

# REPORT

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*OF THE ADVISORY COMMITTEE ON ENVIRONMENT AND ECONOMY*

**CCME**

Canadian Council of Ministers of the Environment / Le Conseil canadien des ministres de l'environnement

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**REPORT**

**OF THE ADVISORY COMMITTEE ON ENVIRONMENT AND ECONOMY**

**Evaluation of the  
Response of Government  
to the Recommendations  
of The National Task Force  
on Environment and Economy**

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## **EXECUTIVE SUMMARY**

In October 1988, Canadian Council of Ministers of the Environment (CCME) established the Advisory Committee on Environment and Economy to follow-up on matters related to the work of the National Task Force on Environment and Economy and to prepare an evaluation of the implementation of the Task Force report of 1987. With representation from all jurisdictions, the Advisory Committee reviewed status reports provided by the province, territories and federal government in preparing this report, "Evaluation of the Response of Government to the Recommendations of the National Task Force on Environment and Economy." In tabling its report, the Committee has fulfilled its mandate.

The evaluation report provides an evaluation and analysis of the responses of governments to the 40 recommendations of the National Task Force on Environment and Economy. It provides an overview of how implementation to date has either met or failed to meet the intent of the recommendations. In analysing each chapter, the Committee identified specific measures which it felt would enhance governments' ability to implement the Task Force report and put these forward in the form of specific recommendations. Thus, there are recommendations in each of the area of Informed Decision-making, Leadership, Round Tables, Conservation Strategies, International Responsibilities, and Communications and Education.

The Committee also noted that there are broader implications for Ministers of the Environment contained in its recommendations. Consequently, two recommendations are made which are aimed at improving the ability of the Canadian council of Ministers' of the Environment to meet the changing needs of the Ministers and enhance their ability to implement or influence the implementation of the National Task Force report.

## **SUMMARY OF RECOMMENDATIONS**

### **INFORMED DECISION MAKING**

- 1. It is recommended that current activities of CCME devoted toward the harmonization of environmental protection legislation, regulations and standardization be expanded to include State of the Environment Reporting initiatives by the provinces and federal government.*
- 2. It is recommended that CCME Ministers encourage their respective Round Tables to undertake the immediate identification and designation of selected private and public sector initiatives as demonstration projects. It is further recommended that Round Tables be requested to publicize these projects as examples of sustainable development and that the National Round Table be requested to establish a National Registry of designated demonstration projects.*
- 3. It is recommended that CCME prepare a discussion paper on the economic and fiscal measures which could be used to achieve sustainable development and environmental protection and to recommend specific proposals in the fields of taxation, investment and trade. This report should be used as the basis for a meeting of Environment and Finance Ministers to discuss the need for a nationally coordinated strategy for the utilization of direct and indirect economic measures for fostering sustainable development.*
- 4. It is recommended that the subject of economic measures for environmental protection be recommended by CCME for discussion by First Ministers at a forthcoming Conference on the Economy.*

### **LEADERSHIP**

- 1. It is recommended that Ministers of Environment, through CCME, focus and accelerate efforts to harmonize environmental standards. This will result in additional pressure on several of the existing CCME committees and will require additional resources and careful prioritization by Ministers and Deputies.*
- 2. It is recommended that Ministers of Environment, through CCME, develop model agreements and common procedures to assist the provinces and the federal government in avoiding jurisdictional conflicts in dealing with environmental concerns.*

**3. It is recommended that Ministers of Environment, through CCME, prepare a report on how government departments and agencies can be made more accountable for sustainable development through such mechanisms as:**

- requiring a sustainable development section in all annual reports and major publications;**
- requiring a section on implications for sustainable development in all Cabinet and Treasury Board submissions;**
- the use of environmental audits or the creation of the office of environmental auditor;**
- requiring environmentally sensitive procurement policies; and**
- developing clear indicators to measure progress toward sustainable development.**

#### **ROUND TABLES**

**1. To help ensure the success of Round Tables, it is recommended that CCME members encourage strong non-government participation in the support provided to Round Tables and the establishment of mechanisms to ensure public input to Round Table activities.**

**2. It is recommended that CCME ensure that strong linkages are maintained with the Round Tables on Environment and Economy and, in particular, the National Round Table by:**

- ongoing and active participation of the President of CCME on the National Round Table; and**
- the establishment of strong, ongoing linkages at the committee and secretariat levels.**

**3 To facilitate the exchange of information and coordination among Round Tables, it is recommended that CCME encourage the National Round Table Secretariat to serve as a clearinghouse of information about Round Tables across the country. To assist in this the National Round Table should take the lead in the preparation of a Compendium of Round Table Experiences, in cooperation with all Round Tables.**

#### **CONSERVATION STRATEGIES**

**1 It is recommended that Ministers of Environment take the lead to ensure that their governments reaffirm their commitment to the completion of conservation strategies by 1992, mindful of the time necessary to**

*successfully develop such strategies and mindful of the need to participate in the 1991 national conference.*

*2. It is recommended that CCME set two major objectives for conservation strategies in planning the 1991 national conference in Quebec:*

*- the integration of work on provincial, territorial, federal and regional strategies and the harmonization of conservation principles; and*

*- the development of a national conservation strategy to be presented by the federal government at the 1992 U.N. global conference on environment and development.*

*3. It is recommended that Ministers of Environment take the lead in ensuring that their governments give careful consideration to the assignment of responsibility for the development of conservation strategies and ensure that the body or agency with the responsibility to develop a strategy has the necessary authority and resources to do so, has a clearly defined role and mandate and has a viable workplan that will meet the 1992 target date.*

#### **INTERNATIONAL RESPONSIBILITIES**

*1 It is recommended that all governments and the CCME support Canada's participation in the 1992 United Nations Conference on Environment and Development.*

*2. It is recommended that all governments in their multilateral and bilateral relations use these opportunities to influence institutional changes so as to reflect the importance of dealing with long-term environmental problems and the implementation of sustainable development.*

*3. It is recommended that, where appropriate, CCME be used as the forum to discuss the development of Canada's international positions on environmental issues and the domestic implementation of international agreements.*

#### **COMMUNICATIONS AND EDUCATION**

*1. It is recommended that CCME instruct its Communications Advisory Committee to prepare and maintain an inventory of environment/economy and sustainable development communications programs within governments and liaise with Round Tables about their communications programs.*

*2. It is recommended that CCME commit the necessary resources to ensure that the 1991 national conference on sustainable development will be a success and put in place a mechanism to ensure that its members are kept fully informed and involved in decisions related to this event.*

**3. It is recommended that CCME propose to the Canadian Council of Ministers of Education the establishment of a Joint Consultative Committee with representatives from each organization to:**

- compile information on the current status of environmental education and relevant programs; and**
- prepare a discussion paper for Ministers of Environment and Education proposing a Canadian Action Plan on Environmental Education.**

#### **IMPLICATONS FOR CCME**

- 1. It is recommended that CCME establish a Planning and Coordination Advisory Committee to provide advice in areas of policy development, planning, priority setting, and intergovernmental relations as well as specific areas requiring attention which are not addressed by other CCME committees (e.g., environmental education, financial measures, government accountability, participation in Globe '90 and other similar events).**
- 2. It is recommended that Ministers of Environment approve the necessary changes and budget increases to ensure that CCME operates as an effective national body for intergovernmental deliberations concerning the environment and sustainable development.**



## **INTRODUCTION**

### ***The Advisory Committee***

At the October 1988 meeting of the Canadian Council of Resource and Environment Ministers (CCREM<sup>1</sup>) the National Task Force on Environment and Economy presented a Progress Report on the implementation of the recommendations made in their September 1987 Report. This completed the mandate of the Task Force. To follow-up on matters related to the work of the Task Force and to prepare an evaluation of the implementation called for in the Task Force's report, the Council of Ministers established an Advisory Committee on Environment and Economy.<sup>2</sup>

The Advisory Committee has representation from all jurisdictions and is chaired by the Manitoba Deputy Minister of Environment. In its terms of reference, the Advisory Committee was directed to provide Council with "advice on recommendations contained in the Report of the National Task Force on Environment and Economy."<sup>3</sup> The committee had prepared and reviewed standard format status reports provided by the provinces, territories and federal government on the progress in implementing the Task Force Report. The review of that material forms the basis of this evaluation.

### ***Purpose***

In its 1987 Report, the National Task Force on Environment and Economy recommended that "CCREM should prepare an evaluation of the effectiveness of the Task Force's recommendations and their implementation. The evaluation report should be presented at the 1989 CCREM Annual Meeting."<sup>4</sup> This report fulfills that recommendation. It is intended to provide

Ministers with an evaluation of how recommendations of the Task Force are being implemented and to make a number of recommendations to Ministers of Environment.

This report is actually the third in a series of reports on environment and economy presented to Environment Ministers. It should be considered in conjunction with the earlier Task Force report of 1987 and Progress Report of 1988. The Progress Report recognized that the implementation of the Task Force recommendations would occur over an extended time horizon and it identified four phases to the Task Force initiative: generation of the Task Force report, widespread distribution and discussion, the establishment of the foundations for change, and the long-term implementation of the concepts and principles underlying the Task Force recommendations.<sup>5</sup> It is important to retain this long-term perspective on the Task Force initiative in evaluating its implementation.

### ***Scope***

Given the nature of its membership and the difficulties inherent in evaluating some of the recommendations directed to non-governmental bodies or not specifically targeted, the Committee focussed its evaluation on implementation of recommendations aimed at governments and CCME. Thus, this report can be seen as an evaluation of implementation of the Task Force by the public sector.

It should be noted, however, that other sectors in Canadian society have also taken the Task Force's recommendations very seriously. Industry organizations have become very active in promoting sustainable development. For instance, the Canadian

Chamber of Commerce and the Business Council on National Issues have each established Task Forces on Environment and Economy.<sup>6</sup>

pressure which governments already face to implement the public sector part of the Report.

Other interest groups, including traditional environmental non-governmental organizations as well as native Canadians, labour and academia, are also becoming active in efforts to implement the recommendations of the National Task Force. Similarly, representatives from industry and these other sectors are playing an active part on many of the provincial and national Round Tables which have been established in many jurisdictions. The broad public discussion and support for the Report which has been generated over the past two years will add to the significant

### *Organization of the Report*

This report focuses on the evaluation and analysis of each chapter of the original Task Force Report, providing an overview of how implementation to date either has either met or failed to meet the intent of the Task Force recommendations. The report also considers the implications which flow for Ministers of Environment and in particular for CCME as an organization. Specific recommendations for action are made to Ministers.

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- 1 Since the release of the Task Force Report, the name of the Council has been changed from "The Canadian Council of Resource and Environment Ministers" (CCREM) to "The Canadian Council of Ministers of Environment" (CCME). In this report, the new name "CCME" will be used throughout with the exception of direct quotations from earlier works.
  - 2 Report of the National Task Force Report on Environment and Economy, September, 1987, Recommendation 7.4
  - 3 The membership of the Committee and the complete terms of reference are contained in Appendix A
  - 4 Report of the National Task Force on Environment and Economy, Recommendation 7.4
  - 5 Progress Report of the National Task Force on Environment and Economy, October 1988, p. 2
  - 6 See Appendix 2 for more information on the work of these industry Task Forces

## GOVERNMENT'S RESPONSE - ANALYSIS AND EVALUATION

### *Informed Decision Making*

The first chapter of the Report "Informed Decision Making" argues that environment-economy integration can only take place under the combined influence of government regulation and market forces. It was further argued, however, that both instruments required modification if they were to be successfully applied to this task; modification which produced public sector decisions based on a clearer appreciation of the linkages between economic development and the environment, and caused private sector decisions to take better account of external environmental costs.

Accordingly, in its nine recommendations in this chapter, the Task Force offered a mix of proposed measures designed to

- better inform government decision makers, including an increased reliance upon impact assessment, state of the environment reporting, multipartite involvement in decision making and demonstration projects, and
- influence the market system to ensure that external costs are internalized by firms, through such mechanisms as investment tax credits, reduced interest bonds and emission charges

At the time the Task Force report was released, governments had already taken steps to introduce new approaches for the better integration of environment and economic decision-making and to improve and broaden their information base on environmental matters. These included the widespread adoption of impact assessment as a project evaluation tool and increased consultation with environmental interest groups, resource users and the private sector on policy and legislative initiatives.

The response to the Task Force's call for more informed public sector decision-making is therefore, easier to gauge with respect to two proposed initiatives where there was comparatively little prior movement by governments - state of the environment reporting and sustainable development demonstration projects - and the progress of government toward the integration of environmental and economic decision-making.

### *State of Environment (SOE) Reporting*

Strong responses on SOE reporting have been seen from the federal government, which released its first SOE report prior to the Task Force recommendation, and Quebec, which released its first SOE report in 1988. Action has also been initiated by Manitoba and Nova Scotia. As well, three additional governments have recommended that work on SOE reporting be carried out at some future date by their respective Round Tables.

Now that concerted efforts are being taken across the country to implement SOE reporting, there is a growing need for coordinated action amongst jurisdictions in this area. A positive first step in this regard is the National Workshop on SOE Reporting to be held in October 1989 under the joint sponsorship of the federal and British Columbia governments.

### *Demonstration Projects*

The Task Force's recommendation on demonstration projects has elicited a noticeably weaker response. Notwithstanding the emphasis placed upon "projects exemplificateurs" as a key tool for developing an improved understanding of environment-economy linkages, to date

only Quebec and British Columbia have formally designated such projects.

The evaluation indicated that there are a large number of projects across the country which would undoubtedly qualify as demonstration projects, such as the federal government's Environmental Choice program, but they have not been formally designated as such. The intent of the National Task Force to have demonstration projects identified, formally designated as demonstration projects and widely publicized, has not occurred

This may be attributed in part to the fact that most jurisdictions have assigned responsibility for developing demonstration projects to their Round Tables, which with their limited financial resources and position outside of line departments of government, face both fiscal and institutional barriers to action in this area. It is worth noting that both of the current demonstration projects were designated by their government.

It is likely that each jurisdiction is now home to a growing number of recycling, waste reduction and resource recovery "initiatives" many of which would stand as excellent examples of environment-economy integration. At least at this early stage in the evolution of Round Tables, it would appear that a more productive role for those Round Tables assigned this task would be to identify and publicize existing private or public sector initiatives which could qualify as demonstration projects. The effect would be to highlight and give profile to these initiatives in a way that would help promote sustainable development as a whole.

A means of sharing the experiences gained from demonstration projects amongst jurisdictions is required. Environment Canada has begun to gather information about sustainable development "success stories," which might provide a basis for such an inventory.

#### Integration of environmental and economic decision-making

Some improvement has been realized in the general area of government decision making affecting the environment and this is discussed in the next chapter. However, there has been a conspicuous lack of progress in examining how to value environmental protection costs so that they can be given sufficient weight within the structure of economic policy making. One reason for this is that conventional economic models are not adequate in measuring the broad interdependence between human activities and the environment. A further reason is that many Environment departments lack expertise in this area.

Although a number of Round Tables have been asked to review this question, the absence of Finance Ministers on the majority of these bodies suggests that progress will continue to be slow for the foreseeable future unless specific action is initiated. The importance of a whole range of economic measures to the implementation of sustainable development and the potential public costs of environmental protection and clean up make this subject a top priority for governments. There is also a pressing need to address the subject in interdisciplinary terms.

### Recommendations

1. *It is recommended that current activities of CCME devoted toward the harmonization of environmental protection legislation, regulations and standardization be expanded to include State of the Environment Reporting initiatives by the provinces and federal government.*
2. *It is recommended that CCME Ministers encourage their respective Round Table to undertake the immediate identification and designation of selected private and public sector initiatives as demonstration projects. It is further recommended that Round Tables be requested to publicize these projects as examples of sustainable development and that the National Round Table be requested to establish a National Registry of designated demonstration projects.*
3. *It is recommended that CCME prepare a discussion paper on the economic and fiscal measures which could be used to achieve sustainable development and environmental protection and to recommend specific proposals in the fields of taxation, investment and trade. This report should be used as the basis for a meeting of Environment and Finance Ministers to discuss the need for a nationally coordinated strategy for the utilization of direct and indirect economic measures for fostering sustainable development.*
4. *It is recommended that the subject of economic measures for environmental protection be recommended by CCME for discussion by First Ministers at a forthcoming Conference on the Economy.*

## *Leadership*

The second chapter of the Task Force's Report focuses on the need for leadership on the integration of environmental and economic concerns by government and industry, and the need for a new era of cooperation and partnership of groups which historically were adversaries.

In the two years since the release of the Report of the World Commission on Environment and Development and the National Task Force Report, there has been increasing attention paid to environmental matters at the most senior levels of government. First Ministers have endorsed the concept of sustainable development and this commitment has been reiterated in numerous addresses, Speeches from the Throne, budget presentations and other official government pronouncements. At the most recent Summit of the leading industrialized nations, the heads of state, including Canada's Prime Minister resolved to achieve sustainable development by ensuring the compatibility of economic growth and development with the protection of the environment. The environment occupied about a third of the Summit's resolutions and Canada played a key role in the discussion of environmental questions.

The overall importance attached to environmental matters can also be seen in terms of the many significant structural changes which have occurred during the past two years throughout Canada. Environment Ministers are now frequently members of planning and priorities committees of Cabinet, several chair specially created Cabinet Committees dealing with environment and economy or sustainable development matters. Furthermore, most jurisdictions which did not previously have "stand alone" departments of environment have moved to establish these

These developments, however significant, are structural changes which must be seen as preliminary first steps toward the

embracement of sustainable development principles in the policies and programs of government. The speeches and statements of intent are encouraging, but are viewed as largely facilitative in nature. Despite all the commitments of intent to act, Canadians are still faced with our dubious record in several areas directly impacting on the implementation of sustainable development. Two noteworthy examples are in the area of energy consumption and the generation of waste. Until real changes are seen in such very fundamental areas, governments will be hard pressed to demonstrate leadership on sustainable development.

In this regard, a principal thrust of the Task Force report was the need for accountability on the part of government to ensure that the type of symbolic and preparatory steps which have been taken to date are translated into measurable action. This accountability will become increasingly important, as public expectations of government continue to be raised by statements of intent and principle.

### *Leadership by Environment Ministers*

Effective leadership will depend largely on the success of the transition from preparation to actual program changes. Environment Ministers within each jurisdiction should be leading this transition and departments of environment should be among the first to embrace the practice as well as the principles of sustainable development. To date, steps have largely not been taken to implement measures which will build accountability for sustainable development into the fabric of government.

Environment Ministers can play a significant lead role in this area. They must take the lead to ensure the environmental accountability of government departments and compliance with the principles of

sustainable development. Departments of environment should set the example by developing clear indicators for measuring progress toward sustainable development by putting into practice new programs such as recycling and waste reduction

### Harmonization

On the need for effective leadership by government, the Task Force singled out one area - the coordination and harmonization of legislation and procedures affecting environmental and economic development. In particular, there was concern with a developing patch-work quilt of legislation and regulation which varies from region to region and province to province<sup>1</sup>

Some progress has been made. A principal role of CCME through its committees has been to develop common approaches and national standards in a variety of areas. Recent examples have been the adoption of the Canadian Water Quality Guidelines and the Code of Practice for Leaking Storage Tanks. As well, CCME has been able to respond effectively in a crisis situation. The best and most current example is the harmonization which has been achieved in the regulation of PCB's storage and transportation. While this work has been on-going, there has been no significant acceleration of standardization, nor can it be said that CCME has effectively prioritized among the many competing areas of interest. This is an area which requires attention and, ultimately, resources if the recommendation of the Task Force is to be adequately addressed

There is another important aspect to this recommendation which needs to be addressed. When the Report of the Task Force was first published, the *Canadian Environmental Protection Act* was in its infancy. There was not yet a sense of the growing jurisdictional complexity which has been generated by CEPA and by recent court cases, in particular the Federal Court decision on the Rafferty-Alameda dam in Saskatchewan

Given that the intention of Recommendation 2.3 was that CCME play a role in the development of a national approach to environmental regulation, the need for action by CCME is more pressing now than it has ever been in the past. Industry is also concerned with the potential for significant and unnecessary complexity in the assessment and licensing processes due to jurisdictional uncertainty in this area

At the June 1989 meeting of CCME, Ministers directed Deputy Ministers to meet and formulate recommendations on how to deal with the increasing number of potential jurisdictional overlap, duplication and conflict. From this could come a concerted effort by CCME, as a national body, to develop mechanisms to avoid future jurisdictional conflicts and to deal with those currently before us. At their 1989 Annual Conference, the Premiers requested their Ministers to prepare a progress report for the November 1989 First Ministers' Conference on how intergovernmental cooperation on environmental matters can be achieved

### **Recommendations**

- 1. It is recommended that Ministers of Environment, through CCME, focus and accelerate efforts to harmonize environmental standards. This will result in additional pressure on several of the existing CCME committees and will require additional resources and careful prioritization by Ministers and Deputies.**
- 2. It is recommended that Ministers of Environment, through CCME, develop model agreements and common procedures to assist the provinces and the federal government in avoiding and jurisdictional conflicts in dealing with environmental concerns.**
- 3. It is recommended that Ministers of Environment, through CCME, prepare a report on how government departments and agencies can be made more accountable for sustainable development through such mechanisms as:**
  - requiring a sustainable development section in all annual reports and major publications;**
  - requiring a section on implications for sustainable development in all Cabinet and Treasury Board submissions;**
  - the use of environmental audits or the creation of the office of environmental auditor;**
  - requiring environmentally sensitive procurement policies; and**
  - developing clear indicators to measure progress toward sustainable development.**

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<sup>1</sup> Recommendation 2.3 states that "Environment Ministers, through CCREM, should continue their work towards the harmonization of environmental standards and legislation and the streamlining of processes such as environmental assessment across Canada. This issue should be considered by CCREM in September 1988, and should include public and private sector consultation and involvement."

## *Round Tables*

In its third Chapter the Task Force deals with the creation of provincial and national "Round Tables" which are seen as permanent forums for the discussion and promotion of sustainable development.

Nowhere is the impact of the report of the National Task Force more evident than in the creation of Round Tables on Environment and Economy. To date, eight Round Tables have been established and it is reasonable to expect that by year's end all jurisdictions including the Yukon and the Northwest Territories will have Round Tables in place. To the extent that the recommendations were to establish Round Tables, the response has been full and enthusiastic.

### *Ensuring the Success of the Round Tables*

Establishing the Round Tables is one thing, ensuring that they are successful is something quite different. Given that the Round Tables represent a new and bold experiment in the development of public policy, it is natural that it will be some time before their "success" can be properly assessed. There are, however, a number of steps which can be taken by CCME and Environment Ministers which will enhance the operation of the Round Tables.

As is to be expected, a number of differences exist among these advisory bodies, both with respect to their "make-up" (for example, Ministers of the Environment are the dominant choice for the chair, however, New Brunswick has selected the Minister of Commerce and Technology and in the case of Manitoba, the position is filled by the Premier), and with respect to the resources allocated for their support. Notwithstanding these differences, the Round Tables demonstrate a marked similarity in their respective mandates, with each jurisdiction emphasizing the important roles these bodies are expected to play in influencing

policy making and mobilizing both industry and public, at large, to achieve the goal of sustainable economic development.

While it is too early to evaluate the performance of Round Tables, it is apparent that some uncertainty exists over the nature or type of contact that Round Tables should establish with both the public and industry in order that they may act as this catalyst for change. To the extent that these linkages are not clearly established, the ability of Round Tables to serve as an ongoing stimulus for change or as effective conduits for industry and public input into government decision-making will be restricted. Different approaches are being implemented by the Round Tables to ensure such contact, such as the establishment by Quebec of a multi-sectoral Round Table Secretariat and the public hearings planned by the New Brunswick Round Table.

It will be important to ensure that the Round Tables do not become just another advisory body to government. They must achieve some sense of separateness and ability to act distinctly from government and their relationship with government departments and agencies must be clearly defined. This raises questions of cabinet solidarity for the government members when the policies of government are criticized, as they inevitably will be. There is also an urgent need to ensure that the mandates of Round Tables do not become so broad and the public expectations of their work so great that they are hindered in their ability to perform.

Two other issues potentially affecting the effectiveness of Round Tables have emerged, the relationship between CCME and the Round Tables, and the need for national coordination of Round Table activities. Considerable overlap could exist between the concerns of individual Round Tables and the collective concerns of CCME, in such fields as waste recovery

and recycling and communications and environmental education.

To avoid duplication of effort, a strong communication link between CCME and the Round Tables will be required. It is worth noting that the importance of this linkage has already been acknowledged by the National Round Table through the recent invitation of the CCME president to sit as a member.

A similar concern exists over possible duplication of effort by individual Round Tables. While the Task Force report addressed this concern by recommending that members of the National Round Table be made up of representatives from provincial Round Tables, this has not taken place. At present, a formal mechanism for information sharing amongst all Round Tables does not exist.

### **Recommendations**

- 1. To help ensure the success of Round Tables, it is recommended that CCME members encourage strong non-government participation in the support provided to Round Tables and the establishment of mechanisms to ensure public input to Round Table activities.***
- 2. It is recommended that CCME ensure that strong linkages are maintained with the Round Tables on Environment and Economy and, in particular, the National Round Table by:***
  - ongoing and active participation of the President of CCME on the National Round Table; and***
  - the establishment of strong, ongoing linkages at the committee and secretariat levels.***
- 3. To facilitate the exchange of information and coordination among Round Tables, it is recommended that CCME encourage the National Round Table Secretariat to serve as a clearinghouse of information about Round Tables across the country. To assist in this, the National Round Table should take the lead in the preparation of a Compendium of Round Table Experiences, in cooperation with all Round Tables.***

## *Conservation Strategies*

In the fourth Chapter of its Report, the Task Force placed considerable emphasis on conservation strategies as essential mechanisms to ensure three conditions necessary for sustainable development. the integration of policies regarding resource protection, management and development, the allocation of resources to optimize their maintainable yield, and the establishment of formalized consultative processes to ensure broad-based public input on programs and plans related to environmentally sound development. By its emphasis on conservation strategies, the Task Force strongly endorsed and echoed the World Conservation Strategy and the work of the World Commission on Environment and Development

The Task Force was deliberate in its assignment of leadership for the development of strategies to governments. Governments ultimately bear the brunt of responsibility for the institutional changes needed to implement strategies. Governments are best equipped to allocate the necessary resources with the necessary authority to deliver completed strategies and governments have established mandates to mediate and balance between different sectoral interests

In keeping with the importance it attached to conservation strategies, the Task Force set the firm deadline of 1992 for the development of provincial and territorial strategies and for the preparation of a national strategy to be presented by the federal government at the United Nations sponsored 1992 global conference on environment and development

With the release of the Task Force Report, there was an early suggestion of progress on developing and implementing conservation strategies. Several jurisdictions made a ready commitment to complete such strategies at least by 1992. The federal government, led by the Department

of Environment is currently preparing such a strategy as it relates to federal lands, programs and activities. However, concrete advances have been slow, both on individual strategies and on the integration of strategies across the different regions of Canada

Where progress has been made on drafting conservation strategies, it has been made by jurisdictions which were working on such strategies prior to the release of the Task Force report and where government has taken a lead role in the development of such strategies. A blunt assessment of the current rate of progress in the development of national, provincial and territorial conservation strategies raises a strong note of concern unless an immediate priority is placed on completing conservation strategies, fewer than half of Canada's jurisdictions will have strategies in place by 1992. Little of substance will have been achieved with respect to work on the integration of strategies and on the harmonization of conservation principles across the country

A lack of momentum in developing conservation strategies can be traced, at least in part, to changing perspectives and roles regarding the responsibility for preparing the strategies. For instance, some governments, rather than take the lead, have assigned the responsibility for developing conservation strategies to newly-established Round Tables or to similar non-government bodies. The limited resources available to these groups, coupled with their lack of established working relationships with and limited authority over government departments, can result in start up, coordination and implementation difficulties. Leadership for the preparation of conservation strategies must rest with institutions that can ensure both the development of strategies and the implementation once approved by government and endorsed by the strategy stakeholders. To help in the appropriate designation of lead

responsibility and ensure momentum in the completion of conservation strategies, leadership roles, participatory roles, implementation responsibilities and monitoring roles must be clearly defined at the start of the strategy development process.

The importance of establishing clearly defined roles early in the strategy development process is apparent in terms of the need for jurisdictions to work collaboratively to develop a national strategy by 1992 at the same time that they will be working on their respective regional strategies to meet the same target date. In order to facilitate parallel work on a national strategy at the same time that they are completing their separate strategies, governments will have to pay careful attention to the meaning underlying the use of terms such as conservation and sustainable development. In some jurisdictions, the terms are being used interchangeably while in others the terms have overlapping but not interchangeable meanings. By 1992, some

jurisdictions will have conservation strategies, while others will have sustainable development strategies. The attainment of a cohesive, integrated and comprehensive national conservation strategy will depend on the ability of different jurisdictions to establish common ground in their definition of key terms and in their understanding of the relationship between conservation and sustainable development.

To complete a national conservation strategy by 1992, it will also be necessary to have a forum in which all jurisdictions can reach consensus on national issues and on national conservation and sustainable development priorities. The 1991 national conference on sustainable development, to be sponsored by CCME and hosted by Quebec, can serve as a catalyst for the finalization of the national strategy and for the incorporation of interjurisdictional perspectives in provincial and territorial strategies.

### **Recommendations**

- 1. It is recommended that Ministers of Environment take the lead to ensure that their governments reaffirm their commitment to the completion of conservation strategies by 1992, mindful of the time necessary to successfully develop such strategies and mindful of the need to participate in the 1991 national conference.***
- 2. It is recommended that CCME set two major objectives for conservation strategies in planning the 1991 national conference in Quebec:***
  - the integration of work on provincial, territorial, federal and regional strategies and the harmonization of conservation principles; and***
  - the development of a national conservation strategy to be presented by the federal government at the 1992 U.N. global conference on environment and development***
- 3. It is recommended that Ministers of Environment take the lead in ensuring that their governments give careful consideration to the assignment of responsibility for the development of conservation strategies and ensure that the body or agency with the responsibility to develop a strategy has the necessary authority and resources to do so, has a clearly defined role and mandate and has a viable workplan that will meet the 1992 target date.***

## *International Responsibilities*

The fifth Chapter of the Report of the Task Force dealt with the international dimensions of sustainable development. Over the past few years there has been a progressive narrowing of the gap between the domestic and international environmental agenda. In its 1987 report, the World Commission on Environment and Development reaffirmed this phenomenon and urged countries to meet their responsibilities, toward each other and toward future generations, to manage and protect the resources and environment held in trust for them.

Mounting worldwide public concern over environmental problems has spurred increased international interest in the environment and a growing inventory of conferences, meetings and international agreements on environmental issues. Many of these meetings and symposia discuss the Brundtland Report's theme - sustainable development - and how to incorporate it into environmental and economic policies on both the domestic and international fronts.

Since the 1988 Progress Report of the National Task Force on Environment and Economy, the federal government, a number of the provinces and the territories have pursued many activities on the international scene. Canada has made sustainable development the cornerstone of its international environmental and economic policies. At international meetings and in various organizations, it has also strongly supported the integration of environmental considerations into decision-making.

Canada played a key role in achieving consensus for the U.N. General Assembly resolution on the convening of a global Conference on Environment and Development in 1992. It strongly supports the 1990 ECE Conference (Bergen) on follow-up to the WCED Report and has loaned an Environment Canada official to

serve on the conference Secretariat. Canada also played a key role in the 1989 Economic Summit's reaffirmation of its commitment to sustainable development. The development of techniques of analysis to help governments assess economic measures to promote environmental quality was also recommended at the Summit, and was at the suggestion of Prime Minister Mulroney, the development of a system of environmental or sustainable development indicators.

The message of sustainable development and its integration in international policies and programs is being actively pursued in multilateral and bilateral relations. Internationally, Canada is highly regarded in terms of its leadership and achievements on global environmental issues. The federal government is also working closely with private industry and the Province of British Columbia in hosting, in Vancouver, a trade fair and conference entitled "Globe 90". Delegates from over 40 countries, including environmental experts, business leaders and government officials will meet to discuss resource development plans. CCME has indicated its desire to be actively involved in this event.

Canada is also making inroads in influencing development policies. At the 1988 annual meeting of the World Bank and the International Monetary Fund, the federal Minister of Finance, Michael Wilson, proposed a 4-point plan to improve the performance of the bank in the field of environment and sustainable development, including developing criteria for loans that affect rain forests and other sensitive areas, and invited the support of other industrialized countries on this matter.

Provinces and territories are also active in their bilateral and multilateral relations with other countries. In May 1989, Ontario and Council of Great Lakes Governors

signed a Great Lakes Border Compact which commits them to cooperative approaches to environmentally sound economic development in the region

territorial consultation on international issues and for the development of national plans and programs so that Canada can meet its international obligations.

Some provinces carry out projects which demonstrate the environment-economy link as part of their international marketing strategies, as in the case of Quebec. The federal government is also working cooperatively with the province of Manitoba toward the establishment of the Centre for Sustainable Development in Winnipeg - a centre from which the concept of sustainable development can be promoted both nationally and internationally. For their part, the Eastern Premiers have joined their New England counterparts in establishing a bi-national committee to study sustainable economic development. The Government of the Northwest Territories and the Yukon are actively involved in achieving a circumpolar Conservation Strategy.

By and large, the Task Force's recommendations on international responsibilities have been, or are being, implemented. It is understood that much remains to be done on the global scene to promote awareness and acceptance of the principle of sustainable development and to achieve some degree of implementation.

The international community faces two major structural challenges in the years ahead. The first is the reform of the international institutional network to ensure it is able to meet the challenge posed by unprecedented global environmental problems. Second, bold and innovative measures will be required globally to assist developing countries to pursue sustainable development paths.

Canada's international role in environmental affairs, and how it is viewed by the international community, will ultimately, be measured by how successful it is in implementing sustainable development at home. The Council has an important role to play in this regard. It can provide a forum for federal, provincial and

### **Recommendations**

- 1. It is recommended that all governments and the CCME support Canada's participation in the 1992 United Nations Conference on Environment and Development.***
- 2. It is recommended that all governments in their multilateral and bilateral relations use these opportunities to influence institutional changes so as to reflect the importance of dealing with long-term environmental problems and the implementation of sustainable development.***
- 3. It is recommended that, where appropriate, CCME be use as the forum to discuss the development of Canada's international positions on environmental issues and the domestic implementation of international agreements.***

## *Communications and Education*

The Task Force placed enough importance on the goals of communications and education to devote a chapter of their report to them. The recommendations contained in this chapter were aimed at mobilizing public support for sustainable development through information and enhanced public understanding and preparing "future decision makers" to be the implementers of sustainable development.

### Communications

In the section on communications the Task Force called upon CCME to design and implement a major communications/public participation program with an extended time horizon and to do so in cooperation with Round Tables on Environment and Economy. Two specific proposals were suggested as components of this program -- namely 1989 or 1990 being designated as Year of the Environment in Canada and CCME hosting a major National Conference on Sustainable Development in 1989 or 1990.

The communications program called for by the National Task Force has not been designed nor has there been any intent expressed by CCME to undertake such a program. A key element of the program as conceived by the Task Force, a Year of the Environment, has not received support and is not being actively considered by any government or organization.

In the two years since the Task Force report was released, public concern for environmental matters has continued to increase. However, there have not been any coordinated efforts to improve public awareness and understanding of the concept of sustainable development. Round Tables which have been set up have identified a very strong communications and public education role for themselves.

The National Round Table in particular has established a standing committee on Communications and Education. However, no intent has been expressed by any organization to combine any of these efforts into an integrated national communications plan.

Internally, CCME has actively pursued a much more coordinated approach to communications over the past two years than it had in the past. CCME adopted a Communications Policy in October 1988 and established the Communications Advisory Committee, made up of Directors of Communications of Environment from across Canada. This committee has a narrow mandate, aimed primarily at overseeing CCME publications procedure, media relations, etc. It has not been directed to undertake any program development work.

CCME does not currently have the capacity to undertake the type of program called for by the Task Force. Nor do individual members have the financial resources to contribute to a major national communications program on sustainable development.

With the work expected to be undertaken by Round Tables and the communications programs of individual jurisdictions, much will be accomplished and it may not be necessary to have a fully-integrated national program. However, what is needed is the coordination of existing and planned programs and activities to ensure that overlap and duplication of efforts are avoided and that the maximum use is made of available resources through cost sharing, development of prototypes, etc. This is a traditional role for CCME and perfectly in keeping with the mandates of Environment Ministers.

As recommended by the National Task Force, CCME has committed itself to organizing a major national conference on sustainable development. The conference is scheduled to occur in 1991 in Quebec. It is expected that the conference will be a culmination of efforts over the next two years to reach agreement on a national conservation strategy and will result in a consolidated Canadian position for the 1992 U.N. global conference on environment and development. The conference will bring together leading Canadian decision makers, including the members of Round Tables, from across the country.

In order to stimulate action on this recommendation, Environment Ministers must first recognize that they have not been equipped to act on this recommendation. Most individual ministries have little or no capacity in the area of environmental education, and CCME has no point of focus to address this issue. This situation must change. The first step should be to initiate a dialogue with Ministers of Education on both a bilateral and multi-lateral basis, aimed at the joint pursuit of an action plan on environmental education.

### Education

The Task Force recommended that CCME, along with Ministers of Education and the Round Tables, should design and implement an action plan to upgrade environmental education and to ensure that the concept of sustainable development is being adequately addressed at all levels.

While there has not been any rejection of this recommendation by either CCME or individual ministers, neither have any steps been taken to date toward its implementation. Some of the Round Tables which have been established will play a role in promoting environmental education within their jurisdictions. Still, it remains the responsibility of Ministers of Environment to initiate action.

### Recommendations

- 1. It is recommended that CCME instruct its Communications Advisory Committee to prepare and maintain an inventory of environment/economy and sustainable development communications programs within governments and liaise with Round Tables about their communications programs.*

- 2. It is recommended that CCME commit the necessary resources to ensure that the 1991 national conference on sustainable development will be a success and put in place a mechanism to ensure that its members are kept fully informed and involved in decisions related to this event.**
- 3. It is recommended that CCME propose to the Canadian Council of Ministers of Education the establishment of a Joint Consultative Committee with representatives from each organization to:**
  - compile information on the current status of environmental education and relevant programs; and**
  - prepare a discussion paper for Ministers of Environment and Education proposing a Canadian Action Plan on Environmental Education.**

## ***Follow-up***

The National Task Force included the section on Follow-up to ensure that their report would be widely considered and in the hope that it would have a real impact on the future of decision-making in Canada

All the suggestions of follow-up have been implemented, with the exception of Recommendation 7.1, which calls for each province, territory and the federal government to develop an action plan showing how it will implement the Task Force recommendations. To date, only the governments of the Yukon and Nova Scotia have actually produced action plans, this despite the commitment expressed by all governments to do so in the Task Force Progress Report of October 1988

Action plans were highlighted in the Progress Report as one of three recommendations considered essential to "laying the

foundation" for sustainable development. They were considered one way in which governments could be made more accountable for actually implementing the Task Force Report, which they had all endorsed in principle

As nearly two years has passed since the Task Force called for Action Plans, it may be worth considering that some jurisdictions have achieved the results desired by the Task Force in other ways, such as through the workplans and action plans of their Round Tables on Environment and Economy. Individual jurisdictions should consider the worth to them of the action plans. Action plans were intended as a means to an end, rather than an end product in themselves. As such, they should only be pursued if they serve a useful purpose. Other means of achieving this end might be equally suitable

## **IMPLICATIONS OF THE REPORT**

The establishment of the foundation for sustainable development called for by the National Task Force on Environment and Economy will determine the success of its long term implementation. This report points to the fact that a significant start has been made, but much more work remains to be done before the completed foundation is in place. Consequently, this evaluation has several implications for Ministers of the Environment individually and collectively as members of the CCME.

Throughout the country the responsibilities of Ministers of Environment within government have increased significantly and they are now required to take on many new roles and show leadership in a variety of areas. In most jurisdictions it has fallen to Ministers of Environment not only to deal with the increasingly high profile and complex environmental issues, but also to sensitize their colleagues to environmental matters and to lead in implementing the changes in government decision making required to realize sustainable development.

Environment Ministers play important roles on their jurisdictions Round Tables, an important new forum which will provide access to other cabinet colleagues as well as to senior decisions makers from outside government. Within government, Environment Ministers now serve on key economic committees of Cabinet, as recommended by the Task Force. Ministers of Environment are being looked upon as primary "messengers" of sustainable development within their jurisdictions and thus must ensure that adequate priority is given to communications and public awareness programs.

As well, in most jurisdictions the onus appears to be largely on Ministers of Environment to ensure that conservation strategies are prepared in a manner con-

sistent with that outlined by the National Task Force. This will be a very critical role, and one which still requires a great deal of attention.

As a consequence, there have been significant changes in the resources allocated to Departments of Environment and, more importantly, in the organization of those departments to deal with and support the Ministers in the new roles and responsibilities which they now have.

The national body of the Ministers, CCME, must also change and adjust if it is to meet the challenges which now face the Ministers on the national level.

### ***Implications for CCME***

The evaluation underlines what has been becoming increasingly apparent -- that the changing roles of Ministers of Environment has important implications for the national body to which they belong and which is the principal intergovernmental body in which environmental matters are considered. The role of CCME must evolve accordingly.

CCME has not remained static and has been undergoing some changes in the past two years which have been useful. These include the strengthened role of the Management Committee, the establishment of a Communications Advisory Committee, and the recent decisions to expand the Secretariat to better serve the Advisory Committees and to institute a more comprehensive work planning process for committees. These changes should enhance the capacity of CCME to better serve its member governments.

However, despite the recent changes within CCME, many of the recommendations in this report point to

specific issues which either have been assigned to or need to be addressed by CCME but which do not now fit comfortably within the existing structure or resource level. The following are but a few examples:

- CCME has a role in assisting governments in the harmonization of environmental standards, legislation and in coordinating activities such as impact assessment and State of the Environment Reporting. CCME has become the principal forum for cooperative efforts in environmental matters and the intergovernmental discussion and resolution of constitutional and interjurisdictional issues, without much capacity to do so.
- CCME is being asked to respond to the need for Ministers of Environment to show leadership in areas such as the analysis of economic measures for the promotion of environmental protection and systems of accountability for government in implementing sustainable development.
- CCME is expected to ensure that strong, on-going links are established and maintained with the Round Tables so as to avoid overlap and duplication of efforts and maximize opportunities to work cooperatively.
- the growing importance of Canada's international environmental commitments

to domestic programs and policies is an area in which CCME is becoming involved

- CCME must organize for the 1991 national conference by putting in place a reporting system to involve Deputy Ministers and Ministers in the conference planning and to ensure that the CCME budget process takes into account the financial needs of planning and executing the conference.
- CCE is being called on to play a role in both the communications and education aspects of environmental protection and must take a close look at the mandate of the Communications Advisory Committee as a result. As an example, if a Joint Consultative Committee is to be established with the Ministers of Education, CCME will have to identify a focal point for discussions on environmental education.

The structural changes which CCME requires can be made with some modifications to the current organization. However, the ultimate success of cooperative efforts at the national level will require the devotion of more financial resources to CCME than are identified in the current operating budget. It is reasonable to expect the budget of CCME to increase along with the priority, attention and financial resources dedicated to environmental matters across the country.

### ***Recommendations***

- 1. It is recommended that CCME establish a Planning and Coordination Advisory Committee to provide advice in areas of policy development, planning, priority setting, and intergovernmental relations as well as specific areas requiring attention which are not addressed by other CCME committees (e.g. environmental education, financial measures, government accountability, participation in Globe '90 and other similar events).***
- 2. It is recommended that Ministers of Environment approve the necessary changes and budget increases to ensure that CCME operates as an effective national body for intergovernmental deliberations concerning the environment and sustainable development.***

## **CONCLUSION**

This report contains a number of recommendations and suggestions for CCME and Ministers of Environment with respect to how the recommendations of the National Task Force should be implemented. One of the conclusions of the Committee is that the impetus toward incorporation within government of the principles of sustainable development is now strong enough that there need be no further systematic follow-up on the implementation of the Task Force report.

The accountability of governments and other institutions for their actions and

performance has become a feature of the landscape, including the Round Tables which every jurisdiction has either created or is creating.

There is, therefore, no need for CCME to consider, at some future date, whether any of the recommendations and suggestions in this evaluation have been acted on. This being the case, the Committee has completed the mandate assigned to it by Ministers in October of 1988, its report has been filed and the committee should be disbanded.

## **APPENDIX I**

### **MEMBERS OF THE CCME COMMITTEE ON ENVIRONMENT AND ECONOMY**

Mr Richard Dalon  
Deputy Minister  
Ministry of Environment, B C

Mr John Dick  
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Ministry of Environment, B C

Mr Ron Hicks  
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Corporate Policy and Planning  
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Mrs Betty Collins  
Resource Management Consultant  
Environmental Assessment Branch  
Department of Environment and Public  
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Mr Tanner Elton  
Deputy Minister  
Ministry of the Environment, Manitoba

Mr Walter Giles  
Associate Deputy Minister  
Ministry of Environment, Ontario

M Gérard Divay  
Assistant Deputy Minister  
Planning and Evaluation  
Ministry of Environment, Quebec

Dr David Besner  
Executive Secretary of the Round Table  
on Environment and Economy  
New Brunswick

Mr Ron MacNeill  
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Planning and coordination  
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Mr Creighton Brisco  
Environmental Analyst  
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Mr David Jeans  
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Dr Tim McTiernan  
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Mr Ron Livingston  
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Ministry of Renewable Resources  
Northwest Territories

Mr Gerry Fitzsimmons  
Director  
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Corporate Policy Group  
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Mr Gerry Henderson  
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Mrs Katherine Thibeault  
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Ms Jacinthe Séguin  
Program Officer  
CCME Secretariat

## **APPENDIX II**

### **UPDATE ON INDUSTRY AND BUSINESS INITIATIVES**

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#### **BUSINESS COUNCIL ON NATIONAL ISSUES**

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The Business Council on National Issues (BCNI) has formed a Task Force on the Environment and the Economy. The Task Force is chaired by Thomas Kierans, President of Scotia McLeod Inc and is composed of twenty-five chief executives. The Task Force has begun its work of encouraging greater environmental awareness and the development of effective and practical ways of integrating the environment and the economy. The Council's President, Mr Thomas d'Aquino, further reaffirmed the Council's commitment to the challenge of sustainable development in an address at the Winnipeg Conference on Sustainable Development in May 1989.

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#### **CANADIAN CHAMBER OF COMMERCE**

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Earlier in the year, the Canadian Chamber of Commerce established a Task Force on the Environment as part of its FOCUS 2000 project. Chaired by Mr Tom McMillan, the Task Force has been mandated to recommend to the National Chamber, to its 500 branches and its 170,000 members how small and medium-sized businesses can operate in an environmentally sensitive way in their day-to-day affairs. In an address at the Sustainable Development Conference in Winnipeg in May 1989, Mr McMillan outlined the important role of the Task Force to promote greater private sector involvement in the relevant issues, to communicate the value of environmentally sound business practices, and to recommend a practical guide for responsible corporate behaviour concerning the environment for small and medium-sized businesses. In doing so, the Task Force on the Environment will try to give some precision to the concept on an environmental ethic for businesses. The Task Force will present its report to the National Chamber at its annual meeting in Saint John in September 1989.