



Mayor and Council  
Resort Municipality of Whistler  
4325 Blackcomb Way  
Whistler, BC, V0N 1B4

10<sup>th</sup> December 2014

Dear Mayor and Council,

The Association of Whistler Area Residents for the Environment (AWARE) would like to request on behalf of its members and the wider community, both within and beyond municipal boundaries, that you give consideration to the following.

Around the world over 110 nations recognize their citizen's right to live in a healthy environment. Unfortunately this is not the case in Canada. You may be aware of the national Blue Dot Tour and concurrent campaign that has been organised by the David Suzuki Foundation and Ecojustice. The aim of this campaign is simple, to have Canadian citizens right to a healthy environment reflected in the Charter of Rights. The approach is to create momentum from the ground up, with the people asking municipalities to make declarations of environmental rights on behalf of its constituents. Full details of the approach are included in Appendix 1.

In other communities there has been a range of responses to their residents calls for action around declarations for environmental rights. In Vancouver, the principles of the declaration were combined into their existing Healthy City Strategy (under goal 12); Yellowknife is also integrating the declaration into existing work. Montreal was the fourth city to support a declaration and they went so far as to incorporate a commitment to seek to advance similar declarations in the 80+ municipalities of the Greater Metropolitan Area, representing 3.8 million people, the vote was passed unanimously. In October Richmond adopted a declaration and has used the momentum and heightened engagement as an opportunity to formalise its own Sustainability Plan.

Appendix 2 to this letter provides a Model Municipal Declaration as proposed by the Blue Dot partners. In Whistler we have been progressive on many of the suggested priority actions highlighted in section 5, thanks to the foresight of Whistler: Its Our Nature, W2020, proactive bylaw development and the high value Whistler residents place on the environment. However, during the election there was increased dialogue around the gap in the community that has been left in the absence of W2020. While the principles of the plan are embedded within the RMOW, the absence of an on-going process has left local businesses, non-governmental organisations and community champions unsupported in the pursuit of various community derived goals outlined under the 16 W2020 strategies. The W2020 process may not have been perfect, but the principles it laid out remain relevant today and many could be directly applied to a declaration similar to that proposed by the Blue Dot partners.

With the above details and information in the appendices, we would like to request that Mayor and Council:

- Refer to RMOW staff the development of a declaration of environmental rights for Whistler, which supports the wider goals of the Blue Dot movement and reflects Whistler resident's values.
- Consider this as an opportunity to revisit W2020 and work with staff on a strategy for involving the wider community in sustainability actions that affect our community life, the resort experience, economic viability and protect the environment.

Having liaised with the Blue Dot partners extensively over the past six weeks we would be happy to pass on further information, contact details, etcetera, if this would be helpful to RMOW staff.

We thank you for taking the time to consider the above.

Sincerely,

Claire Ruddy

AWARE Executive Director

On Behalf of the AWARE Board and Membership

ecojustice

THE  
RIGHT  
TO A

*Healthy*  
ENVIRONMENT

CANADA'S TIME TO ACT

## TABLE OF CONTENTS

- 3** INTRODUCTION
- 4** PRINCIPLES OF STRONG ENVIRONMENTAL LAWS
- 5** REALITY CHECK
- 6** THE RIGHT TO A HEALTHY ENVIRONMENT
- 7** THE PATHWAY FOR CHANGE
- 8** ENVIRONMENTAL RIGHTS IN ACTION
- 9** CONCLUSION
- 10** REFERENCES & FURTHER READING

## ACKNOWLEDGEMENT

We would like to acknowledge former Ecojustice executive director Dr. David R. Boyd for his leadership on the issue of environmental rights in Canada. Much of the content in this publication is informed by his extensive body of work, particularly the 2012 book: *The Right to a Healthy Environment: Revitalizing Canada's Constitution*.



Special thanks to the **Catherine Donnelly Foundation** for their generous support of Ecojustice's Right to a Healthy Environment campaign.

## CONTRIBUTORS

Authored by Kimberly Shearon and Margot Venton, with contributions from Darcie Bennett, Megan Bradfield, Savannah Carr-Wilson, Pierre Hamilton, and Pierre Sadik.

Graphic design by Christa Ledding  
[www.christaledding.com](http://www.christaledding.com)

# INTRODUCTION

Most Canadians agree that strong environmental laws are important because they protect the quality of the air, water and land that our health depends on.

And yet, Canada consistently underperforms against its peers when it comes to environmental protection. In 2013, a report released by the Washington-based Center for Global Development ranked Canada's environmental protection record dead last among 27 wealthy countries.<sup>1</sup>

Despite being home to 20 per cent of the world's freshwater resources, Canada has no national law that regulates drinking water quality. Alberta's oil patch represents one of the biggest industrial projects on the planet, but federal laws fail to adequately regulate air, water or land pollution from oilsands extraction. Weak oversight by regulators also plagues the mining industry.

Countries around the world have begun to introduce laws to address or mitigate the effects of climate change, but Canada's laws have been slow to adapt. In fact, regulatory reviews of major energy projects in Canada consistently omit meaningful consideration of greenhouse gas emissions.

In almost every respect, Canada's environmental framework falls short. And we pay the price.

Weak environmental laws that fail to adequately protect against threats to the air, water and land that we all depend on put the health and wellbeing of Canadians at unnecessary risk.

But together, we can get Canada back on track.

More than 110 countries have already recognized their citizens' right to a healthy environment by enshrining it in their national constitution. Now it's time that we demand Canada do the same.

**Together, we can make it happen.**



# PRINCIPLES OF STRONG ENVIRONMENTAL LAWS

Change starts with strong laws.

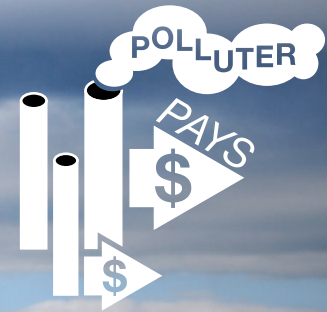
At Ecojustice, we believe every environmental law must include a few basic principles. Laws grounded in these principles can protect the places and people we love and ensure that every Canadian — no matter who they are, or where they live — can enjoy a healthy environment.



Strong environmental laws ensure that everything we put into the air, land and water is taken into account when regulators make environmental decisions. Considering how a proposed project will add to an area's cumulative pollution load provides a more accurate picture of its environmental impacts and helps prevent the creation of toxic hot-spots.



Strong environmental laws prevent toxic hot spots from developing and ensure that no one community suffers from a disproportionate pollution burden. They also ensure that regulators consider how our actions impact future generations so that our children don't suffer the consequences of degraded air, water and land.



Strong environmental laws ensure that when the actions of an individual or corporation degrade our water, air or land, the polluter — not taxpayers — pays to clean up the mess.



Strong environmental laws ensure that governments give concerned citizens meaningful opportunities to weigh in on environmental decision-making that affects their community and step in when those governments fail to enforce their own laws.



Strong environmental laws ensure that decision-makers 'look before they leap' where our air, land and water is concerned. When decision-makers have an incomplete understanding of the environmental risks associated with a project or plan, they err on the side of caution and impose safeguards to stop harm before it happens.



Strong environmental laws recognize that you can't enjoy a strong economy without a healthy environment. Protecting and restoring the quality of our air, water and land for future generations makes good economic and environmental sense.

## REALITY CHECK

### Canada's environmental law framework is far from comprehensive.

In almost every instance, Canada's federal laws fail to incorporate the six basic principles of strong environmental laws.

Jurisdictional issues also pose a challenge to effective protection of Canada's air, water and land. Because the environment is never referenced in the Canadian Constitution, there is uncertainty about which level of government is ultimately responsible for protecting people and the natural world from environmental harm.

Like the federal government, provincial and territorial governments have a mandate to create and implement environmental laws. However, inconsistencies from jurisdiction to jurisdiction have resulted in an ineffective

patchwork of environmental laws with major gaps that put the health of Canadians at risk.

For instance, drinking water quality is managed by the provinces and territories, which each have its own policy. These policies are not all created equal, meaning the quality of drinking water in Toronto may be significantly better than in Whitehorse. And because Canada has no national water law, communities under federal jurisdiction — such as First Nations reservations — have no legal protection of their drinking water quality and are therefore exposed to disproportionate health risks.

A United Nations study published in 2009 found that First Nations' homes are 90 times more likely to be without running water than the homes of other Canadians.<sup>2</sup> As of May 2014, Health Canada reported that there were 130 drinking water advisories in effect in 91 First Nation communities.<sup>3</sup>

Canadians deserve — and must demand — better.

### CASE STUDY: NEB ACT

The federal government gutted some of Canada's most important environmental laws when it forced through its omnibus budget bills in 2012.

The *National Energy Board Act* is one law that is significantly weaker today than it was pre-2012. As part of its efforts to fast-track major pipeline projects, the federal government rewrote key parts of the law, sacrificing independent science and a democratic, thorough review process at the altar of "efficiency."

As a result, valuable opportunities for public input have been restricted or stripped away in an (unsuccessful) attempt to ensure that the

Kinder Morgan Trans Mountain Expansion Project's review process takes no more than 15 months. There will be no cross-examination on the company's evidence, meaning intervenors — like the clients Ecojustice represents — will not have the opportunity to directly challenge Kinder Morgan's evidence about the safety of its proposal.

The narrow scope of the review process also explicitly excludes from consideration the environmental and human health impacts of climate change and oilsands development associated with the pipeline.

The result is a deeply flawed process that undermines the NEB's ability to fulfill one of its core duties: Regulate in the public interest.

# THE RIGHT TO A HEALTHY ENVIRONMENT

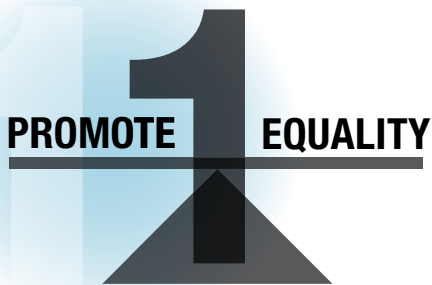
At a time when many countries around the world are introducing progressive legislation to protect their air, water and land, Canada is falling behind.

But there's a way to get Canada back on the right track.

It starts with you. And it ends with Canada enshrining the right to a healthy environment in the Charter of Rights and Freedoms.

The Charter gives each and every Canadian inalienable rights. It ensures freedom of expression and protects us from discrimination. It also guarantees each of us the right to life, liberty and security of person.

Here are three reasons why it's time for Canada's highest law to recognize each and every Canadian's right to a healthy environment:



Canada's patchwork of environmental laws means that thousands of First Nations people across the country do not have access to clean running water. It also means that communities near toxic hotspots like Sarnia's notorious Chemical Valley and Alberta's Fort McMurray, disproportionately bear Canada's pollution burden because governments continue to authorize industrial sprawl in these areas without considering cumulative environmental impacts. In some cases, pollution is not even being monitored.

▷▷ **The right to a healthy environment could fix these inequities by compelling governments to recognize that — regardless of who they are or where they live — every Canadian is entitled to a minimum standard of environmental quality.**



Canada has surprisingly weak rules about air pollution, drinking water safety and the use of toxic substances. For example, even though the Canadian Medical Association reports that air pollution contributes to more than 20,000 premature deaths each year,<sup>4</sup> Canada — unlike the United States, Australia and the European Union — has no legally-binding national air quality standards.

▷▷ **The right to a healthy environment could mandate the creation of new environmental laws, or require existing ones to be strengthened. This will have an immediate, direct impact on the quality of the air, water and land that our health depends on.**



Federal, provincial, territorial and municipal environmental laws in Canada can be rolled back at any time. But in countries that recognize their citizens' environmental rights this is not the case. Courts in many of these countries have recognized the "standstill principle," which interprets the right to a healthy environment to mean that existing environmental laws are a baseline that can be improved, but never weakened.

▷▷ **The right to a healthy environment could stop harmful law rollbacks — like the sweeping changes buried in the 2012 federal omnibus budget bills — before they happen, and ensure that efforts to protect the air, water and land on which we all depend stand the test of time.**



# THE PATHWAY FOR CHANGE

More than 110 countries around the world recognize that environmental rights are human rights. It's time that Canada's most powerful law did the same.

Here's how we can get there together.

## 3 OUR SHARED VISION ALL CANADIANS HAVE THE CHARTER RIGHT TO A HEALTHY ENVIRONMENT.

Laws and policies at all levels of government adapt to recognize this new right.

### 2

#### TOOLS FOR CHANGE STRATEGIC LITIGATION

Individuals or public interest groups make the case that a government action or decision that resulted in dangerous levels of air pollution, contamination of a water supply, or another form of environmental degradation is unconstitutional because it violates an existing Charter right (e.g. s.7: the right to life, liberty and security of the person). A legal victory would establish that existing Charter rights encompass the right to a healthy environment.

#### A NEW RIGHT

Adding a new right to the Charter is difficult, though not impossible. It would require Parliament's approval and the support of seven of the ten provinces, accounting for 50 per cent of the country's population. If that consent is secured within a three-year period, the federal government could add a section to the Charter recognizing the right of every Canadian to live in a healthy environment.

### 1

#### IT STARTS WITH YOU

#### JUDICIAL REFERENCE

Any federal, provincial, and territorial government can ask the Supreme Court to answer important legal questions such as whether the right to a healthy environment is implicit in the right to life, liberty and security of the person. This process, known as a judicial reference, has been used over a hundred times and the results are binding on lawmakers.

Large-scale legal change starts in our own backyards. When we come together to demand that our right to a healthy environment be recognized, we will create a groundswell too great for our decision-makers to ignore.

Canadians from coast to coast to coast are already leading grassroots campaigns urging their local communities to make declarations of support for environmental rights. Learn more at [www.bluedot.ca](http://www.bluedot.ca).

Some provinces, including Ontario and Quebec, already have provincial bills of environmental rights. And as more communities join the call for action, there will be pressure on the other provinces to follow suit. While these bills do not have the same force as a Charter right, they send a strong signal that Canadians are ready for change.

#### CHARTER RIGHTS IN ACTION

Sexual orientation is never mentioned in the Charter, but in 1995 the Supreme Court of Canada ruled that discrimination based on sexuality is analogous (comparable) to discrimination based on race, national or ethnic origin, and, as such, prohibited

Four years later, the Supreme Court also found that the definition of "spouse" that prevented same-sex partners from applying for support upon relationship breakdown was unconstitutional. Across the country, legislators began to bring their laws in line with same-sex couples' newly recognized rights.

# ENVIRONMENTAL RIGHTS IN ACTION

Environmental rights can improve human health, restore damaged ecosystems, and protect natural resources. Here are three powerful examples of how having the right to a healthy environment is making a difference around the world.



ENCOURAGING  
**ECONOMIC  
GROWTH**

while  
INVESTING  
in the

**ENVIRONMENT**

**RIVER  
POLLUTANT  
CLEAN  
UP**



**AIR  
QUALITY  
PROTECTION**



## NORWAY

The inclusion of environmental rights in Norway's constitution coincided with a boom in the country's offshore oil and gas industry. In order to meet obligations to guarantee its citizens' right to a healthy environment, the Norwegian government developed innovative ways to reduce its greenhouse gas emissions to offset growing fossil fuel production.

Norway implemented an 80 per cent tax on oil and gas company profits. It also introduced a carbon tax and invests the money in environmental and social programs.<sup>5</sup> While still a major oil and gas producer, Norway is now among the handful of countries committed to becoming carbon neutral.



## THE PHILIPPINES

The Philippines recognizes its citizens' right to a healthy environment, and as a result, Manila Bay — a notorious pollution hotspot — is being cleaned up.

In 2008, the Supreme Court of the Philippines released a major judgment in a case brought by "Concerned Residents of Manila Bay" which stated that government agencies "cannot shirk from their mandates." The court ordered 12 government agencies to develop a comprehensive plan to rehabilitate the bay. The court even took the unusual step of appointing itself to supervise restoration efforts.

The Philippines is now in the process of cleaning up 14 river systems in an effort to reduce pollutants entering Manila Bay by 50 per cent by 2015.<sup>6</sup>



## PORTUGAL

In 1976, Portugal became the first country in the world to enshrine the right to healthy environment in its constitution. A decade later, it introduced the *Environmental Framework Law* to ensure that government decision-making at all levels respects its citizens' environmental rights.

The law requires the government to evaluate industrial proposals using the precautionary principle to prevent pollution and mitigate its impacts before it happens. So when a proposal to build a gas station threatened the air quality around an elementary school, a Portuguese court ruled that the gas station would violate the schoolchildren's right to a healthy environment and could not be built.

## CONCLUSION

Change is afoot. Around the world, countries are being forced to adapt to the realities of climate change, water scarcity and deteriorating air quality. In the last 50 years, the right to a healthy environment has gained recognition faster than any other human right.<sup>7</sup>

When countries commit to legally protecting the basic elements of our survival — clean air, drinkable water and unpolluted land — the benefits are clear. Lighter ecological footprints. Stronger environmental laws. Healthier communities.<sup>8</sup>

Canada is the second largest country on the planet.

# IT IS HOME TO



**25%**  
of the world's  
wetlands

**20%**  
of the world's  
fresh water



**20%** of the world's remaining  
wilderness

**98%** of Canadians **view nature as essential to human survival.**<sup>9</sup>  
And according to a 2012 poll conducted by the David Suzuki Foundation,

**85%** of Canadians  
**agree that people should have the right to a healthy environment.**

By enshrining the right to a healthy environment in the Canadian Charter, we can align our highest law with our most deeply-held values. The right to a healthy environment will be a powerful catalyst in improving the quality of our laws, our environment and our health.

We've seen it in Norway. In the Philippines. In Portugal. **Now it is Canada's turn.**

## REFERENCES

- 1 “Commitment to Development Index 2013” accessed July 21, 2014, <http://www.cgdev.org/publication/commitment-development-index-2013>
- 2 UN Department of Economic and Social Affairs, Secretariat of the Permanent Forum on Indigenous Issues. 2009. *The State of the World’s Indigenous Peoples*. New York: United Nations, p. 25.
- 3 “Drinking Water and Waste Water” accessed July 21, 2014 <http://www.hc-sc.gc.ca/fniah-spnia/promotion/public-publique/water-eau-eng.php>
- 4 Canadian Medical Association No Breathing Room; National Illness Cost of Air Pollution (2008).
- 5 David R. Boyd “The Nature Debate, part 1: Make it Law” *Financial Post*, January 25, 2013.
- 6 David R. Boyd, *The Right to a Healthy Environment: Revitalizing Canada’s Constitution*, (Vancouver: UBC Press, 2012): 164.
- 7 David R. Boyd, “The Constitutional Right to a Healthy Environment” accessed July 30, 2014 <http://www.environmentmagazine.org/Archives/Back%20Issues/2012/July-August%202012/constitutional-rights-full.html>
- 8 David R. Boyd, *Constitutional Recognition of the Right to a Healthy Environment: White Paper* (Vancouver: David Suzuki Foundation: 2013)
- 9 David R. Boyd, *Unnatural Law: Rethinking Canadian Environmental Law and Policy* (Vancouver: UBC Press, 2003): 4

## FURTHER READING

Alvin Singh and Alaya Boisvert, *Broken Ground: On the Frontlines of a Fractured Landscape* (David Suzuki Foundation, 2014) available at: <http://brokenground.ca/>

David R. Boyd, *Unnatural Law: Rethinking Canadian Environmental Law and Policy* (Vancouver: UBC Press, 2003)

David R. Boyd, *The Right to a Healthy Environment: Revitalizing Canada’s Constitution* (Vancouver: UBC Press, 2012).

Paul R. Muldoon, *An Introduction to Environmental Law and Policy in Canada*. (Toronto: Emond Montgomery Publications, 2008)

R.D. Bullard, *The Quest for Environmental Justice: Human Rights and the Politics of Pollution* (San Francisco, Sierra Club Books, 2005)

William Amos and Margot Venton, *Restoring the Balance: Recognizing Environmental Rights in British Columbia* (Vancouver: Ecojustice, 2009)

## **Model Municipal Declaration The Right To A Healthy Environment**

Whereas the MUNICIPALITY understands that people are part of the environment, and that a healthy environment is inextricably linked to the well-being of our community;

The MUNICIPALITY finds and declares that:

1. All people have the right to live in a healthy environment, including:

The right to breathe clean air

The right to drink clean water.

The right to consume safe food.

The right to access nature

The right to know about pollutants and contaminants released into the local environment.

The right to participate in decision-making that will affect the environment

2. The MUNICIPALITY has the responsibility, within its jurisdiction, to respect, protect, fulfill and promote these rights.
3. The MUNICIPALITY shall apply the precautionary principle: where threats of serious or irreversible damage to human health or the environment exist, the MUNICIPALITY shall take cost effective measures to prevent the degradation of the environment and protect the health of its citizens. Lack of full scientific certainty shall not be viewed as sufficient reason for the MUNICIPALITY to postpone such measures
4. The MUNICIPALITY shall apply full cost accounting: when evaluating reasonably foreseeable costs of proposed actions and alternatives, the MUNICIPALITY will consider costs to human health and the environment.
5. By Dec 31st 2015, the MUNICIPALITY shall specify objectives, targets and timelines and actions the MUNICIPALITY will take, within its jurisdiction, to fulfill residents' right to a healthy environment, including priority actions to:
  - a. Ensure equitable distribution of environmental benefits and burdens within the municipality, preventing the development of pollution "hot spots";
  - b. Ensure infrastructure and development projects protect the environment, including air quality;
  - c. Address climate change by reducing greenhouse gas emissions and implementing adaptation measures;
  - d. Responsibly increase density;
  - e. Prioritize walking, cycling and public transit as preferred modes of transportation;
  - f. Ensure adequate infrastructure for the provision of safe and accessible drinking water;
  - g. Promote the availability of safe foods;
  - h. Reduce solid waste and promote recycling and composting;
  - i. Establish and maintain accessible green spaces in all residential neighbourhoods.

The MUNICIPALITY shall review the objectives, targets, timelines and actions every five (5) years, and evaluate progress towards fulfilling this declaration.

The MUNICIPALITY shall consult with residents as part of this process.



## **Municipal Declaration of Environmental Rights — FAQs**

### **What are environmental rights?**

Just as Canada's Charter of Rights and Freedoms guarantees us freedom of expression and protects us from discrimination, environmental rights would ensure that our laws and policies protect the basic elements of our survival, such as clean air, safe water and unpolluted land. Over the past 50 years, the right to a healthy environment has gained recognition faster than any other human right. Today, Canada is among a minority of countries that does not yet to recognize the right to a healthy environment.

### **Is the environment a municipal issue?**

Municipal governments make decisions that affect transportation, housing density, waste disposal and other issues related to the quality of the environment. Local governments also have the power to pass bylaws to protect residents from environmental harm. For example, in 1991, the Municipality of Hudson, Quebec, passed a bylaw to restrict the use of pesticides. Since then, communities across Canada have considered passing pesticide restrictions to protect the health of residents.

### **What is a municipal declaration of environmental rights?**

Even though our national Constitution does not formally recognize environment rights, local governments can introduce declarations of environmental rights to show their support for residents' rights to clean air, water and safe food. Declarations are also a commitment by municipalities to address local environmental concerns. Municipal declarations also have the power to draw attention to the Canadian Constitution's silence on environmental issues.

### **What would a declaration of environmental rights mean in my community?**

A municipal declaration of environmental rights is a commitment to decision-making principles that will protect, fulfill and promote the right to a healthy environment. A community's specific declaration might include a commitment to use the best and latest available science to ensure that the right to a healthy environment is always considered when decisions are made. A declaration can also include a commitment to set clear environmental objectives and targets for air pollution or other issues of relevance to the community. Finally, a declaration of environmental rights can ensure accountability through regular assessment and public reporting of the municipality's progress on meeting its sustainability objectives.

### **Will municipal declarations support environmental rights for all Canadians?**

Large-scale social change starts in our own backyards. As a growing movement of Canadians calls upon local communities to pass municipal declarations respecting people's right to live in a healthy environment, decision-makers across all provinces and territories will take notice. This will put pressure on provinces to follow suit and pass environmental bills of rights, as some provinces, including Ontario and Quebec, have already done. While these bills do not have the same force as a Charter right, they send a strong signal that Canadians are ready for change. When seven out of 10 provinces representing more than 50 per cent of the Canadian population have recognized our right to a healthy environment we turn toward the ultimate goal: adding environmental rights to the Canadian Charter of Rights and Freedoms.

### **How can I support a declaration in my community?**

Canadians from coast to coast to coast are already leading grassroots campaigns to urge their local communities to make declarations of support for environmental rights. To find out how you can get involved in your community, visit [www.bluedot.ca](http://www.bluedot.ca).