MINNEHAHA CREEK WATERSHED DISTRICT
QUALITY OF WATER QUALITY OF LIFE

MEMORANDUM

To: Planning and Policy Committee

From: Becky Christopher, MCWD Lead Planner

CC: James Wisker, MCWD Director of Planning

Date: November 16, 2015

Re: Strategic Framework – Mission, Vision, Goals, Principles

Purpose:

The November 19 Planning and Policy Committee (PPC) meeting will be used to begin discussion of the District's mission, vision, goals, and principles. This meeting will focus on providing the Managers with additional context prior to conducting individual Manager interviews.

Background:

At the October 8, 2015 Board Meeting, the Board approved a process to evaluate and align the District's programs using a strategic planning framework. The first step outlined for this process was to revisit the District's mission and goals to improve focus and clarity and ensure that they reflect the evolution of Board policy in recent years. Following this step, the staff and Board will conduct an evaluation of all programs to ensure that the District is allocating its resources to their highest and best use to achieve the mission and goals of the organization.

As discussed at the Planning and Policy Committee (PPC) and Board meetings, there are two primary reasons for revisiting the District's mission and goals:

- One is to ensure that the mission and goals reflect the evolution in Board policy that has occurred. The District has undergone a significant shift in its approach in recent years, culminating in the adoption of the Balanced Urban Ecology Policy. This policy aims to integrate the District's work with the built environment using the guiding principles of partnership, focus, and flexibility. The continued development and success of this integrated planning model requires effective messaging to build greater understanding and support for the approach. This begins with a clearly articulated mission statement.

- The other reason for revisiting the mission and goals is to ensure that the statements are clear, focused, and memorable. During the self-assessment discussions with staff, all groups expressed a desire for greater focus, clarity, and prioritization in the next Comprehensive Plan, with several staff specifically citing a need to refine the mission and goals. This comment has been echoed by members of the Board and District consultants.

In addition to refining the mission and goals, the PPC has discussed the value of developing a vision statement and guiding principles as additional elements to provide direction and focus for the next Comprehensive Plan.

As approved by the Board at the October 22, 2015 Board Meeting, staff will be working with Himle Rapp to synthesize past policies and input from the Board and staff to develop clear articulations of the District's mission, vision, goals and principles. To begin this process, staff intends to use the November 19 PPC meeting to provide additional context for the Mangers' consideration.

November 19 Meeting:

The November 19 discussion of mission, vision, goals and principles will be structured as follows:

1. First, as context reinforcing the recent policy direction of the Board, staff will provide an overview of the historic disconnect between land-use and water planning and the call for reintegration that has been issued through several recent evaluations of water governance in Minnesota. Staff will then review the evolution of District policy over time that has begun to integrate the District's work with land-use planning.

2. Second, Himle Rapp will provide guidance on how to develop clear and effective mission, vision, goals and principles, including examples and best practices.

Enclosed are two documents that provide further detail on each of these discussion topics.

Next Steps:

Following the November 19 PPC Meeting, staff and Himle Rapp will coordinate individual interviews with each Board Manager to obtain additional input on the development of these foundational elements. Himle Rapp will then synthesize the input received from the Managers, along with past policies and staff input, and draft recommended language options for each element. These draft statements will be presented at the December 17 PPC Meeting for the Managers' consideration followed by presentation at the January 15 Board meeting.

DRAFT

LAND-USE – WATER INTEGRATION

The Evolution of MCWD Policy

MCWD Planning Department

1.0 Introduction:

Since the adoption of the 2007 Comprehensive Water Resource Management Plan, the Minnehaha Creek Watershed District (MCWD or District) has become increasingly effective at watershed planning and implementation, due to small but continuous evolution in policy developed in partnership between the Board of Managers and District staff.

Following recent Planning and Policy Committee (PPC) discussions, staff plans to chronicle this policy history in a comprehensive white paper to facilitate the 2017 Comprehensive Plan development and the recently initiated Strategic Planning Framework.

However, before that work is completed, and in preparation for upcoming Board discussions aimed at refocusing MCWD's Mission and Goals, this document is intended to provide a condensed overview and synthesis of historic policy milestones, while also documenting their common theme of beginning to bridge the "land-use – water governance gap" that has been identified by others as an impediment to next level watershed management in Minnesota.

2.0 A Brief Review of MCWD's Recent Policy History:

- On October 1, 2009, the Board of Managers, during a planning discussion for the Minnehaha Creek Greenway, directed staff to create a partnership for Minnehaha Creek modeled after Hennepin Community Works which acknowledged the ability of natural systems to underpin a local sense of identity, creating economic and social value.
  - The Hennepin County model utilized the power of convening public and private sector partners by "building bridges for effective planning and implementation" to align investment around planned improvements to generate broad community value.

- In 2010 and again in 2011, Louis Smith presented his white paper *Watershed Partnerships* commissioned by the MCWD and others highlighting the value and strategy behind partnerships to advance watershed initiatives through collaborative and integrated planning.

- In May 2013, the Board requested that a policy framework be developed to "institutionalize" the District's goal of, "integrating our work into the plans and work of others" by "expressing a commitment to complement the efforts of cities and private development," and by "moving away from regulatory focused relationships." (MCWD Retreat, May 2013).

- In September 2013, the Planning and Policy Committee discussed again the value of partnerships, and that while partnerships had been enjoyed under the 2007 plan, it had been structured as a TMDL for local municipalities and was immediately followed by four years of rulemaking, solidifying the District's reputation as a regulatory agency.

- The Committee discussed that bolstering the philosophy of partnerships and integration with land-use may establish a central theme for the 2017 plan, also citing the power of convening multi-jurisdictional partnerships within focused geographies to align authority, mission and investment for large-scale implementation and community benefit.

- In March 2014, these concepts were incorporated into the *Balanced Urban Ecology* policy adopted by the Board of Managers as "a statement of the MCWD's fundamental philosophy and way of doing business," to "guide the development of the District's update to its Comprehensive Plan," and to operationalize the policy in the District's "planning processes". This policy emphasized:
  - The interdependence of the natural and built environments, and the need to find ways for natural and built environments to be harmonized to achieve the balanced, sustainable and successful communities we seek.
  - The District's future success would be built on a foundation of *integrated* planning, recognizing communities as living organisms, taking into account all components of urban ecology, and leveraging the resulting collaboration into greater public-private funding opportunities.
  - The value of disciplined focus in achieving the District's mission and goals.
  - Flexibility and bold creative thinking internally and across the District's potential partners, finding new ways to forge effective public, private and civic sector collaboration that benefit the environment, the economy and the social wellbeing of District communities.

As the District recently embarked on the development of its 2017 Comprehensive Plan these concepts were integrated to guide the development of new policy to improve the District's organizational effectiveness, by creating a planning and implementation framework that substantially integrates the District's water resource work with land-use planning.

This is perhaps the central theme of all related policy discussions in recent history. Whether de-emphasizing regulatory authorities, the power of convening, geographic focus, forming multi-jurisdictional partnerships, or the value of natural systems to the built environment. All of these policy tactics support the overarching strategy that has led to the District's increasing success: the improved integration of land-use and water planning through partnership and collaboration.

3.0 MCWD's Policy History in Relation to Strategic Planning Framework:

On October 8, 2015, the MCWD Board of Managers approved a process to evaluate District programs and to align them under a refocused mission using a strategic planning framework. This process is intended to fulfill several objectives:

- Evaluate existing programs against a refocused mission and condensed set of goals
- Establish a framework to strategically evaluate the value in potential future program ideas
- Evaluate and establish relative priorities across programs and specific program initiatives
- Create internal clarity, energizing and aligning programs under a common mission
- Create external clarity in the messaging of MCWD purpose and approach

Moreover, the strategic framework provides an opportunity to further operationalize the *Balanced Urban Ecology* policy and its central theme(s) into the fabric of the MCWD, by considering its relation throughout the Strategic Planning Framework.

On Thursday November 19, the Planning and Policy Committee will initiate the discussion of mission, vision, goals and principles, of the Strategic Planning Framework. Staff and Himle Rapp will provide an overview on the purpose for each component in an effective strategic planning framework, and provide clear examples of best practices in the marketplace, before comparing and contrasting the District's mission, vision, goals and principles.

The mission, vision, goals, and guiding principles are the foundation of an organization's strategic plan. These priorities are the guideposts against which all of the organization's plans and actions will be measured.

As mentioned previously, before the Managers begin to refine the mission, vision, goals and principles for the organization, it has been requested that staff compile the history of Board policy discussion and decisions leading up to the development of the District's Comprehensive Plan and the implementation of the strategic evaluation framework.

In advance of that work being completed, this document is intended to provide a foundation for upcoming discussions by outlining the prevailing disconnect between land-use and water planning in Minnesota, and reflect on how the sum of the District's policy trajectory in recent years has resulted in substantial success by promoting and facilitating the integration of these two interrelated disciplines.

4.0 The Effect of Land-Use Change on Water

The degradation of the Minnehaha Creek watershed and its natural systems arose principally from a changing landscape and incremental land-use decisions made over time. The Minnehaha Creek watershed is not unique in this regard. It is well established that water resource issues often originate on land (Schneider, 2003; Wang, 2001). The effect of industrialization on water quality, watershed hydrology and in-stream processes has been repeatedly documented (United Sates Geological Survey, 2014; Lenat, 1994). Today nonpoint source pollution resulting from land runoff, is the largest source of pollutants to waterbodies within the United States (Environmental Protection Agency, 2004). Since nonpoint source water pollution originates on land, and is affected by human activities, streams and their affiliated water resources are a product of their watersheds (Wang, 2001). Within any urban landscape, natural hydrology can be dramatically altered due to changes in infiltration and runoff characteristics. Urban development removes natural vegetation and creates more impervious surfaces; this reduces the infiltration of rainfall into local aquifers, creating more runoff, increasing discharge rates, flooding and pollutant loading to receiving waters (O'Driscoll, Clinton, Jefferson, Manda, & McMillan, 2010).

Simply put, changes in land-use affect water.

5.0 Minnesota Watershed Law: The Complications of Separating Land-Use and Water

Recognizing the relationship between land-use and water, in 1955 the Minnesota Legislature adopted the Minnesota Watershed District Act. Among the justifications for establishing watershed management organizations included the principle that the "optimal size of a governmental unit should be that which encompasses as fully as possible the geographical area that bears all of the benefits and costs of that unit's decisions" (Holtman, 2006). Therefore, since the land-use decisions of one community have the ability to affect downstream jurisdictions, watershed management requires a governmental unit that traverses traditional political boundaries. Watershed law also recognizes that while cities have the ability to regulate land-use change for water resource protection, they are also interested in promoting tax base and economic development, and in not disappointing resident voters wishing to maximize the economic use of their land (Holtman, 2006).

Consequently, watershed districts were established as a unit of government, separate from local land-use authority, positioned to make water management an exercise founded in sound science, devoid of land-use conflict of interest and insulated from the typical political considerations of municipal government.

6.0 The Land-Use – Water Governance Gap and the Call to Reintegrate

The enactment of watershed law has enhanced water resource management in Minnesota. Watershed districts have succeeded in insulating water management decisions from the potential conflict of interest present when mixed with the land-use and political considerations intrinsic to city government. Data and science driven approaches, when looked at through a regional hydrologic lens, have offered technical diagnoses of water resource issues and engineered solutions for implementation. This approach undoubtedly improved upon a governance model lacking such consideration.

However, the same factors attributed to this governance model's success are also responsible in part for its limitations. Principally, despite a well-reasoned legislative approach, the separation of land-use and water for policy and planning was done without adequate policy tie-backs defining how the two spheres of planning would be functionally integrated in practice.

When dividing mission and authority, public policy doctrine advocates for a government framework that avoids creating inefficiencies, duplications, coordination costs, and conflicts (Holtman, 2006). This was particularly important in the instance of establishing a watershed management framework, considering the fundamental link between water resources and the land-use decisions that ultimately affect them. As a consequence of this planned segregation, water quality components are often absent from land-use plans and land-use planning is rarely integrated into water quality management (Wang, 2001). Indeed, land-use and water planning have occurred separately and with few exceptions land-use planners across the United States have addressed water only in a fairly cursory fashion (Bates, 2012).

Many recent evaluations of water governance in Minnesota have concluded the same:

- The 2007 *Evaluation Report on Watershed Management* drafted by the Office of the Legislative Auditor acknowledged the substantial impact of local land-use planning on nonpoint source pollution and flooding. Referencing a substantial body of research this audit concluded that surface water quantity and quality is directly tied to local land-use decisions, and that efforts to manage water quality are most effective when performed in coordination with land-use decisions (Office of the Legislative Auditor, 2007).

- A 2009 policy project determined that water and land planning in Minnesota is compartmentalized at all levels, under separate bodies of regulation and various agency jurisdictions (Minnesota Environmental Initiative, 2009).

- A 2011 Hennepin County Water Governance Project concluded that the interaction between technically based watershed management and the political world of the built environment was complicated, requiring significant effort to coordinate (Humphrey School of Public Affairs, 2011).

- The 2013 Minnesota Pollution Control Agency (MPCA) report to the legislature, titled *Water Regulation and Governance Evaluation*, included a discrete section focused on the *Effective Linkage of Land-use and Water Management.* This report concluded that "opportunities to address water-land-use connections have waned in recent decades," and that state water management goals can only be achieved with strong links to land-use. Moreover, watershed district plans were criticized in their "focus on engineering solutions, rather than land-use driven issues or trends" (Minnesota Pollution Control Agency, 2013).

7.0 So, Why Does the Governance Gap Persist?

Land-use change impacts water resources and to address water management in Minnesota watershed law was adopted. This provided for planning and implementation on a hydrologic basis, unimpeded by the potential for conflict of land-use planning interests. However, despite the benefits of this watershed framework, many policy analyses have concluded that:

1. Land-use and water planning and implementation are fragmented and disconnected;

2. The land-use – water governance gap hinders the effective management of water resources; and;

3. The integration of water and land-use planning is needed to continue propelling water management to new levels of effectiveness.

While the land-use – water governance gap has been identified as governance issue, the specific reasons it persists have not been clearly presented. To begin answering the policy mandate for integration, and to understand the factors contributing to the persistent fragmentation, the governance framework for watershed management organizations must be examined. Clearly, for legitimate reasons previous cited, the enacting legislation *intended* to separate the two disciplines of water and land planning. However, while MN Statute 103D, 103B and MN Rules 8410 provide advocate for integrated planning, they do not offer concrete integration strategies for doing so in an environment where natural tension exists between land-use and water planning. The absence of concrete integration strategies in statute, rule or policy at a state level is a driving factor in the persistent fragmentation of land-use and water disciplines in Minnesota.

In addition, the legislated framework governing watershed management created unintended consequences that complicate the call for integration. This framework:

1. Requires prescriptive ten-year implementation plans, creating a tendency towards static watershed management plans that are largely unresponsive to the dynamic nature of land-use change

2. Disproportionately emphasizes technical approaches to the identification of issues and solutions, over integrating water planning with land-use planning and decisions.
    a. While sound science is a prerequisite of successful water management, the lack of emphasis on integration has perpetuated a cultural (language, knowledge, polices, rules, procedures) disconnect reinforcing the silos of water management and land-use.

3. Due to the desynchronization created by static technically driven plans, relies heavily on a reactive safety net of regulation that does not achieve improvement but provides minimum standards to manage land-use change toward "no degradation."

7.1 Static Watershed Implementation Plans Create Asynchrony with Land-Use Change:

Watershed implementation plans are contained within watershed management organization's ten-year comprehensive plan, making them static and often unresponsive relative to land-use change. After collecting data, diagnosing issues, and establishing goals, watershed capital improvement programs outline projected investment in water infrastructure over a ten-year period. Pursuant to statute, metropolitan watershed capital improvement programs are required to consist of an itemized program,

by year, that includes the location, schedule, timing, need, cost, financing and project details of a specific capital infrastructure investment (Minnesota Statute Chapter 103B).

Ten year planning cycles *are* effective for diagnosing issues and identifying management strategies for waterbodies that respond to management inputs on timescales greater than a decade. However, largely urban landscapes such as the Minnehaha Creek watershed are subject to rapid land-use change, requiring a model and strategies that responds to knowledge of the local landscape, and the development plans of local communities (Holtman, 2006).

Therefore, the statutory requirements of metropolitan watershed districts, designed to provide transparency and accountability for public spending by taxing authorities, results in cumbersome static-state implementation plans that quickly become outdated in relation to the emerging threats and opportunities presented in a developing landscape.

However, implementing watershed-scale strategies that remain responsive and nimble to local development and land-use change is fraught with challenges. The University of Minnesota's Water Resource Center found that, following a necessary migration towards large-scale watershed protection and mitigation, water resource managers would be increasingly faced with, "a complex, multifaceted process involving numerous governmental units, nonprofit organizations, consultants and the private sector" (University of Minnesota, 2010).

Therefore, a paradigm shift must be undertaken for water resource managers, focused on effective coordination of the sophisticated matrix of interests and priorities rather than the scientific aspect of minimizing land-use impacts (University of Minnesota, 2010).

7.2 Focus on Technical Solutions versus Integration Perpetuates a Cultural Divide:

There is a need to shift the historic water management paradigm away from simply minimizing land-use impacts through sound science, towards a framework that effectively coordinates the sophisticated matrix of interests and priorities involved in land-use planning, public infrastructure investment and private development. Developing strategies to coordinate water interests in this environment requires an understanding of the cultural barriers that reinforce the historic silos of land-use and water agencies.

Minnesota Statues Chapter 103D provide for the establishment of watershed districts to "conserve the natural resources of the state by land-use planning, flood control, and other conservation projects by using sound scientific principles" (Minnesota Statute Chapter 103D). Despite the statutory citation of land-use planning as a management strategy, the subsequent governance framework and practice of watershed management disproportionately emphasizes a technical approach to water planning over substantive integration.

For example, Minnesota Rules Chapter 8410 outlines a framework of watershed planning and implementation that largely consists of water resource data collection, diagnosis of water resource issues and the development of a ten-year implementation plan focused heavily on identifying data collection, engineered structural capital improvements and regulation (Minnesota Rules Chapter 8410).

During their infancy, when watershed implementation was easily advanced through a technical understanding of issues and the engineering of structural solutions, watershed management organizations were able to succeed without substantial integration with land-use planning. However, over time the readily identifiable technical solutions (low hanging fruit) have been implemented, resulting in an ever increasing need to integrate the two disciplines in order substantially address water issues.

Consequently, today's disconnect of land-use and water planning is reinforced by decades of uncoordinated actions resulting from the separate legal bases for areas of governance, and has persisted due to land-use and water being administered by separate agencies not in a perpetual state of coordination (Bates, 2012). Consequently, water management is frequently limited to technocrats and engineers operating within well-established water agencies that have their own geographic areas and taxing powers, while land-use planning is left within the authority of local officials (Woltjer, 2013).

This paradigm is one that sees stormwater facilities placed at the far end of a site, treated as a remnant, creating stark out of place water bodies that infrequently relate to urban design (Palazzo & Steiner, 2011). Such narrow technical focus also lacks consideration of water's ability to develop community identity and create a sense of place (Hennepin County Parks and Public Works Commission, 1994). Therefore opportunities for watershed investment to generate social or economic value are too often disregarded. This level of technical specialization typecasts water managers, in the eyes of land-use agents, as engineers and regulators approaching water management largely as a technical exercise (Woltjer, 2013).

There is recognition of the need for improved collaboration between land-use and water management. However interagency coordination, while expected by Minnesota citizens and the Legislature, is not often considered as high a priority as fulfilling an agency's immediate responsibilities (Minnesota Planning, 2002). In fact, "almost nothing about the bureaucratic ethos makes it hospitable to interagency collaboration" (Bardach, 1998).

Collaborative models emphasize adaptability and results, while bureaucracy venerates stability and procedures. Consequently, planners attempting to escape their silos are often restricted by professional and fiscal constraints to serve the narrow interests of authority and bureaucracy (Campbell, 1996).

Campbell illustrated the organizational/bureaucratic/cultural forces perpetuating the governance gap in his "Planner's Triangle" (Figure 1 – Campbell's Planning Triangle). He identified language, knowledge, rules and procedures as barriers to cross-collaboration, noting that "economists speak of incentives and marginal rates, ecologists speak of carrying capacity and biodiversity, advocate planners speak of housing rights, empowerment, and discrimination, and each side accuses the others of being out of touch" (Campbell, 1996).

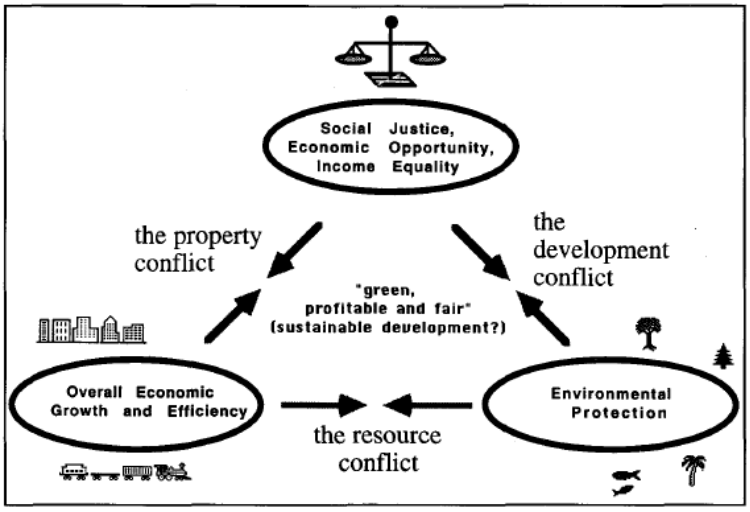

Figure 1 – Campbell's Planning Triangle

7.3 Regulation is a Safety Net that Does Not Stimulate Improvement:

Relatively static ten-year implementation plans, combined with cultural barriers contributed to the desynchronization of land-use and water planning. As a result of not always being proactively engaged in land-use planning and decision making, and building on statutory authority to promulgate rules, watershed organizations adopted and became reliant on regulation as a principal management strategy.

Regulation exists principally as a policy safety-net to ensure land-use change meets minimum controls Local minimum controls can be traced back to federal anti-degradation policy which has resulted in state goals to protect all waters from "significant degradation" (Minnesota Rules Chapter 7050.0185). Consequently, watershed regulation has assumed no-degradation or no-net-increase thresholds (Minnehaha Creek Watershed District, 2007). Therefore, regulation inherently is able only to react to changes in land-use, and no-degradation thresholds regulate towards an environmental status quo, not improvement.

However, regulation is often a preferred tool of public officials as it requires no investment or budget appropriation, but regulation simply serves to bring certain present or future activities under government control; they do not necessarily generate any action (Garvin, 2013).

Moreover, "while a regulatory approach to water resource management is critical to establish baseline standards and thresholds, regulation typically only serves to minimize degradation and impact. Therefore, strict reliance on regulation will result in missed opportunity for environmental improvement through truly integrating the planning of these various systems (Woljter, 2007).

8.0 MCWD's Policies Facilitate the Integration of Water and Land-Use Planning

Since the adoption of the 2007 Comprehensive Plan the Minnehaha Creek Watershed District Board of Managers has continuously evolved its planning philosophies, policies and principles, all serving to increase organizational effectiveness by functionally integrating the District's work with public and private interests in land-use change. This evolution addresses the policy mandate issued by others to improve the integration of land-use and water planning in Minnesota.

As previously outlined, two principal challenges to integration efforts are:

1. Relatively prescriptive implementation plans that are largely unresponsive to the dynamic nature of land-use change, new public infrastructure investment, and private development.

2. Cultural differences (language, knowledge, policies, rules and procedures) reinforced by an emphasis on technical and engineering solutions, insulating watershed agencies from other potential public-private partners.

The disconnect exacerbated by these two factors has resulted in a reliance on a reactive regulatory framework that exists to ensure "no degradation", offering no pathway for synergy towards creating larger community value.

In aggregate the District's policy trajectory has addressed these issues in the following ways:

1. Using informal planning to combat the cumbersome nature of static-state long-term capital improvement plans, increasing organizational responsiveness within a rapidly changing urban landscape.

2. Transitioning away from water technicians and regulators towards multi-dimensional water planners capable of surmounting the knowledge, language and cultural barriers between watershed management and urban land-use decision making.

3. Integrating water solutions into the landscape through intelligent and innovative urban design to generate economic and social value, thereby cultivating broader support for innovative watershed initiatives than would be achieved via technically oriented methods alone.

8.1 Informality as a Planning Strategy:

The Minnesota watershed framework drives formal mechanistic planning processes focused on identifying technical issues, and technical solutions. While fulfilling legal requirements, the ten-year capital improvement programs within these plans are not equipped to nimbly respond to the strategic threats and opportunities of a shifting urban landscape, where land use change happens quickly.

Formal long-range plans do play a valuable role in the public process of defining organizational scope and direction. However, complementing these long range plans, informality exists as a planning strategy to bring watershed planning and implementation onto a time-scale coinciding with changes in land-use. In his 1998 book titled *Getting Agencies to Work Together*, Eugene Bardach cited the important role informality can play in the development of multijurisdictional policies and programs and

the forging of adaptive program responses that rapidly respond to change. More specifically, he found benefit in informality as a strategy to working through the "thicket of interjurisdictional networks, politics and problem solving" to find innovative solutions to technical problems (Bardach, 1998).

Formal planning processes typically involve groups of stakeholders (policy makers, agency staff, and public-private interests) interacting through formal channels, planning for large long-range issues. As such, formal planning or bureaucracy utilizes processes that are relatively abstract, in that they are designed to exhibit broad application across many circumstances (Innes, Connick, & Booher, 2007). Long range plans are therefore of less use in developing capital improvement plans for water agencies in ways that sync with land-use, and are more suited to creating the policy environment, procedures and framework in which organizations operate.

By nature, non-formal planning strategies rely more on individuals working collaboratively to recognize specific opportunities, which almost always arise organically. Therefore, organic versus formal approaches are most appropriate for use in dynamic environments, such as land-use change, which give rise to constantly new issues and unpredictable calls for action that cannot be automatically be parsed, as would be expected by formal planning processes (Innes, Connick, & Booher, 2007).

Clearly the principles of informal planning strategy apply readily to water resource professionals attempting to integrate into the highly dynamic environment of urban planning, where decisions on public and private investment are made in real-time.

Indeed, informal approaches were used by the District to build relationships with key individuals involved in land-use change, thereby improving the identification of emerging opportunities for watershed partnerships. However, this is not easy and presents clear challenges to the status quo for most watershed management agencies. In the Netherlands, for example, federal mandates from the National Ministry of Transport, Public Works, and Water Management required water to be more

closely integrated with spatial planning. Not surprisingly, the Dutch watershed organizations had difficulties conforming to the new agenda. It suddenly required them to be more proactive and strategic, monitoring urban planning initiatives in their areas (Woltjer, 2013). Therefore, the District must retain an organizational framework and culture that remains responsive to external threats and opportunities in a rapidly changing landscape.

8.2 Multi-Dimensional Planning Bridging the Cultural Divide

In addition to adopting more proactive workflow, informal planning also requires a transition away from the technical specialist mentality that prevails in traditional watershed management. Informality can improve the synchronization of watershed planning and land-use change. However water planners must also surmount the historical cultural barriers (knowledge, language, etc) separating the two disciplines. Water agencies operating under more formal mechanistic planning models typically rely on experts or specialized technical consultants. In contrast, in informal collaborative processes a diversity of knowledge and experience play significant roles (Innes, Connick, & Booher, 2007).

Therefore, successful water managers must couple informal planning with an increased ability to communicate and operate in urban planning spheres. This requires the ability to recognize, assess, plan and communicate the economic and social asset value of watershed features with an urban landscape.

Simply put, water technicians and experts must begin to engage in "planning." Combining mission, authority and investment to create value across multiple sectors reveals more opportunities for watershed restoration than by acting alone. Such regional collaborative initiatives respond to governance gaps in which no single entity has the full range of authority, leading to improved decision-making, with greater implementation success than traditional approaches (Bates, 2012).

History, finds old arguments for the integration of discrete spheres of governance. In 1919, Walter Moody, the Chicago Plan Commission's managing director, conceptualized the complex interrelation of seemingly disparate pieces of the urban environment through his definition of the word 'planning'. Planning, Moody noted is a "simple, common sense procedure to make conditions more livable" through investment in "public improvements" with intelligence and "foresight," rather than in an uncoordinated "haphazard" manner. This can be juxtaposed against Moody's thoughts on projects, like a street widening, unrelated to any other improvement or purpose, which he coined as "unplanning" (Garvin, 2013). This example closely parallels the history of water "planning" which focused almost exclusively on the technical aspects of water management, while not thinking of water solutions in relation to other public and private initiatives.

Bridging the cultural differences between land-use and water agencies and the private sector represents another pillar in the Minnehaha Creek Watershed District's efforts to integrate land-use and water. This has been accomplished in part by leveraging the social and economic value of water through innovative urban design of the District's work. However, as history has shown, this is not always easy as land-use and water personnel originate from different professional cultures. Both have developed their own institutional structures, way of acting, and geographic scales of operation. Knowledge, plan-making and procedures differ. Water agency staff's technical orientations reflect traditional responsibilities of managing regional water systems, while spatial planners are more likely to think in terms of visions and concepts that might support political positions or private investment (Woltjer, 2013).

Again, successful integration requires collaboration, and collaborative planning requires the support of a diverse knowledge base. As identified by Campbell, economists, ecologists and advocate planners all speak different languages. Consequently, knowledge and language barriers exist and

principal impediments to otherwise mutually beneficial solutions. Rather than viewing problems through watershed lenses, watershed professionals must evolve their knowledge of land-use planning and development, its economic and social goals, its authorities and procedures, and its norms. They must become practiced multi-linguists, code switching between dialects depending on the target audience, bridging the divide between planning spheres in order to advance innovative restoration projects that satisfy other urban needs.

8.3 The Value of Water in Creating Compelling Urban Spaces:

Providing equal consideration of non-water interests has been used by the District to catalyze partnerships in pursuit of creative urban design solutions offering the largest restoration potential. This approach recognizes tenets historically ignored by water experts: that the fundamental goal of any planning is to simultaneously sustain and balance the three competing yet interdependent systems of economic growth, social justice and environmental protection (Campbell, 1996).

The MCWD's shift in perspective has been repeatedly reinforced by findings of Hennepin County Community Works, which acknowledge the power of natural systems to be developed as the underlying structure of place, underpinning local community identity; thereby enhancing long term economic growth and community livability (Hennepin County Parks and Public Works Commission, 1994). Similarly, the Conservation Fund identified green infrastructure as the ecological framework needed for environmental, social and economic sustainability (The Conservation Fund, 2001). These concepts are conceptualized in Figure 2, which targets public investment at the nexus of environmental economic and social considerations.

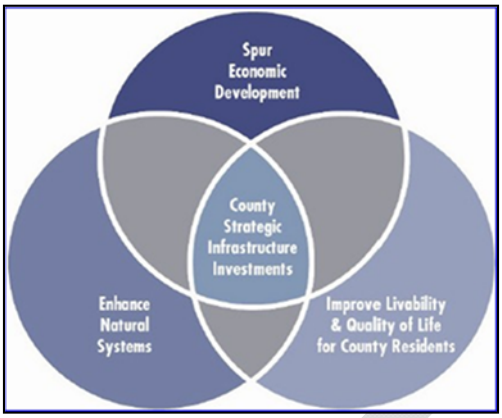

Figure 2

Understanding the strategic value of green infrastructure, the Minnehaha Creek Watershed District has invested in planning and implementation at the intersection of interests, through creative urban design. By doing so, the District engendered broader public and private support for its work, than in the past. In the Dutch example, as federally mandated policies of land and water integration became normalized, urban planners began using water and green infrastructure investment to strengthen regional economies. Urban design processes began to orbit around the planned construction of water projects, that simultaneously delivered new housing, economic activity, recreational facilities, improved ecological conditions and enhanced water management (Woltjer, 2013).

Despite the considerable pressure of industrialization on water resources, the natural systems of a watershed can play critical and reciprocal roles within urban environments. Natural features provide visual relief and establish the unique character of a community when compared to those which seal out the natural world, losing the unique quality of place in favor of an artificial landscape that could be anywhere (Calthorpe, 1993).

Beyond simply restricting development, water features underpin local identity, generating social and economic value (Hennepin County Parks and Public Works Commission, 1994). If approached through the lens of urban design, investment in watershed solutions can significantly influence the form and function of local communities.

Therefore, watershed investment and planning should champion the preservation of major creeks, riparian habitat and other environmental features, to be incorporated into urban design as the underlying structure of the metropolis (Calthorpe, 1993). When oriented around streams, natural feature greenways can complement floodplain management efforts and provide naturally wooded water quality buffers, providing for sediment and pollutant removal from urban runoff (Conine, Xiang, & Whitley, 2004). Connecting watershed features through greenways provides a means of preserving open space and creating green infrastructure that address environmental objectives, while linking people and places (Conine, 2004).

In terms of economic value, cities well integrated with their natural watershed features experience enhanced tax base through the creation of a quality public realm that spurs economic development, improves livability and enhances natural systems (SRF Consulting Group, 2008). Property values adjacent to greenways and stream corridors have been found to be up to 32% higher than those 3,200 feet away (U.S Department of the Interior, 1995). In fact, during the recession of the 1980s, the only sections of Minneapolis to maintain or increase value were adjacent to water, parks or greenways (Martin & Jacobson, 2008). Accordingly, 70% of real estate agents highlight trails when marketing homes near greenways (Smith L. , 2010). Therefore, more aggressive approaches should be taken by watershed districts to articulate the power of their investment to protect and restore creeks and riparian habitat into the surrounding urban fabric, so they can become integral community elements (Calthorpe, 1993).

In general, given the potential for reciprocity, watershed organizations should utilize creative and innovative design to showcase the complementary rather than competing nature of water in modern cities. This notion is not new and there exists a lineage of thinkers who have long recognized the interdependence between human settlements and nature. As early as the

fourth century B.C., Hippocrates described the effects of airs, waters, and places on the health of individuals. More recently, the work of pioneering landscape architects such as Frederick Law Olmsted have promoted a deeper understanding of the complex interactions between nature, humans and their artifacts (Palazzo & Steiner, 2011).

In 1979, urban planner Kenneth Schneider emphasized the need for planners to adopt a systems approach that also promotes planning at the intersection of discrete spheres and the ability of natural systems to leverage broader value. He said:

> Despite the statements of many urbanists and environmentalists to the contrary, the central issues are not clean air and water, endangered species or environments, more money for housing and urban renewal, or even energy; certainly not in their separate capacities. These issues are relevant, perhaps necessary, but not basic. What is basic is the structure of the human environment, the city. Building a good city – a framework for all separate things to work harmoniously – is essential in order to alleviate each of the separate issues of development (Schneider, 2003).

This must not be understated as Schnieder makes a compelling argument for water professionals to participate in building good cities as a principal means to achieve water resource objectives. Under these assertions, watershed organizations must employ, to a much greater extent, intelligent urban design as a strategy to integrate land-use and water planning by showcasing the broader community value that can be created.

9.0 Conclusions

The MCWD Board of Managers has undergone a policy shift since the adoption of the 2007 Plan that begins to address the policy mandate to increase the integration of land-use and water planning.

To address the fundamental issues of static long-range plans and the perpetuation of silos due to cultural differences between land-use and water agencies, the District has utilized informal planning to improve synchronization, emphasized building bridges for effective multi-dimensional planning, and practices innovative urban design to showcase the broad community value watershed implementation can create.

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Planning and Policy Committee Pre-Read
11.16.15

Introduction

Himle Rapp has been enlisted to assist the District in developing a set of foundational elements for its Comprehensive Plan, including mission, vision, goals, and guiding principles (values). These foundational elements will be used to focus and prioritize program activities and resources internally through the program evaluation process. They will also be a critical part of the District's branding and communication to external stakeholders.

Vision Statement

A vision is a picture of your organization's future aspiration and where you are headed. Vision provides a clear mental picture of what your organization will look like in 25-50 years. It reflects the specific mountain you are currently trying to climb – the "where."

Forming a strategic vision should provide long-term direction, help prioritize the organizational activities to be pursued and the capabilities the organization plans to develop, and infuse the organization with a sense of purposeful action. It serves as a unifying focal point for everyone in the organization. It delineates the future focus and where the organization is going.

An effective vision statement consists of the following elements.

- **Futurecasting:** Provides a picture of what your organization will look like in the future.
- **Audacious:** Represents a dream that is beyond what you think is possible. Visioning takes you out beyond your present reality.
- **Motivating:** Clarifies the direction in which your organization needs to move and keeps stakeholders focused on what it takes to reach it.
- **Purpose-Driven:** Worded to give your staff and stakeholders a larger sense of purpose–so they see themselves as "building a cathedral" rather than "laying stones."
- **Inspiring:** Worded to inspire and engage people. It creates a vivid image in people's heads that provokes emotion and excitement.
- **Capitalizes on Core Competencies:** Builds on your organization's core competencies. It builds on what you have already established – history, customer/constituent base, strengths, and unique capabilities, culture, resources and assets.

Vision Examples

- **3M:** 3M Technology Advancing Every Company, 3M Products Enhancing Every Home, 3M Innovation Improving Every Life
- **DuPont:** To be the world's most dynamic science company, creating sustainable solutions essential to a better, safer, and healthier life for people everywhere.
- **Heinz:** To be the world's premier food company, offering nutritious, superior tasting foods to people everywhere.
- **Susan G. Komen for the Cure:** A world without breast cancer.
- **Mattel:** To be the premier Toy Brand—today and tomorrow.
- **Amazon:** Our vision is to be earth's most customer centric company; to build a place where people can come to find and discover anything they might want to buy online.

Minnehaha Creek Watershed District
Mission, Vision, Values Exercise 11.16.15

Mission Statement

A mission statement is a declaration of your organization's purpose and spotlights the business you are presently in and the customer/constituent needs you are presently endeavoring to meet. It is part of your strategy development as your core purpose, the underlying "why," why you are in business. To build a solid foundation for a successful organization, it is essential to have a clear, concise and consistent mission statement that explains who you are and why you exist. Keep it short.

Your mission statement should serve as a guide for day-to-day operations and as the foundation for future decision-making. Keep these guidelines in mind when writing or evaluating your mission statement:

- **Focus on satisfying customer/constituent needs:** A mission statement should focus the organization on satisfying customer/constituent needs rather than on a program or service. It tells "who" your customer/constituents are, "what" needs your organization wishes to satisfy and "how" these needs are satisfied.
- **Based on your core competencies:** Your organization should base its mission on a competitively superior internal strength, unique capability or resource that the organization performs well in comparison to similar organizations.
- **Motivates and inspires stakeholder commitment:** Your stakeholders need to feel that your work is significant and that it contributes to people's lives.
- **Realistic:** Your mission statement should be realistic. You should avoid making the mission too narrow or too broad.
- **Specific, short, sharply focused and memorable:** It should be a precise statement of purpose that describes the essence of the organization in words your constituents and stakeholders can remember you by. It should "fit on a T-shirt."
- **Clear and easily understood:** Develop and write your mission statement on a "party level" (i.e. simple and clearly) so that you can quickly and briefly tell people you meet at a party or on airplanes why your organization exists. At the same time it needs to give your team a profoundly simple focus for everything it does as an organization.

Mission Statement Examples

- **3M:** To solve unsolved problems innovatively.
- **International Red Cross:** To provide relief to victims of disaster and help people prevent, prepare for, and respond to emergencies.
- **Starbucks:** To inspire and nurture the human spirit — one person, one cup and one neighborhood at a time.
- **The Elephant Sanctuary:** A natural-habitat refuge where sick, old, and needy elephants can once again walk the earth in peace and dignity.
- **Google:** To organize the world's information and make it universally accessible and useful.
- **Marriott Hotels:** To make people who are away from home feel they are among friends and really wanted.
- **Merck:** To operate a worldwide business that produces meaningful benefits for consumers, our market partners and our community.

Values

Values are enduring, passionate, and distinctive core beliefs, and they're an essential part of developing your strategy. They are based on enduring tenets—guiding principles—to adhere to no matter what mountain you climb. Your core values are part of your strategic foundation. They are the beliefs that guide the conduct, activities and goals of your organization. Values are deeply held convictions, priorities, and

underlying assumptions that influence the attitudes and behaviors of your organization. Strong values account for why some organizations gain a reputation for such strategic traits as leadership, product innovation and total customer satisfaction.

An organization's values helps guide the strategic options it considers or rejects. When values and beliefs are deeply ingrained and widely shared by directors, managers and staff, they become a way of life within the organization, define the culture and mold organizational strategy. Here are some guidelines in developing core values:

- **Keep the list of values to between five and seven.** They need to be memorable to your staff.
- **Create phrases, but not paragraphs.** One word is not enough to convey real meaning of a value.
- **Make these values specific, not generic.** It takes more than one word to define specificity.
- **Values need to be shared.** While you don't need consensus from everyone in your organization, you do need agreement from senior leadership.
- **If it's already stated in your mission, do not repeat it.** Some values-driven language may be part of your mission statement. That's fine, but consider not repeating what you have covered elsewhere.

Consistent themes/guiding principles/values around how MCWD works with its stakeholders have emerged around these five area:

1. Focus
2. Responsiveness
3. Partnership
4. Integrated Planning
5. Innovation
6. Leadership
7. Sound science

Organizational goals

Goals serve as guidelines for action, directing and channeling employee efforts. They provide parameters for strategic planning, allocating resources and identifying development opportunities. They also provide constraints in the organization. Choosing certain goals reduces discretion in pursuing other goals. Goals act as a source of legitimacy by justifying an organization's activities and existence. For example imagine a hospital whose goal was to increase occupancy by performing as much surgery as possible - this goal would surely reduce its legitimacy.

In addition, goals define standards of performance. To the extent that goals are clearly stated, they set standards for evaluation. Goals also provide a source of motivation. By presenting a challenge and how to achieve it, organizational goals act as behavioral incentives.

Many experts in strategic planning and organizational effectiveness emphasize the importance of focus in establishing mission and goals. Drucker states that, "Goals are overarching and should be few in number. If you have more than five goals, you have none. You're simply spreading yourself too thin."[1] The authors of *The 4 Disciplines of Execution*[2] characterize the importance of focus this way:

Number of Goals	2-3	4-10	11-20
	⇩	⇩	⇩
Goals Achieved with Excellence	2-3	1-2	0

Minnehaha Creek Watershed District
Mission, Vision, Values Exercise 11.16.15

SMART Goals are:

- Specific – Is the goal specific enough for clarity?
- Measurable – Is there a way to measure the goal? In other words, how do you know you achieved the goal?
- Attainable – Is the goal truly attainable? Or is it such an outlandish goal that it looks good on paper but is nearly impossible to complete.
- Realistic – Did you write the goal realistically? For example, did you address all the challenges of completing the goal and provide the necessary resources.

Goals Examples

Goals can be one word or statements. Here are examples of goal statements:

- To preserve and communicate the rich traditions of [NAME OF ORGANIZATION] heritage.
- To increase awareness of and support for our local, national, and worldwide PROGRAMS.
- To broaden and strengthen our visibility as a regional resource, and promote the PROGRAMS of [NAME OF ORGANIZATION].
- To enhance / expand / improve our education and community programs.

Goals in consideration for MCWD:

- Water Quality
- Water Quantity
- Ecological Integrity
- Community Engagement

Citations:
[1] Drucker, Peter F. *The Five Most Important Questions You Will Ever Ask About Your Organization*. 2008.
[2] McChesney, Chris; Covey, Sean; and Jim Huling. *The 4 Disciplines of Execution*. 2012.