

**TERMS OF REFERENCE –
CARROT-SASKATCHEWAN
RIVER INTEGRATED
WATERSHED
MANAGEMENT PLAN**

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1.0 INTRODUCTION

The intent of this document is to provide the scope, schedule and budget for the development of the Carrot-Saskatchewan River Integrated Watershed Management Plan. The document also provides important information about the watershed to consider during the planning process.

PURPOSE

The purpose of the Carrot-Saskatchewan River Integrated Watershed Management Plan is to positively influence land and water management with a focus on protecting water, aquatic ecosystems and drinking water sources in the Carrot River and Saskatchewan River watersheds. It is not intended to replace existing land and water management legislation or associated requirements currently in place.

The general process for this planning initiative is as follows:

- Compile existing information about the watershed;
- Identify partners and key stakeholders in the watershed;
- Consult and engage the public, municipalities, and First Nations in the planning area;
- Review current management practices;
- Identify key issues affecting water, aquatic ecosystems and drinking water sources;
- Establish goals for the plan;
- Develop recommendations to address watershed issues and meet goals; and
- Develop an implementation strategy including measures of success.

KEY DEFINITIONS AND CONCEPTS

A **watershed** is topographically defined area of land where all the precipitation that falls within that area generally flows to a common downstream point, such as a lake or large river. Some precipitation that falls within a watershed will infiltrate soil and percolate into the ground to become groundwater. **Groundwater** is found in the tiny spaces between bits of sand and gravel or in fractures in the bedrock.

Land and water are closely connected throughout a watershed. Activities in the upstream area of a watershed can influence downstream conditions. Also, changes in land use activities can influence changes to surface water and groundwater quantity and quality. These kinds of inter-relationships will be considered throughout the development of the Carrot-Saskatchewan integrated watershed management planning process.

PRINCIPLES OF INTEGRATED WATERSHED MANAGEMENT

Interdependence	Land and water are interdependent of each other and must be managed as such.
Accountability	We are accountable for our actions and must therefore make decisions that account for the social, economic and environmental consequences of those decisions.
Transparency	The planning process shall be transparent and all information made publicly accessible.
Respect	All meetings and discussions must be fair and respectful and provide an environment for sharing ideas and solutions.
Recognition	There must be recognition of all existing rights, treaties, agreements and obligations.
Opportunity	The planning process shall provide opportunities for meaningful participation.
Cooperation and Coordination	Cooperation and coordination are needed among all government and non-government interests.
Balance and Integration	Consideration of social, economic and environmental costs and benefits must be an integral part of all decision making.
Commitment	Watershed management requires a long-term commitment, with ongoing adaptation based on information provided by regular monitoring and updates.
Support	Support for the planning process extends beyond meeting participation, and is best demonstrated through plan implementation.

PARTICIPANT ROLES AND RESPONSIBILITIES

Water Planning Authority

Through a Memorandum of Understanding signed by the Minister of Water Stewardship on April 13, 2011, Manitoba designated the Kelsey Conservation District as the Water Planning Authority for the Carrot-Saskatchewan River watershed. As the Water Planning Authority, the Kelsey Conservation District is responsible for developing an integrated watershed management plan for the Carrot-Saskatchewan River watershed that meets the requirements and intent of *The Water Protection Act*.

Project Management Team

The Project Management Team is a small group of key representatives appointed by the Water Planning Authority with the primary role of developing the integrated watershed management plan. They are the key decision makers and hold the formal responsibilities of the Water Planning Authority as described in *The Water Protection Act*. Their initial responsibilities are to develop the Terms of Reference and hold public engagement meetings, followed by establishing the Watershed Team. Collecting relevant technical information, coordinating all meetings and related advertisements, writing the plan, and developing a public communications and implementation strategy. The Project Management Team is also responsible for delivering an open, inclusive and balanced planning process.

Membership of the Project Management Team include:

- Kelsey Conservation District;
- R.M. of Kelsey;
- Town of The Pas;
- Tolko Ltd.;
- Opaskwayak Cree Nation;
- Mosakahiken Cree Nation;
- Ducks Unlimited Canada;
- Manitoba Conservation and Water Stewardship; and
- Manitoba Agriculture, Food and Rural Initiatives.

Watershed Team

The Watershed Team is a group of representatives from government, First Nations, producer groups, environmental, non-government organizations and other agencies that have important management responsibilities in the watershed, strong interest and key stake in the long-term sustainability of the watershed, and/or background knowledge and experience in the watershed. Their primary role is to provide technical and background information to

the planning process in order to support direction and decisions. Their responsibilities include: submitting technical reports and information, attending one or two Watershed Team meetings, participating in discussions about watershed issues, providing recommendations and options to address watershed issues, providing feedback on the draft plan, and sharing responsibility for implementing the plan.

Membership of the Watershed Team to include, but is not limited to:

- Manitoba Conservation and Water Stewardship
 - Office of Drinking Water
 - Groundwater Management
 - Water Quality Management
 - Fisheries
 - Drainage Licensing
 - Water Control Systems Management
 - Environmental Services
- Manitoba Infrastructure and Transportation
- Manitoba Agriculture, Food and Rural Initiatives
- Manitoba Hydro
- Manitoba Local Government
- Opaskwayak Cree Nation
- Mosakahiken Cree Nation
- Aboriginal Northern Affairs
- R.M. of Kelsey
- Town of The Pas
- Tolko Ltd.
- Agriculture and Agri-Food Canada – Agri-Environment Services Branch
- Department of Fisheries and Oceans
- Ducks Unlimited Canada
- Carrot River Valley Watershed Association (Saskatchewan)
- Saskatchewan Water Security Agency

Municipalities, First Nations, Aboriginal Governance and Non-Government Organizations

Municipalities, First Nations, Aboriginal communities, and Non-Government Organizations are asked and encouraged to work respectively and cooperatively throughout the planning process and make suggestions and decisions for the betterment and sustainability of the watershed. Their collective responsibilities are to attend meetings and participate in discussions about watershed issues, provide recommendations and options to address

watershed issues, provide local background information, provide input and feedback on the draft plan, and share in plan implementation.

The planning process recognizes the fundamental principles of Canadian constitutional law, including the recognition and affirmation of Aboriginal and Treaty Rights, including those respecting natural resources and waters on Crown Lands and Reserve Lands. Traditional uses such as hunting, fishing, trapping and gathering of plants for food, medicinal and ceremonial uses will be included in the planning process.

GUIDING LEGISLATION AND POLICIES

The Water Protection Act guides the development of integrated watershed management plans in Manitoba. The purpose of the *Act* is to provide for the protection and stewardship of Manitoba's water and aquatic ecosystems, recognizing:

- a) that Manitoba's social and economic well-being is dependent upon the sustained existence of a sufficient supply of high quality water;
- b) the importance of comprehensive planning for watersheds, with respect to water, land and ecosystems, on a basis that acknowledges and considers their interdependence;
- c) that water resources and aquatic ecosystems require protection to ensure the high quality of drinking water sources;
- d) the importance of applying scientific information in decision-making processes about water, including the established of standards, objectives and guidelines;
- e) the need to protect riparian areas and wetlands; and
- f) the benefits of providing financial incentives for activities that protect or enhance water, aquatic ecosystems or drinking water sources.

Part 3 of *The Water Protection Act* relates specifically to watershed management plans. It describes the designation, roles, and responsibilities of a Water Planning Authority, required content of an integrated watershed management plan, required consultations, process for plan approval and amendments, establishment and purpose of the Water Stewardship Fund, and the establishment, role and responsibilities of the Manitoba Water Council. As well, it identifies the importance of developing plans that address land drainage and flood control, protect drinking water sources, and identify ways that the plan can be implemented, monitored and evaluated.

The following legislation is also relevant to water management and protection in Manitoba:

- *The Water Rights Act*

- *The Environment Act*
- *The Drinking Water Safety Act*
- *The Ground Water and Water Well Act*
- *The Planning Act*
- *The Health Act*
- *The Water Resources Conservation Act*

LINKAGES BETWEEN WATER MANAGEMENT AND LAND USE PLANNING

To ensure an integrated approach to planning, all efforts will be made to recognize the Provincial Planning Regulation of *The Planning Act* and specify linkages to the Provincial Land Use Policies. The planning process will also consider local land use plans such as Opaskwayak Cree Nation Land Use Policies, water management plans, and local municipal development plans.

This integrated watershed management plan will specify opportunities for linkages to local development plans and outline information important to consider when undertaking land use planning in the future.

2.0 WATERSHED INFORMATION

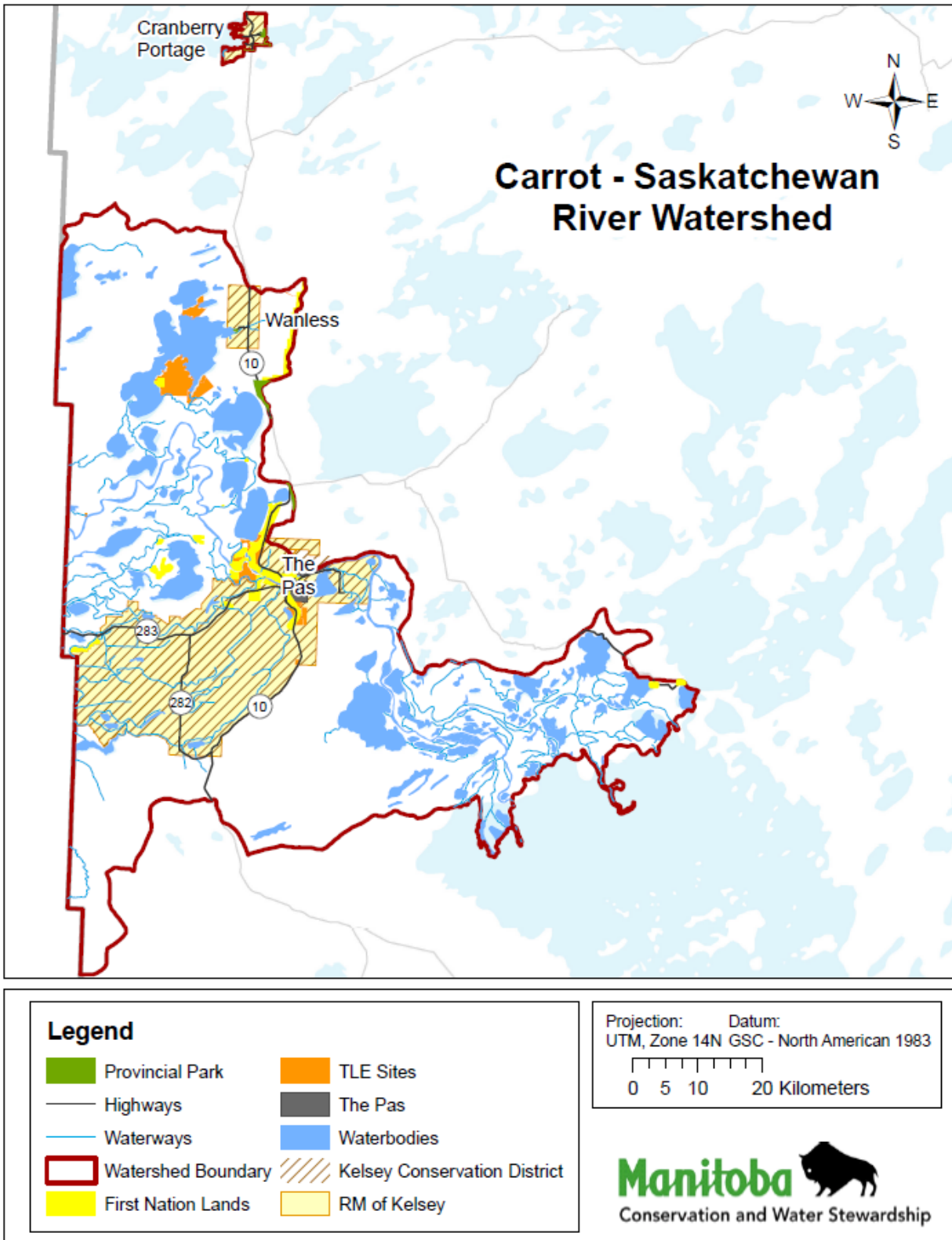


Figure 1 – Planning Area for the Carrot-Saskatchewan River Integrated Watershed Management Plan

WATERSHED CHARACTERIZATION

- The Carrot-Saskatchewan River watershed is approximately 4,600 km².
- The watershed population is approximately 11,000 people.
- Opaskwayak Cree Nation (OCN) is home to about 4,500 people.
- Moose Lake is an Aboriginal and Northern Affairs community of 200 people. Mosakahiken Cree Nation is a community of 740 people.
- The Carrot River flows from Saskatchewan and joins the Saskatchewan River near The Pas.
- Surface water generally flows in an eastward direction
- At 6,800 km², the Saskatchewan River Delta is the largest inland freshwater delta in North America. It was formed during the glacial retreat of Lake Agassiz.
- Protected areas within the watershed include Clearwater Provincial Park.
- The primary land use activities in the watershed include forestry, agriculture, hunting, fishing, trapping, tourism and other traditional land uses.
- The Carrot Valley agricultural area, west of The Pas, was developed through a series of dikes, drains and pumping stations. The area now produces grain, oilseed and forage crops.
- A series of dikes along the Saskatchewan River at The Pas protects agricultural and residential land. The Carrot River dikes run 39 km, from The Pas to the Saskatchewan border. The 34 km Salt Channel dikes protect the western boundary of the Carrot Valley area. These dikes and the Pasquia River dikes protect 570 km² of residential and farm land, including the Carrot Valley. A temporary dike was built at Ralls Island in 2005, it was removed after the water receded. Following the 2011 flood a permanent, 11 km dike was built at Ralls Island in 2011.
- Long-term water quality monitoring stations are present at the Manitoba - Saskatchewan border on the Saskatchewan River, on the Carrot River and on Cedar Lake. These stations are monitored by either Manitoba Conservation and Water Stewardship or Environment Canada.
- Approximately 75% of the land in the watershed is crown land.
- Approximately 81% of the land in the Saskatchewan River Delta are wetlands.

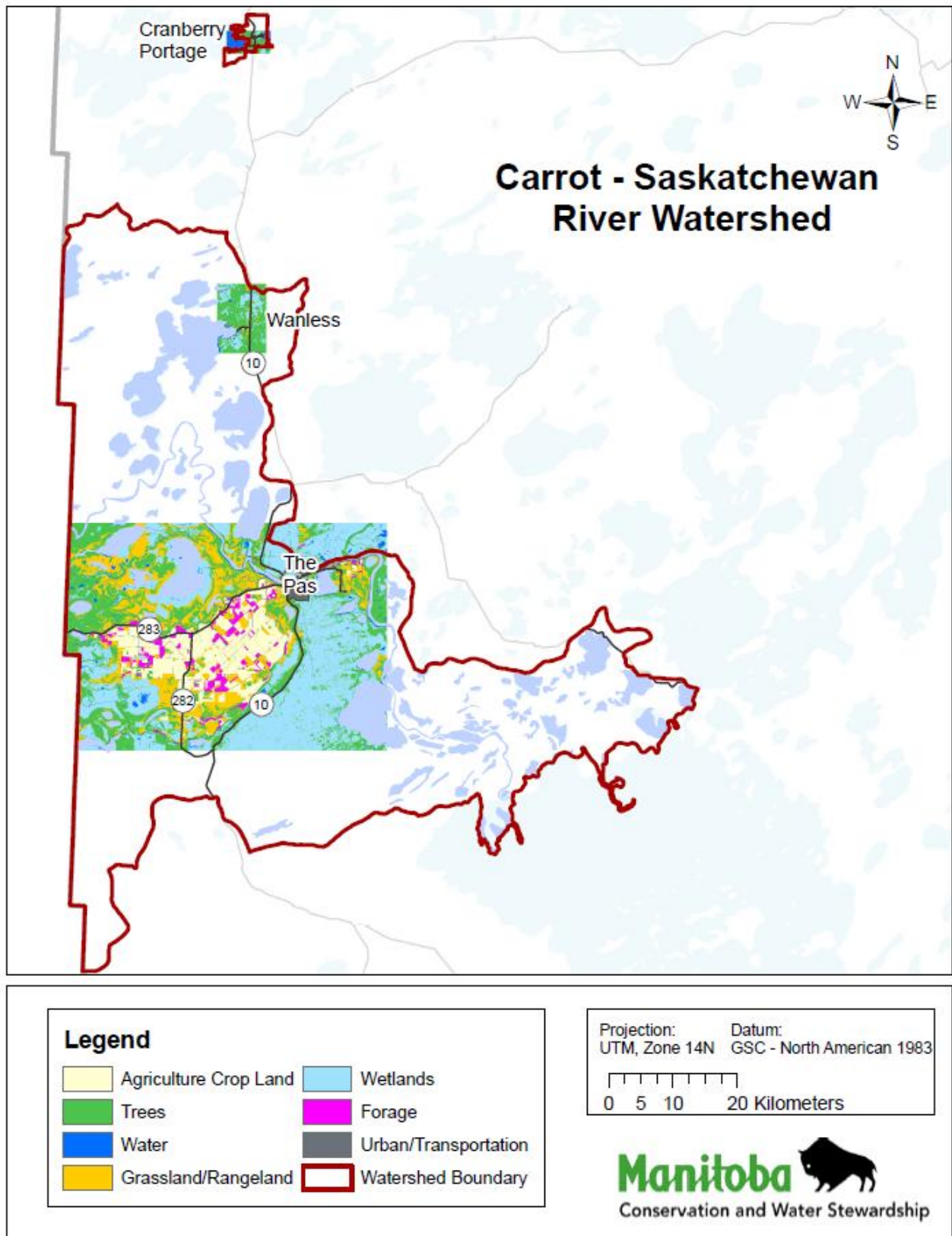


Figure 2 – Land Cover in the Carrot-Saskatchewan River Watershed

AGRICULTURAL CAPABILITY

The Canada Land Inventory (CLI) system was used to classify land based on agricultural capability. The CLI is a comprehensive survey of land capability and use designed to provide a basis for making rational land-use planning decisions. Under the CLI, lands are classified according to physical capability for agricultural use. The system uses seven classes to rate agricultural capability, with Class 1 land having the highest capability to support agriculture, and Class 7 the lowest. Within Figure 3 there is a table that provides a description of each class. Subclass descriptors, such as stoniness, salinity or excess water, are also used to identify specific limiting factors within each class. The classes indicate the degree of limitation for mechanized agriculture imposed by the soil. The subclasses indicate the type of limitations that individually, or in combination with others, affect agricultural land use.

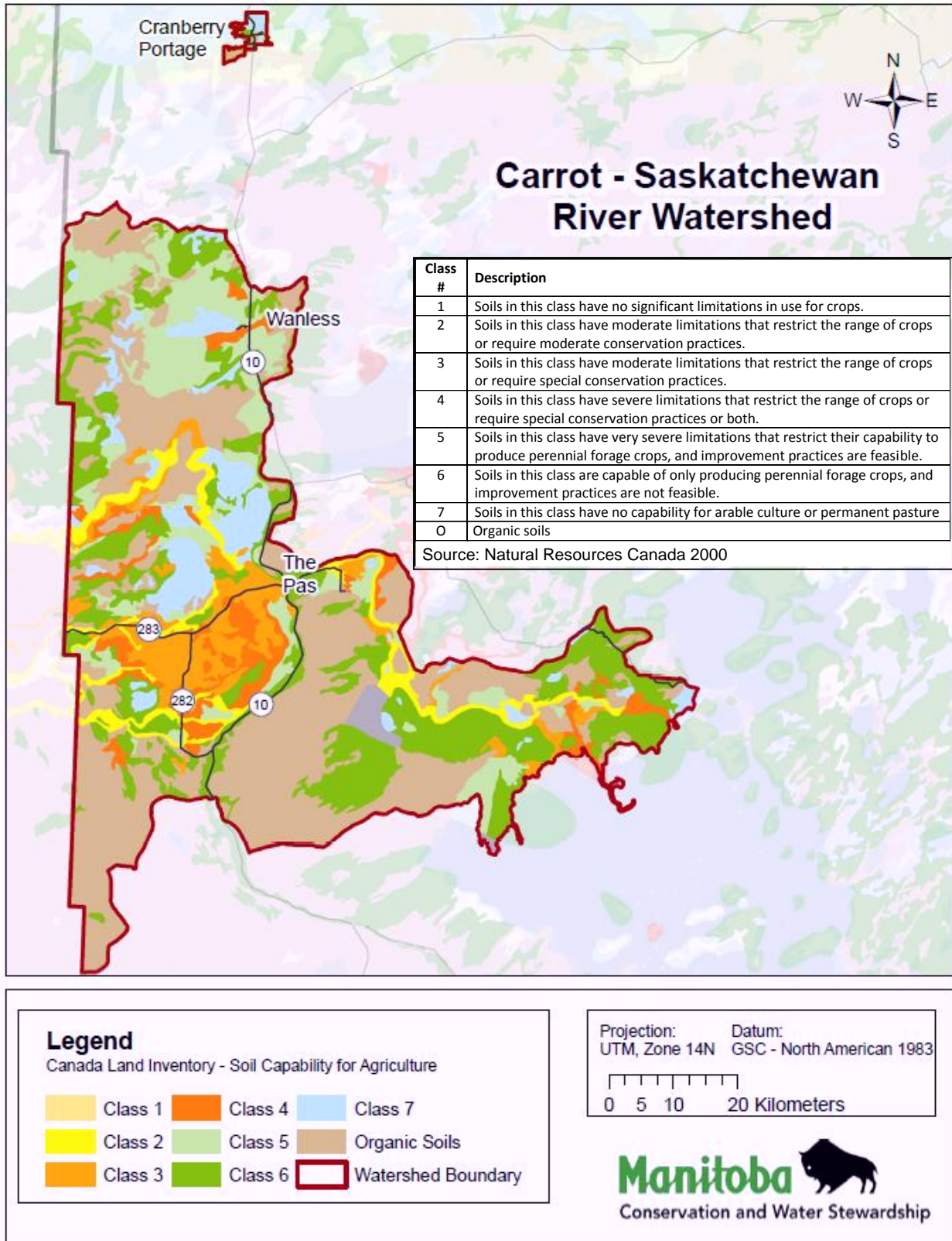


Figure 3 – Agricultural Capability in the Carrot-Saskatchewan River Watershed

GROUNDWATER

Drinking water is sourced from both surface water and groundwater within the watershed. The watershed contains three municipal drinking water sources. An assessment of these three public systems was conducted in 2011 in preparation for the development of a *Source Water Protection Plan* for the Carrot-Saskatchewan River watershed.

The systems included in this assessment were the R.M. of Kelsey, the Town of the Pas and Cranberry Portage. Opaskwayak Cree Nation also operates a public drinking water system which uses three groundwater wells; however it was not included in the Source Water Protection Plan as it falls under the authority of the Federal government. Further assessments on how to protect drinking water sources will be conducted throughout the development of this plan.

WATER QUALITY

Long-term water quality data is collected for the Saskatchewan River and Cedar Lake as part of the Coordinated Aquatic Monitoring Program, a joint effort through Manitoba Hydro, North South Consulting and Manitoba Conservation and Water Stewardship. Monitoring of water quality in the Saskatchewan River also takes place at the Manitoba-Saskatchewan border by Environment Canada.

Overall water quality within the Saskatchewan River is fair to good. The water does tend to be naturally hard, particularly with calcium and bicarbonate, in the Saskatchewan River.

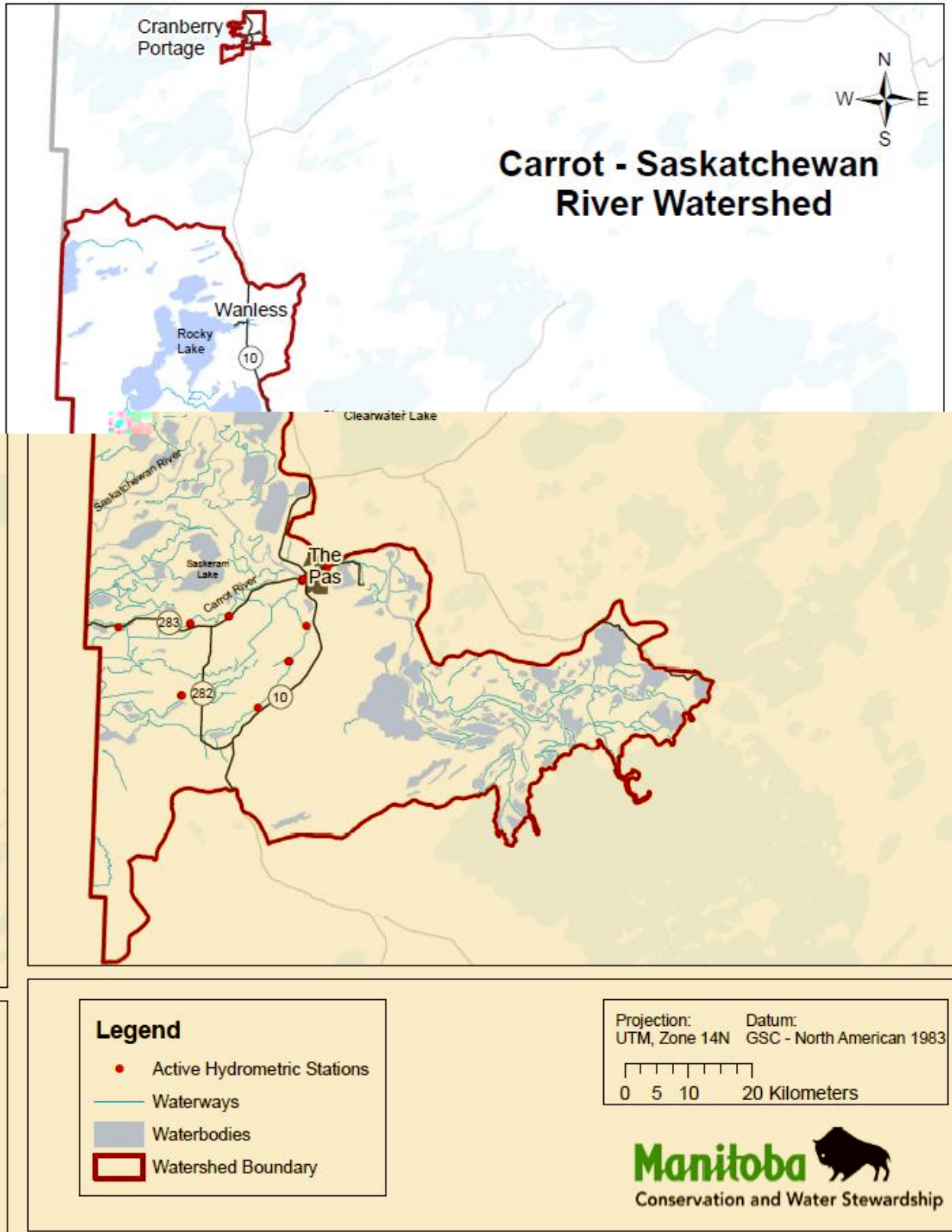


Figure 4 – Waterways in the Carrot-Saskatchewan River Watershed

WATERSHED ISSUES

The following provides a general introduction to the most common watershed issues in the Carrot-Saskatchewan River Watershed. These issues are based on past work, existing documents, and discussions with the Kelsey Conservation District, municipal councillors, watershed residents, and provincial government staff. Input from watershed residents and other watershed stakeholders will be considered throughout the development of the plan.

SURFACE WATER MANAGEMENT

- Agricultural land drainage
 - Eroded or degraded riparian habitat
 - Cattle access to waterways
- Drainage upstream
 - Highly regulated upstream discharge from outside of Manitoba
- Infrastructure Maintenance
 - Overland flooding
 - Impacts of new subdivisions and rural residential development
 - Bulk fuel sites
 - Maintenance of retention control structures

WATER QUALITY

- Surface water and groundwater pollution risks
 - Agricultural and urban fertilizers and pesticides
 - Wastewater – sewage discharge in proximity to the Town of the Pas water treatment facility
 - Manure management, agricultural runoff, cattle access to waterways
 - Urban gas and bulk fuel stations
 - Transport spills
 - Urban storm water drains from The Pas into the Saskatchewan River
 - Industrial impacts

WATER HAZARDS

- Flooding
 - Two flooding seasons – spring (quicker flow within a shorter period of time) and summer (longer period of time and typically with a higher crest)
 - Rural flood protection
- Erosion along waterways
- Groundwater

- Overuse of local groundwater supply may lead to saline issues

WATER DEMAND / SUPPLY

- Drought occurrences
- Industrial water use from Saskatchewan River

WILDLIFE MANAGEMENT

- Industry
- Invasive species
- Sensitive inland delta habitat
- Wildlife species management objectives (i.e. beavers)

AQUATIC / FISH HABITAT MANAGEMENT

- Recreational use on lakes and cottage development
- Aquatic habitat degradation, particularly spawning habitat for sturgeon
- Barriers to fish migration

3.0 SCHEDULE

The schedule is organized into three stages: 1) Pre-Planning, 2) Plan Development, and 3) Plan Implementation. There are three check points throughout the planning process to ensure that the PMT membership and the organizations they represent are in agreement with all documents and decisions before proceeding to the next stage.

PHASE 1 – PRE-PLANNING

Activities:

- Designate a Water Planning Authority
- Form a balanced Project Management Team
- Develop a Terms of Reference
- Complete source water assessments for all public drinking water systems

CHECK POINT 1: Receive endorsement from all councils within the watershed on the Terms of Reference.

PHASE 2 - PLAN DEVELOPMENT

Activities:

- Engage watershed residents to gain an understanding of watershed priorities
- Collect and compile scientific, traditional and local knowledge
- Hold at least one meeting with the Watershed Team

CHECK POINT 2: Receive endorsement from all councils on the watershed priorities that will form the framework of the plan.

- Develop a surface water management strategy
- Draft the plan and edit as necessary
- Review the draft plan with the Water Planning Authority, Watershed Team, Provincial Branches and Departments, Rural Municipal and Band Councils and the watershed residents
- Compile a final draft plan

CHECK POINT 3: Receive endorsement from all councils on the final draft plan prior to submitting the plan for approval.

- Submit the plan to Minister of Conservation and Water Stewardship
- Once plan is approved, print a minimum of 1,000 copies of which 300 copies will be provided to the Province of Manitoba

- Promote the plan to watershed residents and stakeholders

PHASE 3 - PLAN IMPLEMENTATION

Activities:

- Implement the IWMP
- Monitor and evaluate the progress of implementation annually
- Revisit and revise IWMP

4.0 BUDGET

Watershed Planning Grant

Manitoba designated the Kelsey Conservation District as the Water Planning Authority for the Carrot-Saskatchewan River Watershed and provided them with a watershed planning grant of \$25,000 to cover the expenses related to developing the plan. Kelsey Conservation District will provide authority to the Project Management Team to allocate expenditure of the grant. The following table lists, in general, most of the necessary tasks and the approximate cost of each.

Tasks	Amount
Engaging watershed residents	\$4,000
Project Management Team meetings	\$2,000
Watershed Team meetings	\$2,000
Mail-outs and advertising re: watershed info, issue summary, and Draft Plan	\$4,000
Graphic Design of Plan	\$2,000
Printing of Final Plan (1000 copies)	\$9,000
Plan distribution and advertising to encourage implementation	\$2,000
TOTAL	\$25,000

Shared Implementation Strategy

The IWMP will include an implementation strategy that will outline the organization(s) responsible for implementing each action in the plan. This shared implementation strategy will guide and assist stakeholders during plan implementation.

Plan implementation is voluntary; however, the plan will better achieve its goals if all stakeholders participate in implementation. The IWMP will be implemented by all levels of government, watershed residents and a group of stakeholders including the Kelsey Conservation District. The Kelsey Conservation District receives provincial, municipal and external funding in order to deliver projects throughout their district and is expected to align their budget and programming to the watershed goals and actions stated in this plan. Through plan development, the Project Management Team will strive to get commitments from stakeholder organizations to implement actions included in the plan.

5.0 ENDORSEMENT

As neighbours, colleagues, partners and residents of the watershed, we understand the importance of water management, support the principles of integrated watershed management, and agree to work together to develop the Carrot-Saskatchewan River Integrated Watershed Management Plan.

Shawn Sexsmith, District Manager, Kelsey Conservation District

Date

Rod Berezowecki, Reeve, R.M. of Kelsey

Date

Alan McLauchlan, Mayor, Town of The Pas

Date

Michael Constant, Chief, Opaskwayak Cree Nation

Date

Phillip Buck, Chief, Mosakahiken Cree Nation

Date

Carolyn Buck, Moose Lake Community Council

Date

Kristin Hawyard
Manager, Watershed Planning and Programs,
Manitoba Conservation and Water Stewardship

Date

Appendix A – Part 3 of the Water Protection Act

C.C.S.M. c. W65 The Water Protection Act

PART 3

WATERSHED MANAGEMENT

WATERSHED MANAGEMENT PLANS

Designation of watersheds and authorities

- 14** The Lieutenant Governor in Council may by regulation
- (a) designate a watershed for the purposes of this Act, and specify its boundaries;
 - (b) designate a water planning authority for a watershed, which may be
 - (i) the board of a conservation district,
 - (ii) the board of a planning district,
 - (iii) the council of a municipality,
 - (iv) any other person or entity, or
 - (v) a joint authority consisting of two or more entities or persons described in subclauses (i) to (iv);
 - (c) prescribe the date by which the authority must submit a watershed management plan for approval, terms of reference for the preparation of the plan, and any other terms or conditions that the Lieutenant Governor in Council considers necessary.

Considerations in preparing a plan

- 15** In preparing a watershed management plan, a water planning authority must consider the following:
- (a) water quality standards, objectives and guidelines that apply to the watershed;
 - (b) whether a water quality management zone is included within any part of the watershed, and if so, any regulations made under section 5 respecting the zone;
 - (c) studies that the authority considers relevant relating to water, land use, demographics, the capacity of the environment to accommodate development, and any other matter related to present or future physical, social or economic factors;
 - (d) comments received through public consultation or public meetings held under section 17;
 - (e) prescribed water management principles;
 - (f) relevant provincial land use policies, development plans, and zoning by-laws;
 - (g) any other information that the authority considers relevant.

Content of a watershed management plan

- 16(1)** A watershed management plan must
- (a) identify issues relating to the protection, conservation or restoration of water, aquatic ecosystems and drinking water sources in the watershed;

(b) contain objectives, policies and recommendations respecting some or all of the following:

- (i) the protection, conservation or restoration of water, aquatic ecosystems and drinking water sources,
- (ii) the prevention, control and abatement of water pollution, including wastewater and other point-source discharges, and non-point sources of pollution,
- (iii) land drainage and flood control, including the maintenance of land drainage and flood control infrastructure,
- (iv) activities in water quality management zones, riparian areas, wetlands, flood areas, flood plains and reservoir areas,
- (v) water demand management, water use practises and priorities, the conservation of water supplies, and the reduction of water use and consumption during droughts and other periods of water shortage,
- (vi) the supply, distribution, storage and retention of water, including measures to ensure persons in the watershed have access to clean potable water,
- (vii) emergency preparedness to address spills, accidents and other emergencies that may affect water, an aquatic ecosystem or a drinking water source;

(c) specify linkages between water management and land use planning so as to facilitate the adoption, in a development plan or other planning instrument, of some or all of the provisions of the watershed management plan; and

(d) identify ways in which the plan can be implemented, monitored and evaluated, recognizing the need to implement the plan with the assistance of individuals, groups, and organizations.

Additional content

16(2) A watershed management plan may also

- (a) contain maps to assist in its interpretation; and
- (b) specify a date by which the plan must be reviewed.

Consultation

17(1) In preparing a watershed management plan, the water planning authority must consult with the following:

- (a) if land within the watershed is in a conservation district or planning district, the board of that district;
- (b) the council of any municipality located wholly or partly within the watershed;
- (c) any band, as defined in the *Indian Act* (Canada), that has reserve land within the watershed; and
- (d) any other person or entity specified by the minister.

Public meetings

17(2) The water planning authority must hold one or more public meetings to consult with residents of the watershed on the preparation of the plan.

Plan to be submitted to minister for approval

18 A water planning authority must submit its watershed management plan to the minister for approval.

Referral of plan to the water council

19(1) After receiving a proposed plan, the minister may refer it to the Manitoba Water Council for its review and advice.

Approval of the minister

19(2) If the proposed plan is satisfactory to the minister, the minister may approve it in the form in which the water planning authority submitted it.

Referral of plan back to authority

19(3) If the proposed plan is not satisfactory to the minister, the minister may refer it back to the water planning authority to be revised in accordance with any directions that the minister makes.

Revision of plan

19(4) The water planning authority must revise a proposed plan that is referred back to it in accordance with the minister's directions, and re-submit it to the minister for approval within the time required by the minister.

Amending a plan after approval

20(1) If a water planning authority proposes to make any amendments to an approved plan, it must submit them to the minister for approval.

Minister may require amendments

20(2) In addition, the minister may require a water planning authority to make amendments to an approved plan about any matter the minister specifies, and the authority must prepare the amendments and submit them to the minister for approval.

Section 19 applies

20(3) Section 19 applies to amendments under this section.

Notice of an approved plan

21 The minister must provide notice of the approval or amendment of a watershed management plan in accordance with any requirements specified in the regulations.

Periodic review

22 A water planning authority must review its approved watershed management plan, in accordance with the regulations,

- (a) when directed to do so by the minister; and
- (b) on or before any review date specified in the plan.

Sections 15 to 21 apply to the review of a plan, and its approval, with the necessary changes.

Plan to be considered in decision-making

23 The Lieutenant Governor in Council may, by regulation, require that an approved watershed management plan be considered before a prescribed decision is made or a prescribed approval is issued under this or any other specified Act or regulation.

MANITOBA WATER COUNCIL

Manitoba Water Council

24 The "Manitoba Water Council" is established.

Responsibilities of the water council

25 The water council has, subject to the direction of the minister, the following responsibilities:

- (a) to monitor the development and implementation of watershed management plans in the province;
- (b) to review regulations respecting water quality management zones, and provide advice to the minister;
- (c) to advise the minister about matters relating to water generally;

(d) to coordinate the activities of advisory boards and similar entities that perform functions relating to water, including advisory boards and other entities specified by regulation;

(e) to assist in reporting sustainability indicators relating to water.

The water council must also perform any other duties assigned to it by an Act or regulation.

Members

26(1) The water council is to consist of at least five members appointed by the Lieutenant Governor in Council, who in the opinion of the Lieutenant Governor in Council are representative of the regional diversity of Manitoba and of local government, agricultural and environmental perspectives.

Term of office

26(2) The term of a member is as specified by the Lieutenant Governor in Council in the appointment, and a member continues to hold office until he or she is reappointed, a successor is appointed or the appointment is revoked.

Chair and vice-chair

26(3) The Lieutenant Governor in Council must designate one of the members of the water council as chair and may designate another member as vice-chair.

Expenses

27 Each member of the water council may be reimbursed for such reasonable expenses as may be approved by the minister.

Minister may refer matter to water council

28 The minister may refer any matter within the water council's responsibilities to the water council. The water council must, in accordance with the terms of reference, consider the matter and give the minister a written report of its findings and recommendations.