

Chapter 5

Partnerships for Sustainable Development

Overview

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Partnerships for Sustainable Development

Overview

Main Points

5.1 Some of the most pressing challenges facing governments today cut across departmental mandates and political jurisdictions. To address those challenges, governments look increasingly to partnering arrangements for policy development and program delivery.

5.2 Managing these working relationships — within governments, between governments and with other partners — has proved to be a particular challenge. For effective collaborative arrangements — where partners work together to meet common objectives — certain attributes are desirable. Credible reporting, effective accountability mechanisms, transparent processes and protection of the public interest are basic elements of a framework for those arrangements. Participants in such arrangements themselves identified five key success factors: clear and realistic objectives and expectations for results; shared or complementary goals; effective and committed individuals; clear benefits for participating organizations; and senior management interest, support and commitment.

5.3 To manage their working relationships effectively, departments need to take a broader view of what constitutes success, giving greater weight to accountability. It is not that people involved do not know how to develop and maintain working relationships and what is needed for accountability. Rather, the challenge is to turn knowledge into action. The Privy Council Office and the Treasury Board Secretariat have important roles to play in ensuring that the principles and elements of a good working relationship are understood and applied by departments.

Background and other observations

5.4 In areas of shared responsibility — like protecting the environment and promoting sustainable development — co-operation and co-ordination are essential to meeting common policy objectives. Even when not essential, they are desirable — partnerships can also improve program efficiency and effectiveness. Without co-operation and co-ordination, relevant expertise and viewpoints may not be appropriately integrated into decision making. Problems may not be well defined, priorities may not be well developed and policies may not be implemented.

5.5 This chapter — along with the following three chapters — looks at building and sustaining effective working relationships to protect the environment and promote sustainable development. Chapter 6 reports on working arrangements within the federal government, Chapter 7 on federal-provincial relationships and Chapter 8 on public-private partnerships. These chapters together present the results of 17 case studies of organizations working co-operatively to meet common objectives in areas like biotechnology, acid rain, forestry and mining.

A joint response by the Privy Council Office and the Treasury Board Secretariat is included in this chapter. They agree with our recommendation and note that initiatives are under way to strengthen horizontal policy development and issues-management capacity.

Introduction

5.6 Some of the most pressing challenges facing governments today cut across departmental mandates and political jurisdictions. The topics presented in the 1999 Speech from the Throne, for example — children and youth, the economy, health care, the environment, communities, Aboriginal peoples and Canada's place in the world — illustrate why managing what has become known as "horizontal" government is a recurring theme of public administration. Typically, a number of departments are responsible for one aspect of an issue or another but none is responsible for the whole. They need to work together to understand the full dimensions of the issue and to develop and implement a co-ordinated response to it.

5.7 Governments are also looking outward for policy development and program delivery. Partnership arrangements of various forms are becoming more common. Provincial and territorial governments, business, labour, education and other professional groups, voluntary organizations and Aboriginal peoples are some of the many partners that governments work with.

5.8 Managing these working relationships — within governments, between governments and with other partners — has proved to be a particular challenge. For example, in 1995 the Clerk of the Privy Council said in her Report to the Prime Minister on the Public Service:

The Public Service must develop ways to better address horizontal, cross-cutting issues, including implementing the right system of incentives and accountability, which is one of the major challenges. Finding ways to effectively address horizontal issues is a difficult task, and all Western nations are trying to do a better job of it. To date, public service practice in this area has not lived up to the concepts of

interdepartmental collaboration that are professed, and a better job must be done.

5.9 The Auditor General has had a long-standing interest in accountability — the obligation to answer for a responsibility conferred — where responsibilities are shared (see Exhibit 5.1). The Auditor General 10 years ago identified the environment as a prime example of the need for clearer accountability, given its importance and the fact that responsibility for protecting it was widely shared.

5.10 Based on work since then, the Office has identified desirable attributes of collaborative arrangements — where partners work together to meet common objectives (see the Appendix). Credible reporting, effective accountability mechanisms, transparent processes and protection of the public interest are basic elements of such a framework.

Focus of our work

5.11 Our objective was to examine the major elements in building and sustaining effective working relationships to protect the environment and promote sustainable development. The results of our work are presented in four chapters. This chapter describes the sharing of responsibility for protecting the environment and promoting sustainable development, and the implications of that sharing. It also presents the conclusions and recommendations of the following three chapters.

5.12 Chapter 6 reports on working arrangements within the federal government, Chapter 7 on federal/provincial/territorial relationships and Chapter 8 on public-private partnerships. These chapters together present 17 case studies of organizations co-operating to meet common objectives. Further details on the approach to our work are provided at the end of each chapter.

Typically, a number of departments are responsible for one aspect of an issue or another but none is responsible for the whole.

Exhibit 5.1

**Managing Shared
Responsibility: A
Long-standing Concern**

Here then is a case where government's accountability for its overall set of programs — the total government effort on the environment — is more important than focussing on the individual performance of departments as separate units, managing their resources separately and being held to account separately by different House committees. Shared responsibility in government is difficult to deal with. What must be prevented is a diffusion of responsibility to the point where effective accountability is lost.

*Report of the Auditor General of Canada to the House of Commons, 1990
Matters of Special Importance and Interest*

This means that the Department of the Environment, which has general responsibility for co-ordinating federal policies and programs directed at the preservation and enhancement of environmental quality, cannot act effectively on broad government-wide environmental issues except in concert with these other departments. While some memoranda of understanding exist between the Department of the Environment and various other departments, there is currently no comprehensive mechanism for a co-ordinated federal approach to environmental issues.

*Report of the Auditor General of Canada to the House of Commons, 1990
Department of Environment (Chapter 18)*

Effective accountability is more complex in a collaborative arrangement. The federal government is accountable to Parliament for the use of federal funds and authorities, to its partners for keeping its commitments, and, with its partners, to the public for the results the arrangement produces. In our view, this shared accountability means that more parties are accountable and it in no way lessens the federal government's accountability for its own responsibilities in the arrangement.

*Report of the Auditor General of Canada to the House of Commons, 1999
Collaborative Arrangements: Issues for the Federal Government (Chapter 5)*

Key weaknesses in the federal government's management of environmental and sustainable development issues:

- **Gaps between commitments made and concrete action taken.** Canadians have been at the forefront of thinking about environmental and sustainable development issues, domestically and internationally. We have been less effective at turning those thoughts and words into action — in finishing what we start. In many areas, the federal government's performance falls well short of its stated objectives.
- **Lack of co-ordination among departments and across jurisdictions.** Some of the most pressing issues facing governments today cut across departmental mandates and political jurisdictions. Effective co-ordination is essential for meeting our sustainable development challenges — governments are not very good at it.
- **Inadequate review of performance and provision of information to Parliament.** Good information is critical for good decisions: for setting priorities, designing policies and programs, assessing progress and reporting on accomplishments. Our current information base is not up to those tasks.

*Report of the Commissioner of the Environment and Sustainable Development
The Commissioner's Observations, 1999*

Observations and Recommendation

Working Together When Responsibilities Are Shared

Shared responsibility for the environment and sustainable development

5.13 Responsibilities for protecting the environment and promoting sustainable development are widely shared within the federal government and with provincial and territorial governments. In 1990, for example, we found that 24 federal departments had responsibilities relating to more than 50 Acts with environmental implications. Each province and territory has general environmental protection legislation for the enforcement of regulations on air, land and water quality. A range of federal and provincial laws also deal with environmental assessment, waste management, conservation, energy, agriculture, forests and fish.

5.14 To achieve their goals for sustainable development, governments may need to engage broad segments of society. Canada's National Climate Change Process is an example of shared interests and responsibilities for sustainable development. In early 1998, the federal, provincial and territorial ministers of energy and environment met, and approved a process to involve governments and stakeholders in examining the impacts, costs and benefits of addressing climate change. As part of that process, around 450 experts from governments, industry, science, the academic community, environmental groups and other non-governmental organizations are analyzing Canada's options for a climate change strategy. At the federal level alone, 13 departments and agencies are involved in the process. (In May 1998, we reported to Parliament on our audit of how the federal government was managing climate change

and identified some key concerns about departments' co-ordination. We will be following up on that audit next year.)

Organizations need to work together to meet common objectives

5.15 In areas of shared responsibility — like protecting the environment and promoting sustainable development — co-operation and co-ordination are essential for meeting common policy objectives. Even when not essential, they may be desirable — partnerships can also improve program efficiency and effectiveness. Without co-operation and co-ordination, relevant expertise and viewpoints may not be appropriately integrated into decision making. Problems may not be well defined, priorities may not be well developed and policies may not be implemented.

5.16 While departments and different levels of government often co-ordinate policy development, the federal government also delivers programs and services with provincial and territorial governments and with groups in the private and voluntary sectors. Partnerships can offer the potential for more innovative, cost-effective and efficient delivery of the programs and services traditionally provided by federal organizations.

5.17 But partnering is not without risks. Among them can be arrangements poorly defined, commitments not met, insufficient attention to protecting the public interest, too little transparency and inadequate accountability.

The challenges of working in areas where responsibilities are shared

5.18 Productive working relationships are not easily developed or maintained. They require special effort by all the parties. In 1999, we reviewed the challenges of making these relationships work. The challenges include:

- ensuring effective leadership to create a vision of where the partners want

Co-operation and co-ordination are essential for meeting common policy objectives.

When organizations work together, the accountability relationships become more complex.

the arrangement to go and to translate that vision into reality;

- dealing with complex relationships in which each participating organization pursues goals related to its own interests as well as the common goals of the arrangement;
- co-ordinating efforts among partners and within the federal government; and
- building trust and confidence among the partners.

Key ingredients for a successful working relationship

5.19 Successful working relationships depend on factors that are both subjective and objective:

- Subjective factors include each partner's expectations about the other's willingness and ability to collaborate; beliefs about the legitimacy and desirability of working together and of the goals to be pursued; and trust. These are factors of attitude; many of them are preconditions for entering an arrangement.
- Objective factors include formal agreements, availability of resources, accountability relationships, and administrative support for the work. They fall more directly under the control of the partners, and are important in making the relationship work.

5.20 To determine which factors they considered most important to a good working relationship, we asked the people we interviewed for our case studies to identify the 5 most important from a list of 22. The results are presented in Exhibit 5.2. The factors with the strongest consensus were:

- clear and realistic objectives and expected results;
- shared or complementary goals;
- effective and committed individuals;

- clear benefits for the participating organizations; and

- senior management interest, support and commitment.

5.21 Those factors were largely unrelated to the type of working relationship. Although not always in the same order, people in working relationships with other federal government departments, with other governments or between the public and private sectors chose the same five factors.

Most accountability issues are not “top of mind”

5.22 When organizations work together, the accountability relationships become more complex. They involve accountability among the partners; accountability between each partner and its governing body; and accountability to the public.

5.23 We found, however, that many of the factors that are critical for an effective accountability regime are not “top of mind” when people think of building a successful working relationship. In earlier work, we identified the following questions as the main indicators of effective accountability in a partnership:

- Are the objectives, the expected levels of performance and results and the operating conditions agreed to and clear?
- Are the authorities, roles and responsibilities of each partner clear?
- Are the expectations for each partner balanced with its capacities?
- Can performance be measured and credibly reported to Parliament and the public?
- Has adequate provision been made for review, program evaluation and audit?

5.24 These questions arose as part of a broader analysis of a governing framework for new arrangements in which

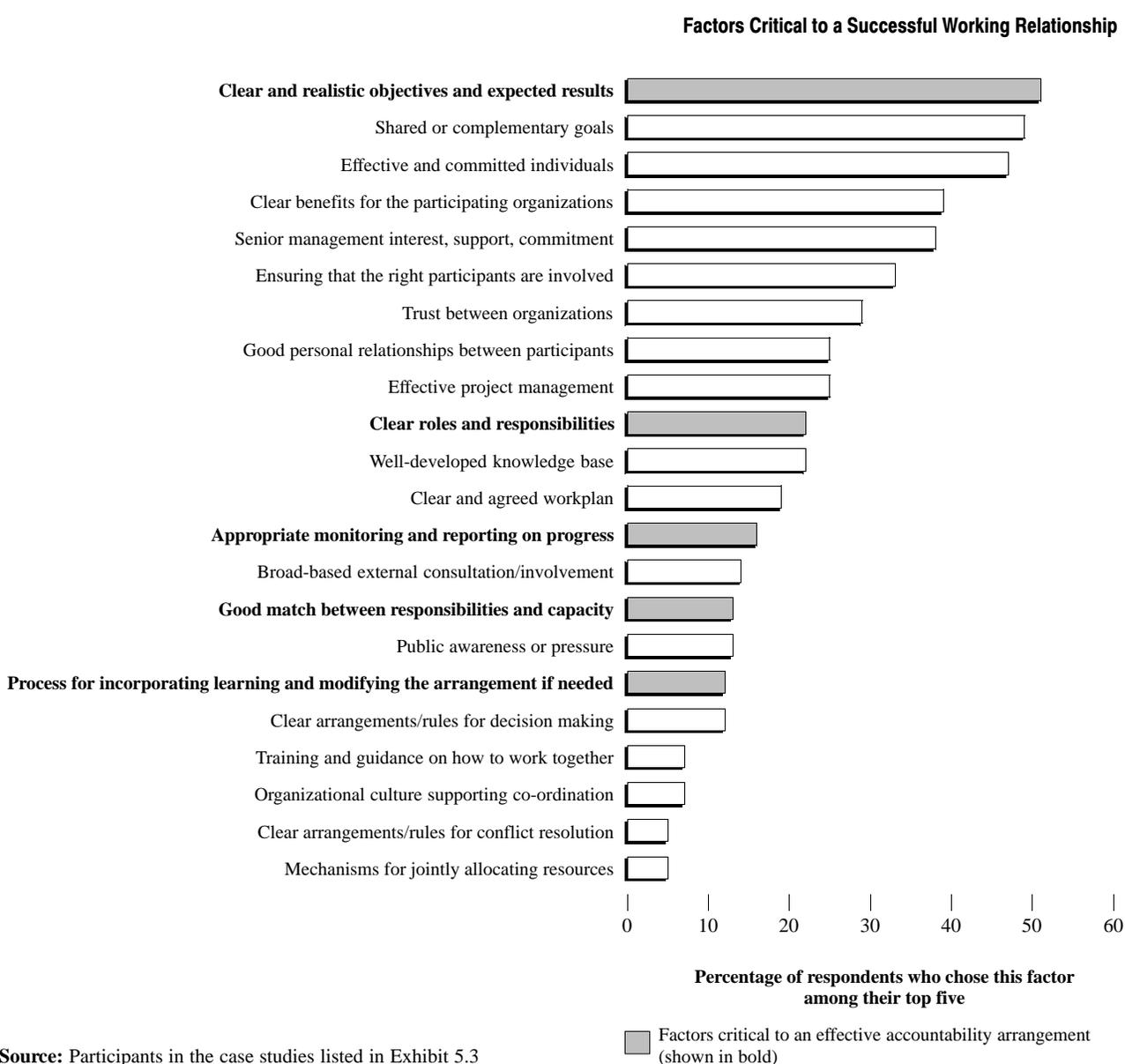
the federal government involves external partners in the planning, design and achievement of federal objectives (see the Appendix).

5.25 As Exhibit 5.2 indicates, those we interviewed cited clear objectives and expected results as critical to a good working relationship; these are also important to accountability. But they

placed the other elements needed for accountability — clear roles and responsibilities, balance between expectations and capacities, provision for monitoring, reporting and evaluation — well down the list.

5.26 A tension between developing a good working relationship and ensuring effective accountability. We do not interpret these results as implying that

Exhibit 5.2



Source: Participants in the case studies listed in Exhibit 5.3

Different aspects need to be emphasized at different stages of the relationship.

there is ultimately a trade-off between developing a good working relationship and ensuring that the arrangement is structured to provide for appropriate reporting to ministers and Parliament. Rather, we observed that different aspects need to be emphasized at different stages of the relationship — earlier stages may need greater weight on developing the relationship, for example. Although not all the elements needed for accountability have to be finalized before beginning to implement the arrangement, agreement on them must ultimately be reached. Any tensions between the two need to be managed with the long-term success of the endeavour in mind.

Case Studies: Examples of Working Together

5.27 The next three chapters were built around 17 case studies that illustrate

a range of working relationships and sustainable development issues. Exhibit 5.3 lists those case studies. Taken together, the cases confirm the importance of the elements we have set out for accountability in successful relationships. They also highlight other issues that are more specific to the type of working relationship being pursued.

Working within the federal government (Chapter 6)

5.28 Departments have chosen a variety of approaches to working with other departments in delivering programs, developing new strategies, consulting with stakeholders, achieving consensus on policy positions, and exchanging information. The approaches range from formal arrangements that create new entities to informal, voluntary networks for exchanging information.

Exhibit 5.3

**Working Together:
The Case Studies**

Working Together in the Federal Government (Chapter 6)

- Canadian Biotechnology Strategy
- First Nation Forestry Program
- “Greening” Procurement
- Biosafety Protocol
- Assessment of Aquatic Effects of Effluent from Metal Mines
- Sustainable Development Strategies

Co-operation Between Federal, Provincial and Territorial Governments (Chapter 7)

- Eastern Canada Acid Rain Program
- National Forest Strategy
- North American Waterfowl Management Plan
- Statement of Commitment to Complete Canada’s Networks of Protected Areas
- Greenhouse Gas Emission Reduction Trading Pilot

Working With the Private Sector (Chapter 8)

- The National Packaging Protocol (Canada)
- The Great Printers Project (United States)
- Eco-Efficiency in the Saguenay Region (Canada)
- A Sustainable Development Management System (United Kingdom)
- Contaminated Sites Conversion (United States)
- Sectoral Sustainability Strategies (United Kingdom)

5.29 In most of the case studies we examined, departments had chosen an appropriate form of arrangement for delivering a program or developing a policy. For example, the 1993 assessment of the aquatic effects of metal mining involved five federal departments and agencies along with provincial officials, mining industry representatives, environmental groups and Aboriginal organizations. Over a period of three years, a good planning process, a neutral secretariat, effective dispute resolution, and sufficient resources contributed to the development of recommendations that all participants supported.

5.30 However, departments did not always spell out clearly who was to do what. Key problems included unclear or unstated objectives, poorly described roles, blurred accountability and weak mechanisms for dispute resolution. Other problem areas included managing the effects of participant turnover, ensuring that departments had incentives to collaborate, and paying attention to monitoring and evaluation.

5.31 In most of the case studies, the intended results were achieved. The chief exception was “greening” procurement, where inadequate co-ordination and a lack of leadership by central agencies inhibited progress. In some cases, the lack of monitoring, of evaluation plans and of information limited Parliament’s ability to understand whether the intended goals were or would be attained. It also inhibited effective learning from past successes and failures.

5.32 It is unrealistic to expect departments to track in detail each of their horizontal initiatives in order to learn the key lessons, especially when they are facing high turnover rates. This is an area where central agencies can add value and contribute to the more effective management of issues that cut across

departments, including sustainable development.

Working with provincial and territorial governments (Chapter 7)

5.33 The environment and many other aspects of sustainable development fall under shared jurisdiction. They require close co-operation between the federal and the provincial/territorial governments. But entering into a co-operation agreement is not an end in itself. The agreement needs to deliver results for Canadians, and in an efficient and economical manner.

5.34 The case studies in Chapter 7 demonstrate the importance of relationships where partners build and maintain trust between them. They show that leadership and commitment from all parties involved as well as public and political support are essential. Finally, they confirm that partners need the discipline to follow all the necessary steps during the life cycle of an agreement.

5.35 The case studies illustrate how the presence — or absence — of these different elements affects an agreement’s success positively or negatively.

5.36 Before entering into an agreement, prospective partners need to be convinced that the issue is important and that a partnership is likely to be the best way to deal with it and offer clear benefits to the participating organizations. They need to recognize their respective jurisdictions and take into account the ability of their potential partners to deliver desired results. Finally, they need to consult and involve all the organizations whose commitment is essential to achieving the agreement’s objective. If the partners do not meet these conditions, they could still reach an agreement but likely would not accomplish the desired results.

5.37 In designing the agreement, accountability issues between the partners become important. Does the agreement

Entering into a co-operation agreement is not an end in itself.

specify clear, common or complementary objectives, time frames and expected results as well as clear roles and responsibilities? Are there appropriate provisions for co-ordinating, monitoring and reporting performance as well as evaluating and modifying the agreement, if necessary? Have partners set the stage for a flexible approach to implementation that will take into account differences among jurisdictions?

5.38 During the implementation of the agreement, partners have to keep their commitments. Each partner needs to produce an early action plan that defines clear roles and responsibilities within its own organization and sets targets and time frames. Partners also need to integrate the agreement's objectives into their policies and operations. Finally, partners must co-ordinate activities, monitor results and submit timely and transparent progress reports.

5.39 The cases we examined also provide examples of a "tight-loose" working relationship — one that is "tight" (or strict) on the results that partners have to achieve based on intergovernmental agreement and "loose" (or lenient) on the way they achieve them in the particular circumstances of each jurisdiction. For example, in the 1985 Eastern Canada Acid Rain Program, ministers agreed to an emission limit of 2,300 kilotonnes of sulphur dioxide by 1994, down from 3,812 kilotonnes in 1980. Meeting that target, coupled with parallel action in the United States, would reduce acid deposition to a level then viewed as acceptable to protect moderately sensitive aquatic systems. The program let provincial governments decide how to achieve the reductions; they took different approaches but met their objectives.

Working with the private sector (Chapter 8)

5.40 The private sector is also looking for more flexible forms of working

relationships, and is participating more often in co-operative approaches to defining problems and developing solutions. The spectrum extends from information sharing and consultation to the creation of new entities to deliver a good or service. In our 1999 Report, for example, we noted that voluntary programs are a core element of the federal strategy for managing toxic substances.

5.41 The cases we examined illustrate a progression from improving regulatory effectiveness through co-operation between government and business, to promoting new management tools, and to encouraging the integration of economic, social and environmental considerations into decision making. For example, Natural Resources Canada worked with Alcan Aluminium Limited on a pilot project to introduce eco-efficiency concepts to small and mid-size businesses in the Saguenay region.

5.42 The case studies confirmed the importance of the accountability and relationship components of a good arrangement. They also illustrate the importance of a strong regulatory regime and enforcement capacity to stimulate and support action under the arrangement's initiatives. Other important considerations in an effective public-private arrangement include a commitment to timely action; a shared understanding of the differences in organizational behaviour between the public and private sectors — for example, the different levels of risk tolerance; and the need to focus initiatives on performance and tangible results.

Similarities and differences

5.43 As we have noted, participants in the three sets of case studies highlighted several important common factors (see Exhibit 5.2). We conclude that officials who recognize and include the factors are much more likely to develop and maintain successful working relationships. Conversely, the absence of these factors increases the risk of failure. In each

relationship, accountability needs to be spelled out clearly.

5.44 Our case studies have also shown us some important differences among the three types of working relationships. When departments work with one another, they are working within a shared framework, one in which central agencies can help co-ordinate and resolve disputes. When departments work with their provincial and territorial counterparts, there is a greater need for formally negotiated and documented arrangements between governments. When departments work with business, the partners need to acknowledge and reflect the role of regulation and the cultural differences between the public and private sectors.

Turning Knowledge Into Action

5.45 To manage their working relationships effectively, departments need to take a broader view of what constitutes success, giving greater weight to accountability. It is not that the people involved do not know how to develop and maintain working relationships and what is needed for accountability.

5.46 Within the federal government alone, the attributes of good working relationships have been studied by deputy ministers, the Treasury Board Secretariat, the Canadian Centre for Management Development and the Auditor General (see Exhibit 5.4). There is an extensive body of guidance available to people who want to build a successful working relationship with others. The case studies we examined also provide a number of examples of good practices.

5.47 But knowing what to do is sometimes not enough. In 1995, the Treasury Board Secretariat said that “a wealth of information and experience already exists in many departments” on partnerships with other levels of government, the private sector and non-government organizations. A year later, the Deputy Minister Task Force on Managing Horizontal Policy Issues said:

The principal factors supporting horizontal issues management are not new or revolutionary. For all kinds of policy issues, they represent the fundamentals of policy development — the need to know the rationale for an initiative and expected outcomes, a

Departments need to take a broader view of what constitutes success, giving greater weight to accountability.

1995	Framework for Alternative Program Delivery, Treasury Board Secretariat The Federal Government as Partner: Six Steps to Successful Collaboration, Treasury Board Secretariat
1996	Managing Horizontal Policy Issues, Deputy Minister Task Force Service Delivery Models, Deputy Minister Task Force Values and Ethics, Deputy Minister Task Force
1997	Getting Government Right: Governing for Canadians, Treasury Board Secretariat
1998	Managing Horizontal Government: The Politics of Coordination, B. Guy Peters, Canadian Centre for Management Development Citizen-Centred Service and the Partnership Option, Treasury Board Secretariat
1999	Collaborative Arrangements: Issues for the Federal Government, Office of the Auditor General of Canada, 1999 Report, Chapter 5 Involving Others in Governing: Accountability at Risk, Office of the Auditor General of Canada, 1999 Report, Chapter 23

Exhibit 5.4

Strengthening Working Relationships: A Reader's Guide

Central agencies can contribute to the more effective management of issues that cut across departments.

clear understanding of relative roles and responsibilities, a recognition that policy development can be time consuming, and so forth. For the key priorities, with their custom-built, intensive processes — these process fundamentals are critical. And yet, due to the policy pressures that characterize these initiatives, taking the time up front to get the fundamentals right remains an ongoing challenge.

5.48 The challenge is to turn knowledge into action. In its report, the Deputy Minister Task Force made a series of proposals for “jump starting horizontal issues management” by the federal government. It noted that central agencies and departments themselves have roles to play in strengthening the management of horizontal issues. One recommendation was that the Treasury Board Secretariat develop a “best practices” guide to teamwork in the federal system.

5.49 The Privy Council Office has a key role to play in ensuring policy co-ordination within the federal government. It operates at the strategic and government-wide level, monitoring and advising on horizontal issues, clarifying roles and responsibilities, trouble shooting and long-term planning. The Treasury Board Secretariat, through its control and oversight of many aspects of government operations, is uniquely placed to offer direction and advice on management issues.

5.50 **The Privy Council Office should work with the Treasury Board Secretariat to ensure that the principles and elements of effective working relationships — within the federal government, between governments and with non-government organizations — are understood and applied by federal departments and agencies.**

Privy Council Office and Treasury Board Secretariat joint response: Sustainable development is among a growing number

of policy issues that cut across the mandates of many departments and even beyond the jurisdiction of the federal government. This chapter notes that success in dealing with them depends on effective working relationships and partnerships. We agree with the recommendation. This is, in fact, something we do now and will continue to do in our ongoing contacts with other departments. A number of initiatives have been launched in recent years to strengthen horizontal policy development and issues-management capacity. The case studies reported in chapters 6 through 8 illustrate the need to continue with these capacity-building initiatives.

5.51 In Chapter 6, we make a similar recommendation for working relationships among departments. Here, we have expanded it to include all cases where federal departments are seeking to work effectively with others.

Conclusion

5.52 This chapter examined the major elements of building and maintaining successful working relationships for dealing with sustainable development issues. Some of the most pressing challenges facing governments today cut across departmental mandates and political jurisdictions. To address those challenges, governments look increasingly to partnership arrangements for policy development and program delivery.

5.53 In areas of shared responsibility — like protecting the environment and promoting sustainable development — co-operation and co-ordination are essential to meeting common policy objectives. Even when not essential, they are desirable — partnerships can also improve program efficiency and effectiveness. Without co-operation and co-ordination, relevant expertise and viewpoints may not be appropriately integrated into decision making. Problems may not be well defined, priorities may

not be well developed and policies may not be implemented.

5.54 Managing these working relationships — within governments, between governments and with other partners — has proved to be a particular challenge. For effective collaborative arrangements — where partners work together to meet common objectives — certain attributes are desirable. Credible reporting, effective accountability

mechanisms, transparent processes and protection of the public interest are basic elements of a framework for those arrangements. And participants in such arrangements themselves identified five key success factors: clear and realistic objectives and expectations for results; shared or complementary goals; effective and committed individuals; clear benefits for participating organizations; and senior management interest, support and commitment.



About Our Work

Objective

The objective of our work was to examine the major elements of building and maintaining successful working relationships for dealing with sustainable development issues.

Scope and Approach

To carry out this work, we drew upon related audits and studies carried out by this Office, reviewed the relevant academic literature and conducted selected casework. We used a combination of audit and study methodology.

- Chapter 6 covers an audit that examined six cases, spanning the range of mechanisms federal departments and agencies use to work with one another. The number of departments in the cases ranged from two to more than 20, reflecting a mix of different sustainable development issues.
- Chapter 7 reports on a study that selected five cases to illustrate a range of federal/provincial/territorial arrangements, both Canada-wide and with selected provinces. Each agreement also involved, to different degrees, partners from industry and from environmental organizations.
- Chapter 8 presents a study that considered partnership arrangements between government departments and the private sector in the United States, the United Kingdom and Canada. The cases included innovative examples that emphasized regulatory approaches, environmental management systems and integrated decision making.

More details on scope and methods can be found at the end of each chapter.

None of the case studies involved a full evaluation. Rather, we focussed on the working relationships themselves. We believe the lessons from the case studies are applicable to most types of working relationship — within the federal government, between governments and with non-government organizations. However, our work did not support broad generalizations about the overall effectiveness of the federal government as a partner.

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Appendix

A Governing Framework for New Working Arrangements

To ensure credible reporting:

- Clear public objectives
- Concrete performance expectations
- Appropriate performance measurement and reporting regime

To establish effective accountability mechanisms:

- Clear roles and responsibilities
- Performance expectations that are balanced with capabilities
- Well-defined management structure
- Appropriate monitoring regime
- Partner dispute resolution mechanisms
- Specific evaluation provisions
- Procedures to deal with non-performance
- Appropriate audit regime

To ensure adequate transparency:

- Public access to information
- Communication of information on key policies and decisions

To protect the public interest:

- Citizen complaint and redress mechanisms
- Public consultation/feedback mechanisms
- Policies to promote pertinent public sector values

*Report of the Auditor General of Canada, 1999
Involving Others in Governing: Accountability at Risk (Chapter 23)*