SECTION 1.0 EXECUTIVE SUMMARY

1.1 Watonwan Watershed Background

The Watonwan River Comprehensive Watershed Management Plan (WRCWMP), developed through the One Watershed, One Plan (1W1P) program represents an evolution from traditional, county-based water planning to watershed-based planning. The 1W1P program is a statewide effort which combines local entities that would otherwise have separate local plans into one combined planning effort to address resource issues considered most important during the planning process. In the Watonwan River Watershed (WRW), this brings six counties and six soil and water conservation districts (SWCD) together to develop one cohesive, comprehensive, and implementation-focused water planning document.

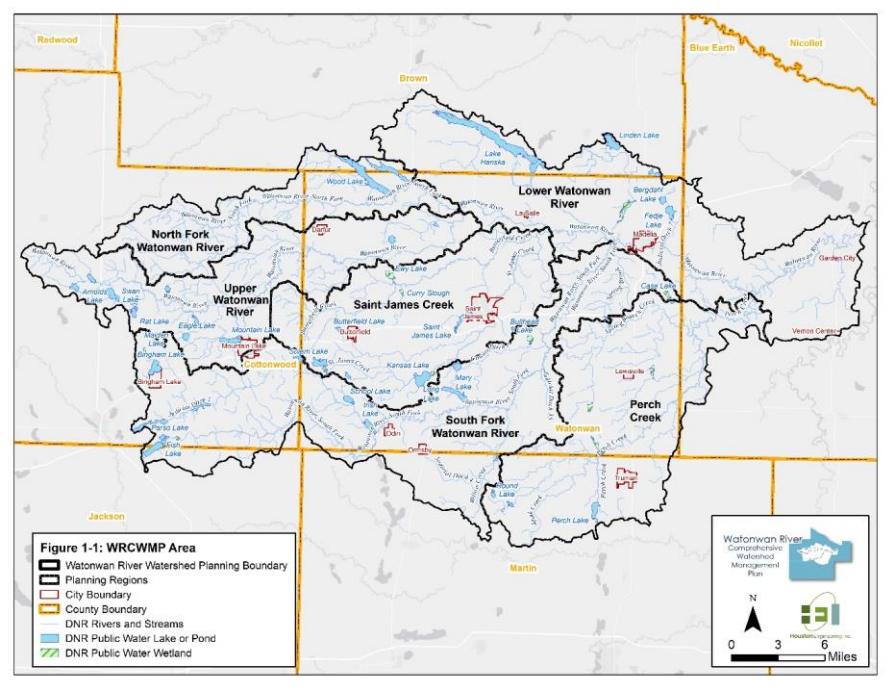
The WRW 1W1P process is intended to result in a more unified, effective, and science-based approach to address resources that are most important locally. The information contained within this plan came from a compilation of existing local water management plans, studies, reports, models, scientific data, and state strategy documents. This comprehensive plan addresses more than just surface water management (rivers, streams, lakes, and agricultural drainage systems), but also considers land stewardship (urban, rural, and riparian/shoreland stewardship), groundwater, and local knowledge base and public awareness. There are a wide variety of actions included in the plan's targeted implementation schedule, aimed to protect and improve these resources and make progress towards stated goals.

The WRCWMP area is located in southwest Minnesota and covers 873 square miles. The plan area is within Blue Earth (11%), Brown (6%), Cottonwood (23%), Jackson (1%), Martin (9%), and Watonwan (50%) counties (Table 1-1) (Figure 1-1).

Table 1-1: Counties comprising the WRCWMP area.

County	Square Miles	Acreage	Percentage of Plan Area
Blue Earth	92	58,882	11%
Brown	55	35,272	6%
Cottonwood	197	126,230	23%
Jackson	10	6,218	1%
Martin	81	52,016	9%
Watonwan	438	280,346	50%

Figure 1-1: Watonwan River Watershed and HUC 10 planning regions.



The Watonwan Watershed Planning Partnership (WWPP) includes all local planning partners primarily involved in developing the WRCWMP. The WWPP developed through a Memorandum of Agreement (MOA) (Appendix A) adopted by the governing boards of the participating entities:

- The counties of Blue Earth, Brown, Cottonwood, Jackson, Martin, and Watonwan through their respective County Board of Commissioners; and
- The SWCDs of Blue Earth, Brown, Cottonwood, Jackson, Martin, and Watonwan through their respective SWCD Board of Supervisors.

The plan area is comprised of six planning regions. These planning regions mirror the United States Geological Survey (USGS) Hydrologic Unit Code (HUC) 10 watershed boundaries. Planning regions boundaries allow the WWPP to account for differences in the types of issues, measurable goals, and implementation actions that are needed across the entire Watershed.

1.2 Prioritization of Issues

Kickoff Meeting Maps and Resources

As described by the Minnesota Board of Board of Water and Soil Resources (BWSR) 1W1P policy, this plan is not expected to address all identified issues during its ten-year lifespan. This plan does not "reject" any identified issues, but rather places issues into a prioritization structure based on importance or impact to resources in the watershed.

Priority tiers are used to guide creation of measurable goals aimed at addressing priority issues (Section 5), and the timeline and aggressiveness of implementation within the targeted implementation schedule (Section 6).

During plan development, participants followed a thorough and rigorous process to prioritize issues within Tables 1-2 and 1-3. Issues were prioritized by soliciting stakeholder and public input on which issues were most important to them based on how they interact with resources in the watershed and through input from local subject matter experts. To begin the prioritization process, a public kickoff meeting was hosted by members of the WWPP on January 28, 2019 at the St. James American Legion. Approximately 100 people attended the kickoff meeting.

Watershed issues identified as Tier 1 were determined to be plan priorities and will be assigned a measurable goal and will be considered the focus for initial 10-year implementation efforts. Tier 2 issues were not designated as a priority, measurable goals were not established for these issues, and actions were not included in the targeted implementation schedule to directly address these issues.

Tier 1 Priority Issues

Priority issues indicate the highest expressed preference during the issue prioritization process and were confirmed as the highest priority by the Policy Committee (Table 1-2). Each of these issues will have a measurable goal established to address it.

Table 1-2: Tier 1 Priority issues

Resource Concern	Issue Number	Priority Issue Statement
Surface Water		
Agricultural Drainage Systems	SW.1.1	Level of Multipurpose Drainage Management utility to reduce downstream peak flows and flooding, reduce erosion and sedimentation, and protect or improve water quality.
	SW.1.2	Lack of conservation practices on drainage systems.
Lakes	SW.2.1	Elevated nutrients and sediment in lakes.
	SW.2.2	Management of lake levels and associated watershed flow conveyance.
Rivers and Streams	SW.3.1	Elevated nutrients and sediment in rivers and streams.
	SW.3.2	Elevated bacteria levels in rivers and streams.
	SW.3.3	Loss of lateral and longitudinal floodplain access and connectivity.

	SW.3.4	Streambank, ravine, and bluff erosion.
Wetlands	SW.4.1	Loss of wetland functions in watershed.
Surface Runoff and Flooding	SW.5.1	Land use changes leading to loss of vegetative cover and field residue.
	SW.5.2	Land use changes leading to the loss of natural storage.
	SW.5.3	Level of watershed and community resilience to extreme weather events.
Groundwater		
Groundwater Quality	GW.1.1	Elevated levels of nitrates in groundwater.
	GW.1.2	Contaminants in groundwater.
Groundwater Quantity	GW.2.1	Groundwater use and loss of recharge.
Habitat and Recreation		
Aquatic Habitat	HR.1.1	Aquatic and riparian habitat loss from development and flow variability.
	HR.1.2	Aquatic habitat loss from bank erosion and channel instability in creeks, streams, and rivers.
	HR.1.3	Aquatic invasive and nuisance species and their impacts.
Terrestrial Habitat	HR.2.1	Terrestrial habitat fragmentation and loss.
	HR.2.2	Terrestrial invasive and nuisance species and their impacts.
Recreation	HR.3.1	The lack of recreational access and connectivity to natural resources and communities within the watershed.
Local Knowledge Base		
Public Awareness	LKB.1.1	Level of landowner awareness and understanding of Best Management Practices (BMPs) for environmental conservation.
	LKB.1.2	Level of public awareness and knowledge of issues and potential implementation roadblocks associated with surface water, groundwater, habitat and recreation, and land stewardship.
Land Stewardship		
Urban Stewardship	LS.1.1	The impact of impervious surfaces on stormwater runoff and associated impacts on surface water.
	LS.1.2	Ensuring adequate management of wastewater treatment facilities and systems.
Rural Stewardship	LS.2.1	The need to increase soil health and its impact on agricultural productivity and natural resources.
	LS.2.2	Subsurface Sewage Treatment Systems (SSTS) and their potential to contaminate groundwater and degrade surface water.
	LS.2.3	Addressing inadequate manure management.
Riparian and Shoreland Stewardship	LS.3.1	Level of riparian and shoreland natural resource management.

**Multipurpose Drainage Management, according to BWSR, is the use of various practices and designs to achieve multiple water management purposes and goals, including drainage. These purposes include beneficial use, flood control, water quality, drainage, and*

wildlife habitat (terrestrial and aquatic).

Tier 2 Issues

Tier 2 issues are lower priorities than Tier 1 (Table 1-3). These issues received a lower proportion of marks at the public kickoff meeting and were not elevated based on local subject matter expertise. These issues were confirmed by the Policy Committee as having a lower priority at this time. Measurable goals will not be established for these issues.

Table 1-3: Tier 2 Issues

Resource Concern	Issue Number	Issue Statement
Surface Water		
Lakes	SW.2.3	Shoreland instability as it relates to erosion and impacts on surface water quality.
Rivers and Streams	SW.3.5	Elevated concentrations of suspended solids, and sediment approaching (protection) or exceeding (restoration) water quality standards for aquatic life, which can lead to aquatic life impairments.
	SW.3.6	Elevated concentrations of bacteria approaching (protection) or exceeding (restoration) water quality standards which can lead to aquatic recreation impairments.
	SW.3.7	Reduced concentrations of dissolved oxygen approaching (protection) or below (restoration) tolerable levels that can affect the diversity of quality of aquatic life.
Wetlands	SW.4.2	Protect, enhance, and restore wetlands to provide nutrient treatment functions.
	SW.4.3	Protect, enhance, and restore wetlands to provide recreation opportunities.
Groundwater		
Groundwater Quality	GW.1.3	Elevated levels of bacteria in groundwater.
Groundwater Quantity	GW.2.2	Potential droughts will place additional demands on domestic water supply.
	GW.2.3	Nitrate nitrogen in surficial sands and recharge of buried sands and bedrock aquifers.
	GW.2.4	Growing trend of ethanol production may stress ground and surface water supplies during periods of drought.
	GW.2.5	Gravel mining and its impacts on groundwater recharge.
	GW.2.6	Limited amount and extent of aquifers in the watershed to supply groundwater.
Habitat and Recreation		
Aquatic Habitat	HR.1.4	Lack of hydrologic connectivity as the primary stressor on bio-impaired surface waters.
	HR.1.5	Lack of in-stream habitat as a primary stressor on bio-impaired surface waters.
	HR.1.6	Protection and restoration of declining and at-risk aquatic species.
Terrestrial Habitat	HR.2.3	Inadequate riparian cover and connectivity and its impact on terrestrial species habitat.

	HR.2.4	Invasive species and their impacts on high quality areas of native vegetation.
	HR.2.5	Planned and prioritized areas for structural and natural resources protection.
	HR.2.6	Protection and restoration of declining and at-risk terrestrial species.
Local Knowledge Base		
Public Awareness	LKB.1.3	The need for greater understanding and awareness of water issues, like drainage, erosion, fertilizer use, prescription and non-prescription drug disposal, and household hazardous waste disposal, by the general public.
	LKB.1.4	The efficient and effective use of fertilizers and pesticides and its impact on surface and groundwater quality.
Monitoring and Data Collection	LKB.2.1	Lack of high-quality digital elevation data.
	LKB.2.2	The need for expanded monitoring of lakes and streams through MPCA Citizen monitoring programs.
Management, Coordination, and Funding		
Planning and Coordination	MCF.1.1	Need to update floodplain maps and zoning areas to reflect most recent Flood Insurance Rate Maps.
	MCF.1.2	The need for increased coordination on Flood Damage Reduction goals.
	MCF.1.3	The need for water quality management to mitigate impacts to shoreland in lakes and closed basin areas.
	MCF.1.4	Coordination is needed among LGUs administering the Wetland Conservation Act.
Land Stewardship		
Urban Stewardship	LS.1.3	Stormwater and its impacts on urban flooding.
	LS.1.4	The need to preserve the riparian corridor in urban areas for flood mitigation and habitat preservation.
	LS.1.5	The need for mosquito control in urban areas.
Rural Stewardship	LS.2.4	Land use changes, development, increases in irrigated agricultural production and its impacts on runoff and erosion.
	LS.2.5	Direct access of cattle to Watonwan River and tributaries is causing loss of habitat, increased nutrient, sediment, and bacteria transport that disrupt habitat for fish and macroinvertebrates and may potentially threaten human health.
Riparian and Shoreland Stewardship	LS.3.2	Shoreland development pressures leading to increased sediment and nutrient loadings, habitat loss, wetland loss, and degradation.
	LS.3.3	The need for updated shoreland rules and enforcement of existing regulations.

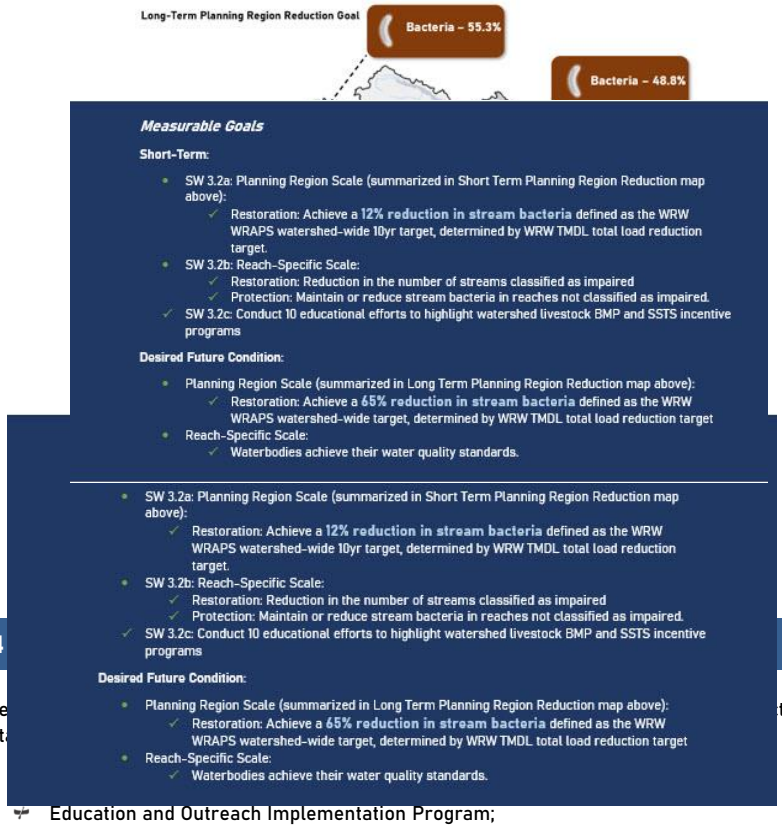
1.3 Establishment of Measurable Goals

Short and long-term measurable goals are presented for each Tier 1 priority issue established in Section 4. A variety of information was used to develop goals, including:

- Goals from the Watonwan River Watershed Restoration and Protection Strategies report (WRAPS; Appendix B) and the Watonwan River Watershed Groundwater Restoration and Protection Strategies Report (GRAPS~~)~~; Appendix C ~~(Appendix B)~~;
- Results from the Prioritize, Target, and Measure Application (PTMApp);
- Input from Advisory and Policy Committee members; and
- The knowledge of local water and resource managers provided by the Steering Team.

Measurable goals for Tier 1 priority issues are organized into chapters by resource. Each resource chapter contains a cover page summarizing which resource concerns will be addressed, and the planning region priority for the resource. Because the WRW is large and issues impact certain areas more than others, this plan prioritizes measurable goals for each resource (surface water, groundwater, and habitat resources) at the planning region scale. The weighting criteria for prioritization consist of data from PTMApp, input from the Steering Team and Advisory Committee, the WRAPS, and the GRAPS. Prioritization criteria and relation to measurable goals is shown in Appendix ~~C~~D. An example of a measurable goal is provided in Figure 1-2 on the following page. For a full list of plan measurable goals, see Section 5.

Figure 1-2: Example measurable goal from the WRCWMP Section 5.



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- Education and Outreach Implementation Program;
- Research and Monitoring Implementation Program;
- Regulatory and Administration Program;
- Capital Improvements Implementation Program; and
- Operations and Maintenance

The ability to achieve measurable goals, and the speed at which they are realized, largely depends on the amount of funding available for implementation, as well as the staffing and capacity of the partners working on actions to make progress towards the goal. If more funds are available, more actions within the targeted implementation schedule can be implemented and more progress can be made toward goals. The amount of

funding for implementing this plan is uncertain, presenting a challenge for planning purposes. To address this challenge, three funding levels are provided in this plan.

- Baseline Funding: The Baseline Funding scenario provides the 10-yr budget and assumes plan funding will remain similar to current funding focused on water issues within the plan area. Baseline Funding was determined by defining the annual budgets of the WWPP entities and allocating by percent of area each county has in the watershed. Actions included in this scenario are the highest priority for implementation. Ten years of funding is assumed to be $6,811,000 to maintain an existing level of implementation within the WRW.
- Enhanced Funding: The Enhanced Funding scenario provides an alternate 10-yr budget, including ten years of baseline annual funding with additional funding from Clean Water Fund dollars (Watershed Based Implementation Funding (WBIF). Actions included in this scenario are second highest priority for implementation. Ten years of Enhanced Funding is assumed to equal $3,373,750. Assuming WBIF is consistently available over the 10-year life cycle of this plan, the amount of implementation dollars available for WRW implementation efforts will be Baseline funds plus Enhanced funds.
- Collaborative Efforts and Competitive Funding: Collaborative Efforts and Competitive Funding values in Table 1-4 (following page) indicate the amount of additional funding needed to complete plan actions that cannot be completed with only Baseline and Enhanced Funding. That is, to implement all Research and Monitoring and Capital Improvement related actions, more money will need to be leveraged by the group than is available with Baseline and Enhanced Funding levels combined. The (*formal name to be determined pending formal agreement*) plans to pursue competitive grant funding and other alternative funding sources to support these actions.

Table 1-4 provides the estimated costs for implementing actions in the plan for the three funding levels. Costs are also included for Operations and Maintenance of natural and artificial waterways at or near their current expenditure level. This plan assumes local, state, and/or federal fiscal support of regulation and enforcement remains unchanged and includes funding for plan administration costs.

Table 1-4: Total Watershed Funding Allocations per Implementation Program.

	$ Baseline Funding	$$ Enhanced Funding	$$$ Collaborative Efforts and Competitive Funding
	Est. 10-year Baseline Budget	Est. 10-year Additional Funding Needs	Est, 10-year Budget Shortfall
	Est. 10-Year Cost	Est. 10-Year Additional Funding	Est. 10-Year Additional Funding

Implementation Program			
Structural and Management Practices Cost-Share Incentive Program	$215,000	$2,685,000	N/A
Education and Outreach Implementation Program	$352,000	$240,000	N/A
Research and Monitoring Implementation Program	$79,000	$78,750	$388,750
Regulatory Administration Implementation Program	$685,000	$0	N/A
Capital Improvements Implementation Program	$180,000	$370,000	$7,475,000
Additional Expenses			
Operations and Maintenance	$5,300,000	$0	N/A
Total	$6,811,000	$3,373,750	$7,863,750
Cumulative Total	$6,811,000	$10,184,750	$18,048,500

Total watershed Structural and Management Cost-Share Incentive Program funding was distributed among the six planning regions based on local expertise and a GIS-based ranking criteria guidance by Issue Category (Appendix D~~C~~). Percent budget allocations to individual planning regions is illustrated in Table 1-5. Each planning region's overall funding was then divided between management practices (40% of overall structural and management and practices budget), structural projects (40%), and easements (20%).

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Table 1-5: Total percent of Structural and Management Cost-Budget by Planning Region.

Planning Region	% Budget
Lower Watonwan River	20
North Fork Watonwan River	10
Perch Creek	10
Saint James Creek	25
South Fork Watonwan River	20
Upper Watonwan River	15
Total	100

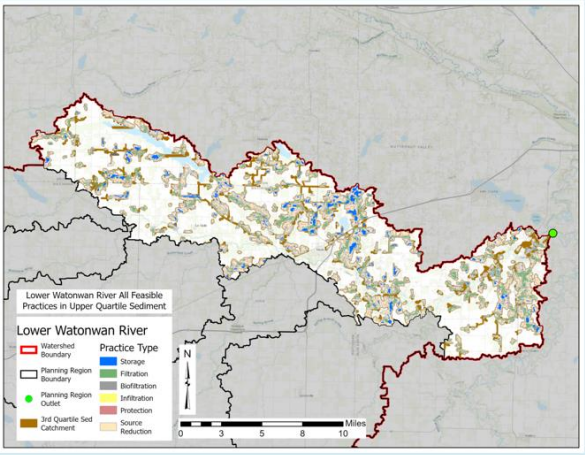
Actions that summarize projects and practices are planning region specific. The who, what, when, where, and cost of each action dealing with projects and practices are described in an implementation profile for each planning region. An example excerpt profile is shown for the Lower Watonwan River in Figure 1-~~5~~-3 (following page).

The Prioritize, Target, and Measure Application (PTMApp) was used to prioritize and target possible locations of upland structural and field management conservation practices in each planning region. The WRW PTMApp implementation approach was designed to select the most cost-effective structural projects for removing sediment, total phosphorus, and total nitrogen until the cost of projects equaled what planning partners are anticipating from the Watershed-Based Initiative Funding (WBIF) on projects within each planning region (Enhanced Funding Level).

The types, numbers, cost, and locations of projects and practices shown will inevitably shift during plan implementation due to a variety of factors, including landowner willingness and field verification. As such, an investment guide was also developed for this plan to provide a guide for evaluating if potential alternative projects and practices provide a cost-effective solution for making progress towards goals.

Figure 1-35: Example excerpt from the Lower Watonwan River planning region implementation profile.

LOWER WATONWAN RIVER PLANNING REGION: FEASIBLE STRUCTURAL AND MANAGEMENT PRACTICES



Feasible Structural and Management Practices

	PTMApp Treatment Group (With Representative BMPs)	Practice Type: Structural	Practice Type: Management	Number in Planning Region
	Storage *(e.g. ponds, WASCOBs)*	●		735
	Filtration *(e.g. filter strips, grassed waterways)*	●		1,418
	Biofiltration *(e.g. denitrifying bioreactors, saturated buffers)*	●		43
	Infiltration *(e.g. Multi-stage ditch, infiltration trench)*	●		32
	Protection *(e.g. stream protection, critical area planting)*	●		728
	Source Reduction *(e.g. cover crops, conservation tillage)*		●	24,393 acres (941 practices)

Feasible Structural and Management Practices in the Lower Watonwan River Planning Region

Locations for structural and management practices are initially screened using a set of "practicability" criteria (e.g. minimum load reduction) and cost-effectiveness. The remaining technically feasible practices, summarized and shown in the table and map to the left, highlight those practices that fall within high sediment yield catchments in the Lower Watonwan River Planning Region. There are many more practices summarized here than can realistically be implemented. The number and type of practices which can be implemented is largely influenced by the amount of funding available, what measurable goal(s) are being pursued, and what practices are most locally accepted by the community for voluntary implementation.

This large list of feasible practices is narrowed down by identifying what practices will be the focus of plan implementation efforts assuming funding for implementation largely remains unchanged from current levels. Cost-effectiveness of practices is determined by first estimating the total cost to install the practice and then factoring in the water quality benefit from that practice. The most cost-effective practices that meet all practicability criteria become part of the **"Targeted Implementation Plan"** shown on subsequent pages.

PTMApp Treatment Group	NRCS Practice Type(s)
Structural – Storage	Depressions
	Drainage Water Management
	Nutrient Removal Wetlands
	Water and Sediment Control Basins (WASCOBs)
Structural – Filtration	Contour Buffer Strip
	Multi-species Buffer
Structural – Biofiltration	Denitrifying Bioreactor
	Saturated Buffer
Structural – Infiltration	Multi-stage Ditch
	Infiltration Trench
Structural – Protection	Stiff Stemmed Grasses
	Grass Waterways
	Deep Rooted Vegetation
	Stream Bank Stabilization
Management – Source Reduction	Cover Crops and Conservation Tillage

Management Practices Quick Summary:
- Cover crops, tillage management, rotational grazing
- Targeted to areas of highest soil loss

Structural Practices Quick Summary:
- WASCOBS, filter strips, ponds, and waterways
- Most cost-efficient over project life

The rest of the targeted implementation actions were developed to be watershed wide. Table 1-6 supplies a

summary of the implementation actions for the rest of the implementation programs. Each action was created to support one, or multiple goals from Section 5 of this plan. In addition, an example action is supplied for each implementation program. Table 1-6 is meant to summarize the expected level of activity within each program. All of the individual actions are provided in Section 6.

Table 1-6: Anticipated roles for WRCWMP implementation.

Implementation Program	Number of Goal-Related Actions	Example Action
Education and Outreach Implementation Program	34	EO-29: Promote the implementation of whole-farm and nutrient management practices to improve farm profitability and reduce nitrogen loss.
Research and Monitoring Implementation Program	21	RM-14: Identify needed improvements to infrastructure relative to public accesses, trails, road maintenance, and signage to promote and increase use of publicly-owned lands.
Regulatory Administration Implementation Program	14	R-12: Adhere to Minnesota Statutes and Rules pertaining to invasive species (Minnesota Statute 84D and Minnesota Rules 6216) and the Noxious Weed Law (Minnesota Statutes Sections 18.76 to 18.91).
Capital Improvements Implementation Program	6	CI-6: Address failing culverts and fish barriers through engagement with county public works, townships and private landowners to accurately size bridges and culverts.
Operations and Maintenance Implementation Program	6	OM-6: Encourage and promote low-impact development techniques and methods.

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1.5 Roles and Responsibilities of Participating Local Governments

The WWPP divided into three committees for purposes of drafting this plan: The Policy Committee, the Advisory Committee, and the Steering Team. The make-up and roles of these committees is expected to shift to three new committees during implementation: The Policy Committee, the WRW Technical Committee, and Greater Blue Earth River Basin Alliance (GBERBA) Staff. During implementation, these committees will be collectively referred to as the Watonwan River Watershed Partnership (WRWP).

Presented below (Table 1-7) are the probable roles and functions of the WRWP committees. The WRWP fiscal and administrative duties will be assigned to a planning entity through a Policy Committee decision as outlined in the formal agreement. Responsibilities for annual work planning and serving as the central fiscal agent will be revisited by the WRWP on an annual basis.

Initially, the WRWP anticipates use of a Watershed Coordinator housed within the watershed whose role will be to administer implementation of the plan. Technical Service Areas (TSAs) and GBERBA will be utilized as available. Throughout implementation, each local government will annually evaluate the need for additional technical or administrative assistance to implement the plan.

Presented below (Table 8-31 7) are the probable roles and functions related to WRCWMP implementation. Expectations are that the roles of each group will shift and change focus from planning to implementation. The WRCWMP fiscal and administrative duties will be assigned to a planning entity through a Policy Board decision as outlined in the formal agreement. Responsibilities for annual work planning and serving as the central fiscal agent will be revisited by (*formal name to be determined pending formal agreement*) on an annual basis.

Table 1-76: Anticipated roles for WRCWMP implementation.

Committee Name	Primary Implementation Role/Functions
Policy Board (Fiscal Agent)	• Approve the annual local workplan and any associated revisions • Approve grant workplan(s) and review/approve grant revisions and amendments • Review and approve priority issues and projects
WRW Technical Committee	• Prepare annual local workplan • Prepare grant workplan(s) • Pursue funding opportunities for WRCWMP implementation • Review and confirm priority issues and projects
GBERBA Staff	• Submit annual local workplan • Submit grant applications, workplans, and funding requests • Coordinate annual local workplan • Coordinate grant workplans

Committee Name	Description	Primary Implementation Role/Functions
Policy Committee (Fiscal Agent)	Same as planning Policy Committee (one County Commissioner and one SWCD Board Supervisor appointed from each of the participating counties and SWCDs in the watershed).	• Approve the annual local workplan and any associated revisions • Approve grant workplan(s) and review/approve grant revisions and amendments • Review and approve priority issues and projects

Committee Name		Primary Implementation Role/Functions
WRW Technical Committee	Same as planning Steering Team (local SWCD and county staff, regional BWSR staff) with state agency representation.	• Prepare annual local workplan • Prepare grant workplan(s) • Pursue funding opportunities for WRCWMP implementation • Review and confirm priority issues and projects
GBERBA Staff	Thise organization was not formally part of the plan development. However, many of their members where part of the planning Steering Team and Policy Committee.	• Submit annual local workplan • Submit grant applications, workplans, and funding requests • Coordinate annual local workplan • Coordinate grant workplans

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