



NATIONAL ROUND TABLE ON THE ENVIRONMENT AND THE ECONOMY  
TABLE RONDE NATIONALE SUR L'ENVIRONNEMENT ET L'ÉCONOMIE

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*Planning for  
a Sustainable  
Future*

# PROJET DE SOCIÉTÉ

**VOLUME 4 :  
PROGRESS REPORT  
JUNE - DECEMBER, 1993**

**TOWARD A NATIONAL  
SUSTAINABLE DEVELOPMENT  
STRATEGY FOR CANADA**

**VOLUME 4 :  
RAPPORT PROGRESSIF  
JUIN À DÉCEMBRE 1993**

**VERS UNE STRATÉGIE NATIONALE  
DE DÉVELOPPEMENT DURABLE  
AU CANADA**

**THIRD NATIONAL STAKEHOLDERS ASSEMBLY  
DECEMBER 16-17, 1993, OTTAWA, CANADA**

**TROISIÈME ASSEMBLÉE DES INTERVENANTS NATIONAUX  
LES 16 ET 17 DÉCEMBRE, 1993 À OTTAWA, CANADA**



**Volume 1 :**

Overview of the Projet de Société  
Aperçu du Projet de Société

**Volume 2 :**

Report of the Vision and Process Committee  
Rapport du Comité de la vision et du processus

**Volume 3 :**

Report of the Document and Information  
Committee  
Rapport du Comité de la documentation et de  
l'information

**Volume 4 :**

Progress Report June - December, 1993  
Rapport progressif, Juin - décembre, 1993

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*Planning for*

*a Sustainable*

*Future*

# PROJET DE SOCIÉTÉ

**PROGRESS REPORT  
JUNE - DECEMBER, 1993  
AND  
PROPOSED WORKPLAN**

Prepared for:  
Third National Stakeholders' Assembly  
December 16-17, 1993, Ottawa

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**PART I**  
**OVERVIEW**

## **ABOUT THIS REPORT**

This volume contains a review of the progress made by the Projet de Société for the period June to December 1993. It describes the activities undertaken in response to the recommendations of the Second National Stakeholders Assembly. A proposed two year workplan is outlined for consideration at the Third National Stakeholders Assembly. Detailed reports and submissions from the Task Forces established to advance the main activity areas are contained in a series of appendices.

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## INTRODUCTION

At the Second National Stakeholders Assembly, the following priorities were identified for the period June-December 1993:

- to complete the report of the Documentation and Information Committee on Canadian responses to the Earth Summit and post-Rio activities;
- to elaborate the framework and process for sustainability planning and action outlined in the June Progress Report; and
- to undertake several practical activities that exemplify or initiate progress in the transition toward sustainability.

The practical initiatives discussed at the Second Assembly focused on: addressing environmental jurisdictional overlap; promoting opportunities for green industry; building public awareness of sustainability issues and activities; developing a research agenda and sustainability tool kits; and securing participation of indigenous peoples in sustainability planning and other activities of the Projet de Société. It was also recognized that work in these areas would help elaborate the draft framework and process for a national sustainable development strategy as outlined in the June, 1993 Progress Report of the Projet de Société.

This report gives an overview of progress on the above fronts, together with recommendations for further work. Detailed reports and proposals, from the groups established for the main activity areas, follow in parts II to VI. The report of the Documentation and Information Committee is contained separately in Volume 3. However, its recommendations on future priorities and directions for work by Projet de Société are incorporated into the following review and proposed strategy.

## PROGRESS HIGHLIGHTS

### **Much has been accomplished in the past six months.**

A considerable body of work was completed by and for the Working Group of the Projet de Société between the Second and Third National Stakeholders Assembly. Key deliverables include:

#### **1) Report on Canada's Response to UNCED and post-Rio Activity.**

The full assessment, based on the chapters of Agenda 21 is available in hard copy and on computer disk which will be widely available. The computer disk also includes additional survey information from the IISD database, on the activities and steps being taken to advance sustainability by Canadian governments, communities, businesses and non-government organizations. A synthesis report, containing the conclusions and recommendations of the Document and Information Committee (DISC), comprises Volume 3 of the documents prepared for the Third Assembly.

**2) Interim Reports from the Task Groups on:**

- framework and process for sustainability planning — which outlines a proposed approach to building a national sustainable development strategy (part III);
- public awareness, education and communications — which is organized in two parts:
  - i) a communication strategy for building public awareness and promoting sustainability as a national mission (part II); and
  - ii) a youth service for sustainable development to directly engage the sector which will live tomorrow with the choices we make today (part IV);
- environmental jurisdiction — which includes the results of a discussion paper and workshop on the major issues of interjurisdictional gridlock and the options for resolving them (part V); and
- green industry — which identifies actions taken to bring together stakeholders and companies in the Ozone Depleting Substance (ODS) area and to support business initiatives (part VI).

In addition, two reports — one on Inuit Circumpolar issues and one on the role of indigenous peoples in the Projet de Société will be tabled at the December Assembly.

**3) Draft Prospectus on the Projet de Société.**

This document is intended to introduce the Projet de Société to a wider audience, describe its current and proposed activities and encourage the association and participation of new partners. It also attempts to articulate the vision, focus and approach of the Projet de Société and specify its mission, goals and working objectives. Further changes will likely be made to the Prospectus, following comments and decisions taken at the Third National Stakeholders Assembly.

**New insights and initiatives have been developed as a result of the activities of the Projet de Société.**

The work of the Projet de Société indicates that we should shift our focus from the lessons of the Earth Summit (UNCED) to the larger task of promoting Canada's transition to sustainability. The Earth Summit is best seen as a stepping stone to further progress. The Projet's DISC report illustrates that many positive changes are already underway in Canada and are helping to define the way forward. Far more is going on than many critics realize, although there is no room for complacency.

In addition, other initiatives of the Projet de Société have helped to catalyze further actions. For example, the green industry working group has helped to cement new business partnerships and to sow the seeds for new enterprise. The environmental jurisdiction task group, which is NGO-driven, is looking at ways to build on the harmonization efforts already initiated by the Canadian Council of Ministers of the Environment (CCME). The task group is also working with the Canadian Association of Petroleum Producers (CAPP) in a case study of environmental jurisdictional overlap in the oil and gas sector.

**The work of the Projet de Société has been undertaken under tight budgetary constraints, and made possible only by significant voluntary contributions from Working Group members.**

The original contribution agreement for funding the Projet de Société covered the six month period from November 1992 to June 1993. At the Second National Stakeholders Assembly, participants endorsed the continuation of the Projet de Société for a further six months and recommended several new initiatives for the period June to December 1993. In effect, the original budget had to be stretched to cover the longer period.

This has meant that certain activities had to be combined. For example, the research agenda and sustainability tool kit were considered by DISC, the task force on Public Awareness, Education and Communication and also in the framework and process for a National Sustainable Development Strategy. Other activities were delayed until additional funding could be acquired, such as the work on Inuit Circumpolar issues and the role of indigenous peoples. In the case of Oceans (which was raised as an important issue at the June Assembly), the issue could only be addressed and exemplified peripherally — i.e. through the relevant chapter in the DISC report and as a component in the Inuit Circumpolar study.

**The collaborative, consensus-building process followed by the Projet de Société has proved invaluable in defining the way forward.**

The work of the past six months underlines the importance of consensus processes as a cornerstone of the transition to a sustainable future. We know that changing our economic and environmental course will demand adjustments by all Canadians, and that the challenges encountered will be complex and controversial. It is also widely acknowledged that an integrated, collaborative approach to problem solving will be vital. The Projet de Société itself should be seen as a prototype for doing business differently, an example of the new mode of operation that will be necessary to achieve sustainability. Our own experience in learning to work together and forge new partnerships for change has been valuable — perhaps more than we credit. This process has not been easy. An "end of term" evaluation at the Third National Stakeholders Assembly can help position the next phase of work, and may allow others to learn from our mistakes and successes.

**A National Sustainable Development Strategy is necessary to mobilize and focus the changes that Canada must make to achieve a sustainable future.**

National Sustainable Development Strategies are identified in Agenda 21 as a principal means by which countries will implement the agreements and accords reached at UNCED. A national strategy for Canada needs to go further; it should address the fundamental barriers and issues that impede progress toward sustainability and highlight the options and priorities for dealing with them. This is the conclusion reached in the DISC report, and elaborated in Part III: Building a National Sustainable Development Strategy.

Key questions about the role, scope and substance of Canada's national strategy for sustainable development were discussed at a recent meeting of the Working Group of the

Key questions about the role, scope and substance of Canada's national strategy for sustainable development were discussed at a recent meeting of the Working Group of the Projet de Société. These are outlined below, with preliminary responses, to encourage further discussion at the National Stakeholders Assembly.

### **Why do we need a National Sustainable Development Strategy?**

There are several reasons:

- to meet the commitments made at Rio;
- to align environmental, economic and social policies;
- to link the range of activities and plans underway in Canada; and
- to point the way to future prosperity and meaningful jobs.

### **What is the best way to promote sustainability?**

This needs to be done on several levels:

- raising public awareness and changing social attitudes;
- undertaking public policy and institutional reforms;
- adjusting fiscal business and industry practices to account for ecological realities; and
- promoting international cooperation to strengthen global environmental agreements.

### **How should we create a national sustainability strategy?**

It would be possible for a small group to write a national strategy. Many countries follow this approach, but it is unlikely to gain broad support. A top-down process does not work, because sustainable development raises questions no one group can answer on its own. A consensus-building process is the only answer, but it takes time and effort. The dividend comes at the implementation phase, when those involved advance the agreed upon actions.

### **Who should participate?**

All those who are already active in promoting sustainability and see a need to link their efforts and exchange of information in a broader coalition.

### **What if my sector or community already has a sustainability strategy?**

You are welcome to join the Projet de Société, and add value and linkage to its work.

### **Is this just three more years of talk?**

No. From the beginning, the Projet de Société has been promoting actions to move ahead with the sustainability agenda, to help build awareness and political will for change, and to facilitate a policy of consensus on difficult questions.

### **How does this process relate to the existing role of government?**

Sustainability planning, including the development of action plans, does not replace the policy and rule-making roles of government. The process of sustainability planning brings people together to develop a common vision, strategies to implement the vision and assists in overcoming the jurisdictional fragmentation that has prevented progress in the past. A National Sustainable Development Strategy, built with stakeholder contributions, will provide a family of action plans that sectors can take forward. Government institutions and agencies are responsible for interpreting and implementing actions, consistent with their own mandates.

## **PROPOSED WORKPLAN AND 1994 BUDGET**

A series of proposals for further work by the Projet de Société will be found in the sections that follow. It is important, however, to see these initiatives as part of an overall approach to building a national strategy for sustainable development, one in which a range of programs and activities complement and reinforce each other.

The Draft Prospectus identifies three major building blocks for a National Sustainable Development Strategy (NSDS):

- Mobilizing for change, which includes communication, information sharing/networking, outreach and facilitation;
- Planning for a sustainable future, which includes design of a NSDS, policy dialogues on key issues, and linking and analyzing sector and community sustainability strategies; and
- Learning from experience, which ties together the mobilizing and planning functions by tracking progress toward sustainability, building capacity and encouraging pilot and demonstration projects.

Linked together, the proposals in the following chapters form a two to three year work plan for the Projet de Société. The budget figures are for the Calendar Year 1994 only.

### **1. Communications Strategy**

A nine-point program is proposed (see part II for details):

- i) Communicating a national sustainable development mission held-in-common by all sectors of Canadian society, in order to establish unequivocally with the Canadian public the importance which Canada, as a member of the United Nations, attaches to developing sustainability in Canada. In this regard, it is recommended as a first step that the National Stakeholders Assembly seek *to have a national development mission endorsed by all First Ministers*.
- ii) Developing a concept/marketing name to identify, promote and link initiatives across the country which are contributing to the realization of the national mission.

- iii) In conjunction with launching the proposed national mission, and using the developed concept name, communicating to the Canadian public what the Projet de Société is and represents; why it is both a unique and significant post-Rio event in Canada; and what the Projet implies for each and every one of us;
- iv) Following a set of criteria, using the concept/marketing name as a means for other worthwhile programs and activities to be associated with the realization of the national mission (as in: *Another activity of the Projet de Société*).
- v) Developing communication tools:
  - a prospectus to convey what the Projet de société is all about, and
  - a newspaper/newsletter to convey the stories of what Canadians are doing to realize the national mission.
- vi) Communicating to the Canadian public through selected media the various activities that are taking place across the country which are advancing the development of sustainability.
- vii) Developing communications around specific Projet actions.
- viii) Developing a publicly accessible and user-friendly computer database on tools for sustainability, including case studies, process and planning reference materials, videos, contacts, speakers, animators, facilitators et cetera, which will assist in the development of sustainability plans and actions by regions, sectors and communities.
- ix) Developing an accessible, well-defined and detailed database which would monitor or track Canada's progress in meeting its UNCED commitments plus in achieving Canada's own sustainability plan.

***The estimated 1994 budget is \$100,000.***

## **2. Building a National Sustainability Strategy**

A six-part program is proposed:

- i) build public awareness: sustainability as a national mission — according to the communications strategy proposed in part II (***estimated 1994 budget: see above***).
- ii) map what is already happening and build strategic partnerships — avoiding duplication, capitalizing on experience and securing collaborative ventures with those already working on sustainability strategies (***estimated 1994 budget: \$26,000***);
- iii) prepare a first draft of the strategy — drawing on existing sources of information and experience, in Canada and internationally (***estimated 1994 budget: \$75,000***);
- iv) convene a series of policy dialogues on sustainability issues — wherever possible working with and through others to address critical roadblocks to sustainability (***estimated 1994 budget: \$75,000-\$180,000***);

- v) catalyze the preparation of sector and community sustainability strategies — using these to test, learn, demonstrate and disseminate the evolving national strategy (*estimated 1994 budget: 0-\$150,000*);
- vi) promote information sharing and networking among Projet partners — using databases, toolkits, progress reports and other materials (*estimated 1994 budget: \$70,000*).

### 3. Youth Service for a Sustainable Future

This proposal for a youth-centred program for young people, aged 16-22, is based on work and educational placements in two distinct Canadian communities. It is designed to foster the skills and experience that will help participants to find meaningful work and contribute to the transition to sustainability. The proposed budget for the developmental phase is modest relative to potential opportunity to engage youth and to link it to the initiative of the Liberal government outlined in *Creating Opportunity (estimated 1994 budget: \$13,000)*.

### 4. Task Group on Environmental Jurisdiction

With the agreement of the Canadian Association of Petroleum Producers (CAPP), the Task Group on Environmental Jurisdiction proposes to undertake a case study of jurisdictional gridlock in the oil and gas sector and the options for resolving it. This would include a policy dialogue under the activities described in 2(iii) above. A framework for analysis for the case study, including objectives and criteria, were agreed to at a fall workshop at Banff, attended by participants from business, government and the environmental and academic communities. It is anticipated that this approach will serve as a useful pilot for case studies and policy dialogues in other sectors.

There is no proposed budget for this work group, because *the cost of the oil and gas case study and dialogue will be met by industry*.

### 5. Green Industries Demonstration Project

The Green Industry Working Group was established to assist the green industries sector in expanding its capacity to meet national and international demand, recognizing that this sector is an important tool for sustainable development. The Working Group established a demonstration project in ozone depleting substances, with the assistance of the Canadian Environmental Industry Association. It held two workshops this fall and is developing a workplan to help this sector meet Montreal Protocol requirements.

There is no proposed budget for this work group, because *these activities will be supported by industry and other sources*.

### 6. Organizational Support

The activities of the Projet de Société are currently carried out through a Working Group of stakeholders, which itself is broken down into committees and task forces. The National Stakeholders Assembly is the major forum for reviewing progress and providing direction

and guidance to the Projet. These are core instruments for which a dedicated budget is necessary, and which should include provision for the participation of NGOs.

### **i) Meetings and Assemblies**

The estimated cost of supporting the Working Group and National Stakeholders Assembly is \$160,000 p.a., broken down as follows:

National Stakeholders Assembly (2 meetings X 140 people)	\$60,000
Working Group (4 meetings X 24 people)	\$100,000
<b>Total</b>	<b>\$160,000</b>

### **ii) Secretariat**

The activities of the Projet de Société are currently supported by a part-time secretariat, which is housed in the offices of the National Round Table on the Environment and the Economy. The National Round Table currently provides full administrative support at no cost to the Projet de Société. For the next year there are two options for providing a secretariat.

**Option 1:** continue with the present or similar arrangement; or

**Option 2:** establish an independent secretariat unit housed elsewhere.

Neither option should prejudice discussion at the National Stakeholders Assembly about the organizational form and decision-making structure that will best support the program areas that are selected. The cost estimates for options i) and ii) are given below to aid this discussion, rather than to pre-empt it.

**Option 1:** Secretariat facilities provided by the NRTEE or similar arrangement

project coordinator	\$60,000
support staff	\$25,000
<b>Total</b>	<b>\$85,000</b>

**Option 2:** Independent Projet facilities

project coordinator	\$60,000
two support staff	\$50,000
communications, editing, production and distribution of publications	\$50,000
policy analyst/facilitator	\$40,000
overhead costs (rent, phone, postage, furniture, equipment, etc.)	\$205,000
<b>Total</b>	<b>\$405,000</b>



## ESTIMATED CONSOLIDATED BUDGET FOR 1994

Activities	Basic	If Possible
<b>1. Communications</b>	100,000	"
<b>2. Building a National Sustainable Development Strategy</b>		
— Mapping	26,000	"
— First Draft	75,000	"
— Policy Dialogues	75,000	180,000
— Sector Strategies	0	150,000
— Networking	70,000	"
<b>3. Youth Service for a Sustainable Future</b>	13,000	"
<b>4. Environmental Jurisdiction</b>		private sector
<b>5. Green Industries</b>		private sector
<b>6. Organizational Support</b>		
— Assemblies and Working Group	160,000	"
— Secretariat		
— Option 1	85,000	—
— Option 2	—	405,000
<b>Total</b>	<b>\$604,000</b>	<b>\$1,179,000</b>

## **PART II**

# **A PRELIMINARY COMMUNICATIONS STRATEGY FOR THE PROJET DE SOCIÉTÉ**

**Task Group on  
Public Awareness,  
Education and Communications  
November 22, 1993**

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## REVIEW OF THE TASK

At the June meeting of the National Stakeholders Assembly, the Task Group on Public Awareness, Education and Communications identified the need for a communications strategy which would aim to:

- i) articulate what is the Projet de Société;
- ii) advance the vision of the Projet;
- iii) promote public awareness and participation among Canadians towards a sustainable future; and,
- iv) build alliances with other countries in terms of learning and sharing related to public outreaches.

The working group elaborated four guiding principles in the development of a communications strategy, these being:

- synergy;
- identification of gaps in knowledge;
- a special focus on practical examples with high transferability; and,
- linking this task group to other task groups in the Projet.

Additionally, the Assembly endorsed the task group's recommendation to develop a specific proposal for a "Youth Service for a Sustainable Future".

The Assembly further endorsed the recommendation that the Projet should support and link with the NRTEE-ParticipACTION national social marketing program.

Following the National Stakeholders' meeting, the task group split its designated work between two sub-groups. The communications strategy presented in this document has been developed by Chuck Hopkins, Leone Pippard and Miriam Wyman. The youth service proposal has been developed by Jean Arnold, Cameron McLeod, Shauna Sylvester, and Zonny Woods and is presented in part IV.

## SUMMARY

A preliminary communications strategy for the Projet de Société has been developed while recognizing the need for more information as to what other groups are doing and greater clarification of the strategic focus of the Projet. Regarding the second constraint, we have nevertheless tried to position the Projet's communications based on reviewing what participants said in the two national stakeholder meetings and the progress report tabled at the second assembly. Our conclusion is that Projet is foremost a catalyst for action by others<sup>1</sup>, which serves to:

- i) elaborate what needs to be done (a framework for action);

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<sup>1</sup> Those in the assembly's network of networks and others outside the current assembly.

- ii) determine who may already be doing it (database, tracking)<sup>2</sup>;
- iii) enlist and link partners to implement items in the action plan not already covered by others.

As such, the Projet provides the canvas (the framework, or plan for action). But the mural that is then painted (Canada's movement to sustainability) is painted by all Canadians willing to contribute (individuals, sectors, communities, and organizations) to the collective canvas or mission. The Projet serves to elaborate on the mission, monitor our progress, promote our successes, record our failures and catalyze further actions. In this way, the Projet attracts allegiance and mobilizes countless undertakings which add to the collective mural. With this focus in mind, it is proposed that a communications strategy for the Projet de Société would have nine key components. These are:

- i) Communicating a national sustainable development mission held-in-common by all sectors of Canadian society, in order to establish unequivocally with the Canadian public the importance which Canada, as a member of the United Nations, attaches to developing sustainability in Canada. In this regard, it is recommended as a first step that the National Stakeholders Assembly seek:
  - to have a national development mission endorsed by all First Ministers.
- ii) Developing a concept/marketing name to identify, promote and link initiatives across the country, which are contributing to the realization of the national mission.
- iii) In conjunction with launching the proposed national mission, and using the developed concept name, communicating to the Canadian public what the Projet de Société is and represents; why it is both a unique and significant post-Rio event in Canada; and what the Projet implies for each and every one of us;
- iv) Following a set of criteria, using the concept/marketing name as a means for other worthwhile programs and activities to be associated with the realization of the national mission (*As in: Another activity of the Projet de Société*).
- v) Developing communication tools:
  - a prospectus to convey what the Projet de Société is all about; and
  - a newspaper/newsletter to convey the stories of what Canadians are doing to realize the national mission.
- vi) Communicating to the Canadian public through selected media the various activities that are taking place across the country which are advancing the development of sustainability.
- vii) Developing communications around specific Projet actions.
- viii) Developing a publicly accessible and user-friendly computer database on Tools for Sustainability, including case studies, process and planning reference materials, videos,

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<sup>2</sup> Besides being a catalyst, stakeholders identified that the Projet has a valuable monitoring role to play in tracking Canada's progress toward sustainable development.

<sup>3</sup> This in addition to developing a Sustainability Tool Kit.

contacts, speakers, animators, facilitators et cetera, which will assist in the development of sustainability plans and actions by regions, sectors, communities, etc<sup>3</sup>.

- ix) Developing an accessible, well-defined and detailed database which would monitor or track Canada's progress in meeting its UNCED commitments plus in achieving Canada's own sustainability plan.

## 1. COMMUNICATIONS RATIONALE

If the national mission is to make Canada an environmentally sustainable society, then the communications message is twofold: "What is developing sustainability all about? And, "How are we faring in achieving it?"

While the concept of sustainable development has been around in various guises for many years, and received further "buy-in" by world leaders at the Earth Summit in 1992, it is a concept that is not known by the vast majority of Canadians. Surveys show, however, that once its meaning is explained, 72 percent of Canadians believe that "developing an environmentally sustainable economy should be a major priority (for Canada) over the next decade."<sup>4</sup> As a starting point, this demonstrates that Canadians are now receptive to the idea of transforming our methods of development.

Further, other recent surveys show that many world citizens, whether they live in developed countries or developing countries, now give priority to environmental protection over economic growth.<sup>5</sup> Majorities of citizens in most countries say degraded environments are affecting their health, and given that even larger majorities expect such environments to affect the health of their children, concern for human health alone is now proving to be a significant driving force for developing sustainability.<sup>6</sup>

With regard to the foregoing, the public is demonstrating that it is quite willing to see action taken to foster healthier environments; perhaps even more so than what their political leaders are presently prepared to deliver. But what surveys also show is that the public does not sufficiently recognize as yet how they themselves are implicated in the change process. While the demographics are beginning to change on this<sup>7</sup>, nevertheless, the onus for action is still seen globally to lie with governments, scientists and activists. Yet where the communications challenge in advancing sustainability lies is not in solely asking the world's citizens to *do* things differently, but also to *see* things differently.

"When you finally see things differently you ask different questions, set different goals, employ different standards, educate people differently, seek different infor-

<sup>4</sup> Environics, 1993, "Special Report on Canadian Attitudes Towards Sustainable Development." *In the Environmental Monitor*. The Brundtland definition was used to explain sustainable development.

<sup>5</sup> George H. Gallup Memorial Survey, 1991. "The Health of the Planet Survey".

<sup>6</sup> Decima Research, 1993, "An investigation of the attitudes of Canadians on Issues Related to Health and the Environment".

<sup>7</sup> Showing that the Canadians (even more so than Americans) recognize that the individual has a responsibility in improving the environment. Reflected in *The Environmental Monitor Omnibus Reports for Environment Canada*, 1991-3, & 1991-4.

<sup>8</sup> Excerpt from a presentation document on the NRTEE-ParticipACTION social marketing program.

mation, make decisions and act in different ways. In the end you arrive at a different societal value system. And it is that new value system which in turn transforms development and where society is headed."<sup>8</sup>

Fostering sustainable development then, more than anything else, is helping others see the world through a whole different lens, one that links the well-being of people with the integrity of the ecosystem.

That said, what is most significant about the existence of the *Projet de Société*, is that in terms of communicating what the national mission is, and what it entails, is that *the message is being conveyed by a representative group of Canadians to their fellow Canadians*. This makes the message highly credible and compelling, because it is not being advocated by any one group or sector, but by all groups and sectors working together to achieve a shared purpose.<sup>9</sup> In essence, the *Projet* is a microcosm of society as a whole, and what it is seeking to do is to engage our society, as a whole, in a fellowship of change. While this may strike some as a risky undertaking, it is in fact the Greek *polis* or participatory democracy in action. The very existence of the *Projet* demonstrates that this is something Canadians seem increasingly prepared to engage themselves in. Further, as with the creation of Canada's multi-stakeholder round tables before it, the *Projet de Société* is unique to Canada. Both it and our round tables (of which there are now over 100) may prove to be exemplary models of democratic process in advancing global sustainability. The proof, however, remains in the doing.

## 2. POSITIONING CONSTRAINTS

While it is recognized that the *Projet* would like to see developed some early deliverables such as a short-term action plan to increase public awareness of the *Projet*, and the development of a Sustainability Tool Kit, what is proposed is a much more strategic communications approach to making the *Projet* and the concept of sustainable development known to Canadians. That is, in such a way that all pieces of the puzzle connect, connect in a certain order, and are seen to connect. We propose that the public launch of the *Projet* should be a significant high-profile event, tied to the launch of Canada's mission-held-in-common. We caution, however, that before any communications strategy takes flight, it is necessary that the *Projet* have crystal clear its strategic focus<sup>10</sup>, that it define what makes it different from Canada's multi-stakeholder round tables<sup>11</sup>, and that the communication

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<sup>9</sup> Credibility of the message bearer is considered of utmost importance. In this regard Angus Reid surveys consistently indicate that, amongst different information bearers on the environment, Canadians attach the greatest credibility to the messages delivered by the academic community, environmental organizations, television news, and municipal governments, but attach considerably less credibility to messages delivered by business, federal and provincial governments. *Canadians and the Environment*, Angus Reid Group, 1991, 1992, 1993.

<sup>10</sup> Currently not considered the case, as identified in a recent conference call between non-government organization participants in the National Stakeholders Assembly. They asked, "Is the *Projet* to become the mother of all round tables, in terms of catalyzing partnerships, conducting research and evaluation, advising government and mounting tangible initiatives? Or is the *Projet* a means to end, that is elaborating a strategy (process) by which the development of sustainability by all actors could be most effectively achieved? Conference call, October 14, 1993.

<sup>11</sup> Which exist at the national, provincial, territorial and municipal levels, and which are also advancing sustainable development to the Canadian population, to the private sector and to governments.

strategy's two most important concepts - the proposed national mission and the concept name - have the clear support of all major sectors participating in the Projet de Société.

It is also important that the Projet de Société further clarify and seek consensus on its internal and outer operational processes; its participants must remain "bought in" in order to realize its objectives. It is important too, that the Projet complete its cataloguing efforts of what is already transpiring with respect to sustainable development in Canada. The knowledge of what others are doing or are currently planning to advance public awareness of sustainable development is critical to assessing how the Projet's communications strategy can add value. Such information will also avoid duplication of effort, especially when resources are at a premium. To further accentuate this point, while the Projet has said it "must take into account the numerous sustainability activities already taking place across the country," it is already apparent that many of the ideas and activities conceived by the Projet are already being developed or implemented by others.

### **3. STRATEGY COMPONENTS**

A communications strategy requires a logical beginning (launch), middle (a series of deliverables that reinforce on another) and end (identified results, indicating whether or not the strategy has worked). The following are the proposed communications strategy components for the Projet de Société:

#### **3.1 National Sustainable Development Mission**

**Recommendation:** *Communicating a national sustainable development mission held-in-common by all sectors of Canadian society, in order to establish unequivocally with the Canadian public the importance which Canada, as a member of the United Nations, attaches to developing sustainability in Canada. In this regard, it is recommended as a first step that the National Stakeholders Assembly seek:*

- *to have a national sustainable development mission endorsed by all First Ministers.*

This is considered to be the most important component of the Projet's communications strategy, as it would speak to Canadians about Canada's commitment to being a world leader in achieving sustainable development.

During the Green Plan consultations, there were numerous participants in favour of the Prime Minister launching the plan with a compelling mission statement that would have both informed and motivated Canadians to the task at hand. Over 30 years ago that was precisely what President Kennedy did when he launched America's mission to be the first nation to put a man on the moon. The nation bought into the challenge, because it was a true challenge. No one was sure it could be done, yet everyone was willing to try. As we know, the mission was accomplished. In the process, Kennedy effectively empowered millions of Americans.



Similarly, in order to draw Canadians' attention to the challenge facing them in restoring the integrity of the Earth's systems, crystallizing the challenge in a national mission held-in-common could be the most powerful way of engaging Canadians to do what needs to be done.

But what would a national mission on sustainability entail? It would need to express in an inspiring way the commitment of Canadians to a nation built on the idea that the well-being of its citizens is dependent upon a healthy economy that operates in symbiosis with a healthy ecology.

Suggesting a national sustainable development mission is not viewed as overstating the importance of the goal. It was the Brundtland Commission which made one of the strongest cases for nations to reconsider their security assessment to include maintaining ecological security. Canada has already chosen to redirect some of its defence expenditures in recognition of this fact and the newly elected Government of Canada has made achieving sustainable development a priority.

Although sustainable development has been talked about in one form or another over the last 75 years — from Canada's Commission on Conservation in 1915<sup>12</sup> to the Earth Summit in 1992 — the fact of the matter is that most of our planetary systems are much worse off today than in 1915. Talk is proving cheap, while real action is scarce. While most Canadians recognized that the Earth Summit was important, they also felt that it was not a substantive success. Consequently, neither the conference, its declarations, nor even Agenda 21, matter much to Canadians today.<sup>13</sup> To many it was just more rhetoric. And, if truth be known, Canada's Green Plan today falls into much the same category.

It is clear that more pronouncements of good intentions will only serve to feed the public's growing cynicism. Governments and all sectors must really start to deliver. A commitment by all First Ministers to a national sustainable development mission is a good first step. A national mission is a call to action that demands commitment, co-operation and the involvement of all Canadians.

The Projet itself, however, is not the mission. Rather, it is the appropriate vehicle to help mobilize Canadians to act on a such a national mission. It is believed that this would be the most powerful way to show Canadians, and the world, our country's commitment to advancing sustainable development. Further, the pronouncement of this mission would be the most effective way to publicly launch the work of the Projet de Société.

### 3.2 Concept Name

**Recommendation:** *Developing a concept/marketing name to identify, promote and link initiatives across the country, which are contributing to the realization of the national mission.*

The second key part of communicating a national sustainable development mission to Canadians is seeking the endorsement of Canada's First Ministers for an appropriate

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<sup>12</sup> The Commission wrote about the need to live within natural cycles by saying, "Each generation is entitled to the interest on the natural capital, but the principal should be handed on unimpaired." In *Toward a Common Future*, a report on sustainable development and its implications for Canada, 1989.

<sup>13</sup> Environics 1993, "Special Report on Canadian Attitudes Towards Sustainable Development," in *The Environmental Monitor*, June, 1993.

concept name which would be used to convey the national mission (Illustrative examples: *Canadians for a Sustainable Future; Canadians Planning for Seven Generations; Projet de Société-Planning for a Sustainable Future; The Society Project, etc.*). This endorsement of an identification name is considered extremely important to realizing the potential of the Projet in "engaging everyone", plus in capturing the imagination of Canadians.

In its 1992-1993 Annual Review, the National Round Table wrote about the idea of the Projet: "*Think of it as calling for a communion of Canadians to transform Canada into a sustainable society.*"

What could be more challenging and interesting than this idea embodied by the Projet? Could we make it work? Further, could we make it work so well, that it might work for others? It is an enormous challenge, but perhaps one we need to tackle.

**Recommendation:** *In conjunction with launching the proposed national mission, and using the developed concept name, communicating to the Canadian public what the Projet de Société is and represents; why it is both a unique and significant post-Rio event in Canada; and what the Projet implies for each and every one of us.*

### 3.3 Projet Association

**Recommendation:** *Following a set of criteria, using the concept/marketing name as a means for other worthwhile programs and activities to be associated with the realization of the national mission. (As in: Another activity of Canadians Planning for a Sustainable Future).*

While it is not seen that the Projet engages itself in operationalizing many of its proposed initiatives, but instead endeavours to catalyze or partner them with others who have established resources, it is seen that the Projet has a key role to play in letting Canadians know how well we are doing in achieving sustainable development and sharing with them our successes. It is proposed that this could best be accomplished by collaborating with several partners who are willing to work with an experienced marketing or communications firm to determine the avenues to convey the information through, and to execute same.

For example, the Projet could capitalize on the work of Canada's round tables<sup>14</sup> (as one source) which could be immediately associated with the mission of the Projet. To illustrate, the Projet has identified the need to see a major public awareness program mounted to help Canadians envision what a sustainable society would look like and to help change attitudes, values and behaviour. This kind of program is well in process now in the National Round Table's and ParticipACTION's multi-component initiative, tentatively titled "SustainABILITY". In recent months, "SustainABILITY" has secured significant buy-in from several governments and private sector corporations and organizations. It also is the social marketing program targeted for implementation in The Liberal Plan for Canada.<sup>15</sup> But even this program needs to be seen to fit in a larger framework. It is one piece of the overall

<sup>14</sup> Principles and objectives for sustainable development, publications, tool kits, consensus-building accords, reports on reporting on sustainability, etc.

<sup>15</sup> Referred to as "Action 21" in *Creating Opportunity*.

puzzle, or mural, that we are all painting, and, though it is a big piece, it would benefit from being inside a larger frame.

Given "SustainABILITY" also requires a strategic launch, it would therefore seem logical to launch it as one of the first significant initiatives that could be identified with the Projet de Société. To illustrate, "SustainABILITY" could be launched as "*SustainABILITY, another activity of Canadians Planning for a Sustainable Future.*" In this way, while "SustainABILITY" is not being developed by the Projet, and therefore is not a project of the Projet, it nevertheless is being associated with the Projet's concept name and the national mission. This marketing approach has advantages for both the Projet and for the program developers. What it does is tie together Canada's sustainability initiatives, giving them greater coherence and impact.

Canadians would see efforts being made in an organized and collaborative way to realize the mission, not separately and disjointedly.

For this association of initiatives to work, it is proposed that a sustainable development program would need to meet certain defined criteria to be linked to the Projet. The idea behind the criteria, however, is not to provide a seal of approval for the activity or program, but rather providing a means to permit sustainability projects to be identified with efforts to carry out the national mission. Preliminary thinking suggests criteria such as the following:

- i) The activity exhibits one or more characteristics of sustainability (as defined separately, i.e., guiding principles of sustainability listed in Volume I of this series, NRTEE Objectives for Sustainable Development, etc.);
- ii) The program is judged by others (not the Projet) to be exemplary in nature; meaning, it is highly valued by constituencies other than the original proposer or developer;
- iii) The program is already operational; meaning, it has the financial and human resources to operate to achieve its goals;
- iv) The program has built into it an annual evaluation component to monitor its effectiveness;
- v) The program's key manager is willing to provide a brief report to the Projet annually with respect to iv).

### 3.4 Communication Tools

**Recommendation:** *Developing communication tools: i) a prospectus to convey what the Projet de Société is all about and ii) a newspaper/newsletter to convey the stories of what Canadians are doing to realize the national mission.*

*Communicating to the Canadian public through appropriate media the diverse activities that are taking place across the country which are advancing the development of sustainability.*

The prospectus was identified as being required in the Second National Stakeholders Assembly<sup>16</sup> and is being presented in the third assembly. The prospectus is normally

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<sup>16</sup> By A. Campeau, National Stakeholders Assembly, June, 1993.

developed after all strategic and process decisions are made by the participants in the process. It has the function of being an invitation for people to invest in what is being proposed. As such, it is a critical component in the Projet's communications strategy as it is the means to secure the Projet's core operating revenues. For this reason, it must be clear in its intent, highly persuasive, and further must address the question what makes the Projet unique.

The newspaper/newsletter would serve to convey the actions of the Projet and its partners plus of those activities associated with the national mission. The task group sees a newspaper being more serviceable than a newsletter, offering stories in a format that could be readily reprinted. An electronic newspaper is also worth consideration. This would allow the stories to be available continuously and downloaded as users wished to reprint them.

### **3.5 Communications Around Specific or Special Project Actions**

***Recommendation:** Developing communications around specific Projet actions.*

There will be a need to develop communications for special and specific initiatives of the Projet, as, for example, for the launch of the national mission and of the Projet itself, plus around on-going Projet action strategies.

### **3.6 Computer Database - Tools for Sustainability**

***Recommendation:** Developing a publicly accessible and user-friendly computer database on Tools for Sustainability, process and planning reference materials, videos, contacts, including case studies, speakers, animators, facilitators etc., which will assist in the development of sustainability plans and actions by regions, sectors, communities, etc.*

As with cataloguing who is doing what in Canada to advance sustainable development, it is a major undertaking to assemble the tools for sustainability that are growing in abundance daily. Again, it is recommended that the Projet partner with those organizations best suited to pull tools for sustainability together on a publicly accessible computer database, as increasingly in the near future it will be computers in libraries and community centres that will direct people to where to obtain information resources. But equally important is that due consideration be given to the availability of tools. In order to lessen many of the headaches that organizations are now experiencing in dealing with requests for their educational products, a centralized clearinghouse could be established to deal with sustainable development tools. Such a clearinghouse could handle requests more systematically, as well as track demand, in order to let the original producers of the tools know when it might be necessary to consider further reproductions. They could also produce a catalogue of all the best tools available, based on popular demand. Who should create the clearinghouse? We cannot answer but pose this question to elicit a potential response from the Assembly.

### **3.7 Computer Database - Tracking Canada's Progress**

***Recommendation:** Developing an accessible, well-defined and detailed database which would monitor or track Canada's progress in meeting its UNCED commitments plus in achieving Canada's own sustainability plan.*

This database is already in progress within the Projet, but the questions we would like answered are:

- How accessible to the public will the database be?
- How user-friendly will it be to download topic information?
- How systematically is information being loaded so that it may be retrieved in any number of ways?
- How instructive is the database going to be in informing people as to Canada's progress in meeting its UNCED commitments, addressing Agenda 21, and monitoring Canada's own in-process, national sustainability plan?
- What percentage of the targeted organizations have responded to the information questionnaire? How well have they responded?

While the assembly of this database is probably proving to be a taxing affair, it nevertheless is a critical undertaking for all the varied purposes that it can serve both within and outside the Projet. But, if the database is not currently being assembled so that its data can be accessed by anyone and in any number of ways, then it is suggested we are wasting our time and resources. Such a major undertaking is going to require constant updates, and as such, it will need to have constant user-demand to warrant the expenditures in keeping the database current. Further, there is no reason that a well-conceived database could not be made available through a computer information servicing organization and people charged to use it. This is simply the best way to ensure that a quality database will be developed *and maintained*, as it will be supported by its customers.

## **4. NEXT STEPS**

The following next steps are identified in order of short term (ST) execution, meaning over the next six months; medium term (MT) execution, meaning over the next nine to 12 months, or long term (LT) execution, meaning over several years.

### **4.1 Core Funding for Communications Task Group (ST)**

The following next steps would be contingent on the availability of core funding (See 5. Budget to Execute) to a small Communications Task Group to achieve them.

## **4.2 Finalizing Prospectus (ST)**

Once the Projet's strategic focus, proposed workplan, and budget are agreed upon by the National Stakeholders Assembly, the Projet's prospectus can be finalized and made available to potential funders and partners.

## **4.3 Finalizing Communications Strategy**

Based on the decisions taken by the National Stakeholders Assembly and after the identified positioning constraints are addressed, the Projet's Communications Strategy would be completed.

## **4.4 Endorsement of National Mission, Concept Name (ST)**

Pending endorsement from the National Stakeholders Assembly for the recommendations: taking, as a first step, the advice of Ministers of the Environment at the December Assembly meeting as to writing a letter to First Ministers asking them to consider the national mission for discussion at their next meeting.

## **4.5 Identifying and Establishing Partners to Develop and Deliver the Projet's Communications Strategy (ST)**

The aim would be to identify potential communications partners; attract their allegiance to the national mission; and, to seek their involvement in communicating what the Projet is all about. In other words, rather than the Projet seeking to obtain its own financial support for its communications strategy (which would be a significant amount, based on what is proposed), it would instead seek to secure the participation of existing communications organizations, which are already attached to many of the Projet's government and private sector participants, to develop and deliver the Projet's shared-in-common communications strategy. It would also be important in this step to determine how the mission-held-in-common would be able to add value to existing major public communications programs which are advancing different aspects of sustainability (i.e., health messages, environment messages, development messages).

## **4.6 Development of Public Launch of Mission and Projet (MT)**

This is viewed as a high profile event which would entail i) the announcement of the national mission by all First Ministers; ii) the launch of the concept of the Projet to Canadians, iii) the launch of the Projet association program; and iv) the launch of the Projet's first action strategies.

## **4.7 Development of Public Communication Tools (MT,LT)**

This includes the newspaper, sustainability databases, tool kits, etc.

## **4.8 Development of Specific Communications (MT, LT)**

The communications activities required to launch and support specific undertakings unique to the Projet.

## **5. BUDGET TO EXECUTE**

It is estimated that in order to execute all the steps described above that a core budget of **\$100,000** would be required to cover the fees and direct costs of a person or persons engaged 10 days per month for 12 months, whose responsibility would be to co-ordinate the above activities and report progress to the appropriate Projet authorities.

## **ACKNOWLEDGEMENTS**

Chuck Hopkins, Leone Pippard and Miriam Wyman collaborated on the preparation of this strategy. Leone Pippard was the principal author, assisted by Miriam Wyman. Thanks are extended to our colleagues in the task group for their comments on the draft strategy and also to Carla Doucet, Kelly Hawke Baxter and Cameron Smith for their review and assistance in final editing.

**PART III**

**BUILDING A NATIONAL SUSTAINABLE  
DEVELOPMENT STRATEGY**

**Draft Workplan and Budget for 1994**

**Proposal for Discussion**



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## **ACKNOWLEDGEMENT**

This proposal has been shaped by the work of the Vision and Process committee and then the Process Elaboration Committee of the Projet de Société. It was discussed at the Working Group and other meetings. Members of the Process Elaboration Committee (John Dillon, George Kowalski, Peter Padbury, Barry Sadler, Sandy Scott, Susan Tanner) had approved the previous draft, but time constraints did not permit this draft to circulate for comment and approval.

## 1. GOALS

Goals for the Projet de Société by December 1995:

- i) build a consensus on the contents of a National Sustainable Development Strategy (including the identification of the economic, social, environmental and foreign policies that will be required to facilitate the transition to sustainability);
- ii) identify, foster, encourage and promote initiatives that support the development of a national strategy and the transition to sustainability.

## 2. OBJECTIVES OF A NATIONAL STRATEGY

The objective of the Projet de Société is to create a National Sustainable Development Strategy that will:

- i) reflect a partnership between, business, labour, communities, NGOs, youth, educators, women's groups, consumers, financial institutions, media and governments. Every group has an important role to play;
- ii) identify economic and environmental strategies that will create sustainable livelihoods for all Canadians;
- iii) build consensus among the partners on the policies required to support the transition to sustainability;
- iv) describe the actions and commitments each partner is prepared to make to promote the transition to sustainability;
- v) promote public understanding of, and commitment to, policies and strategies that will facilitate the long-term transition to sustainability over a 20 year period; and
- vi) describe the means for all partners to monitor progress in the transition to sustainability.

## 3. BUILDING BLOCKS

It is proposed that the Projet de Société undertake the following activities as building blocks in the preparation of a National Sustainable Development Strategy. These activities are designed to promote action now, as well as build a broad consensus on the public policies required by all the stakeholders to facilitate the transition to sustainability.

- i) Build public awareness campaign: Sustainability as a national mission;
- ii) Map what is already happening and build strategic partnerships;
- iii) Prepare a first draft of a National Sustainable Development Strategy to articulate the existing level of consensus and to advance the dialogue;
- iv) Convene policy dialogues on sustainability questions;

- v) Engage existing (and if appropriate, catalyze new) sustainability strategies in sectors and communities as a forum to identify and test policies (particularly economic, social and foreign policies) needed to support the transition to sustainability;
- vi) Facilitate information sharing and networking to encourage effective action and support consensus building;

Together the above activities will foster many new actions and create a streamlined consensus-building process (not a consultation) that will build public and political will for change.

## **4.0 PROPOSED ACTIVITIES, WORKPLANS AND BUDGETS**

### **4.1 Build public awareness: Sustainability as a national mission**

The Task Group on Public Awareness, Education and Communications has prepared a creative proposal for a preliminary communications strategy for the Project. Please refer to document (Part II) for details.

The communications strategy would draw attention to the challenges facing Canadians through a public awareness campaign which would encourage and inspire action; it would offer information and tools to support action; and it would establish a mechanism for Canadians to demonstrate their support for sustainability as a national mission, through the Projet de Société.

### **4.2 Map what is already happening and build strategic partnerships**

**Purpose:**

To identify activities that are already underway to promote sustainability in Canada; to assess opportunities for strategic partnerships and to invite groups to make contributions or to play specific roles in the creation of a National Sustainable Development Strategy.

**Rationale:**

There is a lot already happening in Canada; there is no need to duplicate efforts. Indeed, the Projet should make every effort to form strategic partnerships and build on what already exists. For instance, where sustainability strategies exist the proponents should be invited to share their experience and explore ways to use the Projet to further their own objectives, particularly in identifying issues and roadblocks that need a broad national consensus to resolve them. In addition, the Projet should form collaborative relationships with existing organizations which are tackling sustainability issues such as biodiversity, climate change, etc.

**Approach:**

1. Convene a task group of stakeholders and others who are knowledgeable about sustainability activities in Canada and internationally, which would:
2. develop a strategy for mapping what is already happening in Canada and internationally (drawing on existing Projet database developed by the IISD, as well as others);
3. research and map activities;
4. review research and identify countries, sectors, communities and organizations that could make strategic contributions to the process because of their experience and expertise.

**Timeline:**

January 1, 1994 - March 31, 1994.

**Estimated 1994 Budget:**

Three committee meetings* (travel and accommodation).....	6,000
Information coordinator .....	10,000
Communications.....	5,000
Travel .....	5,000
<b>Total.....</b>	<b>\$26,000</b>

\*includes NGO per diem

**4.3 Prepare First Draft of a National Sustainable Development Strategy:**

**Purpose:**

To identify and document the areas where there is already considerable information and/or a potential consensus on specific elements of a National Sustainable Development Strategy (NSDS).

**Rationale:**

The current framework is an outline only. The next step in the development of the framework is to expand on policy areas and components of a NSDS. This new draft can be prepared relatively quickly from available sources of information on provincial and local sustainability strategies and experience in other countries. Further development of the vision, context, goals, principles and elements of approach will be undertaken in the first three months of the next phase of the Projet. A first draft of the National Sustainable Development Strategy would form a *consultative and focusing document* for the work described below and would continue to evolve with new inputs. This development would be extended by further work on the sustainability research agenda and lessons from the efforts of sectors, communities and organizations to prepare their own strategies and plans.

**Approach:**

1. Commission research and drafting.
2. Hold workshops to review and discuss draft strategy.
3. Revise, edit, print and distribute draft strategy.

**Timeline:**

March 31, 1994 — June 30, 1994.

**Estimated 1994 Budget:**

Four task group meetings * (travel and accommodation).....	12,000
Research and drafting* .....	30,000
2 Workshops * (@ \$10,000 each) .....	20,000
Editing .....	5,000
Printing .....	5,000
Postage .....	3,000
<b>Total .....</b>	<b>\$75,000</b>

\* includes NGO per diems

## 4.4 Convene Policy Dialogues on National Sustainability Questions

**Purpose:**

To identify key issues currently blocking progress in the transition to sustainability and to begin a discussion among sectors, with the ultimate aim of developing a consensus on the desirable policies and strategies to facilitate the transition to sustainability.

**Rationale:**

Whenever possible, the Projet de Société should work through existing institutions or processes to convene dialogues on the issues that block the transition to sustainability. (For instance, the Projet de Société has already catalyzed one policy dialogue, our working group on interjurisdictional overlap and duplication of environmental regulations.) Since each dialogue is likely to be an iterative process, the initial focus should be on a small number (four to six) of policy issues around which some measure of progress could be expected in the near term. Issues could be selected according to the following characteristics:

- critical factor in the transition to sustainability;
- saliency of the issue on the national / international agenda;
- existing body of research is sufficient to allow measured consideration of the options and strategies;
- reasonable likelihood of developing some level of consensus over the short term;
- existing partnerships / interactions on the issue.

**Approach:**

1. Establish a small steering committee from different sectors.
2. Organize a meeting of stakeholders, participants in existing sustainability strategies, and others to identify key issues that are blocking the transition to sustainability, using above criteria.
3. Publish this research agenda widely and invite partnerships.
4. The steering committee will establish working groups, initially around four to six issues. Knowledgeable institutions would be invited to play a lead role on each issue and to fund an issue working group.
5. Each working group will prepare a short discussion paper. It would describe the issue and options and strategies to deal with it.
6. These papers would be distributed widely, particularly to sectors, communities and organizations having/preparing sustainability strategies.

**Estimated 1994 Budget:**

**\$75,000 — \$180,000**

## 4.5 Learn from Existing Sustainability Strategies and Catalyze the Preparation of New Sustainability Strategies

### **Purpose:**

To catalyze the development of a small number of sector, community and organization sustainability strategies that: explore the public policies that are needed to support sustainability in specific sectors and communities; provide a forum to test the utility and viability of the proposed NSDS; demonstrate the applicability of sustainability values, principles and practices; and create sustainable livelihoods.

### **Rationale:**

There are a considerable number of conservation and sustainability strategies in Canada. Much can be learned from this experience. In particular we can learn from success stories and we can refine our understanding of the road blocks to sustainability. Indeed, people trying to implement existing sustainability strategies would constitute a unique forum for the discussion of public policies needed to support the transition to sustainability.

The development of a NSDS through a multi-stakeholder controlled process presents a unique opportunity to influence public policy in an integrated, rather than sectoral, way. Our concerns are not constrained by a narrow department mandate. Unfortunately, we know relatively little about how to integrate economic development strategies, social policies, foreign policy and environmental conservation to promote sustainability. There would be considerable benefit in catalyzing a small number of experiments to prepare (or revise) sector and community strategies to take advantage of the opportunity the NSDS provides. These experiments should learn from experience and attempt to take a broad integrated look at the links between supportive public policies, private sector economic strategy and sector and community sustainability. These experiments could inform the policy dialogues as well as test and validate the policies proposed.

It is likely that the renewable resource sectors would understand the opportunity presented by the NSDS. However, it may not be so clear in other sectors. It might be useful to encourage several other sectors to prepare sustainability plans (for example, education, advertising, packaging, building materials, mutual funds, etc.), to ensure that a NSDS would support their transition to sustainability. Successful efforts to promote sustainability as a national mission could broaden the number of sectors and organizations thinking about sustainability and what it means for their activities.

### **Approach:**

Note that the Projet is not preparing or funding these demonstration sustainability strategies. The role of the Projet is to recruit a few strategic groups to organize and fund their own processes. The Projet will provide an information kit on how these processes could be organized and a set of tools that may be useful. Once these sector and community processes are underway the Projet will assist in information sharing and networking among the processes. Finally, these processes would share their findings with the policy dialogues and discuss the utility and viability of the policies developed in the policy dialogues.



**Estimated 1994 Budget:**

**\$0 — \$150,000**

## **4.6 Information Sharing and Networking**

**Purpose:**

To actively promote synergy among the Projet partners through information sharing.

**Rationale:**

The Projet is not going to set up an information clearing house. However, many parts of the process are dependent on information sharing to be effective. There should be an information coordinator whose role is to monitor information needs, flows and success stories and to actively seek opportunities to increase synergy in the Projet through information and experience sharing. This coordinator could also maintain a computer database of partners, activities, reports, success stories, tools for sustainability, meetings, available experts , etc.

**Estimated 1994 Budget:**

**\$70,000**

## **PART IV**

### **YOUTH SERVICE FOR A SUSTAINABLE FUTURE**

Prepared by: Jean Arnold, Cameron McLeod,  
Shauna Sylvester and Zonny Woods for

**the Task Group on Public Awareness, Education  
and Communications**

**November 11, 1993**

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## SUMMARY

This proposal outlines an innovative youth-centred program that will assist Canada in its transition to sustainability. The Youth Service for a Sustainable Future will provide youth, between the ages of 16 and 22, with a unique experiential learning opportunity and on the job training.

Never in the history of Canada has the need for such a program been more apparent. Canadian youth face an uncertain future as unemployment rates are soaring, universities are becoming less accessible and the environment in which they live grows more threatened everyday. Yet youth in Canada hold the key to our future prosperity.

Recognizing that Canada's future rests upon our ability to successfully transform our social and economic institutions into sustainable structures, the Youth Service for a Sustainable Future will instill the skills, vision and values needed for a generation prepared to succeed in the 21st century.

The proposal is based on four fundamental principles:

- youth need work;
- youth need to feel empowered;
- youth need to contribute; and
- the development of youth is critical to the development of Canada.

The Youth Service for a Sustainable Future will engage youth in an 11 month intensive program. Participants will work in partnership with community counterparts on projects that have been identified by the community itself through a stakeholder process. The program will include five month work and educational placements in two distinct Canadian communities.

## MISSION

The Youth Service for a Sustainable Future will contribute to the building of a sustainable Canadian society by providing youth with practical education, skills and support.

## CONCEPT

The Youth Service for a Sustainable Future will be a community service program. A multi-stakeholder network will create cross-sectoral partnerships among local community, provincial and federal agencies, small business/private sector and non-governmental agencies. All components of the program will be aimed at increasing the knowledge and skills of youth, changing their attitudes towards sustainable development, and through them, those of their communities.

## **GOALS**

- i) to provide Youth with an opportunity to be positive contributors towards a sustainable Canadian society;
- ii) to provide youth with the skills, on-the-job training and education required to participate effectively in a sustainable society;
- iii) to provide youth with options for their future.

## **THE PROGRAM**

### **Objectives**

The program will be based on the concept of building partnerships with different sectors within a community, as this is a pre-requisite to the achievement of sustainable development. The Youth Service for a Sustainable Future will work with organizations, community groups and sectors in all phases of the program.

The partnership approach of the program will provide an inter-disciplinary understanding of the inter-related skills needed for a sustainable future.

A mentor/apprenticeship approach will be developed:

- i) to increase understanding of sustainable development issues and build among youth a stronger sense of responsibility;
- ii) to ensure that on-the job learning opportunities contribute to the environmental awareness of participants;
- iii) to prepare youth for the job market, providing them with the development of transferable job skills.

### **Components**

Each component of the program will aim to increase understanding of sustainability issues and build among youth a stronger sense of social responsibility. At the same time, the Youth Service for a Sustainable Future will prepare youth for the job market, providing them with skills and an understanding of sustainable development, which will be integrated into the career paths these youth will choose to follow.

The major components of the program will include:

- i) An accredited "national service" for earning education vouchers for a college education.
- ii) A community service job opportunity for non-college bound youth (technical; hands-on).
- iii) Incubator for new projects, small business opportunities.

- iv) Publications/manuals: To include current scientific knowledge, environmental restoration and protection technologies, environmental education, practitioner techniques, natural resource stewardship etc.
- v) Measurable indicators of success to include:
  - community participation;
  - details of specific restoration/reclamation;
  - waste management;
  - policy change.

## Structure

The Youth Service for a Sustainable Future will be an 11 month community service program for participants ages 16-22. The program affords youth from across Canada and within host communities the opportunity to gain the skills and experience that will prepare them for the workforce.

Participants will be selected from communities across Canada through a direct application process and according to fair and representative criteria including:

- age
- representation of the composition of the Canadian population (urban, rural, income bracket, race, gender)
- First Nations youth
- school/out of school
- Francophone/Anglophone

The program structure will involve a number of stages including:

- i) **A Preparatory phase:** Prior to departing on their youth service project each participant will work within their home community to prepare a community sustainability plan. Participants will also solicit community support for their participation in the project. Prior to departing for national orientation, all participants selected from a specific province/region will meet to discuss the provincial context of sustainability and to participate in an orientation camp.
- ii) **Orientation:** Participants from across Canada will meet for an orientation to the program and to the mission of the Projet de Société. The orientation will provide youth with an overview of the principles of sustainability, and information and briefings on all aspects of the program.
- iii) **Community Projects:** The program will provide opportunities for youth to experience the culture and diversity of two distinct communities in Canada. Teams of 10 participants accompanied by a project coordinator will spend five months working within each community. The communities will be chosen according to region, need, and ability to

work with youth on projects. A multi-sectoral approach/network within the community and an interest to undertake a project in partnership with the Youth Service for a Sustainable Future, will also be an important consideration. To the extent possible, communities will represent the greatest demographic diversity (eg: french/english; urban/rural; northern Canada/southern Canada; east/west; coastal/interior etc.).

- iv) **Community Counterparts:** Within each community, the team of 10 Youth Service participants will be paired with a team of 10 local youth or community counterparts and a community coordinator. The group (consisting of 20 participants and two coordinators) will work on a variety of projects aimed at assisting the community in the transition to sustainability. Participants will also develop an educational plan which will include educational activity days and personal projects.
- v) **Community Organizations:** Within each community, a local multi-stakeholder process will be identified which will assist in directing the work placements and logistics of the project during its presence within the community. Prior to the arrival of Youth Service participants and the selection of the community counterparts, the coordinators will meet with the appropriate community multi-stakeholder process to design the overall project plan, identify work placements and determine hosting arrangements for the participants. These multi-stakeholder processes will be critical in ensuring community ownership of the program.
- vi) **Community Elders:** Since the process of mentoring and apprenticeship is an important component of the Youth Service, the project will work closely with seniors associations, elders and retired professionals.
- vii) **Debriefing and Returning Home:** At the close of the program, the youth will participate in a week of debriefing sessions. Upon returning to their home community, participants will share their experiences through presentations with schools and local organizations.

## MOVING FORWARD

Keeping in mind the Liberal initiative for youth, outlined in *Creating Opportunity*, moving forward with this proposal will be crucial in ensuring that the concepts presented here become an integral part of any initiative aimed at youth. The committee will work on the following strategy over the next month:

1. Convene a joint meeting of the Youth Service for a Sustainable Future Committee of the Projet de Société and the Liberal ministers and staff. Over the next three weeks we will work toward organizing a meeting to explore the areas of cooperation between our initiative and that of the government's youth service program.

It is important that they are aware of the work and initiatives of the Projet de Société, that they understand the value of a youth service initiative being supported by a group of Canadian stakeholders and that concepts of sustainable development are incorporated into the youth service initiative.

2. Endorsements: The proposal will be presented as one which has been endorsed by the Stakeholders Assembly and as such will list organizations involved in the Projet de Société. In addition, we will seek letters of endorsement from other organizations.
3. Briefing Papers: Based on the proposal, briefing papers will be sent out to all of the newly elected MPs as part of a major outreach activity.
4. Presentations: Presentations will be made to the new ministers, staff, and ministries mandated with working with youth. This will help to ensure that the final proposal to be presented at the December meeting of the Projet de Société, is the result of a collective process among stakeholders and those who will be responsible for its implementation.

In summary, the committee will proceed as follows over the next few weeks:

- finalize proposal;
- seek endorsements;
- prepare presentation and briefings;
- outreach.

## RECOMMENDATIONS

- i) That formal letters of endorsement be submitted to the Youth Service for a Sustainable Future Committee.
- ii) That new ministers and representatives of other parties be invited to the December meeting of the Projet de Société.

### Proposed Budget — Development Phase

Contract Position (full time, 1 month @ \$1,250/week) .....	\$5,000
Communication (long distance, fax, conference call) .....	\$500
Steering Committee Costs (1 face-to-face meeting) .....	\$6,000
Presentation folders (design, production, distribution @ \$5/folder) .....	\$1,250
Materials and Supplies .....	\$250
<b>TOTAL</b> .....	<b>\$13,000</b>



## **APPENDIX: BACKGROUND**

**Sustainable development** is defined as development that meets the needs of people today without compromising the ability of future generations to meet their needs. Sustainable development therefore includes not only the wise and sustainable use of natural resources, the protection and management of the environment that supports these resources; ie the air, the water and the soil, but also the development of the people who steward these resources. Training and education in environmental protection must therefore be an integral part of any social and economic development process.

In order to have maximum effectiveness, the incorporation of environmental protection into the development process should occur not as an afterthought or a tag-on, but early in the conceptual stage and throughout the whole project cycle. The integration of this interdisciplinary approach into development planning will help to reduce the negative impacts that a particular development may cause. Youth must be apprised of the importance of this type of approach, and of the need to understand the integration of the environment, culture, economy and development in order to create a sustainable future. These fundamental principles will have to be incorporated into their day-to-day living as well as into broader decision-making as they assume leadership roles in their community.

The proposal is based on the premise that youth are in a period of change themselves, that they will inherit the problems, hence they must be involved now in identifying the solutions. We propose to appeal to lifestyle and attitudinal changes. This will entail an interdisciplinary approach and require comprehensive cross-cutting programming and implementation. As this approach is primarily in its pioneering stages, having youth develop the methodologies and work out some solutions will prepare them for the future.

**PART V**

**TASK FORCE ON ENVIRONMENTAL  
JURISDICTION**

**Progress Report**

prepared by John R. Dillon

**November 11, 1993**

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## **BACKGROUND**

It was the view of many of the stakeholders in the Projet de Société that finding a way to overcome jurisdictional "gridlock" was an important step toward putting Canada on the path to sustainability. At the June, 1993, meeting of the national stakeholders of the Projet, it was agreed that a task force of non-government representatives should be formed to consider how to advance the issue. While it was not the intention to exclude government representatives — their input and advice will be critical — it was felt that ultimately the recommendations must come from outside government.

The Task Force decided to convene a workshop of knowledgeable individuals from government, the private sector, environmental organizations and the academic community, to explore this issue, and to assist in developing recommendations. A background paper was prepared by Steven Kennett of the Canadian Institute of Resources Law, University of Calgary. It set out the major issues and key options, and provided a focus for more intensive discussion at the workshop. Participants agreed there was a need to document the consequences of jurisdictional overlap and duplication — by means of a case study of one particular industry sector in Canada — and to look at ways to build upon the work already underway within the Canadian Council of Ministers of the Environment.

With the agreement of the Canadian Association of Petroleum Producers (CAPP), a case study has been proposed that will examine major examples of jurisdictional overlap and duplication in the oil and gas sector. This would include an attempt to quantify the cost and competitiveness implications arising from delays in decision-making, differing and inconsistent regulatory requirements, lost investment opportunities, etc. Hopefully the study would also include instances of positive integration efforts across jurisdictions, as well as identify means of moving forward. It is expected that interested government departments would supply some of the internal expertise to undertake the analysis, and that the industry would contribute resource people as well as cover the expenses to be incurred.

Participants at the workshop developed a set of objectives for the case study, as well as an analytical framework, which follows. It is hoped that this framework will serve as a useful tool in conducting case studies in other sectors as well. In the near future, CAPP will develop a more detailed proposal for the case study. The Task Force hopes to be in a position to table preliminary conclusions at the June, 1994, National Stakeholders Assembly.

## **PROPOSED APPROACH TO THE CASE STUDY**

### **Purpose**

To examine the environmental jurisdiction framework in Canada using case studies of selected industry sectors, and to develop recommendations on actions that should be taken to overcome barriers that this framework may pose to the implementation of a long term sustainable development strategy for Canada.

## Criteria for Assessment

1. **Effectiveness:** environmental regulation, programs and policy should deliver a given level of environmental protection (which is determined through the political system) and should promote the transition to sustainability.
2. **Efficiency:** the system of regulation, programs and policy should produce the minimum cost for the private sector and for government which is consistent with the environmental protection and sustainability objective.
3. **Democratic Values:** the system should exhibit transparency of decision-making, accountability of decision-makers, and openness to directly affected interests and the public.

## Objectives for Design of Case Study

1. To identify and substantiate the important issues, both from the perspective of the particular sector and in terms of the general problem of environmental jurisdiction and sustainability.
2. To produce generalizable results which can be applied to other case studies.
3. To develop recommendations for overcoming jurisdictional obstacles to sustainability.
4. Thorough research, information-sharing among partners and rigorous analysis through a multi-stakeholder process should ensure that the case study is conducted in an objective manner.

## Approach

The oil and gas sector will provide the initial focus for an in-depth case study. It will serve as a pilot project to extend the approach and results to other sectors.

## DRAFT FRAMEWORK FOR CASE STUDY

The following framework could be used to structure a sector-based case study that would examine jurisdictional duplication and conflict in environmental regulation, consider whether problems in this area constitute an obstacle to sustainability and suggest solutions to those problems which are identified.

1. **Determination of the extent of duplication and conflict, and identification of specific examples.**
  - identification by industry and government (and possibly NGOs) of perceived problems at the implementation level for the specific sector;
  - includes environmental regulation, programs and policies, and possibly other policy instruments having direct implications for sustainability (eg. fiscal policies which create incentives relative to sustainability).

**2. Classification of examples according to the type of duplication and conflict.**

- duplication or conflict may be:
  - *vertical* (eg., different federal, provincial and/or municipal regulations, programs or policies apply to the same project);
  - *horizontal* (eg., different provincial standards apply to an activity/product which is interprovincial or national in scope);
  - *intragovernmental* (inter-departmental or inter-agency duplication and conflict within a single government);
- a distinction can also be made between problems involving *process* (eg., environmental assessment) and those involving *standards* (eg., permissible discharge levels);
- the case study ideally should include examples of some or all of these different categories of duplication or conflict.

**3. Identification of the specific environmental policy objectives or problems addressed by the selected regulations, policies or programs.**

- provides an understanding of the substantive issues of environmental policy raised in the case study;
- includes an evaluation of whether the conflict and duplication reflects policy differences between jurisdictions (eg., different priorities regarding environment/development trade-offs) or merely technical coordination problems (eg., different monitoring or testing procedures).

**4. Evaluation of the environmental effects of the selected regulations, programs or policies.**

- identify the environmental protection and sustainability consequences, individually and collectively, of the policy instruments in question;
- policy instruments may be complementary (positive combined effect for environmental protection or sustainability), their combined effect may have no environmental benefit over the effect of one or the other of them individually, or they may cancel each other out (leading to a worse environmental outcome).

**5. Identification and attempted quantification of significant private and/or public sector costs that result from duplication or conflict.**

- private sector costs may include: information costs; uncertainty costs; compliance costs; delay costs; double jeopardy costs;

- public sector costs may include duplication in information gathering, approval processes, monitoring and enforcement.

**6. Identification of options available to address the problems.**

- these options may focus on the general goal of harmonization, as distinct from the choice between centralization and decentralization, and which involves the coordination of policies rather than the imposition of uniformity;
- examples include: process harmonization; national standards; "full faith and credit" for other Jurisdictions' processes; delegation of regulatory authority; "one window" approval processes; information sharing; etc.

**7. Identification of obstacles to harmonization.**

- consideration of the incentives and disincentives for harmonization that are relevant to the identified problems and available options.

**8. Evaluation of the costs and benefits of addressing the problem.**

- apply the criteria of effectiveness, efficiency and democratic values to the analysis, ie., determine whether duplication and conflict could be reduced in a cost-effective way that is consistent with the environmental protection and sustainability objective;
- question whether the costs of duplication are greater than any benefits which may result from having two or more jurisdictions active in the policy area, or whether these costs are greater than the costs of eliminating the problem.

**9. Discussion of strategy and specific implementation mechanisms.**

- if the conclusion is that duplication and conflict should be addressed, examine the specific approach to achieving this objective;
- whether harmonization should be achieved through a multilateral process, a bilateral process, federal government leadership, or involvement in international harmonization processes;
- implementation measures include legislative amendment, intergovernmental agreements, interdelegation, mirror legislation, shared-cost programs, etc.

**10. Formulation of a specific action plan.**

- specific conclusions and recommendations for action, likely framed in terms of the objectives of effectiveness, efficiency and democratic values;
- proposals could address issues at two levels:
  - *sector-specific*: responses to the specific problems of the sector;

- *general*: implications of the case study for environmental jurisdiction and sustainability generally, including principles and approaches for achieving harmonization;
- whether the focus should be on sorting out and separating areas of responsibility, or coordinating activity in a context of shared responsibility;
- whether harmonization should be achieved by coordinating existing legislative and policy arrangements or through a process of reaching general agreement on goals and principles which could then be used to develop a coherent interjurisdictional framework for promoting sustainability.



## APPENDIX

### MEMBERS OF THE TASK FORCE AND WORKSHOP PARTICIPANTS

**Mr. Douglas Bruchet**  
*Canadian Association of Petroleum Producers*

**Mr. George Cornwall**  
*Environment Canada*

**Mr. Ron Doering**  
*National Round Table on the Environment and the Economy*

**Mr. Claude-André Lachance**  
*Dow Chemical Canada Inc.*

**Mr. Sheldon MacLeod**  
*Canadian Council of Ministers of the Environment*

**Mr. Roger Street**  
*Environment Canada*

**Mr. Jeremy Byatt**  
*Friends of the Earth*

**Mr. Barry Sadler**  
*Projet de Société*

**Ms. Donna Tingley**  
*Environmental Law Centre*

**Mr. Mike Kelly**  
*Clean Air Strategy for Alberta*

**Mr. Steven Kennett**  
*Canadian Institute of Resources Law*

**Dr. Robert Slater**  
*Environment Canada*

**Mr. Rob MacIntosh**  
*Pembina Institute for Appropriate Development*

**Mr. William Andrews**  
*West Coast Environmental Law Association*

**Professor Al Lucas**  
*University of Calgary*

**Mr. Randy Ottenbrelt**  
*Imperial Oil Resources Limited*

**Mr. Wes Able**  
*Mobil Oil Canada*

**Mr. Al Glasgow**  
*TransCanada Pipelines Limited*

**Mr. Jamie Alley**  
*B.C. Environment*

**Mr. André Marsan**  
*Industry Quebec*

**Mr. François Guimont**  
*Environment Canada*

**Mr. Ron Hicks**  
*Alberta Environmental Protection*

**Mr. Gordon Greasley**  
*Canadian Council of Ministers of the Environment*

**Mr. Ted Morton**  
*The University of Calgary*

**Ms. Louise Power**  
*Environment Canada*

**Mr. Bill Howard**  
*Environment Canada*

**Ms. Janet Davies**  
*Environment Canada*

**Mr. Gary Webster**  
*Canadian Association of Petroleum Producers*

## **PART VI**

### **GREEN INDUSTRIES WORKING GROUP**

#### **Progress Report**

prepared by Gary Gallon

**November 17, 1993**

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## **INTRODUCTION**

Green industries are among the tools required to implement sustainable development in Canada. They provide the technologies and the processes needed to deliver environmental improvements and natural resource management and enhancement. When a community wants to recycle, or a company wants to eliminate its toxic emissions, each looks to the environmental industry sector to provide the technologies and services that can deliver the changes.

The Projet de Société selected the Green Industry Sector as the focus of one of its working groups, to help foster the development of green industries in Canada. Specifically, the Green Industry Working Group selected as a demonstration project the reduction, reuse and replacement of ozone-depleting substances (ODS). It identified 25 companies in Canada that are developing and exporting Canadian technology to reduce ODS emissions. These ODS industries were selected because it was felt that this Canadian sector was relatively mature and technologically advanced.

At the June 3-4, 1993, National Stakeholders Assembly in Ottawa, the Projet decided to assist the ODS industry sector in expanding its capacity to provide technologies and services to meet national and international demand. The project was designed to encourage delivery of the tools and skills that will be required by societies to protect their environments, while meeting the objectives of Agenda 21 and the goals of sustainable development. The Canadian Environmental Industry Association (CEIA) agreed to coordinate this program for the Projet de Société. Two major half-day sessions of the working group were held September 21, 1993, in Ottawa, and October 29, 1993, in Toronto.

As well, Industry Canada and Environment Canada have been working with the Montreal Protocol Secretariat to assist with the development of ODS reduction, reuse, recycling and elimination (3Rs) technologies for developing countries through a special multilateral fund created for that purpose. An advanced program is already in place to bring Canadian ODS 3Rs companies together for transferring these technologies to developing countries including Brazil, China, and India. While our project is not limited to those countries, we feel that an excellent start has been made, one that can be learned from, and expanded upon.

## **DESTRUCTION OF THE OZONE LAYER**

It took nations considerable time to realize that the industrial achievements that provided refrigeration, air conditioning and fire extinguishing, while helping to improve human standards of living, would cause long-term destruction of the earth's atmospheric ozone layer, which protects the earth's surface from ultraviolet radiation.

Each ozone molecule contains three atoms of oxygen, formed when volatile organic hydrocarbons and nitrogen oxides react with oxygen in the presence of sunlight. Ozone, while a hazard at ground level, acts as a filter in the upper atmosphere, screening out harmful ultraviolet (UV) radiation from the sun. Small quantities of ozone, only a few molecules to each million molecules of air, exist in the stratosphere which is a layer of the atmosphere between 15 to 50 kilometres (nine to 30 miles) above the Earth's surface. This ozone is

**OZONE DEPLETING SUBSTANCES**

<b>Chemical</b>	<b>Source</b>
CFC-11, CFC-12	aerosol propellants, refrigeration foam blowing, solvents
CFC-22	refrigeration
CFC-113	solvent
Methyl Chloroform	solvent
Carbon tetrachloride	CFC production & grain fumigation
Halons 1301, 1211	fire extinguishers
Nitrous Oxides	industrial activity
Carbon dioxide	fossil fuels
Methane	agriculture, industry & mining
Methyl bromide	pesticide

(Source: World Resources Institute)<sup>3</sup>

frequently referred to as "good" ozone, to be distinguished from the largely man-made "bad ground level ozone" that is the principal ingredient in urban smog. The concentrations of ozone at different altitudes can also affect air temperature, air movements, and other factors that influence climate.

Speculation about possible links between CFCs and damage to the ozone layer can be traced back to 1974, when two US scientists began wondering what was happening to the millions of pounds of CFCs produced every year as refrigerants, aerosol propellants, and foam-blowing agents. Since these "wonder chemicals" resist chemical breakdown in the lower atmosphere, they would eventually drift skyward and collect in the stratospheric ozone layer starting some 15 miles above the Earth's surface. Ultraviolet radiation would break the CFCs apart, releasing highly reactive chlorine ions to attack and destroy ozone molecules. In 1987, nearly 2 billion pounds of CFCs were being produced worldwide each year.

As confirmation of this theory, British scientists discovered a 40% drop in the springtime ozone levels high above Antarctica. In March of 1990, NASA data indicated that the upper atmosphere ozone layer was being thinned twice as fast as had been previously believed. The depletion amounts to almost 5% on average, over densely populated areas for the past 11 years, a rate EPA analysts said would double.

NASA scientists found that the ozone hole over Antarctica increased more between September and December 1985 than during any previous recorded episode (records were kept since the 1970s). In 1987, an ER2 aircraft capable of flying at altitudes of up to 21 km in the stratosphere, and an instrument-filled DC8, flew from Punta Arenas in Chile out across the Antarctic continent. They found that the ozone had dropped by 50%, and, right in the vortex of the polar winds, the protective shield was completely absent at some altitudes.

In 1992, the ozone layer over much of Canada was found to be the thinnest it had been since the later 1950s. The layer has thinned about 4% since 1977. The EPA Global Change

division predicts a 10-12% ozone depletion before it starts to recover. A 10% ozone loss would boost the level of ultraviolet radiation reaching the Earth's surface by 20%. Such an increase in ultraviolet radiation, by EPA estimates, would drive up cases of deadly melanoma skin cancers cases by 10-16%, while increasing less serious skin cancers by up to 40%. This would mean 12 million additional skin cancer cases and 200,000 additional deaths over the next 50 years (Engelman).

## **THE MONTREAL PROTOCOL**

In March 1985, representatives from 20 governments signed the Vienna Convention on the Protection of the Ozone Layer. The agreement called for cooperation in the areas of research, monitoring, and exchange of information, but it carried no specific commitment to control these substances. In the fall of 1987, the Montreal Protocol was originally signed by 24 countries requiring a 50% reduction in the use of ODS by 1998, and a freeze of halon use at the 1986 level by 1992. Eventually signed by 47 countries, including Canada, the Protocol came into effect January 1, 1989.

Shortly after the Protocol was ratified, scientists confirmed that the problem was more serious and progressing at a faster rate than originally thought. The participating governments met again in London in June 1990, where they agreed to speed up the time frame set out in the Protocol. They agreed to a 100% ban of ozone-depleting substances for developed nations by the year 2000 and developing countries by 2010.

The London Amendment to the Montreal Protocol received its 20th ratification in May, 1992, and came into force on August 10, 1992. It was also decided in London to establish a multilateral fund to help developing countries develop non-CFC producing technologies and processes. Under the London Amendment, 32 developed countries and four developing countries pledged US\$160 million over the first three years to support studies and specific projects in developing countries. The developing countries also pledged a further \$40 million when India joined, which it did on July 19, 1992 (Lacoste, UNEP).

In April, 1992, 150 experts from 56 countries met in Geneva and agreed on the necessity of industrialized nations to accelerate the phase out of CFCs to January 1, 1996, and developing countries by 2010.

Canada's Standing Committee on the Environment, after holding hearings on the matter, recommended that CFC use be reduced 85% by 1995, and phased out completely by 1997 (MacDonald, Ottawa). In the Fall of 1991, Environment Canada initiated an interdepartmental dialogue to pursue the provision of technical assistance in the area of ODS reduction to selected developing countries through bilateral cooperation provisions under the Montreal Protocol Multilateral Fund. Current projects are being implemented in Brazil, China and Venezuela in collaboration with Industry Canada, External Affairs, and COTE (The Canadian Office for Training in the Environment).

## **THE GREEN INDUSTRY WORKING GROUP**

### **Purpose**

Canada and the other countries that signed the Montreal Protocol have implemented programs, policies and legislation to phase out the use of ozone-depleting substances. Governments are relying on industry, and the green industry sector in particular, to develop substitutes and alternative methods for reducing, recycling, and replacing ozone-depleting substances. Also, governments are relying on the environmental industry sector to develop measuring systems and management processes related to ODS reduction.

The purpose of the Projet de Société demonstration project is to use the Projet's national networking ability and multisectoral nature to help strengthen and expand the capacity of Canada and the international community to meet the Montreal Protocol requirements for phasing out the use of ozone depleting substances. The Projet de Société recognizes that this is one of a number of green industry sectors being developed in Canada and elsewhere to help meet the UNCED agreements. The Projet also recognizes the international nature of this issue. ODS released anywhere in the world can affect the environmental health of Canada. In order to solve the problem Canada will have to eliminate ODS emissions in both its own country and internationally.

There are a number of companies in Canada that have developed sophisticated technologies and services to help eliminate the release of ODS. The Projet's Green Industry Working Group will assist these companies to strengthen their capabilities of delivering these goods and services to communities inside and outside Canada that need them. The project will highlight those companies that have:

- vampire technologies that capture and clean existing CFCs in refrigeration, air conditioning and cooling units in commercial establishments, automobiles, appliances, and HVAC systems;
- ODS capturing and cleaning systems (like the "Blue Bottle") that can recycle and the allow the reuse of existing ODS without allowing it to escape to the atmosphere;
- new processes that eliminate the need to use ODS, that can perform the same function as the replaced ODS. This would include ODS-free cleaning of computer circuit boards (Northern Telecom), CFC-free blowing of rigid foam board and flexible furniture foam, and halo replacements for fire extinguishing;
- substitutions for the use of ODS as pressurized aerosols for spraying cosmetics, auto chemicals, and medical ingredients;
- instruments for measuring ODS, the ozone layer, and UV-B radiation.

It will assist those companies that are involved in manufacturing and selling technology, providing environmental management services, and those that are involved in measuring and training.

## Action Plan

1. Organizational meeting, September 21, 1993, at the International Development Research Council (IDRC), in Ottawa to identify areas of further action and work out a strategy and the development of a work plan.
2. Identify and bring together companies in Canada working in the field of ODS 3Rs that wish to participate in the program.
3. Corporate meeting in mid-October in Toronto for some of the key companies to gather further input into the program and contribute to development of a work plan that will be effective and non-duplicative.
4. Current status of Montreal Protocol report will be prepared by Environment Canada and Industry and Science Canada on the progress of their efforts to promote ODS 3Rs industries in the selected developing countries. They will report provide recommendations for further action and dos and don'ts for other green industry promotion initiatives. The report will be prepared in time for presentation to the December Projet de Société meeting.
5. ODS 3Rs workplan will be created in draft by the Projet de Société Green Industry Working Group by October 31, 1993. It will be circulated for comment and review. A final workplan will be prepared in time for presentation to the next Projet de Société Meeting in Ottawa in December 1993.
6. Initial support action will be undertaken by the Projet de Société working group on behalf of Canadian environmental industries working in the field of ODS 3Rs. The action will be taken based on recommendations from the industry sector and those working closely with it. Initial support action will include:
  - Notice and reports about ODS industries in publications including the CEIA newsletter, the CEIA Environmental Intelligence Faxletter, the Earth Enterprise newsletter, and the National Round Table newsletter.
  - Participation in business opportunities seminars and trade missions. For example, the October 7th, 1993 meeting of Gowling, Strathy and Henderson where 120 representatives from financiers, new company operators, and business commercialization firms will be networking.
  - Trade missions into the United States and Mexico.
7. Develop a medium-term strategy for workplan implementation after the December, 1993, National Stakeholders Assembly. CEIA plans to help the ODS 3Rs companies and Projet de Société working group to continue the support project for several years.

## Other related events

The Projet de Société ODS Green Industry Working Group chaired a special session on *Reducing the Global Threat of CFCs* at the 14th Annual Recycling Conference held by the RCO. With some 400 people attending the conference, the ODS session drew 60 to see the session chaired by Gary Gallon. The session was held the same day as the working



group meeting October 29, 1993 at the Constellation Hotel. The key speakers were Projet de Société working group members, Dusanka Filipovic, Fred Chorley, and Jeremy Byatt.

## RECOMMENDATIONS

The working group focused on the needs of the Canadian companies which are providing domestic and export ODS goods and services. The following are the recommendations for action that should be taken by governments and industry associations:

1. Educate potential end users (polluters) of ODS environmental equipment and services of the importance of eliminating ODS, and educate them on the availability of alternative technologies available to reduce, recycle and reuse the equipment and services.
2. Federal and provincial governments implement pending legislation and policy related to phasing out the use of ODS. The governments must harmonize and make clear their positions on ODS phase out. This was identified as one of the biggest drawbacks to the ODS reduction industry sector moving forward.
3. Intelligence is required by the Canadian ODS reduction industries from the federal government and associations on policy and legislative developments in other countries that could use Canadian ODS goods and services. The Canadian companies need quality information fast from the various embassies on regional needs in Asia, Latin America, and Eastern Europe. They will translate the information into strategic action for marketing their products.
4. Government acknowledgement of the presence and value of the Canadian ODS industry sector will provide substantial help to the companies planning to export. They report that foreign governments and companies want Canadian government concurrence that indeed the Canadian company in question has a good track record. Often Canadian company sales depend upon federal government acknowledgement of their capabilities:
  - i) federal letter acknowledging that a particular company has successfully provided similar services in Canada or in other areas of the world. The letter would not be a specific endorsement of the company, but it would witness that the company has operated successfully in Canada or elsewhere;
  - ii) federal presence in the initial meetings between Canadian companies and potential foreign clients;
  - iii) federal brochure endorsing the generic industry sector of Canadian ODS companies.
5. The Projet de Société should approach the Environmental Choices Program about the possibility of considering ODS technologies for an ECOLOGO approval. Such an approval, or "green label" designation would help other countries to choose the Canadian technology.

6. Publicize success stories. If potential buyers of Canadian technologies know more about what they have already done, more contracts would be signed. Not enough is known about the success stories.
7. The Department of Supplies and Services (DSS) should be officially approached by the Projet de Société, CEIA, NRTEE, and other others to encourage it to buy Canadian first — if available. Canadian companies have the equipment and the services, but find that DSS will purchase outside Canada for its government needs. It was recommended that both the engineering section and the purchasing section of DSS be approached, as the engineering section is often responsible for approving the equipment that can be procured.
8. Buyer-seller workshops should be held by Projet de Société, the International Institute for Sustainable Development (IISD), CEIA Ontario and others, for companies that have ODS and companies that can reduce, replace, or eliminate ODS. A series of workshops should be conducted across Canada, in the U.S., and in Mexico.
9. The Projet de Société or CEIA should arrange a Canadian ODS presentation to the World Bank's Ozone Operations Resource Group, responsible for making recommendations on the hundreds of millions of dollars the World Bank will be placing in developing countries for ODS reduction.
10. A National ODS Reduction Trade Show should be held. It will give potential domestic and international buyers a chance to see Canada's ODS reduction goods and services.
11. DSS, External Affairs and CIDA have been invited, and will become involved with this Projet de Société working group. They are the other key players in addition to Environment Canada and ISC.
12. Avoid Duplication of Services by government agencies and associations. Instead, combine the energy and resources in such a way as to be supportive and complementary.
13. Create a Directory of Canadian ODS Reduction Companies. This could be done by the Projet de Société, CEIA Ontario or one of the other agencies.
14. Meet with, and present to CCME the current capabilities of Canadian ODS reduction companies, and ask for harmonization of standards for eliminating ODS.

## **SUMMARY**

The Canadian ODS reducing companies welcomed the Projet de Société contribution to helping their sector. They hope the Projet de Société and its working members will continue to further help coordinate assistance with their sector. It was recognized that the assistance for the ODS sector came rather late to help with market penetration in other countries. They felt that actions should be taken now to assist Canadian companies to meet the opportunities created from actions that will taken soon by the international community on the ODS substance, methyl bromide.

The Projet de Société working group also recommended that the lessons learned in this exercise can be readily adopted to other green industry sectors. Efforts should be made to put together a generic package by the Projet de Société that could be used by other industry sectors. For example, industries working in the field of biodiversity could be prepared for new international initiatives expected on the UNCED Biodiversity Protocol.

Members of the Projet de Société working group felt that promoting the efforts of the green industry sector was part of a substantial contribution to achieving many of the recommendations of the Earth Summit and Agenda 21 requirements. It was recognized that the Projet de Société was able to build on and not duplicate existing efforts to assist the green industry sector. Also, the Projet de Société initiative helped spin off a new undertaking that will live and grow and use resources beyond the Projet de Société. The Canadian Environment Industry Association, Environment Canada, Industry Canada, External Affairs, and International Trade, will continue to expand the assistance to the ODS reduction industry sector. Also, the lessons learned in this industry sector can be applied to other environmental industry sectors. For example, the environmental industry export cluster building meeting that will be hosted by CEIA and the Ontario Ministry of Economic Development and Trade (MEDT) December 3, 1993, will draw from the experiences of the Projet de Société Green Industry Working Group.

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5. *Deadly Releases: CFCs. Part 1 of Our Changing Atmosphere Series*, The Standing Committee on the Environment, House of Commons, Ottawa, June 1990.

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## APPENDIX A

### OZONE-DEPLETING POTENTIAL

Each of the ozone-depleting substances has a somewhat different rate at which they deplete the atmospheric O<sub>3</sub>:

<b>Substance</b>	<b>Ozone Depleting Potential (ODP)</b>
<b>Group I</b>	
CFC-11	1.0
CFC-12	1.0
CFC-113	0.8
CFC-114	0.8
CFC-115	0.4
<b>Group II</b>	
Halo 1211	3.0
Halo 1301	10.0
Halo 2402	6.0
<b>Non-Protocol Substances</b>	
HCFC-22	0.05
HCFC-123	0.02
HCFC-124	0.02
HCFC-141b	0.10
HCFC-142b	0.06
Carbon tetrachloride	1.20
Methyl Chloroform (trichloroethane)	0.15

## APPENDIX B

### History of CFC Uses

CFCs and halons were part of the miracle chemicals that assisted industrialized nations achieve an unprecedented standard of living. Tested non-toxic to humans and found non-poisonous to earth's living things, CFCs and other ozone-depleting substances were produced and used in major quantities. Here is a brief history of ODS substances:

- 1928 CFC-12 the first member of the chlorofluorocarbon family is recommended by Dr. Thomas Midgley in the United States as a cheap "safe coolant".
- 1931 The first 545 tonnes of CFC-12 in the world is commercially produced.
- 1940s CFC-11 and CFC-12 are first used as propellants for aerosol insecticides during World War II as part of a campaign to protect troops from malaria in tropical regions.
- 1950s The use of aerosol propellants in consumer products spreads. A new technique is developed to put bubbles in foam plastic for furnishings, car seats and insulation materials.
- 1957 The World Meteorological Organization (WMO) establishes the Global Ozone Observing System (GO3OS) that begins to gather data on ozone in the troposphere and the stratosphere.
- 1974 The first time CFCs are perceived as potentially dangerous. Dr. F. Sherwood and Dr. Mario Molina of the University of California at Irvine warned of potentially disastrous disruption to the atmosphere from CFCs. CFC production grew to over one million tonnes a year.
- 1977 The United Nations Environment Programme (UNEP) starts to coordinate research and monitoring of the impacts of CFCs.
- 1979 British scientists detect significant changes in the ozone layer over Antarctica.
- 1980 UNEP starts to coordinate international efforts leading to the signing of the Vienna Convention in 1985.
- 1985 A British Antarctic team publishes a paper which met with much international scepticism, that reported a hole in the ozone layer. Representatives from 20 governments signed the Vienna Convention on the Protection of the Ozone Layer.
- 1986 Canada is the first country to ratify the Vienna Convention on June 4th.
- 1987 UN experts and government representatives meeting in Montreal, Canada, agree to the Montreal Protocol to achieve 50% reduction of ODS by 1999. A team of 150 scientists from four nations confirms the significance of the holes in the ozone layer. The Montreal Protocol on Substances that Deplete the Ozone Layer is signed in Canada by 24 countries, including Canada, on September 16th.

- 1988 ICI, the United Kingdom's largest chemical company, announces it has discovered safe alternatives to CFCs and will invest in a new plant to go into production in 1991.
- 1989 Parties to the Montreal Protocol establish four review panels to prepare assessments on various aspects of the ozone problem
- In January, three expert working groups convened by an Intergovernmental Panel on Climate Change met for the first time. In February, an international ozone research team measures serious pollution damage in the Arctic.
- 1990 At the June 1990 London meeting of the Montreal Protocol industrialized countries agreed to a 100% phase-out of ODS by 2000 instead of 50%. Canada announced its intention to eliminate CFC production entirely by 1997.
- 1991 The Ozone Scientific Assessment Panel published its findings in a report that found that the depletion of the ozone layer could seriously affect human health, food production, forestry and natural ecosystems.
- 1992 The Copenhagen Adjustments and Amendments to the Protocol are adopted at the Fourth Meeting of the Montreal Protocol in Copenhagen, Denmark, in November. The scope and stringency of controls is increased and the Fund is established on a permanent basis.

## APPENDIX C

### MEMBERS OF THE PROJET DE SOCIÉTÉ WORKING GROUP

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**REPRESENTATIVES FROM OVER 50 SECTORS OF CANADIAN SOCIETY PARTICIPATED IN THE FIRST AND SECOND NATIONAL STAKEHOLDER ASSEMBLIES.**

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**DES REPRÉSENTANTS DE PLUS DE 50 SECTEURS DE LA SOCIÉTÉ CANADIENNE ONT PARTICIPÉ À LA PREMIÈRE ET LA DEUXIÈME ASSEMBLÉE DES**

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