

# Otonabee Region Conservation Authority (ORCA)

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Governance and Operational Review: Final Report

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## **Acknowledgements**

The business of providing conservation programs and services today is a complex exercise. Conservation Authorities across Ontario must strive to meet the needs of the general public, the development industry, environmental organizations and many local groups while interacting with multiple layers of federal, provincial and municipal partners in order to effectively and efficiently deliver the services mandated under the legislative and regulatory framework that guides a conservation authority in its day-to-day and future activities.

Conservation programs are delivered on a watershed- based approach which by its very nature transcends jurisdictional boundaries. Moreover shifts in funding and governance- representational structure since 1996 from one of a largely provincially- driven body to a provincially- mandated model that now has a greater reliance on the municipal property tax base for funding purposes and municipally- appointed representatives for decision- making purposes were significant. These changes have presented challenges to conservation authorities and their partners.

Over the last eighteen to twenty- four months the Otonabee Region Conservation Authority (ORCA) has encountered criticism from some of its partners and local groups over concerns about accountability and the roles and responsibilities of the members of the board of directors and staff in the delivery of core mandated services. So much so that talk about dissolution surfaced in 2010.

In June of 2010, the chief administrative officer (CAO) and Secretary-Treasurer, Mr. Richard Hunter, retired after a distinguished and celebrated career in conservation. Mr. Hunter and the 2010 members of the board of directors are to be commended for their decision to undertake a governance and operational review of ORCA. The findings set out in this report would not have been possible without the extensive and insightful input from the board members, staff and a wide range of private and public groups and agencies that interact with the authority throughout the Otonabee watershed. The author is indebted to those persons, groups and agencies who contributed to the review.

The directions, strategies, recommendations, proposals and options set out in this report are meant to provoke discussion and address the challenges facing ORCA. In doing so, the author alone takes full responsibility for any errors or omissions.

Respectfully submitted,

Stephen Fournier,

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Appendix 'B' - List of External Participants in Stage One by Organization and Interview Dates.

Appendix 'C' - List of Directors and staff members who participated in Stage 2 of the Review.

Appendix 'D' - Committee of the Whole Report OCS10-013, Otonabee Region Conservation Authority, Patricia Lester, City of Peterborough, August 30, 2010.

Appendix 'E' - Copy of the Facilitator's Briefing Notes for the Facilitated Sessions with Staff, December, 2010.

Appendix 'F' - Literature Review- Bibliography

Appendix 'G' - Board of Directors, 2011

Technical File: Separate working file that contains background reference material to be read in conjunction with the report. Please note: Copies of this material were distributed to the members of the Board for ORCA. This material may be viewed at the Authority's website: [www.otonabee.com](http://www.otonabee.com).

## Executive Summary

In June of 2010, the Board of Directors for the Otonabee Region Conservation Authority (ORCA) engaged the firm of Fournier Consulting Services to assist with the day-to-day management of the Authority's operations, while concurrently conducting a review and making recommendations for improvements to its governance structure and functions and its operational processes and procedures. Several factors led to the Board's decision to conduct this review.

Recently, many of the Authority's partners and local groups have been critical and expressed concerns about accountability and the need to revisit the roles and responsibilities of the members of the board of directors and staff in the delivery of the Authority's programs and services. In some municipal circles, there was even talk about dissolution over the last year. In addition, the Authority was faced with the retirement of its Chief Administrative Officer (CAO) and Secretary – Treasurer in June of 2010. The work program for the review was finalized in August, 2010, and completed by the consultant over the next nine (9) months.

In Section 2, the Authority's legislative mandate, roles, programs and services are explored. All conservation authorities (CAs) perform a fundamental, provincially-mandated role that "...focuses on water related natural hazard prevention and management [which] includes flood and erosion control." (Source: Conservation Ontario, CALC Chapter, *Policies and Procedures for Conservation Authority Plan Review and Permitting Activities*, Final Version, May 2010, pp.2-4). In support of this mandate ORCA performs a number of roles, including technical engineering services, environmental resource management programs, conservation lands and educational programs, communications and land use plan review and permitting activities.

The findings and recommendations set out in Section 5 to this report are the product of an extensive series of interviews with a wide range of partners and stakeholders who interact on different levels with the Authority in the delivery of conservation programs throughout the Otonabee watershed. This task was further augmented by a series of facilitated sessions with the Authority staff members in order to gain both the external and internal perspectives on the those 'things' ORCA does well- it's strengths- and the those areas that would benefit from recommendations for improvements. The methodology is discussed in greater detail in Section 3 to this report. The input arising from the external and internal consultations, which is organized around the strengths and opportunities for improvements, is compiled in Table Three through to Table Six in Section 4 of the report.

It is evident ORCA is meeting the needs of many of its partners and stakeholders, both private and public. The benefits derived from these services and programs, which are captured in Tables 3 and 5, are highly valued by the watershed community. Stream restoration projects, flood forecasting and modelling, conservation lands projects and educational programs serve as the prime examples in this regard.

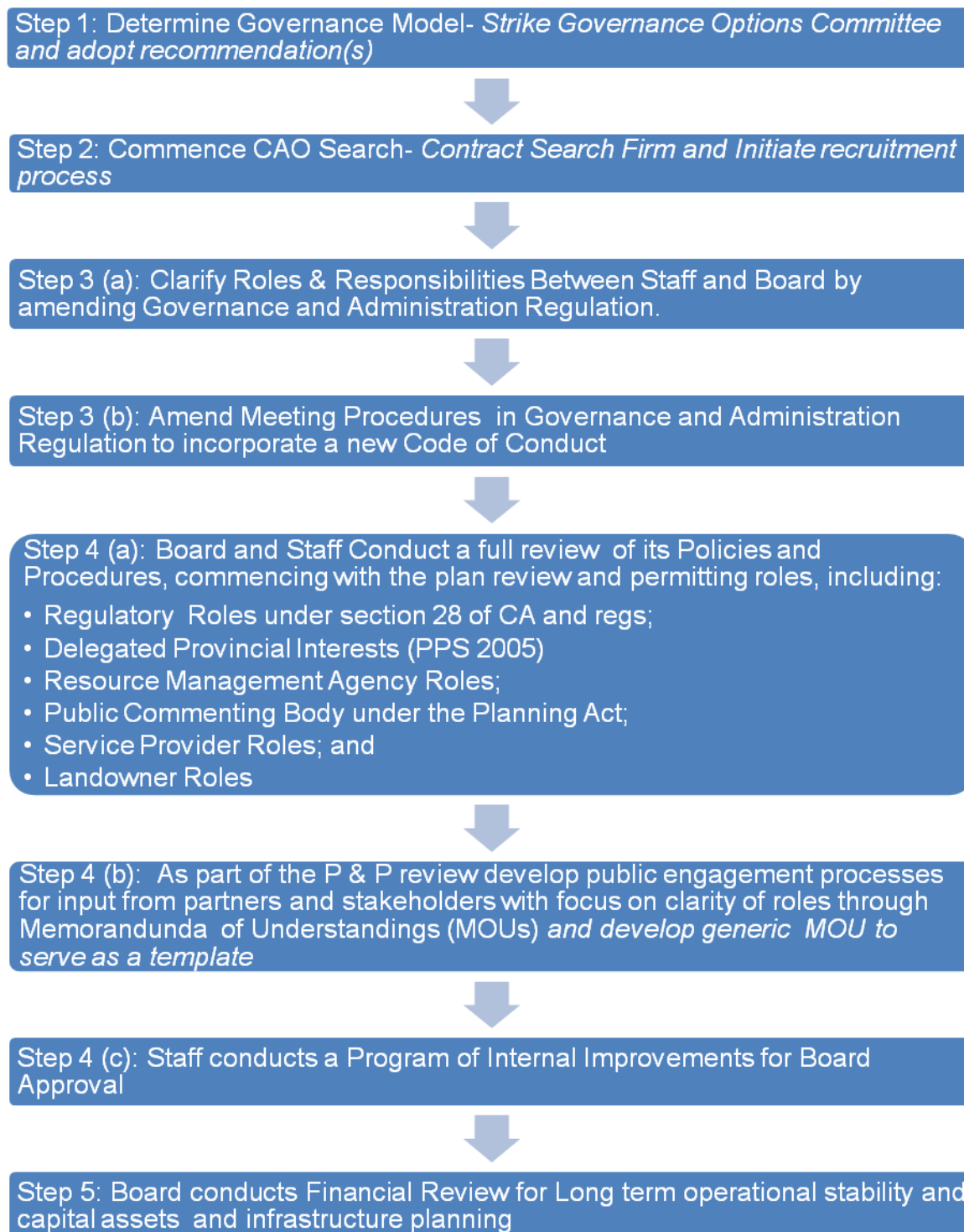
In Section 5, the temptation to develop specific strategies for each area of opportunity for improvement described in Tables Four and Six is set aside in favour of a broader approach (i.e., ‘the bigger picture’) and set of recommendations that are designed to address the more fundamental and pressing issues facing ORCA, namely the need to determine a fair and representative governance model that works well for all members, the need to provide leadership, the need to build upon the principles of trust, respect and confidence between the board and staff members and vice versa through revisions to its administrative regulations, the need to clarify the roles and responsibilities between the board and staff members through a review and (re)affirmation/ approval process conducted by both staff and the Board of all of the policies and procedures that support the roles and activities performed by ORCA, the development of an engagement process that produces current and up to date memoranda of understanding to address the needs and clarify the roles and responsibilities between the ORCA and its partners and stakeholders in the delivery of conservation programs in the watershed, the need to implement a program of internal improvements and the need to assess the short and longer term financial stability of the organization.

In conclusion, the key recommendations brought forth in this report must be implemented in a co-ordinated and sequential manner in order to effectively achieve the desired outcomes. The commencement of the recruitment and selection process for a new chief administrative officer (CAO) is deemed an essential and pivotal step in the implementation of the recommendations. *In moving forward the principles of transparency, co-operation and accountability with an emphasis on customer service, public engagement and solutions – based approaches shall serve as the cornerstone for the changes recommended in this report.*

## **Summary of Recommendations**

The sequential and co-ordinated implementation of the recommendations is summarized in Figure S-1 on the following page.

Figure S-1: ORCA Governance and Operational Review, Sequential Order of Recommendations, March, 2011



## **1.0 Introduction**

### **1.1 Purpose**

In June of 2010, the Board of Directors for the Otonabee Region Conservation Authority (ORCA) retained the services of Fournier Consulting Services to conduct a review and make recommendations for improvements to its governance structure and its operational processes and procedures. The backdrop for this review is directly tied to number of events. Conservation authorities have moved over the last fifteen years from a provincially- funded and provincially- mandated, representational governance model to one that now relies more heavily on the municipal property tax base where all the members of the board of directors are now appointed by municipal councils. In the public domain sustainable program funding and the delivery of services that are highly regulated and prescribed by legislation present challenges that now directly impact conservation authorities. Recently, ORCA has encountered criticism from some of its partners and local groups over concerns about accountability and the need to revisit the roles and responsibilities of the members of the board of directors and staff in the delivery of core mandated services. There was even talk about dissolution by some of the municipal partners in 2010. These considerations together with the retirement of its CAO and Secretary – Treasurer, Mr. Richard Hunter, in June of 2010 precipitated the decision to conduct this review.

The objective of this report is to identify the key or critical improvements for approval by the Board of Directors for ORCA (the Board) early in 2011, in order to guide the Board in (a) determining an appropriate governance structure, including clarity around the roles and responsibilities between the Board and staff and (b) initiate its search for a new chief administrative officer (CAO) while continuing to meet the needs of its municipal partners and community stakeholders throughout the watershed community served by ORCA. It is anticipated that the majority of the recommendations that apply to operations set out in this report will be implemented once the board has secured the services of a new CAO.

### **1.2 Background**

The Otonabee Region Conservation Authority (ORCA), which was established in 1959 comprises an area of 1,951 square kilometers and today, serves more than 100,000 residents. The watershed boundary, which encompasses, in whole or part, eight municipal jurisdictions, including the Township of Asphodel- Norwood, the Township of Cavan- Monaghan, the City of Kawartha Lakes, the City of Peterborough, the Township of Douro- Dummer, the township of Otonabee- South Monaghan, the township of Smith-

Ennismore- Lakefield and the Municipality of Trent Hills is depicted in Figure One on page 11.

In its recent history, this is not the first time the board of directors has secured the services of an outside third party to provide advice and guidance on issues facing the organization. In the fall of 2002, Mr. Russ Powell, CAO, Central Lake Ontario Conservation Authority (CLOCA), was engaged by the Board to assist with the recruitment of a new CAO. Upon concluding his work in January of 2003, Mr. Powell filed a formal report with the Board that contained “observations on a number of issues facing” ORCA, which the new CAO and the Board needed to address at the time.

Mr. Powell’s observations took the form of specific recommendations that:

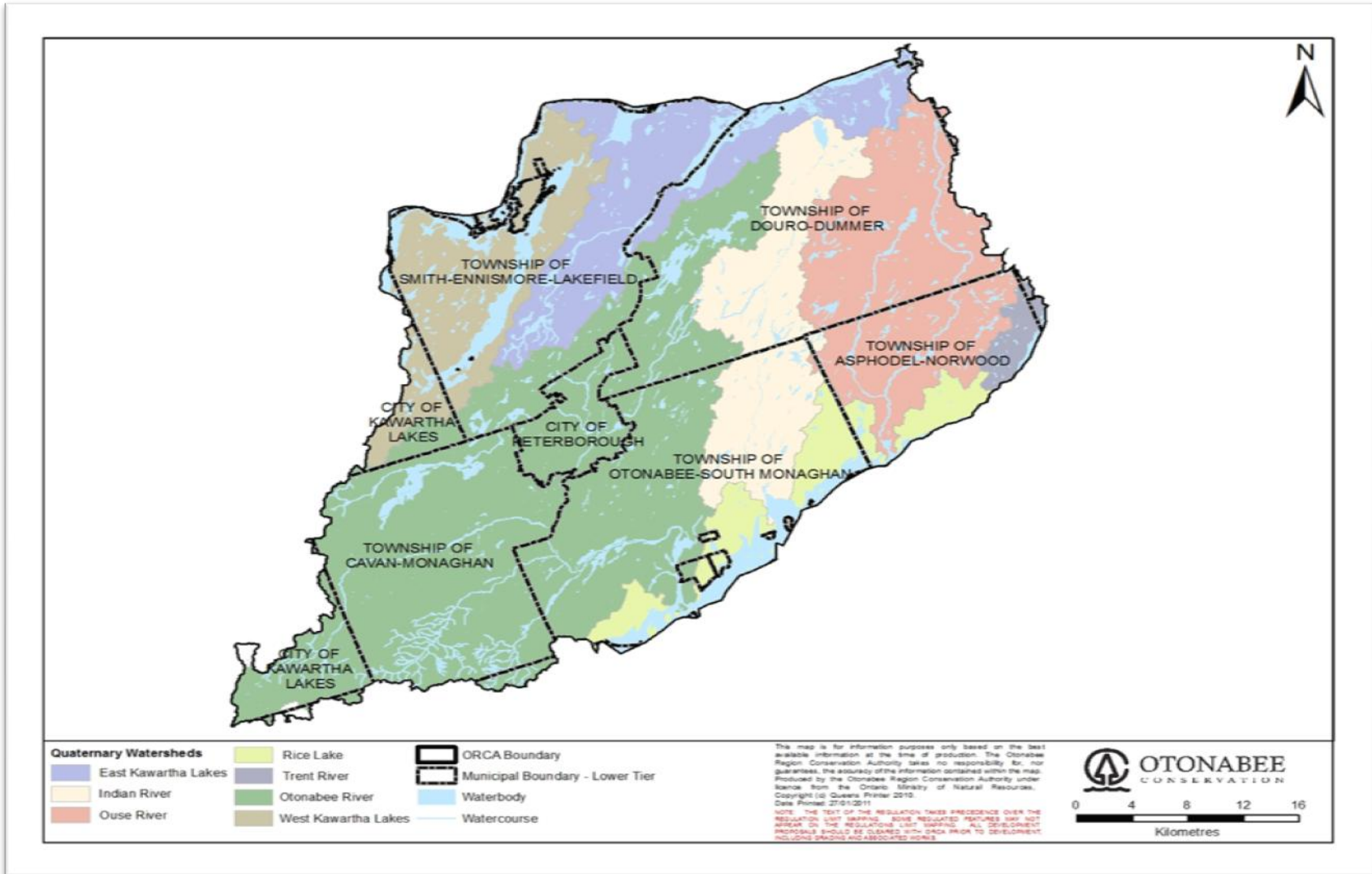
1. Pointed to the need for sufficient clarity and flexibility on the roles and responsibilities between the Board and the new CAO on order for the CAO to “deploy the staff [resources] in a manner that best” fulfills the duties assigned to the position;
2. Stressed the importance of securing a “strong municipal support” to conservation by translating the *Watersheds 2000* document “into specific operating and capital programs” to “serve as the basis for discussions on responsibilities and financing with the member municipalities”;
3. Identified the need for “funding stability” of core programs that would move away from “heavily relying on special projects revenue” to reduce the municipal levy to re- establishing a municipal levy that would ensure fiscal stability for core services and programs;
4. Urged the establishment of “memoranda of understanding with its member municipalities and the County of Peterborough” that would detail “the role of ORCA in the planning input and review process” where such “planning protocols” would cover “Natural Hazards, Natural Heritage, Storm Water Management, Groundwater and Permitting Requirements [with] ORCA, MNR, MOE and DFO”;
5. Pointed to the need to increase “its investment in staff time available the Otonabee Foundation given the substantial dividends that accrued [to ORCA] to date”;
6. Highlighted the need for the Board “in conjunction with the incoming CAO” to, “as a priority, undertake a review of the current staff organization” to ensure “workloads are balanced”, “logical reporting relationships” exist, “staff skills are

properly matched to program priorities” and “gaps in staff capabilities are identified” ;

7. Identified a need “for the Authority to conduct a review of its land holdings” and associated infrastructure and rationalize the management and ownership based on the criteria of consolidation of holdings, identifying surplus lands, Identifying priorities for future acquisition, finding the most suitable agency to manage certain landholdings and maximizing revenues/ minimizing expenditures;
8. Encouraged the Board “to discuss the pros and cons of dispensing with the Executive and Finance Committees and moving to system whereby the full Board meets once a month and deals with all of the business of the Authority;
9. Urged the organization to assume an “Environmental Leadership” role and serve as the “environmental conscience” of the watershed community.

With the passage time- eight years in fact- the reader will find that in this review the author re- visits many of the issues that ORCA faced in 2003. That said, the issues facing any organization are dynamic, always changing in dimension and scope in order to continually meet current and future needs. Re- visiting issues is simply part of the process of moving forward and on that count ORCA is not an exception to the rule: “change is a constant” .

Figure One: Otonabee Watershed- Municipal Jurisdictions and Authority Boundaries February, 2010



## 2.0 The Fundamentals

### 2.1 Conservation Authorities- Legislative Authority and Mandate

The objects of a Conservation Authority are defined as follows:

*“To establish and undertake, in the area over which it has jurisdiction, a program designed to further the conservation, restoration, development and management of natural resources other than gas, oil, coal and minerals.” Source: Conservation Authorities Act RSO 1990, c. C.27, s. 20*

In carrying out this mandate ORCA has the power under *the Act*:

- (a) *to study and investigate the watershed and to determine a program whereby the natural resources of the watershed may be conserved, restored, developed and managed;*
- (b) *for any purpose necessary to any project under consideration or undertaken by the authority, to enter into and upon any land and survey and take levels of it and make such borings or sink such trial pits as the authority considers necessary;*
- (c) *to acquire by purchase, lease or otherwise and to expropriate any land that it may require, and, subject to subsection (2), to sell, lease or otherwise dispose of land so acquired;*
- (d) *despite subsection (2), to lease for a term of five years or less land acquired by the authority;*
- (e) *to purchase or acquire any personal property that it may require and sell or otherwise deal therewith;*
- (f) *to enter into agreements for the purchase of materials, employment of labour and other purposes as may be necessary for the due carrying out of any project;*
- (g) *to enter into agreements with owners of private lands to facilitate the due carrying out of any project;*
- (h) *to determine the proportion of the total benefit afforded to all the participating municipalities that is afforded to each of them;*
- (i) *to erect works and structures and create reservoirs by the construction of dams or otherwise;*
- (j) *to control the flow of surface waters in order to prevent floods or pollution or to reduce the adverse effects thereof;*
- (k) *to alter the course of any river, canal, brook, stream or watercourse, and divert or alter, as well temporarily as permanently, the course of any river, stream, road,*

*street or way, or raise or sink its level in order to carry it over or under, on the level of or by the side of any work built or to be built by the authority, and to divert or alter the position of any water-pipe, gas-pipe, sewer, drain or any telegraph, telephone or electric wire or pole;*

- (l) to use lands that are owned or controlled by the authority for purposes, not inconsistent with its objects, as it considers proper;*
- (m) to use lands owned or controlled by the authority for park or other recreational purposes, and to erect, or permit to be erected, buildings, booths and facilities for such purposes and to make charges for admission thereto and the use thereof;*
- (m.1) to charge fees for services approved by the Minister;*
- (n) to collaborate and enter into agreements with ministries and agencies of government, municipal councils and local boards and other organizations;*
- (o) to plant and produce trees on Crown lands with the consent of the Minister, and on other lands with the consent of the owner, for any purpose;*
- (p) to cause research to be done;*
- (q) generally to do all such acts as are necessary for the due carrying out of any project*

*(Source: Conservation Authorities Act RSO 1990, c. C.27, s. 21)*

## **2.2 Otonabee Region Conservation Authority- Vision, Core Services and Governance**

ORCA's vision is clear and succinct. It speaks of leadership, the four pillars of respect for the natural environment and connects what happens today with the future:

*Providing leadership to achieve healthy watersheds...where human activity respects the need to conserve, restore, develop and manage the natural environment for current and future generations. (Source: [www.otonabee.com/orca](http://www.otonabee.com/orca))*

A description, which has been prepared by ORCA staff primarily for funding applications, provides further insights on how the organization goes about fulfilling its mandate and vision:

The Otonabee Region Conservation Authority is a “community based environmental organization mandated to ensure the conservation, restoration and responsible management of water, land and natural habitats on a watershed basis. This is achieved by working cooperatively with individuals, community groups, educational institutions, municipalities and government agencies to develop and deliver comprehensive,

science-based programs that balance human, environmental and economic needs. Local initiative, cost sharing and partnership are key elements of all programs undertaken within the Otonabee region watershed jurisdiction....” (Source: M. Carter, Manager Environmental Services, Otonabee Conservation Authority).

In support of its legislated mandate and corporate vision a broad overview of the core programs and services delivered by ORCA is summarized In Table One below:

*Table One:*

*ORCA Governance and Operational Review- Core Programs & Services: A Broad Overview, December, 2010*

✓ Communications & Information
✓ Education
✓ Volunteer Coordination
✓ Flood Forecasting, Warning & Protection
✓ Low Water Response
✓ Land Use, Planning & Regulation
✓ Source Water Watershed Health Monitoring
✓ Watershed Stewardship
✓ Natural and Built Heritage
✓ Conservation Lands

(Source: Dick Hunter, January, 2010, with additional input from members of the board of directors, January, 2011)

ORCA's programs and services are described in more detail in Figure Two below:

*Table Two:*

*ORCA Governance and Operational Review- Breakdown of Core Programs & Services, December, 2010*

<p>Watershed Conditions:</p> <ul style="list-style-type: none"> <li>✓ Flood Advisory</li> <li>✓ Flood Forecasting &amp; Warning</li> <li>✓ Low Water Response</li> </ul>
<p>Regulations &amp; Permits:</p> <ul style="list-style-type: none"> <li>✓ Land Use Planning &amp; Development</li> </ul>
<p>Ontario Regulation 167/06 (wetlands, shorelines, watercourses, DFO Level Three Fisheries Agreement)</p>
<p>Environmental Services:</p> <ul style="list-style-type: none"> <li>✓ Tree Planting</li> <li>✓ Species at Risk</li> <li>✓ Water Quality Monitoring</li> <li>✓ Stream Restoration</li> </ul>
<p>Watershed Management Program:</p> <ul style="list-style-type: none"> <li>✓ Source Water Protection</li> <li>✓ Dam Safety Assessments &amp; flood control</li> <li>✓ Oak Ridges Moraine (Groundwater Study) <ul style="list-style-type: none"> <li>✓ Hope Mill Dam</li> <li>✓ Lang Mill</li> </ul> </li> </ul>
<p>Conservation Lands:</p>

- ✓ Warsaw Caves Campground
  - ✓ Young's Point
  - ✓ Harold Town CA
  - ✓ Selwyn Beach
- ✓ Hope Mill Restoration
- ✓ Jackson Creek Kiwanis Trail
- ✓ Imagine The Marsh Conservation Area

(Source: [www.otonabee.com/orca](http://www.otonabee.com/orca) with additional input from members of the board of directors, January, 2011)

ORCA provides a wide range of services and programs and, in doing so, performs the following roles and activities that support the “*fundamental provincial role for all CAs [which] focuses on water related natural hazard prevention and management [and] includes flood and erosion control.*” (Source: Conservation Ontario, CALC Chapter, *Policies and Procedures for Conservation Authority Plan Review and Permitting Activities*, Final Version, May 2010, pp.2-4):

1. Monitors watershed conditions;
2. Administers regulations and permits;
3. Provides environmental services;
4. Conducts watershed management programs;
5. Owns and operates conservation lands; and
6. Conducts educational programs throughout the watershed community.

The administration and operation of these roles and activities is governed by a Board of Directors, a group of eleven (11) members, locally appointed and elected municipal officials from the eight (8) municipalities encompassed by the Otonabee Watershed. The delivery of these programs and services is carried out by a staffing complement that is managed by a chief administrative officer who reports to the Board. Program and service delivery is further organized around a departmental structure comprised of five (5) functions, Planning and Regulations, Environmental, Engineering, Land Management and Corporate services.

The size and representational composition of the Board is prescribed under the *Conservation Authorities Act*. In addition to the Board, the organization is staffed by eighteen (18) fulltime positions where service delivery is highly technical in nature and requires a large degree of inter-departmental co-operation and integration of tasks amongst the five (5) departments. The departmental structure is very typical of conservation authorities.

### **3.0 Review Methodology**

#### **3.1 Interviews, Meetings and Facilitated Sessions**

The work plan, attached as Appendix 'A', which was approved by the Board on August 19, 2010, was comprised of four (4) stages, including:

##### **Stage 1. *STAKEHOLDER RELATIONS & CUSTOMER SERVICE:***

In this stage issues were scoped and recommendations developed for improvements in stakeholder relations with a customer service focus in several areas, including, for example, communications and marketing, data and mapping accuracy, organizational culture, flexibility and consistency in program delivery and services, duplication of services, policy applications and process improvements. This stage consisted of a series of one- on-one interviews with external partners and stakeholders by the consultant from August to December, 2010. In each interview the stakeholder was asked to respond to two (2) fundamental questions: (1) *What does ORCA do well, or conversely, not so well; and (2) What does ORCA need to improve?* A complete list of the individuals and/or agencies that participated in this stage is found in Appendix 'B'.

##### **Stage 2. *MATTERS of GOVERNANCE:***

Issues with respect to governance (i.e., board composition, representation, voting, and role of the executive committee) and operational matters that focused primarily on the roles and responsibilities between the board and staff were identified and recommendations on governance and organizational model(s) to address these issues were developed. For the purposes of this stage members of the Board of Directors were invited to provide input directly to the consultant following the regular board meeting in July, 2010. The Council of the City of Peterborough elected to adopt a formal report at a committee of the whole meeting held on September 7, 2010, that provided direction to city staff in the matters it wished to have addressed through the review. The report is attached

as Appendix 'C'. In addition, all ORCA staff members were invited to provide input through a series of venues ranging from one- on-one- interviews, written submissions and three (3) facilitated small working group sessions which were conducted in the first two weeks of December, 2010. All members of the current staffing complement chose to participate. A list of the members of the Board and staff members who participated in this stage is found in Appendix 'D'. A copy of the facilitator's briefing notes for the facilitated sessions with staff is set out in Appendix 'E'.

### Stage 3. *OPERATIONS & SERVICES:*

The scope of work was modified to meet timelines given the extent and amount of time devoted to thoroughly complete Stages One and Two of the work program. In this stage the work was confined to: (a) an comparable assessment of the financial stability of the organization with neighbouring CAs using financial and program data compiled by Conservation Ontario and; (b) an assessment of the same financial and program data base to serve as a framework for the future benchmarking of program costs on a comparative CA basis. The data source employed for these purposes is the most recent compilation for the year 2009.

### Stage 4: *REPORTING:*

This stage involved the presentation of oral and written working reports to the Board on the progress of the work plan for the review from August, 2010 to January, 2011. The final report was produced and delivered to the members of the Board of Directors in February, 2011.

As a footnote to this section, the work program extended beyond the tenure of 2010 Board of Directors, who initiated and directed the review and, as such, the 2011 Board of Directors, listed in Appendix 'G', have now assumed the responsibility for disposition of this report.

## **3.2 Literature Review**

The production of this report involved an extensive literature review in order to gain a full appreciation and knowledge of the depth, complexity and context, legislative and otherwise, in which conservation authorities conduct their business. Moreover, many CAs across Ontario recently have, or are in the process of conducting governance, operational and specific program reviews. The author owes a debt of gratitude to those staff members, members of the Board of Directors, and partners throughout the watershed who took the time to either retrieve and forward, or identify documentation that helped to inform and shape the findings, conclusions and recommendations set out in this report. An attempt to provide a complete bibliography of the literature and documentation referenced in this report is found in Appendix 'F'. In addition a separate file that contains reference materials that may be read in conjunction with this report will accompany this report.

## **4.0 Key Findings- The Strengths, the Issues and the Opportunities for Improvement and Change**

### **4.1 The External View- Meeting External Client and Stakeholders' Needs**

The consolidation of external client and stakeholder input is summarized in Tables Three- Strengths and Four- Areas of Opportunity for Improvement on the following pages. Clearly, ORCA is meeting the needs of many of its partners and stakeholders, both private and public, in the delivery of its conservation role and activities. The benefits derived from these services and programs, which are captured in Table 3, are highly valued by the watershed community.

However, the views expressed in Table Three are not shared by all of the stakeholders which indicate the organization must improve its performance and conduct its role in a more consistent manner. In Table Four a number of opportunities for improvement are highlighted for further consideration by the Board.

Table Three  
ORCA Governance & Operational Review  
Consolidation of External Stakeholders' Responses, December 2010

Examples of program and service areas of strength cited by the stakeholders include:

- Plan and permit review response times;
- Staff accessibility for inquiries;
- Working relationships with provincial ministries and provincially- funded agencies;
- Communications between staff and ;
- Interactions with municipal staff;
- Flood forecasting and modelling;
- Conservation lands programs;
- Educational school programs;
- Environmental Programs & Promotion; and
- Staff skills and expertise.

## Table Four

### ORCA Governance & Operational Review

Consolidation of External Stakeholders' Responses, December 2010

Examples of program and service areas that require improvement cited by the stakeholders include:

- Response times for planning reviews, permits and development proposals;
- Understanding the regulatory framework and permit approval processes for ditches and culverts;
- The culture and accountability of staff;
- Consistency in the application of policies and procedures;
- Consistent delivery of mandated programs and services within the watershed and between neighbouring CAs;
- Communications and working relationships with all municipal partners;
- Effective communications and interactions with the building and development industries and the public;
- Program and staffing resources and long term financial stability;
- More up to date flood plain mapping tools;
- Communicating and promoting the value and significance of ORCA;
- A need to review application and permit fees and permit renewal procedure;
- Resolving conflicts in the interpretation and application of the Provincial Policy Statement (PPS 2005);
- Governance and representation on the Board of Directors;
- Clarifying the roles and responsibilities between staff and the board and staff and external partners;
- The working relationship between staff and senior government ministries and agencies;
- Focus on core- mandated roles and responsibilities;
- Consistent legislative and regulatory enforcement;
- Duplication of services, i.e., storm water management;
- Maintaining and restoring 'built environment' assets, i.e., dams and mills;
- Public involvement in policy development; and
- Enhancing the scholarship program.

## **4.2 The Internal View- Program Strengths and Areas of Improvement**

In the internal view two 'lenses' were applied to provide a focus for input from staff, namely the organization's core mandate/ business and the roles and responsibilities between the members of the Board and staff. Staff members were asked to respond to same questions presented to the external stakeholders: What does ORCA do well or conversely, not so well; and what does ORCA need to improve? A third element was added where staff was asked to consider what changes they would like to see implemented to improve the administrative and technical (GIS) supports and processes within the organization.

The consolidation of staff input is summarized in Tables Five- Strengths and Six- Areas of Opportunity for Improvement on the following pages. In many instances the internal responses mirror the external views in terms of the strengths and the opportunities for improvement. In Table Six a number of opportunities for improvement are summarized

Table Five  
ORCA Governance & Operational Review  
Consolidation of Staff Input, December 2010

Examples of program and service areas of strength cited by the staff include:

- Staff members serve as a valuable source of expertise;
- ORCA Staff involvement with the Stream Restoration program typifies its core conservation objectives;
- Engineering and environmental services and programs;
- Partnerships;
- Conservation Education; and
- Leveraging Funding

## Table Six

### ORCA Governance & Operational Review

Consolidation of Staff Input, December 2010

Examples of program and service areas that require improvement cited by the staff include:

- Team approach is evident and strong but is not always consistently applied;
- Internal organizational culture;
- Public relations/marketing and branding;
- Trust and accountability between staff and the board;
- Resources- sustainable funding;
- Clarify the relationship and roles between Otonabee Conservation Foundation and ORCA;
- Re-align administrative tasks undertaken by management;
- Engineering and Planning and Regulation Services- Review of Permit Applications- enhance clarity and communications for clients;
- Governance- Board leadership and the need for a strategic planning approach;
- Improve technical (Geographical Information Systems- GIS) and administrative supports for services and programs;
- Staff leadership in the CAO position;
- Roles and responsibilities between the board and staff- building trust and confidence;
- Public Relations;
- Identify Core businesses;
- Pre- consultation with partners and permit/planning applicants;
- Engagement with partners;
- Inter- departmental communications;
- Organizational structure; and
- Staff training and development.

## 5.0 Moving Forward- the Approach

A systematic and sequential framework is required to build the strategies that will capture the opportunities for improvements and build on the strengths of the organization. The external and internal input points to a need to address the larger, fundamental issues- the bigger picture- first before moving to the details. The sequential steps are framed around principles that will shape and direct the strategies; and (b) applying these principles to each of the fundamental roles and activities performed by conservation authorities. In moving forward the principles of transparency, co-operation and accountability with an emphasis on customer service, public engagement and solutions – based approaches shall serve as the cornerstone for the changes recommended in this report.

The sequential steps are:

1. Determine a fair and equitable representational governance model that is efficient and effective;
2. Build trust, respect and confidence internally by clarifying the roles and responsibilities between the members of the Board and staff;
3. Ensure effective leadership for the staffing team is in place by filling the present vacancy for the position of CAO;
4. Develop current and up to date policies and procedures for the approval of the Board, that address roles and activities carried out by ORCA, commencing with plan review and permitting activities that apply to:
  - 4.1. The regulatory authority under the *Conservation Authorities Act* (CA Act) and related regulations;
  - 4.2. The delegated 'Provincial Interest' in Plan Review under Section 3.1 of the Provincial Policy Statement (PPS, 2005);
  - 4.3. The resource management agency role in accordance with Section 20 and 21 of the CA Act;
  - 4.4. The public commenting body under the *Planning Act*;
  - 4.5. The service provider through service agreements with federal and provincial ministries and municipalities, e.g., the Fisheries Act, Section 35; and
  - 4.6. The landowner role;

5. Improve and enhance the working relationships between ORCA and its partners and stakeholders in the watershed community by engaging these partners and stakeholders in the process of developing the policies and procedures outlined in Section 4 above through new and/or revised memoranda of understandings; and
6. Address internal organizational structure, strategic and financial planning, and administrative and technical improvements in conjunction with the development of the new or updated policies and procedures in Section 4 above.

### **5.1 A Governance Model**

The determination of an appropriate governance structure that is fair and representative of the needs of the municipal partners is essential.

The *Conservation Authorities Act* and related administrative regulations govern the size and composition (based on population bands) of the Board and the Board's executive committee (based on the Board's administrative regulations), including the voting rights (one vote per member) on matters before the board and the executive committee with one exception where each member exercises a weighted vote (based a CVA apportionment for each member municipality) on the non-provincially- matched municipal levy.

The fairness or equity of this model is challenged by the City of Peterborough. The issue relates to the representative voting (one vote per member) compared to the allocation on the municipal levy, which is apportioned and amounts to nearly 60% of the total annual municipal levy. The city believes a more representative governance structure is necessary. On all matters that come before the Board the city has three (3) votes out of eleven (11) and currently exercises two (2) votes out five (5) at the executive committee for 2011.

Conservation authorities are primarily funded through a variety of sources. In Table Seven, the various funding sources are expressed as a percentage (%) of the total sources of funding for all CAs in Ontario and ORCA for discussion purposes. The data in Table Seven reveals that the municipal levy proportion for ORCA at 47% of all funding sources exceeds the provincial average by 9%. As such the city's contribution to the municipal levy, which approaches 60% and represents nearly one third of all funding sources, is significant.

Table Seven

ORCA Governance & Operational Review

Primary Funding Sources: Provincial Averages and ORCA, February 2011

CAs	Federal	Prov Section 39	Prov Source Water Protection	Prov Special Projects	Municipal Levy	Municipal Special Projects	Self- Generated Revenue	Total
All CAs	2%	3%	11%	5%	38%	6%	35%	100%
ORCA	2%	10%	9%	6%	47%	1%	25%	100%

(Source Conservation Ontario, Financial Report, 2009 Data)

As noted earlier, the size and voting rights of the board for ORCA are fixed and legislatively prescribed. The author undertook a telephone survey of four (4) conservation authorities with similar rural- urban settlement patterns- a large urban centre surrounded by a smaller rural population base- to determine if an alternative representational governance models to the current legislation exists. The South Nation, Rideau Valley, Cataraqui Region and Upper Thames conservation authorities were contacted to determine if the cities of Ottawa, Kingston, and London enjoyed alternative representational voting rights. In each case, the legislatively prescribed governance model prevails.

There are options that lie within and outside of *the Act*, which may include the following:

- Retain the ‘status quo’ where the full Board meets monthly, the executive committee meets in circumstances where the whole board is not available to conduct the business of the Board or serve as a hearing board for appeals while retaining the prescribed role of the Audit Committee;
- Seek a legislative change to the Act, or regulations which alters the current voting prescription to an alternative, agreed upon formula by all of the member municipalities;
- Return to the older model where the executive committee performed the roles and responsibilities of the full board as well as the hearing function ;
- Pursue the dissolution of the authority under Section 13.1(1) of *the Act*, or

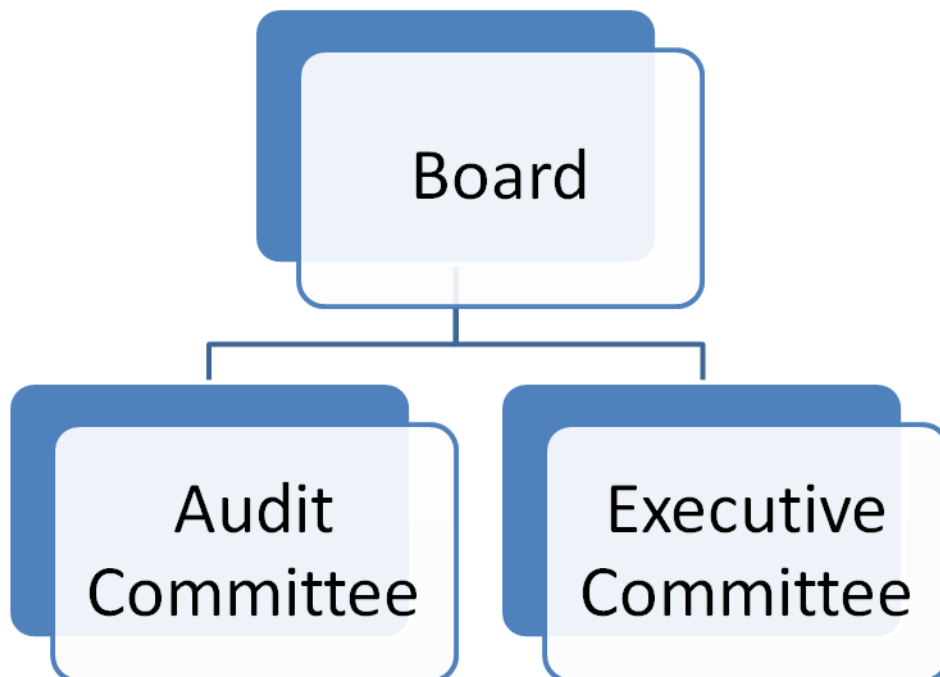
- Modify the current governance model where the whole board meets monthly but alter the composition of the executive committee by assigning two (2) members from the city on a 'permanent' basis

There are undoubtedly other options for discussion when the Board considers this section of the report, but the writer's preference leans toward retaining the current model with, if necessary, the modification for annually appointing two members from the city on the executive committee for the following reasons. The trend across Ontario has seen a movement away from the executive committee model to a full board. The cost-effectiveness in terms of staff time, administrative resources and meeting frequency, coupled with the fact that all members are equally involved in the business of the authority appear to outweigh any representational voting issues for many municipalities, including, for example, the centres of London, Ottawa and Kingston.

Figure Two

ORCA Governance & Operational Review

Proposed Governance Model, February 2011



## 5.2 Roles and Responsibilities

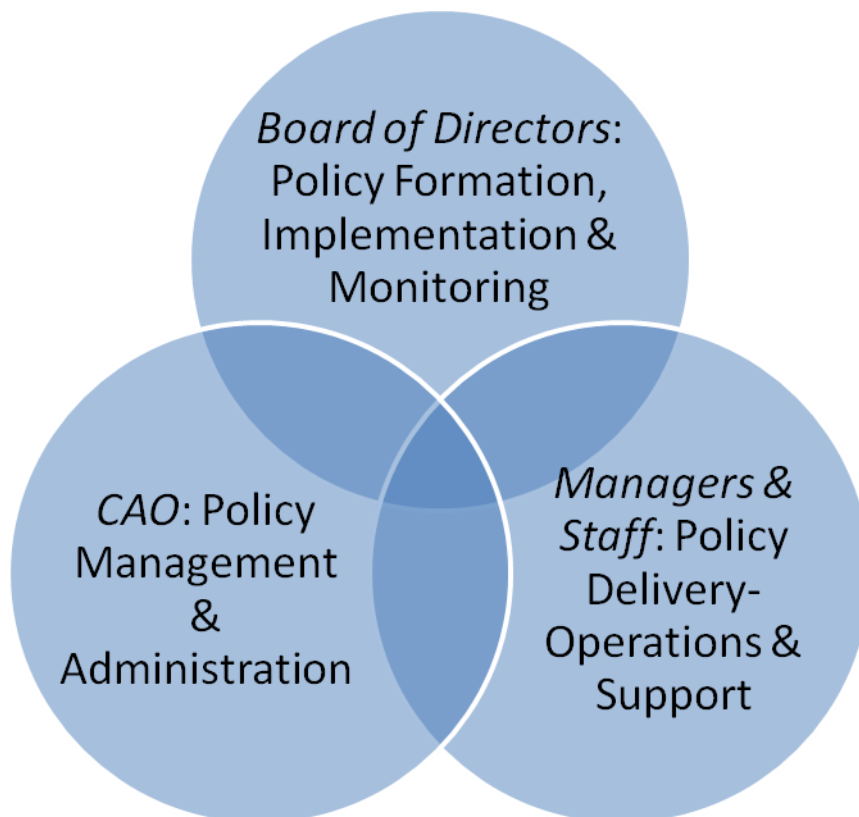
In this section the opportunities to improve the working relationship between the members of the Board and staff are examined in order to address issues of clarity around the roles and responsibilities and build trust, respect and confidence between the members of the Board and staff. It is the author's experience that a healthy and productive working relationship between staff and a governing body is as important as the governance structure for effective delivery of public programs and services.

The distinct and highly inter-related roles and responsibilities performed by the authority's staff and board members are depicted in Figure Three below:

Figure Three

### Principal Roles and Responsibilities

ORCA Governance & Operational Review, February 2011



(Source: Fournier Consulting Services, February 2011)

In this continuous and sequential cycle of roles the board focuses on making policy decisions about *what* services, many of which are prescribed or mandated by legislation, it will deliver and *how* the services will be delivered. As a governing body the board is responsible for ensuring the policy decisions are implemented and monitored over time. The CAO is tasked with the role of *managing* and *administering* the board's policy decisions by ensuring the processes and resources are in place to deliver the services in a manner that is consistent with the board's policy decisions. The role of managers and staff focuses on the *operational* tasks that are required to *support and deliver* the services and programs mandated by the board. Together, the board members and staff should conduct regular *evaluations* (in terms of efficiency and effectiveness) of the services they deliver on a continuous basis.

Policy statements are a standard tool for establishing and formalizing the roles and responsibilities of the board and staff members of an organization. A good example of a policy statement that was recently developed and incorporates the principal roles and responsibilities depicted in Figure Three can be found in the Kawartha Region's Governance and Administrative Policies, By- Law #1, February 2010. This document is included in a separate technical file which contains reference materials to be read in conjunction with this report.

**Recommendation #1:** It is recommended that the Board amend its current governance and administrative policies (Otonabee Region Conservation Authority, *Administration Regulations*, CA Act, R.S.O. 1990, c C27, s 30(1) and Resolutions, October 21, 2004) to incorporate the principal roles and responsibilities between the members of the board and staff described in Figure Three.

Meeting procedures that encompass codes of conduct are another useful tool to establish principles of respect and courtesy between members of the board, staff and the public at all board and committee meetings. Two good working examples of recent policy statements for meeting procedures are Kawartha Region's Meeting Procedures, By-law #2, February, 2010 and the Township of Montague, Reeve and Councillor's Code of Conduct, Schedule 'A' to By-Law 2961- 2007. In particular, these policies speak to the roles and responsibilities of the presiding chair while business is conducted at meetings. These documents are also included in the technical file that accompanies this report.

**Recommendation #2:** It is recommended that the Board amend its current meeting procedures policies (*Administration Regulations*) to include a code of conduct that incorporates the principles of respect and courtesy in all dealings between the board members, staff and the public during meetings of the Authority's Board and committees.

The concerns expressed over accountability, interpretation of provincial policy provisions, trust and confidence between board members and staff and staff and some partners in the watershed is also tied directly to the need for clarity of roles and responsibilities performed by the Board and staff. Comments along the line of "... the Board's involvement in certain matters begins at the end of the process" underscores the need for clarity. These concerns are not a systemic or prevail for all of the roles performed by the organization, but they do appear to be particularly acute in the permitting and plan review functions.

The options to address this concern are two-fold. One approach would involve the preparation of staff reports for the review and approval of the Board. Here, the authority's permitting and plan review activity is significant. In 2010, 215 permits were issued out of the 229 permit applications filed. Plan review activities for same period of time involved a total 267 municipal planning applications throughout the watershed (ORCA, Regulations & Planning Comparisons, 2003- 2010). The process of reviewing applications and the issuance of permits under Section 28 of the *CA Act* and Ontario Regulation 167/06 (regulation permit applications) is prescribed where the Board's performs a decision- making role. Here the Authority performs a hearing board role before any refusal decisions are made (See Appendix 2(a) in *Conservation Ontario, CALC Chapter, Policies and Procedures For Conservation Authority Plan Review and Permitting Activities*, Final Version, May 2010- in the technical reference file). Planning Act review activity is largely a prescribed (Section 3.1 of the *PPS*, 2005) commenting function on a wide range of municipal planning applications which may involve conditions of approval and/or issuance of conditional permits. The sheer volume of planning applications, which are time sensitive, would require additional staff resources and administrative supports for meetings to stream commenting reports through the Board for approval prior to forwarding the comments to the approval agency in time to meet statutory planning timelines.

A regular reporting mechanism, for example a monthly planning activity report, presented by the CAO at each monthly meeting would inform the board and provide an opportunity for staff to comment on the status of files. However, the effectiveness of this approach may be limited without the Board and staff reviewing the current policy and procedural framework for its planning and regulation function. Clarity around roles, building trust and confidence will benefit from such a review.

It appears that for some time now, the board has not been directly involved in a regular review of its policies and procedures for permitting and the review of Planning Act applications.

Staff members have been relying upon the Provincial Policy Statement (*PPS 2005*), Section 28 of the *CA Act* and the generic regulations (*Ontario Regulation 167/06*) for permitting and plan review functions related to development activity and natural hazards (flood plains, wetlands) for some time. In terms of recent policy developments, the PPS 2005 is currently under review and Conservation Ontario recently released the approved CALC Chapter on *Policies and Procedures for Conservation Authority Plan Review and Permitting Activities*, Final Version May 2010. This policy document, which was posted (EBR 010-8243) and approved, describes the roles of CAs perform in the areas of municipal planning, plan review and Conservation Authorities Act, Section 28 permitting related to development and natural hazard prevention. In addition, the boards of many authorities have recently engaged external consultants to assist in the process of updating the policies and procedures that govern this particular function, including the Nottawasaga and Kawartha conservation authorities. The CAO of the latter authority (KRCA) has in fact extended an invitation to ORCA to join KRCA in this process of policy renewal. It is time the members of the Board and staff refresh their primary and respective roles in policy formation and policy implementation. This process builds on trust, confidence and respect between the Board and staff and vice versa.

**Recommendation #3:** It is recommended the Board and staff initiate and conduct together a review of the Board's policies and procedures that govern its current plan review and regulatory permitting functions (Section 28 regulations and PPS, 2005); and that this review consist of, but not necessarily limited to, the following steps:

1. Conduct a complete review of the current regulations and legislative requirements with emphasis placed on roles and responsibilities;
2. Conduct a review of the new approved CALC Chapter on Policies and Procedures For Conservation Authority Plan Review and Permitting Activities, Final Version, May 2010 in conjunction with the current policy review; and
3. Arrange a meeting with KRCA Board representatives and CAO to discuss the advantages and costs to update the current policy and procedural framework particularly with respect to roles and responsibilities performed by staff and board members.

The commencement of his policy review should be tied to the recruitment and selection of the new CAO, who must play an integral role in the review of the planning and regulatory policies and procedures. The new CAO will serve as the critical link with respect to the working relationship between the Board and staff and provide the appropriate leadership with the management team to improve and enhance the communications and interactions between the Board and staff.

**Recommendation #4:** It is recommended that the Board initiate its search for the recruitment and selection of a suitable candidate to fill the position of Chief Administrative Officer/ Secretary- Treasurer, immediately.

Once the CAO is selected and has had sufficient time to become fully acquainted with the Authority's operations, the CAO will join and lead together with Board the process of reviewing the policies and procedures for the Authority's planning and regulation functions. This role, however, must continue with a complete review of the policies and procedures that govern the Authority's remaining functions.

**Recommendation #5:** It is recommended the Board and CAO initiate and conduct together an ongoing process of review of all of the remaining policies and procedures that govern the non- plan review and permitting roles performed by the Authority, including:

1. The monitoring of watershed conditions;
2. The provision of environmental services;
3. The delivery of watershed management programs;
4. The ownership and operation of conservation lands; and
5. The delivery of educational conservation programs.

The reviews should focus and distinguish between the mandatory and discretionary roles and activities performed by ORCA.

### **5.3 Engaging Partners and Stakeholders through Memoranda of Understanding (MOUS):**

The concerns voiced by the external partners and stakeholders are also linked to need for clarity on the roles and responsibilities performed by ORCA. These issues, which are highlighted in the Table Four, are best addressed by developing a process of

engagement with the appropriate partners and stakeholders in conjunction with the Board's ongoing review of its policies and procedures set out in recommendations 3 and 5. The existing municipal MOUs executed between ORCA and the City of Peterborough (engineering services), the County of Peterborough (plans of subdivision) and the City of Kawartha Lakes (environmental services) precede the introduction PPS (2005) and in two instances were ratified in the 1990's. While these documents define the roles and responsibilities performed by ORCA and the municipalities, they are outdated and should be renewed.

**Recommendation #6:** It is recommended that the Board develop a process of engagement with its partners and stakeholders in its ongoing review of the policies and procedures associated the roles and activities performed by the Authority to:

1. Ensure the roles and responsibilities performed by each partner is current and clear; and
2. Incorporate the roles and responsibilities into an appropriate memorandum of understanding (MOU) and duly approved or ratified by the Board and the partnering jurisdiction with whom the service(s) are being performed.

Many of the issues identified in Table Four should be addressed through this process.

#### **5.4 Internal Improvements:**

A number of opportunities for improvements to the tasks performed by staff members, the organizational structure and the administrative supports and technical tool (e.g., GIS) are found in Table Six to the report. These improvements should be initiated and led by the new CAO.

With respect to the organizational structure the author initially considered a recommendation to alter the current management structure. The latest re-structuring, which occurred around 2005, was likely predicated on Mr Powell's observation in his report of 2003 that the three (3) managers were experiencing an "element of work overload" and the organization needed more direct reports to the CAO. Today there are six (6) direct reports to the CAO. It would be pre-mature to initiate another round of re-structuring, in light of the recommendation to proceed immediately with the recruitment of a new CAO.

**Recommendation #7:** It is recommended that the Board direct the new CAO to prepare a working brief and work plan with timelines regarding the internal improvements identified in Table Six for the Board's consideration and approval.

## 5.5 Financial Resources:

Internal and external input centered on an area that is critical to the success and performance of any organization, namely short and long- term fiscal stability and strategic planning.

A quick and very high level look at the data in Table Seven indicates OCRA's per capita costs are lower than many of its neighbouring CAs as well as the provincial average for 2009. This suggests that ORCA is either highly efficient or conversely, under resourced. The extent to which ORCA's financial base is sufficient to sustain its operations and ensure its longer-term financial stability is a question that the Board needs to examine.

Table Seven

### ORCA Governance and Operational Review

Comparative Financial and Staffing Resources, Neighbouring Conservation Authorities, 2009

CAs	ORCA	GRCA	KRCA	LTC	CVCA	All CAs
Total Exp's \$'s	1,858,929	2,821,007	1,771,050	3,714,199	706,365	271,802,684
Population	108,786	76,476	55,352	60,800	9,590	10,415,152
\$/Capita	17.08	36.89	31.99	61.09**	73.66	26.13
# of Staff*	17	24	25	21	8	1911

*(Sources: Conservation Ontario 2009 financial and program data. Notes: \* denotes full and part- time permanent, contract or contract FTEs; \*\* denotes delivery agent for Source Water Protection (SWP)).*

**Recommendation #7:** It is recommended that the Board initiate a review of the financial resources required to sustain its operations and the Board's capital and infrastructure assets.

## **6.0 Issues beyond the Scope of the Review**

There are three (3) matters that emerged during the production of this report which fall outside of the direct scope of this review. The matters captured in items 1 and 2 below may invariably influence- one possibly to a greater extent than the other- the roll out and implementation of the recommendations and as such, these matters should be ‘parked’ but not forgotten. Item 3 serves as an information piece. The issues are:

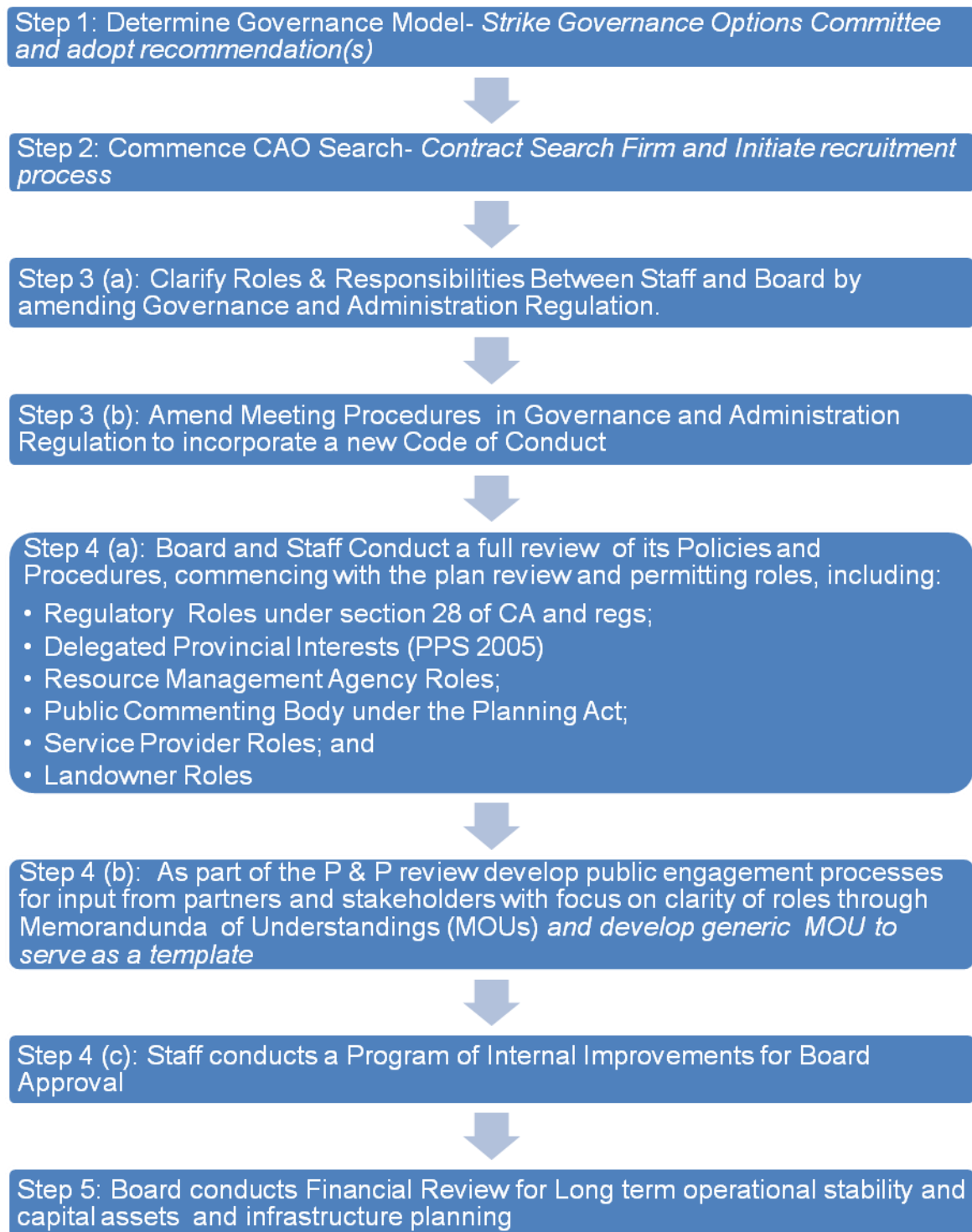
1. The Province of Ontario is currently conducting a review of the Provincial Policy Statement (PPS 2005). This document has a direct bearing on one of the key roles performed by ORCA. The Authority must continue to monitor the results of this review and be prepared to respond accordingly to any changes that may affect the delivery of services by the organization;
2. With respect to the recommendation that the “Otonabee Conservation Foundation” should play a key or greater role in funding ORCA initiatives, it is noted that the Foundation has recently completed and is now in the process of reviewing a new strategic plan to guide its role and objectives in conjunction with ORCA and the watershed community; and
3. The current financial and program data, which is compiled annually by Conservation Ontario (CO), will be useful but has some limitations as the principal source of data for a comprehensive program and services bench marking project. Conservation Ontario is, in the author’s opinion, well positioned to perform a lead role in the development of a province- wide bench marking program for CAs that could mirror similar provincial- municipal programs already in existence.

## **7.0 Summary and Conclusions**

In conclusion, the key recommendations brought forth in this report must be implemented in a co-ordinated and sequential manner in order to effectively achieve the desired outcomes. The commencement of the recruitment and selection process for a new chief administrative officer (CAO) is deemed an essential and pivotal step in the implementation of the recommendations.

The sequential and co-ordinated implementation of the recommendations is summarized in Figure S-1 on the following page.

Figure S-1: ORCA Governance and Operational Review, Sequential Order of Recommendations, March, 2011



## Appendices

### Appendix 'A'

#### Revised Report

To: The Board of Directors

From: Stephen Fournier, Interim CAO

Date: August 19, 2010

Subject: Governance & Operational Services Review- Work Program & Deliverables.

**Background:**

The revisions contained in this report are based on the feedback and input that was received from the Directors during and following the presentation of the preliminary report to the Board on July 15, 2010. In addition, the roll out and work on the stakeholder interviews with the member municipalities, which were launched in the first week of August, clearly point to a need to adjust the work program schedule. The changes to both the work plan and timing are highlighted in *italics*.

#### Revised Work Plan, August 19, 2010

STAGES	TASKS	TIMELINES
Stage <b>1. STAKEHOLDER RELATIONS &amp; CUSTOMER SERVICE;</b>  Scoping the issues and developing a report <i>with recommendations</i> for	1. Tasks will include: 2. A combination of telephone and one-on- one interviews/group sessions with: (a) municipal staff and (b) councils* for each member municipality; (c) managers from adjoining conservation authorities; (d) local land and development industry representatives (i.e., area homebuilders' and realtors'	The scheduling of interviews and sessions will take place the week of <i>August 2nd, 2010.</i>  Actual

<p>improvements in stakeholder relations, customer service focus, <i>communications and marketing, data and mapping accuracy and assess the application of 'flexible' approaches to permitting and planning applications</i> in consultation with stakeholders.</p>	<p>associations); (e) local conservation groups (i.e., Peterborough Stewardship Council, ORCA Foundation and Trent- Severn Waterway**) and (f) ORCA senior leadership team;</p> <p>3. <i>Assemble and review all existing Memorandums of Understanding (MOUs) and between ORCA and member municipalities and other provincial/federal agencies and make recommendations for changes/improvements:</i></p> <p>4. <i>Identify areas of service overlap or duplication between ORCA and stakeholders, areas for collaboration and identify data/mapping gaps for service improvements;</i></p> <p>5. <i>Assess the application of 'flexible' best practices/approaches to permit and planning review modelled, for example, on the mitigation/compensation process utilized by the Department of Fisheries and Oceans and the 'minor variance' process used by municipalities; and</i></p> <p>6. <i>The preparation of context report on strategies for improvements in stakeholder relations, customer service, planning and development reviews processes internally and externally, 'flexible' best practices in planning and permit reviews and approvals, marketing, communications, data/mapping gaps and opportunities for collaboration.</i></p>	<p>interviews and group sessions will require approximately 30-35 hours and will be conducted between August 4<sup>th</sup> and September 24<sup>th</sup>, 2010.</p>
<p>Stage 2. GOVERNANCE</p>	<p>Tasks will include:</p> <p>1. Review of all relevant legislation and regulations <i>relative to</i></p>	<p>These tasks will be conducted in tandem with</p>

<p><b>MATTERS:</b></p> <p>Examine and identify issues with respect to governance (<i>i.e., board composition, representation, voting, role of the executive committee</i>) and operational matters <i>that focuses primarily on the roles and responsibilities between the board and staff</i> and develop working report on governance model(s)</p>	<p><i>ORCA's core mandate and responsibilities;</i></p> <ol style="list-style-type: none"> <li>2. A comparative review of the current ORCA governance model (<i>board composition representation, voting, role of the executive committee</i>) with neighbouring conservation authorities and other authorities <i>that have recently undergone governance and/or operational reviews that has focused on the roles and responsibilities of the board, staff and CAO;</i></li> <li>3. Two (2) one half day sessions with (a) ORCA directors and (b) ORCA senior staff leadership team to <i>develop a governance model and determine roles and responsibilities between the board and staff an ;</i> and</li> <li>4. The preparation of the working report on governance matters <i>and the role and responsibilities between the board and staff.</i></li> </ol>	<p>stages 1 and 3 between <i>August 4th and September 24th, 2010.</i></p>
<p>Stage 3. <b>OPERATIONS &amp; SERVICES:</b></p> <p>Determining the program and service delivery model <i>and the financial resources to support the model.</i></p>	<p>Tasks include***:</p> <ol style="list-style-type: none"> <li>1. Identifying core mandated and discretionary programs and services- there are currently five functional service and program areas delivered by ORCA (planning and regulations, environmental services, engineering services, land management and corporate services) which will be broken down into specific programs;</li> <li>2. A determination of the full costs and benefits**** of the service or program <i>including a comparison of same with neighbouring CAs and jurisdictions with similar functions;</i></li> <li>3. The consideration of internal improvements or alternative</li> </ol>	<p>These tasks will also be carried out in tandem with stages 1 and 2 <i>from August 4<sup>th</sup> to November 1st, 2010.</i></p>

	feasible service delivery methods; and 4. The preparation of a working report on the preferred service and program delivery model <i>and financial resources required to support the model</i>	
Stage 4: <i>REPORTING:</i>  Producing the interim and final reports.	Tasks include:  1. A merging and consolidation of the context and working reports from Stages 1 through 3 inclusive; 2. The production of an interim report to guide the board in the selection process for a new CAO; and 3. The production of a final report.	This task will commence on August 20 <sup>th</sup> with an interim report delivered to board for consideration at its regular meeting in <i>October, 2010</i> . The final report will be lodged with the board at its regular meeting in <i>November, 2010</i> .

\* Meetings with all members or representatives of the member municipal councils will be determined in consultation with the CAO for each municipality,

\*\* ORCA directors and staff may wish to identify other community stakeholders.

\*\*\* Throughout this stage working meetings (a least three meetings are anticipated- two meetings with staff and one meeting with the board of directors) will be necessary.

\*\*\*\* Specific cost (efficiencies) comparisons to other external organizations with similar services and programs will be generated where applicable subject to the availability of data and the willingness to share the data.

The foregoing timelines and work program may be adjusted from time to time to accommodate daily operational needs and other critical initiatives carried out by the board. Reports on the status and progress of the review will be included on the agenda for the regular monthly meetings of the board.

Respectfully submitted,

Stephen Fournier,

Interim CAO

#### Appendix 'B'

##### List of External Participants in Stage One by Organization and Interview Dates

#	Organization	Participants	Dates
1	Municipality of Trent Hills	Staff: <ul style="list-style-type: none"> <li>• Mike Rutter, CAO</li> <li>• Jim Peters, Director of Planning</li> <li>• Richard Bolduc, Director of Public Works</li> </ul>	August 4, 2010
2	County of Peterborough	Staff: <ul style="list-style-type: none"> <li>• Gary King, CAO</li> <li>• Chris Bradley, Director of Public Works</li> <li>• Bryan Weir, Director of Planning</li> </ul>	August 5, 2010
3	Township of Douro-Dummer	Council: <ul style="list-style-type: none"> <li>• J. Murray Jones, Reeve</li> <li>• Karl Moher, Deputy Reeve</li> <li>• Shelagh Landsmann, Councillor</li> </ul>	August 11, 2010

		<p>Staff:</p> <ul style="list-style-type: none"> <li>• David Clifford, CAO</li> <li>• Linda Moher, Clerk/ Planning Coordinator</li> </ul>	
4	City of Peterborough	<p>Staff:</p> <ul style="list-style-type: none"> <li>• Linda Reed, CAO</li> <li>• Patricia Lester, City Solicitor</li> </ul>	August 12, 2010
5	Township of Asphodel-Norwood	<p>Staff:</p> <ul style="list-style-type: none"> <li>• Valarie Przybilla, CAO/Clerk</li> <li>• Brian McMillan, Director of Public Works and Environmental Services</li> <li>• Mike Sinclair, Chief Building Official, By-Law Enforcement Officer</li> </ul>	August 17, 2010
6	City of Peterborough	<p>Staff:</p> <ul style="list-style-type: none"> <li>• Patricia Lester, City Solicitor</li> <li>• Wayne Jackson, City Engineer</li> <li>• Malcolm Hunt, Director of Planning and Development Services</li> <li>• Ken Doherty, Director of Community Services</li> <li>• Brian Horton, Senior Director of Corporate Services</li> </ul>	August 18, 2010
7	Peterborough and the Kawartha Association of Realtors Inc.	<p>Director:</p> <ul style="list-style-type: none"> <li>• Todd McRobbie, Government Relations Coordinator</li> </ul>	August 25, 2010
8	Peterborough County Landowners' Association	Five (5) Directors/Members	August 25, 2010

9	Township of Otonabee South Monaghan	Staff: <ul style="list-style-type: none"> <li>Christine Wright, CAO/Director of Planning and Economic Development</li> </ul>	September 8, 2010
10	Township of Smith-Ennismore-Lakefield	Council: <ul style="list-style-type: none"> <li>Mary Smith, Deputy Reeve</li> </ul> Staff: <ul style="list-style-type: none"> <li>Janice Lavalley, CAO</li> <li>Stephen Crough, Manager of Public Works</li> <li>Robert Lamarre, Manager of Building &amp; Planning</li> </ul>	September 9, 2010
11	Ministry of Natural Resources, Peterborough District	Staff: <ul style="list-style-type: none"> <li>Peter Mabee, Peterborough County Stewardship Council</li> <li>Julie Reeder, Sr. Lands and Waters Technical Specialist</li> </ul>	September 16, 2010
12	Peterborough and the Kawartha Association of Realtors Inc.	Board of Directors	October 4, 2010
13	Ontario Soil and Crop Improvement Association	Pat Learmonth, Environmental Farm Plan Representative, Peterborough County	October 4, 2010
14	Ministry of Natural Resources, Peterborough District	Staff: <ul style="list-style-type: none"> <li>Leala Pomfret, District Planner</li> </ul>	October 6, 2010
15	Township of Cavan Monaghan	Council: <ul style="list-style-type: none"> <li>Neal Cathcart, Reeve</li> <li>Fern Armstrong, Councillor</li> <li>Brian Barlett, Councillor</li> <li>Jim Chaplin, Councillor</li> </ul>	October 7, 2010

		<p>Staff:</p> <ul style="list-style-type: none"> <li>• Yvette Hurley, CAO</li> <li>• Karen Ellis, Director of Planning and Building Services</li> <li>• Wayne Hancock, Director of Roads and Environmental services</li> </ul>	
16	Trent-Severn Waterway	Joan Chamberlain, Manager Resource Conservation	October 13, 2010
17	Westmount Construction Company Limited	Barry Whitnell, President	October 14, 2010
18	Ontario Ministry of Natural Resources	David de Launay	October 28, 2010
19	Ministry of Municipal Affairs and Housing, Kingston Office	John McDonald, Michael Elms and Vincent Fabiilli	November 16, 2010
20	Builder (Residential and/or Industrial) City and County	Daryl Drain, Drain Bros <i>ADD Office Manager</i>	November 3, 2010
21	City of Peterborough	<p>Staff:</p> <ul style="list-style-type: none"> <li>• Linda Reed, CAO</li> <li>• Patricia Lester, City Solicitor</li> <li>• Malcolm Hunt, Director of Planning and Development Services</li> </ul>	November 3, 2010
22	Area Homebuilders	<p>AON</p> <ul style="list-style-type: none"> <li>• Brad Smith, Executive Vice President</li> <li>• Ross Smith, President &amp; CEO</li> </ul>	November 29, 2010
23	Ontario Legislature	<p>MPP</p> <p>Jeff Leal, Peterborough</p>	November 5, 2010

24	Peer Conservation Authorities	<p>CLOCA</p> <ul style="list-style-type: none"> <li>• Russ Powell, CAO</li> </ul> <p>GRCA</p> <ul style="list-style-type: none"> <li>• Linda Laliberte, CAO</li> </ul> <p>KRCA</p> <ul style="list-style-type: none"> <li>• Rob Messervey, CAO</li> </ul> <p>LTC</p> <ul style="list-style-type: none"> <li>• Glenda Rogers, GM</li> </ul> <p>RVCA</p> <ul style="list-style-type: none"> <li>• Dell Hallett, GM/ Secretary-Treasurer</li> <li>• Don MacIver, Director of Planning &amp; Regulations</li> </ul> <p>SNCA</p> <ul style="list-style-type: none"> <li>• Dennis O'Grady, GM</li> </ul> <p>CRCA</p> <ul style="list-style-type: none"> <li>• Stephen Knechtel, GM/ Secretary- Treasurer</li> </ul> <p>UTRCA</p> <ul style="list-style-type: none"> <li>• Ian Wilcox, GM/ Secretary- Treasurer</li> </ul>	November 11, 2010- January 20, 2010
25	Clear/Ston(e)y/White Lake Plan Environmental Committee	Rob Little, Chairperson	December 03, 2010
26	City of Peterborough	<p>Staff:</p> <ul style="list-style-type: none"> <li>• Patricia Lester, City Solicitor</li> </ul>	December 17, 2010
27	City of Peterborough	<p>Staff:</p> <ul style="list-style-type: none"> <li>• Linda Reed, CAO</li> </ul>	January 11, 2011

		<ul style="list-style-type: none"> <li>Patricia Lester, City Solicitor</li> </ul>	
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Appendix 'C'

List of the 2010 Directors and staff members who participated in Stage 2 of the Review.

Directors	
Terry Low	Chair, Township of Asphodel- Norwood
Sherry Senis	Vice- Chair, Township of Smith- Ennismore- Lakefield
Ron Milan	Township of Smith-Ennismore-Lakefield
John Good	Appointee, Township of Douro- Dummer
David Nelson	Township of Otonabee- South Monaghan
Bob Hall	City of Peterborough
Jack Doris	City of Peterborough
Clayton Wade	City of Peterborough
Brian Bartlett	Township of Cavan Monaghan
Stephen Strangway	City of Kawartha Lakes
Bill White	Municipality of Trent Hills
Staff	
Denyse Sanderson	Acting Sec./Treasurer- Manager Corporate Services
Lucas Pitts	Manager Engineering Services
Meredith Cater	Manager Environmental Services
John Williams	Manager Conservation Lands

Jennifer Clinesmith	Manager Planning & Regulations
Kathy Reid	Coordinator Communications & Education
David Johnston	Engineering Technologist
Bev Hurford	Watershed Planner
Michelle Fletcher	Acting Watershed Biologist
Terry Wiegard	Parks Supervisor
Kim Duke	Administrative Assistant
Gordon Earle	Water Resources Technologist
Dan Bujas	Regulations Officer
Terri Cox	Environmental Technician
Nicole Pykkonen	GIS/IT Technician
Amanda Urquhart	Recorder & Part-time Receptionist

Appendix 'D'- Committee of the Whole Report OCS10-013, Otonabee Region Conservation Authority, Patricia Lester, City of Peterborough, August 30, 2010.



City of  
**Peterborough**

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**TO:** **Members of the Committee of the Whole**

**FROM:** **Patricia Lester, City Solicitor and Director of Legal Services**

**MEETING DATE:** **September 7, 2010**

**SUBJECT:** **Report OCS10-013**  
**Otonabee Region Conservation Authority**

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## **PURPOSE**

A report to recommend the Mayor and staff provide comments to AMO and the Province regarding conservation authority legislation and mandate and to recommend that staff actively participate in the ongoing governance and operational review of the Otonabee Region Conservation Authority (ORCA) and report back to Council in the New Year.

## ***RECOMMENDATIONS***

That Council approve the recommendations outlined in Report OCS10-013 dated September 7, 2010, of the City Solicitor and Director of Legal Services, as follows:

- a) That the Mayor and/or Staff be directed to provide comments to AMO and the Province regarding conservation authority legislation and mandate.
- b) That Staff actively participate in the present review being undertaken by ORCA and provide input related to representative voting compared to allocation of levy.
- c) That Staff actively participate in the ORCA review being undertaken and provide input related to the appropriate governance structure.
- d) In the event that the operational review does not result in a more co-operative solutions-based and equitable decision making body, Staff are directed to report back to Council, in the new year, with options including alternative service and program delivery models.

## **BUDGET AND FINANCIAL IMPLICATIONS**

There are no budget and financial implications with regards to this Report.

## ***BACKGROUND***

Conservation authorities in Ontario were established to ensure the successful management of watersheds. At the Provincial level, the Ministry of Natural Resources is reviewing their policies and procedures for Conservation Authority Plan Review and Permitting Activities, which it's hoped will provide greater clarity regarding the role of a conservation authority. Staff recommend participation at the Provincial level by the Mayor and/or Staff, providing comments to AMO and the Province regarding conservation authority legislation and mandate.

Conservation authorities work very closely with local municipalities. Locally, a number of concerns have been expressed with regards to ORCA's core mandated duties and programs; the culture of the organization and ORCA's decisions with regards to City planning and development issues.

Presently, ORCA's Interim CEO is undertaking a review of ORCA's mandate to manage our water and natural heritage. Attached is a Report from S. Fournier, dated August 19,

2010, outlining the stages, tasks and timelines for the Governance & Operational Services Review –Work Program & Deliverables. The review will examine in part, services provided to the public and the relationship between ORCA staff and supporting municipalities. Staff believe it is important that the City participate in ORCA's review and recommend the following:

1. Staff actively participate in the review being undertaken and provide input related to representative voting compared to allocation of levy.
2. Staff actively participate in the review being undertaken and provide input related to the appropriate governance structure.

A preliminary meeting has taken place with Mr. Fournier and Staff anticipate the review will lead to improved working relationships. Staff will report back to Council in the new year on the outcome of the review, however, in the event that greater cooperation may not be achieved, Staff will provide other options to Council that may include options for removing the City from ORCA's structure.

Submitted by,

Patricia Lester

City Solicitor and Director of Legal Services

Contact Name: Patricia Lester

Phone – 705.742.7777 Ext. 1603

Fax – 705.742.3947

E-Mail – [plester@peterborough.ca](mailto:plester@peterborough.ca)

Appendix A - Report from S. Fournier, dated August 19, 2010

# APPENDIX A

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## Revised Report

To: The Board of Directors  
From: Stephen Fournier, Interim CAO  
Date: August 19, 2010  
Subject: Governance & Operational Services Review- Work Program & Deliverables

### Background:

The revisions contained in this report are based on the feedback and input that was received from the Directors during and following the presentation of the preliminary report to the Board on July 15, 2010. In addition, the roll out and work on the stakeholder interviews with the member municipalities, which were launched in the first week of August, clearly point to a need to adjust the work program schedule. The changes to both the work plan and timing are highlighted in *italics*.

### Revised Work Plan, August 19, 2010

STAGES	TASKS	TIMELINES
Stage 1: Scoping the issues and	7. Tasks will include: 8. A combination of telephone and one-on-one interviews/group	The scheduling of interviews and sessions will take

<p>developing a context report for improvements in stakeholder relations, customer service focus, <i>communications and marketing, data and mapping accuracy and assess the application of 'flexible' approaches to permitting and planning applications</i> in consultation with stakeholders.</p>	<p>sessions with: (a) municipal staff and (b) councils* for each member municipality; (c) managers from adjoining conservation authorities; (d) local land and development industry representatives (i.e., area homebuilders' and realtors' associations); (e) local conservation groups (i.e., Peterborough Stewardship Council, ORCA Foundation and Trent- Severn Waterway**) and (f) ORCA senior leadership team;</p> <p>9. <i>Assemble and review all existing Memorandums of Understanding (MOUs) and between ORCA and member municipalities and other provincial/federal agencies and make recommendations for changes/improvements:</i></p> <p>10. <i>Identify areas of service overlap or duplication between ORCA and stakeholders, areas for collaboration and identify data/ mapping gaps for service improvements;</i></p> <p>11. <i>Assess the application of 'flexible' best practices/approaches to permit and planning review modelled, for example, on the mitigation/compensation process utilized by the Department of Fisheries and Oceans and the 'minor variance' process used by municipalities; and</i></p> <p>12. <i>The preparation of context report on strategies for improvements in stakeholder relations, customer service, planning and development reviews processes internally and externally, 'flexible' best practices in planning and permit reviews and approvals, marketing,</i></p>	<p>place the week of <i>August 2nd, 2010.</i></p> <p>Actual interviews and group sessions will require approximately 30-35 hours and will be conducted between <i>August 4th<sup>th</sup> and September 24th, 2010.</i></p>
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	<i>communications, data/mapping gaps and opportunities for collaboration.</i>	
<p>Stage 2:</p> <p>Examine and identify issues with respect to governance (<i>i.e., board composition, representation, voting, role of the executive committee</i>) and operational matters <i>that focuses primarily on the roles and responsibilities between the board and staff</i> and develop working report on governance model(s)</p>	<p>Tasks will include:</p> <ol style="list-style-type: none"> <li>5. Review of all relevant legislation and regulations <i>relative to ORCA's core mandate and responsibilities;</i></li> <li>6. A comparative review of the current ORCA governance model (<i>board composition representation, voting, role of the executive committee</i>) with neighbouring conservation authorities and other authorities <i>that have recently undergone governance and/or operational reviews that has focused on the roles and responsibilities of the board, staff and CAO;</i></li> <li>7. Two (2) one half day sessions with (a) ORCA directors and (b) ORCA senior staff leadership team to <i>develop a governance model and determine roles and responsibilities between the board and staff an ;</i> and</li> <li>8. The preparation of the working report on governance matters <i>and the role and responsibilities between the board and staff.</i></li> </ol>	<p>These tasks will be conducted in tandem with stages 1 and 3 between <i>August 4th and September 24th, 2010.</i></p>
<p>Stage 3:</p> <p>Determining the program and service delivery model <i>and the financial resources to support the model.</i></p>	<p>Tasks include***:</p> <ol style="list-style-type: none"> <li>5. Identifying core mandated and discretionary programs and services- there are currently five functional service and program areas delivered by ORCA (planning and regulations, environmental services, engineering services, land management and corporate services) which will be broken down into specific programs;</li> <li>6. A determination of the full costs and</li> </ol>	<p>These tasks will also be carried out in tandem with stages 1 and 2 <i>from August 4<sup>th</sup> to November 1st, 2010.</i></p>

	<p>benefits**** of the service or program <i>including a comparison of same with neighbouring CAs and jurisdictions with similar functions;</i></p> <p>7. The consideration of internal improvements or alternative feasible service delivery methods; and</p> <p>8. The preparation of a working report on the preferred service and program delivery model <i>and financial resources required to support the model</i></p>	
<p>Stage 4:</p> <p>Producing the interim and final reports.</p>	<p>Tasks include:</p> <p>4. A merging and consolidation of the context and working reports from Stages 1 through 3 inclusive;</p> <p>5. The production of an interim report to guide the board in the selection process for a new CAO; and</p> <p>6. The production of a final report.</p>	<p>This task will commence on August 20<sup>th</sup> with an interim report delivered to board for consideration at its regular meeting in <i>October, 2010</i>. The final report will be lodged with the board at its regular meeting in <i>November, 2010</i>.</p>

\* Meetings with all members or representatives of the member municipal councils will be determined in consultation with the CAO for each municipality,

\*\* ORCA directors and staff may wish to identify other community stakeholders.

\*\*\* Throughout this stage working meetings (a least three meetings are anticipated- two meetings with staff and one meeting with the board of directors) will be necessary.

\*\*\*\* Specific cost (efficiencies) comparisons to other external organizations with similar services and programs will be generated where applicable subject to the availability of data and the willingness to share the data.

The foregoing timelines and work program may be adjusted from time to time to accommodate daily operational needs and other critical initiatives carried out by the board. Reports on the status and progress of the review will be included on the agenda for the regular monthly meetings of the board.

Respectfully submitted,

Stephen Fournier,

Interim CAO



## GOVERNANCE & OPERATIONAL REVIEW

FACILITATED STAFF TEAM SESSIONS  
DECEMBER 9 – 10, 2010

### Some Basic Ground Rules

- Please respect the feelings and opinions of your colleagues;
- Contrary opinions or questions of clarity are perfectly acceptable – just remember to be tactful and courteous; and
- Make sure everyone has a chance to speak and express their thoughts and opinions

## TWO WORKING TEAMS ESTABLISHED

1. Technical and Administrative Support Roles – Thursday, December 9<sup>th</sup>, 9am – 12
2. Big Picture:
  - Mandate & Core Business
  - Board & Staff members – Roles & Responsibilities
  - GovernanceDecember 9, 1pm – 4pm  
December 10, 9am – 12pm

## OVERALL FOCUS FOR WORKING TEAMS

- 1) What does ORCA do well, or conversely, not so well; and
- 2) What does ORCA need to improve?

## TECHNICAL & ADMINISTRATIVE SUPPORT ROLES TEAM

Proposed Specific Focus:

- 1) What the organization wants from the GIS and administrative support roles; and
- 2) What needs to be added/ improved to meet what the organization wants from the support roles?

## TECHNICAL & ADMINISTRATIVE SUPPORT ROLE TEAM

Underlying Themes:

Focus – Collaboration, Communication & Team Building (Being proactive and taking down inter-departmental barriers)

## TECHNICAL AND ADMINISTRATIVE SUPPORT ROLES

Some possible examples to work with:

- 1) Project process/ management – timing for support, identifying support needs at the outset;
- 2) Records management: closing the public file for completeness and preparation for automation
- 3) Exploring efficiencies, eg. copying

# BIG PICTURE

## Mandate & Core Business

Objects of a Conservation Authority (ORCA Mandate)  
*To establish and undertake, in the area over which it has jurisdiction, a program designed to further the conservation, restoration, development and management of natural resources other than gas, oil, coal and minerals. Conservation Authorities Act RSO 1990, c. C.27, s. 20*

# BIG PICTURE

## ORCA'S MISSION/ VISION (1959 – 2010)

Providing leadership to achieve healthy watersheds...where human activity respects the need to conserve, restore, develop and manage the natural environment for current and future generations.

*Source: [www.otonabee.com/orca](http://www.otonabee.com/orca)*

**BIG PICTURE**  
**(Core) Lines of Business**  
(Source: [www.otonabee.com/orca](http://www.otonabee.com/orca))

**Watershed Conditions**

- Flood Advisory
- Flood Forecasting & Warning
- Low Water Response

**Regulations & Permits**

- Land Use Planning & Development
- Ontario Regulation 167/06 (wetlands, shorelines, watercourses)

**BIG PICTURE**  
**(Core) Lines of Business**  
(Source: [www.otonabee.com/orca](http://www.otonabee.com/orca))

**Environmental Services**

- Tree Planting
- Water Quality Monitoring
- Stream Restoration

**Watershed Management Program**

- Source Water Protection
- Oak Ridges Moraine (Groundwater Study)
- Hope Mill Dam

**BIG PICTURE**  
**(Core) Lines of Business**  
(Source: [www.otonabee.com/orca](http://www.otonabee.com/orca))

**Conservation Lands**

- Warsaw Caves Campground
- Selwyn Beach
- Hope Mill Restoration
- Jackson Creek Kiwanis Trail
- Imagine The Marsh Conservation Area

**BIG PICTURE**  
**CORE BUSINESS**

(Source: Dick Hunter, January, 2010)

(Not in any specific order)

- Communications & Information
- Education
- Volunteer Coordination
- Flood Forecasting, Warning & Protection
- Low Water Response
- Land Use, Planning & Regulation
- Source Water Watershed Health Monitoring
- Watershed Stewardship
- Natural Heritage
- Conservation Lands

## THE BIG PICTURE

Core Business Lines – Financial Resource  
(Source: 2011 Proposed Operational Budget)

Line of Business	Budget	% of Total
Planning & Regs	\$552,935	32%
Environmental Services	\$379,295	22%
Engineering Services	\$318,236	18%
Land Management	\$452,430	26%
Corporate Services	\$ 42,500	2%
Totals	\$1,745,396	100%

## THE BIGGER PICTURE

Roles and Responsibilities- Guiding Principles

(Source: S. Fournier December 2010 )



# THE BIGGER PICTURE

## Board & Staff – Roles & Responsibilities

### Board of Directors:

- General Rules of Conduct #42-45, ORCA Administrative Regulations, RSO 1990 c. C27 s. 30 (1)
- Resolution – Approved October 21, 2004, Motion 093-04, pp 7-8 attached

### Board & Staff

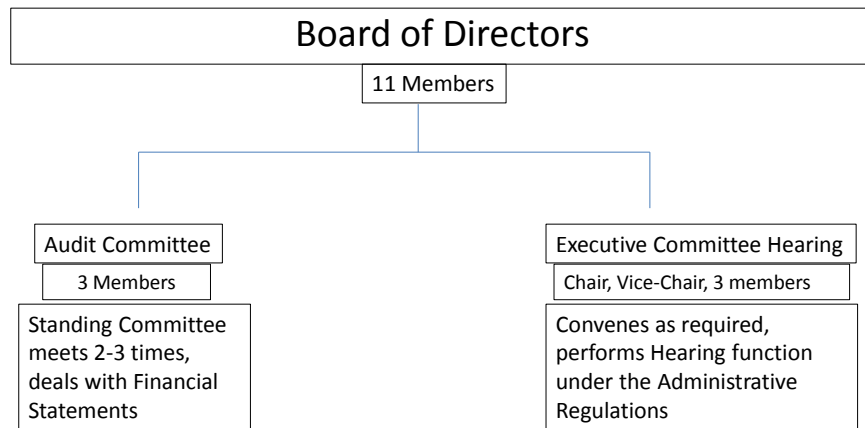
- An Example, Township of Montague – Reeve & Councilor's Code of Conduct, Section 2, pp 4-7 attached

### Board & CAO

- See KRCA
- KRCA By-law #1, Governance & Administrative Policies, Section B, Governance Policies, pp 3-8 attached
- Board – Rules of Conduct – See KRCA By-law #2, Meeting Procedures, Section B, Conduct of Members, p 3

# THE BIGGER PICTURE

## Governance - Current ORCA Governance Model



## THE BIGGER PICTURE

### Governance & Voting Issue

- Representation – “say for pay”
  - Representation; voting – interests
  - Role of Executive Committee
  - More or less committees?
- 
- See: ORCA Administrative Regulations, October 2004, Sections 28, 32-33, and 40-41

#### Appendix 'F'- Literature Review- Bibliography

1. *Otonabee Region Conservation Authority, Memo addressed to The Chairman and Members, Otonabee Region Conservation Authority, prepared by J.R. Powell, Chief Administrative Officer, Central Lake Ontario Conservation Authority, dated January 27, 2003.* Summarizes and presents advice on a number of issues facing ORCA.
2. *Otonabee Region Conservation Authority, Watersheds 2000, Guiding Conservation into the new Millennium, August 2000, prepared by Otonabee Conservation.* This document sets out the goals and elements of vision for the watershed and bases its implementation on the Adoptive Environmental Management Model (AEMM). It was intended that Watersheds 2000 would be implemented through the business planning cycle.
3. *Otonabee Region Conservation Authority, Strategic Planning Exercise, 2003-2006.*
4. *Kawartha Region Conservation Authority, A Review of the Kawartha Conservation Authority (KRCA), prepared by J.R Powell, Chief Administrative Officer, Central Lake Ontario Conservation Authority, , August 27, 2008.* A

- frank review of the governance, amalgamation and dissolution options for KRCA.
5. *Nottawasaga Valley Conservation Authority, Planning Program Review: Final Report, prepared by K. R. Wianecki, Planning Solutions Inc, September 2010.* An independent review that assesses and makes recommendations on improvements to the planning program for the NVCA.
  6. *Kawartha Region Conservation Authority, By-Law # 1, Governance and Administrative Policies, prepared by Kawartha Conservation, February 3, 2010.* A current set of policies that reflect today's governance and administrative needs
  7. *Kawartha Region Conservation Authority, By-Law # 2, Meeting Procedures, prepared by Kawartha Conservation, February 3, 2010.* A current set of policies which captures the key elements for a clear and effective code of conduct for meetings.
  8. *Township of Montague, Reeve and Councillor's Code of Conduct, By-Law 2962007.* One of the clearest, straight forward, well written codes of conduct for municipal jurisdictions.
  9. *Conservation Ontario, CALC Chapter, Policies and Procedures For Conservation Authority Plan Review and Permitting Activities, Final Version, May 2010.* Recently approved document that describes the roles of CAs in the areas of municipal planning, plan review and *Conservation Authorities Act* S. 28 permitting related to development activity and natural hazard prevention and the management and protection of environmental interests.
  10. *Report of the Panel on the Future of the Trent- Severn Waterway, It's All About the Water, A National Historic Site of Canada, March 2008.* In the context of this review this document speaks in particular about the need to clarify and co-ordinate the multi- jurisdictional roles in regulating water and shoreline activities.
  11. *Otonabee Region Conservation Authority, Administration Regulations, CA Act, R.S.O. 1990,c C27, s 30(1) and Resolutions, October 21, 2004.* Addresses governance, administrative and meeting procedures.
  12. *Government of Ontario, Conservation Authorities Act, R.S.O. 1990. Chapter C.27.* The legislative framework for conservation authorities in Ontario.
  13. *Government of Ontario, Conservation Authorities Act, R.S.O. 1990. Chapter C.27, Ontario Regulation 167/06, Otonabee Region Conservation Authority:*

*Regulation of Development, Interference with Wetlands and Alterations to Shorelines and Watercourses.*

14. Otonabee Region Conservation Authority, *Procedure Policy for Voting on Non- Provincially Supported Levy*, A Regulation Made Under the Conservation Authorities Act, Municipal Levies. Prescribes the weighted voting procedures for the annual approval of the “non- provincially matched (municipal) levy.
15. ORCA, *Regulations & Planning Comparisons*, 2003- 2010. A numerical compilation of permits, violations, inquiries, and planning applications by year (2002-2010) and member municipality.

Appendix 'G'- Board of Directors, 2011

**Asphodel-Norwood**

*Terry Low, 2011 Chair of the Board*

**Cavan Monaghan**

*Scott McFadden*

**Douro-Dummer**

*Karl Moher*

**City of Kawartha Lakes**

*Heather Stauble*

**Smith-Ennismore-Lakefield**

*Sherry Senis, 2011 Vice-Chair of the Board*

*Andy Mitchell*

**Trent Hills**

*Bob Crate*

**Otonabee-South Monaghan**

*David Nelson*

**City of Peterborough**

*Daryl Bennett*

*Jack Doris*

*Bob Hall*