

# **“For the Public Good”**

**A report by the Manitoba Eco-Network Water Caucus to the  
Minister of Water Stewardship**

**September 2005**

This report fulfils the requirements as stipulated by the contractual arrangement between Manitoba Eco-Network Inc. and Manitoba Water Stewardship and covers the period between October 15, 2004 to June 15, 2005. It contains what we view as the most crucial issues affecting water stewardship in Manitoba and offers some suggestions for ways to address those issues.

We are grateful to the Minister of Water Stewardship, Mr. Steve Ashton, in providing the funds to hire a water caucus coordinator, to the staff of Water Stewardship, who provided assistance and to the many dedicated organizations and individuals in the community, who helped shape this report.

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## **1.0 Introduction**

Through a contractual arrangement with Manitoba Water Stewardship, the Manitoba Eco-Network (MEN) created a structure that brought together various environmental groups working on water to share information and resources, prioritize issues, and support positive actions for improved water stewardship. This caucus had water-related member groups of the Manitoba Eco-Network for its core, but actively sought out and interacted with other environmental water groups around the province. These groups have constituencies and memberships that reach into communities and serve a valuable role in gathering and conveying information to a broad cross-section of the public. A key function of this caucus was to encourage and facilitate broader environmental non-governmental organization (ENGO) and citizen involvement in water stewardship activities.

## **2.0 General Issues Identified by the Water Caucus**

The participating groups brought a wide variety of expertise and experiences to share at the table. This spectrum of knowledge could be broadly categorized into those who perform stewardship activities and those who advocate and lobby for change through policy and legislative reform with a variety of tactics. A number of organizations fell in between this spectrum and demonstrated the ability to execute both quite well. Interests within the water caucus could be further distinguished geographically by whether they focussed their attention in an urban setting (ie, Winnipeg or Brandon), within rural agri-Manitoba, or if their mandate was on protecting Manitoba's natural wilderness. Due to limited resources, the water caucus chose not to expend efforts to engage organizations in northern Manitoba.

The water caucus' discussions, presentations and public forums led to coverage of a full range of current and historical issues surrounding Manitoba's water resources. The following list identifies most of the issues that participants discussed. It gives an indication of the wide scope of concerns:

- Water Quality (both surface, groundwater and recreational)

- Water Quantity (both surface and groundwater)
- Source Protection
- Watershed Planning
- Nutrient Management
- Intensive Livestock Operation –location and impacts
- Irrigation (licensing, monitoring, metering and effects)
- Water Licensing
- Capacity and use of the Assiniboine River
- Shellmouth Dam expansion
- Winnipeg wastewater treatment
- Lake Winnipeg’s future and sewage control in cottage country
- Flooding, both natural and hydro caused
- Protected areas and water protection
- Development Planning
- Natural areas, riparian zones, erosion and storm water control in the City of Winnipeg
- Inter-basin transfers of Water
- Aquatic Species at Risk
- Exotic Species introduction
- Privatization of Water and Wastewater services

The range of discussion and activities of the water caucus are presented in the report entitled “Water Caucus Activities and Methods of Communication” (see Appendix A).

### **3.0 Priority Issues**

Water caucus participants perceived that major governmental departments and agencies responsible for environmental (and water) protection lack the resources, capacity and sometimes the will to ensure that Manitoba’s environment is safeguarded and that human health impacts are addressed. Most of the water caucus participants agreed systemic change needs to occur at the government level to better address the concerns brought forward by the public on a day to day basis. What is experienced as a mediocre response to legitimate citizen concerns may be

attributed to a number of alarming trends observed within Water Stewardship and Conservation - the two government agencies most responsible for environmental protection in Manitoba. The following can be viewed as some of the most important issues that impact Manitoba's water resource.

### **3.1 Issue Number One – Leadership, Political Coherence and Consistent Management**

Since coming into power in the fall of 1999, the current government has spent time assembling, disassembling and re-assembling the various areas of environmental responsibility. Cabinet saw the amalgamation of the Ministry of Environment, the Ministry of Natural Resources, and the energy section of the Ministry of Energy and Mines into one super-ministry known as the Ministry of Conservation. Many observers felt that environmental priorities and initiatives took a back seat in the government's first term. This may have been due in part to a lack of planning for the amalgamation of ministries. There were many instances whereby development came at the cost of environmental protection.

In the short span of six years, we have seen three Conservation Ministers. We now have a cabinet configuration that includes a new Ministry of Energy, Science and Technology and a new Ministry of Water Stewardship (the first of its kind in Canada) which were separated from the Ministry of Conservation. Water Stewardship was born from the consultation process initiated in the fall of 2001 when public input was sought to develop a strategic plan for water in Manitoba. Manitoba's Water Strategy, as yet not completed, was released in 2003. In that same six-year span, there has also been change at the senior bureaucratic level of government. We are now on our second deputy minister responsible for Conservation, and Water Stewardship, not even two years old, is also on its second deputy minister.

Several rounds of reorganization in those areas responsible for environmental policy and programs have taxed the limited resources available. The seemingly disparate agencies with joint responsibilities for our water that exist in various departments has created confusion, perhaps delay, and a poor foundation for decisions, policies, and changes to the regulatory framework in Manitoba.

This confusion was more apparent in rural Manitoba as Manitoba Agriculture Food and Rural Initiatives (MAFRI) and Manitoba Intergovernmental Affairs and Trade (MIAT), (those ministries responsible for development), heavily influenced environmental decision-making processes outside of Winnipeg. For example, the South Central Planning scheme became an exercise in frustration from the community interest and environmental perspective. Manitoba Agriculture and Food, overseen by the Intergovernmental Affairs and Trade Minister, assumed control in establishing the criteria for designating lands as sensitive to pollution within the planning district. This resulted in a reduction in identified sensitive lands from 70% of the land base (as identified by the planning consultant in the first draft of the plan) to approximately 5% of the area. The new Water Protection Act and the future regulation, which intends to constitute Water Quality Management Zones for Nutrients, may potentially alleviate this discrepancy. However, early indication suggests that the Intergovernmental Affairs and Trade minister will be the final arbiter on passing development plans which may or may not include water quality management zones. Clarification is required as to whether Water Quality Management Zones for Nutrients will become mandatory designations under the new Planning Act when a municipality or planning district develops their plan.

In order for Manitoba Water Stewardship to fulfill its mandate, stability at the ministerial and deputy minister level is required. Other ministries and departments that have impact on the water resource must cooperate and assist in the delivery of that mandate. Since the premier is ultimately responsible for appointing ministers and deputy ministers, and for orchestrating cabinet decisions, we suggest that the premier demonstrate a strong commitment to protecting Manitoba's water resource by ensuring that stability and co-operation.

### **3.2 Issue Number Two – Resources**

In order for Water Stewardship to carry out their ambitious plans for water source protection, watershed planning, and water conservation, they must substantially increase departmental staff and expenditures. Except for twelve new staff for the Office of Drinking Water through the department's regional operations, there has been a 38% decrease in core water management

program staffing in the five-year span of 1999/2000 to 2003/04.<sup>1</sup> This is equivalent to the loss of 45 full time equivalent positions in areas that are responsible for water licensing, water planning, surface water management, groundwater management, water quality management and fisheries.

With new areas of responsibility and new water related legislation, and regulations to develop, manage and enforce, there is real concern whether the workload can be adequately managed or the public interest mandate fulfilled. The growth of and need for environmental protection programs has occurred in a time of strict control over government spending.

Government priorities may require reevaluation. If water protection is a high priority, this needs to be reflected in the yearly budget process. We are not seeing new environmental investment. Rather, huge windfalls of increased revenues are being placed into the fiscal stabilization fund. In the 2005/2006 budget-year this amounted to a staggering \$313 million. In this same budget, \$10 million of additional funding was allocated to Manitoba's debt re-payment plan and tax breaks to individuals and corporations were maintained for the current year. Since 1999, Manitoba has gifted over \$500 million to individuals and corporations in the form of tax reductions.<sup>2</sup> The only noticeable increase in funding within Water Stewardship was a new allocation of \$2.5 million towards "water stewardship initiatives."<sup>3 4</sup> However, nearly half of this \$2.5 million increase is dedicated to one project in the Interlake, which is designed to improve drainage and lessen flooding within a specific community.

Manitoba's disappointing spending priorities comes at a time when survey after survey indicates water protection is ranking as a high public priority for government action. As a suggestion, Manitoba should seriously investigate the ability to utilize the fiscal stabilization fund and

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<sup>1</sup> Manitoba Water Stewardship, *Annual Report 2003-2004*, Government of Manitoba

<sup>2</sup> Fernandez, L., Hudson, I., *The 2005 Provincial Budget: Progressive or Conservative?* Canadian Centre for Policy Alternatives Review Volume 5 Issue 1

<sup>3</sup> Manitoba Finance, *Estimates of Expenditures 2005/06*, Government of Manitoba

<sup>4</sup> Water Stewardship Initiatives: provides funding for scientific research, projects, incentives and activities that further the protection and stewardship of Manitoba's water resources and aquatic ecosystems; assists in the development and implementation of watershed management plans or water conservation programs; and generally promotes and supports priority initiatives and partnerships toward achieving Manitoba's ambient water quality, source water protection, riparian and wetland protection, water resource management, flood protection, and water-related economic development objectives.

allocate the dollars required for water stewardship initiatives. This investment will ultimately benefit the economy as a whole and, in particular, the environmental industries on the ground.

Limited capacity within government for Manitoba's water program needs is reflected in the inability to react to forty environmentally related reports issued from various boards, commissions, panels and task forces since 1999. These reports catalogue over one thousand actionable items described as findings, observations and recommendations (a full list of reports can be found in Appendix B). Nearly half of these reports refer directly to Manitoba's water resource. Details for follow-up and timelines for implementation are not commonly listed in the reports and cost estimates are absent. There is no clear indication as to what recommendations government has accepted or whether a specific report will be acted upon.

For the sake of clarity, it may be helpful to gather all the reports generated since the late 1990's into a common format and prioritize those actionable items that remain meaningful and enjoy public support. Sorting out actionable items and finding those that conflict may prove to be worthwhile. This task can potentially be performed by the Water Council and reported through the newly announced "State of the Water Report", with the provision that independence, objectivity, timeliness and periodic review are inherent in the process and that the Water Council is adequately resourced. This exercise can complement and improve Manitoba's water strategy with the expectation that meaningful regulations, policies and programs will be the outcome. The improved strategy must also contain benchmarks and goals, and a strong public involvement program. Public accountability is a strong principle that must be enshrined in government's day to day operations.

Early indications suggest that water enforcement duties will be performed by regional conservation officers. Severe resource limitations, both human and financial, have already hampered government's ability to adequately enforce and monitor environmental compliance. When an environmental officer witnesses an infraction the standard policy is to issue a warning, with the assurance that the operator will change the particular polluting practice. If the warning proves to be ineffective, then an order may be given to instruct the operator to stop the infraction and correct the problem. As a last resort, the operator can be prosecuted in court for failure to

comply with the warning or order. Fines are levied at such a low rate that depending on the infraction and type of development there is minimal incentive for the polluter to adhere to the law. Manitoba environmental enforcement statistics from the last five years reveal that, on average, a mere \$60,000 in environmental fines are collected per year. To add to the problem, caucus participants observed that the livestock industry, in particular, tended to breach environmental rules and regulations during weekends when enforcement officers are not accessible on a timely basis. Participants felt that response times to citizen complaints required improvement as the situation in which an environmental enforcement officer arrives days and sometimes weeks after an incident, still occurs in Manitoba.

In light of the difficulties of prosecuting violators, and the fact that the judicial system is heavily strained, Manitoba Water Stewardship, Manitoba Conservation and the public-at-large should investigate the use of administrative monetary penalties (AMPs) to achieve compliance. AMPs are similar to issuing a ticket for surpassing the speed limit in a vehicle and may be effective for lesser (non-criminal) environmental infractions that pose no threat to human health and human life.

In response to the government's intent of utilizing regional conservation officers for enforcing the Water Protection Act, we suggest that there is a need to hire new regional water protection officers with the enforcement capabilities granted under the Water Protection Act.

If Manitoba is to complete and implement its water strategy then new money will be required. We suggest that in addition to increasing the allocation of general tax revenue to water programs the "no new tax" mentality at budget time must be abandoned. To generate new revenues, Water Stewardship, Conservation and Finance should explore the use of socially acceptable economic instruments. Examples include: pollution charges, royalties on water usage, increasing permit fees that reflect their cost of service and subsidizing sustainable development such as urban runoff control through the use of water gardens and wetlands creation. Government could also explore the synergies between the domestic offsets market for carbon credits and land conservation for source protection.

There are many existing solutions that could be adopted in Manitoba. The Canadian Institute for Environmental Law and Policy highlight a whole range of policy options and financing tools geared towards watershed source protection.<sup>5</sup> These tools include proper pricing, water taking levies, source protection incentives, discharge fees, fertilizer/pesticide levies and land conservation levies. The erosion and sediment control industry's regulatory framework and enforcement in the U.S. is funded wholly from water utility bills, taking advantage of a system that is already functioning to create jobs and expertise in monitoring, enforcement and fines. The fines, in turn, have generated revenues for expansion and improvement of the systems and employees that guard the health of the water – including emergency plans and equipment. And stiff fines serve as an effective tool for voluntary compliance during construction projects and resource extraction activities.

### **3.3 Issue Number Three – Ability and Expertise**

Participants in the water caucus have commented that many experienced civil servants have taken advantage of retirement options. With an aging workforce in both the departments of Conservation and Water Stewardship, there is a continuing loss of valuable knowledge. Attempts should be made to expand mentoring programs to compensate for this loss.

Water caucus participants also recognize the need for civil servants to expand their skill sets or update their training. Those who deal directly with the public can be encouraged to enhance and diversify their skill sets. Mediation and facilitation expertise can improve consultative processes. Successful involvement techniques that include the public-at-large, environmentalists, conservation and stewardship organizations, and special interest groups require a high degree of expertise with ability to achieve consensus.

Comment was made about the shortage of engineers in the newly reorganized Infrastructure and Operations branch of Water Stewardship and scientists at the doctorate level were difficult to find in the new Water Science and Management branch. With the intention of moving towards

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<sup>5</sup> Canadian Institute for Environmental Law and Policy & Canadian Environmental Law Association. *Revenue Raising for Source Protection Planning – Innovative Tool*, March 2004.

watershed planning, there will be a requirement to hire more watershed and community planners to support this task.

The same can be said for executive council, where staff with proper skill sets and knowledge must be sought within the policy secretariat. And, given the magnitude, scope and range of issues in Water Stewardship and Conservation, consideration should be given to hiring more political advisors to help coordinate inter-departmental matters and provide outreach to the many boards and commissions.

The need to attract experts with the right qualifications points to the need for expanded resources in the department. The expansion and development of new multi-disciplinary water management and watershed planning programs in the post secondary sectors of Manitoba will also be essential. If there is reluctance to hire scientific specialists, the intent to establish a well-resourced science advisory body under the new Water Protection Act is a welcomed feature, provided that it maintains independence and involves the community-at-large.

### **3.4 Issue Number Four – Information and Access**

Without the right information, government is hard pressed to formulate effective laws and policy.<sup>6</sup> This observation has been made time and time again. Any increase in the availability of information for the public at large, as well as for government policy makers, will vastly improve water resource protection and water management at the watershed level.

The following observations emphasize some of the information deficiencies that have been identified in numerous reports over the last half-decade:

- “Irrigation licenses are required by legislation to submit annual water use data – but few licensees have complied with this requirement. In several sub-basins, this data is an essential

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<sup>6</sup> Tyrchniewicz, E., Carter, N., & Whitaker, J. *Finding Common Ground*, Report prepared for the Government of Manitoba by the Livestock Stewardship Panel, December, 2000.

component of aquifer water budget computations and analysis...historically only about 20% of irrigators have submitted this data.”<sup>7</sup>

- “There are constant backlogs in water use and allocation licenses and applications.”<sup>8</sup>
- “The knowledge and management of ground water supply data is incomplete.”<sup>9</sup>
- “Comprehensive hydrological and ground water supply data is incomplete.”<sup>10</sup>
- “Our understanding of the long-term impacts, including upstream development, on water supply, needs to improve”.<sup>11</sup>
- “Our understanding of the effects of climate change on our water supply needs to improve.”<sup>12</sup>
- “The Panel was surprised at the lack of assembled information on the distribution of the livestock industry around the province.”<sup>13</sup>
- “Current environmental research and information and monitoring programs by the City of Winnipeg, Manitoba Conservation and Fisheries and Oceans Canada do not appear to be adequate for the long-term protection and management of the Red and Assiniboine rivers and Lake Winnipeg... Additional funding is necessary to support this initiative.”<sup>14</sup>
- “Establishing and protecting instream flow needs is an immediate priority for sources approaching full allocation.”<sup>15 16</sup>
- “Most of Manitoba’s water quality data is based upon a periodic sampling schedule (e.g., every month), rather on an event-sampling schedule (e.g., during and after runoff events), so the major nutrient loading events are not well monitored.”<sup>17</sup>

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<sup>7</sup> Assiniboine Delta Aquifer Round Table, *Planning for the future of the Assiniboine Delta Aquifer – Draft Plan*, Spring 2004

<sup>8</sup> Ray Bodnaruk, Manager – Water Licensing, *personal communication*, December 2001

<sup>9</sup> Manitoba Government, *The Manitoba Water Strategy, Protecting and Managing our Future*, April 2003

<sup>10</sup> *ibid.*

<sup>11</sup> *ibid.*

<sup>12</sup> *ibid.*

<sup>13</sup> Tyrchniewicz, E., Carter, N. & Whitaker, J.

<sup>14</sup> Manitoba Clean Environment Commission, *Better Treatment – Taking Action to Improve Water Quality*, Report on Public Hearings: City of Winnipeg Wastewater Collection and Treatment Systems, August 2003.

<sup>15</sup> Manitoba Conservation, *Water Use & Allocation, 1999 Public Consultations*, January 2000.

<sup>16</sup> Note: an instream flow need was recommended by the Clean Environment Commission hearings for the Pembina Valley Water Cooperative project in July of 1993. Since that time, an instream flow has been requested twice by the Clean Environment Commission hearings, once in 2001 and then again in 2003. As of August 2005, an instream flow needs, to protect the aquatic ecosystem at various reaches of the Assiniboine River has not been publicly available.

Insufficient human and financial resources are partly to blame for an inadequate information pool. Caucus participants have noticed a trend for government to be restrictive in releasing current data and information. The principle of citizens rights to access information and the timely release and sharing of available data will encourage active citizenship

As an example, the government issued four “*State of the Environment Reports*” (SOE) every two years until 1997. Since then, the SOE has now been replaced by a *Provincial Sustainability Indicator* report, with the first report issued in July 2005. In essence, the Manitoba public went eight years without any scrutiny or accountability on the government’s environmental track record. Indicators of sustainability may provide general trends of the health of Manitoba’s social well being, economy and environment, but they are ineffectual in providing programs and policies at the ground level which can assist communities with their immediate concerns about the quality of the environment. This view was reflected by those participants that placed greater concern and emphasis on tangible issues such as the protection of groundwater sources for their drinking supply.

To alleviate this concern, the full subsidization of water quality tests for private drinking wells must become standard policy. Expanding the test parameters to include nitrate is also strongly recommended. The development of a functional database and tracking system would support Water Stewardship in pinpointing aquifer contamination sources.

The public good may be further safeguarded, by placing the formerly provincially owned environmental testing lab back in the hands of government. As a minimum, the Province must help establish a much-needed lab in the western part of Manitoba. Brandon University and/or the Assiniboine Community College may be able to accommodate and partner in such a venture.

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<sup>17</sup> Flaten, D. et al, “*Acceptable Phosphorus Concentrations in Soils and Impact on the Risk of Phosphorus Transfer from Manure Amended Soils to Surface Waters*” A review of Literature for the Manitoba Livestock Manure Management Initiative, May 2003.

The Water Caucus recognizes the vast monitoring improvements in Manitoba's beach program; with data available on-line, water testing made more frequent and the delivery of an improved public notification program. We recommend that these same improvements be made in Manitoba's routine surface water quality-testing program.

As Manitoba slowly embarks on its nutrient management strategy, caution must be exercised and additional scientific support must be sought for accurate decision-making. For example, Manitoba's Lake Winnipeg Action Plan calls for a 13% reduction in nitrogen loading to the lake as well as a 10% reduction in phosphorus loading. However, scientists at the Lake Winnipeg Research Consortium are suggesting that Lake Winnipeg will require a 40 to 60% reduction in phosphorus loading.<sup>18 19</sup>

The "*State of the Water Report*" may ease some of the knowledge and information gaps, while expanding the frequency and number of water monitoring stations will lessen the data gaps. Public accessibility can be improved by providing this data on-line. Moving to an event-sampling schedule, to capture rainfall and snowmelt events, would also improve the information requirements for policy-makers, researchers and the public-at-large. The expansion of monitoring programs can be aided through the delivery of community-based water-monitoring programs. Despite being recommended in 2000 by Manitoba's Drinking Water Advisory Committee, adequate resources have not been made available to build a functional water testing database to support administrative and operational processes.<sup>20</sup>

Water Caucus participants often cited the Freedom of Information and Protection of Privacy Act as restrictive. It prevented some caucus participants from accessing information deemed important to the public interest. Slow response times from the Ombudsman's Office on appeals and censorship of economic and financial data frustrated citizens and organizations engaged in regulatory processes such as environmental assessments and conditional use hearings on

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<sup>18</sup> Salki, A. *Presentation to the Red River Basin Commission on Lake Winnipeg*, Gimli, Manitoba August 4, 2005.

<sup>19</sup> Stainton, M., et al. *Evidence from Ecosystem Research by Fisheries and Oceans Canada for the Need to Protect Lake Winnipeg from Phosphorus derived from the Red River Basin*, submission to the Manitoba Clean Environment Commission, April 2003.

<sup>20</sup> Office of the Chief Medical Officer of Health. *Drinking Water Advisory Report*, Manitoba Health, November 2000.

intensive livestock operations. In these instances, information had been received and proved to be of little value, as it came after the regulatory process had been completed.

As a final suggestion for improving access to information, the Water Registry, which is a new feature enacted under the Water Protection Act, must be used to its fullest potential. In the interim, Water Stewardship should make use of the existing Public Registry system of Manitoba Conservation.

#### **4.0 Results**

Limited capacity within the public system has many impacts. From a public interest perspective, citizens become cynical and distrustful of political promises. They see new policies and laws, yet on the ground level and in communities the status quo prevails and harm to the environment continues. Environmentalists take their frustrations out on civil servants who deal with the public on a day to day basis. Limited resources, disorganization, and lack of leadership can cause a low morale within the work force. Civil servants now tend to work longer hours, may cut corners to get the task done, and invariably make mistakes. For the most part, government environmental policy is developed from a crisis management mode and is usually initiated from the premier's policy secretariat of executive council, which intently follows the daily news stories for information. Citizens may respond by withdrawing their participation in consultative exercises or remove themselves from the democratic process. Government, meanwhile, has difficulty filling environmental boards and commissions with citizens who have the knowledge, experience and value system to really effect change.

At the final water caucus meeting, participants passed a resolution, which reflects some of the frustration inherent within the ENGO sector. This resolution, and the list of participants who endorsed it, is attached as appendix C.

## **5.0 Suggestions for Moving Forward**

### **5.1 Support and improve citizenship consultation processes for developing laws, regulations, policies and programs.**

There have been recent initiatives to improve relations with the environmental non-governmental sector. These include the introduction of participant funding for Clean Environment Commission hearings, financial partnerships with the ENGO sector in program delivery and outreach, and for some, greater access to Ministers in areas of environmental responsibility.

In order to continue building trust, consultative processes will require improvements. The practice of separating stakeholders on a sectoral basis, and meeting in private, with government assuming a command and control position, may be useful for gathering information and feedback to a particular issue, but is neither open nor transparent. This non-transparent or black box process creates high expectations on all sides of the issue.

Consultative processes for developing laws, regulations and policies must be inclusive and open. A standard must be established which positions ENGOs who can help shape recommendations, decisions and final outcomes, at a level playing field with other stakeholders. ENGO involvement, like First nations, must occur at the earliest period possible, when a law, regulation or policy is in its initial idea stage. Government must adequately resource the ENGO sector to ensure they are able to participate in a meaningful way with outside expertise available if needed. Any meaningful consultative process establishes rules of operation, principles, goals, objectives, timelines and responsibilities in a collaborative fashion. The group must identify the full range of stakeholders and keep in mind that the ecological sector is not one homogeneous group. Consensus should be the driver for decision-making, but not to the detriment of achieving any measurable success.

The Organization for Economic and Cooperative Development identified ten guiding principles<sup>21</sup> for successful information, consultation and active participation of citizens in policy-making.

The ten principles are:

- Commitment – Leadership and strong commitment to information, consultation and participation in policy-making is needed at all levels – from politicians, senior managers and public officials.
- Rights – Citizens’ right to access information, provide feedback, be consulted and actively participate in policy-making must be firmly grounded in law or policy. Government obligations to respond to citizens when exercising their rights must also be clearly stated.
- Clarity – Objectives for, and limits to, information, consultation and active participation during policy-making should be well defined from the onset. The respective roles and responsibilities of citizens (in providing input) and government (in making decisions for which they are accountable) must be clear to all.
- Time – Public consultation and active participation should be undertaken as early in the policy process as possible to allow a great range of policy solutions to emerge and to raise the chances of successful implementation. Adequate time must be available for consultation and participation to be effective. Information is needed at all stages of the policy cycle.
- Objectivity – Information provided by government during policy-making should be objective, complete and accessible. All citizens should have equal treatment when exercising their rights of access to information and participation.
- Resources – Adequate financial, human and technical resources are needed if public information, consultation and active participation in policy making are to be effective. Government officials must have access to proper skills, guidance and training as well as an organizational culture that supports their efforts.

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<sup>21</sup> OECD *Citizens as partners: OECD Handbook on Information, Consultation & Public Participation in Policy-Making*, 2001.

- Coordination – Initiatives to inform, request feedback from and consult citizens should be coordinated across government units to enhance knowledge management, ensure policy coherence, avoid duplication and reduce the risk of consultation fatigue among citizens and civil society organizations. Coordination efforts should not reduce the capacity of government units to ensure innovation and flexibility.
- Accountability – Governments have an obligation to account for the use they make of citizens’ inputs received through feedback, public consultation and active participation. Measures to ensure that the policy-making process is open, transparent and amenable to external scrutiny and review are crucial to increasing government accountability overall.
- Evaluation – Governments need tools, information and capacity to evaluate their performance in providing information, conducting consultation and engaging citizens, in order to adapt to new requirements and changing conditions for policy-making.
- Active citizenship – Governments benefit from active citizenship and a dynamic civil society, and can take concrete actions to facilitate access to information and participation, raise awareness, strengthen citizens’ civic education and skills, as well as to support capacity building among civil society organizations.

## **5.2 Include the following key attributes for watershed planning authorities:**

- Ensure there is local public and local environmental representation on the governing board
- Develop a mechanism to deal with conflicts of interest
- Develop a mechanism to deal with conflicting values
- Develop a mechanism to help solve problems
- Develop values and principles to guide decision-making
- Local people and institutions on the local governing board must be nested within higher level institutions that hold local governing boards accountable and part of a wider geographic strategy <sup>22</sup>

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<sup>22</sup> Brands, O., et al. *At a Watershed: Ecological Governance and Sustainable Water Management in Canada*, The POLIS Project on Ecological Governance, University of Victoria, May 2005.

- The watershed plan and participants will be supportive of adaptive management and continual improvements
- The general public and key stakeholders will be informed and involved with access to information and regular consultation programs
- Adequate financial and human resources are available, as well as the ability to hire expertise, such as engineers, water planners, biologists and lawyers
- Boundaries for watershed planning must be based on hydrology and at the watershed scale
- Ability to collect and share environmental data
- Give watershed authorities the capability to tax or raise fees for certain water related activities <sup>23</sup>

### **5.3 Build citizen capacity and trust by facilitating citizen’s roles in caring for the water resource – empower communities through water monitoring programs**

In 2001, the Ecological Monitoring and Assessment Network (EMAN) in partnership with Nature Canada and the Federal Voluntary Sector Initiative engaged 31 communities across Canada in the monitoring of their local environment. The results created a standardized but flexible approach and tools for linking community based monitoring to local decision-making. <sup>24</sup> Other broader outcomes derived from the program included improved governance, demand-driven science, sustainability models and knowledge based social networks. <sup>25</sup> Protocols were developed for many types of ecological parameters, which included standards for water monitoring.

Successful water monitoring programs exist across the continent. Missouri’s Volunteer Water Quality Monitoring Program, “takes a holistic approach to water quality monitoring. The water

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<sup>23</sup> Environmental Ground Inc. *The State of Watershed Water-Quality Management in Minnesota*, Prepared for the Minnesota Association of Watershed Districts. Available on-line at [www.mnwatershed.govoffice.com/](http://www.mnwatershed.govoffice.com/), downloaded: 05/09/2004.

<sup>24</sup> Environment Canada. *Linking Ecological Monitoring to Decision Making at Community and Landscape Scales*, Doyle, M., and Lynch, M. editors, 2004.

<sup>25</sup> Ibid.

quality of a stream is a combination of its physical, chemical and biological characteristics. The physical includes inspection of the watershed, the riparian corridor, stream banks, channel and bed, and the stream flow. The chemical includes testing and recording temperature, dissolved oxygen, pH, total dissolved solids and nutrients. And biological monitoring is collecting, identifying and counting benthic macroinvertebrates.”<sup>26</sup>

A successful water monitoring program can educate the general public about the status of the water resource, establish a comprehensive monitoring network, promote adaptive management, increase citizen participation for the improvement of water quality, and stop the denigration of the water resource.

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<sup>26</sup> Missouri Stream Team. [www.mostreamteam.org/](http://www.mostreamteam.org/)

## **Appendix A - Water Caucus Activities and Methods of Communication**

### **Mandate and Terms of Reference**

The water caucus provided a mechanism for Manitoba ENGO'S to communicate with each other, formulate joint briefs and submissions, participate in consultations, prepare educational resources, promote initiatives, and undertake various activities pertaining to specific water issues. The water caucus developed and maintained relationships with key government ministries and agencies. The water caucus, like the Manitoba Eco-Network, is a non-advocacy body and did not take positions or stands on issues. The water caucus did not speak on behalf of any particular organization. Groups forwarding position statements to any agency on water issues solicited support via a sign-on letter to that position. Decisions were made democratically, and, where possible, consensus was sought. When consensus could not be achieved the representatives attending the meeting on behalf of their organizations held to the principle of majority rule.

### **Water Caucus Composition and Structure**

Group members had to be located in Manitoba, adhere to the objectives of the Manitoba Eco-Network (Section 3.01 of the by-laws<sup>27</sup>), have an interest in water issues, be non-government and non-profit. They were not required to be members of the Manitoba Eco-Network. Participants-at-large who did not belong to an organization, but who were working on key water related issues were invited to attend meetings.

There was no size restriction on the number of organizations joining, but only one person or alternate per group was eligible to represent their organization. Any organization expressing an interest was welcome to join the water caucus, subject to screening by the MEN Steering Committee. The caucus coordinator provided linkage to the MEN Steering Committee via the executive director of the MEN through bi-monthly reporting. Two co-chairs were elected to provide assistance for the caucus coordinator.

### **Duties of the Water Caucus Coordinator**

The position of the water caucus coordinator was made possible through a contractual agreement with the Ministry of Water Stewardship. The work and deliverables under this contract are as follows:

- Identify all Environmental Non-governmental Organizations (ENGO) in Manitoba with water related interests.
- Invite ENGO'S with water-related interests to form a Water Caucus.

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<sup>27</sup> Note: Section 3.01 states: The objectives of the Corporation are: 1) to carry on education activities to develop an awareness in the community concerning the conservation and enhancement of the environment; and 2) in furtherance of the aforesaid, to engage other Canadian organization which do the same.

- Facilitate communication between and provide water related policy support as required to water related ENGO'S.
- In consultation with the water caucus:
  - a) identify water related issues in Manitoba
  - b) prioritize water related issues
  - c) provide Manitoba with advice on the actions necessary to address the five most important water related issues

#### Deliverables

- A database containing an inventory of ENGO'S in Manitoba with water related interests, including name of organization, mailing address, phone number, contact person and objectives of the organization.
- A report describing:
  - a) the process used in consulting the water caucus
  - b) the results of the water caucus consultative process including, but not limited to, identified water related issues, and a priority of identified water issues
  - c) advice for government on how to address five important water related issues
- A report describing how the Contractor facilitated communication between, and provided water related policy support to, water related ENGO'S.

#### **Activities and Methods of Interaction**

On October 22 of 2004, the idea of a water caucus was launched to the community at large. Over 60 invitations were sent out by regular mail and followed up by email and phone calls, to establish interest for an inaugural meeting on November 8, 2004. The invitation list incorporated various databases such as: Manitoba's Water Directory, the Manitoba Eco-Network database, Hog Watch Manitoba's database, the Clean Environment Commission's water forum attendee list and the Clean Environment Commission hearings participant list. The coordinator exercised some discretion on these lists to decide if their focus was on water.

#### **Caucus Meetings and Communications**

The founding meeting, which was attended by 20 individuals representing 24 organizations, solicited wider interest from the ENGO community, established the guiding principles, and decided which groups would participate. The first meeting lasted over four hours and included presentations from two government agencies: the Lake Winnipeg Stewardship Board, (soliciting input for the drafting of their first interim report for the Minister of Water Stewardship), and the Federal Department of Fisheries and Oceans, (soliciting public input on species at risk such as the Lake Winnipeg Physa Snail). As a follow-up to the Lake Winnipeg presentation, a joint letter was drafted through the water caucus and, those groups who supported the intent of the letter signed their organization's name to it as an endorsement. A copy of the letter can be found in Appendix A1. Individual groups were encouraged to send in their own letters of advice to the Lake Winnipeg Stewardship Board. The participants were also encouraged to fill out a survey developed by the department of Fisheries and Oceans asking whether the federal government

should proceed in listing the Lake Winnipeg Physa Snail as an endangered species in need of a protection plan.

Over the course of the eight months of the contract, 38 organizations and 10 participants-at-large attended at least one water caucus meeting. Seven meetings were held in Winnipeg, averaging twenty participants per meeting. Three meetings were held outside of Winnipeg (two in Brandon, one in Portage) with an average of fifteen participants per meeting. A rural working group was established which provided valuable feedback for Manitoba's conceptual plan to regulate phosphorus and an analysis of Bill 33, Manitoba's new Planning Act. Eventually, a new organization formed from this rural working group. Called "Citizens for the Responsible Application of Phosphorus", this new environmental organization already has thirty-five members. A complete list of organizations and participants-at-large, who attended at least one meeting, is provided in Appendix A2.

Those with time constraints or long travel distances were offered the choice of receiving information via email or regular mail, to be kept apprised of water caucus activities. A master email list of seventy-five names evolved and by month four of the project they were receiving weekly reports of events, research materials and action items. Roughly 10% of the master list preferred that the information be faxed or mailed and many enjoyed frequent telephone calls.

Our customary 3 ½ hour water caucus meetings involved issue identification, reports of activities from various organizations, and strategies for environmental justice. The last hour of the meetings contained presentations on special topics. These included:

- Bill Barlow, Chair of the Lake Winnipeg Stewardship Board – soliciting input for the development of an interim report for protecting Lake Winnipeg from excess nutrients.
- Dr. Sam Stephenson, Department of Fisheries and Oceans, "Species at Risk and the Lake Winnipeg Physa Snail".
- National Film Board production "Crap Shoot" - a video which looked at the way we handle our human waste - by local filmmaker Jeff McKay.
- Dr. Gordon Goldsborough, Delta Research Station, "Water Quality and Quantity issues on Lake Manitoba".
- Dwight Williamson, Manitoba Water Stewardship, "Water Quality priorities for Manitoba".
- Dr. Al Rogosin, Member of the Assiniboine Delta Aquifer Roundtable, "Impacts to the Assiniboine Delta Aquifer and the development of a draft management plan". (Brandon Workshop)
- Ruth Pryzner, Councillor, RM of Daly, "Integrating Development Plans with water Law". (Brandon Workshop)
- Ted Ross, Roseisle Creek Watershed Association, "The South Central Development Plan and possible implications for other communities". (Brandon Workshop)
- Janessa Champagne, Lab Assistant, Brandon University, "Techniques for a grassroots water quality monitoring program". (Brandon Workshop)
- Harold Taylor, Deputy Director, Red River Basin Commission, "The beginnings of a Watershed Plan for the Roseau River in Manitoba".

- Ted Ross, Roseisle Creek Watershed Association, “ The Stephenfield Reservoir Watershed Plan – an example of a government driven plan”.
- Bryan Osborne, Panterra Management, “The Tobacco Creek Model Watershed as an example for community involvement, research, flood control and nutrient reduction”.
- Al Beck, Manitoba Conservation/Petra Loro, Manitoba Agriculture, Food and Rural Affairs/David Green, Manitoba Water Stewardship, “A conceptual approach to regulating Phosphorus”. (Portage la Prairie)
- Mike Van Den Bosch, Manitoba Conservation, “Canada Wide Strategy for the Management of Wastewater Effluent”.

## **Public Forums**

Two public forums were held over the course of the eight-month period - one in February, in Brandon and another in May, in Winnipeg. Over 40 people attended the Brandon public forum, which was co-sponsored by the Brandon and Area Environmental Council, while close to 100 people attended the Winnipeg forum. Manitoba Wildlands, the Winnipeg Civic Environment Committee and the Manitoba Eco-Network co-sponsored the Winnipeg forum. Speakers and topics for the Brandon Forum included:

- Lori Thompson, Manitoba Water Stewardship, “Watershed Planning and the New Water Protection Act”.
- Adam Schneider, Brandon & Area Environmental Council, “Legal and environmental implications of raising the gates at the Shellmouth Dam to store more water”.
- Dr. Bill Paton, Brandon University, “Hydrological implications deriving from a changing climate on the prairies”.

The Winnipeg public forum focussed on watershed planning for Winnipeg and the surrounding area. Speakers at the forum included:

- Patrick Watson, Manager, Seine-Rat River Conservation District
- Serge LaRoche, Treasurer, Save Our Seine Environment Inc.
- Cheryl Heming, City Naturalist, City of Winnipeg
- Lori Thompson, Manitoba Water Stewardship
- Stuart Grubb, Principle Partner, Emmons & Olivier Resources

A separate proceedings document will be produced from the Winnipeg event, including a detailed survey of attitudes on watershed planning and general environmental issues. The majority of the presentations can also be found on the Manitoba Eco Network website at [www.mbeconetwork.org](http://www.mbeconetwork.org).

In summary, twenty distinct presentations on water related topics were made to the caucus participants and they were encouraged to follow-up on their own behalf for those issues deemed important and requiring immediate feedback or action.

## **Actions Facilitated Through the Water Caucus**

- The circulation of a sign-on letter initiated by the Friends of the Earth calling on the US government to respect the Boundary Waters Treaty of 1909. This initiative is related to the Devil's Lake outlet issue in North Dakota.
- A sign-on letter initiated by the water caucus to the Lake Winnipeg Stewardship Board for consideration in their interim report.
- Encouragement to attend and provide feedback to the Lake Winnipeg Stewardship Board interim report during their public open house process.
- Comments on the Department of Fisheries and Oceans plan to possibly protect the endangered Lake Winnipeg Physa Snail.
- Letter writing campaign initiated by the Mixed Wood Forest Society, to two levels of government, urging the establishment of a new Manitoba Lowlands National Park including the proposed boundary additions.
- The distribution of the film "Crapshoot" to cabinet ministers and leaders of the opposition parties in legislature.
- An analysis and feedback on the conceptual plan to regulate phosphorus in Manitoba.
- An analysis of Bill 33, the new Planning Act. This analysis provided the basis for a meeting with senior government officials representing the Ministry's of Conservation, Water Stewardship and Intergovernmental Affairs and International Trade. Water caucus members were encouraged to present to the standing committee of legislature deliberating on Bill 33.
- Provided letters of support for project funding proposals to:
  - a) the Wuskwi Sipiik First Nation for a watershed planning project and,
  - b) the North American Storm Water and Erosion Control Association (Manitoba Branch) public education and training workshop project.
- Encouragement of participation in the federal environmental screening of the proposed Red River Expansion of the Red River Floodway
- Encouragement of participants to forward letters of concern in regard to the River Ridge development project north of the Chief Peguis Trail bridge in Winnipeg, initiated by the Concerned Residents of Rivergrove and Riverbend.
- Assistance in acquiring signatures to a petition calling for the federal government to review the proposed Shellmouth Dam expansion at Lake of the Prairies. Water caucus participants were additionally encouraged to provide public comments to the federal scoping document, initiated by the Brandon and Area Environmental Council and the Coalition to Save the Assiniboine River.
- Assistance to Friends of the Earth, an international environmental organization, and a local organizing committee, in their legal challenge and public awareness campaign against the Devil's Lake outlet structure in North Dakota. This proposal will violate the Boundary Waters Treaty of 1909 signed between Canada and the US by sending elevated levels of pollutants across the border.

## **Emerging Issues**

Emerging issues, that were brought to the water caucus table but not acted upon by the coordinator or as a group, included:

- Condominiums slated to be built on an old bridge crossing the Assiniboine River in Winnipeg and impacts associated with this increased development on the riparian zone.
- The release of nutrients from storm water retention ponds in Winnipeg.
- The City of Winnipeg's practice of spreading bio-solids near Brunkild, Manitoba.
- Red River Valley Water Supply Project in North Dakota, with the potential to divert water across the Missouri River Basin system into the Red River Basin system.
- The expansion of tile drainage in Manitoba's potato industry and the direct impacts to water quality.
- Groundwater quality concerns and the slow response of government to regulate feedlots.
- Intensive clear cut operations on private lands in southwestern Manitoba and the associated impacts to roads and surface water quality. Research revealed the fiber was headed to the US fiberboard industry.
- Movement of other known and measurable pollutants such as pesticides and pharmaceuticals into surface and groundwater pathways.
- Monitoring and enforcement of sewage infractions in municipalities and cottage communities, resulting in frequent unauthorized sewage discharges and chronic leaks into nearby water.
- Pembina Valley Water Cooperative's investigation into alternate water supply areas in Manitoba such as the groundwater aquifer in the Sandilands Provincial Forest and the Assiniboine River.
- The reclassification of sensitive lands identified in the draft South Central development plan from 70% of the total area deemed as sensitive to approximately 5% of the total area.
- The plan by the Department of Fisheries and Oceans to reduce the protection of fish habitat in Canada.

## **Other Activities of the Coordinator**

The water caucus coordinator was available to answer public information requests relating to water. In that capacity three radio interviews and four newspaper interviews were conducted over the eight-month period. The coordinator provided assistance in the form of both legal and scientific research and strategic tips for a number of individuals engaged in new water related developments in Manitoba. In particular, assistance was provided on these issues:

- Addressing local concern over the establishment of a regional drinking water supply line from Portage la Prairie to MacGregor, Austin and Gladstone.
- Citizens in Pine Falls upset by failures in the operation of a municipal lagoon.
- Establishing a Lake Winnipeg Foundation for supporting scientific research.

- Local residents in West Kildonan concerned about a proposed housing development project on sensitive lands on the shores of the Red River.

The coordinator conducted seven presentations over the course of the contract - one at each Brandon workshop and one at a conference at the University of Manitoba - focusing on youth, sustainability and water. Two presentations were made to the City of Winnipeg's Civic Environment Committee. (One presentation requested financial support and partnership for the Winnipeg public forum, while the other was in support of a motion to call for the City of Winnipeg to complete the sensitive area's plan). Two presentations were aimed towards Bill 33, the new planning Act. (One presentation was made to senior levels of government, while the other was directed to the Standing Committee of Legislature).

The coordinator attended four workshop/conferences and participated in three conference calls as a regional representative on the steering committee of the Canadian Environmental Network water caucus. The workshop/conferences attended were as follows:

- Manitoba Conservation District Annual General Meeting and Conference held in Brandon.
- Canadian Water Resources Association workshop on international watershed planning held in Winnipeg.
- Public Interest Law Center/Sierra Legal Defence Fund/Manitoba Eco-Network workshop on environmental legal instruments held in Winnipeg.
- Council of Canadians Water Activist Workshop designed to invigorate water activists and establish a national coalition known as the Water Commons Network, held in Orangeville, ON.

## **Appendix A1 – Joint letter to the Lake Winnipeg Stewardship Board**

November 26, 2004

Bill Barlow, Chair  
Lake Winnipeg Stewardship Board  
P.O. Box 305  
Gimli, Manitoba R0C 1B0

Dear Mr. Barlow and the Lake Winnipeg Stewardship Board:

Thank-you for participating at the inaugural meeting of the Manitoba Eco-Network water caucus.

We would like to provide general comments based on your presentation of November 8, 2004 and the information contained within the Manitoba Conservation Public Registry.

Our first suggestion to the Lake Winnipeg Stewardship Board (LWSB) would be that it embraces a holistic approach in developing solutions to the nutrient problem of Lake Winnipeg. While your scope appears limited to nutrients, we wish to make you aware that potential remedies, in the form of changing laws, technologies and practices will have the ability to improve water quality beyond impacts associated with only nutrients. In this respect, importance must be placed on the identification and inclusion of other pollutants within the scope of your review, as any change or action contemplated must be measured against the potential for having applicability to other pollutants entering Lake Winnipeg. For instance, restorative practices such as erosion and sediment control will have direct tangible benefits for the water and be able to filter constituents other than nutrients.

We further suggest that the LWSB monitor and report back on other issues, which may impact the integrity of the Lake Winnipeg ecosystem. Examples that come to our mind include:

- hydro development and the regulation of Lake Winnipeg as a reservoir
- the reduced flows of the Saskatchewan River
- East Side of Lake Winnipeg planning process and potential impacts resultant from increased development
- climate change and related impacts to water quantity and quality
- North Dakota's Red River Valley Water Supply Assessment
- Non-nutrient contaminants relating to waste water and runoff, including pesticides, pharmaceuticals, endocrine disrupters, household and industrial cleaners and so on...

On a second matter, we suggest that your board seriously review the tasks at hand and ask whether you have the capacity (human and financial) to carry out the necessary duties and functions required of you and in a timely matter. Will resources be made available to conduct a proper public involvement program in the future? We understand that there may be differences

of opinion between the federal government and provincial government on which nutrient to control, either phosphorus or nitrogen. So we ask, is the capacity available to resolve this issue? (As a suggestion, perhaps engaging an independent scientific third party may help resolve this issue)

Furthermore, we suggest that as a guiding recommendation to government, your board request that both the federal and provincial governments substantially increase investment for the protection of our water resources. These investments will be required for watershed planning, improving our baseline data, implementing the Lake Winnipeg remediation plan, and hiring staff for monitoring, enforcement, research, education and public outreach. On this matter, it would make sense for the LWSB to cost out the various options, which it intends to identify in its plan. We suggest that any incentive and/or instrument recommended, whether voluntary, regulatory or financial have a price tag attached to it. Consideration should also be given to ease of implementation and expected results. This economic exercise must incorporate the polluter pay principle.

Thirdly, we ask that your board take precaution in its deliberations, when making recommendations. Implementing improvements on one side of the equation may have severe impacts on the other side. For example, better treatment of wastewater will invariably create a higher degree of toxicity in the sludge for land application. In this instance we strongly recommend that a pollution prevention component be built into the overall remediation plan. Pollution prevention as defined by the Canadian Council of Ministers for the Environment is the use of processes, practices, materials, products or energy that avoid or minimize the creation of pollutants and wastes at source. On this point, practices such as transporting nutrients from nutrient rich areas of the province to nutrient deficient areas is energy intensive and does not address the production problem at source. In the longer run, at source solutions are far superior, environmentally and economically, to end-of-pipe solutions.

As a fourth general principle, we suggest that any assignment of responsibility for implementing change instill an ethic of cooperative independence. This is to ensure that checks and balances are built into the overall implementation of the plan and that parties who must change their actions are held accountable. Since governments have tended to shy away from command and control regulatory approaches and have chosen the path of voluntary compliance, special attention must be paid to who will be responsible for implementing a particular action and what disincentives (or incentives) will be rendered for non-compliance. The status quo of voluntary compliance schemes, combined with minimal governmental monitoring, enforcement and follow-up have led us to our current situation. A move away from voluntary compliance and to regulatory action will build public confidence and lead us to improved public interest and participation.

And lastly, upon review of the geographic scope and task at hand, it appears that the board may have to adjust its representation and/or jurisdiction to include a stronger federal perspective in order to move ahead.

We thank you for your time and we look forward to your first interim report.

Sincerely

Janine Gibson, Chair, Pansy Ground Water Committee/Co-Chair, Organic Food Council of Manitoba

Don Sullivan, Executive Director, Boreal Forest Network

Lindy Clubb, The International Erosion Control Association (Northern Plains Chapter)

Ted Ross/Bill Harrison, Roseisle Creek Watershed Association

Glen Koroluk, Coalition to Save the Assiniboine River

Glenda Whiteman, Concerned Residents of Winnipeg, Inc

Cathy Holtslander, Coordinator, Beyond Factory Farming Coalition

Tania Gottschalk, Sturgeon Creek Association/Friends of Omand's Creek

Anne Lindsey, Campaign for Pesticide Reduction, Winnipeg

Ron Thiessen, Campaign Director, Western Canada Wilderness Committee – Manitoba

Liz Dykman, President, Resource Conservation Manitoba

Ken Sigurdson, Region 5 Coordinator, National Farmers Union

c/o Manitoba Eco-Network  
Water Caucus

## Appendix A2 - Participants

note:\*denotes the person is no longer with the group

Organisation	WaterName2	WaterName	WaterStreet	City	PostCode	E-Mail	WaterPhone
Anishinaabe Turtle Island Protectors	Raven	Gary	Box 2547	Wanipigow	R0E 2E0	raven@granite.mb.ca	363-7377
Boreal Forest Network	Forrest	Michelle	3rd Floor 303 Portage	Winnipeg	R3B 2B4	michelle@borealnet.org	947-3082
Brandon & Area Environmental Council	Schneider	Adam	1406 Lorne Ave	Brandon	R7A 0V6	adamtschneider@yahoo.com	727-6104
Brandon & Area Environmental Council	Paton	Bill	1941 Princess Ave	Brandon	R7B 0H3	patonw@brandonu.ca	727-9783
Bunns Creek Environmental Stewardship Assoc.	Thompson	Deb	268 Glenway Ave	Winnipeg	R2G 1H2	lothompson@shaw.ca	661-1438
Campaign for Pesticide Reduction! Wpg	Lindsey	Anne	3rd Floor 303 Portage	Winnipeg	R3B 2B4	anne.mbeconet@mts.net	947-6511
Canadian Parks and Wilderness Society (MB)	Wu	Wanli*	426-778 Allegheny Dr.	Winnipeg	R3T 5L2	wanlixanadu@yahoo.ca	668-7629
Canadian Union of Public Employees	Skomoroh	Wally	704-275 Broadway	Winnipeg	R3C 4M6	wallysko@mts.net	942-0343
Citizens for the Responsible Application of P	Baron	Alan	Box 623	Carberry	R0K 0H0	lindal_baron@hotmail.com	834-3274
Citizens for the Responsible Application of P	Pryzner	Ruth	RR #1	Alexander	R0K0A0	moondog1@mts.net	328-5385
Coalition to Save the Assinboine River	Koroluk	Glen	142 Sherburn St	Winnipeg	R3G 2K4	gkoroluk@mts.net	947-3082
Concerned Citizens of Piney and Buffalo Pt.	Ould	Phil	41 Hastings Blvd.	Winnipeg	R2M 2E2	ould@shaw.ca	256-5897
Concerned Citizens of Piney and Buffalo Pt.	Hovorka Smith	Linda	645 McMeans Ave. E.	Winnipeg	R2C 3S9		777-0347
Concerned Residents of Winnipeg	Whiteman	Glenda	36-30 Spence Street	Winnipeg	R3C 1Y1	crowinc@mts.net	779-3360
Concerned Residents of Winnipeg	Robinson	Shayne	50 Alloway Ave.	Winnipeg	R3G 0Z8	shayne.robinson@shaw.ca	772-9271
Consumers Association of Canada (MB)	Smith	Lise	288 Dumoulin	Winnipeg	R2H 0E6	l_smith@ducks.ca	467-3305
COsumers for Responsible Energy	Glass	Catherine	152 Forest Ave.	Winnipeg	R2U 1J8	cashglass@yahoo.com	339-1146
Council of Canadians - Wpg Chapter	Anthony	Tim*	143 Sherbrook St.	Winnipeg	R3C 2B5	timanthony@shaw.ca	999-5999
Council of Women of Winnipeg	Garlich	Carolyn	133 Riley Crescent	Winnipeg	R3T 0J5	egarlich@mts.net	452-9017
Devils Creek Watershed Coalition	Seniw	Jane	Box 111,	Garson	R0E 0R0		268-3563
Edgeland Films	McKay	Jeff	897 Dorchester Ave.	Winnipeg	R3M 0P7	edgelandfilms@mts.net	452-7660

<b>Organisation</b>	<b>WaterName2</b>	<b>WaterName</b>	<b>WaterStreet</b>	<b>City</b>	<b>PostCode</b>	<b>E-Mail</b>	<b>WaterPhone</b>
Hog Watch Manitoba	Tait	Fred	PO Box 18	Rosendale	R0H 1C0		252-2153
Hog Watch Manitoba	Harrison	Bill	P.O. Box 25	Altamont	R0G 0A0	vavavoom@mts.net	248-2221
Interlake Citizens for a Clean Environment	Marykuza	Peter	PO Box 167	Arborg	R0C 0A0	peterm@mts.net	376-5124
International Inst. for Sustainable Development	Venema	Hank	161 Portage Ave. E.	Winnipeg	R3B 0Y4	hvenema@iisd.ca	958-7700
Lake Winnipeg Research Consortium	Kristofferson	Al	Box 1289	Gimli	R0C 1B0	Krisofa@dfo-mpo-gc.ca	983-5159
Lower Assiniboine Watershed Group	Gottschalk	Tania	11 Oakdean Cres	Winnipeg	R3J 3N4	tania_gottschalk@umanitoba.ca	889-6783
Lower Assiniboine Watershed Group	Quigley	Mike	5006 Roblin Blvd	Winnipeg	R3R 0G7	mikequigley@winnipeg.ca	986-7235
Manitoba Eco-Network	Prymak	Joseph	3rd Floor 303 Portage	Winnipeg	R3B 2B4	josephprymak@hotmail.com	227-4261
Manitoba Federation of Labour - Env. Cmt.	Zienkiewicz	Tony	206-836 Allegheny Dr.	Winnipeg	R3T 4X2	tonyz@mts.net	223-7164
Manitoba Wildlands kwhelanenns@manitobawildlands.org	Whelan Enns 947-3400	Kelly	1000-191 Lombard	Winnipeg	R3X 0X1		
Manitoba Wildlands gwhelanenns@manitobawildlands.org	Whelan Enns 947-3400	Gaile	1000-191 Lombard	Winnipeg	R3X 0X1		
Mixedwood Forest Society	Clubb	Lindy	910 Dorchester Ave.	Winnipeg	R3M 0R8	lindy@frozen.ca	475-9608
National Farmers Union	Sigurdson	Ken	PO Box 608	Swan River	R0L 1Z0	kcsbcs@mts.net	734-3644
Organic Food Council of Manitoba	Fine	Julie	Box 14, Gp RR 1	Dufresne	R0A 0J0	thebrightsidecafe@yahoo.ca	772-4363
Pansy Groundwater Committee	Gibson	Janine	Box 689	Steinbach	R5G 1M5	janine@mts.net	434-6018
Participant at Large	Powell	Larry	PO Box 5 RR#1	Roblin	R0L1P0	earthkeeperfarm@yahoo.ca	937-3055
Participant at Large	Mott	Shelly	B3 144 10th St.	Brandon	R7A 4E6	shelly_mott@hotmail.com	725-2251
Participant at Large	Champagne	Janessa	144 3rd St.	Brandon	R7A 3B7	jessachamp@msn.com	725-5209
Participant at Large	Gamper	Beat	Box 785	Rivers	R0K 1X0	seeberg@mts.net	826-2006
Participant at Large	Mackling	Al	17 Kirlystone Way	Winnipeg	R2G 3B4		667-9536
Participant at Large	Kading	Michele	359 Murray Ave	Winnipeg	R2V 4H8	m_kading@ducks.ca	338-7766
Participant at Large	Zailo	Barb	Box 145	Vassar	R0A 2J0	rew2@mts.net	437-2486
Participant at Large	Kennedy-Courcelles	Cheryl	Box 480	St. Adolphe	R3A 1A2	cheryl@rainyday.ca	883-2269

<b>Organisation</b>	<b>WaterName2</b>	<b>WaterName</b>	<b>WaterStreet</b>	<b>City</b>	<b>PostCode</b>	<b>E-Mail</b>	<b>WaterPhone</b>
Participant at Large	Arklie	Hugh	600-175 Hargrave St.	Winnipeg	R3C 3R8	hark@mts.ca	947-3782
Participant at Large	Rogosin	Al	76 Whitehead Cres.	Brandon	R7B 0W4	rogosinA@brandon.ca	728-9119
Participant at Large barnes.david@portal.brandonsd.mb.ca	Barnes 728-6278	David	1735 Rosser Ave E.	Brandon	R7A 7J2		
Participant at Large	Baily	Doyle	Box 131	Rivers	R0K 1X0	dbaily@mts.net	566-2242
Provincial Council of Women	Saunders	Leonore	1201-99 Wellington Cr.	Winnipeg	R3M 0A2	hroeder@mts.net	488-2064
Red River Basin Commission redriverbasincommission@shawcable.com	Taylor 982-7250	Harold	410 - 283 Bannatyne	Winnipeg	R3B 3B2		
Resource Conservation Manitoba	Lobe	Kenton	899 Warsaw Ave	Winnipeg	R3M 1B8	lobed1@mts.net	452-9313
Roseisle Creek Watershed Association	Ross	Ted	Box 17	Roseisle	R0G 1V0	ted_ross@mts.net	248-2339
Save Our Seine Environment Inc	LaRochelle	Serge	3rd Floor 303 Portage	Winnipeg	R3B 2B4	serge@resourceconservation.ca	925-3772
Speleological Society of Manitoba	Kobylecki	Andrew	605 Berkley St.	Winnipeg	R3R 1K1	kobyla@shaw.ca	889-9842
Time to Respect Earth's Ecosystems	Miller	Peter	133 Riley Crescent	Winnipeg	R3T 0J5	miller@uwinnipeg.ca	452-9017
Tobaco Creek Model Watershed	Oborne	Bryan	211 Browning Blvd	Winnipeg	R3K 0I2	panteraman@shaw.ca	885-7308
University of Winnipeg	Pip	Eva	U of Wpg - 515 Portage	Winnipeg	R3B 2E9	e.pip@uwinnipeg.ca	786-9319
Water Wisdom	Sellers	Trish	737 Home Street	Winnipeg	R3E 2C5	waterwisdom@icenter.net	955-4703
Western Canada Wilderness Committee	Thiessen	Ron	3rd Floor 303 Portage	Winnipeg	R3B 2B4	rwth@shaw.ca	453-6346
Western Canada Wilderness Committee	Granger	Billy	3rd Floor 303 Portage	Winnipeg	R3B 2B4	wcwc@mts.net	942-9292
Wolf Creek Conservation	Desilets	Roger	Box 223	Oakburn	R0J 1L0		234-5271

## **Appendix B - Boards, Panels, Commissions and Task Forces – Findings, Recommendations, Actions and Observations since 1999 related to Environmental Policy.**

Please note this is not a complete list.

- 1) June 1999 – *Report of the Consultation on Sustainable Development Implementation* (COSDI) Endorsed by the NDP Government, October 1999 – 72 Recommendations
- 2) December 1999 – *Final Report of the Manitoba Regional Waste Management Task Force – Regional Integrated Waste Management Action Plan and Recommendations*, Manitoba Conservation Report 2000-02 - 43 recommendations
- 3) December 1999 – *A Review of the Red River Floodway Operating Rules – Red River Floodway Operation Review Committee – 6 recommendations*
- 4) December 1999 – *Final Report of the Capital Region Review Panel – 11 Observations*
- 5) January 2000 – *An Action Plan for Manitoba’s Network of Protected Areas*, Manitoba’s Protected Areas Initiative – 27 Recommendations
- 6) January 2000 – *Water Use & Allocation – Summary and Conclusions of 1999 Public Consultations* Manitoba Conservation - 35 Recommendations
- 7) March 2000 – *Oak Lake Aquifer Management Plan: Planning for the Future of the Oak Lake Aquifer*, Oak Lake Aquifer Management Plan Round Table – 23 Recommended Actions
- 8) April 2000 – *Development of a Nutrient Management Strategy for Surface Water in Southern Manitoba – Manitoba Conservation, Report 2000-02E - 27 Recommendations*
- 9) September 2000 – *An Independent Review of Shoreline Erosion along the Shorelines of the South Basin of Lake Winnipeg and Related Issues, Final Report*, Lake Winnipeg Shoreline Erosion Advisory Group – 10 Findings/8 Recommendations
- 10) November 2000 – *Drinking Water Advisory Committee Report*, Office of the Chief Medical Officer of Health, Manitoba Health – 29 Recommendations
- 11) November 2000 – *Upper Assiniboine River Basin Study: Main Report*, Environment Canada, Sadk Water, Manitoba Conservation – 38 Recommendations
- 12) November 2000 – *Living with the Red: A Report to the Governments of Canada and the United States on Reducing Flood Impacts in the Red River Basin*, International Joint Commission – 50 Recommendations
- 13) December 2000 – *Finding Common Ground*, Report prepared for the Government of Manitoba by the Livestock Stewardship Panel – 40 Recommendations
- 14) January 2001 – *Planning Manitoba Capital Region: Next Steps*, Manitoba Intergovernmental Affairs, 10 point Action Plan
- 15) June 2001 – *Recommendations to the Manitoba Government regarding Provincial Sustainability Indicators*, Submitted by the Manitoba Round Table for Sustainable Development – 12 Recommendations

- 16) July 2001 – *Improving the Hearing Process: A report to the Manitoba Clean Environment Commission* by Diduck, A., Fitzpatrick, P., Sinclair, J. Natural Resources Institute – 18 Recommendations
- 17) August 2001 – *Shoal Lake Watershed Management Plan: Recommended Strategies & Actions for: Maintaining Ecological Integrity & Environmental Quality, Sustaining Watershed Communities & Resources and Guiding Future Development*, Shoal Lake Watershed Working Group (Draft only)  
56 Recommendations
- 18) September 2001 – *Manitoba and Climate Change: Investing in our future*, Report of the Manitoba Climate Change Task Force – 98 Recommendations
- 19) February 2002 – *Report on Public Hearings: Simplot Canada Ltd. Potato Processing Plant, Portage la Prairie, Manitoba/City of Portage la Prairie Water Pollution Control Facility Alterations*, Manitoba Clean Environment Commission – 20 Recommendations
- 20) March 2002 – *Next Steps, Priorities for Sustaining Manitoba's Forests*, Manitoba Conservation – 28 Recommendations
- 21) October 2002 – *Kyoto and Beyond: A plan of action to meet and exceed Manitoba's Kyoto targets/Province of Manitoba Climate Change Action Plan*, Manitoba Government – 9 Commitments to Action
- 22) December 2002 – *Ethanol Made in Manitoba, A report by the Ethanol Advisory Panel to the Government of Manitoba*, Manitoba Energy Development Initiative - 32 Recommendations
- 23) April 2003 – *The Manitoba Water Strategy*, Manitoba Government – 51 Recommendations
- 24) April 2003 – *Preliminary Hydrogen Opportunities Report*, Manitoba Hydrogen Steering Committee, Energy Development Initiative & Manitoba Energy, Science and Technology - 11 Actions/5 Recommendations
- 25) July 2003 – *Regulation of Water Levels on Lake Manitoba and along the Fairford River, Pineimuta Lake, Lake St. Martin and Dauphin River and Related Issues, Volume 1 Summary Report*, A Report to the Manitoba Minister of Conservation by The Lake Manitoba Regulation Review Advisory Committee – 30 Recommendations
- 26) July 2003 – *Crown Lands Review: Final Report*, Perozzo, R., – 13 Recommendations
- 27) August 2003 – *Better Treatment: Taking Action to Improve Water Quality - Report on Public Hearings, City of Winnipeg Wastewater Collection and Treatment Systems*, Manitoba Clean Environment Commission – 20 Recommendations
- 28) October 2003 – *Report on Public Hearings, Maple Leaf Foods Inc. Hog Processing Plant Alteration/City of Brandon Industrial Wastewater Treatment Expansion*, Manitoba Clean Environment Commission – 13 Recommendations
- 29) October 2003 – *A Partnership for the Future: Putting the Pieces Together in the Manitoba Capital Region, Final Report*, Regional Planning Advisory Committee – 68 Recommendations
- 30) December 2003 – *Report on Public Hearings: Rural Municipality of Brokenhead Water/Sewer Infrastructure Project*, Manitoba Clean Environment Commission – 20 Recommendations
- 31) January 2004 – *Realizing Opportunities: Emissions Trading in Manitoba*, The Task Force on Emissions Trading and the Manitoba Economy – 17 Recommendations

- 32) March 2004 – *Acceptable Phosphorus Concentrations in Soils and Impact on the Risk of Phosphorus Transfer from Manure Amended Soils to Surface Waters – P Regulation Options*, Salvano, E., Tyrchniewicz, E., & Flaten, D. - 6 recommendations
- 33) May 2004 – *Planning for the future of the Assiniboine Delta Aquifer*, Assiniboine Delta Aquifer Roundtable – 20 Recommended Actions
- 34) September 2004 - *Report on Public Hearings, Wuskwatim Generation and Transmission Projects*, Manitoba Clean Environment Commission – 72 Recommendations
- 35) September 2004 – *Promises to Keep: Towards a Broad Area Plan for the East Side of Lake Winnipeg, Executive Summary*, Manitoba Government – 101 Recommendations
- 36) September 2004 – *The Clean Energy Transfer: Preliminary Assessment of the Potential for a Clean Energy Transfer between Manitoba and Ontario*, Joint Manitoba/Ontario Study Team – 10 next steps
- 37) January 2005 - *Our Collective Responsibility: Reducing Nutrient Loading to Lake Winnipeg, An Interim Report to the Minister of Manitoba Water Stewardship* – Lake Winnipeg Stewardship Board – 79 Recommendations
- 38) June 2005 – *Report on Public Hearing: Red River Floodway Expansion*, Manitoba Clean Environment Commission – 54 Recommendations

## **Appendix C – Resolution endorsed by participants at the June 20<sup>th</sup> 2005 Water Caucus meeting.**

Whereas, the Minister of Water Stewardship has stated that there are 1.1 million point sources of water pollution in Manitoba and,

Whereas, Mr. Ashton’s statistic refers to the number of people living in Manitoba and,

Whereas, the citizens of Manitoba pay taxes to engage employees known as public servants,

Be it therefore resolved that the public service be instructed to represent all Manitobans with equality when proposing, establishing and administering any policies with respect to the protection of water supplies on which 1.1 million Manitobans depend and,

Be it further resolved that the public service show no predilection whatsoever to business or industrial concerns beyond what it offers to Manitoba’s citizens and,

Be it further resolved that Steve Ashton the Minister of Water Stewardship instruct the public service accordingly, and in writing, with a copy delivered to the Water Caucus.

### **Participants**

Bill Harrison, Ted Ross, Leonore Saunders, Anne Lindsey, Glen Koroluk, Cheryl Kennedy-Courcelles, Michelle Kading (guest), Phil Ould, Janine Gibson, Mike Quigley, Glenda Whiteman, Al Rogosin, Hugh Arklie, Kelly Whelan Enns