

East Side Lake Winnipeg

Broad Area Planning Initiative
Phase 1 • Preliminary Discussions • Final Report

Executive Summary • 2002



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Introduction

In July, 2000, the government of Manitoba announced its acceptance of the *Consultation On Sustainable Development Implementation (COSDI) Report*. The report recommended, among other things, that the implementation of sustainable development include the creation of broad area plans across the province. Broad area planning is defined as integrated and co-ordinated planning that is based on the sustainability of the ecosystem. Broad area plans ensure future land, resource and development decisions address the environmental, social, health, cultural and economic needs of the public, local communities, First Nations and various stakeholders and interest groups. The *COSDI Report* went on to recommend an inclusive public process and guidelines for meaningful consultation with First Nations and Aboriginal communities towards the development of a province-wide protocol on land and resource decision-making.

On August 9, 2000, Conservation Minister, Oscar Lathlin, announced the government would initiate broad area planning on the east side of Lake Winnipeg as a pilot for broad area planning across the province. This region was chosen for two primary reasons.

1. The east side of Lake Winnipeg is a unique region of the province because it contains a vast expanse of undeveloped contiguous boreal forest. The need for sustainable planning in

this area has been reinforced by the recent *Manitoba Climate Change Task Force Report*. This report stated that Manitoba is at risk of losing both the southern and northern edges of the boreal forest to climate change.

2. The east side of Lake Winnipeg is a unique region with communities that do not have access to the transportation networks and economic opportunities that most Manitobans take for granted. The need for planning in this regard has also been reinforced by the *Climate Change Task Force Report* that highlighted the dramatic effects of climate change on winter road and food distribution systems for communities in this, and other remote and northern regions.

The objective of the east side planning process is to bring together local communities, First Nations, industry and environmental organizations to develop a vision for land and resource use in the area that respects both the value of the boreal forest and the needs of local communities. It is expected that the east side process will result in a blue print for the area that will address protected areas, traditional activities, transportation needs and economic development. It is also expected that the east side process may result in recommendations on further study or consultation that may be needed following the submission of the east side plan.

The objective of the east side planning process is to bring together local communities, First Nations, industry and environmental organizations to develop a vision for land and resource use in the area that respects both the value of the boreal forest and the needs of local communities.

There was considerable response from citizens, communities, industry and environmental organizations through the preliminary phase of planning.

The east side Lake Winnipeg broad area planning initiative has been divided into two phases:

1. preliminary discussions
2. plan preparation and adoption

Under Phase 1, a three-member government review panel was established to discuss with First Nations, local communities, the public, industry, non-government organizations and others interested in the future of the area.

The objectives of the preliminary discussions are to gather views and have the review panel make recommendations on several elements of the initiative including:

- the steps and timing for the planning process;
- the boundaries for the planning area;
- the establishment of an east side Lake Winnipeg round table and larger stakeholder advisory committees; and
- current major issues and options for the area, including forest resources, protected areas, community economic development, potential for improved transportation and potential for hydro corridor.

The panel attended meetings with First Nation communities, environmental and recreational organizations and industry. The panel provided briefings to two provincial departments, Manitoba Hydro

and Ontario Natural Resources. Meeting notes were taken at most meetings. Some interested groups returned comment sheets, and/or provided written submissions.

In the summer of 2001, it was determined that additional consultations were required. Letters were sent extending the consultations to the end of September 2001. On November 9, 2001, the November 6th draft *East Side Lake Winnipeg, Phase I Report* was released and distributed for comment to participants and interested parties.

The report was also placed on Manitoba Conservation's Public Registry Network and on the Internet at www.gov.mb.ca/conservation/eastsideplan.

There was considerable response from citizens, communities, industry and environmental organizations through the preliminary phase of planning. These responses are reproduced in the full report and are also available through the public registry. The following represents recommendations based on the first phase of discussions and responses to the November 6th draft report.

The recommendations have been organized into six sections:

- The Planning Area;
- Issues and Opportunities;
- The Planning Process;
- Research Needs;
- Phase I Discussions; and
- Advisory Bodies – Roles and Responsibilities.

Recommendations

The Planning Area

On the topic of planning area boundaries, it is recommended that:

- 1 The east side planning area be defined by watershed boundaries as outlined in figure 1.

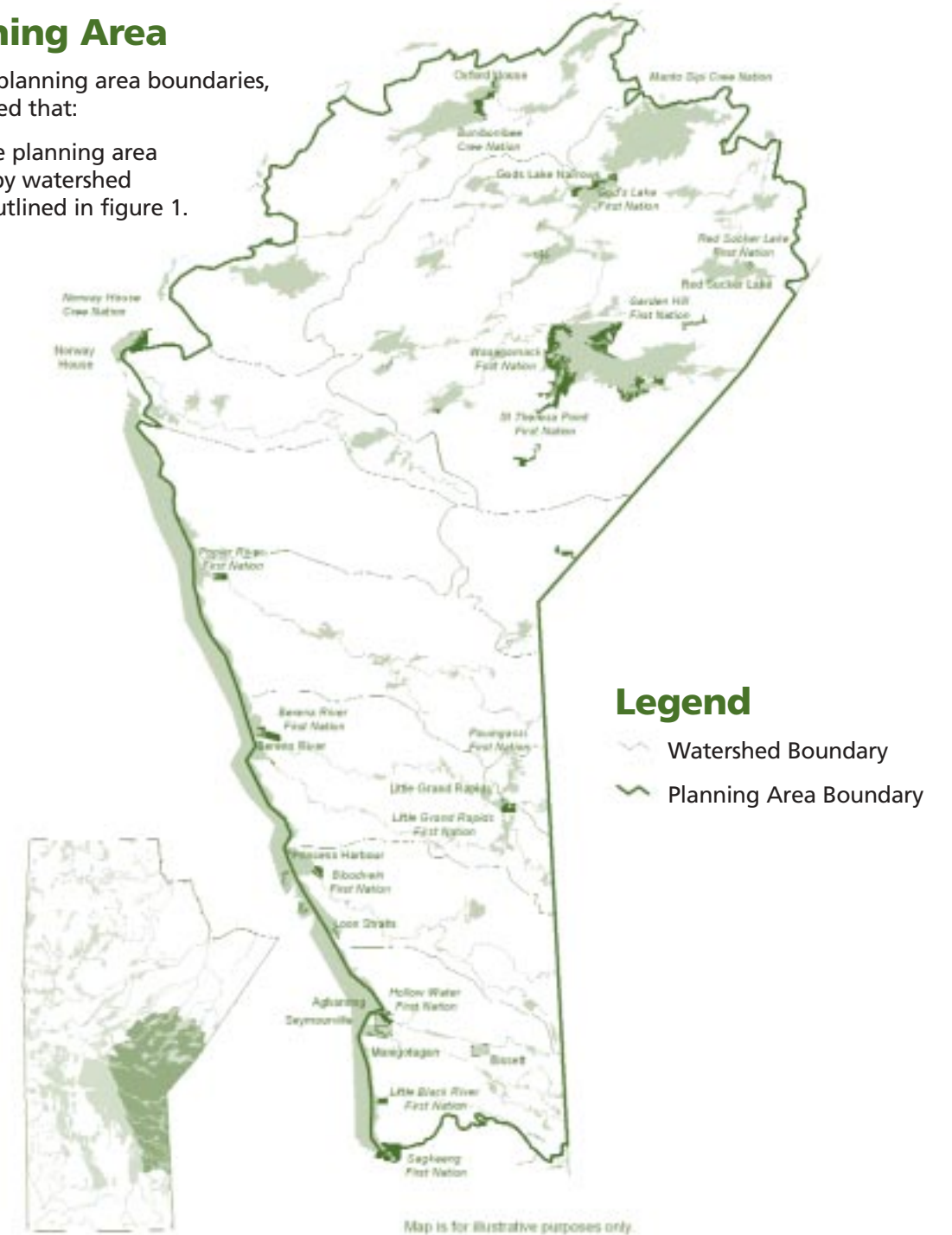


Figure 1 • Recommended East Side Lake Winnipeg Planning Area



Issues and Opportunities

In respect of a number of issues discussed, it is recommended that:

Treaty and Aboriginal Rights:

2 The east side plan recognize, affirm and be in compliance with treaty obligations and Aboriginal rights and be consistent with the consultation/ protocol guideline recommendations of the *COSDI Report* respecting First Nation and Aboriginal peoples.

Aboriginal and Community Development:

3 The east side round table review the status of community planning in the planning area and provide advice on ways and means to meet the needs for community plans.

4 The east side round table provide advice on the relationship that should be established between the broad area plan and local community plans and how they may be integrated into the large area plan for the east side of Lake Winnipeg.

Traditional Activities:

5 The east side round table include traditional ecological knowledge and address traditional activities within the planning area.

Protected Areas:

6 Commitments to protected areas should be honoured through the established process.

Consultations on Land and Resource Allocations:

7 The east side round table provide advice on mechanisms for ensuring meaningful First Nation, Aboriginal, local public and community consultations in future land and resource allocations, consistent with the consultation/protocol guideline recommendations of the *COSDI Report*.

Existing Land Uses and New Development Proposals:

8 Existing land uses including forest tenure and protected areas designation shall continue. Crown land and resource development and allocation requests which have a minor land use or environmental effect would be processed and approved or declined as per normal government administrative procedures. Examples include: cottage lots, lodge outcamps, trapping cabins, and fishing and hunting licences. Upon approval of the plan, allocations and land uses would then be administered in compliance with the plan.

Forest Resources:

9 The east side round table provide advice on protecting the values of the boreal forest, its sustainability, and sustainable use including, but not limited to:

- maintaining biological diversity and ecological functions;
- role in carbon storage;
- non-timber forest products;
- ecotourism; and
- sustainable forest harvesting activities.

10 The province not permit any major new timber allocation beyond the annual allowable cut, as determined by Manitoba Conservation within Forest Management License #1 and historical allocation levels in Integrated Wood Supply Area #1, subject to annual public review and pending completion of the broad area plan.

Transportation Issues:

11 The east side round table provide advice and input on the options (e.g., north-south versus east-west route alternatives) in the east side transportation network study to be conducted by Manitoba Transportation and Government Services. Manitoba Transportation and Government Services work with the east side planning secretariat and directly with the east side round table to ensure the effective and efficient co-ordination of planning and communication activities in the planning area.

12 The east side round table provide advice on the proposed transportation assessment work plan of Manitoba Transportation and Government Services which will include the planning, consultation, upgrading and construction of the road to the Bloodvein community.

Tourism and Recreation:

13 The east side round table consider and address the opportunities and acceptability of ecotourism and tourist development in the planning area.

Hydro Issues:

14 As part of the planning process, Manitoba Hydro co-ordinate any future transmission line communications and public consultation activities with the east side round table. The east side round table provide regional guidance relative to Manitoba Hydro in regards future electrical transmission facilities within the planning area. Manitoba Hydro work with the east side planning secretariat and directly with the east side round table to ensure the effective and efficient co-ordination of planning and communication activities in the planning area.

Mining Issues:

15 The east side round table consider the potential for mineral development and its acceptability within the various land use zones that may be designated in the planning area.

16 Mining exploration and development in the planning area continue as per existing established public consultation requirements, environmental review and licensing requirements and other required reviews and permitting processes and procedures.

Other Issues:

17 The government should seek the advice of the round table on any significant issue which might arise during the course of the planning process.





The Planning Process

In respect of the planning process, the following recommendations address:

- the planning process to be followed;
- the timetable for completion of the plan;
- the general components of the plan; and
- the method of providing information to the public.

It is recommended that:

18 The following general process be adopted for the preparation and adoption of the east side Lake Winnipeg broad area plan.

Step 1. The east side round table:

- collects information;
- undertakes research;
- prepares a communication and discussion/consultation plan for involving First Nations, local Aboriginal communities, the public and stakeholders; and
- conducts discussions and consultations to identify the vision, goals, and objectives for the plan and the issues and concerns to be addressed. The round table will consider options and alternatives, including alternative forms of economic development for addressing the issues.

The round table consults with the First Nation east side council and east side advisory committee throughout the process.

Step 2. The east side secretariat, in consultation with the interdepartmental working group, prepares a draft east side plan as directed by the round table.

Step 3. The east side round table undertakes First Nation, local Aboriginal community, public and stakeholders public discussions/consultations on the draft plan.

Step 4. The east side secretariat, in consultation with the interdepartmental working group, amends plan as directed by the round table.

Step 5. The east side round table forwards plan to the minister for consideration.

Step 6. The minister forwards the plan to cabinet with recommendations.

19 The east side Lake Winnipeg plan be submitted to the Conservation Minister within two (2) years.

20 The components of the east side plan include, at minimum:

- a vision for the planning area;
- goals and objectives based on the needs of the area;
- ecosystem, land use and resource management principles and/or codes of practice;
- a land use zone map with policies and/or guidelines for each zone;
- a summary of input received from the First Nation Council, Advisory Committee and public consultations;
- identification of any incompatibilities with existing policy or lack of policy;
- procedures for the regular review and amendment of the approved plan; and
- a glossary of significant resource allocations, licenses, permits and other allocations and the issuing body.

21 A dedicated public registry and Web site be established and other means identified and used for the purpose of making available to the public: reports, information and draft plans prepared by, or for, the east side round table and First Nation council and advisory committee. Whenever possible, local community resources should be used to distribute information.

Research Needs

In respect of research needs, it is recommended that:

22 A list of existing environmental, biological diversity, social, economic, resource, land use, tenure, government commitments, biophysical, heritage, etc. information, reports, data bases and maps be compiled by the interdepartmental working group. This list will be used by the east side round table and be made available to First Nations, Aboriginal communities, the public and stakeholders through a variety of means including the dedicated public registry and east side Web site.

23 The east side round table identify its data needs, as soon as possible, so that research may be initiated, including the hiring of consultants as appropriate.

24 The east side plan be prepared using the best available information within the established time table subject to future amendments as new and better information becomes available.



Phase 1 Discussions

It is further recommended that:

25 This report be placed on the dedicated east side public registry, east side Web site and other venues and forwarded directly to all participants.

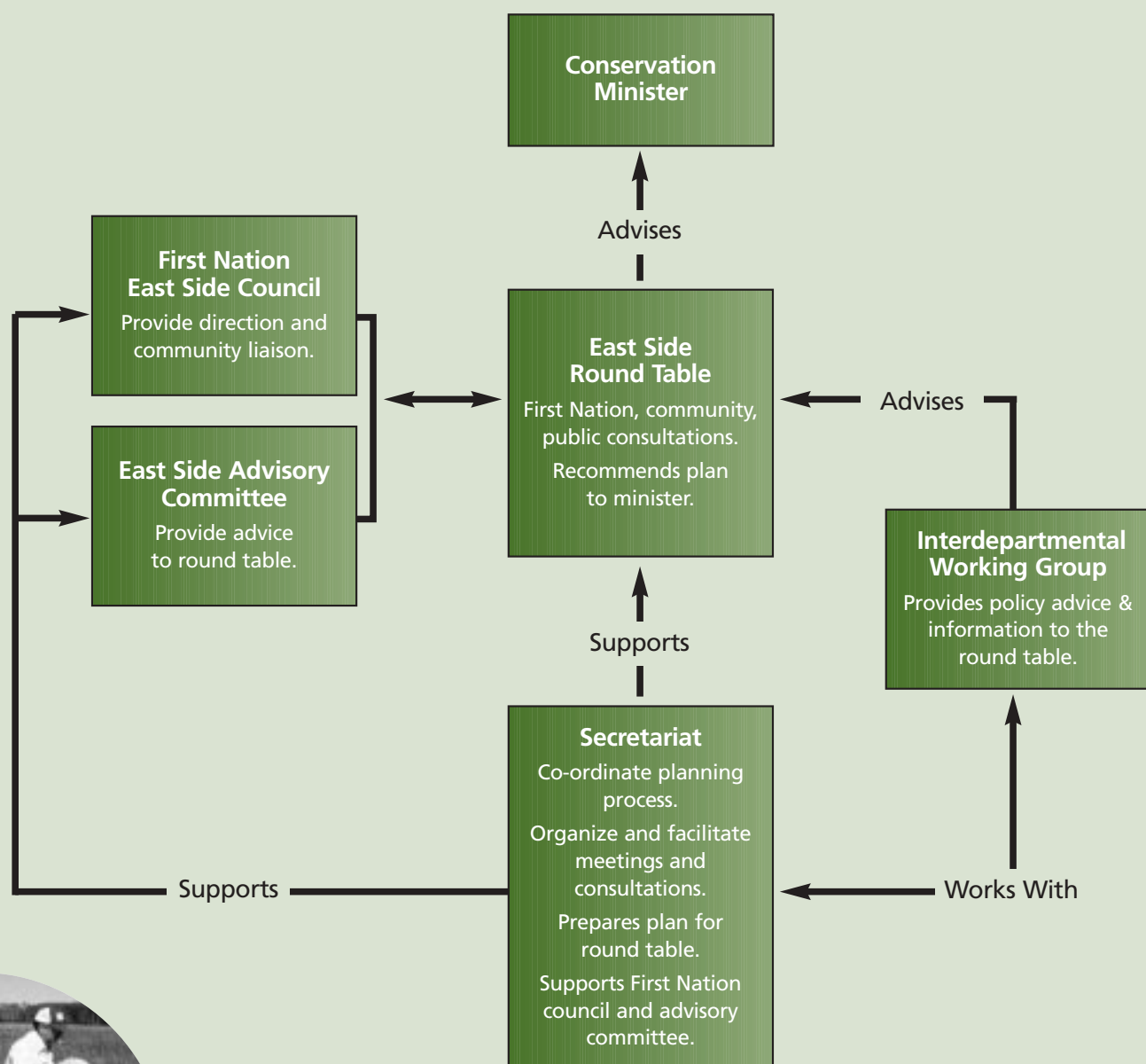
26 The east side round table develop and implement a communication plan to meet the needs of First Nations, communities and stakeholders, which shall also address translation service requirements.

Advisory Bodies – Roles and Responsibilities

In respect of advisory bodies, the following recommendations address:

- the roles and responsibilities of the east side round table, a First Nation east side council and an east side advisory committee, see organizational chart (figure 2);
- the membership of these bodies;
- the role and duties of the chairperson;
- the rules and procedures these bodies should follow;
- the establishment of an interdepartmental working group; and
- the support provided to these bodies, by an east side planning secretariat.

Figure 2 • East Side Planning Process Organizational Chart



It is recommended that:

27 An east side round table be established to provide recommendations, within established deadlines, on the preparation, content, and implementation of a broad area plan for the east side Lake Winnipeg planning area. Its duties include, but are not limited to:

- developing a work plan;
- overseeing the application of relevant sustainable development and provincial land use policies and collection of necessary background information;

- undertaking meaningful public meetings and consultations for the purpose of:
 - identifying goals, objectives and values for the east side plan,
 - identifying issues and concerns to be addressed,
 - obtaining public input on options and alternatives to address issues and proposed land and resource allocations,
- providing on-going advice on proposed significant land and resource allocations;

- consulting with the First Nation east side council and east side advisory committee;
- working with the interdepartmental working group who provide planning advice to the east side round table;
- undertaking public consultations on the draft east side plan and giving advice on the amendment of the draft plan; and
- making final recommendations on the plan to the minister.

28 The east side round table be comprised of members appointed by the Conservation Minister, which should include representation from:

- local First Nation communities,
- Assembly of Manitoba Chiefs,
- Manitoba Metis Federation,
- northern communities drawn from the Northern Affairs Community Council,
- the forestry, trapping, mining and tourism sectors,
- non-government social, recreational and environmental organizations.

Note: a direct link to the Manitoba Round Table for Sustainable Development and the Manitoba Aboriginal Resource Council should be considered in the appointment of members to this round table.

29 Members appointed to the east side round table:

- represent the public interest and not their organizations; and
- provide their best judgement, knowledge and expertise in accomplishing the task given to the round table.

30 A chairperson for the east side round table be appointed, whose duty would be to:

- ensure the round table operates in an effective and efficient manner;
- act as the spokesperson of the round table;

- preside over round table meetings;
- set the agenda for round table meetings;
- chair meetings of the First Nation east side council and east side advisory committee;
- liaise with the minister and interdepartmental working group chairperson; and
- carry out such other duties as deemed appropriate and consistent with the round table's purpose and duties.

31 The east side round table operate in accordance with the following rules and procedures:

A. Quorum: A quorum for the regular meeting of the east side round table shall be 50 per cent plus one of the total membership of the round table.

A quorum for a meeting of any established round table subcommittee shall be established by the members of the subcommittee.

B. Decisions: The round table and its subcommittees shall use consensus decision-making as the normal process of reaching decisions.

Consensus is defined as: general agreement on a conclusion, that is, no substantial disagreement with a conclusion. The round table shall establish its own rules and procedures for deciding when consensus has been reached.

C. Advice Received: When advice is received from the First Nation east side council and east side advisory committee, the round table shall by written correspondence:

- acknowledge receipt of the advice; and
- shall provide to the council and committee a response as to the decisions taken by the round table in respect of that advice.

D. Meetings: The members of the round table and the members of any

established round table subcommittee shall determine which meetings shall be open to the public and which will be held in-camera.

- E. Minutes:** The round table shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all round table members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.

Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

- F. Subcommittees:** All subcommittees report to, and are advisory to, the full round table. Unless a subcommittee chairperson has been appointed by the round table or the chairperson of the round table, the members of the subcommittees shall elect their own chairperson.

Subcommittees may, with the approval of the chairperson of the round table, invite others who are not members of the round table to participate, in a resource capacity only, on the subcommittees.

32 The east side round table may:

- establish subcommittees to undertake specific tasks on behalf of the round table; and
- make additional rules and procedures to govern its operations and conduct.

33 An honorarium be offered to the members of the east side round table and member expenses be paid in accordance with the government's

general manual of administration.

34 A First Nation east side council and an east side advisory committee be established to help the east side round table in the preparation and implementation of a broad area plan for the east side Lake Winnipeg planning area. The First Nation council and the advisory committee would provide direction as appropriate on:

- the conduct of public meetings and consultations to ensure full consultation with community members;
- the goals, objectives and values for the east side plan;
- the issues and concerns to be addressed;
- options and alternatives to address issues;
- integrating community plans into the planning process;
- bringing forward traditional knowledge; and
- the draft east side plan and amendment of the draft plan.

35 The First Nation east side council be comprised of a representative from First Nation communities and the east side advisory committee be comprised of a representative appointed by their organizations including, but not limited to:

- First Nation and Metis organizations,
- local government and / or local government organizations,
- resource industries and / or related associations,
- social, recreational and environmental non-government organizations,
- tourism businesses and / or organizations,
- federal government.

36 Members of the First Nation council and the advisory committee:

- represent the First Nation community, and organization to which they are affiliated;
- provide the position of their community and organization; and
- provide their best judgement, knowledge and expertise.

37 The chairperson of the east side round table be the chairperson of the First Nation council and advisory committee, whose duties include:

- ensuring the council and advisory committee operate in an effective and efficient manner;
- acting as the spokesperson of the council and advisory committee;
- presiding over meetings;
- setting the agenda for meetings; and
- carrying out such other duties as required consistent with the council's and the advisory committee's purpose.

38 The First Nation council and the advisory committee may establish subcommittees to undertake specific tasks on behalf of the council or committee.

39 The First Nation council and the advisory committee operate in accordance with the following rules and procedures:

A. Meetings: The members of the council and the advisory committee and the members of any established subcommittee shall determine which meetings shall be open to the public and which will be held in-camera.

B. Minutes: The council and the advisory committee shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all council or advisory committee members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any

relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.

Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

- C. Subcommittees:** All subcommittees report to, and are advisory to, the full council or advisory committee. Unless a subcommittee chairperson has been appointed by the council or advisory committee or the chairperson of the council or advisory committee, the members of the subcommittees shall elect their own chairperson.

40 First Nation council and advisory committee members be paid their expenses in accordance with the government's general manual of administration.

41 An interdepartmental working group be established to act as in-house consultants to the round table, by providing planning, resource and policy advice and information.

42 Manitoba Conservation chair the working group.

43 The working group be comprised of provincial government staff, appointed by their respective departments, including but not limited to staff from the following provincial and federal government departments and agencies:





- Manitoba Conservation,
- Manitoba Aboriginal and Northern Affairs,
- Manitoba Industry Trade and Mines,
- Manitoba Transportation and Government Services,
- Manitoba Intergovernmental Affairs,
- Manitoba Family Services and Housing,
- Manitoba Health,
- Manitoba Culture, Heritage and Tourism,
- Manitoba Hydro,
- Fisheries and Oceans Canada,
- Environment Canada,
- Indian and Northern Affairs Canada.

44 An east side planning secretariat be established to provide staff support to:

- the east side round table,
- the First Nation east side council,
- east side advisory committee.

45 The secretariat be comprised of staff from Manitoba Conservation and other government agencies and may include consultants to provide such other support, facilitation and expertise as may be required to carry out the duties of the secretariat.

The secretariat be composed of:

- a project leader,
- project planner,
- assistant planner,
- geographic information system professional,
- administrator,
- community specialist.

46 The duties of the secretariat in respect of the round table include, but not limited to:

- arranging round table meetings;
- preparing and distributing meeting agenda, briefing notes and background materials;
- reviewing and analyzing reports and information received for consideration of round table members;
- undertaking research;
- briefing members on topics and issues;
- recording and distributing meeting minute;
- preparing correspondence;
- preparing round table reports;
- arranging public consultation workshops, open houses and meetings, administering the general operations of the round table, for example, co-ordinating payment of expenses, such as, honorariums, travel, meeting rooms, printing and maintaining round table files; and
- preparing the draft and final east side plan at the direction of the east side round table.

47 The duties of the secretariat in respect of the First Nation council and advisory committee include, but not limited to:

- arranging meetings;
- preparing and distributing meeting agenda, briefing notes and background materials;
- recording and distributing meeting minute;
- preparing correspondence and reports; and
- administering the general operations of the council and advisory committee, for example, co-ordinating payment of expenses, such as, travel, meeting rooms, and maintaining files.