

FURTHER TO AUTHORITY MEETING #8/03
To be held Friday, October 31, 2003

Pages

7. CONSIDERATION OF REPORTS TO THE AUTHORITY

LISTED AS REPORT TO FOLLOW

7.9 ROUGE WATERSHED TASK FORCE TERMS OF REFERENCE

42-55

TO: Chair and Members of the Authority
Meeting #8/03, October 31, 2003

FROM: Adele Freeman, Acting Director, Watershed Management Division

**RE: ROUGE WATERSHED TASK FORCE TERMS OF REFERENCE AND STUDY
WORKPLAN**

KEY ISSUE

Formation, membership and mandate of a Rouge Watershed Task Force and watershed planning study work plan.

RECOMMENDATION

THAT the Rouge Watershed Task Force Terms of Reference be approved, pending approval by the Rouge Park Alliance;

THAT staff report back to the Authority for final approval of the Task Force Terms of Reference if any substantive changes are requested by the Rouge Park Alliance;

THAT staff proceed to send a joint letter from the Rouge Park Alliance and the TRCA to regional and local municipalities requesting them to appoint an elected representative and an alternate to the Rouge Watershed Task Force;

THAT staff include with the advertisements for the November 2004 community open houses an invitation for interested watershed residents to apply for citizen positions on the Rouge Watershed Task Force;

THAT upon approval of the Terms of Reference, a joint letter from the Rouge Park Alliance and the TRCA be sent to all groups and agencies listed in the proposed Task Force membership inviting them to appoint a representative and an alternate to the Task Force;

THAT the Chair and Vice Chair of the Authority serve as the TRCA's representative and alternate on the Task Force;

THAT the first meeting of the Rouge Watershed Task Force be convened in February 2004;

AND FURTHER THAT staff proceed to undertake the watershed planning study, as summarized in this report, subject to available funding.

BACKGROUND

At Authority Meeting #5/03, held on June 27, 2003, Resolution #A129/03 was passed:

THAT the Rouge River Watershed Planning Study be initiated and undertaken in three phases according to the general work program outlined in this report;

THAT in 2003 public/stakeholder input to the work program be obtained via reports to the Rouge Park Alliance, meetings with municipal staff, and a community open house in the fall and that the public/stakeholder involvement program for the remainder of the study be confirmed at the end of Phase 1 (February 2004);

...AND FURTHER THAT staff report back in fall, 2003 with a detailed work program and on Phase 1 progress.

Effective involvement of all stakeholders is fundamental to the practice of watershed planning and is vital for implementation to succeed. The TRCA's task force model has been demonstrated over the past decade to be an effective and accountable means of bringing watershed stakeholders together to develop watershed plans. The goal in establishing a watershed task force is to provide a venue for all stakeholder groups to work together in directing and having input to the development of a watershed plan.

Rouge Watershed Task Force Structure

In the case of the Rouge watershed, two options were considered for the Task Force model: 1) use of the existing Rouge Park Alliance; or 2) establishment of a new Task Force committee with a relationship to both the Rouge Park Alliance and the TRCA's Full Authority. Use of the existing Rouge Park Alliance has advantages in that a number of partners are already represented and a parallel process might be avoided. However, as the existing mandate of the Rouge Park Alliance is limited to the Rouge Park, their scope would need to be expanded to address the full watershed study area. The membership of the Rouge Park Alliance does not include representation from all stakeholder groups, such as industry (e.g. agriculture, urban development, water users), or the general public, and therefore would have to be expanded to allow each group to have equal opportunity to represent its issues. The development of a watershed plan will require a significant dedication of time for a thorough discussion of issues, and functionally this is likely to occur at a sub-committee level of the Alliance, due to inadequate time available on current agendas and the need to engage a broader group of stakeholders.

Based on these considerations, it is recommended that a separate Task Force be established with reporting relationships to both the Rouge Park Alliance and the TRCA's Full Authority. A draft terms of reference for this Task Force is attached. It is recognized that some of the Task Force members (e.g. municipal elected representatives) may be the same representatives as those on the Rouge Park Alliance. Efforts will be made to coordinate meetings and streamline activities to avoid excessive demands on time and duplication of presentations and discussion between the two groups.

It is also recognized that there is a potential overlap of issues between the Rouge Watershed Task Force and the current Heritage Committee of the Alliance. Efforts will also be made to coordinate these meetings and agendas.

Solicitation for Task Force Members

In anticipation of the formation of a more formal committee to guide the watershed planning study, the Rouge Park Alliance passed the following resolutions at its June 20, 2003 meeting:

AND THAT a joint letter from the Rouge Park Alliance and TRCA be sent to the local, regional and aboriginal governments found within the Rouge River watershed to inform them of the initiation of the process and request them to be prepared to provide a representative to participate on the Task Force;

AND THAT staff be prepared to invite local citizens and citizen groups to participate in the watershed planning process in the autumn.

During a series of scoping sessions, municipal staff advised that letters be sent to municipal clerks by the end of November, 2003, such that the requests for appointments to the Task Force could be coordinated with all appointments to agencies, boards and commissions, following the municipal election. Staff will proceed to have a joint letter sent to each municipality requesting a Task Force member and an alternate, as per the above-noted resolution.

A series of Community Open Houses are planned throughout the watershed at the end of November, with the objectives of raising awareness about the watershed planning study, seeking input on local issues and desired outcomes of the plan, and informing the public as to how they can become involved in the process. Watershed citizens will be invited to apply to be considered for the citizen positions on the Task Force.

Watershed Planning Study Workplan

During June to October, 2003, scoping sessions have been held with staff from the watershed municipalities to discuss a draft workplan. Meetings were held with: the Towns of Markham, Richmond Hill, and Whitchurch-Stouffville, the Regions of York and Durham, City of Toronto, and City of Pickering. Input from the municipal partners, Rouge Park members, and technical staff have been incorporated into a revised, detailed work program. The following is a summary of the proposed work:

Workplan Summary

The Toronto and Region Conservation Authority (TRCA), in partnership with Rouge Park, York Region, Durham Region, City of Toronto, City of Pickering, Town of Markham, Town of Richmond Hill, Town of Whitchurch-Stouffville, and other watershed stakeholders is undertaking a watershed planning process to develop an integrated, strategic plan for the Rouge Watershed. This watershed planning process has been initiated in response to a number of recent policy and planning developments, including the need to: provide a watershed context for implementing the Rouge Park Management Plans; fulfill the watershed planning requirements of the *Oak Ridges Moraine Conservation Plan (ORMCP)*; address information gaps, and update the original *Rouge River Comprehensive Basin Management Strategy (1990)*.

The goal of this watershed planning study is to recommend effective management strategies that will guide land and water use decisions, such that the overall health of the Rouge Watershed is protected and enhanced. Consistent with an ecosystem approach to planning, the study must also take into account the broader picture and ensure that the Rouge Watershed functions and role in the landscape are preserved. Recognizing the wealth of available monitoring information and the need to ensure consistency with the Rouge Park and Rouge Park North Plans and other previous work, this watershed planning study will focus efforts by applying the following principles:

1. Focus on filling information gaps (ie. water use, groundwater-surface water interactions, fluvial geomorphology and stream stability, chlorides) and developing improved management direction for these issues.
2. Shift the emphasis of study time from data collection to development of the management strategy. Provide more detailed implementation direction, especially for private lands, and for the application of existing policy where suitable.
3. Don't let study delay action. Foster implementation projects that can demonstrate and test innovative approaches.
4. Keep reports concise and user-focused.

The study area will include the entire watershed of the Rouge River, as it extends from the Oak Ridges Moraine to Lake Ontario and the near shore environment. It will also address all the lands within the boundaries of Rouge Park, which extend to the east of the Rouge watershed into the Petticoat Creek watershed. The regional context will be established, such that linkages between the Rouge Watershed and neighbouring areas are understood to the extent possible.

The overall study will be co-directed by the TRCA and the Rouge Park, in cooperation with a multi-stakeholder Watershed Task Force. The Watershed Task Force will report to the Rouge Park Alliance and ultimately to the TRCA's Full Authority, through the Watershed Management Advisory Board. Municipal staff and other key stakeholders will be circulated with draft documents from each phase in the planning study, and meetings will be convened as needed. A partner involvement program, including stakeholder focus group meetings, community open houses, and web site postings, will provide a variety of means for all stakeholders to participate in the planning study.

The watershed planning process will be divided into three main phases:

- Phase 1 - Scoping and Characterization (March 2003 - February 2004)
- Phase 2 - Analysis and Evaluation of Alternatives (January 2004 - September 2004)
- Phase 3 - Plan Development (June 2004 to February 2005).

Individual studies will cover a comprehensive range of watershed management issues and will evaluate the interdependencies and interactions among natural systems and human activities. Reports will address the following topics in a level of detail appropriate to the watershed scale of issues: climate, air quality, surface water quality and quantity, groundwater quality and quantity, fluvial geomorphology, aquatic and terrestrial systems, human heritage, and human use of the watershed. More detail may be provided for subwatersheds on the Oak Ridges Moraine, as needed to fulfill the ORMCP.

The final products of the plan will establish an updated information base and management strategy for use in understanding the watershed's natural systems and making informed decisions regarding human activities in the watershed. A State of the Watershed (SOW) Report and Baseline Report Card will define a framework of Rouge watershed management objectives, indicators, and targets, and current watershed conditions. This can be used to guide decisions in the interim, as the final plan is being prepared. The SOW Report will also review the lessons learned from over a decade of experience implementing the original *Comprehensive Basin Management Strategy*, and use this knowledge to re-direct the updated plan, if necessary.

The Watershed Plan will recommend an effective management strategy for the watershed and include a user-focused implementation framework, with specific attention given to the preparation of a consolidated set of watershed policies and criteria, water conservation plan, stewardship and regeneration priorities, and maintenance issues. Strategic directions will be provided for that portion of the Rouge Park in the Petticoat Creek watershed, with an emphasis on natural system and public use linkages. Demonstration projects will be pursued during the planning process, as a means of accelerating in-the-ground implementation action.

This study will continue to advance the science of integrated watershed planning in an urbanizing environment, and will recommend state-of-the-art approaches for the sustainable management of the Rouge Watershed and Rouge Park.

DETAILS OF WORK TO BE DONE

The terms of reference for the Task Force will be submitted to the Rouge Park Alliance for approval at its meeting on November 21, 2003. Any substantive changes requested by the Alliance will be brought back to the Authority for approval at its December meeting.

Formal requests for Task Force appointments will be made to all stakeholder groups, such that the Task Force could be established in February 2004.

The revised draft workplan will be circulated to municipal staff for review and any additional comments.

Report prepared by: Sonya Meek, extension 5253

For information contact: Sonya Meek extension 5253 or Lewis Yeager 905-713-7374

October 24, 2003

Attachments: 1

Attachment 1



THE ROUGE WATERSHED TASK FORCE

TERMS OF REFERENCE

Draft - October 24, 2003

THE ROUGE WATERSHED TASK FORCE TERMS OF REFERENCE

1.0 GOAL

The goal of the Toronto and Region Conservation Authority (TRCA) and the Rouge Park Alliance in establishing the Rouge Watershed Task Force is to provide a venue for all stakeholder groups to work together in directing and having input to the development of a strategic plan for the Rouge River Watershed. Task Force members will be sought from municipal and agency politicians and staff; community groups; business and industry; watershed residents; and the general public.

Development of the Rouge Watershed Plan will raise awareness of watershed issues and determine an effective, proactive strategy for managing the watershed. It will also promote stewardship activities by bringing together communities and their watersheds. Through participation in the development of this plan, all watershed stakeholders should share a sense of responsibility for its implementation.

Figure 1 outlines the Toronto and Region Conservation Authority's Watershed Planning Process and the roles served by a watershed task force.

2.0 TASK FORCE MANDATE

The mandate of the Task Force is to focus on developing a watershed management plan and ensuring the interests of all watershed stakeholders are considered. The goal of the plan is to recommend effective management strategies that will guide land use and resource use decisions, such that the overall health of the Rouge Watershed is protected and enhanced. A draft workplan (October, 2003) outlines a proposed scope of work for this initiative. The Task Force mandate does not include formal commenting on ongoing activities and development proposals in the watersheds.

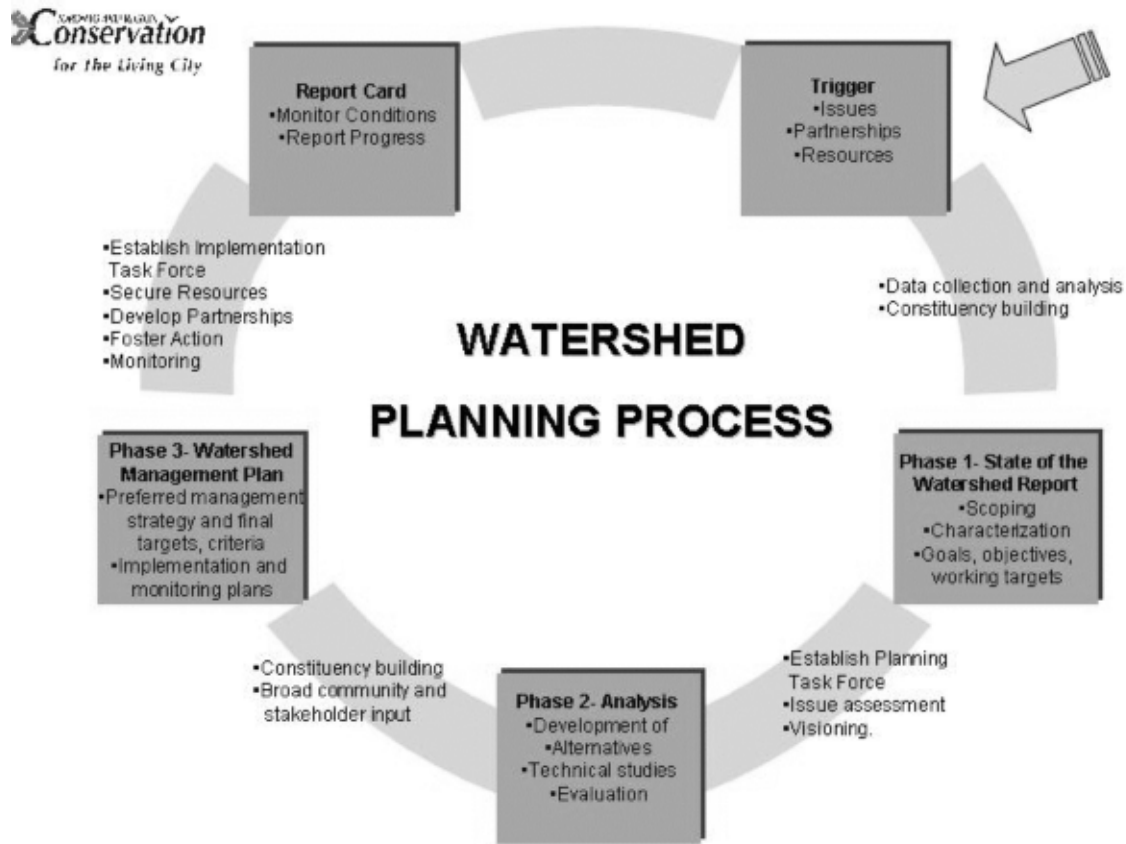
To develop the watershed plan, the Task Force will:

- set watershed management goals, objectives, and targets
- define issues and management approaches for analysis
- evaluate alternative management approaches
- recommend effective management approaches and set priorities for protection, enhancement, and regeneration
- review and comment on draft Task Force documents (e.g. State of the Watershed Report including a baseline Report Card on watershed health, technical analysis summaries, watershed plan, implementation plan and model policy)
- participate on subcommittees, or working groups, of the Task Force to discuss specific issues in more detail
- follow the Authority's Policies and Procedures with respect to purchasing
- provide a draft watershed plan to the Authority by June 30, 2005.

To ensure the interests of all stakeholders are considered and to foster the plan's implementation, Task Force members will, throughout the process:

- keep members of the broader group that he/she represents (e.g. municipal council, industry, environmental group, etc.) informed of the study progress and solicit input from the broader group
- in addition to representing their own constituency, the individual Task Force member must be committed to achieving a consensus in the development of a management plan that is in the best interests of the overall watershed
- attend community group/service club meetings with TRCA and Rouge Park staff and make presentations on behalf of the Task Force
- attend community open houses and focus group meetings to assist in consulting and involving individuals, technical experts, interest groups, business and industry.

Figure 1: TRCA's Watershed Planning Process



3.0 TASK FORCE MEMBERSHIP

3.1 Membership and Term

Members of the Task Force will be appointed by the Authority for a term beginning in February, 2004 and ending December 30, 2005. With the exception of the watershed residents, each of the following stakeholder groups will be invited to identify one representative and one alternate to form the Task Force membership:

Municipal government

One elected representative and one alternate (elected or senior staff) from each of the four local and three regional municipalities within the watershed, including:

1. Town of Markham
2. Town of Whitchurch-Stouffville
3. Town of Richmond Hill
4. City of Pickering
5. City of Toronto
6. York Region
7. Durham Region

Other government

8. Aboriginal community
9. Toronto Zoo
10. Rouge Park Alliance
11. TRCA

Environmental Groups

12. Save the Rouge Valley System
13. Friends of the Rouge
14. Richmond Hill Naturalists
15. Rouge Valley Foundation
16. Milne Park Conservation Assoc.

Industry

17. Urban Development Institute (UDI)
18. Agricultural sector
19. Golf Courses
20. Greater Toronto Airports Authority
21. Aggregate industry

Federal and Provincial Government

22. Transport Canada
23. Environment Canada
24. Dept. of Fisheries and Oceans
25. MNR
26. MOE
27. MMAH
28. OMAF
29. MTO

Watershed residents

30. ___ from Toronto
31. ___ from Markham
32. ___ from Richmond Hill
33. ___ from Whitchurch-Stouffville
34. ___ from Pickering

Task Force meetings will be held approximately every 4-6 weeks, at a mutually agreed upon time, and will be held at locations within the watershed.

3.2 Selection, Appointment, and Replacement Process

Except for the citizen members, a letter will be sent to each of the stakeholder groups requesting the appointment of a Task Force representative. Citizen members will be selected through an application and interview process. Advertisements for citizen applicants will be posted in local newspapers and distributed at the November Community Open House meetings. A selection committee, consisting of the Rouge Park Alliance Chair, Rouge Park General Manager, a TRCA Board Member, and a TRCA staff person will review the applications and conduct interviews. Selection criteria will include consideration for: residency within the Rouge watershed, demonstrated interest in watershed management, and previous volunteer experience, with an attempt to ensure geographic representation from throughout the watershed study area from among the citizen members.

Resignations may be filled by the Authority and Rouge Park on the recommendation of the selection committee, described above, and the Task Force.

Task Force members or their alternates are required to attend all Task Force meetings on a regular basis. Members unable to fulfill this commitment will be replaced after missing three consecutive meetings to ensure broad and effective representation on watershed issues.

4.0 TASK FORCE REPORTING RELATIONSHIP

The Task Force will report to the Rouge Park Alliance and ultimately to the TRCA's Full Authority through the Watershed Management Advisory Board, according to the reporting relationship shown in Figure 2. It is the intent of the TRCA and the Rouge Park Alliance that a consensus position be developed to the extent possible among all stakeholders on all decisions, before a report is taken to the Full Authority. The Task Force will report at least semi-annually on its progress.

Municipal Task Force members are responsible for taking reports of the Rouge Watershed Task Force back to their respective municipal councils. Likewise, provincial and federal government members are responsible for taking reports to senior Ministry officials. Authority staff will assist in providing information for reports. Municipal, provincial and federal staff will be invited to attend all meetings, and may effectively participate on working group committees.

The Task Force may establish sub-committees, or "working groups", as issues dictate to allow for more in-depth discussion than time would allow at Task Force meetings and to engage additional expertise. The Chair of each working group will be a Task Force member.

At such time as provincial source protection planning legislation is introduced, the Task Force's reporting relationship with any designated source protection planning committee will be clarified and amended, as necessary.

5.0 RULES OF CONDUCT

The Task Force will follow the Rules of Conduct of the Authority (The Metropolitan Toronto and Region Conservation Authority), as adopted by Resolution #3 of the Authority Meeting #2/86, or as may be amended. A quorum will consist of a majority of the members of the Task Force. Under the Authority's Rules of Conduct, final decisions are made by vote. Only Task Force members or alternates can vote. It is the intent that adequate time will be provided for a thorough discussion of issues and development of a consensus position, to the extent possible, before any vote is called. Depending on the subject at hand, the services of a professional facilitator may be contracted to assist in meetings and workshops.

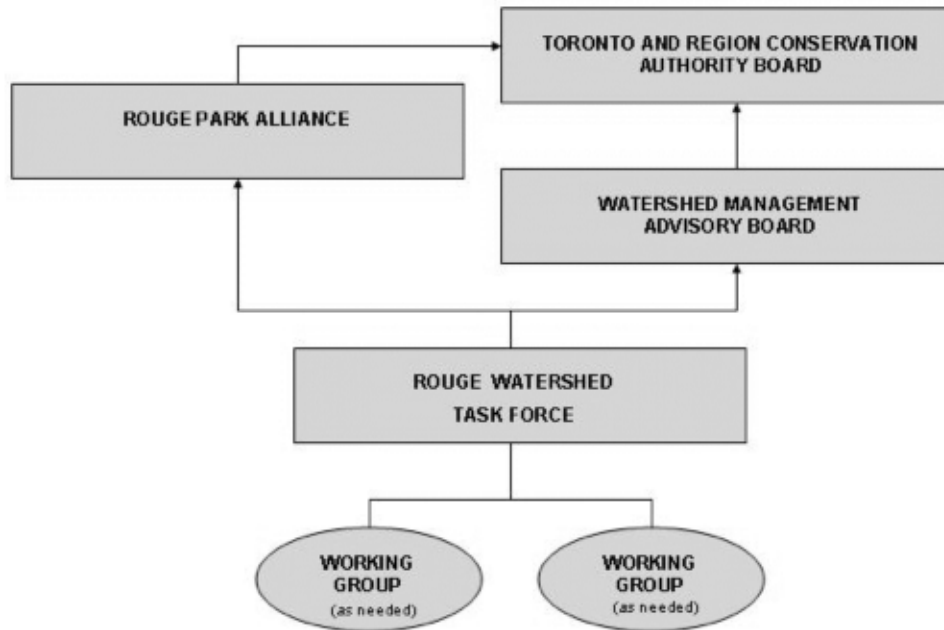
A Chair and Vice Chair of the Task Force will be nominated from among the Task Force membership, and will be elected by the Task Force at their second meeting. The TRCA Chair will chair the first two Task Force meetings, until a Task Force Chair is elected. All subsequent meetings will be chaired by the Task Force Chair or Vice Chair. All meeting agendas will be set by TRCA and Rouge Park staff, with input and approval of the Task Force Chair. The Chair and Vice Chair will be ex-officio members of all working groups.

Municipal Task Force members are responsible for keeping their alternate municipal representatives informed of Task Force business, and for ensuring the alternate attends meetings in the Task Force member's absence.

Task Force meetings are open to the public. Members of the public may make deputations to the Task Force, but only based upon a prior written request that is approved by the Chair.

Figure 2

Rouge Watershed Task Force Reporting Structure



6.0 RESOURCES AVAILABLE TO THE TASK FORCE

The Task Force are charged with creating a Watershed Plan by June of 2005. In order to assist in meeting this deadline, the following resources are available.

6.1 Project Management Team and Support Staff

A Project Management Team consisting of a TRCA senior staff person, a project manager, and the Rouge Park General Manager will meet regularly, in consultation with the Task Force Chair, to ensure the planning process is fulfilling the agreed-upon objectives.

Administrative assistance and communications expertise will be available to assist in Task Force meeting arrangements, record keeping, and consultation.

6.2 Technical Study Coordination

TRCA staff will be responsible for coordination of the integrated watershed planning process and supporting technical studies, under the direction of the Task Force. Individual technical studies will be either be conducted by in-house staff at the TRCA, partner municipalities, or consultants.

6.3 Funding

A number of funding sources have been pursued. The primary funding requests for plan development have been made by the Authority to their regional municipal members, namely York Region and the City of Toronto.

Funding needs are also being discussed with local municipal governments as well as provincial and federal agencies. These funds would be used to undertake project specific work, and may be pursued to initiate priority projects that are identified as the plan is developed.