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Author - Industry Canada- Standards Policy Team

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# Federal - Provincial - Territorial Symposium on International and Domestic Standards Issues Facing Canadian Governments

Montreal, 17-18 February, 1999

## Introduction

Industry Canada hosted an inter- governmental conference to discuss standards related issues in Montreal, 17<sup>th</sup> –18<sup>th</sup> February, 1999. The Federal- Provincial- Territorial Symposium on International and Domestic Standards Issues Facing Canadian Governments was intended to improve the understanding of the impact of globalization on standards related activities and governments' involvement in the National Standards System (NSS). The organization of the Symposium has been led by a Steering Committee with representatives from British Columbia, Saskatchewan, Alberta, Quebec, and from Industry Canada. The Symposium attracted about 150 participants who attended from across Canada and from all levels of government. In addition to government officials, recognized experts such as Michael Hart, Tony Schellinck, David Cohen, Murray Smith and John Kirton, presented papers in six workshops. Keynote speakers included Linda Lusby, the Chair of the Standards Council of Canada, and John Kean, past President of the Canadian Standards Association and Vice- President of ISO Technical Management. The issues discussed at the workshops included those related to international trade and standards, MRAs, management system standards, government participation in the NSS, and the use of standards in regulation. The outcome of the discussion generated at the Symposium is summarized in the Final Symposium Report and in the eight Workshop Reports.

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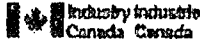


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Author - Industry Canada-- Standards Policy Team

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# Final Report

A symposium on standards issues facing Canadian governments was held in Montreal on February 17 and 18, 1999. The purpose of the symposium was two-fold, to improve the understanding among federal and provincial officials of the role of standards in regulation and trade, and to discuss the impact of globalization on standards related activities and the appropriate responses to the resulting challenges.

The symposium began on the first day with six workshops using independently-prepared papers to focus discussion in areas of interest. On the second day, two further workshops and plenary sessions were intended to refine the outcomes of the first day and produce recommendations for action to deal with the issues that emerged in discussion. This report sets out what we consider to be: a) the broad themes discussed and b) agreed general recommendations for action by participants and other stakeholders in the standards system. The attached reports from the individual workshops contain additional, specific recommendations which, while they may not have had detailed discussion in plenary, nevertheless represent ideas that stakeholders could usefully consider for action.

## Broad themes and Major Issues

### *Organizational effectiveness*

There was a clear consensus at the symposium that there is a need for more coordination and/or organization within governments to ensure that each has a clear and complete picture of how it uses and supports the standards system to meet public policy objectives. This consensus extended to the need for similar cooperation among governments so that, as a group, Canadian governments can get their act together vis-à-vis standardization, both domestically and internationally. Communications were seen as part of the solution in this area but also constitute an important theme on their own.

It was recognized that the proliferation of domestic, regional and international

standards fora and the variety of Canadian commercial and other interests at play pose a major challenge in terms of simple coordination, let alone ensuring the consistent and effective representation of Canadian strategic interests in those fora.

A theme that recurred in many of the workshops related to the benefits that can be obtained by organizing standardization activities on a sectoral basis. This is already being done in some areas, with the same committees having responsibility for both domestic and international standards development in their fields. It was felt that this contributed to better understanding of the variety of standardization issues and fora affecting a given sector and to a greater ability to prioritize and approach issues strategically (which relates to another major theme below). It was also mentioned that the existing sector-based structure in some areas could serve as an example to others.

### ***Communications***

The symposium recognized that a variety of communications gaps exist. As mentioned below under *Resources*, there is a need for senior individuals in both the public and private sectors to become more aware of the benefits of participation in the standards system. Participants also considered that the general public lacks understanding of both the characteristics and the benefits of the system and its products. Given the importance to business of making appropriate, timely use of strategic standards information, it was felt that rapid information dissemination, particularly making use of the latest electronic tools, was desirable.

### ***Prioritization***

In light of the wide variety of both stakeholder interests and standards fora there was a concern that standardization efforts could easily be misspent. There was a strong view that the various players need to find ways to determine the standardization priorities for Canada in terms of sectors, markets and standardization fora. It was felt that, once priorities were clearly established, activities should be managed accordingly with low priority ones being dropped. The sectoral organization theme was seen as part of the solution here although considerable consultation and discussion, among and outside governments, was also seen as necessary.

### ***Consultation***

There was clear recognition that a tremendous variety of organizations with a broad range of interests needed to be involved in or at least knowledgeable about many different standardization activities. With regard to the negotiation of international agreements in the standards area, it was agreed that those who would have to implement such agreements needed to be meaningfully involved from the outset.

### ***Resources***

Given the many and varied challenges faced by the standards system and participants in it, symposium participants noted that adequate resourcing is a real issue. One of the key resources is human -- simply maintaining and renewing the cadre of people willing and able to participate in standardization activities is a major challenge. It was felt that a lack of knowledge and understanding of the benefits of standardization at senior levels of government and industry was a factor contributing to the shortage of this resource.

Financial resources were also seen as a critical issue for the good functioning of the system. There were suggestions that not all those who benefit from the system were contributing proportionally and that there should be an examination of the full range of possible ways to overcome the funding shortages.

## Conclusions and Recommendations

- SCC and SDO's, in cooperation with governments, should examine the potential for organizing standards committees on sectoral lines with a view to focusing all standards activity for a given sector (international, regional, bilateral and domestic) in one group to maximize efficient use of resources and to provide greater opportunities to consider issues from a strategic standpoint. At the same time, consideration should be given to ensuring links among such committees and with governments allow for consideration of cross-cutting horizontal issues as well.
- All governments should look into internal coordination to allow a more complete range of governmental interests to be brought to the standards table.
- NSS should launch a targeted communications effort including marketing of services to senior levels in both the public and private sectors in order to generate greater use of and more active support for the system.
- Governments and NSS members should work together to identify the key strategic export/import sectors with standards-related concerns for Canada and ensure priority policy attention by governments and the standards system on sectors and markets of highest priority for Canada. The Standards Councils' advisory committees (trade and provincial/territorial) might provide a useful joint forum with appropriate involvement of federal government representatives.
- The federal government should ensure that there are appropriate consultations prior to and during any future international negotiations relating to standards so that affected parties can influence the outcomes and be better prepared to implement them. (DFAIT have undertaken to do this.)
- Better use of modern information and communications technology is

required to speed up standardization activities, facilitate participation by a broader range of stakeholders and link with Canada's posts abroad to improve information dissemination.

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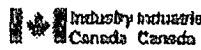
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Author - Industry Canada-- Standards Policy Team

Publication Date - 1999-03-24

## REPORT FROM WORKSHOP #1

## International Standards Systems: Arrangements for Canadian Participation

|                   |  |
|-------------------|--|
| <b>Moderator</b>  | Larry Shaw-- Industry and Science Policy, Industry Canada        |
| <b>Panellists</b> | Andre Dulude-- Technical Barriers to Trade and Regulation, DFAIT |
|                   | Johanna den Hertog-- Ministry of Forests, BC                     |
|                   | Pierre Caillibot-- Hydro Quebec, Quebec                          |

**Major Issues Identified:**

1. Recognize that participation will need to go beyond industry and government to include NGO's and consumers.
2. There is a multiplication and a greater diversity within the international fora. Standards activities now take place in trade fora, standards fora or even outside the international standards system, such as in the forestry sector.
3. Standards activities now involve public policy issues. e.g. environment
4. There is a need for increasingly better intelligence and communication.
5. Increasing integration of products and services will require better coordination of standards.
6. There was a full consensus on fiscal restraints. Solutions should not anticipate substantial additional government funding.
7. It was noticed that Canada lacks of a coherent strategic vision for standards development.

8. There is a need to better market Canadian standards both domestically and internationally.

***Conclusions and Recommendations:***

- There is a need to create sectoral committees which would include non-governmental organizations (NGOs), federal, provincial and territorial governments, as well as private sector. These sectoral committees would complement specialized technical committees. As part of that, Canada would build upon its experience, such as CSA Steering Committees.
- There is a need to create committees for newly emerging areas such as services.
- There is a lack of strategies. A major gap which was identified was the lack of participation in the ISO Committee for Developing Countries (DEVCO). This was considered a major gap because other countries, such as the UK and France, have found participation in DEVCO to be strategic in the advancement of interests.
- There is a need to make use of our existing Embassies and Missions abroad in having a proactive role in getting strategic information on standards issues. This would be done along with the development of new networks through such instruments as Intranet. However, stakeholders will also have to be more proactive and be the backbone of this process.

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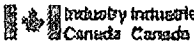

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Author - Industry Canada-- Standards Policy Team

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**REPORT FROM WORKSHOP #2**

# Federal and Provincial Government Participation in the National Standards System

|                   |  |
|-------------------|--|
| <b>Moderator</b>  | Tom Wallace-- Internal Trade, Industry Canada                              |
| <b>Panellists</b> | Bob Bowen-- National Research Council                                      |
|                   | John Kean-- Canadian Standards Association, ISO Technical Management Board |
|                   | Philippe Fontaine-- Provincial Territorial Advisory Council, SCC           |

***Major Issues Identified:***Data findings

- Results not surprising. Confirm our expectations of the general picture of standards participation
- Mixed opinions if further analysis is a priority since on the one hand we know what the problems are and should focus on the solutions. On the other hand, we need to plum data in more depth to better understand who is participating within organizations.
- Suggestion that a review should be done about how many standards are referenced in regulation.
- Examine what is happening in the courts in terms of standards- related lawsuits.

Participation and Resources

- Real problem with lack of resources-- financial and human

- Issue about lack of policy level participation. Real policy concern if standards are to represent public policy objectives. Use standards for policy reasons and not just to save money.
- Policy representation also necessary to ensure government accountability.
- Time is also an important element in participation.
- A role can be played by retirees who are experts but a long- term solution would be to bring in a younger cohort of participants for standards activities.

### Communication

- Effective communication linked to problem in the lack of participation.
- Need to market benefits of the standards system. Concrete steps need to be taken to convey to senior levels that participation by employees on standards committees is integral to the activities and mandates of many organizations.
- Consumers often have unrealistic expectations about the standards and what they represent. Greater use of performance standards can be an important vehicle for addressing consumer concerns.
- Need to change perception that the NSS is a NATIONAL system and not a FEDERAL system.

### Coordination and Governance

- Multi- faceted problem. Not one particular organization responsible.
- SCC to be responsibility for facilitating and organizing this coordination.
- PTAC members need to recognize the importance of their roles.
- Need for coordination within own constituencies at the provincial level and then move on to the national and the international level.
- Need to identify the leadership for this coordination.
- Involvement of deputy ministers in the adoption of national funding code.

### Sectoral Issues

- Build on success: Communications should be sector oriented.
- Do not over-analyze problems because standards seem to work well in

some sectors.

- Strategies and solutions differ from sector to sector

### ***Conclusions and Recommendations:***

#### Participation and Resources

- Better use of technology to enhance participation.
- Need to balance the allocation of resources to new and old standards which need to be maintained to be effective.
- Recognition of importance of participation at senior levels

#### Communication

- Steps need to be taken to market the benefits of the system and how the system works.
- Need to educate consumers in particular about what a standard means

#### Coordination and Governance

- Provinces engage in coordination within their own constituencies. This would facilitate national coordination to address the more complex problems at the international level.

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Author - Industry Canada-- Standards Policy Team

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**REPORT FROM WORKSHOP #3****Management System Standards**

|                   |  |
|-------------------|--|
| <b>Moderator</b>  | Linda Lusby-- Board of Directors, SCC                            |
| <b>Panellists</b> | Dennis Durrant-- Pollution Prevention Branch, Environment Canada |
|                   | Mark Schnell-- Ministry of Economic Development Saskatchewan     |
|                   | Jim Dixon-- Canadian Standards Association                       |

**Major Issues Identified:**

- Canada has played a strong leadership role in the development of Management Systems Standards (MSS), but this seems to be slipping and we could do better.
- There is a need for stronger leadership and more vigorous support for MSS not only from governments but from industry leaders.
- There are credibility concerns: firms are reluctant to adopt ISO 14,000; ENGOs and other stakeholders are skeptical; regulators have not seen enough evidence that the use of ISO 9,000 and 14,000 leads to improved compliance to reduce inspection activity.
- There is a lack of understanding among the participants in the MSS process. There is insufficient recognition of the broad impact that standards may have on trade issues and vice versa.

**Conclusions and Recommendations:**

- Develop a strategic approach to MSS. Governments at all levels need to critically consider their roles concerning MSS. Will they implement MSS themselves? Will they encourage or require others to do so?

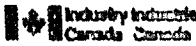

- Ensure government participation in the development of standards used to promote public goods.
- Compile clear evidence of the benefits of MSS, such as cost benefit analysis and case studies, in order to promote the use of MSS within industry and to demonstrate the convergence of MSS with regulatory objectives.
- Coordinate standards work at all levels -- development, implementation and audit. There is a particular need to be conscious of opportunities and potential problems as we look to the area of international trade.

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**REPORT FROM WORKSHOP #7****Management System Standards**

|                   |  |
|-------------------|--|
| <b>Moderator</b>  | Linda Lusby-- Board of Directors, SCC                            |
| <b>Panellists</b> | Dennis Durrant-- Pollution Prevention Branch, Environment Canada |
|                   | Mark Schnell-- Ministry of Economic Development Saskatchewan     |
|                   | Jim Dixon-- Canadian Standards Association                       |

**Major Issues Identified:**

- Canada has played a strong leadership role in the development of Management Systems Standards (MSS), but this seems to be slipping and we could do better.
- There is a need for stronger leadership and more vigorous support for MSS not only from governments but from industry leaders.
- There are credibility concerns: firms are reluctant to adopt ISO 14,000; ENGOs and other stakeholders are skeptical; regulators have not seen enough evidence that the use of ISO 9,000 and 14,000 leads to improved compliance to reduce inspection activity.
- There is a lack of understanding among the participants in the MSS process. There is insufficient recognition of the broad impact that standards may have on trade issues and vice versa.

**Conclusions and Recommendations:**

- Develop a strategic approach to MSS. Governments at all levels need to critically consider their roles concerning MSS. Will they implement MSS themselves? Will they encourage or require others to do so?



- Ensure government participation in the development of standards used to promote public goods.
- Compile clear evidence of the benefits of MSS, such as cost benefit analysis and case studies, in order to promote the use of MSS within industry and to demonstrate the convergence of MSS with regulatory objectives.
- Coordinate standards work at all levels -- development, implementation and audit. There is a particular need to be conscious of opportunities and potential problems as we look to the area of international trade.

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**REPORT FROM WORKSHOP #4**

# Canadian International Standards Positioning

|                   |   |
|-------------------|---|
| <b>Moderator</b>  | Danielle Allard-- Bureau de Normalisation du Quebec, Quebec     |
|                   | Johanna den Hertog-- Ministry of Forests, BC                    |
| <b>Panellists</b> | Andrew Griffith-- Economic and Regional Development Policy, PCO |
|                   | Tony Flood-- Canadian National Committee for IEC                |

**Major Issues Identified:**

- Canada is focusing more on the development of international standards rather than national standards. At the same time the number of international and regional standards is increasing dramatically.
- The world of standards is changing in terms of the processes, the players, the goals, the speed at which events are taking place, the volume of activity. Our important trading partners and competitors have taken a strategic approach and committed resources to improving their influence on standards development. Canada must determine its goals in this environment and respond quickly.
- Canada must determine strategically where to put its limited resources, either Europe, US or regional blocks.
- Canada must exploit its strengths.
- Canada does not have the infrastructure to respond rapidly and effectively to standards initiatives of the other countries.
- There is a need for greater sectoral involvement in standards development through specified bodies representing sectoral interests, goals and experience.
- Canada is still using the old model where there is a lack of cooperation between agencies at the national level. There are disputes about jurisdiction, some friction. There is a definite



need for improvement.

- The playing field and the rules of the game have changed. Safety in standards is a given, but the main issues that must be dealt with by Canadian representatives now is the impact on national and international markets.

***Conclusions and Recommendations:***




- We should be proactive in having organizations such as the WTO to adopt the Canadian form consensus approach to standards development.
- We have to be smarter and faster than the other countries.
- Canada must decide who is accountable/responsible for pulling together all aspects of standardization.
- The roles and responsibilities among the standards bodies needs to be clarified so that friction is minimized and common goals established.
- Sectoral committees are needed to provide openness, transparency and balance.
- Canada should utilize its participation on ISO Committee on Developing Country Matters (DEVCO) as a 2<sup>nd</sup> tier leader to leverage that membership. Canada should promote its role as leader of 2<sup>nd</sup> tier countries and as a developing country advocate.

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**REPORT FROM WORKSHOP #5**

## Governance: Standards System used for Regulatory Purposes

|                   |  |
|-------------------|--|
| <b>Moderator</b>  | Greg Bent-- Department of Economic Tourism, NS                       |
| <b>Panellists</b> | Jacques Girard-- Bureau de Normalisation du Quebec, QC               |
|                   | Sondra Bruni-- Consumer Policy Committee at ISO                      |
|                   | John Walter-- Technical Standards and Safety Authority, ON           |
|                   | Arkady Tssiserev-- Chief Electrical Inspector, City of Vancouver, BC |

**Major Issues Identified:**

1. Standards and regulations are not in conflict; in fact, it is hard to separate the two. The issue is the extent to which governments will eventually be able to use voluntary standards that do not require regulation. This may be difficult, however, as public expectations are high and the regulatory standards systems are under increasing public scrutiny.
2. There is public confusion as to what constitutes a voluntary standard (i.e., What does 'voluntary' really mean?) and its place in the scheme of things.
3. It was suggested that the standards system is inherently set with conflict of interest, for example, Standards Development Organizations (SDOs) involved in setting standards and certifying conformity. There is also some question about who dominates the standards development process - industry or regulators; albeit not public interest groups.
4. The standards system is under funded and, as a result, under represented by non-governmental organizations (NGOs). It was suggested that Canada can take a lesson from the Europeans who allocate funds specifically for NGOs. Notwithstanding, even when they are included in the process, they are not always effectively utilized.
5. Voluntary standards are not appropriate in all sectors. For example, in the area of

public health, voluntary standards may not be accepted by the public, especially if it is seen that industry and cost recovery objectives are driving the process.

### ***Conclusions and Recommendations:***

1. Regulations will always be needed - they must exist to enforce some standards, but they need to be enforced differently. It does not matter who does the standards development or enforcement - there is nothing to say that government must assume this role, as long as it does not represent a conflict of interest, reflects broader public objectives and is delegated subject to mandates, monitoring and enforcement provisions.
2. CAN-P-2E - approval of National Standards of Canada and CAN-P-1D - accreditation of Standards Development Organizations should be amended to incorporate public policy objectives.
3. To resolve conflict of interest between those involved in standard setting and conformity assessment, one option would be for the Standards Council of Canada (SCC) to conduct audits more frequently. Another option would be to channel funding for standards development through special endowments.
4. There are several options for dealing with funding problems including:
  - Cost recovery through regulatory entities (e.g., Ontario Technical Standards and Safety Authority);
  - Channeling more government funds through the SCC, potentially on savings from regulatory activities;
  - More industry funding; and/or
  - Using existing resources 'smarter'.




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Author - Industry Canada-- Standards Policy Team

Publication Date - 1999-03-24

**REPORT FROM WORKSHOP #6**

# Mutual Recognition Agreement- Type Arrangements

|                   |  |
|-------------------|--|
| <b>Moderator</b>  | John Reed-- Office of the Commissioner of the Environment and Sustainable Development, Office of the Auditor General of Canada |
| <b>Panellists</b> | Andre Dulude-- Technical Barriers to Regulation, DFAIT   |
|                   | Bill McCrum-- Standards and Interconnection, Industry Canada   |
|                   | Bill Burr-- Canadian Advisory Council for Electrical Safety  |
|                   | Dennis Grimmer-- Ministry of Employment and Investment, BC   |

**Major Issues Identified:**

- Large array of MRA§s exist at various stages of development.
  1. government to government
  2. private sector
  3. products and services
- There is no overall strategy with respect to the use of MRA§s and no ground rules. Accountabilities are not clear.
- No game plan to formulate Canadian positions involving multiple jurisdictions. No mechanism to engage relevant stakeholders in the process.
- Need for wide enough participation to identify `Macro` and `micro` issues and trade- offs.

- Funding for participation
- Cross sectoral issues to be investigated at a broader forum of stakeholders.

### ***Conclusions and Recommendations:***

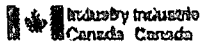

- Learn from past experience. Prepare a business plan for future MRAs in advance of entering such negotiations and consult with the provinces and stakeholders in preparing the business plan.
- Develop an inventory of MRA- Type arrangement(including accountabilities)-- of those signed and of those being negotiated by Canada.
- Identify Canada's vision for engagement in MRAs.
- Develop overall strategy or plan before engaging in discussions. Plan provisions for conformity assessment and how it relates to the National Standards System(NSS). Examine expected impacts of the MRA on the NSS and steps to make maximum use of the existing structures within the NSS. Regulatory issues and steps needed to implement the MRA such as, product liability, product recall, marks of conformity and health and safety issues.
- Make clear definitions to a framework agreement.
- We should determine who is affected by a planned MRA, who the stakeholders are and invite them to participate in the process.
- Improve processes for developing consensus positions.
- Use of sector councils to identify details, consolidate consensus
  - Existing advisory committees and consider new sector councils that would include broad stakeholder input.
- Need to address regulatory responsibilities of provincial and federal jurisdictions.

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Author - Industry Canada-- Standard Policy Team

Publication Date - 1999-03-24

# Domestic Issues

|                   |   |
|-------------------|---|
| <b>Chair</b>      | Andre Dimitrijevic-- President of the Secretariat on Internal Trade |
| <b>Panellists</b> | Linda Lusby-- Chair of the Board of Directors, SCC                  |
|                   | Greg Bent-- Department of Economic Development and Tourism, NS      |
|                   | Tom Wallace-- Internal Trade, Industry Canada                       |
|                   | Albert Pighin-- Human Resources Development Canada                  |

## *Overarching Themes: Areas of Concern*

- I. Communications
- II. Coordination
- III. Participation
- IV. Resources
- V. Absence of Common Strategy

## *Recommendations*

### I. Communications

- Broad outward oriented communication efforts (by SCC) are needed to ensure better understanding and awareness of NSS.
- As well, an ``outreach`` program - led by SCC with the federal government and others involved as appropriate to:
  - promote improved understanding and awareness of NSS within provincial and territorial governments.
  - clarify roles and responsibilities (e.g., PTAC, internal trade



representatives, C-Trade, SCC, etc). This would include a presentation to Internal Trade Representatives as well as a tour of provincial capitals. The consultations on SCC Canadian Standards Strategy will also contribute to this objective.

- Federal government representative on SCC and PTAC members need to take initiative to ensure better understanding and awareness of the NSS in departments and agencies within their jurisdiction - especially at senior levels. An SCC sponsored volunteer recognition program could contribute to this.
- SCC (in consultation with stakeholders - including federal, provincial and territorial governments) should examine the full range of possibilities to increase resources to support standards activities.

## II. Coordination

- Sectoral based structures - inclusive of government, consumers, NGOs and SMEs - should be used to set priorities or targets, and to ensure coordination etc. In important standards-related areas where such structures do not presently exist, and where Canadian interests are under international threat (e.g. example export oriented natural resource industries), or where Canada is in a position to provide international leadership - e.g. Electronic commerce, SCC should take the initiative to establish such a structure.
- Federal government representative on SCC Council and the members of SCC's PTAC should review the adequacy of their arrangements for horizontal dialogue or consultation with affected departments and agencies within their respective jurisdictions.
- The SCC's communications strategy should include a sector oriented aspect. SCC (with cooperation of federal, provincial, territorial, and municipal departments and agencies as well as SDOs) should establish sectoral-based 'database' of who-is- doing-what for standards-related activities as a necessary basis for coordination.
- In some specific areas of public policy, there is a need for National Standards to be established (through NSS) or a need for a more uniform application of National Standards across Canada. As governments are not making maximum use of the NSS, a federal- provincial- territorial committee should be established to better support the effective implementation of the standards provisions of the Agreement on Internal Trade.

## III. Participation

- SCC should consider holding a national Symposium inclusive of all Canadian interests. There is also a need to review the current membership of PTAC within the SCC committees to ensure that the committee is effective in addressing standards issues.

#### IV. Resources

- While there are limits, SCC and SDOs should promote maximum use of new information and telecommunication technologies for efficient and effective use of limited resources.
- SCC (in consultation with stakeholders including federal, provincial, and territorial governments should examine the full range of possibilities to increase resources to support standards activities.

#### V. Absence of a Common Strategy

- SCC should --- with assistance from the federal member of Council and PTAC conduct a review to identify and clarify (real or perceived) obstacles to the use of the NSS for regulatory purposes. This review should include the potential use of ISO 9000 and 14000.
- The SCC Canadian Standards Strategy should provide leadership to and coordination of Canadian standards activities.
- SCC should:
  - look at strategic positioning in its approach
  - target specific sectors either because they are problem areas or because they are areas of opportunity look at developing horizontal themes (e.g. Environment, Sustainable Development)
  - identify priority areas

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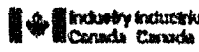


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Author - Industry Canada-- Standards Policy Team

Publication Date - 1999-03-24

# International Issues

|                    |  |
|--------------------|--|
| <b>Chair:</b>      | Andrei Sulzenko-- Industry and Science Policy, Industry Canada   |
|                    | Larry Shaw-- Industry and Science Policy, Industry Canada  |
|                    | Danielle Allard-- Bureau de Normalisation du Quebec, QC  |
| <b>Panellists:</b> | Johanna den Hertog-- Economic and Trade Branch, Ministry of Forests, BC  |
|                    | John Reed-- Office of the Commissioner of the Environment and Sustainable Development, Office of the Auditor General of Canada |

## **Major Issues Identified:**

### Organizational effectiveness:

- Need to consider a more strategic and sectoral approach to organizing committees while ensuring that mechanisms exist to allow coordinated approach to cross-cutting issues.
- Need for each government to coordinate/organize internally and cooperate externally to make a more effective contribution to the system.
- Need to ensure all major players aware of what each other is doing internationally to allow for synergies between, for example, governmental and standards organizations' activities in a given country or region.

### Communications:

- Need for more, better, faster, including marketing of system to senior level people in both public and private sectors.

### Prioritization:

- Need to identify most important areas for Canadian involvement in international standardization and organize ourselves to devote resources accordingly.

#### Consultation:

- Need to ensure that those who will be affected by international activity (e.g. will have to implement agreements) are effectively involved early and on a continuous basis.

#### ***Conclusions and Recommendations:***


- SCC and SDOs, in cooperation with governments, should examine the potential for organizing standards committees on sectoral lines with a view to focusing all standards activity for a given sector (international, regional, bilateral and domestic) in one group to provide greater opportunities to consider issues from a strategic standpoint. Specific, limited term, sectoral committees could be established as appropriate in areas of strategic standards interest for Canada in order to further test this mechanism.
- All governments should look into internal coordination to allow a more complete range of governmental interests to be brought to committees.
- NSS should launch a broad communications effort including marketing of services to senior levels in both the public and private sectors in order to generate greater use of and more active support for the system.
- Governments and NSS members should work together to identify the key strategic export/import sectors with standards-related concerns for Canada and ensure priority policy attention by governments and the standards system to such areas, allowing international standards activities to be focused on sectors and markets of highest priority for Canada. The best mechanism for this is unclear but the Standards Councils' advisory committees (trade and provincial/territorial) might provide a useful joint forum with appropriate involvement of federal government representatives.
- The federal government should ensure that there are appropriate consultations prior to and during any future international negotiations relating to standards so that affected parties can influence the outcomes and be better prepared to implement them. (DFAIT have undertaken to do this.)


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Author - Industry Canada-- Standards Policy Team

Publication Date - 1999-04-13

# Speeches

## 17th February

- [Welcome Address](#) delivered by Serge Guerin-- President Director General of the Centre of Industrial Research of Quebec
- [Opening Address](#) delivered by Andrei Sulzenko-- Assistant Deputy Minister, Industry and Science Policy, Industry Canada
- [Lunch Address](#) delivered by John Kean-- past Canadian Standards Association President, Vice- President of ISO's Technical Management Board

## 18th February

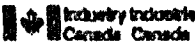

- [Lunch Address](#) delivered by Linda Lusby-- Chair of the Board of Directors at the Standards Council of Canada

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Author - Industry Canada - Standards Policy Team

Publication Date - 1999-03-24

## Federal-Provincial-Territorial Symposium On International and Domestic Standards Issues Facing Canadian Governments

Montreal, 17th February, 1999

# FUTURE TRENDS IN STANDARDIZATION ISO LONG RANGE STRATEGIES 1999 - 2001

**Presented by: John E. Kean, ISO Vice-President (Technical Management)**

---

Last year at its Annual General Assembly in Geneva ISO unveiled its new long range strategies under the title "Raising Standards for the World." Underlying the strategies are three key concepts - value - partnership - optimization. These words summarize the key strategic lines to be pursued by ISO.

First we want to provide "VALUE" by understanding, serving and possibly anticipating market needs to ensure that the documents ISO produces are market relevant both in content and usage.

Next we want to increase "PARTNERSHIP" within the ISO system by ensuring maximum participation and collaboration among all the relevant parties at the various stages of standards development.

Last but not least, we have to achieve "OPTIMIZATION", by reengineering the core business processes and making extensive use of information and communication technologies to better gather the resources required to support the ever growing standardization demand of the 21<sup>st</sup> century. This has to be done in the most effective way in order to improve all of ISO's services while controlling cost.

I will come back to these three strategic lines or concepts in a few minutes,



however, before so doing it might be useful to review ISO's mandate and its organization.

Since its formation in 1947, the International Organization for Standardization or "ISO" as it is more commonly known, has had the mandate to enhance global trade by "facilitating the international exchange of goods and services". It does this by "developing international standards" and "fostering the exchange of information" on a global basis.

Standards, of course, are of little value unless they are implemented; hence, ISO has a great interest in the global use of its standards, either by direct adoption or to form the basis of National and Regional standards. Currently over 40% of European standards are either direct adoptions of or are based on ISO standards. Similarly other countries around the world, particularly those in the development stage, are turning more and more to international standards developed by ISO or its sister organization the International Electrotechnical Commission (IEC). These developments are part of the globalization of our work. Global issues need global solutions to allow for the effective and efficient exchange of goods and services. International standards can provide the basis for true globalization.

As we move into the 21<sup>st</sup> century "ISO intends to be recognized as an influential and innovative leader". In addition it intends to be an "effective and responsive producer in the development of globally applicable international standards which meet or exceed the expectation of the community of nations". These goals form a major part of ISO's vision.

Now a few words about the organization itself. ISO is a non-governmental international organization, whose standards are developed on a voluntary basis. Consensus plays a major role in the development of these standards, however, at ISO it is the consensus of countries as opposed to a consensus of varying interests as is prevalent in national standards work.

The membership of ISO is comprised of the principal National Standards Institutes in 132 countries. The Standards Council of Canada (SCC) is the member body for Canada in ISO. Each year the ISO family gathers together in a General Assembly to hear reports from its governing Council and the Technical Management Board which is responsible to Council for the overall management of ISO's technical committees. In addition the general assembly receives reports from ISO's consumer policy committee, COPOLCO and its developing country committee DEVCO.

The actual work of developing ISO standards is carried out by its technical committees, sub committees and working groups. In all there are now more than 2,600 of these technical bodies and it is estimated that every working day some 15 ISO committees are taking place around the world, involving over 30,000 experts on a yearly basis. While the individuals who serve on these committees are drawn from industry, research institutes, government bodies, consumer organizations and other interested parties, each delegation brings to the table its

country's position. The responsibility for administering technical committees is accepted by one of the National Standards Institutes that make up ISO. Committee membership is open to all ISO member bodies as well as international organizations who have interest in the subject and who have liaison membership within ISO.

The standards development process is very much a de-centralized one with the ISO Central Secretariat in Geneva coordinating the activities. This Secretariat ensures the flow of documentation in all directions, clarifies procedure with committee secretariats, administers the voting processes and publishes the draft and final versions of the international standards that have been developed. The total output of standards developed to date is a staggering 12,000.

Despite this output in international standards the general public knows relatively little about ISO and its work although many people come into contact every day with ISO standards. Let me give you a few examples.

How many people are aware that there is an international book numbering system which identifies books in print. Maybe you have not noticed that on the inside cover of nearly every book, there is something called an ISBN number. ISBN stands for International Standard Book Number. Publishers and book sellers know very well about ISBN numbers, since they are the key way that books are ordered and bought. Try buying a book on the internet, and you will soon learn the value of the ISBN number - there is only one for the book you want! And, it is based on an ISO standard.

The credit cards we use daily are another example. Imagine if they did not fit the machines that read them, or more importantly, the machines could not read them. They work because they all conform to standards - ISO standards. The standards are for both the card and the system for identification of card issuing authorities.

A more visible recognition of ISO, however, takes place when we use film. Every box of film we buy worldwide has an ISO film speed number. We all know how to specify the kind of film we want to buy for our personal photographic cameras. We have standard film sizes and film speeds like ISO 100, 200 or 400. Our photographic equipment recognizes automatically the film we are using and how to adjust to any differences.

The most visible recognition of ISO in the eyes of the general public and business, however, came about with the introduction of the ISO 9000 series of standards for quality management. This series has become the all time best seller and most visible standards in the world. Manufacturers proudly display their ISO 9000 banners on their buildings and in their advertising. Nearly a quarter of a million businesses have now been registered worldwide. The implementation of these standards has brought the importance of standards, ISO standards, to the board rooms of multinational corporations and to the business press around the world.

With the introduction of the ISO 14000 series for environmental management we

now have the possibility of much more visibility for ISO's work. This is because of the very nature of the subject and the worldwide concern for our global environment. The 14000 series of standards is already being referred in the popular press and no doubt will increase the public awareness of ISO and its work. Canada can feel very proud of its involvement in the development of both the ISO 9000 and 14000 series of standards, with the secretariat and the chairmanship of the standards committees being held by Canadians.

Now let me return to ISO's strategic concepts - value - partnership - optimization.

To add value ISO will be concentrating on the market relevance of all of its standards work. Specifically we have already moved to strengthen the standards development process by revising the ISO directives for developing standards, streamlining the development process system, canceling old, stagnant projects and removing the technical committee secretariats from poor performing standards bodies. In addition each technical committee now has to prepare a business plan for its work with realistic target dates, and these plans have to be in place for all committees by the end of 1999. We will also be introducing business case templates for all new items to be added to the ISO work program. Complimenting this work is the development of training programs for both chairmen and secretariats.

Further, we have made each member body that has taken on the task of administering secretariats sign a service contract to ensure they meet their obligations. What we now have are good, clear business-like agreements, outlining what we can expect of each of our ISO secretariats and the responsible member body. In turn the service agreement outlines very precisely what they can expect from the Technical Management Board and the support staff of the ISO secretariat. If appropriate measures are not carried out then the CEO's of the member body and the ISO Secretary General have to resolve the issue, with the ISO council involved if necessary.

ISO has also recognized that to meet emerging market needs our current ways of doing things may not always be the best. Following this philosophy ISO unveiled last June a set of "New Deliverables", which represent varying degrees of consensus within the ISO system. The decision to adopt these new products is based on the conclusion that the traditional ISO standard, which has gone through the full consensus development and public view process of our member countries, is not the only way for ISO to promote the benefits of global standardization. We firmly believe that in some cases the consensus at the working group level or the technical committee level may be all that's needed at a particular time to satisfy market needs. Hence we now have three new categories of Deliverables: the ISO Public Available Specification (PAS), which is a normative document representing the consensus within a working group; the ISO Technical Specification (TS), again a normative document however, at this stage representing the technical consensus within an ISO committee; and lastly the ISO Industry Technical Agreement (TIA), which will be the outcome of a technical workshop outside the technical structure of ISO, but with the administrative support of an ISO member body. In developing these new

Deliverables we looked at the work already done in this area by the IEC and have harmonized our terminology with that organization.

As a further step to ensure market relevance while at the same time fostering the partnership strategy, consideration is now being given to the introduction of industry sector boards. These are to give a broader picture of the current need for the standards development as well as to anticipate areas where standards may be needed in the future. We hope to attract senior level management people to these boards while at the same time creating the possibility for interaction with small and medium sized enterprises who may not be able to take part in the technical work.

We also intend to interface with more international user organizations, particularly those representing consumer groups who may want a more direct involvement in standards development work. Partnership will also mean enhanced ties with the World Trade Organization (WTO) to facilitate our work with developing countries and to assist with the further development of the WTO Codes on Technical Barriers to Trade (The Standards Code). ISO already has a formal agreement with the WTO and this is proving very useful as we move into new areas of standardization not visualized a few years ago.

While for most of its existence ISO has been primarily involved in technical standards, we have, with the development of management standards for quality and the environment moved into a new area. This work is now expanding as we look at standards for privacy and for risk management. As well, we are exploring further standards development work for the service industries, such as tourism and financial systems. At a recent meeting of the Technical Management Board we looked at the possibility of developing an international standard for anti-doping testing systems - a somewhat controversial as well as being a very topical issue!

All of these initiatives present ISO with new partnership opportunities and will enhance our possibilities of making a real difference in developing or emerging markets. With regard to the latter ISO is strengthening its relationships with a number of United Nations organizations such as UNIDO and UNCTED. Through these relationships and with the support of ISO's developing country committee, DEVCO, we expect to enhance ISO's capability to support programs targeted towards developing countries.

In order to be able to add value as well as develop new partnerships, we of course have to constantly remind ourselves that we have to optimize what we do with the present time and to ensure that we have an effective and efficient organization. Apart from the normal reengineering that takes place to support this type of initiative, ISO has come to rely heavily on the use of information technology as the leading enabler to achieve its goals. Although we are still very much a paper generating organization, step by step more and more of ISO's documentation is available on the Worldwide Web and many committees are now ceasing to issue paper. For example, all of the documentation for the Technical Management Board is now on the TMB's website and normal

communication between its members is through email. This is being encouraged for ISO committees.

We hope to be fully electronic by the end of the year 2000. As a start in this direction by the end of June of this year all draft international standards will be delivered by the responsible secretariats in electronic format. This will not only speed up the publication of international standards, where time lines have often been criticized, but will make it easier for greater participation by countries who are normally unable to send representatives to meetings in distant locations.

Within the ISO central secretariat itself the introduction of information technology has allowed us to cut over five months off our publication schedule, while handling a 19% increase in production with a 4% reduction in staff.

At the end of the day, however, no matter what we do to streamline procedures, introduce information technology tools or new types of deliverables, we cannot succeed unless we have the full support of the ISO membership and the thousands of volunteers who serve on technical committees who are ultimately responsible for production of the end product, namely international standards. This is something we should not neglect in our planning. We encourage each member body to emulate what ISO is doing within their own systems. This symposium as well as the work that is being done by the Standards Council of Canada in developing a Canadian National Standards Strategy, are very positive steps that will not only lead to more relevant standards development work but ultimately, I hope, the implementation of more international standards.

Last year in his address to the ISO general assembly the Secretary General Dr. Larry Eicher stated, "ISO's reason for being is, of course, to promote and help achieve the benefit of voluntary industry wide standardization at the global level. Ultimately, we must judge our success according to the degree to which international standardization has happened, is about to happen, or can be expected to happen, due to our collective efforts." This, I might add, is the bottom line for ISO if we are to achieve the second half of the ISO vision, "To perfect the application of consensus and transparency principles in standardization, and in this way, promote the values of rationality, utility, safety and environmental protection for the benefits of all peoples."

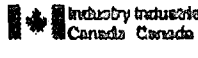

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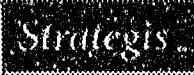
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Author - Industry Canada-- Standards Policy Team

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## Federal-Provincial-Territorial Symposium on International and Domestic Standards Issues Facing Canadian Governments

Montreal, 18th February, 1999

Linda Lusby Chair, Standards Council of Canada

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### Speaking Notes

- thank you for welcoming me and for being here
- we have been trying for a long time to increase government awareness, interest and use of the National Standards System, so it's good to see so many people here today
- your presence here makes you leaders in your field — I hope this experience has energized you so that you will go back to your workplace and act as an advocate for standards
- we've spent the last day and a half discussing the standards issues facing us; now it's time to decide where we go from here
- as you're probably aware, the National Standards System is in the process of developing a Canadian Standards Strategy
- your discussions at this Symposium will help to provide a government perspective to that strategy
- I'd like to outline the process by which we'll be developing that Strategy and tell you about some of the issues we've already identified
- I hope this information will be helpful as you develop conclusions and recommendations this afternoon
- over the last two days, you've discussed a host of current standards issues and challenges
- the Standards Council and the other members of the NSS are familiar with these issues and we've been repositioning ourselves to deal with them

- in 1996, the *Standards Council of Canada Act* was overhauled
- a year ago, we launched a new three-year Strategic Plan
- one of the key objectives in that plan was the development of a Canadian Standards Strategy
- the Strategy is intended to be a national master plan for standardization measures and priorities
- it's being developed by a 17-member Stakeholders' Advisory Committee, which is intended to represent everyone with a stake in standardization
- Advisory Committee includes one federal government representative and two provincial/territorial representatives [***I assume they'll be present; you may want to point them out***]
- also includes representatives from industry, non-governmental organizations, National Standards System and the Standards Council
- as you can see, a broad spectrum of interests is represented, and we've had some pretty lively discussions
- Advisory Committee is in the process of developing a draft strategy which outlines issues and presents recommendations — meeting next week to finalize
- this document will then be used as basis for a broad stakeholder consultation over the summer
- hope to launch the final version on World Standards Day, October 14
- here are the issues the Stakeholders' Advisory Council has identified in its work so far
- I think you'll recognize most, if not all of these, from your discussions here
- given that familiarity, I expect your discussions this afternoon will address many of these point, and I'm looking forward to seeing what recommendations you come up with
- your input will be an important element in the development and implementation of the CSS
- issues in domestic standardization
- governments making increased use of standards in regulation
- potential to reduce costs of regulation, ease internal trade and enhance competitiveness without sacrificing safety or other
- social goals

- **but:** need to increase regulator awareness of standards and need to adapt the standards system to include social, policy objectives that are part of regulatory process but haven't been part of standards process
- many of these are much more contentious than what standards bodies have traditionally dealt with (e.g. privacy) — can be a lot more interesting, as well
- resource concerns: increased use of standards by government means that costs of development, compliance are covered by standards development organizations, conformity assessment organizations and their clients — may not be sustainable for them
- related concern: ability of small and medium-sized businesses and non-governmental organizations to participate in standards activities — cost is rising, funding is drying up — if we want to ensure balanced participation, we need to find resources or come up with less costly ways to ensure their involvement (e.g., new technology)
- as always in Canada, there's the jurisdictional issue — interprovincial trade, international agreements in areas of provincial/territorial jurisdiction such as electrical safety
- need to speed up standards development without sacrificing balanced input, consensus
- issues in international standardization
- binational, regional and international standardization is becoming increasingly important to Canada
- also becoming increasingly difficult to deal with: growing number of standards forums, limited resources to deal with them all
- to give just a few examples:
  - international standards development bodies (e.g., ISO and IEC)
  - international conformity assessment agreements (IAF)
  - regional standards bodies
  - regional conformity assessment agreements (APLAC)
  - mutual recognition agreements with standards implications (EU MRA)
  - trade agreements (NAFTA)
  - industry consortia
- our key problems: information, coordination and (as always) resources — these cut across all of these forums
- need to better monitor what is going on in these forums
- need to get a better sense of Canadians' participation in standards development activities — not just ISO and IEC, but all regional, international bodies, consortia, etc.



- once we have that information, we need to use it to identify and address areas that should be a priority for Canada
- once again, need to ensure broad-based participation and input — SMEs and public interests should be able to participate, not just large multinationals
- need to provide participants with training, financial support and information
- one key issue Canada will need to address is growing demand for acceptance of self-declaration, rather than third-party certification
- need to educate stakeholders in order to conduct an informed debate
- system and infrastructure issues
  - need to increase awareness and understanding of standardization and the National Standards System through marketing and communications
- looking forward to your input on this one, since you represent one of our target groups and you're a potential communications channel
- need to reconsider roles and responsibilities of every partner in the NSS
- need to recruit, train and recognize standards volunteers
- resource issues
- you may have noticed this emerging as a common theme: growing demand for services, diminishing resources to meet those demands
- costs of standardization — especially international standardization — are growing; financial support from government and business is declining
- note that internationally, number of technical committees is growing and many of Canada's trading partners and competitors are increasing their participation
- need to review how the system is funded and to consider such issues as who is paying for standards and who uses them
- you may have noticed that I've provided a long list of issues and haven't said much about how we should be dealing with them
- whole point of the Canadian Standards Strategy is a search for answers we want to hear from everyone involved — the answers shouldn't just come from one player
- my challenge to you: tell us how **you** think we should proceed



- thank you for your time and attention — I look forward to this afternoon's discussions, and to your participation in the CSS consultation in the months to come

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Author - Industry Canada - Standards Policy Team

Publication Date - 1999-03-24

## The Federal, Provincial and Territorial Symposium on International and Domestic Standards issues Facing Canadian Governments

Montreal, February 17, 1999

Notes for an address by Mr. Serge Guérin

President and CEO of the Centre de recherche Industrielle du  
Québec (CRIQ)

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Mr. Andrei Sulzenko, Assistant Deputy Minister, Industry and Science Policy,  
Industry Canada;

Mr. Robert Main, Director, Regulatory Affairs and Standards Policy, Industry  
Canada, and Chairman of the Symposium Organizing Committee;

Representatives of the Standards Council of Canada, standards development  
organizations and various regulatory bodies in the field of construction;

Representatives of the Internal Trade Committee, the Trade Committee and the  
Provincial-Territorial Advisory Committee;

Fellow participants...

It is an honour for me, on behalf of the government of Quebec, to welcome all of  
you to this federal, provincial and territorial symposium on international and  
domestic standards issues facing Canadian governments.

Québec is particularly pleased to be hosting this symposium on standards here  
in Montreal. The objectives of this event are consistent with Québec's traditional  
trade concerns. In fact, Québec has been actively supporting free trade in its  
policies for many years now and consequently makes every effort to participate  
actively in domestic and international efforts to facilitate market access and  
reduce obstacles to trade.

As the President and CEO of the Centre de recherche industrielle du Québec, I  
am acutely aware of how important it is for businesses to use standards. Indeed,  
standardization is one of the three areas of expertise which the Bureau de  
normalisation du Québec (BNQ) [the Québec standards bureau] makes available  
to businesses to support them in their commercial activities.

## **The BNQ**

The process of developing standards has been a focus of attention in Quebec for quite some time. The province's first activities in this field date back to 1961. Faced with the need to better define the technical specifications of certain purchases, the government of the day created an agency which subsequently grew and extended its activities to other areas. This agency is now known as the BNQ.

The BNQ is now accredited by the Standards Council of Canada and concentrates on developing standards, certifying products, registering quality and environmental management systems and certifying laboratories. The BNQ has been affiliated with the Centre de recherche industrielle du Québec (CRIQ) since 1990. With the founding of the BNQ, Quebec officially became a participant in the Canadian standardization process.

## **Trade disputes**

The need to standardize its own procurement practices and the need to meet Quebec companies' demands for the standardization of their products are not the only reasons why Quebec is interested in standardization issues. In recent years, multilateral agreements such as NAFTA and the WTO agreement have substantially altered the international trade environment. New data exist and international rules are beginning to take precedence over domestic regulations. This trade liberalization has facilitated commercial transactions. Since NAFTA came into force in 1994 and the WTO agreement in 1995, Canada's foreign trade has been growing faster than its domestic production. In Quebec, the proportion of the province's GDP represented by international exports has increased from 20.5 percent in 1988 to 36.4 percent in 1997. The Canadian economy is becoming more and more internationalized, even though more than three quarters of our trade is with our neighbours to the south.

The new trade environment does have a certain negative side to it and, in recent years, has given rise to major disputes focusing on the application of standards. These disputes, many of which involve Canada, are in areas such as Canadian exports of lumber, asbestos, furs and asphalt shingles to Europe. Many companies are finding it difficult to penetrate foreign markets, despite the trade liberalization provisions of the said agreements. All too often, our trade partners succumb to the temptation of giving into the protectionists lobbying on their territories. As a result, they restrict the application of adopted standards. They manage to do this despite the excellent monitoring efforts of Canadians who work in one capacity or another within the national Canadian standards system.

Quebec is very much aware of the fact that additional efforts must be made to bring about adjustments to our national standards system.

We must strive to reduce the difficulties faced by Canadian firms seeking access to foreign markets. The scope of some disputes involving Quebec leads us to wonder what measures should be considered to take better advantage of the benefits that should normally be derived from multilateral trade agreements. It might be possible to reduce the extent of problems caused by the restrictive use of standards by stepping up our monitoring of the standardization processes put forth by our trade partners. In adhering to various trade agreements, Canada hoped, among other things, to eliminate such technical obstacles to trade.

Access to foreign markets entails numerous challenges. Exporters must meet the requirements of the regulations in force in importing countries, while addressing consumer preferences in the target markets. Standardization, whether voluntary or imposed by means of regulations, is a key factor for these firms.

These same companies need the support of their governments so that restrictive or discriminating behaviour is eliminated or, at least, identified through regulations whose principles are accepted and approved by most countries.

We fervently hope that the awareness efforts initiated today can lay the groundwork for the desired adjustments to the national standards system. This awareness is all the more timely given the growth in international trade since the coming into force of the new trade regulations set out in the WTO agreement and in regional agreements such as NAFTA.

I consider this symposium a fine initiative and an excellent opportunity to gain a greater understanding of the importance of standards in trade activities and their potential impact on companies. We must see to it that Canada and the provinces take the lead and strive to play a featured role in the international standardization process.

Allow me, in finishing, to extend to all of you my best wishes for an enjoyable stay in Montreal and great success in this symposium.

I hope your two days of deliberations will be most productive.

Thank you.


1999-02-17



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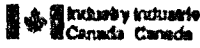


- [Lunch Address](#) delivered by Linda Lusby-- Chair of the Board of Directors at the Standards Council of Canada

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## Federal-Provincial-Territorial Symposium on International and Domestic Standards Issues Facing Canadian Governments

Montreal, 17 February, 1999

Opening Address Delivered by Andrei Sulzenko, Assistant Deputy  
Minister, Industry and Science Policy, Industry Canada

### INTRODUCTION

February 17, 1999

Good morning,

J'aimerais d'abord remercier Monsieur Serge Guérin, Président et directeur général du Centre de recherche industrielle du Québec, de nous avoir accueilli tous à Montréal ce matin.

I also want to thank, at the outset, the representatives of PTAC (the provincial-territorial advisory committee of the Standards Council of Canada) and C-Trade (the committee of provincial and territorial trade policy officials) who have helped us to pull this symposium together.

I am glad to see that a variety of officials from Canada's federal, provincial and territorial governments are here today. The fact that all of you are taking time out of your busy schedules to attend demonstrates the importance which you attach to standards issues. I now want to take a few minutes to outline why we, in the federal government, see those issues as important, and to set out some of the key challenges I hope this symposium will deal with.

### CONVERGENCE OF TRADE AND DOMESTIC POLICY RESPONSIBILITIES

We are all familiar with the impact of globalization. Products and services flow around the globe in ever increasing quantities at higher and higher speed. Companies organize on a global, rather than a national basis. The areas where governments act to protect public interests like health and safety are increasingly affected by products and services delivered from abroad or by

foreign-based entities. With traditional trade barriers more or less eliminated, the attention of the trade policy community is turning more and more to standards and regulations, areas that, until recently, were considered largely domestic policy matters.

To complicate things further, whereas trade policy is generally regarded as a matter of federal jurisdiction, many regulatory responsibilities are clearly matters of provincial and territorial jurisdiction. As underlined in Michael Hart's paper for one of the workshops this afternoon, we are now living in a global economy rather than a collection of national ones. Standards have a major role to play in the global rules we will be needing.

Given those realities we face an enormous challenge in terms of coordinating the effective and efficient pursuit of Canada's interests. People working with the standards systems in different ways have, until now, been fairly comfortable pursuing their own objectives independently. The painful experience of those Canadian officials and standards organizations involved in the negotiation and implementation of the Electrical Safety Annex of the Canada - EU MRA shows us the folly of our ways. It tells me we didn't pay enough attention to lessons from our childhood ...[cue slide]

"Here is Edward Bear, coming downstairs now, bump, bump, bump, on the back of his head, behind Christopher Robin. It is, as far as he knows, the only way of coming downstairs, but sometimes he feels that there really is another way, if only he could stop bumping for a moment and think of it."

I'm sure that we all sometimes feel like Winnie the Pooh - caught up in some process - bumping around, feeling helpless but knowing that there must be a better way. So, I'd like us all to see these two days in Montreal as an opportunity to stop bumping, to reflect, and to come up with better ways. We need better mechanisms to sort out our various interests - regulatory, trade and others - and to coordinate among different jurisdictions. The task is to figure out how to do it better.

-

### ADVANTAGES OF THE STANDARDS SYSTEM

The standards system is really the unsung hero of Canadian governments' pursuit of public policy objectives.

We want trade liberalisation - the standards system delivers. Just look at electrical safety in Canada where the existence of twelve independent responsible jurisdictions could just as easily have delivered the balkanization of the market that the EU has struggled for years to eliminate. And the international system has the potential to deliver the same benefits world-wide, for example in the area of privacy regulation, if we can get an international standard accepted.



We want health and safety protection - again the standards system delivers. Look once more at electrical safety. All the responsible jurisdictions in Canada have a high and uniform level of protection at minimum cost because of the benefits the standards system delivers.

Recently when federal health officials wanted to look at ways of ensuring the safety of drinking water, their first instinct was to regulate in the traditional manner. Luckily they soon found an existing system overseen by Canada's Plumbing Code by the Canadian Advisory Council on Plumbing - with full participation of business, consumers, provincial governments, etc already in place.

These are examples of how we make good use of the system already. You can bet that there are many more areas of unfulfilled potential. But not everyone struggling to achieve public policy objectives is aware of the tools available. The challenge for us all, over the next two days, is to figure out how to ensure that we and others are making the greatest and best possible use of that system.

## CHALLENGES

To turn to a third challenge, we have all been affected by downsizing in the public service. It seems clear that the era of governments increasing their share of the economy is over. We are not likely to find that we have enormous new resources for standards activity even if standards do provide some of the answers. Standards don't have the same political appeal as R and D, as we saw in yesterday's federal budget.

Like governments, the standards system faces numerous challenges. Standards development is an expensive process relying heavily on ever-scarcer volunteer participation. (Indeed in one of this morning's workshops you will hear that government participation too, is declining.) It is an activity that increasingly takes place in the costly international arena. Standards development, conformity assessment and harmonization activities are the subject of discussion and debate in a bewildering array of regional and international fora. The areas subject to standardization are multiplying, especially with the relatively recent development of management systems standards (ISO 9000 and 14000). There is a critical need within the system to set priorities activity and focus scarce resources where they will have the greatest impact.

One of the challenges facing us over the next two days is to try and come up with recommendations that will help standards organizations to overcome these difficulties. Part of the answer is probably more collaboration both within the standards system and with other parties but we need to think of ways to help it happen.

Fortunately, work is in hand to deal with some of these issues. We recently streamlined the Standards Council of Canada and modernized its mandate. We were very concerned at the time to encourage full provincial and territorial

participation in the National Standards System. Whereas I am the lone federal government member, the appointed Council includes 2 provincial or territorial members. The *Standards Council of Canada Act* stipulates that there be a Provincial Territorial Advisory Committee - known as PTAC - composed of one representative selected by each province and territory. The Chair and Vice Chair of PTAC sit on Council as full voting members. As I mentioned earlier, there are real challenges of coordination and cooperation facing us. I think that PTAC has a key role to play in meeting those challenges and I hope we will be able to provide them with some concrete proposals for how to do that.

The new council was quick to take a strategic look at its plans and activities and is now leading an effort to develop a Canadian Standards Strategy. I am pleased that a number of members of both Council and the committee which has been given this task are in attendance here today. They face major challenges in working out how standards organizations can better work together to further the goals of the entire system and its more than 12,000 volunteers. Our challenge is to ensure that we produce recommendations that will help them prepare and carry out that strategy.

To conclude, I have mentioned three areas where I hope we will come up with concrete proposals to deal with evident needs:

- the need for better coordination and cooperation among and between the different departments and levels of government involved with the standards system in one way or another.
- the need to increase awareness of the potential to better use the standards system to achieve our public policy goals - because it is by using it that we strengthen it.
- the need to overcome the resource constraints that hamper both the standards system and our participation in it as governments.



We have the people here who have the knowledge and ability to deal with these questions. Over the next two days we must come up with concrete, constructive suggestions. If we can do this, I am prepared to work with all of you over the coming months and years to implement them. One of these days we really will stop bumping and do things better.

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Author - Industry Canada-- Standards Policy Team

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## Federal-Provincial-Territorial Symposium on International and Domestic Standards Issues Facing Canadian Governments

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Please note that this is a list of the participants who registered as of 10th February, 1999. It may not be an exact list of those who actually participated.

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### LIST OF PARTICIPANTS

#### Alberta

| Name            | Address  | Fax               | Email                  |
|-----------------|--|-------------------|------------------------|
| Caruk, Ron      | Public Works, Supply and Services<br>12360 - 142 Street, 2nd Floor<br>Edmonton, Alberta T5L 2H1                                    | (403)<br>427-2875 | ron.caruk@gov.ab.ca    |
| Chow-Seng, Liu  | Alberta Environmental Protection<br>9820 - 106 Street Edmonton,<br>Alberta T5K 2J6   | (403)<br>422-4192 | cliu@env.gov.ab.ca     |
| Doherty, James  | Alberta Intergovernmental Affairs<br>10155 - 102 Street 12th Floor,<br>Commerce Place Edmonton,<br>Alberta T5J 4G8                 | (403)<br>427-0699 | jad@inter.gov.ab.ca    |
| Fenning, Ken    | Director, Alberta Labour Safety<br>Services 10808 - 99th Avenue, 8th<br>Floor Edmonton, Alberta T5K 0G5                            | (403)<br>427-8686 | fenningk@lab.gov.ab.ca |
| Gartner, Dennis | Assistant Deputy Minister Alberta<br>Labour Technical and Safety<br>Services 10808 - 99 Avenue, 8th<br>Floor Edmonton, Alberta T5K | (403)<br>422-7173 | gartnerd@lab.gov.ab.ca |

|                  |   |                              |                          |
|------------------|---|------------------------------|--------------------------|
|                  | OG5   |                              |                          |
| Mach , Helmut    | Alberta Intergovernmental and<br>Aboriginal Affairs 10155 - 102 Street<br>12th Floor, Commerce Place<br>Edmonton, Alberta T5J 4G8 | (403)<br>427-0699            |                          |
| O'SNeill, Thomas | Alberta Public Works, Supply and<br>Services 6950 - 113 Street, 3rd Floor<br>Edmonton, Alberta T6H 5V7                            | phone :<br>(403)<br>422-7447 |                          |
| Robbins, Shawn   | Alberta Public Works, Supply and<br>Services 12360 - 142 Street, 2nd<br>Floor Edmonton, Alberta T5L<br>2H1                        | (403)<br>427-2875            | shawn.robbsins@gov.ab.ca |
| Skakun, Casey    | Alberta Public Works, Supply and<br>Services, 6950 - 113 Street, 3rd<br>Floor Edmonton, Alberta T6H 5V7                           | (403)<br>427-3873            | casey.skakun@gov.ab.ca   |

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## BRITISH COLUMBIA

| Name                   | Address  | Fax               | Email                             |
|------------------------|--|-------------------|-----------------------------------|
| Burr, Bill             | Government of British<br>Columbia/CACES, 750<br>Pacific Boulevard,<br>Vancouver, British<br>Columbia V6B 5E7                                     | (604)<br>660-6661 | bburr@sesmail.ses.gov.bc.ca       |
| Cohen,<br>David        | Faculty of Law, University of<br>Victoria, P.O. Box 2400,<br>Victoria, British Columbia<br>V8W 3H7   | (250)<br>472-4299 | lawdean@uvic.ca                   |
| den Hertog,<br>Johanna | British Columbia Ministry of<br>Employment and Investment,<br>730 - 999 Canada Place,<br>Vancouver, British<br>Columbia V6C 3E1                  | (604)<br>844-1926 | johanna.denhertog@gems9.gov.bc.ca |
| Duncan,<br>Drew        | University of Victoria, P.O.<br>Box 2400, Victoria, British<br>Columbia V8W 3H7  | (250)<br>472-4299 | drewd@uvic.ca                     |
| Grimmer,<br>Dennis     | International Branch,<br>Ministry of Employment and<br>Investment, 1810 Blanshard<br>Street, 4th Floor, Victoria,<br>British Columbia V8W<br>9N3 | (250)<br>952-0716 | dennis.grimmer@gems9.gov.bc.ca    |
|                        | Assistant Deputy Minister<br>Safety and Standards,   |                   |                                   |

|                            |  |                   |                                       |
|----------------------------|--|-------------------|---------------------------------------|
| Harkness,<br>Gary          | Ministry of Municipal Affairs<br>P.O. Box 9490, Station<br>Provincial Government,<br>Victoria, British Columbia<br>V8X 9N7   | (250)<br>387-7973 | gharknes@hg.mark.gov.bc.ca            |
| Katz,<br>Susanna<br>P.Eng. | Director and Chief Inspector<br>Safety Engineering Services<br>Division, Boiler, Gas and<br>Railways Safety Branch,<br>Ministry of Municipal Affairs<br>750 Pacific Boulevard South,<br>3rd Floor Vancouver,<br>British Columbia V6B 5E7 | (604)<br>660-3460 | skatz@sesmail.ses.gov.bc.ca           |
| Schacter,<br>Noel          | International Branch,<br>Ministry of Employment and<br>Investment, 1810 Blanshard<br>Street, 4th Floor, Victoria,<br>British Columbia, V8W<br>9N3  | (250)<br>952-0716 | noel.schacter@gems5.gov.bc.ca         |
| Tsisserev,<br>Arkady       | Chief Electrical Inspector,<br>City of Vancouver, 453 12th<br>Avenue West, Vancouver,<br>British Columbia V5Y<br>1V4   | (604)<br>873-7100 | arkady_tsisserev@city.vancouver.bc.ca |

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## MANITOBA

| Name          | Address  | Fax               | Email                    |
|---------------|--|-------------------|--------------------------|
| Au, David     | Manitoba Department of<br>Industry, Trade and Tourism,<br>675 - 155 Carlton Street,<br>Winnipeg, Manitoba R3C<br>3H8   | (204)<br>945-1354 | dau@itt.gov.mb.ca        |
| Barber, Alan  | Director, Research and<br>Economic Services Division,<br>Department of Industry, Trade<br>and Tourism, Government of<br>Manitoba, 675 - 155 Carlton<br>Street, Winnipeg, Manitoba<br>R3C 3H8 | (204)<br>945-1354 | abarber@itt.gov.mb.ca    |
| Bawden, Geoff | Workplace Safety and Health<br>Division, Department of<br>Labour, 200 - 401 York<br>Avenue, Winnipeg,<br>Manitoba R3C 0P8  | (204)<br>945-4556 | abawden@labour.gov.mb.ca |
|               | Internal Trade Secretariat, 125  |                   |                          |

|                           |   |                   |                             |
|---------------------------|---|-------------------|-----------------------------|
| Dimitrijevic,<br>Andre    | Garry Street, Suite 850,<br>Winnipeg, Manitoba R3C<br>3P2   | (204)<br>942-8460 | andre@intrasec.mb.ca        |
| Dunsire, D.H.<br>(Duncan) | Electrical Inspection<br>Superintendent, Chief<br>Electrical Inspector, Electrical<br>Codes and Standards, 12 -<br>1145 Waverley Street, P.O.<br>Box 815, Winnipeg,<br>Manitoba R3C 2P4 | (204)<br>475-0273 | dhdunsire@hydro.mb.ca       |
| Sanderson,<br>Chuck       | Office of the Fire<br>Commissioner, 508 - 401 York<br>Avenue, Winnipeg, Manitoba<br>R3C 0P8   | (204)<br>948-2089 | csanderson@labour.gov.mb.ca |

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## NEW BRUNSWICK

| Name           | Address   | Fax            | Email             |
|----------------|---|----------------|-------------------|
| Duncan, Calvin | New Brunswick Department of<br>Labour, 500 Beaverbrook<br>Crescent, P.O. Box 6000,<br>Fredericton, New Brunswick<br>E3B 5H1 | (506) 457-7394 | cduncan@gov.nb.ca |

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## NEWFOUNDLAND

| Name               | Address   | Fax               | Email                     |
|--------------------|---|-------------------|---------------------------|
| Coates, Reg        | Department of Health and Community<br>Services, 1st Floor, West Block,<br>Confederation Building, P.O. Box<br>8700, St. John's, Newfoundland<br>A1B 4J6 | (709)<br>729-5824 | rcoates@health.gov.nf.ca  |
| Fleming,<br>Thomas | Department of Industry, Trade and<br>Technology, 4th Floor, Confederation<br>Building, P.O. Box 8700, St. John's,<br>Newfoundland A1B 4J6               | (709)<br>729-5936 | tfleming@ditt.gov.nf.ca   |
| Hutchings, Arch    | Department of Industry, Trade and<br>Technology, P.O. Box 8700, St.<br>John's, Newfoundland A1B 4J6   | (709)<br>729-5936 | ahutchings@ditt.gov.nf.ca |
| Layden, Roy        | Government of Newfoundland and<br>Labrador, 5 Mews Place, St. John's,<br>Newfoundland A1B 4J6   | (709)<br>729-3980 |                           |

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| Name            | Address   | Fax            | Email                  |
|-----------------|---|----------------|------------------------|
| O'SKeefe, Kevin | Department of the Executive,<br>Government of Northwest<br>Territories, P.O. Box 1320,<br>Yellowknife, Northwest<br>Territories X1A 2L9 | (867) 873-0139 | kevin_okeefe@gov nt ca |

[Back to Top](#)**NOVA SCOTIA**

| Name                      | Address  | Fax            | Email           |
|---------------------------|--|----------------|-----------------|
| Bent, Greg                | Nova Scotia Economic Development<br>and Tourism, 1800 Argyle Street,<br>Halifax, Nova Scotia B3J 2R7 | (902) 424-5739 | gbent@gov ns ca |
| Schellinck, Tony<br>(Dr.) | School of Business, Dalhousie<br>University, 6152 Coburg Road,<br>Halifax, Nova Scotia, B3H 3J5      | (902) 494-1107 |                 |

[Back to Top](#)**ONTARIO**

| Name                   | Address   | Fax               | Email                         |
|------------------------|---|-------------------|-------------------------------|
| Baxter, Mercilyn       | Trade and International<br>Policy Branch, Ontario<br>Ministry of Economic<br>Development, Trade and<br>Tourism, Hearst Block, 900<br>Bay Street, 6th Floor,<br>Toronto, Ontario M7A 2E1 | (416)<br>325-6949 | mercilyn baxter@edt gov on ca |
| Dr. D'SCunha,<br>Colin | Ontario Ministry of Health,<br>Public Health Branch, 5700<br>Yonge Street, 8th Floor,<br>North York, Ontario M2M<br>4K5   | (416)<br>327-7438 |                               |
| Cotsomitis, John       | Ministry of Economic<br>Development, Trade and<br>Tourism, Hearst Block, 900<br>Bay Street, 6th Floor,<br>Toronto, Ontario M7A 2E1  | (416)<br>325-6949 |                               |
| Dixon, James L.        | Canadian Standards<br>Association, 178 Rexdale<br>Boulevard, Etobicoke,<br>Ontario M9W 1R3  | (416)<br>747-2473 | dixonj@csa ca                 |

|                       |  |                   |                             |
|-----------------------|--|-------------------|-----------------------------|
| Flood, Tony           | A.J. Flood & Associates, 332 Swinburne Road, Burlington, Ontario L7N 2A1   | (905)<br>639-9409 | tonyflood@sympatico.ca      |
| Gicante, Carmen (Mr.) | Electrical Inspection, 1071 Wellington Road South, London, Ontario N6F 1W4   | (519)<br>680-0676 | carmen.gicante@sympatico.ca |
| Grzesik, Edward       | Ontario Ministry of Energy, Science and Technology, 880 Bay Street, 3rd Floor, Toronto, Ontario M7A 2C1                              | (416)<br>325-7023 | grzesied@est.gov.on.ca      |
| Hart, Michael         | 27 Saddle Crescent, Ottawa, Ontario K1G 5L4  |                   |                             |
| Jory, Alvin           | Ontario Ministry of Agriculture, Food and Rural Affairs, 1 Stone Road West, Guelph, Ontario N1G 4Y2                                  | (519)<br>826-3492 |                             |
| Kirton, John          | University of Toronto, 91 Roe Avenue, Toronto, Ontario M5M 2H6   | (416)<br>971-2087 | john.kirton@utoronto.ca     |
| Lyon, Issie           | Ministry of Economic Development, Trade and Tourism, Hearst Block, Queen's Park, 900 Bay Street, 7th Floor, Toronto, Ontario M7A 2E1 |                   |                             |
| Mander, Doug          | Ministry of Consumer and Commercial Relations, 250 Yonge Street, 35th Floor, Toronto, Ontario M5B 2N5                                | (416)<br>326-8885 | doug.mander@ccc.gov.on.ca   |
| Marshall, Thomas      | Ministry of the Attorney General, 720 Bay Street, 8th Floor, Toronto, Ontario M5G 2K1  | (416)<br>326-4181 | tom.marshall@jus.gov.on.ca  |
| McCloskey, Ed         | Ministry of Labour, 400 University Avenue, 8th Floor, Toronto, Ontario M7A 1T7   | (416)<br>326-1161 |                             |
| Paszkwiaik, Kris      | Ontario Hydro Electrical Inspection, 155D Matheson Boulevard West, Suite 102, Mississauga, Ontario L5R 3L5                           | (905)<br>712-3013 |                             |
|                       | Assistant Deputy Minister, Employment and Business Development Division,   |                   |                             |



|                      |  |                   |                                   |
|----------------------|--|-------------------|-----------------------------------|
| Sadlier-Brown, Peter | Ministry of Economic Development, Trade and Tourism, Hearst Block, Queen's Park, 900 Bay Street, 7th Floor, Toronto, Ontario M7A 2E1 | (416)<br>325-2102 | peter.sadlier-brown@edt.gov.on.ca |
| Seeber, Bobby G.     | Ontario Ministry of Agriculture, Food and Rural Affairs, 1 Stone Road West, 2nd Floor North, West, Guelph, Ontario N1G 4Y2           | (519)<br>826-3492 |                                   |
| Soloway, Julie       | University of Toronto, 252 Bloor Street West, 8th Floor, Toronto, Ontario M5S 1V6  | (416)<br>926-4738 | julie.soloway@utoronto.ca         |
| Taylor, Ken          | Technical Standards and Safety Authority, 3300 Bloor Street West, 4th Floor, West Tower, Toronto, Ontario M8Y 2X4                    | (416)<br>326-8248 |                                   |
| Uzumeri, Yaman       | Building Division, City of Toronto, Metro Hall, 55 John Street, 22nd Floor, Toronto, Ontario M5V 3C6                                 | (416)<br>395-7570 |                                   |
| Walter, John         | Technical Standards and Safety Authority, 3300 Bloor Street West, 4th Floor, West Tower, Toronto, Ontario M8X 2X4                    | (416)<br>326-1661 |                                   |

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## QUEBEC

| Name                | Address   | Fax               | Email              |
|---------------------|---|-------------------|--------------------|
| Allard, Danielle    | Bureau de normalisation du Québec, 333, rue Franquet, Ste-Foy, (Québec) G1P 4C7   | (418)<br>652-2292 | dallard@criq.qc.ca |
| Boulangier, Jacques | Directeur, Direction des laboratoires d'expertises et d'analyses alimentaires, 2700, rue Einstein, bureau C.Z. 105, Sainte-Foy (Québec) G1P 3W8 | (418)<br>643-0131 |                    |
|                     | Commission de la  |                   |                    |

|                      |  |                   |                                |
|----------------------|--|-------------------|--------------------------------|
| Brissette,<br>Yves   | santé et de la<br>Sécurité du travail<br>(CSST), 1199, rue de<br>Bleury, C.P. 6056,<br>succursale centre,<br>Montréal (Québec)<br>H3C 4E1                                    | (514)<br>864-9985 | Yves.Brissette@csst.qc.ca      |
| Caillibot,<br>Pierre | Coordonnateur des<br>systèmes de qualité,<br>Hydro-Québec, 855,<br>rue Ste-Catherine Est,<br>8 <sup>e</sup> étage, Montréal<br>(Québec) H2L 4P5                              | (514)<br>840-3154 | caillibot.pierre@hydro.qc.ca   |
| Cardinal,<br>Laurent | Directeur de la<br>politique<br>commerciale,<br>Ministère de<br>l'Industrie et du<br>Commerce, 710,<br>place D'Youville, 3 <sup>e</sup><br>étage, Québec<br>(Québec) G1R 4Y4 | (418)<br>643-0221 |                                |
| Desaulniers,<br>Guy  | Conseil du Trésor,<br>875, rue Grande-Allée<br>Est, Section 3B5,<br>Québec (Québec)<br>G1R 5R8   | (418)<br>643-2987 | guy.desaulniers@sct.gouv.qc.ca |
| Doyle, Yvon          | Ministère de<br>l'Agriculture,<br>Pêcheries,<br>Alimentation, 200,<br>chemin Ste-Foy, 10 <sup>e</sup><br>étage, Québec<br>(Québec) G1R 4X6                                   | (418)<br>646-6564 | ydoyle@agr.gouv.qc             |
| Dregle,<br>Yves      | CRIQ Conseil Norme,<br>333, rue Franquet,<br>Ste-Foy (Québec)<br>G1V 4C7   | (418)<br>652-2225 | ydregle@criq.qc.ca             |
| Fournier,<br>Lise    | Ministère des<br>Transport du Québec,<br>700, boulevard<br>René-Lévesque Est,<br>25 <sup>e</sup> étage, Québec<br>(Québec) G1R<br>5H1  | (418)<br>644-6963 |                                |
| Gagné,               | Conseil du Trésor,<br>875, rue Grande-Allée  | (418)             |                                |

|                               |   |                   |                                       |
|-------------------------------|---|-------------------|---------------------------------------|
| Daniel                        | Est, Québec<br>(Québec) G1R 5R8   | 643-2987          |                                       |
| Gauthier,<br>Louise           | Conseil du Trésor,<br>875, rue Grande-Allée<br>Est, Édifice H, 3 <sup>e</sup><br>étage, pièce, 3B,<br>Québec (Québec)<br>G1R 5R8  | (418)<br>643-2987 | louise.gauthier@sct.gouv.qc.ca        |
| Girard,<br>Jacques<br>(ing.)  | Bureau de<br>normalisation du<br>Québec, 333, rue<br>Franquet, Sainte-Foy<br>(Québec) G1P 4C7   | (418)<br>652-2292 | igirard@criq.qc.ca                    |
| Hamel,<br>Serge               | Régie du Bâtiment du<br>Québec, 800, place<br>Youville, 14 <sup>e</sup> étage,<br>Québec, QC G1R<br>5S3   | (418)<br>646-9280 | serge.hamel@rbq.gouv.qc.ca            |
| Lacroix,<br>André             | Direction des affaires<br>policières et de la<br>sécurité incendie,<br>Ministère de la<br>Sécurité publique,<br>2525, boulevard<br>Laurier, 4 <sup>e</sup> étage,<br>Sainte-Foy (Québec)<br>G1V 2L2 | (418)<br>646-3564 |                                       |
| Lafontaine,<br>Pierre         | Ministère des<br>Transport du Québec,<br>700, boulevard<br>René-Lévesque Est,<br>25 <sup>e</sup> étage, Québec<br>(Québec) G1R 5H1  | (418)<br>644-6963 | plafontaine@mtq.gouv.qc.ca            |
| Latulippe,<br>Jean<br>Maurice | Ministère de<br>l'Environnement et de<br>la Faune, 675,<br>boulevard<br>René-Lévesque Est, 8 <sup>e</sup><br>étage, boîte 42<br>Québec (Québec)<br>G1R 5V7  | (418)<br>644-2003 | jean-maurice.latulippe@mef.gouv.qc.ca |
| Lemay,<br>Michel              | Ministère de<br>l'Agriculture,<br>Pêcheries,<br>Alimentation, 200,<br>chemin Ste-Foy, 10 <sup>e</sup><br>étage, Québec  | (418)<br>643-0221 | michel.lemay@agr.gouv.qc.ca           |

|                           |  |                   |                                  |
|---------------------------|--|-------------------|----------------------------------|
|                           | (Québec) G1R 4X6   |                   |                                  |
| Mercier,<br>Pierre        | Ministère des<br>Transport du Québec,<br>700, boulevard<br>René-Lévesque Est,<br>25 <sup>e</sup> étage, Québec<br>(Québec) G1R 5H1   | (418)<br>644-9072 | pmercier@mtq.gouv.qc.ca          |
| Paré,<br>Germain          | Ministère des<br>Ressources<br>Naturelles du<br>Québec, 880, chemin<br>Ste-Foy,, bureau<br>5-50, Québec<br>(Québec), G1S 4X4   | (418)<br>643-5651 | germain.pare@mrn.gouv.qc.ca      |
| Pelletier,<br>Anne (ing.) | Ministère de la Santé<br>et des Services<br>sociaux, 1005 chemin<br>Ste-Foy, 2 <sup>e</sup> étage,<br>Québec (Québec)<br>G1S 4N4   | (418)<br>646-1739 | anne.pelletier@msss.gouv.qc.ca   |
| Poirier,<br>Gaston        | Ministère de<br>l'Industrie, du<br>Commerce, de la<br>Science et de la<br>Technologie,<br>Direction de la<br>politique<br>commerciale, 710,<br>place d'Youville, 3 <sup>e</sup><br>étage, Québec<br>(Québec) G1R 4Y4 | (418)<br>643-5651 | gaston.poirier@micst.gouv.qc.ca  |
| Robert,<br>Jean-Louis     | Régie du Bâtiment du<br>Québec, 800, place<br>Youville, 14 <sup>e</sup> étage,<br>Quebec, QC G1R<br>5S3  | (418)<br>646-9280 | jean-louis.robert@rbq.gouv.qc.ca |
| Turcotte,<br>Lucien       | Conseil du Trésor,<br>875, rue Grande-Allée<br>Est, Section 3B5,<br>Québec (Québec)<br>G1R 5R8   | (418)<br>643-2987 | lucien.turcotte@sct.gouv.qc.ca   |
| Vézina,<br>Marc           | Ministère des<br>Ressources<br>Naturelles du<br>Québec, 880, chemin<br>Ste-Foy,, bureau<br>5-50, Québec  | (418)<br>643-9534 | marc.vezina@mrn.gouv.qc.ca       |

|            |   |                   |                         |
|------------|---|-------------------|-------------------------|
|            | (Québec), G1S 4X4   |                   |                         |
| Walsh, Luc | Conseil exécutif,<br>Secrétariat aux<br>affaires<br>intergouvernementales<br>canadiennes, 875,<br>rue Grande-Allée Est,<br>2 <sup>e</sup> étage, Québec<br>(Québec) G1R 4Y8 | (418)<br>646-5420 | luc.walsh@cex.gou.qc.ca |

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## SASKATCHEWAN

| Name           | Address   | Fax               | Email                       |
|----------------|---|-------------------|-----------------------------|
| Donald, Robert | Trade Policy Branch,<br>Saskatchewan<br>Intergovernmental and<br>Aboriginal Affairs, 1919<br>Saskatchewan Drive, 11th<br>Floor, Regina, Saskatchewan<br>S4P 3V7 | (306)<br>787-8883 | robert.donald@iaa.gov.sk.ca |
| Purlich, Ken   | Trade Policy Branch,<br>Saskatchewan<br>Intergovernmental and<br>Aboriginal Affairs, 1919<br>Saskatchewan Drive, 11th<br>Floor, Regina, Saskatchewan<br>S4P 3V7 | (306)<br>787-2198 | ken.perlich@ecd.gov.sk.ca   |
| Schnell, Mark  | Trade Policy Branch,<br>Saskatchewan<br>Intergovernmental and<br>Aboriginal Affairs, 1919<br>Saskatchewan Drive, 11th<br>Floor, Regina, Saskatchewan<br>S4P 3V7 | (306)<br>787-3989 | mark.schnell@ecd.gov.sk.ca  |

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## FEDERAL ORGANIZATIONS

| Name           | Address   | Fax      | Email                    |
|----------------|---|----------|--------------------------|
| Arseneau, John | Canadian<br>Environmental<br>Assessment Agency,<br>200 Sacré-Coeur<br>Boulevard, 14th,<br>Floor, Hull, Quebec | 953-8592 | john.arseneau@ceaa.qc.ca |

|                   |  |          |                           |
|-------------------|--|----------|---------------------------|
|                   | K1A 0H3  |          |                           |
| Audet, Julie      | International Trade Policy Directorate, Agriculture and Agri-Food Canada, Sir John Carling Building, 930 Carling Avenue, Ottawa, Ontario K1A 0C5                       |          |                           |
| Berndt, John      | Canadian Construction Materials Centre, National Research Council Canada, 1500 Montreal Road, Building M-24, Ottawa, Ontario K1A 0R6                                   | 952-0268 | john.berndt@nrc.ca        |
| Bowen, Bob        | Director, Codes and Evaluation, Institute for Research in Construction, National Research Council Canada, Montreal Road Campus, Building M-20, Ottawa, Ontario K1A 0R6 | 941-0822 | bob.bowen@nrc.ca          |
| Boucher, Gaetan   | Directeur général, Transport Canada, Place de Ville, 330, rue Sparks, Tour C, 12 <sup>e</sup> étage, Ottawa, Ontario K1A 0N5   | 990-5058 | boucheg@tc.gc.ca          |
| Brodie, Dennis R. | Therapeutic Products Programme, Health Canada, 1600 Scott Street, 2nd Floor, Tower B, Postal Locator: 3102C5, Ottawa, Ontario K1A 1B6                                  | 941-6458 | dennis.brodie@hc-sc.gc.ca |
| Budd, Sharon      | Department of Fisheries and Oceans, 200 Kent Street, 14th Floor, Room 14-084, Ottawa, Ontario K1A 0E6  | 990-0120 |                           |
|                   | Privy Council Office,  |          |                           |

|                                 |  |          |                             |
|---------------------------------|--|----------|-----------------------------|
| Campbell, Anthony               | 59 Sparks Street,<br>Ottawa, Ontario K1A 0A3   | 957-5411 |                             |
| Charlebois, Ninon David Thomson | Industry Canada, 235 Queen Street, Room 608-A, Ottawa, Ontario K1A 0H5   | 991-4969 | charlebois.ninon@ic.gc.ca   |
| Cockburn, John                  | Office of Energy Efficiency, National Resources Canada, 580 Booth Street, 20th Floor, Ottawa, Ontario K1A 0E4  | 947-0373 | jcockbur@nrcan.gc.ca        |
| Cunningham, William             | Canadian General Standards Board, Place du Portage, Phase III, 11 Laurier Street, Room 6B1, Hull, Quebec K1A 1G6   | 956-1634 | bill.cunningham@pwgsc.gc.ca |
| Dauvergne, John                 | Industry Canada, 235 Queen Street, Room 763-A, Ottawa, Ontario K1A 0H5   | 954-3419 | dauvergne.john@ic.gc.ca     |
| Dulude, Andre                   | Directeur, Direction des règlements et des obstacles techniques, Direction générale de la politique commerciale, Affaires étrangères et Commerce international, Édifice Lester B. Pearson, Tour C, 3e étage, pièce C3-150, 125, promenade Sussex, Ottawa (Ontario) K1A 0G2 | 943-0346 | andre.dulude@14.x400.gc.ca  |
| Duncan, Rob                     | Canada Mortgage and Housing Corporation, 700 Montreal Road, Ottawa, Ontario K1A 0P7  | 748-2402 | rduncan@cmhc-schl.gc.ca     |
| Dunn, Linda                     | Industry Canada, 235 Queen Street, Room 754-A, Ottawa, Ontario K1A 0H5   | 954-3419 | dunn.linda@ic.gc.ca         |

|                   |   |                  |                              |
|-------------------|---|------------------|------------------------------|
| Durrant, Dennis   | Special Advisor,<br>Environment Canada,<br>Place Vincent Massey,<br>351 St-Joseph<br>Boulevard, 13th Floor,<br>Hull, Quebec K1A<br>0H3                    | 953-7970         | dennis.durrant@ec.gc.ca      |
| Flaherty, Tim     | Health Canada, Health<br>Protection Building,<br>Postal Locator:<br>0700B4, Tunney's<br>Pasture, Ottawa,<br>Ontario K1A 0L2                               | 954-4627         | tim_flaherty@hc-sc.gc.ca     |
| Garneau, Stephane | Transport Dangerous<br>Goods, Transport<br>Canada, Place de<br>Ville, 330 Sparks<br>Street, 9th Floor,<br>Ottawa, Ontario K1A<br>0N5                      | Tel:<br>991-3151 |                              |
| Green, David      | Health Canada,<br>Jeanne Mance<br>Building, Postal<br>Locator: 1912A,<br>Tunney's Pasture,<br>Room 1223-C,<br>Ottawa, Ontario K1A<br>0K9                  | 952-2574         | dave_green@hc-sc.gc.ca       |
| Griffith, Andrew  | Privy Council Office,<br>Blackburn Building, 85<br>Sparks Street, Room<br>509, Ottawa, Ontario<br>K1A 0A3   | 957-5007         | agriffith@pco-bcp.gc.ca      |
| Hains, Denis      | Géomatique Canada,<br>Division des levés<br>géodésiques,<br>Ressources Naturelles<br>Canada, 615, rue<br>Booth, Pièce 422.<br>Ottawa (Ontario) K1A<br>0E9 | 947-3602         | denis.hains@geod.nrcan.gc.ca |
| Koestler, Gary    | International Trade<br>Policy Directorate,<br>Agriculture and<br>Agri-Food Canada, Sir<br>John Carling Building,<br>930 Carling Avenue,                   | 759-7503         | koestlerg@em.agr.ca          |



|                              |  |          |                                |
|------------------------------|--|----------|--------------------------------|
|                              | Ottawa, Ontario K1A 0C5  |          |                                |
| Lasnier,<br>Sylvain          | Canada Mortgage and Housing Corporation,<br>700 Montreal Road,<br>Ottawa, Ontario K1A 0P7  | 748-2302 | slasnier@cmhc-schl.gc.ca       |
| Lewycky,<br>Zenon            | Transport Dangerous Goods, Transport Canada, Place de Ville, 330 Sparks Street, 9th Floor,<br>Ottawa, Ontario K1A 0N5  | 993-5925 | lewyckz@tc.gc.ca               |
| Marotta,<br>Eugene<br>P.Eng. | Fire Prevention Unit,<br>Human Resources Development Canada,<br>Place du Portage,<br>Phase II, 165 Hotel de Ville Street, Hull,<br>Quebec K1A 0J2  | 997-6795 | eugene.marotta@hrdc-drhc.gc.ca |
| McCrum,<br>William           | Director, Standards and Interconnection Directorate,<br>Communications Development and Planning Branch,<br>Industry Canada, 300 Slater Street, 19th Floor, Room 1962-C,<br>Ottawa, Ontario K1A 0C8 | 957-8845 | mccrum.william@ic.gc.ca        |
| Morisset,<br>Veronique       | Health Canada,<br>Drinking Water Section, Jeanne Mance Building,<br>Postal Locator: 1912A,<br>Tunney's Pasture,<br>Ottawa, Ontario K1A 0K9   | 952-2574 | veronique_morisset@hc-sc.gc.ca |
| Pageot,<br>Andre             | Politiques et programmes maritimes, Transport Canada, Place de Ville, 330 Sparks Street, 25th Floor,<br>Ottawa, Ontario K1A 0N5  | 998-1845 | pageota@tc.gc.ca               |

|                        |  |                   |                                      |
|------------------------|--|-------------------|--------------------------------------|
| Pighin, Albert         | Director, Technical Services Unit, Human Resources<br>Development Canada,<br>Place du Portage,<br>Phase II, 165 Hotel de<br>Ville Street, Hull,<br>Quebec K1A 0J2          | 997-6795          | albert.pighin@hrdc-drhc.gc.ca        |
| Peippo, David          | Department of Foreign<br>Affairs and<br>International Trade,<br>Lester B. Pearson<br>Building, 125 Sussex<br>Drive, Ottawa, Ontario<br>K1A 0G2                             | 944-0756          |                                      |
| Reed, John             | Director, Office of the<br>Environment Audit<br>Team, Auditor<br>General of Canada,<br>240 Sparks Street,<br>11th Floor, Ottawa,<br>Ontario K1A 0G6                        | Tel:<br>995-3708  |                                      |
| Publicover,<br>Robert  | European Union<br>Division, Department<br>of Foreign Affairs and<br>International Trade,<br>Lester B. Pearson<br>Building, 125 Sussex<br>Drive, Ottawa, Ontario<br>K1A 0G2 | 944-0034          | robert.publicover@extott04.x400.qc.c |
| Rideout,<br>David      | Department of<br>Fisheries and Oceans,<br>200 Kent Street, 14th<br>Floor, Room 14-084,<br>Ottawa, Ontario, K1A<br>0E6  | 990-9574          |                                      |
| Roberts, John          | Underwriters'<br>Laboratories of<br>Canada, 7 Crouse<br>Road, Scarborough,<br>Ontario M1R 3A9  | (416)<br>757-3948 | jroberts@ulc.ca                      |
| Rowbotham,<br>Victoria | Office of Consumer<br>Affairs, Industry<br>Canada, 235 Queen<br>Street, 9th Floor East,<br>Room 978-A, Ottawa,<br>Ontario K1A 0H5  | 952-6927          | rowbotham.victoria@ic.gc.ca          |

|                            |   |                   |                                    |
|----------------------------|---|-------------------|------------------------------------|
| St-Laurent,<br>Anne- Marie | Manager, FPT<br>Initiatives, Bureau of<br>Food Regulatory,<br>International and<br>Interagency Affairs,<br>Food Directorate,<br>Health Protection<br>Branch, Health<br>Canada, Health<br>Protection Building,<br>Room 200, Postal<br>Locator: 0702C,<br>Tunney's Pasture,<br>Ottawa, Ontario K1A<br>0L2 | 941-3537          | anne-marie_st-laurent@hc-sc.gc.ca  |
| Samiotis,<br>George        | Regulatory Officer,<br>Bureau of Policy and<br>Coordination,<br>Therapeutic Products<br>Programme, Health<br>Canada, 1600 Scott<br>Street (Postal Locator:<br>3102C5), Ottawa,<br>Ontario K1A 1B6   | (613)<br>941-6458 |                                    |
| Shaw, Larry                | Acting Director<br>General, International<br>Business Branch,<br>Industry Canada, 235<br>Queen Street, Room<br>512-C, Ottawa,<br>Ontario K1A 0H5  | 957-4454          |                                    |
| Shortall,<br>David         | Department of Foreign<br>Affairs and<br>International Trade,<br>Lester B. Pearson<br>Building, 125 Sussex<br>Drive, Ottawa,<br>Ontario K1A 0G2  | 943-0346          | david.shortall@extott14.x400.qc.ca |
| Siddiqui,<br>Jaweed        | Canadian Food<br>Inspection Agency, 59<br>Camelot Drive,<br>Nepean, Ontario K1A<br>0Y9  | 228-6638          | jsiddiqui@em.agr.ca                |
| Sulzenko,<br>Andrei        | Assistant Deputy<br>Minister, Industry and<br>Science Policy,<br>Industry Canada, 235<br>Queen Street, Room   | 995-2233          |                                    |

|                    |   |          |                         |
|--------------------|---|----------|-------------------------|
|                    | 556-G, Ottawa,<br>Ontario K1A 0H5   |          |                         |
| Wallace, Tom       | Director General,<br>Internal Trade,<br>Consultations and<br>Federal Provincial<br>Relations, Industry<br>Canada, 235 Queen<br>Street, Room 590-C,<br>Ottawa, Ontario K1A<br>0H5                  | 954-8042 | wallace.tom@ic.gc.ca    |
| Webb,<br>Kernaghan | Office of Consumer<br>Affairs, Industry<br>Canada, 235 Queen<br>Street, 9th Floor East,<br>Room 965-A, Ottawa,<br>Ontario K1A 0H5   | 952-6927 | webb.kernaghan@ic.gc.ca |
| Weiner, Joel       | Policy, Planning and<br>Coordination<br>Directorate, Health<br>Canada, Health<br>Protection Building,<br>2nd Floor, Postal<br>Locator: 0702B2,<br>Tunney's Pasture,<br>Ottawa, Ontario K1A<br>0L2 | 954-9981 |                         |
| Westman,<br>David  | Transport Dangerous<br>Goods, Transport<br>Canada, Place de<br>Ville, 330 Sparks<br>Street, 9th Floor,<br>Ottawa, Ontario K1A<br>0N5  | 993-5925 | westmad@tc.gc.ca        |

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| Name             | Address   | Fax               | Email            |
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| Bruni,<br>Sondra | SCC CHC/COPOLCO, 53<br>Meadow Ridge Drive,<br>Winnipeg, Manitoba R3T<br>5N5                   | (204)<br>275-3785 | sondrab@istat.ca |
| Carter, Fred     | Standards Council of<br>Canada, 45 O'Connor<br>Street, Suite 1200, Ottawa,<br>Ontario K1P 6N7 | 995-4564          | fcarter@scc.ca   |

|                    |  |                                       |                             |
|--------------------|--|---------------------------------------|-----------------------------|
| Findlay, Rick      | Pollution Probe, 101 - 63 Sparks Street, Ottawa, Ontario K1P 5A6   | 237-6111                              | rfindlay@pollutionprobe.org |
| Fleury, Andre      | Fraternité Internationale des Chaudronniers, 4869, rue Jarry Est, pièce 216, Montréal (Québec) H1R 1Y1   | (514)<br>327-7294                     |                             |
| Fontaine, Philippe | Vice-Président, Comité consultatif des provinces et territoires, Membre du Conseil canadien des normes, 4545, rue du Golf, Neufchatel (Québec) G2A 1G8                         |                                       | pfontaine@videotron.ca      |
| Forcier, Andre     | Intertek Testing Services NA Ltd., 1829 32nd Ave, Lachine, Quebec H8T 3J1  | Tel:<br>(514)<br>631-3100<br>ext. 222 |                             |
| Johnston, Donald   | Canadian Home Builders' Association, 150 Laurier Avenue West, Suite 500, Ottawa Ontario K1P 5J4  | 232-8214                              | johnston@chba.ca            |
| Kean, John         | Canadian Standards Association, 5925 Airport Road, Mississauga, Ontario L4V 1W1  | (905)<br>672-8630                     | keanj@csa.ca                |
| Krentz, Hugh       | Canadian Institute of Steel Construction, 300 - 201 Consumers Road, Willowdale, Ontario M2J 4G8  | (416)<br>491-6461                     |                             |
| Lesiuk, Ellen      | Standards Council of Canada, 45 O'Connor Street, Suite 1200, Ottawa, Ontario K1P 6N7   | 995-4564                              | elesiuk@scc.ca              |
| Lusby, Linda       | Chair, Standards Council of Canada, c/o Environmental Science Program, Acadia University, Huggins Science Hall, Room 301, 12 University Avenue, Wolfville, Nova Scotia B0P 1X0 | (902)<br>542-0858                     | linda.lusby@acadiau.ca      |
| Perrow, Jack       | Standards Council of Canada, 45 O'Connor Street, Suite 1200, Ottawa, Ontario K1P 6N7   | 995-4564                              | jperrow@scc.ca              |

|                   |  |                |                              |
|-------------------|--|----------------|------------------------------|
| Sam, Helen        | Canadian Electricity Associations (CEA), 1155 Metcalfe Street, Suite 1120, Montreal, Quebec H3B 2V6  | (514) 866-1880 | sam@canelect.ca              |
| Saunders, Phil    | Nortel Networks, 200 Dixie Road, Suite 100, Brampton, Ontario L6T 5P6  | (905) 863-8275 | saundepj@nortel-networks.com |
| Seiferling, Irene | Standards Council of Canada, 10 De Geer Crescent, Saskatoon, Saskatchewan S7H 4P7  | (306) 955-7080 | seiferl@sk.sympatico.ca      |
| Shepherd, Andrew  | Standards Council of Canada, 45 O'Connor Street, Suite 1200, Ottawa, Ontario K1P 6N7   | 995-4564       | ashepherd@scc.ca             |
| Swirsky, William  | Canadian Institute of Chartered Accountants, 277 Wellington Street West, Toronto, Ontario M5V 3H2  | (416) 204-3414 | bill.swirsky@cica.ca         |
| Wilson, Don       | Standards Council of Canada, 45 O'Connor Street, Suite 1200, Ottawa, Ontario K1P 6N7   | 995-4564       | dwilson@scc.ca               |
| Wilson, Rick      | Executive Director, The Canadian Association for Environmental Analytical Laboratories (CAEAL), 265 Carling Avenue, Suite 300, Ottawa, Ontario K1S 2E1 | 223-5301       | rwilson@caeal.ca             |

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