

# *Government Policy Decision-making:*

How Initiatives are Started,  
Developed and Implemented  
with Agricultural and  
Environmental Examples

# *Outline*

- How does government act?
- How are environmental and agricultural decisions made?
- Examples:
  - Nutrient Management Act & regulations
  - Source Protection & Clean Water Act
  - Environmental Farm Planning - Agricultural Policy Framework

# *How are Environmental and Agricultural Policy Decisions Made?*

- How do initiatives get developed?
- Who makes the decisions?
- What types actions can be taken by government?
- How are those decisions implemented?
- How can decisions be influenced?
- How can decisions be changed?
- What is the role of “stakeholders” in decision making?

# *Who are the “Stakeholders”*

- Businesses
- Environmental groups
- Farmers
- Non-farm rural landowners
- Cottagers
- Urban residents
- Municipalities

# ***The Life Cycle of a Government***

- Year 1            The platform  
                    Getting acquainted and setting the course
- Year 2            Policy, policy, policy  
                    Legislation, legislation, legislation  
                    Getting it right/consultation/adjustment
- Year 3            Implementation, results  
                    Looking ahead
- Year 4            Election planning



# *How is A Government's Policy Agenda Set?*

- Sources for policy agenda:
  - Government's election platform
  - Throne Speech, Budget
  - Other government commitments (e.g. public statements)
  - Government's strategic direction
- Policy agenda influenced by:
  - Fiscal situation
  - Communications priorities
  - Stakeholder relations
  - Events
  - Political considerations



# *What can government do?*

- Legislation
- Regulation
- Education, training, extension
- Research
- Funding, grants
- Taxes, tax incentives
- Federal-provincial agreements
- Bi-national agreements
- International agreements

# Three Branches of Government in Ontario

Lieutenant Governor

## Executive Branch

- Premier
- Cabinet (Ministers)
- Cabinet Committees
- Ministries



## Legislative Branch

- Speaker
- Legislative Assembly (MPPs)
- Government Caucus
- Opposition Caucuses
- Standing/Select Committees
- Special Officers (e.g. Environmental Commissioner)

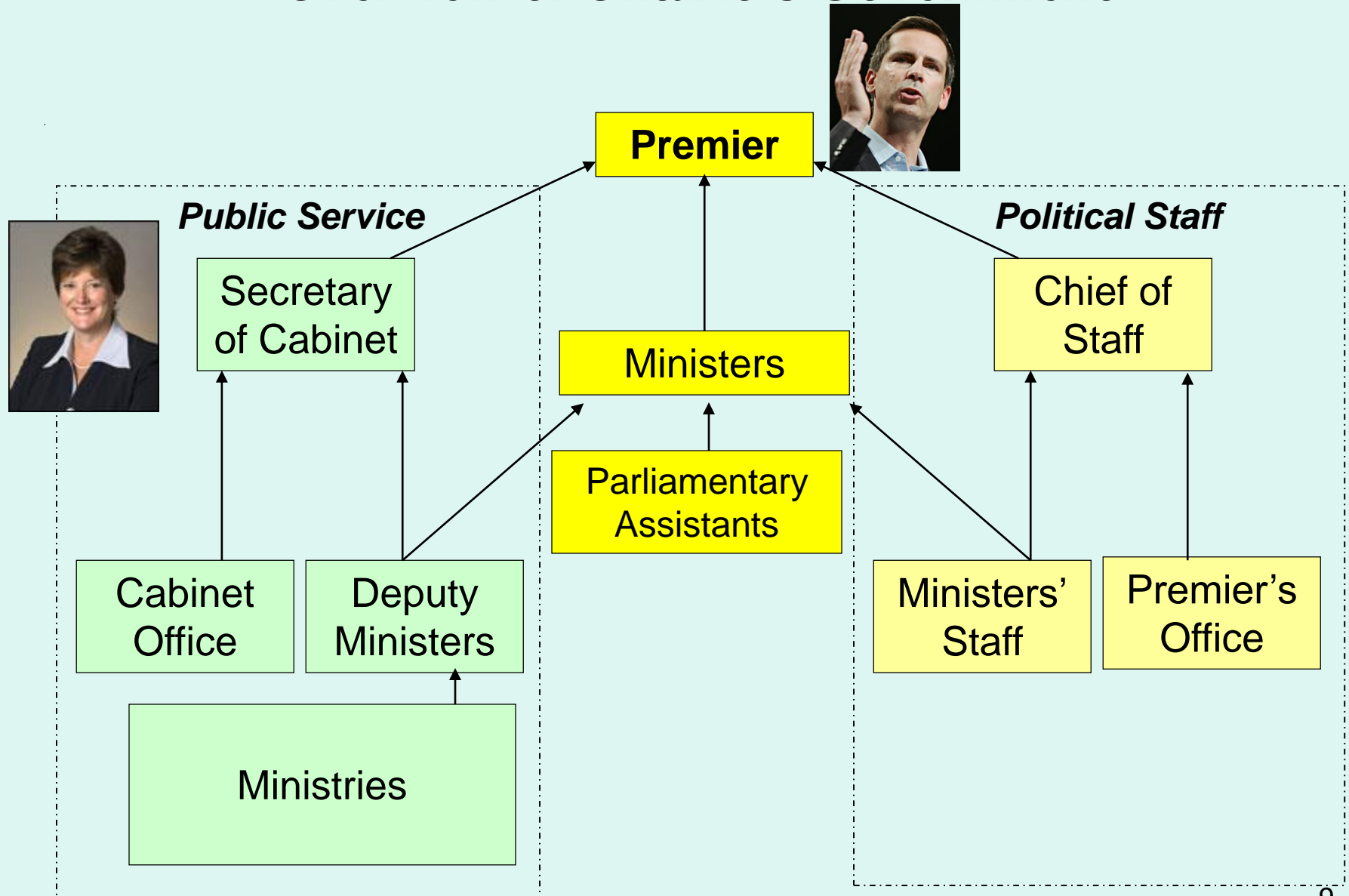


## Judicial Branch



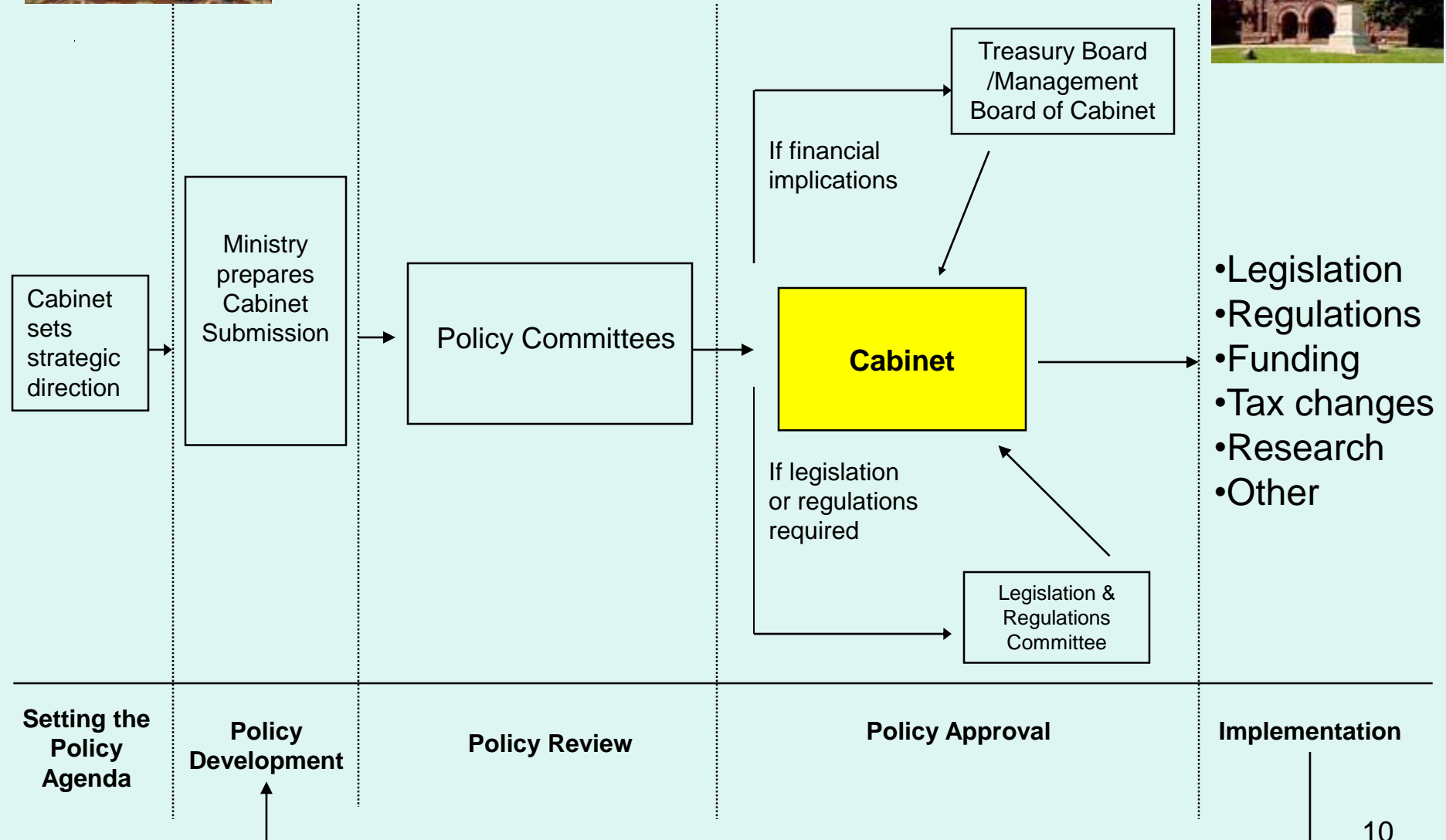


# Overview of Ontario's Government





# Policy Decision-Making Process



# *Examples of Environmental Policy Development*

- Nutrient Management Act & regulations
  - Groundswell of local concern develops over time
  - Change in rural demographics
  - Little consultation, lots of controversy
- Clean Water Act – source protection
  - Major tragedy – Walkerton
  - Lots of consultation, lots of controversy
  - Continuing implementation
- Environmental Farm Planning
  - Potential for regulation spurs voluntary action
  - Partnership between federal & provincial gov'ts & farm groups
  - Becomes major success
  - Adopted nationally through federal-provincial agreements

# *Timing*

1995

2000

2005

2009

**Nutrient Management**

**Source Protection – Clean Water Act**

Environmental Farm Planning

**Agricultural Policy Framework –  
Environmental Farm Planning**

↑  
Walkerton  
Tragedy

# *Nutrient Management*



Corbis

Lynn Betts, USDA/NRCS

Ken Hammond, USDA

## *1990s-Nutrient Management By-Laws*

- Municipalities began to pass nutrient management by-laws
- Each had different requirements
- Result was uneven patchwork of standards
- Farm organizations sought provincial standards

## *2000-Intensive Livestock Consultations*

- Discussion Paper on Intensive Agricultural Operations in Rural Ontario
- Task Force on Intensive Agricultural Operations in Rural Ontario
- Proposed Standards for Agricultural Operations in Ontario
  - Nutrient management



# *Walkerton Inquiry*

- Created June 12, 2000
- Part 1 - Circumstances causing outbreak – including, effect of government policies & practices
- Part 1 report, January 18, 2002
- Part 2 - Future safety of drinking water
- Part 2 report, May 23, 2002
  - Recommended regulation of farm impacts on water & cost sharing program
  - Nutrient Management part of response





# *Nutrient Management Act*

- Purpose: management of nutrients to enhance protection of environment and sustainable future for agriculture & rural development
- Goal to apply nutrients to meet annual crop needs
- Covers all nutrients e.g. manure, biosolids, fertilizers
- Goal of consistent province wide standards
- Was to supersede restrictive municipal bylaws (e.g. livestock numbers, land ownership)
- Science based standards



# Nutrient Management



# *Nutrient Management Act Legislation*

- June 2001 - Introduced for 1st reading
- September 2001 – Hearings by Committee of MPPs
- May 2002 - 2nd reading in Legislature
- May-June 2002 - Hearings
- June 2002 - 3rd reading & Royal assent
- Provides power to make regulations

# *2002 Consultation on Regulations*

- Major regulation released Dec 2002
  - Proposed extensive standards
  - Proposed to include all farms by 2008
- 30+ public meetings
- 500+ written submissions
- Thousands participated in consultation
- Great controversy



# *2003 New Direction on Regulation*

- March 2003 new direction announced
- Significant new direction in response to controversy
- Fewer standards, fewer farms affected
- Advisory committee to address technical issues & application to other farms







## *2004 More Changes*

- Continuing controversy
- New government promised to “get the nutrient management rules right”
- Extend deadline for large livestock farms to reach compliance, December 2005
- Financial assistance to reach compliance
  - Nutrient Management Financial Assistance

## *2005 Yet More Changes: Regulation & Financial Assistance*

- Continuing controversy
- Simplify regulation, provide more flexibility
- Enhanced financial assistance
- Require all new & expanding livestock farms to comply with some standards
- Research on key issues regarding nutrient management

# *Clean Water Act*



- Designed to protect existing & future sources of drinking water
- Focus on protecting municipal drinking water systems
- Outlines requirements for:
  1. Process for Source Protection Planning
  2. Assessment Report
  3. Source Protection Plan
  4. Implementation of Source Protection Plans
  5. New municipal powers for implementing Plans



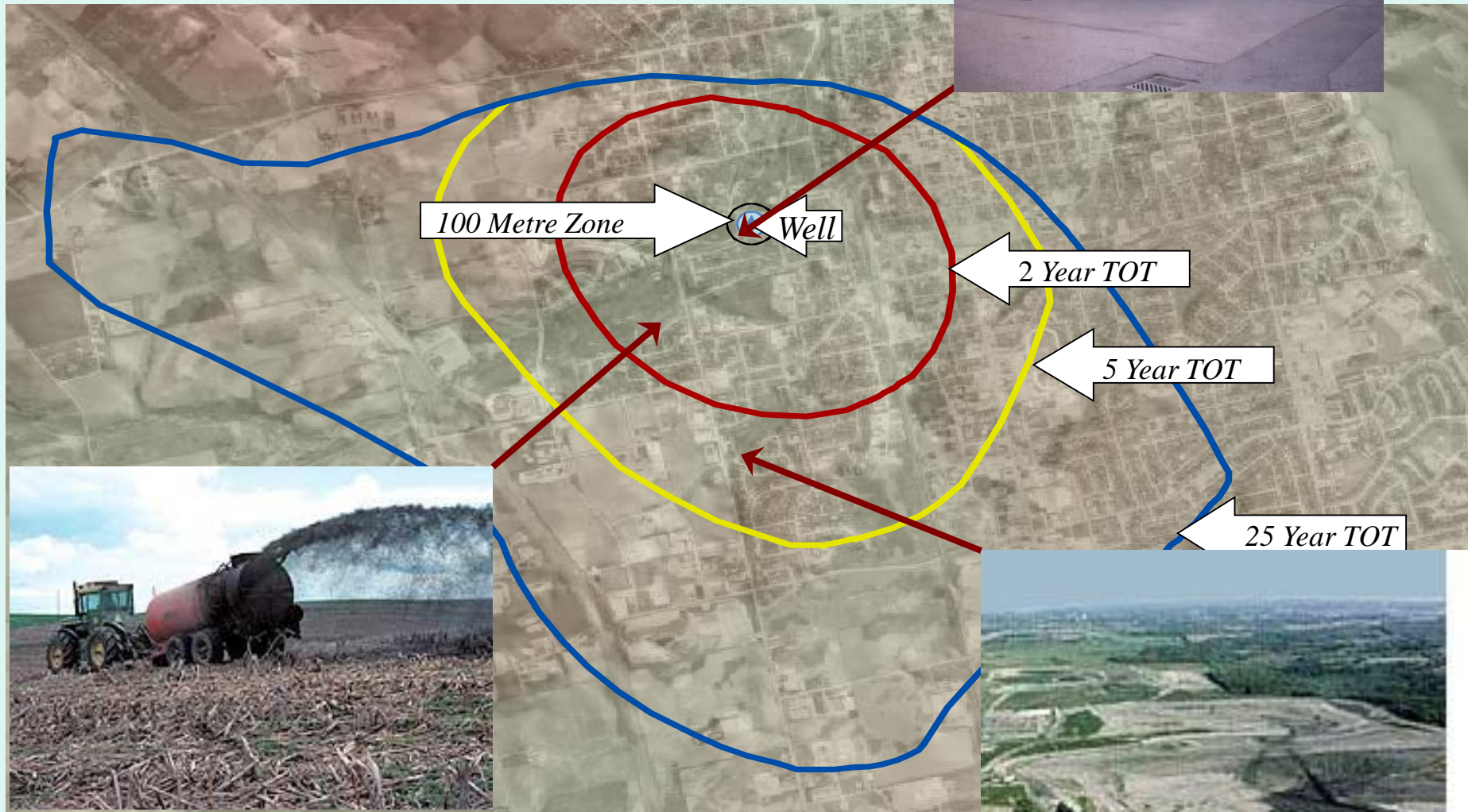


# *Source Protection Plans*

- Source Protection Plan sets out how to protect drinking water sources
- Source Protection Plans will identify policies to:
  - Reduce risks posed by existing activities identified as significant risks
  - Ensure possible future activities do not become significant risks
- Municipalities can restrict land uses Negotiate risk management plans with property owners
- Property owners can seek dispute resolution or appeal
- Drinking Water Stewardship Program provides financial assistance to support farmers & small rural businesses to reduce threats to drinking water

# Wellhead Protection Areas

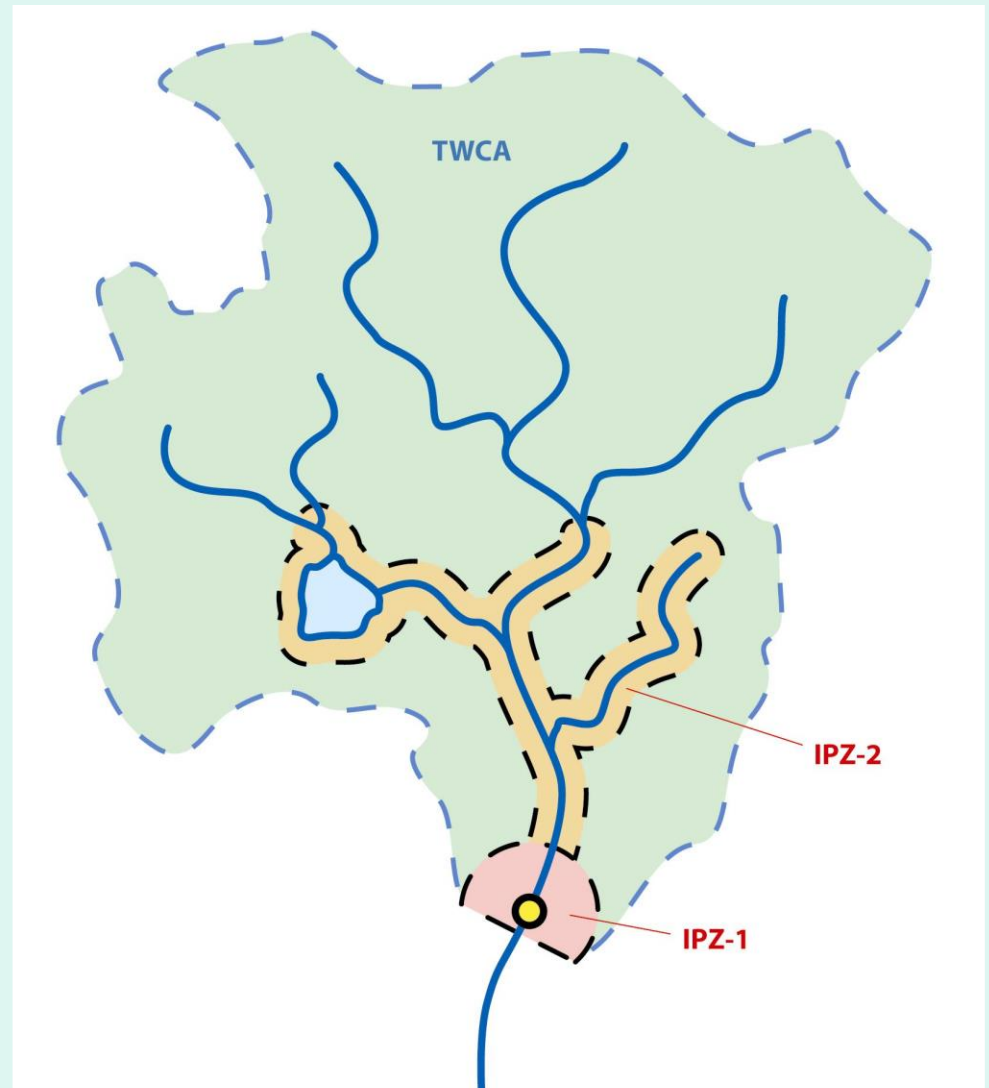
## Groundwater source Municipal Wells



# *Surface Water Vulnerability Analysis*

Intake Protection  
Zones

Municipal Water  
Plants using  
surface water



# *Clean Water Act development Chronology*

- May 2002: Walkerton Inquiry - 22 source protection planning recommendations
- 2002-03: Source Protection Advisory Committee
- February 2004: White Paper for public comment
- June 2004: draft legislation for public comment
- December 2003: two source water protection advisory committees to provide advice
  - Technical Experts and Implementation Committees
- November 2004: Reports submitted to MOE



# *Clean Water Act development*

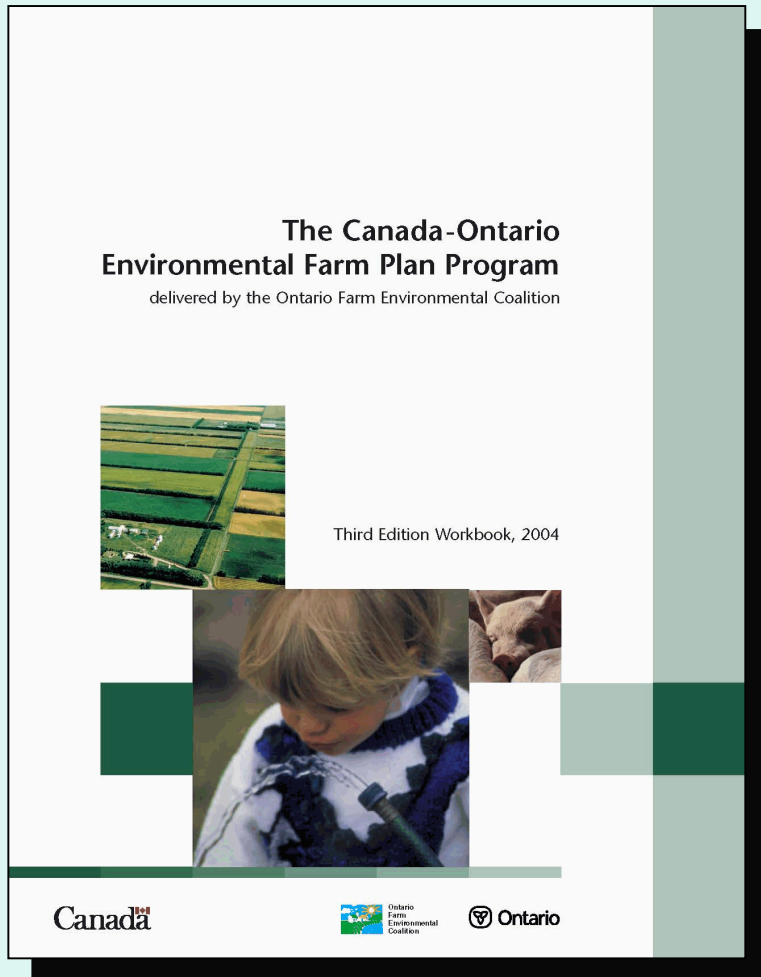
## *Chronology continued*

- Legislation (Bill 43) introduced 2005
- Drinking Water Stewardship Program announced
- Advisory panel on stewardship program
- Legislative Hearings 2006
- 3<sup>rd</sup> reading and Royal Assent 2006
- Regulation development 2006-present
- Source protection planning committees set up 2006-07
- Analysis & research by Conservation Authority staff & consultants
- Results to come





# *Environmental Farm Plan*



# *What is an Environmental Farm Plan?*



- Voluntary, confidential risk assessment prepared by each farm
- Rank performance in 23 topic areas
- Builds farmers' environmental awareness
- Rank farm's performance on each topic
- Action Plan to improve farm ratings
- Peer review
- Ready to take action
  - Projects eligible for cost shared funding

# *Environmental Farm Plan - Origins*

- 1990 new government
- Possibility of regulation of farms
- Agriculture Minister's advisory committee on environmental sustainability 1991
- Led to formation of Ontario Farm Environment Coalition
- Our Farm Environment Agenda
- Consensus-based partnership with governments



## *EFP Development: 1991 to Present*

1991	Partnership development (OFEC, OMAFRA, AAFC)
1993	Pilot EFP Program developed
1993-1996	EFP – 1st Edition implementation
1996-2004	EFP – 2nd Edition implementation
2004	EFP 3rd edition for Agricultural Policy Framework (APF)
2005-2008	EFP implementation under APF

# Agricultural Policy Framework (APF)

## Agriculture and Agri-Food Sector



# *APF Environment Chapter*

- 2001 Federal-Provincial-Territorial agreement
- 2003 Canada-Ontario agreement signed
- April 2005 implementation began
- Environment a key pillar of agricultural policy
- Nation-wide agri-environmental programs
- Comprehensive approach
- \$78 million committed in Ontario
- Historic boost to build agricultural stewardship

# *Questions*

- How would you try to influence decisions?
- How would your stakeholder group influence policy?
- How should government do policy development?
- How can an average citizen hope to understand or influence policy?

# *Comments, Questions, Discussion?*

