



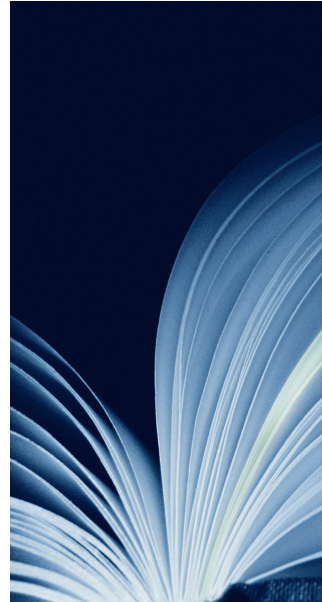
PUBLIC SECTOR

# Manitoba Water Council

**Roles and Responsibilities of  
Agencies, Boards, and  
Commissions Reporting to the  
Minister and the Department of  
Manitoba Water Stewardship**

**October 2, 2008**

Risk Advisory Services



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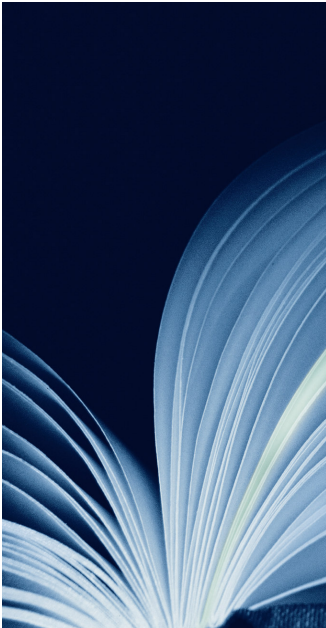
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# A Executive Summary



The Water Protection Act, Section 24 & 25, established the Manitoba Water Council (the Council) as a senior advisory body in government. The Council brings together the expertise and experience of its members, under a consensus based partnership, for the purpose of:

- advising the minister on a broad spectrum of matters relating to water
- providing direction and advice of a consensus position to the government, stakeholders and public on water-related issues
- monitoring the development and implementation of watershed management plans in the province
- coordinating the activities of advisory boards and similar entities that perform functions relating to water, including advisory boards and other entities specified by legislation
- reviewing regulations respecting water quality management zones and providing advice to the minister
- assisting in the reporting of sustainability indicators relating to water
- performing any other duties assigned to it by an Act or regulation; and as per clause 28, acting on any ministerial request within their responsibilities

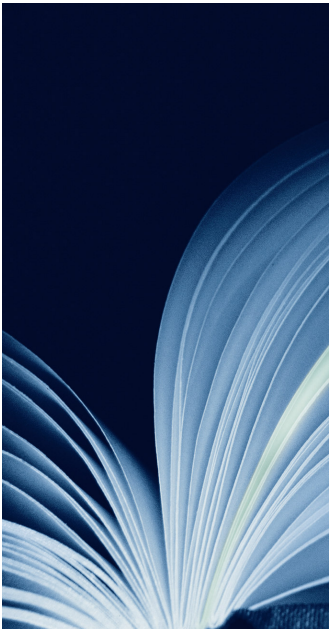
The Council wanted to develop a better understanding of the roles, responsibilities and reporting relationships of the agencies, boards, and commissions (ABCs) reporting to the Minister and to the department of Manitoba Water Stewardship (the Department). KMPG was engaged by the Council to facilitate interviews with the ABCs and provide a summary of observations and recommendations to the Council.

The focus of the assessment was on ABCs external to the Department that were identified as having some form of reporting relationship to the Department. In total, sixteen (16) organizations were represented in interviews. An organizational relationship map was developed showing the relationship of each ABC to the Department, and observations and recommendations were identified and are presented in section G of this report.

Observations and recommendations have been organized into three categories as follows:

1. There are a number of organizations with broad overlapping mandates and in order to prevent duplication of programming and services, the communication between the organizations should be enhanced.
2. Basin level oversight boards do not exist for all water basins within the province and where basin level oversight boards do exist, it is not clear how the basin level objectives are communicated and integrated into the more detailed watershed management plans.
3. Not all Conservation Districts (CDs) are aligned on watershed boundaries and the programming and services provided by each of the CDs does not appear to be consistent. This has resulted in difficulties in developing Integrated Watershed Management plans and uncertainty and confusion of the CDs mandate and whether there are overlapping mandates from other organizations.

The development of Integrated Watershed Management Plans and Watershed Authorities is still in its early stages but the province's strategic approach to water resource planning and management is starting to take shape. Continued effort in developing a clearer understanding of the organizations with water management and water stewardship responsibilities within the province will help enable a more effective and informed approach to managing one of Manitoba's most valuable resources.



# B Background and Objectives

## **Background**

The Manitoba Water Council (the Council) was established in February 2007 by the Minister of Water Stewardship to act as a senior advisory board to co-ordinate and oversee the progress of planning for all provincial advisory bodies of water protection, management and planning and to advise the Minister and the Department of Water Stewardship (the Department) on these matters.

Due to the number of agencies, boards, and commissions (ABCs) reporting to the Department, the Council initiated this study to obtain a better understanding of the roles and responsibilities of these ABCs and to identify areas of potential gaps or duplication of services and programming provided by the ABCs.

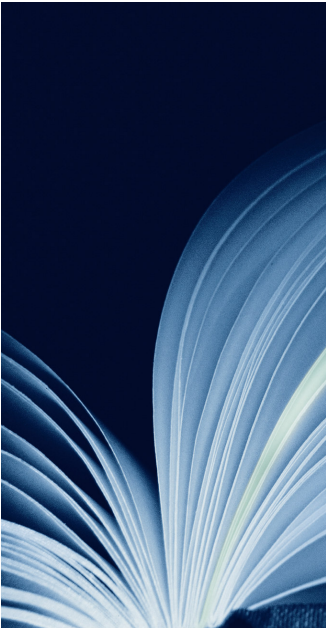
KPMG was engaged by the Council to facilitate interviews with the selected in-scope ABCs and to work with the Department to develop an interim and final report with observations and recommendations. This document is the final report.

## **Objectives**

The primary objective of this study was to prepare and deliver a paper for the Manitoba Water Council that captures the high level roles, responsibilities and programming for ABCs reporting to Manitoba Water Stewardship and the Minister of Manitoba Water Stewardship. More specifically, the objectives of the study were designed as follows:

- To inventory and document the relationships, services and functions of the various Agencies, Boards, and Commissions (ABCs) responsible for water stewardship in the province of Manitoba.
- To develop an organizational map showing reporting relationships of ABCs.
- To assist in the development of an efficient and transparent structure for sharing and reporting information relating to water stewardship in the Province.
- To identify potential for gaps or duplication of services or programming relating to integrated watershed management within the province.

# C Project Scope



KPMG worked closely with the Department of Water Stewardship and the Secretariat to the Manitoba Water Council to further define the project scope for this initial study. This initial study was focused on agencies, boards, and commissions that had been identified as organizations external to the department of Water Stewardship and had some form of reporting relationship to the Department.

It is anticipated that the Department will undertake additional studies to include departmental programs and to include other organizations identified with water stewardship or management responsibilities but do not have any direct or indirect reporting relationship with the Department.

In-scope and out-of-scope items were defined as follows:

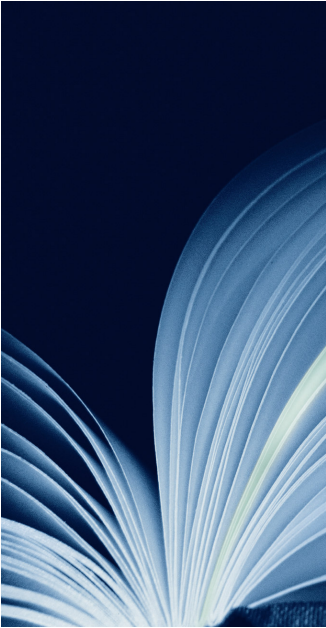
## **In-Scope**

- This initial study is to only include external ABCs reporting in to the Department or to the Minister.
- A list of in-scope ABCs to be included in the study was provided by the Department.
- A list of interview contacts for each in-scope ABC was provided by the Department.

## **Out-of-Scope**

- Agencies not reporting to the Department were out of scope.
- Internal functions and programs of the Department were generally considered out of scope for the study. The only two exceptions included the Water Stewardship Fund and the Fisheries Enhancement Fund.
- This study did not include a review of how information is disseminated within the Department.
- The scope of this study only included the ABCs identified by the project representatives from the Secretariat of the Council. Areas of the province not covered by the jurisdictions of these ABCs were considered out of scope for this study. This included parts of Northern and Eastern Manitoba.

## D Procedures / Data Collection



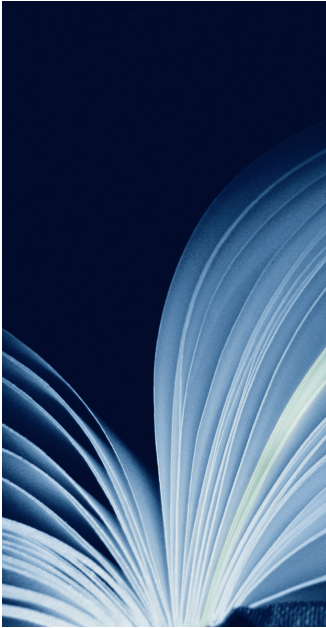
KPMG worked closely with representatives from the Department in developing this report. Some of the activities performed in developing the details of this report include the following:

- An interview questionnaire was developed and reviewed with the Department and used for all interviews.
- Interviews were performed with representatives/contacts from each of the in-scope ABCs.
- Selected documents were reviewed including:
  - The Manitoba Water Directory – 2005;
  - The Manitoba Water Strategy – 2003;
  - Manitoba’s Water Protection Plan;
  - Integrated Watershed Management Planning (brochure); and
  - Selected websites and publications from in-scope organizations.
- The details of this report were presented to the Manitoba Water Council as an interim draft report on March 3, 2008. Council members were asked to provide feedback and comments on the report and all comments and feedback received have been incorporated into this report.

## Interview List

| Interviewee                      | ABC Represented   |
|----------------------------------|---|
| 1. Bill Barlow                   | Lake Winnipeg Stewardship Board   |
| 2. Lorne Colpitts / Tim Sopuck   | Manitoba Habitat Heritage Corporation   |
| 3. Gordon Goldsborough           | Lake Manitoba Stewardship Board   |
| 4. Wayne Hildebrand              | Manitoba Conservation Districts Association<br>Conservation Districts Commission  |
| 5. Ron Kostyshyn / Harold Foster | Manitoba Conservation Districts Association   |
| 6. Perry Stonehouse              | Dauphin Lake Basin Advisory Board<br>Killarney Lake Water Quality Committee<br>Pelican Lake Advisory Committee<br>International Red River Board |
| 7. Lisa Tack                     | Fisheries Enhancement Fund  |
| 8. Steve Topping                 | Partners FOR the Saskatchewan River Basin<br>Prairie Provinces Water Board<br>Red River Basin Board<br>Shoreline Erosion Technical Committee    |
| 9. Dwight Williamson             | Lake Manitoba Stewardship Board<br>Lake Winnipeg Stewardship Board<br>Upper Assiniboine River Basin Management<br>International Red River Board |

# E Organizational Summaries



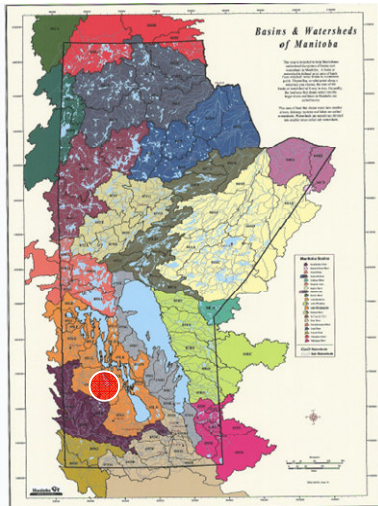
Based on the scope and objectives of the study, representatives from the Department provided the following listing of ABCs considered to be in-scope for the study.

## **In-Scope ABCs**

- Dauphin Lake Basin Advisory Board
- Killarney Lake Water Quality Committee
- Pelican Lake Advisory Committee
- Lake Manitoba Stewardship Board
- Lake Winnipeg Stewardship Board
- Upper Assiniboine River Basin Management
- Manitoba Habitat Heritage Corporation
- Partners FOR the Saskatchewan River Basin
- Prairie Provinces Water Board
- Red River Basin Commission
- Shoreline Erosion Technical Committee (SETC)
- Manitoba Conservation Districts Association
- Conservation Districts Commission
- Conservation Districts
- Fisheries Enhancement Fund
- Water Stewardship Fund

For each organization listed above, interviews were held with representatives identified by the Department, and organizational summaries were prepared to capture the background reporting structure of the organization, highlights of the water stewardship and water planning and management activities, the general impact of programs and services, and any potential gaps or duplications of services relating to the organization. Also for each organization, using the Basins and Watersheds Map of Manitoba, the area considered to be within the organization's mandate was roughly plotted on the map (identified by a red circle with white border) to help visually identify areas of services and programming.

The organizational summaries for each of the in-scope organizations are presented next in this report.



## **Dauphin Lake Basin Advisory Board (DLBAB)**

### **Organization Structure and Background**

- Established in 1988 due to issues relating to water level of lake.
- Large board (43 members) made up of representatives from various interest groups.
- Not active since 2003 due to inability to come to a consensus on recommendations from study done in 2000 relating to lake operation at 6" higher than normal trial water level.
- Funded by Water Stewardship – only for board costs. Not an operational board since Conservation Districts (CDs) and or Watershed Authorities were introduced in the area.

### **Reporting**

- There are no organizations reporting in to the Board.
- External reporting is only through distribution of minutes to members.
- No direct reporting to Water Stewardship other than representation by the province on the DLBAB.

### **Watershed Planning and Management**

- Currently no watershed planning and management activities since the organization is not active.
- Previously worked closely with CD to determine appropriate lake level based on input from board members and other interest groups.
- No direct involvement with Integrated Watershed Management Planning (IWMP) initiatives or processes.

### **Water Stewardship**

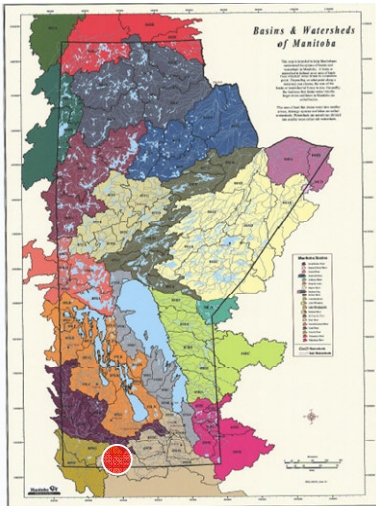
- No direct water stewardship activities were identified.

### **Impact of Programs**

- Prior to CDs being developed, the organization was an action group and was involved with delivering projects on the lake and immediate tributaries.

### **Potential Gaps / Duplications**

- Currently no active advisory committee in place for the lake and the lake continues to operate at a "trial" level. Most functions are being addressed by surrounding CDs but there is no joint committee to oversee CDs operations as they relate to the lake.
- Committee was only focused on lake level issues and no other direct aspects of watershed management planning or stewardship.



## **Killarney Lake Water Quality Committee (KLWQC)**

### **Organization Structure and Background**

- Three levels of government, as well as a number of agencies, are represented by the 30 member committee.
- Funding is primarily through local interest groups. To date, the committee has received \$25,000 from the Sustainable Development Innovation Fund, \$25,000 from the Special Conservation Fund and \$11,000 from the National Soil and Water Conservation Program.
- Jurisdictions include the lake itself but not any of the tributaries. Committee works closely with the local CDs.

### **Reporting**

- External reporting is only through distribution of minutes to members.
- No organizations were identified who report in to the KLWQC.

### **Watershed Planning and Management**

- Working committee that seeks funding for projects to address issues relating to the lake. Projects include implementing a lake divider curtain and working with the local CD on soil and water conservation projects.
- No direct involvement with IWMP or processes.

### **Water Stewardship**

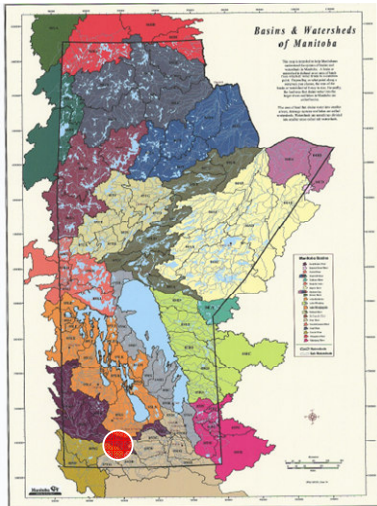
- None historically, but there is potential for KLWQC to deliver a research program.
- Some outreach through updates through local media on status of programs and issues relating to the lake.

### **Impact of Programs**

- Some impact through small programs delivered.
- Status of the lake is critical to economic well being of the town (beach and cottage properties specifically).

### **Gaps / Duplications**

- Focus is primarily on water quality and not on other aspects such as drainage, erosion etc.
- The organization works closely with local CDs but there is some potential for duplication in services and programming provided by each.



## **Pelican Lake Advisory Committee (PLAC)**

### **Organization Structure and Background**

- Formed as a result of an environmental act license for operation of a control structure at the south end of the lake.
- Mandate of the advisory committee is clearly outlined in the Environment Act Licence and relates primarily to the operation of the control structure and general water issues in and around the lake.
- 16 member board of appointed representatives from various interest groups and government departments.
- Funding only for board meetings – expenses submitted and reimbursed by Water Stewardship.

### **Reporting**

- External reporting is only through distribution of minutes to members.
- No organizations identified who report in to the Committee.

### **Watershed Planning and Management**

- Activities generally focused on construction, management and operation of the control structure regulating lake water levels.

### **Water Stewardship**

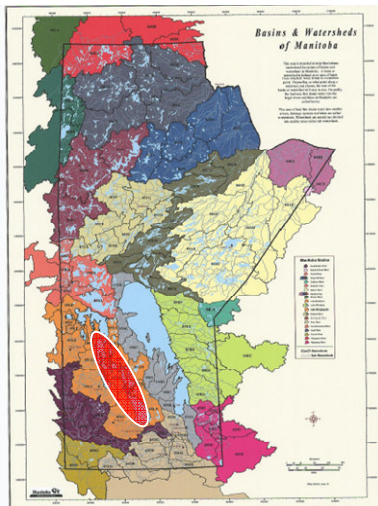
- None identified.

### **Impact of Programs**

- Better management of lake levels.

### **Gaps / Duplications**

- There is some communication between the PLAC and the local CD but nothing direct and PLAC has had little to no involvement in the development of the IWMP for the area.



## **Lake Manitoba Stewardship Board (LMSB)**

### **Organization Structure and Background**

- 14 person board established in February 2007 with one department representative. Consensus based.
- Board members have a wide range of professional backgrounds.
- Focus/mandate is directly on lake and surrounding watersheds.
- Previously Lake Manitoba Regulation Review Advisory Committee was in place only to provide a report which was released in 2003.
- Focus is on lake and immediate tributaries.
- Funding (\$80,000 annual operating budget) from Water Stewardship.

### **Reporting**

- LMSB reporting will be direct to the Minister of Water Stewardship.
- Mandate includes communicating with the minister on an ongoing basis with regard to water levels on lakes and the operation of control structures and fish ladders, and to provide recommendations.

### **Watershed Planning and Management**

- Currently not involved in IWMP. Some communication with local CDs through conferences and reports – plans are to improve communication lines.

### **Water Stewardship**

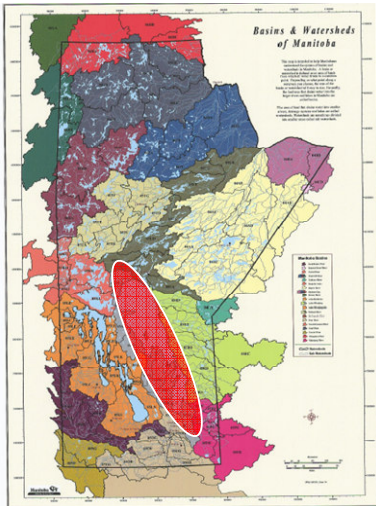
- Advocates ongoing research and best practice use of water resources.
- Provides recommendations to enhance the general health of the lake.
- Encourages jointly funded private/public sector projects.
- No direct authority – however makes recommendations to Water Stewardship on all aspects of the lake.

### **Impact of Programs**

- Indirect impacts on fishing, other recreational activities, and property values as a result of general improved health of the lake.

### **Gaps / Duplications**

- Currently only limited communication with CDs bordering the lake and therefore issues identified by the LMSB may not be incorporated into the IWMPs currently being developed by the CDs.



## **Lake Winnipeg Stewardship Board (LWSB)**

### **Organization Structure and Background**

- Consensus based, 17 member appointed board established in February 2007.
- Funded directly from Manitoba Water Stewardship (\$125,000 operating budget).
- Appointed board includes diverse membership from various watershed interests including one representative each from the Department of Water Stewardship and the federal government.
- Previous board (2003-2006) was established to provide report and recommendations on the lake and its watershed with focus on the effects of nutrient loading on water quality. The current board's expanded mandate is to focus on water quality and the health of the lake and to follow through/report on actions taken from recommendations from the initial board report.

### **Reporting**

- LWSB reporting is direct to the Minister of Water Stewardship.
- The Federal/Provincial Lake Winnipeg Action Plan Committee and its Science Sub-Committee act as advisors to the LWSB. The action group and the Science Sub-Committee are both co-chaired by representatives from the government of Manitoba and Canada and report to the Department of Water Stewardship and to Environment Canada.
- LWSB has some indirect and informal reporting to agencies represented by appointees on its board through distribution of minutes. This includes organizations such as the Lake Winnipeg Research Consortium. No other formalized reporting requirements were identified.
- A website has been established to keep the public informed of water stewardship activities.

### **Watershed Planning and Management**

- Mandate includes development of basin-wide watershed management plan to provide direction to individual basin plans.
- Working on draft workplan for addressing detailed recommendations from previous boards report.

### **Water Stewardship**

- Revised mandate of the LWSB is as follows:
  - *To use a consensus-based process to develop a basin-wide watershed management plan for Lake Winnipeg that would provide direction to and integrate individual basin plans under development by watershed authorities;*
  - *To identify and assist with implementing further actions necessary to reduce nitrogen and phosphorus to pre-1970s levels in the lake as per*

*the commitments in the Lake Winnipeg Action Plan of February 18, 2003;*

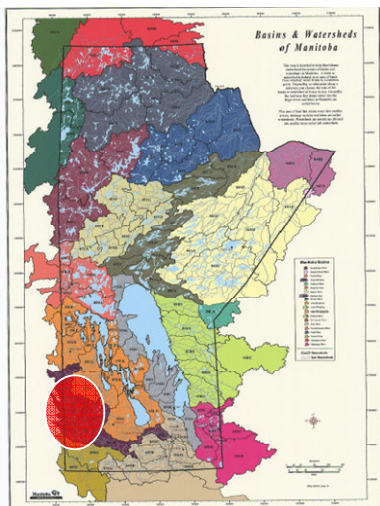
- *To provide advice through a consensus-based process on the establishment of long-term, ecologically-relevant water quality objectives for nutrients;*
  - *To identify actions required to achieve long-term ecologically-relevant water quality objectives for nutrients;*
  - *To consult broadly and provide advice to government on other measures in addition to nutrient reductions needed to restore the health of Lake Winnipeg;*
  - *Through liaison with resources users, communities, scientists, and others, assist government in the preparation of periodic "state of the lake" reports. Included would be information on the status of government's actions to implement the Board's recommendations and the status of progress towards reaching nutrient reduction targets;*
  - *To provide advice to government on the environment and resource management issues related to the sustainability of Lake Winnipeg's ecosystem and its communities including management of the lake's commercial and sport fisheries;*
  - *To carry-out other initiatives related to the long-term health of Lake Winnipeg that may be identified by the Minister of Water Stewardship.*
- No direct authority – however makes recommendations to Water Stewardship on all aspects of the lake and its watershed.

#### **Impact of Programs**

- Indirect impacts on fishing, other recreational activities, and property values as a result of general improved health of the lake.

#### **Gaps / Duplications**

- There are no current formal communication channels from LWSB to the CDs as they develop IWMPs. As CDs develop IWMPs, issues identified by the LWSB may not be addressed. Some recent effort has been made to improve the communications between these groups including workshop sessions held on March 5, 2008.
- Lake Winnipeg Research Consortium, Lake Winnipeg Foundation, and LWSB all deliver some research and educational programs and there is potential for duplication.



## Upper Assiniboine River Basin Management (UARBM)

### Organization Structure and Background

- Formed in 1996 as an agreement with the governments of Manitoba, Saskatchewan and Canada to undertake a study of the river basin.
- Mandate was to prepare a report on transboundary drainage in the basin.
- Report was issued in 1999 and the organization was disbanded.
- Report identified 38 recommendations in the following areas;
  - Watershed Management
  - Best Management Practices
  - Policy, Legislation, and Enforcement
  - Education and Demonstration
  - Research and Studies
  - Monitoring and Assessment
  - Incentive Programs.

### Reporting

- UARBM reported directly to Environment Canada and the final report was issued in 1999. The Department of Water Stewardship and their Saskatchewan counterpart were also recipients of the report.
- There were no direct reporting relationships to the Department of Water Stewardship.

### Watershed Planning and Management

- N/A – See report recommendations.

### Water Stewardship

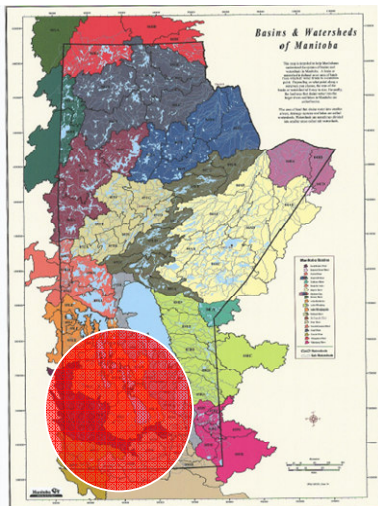
- N/A – See report recommendations.

### Impact of Programs

- N/A – See report recommendations.

### Gaps / Duplications

- There currently is no basin wide advisory group. It is not clear how the recommendations from the transboundary report were addressed or followed up.



## **Manitoba Habitat Heritage Corporation (MHHC)**

### **Organization Structure and Background**

- Established by Manitoba Habitat Heritage Act of 1986 as a crown corporation with 10 member board.
- Mandate is conservation, restoration of wetlands and enhancement of fish and wildlife habitat in the province of Manitoba.
- Three main program areas:
  - North American Waterfowl Management Plan
  - Riparian Habitat Management
  - Species at Risk.
- Funding 100% through government grants (approx \$3 million annual budget).

### **Reporting**

- Audited annual financial statements and program status reports reported to Deputy Minister of Water Stewardship.

### **Watershed Planning and Management**

- Mandate is province wide, but area of focus is the Southwest agriculture region of Manitoba.
- No direct involvement with IWMP performed by CDs and not clear on the process.

### **Water Stewardship**

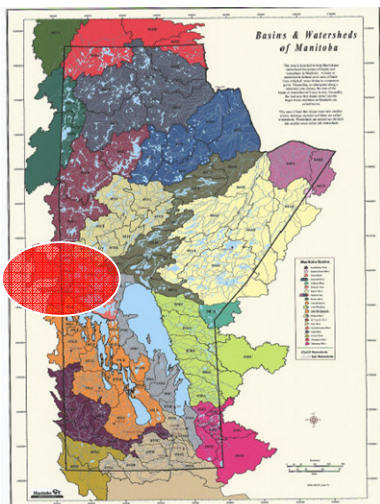
- Some educational programs provided on maintenance and management of wetlands and riparian zones.
- Manage conservation agreements on private lands for protection of wetland and riparian areas for the province.

### **Impact of Programs**

- Paid out over \$5 million in easement payments since 1999 to private land owners.
- Provides some incentive programs for specific projects as funding permits.

### **Gaps / Duplications**

- Potential for duplication of programs provided by MHHC and local CDs.



## **Partners FOR the Saskatchewan River Basin (PFSRB)**

### **Organization Structure and Background**

- Nominated board of 15 members with representation from academics, industry, first nations, provincial (Alberta, Manitoba, Saskatchewan), and federal governments.
- Funding from three provinces (approximately \$5,000 each) and project funding as required from provinces or other interest groups or agencies.
- Two full time staff with a number of sub committees.
- Mandate includes entire basin which extends from Alberta to Lake Manitoba.
- Mandate includes forum to bring together issues and stewardship within the basin.
- Only a very small portion of the basin is in Manitoba.

### **Reporting**

- No formal reporting links to Water Stewardship other than distribution of minutes and representation on the board.
- No other agencies identified as reporting in to the PFSRB.

### **Watershed Planning and Management**

- No direct work on watershed planning and management however state of the basin report and any recommendations may be considered as CDs develop IWMPs in the related watersheds.

### **Water Stewardship**

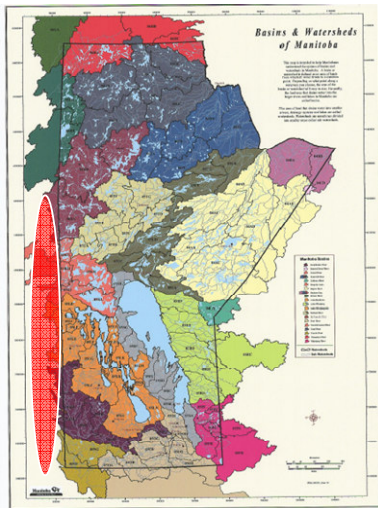
- Focus is on delivering educational and informational projects including:
  - Water Watch (School program)
  - Conferences.
- Working on state of the basin report (first edition).
- Provides consistent communication and delivery of information across the basin.

### **Impact of Programs**

- Increase awareness and communication of issues relating to the basin.

### **Gaps / Duplications**

- Currently, there does not appear to be an organization responsible for Interjurisdictional IWMPs at the basin and watershed levels



## **Prairie Provinces Water Board (PPWB)**

### **Organization Structure and Background**

- Board has been around since 1940's to address issues related to drought and water management between provinces.
- Master Agreement on Apportionment of Water signed in 1969 and current board structure/mandate was established. Agreement defines apportionment of water and provides water quality objectives at the provincial boundaries.
- Mandate of the PPWB is to administer the master agreement.
- Board made up of appointed senior officials from each province (AB, SK, MB) plus two federal representatives from Environment Canada.
- Three standing committees
  - Committee on Hydrology
  - Committee on Water Quality
  - Committee on Groundwater
- Funding – half split equally by the provinces and half by the government of Canada. Approximately \$360,000 annual operating budget.
- 6 Full time employees (Federal) responsible for reporting and apportionment calculations.

### **Reporting**

- Annual audited report is issued to the provinces and the federal governments.
- Quarterly reports on apportionment and quality are reported to the ministers responsible for water in each province and to the federal minister of Environment Canada.
- A Federal agency collects hydrometric data and reports to the PPWB.
- Provincial agencies provide and report water flow and water testing results to the PPWB sub committees.

### **Watershed Planning and Management**

- Watershed planning is the jurisdiction of the provinces. The *Master Agreement on Apportionment of Water* includes aspects of water quantity and water flow between provinces based on stated objectives and is a consideration in provincial watershed planning.
- The PPWB has no direct involvement with integrated watershed management plans developed by the CDs. However, the CDs would look to the research performed by the PPWB and the Master Agreement for information about water quality objectives and quantity or flow guidance when developing an IWMPs.

### **Water Stewardship**

- PPWB works with upstream watersheds and organizations to help resolve issues with water quantity and quality.

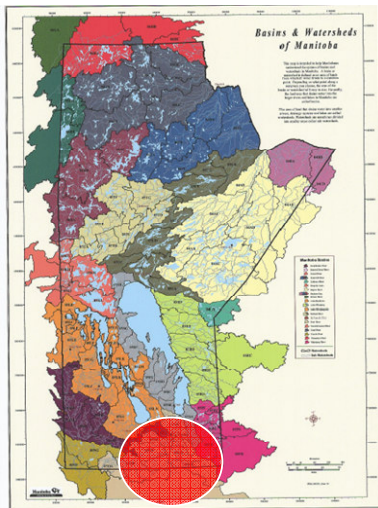
- Provides information on flows and water quality and builds requirements for addressing quality issues into its objectives.
- Initiates significant inter-jurisdictional basin wide research programs – For example, study of arsenic in wells.

#### **Impact of Programs**

- Improved information and monitoring of flows and water quality levels for transboundary water flows.
- Provides six full time positions and initiates a number of research studies.

#### **Gaps / Duplications**

- The PPWB agreement includes apportionment calculations however these are an annual requirement only. The agreement does not account for timing of the water apportionment – For example, full apportionment could be provided at one point during the year and cut off for the remainder of the year and the terms of the agreement would still be met.
- There currently are no similar apportionment calculations or agreements in place for international boundaries.



## **Red River Basin Commission (RRBC)**

### **Organization Structure and Background**

- 41 Member appointed board with three representatives each from North Dakota (ND), South Dakota (SD), Minnesota (MN), Manitoba (MB), plus municipal, first nations, and industry (agriculture and fisheries) representatives.
- Funding \$100,000 each from ND, MN and MB (none from SD due to limited impact area of the basin).
- 2 offices – 1 Winnipeg (3 staff), 1 Moorhead (5 staff).
- Meetings 6-8 times per year.
- Mandate includes entire Red River Basin and some surrounding/impacted communities.

### **Reporting**

- A number of sub basin organizations provide activity reports and presentations into the RRBC through a "Communications Centre" including: Pembina River Basin Advisory Board, Roseau River International Watershed Board, South Valley Initiative, Manitoba Chapter of RRBC
- Annual report and audited financial statements provided to all agencies represented.
- Annual workplan of activities and minutes distributed to agencies through board representatives.

### **Watershed Planning and Management**

- A basin framework was developed by a sub-committee of the RRBC.
- High level principles were developed by RRBC as basis for basin plans.
- No direct water management monitoring testing or evaluation.

### **Water Stewardship**

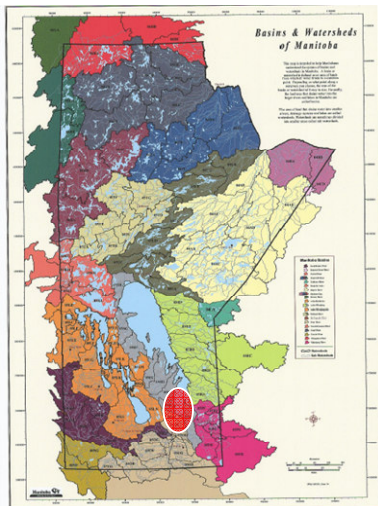
- Provides funding for public outreach and education programs.
- Funding includes allocation for meetings with local jurisdictions.
- Acts as a partner and advisory committee for basin wide projects.

### **Impact of Programs**

- Improved communication of basin level issues.
- One office in Winnipeg (3 staff),

### **Gaps / Duplications**

- Potential for confusion with International Red River Board (IRRB). The IRRB has a mandated dispute resolution role as legislated under the Boundary Water Treaty while the RRBC acts in an informal advisory role in dispute resolution.



## **Shoreline Erosion Technical Committee (SETC)**

### **Organization Structure and Background**

- Committee established to address the need for research on best practices for preventing and repairing shoreline erosion on Lake Winnipeg.
- Technical Advisory board that includes multidisciplinary volunteers (including fisheries, conservation, water stewardship, 5 engineering disciplines, and land surveyors).
- Funding through Department of Water Stewardship (\$100,000/year for operating). Pilot project (\$500,000) funded by Manitoba Hydro.
- Looking to expand jurisdiction and mandate to be province wide.
- Established to provide one source of information of best practices for shoreline erosion related issues.

### **Reporting**

- Financial reporting requirements to the Minister of Water Stewardship – no other specific reporting requirements.
- Organizations/individuals voluntarily apply for permits with the SETC which then provides guidance and recommendations on shoreline erosion prevention or reparation projects.

### **Watershed Planning and Management**

- The SETC provides technical guidance and recommendations specific to shoreline erosion. The guidance and recommendations may be considered as inputs to the development of integrated watershed management plans.

### **Water Stewardship**

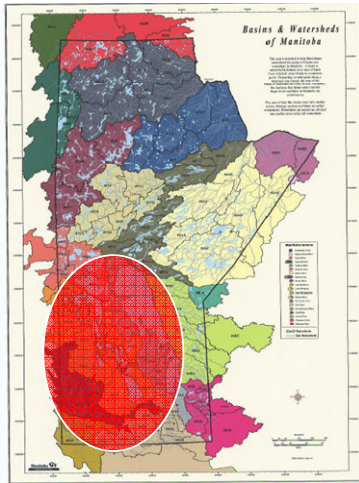
- Provides some research and information sharing (such as sediment transport reporting).
- Provides information for best practices in shoreline erosion but has no direct authority as the existing permit process is only voluntary and is administered through municipal planning districts.

### **Impact of Programs**

- \$500,000 invested in research pilot projects.
- Provides common body of technical knowledge specifically relating to shoreline erosion.
- Significant impact on property values if shoreline is preserved.

### **Gaps / Duplications**

- Currently mandate is only for Lake Winnipeg and program could be used province wide.
- Some CDs and other lake advisory boards may be performing shoreline erosion projects but without the expertise of the SETC.



## **Manitoba Conservation Districts Association (MCDA)**

### **Organization Structure and Background**

- One appointed member from each of the 18 CDs make up the Association board.
- Funding is shared by contributions from each CD and matched 3-1 by Water Stewardship. Total operating budget is approx \$65,000 annually.
- MCDA mandate includes publishing a magazine, hosting CD conventions, and one ¾ time staff person.

### **Reporting**

- CDs provide information on activities to the MCDA – no formal requirements other than information sharing.
- MCDA provides annual financial statements to the Conservation Districts Commission (CDC) but no other direct reporting.
- MCDA reports activities to the CDC and the CDC approves budget.

### **Watershed Planning and Management**

- No watershed planning and management activities – primarily an advocacy group that provides public awareness and educational programs.

### **Water Stewardship**

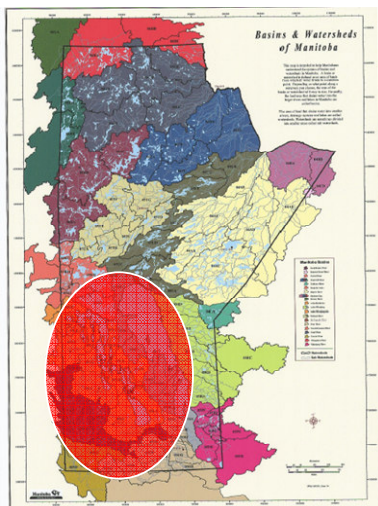
- Educational and awareness programs for CDs include restaurant placemat program, conventions, and magazine.

### **Impact of Programs**

- Provides information sharing and advocacy role for the needs identified by the Conservation Districts.

### **Gaps / Duplications**

- Potential for educational sessions and awareness programs being duplicated by other organizations at basin, lake or watershed level.



## **Conservation Districts Commission (CDC)**

### **Organization Structure and Background**

- The CDC sets guiding principles for the individual CDs to follow.
- Members of the CDC consist of the Deputy Ministers from Water Stewardship, Agriculture, Conservation, Intergovernmental Affairs, and Infrastructure and Transportation. MCDA and the Association of Manitoba Municipalities (AMM) also each have a representative. The CDC shall have no more than 9 members.
- Operates subject to provisions of *The Conservation District Act*.

### **Reporting**

- CDC reports program and financial information to the Minister of Water Stewardship for all CDs.

### **Watershed Planning and Management**

- CDs who enter into Memorandums of Agreement to become Watershed Authorities are directly responsible for developing an IWMP.

### **Water Stewardship**

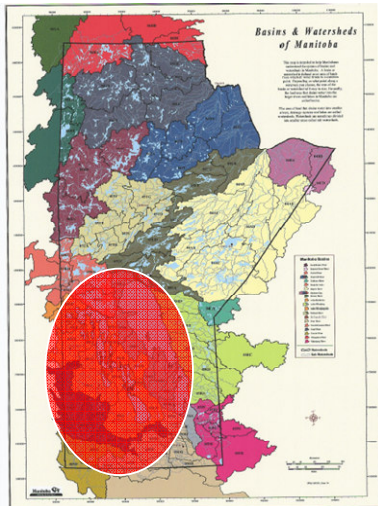
- The CDC develops province wide initiatives and guiding principles for CDs and Watershed Authorities.

### **Impact of Programs**

- The CDC, through the CDs and Watershed Authorities is the primary provider and delivery agent for watershed projects and services.

### **Gaps / Duplications**

- None identified.



## **Conservation Districts (CDs)**

### **Organization Structure and Background**

- Funding for CDs is raised through a municipal levy administered by the Province. The province also matches the levy on a 3-1 basis. Water Stewardship may provide additional funding for specific projects on same 3-1 ratio where the local CD raises a portion of the funding from other private organizations.

### **Reporting**

- CDC reports program and financial information to the Minister of Water Stewardship for all CDs.

### **Watershed Planning and Management**

- CDs who enter into Memorandums of Agreement to become Watershed Authorities are directly responsible for developing an IWMP.

### **Water Stewardship**

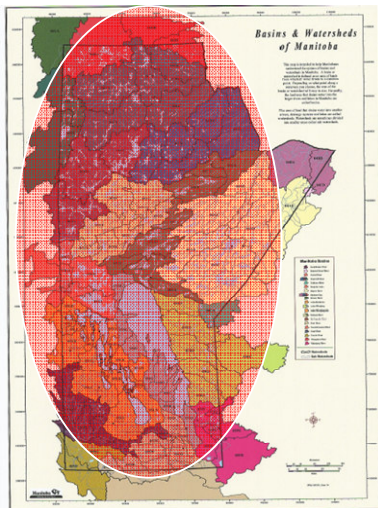
- CDs deliver watershed based programs within their jurisdictions.

### **Impact of Programs**

- The CDC, through the CDs and Watershed Authorities is the primary provider and delivery agent for watershed projects and services.

### **Gaps / Duplications**

- Not all CDs have same programs and mandate and some are formed on political rather than watershed boundaries
- CDs have not been established for all areas of the province and not all CDs have entered into agreement to become Watershed Authorities.
- CDs are responsible for developing integrated watershed management plans (IWMPs) however the process for establishing and approving an IWMP is not well understood.



## **Fisheries Enhancement Fund (FEF)**

### **Organization Structure and Background**

- Program was established by the Fisheries Branch of the Department of Water Stewardship.
- Board consists of 7 appointed members from a variety of wildlife, fisheries, and recreational interest groups.
- The FEF provides grants that emphasize enhancement, conservation and development of Manitoba's recreational fisheries resources province wide.
- FEF program was revised in 2007 with an increased budget and its mandate was revised to expand its recreational fisheries projects and non-recreational fisheries projects were removed.
- Funding for the FEF is generated through a portion of all fishing license sales. Annual operating budget is \$850,000 of which \$820,000 is paid out in funding and the remainder is spent on administrative expenses.

### **Reporting**

- No agencies report in to the FEF.
- Reporting of funding and financial information is provided to the department of Fisheries by the Project Review Committee. Projects are recommended to the Minister for approval. Projects over \$25,000 are submitted to the Treasury Board for approval.

### **Watershed Planning and Management**

- No direct links to watershed planning and management.

### **Water Stewardship**

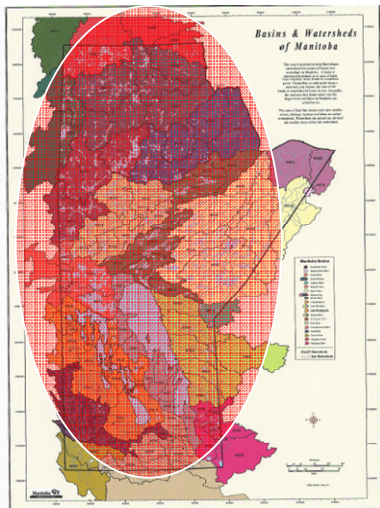
- Some approved projects may have impact on water stewardship or wildlife preservation – no direct tie to water stewardship activities in the mandate.

### **Impact of Programs**

- Direct economic impact and funding for projects that meet approval requirements.

### **Gaps / Duplications**

- Watershed planning, management and stewardship policies are currently not considered in the approval of FEF projects.



## **Water Stewardship Fund (WSF)**

### **Organization Structure and Background**

- Fund is administered by Water Stewardship Staff.
- Funding for the program is through the Sustainable Development Innovations Funds budget.
- Mandate of the fund includes:
  - provide grants in support of research, projects and activities that further the purpose of the *Water Protection Act*;
  - provide grants to assist in the implementation of watershed management plans or water conservation programs; and
  - support other water management or water quality projects that the Lieutenant Governor considers advisable.

### **Reporting**

- Program directly managed by Water Stewardship Staff and all projects must be approved by the Minister.

### **Watershed Planning and Management**

- Funding program establishes the guidelines for submitting an integrated watershed management plan (IWMP) and for other research or water related proposals.

### **Water Stewardship**

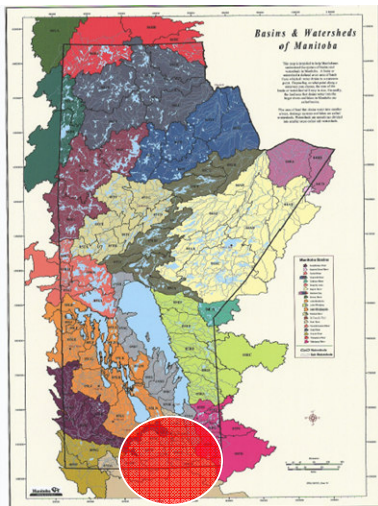
- Fund may involve stewardship related projects depending on the proposal.
- Some indirect stewardship through the selection and approval of appropriate projects to address identified needs.

### **Impact of Programs**

- Provides specific funding for development of integrated watershed management plans and other programs.

### **Gaps / Duplications**

- None identified.



## **International Red River Board (IRRB)**

### **Organization Structure and Background**

- Established in 2001 by the International Joint Commission to assist the International Joint Commission in preventing and resolving transboundary disputes regarding the Red River and its tributaries and aquifers.
- Board consists of 9 US and 9 CDN members (4 Manitoba and 5 Federal).
- Core funding (\$25-30 thousand) from both US and CDN federal governments.

### **Reporting**

- No direct reporting to Manitoba Water Stewardship – only through minutes and representation on the board.
- Reporting is to International Joint commission.

### **Watershed Planning and Management**

- Establish water quality objectives.
- Recommend appropriate strategies to the Commission concerning water quality, quantity and aquatic ecosystem health objectives in the basin.

### **Water Stewardship**

- Assists in settling transboundary water disputes.
- Monitor and report on flood preparedness and mitigation activities in the Red River basin and their potential effects on the transboundary aquatic ecosystem.
- Maintain continuing surveillance and perform inspections, evaluations and assessments, as necessary, to determine compliance with objectives agreed to by state, provincial and federal governments for water quality, levels and quantity in the Red River basin.

### **Impact of Programs**

- Some knowledge development through research projects.
- Acts as arbitrator in settling disputes and establishing transboundary guidelines.

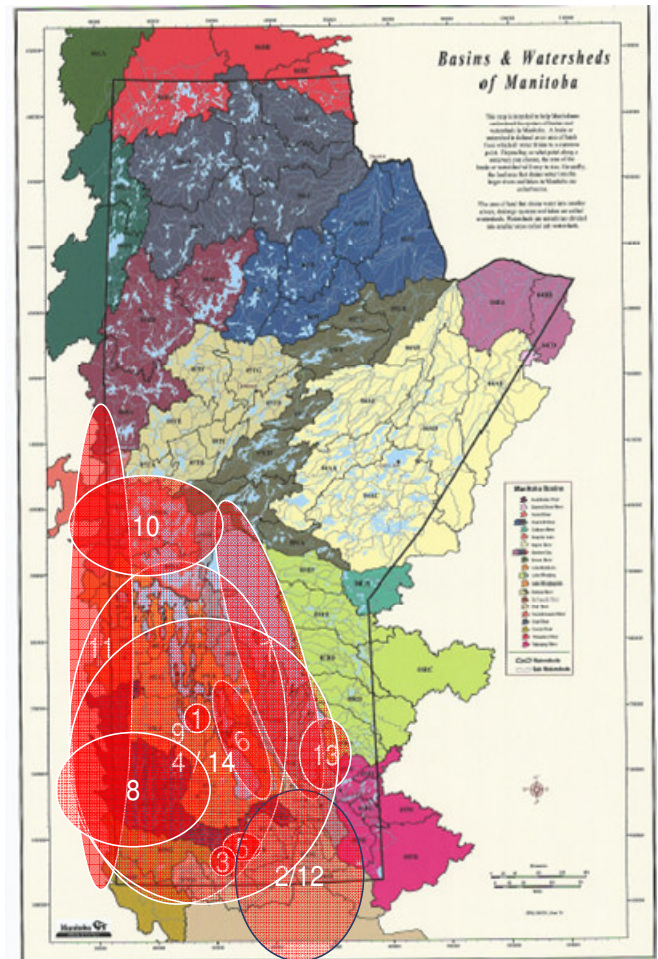
### **Gaps / Duplications**

- IRRB mandate is similar to that of the Red River Basin Commission. Both are advisory boards that provide dispute resolution and undertake some research activities.

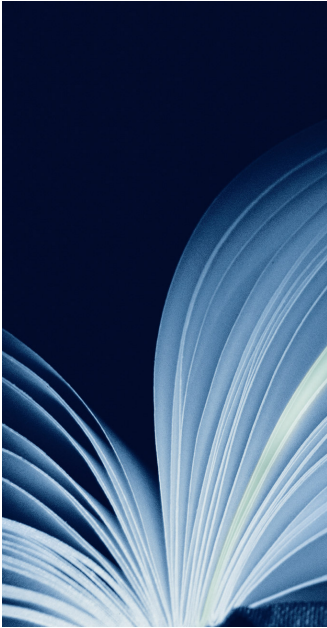
## Coverage Map Summary

For each of the in-scope agencies, boards, and commissions, the area of coverage of services and programming of each organization was plotted together on the Basins & Watersheds Map of Manitoba. This map provides a visual of the areas of the province addressed by the selected in-scope organizations and identifies that there is overlap between the organizations mandates. As a result, there is potential for duplication of services and programming. The largest gap identified for watershed planning is the Lake Winnipegosis area.

1. Dauphin Lake Advisory Board
2. International Red River Board
3. Killarney Lake Water Quality Committee
4. Conservation Districts
5. Pelican Lake Advisory Committee
6. Lake Manitoba Stewardship Board
7. Lake Winnipeg Stewardship Board
8. Upper Assiniboine River Basin management
9. Manitoba Habitat Heritage Corporation
10. Partners FOR the Saskatchewan River Basin
11. Prairie Provinces Water Board
12. Red River Basin Commission
13. Shoreline Erosion Technical Committee
14. Conservation Districts Association and Commission
15. Fisheries Enhancement Fund – Provincial Wide
16. Water Stewardship Fund – Provincial Wide



# F Analysis



## **Organization Structure and Reporting**

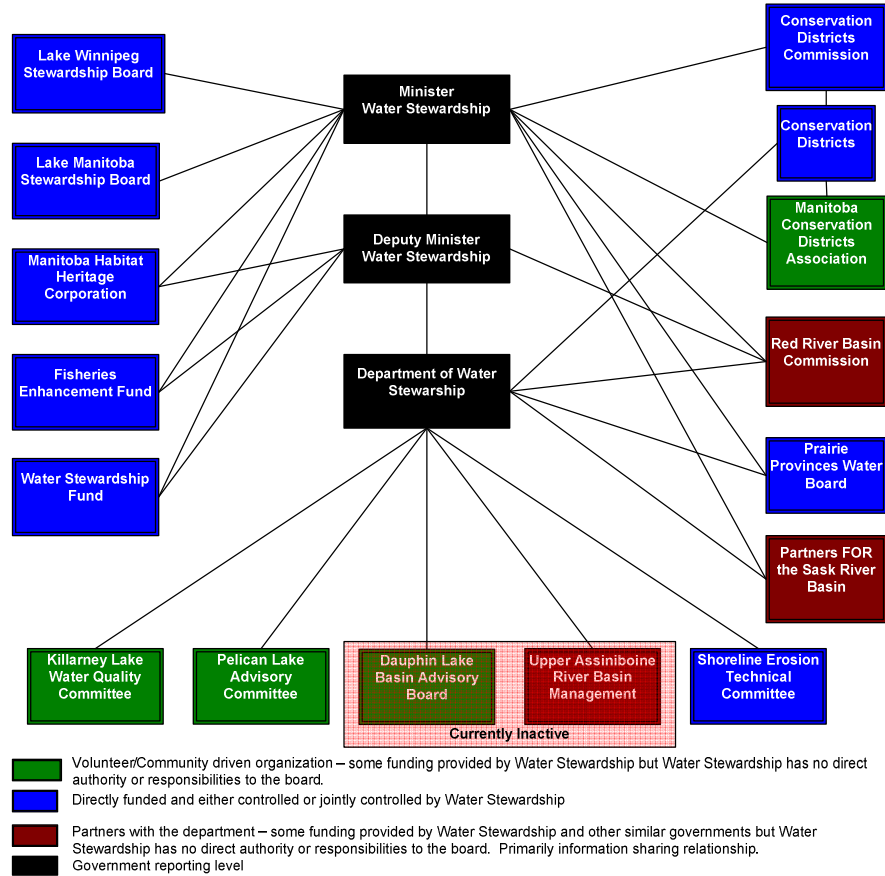
An organizational map was developed to show the relationships between the various ABCs and the Department. Reporting was based on three categories:

1. Directly funded and controlled by the Department
  - Financial and operational reporting to the Department
  - Mandate developed by or with guidance from the Department
2. Partner with the Department
  - Some or all funding from the Department
  - No operational reporting
  - No departmental control over mandate or operation
  - Primarily information sharing with other similar provincial or federal partners
3. Volunteer/Community based Organization
  - Some operational funding from the Department
  - No operational reporting
  - Primarily formed by local interest groups

The following diagram identifies the reporting relationships of the in-scope organizations to the Minister, Deputy Minister, and Department of Water Stewardship.

### Manitoba Water Council

Relationship of Agencies Boards and Commissions Reporting to Water Stewardship



## **Watershed Planning and Management**

- Primary watershed management and planning is being performed at the CD level. Only the Red River Basin Commission and the Lake Winnipeg Stewardship Boards specifically acknowledge contributing to watershed management plans at the basin level as part of their mandates.
- Where the CDs have been organized on boundaries other than watershed boundaries, there are challenges in developing integrated watershed management plans as a number of CDs must work together and agree on resource usage and allocations.
- Although there is cross membership and some communication between organizations, there does not appear to be a formalized process for communicating lake or basin level objectives to the CDs responsible for establishing the IWMPs.
- The process for developing and approving IWMP is not well understood.

## **Watershed Stewardship**

- There are a number of agencies performing similar functions such as research and providing outreach/awareness education seminars. There is potential for overlap/duplication of these services.
- There is a high level of cross participation and involvement by knowledgeable individuals in the water community, however communication channels between organizations involved with the various levels and aspects of water stewardship could be improved.
- There are a number of organizations with overlapping mandates, and in some cases, the mandates are not clearly defined. It is difficult to determine where levels of authority lie which increases the need for improved communication between groups.

## **Impact of Programs**

- In some instances direct economic development was identified due to government and private funding for research and delivery of programs.
- In some instances economic incentives are being provided for organizations/individuals to adopt best practices however this is not the norm.
  - MHC Fencing program
  - MHC Easement program
- Most organizations identified the indirect impacts of maintaining a healthy water system that supports trade, tourism, and healthy living as the primary economic impact of their programs and services.

## General

- There are a number of ABCs that have been established and developed in response to specific needs affecting a specific area. Overall, there were no significant gaps identified where services or programming were not adequate to address the identified issue.
- With the number of organizations addressing the various water needs in the province there is always potential for duplication and inefficiencies in how services and programs are delivered.
- Observations of potential gaps and duplication of services were identified through interviews with selected contacts and through review of the information provided. Observations and recommendations are presented in the following table.

# G Observations and Recommendations



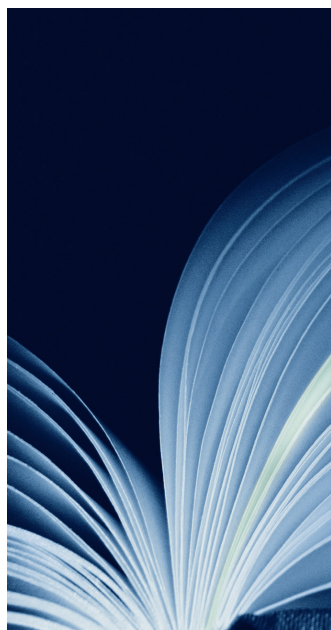
| Observation  | Recommendation  |
|--|---|
| <p>1. There are no current formal links or communication channels from LWSB and LMSB to the CDs / Watershed Authorities as they develop IWMPs. There has been some information transfer through conferences and cross representation on boards, however, this is not structured and it is not clear how information is disseminated to the various groups.</p> | <p>Manitoba Water Council should consider implementing policies and procedures for structured meetings or reporting from the basin level stewardship boards and advisory committees to the CDs or Watershed Authorities. This will enable better communication between the groups and provide consistent communication of the basin wide objectives to all relevant CDs and Watershed Authorities</p>   |
| <p>2. Regional organizations such as The Upper Assiniboine River Management Board have become inactive. It is not clear how recommendations from their published report "<i>Upper Assiniboine River Basin Study</i>" and other regionalized reports are being monitored, addressed, or implemented.</p>  | <p>Manitoba Water Council needs to ensure there is a process for following-up on the recommendations from regional reports to the appropriate water authority.</p> <p>This could include establishing policies through the Conservation Districts Commission to have the relevant CDs or Watershed Authorities provide updates on the implementation of the recommendations of reports.</p> <p>In addition, Council should identify a process for exchanging information with transboundary counterparts participating in a regional study to determine the extent of work done and to develop appropriate relationships to further address recommendations of the study.</p> |
| <p>3. It is not clear which organization is responsible for development of inter-provincial or inter-jurisdictional integrated watershed planning at the basin level. The Red River Basin Commission is developing a framework for its basin and the LWSB and LMSB provide recommendations for best practices; however, similar protocols</p>                  | <p>Manitoba Water Council should consider how inter-provincial or inter-jurisdictional integrated watershed planning at the basin level will be established.</p>  |

| Observation  | Recommendation  |
|--|---|
| <p>have not been established for other basins or watersheds on provincial and international boundaries.</p>  |   |
| <p>4. There are a number of advisory committees and boards with specific mandates for lakes, rivers, or streams, and in some cases with mandates only for certain control structures or issues relating to a lake river or stream. In many cases these groups are funded by Water Stewardship and the boards are made up of local interest groups with some departmental representation. As there is no formal structure for communication between these groups and the local CDs or Watershed Authorities, there is potential for duplication of services or gaps in watershed planning and management for the area. This is especially true where there may be multiple CDs or Watershed Authorities involved.</p> | <p>Manitoba Water Council should consider developing policies and procedures for improving the communication and connectivity between organizations with specific mandates for lakes, rivers, or streams, the department, and the Watershed Authorities (CDs) responsible for implementing watershed planning and management in the province.</p> |
| <p>5. There currently are no active basin wide advisory groups for a number of basins and sub-basins including the Upper Assiniboine River Basin, Lake Manitoba, and the Winnipeg River Basin. As a result, only the local CDs or Watershed Authorities are responsible for watershed planning, management and stewardship and this may not address the higher level issues at the basin level.</p>  | <p>Manitoba Water Council should consider whether basin level oversight bodies should be established for each of the basins in the province. These oversight bodies could provide basin level objectives and guiding principles for developing complimentary integrated watershed management plans within the basin.</p>                          |
| <p>6. MHHC and CDs/Watershed Authorities are both involved in the delivery of projects and services related to watershed management and planning. For example both groups could be performing fencing programs or riparian zone repair projects. There is potential for duplication of programs as there does not appear to be a clear link between the activities of the MHHC and the development of Integrated Watershed Planning.</p>   | <p>Manitoba Water Council should encourage the development of policies and procedures for coordinating activities between the MHHC and the local CDs/Watershed Authorities. Coordination of these activities could be established through the Conservation Districts Commission.</p>  |
| <p>7. The current mandate of Shoreline Erosion Technical Committee (SETC) is</p>   | <p>a) Manitoba Water Council should recommend expanding the mandate</p>   |

| Observation  | Recommendation   |
|--|--|
| <p>only for Lake Winnipeg and its use is voluntary. As a result, some CDs, Watershed Authorities, and other lake advisory boards may be performing shoreline erosion projects but without the access to the expertise of the SETC.</p>   | <p>of the SETC to the entire province.</p> <p>b) Council should consider development of permit requirements to encourage the use of the technical expertise of the committee and to encourage best practices in preventing and repairing shoreline erosion.</p>  |
| <p>8. Not all CDs or Watershed Authorities appear to have the same programs and mandates. In addition, some CDs are formed on arbitrary or political boundaries rather than watershed boundaries. This creates difficulties in determining what areas are being addressed, missed, or duplicated by the CD or other advisory boards. For example, some CDs perform water quality testing and operation of infrastructure and controls structures while others do not.</p>        | <p>Manitoba Water Council should consider using the Conservation Districts Commission to develop a clear mandate to be used for all CDs and Watershed Authorities. The mandate should clearly define jurisdictional boundaries, program and communication requirements with other jurisdictions and advisory boards, and the services and programming to be provided.</p> <p>There is a current initiative to further develop CDs along watershed boundaries. This initiative should be accelerated to enable a more consistent approach to watershed planning and management across the province.</p> |
| <p>9. Fisheries Enhancement Fund (FEF) provides funding for the enhancement, conservation and development of Manitoba's recreational fisheries resources. Projects could include items such as developing hatcheries or fish habitat rehabilitation. It is not clear how, or if, watershed planning or management are considered in the approval process for FEF projects. There is potential that these projects may negatively impact other watershed management projects.</p> | <p>Manitoba Water Council should establish policies and procedures for considering the impacts on local watershed planning and management during the approval process of FEF projects. Inclusion of local watershed planning authorities in the circulation of approval for projects may need to be considered.</p>  |
| <p>10. A significant number of the organizations included in the scope of this study had some involvement with developing educational and water management awareness programs. The resources required to develop programs and materials can be significant and there</p>   | <p>Manitoba Water Council should consider developing basin or province wide research and educational programs to ensure themes are clear, and consistent and that the appropriate programs are being</p>   |

| <b>Observation</b>  | <b>Recommendation</b> |
|---|-----------------------|
| is potential for duplication and or inconsistent programs being developed by each of the organizations. Greater efficiencies and consistency may be possible by developing more centralized educational awareness programs. | delivered.            |

# H Next Steps



| Activity  | To be performed or initiated by: |
|---|----------------------------------|
| 1. Presentation of final report to participating organizations and their representatives.   | KPMG and/or Water Stewardship    |
| 2. Consider expanding the assessment of the Manitoba Department of Water Stewardship to include: <ul style="list-style-type: none"> <li>• Internal programs delivered by Water Stewardship</li> <li>• Other agencies, boards, commissions reporting to Water Stewardship that were outside the scope of this engagement</li> <li>• External agencies not reporting to Water Stewardship that have a vested interest in water management in the province.</li> </ul> | Manitoba Water Council           |