¹ <http://www.slv2000.qc.ec.gc.ca/slv2000/english/indexeng.htm>





CHAPTER 3: TOWARDS MORE COMPREHENSIVE REPORTING

*You've got to think about "big things" while doing small things,
so that all the small things go in the right direction.*
Alvin Toffler

Chapters 1 and 2 address departmental and collective performance information. There is also a third type of performance evidence — indicators of societal performance that track broad trends in society. Last year, the federal government undertook to explore the use of societal indicators to provide a context for reporting and engaging citizens.

This chapter continues to explore the use of societal indicators as a context for public and parliamentary discussions. It raises the possibility of linking the three types of performance information (departmental, collective and societal) to provide more comprehensive reporting, which includes a 'quality of life' dimension.

SOCIETAL PERFORMANCE INDICATORS

Societal indicators do not seek to estimate the direct impact of government initiatives; rather, they describe and track, over time, such important aspects of society as economic well-being and health.

Societal indicators are used by some provincial governments, e.g. Alberta and Nova Scotia, to report to citizens on a government-wide basis.⁴² Such indicators are also being used by provincial governments for policy development, e.g. in Newfoundland.

Newfoundland is implementing its **Strategic Social Plan**, which uses a results-based approach to population well-being. A comprehensive database, the 'Community Accounts,' has been developed and compiles baseline data on such factors as income, health status, employment and education by community, region and province. For most variables, the data are provided at the level of 400 incorporated communities, but they can also be aggregated to facilitate comparisons and track trends. This information will be used for both evidence-based policy development and public accountability. As part of the 'Social Audit,' a set of quantifiable indicators is now being developed and will be publicly reported within the next five years.⁴³

⁴² Government of Alberta, *Measuring Up 1998-99*: <http://www.treas.gov.ab.ca>
Government of Nova Scotia, *Nova Scotia Counts 1998-99*: <http://www.gov.ns.ca/prio/Pub.htm>

⁴³ *People, Partners and Prosperity: A Strategic Social Plan for Newfoundland and Labrador 1998*:
<http://www.gov.nf.ca/ssp/>





Another way of using indicators is to combine them to form an index, such as the Genuine Progress Index.

GPI Atlantic, a non-profit research society, is constructing a **Genuine Progress Index (GPI)** for Nova Scotia as a measure of economic welfare.⁴⁴ The initiative is designated by Statistics Canada as a pilot project for the rest of the country. Methods and data sources are being developed so that the index will be easy for other jurisdictions to replicate and maintain. The project is also supported by the Atlantic Canada Opportunities Agency and two departments in the Government of Nova Scotia: Economic Development and Tourism, and Environment.

GPI integrates 20 social, economic and environmental variables into a comprehensive set of accounts to measure progress on sustainable development. The goal is to switch the emphasis from quantitative growth to a notion of qualitative development or progress to get a truer picture of Nova Scotia's social well-being and prosperity and to determine whether progress is sustainable.

Additional examples are provided in Annex C, which lists and describes related initiatives by think tanks and others. It is an update of the information provided in *Managing for Results 1998*.

Sectoral Initiatives

Combining societal indicators with other performance information can also provide an overview of a particular sector, such as health or forestry, or a societal issue such as sustainable development. The following examples show that such a blend of information could be useful. Other sectoral examples are provided in Annex B of this report.

⁴⁴ To date, GPI Atlantic has published four detailed reports, including the project design and economic valuations of voluntary work, unpaid household work, and crime costs. It plans to release the greenhouse gas emissions and renewable resource accounts reports in the fall. Its Web site is: www.gpiatlantic.org. Copies of the workplan, budget and proposed indicators may be obtained by writing to GPI Atlantic, 20 Bonavista Drive, Schooner Cove, NS, B0J 1G0.





As part of the 1999 budget, the government invested in the **Health Information Roadmap**, a major collaborative effort that outlines a shared vision for modernizing health information in Canada. Through this initiative, the Canadian Institute for Health Information, Statistics Canada and Health Canada are working together, with provincial and territorial governments, regional and local health organizations, and other stakeholders, to build a more comprehensive national health information system.⁴⁵

Key priorities include:

- fostering harmonized data and technical standards to ensure consistent and comparable collection, exchange and interpretation of health data;
- addressing priority data gaps in the areas of health services and population health, including information on related costs and health outcomes;
- creating a Canadian Population Health Initiative to enhance understanding of the broad determinants of health and provide policy-relevant information; and
- building a consensus on what measures should be used to report on the health of Canadians and the performance of the health system, and producing regular, easy-to-understand reports.

The **Montréal Process** is the Working Group on Criteria and Indicators for the Conservation and Sustainable Management of Temperate and Boreal Forests. Canada, through the Canadian Forest Service, Natural Resources Canada, hosts the Liaison Office for the Montréal Process.

Membership in the Working Group is voluntary and currently includes countries from both hemispheres that have a wide range of natural and social conditions. The 12 member countries (Argentina, Australia, Canada, Chile, China, Japan, Republic of Korea, Mexico, New Zealand, Russia, United States of America, and Uruguay) represent about 90 per cent of the world's temperate and boreal forests in the northern and southern hemispheres.

The Montréal Process Working Group is producing a report on progress and innovation in using the internationally agreed criteria and indicators, which will be presented at the 8th session of the United Nations Conference on Sustainable Development in New York, in April 2000.

COMPREHENSIVE REPORTING WITH A QUALITY OF LIFE DIMENSION

Although there is no widely accepted definition for the quality of life,⁴⁶ it is generally seen as the result of the interaction of a number of factors — social, health, economic and environmental. Such an approach recognizes that the human dimensions of the economy are important to citizens. However, there is much room for debate about what indicators should be tracked to help understand the things Canadians value in terms of the quality of their lives.

⁴⁵ The Canadian Institute for Health Information (CIHI) is an independent, not-for-profit organization established in 1994 by federal and provincial governments. Additional information on the Health Information Roadmap is available on the CIHI Web site at: <http://www.cihi.ca>

⁴⁶ Other terms, such as social well-being, social welfare and human development may be used. For example, the United Nations Human Development Index is often described as measuring the quality of life in a country.





One approach to more comprehensive reporting that includes a quality of life dimension would be to combine information from the three streams of performance evidence as shown in the chart that follows. In addition, international comparisons of societal indicators could be added as part of the analysis.

Performance Information for Canadians

Why?

Inform Broad Policy Direction and Agenda

Engage Citizens and Partners on Shared Goals

Provide Government Transparency and Accountability

How?

Information on Societal Indicators

Collective Results* Reporting

Departmental Results Reporting

What?

Trends

Collective Outcomes

Sector Results

Departmental Program Results

Service and Delivery Measures

By Whom?

← Non-governmental Organizations / Think Tanks →

← Federal and Provincial Governments →

For?

← Citizens and Parliament →

** As outlined in Chapter 2, collective results refers to performance information where more than one department, jurisdiction or other type of partner are involved in achieving a shared result. This category is perhaps too broad and, therefore, may need to be refined as this framework is further developed.*

The selection or development of societal indicators in this framework would require decisions on statistics as well as judgments about how best to reflect Canadian values. There would be a need to involve measurement experts, partners and citizens in the selection process if such information is to have a positive effect on the policy debate and agenda.





Societal indicators that reflect the values of Canadians could be linked to this more comprehensive framework. This would enhance understanding about what results federal government programs and services should attempt to achieve and provide another important perspective on performance. As this framework matures, it could be very useful in promoting not only an understanding of required and actual results across the federal government, but also a shared understanding among other jurisdictions and partners that would facilitate citizen-centred collective arrangements where appropriate.

In the coming year, the federal government will consult with think tanks, parliamentarians, provincial and territorial governments and other partners on how societal indicators might be linked into a more comprehensive performance framework to help provide a broader context both for measuring performance and developing policy. These consultations will focus on such issues as:

- how to reflect Canadian values in the selection of indicators;
- how to select indicators to show a balance among health, environmental, economic and social aspects of society; and
- how to use more comprehensive reporting to contribute to a growing culture of learning about how to manage for results.

As a starting point for these consultations and discussions, the federal government has identified three clusters of societal indicators as shown below.

Potential Indicators⁴⁷

Health, Environment and Public Safety	Economic Opportunity and Participation	Social Participation and Inclusion
<ul style="list-style-type: none"> – air/water quality – life expectancy – infant mortality – health status – crime rates – violent crime 	<ul style="list-style-type: none"> – educational attainment – literacy rates – employment rates – per capita Gross Domestic Product – discretionary income – research and development/innovation 	<ul style="list-style-type: none"> – measures of racism and discrimination – voter turnout – voluntarism – cultural activity and outputs

⁴⁷ More information on these indicators is available at <http://www.statcan.ca/english/concepts/indicators/index.htm>.



Through continuing consultations, parliamentarians have suggested that such societal indicators could provide a context for parliamentary discussions. They have also noted that standing committees have the mechanisms to engage citizens in identifying what aspects of quality of life are most important to them and what indicators might be useful.





CHAPTER 4: REPORTING TO PARLIAMENT: WORKING TOGETHER

*Never be afraid to try something new.
Remember, amateurs built the ark.
Professionals built the Titanic.*
Anonymous

ACHIEVEMENTS

Over the past year, substantial progress has been made on the continuing commitment to improve reporting to Parliament.⁴⁸

Building Mutual Understanding

The most important achievement this year was establishing a more collaborative approach with parliamentarians, their staffs, and the Library of Parliament through more frequent and informal communications. Among other initiatives, the government supported the Institute of Public Administration of Canada (IPAC) in hosting three round tables with parliamentarians and departments to explore ways of improving reporting.⁴⁹ The findings are now integrated into the government's ongoing action plan.

As a result of these consultations, a number of departmental officials have a better idea of what information parliamentarians require and some parliamentarians have a better idea of how the government is trying to improve reporting. It will, however, take a number of years to build this mutual understanding across government and more broadly in Parliament.

Shared understanding was also a theme of this year's annual CCAF Conference. Representatives from Public Service institutions and the private sector, as well as elected officials, noted that it is important to build better relationships between governing bodies and those reporting.⁵⁰ This theme also was a fundamental principle of the government's response to the 51st Report of the Standing Committee on Procedure and House Affairs, *The Business of Supply: Completing the Circle of Control*, which is discussed later in this chapter.

⁴⁸ These commitments last year were to: consolidate performance reporting, improve access, customize presentation of cost-results information, brief parliamentarians and review the approach.

⁴⁹ The sessions were chaired by Mr. Tony Ianno, M.P., Parliamentary Secretary to the President of the Treasury Board. Participants included Library of Parliament research staff, officials from Agriculture and Agri-Food Canada, Human Resources Development Canada, Indian and Northern Affairs Canada, National Defence, Natural Resources Canada, the Office of the Auditor General, and the Treasury Board of Canada Secretariat. The final report will be available at: <http://www.ipaciapc.ca>

⁵⁰ A brief summary of the conference is available at: <http://www.ccaf-fcvi.com/contents/English/conferences.htm>





As noted in Chapter 1, the government is also an active participant in the CCAF's Public Performance Reporting Program, which is working to develop greater consistency in public and professional expectations with respect to reporting on performance.

Improved Internet Access

A special series of Web pages for parliamentarians and their staffs was developed by TBS in close consultation with the Library of Parliament.⁵¹ It includes Estimates documents and other information that may be useful for discussions on public policy issues and results-based management. The general public has access to this information through SchoolNet and the TBS Web site.

Improved Information on Horizontal Issues

The consultations confirmed that parliamentarians need information on broad policy issues, on matters that cross departmental mandates and on outcomes information that reflects the efforts of many departments. As outlined in Chapter 2, the fall performance and spring planning reports can provide information on horizontal issues. However, to do so efficiently, requires a capacity to do electronic searches across reports of all federal departments and agencies, as well as to tag or file appropriate sections.

Annex B of this report, which is at this stage a pilot project with a limited number of examples, is also an important step in responding to recent concerns expressed by parliamentarians about improving access to results and performance information on horizontal issues.

Customized Reports for Parliamentary Standing Committees

Last year, the first customized reports were provided for Senate and House of Commons standing committees.⁵² Results and performance information was compiled specifically for each of the departments in a committee's portfolio. The reports also provided related information from other departments.

⁵¹ Estimates, Performance and Planning Information: <http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/welcome.htm>

⁵² *Departmental Results Commitments Compiled for Selected House of Commons Standing Committees*: <http://www.tbs-sct.gc.ca/rma/communic/prr98/rc4hoce.html>; and *Departmental Results Commitments Compiled for Selected Senate Standing Committees*: <http://www.tbs-sct.gc.ca/rma/communic/prr98/rc4sene.html>





This initiative has already received positive feedback from parliamentarians and their staffs. Their suggestions for improvement have been incorporated into this year's reports.⁵³ The most significant change is better Internet access to documents and performance information, and linking of results commitments to costs for some departments where the results correspond well to business lines.

Progress on Consolidation

In an effort to reduce both the parliamentarian's paper burden and the administrative burden faced by departments, the government is working to consolidate access to performance and planning information. For example, performance information on materiel management, sustainable development, regulatory initiatives, underground storage tanks, Year 2000 readiness,⁵⁴ and special travel policies has been consolidated into the Departmental Performance Reports.

In addition, departments are encouraged to use the Departmental Performance Reports to incorporate findings of key reviews, audits and evaluations, to report on service delivery and service standards, and to address issues raised by the Public Accounts Committee and the Auditor General. As part of the Improved Reporting to Parliament Project, Phase 2, additional opportunities for consolidation will be explored, and are discussed later in this chapter.

LAUNCH OF THE IMPROVED REPORTING TO PARLIAMENT PROJECT, PHASE 2

The government is implementing the next phase of the Improved Reporting to Parliament Project, as reflected in its response to the 51st Report of the Standing Committee on Procedure and House Affairs:⁵⁵

The aim of this initiative is to engage parliamentarians and parliamentary committees as partners in a collaborative process to:

- *provide Estimates information to parliamentary committees, which is better tailored to their needs;*

⁵³ *Results and Performance Information for Standing Committees* is available to parliamentarians and researchers in hard copy and electronic formats, and provides the reader with direct electronic links to relevant performance information in a given Departmental Performance Report:
<http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/com/committees.htm>

⁵⁴ More detailed information is also available in *The Year 2000 Challenge: Federal Government Monthly Progress Report*, http://www.info2000.gc.ca/Publications/GovtRpts/Dept/ProgressJuly1999_E.htm

⁵⁵ 51st Report of the Standing Committee on Procedure and House Affairs:
<http://www.parl.gc.ca/InfoComDoc/36/1/PRHA/Studies/Reports/prharp51-e.htm>



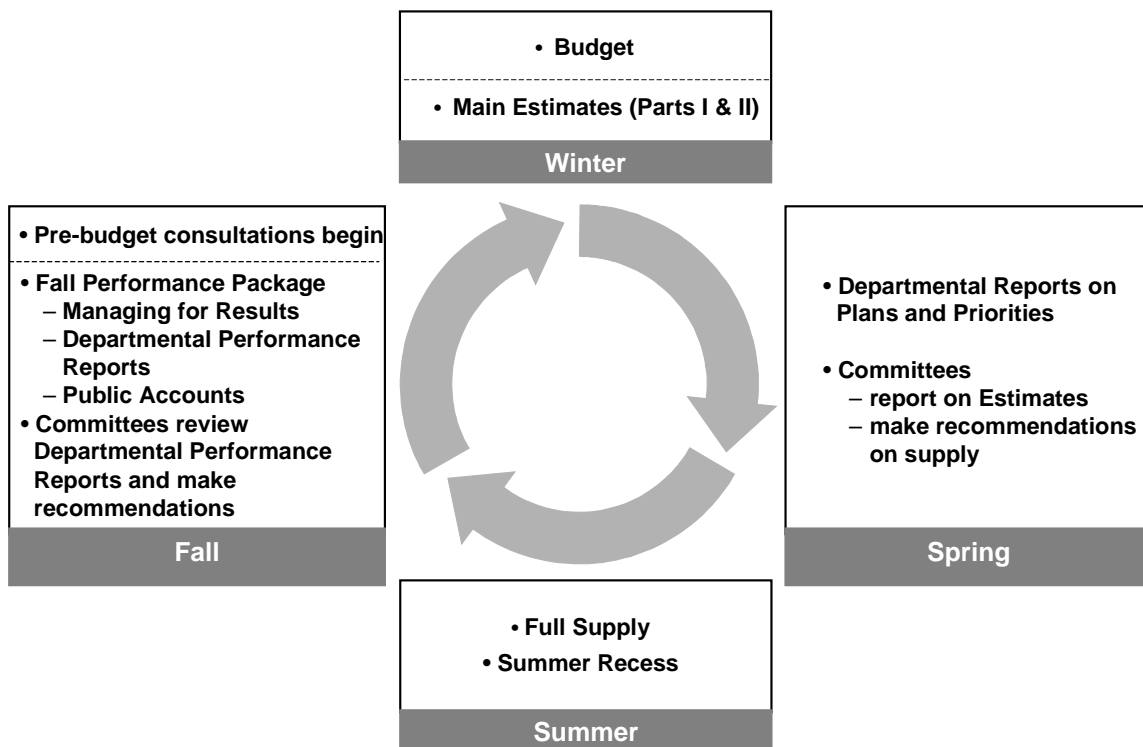


- streamline reporting to Parliament to ease the information burden facing parliamentary committees and reduce unnecessary reporting by government, while increasing convenient access for parliamentarians to the information they need; and
- renew and strengthen current processes and practices involving ministers and senior officials with parliamentary committees in positive and productive discussions of public policy and the wise use of taxpayers' money.

The government is also committed to improving its financial accountability framework, as described at the end of this chapter, as part of modernizing comptrollership.

The following chart outlines the key steps where parliamentarians are engaged in the Estimates and Supply process and provides a context for the remainder of this chapter, including the initial agenda of issues for the second phase of the Improved Reporting to Parliament Project. The issues include suggestions made by parliamentarians and their staffs. The aim is to collaborate with a parliamentary working group to ensure full understanding and develop proposals for effective solutions.

Cycle of Parliamentary Engagement on Estimates and Supply



Note: Supplementary Estimates and associated Supply can occur several times during the year.





It often takes many years to fully realize government results commitments. Therefore, this cycle represents a continuing process, rather than discrete annual events.

Performance information linked to costs is important for all the elements of the cycle. The information can be used in a forward-looking manner to provide a basis for planning and resource adjustments. However, it is also essential for reporting on, and ensuring accountability for, results achieved over the course of the previous year.

Tailoring Estimates for Parliamentary Needs

The consultations with parliamentarians and staff provided important insights for improving the Estimates process.

- Parliamentarians need evidence that accountability is working in practice at the departmental and government-wide levels. However, they do not see themselves as the only client for Estimates reports. Some suggested that, in fact, **Estimates documents are for Canadians**. This perspective has implications for both the presentation of and access to the Estimates. Others suggested that standing committees could use the Estimates documents as a means to engage citizens in the policy process. Work will continue in the coming year to ensure that citizens have access to these documents. Government Web sites will evolve over time to meet general public needs as well as parliamentary ones.
- **Information should be well organized** to help constituency offices respond to requests from the public. The government's approach is to set up a cascade of information from strategic to detailed levels, so that the Estimates become part of a larger, Internet-accessible information package or database.
- To encourage ongoing improvement in parliamentary reporting, the government is considering establishing **awards for excellence in departmental performance reporting** and for related dimensions such as good practices in Internet access. Parliamentary and non-government representatives will be involved in the selection.
- Participants at the IPAC round tables agreed that **not all performance information is equally important for parliamentary reporting**. For governance purposes, parliamentarians need performance information from the accountability and policy perspectives rather than detailed management and operational performance data.
- The discussions also showed that parliamentary reporting is an area where a great deal of work will be needed **to establish the right balance between:**
 - **achievements and under-achievements**
One suggestion was that departments and central agencies could provide information to committees on an ongoing and informal basis so that reporting on progress and any under-achievements becomes a normal practice. This requires more open reporting from departments. A change in the culture of standing committees towards serving all Canadians, rather than emphasizing partisan or regional interests, would also be helpful.





– **departmental and government-wide information**

In the Reports on Plans and Priorities and the Departmental Performance Reports, parliamentarians want clear, concise statements that cover a two- to three-year horizon. They want to know where the department has been (as illustrated by trend information), where it is going, and what has or has not worked out as planned. Departments should also put their performance and planning reports into the broader context of the challenges the government is facing in their area of interest. In addition, parliamentarians and their constituents are interested in collective results. As the scope of performance information increases — from programs to government-wide issues — the role of standing committees becomes more apparent. Parliamentarians saw themselves both as clients of performance evidence and as channels for communicating this information to citizens.

– **reporting stability and responding to new issues**

Although departments must report against planned results or targets, reporting should also reflect new national or international issues. Although stable and longer-term reporting approaches are needed for outcome information, the government also needs to demonstrate that it is responsive to changes in the broader environment, as well as to the emerging concerns of citizens.

Streamlining and Consolidating Reporting

Parliamentarians have indicated that they require easier access to the information that is most relevant for their work in a clear, concise format. As such, options for further streamlining and consolidation will be explored. For example:

- Departments may provide **brief overview reports for parliamentarians**⁵⁶ on key performance highlights, and make more detailed supporting information available on the Internet.⁵⁷ Related information could also be provided through electronic links in the Departmental Performance Reports and Reports on Plans and Priorities, which would also help to ensure that the actual reports focus more directly on higher-level planning and performance information, rather than on extensive program detail.
- The Internet can also be used to provide **information on an ongoing or ‘evergreen’ basis** rather than annually. Citizens and parliamentarians can be kept informed of changes to key results commitments, business line descriptions or departmental organization as they occur, rather than waiting for a specific time in the reporting cycle.
- **Better linking of results to costs in both planning and performance reports** will facilitate use by parliamentarians and is essential for enhancing the credibility of the reports.

⁵⁶ Some departments have already used this approach to summarize reports on plans. For example, Agriculture and Agri-Food Canada has produced *Global Excellence* – a corporate strategic plan (<http://www.agr.ca/csb/strategic/indexe.html>), while Human Resources Development Canada has published its business plan – *A Vision for a New Millennium* (<http://www.hrdc-drhc.gc.ca/fas-sfa/busplan/1999/pg1.shtml>).

⁵⁷ Supporting information includes references, lists of statutes, locations of regional offices, and other background material that could be placed on departmental Web sites as this information is often needed for more than one departmental report.





- In instances where there are only marginal year-to-year changes in plans and results, **small agencies might report on a cyclical rather than annual basis** to reduce the administrative burden.
- Further **consolidation in performance reporting** will also be pursued. At present, several agencies are exploring the possibility of consolidating their annual report into their Departmental Performance Report. Other possible areas for consolidation include special subject areas, such as required reporting on alternative fuels and contaminated sites, as well as annual reporting on Access to Information, official languages and employment equity.

Reviewing and Strengthening Processes

Parliamentarians want to be more involved in the Estimates planning and reporting process. They want to add value and have a real effect, rather than simply accepting the information that is presented to them.

To this end, the 51st Report of the Standing Committee on Procedure and House Affairs recommended the creation of a special standing committee on Estimates. In its response, the government agreed that the review of Estimates documents needs to be strengthened in terms of committee processes. However, as an alternative to creating a new committee, it suggested that an existing committee (such as the Liaison Committee) could assume this function and that the House Leaders consider this option.

Over the past year, most of the work on processes focused on building awareness of departmental reporting and seeking feedback from parliamentarians and their staffs. The key findings of these consultations are as follows:

- Some parliamentarians would like to see **standing committees discuss the articulation of the key results** commitments and provide feedback to the department. The Reports on Plans and Priorities provide another opportunity for discussions. Committees can also add value to this process by involving Canadians through existing mechanisms, such as providing a forum for witness testimony and reflecting citizen and stakeholder concerns in committee reporting processes.
- As more than 82 reports may be tabled at the same time, it has also been suggested that some **departments provide briefings for committee members prior to the tabling of Estimates documents**. Similarly, a seminar series for parliamentarians on horizontal issues, developed in collaboration with the Library of Parliament, would respond to increased parliamentary interest in collective results.
- In addition, some parliamentarians want **new mechanisms to engage more than one committee on broader issues**. TBS and departments will work with parliamentarians and staff to build a better understanding of what is needed to ensure a better dialogue between the committees and the government on collective results. For example, a minister or group of ministers might sponsor special presentations to joint sessions of standing committees on medium- and longer-term policy research findings related to horizontal issues. Specific





sectors in the Social Union may also provide an opportunity to explore linkages across standing committees. One benefit of this approach would be increased interdepartmental co-operation and reporting.

Improving the Financial Accountability Framework

There are a number of financial initiatives that are being addressed and will be pursued under the broader initiative to improve reporting to Parliament. These initiatives will also involve a working partnership with parliamentarians and their staffs, in addition to extensive consultation with departments and agencies.

▪ **Budgeting and Reporting on an Accrual Basis**

Under the Financial Information Strategy, the government will adopt the full accrual basis of accounting in 2001–02. Capital assets will be expensed as used over time, rather than charged as expenditures when acquired. This will have a significant impact on all aspects of budgeting and financial reporting to Parliament. It will provide a much better means to link the resources budgeted and used with the results planned and achieved.

The implementation of the Financial Information Strategy has implications for the following:

- The **federal budget** will be presented on a full accrual basis with the cost of capital assets being included in the calculation of the annual surplus/deficit only as amortized or consumed. It is currently prepared on a modified accrual basis.
- Departments will provide a complete set of projected financial statements, including expenses budgeted on a full accrual basis in their **Reports on Plans and Priorities**.
- Consultations will be undertaken to determine whether there is merit in changing the current basis of **Estimates/Appropriations** to be consistent with the full accrual basis of accounting for departmental and Public Accounts reporting.
- Departments will include a complete set of auditable financial statements in their **Departmental Performance Reports**. Financial statements that are prepared on a full accrual basis will more completely and accurately present the costs of providing services in the period reported. Combined with better information on the results achieved, these statements will permit a better assessment of performance.
- **Renewal of Public Accounts:** As noted at the 1999 Organization for Economic Co-operation and Development meeting of senior budget officers, there is an increased focus internationally on transparency and accuracy in the presentation of financial information. The implementation of the Financial Information Strategy will significantly improve the timing of the Public Accounts. In addition, a review of the effects of accrual accounting on the presentation of information within the Public Accounts will be needed. This includes the rationalization and streamlining of departmental financial information.





- **Streamlining Vote structure:** Provided that there is a good accountability and reporting capacity, the reduction in the number of Votes could help some departments use the best mix of financial instruments to achieve a desired result. In this way, the focus would be shifted away from inputs to achieving the key results commitments. Single program budgetary Votes could be established for some departments and agencies. Certain special purpose Votes, such as Treasury Board Vote 5 (the Contingencies Vote), would be retained. In addition, grants, as unconditional transfer payments, would remain legislative in nature.
- **Improvements to the Estimates Process:** A feasibility study is currently under way to determine the business case for launching a business improvement and systems development project to enhance the Expenditure Management System. Such a project could streamline links to departments regarding planned expenditures, culminating with the tabling of the Main Estimates. The government will also explore potential changes to the Estimates process (Main Estimates and Supplementary Estimates) to improve reporting to Parliament. Discussions with parliamentarians will be undertaken to better define their needs and to obtain suggestions about the information structure of the Estimates.





CHAPTER 5: ACTION PLAN

*Just because you can't see how
to get someplace doesn't
mean you don't set the goal.*
Lloyd Ward

This chapter summarizes the principal actions that are identified throughout the report. Complementary government initiatives, such as the Improved Reporting to Parliament Project, Phase 2 and modernizing comptrollership, provide context for and support the implementation of results-based management across the federal government.

To increase the focus on results in departments, the government will:

1. **review and initiate improvements in departmental key results commitments** and the role they are playing in departments in planning, resourcing, learning and public reporting;
2. work with departments to **improve business line descriptions** to show the linkages from key results through outputs and activities to costs, in a way that describes the government's approach to its policy and program commitments; and
3. support learning by **sharing best practices in integrating results into planning, measuring and reporting**. Initiatives with the comptrollership pilot departments, the Performance and Planning Exchange, networks involving provincial contacts, and the CCAF Public Performance Reporting Program all provide important forums for developing departmental capacity.

To provide performance information on collective results, the government will:

4. **develop measurement approaches** in specific areas of social policy in accordance with commitments made under the Social Union Framework Agreement, and begin reporting to citizens on these areas;
5. improve intergovernmental and interdepartmental results-based management and performance reporting by **promoting the development of performance or accountability frameworks**. Annex B will evolve to respond to user comments and provide ongoing information on collective results in the electronic version; and
6. promote use of the Fall Performance Package as a 'database' of results and performance information to provide **syntheses of performance information on horizontal issues**.

To increase the government's policy and reporting capacity, the government will continue to:

7. **explore the selection and use of societal indicators** for more comprehensive reporting as an added dimension of information for parliamentarians;





8. **monitor and track sectoral performance indicators** to support policy analysis and management and improve the linkages between societal, collective and departmental performance information streams; and

To improve transparency and reporting to Parliament and the public, the government will:

9. **proceed with the second phase of the Improved Reporting to Parliament Project** to tailor Estimates information to parliamentary needs, streamline reporting to ease the information burden, and renew and strengthen processes for engaging parliamentarians in results and performance areas;
10. **continue to improve Internet access** to information on results-based plans and performance and related cost information, in ways that facilitate parliamentary use and meet public needs and interests;
11. **work with parliamentarians and staff to build a better understanding** of what new mechanisms are needed to ensure a better dialogue between parliamentary committees and the government, particularly with respect to collective results and broader policy issues. Part of this process will also include networking with federal and provincial legislators and central agency staff in order to exchange lessons learned regarding improved reporting; and
12. **review the overall approach and projects**, as appropriate, to ensure ongoing learning and improvements in reporting to Parliament.





ANNEX A: PERFORMANCE INFORMATION ON STATUTORY EXPENDITURES AND SPECIAL PURPOSE ACCOUNTS

Each year, this report has examined the availability of performance information on some aspect of federal government programs and policies. This year, the focus is on statutory programs — those whose continued funding is authorized by legislation, rather than by annual appropriations.

Based on Part II of the 1999–2000 Estimates, total statutory expenditures are predicted to be over \$105 billion. By far the greatest amount (almost half) goes to debt service, followed by federal-provincial transfers and transfers to seniors. All statutory expenditures greater than \$100 million are shown in the table below except departmental contributions to employee benefits and salaries for Parliament and the Judiciary. The Canada Pension Plan (CPP) and Employment Insurance (EI) are not included in the Estimates as statutory programs although they do involve important legislated transfers of money to Canadians. They are classified instead as specified purpose accounts. The CPP is a joint federal-provincial program. In 1997–98, it paid about \$17.5 billion in benefits. EI is funded by contributions from employees and employers. Its payments in 1997–98 were almost \$11.8 billion. The administrative costs for both programs appear in the Human Resources Development Canada estimates.

The review of statutory programs was raised as a special issue in the recent 51st Report of the Standing Committee on Procedure and House Affairs.⁵⁸ To ensure that these expenditures received proper attention, the Committee wanted the government to establish cyclical schedules for the evaluation of statutory programs and for their review by appropriate standing committees. The Auditor General raised similar concerns in recent reports about the evaluation and scrutiny of statutory programs.⁵⁹

Just what is the state of performance information for the major statutory programs? The findings in the table below are based on the database of reviews kept by TBS,⁶⁰ previous Departmental Performance Reports and consultations with program managers. At the time of writing, the 1998–99 Performance Reports were not yet available. They may contain more recent information.

In the MS-Word and HTML versions of this document, available at <http://www.tbs-sct.gc.ca/rma>, working hyperlinks have been inserted for the references to performance information. Departmental Performance Reports are available at <http://www.tbs-sct.gc.ca/rma/dpr/dpre.html>.

⁵⁸ <http://www.parl.gc.ca/InfoComDoc/36/1/PRHA/Studies/Reports/prharp51-e.htm>

⁵⁹ 1998.8.11, 1997.5 Annex B, 1997, Matters of Special Importance, Issue 4, 1992.6.18

⁶⁰ Results and Performance Database: <http://www.tbs-sct.gc.ca/rma/database/database.html>





Largest Statutory Expenditures and Specified Purpose Accounts 1999–2000	Performance Information
Agriculture and Agri-Food Canada	
Crop Insurance: \$223 million	<ul style="list-style-type: none"> ▪ 1996, 1997 and 1998 Departmental Performance Reports
Net Income Stabilization: \$213 million	<ul style="list-style-type: none"> ▪ 1996, 1997 and 1998 Departmental Performance Reports; 1996–97 Net Income Stabilization Account Program (NISA) Evaluation
Department of Finance Canada	
International Development Association: \$361 million	<ul style="list-style-type: none"> ▪ Report on the <i>Bretton Woods and Related Agreements Act</i>; press release on Bank of Thailand loan
International Monetary Fund Loan (non-budgetary): \$161 million	
Bank of Thailand Loan (non-budgetary): \$104 million	
Debt Service: \$42,500 million	<ul style="list-style-type: none"> ▪ 1997 and 1998 Departmental Performance Reports; Public Debt Management – 1997 Review ; Public Debt Management – 1996 Evaluation – Part 3 Evaluation; Public Debt Management – Evaluation – Year 2 (1994) Evaluation; Public Debt (1993) Audit
Equalization: \$9,288 million	<ul style="list-style-type: none"> ▪ 1997 and 1998 Departmental Performance Reports
Canada Health and Social Transfer: \$12,500 million	<ul style="list-style-type: none"> ▪ 1997 and 1998 Departmental Performance Reports; Social Indicators for the Strategic Evaluation of Major Social Programs (HRDC 1998) Evaluation





Department of Foreign Affairs and International Trade	
International Financial Institutions: \$326 million	<ul style="list-style-type: none"> ▪ Information from the supported banks and institutions
Export Development Corporation Canada Account Concessional Loan Disbursements and Loan Provisioning (budgetary): \$130 million	<ul style="list-style-type: none"> ▪ 1997 Departmental Performance Report; Creating Capacity: An Evaluation of EDC's Role in Canada's Export Credit System (1999) Evaluation; Summary of the Report to the Treasury Board on EDC's Canada Account Operations (1996) Review; Gowlings Review of the <i>Export Development Act</i> (1999) Review
Export Development Corporation Canada Account Disbursements less Repayments (non-budgetary): \$108 million	
Human Resources Development Canada	
Provisions for Student Loan Liabilities: \$259 million	<ul style="list-style-type: none"> ▪ 1997 and 1998 Departmental Performance Reports; Canada Student Loan Program (1997) Evaluation
Provisions for Student Financial Assistance Interest: \$632 million	<ul style="list-style-type: none"> ▪ 1998 Departmental Performance Report
Registered Educational Savings Plan: \$385 million	<ul style="list-style-type: none"> ▪ Program started in 1998; too new for performance information
Canada Study Grants: \$112 million	<ul style="list-style-type: none"> ▪ Program started in 1998; too new for performance information
Old Age Security: \$18,172 million	<ul style="list-style-type: none"> ▪ 1997 and 1998 Departmental Performance Reports; numerous HRDC evaluation reports and briefs
Guaranteed Income Supplement: \$4,938 million	
Spouses' Allowance: \$390 million	
Canada Pension Plan – Specified Purpose Account	<ul style="list-style-type: none"> ▪ 1997 and 1998 Departmental Performance Reports; numerous HRDC evaluation reports and briefs
Employment Insurance – Specified Purpose Account	<ul style="list-style-type: none"> ▪ Employment Insurance Monitoring and Assessment Reports; numerous HRDC evaluation reports and briefs
Indian and Northern Affairs Canada	
Land Claims Settlement Payments: \$128 million	<ul style="list-style-type: none"> ▪ 1996, 1997 and 1998 Departmental Performance Reports; Band and Individual Trust Accounts Phase III – Project 97/05, Audit of (1998) Audit; Band and Individual Trust Accounts – Project 96/09 (1997) Audit; Specific Claims – Project 93/11 Audit; Inuvialuit Final Agreement (IFA): Environmental and Wildlife Protection Evaluation





ANNEX B: PERFORMANCE INFORMATION ON COLLECTIVE RESULTS

Chapter 2 of this report noted that the Social Union Framework Agreement Agreement emphasizes a results-based approach to renewing and modernizing Canadian social policy. This approach is based on partnering to manage interdependencies, resolve conflicts, and reflect citizens' values in responding to their expectations. Accountability for collective results is a key component of this agreement and requires clearly articulated results commitments, the establishment of appropriate measures for outcomes, and public reporting.

In addition to Social Union initiatives, there are other interdepartmental and intergovernmental arrangements in place that reflect a results-based approach. This annex provides examples in which the results-based strategy (identify key results, measure and report on progress) already exists in interdepartmental and intergovernmental arrangements. To facilitate access to this type of information, the annex indicates where measurement frameworks are in place and where performance evidence can be found.

In many instances, measurement and reporting are co-ordinated among partners. However, for initiatives without co-ordinated measurement and reporting, relevant information can be drawn out of the individual Departmental Performance Reports and other sources. Some examples of this type of work are also included in this annex.

In the first two sections of this annex, initiatives have been categorized as either intergovernmental or interdepartmental, although these are not necessarily mutually exclusive. For example, although intergovernmental collaboration on key priorities is a predominant feature of the Social Union approach, federal interdepartmental co-operation will also be required.

Provincial collective results reporting is another important source of performance evidence and innovative measurement approaches. Some examples of this work are described in the third section of this annex.

In addition to learning from these specific arrangements and initiatives, TBS staff are using case studies to draw out more general trends in results-based accountability and management practices in the collective results area. A background report available on the Internet provides further detail and will continue to evolve over the year and identify other initiatives aimed at obtaining collective results information.⁶¹

⁶¹ <http://www.tbs-sct.gc.ca/rma/communic/prr99/collect/collecte.htm>





INTERGOVERNMENTAL EXAMPLES:

Description / Purpose	Measurement Framework	Performance Evidence or Syntheses
Canada–Saskatchewan Agri-Food Innovation Agreement		
<p>To facilitate the delivery of federal-provincial funding for the creation of wealth and opportunities for rural Saskatchewan in the agri-food industry.</p>	<p><i>Canada–Saskatchewan Agri-Food Innovation Agreement</i> signed in September 1995 http://www.agr.gov.sk.ca/afif/afif_agreement.htm</p> <p><i>Agri-Food Innovation Fund (AFIF) Evaluation Framework 1998–99</i> contains performance management and measurement frameworks for the AFIF Overall Program as well as for each of the eight Strategic Areas and five Reserve Funding Areas.</p>	<p>Past AFIF Annual Reports and Innovation Reports can be found at: http://www.agr.gov.sk.ca/afif/afif_publications.htm</p> <p>Results from individual projects will be posted upon completion of the project at: http://www.agr.gov.sk.ca/afif/afif_whats_new.htm</p>
Canada-wide Environmental Standards (Sub-agreement of the Canada-wide Accord on Environmental Harmonization)		
<p>To develop Canada-wide Standards for environmental quality and human health priorities that require a co-operative, co-ordinated federal, provincial and territorial approach. Governments will be accountable for implementing the standards and reporting to the public on results.</p>	<p>Will be outlined in Canada-wide Standards for six substances: http://www.mbnet.mb.ca/ccme</p>	<p>The first four Canada-wide Standards for ozone, particulate matter, mercury emissions, and benzene phase 1 will be presented to ministers this fall, for ratification in the spring of 2000. The standards will include commitments to public reporting on progress and results. The remaining Canada-wide Standards will be delivered in 2000.</p>
Climate Change Action Fund		
<p>To support the development of an implementation strategy to meet Canada's commitments under the Kyoto Protocol and to facilitate early action to reduce greenhouse gas emissions.</p>	<p>Established an accountability and evaluation framework that described how participating organizations will report on their performance on climate change, and established reporting requirements. http://climatechange.gc.ca/english/html/feature/feature.html</p>	<p>Starting in 2000, annual reports will be provided to the ministers of the Environment and of Natural Resources on the major achievements and usage of the funds. Evaluations will be carried over the three-year lifespan of the fund on the mechanisms and processes, as well as on achievements regarding outputs and intermediate results.</p>





Description / Purpose	Measurement Framework	Performance Evidence or Syntheses
Employability Assistance for Persons with Disabilities		
<p>Provide contributions to support measures that will enhance the economic participation in the labour market of working age adults with disabilities by helping them to prepare for, attain and retain employment.</p>	<p>Outlined in separate agreements between the federal government and all 10 provinces.</p> <p>Summary provided in TBS paper: <i>Analysis of Social Policy Renewal Initiatives</i> http://www.tbs-sct.gc.ca/rma/communic/prr99/socun/spre.htm</p>	<p>Reporting expected to begin in 2000.</p>
Great Lakes Action Plan – Great Lakes 2000		
<p>To renew and strengthen planning, co-operation and co-ordination between Canada and Ontario in implementing actions to restore and protect the ecosystem, to prevent and control pollution into the ecosystem, and to conserve species, populations and habitats in the Great Lakes Basin Ecosystem.</p>	<p>Outlined in the Canada–Ontario Agreement respecting the Great Lakes Basin Ecosystem: http://www.cciw.ca/green-lane/coa</p>	<p><i>Third Progress Report Under the Canada–Ontario Agreement Respecting the Great Lakes Basin Ecosystem 1997–1999</i> http://www.cciw.ca/green-lane/coa/third-progress-report</p> <p>Earlier reports are available at : http://www.cciw.ca/green-lane/coa</p> <p>Planning for renewal of the Great Lakes initiative is under way. A strategic framework is available at: http://www.cciw.ca/glimr/glnrenewal</p>
Knowledge Economy Partnership		
<p>To identify and capitalize on cross-jurisdictional opportunities to achieve common goals through the effective use of information technology and innovative service delivery approaches; dismantle bureaucratic barriers that impede citizens from receiving the quality service they deserve; establish a prototype for collaborative governance that is transportable to other jurisdictions.</p>	<p>Outlined in the <i>Evaluation Framework for the Knowledge Economy Partnership (KEP)</i>, April 1998.</p>	<p>http://www.gov.pe.ca/kep Evaluation in progress.</p>





Description / Purpose	Measurement Framework	Performance Evidence or Syntheses
Labour Market Development Agreements		
<p>To seek new partnerships with the provinces and territories in labour market development in order to: get unemployed Canadians back to work, allow greater provincial-territorial responsibility in the area of labour market development, create customized labour market arrangements that meet the needs of individual Canadians, reduce individuals' dependency on government assistance, and eliminate unnecessary overlap and duplication.</p>	<p>Outlined in separate agreements between the federal government and 11 provinces and territories (Ontario and Nunavut to be negotiated): http://hrdc-drhc.gc.ca/ei/common/lmaind.shtml</p>	<p>EI Summary Report 1998: http://hrdc-drhc.gc.ca/ei/employ/sp121898/sum.shtml (reports to be conducted annually).</p> <p>Three-year review to be undertaken by each jurisdiction.</p>
National Child Benefit		
<p>The overall goals of the National Child Benefit (NCB) are to reduce child poverty and increase labour force attachment. Through the Canada Child Tax Benefit, federal benefits are increasing for all low-income families, which will, over time, displace and eventually replace welfare benefits for children. It is intended to provide a common child income benefit to all low-income families regardless of their source(s) of income. Complementary benefits and services are provided by provincial, territorial and First Nations re-investments.</p>	<p>Initial progress indicators are contained in the NCB Progress Report.</p>	<p>Starting in the fall of 2000, annual reports will describe the initiative's latest results.</p> <p>The first NCB Progress Report was released in May 1999: http://socialunion.gc.ca/</p> <p>An evaluation assessment is being developed prior to evaluation.</p>





Description / Purpose	Measurement Framework	Performance Evidence or Syntheses
North American Agreement on Environmental Co-operation (Canada-Mexico-U.S.)		
<p>To foster conservation, protection and enhancement of the North American environment for the benefit of present and future generations, in the context of increasing economic, trade and social links among Canada, the U.S. and Mexico.</p>	<p>The NAAEC is the parallel environmental co-operation agreement to the North American Free Trade Agreement. It creates a framework whereby trade and environment-related goals can be pursued in a co-operative way.</p>	<p>A four-year review of the NAAEC made by an independent review committee assesses the performance of the Commission on Environmental Co-operation (CEC). http://www.cec.org/english/procurement/callfor.cfm?format=2</p> <p>Information on CEC programs and projects can be found in the CEC newsletter <i>Ecoregion</i> (available from the CEC or on its Web site http://www.cec.org)</p>
Partnership on Youth Employment		
<p>The purpose of the new federal-provincial-territorial partnership is to take action that will support the common vision and goals both orders of government share with respect to youth employment.</p>	<p>Outlined in the Federal-Provincial-Territorial Partnership on Youth Employment, Forum of Labour Market Ministers, March 1998.</p>	<p><i>First Annual Profile of Canadian Youth in the Labour Market</i>, Forum of Labour Market Ministers, 1999.</p> <p>This report provides a benchmark to measure progress: www.hrdc-drhc.gc.ca/labour/lab062599/lab062599b.shtml</p>
St. Lawrence Vision 2000 (SLV 2000)		
<p>With a view to maintaining both sustainable development and the progress achieved in the first two phases, phase three has a threefold objective:</p> <ul style="list-style-type: none"> ▪ protect the health of the ecosystem; ▪ protect human health; and ▪ involve riverside communities in the process of helping to make the St. Lawrence more accessible and recover its former uses. 	<p>Outlined in the Canada–Quebec Agreement respecting the St. Lawrence Ecosystem: http://www.slv2000.qc.ec.gc.ca/slv2000/english/action_plan/plan_welcome.htm</p> <p>A more detailed interdepartmental performance framework is currently under development.</p>	<p>Five-year reports are available.</p> <p>Phase 1 (1988–1993).</p> <p>Phase 2 (1993–1998): http://www.slv2000.qc.ec.gc.ca/slv2000/english/library/report/report_home.htm</p> <p>Review by Environment Canada: <i>Revue de Saint-Laurent Vision 2000 composante d'Environnement Canada Rapport final, 1998</i> – Direction de la revue, Hull. Examen de programme, Bureau régional de Québec.</p>





Description / Purpose	Measurement Framework	Performance Evidence or Syntheses
Sustainable Forest Management – International Agreements (The Montréal Process)		
<p>To develop and implement internationally agreed criteria and indicators to measure conservation and sustainable management of temperate and boreal forests in Canada and abroad.</p>	<p>Measurement framework is still in development. Seven criteria and 67 indicators have been established and tested.</p> <p>Member countries report annually to the Liaison Office (Natural Resources Canada) on individual progress. http://www.mpci.org/meetings/santiago/santiago1_e.html</p>	<p>Progress on implementation of the Montréal Process on Criteria and Indicators for the Conservation and Sustainable Management of Temperate and Boreal Forests – February 1997 http://www.mpci.org/meetings/progress/progress1_e.html</p> <p><i>Report on the Intergovernmental Forum on Forests (IFF) on its third session (Geneva 3-14 May 1999) – Programme Element 1.b: Reviewing, Monitoring and Reporting on Progress in the Management, Conservation and Sustainable Development of all types of Forests.</i> http://www.un.org/esa/sustdev/docsiff3.htm</p>





INTERDEPARTMENTAL EXAMPLES:

Description / Purpose	Measurement Framework	Performance Evidence or Syntheses
Canadian Strategy on HIV/AIDS		
To strengthen Canada's capacity to respond to the complex and unstable nature of multiple HIV epidemics in Canada.	Established through an accountability framework developed by Health Canada and Correctional Service Canada. Available on request from Health Canada via e-mail to jerzy_jarmasz@hc-sc.gc.ca or telephone (613) 954-8736.	Annual Reports: 1 st Annual Report – in progress
Family Violence Initiative		
To reduce family violence in the Canadian population, particularly as it relates to women and children.	Established through an accountability framework developed with 11 federal departments and agencies. Available on request from Health Canada via e-mail to jerzy_jarmasz@hc-sc.gc.ca or telephone (613) 954-8736.	Annual Reports: 1 st Annual Report http://www.hc-sc.gc.ca/hppb/familyviolence/ 2 nd Annual Report – in progress
Government-wide Reporting on Sustainable Development Programs		
To provide a synthesis of departmental and agency performance information on collective results reporting for federal government sustainable development programs.	Published by department in: 1998 Departmental Performance Reports: http://www.tbs-sct.gc.ca/rma/dpr/97-98/9798dpre.html ; and 1999 Reports on Plans and Priorities: http://www.tbs-sct.gc.ca/tb/estimate/pub3e9900.html	TBS synthesis report http://www.tbs-sct.gc.ca/rma/communic/prr99/susdev/susdeve.htm
International Business Development/Team Canada Inc. Business Plan 1999–2002		
To create jobs and prosperity by assisting Canadian firms to take full advantage of international business opportunities and facilitating the flow of investment and technology.	Established in <i>International Business Development – Business Plan 1998–2001</i> : http://www.exportsource.gc.ca/ibd/english/cover_e.htm	2 nd Annual Report: http://www.infoexport.gc.ca/section4/final98-e.asp 3 rd Annual Report: http://www.infoexport.gc.ca/section4/tcachieve-e.asp





Description / Purpose	Measurement Framework	Performance Evidence or Syntheses
Results and Performance Information on Children		
Consolidation of results and performance information on children that were distilled from the 1998 Departmental Performance Reports and the 1998–99 and 1999–2000 Reports on Plans and Priorities.	Published by departments in: 1998 Departmental Performance Reports: http://www.tbs-sct.gc.ca/rma/dpr/97-98/9798dpre.html ; and 1998–99 and 1999–2000 Reports on Plans and Priorities: http://www.tbs-sct.gc.ca/tb/estimate/pub3e9900.html	TBS synthesis report, which is available upon request from the Treasury Board of Canada Secretariat Telephone: (613) 957-7042 E-mail: CB-DFC@tbs-sct.gc.ca
Results and Performance Information on Persons with Disabilities		
Consolidation of results and performance information on persons with disabilities that were distilled from the 1998 Departmental Performance Reports and the 1998–99 and 1999–2000 Reports on Plans and Priorities.	Published by departments in: 1998 Departmental Performance Reports: http://www.tbs-sct.gc.ca/rma/dpr/97-98/9798dpre.html ; and 1998–99 and 1999–2000 Reports on Plans and Priorities: http://www.tbs-sct.gc.ca/tb/estimate/pub3e9900.html	TBS synthesis report, which is available upon request from the Treasury Board of Canada Secretariat Telephone: (613) 957-7042 E-mail: CB-DFC@tbs-sct.gc.ca





EXAMPLES OF PROVINCIAL COLLECTIVE REPORTING:

Description / Purpose	Measurement Framework	Performance Evidence or Syntheses
Government of Alberta: Measuring Up		
<p><i>Measuring Up</i> is an annual report on the performance of the Government of Alberta in achieving results compared to the targets set out in the Government Business Plan.</p>	<p>Outlined in <i>Measuring Up 1998–99</i>, which can be found at: www.treas.gov.ab.ca</p>	<p><i>Measuring Up 1998–99: Government of Alberta Annual Report</i> www.treas.gov.ab.ca</p>
Government of Newfoundland and Labrador: People, Partners and Prosperity: A Strategic Social Plan for Newfoundland and Labrador 1998		
<p>The <i>Strategic Social Plan</i> is an overall framework designed to integrate social and economic planning and development in regions, and enhance interdepartmental co-operation.</p>	<p>Outlined in the <i>Strategic Social Plan 1998</i>, which can be found at: http://www.gov.nf.ca/sspl/</p>	<p>Public reporting to begin within the next five years.</p>
Government of Nova Scotia: Nova Scotia Counts		
<p><i>Nova Scotia Counts</i> is an initiative that reports results on government outcomes and outcomes measures for the Government of Nova Scotia.</p>	<p>Outlined in <i>Government by Design 1998–99</i>, which can be found at: http://www.gov.ns.ca/prio/Pub.htm</p>	<p><i>Nova Scotia Counts</i> http://www.gov.ns.ca/prio/Pub.htm</p>





ANNEX C: SOCIETAL PERFORMANCE INFORMATION

This annex provides examples of reports by external organizations that use societal performance information. A brief description of each study and its Web site location is provided. In the Internet version of this annex, the reader can directly navigate to specific references. Additional information, including a brief synopsis of key policy issues, societal indicators and performance evidence given by each study is provided in a background paper entitled *Working with Societal Indicators*.⁶²

Description / Purpose	Measurement Framework and/or Performance Evidence
Canadian Council on Social Development: Personal Security Index	
The Personal Security Index is a tool that measures Canadians' economic and physical state of security.	<i>The Personal Security Index 1999: How confident are Canadians about their economic and physical well-being?</i> http://www.ccsd.ca/pr/psihle.htm
Canadian Council on Social Development: Progress of Canada's Children 1998	
The Progress of Canada's Children tracks indicators over time to monitor the environments in which children live and grow and to see how well they are doing.	<i>The Progress of Canada's Children 1998: Focus on Youth</i> , December 1998. http://www.ccsd.ca/pcc98
Canadian Institute for Health Information (CIHI): National Consensus Conference on Population Health Indicators – Final Report	
This project used a collaborative process to identify measures that should be used to report on the health of Canadians and the health system. Based on the key indicators identified, comparative performance information will be compiled and shared with Canadians from coast to coast.	<i>National Consensus Conference on Population Health Indicators – Final Report</i> http://www.cihi.ca/newinit/phidoc.htm
Canadian Policy Research Networks: Policies and Outcomes for Young Children	
<i>Policies and Outcomes for Young Children</i> looks to measure and compare the well-being of children in five countries, including Canada.	<i>An International Comparison of Policies and Outcomes for Young Children</i> , by Shelly Phipps, April 1999. http://www.cprn.com/pubs/files/pubs-f_e.html

⁶² <http://www.tbs-sct.gc.ca/rma/communic/prr99/socind/socinde.htm>.





Description / Purpose	Measurement Framework and/or Performance Evidence
Canadian Policy Research Networks: Securing the Social Union	
<p>The social union project seeks to identify concrete steps to specific design options in support of the federal-provincial-territorial discussion on the social union.</p>	<p><i>Securing the Social Union</i> by Kathy O'Hara with the assistance of Sarah Cox. http://www.cprn.com/pubs/files/pubs-c_e.html</p>
Centre for the Study of Living Standards: An Index of Economic Well-being for Canada	
<p>The report develops an index of economic well-being for Canada using a framework that identifies four central elements: effective per capita consumption flows, net societal accumulation of stocks of productive resources, poverty and inequality, and indicators of security.</p>	<p>An Index of Economic Well-being for Canada, by Lars Osberg and Andrew Sharpe, October 1998. (Appendix tables available at same site.) http://www.csls.ca/index.html</p>
Conference Board of Canada: Performance and Potential 1998	
<p><i>Performance and Potential</i> reports attempt to create an understanding of the roots of Canada's high quality of life and the challenges that must be met if Canada's premier position in the world is to be preserved.</p>	<p><i>Performance and Potential 1998</i>, is the third annual report since the project began in 1996. For more information, visit the Conference Board of Canada site: http://www2.conferenceboard.ca</p>
Federation of Canadian Municipalities (FCM): Quality of Life Indicators	
<p><i>The FCM Quality of Life Reporting System</i> aims to develop a global picture of living conditions within Canadian cities and identify trends and issues that might escape traditional measures of public policy outcomes.</p>	<p><i>The FCM Quality of Life Reporting System: Quality of Life in Canadian Communities</i>, Phase I Report. http://www.fcm.ca/english/communications/backgrounder.htm</p>
Policy Research Initiative: Sustaining Growth, Human Development and Social Cohesion in a Global World	
<p>The Policy Research Initiative's objective is to build a solid foundation of horizontal research upon which future public policy decisions can be based.</p>	<p><i>Sustaining Growth, Human Development and Social Cohesion in a Global World</i>. http://www.schoolnet.ca/pri-prp/keydocs/sustain99/index-e.htm</p>





ANNEX D: EXTERNAL ADVISORY PANEL

The External Advisory Panel, chaired by the Secretary of the Treasury Board, provides advice on the preparation of the President of the Treasury Board's annual report *Managing for Results*.

The panel, which generally meets three times per year in Ottawa, is comprised of academics, provincial representatives and other non-federal stakeholders.

Members as of October 1999:

Mr. Ercel Baker
Chairman and President
Baker Group International Inc.

Dr. James Nininger
President and CEO
The Conference Board of Canada

Mr. Jean-Pierre Boisclair
President
CCAF-FCVI Inc.

Mr. Dennis Pilkey
Director, Statistics
Nova Scotia Department of Finance

Mr. Ian C. Davies
Office of the Auditor-General
of British Columbia

Dr. George Post
Policy Consultant

Mr. Richard Goodkey
Performance Measurement
Alberta Treasury

Mr. Michael H. Rayner, FCA
President
Canadian Institute of Chartered Accountants

Dr. François Lacasse
Université du Québec à Hull

Dr. Alasdair Roberts
Associate Professor
School of Policy Studies
Queen's University

Dr. Alice Nakamura
Professor, Faculty of Business
University of Alberta

Dr. David Zussman
President
Public Policy Forum





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