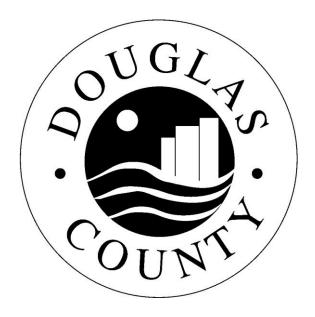
Douglas County



Aquatic Invasive Species Plan

Revision: 04-2015 DRAFT Adopted:

This plan was completed by the Land & Resource Management Department as guided by the Douglas County AIS Task Force. The efforts included in this plan are supported by the the County Program Aid grant provided by the State of Minnesota. This plan satisfies the requirements for Douglas County under MN Statute 477A.19 (2014).

BACKGROUND

AIS Expansion

Invasive species have followed the migration of human kind throughout the world since the beginning of civilization. These organisms, whether transported intentionally or unintentionally, have had the potential to do great good or harm as they fill a niche within their new-found habitat. The National Invasive Species Council (2006) defines an invasive species as "a species that is non-native to the ecosystem under consideration and whose introduction causes or is likely to cause economic or environmental harm or harm to human health." The plant Kudzu is an example of an invasive species that has caused considerable damage to infrastructure and is costly to manage and eradicate. Another invasive species that is causing significant ecological harm in the Florida everglades is the Burmese Python, brought to the US through the pet trade and released into the wild by uninformed owners.

In Minnesota, our climate is not amenable to many potential invasives such as those mentioned above. However, because of our landscape and ecosystem diversity (i.e., prairies, hardwood forest, boreal forest, lakes and wetlands) there are a wide range of habitats that are available to both terrestrial and aquatic invasive species. Minnesota agriculture is very familiar with invasive species of weed and insect that impact producer's costs and affect crop production. Aquatic invasive species are also prevalent in Minnesota, but did not receive much attention by State agencies and residents until the 1990's. Aquatic invasive species are those that survive and thrive in lakes, rivers and wetlands. There are 14 species of aquatic animals and ten species of aquatic plants that are known to be invasive in Minnesota. Many of these, such as the Common carp, have been present in the State for decades, but the rapid invasion of zebra mussels and Asian carp has recently stirred local property owners, lake associations, county governments, and the State to action.

Zebra mussels were first discovered in the United States in 1988, and in Duluth Harbor of Lake Superior in 1989. Between 1989 and 2003, zebra mussels spread to the Mississippi River and lakes around the Minneapolis – St. Paul area. From 2003 to today, this invasive freshwater mussel rapidly spread into Minnesota's north-central lakes and the headwaters of the Mississippi River. The Douglas County/Alexandria Lakes Area is well known as a popular summer lake destination in Minnesota. In 2009, zebra mussels were discovered in Lake Le Homme Dieu, part of the "Alexandria Chain of Lakes". By the end of the following summer, seven lakes were known to be infested. Over the next five years, the infestation quickly expanded each year or two, with a total of 13 waterbodies listed in 2011, sixteen in 2012, eighteen in 2013, and 28 by early 2014.

Initial County Approach

Within the first year of discovering zebra mussels in Lake Le Homme Dieu, the County attempted to slow the spread through public awareness efforts and restrictions on boat travel through intra-lake channels. The public outreach effort was spear-headed by the Douglas County Lakes Association (DCLA) with funding from the Minnesota Department of Natural Resources (MN DNR). The primary goal was to reach tourists

through information on table-tents, place-mats, and a billboard on Interstate 94. Navigable channels between infested and un-infested lakes were closed by the County using water-surface zoning rules. The channel closures were controversial and ultimately proved to be unsuccessful, as zebra mussels were discovered in the upstream lakes the following year. When these combined efforts were unable to stop the spread of the zebra mussels, and there being no further prevention efforts planned, a group of concerned citizen's stepped forward to encourage and aid the County to develop a plan of action.

In the spring of 2011, the County Board appointed a three-member Zebra Mussel and AIS Citizen's Committee. This committee consisted of Lois Sinn Lindquist, Bonnie Huettl, and Carl Towley and was staffed by David Rush, the County Land & Resource Management (LRM) Director. The primary aim of the group was to provide current information to the County Board and residents on the status of AIS in the State, what agencies and the legislature were planning and implementing, and to make recommendations on prevention, containment and eradication measures for the County. The committee researched zebra mussels and other AIS, examined potential local impacts, conducted a survey of local knowledge and opinion of AIS, and identified existing and emerging prevention practices and methods of eradication. The results of the Citizen's Committee's work were published in two reports presented to the County Board in April of 2011. (Reports are included in Appendix A).

As a direct result of the Citizen's Committee reports and the included recommendations, the Douglas County Board of Commissioners adopted two resolutions. The first resolution (No. 11-27) supported efforts of the State Legislature and the MN DNR and encouraged them to adopt statues and establish rules to better protect Minnesota water from AIS. This resolution also encouraged the Legislature to continue to provide AIS prevention funding both to the MN DNR and to other entities through the Clean Water, Land and Legacy Act. The second resolution (No. 11-35) followed two weeks later and included very specific policies and recommended actions that would become the basis for the County's AIS prevention efforts in the four years that followed. This document committed the County to the following:

- That no further lakes become infested with Zebra Mussels or other AIS.
- Appointing the Land & Resource Director to facilitate actions as directed and approved by the Board related to the control, containment, and eradication of AIS.
- Agreeing to work with County lake associations and other interest groups in efforts to address AIS.
- Provide funding and resources for the development and placement of education materials within the County.
- Provide funding and support for the establishment of an AIS watercraft inspection and decontamination effort within the County.
- Encourage County staff, residents, and stakeholder groups to work cooperatively
 with the MN DNR to implement AIS prevention activities that effectively address
 the issue in Douglas County.

Both of the resolutions are included in Appendix B of this plan.

In response to the Citizen's Committee's proactive approach and the County's AIS resolutions, the LRM Department applied for and received Watercraft Inspection Grants (WIG) from the MN DNR to conduct an inspection and decontamination program. Using County funds, a trailer-mounted, hot water pressure washing unit was purchased that met all of the DNR specifications. Additional supplies were also purchased to provide the inspectors with adequate tools and equipment needed to efficiently and accurately conduct watercraft inspections. Between 2011 and 2014, the County hired between five and eight Level I and II watercraft inspectors each summer to work from May to October. Typically, Level I inspectors would conduct inspections, provide information, and direct traffic while the Level II inspectors inspected and decontaminated watercraft. The County conducted inspections at 16 accesses on 15 lakes; many of which were listed as infested. Three summers of effort resulted in over 4000 total man-hours of inspection with the examination of hundreds of watercraft and decontamination of a smaller percentage of the number inspected. Success of the program can be attributed to flexibility and adaptability as well as public perception of a county program staffed and run locally. County inspectors also worked to accommodate boaters and fishermen at public accesses by supplying cold water for transporting bait, removing dead floating vegetation at boat ramps, and alerting boaters to safety concerns. Having staff that knew the Alexandria area and accommodating boaters with an additional level of service improved the public perception of the program. These efforts continued into 2014, when the State Legislature acted to provide significantly more funding to counties to address AIS.

County Aid for AIS Prevention

During the 2014 session, the Minnesota Legislature enacted MN Statute 477A.19 that established the County Program Aid grant for AIS prevention for all of the States counties that have a public water access. The legislation requires that each county use the money to prevent the introduction or limit the spread of AIS at all accesses within the county. The county must also establish guidelines or adopt a plan for the use of the funds that is updated each year and report at the end of that year to the MN DNR. The Legislature allocated \$10 million in aid to be distributed to counties based on the number of public water accesses within each county and the number of parking spaces at each of the accesses. Following this formula, Douglas County received \$120,000 in 2014 and will receive \$268,000 each year thereafter, until such time as the legislation is changed.

COUNTY AIS PLAN DEVELOPMENT

AIS Task Force

In response to the County Program Aid from the State, Douglas County established an AIS Task Force to assist the LRM staff in the development of a plan, provide input on goals and strategies, and to review the plan over time to ensure its relevance and success. The Task Force is comprised of representatives from lake-resource stakeholder and user groups including businesses, lakeshore property owners,

municipalities, sport and conservation groups, and natural resource management agencies. Specific members of the Task Force that were approved by the County Board in the fall of 2014 are listed in Table I.

Table I.

Name	Stakeholder Group Represented
Ron Tschaekofske	Small lakes/ Lake Vermont
Dian Lopez	Large lakes/ Lake Ida
Linda McFann	Douglas County Lakes Association
Jason Lybeck	Recreational watersports/boat sales business
Steve Henry	Water Planner/Soil & Water Conservation District
Steve Russell	Resort owner/Lake Miltona
Mike Weber	Cities/City of Alexandria
Chuck Bokinskie	Viking Sportsmen
Dana Freeze	Sport Fishing/Recreational Business
Sara Stadtherr	Explore Alexandria – Hospitality Association
Jim Stratton	County Commission
Joe Martin	Resort owner/Lake Mary

Staff for the Task Force includes David Rush, LRM Director and Justin Swart, LRM Shoreland/AIS Technician. Subcommittees or teams may be established to assist and guide LRM staff in implementing some of the proposed strategies.

Resources, Risks, Goals, and Priorities

Between October 2014 and April 2015, the Task Force met five times to work on various aspects of the plan. Initial meetings were dedicated to providing members with a common understanding of AIS and their potential impacts to lake-resources and the local economy. Members then identified critical resources in the county, both human and natural, characterized stakeholders, explored the risks of action and inaction, and proposed some early goals for the program. The group then ranked those answers in an effort to establish initial program priorities. The following are the results of that process:

Resources

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<u>Priority</u>	<u>Resource</u>	<u>Explanation</u>
<u>KEY</u>	Quality recreational destination Accessibility and proximity of lakes to people High quality lakes (clear, deep, large)	
<u>CRITICAL</u>	Quality fishery Advocate groups	 Maintained and promoted Lake Associations Chamber of Commerce
<u>VALUABLE</u>	Lake recreation businesses and groups	Explore Alexandria Tourism
<u>OTHER</u>	Private accesses Tourist amenities	

Undeveloped shoreline
Local source of bait
Large number of lakes
Bike and water trails
Golf
Roads connecting lakes

Stakeholders - Concern Group

HIGH Tourists Property owner Tourists Indicates the service providers Lake service providers Lake service providers Landscapers Watersport enthusiasts Fishermen/sportsmen Lake service providers Lake service providers	<u>Priority</u>	<u>Stakeholder</u>	<u>Explanation</u>
Unconcerned users Watersport enthusiasts Fishermen/sportsmen Lakeshore property owner Bait dealer Irrigation Lake service providers Landscapers Watercraft Rental Unwilling to change behavior Water trucks Fire department Lake property watering	HIGH	Tourists	
Fishermen/sportsmen LOW Lakeshore property owner Bait dealer • Water trucks Irrigation • Fire department • Lake property watering Lake service providers Landscapers Watercraft Rental	<u>півп</u>	Unconcerned users	
Lakeshore property owner Bait dealer Irrigation Lake service providers Landscapers Water trucks Fire department Lake property watering Lake service providers Landscapers Watercraft Rental	MODERATE	Watersport enthusiasts	
Bait dealer • Water trucks Irrigation • Fire department • Lake property watering Lake service providers Landscapers Watercraft Rental	WODERATE	Fishermen/sportsmen	
Irrigation • Fire department • Lake property watering Lake service providers Landscapers Watercraft Rental	<u>LOW</u>		
Landscapers Watercraft Rental		Irrigation	Fire department
Seasonal property owners	<u>OTHER</u>	Landscapers	

<u>Stakeholders – Resource/Partner Group</u>

<u>Priority</u>	Stakeholder/Partner	<u>Explanation</u>
	UMN Extension service	 Education
	Chamber of Commerce and Explore	
<u>HIGH</u>	Alexandria Tourism	
	DC Lakes Association and individual lake	
	associations	
MODERATE	Tourism supported businesses	
MODERATE	School districts and youth organizations	
LOW	Watercraft dealers	
LOVV	Retail bait and tackle businesses	
	MN Lakes and River Advocates	
	Watershed Districts	
<u>OTHER</u>	Soil & water conservation districts	
	Carlos State Park	
	Scuba Divers	
	Local government units	

<u>Risks</u>

<u>Priority</u>	<u>Risk</u>		<u>Explanation</u>
HIGH	Alienating tourists	•	Negative approach and/or

			message
	Affecting access to lakes	•	Preventing use (closing) Clogging launches
	Over or under reacting		
<u>MODERATE</u>	Inappropriate message	•	Inaccurate information Inconsistent information Aggressive language
	Continued spread of AIS		
<u>LOW</u>	Wasting resources	•	Time and money
	Affecting property values		
<u>OTHER</u>	Altering the resource		
	Overshadow other issues		

<u>Goals</u>

Priority	<u>Goals</u>	Explanation
<u>HIGH</u>	Be more welcoming Reach all users with AIS prevention	 Present positive approach that invites people to use DC resources Especially important to
	message	reach youth
	Improve inspection efficiency	
<u>MODERATE</u>	Improve usability of public water accesses	 Provide amenities at accesses for users to self-clean watercraft Re-design accesses to better accommodate inspection and decon
	Stop additional infestations of any AIS	
<u>LOW</u>	Users should always comply with clean, drain, and dry requirements Facilitate greater access to decontamination units/sites in DC Raise awareness on local AIS impacts and issues Provide greater education and training to lake-service provider businesses Maintain County image/history as a vacation destination Main goal of inspection should be education	
	Distribute a clear, concise message about	
<u>OTHER</u>	AlS prevention Manage current AlS infestations Work toward greater centralization of watercraft inspection and decon Use technology to resolve inspection redundancy Develop a model AlS prevention program Share and collaborate with entities and LGUs	

Through the exercise of identifying goals and priorities for the AIS program, while considering the various resources, target audiences, partners, and potential risks, the Task Force established a number of over-arching goals to guide the further development of the plan. These goals, listed below, were incorporated into Resolution 14-58 (Appendix B), which was adopted by the County Board in December of 2014.

Table II. Over-arching goals for Douglas County AIS Prevention Plan

- Preserve Douglas County's aquatic recreational heritage by engaging positive approaches to address AIS that assist and educate tourists to reach 100% compliance.
- Improve the efficiency of inspections so as to welcome boaters and expedite loading and launching, while ensuring watercraft are free of AIS and boaters are imbued in prevention practices.
- Implement sustainable AIS prevention practices across Douglas County through partnerships with water recreation-based businesses, individual lake associations, and local government units.
- Collaborate to develop and/or deliver educational curriculum and public relations messaging that reaches the broadest audience with a consistent message about AIS and how everyone can efficiently stop the spread.
- Identify and implement proven and/or innovative methods to manage existing AIS infestations that limit the potential for spreading and reduce impacts of AIS on lake ecology and recreational use.

The resolution also directed the LRM Department to prepare a plan that meets the primary goals of the programs and to annually allocate funding that supports the implementation of the plan

B. On-site Prevention

Background

Douglas County has operated a pilot watercraft inspection program for three open-water seasons beginning in 2011. During these seasons up to eight inspectors worked an average of 32 hours per week for 12 to 19 weeks. This work resulted in hundreds of watercraft inspected and interactions with at least as many boat owners and lake users. Staff observations of public perception were that the County-run program was well received because of local staffing and administration, allowing a more tailored approach. Having staff that knew the Alexandria area improved rapport with lake users, easing the introduction of the inspection process. County inspectors also worked to accommodate boaters and fishermen; such as supplying cold water for transporting bait, removing loose floating vegetation at boat ramps, and alerting boaters to safety concerns. The AIS Task Force also recognized that to be successful and to conform to the over-arching goal of preserving the local tourism heritage, a watercraft inspection program would need to be customer-service oriented. Inspectors should take-on the role of ambassadors who are well informed, conscientious, and helpful, as well as efficient and thorough in inspecting watercraft entering and exiting County lakes.

Researchers who study invasive species have stated that it is statistically impossible for watercraft inspections to be 100 percent successful at stopping further infestations (Peter Sorenson, U of MN, AIS Summit, St. Cloud, MN 2015). Resources are limited for placing inspectors at all public water accesses during all days and times when launching would be possible. There are additional limitations with policing private accesses as well as un-controlled access from road rights-of-way. Finally, even with the best training, careful inspection, and detailed decontaminations, human error can miss attached AIS or unknown water within a watercraft, leaving the potential for AIS spread. Despite the inability to achieve 100 percent certainty of AIS exclusion. researchers, State and Federal agencies, and the County AIS Task Force recognize the importance of employing inspections at water accesses to significantly reduce the chances of spreading AIS and utilize a key opportunity to educate lake-users. Inspectors can inform about AIS identification, risks and impacts from infestations, demonstrate inspection and control best practices, as well as ensure compliance with mandated practices. Combining education and inspection activities where boaters are engaging in recreational use of water resources should statistically reduce the chances of AIS transport in much the same way that public health education and simple hygiene practices limit the spread of disease.

Douglas County's share of the County Program Aid for AIS prevention is a substantial increase from the MN DNR WIGs that have been used to fund the existing inspection program. Past experience developing and implementing the pilot program has provided insight to the levels of resources that will be necessary to expand inspection and decontamination coverage within the County. However, State Program Aid must also be used to fund other equally important aspects of the AIS Plan including public relations, education, mitigation and management. Prioritizing inspection deployment based on parameters established by the County AIS Task Force should result in allocating time and resources where they will be the most effective. Priorities will need

to be re-evaluated on at least an annual basis to adjust AIS program implementation to meet current infestation status and needs.

On-site Prevention Approach

Goals	Strategies	Actions	Partners
Prioritize inspection and decontamination resources to achieve the greatest AIS education and prevention impact	Prioritize deployment at accesses based on infestation status, location in watershed, seasonal /daily use changes, and traffic	prioritization models tailored using local parameters • Use and\or collect traffic\use Oth Sta	N DNR her Counties, ates, or AIS ograms C Sheriff's Office
	Categorize various resource users and types of watercraft based on likelihood of AIS transport	new data on user habits to determine use patterns Oth	N DNR her Counties, ates, or AIS ograms
	Establish special protection lakes	Use criteria derived from Task Force, lake associations, owner/user stakeholders to identify un-infested lakes to be designated for preservation from AIS MN SW SW DC Indi Wa Dis Wa	N DNR VCD CLA dividual LAs atershed stricts atershed ojects
Improve the efficiency of inspection and decontamination process to expedite loading and launching while ensuring watercraft are free of AIS	Shorten inspection and decontamination times	on inspection techniques, Oth	N DNR her Counties or S programs

	Increase capacity and deploy inspectors within 10 minutes travel time of decontamination facilities Prioritize inspections at busy times and accesses based on user and watercraft profiles	•	Based on inspection priorities, map locations for decontamination deployment Purchase additional mobile decon units Use time-of-travel buffer estimates to map accesses around decon units. Field test estimates to ensure travel time accuracy Train inspection and decon staff to adjust procedures based on access traffic	DC Sheriff's Office Individual LAs
	Develop tools and protocols to reduce redundancy and encourage self-compliance from frequent resource users	•	Work with State Agencies and County programs to develop an inspection and decon tracking tool for watercraft Develop a frequent user program to ease load and launch for knowledgeable users who self-inspect and decon Establish a specific inspection program coordinated with resorts to increase guest compliance with AIS prevention that is efficient and convenient	MN DNR Other Counties or AlS programs Resorts Explore Alex Sports Enthusiast groups Tournament Organizers
Employ a customer service approach with the inspection process that encourages the recreational use of County lakeresources while educating users on AIS types, risks, and prevention.	Hire and train local staff to be knowledgeable about lake and tourism resources	•	Develop relationships with local institutions, agencies, and organizations to create recruitment programs Include customer service techniques in staff training to maintain a courteous, approachable, and non-threatening demeanor Collaborate with local tourism promotion groups and lakebased recreational businesses to provide current tourism information to watercraft inspection staff (especially fishing and event reports)	Alexandria Technical College Explore Alex Chamber of Commerce DCLA Tourism Oriented Businesses
	Accommodate lake- users with an additional level of service to improve program perception	•	Provide dates and locations of decon unit deployment to encourage voluntary use Identify ways to assist boaters with loading and launching and encourage staff provide assistance (i.e.; clean water for bait, first-aid, minor auto assistance, traffic direction, reporting damage at accesses)	

Implement sustainable inspection and decontamination practices through partnerships with water recreation based businesses and individual lake associations	Encourage the installation and operation of watercraft decontamination stations at key locations in the county	funding for cost-share so municipalities, government agencies, or organizations could install and operate decon stations. • Identify locations where permanent decon stations would receive the highest level of use	al licipalities
	Collaborate with resorts and private access owners to implement inspection and decon	BMPs Resc • Develop a grant program to Lake	vidual LAs
	Identify local sources of support for additional locations and hours of watercraft inspection and decontamination	stations Identify process for individual lake associations to fund Busin Lake Prov	orts rism Oriented inesses e Service viders vidual LAs



DOUGLAS COUNTY REQUEST FOR BOARD ACTION

AGENDA ITEM: Review County AIS Plan: Approve Inspection Approach and Budget **MEETING DATE:** 04/07/2015 **DEPARTMENT:** Land & Resource Management AMOUNT OF TIME REQUESTED: 5 minutes **ATTACHMENTS FOR PACKET**: ■ Yes □ No ITEM TYPE: □ Consent Regular Session ☐ Closed Session ☐ Informational □Budget Personnel ■ Motion Requested □ Resolution Requested (Motions/Resolutions attached) BACKGROUND/EXPLANATION OF AGENDA: At this time, I am not seeking adoption of the entire County AIS Plan, as I would like to get input from you, the Douglas County Lakes Association, and some other entities. I also have some polishing to do to the format of the plan. However, because the open water season will be upon us in just over a month, I would like approval of the On-Site Prevention Approach and budget. I will then bring the entire plan including a full budget for 2015 back to the Board at their next meeting for adoption. **ACTION REQUESTED:** Motion was made by Commissioner ______ to approve the On-site Prevention Approach and total budget for implementation as presented. Motion was seconded by Commissioner _____ and the same being put to a vote, was **FUNDING FISCAL IMPACT County Dollars** None \$ 159,680.00 Other Sources & Amounts ■ Included in current budget ☐ Other \$ 159,680.00 Total OTHER FINANCIAL COMMENTS: SUBMITTED BY: D. Rush DATE: 04/03/2015

The Board of Commissioners in and for the County of Douglas, State of Minnesota, met in Regular Session this 7th day of April, 2015. Following is a summary of actions taken at that meeting. The full text is available for public inspection in the County Auditor/Treasurer's office.

To approve the agenda with changes. Motion carried.

To approve minutes of the March 17th, 2015 Regular Board meeting. Motion carried.

To open the Public Hearing on the Douglas County Ordinance pertaining to Renewable Energy at 9:13 a.m. Public comments were heard. At 9:16 a.m. the Public Hearing was closed and the Board returned to Regular Session.

To adopt Renewable Energy Standards into the Douglas County Zoning Ordinance as requested by Dave Rush, Land & Resource Management Director. Motion carried.

To approve Excavator/ Landscaper licenses. Motion carried.

To approve the draft on-site prevention approach for the AIS plan and total budget for implementation as presented (Mr. Rush will bring the entire plan including a full budget for 2015 back to the Board's next meeting for adoption). The Board also approved Mr. Rush's request to hire Level I and II Watercraft Inspectors (not to exceed 18) and authorized him to fill any Watercraft Inspector vacancies that may arise. Motion carried.

To develop a policy for small tower/antenna use and permitting. Motion carried.

To pay bills in the amount of \$1,669,625.50 as follows:

Vendor Name	Count	Amount
A & E Plumbing & Heating Inc		23,943.04
A'viands, LLC		12,309.58
Alexandria City Clerk*Treasur		41,971.84
Alexandria Twp Treasurer		2,680.44
Alternative Business Furniture, Inc		4,958.45
Acts		2,500.02
Alex Power Equipment		3,722.36
Alexandria Electric		38,474.34
Alexandria Lake Area Sanitary District		9,411.35
Alexandria Light & Power		13,491.72
Alexandria Opportunity Center		11,385.91
Anderson Funeral Home LLC		6,400.00
Anixter, Inc.		2,472.77
Blue Cross-Blue Shield of MN		7,044.00
Brandon City Clerk*Treasurer		5,303.93
Brandon Township Treasurer		2,002.38