

# **Final Report**

## **Lake St. Croix TMDL Stakeholder Engagement Strategy and Communication Plan**

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Department of Natural Resources, and the St. Croix Basin  
Planning Team**

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## Summary of Key Findings and Conclusions

The primary goal of completing the Lake St. Croix Total Maximum Daily Load (TMDL) Implementation Plan is improved water quality in Lake St. Croix. The TMDL and the Implementation Plan are of little consequence if the net result fails to improve water quality. The Plan must result in actions that improve water quality and sustain those improvements over time. Consequently, the Implementation Plan must identify key actors and actions, with a sufficient magnitude of effort, that will substantially reduce phosphorus loadings from the established baseline to the TMDL goal.

The Stakeholder Engagement Strategy and Communication Plan looks at how to identify key actors and encourage appropriate actions by them as the Implementation Plan is created and implemented. After working with the Lake St. Croix Implementation Team, engaging a variety of organizations and individuals, assessing practices used historically, and assessing best practices for stakeholder engagement we make the following key findings and conclusions:

1. The full range of necessary implementation stakeholders, including some key implementation stakeholders, are not engaged merely as a result of the process to create the TMDL. We recognize that engagement of implementation stakeholders was not a primary goal of the process to create the TMDL. The end of the TMDL Plan process however is the starting point from which our stakeholder engagement strategy begins. The status of stakeholder engagement at the end of the TMDL, therefore, is important to assess.
2. Many stakeholders are not motivated to change behavior by the mere fact of the TMDL; many do not even recognize their role as a stakeholder and others are resistant to changing behavior.
3. Meeting TMDL water-quality goals will require engaging the full range of stakeholders regardless of whether stakeholders see the water-quality goals as a priority.
4. Agencies overseeing the TMDL process utilized relatively few tools for engaging the full range of stakeholders and overcoming barriers to engaging stakeholders. A new, bolder civic engagement process is needed in development of the Implementation Plan and during implementation of the plan.
5. Agencies and organizations working at the basin level should work with partners who can best connect with and influence on-the-ground changes in practice. These partners/facilitators include counties, soil and water conservation districts, and non-profits driven by water quality missions.
6. The most effective way to achieve TMDL goals is to customize/target outreach and engagement methods that will work best with each type of stakeholder actor.

### **AFFECTING DEVELOPMENT OF THE IMPLEMENTATION PLAN**

The Implementation Plan must distinguish and recognize the difference between project goals and stakeholder motivations. Restoring water quality in the Lake St. Croix basin is a project goal, but only occasionally is water quality a primary stakeholder motivation. This document provides a strategy for involving stakeholders in the development of the Implementation Plan and in implementation. Strategy is a plan to get someone to do something.

As the Implementation Plan is developed, it must distinguish between implementation tactics and stakeholder actions. Tactics are the methods used to achieve the plan, including the use of civic engagement techniques, media, meetings, one-on-one communication, flyers, etc. Tactics are techniques for how messages are conveyed to stakeholders/actors. For example, tactics are how messages about water quality needs and why someone should change their behavior get conveyed. Often, stakeholders/actors move quickly to talking about or listing Best Management Practices (BMPs). BMPs are the desired actions that will directly affect water quality. BMPs are not tactics for engendering actions. The Implementation Plan must include both tactics to engender actions as well as the actions that will be motivated by the tactics.

The Implementation Plan must also distinguish between tactics that work on a small scale, and those that work on a sufficient scale to transform the landscape. While effective on the individual or small scale, direct conversations with individual land owners cannot be ramped up to the large scale in an era of shrinking staff capacity. To the extent that large scale changes are needed, tactics must be tiered to working from the small to the large scale in order to productively use limited implementation resources.

The Implementation Plan must go beyond listing BMPs and identify tactics that result in actions supporting the TMDL goal. The Plan must:

1. Identify critical stakeholders who must take action or change behavior in order to meet the TMDL;
2. Identify what motivates those stakeholders and who those stakeholders trust for information;
3. Identify resources and optimal communication strategies for reaching those stakeholders; and
4. Identify tactics that combine these elements into a productive strategy for making landscape changes.

This Stakeholder Engagement Strategy and Communication Plan presents all of these necessary components.

## Description of Process

The Stakeholder Engagement Strategy and Communications Plan was developed using a process that included:

1. Background research on stakeholder engagement;
2. Working with the St. Croix Basin Implementation Team in a variety of ways to identify stakeholder engagement priorities; and
3. Conducting direct conversations with a variety of stakeholder groups and organizations.

### BACKGROUND RESEARCH

The consultant team worked with Minnesota Pollution Control Agency (MPCA) staff, Wisconsin Department of Natural Resources (WDNR) staff, and others on the St. Croix Basin Implementation Team (Implementation Team) to understand the history of stakeholder engagement in the Lake St. Croix TMDL process and to identify methods of stakeholder outreach for water quality projects. This research included an assessment of outreach efforts used in the development of the TMDL, and an assessment of effective examples of stakeholder engagement.

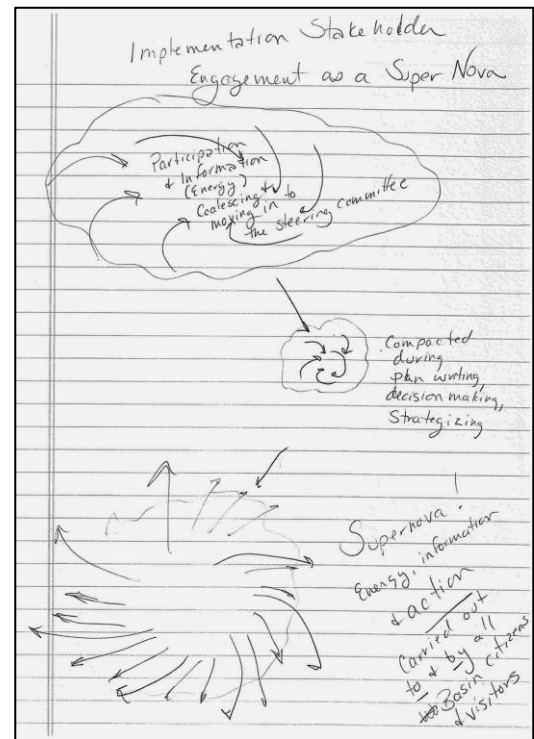
### ST. CROIX BASIN IMPLEMENTATION TEAM

The consultant team worked with the Implementation Team to define the goals of the Stakeholder Engagement Strategy and Communications Plan. This process included surveying Team members about stakeholder engagement processes and needs, facilitating two meetings of the Team on stakeholder engagement as it related to the pending Implementation Plan process, participating in core team planning for the Implementation Plan process, and meeting with individual Implementation Team members.

Work with the Implementation Team resulted in setting parameters for linking the Stakeholder Engagement Plan with the Implementation Plan, including making definitional and scoping decisions and identifying critical stakeholder categories for conducting outreach and assessment.

### DIRECT CONVERSATIONS WITH STAKEHOLDERS

The consultant team used the results from Implementation Team conversations to identify stakeholder categories for conducting detailed conversations about the TMDL implementation process. The categories were:



*Supernova!* - One drawing generated during stakeholder engagement discussions with the St. Croix Basin Implementation Team to illustrate stakeholder engagement.

- Municipal Separate Storm Sewer Systems (MS4s)
- Counties/Soil and Water Conservation Districts (SWCDs)
- Non-MS4 local governments
- Non-governmental entities (NGOs)
- Agricultural consultants and land owners
- Forestry landowners

Some of the direct conversations took place in the form of facilitated small group conversation, and some in the form of one-on-one interviews. Each conversation included a discussion of historic involvement in the TMDL process, the relationship of each participant to stakeholders and stakeholder organizations, communication pathways between participants and stakeholders, trust levels with stakeholders, and intended process and potential implementation actions for moving forward in the implementation plan process.

## Key Definitions

The TMDL process included a wide variety of stakeholders and stakeholder organizations. However, the stakeholders primarily engaged were those who saw the TMDL as part of their mission or responsibility (i.e. those who had a stake in the goal of improved water quality.) The typical process of stakeholder engagement in planning efforts is one of self-selection; organizations and individuals who define themselves as stakeholders are the stakeholders who are engaged at a detailed level. The self-selection process thus divides stakeholders into those who are engaged in decision-making, and those who, at best, watch the process and occasionally comment, and at worst ignore the process entirely.

In creating the TMDL Implementation Plan the Implementation Team is challenged to rethink the stakeholder engagement process. First, the Plan must clearly identify who is a stakeholder.

### STAKEHOLDER

For the Implementation Plan and implementation activities, the term “stakeholder” needs to be clearly defined. **Stakeholders** are those people and entities who have a “stake” in the TMDL goal, the implementation process itself; or who have a “stake” in the outcome of the implementation process – clean water. Stakeholders include entities and people who consciously value water quality as an outcome. However, stakeholders also include those entities and people that place little importance on water quality, but who must be engaged or mobilized in the implementation effort in order to meet water quality goals.

**Stakeholder** - One who is involved in or affected by a course of action (Merriam – Webster)

Second, if action is required of someone in order for the plan to be successful, the plan process should engage those individuals or organizations in such a way as to lay the groundwork for meaningful action after the Plan is complete. This process is called “civic engagement.”

**STAKEHOLDER/CIVIC ENGAGEMENT**

For stakeholder activities to achieve the goal (improved water quality in Lake St. Croix), the engagement process also needs to be clearly defined. **Civic engagement** is a process of creating safe and productive environments where stakeholders can come together in a dialogue about issues of concern to them and create their own visions and strategies for change. Civic engagement also involves finding and developing citizen leaders that can carry these strategies forward through implementation.

This Stakeholder Engagement Strategy and Communications Plan uses the above definition of civic engagement to define distinct stakeholder categories and roles, possible communication tools, and to describe engagement strategies for the TMDL Implementation Plan.

**Civic Engagement** - "(R)ealistic expectations must be set for citizen participation – during all phases of TMDL development, including the study, the development of watershed restoration and protection strategies and the implementation phase of these projects. Some of the most effective methods of engaging land owners have been employed in citizen-led watershed projects, where modest cash incentives and peer pressure were used to encourage implementation of land use practices that improve water quality. These projects have resulted in a landowner participation rate of 60-70 percent, a level seldom experienced in most watershed projects. Although this level of participation may prove to be a challenging goal to meet consistently, it offers the most promising model to date for encouraging changes in individual behaviors that could improve water quality."

*Source: Legislative Report on Civic Engagement, Minnesota Pollution Control Agency, Nov. 2009*

**Stakeholder Categories**

Discussions with the Implementation Team and the various stakeholders that participated in focus groups or interviews demonstrated that the typical manner in which stakeholders were categorized was not necessarily helpful for implementation planning. The TMDL process typically categorized stakeholders by land use type, by geography, or by organizational type. These categories were helpful for the TMDL study process. These categories are less helpful for implementation planning, as the categories have little relationship to the tactics and communication strategies that must be addressed during implementation. An alternative framework for categorizing stakeholders is presented below.

**STAKEHOLDER ROLES**

Defining stakeholder roles is necessary to successfully communicate water quality messages and motivate the actions necessary for successful improvement in water quality. In defining stakeholder roles we have developed categories that distinguish stakeholders by the implementation role played by the stakeholder and that recognize the self-perception of each group relative to water quality actions.

**Forget the General Public**

"Effective communication requires thinking about exactly who we want to reach – the specific publics, and the specific individuals. The idea of "the general public" skips over the work of identifying the targets, and keeps the communication from being strategic."

*Source: Forget the General Public, ActionMedia, www.ActionMedia.org*

We have created a matrix that provides examples of this structure, and how these categories of stakeholders are connected. The stakeholder categories include:

1. ***FACILITATORS - Organizations that facilitate implementation actions.*** Examples include Federal and State agencies, ad hoc and formal organizations that coordinate members (i.e. Conservation St. Croix), advocacy-focused non-governmental organizations (NGOs), associations/organizations/individuals that work with stakeholders who only take direct implementation action - #3 in this list (i.e. League of Cities, Farm Bureau, Soybean Growers, Professional Dairy Producers, public and private sector crop consultants.) These stakeholders include entities that have a water quality mission as well as stakeholders who see the TMDL process primarily as a risk to themselves or their activities. The perceived risk may be financial, affecting competitiveness, reputational, or philosophical.
2. ***FACILITATOR/ACTORS - Stakeholders who both facilitate action by others and take direct action.*** Examples include most MS4s, some point sources, soil and water conservation districts, watershed districts, watershed management organizations, land conservation departments, counties, lake and river associations, and action-oriented environmental NGOs. These stakeholders generally self-define themselves as stakeholders for either water quality mission reasons or regulatory reasons, and are engaged in both creating and implementing TMDL goals.
3. ***ACTORS - Stakeholders who only take direct implementation action.*** Examples include land owners (agricultural, forest, urban, shoreland), some point sources, some MS4s such as MnDOT and WisDOT, and organizations and associations that are primarily project (rather than advocacy) oriented. Many of these stakeholders do not necessarily think of themselves as stakeholders for water quality, and if they had a choice may prefer not to be considered stakeholders.

### MOVING FROM GOALS TO SUCCESSES

The TMDL process and TMDL goals are set primarily by stakeholders who facilitate action (facilitators). Success (water quality that meets the TMDL goal) requires the participation of stakeholders that take direct action (actors). As these two stakeholder subcategories are frequently distinct from each other, the Implementation Plan must identify the communications paths between the two groups. Identifying, and then using, the communication paths will move stakeholders to action which will eventually lead to measurement and to success.

Successful implementation of water quality goals requires a ***three-dimensional*** perspective of stakeholders. Stakeholders need to be defined not only by their relationship to actions, but by their motivational relationships that dictate the type of message or communication path needed to result in actions that improve water quality. The motivational categories include:

1. Stakeholders who have a ***water quality mission*** (i.e., MPCA, WDNR);
2. ***Regulated*** stakeholders who treat water quality as an important outcome, but secondary to other goals (i.e., MS4 cities, wastewater treatment operators); and
3. ***Reluctant*** or skeptical stakeholders who view water quality priorities as a risk or threat to their goals (i.e., Farm Bureau, forestry producers).



Stakeholder Category	Historic Integration into TMDL Process
<b>Facilitators</b>	
Water quality mission driven	●
Driven by another mission	◐
<b>Facilitators/Actors</b>	
Water quality mission driven	◐
Regulated	●
<b>Actors</b>	
Water quality mission driven	●
Regulated	◐
Reluctant stakeholders	○
● Well integrated	
◐ Partially integrated	
○ Not integrated	

All of these stakeholder types are needed to meet the TMDL goals. But not all these stakeholders were participants in the TMDL process and thus may not have “ownership” of the water quality outcomes. The Implementation Plan needs to identify how to engage all stakeholders and motivate them to taking actions that successfully implement the TMDL.

Based on our research, the table to the right indicates how well each type of stakeholder has been involved in the process to develop the Lake St. Croix TMDL.

As you can see, Facilitators and

Actors who are driven by a water quality mission had the highest level of participation in development of the TMDL. Actors who are regulated or reluctant have had the lowest levels of participation.

**LIST OF STAKEHOLDERS BY CATEGORY**

A list of stakeholders was compiled early in the project from information provided by MPCA, the Implementation Team surveys, and the consultant team's research. The following list organizes the stakeholders by the proposed stakeholder categories presented above.

**FACILITATORS**

FEDERAL AGENCIES (REPRESENTED ON BASIN TEAM)

- Army Corps of Engineers
- Natural Resource Conservation Service
- National Park Service
- United States Geological Survey

STATE AGENCIES (REPRESENTED ON BASIN TEAM)

- Board of Water and Soil Resources
- Metropolitan Council
- MN Dept. of Agriculture
- MN Dept. of Natural Resources
- MPCA
- WDNR
- WI Dept. of Agriculture, Trade and Consumer Protection

NON-PROFITS/NGOS (ONLY MISSION NGOS ON BASIN TEAM)

- St. Croix River Association
- Kinnikinnick Land Trust
- Wisconsin Farm Bureau
- Minnesota Farm Bureau
- Wi and MN County Farm Bureaus
- University of Wisconsin Extension
- University of Minnesota Extension
- Local Farmers Union
- Wisconsin Corn Growers Association
- Minnesota Corn Growers Association
- Wisconsin Dairy Businessmen's Association

- Land O'Lakes Cooperative
- Professional Dairy Producers of Wisconsin
- Ellsworth Cooperative
- Wisconsin League of Municipalities
- Minnesota Forest Resource Council
- Initiative Foundation
- Science Museum of Minnesota
- U of MN Water Resource Center

FACILITATORS/ACTORS

LOCAL TOWNS, COMMUNITIES, MS4S (NOT ON BASIN TEAM)

- Wisconsin towns
- Minnesota townships
- Cities that are not MS4s
- Century College
- Cottage Grove
- East Bethel
- Forest Lake
- Grant
- Hugo
- Lake Elmo
- Mahtomedi
- Maplewood
- MN/DOT Metro District
- North Branch
- North St. Paul
- Oakdale
- Pine Springs
- River Falls
- Stillwater
- West Lakeland
- White Bear Lake
- Woodbury
- Ramsey County
- UW River Falls
- Washington County
- Hudson (anticipated)
- North Hudson (anticipated)

MINNESOTA COUNTIES/SOIL AND WATER CONSERVATION DISTRICTS (REPRESENTED ON BASIN TEAM)

- Aitkin
- Anoka
- Carlton
- Chisago
- Isanti
- Kanabec
- Mille Lacs
- Pine
- Ramsey
- Washington

WISCONSIN COUNTIES (REPRESENTED ON BASIN TEAM)

- Barron
- Bayfield
- Burnett
- Douglas
- Pierce
- Polk
- Sawyer
- St Croix
- Washburn

MINNESOTA WATERSHED DISTRICTS/MANAGEMENT ORGANIZATIONS (REPRESENTED ON BASIN TEAM)

- Carnelian-Marine-St. Croix
- Browns Creek
- Forest Lake/Comfort Lake
- Middle St. Croix
- Ramsey Washington Metro
- South Washington County
- Sunrise River
- Valley Branch

**ACTORS**

**NON-PROFITS/NGOS (SOME REPRESENTED ON BASIN TEAM)**

- Onanegozie Resource Conservation and Development, Inc.
- Kinnickinnic Land Trust
- NW Wisconsin’s Waste Water Operators

**PRIVATE LANDOWNERS (NOT ON BASIN TEAM)**

- Small forest land
- Industrial forest land
- Animal agriculture
- Row crop agriculture
- Rural residential
- Urban residential
- Commercial (non-MS4)
- Industrial (non-MS4)

**HISTORIC INTEGRATION OF STAKEHOLDERS INTO THE TMDL PROCESS**

The Implementation Plan process is ultimately an extension of the TMDL study process. The Implementation Plan will also integrate the ongoing actions of entities already working to improve water quality in the St. Croix Basin. The development of the Stakeholder Engagement Strategy and Communication Plan included documenting the historic involvement of stakeholders. The assessment of historical involvement was examined both from the perspective of the state agencies overseeing the TMDL process and direct feedback from a variety of stakeholders in the focus group and interview process. A number of conclusions can be drawn from these discussions regarding the historic integration of stakeholders.

- Stakeholders that are members of the St. Croix Basin Water Resources Planning Team (Basin Team) or Implementation Team were well integrated into the TMDL process. The Implementation Team is the core group of stakeholders that provided input to the TMDL report. The Basin Team included a breadth of perspective, but was primarily limited to agencies and organizations that have a water quality mission. Nearly all of these stakeholders fall into the “facilitator” category. The Basin Team members were in agreement that a long history of collaboration among these mission-oriented “facilitator” stakeholders was a substantial asset for the basin and distinguished the Lake St. Croix TMDL from other efforts in the region.

**Why is this TMDL Different from others?**

- Cooperation between different levels of government
- Long term relationships already established
- Dedication of stakeholders
- Two states work well together on a single resource

- Stakeholders that were not on the Basin Team or Implementation Team did not believe they were integrated into the TMDL process. Stakeholder comments from “facilitator/actor” and “actor” categories in almost all the focus group and interview conversations reflected a perspective that these stakeholders had at best been marginally engaged in the TMDL process. There was a wide difference of opinion among these stakeholders about the validity and value of the TMDL. But few felt that they had contributed to the TMDL process or that they had a good grasp of the methodology or recommendations. “We were invited to a couple of meetings,” one participant noted, “but it was mostly just informational, telling us what the results were and where they were at in the process.”

Indeed, many stakeholders who were not on the Basin Team or Implementation Team did not even recognize water quality in Lake St. Croix as a motivation to act. Some stakeholders in areas of the basin that are geographically remote from the St. Croix, but contribute to nutrient loading, stated that they did not particularly care about the TMDL – it was no motivation to change behavior. Facilitator stakeholders from these areas of the basin noted that the actors with which they work would need other reasons to change behavior such as monetary incentives or recognition of peers. Meeting the TMDL would be an ancillary outcome.

- Basin Team and Implementation Team members for the most part confirmed that critical “actor” and some “facilitator/actor” stakeholders had generally not been part of the TMDL process. Stakeholders had opportunities to be engaged, but chose not take advantage of the opportunities.

The Basin Team and Implementation Team members noted a variety of reasons or factors that contributed to the difficulty in engaging “actor” and “facilitator/actor” stakeholders in the TMDL process. These barriers or factors are instructive as the Team moves into the implementation planning process:

- Meeting logistics - Reliance on general notification methods rather than targeted or personalized invitations; meetings held in locations where some stakeholders have to drive what they felt was too far.
- Felling intimidated – Some stakeholders view researchers and scientists as intimidating and feel they are outsiders expected to fit into the insiders’ world; need to translate the TMDL report into something understandable to the layperson.
- Information - Information presented at meetings is too technical; lack of new information to share – same message is presented at multiple meetings and people stop attending since it doesn’t appear that progress is being made; lack of making information relevant to stakeholders that attend meetings – what does the TMDL mean to them, what do they need to do; need to be more specific about where the priority areas are and what agriculture can do, they need to know if they should work on erosion and runoff, livestock nutrient management, etc.
- Lack of Capacity – Many organization budgets are declining, less money means less time engaging stakeholders; time commitment from an individual to attend multiple meetings is considered high.
- Purpose of Engagement – Feelings that engagement was perfunctory, just “checking the box”, it was more important that the meeting was held and less important that stakeholders participated; stakeholders believing that their opinions or suggestions are of little value to the resource managers.
- Lack of Connections to the Basin - Lake St. Croix Basin is large and it is hard for someone to connect their land use practices on a lake or river to Lake St. Croix (which could be 100 miles downstream).
- Relevance of TMDL - General citizens are not interested; owners of land from which non-point source runoff is generated are not regulated, so why would they show up.
- Lack of Trust – The agricultural community does not trust the TMDL.

Similar comments from stakeholders during interviews also characterized discussions about stakeholder engagement efforts by agencies and organizations involved in water quality programs and efforts within the basin. While stakeholders who participated in the TMDL meetings and Basin Team and Implementation Team members noted a number of successes in engaging “actor” and “facilitator/actor” stakeholders, the general characterization over all the interviews was that the successes were the exception rather than the rule.

Comments from participating organizations and interviewees noted that engaging non-regulated “actor” stakeholders in the TMDL process or other programmatic efforts worked primarily when “facilitator” stakeholders used one-on-one conversations outside of the “official” public engagement meetings. The ‘one-on-one’ perspective on stakeholder engagement was reflected in a number of descriptive comments:

- Every county is different
- Every land owner is different, you can’t group them into sectors
- You have to talk to each land owner to get action
- Direct discussion is what works
- Local groups engage on local issues
- We document efforts and results parcel by parcel, not by sector
- Talking won’t improve water quality, only on-the-ground changes
- Every individual we approached wanted to know what was happening on his/her land, not what is happening in the basin

Comments also reflected a realization that the one-on-one approach to engagement was not feasible given resource constraints and the size of the landscape under consideration. Counties and Soil and Water Conservation Districts (SWCDs) acknowledged that staff and resources were growing more scarce, and responsibilities were increasing. Typical comments were:

- Gearing up for the implementation plan will require more resources, and we are playing defense at both the local and state level.
- County staff time is already full, lots of plans to do, lots of required projects.
- We just need more boots on the ground.
- What we have to do, we have to do better and more efficiently.

Historic stakeholder engagement processes (with some exceptions) do not appear to offer a productive path to creating tactics that will result in actions serving the water quality goals. The system has many more stakeholder engagement failures than successes. The Implementation Plan must identify engagement and communication strategies that can methodically break down barriers to civic engagement of stakeholders leading ultimately to changes on the ground that improve water quality.

# Communication

## COMMUNICATION TOOLS

Stakeholders have distinct motivations and distinct sets of relationships to the TMDL implementation process. Comments by Basin Team members and interview participants noted repeatedly that Lake St. Croix had insignificant meaning to many “actor” stakeholders; the Lake St. Croix “brand” does not carry much weight for people only a little distant from the St. Croix River. Therefore, successful implementation requires varying communications tools and strategies for facilitating groups to affect choices of actor stakeholders. We have assembled a list of communications tools that could be used to engage stakeholders in the implementation process.

Many of the tools listed have been used effectively by facilitator stakeholders in the basin to motivate actor stakeholders on other topics. Only a select few of the tools were used during the development of the TMDL. Engagement efforts relied heavily on meetings, postings on a website, some printed materials, and regulatory requirements as opportunities for stakeholder engagement during the TMDL process. The Implementation Plan and subsequent implementation efforts offer a tremendous opportunity to use a new set of civic engagement tools, both during the development of the Plan and in activities undertaken to achieve water quality improvements. As noted by many of the stakeholders participating in interviews, the agencies and organizations managing implementation actions also have a substantial opportunity to partner with a broad range of facilitator stakeholders to greatly expand engagement and action.

The following chart shows 16 categories of communications tools that can be used to help stakeholders take action. Each tool type has its own strengths and weaknesses. Some of the tools are best used where there is an existing trust relationship between the two parties, while other tools are more suited when the relationship is at arm’s length. The table also indicates which of the tools are “civic engagement” that can foster two way communication. A list of civic engagement tools is also included to illustrate the range and variety of tools available.

Communication Tools		Definition	Strengths	Weaknesses
Formal Communications	Regulatory requirements	Requiring attention to goals and implementation actions via regulation	Gets attention of audience; results in actions	Difficult to put in place; creates opposition to goal; requires enforcement resources
	Technical assistance	Providing assistance with specific actions that can be coupled with regulation or be part of an incentive program	Actions are done correctly/effectively	Costs can be high; incentive value is sometimes underappreciated
	Publications	Published material such as fact sheets, manuals, newsletters, etc.; can be published electronically or hard copy	Allows control of the message; relatively inexpensive; works well with other communications tools	Really only works with self-motivated stakeholders or in conjunction with other tools

Communication Tools		Definition	Strengths	Weaknesses
Civic Engagement	Purchased media	Outreach through existing media outlets that is purchased, such as advertising and various social marketing techniques	Allows control of the message; potentially high level of access to target audience	Requires repeated and coordinated efforts to get the attention of audience; leaves decision-making in the stakeholders' hands
	Website	Posting information on a public website; frequently used to supplement other communications efforts	Inexpensive; non-threatening; ability to link easily to other resources	Hard to get stakeholders to access the website; works best for motivated stakeholders
	Workshops	Holding workshops on particular topics and directed to particular audiences	Allows control of material; provides for interactive communication	Getting participation can be expensive; no guarantee that action will be taken
	Public meetings	Publicizing and holding meetings on particular topics and offering opportunities for participants to voice opinions	Allows control of material; interactive with stakeholders; can be done on stakeholders' turf	Turnout is expensive; can be hard to stay in control of the agenda; only reaches a small segment of stakeholders
	Focus Groups	Targeted small group discussions that are primarily for assessing opinions and perceptions rather than educating or imparting information	Good for gathering information on (mis)perceptions, best used for prepping for other initiatives	Turnout is expensive; poor tools for educating or offering information; only reaches a few people who may not be representative of stakeholders
	Surveys	Electronic or written surveys sent to targeted audiences and with relatively focused questions	Relatively easy to reach large numbers; good for gathering information; allows control of content and directs responses	Difficult to ensure decent response rate; poor at imparting information; statistical validity can be expensive
	Conferences	Formal gatherings of people around a specific topic, emphasizing imparting information to the participants, but also allowing for two-way communication	High visibility; allows for some discussion in addition to opportunities to impart information	Attracts those already motivated rather than those needing motivation; can be expensive

Communication Tools		Definition	Strengths	Weaknesses	
Civic Engagement	Ad hoc Communications	Earned media	News stories that appear in electronic or print media that are deemed of general interest to the publishers' of the media.	Generally considered to be unbiased and evenhanded; potentially broad audience	Lack of control over message and content; difficult to plan for, as media may or may not use the story
		Social media	Electronic communications via Facebook, Twitter, etc.	Inexpensive; good control over message; opportunities to reach wide audience	No control over ultimate audience and limited ability to tailor messages to an audience; dependent on stakeholders opting in
		One-on-one interactions	Interviews one-on-one meetings, or other direct communication that is arranged by one or both of the parties	Ability to tailor messages to the audience; good for imparting and gathering information	Difficult and expensive to get more than a small sample of stakeholders; no opportunity for developing synergy with other stakeholders or community-wide discussion.
		Word of mouth	Ad hoc conversations on a particular topic between people who share an interest or situation	Maximum use of existing trust relationships	No control over message or communications activity
		Demonstration projects	Building an example of a desired outcome; usually used in conjunction with other tools	Maximum control over implementation action; ability to communicate success	Too small to have significant effect without leveraging additional action; Demonstrations may be viewed as risky for non-motivated stakeholders, even if successful
		Leading by example	Using a leader for a stakeholder group or community to take action in the desired way, then using other communication tools to draw attention to the desired action	Maximum control over implementation action; uses trust relationships among stakeholders	Finding a stakeholder leader can be difficult; Trust relationships must be clearly identified prior to using this communication tool



<p>Examples of civic engagement tools (provided by Lynne Kolze, MPCA)</p> <ol style="list-style-type: none"> <li>1. Community Asset Mapping</li> <li>2. Appreciative Inquiry</li> <li>3. One-on-one meetings</li> <li>4. Neighborhood block leaders</li> <li>5. Community Watershed Groups</li> <li>6. Study Circles</li> <li>7. Citizen Panels</li> <li>8. Citizen Juries</li> <li>9. Futures Games (playing with future scenarios in a watershed context)</li> <li>10. Ketso (interactive planning tool)</li> <li>11. Mediated Modeling</li> <li>12. Citizen Surveys</li> <li>13. Citizen Assemblies</li> <li>14. Civic Organizing, Inc. -Citizenship and Community Organizing Training</li> <li>15. Citizen Leadership Training (MN Extension)</li> <li>16. Farmer-led training programs</li> <li>17. Public Kiosks</li> <li>18. News Conferences/Press Packets</li> <li>19. Interviews</li> <li>20. Kitchen Table meetings</li> <li>21. Focus Groups</li> <li>22. Advisory Committees</li> <li>23. Samoan Circles</li> <li>24. Tours</li> <li>25. World Café Meetings</li> </ol>	<ol style="list-style-type: none"> <li>26. Public Meetings</li> <li>27. Voice Quilt™ – For Gathering Local Stories</li> <li>28. Forums</li> <li>29. Open Space Meetings</li> <li>30. Open Houses</li> <li>31. Paint the Pavement</li> <li>32. Town Meetings</li> <li>33. Blue Ribbon Panels</li> <li>34. Fish-Bowl Planning</li> <li>35. Newsletters</li> <li>36. Videos</li> <li>37. Maine Community Foundation’s – Cultivating Community Connections</li> <li>38. Town Eating</li> <li>39. Social Networking Sites (Facebook, Twitter)</li> <li>40. Subwatershed Web Sites</li> <li>41. Design Charettes</li> <li>42. Conflict Mediation</li> <li>43. Delphi Technique</li> <li>44. Radio Call-in Shows</li> <li>45. Scenario Planning</li> <li>46. Citizen Monitoring</li> <li>47. Canoe/boat Outings</li> <li>48. Clean-up Events</li> <li>49. Citizen-hosted events</li> <li>50. Iowa Citizen-led Watershed Councils prototype</li> <li>51. Friendship Tours (CURE)</li> <li>52. Children’s Water Festivals</li> </ol>
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**APPLYING COMMUNICATION TOOLS**

An example of applying these communication tools is provided in the chart on the following page. A representative organization or individual was selected for each stakeholder type. This chart identifies how the stakeholder groups on the top row (horizontal axis) can communicate about implementation actions to the stakeholder groups on the left column (vertical axis). This exercise results in not only an identification of stakeholders and relationships, but helps facilitator stakeholders think outside their box to consider communication tools they do not typically use. The exercise also demonstrates how to plan both to impart information and to receive information and feedback from those stakeholders actually implementing actions.

The chart is to illustrate the process of communicating to, and hearing from, different stakeholder groups and is not intended to present conclusions or recommendations. The communications lines illustrate the thought process used to create engagement strategy recommendations in the following section of this report.

Not all the cells are filled, as some stakeholder groups have no need or benefit or opportunity to discuss implementation actions with certain other stakeholders. The Dairy Producers Association does not, for instance, need to communicate about TMDL implementation concerns with the City of Stillwater.

**Using communications tools between categories of Stakeholders**

Communicating to	Communicating from						
	Facilitator-Mission (Wisconsin DNR)	Facilitator-Other (Dairy Producers Assoc.)	F/A-Mission (Washington Cons. Dist)	F/A-Regulated (City of Stillwater)	Actor - Mission (Nature Conservancy)	Actor-Regulated (Minnesota DOT)	Actor-Reluctant (Dairy Farmers)
Facilitator-Mission driven (WDNR, MPCA)		One-on-one interactions	Leading by example	Regulatory requirements	One-on-one interactions	Regulatory requirements	Focus Groups
Facilitator-Other (Dairy Producers Assoc.)	Workshops		Demonstration projects	Technical assistance	Website		Conferences
Facil/Actor-Mission driven (Washington Conservation District)	Conferences	Workshops				Leading by example	Surveys
Facil/Actor-Regulated (City of Stillwater)	Regulatory requirements		Workshops				
Actor-Mission driven (Nature Conservancy)	Demonstration projects	Conferences	Technical assistance				One-on-one interactions
Actor-Regulated (Minnesota DOT)	Regulatory requirements		Workshops	One-on-one interactions			
Actor-Reluctant (Dairy Farmers)	Publications	Technical assistance	Word of mouth		Earned media		

# Engagement Strategy

The Lake St. Croix TMDL Implementation Plan must include a process of reorganizing resources to meet two civic engagement goals:

1. Fully use existing trust relationships among stakeholders to promote actions that ultimately improve water quality; and,
2. Engage in the process facilitator stakeholders that hold trust relationships with critical actors, but who are currently not engaged in the TMDL process.

## HISTORIC STAKEHOLDER ENGAGEMENT

From the basin perspective, the existing or historic stakeholder engagement process is a patchwork of relationships developed by local or watershed-based organizations primarily for the benefit of local water quality initiatives. Some of these relationships are extremely effective at achieving water quality results, some have marginal or isolated benefit for water quality, and some actually appear to hinder rather than facilitate action. The basin-wide TMDL project relied on these existing relationships but did not significantly enhance historic stakeholder engagement patterns. The priority in the TMDL process was to develop and defend the TMDL equation defining the allowable phosphorus load, and to evaluate and prioritize sub basins contributing high levels of phosphorus to Lake St. Croix. Moreover, while historic stakeholder engagement offered the opportunity for certain critical stakeholders to participate in the TMDL process, these stakeholders chose not to participate. Comments from these stakeholders indicate a significant lack of trust in the TMDL equation and modeling even though these stakeholders are needed to take action to meet TMDL implementation goals.

“Science doesn’t solve problems. People do.”

*Patrick Sorge - Wisconsin DNR*

## LOOKING FORWARD

In order to meet TMDL implementation goals the Implementation Plan needs to reconsider stakeholder relationships at the local level. Implementation resources are most effectively deployed with facilitators that have a trust relationship with key actors, or in engaging facilitators whose trust relationship can be used to help meet water quality goals.

In order to effectively use limited resources, the Implementation Plan should include the following content:

1. An identification of critical stakeholders at the local level, where most implementation activities will occur;
2. Re-categorization and grouping of critical stakeholders, particularly unregulated actors, along a series of facilitator/actor trust axis (see illustration to the right);
3. Identification of methods to engage facilitator stakeholders who are not currently participating in water quality initiatives;



4. Identification of communication tools and messages that resonate with critical stakeholders; and
5. Identification of processes that can build sustainable leadership within critical stakeholder categories.

### **STAKEHOLDER ENGAGEMENT AND COMMUNICATION GOALS**

This Stakeholder Engagement Strategy and Communication Plan recommends strategies for use in developing the TMDL Implementation Plan. Ultimately, all engagement and communication activities for the Implementation Plan should serve the following long- and short-term goals:

- Identify pollution reduction activities to meet applicable allocations identified in the Lake St. Croix TMDL.
- Identify timeframes for achieving the TMDL allocations.
- Provide the information necessary to create a complete the Lake St. Croix Implementation Plan that will comply with applicable regulatory requirements of the Wisconsin Department of Natural Resources (WDNR) and the Minnesota Pollution Control Agency (MPCA).
- Obtain commitment from stakeholders to support and implement the recommendations.
- Work with stakeholders to create messages that can be used to create and implement targeted marketing and engagement activities.
- Solicit advice from stakeholders regarding the need and support for new approaches to implementation activities, such as creating new watershed-based stakeholder-managed implementation organizations or programs.

The TMDL implementation effort is a decades-long process; achieving TMDL water-quality goals requires creating self-sustaining mechanisms for continual improvement in controlling targeted pollutants in a continually evolving context. The stakeholder engagement and communication element of the TMDL Implementation Plan similarly needs to look beyond one-time initiatives and instead create a framework for addressing myriad social, cultural, economic, and natural landscapes over time.

### **STAKEHOLDER PARTICIPATION OR CIVIC ENGAGEMENT**

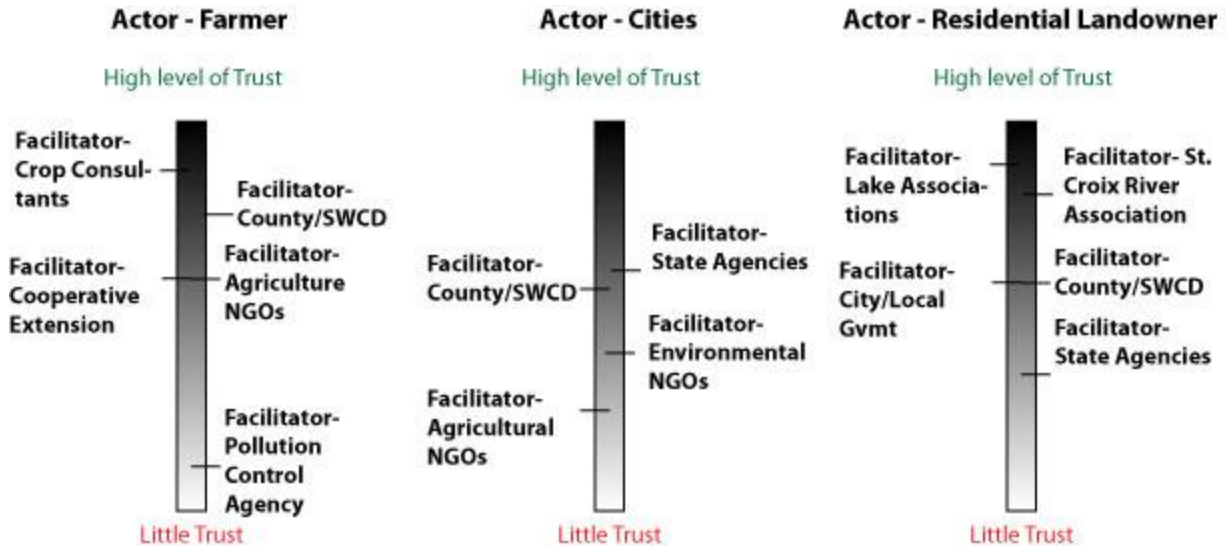
As noted earlier in the report, civic engagement is a process of creating safe and productive environments where stakeholders can come together in a dialogue about issues of concern. Civic engagement is also a process to offer stakeholders opportunities to create their own visions and strategies for change. Developing a sustainable pathway for change along trust relationships requires going beyond “participation.” Participation counts the number of people in the room. Civic engagement asks whether they left the room feeling that they had been heard. The former does not consider trust, the latter depends on it.

Interview participants noted repeatedly that the most successful efforts to engage stakeholders in actions were those where the actor trusted the facilitators. Stakeholders need to be comfortable with the facilitator. When actor stakeholders are not comfortable, they do not cooperate. Facilitator stakeholders that were identified as having a trust relationship with important categories of actor stakeholders include:

- Counties/SWCDs
- Non-profit organizations focused on water quality or environmental goals
- Non-profit organizations focused on promoting agriculture

- Public or private sector entities that share an economic goal (higher yields, economic development, timber harvest) with the actor stakeholder
- County extension
- Lake or river associations

While these facilitator stakeholders have trust relationships that can be used to meet TMDL goals, the trust relationships are targeted to specific sub-groups of actor stakeholders. When counties are viewed as a regulator, trust is limited. When counties are viewed as the protector of something of value (water quality, economic viability, property rights), trust can be found. Nonprofits or lake associations have similar targeted trust value, depending on the actor.



The above graphics are generalizations of the trust axis for three stakeholder actor categories, as indicated in the stakeholder interviews and discussions with the Basin Team. However, these trust relationships will vary across the Basin; as described below, the trust relationships need to be mapped at the local level rather than at the Basin level.

### FRAMEWORK FOR CIVIC ENGAGEMENT

The framework for a new civic engagement process focused on the TMDL implementation process has the following components:

1. State agencies and the Basin Team define the basin-wide general process and identify funding priorities;
2. Counties lead on defining details and mapping trust relationships at the local level; and
3. Agencies, counties, and mission-driven NGOs reallocate resources and create partnerships to engage stakeholders, both facilitators and actors, on their own terms and within trusted relationships.

## STATE AGENCIES DIRECTING NEW CIVIC ENGAGEMENT

The State agency facilitators, MPCA and WDNR, are well positioned to oversee the regulated actors that already look for direction from the agency on best practices, funding, and monitoring. Agency facilitators are also in the best position to oversee the broad reorganization of resources to more effectively use existing and potential trust relationships between facilitators and actors. State agency facilitators are not, however, well positioned to oversee the reorganization process at the detailed level of best practices for the unregulated actor stakeholders. State agencies, and similar mission-driven facilitators that work on a landscape level, can redirect resources to ensure that the appropriate entities are more productive in marshaling existing relationships to create a sustainable implementation effort.

The Basin Team is virtually unanimous in believing that the TMDL water quality goals can be met if actor stakeholders – agriculture, forestry, MS4s, point sources, businesses, rural and urban residents – are engaged to take and sustain actions that reduce phosphorus in the basin. However, the successes in reducing phosphorus from non-regulated sources are limited in scope relative to the basin landscape, and the tools for expanding those successes are not developed. A re-evaluation of who is a stakeholder at the local level, where trust relationships exist between these stakeholders and facilitator stakeholders, and how to engage these facilitators in the TMDL implementation effort must be a focus of the Implementation Plan.

This re-evaluation begins at the local level, led by local facilitators. Research on participant engagement processes shows that smaller scale projects are more effective than large projects.

## LOCAL ENTITIES DEFINING THE DETAILS

The proposed method for developing the Lake St. Croix Implementation Plan relies heavily on counties and county agents (i.e., Minnesota Soil and Water Conservation Districts and County Land and Water Conservation Departments in Wisconsin) assembling information on programs, BMPs, sources of phosphorus, and stakeholders. In regard to engaging stakeholders the counties and county agents have existing connections, or understand existing connections with others, that the actor stakeholders, and in particular the unregulated actor stakeholders have with other facilitator stakeholders. Facilitators such as MPCA and WDNR do not have trust relationships and have a greater difficulty in practicing civic engagement.

## DEFINING LOCAL STAKEHOLDERS

As counties develop their portion of the Lake St. Croix Implementation Plan, in addition to listing BMPs and anthropogenic sources of phosphorus, the counties need to reconsider how they identify stakeholders. Rather than relying on the traditional stakeholder definitions based on land use, stakeholders should be identified in their place along the facilitator/actor axis, particularly those that are connected through a trust relationship. Counties are in a position to identify these critical stakeholders, including those with whom the counties have trust relationships that can be utilized, and to identify/name the critical stakeholders with which they will work to implement the TMDL.

In the Implementation Plan effort the counties and county agents should:

1. **Define their local stakeholders** by stakeholder category (see page 6); then
2. **Identify the communication pathways** that will be most effective with each actor-stakeholder to undertake actions that result in water quality improvements.

Rethinking stakeholder categories, particularly including as stakeholders those facilitators that do not have a water quality mission, is the first step to successful civic engagement, but is not an easy task. The next step – working with facilitators and actors to identify or redefine the message and means for taking action (the civic engagement process) - is even more difficult. An example of how the TMDL Implementation Plan can create the foundation for a civic engagement process is noted below. This example illustrates participant perspectives and responses from the focus group and interview process. However, each county's local situation will differ from this example, sometimes substantially.

<b>Defining Stakeholders for Your County</b>	
<i>What stakeholders are critical actors for achieving the phosphorus reductions and meeting the TMDL?</i>	<ol style="list-style-type: none"> <li>1. Dairy farmers</li> <li>2. Crop farmers</li> <li>3. Large-lot rural residents with riparian access</li> <li>4. MS4 city</li> </ol>
<i>What stakeholders are potential (or ongoing) facilitators – individuals, businesses, or organizations that have a trust relationship with the one or more critical actors in your County?</i>	<ol style="list-style-type: none"> <li>1. Crop consultants (associated with businesses)</li> <li>2. Crop consultants (associated with Extension)</li> <li>3. County (SWCD or LWCD)</li> <li>4. WI/MN Dairy Association</li> <li>5. Local lake or river association</li> <li>6. League of Cities</li> <li>7. Town/township</li> </ol>
<b>Defining Communication Pathways to Your Stakeholders</b>	
<i>How do facilitators that have a trust relationship communicate with actors?</i>	<i>Crop consultants</i> have a business or consulting relationship with many farmers. The relationship is one-on-one covering nutrient management and sometimes other issues. Relationships are forged mainly through sales and marketing efforts for businesses selling fertilizer and other inputs to farmers.
Example	<i>County</i> has a programmatic relationship with farmers and rural residents, and a shared regulatory relationship with cities. Programmatic relationships are one-on-one with program participants, and through a variety of promotional materials with non-participants (brochure, occasional workshops,
Example	<i>Lake Association</i> has a membership relationship with rural residential landowners. They manage a outreach and educational programs, host informational and social events, and communicate through a quarterly newsletter and via emails.
Example	<i>Town</i> has a political and tax relationship with all farmers and residents. They have town meetings that are well-attended (especially the annual meeting) and a newsletter that goes out every quarter.

## CREATING PARTNERSHIPS FOR CIVIC ENGAGEMENT

Messaging, branding, and facilitating the creation of stakeholder leaders is not a skill set that necessarily comes with the technical expertise that local governments (in this case counties or county agents) use to meet water quality goals. State agencies, water quality NGOs, and others can assist counties in partnership with these tasks, but only if both counties and state agencies are prepared to work in partnership and to redirect resources to fully engaging stakeholders.

The TMDL Implementation Plan can start the partnership process if counties identify the skill sets and resources needed to engage their critical facilitator and actor stakeholders. The TMDL Implementation Plan process will not create these civic engagement processes; the basin has too many distinct entities, landscapes, and too many social, cultural and political variations. The Plan is the vehicle, however, for creating the foundation for civic engagement by helping local implementers identify:

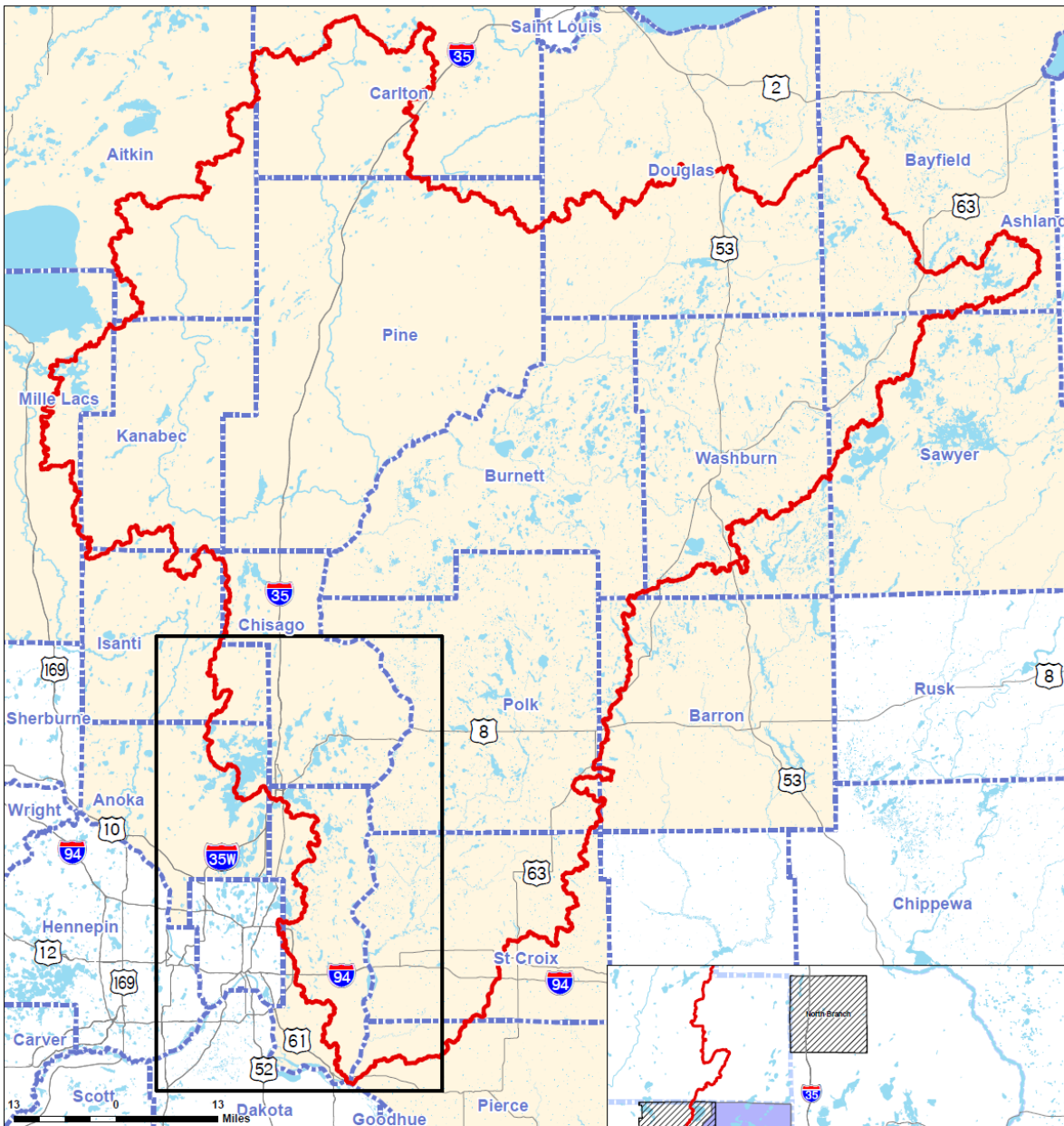
- The need for expert assistance at the state and local levels in the areas of strategic planning, meeting design, civic engagement, citizenship, leadership, and facilitation;
- How and where to redirect funding to put more people (from community organizers to technical assistance providers) on the ground to organize, educate, engage, and build relationships; and
- Identifying, following, and supporting, “pockets of change” – those individuals that want to become active in their corner of the work rather than trying to force change where there may be little capacity or interest.

## INTEGRATING LOCAL PLANNING EFFORTS

The geopolitical boundaries of jurisdictions with planning and regulatory authority within the Basin are mapped to better understand where jurisdictions overlap. The map on the following page displays the jurisdictional boundaries of counties (also representing the boundaries of Soil and Water Conservation Districts and Land and Water Conservation Departments), MS4 cities, and Minnesota watershed districts. One can quickly see that the overlapping geopolitical boundaries are unique in Washington County where it is common for the landscape to be governed by plans/policies of multiple MS4s, a Watershed District, and Washington County. Other counties with overlapping jurisdictions include the following: Anoka County contains one MS4 and one Watershed District that partially overlap; Chisago County contains one MS4 and one Watershed District that don't overlap; St. Croix County contains three MS4s (Hudson, North Hudson, and part of River Falls); and Pierce County includes two MS4s that overlap (part of River Falls and UW-River Falls). The TMDL Implementation Plan will need to address the unique planning and implementation needs of Minnesota's Soil and Water Conservation Districts, County Land and Water Conservation Departments in Wisconsin, and the five counties with overlapping jurisdictions.

Moreover, counties in both Minnesota and Wisconsin have the authority to prepare comprehensive water plans that prioritize actions, staffing needs, budgets, and management actions needed to protect and improve water resources. These plans are updated on a regular basis and a critical implementation activity is to incorporate actions that address the TMDL into local water plans. This provides the opportunity for counties to integrate TMDL implementation actions into their existing planning framework rather than having a TMDL implementation plan separate from their local plan.





**St. Croix River Basin**

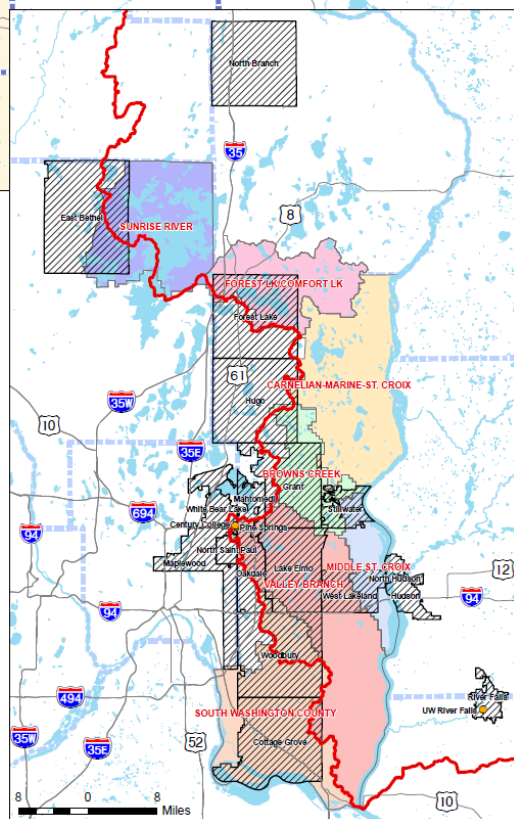
- St. Croix River Basin Boundary
  - MS4 Cities
  - County Boundary
  - Open Water
- MN Watershed District:**
- Carmelian-Marine-St. Croix
  - Browns Creek
  - Forest Lake/Comfort Lake
  - Middle St. Croix
  - South Washington County
  - Sunrise River
  - Valley Branch

- Minnesota Counties**
- Aitkin
  - Anoka
  - Carlton
  - Chisago
  - Isanti
  - Kanabec
  - Mille Lacs
  - Pine
  - Washington

- Wisconsin Counties**
- Barron
  - Bayfield
  - Burnett
  - Douglas
  - Pierce
  - Polk
  - Sawyer
  - St. Croix
  - Washburn

- Minnesota MS4s**
- Century College
  - Cottage Grove
  - East Bethel
  - Forest Lake
  - Grant
  - Hugo
  - Lake Elmo
  - Mahtomedi
  - Maplewood
  - North Branch
  - North St. Paul
  - Oakdale
  - Pine Springs
  - Stillwater
  - West Lakeland
  - White Bear Lake
  - Woodbury
  - Mn/DOT Metro District
  - Ramsey County
  - Washington County

- Wisconsin MS4s**
- River Falls
  - UW River Falls
  - Hudson (anticipated)
  - North Hudson (anticipated)



February 8, 2011



## EFFECTIVE COMMUNICATION

The TMDL Implementation Plan also must address the issue of developing appropriate messages. Interview participants, Basin Team and Implementation Team members noted repeatedly that the message of “protecting the St. Croix” simply does not resonate with many important actor and facilitator stakeholders within the basin. What will resonate with local actor stakeholders is likely not a basin-wide message but something that is particular to watersheds, economic groups, or political jurisdictions. The Implementation Plan can offer alternative messages for taking phosphorus-reducing actions and some resources should probably be directed to investigating effective messages. Alternative messages that came out of the interview process included:

- Improving profits through better nutrient management
- Sustaining your yields
- Protect local game habitat
- Save the beaches
- Save the sturgeon
- Improve or protect local water bodies (wetlands, streams, rivers, lakes) in addition to Lake St. Croix
- Protect community character
- Celebrate successes at the local or micro level, not problems (avoid anything that is perceived as finger-pointing)
- Promote actions rather than describing consequences

As with other aspects of civic engagement, identifying appropriate messages happens at the local level, and is tailored to distinct stakeholder categories. Effective communication requires targeted messages, something that the advertising and political worlds understand well. For example, messages to engage facilitator stakeholders (such as crop consultants) that have the trust of actor stakeholders (such as farmers) may be distinct from the messages to ultimately engage crop farmers. Similarly, messages that work in one watershed or political jurisdiction may not be effective in another. The common element for the Implementation Plan is that the issue of developing effective messages needs to be in the Plan, and resources, skills, and assistance for completing the effort need to be part of the Plan. Developing some capacity for targeted messaging is a necessary element of sustaining change in the basin, particularly among the non-regulated stakeholders.

# APPENDIX

# Stakeholder Survey, Focus Groups and Interviews

## INTRODUCTION

The consultant team surveyed and/or interviewed MPCA staff, WDNR staff, LSC Basin Team, LSC Implementation Team members and other stakeholders to:

- Understand the history of stakeholder engagement in the St. Croix TMDL process,
- Understand how LSC stakeholders communicate,
- Get advice on their role engaging stakeholders during TDML implementation planning, their role preparing the TMDL Implementation Plan, and their role implementing the plan.

The purpose of this Appendix is to document the comments received through the LSC Basin Team Survey, meetings with the LSC Basin Team and Implementation Team, stakeholder focus groups, and stakeholder interviews.

## PARTICIPANTS

The following is a summary of the outreach events and stakeholders that were involved.

EVENT	PARTICIPANTS/ATTENDEES
<p><b>Lake St. Croix Basin Team e-mail Survey</b> Date: January 2010</p>	<ol style="list-style-type: none"> <li>1. Jim VandenBrook – DATCP</li> <li>2. Karen Kill - Browns Creek Watershed</li> <li>3. Deb Ryun - St Croix River Assn</li> <li>4. Kathy Bartilson - WDNR</li> <li>5. Buzz Sorge - WDNR</li> <li>6. Molly Shodeen - MnDNR</li> <li>7. John Hensel - MPCA</li> <li>8. Jerry Spetzman - Chisago County</li> <li>9. Randy Ferrin – Basin Team</li> <li>10. Marcey Westrick - BWSR</li> <li>11. Anna Kerr - MPCA</li> <li>12. Dana Raines - Onanegozie Resource Cons. &amp; Dev.</li> <li>13. Kyle Kulow - St. Croix County WI</li> <li>14. Jay Riggs - WCD</li> <li>15. John Erdmann - MPCA</li> <li>16. Angie Hong - WCD</li> <li>17. David VanderMeulen-National Park Service</li> <li>18. JimAlemdinger - St. Croix Watershed Research Station Science Museum of Minnesota</li> <li>19. John Hack - UW Extension</li> </ol>
<p><b>Lake St. Croix Basin Team Meeting – Facilitated stakeholder small group process</b> Date: January 5, 2011 Location: St. Croix Falls, WI</p>	<ol style="list-style-type: none"> <li>1. Bob Baczynski – WDNR</li> <li>2. Kathy Bartilson – WDNR/farmer</li> <li>3. John Erdmann – MPCA</li> <li>4. Randy Ferrin –Basin Team</li> <li>5. Dave Ferris – Burnett County LWCD</li> <li>6. John Haack – UW Extension</li> <li>7. Michele Hanson – MDNR</li> <li>8. Bob Heise – St. Croix County</li> <li>9. John Hensel –MPCA</li> <li>10. Angie Hong – WCD</li> <li>11. Paul Juckem – USGS</li> <li>12. Byron Karns – NPS</li> <li>13. Anna Kerr – MPCA</li> <li>14. Karen Kill – WCD, BCWD</li> </ol>

	<ol style="list-style-type: none"> <li>15. Chris Klucas – MPCA</li> <li>16. Kyle Kulow – St. Croix County LWCD</li> <li>17. Sue Magdalene –SCWRS</li> <li>18. Dana Raines – Onanegozie RCD</li> <li>19. Tim Ritten – Polk County LWRD</li> <li>20. Deb Ryun – SCRA</li> <li>21. Molly Shodeen – MDNR</li> <li>22. Buzz Sorge – WDNR/farmer</li> <li>23. Jerry Spetzman – Chisago County</li> <li>24. Chris Stein – NPS</li> <li>25. Ben Torrison – USGS</li> <li>26. David Vander Meulen – NPS</li> <li>27. Rodney Webb – Pierce County LCD</li> <li>28. Chris Zadak – MPCA</li> </ol>
<p><b>Conservation St. Croix Stakeholder Survey</b>  Date: January 25, 2011  Location: Pine County Government Center</p>	<ol style="list-style-type: none"> <li>1. John Bilotta – UM Extension, Project NEMO</li> <li>2. Mary Beth Block - MDNR Hydrologist (Kanabec, Isanti, Chisago Counties)</li> <li>3. Jill Carlier - Pine SWCD</li> <li>4. Michele Hanson – MDNR</li> <li>5. Brad Matlack - Carlton SWCD</li> <li>6. Craig Mell – Chisago SWCD</li> <li>7. National Park Service St. Croix National Scenic Riverway</li> <li>8. Kelly Osterdyk - Kanabec SWCD</li> <li>9. Jay Riggs - Washington Conservation District</li> <li>10. Deb Ryun – St. Croix River Association</li> <li>11. Susan Shaw - Mille Lacs SWCD</li> <li>12. Nick Solomon – Rural SWCD Technical Assistance Staff</li> <li>13. Jerry Spetzman - Chisago County</li> <li>14. Marcey Westrick – BWSR</li> </ol>
<p><b>Lake St. Croix Implementation Team Meeting – Review of draft memorandum on stakeholder research</b>  Date: February 18, 2011  Location: Stillwater, MN</p>	<ol style="list-style-type: none"> <li>1. Jerry Spetzman – Chisago County</li> <li>2. Dana Raines - Onanegozie Resource Cons. &amp; Dev</li> <li>3. Marcey Westrick - BWSR</li> <li>4. John Hensel –MPCA</li> <li>5. Greg Seitz</li> <li>6. Dave Ferris – Burnett County LWCD</li> <li>7. Eric Wojchik – Polk County LWCD</li> <li>8. John Erdmann – MPCA</li> <li>9. Kathy Bartilson - WDNR</li> <li>10. Lynn Kolze – MPCA</li> <li>11. Deb Ryun – SCRA</li> <li>12. John Haack – UW Extension</li> <li>13. Chris Klucas – MPCA</li> <li>14. Kent Johnson - MCES</li> <li>15. Randy Ferrin – Basin Team</li> <li>16. David VanderMeulen - National Park Service</li> <li>17. Nick Prolux – MnDNR</li> <li>18. Sue Magdalene – SCWRS</li> <li>19. Chris Zadak – MPCA</li> </ol>
<p><b>Non-Governmental Organizations Focus Group</b>  Date: April 5, 2011  Location: Protecting the St. Croix Basin Conference – River Falls, WI</p>	<ol style="list-style-type: none"> <li>1. St. Croix River Association</li> <li>2. Belwin Foundation</li> <li>3. Discovery Farms</li> <li>4. Kinnickinnic Land Trust</li> <li>5. AgWater Coalition/Farmer</li> <li>6. Apple River Association</li> <li>7. Carpenter Nature Center</li> </ol>

<p><b>Wisconsin Land and Water Conservation Departments Focus Group</b> Date: April 19, 2011 Location: St. Croix Falls, WI</p>	<ol style="list-style-type: none"> <li>1. Burnett County</li> <li>2. St. Croix County</li> <li>3. Polk County</li> </ol>
<p><b>Washington County MS4s and non-MS4s Focus Group</b> Date: April 27, 2011 Location: Washington Conservation District, Stillwater, MN</p>	<ol style="list-style-type: none"> <li>1. Sara Taylor - Bayport - Not an MS4</li> <li>2. Jesse Carlson - Forest Lake - MS4</li> <li>3. Doug Borglund - Forest Lake - MS4</li> <li>4. Whitney Ridlon – Oakdale/Private consultant - MS4</li> <li>5. Chris Larson – Oakdale/Private consultant - MS4</li> <li>6. Nancy Anderson - St. Mary’s Point - Not an MS4</li> <li>7. Anne Hurlburt - Scandia - Not an MS4</li> <li>8. Lynette Peterson - Marine on St. Croix - Not an MS4</li> <li>9. Jacob Newhall - Afton - Not an MS4 (but will be soon)</li> <li>10. Ryan Stempski - Lake Elmo - MS4</li> <li>11. Angie Hong – East Metro Water Resource Education Program (WCD)</li> </ol>
<p><b>Non-Washington County MS4s Focus Group</b> Date: May 9, 2011 Location: Mn/DOT Roseville, MN</p>	<ol style="list-style-type: none"> <li>1. Steve Kummer – Maplewood</li> <li>2. Bruce Irish – Mn/DOT Metro District</li> <li>3. Rich Hibbard – WSB (Engineer for North Branch, North St. Paul, Grant, Hugo, and Mahtomedi)</li> </ol>

**LAKE ST. CROIX BASIN AND IMPLEMENTATION TEAM**

The consultant team worked with the Basin and Implementation Teams to define the goals of the Stakeholder Engagement Strategy and Communications Plan. This process included surveying Team members about stakeholder engagement processes and needs, facilitating two meetings of the Team on stakeholder engagement as it related to the pending Implementation Plan process, participating in core team planning for the Implementation Plan process, and meeting with individual Implementation Team members. The results of the Basin Team survey and the meeting notes from the Implementation Team meetings are recorded at the end of this appendix.

**CONVERSATIONS WITH STAKEHOLDERS**

The consultant team used the results from Implementation Team conversations to identify six stakeholder categories for conducting detailed conversations about the TMDL implementation process. The six categories were:

1. MS4s
2. Counties/SWCDs
3. Non-MS4 local governments
4. Non-governmental entities (NGOs)
5. Agricultural advisors and land owners
6. Forestry landowners

Some of the direct conversations took place in the form of facilitated small group conversation, and some in the form of one-on-one interviews. Each conversation included a discussion of historic involvement in the TMDL process, the relationship of each participant to stakeholders and stakeholder organizations, and intended process and potential implementation actions for moving forward in the implementation plan process.

### Stakeholder Survey, Focus Groups and Interview Synthesis

The information gathered from stakeholders by the consultant team is organized below by stakeholder category (facilitate or, facilitator/actor, and actor) and summarized into four major topics:

1. Communication Pathways – The communication tools most often used by the stakeholder in communicating with other stakeholders
2. Role: Engage Stakeholders in Implementation Plan Development – The actions the stakeholder will undertake to engage other stakeholders in the development of the LSC TMDL Implementation Plan
3. Role: Implementation Plan Development – The actions the stakeholder will undertake themselves in the development of the LSC TMDL Implementation Plan
4. Role: Implementation Activities – The direct implementation actions the stakeholder will undertake after the LSC TMDL Implementation Plan is written to implement the Plan

FACILITATORS

**Facilitators are organizations that facilitate implementation actions.** Examples include Federal and State agencies, ad hoc and formal organizations that coordinate members (i.e. Conservation St. Croix), advocacy-focused non-governmental organizations (NGOs), associations/organizations/individuals that work with stakeholders who only take direct implementation action - #3 in this list (i.e. League of Cities, , Minnesota Ag Water Coalition, Farm Bureau, Soybean Growers, Professional Dairy Producers, public and private sector crop consultants). These stakeholders include entities that have a water quality mission as well as stakeholders who see the TMDL process primarily as a risk to themselves or their activities.

#### MPCA

##### COMMUNICATION PATHWAYS

- Work with regulated parties to ensure they understand the process, attend Basin Team/Implementation Subcommittee meetings, sector meeting with MS4s
- Work with other MPCA staff via meetings an informal discussions
- Work with other stakeholders in formal and informal settings

##### ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Disseminate information to regulated and non-regulated stakeholders (MS4s, SWCD, watershed districts, etc.) about TMDL and receive information from them about their expectations and long term planning efforts
- Present technical results and ideas at meetings
- Participate in formal and informal discussions

##### ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Actively participate, fund, and insure completion of the implementation plan
- Provide input from the MPCA stormwater program and input from MS4s, SWCD, watershed districts, etc.; review implementation plan for the ease of guiding permittees towards compliance
- Provide technical (scientific/engineering) support for identifying pollution reduction actions that will meet applicable TMDL allocation

- Provide technical support for identification and assessment of critical stakeholders
- Participate in and support formal and informal discussions and civic engagement efforts

#### ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Ensure waste load allocations are being met, or that progress is being made towards full compliance
- Provide technical review at early (conceptual design) stage for certain projects
- Active support of implementation activities (Permitting of point source dischargers of effluent in St. Croix basin, Permitting and regulation of regulated stormwater, active participation in St. Croix Basin Water Resources Planning Team, project management of funded watershed projects in the St. Croix basin via MPCA programs
- Provide support to address non-regulatory challenges in areas of agricultural runoff, land development, public education and citizen engagement as appropriate in areas identified in the implementation plan
- Support local engagement of facilitator and actor stakeholders and development of citizen/stakeholder leaders

#### **NATURAL RESOURCE CONSERVATION SERVICE**

##### COMMUNICATION PATHWAYS

- Serve on various committees, organize workshops, send out emails announcing opportunities, and collaborate with other organizations and agencies. Provide assistance in grant and project development and can act as a fiscal agent.
- Advise individual farm and forestry landowners on USDA Best Management Practices and financing opportunities
- Some projects extend beyond our borders and work with neighboring counties. We have assisted with state-wide projects. We proactively try and identify opportunities that benefit the citizens and natural resources in our area

#### ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Assist with developing workshops and outreach programs and materials for forestry and ag landowners, communities and public officials
- Assist with surveys to reach ag and forestry landowners

#### ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Assist with workshops and outreach
- Grant and project development
- Developing partnerships with other critical facilitator stakeholders such as the SWCDs and counties

#### ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Grant and project development for individual landowners who choose to implement BMPs
- Assist with education workshops and outreach including youth and other non-traditional stakeholders.
- Can assist with the writing and development of grants, and assist with their implementation.



## **BOARD OF SOIL AND WATER RESOURCES**

### COMMUNICATION PATHWAYS

- Participate on Basin Team and Conservation St. Croix

### ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Work with LGUs to encourage participation

### ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Provide technical input on the degree of targeting needed, budget and time estimates.

### ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Support the work of people/organizations that implement

## **ST. CROIX RIVER ASSOCIATION**

### COMMUNICATION PATHWAYS

- Board updates (including MPCA and WDNR attending Board meetings to provide updates) providing updates to Conservation St. Croix and Wisconsin St. Croix basing Partners group on the progress of the TMDL
- Newsletters, e-mails, personal contact with constituents and potential constituents
- Communication with local organizations such as other river and lake associations;

### ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Reach out (liaison) to a variety of groups that have little trust in government agencies.

### ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Share past experience of with watershed work and citizen engagement, help identify trust relationship that can be used to engage actor stakeholders, provide suggestions for BMPs, review draft document

### ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Support the work of people/organizations that implement. Work with local river and lake associations to build more effective organizations, enhance the organization's trust relationship with constituent, and sustain the leadership capacity of local and basin-wide organizations.

## **NATIONAL PARK SERVICE**

### COMMUNICATION PATHWAYS

- One-on-one contact with park visitors
- Electronic and written communication to selected audiences
- Informal conversation with other NPS staff

### ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Provide water quality monitoring information to those that engage stakeholders

### ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Professional opinions on prioritizing areas for implementation activities

ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Plan and conduct water quality monitoring
- Promote needs, potential solutions, and successes

**WISCONSIN DEPARTMENT OF AGRICULTURE, TRADE AND CONSUMER PROTECTION**

COMMUNICATION PATHWAYS

- Forwarded information to upper management and appropriate agency staff; meetings and conference calls with watershed stakeholders

ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Provide information about WDATC programs and experiences with other WI TMDLs to those engaging stakeholders

ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Provide a conduit of information to and from other TMDL projects in WI.

ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Provide technical staff resources and potential provide cost-share funds to specific watersheds to implement nutrient management activities

**UNIVERSITY OF WISCONSIN EXTENSION**

COMMUNICATION PATHWAYS

- Developed stakeholder mailing lists (crop consultants, CAFOs, larger farms, communities, etc.)

ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Encourage Ag extension in WI to participate and communicated with their clients
- Update contact lists
- Assist with meeting logistics – location, news releases, etc.

ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Review and recommend strategies (especially for the riparian land owners)
- Help identify and engage local facilitator stakeholders

ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Education and outreach
- Help engage local facilitator stakeholders

**SCIENCE MUSEUM OF MINNESOTA – ST. CROIX WATERSHED RESEARCH STATION**

COMMUNICATION PATHWAYS

- Attend Basin Team meetings, prepare scientific reports for agencies and peer reviewed journal articles, provide presentations at conferences and public meetings

ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Try to make technical research understandable but not misleadingly simplified and common sense enough to be believable

ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Assist in prioritizing locations and BMPs for load reductions

ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Provide data and graphics to those who present the Implementation Plan to non-technical audiences

FACILITATORS/ACTORS

***Facilitators/Actors are stakeholders who both facilitate and take direct action.***

Examples include most MS4s, some point sources, soil and water conservation districts, watershed districts, watershed management organizations, land conservation departments, counties, lake and river associations, and action-oriented environmental NGOs. These stakeholders generally self-define themselves as stakeholders for either mission reasons or regulatory reasons, and are engaged in both creating and implementing TMDL goals.

**WISCONSIN DEPARTMENT OF NATURAL RESOURCES**

COMMUNICATION PATHWAYS

- Participate on Basin Team,
- Personal contacts with other state agencies, local units of government, and permitted point sources (cities, industries, and large farms)
- Source of electronic and written information for a variety of audiences

ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Will contact local units of government and WDATCP. WNDR can be the main contact to distribute information or invitations to point sources and WI County Land Conservation Departments. Help host meetings.

ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Direct involvement with preparing the plan. Work on requirements and recommendations for point source and ag sector
- Develop stormwater recommendations for small communities (non-MS4s). Review draft plans for WI stakeholders

ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Work with staff and regulated entities to include TMDL limits and compliance measures in WPDES permits for point sources.
- Work with staff on outreach efforts for implementing voluntary measures with the non-regulated sectors (ag and small communities).
- Working with county staff on ways and locations to get the best phosphorus savings in each county

## **MINNESOTA DEPARTMENT OF NATURAL RESOURCES**

### COMMUNICATION PATHWAYS

- Participate on Basin Team and report back to DNR staff
- Communicate with individual landowners, county/city transportation, public utilities, Lake improvement districts(elected officials), SWCD, County planning and zoning, cities P & Z, about wildlife BMPs, protecting natural areas, etc.
- Review development plats
- Public water appropriation permitting
- Meetings, workshops with landowners
- Provide landowners requested data, connect with topics experts

### ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- In contact with many stakeholders as part of normal work, bring their ideas to the planning process

### ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Participate in the process and bring the ideas of stakeholders to the table

### ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Incorporate the TMDL plan into daily decision making
- Provides opportunity to integrate TMDL implementation into DNR permit requirements and plat review
- Education on NEMO/MIDS
- Collaboration on project design
- Incorporate plan goals into interdivisional projects, DNR regional plans

## **MN COUNTIES/SOIL AND WATER CONSERVATION DISTRICTS**

### COMMUNICATION PATHWAYS

- Give direct advice to producers/farmers, rural landowners, residential landowners, and commercial landowners, shoreland owners, feedlot owners
- Actively seek partnerships with LGUs – Cities, County, Townships around TMDL compliance and water quality
- Provide direct staffing and technical assistance to watershed districts
- Mail, e-mail, meetings, workshops, provide data, plat review, informal conversations, site visits, drop-ins, breakfast meetings, phone calls, walk ins, newsletters, focus group meetings, “coffee shop talk”, newspapers
- Partner with and provide technical assistance to Lake Improvement Districts
- Provide education and services to special interest groups, woodland council, rod and gun club

### ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Play a central role in engaging landowner stakeholders
- Engage existing county water planning teams that provide recommendations to the County Board

### ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Bring county water planning that we have done into the process
- Use outreach programs and activities to get feedback from stakeholders.
- Focus groups with elected officials and decision makers are planned for a pilot project in the St. Croix Basin and TMDL work can be a topic for planned focus groups

- Review drafts of the plan and provide comments and suggestions

#### ROLE: IMPLEMENTATION PLAN ACTIVITIES

- BMPs, MIDs, CIP
- Implementation, monitoring, prioritization, education, technical assistance, then back to implementation
- Manure management plans
- Watershed planning and subwatershed assessments
- Monitoring, prioritizing, educating, designing, implementing, and assessing to achieve water quality goals on a daily basis
- Connect desired implementation activities with the outreach needed to make them happen – need to find willing landowners and educate local officials on ordinance amendments
- Integrate TMDL implementation into permit requirements
- Education – NEMO/MIDS
- Provide requested data, plat review
- Conservation engineering practices, cover crops, filter strips
- Wetland restoration
- Streambank/shoreline stabilization
- Abandoned well sealing
- Conservation plans, ag related BMPs, rotational grazing, i.e.:
- Conservation engineering practices
- Cover crops
- Filter strips
- Urban BMPs
- General forestry practices, wetland restorations, wildlife habitat improvement practices

#### NGOs

##### COMMUNICATION PATHWAYS

- Board involvement
- Newsletters, e-mails, personal contact with constituents and potential constituents
- Communication with local and regional organizations such environmental advocates, river and lake associations, some agricultural organizations
- Communication with individual land-owners via educational programs, technical assistance, and acquisition/preservation efforts;

##### ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Reach out (liaison) to a variety of groups that have little trust in government agencies
- Reporting to members (for membership organizations) on the implementation plan progress

##### ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Share past experience of with watershed work and citizen engagement,
- Help identify trust relationship that can be used to engage actor stakeholders,
- Provide suggestions for BMPs, review draft document
- Provide monitoring data as needed

##### ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Support the work of people/organizations that implement.
- Conduct direct implementation work on a local basis – protection and preservation efforts, installing BMPs, running education programs
- Identify and promote local successes

- Track water quality progress
- Work with local river and lake associations to build more effective organizations and sustain the leadership capacity of local and basin-wide organizations.

## **WISCONSIN COUNTIES**

### COMMUNICATION PATHWAYS

- Updates to county staff and County Committees about Basin Team/Implementation Subcommittee progress
- Inform local water groups and local projects (Willow River/Lake Mallalieu Stakeholders Group, St. Croix County Sportsman's Alliance) about Basin Team/Implementation Subcommittee progress
- One-on-one communication with some agricultural producers, mainly through programs and monitoring

### ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Participate in Basin Team meetings.
- Bring Lake St. Croix plan ideas to TMDL stakeholders, such as Willow River/Lake Mallalieu and other local water quality participants
- Identify stakeholders that were not part of, or minimally part of, the TMDL process
- Identify forums where critical stakeholders are already meeting

### ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Providing assistance with respect to gathering our specific, local information for planning purposes.
- Keep our stakeholders informed on ongoing planning efforts.
- Identify needed resources to implement plan at the local level

### ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Concentrate on contributing watersheds such as the Willow, Apple, and Kinnickinnic drainage areas. Outline and prioritize the implementation of best management practices in Land and Water Resource Management Plan
- Integrate TMDL Plans into local water plans
- Consider new messages to encourage new water quality actions
- Help promote activities by other entities
- Work with funders to allocate resources to effective and consequential water quality initiatives.

## **MS4s**

### COMMUNICATION PATHWAYS

- City website, newsletters, mailers, drain stenciling, communicate with watershed districts and watershed management organizations, citizen education programs
- Public education of citizens plays an important role in helping cities to reduce phosphorus
- News articles
- Regulatory ordinances are actually a way to communicate priorities and requirements
- Task force to consider stormwater management improvements in developed areas
- Our policy plans communicate
- The way we construct roads and other public infrastructure tells people something

ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Need to collaborate with County, WD/WMO

ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- More concerned with how it affects their permit requirements, want to understand how it impacts MS4s, need to understand connection between MIDS and TMDL waste load allocations, the science behind the TMDL can be overwhelming, need more than a list of BMPs – what are the removal rates for various BMPs

ROLE: IMPLEMENTATION PLAN ACTIVITIES

- A lot of projects are implemented, but it is unclear how the projects help meet the waste load reduction – MS4s design around storm events not waste load allocations
- Communicate to citizens through the paths we always use – website, newspapers, newsletters
- Get our house in order on public lands and buildings and streets
- Invest in stormwater management
- Comply with MS4 permit
- Educate our public works staff on why they need to change
- Increase staff working on this if there is funding
- Work with homeowner's associations
- Educate both our urban and agricultural landowners
- Partner with watershed district on purchasing street sweeper
- Change or improve regulations to require stormwater management practices
- Build this into our Capital Improvement Plan
- Educate our city council and planning commission
- Enforce the ordinances
- Provide educational materials such as flyers, videos, brochures

**WATERSHED DISTRICTS**

COMMUNICATION PATHWAYS

- Watershed District Board Updates

ROLE: ENGAGE STAKEHOLDERS IN IMPLEMENTATION PLAN DEVELOPMENT

- Engage Watershed District Board, staff from cities within the watershed district, and Washington County Water Consortium.

ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Provide comments and specific ideas about what would work in their respective watershed district.

ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Install projects in the Watershed District

## ACTORS

**Actors are stakeholders who only take direct implementation action.** Examples include land owners (agricultural, forest, urban, shoreland), some point sources, some MS4s such as MnDOT and WisDOT, and organizations and associations that are primarily project (rather than advocacy) oriented. Many of these stakeholders do not necessarily think of themselves as stakeholders for water quality, and if they had a choice may prefer not to be considered stakeholders.

### LANDOWNERS (AGRICULTURAL, FOREST, URBAN, SHORELAND)

#### COMMUNICATION PATHWAYS

- Direct communication from trusted advisors
  - Farmers – crop consultants, farmer organizations (Farm Bureau, Farmer’s Union, Soybean Growers, Dairy Association, NRCS, counties, SWCDs, University Extension)
  - Urban – local government, water advocacy organizations
  - Shoreland owners – lake associations, NGOs
- Local and regional traditional media – newspapers, radio
- Educational meetings held by counties, cities, SWCDs
- Publications
- Demonstration projects that can show the costs to landowner and real benefit to the water quality
- Show us that our actions really contribute to bad water quality and that changes can produce good results – this is much harder if we don’t feel a direct connection to the St. Croix
- Give us other reasons for making changes that can also impact the St. Croix
- Equity is important – must know that we are not being asked to do more than our fair share

#### ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- Minimal involvement in development of implementation plan
- Ag/Forestry
  - We trust the counties and SWCDs
  - We don’t have the time but like to be asked or at least notified what is going on
  - We need to see risk maps that show where the potential problems are
  - Working to limit the finger-pointing – already doing conservation even though it is not our primary goal.

#### ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Urban
  - Raingardens and other LID practices
  - As required by regulation
- Shoreland
  - Lakeshore buffers
  - Reducing built areas near the shore
  - Improving old septic systems
- Ag/Forestry
  - Willing to do more ag and forestry BMPs, if there is technical assistance and financial support
  - Need to see how improving water quality affects them economically
  - Manure management plans



- Buffers if placed in the locations that minimize financial impact and maximize water quality gains

**WisDOT/MNDOT**

COMMUNICATION PATHWAYS

- Meetings, e-mail, personal communication

ROLE: IMPLEMENTATION PLAN DEVELOPMENT

- No waste load allocation for DOTs

ROLE: IMPLEMENTATION PLAN ACTIVITIES

- Education and outreach to maintenance staff – BMPs, pond inspections, pollution control devices, outfalls, reporting illicit discharges

## **BASIN/IMPLEMENTATION TEAM MEETING NOTES - JANUARY 5, 2011**

### **Facilitated stakeholder small group process**

#### **WHY IS THIS TMDL DIFFERENT?**

- It's a national Wild & Scenic River
- It is what the Minnesota River wishes it was and we don't want to become
- Protective vs dire restorative issue
- Basin in two states
- Years of fundamental research
- Achievable
- Development pressure
- Vastly different landscape across basin
- Large regional scale
- Rich in valuable natural resources
- Includes a variety of Eco types
- Strong sense of place in St. Croix Valley
- Cooperation between different levels of government
- Long term relationships already established
- Much larger than other TMDLS
- Some of the sectors are already at or near the allocation – some sectors with demonstrated progress
- Already on the improvement side of curve
- Dedication of stakeholders
- TMDL is based on historical data, not just modeling
- Constituency who cares
- World class resource, special place
- Two states work well together on a single resource
- Interstate nature of project makes funding problematic
- Difficulty of getting down to the land manager - filtering down through all the layers
- River has gone downhill in some ways - improved in others
- Conflicts are resolved in many instances
- States not identical on standards.

#### **IMPLEMENTATION COMMITTEE ROLE**

- Existing Implementation Committee is core, add others who represent additional stakeholders
- Technical review
- Oversight and decision making
- "Membership"?
  - Ag representation – Who? What level?
  - County Commissioners / elected officials
  - Forestry – DNR
    - Forest landowners
    - Tree farm
    - MN extension

#### **Stakeholders**

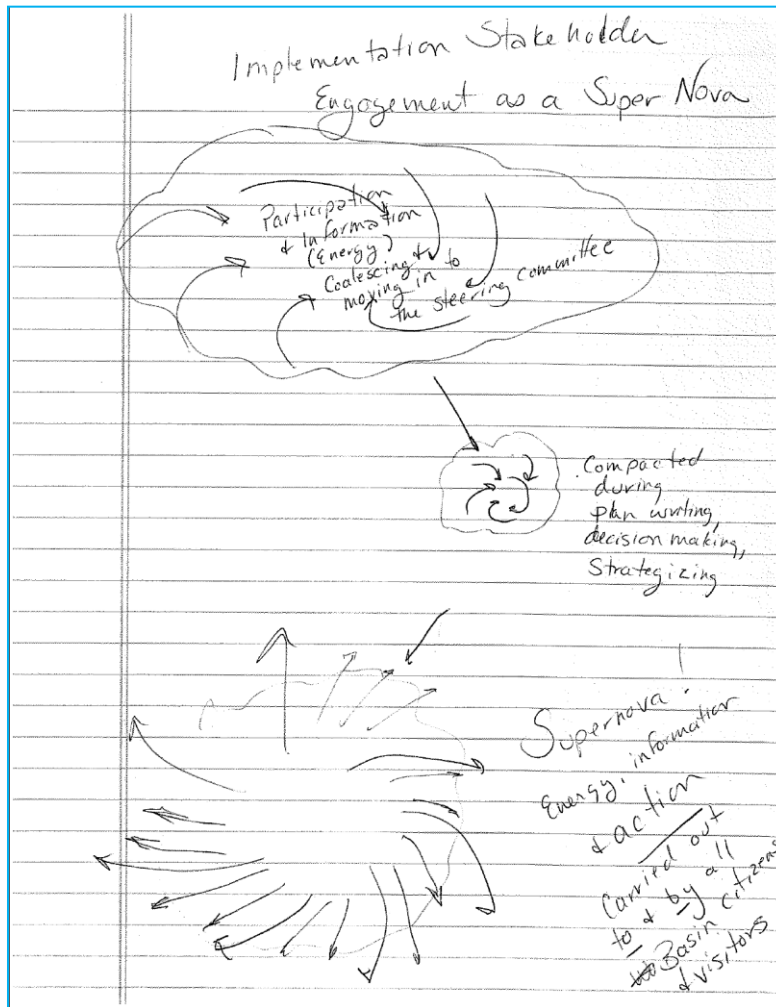
- Two levels
  1. Engaged/sounding board
  2. Decision making

**WHAT IS A TMDL IMPLEMENTATION PLAN?**

- What are effective BMP's?
- How to engage stakeholders over time?
- Process for change – make it explicit?
  - Take credit of success, re-engineer annually?
- Maintain the long-term process, the engaged people
- Plan should set a high bar, more than minimum
  - Exceeding the minimum should target key areas
- What do the implementers (Agency, City, Point sources, etc.) need in the Plan?
- Create process for ongoing communication

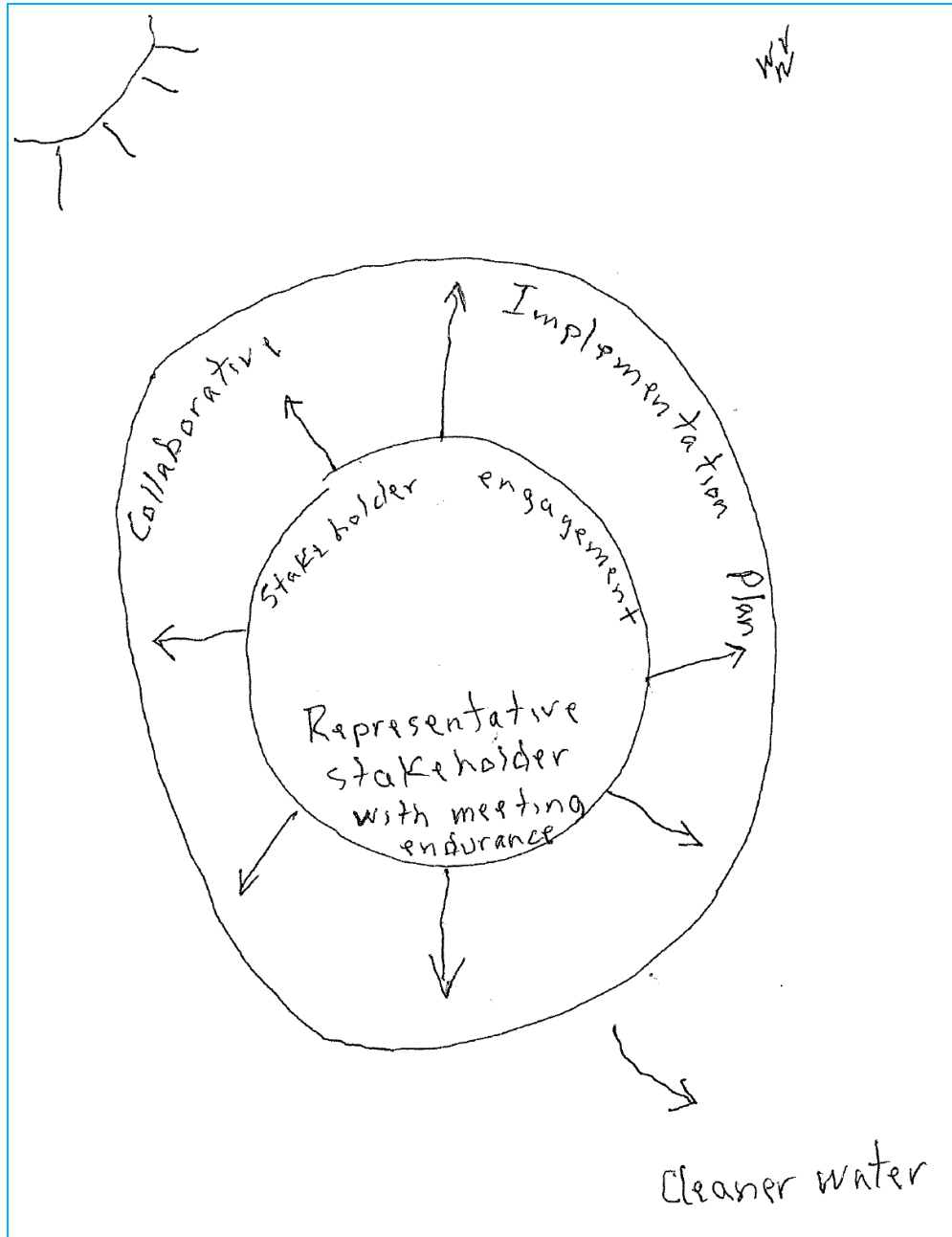
**MAPPING IMPLEMENTATION PLAN/STAKEHOLDER RELATIONSHIP**

1. Two images
  - Stakeholders as heart of Plan
  - Supernova
    - Emerge inwards, then explosively outward

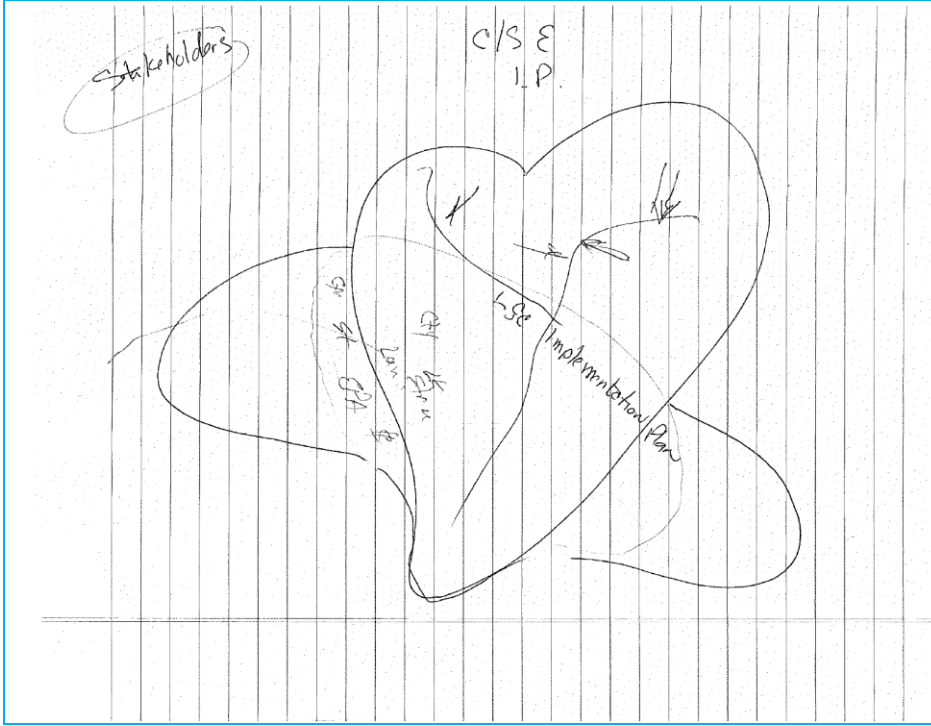


2. Collaborative effort

- Stakeholder engaged right away (outside circle)
- 2<sup>nd</sup> level of stakeholder engagement (inside circle)

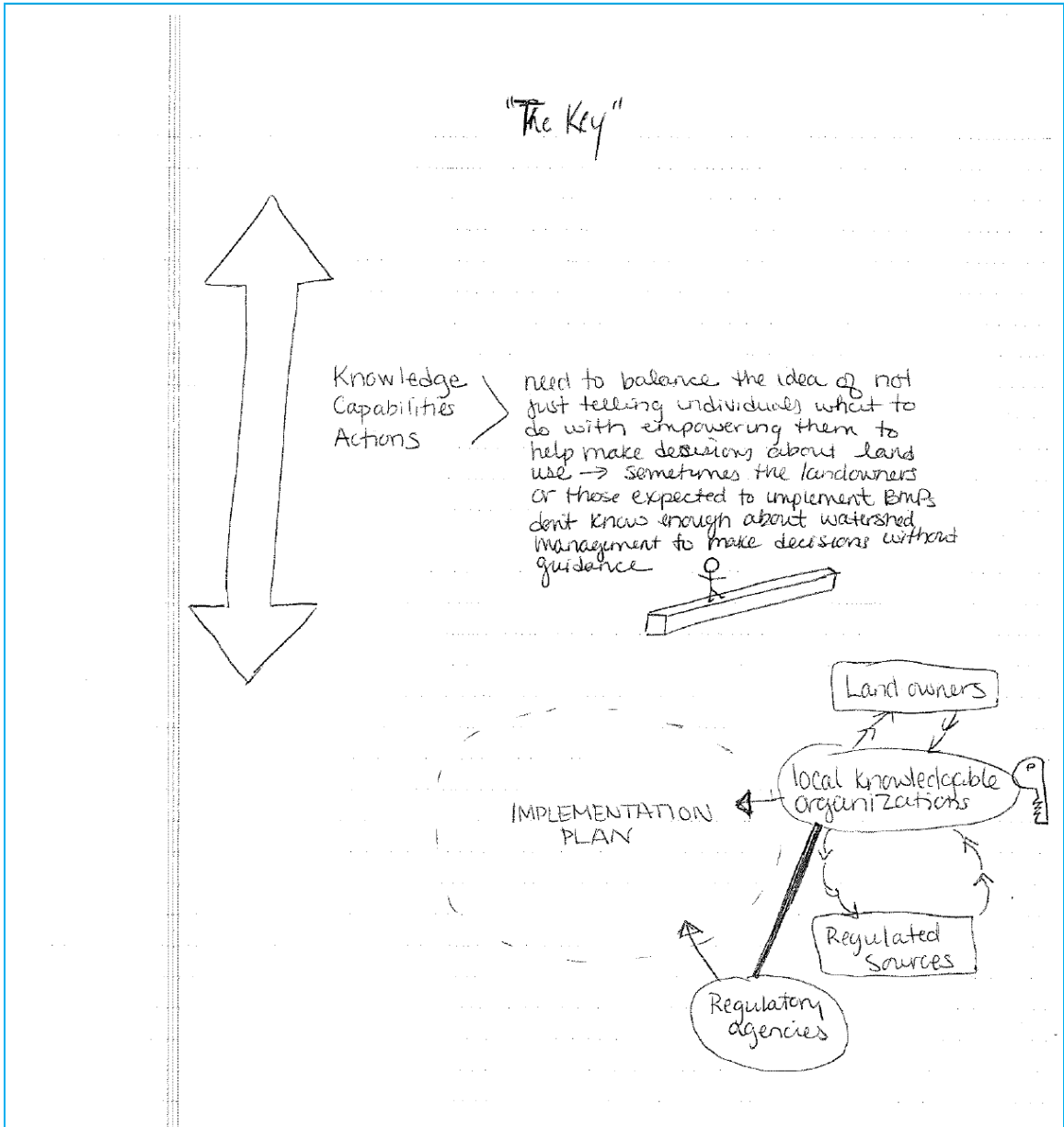


3. Whole piece of paper is stakeholders – residents EPA rest of state
  - o Stakeholders inside St. Croix – those choosing to participate
  - o Plan process engaging both



4. No graphic
  - o Stakeholders become the implementers
  - o Different groups require different levels of effort to get a response and participation (lake associations are willing; Ag producers are much different individuals)
  - o Reality is counties and SWCDs will lead implementation.
    - o They need to be integrally involved in engaging stakeholders (facilitate meetings at the local level not the state level) and implementing projects.
    - o They are trusted vs. the baggage state agencies have.
    - o They are familiar/known by citizens (stakeholders and implementers)
  - o Assessing Priorities – will be most effective at county/SWCD level. Need to identify largest contributors and strategies to address loads
  - o Success = enough funding to fully implement, continuity of staff, monitoring effectiveness
  - o Challenge is how to monitor? When to monitor to actually detect success, not always same timeframe as a funding source.

5. Engaged people become implementers
  - o Different levels of willingness by sector
  - o Local is better SWCD, county
  - o Educate what needs to be done
  - o Resources for doing what needs to be done.



### CRITERIA – MAPPING PRIORITY RESTORATION (REDUCTION) AREAS

- Map by County
- Map by load per unit of area
  - Map by P loads – low, medium, high (may have individual high loaders within a low P load subwatershed)
    - Need balance
    - High loads - land locked goes nowhere
- Restoration vs management change on landscape – need to define “restoration”
- Other TMDL’s in basin – don’t ask people to do them twice (i.e. Willow River TMDL will be more restrictive than LSC TMDL)
- P loads by Sector
- Really great projects may be located in low loading segments.

### CRITERIA – MAPPING PRIORITY PROTECTION AREAS

- How do you prevent new P loads (i.e., land use change)?
- How will these maps be used? 1-11-11? Steering Committee? Implementation Plan?
- Need by County
- Potential for land use change – (conversion of forests, wetlands)
- Intact corridors vs fragmented forested areas
- Need monitoring data vs models
- Soils – “HES” highly erodible soils
- Involve stakeholders in prioritization discussions – what is important to protect “locally”
- Endangered species
- Development corridors (i.e. Stillwater)
- Number of animal units per area
- Ravines
- Comp Plans – environmental corridors identified

### IMPLEMENTATION CAPACITY

- County Water Plans – prioritized activities – need to review plans
- Political boundaries more important than watershed boundaries
- Wisconsin LCD – land conservation departments
- Watershed Management Organizations (WMO) and Water Districts (WD) – in Minnesota
- Lake Associations
- Implementation capacity – least important criteria for prioritizing areas – may have high loaders in subwatersheds/counties with little capacity – need to build capacity, not skip over
- Willingness to take action
- Staff capacity – Chisago, Aitkin, Pine, and Kanabec – Document staffing needs?
- Find where capacity is low and P loading is high – then build capacity
- Capacity Assessment: - map each subwatershed as low, medium, or high implementation capacity
- Elected Officials – change frequently, need political will – support from community social will
- What is capacity? The Implementation Plan is a step in the capacity building process
- East Central MN – “they do their own thing” – no capacity for civic engagement
- What is important to local individuals – local resources come to us! “Pork Chop Dinner” w/ag
- Balance funding sources with needs - \$ = capacity.

### IMPLEMENTATION CAPACITY BY SECTOR

- AG – SWCD, Farmers Union, NRCS, extension, farmers market groups, Crop Consultants, Soybean Growers Association
- Ag – currently engages to oppose WQ Standards and TMDL
- As needs mutual benefits - why should they care; what do they care about; eroding fields = motivation to act; trust with “staff” or implementer (Bob is trusted)
- Producers willing to shift different practices but no capacity at County level to help
- Need behavioral/philosophical change; conservation ethic

### IMPLEMENTATION TEAM MEETING NOTES – FEBRUARY 18, 2011

#### Review of draft memorandum on stakeholder research

#### REVIEW STAKEHOLDER ASSESSMENT

- Need more than 1 tool
- Grey Box – add for internal communication
- Multiple facilitators need to communicate
- Need to expand table to include more stakeholders
  - NPS – starting to be facilitators; lack capacity; conduct monitoring
- Add monitoring to table of communication tools
- Good tool, but incomplete for now
- Don’t use #’s – use words in the cells, make table bigger

#### REVIEW DRAFT LSC TMDL IMPLEMENTATION PLAN SCOPE

Does the proposed scope address the needs of TMDL actions?

- Needs to be written to direct people who are doing actions.
- Impression was the Plan would just be a template. This proposal seems much more detailed!
- Needs to be more than just a list of BMP’s.
- More detail is better, more helpful.
- Some of the bullet points are very detailed at the subwatershed level. Can we balance this out?
  - County emphasis might be appropriate level, but will still miss some small hot spots (Burnett County as example)
  - Could look at sectors rather than geographic focus.
- Organize local geographic planning based on a similar sector organization.
- Develop a set of criteria for each geography to complete that identify effectiveness, impact, cost, etc.
- Counties are the ones who will be in the position to work with all the actors (at least in the non-complicated part of basin).
- Two categories of complexity need to be addressed. (in overlap of entities with authority).
- Needs to include protecting areas that are not currently a problem – Non degradation rules will affect these areas too.
- Create electronic, web based tracking tool for entities reporting into the TMDL.

#### LINKING STAKEHOLDER ENGAGEMENT TO THE IMPLEMENTATION PLAN

- Is implementation just a matter of getting more money?
- Just addressing people who walk into our offices with existing money will not get us to WQ goals.
- New innovative, targeted approaches needed.
- Existing stakeholder engagement has not been good enough.
- Who are the actors most likely to jump in? Can we target those actors?
- Stakeholder Engagement must be in the TMDL Implementation Plan top down/bottom up – communication tools that link them – don’t need to get too specific, but need tools.
- Get actors involved – what are the tools – use sports clubs, hunting clubs, etc. make it stewardship based.



- County, NRCS are not going to do it on their own.
- Make link between actors' goals and WQ – use their goals, not WQ, to sell action.

### COMMUNICATIONS AND TMDL IMPLEMENTATION PLAN

If the Plan is to have a high likelihood of Implementation, stakeholder engagement is necessary.

- A list of BMP's does not require stakeholder engagement more detail does require stakeholder engagement
- MN County Water Plans – have done stakeholder engagement already putting that into the Implementation Plan would be helpful.
  - Prioritize actions
  - Engaged all the necessary stakeholders
- USDA is not represented here – FSA/CRP have done most of the Ag practices work. Need more priority given to WQ in the allocation of these \$.
- WI is very different than MN – no SWCD etc.
  - County based local implementation
  - If staffing and cost sharing is there, we can get a lot done.
  - "Like pulling teeth" to get the ag stakeholder to the stakeholder meetings.
  - NRCS info has lots of roadblocks to using for WQ.

### STAKEHOLDER ENGAGEMENT AND IMPLEMENTATION PLAN

- Ask actors why they acted, why they didn't act.
- Create messages that are important to the actors and build stewardship.

#### Complimentary Efforts

- Ask stakeholders to populate the BMP matrix.
- Identify process of implementation through facilitators and actors.
- If we can get Focus Groups, we get general impressions. These get thrown out when we go to the individual and owners.

### MS4's

- MS4s want to know their reduction obligations.
- Bring MS4s and WMO's together to discuss goals and who acts to meet them.
- Engagement may be post implementation more than during the planning effort.
- Trying to understand what motivates people to act is a good thing. Research in other places have been done.

### STEERING COMMITTEE

- In what ways can we incorporate existing outreach efforts into this Plan. Recognize existing connections/representation.
- Include education stakeholders - High Schools, Colleges.
- Pine County almost all in Basin.
  - No staff, not really any capacity.
- Fish and Game, Wildlife, Sports Club.
  - Don't need these people at monthly meeting. Make Focus Groups of these folks during process.
- Lots of people/organizations who can help fill in the gaps between agencies.
- No Farm organization who does policy. They show up at the end and complain about not being involved.
- Tribes – Interested in impacts on Wild Rice, harvesting

Go to a few bullets in the Scope and conduct a detailed discussion (Focus Groups) with some of these groups.

## FOCUS GROUPS

Discussed, but not included in the final focus group recommendations from attendees:

- Landowners are Forestry and AG- Combine Ag and Forestry in the north
- Keep Ag separate in the south – South of St. Croix Falls
- Forestry – multiple “sub sectors”.
- Towns Association needs to be involved.
- WI Dairy Association needs to be involved.

Suggested focus groups sectors

- \*NGO/Non-Profits – add education
- \*Counties/WI Land Dept./ SWCD/WD/WMO
- \*Non MS4 cities/towns.
- \*Ag
- \*Forestry
- \*MS4’s

Lake St. Croix TMDL Basin Team Stakeholder Engagement Survey Responses					
	For those of you involved in creating the TMDL:		What role do you see yourself playing in engaging stakeholders to create the TMDL Implementation Plan?	What role do you see yourself playing in developing the TMDL Implementation Plan?	What role do you see yourself playing in carrying out activities to implement the plan?
	How did you engage those you represent?	Did you engage others beyond those you formally represented? How?			
1	Board updates	No	Discuss with staff from 7 communities within BCWD. Discuss with Washington County Water Consotium. Board updates/input.	Will provide comments. Specific ideas that would work in BCWD.	Install projects within BCWD. Any projects on Brown's Creek also benefit St. Croix.
2	Board meetings, newsletters, e-mails, personal contacts	Yes, see above	Facilitating discussion-reaching out to groups that may resist government agencies.	Sharing past experiences with watershed work, citizen engagement, TMDL work	We will support the work of other people/organizations doing implementation
3	I am a Stormwater-TMDL liaison, and my role in this position is to ensure that MPCA policies for stormwater in TMDLs are followed correctly as well as to work with the regulated parties to ensure their understanding of the process.	To some degree, yes. I participated regularly on the Implementation Subcommittee of the St. Croix Basin Team, which includes more involvement than would typically be the case for TMDLs I have worked on in the past. I also participated in the sector meeting for MS4 stormwater by helping to plan, get the word out and present alongside the consultant (Greg Wilson, Barr Engineering Company).	My main focus is working with stormwater stakeholders, specifically the regulated MS4 communities and their representatives. Other entities (non-regulated by the MPCA's stormwater program) have an interest and can serve as partners with stakeholder engagement. These include SWCDs, watershed districts, etc. I envision some kind of collaboration among these partners in disseminating information about the TMDL and the expectations of the regulated communities as well as long term planning efforts with the communities they represent.	Typically, my role does not include any portion of actually writing the implementation plan; however, there is a potential for input from the stormwater program and the various stakeholder mentioned above. I also review implementation plans with an eye toward their ability to guide Permittees toward compliance.	The role of the Stormwater Program, from a compliance and enforcement standpoint and as the NPDES designated entity in Minnesota, is to ensure wasteload allocations are being met, or progress is being made toward full compliance with the WLA. The degree to which the Implementation Plan is able to inform this process and help MS4s understand whether or not they are in compliance plays a big role.
4	Serve on various committees, organize workshops, send out emails announcing opportunities, collaborate with other organizations and agencies. Provide assistance in grant and project development and can act as a fiscal agent. We are a non-profit.	Yes, some our projects extend beyond our borders and work with neighboring counties. We have assisted with state-wide projects. We proactively try and identify opportunities that benefit the citizens and natural resources in our area.	Assist with developing workshops and outreach programs and materials for forestry and ag landowners, communities and public officials. As in the past we can assist with the writing and development of grants, and assist with their implementation. As a former teacher and environmental education coordinator for Virginia Tech Department of Natural Resources. I can assist with youth programs. In Virginia I was on the Chesapeake 2000 Committee and in particular on the "Education and Outreach Committee"	Assist with workshops and outreach. Grant and project development. Developing partnerships. Other as needed	Assist with workshops and outreach including youth. Grant and project development. Assist with implementation plan development. Assist with surveys. Other as needed
5	I only engaged a relatively small number of other NPS employees, with a priority on those people who potentially could be affected by the Lake St. Croix TMDL (i.e., NPS management types), mainly through informal conversations.	No	Frankly, little to none. Engaging stakeholders should be done by those with expertise in public outreach. I could, however, provide information to those with experience in public outreach, who could then engage stakeholders.	I likely could offer a professional opinion on prioritizing areas for implementation activities.	Planning and conducting water quality monitoring.

Lake St. Croix TMDL Basin Team Stakeholder Engagement Survey Responses					
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	How did you engage those you represent?	Did you engage others beyond those you formally represented? How?			
6	I work at the WCD and meet with County staff frequently.	Yes – we’ve been coordinating with MS4s and ag folks. And we’re working directly with the Watersheds.	We plan to be right in the middle of it as we are currently and will continue to be implementing many of the activities outlined in plan.	We can help in many ways. What role do you want us to play?	See above. We’re monitoring, prioritizing, educating, designing, implementing, and assessing to achieve water quality goals on a daily basis.
7	The Lake St. Croix TMDL has been discussed at Chisago County Water Plan Policy Team meetings. The Policy Team provides recommendations to the County Board on water related issues	No	The draft implementation plans will be discussed at the Chisago County Water Plan Policy Team meetings and we will respond with comments.	I plan to review the drafts. We have multiple TMDLs taking place in Chisago County on various timelines – from fully completed and implementation taking place – to TMDLs just beginning. We have substantial experience in TMDLs. We hope to provide useful comments and suggestions.	Chisago County, as a local unit of government, will welcome the opportunity to help carry out the action items defined in the Lake St. Croix TMDL. It is likely that many of these action items may be listed in the local TMDLs.
8	Forwarded information on the project to upper management and appropriate staff in the agency.	Involved other watershed stakeholders in related projects in Wisconsin via meetings/conference calls to discuss implementation strategies	Provide information on related and complimentary programs within the Wisconsin Department of Agriculture, Trade and Consumer Protection as well as share experiences from other TMDL projects in Wisconsin.	Provide a conduit of information to and from other TMDL projects in Wisconsin.	Provide technical staff resources, and potentially cost-share funds, to specific watersheds to implement nutrient management activities.
9	Regular meetings; produced parts of TMDL	No	Presenting technical results and ideas in meetings	Providing technical (scientific / engineering) support	Possibly providing technical review at early (conceptual design) stage for certain projects
10	n/a	Developed mailing lists (crop consultants, CAFOs, larger farms, communities etc.. on the WI side)	Encouraging Ag. Extension in Wisconsin to participate and get the word out to their clients. Assist with updating contact lists if needed. Assist with recommendations on meeting locations, news releases etc... if needed.	Reviewing strategies, recommending strategies (especially for the riparian land owners).	Education and outreach- perhaps future evaluation efforts

Lake St. Croix TMDL Basin Team Stakeholder Engagement Survey Responses					
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	How did you engage those you represent?	Did you engage others beyond those you formally represented? How?			
11	Work with internal staff via meetings and personal discussions	Talk with many other stakeholders in formal and informal settings to discuss the TMDL	Actively participating in formal and informal discussions and working as leader, supervisor and occasionally filling in as staff support and contract manager.	See #2 above	Actively working as leader and supervisor of participating staff at the MPCA. We will work with many others to assist in completing the plan (MPCA is taking responsibility to actively participate, fund and insure completion of the implementation plan). We will then work to insure active MPCA support of the variety of activities outlined in the implementation plan such as: <ul style="list-style-type: none"> <li>• Permitting of point source dischargers of effluent in St. Croix basin</li> <li>• Permitting and regulation of regulated stormwater</li> <li>• Active participation in St. Croix Basin Water Resources Planning Team</li> <li>• Project management of funded watershed projects in the St. Croix basin via MPCA programs</li> </ul> Provide MPCA support to address non-regulatory challenges in areas of agricultural runoff, land development, public education and citizen engagement as appropriate in areas identified in the implementation plan
12	I've informed Department staff members of the Implementation team's continued progress at bi-weekly staff meetings. In addition, we've continued to keep the Willow River/Lake Mallalieu Stakeholders Group informed on an ongoing basis as well.	Yes. The St. Croix County Sportsman's Alliance, and our respective County Committees also. I've taken the opportunity to discuss the Basin Team's efforts at these organizations various meetings, etc.	I plan to remain involved with the ongoing Basin Team meetings . In addition, I can carry suggestions for the plan from stakeholders of the Willow River/Lake Mallalieu TMDL.	Providing assistance with respect to gathering our specific, local information for planning purposes. In addition, keeping our stakeholders informed on ongoing planning efforts.	As a Land and Water Conservation Department, we will be concentrating on three contributing watersheds; the Willow, Apple, and Kinnickinnic drainage areas. We have the implementation of best management practices outlined and prioritized in our Land and Water Resource Management Plan. These BMPs are designed to control and limit phosphorus and sediment delivery to primarily surface waters.
13	Several are part of the implementation team. In addition, Conservation St. Croix was established.	No	I will be working with LGUs to encourage them to participate.	I see myself in providing technical input on the degree of targeting needed, budget and time estimates. In addition, I see myself engaging local units of government on the Minnesota side of the river.	The Board of Water and Soil Resources will be providing funding to LGUs implementing the plan.
14	Reporting back	No	I will be involved in the planning as I am in contact with many of the stakeholders through the course of my normal work. Hopefully I will contribute some knowledge as I have worked with the stakeholders for many years	Same as above	Hopefully as land use decisions are made, the TMDL plan can be incorporated into daily decision making

Lake St. Croix TMDL Basin Team Stakeholder Engagement Survey Responses					
	For those of you involved in creating the TMDL:		What role do you see yourself playing in engaging stakeholders to create the TMDL Implementation Plan?	What role do you see yourself playing in developing the TMDL Implementation Plan?	What role do you see yourself playing in carrying out activities to implement the plan?
	How did you engage those you represent?	Did you engage others beyond those you formally represented? How?			
15	For SCRA: I kept them appraised of the progress. At one Board meeting, I went through a PowerPoint presentation with background information. I invited MPCA and WDNR representatives to give talks at Board meetings.	Other conservation groups like the St. Croix Conservation Collaborative, and the Wisconsin St. Croix Basin Partners group, by discussing the progress on the TMDL and giving web links.	As an observer and liaisons.	Making suggestions for BMPs and serving as a reviewer of planning products.	I'm not sure, but certainly by implementing measures on my own land that come out of the plan.
16	We attend interagency meetings, often providing the meeting venue. We give presentations at public conferences and agency meetings. We document our findings in project reports submitted to funding agencies and in peer-reviewed journal articles.	Yes, but mostly only through presentations at public conferences and meetings.	Assuming the stakeholders are non-technical (the general public, farmers, and local officials), our role will be to try and make our research (a) understandable but not misleadingly simplified, and (b) common-sense enough to be believable.	Helping to prioritize locations (subbasins) and BMPs for load reductions.	I will provide data and graphics to those who must present the implementation plans to non-technical audiences. I will participate in such presentations to the degree requested by the Basin Team.
17			I see myself using outreach programs and activities as an opportunity to get feedback and suggestions from stakeholders on the TMDL implementation plan. We are also doing a pilot project in the St. Croix Basin for which we are planning focus group sessions with local elected officials and decision makers. If this kind of activity is also planned for the TMDL plan, I would like to try to coordinate the sessions so that we aren't asking people to participate in too many meetings.	I see part of my role is to connect the desired implementation actions with the outreach needed to make them happen. I worry that people often make a list of the things that are needed to meet a load reduction (such as 500 linear feet of shoreline stabilized) and then allocate time and funding only for the design and installation of these projects, and not also for the outreach needed to secure willing landowners or the education for local officials to change the shoreline buffer ordinances.	I see myself doing the outreach activities to make the implementation activities happen in Washington County.
18	Personal contacts	Yes, I routinely contact other state agencies involved and local units of government.	I will be contacting local units of government in Wisconsin to keep them engaged in the implementation planning process. I will also be in routine contact with staff from WDATCP.	I will have a co-lead with Kathy Bartilson directing WDNR involvement in the development of the implementation plan.	This will dependent on the final scope of work for the development of the plan. I will participate where I can be most effective. This will require providing direction in plan development, review and coordination of WDNR plan approval.

Lake St. Croix TMDL Basin Team Stakeholder Engagement Survey Responses					
	For those of you involved in creating the TMDL:		What role do you see yourself playing in engaging stakeholders to create the TMDL Implementation Plan?	What role do you see yourself playing in developing the TMDL Implementation Plan?	What role do you see yourself playing in carrying out activities to implement the plan?
	How did you engage those you represent?	Did you engage others beyond those you formally represented? How?			
19	Input from local staff and our central office via e-mail, meetings, etc., at decision points in the process. Also, local staff participated in stakeholder and sector meetings in 2009.	Numerous phone conversations with outside groups and individuals wanting more information on the TMDL process and likely outcomes, especially with the point sources. Also, contacts with Land Conservation Departments in Northern Wisconsin.	I'd like to be the main contact to distribute information or invitations to the point sources and northern WI Land Conservation Departments (with John Haack, UWEX St. Croix Basin Watershed Educator).	Working on point source and ag sector requirements and recommendations; coming up with recommendations for stormwater for small communities (too small to be part of an MS4). Helping invite stakeholders to be part of the process/helping host any needed meetings, etc. Reviewing content draft plans for appropriate measures for Wisconsin stakeholders.	Working with staff and regulated entities to include TMDL limits and compliance measures in WPDES permits for point sources. Working with staff on outreach efforts for implementing voluntary measures with the non-regulated sectors (ag and small communities come to mind). Working with county staff on ways and locations to get the best phosphorus savings in each county.

	What value can the facilitators (Bonestroo and CR Planning) add to stakeholder engagement?	What was the biggest barrier to engaging stakeholders in creating the TMDL? (What worked, what didn't work, who didn't show up)	Who are five people we should solicit advice from regarding potential content and strategies for the stakeholder engagement strategy?
1	How to get rural and urban interests talking	N/a – because it didn't help, but Brown's Creek TMDL had issues with little rural input/others not engage unless problems or opposition	Angie Hong – EMWREP Jay Riggs – WCD Carver County Environmental Services – because of their experience
2	Neutrality	The researchers and scientists intimidate others and expect outsiders to fit into their world. I am not convinced we should consider the same group that did the TMDL writing as the implementors	Commodity groups Forestry groups
3	I think one of the biggest challenges we're going to face is the fact that we're approaching Lake St. Croix at a different angle than the "typical" TMDL process. Facilitators may be able to help deliver the message about why this process is different as well as frame the goals and outcomes in such a way that everyone is on board and less of the blame game is played.	It is tough to get Permittees to show up if you're not providing them with new information. When the same message is presented at multiple meetings and it doesn't seem to them as progress is being made or anything is different, they become disinterested. It is also important to let them know what this means to them as Permittees – what do I have to do...	I believe Denise Leezer provided you a list of the regulated MS4s and their contacts. If not, I can provide that. Please note that Rice Creek WD and White Bear Township may be included on the list you received, and they should not be. They are not receiving WLAs in this TMDL. Please contact me directly if you have questions on this (you can also refer to the table in the TMDL report that lists all regulated MS4s).
4		<p>Ownership, recognition that they are part of the watershed. Ag and forestry landowners need to see how what they do is a value to them personally- includes economics. Change mind sets i.e. shoreland buffers are weedy, native aquatic vegetation interferes with recreational opportunities. Pointing the finger at one group, when I hear 95% of problem is ag, I don't believe it. Need to be more specific as to what and where the problems lie instead of blanket statements. This isn't helpful to ag community- it doesn't identify priority areas to work on. What are the biggest problems?- erosion and runoff from fields?, livestock nutrient management? Rather than technical reports need something understandable to the layman.</p> <p>Also based on my experience working with forestry landowners, most foresters focus on timber management which is lost on most landowners. Most people who own forest land own it for other reasons such as recreation, wildlife- so trying to get people to forest stewardship planning for timber production is a lost cause- need to focus on peoples' interests such as managing for wildlife. The same goes for water quality. TDML's don't mean much to the average person, so to talk about reducing TDML's and installing practices doesn't get us anywhere- need to sell a bigger picture and identify what people want -&gt; social marketing.</p> <p>Lack of capacity- with declining budgets many organizations such the SWCD's and counties have decreased staff. In MN we don't have anyone in Extension that works in this area in water quality, forestry or with communities, and only one ag agent in Carlton County.</p> <p>Money. The installation of BMP's are costly. Based on my experience in writing grants we can do 6 to 8 projects per \$100,000 and I am not always sure these have the intended outcome. Even with 75%- 90% cost-share many landowners are reluctant to implement practices. No evaluation after BMP's installed because agencies lack staff.</p> <p>Need more emphasis on protecting existing resources and supporting those who are doing the right thing. Support programs like NRCS CSP which rewards those who are doing things right rather than EQIP which tries to fix problems created by bad management.</p> <p>Fragmentation of Landscape- need more focus on conservation easements, green spaces and corridors.</p> <p>Lack of coordination of plans and efforts. There are currently several plans for the area that I know of including the county water plans, the St. Croix Basin Plan, The Snake River Watershed Plan, and the East Central Landscape Forest Management. These and other agency plans have goals and objectives that address water quality but I'm not sure they are a coordinated effort. Another of my pet peeves is when one part of an agency does something contrary to another part- for</p>	<p>Don Baloun, State Conservationist USDA NRCS <a href="mailto:don.baloun@mn.usda.gov">don.baloun@mn.usda.gov</a> 651 602-7900 Lindberg Ekola, MN Forest Resource Council <a href="mailto:Ekola.mfrc@charter.net">Ekola.mfrc@charter.net</a> 320 256-8300 Troy Salzer UM Extension, Carlton Co. <a href="mailto:salze003@umn.edu">salze003@umn.edu</a> 218 384-3511 Barb Liukkonen UM Extension <a href="mailto:liukk001@mn.edu">liukk001@mn.edu</a> 612 625-9256 Don Hickman Initiative Foundation <a href="mailto:dhickman@ifound.org">dhickman@ifound.org</a> 320 632-9255 Someone from the MN Department of Ag</p>



	What value can the facilitators (Bonestroo and CR Planning) add to stakeholder engagement?	What was the biggest barrier to engaging stakeholders in creating the TMDL? (What worked, what didn't work, who didn't show up)	Who are five people we should solicit advice from regarding potential content and strategies for the stakeholder engagement strategy?
		<p>example DNR boat landings typically lack BMP's and if they do are poorly designed- many boat landings are conduits for runoff into lakes and rivers by their very nature.</p> <p>Groups such as NRCS, Farmers Union, NGO's such as the Turkey Federation not included- they all do conservation efforts that benefit WQ though it might not be their primary goal.</p>	
5	I'm not sure, maybe ensure that the different categories of stakeholders are invited/represented at the meetings?	I wasn't really involved in engaging stakeholders, but my impression is that engaging stakeholders was somewhat perfunctory and just meeting a requirement in the TMDL development process. Stated another way, stakeholder meetings were held but participation by stakeholders was less important than the fact that the meetings were conducted and that particular requirement could be "checked off".	
6	We need a plan that is focused on achieving our water quality goals. Getting real input and ideas on how this is and should happen is critical.	The TMDL is not done. The biggest barrier is actually engaging the stakeholders. There are many great contacts we can tap into to engage the ag community (such as SWCD board members). We also still need to engage the MS4 cities to discuss the WLAs in the draft report.	<p>The St. Croix MIDS Pilot Steering Committee: Craig Mell, Chisago SWCD; Torry Kraftson, City of Stillwater; Jerry P. Spetzman, Chisago County; Julie Dressel, City of North Branch; Brad Matlack, Carlton SWCD; and all the other SWCDs and LCD folks in the Basin.</p> <p>Chisago SWCD's board of Supervisors WCD Board Chair, Louise Smallidge</p>
7	You can provide us with the tools and expertise to help us locally engage the citizens of Chisago County.	It's a very large watershed with lots of people. It's really too big to get meaningful input when working on such a large scale. It's tough enough to get people to show up at meetings to discuss the lakes in front of their own houses. I think getting input from the people who work with the people you're trying to reach may be all you can expect. We are having substantial difficulty in getting agricultural landowner participation in one of our TMDLs.	<p>All SWCD's and Land Conservation offices in Minnesota &amp; Wisconsin</p> <p>Representative from county government from each county Local Farmers Union &amp; Farm Bureau Representative of each county water plan</p>
8	Provide information to stakeholders on the role of local land conservation audiences, as well as the programs of state and federal conservation agencies.	Farmers need to see actual runoff risk maps which show where problems are.	<p>Patrick Sutter                      Dane County <a href="mailto:Sutter@co.dane.wi.us">Sutter@co.dane.wi.us</a>      (608) 224-3730      Land Conservation Division</p>
9	Strengthening stakeholder engagement	Reliance on general notification methods failed; only a handful of non-agency people attended each of the two meetings (< 5 at Hinckley, < 15 at Hudson)	<p>Jay Riggs                              Washington Conservation District Craig Mell                              Chisago SWCD Mayors and City Council members of regulated MS4s Board members of counties in Basin District Conservationists from counties in Basin</p>

	What value can the facilitators (Bonestroo and CR Planning) add to stakeholder engagement?	What was the biggest barrier to engaging stakeholders in creating the TMDL? (What worked, what didn't work, who didn't show up)	Who are five people we should solicit advice from regarding potential content and strategies for the stakeholder engagement strategy?
10	<p>New less biased approach                      Work with Ag. Interests (Dairy Business men's association, NW Grazers Association, MN Corn producers etc... to encourage dialog and discussion regarding effective/ do-able implementation strategies).                      Work with community engineers (association if they have one) and waste water treatment associations to discuss effective and do-able implementation strategies.</p>	<p>Ag. Community- both producers and association don't show up                      General Citizens are not interested                      The whole non point community has very little reason to show up- no new regulation to worry about so why bother coming?</p>	<p>Jay Micheles EOR                      Paul Kivlin Discovery watershed                      715-425-3112                      Wisc. Secretary of Ag                      Jim VandenBrook, Wisconsin Dpt of Ag. Water quality specialist 608-224-4501                      Wisconsin Corn Growers Association                      Wisconsin Dairy Business Men's Assoc.                      Land O' Lakes Cooperative                      Wisconsin Farm Bureau                      PDPW Professional Dairy Producers of Wisconsin                      Ellsworth Cooperative                      NW Wisconsin's Waste Water Operators Association                      Wisconsin League of Municipalities                      Bob Heise , St. Croix County Land and Water Conservation Dpt. 715-6842874 ex.3                      Tim Ritten, Polk County Land and Water conservation dpt. 715-485-8699                      Pete Prusak, WI DNR wastewater engineer, Cumberland 715-822-2152</p>
11	<p>Assist in getting key stakeholders impacting St. Croix water quality "to the table" and then effectively using their time to insure full engagement in the process, contribution of their ideas as we develop a plan and commitment to work with others to address St. Croix basin water challenges</p>	<p>It has been hard to get active participation of stakeholders who live further away from the river in that they do not have a strong connection to Lake St. Croix or the St. Croix River.                      It has been difficult to get agriculture to the table especially in Minnesota. It seems to me that Agriculture is suspicious and defensive about TMDLs and water quality issues and does not feel that working in the early stages of this project is worth their time and it often appears that they do not trust people working on water quality issues.                      There has been some tension between the MPCA and others (counties, SWCDs and to some extent other state agencies and citizens) that act like that the MPCA is becoming overbearing in this process and attempting to push our agenda on others.                      What seems to work well is us collaborating with the St. Croix Basin Water Resources Planning Team, our support of the annual St. Croix Conference, providing financial assistance to related activities and us working as partners in collaborative monitoring, research and basin wide planning via the St. Croix Water Quality Resources Planning Team. Most stakeholders also accept the Agency performing its mandated roles of managing water quality standards and regulating end of pipe and regulated stormwater within our regulatory authority.</p>	<p>Lynn Kolze MPCA                      lynne.kolze@state.mn.us 651-757-2501                      Kristin Van Amber MPCA kristin.van  <a href="mailto:amber@state.mn.us">amber@state.mn.us</a> 651-757-2791                      Chris Zadak MPCA                      christopher.zadak@state.mn.us 651-757-2837                      Wayne Anderson MPCA  <a href="mailto:wayne.anderson@state.mn.us">wayne.anderson@state.mn.us</a> 651-757-2195                      Milt Thomas MPCA  <a href="mailto:milton.thomas@state.mn.us">milton.thomas@state.mn.us</a> 651-757-2775</p>
12	<p>I believe they have experience in developing a strategy to form stakeholder groups and at the same time, keep those stakeholder members engaged throughout the planning process.</p>	<p>I believe the largest barrier was the overall time commitment needed from the individual. There are many demands on peoples time. I think many times these folks are asked to be members of stakeholder groups and then at the end of the process, feel their suggestions are put aside. In short, I think they believe their opinions and or suggestions are of little value to us a resource managers</p>	<p>Buck Malick SCC – Board Supervisor                      715.386.5962                      Paul Kivlin UW Extension– Discovery Farms                      715.425.3112                      Robert Heise LWCD and Parks Director                      715.684.2874 ext 129</p>

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13	Make the process seem less top down and more collaborative for the local units of government and citizens who will actually be getting the implementation on the ground.	Too technical Too far for people to drive Lake St. Croix too disconnected from a lot of the areas in the northern watershed.	Tracy Fredin Hamline University <a href="mailto:tfredin@hamline.edu">tfredin@hamline.edu</a> Mae Davenport University of Minnesota <a href="mailto:mdaven@umn.edu">mdaven@umn.edu</a> Karlyn Eckman University of Minnesota <a href="mailto:eckma001@umn.edu">eckma001@umn.edu</a>
14	Experience	Figuring out how to engage the Ag sector and how to engage all stakeholders in a voluntary program, with no enforcement capacity.	Don't know, many are already at the table, probably Dept. of Ag Mn, Watershed districts
15	Getting the ag community to the table early and often.	Getting people to attend informational meetings. The format was fine and the locations were representative of the Basin. The ag community wasn't at the table, except for county land and water/soil and water conservation districts, who did a good job.	Jim Harrison Retired All are on the Basin Team email list. Buck Mallick SCRA John Haack UW-Extension Jay Riggs Washington Conservation District Bob Heise St. Croix County Craig Mell Chisago County
16	You may be part of the team that provides the critical bridge between the science supporting the TMDL and the lay-audience stakeholders that have to decide whether to play along or not.	Not something I know much about.	
17	Help with facilitating focus groups & community meetings. Cataloging and coordinating the efforts of various partners working on the project.		Karen Kill: Brown's Creek Watershed District, <a href="mailto:Karen.kill@mnwcd.org">Karen.kill@mnwcd.org</a> , 651-275-1136 x.26 Jay Riggs: Washington Conservation District, <a href="mailto:jriggs@mnwcd.org">jriggs@mnwcd.org</a> , 651-275-1136 x.20 Karlyn Eckman: U of M Water Resources Center, <a href="mailto:a001@umn.edu">a001@umn.edu</a> , 612-625-6781 Gregg Thompson: City of Eagan, 651-675-5335, <a href="mailto:GThompson@cityofeagan.com">GThompson@cityofeagan.com</a> John Haack, UW Extension, <a href="mailto:john.haack@ces.uwex.edu">john.haack@ces.uwex.edu</a>
18		Ag producers definitely did not show up. LCD staff are clearly unsure of their role in the plan development.	

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19	<p>Meeting logistics and facilitation – keeping discussions on track and following the agenda                      Setting up an overall game plan and developing key questions to ask of stakeholders.                      Possibly coming up with a BMP matrix that rates each BMP by what sector(s) should use it, predicted effectiveness in keeping phosphorus out of the water, barriers to getting it implemented, and how widespread it could be used (geographically across the basin). This would tell us which ones are the easiest, cheapest, most effective, and could be most widely used. It doesn't mean the others aren't worth doing, but rather which are most worth doing (and possibly worth funding).                      Also, we need to develop a list of the comprehensive ways implementing BMPS will help all waters of the basin, not just saving phosphorus (example, keeping stormwater clean will keep phosphorus out the water, but also sediment, nitrogen, VOCs from gasoline, road salt, atmospheric mercury and other air-borne pollutants, herbicides, pesticides, bacteria and viruses, etc.).                      Final report preparation and celebration.</p> <p>CAUTION: Focus implementation on water quality improvements across the whole basin, and not focus just on improving Lake St. Croix. Many people in the watershed will rally behind extra effort and cost to protect the lakes and tributaries in their locale, but will not identify with recreation on (or have a "sense of place" for) Lake St. Croix.</p>	<p>a. Change – a new limit for the point sources; new BMPs needed of ag                      b. Acceptance – is this just another acronym? Will the requirements be fair across all involved sector groups?</p>	<p>Ask these Wis. LCD Directors for key ag stakeholders: Polk, Burnett, St. Croix. – I can provide contact info as needed.</p> <p>MPCA coordinators that have had successful projects. We haven't done implementation to this level in Wisconsin yet.</p> <p>Also, our WDNR Implementation Coordinator, Corinne Billings – 608/264-6261 Corinne.Billings@wisconsin.gov</p>