

Towards A New Governance Model For Lake Simcoe

Report of the Lake Simcoe Environmental Management Strategy Steering Committee



November 16, 2007

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The Members of the Lake Simcoe Environmental Management Strategy partnership gratefully acknowledges all stakeholders who participated in consultations on the future of Lake Simcoe, and in particular wish to thank the dedicated commitment and vision of the LSEMS Working Group who presented the foundation for this report.

Members of the Lake Simcoe Environmental Management Strategy Working Group

Organization/Affiliation	Steering Committee Member	Alternate
Ministry of the Environment	Anne Neary, Co-Chair	Elizabeth Janz
Ministry of Natural Resources (Aurora)	Peter Waring , Co-Chair	
Regional Municipality of York	Barbara Jeffrey	Karen Antonio Hadcock
City of Barrie	Richard Forward	Stew Patterson
Fisheries and Oceans Canada	Melanie Boivin	Chris Strand
Durham Federation of Agriculture	Ed Beach	
Federation of Anglers and Hunters	Wes Brown	
Ladies of the Lake/The Wave	Annabel Slaight	Goody Gerner
Rescue Lake Simcoe Coalition	John Gilbank	
Building Industry and Land Development	Marvin Geist	Jessica Annis
Lake Simcoe Region Conservation Authority	Gayle Wood	Mike Walters
Lake Simcoe Conservation Foundation	Debby Beatty	Kimberley MacKenzie
Administrative Support to LSEMS	Gina Casey, LSRCA	
Facilitator	Karen Wianecki, Planning Solutions	

Members of the Lake Simcoe Environmental Management Strategy Steering Committee

Organization/Affiliation	Steering Committee Member	Alternate
Lake Simcoe Region Conservation Authority	Gayle Wood, Chair	Mike Walters
Ministry of the Environment	Anne Neary	Elizabeth Janz Wolfgang Scheider Claude Lafrance
Ministry of Natural Resources (Aurora)	Tracy Smith	Peter Waring
Ministry of Agriculture, Food and Rural Affairs	Scott Duff	Hugh Simpson
Ministry of Municipal Affairs and Housing	Bruce Singbush	Tim Haldenby Christy Doyle
Ministry of Public Infrastructure Renewal	Tija Dirks	Trevor Bingler Michael Azulay
Fisheries and Oceans Canada	Melanie Boivin	Chris Strand
Environment Canada	Michael Goffin	Al-Noor Jamal Sandra George
Chippewas of Georgina Island First Nation	Donna Big Canoe	
Regional Municipality of Durham	Nestor Chornobay	Nancy Rutherford
County of Simcoe/Town of New Tecumseth	Rick Newlove	Ian Bender
Regional Municipality of York	Barb Jeffrey	John Waller
City of Orillia	Kathy Suggitt	
City of Barrie	Richard Forward	Stew Patterson
Town of Innisfil	Rob McAuley	
Town of Bradford West Gwillimbury	Gord Miokovic	Jay Currier
Township of Ramara	Richard Bates	
City of Kawartha Lakes	Richard Danziger	
Administrative Support to LSEMS	Gina Casey, LSRCA	
Facilitator	Karen Wianecki, Planning Solutions	

EXECUTIVE SUMMARY

For seventeen years, efforts to protect and restore the health of Lake Simcoe have been underway through the Lake Simcoe Environmental Management Strategy (LSEMS) partnership, under the leadership of the Lake Simcoe Region Conservation Authority. Operating under an interim Memorandum of Understanding, the current LSEMS Phase III partnership agreement is slated to expire on March 31, 2008. Looking to the future, the LSEMS Steering Committee is recommending a governance model for Lake Simcoe that focuses on an expanded collaborative that would align the interests and the efforts of business, citizens and all levels of government.

Premised on the advise and guidance forthcoming from the members of the Working Group, the LSEMS Steering Committee recognize that there is a need for:

- Better coordination of science;
- Better coordination of remediation guided by an action plan and appropriate resources;
- Better coordination of communications and education efforts concerning Lake Simcoe and its watershed.

The Steering Committee supports the principles put forward by the Working Group that the future governance model be premised on:

- A collaborative approach that is expanded to include the public and industry along with all levels of government;
- What the lake needs;
- Enhanced communications/consultation and information sharing;
- Avoiding duplication and overlap;
- Sustainable and reliable funding;
- Strong science and monitoring;
- Building on the success of the past;
- No new decision making body.

The Steering Committee supports the premise that everyone brings a strength and that Lake Champions are needed. The Steering Committee recognizes the importance of moving forward expeditiously with a common vision and set of strategic priorities that are shared by all and consequently, is recommending a governance model that promotes a centralized point of contact through an LSEMS Secretariat that will provide support to the new partnership. It is recommended that the Lake Simcoe Region Conservation Authority provide the services of the Secretariat. The Steering Committee is recommending that the new partnership be headed by an Executive Council and that its operations be guided by a Steering Committee, both of which would have representation from government, industry and the public. It is recommending further that the partnership not be a decision making body but rather act as a conduit for information sharing, collaboration and cooperation, as suggested by the Working Group so that the interests of government, industry and the public are aligned in working for the betterment of Lake Simcoe. It is the expectation that the respective decision making agencies will be committed to action and implementation based upon the recommendations of the new collaborative partnership.

The LSEMS Steering Committee recommendations are summarized below.

Recommendations of the Lake Simcoe Environmental Management Strategy Steering Committee

The LSEMS Steering Committee recommends that the new partnership:

- **Consists of a collaborative approach that is expanded to include citizens and industry along with all levels of government.**
- **Focuses on what the lake needs.**
- **Promotes enhanced communications, consultation and information sharing.**
- **Avoids duplication and overlap.**
- **Does not create a new decision making body.**
- **Has sustained and reliable funding.**
- **Builds on the successes of the past.**
- **Continues to emphasize science-based research, analysis and reporting (science and monitoring).**
- **Supports a centralized point of contact with the Lake Simcoe Region Conservation Authority (LSRCA) acting as the administrative body to support the new partnership.**

Recommendation #1 (page 7)

The Steering Committee supports the statement of the Working Group that everyone brings strength to a co-collaborative partnership and that Lake Champions are needed.

Recommendation #2 (page 7)

The Steering Committee agrees with using the report of the Working Group as the foundation for preparing this report.

Recommendation #3 (page 8)

The Steering Committee supports the recommendation of the Working Group with respect to what the Lake needs.

Recommendation #4 (page 9)

The Steering Committee supports the principles of good governance as identified by the Working Group in their report.

Recommendation #5 (page 12)

The Steering Committee supports the critical elements required to develop a new governance model as identified by the Working Group.

Recommendation #6 (page 13)

The Steering Committee supports the learnings taken from other governance models reviewed by the Working Group and the important role that these have in developing a new governance model for Lake Simcoe.

Recommendation #7 (page 14)

The Steering Committee did not agree on the establishment of a new name for the partnership. The Steering Committee recommends that the new partnership determine whether or not a new name is required and/or appropriate.

Recommendation #8 (page 15)

The Steering Committee supports the position of the Working Group that the governance model should be implemented through a Memorandum of Understanding (MOU).

Recommendation #9 (page 16)

The Steering Committee recommends that the new LSEMS partnership be headed by an LSEMS Executive Council, which was referred to in the Working Group Report as a 'Governing Council'.

Recommendation #10 (page 17)

The Steering Committee recommends that the new LSEMS partnership include a LSEMS Steering Committee, which was referred to in the Working Group Report as the 'Executive Committee'.

Recommendation #11 (page 18)

The Steering Committee recommends that no separate entity be created to manage the new partnership and that, the partnership secretariat be supported by the Lake Simcoe Region Conservation Authority.

Recommendation #12 (page 19)

The Steering Committee recommends that the new structure not be cumbersome with a minimal number of subcommittees, with their composition, scope, role and duration to be established by the new Steering Committee.

1. INTRODUCTION

An environmental management strategy partnership for Lake Simcoe has existed informally since the mid 1980s. The original partnership was a Memorandum of Understanding between the province and the Lake Simcoe Region Conservation Authority. The goal of the partnership is:

To improve and protect the health of the Lake Simcoe watershed ecosystem and restore recreational opportunities. LSEMS focuses on restoring a self sustaining coldwater fishery; improving water quality; reducing phosphorus loads to Lake Simcoe and protecting natural heritage features and functions.

Since 1990, LSEMS has been carried out in phases or planning cycles, under the direction of the LSEMS Steering Committee. Over the past seventeen (17) years, the partnership has expanded to include municipal, federal, First Nation representatives, and citizens and, at the present time, LSEMS membership includes: Chippewas of Georgina Island First Nation, Fisheries & Oceans Canada, Ministry of Agriculture, Food and Rural Affairs, Ministry of the Environment, Ministry of Municipal Affairs & Housing, Ministry of Natural Resources, Ministry of Public Infrastructure Renewal, Regional Municipality of Durham, Regional Municipality of York, County of Simcoe, City of Barrie, City of Kawartha Lakes, City of Orillia, Town of Bradford West Gwillimbury, Town of Innisfil, Town of New Tecumseth, Township of Oro-Medonte, Township of Ramara, Lake Simcoe Region Conservation Foundation, Lake Simcoe Region Conservation Authority and Environment Canada(ex-officio).

The current LSEMS Phase III Memorandum of Understanding (MOU) expired on March 31, 2007 but has been extended to March 31, 2008 through an interim MOU. Under the terms of the extended Phase III Agreement, the LSEMS partners agreed to complete three tasks:

1. Finalize the LSEMS Phase III Progress Report and Public Summary.
2. *Consider governance models that will ensure adequate decision making in a manner that will provide for the protection and restoration of the Lake Simcoe watershed as a whole and which will include, but is not limited to, collaboration among decision-making agencies, enhanced opportunities for citizen and stakeholder engagement, and increased transparency and accountability; and*
3. Finalize a Lake Simcoe Comprehensive Basin Wide Plan for protecting and restoring the health of Lake Simcoe and its watershed, including consultation with stakeholders and the public.

In preparing for a new phase of LSEMS, the Steering Committee through the Lake Simcoe Region Conservation Authority, began a two-year public consultation process and a Conference was held in 2005. **Stakeholders throughout that process, conveyed a clear message with respect to the future of the LSEMS partnership – they wanted a more collaborative approach to encourage public participation, integrated action and broader community engagement during the development of a common set of goals and strategies to protect, restore and improve the Lake.**

The LSEMS Steering Committee agreed that it was vital to create a Working Group of community, industry, business and government to craft a report providing recommendations for the future. The Working Group completed their report on June 30, 2007, and provided their recommendations to the Steering Committee for review. It was agreed by the Steering Committee that where there was an opportunity to clarify, define and enhance the Working Group Report, all efforts would be made to provide such enhancements.

Critical to capitalizing on the collective intelligence of all partners is the design of a governance structure that meets the needs of the Lake.

The Steering Committee supports the Working Group recommendation that...

Everyone Brings A Strength: Responding to the needs of the Lake requires extraordinary effort and the collaborative action of the community, volunteers, municipalities, affected First Nations, the Conservation Authority, interest groups and organizations, provincial and federal staff and politicians.

Lake Champions Are Needed: The Lake faces a number of critical issues. There is a need to engage senior decision makers to become champions for the Lake and commit needed resources.

The LSEMS Steering Committee agreed with respect to the process, that...

1. The LSEMS Working Group Report would form the foundation for moving the process forward.
2. The Steering Committee will produce a short Report that documents the key recommendations that will go forward to the decision makers.
3. The Working Group Report will remain as a stand-alone document and will be appended to the Steering Committee recommendations.
4. The Working Group Report will not be altered by the Steering Committee.
5. The Steering Committee will produce its own set of recommendations, using the Working Group Report as the foundation for this work.
6. The Steering Committee will review the Working Group Report recommendations and will determine if there is concurrence with the recommendations or not. If necessary, clarification will be provided and/or enhancements made to the recommendations forthcoming from the Working Group. The Steering Committee will revisit the recommendations and validate the principles. The process will be as follows:
 - i) Begin with the Working Group Report
 - ii) Do we agree? If not, why not?
 - iii) Are there elements the Working Group missed?

2. WHAT THE LAKE NEEDS

Members of the LSEMS Steering Committee are in agreement with the LSEMS Working Group with respect to 'what the lake needs.' The Steering Committee confirm their support for the following:

The Steering Committee supports the Working Group recommendation that the lake needs...

- *An Appreciation That Time is Of the Essence**
- *Lake Champions – An Alliance of Decision Makers and Catalysts Who Can Effect Change**
- *A Common Vision that is Shared By All*
- *A Unity of Purpose & Action to Address the Priorities of the Lake**
- *Strategic Leadership*
- *One Centralized Point of Contact*
- *Sustainable Funding (Adequate, Reliable & Dedicated) and the Ability to Lever Funding From A Number of Sources, Including Partners to Address the Priorities of the Lake**
- *Efficient and Effective Resource Allocation*
- *Efficient and Effective Public-Private Partnerships*
- *Integrated and Coordinated Plans of Action*
- *A Meaningfully Engaged Public Who Feel A Sense of Ownership and Pride in the Lake*
- *An Ecosystem-Based Management Approach (A Holistic Approach; A Balanced Approach Based on the Ecosystem)**
- *A Collaborative Web of Constituents and Stakeholders*
- *An Enhanced Monitoring and Analysis System That Is Connected To Indicators of Watershed Health*
- *Continued Emphasis on Science, Data Collection and Information Sharing*

* Denotes embellishments made by the Steering Committee to enhance the Working Group report which are noted in italics.

3. THE PRINCIPLES OF GOOD GOVERNANCE

While there is a great deal of literature available on the subject of governance, there are several fundamental principles upon which good governance is based. These can be categorized as follows:

1. **Legitimacy and Voice (Participation, Consensus orientation)**
2. **Direction (Strategic vision)**
3. **Performance (Responsiveness, Effectiveness and Efficiency)**
4. **Accountability (Accountability, Transparency)**
5. **Fairness (Equity, Rule of Law)**

Good governance requires that some element of all five principles be present.

The LSEMS Steering Committee supports the principles of good governance, as identified by the LSEMS Working Group, as follows:

inclusiveness	appropriately resourced	single point of contact
accountability	cost efficient	practical, implementable
transparency	lake & watershed focused	integrated with other mandates
simplicity	ability to inform decisions	promotes information sharing
Lake Champions	common vision	discourages duplication/ overlap
unity of purpose	strategic leadership	engaged public-ownership & pride
collaborative constituents	enhanced monitoring	ecosystem-based
integrated plans of action	effective partnerships	continued emphasis on science

In building on the Working Group Report, the Steering Committee has taken these principles and defined them to ensure that all partners fully understand their meaning in the context of the recommended governance structure for Lake Simcoe and its watershed:

1. **Governance:** Governance does not equate to government; it is the process whereby organizations interact; how they relate to their constituents and how decisions are made; a process whereby organization's make important decisions, determine who they will involve in the process and how accountability is rendered. (Working Group Definition)
2. **Inclusiveness (of all representative interests):** In a partnership, inclusiveness includes all interested stakeholders, where interests of all are aligned towards a common objective and shared goal, fostering respect for all stakeholders and their perspectives. (Steering Committee Definition).
3. **Accountability:** May be dictated or implied by law, regulation, or agreement. In leadership roles, accountability is the acknowledgement and assumption of responsibility for actions, products, decisions, and policies including the administration, governance and implementation within the scope of the role or employment position and encompassing the obligation to report, explain and be answerable for resulting consequences. In public organizations accountability is based on methods of public reporting and increased opportunity for public and industry participation. (External Sources Definition)
4. **Transparency:** In governments, a body of law, regulation, and practice has grown to ensure that ordinary citizens have access to meetings of government officials, are able to request and receive government documents, and are able to input into government decisions and rule-making. Transparency allows the public to openly see the activities of the organization; requires timely release of information; ensures transactions and processes are readily identifiable and accountable; ensures clear tracking of activities; educates citizens; and ensures citizens can hold officials accountable for the actions. (External Sources Definitions)
5. **Simplicity and easily understood:** Simplicity minimizes complexities to ensure that the scope, structure and function of governance and the vision for the Lake is understandable to as many as possible. (Steering Committee Definition)

6. **Appropriately Resourced:** Adequate funds and other resources and requests to deliver on specific criteria and deliverables over specific timelines (strategic plan, business plans and annual workplans) from all partners. (Steering Committee Definition)

Efficient and Effective Resource Allocation avoids wasting resources through discussions on the strategic vision for the lake, roles and responsibilities, and discussion on elimination of duplication and overlap. (Steering Committee Definition)

Efficient and Effective Public-Private Partnerships enable the organization to obtain/raise/garner money from both public and private sources towards the organizations goals. (Steering Committee Definition)

7. **Cost Efficient:** A cost-efficient organization will be the most effective with as little waste of time or effort or expense. (External Sources Definition)

8. **Lake and Watershed focused:** Lake focused is where the lake is the centre for existing and future strategic directions and decisions for the organization; goals for the lake will be the drivers and stimulus. (External Sources Definition)

Watershed focus: A watershed is focused on a drainage basin or river catchment which is that region of land whose water drains into a specified body of water; and a watershed focus would be similar to “lake focus’ but on a watershed basis. (External Sources Definition)

9. **Ability to inform decisions:** Informing decisions allows partnerships to give recommendations about a decision or course of action and to meet and exchange views to reach a decision. (External Sources Definition)

10. **Based on a single point of contact:** “A face for the lake” as a centralized point of contact provides one window approach to lake and watershed management. (Working Group Definition)

11. **Practical, implementable and applicable to LSEMS (The Forum Fits the Fuss):** A new partnership must meet the needs of the lake and the needs of the people (citizens, industries, and governments) around the lake; and it should be fiscally achievable. (Working Group Definition)

12. **Integrated with the mandates and requirements of other organizations and agencies:** The new model must be harmonized so that it can operate together with government operational frameworks; it should align with existing mandates and build on them. (Working Group Definition)

13. **Promotes information sharing, cooperation and coordination of effort:** Sharing of information, co-operation and co-ordination of all partners – government and stakeholders will provide for shared ownership of the resources as well as achieve operational efficiencies and effectiveness in resource allocation to achieve shared goals. (Working Group Definition)

14. **Discourage duplication and overlap:** A new partnership must not duplicate current mandates, but provide value added from each partner. (Working Group Definition)

15. **Lake Champions:** High profile decision makers who can commit resources, effect positive change and offer a stronger voice for the Lake and watershed are needed. (Working Group Definition)
16. **A Common Vision that is Shared By All and A Unity of Purpose:** A shared strategic vision and action plan for the Lake is required. (External Source Definition)
17. **Strategic Leadership:** The strategy is the plan; strategic leadership is the thinking and decision making required to develop and effect the plan. It implies leading complex consequential decisions for future action in uncertain, complex, and ambiguous environments based on knowledge and experience and with assumed levels of risk. (External Source Definition)
18. **Integrated and Coordinated Plans of Action:** Business Plans and Workplans must be operationalized under unity of purpose and common vision to achieve SMART goals for the Lake – Specific, Measurable, Achievable, Realistic and Timebound. (Working Group Definition)
19. **A Meaningfully Engaged Public Who Feel A Sense of Ownership & Pride in the Lake:** (refer to inclusiveness under 2)
20. **An Ecosystem-Based Management Approach:**

The **Ecosystem Approach** is considered one of the most important principles of sustainable environmental management.

The Sixth Conference of the Parties to the Convention on Biological Diversity defined the Ecosystem Approach in Decision V/6, Annex A, section 1 as ‘a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way’.

Essentially it requires the taking into consideration of the effects of actions on every element of an ecosystem, based on the recognition that all elements of an ecosystem are linked. (External Source Definition)

20. **A Collaborative Web of Constituents and Stakeholders:** Networks of people who have an interest and are engaged in working towards the common vision and unity of purpose are deemed to be the best form of public engagement. (Working Group Definition)
21. **An Enhanced Monitoring and Analysis System That Is Connected To Indicators of Watershed Health:** Building on the current work under LSEMS and enhancing monitoring and analysis will address the current state of the watershed and lake and will help to target areas for remediation. (Working Group / Steering Committee Definition)
20. **Continued Emphasis on Science, Data Collection and Information Sharing:** Science provides a strong basis for making informed decisions. Updated scientific data, which is easily understood and shared with all stakeholders, will assist in making decisions that can be supported by all stakeholders. (Steering Committee Definition)

4. CRITICAL ELEMENTS FOR DEVELOPING A LAKE SIMCOE GOVERNANCE MODEL

The Steering Committee supports the Working Group Report that identified the following elements as being critical in developing a new governance model:

Time Is Of the Essence: Moving the process forward quickly is critical. Action is needed now.

Partnerships Are Critical – Inclusiveness Is Essential: The future of Lake Simcoe and its watershed depends on a partnership approach where the interests of all are aligned toward a common objective and a shared goal. The governance model needs to be inclusive of the interests of the public, government and industry.

An Ecosystem-Based Management Approach That Supports a Lake & Watershed Focus: The issues facing the Lake are complex and multi-faceted. The governance model needs to be broad enough in scope to address the key issues and flexible enough to take into account local circumstances and conditions. The new Lake Simcoe partnership should not be seen to be 'everything to everyone' but it should provide a forum to assist partners in coming together for a collective purpose. It should be watershed focused.

Practical, Implementable & Applicable: The development of a new governance structure for Lake Simcoe and its watershed needs to be cognizant of the current fiscal climate. Any governance model needs to focus on addressing the core functions and mandate of the partnership. There is a need to 'fit the forum to the fuss' and not overbuild or over-design an unnecessarily complicated model. The model also needs to be easy to implement, simple and easily understood.

Prevents Duplication & Overlap and Instead Promotes Information Sharing, Collaboration and Cooperation: The development of a new governance model needs to be aligned with existing organizational structure and legislative mandates. Any new governance model must take into account the prevailing role and legislated responsibilities of the partners, including provincial and federal agencies, municipalities (local and regional), and the Lake Simcoe Region Conservation Authority. The new governance model must provide linkages to those structures that already exist. It must provide value added. It must build on the considerable strengths of the past LSEMS partnership and, at the same time, further engage the public and industry.

Accountability: The development of a new governance model for Lake Simcoe and its watershed needs to adhere to the principles of transparency and accountability. It needs to be premised on a forward-focused, strategic and visionary approach that provides an opportunity for increased public and industry participation, one that is based on formalized methods of public reporting.

Effects Change: The new governance model must be focused on information sharing, collaboration and cooperation. It must engage people at all levels and it must clearly identify to its members, the public and industry, the delineation between those who are in a position of decision making authority and those who are responsible for implementation. It must have the ability to inform and influence decisions that impact the Lake and its watershed. The model must be both sufficiently resourced and cost efficient. The model, to be effective, needs to promote an alliance of Lake-based interests that are united in their implementation efforts, based on a defined vision and agreed upon set of strategic priorities.

5. LESSONS AND LEARNINGS FROM OTHER GOVERNANCE MODELS

The Steering Committee did not debate the lessons and learnings from other models but concurred that the conclusions drawn by the Working Group appeared to be reflected in the following:

- Commitment From On High:*** Involve the highest levels of leadership in the governance structure.
- Core Staff Are Essential:*** Core staff are essential to getting the job done.
- Engage the Right People:*** Don't be concerned about engaging large groups. Encourage a broad spectrum of participation.
- Set SMART Goals:*** Set specific, measurable, achievable, results driven and time bound goals.
- Foundation of Science:*** Use science as the foundation for decision-making. Make sure scientists are at the table and that decisions are based on sound science. The Steering Committee recognizes that decisions are based on the foundation of environmental science as well as other economic and social considerations.
- Collaborative Management:*** Establish an integrated structure for collaborative management.
- Diversified Funding:*** Secure a sustainable, appropriate and diversified funding base.
- Institutionalize Cooperation:*** Provide incentives/methods for institutionalizing cooperation. Learn from others.
- Assess & Communicate Progress:*** Conduct regular assessments of goals. Demonstrate marks of success and report on progress.
- Fit the Forum to the Fuss:*** Focus on a 'made for Lake Simcoe' solution.
- Agreed Upon Action Plan:*** Develop an Action Plan that everyone can commit to. Encourage the participation of local groups.
- Exercise Due Diligence:*** Exercise due diligence – continue to revisit the past to be sure nothing has been missed or overlooked.

Members of the Steering Committee support these learnings and the important role that these will have in developing a new governance model for Lake Simcoe.

6. KEY ELEMENTS OF A NEW GOVERNANCE MODEL FOR LAKE SIMCOE

Critical to moving forward is having in place a governance structure that brings together the various stakeholders to work together to meet the needs of the Lake. This Report is intended to outline a governance model for the Lake that reconciles competing interests, forges new cooperative partnerships and explores opportunities for innovation and learning. The successor to the LSEMS partnership must be considered in light of the following:

A Shared Purpose & A Sense of Urgency. *The future of Lake Simcoe is largely dependent on partner efforts being aligned and motivated by a shared purpose. Urgent action is needed. The operating premise of ‘action delayed would be results denied’ needs to factor prominently in the establishment and start up of the new governance model.*

A Collaborative Structure That Maximizes Efficiencies. *Design a reporting structure that maximizes efficiencies and promotes integration. Support the committee structure with dedicated staff and operating resources.*

Priority Setting. *The work of the new partnership needs to be guided by a defined time horizon for completing its work. While there will continue to be opportunities to focus on the Lake and its watershed over the long term, critical issues need to be addressed within a finite timeframe. There is a need for all partners to work together to effect change based on agreed-upon strategic priorities. Regular reporting on progress should be part of the overall reporting structure and mandate. All reporting should reflect this defined end point and specific measures of performance should be defined accordingly.*

A Face For the Lake. *The Working Group report called for a ‘face’ for Lake Simcoe. Many representatives at the Steering Committee table were of the view that the Lake Simcoe Region Conservation Authority has been and continues to be the face for Lake Simcoe and its watershed. Steering Committee members felt strongly that no new decision making entity should be created that would duplicate the efforts of the LSRCA and further that any support function provided to the new partnership should be through the LSRCA. Many felt that resourcing to support the new structure should be formalized.*

Environmental Reporting. *All reporting or tracking progress needs to dovetail with measurable ‘on-the-ground results.’ In this regard, a reporting structure needs to be defined up front. Annual Progress Reports should clearly and concisely define the goal, what action was to be taken; the results and what remains to be completed.*

Note: There was no agreement by the Steering Committee on the following...

A New Name...The need for and value of assigning a new name to LSEMS. Some members felt there was real value in capitalizing on the 17-year LSEMS partnership; others felt a new name would promote a new approach to doing business.

The Steering Committee recommends that the new partnership determine whether or not a new name is required and/or appropriate.

The Details of One Governance Model:

The Steering Committee supports the position of the Working Group that the governance model should be implemented through a Memorandum of Understanding (MOU).

Implementation by MOU

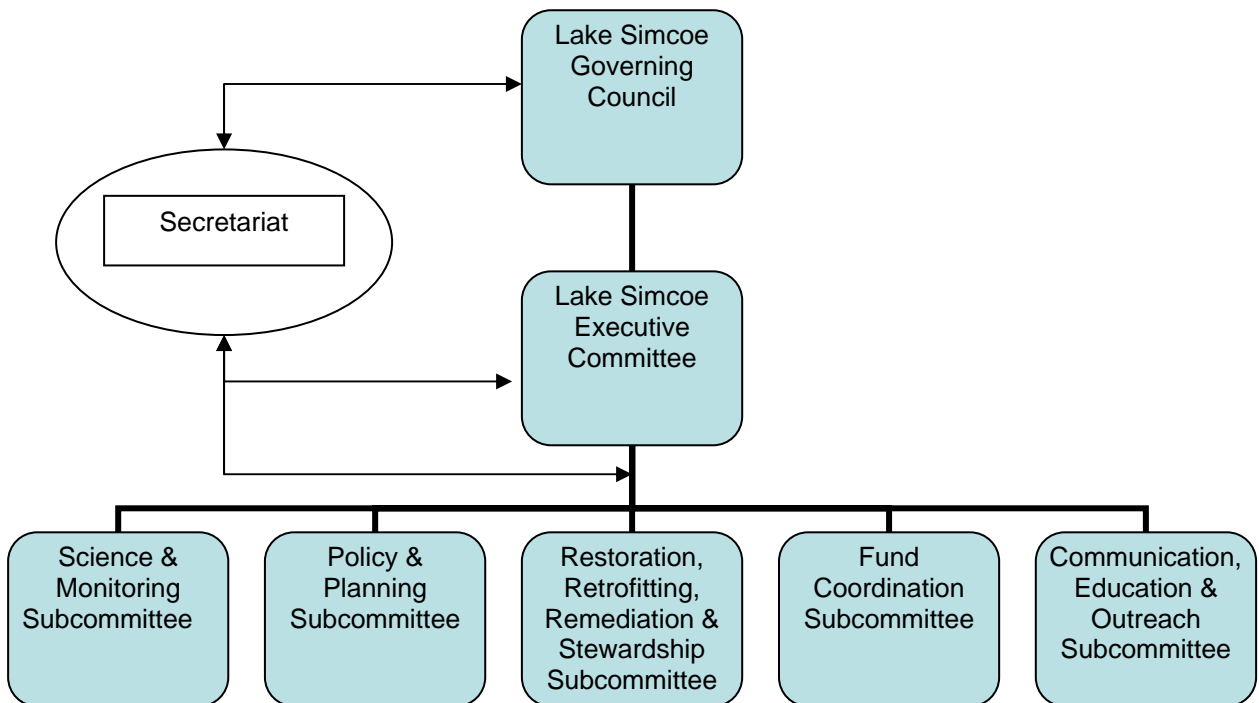
The details of the governance model were also discussed from an implementation perspective. Members of the Steering Committee support a governance model that is enabled by a Memorandum of Understanding.

Many members of the Steering Committee discussed the range of implementation possibilities and noted that governance could prove particularly problematic if it focused on creating another watershed based agency. Municipalities were particularly concerned with any suggestion to create a duplicate agency and noted that the creation of a Lake Simcoe secretariat, unless closely aligned with the work of the LSRCA would pose significant funding dilemmas at the municipal level, as well as duplication of mandates, contrary to agreed upon principles.

The governance model that was included in the Working Group Report promotes:

- an overall Governing Council (political arm);
- an Executive Committee (operational arm); and
- a series of Subcommittees aligned on a functional basis but with representation from each of the three spheres: government, industry and business.

The Working Group model appears schematically below:



The Working Group identified a potential governance structure that would be led by a Governing Council, driven by an Executive Committee, supported by a Lake Simcoe Secretariat and focusing on five core functional areas, with Subcommittees being created to address each of these areas.

The Steering Committee reviewed the suggested model and first evaluated its strengths and limitations. Building on the strengths of the model, a governance structure was crafted by the Steering Committee to reflect the principles of good governance. The results of the Steering Committee deliberations are summarized below:

Executive Council (Formerly Governing Council in the Working Group Report)	Pros	Cons
<p><u>Composition:</u> High level political appointments who can access resources and who can commit to effecting change based on Lake priorities as well as on-the-ground catalysts for change.</p> <p><u>Functions:</u></p> <ul style="list-style-type: none"> ▪ Influences – resource allocation ▪ Ambassadors for the lake ▪ Communicating vis-à-vis the lake ▪ Facilitating action ▪ Strategic Vision and Priority Setting ▪ Note: not responsible for budget accountability ▪ Opportunity to enhance the existing Executive Advisory Council to include Provincial representatives, public & industry ▪ Would require Clear Terms of Reference 	<ul style="list-style-type: none"> ▪ Almost identical to current Executive Advisory Council for LSEMS except that it would include industry and the public ▪ Would address WG recommendations 	

The Steering Committee Recommends:

1. That the Governing Council be renamed as the Executive Council. The term ‘Governance’ could be confused to mean ‘government.’
2. That the new partnership be headed by an Executive Council.
3. That the Executive Council should have fair representation (not necessarily equal representation) from government, industry and the public.

These recommendations support what the lake needs: Lake Champions, a common vision shared by all; a unity of purpose and action to address the priorities of the Lake; strategic leadership; a meaningfully engaged public who feel a sense of ownership and pride in the lake; a collaborative web of constituents and stakeholders; efficient and effective public-private partnerships.

Furthermore, these recommendations promote the principles of: inclusiveness, transparency, accountability, integration, information sharing, cooperation and coordination of effort.

Steering Committee (Formerly Executive Committee in the Working Group Report)	Pros	Cons
<p><u>Composition:</u> Fair representation from government, industry and the public.</p> <p>Would operate as a 'shared collaborative' with representation from the three spheres. Note: Working Group suggested equal representation and membership to be determined on a self-selection basis. Steering Committee members are promoting 'fair representation'.</p> <p><u>Functions:</u></p> <ul style="list-style-type: none"> ▪ Strategic Planning ▪ Fund Allocation* <p>*The Steering Committee would focus on information sharing, collaboration and coordination. Individual partners would continue to manage and make decisions with respect to their own budgets.</p>	<ul style="list-style-type: none"> ▪ Meets the needs of ENGOs and the business community ▪ Supports the objective of better engaging the public. 	<ul style="list-style-type: none"> ▪ There may be difficulties associated with the selection of participants. ▪ Have to consider how participants can contribute equally when their perspectives and ability to contribute may be very different. (For example, public contributions, industry contributions and government contributions may be very different.) If this is a shared collaborative, different kinds and levels of contribution may be an issue.

<p>The Steering Committee Recommends:</p> <ol style="list-style-type: none"> 1. That the Executive Committee be renamed as the Steering Committee to reflect the change in terminology associated with the Executive Council. 2. That the LSEMS partnership be managed by a Steering Committee, with representation from government, the public and industry. Note: The Steering Committee did not feel that the representation between the three spheres had to be equal, only that there be representation from government, industry and the public, on a fair basis. 3. The Steering Committee should be responsible for: budgeting, funding allocation and fundraising priority recommendations, integrating policy and planning and strategic planning. (The Steering Committee noted that the Working Group was referring to fundraising and fund development in its report. The Steering Committee views the issue of funding as a corporate function and is suggesting that the issue of funding discussions and budgeting from all spheres be coordinated at the Steering Committee level.)
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These recommendations support what the lake needs: Lake Champions, a common vision shared by all; a unity of purpose and action to address the priorities of the Lake; strategic leadership; a meaningfully engaged public who feel a sense of ownership and pride in the lake; a collaborative web of constituents and stakeholders; efficient and effective public-private partnerships.

Furthermore, these recommendations support the following principles of good governance: inclusiveness, transparency, accountability, integration, information sharing, cooperation and coordination of effort.

Secretariat	Pros	Cons
<p><u>Composition:</u></p> <p><u>Functions: (As contained in the Report of the Working Group)</u></p> <ul style="list-style-type: none"> ▪ Coordinate, liaise and integrate partner efforts focused on Lake Simcoe ▪ Track progress, produce reports and records of achievement, documentation ▪ Act as conduit and linkage to the Governing Council ▪ Support the efforts of the Governing Council, Executive Committee and Subcommittees 	<ul style="list-style-type: none"> ▪ There is a definite need for dedicated funding and resources to carry on the work ▪ Would allow dedicated resources to focus specifically on Lake Simcoe ▪ May be seen by some to be more independent from other government agencies ▪ Does promote a single point of contact 	<ul style="list-style-type: none"> ▪ Creating another watershed agency would be contrary to several governance principles. ▪ Another layer of government ▪ Duplicates the existing role assigned to the LSRCA ▪ Raises resourcing concerns, particularly from a municipal perspective ▪ May create more confusion re: responsibilities (in the mind of the public) ▪ Competition for administrative resources may result ▪ Not cost effective ▪ Corporate memory and documentation currently rests in one location

The Steering Committee Recommends:

1. That no separate entity should be created to manage the new partnership that would duplicate the work/mandate of the LSRCA. This would run counter to the principles of simplicity, efficient and effective use of resources and it runs the risk of creating additional confusion, not to mention overlap and duplication of effort.
2. That a Secretariat with dedicated staffing and funding is needed to coordinate the efforts of the partnership and that this function be provided through the Lake Simcoe Region Conservation Authority (LSRCA).

These recommendations support what the lake needs: One Centralized Point of Contact; Sustainable Funding; Efficient & Effective Resource Allocation, An Ecosystem-Based Management Approach.

Furthermore, they support the following principles of good governance: single point of contact, appropriate resourcing; cost efficiency, lake and watershed focus; simplicity and ease of understanding, information sharing, cooperation and coordination of effort.

Subcommittees:

The Working Group Report documented a number of Subcommittees, aligned on a functional basis to address the following five areas:

- Science & Monitoring,
- Policy & Planning,
- Restoration, Retrofitting, Remediation & Stewardship,
- Fund Coordination, and
- Communication, Education & Outreach.

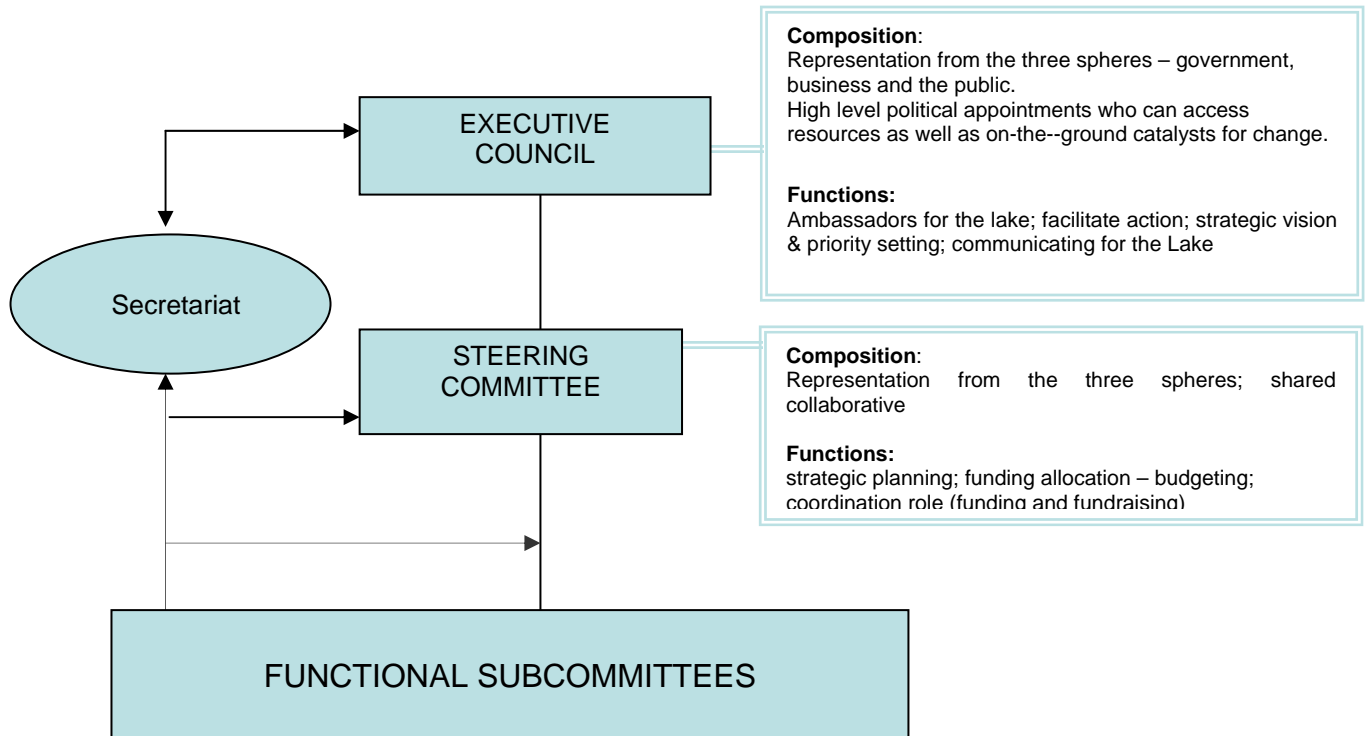
The Steering Committee Recommends:

1. That the number of Subcommittees be kept to a minimum, to avoid a cumbersome and complex structure.
2. That Subcommittees should be established as determined by the Steering Committee, including their composition, scope, role and duration.
3. That the Steering Committee may establish subcommittees based on need and in response to demand, priority and opportunity to address the key areas such as those identified by the Working Group, as well as other emerging issues.
4. That the Subcommittees be properly resourced from an administrative perspective.
5. That the Subcommittees will provide opportunity for representation from the three spheres (government, business and the public), as determined by the Steering Committee.

These recommendations support what the lake needs: A Common Vision that is shared by all; a Unity of Purpose and Action to Address the Priorities of the Lake; Efficient and Effective Resource Allocation; Efficient and Effective Public-Private Partnerships; Integrated and Coordinated Plans of Action; A Meaningfully Engaged Public Who Feel a Sense of Ownership and Pride in the Lake; An Ecosystem Based Management Approach; A Collaborative Web of Constituents and Stakeholders; An Enhanced Monitoring and Analysis System that is Connected to Indicators of Watershed Health; Continued Emphasis on Science, Data Collection and Information Sharing.

Furthermore, they support the principles of good governance: integration, information sharing, cooperation and coordination of effort.

The governance model discussed by the Steering Committee for the new partnership can be depicted as follows:



7.0 SUMMARY AND RECOMMENDATIONS

The LSEMS Steering Committee supports a majority of the recommendations forthcoming from the Working Group with respect to the future governance of the LSEMS partnership. The Steering Committee recommends that a Lake Simcoe partnership continue beyond the terms of the existing interim MOU which is scheduled to expire March 31, 2008. It is recommended that the partnership be effected by an MOU and that a collaborative approach that aligns the interest and the collective efforts of government, industry and the public be promoted.

In addition, the LSEMS Steering Committee recommends that the new partnership:

- **Consist of a collaborative approach that is expanded to include citizens and industry along with all levels of government.**
- **Be focused on what the lake needs.**
- **Promote enhanced communications, consultation and information sharing.**
- **Avoid duplication and overlap.**
- **Does not create a new decision making body.**
- **Has sustained and reliable funding.**
- **Builds on the success of the past.**
- **Continues to emphasize science-based research, analysis, and reporting (science and monitoring).**
- **Supports a centralized point of contact with the Lake Simcoe Region Conservation Authority (LSRCA) acting as the administrative body to support the new partnership.**

Respectfully Submitted,

The Lake Simcoe Environmental Management Strategy (LSEMS) Steering Committee

APPENDIX A

Lake Simcoe Environmental Management Strategy

Working Group Charter



APPENDIX B

Lake Simcoe Environmental Management Strategy

Report of the Working Group

Towards A New Governance Model for Lake Simcoe - June 2007