

Objectives, Policies and Goals

The District believes that it should manage its waters in a manner that is citizen focused and resource specific. As is shown in this Plan, the District program is wholly consistent with water policies and priorities at the Federal and state levels. Each project is linked to and advances the broader agenda to improve water quality. Ultimately, the citizens who either live in the watershed or use its water resources are the District’s stakeholders, and thus, benefit most from improved water quality and volume control.

2.1 Conservation Ethic

The Managers use the following guiding principles in management of the Riley Purgatory Bluff Creek Watershed District:

- **“One Water” Resource Management** – The water resources of the District are interdependent. This Plan addresses this relationship by implementing studies and programs from “top to bottom” of each watershed. Improvements made through this approach will have positive downstream impacts that assist implementation of future projects.
- **Citizen Leadership and Priority** – The tax-payers who fund the District’s programs must be recognized in District decision-making. Their current and desired uses for water resources will drive priorities of the District.
- **Restore and Protect** – Cooperation with project partners on the local, state, and federal levels will achieve the greatest benefit for restoring and protecting water uses. A clearly defined role for each participant creates opportunity for shared benefits and eliminates the potential for duplication of effort.
- **Resource Specific** – Detailed goals and plans for improvements to the uses of lakes and streams enable the creation of best-value solutions that maximize the benefit of program expenses for efficient and real progress. Undue delays in attacking resource problems result in genuine costs to uses of water.
- **Measurable Benefits** – This Plan establishes uniform systems for classifying and evaluating use of District waters – particularly by aquatic communities, recreational users, and wildlife. By applying State systems, the Managers will be better enabled to identify paramount water resources and appropriately manage them.

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leadership, a focus on best-value solutions, and cooperation with watershed partners will create the greatest opportunity to affect change. The Managers of the Riley Purgatory Bluff Creek Watershed District intend this Plan to be another meaningful step toward our vision for a community of restored and protected waters.

2.2 Adoption of National Goals and Policies and State Policies

The District adopts and intends to achieve national goals and policies and state policies for water resources. The District also adopts and intends to achieve unique goals specific to individual water resources. Goals for water quantity and quality, recreation, fish, wildlife and public participation are adopted for each water resource. These unique goals intend to specifically apply national goals and policies and state policies to individual water resources of the District.

As described above, the mission of the District is in place to advance the goals and objectives of Minnesota water resource management agencies. In particular, the Environmental Quality Board's Watermarks 10-Year Plan, the DNR's Strategic Conservation Agenda, and the MPCA's 2008 Strategic Plan call out specific priorities in the management of water resources. Each project identified by the District in Section 7 – Implementation Plan is linked to at least one of the priorities identified by these Minnesota water resource management documents.

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Environmental Quality Board – Watermarks

The Environmental Quality Board (EQB) *Watermarks* serves as Minnesota's 10-year water plan. The document was developed through an interagency process that included the Minnesota Board of Water and Soil Resources, the Department of Natural Resources, the Pollution Control Agency, and the Metropolitan Council, among others. The plan is organized by overall common goals and objectives for the state, along with specific indicators and targets for each of the ten major river basins in Minnesota. A summary of the goals and objectives and select indicators and targets are provided for the Minnesota River Basin in table 2-1 below.

TABLE 2-1
 Summary of Applicable EQB Watermarks 10-Year Plan Content (Minnesota River Basin)

Goal	Objective	Indicators and Targets
Minnesotans will improve the quality of water resources.	A. Protect and improve water quality in rivers and streams	Transparency readings, phosphorous loading in MN River, nitrogen concentrations, sediment loading, biochemical oxygen demand
	B. Protect and improve lake water quality	
	C. Protect and improve groundwater quality	
Minnesotans will conserve water supplies and maintain the diverse characteristics of water resources to give future generations a healthy environment and a strong economy.	D. Maintain groundwater levels to sustain supply to surface water bodies	Number of calcareous fens protected
	E. Maintain hydrologic characteristics of surface waters that support beneficial uses	Number of new building permits for shoreland areas
Minnesotans will restore and maintain healthy aquatic ecosystems that support diverse plants and wildlife.	F. Ensure aquatic environments are suitable for healthy self-sustaining communities of plants and animals	Bald eagle, frog & toad, mussel community populations; number of species on threatened or endangered species lists
	G. Limit geographic range of exotic species	
Minnesotans will have reasonable and diverse opportunities to enjoy the state's water resources.	H. Provide access to water-based recreation sites	Miles of stream corridor easements, percent of public water accesses meeting ADA requirements
	I. Improve or maintain quality of water recreation	

Minnesota Department of Natural Resources – Strategic Conservation Agenda 2009-2013

The Minnesota DNR’s *Strategic Conservation Agenda* provides an overview of large-scale trends that affect the management of natural resources in Minnesota. For each trend, at least one strategic direction is identified. The applicable trends and strategic directions from this Agenda are summarized in Table 2-2 below.

TABLE 2-2
Summary of Applicable DNR Strategic Conservation Agenda Content

Trend	Strategic Direction	Long-Term Outcomes	Key Measures
Changes in Outdoor Recreation Participation	Connecting People to Minnesota’s Great Outdoors	Healthy, functioning watersheds and landscapes support high-quality outdoor recreation opportunities.	Recreation participation rates User satisfaction levels
Changes from Growth and Development	Water Protection and Planning	Landowner, businesses, local units of government, and state and federal agencies receive information and assistance to make well-informed decisions for water sustainability Ground water and surface water are used in a way that does not degrade them for future generations Healthy natural systems provide clean water and other ecological, economic, and recreational benefits.	Water Resources Data (Number of monitoring sites and stream gaging of major watersheds) Water Quality (Proportion of tested waters that are impaired) Aquatic Invasive Species (specific reference to zebra mussels and Eurasian watermilfoil) Shoreland and Wetland Habitat Conservation Stream Restoration Projects

Minnesota Pollution Control Agency – 2008 Strategic Plan

The MPCA’s Strategic Plan charts the agency’s strategic direction for the next several years. The goals and objectives therein reflect the MPCA’s “core” work and agency aspirations. One of the Strategic Plan’s visions relate directly to the District’s goals and objectives, as summarized below in Table 2-3.

TABLE 2-3
Summary of Applicable MPCA 2008 Strategic Plan Content

Vision	Goal
Minnesota has clean, sustainable surface and ground water	W.2: Assess chemical, physical, and biological integrity of Minnesota's lakes, streams, and wetlands to identify if designated uses are being met.
	W.3: Protect and improve the chemical, physical, and biological integrity of Minnesota's lakes, streams, and wetlands.

2.3 District Goals and Watershed Management Approach

2.3.1 Vision

The Conservation Ethic described in Section 2.1 of this Plan provides guiding principles for the Managers in management of the Riley Purgatory Bluff Creek Watershed District, notably in regard to how the Managers will choose to address the watershed issues as identified in Section 1.4. Within the context of this “3rd Generation Plan” and previous accomplishments of the District, the Managers have created a vision for implementation of this Plan, as follows:

The Riley Purgatory Bluff Creek Watershed District will achieve sustainable uses appropriate for each water body of the District.

Achievement of this vision will result in:

- Waters dominated by diverse native fish and plant populations,
- Lakes with water clarity of 2 meters or more,
- Delisting of half of all impaired (303d) lakes or stream reaches,
- An engaged and educated public and scientific community participating in adaptive management activities, and
- Regulatory recommendations necessary for municipal, county, and state authorities to sustain the achieved conditions.

Achievement of this vision requires long-term and short-term goals which will help guide decision-making and prioritization of resources.

2.3.2 Long-Term Goals

Long term goals are those goals that do not change from year to year or even from watershed plan to watershed plan; however significant progress toward these goals should be demonstrated through the 10-year term of this Plan. The District’s long-term goals are in

keeping with its guiding principles and national and state goals and policies. The long-term goals are as follows:

- Long-Term Goal 1. Improve water quality to fully support swimming in designated lakes;
- Long-Term Goal 2. Improve water quality to fully support designated uses for water bodies, and remove water bodies from the Minnesota Pollution Control Agency list of impaired waters;
- Long-Term Goal 3. Preserve vegetation and habitat important to fish, waterfowl, and other wildlife while also minimizing negative impacts of erosion; and
- Long-Term Goal 4. Maintain control of floodwaters and limit the impact of runoff quantity and rate on receiving water bodies.
- Long-Term Goal 5. Alter stormwater hydrographs (streamflow) through infiltrative strategies that reduce peak discharge rates and overall flow volume.
- Long-Term Goal 6. Include supportive actions in District project development and implementation toward ongoing Hennepin and Carver County groundwater planning and implementation.
- Long-Term Goal 7. Support municipal enforcement of the Wetland Conservation Act, including information about the Wetland Health Evaluation Program (WHEP), proactive participation in implementation of WCA requirements on District projects, and use of the District watershed model as appropriate to assist in the identification of high priority wetlands for protection, restoration, or potential wetland banking opportunities.

Note: the District contains no public ditches, therefore no goals have been identified specific to this resource area.

2.3.3 Short-Term Goals

Short-term goals are the intermediate goals that serve as guideposts to accomplishment of the District's long-term goals and vision. Substantial achievement of these goals is expected in the first half of the plan's 10-year term.

- Short-Term Goal 1. Address or eliminate the impact of carp on eutrophication in District lakes.
- Short-Term Goal 2. Develop a sustainable Communications Program that enables proactive actions by District citizen leaders and related partners to participate in project implementation and share costs.
- Short-Term Goal 3. Complete a watershed model for each of the three creek watersheds to assist in providing feedback regarding oversight of regulatory implementation. The model will also be used to identify project opportunities and site-specific best management practices aligned with long-term goals, including phosphorus and runoff management, and erosion control.

- Short-Term Goal 4. Develop a higher level of cooperation with municipalities and other watershed partners; this may include the development of cost-share programs and coordination of planned expenditures for addressing watershed issues.
- Short-Term Goal 5. Determine external, internal, and upstream waters loading contributions to the phosphorus budget of District lakes; work to reduce and manage phosphorus loading to District lakes through clearly defined projects according to respective sources and the District One Water Management Approach.

2.3.4 ONE WATER Watershed Management Approach

This Plan’s intermediate goals reflect not only federal and state goals and policies and the District’s strategic goals, but also the District’s approach to watershed management. ONE WATER places the emphasis on a holistic approach to protecting and restoring the District’s water resources. This approach includes the following elements:

- **Top to Bottom.** Problems in each creek watershed should be addressed progressing from the upper to the lower reaches of each watershed where appropriate. By following the general flow it is anticipated project benefits will not be impeded by tributary conditions. The project expenditures intend to provide additional treatment of water resources through non-regulatory strategies, which will complement the minimum treatment provided through regulatory strategies overseen by State agencies and municipalities.
- **Issues not Addressed by Others (“Gaps” in Watershed Management).** An example of this would be lake internal nutrient loading. Given municipalities own and operate the systems generating external nutrient loads, and have substantial storm water utility funds available, the Managers judged it best to focus limited resources upon the internal nutrient loading problems. The Managers believe by reducing internal loading in conjunction with municipality-led external load reductions, water quality conditions in the lakes will be greatly improved and substantially reduce the potential need for retrofits.

Essentially, the Managers are undertaking to fill a gap arising from untreated internal loadings, which is necessary and indispensable step in restoring and protecting beneficial uses of water. The Managers intend projects to complement and supplement the treatment of external loadings achieved through State or municipal permitting and mandated municipal storm water pollution prevention programs.

By pursuing the principal source of nutrient problems not addressed by others, *internal loadings*, the Managers are seeking to focus upon those factors comprising water resource integrity which likely provide the most substantial benefit at least public cost; that is, a best value restoration path. If successful, the Managers will significantly reduce and avoid additional or continuing regulatory obligations being imposed upon municipalities and restore lakes very important to the quality of life within District communities.

- **Fiscal Stability.** The Managers believe that fiscal stability is achieved by optimizing project spending to bring the best value to the District. This coupled with no legacy liabilities and low administrative costs results in a stable levy. Stable levies are desirable

because they are more readily accepted by tax-payers and allow for more efficient long term planning.

- **Petition Projects.** The Managers have established basic water management funding to respond to municipal petitions should TMDL assessments or implementation programs identify retrofit projects. The City of Minnetonka has undertaken an initial petition for work on Purgatory Creek, whilst the Cities of Chanhassen and Eden Prairie recently petitioned for work on Riley Creek and Lake Riley, which has been completed. This approach of providing 509 funding towards internal loading and restoration projects complemented by basic water management funding for retrofit projects is an effective response to problems assessed in the completed use attainability analyses. This approach also enables coordination between the District and the municipalities and fosters local support for District projects.
- **Adaptive Management.** Adaptive management recognizes that a watershed management plan is rarely a linear endeavor where one can develop a plan and carry it out and come to the predicted result without any changes along the way. The watershed manager will gain knowledge about the watershed as different activities are carried out, some successful, some unsuccessful, and some not as successful as predicted. Adaptive management requires the following steps:
 1. Adopt and implement a watershed management plan,
 2. Continue monitoring as planned activities are carried out,
 3. Evaluate monitoring results, and
 4. Adjust the watershed management plan based on the results evaluation.
- **Pilot to Full.** One economical way to apply adaptive management techniques is to test a potential solution prior to final implementation. This has the advantage of a lower cost expenditure while determining the efficacy of a preferred solution. It also provides a better understanding to the requirements to go full scale implementation.
- **Resource Conservation.** A key part to any watershed management approach is the protection of healthy resources. Quite simply it is less expensive in the long run to maintain a healthy resource than it is to restore it.
- **Public Communication and Stakeholder Participation.** Public support for watershed management activities is a key part of sustainable watershed management. The two proven methods to garner and maintain that support are public communications and stakeholder participation. These activities help align the efforts of others with those of the District.

In doing so, the District is undertaking the ONE WATER watershed-wide approach and carefully assessing the water resources of the District. The following schematic (Figure 2-1) outlines the approach.

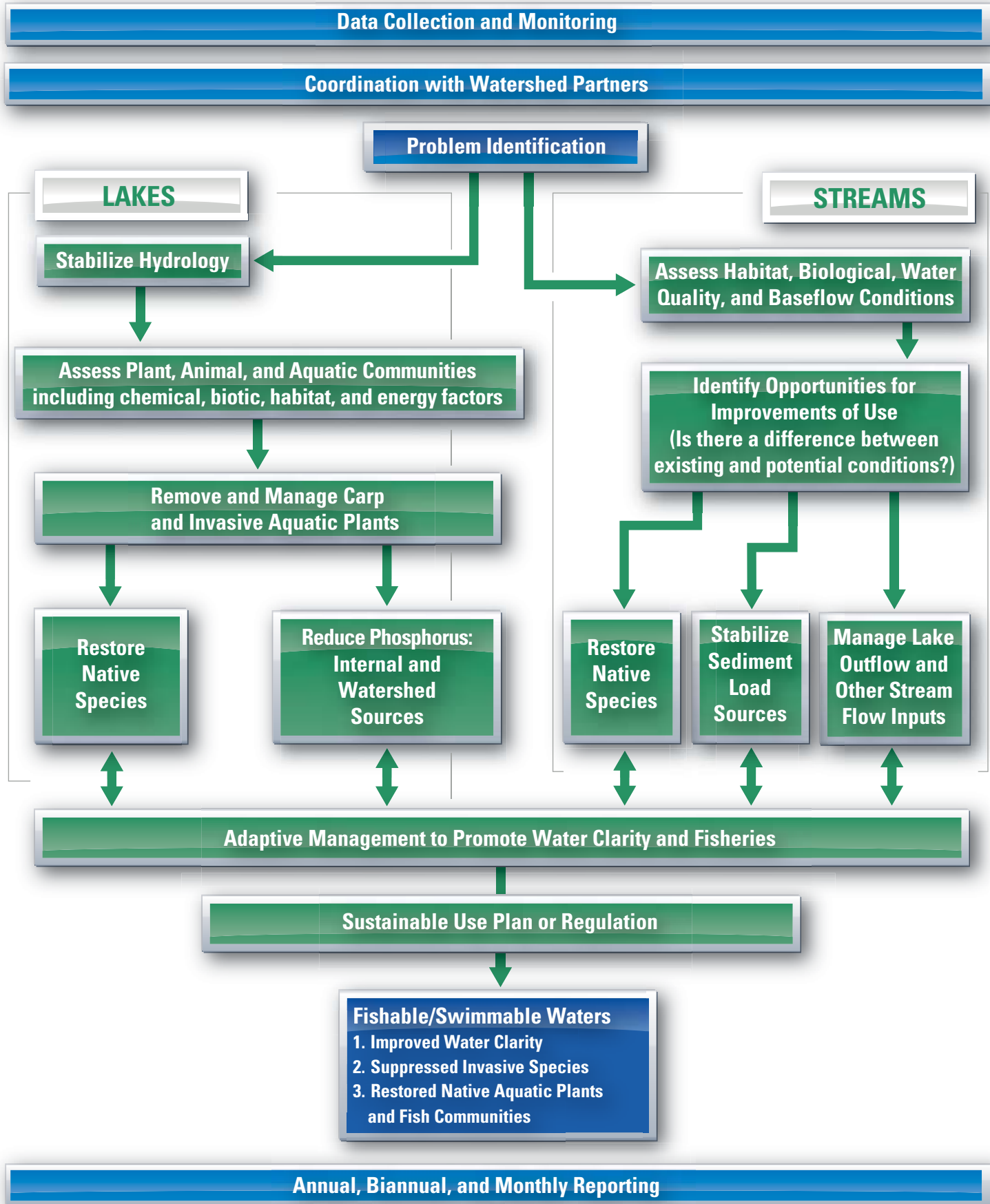


Figure 2-1

**Water Quality Improvement Plan
Riley Purgatory Bluff Creek Watershed District**

All projects and activities of the Riley Purgatory Bluff Creek Watershed District relate to one or more points on this process map

The existing and proposed projects are generally progressing from upper to lower reaches of each watershed, where appropriate. By following the general flow it is anticipated project benefits will not be impeded by tributary conditions. In some situations the need for a project may outweigh the need to follow the “upper to lower” approach. In such cases a project may be pursued accordingly, thus providing an example of the District’s adaptive management approach.

District project expenditures will frequently provide additional treatment of water resources through non-regulatory strategies. These strategies complement the treatment provided through regulatory strategies overseen by State agencies and municipalities.

2.4 Municipal Coordination

The Technical Advisory Committee (TAC) provides a forum for member communities to engage with the District on watershed issues. In development of this Plan, TAC members were given a review draft of the Plan to provide feedback for consideration by the District.

2.4.1 Municipality Priorities

At a meeting of the Technical Advisory Committee (TAC) in April 2009, each participating municipality was asked to provide its current water resource management priorities. As referenced above, the District mission is intended to complement and support the activities of its member municipalities as appropriate. While municipal priorities are expected to change, the lists provided by each city helped create a frame of reference for the District as it prioritizes its own projects. The District will continue outreach to municipalities to maintain an ongoing list of city priorities in watershed management.

Overall, the member cities noted an interest in further guidance and technical support for standards that are currently in place. Road reconstruction is a notable topic in this regard for the cities.

2.4.2 District Expectations for Municipal Involvement

As described in Section 7 (Implementation Plan) of this Plan and Appendix A (10-Year Budget), the District has set aside funds in the 10-Year Plan for municipally petitioned projects. The District expects municipalities to work cooperatively (at the TAC level) toward the identification of projects that match municipality priorities and District objectives.

Each project brought forward will be evaluated based upon the particular circumstances and the scientific and ecological aspects which are to be advanced. Municipalities shall identify the State and District goals, objectives, and strategies which will be advanced. The District will consider cost-sharing opportunities within its available financial resources. The Managers are prepared to consider additional levies so long as such levies are explicitly supported and advocated by the petitioning municipality.