



Department of Foreign Affairs  
and International Trade

Ministère des Affaires étrangères  
et du Commerce international

# Agenda 2003



**A Sustainable  
Development Strategy  
for the Department of  
Foreign Affairs and  
International Trade**



Canada

## Table of Contents

Message from the Ministers .....	1
Introduction .....	2
Assessing <i>Agenda 2000</i> .....	3
Setting the Goals .....	4
Goals 1–6 .....	5
What it Will Take to Achieve these Goals .....	32
Consultations .....	33
Departmental Profile .....	35
Glossary .....	36
Acronyms .....	38
References .....	40

Appendices I to III (available on the DFAIT Web site at:  
[www.dfait-maeci.gc.ca/sustain/menu-e.asp](http://www.dfait-maeci.gc.ca/sustain/menu-e.asp) or requested from the DFAIT Inquiries Service.  
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**Sustainable Development** is widely defined as a way of thinking and behaving that “meets the needs of the present without compromising the ability of future generations to meet their needs” (*Our Common Future*, World Commission on Environment and Development, 1987).

“The earth belongs to the living . . . No generation can contract debts greater than may be paid during the course of its own existence” (Thomas Jefferson in a letter to James Madison, 1789).

## Message from the Ministers

To make the right decisions for tomorrow, we must have a vision of a future that can be made better by the conscious choices and decisions we make today. Sustainable development implies an integrated approach to decision-making, one that considers the environmental, economic and social implications of any given plan, policy or action. It also implies a commitment to equity for present and future generations, and spells out the need for humankind to live within its environmental means.

Sustainable development considerations are increasingly being integrated into Canadian foreign and trade policy. Through conflict prevention, trade negotiations, development assistance, and global environmental leadership, the Department of Foreign Affairs and International Trade is working on Canada's behalf toward a world that is more secure, more prosperous, and more sustainable.

During 1997–2000 when our first sustainable development strategy, *Agenda 2000*, was in place, the Department played a large role in a number of international achievements. Particularly noteworthy was the leadership role played by the Department in the negotiations that resulted in the Land Mines Treaty, the establishment of an International Criminal Court, the Winnipeg Conference on War Affected Children, the Cartagena Protocol on Biosafety, and the just concluded UN Global Convention on Persistent Organic Pollutants.

Now in *Agenda 2003*, our second strategy, we affirm our commitment to direct our collective energy to improving our sustainable development efforts over the next three years, 2001 to 2003. As an active player on the global stage, the Department has a unique role to play in promoting sustainable development internationally. The respect Canada enjoys abroad offers a clear opportunity to make a difference—to carry the concerns and concerted efforts of Canadians to the international arena in the interest of a sustainable future for all.



A handwritten signature in dark ink that reads "John Manley".

John Manley  
Minister of Foreign Affairs



A handwritten signature in dark ink that reads "Pierre Pettigrew".

Pierre Pettigrew  
Minister for International Trade

## Introduction

The *Auditor General Act* was amended in 1995 to include sustainable development (SD) as government policy. One amendment created the position of the Commissioner of the Environment and Sustainable Development. Another required federal departments to table sustainable development strategies in Parliament by December 1997 and every three years thereafter. In compliance with the revised Act, the Department of Foreign Affairs and International Trade (DFAIT) tabled its first strategy, *Agenda 2000*, in December 1997.

Since that time, awareness of the significance of sustainable development has increased both inside and outside the Department. Externally, as a consequence of the 1992 Rio Earth Summit, the concept has been actively taken up by major world organizations, including the United Nations Commission on Sustainable Development and other UN bodies, the World Trade Organization (WTO) and the Organization for Economic Cooperation and Development (OECD). In addition, many businesses, levels of government, and social action groups have also become more actively involved in sustainable development issues.

Internally, the experience of the past three years has reinforced the Department's view that sustainable development is a long-term process of continuous learning, in which gains are made slowly and steadily. Experience has also shown the Department that it must work in partnership with others if it is to move forward with assuredness and speed. *Agenda 2000* began with a valuable consultative process with interested parties\* outside the Department that included representatives from other federal departments and agencies, provincial, territorial and municipal levels of government, industry, non-governmental organizations, academia, Aboriginal groups, and individual Canadians.

The implementation of *Agenda 2000* demonstrated how ambitious, wide-ranging, and in some instances, unrealistic some of its objectives were. Nonetheless, the majority of these objectives have been met. Others have not been fully realized because their progress could not be easily measured, or because of overly ambitious time frames. It should also be noted that the Department has made significant progress in SD terms on issues that were never identified as objectives in *Agenda 2000*.

Undoubtedly, experience has been a valuable tutor. The Department acknowledges that, to make better progress on SD by 2003, our second strategy must have a sharper focus and concentrate on those activities where we can contribute the most. The challenge has been to select goals, objectives and targets carefully to conform with these basic principles.

*Agenda 2003* is designed to give the Department direction on SD for the next three years, taking into account the unique circumstances under which it operates in Canada and at its 160 missions and satellite offices abroad. It is intended to take the greatest advantage of the possibilities offered within the Department's legislative and policy mandate, and to satisfy the requirements established by the Commissioner of the Environment and Sustainable Development. It reflects the message that the Department has received from its own internal consultations, as well as from outside stakeholders. It also draws on the experience of other departments facing similar challenges.

\* hereafter referred to as "stakeholders"

## **Assessing Agenda 2000**

In outlining expectations for the second series of sustainable development strategies, the Commissioner of the Environment and Sustainable Development emphasized the need for departments and agencies to review the effectiveness of their first strategies.

*Agenda 2000, a Sustainable Development Strategy for the Department of Foreign Affairs and International Trade* was prepared according to the parameters suggested in *A Guide to Green Government*. Some 55 action items were detailed under four objectives, based on the Department's three strategic objectives and the greening of government operations.

Developing a strategy of this nature presented certain difficulties for DFAIT and for other policy departments. Policy development is a slow and laborious process that does not always lend itself to setting targets that can be met and measured in a three-year time period. DFAIT was additionally challenged because it coordinates overlapping interests and responsibilities, including those of other federal departments and agencies, and the provinces and territories. Further, many targets depend on the agenda, shape and outcome of regional or global negotiations, and it is not always easy to measure precisely the contribution that Canada, as a middle power, played in making progress on particular international issues.

Assessments carried out since 1997 by three auditing groups have helped the Department learn from its experience. The groups included the Commissioner of the Environment and Sustainable Development, Consulting and Audit Canada, and the Audit Division at DFAIT—the latter at the request of the senior management of the Department. Assessment was also provided by the Environmental Services Division (AES), the division responsible for coordinating the preparation of the strategy and for reporting on progress in meeting commitments. In addition, participants in both the internal and external consultations evaluated the strategy and provided comments.

The Department paid particular attention to suggestions for improvement. These included the selection of clearer and more measurable targets, and the provision of more detail on the systems in place for measuring performance and defining specific practices and procedures.

*Agenda 2000* demonstrated a number of strengths. It was based on broad consultations and considered a wide range of issues. It also laid the foundation for many achievements, some of which are mentioned in the Ministers' message. Today, the majority of the objectives in *Agenda 2000* have been met and, perhaps most significantly, there is an enhanced awareness of SD issues throughout the Department. DFAIT's second strategy will build on the momentum this awareness has created.

*For a more detailed assessment of Agenda 2000, see Appendix 1 on the DFAIT Web site:*

**[www.dfait-maeci.gc.ca/sustain/menu-e.asp](http://www.dfait-maeci.gc.ca/sustain/menu-e.asp)**

## Setting the Goals

Six goals have been identified for *Agenda 2003*. Together, they reflect DFAIT's unique position as the principal representative of Canadian interests internationally. While many departments find themselves increasingly involved in international activities, only DFAIT has the protection and advancement of Canada's international interests as its core mandate. To this end, a large number of its employees are located abroad on a rotational or permanent basis. Others, based at headquarters, perform much of their work at international venues. The international nature of DFAIT's mandate largely determines which SD actions it will undertake.

As a first step in defining the goals, the Executive Committee of the Department named a Sustainable Development Advisory Team in October 1999. The Director General of the International Environmental Affairs Bureau chaired this team, and the Environmental Services Division acted as its secretariat. Team members updated issue scans for their group of bureaux (which report to a common assistant deputy minister or equivalent) in order to reflect, not only organizational changes, but the changes in the outside forces impacting on the work of each group of bureaux. A working assessment document was prepared based on this input and on the Commissioner's Report.

At a January 2000 workshop, participants from all parts of the Department considered the assessment document. They were also asked to identify SD trends and the forces and factors influencing DFAIT's operations. Many potential paths for future action were identified and, as a result, a consultation document was prepared for use in sessions with external stakeholders.

From the fall of 1999 through June 2000, nine consultations with outside stakeholders followed, most of them in partnership with other departments. These consultations were specific to defining the goals. At all of them, participants were invited to consider past performance, future plans, and to suggest additional possibilities for the Department.

The Leaders' Forum on SD, held in Ottawa in April 2000, was one of the more significant of those consultations. It involved representatives of the senior management of DFAIT, other federal departments and agencies, and senior representatives of civil society.

When the reports of all the sessions were reviewed, it became clear that those consulted generally agreed on the major SD problems, and on DFAIT's priorities in addressing them. Human security, the relationship between trade and the environment, the North, effective advocacy in international fora, leadership and communication, and the greening of operations featured prominently in almost all of the sessions. These now form the basis for the goals of *Agenda 2003*.

The Department was advised to address these issues imaginatively and to look for innovative ways to effect change. At the same time, it was encouraged to identify achievable objectives and targets even if it meant taking small steps. Improving the capabilities of its own personnel, deploying appropriate experts to international negotiations, and assigning responsibility for liaison and cooperation were suggested. Finally, emphasis was placed on the benefits to Departmental personnel and to the public in defining clear and regular reporting mechanisms for recording progress.

The lively debate that took place during these consultations produced the six goals that follow. Each one is supported by a narrative that outlines ongoing initiatives, many of which are not easily measured. Each goal is also supported by a chart that focusses on objectives and targets that do lend themselves to performance measurement criteria, and for which the Department is accountable.

# GOALS

- 1** Improve Departmental mechanisms to ensure that sustainable development is an operating premise at DFAIT.
- 2** Strengthen the linkages between trade promotion and policy and the protection of the environment.
- 3** Promote sustainable development in the Department's international activities.
- 4** Clarify understanding of the interaction among the social, economic and environmental pillars of sustainable development, and of how human security and human rights relate to sustainable development.
- 5** Implement the sustainable development aspects of *The Northern Dimension of Canada's Foreign Policy*, released in June 2000.
- 6** Prepare for the World Summit on Sustainable Development in 2002 so that Canadian goals are met. (The Summit is being held on the tenth anniversary of the UN 1992 Conference on the Environment and Development, held in Rio de Janeiro, Brazil).

*For more detail on setting the goals, see Appendix II on the DFAIT Web site at:*

[www.dfait-maeci.gc.ca/sustain/menu-e.asp](http://www.dfait-maeci.gc.ca/sustain/menu-e.asp)

# Goal I

## Improve Departmental mechanisms to ensure that sustainable development is an operating premise at DFAIT

**A**s Canada's principal international representative and an advocate of SD, DFAIT's house must not only be, but be seen to be, in order. This priority goal requires a workforce fully trained to apply SD operating principles. DFAIT's employees must be capable of integrated decision making, and cooperation with partners outside the Department. They must be firmly committed to the principle of accountability. Management practices are needed for physical operations that protect both the environment and the people who perform these operations, yet are economically viable.

SD awareness and training plans in *Agenda 2003* define more opportunities for personnel to discuss SD issues and to practise integrating SD principles into their work.

Improving the Department's greening operations presents a continuing challenge. DFAIT manages Canada's real property holdings abroad, including over 550 owned and 1300 leased facilities that house chanceries (offices), official residences and staff quarters. DFAIT is also responsible for acquiring and disposing of materiel in Canada and abroad. This can be particularly challenging beyond Canada's borders, where access to green products and to appropriate disposal facilities may be difficult, and in some cases, simply unavailable. If available, they may be of a standard lower than those found in Canada. In addition, the greening of operations requires committed employees, both in Ottawa and abroad, who have the capacity to act. In order to do so in a competent manner, they must have adequate training to implement new practices and report on their progress.

The Department is focussing its energies on developing tools for effective environmental management. These include procedures for strategic environmental assessment (SEAs), procedures for environmental assessment of projects outside Canada, and the development of an environmental management system (EMS).

The 1999 *Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals* requires federal departments and agencies to consider environmental factors in many government policies, programs, plans and regulatory proposals. A strategic environmental assessment gives managers the tools to identify and evaluate the likely and significant environmental impacts early in the decision-making process. DFAIT reviews all recommendations to Cabinet from an environmental perspective: first through the completion of an Environmental Implications Checklist, and secondly, if required, by means of a more detailed SEA.

DFAIT must also comply with the *Canadian Environmental Assessment Act* (CEAA) and its Projects Outside Canada Environmental Assessment Regulations (POC Regulations) when it proposes projects beyond Canada's borders. Project managers at headquarters and missions abroad are required to apply DFAIT's Circular Document, *Guidelines for Conducting Environmental Assessments of Projects Outside Canada*. To this end, headquarters' personnel involved in property management projects will be able to participate in introductory and refresher environmental assessment training courses.

The Department also intends to develop a program to evaluate the environmental consequences of its grants and contributions to domestic and international bodies.



As part of its commitment to greening operations, DFAIT is working steadily toward the implementation of an ISO 14000-based Environmental Management System. This system will deal with the environmental implications of physical operations.

An Environmental Management Committee has been established to oversee the EMS. Its efforts will build on previously developed tools, including: mission checklists and guidelines for greening operations; training modules on various aspects of environmental management; an SD website that includes greening operations material; a methodology for incorporating SD objectives into the design of new chanceries and staff quarters; and a circular document on how to green conferences hosted by Canada.

The EMS focusses on 11 key environmental aspects: energy consumption; solid waste management; land use management; contaminated sites; procurement; emergency response; fuel storage tanks; ozone-depleting substances; water management; hazardous materials management; and vehicle fleet management.

The Environmental Management Committee has approved targets, action plans and performance measures for each environmental aspect. Many of the targets are aimed at improving the measurement of environmental performance. An example of such a target is to “report to Treasury Board Secretariat on the status of known contaminated sites by March 2001”.

DFAIT is also working toward reporting on some of the common performance measures identified in a recent publication by Public Works and Government Services, *Sustainable Development in Government Operations: A Coordinated Approach*. Missions abroad will be asked to report on common performance measures when it is practical and feasible to do so. Data collection for the EMS will be integrated with the Mission Property Management Plan, thereby avoiding any additional reporting requirement.

General planning and reporting on SD priorities are captured in the Department’s Business Plan, the annual Report on Plans and Priorities, and the annual Departmental Performance Report. The latter two are both tabled in Parliament. In addition, there will be an annual report on progress in meeting all the commitments in *Agenda 2003*, with special emphasis on those slated for completion that year. This report will be distributed throughout the Department and posted on the Department’s SD Web site for access by the public.

### **An EMS based on ISO 14000 criteria**

- **implements and reviews environmental management programs**
- **develops and implements training and communications plans**
- **documents procedures in an EMS manual**
- **monitors environmental performance**
- **includes regular auditing and implements corrective measures to improve environmental performance and the EMS itself**



# Goal I

## Improve Departmental mechanisms to ensure that

OBJECTIVES	TARGETS
<p><b>A</b> Ensure that the commitment to SD is effectively articulated and communicated both at headquarters and abroad</p>	<p>(A-i) Ensure that a SD Advisory Team continues to work with senior management to monitor progress, identify opportunities and promote capacity-building and dialogue on policy integration of SD. The Advisory Team will produce a policy paper on the integration of SD at DFAIT for Policy Board consideration and action by December 2002 (once the outcomes of the World Summit on Sustainable Development are known)</p>
<p><b>B</b> Ensure employees receive effective SD training</p>	<p>(B-i) Ensure that current SD courses are offered twice yearly: Introduction to SD (computer-based); Environmental Assessment (computer-based); and Environmental Assessment for Projects Outside Canada. New courses will be developed, including those on contaminated site assessment for Canadian mission personnel abroad</p> <p>(B-ii) Review other departmental courses for opportunities to incorporate SD by August 2001. Establish an information base for use by training personnel in incorporating SD in existing courses and in relevant future courses at their inception</p>
<p><b>C</b> Develop an environmental management system for physical operations in accordance with ISO 14000 standards</p>	<p>(C-i) Implement environmental management programs for eleven priority areas by March 2003: energy, solid waste, land use, contaminated sites, procurement, emergency response, fuel storage tanks, ozone-depleting substances, water, hazardous materials and vehicle fleets; monitor and report annually on performance</p>
<p><b>D</b> Maintain a sustainable workforce through an effective Human Resource Strategy that values people as an important, non-renewable, exhaustible resource</p>	<p>(D-i) Address the need to improve employee performance assessment and provide better career development advice by conducting a thorough review of departmental-wide appraisal, promotion and performance feedback processes in 2001</p> <p>(D-ii) Develop a strategy in 2001 to address issues related to the health and welfare of employees and their families located at our missions abroad</p>
	<p><i>DFAIT Human Resource Strategy is available at Intranet site:</i></p> <p><a href="http://intranet.lbp/department/spd/sps/sps01-e.asp">http://intranet.lbp/department/spd/sps/sps01-e.asp</a></p>

## sustainable development is an operating premise at DFAIT

**(A-ii)** Produce a report by December 2001 on effective ways to communicate and implement SD based on a survey of effective methodologies used by Britain, the EU, the Netherlands, Switzerland, the Scandinavian countries and the private sectors to take advantage of best practices

**(A-iii)** Produce a circular document by December 2001 on procedures to reflect the guidance of the 1999 Cabinet Directive on Strategic Environmental Assessment

**(B-iii)** Develop a communications plan before August 2001. Provide ongoing formal and informal venues (discussion sessions, lectures, brown bag lunches, distribution of relevant literature) for all levels of employees (including senior and middle management) to broaden exposure to SD

**(D-iii)** Improve service delivery in 2001 in the areas of staffing and classification by, for example, developing Service Standards to define what managers and employees can expect

## Goal 2

### Strengthen the linkages between trade promotion and policy and the protection of the environment



Central to DFAIT's mandate is the promotion of international trade. Canada is a highly trade-dependent country. Exports account for some 45 percent of our gross domestic product and approximately one-third of those exports is derived from primary industry sectors. Canadian jobs and growth depend upon an effective multilateral system of trade rules. These trade rules not only benefit Canada by deepening and widening trade liberalization, they may also help developing countries to grow through trade and develop in a sustainable way.

Canada is not interested in promoting international trade at any cost. Our country is a vast, ecologically sensitive territory surrounded by three oceans, and endowed with many natural resources. Canadians favour stewardship: we want to use our resources with discretion today in order to preserve them for the benefit of future generations. As a nation, we are committed to environmental protection. However, Canada recognizes that environmental issues cannot be dealt with entirely on a national level. The transboundary and global nature of many environmental issues has meant that Canada has long been, and will continue to be, an active player on international environmental and SD issues.

It is becoming increasingly clear that economic and environmental concerns need to be considered in conjunction with social issues. However, further study and understanding are needed to determine the most effective and appropriate ways to consider these factors collectively. Recognizing that it is imperative to integrate the social implications in the long-term, it is vital to take action today to achieve the best possible results on the environment-trade interface.

Canada believes that liberalized trade and environmental protection can and should be mutually supportive. Nevertheless, mutually consistent policies and rules do not happen automatically. They require detailed work and analysis, as well as consultation and coordination with key interest groups. In this endeavour, the Department will continue to seek creative solutions to sensitive issues with more transparency and public participation.

The Department's initiatives on trade policy and the environment have centred on the production of two major documents. The Department led an interdepartmental committee that produced a *Retrospective Analysis of the 1994 Canadian Environmental Review of the Uruguay Round of Multilateral Trade Negotiations* in November 1999. It is now drafting a framework for environmental assessments of trade negotiations in line with the *1999 Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals*. This framework is aimed at providing a methodology and process for trade negotiators to identify and evaluate the likely and significant environmental impacts of trade negotiations. Consultations with interested Canadian groups are an integral part of this framework.

The main international institutions concerned with making progress on the environment and trade interface include the World Trade Organization (WTO), the Organization for Economic Cooperation and Development (OECD), the Commission for Environmental Cooperation, also known as the North American Commission for Environmental Cooperation (NACEC), the United Nations Conference on Trade and Development (UNCTAD), and the United Nations Environmental Program (UNEP).

A new policy issue discussed in these organizations is the application of the “precautionary approach” in environmental, health and safety, and resource management regulation. DFAIT officials will work with those of other departments to help determine a working/operational definition of the precautionary approach. They will then work for improved international understanding of how it should be applied in domestic regulation, and its relationship to international law and agreements in the environmental, health and safety, and resource management fields. In October 2000, Canada and the Parties to the North American Agreement for Environmental Cooperation (NAAEC) agreed to a work program on trade and environment issues with a focus on the precautionary approach, and on environmentally preferred methods of electricity generation, “green electricity”.

DFAIT will continue to participate actively in the WTO Committee on Trade and Environment on Canada’s behalf. It will work to clarify the relationship between multilateral environmental agreements (MEAs) and international trade rules. It will also seek opportunities to identify synergies between trade liberalization and improved environmental protection. In addition, there is a clear need to build capacity in developing countries to implement both MEAs and trade agreements, and to deal with other trade and environment issues. Toward this end, DFAIT will continue to encourage enhanced cooperation and coordination between the WTO and UNEP.

Public concern with the lack of transparency in the WTO was one of the early issues tabled in the WTO Committee on Trade and Environment, and has subsequently been taken up by the WTO’s General Council. Canada presented formal proposals to improve transparency in March and October 2000 and will continue to promote improved transparency within the WTO.

Canada continues to support ongoing analytical work at the OECD Joint Working Party on Trade and Environment. It also supports a range of other work within the OECD that relates to elaborating

and reconciling various other SD objectives. DFAIT adheres to the OECD Guidelines for Multinational Enterprises, a voluntary instrument for responsible business conduct. In support of these guidelines, DFAIT and other government departments will work closely with the business community and other key stakeholders to promote SD, including environmental protection.

With respect to investment, DFAIT will emphasize working with multinational enterprises (MNEs) and other non-governmental organizations to maximize the positive contributions that foreign investment can make toward achieving SD. In this regard, the Department will, among other things, continue to actively participate in developing a multilateral consensus on the environmental aspects of projects financed with official export credits.

Whereas this goal focusses on the trade and environment interface, social and humanitarian concerns are relevant to Canada’s economic and trade obligations, and have influenced SD work in the Department accordingly. There has been a prolonged effort to find an appropriate mechanism for taking account of labour standards in trade agreements and also for incorporating a social dimension in proposed voluntary codes of conduct for multinational enterprises.

Programs, both Canadian and multilateral, directed at assisting the economic development of developing countries, are now expected to exhibit desirable social, as well as environmental characteristics. The organizations concerned are becoming equipped to make appropriate assessments on these matters. The Department will continue and intensify its efforts in this regard. It should be noted that these measures in the trade and economic domain are intended to supplement, not replace, the broader social and humanitarian programs to which the Department is committed.

## Goal 2

## Strengthen the linkages between trade promotion

OBJECTIVES	TARGETS
<p><b>A</b> Lead an interdepartmental initiative to apply a framework for conducting environmental assessments of international trade negotiations and ensure its application to all future trade negotiations</p>	<p>(A-i) Ensure that the Environmental Assessment Framework for Trade Negotiations, including the requirement for public consultation, is applied to all future trade negotiations, (e.g., WTO Agriculture and Services Negotiations, Free Trade Agreement of the Americas negotiations and bilateral trade agreement negotiations in 2001–2003)</p>
<p><b>B</b> Promote corporate social responsibility (CSR)</p>	<p>(B-i) Provide internal awareness and training: missions abroad, officer pre-posting sessions and Team Canada (2001 and ongoing) and work with Canadian companies and NGOs on CSR issues</p> <p>(B-ii) Work in multilateral fora to expand knowledge of CSR: support work on the subject by developing country partners; support continued OECD study of voluntary codes; host meeting of Human Security Network Partners (spring 2001); continue to support CSR at the G-8 and UN</p>
<p><b>C</b> Provide support, where appropriate, for voluntary environmental labelling and certification programs that seek to advance sustainable management of natural resources</p>	<p>(C-i) Consult with stakeholders in various sectors in 2001 to develop a Canadian approach to improving understanding of issues surrounding product labels based on process and production methods</p>
<p><b>D</b> Promote environmentally friendly technologies</p>	<p>(D-i) Engage in preparatory work for the next round of WTO negotiations in order to be prepared to pursue multilateral elimination or reduction of tariffs on environmental goods and broader access for environmental services</p>
<p><b>E</b> Promote environmental assessment of export credits</p>	<p>(E-i) Advance work in OECD Working Party on Export Credits and Credit Guarantees in order to reach a multilateral consensus on environmental review of export credit activities to secure consensus in the 2001–2003 period</p>
<p><b>F</b> Identify ways to assist developing countries to assume a SD approach to trade at an early stage</p>	<p>(F-i) Improve coherence and coordination among developing country partners in various international fora (including UNEP and the WTO) to build trust and understanding on SD and trade and environment issues by supporting, in partnership with CIDA, a WTO Trade and Environment Seminar in the</p>

## and policy and the protection of the environment

**(B-iii)** Advance implementation of OECD Guidelines for Multinational Enterprises in Canada by generating concise promotional material (June 2001), and simplifying the interface between government, business and NGOs (Dec. 2001). Submit annual review of National Contact Point to Committee on International Investment and Multinational Enterprises of the OECD ( 2001–2003)

**(B-iv)** Provide continued assistance to the Export Development Corporation (EDC) in responding to Recommendation 22 in the Government's response to the Standing Committee on Foreign Affairs and International Trade review of the *Export Development Act*

**(C-ii)** Work in 2001–2003 with the Canada Forest Service, industry, and environmental groups, as appropriate, on issues related to the certification of sustainable forest management, and international markets for Canadian forest products

Caribbean in 2001, efforts of the OECD to engage in similar activities abroad, a SD event at the Summit of the Americas to be held in Quebec City in April 2002, and the UNEP–WTO dialogue on synergies between MEAs and the WTO

# Goal 3

## Promote sustainable development in the Department's international activities



**B**esides promoting international trade, the Department's core responsibility is to represent Canada abroad. It conducts relations with foreign governments, advises on Canada's international priorities, promotes Canadian values and culture, and participates in the work of international organizations. Each of these areas allows considerable scope for the realization of SD objectives either in the process or substance of the activities.

In terms of substance, the Department, in its advice to ministers and other departments on international priorities, is asked to weigh the urgency and importance of international developments. In doing so, it confronts a world that is often crisis-ridden and preoccupied with the major public concerns of the moment. By embodying a firm commitment to SD in its operating philosophy, the Department can substantively assist the federal government in giving balanced consideration to the relative importance of short-term and long-term considerations.

In the conduct of Canada's relations with foreign governments, SD can provide a common basis of agreement and point of departure for discussions on international problems. Virtually all countries have affirmed a commitment to the concept of SD in one form or another and, if this basis can be expanded and made more specific, there is considerable potential for using it as a unifying mechanism to integrate other aspects of bilateral and plurilateral relationships to mutual advantage. In certain international organizations, SD is already an established operating principle. The challenge there is one of better coordination, consistent application, and popularization of its usefulness as an operating premise to other organizations and activities.

SD is an excellent field for "mutual learning and emulation"—for exchanges of officials and academics, literature and exhibits. The subject can lead to improved performance in governance and enhanced relationships between organizations.

SD also has the potential to attract the energies of young people, whose enthusiasm and idealism make them excellent ambassadors for SD. For example, participants in DFAIT's Youth International Internship Program (YIIP) can play a role in promoting SD as part of Canada's foreign policy, both in their circles of influence abroad and upon their return. As well, the Department could encourage YIIP-implementing organizations to incorporate SD considerations into their projects.

Finally, SD informs normal diplomatic activities, and is an important focus of our interaction with international non-governmental organizations.

Canada works with many organizations to analyze and address SD problems, both at the global and regional levels. Some of the organizations in which the Department actively participates on Canada's behalf include the OECD, the United Nations Commission on Sustainable Development (UNCSD), the United Nations Environment Program (UNEP), the Commission on Environmental Cooperation (CEC), the Asia-Pacific Economic Cooperation forum (APEC), the Organization of American States (OAS), the Summit of the Americas, and the G-8.

On the North American front, Canadians can be justifiably proud of our long, cooperative history on environmental issues with the United States. In fact, it is one of the pillars of Canada-U.S. relations, stretching back over 90 years. This cooperation is based on the simple fact that both countries are stewards of North America, and that we must work together to address and



resolve environmental questions with significant SD implications (air, water quality and quantity, hazardous waste, endangered and migratory species, the Arctic and resource management). Both countries face major challenges over the next few years. DFAIT's management of these trans-boundary issues will directly affect the lives of millions of Canadians.

Because so much is at stake, all government departments and agencies are committed to embodying SD in their operations and in their policy recommendations. DFAIT will work with those departments and government agencies involved in international issues to ensure that the necessary

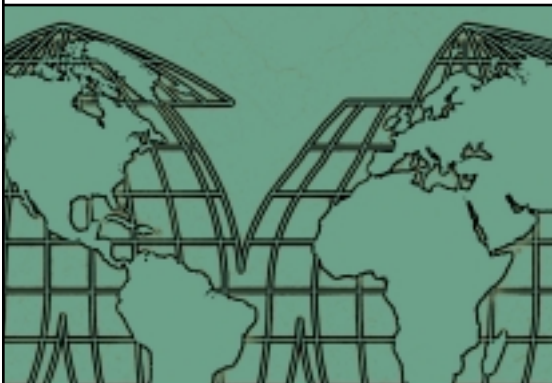
cooperation and coordination is successfully secured and that SD remains an overarching goal throughout the process. It will also ensure that interaction with the provinces and territories takes place with respect to SD principles.

Leadership, communication and coordination are needed to achieve SD objectives, despite the fact that they are, in a sense, issues of process. Canada's international activities are affected by the context in which important international events are staged. If the imagery used and the topics highlighted all display ongoing care and concern for SD, then, in turn, there should also be beneficial and significant effects on other fields of policy.

## Biodiversity

**DFAIT is working with other government departments and agencies to meet the goals of the Biodiversity Convention (CBD) by:**

- **monitoring Canadian performance under the Convention**
- **determining required next steps as mandated by Cabinet**
- **reviewing and developing measures that would be required to implement the new Cartagena Protocol on Biosafety**
- **working to secure increased funding for the CBD Secretariat based in Montreal.**



## Great Lakes

**DFAIT is working with other departments, the provinces, the U.S. federal and state governments and binational and regional organizations such as the International Joint Commission to:**

- **develop basin-wide measures to address aquatic nuisance species, including the ballast water question**
- **implement the 1997 Binational Toxics Strategy to virtually eliminate the release of certain persistent toxics (for although the water is the cleanest it has been in 50 years, challenges such as toxic substances remain)**
- **ensure the future security of the ecosystem through national and bilateral measures to protect the quantity of water in the Great Lakes (40 million Canadians and Americans depend on the Great Lakes ecosystem).**



# Goal 3

# Promote sustainable development in the

OBJECTIVES	TARGETS
<p><b>A</b> Ensure Canadian and international progress on climate change issues in conjunction with other key government departments and agencies</p>	<p>(A-i) Complete negotiations of the rules for the implementation of the Kyoto Protocol to the UN Framework Convention on Climate Change during 2001, including those on flexibility mechanisms, compliance and sinks, as well as reporting issues that will allow Canada and other countries to consider ratification of a Protocol in the 2001–2003 period</p>
<p><b>B</b> Develop mechanisms to address transboundary threats from persistent organic pollutants (POPs) on human health and the environment</p>	<p>(B-i) Sign and ratify the global convention on POPs that will be adopted after a diplomatic conference in Stockholm in May 2001 and work to prepare for its coming into force by 2004</p> <p>(B-ii) In the regional context, strongly encourage other member countries of the UN Economic Commission for Europe to follow Canada's lead and ratify as soon as possible the UNECE Convention on long-range POPs and Heavy Metal Protocols</p>
<p><b>C</b> Launch negotiations for an international convention on forests at the earliest possible opportunity and continue expansion of the International Model Forest Network</p>	<p>(C-i) Work with like-minded countries through the new United Nations Forum on Forests (UNFF) to initiate, as soon as possible, work on the development of a mandate for an international negotiation on a legal framework on all types of forests</p>
<p><b>D</b> Negotiate multilateral and bilateral agreements to promote the effective conservation and management of natural resources</p>	<p>(D-i) Complete negotiations of a Food and Agriculture Organization (FAO) International Plan of Action on Illegal, Unregulated and Unreported Fishing before December 2001</p> <p>(D-ii) Secure ratification and effective implementation by as many states as possible of the 1995 UN Agreement on Straddling and Highly Migratory Fish Stocks. Work towards sufficient ratification to ensure entry into force by May 2001</p> <p>(D-iii) Secure entry into force of a Convention for the Conservation of Highly Migratory Stocks in the central and western Pacific Ocean by December 2003</p>

## Department's international activities

(A-ii) Expand DFAIT's Clean Development Mechanism and Joint Implementation Office (CDM & JI) to include market analysis, development of baselines and benchmarks, technical evaluation of projects, and negotiation of agreements with key countries that will facilitate international greenhouse gas emission reduction projects, resulting in credits for Canada. (CDM credits can be banked starting in 2000, thus helping Canada meet its Kyoto Protocol target)

(B-iii) Implement the Ozone Annex to the Air Quality Agreement to reduce transboundary smog, and work towards negotiations by the end of 2004 on transboundary particulate matter

(B-iv) Implement the Canada-U.S. Great Lakes Binational Toxics Strategy by 2003 to virtually eliminate the release of certain persistent toxics

(C-ii) Work with IDRC, CIDA and NRCan and interested countries to expand the International Model Forest Network and put it on a more secure financial basis by mid 2002

(D-iv) Conclude negotiations with France by 2003 to permit the safe and sustainable extraction of oil and gas from reserves straddling Canadian and French areas of jurisdiction near St. Pierre and Miquelon

(D-v) Complete passage of Bill C-15 (Amendments to the *International Boundary Waters Treaty Act*) in 2001 that prohibits bulk removal of boundary waters out of their water basins, with principal effect on the Great Lakes

### Law of the Sea

**The 1982 United Nations Convention on the Law of the Sea (UNCLOS) is in force. Canada is a signatory, but has not yet ratified the Convention. It intends to do so once there is an effective fisheries enforcement regime in place. This would include entry into force and effective high seas implementation of the 1995 UN Agreement on Straddling and Highly Migratory Fish Stocks.**

# Goal 3

# Promote sustainable development in the

OBJECTIVES	TARGETS
<p><b>E</b> Improve mechanisms to facilitate information sharing and cooperation between international financial institutions (i.e., the International Monetary Fund, World Bank, WTO themselves and with other UN bodies such as the OHCHR, OCHA, UNDP, UNHCR</p>	<p>(E-i) By the end of 2001, establish closer working relationships between DFAIT and Dept. of Finance personnel (as well as Industry Canada, NRCan, Environment, Justice, CIDA and HRDC, where relevant) dealing with SD-related aspects of these institutions in order to determine a plan of action</p>
<p><b>F</b> Enhance effectiveness of the Global Environmental Facility (GEF), a principal source of multilateral funding to address climate change, biological diversity, ozone depletion and international water issues</p>	<p>(F-i) Develop recommendations to replenish and improve the efficiency and accessibility of GEF financing before 2002 in close cooperation with CIDA</p> <p>(F-ii) Following designation of the GEF as the interim financial mechanism for the Global Convention on Persistent Organic Pollutants, work to establish a new operational programme in the GEF for POPs and the provision of adequate funds for POPs in the next GEF replenishment</p>
<p><b>G</b> Work with other government departments to meet the obligations that Canada agreed to in the Work Programme (Article 8j) developed at COP 5 in Nairobi</p>	<p>(G-i) Support the participation of Indigenous peoples in the development of Canadian policies at international meetings/events/conferences in 2001</p>

## Department's international activities

(E-ii) Develop an environmental component (in conjunction with the Summit Office and EC) for the next meeting of the Organization of American States, "the Summit of the Americas", to be held in April 2001 in Quebec City

(F-iii) Work to promote improved flow of funding to the financial mechanism of the UN Convention to Combat Desertification

### Sustainable Cities Initiative (SCI)

#### Coordination of Donor Assistance Activities

DFAIT continues to work with development assistance partners, aid agencies and multilateral organizations to maximize the impact of limited development assistance funds by:

- improving coordination of donor assistance activities
- harmonizing donor procedures.

DFAIT, coordinating with Industry Canada, implements this proactive approach to the development of integrated strategies and solutions to problems caused by rapid urbanization. The key areas of focus are water, waste, energy, transportation, housing, capacity building, urban planning and telecommunications.

Today SCI is active in Salvador (Brazil), Qingdao (China) and Katowice (Poland). Next year, it hopes to add three more cities and three more in each year thereafter. It is industry driven and not government-financed.

# Goal 4

## Clarify understanding of the interaction among the social, economic and environmental pillars of sustainable development, and of how human security and human rights relate to sustainable development



**T**he relationship between human security and the economic, environmental and social pillars of SD is not well understood inside or outside the Department, and hence has not always been fully reflected in programs. Security is a fundamental human need and in addressing it, the Department is also addressing many of the preconditions of SD. Insecurity circumscribes what governments and peoples are able to accomplish, often in a very fundamental way. The Department has played a pre-eminent role in the pursuit of Canada's human security agenda. Its many activities include: coordinating the campaign for a land mines treaty, promoting peacekeeping and the protection of civilians in the UN Security Council, and sponsoring peace-building initiatives in the UN and in regional security organizations. By popularizing the concept of "human security", the Department has raised consciousness inside and outside Canada of the multifaceted nature of this aspect of human well-being.

Corruption has been identified by the OECD and the UN as a direct impediment to development. Canada is deeply involved in a number of multilateral fora in seeking to combat corruption, international criminal activities and organized crime. Transnational crime—such as smuggling migrants, money-laundering, drug trafficking, trafficking in women and children, fraud, and bribery—demands a coordinated response from the international community.

There are situations where the destruction of the environment creates inescapable social and security problems for the international community. In such cases, the most appropriate response may in fact be an environmental one, or at least a response that takes into account the environmental problem. There are also situations where insecurity in the face of armed threats inhibits longer-term action to

protect the environment. In such cases, programs to increase security must be in place before focussing on the environmental problem. Threats to national survival that arise from pressures on shared natural systems (especially watersheds) are an increasing source of concern in a number of countries. These threats may call for a joint environmental-strategic response.

The Department's programs that support the human security agenda are an appropriate response to these latter imperatives. Meanwhile, the importance of maintaining global political-strategic stability as a framework for progress internationally is, of course, fundamental. Canada's continuing commitment to the UN and to NATO remains a strong pillar of this effort.

The evolution of Canada's strategic policies will have to be sensitive to these interactions in light of its commitment to SD. The Department will pursue its human security agenda with attention to SD strategies and imperatives, and the actual and potential interactions between human security and SD. DFAIT is focussing its efforts on three significant priorities: combating the proliferation of weapons of mass destruction and their means of delivery, and promoting their elimination; advancing Canadian nuclear safety, safeguards and commercial interests; and developing the capacity of the UN and the regions to meet security challenges.

Human rights, humanitarian rights and social issues also figure among SD objectives, although they are regarded slightly differently. Domestically, equity, a strong civil society and a well-founded safety net provide a basis and a means for communities to act collectively to promote their social values. Internationally, Canada advocates similar values both globally and regionally. It has supported, and will continue to support, international initiatives that promote and protect human rights. These

encompass civil, cultural, economic, political and social rights, as well as those that advance humanitarian imperatives. Such initiatives strengthen the principles of the rule of law, democracy and equality. They also promote stakeholder participation at all levels of decision making and ensure that the needs of affected populations are effectively met, whether in armed conflict or natural disasters.

Protecting human rights requires inclusive planning and decision making and promotes stability and equality in governance, all of which are essential to SD. Policy making that is not based on respect for human rights and humanitarian law and norms is not sustainable and is subject to serious criticism and, in the most extreme cases, to violence.

Equity must be an important feature of any SD program. Without it, there can be no framework of rights and the international community would have no basis of optimism for a better, more sustainable world. And equity cannot come about without good governance. DFAIT cannot lose sight of the importance of building capacity for good governance in its partner countries. Quite simply, no country can become sustainable without it.

Gender equality is another important principle that Canada promotes. Our nation believes that equal rights for women are inherent to human rights and democratic development. Canada firmly believes that sustainable and equitable development will only be achieved if women are able to participate as equal partners and decision makers in, and beneficiaries of, the development of their societies.

Social policy is key to any government, and social policies also have close links with demographic developments. Over time, they can help reduce the population pressure on resources. Improvements in social and cultural welfare are responses to the deeply felt human need for a better life and for productive and fulfilling communities. These objectives are integral to SD.

None of these issues are simple. In effect, the Department is involved in an international quest to build a “culture of sustainability” that harmonizes imperatives, preferences, preconditions, and fun-

damental values in the social, environmental and economic domains. It seeks to build on commonly held values through a step-by-step, confidence-building process that includes a certain amount of give and take. The Department is, within the Government of Canada, a principal interface where foreign priorities and programs are weighed in relation to Canadian ones and reflected back in domestic policy and forward into international negotiating positions.

This wider responsibility affects the mission and culture of the Department itself, more than the immediate goals of SD per se. However, proximate SD goals might include: connecting different sections of the Department to deal with these issues; encouraging international bodies to consider issues of concern to Canada, particularly with respect to SD, including better coverage of the social aspects in instructions and reports; and making appropriate and creative use of outside resources, such as NGO knowledge and expertise.

## UN Special Sessions— Ensuring Results

**DFAIT, along with other government departments, monitors the implementation of multilateral commitments contained in outcome documents of UN Special Sessions such as:**

- **Cairo+5 (Population and Development) 1999**
- **Beijing+5 (Gender Equality) 2000**
- **WSSD+5 (Social Development) 2000**
- **WSC+10 (Children) 2001**
- **Istanbul+5 (Human Settlement) 2001**
- **World Summit on Sustainable Development (Rio+ 10) 2002**

# Goal 4

## Clarify understanding of the interaction among the and of how human security and human rights relate

OBJECTIVES	TARGETS
<p><b>A</b> Articulate the conceptual, policy and practical implications of the social dimensions of SD for consistent messages in awareness, training and further policy development</p>	<p>(A-i) Commission a study in the context of the Policy Research Initiative (PRI) to elaborate key conceptual linkages of interest to DFAIT—to be completed by December 2001</p>
<p><b>B</b> Promote increased SD policy coherence in Canadian positions in international fora and processes</p>	<p>(B-i) Organize a workshop with relevant OGDs in 2001 to assess progress made in implementing multilateral commitments of UN General Assembly Special Sessions and identify opportunities to promote greater coherence and synergy within the SD agenda</p>
<p><b>C</b> Promote corporate social responsibility (CSR)</p>	<p>(C-i) Refer to Goal 2, Objective B</p>
<p><b>D</b> Promote cooperation in combatting crime</p>	<p>(D-i) Sign and ratify the United Nations Convention Against Transnational Organized Crime (TOC) by the end of 2001</p> <p>(D-ii) Complete negotiations; sign and seek to ratify the UN TOC Protocols: Against Smuggling of Migrants, Against Trafficking in Persons, and Against Illicit Trafficking in Firearms by the end of 2001</p>
<p><b>E</b> Promote youth engagement in peace processes and in significant domestic and international policy decisions that concern them</p>	<p>(E-i) Aim to support a Youth Preparatory Meeting prior to the UN Special Session on Children in 2001</p> <p>(E-ii) Following consensus reached at the International Conference on War-Affected Children in Winnipeg (Sept. 2000), strive to include education for war-affected children in emergency programming and work with other donors to recognize education as a critical preventive and rehabilitative tool for</p>



## social, economic and environmental pillars of sustainable development, to sustainable development

**(A-ii)** Summarize key linkages in a major policy document to be considered by the Department's Policy Board in early 2002

**(B-ii)** Develop commitment and mechanisms within DFAIT by the end of 2001 and with OGDs by the end of 2002 to strategically promote dialogue, communication, consensus building and policy integration to ensure that Canadian positions integrate SD across all relevant international fora

**(D-iii)** Commence Phase Two review of implementation of OECD Bribery Convention in 2001 and complete by 2003

**(D-iv)** Commence negotiation of a UN Convention Against Corruption in 2001, seek to complete by 2003

children in the context of armed conflict

**(E-iii)** Actively promote the creation of national and regional focal points for child protection. By 2002, aim to have regional child protection focal points in ECOWAS, the OSCE and the OAS

## Goal 5

### Implement the sustainable development aspects of *The Northern Dimension of Canada's Foreign Policy*



Canada has helped to build a strong, dynamic and engaged circumpolar community. Recently, northern communities have encouraged national governments and international institutions to develop comprehensive policies to integrate, promote and protect this unique region of the world. And the Canadian government has responded. In June 2000, the Department released *The Northern Dimension of Canada's Foreign Policy* (NDFP). The NDFP is well grounded in a series of consultative processes. Northerners and other Canadians were widely consulted in relation to the paper *Toward a Northern Foreign Policy for Canada*. Organized by the Ambassador for Circumpolar Affairs, this paper became the focus of extensive dialogue with Inuit, First Nation and Metis leaders and other northerners, federal departments, provincial and territorial governments, policy experts and NGOs. It provided a wealth of material from which to build a policy framework.

Canada was not acting alone in seeking to build community partnerships in order to promote SD in the North. In the closing years of the last millennium, there was an unprecedented process of multilateral cooperation and institution building in the circumpolar region. All of it focussed on building international cooperation to ensure the SD of this unique region. Building partnerships within the circumpolar community encouraged—and will continue to encourage—broader regional and bilateral linkages that will strengthen efforts for action on common Arctic interests. The potential for this synergy is now greater than ever before.

The establishment of the Arctic Council in 1996 marked the growing importance of the circumpolar region. Its very existence demonstrates that the circumpolar community is self-aware and able to

work toward solving problems regionally and globally. The Council includes Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden, and the United States. Other organizations, such as the Nordic Council, the Council of the Baltic Sea States, the Barents Euro-Arctic Council and the European Union, which has its own northern dimension, all bear witness to the interest in cooperating to resolve Arctic issues and to promote sustainability.

In the last Speech from the Throne, the Government of Canada stated that, “To advance Canada’s leadership in the Arctic region, the Government will outline a foreign policy for the North that enhances cooperation, helps protect the environment, promotes trade and investment, and supports the security of the region’s people”. To that end, *The Northern Dimension of Canada's Foreign Policy* focusses on:

- Promoting the Arctic Council and strengthening its central place in circumpolar relations, particularly its role as policy coordinator. The Council has representatives from eight Arctic states, and it works with Indigenous peoples’ organizations that are Permanent Participants on the Council. Therefore, the Council is uniquely placed to address the specific environmental challenges of the North, as well as northern issues relating to SD, human security, trade, economic development, capacity building and education.

Canada supports the overall work of the Arctic Council through its five main Working Groups: the Sustainable Development Working Group; the Protection of the Arctic Marine Environment; the Arctic Monitoring and Assessment Program; the Emergency Prevention, Preparedness, and Response

Group; and the Conservation of Arctic Flora and Fauna.

Canada facilitates the strengthened participation of the Arctic Council Permanent Participants that represent Indigenous northern peoples of Canada: the Inuit Circumpolar Conference, the Arctic Athabaskan Council and the Gwich'in Council International.

Canada plays a leadership role on specific projects, such as the Future of Children and Youth of the Arctic initiative, and promotes a capacity-building focus in the Arctic Council's work.

- Helping to establish a virtual University of the Arctic, designed to foster academic excellence and sustainability, including traditional knowledge, using distance education techniques. Canada is supporting northern-focused Canadian educational institutions to develop and implement a Bachelor of Circumpolar Studies (BCS) program. The BCS will provide regionally-relevant education and training to northerners, to help them grapple with the region's complex problems and prepare them for professional employment in areas that will improve health, diversify the economy, increase security and preserve culture. Program activities will promote an understanding of SD, cultural diversity, and community viability.
- Developing and expanding opportunities to assist Russia in working with the broader circumpolar community to help address its northern challenges. Canada supports two multilateral cooperative projects that promote the phase-out of polychlorinated biphenyl (PCB) use, and the environmentally sound management of PCB-contaminated waste and stocks of obsolete pesticides in the Russian federation.

Canada has also provided support to the Inuit Circumpolar Conference for a multi-year project with the Russian Association of

Indigenous Peoples of the North (RAIPON) to provide training, support, and other tools necessary to allow Aboriginal peoples of the Russian North to seek broader international and domestic support for their development efforts. Canada also contributes to a RAIPON project to reduce the health risks resulting from the contamination of their environment and traditional food sources.

- Promoting SD through the pursuit of economic development and trade opportunities across the circumpolar region, while ensuring that the fragile Arctic environment is not compromised. Canada supports the study and pursuit of economic activity in areas such as: ecotourism, the sustainable use of renewable resources, and the development of new markets for indigenous products. Canada also promotes the sharing of best practices among circumpolar countries with regard to sustainable economic activity.
- Cooperating with the EU to implement the Canada/EU Joint Statement on Northern Cooperation. This will include a number of cooperative projects and initiatives to foster SD over this year. An example of such activity is the joint EU-Canada-Russia-US workshop on "A Common Approach to Collaborative Technological Research for Arctic Development".

In many instances where these matters converge with domestic mandates for the North within other departments, DFAIT will continue to work closely with them, as well as with the three territorial governments and other northern stakeholders. The government, led by the Ambassador for Circumpolar Affairs, will maintain a permanent outreach program domestically and internationally. Flexibility will be built into the process to ensure that the ongoing dialogue is interactive and dynamic.

# Goal 5

## Implement the sustainable development aspects

OBJECTIVES	TARGETS
<p><b>A</b> Canadian input and leadership at the Arctic Council to reinforce its SD efforts</p>	<p>(A-i) Propose additional topics of common SD interest to the eight Arctic states, with the full inclusion of Indigenous peoples as Permanent Participants by 2002</p>
<p><b>B</b> Increase Canadian participation in the development of the University of the Arctic, an institution that will broaden the learning base in the Arctic on, among other subjects, sustainable development issues</p>	<p>(B-i) Enhance educational and research opportunities in the Arctic and encourage a Canadian circumpolar research network over the next two years (2001–2002)</p> <p>(B-ii) Support the work of the Canadian colleges and universities involved in curriculum development for the University of the Arctic and ensure their inclusion of SD as an underlying principle (2001–2002)</p>
<p><b>C</b> Increase opportunities in the North for small and medium-sized businesses through sustainable trade and economic development</p>	<p>(C-i) Increase the number of northern exporters from 15 to 30 before September 2002 by furthering regional cooperation</p>
<p><b>D</b> Focus attention on our relationship with Russia by working bilaterally, with the EU, and with other regional fora</p>	<p>(D-i) Work with CIDA in strategic planning and implementation to assist with environmental, social and economic issues and their linkages in Northern Russia</p>

# of The Northern Dimension of Canada's Foreign Policy

(B-iii) Work for the establishment of the Bachelor of Circumpolar Studies by September 2001

## DFAIT is Asserting and Ensuring Preservation of Canada's Sovereignty in the North

(D-ii) Improve communication and coordination regarding projects in Russia within DFAIT and with OGDs

### Cooperation in Northern Russia

A sustainable Arctic region depends on the well-being of its countries. Canada is uniquely positioned to build a strategic partnership with Russia to address socio-economic and environmental issues in their north that affect the Russian North, the Canadian North, and the Arctic region as a whole.

- The NDFP promotes the analysis and development of management, monitoring, and enforcement regimes (in some cases, building on existing frameworks such as the *Arctic Waters Pollution Prevention Act*)
- Exploratory drilling in the Greenland waters of Davis Strait has revitalized contact between Canadian and Greenland officials—in the context of the 1983 Canada–Denmark Agreement on Cooperation Related to the Marine Environment—to ensure that Canada is fully informed of any activity that might affect the Canadian environment and to provide for consultation on any developments in that region
- The possible construction of an offshore submarine natural gas pipeline between the gas fields in Prudhoe Bay and Mackenzie Bay has meant continued vigilance and consultation with stakeholders as it would affect the marine environment, thereby requiring resolution of the current U.S.–Canada dispute over the location of the maritime boundary in the Beaufort Sea.

# Goal 6

## Prepare for the World Summit on Sustainable Development in 2002 so that Canadian goals are met



The year 2002 will be the tenth anniversary of the United Nations Conference on Environment and Development (UNCED) held at Rio de Janeiro. At the 1992 conference, commonly referred to as the “Rio Earth Summit” or the “Earth Summit”, world leaders participated in a highly visible global deliberation on SD and how it might be attained.

Two international agreements of note were concluded at the Earth Summit: the United Nations Framework Convention on Climate Change (UNFCCC), and the United Nations Convention on Biological Diversity. Two other international agreements, the UN Convention to Combat Desertification and the UN Convention on Straddling Fish Stocks, were mandated. In addition, action programs and processes were initiated on a range of other environmental and SD issues.

UNCED is notable for other important reasons. It mandated the establishment of the United Nations Commission on Sustainable Development (UNCSD) and saw the negotiation of *Agenda 21*, a comprehensive program of action to achieve SD. It contains diverse elements that affect countries both domestically and internationally. UNCED also developed the *Rio Declaration on Environment and Development* with its twenty-seven principles and the non-legally binding *Statement of Forest Principles* for a global consensus on the management, conservation and sustainable development of all types of forests.

The international community is committed to marking this tenth anniversary of the Earth Summit in a substantial way that will have important implications for the work of the Department. Canada will conduct a national review of progress in implementing *Agenda 21* to feed into a global

assessment prepared by the UNCSD. The assessment will identify successes, difficulties and lessons learned.

The World Summit on Sustainable Development will be convened in Johannesburg, South Africa at the head of government level. It will address, among other things, the issues that have been blocking progress and new issues that have emerged since UNCED. It will seek to renew the global commitment to SD. The specific themes have yet to be determined. Canada and a number of other countries believe it is important for the Summit to focus, as much as possible, on the future rather than on the past.

Most departments and agencies will be engaged, but DFAIT, Environment Canada and CIDA will lead preparations. This work will entail extensive consultations with domestic and international civil society.

As was the case in 1992, the Department will treat this Summit as a priority event, dedicating resources and ingenuity to the comprehensive nature of the expected subject matter. Maximizing the possibilities inherent in the event will demand commitment and perseverance on the part of many members of the Department.

## World Summit on Sustainable Development in 2002

There is international consensus that the Summit should:

- be a meeting of Heads of State/ Governments
- be held in a developing country
- build a renewed North–South partnership for SD
- provide an opportunity for governments to regain public confidence and reassert leadership over the global environmental and SD agendas.



## Agenda 21 (The Plan for Global Action at Rio in 1992)

Governments took an historic step when they adopted this blueprint for action to:

- protect the atmosphere
- combat deforestation, soil loss and desertification
- prevent air and water pollution
- halt depletion of fish stocks
- promote the safe management of toxic wastes
- strengthen the part played by major groups in achieving SD.

It also addressed patterns of development that cause stress to the environment:

- poverty and external debt in developing countries
- unsustainable patterns of production and consumption
- demographic stress
- the structure of the international economy.



# Goal 6

# Prepare for the World Summit on Sustainable

OBJECTIVES	TARGETS
<p><b>A</b> Build partnerships within Canada to ensure broad and effective engagement in the process and acceptance of the “shared responsibility” for the implementation of WSSD outcomes</p>	<p>(A-i) Identify partners in the provinces, civil society and business and build agreement on the nature of the consultation and national assessment process by early 2001</p>
<p><b>B</b> Develop a comprehensive negotiating mandate that reflects broad Canadian objectives</p>	<p>(B-i) With input from the national assessment of Canadian progress in promoting SD, build a consensus among all departments in dialogue with stakeholders on domestic and international objectives by December 2001</p>
<p><b>C</b> Ensure the endorsement by the WSSD of Canadian priorities</p>	<p>(C-i) Ensure the endorsement of concrete decisions to strengthen international environmental governance</p>
<p><b>D</b> Ensure a credible action plan and follow-up process that demonstrates to Canadians the value of the global governance system and DFAIT’s role in it</p>	<p>(D-i) Coordinate Canada’s role in the G-8 political process to build political support for an effective WSSD</p> <p>(D-ii) Create opportunities for civil society and business engagement in the international, intergovernmental process</p>



# Development (WSSD) in 2002 so that Canadian goals are met

**(A-ii)** Design the WSSD process to maximize synergy and minimize duplication with other consultations

**(C-ii)** Ensure the endorsement of increased capacity building efforts by developed countries, including Canada, to support developing country implementation of multilateral environmental agreements

**(D-iii)** Advocate for an effective monitoring and reporting framework by March 2002

**(D-iv)** Communicate the outcomes of the process and the Summit to Canadians by fall 2002 to build public understanding and support for the implementation of WSSD decisions

## What it Will Take to Achieve these Goals

Developing solutions to complex SD issues, such as climate change, ballooning consumption, or social inequity is not an easy task. However, we must not allow ourselves to be overwhelmed into inaction. Our responsibility to future generations is too important.

DFAIT, in concert with others, has three primary avenues for making progress in SD terms: 1) act to remedy problems that exist as a result of decisions not based on consideration of the long-term social, economic and environmental impacts; 2) ensure that new activities are consistent with SD principles; and 3) generate support for SD when carrying out related business with other international clients and counterparts.

SD, as an operating premise, is one that unites and integrates. It can engender partnerships and cooperation among government departments, with the provinces, and with domestic partners in industry and the NGO community. It also can bring about global partnerships and cooperation. Both DFAIT and CIDA have obvious opportunities to work with other nations and international groups to achieve common goals. Many governments, organizations and individuals are committed to SD. However, continuous outreach is needed in order to keep all the players involved and active.

Any hope of real change depends upon more than just commitment. An adequate level of resource allocation is vital. No major initiative of this kind, with such long-range consequences, can function unless it has adequate resources. To acquire them, a review of current policies and a shift of emphasis toward integrating SD into other resource bases may be needed. Recruiting new expertise, and upgrading training for individuals already in the Department will also be necessary.

Finally, commitment also means accountability. *Agenda 2003* sets realistic goals, and management must accept the responsibility for seeing that they are met. The costs of not taking action must be clearly understood at all levels, whether they are financial, environmental or social.

It has been said that SD is not an end in itself, but an ongoing process. SD has increasingly become a core value for Canadian policy makers. As such, it affects much of what Canada says and does both at home and abroad. Our task now is to use the momentum developed over the past three years to advance toward our goals for *Agenda 2003*. While the goals are ambitious, they are well within our mandate. They are supported by our personnel and by our stakeholders outside the Department. In the larger scheme of things, some of the targets may be seen as small steps, but they are integral to the goals they support, and achievable provided we have the requisite commitment and determination to succeed.

There is little doubt that the Department is capable of thinking globally, but in the past it often did so in mainly political or commercial terms. It must now ensure it has the skills, resources and communications to incorporate and promote SD as a priority, and to connect with the people in Canada and abroad who are already committed to SD. *Agenda 2003* provides a framework for moving in that direction.

## Consultations

It has been three years since the first SD strategies were tabled. In those years, the value of effective consultation in furthering the SD agenda has become more evident. SD is horizontal by definition. The complexity of the many SD issues requires the integrated perspective of players right across the Canadian spectrum before any meaningful decision making or action can take place. The Department acknowledges the importance of consultation with all parties, including other departments and agencies, the provinces and territories, Aboriginal groups, academia, business, non-governmental organizations and individuals.

### Defining the Goals

In defining the goals for *Agenda 2003*, sessions were held in: Whitehorse, Yellowknife, Iqaluit, Inuvik, Rankin Inlet and Ottawa. These sessions which occurred in the fall of 1999 and the spring of 2000 served two purposes. They informed the development of DFAIT's strategy, and the development of a federal sustainable development strategy specific to the North. The Department of Indian and Northern Affairs was the coordinating department for these sessions.

In March 2000, the Department held a second Ottawa consultation with outside stakeholders that was specific to DFAIT's strategy.

In addition, the Department organized separate consultations on two of the issues that became goals in *Agenda 2003*. Of particular note are the six consultations held across Canada in the fall of 2000 that sought consensus on a framework for an environmental assessment of trade negotiations, and more than eight held over the past two years for the development of the *Northern Dimension of Canada's Foreign Policy*.

As did most departments, DFAIT worked with the Interdepartmental Network for Sustainable Development Strategies (INSDS) to: 1) devise "A Framework for Federal Sustainable Development Strategies" to determine the essential components of departmental strategies; and 2) research eight theme areas to inform government thinking and to identify areas for possible coordination. The eight theme areas included: Sustainable Government Operations; Sustainable Development in the International Context; Federal Sustainable Development Strategy for the North; Sustainable Development and Healthy Canadians; Social and Cultural Aspects of Sustainable Development; Productivity through Eco-Efficiency; Knowledge and Information SD Indicators and Reporting; and finally, Sustainability at the Community Level: An Integrated Federal Approach to Working With Communities. The work done on the theme areas was integral to the development of *Agenda 2003*.

DFAIT was the lead department in preparing a paper on one of the themes, the *International Aspects of SD*, which served as a foundation document for one of the discussions at the Leaders' Forum. The Forum was a consultation held in Ottawa in April, 2000 that involved most departments and agencies. It attracted senior managers from the public and private sectors across the country. DFAIT worked with a coordinating team that included the National Round Table on the Economy and the Environment to make the event a reality, and to promote a federal approach to SD.

DFAIT also took the lead in discussions on "Trade and Environment" at the June meeting of the interdepartmental Deputy Minister-level SD Coordinating Committee.

In-house consultations were numerous and included one-on-one sessions, a workshop outside the building, and ongoing input from both the SD Advisory Team and senior management.

### **Consultations on a draft strategy**

The Department completed a draft strategy based on the findings of the internal and external consultations listed in the previous section. It was sent to many of those previously consulted for their review and to the provinces. In addition, letters were sent to over five hundred stakeholders to find out whether they were interested in receiving the document for consultation purposes. Eighty people responded to the letter, and over thirty provided comments. Their input was incorporated into the final strategy wherever possible, and they received a response in regard to their submissions.

DFAIT also participated in two Ottawa consultations that focussed on the draft strategies of a group of departments. One was organized by the Canadian Pulp and Paper Association and the other by Environment Canada, along with the Canadian Environmental Industry Association.

As a result of the extensive consultations outlined above, DFAIT is confident that *Agenda 2003* incorporates the interests of a broad range of organizations and individuals, both from the public and private sectors. The comments and concerns of those consulted reflect a growing awareness of the wide-ranging importance of SD, the need for cooperation among all parties, and an appreciation for the complexity of issues this Department addresses.

Distilling the possibilities that were available to DFAIT into a realistic framework for action was made easier with the assistance provided by all those groups and individuals who so kindly agreed to be involved. The Department is indeed grateful for that assistance. As detailed in the strategy, mechanisms will be developed to maintain the consultative process.

*For more detail on all the consultations, see Appendix III on the DFAIT Web site at:*

**[www.dfait-maeci.gc.ca/sustain/menu-e.asp](http://www.dfait-maeci.gc.ca/sustain/menu-e.asp)**

## Departmental Profile

The international orientation of DFAIT is unique in Canada's governmental structure. While many departments find themselves increasingly involved in international concerns, only DFAIT has the protection and advancement of Canada's international interests as its core mandate. It operates 160 missions and satellite offices abroad. It employs approximately 8400 people in total, with approximately 3000 of them based in Canada and the rest based abroad.

Over the past two decades, the Department's role has been defined in a variety of ways in both official and unofficial documents. The legal mandate of the Department is set out in the *Department of Foreign Affairs and International Trade Act* (1985). Under this Act, DFAIT is empowered to conduct Canada's international relations, coordinate Canada's economic relations and promote international trade, and provide assistance to Canadians abroad. Four main roles flow from this mandate: developing and coordinating the government's international policy; advocating Canadian interests and values overseas; providing assistance to Canadians, including trade, investment, passport and consular services; and supporting OGDs and agencies overseas.

The Government's 1995 Foreign Policy Statement, *Canada in the World*, and subsequent Speeches from the Throne reinforced three strategic policy priorities for Canada: 1) to promote prosperity and employment; 2) to protect our security within a stable global framework; and 3) to project Canadian values and culture abroad.

DFAIT's mission statement, tabled in Parliament in 1997, summarized these priorities succinctly as: "to act for Canada and all Canadians to enhance prosperity, employment and security and work toward a peaceful world by the promotion of Canadian culture and values".

Within this policy framework, DFAIT must take into account numerous significant external factors affecting the Department's operations. Chief among these are global integration and interdependence, growing public expectations and concerns, and the nature of government commitments to international organizations and international events.

Not only must DFAIT meet the challenges of external events beyond its immediate control, it must also, within the limits of its mandate and resources, participate in a very broad range of domestic and international activities. Reinforcing awareness of the links between foreign and domestic interests, such as those made evident in *The Northern Dimension of Canada's Foreign Policy*, building on opportunities for addressing emerging and traditional challenges, working to diminish transnational threats, and promoting our interest in safeguarding international peace and human security are but a few of the areas where DFAIT plays a major role.

*For more information on the structure of the Department see the DFAIT Web site at:*

**<http://www.dfait-maeci.gc.ca/dfait/menu-e.asp>**

## Glossary

**Agenda 21:** The blueprint that was agreed upon at the Earth Summit in Rio de Janeiro in 1992 to promote socially, economically, and environmentally sustainable development.

**Biological Diversity (Biodiversity):** The variety of different species, the genetic variability of each species, and the variety of different ecosystems that they form (Wildlife Ministers Council of Canada).

**Climate Change:** A warming of the Earth's atmosphere caused by increases in the atmosphere of certain gases that absorb the radiation emitted by the Earth, thereby retarding the loss of energy from the system to space.

**Commissioner of the Environment and Sustainable Development:** A position created by amendments to the *Auditor General Act* in 1995. Reporting directly to the Auditor General, the Commissioner's mandate is to assist in carrying out duties related to the environment and sustainable development; report annually to the House of Commons on environmental aspects of sustainable development; and monitor and report on the degree to which departments are meeting their sustainable development goals.

**Continuous Improvement:** To continue to improve policies, programs and performance, taking into account technical developments, scientific understanding, client needs and community expectations.

**Environmental Assessment:** (EA) is an established tool to help decision makers consider the environmental effects of proposed projects on an equal bases with economic and social considerations.

**Environmental Management Systems:** Systems that provide a framework for monitoring and reporting on an organization's environmental performance.

**Equity:** Equity refers to the fair distribution of the costs and benefits of human activity between people. Its two components are intergenerational equity and current equity between people or groups of people.

**Greening of Government Operations:** An initiative aimed at establishing guidelines for all federal departments on how to integrate environmental considerations into the management of their operations.

**Human Security:** Defined as a "condition or state of being characterized by freedom from pervasive threats to people's rights, their safety, or even their lives. From a foreign policy perspective, human security is perhaps best understood as a shift in perspective or orientation. It is an alternative way of seeing the world, taking people as its point of reference, rather than focussing exclusively on the security of territory or governments" (*Human Security: Safety for People in a Changing World*, DFAIT, April 1999).

(See: <http://intranet.lbp/department/agp/english/e-main.htm>)

**Main Estimates:** This annual fiscal plan sets out the spending of the Government of Canada. Part III of the Main Estimates contains the departments' detailed plans.

**Non-Renewable Resources:** Those natural resources that are in fixed supply, but whose life span can be extended through more efficient or reduced use, re-use, or recycling (e.g., minerals, oil and coal).

***Northern Dimension of Canada's Foreign Policy, The:*** A framework for promoting Canadian interests and values and renewing our commitment to work with the peoples of Canada's North and with circumpolar neighbours on shared issues. The policy is based on three principles: meeting commitments and taking a leadership role; establishing partnerships; and engaging in ongoing dialogue with Canadians, especially northerners.

(See: <http://www.dfait-maeci.gc.ca/arctic/menu-e.htm>)

***Precautionary Approach:*** The concept of precaution is recognized by DFAIT as a legitimate and important policy tool. It is closely connected with the development of holistic approaches to multi disciplinary policy issues, such as SD. The application of precautionary measures is already commonplace in Canada's regulatory regimes, resulting in an international reputation for safe, high-quality products and services. More recently, the specific concept of applying a precautionary approach in regulatory decision making in situations characterized by a risk of serious or irreversible harm and a significant degree of scientific uncertainty has sparked a policy debate both domestically and internationally. This debate has focussed on key issues, such as how the concept should be defined, interpreted and implemented. In searching for practical and broadly acceptable solutions to these issues, Canada is working to identify a coherent approach that accommodates regulatory requirements in support of public and environmental health and safety, while placing priority on predictability and precision in its application. Simultaneously, Canada is playing a central role in multilateral consultations that are underway in a variety of international venues.

***Recommendation 22:*** One of several recommendations in the areas of information disclosure, human rights, and the environment, included in the report of the House of Commons Standing Committee on Foreign Affairs and International Trade, on the operations and mandate of the Export Development Corporation. The Government's response to the report was issued on May 18, 2000.

***Sustainable Development:*** "Sustainable development involves the integration of social, economic and environmental considerations into how an organization defines its objectives and conducts its business. Government organizations have typically focussed on only one of these three dimensions—the one related to the public policy role for which each organization was established. Sustainable development also implies extending the planning horizon, consistent with considering the needs of both current and future generations. Federal government departments are now being challenged to broaden their perspective on the implications of what they do in order to protect and promote the well-being of both people and the environment that supports them"

(From the 1998 *Report of the Commissioner* in section 8.4).

***Strategic environmental assessment:*** (SEA) is a systematic process to identify and evaluate the environmental consequences of policies, plans, programs or proposals to ensure that they are addressed on par with economic and social considerations from the earliest stages of decision making. The term "strategic" is added to the title to distinguish the activity from project-level assessment.

***World Summit on Sustainable Development:*** International summit to be held in 2002 to review the implementation of *Agenda 21*, as well as the other recommendations of the 1992 Rio Summit, and to agree on new initiatives.

(See: <http://www.un.org/esa/sustdev/agenda21text.htm>)





## Acronyms

AC	Arctic Council
AEPS	Arctic Environmental Protection Strategy
AES	Environmental Services Division (at DFAIT)
APEC	Asia Pacific Economic Cooperation
ARF	ASEAN Regional Forum
CCIC	Canadian Council for International Cooperation
CEAA	Canadian Environmental Assessment Act
CEC	Commission on Environmental Cooperation
CIBS	Canadian International Business Strategy
CIDA	Canadian International Development Agency
COP	Conference of the Parties to the Convention (United Nations)
CSD	Commission on Sustainable Development (United Nations)
DAC	Development Assistance Committee (OECD)
DFAIT	Department of Foreign Affairs and International Trade
ECE	Economic Commission for Europe
ECOWAS	Economic Commission of West African States
EDC	Export Development Corporation
EMS	Environmental Management System
EU	European Union
FAO	Food and Agriculture Organization (United Nations)
FTAA	Free Trade Area of the Americas
GEF	Global Environmental Facility
GDP	Gross Domestic Product
IAEA	International Atomic Energy Agency
IDRC	International Development Research Centre
IFF	Intergovernmental Forum on Forests
IFI	International Financial Institutions
IISD	International Institute for Sustainable Development
IMF	International Monetary Fund
INSDS	Interdepartmental Network for Sustainable Development Strategies
ISO	International Standards Organization
ITAC	International Trade Advisory Committee (DFAIT)
MDI	Multilateral Development Institutions
MEA	Multilateral Environmental Agreement
MNE	Multinational Enterprise
NAAEC	North American Agreement on Environmental Cooperation
NAFTA	North American Free Trade Agreement
NAMMCO	North Atlantic Marine Mammal Commission
NATO	North Atlantic Treaty Organization
NDFP	<i>The Northern Dimension of Canada's Foreign Policy</i>
NGO	Non-governmental Organizations
NORAD	North America Air Defence Command
NRTEE	National Round Table on the Environment and the Economy
OAS	Organization of American States

OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
OGD	Other Government Department
OHCHR	Office of the High Commissioner for Human Rights (United Nations)
OSCE	Organization for Security and Cooperation in Europe
PIC	Prior Informed Consent
POP	Persistent Organic Pollutant
SAGIT	Sectoral Advisory Groups on International Trade (DFAIT)
SD	Sustainable Development
SDS	Sustainable Development Strategy
SEA	Strategic Environmental Assessment
SSHRC	Social Sciences and Humanities Research Council
UN	United Nations
UNCED	UN Conference on Environment and Development
UNCHS	UN Centre for Human Settlements
UNCLOS	UN Convention on the Law of the Sea
UNCSD	UN Commission on Sustainable Development
UNCTAD	UN Conference on Trade and Development
UNDP	UN Development Program
UNEP	UN Environmental Program
UNESCO	UN Educational, Scientific and Cultural Organization
UNFCCC	UN Framework Convention on Climate Change
UNHCR	UN High Commissioner for Refugees (Office of)
UN TOC	UN Convention on Transnational Organized Crime
WTO	World Trade Organization
YIIP	Youth International Internship Program (DFAIT)



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