



5. Overarching Themes & Recommendations of General Application

5.1 Solidifying an Ongoing Process: Continuing the Creation of a Broad Area Plan & Possible Options – An Interim Planning Authority

Key to the construction of a Broad Area Plan for the east side of Lake Winnipeg has been the participation of its residents. As previously noted, there are 16 First Nations communities in the area comprising 96 per cent of the total population of 36,000. Off-reserve, Métis and other residents make up the remaining four per cent of the population, dispersed among a number of Northern Affairs and other communities. As indicated in the review of the public participation process (Chapter 4 – 4.3), the East Side Round Table, First Nations Council and East Side Advisory Committee members have worked hard at disseminating information on the Broad Area Plan throughout the region and attending numerous community meetings to gain valuable feedback on issues and concerns relating to the planning process and the content of the plan itself. This has been done with modest resources and a limited time frame.

The work has been further complicated by the uniqueness of the venture, the vastness of the area, and the importance and complexity of the issues. Nevertheless, most communities, while asserting that there is still insufficient information in the communities about the Broad Area Plan for the east side of Lake Winnipeg, have committed to engage in the planning process.

Communities have participated in an initial round of information sharing and gathering sessions, producing an initial *What We Heard* document. This is now being supplemented by more in-depth work in the communities undertaken by community development specialists resourced by the ESPI process. NACC communities and Métis locales have been so engaged and work in First Nations communities is scheduled to begin in the fall of 2004. It is hoped that this work will produce more formal community submissions that will be



considered and incorporated into the Broad Area Plan following the submission of this status report.

Six Manitoba government ministers have also visited First Nations communities on the east side to restate the government's commitment to this process and garner opinion about the future of the east side of Lake Winnipeg and the Broad Area Plan. As well, 13 of 16 First Nations communities on the east side of Lake Winnipeg have signed a historic *Memorandum of Understanding*. This is the first step in negotiating a Protocol of Agreement between East Side First Nations communities and the Government of Manitoba in defining a new relationship. It must be noted that all First Nations within the planning area continue to be represented at the table. The Government of Manitoba has also committed itself to a separate process for negotiating a Protocol with the Métis Nation resident on the east side of Lake Winnipeg. These *Protocols of Agreement*, when completed, will be incorporated as a vital component of the Broad Area Plan for the east side of Lake Winnipeg. Numerous follow-up meetings have been held in the east side communities with chiefs, mayors and their councils and these have been complemented by separate conferences and workshops in Winnipeg and the east side communities with elders and youth.

Clearly much has been done, and much remains to be done. The submission of this preliminary report can be but a bridge to the on-going work required to complete this complex and important process. This unique initiative has both raised expectations and provided all parties with an opportunity to chart new, more constructive relationships.

Indeed, few jurisdictions in Canada have undertaken an initiative of such breadth, scope and vision. With patience and perseverance, it has the potential to significantly contribute to Broad Area Planning in Canada. The essence of this Broad Area Plan will be the significant breadth of community support that it will enjoy because of the engagement of communities, residents and stakeholders who have an abiding interest in the future of the east side.

It is, therefore, essential that the government not break faith with this process and that the development of the Broad Area Plan proceed, unimpeded. The East Side Round Table and the First Nations Council have been told repeatedly that this is one of the most comprehensive public participation processes that the Government of Manitoba has undertaken. If it continues to be done with care and patience, the end product will be well worth the effort expended.

The East Side Round Table and First Nations Council remain convinced that an on-going structure and mechanism external to, but reliant upon government and partner resources is essential to the completion of the Broad Area Plan for the east side of Lake Winnipeg and its accompanying protocols. This ongoing mechanism, which we characterize as an *East Side First Nations Council (ESFNC)*, would be an interim structure with specific responsibilities and



authorities. The ESFNC would continue until such time as the Broad Area Plan is formally adopted and replaced with an appropriate, permanent collaborative governance mechanism. Options for the establishment of the ESFNC are considered below. Because this is an interim arrangement, the establishment of the ESFNC must be simple to accomplish. There will be no time for lengthy administrative or legislative processes to establish and empower the ESFNC. As well, the system under which the ESFNC makes decisions and recommendations must be straightforward and efficient.

The short-term nature of this arrangement also means that the current legislative and regulatory decision-making processes, such as environmental assessment and licensing, natural resources permitting and forest management practices, will remain in place. Whatever interim structure is adopted must be consistent with the requirements of the current legislation. The challenge is to provide the ESFNC with the ability to make decisions where legislation allows and have extraordinary influence in areas where there it has no explicit legislative support. As well, as ESFNC will not likely include representation from all communities in the area, it is important that individual communities maintain a degree of planning and development autonomy within the context of the interim measures adopted.


There are a number of ways such a body can be established and a number of factors to consider regarding the options for establishing and empowering the ESFNC. Current legislation and negotiated agreements provide authority and precedent for the establishment of the ESFNC with appropriate powers for an interim regime on the east side. Some legislative mechanisms and possibilities that currently exist are provided for in *The Planning Act* and *The Northern Affairs Act*. As well, the *Northern Flood Agreement* has set the stage for share-management agreements to allow the sharing of resource management in designated areas. Imaginative use of any, or a combination, of these tools should provide the means necessary to empower the ESFNC for the planning interim.

The Planning Act provides two options for establishing and empowering the ESFNC on the East Side of Lake Winnipeg. Section 10 of the act allows Cabinet, following consultation with the councils of nearby communities, to designate an area of special regional or provincial significance as a “special planning area”. The designation enables, among other things, the protection and conservation of the environment and of natural resources; and the preservation of visual corridors, recreation areas, historic and archaeological sites and wilderness areas. The designation includes conditions attached to the area during the planning process, including the temporary suspension of existing development plans and a moratorium on new development except with the written permission of the minister. It also establishes an advisory committee to advise and make recommendations to the minister regarding the preparation and implementation of a development plan, and related controls.

“After some 500 years of a relationship that has swung from partnership to domination, from mutual respect and co-operation to paternalism and attempted assimilation, Canada must now work out fair and lasting terms of coexistence with Aboriginal people.”

(RCAP)





Another designation option exists under *The Planning Act* (Section 99). The act deems the Minister of Northern Affairs to be the council for areas that are not incorporated communities and allows the minister to delegate some of his/her powers to a local committee or community council – to enact a development plan bylaw and a zoning bylaw for the area.

Under either of these designations, and based on the principles and recommendations articulated in this status report, the ESFNC could work cooperatively with First Nations governments, the Métis Nation government and the councils of the incorporated communities to develop some interim principles and criteria for development, including criteria for the use and lifting of a suspension of certain types or locations of developments. Manitoba Conservation could recognize these principles and give them due consideration during the development assessment process. Proposed developments would be vetted by the ESFNC to ensure they were consistent with these principles and criteria.

As a third option, *The Northern Affairs Act* provides the Minister of Northern Affairs with the authority needed to ensure orderly governance in the northern parts of the province. To this end, the minister acts as a municipality (except in incorporated communities). The minister can designate an area as a community and appoint a local committee to provide local services and act in an advisory/consultative capacity to him/her. The minister can delegate planning and management services to the local committee.

In a similar fashion to the options under *The Planning Act*, the Minister of Northern Affairs could establish the ESFNC as a local committee under *The Northern Affairs Act* and provide it with bylaw-making powers with respect to interim planning and management services. It is less definitive and less comprehensive than the delegation under *The Planning Act*, and might therefore be an advantage as an interim measure. As described above, through the development of interim principles and criteria for development, the local committee could have extraordinary influence in the environmental licensing process.

As a possible supplement to the above options, there is opportunity under *The Wildlife Act* to strengthen the wildlife management capability of the ESFNC. The act provides for the minister to enter into agreements with any group or individual for the joint management of wildlife, which includes the development and implementation of joint informational, educational or training programs; the conduct of joint biological or ecological investigations; and the joint management of wildlife habitats.

Because this provision is restricted to matters pertaining to wildlife, it is not an option to be used in isolation, but it could be supplemental to the other measures to provide more breadth of reach for the local committee or council established under *The Planning Act* or *The Northern Affairs Act*.

A fourth option involves the *Northern Flood Agreement (NFA)*, negotiated in response to the adverse environmental and social impacts caused by hydroelectric development in northern Manitoba in the 1960s and 1970s. It led to the development of share-management agreements with the First Nations that were signature to the NFA. Other First Nations communities have also negotiated share-management agreements. Although not developed pursuant to specific legislation, these agreements are legally binding. Among other things, they establish resource management boards, generally to develop and recommend resource management and land use plans.

The use of a share-management agreement with the ESFNC, as representative of the area outside the incorporated communities, is a possible approach to providing the ESFNC with the authority it needs to undertake its interim responsibilities. A problem is that the development of a share-management agreement is generally a negotiated process that takes considerable time to complete. Given the wide representation on the ESFNC, there could be quite diverse opinions about the terms of the agreement. As well, the *Protocols of Agreement*, which are to be a fundamental part of the final Broad Area Plan, are likely to focus extensively on share-management agreements. This duality may lead to much confusion as the process moves ahead. The use of the legislative options might be preferential because they appear to be more defined and less subject to negotiation, thus they should be more quickly implemented.

Each of these ideas departs from what currently exists, in that the existing legislative arrangements and share-management agreements are with definable communities – that is, they are community specific. For the ESFNC, however, “the community” to be designated, or the area represented by the “local committee” would need to include all of those lands surrounding incorporated towns and villages within the east side planning area, outside of First Nations reserve or Treaty Land Entitlement lands. The ESFNC, then, would be the community council or local committee for all of the lands in the east side planning process outside of those areas.


The proposed arrangement raises the question of the relationship between the larger area and the local communities. ESFNC should develop principles for decision-making during the interim period *vis-à-vis* the relationship between the ESFNC and individual community councils. For example, ESFNC involvement in local decision-making might be limited to those instances where the impacts of a decision would reach beyond the borders of a community. Or the ESFNC would review all development proposals in the east side area, but a decision would require the affirmation of a majority of the ESFNC and that majority would need to include the local community council.

However it is accomplished, it is critical that through whatever means are available, the ESFNC should be given sufficient status to influence the legislated government decision-making processes currently in place.

“Through the centuries our people have lived in this region and using their intimate knowledge of all forms of life, have practiced true sustainability. They have lived by hunting and fishing, gathering food and medicines as well as making a living through trapping and fishing without destroying the environment.”

(Poplar River First Nation – Website)





The recommendations relating to 5.1 *Solidifying an On-Going Process: Continuing the Creation of a Broad Area Plan & Possible Options – An Interim Planning Authority* attempt to propose mechanisms that will assist in continuing the development of the East Side of Lake Winnipeg Broad Area Plan. They respect the fiscal limitations under which the current government labours and recognize the need for the ongoing provision of modest resources, and the interest among many communities and stakeholders in achieving a measure of certainty about the future of the east side of Lake Winnipeg. The recommendations recognize that the ongoing development of the Broad Area Plan for the east side of Lake Winnipeg will continue to require oversight mechanisms. These mechanisms will require a measure of independence and must primarily reflect the population distribution on the east side of Lake Winnipeg.

Recommendations

5.1.1

The Government of Manitoba commit to continuing a comprehensive process of dialogue, negotiations and consultations with the inhabitants of the east side of Lake Winnipeg, and stakeholders to ensure the development of all components of the Broad Area Plan for the east side of Lake Winnipeg, including a *Protocol of Agreement* with East Side First Nations Governments which must respect, recognize and protect Aboriginal and Treaty Rights.

5.1.2

The Government of Manitoba also commit to negotiating, as part of the Broad Area Plan for the east side of Lake Winnipeg, a *Protocol of Agreement* with the Métis government representing the Métis Nation resident on the east side of Lake Winnipeg, which must respect, recognize and protect Aboriginal Rights.

5.1.3

The Government of Manitoba acting solely or in concert with other partners provide adequate human and financial resources to permit the comprehensive on-going process to complete all components of the Broad Area Plan including the *Protocols of Agreement*.

5.1.4

The Minister of Conservation actively explore the possibility of creating a resources and financial partnership with other provincial departments, the federal government, East Side First Nations, the private sector, public agencies and environmental non-governmental organizations in order to generate a pool of funds and other resources to permit the on-going development of a comprehensive Broad Area Plan.

5.1.5

The Government of Manitoba re-organizes the structural and operational support mechanisms for the on-going process by continuing with the East Side

First Nations Council, which would receive advice from an advisory body, and would serve until such time as the Broad Area Plan and the *Protocols of Agreement* are completed and adopted by the Government of Manitoba, First Nations and Métis governments.

5.1.6

The East Side First Nations Council be provided with a renewed mandate:

- To continue to facilitate and support negotiations and consultations on Protocols of Agreement with the First Nations governments;
- To continue to facilitate and support negotiations and consultations on a Protocol of Agreement with the Métis government representing the Métis Nation resident on the east side of Lake Winnipeg;
- To continue to provide and collect information, consider and analyze community and individual submissions, engage in discussions and prepare the final recommendations for the Broad Area Plan for the east side of Lake Winnipeg pursuant to the mandate initially provided by the Minister; and
- To assume planning authority for land use and development within the territory of the Broad Area Plan in providing the Government of Manitoba with direction and advice on major, large-scale land use developments or initiatives.

Until such time as the Broad Area Plan and the Protocols of Agreement have been concluded, the East Side First Nations Council shall assume planning authority for lands in the planning area at the earliest possible opportunity.

5.1.7

The Government of Manitoba consider the options identified in 5.1 in establishing and defining the planning authority for the East Side First Nation Council.

5.1.8

The Government of Manitoba shall consult with the East Side First Nations Council and seek its direction and recommendations on all major new land use developments, including cottage lot developments, or initiatives, such as those described in Phase 1 – Final Report, occurring within the planning boundaries of the east side of Lake Winnipeg. As such, the East Side First Nations Council will exercise regional planning powers to the maximum extent allowable under existing legislation or case law, until such time as the Government of Manitoba is in receipt of the final recommendations constituting the draft Broad Area Plan for the east side of Lake Winnipeg. It is understood that this authority extends only to those lands outside of reserve lands or Treaty Land Entitlements within the planning region, and in which First Nation and Métis Nation Governments, and the Government of Manitoba assert sole or joint interest and jurisdiction.



5.1.9

With respect to the composition of the East Side First Nations Council (ESFNC),

- That the ESFNC be presided over by an independent Chair whose appointment is subject to the mutual agreement of the ESFNC and the Government of Manitoba;
- That the ESFNC will consist of the twenty-one (21) members – sixteen (16) East Side First Nation Chiefs or their designates, one (1) representative from the Métis Nation government, or their designate, and four (4) representatives nominated by the East Side Round Table, with a preference for the inclusion of current members; and
- That the ESFNC will be assisted by an East Side Advisory Committee, the members of which shall be agreed upon by the ESFNC and the Government of Manitoba.

5.1.10

All decisions of the ESFNC be subject to the principle of a “double majority”, that being the majority of the ESFNC members and the authorized representative to the ESFNC of the First Nation governments within whose traditional lands, the land use activity is proposed to take place. It is understood by this principle, that no major developments may proceed without the expressed consent of the First Nation so affected. Conversely, should the ESFNC not approve a First Nations land-use initiative, it is incumbent upon the applicant First Nation, as part of a mediation process, to indicate how the initiative is consistent with the values and principles of the Broad Area Plan.

5.1.11

The ESFNC be supported by a sufficiently resourced and independent Secretariat, the head of which is appointed following the joint concurrence of ESFNC and the Government of Manitoba.

5.1.12

The ESFNC be assisted in the process of finalizing the Broad Area Plan recommendations for the east side of Lake Winnipeg by the East Side Advisory Committee recognizing that membership in this committee may have to be re-constituted so as to remain current. The ESFNC may wish to continue to use existing Broad Area Plan Working Groups or create other such support mechanisms.

5.1.13

It is understood that all such developments or initiatives identified in recommendation 5.1.8 above be subjected to a comprehensive *Aboriginal and Treaty Rights and Traditional Lands Impact Assessment* as part of any Environmental Impact Assessments that may be required. It is further recommended that the ESFNC, early in its mandate, commission research in order to establish an acceptable methodology for conducting such an assessment.



5.1.14

Consistent with the approach identified in 5.3 *Initiatives to Protect the Integrity of the Boreal Environment*, that all of the lands within the boundaries of the Broad Area Plan for the east side of Lake Winnipeg, external to human settlements are considered as “Protected” as further elaborated in Chapter 5.3, and pursuant to the processes defined above, it is understood that in this context, the ESFNC will assume planning authority for land use and development within the territory of the Broad Area Plan in providing the Government of Manitoba with direction and advice on major, large-scale land use developments or initiatives.

5.2 Building Positive Relationships with Aboriginal Peoples: Protocols of Agreement

Mandate

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

A key dimension of the East Side of Lake Winnipeg Broad Area Plan is to ensure residents from the Aboriginal communities participate in its deliberations. The majority of the residents living on the east side of Lake Winnipeg are First Nations peoples. The population of the Métis Nation resident on the east side is comparatively smaller than the majority living in communities under the jurisdiction of Aboriginal and Northern Affairs. The Métis Nation resident on the east side of Lake Winnipeg participate in the ESPI process as members of the East Side Round Table, Working Groups, and the East Side Advisory Committee.

As previously noted, the 16 First Nations communities within the planning area have a population of approximately 36,000 people, which represents 96 per cent of the total population. The chief and council of each community have appointed one person to serve on a First Nations Council. This 16-member council represents each First Nations community in meetings and other activities of ESPI.


One of the main objectives of the Broad Area Plan was, and continues to be, to seek advice from local community residents and others living in the area. Local knowledge received from community members, and especially from the elders, is seen as a key ingredient in the planning process of ESPI. It was with that in mind that a series of visits were made to communities to elicit input from a wide range of local interests.

The size of the area and geography has made community visits and information sharing a demanding process. Transportation and communication

“Manitoba work in partnership with Aboriginal peoples to develop a cooperative protocol to address the involvement of Aboriginal peoples where their land and resource use planning, significant resource allocation, development assessment and review and regulatory mechanisms, including effects assessment tools and documents are affected.”

(Consultation on Sustainable Development Implementation – 1999)





realities in the north create difficulties in networking with society in the south. As well, communities in the north are confronted daily with a barrage of never-ending social and economic challenges. Leadership and organizations are repeatedly faced with the reality of balancing their time between working towards solving immediate issues and focusing on longer term planning, with the latter often being sacrificed for the urgency of the matters at hand. This situation has had an impact on the exchange of information between communities and the East Side Planning Initiative. For that reason, community visits by the East Side Round Table and Secretariat members often did not have a desired level of participation from the communities. It did not mean that ESPI was seen as an unimportant process to communities, but rather, ESPI has had to take its place along with many other immediate pressing issues in communities. Therefore, conditions and circumstances in communities have been a factor in attempting to determine timelines and outcomes both in conveying and eliciting information.

Clearly, the effective exchange of information with northern and Aboriginal communities is a time-consuming process. Communities must be given the time required to digest the information and think about what role they will play and how their participation can contribute to the Broad Area Plan. To that end, there is still much work that has to be done to satisfy the need sought by communities to understand the components of the Broad Area Plan and how to participate fully in its development.

An ongoing process of information exchange between ESPI, First Nations and the Métis Nation resident on the east side of Lake Winnipeg must continue. This is necessary if the hope is to develop an atmosphere of mutual understanding and a willingness to build relationships. During visits to communities, Aboriginal people who attended meetings expressed an interest in being full participants in planning for the future of their communities and the environment.

Developing a Broad Area Plan for the east side of Lake Winnipeg continues to be the objective of ESPI. First Nations, being the majority of residents in the area, have a special relationship to the land. The Métis Nation also has this special relationship. For that reason, their views and concerns must be a key component of the planning process. The ESPI process also respects and acknowledges First Nations and Métis Nation governments, peoples, communities, and their legal and constitutional rights. A Broad Area Plan without these essential ingredients will not serve the interests of local communities or other Manitobans in seeking a solid strategy for participatory and sustainable development on the east side. This acknowledgement and recognition is required to create the pillars of trust needed to build long-term relationships between Aboriginal people and non-Aboriginal governments.

To build dialogue and enduring relationships, however, it will be necessary for both sides to examine the evolution of current relationships and current perceptions that may have prevented deeper understanding and inhibited



progress and change in the past. New ideas and a new awareness are needed to create partnerships to build vibrant communities, while at the same time, protect the environment. An effective exchange of information, and opening the doors to a broader public participation, is fundamental to positively redefining these relationships.

Within the past eight months, ESPI teams consisting of Round Table, First Nations Council and secretariat members visited communities to present information and listen to concerns of residents. The message from many communities was the hope that this process could give them a forum to convey views and opinions on the pressing issues regarding their traditional territories and the environment. Among the concerns heard in many communities was that resource development and economic activity often happened in and around their areas without local input or benefit.

In such instances, communities did not have a voice in projects like mining, forestry, tourism or hydro developments. Throughout the ESPI visits, communities clearly indicated that a Broad Area Plan should contain a mechanism to provide communities with a voice, so that any economic activity or resource development projects (either by government or industry) within their traditional areas, would require local participation and support.

As noted earlier in the report, First Nations governments and the Métis Nation government on the east side of Lake Winnipeg must be partners in planning, due to their respective treaty and Aboriginal rights and their unique relationship to the land. To promote this partnership, ESPI has endeavoured to facilitate a *Memorandum of Understanding (MOU)* between First Nations and the Government of Manitoba. The MOU creates an agreement between First Nations living in the planning area and the Government of Manitoba. This document has committed the Government of Manitoba and the east side First Nations to discuss issues and concerns relative to the Broad Area Plan. As of the publication date of this status report, 13 of the 16 First Nations have signed this MOU. The next stage of working to resolve issues and build consensus on initiatives respecting the Broad Area Plan, will be a task requiring more complex negotiations.


The instrument needed to accommodate a more formal arrangement to partner and share in decisions respecting the Broad Area Plan would be the *Protocols of Agreement*. Such agreements resemble an official procedure or set of rules for working towards negotiation and consensus. They are guides that parties must adhere to in attempting to establish working relationships and share management arrangements. The protocols would focus both on the process and contents of agreements that will meet the objectives of both parties.

There will also be a separate protocol negotiation process for the Métis Nation resident on the east side of Lake Winnipeg. ESPI will be meeting with their representatives to discuss the possibility of entering into protocol negotiations.

“We start with the principle of mutual recognition. This calls on non-Aboriginal Canadians to recognize that Aboriginal people are the original inhabitants and caretakers of this land and have distinctive rights and responsibilities that flow from that status. At the same time, it calls on Aboriginal people to accept that non-Aboriginal people are also of this land, by birth and by adoption, and have strong ties of affection and loyalty here. More broadly, mutual recognition means that Aboriginal and non-Aboriginal people acknowledge and relate to one another as equals, co-existing side by side and governing themselves according to their own laws and institutions. Mutual recognition thus has three major facets: equality, co-existence and self-government.”

(RCAP)





The Métis Nation is recognized as having Aboriginal rights based on their distinct status as an Aboriginal people within Canada. There will be a need to co-ordinate efforts to ensure there is no overlap in protocol negotiations between First Nations and other Aboriginal peoples.

As part of the ESPI process, First Nations communities in the planning area, and the Government of Manitoba, are currently engaged in a protocol negotiation process. This negotiation process is an integral part of the Broad Area Plan. Discussions held by both parties are in the preliminary stages and are intended to build a framework to guide decisions and initiatives within the Broad Area Plan. These *Protocols of Agreement* will constitute a fundamental component of the Broad Area Plan. Contained within these protocols will be provisions that determine how to implement the ingredients of the Broad Area Plan. Thus, the Broad Area Plan is very much about “what we want to do” and the protocols contained within the plan will determine “how it can be done”.

Community visits informed Round Table members that, historically, the views of Aboriginal people have not been considered seriously in most resource development activities or on environmental issues within traditional territories. It was frequently suggested that past governments may have informed Aboriginal communities of resource and industry activities but this cannot be considered participation or consultation. Recent court decisions have confirmed this and have prompted governments to re-examine their relationships with Aboriginal peoples.

The Protocols of Agreement will become an instrument within the Broad Area Plan to effectively guide progress and shape change for generations to come. At the same time, it ensures an ongoing role and full participation for Aboriginal peoples in determining outcomes within their traditional territories.

To build effective, enduring relationships, Aboriginal people in the east side planning area and the Government of Manitoba must endeavour to understand the origins and causes of today’s differences in views. It is critical to the ESPI process that the Government of Manitoba invests the time necessary to cultivate and nourish a new relationship with Aboriginal peoples, who have contributed so extensively to the development of this province. Attempts to reach agreements quickly and without an intense exchange of information, will not likely garner support of communities.

Recommendations:

5.2.1

A Protocol of Agreement be developed between the Government of Manitoba and First Nation governments on the east side of Lake Winnipeg and that the agreement will become an integral part of the Broad Area Plan and serve to guide its implementation.