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# DEVELOPING TERMS OF REFERENCE FOR A CANADA WATER COUNCIL: ELEMENTS AND CONSIDERATIONS

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Background paper for March 15/16 meeting  
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## 1 BACKGROUND AND PURPOSE

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In May 2002, Simon Fraser University, in partnership with UBC, hosted the “Water and the Future of Life on Earth” workshop. The objective of this event was to *stimulate and focus discussion on priorities for managing Canada’s freshwater resource, including the reasons for the poor implementation and enforcement of legislation in the past, and potential solutions.*

A think tank associated with this workshop gathered the expert presenters with representatives of government, industry, and environmental non-governmental organizations. Asked to suggest strategies to move forward with solutions and actions, this group generated a strong consensus on the “*need for a watchdog or independent body to oversee effective water policy and protection in Canada.*” This recommendation arose spontaneously from four of five breakout groups at the think tank, although slightly different approaches were proposed.<sup>i</sup>

Simon Fraser University’s Centre for Continuing Studies in Science, with support from the Gordon Foundation, has invited a number of the key individuals from the 2002 think tank (plus others) to a follow up meeting on March 15/16 2004 to test and refine these initial ideas, and offer guidance on the steps for moving ahead. In preparation for the workshop, the Gordon Foundation commissioned the author to provide counsel and advance thinking on the strategic considerations in refining the mission and strategic goals for the proposed Canada Water Council (CWC), and designing the consequent structure.

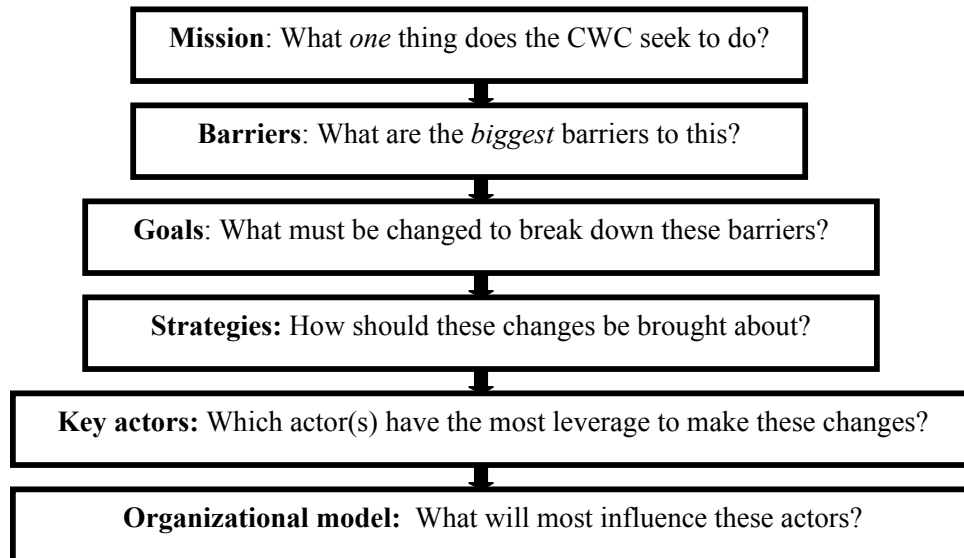
The following paper offers a basis for launching this discussion at the March 15/16 meeting, recognizing that some of what is outlined can only receive initial consideration at this meeting. It assumes that the expert participants will require no introduction to the scope, scale, and significance of Canada’s freshwater management problems; these are summarized comprehensively in the discussion paper prepared by Ross Smith for the May 2002 Workshop, *Canada’s Fresh Water Resources: Toward a National Strategy for Freshwater Management.*<sup>ii</sup> Rather, the present paper focuses on the major issues that must be resolved in order to draft terms of reference for the proposed CWC, and select an organizational model.

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## 2 APPROACH: FORM FOLLOWS FUNCTION

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In considering the terms of reference for the CWC, a sequence of questions needs to be answered:



Some of these elements (mission, barriers, goals, and strategies) were broached in more or less depth at the May 2002 think tank; in this case, the task for this meeting is to confirm, consolidate and refine those proposals. This paper highlights, structures and summarizes the germane prior discussions at the think tank in text boxes. Other elements (key players and organizational models) received less or no discussion. In this case, the author has outlined a wide range of options.

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## 3 CWC TERMS OF REFERENCE: MISSION, GOALS, AND STRATEGIES

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### 3.1 MISSION FOR THE CWC

The first and fundamental matter to resolve is the core mission for the proposed CWC. The mission should clearly define the long-term vision of the CWC: **a distilled statement of the most important thing does it seek to do**. The focus should be on the *highest and most enduring aim* of the Council; the *means* are addressed subsequently. Care needs to be taken not to define the mission too narrowly, since this could preclude the ability for the Council to adopt new approaches to achieving its aims in the future (for example, a mission focused on freshwater science issues exclusively might prove obsolete if in the future addressing issues of water infrastructure proves essential to improved freshwater management.)

Establishing a crisp mission for the CWC is not easy given the multi-dimensional complexities of freshwater issues:

- this resource is of pervasive importance to all aspects of ecological integrity, human needs, economic activity, and environmental security,
- it is under unprecedented pressure from a wide variety of human activities,
- it is managed in various aspects at the municipal, territorial, provincial, and federal jurisdictional levels, and through an inadequately designed but complex web of policies, legislation, guidelines and economic instruments with many gaps and unintended perversities.

A review of the May 2002 think tank report reveals that the freshwater management issues identified to be of concern were of the broadest scope, encompassing both freshwater quality and quantity issues, surface water and groundwater, and domestic and international dimensions. Think tank participants identified a variety of potential missions for a CWC or similar body (Box 1), reflecting a fairly unified intent.

**Box 1: “STRAW DOG” MISSIONS FOR CWC**

- Promote full implementation of 1985 Pearse Water Inquiry recommendations; or, update & renew 1987 Federal Water Policy;
- To coordinate and harmonize the efforts of all the various actors in the water field by reinforcing innovation, stimulating action by bringing new groups together, and shaping behaviour for new and creative partnerships;
- To focus the discussion on freshwater in Canada and carry the issues forward;
- Canadian Freshwater Charter with an Ambassador; Charter to use strengths of previous documents, foster the “best of the best” as water champions, build on the knowledge of current expert agencies....combine strengths of the IJC and the CEC;
- To raise public consciousness and public awareness in a focused fashion so as to enable people such as those who are managing the Canada Water Act to get some revivification into the Act. Do this by engendering public debate on the science issues, or on metering, for example, and be charged with doing water education;
- To ensure the policy and science and programs are in place to make sure we are the best stewards to protect Canada’s legacy of water resources;
- To exchange information across Canada on policies, programs, research results and their implications. Also coordinate Canadian involvement in international water programs and disseminate information that would be of value in Canadian water management.

*\*derived from May 2002 think tank session  
and follow up discussions with Gordon Foundation*

 **Task 1: Clarify, Consolidate and Refine  
CWC Mission.**

### 3.2 GOALS

The goals for the CWC begin to translate the mission from a vision to an operational level. Specifically, the choice of strategic goals will determine the foci of the CWC’s programmes, and will shape consequent decisions about strategies, the target audience, and the optimal organizational model.

The choice of goals should build on an assessment of the most noteworthy barriers to good management of freshwater resources—i.e., where should the Council focus to make the greatest contributions to better management? In order to be effective (one can’t do everything well), and to appropriately tailor the CWC’s structure to its goals (form follows function), the number of goals should be limited to those of the *highest* priority.

Participants at the May 2002 think tank identified a long list of impediments to improved management of water resources. These provide a good starting menu for identifying which 2-3 are of most consequence (Box 2).

**Box 2: Barriers to Improved Management of Water Resources\***

- Structural issues (e.g., jurisdictional fragmentation, ownership of water resources)
- Lack of good governance (e.g., catchment-based management mechanisms, community-based management)
- Lack of knowledge (e.g., research, monitoring/data, technical solutions, policy evaluation, international best practices and approaches)
- Knowledge not being translated into public policy
- Lack of policy direction
- Weakness of policy tools (e.g., legislative gaps, weak compliance, lax regulations, inappropriate reliance on voluntary)
- Lack of emphasis on demand, wrong price signals
- Lack of public/decision-maker awareness
- Lack of capacity (e.g., financial, scientific)
- Lifestyle & individual behaviour
- Other?

** Task 2: Identify the 2-3 most significant barriers to improved management of freshwater resources**

The identification of these barriers then informs the choice of goals for the proposed CWC. What must be changed in order to break down the barrier(s)? For example, if lack of research capacity is a priority concern, appropriate goals might be ‘expanded funding for freshwater management research and training’; if lack of financial capacity is the priority concern, it might be ‘to advance innovative models for financing water infrastructure needs’. Very different goals would be needed if lack of public/decision-maker awareness were identified as the concern. One expert group at the May 2002 think tank developed several proposed goals for the CEC (Box 3); others could also be suggested.

**Box 3: Some Goals for the CWC\***

- Good governance
- Obtain integrated, comprehensive, accessible, and credible knowledge
- Maintain ecological services or natural capital

*\* from May 2002 think tank session*

** Task 3: Identify goals for the CWC**

**3.3 STRATEGIES**

How should these changes be brought about? Strategies will define the programs and/or types of services the CWC uses to advance the defined goals. More than one strategy per goal may be required. For example, in order to obtain integrated, comprehensive,

accessible and credible knowledge, it may be necessary to both enhance basic data collection and increase collaboration between governments and universities.

The more clearly the strategy can be articulated, the easier it will be to measure success and to identify the audiences, tactics, and organizing models for fostering success.

***Box 4: Possible Strategies for the CWC\****

- Put in place National Standards
- New accounting methods and evaluation strategies
- Strengthen Canada's Water Act
- Strengthen Federal Water Policy
- Annual published audits of the state of the water resource
- Set clear water conservation objectives
- Policy harmonization between jurisdictions
- Enhancing basic data collection
- Increased collaboration and cooperation between governments and universities
- Compensating farmers for 'public goods' from good stewardship of soil and water
- Remove water from provisions of NAFTA and other trade agreements
- Allocate and manage water through multi-stakeholder and collaborative community-based processes
- Community-based monitoring programs
- Modify individual behaviour by affecting choices
- Public awareness campaign

*\*from May 2002 think tank session*

** Task 4: Identify priority strategies for each selected goal.**

Once the CWC is founded, SMART (specific, meaningful, accepted, realistic and time-framed) targets should be associated with each strategy. However, these are operational-level decisions that do not need to be addressed at this initial stage in drafting the Council's terms of reference.

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**4 KEY ACTORS: IDENTIFYING CWC'S TARGET AUDIENCE(S):**

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The strategies will shape the target audience(s) for the CWC. Which actor(s) in society has/have the *most* leverage in ultimately realizing each strategy?

The target audience should be the one able to actually implement the desired strategy, although there may be an intermediary audience who convinces them to do so. For example, in the campaign to protect old growth forests, the target audience is forest company CEOs; but the campaign's intermediary audience is the procurement managers in the customer companies whose decisions determine the market for old growth versus certified forest products.

A generic partial list of possible key actors includes:

- Government (political level; need to be specific which mandates, Cabinet level and/or backbench)
  - Federal
  - Provincial/territorial

- Municipal
- Aboriginal
- Government (civil service; need to be specific which departments)
  - Federal
  - Provincial/territorial
  - Municipal
  - Aboriginal
- Intergovernmental bodies
  - National (e.g., CCME, existing federal/provincial working groups)
  - International (e.g. IJC, CEC, World Water Council)
- Research funding agencies
- Knowledge creators (e.g., researchers and organizations/networks such as Royal Society, Canada Water Network)
- Opinion leaders (influential intellectuals, politicians, policy mandarins, columnists, corporate and NGO leaders)
- Other existing organizations with related policy mandates (e.g., NRTEE, conservation authorities, Fraser Basin Council)
- Other existing organizations with relevant mandates who need greater awareness of water issues (e.g., industry associations, professional associations)
- Media
- Artists and arts community
- Teaching institutions (schools, colleges and universities)
- Private sector companies (in which sectors? At what management level?)
  - In their own operations
  - In their supply chain choices
  - Large companies and/or small and medium sized enterprises (SMEs)
- Investment industry
- Insurance industry
- Rural resource communities (e.g. Agriculture)
- Individual members of the public
  - In their own behaviour
  - As consumers
  - As investors

### **Task 5: Identify target audience(s) for each strategy**

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## **5 ORGANIZATIONAL MODELS: A SPECTRUM OF OPTIONS**

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There are many possible models for an independent body to oversee the implementation of effective water policy in Canada. A determining factor seems to be the extent to which direct versus indirect influence is used to pursue an organization's mission. This choice should be informed by thoughtful assessment of whether the key actors are likely to voluntarily embrace the identified goals, or whether these will be met with resistance or reluctance. It should consider the previous analysis of the most noteworthy reasons for the inadequate management of freshwater resources (S. 3.2, Barriers). Another consideration should be the gaps in the landscape of organizations currently working on similar mandates, or in their effectiveness.

Various qualities are desirable for the CWC, for example credibility, authority, influence, access, flexibility, relevance and independence. It is not likely that all of these can be optimized

simultaneously; the choice of organizational model therefore also needs to emphasize those qualities that are of greatest priority.

The final structure for a CWC will need to be tailored and nuanced, and could involve a creative fusion of several organizational models. A number of models are analyzed below. They range along a spectrum from working entirely outside the policy decision-making system (indirect influence) to working in close partnership with public policy decision-makers (direct influence). These examples admittedly represent the most rudimentary models, presented with deliberate starkness for the sake of crystallizing debate around the key function of each model.

- |  |                                     |
|--|-------------------------------------|
| i. Watchdog                            | v. Information clearinghouse        |
| ii. Public awareness/opinion mobilizer | vi. Collaboratives and partnerships |
| iii. Knowledge Incubator               | vii. Advisory councils              |
| iv. Think tank                         | viii. Coordinating bodies           |

### 5.1.1 Watchdog

Watchdog groups expose unacceptable, inefficient or ineffective, or illegal practices and broadcast under-known information, often from a very specific perspective. Their emphasis is on current/immediate issues. They act as “gadflies” pushing established structures to pay attention to uncomfortable issues, and the effective ones are able to fundamentally recast public policy debates (as the Canadian Taxpayers Federation did on the deficit or the Council of Canadians did with the Multilateral Agreement on Investment). They take less responsibility for finding the *solutions* to the problems they spotlight.

<b>Model</b>	<b>Watchdog</b>
Example(s)	Council of Canadians Canadian Taxpayers Federation Democracy Watch
Mandate style	Activist Sole-purpose, focussed mandate
Tactics	Publications, newsletters; close work with media, opposition political parties
Source of influence	Independence from target audience “Shock” value of materials, ability to embarrass or shame Media presence: strong receptivity to confrontational tactics Individual spokespersons may become well-respected for knowledge and influence
Size	No one formula; secretariat can be very small and still effective
Membership	Does not require a formal membership base, although this enhances credibility No government
Funding	Individuals, possibly private interests for certain issues Lobbying activities limit charitable status/foundation funding Nature of mandate precludes government funding
Strengths	Flexibility—no bureaucratic structure Agility, ability to respond spontaneously Ability to shape the public agenda by reframing the debate Public profile
Weaknesses	Frequently simplistic analysis, positions Single-issue perspective reduces credibility on multi-dimensional policy issues Access to information/knowledge limited by working outside the system Lose relevance once issue is accepted on the public policy agenda, and attention turns to designing solutions.

A watchdog model would be appropriate for the CWC if the premise is that a systems bias (political or institutional) is preventing improved water management, despite a good understanding of the threats and possible policy responses, and demonstrated public concern.

### 5.1.2 Public awareness/opinion mobilizer

This organizational model relies on indirectly influencing decision-makers by mobilizing pressure through their key constituencies: voters for politicians, and consumers/customers for the private sector. The emphasis is on current issues. Its influence is determined entirely by the size of its following, combined with the consequences of their actions (Will the issue swing election votes? Will a company lose key customers or its licence to operate?). The scale of change necessary for such a model to actually bring about the desired policy response requires that the group's mandate strike a deep public chord and generate an immediate, large and dedicated constituency. Even this optimal situation, building an effective public opinion campaign is a laborious process.

This approach requires a simple public policy message for communicating to the public, and a very specific initiative that decision-makers are being asked to take.

A public awareness/opinion mobilizer model would be appropriate for the CWC if the premise is that lack of political will is the main impediment to improved water management. This could include lack of political will to address other impediments, such as structural issues, weak policy tools, lack of enforcement, or lack of financial commitment. This model assumes that a high level of public concern exists, but has not been tapped.

<b>Model</b>	<b>Public awareness/opinion mobilizer</b>
Example(s)	Canadian Coalition on Acid Rain Clean Air and Renewable Energy Coalition
Mandate style	Activist Tightly defined, goal-oriented mandate
Tactics	Political pressure through pressure from grassroots or significant constituencies; very political Strong media presence Direct lobbying, including substantive discussions with policy makers
Source of influence	Size of membership/followers X consequences when they take action Credibility of demands, policy proposals
Size	Can work with a very small secretariat; specific scientific/technical/policy expertise can be contracted on as-need basis Requires large membership/proxy membership to have political clout
Membership	Individuals and/or organizations
Funding	Individual/corporate donations Government funding restricted to unusual circumstances Foundation funding depending on ability to enter agency agreement with a charitable organization (organization itself unlikely to be deemed a charity)
Strengths	Particularly influential if membership is very large, or unites unlikely allies Flexibility depends on membership structure and crispness of mandate Represents consolidated membership base of member organizations
Weaknesses	Many organization-based coalitions require consultation with members prior to taking positions; this is burdensome. It can be lessened if the mandate is very tight.
Other	Model works best when it is goal-focused, and disbanded once goal is achieved.

### 5.1.3 Knowledge Incubator

An incubator works as a “safe space” to explore and develop entirely new insights, knowledge, and/or approaches to public policy. Its time horizon is the long term: issues at the very frontier of public/public policy awareness, but of such emerging significance that they cannot be neglected. It exerts indirect influence by originating groundbreaking concepts that may take years to be adopted, and through the diaspora of program alumni/participants.

The emphasis is on innovation, and the risk-taking that goes with innovation; it has the ability to be highly interdisciplinary and experimental. It can be independent of other institutions, yet engage scholars, opinion leaders, and decision-makers through programs such as fellowships, visiting scholars, and seminars.

An incubator model would be appropriate for the CWC if the premise is that entirely new threats to freshwater resources are emerging, the implications of known threats are barely understood, and existing models of governance and/or policy tools will be utterly inadequate to address the nature and scale of these challenges.

<b>Model</b>	<b>Knowledge Incubator</b>
Example(s)	The Hastings Center on Bioethics, New York Canadian Institute for Advanced Research Rocky Mountain Institute
Mandate style	Academic Can be diverse, broad and adaptive; focus on frontier of knowledge
Tactics	Intellectual leadership: identifying and defining ‘tomorrow’s issues’ through reports, seminars, conferences, online resources, journals, books, etc.
Source of influence	Intellectual authority and leadership Calibre, credibility and authority of staff, fellows, scholars Prescience Boldness of programming Prestige of participation
Size	Core institution can be of modest size; but many people must participate in programs in order to extract required levels of diversity, excellence
Membership	Needn’t be membership based; or, could have founding member organizations
Funding	Endowment Foundations Charitable contributions Memberships Revenue from publications and events Project-based grants and/or contracts
Strengths	Independent of limitations of current disciplinary/management/jurisdictional models and mindsets
Weaknesses	Needs to excel, be bold and authoritative to be relevant Needs excellent outreach channels to circulate its work

### 5.1.4 Think Tank

Think tanks exert direct influence by seeking to advance into the public domain concrete, practical analysis and proposals for reform on mid-term issues: those of known priority and concern. The most effective think tanks anticipate the policy needs of their target audience and design pragmatic solutions that appreciate the circumstances and restrictions within which decision-makers are operating.

Think tanks often lead public debate on an issue, but on a more balanced, scholarly, and substantive basis than the activist models examined above. Their authority often derives from the profile and access of the senior staff, who have often held senior positions in the civil service, private sector, or academe.

A think tank model would be appropriate for the CWC if the premise is that the main impediment to improved management of freshwater resources is not knowing *how* to tackle issues that are already established on the public agenda.

<b>Model</b>	<b>Think Tank</b>
Example(s)	Caledon Institute of Social Policy C.D.Howe Institute Rawson Academy of Aquatic Science Beijer International Institute of Ecological Economics National Round Table on the Environment and the Economy
Mandate style	Academic/public analysis Mandate can be broad and combine pro-active and responsive elements Often have an identifiable political ideology
Tactics	Research and analysis; policy papers, newsletters, columns or op-eds. Seminars, workshops, conferences Public debate, media interviews Substantive consultation, interaction with public policy decision makers Commissioned research
Source of influence	Personality-based leaders, respected, high profile, often drawn from senior public service Authority of proposals, accuracy of research Permeable interactions with senior policy decision makers
Size	Can be small-medium in size. Frequently use associate researchers and fellows.
Membership	No formula: some do not have a membership model, others have organizational members and extensive networks of associates and fellows
Funding	Endowments Foundations Charitable donations Individual/corporate/organization/government memberships Revenue from sales Fee-for-service (contract) revenue
Strengths	Well-established think tanks exert considerable influence on the public policy debate; this has increased as the analytical capacity within governments has dwindled. Ability to combine role as a pro-active agent (advancing issues it believes worthy of more attention) and responsive (serving as an intellectual resource/advisor on issues of priority to key actors).
Weaknesses	Some think tanks get identified with specific political ideologies; their influence and access waxes and wanes in parallel with the ideology of the sitting government.

### 5.1.5 Information exchange/best practices

An information exchange model exerts direct influence by spreading and sharing information about best practices (lifestyle, technical, policy, governance). It can encompass information relevant to both immediate and emerging issues.

Certain aspects of an information exchange/best practice model may take many years to develop (e.g.: success story banks), and some, such as data sets, require sustained, long term commitment.

It tends to be a labour-intensive model, and relies heavily on cooperation from its sectors of study, particularly the leaders.

An information exchange/best practice model would be appropriate for the CWC if the premise is that ample and appropriate solutions for improving freshwater management do exist in the international and/or domestic policy and technical domains, but are not being adopted due to lack of awareness or experience.

<b>Model</b>	<b>Information exchange/best practices</b>
Example(s)	International Council for Local Environmental Initiatives National Sea Grant Program (US)?
Mandate style	Educational, cooperative Service-oriented Can be very broad
Tactics	Newsletters, journals Databases, on-line resources Training, study exchanges, technical assistance, mentoring and consulting services Policy and practice manuals
Source of influence	Comprehensive, relevant, accessible information and services Responsiveness to member needs
Size	To be effective, must engage a large number of organizations/individuals; requires a moderate-sized secretariat for coordination and information collection, dissemination.
Membership	Organizations and individuals (governmental, professional, researcher, etc) working in the chosen field
Funding	Memberships (organization and individual) Subscribers Program grants Foundations Government
Strengths	Can act as knowledge catalyst for those already interested in taking action; ensure past mistakes are not repeated, and that action builds on best available knowledge. Non-threatening model which can attract buy-in, support from many stakeholders and perspectives
Weaknesses	This model will not generate change unless the will to change already exists; it is the least 'political' of the models presented here.

#### **5.1.6 Collaboratives and partnerships**

Collaboratives and partnerships are increasingly being used to explore and demonstrate new approaches to environmental management. They involve a carefully selected group with mutual interests in identifying and/or piloting beyond compliance approaches (policies or actual practices) to environmental management. By their nature, collaboratives focus on mid-term, emerging issues and involve direct engagement.

This approach has had particular success when civil society seeks to by-pass government altogether and focus on a voluntary, beyond compliance agenda. Risks are shared for participating leadership companies, who benefit from their involvement by being early movers and shaping the beyond compliance standard which others must then meet. NGOs participate in collaboratives for similar reasons, and as a constructive alternative to more confrontational tactics. Collaboratives between governments, companies and NGOs have also been used to explore innovative policy alternatives to command and control instruments.

A collaborative/partnership model would be appropriate for the CWC if the premise is that improvements to freshwater management can be leveraged by having best practices shaped and showcased by a small group, who then set the standard for the broader community; and, if there is confidence that such champions can be recruited.

<b>Model</b>	<b>Collaborative/partnership</b>
Example(s)	Boreal Leadership Council Clean Air Strategic Alliance (Alberta) World Business Council for Sustainable Development New Directions Group
Mandate style	Action oriented, experimental
Tactics	May engage peer pressure Can be research-based (pooling of knowledge and perspectives between organizations to gain a distinctive insight into how best to tackle shared problems) Can be action-based (parties team up in a learning by doing model, sharing risks of exploring new approaches)
Source of influence	Unlikely partnerships Demonstrating best practices
Size	Secretariat can be very small; number of organizations must be modest to remain manageable since level of effort is high for all parties
Membership	Leadership organizations/companies, relevant NGOs who can take action within their own spheres of activity Must share sufficiently mutual values or concerns to ensure common agenda
Funding	Government and/or membership funded
Strengths	Useful to showcase that alternative approaches can be taken A powerful model for tackling complex challenges with multi-sectoral resources If successful, builds awareness, understanding and trust between sectors
Weaknesses	Only as strong as the weakest link—membership needs to be carefully selected to maintain focus on excellence

### 5.1.7 Advisory councils

The key actor itself is the one that establishes and hosts an advisory council. They sometimes evolve from a climate of crisis (the Canadian Chemical Producers Association's Responsible Care Advisory Councils established partly in response to the 1984 Bhopal incident, the Fisheries Resource Conservation Councils as responses to crisis in fisheries stocks), but can also be used to pro-actively address major emerging issues (Shell Canada Climate Change Advisory Panel).

These may be set up for numbers of reasons: a) to harness knowledge, perspectives and experience not resident within host organization, often with the objective of anticipating emerging shifts in knowledge or public values; b) to establish sincerity, legitimacy and transparency on high-level commitments; c) to build trust and understanding between formerly antagonistic parties; and/or d) to maintain internal focus and priority on an issue, or drive shifts in organizational culture, by creating high stakes for failure to make progress towards high-level commitments. They may focus on short, medium, or long-term issues, and there is no formula for their membership.

The credibility of advisory councils is influenced by their mandate, access to information and senior decision-makers, independence, transparency, and the commitment the host organization gives to adopting, considering, and responding to the council's recommendations. Since its credibility also derives from that of the individual participants, these may insist on robust terms of reference in exchange for their participation.

This model would be appropriate for the CWC if the key actor(s) who are identified as the target audience are keenly dedicated to making substantive changes in freshwater management, and are looking to inform, motivate, and legitimate this progress. The preliminary role of outside actors would be to persuade the key actor of the need for such a council, and its benefits.

<b>Model</b>	<b>Council</b>
Example(s)	Pacific Fisheries Resource Conservation Council Shell Canada Climate Change Advisory Panel Chemical Producers Association's Responsible Care National Advisory Council
Mandate style	Advisory, cooperative
Tactics	Strategic advice Public reports and recommendations
Source of influence	Access/ex-officio participation Independence, diversity, and credibility of council Chair and members Transparency on terms of reference, advice, and response to advice
Size	Generally 5-15 people; may have a small independent secretariat
Membership	Appointed by host organization Experts, community and issue stakeholders Participation in ex-officio capacity by host organization
Funding	From host organization
Strengths	By definition, host organization is open to advice Able to bring multiple perspectives and skill sets to advise on an issue Advice is well informed since host organization provides access to information Can provide a fertile and creative learning environment for all parties Public reporting can increase public awareness and understanding of issues
Weaknesses	Independence must be assured Only as effective as individual members Action on recommendations is at the discretion of the host organization Are sometimes used as "greenwashing"

### 5.1.8 Coordination


The coordination model is a direct influence model wherein organizations active on the issue (research, service, delivery, or stakeholder) work together through a central committee/council and working groups to jointly address issues of common concern. The model enables a coordinated response, while respecting the mandates and jurisdictions of each participating organization and building on the existing strengths and knowledge and financial resources of the participants.

The coordination model is often used as a vehicle for building political commitment amongst a broad breadth of actors, and defining a shared mandate for joint action. By nature it is likely to be large, slow, and cumbersome—but executed well, can lead to tangible changes over a broad landscape. The key is to ensure that a) those sitting on the actual Council are sufficiently senior to make binding decisions for their organizations; and b) the mandate of the council is sufficiently pertinent and significant that all actors have strong motivation to stay at the table.

This model would be appropriate for the CWC if the premise is that most significant actors on freshwater management are already taken with the urgency and primacy of this issue, but the complexity of jurisdictional mandates, demand/supply interactions, multiple users and information needs mean that progress can only be made in lockstep between several actors at once.

This model may be the most distant from the “independent watchdog” concept that emerged at the May 2002 meeting. Consideration would have to be given to whether government agencies would participate directly on such a Council, and what would entice them to do so with a non-government body, initiated by outside actors.

<b>Model</b>	<b>Coordination</b>
Example(s)	Fraser Basin Council
Mandate style	Action-oriented, cooperative or consensus model
Tactics	Research Working groups Newsletters, public fora, symposia and workshops Pilot projects
Source of influence	Direct engagement of relevant parties Power of synergy
Size	Secretariat can be modest in size
Membership	Research/service/delivery/stakeholder organizations active on the selected issue
Funding	Participants
Strengths	Able to engage a very wide range of organizations Ability to build a community of practice with shared objectives, values, experiences Interpersonal networks build trust, and provide a context in which participants learn from each other
Weaknesses	Bureaucratic model, especially when each participating organization needs to consult internally on decisions and participation Breadth of involvement, numbers and variety of participants may lead to lowest common denominator approach Challenge in meeting all participants’ needs and interests, and keeping them at the table

 **Task 6: Identify organizational models best suited to achieving CWC’s mission**

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i Patricia Gallagher and Laurie Wood, ed., *Water and the Future of Life on Earth: An Edited Proceedings From The Workshop And Think Tank*, May 22-24, 2002. Appendix 1. (Burnaby: Simon Fraser University, 2003).

ii Ibid., Appendix 3.