



WHERE THE FOREST MEETS THE PRAIRIE

Todd County

● MINNESOTA ● EST. 1855 ●

BOARD OF COMMISSIONERS
Work Session Agenda

Tuesday, May 20, 2025

10:30 AM

or immediately following the regular board meeting

*Meeting to be held in the County Board Room
at the Historic Courthouse, 215 1st Ave S, Long Prairie, MN.*

MEETING WILL BE LIVE-STREAMED AT: [HTTPS://WWW.CO.TODD.MN.US](https://www.co.todd.mn.us)

Agenda Item #

Agenda Time:

- | | | |
|----------|---|--------------|
| 1 | Equipment Operator FTE for Solid Waste
<i>Chris McConn & Mike Eberle, Todd County Solid Waste</i> | 10:30 |
| 2 | Todd County and SWCD PRAP Report
<i>Adam Ossefoort, PZ/SWCD Division Director</i> | 10:35 |
| 3 | Discussion on the Use of the Sheriff's Van Purchased through CARES Act Funding
<i>Sheriff Allen & Kathy Langer, TWCC Director</i> | 10:55 |
| 4 | Todd-Wadena Community Corrections Departmental Update
<i>Kathy Langer, TWCC Director & Dacia Carr, TWCC Supervisor</i> | 11:10 |

Organizational Assessment

Todd Soil and Water Conservation District

And

Todd County Planning and Zoning

Local Government Unit Review

Draft Report

April 2025

Minnesota Board of Water and Soil Resources

520 Lafayette Road North

St. Paul, MN 55155

651-296-0768

www.bwsr.state.mn.us

This page was intentionally left blank.

Contents

Organizational Assessment Report Summary.....	v
Introduction	1
Executive Summary	2
Findings	3
Findings Part 1: Planning	3
Findings Part 2: Performance Standards	4
Findings Part 3: Internal and External Surveys	5
Internal Surveys: Summary of Self-Assessments by Organization Staff & Board Members	5
External Surveys: Organization Assessment by Partners	8
Findings Part 4: Wetland Conservation Act Administrative Review	10
General Conclusions.....	16
Commendations	16
Action Items	16
Recommendations	16
LGU Comments and BWSR Responses	18
Appendix A. Performance Standards	19
Appendix B. Summary of Survey Results.....	21
Appendix C. Comment Letter	28
Appendix D. Program Data	28

This report has been prepared for **Todd County Planning and Zoning and Todd Soil and Water Conservation District** by the Minnesota Board of Water and Soil Resources (BWSR) in partial fulfillment of the requirements of Minnesota Statutes, Chapter 103B.102, Subd.3.

Prepared by Don Bajumpaa (don.bajumpaa@state.mn.us; 651-600-8390).

BWSR is reducing printing and mailing costs by using the Internet to distribute reports and information to wider audiences. This report is available in alternative formats upon request.

Organizational Assessment Report Summary	Todd County SWCD and Todd County Planning and Zoning
What is a PRAP Performance Review? The Board of Water and Soil Resources supports Minnesota's counties, watershed districts, and soil and water conservation districts that deliver water and related land resource management projects and programs. In 2007, the Board established a program (PRAP) to systematically review the performance of these local units of government to ensure their effective operation. Each year BWSR staff conduct routine reviews of several of these local conservation delivery entities. This document reports the results of one of those reviews.	Key Findings and Conclusions Both the Todd County SWCD (SWCD) and County Planning and Zoning (PZ) are commended for their work in implementing core programs, the Wetlands Conservation Act, and planning and implementation efforts related to five comprehensive watershed management plans. Participating in watershed planning efforts will assist in developing strong partnerships and building relationships. Building relationships, finding opportunities to collaborate, and improving communication would benefit both the County PZ and SWCD. Resource Outcomes Due to the status of approved Comprehensive Watershed Management Plans within the county, evaluation of the County Water Plan was not conducted during this review. Instead, Comprehensive Watershed Management Plan implementation will be evaluated during the Watershed-based PRAP process at the mid-point period of implementation for each plan. These watersheds include: the Long Prairie River, Sauk River, Mississippi River Brainerd, Leaf-Wing-Redeye River, and Crow Wing. A mid-point review will be conducted for the Leaf-Wing-Redeye River in 2025. Basic Performance Standards: • Todd County SWCD reports compliance with 17 of 17 basic performance standards. • Todd County PZ reports compliance with five of five applicable basic performance standards. Commendations Todd County SWCD is commended for meeting 21 of 22 high-performance standards. Todd County PZ is commended for meeting 13 of 14 applicable high-performance standards. Required Action Items (required to address within 18 months): There are no required actions for Todd County or Todd SWCD. Recommendations Joint Recommendation (Communication): Work to maintain a consistent level of communication between partners to build upon the working relationships you have with them. Joint Recommendation (Tracking): Continue to gather and compile data about implementation efforts your organization is making toward comprehensive watershed management plans.

	Joint Recommendation (Reflecting): Spend time with your watershed-based partners to compare work activities completed verses activities that were planned. Joint Recommendation (Sharing): Remember to communicate regularly to the public and stakeholders about accomplishments you’re making toward watershed management work. Joint Recommendation (Conduct a Workload Assessment): BWSR encourages both organizations to conduct a workload assessment. Recommendation Todd County (Official Controls): Look for ways to incorporate comprehensive watershed management plan priorities into land use planning efforts, ordinances, and decisions. WCA Performance Standard Requirements: • There are no WCA required actions WCA Performance Stand Recommendations: • Consider updating delegation resolution to clearly layout which entity is the WCA LGU. • Consider updating delegation resolution so that current staff have decision making authority. • Consider obtaining WCA authority through resolution for all cities in the county. • Consider utilizing some form of a timeline tracking system for 15.99 deadlines and major events. • Consider updating delegation resolution to clearly lay out enforcement delegation. • Consider bolstering future RO findings with relevant wetland indicators.
--	---

Introduction

This is an informational document prepared by the staff of the Board of Water and Soil Resources (BWSR) for the Todd Soil and Water Conservation District (SWCD) and Todd County Planning and Zoning (PZ). It reports the results of a routine performance review of both organizations' respective comprehensive or water management plan implementation and overall organizational effectiveness in delivery of conservation projects and programs. The findings and recommendations are intended to give local government units (LGUs) constructive feedback they can use to enhance their joint and individual delivery of conservation services.

For this review, BWSR has determined the organization's compliance with BWSR's basic performance standards, surveyed members of both organizations and their partner organizations for feedback and conducted a routine spot check of Todd County's Wetlands Conservation Act (WCA) activities.

This routine evaluation is neither a financial audit nor an investigation and it does not replace or supersede other types of governmental review of local government unit operations.

While the performance review reported herein has been conducted under the authority granted to BWSR by Minnesota Statutes Chapter 103B.102, this is a staff report and has not been reviewed or approved by the BWSR board members.

What is PRAP?

PRAP is an acronym for BWSR's Performance Review and Assistance Program. Authorized by the 2007 Minnesota legislature, the purpose of PRAP is to support local delivery of conservation and water management by periodically reviewing and assessing the performance of local units of government that deliver those services. These include soil and water conservation districts, watershed districts, watershed management organizations, and the local water management functions of counties.

The PRAP program includes an Annual Statewide Summary, and three types of assessments. Depending on the program mandates and needs of the local government unit, review types include both routine and specialized. The Annual Statewide Summary annually tabulates all local governmental units' compliance with basic planning and reporting requirements.

Organizational Assessments, conducted by BWSR once every ten years for each local government unit, evaluate operational effectiveness, partner relationships, and whether the LGU has achieved county water plan, watershed management plan, and/or SWCD comprehensive plan implementation goals. This assessment also evaluates compliance with performance standards, and the Wetland Conservation Act, where applicable.

Watershed-based Assessments are routine reviews conducted with partnerships of local governments working together to implement comprehensive watershed management plans (CWMPs) developed through the One Watershed One Plan Program. This review evaluates progress on plan implementation and analyzes partners working relationships.

Special Assessments are conducted with LGUs experiencing significant obstacles or performance deficiencies and may include BWSR Board action to assign penalties as authorized by statute.

More details can be found on the BWSR PRAP webpage.

Executive Summary

Minnesota Board of Water and Soil Resources (BWSR) staff met with Todd Soil and Water Conservation District (SWCD) and Todd County Planning and Zoning (PZ) staff to discuss an evaluation of the water management functions of the SWCD and County PZ. The findings in this document represent the data collected over the course of 60 days of review and the recommendations are a result of the observations and conclusions we have made based on that data. There are four distinct parts of an Organizational Assessment conducted via the BWSR Performance Review and Assistance Program (PRAP) as authorized by M.S. 103B.102.

Part 1: Evaluation of the progress made by water management entities toward goals stated in their approved and adopted local management or comprehensive plans.

Part 2: Review of the entities' adherence to level I and II standards as directed by statutes, policies, and guidelines via a performance standards certification checklist.

Part 3: Board member and staff surveys as well as partner surveys to assess internal and external perceptions of performance, communication, partnerships, and delivery of conservation programs and customer service.

Part 4: Wetlands Conservation Act (WCA) spot check to evaluate WCA program performance and delivery.

This organizational assessment of Todd County PZ and SWCD did not include Part 1. Part 1 (evaluation of water plan progress) was not conducted because Todd County PZ and Todd County SWCD participates, in various degrees, in four One Watershed, One Plans. These Comprehensive Watershed Management Plans will be reviewed at roughly the five-year point of their planning efforts. After thorough review of the data, we develop a list of actions and recommendations to help guide the water management entities in their continued growth of program delivery. We do this to ensure they continue to meet basic standards as established in statutes and policy. We also develop a list of commendations for the great work these entities do as our partners in delivering conservation across the varied landscapes of Minnesota. Each of the above listed parts of the review are described in the findings section of this document, and the completed documents can be found in the notated appendices for further review. This report will be summarized in conjunction with other PRAP Organizational Assessments collected in 2024 to be used as the official BWSR PRAP report delivered to the legislature as part of our reporting requirement under M.S. 103B.102.

Key Findings and Conclusions

Todd County SWCD and PZ are commended for their work in implementing core programs, the Wetlands Conservation Act, and for participating in planning and implementation activities in five comprehensive watershed management plans. These include Leaf-Wing-Redeye River, Long Prairie River, Sauk River, Mississippi River Brainerd, and Crow Wing River comprehensive watershed management plans. The board and staff of both local governments are viewed favorably by their partners which aids in the planning and implementation of activities identified within their One Watershed, One Plans.

Developing strong working relationships/communication with partners will help in weathering challenges, and further assist in addressing local water management issues and improving conservation delivery in Todd County.

Todd County PZ is commended for meeting 5 of 5 applicable basic performance standards, including completion of grant reports and buffer strip reports on time, posting BWSR grant reports on county website, and as well as having current local water management plans.

Todd County SWCD is commended for meeting 17 of 17 basic standards, including reviewing of personnel policy within the last 5 years, completion of eLINK reporting on time, and targeting state grant funds in high priority areas.

Both the SWCD and PZ are commended for meeting several high-performance standards.

Summary of Recommendations

After a thorough analysis of the data collected as part of this review, BWSR staff developed several recommendations for the Todd County SWCD and Todd County PZ. We rely heavily on our relationships with County and SWCD staff as well as the input of partners, staff, and board members to make sure we provide recommendations that are relevant, timely, and helpful for the LGUs to implement and improve their operations. The full text of the recommendations can be found in the conclusions section.

Joint Recommendation (Communication): Work to maintain a consistent level of communication between partners to build upon the working relationships you have with them.

Joint Recommendation (Tracking): Continue to gather and compile data about implementation efforts your organization is making toward comprehensive watershed management plans.

Joint Recommendation (Reflecting): Spend time with your watershed-based partners to compare work activities completed versus activities that were planned.

Joint Recommendation (Sharing): Remember to communicate regularly to the public and stakeholders about accomplishments you're making toward watershed management work.

Joint Recommendation (Conduct a Workload Assessment): BWSR encourages both organizations to conduct a workload assessment.

Recommendation Todd County (Official Controls): Look for ways to incorporate comprehensive watershed management plan priorities into land use planning efforts, ordinances, and decisions.

The following recommendations are specific to the Wetland Conservation Act review.

- Consider updating delegation resolution to clearly layout which entity is the WCA LGU.
- Consider updating delegation resolution so that current staff have decision making authority.
- Consider obtaining WCA authority through resolution for all cities in the county.
- Consider utilizing some form of a timeline tracking system for 15.99 deadlines and major events.
- Consider updating delegation resolution to clearly lay out enforcement delegation.
- Consider bolstering future RO findings with relevant wetland indicators.

Findings

This section describes what BWSR learned about the performance of Todd County SWCD and PZ via the various collection methods as outlined below.

Findings Part 1: Planning

Todd County SWCD and PZ participates in planning and implementation, in various degrees, in the Leaf-Wing-Redeye River, Long Prairie River, Sauk River, Mississippi River Brainerd, and Crow Wing River comprehensive watershed management plans. The Leaf-Wing-Redeye watershed plan will be evaluated in 2025 during a PRAP Watershed-based Assessment. The other watersheds will be evaluated at the mid-point of plan implementation. For this reason, the local comprehensive watershed management plan review was omitted from this assessment.

Findings Part 2: Performance Standards

BWSR has developed a set of performance standards that describe both basic requirements and high-performance best management practices related to the overall operation of an organization. These standards are different depending on the type of LGU. Each set of standards addresses four areas of operation: administration, planning, execution, and communication/coordination. The basic standards describe practices that an organization are either legally required and defined by state statute or are fundamental to operations as determined by BWSR board policies. Each year BWSR tracks all of Minnesota's water management LGUs' compliance with a few of the basic standards to make sure our partners stay in compliance with statutory or other legislative requirements, which include standards such as annual report submittals for BWSR grant activities, website reporting requirements, and financial reporting requirements.

The high-performance standards describe practices that reflect a level of performance that exceeds the required practices. While all local government water management entities must meet the basic standards, the most proactive LGUs will meet many high-performance standards. The performance review also includes basic and high-performance criteria for administration of the Wetland Conservation Act (WCA). A more detailed discussion specific to administrative WCA performance may be found in the **Findings Part 4** section of this report. The performance standards checklists submitted and reviewed for both Todd County Planning and Zoning and Todd County SWCD are contained in Appendix A.

For this Organizational Assessment, the Todd County SWCD reports compliance with 17 of 17 applicable basic standards, and 21 of the 22 high performance standards for SWCDs. A few notable high achievements include:

- Active partner/participant in at least one 1W1P planning or implementation process.
- Prioritized, targeted and measurable criteria used for goals and objectives in LWMP as appropriate.
- Strategic plan or self-assessment completed within last 5 years.
- Targeted communications sent within the last 12 months.
- Cooperates in partnerships with others to accomplish district priorities.

Todd County PZ reports compliance with 5 of 5 applicable basic standards as well as meeting 13 of 14 high-performance standards for counties. A few notable high achievements include:

- Public drainage records meet modernization standards.
- Prioritized, targeted and measurable criteria used for goals, objectives in LWMP.
- Water quality trend data used for short- and long-term plan priorities.
- Water quality trends tracked for priority water bodies.
- Water management ordinances on county website.

Findings Part 3: Internal and External Surveys

Part 3 of this performance assessment is based on responses to an on-line survey of each LGUs' staff and board and an online survey to partner organizations. Each LGU's board and staff were asked different survey questions than their respective partners. The survey questions are designed to elicit information about LGU successes and difficulties in implementing plan goals and objectives and assessing the extent and quality of partnerships with other related organizations. The SWCD invited a total of 38 individuals to take the online survey, and 34 responded, an 89% response rate. The County PZ invited a total of 28 individuals to take the online survey, and 19 responded, an 68% response rate.

Internal Surveys: Summary of Self-Assessments by Organization Staff & Board Members

Please note: Information in this section has been analyzed and paraphrased to keep responses anonymous.

Survey participants were asked which programs or projects they consider to be particularly successful over the past few years. Responses provided for Todd County SWCD included:

- Buffer zones along roads Dunlin, Enchanted Loop and Emerald Trail.
- Soil Health, cover crops.
- Farmland soil, erosion control, feedlot improvement, buffers, well sealings, water quality.
- Cost share programs.
- Public outreach, education, and cost share programs.
- Sauk plan, WBIF funded projects.
- Shoreline and wetland restorations.
- Tree and plant sale program.
- Feedlot programs and pit closures.
- Conservation easements.
- AIS program.

When Todd County SWCD staff and Board were asked why these projects and programs were successful, we received the following comments summarized below:

- Good relationship with SWCD staff.
- Tremendous leadership with very driven staff.
- Teamwork from staff.
- Management, staff, planning and organization, grants, partnering and cost-sharing.
- Supportive board and hard-working staff.
- Collaboration and communication.
- Securing grant funding, outreach efforts and building relationships with landowners.
- Staff knowledge allows us to be efficient and successful.
- Ability to work with partners when we need help.
- SWCD staff and its local, state and federal partners. Teamwork is the biggest reason we are doing so well.
- Available funds make it possible to do what we do.
- Landowners are a huge part of our success. Without their cooperation we would not be successful.

When Todd County PZ survey participants were asked which programs or projects, they considered successful, responses provided included:

- Wetland programs and feedlot management programs.
- Riverside Park restoration project.
- CSAH 56 and CSAH 38 improvement project.
- SSTS implementation and grants/loans for failing septic systems.
- Shoreland management.
- Education and outreach to local lake associations.

When participants for Todd County PZ were asked why the projects/programs were successful, responses included:

- Ability of staff to deliver programs in a positive manner.
- Collaboration with other agencies.
- Great staff.
- Training from the state or other local partners.
- Funding.
- Seeing a need and pursuing it.
- Promotion and demand for septic replacements.

SWCD and PZ staff and Boards were asked to provide examples of areas where the agencies' work has been difficult to implement, as well as potential explanations for the difficulties. Responses in this area fell into a few distinct categories, outlined below.

Identified Difficulty	Examples/Causes provided in survey (<i>paraphrased</i>)
SWCD Program Implementation: • Some feedlot projects on hold • Windbreaks and reforestation projects • Landowner database system • Easements	• Lack of funding • Lack of landowner interest • Staff capacity, more work than staff time available • Limited technical expertise in forestry
PZ Program Implementation: • Millers Bay Lake Osakis • Feedlot ordinance • Movement to paperless operations	• Budget restraints • It is difficult to make changes from a process that has been in place for a long time

Participants for both surveys were asked to identify partners they had good working relationships with, responses for both entities included:

SWCD

- 1W1P partners, NRCS, USFWS, USACE
- Todd County, SWCD partners, Watershed District, WCTSA
- BWSR, DNR, MPCA,

PZ

- Local county agencies and Lake Associations
- Todd SWCD and County Hwy Dept
- State partners
- Bolton and Menk, C&L Excavating, Ferguson

The survey also asked participants to identify organizations with whom they would like to collaborate with more often:

SWCD

- Todd County
- Non profits
- FSA, MDH, MDA, MnDOT, ACOE

PZ

- Sauk River Watershed

Finally, the SWCD and County staff and board were also asked to identify ways to improve the effectiveness of their organizations:

PZ

- Broad spectrum education prior to and during implementation.
- Money.
- More staff would be beneficial.
- Continue to apply for grant funding and continue to work closely with Todd County offices.
- Continued training and education for staff.

SWCD

- Keep line of communication open between all the people involved with projects.
- Training, education, publicize outreach efforts and achievements, keep issues and ideas in front of the public.
- Secure additional funding and add more staff.
- Training.
- Monthly meetings.
- Make sure all projects receive a score card – continue to reference plan of action on encumbering request form.
- I think that we are pretty good about having guidance documents that lay out what we need to accomplish goals and objectives.
- Frequent communication and meetings among staff to discuss progress, goals and objectives.
- More one on one meetings with technicians and manager would be beneficial to go over projects, workload and concerns.

External Surveys: Organization Assessment by Partners

Todd County SWCD Partners Survey: These partners reported a high frequency of interacting with the SWCD over the past three years: with 33.33% of the respondents indicating *several times a year*, 42.86% stating *monthly*, and 23.81% stating *almost every week*. 85.71% of the respondents indicated that the work they do in partnership with Todd County SWCD is *about right* and the remaining 14.29% stated *not enough, there is potential for us to do more together*.

The partners were asked to assess their interactions with the SWCD in five operational areas (see table). The partners' rating of the district's work in these areas was mostly *strong* or *good*, indicating a good working relationship with the SWCD. A total of 100% of the partners rated the District's *communications* as acceptable, good, or strong. 100% of the partners indicated that the *quality of work* was acceptable, good, or strong. The SWCD received high ratings for *customer relations* as well with 100% in the acceptable, good, or strong categories. 95.24% of the partners rated initiative as acceptable, good, or strong and 100% for meeting timelines/follow through.

<u>Performance Area</u>	Todd SWCD Partner Ratings (percent)				
	<u>Strong</u>	<u>Good</u>	<u>Acceptable</u>	<u>Poor</u>	<u>Don't Know</u>
Communication	38.10%	38.10%	23.81%	0.0%	0.0%
Quality of Work	61.90%	38.10%	0.0%	0.0%	0.0%
Customer Relations	66.67%	23.81%	0.0%	0.0%	0.0%
Initiative	47.62%	38.10%	9.52%	0.0%	4.76%
Timelines/ Follow through	47.62%	38.10%	14.29%	0.0%	0.0%

The partners' overall rating of their working relationship with the SWCD was *powerful* (42.86%), *strong* (52.38%), and *good, but could be better* (4.76%). Collectively, these ratings confirm that the Todd County SWCD does a good job working with partners but there is some room for improvement.

When asked for additional thoughts about how the Todd County SWCD could be more effective, partners offered the following comments:

- No, they are a powerhouse with the number of staff they have and could probably use more.
- They are a great partner. Reporting and attention to detail is great and makes them a pleasure to work with.
- It would be nice if the SWCD was co-located with USDA. This would make the partnership even stronger. The SWCD does a great job bridging the physical distance barrier between the two offices to communicate well and work on great projects together.
- They are great to work with, good rapport with customers and very organized.
- More funding and more staff would help. They are stretched pretty thin but are good at prioritizing. Some projects get put on the back burner, not dropped rather delayed until time allows.
- They do a great job and really try to extend their services to accommodate.

Todd County PZ Partners Survey:

Most of the partners reported that they participate with the county *a few times a year* at (12.50%) followed by *several times a year* (25.00%), *monthly* (12.5%), *almost every week* (37.50%), and *daily* (12.50%).

When given four choices to indicate the amount of interaction with the County, 87.50% of the survey respondents answered that their interaction was *about right*; and 12.50% indicating *not enough, there is potential for us to do more together*.

Survey respondents were then asked to rate the County PZ in five different performance areas (See table).

All the performance areas were rated high (62.5% or greater) between *strong, good and acceptable*. According to partners there is room for improvement in the following performance areas: initiative, and timelines/follow through.

Performance Area	Todd PZ Partner Ratings (percent)				
	Strong	Good	Acceptable	Poor	Don't Know
Communication	37.50%	12.50%	50.00%	0.0%	0.0%
Quality of Work	37.50%	25.00%	25.00%	0.0%	12.50%
Customer Relations	62.50%	12.50%	0.0%	0.0%	25.00%
Initiative	50.00%	12.50%	0.0%	12.50%	25.00%
Timelines/ Follow through	50.00%	25.00%	0.0%	12.50%	12.50%

In terms of rating their overall working relationship with Todd County PZ, (50.0%) of the partners indicated that the organization was *powerful*, (12.5%) *strong*, (25.0%) *good, but could be better*, and (12.5%) *acceptable*.

When asked for additional thoughts about how the Todd County PZ could be more effective, partners offered the following comments:

- Have stronger support from their commissioners.
- Staff provide service to landowners and each concern is addressed in an individual manner.

Full partner survey responses are in Appendix B.

Findings Part 4: Wetland Conservation Act Administrative Review



Wetland Conservation Act Administrative Review Report

Report Prepared for: *Todd County*

Report Date: *4/2/25*

Prepared by: *Dilan Christiansen, Wetland Specialist; Matthew Johnson, Wetland Specialist*

Introduction

In 1991, the Legislature passed the Wetland Conservation Act (WCA) in order to achieve a no-net loss in the quantity, quality, and biological diversity of Minnesota's wetlands. In doing so, they designated certain implementation responsibilities to local government units (LGUs) and soil and water conservation districts (SWCDs) with the Board of Water and Soil Resources (BWSR) to provide oversight. One oversight mechanism is an administrative review of how LGUs and SWCDs are carrying out their responsibilities.

BWSR uses the administrative review process to evaluate LGU and SWCD performance related to their responsibilities under the WCA. The review is intended to determine if an LGU or SWCD is fulfilling their responsibilities under WCA and to provide recommendations for improvement as applicable.

This review has been conducted in conjunction with the PRAP process, a summary of which is provided in the overall PRAP report.

Methods

Data for this report was collected via direct interview(s) with staff, a review of an appropriate number and type of project files, a review of existing documentation on file (i.e. annual reporting/resolutions), and through prior BWSR staff experience/interaction with the LGU or SWCD. In some cases, a project site review may be necessary. Generally, interviews, project file reviews and site visits were done with two BWSR staff on agreed upon dates.

BWSR Staff interviewed Kasen Christiansen, Todd County WCA LGU, on March 17th at the Todd County SWCD Office in Long Prairie, MN. Additionally, BWSR Staff also interviewed Deja Anton, and Josh Votruba representing Todd SWCD TEP members in the same meeting. WCA-related Performance Standards for both the County and SWCD are included in the report summary and recommendations found below. In addition to the data forms collected (see Attachment A), eight project files were reviewed (one enforcement, boundary/type, replacement plan, one LGRWRP, two exemptions, and two no-loss decisions). WCA-related County and municipal resolutions are viewed, and copies retained. No project site visits are conducted for this report. BWSR staff conducting the review are Wetland Specialists Dilan Christiansen & Matthew Johnson.

The review will focus on a combined nine performance standards for both the County and SWCD roles in the administration and execution of the local WCA program.

Compliance with Performance Standards are ranked from “Does not meet minimum requirements”, “Meets minimum requirements but needs improvement”, to “Effectively implementing the program”. If necessary, recommendations to further improve implementation are listed.

A copy of the questions and forms used during the data collection phase are located in Attachment A.

WCA Report Summary and Recommendations

A. Administration

Todd County and the SWCD office have a unique relationship when compared to most other counties. Todd County “absorbed” the SWCD office some time ago and has assigned county staff to SWCD duties. This leads to some unique scenarios when administering WCA in the county. The Todd County Planning and Zoning Department acts as the WCA LGU while also assigning county employees as the SWCD TEP members. WCA LGU and SWCD staff take an active role in administering WCA and are all valuable members of TEP. In general, the LGU follows WCA procedure; utilizes the Technical Evaluation Panel (TEP); and takes a reasonable and prudent approach to administering the Rule.

WCA Performance Standard 1- County has resolution assuming WCA responsibilities and appropriate delegation

Todd County adopted WCA through resolution in 1992. Then later in 1992, the county delegated WCA administration to the SWCD office and in 1993 the county passed resolution taking back WCA administration. In practice, Todd County currently acts as the WCA LGU for all municipalities within its borders. In 2018, the County accepted WCA administration in a

majority of the larger cities in the county, however, not every city has passed a resolution delegating to the County. Reviewers recommend obtaining resolutions for every city within Todd County's borders. In 2019 (after Todd County absorbed the SWCD office) Todd County passed a joint resolution with the Todd SWCD board in an attempt to clarify the County and SWCD's WCA roles under their unique situation. The resolution states that the County is the WCA LGU, but then goes on to contradict itself by referencing the 1992 resolution that names the SWCD as the LGU. Additionally, the resolution states that staff have decision making authority for no-loss, exemptions, and sequencing approval decisions. While the "Division Director" has decision making authority for replacement, banking, restoration/replacement orders, and all denial decisions. There is no reference to boundary type decisions. Reviewers found that in current practice staff are making the final decision for all application types. The resolution also frequently references specific position titles, such as "WCA Coordinator", that no longer exist. BWSR recommends updating language like this to be more general such as "as delegated" to keep resolutions up to date with internal changes. Overall, given the County and SWCD's unique relationship, WCA administration is being handled effectively and efficiently, however, BWSR recommends updating resolutions and adjusting their process accordingly.

The County meets minimum requirements but needs improvement

Recommendations:

1. Consider updating delegation resolution to clearly lay out which entity is the WCA LGU.
2. Consider updating delegation resolution so that current staff have decision making authority through resolution.
3. Consider obtaining WCA authority through resolution for all cities in the county.

WCA Performance Standard 2- County has a knowledgeable and trained staff member that manages WCA program and/or has secured a qualified delegate.

The County currently benefits from multiple capable and experienced staff. The LGU has two staff who work with WCA administration. Both staff can serve as the LGU TEP member or SWCD TEP member when needed, however one of them is often the primary LGU TEP member. Both are MWPCP certified and handle WCA administration well.

The County is effectively implementing the program.

WCA Performance Standard 3- SWCD has Technical Professional appointed and serving on WCA TEP.

As stated in standard 2, the County has two staff members that are interchangeable as the SWCD TEP member. In addition to this, Deja Anton also serves the TEP on behalf of Todd County SWCD. An SWCD TEP member is always present for TEP meetings and provide valuable input.

The SWCD is effectively meeting this standard.

B. Execution and Coordination

WCA Performance Standard 4- WCA decisions and determinations are made in conformance with WCA Requirements

The WCA project file review found that the LGU adheres to MN Rule 8420 very well. The County is large and has a wide variety of land uses and this does generate a high workload for staff. A majority of no loss and exemption decisions are handled “informally” whereas the LGU meets with landowners and provides WCA guidance without the use of the joint application. This is common practice throughout more rural counties and can be an efficient way to work with landowners when appropriate. When an application that requires an NOA is received by the LGU, a NOA is sent and the appropriate comment period is given to TEP members. Throughout all files the LGU excels at processing requests and making decisions in conformance with WCA.

Reviewers found that in all decisions reviewed, the files contained the necessary information needed to make a good decision. Reviewers noted that files could benefit from some kind of timeline tracking to better track 15.99 deadlines and major events. This would ensure there are no default approvals and assist in future file review. In one case (De Minimis File), the landowner requested over email a review of their proposed plans and included a site plan (5/15/24). The LGU proceeded to assist the landowner over the next few months and eventually a NOD was issued for the project (9/6/24). Under 15.99, any written land use request from a landowner may be seen as an “application” and therefore subject to 15.99 deadlines. The initial request from the landowner on 5/15/24 could be seen as an “application” and since the LGU did not deem the landowners written request as incomplete within 15 days, it would be deemed as a complete application. While the LGU did ultimately make a decision on the request, it was made on 9/6/24 and was outside of the 60 days from when the request was initially received. This would technically result in a default approval. BWSR recommends exercising caution when processing informal applications and recommends treating them as a

formal application when tracking 15.99. Aside from this, all files were handled extremely well and all NODs contained excellent findings.

The County is effectively implementing the program.

Recommendations:

1. Consider utilizing some form of a timeline tracking system for 15.99 deadlines and major events.

Performance Standard 5- WCA TEP reviews and recommendations are appropriately coordinated.

TEP meetings are set on a reoccurring date every month. The LGU coordinates and effectively facilitates TEP meetings with all required members. Materials relevant to items of discussion are provided in advance to allow for preliminary review by TEP members.

TEP is utilized often and opinions are taken into consideration. Both the LGU and SWCD contribute to the discussion and provide valuable input on projects. The DNR TEP member is always invited to TEP and their opinion is always taken into consideration.

The LGU effectively coordinates TEP reviews and recommendations.

WCA Performance Standard 6- County has certified wetland delineator on staff or retainer

This is a "high performance standard". Two of the county staff have attended the 5-day course and have obtained their certification.

The County is meeting this high-performance standard.

WCA Performance Standard 7- Replacement and restoration orders are prepared in conformance with WCA

As noted in the 2018 joint resolution, all WCA violations are offered a voluntary restoration option prior to formal enforcement. This is a very common practice across all counties and can help to expedite the enforcement process while also maintaining good relations with landowners. One formal enforcement file was provided for review. When reviewing this file, reviewers noted that the file contained nearly all necessary information, and a timeline of all major events was included. The LGU appears to have followed 8420.0900 enforcement

procedures and the resulting resolution was in conformance with WCA. When reviewing the restoration order, it was noted that in addition to restoration, it also ordered replacement. BWSR recommends that in scenarios where restoration is not feasible or prudent, a separate replacement order be issued in addition to the restoration order. This is a very minor paperwork mistake that can easily be rectified in future cases. Reviewers also noted that the findings in the RO could benefit from including information as to how the SWCD identified that the violation occurred in a wetland. This can be achieved by collecting wetland indicators within the violation area and in adjacent wetlands. Lastly, as stated in standard 1, staff technically do not have the authority to write restoration/replacement orders and only the Division Director does. Currently in practice, staff are writing restoration orders. In addition to this, the acting LGU TEP member is the one writing the RO's. Per WCA, the SWCD TEP member is the only one who can assemble a RO. Given the unique situation with Todd County and the SWCD, this is an understandable mistake but should be rectified/clarified with an updated delegation resolution.

The County is effectively implementing the program.

Recommendations:

1. Consider updating delegation resolution to clearly lay out enforcement delegation.
2. Consider bolstering future RO findings with relevant wetland indicators.

WCA Performance Standard 8- SWCD TEP member contributes to TEP reviews, findings & recommendations

The SWCD TEP is active in TEP reviews and has played a critical role in complex findings and recommendations.

The SWCD is effectively meeting this standard.

CONCLUSIONS

BWSR commends Todd County and the Todd SWCD for their implementation of the Wetland Conservation Act. While resolutions do need updating and there are some small administrative improvements that can be implemented to further strengthen the program overall, Todd County is a leader in WCA administration for central Minnesota. On behalf of BWSR, thank you for cooperating in this WCA Review.

General Conclusions

After a thorough review of the Todd County Wetland Conservation Act administrative performance, SWCD and County organizational performance standards, and analysis of survey results we have made some recommendations for both the SWCD and County as found below.

In brief review, the Todd County SWCD reports compliance with 17 of the 17 applicable basic performance standards, and 21 of 22 high performance standards. The SWCD is currently doing a good job in implementation of core programs. The SWCD's partners believe the SWCD is doing good work and has been good to work with.

Todd County PZ reports compliance with five of five applicable basic standards and 13 of 14 high-performance standards. Overall, County partners believe they do good work and has been good to work with.

Commendations

Commendations are based on achievement of BWSR's high performance standards (see Findings, Part 2 and Appendix A). These practices reflect above average operational effectiveness and level of effort.

Todd SWCD and County PZ are commended for:

- Active partner/participant in at least one 1W1P planning or implementation process.
- Prioritized, targeted, and measurable criteria used for goals, objectives and actions in LWMP.
- Water management ordinances on county website.
- Coordination with state watershed-based initiatives.
- Communication piece sent within the last 12 months.
- Coordination with County Board by supervisors or staff.
- Partnerships: cooperative projects/tasks with neighboring districts, counties, watershed districts, non-governmental organizations.

Action Items

Action items are based on compliance with BWSR's basic practice performance standards (see Findings, Part 2 and Appendix A). Action items address lack of compliance with one or more basic standards.

There are no required actions for either Todd SWCD and Todd County PZ.

Recommendations

This section contains recommendations offered by BWSR to the Board members and staff of the Todd County SWCD and Todd County PZ. The intention of these recommendations is to enhance the organization's delivery of effective water and related land resource management and service to the residents of the Todd County. BWSR financial assistance through the Performance Review and Assistance Program grant program may be available to support the implementation of some of these recommendations. See BWSR website for more information: <https://bwsr.state.mn.us/prap-grants>.

Joint Recommendation (Communication): Work to maintain a consistent level of communication between partners to build upon the working relationships you have with them.

Both County PZ and SWCD are high performing organizations who communicate well internally and with partners. Maintaining a high level of communication will ensure that partners, boards, and staff are working together and understand the work at hand.

Joint Recommendation (Tracking): Continue to gather and compile data about implementation efforts your organization is making toward comprehensive watershed management plans.

As organizations who are participating in multiple 1W1P partnerships you are completing important work that contributes toward plan goals.

Consistently tracking implementation information and sharing it among partners allows for a holistic picture of work completed to implement a shared plan and should be used by the partnership for reflection and evaluation of progress toward plan goals.

We encourage you to work with your watershed-based partnerships to affirm how information gets tracked, compiled, and shared.

Joint Recommendation (Reflecting): Spend time with your watershed-based partners to compare work activities completed versus activities that were planned.

With a clear insight into what is working and what isn't, your organization and partners can refine its strategies and allocate resources more effectively. Taking time to reflect on your work may open the door to fresh ideas and innovative approaches to future work. The flexibility and your willingness to tackle tough and complex issues, as referenced in the survey, is a good example to this approach. Reflecting can also reinforce a sense of responsibility and commitment to your goals.

Joint Recommendation (Sharing): Remember to communicate regularly to the public and stakeholders about accomplishments you're making toward watershed management work.

This can be done through press releases, presentations, newsletters, annual reports, and through state communications such as BWSR Snapshots and Clean Water Fund Stories. Sharing is not the same as required reporting associated with grants.

Do this to disseminate the results of public investments in water management, to communicate successes, or challenges in implementing your plans, and to maintain public support for watershed work and legacy funding overall.

Joint Recommendation (Conduct a Workload Assessment): BWSR encourages both organizations to conduct a workload assessment.

Some survey respondents identified heavy workload and the need for additional staff. Understanding workload can help organizations make better decisions about hiring, training, and process improvements based on workload analysis.

Analyzing workloads can also help organizations to identify barriers, define priority tasks, and ensure employees are working at their best capacity.

Maintaining a healthy workload balance can promote employee well-being, lead to better performance, increase morale, and improve employee retention.

Recommendation Todd County (Official Controls): Look for ways to incorporate comprehensive watershed management plan priorities into land use planning efforts, ordinances, and decisions.

Official local controls such as regulations, policies, and other mechanisms can be important tools to protecting, maintaining, and improving priority resources as identified in your comprehensive watershed management plan.

It could also be beneficial to enhance the understanding of local boards such as Planning Commission and Board of Adjustment on the priorities found within your comprehensive watershed management plan.

The following recommendations are specific to the Wetland Conservation Act review.

WCA Performance Stand Recommendations:

- Consider modifications to the staff decision making authority resolution to all other staff to make WCA decision if necessary.
- Update the City of Cedar Mills resolution accepting WCA and the delegation agreement with the SWCD.
- Recommend including the date an application is determined complete or incomplete within the tracking log of each file.
- Recommend adding detail to the NOD documents within the TEP findings and LGU findings section(s) when TEP discussion/feedback has occurred, even if official TEP findings were not drafted.
- Recommend that all staff involved in WCA implementation attend additional MWPCP training followed by obtaining certification.
- Recommend increasing documentation of the nature and extend of the violation through TEP findings of fact or the LGU determination form even if a voluntary approach is used.
- Recommend adding the details of any conversations/emails with DNR enforcement staff to demonstrate the coordination occurring.

LGU Comments and BWSR Responses

Todd County PZ and Todd County SWCD were invited to comment on the findings, conclusions and joint recommendations in the draft version of this report. Both the SWCD and County provided a comment letter which can be found in Appendix C and is summarized below. BWSR Acknowledges the County and SWCD responses and is willing to help in any way requested.

County PZ Responses:

No county response

SWCD Responses:

No SWCD response

Appendix A. Performance Standards

Organizational Assessment- PRAP

Performance Standards

2025

SOIL AND WATER CONSERVATION DISTRICT PERFORMANCE STANDARDS										
LGU Name: Todd SWCD										
Performance Area	Performance Standard						Level of Review		Rating	
	■ Basic Practice or Statutory requirement ★ High Performance standard (See instructions for explanation of standards)						I Annual Compliance II BWSR Staff Review & Assessment (1/10 yrs.)		Yes, No, or Value YES NO	
Administration	■ Financial statement: annual, on-time and complete						I		x	
	■ Financial audit: completed as required by statute (see guidance) or as per BWSR correspondence						I		x	
	■ eLINK Grant Report(s) submitted on-time						I		x	
	■ Data practices policy: exists and reviewed/updated within last 5 years						II		x	
	■ Personnel policy: exists and reviewed/updated within last 5 years						II		x	
	■ Technical professional appointed and serving on WCA TEP						II		x	
	■ SWCD has an adopting resolution assuming WCA responsibilities and appropriate decision delegation resolutions as warranted (if WCA LGU)						II		x	
	■ SWCD has knowledgeable and trained staff to manage WCA program (if WCA LGU)						II		x	
	■ WCA Annual Reporting requirements met (if WCA LGU)						II		x	
	★ Job approval authorities: reviewed and reported annually						II		x	
	★ Operational guidelines and policies exist and are current						II		x	
	★ Board training: orientation and continuing education plan and record for each board member						II			x
	★ Staff training: orientation and cont. ed. plan/record for each staff						II		x	
Planning	■ Comprehensive Plan: updated within 5 years or current resolution adopting unexpired county Local Water Management Plan (LWMP)						I		x	
	★ Prioritized, Targeted and Measurable criteria used for Goals and Objectives in the LWMP as appropriate						II		x	
	★ Annual Plan of Work: based on comp plan, strategic plan priorities						II		x	
	★ SWCD is currently actively involved in at least one 1W1P						II		x	
	★ SWCD has received a competitive CWF grant in past 2 years						II		x	
	★ Strategic Plan or Self-Assessment completed within last 5 years						II		x	
Execution	■ Are state grant funds spent in high priority problem areas						II		x	
	■ Total expenditures per year (over past 10 years)						II			see below
	■ Months of operating funds in reserve						II			
	■ Replacement and restoration orders are prepared in conformance with WCA rules and requirements						II		x	
	■ WCA TEP member knowledgeable/trained in WCA technical aspects						II		x	
	■ WCA TEP member contributes to reviews, findings & recommendations						II		x	
	■ WCA decisions and determinations are made in conformance with all WCA requirements (if LGU)						II		x	
	■ WCA TEP reviews/recommendations appropriately coordinated (if LGU)						II		x	
	★ Certified wetland delineator: on staff or retainer – Kasen, Josh?						II		x	
	★ Effective WCA Coordination and Communication with other agencies and the public						II		x	
Communication & Coordination	★ Water quality data collected to track outcomes for each pr. concern -						II		x	
	★ Water quality trends tracked for priority water bodies						II		x	
	■ Website contains all required content elements						I		x	
	★ Website contains additional content beyond minimum required						II		x	
	★ Coordination with state watershed-based initiatives – TMDL, WRAPs, GRAPs						II		x	
	★ Communication piece sent within last 12 months, indicate target						II		x	
	Communication Target Audience – LCCMR Forestry									
	★ Outcome trends monitored and reported for key resources						II		x	
	★ Track progress on Information and Education objectives in Plan						II		x	
	★ Obtain stakeholder input: within last 12 months						II		x	
	★ Annual report communicates progress on water plan goals						II		x	
	★ Partnerships: cooperative projects/tasks with neighboring districts, counties, watershed districts, NGOs, or private businesses						II		x	
	★ Coordination with County Board by supervisors or staff						II		x	
Year	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
	\$497,962	\$723,136	\$572,694	\$587,645	\$753,437	\$1,045,140	\$846,430	\$1,153,564	\$1,180,697	*\$1,670,304

Organizational Assessment- PRAP

Performance Standards

2025

COUNTY LOCAL WATER MANAGEMENT PERFORMANCE STANDARDS

LGU Name: Todd County Planning and Zoning

Performance Area	Performance Standard	Level of Review	Rating	
			Yes, No, or Value	
			YES	NO
Administration	■ Basic practice or statutory requirement	I Annual Compliance		
	★ High Performance standard (see instructions for explanation of standards)	II BWSR Staff Review & Assessment (1/10 yrs.)		
	■ eLINK Grant Report(s): submitted on time	I	x	
	■ County has resolution assuming WCA responsibilities and delegation resolutions (if needed).	II	n/a	
	■ County has knowledgeable and trained staff to manage WCA program or secured a qualified delegate.	II	n/a	
	■ WCA Annual Reporting requirements met (if WCA LGU)	II	n/a	
Planning	■ Drainage authority buffer strip report submitted on time	I	x	
	★ Public drainage records: meet modernization guidelines	II	x	
	■ Local water mgmt. plan: current	I	x	
	★ Metro counties: groundwater plan up-to-date	I	n/a	
Execution	★ Prioritized, Targeted & Measurable criteria are used for Goals, Objectives and Actions in local water management plan	II	x	
	★ Water quality trend data used for short- and long-range plan priorities	II	x	
	■ WCA decisions and determinations are made in conformance with WCA requirements.	II	n/a	
	■ WCA TEP reviews and recommendations are appropriately coordinated.	II	x	
	★ Certified wetland delineator on staff or retainer	II	n/a	
	★ WCA Communication and Coordination	II	x	
Communication & Coordination	★ Water quality data collected to track outcomes for each priority concern	II	x	
	★ Water quality trends tracked for priority water bodies and/or groundwater	II	x	
	■ BWSR grant report(s) posted on county website	I	x	
	★ Communication piece sent within last 12 months: indicate target audience below	II	x	
	Communication Target Audience:			
	★ Obtain stakeholder input: within last 12 months	II	x	
	★ Partnerships: liaison with SWCDs/WDs and cooperative projects/tasks done (in addition to 1W1P)	II	x	
	★ Annual report to water plan advisory committee on plan progress	II		x
	★ Track progress for I & E objectives in Plan	II	x	
	★ Coordination with state watershed-based initiatives	II	x	
	★ County local water plan on county website	II	x	
	★ Water management ordinances on county website	II	x	

Appendix B. Summary of Survey Results

Todd County SWCD Supervisor and Staff Questions and Responses

How often does your organization use your current management plan to guide decisions about what you do? (response percent)	
Always	50.00%
Usually	50.00%
Seldom	0.00%
Never	0.00%

List your organization's most successful programs and projects during the past 3-5 years.
<i>Buffer zones along roads like Dunlin, Enchanted Loop and Emerald Trail.</i>
<i>Soil Health</i>
<i>Farmland soil, erosion control, feedlot improvement, shoreline and wetland restorations buffers, well sealings, water quality.</i>
<i>Cost share programs</i>

What helped make these projects and programs successful?
Good relationships with swcd staff, healthy plants.
I know that the team has tremendous leadership and is very driven in all their efforts to complete their projects.
Team work from staff.
Management, staff, planning and organization, grants, partnering and cost sharing with land owners.
Supportive board and hard working staff.
Good teamwork with county, soil and water, supervisors.
Teamwork; collaboration and coordination.
Securing grant funding, outreach efforts, building relationships with landowners.
The knowledge our staff has within the office allows us to be very efficient and successful. Also, being able to reach out to partners when we do not have the required knowledge has been very instrumental in getting projects completed.
The SWCD and its local, state, and federal partners. The fact that Todd SWCD staff work so well together as a team is a big factor in why the Todd SWCD is a successful SWCD. Their teamwork may be the biggest reason why the SWCD is doing so well with its programs. Available funding is also a big reason why some of these programs have been successful. In addition, Todd County landowners were a huge part to making these programs successful. Without their cooperation many of our programs would not succeed. The Todd SWCD has a good working relationship with landowners.
The SWCD staff, cooperation with other agencies/county, and landowners of Todd County. Without funding, most of these projects would not be possible.

During the past 3-5 years, which of your organization's programs or projects have shown little progress or been on hold?
Private parties destroying plants, private parties not planting quality plants for successful buffer zones.
More work with public works and townships.
Climate change issues.

List the reasons why the organization has had difficulty with these projects and programs.

Getting private parties to agree to quality issues. Time and weather issues.

Money, getting the public to buy into resolving farmland and landowner erosion and water runoff into lakes.

Lack of funding.

Type of funding that is available, grant rule changes.

The biggest difficulty we sometimes face is staffing, we often have more work coming through the door than what we have for staff time available. This should improve with new staff hires this past summer/fall.

I would say the biggest reason would be the lack of technical expertise in forestry, and lack of funding until recently. Up until recently, there hasn't been much funding available to landowners seeking forestry related practices or improvements.

Funding is the big driving factor along with minimal knowledge in some of the programs. Staff trainings and funding have improved the program effectiveness.

Regarding the various organizations and agencies with which you could cooperate on projects or programs...**List the ones with which you work well with**

Todd County, 1W1P partners

NRCS, BWSR, MPCA, DNR, USFWS, SRWD, USACE

West Central Technical Service Area

List the ones with which better collaboration would benefit your organization

Todd County, non profits, FSA, MDH, MDA, ACOE, MnDOT

If you don't know much about your organization's working relationships with partners, enter "I don't know"

Three I don't know responses.

What steps could your organization take to increase your effectiveness in accomplishing your plan goals and objectives?

Follow up with pictures every 6 months or during growing season.

Just keep communication open between all the people involved with the project.

Training, education, publicize outreach efforts and achievements, keep issues and ideas to solve the issues in front of the public.

Secure additional funding and add additional staff.

How long have you been with the organization?**(response percent)**

Less than 5 years

54.55%

5 to 15 years

18.18%

More than 15 years

27.27%

Todd County SWCD Partner Organization Questions and Responses

Question: How often have you interacted with this organization during the past two to three years? Select the response closest to your experience.

(response percent)

Not at all

0.00%

A few times

0.00%

Several times a year

33.33%

Monthly

42.86%

Almost every week

23.81%

Daily

0.00%

Is the amount of work you do in partnership with this organization...	(percent)
Not enough , there is potential for us to do more together	14.29%
About right	85.71%
Too much, they depend on us for work they should be doing for themselves	0.0%
Too much, we depend on them for work we should be doing ourselves or with others	0.0%

Based on your experience working with them, please rate the organization in the following areas:					
Performance Characteristic	Rating (percent of responses)				
	Strong	Good	Acceptable	Poor	I don't know
Communication (they keep us informed; we know their activities; they seek our input)	38.10%	38.10%	23.81%	0.0%	0.0%
Quality of work (they have good projects and programs; good service delivery)	61.90%	38.10%	0.0%	0.0%	0.0%
Relationships with Customers (they work well with landowners and clients)	66.67%	23.81%	0.0%	0.0%	9.52%
Initiative (they are willing to take on new projects, try new ideas)	47.62%	38.10%	9.52%	0.0%	4.76%
Timelines/Follow-through (they are reliable and meet deadlines)	47.62%	38.10%	14.29%	0.0%	0.0%

How is your working relationship with this organization? (percent)	
Powerful, we are more effective working together	42.86%
Strong , we work well together most of the time	52.38%
Good , but it could be better	4.76%
Acceptable , but a struggle at times	0.0%
Poor , there are almost always difficulties	0.0%
Non-existent , we don't work with this organization	0.0%

Do you have additional thoughts about how the organization could be more effective?
No, they are a powerhouse with the number of staff they have and could probably use more.
They are a great partner. Reporting and attention to detail is great and makes them a pleasure to work with.
Pheasants Forever's relationship with the SWCD is partnering on a Farm Bill Biologist position. It would be really nice if the SWCD was co-located with USDA. It would make the partnership stronger. However, we understand there are other factors at play beyond just our partnership. The SWCD does a great job bridging the physical distance barrier between the two offices to communicate well and work on great projects together.
They are great to work with, good rapport with customers and very organized.
As in all things, more resources available to them the more they can get accomplished for landowners on the landscape and in our communities.

More funding and more staff would help. They are stretched pretty thin but are good at prioritizing. Unfortunately, this means that some projects will get put on the back burner. Not dropped, rather delayed until time allows.

I think they do a great job and really try to extend their services to accommodate.

How long have you been with your current organization?	(response percent)
Less than 5 years	10.00%
5 to 15 years	45.00%
More than 15 years	45.00%

Todd County PZ Board and Staff Questions and Responses

How often does your organization use your current management plan to guide decisions about what you do? (%)

Always	70.0%
Usually	20.0%
Seldom	10.0%
Never	0.0%

List your organization's most successful programs and projects during the past 3-5 years.

- We have not had any direct programs with TC PZ
- Cover crops, wetland programs, feedlot management
- Riverside park restoration project, cash 56 & cash 38 improvement projects
- I am fairly new in my position and I don't have a good grasp of our most successful programs but I do know that we are able to secure a strong number of grants to fund water resource management programs in the county.
- ssts implementation including grants and loans for replacing failing septic systems; shoreland management including education and outreach to lake associations.
- Septic assistance.
- Ssts loan program.

What helped make these projects and programs successful?

- The ability of the staff to deliver the programs in a positive manner.
- Collaboration with agencies.
- We have a great person who does a fantastic job applying for grants.
- Training from the state or other partners; funding from the state.
- Seeing a need and pursuing it.
- Promotion and demand for septic replacement.

During the past 3-5 years, which of your organization's programs or projects have shown little progress or been on hold?

- Millers Bay Lake Osakis.
- Some of the street repairs that are in dier need of a whole redo of everything.
- I'm not able to answer this as I am new to my role and not familiar with this.

- Feedlot ordinance.
- Movement toward paperless operations.

List the reasons why the organization has had difficulty with these projects and programs.

- I don't know.
- Budget restraints only allow for certain projects at certain times.
- It is difficult to make changes from a process that has been in place for a long time.

Regarding the various organizations and agencies with which you could cooperate on projects or programs...

List the ones with which you work well already

County highway, planning and zoning, lake associations, state agencies, bolton and menk, todd county, c&L excavating, ferguson, our todd county officials, mpca, u of m, dnr

List ones with which better collaboration would benefit your organization

Sauk River Watershed District

If you don't know much about your organization's working relationships with partners, enter "I don't know"

Three I don't know responses.

What steps could your organization take to increase your effectiveness in accomplishing your plan goals and objectives?

I think they do a good job with the resource they have.

Broad spectrum education prior to and during implementation.

As always money.

More staff would be beneficial.

Continue to apply for more grant funding and continue to work closely with Todd county officials.

Continued training and education for staff.

How long have you been with the organization?

(response %)

Less than 5 years

62.5%

5 to 15 years

12.5%

More than 15 years

25.0%

Todd County PZ Partner Organization Questions and Responses

Question: How often have you interacted with this organization during the past two to three years? Select the response closest to your experience.

(response percent)

Not at all	0.00%
A few times	12.50%
Several times a year	25.00%
Monthly	12.50%
Almost every week	37.50%
Daily	12.50%

Is the amount of work you do in partnership with this organization...

(percent)

Not enough, there is potential for us to do more together	12.50%
About right	87.50%
Too much, they depend on us for work they should be doing themselves	0.0%
Too much, we depend on them for work we should be doing ourselves or with others	0.0%

Based on your experience, please rate the efforts of the subject organization in the following areas:

Performance Characteristic	Rating (percent of responses)				
	Strong	Good	Acceptable	Poor	I don't know
Communication (they keep us informed; we know their activities; they seek our input)	37.50%	12.50%	50.00%	0.00%	0.00%
Quality of work (they have good projects and programs; good service delivery)	37.50%	25.00%	25.00%	0.00%	12.50%
Relationships with Customers (they work well with landowners and clients)	65.50%	12.50%	0.00%	0.00%	25.00%
Initiative (they are willing to take on new projects, try new ideas)	50.00%	12.50%	0.00%	12.50%	25.00%
Timelines/Follow-through (they are reliable and meet deadlines)	50.00%	25.00%	0.00%	12.50%	12.50%

How is your working relationship with this organization? (percent)

Powerful, we are more effective working together	50.00%
Strong, we work well together most of the time	12.50%
Good, but it could be better	25.00%
Acceptable, but a struggle at times	12.50%
Poor, there are almost always difficulties	0.0%
Non-existent, we don't work with this organization	0.0%

Do you have additional thoughts about how the organization could be more effective?

The Todd County P&Z needs strong support from their commissioners

How long have you been with the organization?	(response percent)
Less than 5 years	25.00%
5 to 10 years	25.00%
More than 15 years	50.00%

Appendix C. Comment Letter

Insert comment letter here

Appendix D. Program Data

Time required to complete this review

Todd County Staff: xx Hours

Todd SWCD Staff: xx Hours

BWSR Staff: xx Hours

Schedule of Organizational Assessment

BWSR PRAP Performance Review Key Dates

- March 2025: Initial meeting with Todd County SWCD and Todd County PZ
- March 2025: Survey of SWCD Supervisors, County Commissioners, staff and partners
- May 2025: Presentation of Draft Report to County and SWCD staff
- May 2025: Date Transmittal of Final Report to LGU

NOTE: BWSR uses review time as a surrogate for tracking total program costs. Time required for PRAP performance reviews is aggregated and included in BWSR's annual PRAP report to the Minnesota Legislature.



WHERE THE FOREST MEETS THE PRAIRIE

Todd County

● MINNESOTA ● EST. 1855 ●

Board Action Form

Requestor to Complete:

Type of Action Requested (Check one):		Board Action Tracking Number : <i>(Issued by Auditor/Treasurer Office)</i>
☐ Action/Motion ☒ Discussion ☐ Information Item	☐ Report ☐ Resolution ☐ Other	
Agenda Topic Title for Publication:		Discussion on the Use of the Sheriff's Van Purchased Through CARES Act Funding
Date of Meeting: 05/20/2025	Agenda Time Requested: 15 minutes	☐ Consent Agenda
Organization / Department Requesting Action: Todd County Sheriff's Office & Todd-Wadena Community Corrections (TWCC)		
Person Presenting Topic at Meeting: Sheriff Mike Allen & Kathy Langer, Director, TWCC		
Background: <i>Supporting Documentation enclosed</i> ☐		
In 2020, The Todd County Sheriff's Office received funding from the CARES Act to purchase a passenger van for use during the COVID pandemic. The Sheriff's Office no longer requires the use of the van and Todd-Wadena Community Corrections has a purpose to use the van, specifically to transport the Sentencing to Service (STS) Crew to and from worksites.		
Options:		
Recommendation:		
The Todd County Board of Commissioners approves the following by Motion:		

Additional Information:	Budgeted:	Comments
Financial Implications: \$ Funding Source(s):	☐ Yes ☐ No	
Attorney Legal Review: ☐ Yes ☐ No ☐ N/A	Facilities Committee Review: ☐ Yes ☐ No ☐ N/A	Finance Committee Review: ☐ Yes ☐ No ☐ N/A

Auditor/Treasurer Archival Purposes Only:

Action Taken:	Voting in Favor	Voting Against
Motion:	☐ Byers	☐ Byers
Second:	☐ Denny	☐ Denny
☐ Passed ☐ Rollcall Vote	☐ Noska	☐ Noska
☐ Failed	☐ Neumann	☐ Neumann
☐ Tabled	☐ Becker	☐ Becker
☐ Other:	Notes:	

Official CertificationSTATE OF MINNESOTA}
COUNTY OF TODD}

I, Denise Gaida, County Auditor-Treasurer, Todd County, Minnesota hereby certify that I have compared the foregoing copy of the proceedings of the County Board of said County with the original record thereof on file in the Auditor-Treasurer's Office of Todd County in Long Prairie, Minnesota as stated in the minutes of the proceedings of said board and that the same is a true and correct copy of said original record and of the whole thereof, and that said motion was duly passed by said board at said meeting. Witness my hand and seal:

Seal



WHERE THE FOREST MEETS THE PRAIRIE

Todd County

● MINNESOTA ● EST. 1855 ●

Board Action Form

Requestor to Complete:

Type of Action Requested (Check one):		Board Action Tracking Number : (Issued by Auditor/Treasurer Office)
☐ Action/Motion	☒ Report	
☐ Discussion	☐ Resolution	
☒ Information Item	☐ Other	
Agenda Topic Title for Publication:		Todd-Wadena Community Corrections Departmental Update
Date of Meeting: 05/20/2025	Agenda Time Requested: 20 min.	☐ Consent Agenda
Organization / Department Requesting Action: Todd-Wadena Community Corrections		
Person Presenting Topic at Meeting: Kathy Langer, Director & Dacia Carr, Supervisor		
Background: Supporting Documentation enclosed ☒		
Please see attached handouts.		
Options:		
Recommendation:		
The Todd County Board of Commissioners approves the following by Motion:		

Additional Information:	Budgeted:	Comments
Financial Implications: \$	☐ Yes ☐ No	
Funding Source(s):		
Attorney Legal Review: ☐ Yes ☐ No ☐ N/A	Facilities Committee Review: ☐ Yes ☐ No ☐ N/A	Finance Committee Review: ☐ Yes ☐ No ☐ N/A

Auditor/Treasurer Archival Purposes Only:

Action Taken:	Voting in Favor	Voting Against
Motion:	☐ Byers	☐ Byers
Second:	☐ Denny	☐ Denny
☐ Passed ☐ Rollcall Vote	☐ Noska	☐ Noska
☐ Failed	☐ Neumann	☐ Neumann
☐ Tabled	☐ Becker	☐ Becker
☐ Other:	Notes:	

Official CertificationSTATE OF MINNESOTA}
COUNTY OF TODD}

I, Denise Gaida, County Auditor-Treasurer, Todd County, Minnesota hereby certify that I have compared the foregoing copy of the proceedings of the County Board of said County with the original record thereof on file in the Auditor-Treasurer's Office of Todd County in Long Prairie, Minnesota as stated in the minutes of the proceedings of said board and that the same is a true and correct copy of said original record and of the whole thereof, and that said motion was duly passed by said board at said meeting. Witness my hand and seal:

Seal

COMMUNITY CORRECTIONS

State of Minnesota
Todd and Wadena Counties

Presentation Wadena County Board May 13, 2025

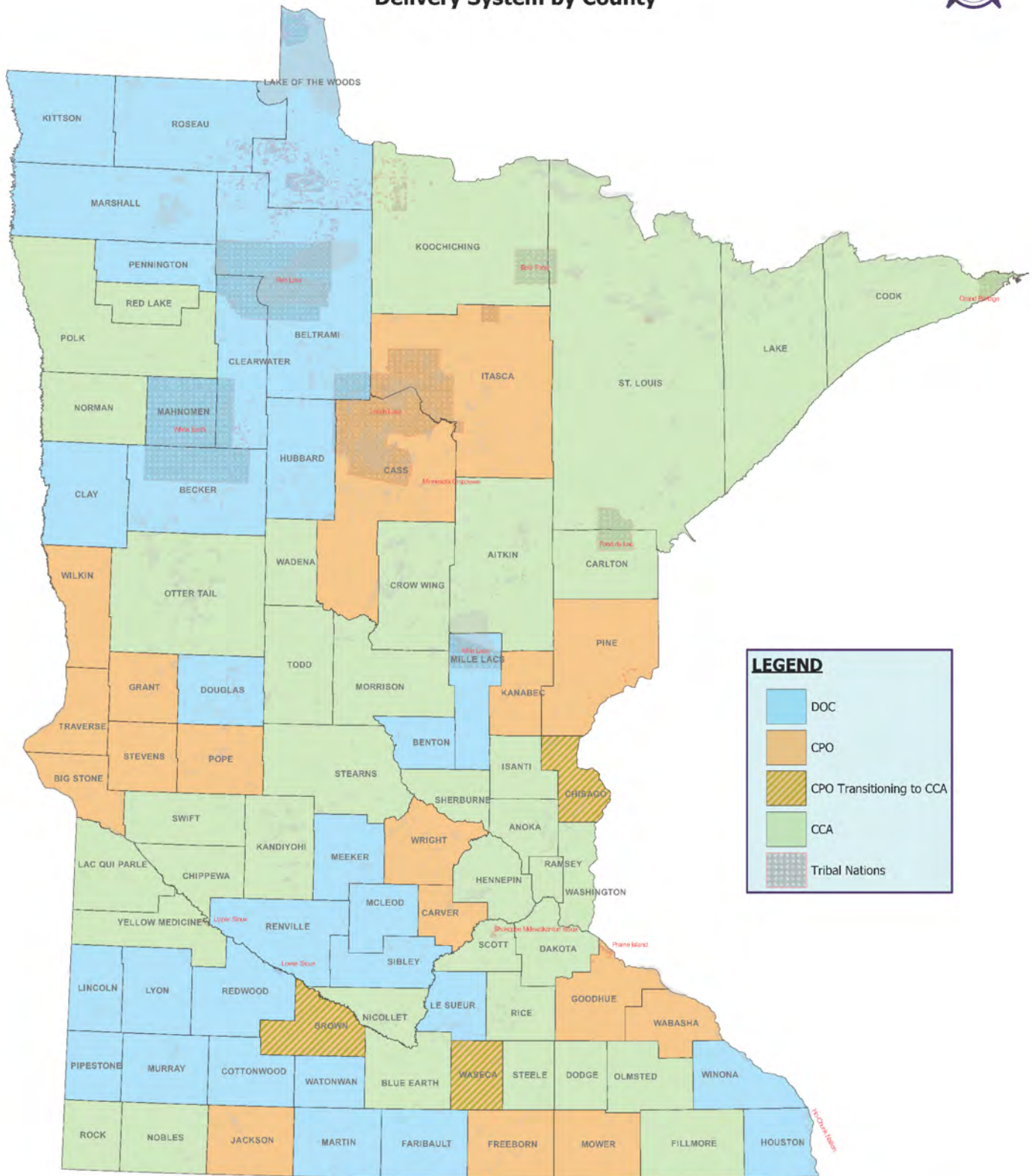
- 1. Introduction**
- 2. Community supervision in Minnesota** (*map*)
- 3. Community Corrections Act (CCA) & Todd-Wadena Community Corrections**
- 4. What we do**
 - a. Supervision of clients
 - i. Adult probation, supervised release, and pretrial (*handouts*)
 - ii. Juvenile probation (*handouts*)
 - b. Investigative report writing (*handouts*)
 - c. Community Concern for Youth (CCY) (*handout*)
 - d. Sentencing to Service (STS) (*handouts*)
 - e. Men's violence intervention (domestic abuse) group
 - f. Moving On women's cognitive skills group
 - g. Decision Points cognitive skills group (starting soon)
- 5. Community supervision based on science – doing what's proven to work to change behavior and reduce risk**
 - a. Validated risk assessments
 - b. Motivational interviewing
 - c. Changing thinking to reduce risk
 - d. Cognitive-behavioral interventions
 - e. Problem solving
 - f. Structured skill building
 - g. Effective responses to behaviors
 - h. Effective use of community resources
- 6. Outcomes** (*handouts*)
- 7. Funding**
- 8. Questions**

□ LONG PRAIRIE OFFICE – 221 First Ave S, Suite 200, Long Prairie, MN 56347
□ WADENA OFFICE – 415 Jefferson St. S, Suite D, Wadena, MN 56482
□ STAPLES OFFICE – 200 First Street NE, Suite 1, Staples, MN 56479

(320-732-6165)
(218-631-7618)
(218-894-6300)

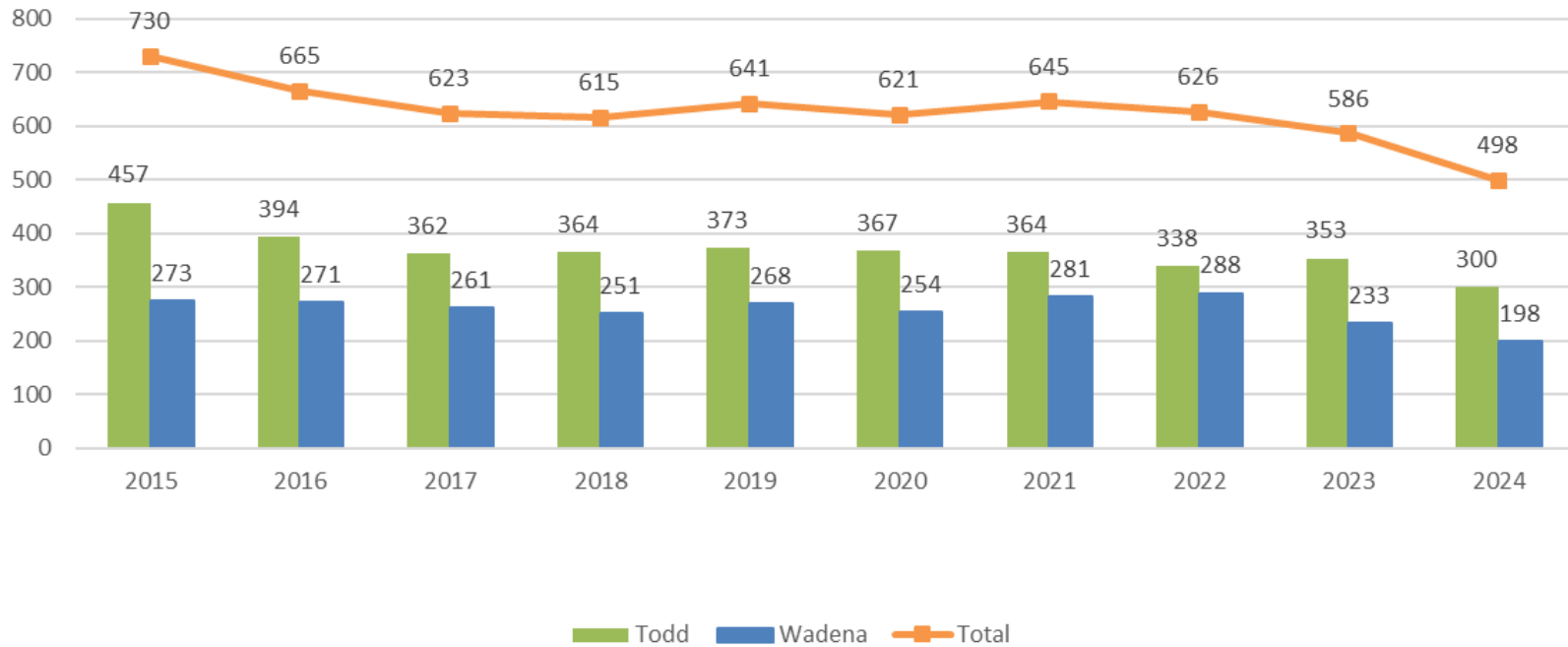
“An Equal Opportunity Employer”

MINNESOTA Community Supervision Delivery System by County

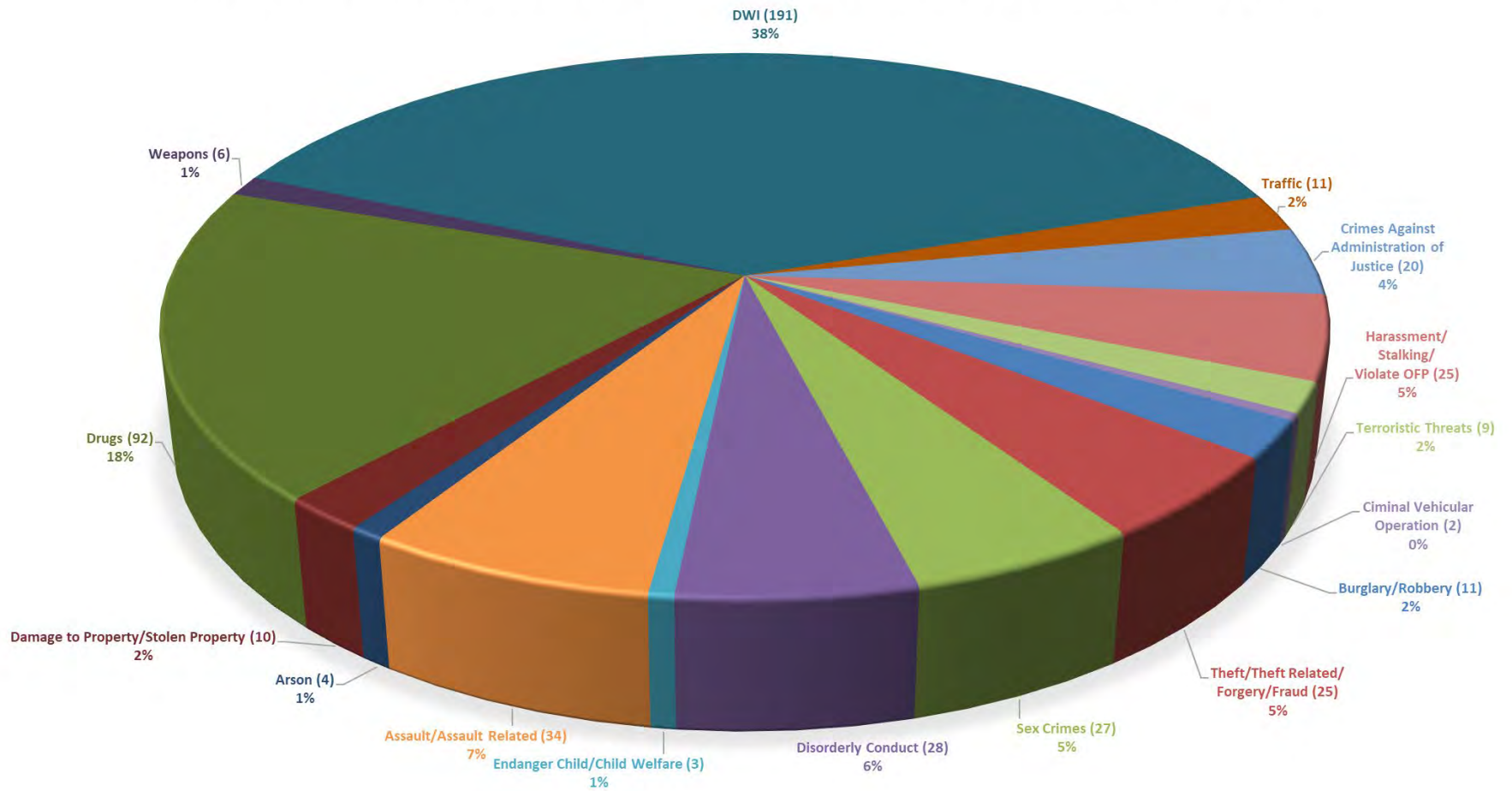


TODD-WADENA COMMUNITY CORRECTIONS

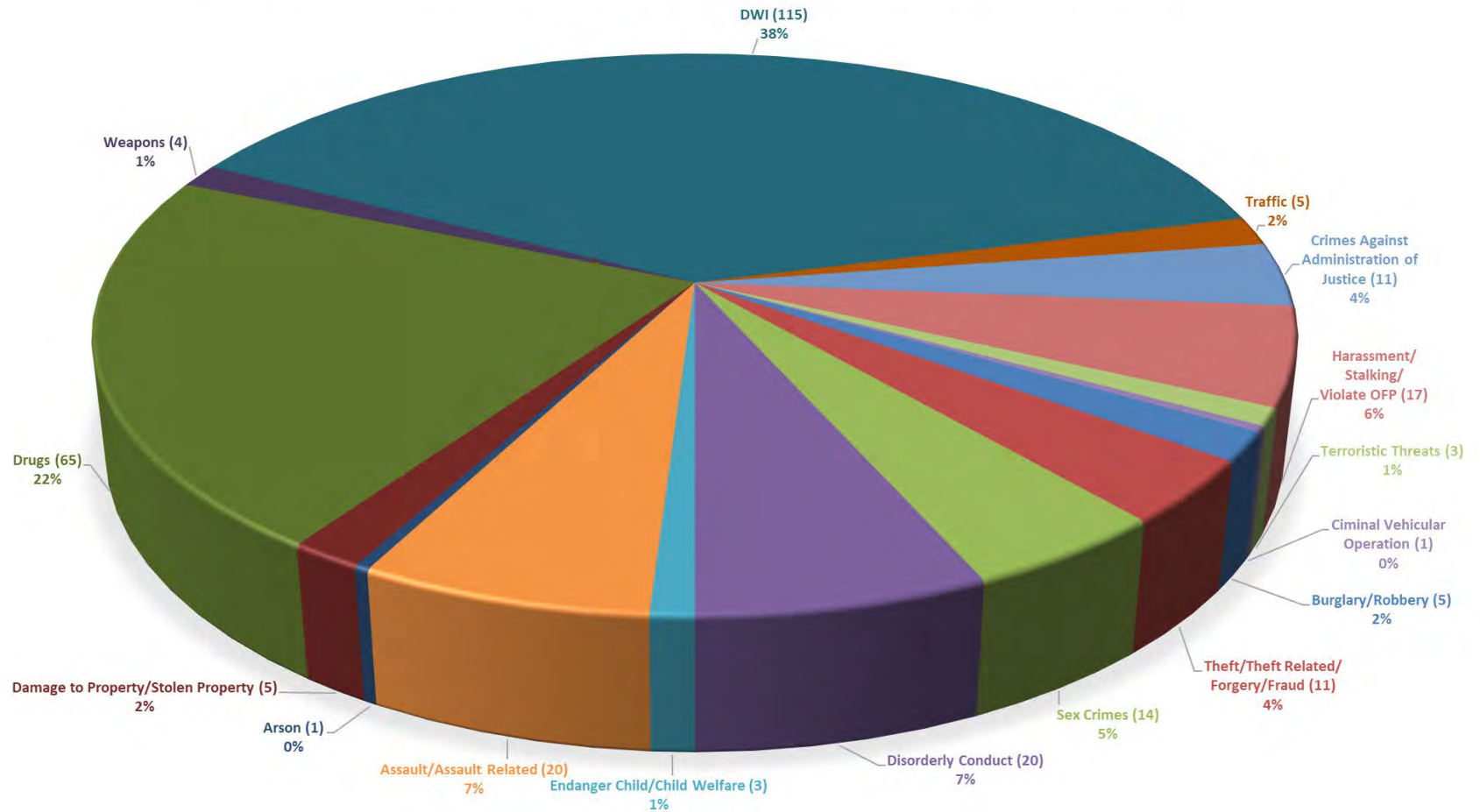
Adult Probation Cases by County as of December 31st Each Year



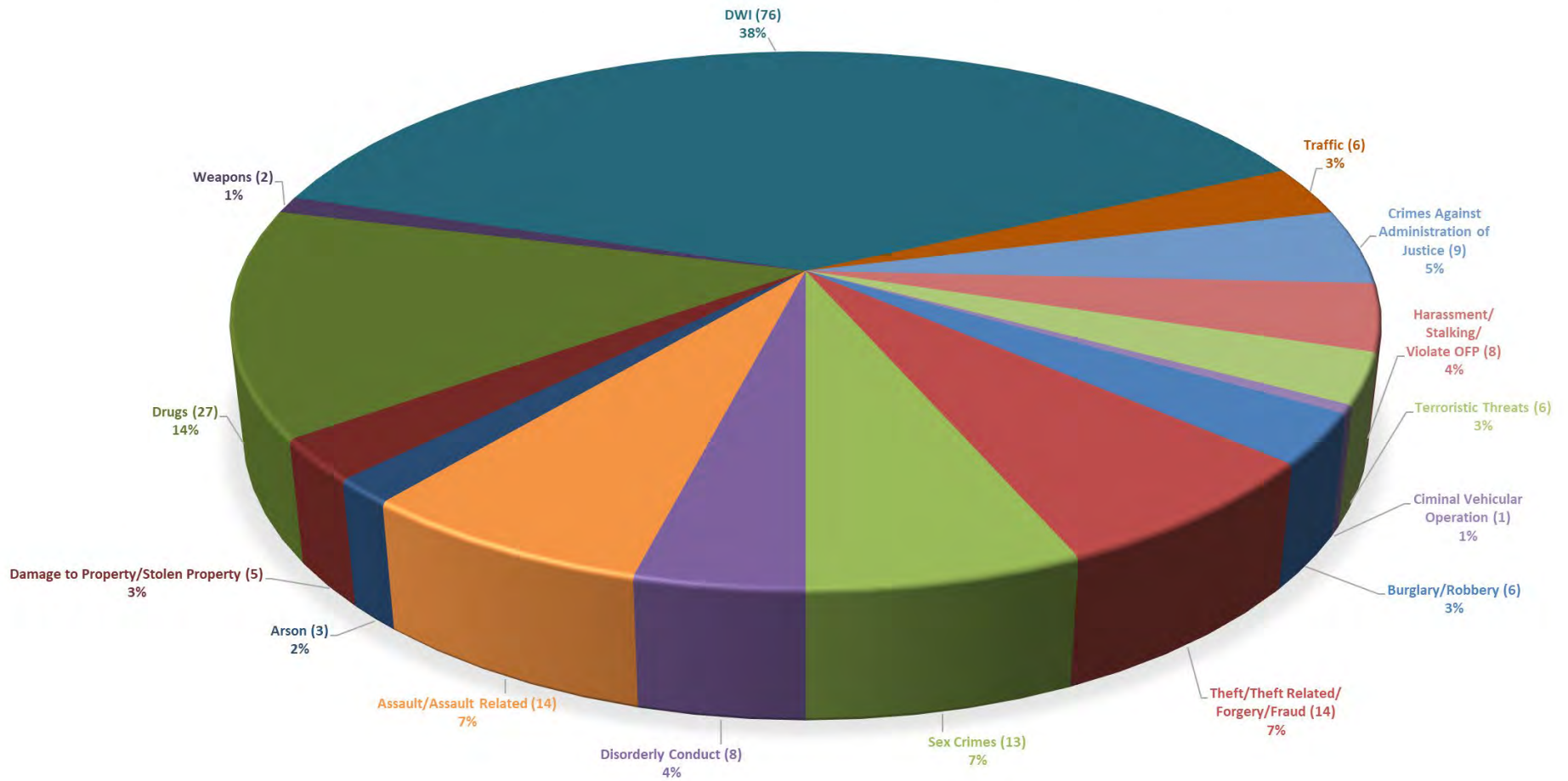
TODD-WADENA COMMUNITY CORRECTIONS TODD & WADENA COUNTIES ADULT PROBATION CRIME TYPES BY CASE AS OF 12/31/2024



TODD-WADENA COMMUNITY CORRECTIONS TODD COUNTY ADULT PROBATION CRIME TYPES BY CASE AS OF 12/31/2024

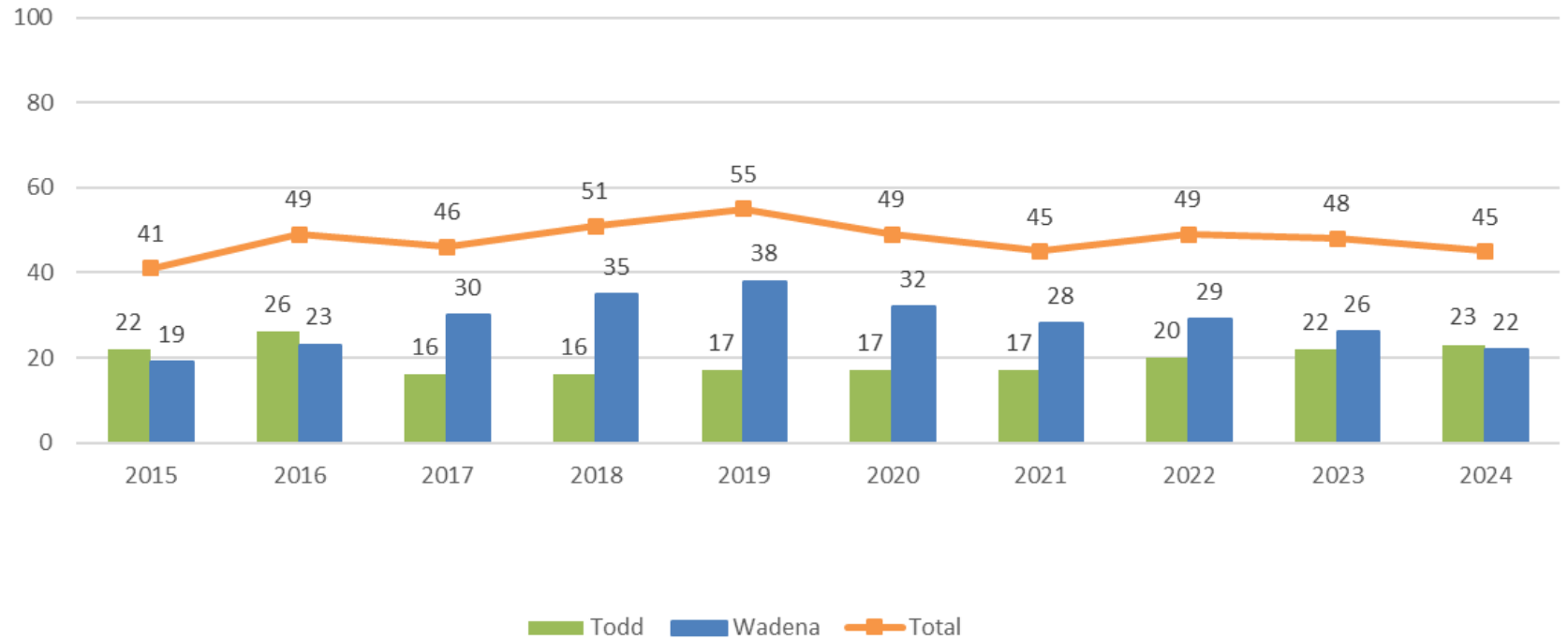


**TODD-WADENA COMMUNITY CORRECTIONS
WADENA COUNTY ADULT PROBATION CRIME TYPES BY CASE AS OF 12/31/2024**

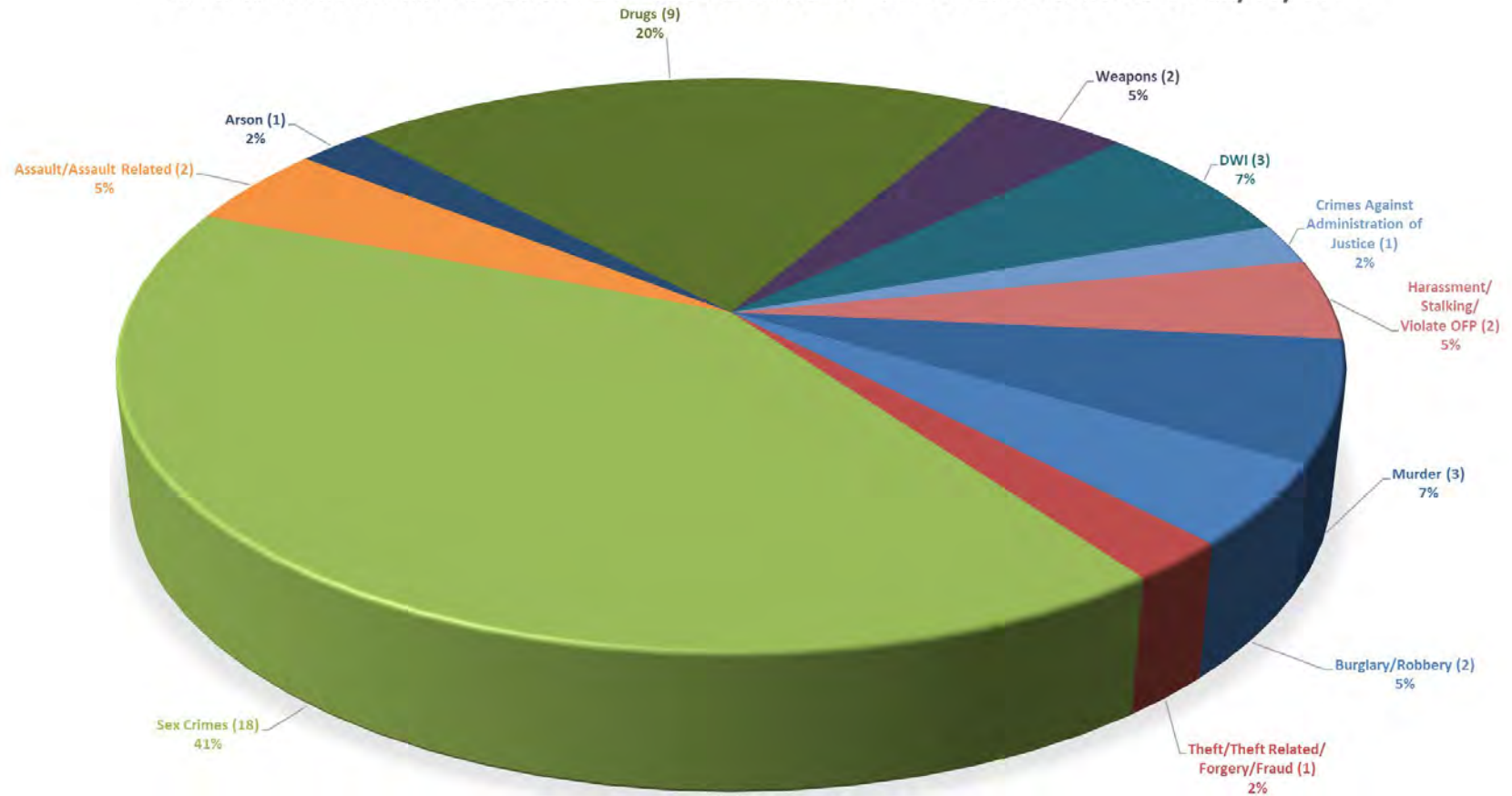


TODD-WADENA COMMUNITY CORRECTIONS

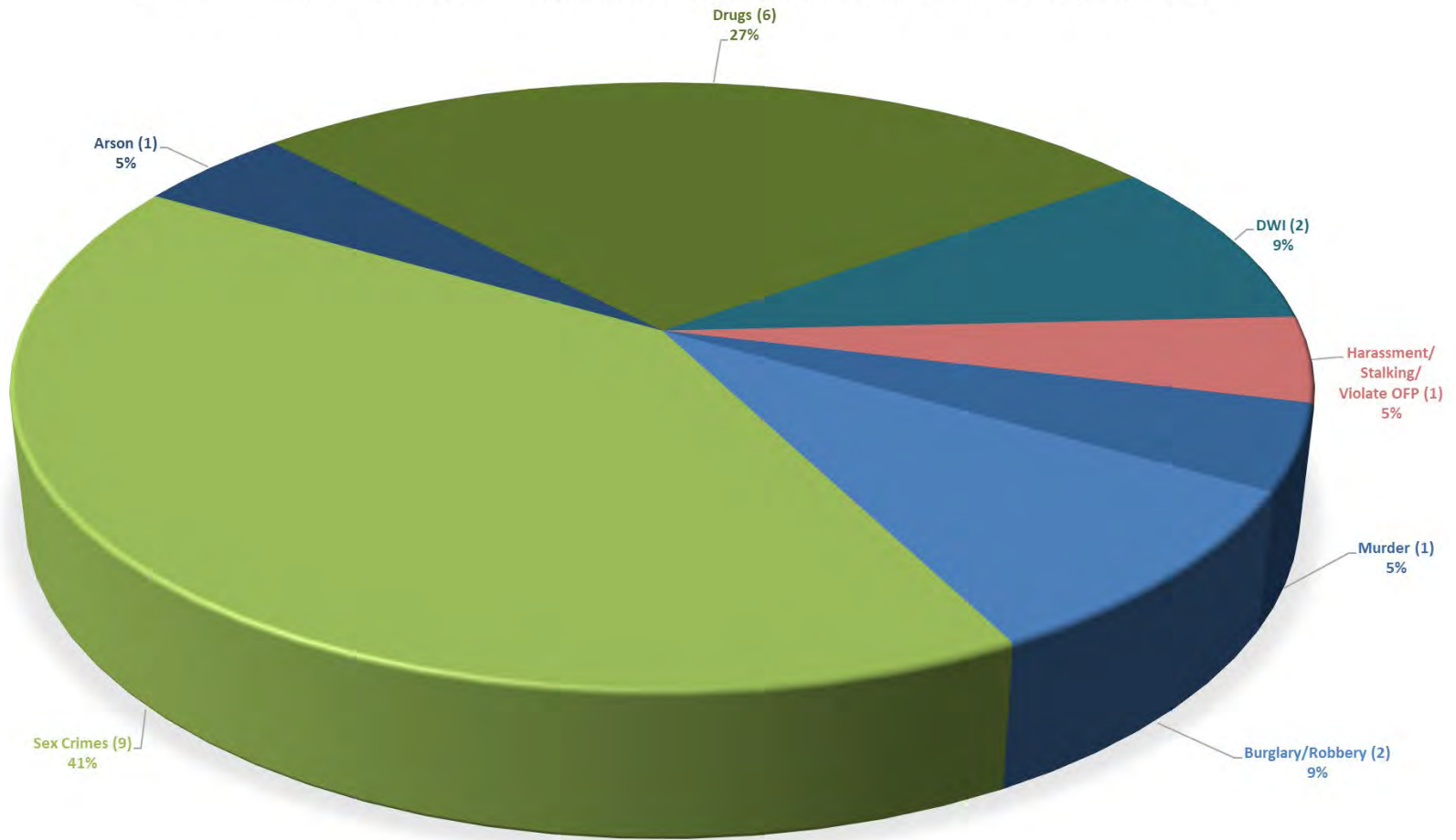
Adult Supervised Release Cases by County as of December 31st Each Year



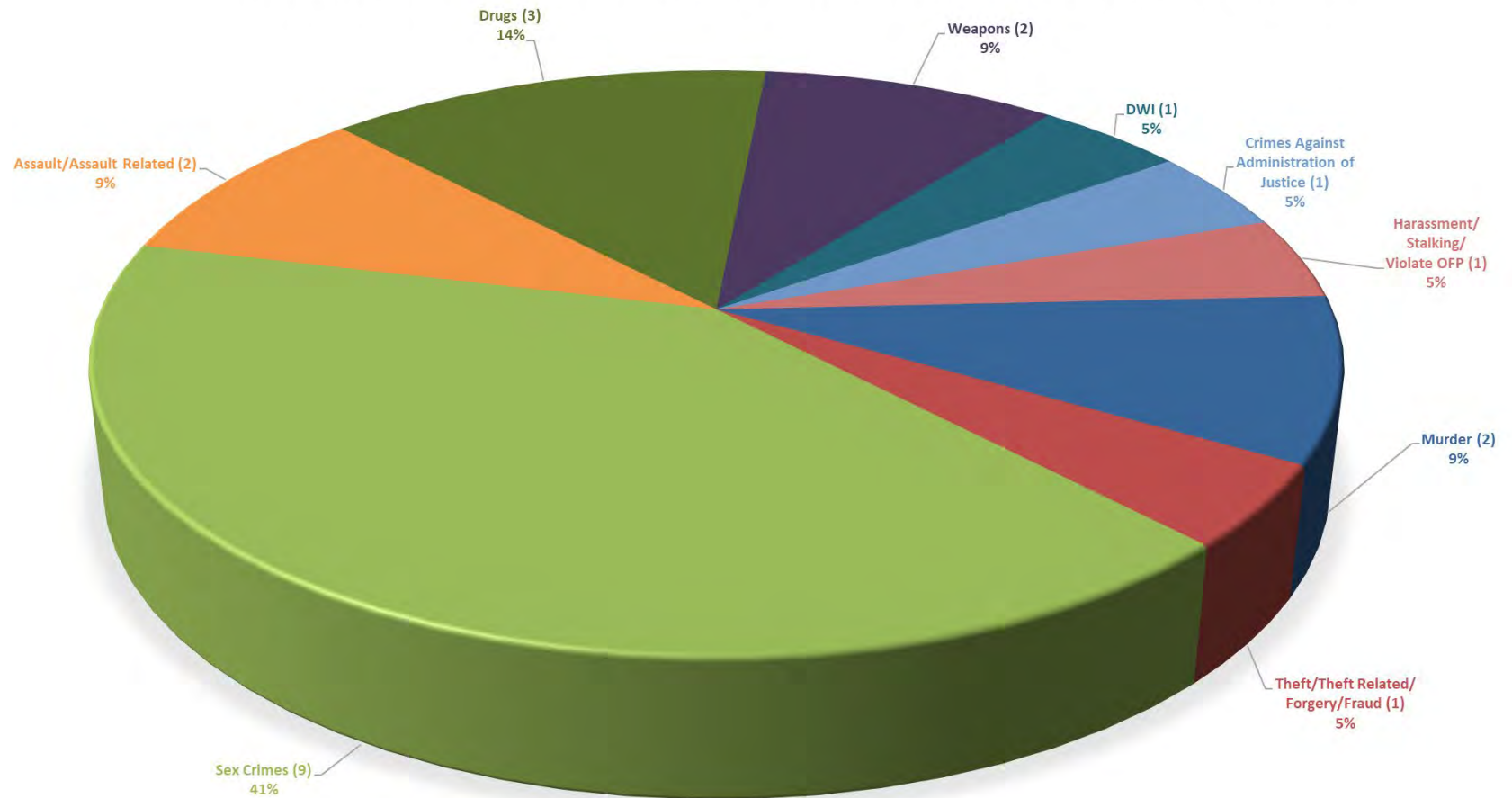
TODD-WADENA COMMUNITY CORRECTIONS
TODD & WADENA COUNTIES SUPERVISED RELEASE CRIME TYPES BY CASE AS OF 12/31/2024



TODD-WADENA COMMUNITY CORRECTIONS
TODD COUNTY SUPERVISED RELEASE CRIME TYPES BY CASE AS OF 12/31/2024

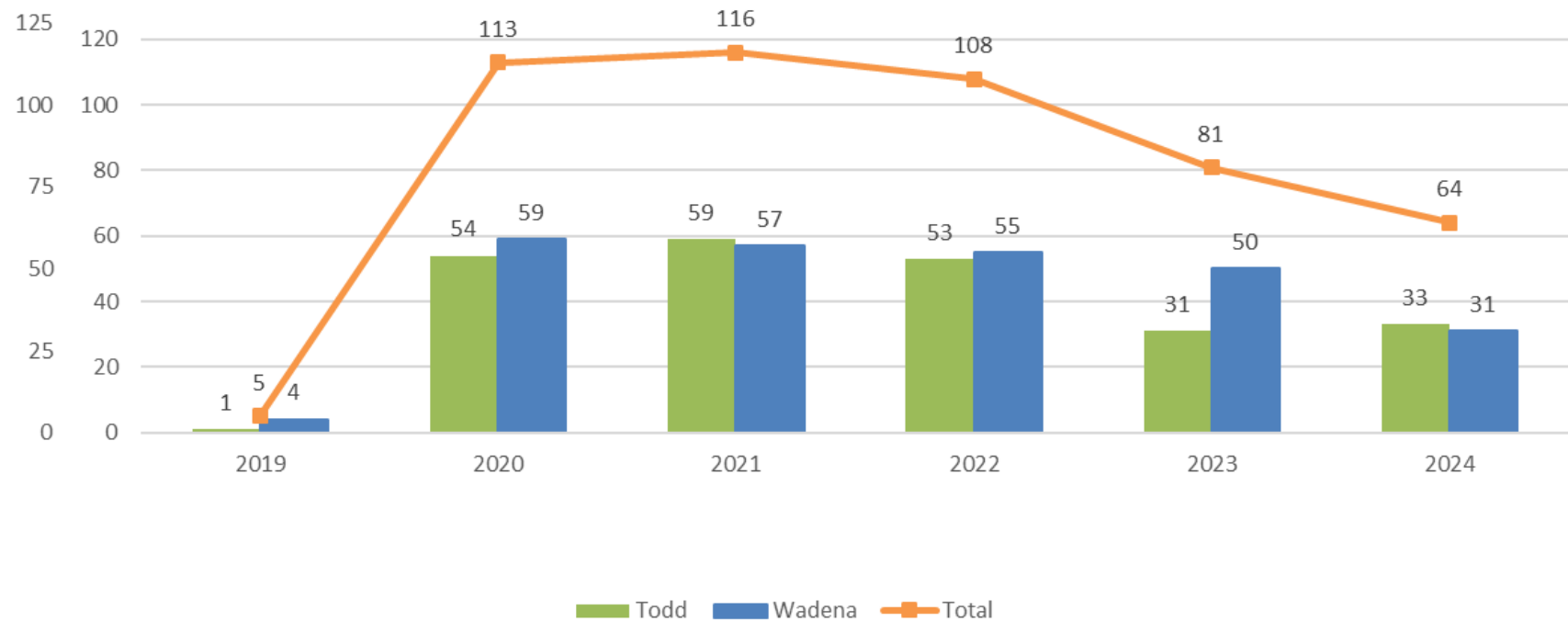


TODD-WADENA COMMUNITY CORRECTIONS
WADENA COUNTY SUPERVISED RELEASE CRIME TYPES BY CASE AS OF 12/31/2024

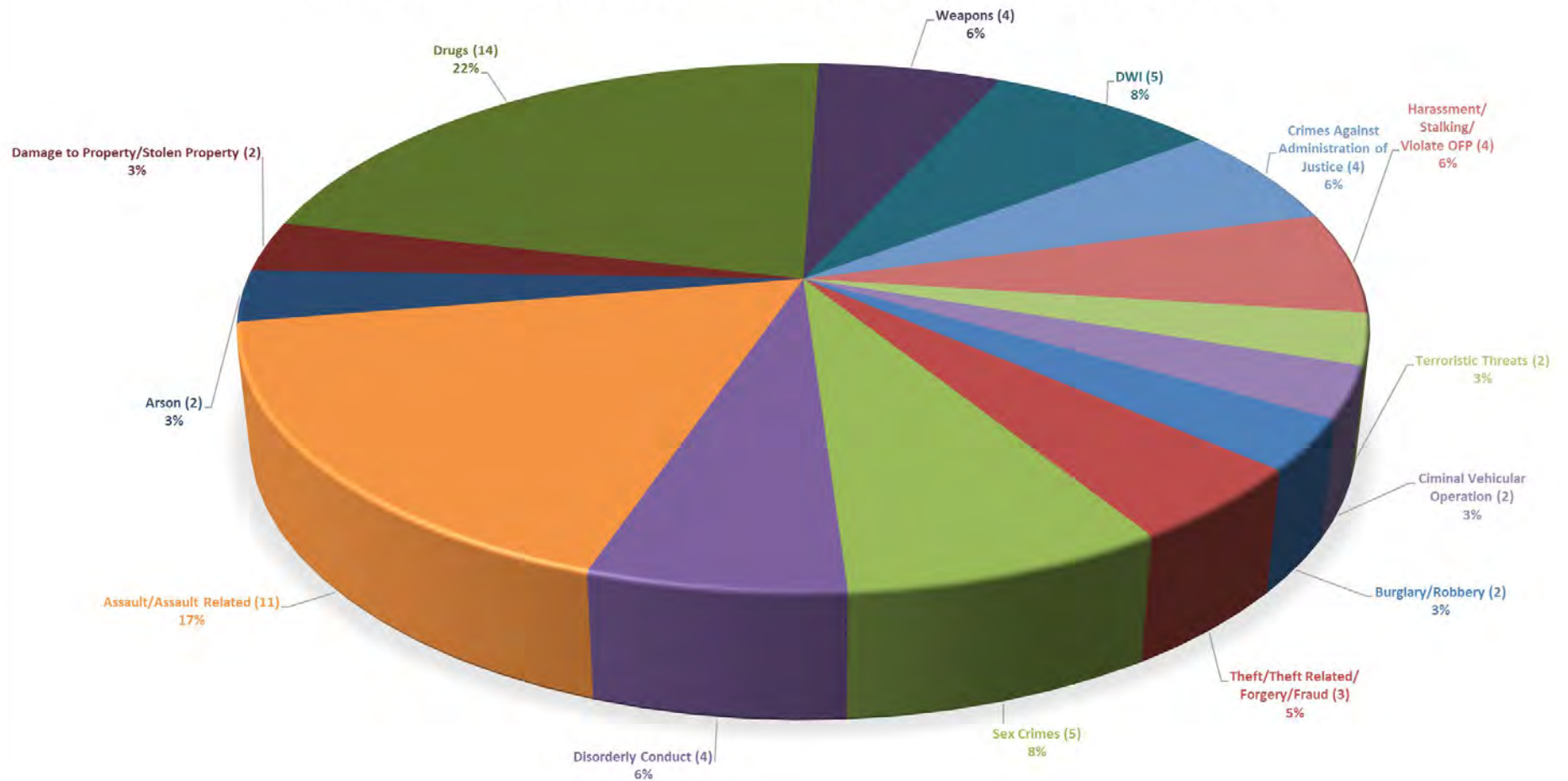


TODD-WADENA COMMUNITY CORRECTIONS

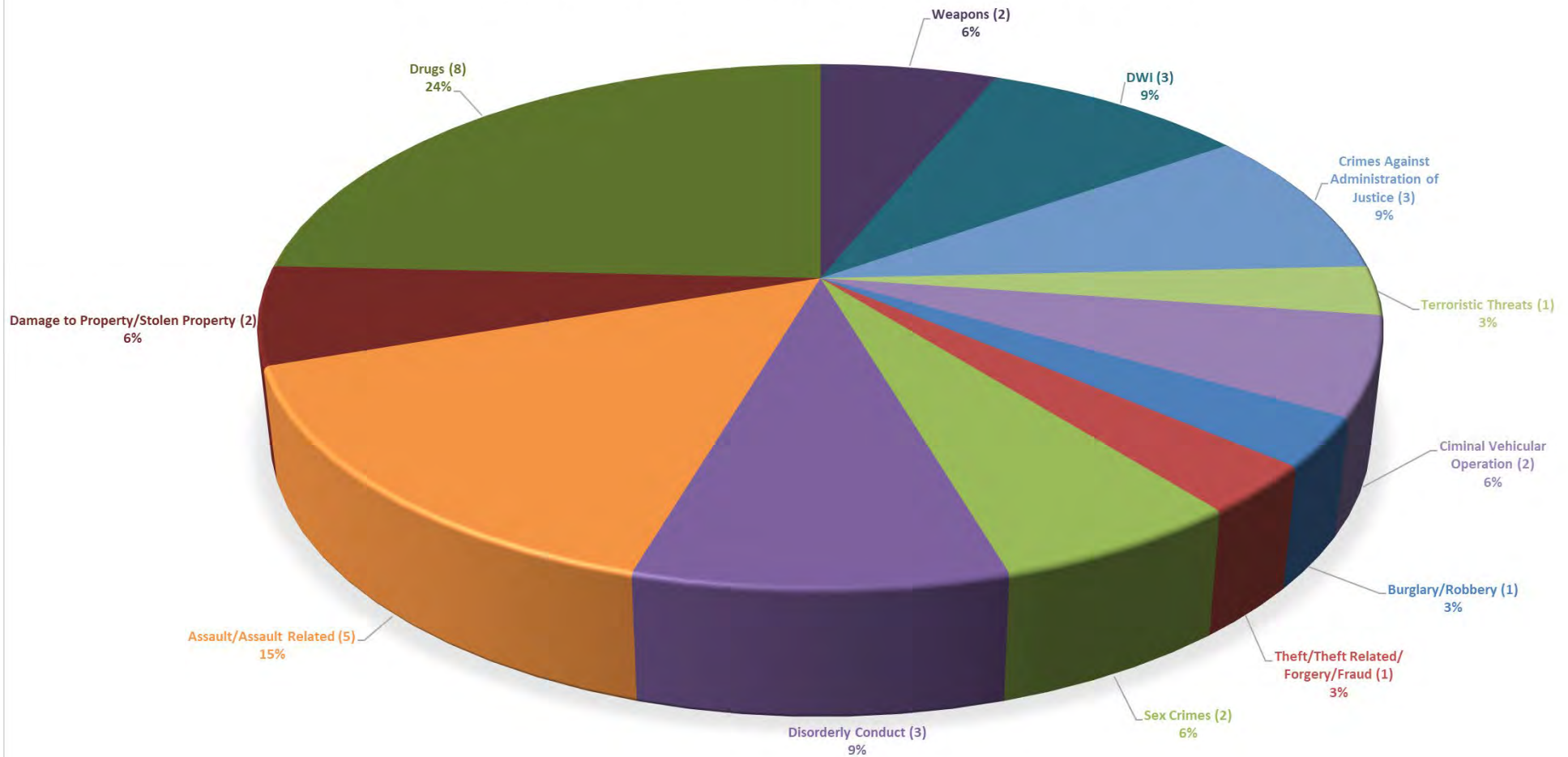
Adult Pretrial Cases by County as of December 31st Each Year



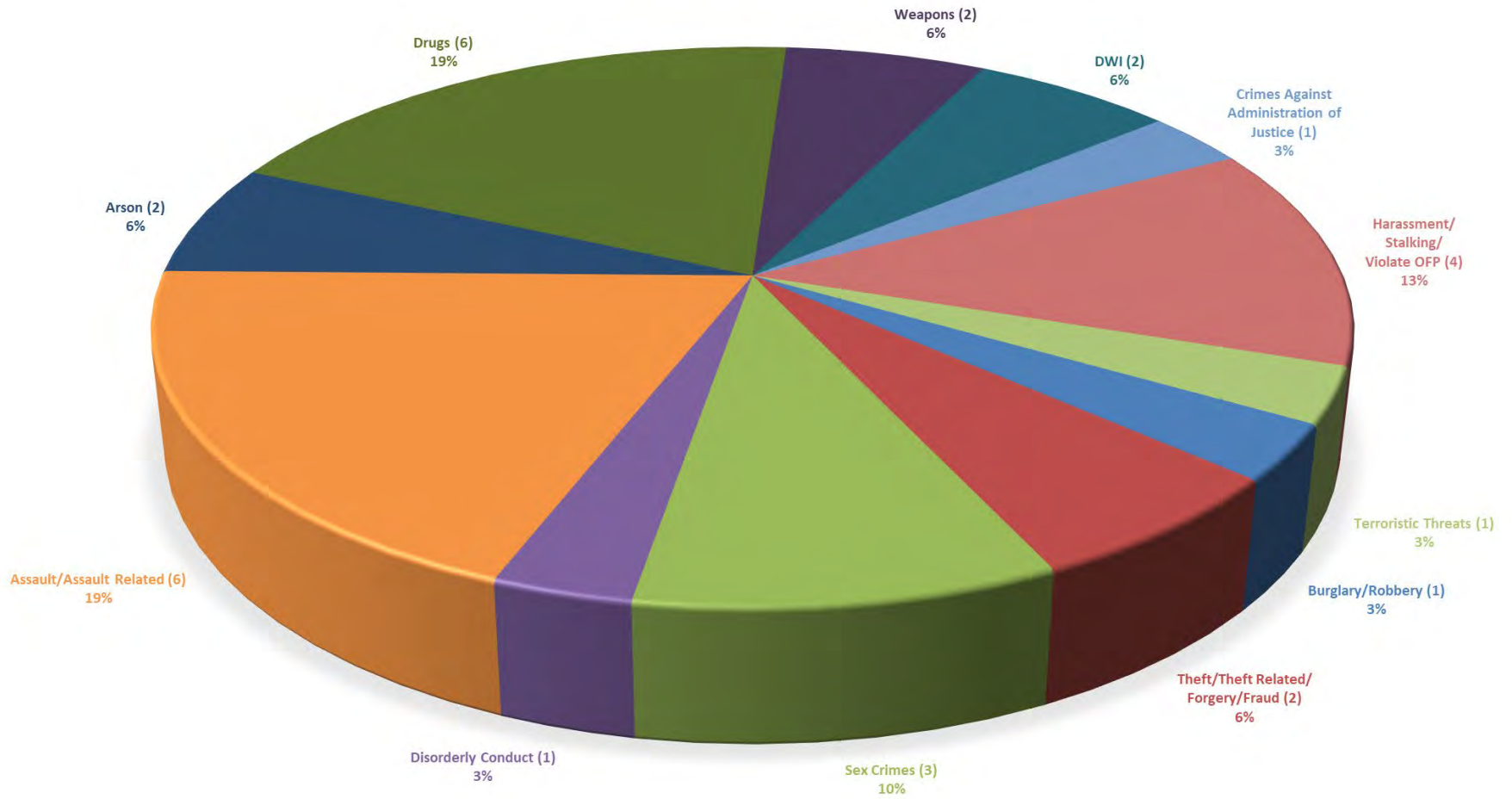
TODD-WADENA COMMUNITY CORRECTIONS
TODD & WADENA COUNTIES PRETRIAL CRIME TYPES BY CASE AS OF 12/31/2024



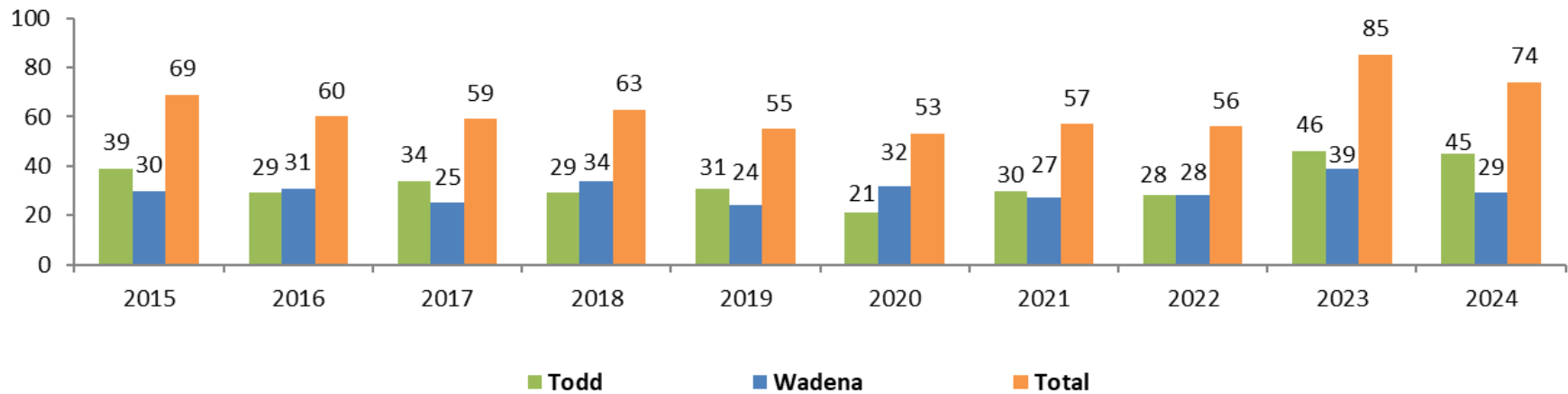
**TODD-WADENA COMMUNITY CORRECTIONS
TODD COUNTY PRETRIAL CRIME TYPES BY CASE AS OF 12/31/2024**



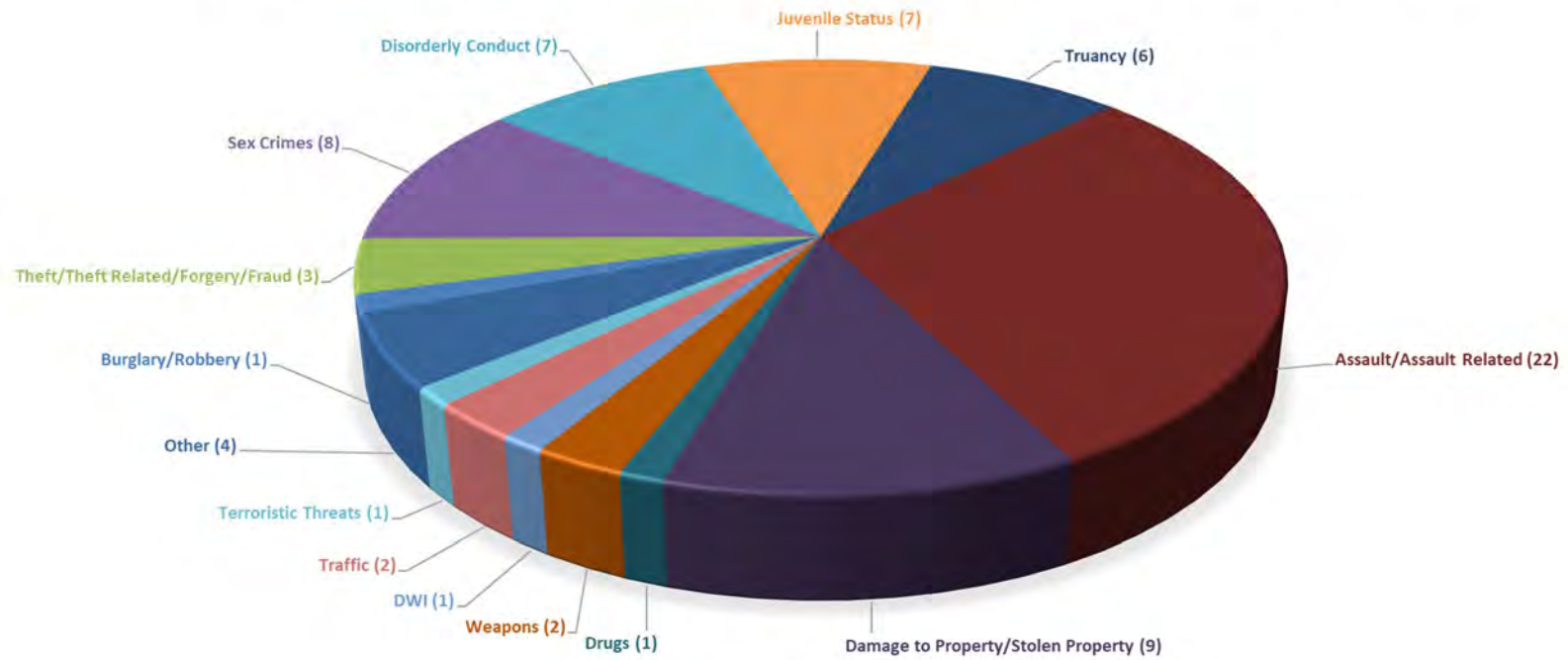
TODD-WADENA COMMUNITY CORRECTIONS
WADENA COUNTY PRETRIAL CRIME TYPES BY CASE AS OF 12/31/2024



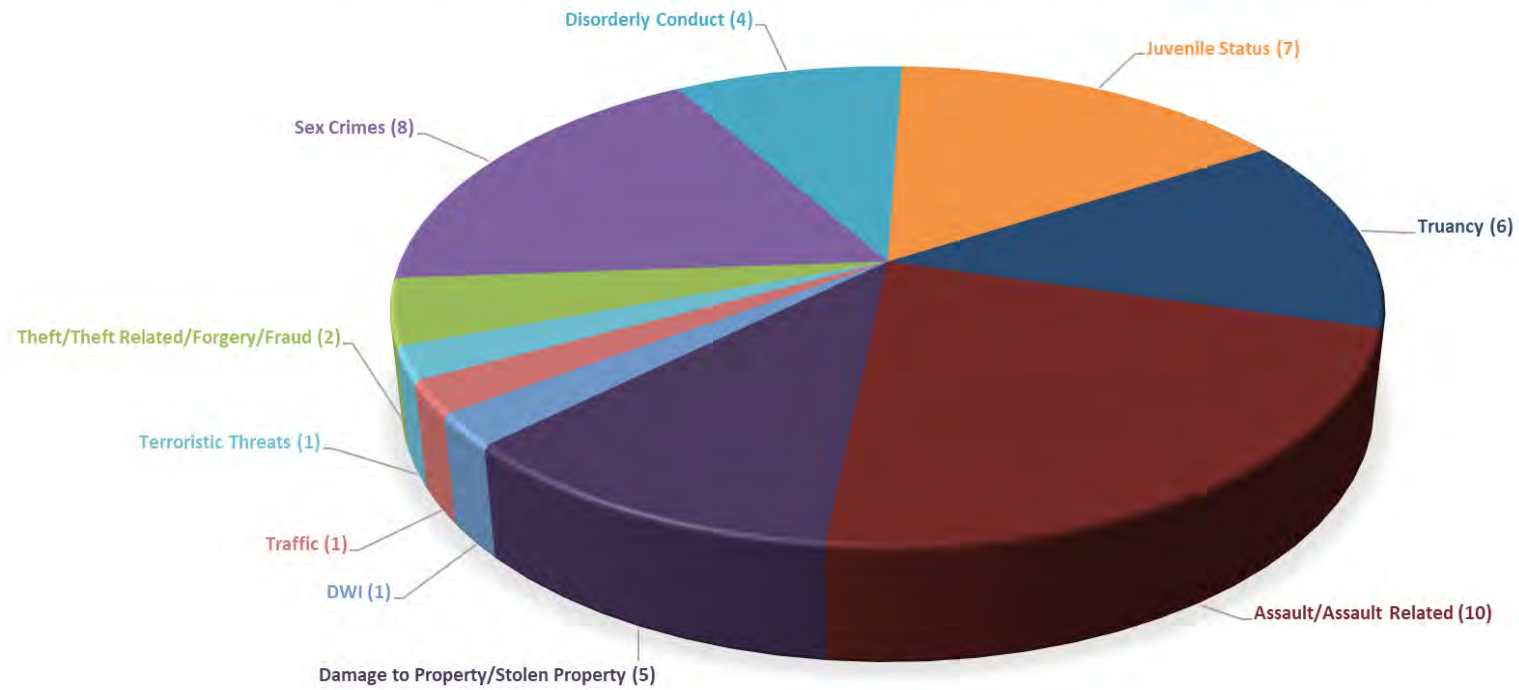
TODD-WADENA COMMUNITY CORRECTIONS
Juvenile Probation Cases by County as of December 31st Each Year



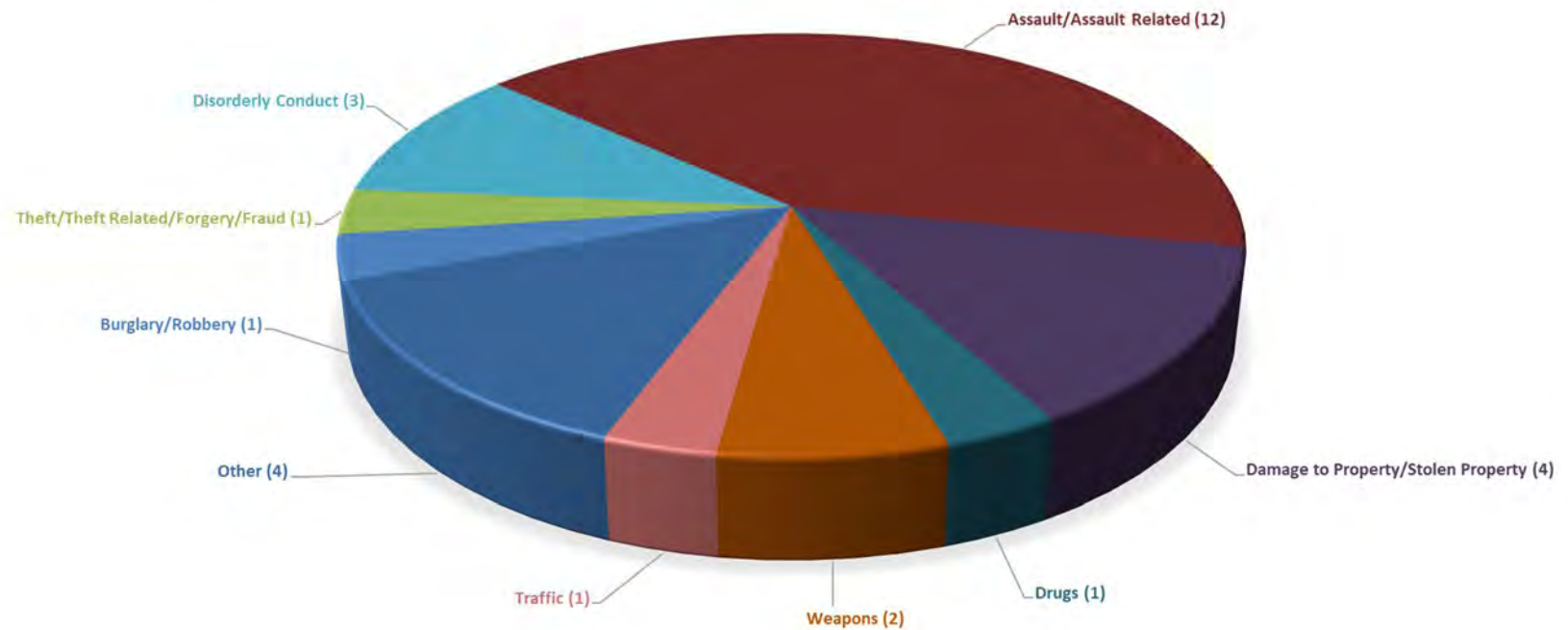
TODD-WADENA COMMUNITY CORRECTIONS
TODD & WADENA COUNTY JUVENILE PROBATION CRIME TYPES BY CASE AS OF 12/31/2024



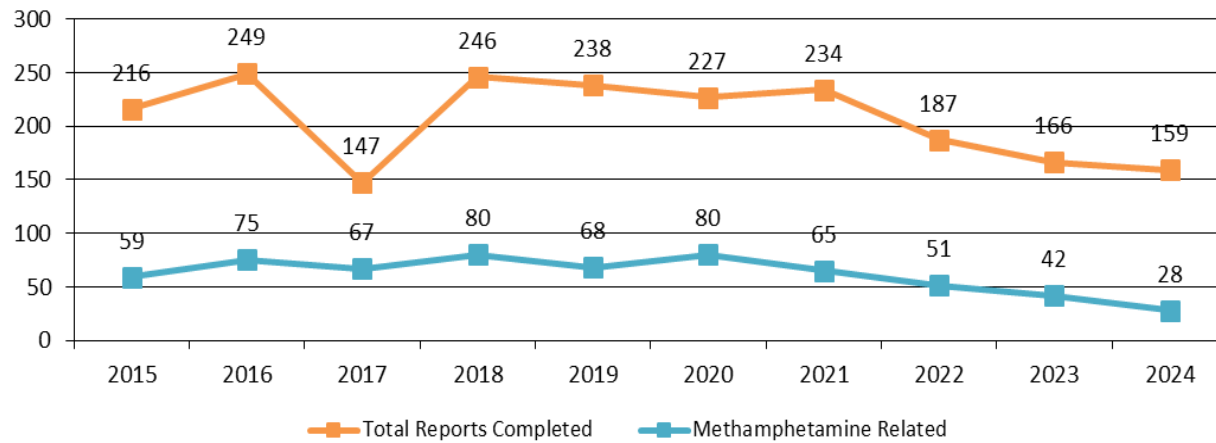
**TODD-WADENA COMMUNITY CORRECTIONS
TODD COUNTY JUVENILE PROBATION CRIME TYPES BY CASE AS OF 12/31/2024**



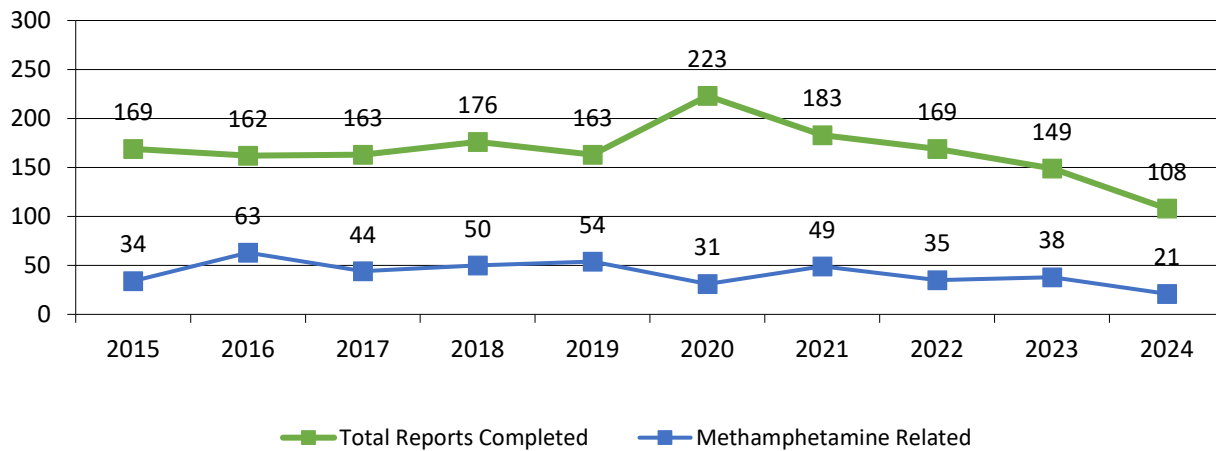
**TODD-WADENA COMMUNITY CORRECTIONS
WADENA COUNTY JUVENILE PROBATION CRIME TYPES BY CASE AS OF 12/31/2024**

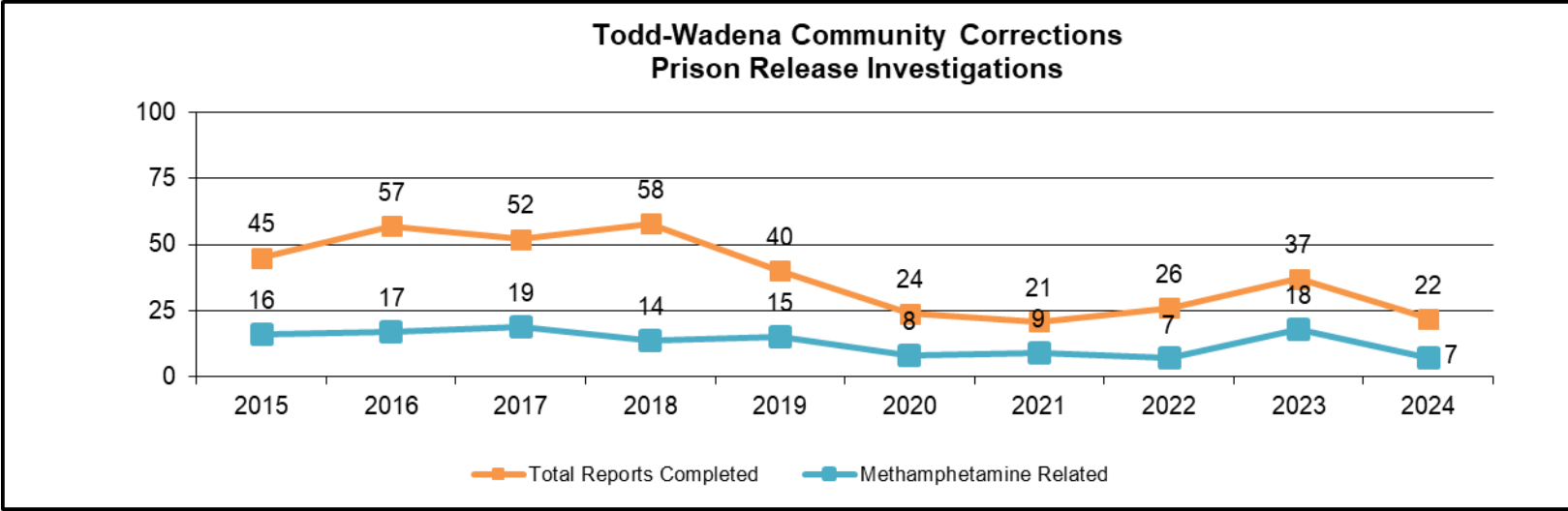
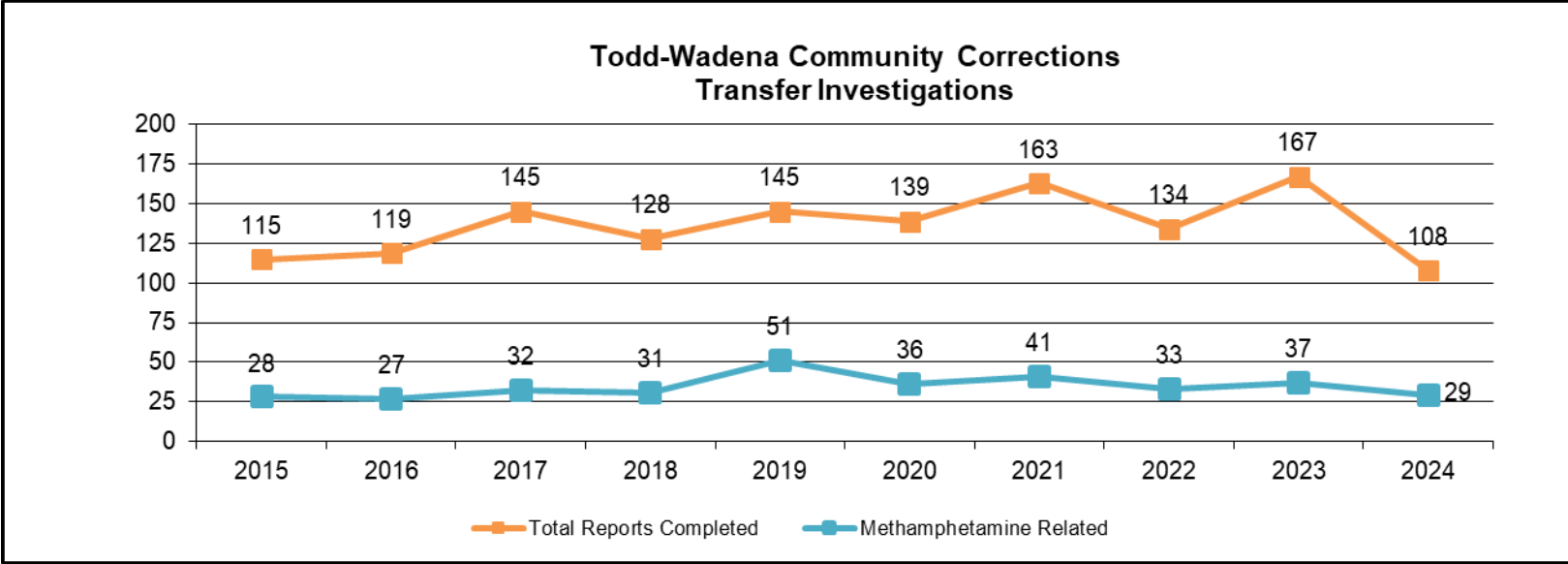


Todd-Wadena Community Corrections Bond Studies

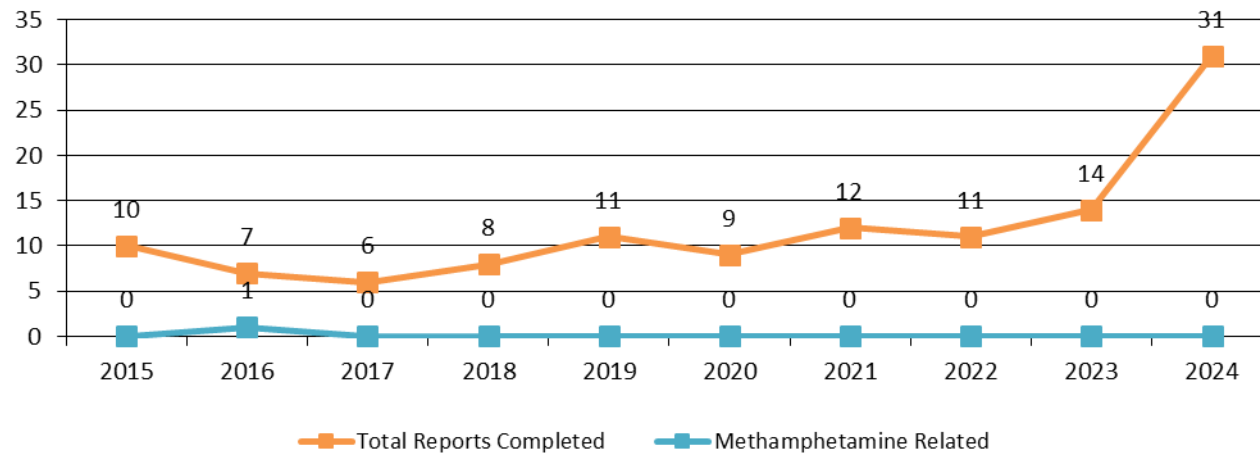


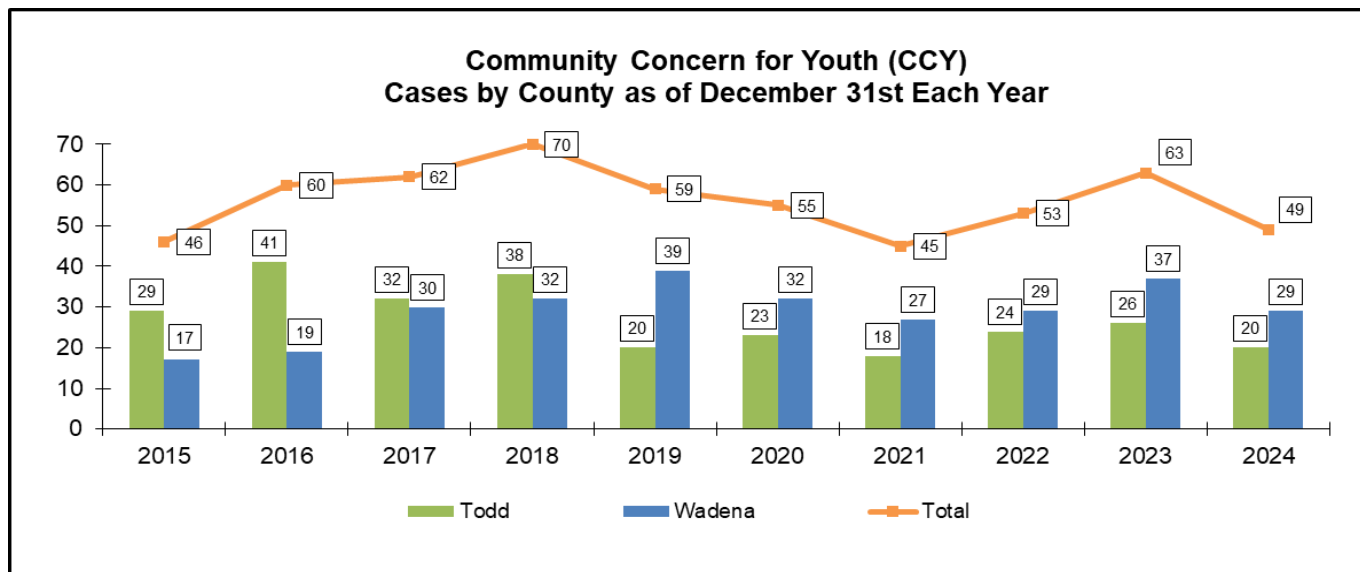
Todd-Wadena Community Corrections Pre-Sentence Investigations



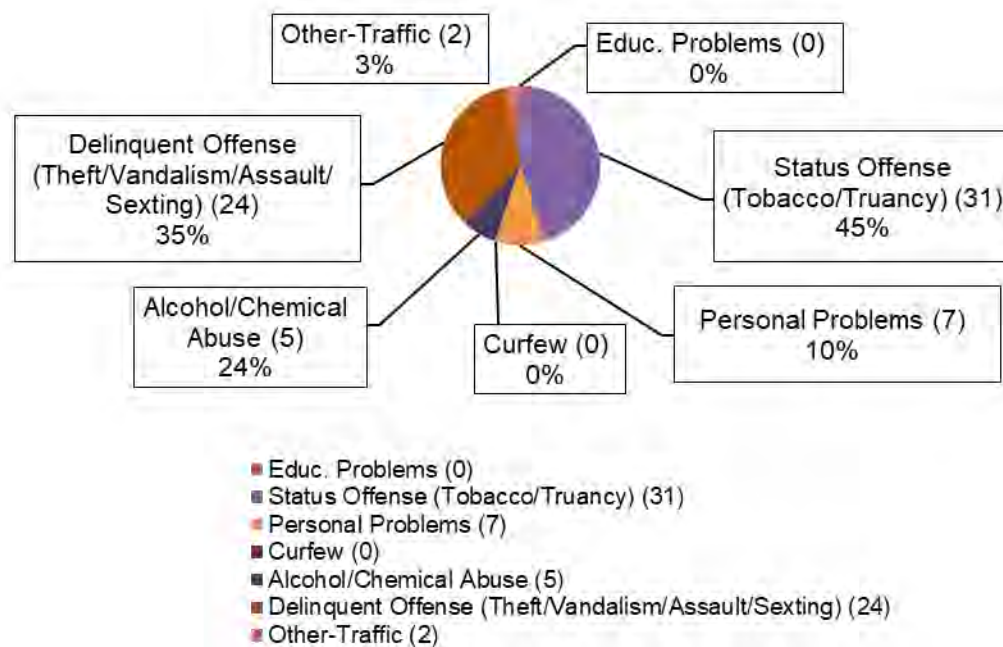


Todd-Wadena Community Corrections Juvenile Pre-Dispositional Investigations





CCY Referral Types - 69 Youth Intakes in 2024



2024 TODD-WADENA STS WORKSITES

WORKSITES	JOB DUTIES	HOURS AT SITE	VALUES
Cemeteries:			
Bertha Cemetery	Maintenance	112	\$ 2,240
Hope Lutheran Cemetery	Maintenance	128	\$ 2,560
Moses Dane Cemetery, Burtrum	Maintenance	56	\$ 1,120
Redeye Cemetery-Sebeka	Maintenance	56	\$ 1,120
Chamber of Commerce - Long Prairie	Misc. duties	72	\$ 1,440
City of:			
Clarissa	Handout food boxes for seniors	82	\$ 1,640
Eagle Bend	City Wide Clean-Up, Weed-Whipping	72	\$ 1,440
Osakis	Set-up and clean-up for Taste of Osakis	168	\$ 3,360
Verndale	Set-up for auction, remove and install door for Verndale police dept.	96	\$ 1,920
Wadena	Move tables, misc. duties at the museum, cut firewood	96	\$ 1,920
DNR Wildlife	Mowing and Weed-Whipping	88	\$ 1,760
Food Shells:			
Non-Profit Todd County	Hilltop Kitchen Meals on Wheels	280	\$ 5,600
Lake Charlotte	Move tables	32	\$ 640
Long Prairie Garden	Maintenance	92	\$ 1,840
Long Prairie Hockey Association	Put up and take down hockey boards	248	\$ 4,960
Long Prairie Ice Skating Rink - Outdoors	Misc. duties	32	\$ 640
Ministerial Society	Misc. duties	40	\$ 800
National Night Out - Long Prairie	Set-up	16	\$ 320
Prairie Fest	Moving Picnic Tables	64	\$ 1,280
Riverside Park/Misquito Park - Long Prairie	Maintenance	204	\$ 4,080
STS:			
Firewood – Todd	Haul, split and stack wood	908	\$ 18,160
Firewood - Wadena	Haul, split and stack wood	600	\$ 12,000
Shop	Clean shop, maintenance, haul furniture, haul metal scrap, haul tables and chairs, haul/assemble equipment, paint signs, storm clean up and move	496	\$ 9,920
Schools:			
Community Lakes College	Farm clean-up and cut trees, Living Legacy garden clean-up	112	\$ 2,240
Wadena	Hang wing nets, misc. duties	80	\$ 1,600
Todd County:			
Auditor's Office	Clean-up foreclosed property	80	\$ 1,600
Sheriff's Dept.	Mow Sheriff's towers, haul groceries	152	\$ 3,040
Fairgrounds	Concrete work, grandstand cealn-out, move tables, Prairie building maintenance, set-up and take-down for fair	528	\$ 10,560
Health & Human Services	House/apartment/yeard clean-ups, move clients, mow and clean-up properties, misc. duties	528	\$ 10,560
Highway Department	Clean ditches, brushing, scraping, painting, clean shop, repair/maintanence to building	1048	\$ 20,960
Museum	Move items	20	\$ 400
Parks	Battle Point Park, mowing and brushing canoe landing	356	\$ 7,120
Transfer Station	Clean grounds, bundle cardboard, bundle recyclables, pick up garbage	952	\$ 19,040
Todd-Wadena Community Corrections	Weeding	20	\$ 400
Townships:			
Burleene	Brushing	576	\$ 11,520
Eagle Valley	Brushing	312	\$ 6,240
Little Elk	Brushing	144	\$ 2,880
Wadena County:			
Campgrounds & Parks	Cut firewood, maintenance	757	\$ 15,140
Courthouse	Remodel	488	\$ 9,760
Fairgrounds	Build horse stalls, mowing, maintenance/clean-up	168	\$ 3,360
Highway Department	Cement work	144	\$ 4,320
Recorder's Office	Move Books	40	\$ 800
Sheriff's Dept.	Impound Lot – mowing and maintenance	56	\$ 1,120
Social Services	Build wheelchair ramp, move client	200	\$ 4,000
Transfer Station	Cement work, bundle recyclables, pick-up garbage	200	\$ 5,120
Wadena Historical Society	Misc. duties	16	\$ 320
Wadena Rotary Club	Rotay Club Corn/Chicken Feed	24	\$ 480
Total		11,039	\$ 223,340

Todd-Wadena Community Corrections

Outcome Measurement – Recidivism

Clients Discharged from Supervision in 2021	Percentage of those discharged who were not convicted of a new crime within first three years	Breakdown of Numbers
Adult Probation	86%	➤ 264 total clients discharged ➤ 228 were not convicted of new crimes ➤ 36 were convicted of new crimes (12 Felony, 19 Gross Misdemeanor, 5 Misdemeanor)
Adult Supervised Release	88%	➤ 16 total clients discharged ➤ 14 were not convicted of new crimes ➤ 2 were convicted of new crimes (1 Felony, 1 Gross Misdemeanor)
Juvenile Probation	90%	➤ 71 total clients discharged ➤ 65 were not convicted of new crimes ➤ 6 were convicted of new crimes (2 Felony, 3 Gross Misdemeanor, 1 Misdemeanor)
Community Concern for Youth (CCY)	97%	➤ 66 total clients discharged ➤ 64 were not convicted of new crimes ➤ 2 were convicted of new crimes (1 Gross Misdemeanor, 1 Misdemeanor)

Discharged: Completing probation or supervised release without revocation

Revocation: Prison, jail or sentence executed and file closed

Crime: Targeted misdemeanor or higher (Driving While Intoxicated, Order for Protection Violation, Domestic Assault, Interference with Privacy, Harassment or Restraining Order Violation, and Indecent Exposure)

Convicted: Entering a plea of guilty to an offense, being found guilty by Court trial or jury, or being sentenced for a new offense

Todd-Wadena Community Corrections

Outcomes for Clients Who Successfully Completed Domestic Violence Programming through Todd-Wadena Community Corrections

	Percentage of clients successfully completing group who were <u>not</u> convicted of a new crime within first three years	Breakdown of Numbers
Men's Group – successful completions in 2015	89%	➤ 28 clients successfully completed ➤ 25 were not convicted of new crimes ➤ 3 were convicted of new crimes (3 Felony Domestic Assaults)
Men's Group – successful completions in 2019	87%	➤ 24 clients successfully completed ➤ 21 were not convicted of new crimes ➤ 3 were convicted of new crimes (Gross Misd. DWI, Gross Misd. Possess Ammo/Firearm, Felony Fleeing Peace Officer)
Women's Group – successful completions in 2019	83%	➤ 6 clients successfully completed ➤ 5 were not convicted of new crimes ➤ 1 was convicted of a new crime (Misd. DWI)
Women's Group – successful completions in 2021	100%	➤ 12 clients successfully completed ➤ No clients were convicted of new crimes

Crime: Targeted misdemeanor or higher (Driving While Impaired, Order for Protection Violation, Domestic Assault, Interference with Privacy, Harassment or Restraining Order Violation, and Indecent Exposure)

Convicted: Entering a plea of guilty to an offense, being found guilty by Court trial or jury, or being sentenced for a new offense