

BOARD OF WATER AND SOIL RESOURCES
SWCD OPERATIONAL HANDBOOK

PLANNING

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GENERAL PLANNING REQUIREMENTS (M.S. 103C)

COMPREHENSIVE PLAN

There are two references to district comprehensive plans in Minnesota Statutes (M.S.): 103C.331, subdivision 11, and 103C.501.

M.S. 103C.331, subdivision 11, states that a district may develop a comprehensive plan. This implies that the comprehensive plan is permissive and a choice of the soil and water conservation district (district). However, in M.S. 103C.501, it states that a district board requesting funds of the state board must submit a comprehensive plan.

An alternative to compiling and amending a district comprehensive plan is to adopt the county's local comprehensive water management plan as the district's official comprehensive plan. To accommodate the requirements of the State Cost-Share Program, the comprehensive local water management plan must contain detailed maps of the areas of the county with high priority erosion problems and the areas with high priority water quality problems—including sedimentation. If the comprehensive local water management plan does not contain maps identifying these problem areas, they must be included in an addendum to the district's annual plan. This addendum should be titled "Annual Plan Addendum—Cost-Share Program."

An example of a resolution adopting the county's comprehensive local water management plan as the district's comprehensive plan can be found in Appendix E.

If a district chooses to prepare their plan, it should not be for more than a five-year period. If choosing to use the county water management process, the resolution covers the period of the county plan.

COMPREHENSIVE LOCAL WATER MANAGEMENT PLAN

Counties, watershed districts, and watershed management organizations (WMOs) have authority to prepare and implement comprehensive local water management plans (pursuant to M.S. 103B.201, 103B.301). The purpose of these plans is for local government to plan for the management and protection of the water and related land resources of their area.

Through the water planning process, local governments are generally required to:

- Collect data and information on flooding problems, water quality and quantity, wildlife, and water-based recreation;
- Assess the condition of natural resources in the area;
- Identify and prioritize local resource issues, problems, and opportunities;

- Develop a set of goals, objectives, and actions; and
- Develop an implementation program for the period of the plan, which is generally every five years.

Identifying and prioritizing local resource problems in a local water management plan helps make programs such as the State Cost-Share Program more effective by allowing districts to target priority watersheds or areas of the county. Local water management plans create a framework for stronger partnerships between the various local, state, and federal resource agencies. These partnerships are particularly effective to identify local priority problems and agree on a treatment strategy that the members can rally around with political, technical, and financial assistance. In many instances, this scenario results in the most efficient use of limited resources and may even leverage additional state and federal resources.

ANNUAL PLAN

The district's annual plan serves to guide the district's actions during the year and to measure performance. Each year, each district applying for cost-sharing funds under M.S. 103C.501 must submit to the state board an annual plan of work.

The annual plan will:

- Set objectives for the year from the objectives identified in the comprehensive plan;
- Describe the actions planned for the coming year designed to achieve the annual objectives;
- Summarize the staff time needed to do the actions;
- Include the amount of State Cost-Share Program funds the district needs for the upcoming year and justify the need for funds; and
- Include a description of high priority erosion, sedimentation, and water quality problem areas as identified in the comprehensive plan or comprehensive local water management plan.

The annual plan must be prepared as required by the rules of the state board. In preparing the annual work plan, the district will actively identify and seek out land occupiers with high priority problems who have not participated in cost-sharing contracts and encourage their participation in programs to control their high priority problems.

The district should include a summary of the effectiveness of efforts to contact landowners in their annual plans. The plan should also include the methods used to contact land occupiers with high priority problems and the resulting type of response. Include general efforts, such as distributing newsletters or sponsoring workshops along with more focused efforts, such as personally contacting land occupiers with high priority problems in a targeted watershed.

WHAT IS PLANNING?

Planning is preparation for the future. It involves analysis of present conditions and past trends, as well as projections of future trends. It involves defining problems and establishing goals or objectives to address those problems, formulating alternatives to reach established objectives, and choosing those that seem best suited to present and future conditions.

Planning serves as a means to guide decisions and actions in an orderly and consistent manner to reach common goals. It provides information and an increased understanding of problems and issues within the district. It also considers why various attempts at addressing these issues have been successful or unsuccessful. It can therefore serve as valuable documentation on the types of activities that work within the district and provide background for possible changes in the district's conservation strategy. It also provides valuable information for district budgets and can be used to support the district's budget request.

Planning should lead to implementing actions outlined in the plan and should also include an evaluation of their outcomes. Through planning, the district can focus on the goals it has established and can more easily evaluate its efforts in achieving them.

PLANNING OPTIONS

Since February of 1996, two options exist for districts to prepare their comprehensive plan. The first option is to prepare a plan using the procedure laid out in "Developing a Comprehensive Plan" later in this Planning section. The second option is for a district to adopt the county comprehensive water management plan as its comprehensive plan. In order for a district to do this, the county comprehensive water management plan must:

1. Include a map and description of the soil classifications within the district.
2. Identify the areas within the district where erosion, sedimentation, and related water quality problems are the most severe and a description of the nature and extent of practices that are most likely required to address the problems in the district.
3. Identify high priority erosion, sedimentation, and water quality problems in accordance with BWSR rules and guidelines.
4. Include a long-term budget forecast.

In addition to the information required above, a district will also need to pass a resolution that adopts the county comprehensive water management plan as its comprehensive plan. The resolution covers the same period that the county comprehensive plan encompasses. A model resolution can be found in Appendix E of this chapter.

WHAT ARE THE STEPS IN PLANNING?

There are seven steps in the planning process:

1. Definition of Purpose
2. Resource Appraisal
3. Evaluation of Past Efforts
4. Development of Objectives
5. Determination of Future Strategy
6. Implementation
7. Evaluation

The following is a summary of what is involved in each of these steps.

Definition of Purpose: The starting point in the planning process is defining the district's basic purpose. This step is critical since it will provide the basis on which policies, plans, decisions, and actions are evaluated as to their contribution in achieving the central purpose for which the district exists.

The definition or mission statement should be more than a simple statement of “the purpose of the district is to control soil erosion.” It should be a more specific statement of precisely the types of resource problems occurring locally and what types of services the district can provide to address these problems. This brief statement will provide a sense of character to the district and a sense of direction for initiating the planning process.

Resource Appraisal: This step involves the assembly and analysis of data pertaining to resource conditions. Prior to conducting the appraisal, district supervisors should review the resource problems present in the district and decide which problems they feel the district should address. An appraisal should then be conducted for each of these problems. It should include an analysis as to their extent, condition, and trends as well as a discussion of the types of conservation measures needed to control them. The amount of technical assistance needed to address the problems should also be included.

Evaluation of Past Efforts: An important element for setting direction for the future is an understanding of past successes and failures, particularly in addressing the most critical resource problems. This step should be an honest, in-depth evaluation of the district's programs over the years. It should also address the efforts in working with individuals, groups, organizations, and agencies and the reasons why these efforts have or have not been successful.

The areas in which the evaluation can be performed are endless. The reason for this section is to provide a basis for setting future direction. If certain techniques have been successful, they should possibly be continued. If other attempts have been unsuccessful, a new approach may be needed. This section should identify the strengths and weaknesses of the district's program upon which to recognize for the future.

Development of Objectives: Once the problems and issues that confront a district have been fully identified, it then becomes necessary to establish a series of detailed statements that respond to them. These statements define the end product for which the district is striving and will provide the direction for future actions.

Objectives are concrete commitments that have the following characteristics:

1. They are specific.
2. They are reality-oriented.
3. Their achievement can be verified.

An example of an objective might be to "reduce sheet and rill erosion to tolerable levels by increasing the acreage of conservation tillage from 10,000 acres to 30,000 acres by 1990."

Determination of Future Strategy: In order to accomplish the stated objectives, a strategy outlining specific actions must be developed. This is a difficult and important step in the planning process. This section will outline the course of action the district will follow in future years. It will guide the decisions of supervisors and actions of staff in implementing a coordinated conservation program.

Objectives can be achieved in many ways. District officials should consider the various approaches that can be utilized based upon cultural, economic, technological, and other locally prevailing factors.

Once the list of alternative approaches has been developed, the approach or combination of approaches that best suits the district board should be selected. For example, the objective of increasing acres protected by conservation tillage could be achieved by:

1. Increased information efforts.
2. Local regulatory functions.
3. Increased technical assistance.

One or a combination of these approaches may be selected. After an approach has been chosen, specific action items should be listed. These items will outline those actions that must be taken to carry out the approach. They should be specific; outlining what is to be accomplished, how, and when. An example of an action for the above objective (assuming that the increased technical assistance approach was selected) might be:

- Action:
1. Hold conservation tillage workshops in March and September of each year in targeted watersheds.
 2. Increase technical staff time for conservation tillage from 250 staff hours to 1,000 staff hours annually.

Implementation: In order for a plan to be of any value, it must be used. It should be the supervisor's basis for policy formulation, decision making on landowner assistance, budget preparations, and other concerns that arise during monthly meetings or daily operations. It should be utilized for development of the district's annual plans of work as well as its employees. In addition, it should be made available to other agencies so that they can coordinate their programs to be consistent with those of the district.

Evaluation: It should be recognized that planning is a continual process that revolves around the element of change. It is unrealistic to expect a plan to be relevant indefinitely, since changes which are totally unforeseen or which are beyond the control of the district continually occur.

It is also important to evaluate the success of the plan in attaining its stated objectives. It may become evident that a particular approach is ineffective and another approach needs to be tried.

For these reasons, it is essential that the plan be reviewed on an annual basis and revised as conditions dictate.

WHAT IS THE DISTRICT SUPERVISOR'S ROLE IN PLANNING?

When elected to the district board, supervisors assume a leadership role in the conservation of the district's soil and water resources. The primary responsibility of supervisors is to set policies and make decisions that direct the programs of the district. This responsibility is of major importance in the planning process.

Supervisors must be involved in all aspects of plan development and implementation, especially in the role of policy setting. The policy setting function is important in the following planning steps:

1. **Definition of Purpose:** Supervisors must determine what the purpose of the district is in their community.
2. **Prioritization of Resource Problems:** Supervisors must determine which resource problems the district will address and their relative importance.
3. **Development of Objectives:** Supervisors must adopt the objectives they feel the district should pursue to meet the resource needs of their community.
4. **Determination of Future Strategy:** This step will outline the actions that will be taken by supervisors and their staff to carry out their stated objectives. Supervisors must ensure that these actions are consistent with their stated purpose and will result in a more efficient and effective conservation program.

Supervisors should see that all resource concerns of the district are brought forth, discussed, and decided upon with regard to the extent of involvement and types of programs the district will pursue in addressing them. Once these decisions have been made, supervisors should ensure that the actions outlined in their plan are taken. They should monitor the progress being made in reaching their stated objectives and make appropriate adjustments as necessary.

WHAT IS THE DISTRICT EMPLOYEE'S ROLE IN PLANNING?

Planning includes the assembly and analysis of data and the presentation of this data in useable form. District employees can play a valuable role in the preparation and presentation of this data throughout the planning process. This role is particularly important in the following planning steps:

1. **Resource Appraisal:** Employees can assist in identifying the major resource problems prevalent in the district and offer alternatives to supervisors in selecting the problems that the district should address. Employees can then gather the data necessary to complete the resource appraisal and request the assistance of other technical agencies as needed.
2. **Evaluation of Past Efforts:** District employees can gather information on the district's past accomplishments and identify strengths and weaknesses of the program.
3. **Development of Objectives:** Although this is mainly a policy setting function, employees can suggest alternative objectives for supervisors to discuss.
4. **Determination of Future Strategy:** District employees should develop various alternatives for supervisors to review in carrying out each objective, analyze their implications, and prepare drafts of the plan for supervisors to review.
5. **Implementation:** District employees will play a major role in the implementation of the plan. The plan should be used to guide the day-to-day activities of the district, and employees should insure that program implementation is consistent with the plan's objective(s).

WHAT IS THE BOARD OF WATER AND SOIL RESOURCES' ROLE?

The Board of Water and Soil Resources (BWSR) will assist districts in the preparation of their comprehensive and annual plans by providing guidelines on the format of the plans. The guidelines will outline provisions that must be addressed in order for districts to receive state and federal funding. The BWSR will provide any forms that are required for data presentation.

Upon request, advice and consultation will be available through the local board conservationist. The BWSR will review the comprehensive and annual plans to insure that all requirements for receiving state and federal funds are met. The BWSR will also keep the district informed of legislative actions that may require revisions to comprehensive plans.

WHAT IS THE ROLE OF THE NATURAL RESOURCES CONSERVATION SERVICE EMPLOYEE?

The local Natural Resources Conservation Service (NRCS) employee may be a useful source of technical assistance and resource information. The NRCS can provide considerable information needed to conduct the resource appraisal, including:

1. A list of priorities that NRCS has identified at the state and national level.
2. Resource inventory data.
3. A list of identified resource problems.
4. A list of agencies that have pertinent resource data plus a description of what that data might include.

Once a district has developed their objective(s), the NRCS will identify areas that they can impact and will develop specific actions that will respond to those resource problems.

At the request of the district supervisors, NRCS will also take part in a coordinated review of all resource agencies' long-range and annual plans. This review would help to limit the duplication of effort between agencies and increase their cooperative efforts.

DEVELOPING A COMPREHENSIVE PLAN

A comprehensive plan is a necessary tool for districts if they are to effectively carry out their responsibilities under state law. The Minnesota Soil and Water Conservation District Law (M.S. 103C) specify in some detail what the plan should include. This section outlines these requirements and recommends a plan format. A district's comprehensive plan should be for a five-year period.

I. Introduction

A. Purpose of the Comprehensive Plan

This section should state the purpose of the plan and the time period it addresses.

B. Authorization and Jurisdiction of the District

Include a brief summary of the authorities granted to the district under M.S. 103C and the district's organizational structure and boundaries. This section should also include the "mission statement" or definition of purpose for the district.

C. Organizational History

Include a brief summary of the district's history, including reasons for formation.

II. Soil Survey

This section should identify the soils within the district as listed in the Technical Guide. A discussion of the soil associations in the district should also be presented.

III. Soil and Water Conservation Problems

The following items should be discussed for each of the resource problems the district has decided to address.

A. Nature, Extent, and Severity of Problems(s)

This section refers to the Resource Appraisal described under the "Steps in Planning." Readily available sources of information should be utilized whenever possible. Most of the information needed should be found in studies, surveys, and inventories completed in the district by cooperating agencies.

B. Accomplishments

Indicate the district's accomplishments in addressing the problem(s).

C. Effectiveness of Past Efforts

This should be an evaluation of the district's efforts in addressing the problem(s). (See earlier discussion of "Evaluation of Past Efforts.")

IV. Cost-Share Program Requirements

In order to receive funding for the State Cost-Share Program, the following items must be included in the comprehensive plan:

A. Nature and Extent of High Priority Problems

The BWSR has adopted definitions for high priority erosion and water quality problems. This section should discuss the nature of these problems within the district as well as indicating their extent and approximate location. Appendix A outlines methods for locating each of the high priority problem areas.

B. Conservation Measures Needed

Briefly state the types of conservation practices that are used (or needed) in the district to control each of the high priority problems.

V. Future Strategy

A. Objectives

The objectives that the district will pursue in future years should be stated in order of priority. Refer to Appendix B for a method of establishing priorities. For each objective, discuss the management approach that will be taken to accomplish the objective, and list the specific actions that must be taken to implement the management approach. (See the earlier discussion of "Determination of Future Strategy.")

B. Budget Forecast

Prepare a budget forecasting the funds that will be needed to implement the strategy. Include in the forecast, funds for cost sharing, personnel, and operating expenses. (See Appendices C and D.)

C. Adjustments Needed in District Authorities and/or Programs

Discuss changes that will need to be made to current district programs or authorities in order to carry out the plan. These changes could involve alterations to existing state statutes or rules.

D. District Policies

This section should list those policies that supervisors have adopted over the years to guide the district soil and water conservation programs. These policies can include any written statement that is intended to guide individual and/or group action toward organizational goals and objectives.

DEVELOPING ANNUAL PLANS

The annual plan provides a mechanism for implementing the comprehensive plan by identifying the actions that should be performed each year. The annual plan provides specific statements about the actions to be achieved, the programs to be implemented, and the budget allocated to each program. It is a requirement for receiving state funds as well as a condition for receiving technical assistance from the USDA NRCS.

The first step in annual planning is to review the comprehensive plan and evaluate the success in attaining its stated objectives. If revisions are necessary or a new strategy needs to be tried, the plan should be updated. The next step is to review the long-range objectives to determine what actions need to be taken during the coming year to implement the strategy. Once these actions have been specified, an annual budget should be prepared outlining staffing and funding needs to implement the plan.

The annual plan serves as a tool for guiding actions during the year and for measuring performance. At appropriate time intervals (usually quarterly), actual performance is compared with planned performance. Supervisors should examine each objective to determine if they are being achieved, and if not, identify the reasons. Supervisors should then make any modifications that are needed to get the district back on track toward achieving the annual plan objectives.

Minnesota Statutes 103C.331, subdivision 11, requires that in preparing the annual plan districts must actively identify and seek out land occupiers with high priority erosion problems who have not participated in cost-sharing contracts and encourage their participation in programs to control their erosion problems. The following format is recommended for the annual plan:

I. Introduction

Briefly describe the purpose of the plan.

II. Objectives

For each of the long-range objectives, discuss the following:

A. Annual Objective

Specific objectives for the year should be developed from the long-range objectives in the comprehensive plan. Generally, the highest priority objectives in the comprehensive plan would be worked on first, but there may be situations where conditions or events make other objectives timelier. A brief paragraph explaining why the annual objective is important may make it more meaningful to the outside reader. An example of an annual objective would be to "increase the acreage of conservation tillage in the Shell River watershed by 1,000 acres."

B. Actions

Describe the actions planned for the coming year that must be taken to achieve the annual objective and move toward realization of the long-range objective. Example actions for the above objective may be to:

1. Hold a conservation tillage workshop for landowners within the watershed in March.
2. Work directly with ten (10) percent of the landowners within the watershed to encourage them to practice conservation tillage.

C. Staffing Needs

Indicate the amount of staff time required to perform actions necessary to achieve the objective (see Appendix D).

III. Cost-Share Program Requirements

The Cost-Share allocation a district receives from the BWSR is a reflection of state priorities. District requests far exceed available funds and, therefore, have little bearing on the allocation process. It is, therefore, more instructive for districts to relate how the Cost-Share Program will be implemented given a known allocation. The preceding year's allocation should be used for this discussion.

A. High Priority Erosion Problems

Indicate how the funds received will be used to install practices to control high priority erosion problems. Include a description of the high priority areas where the practices will be installed.

B. High Priority Water Quality Problems

Indicate how the funds received will be used to install practices to control high priority water quality problems. Include a description of the high priority areas where the practices will be installed.

C. Special Projects

Describe the projects, which are anticipated to be submitted for special project funds. If known, include information concerning the practices to be installed and the funds required.

IV. Budget Requirements

Prepare a budget for the year outlining funds needed for staff salaries and expenses, cost sharing, and operating expenses of the district. Indicate the amount needed from each funding source (state, county, district).

Appendix A

Identification of High Priority Problem Areas

HIGH PRIORITY EROSION PROBLEMS

"High priority erosion problems" means areas where erosion from wind or water is occurring equal to or in excess of 2 x T tons per acre per year or is occurring on any area that exhibits active gully erosion or is identified as high priority in the comprehensive local water plan or the district's comprehensive plan.

Descriptive maps prepared by the Land Management Information Center (LMIC) are available for each district. These maps, prepared on 40 acres cells, geographically describe the location and extent of high priority erosion problems in the district. The maps were prepared by applying the Universal Soil Loss Equation (USLE) and Wind Erosion Equation (WEQ) to data in the LMIC database. The following factors and values were used for the USLE:

- (R) = Rainfall and runoff factor for the SWCD from technical guide.
- (K) = Soil erodibility factor from the Minnesota Soil Atlas using the highest value occurring for any of the soil series within the soil landscape unit.
- (L) = Slope length factor based on Ag Research Service (ARS) assumptions related to slope percent for various zones in the state.
- (S) = Slope steepness factor from digital terrain data applied to the steepest slope occurring in a 40-acre parcel.
- (C) = Cover and management factor based on information from 1969 air photos and applied to LMIC land use/cover categories: forested = .01; cultivated = .39, pasture = .042; marsh = .013; residential = .01; and urban = .02.
- (P) = Support practice factor was assumed to be 1.0.

High priority wind erosion maps will be prepared for those districts requesting them. Areas where the combined wind and water erosion rates meet the high priority erosion definition are eligible for Cost-Share Program funds. Therefore, it may be advantageous for the district to have wind erosion maps prepared. A map showing the high priority erosion areas based upon the combined wind and water erosion rates will also be prepared, if requested.

The following factors and values are used for the WEQ:

- (I) = Soil erodibility from the Minnesota Soil Atlas using the highest value occurring from any of the soil series within the soil landscape unit.
- (K) = Soil ridge roughness factor. This value will be determined by the district.
- (C) = Climatic factor for the district from the technical guide.

- (L) = Unsheltered distance across a field along the prevailing wind erosion direction. These values will be determined by the district for each soil landscape unit.
- (V) = Vegetative cover; it is assumed that no residue cover is present so the value will be 0.

The maps illustrate which 40-acre parcels are most likely to have water or wind soil loss rates that exceed $2 \times T$ and which parcels within shore land are likely to have water erosion rates exceeding T . It must be recognized that these maps are for general planning purposes only. They do not indicate specific sites where these erosion rates are occurring, and because "worst-case" factors were used in the erosion equations, the maps serve as a guide to where these soil losses are most likely to occur on the landscape. As presented, these maps are adequate for meeting the state requirement of locating high priority erosion problems in the comprehensive plan; however, refinements may be necessary to make them more useful for local purposes.

Areas designated as high priority do not reflect present conservation treatment measures, changes in land use since 1969, proximity to Department of Natural Resources (DNR) protected waters (N/A for wind erosion), or Class I-IV soils. These factors should be refined by checking existing conditions. It is also recognized that high priority areas may exist that are not indicated on the map. If these areas are added, documentation should be presented showing that erosion rates meet the high priority definition.

HIGH PRIORITY WATER QUALITY PROBLEMS

"High priority water quality problems" mean areas where sediment, nutrients, chemicals, or other pollutants discharge to DNR designated protected waters or to any high priority waters as identified in a comprehensive local water management plan or the district's comprehensive plan or discharge to a sinkhole or ground water. The pollutant delivery rate to the water source is in amounts that will impair the quality or usefulness of the water resource.

Descriptive maps prepared by LMIC are also available for high priority sedimentation problems. These maps indicate shore land areas where water erosion rates exceed three tons per acre per year. These maps are adequate for meeting the state requirement for identifying high priority sedimentation problems in the comprehensive plan. The same limitations apply to these maps as those for high priority erosion problems. If additional areas are added, documentation must be presented showing that erosion or sediment delivery rates meet the high priority definition.

In order to meet the state requirement for receiving Cost-Share funds to control feedlot pollution, an indication of the approximate number of high priority feedlots in the district must be presented in the comprehensive plan. Reports prepared by the Minnesota Pollution Control Agency (MPCA) present data on the total number of feedlots within counties as well as the number within shore land. In the metropolitan area, estimates on the number of feedlots within watersheds can be obtained from the Metropolitan Council's report entitled "Water Pollution From Nonpoint Sources, An Assessment and Recommendations." Since the high priority estimates must consider those feedlots discharging directly to DNR protected waters, sinkholes, shallow soils or cavernous bedrock, or within 100 feet of a well; these figures should be refined. These estimates should be based upon existing data and knowledge of district supervisors and staff. It is not necessary to run the agricultural waste model on feedlots to determine if they have a rating greater than one. The estimate is for long-range planning purposes only.

Appendix B

Priority Setting

District supervisors, as policy setters, are responsible for setting priorities for the district's program. There are many ways to set priorities, the simplest being a show of hands on each item. There is also a tool called a "paired weighing form" which may be used to establish priorities, which reflect each member's feelings. This system of prioritizing compares each item with every other item on an individual basis. It works like this:

1. All items that are being considered are listed and numbered. If resource problems are being prioritized, the list may look like this:

1. Wind erosion
2. Water erosion
3. Loss of prime farmland
4. Feedlot pollution
5. Flooding

2. A form is prepared that looks like this:

	<u>TOTALS</u>
$\begin{array}{cccc} \underline{1} & \underline{1} & \underline{1} & \underline{1} \\ 2 & 3 & 4 & 5 \end{array}$	1 =
$\begin{array}{ccc} \underline{2} & \underline{2} & \underline{2} \\ 3 & 4 & 5 \end{array}$	2 =
$\begin{array}{cc} \underline{3} & \underline{3} \\ 4 & 5 \end{array}$	3 =
$\begin{array}{c} \underline{4} \\ 5 \end{array}$	4 =
	5 =

3. The form is to be completed by each supervisor. To fill out the form, one goes across each line and compares the number above the line to the number immediately below it. Circle the item you feel is most important.

"Is item one more important than item two?" If so, one is circled. "Is item one more important than item three?" If not, item three is circled and so on across the line. You then go down to the next line and compare two with all the rest. Every time an item is more important than the item it is compared to, it is circled.

- Each item is tallied as to how many times it was circled.

<u>TOTALS</u>	
$\begin{array}{cccc} \textcircled{1} & 1 & \textcircled{1} & \textcircled{1} \\ 2 & \textcircled{3} & 4 & 5 \end{array}$	1 = 3
$\begin{array}{ccc} 2 & \textcircled{2} & \textcircled{2} \\ \textcircled{3} & 4 & 5 \end{array}$	2 = 2
$\begin{array}{cc} \textcircled{3} & \textcircled{3} \\ 4 & 5 \end{array}$	3 = 4
$\begin{array}{c} 4 \\ \textcircled{5} \end{array}$	4 = 0
	5 = 1

By counting the circled choices, the individual's priority for the resource problems is determined. In this instance, the priority would be:

<u>Resource Problem</u>	<u>Priority</u>
Loss of prime farmland	1
Wind erosion	2
Water erosion	3
Flooding	4
Feedlot pollution	5

- Each of the supervisor's ratings are tallied and added together. The total for each item will determine the board's prioritization as a group.

As stated previously, there are many ways in which priorities can be established, and the district board may wish to use another method. The paired weighing method was presented as a tool that considers each individual's feelings in arriving at a group consensus.

Appendix C

Long-Term Budgets

Budgeting is an essential element of the financial planning, control, and evaluation processes of units of government. Every district should prepare comprehensive (long-term) and annual budgets governing all of its funds. The budget assists in determining, in advance, if estimated revenues will be sufficient for proposed expenditures. By comparing actual revenues and expenditures with budgeted amounts, excessive variations can be controlled by adjustments to the budgets.

Long-term budgets represent estimates of revenues and expenditures for a period of several years. They are planning documents based upon the objectives outlined in the comprehensive plan. They are prepared by comparing past revenues and expenditures to projected activities outlined in the comprehensive plan. They should be reviewed and revised annually.

An example of a long-term budget follows.

	Actual		Projected				
	FY x 1	FY x 2	FY x 3	FY x 4	FY x 5	FY x 6	FY x 7
EXPENDITURES							
District Operations							
Personal Services	\$72,000	\$72,500	\$74,000	\$76,000	\$92,000 ³	\$95,000	\$110,000 ⁵
Other Svcs. & Chgs.	12,000	12,200	12,500	12,600	12,750	12,900	13,150
Supplies	1,000	1,000	1,000	1,100	1,100	1,100	1,200
Capital Outlay	5,500	0	0	10,000 ¹	0	0	2,000
Project Expenses: State							
Cost-Share	16,000	16,000	16,000	16,000	17,000	17,000	17,000
C-S Special Projects	3,500	0	0	14,000 ²	0	3,000 ⁴	0
Project Expenses: District							
Trees	2,000	3,000	3,000	3,000	3,500	3,500	4,000
Newsletter	800	900	900	950	950	1,000	1,000
TOTAL EXPENDITURES	\$112,800	\$105,600	\$107,400	\$133,650	\$127,300	\$133,500	\$148,350
REVENUES							
Intergovernmental: State							
General Services	12,500	14,500	14,500	14,500	14,500	15,000	15,000
Cost-Share	16,000	16,000	16,000	16,000	17,000	17,000	17,000
C-S Special Projects	3,500	0	0	14,000	0	3,000	0
Intergovernmental: County	77,800	71,100	72,900	85,050	91,200	93,800	111,150
Charges for Services							
Newsletter Ads	1,000	1,000	1,000	1,100	1,100	1,200	1,200
Sale of Trees	2,000	3,000	3,000	3,000	3,500	3,500	4,000
TOTAL REVENUE	\$112,800	\$105,600	\$107,400	\$133,650	\$127,300	\$133,500	\$148,350

Summary of Significant Increases

1. Purchase of a new pickup
2. Stream bank erosion control project on the Rush River
3. Hiring of a district manager to coordinate district programs
4. Roadside erosion control on County Road 5
5. Hiring of a district technician to handle additional workload

Appendix D

Determining Workload and Staffing Needs

An analysis of workload and staffing needs should be part of a district comprehensive and annual plan. The analysis will provide an estimate of the staffing needed to carry out objectives. It can serve as a basis from which to discuss funding needs and provide information to guide work assignments. A detailed procedure for performing a workload analysis is presented in the National Association of Conservation Districts (NACD) publication entitled "Personnel Management Guidebook for Conservation District Officials." The format presented in this publication is summarized below.

COMPREHENSIVE PLANNING

The purpose of workload analysis in comprehensive planning is to determine the total workload of carrying out the district's objectives. By comparing this workload to the existing staff structure, the district can determine future staffing needs. If existing staff is insufficient to implement the plan, steps can be taken to acquire additional staff. The analysis allows districts to plan for the workload that will exist in future years.

To determine workload and staffing needs, the following steps are recommended:

1. Determine the anticipated workload in terms of staff years required to carry out each objective.
2. Determine the total workload required to implement the plan by totaling the workload for all objectives.
3. Divide the total workload by the number of years required to implement the plan to derive staff years required per year.
4. Determine the number of staff years currently available.
5. Compare the figures obtained in steps 3 and 4 to arrive at the number of staff years that are needed or are in excess.

STAFFING NEEDS WORKSHEET

	Administration	Technical	Clerical
A. Staff Years Available			
1. District Manager			
2. District Technician			
3. District Secretary			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			
16.			
17.			
18.			
19.			
20.			
TOTALS			
B. Staff Years Needed			
C. Difference + or -			

ANNUAL PLANNING

All of the activities required to carry out the district's annual objectives should be analyzed in terms of required staff days. It should reflect an accurate picture of the total work to be accomplished. To determine annual workload and staffing needs, the following steps are recommended.

1. Determine the anticipated workload in terms of staff days required to implement each objective.
2. Determine the total workload required to implement the plan by totaling the workload for all objectives.
3. Determine the number of staff days currently available.
4. Compare the figures obtained in steps 2 and 3 to arrive at the number of staff days that are needed or are in excess.

WORKLOAD ANALYSIS WORKSHEET

Annual Objective:

Activity	Staff Days*		
	Administration	Technical	Clerical
TOTALS			

*260 staff days equal one staff year

STAFFING NEEDS WORKSHEET

	Administration	Technical	Clerical
A. Staff Days Available			
1. District Manager			
2. District Technician			
3. District Secretary			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			
16.			
17.			
18.			
19.			
20.			
TOTALS			
B. Staff Days Needed			
C. Difference + or -			

APPENDIX E

RESOLUTION _____

ADOPTING THE

_____ COUNTY

COMPREHENSIVE LOCAL WATER MANAGEMENT PLAN

AS THE

COMPREHENSIVE PLAN OF THE _____ SWCD

Supervisor _____ offered the following resolution, No. _____, and _____ moved its adoption.

WHEREAS, the _____ SWCD has been an active participant in the development and all updates of the _____ County Comprehensive Local Water Management Plan (CLWMP); and

WHEREAS, the _____ County CLWMP includes (*or includes an appendix*) a map and description of the soil classifications within the district; and

WHEREAS, the _____ County CLWMP identifies (*or includes an appendix*) the areas within the district where erosion, sedimentation, and related water quality problems are the most severe; and

WHEREAS, the _____ County CLWMP has been approved by the BWSR and has been determined to be in compliance with all laws and rules governing water in the State of Minnesota; and

WHEREAS, the _____ County CLWMP identifies (*or includes an appendix*) high priority erosion, sedimentation, and water quality problems in accordance with BWSR rules and guidelines.

NOW THEREFORE BE IT RESOLVED:

THAT THE _____ SWCD adopts the _____ County CLWMP as its Comprehensive Plan for the calendar years _____ to _____.

Supervisor _____ seconded the adoption of the resolution, and it was declared adopted upon the following vote:

Ayes: _____ Nays: _____