

PUBLIC PARTICIPATION PLAN

INTRODUCTION

The Clean Water Council is committed to seeking the input not just from interested parties but from the public at large. The ratification of the Clean Water, Land and Legacy Amendment in 2008 led to the creation of the Clean Water Fund. Because voters provided their direct financial support to clean water, the Council believes that the Clean Water Fund deserves special attention from the public.

This public participation plan is intended to guide the Clean Water Council in seeking input on its budget and policy recommendations and strategic plan. It is based on the International Association of Public Participation (IAP2) framework.

The purpose of this plan is to

- Apply a process to increase public participation, build trust and relationships, gather input and feedback, and promote transparency and accountability.
- Help the Council be intentional about why, how, when, and who it is engaging, including identifying the voices that may be missing.
- Be strategic in identifying the public participation efforts that are needed as well as capturing those already underway so that they can inform the Council's decisions. Public participation can be diffuse; and we know it's happening at multiple levels, to varying degrees, across many groups, in formal and informal ways. This plan can help to aggregate input and apply it at strategic points in time so that it can be used as a more formal element in the Council's decision-making process.
- Improve transparency and accessibility for the budget recommendation and policy recommendation process. Defining the Council's scope of work and role allows the Council to better sort and respond to the input received including informing people when their input is outside of the scope of the Clean Water Council.
- Continually review and adapt the approach to meet public participation goals and objectives. To that end, the Council intends to review the plan annually in January and adapt as needed.

DECISION TO BE MADE

- Clean Water Council budget and policy recommendation to the legislature.
- Clean Water Council will make a recommendation, Minnesota legislature will decide.

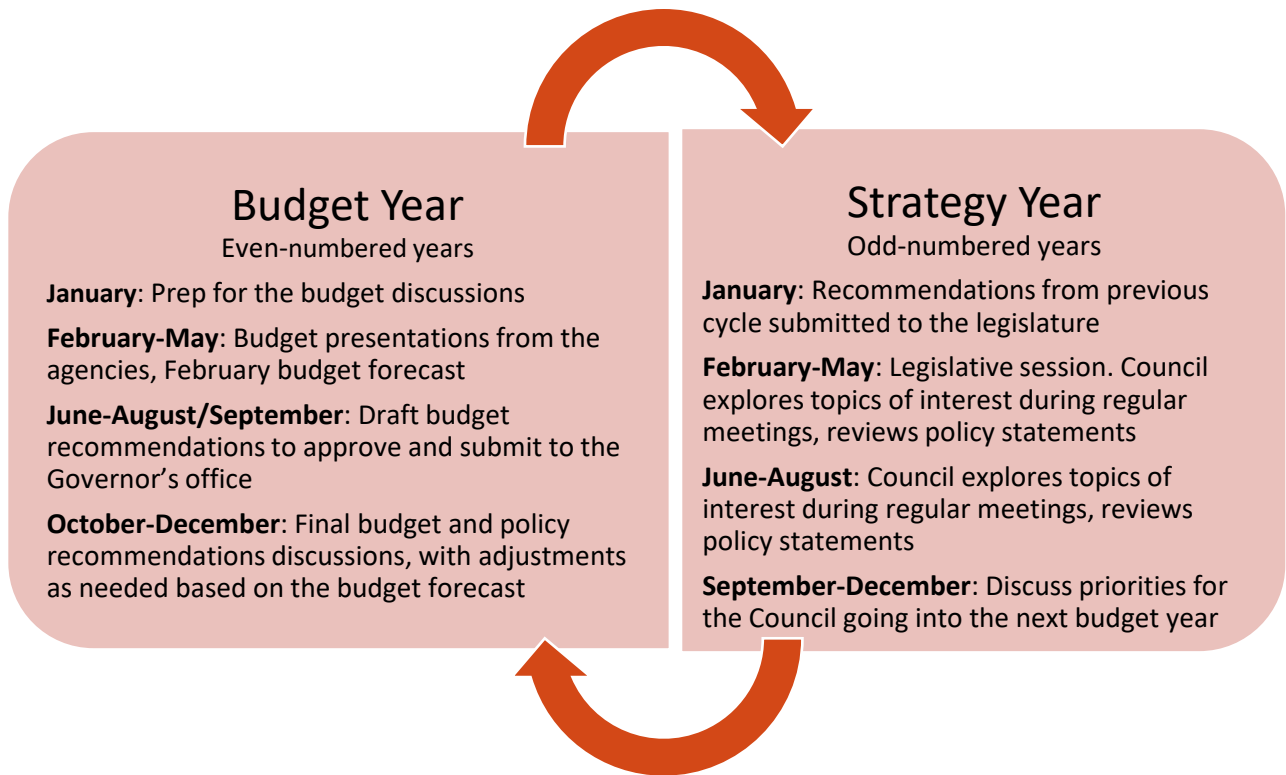


Figure 1. Clean Water Council workflow diagram.

DECISION CRITERIA

IN SCOPE

- Funding allocation for individual programs, projects, and initiatives
- Policy statements
- Clean Water Council Strategic Plan

OUT OF SCOPE

- Implementation of Clean Water Funded programs, projects, and initiatives
- Grant award processes and decisions

DECISIONS ALREADY MADE

- Budget deadlines
- Past budget recommendations
- Existing appropriations with and without tails
- Clean Water Council Bylaws and charter
- Clean Water Land and Legacy Amendment and statutory language, Statute 114D

OTHER CONSIDERATIONS

- Clean Water Council Strategic Plan
- Clean Water Fund Performance Report and Dashboard
- Clean Water Fund Communications Plan
- Clean Water Road Map

- Most recent Clean Water Fund budget and policy recommendations report
- Individual agency and Interagency Coordination Team (ICT) structure and budget process
- Research on values, attitudes, beliefs around water
- Outcomes of engagement initiatives such as the We Are Water program
- Budget and Outcomes Committee scoring rubric

INTERESTED PARTIES

- | | |
|---|---|
| - Tribal governments | - Metropolitan Council |
| - Minnesota Residents and Taxpayers | - University of Minnesota |
| - Rights-holders | - Board of Water and Soil Resources |
| - Environmental organizations | - Minnesota Department of Agriculture |
| - Nonprofit organizations | - Minnesota Pollution Control Agency |
| - Business organizations | - Minnesota Department of Health |
| - Statewide hunting organizations | - Minnesota Public Facilities Authority |
| - Statewide farm organizations | - Local public health officials |
| - Statewide fishing organizations | - Minnesota Department of Natural Resources |
| - County government (rural counties and seven-county metropolitan area) | - Interagency Coordination Team |
| - City governments | - Minnesota House of Representatives |
| - Township officers | - Minnesota Senate |
| - Soil and Water Conservation Districts | - Governor's Office |
| - Watershed Districts | |

ROLES

INTERESTED PARTIES, PRACTITIONERS, RIGHTS-HOLDERS, AND RESIDENTS

Expertise in sense of place, community interests and values, public attitudes, and desired amenities.

- Provides their expertise on values
- Communicates questions, concerns, and ideas
- Reviews and provides input on Council budget recommendations and policy statements

Individuals and groups may provide input directly to the Council or their representative on the Council. Insights may also come indirectly from local engagement initiatives (for example, the We Are Water program) or from research on local perspectives on water.

CLEAN WATER COUNCIL

The state varies widely in terms of demography, geography, industry, land use, and local capacity. Members of the Council represent the interests of various groups in strategic planning, setting priorities, providing feedback to agencies on programs, making funding recommendations, and forming policy statements.

- Provides information to and acts as the aggregator of public sentiment
- Coordinates budget and policy recommendations with the Interagency Coordination Team

INTERAGENCY COORDINATION TEAM (ICT)

The Clean Water Fund Interagency Coordination Team (ICT) was formed to coordinate the use of Clean Water Fund dollars for achieving the aims of Clean Water Land and Legacy Act. The ICT includes the seven state agencies involved in protecting water quality: Metropolitan Council, Minnesota Board of Water and Soil Resources, Minnesota Department of Agriculture, Minnesota Department of Health, Minnesota Department of Natural Resources, Minnesota Pollution Control Agency, Minnesota Public Facilities Authority.

- Represents the agencies that implement various programs funded by the Clean Water Fund
- Informs the Council of agency programs and their associated budgets, needs, and outcomes
- Considers feedback from the Council in their budget proposal to the Governor's office

CLEAN WATER COUNCIL ADMINISTRATOR

This position exists to perform high-level strategic planning, outreach, and coordination for the Clean Water Council. They guide the process for developing policy recommendations and biennial budget recommendations, provide communication and engagement support, coordinate with the legislature and state agencies, and ensure that all Members are equipped with what they need to participate fully and effectively.

GOVERNOR'S OFFICE

- Receives Clean Water Fund budget recommendation from the Clean Water Council
 - Receives Clean Water Fund budget recommendation from the ICT (with input from the Clean Water Council)
 - Submits its budget proposal to the Legislature
-

LEGISLATURE

- Receives Clean Water Fund budget recommendation from the Clean Water Council
- Receives Clean Water Fund budget recommendation from the Governor's Office (which is informed by the ICT and Clean Water Council)
- Finalizes and approves the Clean Water Fund budget and makes appropriations to agencies

The Clean Water Council makes Clean Water Fund spending recommendations to the Governor and Legislature

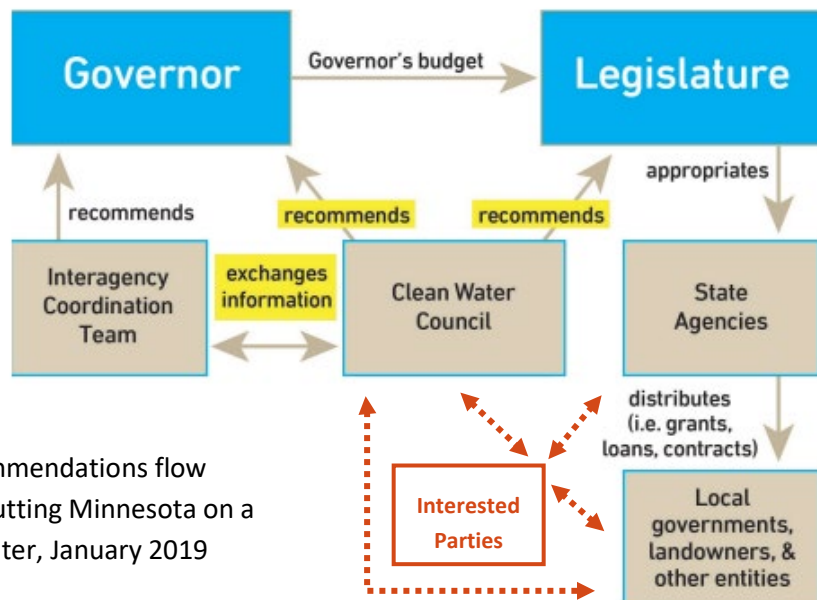


Figure 2. Clean Water Fund recommendations flow chart. Original graphic source: "Putting Minnesota on a Clean Water Trajectory", Freshwater, January 2019

*Note, orange dashed lines and text box added.

PUBLIC PARTICIPATION LEVEL

IAP2 Spectrum of Public Participation



IAP2's Spectrum of Public Participation was designed to assist with the selection of the level of participation that defines the public's role in any public participation process. The Spectrum is used internationally, and it is found in public participation plans around the world.

INCREASING IMPACT ON THE DECISION					
	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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Figure 3. IAP2 spectrum of public participation. *Orange box outline emphasis added.

- **During the strategy year, the Council operates predominantly at the Involve level as members meet with interested parties they represent and seek broad input.** Techniques could include: Members meeting with individuals and groups they represent, with information and ideas flowing in both directions; attending industry and interested party conferences, meetings, field days, and other opportunities seeking to understand concerns and aspirations.
- **As budget recommendations and policy statements form up or are open for discussion, the Council may Consult people on the Council's priorities or drafts.** Techniques could include: Community comment at Council meetings, written comments, We Are Water program summaries, research that captures local perspectives on water, agency presentations, workshops/presentations from the Council at industry and interested party conferences and meetings.
- **As decisions are made, the Council communicates with interested parties at the Inform level.** Techniques could include: Website, social media, newsletters, interactive storymap, performance reports.

DECISION PROCESS

In designing the process for soliciting input, members of the Council should consider what they want to know, when, and how they will get that information. The Council ought to consider all input equally at all phases of engagement and in whatever form individuals and groups choose to provide it.

The Council ought to program its engagement actions to sync with when the information would be most impactful to the process. Figure 4 shows the budget year coordination with ICT flowchart including outcomes and key dates.

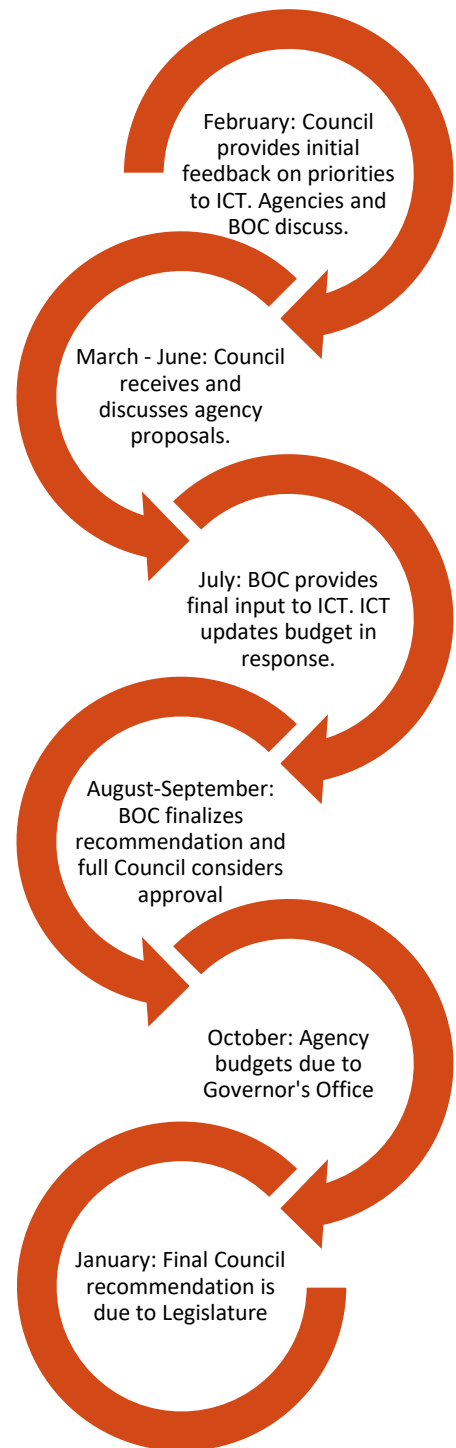










Figure 4. Budget year (even-year) coordination flowchart with ICT.

Table 1. Process outline.

Strategy Year (odd-numbered years)	
Description	Engagement level (primary)
<p>Quarter 1</p> <ul style="list-style-type: none"> The Administrator submits the policy and budget recommendations to the Governor and Legislature in January. Clean Water Council reviews the Public Participation Plan. Clean Water Council closes the loop with interested parties that provided input in the budget recommendation process, shares the report with interested parties, and notifies them of next opportunities for input. The Administrator prepares communication for distribution. Members forward the content to their constituencies. Clean Water Council testifies at committee meetings. Clean Water Council adjusts recommendations as needed based on final budget forecast. 	<p>Inform</p> 
<p>Quarter 2</p> <ul style="list-style-type: none"> Clean Water Council members kick-off engagement with the interested parties they represent broadly, informing them of process, how to participate, and asking for input. All Minnesotans are invited to provide input at this early stage and respond to questions such as: <ul style="list-style-type: none"> What is your vision for 10 years from now? What is your hope for water resources in Minnesota? What do we need more of? What do we need less of? What are your concerns related to water resources in Minnesota? What do you want the Clean Water Council to know? The Administrator develops tools to facilitate communication and engagement, including newsletters, press releases, social media, surveys, etc. The Clean Water Council identifies conferences and meetings where it can provide updates, solicit input, share the public participation plan and (later in the year) preview its priorities going into the next budget year. As is needed, the Administrator works with interested Members to submit conference abstracts. 	<p>Involve</p> 
<p>Quarters 3 and 4</p> <ul style="list-style-type: none"> Members bring input from individuals and groups they represent to the regular Council meetings. The Administrator facilitates discussion helps to outline Council priorities based on what each member brings as well as what is heard from interested parties. Themes from this exercise are referenced in subsequent meetings as the next budget and policy recommendations are developed. The Clean Water Council also seeks input from We Are Water program coordinators and researchers and other indirect sources to seek to better understand local perspectives. The Council continues to invite people to react to prompts and encourage people to provide verbal or written testimony. 	<p>Involve</p> 

<ul style="list-style-type: none"> The Council presents its public participation plan and a preview of its priorities at industry and interested party conferences and meetings where it seems input. Presenters share an after-action review with the Council. 	
<p>Late Quarter 4</p> <ul style="list-style-type: none"> The Council crystallizes themes and priorities in preparation for the budget year. These themes are shared with interested parties for them to react. 	<p>Consult</p> 
Budget Year (even-numbered years)	
Description	Engagement level
<p>Quarter 1</p> <ul style="list-style-type: none"> Clean Water Council shares priorities with the ICT, kickstarting the proposal process. The Administrator develops communication materials to close the loop with interested parties, sharing the priorities, an overview of the budget-setting process, and opportunities to engage next. Clean Water Council annually reviews the Public Participation Plan. 	<p>Inform</p> 
<p>Quarter 2</p> <ul style="list-style-type: none"> Clean Water Council receives proposal presentations from agencies. The Council and ICT consider input as they form up their proposals. Clean Water Council members consult with individuals and groups they represent. The Council considers all feedback and synthesizing work from the past year, taking care to weigh all input equally regardless of when or how it was received. 	<p>Consult</p> 
<p>Quarter 3</p> <ul style="list-style-type: none"> The BOC and ICT exchange budget proposals. The committee and Council describe how input received to-date was used or not used. The Council consults interested parties on the budget and policy recommendations, then makes a decision. The Administrator prepares communications to share with interested parties after the initial draft recommendations are developed, detailing outcomes, how it may adjust based on budget forecasts, and opportunities to be engaged in the coming months. 	<p>Consult</p> 
<p>Quarter 4</p> <ul style="list-style-type: none"> Clean Water Council makes adjustments to its recommendations based on updated budget forecast information, makes a decision, and shares the final version with interested parties. When the final budget decision is made, it's accompanied by a report that evaluates the engagement process and closes the loop with interested parties. The report describes the fate of input received and how it influenced the decision as well as where input landed – it could be acknowledged, answered, or referred to agencies/policy committee/BOC, as appropriate. The report describes how input was used or not used. 	<p>Inform</p> 

*Cycle repeats with strategy year. All input and wisdom are carried forward into subsequent cycles.