



# Sustainable Development Strategy 2003-2006



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# Foreword

On December 12, 2003, the Prime Minister announced changes to the Canadian Ministry which included the creation of a new Ministry of Public Safety and Emergency Preparedness responsible for, within a single portfolio:

- ◆ the former Solicitor General Canada portfolio,\*
- ◆ the Office of Critical Infrastructure Protection and Emergency Preparedness,
- ◆ the National Crime Prevention Centre, and
- ◆ the new Canada Border Services Agency.

At the time of the completion of the third Sustainable Development Strategy by the former Department of Solicitor General Canada, the activities and processes required to create and recognize the new Department of Public Safety and Emergency Preparedness were only just underway.

As such, the new Department of Public Safety and Emergency Preparedness will table its first Sustainable Development Strategy in 2006. In the interim, the Sustainable Development Strategy of the former Department of Solicitor General Canada is being tabled. Progress towards the goals and targets will be assessed and reported via the new Department's annual Performance Report and Report on Plans and Priorities

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\* The former Department of the Solicitor General, Royal Canadian Mounted Police (RCMP), Canadian Security Intelligence Service, Correctional Service of Canada, National Parole Board, Canada Firearms Centre, RCMP External Review Committee, Commission for Public Complaints Against the RCMP and Office of the Correctional Investigator.



# Message from the Minister

I am pleased to present the Department's third Sustainable Development Strategy for the period 2003-2006. This strategy will continue to build on our past successes and achievements.

Sustainable development is about shaping and directing the future of our society, our resources and our planet. It is about developing healthy, viable communities based on economic strength, employment opportunities, cultural diversity, access to services, and public safety and security. These factors are fundamental to the prosperity and quality of life we enjoy as Canadians.

To have a meaningful impact on Canadians, sustainable development must be a long-term undertaking among many partners. It is not feasible to isolate the impact of individual programs or policies, since responsibility for public safety is shared among various agencies and levels of government.

Collaboration among various sectors and the public at large is necessary to achieve social and community stability and wellness. Nowhere is this more evident than in the case of First Nations communities, and my Department is proud to contribute to the sustainability of these communities through the First Nations Policing Policy.

In its 2003-2006 SDS, the Department is renewing its commitment to explore how best to measure and report the impact of its policies, programs and operations on the safety and security of Canadians. The strategy will focus on developing a greater understanding of the impact and contribution of the First Nations Policing Policy and Program on First Nations communities. It will also continue to focus on reducing the effects of departmental operations on the natural environment.

In August 2002, Canada participated at the World Summit on Sustainable Development in Johannesburg. In renewing their country's commitment to the Summit's Agenda 21 action plan for the environment and development in the 21<sup>st</sup> century, participants acknowledged the challenges and opportunities of achieving a balance among social and economic concerns. Success in reaching this goal will require community collaboration, innovation and commitment to balance these key forces in order to ensure the efficient use of resources and achieve economic and social well-being.

In keeping with its mandate – to ensure the public safety and security of Canadians – the Department of Solicitor General Canada is continuing its work to contribute to quality of life in a way that resonates with Canadians, decision-makers and our Portfolio, provincial, territorial and First Nations partners. I look forward to reporting our progress.



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# PART 1

## Sustainable Development and the Department of the Solicitor General

### 1. DEPARTMENTAL PROFILE

The Portfolio of the Solicitor General is responsible, within the federal government, for law enforcement, corrections and security. It is comprised of the Department of Solicitor General and five agencies: Royal Canadian Mounted Police (RCMP); Canadian Security Intelligence Service (CSIS); Correctional Service of Canada (CSC); National Parole Board (NPB); and Canada Firearms Centre (CAFC). There are also three review Portfolio Agencies: RCMP External Review Committee, Commission for Public Complaints Against the RCMP and Office of the Correctional Investigator. Each Agency Head reports directly and is accountable to the Solicitor General.

The complexity and cross-jurisdictional nature of issues addressed by the Department require that it work closely with the Portfolio Agencies and other key federal departments, including the Department of Justice, Health Canada, Citizenship and Immigration, Foreign Affairs and International Trade, the Department of Finance, Canada Customs and Revenue Agency, the Privy Council Office, Statistics Canada, Indian and Northern Affairs Canada and Treasury Board Secretariat. The Department also works collaboratively with the provinces and territories, as well as the voluntary sector.

The Department has approximately 315 employees and a budget in 2003-2004 of approximately \$133.5 million, of which \$83.6 million in contribution funding is dedicated to Aboriginal policing. The Department's operating budget has increased since its 2000-2003 SDS, as the heightened focus on anti-terrorism and national security continues to require significant resources.

It is important to note that the Portfolio Agencies are responsible for addressing the potential impact of their respective programs and activities on the environment and sustainable development. As such, these issues and concerns are beyond the scope of the Department's Sustainable Development Strategy (SDS).

### 2. ROLE OF THE DEPARTMENT

The Department of the Solicitor General is a small, strategic, policy-based organization within the Portfolio. Its primary role is to support the Solicitor General with strategic policy advice in the areas of public safety, policing, national security, corrections and conditional release. It also has continuing responsibility for First Nations policing. The Portfolio, as a whole, contributes to sustainable development through the promotion and maintenance of a just, peaceful and safe society.

The primary goal of the Department is to ensure that Canadians feel safe and secure in their communities. To this end, the Department advises and assists the Solicitor General in:

- ◆ Providing effective direction to the Agencies;
- ◆ Enhancing policy cohesion and coordination within the Portfolio;
- ◆ Exercising strategic, long-term, national leadership in policing and law enforcement, national security, public safety, corrections and conditional release;
- ◆ Implementing the First Nations Policing Policy (FNPP) through the negotiation, administration, maintenance and evaluation of tripartite policing agreements with provincial, territorial and First Nations governments;
- ◆ Integrating justice information across jurisdictions and program areas; and
- ◆ Answering in Parliament for the Portfolio.

While the Agencies offer operational expertise, the Department develops strategic policy and provides leadership and facilitation from a broader government perspective. The Department is only one of many partners whose policies affect public safety and security, and it is rarely directly involved in implementing these policies. Therefore, its ability to meet its sustainable development commitments and achieve the identified results depends largely on collaboration and cooperation with a wide range of partners.

### **3. SUSTAINABLE DEVELOPMENT AND THE DEPARTMENT OF THE SOLICITOR GENERAL**

Sustainable development is often debated and understood as a balance between environmental protection and economic growth. This well-established perspective overlooks the importance of social well-being and its impact on prosperity and overall sustainability, especially at the community level. Increasingly, however, the notion of “sustainability” is being applied within a broader context that encompasses a social dimension that includes: meaningful employment, adequate housing, health care, education, public security and personal safety, social mobility, cultural development and confidence in the future.

Social conditions are the platform on which a community’s economy is built. If the platform is weak, a community’s other goals and aspirations are compromised. For example, it is difficult to achieve economic stability and a high quality community life in communities that are unsafe, socially fragmented and plagued by high or chronic unemployment.

Crime, disorder and fear of crime diminish quality of life and lead to instability and a lack of citizen involvement in communities. This in turn intensifies the cycle of disorder and increases the potential for criminal activity. Effective community justice, including policing, creates a sense of security, and, along with citizen engagement, reinforces stability and a sense of safety, security and empowerment. These are the preconditions to both social and economic development and, ultimately, to safe and sustainable communities. It is in this sense that policing and related justice policies can have an impact on sustainable development, particularly at the community level.

In preparing the 2000-2003 Strategies, federal departments and the Commissioner of the Environment and Sustainable Development (CESD) recognized that the understanding of the social dimension of

sustainable development was not as well integrated with the understanding of the economic and environmental dimensions. Departments were encouraged to expand their perspective and to assess the impact of their policies and programs on the social dimension of sustainable development in relation to all aspects of sustainability.

Accordingly, the Department set out to explore the social dimension of sustainable development vis-à-vis its mandate, role and functions. It selected the First Nations Policing Policy (FNPP) and Program because of its potential impact on the social sustainability of First Nations communities and because of the Department's influence in this area in terms of its negotiation, administration, maintenance and monitoring of policing agreements with provinces, territories and First Nations governments. In the 2000-2003 SDS, the Department noted that measuring the effectiveness of social programs is a complicated undertaking that requires the appropriate tools and techniques to collect data and measure performance and communicate results. Thus, a pilot project was developed to explore how best to measure the impact of a social program on community sustainability.

#### **4. VISION AND GUIDING PRINCIPLES**

The Department remains committed to promoting sustainable development in the broadest sense, particularly the environmental and social dimensions which are inherently linked to economics. In support of this vision, the Department will continue to promote innovative research, inter-sectoral collaboration and the sharing of information with employees, partners in other jurisdictions and Parliamentarians.

Although many departmental policies and programs have an impact on personal security and quality of life, the 2003-2006 SDS will continue to focus its efforts upon First Nations communities. The Departmental Executive Committee, in providing strategic direction for the 2003-2006 SDS, continues to support the long-term nature and scope of the FNPP pilot project, given its emphasis on developing and confirming with partners a good set of indicators to help measure whether progress is being made toward the desired results.

The Department still has an important role in raising awareness among its employees with respect to the impact of its operations on the environment. It seeks to transfer best practices to mitigate poor performance, particularly as its leased accommodation expands. This role has also been reconfirmed by the Departmental Executive Committee. As departmental operations are small-scale compared to the majority of other federal departments, the 2003-2006 SDS will focus on those targets and commitments that accelerate the “greening” of internal operations, with particular emphasis on pollution prevention.

Implementation of the Department's sustainable development commitments will continue to be guided by the following principles:

##### **Partnership, Consultation and Citizen Engagement**

The Department will develop the potential for greater collaboration by working with its key partners to anticipate the needs and circumstances of Aboriginal people with respect to the criminal justice system of the future; and, in particular, work with provinces, territories and First Nations to enhance the capacity of First Nations communities to become safer and sustainable.

### **Improvement and Innovation**

The Department will manage and monitor the impact of its operations on the environment. Further, the potential for policy leadership in the area of sustainable development lies in advancing the understanding of the social dimension, specifically how departmental policies and programs impact the public safety, stability and well-being of First Nations communities.

### **Measuring and Reporting Results**

The Department has recognized the need to better understand the link between policy and program activities and results achieved. The Department's reporting strategy includes the Sustainable Development Management System and the development of tools and indicators to better understand the linkages between public safety, wellness and social development in First Nations communities. Additional information on this reporting strategy can be found in Part 3.

### **Decisions Based on Established Standards**

The Department will conduct its activities in accordance with the requirements of federal acts, regulations and policies related to the environment and sustainable development, using a management system consistent with the principles of *ISO 14004 – Environmental Management Systems – General Guidelines on Principles, Systems and Supporting Techniques*.

### **Accountability and Oversight**

Senior management is committed to the preparation and implementation of the Department's SDS, and is supportive of efforts to reach sustainability goals. Accountability will be ensured through the departmental management system to ensure systematic documentation of and follow-up on the commitments contained in this strategy.

# PART 2

## Updating the Strategy for 2003-2006

### 1.0 CONSIDERATIONS

#### 1.1 Audit Results of the 2000-2003 Sustainable Development Strategy

An independent audit of the Department's current practices with respect to its second SDS for the period 2000-2003 was completed in February 2003. The overall assessment was positive.<sup>1</sup>

The audit found that the Department effectively managed its sustainable development requirements in terms of the expectations identified by the Commissioner. It also noted that the Department had succeeded in expanding the scope of the SDS beyond green operations to include commitments to explore the social dimension of sustainable development. Specifically, the audit observed:

- ◆ the FNPP pilot project is a positive step towards addressing the social dimension of sustainable development;
- ◆ activities and targets for addressing the environmental impacts of departmental operations were partially met; and
- ◆ commitments in support of the Sustainable Development Management System were either met or are on track for completion.

The audit also recommended that the Department, recognizing the limitations it faces in terms of influence and direct control, further broaden the scope of its SDS into other policy areas. The Department will do so during the 2003-2006 period in two ways: first, by collaborating with other departments to foster an integrated, interdepartmental approach to policy development and analysis on common objectives; and second, the Department will support capacity development in First Nations communities, in order to integrate public safety into broader socio-economic initiatives and planning. Broadening the scope of the next SDS into other policy areas of the Department will be further considered after assessing the progress of the 2003-2006 SDS.

#### 1.2 Influencing Factors

##### **World Summit on Sustainable Development (WSSD)**

The WSSD of August 2002 reaffirmed the complex array of economic, environmental and social issues implicit in achieving global sustainable development. The Summit adopted a political declaration that recognized the links between poverty, security and sustainable development. Its Plan of Implementation contains targets and timetables to spur action in five key areas.<sup>2</sup> Through partnerships, the Summit has garnered additional resources and expertise in order to attain significant results in communities across the globe.

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1. The audit of the first SDS found no significant deficiencies in its implementation and affirmed that the Agencies upon which the Department relies to deliver operational programs are outside the scope of the SDS.
  2. Commitments were made to increase access to clean water and proper sanitation, to increase access to energy services, to improve health conditions and agriculture, particularly in drylands, and to better protect the world's biodiversity and ecosystems.

The Department's commitment to develop a framework and tools for assessing the results and impact of the FNPP supports the WSSD commitment to communities. Strong communities need to feel safe and secure in order to plan for, pursue and commit to long-term investments in social and economic development and the stewardship of natural resources.

### **Shared Priorities**

Several key federal departments share the crosscutting goal of safe and sustainable First Nations communities. Coordination and collaboration on the design and timing of programs and services between departments, provinces and First Nations communities can help to achieve this goal.

Policy-makers have recognized the importance of interdepartmental cooperation in strengthening the social platform of Aboriginal communities. This is particularly important where medium- and long-term outcomes are established but are heavily influenced by the conditions and constraints of program delivery, often in areas of shared jurisdiction.

The Department's 2003-2006 SDS commits to pursue coordination and collaboration between federal departments on common policy objectives related to Aboriginal community stability and wellness. To this end, the Department has established an ADM-level Steering Committee and an Interdepartmental Working Group on Aboriginal Community Stability and Wellness. Through the work of these committees, the Department anticipates improving and sharing its understanding of the social element of sustainable development (vis-à-vis community justice, specifically policing), notably in a First Nations community context.

### **CESD Expectations**

Sustainable Development Strategies – Making a Difference sets out the Commissioner's expectations for the third round of SD (Sustainable Development) Strategies. It serves as a guide to help federal departments and agencies prepare their Strategies and turn them into effective action plans. These expectations have been taken into consideration by the Department, specifically in developing the targets for 2003-2006, strengthening communications about its annual planned SDS activities and performance via the annual Report on Plans and Priorities (RPP) and the Departmental Performance Report (DPR).

### **Progress to Date**

The Department's SDS Working Group reviewed the second Strategy to assess performance against the objectives and targets for the 2000-2003 period (Annex A). Of the nine targets identified for the FNPP pilot project, five have been met, three are on schedule for completion, and one, which was delayed due to lack of resources, is now on target for completion in 2004-2005.

With respect to the 16 targets identified for the greening of departmental operations, nine have been met, three have been delayed, one has been revised, one is no longer valid and two were not met. Significant progress has been made in several areas, particularly with respect to the purchase and use of "green" equipment and office supplies in the Department. Sustainable Development Management System commitments have been met, and consequently, this target will not be renewed in the next three years.

Of the two targets that were unmet, one was due to the change from hot air hand dryers to paper towels. The second target, as well as the target that is no longer valid, related to the use of alternative fuels and

increasing the fuel efficiency of the Department's vehicles. The Department's fleet consists only of two vehicles (one for the Solicitor General, the other for the Deputy Solicitor General). Achieving the established targets of replacing one vehicle with an alternative-fuelled vehicle and significantly improving fleet fuel consumption were found not to be practical targets. These results highlight the importance of setting meaningful targets where maximum results can be achieved. For example, reducing vehicle emissions will not be an objective of the 2003-2006 SDS.

Based on this assessment of progress to date, a recommended course of action for the 2003-2006 SDS was presented to the Departmental Executive Committee. Vision and Principles (Part I) describes this direction.

### **Public Safety and Security in First Nations Communities**

Over the past three years, a number of local incidents have strained relations between First Nations and police. Greater attention has also been paid to the social and economic challenges faced by First Nations communities. These factors have resulted in a renewed emphasis on demonstrating the policy and program effectiveness of FNPP. There is a need to discover, develop, test and eventually transfer best practices on how to identify suitable indicators and how to establish useful, relevant and appropriate information baselines for on-reserve public safety policy and programs – the crux of the FNPP pilot project.

The Department also supports capacity-building in First Nations communities to establish effective oversight bodies for First Nations police services. These oversight bodies are conduits between communities and their police services, creating stronger community-police relations and facilitating proactive and preventative policing. They also allow communities to contribute directly to public safety and to develop the capacity to achieve other outcomes relevant to the quality of community life.

### **1.3 Consultations with Stakeholders and Partners**

In preparing its third strategy, the Department has sought and will continue to seek input and feedback from a broad range of stakeholders and partners, particularly from First Nations, provinces, key federal departments and law enforcement agencies.

Currently, there are several fora from which to gather views to develop and refine, the Department's SDS on an ongoing basis. These include a range of interdepartmental discussions aimed at improving collaboration and coordination, such as:

- ◆ the Interdepartmental Committees on Aboriginal Community Stability and Wellness;
- ◆ the Interdepartmental Network on Sustainable Development Strategies;
- ◆ a meeting with the Office of the CESD to discuss its current expectations vis-à-vis developing a deeper understanding of the social dimension of sustainable development; and
- ◆ participating in SDS development workshops (e.g., hosted by the RCMP in June 2003).

### **Discussions with FNPP Partners**

First Nations government and community leaders (chiefs and/or councils) need to be involved in determining how to measure the effectiveness of police services. Over the last two years, discussions

with First Nations and provincial or territorial partners have regularly included assessing the impact and effectiveness of the FNPP. These discussions have been invaluable for informing both the work of the FNPP pilot project, as well as the FNPP Results-based Management and Accountability Framework (RMAF) and associated program evaluation strategy.

In particular, the Aboriginal Policing Directorate (APD) has consulted on key inputs for the FNPP pilot project with the national First Nations Chiefs of Police Association (FNCPA) and with the Quebec Association of First Nations Chiefs of Police (QAFNCP). APD has also continued discussions with the FNCPA Executive Committee on measures to provide a consistent and effective level of police services on reserve, and it has secured the commitment of a national Steering Committee of Police Governing Authorities (PGAs) to review the Results and Accountability Management Framework (RMAF), the program evaluation and key inputs into the SDS.

These initiatives are regularly discussed at the annual and regular meetings of the FNCPA, QAFNCP and PGA Steering Committee. This input is critically important in ensuring that community planning and priorities remain the backdrop for the SDS. For example, input on the development of indicators is being sought from FNCPA and the PGA Steering Committees via the RMAF consultations.

As noted in the previous SDS, great care must be taken in developing initiatives to assess the impact and effectiveness of the FNPP because many situational and subjective factors can influence a community's perception at a given time. The Department is committed to involving First Nations communities (Police Governing Authorities and police services) in the design and implementation of any initiative to measure effectiveness and to share ownership of the resulting information with those communities.

Many provinces have confirmed the link between public safety and sustainability in First Nations communities. In addition, several provinces have reconfirmed their interest in assessing the effectiveness of the FNPP, notably through the RMAF consultations. A high-level advisory committee of provincial partners will be established to discuss issues related to the future direction of policing in First Nations communities. Steps are also underway to create a similar advisory body of respected First Nations elders and community representatives with interest and experience in public safety and community development. Finally, a steering committee of FNPP partners will be established to oversee the FNPP program evaluation. Input from these three committees will influence the evolution of the SDS objectives and targets for the fourth SDS, as well as the design and execution of the FNPP program evaluation.

#### **1.4 Point of Departure for the 2003-2006 SDS**

Based on these considerations, as well as the direction from the Departmental Executive Committee, the two principal goals of the 2000-2003 SDS will be maintained for the 2003-2006 period.<sup>3</sup>

Emphasis has been placed on articulating clear objectives and activities and setting measurable targets, particularly in relation to exploring the social dimensions of sustainability. In the 2003-2006 period, the Department will, where appropriate, continue to consult and seek advice from partners, to ensure

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3. As stated earlier, the third goal of managing and maintaining the Department's Sustainable Development Management System has been achieved and will be maintained. Policies and procedures are now established and integrated into normal business of the Department.



meaningful results from the research and data collection activities. In terms of the impact of departmental operations on the environment, the Department will continue to focus on training and awareness and waste reduction objectives and activities where it is felt that the greatest possible positive impact can be achieved.

## **2.0 GOALS AND COMMITMENTS (2003-2006)**

As mentioned, the Department's third SDS will build on past experience and achievements to date. In keeping with the expectations of the CESD, the Department has refined its goals and objectives in order to focus on its key priorities and better articulate what it believes to be the essential (and desired) outcomes.

The commitments contained in this SDS flow from two goals:

1. to explore the Department's understanding of and contribution to the social dimension of sustainable development, particularly at the community level; and
2. to refine the Department's approach to addressing the environmental impacts of its operations.

### **2.1 Exploring the Social Dimension of Sustainable Development: The FNPP Pilot Project**

#### **2.1.1 Introduction**

Concrete measures to create safer and sustainable First Nations communities, and to measure progress towards this goal, represent long-term undertakings that require a lengthy lead-time for achievement. This significant crosscutting objective is shared by community leaders, provincial governments and key federal departments.

As mentioned earlier, no single group, organization or entity has control over the ultimate desired outcome. Therefore, measuring, assessing and reporting on the impact of the FNPP on the progress towards safer and sustainable First Nations communities (a medium- to long-term activity) must be based on appropriate and reliable performance indicators. In the short term, the identification of suitable measures, including an information baseline as a starting point, is crucial to the reliability and validity of performance measurement so that comparisons of the same measures over time will be valuable and insightful.

#### **2.1.2 Status**

Under the 2000-2003 SDS, the Department began to develop the performance measurement strategy for reporting results in the short, medium and long-term with respect to the impact and effectiveness of the FNPP on community sustainability. The 2000-2003 SDS audit found that *"the FNPP pilot project has provided information that may be useful in more effectively defining a model and performance measures that are practical and important to the sustainability of communities. Additional work is needed before appropriate performance measures can be developed and used to measure results."*

An initial research plan that supported the FNPP pilot project was introduced during the 2000-2003 period. This plan reflects the broader goals associated with community policing, with a focus on

assessing impact and effectiveness. For example, province-wide community satisfaction surveys have been initiated in Quebec to capture data that will enhance the understanding of what First Nations communities expect from their police service.

The initiative to acquire “hard” data reflects the opinion of criminal justice system researchers that collecting demographic and baseline crime statistics in a community will provide only a partial sense of community well-being. It is also useful to assess how social and economic indicators are interdependent and interrelated, how they influence involvement in the criminal justice system and how they ultimately impact on community sustainability.

To this end, the research plan involves the collection of statistics, baseline data and community profiles, initially in select communities, in addition to soft data about citizen engagement, expectations, levels of fear, public safety and other pertinent social variables. Where possible, the indirect as well as the direct impacts of First Nations policing in a community will be examined.

Several distinct challenges arise in the development and execution of the research plan:

- ◆ **Researcher and participant capacity:** First Nations communities have become skeptical of outside, non-Aboriginal researchers and of the benefit of participating in research projects. At the same time, the capacity of APD research staff and First Nations researchers has historically been limited.
- ◆ **The research endeavour itself:** Good social policy research takes time. In order to gather useful data, it is often necessary to conduct pilot projects, test survey instruments, plan site visits, code and transcribe voluminous amounts of data, analyze the data and compile reports. Time frames often need to be extended, particularly in cases where elements of the research process are outside the control of the researcher.
- ◆ **Future-oriented research:** In order to get a better picture of the kinds of problems facing First Nations communities and the impact of police services in these communities, there is a need to gather data at select points in time. Looking beyond the present to the future of the FNPP and its impact on communities represents a significant challenge. To further shed light on the mechanisms and linkages between policing, social order, crime levels and community satisfaction and well being, a varied approach to data collection, often combining multiple quantitative and qualitative methodologies, is required.

Another important consideration when conducting research on the impact of the FNPP is that since 1992, the policing agreements have been phased-in according to the readiness of partners and funding availability. This has resulted in varying applications of the FNPP across Canada. For example, virtually 100% of the on-reserve population in Quebec is covered under the FNPP, while only around 10% of the on-reserve population in Manitoba receives policing services via an FNPP agreement.

A community that has only been receiving policing services under an FNPP agreement for a short period of time may not exhibit the same level of satisfaction as a community with a well-established First Nations police service. A side effect of this varied application is the current emphasis on research projects in Ontario and Quebec. As the FNPP continues to evolve, the research agenda will also evolve to include communities across Canada.

### 2.1.3 SDS Commitments

To meet the challenges associated with Goal 1 (exploring the social dimension of sustainable development: the FNPP pilot project) the Department will continue its work in two areas:<sup>4</sup>

- ◆ **Objective 1.1:** Assessment of the long-term impact of community policing in First Nations communities, with an emphasis on acquiring information or data that can help measure whether progress is being made toward the desired immediate and medium-term results (as set out in the FNPP RMAF<sup>5</sup>); and
- ◆ **Objective 1.2:** Coordination and collaboration between federal departments on common policy objectives and performance indicators.

The two new objectives and 14 targets are listed in the following tables. Each objective and associated targets (where possible), as well as specific action items, are set at the national level. Note that Section 2.2 presents information and commitments related to Goal 2 (addressing the impacts of departmental operations on the natural environment).

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4. The two objectives build on work planned and implemented in SDS 2000:  
1) explore the Department's understanding of the social dimension (Goal 1), and  
2) address internal greening of the Department's operations (Goal 2)

5. The RMAF identifies expected results and proposes indicators of impact of the FNPP, within the context of community sustainability (specifically, public safety and stability).

## OBJECTIVE 1.1

Assessment of the long-term impact of community policing in First Nations communities.

ACTIVITY	TARGET	PERFORMANCE INDICATOR
<p>Complete community satisfaction studies.</p>	<p>1.1.1: Community satisfaction survey of 25 communities in Quebec completed by March 31, 2005.</p> <p>1.1.2: Six Nations Police Service community policing project completed by March 31, 2005.</p> <p>1.1.3: National case study project completed by March 31, 2005.</p> <p>1.1.4: Saskatchewan Community Tripartite Agreement (CTA) community satisfaction project completed by March 31, 2005.</p>	<p>Completion of studies in accordance with established targets.</p>
<p>Broaden FNPP research agenda to develop cross-Canada perspectives of First Nations policing.</p>	<p>1.1.5: Ongoing: the approved 2003-2006 research agenda will be updated annually to address gaps as they are identified.</p>	<p>Research agenda renewed on an annual basis.</p>
<p>FNPP program evaluation.</p>	<p>1.1.6: Completion of draft evaluation framework by December 31, 2003.</p> <p>1.1.7: Establishment of evaluation steering committee by November 30, 2003.</p> <p>1.1.8: Completion of Quebec pilot project for acquisition of performance measurement data by March 31, 2005.</p>	<p>Evaluation framework completed by target date.</p> <p>Steering committee established and functioning.</p> <p>Performance measurement data acquired by target date.</p>

ACTIVITY	TARGET	PERFORMANCE INDICATOR
Assess impact of public safety and policing on community planning.	<p><b>1.1.9:</b> Completion of study on correlation between economic development and First Nations policing by March 31, 2005.</p> <p><b>1.1.10:</b> Completion of study of community policing in a Quebec First Nation community by December 31, 2004.</p>	Completion of studies in accordance with established targets.

## OBJECTIVE 1.2

**Coordination and collaboration between federal departments on common policy objectives and performance indicators.**

Leadership of Steering Committee on Aboriginal Community Stability and Wellness.	<b>1.2.1:</b> Development of draft core indicators by International Working Group on Aboriginal Community Stability and Wellness by March 31, 2005.	Draft core indicators developed.
Participation in interdepartmental work on comprehensive community planning.	<p><b>1.2.2:</b> Contribution via Police Governing Authority Workshop on integrated strategic planning by December 31, 2003.</p> <p><b>1.2.3:</b> Development of material to guide integrated strategic planning at First Nations community level by March 31, 2004.</p>	Ongoing participation in interdepartmental work on comprehensive community planning.
Partnerships and joint initiatives with other government departments on issues of common concern/ overlap (e.g., nursing safety in remote FN communities).	<b>1.2.4:</b> Ongoing efforts to strengthen joint partnerships with other government departments.	Partnerships and joint initiatives with other government departments established as opportunities arise.

## 2.2 Refining the Impacts of Departmental Operations on the Natural Environment

### 2.2.1 Introduction

In its first SDS, the Department determined that it could give departmental employees the tools and knowledge they require to identify and reduce the negative environmental impacts associated with departmental operations and activities in the workplace. In the second SDS, the Department deepened its commitment to minimizing the impact of departmental operations on the natural environment by focusing on the seven significant environmental issues identified in the 2000-2003 issues scan:

- ◆ SD Management System
- ◆ Training and awareness
- ◆ Solid waste
- ◆ Building energy
- ◆ Transportation energy
- ◆ Ozone-depleting substances
- ◆ Procurement

A review of the progress towards meeting the 2000-2003 targets reveals that several of these issues remain relevant for the Department. However, there are limited financial and human resources with which to implement sustainable development initiatives. Consequently, the 2003-2006 SDS will refine its focus on increasing employee awareness of sustainable development issues and concentrate on maintaining waste reduction levels as the two areas with the most impact for the Department. The goals and activities of this SDS, outlined in section 2.2.3, have been refined to ensure a greater emphasis on results, consistent with the direction received from CESD.

### 2.2.2 The 2003 Operating Environment

The Department continues to occupy four floors in the office building at 340 Laurier Avenue West in downtown Ottawa, Ontario. The retrofit of 340 Laurier Avenue West, was completed during the 2000-2003 SDS, in late 2001. Public Works and Government Services Canada (PWGSC) continues to lease the building from private owners and act as landlord to several tenants, including the Department.

In order to accommodate the growing number of departmental employees, in 2002, PWGSC leased two floors of another office building in downtown Ottawa for the Department. This building, located at 100 Metcalfe, is also privately owned and leased by several tenants, including other federal departments and agencies. The Department continues to work with PWGSC to ensure that both 100 Metcalfe and 340 Laurier Avenue West, where feasible, operate in an energy-efficient manner and that environmental impacts are minimized.

In performing office activities, departmental employees consume electricity and generate solid non-hazardous waste. The Department is responsible for managing the source-separated solid waste management program for its floors. Water is used exclusively for domestic activities (for example, consumption and light cleaning). The Department annually purchases approximately \$200,000 in goods, including office supplies and equipment. The departmental fleet continues to be limited to two vehicles that are used by the Solicitor General and the Deputy Solicitor General.

The Department is a participant in Sustainable Development in Government Operations (SDGO), an interdepartmental initiative designed to identify and coordinate opportunities to advance the federal commitment to be a leader in sustainable development.

**2.2.3 SDS Commitments**

In the 2003-2006 SDS, the Department reaffirms its commitment to minimize the impact of its operations on the natural environment. In order to achieve maximum results with the limited human and financial resources available, the objectives for the 2003-2006 SDS are twofold:

- ◆ Enhanced training and awareness of sustainable development issues that reduce operations-related environmental impacts, building on SDS 2000 training and awareness efforts.
- ◆ Maintenance of waste-reduction levels.

**OBJECTIVE 2.1**

Enhanced training and awareness of sustainable development issues that reduce operations-related environmental impacts, building on SDS 2000 training and awareness efforts.

ACTIVITY	TARGET	PERFORMANCE INDICATOR
<p>Identify subject areas amenable to poster campaigns and determine key messages.</p> <p>Design and print materials.</p> <p>Launch and manage campaign.</p> <p>Redesign Green Intranet Web Site in 2004 fiscal year.</p> <p>Produce one article for SCOOP newsletter each year.</p> <p>Communicate update on SDS annually to employees.</p>	<p><b>2.1.1:</b> Build on awareness campaign to promote employee actions to achieve SD throughout 2003-2006 period.</p>	<p>Number of sustainable-development-related poster campaigns per year.</p> <p>Number of times Web Site accessed.</p> <p>Number of articles in departmental newsletter.</p> <p>Annual updates on SDS communicated.</p>

ACTIVITY	TARGET	PERFORMANCE INDICATOR
<p>Draft plan.</p> <p>Seek approval.</p>	<p><b>2.1.2:</b> New communications plan developed and approved for action by March 31, 2004.</p>	<p>Communications plan developed and approved by target date.</p>
<p>Train staff and management on any new criteria set out in upcoming (2004) Treasury Board green procurement policy.</p> <p>Update environmental training plan annually.</p>	<p><b>2.1.3:</b> Green procurement criteria utilized in all departmental purchasing decisions by 2006/2007.</p>	<p>Percentage of training items identified in plan implemented each year.</p> <p>Annual updates of plan completed.</p>

## OBJECTIVE 2.2

### Maintenance of waste-reduction levels.

<p>Complete waste audit annually and identify progress towards targets.</p> <p>Confirm waste-diversion target annually.</p>	<p><b>2.2.1:</b> By March 31, 2004, divert 75% of waste generated (by weight) from landfill through 3R initiatives.</p>	<p>Percentage of waste diverted from landfill annually.</p>
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## PART 3

# Reporting Performance Results

Sustainable development activities do not occur in isolation from departmental policies and operations. Departmental priorities have been reflected in the goals and commitments set out in Part 2 of this document, and the progress achieved on these goals and objectives will be reported within the larger departmental planning and accountability framework.

The Sustainable Development Management System, established in the Department's previous sustainable development strategies, utilizes both internal reporting as well as the key departmental documents for reporting to Parliament, the Report on Plans and Priorities and the Departmental Performance Report. In addition to the Sustainable Development Management System, the recently developed FNPP Results-based Management and Accountability Framework will be a critical tool in assessing the targets identified for the FNPP pilot project in the 2003-2006 SDS.

### 3.1 The FNPP Results-Based Accountability Framework

The FNPP RMAF, which is expected to be completed in 2003-2004, is the Department's accountability framework for the FNPP contributions program, required pursuant to the Treasury Board *Transfer Payment Policy*. The RMAF sets forth how the Department intends to assess, monitor and report on the effectiveness of the FNPP across a spectrum of intended immediate outcomes, intermediate outcomes and the ultimate outcome of contributing to "safer and more sustainable First Nations communities."

While the SDS and the FNPP RMAF were developed for separate purposes, they are mutually reinforcing. The SDS and the FNPP RMAF share the common objectives of developing and testing measurement instruments and reporting performance results. The 2003-2006 SDS commitments related to exploring the social dimension align with the FNPP RMAF – both commit to establish a body of knowledge and information to assess the impact and effectiveness of the FNPP in contributing to safe and sustainable First Nations communities.

### 3.2 The Sustainable Development Management System

Sustainable development issues are managed within the Department's existing management systems. Procedures, documentation and records related to the 2003-2006 SDS are integrated into the existing procedures, documentation and records management systems. The Sustainable Development Management System was developed during the 1997-2000 SDS and completed during the 2000-2003 SDS.

As part of the Sustainable Development Management System, an action plan, including all commitments identified in a given SDS is developed for reporting and monitoring purposes. The SDS Action Plan identifies the specific actions to be completed, the expected completion date and the areas responsible for ensuring that actions are completed by the target date.

The SD Working Group meets a minimum of three times per year to monitor implementation of the Action Plan. Working group members are responsible for reporting on progress made by their respective directorates. For those action items that have not been met on schedule, the Group identifies the cause of the delay and the appropriate corrective action, such as revising the completion date or recommending that the action item be amended or deleted.

Twice a year, the Chair of the SD Working Group presents a progress report on the implementation of the SDS Action Plan to the Departmental Executive Committee. Progress reports identify the progress made towards achieving objectives and targets, delays in meeting objectives and targets, status of corrective actions and changing internal and external circumstances that may affect implementation. Based on this progress report, the Departmental Executive Committee may authorize actions to address identified deficiencies.

An integral component of the Sustainable Development Management System is the two documents used for reporting to Parliament: the Report on Plans and Priorities (RPP) and the Departmental Performance Report (DPR). Information on SD targets and commitments for the RPP and the DPR are collected in accordance with the Department's planning procedures. The call letters for the RPP and DPR request input from responsible directorates on those areas of the SD Action Plan that are identified as their responsibility. This information is then incorporated into the RPP or DPR, ensuring that the Department continues to be accountable to Canadians for its sustainable development commitments.

# PART 4

## Supplementary Information

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# Annex A

## STATUS OF OBJECTIVES AND TARGETS FROM SDS 2000-2003

*This table summarizes the status of the objectives and targets the Department of the Solicitor General established in its 2000-2003 SDS.*

### GOAL 1

Explore the Department's understanding of and contribution to the social dimension of sustainable development, particularly at the community level.

#### OBJECTIVE 1.1

In collaboration with provinces and First Nations, develop an approach to national and regional standards to assist First Nations police services in delivering a consistent level of service in their communities.

##### TARGET 1.1.1

**Commitment:** Compendium of mandatory and voluntary items for inclusion in FNPP agreements.

**Status:** Target has been achieved.

#### OBJECTIVE 1.2

Develop an information database and design a research framework to examine the elements of effective policing as they pertain to First Nations policing.

##### TARGET 1.2.1

**Commitment:** Literature review on effectiveness measures for police services and police governing authorities, with emphasis on First Nations policing.

**Status:** Target has been achieved.

##### TARGET 1.2.2

**Commitment:** Framework to identify major research themes, required data, possible research instruments and strategies for the selection of case studies.

**Status:** Target has been achieved.

##### TARGET 1.2.3

**Commitment:** Case studies to test measures of performance, effectiveness and community satisfaction.

**Status:** Progress towards target has been delayed.

**Comments:** Methodology completed. RFP for case studies now under development. Time frame missed due to lack of resources. Commitment renewed and rolled into community satisfaction studies under new objective 1.1.

#### TARGET 1.2.4

**Commitment:** Consult with the FNCPA on the efficacy of establishing and maintaining a clearinghouse for information on best practices.

**Status:** Target has been achieved.

**Comments:** Web-based clearinghouse established.

#### TARGET 1.2.5

**Commitment:** Initiate a five-year study to assess the level of community satisfaction of Quebec First Nations communities with their police services.

**Status:** Progress towards target is on schedule.

**Comments:** Initiated as per target – study is on-track for completion in 2005.

#### TARGET 1.2.5a

**Commitment:** Provide interim progress report to the First Nations Policing Colloque in Quebec City, and adjust based on feedback and ongoing consultation.

**Status:** Target has been achieved.

### OBJECTIVE 1.3

Begin to develop a comprehensive set of performance indicators to measure First Nations police effectiveness over the longer term.

#### TARGET 1.3.1

**Commitment:** Initiate stakeholder consultations on performance measurement and assessing effectiveness of First Nations policing.

**Status:** Progress towards target is on schedule.

**Comments:** Ongoing: Following preliminary consultation, federal-First Nations fora have been established, and federal-provincial fora are being established as venues for collaboration on performance measurement and assessment of effectiveness. Commitment rolled into work to be done under Objective 2.1, Targets 2.1.2, 2.1.3.

### OBJECTIVE 1.4

Pursue a horizontal and collaborative approach to exploring the broad theme of social and cultural dimensions of sustainable development over the next three years.

#### TARGET 1.4.1

**Commitment:** Explore social and cultural dimensions of sustainable development through participation in interdepartmental working group.

**Status:** Progress towards target is on schedule.

**Comments:** Ongoing: Department is exploring post-RGMAP opportunities to establish more effective interdepartmental mechanisms for collaboration.

## GOAL 2

Deepen the Department's approach to addressing the environmental impacts of its operations.

### 2.1 TRAINING AND AWARENESS

Encourage staff to apply environmental considerations into their daily activities by raising their awareness of environmental and sustainable development issues.

#### OBJECTIVE 2.1.1

Enhance awareness of sustainable development in the Department.

##### TARGET 2.1.1

**Commitment:** Two poster campaigns per year to promote sustainable development issues.

**Status:** Target has been revised.

**Comments:** Three poster campaigns have been developed over two years.

##### TARGET 2.1.1a

**Commitment:** Increase employee awareness of sustainable development issues.

**Status:** Progress towards target has been delayed.

**Comments:** Baseline data regarding number of hits on Green IntraNet site has been established. Due to shifting priorities, a new SD communications plan was developed. As called for in the plan, the Green site will be monitored to assess the level of employee awareness.

##### TARGET 2.1.1b

**Commitment:** Develop and administer an employee survey to assess awareness of sustainable development issues.

**Status:** Progress towards target has been delayed.

**Comments:** The survey was postponed due to shifting departmental priorities and to avoid overlap with the second Public Service Survey, and is now expected to take place in 2005-2006.

#### OBJECTIVE 2.1.2

Offer relevant and timely sustainable development training.

##### TARGET 2.1.2

**Commitment:** Review, update and implement Environmental Training Plan on an annual basis.

**Status:** Target has been achieved.

**Comments:** Training remains an ongoing priority in the Department and efforts will be continued under Objective 2.1 in SDS 2003-2006.

## 2.2 SOLID WASTE

Reduce the negative impacts of landfills, resource consumption and greenhouse gas emissions by reducing the amount of solid waste sent to landfill from the Department's operations.

### OBJECTIVE 2.2.1

Reduce annual amount of waste generated and sent to landfill.

#### TARGET 2.2.1

**Commitment:** Divert 85% of waste generated for landfill through "3Rs" initiatives.

**Status:** Target has not been met.

**Comments:** Only 79% of waste could be diverted due to the replacement of air hand dryers with paper towels. However, even with the substantial change in the amount of paper waste generated by the Department, the established target was almost 95% met. An achievable target of 75% has been set for SDS 2003-2006 under objective 2.2.

#### TARGET 2.2.2

**Commitment:** Complete annual waste audit.

**Status:** Target has been achieved.

## 2.3 BUILDING ENERGY

Reduce energy consumption and associated emissions in the buildings occupied by the Department.

### OBJECTIVE 2.3.1

Replace end-of-life office equipment with energy-efficient models.

#### TARGET 2.3.1

**Commitment:** Ensure that at least 50% of new office equipment purchases are energy-efficient in accordance with established industry standards.

**Status:** Target has been achieved.

**Comments:** 95% of new office equipment purchases have energy-saving features.

#### TARGET 2.3.2

**Commitment:** By March 31, 2001, update procurement policy to include more specific requirements related to purchasing energy-efficient office equipment.

**Status:** Target has been achieved.

#### TARGET 2.3.3

**Commitment:** Increase the percentage of employees who regularly incorporate energy-saving measures into their work practices.

**Status:** Progress towards target has been delayed.

**Comments:** Department focused on waste diversion due to the poor result of second waste audit. Employee survey will include questions regarding personal energy-use habits.

## 2.4 TRANSPORTATION ENERGY

Reduce vehicle emissions by reducing use of petroleum-based fuels for transportation by departmental employees.

### OBJECTIVE 2.4.1

Convert fleet to alternative-fuelled vehicles.

#### TARGET 2.4.1

**Commitment:** By March 31, 2003, replace one vehicle with an alternative-fuelled vehicle at end of life as per *Alternative Fuels Act* requirements.

**Status:** Target has not been met and will no longer be pursued.

**Comments:** Given the size of the Department's fleet (two vehicles) and limited funds available for greening operations, it is more practical to focus on a target that will have greater impact.

#### TARGET 2.4.2

**Commitment:** Improve average fleet-fuel consumption.

**Status:** Target is no longer valid.

**Comments:** Given the size of the Department's fleet (two vehicles) and limited funds available for greening operations, it is more practical to focus on targets that will have greater impact.

## 2.5 OZONE-DEPLETING SUBSTANCES

Eliminate releases of ozone-depleting substance emissions by the Department.

### OBJECTIVE 2.5.1

Reduce amount of CFCs in use.

#### TARGET 2.5.1

**Commitment:** By December 31, 2001, reduce amount of on-site equipment containing CFCs by 50%.

**Status:** Target has been achieved and will no longer be pursued.

## 2.6 PROCUREMENT

To reduce resource consumption, waste generation and greenhouse gas emissions associated with landfill by purchasing environmentally preferable products.

### OBJECTIVE 2.6.1

Increase percentage of purchases that meet the Department's criteria for environmentally preferable products.

#### TARGET 2.6.1

**Commitment:** By March 31, 2003, ensure that at least 75% of annual purchases of office goods are "green."

**Status:** Target has been achieved and will no longer be pursued.

**Comments:** This percentage is likely higher, as financial coding errors were found in supporting documentation that recorded green purchases as "non-green."



## GOAL 3

Continue to manage and maintain the Sustainable Development Management System.

### OBJECTIVE 3.1

Continue to maintain departmental SD Management System.

#### TARGET 3.1.1

**Commitment:** Annually report progress made on SDS through the Departmental Performance Report.

**Status:** Target has been achieved.

**Comments:** Ongoing: this reporting will continue for the 2003-2006 SDS, but will not be pursued as a target for SDS 2003-2006.

#### TARGET 3.1.2

**Commitment:** Complete SD Management System audit on same three-year cycle that is followed for updating SDS.

**Status:** Target has been achieved.

**Comments:** This cycle will continue as a regular way of doing business, thus, it will not be pursued as a target for SDS 2003-2006.

#### TARGET 3.1.3

**Commitment:** Review and modify SD Management System procedures on a three-year cycle.

**Status:** Target has been achieved.

**Comments:** This cycle will continue as a regular way of doing business, thus, it will not be pursued as a target for SDS 2003-2006.