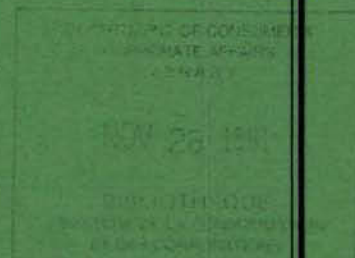
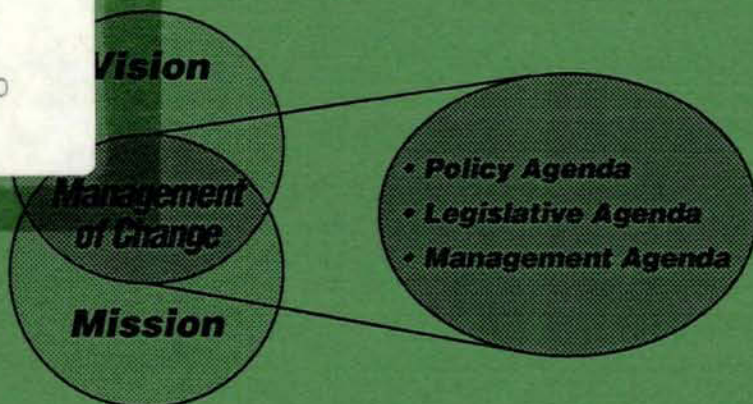


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Directions and Priorities

1991 - 1993

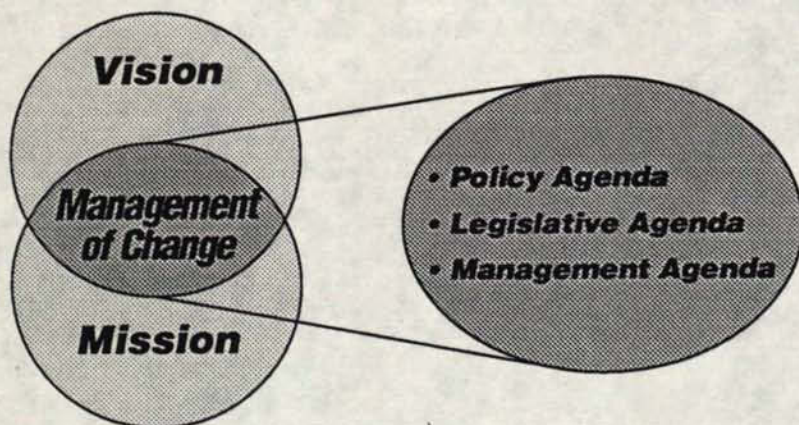
***Consumer and Corporate
Affairs Canada***



Consommateurs
et Sociétés Canada

Consumer and
Corporate Affairs Canada

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Directions and Priorities

1991 – 1993

***Consumer and Corporate
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A message from the Honourable Pierre Blais, Minister of Consumer and Corporate Affairs

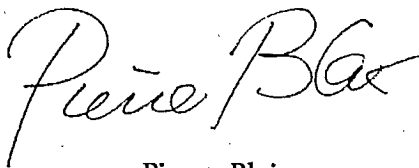
The marketplace is where the Canadian economy becomes a reality for the Canadian people. It is where we establish our standard of living and quality of life. It is where we generate the savings, the goods, the services and the skills needed to ensure Canada's future prosperity. The marketplace is where business, labour and consumers come together to decide where to invest and work, what goods and services to produce, and what products to buy.

Canadians' confidence in the marketplace comes from the knowledge that their transactions will be carried out efficiently and fairly. Ensuring a fair and efficient marketplace is the business, the mission, of Consumer and Corporate Affairs Canada.

Canadians can be confident because the laws we administer, the programs we implement and the policies we develop provide a real, tangible service. That service establishes a framework for business conduct and behaviour; it assists informed decision-making; it provides protection for the most vulnerable Canadians; it maintains and encourages a competitive marketplace environment; it creates and ensures respect for Canadian standards; it safeguards against product-related hazards; it protects the rightful ownership of new, innovative ideas; and it helps the diffusion of these new ideas throughout the marketplace for the benefit of all Canadians.

We know our role is important to the citizens of this country and that our mission is clear and relevant to today's needs. Our mission not only supports a fair and efficient marketplace, it supports a unified market — one market at the service of all Canadians.

The challenge facing the Department is to operate in a continually changing environment while ensuring the ongoing relevance and usefulness of our service. As we renew our methods, our roles and our responsibilities, we manage change and ensure the future relevance and effectiveness of all aspects of CCAC's mission.

A handwritten signature in cursive script, reading "Pierre Blais".

Pierre Blais

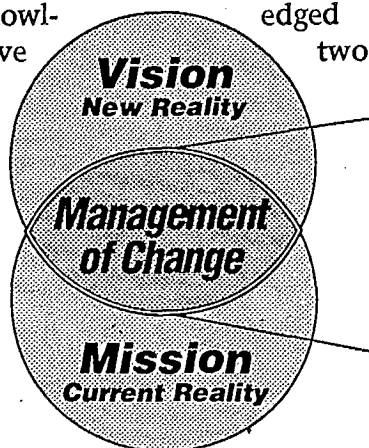
For the past two years, CCAC has been engaged in a department-wide assessment of what lies ahead, how it might influence us, and how well-positioned we are to pursue our collective mission.

We began when the Department launched its Management Challenge initiative. Management Challenge was about change — about the future. In simple terms, it acknowledged that we have choices: carry on, let change occur and hope for the best, or look for ways to shape and prepare for the future.

The Department chose the latter, and a year ago the Visions and Strategies exercise was launched as a successor to Management Challenge. Vision and Strategies identified specific options for shaping our future — ways we could provide service to our clients outside the Department and outside government; ways we could serve ourselves and manage our resources; and ways we could acquire, use and convey information.

Our experience with Management Challenge and Vision and Strategies taught us that we can be certain that the pace of change is not going to lessen — if anything it will continue to accelerate. How, then, do we prepare for the future?

We need to realize that most of what we are doing today — our current reality — will remain unchanged in the foreseeable future. At the same time, we need to recognize that we have the ability to shape the future of the Department — the new reality. We need to prepare for the future in order to ensure that the Department is as relevant and efficient in the future as it is today. By acknowledging and acting upon our departmental directions and priorities, we focus our collective effort on managing change.



The departmental directions identified in this document apply to all of us, and we are all responsible

for their implementation. These directions provide us with broad guidelines for choosing our activities and allocating our resources. They led to the selection of the priority areas of work described in the following pages. Our eight priorities for the next three years are:

POLICY AGENDA

- an assessment of the relevance of CCAC's Consumer Policy Framework for the future management of consumer affairs;
- an examination of Canadian marketplace policies to ensure their alignment with international directions;
- an assessment of the roles and responsibilities of marketplace participants and of alternative solutions to marketplace problems.

LEGISLATIVE AGENDA

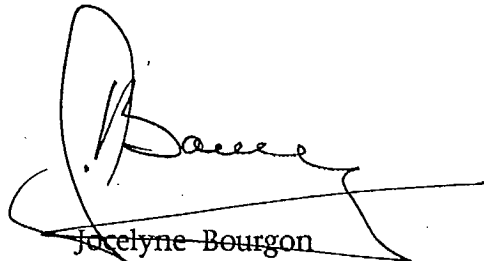
- the continuing modernization of marketplace framework laws;
- an assessment of new approaches to the development and implementation of legislation.

MANAGEMENT AGENDA

- the management of change through trust and accountability;
- the development of human resources to ensure CCAC employees are prepared to meet the challenges of the departmental mission, and to assist employees in fulfilling their potential;
- the alignment of resources with demands and the elimination of "gaps".

Preparing for the future is not a criticism of what we are doing today, or of what we did in the past. Indeed, our past gives us a solid base on which to build in the face of unforeseen events.

The plan described in this document is ambitious, but one that builds on our strengths and the work that we have done over the last two years. Knowing the target, the directions and the priorities, gives each of us the opportunity to contribute to a common goal. It gives us the chance to consciously correct our course in the face of unforeseen events, the ability to manage change.



Jocelyne Bourgon
Deputy Minister

The Policy Agenda

4

DIRECTIONS

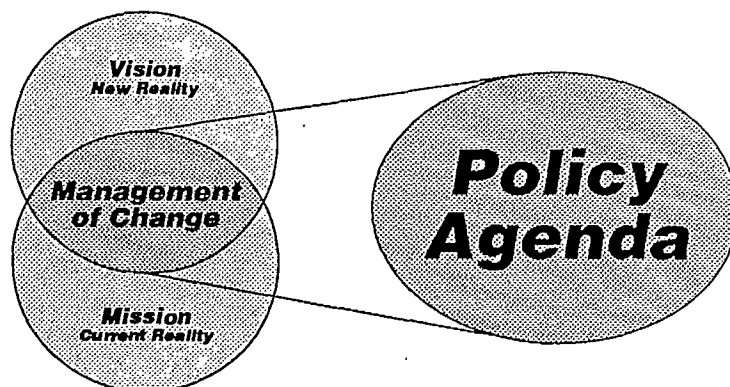
As an "economic department", CCAC is but one of a number of federal institutions concerned with the development and health of the Canadian economy. In concert with other economically-oriented departments and agencies the collective goal is the continuing improvement of Canadians' standard of living. CCAC's contribution to the ongoing achievement of this goal is through the development, implementation and administration of marketplace framework laws and policies — the rules that underlie and govern marketplace activity and behaviour.

It is essential in an international environment characterized by diminishing trade barriers, increased competition and proliferation of multinational trading blocks (in short, increasing "globalization") that CCAC's policy initiatives support:

1. the development of a Canadian marketplace that is internationally competitive;
2. an economic environment that permits both consumers and business to make decisions in their own economic best interest, i.e., promotes the efficient allocation and distribution of resources;
3. the protection of the *most* vulnerable participants in the marketplace. Government has a responsibility to ensure fair treatment and fair access to the market; it cannot guarantee participants' economic success;

4. effective action that is, to the greatest extent possible, in harmony with other domestic and international jurisdictions. Duplication of responsibility and ineffective allocation of effort simply cannot be afforded;
5. constructive, efficient and effective interaction among marketplace interests in determining and fulfilling appropriate roles and responsibilities.

These directions apply to everything we do in CCAC and should help all of us assess the extent to which we are individually and collectively contributing to the orientation of the Department. To help CCAC adjust to changing circumstances and the needs of the marketplace, the Department has identified three priority areas of work.



PRIORITIES

Consumer Policy Framework

CCAC's spheres of substantive policy responsibility lie in two areas: consumer affairs and marketplace governance. In the area of consumer affairs the Department's legislation and regulations remain much as they were at the time of the Department's creation. In the intervening two decades, the nature of the consumer and of consumers' interests have changed: the ethnic composition of Canadian society has changed; the age structure of Canadian society has changed; economic globalization and international interdependence have irrevocably changed how, and what goods and services are available.

Understanding the consumers that the Department needs to serve in the future, and what services will be essential and appropriate to the federal government in this area of shared public sector jurisdiction, is a prerequisite to ensuring effective management of consumer affairs and, hence,

The Department will assess the relevance of its Consumer Policy Framework for the future management of consumer affairs

To conduct this research the Department will need to address the following questions:

- what is the profile of the consumer that we will need to serve in the next ten years? — age structure, ethnicity, location, etc.
- which consumers will need the most protection in the years to come, and what degree and type of protection will be required?
- should the government favour regulating products, or regulating responsibilities?
- how are consumers best informed?
- how could consumers best contribute to public policy?
- what is the desirable/appropriate role for the federal government in consumer affairs?
- how do we work in harmony with other governments domestically and abroad?
- how is overlap and duplication to be eliminated?

Canadian Marketplace and International Directions

The forces of economic globalization are forces that cannot be ignored. Neither the Canadian marketplace nor CCAC can choose to avoid responding to globalization. There is a fundamental requirement for the Department and the federal government to ensure that all initiatives achieve domestic goals and priorities, but remain in alignment with international directions aimed at liberalization of trade and commerce.

In part, CCAC's interests in globalization reflect the Department's responsibility for standards and the vast array of regulations used to enforce market-place rules and behaviour (fairness). And in part CCAC's interest lies in the responsibility to facilitate the least restrictive, most competitive environment to improve businesses' access to both domestic and offshore economic opportunities (efficiency).

In response to the complex policy linkages between domestic economic objectives and initiatives, and the realities of economic globalization,

The Department will ensure that Canadian marketplace policies are aligned with international directions

The central issue to be examined in this work concerns how best to ensure that in pursuing uniquely Canadian solutions to domestic economic goals, Canada's alignment with international market trends remains consistent and reinforces enhanced international competitiveness. Specifically, this work will focus on:

- how to harmonize policies to reduce or eliminate international barriers to trade and commerce;
- how to influence the shaping of international rules such as those under GATT, the FTA and those affecting intellectual property;
- how to harmonize standards internationally and within Canada to ensure both market access for businesses and protection for consumers;
- how to ensure that both domestic and importing businesses operate on a "level playing field"; and
- how to contribute to the reduction of domestic (interprovincial) barriers to trade.

Roles and Responsibilities

As part of the work undertaken for the Vision and Strategies exercise, the Department focused on its interaction with other jurisdictions and the private sector.

Throughout the bureau and departmental planning documents prepared during the past several months, there is both implicitly and explicitly a questioning of effective marketplace participants' roles and responsibilities.

The effectiveness of the Department is dependent as much on the methods employed to deliver services as on the nature of the services *per se*. Both the service and the means by which it is delivered must contribute effectively to a fair and efficient marketplace. There is a need to examine marketplace players' roles and responsibilities and to achieve the most effective balance among players' obligations. In large part, the need to reassess marketplace players' respective roles and responsibilities reflects a realization that neither government, nor business, nor consumers can act unilaterally to achieve all of their collective goals and interests. Moreover, the environment upon which interaction is based is changing, and is increasingly characterized by mutual concerns, constraints and uncertainty:

- increasingly business and consumers represent their interests in the form of single-issue advocates. They favour both fewer restrictions on selling and accessing goods, and, at the same time, more protection against perceived unfair competitive practices and threats to health and safety;
- governments, generally, face continuing fiscal restraint, international pressure to comply with less restrictive trade practices and a public attitude favouring non-interventionist postures. But they face, as well, conflicting domestic pressures to provide protection and economic security;
- constitutional developments may reinforce the need to reassess the respective roles of governments in developing and implementing marketplace policy.

In addition, the Department must recognize that service demands will increase, but resources will not. Attempting merely to cope by spreading resources more thinly is ultimately a disservice to both CCAC's clients and the Department itself.

To manage change in this environment,

The Department will assess roles and responsibilities and explore alternative solutions to problems in the marketplace

The examination of roles and responsibilities will focus, in particular, on:

- establishing principles to guide the Department's assessment of its roles and responsibilities;
- defining, developing and testing the concept of "partnership" with other marketplace participants, including other levels of government and international organizations;
- developing alternatives to legislative solutions for marketplace governance.

The Legislative Agenda

8

DIRECTIONS

In the preceding section addressing policy directions, it was noted that CCAC's contribution to the goal of enhancing Canadians' standard of living is achieved through the development, implementation and administration of marketplace framework laws and policies.

The laws that govern marketplace activity and behaviour, and balance fairness and efficiency in market practices and transactions, collectively prescribe a legislative framework — an environment of the marketplace. To be fully effective the legislative framework must:

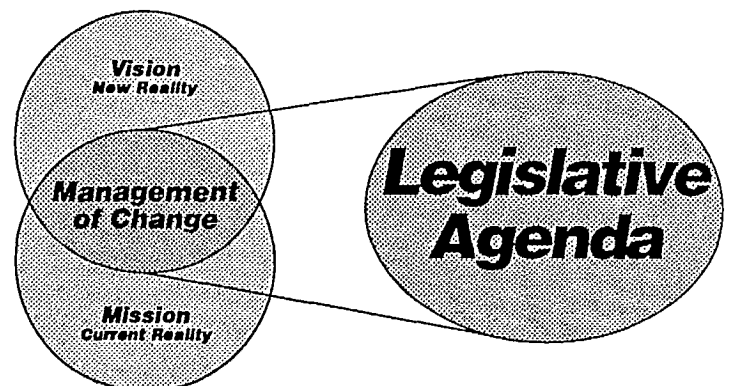
1. be composed of individual laws which, together, allow business, labour and consumers to:
 - make economic decisions in their own best interest;
 - be assured of protection for the *most* vulnerable marketplace participants;
 - contribute to achieving a high standard of living.
2. reflect a governmental role firmly based on letting marketplace participants act in their own best interest, i.e., limited, well-targeted and effective public sector interventions;
3. support the achievement of Canadian economic goals while respecting and maintaining an alignment with international economic directions.

Because the legislative framework comprises numerous laws and regulations, it is essential that the process of modernizing and updating individual component laws be undertaken in a manner that avoids introducing uncertainty, or compromises the integrity of the framework. The effectiveness of the framework is dependent on the creation or renewal of individual laws which are characterized by:

4. certainty, predictability and transparency;
5. economy of enforcement and redress;
6. fair and efficient application;
7. flexibility and adaptability to new and changing realities — laws which by design remain relevant and current through the judicious use of regulatory rather than statutory powers.

Again, these broad departmental directions should provide general guidance to all CCAC employees.

To provide Canadians with an efficient and modern legislative framework for the future, the Department has identified two priority areas of work.



PRIORITIES

Modernizing Framework Laws

The relevance and effectiveness of the Department's laws and the overall legislative framework governing the marketplace are a constant concern. Major initiatives to update and enhance the legal framework have been undertaken in recent years, notably passage and implementation of the 1986 *Competition Act*, the 1986 amendments to the *Patent Act* and Phase I of Copyright Reform. In several important areas, elements of the framework are either under revision or likely to require concerted attention during the planning period.

Accordingly,

The Department will continue to modernize marketplace framework laws

Of primary importance is the need to complete the long standing commitment for revision of the *Bankruptcy Act*. It is also anticipated that legislative modernization will be undertaken in the areas of: *Intellectual Property*; *Harmonization of Standards* pertaining to international obligations e.g. GATT; *Consumer Legislation* resulting from the Consumer Policy Framework priority; and, *Other Corporate Law* notably in the areas of insider trading, takeovers and investigative powers.

New Approaches

A key element of the Policy Agenda concerns the development of alternatives to legislation in arriving at solutions to the needs and problems of the marketplace. Of equal importance is the need to examine alternative forms of legislation and alternative means to develop, consult on and obtain approval for legislative initiatives. Given the importance of the legislative framework to the successful operation of the market

The Department will assess new approaches to legislation

In the near term, new approaches will be assessed to facilitate approval and implementation of:

- a Miscellaneous Amendments and Productivity Bill as a means of gaining Parliamentary passage of unrelated amendments which are too substantive to meet the requirements for inclusion in normal miscellaneous amendments legislation;
- an Intellectual Property Improvement Bill;
- important, but non-controversial amendments to increase the effectiveness of the Canada Business Corporations Act;
- a response to the House Standing Committee on Consumer Affairs' recommendations and observations on misleading advertising (the Collins Report);
- legislation designed to enhance and encourage the use of compliance, i.e., a statutory basis for compliance solutions to marketplace needs.

DIRECTIONS

Managing change successfully involves selecting achievable policy and legislative priorities that will contribute to the fulfilment of CCAC's mission. "Achievable" is a key word, because it is an organization of people and resources that achieves priorities.

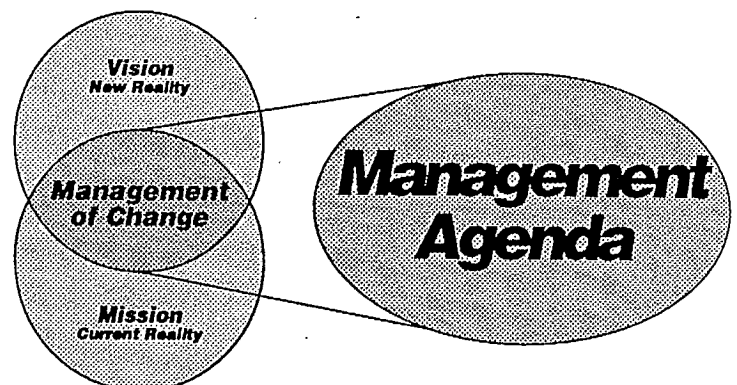
The departmental environment is crucial to success. It should be positive, and in all respects "healthy". It should encourage shared values and teamwork, high ethical standards and trust and responsibility. It should also be an environment which informs employees, ensures an awareness of expectations, and facilitates adapting flexibly and successfully to change.

The success of the organization is also dependent on a realistic balancing of demands and expectations. Employees full potential and abilities should be realized, but not at the expense of overburdening. Accordingly, resources need to be carefully and properly aligned with both ongoing and new priorities.

CCAC is a successful organization. The Department's management goals need to ensure not only that success is maintained, but also that every opportunity is taken to enhance both our collective and individual capability for achievement. The health and achievement of the organization should, therefore, be founded on:

1. pursuing provision of the highest quality service for all CCAC clients;
2. providing the opportunity for everyone in the organization to achieve their full potential, *but* not at the expense of overburdening employees or expecting more than the organization is capable of delivering;
3. equipping employees to deliver the best possible service;
4. instilling an enthusiasm and willingness to meet challenges through a common, shared sense of values and purpose; through recognition of the Department's established ability to succeed; and through teamwork.

Irrespective of what the future may hold, CCAC will be ready to rise to the challenge. The Department has developed three priority areas of work.



PRIORITIES

Managing for Change

At approximately the same time that CCAC initiated Vision and Strategies, a government-wide initiative, Public Service 2000, commenced. A likely result of PS 2000 is an increased delegation to departments and agencies of many of the human and financial resource powers and authorities currently exercised by central agencies. Recognition of the need to eliminate overly restrictive, centralized control is an important step toward improved service.

With increased delegation comes the need to ensure effective accountability which, in turn, requires that the necessary powers and authorities are in the right places; that corporate systems work and are used; that organizational structures are flexible; that departmental directions are known; that information flows up and down; and that there is a sense of continuity in departmental activities and objectives.

Like other skills, assigning and exercising delegation is learned, and training in the use of new powers is essential to keeping them.

Managing change will require that CCAC,

Manage for change and accomplishment – by building a management regime based on trust and accountability

This will require:

- delegating existing power and authorities, and preparing for new powers and authorities;
- reviewing and revising management systems;
- developing effective accountability systems tied to a results-based business plan for every line of business;
- reviewing and eliminating unnecessary controls.

Human Resources Development

In addition to ensuring that the right authority is in the right place, meeting priorities and objectives requires that the right people be in the right place at the right time. Assessing departmental roles and responsibilities, examining and applying concepts such as partnership, undertaking new legislative approaches, developing new policy frameworks, ensuring high quality and efficient service, and fulfilling all of the other goals of the Department is dependent upon,

***Human resources development
to prepare CCAC employees
to meet the challenges of the
departmental mission and
reach their potential***

Preparing for achievement involves recruiting personnel with the skills CCAC requires, training employees to meet new challenges and exposing employees to new opportunities. Consistent with the policy and legislative priorities the Department is setting, efforts will focus on:

1. preparing employees to accept and exercise new roles and responsibilities. Specifically, in the context of partnership the focus will be on:
 - consultation,
 - negotiation,
 - information transfer,
 - deregulation;
2. training to apply new approaches to the provision of service;
3. training to enhance internal communication;
4. broadening CCAC employees' understanding and knowledge of:
 - new environments — the elements of change,
 - the Department,
 - government,
 - the economics of the marketplace;
5. training employees to exercise successfully new delegations of human and financial resource responsibilities;
6. assisting employees in acquiring the appropriate skills to make proficient use of technology, e.g. informatics and automated systems.

Resourcing

Finally, successfully managing change and meeting priorities depends on continually assessing the best match of resources (human, financial and physical) to immediate and longer-term needs. "Gaps" between resources and demands must be recognized, documented and then corrected as part of the ongoing responsibilities of managers across the Department.

The Department will align resources with demands and eliminate "gaps"

This will be accomplished by,

- assessing demands and service levels for each line of business;
- identifying and documenting the resulting gaps;
- assessing trends in productivity, output, costs and demand; and,
- identifying means to eliminate gaps, including:
 - initiating productivity improvement measures;
 - identifying revenue-generating and cost-saving initiatives;
 - reallocating departmental resources;
 - examining alternative means to meet service objectives.

DEPARTMENTAL PRIORITIES STATEMENT

Policy Agenda:

- Consumer Policy Framework
- Canadian Marketplace and International Directions
- Roles and Responsibilities

Legislative Agenda:

- Modernizing Framework Laws
- New Approaches

Management Agenda:

- Managing For Change
- Human Resources Development
- Resourcing

