

Intergovernmental Affairs

Business Plan 2003-04

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Message from the Minister and Deputy Minister

I am pleased to present the 2003-2004 business plan for Intergovernmental Affairs. This plan outlines the mission, strategic objectives, and priorities of the agency for the current year.

The Office of Intergovernmental Affairs (IGA) is the central coordinating agency for the Executive Council in the field of intergovernmental affairs. It is responsible for coordinating the Province's relations with other governments, and bringing to light an understanding of our provincial operations and opportunities in the broader national and international context.

The Office works to coordinate and facilitate line departments' relations with each other and other governments and on long term and strategic issues. Our primary role is to ensure that the Province's approach in its relations with other governments is consistent, and to ensure a corporate perspective in all departmental dealings in national and international arenas.

There are five key areas where federal-provincial interaction over the coming year will hold particular importance for the future social and economic development of Nova Scotia. These areas include the improvement of the health care system, negotiations on offshore benefits to ensure Nova Scotia is the principal beneficiary, climate change, urban issues, and trade policy.

In the past year we have increased the staff complement of IGA, and responsibilities have been realigned to enhance our analytical and intelligence-gathering capabilities. These changes will help us work more cooperatively and effectively with other line departments, particularly on issues that cross several departmental lines. We will also continue to take a lead role in issues that deal with national unity, the constitution, trade negotiations, and First Ministers' and Premiers' meetings.

Mission

To provide leadership in the development of corporate strategies for Nova Scotia's relations with other governments.

Planning Context

Intergovernmental Affairs (IGA) is the central coordinating agency for the Executive Council in the field of intergovernmental affairs. It is responsible for coordinating and pursuing the Province's relations with the Federal government, other Provinces and Territories, and foreign governments at the national and subnational levels.

A specific, and major element of the planning context in 2001-2002 and 2002-2003 has been the Annual Premiers' Conference which is chaired by the Premier until July 2003. The conference represents a unique opportunity to ensure that Nova Scotia's views are considered in a national intergovernmental forum that influences Federal and Provincial policy and promotes interprovincial cooperation.

In general, the fact that the Government of Nova Scotia receives 36 percent of its revenue from Federal sources is reason enough to pay attention to intergovernmental relations. With recent events, however, the need for a coordinated Nova Scotian approach to intergovernmental relations has never been greater.

More specifically, there are five key areas where federal-provincial interaction over the coming year will hold particular importance for the future social and economic development of Nova Scotia: Health care, offshore benefits, action on climate change, urban issues and trade policy.

At present there are many external issues contributing to an expanded Federal presence in the Nova Scotia, and consequently a greater need to understand the Federal government, and for greater Federal/Provincial cooperation. These issues include increased globalization, climate change, NAFTA, trade policy, and pressures around border security and defence. Furthermore, as a result of the Province's future becoming increasingly tied to offshore development and a growing dependency on trade with the USA, it is critical that both governments negotiate agreements that substantially benefit Nova Scotia.

The emergence of trends towards an increasingly aged population, growing labour skill shortages, the depopulation and migration of rural Nova Scotians to large urban centres, coupled with pressures on resource industry stocks and the constraints associated with carrying a heavy (\$11.6 billion) debt burden are significant for our planning context. They have increased both the need for Federal/Provincial

cooperation to provide economic stimulus and for renewed fiscal arrangements to address the increased social, health and public service needs in this Province.

In addition, the Federal government provides a myriad of programs for Canadians, that for example, focus on building infrastructure, improving border security, fostering innovation, skills development among others, and which are important to Nova Scotia. In these circumstances, effective intergovernmental communication is required to ensure that Nova Scotia receives its fair share of whatever program funding is available.

Interprovincially, there is a developing trend towards increased consultation and cooperation. Since 1995, Annual Premiers' Conferences have witnessed greater solidarity between the Provinces and Territories in calling for changes to Federal policy and fiscal arrangements, particularly for health care, post-secondary education and transportation infrastructure. Premiers have also agreed to achieve higher levels of functional cooperation between the Provinces and Territories themselves.

This trend is even more pronounced at the regional level, where the four Atlantic Provinces have adopted common positions for the improvement of fiscal arrangements and an Atlantic Action Plan for regional cooperation in areas ranging from health and post-secondary education to resource development.

The cooperation agenda was a prominent feature of the Annual Premiers' Conference and the Council of Atlantic Premiers meeting in Nova Scotia in 2002, and underscores the resolve of the provinces to work together to leverage common positions in negotiations with the federal government.

Finally, the events of 11 September 2001 have heightened the importance of the Province's international relations, particularly with the United States. In addition to US trade protectionism (e.g., the softwood lumber dispute) have been added border security and transportation/air access issues. And the New England Governors/Eastern Canadian Premiers' Conference has established an ambitious environmental and trade agenda, apart from becoming a major forum for cooperative action on cross-border issues.

In this environment, Intergovernmental Affairs must, through its direct relations with the Federal Privy Council Office and intergovernmental agencies in other Provinces, promote an intergovernmental negotiating climate that reduces causes of friction between jurisdictions so that constructive negotiations may occur.

Furthermore, coordination of Nova Scotia's intergovernmental relations is essential to ensure that consistent messages are relayed by Nova Scotian departments and agencies to our negotiating partners.

On the one hand, the increasing number of issues requiring intergovernmental cooperation to resolve has led line departments to create specialized Federal-Provincial or intergovernmental sections. The relationship of Intergovernmental Affairs to these sections resembles the relationship between Treasury and Policy Board and the various departmental policy sections throughout government. The line departments focus on their own specific and often technical issues, while the central agencies provide a government-wide perspective and corporate coordination.

On the other hand, more and more intergovernmental issues are horizontal in nature, that is, their solution requires input and action from more than one department. Frequently, too, the Federal Government considers that issues - such as climate change, the federal urban agenda, and the strategic framework on social union - transcends jurisdiction, and seeks a solution involving not only several departments, but also more than one order of government. Intergovernmental Affairs is then called upon to coordinate these “residual” or “orphan” files, which do not fall neatly into any single line department’s area of responsibility. Furthermore, fiscal constraint in some line departments may require Intergovernmental Affairs to take a more active role in intergovernmental negotiations on technical issues, as it already does on the climate change file.

Recently the Intergovernmental Affairs (IGA) staff complement has increased and responsibilities have been realigned to enhance our analytical and intelligence-gathering capacities. Nonetheless, it is still one of the smallest IGA offices in Canada, and its resources will be stretched to fulfil its mandated objectives and additional responsibilities. These pressures can be resolved, however, through collaboration with line departments and agencies, clearer definition of intergovernmental roles and priorities, and a stress on effective information exchange and coordinated communications about intergovernmental matters by all departments and agencies.

Strategic Goals

These are the goals of the agency responsible for intergovernmental relations which by their nature support and advance the government's priorities of: *Health care - stabilize funding and improve service availability and quality; Education - improve the quality of education and the learning environment; Economy, Jobs and growth - take advantage of economic opportunities to maximize jobs and growth.*

1. Preserving and promoting the interests of Nova Scotia in its relations and negotiations with other governments in Canada and abroad.
2. Promoting and fostering cooperation between the Provinces of Atlantic Canada in development of policy and delivery of services.
3. Providing accurate and timely information in regards to the policies and initiatives of other governments that affect Nova Scotia to decision-makers responsible for advancing the government's core priorities.

Core Business Areas

1. Coordinate the overall intergovernmental strategy of the Nova Scotia government, to ensure a corporate approach to other governments.
2. Build on regional alliances to promote issues of fairness for Nova Scotians and Atlantic Canadians, and to promote regional programs and services which benefit citizens.
3. Expand Nova Scotia's international linkages to support and promote Nova Scotia's interests abroad.
4. Increase awareness and understanding, both within the Nova Scotia government and in other governments, of this Province's position relative to key intergovernmental issues, and to promote fairness to Nova Scotia in negotiations with the government of Canada and other governments.

Priorities

1. **Coordinate the overall intergovernmental strategy of the Nova Scotia government to ensure a corporate approach to other governments.**

- Through consultation with line departments, promote the identification of intergovernmental priorities and of opportunities for Federal-Provincial and interprovincial cooperation.
- Gather intelligence and develop central agency expertise by monitoring Federal and other Provincial developments to ensure that the Nova Scotia government can act in a proactive fashion.
- Provide strategic policy advice and support to Ministers and in particular the Premier as he advances Nova Scotia's priority agenda at First Ministers' Meetings, Annual Premiers' Conferences and other key intergovernmental meetings.
- Coordinate the development of this Province's intergovernmental and negotiating positions, and provide operational and strategic policy support for negotiations with other Federal-Provincial-Territorial governments.

2. **Build on regional alliances to promote issues of fairness for Nova Scotians and Atlantic Canadians, and to promote regional programs and services which benefit citizens.**

- Identify areas where a united Atlantic position towards Ottawa can yield policy and material benefits and work with Atlantic officials to develop this position for Premiers' approval.
- Coordinate the implementation of the Atlantic Action Plan and continue to identify areas where regional cooperation can yield economies of scale and more efficient delivery of services to Nova Scotians, and work with Atlantic officials to develop program proposals for Premiers' approval.
- Provide strategic advice and support to the Premier for and during meetings of the Council of Atlantic Premiers, of the Council of Maritime Premiers, and of the New England Governors and Eastern Canadian Premiers.

3. **Expand Nova Scotia's international linkages to support and promote Nova Scotia's interests abroad.**

- Ensure that Nova Scotia's interests are fairly considered in the development of solutions to transborder irritants, security and other issues.
- Support Nova Scotia's trade and investment strategies ensuring that Nova Scotia departments and agencies are kept abreast of international ideas,

trends and multilateral obligations, and of information gathered from international organizations.

- Co-arrange/manage high level diplomatic and trade/investment promotion visits and missions, and ensure that the Premier is fully briefed to participate in them and for visits from foreign dignitaries.
- Represent Nova Scotia's interests and positions, ensuring that these are known by various governments including foreign representatives accredited to Canada.

4. Increase awareness and understanding, both within the Nova Scotia government and in other governments, of this Province's position relative to key intergovernmental issues, and to promote fairness to Nova Scotia in negotiations with the government of Canada and other governments.

- Ensure that the Nova Scotian perspective is considered in external forums like the Annual Premiers Conference, and in the development of Federal policy by working with the Intergovernmental Affairs section of the Privy Council Office, and with other Federal agencies and departments in Ottawa and in the Atlantic region (e.g., Atlantic Canada Opportunities Agency, Department of Foreign Affairs and International Trade).
- Maintain and expand the network of Federal, Provincial and Territorial contacts in Intergovernmental Affairs and other departments so as to exchange information and policy positions.
- Maintain regular contact with line departments respecting their intergovernmental activity, and keep them abreast of issues involving other governments and Intergovernmental Affairs activities.
- Provide ministers and agencies with advice and support regarding trade agreements, negotiations and disputes.

Budget Context

INTERGOVERNMENTAL AFFAIRS		
	2002-03	2003-04
	Forecast (000's)	Budget (000's)
Total Program Expenses - Gross Current	\$ 1,362	\$ 1,898
Net Program Expenses - Net of Recoveries	\$ 1,240	\$ 1,806
Salaries and Benefits	\$ 620	\$ 1,139.5
Funded Staff (FTE's)	8.7	16.6

Outcome/Performance Measures

To assess the extent to which Nova Scotia's interests are being advanced in a consistent and effective manner in all of this Province's relations with other governments, Intergovernmental Affairs has developed the specific outcome measures listed below. While the measures specifically relate to the core businesses of Intergovernmental Affairs, they also serve as qualitative or quantitative measures of performance within three broad outcome areas:

1. The development of an enhanced understanding and acceptance, in this government and among other governments, of Nova Scotia's priority interests and positions in intergovernmental matters;
2. Interdepartmental coordination to ensure a corporate, priority-based, approach to Federal-Provincial/ Territorial issues, especially where they cut across several departments' responsibilities;
3. Ensuring that intergovernmental negotiations are conducted according to the corporate priorities of the Government of Nova Scotia and on the basis of thorough knowledge of the issues involved and of the interests and positions of other governments.

It should be noted that it is not always possible to control the outcomes of activities which involve either negotiations or delivery by line departments. Nor is it possible to predetermine the performance measures for the many substantive national and international issues that will surface over the course of the year that have yet to come to our attention, and that tend to occupy so much of the IGA calendar. For these reasons many IGA activities are not directly quantifiable.

Also, Intergovernmental Affairs is in the process of developing improved performance measures. This reflects efforts each year to continuously improve our ability to understand our performance in context to the services we deliver and our planning efforts. It is expected that this year data will be collected that will provide base year measures for new outcomes that will better reflect the value added of Intergovernmental Affairs' activities and its progress in fulfilling its core business functions.

Coordinate the overall intergovernmental strategy of the Nova Scotia government to ensure a corporate approach to other governments.

Outcome	Measure	Data	Benchmark	Target 04-05	Strategies to achieve the target
<p>The focus on, and current understanding of, corporate positions and priorities relative to intergovernmental issues and negotiation by appropriate line departments, federal departments, and international organizations.</p>	<p>Degree of improvement in the level of awareness of corporate priorities across the government Increased awareness of IG issues. Satisfaction with intelligence-gathering</p>	<p>Survey based. Increased awareness of IG issues.</p>	<p>66% of clients indicated that IGA had been successful in communicating NS key positions relative to intergovernmental issues.</p>	<p>75%</p>	<ul style="list-style-type: none"> • Through consultation with line departments, promote the identification of intergovernmental priorities and of opportunities for Federal-Provincial and interprovincial cooperation. • Gather and disseminate intelligence and develop central agency expertise by monitoring Federal and other Provincial developments to ensure that the Nova Scotia government can act in a proactive fashion. • Develop Nova Scotia's position if Canadian governance issues, national unity and constitutional matters arise. Obtain legal advice and develop Nova Scotian's position, and advance these positions with FPT governments. • Provide strategic policy advice and support to Ministers and in particular the Premier as he advances Nova Scotia's priority agenda at First Ministers' Meetings, Annual Premiers' Conferences and other key intergovernmental meetings. • Coordinate the development of this Province's IG and negotiating positions, and provide operational and strategic policy support for negotiations with other Federal-Provincial-Territorial governments, working closely with Provincial departments which share responsibility for areas such as fiscal arrangements, health, climate change, international trade, and national security. • Build strategic alliances on Federal-Provincial issues with other Provinces and Territories so as to develop common positions that Premiers and Ministers can advance to Ottawa. • Ensure the implementation of the Framework Agreement on the Social Union addresses Nova Scotia's concerns and needs through participation in intergovernmental and interdepartmental committees.

Build on regional alliances to promote issues of fairness for Nova Scotians and Atlantic Canadians, and to promote regional programs and services which benefit citizens.

Outcome	Measure	Data	Benchmark	Target 04-05	Strategies to achieve the Target
Stronger regional cooperation.	Assistance of the IGA in developing Regional alliances and initiatives that cut across multiple departments or influence or impact corporate priorities.	Survey based. Negotiation and completion of bilateral and multilateral agreements with Atlantic Provinces that result in common program or service delivery, or other cooperative ventures.	66% of clients said IGA had been instrumental in building regional alliances.	80%	<ul style="list-style-type: none"> • Identify areas where a united Atlantic position towards Ottawa can yield policy and material benefits and work with Atlantic officials to develop this position for Premiers' approval. • Coordinate the implementation of the Atlantic Action Plan and continue to identify areas where regional cooperation can yield economies of scale and more efficient delivery of services to Nova Scotians, and work with Atlantic officials to develop program proposals for Premiers' approval. • Provide strategic advice and support to the Premier for and during meetings of the Council of Atlantic Premiers, of the Council of Maritime Premiers, and of the New England Governors and Eastern Canadian Premiers. • Participate in the Steering Committee on Regional Cooperation (SCRC) which is the intergovernmental coordinating committee that provides executive support to the Council of Maritime Premiers (CMP) and the Council of Atlantic Premiers (CAP). • Provide strategic policy assessments to the Premier and the Executive Council on the role and future directions of the Council of Maritime Premiers and the Council of Atlantic Premiers and other regional economic and policy issues. • Participate in the Coordinating Committee which coordinates all activities of the New England Governors and Eastern Canadian Premiers (NEG/ECP) Conference and meets as required between annual meetings of the principals. • Co-chair with the State of Maine the NEG/ECP Standing Committee on Trade and Globalization directed to examine and make recommendations regarding issues, opportunities and constraints related to transborder trade and globalization relative to the New England and Eastern Canadian regions.

Expand Nova Scotia's international linkages to support and promote Nova Scotia's interests abroad.

Outcome	Measure	Data	Benchmark	Target 04-05	Strategies to achieve the target
Improved international linkages with international business and government contacts.	The percent of departments actively assisted by IGA in the development of international business and government contacts.	Survey based. Development of more international contacts.	37% of clients indicated that IGA played a role in expanding Nova Scotia's international linkages.	55%	<ul style="list-style-type: none"> • Ensure that Nova Scotia's interests are fairly considered in the development of solutions to transborder irritants, security and other international issues. • Collaborate closely with departments and Atlantic provinces in key FPT meetings, and also with industry on continuing dispute areas (e.g., lumber, dairy, fish, and liquor) as well as important policy areas such as industrial benefits, incentives, and resource policy. This can involve timely and co-ordinated interventions, preferably involving a common regional message and representation, that will result in decisions favorable to NS. • Maintain assistance to departments, municipalities and outside interested parties in coping with trade rules and problems. • Support Nova Scotia trade and investment strategies ensuring that Nova Scotia departments and agencies are kept abreast of international ideas, trends and multilateral obligations, and of information gathered from foreign governments, international organizations, the department of Foreign Affairs and International Trade, and its posts abroad. . • Co-arrange/manage high level diplomatic and trade/investment promotion visits and missions (i.e., Team Canada and Atlantic Trade Missions), and ensure that the Premier is fully briefed to participate in them. • Represent Nova Scotia's interests and positions, ensuring that these are known by various governments including foreign representatives accredited to Canada. • Maintain and update the database of Nova Scotia's memoranda of understanding with foreign governments. • Collaborate with Economic Development and Protocol to ensure that the Premier is fully briefed for visits of foreign Ambassadors, High Commissioners and Consuls. • Fully support the minister for International Trade by coordinating interdepartmental activity regarding the AIT, and by maintaining necessary links with economic development agencies. • Build a trade relations network of contacts, information/intelligence sources and a stronger trade presence in the IGA web site.

Increase awareness and understanding, both within the Nova Scotia government and in other governments, of the Province's position relative to key intergovernmental issues, and to promote fairness to Nova Scotia in negotiations with the government of Canada and other governments.

Outcome	Measure	Data	Benchmark	Target 04-05	Strategies to achieve the target
<p>Greater awareness and understanding of Nova Scotian intergovernmental procedures, policies, practices and positions.</p>	<p>Level at which line agency information requirements are being met by IGA respecting, key intergovernmental contacts and positions of other jurisdictions.</p>	<p>Survey based. Enhanced line department understanding of sister agency interests and positions adopted by other jurisdictions on key intergovernmental issues.</p>	<p>66% of client departments indicated that IGA was meeting their needs overall.</p>	<p>80%</p>	<ul style="list-style-type: none"> • Ensure that the Nova Scotian perspective is considered in external forums like the Annual Premiers Conference, and in the development of Federal policy by working with the Intergovernmental Affairs section of the Privy Council Office, and with other Federal agencies and departments in Ottawa and in the Atlantic region (e.g., Atlantic Canada Opportunities Agency, Federal Department of Foreign Affairs and International Trade). • Maintain and expand the network of Federal, Provincial and Territorial contacts in Intergovernmental Affairs and other departments so as to exchange information and policy positions. • Maintain regular contact with line departments respecting their intergovernmental activity, and keep them abreast of issues involving other governments and Intergovernmental Affairs activities. • Provide ministers and agencies with advice and support regarding trade agreements, negotiations and disputes. • Develop communications objectives to better position the Province of Nova Scotia in its communications with other jurisdictions and with key internal audiences.

Continued

Outcome	Measure	Data	Benchmark	Target 04-05	Strategies to achieve the target
<p>Nova Scotia positions reflected in bilateral and multilateral negotiations and agreements reached with the Federal and other governments.</p>	<p>Acknowledgment within the NS Government of efforts to ensure fairness in negotiations</p>	<p>Percentage of client departments recognizing IGA's role in ensuring fairness for NS in negotiations</p>	<p>63% of IGA clients indicate that the principle of fairness played an important role in intergovernmental negotiations and discussion.</p>	<p>80%</p>	<ul style="list-style-type: none"> • Leverage our leadership position at the Annual Premiers Conference to foster a negotiating environment that promotes fairness and ensures that Nova Scotia's concerns and interests are known and considered in the promotion and development of policy. • Data base and analyse the distribution and fairness of federal program spending across Canada. • Provide operational and strategic policy support for negotiations with other Federal-Provincial-Territorial governments. • In close collaboration with the Department of Finance, seek to achieve changes in existing Federal-Provincial fiscal arrangements to attain fairness for Nova Scotians by coordinating negotiations with the Federal government at the First Ministers' level on Equalization and other fiscal arrangements. • Coordinate the development of this Province's intergovernmental and negotiating positions in such key areas as Climate Change, the social union and improved Federal support for post-secondary education, health and economic development. • Work closely with Provincial departments engaged in negotiations on key Nova Scotia government priorities, such as fiscal arrangements, transportation infrastructure, health, security and skills and Labour Market issues.