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# DEALING WITH WETLANDS IN MINNESOTA

## QUESTIONS & CONCERNS FROM AROUND THE STATE ABOUT ISSUES FOR A STATE WETLANDS CONSERVATION PLAN

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MINNESOTA WETLANDS CONSERVATION PLANNING
PROJECT REPORT #1

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# DEALING WITH WETLANDS IN MINNESOTA
## QUESTIONS & CONCERNS FROM AROUND THE STATE ABOUT ISSUES FOR A STATE WETLANDS CONSERVATION PLAN

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**Minnesota Association of Soil & Water Conservation Districts**
**Minnesota Board of Water & Soil Resources**
**Minnesota Dept. of Natural Resources**
**Minnesota Pollution Control Agency**
**Minnesota Dept. of Agriculture**
**Minnesota Dept. of Transportation**
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# EXECUTIVE SUMMARY

This initiative is an opportunity to improve how wetlands are protected, restored, and managed by making policies and procedures more consistent and coordinated, sharing information that is needed for informed decision-making, and setting goals for wetlands that recognize competing demands for all resources and land uses, without sacrificing the current level of wetlands protection. A statewide wetlands conservation plan should provide more specific goals for wetlands in Minnesota, show specific management strategies to achieve those goals, and improve how well the system for wetlands conservation works for landowners, concerned citizens, and responsible government officials. It should be a useful and realistic "working" document.

Three core values or aspirations have not been addressed in Minnesota's system for dealing with wetlands:

- The need for specific wetlands goals and strategies coordinated across organizations and programs;
- The demand for a wetlands protection system that is respectful and responsive, and functions cooperatively and efficiently; and
- The desire for long-term sustainability for citizens, communities, and the environment.

A more advanced framework for wetlands decision-making, designed for both comprehensiveness and differentiation, is urgently needed in Minnesota.

At the beginning of the project, the Project Coordinator targeted two essential objectives that had to be met first in order to develop a statewide wetlands plan: (a) Participants in developing the plan must share a clear, common understanding of the issues and challenges to be addressed; and (b) Solid participation by local levels of government, along with state and federal agencies and private sector interests is essential to developing a plan that is accepted and useful, improves relationships, and produces action outcomes. These objectives were addressed through a series of facilitated small group discussions around the state between January 1994 and January 1995 to flush out varied perspectives and sources of information on issues that could be addressed through a state wetlands plan.

This report fulfills three purposes:

1) To report back the full range of input received around the state on issues and challenges for statewide wetlands planning and acknowledge the contributions from all individuals who put time and thought into the discussions;
2) To give greater focus and direction to the project by showing areas of common understanding and some patterns and connections between interrelated and correlated issues; and
3) To introduce the next project phase for resolving some of the issues.

This report on issues for a state wetlands conservation plan does not explore or suggest solutions to any of the identified issues. Finding solutions, answers, changes, and improvements for the system of wetlands efforts will be the focus of work in the next phase of the planning process, beginning in mid-1995. This report and all written comments received by June 1, 1995, will be submitted to work teams for the plan development phase, as described at the end of this report.

Most issues for a comprehensive state wetlands conservation plan can be divided into three general categories: **ecological, socio-economic, and governance**. In addition, some issues or aspects of issues relate to **education and data/research**. All of these categories are interrelated and many are strongly

correlated. The issues may be broken down into other ways, but these general categories reflect the discussions in the resource groups and the ways in which the participants saw the issues.

The criteria for selecting which issues to work on first include predominant concerns, sequential factors, and urgency. It will also be helpful to get some early "successes" to show results and demonstrate the potential of this project. There were very few issues that were mentioned by participants in only one region of the state, so the issues listed below are not sorted by region. Any distinctions may be found the text for a particular issue.

The task ahead is to develop a "roadmap," or statewide wetlands plan, for wetlands managers, which will be done through the wetlands network created during the first phase of this project. Now a subset of individuals from diverse public and private sector interests can be organized to work in small work teams and a "consulting pool" for the work teams. The three initial work teams would be an **Ecological/Socio-Economic Work Team**, a **Policy/Management Work Team**, and a **Local Wetlands Management Work Team**.

The Local Plans Work Team would meet during Spring 1995 with the task of drafting informational materials for local government units and the other two work teams should begin meeting during the summer of 1995 and will continue their work for about 1 to 1½ years. The Local Plans Work Team will develop local wetlands planning guidelines. The Ecological/Socio-Economic Work Team will start by addressing regional differences, followed by wetland functions and values and statewide goals for wetlands. The Policy/Management Work Team will focus initially on jurisdictional coordination and system streamlining and simplification.

The purpose of a consulting pool would be to maintain communication and participation by a wider array of interests and expertise than can be accommodated in a small work team. The advantage of small work teams is that they can meet more frequently and work more intensively than a large group; the principle weakness of a small group is that important insights and concerns could be missed. Having a consulting pool should overcome that weakness while using those strengths to build a wetlands plan as quickly and efficiently as possible.

The issues and circumstances discussed in this report point to a need for a state wetlands conservation plan that is designed to be comprehensive (with vertical and horizontal consistency among all wetlands efforts, and oriented more towards system-based management than site- or species-based management) and to differentiate (recognizing critical regional distinctions and conflicting needs and values in land use planning and natural resources management). Citizens would benefit from fair and efficient public efforts for wetlands; maintenance of healthy, functioning land and water systems; improved access to information and education about wetlands; and increased recognition and understanding about the complex social, economic, and environmental contexts for wetlands decisions that affect a person's or a community's opportunities to thrive and flourish.

Such a state wetlands plan would be used primarily by leaders and staff of state agencies, but should also be useful and informative for local government units and federal agencies in Minnesota. A state wetlands conservation plan is most likely be implemented in stages as components are completed.

This report does not provide answers to the challenges and conflicts described; it set forth the questions and concerns about wetlands protection and management that a diverse network of people around that the state have shared and discussed. It should provoke an open and productive public discourse about where Minnesota is headed with its wetlands policy. It is imperative that concerned governments and individuals find a path through these dilemmas through a cooperative problem-solving effort.

# INTRODUCTION

## PROJECT PURPOSE AND SCOPE

This initiative is an opportunity to improve how wetlands are protected, restored, and managed by making policies and procedures more consistent and coordinated, sharing information that is needed for informed decision-making, and setting goals for wetlands that recognize competing demands for all resources and land uses, without sacrificing the current level of wetlands protection. A statewide wetlands conservation plan should develop more specific goals for wetlands in Minnesota, show specific management strategies to achieve those goals, and improve how well the system for wetlands conservation works for landowners, concerned citizens, and responsible government officials. It should be a useful and realistic "working" document.

## PROJECT ORIGINS

Development of a wetlands conservation plan for Minnesota has been underway since August 1993 under a planning grant from the U.S. Environmental Protection Agency (EPA). The state matching funds have been provided by the Minnesota Dept. of Transportation for the first two years of the project; sources for future state funding have not been determined. The EPA grant has been extended to mid-1997, which is the deadline for developing the wetlands plan. Elizabeth Carlson was hired by the Minnesota Dept. of Natural Resources to coordinate the project.

The project began as a voluntary initiative by nine state and federal agencies with regulatory, programmatic, or compliance responsibilities for wetlands in Minnesota. The following government organizations, or their individual members, are participating in the project:

Association of Minnesota Counties (AMC)
Minnesota Association of County Planning & Zoning Administrators (MACZPA)
League of Minnesota Cities (LMC)
Minnesota Association of Townships (MAT)
Minnesota Association of Watershed Districts (MAWD)
Association of District Administrators (ADA)
Minnesota Association of Soil & Water Conservation Districts (MASWCD)
Minnesota Board of Water & Soil Resources (BWSR)
Minnesota Dept. of Natural Resources (MDNR)
Minnesota Pollution Control Agency (MPCA)
Minnesota Dept. of Agriculture
Minnesota Dept. of Transportation (MnDOT)
U.S. Army Corps of Engineers, Regulatory Branch, St. Paul District (COE)
U.S. Fish & Wildlife Service (USFWS)
U.S.D.A. Natural Resource Conservation Service (NRCS), formerly the Soil Conservation Service
Federal Highway Administration (FWHA)

These government entities, while not yet agreeing on perceptions of the problems or potential solutions, do agree that everyone should work together on solutions through a cooperative problem-solving process.

## NEED FOR STATEWIDE WETLANDS PLANNING

Three core values or aspirations have not been addressed in Minnesota's system for dealing with wetlands:

- The need for specific wetlands goals and strategies coordinated across organizations and programs;
- The demand for a wetlands protection system that is respectful and responsive, and functions cooperatively and efficiently; and
- The desire for long-term sustainability for citizens, communities, and the environment.

A more advanced framework for wetlands decision-making, designed for both comprehensiveness and differentiation, is urgently needed in Minnesota. Many of the issues relating to wetlands protection reflect a tension between land use planning (which is usually the domain of local units of government) and natural resource management (which historically has been undertaken by various state and federal agencies). Wetlands decisions can bring persons with different values, priorities, information, responsibilities, and specialties into conflict. Some existing public laws and policies now also conflict due to changing priorities. Citizens and elected officials are challenged by the slippery status of the "public good" relative to individual rights and responsibilities. The essential question is, "Where are we now with wetlands protection efforts and where do we go from here?"

## FIRST PHASE OF PLANNING PROCESS:
## → Identifying Key Issues and Developing Participation

At the beginning of the project, the Project Coordinator targeted two essential objectives that had to be met in order to develop a statewide wetlands plan: (a) Participants in developing the plan must share a clear, common understanding of the issues and challenges to be addressed; and (b) Solid participation by local levels of government, along with state and federal agencies and private sector interests is essential to developing a plan that is accepted and useful, improves relationships, and produces action outcomes.

### Resource Groups

A series of facilitated small group discussions were organized around the state between January 1994 and January 1995 to flush out the many varied perspectives and sources of information on issues that could be addressed through a state wetlands plan. Each "resource group" (average size of 12 persons) discussed and proposed issues that they believe should be addressed through a statewide wetlands plan, based on their own experience and insights. Participants were invited from local governments (both elected officials and staff), and citizens with interests in business and industry, agriculture, recreation and environment, and education.

One of the resource groups is a standing group consisting of technical and administrative staff from local, state, and federal government units that have administrative and/or compliance responsibilities for wetlands in Minnesota; members of this resource group are liaisons for the Project Coordinator with participating government organizations for the duration of the planning process, but it is not a "steering committee." There are no current plans to reconvene the other resource groups, but the group lists will be saved for such a possibility and all participants will remain on the project mailing list. Appendices B, C, and D provide information about the resource groups.

## Project Report #1 on Issues

This report fulfills three purposes:

1) To report back the full range of input received around the state on issues and challenges for statewide wetlands planning and acknowledge the contributions from all individuals who put time and thought into the discussions;
2) To give greater focus and direction to the project by showing areas of common understanding and some patterns and connections between interrelated and correlated issues; and
3) To introduce the next project phase for resolving some of the issues.

This report on issues for a state wetlands conservation plan does not explore or suggest solutions to any of the identified issues. Finding solutions, answers, changes, and improvements for the system of wetlands efforts will be the focus of work in the next phase of the planning process, beginning in mid-1995. This report and all written comments received by June 1, 1995, will be submitted to work teams for the plan development phase, as described at the end of this report.

## Submission of Written Comments

This report was written for any Minnesota citizen who is concerned about wetlands protection and management. It is being mailed to the entire project mailing. Any individuals and organizations may ask to receive a copy of the report and can be added to the project mailing list at any time.

Persons wishing to submit written comments should use the format provided in Appendix A. Please read the report carefully before preparing any comments. If you have questions about submitting comments, please call Elizabeth Carlson, Project Coordinator, at (612) 297-4890, or Doug Norris, Project Grant Administrator, at (612) 296-0779.

Written comments should be sent to the Project Coordinator by any of the following methods:

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State Wetlands Plan Project Coordinator

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Receipt of all written comments will be acknowledged by postcard.

# NETWORK OF RESPONSIBILITIES FOR WETLANDS

Responsibilities for wetlands in Minnesota are broadly shared among state and federal agencies, various forms of local government, and private citizens and organizations. These responsibilities include both regulatory and non-regulatory activities. The agencies and local government units involved in the system are operating under different mandates and have varied, sometimes multiple objectives. Please note that, while state and federal transportation agencies do not have regulatory or non-regulatory responsibilities, they do have significant compliance responsibilities related to their construction and maintenance responsibilities.

The two tables on the following pages outline how each of these entities plays different, interrelated roles in wetlands protection, management, and restoration, and provide a partial illustration of why so many organizations are part of the system for dealing with wetlands in Minnesota. Further information about programs and responsibilities listed in the charts can be obtained from the responsible agencies.

## KEY TO AGENCY ABBREVIATIONS IN CHARTS

**WCA:** Minnesota Wetland Conservation Act

**LGU:** "Local Government Unit" under the WCA (may be a county, city, township, water management organization, or soil and water conservation district; also, responsible agencies for state-owned lands)
**WD:** Watershed District
**WMO:** Watershed Management Organization
**SWCD:** Soil and Water Conservation District

**BWSR:** Minnesota Board of Water and Soil Resources
**MDNR:** Minnesota Dept. of Natural Resources
**MPCA:** Minnesota Pollution Control Agency
**MDOT:** Minnesota Dept. of Transportation
**EQB:** Minnesota Environmental Quality Board

**USCOE:** U.S. Army Corps of Engineers
**USDA:** U.S. Dept. of Agriculture
**CFSA:** Consolidated Farm Service Agency
(formerly known as Agricultural Stabilization & Conservation Service)
**NRCS:** Natural Resource Conservation Service (formerly known as Soil Conservation Service)
**USFWS:** U.S. Fish and Wildlife Service (U.S. Dept. of Interior)
**FHWA:** Federal Highway Administration
**FmHA:** Farmers Home Administration

## SUMMARY OF REGULATORY RESPONSIBILITIES AS OF 1994

| Govt. Unit | Form of Responsibility |
|---|---|
| **Counties, Cities, Townships, WDs, WMOs, SWCDs** | (1) LGUs: Draining & filling a wetland prohibited without replacement; Consider applications for replacement plan approval.<br>(2) Counties: Local water planning in greater Minnesota.<br>(3) Metro watersheds: Surface water comprehensive plans.<br>(4) Metro cities & townships: Local water plans consistent with watershed plans.<br>(5) All counties & cities: Shoreland & floodplain ordinances with DNR approval.<br>(6) Any may administer other locally-instituted wetlands, drainage, & stormwater plans and ordinances. |
| **BWSR** | (1) Provide administrative & technical guidance to LGUs.<br>(2) Consider appeals of local decisions under WCA.<br>(3) Oversee metropolitan surface water planning & local water planning in greater Minn. counties. |
| **MDNR** | (1) Permitting for draining, filling, channelizing, etc. in protected waters wetlands (type 3, 4, 5 of a min. size in the public water inventory).<br>(2) Enforcement for "protected waters" & WCA wetlands.<br>(3) Permitting for water appropriation.<br>(4) Aquatic plant management, rules. |
| **MPCA** | (1) Sec. 401 of CWA: Certify compliance with state water quality standards for a discharge into state waters.<br>(2) Issuance of NPDES & SDS permits for stormwater & other discharges. |
| **All state agencies** | (1) Responsible Govt. Units must conduct environmental reviews under MEPA. EQB prepared rules & provides assistance.<br>(2) Executive Order 91-3 re: no-net-loss of wetlands. |
| **USCOE** | (1) Sec. 404 of CWA: discharge of dredge or fill into wetlands.<br>(2) Rivers & Harbors Act: activities affecting course, location, & condition of navigable waters.<br>(3) Enforcement. |
| **USFWS** | Endangered & threatened species & their habitat not to be jeopardized by federally-supported activities. |
| **USDA / CFSA & NRCS** | Farm Bill's "Swampbuster": prohibits drainage of wetlands on federally-subsidized farmland; this is meant to control production of commodities rather than to regulate wetlands directly. |
| **FHWA** | Compliance responsibility only. |
| **All federal agencies** | (1) E.O. 11990: must consider mitigation & public involvement before proposing new construction in wetlands.<br>(2) E.O. 11988: Must take actions to reduce risk of flood loss; minimize impact of floods on human health, safety, & welfare; and restore & preserve the natural & beneficial values served by floodplains. |

## SUMMARY OF NON-REGULATORY PROGRAM RESPONSIBILITIES

| Govt. Unit / Organization | Form of Responsibility |
|---|---|
| **Counties, Cities, Townships, WDs, WMOs, SWCDs** | Varies. SWCDs provide assistance to landowners for wetland enhancement and restoration. Some watershed districts and water planning programs may also be able to provide similar assistance. |
| **Minnesota Dept. of Agriculture** | Technical, advocacy, & policy support for agricultural interests. |
| **BWSR** | Wetland Mitigation Bank; Permanent Wetland Preserves Program; Reinvest in Minnesota (RIM); Cost-Share Programs; Wetland Preservation Areas; Local Water Resources Protection & Management Grant Program; technical & administrative assistance to local government units. |
| **MDNR** | RIM Critical Habitat Matching Grant; Private Lands Wetland Restoration Program; various wildlife habitat enhancement and land acquisition programs; Northern Pike Spawning Area Program; Flood Damage Reduction Program; Forestry Stewardship Program; Environmental Indicators Project; technical assistance to landowners for wetland and wildlife management and wetland restoration; Training & Education Programs provide workshops, training, & education on wildlife & habitat development for professional, clubs, & schools. |
| **MPCA** | Clean Water Partnership; Clean Lakes Program (with U.S.E.P.A.); Wetlands Biological Assessment Project. |
| **USCOE** | Project Modification for Improvement of the Environment Program; Wetlands Research Program; Wetland Technical Assistance Program provides limited assistance to state & local governments. |
| **USFWS** | Partners for Wildlife Program; Wetland Restoration; North American Waterfowl Management Plan; Small Wetlands Acquisition, Nat. Wildlife Refuge System; Acquisition/Easement Program; Monitoring Wetland Loses & Quality Program; Office of Training & Education provides wetlands training courses to interested persons; Information & Education Programs provide information on wetlands through printed materials, videos, & presentations. |
| **USDA / CFSA & NRCS** | Conservation Reserve Program (CRP); Water Bank Program; Wetland Reserve Program; PL-566 Watershed Program; Plant Materials Program; technical assistance to individuals, groups, and local governments. |
| **FmHA** | Conservation Easement; Debt Restructuring. |
| **National Park Service** | Land and Water Conservation Fund for states. |
| **Private organizations** | Partners for Wetlands Program (Izaak Walton League)<br>Purchase and/or easement (MN Deer Hunters Assoc.; MN Waterfowl Assoc.; The Nature Conservancy; Pheasants Forever)<br>Construction and/or funding (Ducks Unlimited; MN Waterfowl Assoc.; sportsmen's clubs; Pioneer Heritage Conservation Trust in Douglas, Grant, & Otter Tail Counties; West Central MN Initiative Fund). |

# ISSUES FOR A STATE WETLANDS PLAN

The description of issues in this section uses words and phrases provided by participants in the resource groups as closely as possible. Some editing was done to combine similar and related contributions. Any judgments or assumptions expressed in this section were made by resource group participants, not the Project Coordinator. A "Note" in the text denotes a clarification provided by the Project Coordinator.

Each issue statement is written as a question that responsible parties can respond to or act on. The "Background Comments" after each issue statement include various reasons provided by one or more participants as to why it is an important issue for a state wetlands plan; the comments were derived from the summaries of the resource group sessions. The participants did not vote on the issues; this report is should reflect the essence of the perspectives discussed without attempting to determine majority viewpoints.

There are clearly some conflicting values and objectives illustrated in the list of issues. Nothing has been dismissed or downplayed; it will be up to future participants in the planning process to address those conflicts.

## Issue Categories

Most issues for a comprehensive state wetlands conservation plan can be divided into three general categories: **ecological, socio-economic, and governance**. In addition, some issues or aspects of issues relate to **education and data/research**. All of these categories are interrelated and many are strongly correlated. The issues may be broken down into other ways, but these general categories reflect the discussions in the resource groups and the ways in which the participants saw the issues.

## A Note on "Values"

The term *value* is used in several different ways: (a) to express the quality of a wetland's functions; (b) to quantify an economic value for a parcel of land; and (c) to describe social norms and things of importance and merit which might not be easily measured or compared. These varied uses of the same term often results in confused dialogue and harsh judgments between persons concerned with wetlands. In particular, the phrase *functions and values* is poorly understood and liberally used in discussions about wetlands; clearer definition and use of this phrase is necessary for both technical staff and the general public.

## Regional Aspects of Issues

There were very few issues that were mentioned by participants in only one region of the state, so the issues listed below are not sorted by region. Any distinctions may be found the text for a particular issue; the reader may assume that concern about an issue was not confined to any particular region if no regional distinctions are listed.

## OUTLINE OF ISSUES

This outline lists the main issues under the five broad categories. The issues are listed within each category in the order of their general predominance in the resource group discussions; however, it was not a statistical survey and no votes were taken. As such, this outline and the more detailed information that follows provides a "roadmap" to the current status of wetlands issues in Minnesota.

**1 ECOLOGICAL**

- 1.1 Clear, consistent purposes and goals for all wetlands efforts
- 1.2 Understanding and treatment of wetland functions and values
- 1.3 Changing conditions
- 1.4 Specific ecological issues raised in discussions

**2 SOCIO-ECONOMIC**

- 2.1 Links and distinctions among communities, regions
- 2.2 Property rights
- 2.3 Economic valuation of wetlands efforts
- 2.4 Non-regulatory options and incentives
- 2.5 Funding sources and allocation
- 2.6 Economic sustainability

**3 GOVERNANCE**

- 3.1 Consistency and coordination among jurisdictions
- 3.2 Streamlining and simplification of process
- 3.3 Monitoring and evaluation of program effectiveness
- 3.4 Enforcement
- 3.5 Coordination with other plans and policies
- 3.6 Specific governance issues raised in discussions

**4 EDUCATION**

- 4.1 Information for government staff and elected officials
- 4.2 Information for the general public

**5 DATA AND RESEARCH**

- 5.1 Inventories and maps

# 1 ECOLOGICAL ISSUES

The "Ecological" category of issues includes matters that are fundamentally related to land and water, wetland plant and animal communities, and the human relationship with the general landscape and with wetlands.

## 1.1 CLEAR, CONSISTENT PURPOSES AND GOALS FOR ALL WETLANDS EFFORTS

### 1.1.1 Goals-setting:

**(a) What should be Minnesota's specific goals and objectives for the protection, restoration, and management of wetlands, and how would such goals and objectives be achieved?**

**(b) How will "no net loss" of wetlands be defined and measured in Minnesota?**

Background Comments

Clear objectives around which management strategies can be built are needed in Minnesota. Without specific goals, we cannot define or measure success and many debates and controversies over wetlands policies will continue within that void. Each agency has its own set of missions and goals, which sometimes result in conflicts on wetlands protection and management. Common goals could help increase efficiencies and save tax dollars, while conserving wetlands.

"No net loss" of wetlands is an appealing concept without any clear, specific definition or strategy behind it. There are strong suspicions that the State's "no net loss" goal is not really being achieved and there is no clear strategy for achieving long-term net gain of wetlands in the state to recover historic losses. Consistent, well-understood terminology and policies are needed for both the gain and loss sides of the "no net loss" equation.

Wetlands function as part of the water regime and are a factor in restoring or enhancing the condition of state's water systems. Flooding, low stream flows, and water quality problems all have adverse consequences for and the health and stability of watersheds and ecosystems and, ultimately, human health and social welfare.

Concern was expressed about protecting wetlands to the detriment of other important systems or landscapes.

### 1.1.2 Restoration strategy:

**(a) What goals, guidelines, and actions should a state wetland restoration strategy set for mitigation on-site or in the same watershed and for restoring wetlands in targeted regions?**

**(b) What kinds of goals (size, type, function, distribution) can appropriately be set at each level of jurisdiction, which also meet the State's overall goals?**

Background Comments

A proactive, workable strategy for wetland restoration is needed, instead of just taking whatever is done on a ad hoc basis. There must be specifics about what preservation and mitigation is needed, where it should be targeted, and how best to accomplish those goals.

Many worthwhile projects involve some wetland impacts; there must be a simple way to mitigate lost wetland acreage. Containing mitigation for impacts within the same area is a problem because it often is or seems easier to go outside of the impacted area. Current requirements are confusing and difficult to understand.

Created wetlands are problematic because they have not been proven to duplicate natural, functioning wetlands.

### 1.1.3 Land use planning:

**(a) How can wetland management goals be integrated into general land management, focusing on long-term sustainability of landscapes, watersheds, and social and economic systems?**

**(b) How should urban land use plans protect wetlands, given current concerns about urban sprawl?**

Background Comments

There can be a delicate balance between preservation and development policies. We should be planning for long term sustainability, not just for short term benefits. Wetlands are just one component of a landscape that needs integrated management to sustain ecological processes. The needs of society, regions, communities must be addressed along with individuals. Some things may need to be changed for the benefit of the whole. (e.g., farming practices, public policies, etc.).

Interest was expressed in dealing with wetlands in the context of watershed or ecosystem-based management. The location of a wetland within a watershed has a lot to do with its actual or potential functions and values. Wetlands policy needs a framework or system context that addresses many interrelated environmental goals and recognizes multiple benefits of wetlands. Attention to wetland quality and distribution of wetlands in the watershed will maximize wetland benefits. The location, shape, and management of a wetland basin all impact its value for flood control and water purification. The location, shape, and management of a wetland basin all impact its value for flood control and water purification.

All the uses of a wetland should be considered - wildlife habitat, hunting, places for quiet time and solitude (to be with nature), water quality downstream, nice place to live by. Not all such uses will be compatible in every situation.. Of course, one person's private wetland is restricted area for other possible users. We need to move toward a sense of getting along with, living with our environment.

It can be challenging to answer the common question of why to preserve a particular basin or complex on a particular site in an urban area, when individual permit applicants have a localized viewpoint that typically fails to realize regional implications.

### 1.1.4 Regional distinctions in goals-setting:

**(a) How could existing wetland resources and functional needs be prioritized, with regional flexibility or differentiation? How would priority areas be identified or targeted for wetland restoration and creation?**

**(b) What kinds of regional distinctions are most useful and appropriate?**

**(c) What adjustments should be made to recognize the physical constraints in northeast and northcentral Minnesota that wetlands protection places on development possibilities?**

**(d) What kind of flexibility could be allowed in areas under particular development pressures, such as rapidly growing urban areas for fully developed areas with fewer alternatives?**

Background Comments

Current wetlands policy is believed to be a "one-size-fits-all" public policy that, in reality, does not always fit well and may fail to recognize differences between ecosystems relative to wetlands. There is strong interest throughout the state in acknowledging and understanding regional differences and how they might be incorporated in wetlands goals and policies. The hope exists that more could be achieved for wetlands and other policy goals by doing this.

Ecological and economic needs in different regions are often perceived to be different in some way. The types and quantities of remaining wetlands and the types of land use planning issues vary across the state. Not all types of wetlands have the same functions and values for the amount and types present.

Wetland managers need to know where best to target efforts and where they can afford to (or should) make trade-offs. This may be crucial information for community planning and development and for efficient application of financial resources. Setting goals by region or watershed could help eliminate the NIMBY ("not in my back yard") phenomenon by customizing responsibilities.

Questions were raised about how state and federal lands should fit into a state wetlands strategy and no net loss goal.

In northeast and northcentral Minnesota, especially small communities, wetland protection can be a real but possibly unnecessary barrier to development, resulting in economic and social costs. The abundance and types of wetlands in those regions should be taken into account in a statewide wetlands plan.

There were suggestions to allow mitigation at 1:1 ratio in urban areas; allow no compensation for taking in urban areas; allow mitigation for urban impacts in rural areas; allow cash in lieu of mitigation for more valuable/urgent projects; allow splitting of mitigation into functions and sites; do urban wetland banking statewide.

## 1.2 *UNDERSTANDING AND TREATMENT OF WETLAND FUNCTIONS & VALUES*

**1.2.1 What can be done to set [more] consistent, precise, and workable definitions, standards, and measures for wetland definitions, delineations, and wetland mitigation?**

Background Comments

Clear direction for such decision-making is believed to be lacking, especially for mitigation objectives and alternatives. The various agencies seem to have different definitions of wetlands. Much effort is expended arguing about what is a wetland.

A standard format is needed for "mitigation banking" in order to maximize wetland benefits while ensuring that losses are, first, avoided and, second, minimized.

**1.2.2 Assessment, classification, and prioritization of wetland functions and values:**

**(a) How can wetland functions and values be adequately assessed for factoring into regulatory and management decisions and take into account what is learned from experience?**

**(b) How should different functions of wetlands be identified and prioritized to make more efficient use of limited time and money?**

**(c) What criteria should be used to evaluate the qualitative value of a wetland's functions?**

Background Comments

Sound decisions for mitigation vs. denial cannot be made without some way to establish relative value. Each situation should be looked at holistically instead of piecemeal in order to develop adequate, focused management and regulatory programs. There is high demand for classification systems, with the risk that systems will be based more on expediency than on ecosystem or watershed needs. Wetlands are valued differently by different people and in different regions.

**1.2.3 Qualitative criteria for differentiating management of wetland impacts:**

**(a) How should potential effects on wetlands "health" or functionality be incorporated into decisions on development?**

**(b) What would be acceptable reasons for treating some wetland impacts differently than others?**

**(c) How much cost and effort is justified to protect "marginal" wetlands?**

**(d) How can cumulative impacts of multiple projects impacting small areas of wetlands and/or associated landscapes be measured and addressed?**

Background Comments

The lack of flexibility forces all wetland impacts to be treated the same and does not allow for perhaps the best decision in some circumstances. Insights into these questions could help with targeting efforts towards more valuable wetlands, when there is a choice to be made for staff time, limited funds, and competing objectives. The current laws do not address varying degrees of human interaction and impact related to different values of wetlands.

There is some desire for the flexibility to allow impacts to "marginal" wetlands that provide little or no public benefit, in favor of investing in more functional restored or created wetlands elsewhere. This analysis stems from combinations of limited funds (for local governments and developers), development pressures, and a desire to "get the most bang for the buck."

There is a common belief that a lot of hassle and expense goes into wetlands of lesser value because of blanket protection for all wetlands, no matter what. There's a perception that protection of degraded or low-functioning wetlands leads to lack of commitment and loss of compliance. Caution is offered, however, because in some circumstances those "marginal" wetlands might provide protections to the more familiar, open water wetlands. There were questions about "over-regulation" of somewhat poorly drained soils (ephemeral wetlands) relative to drainage and agricultural sustainability.

If impacts involving greater area or higher quality wetlands required a longer, more cumbersome review, there would be more incentive to minimize impacts. Minor impacts of low quality wetlands are processed today in the same lengthy process as more significant impacts, when a good replacement plan that produces a higher quality wetland could be more beneficial in the long run.

There is some interest in cost-benefit analysis (for both public and private costs) and the short and long-term impacts of the costs on public budgets.

The analysis should go beyond the straightforward measurement of wetland acreage destroyed to impacts on a wetland's functions. Degradation needs to be addressed along with acreage loss.

Nibbling away at wetlands can add up to a major impact, resulting in continued degradation of habitat, water quality, etc., and keeping the State from achieving "no net loss" of wetlands.

## 1.3 *CHANGING CONDITIONS*

### 1.3.1 How will the state wetlands plan adapt to changing conditions over time?

Background Comments

Wetlands are dynamic systems (a "moving target") and the plan should not assume that any wetland retains its characteristics steadily and permanently over time. The process of natural succession is part of the ecological system. The capabilities and potential of different wetland resources vary. There can be uncertainty and inconsistency in predicting or measuring irreversible decisions.

## 1.4 *SPECIFIC ECOLOGICAL ISSUES RAISED IN DISCUSSIONS*

[Note: Drainage and stormwater seems to be urban and rural counterparts of the same objective - to channel excess water away from a defined area. In some developing areas, where agricultural land is being developed for urban uses, a ditch system can become part of the community's stormwater management system. Drainage law came up as an issue in various regions of the state.]

### 1.4.1 What can be done to bring drainage law policy (generally perceived to be out-of-date) into conformance with more current policies and principles of wetlands protection and watershed management?

Background Comments

The drainage law is antiquated and does not reflect current understanding of wetland functions and values. Current drainage (ditch) law makes it difficult to improve or abandon judicial ditches in order to restore wetlands. State law still provides an absolute right to drain land, even if only one landowner along the ditch system demands it. This is a serious impediment to restoration of wetlands in many areas of the state. Drainage and environmental concerns are often viewed as incompatible.

There is considerable sentiment in drained agricultural areas for maintaining and repairing ditch systems that are in actual use.

### 1.4.2 When should a wetland be protected from stormwater runoff and when can it be used to treat runoff?

Background Comments

Decisions are very subjective without clear guidance. This is a common use for wetlands and can overwhelm a wetland's capacity for fulfilling that function.

**1.4.3 How would constructed wetlands designed for treatment of municipal wastewater be a part of a state wetlands plan?**

Background Comments

Such technology could offer a number of advantages for rural communities, including lower capital and operating costs, aesthetic and wildlife enhancements, and stormwater detention. It has been successfully used in other states.

**1.4.4 What criteria for buffer areas and areas beyond the delineated boundary of a wetland should be taken into account in evaluating impacts and what additional protections might be needed? What additional protections, if any, are needed for wetlands associated with floodplains, shorelands, lakes, and streams?**

Background Comments

This concern was raised in urban communities and lakeshore areas, especially for water quality. Wetland buffers or adjacent uplands must be intact to protect the physical, chemical, and biological integrity of a wetland "community." A wetland may be the last opportunity for water quality control of drainage into a lake. Inconsistencies in buffer ordinances for adjacent communities was cited as a potential problem.

Floodplains are sometimes productive agricultural land or perceived as desirable building sites.

**1.4.5 How can protection and restoration of wetlands be targeted for specific functions, such as sediment control, wildlife habitat, etc.?**

Background Comments

**1.4.6 How can upland development impacts to wetlands (e.g., changes in hydrology and pollutant loads) be addressed?**

Background Comments

This is a large, unaddressed impact to wetlands.

# 2 SOCIO-ECONOMIC ISSUES

The "Socio-Economic" category of issues includes matters that are fundamentally related to social and economic relationships among people and communities as they deal with wetlands.

The major economies of rural Minnesota were frequently described as "resource-based." (Generally: agriculture predominates in northwest, westcentral, southwest, southcentral, and central Minnesota; forestry, minerals, and tourism are very important in northeast, northcentral, and central Minnesota. Other commercial development occurs in any region of the state, but the relative pressure of development varies among regions.)

## 2.1 *LINKS AND DISTINCTIONS AMONG COMMUNITIES, REGIONS*

[Note: The perceived value attributed to a wetland seems strongly correlated with the prevalence of wetlands in the local landscape; perceptions of unfairness also seem to follow that relationship.]

### 2.1.1 How can wetland resources of statewide and national significance be properly protected and managed while respecting local needs and attitudes?

Background Comments

This was characterized as a classic conflict between the right of self-determination vs. "big government." A wetlands plan should take into account the perspectives of both individuals and the public at large. A "middle ground" may be elusive in a arena of conflicting values.

Some northern Minnesota participants believe that current definitions of protected wetlands, which extend to more seasonal and wooded wetland types, are impeding economic development in northern Minnesota. The distinction here seems to be "what wetlands are regulated", not "what is a wetland." The need to replace wetlands in southern Minnesota is the reason wetlands regulations were developed. The perception in northern Minnesota is that the south had their chance to develop economically and now the north is paying the price for drainage of wetlands in the south.

### 2.1.2 What can be done to address the effect of the disparity in land values between northern and southern Minnesota for northern wetland projects needing to do out-of-region mitigation?

Background Comments

With little or no opportunity to do on-site or same-watershed mitigation in northeastern Minnesota, proposed plans either have a high potential for failure or the cost to do mitigation out-of-area is unacceptably high. The state's interest might be met, but not local needs.

## 2.2 *PROPERTY RIGHTS*

[Note: The topic of property rights was brought up in all regions of the state, although greater anxiety and tension was expressed about the issue in northcentral and northwest Minnesota.]

### 2.2.1 Respect due to citizens:

**(a) How can wetlands regulations be applied to landowners in reasonable and practical ways?**

**(b) Under what circumstances and to what degree should landowners and local governments be compensated for losses associated with wetlands beyond what is currently provided under statutes and case law?**

Background Comments

Some aspects of regulation and program implementation are thought by some people to threaten or usurp a landowner's property rights, including asset value and income. People need to be able to make a living. There can be the perception that the regulations are inconsistently applied to small property owners and big developers. Enforcement must be perceived as fair treatment.

Some landowners object to losing "access" to and use of their wetlands due to new protections, while still having to pay taxes on that land. There are also objections to individual landowners having to bear the cost of providing a public benefit. Changing regulations sometimes had adverse effects on long range investment expectations in some cases. On the other hand, activities of landowners can affect many other people (positively or negatively), even beyond their immediate community. Landowners may be more inclined to resist compliance if there's no compensation.

Wetlands are often classified (zoned) for their highest and best development potential. The higher taxes put pressure on landowners to convert wetlands to such uses. Local governments may also be reluctant to downscale land use classifications for wetlands if doing so would reduce tax revenues.

Some counties expressed concerns about bearing financial liability for takings claims tied to their decisions in implementing the Wetland Conservation Act and about wetland parcels being lost from their tax base. Local governments are sometimes reluctant to approve wetland acquisitions without some compensation for lost property taxes by state and federal authorities; such in-lieu-of-tax payments may not equal 100% of prior taxes and source funds are disputed.

These concerns reflect continued focus on short-term gains and maintenance of the status quo. Land use classification and tax assessment policies can provide incentives to convert wetlands and penalize landowners who restore wetlands. Such policies encourage wetland loss and discourage wetland gains, exactly the opposite of what the state's wetland goals should be.

### 2.2.2 What are the trespass issues associated with protection of wetlands and how can they be resolved?

Background Comments

Many of the larger wetlands restorations in Minnesota involve multiple landowners. Some landowners are reluctant to restore these wetlands if it means that a neighbor or other person can enter on their wetland property. State law on access to public waters and private wetlands is not well-understood by all citizens.

This is particular concern in areas of the state where hunting, snowmobiling, and other outdoor recreation is common; landowners want to control access to their property and recreation enthusiasts don't want to lose opportunities or privileges. There may also be some confusion about public having right to access on wetlands.

## 2.3 *ECONOMIC VALUATION OF WETLANDS EFFORTS*

**2.3.1 How do we determine the value (costs) of wetlands to landowners, to society, and to the environment?**

**How can (or should) acceptable economic values for wetlands be measured or established according to function and region?**

Background Comments

We need a better way to relate wetland impacts and compensation. There are no clear values stated by anyone claiming economic or intrinsic benefits from wetlands, especially public benefits. Wetlands vary in perceived importance, depending on who owns, uses, or observes them. Full costs associated with wetlands protection must be understood (e.g., land, roads, infrastructure).

We are influenced by economists' method of placing market value over intrinsic value. Wetlands may have value beyond what we recognize as benefits to humans. Some people do not want to see economic values attached to wetlands because intrinsic value might be disregarded or devalued. The subjective meaning and feeling for natural resources might be lost.

## 2.4 *NON-REGULATORY OPTIONS AND INCENTIVES*

**2.4.1 Private activities:**

**(a)How can private landowners be further encouraged to preserve and restore wetlands?**

**(b) How can we continue to develop and improve on the success of the Best Management Practices effort to protect water and wetland quality?**

**(c) What needs to be done to encourage more participation in wetland banking?**

**(d) What new or enhanced non-regulatory, voluntary incentives could be offered to encourage wetlands protection? Could more financial or technical assistance be made available?**

**(e) Would long-term leases with some flexibility for changes in circumstances be acceptable to regulators?**

Background Comments

Best Management Practices (BMPs) have been developed in forest management and farming practices in recent years. Achievement of cost-effectiveness and on-the-ground effectiveness vs. use of regulations characterizes the support for BMPs.

Voluntary participation would get more commitment from the landowner. There were strong suspicions that requirements for permanent easements are a disincentive for some landowners; perhaps a 99-year easement would bring more participation. Economic disincentives to comply or go beyond the requirements must be neutralized. Some kind of credit for preserving

or enhancing existing wetlands was frequently cited as a wish. If wetlands have value in a marketplace, then more of the public could be convinced that they are worth something.

**2.4.2 How can wetlands conservation partnerships be promoted among businesses, conservationists, and government to work together on wetlands?**

Background Comments

This approach needs more attention and emphasis. Compliance is better if entered into voluntarily. Cost-sharing is a familiar incentive for farmers, because of farm programs. Incentives can get cooperation from landowners. "Carrots" are better than "sticks."

Greater cooperation among planners, developers, and regulatory agencies is needed. These different interests are often in conflict and need to work together whenever possible. There may be much that they can achieve together that they could not do on their own.

## 2.5 *FUNDING SOURCES AND ALLOCATION*

**2.5.1 How can adequate funding be assured for wetland protection, restoration, and management?**

**How should funds for wetland protection, restoration, and management be allocated/targeted?**

**How and by whom will the viability of preserved or restored wetlands be financed and maintained?**

Background Comments

Non-regulatory federal and state programs to preserve, restore, or enhance wetlands are popular, but funding has been inadequate so far to meet landowner requests. These programs are critical to the "net gain" side of the "no net loss" equation. The public seems to expect landowners to donate wetlands for the public good. Without adequate funding, wetland gains will not be maximized.

Local government units may need funds for acquisition or compensation, especially if development alternatives are limited or unavailable under a local wetland management plan and/or local land use plan. Local government units (including school districts) are faced with loss of local tax base and inequitable in-lieu-of-tax payments on public lands which has other budgetary implications (e.g., other landowners have to make up the difference).

## 2.6 *ECONOMIC SUSTAINABILITY*

**2.6.1 How can various resource-based economies ( e.g., forest management, agriculture, tourism) in close proximity to wetland areas be profitably sustained?**

Background Comments

All concerned parties need to work together on protecting and restoring wetlands.

Some people argue that these economic activities need not be completely incompatible with good management of wetlands, while others believe that development and preservation are mutually exclusive.

The forest industry operates primarily in the northeast and northcentral regions of the state which also have the greatest amount of wetlands relative to total land area and have experienced minimal losses of wetlands in the last century.

The relationship between lakeshore development and related businesses, agricultural practices, water quality, and wetlands is complex. In northern Minnesota there is a common belief that agencies discourage economic development in tourism-reliant areas (put up barricades rather than lead the way). On the other hand, the locally-driven Big Sandy Area Lakes Watershed Project and the Heron Lake Area Restoration Project were cited as excellent examples of cooperation on those related issues.

There are many factors challenging the sustainability of agriculture and forestry economies. Wetlands regulation is seen as a further barrier to survival in some instances and a pointless exercise in other cases.

### 2.6.2 How do we resolve the economic and ecological conflicts of wetlands and the use of them?

Background Comments

We are still losing both wetlands and farmers; if this is not addressed, we will end up with both poorer farmers and a poorer environment. In northwest Minnesota, it was asserted that very small pothole wetlands prevent farmers with large equipment from using their land in an economically efficient manner.

There were suggestions that ditches, semi-lowlands, and pothole areas in farm and residential areas be exempted from most restrictions to allow construction and farming to progress, due to the history of federally-supported clearing and draining of the land, or that the landowner in the past of development should be able to mitigate wetland impacts quickly, perhaps with a higher replacement ratio.

# 3 GOVERNANCE ISSUES

The "Governance" category of issues includes matters that are fundamentally related to shared responsibilities for wetlands, structural processes for dealing with wetlands, and concerns about fairness for and between people.

## 3.1 CONSISTENCY AND COORDINATION AMONG JURISDICTIONS

**3.1.1 Several issues relate to achieving consistency in objectives and application:**

**(a) How can state, federal, and local wetland goals and programs be linked for compatibility and coordination?**

**(b) How could consistency in rules interpretations be improved over time and different situations?**

**(c) How can inconsistencies be resolved among local, state, and federal wetland efforts for mitigation through acquisition, easements, restoration, and enhancement?**

**(d) What must be done to assure consistent application of sequencing requirements (avoid, minimize, and mitigate) by local, state, and federal wetland regulators?**

**(e) What will Minnesota do if the federal delineation methodology is again?**

Background Comments

Achieving greater consistency would be one way to streamline the process, improve response time, and make regulations more effective. Attempting to do so might also force each level of jurisdiction to acknowledge and deal with the concerns raised by other jurisdictions. It can be difficult to be knowledgeable about and comply with expectations flowing from conflicting agency objectives.

Because each non-regulatory program has different enabling legislation, programs often "compete" for landowners or do not provide for their needs. Variables in payment rates and eligibility cause confusion among government staff and landowners.

There is a perception that there is little coordination or common understanding among the agencies, resulting in long delays and conflicts in permitting. There are appearances of unequal treatment. Implementation varies among local government units. Internal conflicts within the MDNR about wetlands policies are apparent. Interpretation of the rules changes with staff turnover.

More guidance is needed on sequencing requirements (avoid/minimize/mitigate) to get meaningful avoidance and minimization. Some regulators seem to jump to mitigation without properly reviewing alternatives. This results in additional loss of natural wetlands and conflicts among agencies and local governments.

A teamwork approach to areas among agencies and more community presence would be helpful (a metro-area suggestion).

A caution was offered that everyone believes their situation has unique qualities; arbitrary or unsubstantiated decisions can make the overall process a failure.

There was a suggestion for a statewide, official citizen review board to review and rule on wetland classification questions or disagreements, and another suggestion for regional review boards.

### 3.1.2 Trust between levels of jurisdiction:

**(a) How can state agencies assure federal agencies that conservation, preservation, and "no net loss" of wetlands will be achieved through state efforts?**

**(b) How can local government units assure state and federal agencies that conservation, preservation, and "no net loss" of wetlands will be achieved through local efforts?**

Background Comments

Different scientific disciplines and agencies are hesitant to trust and believe that their goals and interests will be pursued diligently. Everyone is watching everyone and no one is managing, resulting in misallocation of time, material, and know-how.

State wetlands laws are broader, yet not as "deep" as the federal Clean Water Act provisions applicable to wetlands. State and federal agencies have differing goals, as well. There could be a "merger" of interests and efforts through partnerships.

The efforts of many local government units to exercise responsible local control are not adequately recognized, so they are treated to the same lengthy processes; this is a disincentive for local wetlands planning. Minimum standards and criteria or a general policy framework were suggested in northcentral Minnesota as reasonable guidance that could be set by the state for local government units.

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## 3.2 *STREAMLINING AND SIMPLIFICATION OF PROCESS*

[Note: Frustration and confusion about the complex and time-consuming nature of the permitting process were consistently cited as reasons for public anger and non-compliance with wetland protection requirements. There were fears that citizens will simply try to avoid the process, rather than the wetlands.]

### 3.2.1 State and federal levels of the process:

**(a) How can multiple-agency review and permitting be reduced or simplified? How can wetland banking and replacement be simplified?**

**(b) What can or should be done to give one agency or unit of government sole regulatory responsibility for wetlands or to serve as a single point-of-contact for citizens?**

Background Comments

The sheer number of agencies and local government units which can be involved in any wetlands project can be confusing, frustrating, alienating, and overwhelming for landowners and staff. The layers of government may also make enforcement more complicated. Confusion and lack of understanding are common, almost universal complaints, and the consequences are not necessarily a savings of wetland benefits. Applicants can get fragmented responses and find the process very time-consuming. Construction seasons can be short, especially in northern Minnesota. Perceived or real duplications of effort appears to be a waste of tax dollars. Too many entities have authority.

There is a great deal of mistrust between state and local levels of government; similar mistrust also exists to some degree between the state and federal level. Applicants and local governments want timely finality for decisions on wetlands and the opportunity to move on. People need to know that they can get most of their answers at one place and have a reasonable expectation of what the answers will be. However, one "textbook" answer for the whole state

does not account for variations between very different counties, like Houston County and Koochiching County.

Further streamlining should be done for greater consistency and economy and less public burden in regulating. People feel there are too many levels of government regulating the same thing.

There was a suggestion to eliminate "protected waters" permitting as a separate wetlands program.

### 3.2.2 Local levels of jurisdiction:

**(a) What can be done to encourage and support local wetlands planning and management?**

**(b) What can be done to assure that local government units have authority over wetlands decisions within the context of local land use planning?**

[Note: Land use planning is traditionally done at the local level of government, where people are most familiar with the area and have aspirations for their future well-being. With the delegation of responsibility for wetlands decisions to local government came a more focused tension between land use planning and natural resource management.]

Background Comments

Local circumstances are important because that is where much of the impact of regulations and other protection measures are felt. Some local government units feel a lack of control over their own environment. The state is extremely variable and local citizens could fit wetland regulations to their situation using a process patterned after the successful local water planning laws (where the State gives general guidelines and local citizens work together to meet those guidelines).

There continues to be concern and some anxiety over the possible loss of local control in land use decisions. Examples were cited of situations where local government units had decision authority in theory, but they believed they were constrained and over-supervised by state and federal authorities in the process. People resent outside, "heavy-handed" regulation.

State and federal agencies remain concerned about the capacity of local government units to plan for wetlands protection and management (a) under the pressure of other local economic and social needs, and (b) with limited expertise in resource management. They would like to see more of a long-term outlook at the local level.

### 3.2.3 What could be done to provide concerned citizens with more time and/or more information about specific projects?

Background Comments

Public confusion about the complex process makes participation difficult. Constructive public participation will improve the process. There is too little time to gather necessary information , especially at certain times of the year. People do this on their own time, rather than as part of their work.

### 3.2.4 How can a state wetlands conservation plan be a useful tool for regulators and users? How will local concerns and circumstances be a part of a statewide wetlands plan?

Background Comments

Lack of amiable and serious dialogue between rural landowners and environmentalists is a cause (obstacle) for gridlock over solutions and is impeding resource protection and economic gains. Too often it's "us-vs.-them." A diverse population, with different objectives and values, is affected by or concerned about wetlands protection.

Concerns were expressed about adding to existing bureaucracy, regulation, and costs. "Turf protection" by agencies, local governments, and interest groups will be a considerable challenge to developing a state wetlands plan. Clearly defined lines of responsibility must be spelled out. The plan should be simple and understandable for the average citizen, not written only for scientists; if it's too complicated, it will be too hard to sell the benefits.

Wetlands policy must encourage grassroots participation and encourage local planning. Specific priorities should be identified at the local level by citizens.

A lot of time and effort will be wasted if the plan does not benefit wetlands.

## 3.3 *MONITORING AND EVALUATION OF PROGRAM EFFECTIVENESS*

### 3.3.1 How will the effectiveness of wetlands protection efforts be monitored and evaluated?

Background Comments

Accurate information is needed for measuring progress and knowing where we stand.

There is still little certainty in the scientific community about success rates, criteria, and standards for wetland restoration and creation. Although it is generally agreed that restoration is much more likely to succeed than creation, the outcomes of either approach for wetland mitigation are apparently unpredictable enough to caution state and federal regulators and support their emphasis on avoid and minimizing impacts on existing wetlands. Mitigation seems like an easy fix but there is still much we don't understand about wetland systems.

The filling, alteration, or development of wetlands should be monitored over time to make sure that the integrity and function of the area's wetland [hydrologic] system is not significantly degraded or destroyed; such impacts might not be immediately apparent.

Monthly monitoring during growing season for 5 years is very expensive and adds large costs to a project.

## 3.4 *ENFORCEMENT*

### 3.4.1 What kinds of penalties would more effectively deter or punish violations of wetlands laws and regulations and how can they be implemented?

Background Comments

Penalties available under existing laws may be insufficient disincentive for flagrant and knowing violations, such as ignoring setbacks or removing shoreland vegetation for profitable developments. A question was raised about disproportionate fines for truly innocent violations

by average citizens confused by the requirements. The sufficiency of using only monetary penalties was questioned, with the suggestion that restoration should be the only alternative.

### 3.4.2 How can fairness and empathy be encouraged in enforcing the regulations?

Background Comments

Most violations were alleged to occur out of innocent ignorance. There were complaints about rude or unhelpful enforcement personnel. Education must be a #1 priority for those enforcing the rules. There are perceptions of a lack of uniformity in enforcement statewide.

## 3.5 *COORDINATION WITH OTHER PLANS AND POLICIES*

### 3.5.1 How will a state wetlands plan be coordinated with other plans or policies, like the Sustainable Development Initiative, Minnesota Water Plan, CRP & RIM programs, etc.?

Background Comments

How the need for development is determined is a dynamic, marketed-oriented process. There can be widely divergent opinions on it, even within a small community.

Agricultural policies of the federal farm programs and wetlands protection policies need to be better integrated or coordinated. Continuing debate will dilute actions on important matters.

## 3.6 *SPECIFIC GOVERNANCE ISSUES RAISED IN DISCUSSIONS*

### 3.6.1 Roads: What particular assistance, if any, is needed by townships, cities, and/or counties to construct and reconstruct roadways while fulfilling responsibilities for wetlands?

Background Comments

There are additional costs for time, studies, and mitigation to be balanced with maintaining safe roads, which is also an important public policy and obligation. There were some suggestions that such impacts should be exempted from mitigation. More uniform standards for road construction and wetlands credits to counties for construction were cited as needs.

# 4 EDUCATION

"Education" was discussed as both and issue and as a tool for dealing with other issues. Participants generally agreed that public awareness about wetlands has increased considerably over the past several years, but that further, targeted information and education is needed. The benefits provided by wetlands and the costs ensuing from wetland losses are not always self-evident, which is a particular challenge for wetlands education.

## 4.1 *INFORMATION FOR GOVERNMENT STAFF AND ELECTED OFFICIALS*

### 4.1.1 How can information and education about wetlands protection and management be directed to policy makers and land managers?

**What sources of funding would be available for information and education for policy makers and land managers and who can most effectively deliver that information and education?**

Background Comments

Informed decisionmakers are needed to deal with wetlands issues fairly and effectively. There were examples of time lost in the permitting process due to the lack of experience and training of the local staff dealing with wetlands. There are costs associated with training local staff. The total picture for the environment and financial impacts need to be understood better by government leaders.

Information needs to be targeted differently for staff who have day-to-day responsibilities for wetlands and for staff and elected officials who need more familiarity and context on wetlands for general decision-making.

There may be problems with inconsistency and subjective interpretation if local government units have most of the responsibility for education, given their personal contact with permit applicants.

There were several comments about legislators' unfamiliarity with the Wetland Conservation Act they had voted for in 1991, and the rules that followed.

## 4.2 *INFORMATION FOR THE GENERAL PUBLIC*

### 4.2.1 How can the general public become better informed about the functions and values of wetlands in their own communities and across the state?

**How can public knowledge and understanding about less-than-obvious wetland types 1, 2, and 6 be enhanced?**

**How can the public be helped to understand the various regulatory and non-regulatory wetland programs?**

**What sources of funding would be available for information and education programs for the general public and who can most effectively deliver that information and education?**

Background Comments

People generally want to "do the right thing," if they understand and agree on what that is. Much of the public still does not understand or appreciate the full range of values of individual wetlands. The general public has been well-taught to believe that wetlands are where you see ducks and cattails or that wetlands are bad. Education could improve voluntary compliance, which would reduce the need for expensive enforcement and legal action. Without more public support and comprehension of what is at stake, the State will probably fail to achieve whatever goals it sets for wetlands. It was suggested that rulemakers will make more rules than are really needed without better public understanding.

Ignorance is also a large part of the difficulty with providing wetland owners access to the process (who to notify, who can provide advice and assistance, what approvals are needed, what information is needed, etc.). Project guidelines for landowners and permit applicants might be helpful (some local government units try to provide this). Wetland rules still are not accepted in some northern areas; they are feeling forced to protect wetlands rather than wanting to protect them. Many people place other priorities over wetlands.

# 5 DATA AND RESEARCH

"Data and Research" needs were described as information gaps or roadblocks for dealing effectively with other issues.

## 5.1 *INVENTORIES AND MAPS*

**5.1.1 How can a community, county, or watershed economically inventory its existing wetlands (and perhaps other natural resources) for planning purposes and public information?**

**How can common criteria be established for developing an inventory of wetlands and their functions?**

**What can be done to standardize or coordinate conventions for wetland delineation and mapping?**

Background Comments

Landowners and local government units that are responsible for wetlands need more information about their own circumstances so that they can make plans with fewer surprises. Currently, there is no standard database or inventory on wetlands in Minnesota (for such information as acreage, types, location, historical trends, rate of net gain or loss, etc.). State, federal, and local regulators often use different delineation and mapping conventions, with the result that a wetland mapped by one agency might not be identified by another agency as the same type of wetland or in the same location. This is very inefficient and confusing.

**5.1.2 How can accessible and user-friendly, digital and graphic mapping information be developed and provided regarding wetlands and related geographic information? How can basic research be funded?**

Background Comments

This information is vital for implementation of any program, but it's not available yet. Basic information is lacking for informed decision-making at both the local and state levels (e.g., where drained wetlands are located (for potential restoration sites); where groundwater recharge areas are located (especially for aquifers providing water supplies); we need to target research to crucial information gaps. If we're lacking baseline data, we won't have anything to compare to.

There was a suggestion that geopositionally-correct mapping of land ownership and protected natural resources should be an ongoing process as part of a statewide land information system.

Better organization and communication of existing and future data on land types, ecoregions, watersheds, etc., is needed.

There was a specific suggestion for identification and retrieval of wetland data by plat location or public survey reference in a single database for all agencies and government units; each entity having its data available and indexed, and updating its data on-line; and the whole system accessible to citizens through a convenient government office.

### 5.1.3 How can a general inventory of microfauna for different wetland types be accessed or developed?

Background Comments

This is needed to determine if wetlands can function as nutrient recycling and organic breakdown zones.

# SECOND PHASE OF PROJECT: GIVING MANAGERS A ROADMAP
A MESSAGE FROM THE PROJECT COORDINATOR

## WHERE TO START: MAKING THE TASK MANAGEABLE

Making the task of putting a plan together manageable and action-oriented involves a "who" and a "what." The "who" is a wetlands network that reflects and maintains important perspectives (local/state/federal; public/private sectors; private and public rights and responsibilities). The "what" is the selection of issue elements and questions that can be the bricks and mortar foundation for statewide wetlands conservation planning.

Many questions and concerns were raised in the resource group discussions around the state - too many and too complex to be handled all at once. This is not a simple, cause-and-effect, straight-line situation, so the problem-solving process should not pretend that it is so by artificially separating interdependent (or conflicting) organizational structures and objectives. An effective and responsive planning process ought to reflect the people and organizations involved.

Such a challenging job must be staged in manageable tasks. Criteria for deciding which issues to work on first include predominant concerns, issues which must be resolved before other related items can be properly addressed, and matters of great urgency. It will also be helpful to get some early "successes" to show results and demonstrate the potential of this project. The following assessment of issues using these criteria is based on what I heard and sensed in all 20 resource group sessions.

### CRITERIA FOR WORKING ON ISSUES:

**Predominant Concerns:** The three broad categories of issues that emerged in every resource group session were (a) the confusing and complex process for permitting; (b) interest in applying regional differences to wetlands policy; and (c) education. Another area of particular concern for state and federal agencies (and also discussed by some resource groups) is the need for common goals and strategies for wetlands, including a clear, workable wetland restoration strategy.

**Sequential Factors:** Some issues must be addressed before other, related matters can be worked on. For example, functions and values of wetlands, including definition and identification, were also the subject of much discussion and concern. This set of issues must be addressed early in the project, because it will affect the work done on the high priority issues listed above.

**Urgency:** Many cities, counties, and watershed districts want to develop local wetlands management plans for a variety of reasons, especially given the direct responsibility that local government units now have for wetlands under the Wetland Conservation Act. Given that there is little or no guidance currently available to assist these communities in their planning efforts and that these efforts should be coordinated with state-level goals and strategies, this issue must be addressed immediately.

## WHO IS WORKING ON THE PROJECT: THE WETLANDS NETWORK

At the start of this project I had two needs as Project Coordinator: I needed a network of people with interests in wetlands that stretched across the state in order to develop broad-based participation in the project, and I needed to learn from the network participants about the crucial needs and concerns they

had with wetlands protection and management in Minnesota. Both of those needs were met and now you have read the first installment of contributions from the wetlands network. There is more background information, some in the form of real stories, which will also be compiled.

A network can be a powerful tool for action. Our wetlands network has interactive levels of jurisdiction, shared leadership, independent members voluntarily engaged in the process, and, may I suggest, a unifying purpose or shared interest in what might be called "sustainable wetlands management." Sustainability is a concept which carries compound meanings and implications for people in the wetlands network, which goes to the heart of what needs to be shared, discussed, and worked out.

Furthermore, I was impressed by the positive reaction of participants to the small group discussion format for the resource groups in the first phase, and I want to build on the strengths of small teams. It is through personal interactions that mutual learning and understanding can occur among an array of interest groups and experience. Small work teams of about 15 people could include local, state, federal, and private sector interests and use good communications to build voluntary links and unifying purposes among those who share power and responsibility for wetlands.

For the next phase of the project (addressing the issues identified in this report), I recommend forming work teams within the wetlands network: an **Ecological/Socio-Economic Work Team**, a **Policy/Management Work Team**, and a **Local Wetlands Management Work Team**. Education and information issues would be addressed as necessary within this configuration. The ecological and socio-economic topics are grouped together because those categories have substantial crossover and the challenge of associating the two topics must be done up-front and throughout plan development. There were common complaints that social and economic consideration have gotten inadequate consideration in wetlands rules and programs. Attention to social and economic concerns will be crucial to local participation in development and implementation of a state wetlands plan. These factors overcome the appealing symmetry of matching teams to categories, as described on page 9 of this report.

The Local Wetlands Management Work Team would meet during Spring 1995 with the task of drafting guidelines for local wetland management programs. This task is being undertaken in response to urgent needs for assistance. The materials might include anything from principles for wetlands management to guidelines for developing local wetlands management programs to a model local wetlands plan or ordinance. At the time of publishing this report, it is unknown whether such materials would be voluntary for users or would be transferred into rulemaking for amendments to the Wetland Conservation Act. The other two work teams should begin meeting during the summer of 1995 and would continue their work for about 1 to 1½ years.

## PROCESS FOR GETTING TO OUTCOMES AND ACTIONS

### Work Teams

The work teams would each meet at least monthly, work in close communication with each other, and review and adjust each other's products. Records of every work team session would be shared with the other teams and the consulting pool in a timely manner, with the request for ongoing feedback. The Ecological/Socio-Economic Work Team and the Policy/Management Work Team would produce joint proposals through their cooperative efforts.

Technical advisory panels can be set up as needed, on a case-by-case basis, with members drawn from the academic community and from technical experts in the public and private sector. Tests and pilot demonstrations of proposed strategies should be encouraged during the development phase. Action planning by cooperating agencies, local government units, and the private sector would have to accompany development of each piece of the plan.

The Local Wetlands Management Work Team must complete its task no later than July 1, 1995. The Ecological/Socio-Economic Work Team and the Policy/Management Work Team would have a target date of January 1996 for their first set of joint proposals.

## Consulting Pool

The purpose of a consulting pool would be to maintain communication and participation by a wider array of interests and expertise than can be accommodated in a small work team. The advantage of small work teams is that they can meet more frequently and work more intensively than a large group; the principal weakness of a small group is that important insights and concerns could be missed. Having a consulting pool should overcome that weakness while using those strengths to build a wetlands plan as quickly and efficiently as possible.

From time to time, it may be necessary or desirable for the work teams to meet together or for the entire wetlands network (work teams and consulting pool) to meet as a group. Such meetings would be scheduled with as much advance notice and in as convenient a location as possible.

**WORK TEAM INITIATIVES:**

| | Issue Codes | Tentative Timeline |
|---|---|---|
| **Local Wetland Plans** | | |
| Local Wetlands Planning Guidelines | (3.1.2 and 3.2.2) | 4/95 - 6/95 |
| Education | (4.1) | |
| **Ecological/Socio-Economic** | | |
| Regional Differences | (2.1) | 6/95 - 8/95 |
| Functions and Values | (1.2) | 9/95 - 12/95 |
| Goals-setting | (1.1) | 1/96 - ? |
| **Policy/Management** | | |
| Jurisdictional Coordination | (3.1) | 6/95 - 9/95 |
| System Streamlining | (3.2) | 10/95 - ? |

## Role of Project Coordinator

As Project Coordinator, I will continue to help maintain the wetlands network. The assistance I can provide includes helping with communications among work teams, the consulting pool, decisionmakers, and concerned citizens; scheduling and process management; and monitoring participation. In contrast, the wetlands network would be responsible for developing policy and action proposals.

## Acceptance, Authorization, and Action on Proposals

The kind of acceptance or authorization needed to act on any proposal will depend on several variables, including the nature of the proposal and the number and jurisdiction of responsible parties. Development of acceptance, authorization, and actions will necessarily be a part of the strategic planning process.

There will be two kinds of products from these efforts: (1) written materials (on paper or computer disk) that report any agreements, goals and strategies, and action plans (what would be recognized as a written "plan"); and (2) activity in wetlands management, education, networking, and continued learning. Outcomes are discussed further in the next section of this report ("Anticipated Outcomes").

## Project Report #2

Stories are an important way for people to connect, learn, and understand about each other. In each local-level resource group session, participants were asked to share real local examples to illustrate the questions and concerns they were discussing. The second Project Report will share with everyone on the project mailing list the experiences and insights of participants in the resource group discussions in a sampling of those stories. They describe successes, failures, and uncertainties as seen by contributors. The stories will supplement the listing of issues in Project Report #1.

# ANTICIPATED OUTCOMES

The issues and circumstances discussed in this report point to a need for a state wetlands conservation plan that is designed to be comprehensive (with vertical and horizontal consistency among all wetlands efforts, and oriented more towards system-based management than site- or species-based management) and to differentiate (recognizing critical regional distinctions and conflicting needs and values in land use planning and natural resources management). Citizens would benefit from fair and efficient public efforts for wetlands; maintenance of healthy, functioning land and water systems; improved access to information and education about wetlands; and increased recognition and understanding about the complex social, economic, and environmental contexts for wetlands decisions that affect a person's or a community's opportunities to thrive and flourish.

A state wetlands plan is likely to include several elements, including the following possibilities:

- Statewide wetlands goals and policies that coordinate the efforts of all state and federal agencies with regulatory and programmatic responsibilities for wetlands in Minnesota, based on appropriate ecological, geographic, and economic distinctions, with operational action plans for participating or affected agencies;
- Assistance for local adaptation and implementation of statewide and regionalized wetlands goals, policies, and strategies, possibly in the form of a model local wetlands plan or ordinance and/or other informational materials or training;
- Monitoring and evaluation process for wetlands plan implementation;
- Education modules, such as user training and public education strategies.

Such a state wetlands plan would be used primarily by leaders and staff of state agencies, but should also be useful and informative for local government units and federal agencies in Minnesota. A state wetlands conservation plan is likely to be put into effect through a combination of independent initiative, memoranda of agreement among participants, rulemaking, executive order, and/or recommendations for legislative action. It will most likely be implemented in stages as components are completed.

This report does not provide answers to the challenges and conflicts described; it set forth the questions and concerns about wetlands protection and management that a diverse network of people around that the state have shared and discussed. It should provoke an open and productive public discourse about where Minnesota is headed with its wetlands policy. It is imperative that concerned governments and individuals find a path through these dilemmas through a cooperative problem-solving effort.

There will be serious consequences for failure to deal with the dilemmas in Minnesota's wetlands protection system: (a) Justice will not be served if issues of governance are not resolved; (b) Natural systems will be threatened if ecological policies are not improved; and (c) Social and economic needs of communities and citizens will be poorly served if they are not linked with wetlands policies.

Minnesota's wetlands conservation plan will be a dynamic document, created as a set of cooperative achievements; reviewed over time for effectiveness, and adapted to new knowledge and changing needs. It is the actions taken to implement the plan that will make this effort worthwhile. Real actions based on this plan will help achieve local and state wetlands goals, and those actions are the true objective of the project. The outcome will be well-informed decision-making by governments and by individuals.

# APPENDIX A: FORMAT FOR WRITTEN COMMENTS

## PREFERRED FORMAT FOR COMMENTS

Please read the report carefully before preparing any comments. If you have questions about submitting comments, please call Elizabeth Carlson, Project Coordinator, at (612) 297-4890, or Doug Norris, Project Grant Administrator, at (612) 296-0779.

Use the following questions to comment on Project Report #1, *Dealing With Wetlands in Minnesota: Questions & Concerns From Around the State About Issues For a State Wetlands Plan*. It will be easier to make use of your comments if they are kept as brief and to-the-point as possible.

1. **If there is an important issue that you believe has not been considered at all in Project Report #1, please answer the following questions about that issue:**
   (a) What is the issue?
   (b) Why is it an issue?
   (c) What are the probable consequences if that issue is not addressed?

2. **If you agree, disagree, or want to offer further insights concerning any issue that is listed in Project Report #1, please provide brief comments in the following format for each issue:**

   Issue # (reference the outline number assigned to the issue in the text)

   Comments:

## WHERE TO SEND COMMENTS

Written comments should be sent to the Project Coordinator any of the following methods:

Elizabeth Carlson
State Wetlands Plan Project Coordinator
**Mail:** DNR Ecological Services, Box 25
500 Lafayette Road
St. Paul, MN 55105-4025
**Fax:** 612-296-1811
**Internet:** beth.carlson@dnr.state.mn.us

Receipt of all written comments will be acknowledged by postcard. Project Report #1 and all written comments to the report received by June 1, 1995 will be submitted to work teams for the plan development phase, as described at the end of the report.

# APPENDIX B: LOCATIONS OF RESOURCE GROUP SESSIONS

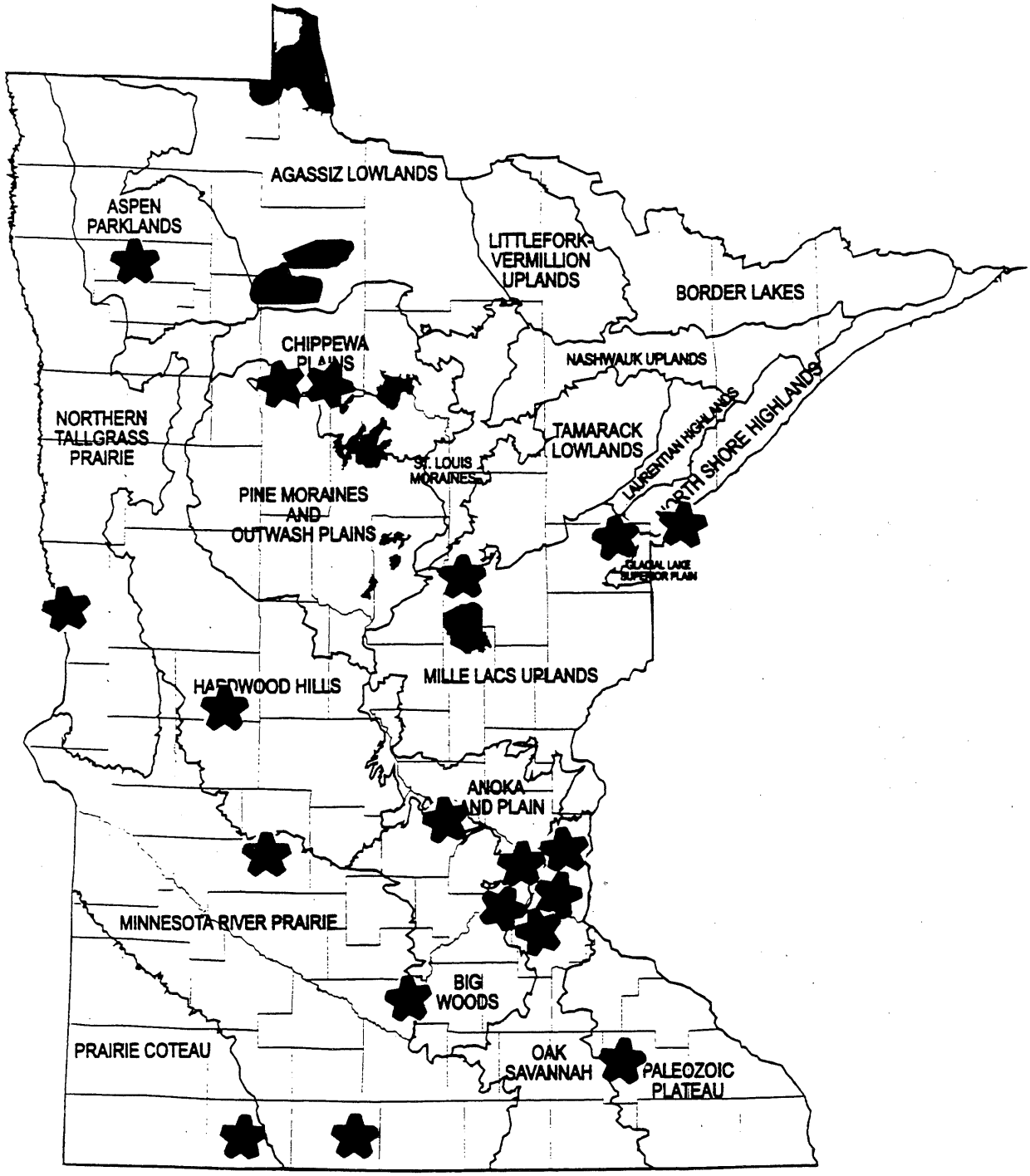
Participants in resource groups were identified through a variety of sources and networking referrals. Each group had a diverse mix of people in different forms of local government (elected or staff), business and industry, agriculture, recreation and environment, educators, landowners, and people with general interests in wetlands.

In total, 260 people around the state participated in these resource groups for issues identification and clarification. The technical/administrative resource group is a standing group of staff liaisons in participating agencies and local government associations. Other resource groups had one-time discussions and all participants remain on the project mailing list for future developments.

## LIST OF MEETINGS

| Location | Date |
|---|---|
| Government Technical/Administrative Staff<br>→ *Met at various locations in metro area* | January - May 1994 |
| Maplewood [Phalen Chain-of-Lakes Watershed Project] | July 7, 1994 |
| Willmar | August 2, 1994 |
| Fairmont [Blue Earth River Basin Initiative] | August 9, 1994 |
| Metro area | August 11, 1994 |
| Alexandria | August 23, 1994 |
| Cloquet | August 30, 1994 |
| Metro area | September 1, 1994 |
| Lakefield [Heron Lake Area Restoration Assoc.] | September 13, 1994 |
| Duluth | September 21, 1994 |
| Metro area | September 27, 1994 |
| Metro area | October 11, 1994 |
| Northern Township *(near Bemidji)* | October 26, 1994 |
| Northern Township *(near Bemidji)* | October 27, 1994 |
| Thief River Falls | November 22, 1994 |
| Rochester | November 29, 1994 |
| St. Peter | December 8, 1994 |
| Breckenridge | December 19, 1994 |
| Aitkin | January 5, 1995 |
| Otsego *(west side of Mississippi River near Elk River)* | January 11, 1995 |

## LOCATIONS OF THE 20 RESOURCE GROUPS AROUND MINNESOTA




**20TH RESOURCE GROUP:** Technical / Administrative Staff Group from local, state, and federal government units (met in the metro area).

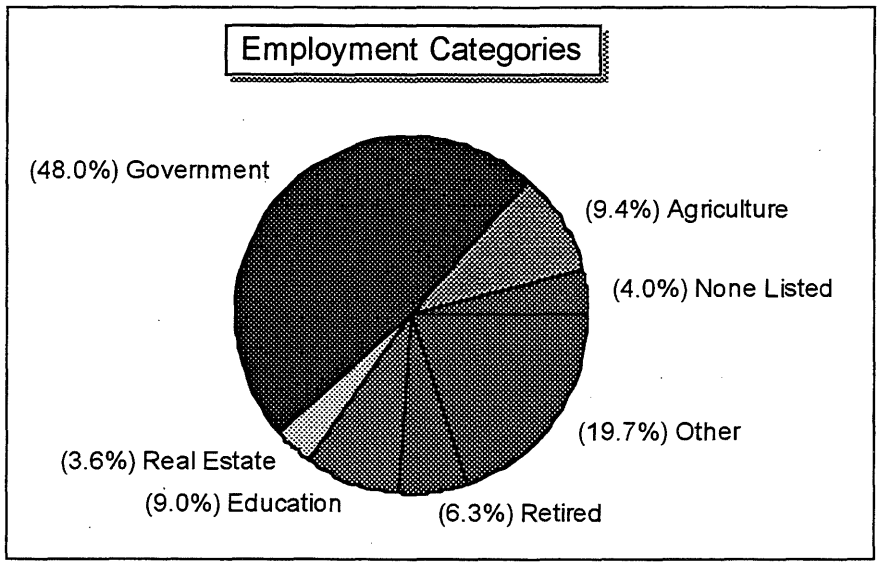
**NOTE ABOUT MAP:** The underlying map attempts to define different units of the landscape across Minnesota, using interrelationships among climate, geology, geomorphology, soils, vegetation, hydrology, animals, and land history. Compiled by Minnesota DNR, University of Minnesota, and U.S.D.A. Forest Service. This map is dated 11/04/93; the exact placement of boundary lines may not be final.

# APPENDIX C: SURVEY INFORMATION ON RESOURCE GROUPS

Participants in the resource groups were asked to complete a six-question survey about their backgrounds. The responses were compiled and analyzed by DNR Volunteer Julie Rodriguez of Moorhead, Minnesota; Julie is a survey analyst and transportation economist for the Upper Great Plains Transportation Institute in Fargo, North Dakota.

Response rate: 223 out of 260 participants completed and returned surveys, for a total response rate of 86%. The first local resource group, which met on July 7, 1994, was not given the survey because it had not yet been drafted; therefore, excluding those 11 participants, the response rate was 90%.

## QUESTION #1: PARTICIPANT'S FORM OF EMPLOYMENT

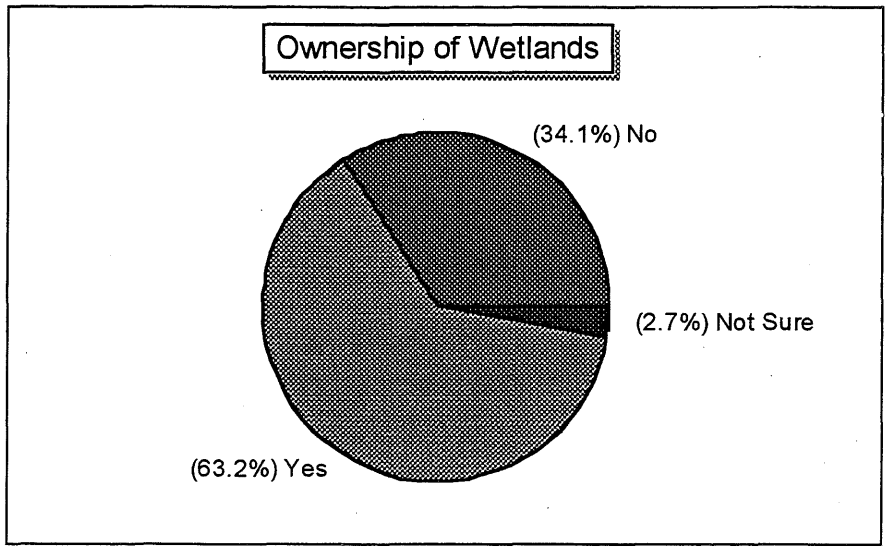



Note: The "Other" category includes a variety of professions and activities. Please refer to the list of participants in Appendix D for more specific information.

## QUESTION #2: "IF YOUR CONCERN ABOUT WETLANDS POLICY IS NOT RELATED TO YOUR EMPLOYMENT, WHAT IS THE NATURE OF YOUR INTEREST IN WETLANDS POLICY?"

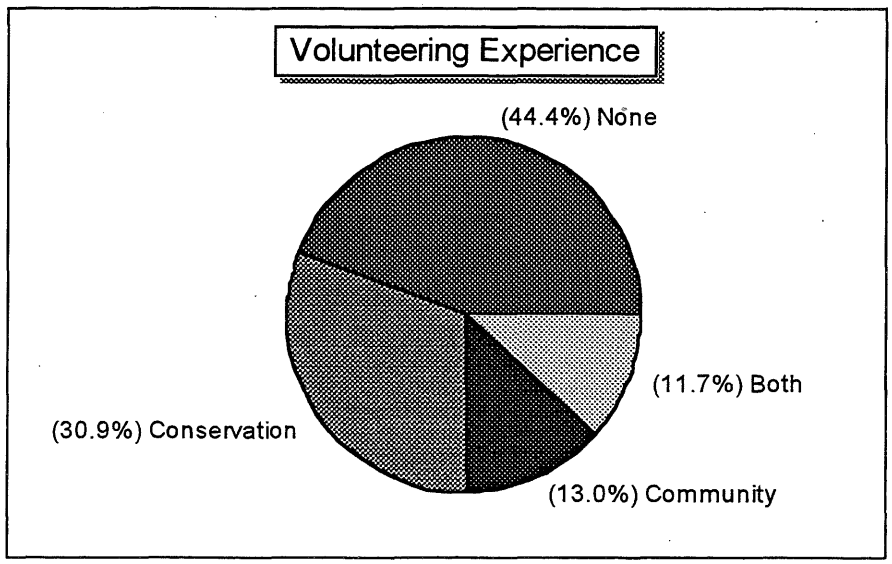
The intent of this survey question was to learn the sources of a participant's interest in wetlands policy. It was not possible to create a pie chart that would adequately reflect the variety and complexity of the responses received. Many participants listed two or more interests that were generally a combination of land ownership, outdoor recreation activities, and/or personal interests in land use and conservation. A number of surveys did not provide any response to this question.

## QUESTION #3: "DO YOU, OR DOES THE COMPANY YOU REPRESENT , OWN OR MANAGE REAL ESTATE WHICH HAS A WETLAND ?"



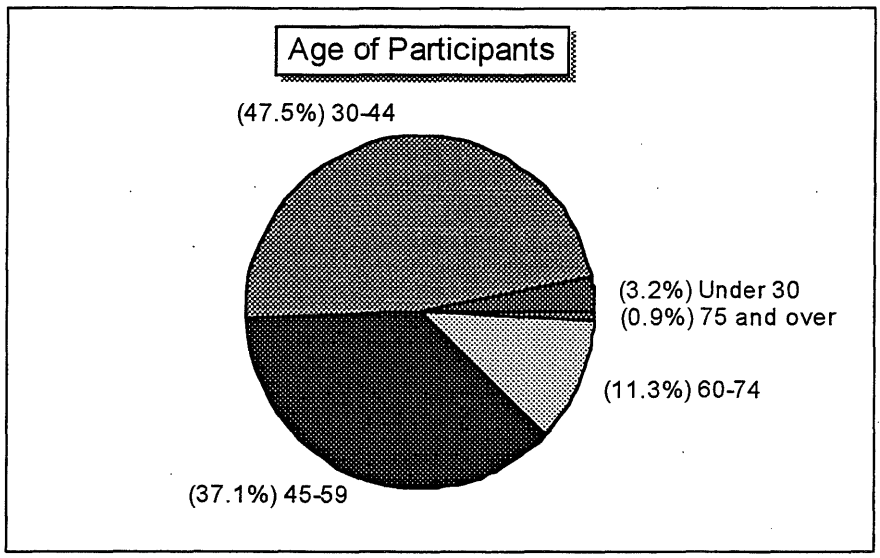

Note: This question was included in the survey because an ownership or management interest in wetlands could affect a participant's perceptions, priorities, and recommendations.

## QUESTION #4: PARTICIPANT'S OTHER VOLUNTEER EXPERIENCE

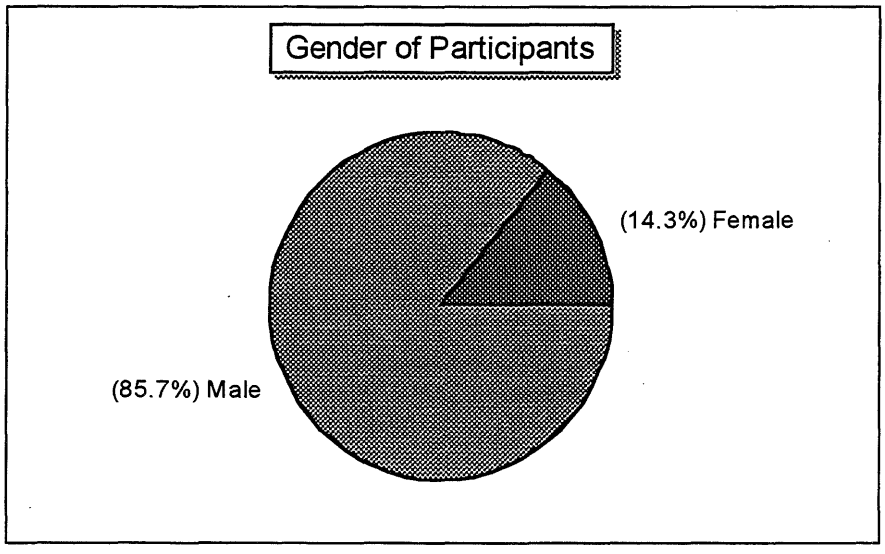



Note: This question was included in the survey to check whether the participants were all active, regular volunteers for this type of activity or if the Project Coordinator had succeeded in inviting a wider array of participants.

## QUESTION #5: AGE OF PARTICIPANT




## QUESTION #6: GENDER OF PARTICIPANT




Note: Professionals in the sciences and various aspects of land development still tend to be predominantly male. The Project Coordinator made a concerted effort to have gender diversity in all resource groups.

# APPENDIX D: LIST OF RESOURCE GROUP PARTICIPANTS

## FACILITATORS

**Elizabeth Carlson** **Project Coordinator & primary facilitator for all sessions**

**Charlotte Shover** **in Metro area, Willmar, & Alexandria**
*Former planning consultant; now Dakota Co. Envir. Educ. Coordinator; Burnsville City Council member*

**Bruce Hawkinson** **in Fairmont**
*Planner/facilitator in DNR Div. of Fish & Wildlife*

**Deb Bailey** **in Cloquet & Duluth**
*Arrowhead Regional Development Commission staff*

**Gayle Crampton** **in Lakefield**
*Management analyst & facilitator in DNR Bureau of Field Services*

**Cliff Tweedale** **in Bemidji**
*Headwaters Regional Development Commission staff*

**Deb Zak** **in Thief River Falls**
*Minnesota Extension Service educator in Pennington County*

**John Pauley** **in Rochester**
*Regional Planner for DNR Metro Region; SE Minnesota resident*

**Lynne Kolze** **in St. Peter**
*Planner/facilitator in MN Pollution Control Agency, Water Quality Div.; Project Coord. for MNRIP*

**Steve Mikkelson** **in Breckenridge**
*The International Coalition staff*

**Joe Stinchfield** **in Aitkin**
*Policy planner in DNR Office of Planning*

## TECHNICAL / ADMINISTRATIVE STAFF GROUP

→ **5 SESSIONS, JANUARY - MAY 1994; CONTINUE AS LIAISONS FOR NETWORK OF GOVT. UNITS**

1. K. J. McDonald, MN Dept. of Agriculture, Interagency Liaison
2. John Jaschke, MN Board of Water & Soil Resources, Wetland Management Specialist
3. Doug Norris, MN Dept. of Natural Resources, Div. of Fish & Wildlife, Wetlands Coordinator
4. Tom Landwehr, MN Dept. of Natural Resources, Div. of Fish & Wildlife, Wetland Wildlife Program
5. Mike Phillips, MN Dept. of Natural Resources, Div. of Forestry
6. Paul Pojar, MN Dept. of Natural Resources, Div. of Minerals, Reclamation Engineer
7. Erv Berglund, MN Dept. of Natural Resources, Div. of Waters, Wetlands Conservation Hydrologist
8. Mary Knudsen, MN Pollution Control Agency, Water Quality Div.
9. Sarma Straumanis, MN Dept. of Transportation, Environmental Services, Wildlife Biologist
10. Dave Ballman, U.S. Army Corps of Engineers, Ecologist
11. Gary Wege, U.S. Fish & Wildlife Service, Fish & Wildlife Biologist
12. Mark Oja, U.S. Natural Resource Conservation Service, State Biologist
13. Thomas Peters, Federal Highway Administration, Environmental Coordinator
14. Joe Basta, Isanti County Zoning Administrator; President of MACPZA *[contacted through AMC]*
15. Sara Prow, City of Woodbury, Senior Planner *[contacted through LMC]*
16. John Dooley, Attorney for Minnesota Association of Townships
17. Howard Peterson, Riley-Purgatory-Bluff Creek Watershed District *[contacted through MAWD]*
18. Tim Kelly, Coon Creek Watershed District Administrator *[member of ADA]*
19. Tom Kalahar, Renville County SWCD biologist *[contacted through MASWCD]*

**NE - Cloquet**

→ **TUESDAY, AUGUST 30, 1994, UM-CLOQUET FORESTRY CENTER**
*[names in italics unable to attend]*

1. Wayne Olson, Carlton County Hwy. Engineer [Cloquet]
2. James Mohn, City of Duluth Planning Division [Duluth]
3. Larry Schwarzkopf, Fond du Lac Reservation Natural Resources Manager [Cloquet]
4. Joel Peterson, Fond du Lac Reservation Environmental Program [Cloquet]
5. Terry Weber, Arrowhead Regional Development Commission [Duluth]
6. Lil Stocke, Edina Realty; Chair of local realtors association
7. Bruce Barker, Minnesota Timber Producers [Duluth]
8. Tom Murn, Potlatch Corp. [Cloquet]
9. Ann Thering, Audubon Society member & "wetlands watcher" [Duluth]
10. Jill Jacoby, MPCA "River Watch" Coordinator [Duluth]
11. Ross Cass, DNR Realty Specialist [Grand Rapids]

*Lee Ramsdell, Lake County Commissioner [Two Harbors]*
*Graham Tobin, UMD Dept of Geography [Duluth]*
*Richard Libby, Greater Pokegema Lake Association [Grand Rapids]*
*Pat Collins, DNR Lake Superior Habitat Coordinator [Cloquet]*

**NE - Duluth**

→ **WEDNESDAY, SEPTEMBER 21, 1994, NATURAL RESOURCES RESEARCH INSTITUTE**
*[names in italics unable to attend]*

1. Mark Johnson, St. Louis County Water Plan Coordinator [Duluth]
2. John Thompson, St. Louis County Land Dept. [Duluth]
3. Bob Manzoline, City of Virginia Asst. City Engineer [Virginia]
4. Cindy Hagley, Sea Grant Program (water resources education) [Duluth]
5. Barb Liukkonen, BWSR/Minnesota Extension Education Coordinator [Duluth]
6. Keith Hanson, Minnesota Power & Light [Duluth]
7. Glenn Evavold, UMD Dept of Geology; consulting engineer-hydrogeologist [Duluth]
8. Mike Billman, Billman's Construction / Hermantown Planning Commission [Duluth]
9. John Powers, planning consultant / citizen involved in St. Louis River RAP [Duluth]
10. John Pegors, Izaak Walton League [Duluth]
11. Mark Nelson, BWSR Board Conservationist [Duluth]
12. Bob Berrisford, Superior National Forest [Duluth]

*Marna Butler-Fasteland, Carlton County SWCD Water Plan Coordinator [Cloquet]*
*Howard Hedstrom, Hedstrom Lumber [Grand Marais]*
*Eric Mayranen, Associated Contract Loggers [Britt]*
*Deb Ortman, Northern Environmental Network [Duluth]*

**NC - Bemidji "A"**

→ **WEDNESDAY, OCTOBER 26, 1994, NORTHERN TOWN HALL**
*[names in italics unable to attend]*

1. Brad Nord, Beltrami County Commissioner [Bemidji]
2. John Sumption, Cass Co. SWCD Manager [Walker]
3. Tim Penfield, Clearwater County Land Dept. [Bagley]
4. Michelle Hanson, Hubbard Co. Wetlands Administrator & Water Plan Coordinator [Park Rapids]
5. Mark Thorson, Thorson Inc. (road contractor) [Bemidji]
6. John Grimley, Leech Lake Realty; L. L. Chamber of Commerce; Leech Lake Watershed Project [Walker]
7. R. Allen Wake, cattle farmer / biology teacher / hunter [Federal Dam]
8. Ron Palmer, Agency Bay Lodge & Trailer Court [Walker]
9. Edward Hamerly, North Star Sportsmen's Club [Walker]
10. Cindy Buttleman, DNR-Minerals [Bemidji]
11. Brian Dwight, BWSR [Bemidji]

*Joel Maggert, Koochiching County Commissioner; beef cattle farmer [Northome]*
*Shirley Nordrum, Leech Lake Reservation Div. of Resource Management [Cass Lake]*
*Molly MacGregor, Mississippi Headwaters Board Director [Walker]*
*Randolph Rajala, Rajala Lumber Company [Deer River]*

**NC - Bemidji "B"**

→ **THURSDAY, OCTOBER 27, 1994, NORTHERN TOWN HALL**
*[names in italics unable to attend]*

1. Pat Alberg, Hubbard County Commissioner; resort owner; lake assoc. [Park Rapids]
2. Dick Florhaug, Beltrami County Commissioner [Kelliher]
3. Norm Moody, Cass County Land Commissioner [Walker]
4. Gary Lockner, Lake of the Woods County Environmental Services [Baudette]
5. Jeff Hrubes, Beltrami Co. SWCD [Bemidji]
6. Chuck Meyer, Wetlands Specialist, Red Lake Band of Chippewa Indians DNR [Red Lake]
7. Carl Wegner, Minnesota Extension (forestry) in Itasca County [Grand Rapids]
8. David Rabas, NC Experiment Station [Grand Rapids]
9. Tim Beebe, Champion International Corp. [Bemidji]
10. Charles Holt, Lake Consultants Inc. [Bemidji]
11. Jerry Maertens, member of Audubon Society & Wildlife Society [Bemidji]
12. Butch Belcher, DNR-Trails & Waterways [Bemidji]
13. Brenda Glenn, Chippewa National Forest [Cass Lake]

*Rosemary Given Amble, Bemidji City Council [Bemidji]*
*John Ostrem, Headwaters RDC Director [Bemidji]*
*Skip Duchesneau, D. W. Jones Inc. (developer); Leech Lake Assoc.; Cass Co. Planning Comm. [Walker]*

## NW - Thief River Falls

→ **TUESDAY, NOVEMBER 22, 1994, PENNINGTON COUNTY COURTHOUSE**
*[names in italics unable to attend]*

1. Ken Murphy, Pennington Co. Commissioner [Thief River Falls]
2. Delray Larson, Marshall Co. Commissioner; beef cattle farmer [Gatzke]
3. Becky Trefz, Clearwater Co. Hwy. Dept. [Bagley]
4. Tim Finseth, Marshall Co. SWCD Manager [Warren]
5. Raymond Olson, Pennington Co. SWCD Supervisor [Thief River Falls]
6. Gary Lane, Pennington Co. SWCD Manager [Thief River Falls]
7. Lowell Enerson, Red Lake Watershed District Administrator [Thief River Falls]
8. Don Barron, Thief River Falls City Council; wild rice producer; fmr SCS [Thief River Falls]
9. Roland Gullekson, head of Agassiz ELC; farmer (row crops); fmr bd Sand Hill River WD [Fertile]
10. Bobby Holder, UM-Crookston & NW Agri. Experiment Station; soils science, aquatic chem. [Crookston]
    also, West Polk County SWCD Supervisor
11. Howard Person, Minn. Extension (environment & natural resources) [Thief River Falls]
12. Blanchard Krogstad, retired UMD ecologist [Winger]
13. Leon Heath, NW RDC [Thief River Falls]
14. Dave Zavoral, farmer; member of Minnesota Landowner Rights Association [Grygla]
15. Gordon Forester, DNR Area Wildlife Manager [Thief River Falls]
16. Dave Bennett, Acting Manager, Agassiz Natl. Wildlife Refuge (USFWS) [Middle River]
17. Fred Kollman, NRCS [Thief River Falls]

*Jim Johnson, Middle River-Snake River WD; sugarbeet farmer; hunter [Warren]*
*Lyle Pierce, Hawkes Co. Inc. (peat mining) [Grand Forks]*
*Dan Svedarsky, UM-Crookston & NW Agri. Experiment Station; wildlife/wild rice [Crookston]*

## NW - Breckenridge

→ **MONDAY, DECEMBER 19, 1994, FIRST AMERICAN BANK**
*[names in italics unable to attend]*

1. Carolyn Engebretson, Becker Co. Commissioner; EQB member; Chr AMC's ENR Committee [Rochert]
2. Bill Kalar, Otter Tail County Land & Resource Office wetlands coordinator [Fergus Falls]
3. Bruce Poppel, Wilkin Co. Environmental Officer [Breckenridge]
4. Gerald Van Amburg, Buffalo-Red River Watershed District; MAWD president [Moorhead]
5. Dave Freitag, Breckenridge City Engineer & wetlands coordinator [Breckenridge]
6. Gary Mikulecky, MN Extension Service - Wilkin Co. (ENR) [Breckenridge]
7. Scott Dirks, Attorney (lakeshore development); DU member [Pelican Rapids]
8. Darral Nordick, pork producer [Rothsay]
9. Jerry Nordick, wheat grower [Rothsay]
10. Charles Pikarski, grain farmer & seed sales [Fergus Falls]
11. Jack Misson, Becker Co. Sportsmen Club [Detroit Lakes]
12. Willis Mattison, MPCA [Detroit Lakes]
13. Paul Stolen, DNR EcoServices E.R. [Bemidji]
14. Howard Lipke, USFWS Wetland Management District [Detroit Lakes]

*Don Ogaard, RRWMB Administrator; fmr BWSR bd (farms sugarbeets, small grains, row crops) [Ada]*
*Paul Krabbenhoft, Clay Co. SWCD Supervisor; realtor [Moorhead]*
*Judy Stringer, North American Prairie Wetlands Learning Center [Fergus Falls]*
*Clayton Schott, certified public accountant; works with sportsmen's groups [Detroit Lakes]*

**WC - Alexandria**

→ **TUESDAY, AUGUST 23, 1994, DOUGLAS COUNTY PUBLIC WORKS DEPT.**
*[names in italics unable to attend; group recruited by local contact]*

1. Jerry Haggenmiller, Douglas County SWCD Manager [Alexandria]
2. Craig Haseman, Douglas County SWCD Supervisor [Alexandria]
3. Don Sinnwell, Douglas County Land & Resource Management [Alexandria]
4. Dave Nelson, Douglas County Ditch Inspector [Alexandria]
5. Robert Mostad, Sauk River Watershed District [Sauk Centre]
6. Lynn Nelson, Sauk River Watershed District [Sauk Centre]
7. Mike Weber, Alexandria City Planner [Alexandria]
8. Gary Lemme, West Central Experiment Station [Morris]
9. Robinson Abbott, Prof. Emeritus at UM-Morris, Dept. of Biology [Morris]
10. Terry Grauman, Otter Tail Power Company [Fergus Falls]
11. Paul Strom, Land Improvement Contractors Association [Brandon]
12. Charles Anderson, Widseth Smith Nolting & Associates, consulting civil engineer [Alexandria]
13. Randy Fischer, Counselor Realty [Alexandria]
14. Duane Hammargren, Douglas County Lakes Association [Alexandria]
15. Sue Kelly-Weinauer, citizen/member of environmental organizations [Farwell]
16. Dennis Miller, SCS District Conservationist [Alexandria]

*Vern Ostrem, Evansville Sportsmans Club [Evansville]*

**WC - Willmar**

→ **TUESDAY, AUGUST 2, 1994, KANDIYOHI COUNTY HIGHWAY DEPT.**
*[names in italics unable to attend; group recruited by local contact]*

1. Jeff Bredberg, Kandiyohi Co. Environmental Director [Willmar]
2. Gary Danielson, Kandiyohi Co. Highway Engineer [Willmar]
3. Rick Reimer, Kandiyohi Co. SWCD [Willmar]
4. Foster Hudson, Roseville Twp. official [Hawick]
5. Dale Scheffler, Cenex Fertilizer Plant [Willmar]
6. Dave Stuhr, Big Kandiyohi Lake Association [Willmar]
7. Steve Wood, Kandiyohi Co. Lakes Association [Willmar]
8. Roger Strand, citizen/member of conservation organizations [New London]
9. Skip Wright, DNR Area Hydrologist [Spicer]
10. Steve Erickson, USFWS Wetland Management District [Litchfield]

*Earl Larson, Kandiyohi Co. Commissioner [Willmar]*
*Bruce Peterson, community-economic development for City of Willmar [Willmar]*
*Gene Hippe, Mid-Minnesota Development Commission [Willmar]*
*Harmon Wilts, Minnesota Extension Service [Willmar]*
*Wes Nelson, ASCS Director [Willmar]*

**EC - Aitkin**

→ **THURSDAY, JANUARY 5, 1995, MILLE LACS ELECTRIC MEETING RM** *[names in italics unable to attend]*

1. Darrell Bruggman, Aitkin Co. Commissioner [McGregor]
2. Thomas (Mike) Ware, Mille Lacs Band of Ojibwe DNR (water quality lab director) [Onamia]
3. John Janzen, Aitkin Co. SWCD Supervisor [Aitkin]
4. Steve Hughes, Aitkin Co. SWCD Manager [Aitkin]
5. John Walkup, Aitkin County Highway Dept. [Aitkin]
6. Al Cottingham, Brainerd LGU contact [Brainerd]
7. Fred Hauenstein, City of Lakeshore Environmental Planning Committee [Lakeshore]
8. Robert Olson, Ideal Township Officer; knows lakes & aquaculture [Pequot Lakes]
9. Roger Germann, Region 5 Development Commission (planner) [Staples]
10. Mary Safgren, Region 5 Development Commission (community development) [Staples]
11. Jim Marshall, Blandin Corp. [Grand Rapids]
12. Tom Bercher, Bercher Construction [Brainerd]
13. Bonnie Williams, Focus 10,000 (Minn. Lakes Assoc. magazine) [Aitkin]
14. Dan Steward, BWSR [Brainerd]
15. Steve Lane, DNR-Forestry [Aitkin]
16. Dan Ecklund, COE [Brainerd]
17. Ralph Lloyd, Rice Lake National Wildlife Refuge (USFWS) [McGregor]

OBSERVER/PARTICIPANTS:

18. DuWayne Konewko, Aitkin Co. Environmental Services [Aitkin]
19. Leonard Sam, Mille Lacs Band of Chippewa (wild rice project coordinator) [Onamia]
20. Russell Ruud, Aitkin Co. SWCD Supervisor [Palisade]
21. Donald Simons, Itasca Co. SWCD Supervisor [Grand Rapids]
22. Al Waller, Itasca Co. SWCD Forester [Grand Rapids]
23. John Francis, Rice Lake Wildlife Refuge (USFWS) [McGregor]

*James M. Wielinski, Pike Creek Township Officer; poultry producer; Reg. 5 RDC [Little Falls]*
*Harold Kosbau, Aitkin Agri-Peat [Grand Rapids]*
*Linda Cluett, Sheshebe Resort; realtor [McGregor]*

**EC - Otsego**

→ **WEDNESDAY, JANUARY 11, 1995, OTSEGO CITY HALL** *[names in italics unable to attend]*

1. Dennis Berg, Anoka County Commissioner; farmer [Burns Twp.]
2. Don Adams, Stearns Co. Environmental Services Dept. [St. Cloud]
3. Dave Schwarting, Sherburne Co. Engineer [Elk River]
4. Doris Wynia, Clearwater River Watershed District [South Haven]
5. Paul McAlpine, Wright Co. SWCD Supervisor; farmer [Maple Lake]
6. Patty Gartland, St. Cloud Planning Director [St. Cloud]
7. Ken Heimenz, St. Joseph City Council & Planning Commission; (fmr USFWS) [St. Joseph]
8. Elaine Beatty, Otsego City Clerk / Zoning Administrator [Otsego]
9. Dr. Robert Bixby, St. Cloud State Univ Dept. of Geography [St. Cloud]
10. Dr. Chansheng He, St. Cloud State Univ Dept. of Geography [St. Cloud]
11. Kurt Deter, Attorney specializing in drainage law [St. Cloud]
12. Ron Bowen, Prairie Restorations [Princeton]
13. Lynn Caswell, John Oliver & Associates (land surveyor with development planning firm)
14. Harlan Anderson, alfalfa farmer [Cokato]
15. Don Dinndorf, conservationist & waterfowler [St. Cloud]
16. Neal Voelz, St. Cloud State Univ. Dept. of Biology (on behalf of Darlene Peters, Cold Spring) [St. Cloud]
17. Todd Manley, DNR Wetland Enforcement Officer [St. Cloud]
18. Dan Lais, DNR Area Hydrologist [St. Cloud]

*Kevin Kielb, Hakanson & Anderson Associates (engineering consultant) [Anoka]*

## SW - HERON LAKE AREA RESTORATION ASSOCIATION

→ **TUESDAY, SEPTEMBER 13, 1994, VALLEYBROOK CLUBHOUSE IN LAKEFIELD**
*[group recruited by local contact]*

1. Milford Gentz, Chair of HLARA; former Jackson County Commissioner; retired farmer [Lakefield]
2. Robert Ferguson, Jackson County Commissioner; farmer [Heron Lake]
3. Marvin Baumgard, Nobles County Commissioner; farmer [Brewster]
4. Jerry Raedeke, Okabena-Ocheda Watershed District; wildlife artist [Worthington]
5. Lee Carlson, Ecologist for Middle Des Moines River Watershed [Balaton]
6. Dean Schumacher, Heron Lake Development Corp.; farmer [Heron Lake]
7. K Costello, South Heron Lake Improvement Association; volunteer [Lakefield]
8. Leroy Peterson, retired; area sportsman [Boone, Iowa]
9. Randy Markl, DNR Area Wildlife Manager [Windom]
10. Steve Kallin, USFWS Wetland Management District [Windom]

## SC - COUNTIES IN THE BLUE EARTH RIVER BASIN INITIATIVE

→ **TUESDAY, AUGUST 9, 1994, MARTIN COUNTY LIBRARY IN FAIRMONT**
*[names in italics unable to attend; group recruited by local contact]*

1. Linda Meschke, Martin County Wetland Program [Fairmont]
2. Charles Nelson, Brown County Wetland Program [New Ulm]
3. Tom Grant, Waseca Co. SWCD Supervisor & landowner [Waseca]
4. Jeff Ruedy, Waseca Co. SWCD Supervisor & farmer [Waseca]
5. Jerry Voyles, Martin Co. SWCD Manager [Fairmont]
6. Greg Isakson, Faribault County Highway Engineer [Blue Earth]
7. Duane Belseth, Fox Lake Conservation League [Fairmont]

*Loren Lien, Faribault County Commissioner [Blue Earth]*
*Lawrence Sukalski, Township Officer in Martin County [Fairmont]*
*Curt Russell, Waseca County SWCD Supervisor [New Richland]*
*Everett Garlisch, drainage contractor [St. James]*
*Kevin Kolstad, drainage contractor [St. James]*
*Jim Sinn, farmer (corn, soybeans) [Sherburn]*
*Jim Miller, Fox Lake Conservation League [Sherburn]*
*Wayne Feder, landowner [Blue Earth]*
*Hugh Valiant, DNR Area Fisheries Supervisor [Waterville]*

**SC - St. Peter**

→ **TUESDAY, DECEMBER 8, 1994, INTERPRETIVE CENTER AT GUSTAVUS ADOLPHUS COLLEGE**
*[names in italics unable to attend]*

1. Ken Albrecht, Nicollet Co. Commissioner; Reg. 9 Development Commission [North Mankato]
2. Terry Bovee, Le Sueur Co. Planning Director; soil scientist [Le Center]
3. Peter Beckius, Scott Co. SWCD Manager [Jordan]
4. Stan Christ, Mankato mayor [Mankato]
5. Lowell Busman, Minnesota Extension (water quality); 13-county water planning staff [Waseca]
6. Robert Moline, Dept. of Geography, Gustavus Adolphus College [St. Peter]
7. Mark Johnson, Dept of Geology, Gustavus Adolphus College [St. Peter]
8. Scott Waldner, Minnesota Poultry Industries Association; poultry producer [New Ulm]
9. Gene Zins, Swan Lake farmer; Sierra Club member [Nicollet]
10. Buster West, German-Jefferson Sportsmen Club; Jefferson-German Lakes Clean Water Project [St. Peter]
11. Jeff Nielsen, BWSR Southern Region Supervisor [New Ulm]
12. John Schladweiler, DNR-Nongame Specialist [New Ulm]

*Gene Isaacson, Sibley Co. Public Works Director [Gaylord]*
*Diana Austin, North Mankato WCA Coordinator [North Mankato]*
*Jeff Besougloff, Upper Sioux & Lower Sioux Communities, Dir of Envir. Programs [Redwood Falls]*
*Kris Juliar, Reg. 9 RDC; MN Rural Futures board; grain farmer [Mankato]*
*Lt. Pat McGuire, DNR Wetland Enforcement Officer (SE & SC Minn.) [St. Paul]*

**SE - Rochester**

→ **TUESDAY, NOVEMBER 29, 1994, RIVERLAND TECHNICAL COLLEGE**
*[names in italics unable to attend]*

1. Kevin Kelleher, Houston Co. Commissioner [Houston]
2. Tom Johnston, Dodge Co. SWCD (wetlands; water plan implementation) [Mantorville]
3. Darrell Brekke, Fillmore Co. SWCD [Preston]
4. John Voz, Mower County SWCD [Austin]
5. Neal Mundahl, Winona State University Dept. of Biology [Winona]
6. Peter Sheffert, Minn. Extension - Goodhue Co. [Red Wing]
7. Mitzi Alex Baker, Construction Management Services [Rochester]
8. Duane Bakke, pork producer [Lanesboro]
9. Ted Raczek, member of Zumbro Valley Greens, Sierra Club [Mazeppa]
10. Ed Weir, MPCA [Rochester]
11. Steve Klotz, DNR-Fisheries [Rochester]
12. Tony Batya, U.S. Fish & Wildlife Service [Winona]

*Jim Rossman, Olmsted Co. Commissioner [Oronoco]*
*Mitch Rasmussen, Rice Co. Engineer [Faribault]*
*Brian Peterson, Red Wing City Planner [Red Wing]*
*John Wurst, Township Official [Lake City]*

**METRO "A"**

→ **TUESDAY, OCTOBER 11, 1994, MINNESOTA VALLEY WILDLIFE REFUGE VISITOR CENTER**
*[names in italics unable to attend]*

1. Fred Moore, City of Plymouth Public Works Dir; Elm Creek Watershed Management Organization
2. Eric Evenson, Dakota County Local Water Plan Coordinator
3. Tim Fredbo, Washington Co. SWCD Water Resources Specialist
4. John Barten, Hennepin Parks Water Quality Manager
5. Jim Bodensteiner, Northern States Power Company
6. John Shardlow, Dahlgren Shardlow & Uban
7. John Anderson, Wetlands Data
8. John Smyth, Bonestroo Rosene Anderlik & Associates; Consulting Engineers Council
9. Rollin Dennistoun, Minn. Agri-Growth Council [tentative; may attend in Monticello or St. Peter instead]
10. Ciarán Mannion, Minnesota Environmental Initiative
11. Cheryl Miller, National Audubon Society
12. Nick Rowse, U.S. Fish & Wildlife Service (metro area)

*Sandra Archibald, natural resource economist (Univ. of Minnesota Humphrey Institute of Public Affairs & Agriculture Economics Dept.)*
*Susan Galatowitsch, University of Minnesota Dept. of Horticulture*
*George Boody, Land Stewardship Project*
*Cathy Hamm, DNR Wetland Enforcement Officer*

**METRO "B"**

→ **TUESDAY, SEPTEMBER 27, 1994, ROSEVILLE ACTIVITY CENTER**
*[names in italics unable to attend]*

1. Sheri Anderson, East Bethel City Clerk
2. Curt Sparks, Forest Lake Watershed Management Organization; consulting engineer
3. Barbara Palen, Minnesota Geological Survey
4. Rick Pilon, Minnegasco
5. Paul Nelson, Montgomery Watson Inc. (environmental scientist)
6. Bill Clapp, retired Asst. Attorney General
7. John Winter, DNR Metro Region Parks Supervisor
8. Harvey Sundmaker, SCS Area Conservationist

*Blair Tremere, Golden Valley mayor; MN Chap Amer. Planning Assoc. Legislative Committee*
*Tom Maple, President, Minnehaha Creek Watershed District [Excelsior]*
*Diane Desotelle, Chanhassen Water Resources Coordinator*
*Francie Cuthbert, UM Dept of Fish & Wildlife (Conservation Biology Program)*
*Ann Bothun, Peoples Natural Gas*
*Joseph Barisonzi, International Alliance for Sustainable Agriculture*
*Tom Dunnwald, Minnesota Lakes Association*
*Dave Moran, Minnesota Conservation Federation*
*Mike McGinty, Minnesota Waterfowl Association*

**METRO "C"**

→ **THURSDAY, AUGUST 11, 1994, MINNESOTA VALLEY WILDLIFE REFUGE VISITOR CENTER**
*[all persons who could not attend were rescheduled to other groups]*

1. Cliff Aichinger, Ramsey-Washington Metro Watershed District Administrator
2. Jody Polzin, Minneapolis Public Works
3. Jim Larsen, Metropolitan Council, Metro Systems - Natural Resources
4. Kenneth Brooks, University of Minnesota College of Natural Resources
5. Joan Archer, Builders Association of Minnesota
6. Michael Black, Royal Oaks Realty
7. Charlotte Brooker, Izaak Walton League
8. Pam Pontzer, citizen/planner
9. Lou Flynn, MPCA Water Quality Division (Non-Point Source Program)
10. Sharon Pfeifer, DNR Ecological Services (Environmental Review)

**METRO "D"**

→ **THURSDAY, SEPTEMBER 1, 1994, MINNESOTA VALLEY WILDLIFE REFUGE VISITOR CENTER**
*[one person who could not attend was rescheduled to another group]*

1. Jim Gates, City of Bloomington Dept. of Public Works
2. Jim Robinson, City of White Bear Lake Community Development Director
3. Chris Lord, Anoka County SWCD
4. Diann Crane, Metropolitan Mosquito Control District
5. Carole Schmidt, Cooperative Power Association
6. Franklin Svoboda, Franklin J. Svoboda & Associates (biologist; wetlands consultant)
7. Beth Kunkel, BRW (wetland specialist / wildlife biologist; consulting firm)
8. Wayne Jacobson, Short Elliott Hendrickson, Inc. (consulting engineers)
9. Tom Moore, Association of General Contractors
10. Rick Packer, Shamrock Development
11. Brett Smith, Sierra Club North Star Chapter
12. Harvey Nelson, retired regional director for USFWS
13. Bruce Sandstrom, BWSR
14. Lloyd Knudson, Carlos Avery WMA Manager

**METRO - PHALEN CHAIN-OF-LAKES WATERSHED PROJECT**

→ **THURSDAY, JULY 7, 1994, MAPLEWOOD CITY HALL**

1. Sherri Buss, Phalen Watershed Project Coordinator
2. Jack Frost, Maplewood Planning Commission
3. Ric Kuster, North St. Paul Planning Commission
4. Karen Swenson, Northeast Neighborhoods Development Corp.
5. Paul Gilliland, St. Paul District 2 Community Council
6. Thomas Kuhfeld, St. Paul District 5 Phalen Task Force
7. Dana Larsen, Director, Willow Lake Nature Preserve - H.B. Fuller Co.
8. Gary Perrault, NE Metro Environmental Coalition
9. Tom Skalbeck, NE Metro Environmental Coalition
10. Mark Gernes, Izaak Walton League member
11. Amy Tibbs, graduate student