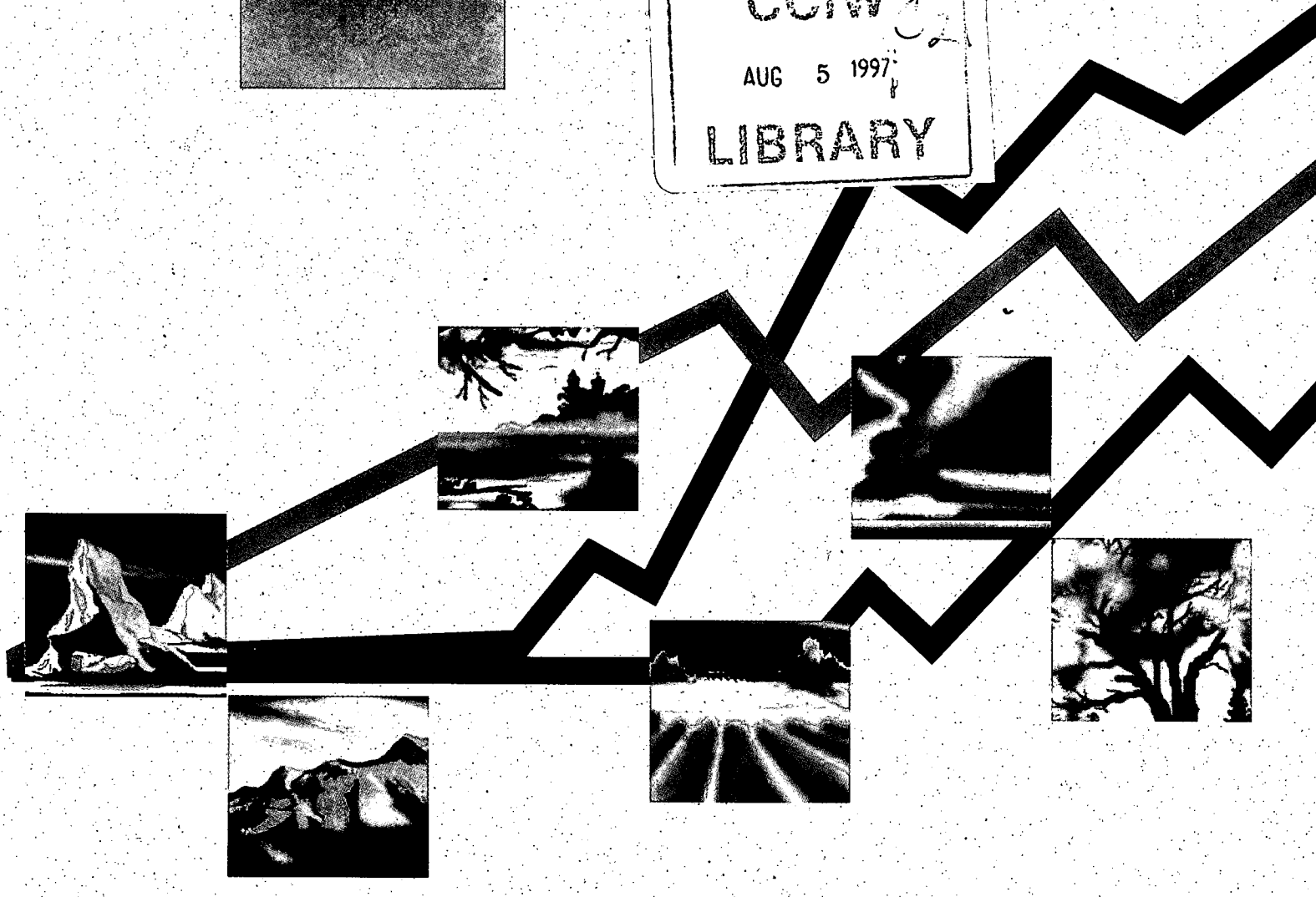
Environment Canada
Business Plan
1994 to 1999



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A Message from the Deputy Ministers

From our respective vantage points (in the Treasury Board Secretariat and as Associate Deputy Minister), over the past several months we have been pleased to observe and encourage efforts by the Department to improve its accountability to Canadians through management by results and a clear focus on serving Canadians.

Over the past year, Environment Canada has undergone some very fundamental changes. We are confident that those changes – ranging from the integration of regional operations to the adoption of a single planning and accountability system – have significantly improved our capability to deal with the challenges of the future.

This *Environment Canada Business Plan* describes steps taken to-date and specific plans for the next five years. The plan is a document for change. It concentrates on those areas where we are making special efforts. The plan is not perfect, nor is it a static document. The next business planning cycle will naturally see improvements in both the process and the product. Collectively, we have made a very good start and everyone involved should be congratulated for a very important accomplishment.

For the first time, all our major results are aligned to a common sense of direction. This centralized focus combined with decentralized initiative should enable each and every employee to innovate and contribute to results which benefit Canadians.

Environment Canada will no doubt face many difficult challenges in the months and years ahead. We look forward to refining the business planning process and this plan over the coming year. We are confident that the Department has the skills and dedication to meet those challenges. We will continue to build on Environment Canada's recognized successes and move forward to implement sustainable development in Canada.

Mel Cappe,
Deputy Minister
May 1994

Danielle Wetherup,
Associate Deputy Minister
May 1994

Le message des sous-ministres

Privilégiés par les postes respectifs que nous occupons (tant au Secrétariat du Conseil du Trésor qu'à titre de sous-ministre déléguée), nous nous réjouissons d'avoir pu, ces derniers mois, voir et encourager les efforts qu'a faits le Ministère pour mieux pouvoir rendre compte de ses faits et gestes aux Canadiens et aux Canadiennes. Il y a réussi grâce à sa gestion par résultats et au fait qu'il s'est mis tout entier à leur service.

Depuis un an, Environnement Canada procède à des transformations en profondeur. Nous sommes bien confiants que toutes ces mutations – qui vont de l'intégration des opérations régionales à l'adoption d'un seul et unique système de planification et de responsabilisation – nous permettront bien davantage de relever les défis de l'avenir.

Le *plan d'entreprise d'Environnement Canada* présente les mesures que nous avons prises jusqu'à maintenant et les projets particuliers que nous avons conçus pour les cinq prochaines années. Ce plan est un document évolutif. Il traite des domaines où nous concentrons nos efforts. Ce plan n'est pas parfait, mais ce n'est pas un document figé. Au cours du prochain cycle de planification de l'entreprise, nous améliorerons naturellement non seulement le produit mais aussi la façon de procéder. Tous ensemble, nous avons pris un excellent départ et tous méritent de chaleureuses félicitations pour l'immense besogne qu'ils ont accomplie.

Pour la première fois, toutes nos démarches fructueuses tendent vers un même but. Grâce à la centralisation de nos objectifs et à la décentralisation de nos initiatives, tous nos employés devraient pouvoir innover et ainsi nous permettre, tous ensemble, d'obtenir des résultats dont bénéficieront tous les Canadiens et toutes les Canadiennes.

Les prochains mois et les prochaines années réservent certes des défis de taille à Environnement Canada. Nous serons heureux de mettre au point le processus de planification d'affaires et ce plan au cours de la prochaine année. Le Ministère pourra, nous en sommes sûrs, compter sur la compétence et l'attachement de ses employés pour relever ces défis. Il nous reste à prolonger dans l'avenir les heureuses initiatives qu'Environnement Canada a su entreprendre et poursuivre notre cheminement pour que le Canada concrétise le développement durable.

Mel Cappe,
sous-ministre
mai 1994

Danielle Wetherup,
sous-ministre déléguée
mai 1994

Cette publication est aussi disponible en francais.

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Objectives of the Business Planning Approach

set direction
- identify strategic policy, program and resource options;
- establish a fiscal framework within which decisions and choices are made;
- achieve consensus on the critical directions and priorities in which the Department must make progress;
- commit to specific, measurable and time-bounded results to be achieved;

enhance internal capacity
- foster better management systems and processes in support of decision making;
- promote flexibility and innovation in the achievement of results;
- establish clear accountabilities and a means of tracking and reporting on performance;
- create a process for continually evaluating and adjusting our planning assumptions and learning from past experience;

build partnerships and support
- establish two-way communication with others in order to factor their views into where the Department is headed and to explain our directions, with a view to enlisting their cooperation and support.

Planning and Accountability Process

Adoption of a results-based, business-like approach to planning and management within the Department represents the fourth key step taken in the evolution of Environment Canada. It is an approach that recognizes the need:

- for clear and consistent central direction combined with decentralized initiative in a manner suited to regional needs and conditions;
- to focus management attention more on achieving results than on directing tasks; and
- to define in explicit terms the results to be achieved and to hold managers accountable for achieving them.

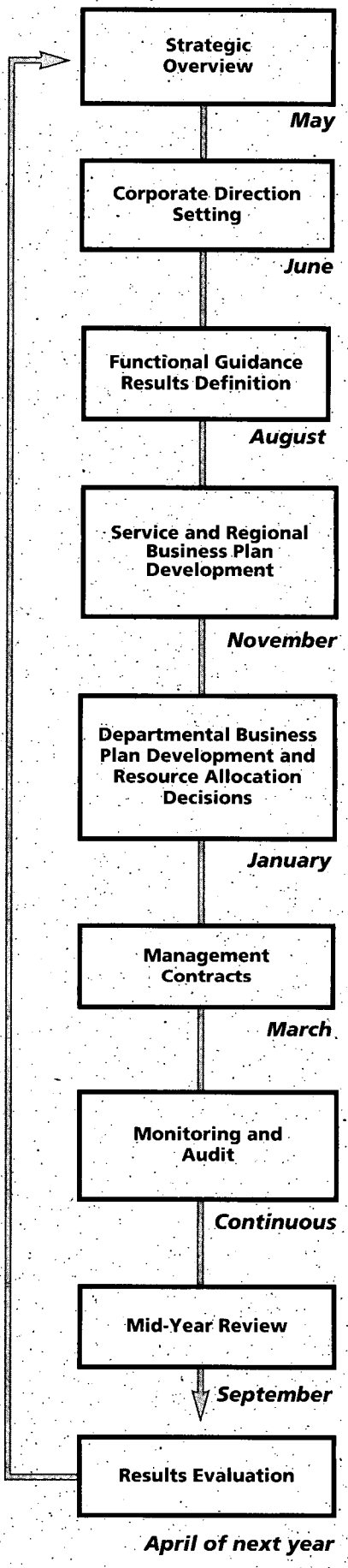
Although we are still refining the elements of the business planning process, it is anticipated that significant benefits will be realized in terms of our ability to set direction, enhance internal capacity, and build external partnerships and support.

The Fast-Track Experience

A normal planning cycle will begin with the preparation of a strategic overview document in May. Since the decision to adopt the business planning approach was taken in the Fall of 1993, a shortened, fast-track approach for developing this year's plan was initiated at that time.

The process began with a review of strategic directions in October/November 1993 based upon the agenda of the new government. Combining this analysis with the view of the department Environment Canada wishes to become, senior management then outlined six specific corporate directions on which the Department must make progress over the next five years.

Through a consensus-building exercise led by Assistant Deputy Ministers, the long-term objectives, measures of success and specific five-year planned results to be achieved by the Department, were established for each corporate direction. Once completed, Services and Regions began development of individual business plans focused on making progress in relation to the corporate directions, and addressing other specific regional and Service priorities. The results of all the above were synthesized into the corporate business plan for Environment Canada.



Organizational Structure

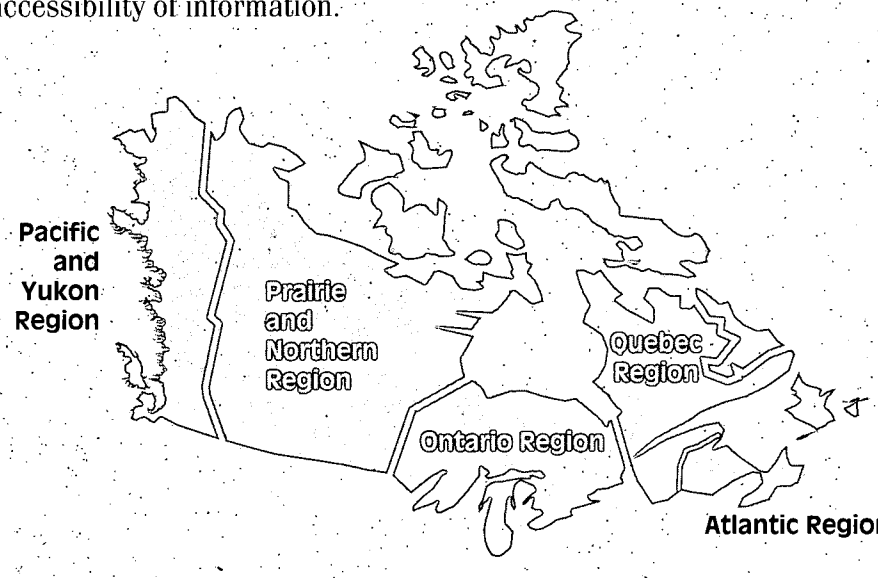
In September 1993, the Department underwent an extensive internal reorganization, consisting of the integration of regional activities and the restructuring of headquarters responsibilities. This was the third key step in the change process. It positioned the Department to deal more effectively with Canadians and address sustainable development issues in a more coordinated and systemic fashion.

By integrating regional operations, we are building, within each region of the country, a consistent and comprehensive approach to priority setting, financial and human resource utilization, and the delivery of departmental programs and services. We have also created a single window and single voice for communicating, consulting and cooperating with regional stakeholders.

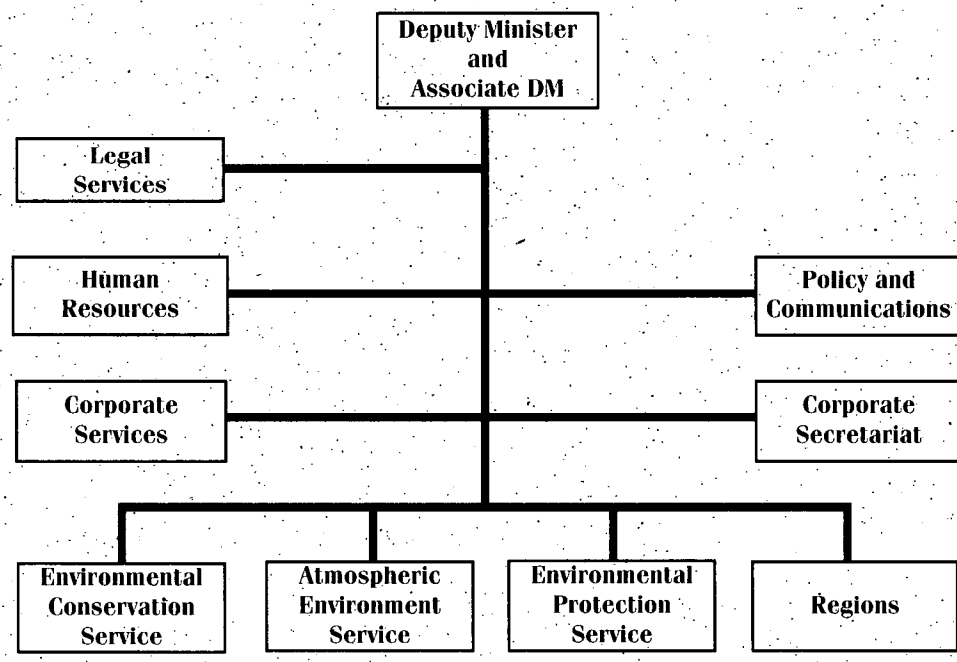
In order to gain efficiencies, and to ensure that the Department's senior management is capable of providing the most effective leadership possible, the headquarters Services were also realigned. The new Environmental Protection Service has been allocated an array of programs related to pollution prevention across all media – air, land, water – employing strategies ranging from voluntary to non-voluntary. The new Environmental Conservation Service unites the Department's efforts to better understand ecosystem health and dynamics.

The Atmospheric Environment Service, Canada's weather service, maintains responsibility for the atmospheric sciences, provides meteorological and hydrological services to Canadians and brings together the Department's monitoring activities, creating enhanced opportunities for efficiency innovation and improved accessibility of information.

Regions



Departmental Management Board



First Steps Taken

The evolution of Environment Canada into a department as characterized in the preceding section is an ongoing transition rather than a new start. A number of steps have already been taken, each one representing important progress.

First Steps Taken
- Vision and Values
- Operational Planning Framework revised
- Organization restructured
- Results-based, business-like planning and accountability process introduced

Vision Framework

In 1992, the Department adopted a Vision Framework. The process of developing it represented a key step in the change process. It involved all parts of the Department, at all levels, in defining the context for change and our evolving role. It focused peoples' minds on what was possible and it has started to unite the Department around a common vision. Equally important, it led to the articulation of shared values against which the process of change could be evaluated.

Our Vision

At Environment Canada our vision is of a Canada:

- where people make responsible decisions about the environment; and
- where the environment is thereby sustained for the benefit of present and future generations.

Our Values

At Environment Canada we value:

- our environment and our heritage and their vital importance to the identity and well-being of present and future generations;
- the contribution of the natural and social sciences to environmentally responsible decision making;
- the exercise by all Canadians of a shared responsibility for our environment;
- the contribution of our leadership to the achievement of sustainable development;
- the dedication and teamwork of our people and integrity, trust and mutual respect in our working relationships; and
- the provision of quality service to the public.

Operational Planning Framework

The Operational Planning Framework (OPF) represents the manner in which the Department manages its programs and reports progress to Parliament. It was revised in October 1993. This was the second significant step in the change process. Moving to a one-program OPF increased the Department's flexibility to shift resources internally to address emerging priorities. Equally significant, it represented the first comprehensive attempt to link Environment Canada's activities to the new vision of an enabling department dedicated to the achievement of sustainable development.

In order to achieve the vision, Canadians have certain fundamental needs that must first be fulfilled; for example the need for information, for the opportunity to participate in decision making and taking action, and for the feedback that demonstrates that decisions and actions taken are contributing to sustainable development. The OPF organizes the Department's activities in relation to these needs and recasts them in relation to the Department's business and mandate.

What We Wish to Become

Key Characteristics
- enabling
- catalyzing
- harmonized
- positively linked into the government's economic agenda
- transparent
- accountable

It is clear from the preceding section that Environment Canada must continue to evolve over the next five years to an organization that is somewhat different from the Environment Canada that exists today. We are becoming more proactive in responding to the pressures to change caused by resource constraints, the evolving role of government, and Environment Canada's role in particular vis-à-vis other levels of government and society in general. We are evolving to an "enabling" organization with a focus on catalyzing action. We will retain our important links to the international community to provide an integrated response to environmental issues – from local to global scale and on scales of hours to centuries. Our goal is to produce a department strategically positioned to deliver on sustainable development, with certain key characteristics that will be realized only through conscious effort and nurturing.

Key Characteristics

Recognizing the evolving role of government in a "society of reciprocal obligation" and the need to engage Canadians in order to achieve the goal of sustainable development, Environment Canada must work to:

- provide Canadians with the knowledge, understanding and tools necessary for them to make informed decisions regarding the environment, their health and safety, and sustainable development – an **enabling** department;

- create a context within which environmental, economic and social factors can be incorporated into public and private decision making, and provide opportunities for Canadians to participate in government decision making and take action to ensure a sustainable future – a **catalyzing** department;

- clearly define roles and responsibilities in a manner that facilitates cooperation and eliminates overlap and duplication among levels of and within government – a **harmonized** department;

- contribute to the prosperity of Canada, by advancing our scientific understanding of the environmental sciences and by integrating environmental considerations into economic decisions, and using market forces and economic tools to achieve sustainable development objectives – this can be achieved only through **positive linkages to the government's economic agenda.**

Recognizing the need to maintain and enhance public confidence in government, Environment Canada must:

- make clear to all our stakeholders, priorities and the reasons for their selection – a **transparent** department; and

- commit to and report progress on the achievement of results and the wise and innovative use of the taxpayer's money – an **accountable** department.

More recently, intensifying resource constraints and government-wide reviews, the sunsetting of some programs, a shifting policy environment, and a stronger role being played by Parliamentary Committees, have highlighted the need for improved priority-setting and planning processes. A number of critical decisions with respect to the government's sustainable development agenda and to priority initiatives such as harmonization will be made in the months ahead. In this new and evolving environment, key roles, responsibilities, and results have to be defined under a variety of resourcing assumptions.

Environment Canada's response to these challenges over the past year has been quite dramatic: clearer priorities, integrated corporate decision making, regional integration, headquarters restructuring, a one-program Operational Planning Framework, and a single business-planning and results-based accountability regime focused on centralized direction and decentralized initiatives. The objective of these changes is to focus our energies and resources clearly on achieving strategic results aligned to our vision of sustainable development consistent with the Government's overall policy priorities.

Context for Change

Over the last decade, the manifestation of environmental problems worldwide and their perception by Canadians have changed radically. Everyone is concerned about such issues as ozone depletion, climate change, toxic substances, loss of biodiversity and waste management problems. The Brundtland Commission and the UN Conference on Environment and Development have clearly demonstrated the need to address social, economic and environmental issues concurrently.

There is a growing understanding of the importance of sound environmental management not only for its own sake but also for economic renewal and competitiveness reasons. The science underlying environmental problems is complex and is rapidly changing. Despite important advances in scientific understanding of environmental problems, many unanswered questions remain. Nevertheless, Canadians expect that an environmentally sustainable economy will be developed in Canada.

The evolution towards a more integrated approach to issue management responds to a more general "societal" evolution that all parts of the government are experiencing. More informed, better educated and increasingly knowledgeable Canadians now expect their governments to frame issues in a comprehensive way and to involve communities directly in their resolution.

The new government's agenda elaborates on this theme with the notion of a "society of reciprocal obligation". It links the achievement of such a society with a broad range of public policy issues, including economic renewal, sustainable development, expenditure management, co-ordinated federal-provincial relations, and improved management of the Public Service.

A "society of reciprocal obligation" is one in which each of us is responsible for the well-being of the others. Such a society sets national goals and then asks how all of us, government, industry and private citizens, can work together to achieve them. The government proposes a refocusing of Canada's national resources, both private and public, to be more efficient. It also would allow us to take advantage of strategic economic and social opportunities that can be realized only when all Canadians are working together.

The Government's Sustainable Development Agenda

During the 1993 election campaign, in *Creating Opportunity* the Government outlined its vision of, and priorities for sustainable development. The main elements, reinforced in the *Speech from the Throne,* were:

- sustainable development is a key component of a coherent, integrated approach to overall public policy;
- realizing sustainable development means adopting economic and environmental agendas that converge;
- preventative environmental care is a wise public investment; and
- environmental protection is both a responsibility and an opportunity.

The Government proposed actions in a number of areas, supporting the broad themes of Keeping Canada's Promises, the Greening of Industry, Building on Public Awareness, and International Leadership. Immediate priorities include the promotion of environmental industries and technologies; a review of federal taxes, grants and subsidies; proclamation of the *Canadian Environmental Assessment Act;* ensuring that the federal government's own practices are held to rigorous environmental scrutiny, including options for an Environmental Auditor General; Parliamentary review of the *Canadian Environmental Protection Act;* and creation of "Action 21", a national program to raise public awareness of environmental issues.

A new generation sustainable development strategy is being developed which will build on that solid foundation provided by *Creating Opportunity* and incorporate our growing understanding of the opportunities and responsibilities of sustainable development.

Introduction to Environment Canada

Environment Canada's overarching objective is to foster a national capacity for sustainable development that will result in a safe and healthy environment and a sound and prosperous economy. We will do this in cooperation with other nations, international bodies, other federal departments, provincial and territorial governments, aboriginal peoples, the private sector and more generally, with Canadians. Every Canadian has a role to play in achieving sustainable development. In line with our *Operational Planning Framework* (October 1993), we enable Canadians to make informed decisions to balance wealth generation, environmental quality, and quality of life by:

Undertaking and promoting programs to augment understanding of the environment;

Supporting environmentally-responsible public and private decision making;

Warning Canadians of severe weather events and other environmental hazards in time to react;

Warning Canadians of risks posed to the environment by human activities; and

Engaging Canadians as partners in measurably beneficial action to conserve, protect and restore the integrity of Canada's environment for the benefit of present and future generations.

The Department itself consists of 5,700 skilled and dedicated scientists, engineers, economists, and other professional and support staff in over 120 sites across Canada, operating with a budget of 737 million dollars in fiscal year 1994/95.

1a Stratospheric Ozone Depletion

Ozone Levels

Ozone levels in the upper atmosphere have been decreasing. One measure by which Environment Canada will assess its success in protecting and restoring the ozone layer, is the trend in ozone levels over time.

Ozone depletion is one of the environmental problems of greatest concern to Canadians. Stratospheric ozone protects the earth's surface from the sun's harmful ultraviolet rays. Thinning of the ozone layer increases the risk of health problems in humans (in particular skin cancer). It affects the economy (in particular the agriculture and forestry sectors), and more generally it affects all species and ecosystems. Ozone depletion is caused by chemicals that are used in everyday products, for example refrigerators and fire extinguishers.

Addressing ozone depletion has been a major success story in international cooperation. Since Canada is a world leader in stratospheric ozone science, and holds the world ozone data archive, it was only natural that Canada played a key role in developing the *Montreal Protocol.* Through this protocol, countries around the world agreed to end the production and use of ozone-depleting substances, such as chloro-fluorocarbons (CFCs). Canada and other countries have made international commitments to phase out the production and import of some ozone-depleting substances over certain periods of time, and to reduce or freeze the use of others. In Canada, we have reduced our annual consumption of CFCs by 58 percent since 1986. In fact, Canada's program for eliminating ozone-depleting substances is more aggressive than the requirements of the *Montreal Protocol.*

Although considerable progress has been made in reducing the production of ozone-depleting substances, ozone depletion due to chemicals already in the atmosphere is expected to continue for another 30 to 40 years.

A successful UVb radiation forecast and warning program was initiated in 1992/93, which continues to operate effectively. Even though Canadians will continue to be warned of the hazards of elevated UVb radiation, emphasis during the next five years will be on making measurable progress with regard to prevention of further damage to the stratospheric ozone layer. Environment Canada's science will play a critical role in enhancing our understanding of the effects of chemicals on the ozone layer, in monitoring changes in ozone layer thickness, in estimating the needs for emission reductions, and understanding ecosystem damage.

Corporate Direction: 1 Making Measurable Progress on Key Environmental Issues

The Department must be able to report measurable progress with regard to certain key environmental issues capable of being dealt with by the federal government. To make sustained progress, these issues should be addressed in an ecosystemic context and the emphasis may vary from one ecosystem to another. In the current planning period, Environment Canada's Management Board has identified the four key issues on which significant progress will be expected.

a Ozone Depletion

At the national level, accelerate the phase out of CFCs and other ozone depleting substances, and facilitate access of developing countries to affordable alternative technology to meet their needs to fulfill phase out targets.

b Toxic Substances

Quicken the pace of priority substance assessment, and find the best mix of tools to deal with the phase out or reduction of toxic substances, while maintaining the flexibility to encourage innovative and cost-effective solutions.

c Climate Change

Develop and gain support for national plans and policies to meet international convention goals reducing greenhouse gases; conduct research with other nations on the nature and potential impacts of climate change.

d Biodiversity

Meet Canada's commitments under the *Biodiversity Convention* by leading the development of a Canadian Biodiversity Strategy, and by working with our partners to achieve the goals of sustainable wildlife and ecosystem health.

Five-Year Results:

There is often a tendency to focus management attention on activities. Although this may ensure that an organization is "doing things right", it does not ensure that the organization is "doing the right things". The Environment Canada planning process places emphasis on results – the outcomes of activities.

The five-year results were developed through a consensus-building process involving all Services and Regions. They are in effect a statement of where the Department wants to be in five years' time (in relation to both environmental issues and the way we do business). As such, senior managers will be expected to manage the Department in a manner that ensures the highest likelihood of their achievement.

Performance Indicators:

Performance indicators, comprised of a deliverable and a planned delivery date, provide a means for demonstrating progress, in relation to the five-year results, at the activity level. In this corporate Business Plan, a few key performance indicators have been selected from the business plans of individual Services and Regions.

Corporate Directions

Corporate directions represent the areas in which the Department must make significant progress if it is to remain successful. They have been selected to ensure that the Department makes progress both on the critical environmental issues of the day and on movement towards realization of the kind of department we wish to become.

The first direction recognizes the need for Environment Canada to contribute to making measurable progress on key environmental issues of concern to Canadians. Corporate directions two through six are intended to move the Department towards the realization of the type of department we wish to become – a department which fosters a national capacity for sustainable development. It is, however, recognized that corporate direction one, and corporate directions two through six are not mutually exclusive. Progress on key environmental issues is contingent on progress in relation to the other corporate directions. At the same time, progress on these key environmental issues will help to demonstrate the effectiveness of new ways of doing business and sustain support for the process of change within the Department. It is also recognized that the corporate directions will evolve over time as we move forward and as circumstances and priorities change.

On the following pages, each of the corporate directions is described in terms of the long-term objectives, measures of success, five-year results, and performance indicators.

Environment Canada's Corporate Directions

Corporate Direction 1
Making measurable progress on key environmental issues: stratospheric ozone depletion, toxic substances, climate change, and conservation of biodiversity.

Corporate Direction 2
Aligning Canada's legislative, regulatory and policy frameworks to sustainable development.

Corporate Direction 3
Establishing shared agendas for sustainable development with key partners.

Corporate Direction 4
Aligning the Department's science to meet the requirements of sustainable development decision making.

Corporate Direction 5
Continuing to introduce improvements and innovations in the delivery of service to clients.

Corporate Direction 6
Increasing operational flexibility and adaptability.

Long-Term Objectives:

Long-term objectives represent the consensus of senior managers as to what the Department ultimately wants to achieve or see achieved in relation to the corporate directions. It is recognized that in most cases Environment Canada cannot achieve the long-term objectives alone. In order to make progress, we must accept a "shared responsibility" situation and assume a leadership role in working with others to achieve the long-term objectives.

Measures of Success:

Effective management requires that measurement be conducted at a number of levels within the organization. The achievement of the long-term objectives is a shared responsibility and the measures of success identified are consistent with this notion. They are intended to demonstrate progress towards the long-term objectives using direct measurement where possible, and representative indicators or proxy measures where it is not possible.

Measures of success are described as "how success will be demonstrated to the public". This description serves two purposes. First, it re-enforces the Department's commitment to public accountability. Second, it is a reminder that measurement at this level is of a high level and should demonstrate benefit to Canadians, as opposed to lower levels of measurement that are more directly linked to the Department's programs and activities.

LONG-TERM OBJECTIVE

what the Department ultimately wants to see achieved

In co-operation with our international partners, protection of the stratospheric ozone layer with restoration of stratospheric chlorine and bromine levels to pre-1980 levels

MEASURES OF SUCCESS

how success will be demonstrated to the public

- Restoration of the stratospheric ozone layer, as evidenced by the return of chlorine and bromine to pre-1980 levels, through rapid phase out of ozone-depleting substances (ODSs).
- Reduction in UVb radiation levels.
- Canadians are more aware and have a better understanding of stratospheric ozone depletion and the dangers posed to their health and change their behaviour accordingly.
- Reduction of skin cancer and other health effects attributed to UVb radiation.

FIVE-YEAR RESULTS

where the Department wants to be in five-years' time

Eliminate consumption, production and importation of new ozone-depleting substances:

- CFCs eliminated by 1996
- HCFCs reduced to 1989 levels by 1996 and eliminated by 2020
- Carbon Tetrachloride eliminated by 1995
- Methyl Chloroform eliminated by 1996 and
- Methyl Bromide reduced to 25 percent from 1991 levels by 1998

Minimize accidental releases of ODSs

Minimize consumption of in-use ODSs

Levels of UVb radiation are determined through measurement and modeling, and are provided to policy makers and to the public

Our understanding of the impact of UVb on the natural and human environments is improved

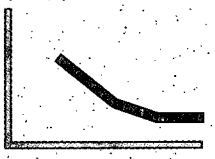
PERFORMANCE INDICATORS

examples of some of the key milestone achievements that will be monitored to ensure steady progress towards realization of planned results.

- Campaign to educate Canadians on safe means of disposal of ODSs launched and to increase awareness of UVb radiation implications
- Feasibility study on advancing HCFCs phase out date in 1994/95
- Feasibility study on harmonizing with United States phase out date for methyl bromide in 1994/95
- National reporting of trends in UVb radiation by 1995
- Report by 1997 on UVb impacts on biota

1b Toxic Substances

SO2 emissions in Eastern Canada



SO2 emissions in Eastern Canada are but one of the environmental indicators that Environment Canada will use to assess and demonstrate success in relation to the toxics issue.

The release of toxic substances into the environment has serious potential human health implications as well as consequences for the ecosystem in general. Toxic substances are difficult to control as they are released from a variety of sources into the air, water and soil, and are dispersed by air and water. Some toxic pollutants are difficult to break down by natural and human processes, and remain in the environment for long periods of time. They accumulate in often harmful concentrations in plants, fish and animals, some of which Canadians depend on for food. Typical persistent toxic chemicals include chlorinated organic compounds (for example, DDT, PCBs, dioxins, furans) found in pesticides and industrial applications. Emissions of dioxins and furans have been reduced; DDT and Mirex have been banned. Through the accelerated reduction/elimination of toxics (ARET) process, we are seeking a voluntary reduction of up to 90% of over 100 substances.

Canada's most serious water quality problems are due to persistent toxic substances in freshwater ecosystems, originating mainly from industrial sources. Progress is being made in some waterways in reducing toxic substances. For example, under the *St. Lawrence Vision 2000,* a joint initiative of the federal and Quebec governments, toxic discharges from 50 industrial plants have been reduced by 75 percent since 1989, and are expected to be further reduced by a total of 90 percent by the end of this year. Similarly, largely due to actions to eliminate toxic chemicals under the *Canada-U.S. Great Lakes Water Quality Agreement* (GLWQA), the Great Lakes continue to improve – Lake Erie, which once was pronounced dead, now supports Canada's largest commercial freshwater fishery. The *Great Lakes Vision 2000* is the federal government's commitment toward achieving objectives set out in the GLWQA. Approval and funding of the second phase of the *Great Lakes Vision 2000* has recently been announced.

Preventing pollution at source need not rely entirely on regulations. In 1991, a voluntary approach known as ARET (accelerated reduction/ elimination of toxics) was established. Within the ARET process, stakeholders are placing a priority on reducing or eliminating emissions of persistent toxic substances. Achieving consensus has been difficult; however, a number of stakeholders are committed to demonstrating that this experiment in voluntary action can result in real progress in the reduction or elimination of key toxic substances.

ARET is targeting a 90% reduction in releases of substances which they define as persistent bioaccumulative toxic substances, and a 50% reduction in releases of other ARET substances.

The toxics issue is both complex and diverse with a range of problems that are local, regional, national and global in nature. At this stage in the Department's response to the toxics issue, the approach has been to focus on priority substances and find the best mix of tools to deal with toxic substances, while maintaining the flexibility to encourage innovative and cost-effective solutions, and moving to better understand the movement, fate, and effects of toxic substances in the environment.

LONG-TERM OBJECTIVE

what the Department ultimately wants to see achieved

In co-operation with partners, ensure that environmental quality is maintained or enhanced by the total or virtual elimination of persistent bioaccumulative toxic substances (PBTSs) from the environment – no releases of PBTSs and remediation of previously affected ecosystems.

MEASURES OF SUCCESS

how success will be demonstrated to the public

- Reduction in toxic contaminants in human tissue
- Human health problems attributed to smog are reduced
- Reduction of toxic contaminants in the environment
  - SO2 in air
  - toxics in key ecosystems such as the Great Lakes Basin or the St. Lawrence River
- Reduction of toxic contaminants in biota
- Recovery, stability and viability of selected wildlife populations
- The sources and levels of specific toxic compounds in such regions as the Great Lakes region and the Arctic are identified and the consequences on humans and ecosystems are determined

FIVE-YEAR RESULTS

where the Department wants to be in five-years' time

International Joint Commission's (IJC) list of 9 organic substances banned/phased out in Canada

IJC metals (lead and mercury) releases reduced to background levels

90 percent reduction in releases of accelerated reduction and elimination of toxics (ARET) substances which have been screened as persistent, bioaccumulative toxics

50 percent reduction in releases of other ARET substances

90 percent reduction in release of 8 substances found toxic in the Priority Substances List (PSL) I – further reductions tied to the multistakeholder Strategic Options Process (SOP)

50 percent reduction in releases of 17 substances found toxic in PSL I – further reductions tied to the multistakeholder Strategic Options Process

Safely destroy all federal PCBs in use and storage by 1996

Increased scientific capability to measure toxic chemicals in the atmosphere

Improved scientific knowledge of the transport, chemical processing and deposition of toxics in ecosystems

PERFORMANCE INDICATORS

examples of some of the key milestone achievements that will be monitored to ensure steady progress towards realization of planned results.

- In co-operation with stakeholders, develop a new pollution prevention strategy by Fall 1994
- If endorsed by CEPA Parliamentary Review, incorporate National Pollution Prevention Strategy into redrafted *CEPA* by December 1995
- Approved policy on persistent, bioaccumulative, toxic synthetic substances by Fall 1994
- Approved policy on dealing with naturally occurring substances by December, 1994
- 100 percent compliance for all regulations concerning toxic substances, e.g. Pulp and Paper regulations, by 1996
- Publish Health – Environment reports on 3 major ecosystems (Great Lakes, St. Lawrence River, Fraser River Valley) by December 31, 1998
- Assess and report on progress of National Pollution Release Inventory by 1995
- Accelerate the cleanup of contaminated federal and orphan sites to the extent of available resources
- Implement multistakeholder process to select control options for 21 priority substances declared toxic under CEPA, by 1995
- U.S./Canada and multilateral agreements are established to monitor and address the long-range transport of toxic compounds in the Great Lakes systems and into the Canadian Arctic
- Reduce usage of heavy sulphur fuels to meet more stringent NOx standard for 1998 vehicle model year

1c Climate Change

CO2 in Atmosphere

The Government of Canada has proposed as a target for CO2 emissions, a 20 percent decrease from 1988 levels by the year 2005. Environment Canada will monitor CO2 in the atmosphere as one measure of success in relation to the climate change issue.

Climate change is an extremely important and complex global environmental problem. Internationally, there is a scientific consensus that atmospheric concentrations of greenhouse gases, the most prominent of which is carbon dioxide (CO2), are increasing rapidly, and that this increase could result in warming of the earth's surface. Fossil fuel combustion and deforestation are important contributors to the increase in CO2 concentrations. Although the regional magnitude, timing and impacts of global warming are uncertain, (Environment Canada is working to improve the facts on these issues), there is a scientific consensus that it could shift climate zones rapidly, result in severe flooding of coastal settlements, increase the severity and frequency of storms, produce more heat waves and droughts, and affect the abundance and diversity of plant and animal species. Due to these potentially grave and irreversible implications of global warming, a precautionary approach is being taken internationally.

Slowing or eliminating the increase in atmospheric greenhouse gas levels will require international cooperation among developed and developing nations. In 1990, Canada made a commitment to stabilize CO2 and other greenhouse gas emissions at 1990 levels by the year 2000. At the Rio Earth Summit in 1992, Canada was one of the first countries to sign the *Framework Convention on Climate Change*, which calls on industrialized countries to develop policies and measures aimed at returning net greenhouse gas emissions to 1990 levels by the end of the decade. At the same time, prudent measures are being developed to minimize detrimental impacts of climate change through adaptive strategies.

The international target respecting control of greenhouse gas emissions to which Canada has committed is stabilization at 1990 levels by the year 2000. The Government of Canada has recently proposed a more aggressive target of a 20 percent reduction in carbon dioxide emissions, from 1988 levels, by 2005. Efforts must be adjusted to address both targets, the achievement of which is highly dependent upon securing agreement and cooperation from the provinces and the private sector.

LONG-TERM OBJECTIVE

what the Department ultimately wants to see achieved

In co-operation with international partners, stabilize greenhouse gases in the atmosphere at levels that prevent dangerous man-made interference with climate change.

MEASURES OF SUCCESS

how success will be demonstrated to the public

- Stabilization and subsequent long-term reduction of the concentration of greenhouse gases in the atmosphere
- Detrimental socio-economic impacts of climate change are minimized through adaptation, limitation and mitigation strategies
- Canadians are more aware and have a better understanding of climate change and how it can affect their business and day-to-day lives

FIVE-YEAR RESULTS

where the Department wants to be in five-years' time

Successful implementation of plans to stabilize Canada's greenhouse gas emissions at 1990 levels by 2000 and plans in place to reduce CO2 emissions by 20 percent from 1988 levels by 2005

Determination of long-term trends in principal greenhouse gases and understanding of year-to-year variability in the mean atmospheric levels

Reduction of uncertainties of timing, magnitude, regional distribution, and impacts of global warming

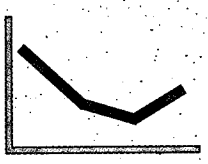
PERFORMANCE INDICATORS

examples of some of the key milestone achievements that will be monitored to ensure steady progress towards realization of planned results.

- Complete multistakeholder National Action Plan for stabilization and reduction of GHGs to be tabled at the first Conference of the Parties to the Climate Change Convention in March 1995
- Update on the *National Report on Climate Change* according to schedule currently being negotiated under the *Framework for Climate Change Convention*
- Publish regular state of the environment reports in order to provide more accurate information on the degree and impact of climate change in Canada and globally

1d Biodiversity

Habitat



One measure of success that will be employed by Environment Canada in relation to its efforts to conserve biodiversity is the number of hectares of waterfowl habitat restored.

A large portion of Canada's economy depends on the state of health of living resources (e.g. forestry, agriculture, fisheries, and tourism). The aim of the Government of Canada is to conserve the biodiversity and sustainable use of biological resources so that the economic, societal, and environmental benefits can be available to current and future generations of Canadians. We also recognize that the fate of Canada's biological resources is influenced by action that occurs beyond our borders and that to succeed we need strong local and national action combined with strong continental, circumpolar, oceanic, and global co-operation.

Some significant steps have been taken to protect biodiversity, both domestically and internationally. Considered in relation to many parts of the world, the overall state of Canada's wildlife is fairly good, but many species are in decline due to habitat destruction, pollution and poaching. In 1986, the governments of Canada and the U.S., in cooperation with non-governmental organizations and state and provincial governments, signed the *North American Waterfowl Management Plan* aimed at protecting about 2.4 million hectares of waterfowl habitat and restoring waterfowl populations to 1970 levels. Canada's national and provincial parks, wildlife reserves and ecological reserves play a critical role in preserving representative portions of Canada's biological diversity. In 1992, the federal and provincial governments agreed to work towards preserving 12 percent of Canada's lands and waters as protected areas.

Like climate change, biodiversity is a global issue that requires international cooperation among developed and developing countries. At the Rio Earth Summit in June 1992, Canada was the first country to sign the *Convention on Biological Diversity*, and in December 1992 it became the first industrialized nation to ratify the *Convention*. The *Convention* sets out three objectives: the conservation of biological diversity; the equitable sharing of benefits from the use of genetic resources; and the sustainable use of biological resources. It also includes three fundamental obligations: national strategies for conservation and sustainable use of biological resources; financial and technical assistance to developing countries for the purposes of the *Convention;* and access to the genetic resources of developing countries.

Articulation of specific results is difficult at this stage in the Department's response to biodiversity conservation. Efforts in the short term are focused on developing and reaching consensus on a national strategy and action plans for its implementation. These two elements, once completed, will provide a better articulation of results to be achieved.

LONG-TERM OBJECTIVE

what the Department ultimately wants to see achieved

Conservation of biodiversity and sustainable use of biological resources in Canada and around the world

MEASURES OF SUCCESS

how success will be demonstrated to the public

- Biodiversity is maintained or enhanced, as evidenced by trends in key indicators
- Priority habitat is protected in key ecosystems

FIVE-YEAR RESULTS

where the Department wants to be in five-years' time

Canadian Biodiversity Strategy in place as well as, action plans including performance targets for implementation of the strategy

National system to monitor and report progress

Grassroots biodiversity conservation initiatives launched by citizens

Reduction of the loss of wildlife habitat and ecosystem diversity domestically and internationally

Reduction of contaminants that adversely affect biodiversity

Capture of a significant share of global markets by Canadian technology, including know-how, goods and services useful for implementing the *Convention*

Adoption of sustainable-use practices for biological resources in all sectors of the economy including agriculture, fisheries and forestry

Measure and evaluate the atmospheric stresses which affect Canadian ecosystems and our agriculture and forest industries

PERFORMANCE INDICATORS

examples of some of the key milestone achievements that will be monitored to ensure steady progress towards realization of planned results.

- Adoption of Biodiversity Strategy by early 1995
- National and Regional Action Plans will be completed by 1995/96
- In co-operation with Heritage Canada, 35,000 hectares of priority habitat will be protected in 1994/95 through the designation of 5 new protected areas
- An additional 20 sanctuaries or wildlife areas across Canada are designated or enlarged by 1998
- A Bill introduced to strengthen protection of National Wildlife areas by 1994
- Completion of a Canadian network of representative wetlands of international significance by 1998

Corporate Direction: 2 Aligning Canada's Legislative, Regulatory and Policy Frameworks to Sustainable Development

Federal Legislation, Regulatory and Policy Frameworks Aligned to Sustainable Development

One measure of success will be continuous improvement in the amount and number of legislation, regulations and policy–frameworks with specific references to sustainable development.

While it is essential that we show progress in resolving environmental issues, it is also important that we address the underlying causes of environmental degradation. To avoid the emergence of environmental problems, we must integrate environmental considerations into the decisions made by all sectors of society. Through its legislation, policies, and programs, the government affects the choices and decisions made by Canadians. Sustainable development is premised on a coherent and integrated approach to economic, social, and environmental policy. Our challenge in the coming years is to ensure that our economic and environmental agendas converge and that sustainable development considerations are integrated into the legislation, policies, and programs of Environment Canada and of the government as a whole. To this end, the government will be amending and proclaiming a strengthened *Canadian Environmental Assessment Act* which will ensure that environmental considerations are integrated into federal policies, programs, and projects. As well, over the course of the next 18 months or so, we will be working with our partners to strengthen the federal sustainable development framework.

LONG-TERM OBJECTIVE

what the Department ultimately wants to see achieved

Environmental and economic considerations are integrated into federal legislation, regulations, policies, programs, planning and decision making.

MEASURES OF SUCCESS

how success will be demonstrated to the public

- The federal sustainable development strategy is strengthened and includes a policy framework as well as action plans and targets for integrating sustainable development into decision making by governments, the private sector and individual Canadians.
- Sustainable development is integrated into relevant key DOE and other federal legislation, regulations, policies and programs
- Environmental policy and program goals are met in a way that contributes to economic prosperity, and integration of environmental considerations into economic decision making is promoted
- Environmental policy is founded on a strong scientific basis which is made possible by a credible scientific research programme
- Government operations employ sound environmental practices

FIVE-YEAR RESULTS

where the Department wants to be in five-years' time

The results of the Task Force on Barriers to Sustainable Development and Economic Instruments are implemented and provide the impetus for using revised government programmes and economic instruments as a complement to traditional regulatory methods for environmental protection.

The *Canadian Environmental Assessment Act* is proclaimed to create an effective Environmental Assessment Agency and subsequently enhanced by amendment, thereby improving the ability to ensure that environmental considerations are integrated into federal policy, program, and project evaluations.

The function of an Environmental Auditor General or Commissioner is established and contributes to the integration of environmental considerations into federal policies and programs.

PERFORMANCE INDICATORS

examples of some of the key milestone achievements that will be monitored to ensure steady progress towards realization of planned results.

- Propose by Fall 1994 a new Sustainable Development Framework for Canada and, subject to approval, a national Sustainable Development Strategy developed by 1995/96 with extensive stakeholder involvement
- Establish and follow-up on Task Force on Disincentives to Sustainable Development and Economic Instruments in 1995/96
- Establish an independent Canadian Environmental Assessment Agency during 1994/95
- Launch Environmental Industries Initiative in 1994/95
- Follow-up to Parliamentary report with respect to the possible function of an Environmental Auditor General in 1994/95
- Initiate an emission trading pilot in 1994/95
- Review of *Canadian Environmental Protection Act* as required by statute, and the government's response to review recommendations to be completed by end of December 1995

Corporate Direction: 3 Establish Shared Agendas with Key Partners

Partners

- international partners
- Parliamentarians
- other federal departments
- other levels of government
- private sector
- media
- academic community
- special interest groups
- environmental non-government organizations
- First Nations
- individual Canadians
- communities

Partnership arrangements that result in the advancement of sustainable development will be recorded as one measure of Environment Canada's success in relation to this corporate direction.

All sectors of Canadian society have an important role to play and contribution to make towards sustainable development. Partnership and consultation can help increase awareness and understanding of the nature and scope of environmental issues and can result in improved decision making. Environment Canada is committed to, and has significant experience in, developing partnerships. At the Earth Summit, for example, Canada distinguished itself not only by the relevance and creativity of its input, but also by the important role given to key stakeholders and provincial governments. As well, through innovative partnerships with the private sector, such as ARET – the Accelerated Reduction and Elimination of Toxics, the government is working towards making significant progress on environmental issues. In partnership with the provinces, we are working towards the development of a more effective and efficient regime for the management of environmental matters in Canada. Within the federal system, Environment Canada is working with its partners towards the integration of environmental considerations into our social, economic, and foreign policies. Consultation and partnerships are and will continue to be an important part of the way we identify goals and objectives, the way we develop policies, programs, and legislation – the way we do business.

LONG-TERM OBJECTIVE

what the Department ultimately wants to see achieved

Strategic partnerships are strengthened to advance environment-economy integration, promote shared responsibility and accountability and minimize overlap and duplication.

MEASURES OF SUCCESS

how success will be demonstrated to the public

- A new Canadian Management Framework for the Environment will be presented to First Ministers in 1996 and will result in improvements in environmental protection, and in a clear definition of roles, responsibilities and accountabilities for sustainable development. It will also result in greater predictability and certainty in federal and provincial decision making processes, and in a reduction in federal-provincial jurisdictional disputes.
- Sustainable development is a key element in the reviews of the GST, foreign policy, and science and technology.
- Sustainable development is integrated into multilateral and bilateral trade agreements and institutions.
- Action 21 is established and trends indicate that Canadians are integrating environmental considerations into their decision making.
- Contribute to capacity building in environmental science and response strategies in less developed countries as a follow-up to U.N. Conference on Environment and Development.
- Greening in other government departments, to link the environment and the economy is promoted through DOE leadership.

FIVE-YEAR RESULTS

where the Department wants to be in five-years' time

Relations with the provinces and territories are based on sustainable development and clearly defined responsibilities and accountabilities

Environmental considerations are integrated into the policies and programs of other federal departments. Government-wide priorities of economic renewal, job creation and government efficiency include Environment Canada's perspectives and priorities

Sustainable development is a key element of foreign policy and development assistance programs. International partnerships contribute to the resolution of global, transboundary and domestic environmental problems

Sustainable development institutions and mechanisms foster debate and increase awareness among Canadians of the opportunities and the challenges of sustainable development

The system of flagships is completed, designed on an ecosystem basis, and founded on partnerships with communities and the private sector

PERFORMANCE INDICATORS

examples of some of the key milestone achievements that will be monitored to ensure steady progress towards realization of planned results.

- Develop the top five action plans on federal-provincial harmonization in 1994/95
- Negotiate bilateral master agreements with each province between 1994 and 1996
- Negotiate the *Management Framework for the Environment* by 1995/96
- Develop the environmental component of the *Internal Barriers to Trade* initiative by June 1994
- Contribute to the integration of environment and trade at the OECD and at GATT, UNEP, UNCTAD and Commission on Sustainable Development (CSD)
- Discussion paper on sustainable development and foreign policy in 1994
- Launch Action 21, an independent national campaign to promote sustainable development awareness, in 1994/95
- Environmental Accountability Partnerships strengthened with the Treasury Board Secretariat and renewed with 3-year workplan in place by 1994/95
- In co-operation with DIAND and Aboriginal peoples, promote environmental co-management between Aboriginal peoples and federal, provincial, and territorial governments
- Identify and communicate stewardship success stories from individual government departments – ongoing

Corporate Direction: 4 Align the Department's Science to Sustainable Development

Sectoral Science Partnership Programs

- **Forestry**
- **Agriculture**
- **Fisheries**
- **Energy**

An important step in aligning the Department's science to sustainable development is the establishment of sectoral science partnerships. One measure that Environment Canada will employ will be to assess the contributions made by each to the achievement of sustainable development.

Again, in order to make its ongoing operations as effective and efficient as possible, Environment Canada's investment in scientific research and development needs to be focused to support sustainable development decision making in Canadian society. To this end, the Department's knowledge needs to become increasingly integrated and ecosystemic, increasingly accessible and usable, and as relevant to the broader DOE and public policy agendas as possible.

Through realignment, the majority of the Department's science functions are located in the Environmental Conservation Service (land and water) and the Atmospheric Environmental Service (atmosphere). A top priority for this newly restructured DOE is development of a strategy for aligning science more fully to sustainable development. This strategy will provide a basis for review and revision of the planned results in this area. The strategy is expected to be completed in 1994.

LONG-TERM OBJECTIVE

what the Department ultimately wants to see achieved

Decisions by Canadians are based on good science and support sustainable development and healthy ecosystems.

MEASURES OF SUCCESS

how success will be demonstrated to the public

- Better scientific knowledge required for Canadians to make informed decisions incorporating the environment into social and economic choices is produced in a manner that reflects sustainable development considerations.
- Policy makers receive timely information to support policy and program formulation.
- Canadians receive early warning of impending environmental issues.
- Prosperity is enhanced through support of environmental industries and the development and transfer to the private sector of research and development products.

FIVE-YEAR RESULTS

where the Department wants to be in five-years' time

Science contributes to measurable progress on key environmental issues

Establishment of shared science agendas for sustainable development with key partners

Strengthened ecosystem approach to science

Wider opportunities for departmental scientists to contribute directly to the sustainable development agenda

Twenty-five percent of all new government Research and Development funding committed to environmental technologies and existing funding increased by $250 million

PERFORMANCE INDICATORS

examples of some of the key milestone achievements that will be monitored to ensure steady progress towards realization of planned results.

- Environmental technology centres will be established in Toronto, Sherbrooke and Winnipeg in 1994/95
- The National Science Forum on Sustainable Development will be held in 1996/97
- Sectoral science for sustainability partnership programs in the forestry, agriculture, fisheries and energy sectors will be developed by 1998/99

Corporate Direction: 5 Improvements and Innovation in the Delivery of Service to Clients

Service standards to be developed by Environment Canada:

- **public weather services**
- **aviation weather services**
- **ice services**
- **oil spill emergency services**

Environment Canada will, over the next 12 months, develop service standards in relation to key services provided to Canadians, which will then be used as a measure of success in relation to this corporate direction.

Canadians recognize that a healthy environment and a strong economy are closely linked. More importantly, Canadians have identified themselves as the primary agents of change. Our weather and environmental services will be the catalyst of change, guiding Canadians towards a sustainable future.

Environment Canada's (EC) services must help Canadians to adapt to their environment. This means that Canadians must adapt to the impacts of the environment on them, as well as adapt their activities to reduce their impact on the environment. For example, a marine captain may decide to stay at safe anchorage in response to a timely warning of a dangerous storm issued by Canada's weather service. A farmer can reduce waste and pollution by using accurate weather and climate information to decide when to harvest and when to spray for insects and weeds. By making informed decisions, the farmer can increase the farm's economic efficiency (maximize yield, minimize the cost for insect and weed control) and minimize damage to the environment.

Use of EC's services will enable Canadians to make informed decisions on their businesses, health, safety and environmental quality. Canadians will be able to change their behaviour, thinking in terms of prevention and addressing the legacies of past actions.

To help Canadians adapt to their environment, we need to change the way we do business and deliver services. An important long-term objective of the Department is to become a more client-centred, market-driven, service organization.

We will become more client-centred. The emphasis of our service will be on providing solutions to a client's problems. This will help clients achieve sustainable benefits by enabling them to balance safety, wealth generation and environmental quality.

We will become market-oriented. We will increase the visibility of our services, identify market opportunities and develop services to satisfy market demands. We must also develop good business practices – cost avoidance, cost sharing, revenue generation, re-investment, marketing, tracking trends, and monitoring the impacts of our services.

We will become a service organization. We will develop a service culture, ensure services address environmental and economic health issues, and that these services are based on credible science and respond to policy issues.

"...I think that the Atmospheric Environment Service is really a sort of jewel in the crown... a fantastic tribute to what we do in Canada... I visited one of the weather stations in Toronto recently, where the staff had been cut back and cut back due to budget compressions. What they've done there with reduced staff in creating new technologies and trail blazing ways of developing new systems, is absolutely amazing."

Clifford Lincoln
Parliamentary Secretary to the Minister of the Environment and Deputy Prime Minister
March 15, 1994

LONG-TERM OBJECTIVE

what the Department ultimately wants to see achieved

Environment Canada will be a more client-centred, market-driven service organization

MEASURES OF SUCCESS

how success will be demonstrated to the public

- Canadians value atmospheric and other environmental services as timely, accessible and appropriate.
- Canadians use atmospheric and other environmental information to make responsible decisions affecting their health, safety and the environment.
- Economic, industrial and infrastructure sectors know how to benefit from the services provided by Environment Canada.
- The cost of providing services is applied equitably to all those who benefit from Environment Canada services.
- Canadians rely on environmental services.

FIVE-YEAR RESULTS

where the Department wants to be in five-years' time

Environment Canada meets its service standards and involves clients in the development and evaluation of services

Canadians have ready access to the information they need to make responsible decisions

Environment Canada takes a more business-like approach to providing services by reducing costs, adopting full-cost accounting systems for specialized services and increasing the level of non-tax revenue

Canadians receive advance warnings of severe weather and environmental hazards and know how to react

PERFORMANCE INDICATORS

examples of some of the key milestone achievements that will be monitored to ensure steady progress towards realization of planned results.

- National service standards as appropriate will be developed by early 1995
- Additional single-window service outlets will be in all regions by 1995/96
- Net revenue from provision of commercial services will be increased from 2 million to 10 million dollars by 1998/99
- Modernize and improve services:
  - conduct field studies and modeling, including the Beaufort and Arctic Storms Experiment to be completed in 1994/95
  - introduction of emergency cable television crawler warning delivery system by 1995/96
  - automation of routine weather forecasts by 1996/97
  - installation of three additional Doppler Radar detection systems by 1998/99
- Locally Shared Support Services partnerships to streamline the delivery of services will be entered into at headquarters by 1994/95 and in each region by 1995/96

Corporate Direction: 6 Increase Operational Flexibility and Adaptability

Measures to Enable Increased Operational Flexibility and Adaptability:

- **revised accountability process linking resources to results**
- **results measurement tracking and reporting systems**

As the cost of government continues to be reduced, there will continue to be pressures on the Department to reduce expenditures and reallocate internally to address existing and new priorities. The Department is currently developing steps for enhancing flexibility and adaptability. Targets will be set and measures developed to assess progress towards achievement of those targets. As an interim measure, Environment Canada will establish tracking and reporting systems for results.

As indicated earlier in this document, Environment Canada faces a number of difficult management challenges, including:

- increasingly inter-related environmental issues, and a recognized need to address social, economic, and environmental considerations, comprehensively in specific ecosystems;
- a better-informed citizenry, which now expects governments to frame issues comprehensively, and to involve communities directly in their resolutions;
- more business-like, government-wide approaches to expenditure management, federal-provincial relationships, and public service renewal.

These and related issues all demand a department with more cohesion of purpose, and flexible, adaptable management processes which facilitate organizing interdisciplinary teams quickly and temporarily around issues. Flagship programs in major ecosystems, for example, can involve and mobilize communities in a very comprehensive way, while providing the ability to adapt to changing needs at the local level.

More generally, the Department is upgrading its capacity to rank priorities, to identify opportunities for synergies, to develop alternative means of delivery, and to foster the full capabilities of its staff to conduct business in new ways.

LONG-TERM OBJECTIVE

what the Department ultimately wants to see achieved

Capability to define core responsibilities in a dynamic environment and to respond to changing priorities efficiently and effectively

MEASURES OF SUCCESS

how success will be demonstrated to the public

- Cost of achieving results is reduced
- Environmental priorities of Canadians are addressed in a timely manner
- Regional flagships address community needs and are based on local action

FIVE-YEAR RESULTS

where the Department wants to be in five-years' time

Core roles and responsibilities are defined and met on a priority basis

Priorities are continuously adjusted through a transparent process

Resources are continuously effectively and efficiently re-invested to resolve priority issues

Environment Canada has an appropriate skills mix to address emerging issues

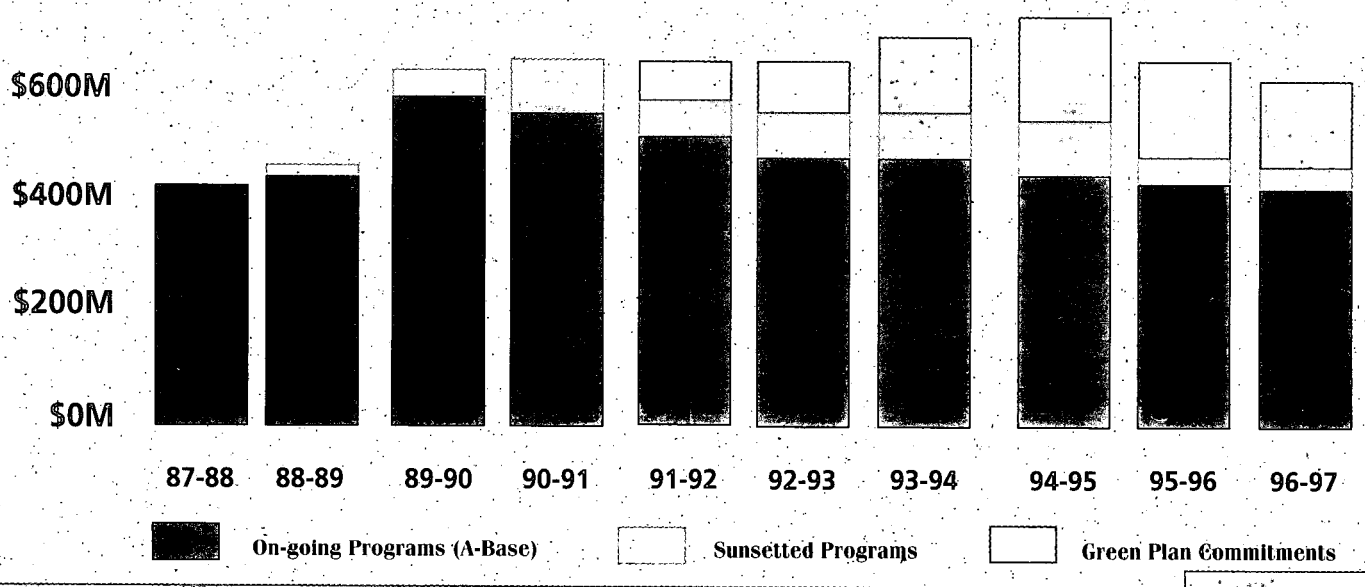
PERFORMANCE INDICATORS

examples of some of the key milestone achievements that will be monitored to ensure steady progress towards realization of planned results.

- A strategic reinvestment strategy will be developed in 1994/95
- A revised accountability process with an increased centralized focus and decentralized initiative linking resources to results will be implemented by 1996/97
- Cost of environmental monitoring activities (including ice, weather, water, climate, and air quality) will be reduced by 20 percent by 1997/98 with half of the savings re-invested in monitoring to better support new and emerging priorities and to modernize the monitoring infrastructure to achieve further savings
- Blueprint for information technology by 1995/96
- Environment Canada's Environmental Stewardship green principles built into planning and accountability documents in 1994/95 such as increased use of electronic mail

Environment Canada's Budget

A 10 Year Perspective



Next Steps

Further developments and improvements will be introduced as the business planning process begins a new cycle leading to next year's plan. These will focus on linking resources to results and on monitoring and measuring results for decision making and accountability purposes. Stronger links will be built with other departmental plans, e.g. Human Resources, Informatics, and Communications Plans. Other refinements to the process, based on lessons learned during the fast-track experience, will also be made.

Linking Results and Resources

During the course of this business planning cycle, a number of adjustments were made to resource allocations, both to reflect current national and regional priorities, and to conform to the government's evolving fiscal framework. These adjustments are reflected in the individual and corporate business plans in the sense that it is anticipated that the results defined herein can be achieved within currently defined budgetary allocations.

Additional refinements to the Department's allocation will be required to respond to the February 22, 1994 budget and ongoing government-wide reviews. Clearly, those adjustments, combined with the need for reinvestment to meet new pressures, will pose significant management challenges. In response, the Department has initiated a review, led by senior managers, aimed at strengthening its resource management strategy in preparation for the next business-planning cycle.

This review has two main components: the definition of desirable shifts in business lines and functions; and the identification of opportunities for increased efficiency and effectiveness through continuous improvements in areas such as technology, streamlining, integration and cost-recovery.

It is anticipated that, by beginning the next business planning cycle with this stronger foundation, additional progress can be made towards linking results and resources more substantively in the 1995-2000 business plans.

Measuring Results for Decision Making and Accountability

Lead Assistant Deputy Ministers will be responsible for establishing effective result measures capable of demonstrating corporate performance in relation to each of the corporate directions. Result measurement information at this level will provide input to strategic decision making and direction setting within the Department.

Individual Assistant Deputy Ministers and Regional Directors General will be responsible for establishing effective result measures, capable of demonstrating progress in relation to Service and Regional business plans. Result measurement information at this level will be used to hold managers accountable for delivery of results.

Together, the result measurement information collected by the Department will contribute to effective management action and reporting on performance to Parliament and to the public through a variety of communications products.

CORPORATE DIRECTIONS – ENVIRONMENT CANADA BUSINESS PLAN 1994 TO 1999

MAKING MEASURABLE PROGRESS ON KEY ENVIRONMENTAL ISSUES:				Aligning Canada's Legislative, Regulatory and Policy Frameworks to Sustainable Development	Establish Shared Agendas with Key Partners	Align the Department's Science to Sustainable Development	Improvements and Innovation in the Delivery of Service to Clients	Increase Operational Flexibility and Adaptability
Stratospheric Ozone Depletion	**Toxic Substances**	**Climate Change**	**Biodiversity**					
LONG-TERM OBJECTIVES (what the Department ultimately wants to see achieved)								
In co-operation with our international partners, protection of the stratospheric ozone layer with restoration of stratospheric chlorine and bromine levels to pre-1980 levels	In co-operation with partners, ensure that environmental quality is maintained or enhanced by the total or virtual elimination of persistent bioaccummulative toxic substances (PBTSs) from the environment – no releases of PBTSs and remediation of previously affected ecosystems.	In co-operation with international partners, stabilize greenhouse gases in the atmosphere at levels that prevent dangerous man-made interference with climate change.	Conservation of biodiversity and sustainable use of biological resources in Canada and around the world	Environmental and economic considerations are integrated into federal legislation, regulations, policies, programs, planning and decision making.	Strategic partnerships are strengthened to advance environment-economy integration, promote shared responsibility and accountability and minimize overlap and duplication.	Decisions by Canadians are based on good science and support sustainable development and healthy ecosystems.	Environment Canada will be a more client-centred, market-driven service organization	Capability to define core responsibilities in a dynamic environment and to respond to changing priorities efficiently and effectively
MEASURES OF SUCCESS (how success will be demonstrated to the public)								
Restoration of the stratospheric ozone layer, as evidenced by the return of chlorine and bromine to pre-1980 levels, through rapid phase out of ozone-depleting substances (ODSs). Reduction in UVb radiation levels. Canadians are more aware and have a better understanding of stratospheric ozone depletion and the dangers posed to their health and change their behavior accordingly. Reduction of skin cancer and other health effects attributed to UVb radiation.	Reduction in toxic contaminants in human tissue Human health problems attributed to smog are reduced Reduction of toxic contaminants in the environment • SO2 in air • toxics in key ecosystems such as the Great Lakes Basin or the St. Lawrence River Reduction of toxic contaminants in biota Recovery, stability and viability of selected wildlife populations The sources and levels of specific toxic compounds in such regions as the Great Lakes region and the Arctic are identified and the consequences on humans and ecosystems are determined	Stabilization and subsequent long-term reduction of the concentration of greenhouse gases in the atmosphere Detrimental socio-economic impacts of climate change are minimized through adaptation, limitation and mitigation strategies Canadians are more aware and have a better understanding of climate change and how it can affect their business and day-to-day lives	Biodiversity is maintained or enhanced, as evidenced by trends in key indicators Priority habitat is protected in key ecosystems	The federal sustainable development strategy is strengthened and includes a policy framework as well as action plans and targets for integrating sustainable development into decision making by governments, the private sector and individual Canadians Sustainable development is integrated into relevant key DOE and other federal legislation, regulations, policies and programs Environmental policy and program goals are met in a way that contributes to economic prosperity, and integration of environmental considerations into economic decision making is promoted Environmental policy is founded on a strong scientific basis which is made possible by a credible scientific research program Government operations employ sound environmental practices	A new Canadian Management Framework for the Environment will be presented to First Ministers in 1996 and will result in improvements in environmental protection, and in a clear definition of roles, responsibilities and accountabilities for sustainable development. It will also result in greater predictability and certainty in federal and provincial decision making processes, and in a reduction in federal-provincial jurisdictional disputes. Sustainable development is a key element in the reviews of the GST, foreign policy, and science and technology. Sustainable development is integrated into multilateral and bilateral trade agreements and institutions. Action 21 is established and trends indicate that Canadians are integrating environmental considerations into their decision making. Contribute to capacity building in environmental science and response strategies in less developed countries as a follow-up to U.N. Conference on Environment and Development. Greening in other government departments, to link the environment and the economy is promoted through DOE leadership.	Better scientific knowledge required for Canadians to make informed decisions incorporating the environment into social and economic choices is produced in a manner that reflects sustainable development considerations. Policy makers receive timely information to support policy and program formulation. Canadians receive early warning of impending environmental issues. Prosperity is enhanced through support of environmental industries and the development and transfer to the private sector of research and development products.	Canadians value atmospheric and other environmental services as timely, accessible and appropriate. Canadians use atmospheric and other environmental information to make responsible decisions affecting their health, safety and the environment. Economic, industrial and infrastructure sectors know how to benefit from the services provided by Environment Canada. The cost of providing services is applied equitably to all those who benefit from Environment Canada services. Canadians rely on environmental services.	Cost of achieving results is reduced Environmental priorities of Canadians are addressed in a timely manner Regional flagships address community needs and are based on local action
FIVE-YEAR RESULTS (where the Department wants to be in five-years' time)								
Eliminate consumption, production and importation of new ozone-depleting substances: • CFCs eliminated by 1996 • HCFCs reduced to 1989 levels by 1996 and eliminated by 2020 • Carbon Tetrachloride eliminated by 1995 • Methyl Chloroform eliminated by 1996 and • Methyl Bromide reduced to 25 percent from 1991 levels by 1998 Minimize accidental releases of ODSs Minimize consumption of in-use ODSs Levels of UVb radiation are determined through measurement and modeling, and are provided to policy makers and to the public Our understanding of the impact of UVb on the natural and human environments is improved	International Joint Commission's (IJC) list of 9 organic substances banned/phased out in Canada IJC metals (lead and mercury) releases reduced to background levels 90 percent reduction in releases of accelerated reduction and elimination of toxics (ARET) substances which have been screened as persistent, bioaccumulative toxics 50 percent reduction in releases of other ARET substances 90 percent reduction in release of 8 substances found toxic in the Priority Substances List (PSL) I – further reductions tied to the multistakeholder Strategic Options Process (SOP) 50 percent reduction in releases of 17 substances found toxic in PSL I – further reductions tied to the multistakeholder Strategic Options Process Safely destroy all federal PCBs in use and storage by 1996 Increased scientific capability to measure toxic chemicals in the atmosphere Improved scientific knowledge of the transport, chemical processing and deposition of toxics in ecosystems	Successful implementation of plans to stabilize Canada's greenhouse gas emissions at 1990 levels by 2000 and plans in place to reduce CO2 emissions by 20 percent from 1988 levels by 2005 Determination of long-term trends in principal greenhouse gases and understanding of year-to-year variability in the mean atmospheric levels Reduction of uncertainties of timing, magnitude, regional distribution, and impacts of global warming	Canadian Biodiversity Strategy in place as well as, action plans including performance targets for implementation of the strategy National system to monitor and report progress Grassroots biodiversity conservation initiatives launched by citizens Reduction of the loss of wildlife habitat and ecosystem diversity domestically and internationally Reduction of contaminants that adversely affect biodiversity Capture of a significant share of global markets by Canadian technology, including know-how, goods and services useful for implementing the *Convention* Adoption of sustainable-use practices for biological resources in all sectors of the economy including agriculture, fisheries and forestry Measure and evaluate the atmospheric stresses which affect Canadian ecosystems and our agriculture and forest industries	The results of the Task Force on Barriers to Sustainable Development and Economic Instruments are implemented and provide the impetus for using revised government programs and economic instruments as a complement to traditional regulatory methods for environmental protection. The *Canadian Environmental Assessment Act* is proclaimed to create an effective Environmental Assessment Agency and subsequently enhanced by amendment, thereby improving the ability to ensure that environmental considerations are integrated into federal policy, program, and project evaluations. The function of an Environmental Auditor General or Commissioner is established and contributes to the integration of environmental considerations into federal policies and programs.	Relations with the provinces and territories are based on sustainable development and clearly defined responsibilities and accountabilities Environmental considerations are integrated into the policies and programs of other federal departments. Government-wide priorities of economic renewal, job creation and government efficiency include Environment Canada's perspectives and priorities Sustainable development is a key element of foreign policy and development assistance programs. International partnerships contribute to the resolution of global, transboundary and domestic environmental problems Sustainable development institutions and mechanisms foster debate and increase awareness among Canadians of the opportunities and the challenges of sustainable development The system of flagships is completed, designed on an ecosystem basis, and founded on partnerships with communities and the private sector	Science contributes to measurable progress on key environmental issues Establishment of shared science agendas for sustainable development with key partners Strengthened ecosystem approach to science Wider opportunities for departmental scientists to contribute directly to the sustainable development agenda Twenty-five percent of all new government Research and Development funding committed to environmental technologies and existing funding increased by $250 million	Environment Canada meets its service standards and involves clients in the development and evaluation of services Canadians have ready access to the information they need to make responsible decisions Environment Canada takes a more business-like approach to providing services by reducing costs, adopting full-cost accounting systems for specialized services and increasing the level of non-tax revenue Canadians receive advance warnings of severe weather and environmental hazards and know how to react	Core roles and responsibilities are defined and met on a priority basis Priorities are continuously adjusted through a transparent process Resources are continuously effectively and efficiently re-invested to resolve priority issues Environment Canada has an appropriate skills mix to address emerging issues
PERFORMANCE INDICATORS (examples of key milestones for monitoring progress towards results)								
Campaign to educate Canadians on safe means of disposal of ODSs launched and to increase awareness of UVb radiation implications Feasibility study on advancing HCFCs phase out date in 1994/95 Feasibility study on harmonizing with United States phase out date for methyl bromide in 1994/95 National reporting of trends in UVb radiation by 1995 Report by 1997 on UVb impacts on biota	In co-operation with stakeholders, develop a new pollution prevention strategy by Fall 1994 If endorsed by CEPA Parliamentary Review, incorporate National Pollution Prevention Strategy into redrafted *CEPA* by December 1995 Approved policy on persistent, bioaccumulative, toxic synthetic substances by Fall 1994 Approved policy on dealing with naturally occurring substances by December, 1994 100 percent compliance for all regulations concerning toxic substances, e.g. Pulp and Paper regulations, by 1996 Publish Health – Environment reports on 3 major ecosystems (Great Lakes, St. Lawrence River, Fraser River Valley) by December 31, 1998 Assess and report on progress of National Pollution Release Inventory by 1995 Accelerate the cleanup of contaminated federal and orphan sites to the extent of available resources Implement multistakeholder process to select control options for 21 priority substances declared toxic under CEPA, by 1995 U.S./Canada and multilateral agreements are established to monitor and address the long-range transport of toxic compounds in the Great Lakes systems and into the Canadian Arctic Reduce usage of heavy sulphur fuels to meet more stringent NOx standard for 1998 vehicle model year	Complete multistakeholder National Action Plan for stabilization and reduction of GHGs to be tabled at the first Conference of the Parties to the Climate Change Convention in March 1995 Update on the *National Report on Climate Change* according to schedule currently being negotiated under the *Framework for Climate Change Convention* Publish regular state of the environment reports in order to provide more accurate information on the degree and impact of climate change in Canada and globally	Adoption of Biodiversity Strategy by early 1995 National and Regional Action Plans will be completed by 1995/96 In co-operation with Heritage Canada, 35,000 hectares of priority habitat will be protected in 1994/95 through the designation of 5 new protected areas An additional 20 sanctuaries or wildlife areas across Canada are designated or enlarged by 1998 A *Bill* introduced to strengthen protection of National Wildlife areas by 1994 Completion of a Canadian network of representative wetlands of international significance by 1998	Propose by Fall 1994 a new Sustainable Development Framework for Canada and, subject to approval, a national Sustainable Development Strategy developed by 1995/96 with extensive stakeholder involvement Establish and follow-up on Task Force on Disincentives to Sustainable Development and Economic Instruments in 1995/96 Establish an independent Canadian Environmental Assessment Agency during 1994/95 Launch Environmental Industries Initiative in 1994/95 Follow-up to Parliamentary report with respect to the possible function of an Environmental Auditor General in 1994/95 Initiate an emission trading pilot in 1994/95 Review of *Canadian Environmental Protection Act* as required by statute, and the government's response to review recommendations to be completed by end of December 1995	Develop the top five action plans on federal-provincial harmonization in 1994/95 Negotiate bilateral master agreements with each province between 1994 and 1996 Negotiate the *Management Framework for the Environment* by 1995/96 Develop the environmental component of the *Internal Barriers to Trade* initiative by June 1994 Contribute to the integration of environment and trade at the OECD and at GATT, UNEP, UNCTAD and Commission on Sustainable Development (CSD) Discussion paper on sustainable development and foreign policy in 1994 Launch Action 21, an independent national campaign to promote sustainable development awareness, in 1994/95 Environmental Accountability Partnerships strengthened with the Treasury Board Secretariat and renewed with 3-year workplan in place by 1994/95 In co-operation with DIAND and Aboriginal peoples, promote environmental co-management between Aboriginal peoples and federal, provincial, and territorial governments Identify and communicate stewardship success stories from individual government departments – ongoing	Environmental technology centres will be established in Toronto, Sherbrooke and Winnipeg in 1994/95 The National Science Forum on Sustainable Development will be held in 1996/97 Sectoral science for sustainability partnership programs in the forestry, agriculture, fisheries and energy sectors will be developed by 1998/99	National service standards as appropriate will be developed by early 1995 Additional single-window service outlets will be in all regions by 1995/96 Net revenue from provision of commercial services will be increased from 2 million to 10 million dollars by 1998/99 Modernize and improve services: • conduct field studies and modeling, including the Beaufort and Arctic Storms Experiment to be completed in 1994/95 • introduction of emergency cable television crawler warning delivery system by 1995/96 • automation of routine weather forecasts by 1996/97 • installation of three additional Doppler Radar detection systems by 1998/99 Locally Shared Support Services partnerships to streamline the delivery of services will be entered into at headquarters by 1994/95 and in each region by 1995/96	- A strategic reinvestment strategy will be developed in 1994/95 A revised accountability process with an increased centralized focus and decentralized initiative linking resources to results will be implemented by 1996/97 Cost of environmental monitoring activities (including ice, weather, water, climate, and air quality) will be reduced by 20 percent by 1997/98 with half of the savings re-invested in monitoring to better support new and emerging priorities and to modernize the monitoring infrastructure to achieve further savings Blueprint for information technology by 1995/96 Environment Canada's Environmental Stewardship green principles built into planning and accountability documents in 1994/95 such as increased use of electronic mail