# ST. LOUIS COUNTY DRAINAGE AUTHORITY

# **AGENDA**

# November 14, 2023, 1:00 P.M.

- 1. Call to order/roll call
- 2. Minutes for October 24, 2023
- 3. Drainage Authority Letter No. 23-04 Hearing on Engineer's Repair Report County Ditch #4
- 4. Other business
- 5. Adjourn

#### ST. LOUIS COUNTY DRAINAGE AUTHORITY PROCEEDINGS

Tuesday, October 24, 2023

The St. Louis County Drainage Authority meeting was called to order at 1:00 p.m., in the Rice Lake City Hall, Rice Lake, Minnesota, with the following members present: Commissioners Annie Harala, Patrick Boyle, Ashley Grimm, Paul McDonald, Keith Musolf, and Chair Keith Nelson - 6. Absent: Commissioner Mike Jugovich - 1.

Commissioner McDonald, supported by Commissioner Harala, moved to approve the minutes of the February 7, 2023, St. Louis County Drainage Authority meeting. The motion passed; six yeas, zero nays, one absent (Jugovich).

Commissioner McDonald, supported by Commissioner Musolf, moved that the St. Louis County Board of Commissioners, acting in the capacity of the County Drainage Authority, hereby establishes a hearing regarding the Engineer's Repair Report for St. Louis County Ditch #4 to occur November 14, 2023, at 1:00 p.m. in the County Board Room at the St. Louis County Courthouse, Duluth, Minnesota. The motion passed; six yeas, zero nays, one absent (Jugovich).

#### **COUNTY DRAINAGE AUTHORITY RESOLUTION NO. 23-04**

#### BY COMMISSIONER McDONALD:

WHEREAS, Pursuant to Minn. Stat. §103E, the St. Louis County Board is required to convene as the County Drainage Authority to discuss and approve pending matters related to county ditches; and

WHEREAS, The County Drainage Authority received a petition for the repair of County Ditch #4; and

WHEREAS, The County Drainage Authority subsequently ordered County Ditch #4 be examined and a repair report produced by Houston Engineering; and

WHEREAS, The County Drainage Authority is in receipt of the Engineer's Repair Report; and

WHEREAS, Minn. Stat. §103E requires that the County Drainage Authority hold a hearing on the Engineer's Repair Report.

THEREFORE, BE IT RESOLVED, That the St. Louis County Board of Commissioners, he in

acting in the capacity of the County Drainage Authority, hereby establishes a hearing regarding the
Engineer's Repair Report for St. Louis County Ditch #4 to occur November 14, 2023, at 1:00 p.m.
the County Board Room at the St. Louis County Courthouse, Duluth, Minnesota.
Unanimously adopted October 24, 202
At 9:51 a.m., October 24, 2023, Chair Nelson adjourned the meeting.
Keith Nelson, Chair of the Drainage Authority
Phil Chapman, Deputy Auditor/Clerk of the County Board



# St. Louis County Drainage Authority Request for Action 23 - 04 Public Hearing

TOTAL.	II	D'4 1 #4	ı		
Reviewed by:	Kevin Z. Gray, County Administrator	Consen	t:	□ yes	⊠ no
	Highway Engineer	Attachn	nents:	$\square$ yes	⊠ no
From:	James T. Foldesi, Public Works Director/	Date:	Novem	ber 14, 2	2023

# ITEM: Hearing on Engineer's Repair Report – County Ditch #4

# **Background/Overview:**

On January 7, 2020, attorney John Kolb, on behalf of Petitioners Tom Horvath and Ed Nelson, submitted a Petition to Repair St. Louis County Ditch #4, pursuant to Minn. Stat. §103E.715.

St. Louis County Ditch #4 was constructed more than 100 years ago and likely needs repair. However, prior to any determinations and recommendations for repair it was determined by the Drainage Authority in June 2021, that current drainage records were inadequate as they have been lost, destroyed, or are otherwise incomplete and required reestablishment. That process was completed August 4, 2022, along with partial abandonment of a significant portion of the system no longer providing a benefit. Concurrently, County Ditch #4 was evaluated by Houston Engineering for repair options as required by statute.

Likewise, the Drainage Authority found the 1916-1917 benefits and damages of record for County Ditch #4 do not reflect reasonable present-day land values and ordered benefits and damages be redetermined pursuant to Minn. Stat. §103E.351. That process was completed February 7, 2023.

During the summer of 2023, Houston Engineering submitted an Engineer's Repair Report outlining multiple repair options for County Ditch #4. On September 13, 2023, an informational meeting was held to present affected landowners with repair options and receive input from them. In attendance were representatives from the St. Louis County Board, Public Works, Attorney's Office, and Houston Engineering. Approximately 20 property owners were in attendance.

This matter is now before the Drainage Authority for a Hearing on the Engineer's Repair Report upon proper notice as contained within Board File No. 61750. The purpose of this hearing is to receive testimony and evidence from Houston Engineering, St. Louis County Public Works, and all other parties potentially affected by repair of County Ditch #4.

At the conclusion of the hearing, the Drainage Authority must make findings and order the repair be made if:

(1) the Drainage Authority determines from the Engineer's Repair Report and the evidence presented that the repairs recommended are necessary for the best interests of the affected property owners; or

(2) the repair petition is signed by the owners of at least 26 percent of the property area affected by and assessed for the original construction of the drainage system, and the drainage authority determines that the drainage system is in need of repair so that it no longer serves its original purpose, and the cost of the repair will not exceed the total benefits determined through the redetermination of benefits proceeding.

The total benefits of the system are: \$576,469.20.

The estimated cost for all repair options outlined in the Engineer's Repair Report exceeds the total benefits for the system, so the only mechanism by which the Drainage Authority can order repair is upon finding the repairs recommended are necessary for the best interests of the affected property owners.

### **Policy Objectives:**

Comply with the requirements of Minn. Stat. §103E.

# **Fiscal/Budget Impacts/Funding Source/FTE Considerations:**

All costs associated with ditch repair are borne by benefitted properties, including roads. St. Louis County, as road authority, will bear a significant portion of all costs associated with any expenditures on St. Louis County Ditch #4.

# **Recommendation:**

It is recommended that the St. Louis County Drainage Authority hold a hearing on the Engineer's Report and receive testimony and evidence regarding the petitioned repair of County Ditch #4 to determine what, if any, repairs will be ordered.

## Hearing on Engineer's Repair Report – St. Louis County Ditch #4

BY COMMISSIONER	
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WHEREAS, Pursuant to Minn. Stat. §103E, the St. Louis County Board is required to convene as the County Drainage Authority to discuss and approve pending matters related to county ditches; and

WHEREAS, The County Drainage Authority received a petition for the repair of County Ditch #4; and

WHEREAS, The County Drainage Authority subsequently ordered County Ditch #4 be examined and an Engineer's Repair Report be produced by Houston Engineering; and

WHEREAS, The County Drainage Authority is in receipt of the Engineer's Repair Report; and

WHEREAS, Minn. Stat. §103E.715 requires that the County Drainage Authority hold a hearing on the Engineer's Repair Report and proper notice has been given pursuant to §103E.715 as evidenced within Board File No. 61750; and

WHEREAS, On November 14, 2023, a Hearing on the Engineer's Repair Report was held, with testimony and evidence being received from Houston Engineering, St. Louis County Public Works, and all others wishing to speak regarding the repair options for County Ditch #4.

THEREFORE, BE IT RESOLVED, That the St. Louis County Board of Commissioners, acting in the capacity of the County Drainage Authority, finds repair of County Ditch #4 as set forth in Alternative \_\_\_\_ in the Engineer's Repair Report (contained in Board File No. 61750) to be necessary for the best interests of the affected property owners.

RESOLVED FURTHER, That staff is directed to prepare and submit findings and an order adopting Engineer's Repair Report – Alternative \_\_\_\_ for County Ditch #4.

RESOLVED FURTHER, That the St. Louis County Auditor and Chair of the Drainage Authority shall proceed and prepare and award a contract for the repair of County Ditch #4 as set forth in the Engineer's Report as Alternative \_\_\_\_, pursuant to Minn. Stat. §103E.501-555.

RESOLVED FURTHER, That all costs associated with repair of County Ditch #4 shall later be assessed against those lands benefitted as set forth in Minn. Stat. §103E.

## Hearing on Engineer's Repair Report – St. Louis County Ditch #4

BY COMMISSIONER
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WHEREAS, Pursuant to Minn. Stat. §103E, the St. Louis County Board is required to convene as the County Drainage Authority to discuss and approve pending matters related to county ditches; and

WHEREAS, The County Drainage Authority received a petition for the repair of County Ditch #4; and

WHEREAS, The County Drainage Authority subsequently ordered County Ditch #4 be examined and an Engineer's Repair Report be produced by Houston Engineering; and

WHEREAS, The County Drainage Authority is in receipt of the Engineer's Repair Report; and

WHEREAS, Minn. Stat. §103E.715 requires that the County Drainage Authority hold a hearing on the Engineer's Repair Report and proper notice has been given pursuant to §103E.715 as evidenced within Board File No. 61750; and

WHEREAS, On November 14, 2023, a Hearing on the Engineer's Repair Report was held, with testimony and evidence being received from Houston Engineering, St. Louis County Public Works, and all others wishing to speak regarding the repair options for County Ditch #4.

THEREFORE, BE IT RESOLVED, That the St. Louis County Board of Commissioners, acting in the capacity of the County Drainage Authority, finds repair of County Ditch #4 is not necessary for the best interests of the affected property owners.

RESOLVED FURTHER, That staff is directed to prepare and submit findings and an order consistent with this Resolution dismissing the Petition to Repair.

RESOLVED FURTHER, That all costs associated with the Petition to Repair of County Ditch #4 shall later be assessed against those lands benefitted as set forth in Minn. Stat. §103E.

#### STATE OF MINNESOTA

#### Before the

# ST. LOUIS COUNTY BOARD OF COMMISSIONERS, SITTING AS THE DRAINAGE AUTHORITY FOR ST. LOUIS COUNTY DITCH #4

In the Matter of: the Petitioned Repair of St. Louis County Ditch 4	FINDINGS AND ORDER FOR NO REPAIR ON ST. LOUIS COUNTY DITCH 4
Louis County Ditch #4 pursuant to Minn. Louis County Ditch #4 to be in need of repevaluate and report repair options for Ditch Report; having followed proper notice required a public hearing and followed all required and proceedings, Commissioner	oners, sitting as the drainage authority for St. Stat. §103E.715, having previously found St. pair; having appointed Houston Engineering to the the theorem of the

# Findings:

- 1. The St. Louis County Board of Commissioners is the Drainage Authority for St. Louis County Ditch #4
- 2. On June 22, 2021, in response to a Petition to Repair St. Louis County Ditch #4, the Drainage Authority adopted findings and ordered Reestablishment of Records occur, with concurrent review of the system for partial abandonment and repair options.
- 3. On August 2, 2022, the Drainage Authority adopted reestablished records for County Ditch #4 and abandoned portions of the system.
- 4. In the summer of 2023, Houston Engineering submitted an Engineer's Repair Report outlining multiple options for the repair of the remaining portions of County Ditch #4, ranging from doing nothing to full restoration to "as constructed or subsequently improved condition", a full copy of which resides within Drainage Authority File No. 61750.

- 5. Proper notice was given pursuant to Minn. Stat. §103E.715 for a hearing on the Engineer's Report, with a hearing date set within 30 days of the order establishing the hearing as required. A record of the notices is on file with the Drainage Authority.
- 6. Evidence of all actions in this matter, including findings and orders, appointments, oaths, affidavits of mailing, publication, and posting as well as hearing agendas, presentation materials, and recordings are present in the record of proceedings and are incorporated by reference.
- 7. The Drainage Authority held a public hearing on the Engineer's Repair Report on November 14, 2023, at the St. Louis County Courthouse in Duluth, Minnesota.
- 8. At the public hearing, Chris Otterness from Houston Engineering, presented the Engineer's Repair Report and explained the various repair options and estimated costs, with his recommendation for adoption of Alternative 3.
- 9. At the public hearing, St. Louis County Public Works representatives provided input as to their review of the Engineer's Repair Report, presentation of that report and the repair options to affected property owners at an informational meeting conducted September 13, 2023, compilation of landowner input, landowner survey results, and the recommended repair alternative from an engineering perspective.
- 10. At the public hearing, the Drainage Authority heard from \_\_\_\_\_, \_\_\_\_, who are affected landowners, regarding the repair options.
- 11. The total benefits for St. Louis County Ditch #4, as established via the redetermination of benefits process, are \$576,469.20. The estimated cost for all repair options outlined in the Engineer's Repair Report exceeds the total benefits for the system.
- 12. Input received from affected landowners was overwhelmingly in opposition to any repair being conducted due to the financial impact the costs and corresponding assessments would have on them.
- 13. Based on the Engineer's Repair Report, testimony, evidence, and input from affected parties, the Drainage Authority hereby determines the repairs recommended are not necessary for the best interests of the property owners affected by St. Louis County Ditch #4.

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Based on the foregoing Findings and the entire record of proceedings, the Board, acting as the Drainage Authority for St. Louis County Ditch #4, hereby orders as follows:

- A. No repair of St. Louis County Ditch #4 will occur as a result of the Petition to Repair St. Louis County Ditch #4 filed by certain affected landowners.
- B. The Petition to Repair St. Louis County Ditch #4 is hereby dismissed and the matter closed.
- C. All costs incurred as a result of the Petition to Repair St. Louis County Ditch #4 shall be assessed against those lands benefitted as set forth in Minnesota Statutes Chapter 103E.

After discussion, the Board Chair called the questi	ion. The question was on the adoption
of the foregoing findings and order, and there w	vere yeas, (insert comm'r last
names) nays (insert comm'r last name),	absent (insert comm'r last names),
and abstentions(insert comm'r last names).	
Upon vote, the Chair declared the motion passed	and the Findings and Order adopted
open vote, and email deciding and metion passed to	and the rimanige and crack adopted.
	Dated:
Keith Nelson, Chairperson	

Phil Chapman

#### STATE OF MINNESOTA

#### Before the

# ST. LOUIS COUNTY BOARD OF COMMISSIONERS, SITTING AS THE DRAINAGE AUTHORITY FOR ST. LOUIS COUNTY DITCH #4

In the Matter of: the Petitioned Repair of St. Louis County Ditch 4	FINDINGS AND ORDER APPROVING REPAIR ALTERNATIVE FOR ST. LOUIS COUNTY DITCH 4
Louis County Ditch #4 pursuant to Minn. S Louis County Ditch #4 to be in need of repa evaluate and report repair options for Ditch Report; having followed proper notice require held a public hearing and followed all require and proceedings, Commissioner Commissioner to add	ners, sitting as the drainage authority for St. Stat. §103E.715, having previously found St. air; having appointed Houston Engineering to the #4; having received the Engineer's Repair rements in Minn. Stat. §103E.715; and having the ements of chapter 103E, based on the record moved, seconded by opt the following Findings and Order:

- 1. The St. Louis County Board of Commissioners is the Drainage Authority for St. Louis County Ditch #4
- 2. On June 22, 2021, in response to a Petition to Repair St. Louis County Ditch #4, the Drainage Authority adopted findings and ordered Reestablishment of Records occur, with concurrent review of the system for partial abandonment and repair options.
- 3. On August 2, 2022, the Drainage Authority adopted reestablished records for County Ditch #4 and abandoned portions of the system.
- 4. In the summer of 2023, Houston Engineering submitted an Engineer's Repair Report outlining multiple options for the repair of the remaining portions of County Ditch #4, ranging from doing nothing to full restoration to "as constructed or subsequently improved condition", a full copy of which resides within Drainage Authority File No. 61750.

- 5. Proper notice was given pursuant to Minn. Stat. §103E.715 for a hearing on the Engineer's Report, with a hearing date set within 30 days of the order establishing the hearing as required. A record of the notices is on file with the Drainage Authority.
- 6. Evidence of all actions in this matter, including findings and orders, appointments, oaths, affidavits of mailing, publication, and posting as well as hearing agendas, presentation materials, and recordings are present in the record of proceedings and are incorporated by reference.
- 7. The Drainage Authority held a public hearing on the Engineer's Repair Report on November 14, 2023, at the St. Louis County Courthouse in Duluth, Minnesota.
- 8. At the public hearing, Chris Otterness from Houston Engineering, presented the Engineer's Repair Report and explained the various repair options and estimated costs, with his recommendation for adoption of Alternative 3.
- 9. At the public hearing, St. Louis County Public Works representatives provided input as to their review of the Engineer's Repair Report, presentation of that report and the repair options to affected property owners at an information meeting conducted in September 13, 2023, compilation of landowner input, landowner survey results, and the recommended repair alternative from an engineering perspective.
- 10. At the public hearing, the Drainage Authority heard from \_\_\_\_\_, \_\_\_\_, who are affected landowners, regarding the repair options.
- 11. Based on the Engineer's Repair Report, testimony, evidence, and input from affected parties, the Drainage Authority hereby determines the repairs recommended in Alternative \_\_ in the Engineer's Repair Report contained in Drainage Authority File No. 61750 are necessary for the best interests of the affected property owners.

#### Order:

Based on the foregoing Findings and the entire record of proceedings, the Board, acting as the Drainage Authority for St. Louis County Ditch #4, hereby orders as follows:

- A. The St. Louis County Auditor and Chair of the St. Louis County Drainage Authority shall work with appropriate representatives from St. Louis County Public Works and other necessary staff to solicit, prepare, and award a contract for the repair of St. Louis County Ditch #4 as set forth as Alternative \_\_ in the Engineer's Repair Report, contained in Drainage Authority File No. 61750.
- B. All costs associated with repair of County Ditch #4 shall later be assessed against those lands benefitted as set forth in Minnesota Statutes Chapter 103E.

After discussion, the Board Chair called the ques	stion. The question was on the adoption
of the foregoing findings and order, and there	were yeas, (insert comm'r last
names) nays (insert comm'r last name), _	absent (insert comm'r last names),
and abstentions(insert comm'r last names	3).
Upon vote, the Chair declared the motion passed	d and the Findings and Order adopted.
	Dated:
Keith Nelson, Chairperson	

Phil Chapman



# **Technical Memorandum**

To:

Matthew Beyer

St. Louis County

From:

Chris Otterness, P.E.

Houston Engineering, Inc.

Subject:

St. Louis County Ditch 4 Repair Report

Original Publishing Date: May 3, 2023

Date Amended: September 11, 2023

Project: HEI 10641-0003

I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am duly Licensed Professional Engineer under the laws of the State of Minnesota.

September 11, 2023

Christopher Otterness Reg. No. 41961 Date

# INTRODUCTION AND EXECUTIVE SUMMARY

This report has been amended from its original publication on May 3, 2023 to update the naming of repair alternatives for clarity and consistency.

St. Louis County, as the Drainage Authority for St. Louis County Ditch 4 (CD 4) received a petition on 1/7/2020 to repair portions of the CD 4 public drainage system. As the records on the drainage system were missing, the Drainage Authority first completed a Reestablishment of Records on 8/2/2022 which determined the As-Constructed and Subsequently Improved Condition (ACSIC) of CD 4, based on a Houston Engineering report dated 6/15/2022. A field investigation (survey) completed in the fall of 2021 identified that CD 4 is in disrepair and in need of maintenance work. The ditch is draining poorly and holding water for extended periods of time, the open channel is partially filled with sediment, vegetation and beaver dams are restricting flow in some reaches, trees along the banks prevent access for maintenance, and some culverts are too high and/or in disrepair.

The Drainage Authority has contracted with Houston Engineering (HEI) to prepare a repair report for the CD 4 open channel. The purpose of this report is to provide a description and analysis of repair alternatives, including hydrologic and hydraulic analyses and a preliminary opinion of probable cost for the recommended repairs.

The repair report evaluates five alternatives:

- Entire System Full Repair to ACSIC
- 2. Petitioned Area Full Repair to ACSIC
- 3. Entire System Selective Repair to Achieve Positive Flow
- 3b. Petitioned Area Selective Repair to Achieve Positive Flow
- 4. Petitioner Identified Priorities Reduced Scope Repair to Achieve Positive Flow





To restore the function of County Ditch 4 while considering the balance between the cost of repairs and benefit provided, we recommend the County complete a repair of the CD 4 open channel as identified in **Alternative 3** (see **Figure 3**). This repair includes tree clearing, excavation of the channel bottom, leveling of spoils and replacing culverts at roadway and private crossings of CD 4 where those crossings are undersized or at an inappropriate elevation.

A total of 66 culvert crossings on CD 4 were identified during this study. We recommend that 20 of the culverts be replaced to allow the ditch to function as constructed.

We conclude the proposed repairs are necessary to restore drainage function throughout the drainage system and meet future stormwater management needs. However, if the Drainage Authority concludes that the cost of the repairs in Alternative 3 are in excess of what can reasonably be assessed at this time, the Drainage Authority may consider the reduced repair scope of **Alternative 4**, which will address the highest-priority areas of disrepair, as identified by the benefitting landowners who have provided input.

To assist the Drainage Authority, preliminary design for Alternative 3 is provided in **Attachment C** and preliminary specifications in **Attachment D**). Final construction plans and bid documents will need to be prepared subsequent to the County establishing and ordering a project. Although completing all the repairs under one contract is often the most cost-effective approach for completing the work, St. Louis County may consider phasing portions of the proposed work to align with imminent needs.

St. Louis County retains the authority to decide whether to accept, reject, or modify the Engineer's recommendation.

# **CURRENT SYSTEM**

# Location of the Public Drainage System

CD 4 is a public drainage system originally consisting of approximately 65.9 miles of open-channel ditch. As part of the record reestablishment, a partial abandonment of the system took place according to MN Statue 103E.806. Of the 65.9 miles of total ditch length in the CD 4 system, 34.7 miles have been abandoned. A total of 31.2 miles of ditch will remain in the public drainage system. The CD 4 system that remains after abandonment is shown on **Figure 1**. The remaining ditch system is located in Sections 1, 11-14, 22-25 of Elmer Township (T53N, R20W); Sections 5-8, 17-20, 30, and 31 of Elmer Township (T53N, R19W); Sections 1-2, 11-14, 22-24, and 26-27 of Van Buren Township (T52N, 20W); and Section 6 of Ness Township (T52N, R19W) in St. Louis County.

The public drainage system consists of a series of ditch segments arranged in a grid-like pattern. Historical documentation was insufficient for determining the naming system for the branches of CD 4





(as no documents from the establishment of the drainage system are known to exist), but the County adopted a labeling convention that divides the system into Mains and Laterals labeled with a three-character code. Mains run north-south, and Laterals run east-west. The numbering convention labels Mains from west to east, and Laterals from south to north. Sub-branches are given a letter code. Examples of the typical labeling convention are "M1A" and "L2B." CD 4 has several outlet points to Skunk Creek and the St. Louis River.

# Current Condition of the System

During its survey of the drainage system in the fall of 2021, HEI documented conditions in and along the CD 4 channels. Deficiencies observed included tree growth along the ditch banks, sedimentation of the channel, and culverts that are failing, too high, or undersized. The effect of these deficiencies is stagnant water, elevated water levels, flooding of adjacent lands at a more frequent interval, accelerated erosion of ditch banks, and flooding-related failures of road/driveway crossings. The extent of these deficiencies varies across the system. Generally, the locations of the system further to the north and in flatter areas of the system experience greater impact as a result of the deficiencies.

# REPAIR ALTERNATIVES

To evaluate the scale of project that provides the greatest overall value, four alternatives were developed and evaluated. The following is a summary of each alternative.

# Alternative 1 – Entire System Full Repair to ACSIC

This alternative includes repair of the entire CD 4 drainage system to the ACSIC grade, as identified in HEI's 6/15/2022 report (see **Figure 1**). This alternative is intended to represent the maximum extent of repair to be reasonably completed along the CD 4 drainage system. The repair includes the following components:

- Excavation of the channel bottom, wherever the survey indicates accumulation of sediment.
- Placement of dredged sediment on the ditch bank and leveling.
- Clearing of trees and brush within the right-of-way corridor of the drainage system. Generally, this corridor includes the area from bank to bank within the ditch, along with a 25-foot strip along each ditch bank.
- Replacing and/or lowering culverts that are in disrepair, too high, or undersized.

The following criteria were used to determine if a culvert required replacement under this alternative:

- 1. Culverts that have obvious structural deficiencies must be replaced.
- 2. Culverts are to be replaced or lowered if the culvert is over 1-foot above the ACSIC grade. Generally, metal and plastic culverts cannot be salvaged and lowered. Concrete pipes less than 25-years of age likely may be salvaged and lowered.
- 3. Roadway culverts must be able to pass the 50-year rainfall event if a paved County roadway or pass the 25-year rainfall event if a gravel County roadway or local road.





4. Driveway or field culverts shall be at least the size of the next upstream roadway crossing or convey a 2-year rainfall event under gravity flow.

# Alternative 2 – Petitioned Area Full Repair to ACSIC

This alternative includes repair, to the ACSIC grade, of the portion of the CD 4 drainage system that was the subject of the landowner petition, including L8 A-B; L9 A-B-C; L10 A-B-C-D; L11 B-C; M2 H-I; M3 H-I-J; M4 I-J; M5 H-I-J-K; M6 I-J; M6.5 J; and M7 H-I-J-K. This alternative represents the maximum extent of repairs to be completed within the area subject to the petition.

All components and criteria are identical to Alternative 1, except solely within the scope of the petitioned area. See **Figure 2** for a graphical depiction of this alternative.

# Alternative 3 - Entire System Selective Repair to Achieve Positive Flow

This alternative includes repair of the portions of the CD 4 drainage system that are in necessary to achieve positive grade in the drainage system. This alternative is a compromise between maximum system efficiency and project cost and is intended to represent the minimum extent of repair that will effectively restore the majority of the drainage system function. Project components are similar to Alternatives 1 and 2, except that the scope is further limited to target areas experiencing the greatest capacity reduction.

County and HEI staff collaboratively identified the scope of Alternative 3 by ditch segment, with a focus of minimizing the highest-cost components of repair, particularly culvert replacements that already provide adequate capacity. Generally, the scope was narrowed utilizing the following criteria:

- Culverts that are of insufficient capacity as outlined in Alternative 1 are to be replaced
- Culverts that are over 1-foot above the ACSIC grade are replaced or lowered, only if the lowering is necessary to achieve a significant positive grade on the system.
- Excavation of accumulated sediment in the channel bottom will occur where necessary to achieve a significant positive grade on the system.
- Tree clearing will be completed where necessary to access the site for the current repairs.

Figure 3 provides a graphical depiction of Alternative 3.

#### Alternative 3B —Petition Area Selective Repair to Achieve Positive Flow

This alternative includes all components and criteria from Alternative 3, except solely within the scope of the petitioned area. **Figure 3B** provides a graphical depiction of Alternative 3B.





# Alternative 4 – Petitioner Identified Priorities Reduced Scope Repair to Achieve Positive Flow

This alternative consists of a reduced scope repair of the CD 4 drainage system. County staff compiled a list of priority repair segments identified by benefitting landowners. The repair segments include L11B, L11C, L10A, L10B, L10C from M4J to M6J, M3J from the beaver dam south, M3I, M3H, L8B, M5K, M5J, M5I, M5H, M6J, and M6.5J. **Figure 4** provides a graphical depiction of Alternative 4.

# **FUNCTIONAL COMPARISON OF ALTERNATIVES**

# Scope of Repairs

Although each of the alternatives are composed of similar components, the scope and cost of the alternatives varies drastically. **Table 1** compares the scale of repair components required for each alternative.

**Table 1: Comparison of Alternatives** 

Project Item	Alt. 1 Entire System Full Repair to ACSIC	Alt. 2 Petitioned Area Full Repair to ACSIC	Alt. 3 Entire System Selective Repair to Achieve Positive Flow	Alt. 3B Petitioned Area Selective Repair to Achieve Positive Flow	Alt. 4 Petitioner Identified Priorities Reduced Scope Repair to Achieve Positive Flow
Channel Excavation (miles)	31.8	21.7	19.4	17.4	9.6
Tree Clearing (acres)	48	21	21	17	7
Public Roadway Culvert Replacements	17	12	7	7	5
Private Crossing Culvert Replacements	14	10	13	11	7

# Hydraulic Impacts/Benefit

A hydrologic model was not simulated for existing conditions or any of the repair alternatives. However, based on analysis completed for similar repairs in other locations of the state, conclusions may be drawn as to the general impact of the recommended repairs on hydrology in adjacent lands. The proposed repairs will reduce peak water levels and decrease inundation of adjacent lands, along and upstream of the portions of drainage system to be repaired. The greatest benefit will be for smaller rain events (10-year frequency and less). The repairs will also reduce standing water elevations between rainfalls in and adjacent to the drainage system. This change in standing water level is not likely to drain existing wetlands but may decrease inundation depths. The repairs are not expected to significantly impact peak water levels for the 100-year flood event or affect lands downstream of the repairs.





Since Alternative 1 includes repairs to a greater extent of the drainage system, it will provide additional hydraulic benefit to the system compared to Alternatives 2 through 4. However, as the greatest deficiencies in the system are addressed by all five alternatives, the added project scope provides a diminishing increase in system capacity, at a substantially increased cost.

# Regulatory Considerations

#### Wetlands

There are three regulatory programs that may be triggered by a drainage system repair project, including the Minnesota Department of Natural Resources (MnDNR) Public Waters Permitting Program, the federal Clean Water Act (CWA), as implemented by the US Army Corps of Engineers (USACE), and the state Wetland Conservation Act (WCA), as implemented by the Local Government Unit, which in this case is St. Louis County. The following is a review of the repair project relative to these three regulatory programs.

As seen in **Figure 5**, CD 4 does not intersect any state-listed Public Water Wetlands or Basins or include any Public Watercourses (Altered Natural Watercourse). Therefore, the proposed repairs do not require permitting or any other regulatory engagement with the DNR.

The CD 4 public drainage system intersects some wetlands identified in the MnDNR National Wetland Inventory (NWI) as shown in **Figure 5**. Under the two wetland regulatory programs (Minnesota WCA and Federal CWA), activities related to repair of a public drainage system are generally exempt from permitting and mitigation requirements. These activities related to public drainage system maintenance and repair, and include:

- Excavation in wetlands when limited to removal of accumulated sediment or debris such as trees, logs, stumps, beaver dams, blockage of crossings, and trash, provided the removal does not result in alteration of the original cross-section of the wetland or watercourse;
- Removing materials placed by beaver;
- Removing or moving materials blocking installed roadway crossings and related drainage structures; and
- Temporary or seasonal water level management activities done for the purpose of performing maintenance.

Under the federal CWA, drainage system maintenance or repair is wholly exempt from regulation. Under the state WCA, activities related to maintenance or repair of a public drainage system are exempt from replacement, including:

Maintenance or repair of a public drainage system which drains Type 1, 2, 6, 7, or 8 wetlands;
 and





 Maintenance or repair of a public drainage system which drains Type 3, 4, or 5 wetlands that have existed for 25 years or less.

We completed a review of the NWI data and a series of years of aerial photography to confirm wetland types. The wetlands identified within proximity to CD 4 are Type 1, 2, 3, 4, 5, 6, 7, 8 wetlands (**Figure 5**). There appear to be a few Type 3, 4, and 5 wetlands identified in the NWI, as well as a few features that appear to be wetlands of this group observed on aerial photographs but not included in the NWI.

As Type 3, 4, and 5 wetlands may be subject to permitting and mitigation requirements, further investigation should occur, utilizing additional review of aerial photography and potentially a site visit, to confirm wetland types. Any wetlands confirmed to be Type 3, 4, or 5 should be assessed for wetland impacts in consideration of the repair plans. If the proposed repairs are likely to result in non-exempt impacts, the repair may be adjusted to avoid impacts while maintaining a similar level of drainage, or the Drainage Authority may submit a wetland replacement plan, initiated through the WCA application process (the cost of wetland replacement will need to be evaluated to confirm whether it exceeds the value of benefit provided).

Activities considered to be "no-loss" or exempt from replacement do not require wetland replacement plans under the WCA. Though not required, in these cases it may be prudent for the drainage authority to apply to the local government unit (LGU) for a no-loss or exemption decision prior to proceeding with the maintenance activity.

### Threatened and Endangered Species

Public drainage systems may encounter situations where Minnesota's Endangered Species Statute (MS 84.0895) and the associated Rules apply. The endangered species program regulates activities that take, import, transport, or sell any portion of an endangered or threatened species where these acts may be allowed by permit issued by the DNR. The statutes exempt the accidental, unknowing destruction of designated plants. However, it is the responsibility of the Engineer when preparing a final report to complete due diligence to avoid impacts to threatened and endangered species.

Based on the MnDNR's Natural Heritage Information System (NHIS) data (Houston Engineering License Agreement LA-1049), there are no state-listed threatened or endangered species within a 1-mile radius of the CD 4 system. There is one state-listed species of concern within 1 mile of the project – an invertebrate occurring in the St. Louis River. Concurrence of no-impact to state-listed threatened or endangered species must be requested from the DNR prior to the start of repairs.

Drainage ditch maintenance falls under a EPA and USACE exemption, and as such additional coordination with the USACE does not need to occur related to federally listed species.





# Preliminary Opinion of Probable Construction Cost

A Preliminary Opinion of Probable Construction Cost (POPCC) was developed for each of the repair alternatives. The estimated cost is shown in **Table 2**, with additional detail provided in **Attachment B**. Costs have been divided into two fiscal responsibility categories:

- 1) CD 4 Drainage System Items to be paid for by the benefitting landowners. These include all repair costs except those associated with public roadway repair.
- 2) St. Louis County Costs for lowering or replacement of County Road or Highway culverts that are obstructing flow on the drainage system.

Table 2: Preliminary Opinion of Probable Construction Cost Summary

Responsibility	C	D 4 Drainage System	St.	Louis County	Total Repair Project Cost
Alternative 1 Entire System Full Repair to ACSIC	\$	2,023,400	\$	514,400	\$ 2,537,800
Alternative 2 Petitioned Area Full Repair to ACSIC	\$	1,302,000	\$	347,000	\$ 1,649,000
Alternative 3 Entire System Selective Repair to Achieve Positive Flow	\$	1,206,600	\$	203,400	\$ 1,410,000
Alternative 3B Petitioned Area Selective Repair to Achieve Positive Flow	\$	1,071,500	\$	203,400	\$ 1,274,900
Alternative 4 Petitioner Identified Priorities Reduced Scope Repair to Achieve Positive Flow	\$	617,700	\$	138,100	\$ 755,800

Cost assumptions:

# **CONCLUSIONS / RECOMMENDATIONS**

We recommend the County complete a repair of the CD 4 drainage system as described by Alternative 3 – Entire System Selective Repair to Achieve Positive Flow identified above. Additional detail on the project components is provided in Attachment A. The proposed repair will restore the function to the portions of the CD 4 public drainage system in greatest need of repair while managing project costs. We conclude the proposed repairs are necessary to meet current and future stormwater management needs. The recommended repairs are believed to balance the need to provide serviceable drainage and stormwater management with the desire to minimize environmental impacts while implementing the best value alternative.

To reduce initial cost to the benefitting landowners, the Drainage Authority may consider implementing Alternative 4 – Petitioner Identified Priorities Reduced Scope Repair to Achieve Positive Flow.



<sup>\*</sup>Tree clearing on one side of the ditch. Quantity based on linear length of visible trees in aerial imagery x 25-foot right-of-way width.

<sup>\*</sup>Public crossings have aprons. Private crossings do not.



This alternative addressed the most pressing system needs as identified by the landowners while minimizing the project cost. Potential further cost reductions for the recommended alternative could be considered, including (in no particular order):

- Further reducing the scope of the ditch restoration.
- Eliminating culvert crossings where there are multiple access points onto a single property.

These modifications to the recommended alternative could be implemented by direction of the Drainage Authority into the final plans and bid package.

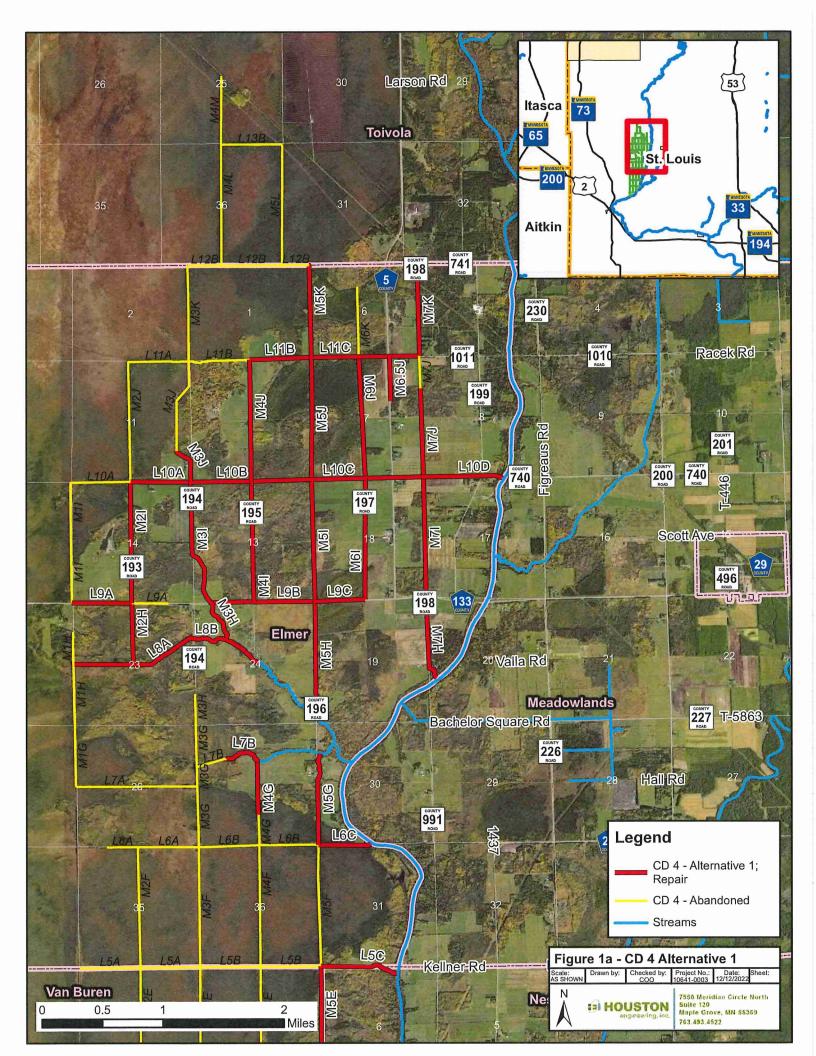
Note that while the recommended repair alternative does not include repairs to all portions of the drainage system, implementing this alternative will not prevent or significantly increase costs for restoration of the remaining portions of the system in the future. We recommend the Drainage Authority to continue to monitor the conditions of the portions of the system not addressed by the recommended repair, and complete maintenance as necessary to resolve deteriorating conditions (for example, beaver dam and deadfall removals.

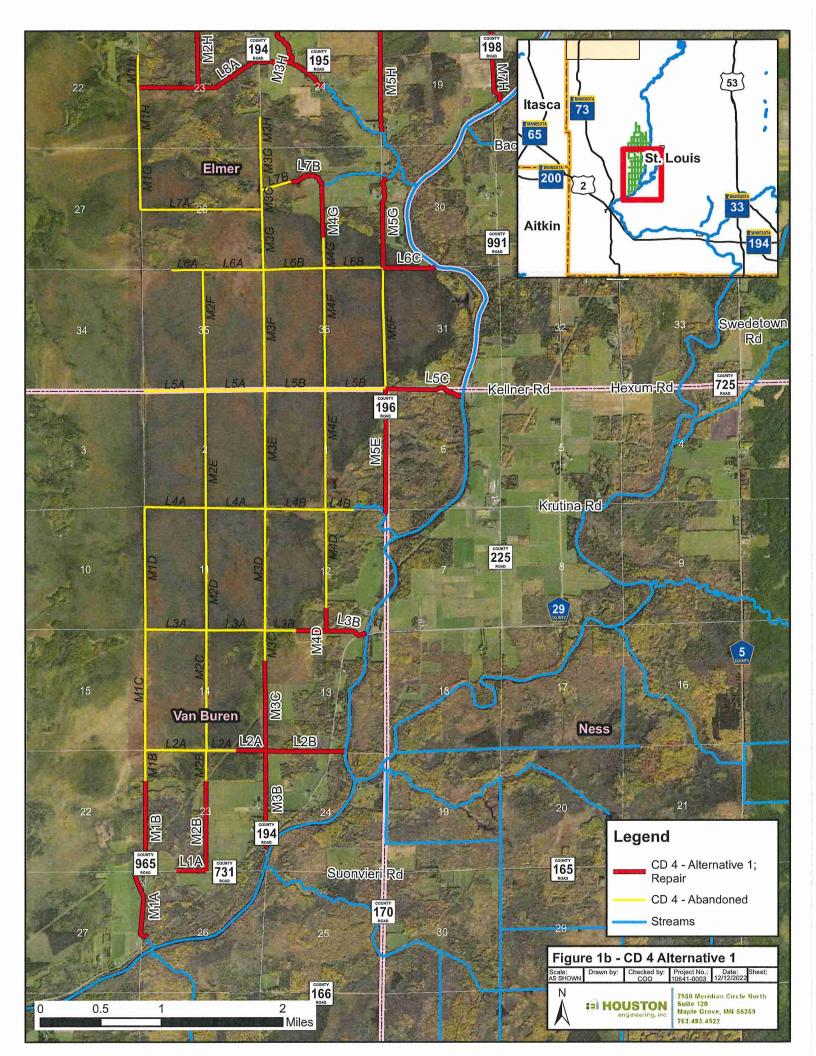
We recommend that St. Lous County Highway Department representatives be consulted prior to ordering the repair and finalizing construction plan, to identify preferences for the completion of road culvert repairs. The preferences include:

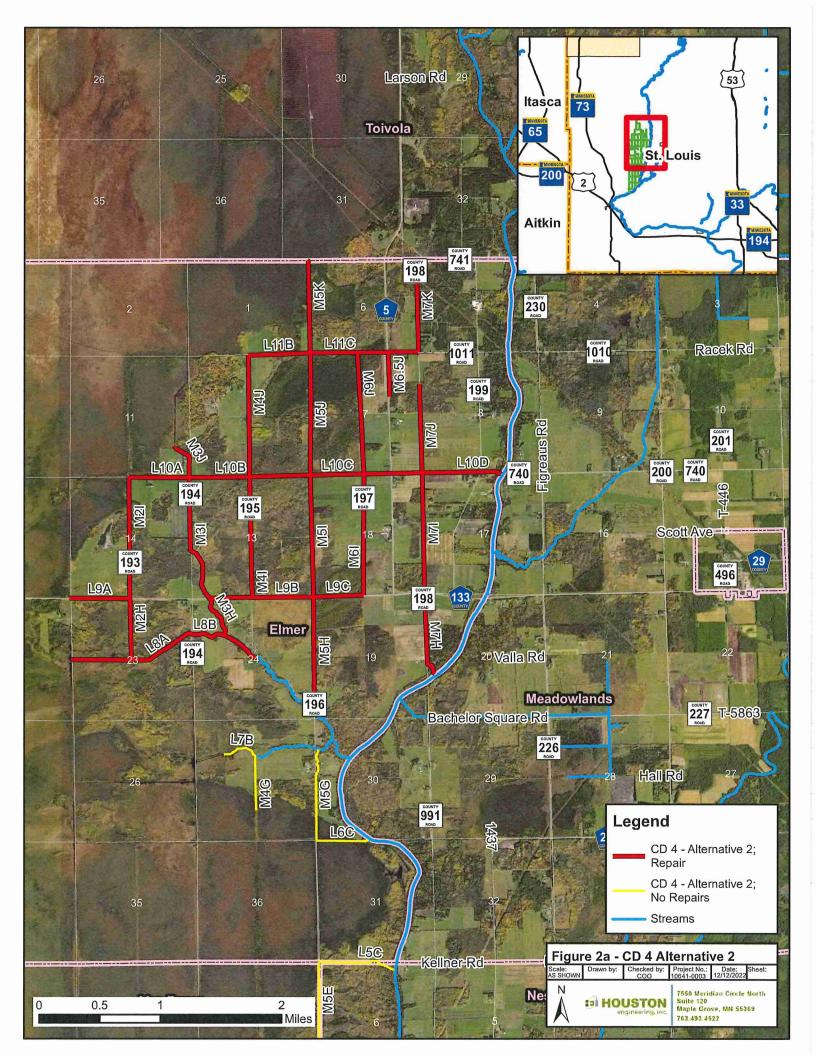
- Whether culvert replacements are completed by the Drainage Authority under the ditch repair contract and assessed back to the Road Authority, or independently completed by the Road Authority;
- The timing of the culvert replacements; and
- Design preferences, including pipe material, embankment slopes, sizing, and end treatments.

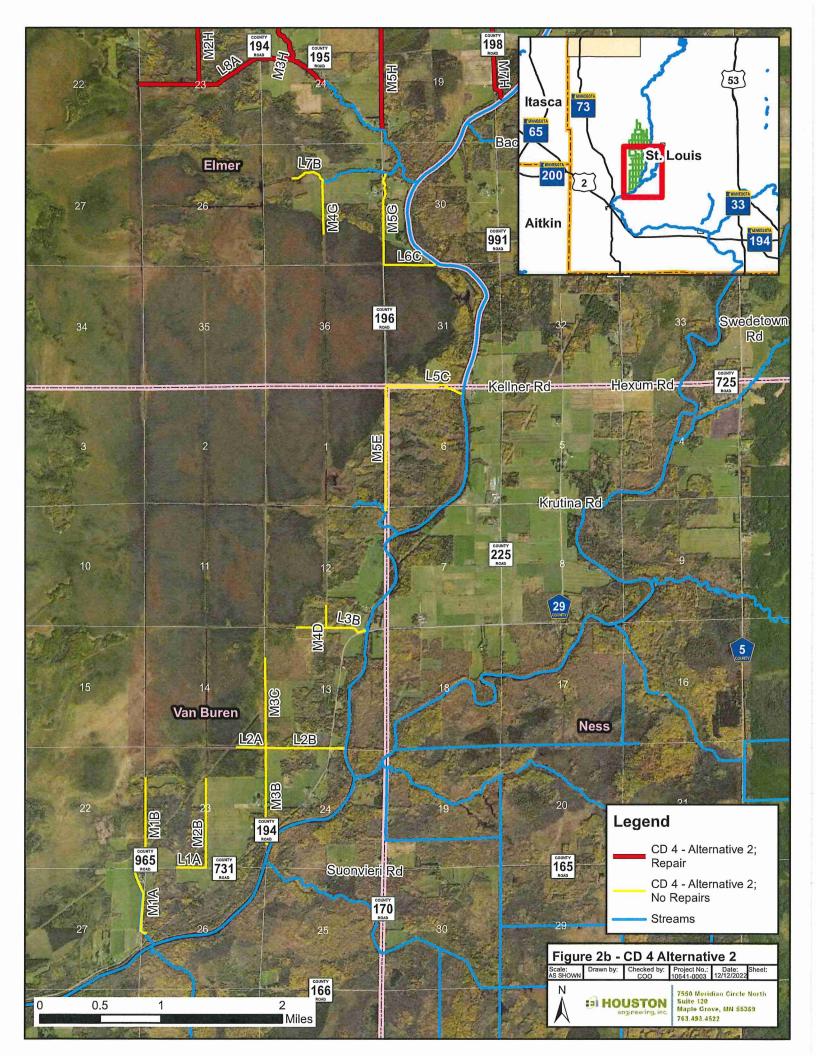
To assist the Drainage Authority, preliminary construction plans for the open channel repair of CD 4 are attached in **Attachment C**. However, finals construction plans, bid documents, and specifications will need to be prepared subsequent to the Drainage Authority establishing and ordering a project. Draft Special Provisions for the Construction Specifications are provided in **Attachment D**. The Drainage Authority retains the decision whether to accept, reject, or modify the Engineer's recommendation.

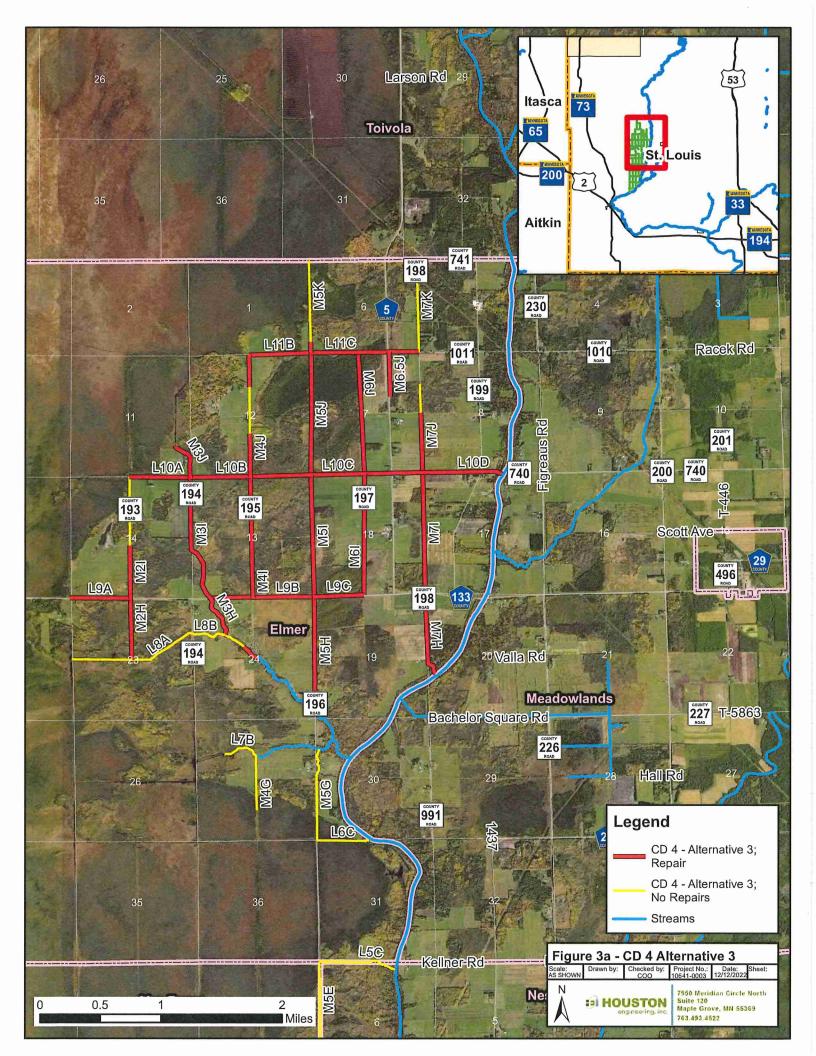


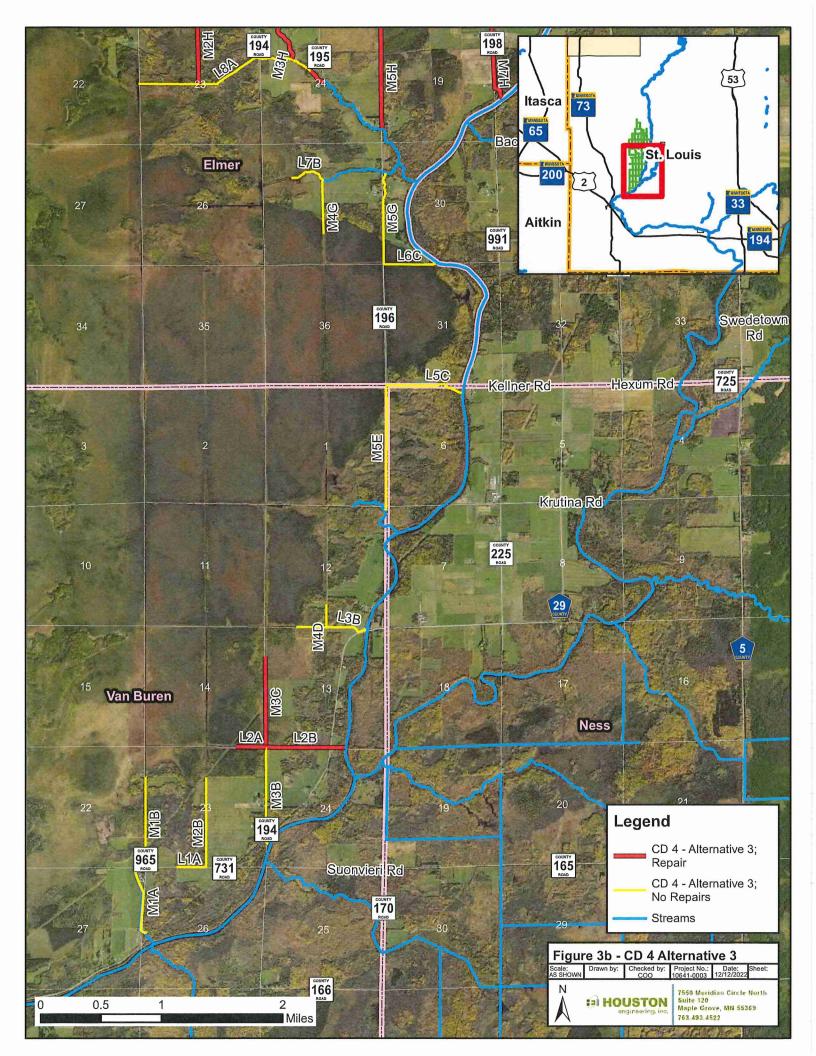


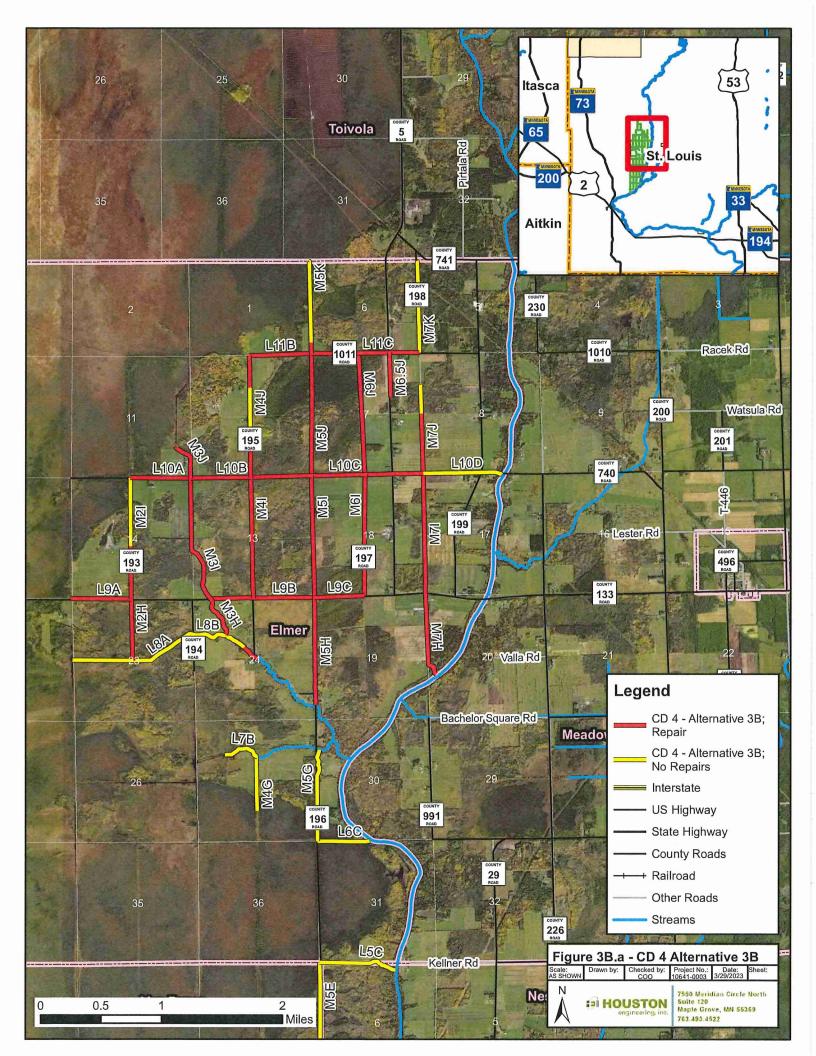


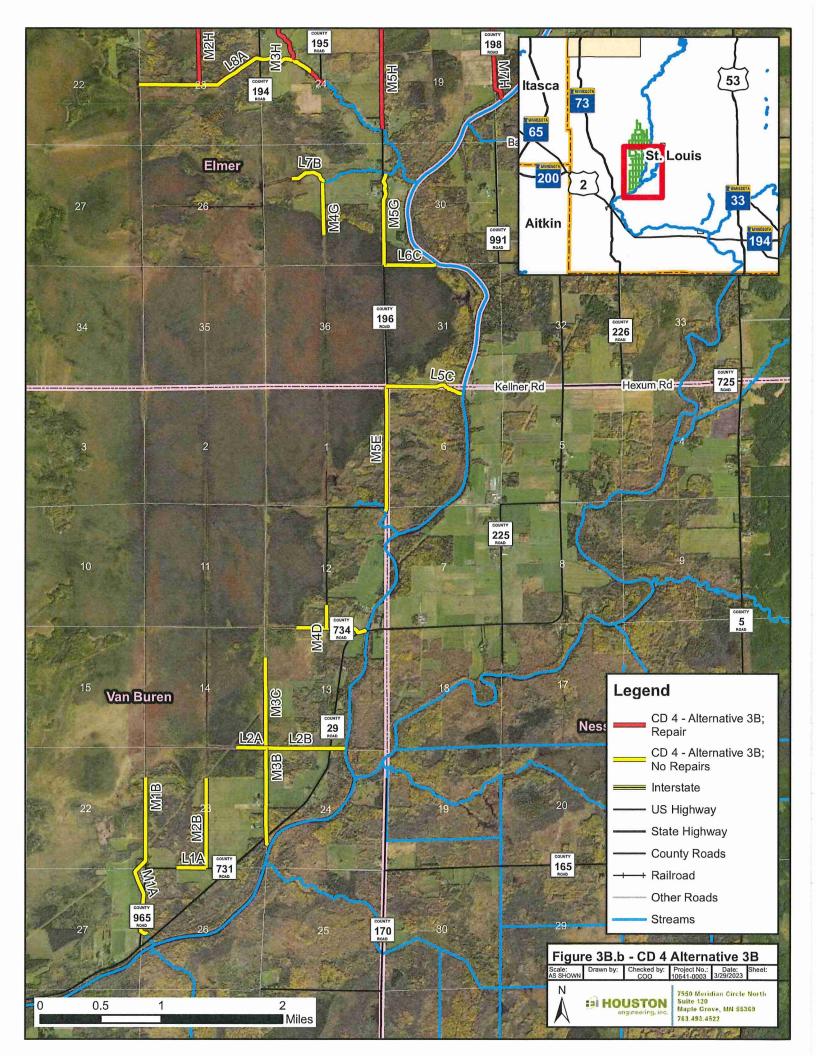


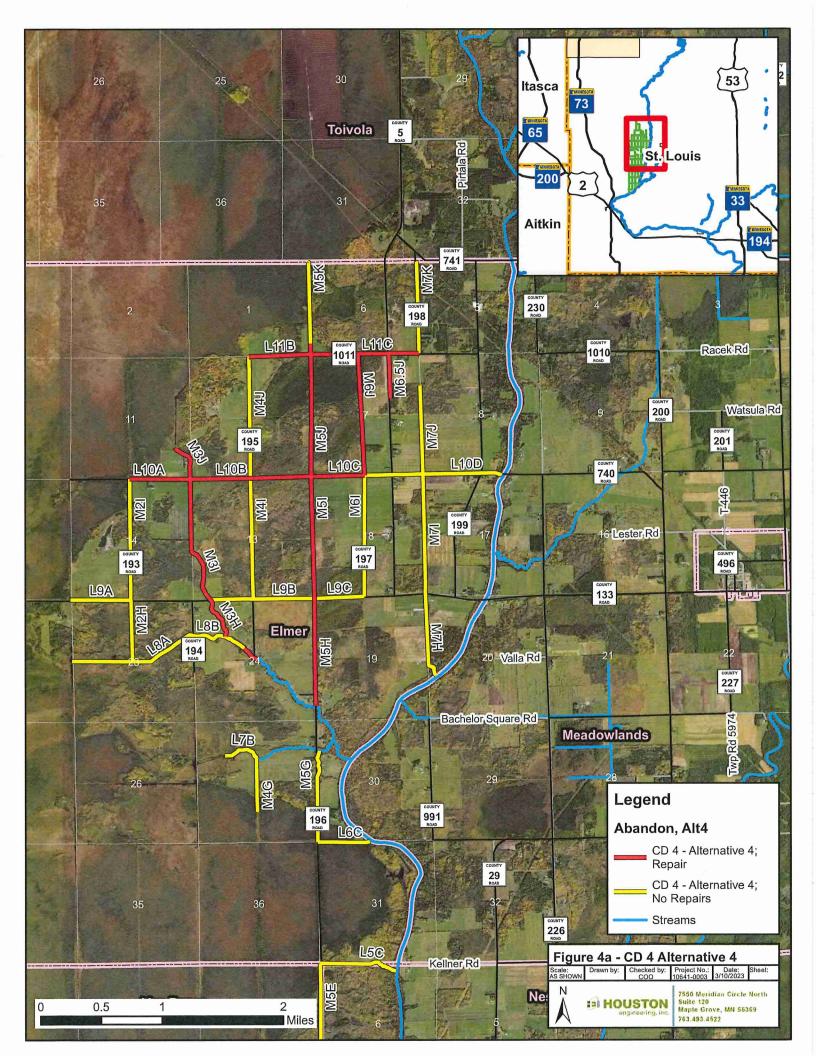


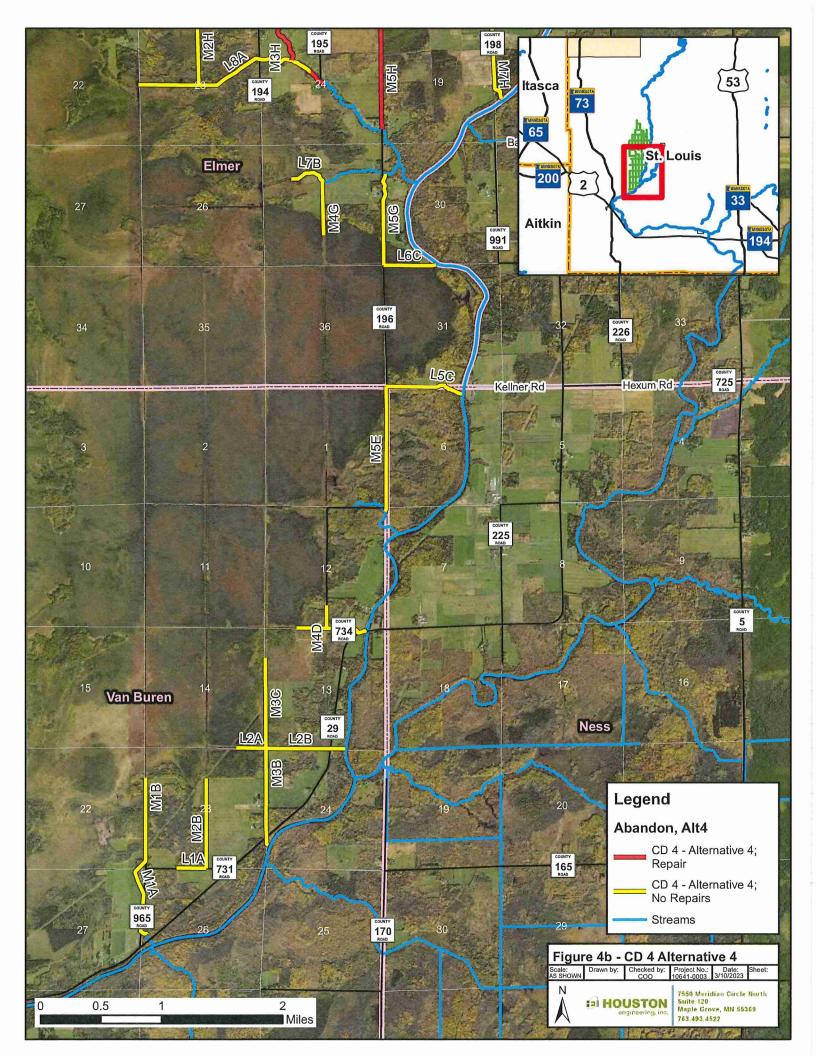














# St. Louis County - Ditch 4

# DITCH REPAIR PROJECT SURVEY

Thank you for taking your time to complete this survey for the St. Louis County Ditch 4 Repair Project. Your input is very valuable. Please make sure to include your address on question 2.

Please take time to review the informational slide show and accompanying Repair Report before completing the survey below. These documents can be found by scanning the QR code or by visiting the URL address located on the lower left corner of this survey.

1	/	ease select one of the following Repair Alternatives. (Please see below URL/QR code for upporting documentation)
	0	Alternative 1: Entire System Full Repair to ACSIC (Post-Abandonment Assessment Cost Including Repair: \$2,023,400)
	0	Alternative 2: Petitioned Area Full Repair to ACSIC (Post Abandonment Assessment Cost Including Repair: \$1,302,000)
	0	Alternative 3: Entire System Selective Repair to Achieve Positive Flow (Post Abandonment Assessment Cost Including Repair: \$1,206,600)
	0	Alternative 3B: Petitioned Area Selective Repair to Achieve Positive Flow (Post Abandonment Assessment Including Repair: \$1,071,500)
	0	Alternative 4: Petitioner Identified Priorities Reduced Scope Repair to Achieve Positive Flow (Post Abandonment Assessment Including Repair: \$617,700)
	0	Alternative 5: Do Nothing
2		ease write your address below: ddress:

Please scan the QR code/visit the URL below to see supporting documentation about the Repair Alternatives.

City: \_\_\_\_\_ State: \_\_\_\_ Zip: \_\_\_\_



SCAN ME
URL: bit.ly/3PTeEJq

Please return completed survey by mailing it in the enclosed prepaid envelope or drop off at our Pike Lake Office by October 27<sup>th</sup>:

Mon-Fri 8am - 4:30pm 4787 Midway Road Duluth, MN 55811

Questions? Contact Matt Beyer: 218-625-3859

beyerm@stlouiscountymn.gov

# **Repair Report Survey Results**

107 total surveys were sent out to the benefited landowners of County Ditch #4

34 total responses were received.

Below are the results of the 6 Alternatives that were present on the survey.

**Alternative 1**: Entire System Full Repair to ACSIC (Post-Abandonment Assessment Cost Including Repair: \$2,023,400). **Total in favor = 0** 

**Alternative 2**: Petitioned Area Full Repair to ACSIC (Post Abandonment Assessment Cost Including Repair: \$1,302,000). **Total in favor = 1** 

**Alternative 3**: Entire System Selective Repair to Achieve Positive Flow (Post Abandonment Assessment Cost Including Repair: \$1,206,600). **Total in favor = 0** 

**Alternative 3B**: Petitioned Area Selective Repair to Achieve Positive Flow (Post Abandonment Assessment Including Repair: \$1,071,500). **Total in favor = 0** 

**Alternative 4**: Petitioner Identified Priorities Reduced Scope Repair to Achieve Positive Flow (Post Abandonment Assessment Including Repair: \$617,700). **Total in favor = 3** 

Alternative 5: Do Nothing. Total in favor = 30

h768 Solway Read

Duluth, MN 55811

October 4, 2023

Dear Mr. Beyer,

I tried without success to call you concerning the ditch repair survey so I'll write and explain my feelings and situation.

If this amounts to a real choice I want to thank you for letting us chose. I am 84, not in good health, don't egrow anything even a garden on my property involved in the ditch situation, and live at a Duluth address. The ditch is on at least two sides of our land but doesn't affect me personally. Most of our land is hight ground and I don't have a problem getting to my cold storage shed except when there is winter snow. Otherwise, my main concerns are brush, weeds, and thistles that I go through with a brush cutter yearly. All the redigging of the ditch would do is raise my taxes that are too high already.

Thank you for option five, 'Do Nothing'. I hope that this a vote and that we truly had a voice in the matter. There is no way that I can imagine 52 taxpayers choosing to have their taxes raised on account of someone's ditch not draining the way he wishes that it would. Many of us have much more serious things to deal with, even important surgeries and we don't need more taxes to add to our problems.

It has been upsetting to think our taxes are going higher because someone wants miles of ditches redone. This might be the best thing I've heard of in years on a county level, actually giving the land owners or the public a choice. A very sincere thank you if this is true.

Respectfully.

Wilfred Makela

 From:
 Tim Tollgaard

 To:
 Matthew Beyer

 Subject:
 Ditch 4

Date: Wednesday, September 13, 2023 9:38:28 PM

WARNING: External email. Please verify sender before opening attachments or clicking on links.

Hi Matt,

I'm retired and on a fixed income. I am on the south end of system. I bought part of my family farm to keep it in the family. It is farmed but not by me just to keep the brush down. The county won't let me so homestead credit it because I don't farm it myself which makes no sense.

None of this is a project benefits me! I wont get repairs or on my end in Van buren so please try to figure how to these charges can go to who those who benefit!

I don't believe any of the landowners can afford this..

We don't want the assessment you are planing on charging my property for the pre-abandonment of \$4,394.05!

Please think about families like mine who want to pass the land to family who with theses assessments wouldn't be able to keep the property.

Thank you for your help to let us keep our land in the family!

Tim Tollgaard

Sent from my iPhone

### **Matthew Beyer**

From: MaryLee Krahn <mlmk328@gmail.com>
Sent: Thursday, October 12, 2023 1:36 PM

**To:** Matthew Beyer

**Subject:** Ditch 4 repair project survey

WARNING: External email. Please verify sender before opening attachments or clicking on links.

Dear Matt,

I am submitting my survey via postal mail but wanted to say I wish the survey was ranked so we could respond with our first, second, third choice. In our case I do not see any benefit to our property and am concerned that it may be financial burden for our family as well as other landowners. Sincerely,

Mary Lee Krahn

Sent from my iPad

To explain my vote: I was raised on a Dairy Farm here In Elmer Township, mom Dad Two sisters and a Brother, It was hard work.

Growing up I always respected the work the county Tool house in Meadow-

lands provided.

My Grandfather, Albert Horvath was Very Instrumental in 1936 for the County Tool House in meadowlands.

My Father Frank Horvath also worked or the county in Meadowkinds.

I Frank David Horvath also worked For the County in Late 60°, Summer Jobs. Crusher operator, Dump man on road projects, etc.

I Graduated in 1970, Toilla Meadowlands High School, Entered Eveleth Voltec.

teceived a welding degree, went To work for Reach-all Manufacturing in Duluth.

I married my wonderful wife Darlene, We purchased The Homestead we now Reside at Since 1976, Raised Three Sons, Two of them reside in Elmer Township, the other one Comes Home To Visit when Job allows.

we as a family also have a Farm We raised beet, cut and raised crops,

We as a family have the hand we have acquired through the years as much as city people Like Their Lawns + Lots, and reside here. I am 72 years old now. My wife has Cancer, which is very spendy and Consumes much Time to deal with. and money to deal with, is not in Fur Budjet, and won't be. I feel the whole project Could have been dealt with a Little at a Time, Instead of the Big Scope it entales now. I Lived Through the 1960's era

I Lived Through the 1960's era
where ditching Brush, + Trees were removed
by County employes, when frozen in
winter months, when They weren't
Dhwing Snow, Then They came with
Cable drag Line muchines + Cleaned
gut Debnie, Compared to hydraulic
puck hoes of Today. Also Culverts
replaced and added in my area and
others, Till present.
Not the Hundred Years ago Like
Deople Say happened, In 2000 They
hug the debriout of 1/2 mile north

of Bailey Road, Then in the Spring they Road. But our Foreman changed and priorities were for himself and not Community.

Now the County People in Charge Seem to Choose to work against people of our area, Instead of Trying to find a Solution everyone Can Live with.

Grants or Something to help. Now our County wants to make us pay for Ditch work they always did do over the years, Little at a Time, it always helped The Situation. The County has The Equipment to do The Job.

Now we are on a fixed income and can not afford to pay for a Ditch project of this magnitude. I feel the county would put a Lien on my Property that we worked hard to maintain all these years We do not need the extra stress in our Lives., Sincerely frank Howald

Date: 10/27/2023

To: St Louis County Ditch Authority

Re: Comments on Engineer's Repair Report County Ditch #4

From: Jim Dusek, Floodwood

Our family farm is located in SE1/4 Section 23 of Van Buren Township, has 120 tillable acres, and is currently used for forage production. It is located over 6 miles south of the petition area.

I encourage you to reject all Ditch #4 repair alternatives listed in Houston Engineering Repair Report and choose a do nothing option.

Minnesota Statue 103E.715 Subd. 4 states the repairs are necessary for best interest of affected property owners. It also states that cost of the repair will not exceed the total benefits of the drainage system. The total benefits of Ditch #4 as determined by H2Overviewers is \$576,469.20 which is less than any of the report alternatives. Therefore, all report alternatives should be eliminated and the only option is a do nothing option.

Houston Engineering repair report recommends Alternative 3 for which my property would have no repair work but would be assessed \$72,000. This alternative doesn't even repair the ditch to the As-Constructed and Subsequently Improved Condition (ACSIC).

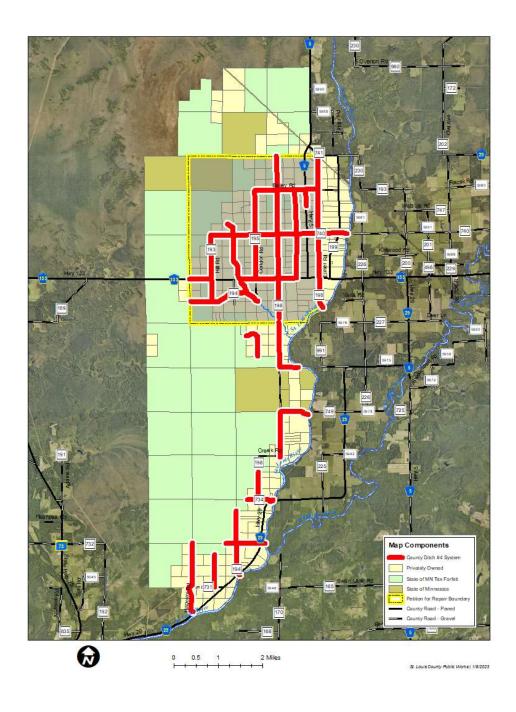
The only alternative that would result in any ditch work on my property would be Alternative 1 and my assessment would be \$121,000. These alternatives are not feasible economically and should be dismissed as not being in the best interest of the affected property owners.

The report makes references to Attachments A, B, C, D but the attachments are not found in the report. It is difficult to comment on items not included in the report.

The report concludes that repairs are necessary to restore drainage function and to meet future stormwater management needs.

Finally, I ask the Drainage Authority to consider dividing Ditch #4 into multiple drainage systems as there are now 14 outlets to the St Louis River and the drainage ditches are no longer connected. Minnesota Statute 103E.801 allows the Drainage

Authority to divide one system into two or more separate systems. I believe this would result in more fair assessment for maintenance and repair. See below Ditch 4 Map:



Page **2** of **2** 

### **Matthew Beyer**

From: Dean Matvey <dean.matvey@gmail.com>
Sent: Sunday, September 24, 2023 3:19 PM

**To:** Matthew Beyer **Subject:** CD #4 Repair options

WARNING: External email. Please verify sender before opening attachments or clicking on links.

#### Hi Matthew,

I am writing regarding Ditch #4 repair and repair cost options. I formally ask the Board to vote "No Action" as this repair does not make fiscal sense at this time. All property owners in my area will not be able to turn the cost assessed to them into value.

For example, My cost on the lowest repair alternative, Option 5, puts me in at around \$44,000. In the past 5 years, I'm lucky to have cleared \$1,000 total. This will devastate the community and I'm afraid it will cause some families an unrecoverable circumstance.

Best Regards, Dean Matvey Elmer Township Supervisor To Whom it Concerns regarding Ditch & Ditch Repair Project: I, anthony Hozenplik, have chosen to do nothing with the ditching project because the cost to me would be over \$300,000.00, and I do not bor that amount for a ditch. Regards, anthony of Kozumplik

October 18, 2023

Matthew Beyer St. Louis County Public Works Department 4787 Midway Road **Duluth, MN 55811** 

#### **RE: COUNTY DITCH #4 REPAIR PROJECT**

In regards to the County Ditch #4 repair project, the County Board should be listening to the property owners who are affected by the astronomical costs of this repair project. Most of the affected property owners are on a fixed income and we can't afford any of the repair options that are being considered, except for the "Do Nothing" option. Van Buren Township property owners didn't request anything to be done with the drainage ditches in their township. Our ditches are still functioning. Any work done in Elmer Township doesn't benefit property owners in Van Buren Township and vice versa. There is no way for the landowners to make back the cost of supposed benefits of this repair project, so it makes absolutely no sense financially to continue with this repair project.

The St. Louis County Drainage Authority has abandoned the ditches connecting Van Buren and Elmer townships, so how is it that the petitioned area on the north end of the ditch system (Elmer Township) and the ditches on the south end of the ditch system (Van Buren Township) can still be a part of the same Ditch #4 system? I don't want the ditch bank, ditch, and trees ruined on my property (L2B and M3C).

Please listen to the property owners who have to bear the cost of this project. Vote "Do Nothing". Voting for any other option could result in the very real possibility of affected property owners losing their property or else being forced to sell. Some of these properties have been in families for generations.

Please vote for the "Do Nothing" option.

Sincerely, albert L. Moline Jr.

Albert Moline

6515 Highway 29

Floodwood, MN 55736