Multilevel Climate Governance: The Pan-Canadian Framework on Clean Growth and Climate Change

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Interjurisdictional responsibility on environment and climate change

- Canada is a federation comprised of a central government, 10 provincial governments, 3 territorial governments
- Each level has assigned distinct powers under the constitution

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<thead>
<tr>
<th>Federal</th>
<th>Provincial</th>
<th>Territorial</th>
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<td>international borders; international relations; trade/commerce; navigation/shipping; coasts/fisheries; criminal law; <strong>legislation in the national interest</strong></td>
<td>municipalities, local works, property and civil rights; provincially owned lands and <strong>natural resources</strong></td>
<td>delegated powers under authority of Parliament of Canada; devolution is ongoing</td>
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- Environment is an area of shared jurisdiction
- Municipalities fall under provincial jurisdiction
- All governments play a key role in climate change policy
- FPT action is coordinated under the Canadian Council of Ministers of the Environment
Pan-Canadian Framework: Canada’s plan to meet its Paris Agreement commitments

• Under the Paris Agreement, Canada has committed to reduce its emissions by 30% from 2005 levels by 2030
• The Government of Canada recognizes that action on climate change requires coordination across all jurisdictions
• As such, in March 2016 the Prime Minister convened a meeting on climate change with provincial and territorial Premiers (a “First Ministers Meeting”) to adopt the Vancouver Declaration on Clean Growth & Climate Change
• The Vancouver Declaration kicked off an intensive process to develop the Pan-Canadian Framework throughout 2016, and outlined key areas for action and principles for collaboration
Development of the Pan-Canadian Framework: an open and collaborative process

- In 2016, First Ministers established **four Federal-Provincial-Territorial Working Groups** to identify policy options on carbon pricing, mitigation, clean technology innovation, and adaptation and climate resilience.
- Over 6 months, Federal-Provincial-Territorial Working Groups engaged with Indigenous Peoples and stakeholders, and considered input from Canadians, NGOs, industry, and subnational governments – including municipalities.
- This process represented an unprecedented level of consultation and engagement on climate change in Canada.
- Resulted in final working group reports with key recommendations.
Broad input from experts, practitioners and subnational governments, including municipalities

- There were two key mechanisms through which the working groups sought input

- **Working Group Roundtables**: the four working groups met with stakeholders and civil society in Montreal, Toronto and Vancouver
  - Included a presentation from the Federation of Canadian Municipalities during the working group meeting on adaptation

- **Online portal**: Online submissions and comments were received through a website, “Let’s Talk Climate Action”
  - Designed to collect submissions from Canadians on their recommendations under the four pillars of the Framework
  - Information submitted on the portal was reviewed and sent to working groups on a weekly basis
Pan-Canadian Framework on Clean Growth and Climate Change

• On December 9, 2016, First Ministers adopted the first ever pan-Canadian climate plan involving joint and individual commitments by federal, provincial and territorial governments.

• The plan puts Canada on a path to meet its 2030 emissions target.

• Annexes to the PCF outline areas where the federal government and each PT will work together to implement the PCF.

Pricing Carbon
Pollution

Adaptation and climate resilience

Complementary mitigation actions across all sectors

Clean technology, innovation & jobs
PCF Implementation - Governance

• Within Federal Government
  – Horizontal, whole-of-government approach
  – Federal PCF Oversight Committees at DM and ADM levels

• Federal/Provincial/Territorial
  – Committed to collective oversight and ongoing collaboration for implementation and policy action
    ▪ enhanced role for existing FPT Ministerial tables
  – Central FPT coordinating body to support annual reporting

• Engagement of Experts
  – External, independent review of PCF actions

• Governance, reporting, engagement, communications
  – Key to successful action on clean growth and climate change
Governance of the Pan-Canadian Framework

• First Ministers provide the most senior level forum for climate change discussions and oversight

• Governance structure has been established to support Pan-Canadian Framework implementation, including:
  – Oversight and reporting on implementation of federal PCF actions across 19 departments
  – Coordination and reporting on implementation of PCF actions across FPT governments

• Commitment to transparency and annual reporting to First Ministers and Canadians
Coordination Across Federal Departments

• Horizontal, whole-of-government approach
• ECCC coordinates the implementation of Pan-Canadian Framework federal actions
• Other implicated federal government departments are actively involved in the development and implementation of climate policy and measures
  – Natural Resources, Agriculture & Agri-Food, Transport, Infrastructure, etc.
• A Deputy Ministers Oversight Committee meets monthly to track progress
  – Comprised of 9 core member departments
  – Federal officials brief the Prime Minister through the Prime Minister’s Results Table on Clean Growth and Climate Change
Coordination Across Federal, Provincial and Territorial Governments

• Nine FPT councils and ministerial tables oversee the implementation of the Framework
  – Comprised of federal, provincial and territorial governments
  – Oversee and report to First Ministers on PCF actions related to their respective portfolios
  – Canadian Council of Ministers of Environment (CCME) oversees actions under carbon pricing, mitigation and adaptation

• Four of these tables (Environment, Energy, Innovation and Finance) serve a strategic integration function and provide strategic analysis and recommendations to First Ministers
Indigenous and Expert Engagement

Engaging First Nations, Inuit, and Métis

• Commitment to ensure that Indigenous Peoples are full and effective partners in PCF implementation
• Implementing the three distinctions-based senior bilateral tables
• All three tables, which include officials from several ministries, have been launched within the last seven months
• While the Ministry of Environment and Climate Change has overall responsibility to engage on climate change, we are truly taking a whole of government approach, including when working with Indigenous Peoples

Engaging Experts

• Liaising with and supporting consultations with external partners
• Developing a proposal for engaging external experts, including exploring options such as the creation of an external experts organization
• Providing secretariat support for the “Just Transition” task force initiative, that will provide advice on how to best support workers and communities affected the phase out of coal-fired energy generation
Reporting & Tracking Progress

- Reporting process allows governments to revisit their progress over time and recommend further action.
- Reporting takes place annually and includes multiple steps:
  1) Individual **annual progress reports** by nine FPT Ministerial councils and tables – summarize work completed under their respective portfolios.
  2) **Strategic integration reports** – provide analysis of progress and make recommendations on each PCF pillar.
  3) **Annual Synthesis Report** – a summary report that builds off progress reports:
     - Transmitted to First Ministers and made public.
- Upon receipt of annual synthesis report, First Ministers can provide further direction.
Recent Achievements and Milestones

Pan-Canadian Framework Implementation:

• Draft legislation and framework on the federal backstop system
• Draft coal and natural gas-fired electricity regulations
• Clean Fuel Standard regulatory framework
• Clean Growth Hub and Low Carbon Economy Challenge Fund launch
• Funding allocations to PTs under the Low Carbon Economy Leadership Fund