



UNITED STATES DEPARTMENT OF COMMERCE  
National Oceanic and Atmospheric Administration  
NATIONAL OCEAN SERVICE  
OFFICE OF OCEAN AND COASTAL RESOURCE MANAGEMENT  
Silver Spring, Maryland 20910

AUG 27 2009

Mark Holsten, Commissioner  
Minnesota Department of Natural Resources  
500 Lafayette Road  
St. Paul, Minnesota 55155-4040

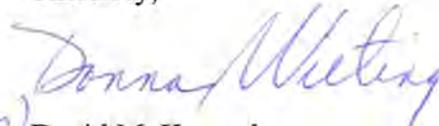
Dear Commissioner Holsten:

Enclosed are the final evaluation findings for Minnesota's Lake Superior Coastal Program (MLSCP) for the period from October 2004 through July 2008.

The fundamental conclusion of this evaluation is that the MLSCP is adhering to its programmatic obligations as defined by its approved program document, the terms of federal financial assistance awards, and the Coastal Zone Management Act of 1972, as amended. This evaluation findings document contains six recommendations, one of which is mandatory. In response to the State's comments on the NOAA draft evaluation findings, we have made all factual corrections and revised the discussion addressing Section 309 funding.

We appreciate your cooperation and assistance and that of the MLSCP staff during the accomplishment of this evaluation.

Sincerely,

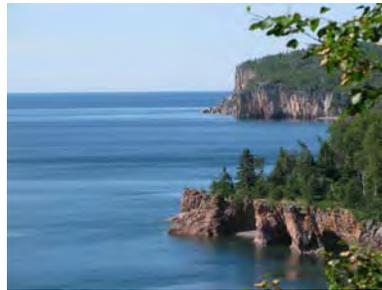
  
(for) David M. Kennedy  
Director

Enclosure

cc: Larry Kramka, Assistant Commissioner, Minnesota Department of Natural Resources  
Kent Lokkesmoe, Director, Division of Waters, Minnesota DNR  
Mike Peloquin, Regional Hydrologist, Minnesota DNR  
Pat Collins, Manager, Minnesota's Lake Superior Coastal Program, DNR  
Allison Castellan, Coastal Programs Division, NOAA OCRM  
Rebecca Feldman, Coastal Programs Division, NOAA OCRM  
Joe Exl, Indiana Lake Michigan Coastal Program  
Todd Janeski, Virginia Department of Conservation and Recreation



**FINAL Evaluation Findings**  
**Minnesota's Lake Superior Coastal Program**  
**October 2004 through July 2008**



All photos courtesy of Clint Little, Minnesota's Lake Superior Coastal Program



Office of Ocean and Coastal Resource Management  
National Ocean Service  
National Oceanic and Atmospheric Administration  
United States Department of Commerce

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## I. EXECUTIVE SUMMARY

Section 312 of the Coastal Zone Management Act of 1972, as amended (CZMA), requires the National Oceanic and Atmospheric Administration's (NOAA) Office of Ocean and Coastal Resource Management (OCRM) to conduct periodic evaluations of the performance of states and territories with federally approved coastal management programs. This review examined the operation and management of Minnesota's Lake Superior coastal program (MLSCP or coastal program) by the Minnesota Department of Natural Resources, the designated lead agency, for the period from October 2004 through July 2008.

This document describes the evaluation findings of the Director of NOAA's OCRM with respect to the MLSCP during the review period. These evaluation findings include discussions of major accomplishments as well as recommendations for program improvement. This evaluation concludes that the Minnesota Department of Natural Resources is successfully implementing and enforcing its federally approved coastal management program, adhering to the terms of the Federal financial assistance awards, and addressing the coastal management needs identified in section 303(2) (A) through (K) of the CZMA.

The evaluation team documented a number of MLSCP accomplishments during this review period. The coastal program retains its very strong local orientation and has continued to provide financial and technical assistance to local governments and communities. As part of this orientation, the MLSCP has continued to build strong partnerships and collaborate with a wide range of programs and entities; has increased the capacity and reach of its outreach and education efforts; successfully conducts a pass-through grants program that is responsive to local needs and priorities, particularly public access; and invests in its information technology staff and equipment, which continues to greatly benefit local governments. Projects funded by the MLSCP in any single funding category often 'cross-over' to address other funding priority categories as well. The MLSCP's Coastal Nonpoint Pollution Control Program received final approval just three years after conditional approval. The coastal program has done a noteworthy job collecting and reporting on the best available data for the CZMA Performance Measurement System.

The evaluation team also identified areas where the MLSCP could be strengthened. Since the MLSCP's original approval in 1999, there have been changes to the statutes and regulations that were included as enforceable policies, but there have been no program changes submitted to incorporate those changes as well as any additional programs or authorities that were used to gain approval of the coastal nonpoint pollution program. A strategy and schedule for review and incorporation of these changes must be developed. The MLSCP should complete development of a strategic plan, and as part of this effort, the coastal program and state agency partners should explore additional means to enhance coordination and communication. The MLSCP should continue discussions about boundary expansion and the development of a Coastal and Estuarine Land Conservation Program plan, perhaps as part of strategic plan development. The MLSCP and DNR should also consider how to fund the coastal nonpoint coordinator position in a year when no or minimal Section 310 funding is appropriated by Congress.

## II. PROGRAM REVIEW PROCEDURES

### A. OVERVIEW

The National Oceanic and Atmospheric Administration (NOAA) began its review of the MLSCP in March 2008. The §312 evaluation process involves four distinct components:

- An initial document review and identification of specific issues of concern;
- A site visit to Minnesota, including interviews and a public meeting;
- Development of draft evaluation findings; and
- Preparation of the final evaluation findings, partly based on comments from the State regarding the content and timetables of necessary actions specified in the draft document.

The recommendations made by this evaluation appear in boxes and **bold** type and follow the findings section where facts relevant to the recommendation are discussed. The recommendations may be of two types:

**Necessary Actions** address programmatic requirements of the CZMA's implementing regulations and of the MLSCP approved by NOAA. These must be carried out by the date(s) specified;

**Program Suggestions** denote actions that NOAA's OCRM believes would improve the program, but which are not mandatory at this time. If no dates are indicated, the State is expected to have considered these Program Suggestions by the time of the next CZMA §312 evaluation.

A complete summary of accomplishments and recommendations is outlined in Appendix A.

Failure to address Necessary Actions may result in a future finding of non-adherence and the invoking of interim sanctions, as specified in CZMA §312 (c). Program Suggestions that must be reiterated in consecutive evaluations to address continuing problems may be elevated to Necessary Actions. The findings in this evaluation document will be considered by NOAA in making future financial award decisions relative to the MLSCP.

### B. DOCUMENT REVIEW AND ISSUE DEVELOPMENT

The evaluation team reviewed a wide variety of documents prior to the site visit, including: (1) the 2005 MLSCP §312 evaluation findings; (2) the federally-approved Environmental Impact Statement and program documents; (3) federal financial assistance awards and work products; (4) semi-annual performance reports; (5) official correspondence; and (6) relevant publications on natural resource management issues in Minnesota.

Based on this review and discussions with NOAA's OCRM, the evaluation team identified the following priority issues:

- Program accomplishments since the last evaluation;
- The effectiveness of the Minnesota Department of Natural Resources and the state resource agencies in implementing, monitoring, and enforcing the core authorities that form the legal basis for the MLSCP;
- Implementation of the federal consistency process;
- Effectiveness of intra-agency as well as interagency and intergovernmental coordination and cooperation;
- Collaboration and involvement in regional and/or national coastal management initiatives;
- Effectiveness of technical assistance, training, and outreach to local governments and public outreach and education in order to further the goals of the MLSCP;
- The role of the Governor's Council in the MLSCP;
- The MLSCP's efforts to address public access, hazards, coastal habitat, water quality, and coastal dependent uses and community development (CZMA §303(2));
- How the MLSCP measures and tracks its success in effectively managing the coast;
- Long term planning to guide the program in identifying priorities, gaps, and the most effective role for the MLSCP; and
- The state's response to the previous evaluation findings dated May 16, 2005. These included eight program suggestions addressing: 1) the Coastal Council; 2) education and outreach; 3) possible boundary changes; 4) GIS capability; 5) coastal nonpoint pollution control program; 6) collaboration with Sea Grant; and 7) strategic planning. The MLSCP's assessment of how it has responded to each of the recommendations in the 2005 findings is located in Appendix B.

### **C. SITE VISIT TO MINNESOTA**

Notification of the scheduled evaluation was sent to the Minnesota Department of Natural Resources (DNR), the MLSCP, members of Minnesota's congressional delegation, and regional newspapers. In addition, a notice of NOAA's "Intent to Evaluate" was published in the *Federal Register* on June 18, 2008.

The site visit to Minnesota was conducted from August 4 – 8, 2008. The evaluation team consisted of L. Christine McCay, Evaluation Team Leader, National Policy and Evaluation Division, Office of Ocean and Coastal Resource Management; Allison Castellan, Program Specialist, coastal programs Division, Office of Ocean and Coastal Resource Management; Joe Exl, Indiana Coastal Management Program; and Todd Janeski, Virginia Department of Conservation and Recreation, which is one of the Virginia Coastal Zone Management Program's networked partner agencies.

During the site visit the evaluation team met with MLSCP staff, DNR administrators and staff, representatives of other state agencies, federal agency representatives, local government elected

officials and agencies, and representatives of nongovernmental organizations and interest groups. Appendix C lists individuals and institutions contacted during this period.

As required by the CZMA, NOAA held an advertised public meeting on Monday, August 4, 2008, at 6:00 p.m. at the Lafayette Community Center, 3026 Minnesota Avenue, Duluth, Minnesota. The public meeting gave members of the general public the opportunity to express their opinions about the overall operation and management of the MLSCP. Appendix D lists persons who signed in at the public meeting. NOAA's responses to written comments submitted during this review are summarized in Appendix E.

The MLSCP staff members were crucial in setting up meetings and arranging logistics for the evaluation site visit. Their support is most gratefully acknowledged.

### III. COASTAL MANAGEMENT PROGRAM DESCRIPTION

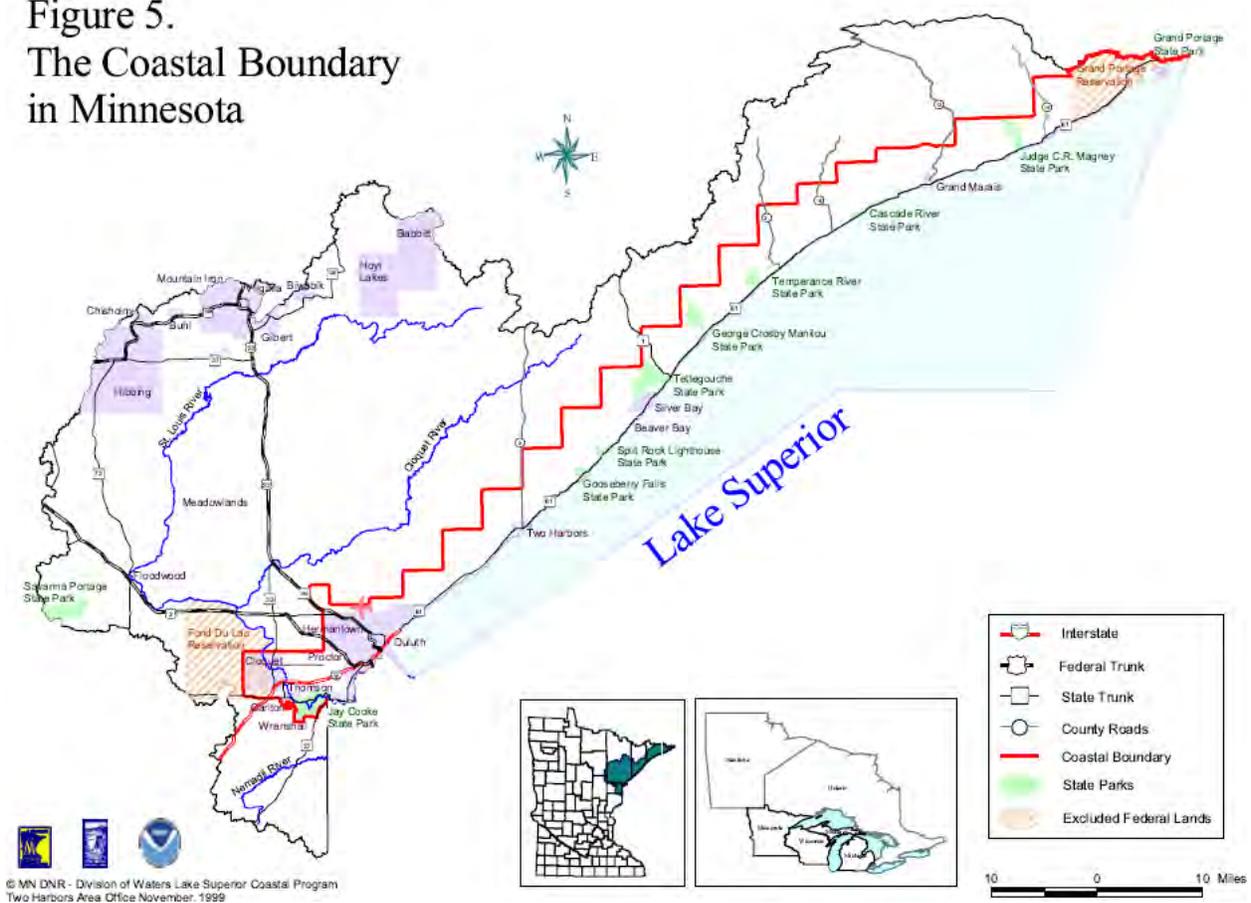
The National Oceanic and Atmospheric Administration (NOAA) approved Minnesota's Lake Superior Coastal Program (MLSCP or coastal program) in 1999. The Minnesota Department of Natural Resources (DNR) is the lead agency for the MLSCP, which is administratively housed in the DNR Division of Waters in its Two Harbors office along the Lake Superior North Shore.

Minnesota's coastal zone includes the area approximately six miles inland from Lake Superior, following the nearest legal township along the shore, which is the area determined to have the most significant impact on Lake Superior and its tributaries. The seaward boundary for the MLSCP is the international boundary with Canada and the boundaries with the adjacent states of Wisconsin and Michigan. Within the coastal area are 12 cities, 15 state parks, one national monument, portions of the Superior National Forest, two Indian reservations and an international seaport. The program boundary includes portions of 31 local units of government and is divided into four counties: Cook, Lake, St. Louis, and Carlton. St. Louis County comprises 80 percent of the population of the four-county area, while Carlton County has 12 percent of the population. Cook and Lake counties comprise two and five percent respectively. Numerous unincorporated settlements are scattered through the area, most of them hugging the coast.

The coastal program is organized as a network based on existing policies and authorities governing land and water use and resource protection, and is implemented by local, State, and Federal agencies. There are at least 48 statutes (nine primary) and 39 rules (seven primary) providing regulatory authority. The authorities and policies in the MLSCP are administered by nine state agencies. Program guidance is developed with the advice of the Governor's Council on Minnesota's Coastal Program (Coastal Council).

The Coastal Council was established by executive order in December 1999 and convened on January 21, 2000. Citizens are nominated for membership on the Council by the public and the 31 eligible local units of government within the coastal boundary. They are appointed by the Governor. The Council is comprised of 15 members, with three members coming from each of the four eligible counties (Carlton, St. Louis, Lake and Cook) and three at-large members. The Council is a key component of the project priority and selection mechanism through which the MLSCP implements the grant program. The Council recommends grant program priorities and selects projects to recommend for funding, reviews the program's non-project budget, and reviews the MLSCP every two years.

Figure 5.  
The Coastal Boundary  
in Minnesota



© MN DNR - Division of Waters Lake Superior Coastal Program  
Two Harbors Area Office November, 1999

## **IV. REVIEW FINDINGS, ACCOMPLISHMENTS, AND RECOMMENDATIONS**

### **A. OPERATIONS AND MANAGEMENT**

#### **1. Organization and Administration**

The Minnesota Department of Natural Resources (DNR) is the lead agency for the MLSCP, which is housed administratively in the DNR Division of Waters in its Two Harbors office on the Lake Superior North Shore. During the site visit it was clear to the evaluation team that the MLSCP, with strong support from the Division of Waters, has maintained its focused emphasis on serving local communities. In turn, the partners and stakeholders working with the MLSCP respect the coastal program staff and their responsiveness, technical expertise, and willingness to work to create individual solutions to specific problems and concerns. This evaluation is only the second since the coastal program was approved in 1999 and essentially covers the second five-year period in the history of the MLSCP. The evaluation team was impressed with the accomplishments and positive changes the coastal program and its partners have created in this second period.

During this evaluation period the staff experienced some turnover, including a change in program managers and the completion of the term of employment for a NOAA Coastal Management Fellow. The MLSCP also hosted three coastal interns during the evaluation period. The coastal program maintained its work with local communities, made changes and enhancements to several of its program elements (discussed throughout this findings document), received full approval for Minnesota's Coastal Nonpoint Pollution Control Program, and took on new activities, including tracking and reporting data for the National Coastal Management Performance Measurement System. The coastal program addressed recommendations from the previous evaluation findings, although the suggestion regarding a strategic planning effort was initiated but ultimately not completed because of staffing changes and other constraints.

A new position was created and filled to combine responsibilities for coastal outreach and education and for nonpoint program implementation. Because this position met a great need for both the coastal program and local communities, the MLSCP and DNR were able to find funding to keep the position when Congress did not appropriate any Section 310 funds that are used for coastal nonpoint program implementation. Based on inconsistent appropriation of funds for nonpoint pollution under Section 310, the MLSCP and DNR should develop a strategy or 'fall-back plan' that can be implemented for a year when there is no or minimal congressional appropriation for the Coastal Nonpoint Program.

The DNR and Division of Waters are supportive of employee development, and all of the core staff members during this evaluation period were able to attend multiple workshops and training courses offered at both state and national levels on topics as diverse as information technology skills, project design and development, public issues and conflict management, and supervisory

and leadership development. In turn, staff members shared their expertise and, in addition to routine communication, gave formal presentations at local, state, and national venues such as the Coastal Zone 05 and Coastal Zone 07 conferences, Lake Superior Binational Forum, Minnesota Chapter of the American Planning Association, Minnesota Lakes and Rivers Conference, the Lake Superior Association of Soil Water Conservation Districts, and the City of Duluth Planning Commission.

**ACCOMPLISHMENT: The MLSCP has been able to rebound from staff turnover, while continuing its high level of assistance to local communities. The DNR was able to provide funding for the coastal nonpoint pollution coordinator position during the year when no federal funds were appropriated for the program. The MLSCP staff has earned the trust and support of, and is highly regarded by, residents and communities along the Lake Superior North Shore for their responsiveness to local needs, technical expertise, and willingness to work to find individual solutions to local problems and concerns.**

**PROGRAM SUGGESTION: The MLSCP and DNR should consider strategies that can be implemented to fund the coastal nonpoint coordinator position in a year when no or minimal Section 310 funding is appropriated by Congress.**

## 2. Grants Management

The MLSCP is a very locally oriented program and has been since its initial approval process began. Thus, a major focus of the coastal program has always been to provide technical assistance and funding to local governments and regional entities serving local communities. This is important, because the coastal population is not large, and the local governments and communities are small, without large staffs and without large financial resources. The MLSCP's consistent focus on local communities and their coastal management needs contributes to the Program's success and its support from the communities. For a local government, grant funding often means the difference between being able to undertake comprehensive planning and zoning ordinance updates or not, or being able to obtain soil and water conservation district local technical assistance or not. During the period covered by this evaluation, the MLSCP awarded 151 grants totaling over \$3.5 million in federal CZMA funds. Because annual funding through the CZMA has remained generally level but administrative costs have increased slightly each year, the trend has been for a slight overall reduction in the total amount of financial assistance offered each year.

Funds are awarded in six categories: coastal land use, planning, and development; cultural and historical coastal resource preservation and protection; public access and recreation; coastal outreach and education; natural resources enhancement, protection, and management; and coastal economic activities and analysis. The relative amounts change each year per category, but the two categories of land use, planning, and development, and outreach and education consistently are large areas of investment.

According to all the stakeholders with whom the evaluation team met, the MLSCP operates a successful grants pass-through program. They appreciated the staff's friendly and quick response to questions, one-on-one assistance, and the opportunity to take both grant writing and grant administration workshops held by the MLSCP. The stakeholders with whom the team met also indicated that they believed the funds were distributed fairly and equitably. Many were particularly grateful for the reduced match option (25/75 rather than 50/50) for grants under \$20,000 awarded through the annual funding program and wished the option could be expanded to larger awards.

One of the most popular elements of the MLSCP grants program is the STAR (Short Term Action Request) grant process. This has proven to be a flexible and responsive process to address more immediate needs from the coastal community than the annual coastal management funding process. The Coastal Program allocates a limited amount of funds (generally \$40,000 annually) for these short-term projects, which must be totally completed within six months and which cannot request more than \$5,000. Applications are accepted and selected throughout the year as long as funds remain available. People with whom the evaluation team met during the site visit expressed the wish that more funding could be made available through this process.

During this evaluation period several changes were made to the grants process. The performance report guidance for grantees was modified to incorporate new reporting requirements for performance measures and to require a comprehensive final report summary that can be used for new grant project fact sheets the MLSCP is developing and for other communication purposes. Another alteration occurred to the grant application guidance. Over the history of the program, the MLSCP has received extremely few applications in the Economic Activities and Analysis category. The staff believed that this could be occurring because applicants did not fully understand what types of projects could be submitted in this category. The application guidance now includes examples of the types of projects that are appropriate for this (and all other) grant categories. Time will tell whether this increases the number of applicants in the economic activities category. If it does not, the MLSCP may want to consider dropping the category or changing it to something else—perhaps focusing more directly on climate change.

The MLSCP has been able to guide applicants to Section 306 and 310 funding sources for specific projects to address issues of importance to local governments. In some cases the initial funding for a project has led to other projects within a community. For example, the development of the stormwater management plan for the Grand Marais watershed led to on-the-ground stormwater project funding, and the success of the Grand Marais Harbor Park planning effort led to construction of elements of the plan and increased interest in addressing stormwater outfalls to the Harbor.

**ACCOMPLISHMENT: The MLSCP successfully conducts a pass-through grants program that is responsive to local needs and is flexible in process and administration. Initial funding to a local community often leads to implementation or related work and sometimes provides the leverage for additional funding. This is significant, because the coastal population is not large, and the local governments and communities are small, without large staffs and without large financial resources.**

Local government officials and others along the North Shore of Lake Superior have indicated that the GIS technical assistance the MLSCP staff provides is one of the highlights of the coastal program and meets a definite need the local governments might otherwise not meet. This assistance has been funded primarily by Section 309 of the federal Coastal Zone Management Act. Section 309 funds must be used to develop program changes (e.g., changes to laws, regulations, land use plans, or other ordinances) described in a five-year strategy developed by the state that addresses high-priority management needs associated with selected issues (called enhancement areas). This type of assistance provided by the MLSCP staff under Section 309 helps lead to program changes at the local level through updated comprehensive plans or land use ordinances.

Minnesota's Section 309 five-year strategy, like those from other states, outlines a general approach; the specific tasks proposed each year in the cooperative agreement application are more detailed, identifying more precisely that year's activities and work products that will contribute to the accomplishment of the strategy and ultimately lead to program changes. This model affords Minnesota the flexibility to work with local units of government to identify and address their needs and opportunities on an annual basis, and to make further changes during the grant year as unexpected opportunities arise.

Once the final tasks are selected and the Section 309 work is being done, semi-annual performance reports will describe the activities for 309 tasks in detail and clearly demonstrate how the assistance provided leads to program changes and achieves the Section 309 strategy goal(s). In order to maintain the MLSCP's successful technical assistance program with local units of government while continuing to follow NOAA's Section 309 guidance, the MLSCP's Section 309 task descriptions and performance reports should provide sufficient detail about what activities will be (or were) performed under that task and clearly demonstrate how the assistance provided leads to program changes and achieves the Section 309 strategy goal(s). If the MLSCP is not able to tie these activities directly back to program changes approved in their Section 309 Strategy, the state should consider moving some of the more general assistance activities under Section 306 and reporting on them under Section 306 instead.

### 3. Governor's Council on Minnesota's Lake Superior Coastal Program (Coastal Council or Council)

The Coastal Council is comprised of 15 members, with three members coming from each of the four eligible counties (Carlton, St. Louis, Lake, and Cook) and three at-large members. According to the gubernatorial executive order establishing the Coastal Council, the Council provides advice to establish grant program priorities, recommends projects for funding, reviews the program's non-project budget, conducts outreach to communities within the MLSCP, and reviews the coastal program every two years, with recommendations to the DNR Commissioner. The primary function of the Council is to recommend grant priorities and projects to receive funding. Its recommendations for project funding are forwarded to the DNR Commissioner and NOAA for final approval. Because of the very local orientation and focus of the MLSCP, the Coastal Council is an important element of the Program.

The findings from the last evaluation dated May 2005 included two program suggestions regarding the Coastal Council. These involved: a need to better describe and communicate the roles and responsibilities of the Coastal Council within the framework of the coastal program as a whole; and to work with the State to develop a clearer mechanism for promptly filling vacancies on the Coastal Council.

Since then the Council developed and adopted a set of bylaws based clearly on the provisions of the gubernatorial executive order. It prepared a report on the history of the Council to help retain and transfer organizational knowledge. The Members Handbook was then updated with bylaws, Council history, and member information.

The Coastal Council also developed its first biennial review process and reported on the status of the program to the commissioner of DNR as required by the executive order. Although the executive order does not specify the format, content, or length of the biennial review, the first report is a brief program summary. The Council may wish to undertake a more substantive review in the future.

Council members are appointed by the governor and serve staggered terms. This process helps to maintain some Council institutional knowledge and does not result in a completely new Council at any time. However, vacancies were not being filled in a timely manner, and this created problems, particularly during the annual grant review process. During the period covered by this evaluation, the Program worked extensively with the state, particularly the Governor's Office, to clarify and enhance the process. At the time of the site visit, 14 of the 15 positions on the Council were filled.

**ACCOMPLISHMENT: The Coastal Council has adopted bylaws to guide its activities. The Council vacancy/appointment process has been enhanced, and communication has increased with the Office of the Secretary of State and the Governor's Office to keep the process on track.**

After the appointment of a new Council member is made, the coastal program contacts the new member to provide office contact information, information about meeting schedules and agendas, the Member's Handbook, and answers questions the member may have prior to his/her first meeting. In discussion with some Council members and staff, everyone acknowledged that the annual grant review process, which probably represents the greatest expenditure of Council time and effort, can be a little overwhelming and intimidating to a new member. There was discussion about the possibility of assigning a Council member 'mentor' to a new member for some period of time to provide insight and assistance when needed. The evaluation team believes that a mentoring policy is an excellent idea and would complement the written materials and time that MLSCP staff can provide to a new member.

**PROGRAM SUGGESTION: The MLSCP and the Coastal Council should consider the development of a mentoring program for new Council members to assist with their orientation to the Council and the coastal program.**

A later section in this document entitled “Strategic Planning” suggests the development of a strategic plan for the MLSCP. The Coastal Council could play a role in the process of developing such a plan, providing input and recommendations.

#### 4. Use of Technology

In addition to funding, the coastal communities and local governments greatly benefit from the technical expertise and assistance available from the MLSCP. Given the limited resources or capabilities of the small local governments, the MLSCP employs a full-time information technology specialist to work with these communities as well as to work on projects for the coastal program. Technical assistance to local governments in the process of developing new or updated comprehensive plans or land use ordinances has been a significant focus area during the period covered by this evaluation. During the site visit, many partners with whom the evaluation team met commended the Program staff for the quality of the information technology assistance they provided and said it was invaluable to them. In some instances the MLSCP was able to initially help a local government and show how the technology results could be used and applied. Once the local officials saw the value of the technology, they invested in their own staff members and have become fairly self-sufficient.

Some of the projects that have benefitted from the technology expertise offered to local governments by the coastal program during this evaluation period include, but are not limited to:

- Assistance to the Tofte Schroeder Sanitary District in developing a Sanitary District plan. Components of this work included database development, GIS map and data development, and providing data and data visualization tools to planning staff.
- Digitizing and distributing maps of coastal geology, soils, and the shoreline.
- Assistance to the Town of Tofte with the development of the Town Center Plan as part of a larger effort to update the township’s zoning ordinance to bring it into alignment with the North Shore Management Plan. Technical assistance included providing draft concept maps and build out scenarios for Tofte’s town center.
- Provision of GIS support to Duluth Township in changing zoning in an area of the township where residents petitioned to change zoning from 5-acre minimum lot sizes to a 10-acre minimum lot size. MLSCP staff updated GIS zoning layer and maps for the Township.
- Provision of data and GIS support for public meetings as Lakewood Township worked through a revision of its comprehensive land use plan and laid the groundwork for a revision of its zoning ordinance. This included performing a build out scenario for a section of the township where density concerns were being discussed and acquiring newer imagery and newly available NRCS soils data (available free online) to analyze onsite septic suitability, slopes, wetlands, and how it all relates to lot sizes, storm water, and community priorities.

**ACCOMPLISHMENT: The MLSCP's investment in its information technology staff and equipment continues to greatly benefit coastal local governments and citizens of the North Shore and is helping to increase the capacity and capabilities of those local governments.**

## 5. Measuring Success and Measurable Results

The MLSCP staff began tracking the CZMA Performance Measurement System (CZMAPMS) data in 2005 through its existing grant project database, existing GIS data, and partner data. In spite of changes that have occurred to the CZMAPMS and challenges obtaining data from network partners, the coastal program staff created a database (and subsequent modifications) and continued to track appropriate data from a variety of sources. During this evaluation period the MLSCP modified its performance report guidance for its grantees to incorporate new reporting requirements for performance measures to help inform this process.

Despite the significant work involved in developing a performance measurement system, the MLSCP has done a noteworthy job collecting and reporting on the best available data, which has been recognized by OCRM staff. This is especially remarkable given the small size of the MLSCP staff, and OCRM encourages the coastal program staff to continue the good work and coordination with partners to collect and report on performance measure data. This will be challenging as coastal programs begin to collect data on a new habitat measure due in 2010, but the coastal program's history of coordination with partners and the staff's recognized quality of CZMAPMS work should serve the MLSCP well.

**ACCOMPLISHMENT: The MLSCP has done a noteworthy job collecting and reporting on the best available data for the CZMAPMS, despite the significant effort involved in developing a performance measurement system, challenges obtaining data from other sources, and changes that occurred to the CZMAPMS during this evaluation period.**

## 6. Strategic Planning

The last evaluation findings included a program suggestion strongly encouraging the MLSCP to develop a strategic plan. Some initial work began on that planning process, but several factors affected the completion. Significant staffing changes, including the resignation of the program manager, the need to develop a new Section 309 Coastal Enhancement Program Assessment and Strategy, and the requirement to implement a new performance measurement system shifted the priority away from strategic planning and toward completing these program elements.

The MLSCP celebrates its 10<sup>th</sup> anniversary in July 2009. That event, in concert with a greater awareness about climate change and its repercussions, could present a unique opportunity to initiate a strategic planning process. The MLSCP, the Coastal Council, and its partners and stakeholders can look back to what the coastal program has accomplished, as well as what worked and what did not, and use the results of that review to develop a strategic plan to focus its efforts over the next five years. The strategic plan could inform and be informed by the revised Section 309 Assessment and Strategy for 2011-2015 that the MLSCP will develop. In addition, strategic planning could lead to some realignment of the Section 306 pass-through grant program. Finally, developing a strategic

plan could help to strengthen the intergovernmental coordination and planning among state agency program partners. The section later in this document titled “Programmatic Coordination and Partnerships” discusses this particular issue in greater detail.

**PROGRAM SUGGESTION: In concert with partners and stakeholders, the MLSCP should initiate development of a strategic plan to guide program direction and implementation for the next five years. As part of this effort, the MLSCP and state agency partners should explore additional means to enhance coordination and communication. This could include mechanisms such as structured and regularly scheduled coordination meetings or revisiting existing memoranda of understanding or agreement to include new or different responsibilities or objectives.**

## 7. Boundary Expansion

The last evaluation findings dated May 2005 included a program suggestion regarding the possible expansion of Minnesota’s coastal zone boundary. There are several townships split by the current boundary line (leaving a part within the coastal zone and part without), and the Nemadji River watershed in Carlton County is not included because the river itself actually enters Lake Superior from the city of Superior, Wisconsin. During this evaluation period the MLSCP and the Coastal Council discussed a variety of options regarding boundary expansion. The Council recommended further internal DNR consultation, but did not make a recommendation on the identified options. The DNR did not identify any significant internal or external pressures for a change, and no further action was taken.

During this site visit, the topic of boundary expansion was discussed again. Although many are satisfied with the current boundary, others noted that expansion would help address issues that are affecting Lake Superior from outside the boundary, and a few communities are still split by the current boundary. Including the Nemadji River watershed would provide greater opportunities for collaboration with the Wisconsin Coastal Management Program.

Although there may appear to be no substantial internal or external pressures for a boundary expansion at the present time, the fact remains that some political jurisdictions are split by the current boundary. With that in mind, the MLSCP should continue the boundary expansion conversation, perhaps as part of the strategic planning process, which should include stakeholders in addition to the Coastal Council and the DNR. Input should be considered from those townships whose jurisdictions are split to identify what problems, if any, the split creates.

**PROGRAM SUGGESTION: The MLSCP should continue to encourage discussions about a coastal boundary expansion, perhaps as part of the strategic planning process.**

## B. PUBLIC ACCESS

For the citizens of the North Shore of Lake Superior and the coastal program as well, public access to the waterfront is of great importance. Public access has remained one of the Section

309 assessment and strategy program high priority areas since the designation of the MLSCP. The availability of public access to the 206 miles of Minnesota Lake Superior shoreline is largely dependent on the ownership above the ordinary high watermark.

The coastal program provides funding for several different aspects of public access: land acquisition, trail planning and construction, boardwalks, trail bridges, overlook/viewing platforms, access parking, and harbor/marina elements. An MLSCP intern also completed a public access inventory in cities and towns along the North Shore during this evaluation period. The evaluation team visited some other public access projects funded since the last evaluation, including:

- City of Grand Marais Harbor Park – The newly constructed waterfront park stands where an aging gas station existed and now hosts community gatherings. Old concrete structures and rotted wood barriers were removed to enhance the beach area; water, sewer, and irrigation lines were installed; and plants, mulching, and wood benches were installed.
- Superior Hiking Trail Bridge at Caribou Falls State Wayside – A pre-manufactured, structural fiberglass bridge, which will provide long-term sustainability with minimal maintenance, replaced an aged wood bridge with major deficiencies. Because the project took place on a steep river canyon, the bridge railing sections were delivered by helicopter.
- The Lake County Demonstration Forest Public Access Improvements – The project constructed hiking trails, installed location/educational signs, and developed two informational brochures as elements of enhanced public access. Two handicapped accessible restrooms and 1.5 miles of hiking trail were constructed, existing hiking trails were maintained, and signage was added along the trail for security and safety.
- Temperance River Wayside Accessible Trail – The project provided an ADA accessible asphalt trail from the Hwy 61 bridge where visitors can see the lower gorge and access upstream to a view of the Hidden Falls and the upper gorge. Visitor safety was improved by providing a safe asphalt sidewalk from the primary wayside parking lots to the designated crosswalk on Highway 61. It also included design and construction of stone cairns along the gorge rim to delineate the trail and restoration of the trail tread ways and additional stone stair construction to access viewing vistas near the upper end of the gorge. Several eroded trails and user-developed routes along the river were closed and restored to prevent erosion and improve visitor safety.

**ACCOMPLISHMENT: The MLSCP has consistently responded to the high priority that Lake Superior North Shore residents place on public access and has provided financial and technical assistance to address multiple elements of access, including trail planning and construction, boardwalks, trail bridges, overlook/viewing platforms, and parking during this evaluation review period.**

## C. COASTAL HABITAT

The MLSCP addresses various aspects of coastal habitat, primarily through assistance to local governments and through partnerships. Land use planning, including resource and habitat protection and restoration, is conducted at the local level, and the MLSCP has provided both financial and technical assistance to several local governments to conduct comprehensive plan and zoning ordinance development or updates. A significant number of the projects funded to address water quality also improve various habitat types as well (see Water Quality section below). During this evaluation period, an MLSCP intern prepared a “Study of Potential Marine Managed Areas along Minnesota’s Lake Superior Coast.” The study considered both natural and cultural resources, looked at some examples of marine protection in other locations, described the process to expand existing park and protected area boundaries, and included recommendations for marine preservation along Minnesota’s North Shore.

During the evaluation site visit, the evaluation team saw several on-the-ground projects or discussed planning efforts funded by the MLSCP that address natural resources and habitats in the coastal zone. These and other projects include, but are not limited to:

- Shovel Point Climbers Platform – Shovel Point in Tettegouche State Park is a popular rock climbing destination, but the site was experiencing erosion and significant resource destruction (including white cedars, bunchberry, tufted hairgrass, gray goldenrod, and Canada mayflower) at the top of the climb location. Permanent anchor locations and climbing platforms were installed, thus protecting natural resources and enhancing public access.
- Two Harbors High School Expanded and Enhanced Wetlands and Native Plant Restoration – Constructed retention and wetland basins, restored disturbed areas around the new building with a grass mixture applied by hydromulch; expanded the wetlands area from two to four acres total; reshaped the wetlands for emergent vegetation growth, fish life, and bird life; replanted most of the disturbed acreage with native grasses and forbs rather than a maintained turf.
- Crosby Manitou State Park Land Acquisition – During this evaluation period, the MLSCP helped acquire over 600 acres to consolidate park lands into a contiguous unit containing hiking trails and backpacking campsites. The acquisition protects ecologically significant resources and scenic vistas in the park and protects a large block of Minnesota’s most significant old-forest communities.
- Wetland Inventory and Classification for Carlton and South St. Louis Counties – Minnesota DNR aerial photography and other spatial data was used to delineate and characterize wetlands for approximately three townships in Carlton County and parts of St. Louis County. Publically-available digital maps of classified wetlands with associated data tables were produced.
- North Shore Community Futures: Aquatic Resources and Growth Scenarios Objective – As part of an ongoing project by the UM-Duluth Natural Resources Research Institute, funding from the MLSCP was used to develop community growth (build-out) scenarios for several locations along the north shore to demonstrate potential effects on natural resources based on existing zoning, a conservation design scenario, and a smart growth scenario. GIS-based maps showing

potential development based on a community's current zoning can highlight areas with the potential to allow degradation of important aquatic resources, thus allowing development of alternate, more protective, zoning scenarios that will reduce future mitigation costs by reducing harm.

**ACCOMPLISHMENT: During this evaluation period the MLSCP has addressed natural resource coastal habitat issues through financial and technical assistance to various recipients and often through efforts that improve water quality and public access as well.**

Minnesota is the only coastal state or territory that is not actively developing a Coastal and Estuarine Land Conservation Program (CELCP) plan. Resistance to this has been, in some part, because so much of the Lake Superior North Shore is already in public ownership (up to 90% in the case of one county) and the fear that approval of a CELCP plan will result in the removal of even more land from the tax rolls. Based upon applications to the MLSCP for 306A projects, however, there is still interest in land acquisition in the coastal zone, and there are already several existing state land acquisition documents that the state could draw upon to develop a plan.

**PROGRAM SUGGESTION: The MLSCP should continue to explore the issue and educate its stakeholders and partners about the positive aspects of, and ability to use, a CELCP plan for targeted acquisition.**

#### **D. WATER QUALITY**

Minnesota's Coastal Nonpoint Pollution Control Program (CNP) received full approval in July 2006. This is especially noteworthy since Minnesota achieved that full approval only three years after the CMP was conditionally approved – much faster than almost any other state. Minnesota's quick approval is testament to the interdisciplinary nature of the state's CNP and effective collaboration among the CNP partners.

The MLSCP has addressed water quality and nonpoint pollution control through a range of mechanisms and funding sources since program designation and particularly during this evaluation period. It does so through partnerships and collaboration with various local and state agencies. Grants are awarded to local soil and water conservation districts (SWCDs) for projects that enhance implementation of local plan actions that directly related to the CNP. All project tasks are ones identified in SWCD plans and/or county water plans and align with CNP management measures. Despite a year in which no Section 310 funding (implementation of the CNP) was appropriated by Congress, the coastal program continued implementation of the CNP.

The coastal program hired a part-time CNP coordinator (who also serves as a part-time education and outreach coordinator), an action very well received by the local communities and SWCDs with whom the evaluation team met.

It is to the coastal program's credit that many projects it funds in a particular funding category equally address other important coastal issues, and projects addressing nonpoint pollution and water quality are no different. Financial or technical support for development of local government comprehensive plans, land use plans, or zoning ordinances provides water quality benefits, as do public access projects that address eroding hiking trails or coastal habitat projects that involve wetland restoration or native plant restoration.

During this evaluation period, Section 310 funding was awarded every year to all five SWCDs within the coastal zone to provide technical assistance, program implementation, and capacity building. This pass-through funding has played an important role in furthering implementation of the CNP in Minnesota, since the local SWCDs play an integral role in addressing nonpoint source pollution at the local level. While very valuable, historically these pass-through grants have not been awarded until the last 6-12 months of the MLSCP's grant award, giving the SWCDs limited time to carry out their technical assistance programs. To maximize the time the SWCDs have to implement their projects and to avoid any unnecessary delay that can result when adding a task to the MLSCP's grant award, the coastal program should work toward identifying these pass-through projects before the MLSCP's grant application is submitted to NOAA, as it does currently with Section 306 pass-through grants.

Financial and technical support from the MLSCP helped to address water quality issues in other ways as well, including:

- LakeSuperiorStreams.org Website – The website is an information center for stream and water quality information and helps the public and local decisionmakers understand and minimize stream pollution along the North Shore coast. MLSCP grant funding during this evaluation period allowed for the addition of the Poplar River stream data to the site's stream data archive. Each individual stream page includes GIS maps, available water quality data, photographs, land use data, and an estimate of percentage of impervious surface for the stream watershed. Other pages address storm water management and water quality in general. MLSCP funding also allowed for continued collection of monitoring data.
- Stormwater BMP Tour – The MLSCP and the South St. Louis Soil and Water Conservation District coordinated a 3-hour bus tour of nonpoint source reduction sites in the western Lake Superior Watershed. The tour was designed to educate attendees of the Minnesota Waters 2006 Conference, Lake and River Association Members, engineers, local planning staff, and area natural resource managers about effective stormwater control practices for the region. Over 40 people participated in the tour, which highlighted innovative stormwater treatment devices including rain gardens, biofiltration basins, underground stormwater storage, grass swales, and open space preservation. Discussion topics at the tour sites included engineering and design aspects of innovative stormwater practices, owner perspectives, future monitoring needs, and important lessons learned.

**ACCOMPLISHMENT: The MLSCP received final approval of its Coastal Nonpoint Pollution Control Program just three years after conditional approval. Projects funded by the MLSCP in several of its grant categories besides the coastal nonpoint category often ‘cross over’ to address water quality and nonpoint pollution, thus increasing the reach of limited Section 310 funds.**

The MLSCP and Minnesota Sea Grant are also exploring the idea of developing a Clean Marina Program along the North Shore of Lake Superior in conjunction with Wisconsin. The Clean Marina Program is a voluntary, incentive-based program that provides technical assistance to marinas that choose to participate in the program. Marinas that implement a suite of best management practices to reduce polluted runoff from marina and boating activities are certified as clean marinas and are recognized for their accomplishments. The OCRM encourages the MLSCP to continue to work with regional partners on the development of a clean marina program.

#### **E. COASTAL HAZARDS**

The state of Minnesota’s coastline on Lake Superior is dominated by rocky shores and cobble beaches. The MLSCP’s Section 309 Assessment and Strategies reports that the highest coastal hazard risk is from episodic erosion, while storm surge and other types of erosion (chronic and dune) are ranked at a medium risk level.

The coastal program provides technical and financial assistance to local jurisdictions and to soil and water conservation districts to develop comprehensive land use plans and stormwater management plans. That work has helped to address stream bank erosion and flash flooding, including along the Poplar River and the town of Grand Marais. In addition, the MLSCP has acquired oblique photography that is being used to help identify where shoreline erosion and bank slumping are occurring.

Although hurricanes and typhoons are not a risk in Minnesota, large and violent storms can arise quickly on all of the Great Lakes, including Superior. Such threats are a significant hazard to boats and ships, particularly smaller pleasure craft. The Minnesota DNR, in partnership with the US Army Corps of Engineers and local jurisdictions, has been developing a North Shore protected public access/safe harbor system where small craft can seek protection from storms.

#### **F. COASTAL DEPENDENT USES AND COMMUNITY DEVELOPMENT**

Because the MLSCP is focused on local communities, much of its work addresses aspects of community development, whether it is through technical or financial assistance in developing local comprehensive plans, stormwater management plans, zoning ordinance updates, wetland protection and management plans, or waterfront planning; outreach and education on issues of concern to the local communities; or funding to help protect or enhance local cultural or historical resources. Discussion of projects or programs in which the MLSCP has assisted or

participated at the local community level are noted in many of the sections in this document, including public access, coastal habitat, water quality, programmatic coordination and partnerships, and public participation and outreach.

Other projects that have not been discussed elsewhere but that have assisted local communities in some aspect of coastal community development during this evaluation period include:

- Tofte Lakewalk Project – The MLSCP provided funding to address the Phase I elements of a long term vision for the Tofte Lakewalk and Museum. Funding provided a museum plaza area that provides general information about the area and the lake walk; board walk exhibits along the waterfront walk that include interpretive panels and activities about the steamship America that used to arrive at the Tofte dock and about Lake Superior; and a reconstruction of the Hans Engelsen boat house.
- Town of Silver Creek Comprehensive Plan – Funding from the MLSCP helped the Town of Silver Creek develop a comprehensive plan, using a steering committee of residents and a consultant who facilitated the discussions.
- Township of Tofte Core Village Community Plan – The Core Village Community Plan is the first project identified to help direct the anticipated growth in the Tofte community. The Core Village Community Plan integrates several components: trail systems and access into the Town; conceptual design for the reconstruction of Highway 61 through the Town; development scenarios for the village core; mixed use and residential development; sewage system requirements and other measures to incorporate for protection of the natural resources and maintaining the sustainability of the community; and zoning requirements.
- Burlington Bay Recreation Area/Skunk Creek Rehabilitation Design – This project developed landscape design and engineering documents for an expansion of the Burlington Bay Campground in Two Harbors and the development of open space festival grounds near Burlington Beach for the City of Two Harbors.

**ACCOMPLISHMENT: The MLSCP continues to address the needs of local communities and to assist them in planning and development activities related to a variety of projects it has funded.**

## **G. GOVERNMENT COORDINATION AND DECISION-MAKING**

### **1. Federal Consistency and Program Changes**

The MLSCP generally reviews less than 10 federal actions for consistency with the coastal program annually. In order for any coastal management program to concur or disagree with a determination of federal consistency with that program's enforceable policies submitted as part of a proposed federal action, those enforceable policies must be incorporated in the program. This occurs either at the time of initial program approval or later in time through the program change process. New policies or changes or amendments to existing policies must be submitted

to NOAA for approval and incorporation. The Coastal Zone Management Act requires state programs to update their programs on a regular basis.

Since the MLSCP's original approval in 1999, there have been changes to the statutes and regulations that were included as enforceable policies, including the Shoreland Management Act and North Shore Management Plan. However, there have been no program changes submitted to incorporate those changes as well as any additional programs or authorities that were used to gain approval of the coastal nonpoint pollution program.

**NECESSARY ACTION: The MLSCP must work with OCRM to develop a strategy and schedule for reviewing the MLSCP enforceable policies and for incorporating any changes to those policies into its federally approved coastal program, where appropriate. This review must include the programs or authorities that are a part of the approved coastal nonpoint pollution control program to determine whether any of those are not incorporated into the MLSCP. The strategy and schedule must be completed and submitted to OCRM by March 1, 2010. The MLSCP must submit program changes to OCRM according to the approved strategy and schedule.**

## 2. Permitting

The majority of state permitting within the coastal zone is conducted by the DNR through two permit programs: 1) public waters work permits, which regulate development activities below ordinary mean high water level in public waters and public waters wetlands; and 2) water use permits, which regulate water withdrawals. Other permits issued by DNR include those for dam safety and aquatic plant management. Most other permits in the coastal zone are issued by the Minnesota Pollution Control Agency to address air and water quality. These include air emission permits, water quality certification, National Pollutant Discharge Elimination System (NPDES) program (point source discharge) permits, sewage sludge management permits, solid waste disposal permits, NPDES/stormwater permits, as well as several others.

Under the Minnesota Wetlands Conservation Act, local government units review permit applications to drain, fill, or excavate wetlands. Local jurisdictions can develop a comprehensive wetland protection and management plan that is integrated into local zoning and local water resource planning. The Minnesota Board of Water and Soil Resources provides oversight and technical assistance. It and other interested agencies, including the US Army Corps of Engineers, Minnesota DNR, and the local SWCD, are notified of applications via a joint notification form.

The two area hydrologists assigned to the four counties within the coastal zone boundary who review public waters work permits and water use permits as well as monitor compliance with permit conditions are located in the same office in Two Harbors with the MLSCP. This assists with close coordination and collaboration among the staff members.

MLSCP hosted a NOAA Coastal Management Fellow who completed a project related to permitting during this evaluation period. The project, “Observations on Compliance with Public Waters Work Permit Conditions along the North Shore of Lake Superior,” provided observations, not statistically valid data, but it determined that slightly less than 75% of the work was consistent with that authorized by the permit. In general the report noted that there was a shortage of staff to monitor project compliance and that if that limitation continued, one option would be to set priorities for monitoring efforts.

### 3. Programmatic Coordination and Partnerships

With a history of a strong local focus and orientation, a networked program format, and a fairly small staff, the MLSCP accomplishes much through an expansive set of partnerships and coordination mechanisms that serve local communities. One of the more interesting partnerships involves the Minnesota Sea Grant, University of Wisconsin Extension Service, and the Wisconsin Coastal Management Program. *A View from the Lake* is a collaborative program from the MN Sea Grant and the UW Extension Service. The program takes local government officials and residents out on Lake Superior aboard a research vessel for a three-hour interpretive tour of the lake. Participants learn about and take part in hands-on activities related to the lake’s ecology, watershed planning, and impacts of land use decisions on natural resources. Surveys show that over 80 percent of participants thought they would take action in their communities or homes as a result of the voyages.

The coastal program is a partner in the Regional Stormwater Protection Team (RSPT), a group of 16 governments, universities, state agencies, and other entities, including from both Minnesota and Wisconsin. The RSPT seeks to protect and enhance the region’s shared water resources through stormwater pollution prevention by providing coordinated educational programs and technical assistance. During this evaluation period the MLSCP has provided funding for the RSPT programs.

The North Shore Management Board (NSMB) was created in 1987 and contains a representative from all local units of government that exercise zoning authority on the North Shore of Lake Superior. The NSMB is responsible for defining the minimum zoning standards for Minnesota’s North Shore of Lake Superior and has developed and periodically revised a North Shore Management Plan. The Arrowhead Regional Development Commission (ARDC) serves seven counties in northeastern Minnesota and staffs the NSMB. The coastal program has provided technical and financial assistance to the ARDC and NSMB during this evaluation period and has also assisted local jurisdictions as they update zoning ordinances and work to implement the North Shore Management Plan.

The US Army Corps of Engineers is a federal agency partner on Federal consistency activities, wetland projects, and Duluth Harbor dredging activities. As progress on updating the Dredge Material Disposal Plan for the Duluth-Superior Harbor continues, the MLSCP should be engaged to improve coordination and ensure potential conflicts with coastal policies are addressed early on to the maximum extent practicable. It is likely that there will be additional collaboration with the Corps on the issue of ballast water disposal.

A program suggestion from the last evaluation findings recommended that the MLSCP continue to strengthen its relationship with the Minnesota Sea Grant beyond a grantor-grantee partnership. The coastal program has indeed increased and strengthened its collaboration and partnership in a range of activities. Both organizations participate on local and regional teams, such as the Regional Stormwater Protection Team and the Arrowhead Water Quality Team. The MSLCP staff participated on the search committee for a new Sea Grant director. Both agencies participated with the NSMB and the ARDC to design and hold the 2008 State of the Coast meeting, and both participated in a climate change workshop with local, regional, and statewide experts. Sea Grant staff have presented information on climate change to the Coastal Council. The MLSCP staff also partnered with Sea Grant communications staff members for assistance in developing and designing the MLSCP's new newsletter, project fact sheets, and other outreach materials.

**ACCOMPLISHMENT: The MLSCP has continued to build strong partnerships and collaborate with a wide range of programs and entities. Of particular note is the increased collaboration with Minnesota Sea Grant as well as the activities on which the Wisconsin Coastal Management Program and the MLSCP have jointly cooperated.**

The MLSCP is a networked program whose enforceable policies and programs subject to federal consistency and non-regulatory programs that are incorporated into the coastal program are administered and implemented by several state agencies in addition to DNR. The MLSCP's approved program document includes memoranda of understanding (MOUs) and memoranda of agreement (MOAs) between and among the agencies to address the simplification of governmental processes and to encourage coordination. In addition, the program document recommends that the three state resource agencies with field offices on the North Shore (DNR, the Pollution Control Agency, and the Board of Water and Soil Resources) meet quarterly to share information and coordinate efforts. These meetings have generally not been held quarterly but on an as-needed basis, and there is relatively limited communication and coordination with other state agencies as well.

OCRM recommends that the MLSCP launch a strategic planning process that involves state agency partners, among others, to explore more structured or additional means of coordination with state agency partners. As appropriate, quarterly meetings could be re-instated, and MOUs and MOAs could be revisited. Coordination and cooperation as well as the simplification of governmental processes wherever possible seems particularly appropriate in the current times of staff, budget, and other resource restrictions. Enhanced cooperation and coordination with state agencies such as the departments of transportation and agriculture could also benefit the MLSCP's nonpoint program and efforts. A recommendation to this effect is included with the recommendation under the "Strategic Planning" section earlier in this document.

#### 4. Public Participation and Outreach

The last evaluation findings contained a program suggestion that encouraged the MLSCP to develop and implement an education and outreach strategy. The coastal program took that

suggestion to heart and made considerable strides during this evaluation period to increase its outreach and education efforts.

The MLSCP created and filled a coastal program specialist position to focus, in part, on outreach and education tasks. With assistance from the DNR Regional Information Office and Minnesota Sea Grant, the coastal program developed a communication plan that focuses on key messages and target audiences. It then began to implement components of that plan, including the design and ongoing production of a newsletter, *Coastal Horizons*; creation of one-page project summary sheets that provide information about projects funded by the MLSCP; development of briefing packets for elected officials and/or staff; news releases for important coastal program events; and project-based articles for various media outlets.

Since the last evaluation, the MLSCP website has received extensive revision and expansion. This occurred in part because the Minnesota DNR completed an agency-wide major update of the DNR website. However, additional materials have been added to the coastal program web page, including summary information about all the projects that have been funded by the MLSCP, copies of all of the *Coastal Horizons* newsletter, and the Section 309 assessment and strategies documents. That is in addition to annual updates to the grant application materials, staff contact information, and Coastal Council information.

The coastal program has also provided numerous pass-through grant awards for outreach and education on a range of topics and issues during this evaluation period, including:

- Stormwater Best Management Practices for Small Businesses and Volunteer Groups – The project resulted in the development of a series of small workshops and information packages that provided these smaller units with appropriate activities to protect the environment. Workshops included: small construction practices for erosion control; home landscapers and landscaping businesses--information on methods of addressing nuisance ponding on properties; and a series of informational (how-to) materials and PowerPoint presentations that address water friendly activities for volunteer and youth organizations.
- Booklet on Natural History and Geology of the Superior Hiking Trail in Duluth – The project published a booklet to help the hiker appreciate the remarkable natural history along the new 38-mile addition to the Superior Hiking Trail, from Jay Cooke State Park, through the City of Duluth, to the Martin Road.
- Silver Bay Safe Harbor/Marina and Taconite Safe Harbor Interpretive Displays – The project resulted in the construction of interpretive displays at two DNR Safe Harbors on the north shore of Lake Superior: Silver Bay Safe Harbor/Marina, and Taconite Safe Harbor.
- Cook County Property Owners Resource Guide – This project developed a Property Owner's Resource Guide to help property owners understand the Cook County land use ordinance. The guide contains information on purchasing property, building a home, installing and maintaining sewage treatment systems, protecting a home from wildfire, building a driveway, and protecting water quality, as well as ordinance and permit information, local photos, and new information on energy efficiency and renewable energy. Paper copies of the Guide have been distributed and it is available on the web.

- North Shore SNA and State Park Outreach – The goal of this project was to increase significantly public awareness and appreciation of the coastal scientific and natural areas (SNAs) and state parks along the North Shore. The first phase of the project produced a 4-page booklet describing all coastal North Shore SNAs. The second phase tested and promoted learning cart programs at or near coastal SNAs.
- Marine Traffic Interactive Education Project Interactive Vessel Information Tracking System – The Lake Superior Marine Museum Association designed an in-port vessel information and tracking system. Visitors can track vessel activity, and gauge weather influences and water level impacts on waterborne commerce. It illustrates the relationship between maritime commerce and natural influences and serves as a way to engage school-age visitors in the historic, cultural and educational programming at the Museum.

**ACCOMPLISHMENT: The MLSCP has increased its outreach and education capacity and reach. It has created and filled an outreach and education position, developed and begun implementing a communications strategy, created and distributes a newsletter, and made improvements and additions to the coastal program web page. In addition, it continues to provide pass-through funding to a variety of recipients for outreach and education activities that address many of the MLSCP's priority issue areas.**

With the accomplishments made toward expanding the MLSCP's outreach and education capacity, it may be appropriate to consider measuring the success of those activities. The coastal program may wish to consider working with Sea Grant and others to establish a periodic survey to monitor the public's awareness, perception, and understanding of key coastal issue areas and the activities the public can do to address those areas.

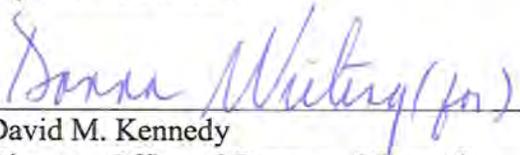
## V. CONCLUSION

For the reasons stated herein, I find that the State of Minnesota is adhering to the programmatic requirements of the Coastal Zone Management Act and its implementing regulations in the operation of its approved MLSCP.

The MLSCP has made notable progress in the following areas: Organization and Administration; Grants Management; Governor's Council on Minnesota's Lake Superior Coastal Program; Use of Technology; Measuring Success and Measurable Results; Public Access; Coastal Habitat; Water Quality; Coastal Dependent Uses and Community Development; Programmatic Coordination and Partnerships; and Public Participation and Outreach.

These evaluation findings also contain six (6) recommendations: one (1) Necessary Action that is mandatory and five (5) Program Suggestions. The State must address the Necessary Action by the date indicated. Program Suggestions should be addressed before the next regularly-scheduled program evaluation, but they are not mandatory at this time. Program Suggestions that must be repeated in subsequent evaluations may be elevated to Necessary Actions. Summary tables of program accomplishments and recommendations are provided in Section VI.

This is a programmatic evaluation of the MLSCP which may have implications regarding the State's financial assistance awards. However, it does not make any judgment about or replace any financial audits.

  
David M. Kennedy  
Director, Office of Ocean and Coastal  
Resource Management

AUG 27 2009  
\_\_\_\_\_  
Date

## VI. APPENDICES

### Appendix A. Summary of Accomplishments and Recommendations

The evaluation team documented a number of the MLSCP's accomplishments during the review period. These include:

Issue Area	Accomplishment
Organization and Administration	The MLSCP has been able to rebound from staff turnover, while continuing its high level of assistance to local communities. The DNR was able to provide funding for the coastal nonpoint pollution coordinator position during the year when no federal funds were appropriated for the program. The MLSCP staff has earned the trust and support of, and is highly regarded by, residents and communities along the Lake Superior North Shore for their responsiveness to local needs, technical expertise, and willingness to work to find individual solutions to local problems and concerns.
Grants Management	The MLSCP successfully conducts a pass-through grants program that is responsive to local needs and is flexible in process and administration. Initial funding to a local community often leads to implementation or related work and sometimes provides the leverage for additional funding. This is significant, because the coastal population is not large, and the local governments and communities are small, without large staffs and without large financial resources.
Governor's Council on Minnesota's Lake Superior Coastal Program	The Coastal Council has adopted bylaws to guide its activities. The Council vacancy/appointment process has been enhanced, and communication has increased with the Office of the Secretary of State and the Governor's Office to keep the process on track.
Use of Technology	The MLSCP's investment in its information technology staff and equipment continues to greatly benefit coastal local governments and citizens of the North Shore and is helping to increase the capacity and capabilities of those local governments.
Measuring Success and Measurable Results	The MLSCP has done a noteworthy job collecting and reporting on the best available data for the CZMAPMS, despite the significant effort involved in developing a performance measurement system, challenges obtaining data from other sources, and changes that occurred to the CZMAPMS during this evaluation period.

Public Access	The MLSCP has consistently responded to the high priority that Lake Superior North Shore residents place on public access and has provided financial and technical assistance to address multiple elements of access, including trail planning and construction, boardwalks, trail bridges, overlook/viewing platforms, and parking during this evaluation review period.
Coastal Habitat	During this evaluation period the MLSCP has addressed natural resource coastal habitat issues through financial and technical assistance to various recipients and often through efforts that improve water quality and public access as well.
Water Quality	The MLSCP received final approval of its Coastal Nonpoint Pollution Control Program just three years after conditional approval. Projects funded by the MLSCP in several of its grant categories besides the coastal nonpoint category often ‘cross over’ to address water quality and nonpoint pollution, thus increasing the reach of limited Section 310 funds.
Coastal Dependent Uses and Community Development	The MLSCP continues to address the needs of local communities and to assist them in planning and development activities related to a variety of projects it has funded.
Programmatic Coordination and Partnerships	The MLSCP has continued to build strong partnerships and collaborate with a wide range of programs and entities. Of particular note is the increased collaboration with Minnesota Sea Grant as well as the activities on which the Wisconsin Coastal Management Program and the MLSCP have jointly cooperated.
Public Participation and Outreach	The MLSCP has increased its outreach and education capacity and reach. It has created and filled an outreach and education position, developed and is implementing a communications strategy, created and distributes a newsletter, and has made improvements and additions to the coastal program web page. In addition, it continues to provide pass-through funding to a variety of recipients for outreach and education activities that address many of the MLSCP’s priority issue areas.

In addition to the accomplishments listed above, the evaluation team identified several areas where the program could be strengthened. Recommendations are in the form of Program Suggestions and Necessary Actions. Areas for improvement include:

Issue Area	Recommendation
Organization and Administration	PROGRAM SUGGESTION: The MLSCP and DNR should consider strategies that can be implemented to fund the coastal nonpoint coordinator position in a year when no or minimal Section 310 funding is appropriated by Congress.
Governor's Council on Minnesota's Lake Superior Coastal Program	PROGRAM SUGGESTION: The MLSCP and the Coastal Council should consider the development of a mentoring program for new Council members to assist with their orientation to the Council and the coastal program.
Strategic Planning	PROGRAM SUGGESTION: In concert with partners and stakeholders, the MLSCP should initiate development of a strategic plan to guide program direction and implementation for the next five years. As part of this effort, the MLSCP and state agency partners should explore additional means to enhance coordination and communication. This could include mechanisms such as structured and regularly scheduled coordination meetings or revisiting existing memoranda of understanding or agreement to include new or different responsibilities or objectives.
Boundary Expansion	PROGRAM SUGGESTION: The MLSCP should continue to encourage discussions about a coastal boundary expansion, perhaps as part of the strategic planning process.
Coastal Habitat	PROGRAM SUGGESTION: The MLSCP should continue to explore the issue and educate its stakeholders and partners about the positive aspects of, and ability to use, a CELCP plan for targeted acquisition.
Federal Consistency and Program Changes	NECESSARY ACTION: The MLSCP must work with OCRM to develop a strategy and schedule for reviewing the MLSCP enforceable policies and for incorporating any changes to those policies into its federally approved coastal program, where appropriate. This review must include the programs or authorities that are a part of the approved coastal nonpoint pollution control program to determine whether any of those are not incorporated into the MLSCP. The strategy and schedule must be completed and submitted to OCRM by March 1, 2010. The MLSCP must then submit program changes to OCRM according to the approved strategy and schedule.

## **Appendix B. Response to Previous (2005) Evaluation Findings**

**Program Suggestion:** The MLSCP is encouraged to better describe and communicate the Coastal Council's roles and responsibilities within the framework of the coastal program as a whole.

**Response:** Following the 2004 review, MLSCP staff engaged in several activities to address this recommendation including the following:

- Staff completed a review of the Governor's Executive Order establishing the Council and a set of bylaws based clearly on the provisions in the executive order was developed and adopted by the Council. The bylaws were shared with the Governor's Appointments Coordinator to ensure clear communication.
- The Council additionally developed its first biennial review process which resulted in a report to the Commissioner of Natural Resources on the status of the overall program.
- To ensure continuity and transfer organizational knowledge, the Council also developed a report on the history of the Coastal Council.
- The "Members Handbook," provided to new Council members from the inception of the coastal program was updated with bylaws, Council history, and member information. Copies of the new documents were also provided to continuing members for inclusion into their handbook, which is in the format of a 3-ring binder and can be readily updated with this type of new information.
- Program staff have endeavored to be clear about roles during the course of regular meetings of the Coastal Council. From time to time this has led to some challenging but important conversations about formal and informal processes and differences between potential components discussed during program development and final programmatic elements. Referring frequently back to the Governor's Executive Order has been useful in helping to ground these discussions in concrete terms of reference for completing the important work of the Council.

**Program Suggestion:** The MLSCP is encouraged to work with the State to develop a clear mechanism for promptly filling vacancies on the Coastal Council.

**Response:** Fourteen of the fifteen positions on the Coastal Council are currently filled. Several terms expire in January 2009. The process for bringing new members on board has been clarified and enhanced. The procedure is as follows:

- A. Secretary of State publishes notice of vacancy in the State Register and on its website (<http://www.sos.state.mn.us/home/index.asp?page=308>)
- B. MLSCP announces vacancies through news releases or other appropriate media outlets
- C. Interested parties download an application from the Secretary of State's web site (<http://www.sos.state.mn.us/home/index.asp?page=306>) or request a copy from the MLSCP office

D. Applicants:

1. Fill out the application, online at:  
[www.sos.state.mn.us/home/index.asp?page=306](http://www.sos.state.mn.us/home/index.asp?page=306)
  2. Secure a nomination from a local government if they are applying for a position with a geographic requirement
  3. Submit the application, the governmental nomination and a brief biography to the Secretary of State
  4. Submit copies of the application materials to the MLSCP office
- E. The secretary of State's staff coordinate the applications and forward them to the Governor's Office
- F. The Governor's office reviews the applications, conducts phone interviews and appoints new members with specified term expiration dates.

Throughout the process, MLSCP keeps in contact with the Governor's Office to ensure that applications are complete and that any additional information requirements are met.

After an appointment is made, MLSCP contacts the new member to:

- Provide coastal program office contact information
- Provide information about meeting schedules and upcoming agendas,
- Coordinates the delivery of the "Member's Handbook"
- Answers any questions the member may have prior to the first meeting

**Program Suggestion:** The MLSCP is encouraged to develop and implement an education and outreach strategy that provides information on Program organization, priorities and activities.

**Response:** MLSCP has hired a Coastal Program Specialist who focuses in part on outreach and education efforts. Salary and other expenses for this position are split between Section 306 funds (approximately 40% since inception) and Section 310 – Coastal Nonpoint funds (approximately 60%).

Since creating and filling this position, MLSCP has, with help from the Regional Information Office within the Department of Natural Resources and Minnesota Sea Grant, developed a Communication Plan. This plan is based largely on the NOAA logic model and focuses on key messages and target audiences.

Following development of the plan, MLSCP partnered with Minnesota Sea Grant to begin implementation. Minnesota Sea Grant assisted in:

- Designing a newsletter, "*Coastal Horizons*"
- Developing elements of a design style for other communications pieces
- Preparing for publication the first few issues of the newsletter with the template they designed
- Helping MLSCP gear up to use the template to produce subsequent newsletter independently
- Designing and identifying vendors for an MLSCP display. This design, along with the

vendor information, was subsequently used to help develop and produce the display for the Great Lakes coastal programs as well.

MLSCP has gone on to implement other components of the communication plan as well.

Highlights include:

- Additional issues of the *Coastal Horizons* newsletter
- Project summary sheets
- News releases for important coastal program events
- Project-based articles for publication in local, state-wide and national media outlets
- Briefing packets for elected officials and/or staff

**Program Suggestion:** The State of Minnesota is encouraged to work with local partners and OCRM to evaluate the need for, and to determine the best method of incorporating, possible boundary changes into the approved MLSCP.

**Response:** Following the review, MLSCP staff identified a set of potential boundary change options. These included 1) no change, 2) expand the boundary to include the entire Lake Superior watershed, making it consistent with the Coastal Nonpoint Program boundary, 3) expand the existing area to incorporate the Nemadji River Watershed, 4) expand the existing area to include portions of townships currently split by the current boundary line, and 5) incorporate both the Nemadji River Watershed and the “split” townships.

These alternatives were brought to the Coastal Council on May 20, 2005 for discussion and a potential recommendation. The Council has significant concerns about the potential for boundary expansion related primarily to two issues. First was the strong feeling that the program boundary, as it presently exists, provides sufficient scope, particularly to the pass through grant program to enable the program to have substantial impacts on coastal resources. If the area was expanded, the impact may be diluted. Secondly, the administration of the program (again with a primary focus on the pass through grants program) currently has an appropriate balance of oversight and autonomy in decision-making. Opening up a broad discussion about the program through a boundary expansion proposal might result in a less favorable balance in the future.

The Council recommended further internal DNR consultation, and did not make a recommendation on the boundary expansion options identified. Subsequent internal agency discussions failed to reveal any substantial internal or external pressures in favor of a boundary change. No further action was taken. However, during the course of meetings and stakeholder involvement in the “EnVisioning the Future of Coastal Management” staff noted the discussion of boundary changes in some of the reports. These discussions were relayed to the Coastal Council for their information. MLSCP notes that during the local “Envisioning Meeting”, cosponsored by Minnesota and Wisconsin, the issue was not identified as a priority for action; however, attendance was only requested of those already within the Coastal Boundary.

**Program Suggestion:** The MLSCP is encouraged to continue directing resources toward GIS capability in local governments, as well as towards the long term maintenance of GIS data for use in analysis and tracking of coastal management efforts.

**Response:** MLSCP has continued its efforts to provide technical and financial assistance to local governments through both Section 306 (primarily financial assistance) and Section 309 (primarily technical assistance) to help create, revise or update local comprehensive land use plans or local ordinances. Some examples include:

MLSCP staff worked closely with staff from Duluth Township to update its zoning ordinance. (*Completed in 2005*) MLSCP staff supported planning committee meetings with live GIS and a digital projector. These live GIS sessions provided committee members with a better understanding of existing conditions, plans and ordinances, zoning district boundaries, explore alternatives for the new planning effort, and see the results of their deliberations on maps in a very interactive environment. MLSCP additionally updated the existing zoning district boundary data, created GIS data, acquired existing data, and created paper maps for use in the planning process. As a result, the Township was able to incorporate up-to-date data and technology in their planning efforts that would have otherwise been unavailable to them. Decisions were based on better information and a streamlining of the planning process. It also resulted in improved communications within the planning group, town board, and residents of the township because participants in the process could better visualize the scope and extent of the changes in the zoning ordinance throughout the process. Additionally, as a result of the assistance provided by MLSCP, the Township is now expanding its capacity to communicate with residents about planning and zoning issues, and implementing its comprehensive plan through public meetings using GIS data, data viewing tools, and modest investments in equipment such as a computer and projector.

MLSCP staff worked closely with staff from Tofte Township and their consultants, Center for Rural Planning, and Center for Rural Design during the development of their comprehensive land use plan, and town center plan. Staff attended planning committee meetings and brought GIS data, computer and projector to meetings so that committee members could gain a better understanding of existing conditions, plans and ordinances, explore alternatives for the new planning effort, and see the results of their deliberations on maps in a very interactive environment. MLSCP additionally helped the township acquire existing data, created GIS data, and paper maps for use in the planning process. As a result, the Township was able to incorporate up-to-date data and technology in their planning efforts that would have otherwise been unavailable to them. This resulted in decisions based on better information and a streamlining of the planning process. It also resulted in improved communications within the planning group, the local government, and with residents of the township because participants in the process could better visualize the scope and extent of the changes in the comprehensive land use plan throughout the process.

MLSCP staff are working closely with the Tofte Schroeder Sanitary Sewer District (TSSSD) in development of resource data needed to begin drafting an updated district plan. Staff has digitized existing paper soil maps, created a system inventory database for use in a GIS, and provided district maps to support the planning efforts, and a district system inventory. The

inventory database is used to track system compliance MLSCP has also provided guidance in tapping outside grant money for septic system compliance inspections and low interest loan programs to help bring failing systems up to code. TSSD is communicating with residents about onsite treatment issues, and working to generate funds to update an existing district plan focusing on the ground implementation projects. Through public meetings using GIS, data viewing tools, computer and projector, the district is working to educate residents on the importance of maintaining onsite septic treatment systems.

Further, MLSCP has continued to provide technical assistance by distributing data for decision-making. This includes working cooperatively with local governments to ensure that a wide variety of publicly available land-use and other types of GIS data are provided to decision makers and information technology staff, tools such as LandView are widely distributed and used, and collaborations between local data users are facilitated.

**Program Suggestion:** The MLSCP is encouraged to continue working towards full [coastal nonpoint] program approval.

**Response:** In November 2005 MLSCP created a new position for a Coastal Program Specialist. In March, 2006 Mindy Granley was hired to fill the position. The position included duties split between the Coastal Nonpoint Program (60%) and outreach/education (40%). In July 2006 full program approval was received, and a public celebration event was held for partners on October 6, 2006. Development of a 5-year/15-year implementation plan began shortly after submitting the responses to conditions placed on full approval of the Coastal Nonpoint Program.

Plan development has proceeded but was interrupted by lack of funding for Section 310 in the federal FY07 grant. Development of the 5/15-year plan is expected to resume with the restoration of section 310 funding this year. Despite a gap in funding, MLSCP has continued implementation of the Coastal Nonpoint Program without interruption.

**Program Suggestion:** The MLSCP is encouraged to continue to strengthen its relationship further with the MN Sea Grant by engaging in collaborative programs, such as the State of the Coast Conference, outside their current grantor-grantee partnership.

**Response:** MLSCP has continued to work in close collaboration with Minnesota Sea Grant. Working relationships between staff are strong and cordial. Informal communication between the two programs is frequent and substantive. In addition to these professional communications and providing financial assistance to projects, we have engaged in activities such as:

- i. Utilizing Sea Grant's award-winning communications team to assist in finalizing and beginning implementation of the MLSCP Outreach Plan.
- ii. MLSCP has supported the popular "View from the Lake" program not only with financial assistance but also through providing interns to assist with program delivery and assisting with the preparation and printing of large format maps and posters used in the education activities on board the boat.

- iii. MLSCP staff assisted in the search process for the new Sea Grant director by participating on the search committee.
- iv. Staff from MLSCP participated in a climate change workshop with Sea Grant staff and local, regional and statewide experts on the topic. Sea Grant staff have presented information to the Coastal Council on this topic as well.
- v. MLSCP sponsored Jeff Gray, Superintendent of the Thunder Bay Marine Sanctuary to come to Minnesota to give a series of public presentations and individual meetings as part of Sea Grant's Ask a Scientist" speaker series.
- vi. Sea Grant participated in the development of a Coastal Fellowship project proposal for a maritime heritage trail on Minnesota's coast.
- vii. Significant formal and informal coordination via frequent communication
- viii. MLSCP was a sponsor of the recent conference: "Making a Great Lake Superior", coordinated by Sea Grant with major funding from US EPA and Environment Canada. Staff From MLSCP were topic shepherds for the concurrent sessions, assisted with communication and advertising the conference, organized field experiences, and were involved on conference organizing committees.
- ix. Joint Participation on local and regional teams, such as the Regional Stormwater Protection Team and the Arrowhead Water Quality Team
- x. Both agencies, along with Minnesota's Pollution Control Agency participated with the North Shore Management board and the Arrowhead Regional Development Commission to design and hold the 2008 State of the Coast meeting
- xi. MLSCP and Sea Grant staff are jointly working on development of a pilot Clean Marina Program for marinas, safe harbors, and public access launches along Lake Superior's North Shore in Minnesota.

**Program Suggestion:** The MLSCP is strongly encouraged to develop a strategic plan, in coordination with internal and external customers, for the next five years of program implementation.

**Response:** As the previous programmatic review came to a close, MLSCP was preparing to engage in an in-depth strategic planning effort. A staff retreat allowed for a daylong SWOT analysis and substantive reflection on the future direction of the program. However, this planning retreat and the following several months of program activities were strongly influenced by significant staffing changes. By the time of the planning retreat the Program Manager had accepted a new position and announced that she would be leaving soon. A significant component of the retreat, therefore, focused on preparing for that change. Several other staffing changes followed in close succession, putting the strategic planning effort t on hold.

In addition to the staffing changes, other needs, including requirements to develop a new Coastal Enhancement Program Assessment and Strategy and implement a new Performance Measurement System shifted the priority away from strategic planning and toward completing required program elements. As some of these requirements were met, and as new staff began to get a handle on other ongoing or recurring program needs, the national effort to "EnVision the Future of Coastal Management" was getting underway. Staff participated in the regional "EnVisioning" meeting in Chicago, frequent conference calls with members and staff from the Coastal States Organization and co-hosted a local "EnVisioning" meeting in Duluth with Wisconsin's Coastal Management Program.

Other targeted strategic planning actions have included a condensed version of a SWOT analysis with the Governor's Council on Minnesota's Coastal Program and another staff retreat that included a modified SWOT analysis and brainstorming for the future. These elements have not yet been assembled into a draft strategic plan.

## **Appendix C. Persons and Institutions Contacted**

### Minnesota Department of Natural Resources (DNR)

Kent Lokkesmoe, Director, Division of Waters  
Mike Peloquin, Regional Manager, Region 2, Division of Waters  
Patty Fowler, Region 2 Area Hydrologist, Division of Waters  
Paul Sundberg, Parks and Recreation Division  
Audrey Butts, Parks and Recreation Division  
Gary Hoeft, Parks and Recreation Division  
Jason Peterson, Parks and Recreation Division  
Tom Peterson, Trails and Waterways Division

### Minnesota's Lake Superior Coastal Program

Pat Collins, Coastal Program Manager  
Karla Sundberg, Coastal Grants Specialist  
Clint Little, Coastal GIS Specialist  
Cliff Bentley, Federal Consistency Coordinator and Region 2 Area Hydrologist  
Mindy Granley, Coastal Nonpoint and Outreach Specialist (at the time of the site visit)

### Governor's Council on Minnesota's Lake Superior Coastal Program

Dan Belden, Carlton County  
Al Katz, St. Louis County  
Mary Ann Sironen, St. Louis County  
Jim Johnson, Commissioner, Cook County

### Federal Agency Representatives

Heather Stirratt, NOAA Coastal Services Center Great Lakes Regional Coordinator  
Curt Goltz, US Army Corps of Engineers  
Tim Peterson, US Army Corps of Engineers

### State and Regional Agency Representatives

Kate Angel, Wisconsin Coastal Management Program  
Suzanne Hanson, Minnesota Pollution Control Agency  
Ben Van Tassel, Arrowhead Regional Development Commission and  
North Shore Management Board  
Al Katz, Western Lake Superior Sanitary District  
Karen Anderson, Western Lake Superior Sanitary District  
Gina Temple-Rhodes, Western Lake Superior Sanitary District  
Brad Matlack, Carlton Soil and Water Conservation District  
Paul Ojanen, North St. Louis Soil and Water Conservation District  
R.C. Boheim, South St. Louis Soil and Water Conservation District  
Cindy Gentz, Cook Soil and Water Conservation District  
Tristan Beaster, Cook Soil and Water Conservation District  
Rebecca Wiiranen, Cook Soil and Water Conservation District

Local Government Representatives

Darren Jablonsky, St. Louis County  
Tom Romundstad, St. Louis County  
Chris Kleist, City of Duluth  
Keith Hamre, City of Duluth  
Sue Lawson, Town of Duluth  
Mike Roth, City Administrator, City of Grand Marais  
Dave Tersteeg, Park Board Manager, City of Grand Marais  
Kim Dunsmoor, Finance Director, City of Grand Marais

Academic/Educational Representatives

Marie Zhuikov, Minnesota Sea Grant  
Steve Bortone, Minnesota Sea Grant  
Chris Benson, Minnesota Sea Grant  
Wayne Seidel, University of Minnesota Extension Service/Lake County  
Richard Axler, University of Minnesota Natural Resources Research Institute

Other Organizations and Representatives

Thom Holden, Lake Superior Marine Museum  
Gayle Coyer, Superior Hiking Trail Association  
Pat Zankman, Cook County Historical Society  
Molly Hoffman, Grand Marais Harbor Friends  
Virginia Reiner, Tofte Lakewalk and Museum  
Molly Thompson, Sugarloaf Interpretive Center Association  
Kelsey Bauer, Sugarloaf Interpretive Center Association

## **Appendix D. Persons Attending the Public Meetings**

The public meeting was held on Monday, August 4, 2008, at 6:00 p.m. at the Lafayette Community Center, 3026 Minnesota Avenue, Duluth, Minnesota. In addition to staff members from the MLSCP, the following members of the public attended the meeting:

Dave Johnson  
Mary Ann Sironen  
Al Katz

## **Appendix E. NOAA's Response to Written Comments**

NOAA received no written comments regarding the management or administration of Minnesota's Lake Superior coastal program.