

Sustainable Development Strategy 2001–03

President's Message



In 1968, the people of the world first saw the image of their planet suspended in space like a delicate blue marble – an event that many have cited as the birth of a true planetary awareness.

As inspiring as this event was, it has taken decades of effort by millions of people – from Nobel Laureates to concerned citizens working in their communities – to turn awareness and ideas into action and results. Among those working to preserve and protect their fragile home are tens of thousands of Canadians – many of them, I am proud to say, members of Parliament and the Public Service of Canada.

Canadians are concerned about the health of their planet and want government to reflect that concern. In response, the Government of Canada has made a commitment to uphold the principles of sustainable development.

Sustainable development provides a framework for the integration of environmental policies and economic development strategies. It recognizes that development is essential to satisfy human needs and improve the quality of human life. At the same time, development must be based on the efficient and environmentally responsible use of all of our resources: natural, human and economic.

In the 1999 Speech from the Throne, the Government of Canada committed itself to placing greater emphasis on sustainable development in its decision making and to becoming a model of environmental excellence in its own operations.

Fostering sustainable development is a natural complement to the Treasury Board of Canada Secretariat's modern management agenda. The publication *Results for Canadians* sets out a management framework for the Government of Canada that will sharpen our focus on citizens, on managing for results and on a clear set of values. This new blueprint for change will also guide the Treasury Board of Canada Secretariat as it turns sustainable development principles into action and, together with departments, advances the government's agenda for sustainable development. I am pleased to present this, our contribution to the second round of departmental strategies for sustainable development, to members of Parliament, to the staff of the Secretariat and to Canadians.

A handwritten signature in black ink, reading "Lucienne Robillard". The signature is fluid and cursive, with the first name and last name clearly distinguishable.

Lucienne Robillard, P.C., M.P.

Executive Summary

The well-being of all Canadians depends on the health of our environment and only development that is sustainable can ensure that health. The concept of sustainable development provides a basis for integrating environmental policies and economic development strategies.

The principles of sustainable development must also be applied to the way governments operate. At the federal level in Canada, sustainable development is not the business of only one department, but rather a shared responsibility among all departments.

The Treasury Board of Canada Secretariat (TBS), through the modern management agenda *Results for Canadians*, has committed itself to excellence in the public sector. It intends to meet this commitment by supporting departments and agencies in the management of human, financial, information and technology resources. Well-managed federal institutions, responsive to the needs of citizens and working collaboratively, are key to achieving the government's objectives and priorities, including sustainable development.

This Sustainable Development Strategy lays out the framework for the Secretariat's contribution to sustainable development in the federal government.

Our Sustainable Development Strategy for 2001–03

Building on the experience of the first strategy and the advice of TBS employees and other government departments, TBS has oriented the new strategy to four goals that reflect the department's evolving role in the modern management agenda:

1. Facilitating solutions and supporting departments in achieving sustainable development goals;
2. Investing in infrastructure to improve the quality of life of Canadians;
3. Enhancing the Secretariat's capacity to take sustainable development into account in its programs and activities; and
4. Reducing the environmental impact of our operations.

Strategy Highlights

As part of our commitment to helping departments achieve their sustainable development goals, TBS will continue to find meaningful ways to incorporate the principles of sustainable development in policies and tools. Its work in this area will focus on two important horizontal issues: *performance measurement and reporting*, and *reducing federal emissions of greenhouse gases*.

TBS will work with departments to improve the current framework for measuring and reporting progress on sustainable development and greening government operations. For example, TBS is leading in the development of a federal inventory of contaminated lands and landfill sites, new accounting practices for costs and liabilities, and new guidelines and standards for the management of these sites. This work will help departments in the management and clean-up of contaminated sites and ensure a more consistent approach to management and reporting across the federal government.

TBS will be working with departments together to carry out the federal government's commitment to address climate change. Initiatives will be implemented in the area of real property, fleet management and human resources management that will support departments' efforts to reduce the greenhouse gas emissions from their operations. In particular, TBS will implement and promote the government-wide *Telework Policy* and work with departments to improve the fuel efficiency of the federal fleet.

The implementation of Service Canada and Government On-Line will facilitate departments' delivery of services in a more sustainable manner. The services of different departments and agencies will be located together, and electronic and telephone services will be provided that meet clients' needs while reducing paper consumption and the need to travel.

TBS will also be contributing directly to sustainable development through its five-year Infrastructure Canada Program. A significant proportion of the Program's resources will go to projects to improve air and water quality. Also, all projects will be subject to the *Canadian Environmental Assessment Act*.

More than ever, effective policy work depends on a broad base of knowledge and an understanding of the interrelationship between events. As a learning organization with a culture that values innovation and continuous improvement, TBS recognizes that it must increase its understanding of the way that sustainable development is related to its work. To do so, it will raise awareness of sustainable development issues within TBS, provide targeted training and undertake case studies in selected areas of its mandate.

Finally, TBS will renew its efforts to reduce the impact of its operations on the environment by focusing on the five areas where it can effect change – solid waste, energy consumption, procurement, fleet and regulated substances. Benchmarking current programs to provide direction to new ones and to encourage employees to adopt best practices will be the first order of business.

Conclusion

This strategy is moving the Secretariat “up the learning curve.” With a focus on measuring results, partnering with other departments to make progress on horizontal issues and enhancing its capacity to incorporate sustainable development principles in its programs and activities, TBS is supporting the federal government’s commitment to sustainable development and improving the quality of life for Canadians.

Introduction

The federal government in the new millennium

Canada has entered both a new millennium and a new era. With its success in eliminating the federal deficit, the Government of Canada is now able to make responsible and considered investments in Canada's future.

As outlined in the 1999 Speech from the Throne and in the March 2000 federal budget, the government's program is an ambitious one, aimed at improving the quality of life for all Canadians. The government's vision for Canada is that of a country free from a crippling deficit, able to make choices and investments to build the kind of society it wants. Whether these investments are made to secure the future of the nation's families, to develop the skills needed to compete, or to ensure development that is sustainable, federal institutions that are responsive and well-managed will be critical to the achievement of the government's goals.

The way in which government manages must take account of external influences and shifts in society's needs and interests. The federal government today operates in a complex and changing world that more than ever demands effective public sector management. The management framework for federal organizations must respond to increased globalization, shifts in technology, the rapid emergence of a knowledge economy, demographic challenges, changing structures of federalism and new public priorities.

Public institutions managed to the highest standards, able to support government programs and services through continuous improvement and modern management practices, are vitally important to Canada's well-being. In this capacity, the Treasury Board and its Secretariat play an important role in fulfilling the government's commitment to continually improving the way federal departments and agencies are managed.

In March 2000, the President of the Treasury Board issued a document entitled *Results for Canadians: A Management Framework for the Government of Canada*. This framework articulates four key commitments: citizen focus, public service values, results and responsible spending. The Secretariat, through advice to the Treasury Board, will assist the Government of Canada in meeting these commitments in an integrated way – one which will consider and balance environmental, economic, social, cultural and ethical interests.

The role of government in the journey towards sustainable development

The 1986 World Commission on Environment and Development (the Brundtland Commission) defined sustainable development as development that meets the needs of the present without compromising the ability of future generations to meet their own needs.¹ This definition has been adopted in federal legislation and in the amendments to the *Auditor General Act* that established the Commissioner of the Environment and Sustainable Development and serves as a building block for the Sustainable Development Strategy of TBS.

Sustainable development provides a framework for the integration of environmental and social policies and economic development strategies. While it recognizes that development is essential to satisfy human needs and improve the quality of human life, it acknowledges too that development must be based on the efficient and environmentally responsible use of all of our resources: natural, human and economic.

In current work by the Government of Canada on sustainable development, it is defined in terms of integrated decision making, with three major elements:

- the long-term preservation and enhancement of economic, social and natural capital, in order to improve the quality of people's lives and ensure a continuing legacy for the future;
- a horizontal perspective that incorporates social, economic and environmental factors; and
- a recognition of the interdependence of domestic and global activities.

Cohesive societies, ones that balance these elements, consider the social, environmental and economic implications of their decisions and create policy frameworks to unify the goals of government, industry, institutions, communities and individuals. Finding and keeping this balance in all areas of our work is, in essence, the challenge of sustainable development strategies.

To achieve sustainable development, the government must embrace an approach to public policy and delivery that is comprehensive, integrated, open and accountable, and that embodies a commitment to continuous learning, sharing and improvement.² Because the federal government cannot make progress on this journey alone, co-operation is an essential element – within the federal government, among different levels of government and – importantly – between government, the private sector and Canadians.

Responsive and well-managed federal organizations, oriented to the needs of citizens and working in collaboration with other levels of government, the private sector and the not-for-profit and voluntary sectors, are critical to the achievement of national goals, including sustainable development. Treasury Board and its Secretariat, acting together as the government's management board, help the government to manage its human, financial, information and technology resources so that these resources better accomplish the government's objectives and

priorities. Supporting the government's efforts to achieve sustainable development complements this role.

Requirement for a sustainable development strategy

In 1995 the Government of Canada set out its plan to transform sustainable development from a concept to action. As a consequence, amendments to the *Auditor General Act* were introduced that require ministers to have their department or agency prepare a sustainable development strategy, table the strategy in the House of Commons and update the strategy at least every three years.

It was intended that each department would use the “lens of its own mandate when examining the concept of sustainable development and in developing the objectives and actions plans that [would] underpin their strategies.”³ The current document is our second Sustainable Development Strategy that demonstrates the commitment of TBS to this approach.

The 1995 amendments also created the position of Commissioner of the Environment and Sustainable Development within the office of the Auditor General. The Commissioner monitors and reports to the Parliament on how well federal departments and agencies, including TBS, meet the objectives and implement the actions set out in their strategies.

In his 1998 and 1999 reports, the Commissioner examined what departments had done to meet the legislated requirement on sustainable development and how well they were implementing their strategies. Although a good first effort, our 1997 strategy was not entirely successful in meeting the Commissioner's expectations.

Nevertheless, the Secretariat gained valuable experience during the development and implementation of the 1997 strategy. In the Sustainable Development Strategy for 2001–03, TBS applied the lessons learned from the earlier strategy, sought suggestions and listened to advice, and has endeavoured – in the words of the Commissioner – “to move up the learning curve.”

A Commitment to Continuous Learning and Improvement

The Treasury Board of Canada Secretariat is committed to a process of continuous learning and improvement. Much of the management board's work focuses on continuous improvement: working with departments to refine management policies and standards, approving expenditures, facilitating the exchange of best management practices and improving planning processes. A detailed profile of TBS's mandate, organization and current priorities is provided in Annex 1 and is intended to provide a context for the Secretariat's work.

Sustainable development is both a destination and a journey. When the federal government launched the sustainable development strategy process, it recognized that sustainable development is not a fixed state and will not be accomplished through a one-time effort. Organizations begin with a working definition of sustainable development and, by striving to achieve it, redefine their goals and expand their knowledge, understanding and skills.

Our approach to renewing our sustainable development strategy comprised three steps:

1. Recognizing the challenges ahead (setting directions by means of an "issue scan" and participation in interdepartmental fora);
2. Learning from past experience (conducting an evaluation of the first strategy); and
3. Improving systems and plans (considering key findings and recommendations gathered through consultations with others, amending our plans and implementing required systems).

Recognizing the challenges ahead

Understanding the context within which TBS operates, the influences on our work, and the needs of other departments is essential to developing a meaningful and effective strategy for the Secretariat. The issue scan and consultations are complementary sources of information that provide direction to our work, help us choose priorities and validate our proposed course of action.

In preparing its 2001–03 strategy, TBS relied on several sources to inform its commitments and action plan. These were

- an internal issue scan (survey of our employees and discussions of sustainable development issues for the Secretariat);
- a review by TBS's senior management committee of goals and directions;
- selected consultations of other departments (Natural Resources Canada, Public Works and Government Services Canada, and the Department of Finance Canada);

- other relevant discussions (the Leaders Forum on Sustainable Development and the Manitoba Federal Regional Council workshop on Sustainable Development);
- the interdepartmental committee on sustainable development in government operations;
- annual reports from the Commissioner of the Environment and Sustainable Development; and
- consultation with departments on TBS's discussion paper.

The internal issue scan identified a few areas where TBS's activities have a direct impact on the environment – its own operations and the delivery of the Infrastructure Canada Program. In other areas of its mandate TBS's impact is indirect. Through policies, guidelines, analysis and recommendations, the Secretariat can influence or set the stage for departmental actions that promote sustainable development. The issue scan identified key policy areas in which TBS should continue to play a facilitating role: real property, procurement and asset management, and human resources. The issue scan and the evaluation of the 1997 strategy also underlined the need to understand better the links between sustainable development and our work, and to increase awareness of our achievements in this area in order to stimulate interest and innovative thinking within the Secretariat.

To obtain the perspective necessary for TBS to set appropriate directions and priorities, it is useful initially to look externally, specifically at other departments. Through interdepartmental fora, TBS identified two areas where government-wide action will be required. The first area is progress in integrating sustainable development in government operations and reporting on it, one of the eight themes identified by the interdepartmental committee for co-ordinated action.⁴ The second is the federal commitment to address climate change, which will require concerted action in the coming years.

Additional highlights of the issue scan and consultations are provided in Annex 2.

Learning from past experience

In keeping with its general commitment to continuous improvement in programs and service, TBS set up a team in July 1999 to renew its 1997 Sustainable Development Strategy. It began the process of renewal by evaluating the earlier strategy and drawing lessons from it.

The exercise focused thinking within the Secretariat on the next strategy. Findings were presented to senior management and used to establish the framework for the revised strategy. A summary of findings and recommendations for improvement is provided in Annex 3.

In addition to the recommendations from the evaluation, the team also took note of the expectations of the Commissioner of the Environment and Sustainable Development for the second round of strategies. These are to demonstrate a commitment to continuous improvement; to conduct effective and meaningful consultations; to ensure interdepartmental co-ordination; and to include clear and measurable results and a system for effective implementation of the strategies.

Improving systems and plans

Continuous improvement in any area involves assessing existing conditions, setting targets for improvement, developing plans to meet those targets, monitoring implementation and reporting on progress. Strategies – especially sustainable development strategies – should be seen as part of a cyclical process of taking action and learning from experience, leading to improved policies and programs.

The issue scan, the evaluation and the consultations helped TBS choose its priorities and develop its action plan for the 2001–03 strategy. With this strategy, TBS is addressing some of the internal and external needs and gaps identified:

- more clearly articulated commitments and the introduction of a performance management framework;
- development of an accountability framework and naming of a Sustainable Development Champion for TBS;
- greater internal capacity and awareness;
- incorporation of ideas from other departments and links to key interdepartmental priorities, such as the reduction of greenhouse gas emissions from federal government operations, performance measurement and reporting on sustainable development, and sustainable communities; and
- renewed effort to address operational issues in line with commitments in *Sustainable Development in Government Operations: A Coordinated Approach*.⁵

The 2001–03 Strategy

Citizen participation in government decision making and sound public management are necessary to sustainable development. In its mandate and priorities outlined in Annex 1, TBS pursues sustainable development goals largely in collaboration with all federal departments and agencies. TBS's Sustainable Development Strategy articulates how, by following the modern management agenda of *Results for Canadians* and adhering to the department's core mandate, the Secretariat will advance sustainable development in the federal government.

The TBS Sustainable Development Strategy for 2001–03 is oriented to four goals:

1. Facilitating solutions and supporting departments in achieving sustainable development goals.
2. Investing in infrastructure to improve the quality of life of Canadians.
3. Enhancing the Secretariat's capacity to take sustainable development into account in its programs and activities.
4. Reducing the environmental impact of our operations.

The strategy that follows outlines for each of the four goals the specific results the Secretariat will be seeking and the actions it will undertake to achieve them.

Goal 1: Facilitating solutions and supporting departments in achieving sustainable development goals

TBS is committed to advancing sustainable development in the federal government by helping departments achieve their desired results through leadership and facilitation rather than control. The focus of our strategy is on continuing to find meaningful ways to integrate the principles of sustainable development in policies and programs. We will emphasize two important horizontal issues – performance measurement and reporting, and the commitment to reduce federal government greenhouse gases emissions.

First, in many areas of the TBS mandate, policies are already in place to support the integration of sustainable development principles and environmental considerations in decision making. Such a foundation is in place in the area of real property management, material management and procurement, and human resources management (see the References section in Annex 3). TBS will continue to look at new areas where it can promote sustainable development and will monitor existing policies and frameworks to determine if improvements are needed.

Second, implementing results-based management is a challenging but necessary undertaking initiated in 1995 through the *Managing for Results* agenda. The management system for sustainable development, advocated by the Commissioner of the Environment and Sustainable Development in his annual reports, reflects the same principles and steps articulated in the modern management agenda adopted by TBS. This earlier commitment has been renewed and

strengthened in the 2000 management agenda *Results for Canadians*, which emphasizes working horizontally to improve performance measurement and meaningful reporting.

Third, and finally, TBS will work with departments to make progress on the federal government's commitment to reduce its greenhouse gas emissions by 2010 as part of Canada's commitment to the Kyoto Protocol. Policies in areas such as real property, procurement and motor vehicles play an important role in setting the stage for departmental initiatives to reduce greenhouse gases and in supporting these initiatives. TBS will work interdepartmentally to facilitate progress towards the federal target by conducting analyses, reviewing policies where necessary and improving the collection and reporting of information to track progress.

Goal 1 – Objectives

1. Consider sustainable development in TBS policy development and programs.
2. Work with departments to improve performance measurement and reporting of sustainable development commitments.
3. Partner with departments to reduce greenhouse gas emissions from federal government operations.

1. Consider sustainable development in TBS policy development and programs

Work in five areas of TBS's mandate is expected to make a difference in the way departments manage for sustainable development.

(i) Steps towards integrating sustainable development in decision making

Consistent with the Government's commitment to emphasize sustainable development in decision making,⁶ TBS is committed to developing and applying a framework to guide the application of strategic environmental assessment to the development and revision of its policies and programs. This will enable Treasury Board ministers to consider, when appropriate, the scope of potential environmental impacts of proposed policies or programs of the Board and to mitigate them.

Because of the increasingly horizontal nature of issues and the shift away from prescriptive management by rules to results-based management, we must develop a workforce and culture that understands and manages risk in the context both of prudence and innovation. The risk-management approach increases our grasp of the consequences of our decisions, while permitting greater integration of various aspects of any decision (legal, social, economic, environmental). A new integrated risk-management framework is being developed by TBS to serve as a tool for departments to manage issues, provide a basis for anticipatory thinking and improve decision making.

Treasury Board Ministers have recently approved the Service Improvement Planning Initiative that promotes citizen-centred service delivery through departmental service improvement plans. These plans will focus on citizen-identified priorities for service improvement in order to

improve client satisfaction by 10 per cent by 2004–05. In its role as facilitator in this initiative, TBS will ensure that the guidebook and related tools for implementing service improvement planning identify sustainable development as an issue to be considered in the development of service improvement plans.

Actions

- Develop and apply a framework for the application of Strategic Environmental Assessment (SEA) to TBS policies and programs
- Develop and promote a risk-management framework, guides and tools for government-wide use
- Consider sustainable development in tools for citizen-centred service delivery

(ii) *Greening real property*

The foundation for protecting and preserving the environment when acquiring, using and disposing of real property was established by the Treasury Board *Real Property Environment Policy*, revised most recently in 1998. The development of the Contaminated Sites Management Framework will give added guidance to federal government managers of real property in the form of policies, guidelines, standards and reference materials. The elements of the framework will be developed in partnership with the interdepartmental Contaminated Sites Management Working Group. While several departments are taking a very active role in managing and cleaning up their contaminated sites, the intent of the framework is to provide guidance to all departments and ensure a consistent approach to the management and reporting of these sites.

Actions

- Strengthen all the elements of the real property suite of policies to encourage the greening of real property
- Develop the elements of the contaminated sites framework (for example, guidelines for “brownfields,” due diligence, management plans)

(iii) *Greening federal purchasing*

Many departments in the federal government have taken first steps in examining ways they can reduce the environmental impact of the goods and services they acquire. Examples can be found in the management of fleet requirements; in the acquisition of green products; in the inclusion of selection criteria for requests for proposals; in the terms and conditions of contracts for services; and in the identification of new suppliers and green products catalogues. The role of material managers has evolved over past decades to include, as set out in the *TBS Materiel Management Policy*, purchasing strategies; logistics planning; life-cycle costing of acquisition alternatives;

and the solving of daily operational and maintenance problems. Promoting the acceptance and use of environmentally sound products and practices is an integral part of the function of the departmental material manager. With a framework in place for material management, TBS continues to monitor its application and to collaborate with other departments, particularly Public Works and Government Services Canada and Environment Canada, to develop new tools and guidance for material managers and departments.

Two related challenges have been identified by departments in recent years: how to improve federal accountability and reporting in an environment characterized by a high number of decentralized decisions; and how to overcome the barriers to a more systematic implementation and tracking of “green” procurement. Interdepartmental collaboration was required to understand these challenges better and design appropriate solutions.

To this end, the Treasury Board Advisory Committee on Contracts (TBACC) formed a working group in November 1999 to advance the application of sustainable development principles in the procurement activities of the federal government. To promote the procurement and use of environmentally responsible goods and services, the group has begun work to review and document best procurement practices in the federal government with a view to developing a strategy based on them. TBS’s commitment is to work interdepartmentally to implement the recommendations of the TBACC.

Actions

- Implement the recommendations of the Treasury Board Advisory Committee on Contracts with respect to green procurement in the federal government

(iv) Sustainable communities and the Service Canada Initiative

The Service Canada Initiative helps departments and agencies develop one-stop access for Canadians to government services through key service-delivery channels – in person, electronically and by telephone. This initiative promotes sustainable development by locating services from different departments in common facilities (*co-location*), thereby creating efficiencies beneficial for the environment. It also promotes the use of electronic services over paper correspondence and enables clients to use the telephone rather than visit a service site.

In 1999–2000, over 110 access centres were opened, the Canada site on the Internet was upgraded and the 1-800-O CANADA general enquiry line was enhanced. As the Service Canada initiative develops, participating departments and agencies will be encouraged to measure its impact on the environment.

Actions

- Encourage departments to measure the impact of the Service Canada Initiative on the environment

(v) *Sustainable development and information technology*

TBS is working with departments to support the affordable and responsive delivery of government services through the strategic use of Information Management and Information Technology (IM/IT), and, in doing so, to deliver the following:

- a strategic IM/IT infrastructure that provides a secure and trusted environment in which to conduct business with citizens and the private sector;
- integrated governance frameworks to manage risks, guide investments and set standards; and
- a world-class government IM/IT workforce.

In line with these objectives and with the vision for the future set out in *Results for Canadians*, the major IM/IT initiative for the Secretariat and the public service is Government On-Line. Government On-Line will see information about key programs and services available electronically over the Internet by December 2000. The electronic medium will offer to citizens on demand information that is simple to change and update, with no need for paper. As a result, Government will have to produce, store and distribute fewer printed materials.

Actions

- Reduce the demand for paper by putting information about key government programs on the Internet
- Promote pilot and pathfinder projects that support the delivery of services electronically

A key component of Government On-Line is the Federated Architecture initiative, which allows for the development of common and shared IM/IT infrastructure components for government-wide use. It supports sustainable development by reducing the duplication of physical equipment and assets, as well as the human and financial resources needed to manage similar or identical systems and components in several departments.

The ultimate goal of Government On-Line is secure, seamless electronic service delivery available to citizens by December 2004. By developing strategies and frameworks to guide Government On-Line and monitoring progress and activities, TBS strategically enables departments' individual GOL programs to improve the delivery of services, many of which services promote sustainable development.

2. *Work with departments to report sustainable development commitments and to improve performance measurement*

Critical to the achievement of federal government goals, including sustainable development, are sound resource management and a focus on results for Canadians. TBS is therefore modernizing the way it exercises its comptrollership responsibilities, orienting itself more towards results and away from an emphasis on individual transactions and approvals. This represents a long-term effort to develop standards and practices to integrate financial and non-financial performance

information, to assess and manage risk properly, and to ensure appropriate control systems. It also represents an effort to improve the way in which the government assesses its performance and reports to Canadians.

The implementation of a comprehensive performance management framework requires wide-ranging changes that cannot be tackled all at once. Areas where changes are being introduced include accounting practices, indicators to assess performance, new roles and responsibilities, and the establishment of monitoring activities.

(i) *Government accounting to support sustainable development*

Using energy, water and waste disposal services more efficiently saves money, conserves natural resources, and prevents pollution. Therefore, accounting practices and financial reporting can play an important role in helping managers address environmental issues.

Under the new Financial Information Strategy (FIS), federal departments are currently implementing a new model of accounting and financial record-keeping that more closely resembles private sector practices. The FIS will bring benefits to departments such as a modern accounting and financial management environment; improved management information for decision making purposes; improved cost information; and an ability to benchmark with outside clients and stakeholders.

TBS will work with departments to determine whether cost data on selected aspects of departmental environmental management systems (for example, solid waste disposal and energy use) are available and can be reported easily. TBS will share and discuss its findings with departments.

Adopting full accrual accounting under the FIS will have an important effect on the way that the federal government manages its assets and liabilities. One change will be in the way that the government deals with contaminated sites. The TBS has issued a draft policy on Accounting for Costs and Liabilities Related to Contaminated Sites. This will provide guidance to custodial departments for determining and reporting the liability of the government for the remediation of contaminated sites. While the policy is expected to be finalized and effective when FIS and accrual accounting are fully implemented (during 2001–02), custodial departments are now reporting to TBS as part of the annual valuation of assets and unrecorded liabilities conducted for Public Accounts.

Considerable work remains on the identification and assessment of specific sites and on the development of management plans. While responsibility for the management, including the financing of assessment and remediation rests with individual departments, TBS is helping departments develop their inventories of sites in accordance with the requirements of the Treasury Board *Federal Contaminated Sites and Solid Waste Landfills Inventory Policy*, approved in 2000. The combination of new accounting methods, support for the establishment of databases of sites, and the overall management framework is intended to encourage a federal government-wide approach to managing and reporting on this issue.

Actions

- With departments, examine the availability of cost data in relation to departmental environmental management systems
- Establish a database on federal contaminated sites and solid waste landfills
- Finalize the policy on accounting for costs and liabilities related to contaminated sites

Assist departments in the development of their inventory, in the quantification of management plans for contaminated sites and in the assessment of their liabilities for these sites

(ii) *Reporting performance*

Information on performance is important for two reasons: to hold government accountable for its commitments and to inform the decisions and opinions of Canadians and decision-makers. Since 1995, TBS has been leading a long-term undertaking that emphasizes a management approach focused on results in planning, learning and reporting. In her annual report, *Managing for Results*, the President of the Treasury Board has highlighted the success of some departments and agencies using the new approach, as well as results and performance information on key initiatives in which more than one department or jurisdiction are working together.

Departments are increasingly working collaboratively on shared issues and forming partnerships with others outside the federal government to achieve results. Tracking progress and reporting on results in this environment is challenging. This is even more the case with a subject like sustainable development, in which boundaries are constantly changing. Many have recognized the need to develop comparable indicators and common reporting frameworks, and to share information and best practices. In 1999 TBS examined the information on sustainable development reported by departments as part of their 1998 Departmental Performance Reports. This examination contributed to the discussion of the feasibility of a government-wide framework on performance reporting.

Actions

- In collaboration with departments, establish a framework, including indicators, for reporting performance on sustainable development

While many initiatives, inside and outside government, are underway to seek consensus on indicators of sustainable development in Canada,⁷ there is greater expectation that departments will report on the environmental effects of their own operations. In 2000, under the leadership of Public Works and Government Services Canada, departments have rekindled efforts to take sustainable development into account in their operations and to report on it.⁸ As part of this horizontal initiative, TBS will work with departments to develop and implement a common framework, examining ways to ensure meaningful and streamlined reporting of results through the departmental performance reports.

3. Partner with departments to reduce greenhouse gas emissions from federal government operations

Addressing climate change is one of the federal government's key environmental priorities. The government is committed to showing leadership by reducing emissions from its operations by 31 per cent from 1990 levels by 2010. "Since 1990, through building retrofits, better fleet management, strategic 'green power' purchases, and the downsizing of operations, the Government of Canada has already achieved a 19-per-cent reduction. The Government of Canada will reduce its emissions by a further 12 per cent by 2010."⁹ Eleven departments, responsible for 95 per cent of federal emissions, are to achieve this target; they also have the task of tracking their emissions and reporting on progress annually. As a small, non-custodial department, TBS is not one of the eleven. It will, however, be working with designated departments in three areas key to meeting the federal target: federal buildings, the federal fleet and leadership in the workplace.

(i) Federal buildings

Federal buildings produce approximately 66 per cent of federal emissions. Emission reductions are achieved by retrofitting existing buildings with energy-saving lights, motors, windows, control systems and boilers, and by incorporating energy-efficiency measures into the design of new facilities. TBS will join the designated departments in working towards the reduction of federal government emissions by exploring ways in which current policies and tools, such as the Directory of Federal Real Property, might help manage the federal efforts and track progress.

The ability to report on an individual and aggregated property basis has been available for federal property for many years, using the Directory of Federal Real Property (DFRP). It is not currently possible, however, to report at the level of individual buildings and facilities. TBS will work with departments administering real property to improve the ability to track environmental information, such as energy use, at a more detailed level. It will do so through the development of a unique building identifier for each federal building. As part of this project, TBS will also establish information management standards that will support the collection and analysis of performance measurement data.

Actions

- Support interdepartmental efforts to establish plans, processes and policies for the reduction of federal emissions of greenhouse gases
- Expand the Directory of Federal Real Property and departments' ability to track environmental information at the facility level

(ii) A responsibly managed federal fleet

Transportation accounts for approximately 33 per cent of federal emissions, most of which (75 per cent) are attributable to off-road vehicles such as ships, planes and military vehicles. Yet the size of the rest of the fleet – some 22,796 motor vehicles in 1998 – and how it is used, present

opportunities to reduce emissions. Options include reducing the fleet size, sharing and pooling vehicles in urban areas, and integrating the cost of greenhouse gas emissions in the evaluation of vehicle life-cycle costs. TBS continues to discuss options and investigate solutions in greening the fleet with departments (including the eleven designated departments) and will review its policies and regulations to see that they help to reduce emissions as much as is practicable.

The President of the Treasury Board tables an Annual Report on the Application of the *Alternative Fuels Act*. This document provides an indication of the federal government's progress in expanding the use of alternative fuel vehicles in the federal fleet, and ultimately in reducing harmful emissions. Through the implementation of the *Alternative Fuels Act* and the *Motor Vehicle Policy*, as well as the work of the Interdepartmental Committee on Fleet Management, TBS plays an active role in improving the management of the federal fleet.

Actions

- Review and update, as needed, the policy and tools for the management of the federal motor fleet
- Encourage departments to improve their performance under the *Alternative Fuels Act* and monitor their progress

(iii) Leadership in the workplace

Government employees travelling to and from work and on business travel have an important impact on traffic congestion, air pollution and the emission of greenhouse gases causing climate change. As part of the federal commitment to addressing climate change, TBS will be engaging departments to examine options and implement solutions that can help federal employees reduce emissions from their work-related travel. As part of this process, we will identify measures, programs and policies (in particular, concerning the setting of parking fees, incentives for car-pooling and the use of public transportation) that present the greatest potential to reduce greenhouse gas emissions across the federal government. We will also examine how they can be implemented by departments.

In December 1999 the Treasury Board approved the government's *Telework Policy*. It is expected that flexible work arrangements such as teleworking will have benefits to communities, the environment and the employer, and that they will enable employees to balance better the demands of work and their personal lives. The focus of the next three years will be on implementing, promoting, monitoring and measuring the effectiveness of the policy.

Actions

- Create an interdepartmental team to examine options for reducing emissions from work-related employee travel and to guide pilot projects
- Promote telework throughout the Public Service during Public Service Week, Environment Week and through other selected opportunities

- Develop a telework learning module for managers to help implement the *Telework Policy*
- Monitor the effectiveness of the *Telework Policy* by measuring adherence and benefits in selected departments
- Conduct a study to identify barriers to the adoption of the policy

Goal 2: Investing in infrastructure to improve the quality of life of Canadians

The quality of our infrastructure, especially municipal infrastructure, directly affects the quality of life in all Canadian communities. The state of our water and sewage treatment facilities; solid waste management and recycling facilities; local transportation infrastructure (such as urban transit, roads and bridges); affordable housing; and cultural and recreational facilities has an impact on our quality of life and may have important environmental implications.

The federal Infrastructure Canada Program is a good opportunity to encourage communities, organizations and governments in partnership to start viewing infrastructure needs through a 21st-century lens. This means seeing the links between our investments in infrastructure, objectives for the environment and support for the knowledge economy. It also means encouraging the use of new technologies and best practices, such as water-metering, methane gas recapture and so forth.

The Government of Canada's renewed Infrastructure Program began operations in 2000 with the allocation of \$2 billion of infrastructure investments over a six-year period to 2005–06. The purpose of the program is to improve urban and rural infrastructure in Canada. This will enhance the quality of the environment and support long-term economic growth, improve community infrastructure, and build 21st-century infrastructure through best technologies, new approaches and best practices.

Goal 2 – Objectives

1. Meet investment targets for green municipal infrastructure.
2. Apply the *Canadian Environmental Assessment Act*.

1. Meet investment targets for green municipal infrastructure

Infrastructure Canada's first priority is "green municipal infrastructure." It is estimated that at least 47 per cent of the \$2 billion federal investment will be directed to infrastructure that will improve the quality of our environment. Investments within the "green envelope" will include projects related to water and wastewater systems, water management, solid waste management and recycling, and capital expenditures to retrofit or improve the energy efficiency of buildings and facilities owned by local governments.

Secondary priorities of the program include local transportation infrastructure (including intelligent transportation systems); cultural and recreational facilities; infrastructure that supports tourism; rural and remote telecommunications; high-speed Internet access for local public institutions; and affordable housing. Many of these investments will help meet federal environmental and sustainable development objectives. For each project, applicants will be required to list the expected benefits, including environmental benefits, provide data on the current situation to establish a baseline and present information on the anticipated changes resulting from the project's implementation.

TBS will partner with others to support the development of information products to provide guidance to municipalities and project proponents in the development of sustainable municipal infrastructure. In 2000, TBS provided funding to the Federation of Canadian Municipalities for the development of the *National Guide to Sustainable Municipal Infrastructure* in partnership with the National Research Council. The Guide will provide municipal governments with a compendium of technical best practices for infrastructure planning, construction, maintenance and repair. Promotion and use of this guide is expected to produce more innovative designs and construction techniques for projects proposed under the Infrastructure Canada Program. Municipalities adopting best practices will also see long-term savings and better environmental performance.

Actions

- Ensure targets for green infrastructure are met through the application of screening and ranking criteria
- Promote the development and use of the *Guide to Sustainable Municipal Infrastructure* of the Federation of Canadian Municipalities (FCM) and the National Research Council

TBS will report annually through its Departmental Performance Report (DPR) on program progress and perform annual compliance audits in the context of the application of the *Canadian Environmental Assessment Act* as described below. The program's overall performance, including how it met environmental objectives, will be assessed as part of two national program evaluations in 2004 and 2007.

2. *Apply the Canadian Environmental Assessment Act*

Under the Canada Infrastructure program, TBS is working with provinces and municipalities to address their priorities and establish targets for green infrastructure investments. The program will integrate several mechanisms, particularly at the early stages of project development, to address the environmental factors associated with proposals and approved projects.

Actions

- Subject all projects, unless excluded under the Exclusion List Regulations of the *Canadian Environmental Assessment Act*, to an environmental assessment in accordance with the Act

- In accordance with the Act, ensure mitigation measures are identified prior to project approval, and follow up, if necessary, during project implementation
- See that annual independent compliance audits are performed

A pre-condition of project approvals will be environmental assessment of projects, including the identification of mitigation measures needed to meet the requirements of the *Canadian Environmental Assessment Act* (CEAA). TBS will also ensure that independent compliance audits are conducted annually in each jurisdiction, which would include evaluation of project compliance with environmental legislation.

Goal 3: Enhancing the Secretariat's capacity to take sustainable development into account in its programs and activities

All governments, including the Government of Canada, face increasingly complex policy issues that cut across disciplinary, program and sectoral lines. Sustainable development is such an issue. More than ever, effective policy work depends on having a broad base of knowledge and an understanding of interrelated events, as well as greater co-ordination and collaboration across departments and a more open, participatory and transparent process of policy development.

Moreover, the Public Service is in the midst of a period of rejuvenation. Such renewal poses challenges, but more importantly it presents opportunities to demonstrate government values. For example, it offers an occasion to create an exemplary workplace, one where employees are well-equipped to tackle current issues. Increasing the capacity to understand and respond to changing Canadian values and needs is a long-term proposition. It has a place in sustainable development strategies.

As a learning organization with a culture that values innovation and continuous improvement, TBS will work on three fronts to develop a better understanding of the links between sustainable development and how it carries out its mandate. TBS will

- raise awareness of sustainable development among managers and employees;
- provide targeted training; and
- undertake case studies on selected issues to understand better the links between its work and sustainable development.

Goal 3 – Objectives

1. Increase awareness among TBS employees of the government's sustainable development commitments.
2. Enhance TBS's capacity to provide comprehensive analysis that takes sustainable development

into account.

1. Increase awareness among TBS employees of the government's sustainable development commitments

The success of TBS's sustainable development strategy depends on the direct involvement of all employees, including senior management. TBS will promote a better understanding of sustainable development and its links to TBS's mandate and initiatives among management and employees.

TBS will promote the integration of sustainable development values in the workforce, ensuring that competencies in key areas include knowledge of sustainable development principles and objectives. Sustainable development principles will become an essential component of TBS's orientation program and of selected training programs.

Actions

- Develop a communication strategy for TBS employees and management (including actions under the heading of Goal 4 – Reducing the environmental impact of our operations)
- Conduct a baseline survey and follow-up surveys to assess the impact of the communication strategy on awareness
- Develop new materials to raise awareness of sustainable development within TBS
- Include strategic communications in orientation packages and sessions for new employees
- Develop a TBS network and referral tool for sustainable development

2. Enhance TBS's capacity to provide comprehensive analysis that takes sustainable development into account

In the journey towards sustainable development, change and uncertainty are par for the course. Greater understanding of the challenges before us will stimulate innovative thinking.

TBS will build on existing knowledge and capacity to expand the scope of its analyses, examine the sustainable development challenges facing other departments, gain a broader understanding of the impact of its work, and ensure consistency in analyses when taking sustainable development into account.

Many departments and agencies implementing sustainable development strategies have gained experience and developed capacity in the area of training for sustainable development. TBS will look for opportunities to collaborate with other departments in the development and delivery of training to its employees and in the development of tools for raising awareness.

Actions

- Include sustainable development in the curriculum of management training courses for TBS
- Develop appropriate sustainable development training material and promote training opportunities relevant to sustainable development for TBS employees
- Develop case studies on selected sustainable development issues relevant to TBS's mandate

Goal 4: Reducing the environmental impact of our operations

It has long been recognized that the way the federal government manages its day-to-day operations has an important impact on Canada's overall sustainable development performance. From the 1992 *Code of Environmental Stewardship to Sustainable Development in Government Operations: A Coordinated Approach*, released in 2000, many accomplishments and challenges have marked the evolution of the federal government's first commitment to greening its operations. Over the years, the challenges related to greening operations have brought departments together to develop the necessary tools, share experiences, and provide reports on progress to Parliament and Canadians. Through their sustainable development strategies, departments can indicate the progress they expect to make as they continue to incorporate sustainable development in their operations.

The scope of TBS's operations is small compared to those of other departments. There are some 1,500 employees spread over a few buildings, with the majority at one central location in downtown Ottawa. As a non-custodial department, TBS is not directly responsible for the renovation, operation and maintenance of the space it occupies. Yet there are several areas of direct responsibility where TBS can reduce the impact on the environment of work-related activities (for example, solid waste generation and the energy used by equipment). Although many small actions may not seem significant when viewed individually, their combined impact can be impressive. Good communication and feedback will be key to motivating employees to adopt new practices that will reduce TBS's impact on the environment.

Goal 4 – Objectives

1. Improve employee awareness of the environmental impact of our operations.
2. Develop tools and implement programs to support the implementation of best practices.

1. Improve employee awareness of the environmental impact of our operations

Effective communication underpins TBS's greening initiatives. We will develop a comprehensive communications plan to raise awareness of environmental issues relevant to TBS

operations and identify ways for employees and external parties to contribute to greener government operations.

A clear, consistent communication plan will foster support for green initiatives and participation in them. Incorporating these initiatives, with emphasis on waste management and energy use, will reduce the impact of TBS's operations on the environment.

Actions

- Develop and implement a communications strategy to encourage the adoption of best practices
- Promote Earth Day and Environment Week

2. *Develop tools and implement programs to support the implementation of best practices*

During the course of the past three years, several programs have been established to provide information and means to employees to reduce the impact of their activities on the environment (for example, multi-material recycling, paper-save program, pantyhose collection, Canadian Book Exchange, Computers for Schools and laser-cartridge toner recycling). Determining what has worked and discovering opportunities for further progress will form the first part of the next strategy.

TBS will pay particular attention to measurement and reporting in the five areas where it has direct influence: solid waste generation, electrical consumption by plug-in equipment (plug-load energy consumption), fleet management, procurement and the use of toxic substances. Where TBS operations have an important impact on the environment, benchmarks and targets will be established, using, where appropriate, the common measures set out in *Sustainable Development in Government Operations: A Coordinated Approach*. In areas where further progress is needed, measures or program enhancements will be put in place. For example, tools, guides and training to support existing or new programs will be available to address shortfalls and direct progress towards the established targets.

Actions

- Review existing programs
- Establish baselines and benchmarks for progress in five areas (solid waste, energy use, fleet management, procurement and toxic substances)
- Develop inventories in key areas for regulated substances (e.g., ozone-destroying halons used in fire extinguishers)
- Promote the use of ethanol-blended fuel for TBS's two vehicles
- Develop a purchasing guide and provide related training

Performance Management Framework

Developing performance measures and reporting on them are widely recognized as necessary elements of good results-based management. While useful for planning purposes and as a management tool, performance indicators will also help Canadians assess progress in achieving our sustainable development goals.

As part of its strategy, TBS has developed a performance management framework with three components:

- *performance measures* to assess progress against the commitments under the strategy;
- *an accountability framework* to identify the responsibilities of the various sectors and branches within TBS; and
- *a reporting strategy* to set out when, how and to whom TBS will report progress on the various elements of its strategy.

Performance measures

There are many challenges associated with the establishment of performance measures. Establishing benchmarks, sometimes where no measurements have been made before, is a prerequisite to assessing progress and eventually to setting targets. Where TBS is not the delivery agent or has limited influence on the outcomes, performance measures will offer indirect measures of final outcomes. Work will continue during the next three years to adopt meaningful measures to assess progress and, where possible, set targets.

Table 1

SDS Performance Measures and Targets

Objectives	Performance Measures	Targets
GOAL 1—Facilitating solutions and supporting departments in achieving sustainable development goals		
1.1 Consider sustainable development in TBS policy development and programs	<p>TB real property policies consistent with SD principles</p> <p>Elements of the contaminated sites management framework created</p> <p>Recommendations from the Treasury Board Advisory Committee on Contracts implemented</p> <p>Departments consider SD in service improvement plans</p> <p>Framework for the application of Strategic Environmental Assessment</p>	<p>All TB real property policies consistent with SD principles</p> <p>Completion of all elements by 2003</p> <p>Framework completed by 2002</p>
1.2 Work with departments to report sustainable development commitments and to improve performance measurement	Departments reporting on sustainable development through Departmental Performance Reports (DPRs)	<p>By 2002, revised reporting guidelines for DPRs</p> <p>By 2004, departments meet the guidelines</p>
1.3 Partner with departments to reduce greenhouse gas emissions from federal operations	Number of vehicles in the federal fleet using alternative fuels	
GOAL 2—Investing in infrastructure to improve the quality of life of Canadians		
2.1 Meet investment targets for green municipal infrastructure	<p>Number of green investments</p> <p>Improved environmental conditions: air quality, water quality, solid waste management, lower energy consumption</p>	Meet target for investments in green municipal infrastructure set in each federal-provincial and federal-territorial agreement by 2007
2.2 Apply the <i>Canadian Environmental Assessment Act</i>	<p>Environmental Assessment completed by implementing agencies where required by the Act</p> <p>Mitigation measures in place where required</p>	
GOAL 3—Enhancing TBS's capacity to take sustainable development into account in its programs and activities		
3.1 Increase awareness among all TBS employees of the government's sustainable development commitments	<p>Employee awareness</p> <p>Management awareness</p>	Will be established after benchmarks are set

Objectives	Performance Measures	Targets
3.2 Enhance TBS's capacity to provide comprehensive analysis that takes sustainable development into account	Number of people trained Establishment of new commitments in new areas of TBS's work	
GOAL 4—Reducing the environmental impact of our operations		
4.1 Increase employee awareness of the environmental impact of our operations	Participation rate in programs Number of hits on the InfoSite page, "Greening the Office"	To be set after benchmarks are established To be set after baseline is established
4.2 Develop tools and implement program to support best practices	Evaluation of existing programs Number of programs with baseline data Inventories for environmentally harmful substances Program performance: Solid waste: percent of solid waste reduced; amount of recycled material Fleet: volume of ethanol fuel purchased per year Energy use: specific measure to be selected according to the requirements of the Leadership Challenge or program for tracking of federal greenhouse gas emissions Completion and use of the purchasing guide	100 per cent of programs evaluated by 2002 100 per cent of programs have baseline data by 2003 100 per cent of regulated substances inventoried To be set after baseline is established 100 per cent of acquisition card-holders trained by end of 2003 60 per cent of acquisition card-holders are satisfied by end of 2003

Accountability Framework

All branches and sectors of TBS are involved in planning and implementing the strategy. Accordingly, each branch and sector is responsible for preparing and delivering different elements of the strategy (Table 2), measuring performance, and reporting on progress in accordance with the reporting framework outlined in the next section. To guide and oversee the implementation, TBS has named the Assistant Secretary for the Economic Sector as champion. The mandate of the champion is to facilitate collaboration on issues of common interest within TBS, consolidate progress reports, co-ordinate the continuous learning process and revisions to the strategy, and act as the point of contact on sustainable development matters.

An internal TBS Working Group will provide direction to internal communication, monitoring and reporting activities. Various TBS Senior Management Committees may be called upon to review progress and provide direction as required.

Reporting Framework

Reporting on performance will be used both as an internal management tool and to communicate progress to Canadians. Under the co-ordination of the TBS Working Group on sustainable development, progress reports will be prepared for three main groups:

- *Canadians* on an annual basis through the Departmental Performance Report;
- *TBS senior management* twice per year; and
- *TBS employees* twice per year or more frequently, depending on milestone achievements, using the TBS Intranet site and other communication vehicles.

Accountability Framework for Sustainable Development Strategy

[illegible]

3.1 Increase awareness among TBS employees of the government's sustainable development commitments			✓			✓	
3.2 Enhance TBS's capacity to provide comprehensive analysis that takes sustainable development into account			✓			✓	
GOAL 4 <i>Reducing the environmental impact of our operations</i>							
4.1 Increase employee awareness of the environmental impact of our operations			✓		✓	✓	
4.2 Develop tools and implement programs to support the implementation of best practices					✓		

Annex 1: The Treasury Board of Canada Secretariat

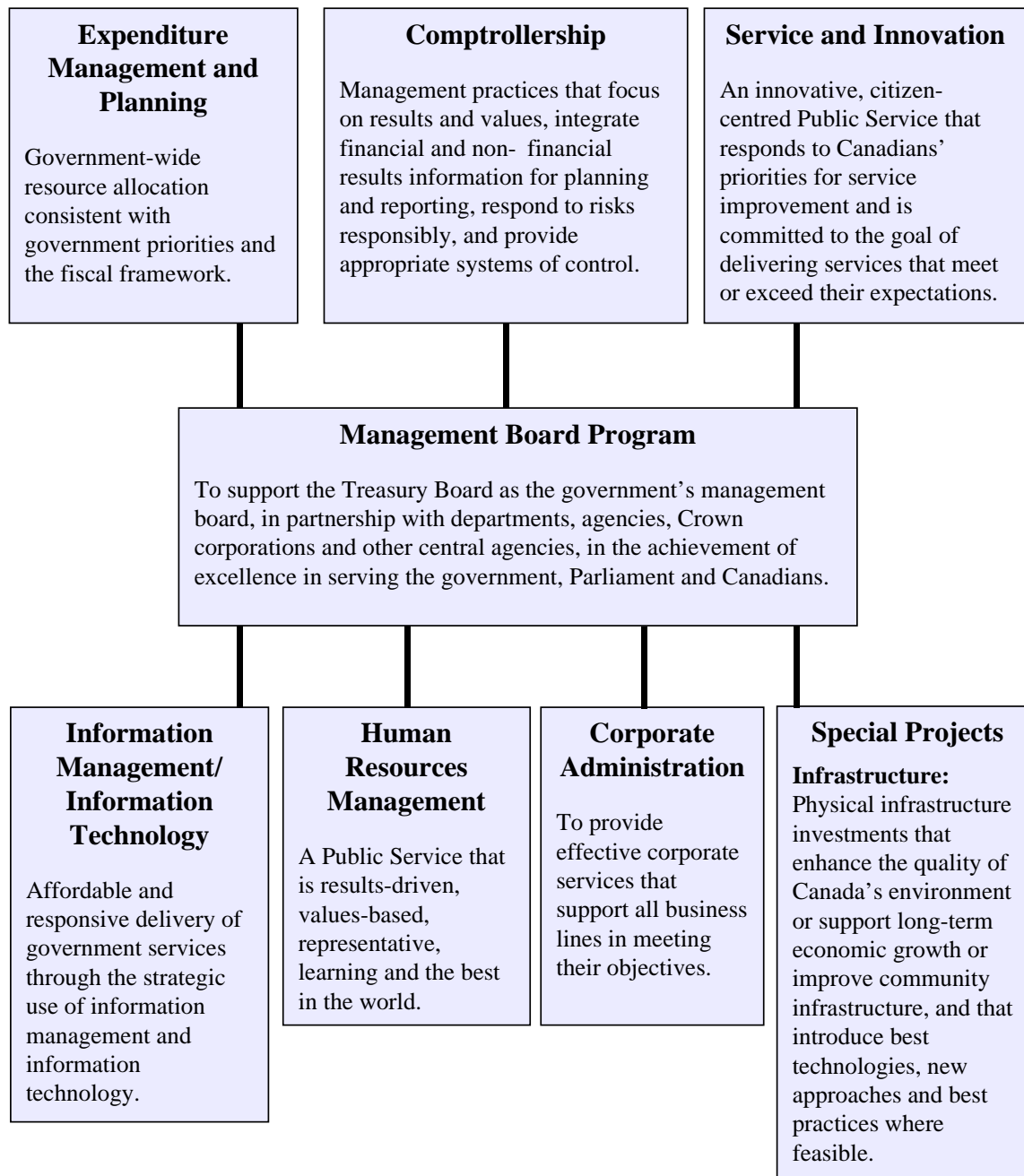
The Treasury Board of Canada – one of four Cabinet committees of the Queen’s Privy Council for Canada – was established in 1867 and given statutory powers in 1869. The Board consists of the President of the Treasury Board (Chairperson), the Minister of Finance and five other ministers appointed by the Governor in Council.

The Treasury Board is the employer and general manager of the Public Service. Its administrative arm, the Treasury Board of Canada Secretariat, is responsible for the central administration of the Public Service, for government contingencies and centrally financed programs, and for employer contributions to insurance plans. TBS delivers a program that carries out the legislated responsibilities of the Treasury Board. These responsibilities derive from the broad authority of the *Financial Administration Act*, as well as from several other Acts: the *Public Service Staff Relations Act*; the *Public Service Superannuation Act*; the *Official Languages Act*; the *Employment Equity Act*; the *Federal Real Property Act*; and the *Public Service Employment Act*. Additional responsibilities under the *Access to Information Act*, the *Alternative Fuels Act* and the *Privacy Act* rest with the President of the Treasury Board as Minister.

The Management Board and the modern management agenda

In June 1997 the Prime Minister designated the Treasury Board as the government’s Management Board. This designation did not replace the traditional roles of the Treasury Board and its Secretariat,¹⁰ but overlaid these traditional roles with new responsibilities. The management board philosophy recognizes that the Government of Canada is too big for a “one-size-fits-all” management style. This means that the management board, as well as departments and agencies, must strike a balance. The management board and its Secretariat must be flexible enough in delegating authority and setting administrative rules to support initiative and common sense, while maintaining sufficiently rigorous standards and control systems to ensure clear accountability. This means moving toward a management regime based on leadership and values, well-defined standards and sound risk management, with the right systems in place to ensure effective control.

To fulfil this mandate, the Treasury Board of Canada Secretariat is organized as shown below.



Agenda and priorities

Improving management requires continued effort, and TBS acts as a catalyst for change and improved governance. In April 2000, TBS presented the modern management agenda that builds on earlier initiatives such as Program Review and “Getting Government Right.” The modern management regime set out in *Results for Canadians*, by requiring managers to focus on results and report on performance in ways that make sense to Canadians, will help departments and agencies achieve their sustainable development objectives.

Results for Canadians commits the government to excellence by focusing efforts on four key commitments: citizen focus, values, results, and responsible spending. As part of this agenda, TBS is leading work across government on the following medium-term initiatives:

- ***Citizen-centred Service Delivery*** – improving access to services and increasing client satisfaction.
- ***Government On-Line*** – giving Canadians secure, reliable on-line access to federal services.
- ***Modern Comptrollership*** – integrating financial and non-financial performance information, implementing sound risk management, ensuring appropriate control systems and updating related management policies.
- ***Improved Reporting to Parliament*** – improving the quality of information provided to parliamentarians on programs and results.
- ***Program Integrity*** – ensuring existing programs are adequately structured and receive sufficient resources.
- ***Developing an Exemplary Workplace*** – creating a workplace that fosters the leadership and participation needed to carry out this agenda for management change.

Annex 2: Consultations

The Government of Canada highlighted the importance of consultations in preparing sustainable development strategies. Consultation is intended to help departments identify issues related to the implementation of sustainable development and set priorities among a range of possible objectives and actions required to meet them. In preparing the current strategy, TBS adopted a consultative approach that is intended to fulfil four key objectives:

1. To promote awareness within TBS of the renewal of the Sustainable Development Strategy and to generate support for its implementation;
2. To obtain comments from TBS staff and management on the goals, commitments to results, implementation plan and targets associated with the strategy;
3. To seek comments and support for the proposed goals, results and implementation plan of the strategy from other government departments; and
4. To identify potential partners for reaching the objectives and to find opportunities to link to other departments' sustainable development strategies.

TBS's approach to consultation was not centred around one event, but rather relied on a series of exchanges and meetings held throughout the year. Meetings held with staff and management committees within TBS, consultations with other departments preparing strategies, interdepartmental meetings on sustainable development strategies and input from members of the Interdepartmental Network on Sustainable Development Strategies (INSDS) helped set priorities and identify actions for the Secretariat. Finally, direct written feedback from seven departments validated TBS's priorities and improved the strategy's action plan.

What we heard

The Secretariat considered all comments and incorporated most suggestions as part of this strategy. Here is a summary of comments:

- All branches within TBS highlighted the need to enhance internal capacity to understand better the links between sustainable development and the work of the Secretariat.
- TBS needs to improve the presentation of its strategy by clearly identifying its goals and objectives, and to set performance measures and establish an accountability framework.
- The majority of departments that provided comments noted opportunities for collaboration and shared work in training and in increasing the awareness of employees of SD issues.
- TBS should consider ways to enhance the “green” hotel system under the government travel directive.
- TBS should consider undertaking a government-wide assessment of the resource implications of implementing sustainable development strategies. In doing so, it should take into account the changes needed to manage horizontal issues effectively within the federal government.
- Two departments highlighted the importance for TBS to demonstrate how some of its work will contribute to the eight horizontal themes for sustainable development, particularly the themes of sustainable communities, knowledge and information/indicators and reporting, and sustainable development in government operations.
- Many departments requested information, not included in the discussion paper, on TBS’s mandate and the context for the strategy.
- The four goals defined in the strategy and the emphasis on addressing climate change and sustainable development indicators are appropriate.
- A database of contaminated sites is an important deliverable with the potential for a wide range of interdepartmental uses.
- A few of TBS’s proposals (investment targets under Infrastructure Canada and under Leadership in the Workplace) offer opportunities to work towards sustainable communities.
- The relationship between sustainable development and IM/IT work needs to be clarified. Examples of benefits would be useful.
- Several departments stressed the importance for TBS to share experience, tools and

methods that will help advance sustainable development in the federal government. Interest was expressed in the new risk-management framework and best practices for federal green procurement.

- TBS should examine options to reduce the impact of employee commuting, particularly the setting of parking fees and incentives for car-pooling and the use of public transit.

Annex 3: Evaluation of the 1997 Strategy

As a first step in the renewal of its strategy, the Secretariat conducted an assessment of its 1997 Sustainable Development Strategy and how it was implemented. Relying on diverse sources of information,¹¹ it drew conclusions on four aspects of the work since 1997: the scope and goals of the strategy; the accountability and reporting frameworks; the way the strategy was implemented; and performance as measured against what TBS said it would do in 1997.

Accomplishments

TBS's accomplishments under the 1997 strategy can be found in its Departmental Performance Reports (DPRs) for 1998 and 1999. Highlights include the following:

- The Government's Travel Directive was amended to reflect social, economic and environmental considerations.
- The *Telework Policy* was approved in 2000.
- The principles of good stewardship of financial and physical assets have been incorporated in the Universal Classification Standard (UCS).
- The reporting burden was reviewed and 17 of 73 reports were identified for elimination.
- Accounting policies and training materials were developed as part of the government's commitment to implement full accrual accounting.
- Guidelines for DPRs included information for departmental reporting to Parliament on sustainable development.
- *The Policy for Public Key Infrastructure Management in the Government of Canada* was approved.
- *The Disposal of Surplus Moveable Crown Assets Policy* was revised in 2000.
- Several real property policies were revised: those having to do with heritage buildings, accessibility, investment, use of facilities and the environment.
- *The Federal Contaminated Sites and Solid Waste Landfills Inventory Policy* was approved.
- *The Environmental Guide for Federal Real Property Managers* was released in 1998.
- Review with Public Works and Government Services Canada of water and energy consumption at the main TBS offices at L'Esplanade Laurier, Ottawa.

Key findings

- The scope of the 1997 strategy was adequate: it covered many aspects of TBS's work and mandate. As a result, many parts of the organization were engaged in the pursuit of sustainable development.
- Goals and objectives needed to be articulated more clearly; much of the focus of the strategy was on activities.
- With few exceptions, the strategy did not establish targets or clearly state intended results (except in the area of greening operations and human resources management).
- Few barriers to implementation were reported. Staff indicated that they felt adequately equipped to carry out the work. Many noted, however, that TBS needed to raise awareness about sustainable development and enhance its capacity to include sustainable development in its programs and practices.
- Awareness of the strategy and of sustainable development in general was low among staff and management. Success in incorporating the principles of SD and developing new approaches requires greater understanding of what sustainable development means to our work.
- Sustainable development accountability and implementation within TBS is decentralized; tracking overall TBS progress under the strategy was left to each group.
- The strategy did not include the expectations of senior management regarding reporting, training needs and self-assessment practices.
- The lack of a performance measurement and reporting framework made it difficult to measure actual outcomes, but most areas completed the activities to which they had committed themselves in the 1997 strategy.
- We know little about the effect of our interventions on sustainable development. Measurement of the impact of policies aimed at other departments is complex. Yet it is reasonable to expect that TBS would be concerned about the impact of its work and would choose appropriate measures to evaluate the outcome of its activities.

This evaluation process focused TBS's attention on the key aspects of the development and implementation of the strategy that require improvement. It also indicated which of our activities over the past three years have been particularly effective. The five recommendations for improvement were as follows:

1. Ensure that the structure of the strategy is robust and includes all the elements by which federal strategies are now evaluated – department profile, issue scan, goals, objectives and targets, implementation, and reporting strategy.
2. Consider the views of our main clients as early as possible in the process.
3. Develop a management and accountability framework to support the strategy. This could include identifying a champion, determining training needs and so forth. It would also involve increasing awareness of the work done across TBS at all levels to stimulate interest and to reward innovative thinking and initiative.
4. Integrate TBS's Sustainable Development Strategy more fully with strategic and operational management of the organization, for example, in the business plan, the Report on Plans and Priorities and the DPR.

References

TBS has policies and guides on several aspects of public management which support the sustainable development goals of the government. These are the foundation upon which TBS and departments can build as it incorporates sustainable development more profoundly in its decisions and practices.

Common Services Policy

http://www.tbs-sct.gc.ca/Pubs_pol/dcgpubs/TB_93/CSP_e.html

Contracting Policy – Appendix O – Federal Building Initiative – Energy Management

http://www.tbs-sct.gc.ca/pubs_pol/dcgpubs/Contracting/contractingpo_e.html

Disposal of Surplus Moveable Crown Assets Policy (revised in 2000)

http://www.tbs-sct.gc.ca/pubs_pol/dcgpubs/MaterielManage/dsmca_e.html

Environmental Guide for Federal Real Property Managers

http://www.tbs-sct.gc.ca/pubs_pol/dcgpubs/TB_G3/enviro_e.html

Framework for Good Human Resources Management in the Public Service

www.tbs-sct.gc.ca/HR_CONNEXIONS_RH/SIGS/FRAMEWORK/FRAME_e.html

Material Management Policy (p. 15)

www.tbs-sct.gc.ca/pubs_pol/dcgpubs/MaterielManage\1_1RECON_e.html

Occupational Safety and Health policies, directives and standards

www.tbs-sct.gc.ca/Pubs_pol/hrpubs/TBM_119/siglist_e.html

Pesticides Directive

www.tbs-sct.gc.ca/pubs_pol/hrpubs/tbm_119/chap2_15_e.html

The Policy for Public Key Infrastructure Management in the Government of Canada

http://www.tbs-sct.gc.ca/pubs_pol/ciopubs/pki/pki_e.html

Travel Directive

http://www.tbs-sct.gc.ca/pubs_pol/hrpubs/tbm_113/td_e.html

TB Federal Contaminated Sites and Solid Waste Landfills Inventory Policy

http://www.tbs-sct.gc.ca/pubs_pol/dcgpubs/RealProperty/tbfcswlip_e.html

TB Motor Vehicle Policy

www.tbs-sct.gc.ca/pubs_pol/dcgpubs/MaterielManage/motorveh_e.html

TB Real Property Environment Policy

www.tbs-sct.gc.ca/pubs_pol/dcgpubs/RealProperty/enp_e.html

Telework Policy

www.tbs-sct.gc.ca/Pubs_pol/hrpubs/TB_853/tele_work_e.html

Endnotes

1. *Our Common Future*, World Commission on Environment and Development, 1987, p. 8.
2. *A Guide to Green Government*, Government of Canada, 1995.
3. *A Guide to Green Government*, Government of Canada, 1995.
4. The eight themes presented during the April 2000 Leaders Forum are sustainable development in government operations; sustainable development knowledge and information/indicators and reporting; productivity through eco-efficiency; sustainable development in the international context; federal sustainable development strategy for the North; sustainability at the community level; social and cultural aspects of sustainable development; and sustainable development and the health of Canadians.
5. *Sustainable Development in Government Operations: A Coordinated Approach*, PWGSC, June 2000.
6. Speech from the Throne to Open the Second Session of the Thirty-Sixth Parliament of Canada, 1999.
7. These include the work of the National Round Table on the Environment and the Economy on indicators for sustainable development in Canada, Environment Canada's National Environmental Indicators Series and the National Information System.
8. *Sustainable Development in Government Operations: A Coordinated Approach*, PWGSC, June 2000.
9. *Government of Canada Action Plan 2000 on Climate Change*, Government of Canada, 2000, p. 11.
10. These include negotiating contracts with unions and acting as the employer of the Public Service; setting the form of the Public Accounts and establishing financial, accounting, administrative and other corporate policies; approving the design, delivery and resource components of departmental spending initiatives; and performing other resource-management functions.
11. These sources included an internal questionnaire, reports of the Commissioner of the Environment and Sustainable Development, and progress reports under TBS's Departmental Performance Reports (1998 and 1999).