



# Level II Performance Review

South Washington Watershed District

**Local Government Unit Final Report**

September 24, 2014

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**Minnesota Board of Water and Soil Resources**

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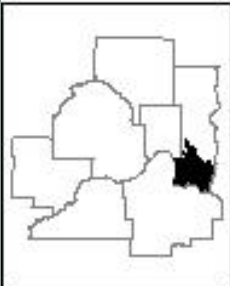
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This report has been prepared for the **South Washington Watershed District** by the Minnesota Board of Water and Soil Resources (BWSR) in partial fulfillment of the requirements of Minnesota Statutes, Chapter 103B.102, Subd.3.

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This report is available at in alternative formats upon request.

<p><b>PRAP Level II Report Summary</b></p>	<p><b>South Washington Watershed District</b></p>
<p><b>What is a PRAP Performance Review?</b></p> <p>The Board of Water and Soil Resources supports Minnesota’s counties, watershed districts and soil and water conservation districts that deliver water and related land resource management projects and programs. In 2007 the Board set up a program (PRAP) to systematically review the performance of these local units of government to ensure their effective operation. Each year BWSR staff conduct routine reviews of several of these local conservation delivery entities. This document reports the results of one of those reviews.</p>	<p><b>Key Findings and Conclusions</b></p> <p>The South Washington Watershed District (SWWD) is an effective agent for positive water resource management in a complex metropolitan environment. The district’s systematic, deliberate approach to project development, as set out in their management plan and management processes, is impressive. The confidence that the cities within the district have in the organization’s capabilities is evidenced by the gradual expansion of the district’s jurisdiction as neighboring watershed management organizations have dissolved. The SWWD has been aggressive at applying the various tools and authorities available to a metro area watershed district in its pursuit of effective local water and resource management. In general, the partner organizations find the SWWD good to work with and recognize the quality of its efforts. If there are any areas for improvement in the district’s working relationship with its partners they would be in the area of improved communication about changing timelines or follow-through on projects or programs.</p> <p>The district meets an impressive 93 percent of BWSR’s benchmark performance standards. This rate of compliance shows organizational sophistication, attention to detail in overall district management, and a commitment to service for the people who live in the district and to the resources they depend upon.</p> <p><b>Resource Outcomes</b></p> <p>The SWWD has adopted load reduction goals for water quality on a subwatershed basis. Progress toward those goals is not routinely reported in district documents, however.</p> <p><b>Action Items</b></p> <p>The district has two action items to address in the coming months:</p> <ul style="list-style-type: none"> <li>■ Submit annual audit reports on time</li> <li>■ Establish an advisory committee.</li> </ul> <p><b>Commendations</b></p> <p>The SWWD is commended for meeting 12 of BWSR’s 13 benchmark performance standards.</p> <p><b>Recommendations</b></p> <p>Address action items Establish some measureable goals for the next management plan.</p> 

## Introduction

This is an information document prepared by the staff of the Board of Water and Soil Resources (BWSR) for the South Washington Watershed District (SWWD). It reports the results of a routine performance review of that organization's water management plan implementation and overall organizational effectiveness in delivery of land and water conservation projects and programs.

BWSR has reviewed the watershed district's reported accomplishments of their management plan action items, determined the organization's compliance with BWSR's Level I and II performance standards, and surveyed members of the organization and their partner organizations.

This review is neither a financial audit nor investigation and it does not replace or supersede other types of governmental review of local government unit operations.

While the performance review reported herein has been conducted under the authority granted to BWSR by Minnesota Statutes Chapter 103B.102, this is a staff report and has not been reviewed or approved by the BWSR board members.

### What is PRAP?

PRAP is an acronym for BWSR's Performance Review and Assistance Program. Authorized by the 2007 Minnesota legislature, the PRAP purpose is to support local delivery of land conservation and water management by periodically reviewing and assessing the performance of local units of government that deliver those services. These include soil and water conservation districts, watershed districts, watershed management organizations, and the local water management functions of counties.

BWSR has developed four levels of review, from routine to specialized, depending on the program mandates and the needs of the local governmental unit. A Level I review annually tabulates all local governmental units' compliance with basic planning and reporting requirements. In Level II, conducted by BWSR once every ten years for each local governmental unit, the focus is on the degree to which the organization is accomplishing its watershed management plan. A Level II review includes determination of compliance with BWSR's Level I and II statewide performance standards, a tabulation of progress on planned goals and objectives, a survey of board members and staff on the factors affecting plan implementation, a survey of LGU partners about their impressions of working with the LGU, and a BWSR staff report to the organization with findings, conclusions and recommendations. BWSR's actions in Levels III and IV include elements of Levels I and II and then emphasize assistance to address the local governmental unit's specific needs.

## Findings

This section describes what BWSR learned about the performance of the South Washington Watershed District.

The SWWD was established in 1993 but has undergone several expansions since then, most recently in 2010. The district's jurisdiction includes all or parts of 10 cities and townships in southern Washington County. The mission adopted by the board of managers is "to manage water and related resources of the South Washington Watershed District in cooperation with our citizens and communities." The five appointed managers employ a staff of three persons to carry out the operations of the district.

### Findings Part 1: Planning

Part 1 assesses the progress the SWWD has made in the implementation of the district's watershed management plan.

The current watershed management plan, which is the district's second, was approved by BWSR and adopted by the board of managers in 2007. The Plan was amended in 2009 to include additional projects and in 2011 to include the area formerly organized as the Lower St. Croix Watershed Management Organization.

The 2007 Plan was designed to serve the district as a flexible document that allows for routine updates to the implementation plan as the needs and priorities of the district change. It also has a built-in evaluation mechanism that allows the managers to assess progress on the goals and policies. In addition, the district managers and staff conducted a future planning session in January 2013 at which they evaluated the progress made to date on the major program objectives of the 2007 management plan. That review was designed to comprehensively survey their past, present and future work to position the district for the next major plan update.

#### Resource Outcomes

The SWWD has adopted load reduction goals for water quality on a subwatershed basis. Progress toward those goals is not routinely reported in district documents, however.

This performance review used the self-evaluation elements built into the SWWD's management plan and plan review process. This assessment included the

aforementioned planning session summary of plan accomplishments and the district's 5-year Progress Evaluation of accomplishments for actions by management area as described in Section 5.2.2 of the management plan. The evaluation criteria used for each management area are described in Section 5.2.3 of the plan. District documents with this information are reproduced in Appendix A of this report (see pages 7-16).

That assessment shows that the SWWD is making steady and systematic progress in addressing the goals in each management area. The district reports moderate (47% of criteria) to high (50%) success in all management areas. Particularly strong are the areas of groundwater, erosion control, education, long-range work planning/financing, and data management.

### Findings Part 2: Performance Standards

The second source of information for assessing the performance of the SWWD is the extent of their compliance with a set of performance standards developed by BWSR that reflect statutory requirements and best operating practices for watershed districts in the metro area. The standards address four areas of operation: administration, planning, execution, and communication/coordination. They are further categorized as **basic** and **benchmark** standards. The **basic** standards describe practices that are either legally required or fundamental to watershed district operations. The **benchmark** standards describe practices that reflect a high level of performance. While all watershed districts should be meeting the basic standards, only the more ambitious ones will meet many benchmark standards.

BWSR tracks all 46 watershed districts' compliance with four or five of the basic standards each year. This Level I PRAP review is reported in a publically accessible database on the BWSR website. The SWWD has shown strong compliance with the Level I basic standards during each of the past six years. Their only deficiencies were for submitting late annual audit and activity reports in two different years.

For this Level II review, BWSR assesses the district's compliance with all of the 16 basic standards and the 13 benchmark standards. The district shows good compliance with the basic standards, missing two, and particularly strong compliance with the benchmark standards, meeting 12 of 13. The two basic standards for which the district reported non-compliance are submitting their audit report on time (the district

submitted their 2011 and 2012 reports late) and the district does not currently have a functioning advisory committee, as required by rule. On the other hand, their high level of compliance with benchmark standards reflects extraordinary operational performance. The results of the SWWD’s performance standards compliance are listed in Appendix B, page 17.

**Findings Part 3: LGU Self-Assessment**

This part describes the results of a self-assessment of the district’s progress in plan implementation based on a survey of board members and staff. All five managers and three staff members were invited to take the survey via an on-line Survey Monkey™ application. Seven responses were received from this group, an excellent response rate. Those responses are detailed in Appendix C, pages 18-22. This section provides a brief overview of those opinions.

SWWD managers and staff are most proud of the Central Draw Overflow project, which was mentioned by all respondents. Other project and program accomplishments mentioned as being successful include the Colby Lake clean-up, Trout Brook project, stormwater reuse, Newport ravine project, and the coordinated capital improvement program. Factors identified for these successes included building strong partnerships, strong staff and board leadership, and sound scientific analysis.

Survey respondents had a difficult time identifying projects or programs with little to no progress. Grey Cloud Island Slough was mentioned by two people and a general reference to the difficulty of lake clean-up was also mentioned.

Respondents listed a wide range of organizations with which they work well. These include cities, the county, the Washington Conservation District, townships and some state agencies. Several respondents thought there is room for improvement in the working relationship with the Metropolitan Council and the Minnesota Pollution Control Agency.

When asked for suggested improvements to make the SWWD even more effective, respondents offered fostering better relations with the MPCA, increasing district capacity, more success in getting grants, and better use of new technologies.

**Findings Part 4: Partners’ Assessment**

South Washington WD staff identified 29 individuals who have or potentially could partner with the

organization on district programs and projects. These people were invited to take an on-line survey of their opinions regarding their working relationship with and assessment of the watershed district. Fifteen of 29 responded, an acceptable (52%) response rate.

The opinions of the partners are based on a moderate familiarity with the work of the district. Fifty percent of the respondents reported interacting with the South Washington WD at least monthly, the other half less frequently. Eighty percent of the respondents have been in their current positions for at least five years.

The opinions of partners about the district’s performance are unanimously positive. The table shows ratings of four operational areas as judged by the responding partners.

Performance Area	Partner Ratings (percent)				
	Strong	Good	Accept-able	Poor	Don't Know
Communi-cation	67	13	20	0	0
Quality of Work	67	20	13	0	0
Relations with Customers	67	20	13	0	0
Timelines/ Follow through	53	7	40	0	0

In their overall description of their working relationship with the district, nearly all the partner representatives describe it as “strong” or “powerful” (93%), with only one person rating it as “good” with room for improvement. What is notable about these results is that none of the partners gave the district a poor rating or identified problems that affect their working relationship. The survey data is presented in Appendix C, pages 18-22.

## General Conclusions

The SWWD is an effective agent for positive water resource management in a complex metropolitan environment. The district's systematic, deliberate approach to project development, as set out in their management plan and management processes, is impressive. The confidence that the cities within the district have in the organization's capabilities is evidenced by the gradual expansion of the district's jurisdiction as neighboring watershed management organizations have dissolved.

The SWWD has been aggressive at applying the various tools and authorities available to a metro area watershed district in its pursuit of effective local water and resource management. In general, the partner organizations find the SWWD good to work with and recognize the quality of its efforts. If there are any areas for improvement in the district's working relationship with its partners they would be in the area of improved communication about changing timelines or follow-through on projects or programs.

The district meets an impressive 93 percent of BWSR's benchmark performance standards. This rate of compliance shows organizational sophistication, attention to detail in overall district management, and a commitment to service for the people living in the watershed and to the resources they depend upon.

### Action Items

Action items are based on BWSR's basic performance standards for which the LGU is not in compliance. Because these items are, for the most part, required by rule or statute, BWSR emphasizes them in this section for LGU action. The SWWD has two action items, both of which are required by Minn. Rule 8410:

- Submit annual audit reports on time
- Establish an advisory committee.

See Recommendation 1.

## Commendations

Commendations are based on compliance with BWSR's benchmark performance standards, which show exemplary performance in various areas of district operations. The SWWD is commended for meeting these standards:

- Administrator on staff
- Staff training: orientation & cont. ed. plan and record for each staff person
- Operational guidelines exist and current
- Biennial Budget Request submitted within last 24 months
- Strategic plan identifies short-term priorities
- Water quality trends tracked for priority water bodies
- Watershed hydrologic trends monitored / reported
- Website: contains meeting notices, agendas & minutes; updated after each board mtg; additional content
- Obtain stakeholder input: within last 5 yrs
- Track progress for I & E objectives in Plan
- Coordination with County Bd and City/Twp officials
- Partnerships: cooperative projects/tasks with neighboring districts, counties, soil and water districts, non-governmental organizations.



## Recommendations

This section contains recommendations offered by BWSR to the SWWD managers and staff to enhance the organization's service to the residents of the district and its delivery of effective water and related land resource management.

### **Recommendation 1: Address action items.**

Both of the basic standards for which the action items are listed—having an on-time audit report submittal and an active advisory committee—can be difficult. BWSR is well aware of the challenges involved in meeting these standards. However, when they show up in a performance review of the SWWD, we must bring them to the district's attention. It appears that the district has set aside adequate funding to support these responsibilities. With the expansion of project activity, such as the Central Draw Overflow project, it may be possible to find standing advisory committee members from among the various advisory groups consulted for the projects.

### **Recommendation 2: Establish some measureable goals for the next management plan.**

As the district gears up for the next watershed management plan iteration, consider adding or making more explicit in planning documents measureable goals for resource improvement and applying monitoring activities to track resource changes. The district's planning review documents suggest that there are load reduction goals. These could be made more visible and the current data that relates to them should be given a place in the district's annual reports and website.

## LGU Comments and BWSR Responses

The SWWD submitted written comments on September 12, 2014 regarding the draft version of this report. The comments from that letter are summarized here with a comment response from BWSR, where appropriate. The full text of the comment letter is in Appendix D, page 23.

*Comment:* The SWWD is reported to have submitted their annual audit late in two different years. Unfortunately the audit is subject to the consultants schedule and does not always get completed prior to the 120-day required timeline. The SWWD does however submit the annual report to BWSR within the required time of 120-days. As soon as the audit is completed, the SWWD or consultant submits the audit to BWSR. The SWWD and their consultant will continue to attempt to complete the audit within the required time.

*BWSR Response:* Comment noted. The audit submittal due date is specified in rule. There is no provision for BWSR to grant an exception to this rule.

*Comments:* On page 3 of the report, "Findings Part 3:" the report indicates the SWWD has four staff members. Currently the SWWD has 3 staff members.

On page 17 of the report, "Summary Overview" the report indicates the SWWD has a total of 9 board members and staff. Currently the SWWD has a total of 8 board members and staff.

*BWSR Response:* The text has been corrected in this final report.

*Comment:* The report contains two recommendations. The SWWD is committed to addressing both recommendations.

To address the recommendation regarding the Citizen Advisory Committee, the SWWD will develop a process to gather input from local advisory committees used by the Cities and Townships.

*BWSR Response:* This approach has promise. SWWD should provide their BWSR BC with additional information about how this approach would work.

*Comment:* The second recommendation is to establish measurable goals for the next management plan. The SWWD current plan has established load reduction

goals for water bodies in the watershed. This combined with the annual monitoring program helps to measure the SWWD's progress toward improving water quality. As the SWWD continues to assess sub-watersheds more specific goals will be developed and communicated.

*BWSR Response:* The response suggests a good refinement in the SWWD's current setting of load reduction goals. The recommendation also encourages the district to make more visible in district publications what the monitoring data show about progress toward meeting those goals.

*Comment:* In the survey portion of the report the SWWD Board would like to clarify that when cooperating with other organizations and agencies, the Department of Natural Resources (DNR) was listed. The SWWD has, and is currently working with the DNR on several projects. Many SWWD current and proposed projects match DNR goals, and would "benefit" the SWWD most by cooperating with the DNR to implement projects that achieve multiple goals. The DNR was also listed as an agency that the SWWD works well with.

*BWSR Response:* This is a helpful interpretation of the survey results.

*Comment:* The SWWD Board of Managers would also like to note to BWSR as part of the review that the SWWD has developed a very efficient and consistent budget process that uses stormwater utility fees. Each year the Board considers the annual budget and ensures that the total tax impacts to residents remains the same or lower. By managing stormwater utility fees the Board has been able to maintain tax impacts over the past several years while maintaining or expanding services.

The SWWD is committed to working with partners, Cities, Townships, County, Regional, State and Federal agencies. As projects are developed, the SWWD routinely engages the necessary partners to gain technical and citizen input. Each year the Board meets with the City Councils and Township Boards to discuss the SWWD annual work plans and accomplishments as an effort to receive input from the partners.

SWWD Board members have an exemplary attendance record at state association training events and conferences associated with watershed management. The Board's effort to keep educated on current water

management issues is a tremendous benefit to District operations.

*Comment:* This further explanation of best management practices used by the SWWD describes effective approaches that are reflected in the district's successful plan implementation results revealed in this performance review.

## Appendix A. Plan Accomplishments

### The South Washington Watershed District Current Status and Future Planning- January 2013

The SWWD was established in 1993 and received watershed plan (Plan) approval from the State for its first Plan in 1997. The Plan was amended in 2002 to include Central Draw Storage Facility Phase I. The 2002 amendment was intended to extend the length of the plan to 2007 when the SWWD would complete a full update of the Plan. Included in the amendment was needed infrastructure that would convey stormwater and efficiently use available storage acquired by the SWWD in CD-P86. A total of seven improvements were identified in the 2002 Engineers Report and amended into the Capital Improvements Program of the Plan. One of the improvements has since been eliminated two of the remaining six improvements were constructed in 2003 and 2004. Two additional improvements have been preliminarily designed and in 2013 two improvements will be constructed with the CSAH 19-20-22 project.

In 2005 the SWWD Board undertook a total updated of the 1997 Plan. The Plan included updated design information for the CDSF Overflow and Phase I improvements to the CDSF. Between 1993 and 2005 the SWWD had accumulated significant data and completed several studies that establish a basis for the Plan update. In addition to data and studies the Plan was reorganized to create a living document that provides the Board clear guidance for managing the watershed. In 2003 at the request of Washington County, the SWWD was consolidated with the East Mississippi Watershed Management Organization. Approval of the updated Plan in 2007 fully incorporated this sub-watershed into the Plan.

The Plan was amended again in 2009 to include 3 projects for the East Mississippi sub-watershed, Grey Cloud Island Backwater, Clear Channel Pond and the Newport Ravine. Each project includes multi-jurisdictional issues the Cities requested be addressed by the SWWD. Each project has begun and is in various phases from feasibility to completed construction. The Plan was amended in 2011 to include the consolidation of the SWWD and the Lower St. Croix Watershed Management Organization. The SWWD boundary was expanded in 2010 at the request of Washington County. The Lower St. Croix watershed plan had been recently updated by the former organization. The SWWD has incorporated that plan into the SWWD Plan and adopted the Lower St. Croix plan as a guidance document. This has provided a seamless transition for the SWWD to take on management of this sub-watershed.

In 2007 the Plan was designed to serve the SWWD as a reiterative document that allows the SWWD on a routine basis to update the implementation plan. The SWWD is systematically assessing each sub-watershed for water quality purposes. Sub-watershed assessments results in identification of sub-watershed loading sources, a load reduction goal, and a list of potential projects and retrofits to accomplish the goal. This approach allows the SWWD to implement water quality projects in cooperation with Cities, the County or as independent projects as SWWD Capital Improvements. As the SWWD moves forward continued focus on water quality improvement will gain more priority. As the CDSF Overflow project begins construction in 2013 the workload for staff will shift to more water quality implementation.

As the SWWD move forward the next 5 years priorities will shift significantly from planning to implementation. Overflow construction will be phased between 2013 and 2018. Completion of subsequent phases will provide the staff time to shift their priority to more resource management/water quality projects. Two elements of SWWD operation will shift as well. The SWWD will need to balance new

development and application of SWWD standards with re-development and retrofit projects to improve water quality. The second operational element will shift stormwater utility fees from the overflow project to SWWD projects. This will result in a reduction of the 75% fee and an increase in the 25% or SWWD management area fee. A utility rate of between \$40 and \$50 annually for all three management units is a likely end point. Many of the tools the SWWD will use in the future for implementation are already in place. The SWWD regulatory program is up to date, Cities have approved local plans, the monitoring network will be used to demonstrate improve water quality and that programs and project are meeting standards. Project implementation will use the SWWD Capital Improvement Program and the Coordinated Capital Improvement Program. The implementation approach is three pronged: 1) Regulatory Standards; 2) Water Quality Cost Share; and, 3) Capital Improvements. Implemented projects will mature and create the need to evaluate effectiveness of Best Management Practices both form design efficiency and maintenance requirements. The SWWD will work with other organizations conduct stormwater research.

Staff has prepared the table below illustrating tasks listed in the 2007 Plan. Major tasks identified in the Plan have been evaluated based on completion using the definitions listed above. Staff is asking the Board to review the table and have a discussion about the future direction of the SWWD. What does the Board want the SWWD to look like in 5 years? During the discussion the focus will be on Emerging and Future-Edge categories to ensure we are planning for and working towards priority issues for the SWWD. Completed, On-Going, and Disappearing categories should be reviewed to ensure we have covered major issues and that issues are not being eliminated that shouldn't. Once we have identified upcoming priority issues we will transfer the information from the planning session into actions for the Plan. Staff will prepare a Plan amendment with updated Goals, Policies and Actions with an updated Long Range Work Plan for Board consideration.

#### Definitions:

Completed:	Issues in the plan that have been successfully addressed by the SWWD and will remain in the plan, however will receive low priority, low funding and take only intermittent staff time.
On-Going:	Issues in the plan that are being addressed through the development of an internal program and will continue indefinitely, the issues are neutral in priority but require periodic staff attention.
Disappearing:	Issues in the plan that continue to receive priority for the SWWD, however they will receive less funding and staff time through the life cycle of the plan. These issues may be completed by the end of the planning cycle.
Emerging:	Issues in the plan that receive priority for the SWWD and received annual funding in the budget but not fully funded. Staff time dedicated to the issue will increase over the life cycle of the plan. Typically these issues are known and understood, however these issues may be known but not fully understood at this time. In these instances the issue may receive greater priority and funding in the next plan.
Future-Edge:	Issues do not currently receive priority for the SWWD or may not be included in the plan. These issues are unfamiliar therefore more work is necessary by the SWWD to determine a future management plan.

(1) Floodplain Mgmt	Completed	On-Going	Disappearing	Emerging	Future-Edge
Projects	<ul style="list-style-type: none"> <li>Established specific floodplain elevations at ultimate development conditions, and seek agreement from involved parties.</li> </ul>			<ul style="list-style-type: none"> <li>LSC &amp; EMW Floodplains</li> </ul>	
Programs	<ul style="list-style-type: none"> <li>Hydrologic Modeling</li> </ul>	<ul style="list-style-type: none"> <li>FEMA Maps Implementation</li> </ul>		<ul style="list-style-type: none"> <li>Floodplain and park/trail use greenway and openspace</li> </ul>	
Administration					
Governance					

(2) Stormwater Runoff	Completed	On-Going	Disappearing	Emerging	Future-Edge
Projects	<ul style="list-style-type: none"> <li>• Maintain 2,10, and 100 year peak rate of run off for the critical precipitation event</li> <li>• Identify the overflow direction and maximum elevations on all development plans for 100-year event</li> <li>• Identify and preserve critical areas necessary for temporary storage</li> <li>• Newport Ravine Stabilization</li> </ul>	<ul style="list-style-type: none"> <li>• Flood Storage</li> <li>• Conveyance</li> <li>• Design and construct a stormwater storage facility to relieve overflow of Clear Channel pond</li> <li>• Design and construction of overflow through the East Ravine subwatershed.</li> <li>• Grey Cloud Slough</li> </ul>		<ul style="list-style-type: none"> <li>• TP 40 update to evaluate future</li> <li>• Regional assessment point and criteria for LSC &amp; EMW</li> </ul>	<ul style="list-style-type: none"> <li>• Climate change</li> </ul>
Programs	<ul style="list-style-type: none"> <li>• Initiate hydrologic and hydraulic modeling to identify flood prone areas</li> </ul>	<ul style="list-style-type: none"> <li>• Emergency Response Plans with Cities</li> </ul>		<ul style="list-style-type: none"> <li>• Initiate hydrologic and hydraulic modeling to LSC &amp; EMW</li> <li>• Develop tools and performance measures for Design Standards</li> </ul>	
Administration	<ul style="list-style-type: none"> <li>• Provide assistance for addressing deteriorating emergency flood control structures</li> </ul>				
Governance					

(3) Water Quality	Completed	On-Going	Disappearing	Emerging	Future-Edge
Projects	<ul style="list-style-type: none"> <li>• Deicing Equipment</li> <li>• Salt Storage Facility</li> </ul>	<ul style="list-style-type: none"> <li>• Assist and improve snow and ice control</li> </ul>			
Programs	<ul style="list-style-type: none"> <li>• Lake Standards</li> <li>• Numeric lake water quality goals</li> <li>• BMP Program</li> <li>• Stormwater Utility Credits</li> </ul>	<ul style="list-style-type: none"> <li>• Prepare an implement lake specific management plans</li> <li>• Implementation of sub-watershed projects</li> <li>• Agriculture BMP program</li> <li>• Retrofit Assessments</li> <li>• CCIP</li> <li>• BMP Program</li> <li>• Agriculture BMP Program</li> <li>• Stormwater Utility Credits</li> </ul>		<ul style="list-style-type: none"> <li>• Water Quality Education Programs</li> <li>• 4B/TMDL Alternatives</li> <li>• State Stormwater Manual</li> <li>• Street Sweeping</li> <li>• Develop tools to identify projects on the landscape</li> </ul>	
Administration					<ul style="list-style-type: none"> <li>• Hire staff to administer the BMP program</li> </ul>
Governance					

(4) Wetlands	Completed	On-Going	Disappearing	Emerging	Future-Edge
Projects					
Programs	<ul style="list-style-type: none"> <li>Established a method for defining values and classification</li> <li>Inventoried the wetland resources</li> <li>Developed a weighting system for managing wetlands</li> </ul>	<ul style="list-style-type: none"> <li>LGU for Wetland Conservation Act</li> </ul>		<ul style="list-style-type: none"> <li>Inventory wetlands in LSC &amp; EMW</li> <li>Identify methods and processes for protecting high priority wetlands in LSC &amp; EMW</li> <li>Wetland Credits</li> </ul>	
Administration					
Governance					

(5) Natural Resources	Completed	On-Going	Disappearing	Emerging	Future-Edge
Projects	<ul style="list-style-type: none"> <li>Greenway Plan</li> <li>Natural Area ID</li> </ul>	<ul style="list-style-type: none"> <li>CD-P86 Restoration</li> </ul>		<ul style="list-style-type: none"> <li>Long Term Maintenance</li> <li>Development Implementation</li> <li>CD-P86 Trailhead/Education Center</li> <li>In-Lake and Stream Habitat and Communities</li> <li>Aquatic Invasive Species</li> </ul>	<ul style="list-style-type: none"> <li>Grey Cloud Corridor</li> <li>St. Croix Bluffs Corridor</li> </ul>
Programs					
Administration					
Governance					



(6) Groundwater	Completed	On-Going	Disappearing	Emerging	Future-Edge
Projects	<ul style="list-style-type: none"> <li>• Identified Surface Water Resources</li> <li>• Developed Performance Specifications</li> <li>• Turf Irrigation</li> <li>• Snow and Ice Control</li> </ul>	<ul style="list-style-type: none"> <li>• Regional infiltration impacts</li> <li>• Infiltration for recharge</li> <li>• Snow and Ice Control</li> <li>• Data Collection on Groundwater Levels</li> </ul>		<ul style="list-style-type: none"> <li>• Aquifer management</li> </ul>	
Programs	Karst	<ul style="list-style-type: none"> <li>• Monitoring</li> <li>• Conservation</li> <li>• Aquifer management</li> <li>• Karst</li> </ul>			
Administration					
Governance					

(7) Erosion	Completed	On-Going	Disappearing	Emerging	Future-Edge
Projects	<ul style="list-style-type: none"> <li>• Provide technical and financial support to WCD for erosion control practices</li> <li>• Establish erosion and sediment plans with Cities w/ the NDPES permit process</li> </ul>	<ul style="list-style-type: none"> <li>• Channel Stabilization</li> </ul>		<ul style="list-style-type: none"> <li>• Collaborative oversight w/ Cities and PCA</li> </ul>	
Programs	<ul style="list-style-type: none"> <li>• Create a SWPPP Template</li> </ul>			<ul style="list-style-type: none"> <li>• MS4 Permit</li> </ul>	
Administration	<ul style="list-style-type: none"> <li>• Inspection</li> <li>• Tools</li> <li>• Forms</li> <li>• Assistance</li> </ul>		<ul style="list-style-type: none"> <li>• Inspection</li> <li>• Tools</li> <li>• Forms</li> <li>• Assistance</li> </ul>		
Governance					

<b>(8) Education</b>	<b>Completed</b>	<b>On-Going</b>	<b>Disappearing</b>	<b>Emerging</b>	<b>Future-Edge</b>
Projects	<ul style="list-style-type: none"> <li>• SWWD Website Development</li> </ul>	<ul style="list-style-type: none"> <li>• Website Databases</li> </ul>		<ul style="list-style-type: none"> <li>• Website Tools</li> </ul>	
Programs	<ul style="list-style-type: none"> <li>• EMWREP</li> <li>• MS4</li> </ul>	<ul style="list-style-type: none"> <li>• EMWREP</li> <li>• Public and Private Partnerships to Implement Education Programs</li> <li>• Develop an Education Plan</li> <li>• Outreach</li> </ul>		<ul style="list-style-type: none"> <li>• CAC Development</li> <li>• Regional Efforts</li> <li>• EMWREP</li> </ul>	
Administration					
Governance					

<b>(9) LRWP</b>	<b>Completed</b>	<b>On-Going</b>	<b>Disappearing</b>	<b>Emerging</b>	<b>Future-Edge</b>
Projects	<ul style="list-style-type: none"> <li>• CCIP</li> </ul>				
Programs	<ul style="list-style-type: none"> <li>• Stormwater Utility</li> <li>• Work Plan</li> </ul>	<ul style="list-style-type: none"> <li>• CCIP</li> <li>• Planning</li> <li>• Rules</li> <li>• Design Standards</li> </ul>		<ul style="list-style-type: none"> <li>• Stormwater Utility Fees</li> <li>• Levy</li> <li>• Grant/Contract Management and Enforcement</li> </ul>	
Administration	<ul style="list-style-type: none"> <li>• Developed Accounting Funds</li> <li>• Utility Update</li> </ul>			<ul style="list-style-type: none"> <li>• Staffing</li> <li>• Office Space</li> <li>• Inspections</li> </ul>	<ul style="list-style-type: none"> <li>• Watershed Consolidation</li> </ul>
Governance					

(10) Data Mgmt	Completed	On-Going	Disappearing	Emerging	Future-Edge
Projects	<ul style="list-style-type: none"> <li>• Electronic Data on Website</li> </ul>	<ul style="list-style-type: none"> <li>• Electronic Posting of Data on Website</li> </ul>		<ul style="list-style-type: none"> <li>• Cost of Data and Maintenance</li> </ul>	
Programs	<ul style="list-style-type: none"> <li>• Established Modeling Specs</li> <li>• Modeling Protocols</li> <li>• FEMA</li> </ul>	<ul style="list-style-type: none"> <li>• Enforce Modeling Specs</li> </ul>			<ul style="list-style-type: none"> <li>• New Data and Information</li> </ul>
Administration		<ul style="list-style-type: none"> <li>• Electronic Catalog of Reports</li> <li>• Monitoring Network</li> </ul>			
Governance					

(11) General	Completed	On-Going	Disappearing	Emerging	Future-Edge
Projects					
Programs					
Administration	<ul style="list-style-type: none"> <li>• Accounting Services and Procedures</li> </ul>	<ul style="list-style-type: none"> <li>• Staff Training</li> </ul>			<ul style="list-style-type: none"> <li>• Staff</li> <li>• Office Space</li> <li>• District Vehicle</li> </ul>
Governance					

5 Year Progress Evaluation for District Activities												
Management Area			Policy Implementation			Collaborative Measures			Project Activity			Comments
			< 25%	25-75%	> 75%	< 25%	25-75%	> 75%	< 25%	25-75%	> 75%	
Floodplain Management				X			X			X		SWW complete (shift to maintenance), begin LSCW and EMW
Stormwater Runoff Volume and Rate					X		X				X	Upcoming shift from project activities to program activities
Water Quality				X			X		X			Planning and framework established, shift focus to implementation
Wetlands				X			X			X		SWW complete (shift to maintenance), begin LSCW and EMW
Natural Resources and Recreation				X			X			X		
Groundwater					X			X			X	Driven at County level
Erosion and Sediment Control					X			X			X	Will evolve to reflect State permit changes
Education					X			X			X	Need to assess value of varied educational programs
Long Range Work Planning and Financing					X		X				X	Will continue to develop collaborative processes with Cities/County
Data Management					X			X		X		Increasing management and maintenance costs (increasing data volume)

## Appendix B. Metro Watershed District Performance Standards

LGU Name: **SOUTH WASHINGTON**

Performance Area	Performance Standard	Level of Review	Rating	
			Yes, No, or Value	
			YES	NO
	<ul style="list-style-type: none"> <li>★ Benchmark standard</li> <li>■ Basic practice or statutory requirement (see instructions for explanation of standards)</li> </ul>	<ul style="list-style-type: none"> <li>I Annual Compliance</li> <li>II BWSR Staff Review &amp; Assessment</li> </ul>		
Administration	■ Activity report: annual, on-time	I	X	
	■ Financial report & audit completed on time	I		X
	■ Drainage authority buffer strip report submitted on time	I		NA
	■ eLink Grant Report(s): submitted on time	I	X	
	■ Rules: date of last revision or review	II		1/12
	■ Personnel policy: exists and reviewed/updated within last 5 yrs	II	x	
	■ Data practices policy: exists and reviewed/updated within last 5 yrs	II	x	
	■ Manager appointments: current and reported	II	x	
	■ Consultant RFP: within 2 yrs for professional services	II	x	
	★ Administrator on staff	II	X	
	★ Board training: orientation & cont. ed. plan and record for each board member	II		X
	★ Staff training: orientation & cont. ed. plan and record for each staff person	II	x	
	★ Operational guidelines exist and current	II	x	
★ Public drainage records: meet modernization guidelines	II		NA	
Planning	■ Watershed management plan: up-to-date	I	X	
	■ City/twp. local water plans not yet approved	II		0%
	■ Capital Improvement Program: reviewed every 2 yrs	II	X	
	★ Biennial Budget Request submitted within last 24 months	II	x	
	★ Strategic plan identifies short-term priorities	II	X	
Execution	■ Engineer Reports: submitted for DNR & BWSR review	II	X	
	■ Total expenditures per year (past 10 yrs)	II		see below
	★ Water quality trends tracked for priority water bodies	II	X	
	★ Watershed hydrologic trends monitored / reported	II	x	
Communication & Coordination	■ Website: contains annual report, financial statement, board members, contact info, grant report(s), watershed mgmt plan	I	X	
	■ Functioning advisory committee(s): recommendations on projects, reports, 2-way communication with Board	II		x
	■ Communication piece: sent within last 12 months	II	x	
	★ Website: contains meeting notices, agendas & minutes; updated after each board mtg; additional content	II	X	
	★ Obtain stakeholder input: within last 5 yrs	II	x	
	★ Track progress for I & E objectives in Plan	II	X	
	★ Coordination with County Bd and City/Twp officials	II	x	
	★ Partnerships: cooperative projects/tasks with neighboring districts, counties, soil and water districts, non-governmental organizations	II	x	

2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
2369200	1494452	1563416	1576503	1302633	1445656	4863961	33885156	5145017	7113512

## Appendix C. Summary of Survey Results

### Survey Overview:

The survey was developed by BWSR staff for the purpose of identifying information about local governmental unit performance from both board members and staff and from the unit’s partner organizations. The subject governmental unit (in this case, the South Washington WD) identified, at BWSR’s request, their current board members, staff and partner organizations with whom they have an on-going working relationship. BWSR staff invited those people to take the on-line survey and their responses were received and analyzed by BWSR staff. The identity of survey respondents is unknown to both BWSR and the local governmental unit.

In this case, 38 total persons, 8 board members and staff, and 29 partner organization representatives, were invited to take the survey. Twenty-two people responded (58%), 7 board members/staff (88%) and 15 partners (52%), a normal response rate for these surveys. Board members and staff answered a different set of survey questions than the partners. Both sets of responses are summarized below. Some responses were edited for clarity or brevity.

### SWWD Manager and Staff Questions and Responses

How often does your organization use some sort of master plan to guide decisions about what you do? (response percent)	
Always	86
Usually	14
Seldom	0
Never	0

List your organization’s most successful programs and projects during the past 3-5 years.
Building an overflow project to the Mississippi River, which will ensure that large areas of the City of Woodbury, which are landlocked, will not flood in unprecedented rain events. Also, our rain garden program which provides financial assistance, on a partnership basis, with projects which will have the demonstrated effect of reducing phosphorus loading to our water bodies.
Completion of phase 1 of our overflow project, the voluntary EIS for the other phases, the stabilization of the draw above 61 in Newport, county 19 water reuse/Colby Lake neighborhood projects to clean up Colby Lake and our salt trunk program.
I am not aware of all District activities. We have assisted them with completing TMDLs for their lakes, updating their standards to protect the lakes, and work on the central draw overflow project.
Central Draw Overflow Water Quality BMP program EMWREP Coordinated Capital Improvement Program Trout Brook Newport Ravine CDO EAW Stormwater Reuse Colby Lake Neighborhood Clear Channel pond CD-P86 restoration
east ravine overflow (72 inch pipe)
Construction of the Central Draw Overflow has begun. The Best Management Practices Program Colby Lake Raingarden Program

1) Implementation of the CDSF overflow project, 2) Progress on restoring Colby Lake in partnership with Woodbury, Washington County, and private business 3) Operation of the Coordinated Capital Improvement Program to help fund municipal and County projects that incorporate water quality treatment above what is required.

**What things have helped make these projects and programs successful?**

Careful, long-range planning; partnership with other stakeholders in both the planning and implementation of the projects; and good management.

Working with other agencies, groups and governments to partner in the programs, share in the planning and cost, and doing multiple things at once to benefit all.

They have a good Board and no-nonsense (good) staff

Partnerships SWWD Board support Sound scientific analysis

1) the plan 2) an aggressive administrator that comprehends projects, engineering firms, various government agencies, contractors.

Improved water quality Increased education efforts on BMP practices Flood control

Primarily partnerships with Cities, County, and local and state agencies. Our projects have large degree of buy in and make progress toward achieving everyone’s shared goals.

**During the past 3-5 years, which of your organization’s programs or projects have shown little progress or been on hold?**

I honestly believe that all projects or programs have shown progress. It has been challenging to make progress in improving certain impaired lakes.

Research on surface/ground water interaction.

Communication Citizens Advisory committee

Grey Cloud Island Slough (2 responses)

I am not aware of any (2 responses)

**List the reasons why the organization has had such difficulty with these projects and programs.**

The nature of certain waterbodies (like Colby Lake) makes phosphorus reduction very challenging because they are shallow with much imbedded sediment that leads to algae growth.

Knowledge in the area of groundwater/surface water interaction and found water supply is limited and being addressed for the larger area. Our efforts need to be in coordination with that larger effort. We have to wait and see.

We do not have effective communication We have a lack of interest

Need more funding sources; Difficulty in securing grant dollars to complete the project. The project has broad support, but it is generally a poor match for available grant programs.

Regarding the various organizations and agencies with which you could cooperate on projects or programs...	
List the ones with which you work well already	
Cities and towns, other watersheds, and neighborhood groups	
Washington County, Cities, most state agencies, and MAWD	
Soil and Water Cons. District / county	
Cities Townships and County	
Washington County Public Health, Public works and Parks: 2) All cities in the Watershed: 3) DNR: 4) Met Council: 5) PCA	
City of Cottage Grove, City of Woodbury, Washington County	
BWSR, MnDNR, WCD, Washington County, District Municipalities	
List the ones with which better collaboration would benefit your organization	
MPCA (3 responses)	
Metropolitan Council (4 responses)	
DNR	

What could your organization do that would make you more effective in accomplishing your plan goals and objectives?	
1) Increase capacity. 2) Better utilize advancing technology. 3) Continue to develop partnerships with Municipalities, particularly as it relates to enforcement of construction permit requirements and inspection/maintenance of long term BMPs.	
Be more successful in obtaining grants.	
It would be nice if MPCA would acknowledge their work on lake protect and make funding available for implementation	
More project development	
Work better with certain regional and state agencies.	
I'm at a loss on this one.	

How long have you been with the organization you currently serve? (percentage)	
Less than 5 years	0
5 to 15 years	100
More than 15 years	0



### SWWD Partner Organization Questions and Responses

Question: How often have you interacted with this organization during the past three years? Select the response closest to your experience. (response percent)	
Not at all	0
A few times	0
Several times a year	47
Monthly	40
Almost every week	13
Daily	0

Is the amount of work you do in partnership with this organization...(percent)	
Not enough, there is potential for us to do more together	7
About right	93
Too much, they depend on us for work they should be doing for themselves	0
Too much, we depend on them for work we should be doing ourselves or with others	0

Based on your experience working with them, please rate the organization as a partner with you in the following areas:					
Performance Characteristic	Rating (percent of responses)				
	Strong	Good	Acceptable	Poor	I don't know
<b>Communication</b> (they keep us informed; we know their activities; they seek our input)	67	13	20	0	0
<b>Quality of work</b> (they have good projects and programs; good service delivery)	67	20	13	0	0
<b>Relationships with Customers</b> (they work well with landowners and clients)	67	20	13	0	0
<b>Timelines/Follow-through</b> (they are reliable and meet deadlines)	53	7	40	0	0

<b>How is your working relationship with this organization? (percent)</b>	
Powerful, we are more effective working together	33
Strong, we work well together most of the time	60
Good, but it could be better	7
Acceptable, but a struggle at times	0
Poor, there are almost always difficulties	0

<b>How long have you been with the organization you currently serve? (percentage)</b>	
Less than 5 years	20
5 to 15 years	60
More than 15 years	20

## Appendix D. South Washington WD Comment Letter



2302 Tower Drive • Woodbury, MN 55125 • 651-714-3729 • Fax 651-714-3721

[www.swwdmn.org](http://www.swwdmn.org)

September 11, 2014

Mr. Don Buckhout  
Minnesota Board of Water and Soil Resources  
520 Lafayette Road North  
Saint Paul, MN 55155

### **RE: Level II Performance Review South Washington Watershed District**

Dear Mr. Buckhout:

The South Washington Watershed District (SWWD) Board of Managers would like to thank you for your time and effort to complete the review of the SWWD. This has given the SWWD an opportunity to evaluate the District operations and develop strategies to improve.

The SWWD has reviewed the draft report dated August 13, 2014 and would offer the following comments. The SWWD is reported to have submitted their annual audit late in two different years. Unfortunately the audit is subject to the consultants schedule and does not always get completed prior to the 120-day required timeline. The SWWD does however submit the annual report to BWSR within the required time of 120-days. As soon as the audit is completed, the SWWD or consultant submits the audit to BWSR. The SWWD and their consultant will continue to attempt to complete the audit within the required time.

On page 3 of the report, "Findings Part 3:" the report indicates the SWWD has four staff members. Currently the SWWD has 3 staff members.

On page 17 of the report, "Summary Overview" the report indicates the SWWD has a total of 9 board members and staff. Currently the SWWD has a total of 8 board members and staff.

The report contains two recommendations. The SWWD is committed to addressing both recommendations.

To address the recommendation regarding the Citizen Advisory Committee, the SWWD will develop a process to gather input from local advisory committees used by the Cities and Townships. This will provide an opportunity for the SWWD to receive input directly related to the committees' advisory role.

The second recommendation is to establish measurable goals for the next management plan. The SWWD current plan has established load reduction goals for water bodies in the watershed. This combined with the annual monitoring program helps to measure the

Mr. Don Buckhout  
Minnesota Board of Water and Soil Resources  
September 11, 2014  
Level II Performance Review South Washington Watershed District  
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SWWD's progress toward improving water quality. As the SWWD continues to assess sub-watersheds more specific goals will be developed and communicated.

In the survey portion of the report the SWWD Board would like to clarify that when cooperating with other organizations and agencies, the Department of Natural Resources (DNR) was listed. The SWWD has, and is currently working with the DNR on several projects. Many SWWD current and proposed projects match DNR goals, and would "benefit" the SWWD most by cooperating with the DNR to implement projects that achieve multiple goals. The DNR was also listed as an agency that the SWWD works well with.

The SWWD Board of Managers would also like to note to BWSR as part of the review that the SWWD has developed a very efficient and consistent budget process that uses stormwater utility fees. Each year the Board considers the annual budget and ensures that the total tax impacts to residents remains the same or lower. By managing stormwater utility fees the Board has been able to maintain tax impacts over the past several years while maintaining or expanding services.

The SWWD is committed to working with partners, Cities, Townships, County, Regional, State and Federal agencies. As projects are developed, the SWWD routinely engages the necessary partners to gain technical and citizen input. Each year the Board meets with the City Councils and Township Boards to discuss the SWWD annual work plans and accomplishments as an effort to receive input from the partners.

SWWD Board members have an exemplary attendance record at state association training events and conferences associated with watershed management. The Board's effort to keep educated on current water management issues is a tremendous benefit to District operations.

If you have questions or need additional information please contact me at 651.714.3729 or [mmoore@ci.woodbury.mn.us](mailto:mmoore@ci.woodbury.mn.us).

Sincerely,  
South Washington Watershed District



Matt Moore  
SWWD Administrator  
c: SWWD Board of Managers  
Mr. Jack Clinton, Jack W. Clinton, P.A.

## Appendix E. Program Data

### Time required to complete this review

South Washington WD Staff: 5 hours

BWSR Staff: 23 hours

### Schedule of Level II Review

#### **BWSR PRAP Coordinator Meetings with Managers and Staff**

- May 23-June13, 2014: Survey Start-Stop Dates
- August 13, 2014: Board meeting- present draft report to Board and staff
- September 24, 2014: Transmit Final Report to SWWD

NOTE: BWSR uses review time as a surrogate for tracking total program costs. Time required for PRAP performance reviews is aggregated and included in BWSR's annual PRAP report to the Minnesota Legislature.