

# Section 1

## Executive Summary

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# 1.0 Executive Summary

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The *Lower Minnesota River Watershed District (LMRWD) Water Management Plan* is a watershed management plan meeting the requirements of Minnesota Statutes 103B and 103D, and Minnesota Rules 8410. The plan's purpose is to define water management issues, and define the manner in which the District will address those issues.

The Board of Water and Soil Resources (BWSR) approved the plan on August 25, 1999. The LMRWD Managers officially adopted the LMRWD plan on September 14, 1999. The LMRWD plan will remain in effect for 10 years following the BWSR approval date, unless it is superseded by adoption and approval of a succeeding plan or amendments.

The plan development process began in 1997 and included the involvement of citizens and member local units of government. The adopted LMRWD plan reflects the goals of the LMRWD Managers, and incorporates the comments received from the citizens, local units of government and other entities.

In the spring of 2000, the LMRWD petitioned the Minnesota Board of Water and Soil Resources to add approximately 3,346 acres of land to the LMRWD jurisdiction that would include properties of the Minneapolis-St. Paul International Airport, Fort Snelling State Park, Fort Snelling National Cemetery, the Department of Veteran's Affairs, the U.S. Air Force, the U.S. Army Reserve, the Minnesota Air National Guard, the U.S. Naval Reserve, the General Services Administration, the U.S. Bureau of Mines, the Minnesota Department of Transportation, and the Minneapolis Park and Recreation Board. The Minnehaha Creek Watershed District also filed a petition to have lands added to the Minnehaha Creek Watershed District jurisdiction. Some of these lands were also in the LMRWD petition. This area on the northerly and easterly edge of the Minneapolis – St. Paul International Airport was referred to as the "Contested Area" and included properties of the Metropolitan Airports Commission, Minneapolis Park and Recreation Board, the Minnesota Department of Transportation, and several federal agencies.

In May, 2000, the Minnesota Board of Water and Soil Resources ordered that the boundary of the LMRWD be enlarged by approximately 3,346 acres, including the "Contested Area," to include properties of the Minneapolis-St. Paul International Airport, Fort Snelling State Park, Fort Snelling National Cemetery, the Department of Veteran's Affairs, the U.S. Air Force, the U.S. Army Reserve, the Minnesota Air National Guard, the U.S. Naval Reserve, the General Services Administration, the U.S. Bureau of Mines, the Minnesota Department of Transportation, and the Minneapolis Park and Recreation Board.

The new area annexed into the LMRWD will be referred to as the "2000 Boundary Change Area" throughout this plan.

The *Lower Minnesota River Watershed District Water Management Plan* is broken into this Executive Summary and seven additional sections, which are briefly described as follows:

**Section 2: Introduction** -- presents history and background information about the formation of LMRWD (including LMRWD's role in commercial navigation), its location and boundaries, LMRWD management, and LMRWD Managers.

**Section 3: Land and Water Resource Inventory** -- presents data and known data sources characterizing LMRWD's land and water resources, in conformance with MN Rules 8410.0060. Reference is made to other sources of information rather than extensively quoting these sources. Principal points include:

- The LMRWD legal boundaries generally follow the subwatershed boundaries of the Minnesota River valley (up to the bluff line), encompassing the area that is directly tributary to the Minnesota River. In May, 2000, the Minnesota Board of Water and Soil Resources ordered that the boundary of the LMRWD be enlarged by approximately 3,346 acres to include properties of the Minneapolis-St. Paul International Airport, Fort Snelling State Park, Fort Snelling National Cemetery, the Department of Veteran's Affairs, the U.S. Air Force, the U.S. Army Reserve, the Minnesota Air National Guard, the U.S. Naval Reserve, the General Services Administration, the U.S. Bureau of Mines, the Minnesota Department of Transportation, and the Minneapolis Park and Recreation Board.
- LMRWD is a small portion of the greater Minnesota River watershed.
- Several watersheds are tributary to LMRWD but under other jurisdictions.
- LMRWD is dominated by Minnesota River floodplain and bluffs (small amount of upland).
- General movement of groundwater towards Minnesota River provides high quality water source for LMRWD's special natural resources.
- Existence of calcareous fens, trout waters, floodplain lakes/wetlands, upwelling groundwater (Boiling Springs), rare and endangered species, and other unique features.
- Importance of the navigation channel to the local and State economy.

**Section 4: Assessment of Problems and Issues** -- discusses the problems and issues facing LMRWD, taking into consideration comments received from the reviewers. Water quality, flood control and runoff management, navigation, erosion and sediment control, regulatory, programmatic, and capital improvement program issues are discussed in this section.

As required by Minnesota Rules 8410.0090, LMRWD sent letters to the plan review authorities, local officials, the Minnesota Department of Transportation (Mn/DOT), the Minnesota Department of Agriculture, the U.S. Army Corps of Engineers (COE) and the U.S. Fish and Wildlife Service (USFWS) requesting input regarding existing and potential problems in LMRWD. Table 4-1 lists the recipients of the letter request, most of whom responded in the form of letters, plans, and/or telephone conversations. LMRWD continued to receive input throughout the planning process. The LMRWD Managers considered all responses and comments in developing this plan. Section 1.2.2 provides a summary of the identified problems and issues.

**Section 5: Goals and Policies** -- presents the goals and policies for LMRWD, based on the information presented in Section 3 and directly addressing the problems and issues identified in Section 4. The policies are specific statements of how the LMRWD intends to meet the MN Rules 8410 requirements, plus policy statements relating to selected issues not listed in the 8410 rules. Section 1.2.1 provides a summary of the goals and policies.

**Section 6: Implementation** -- presents proposed projects, programs and initiatives which address issues identified in Section 4, in accordance with goals and policies stated in Section 5. The role of other governmental agencies is also established in this section. Section 1.2.3 provides a summary of the implementation program.

**Section 7: Amendments to the Plan** -- This section describes the procedures for amending the plan.

**Section 8: References** -- This section contains a reference listing for the plan.

## 1.1 Watershed Management Purposes

The LMRWD is a watershed district, a specific form of water management organization created under Minnesota Statutes 103. Minnesota Statutes 103B.201 lists the purposes of water management organizations (WMO) and their water management programs as follows:

1. Protect, preserve, and use natural surface and groundwater storage and retention systems.
2. Minimize public capital expenditures needed to correct flooding and water quality problems.
3. Identify and plan for means to effectively protect and improve surface and groundwater quality.
4. Establish more uniform local policies and official controls for surface and groundwater management.
5. Prevent erosion of soil into surface water systems.
6. Promote groundwater recharge.
7. Protect and enhance fish and wildlife habitat and water recreational facilities.
8. Secure the other benefits associated with the proper management of surface and groundwater.

The purposes of LMRWD, as given in the original petition and the Order forming the watershed district (see Section 2.1), include those listed above. An additional purpose imposed by the Order is to “cooperate with, aid, and assist the State or Federal Government . . . to provide . . . for . . . commercial river transportation.”

Specific characteristics of the watershed district include the following:

- District contains the upper reaches of the navigation pools created by Lock and Dam No. 2 on the Mississippi River at Hastings.
- Definition of District boundary generally follows the Minnesota River watershed up to the bluff line.

- Both the quantity and quality of surface water resources are very closely tied to groundwater.
- Unusual resources, including floodplain wetlands, calcareous fens and trout waters.
- Major river within the boundaries of LMRWD (other WMO and watershed district boundaries stop at major rivers).

Prior to the implementation of this plan, LMRWD's main activities included acquiring dredge material disposal sites, project review (developments, government projects, etc.), limited project inspections, and providing LMRWD funds to other entities for projects that generally benefit the District.

With this plan, LMRWD's proposed purposes and activities will differ from historical purposes and activities as follows:

- LMRWD will implement a data collection, assessment and planning program for the District's resources.
- LMRWD will expand its project review (developments, government projects, etc.), making the process more consistent, and obtaining more cooperation from the cities. The proposed joint resolutions will define the respective roles of LMRWD and the local units of government. The joint resolutions will be amended as resource assessments are completed to set specific limits and/or require special resource protection methods/strategies in the watershed.
- LMRWD will expand its project inspection program to verify that projects are meeting specified standards.
- LMRWD intends to change its role regarding LMRWD funding of projects that generally benefit the District. As resource plans are developed, LMRWD will either independently, or jointly with other entities in response to petitions, enter into projects identified in resource plans that benefit these resources. This is a new role and purpose for LMRWD.
- LMRWD will expand its commercial navigation initiatives; in addition to acquiring dredge material disposal sites, LMRWD will obtain easements to access the sites and enter into other projects that benefit navigation and water quality in the river, such as bank erosion control.
- LMRWD has entered into cooperative agreements with the Metropolitan Airports Commission and the Minnesota Department of Transportation, and will seek to enter into similar cooperative agreements with the Minneapolis Park and Recreation Board and the federal agencies, to establish a project review and permitting program for the areas that were included in the "2000 Boundary Change Area" order.

The purpose of this plan is to guide watershed management in the District. The LMRWD Managers wish to study the important resources of the District, identify water management strategies, and work cooperatively with local agencies to meet the identified strategies. The Managers want to focus on the most effective initiatives, intending to operate without increasing LMRWD's total levy.

To accomplish these purposes, LMRWD defined its “customers” and elected to focus its efforts on four primary initiatives. LMRWD will provide services to, and communicate with, local governments (cities, townships, and counties); regional agencies (Metropolitan Council, MAC, MCES, etc.); state agencies (MDNR, MPCA, MDH, MDA, etc.); federal agencies (USACOE, USFW, etc.); and private citizens and organizations, generally in that order of priority.

LMRWD will accomplish this through joint resolutions. The joint resolutions will address the respective roles of LMRWD and the local units of government in water management. Appendix C contains a draft model joint resolution, Section 6.2.2 describes the administrative process regarding joint resolutions/joint powers agreements, and Section 6.2.3 describes the general content of the agreements. The joint resolutions apply only to the local government units not affected by the 2000 Boundary Change Order.

As a result of the 2000 Boundary Change Order, the LMRWD has developed a model cooperative agreement. The cooperative agreements will address the respective roles of the LMRWD in reviewing and permitting projects and the expectations of the parties affected by the 2000 Boundary Change Order. The cooperative agreements apply only to the parties affected by the 2000 Boundary Change.

LMRWD will focus on the following four initiatives: commercial navigation, resource evaluation and management, project review, and public information. Specifically, the LMRWD will:

- **Facilitate commercial navigation** in accordance with the purposes and obligations contained in the Order which established the District in 1960, by providing dredge material disposal sites.
- **Provide strategic resource evaluation and management.** LMRWD will undertake initiatives and work proactively with other agencies within the lower Minnesota River valley to undertake the following resource assessment, planning, and implementation programs for the District’s resources:
  1. Identify and inventory the resources.
  2. Assess the condition of the resources through inspection and analysis.
  3. Determine the potential of the resources (use attainability analyses).
  4. Work with other units of government to develop resource plans based on the results of the use attainability analyses. The level of analysis may vary, depending on the level of detail needed. Resource plans will identify the resource protection methods/strategies that need to be applied in the watershed and/or will set water quality limits for the resource. LMRWD will require amendment of local water management plans/joint resolutions to incorporate these limits and methods.

The primary goal of this effort is to provide information that LMRWD and the local units of government can use to develop and implement resource plans. The resource protection methods/strategies identified in the future resource plans may include recommendations for construction of capital projects. LMRWD intends to construct such priority projects in response to petitions from the cities.

A secondary benefit of this effort will be to provide the general public with educational materials. The Managers will focus their efforts on those resources not addressed in detail by other agencies, prioritized generally as follows:

1. Minnesota River and floodplain
2. Upland lakes and wetlands
3. Floodplain lakes and wetlands
4. Minnesota River bluffs
5. Tributary streams
6. Endangered and threatened species, and species of special concern
7. Boiling Springs
8. Calcareous fens

The District will seek to properly consider and balance the interests of the District's resources, navigation, and other urban uses.

- **Project review.** Currently, LMRWD provides technical review of project proposals but does not issue permits. The District will continue to provide technical review of projects, in accordance with a defined process and timetable. The District's purpose is to review development and project proposals for their impact on the District's resources and navigation, in accordance with the conditions of the joint resolutions or joint powers agreements LMRWD will enter into with each local unit of government. LMRWD relies on local units of government to forward project proposals to them for review and comment.

Appendix C contains a draft model joint resolution, Section 6.2.2 describes the administrative process regarding project review, and Section 6.2.3 describes the general content of the joint resolutions/joint powers agreements. LMRWD intends for this review and comment role to continue after the local units of government implement their water management plans. The conditions of the joint resolutions or joint powers agreements will require that the local units of government submit certain defined types of project proposals to LMRWD for review and comment, prior to the local unit of government approving the project.

If the project lies within the Minnesota River floodplain, then LMRWD also reviews the project for conformance with its floodplain regulations. See Section 5.5.1 for more information about LMRWD's role in floodplain management and Appendix B for the full text of the District's floodplain regulations.

LMRWD will support its technical review and comment process with an inspections program to verify that the projects are meeting the mutually agreed upon standards listed or referenced in the joint resolution/agreement.

LMRWD will review projects that occur in the expanded District boundary area. The District has entered into cooperative agreements with MAC and MnDOT, and will seek to enter into similar agreements with Minneapolis Park and Recreation Board and affected federal agencies. The cooperative agreement states that the LMRWD will establish a formal permit review process and permitting program. The permitting program will only be applicable to the entities within the boundary expansion area. Appendix C contains a draft model cooperative agreement.

- **Provide public information services.** The District will undertake proactive, focused education and information programs regarding the District's resources (inventory, assessment and use attainability information) and navigation in the lower

Minnesota River valley. LMRWD will also provide hydrologic information pertaining to the Minnesota River to local units of government for their use in planning and resource management. Section 5.6 provides more information about the District's proposed information and outreach program. These programs will emphasize the District's work described above, and seek to support the mutual goals of the District and local agencies in that regard.

LMRWD will perform these services by fulfilling the roles of project facilitator, project proposer, and regulator, in that order of priority:

1. Project Facilitator - LMRWD will need to work cooperatively with other units of government to inventory and assess the resources in the District.
2. Project Proposer - LMRWD may undertake projects, but will tend to limit involvement to those projects done jointly with other units of government or organizations in response to petitions. For example, LMRWD may enter into projects that will develop, protect, enhance, and/or restore the District's resources (erosion control, greenbelts, habitat creation, etc.) either independently, or jointly with other units of government or other organizations in response to petitions. If a city wants LMRWD to fund a project that will benefit the District's resources, the city will need to petition LMRWD for such a project. LMRWD will place a higher priority on undertaking projects that are identified in future resource plans (see also policy 4 in Section 5.14).

LMRWD will also enter into projects that benefit navigation (dredge material disposal sites, bank erosion control, etc.). LMRWD will fund bank erosion control projects only if initiated by a petition from a city.

LMRWD will undertake planning studies and capital projects to develop public access to, and facilitate public enjoyment of, the District's resources.

3. Regulator - LMRWD does not wish to duplicate the existing regulatory authority of other agencies. The LMRWD Managers believe that regulation is more properly performed at the local level (cities, townships, counties), rather than by LMRWD. As discussed earlier in this section, LMRWD will continue to provide technical review of projects, in accordance with the conditions of joint resolutions/agreements, but will not issue permits.

If the project lies within the Minnesota River floodplain, then LMRWD also reviews the project for conformance with its floodplain regulations. LMRWD will continue to apply its floodplain program until local units of government develop and implement their own floodplain permit programs that conform with this plan.

If a joint resolution is rescinded, or if LMRWD finds that the local unit of government has failed to enforce the standards and policies of LMRWD, then LMRWD will adopt regulations after a public hearing, and begin operating a permit program in the local unit of government to enforce the LMRWD standards and policies.

The Managers do not believe the District should perform roles which are, or may be, more appropriately performed by other agencies within the District. Although the District

contains that portion of the Minnesota River watershed extending generally to the bluff line, the District has no control over activities that affect the District but take place “over the bluff.” Many tributary streams originate outside LMRWD but pass through the District. Therefore, LMRWD will encourage local units of government within the District to initiate and perform flood control, runoff, and water management tasks.

The purpose of the LMRWD “2000 Boundary Change” was to incorporate lands that were formerly not under any watershed jurisdiction. Because of this, approximately 3,346 acres were annexed into the jurisdiction of the LMRWD. For the “2000 Boundary Change Area,” the LMRWD has entered into cooperative agreements with MAC and MnDot, and will seek to enter into similar agreements with other affected parties, to develop and implement a formal project review and permitting procedure. Entities proposing projects in this area, must receive LMRWD approval prior to proceeding with a project. In the event that parties don’t comply, or don’t enter into cooperative agreements with the District, the LMRWD will adopt rules over the properties.

## **1.2 LMRWD Goals, Problems, and Potential Solutions**

The LMRWD plan is based on District policies, as represented by LMRWD’s proposed purposes discussed in Section 1.1. LMRWD’s goals, identified problems and potential solutions are presented in the following sections.

### **1.2.1 Goals**

Section 5 of the LMRWD plan outlines the District’s goals and policies pertaining to water management; the goals are summarized below:

#### ***Wildlife, Open Space, and Recreation Goals (Section 5.3.1):***

- To maintain or improve the quality and quantity of fish and wildlife habitat, and outdoor recreation and educational opportunities (Section 5.10 lists LMRWD policies specific to management of trout waters).

#### ***Shoreland Management Goals (Section 5.3.2):***

- To maintain the integrity of shorelands in the LMRWD.

#### ***Water Resource Classification Goals (Section 5.3.3):***

- To consider environmental characteristics as well as human use characteristics when classifying LMRWD water bodies.
- To determine existing and attainable ecological uses of LMRWD water bodies (especially streams).
- To require a level of stormwater treatment consistent with the water quality of the receiving water body.

***Commercial and Recreational Navigation Goals (Section 5.3.4):***

- To maintain and improve commercial navigation on the lower Minnesota River.
- To facilitate active and passive recreational use of the river corridor.

***Water Quality Goals (Section 5.4):***

- To work with other units of government to achieve the goal of 40% reduction in nonpoint source pollution to the Minnesota River.
- To reduce nonpoint source pollution in the LMRWD.
- To assess and manage priority resources with the cooperation of local units of government and adjacent WMOs.

***Runoff Management and Flood Control Goals (Section 5.5):***

- To maintain natural water storage areas and the Minnesota River floodway.
- To protect the lakes and watercourses from encroachment in order to maintain discharge capacity.
- To reduce to the greatest practical extent the public capital expenditures necessary to control excessive volumes and rates of stormwater runoff while pursuing the goals and policies of this plan.
- To prevent increases in the rates of stormwater runoff entering the LMRWD from other watershed districts and WMO's.
- To reduce nonpoint source pollution (including sediment) carried as stormwater runoff.
- To protect against increased flooding caused by land disturbing activities.
- To increase available water storage through construction of stormwater storage ponds.

***Education and Public Involvement Goals (Section 5.6):***

- To provide information that LMRWD and the local units of government can use to assist them in resource protection.
- To educate the public about LMRWD's resources and navigation in the lower Minnesota River valley.
- To develop more public involvement and interest in LMRWD and its activities.
- To maintain an active citizen advisory committee.

- To maintain a technical advisory committee.

***Groundwater Management Goals (Section 5.8):***

- To promote groundwater recharge.
- To protect groundwater from contamination to assure a safe source of drinking water.
- To support and assist in intercommunity evaluation of groundwater impacts on water supplies.
- To maintain good groundwater quality to protect the groundwater-sensitive water resources in the District.
- To maintain sufficient groundwater flows to assure the continued existence of those surface water resources whose main water source is groundwater.

***Wetland Management Goals (Section 5.9):***

- To preserve wetlands for water retention, recharge, soil conservation, wildlife habitat, aesthetics, and natural enhancement of water quality.
- To achieve no net loss of the District's wetlands in conformance with the Wetland Conservation Act (WCA) and the associated rules (MN Rules 8420).

***Trout Waters Goals (Section 5.10):***

- To either collect or cooperate with other entities (such as the DNR) to collect data on these streams.
- To work with the DNR and other units of government to implement stream protection strategies.

***Erosion and Sediment Control Goals (Section 5.11):***

- To prevent erosion and sedimentation to the greatest extent possible.
- To require local units of government to regulate land disturbing activities in order to protect against erosion and sedimentation and to limit the quantities of sediment entering the District's water resources.
- To implement soil protection and sedimentation controls whenever necessary to maintain health, safety, and welfare.
- To prevent the depletion of valuable topsoil.

- To maintain the natural state of bluffs, which are susceptible to severe erosion, so they may continue to provide a transition and buffer between the valley floodplain and the urbanized lands adjacent to the valley.
- To raise public awareness about the cost of erosion and sediment control versus the value of downstream water bodies and the value of eroded topsoil washed downstream.

***Consistency with Goals and Policies of Other Governmental Agencies Goals (Section 5.12):***

- To have the goals and policies in this plan be consistent with the goals and policies of other agencies.

***Standards and Criteria Goals (Section 5.13):***

- To adopt standards and criteria to assist LMRWD in reaching its water resources goals.
- To work with the local units of government to implement LMRWD's standards.

***Administration/Financing Goals (Section 5.14):***

- To keep regulation at the local level.
- To minimize costs to local government.
- To ensure local regulation is consistent with the LMRWD plan.

**1.2.2 Problems and Issues**

Section 4 of the plan presents a detailed assessment of the water management related problems and issues in LMRWD. Some of the identified problems and issues include:

- The need for LMRWD to define a clear role for itself in relation to the local units of government.
- LMRWD has no control over activities that affect LMRWD but take place "over the bluff."
- The need for LMRWD to set goals for its water bodies.
- LMRWD contains resources that the District seeks to protect.
- Lack of water quality data available for the District's water resources, making it difficult to assess water quality needs.
- Contribution of nonpoint source pollution to Minnesota River water quality problems, requiring comprehensive changes in land management practices throughout the entire Minnesota River watershed (not LMRWD by itself) to reduce nonpoint source loadings.

- Importance of groundwater quantity and quality in LMRWD and the role of LMRWD in protection of groundwater resources.
- Impact of continued development on the water quality of trout streams and on their continued ability to support a trout population.
- The effect of nutrients and sediments in Minnesota River floodwaters on the floodplain and backwater lakes of the LMRWD.
- The role of LMRWD in protecting calcareous fens, recognizing that many of the factors threatening the health of calcareous fens originate outside LMRWD.
- The need to redefine the Minnesota River floodplain to reflect changes to the river and floodplain cross section.
- Differences between DNR-approved local floodplain ordinances and LMRWD's floodplain regulations.
- The need to manage intercommunity flowrates, especially discharges from currently landlocked areas.
- Impact of upland, streambank and riverbank erosion, sedimentation, and ineffective enforcement of erosion and sediment controls on LMRWD's water resources, including the Minnesota River.
- The role of LMRWD in wetland management.
- The need to increase public access to the District's resources.
- The need for LMRWD to continue and clarify its project review and inspection program.
- Importance of LMRWD's continued work with the Corps of Engineers (COE) regarding maintenance of the navigation channel in the Minnesota River, including providing dredge material disposal sites in the District.
- Responsibility of LMRWD to acquire dredge disposal sites, manage the dredge material disposal sites, and provide good road access to the disposal sites.
- The potential impacts of projects occurring in the "Contested Area" on the Camp Coldwater Springs.
- Impacts of glycol and deicing activities occurring at Minneapolis – St. Paul International Airport on the water bodies of the LMRWD.
- Stormwater management from MAC and MnDOT properties.

### 1.2.3 Potential Solutions to Identified Problems

Section 6 of the plan presents the implementation program for LMRWD, which includes defining responsibilities, prioritizing, and listing the program elements. In general, LMRWD's implementation program can be split into projects, programs, and special studies.

**Projects**—Typically one time efforts, probably structural, usually involving a contractor, done either as an LMRWD project or as a cooperative project with another unit of government. The LMRWD managers will undertake cooperative projects only in response to a petition from a municipality. Projects would be funded according to the provisions of applicable law (see Section 6.3).

Table 6-1 includes the following projects:

- Acquisition of dredge material disposal sites and permanent access to the sites.
- Implementation of resource plans (petitioned projects only).
- Bank erosion control on the Minnesota River and its tributaries (petitioned projects only).
- Acquisition of “greenbelts” in sensitive natural areas.
- Developing public access to, and facilitating public enjoyment of, the District's resources.
- Cooperative efforts with Minnehaha Creek Watershed District to protect Camp Coldwater Springs.
- Cooperative management efforts with MAC and MnDOT to address stormwater management issues.
- Serve on Metropolitan Airports Commission's (MAC) Deicing Task Force, to address deicing issues.
- Work with MAC to develop a comprehensive deicing management plan.

**Programs**—Mostly nonstructural, likely to be ongoing year after year. Examples include education/information, data collection and management, project reviews, and project inspections. Programs are most likely funded with an annual ad valorem levy over the entire watershed district.

Section 6.2.2 describes the relationship between LMRWD and the local units of government with respect to project review. Section 6.2.3 discusses the joint resolutions that LMRWD intends to enter into with each local unit of government. The joint resolutions will address the respective roles of LMRWD and the local unit of government in water management, to ensure implementation of LMRWD standards and criteria. Appendix C contains a model joint resolution.

The model joint resolution states that the local unit of government agrees to:

- Implement water management standards and policies at least as strict as those in Sections 5.4, 5.5, 5.9, 5.10, 5.11 and 5.13 of the LMRWD Plan through development review and permit programs (the policies, standards and criteria will be attached to the joint resolution).
- Submit project proposals to LMRWD for review and comment whenever the project meets any of the criteria listed in Section 5.13, policy 2.

Where the LMRWD review identifies areas where the local permits are less strict than the standards in the LMRWD plan, the local government will incorporate the provisions of LMRWD comments into local permits.

- Submit city comprehensive plan amendments/revisions to LMRWD for review and comment.
- Inspect projects under construction and enforce local permit provisions intended to implement the policies, standards and criteria of the LMRWD.
- Administer their own MDNR-approved floodplain regulations for the LMRWD after approval of the local plan, unless the local unit of government gives the authority to LMRWD.
- Be the designated local government unit (LGU) for the Wetland Conservation Act (WCA) and rules.

The model joint resolution states that the LMRWD agrees to:

- Review project plans and city comprehensive plan amendments/revisions for conformance with LMRWD policies and standards and provide review comments to the local unit of government at no cost to the local government and within a mutually-agreed upon time (two weeks, for example).
- Conduct regular inspections to monitor local enforcement of LMRWD policies and standards, and to work cooperatively to resolve conflicts over the implementation of LMRWD standards and policies.
- Continue to administer its Minnesota River Floodplain Regulations (see Appendix B) in the community until the community adopts a MDNR-approved floodplain ordinance and until the local government's water management plan is approved.

The joint resolution may be rewritten from time to time to reflect revisions to the agreed-upon roles of the District and the local governmental unit. As resource assessments and plans are completed, LMRWD will seek to amend the joint resolutions to set specific limits and/or require special resource protection methods/strategies in the watershed.

If a city either does not enter into a joint powers resolution with LMRWD, does not abide by the joint resolution, or LMRWD finds that the local unit of government has failed to enforce the standards and policies of LMRWD, then LMRWD will adopt regulations after a public hearing,

and begin operating a permit program in the local unit of government to enforce the LMRWD standards and policies.

**Special Studies**—One time technical or data collection efforts directed at acquiring specific information or achieving a specific goal. Examples include assessment of the current and potential future conditions of LMRWD's resources and the development of resource protection plans. Special studies might be considered an extension of the 'programs' category described above. LMRWD will most likely fund the special studies listed in its implementation program through the annual ad valorem levy. In some cases the requester of the special study, be it public or private, might be required to pay the cost of the study.

Table 6-1 lists all of the proposed projects, programs and special studies that comprise LMRWD's implementation program. Table 6-1 shows the cost estimates, priorities, schedule and recommended funding sources (see Section 6.3) for the proposed implementation program. LMRWD's priority system reflects its focus on the following: commercial navigation; resource evaluation and management; project review and inspection; and public information.

Section 6.3.7 presents LMRWD's past and proposed funding mechanisms. The method of funding for LMRWD's implementation program depends on the activity. LMRWD intends to finance the majority of its program and special study initiatives through its annual administrative fund ad valorem tax levy and the administrative fund reserves. LMRWD will fund project initiatives benefitting commercial navigation through its existing 9-Foot Channel Fund. LMRWD intends to fund other (petitioned) project initiatives through an additional ad valorem tax levy for basic water management features projects.

***[This page for use when the Executive Summary is distributed separate from the plan]***

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