



MP 50

Business Plan

Roadmap for Achieving the MP 50 Goals VERSION 6

Updated 6.19.23

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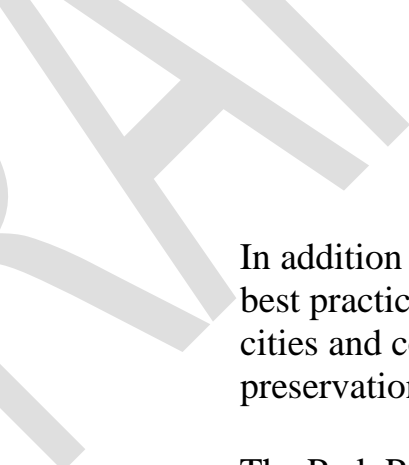
EXECUTIVE SUMMARY

Overview of MP 50 Purpose, Vision, and Mission.

Minnesota Point is a unique place. Geologically, it is the largest freshwater sandbar in the world. Culturally, its position between the largest freshwater lake in the world and a vast network of rivers has made it a strategic home for indigenous and immigrant populations for centuries. Economically, Minnesota and Wisconsin Points make shipping possible; it forms the essential protective barrier for the Duluth/Superior port, one of the largest inland ports for ocean-going ships in the world and one of the largest ports within the Great Lakes. The ecology of Minnesota Point is diverse and interesting. Scientists and their students actively study it because of its unique features. Locals and visitors flock to the beaches to find relief from the heat; its beaches are listed among the top 25 in the United States.

Minnesota Point is unique in another respect. Notably, the people living on Minnesota Point, Park Pointers, are a tight knit community that care deeply for one another, the ecosystem, and the neighboring Lake Superior and St. Louis River Estuary. An example of this caring is the response of the Park Point community in 2019 when high lake levels and gale force winds caused extensive erosion and flooding. It was then that the Park Point Community Club (PPCC) formed a committee, PPCC Erosion and High Water Committee, to seek solutions to erosion and flooding that have a high likelihood of getting worse due to climate change.

From within that committee a long-term planning committee emerged. MP50 (a resilient Minnesota Point in 50 years) is a learning community open to anyone to identify and implement long term strategies. MP50 participants include, in addition to Park Pointers, Minnesota Point stakeholders. Together they have been meeting as a community of practice to share and gain knowledge to make Minnesota Point resilient. MP50 members have the resolve, the understanding, and the need to sustain the entirety of this valuable ecosystem because it is threatened. The foundational piece of the best practice is in place: it is a community-driven project in which members gather regularly around the table to identify and implement state of the art tools and practices that will make Minnesota Point resilient in the long term. This collaborative, community-driven process is a best practice strategy for coastal resiliency on the Great Lakes.



In addition to the overarching goal of resiliency, MP-50 seeks to create a best practice Great Lakes coastal resilience demonstration site that other cities and communities living along the Great Lakes can employ in the preservation of Great Lakes coastal communities.

The Park Point Community Club launched the original MP-50 efforts under the leadership of Paul Treuer and Dawn Buck. The City of Duluth engaged in the work after this launch, with the understanding that the City would take the lead on MP-50 efforts. A 2022 Action Plan was developed by City staff, but never implemented. As a result, the PPCC has continued as the recognized leader of the MP-50 effort.

As the MP-50 effort moves forward, the PPCC and its partner organization, the Minnesota Point Preservation Society (MPPS) – a 501c3 organization – will continue to lead the goal of raising resources and collaborating with MP-50 Stakeholders to identify and implement work based on grants received.

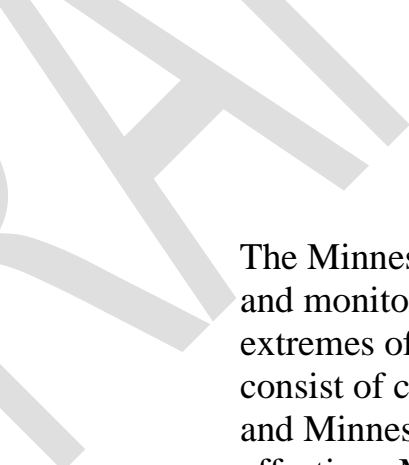
The PPCC will continue to convene the Working Group and guide implementation of MP 50 plans, with the understanding that an appropriate infrastructure and plan will be necessary to allow for fundraising, acceptance of grant funding, and the means to distribute funds for specified purposes within the MP 50 Business Plan and Goals.

SECTION 1: SITUATION ANALYSIS

Narrative

As a developed barrier island ecosystem, Minnesota Point is threatened by fluctuating lake levels and coastal storms that produce damaging erosion and flooding. The Minnesota Point 50-year Strategic Plan (MP50) is a 50 year strategic plan of action that aims to build resiliency that meet the following three goals:

1. Maintain Minnesota Point as an effective barrier protecting the Duluth-Superior harbor for navigation and recreation.
2. Protect the environmental integrity of this unique natural ecosystem.
3. Make homes, businesses, recreational areas and associated infrastructure resilient to coastal hazards of erosion and flooding.



The Minnesota Point 50-Year Strategic Plan aims to identify, advocate for, and monitor activities that protect Minnesota Point from anticipated extremes of lake water level and storm intensity. The 50-Year plan will consist of clearly identified actions that engage the Park Point community and Minnesota Point stakeholders in concerted efforts that are strategic and effective. MP50 aims to be a best practice case study in the use of state-of-the-art tools, resources, and coordinated actions to be a resilient coastal community.

The MP 50 Working Group is comprised of representatives including the Park Point Community Club, the City of Duluth, the Army Corps of Engineers, Minnesota DNR, Minnesota SeaGrant, University of Minnesota Duluth, Coalition for Lake Superior. Especially important is the active leadership from the PPCC, which works to engage not only Park Point residents but the public at large in understanding the critical importance of preserving the resiliency of Minnesota Point.

Minnesota Point has been selected as one of four communities to participate in the Strengthening Coastal Communities Resilience in the Great Lakes Region (SCCR-GLR) project. The three project elements are:

- Coastal Resilience Assessment
- Plan integration for Resilience Scorecard
- ‘Resilient Great Lakes Coast’ Planning Framework

Project outcomes include the assessment, at least one identified nature-based project for implementation, an action plan with at least two identified potential funding sources, and access to a regional community of practice.

The results of the SCCR-GLR program will help to inform long-term goals and actions.

Additionally, the PPCC/MPPS Leadership Group undertook a SWOT Analysis to identify opportunities and challenges for the work ahead.

Overall, strengths and opportunities pointed to broad community support and expertise, potential for available funding, and an extended/committed stakeholder group. Challenges and threats included lack of clear action and

metrics to guide the work, the complexity of the entire effort, and the need for leadership, infrastructure, and dedicated funding to sustain the work.

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| SWOT: MOVING the MP-50 WORK FORWARD | |
| STRENGTHS <ul style="list-style-type: none"> • PP Community at the Table • Broad Stakeholder Group • Learning Community • Got the ball rolling with research scientists who are engaged • Broad expertise within the PP community • Built relationships through the Research Summit • Park Point is a ‘gem’ (high value) | WEAKNESSES <ul style="list-style-type: none"> • Lack of clear actions and metrics to measure progress that are widely known • Clarity on what specifically MP50 is working to accomplish • Lack of 3-dimensional model to see how remedies work • How do we create a true long term plan? • Park Point is a ‘gem’ but the City is not treating it as such • Section 111 study is not about solutions to Park Point; it addresses federal assistance. Won’t be done until 2027. |
| OPPORTUNITIES <ul style="list-style-type: none"> • Lots of federal funding for Coastal Resilience (for the Great Lakes) • Develop a management plan (50 years) • Protect the Bayside - what do solutions look like? • Engage the Fond du Lac Tribe (indigenous rep on Working Group) • Frame MP 50 as: <ul style="list-style-type: none"> ➤ Best Practice for Tribal Govt’s ➤ Best Practice for community driven project (get funding for a Best Practice Coalition model) • Leverage relationships with Wisconsin Sea Grant and DNR | THREATS <ul style="list-style-type: none"> • Loss of Old Growth Forest (no study) • Complexity of the entire issue • Uncertainty about the future • No skills for strategic planning and implementation within the Stakeholder Group • Lack of any substantive City policy for hazard mitigation on Park Point • Bureaucratic Red Tape: Stakeholder Group at odds or not working together |

| | |
|--|--|
| <ul style="list-style-type: none"> • Raise profile of PP through other Great Lake Activities (National Park Service, Mission Blue/Shedd Hope spots) • MP50 work does NOT hinge on waiting for the Section 111 study. | |
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SECTION 2: GOALS/STRATEGIES

Defining success through strategies, goals, actions.

This section needs to be developed based on current work in progress (Section 111 study elements, SCCR-GLR program plan elements, MP-50 Action Plan) and future identified goals. The questions below could be addressed by the larger working group in context of what is already being done.

STRATEGIC ROADMAP

- How will success be identified and measured each year?
- What is meant to be tangibly achieved (yearly and ultimately)?
- What are strategies to move forward to success points?
- How do we turn activities into results; what does that look like?
- What does the funding picture look like? What are these goals?
- Marketing/Promotion – what does this look like? Who are the advocates to drive this work?
- What other entities/strategies can be included (i.e., Great Lakes as a Hope Spot)?

SECTION 3: INFRASTRUCTURE

As outlined in the Executive Summary, the PPCC and the MPPS will become the lead organizations in order to ensure the sustainability of the MP-50 work. The PPCC/MPPS will provide the necessary infrastructure to raise and disburse funding, facilitate meetings, take the lead in implementing recommended actions, and manage communications to all stakeholders.

Organizational Status

PPCC is a 501c4 and created a "sister" 501c3 called MPPS, Minnesota Point Preservation Society. MPPS has retained its designation and is a functional 501c3. It is recommended that a new board of no more than five (5) members be appointed with a majority from the PPCC. Additional actions include:

- a. MP-50 will be accountable to the PPCC (501c4)
- b. MP-50 will be a Project under MPPS (501c3), allowing it to be funded through grants and other contributions.
- c. Identify and seat a MPPS Board with clear understanding of Board Roles and Responsibilities (expectations for board service). MPPS Board will be linked as a 'sister organization' to PPCC through a majority of PPCC board seats. Consider 3-5 board seats as a starting point.
- d. The current MP-50 Working Group will continue to be Advisory to the MP-50 Project, and may be asked to review and make recommendations on acceptance and expenditure of Grant Funds.
- e. Consider necessary MPPS infrastructure or additional operating needs to undertake fundraising and manage the MPPS (manager/fundraiser, administrative assistance, bookkeeper).

MPPS Board Composition (proposed)

| | |
|----------------|-----------------------------------|
| President | (PPCC Executive Committee member) |
| Vice President | (PPCC Executive Committee Member) |
| Board Member | (PPCC Member) |
| Board Member | (Community or Stakeholder Member) |
| Board Member | (Community or Stakeholder Member) |

MP-50 Leadership

As noted, MP-50 will be a program that is supported by and reports to PPCC/MPPS.

The MP-50 Working Group (i.e., the broad Stakeholder Group) will continue its primarily Advisory Role with the caveat that sometimes a Working Group member will offer to take on a task on behalf of the Project.

Paul Treuer will continue to lead the MP-50 Project under the PPCC umbrella with focus on implementing the MP-50 Business Plan. Overall accountability for the MP-50 Project will be to the PPCC. These

responsibilities would include programming, content, reporting, direction and management of funds procured, etc.

The MPPS Board will provide oversight of funds raised and affirm decisions regarding funding in consultation with the broader Stakeholder Group (Advisory Board).

Potential Personnel (supporting MP-50 and MPPS)

Interns. Explore the possibility of working with UMD to engage two or three students to assist with administrative and website logistics. These positions would work directly with the PPCC group.

Accountant/Bookkeeper. Identify a non-profit CPA (individual or firm) to outsource financial accounting and reporting based on funds raised.

MP-50 Coordinator. Contract position, possibly 3 years out. The position would take on the coordination of the Business Plan at the direction of the PPCC Working Group.

Coastal Adaptation Fixer (CAF). Hire an expert to take charge in implementing strategies through the political and community landscape, working with all stakeholders. This position would be accountable only to the MWP50, with periodic reports on progress towards results. This position could be part-time, in the community, with political/legal/social activism connections to create and implement the plan.

- **Infrastructure Questions**
- What representation and skill sets are needed for the MPPS Board? What are board member expectations?
- What are the administrative and financial platforms; how will they work?
- What funding will be needed simply to make this work (meetings, notes, documents, website, logistics for events/summits) and who will do this?
- Stakeholders (DNR, USACE, City of Duluth, City of Superior, Wisc. DNR & SeaGrant)- others?
- Partners/Broader Supportive Networks (Mission Blue, Shedd Aquarium, Sea Grant)- others?

SECTION 4 FINANCIAL/FUNDING

Determine Financial Goals/Needs (based on MP 50 work/goals)

For Consideration:

- Cost of administrative support (Interns, CAF)
- Funding sources (city, state, federal)
- What funding levels are required to make this work? (Funding allocated based on recommendations from WG, grants given based on proposals from WG.)

Projected 5 year funding needs

| Purpose | Minimum | Maximum |
|------------------------|-------------|--------------|
| Researchers/Grants | \$ 100,000 | \$ 2,000,000 |
| Events | \$ 100,000 | \$ 200,000 |
| Administration | \$ 100,000 | \$ 500,000 |
| CAF | \$ 500,000 | \$ 750,000 |
| Implementation Actions | \$2,000,000 | \$10,000,000 |

Questions to Address

Based on potential funders (City, State, National, Private)

- Where are the pots of money for this work, where do we go?
- What size grants do we apply for and for what?
- How much Seed Funding will be required, and what are primary sources?
- Who is our competition (other stakeholder groups)?
- What is the order of funding needed? (Getting structure in place will tell us what we need and help to identify seed funders.)
- Who does the grant writing?

SECTION 5 WORK PLAN and TIMELINE TO BE DEVELOPED

**QUESTION: SHOULD WE USE SOME OF THE ACTION ITEMS
FROM THE JANUARY 10, 2022 PLAN DEVELOPED BY THE
CITY?**

Immediate Action Items (in no particular order)

- **Seek agreement from PPCC to take the leadership role for MP-50.**
- **Seat the MPPS Board**
- **Seek an ‘organizing grant’ to set initial infrastructure (administrative assistance, basic infrastructure around document organization and retention, meeting logistics, grantseeking assistance, etc. Minimum \$20,000 to start. Grant to go to MPPS for MP-50 under PPCC.**
- **Present the Business Plan (with Action Items) to the broader Working Group in July.**
- **Identify initial programmatic/project needs (in addition to infrastructure)**
- **Begin seeking grants**

Minnesota Point 50-Year Resiliency Planning Process

January 10, 2022

(to be adapted as information becomes available)

Goal

Develop and implement a financially feasible 50-year resiliency plan that formulates goals, strategies and actions for mitigating and/or adapting to hydrologic and erosive damage on the entirety of Minnesota Point.

The plan will provide strategies that recognize the following values:

1. **The health of the environment**, on Minnesota Point in relation to Lake Superior and the St. Louis River Estuary.
2. **The health and well-being of the region's citizens**, especially those who live, work, and recreate on Minnesota Point.
3. **The economic vitality of the Duluth/Superior port** as a regional source of economic activity and employment.
4. **The opportunity for people to visit** the area and enjoy recreating on Minnesota Point.

Strategies

1. Work together to define the partnerships (e.g., City of Duluth, Park Point Community Club's Long-Term Planning Committee (MP-50), state and federal agencies, university, tribal community, and non-governmental organizations) to complete actions and provide updates to decision makers and the public.
2. Update the scientific data and evaluations for Minnesota Point. Develop alternative solutions based on risk, cost, and resiliency to the community.
3. Expedite a planning process shaped by three compounding anthropogenic forces that is fueling the longer-term naturally occurring degradation processes on Minnesota Point:
 - a. Federal navigational structures whose construction maintenance and use have interrupted or diverted naturally occurring sediment transport functions associated with Minnesota Point's landform. Other infrastructure additions built along the shoreline over the years may also play a role.
 - b. Global climate change which may be associated with an increase in extreme storm events and volatile lake level changes exacerbating natural erosion processes.
 - c. Recreational and residential destruction to Minnesota Point's dune structure reducing shoreline protection by increasing erosive forces.
4. Periodically update the list of actions, timeframe and estimated costs for the work every five years.

Actions

Together, the City and its partners will coordinate the integration of the 50-year resiliency plan informed by the science including the federally funded Section 111 study and any other efforts deemed necessary for understanding existing and future alternative scenarios in relation to risk and resiliency. Over the next two to three years, the City will work with its' partners on the following:

1. Support and provide input to the federally funded Section 111 study to be managed and performed by the U.S. Army Corps of Engineers (USACE) with robust, inclusive, and structured engagement from technical advisors, stakeholders, and residents.
(Section 111 of the 1968 River and Harbor Act, as amended, provides authority for the USACE to develop and construct small projects for the purpose of mitigation of shoreline erosion or accretion problems directly influenced by the construction of a Federal navigation project. The amount of mitigation is limited to the level that would have existed without the influence of the navigation project. Each project is limited to a Federal cost of \$12,500,000 and must be economically justified, environmentally sound and engineering feasible.)
2. Develop and maintain a 50-year resiliency plan comprised of the following:
 - a. Funding strategy for the plan.
 - b. Updating predictions of how climate trends in Western Lake Superior are likely to interact with the natural hydrologic and geomorphic process of Lake Superior and the St. Louis River Estuary coastlines.
 - c. Identifying critical public and private assets on Minnesota Point likely to remain vulnerable to harm from anthropogenic and naturally occurring trends.
 - d. Developing environmentally sound along with FEMA based benefit cost analyses to alternative scenarios that will help mitigate and/or adapt to long-term impacts
 - e. Assessing the social, functional and financial consequences to those assets over time if no action is taken.
3. Prepare preliminary funding proposals to begin to implement selected alternative(s) including the FEMA Hazard Mitigation Grant Program and the FEMA Pre-Disaster Mitigation Grant Program, and/or any other applicable grant requests for proposals.

Roles

1. **City of Duluth.** As the local government authority and the owner of most of the property and public infrastructure on Minnesota Point, the City of Duluth will lead and manage the project(s) including grant applications, implementing actions and coordinating public input.
2. **Partners**
 - a. Park Point Community Club's MP50 will be a primary partner in supporting the City's work as the local Minnesota Point citizen organization.
 - b. Partners (e.g., state and federal agencies, universities, tribes) will provide technical assistance and support of the City's work.
3. **Science and engineering consultants.** Contractors for the City of Duluth selected with its partners who can provide planning, science and/or engineering expertise to help assess alternative scenarios, anticipate future risk, and select and evaluate mitigation and/or adaptation strategies for implementation.
4. **Public engagement consultant.** Contractors for the City of Duluth selected with its partners who can convene and facilitate technical and group processes. These groups may include:
 - A. **A technical advisory group** comprised of agencies such as FEMA, the USACE, Minnesota DNR, Minnesota PCA, Duluth Seaway Port Authority, Minnesota Homeland Security and Emergency Management, and others whose services, data, regulatory responsibilities, and funding opportunities bear on the coastal hazard mitigation remedies under study.
 - B. **A stakeholder advisory group** comprised of the City of Duluth, MP50 and other invited representatives of groups who are interested in the affected resources and properties.
 - C. **A public engagement process** to inform the general public about the options under study and solicit input from a diversity of residents.

Timeline - This table will be adapted as action items are completed and new ones develop.

| Date | Task | Expected Outcomes | Comments |
|-------------------------|----------------------------|---|--|
| Oct 2021 | Section 111 study approved | \$50K for development of a Federal Interest Determination (FID) | |
| Oct 2021 – Jan 15, 2022 | FID analysis | Approval to proceed with the Section 111 feasibility study | The FID is basically a short analysis by the District team |

| | | | to evaluate if there is a federal interest in the project. |
|--------------------|---|---|--|
| Date | Task | Expected Outcomes | Comments |
| Dec – Jan 15, 2022 | Dr. John Swenson (UMD) will contact Jim Selegan (USACE) and prepare review of the 2001 Section 111 report's technical aspects | Present findings for consideration of the issues, gaps, and data needs | Independent review to provide input from local experts for the Section 111 study considerations. |
| Jan - March, 2022 | USACE gathers and reviews background/historical data and any recent materials (e.g., Coastal Resiliency Study), as necessary to prepare for a charrette to help define and scope the work Section 111 work. | Prepare, facilitate and follow-up materials for a 1 to 2 day charrette with the partners and stakeholders | Design the questions, alternatives and concepts for the Section 111 study with assistance from local technical professionals, as needed. |
| Feb 2022 | Section 111 Charrette | Review and response from technical professionals and locals to help design the project | |
| April– Dec 2022 | USACE collects data, analyzes, models in accordance with prescribed work determined during the charrette. | USACE carries out study under their authorization. Should other studies be necessary, funding will need to be sought. | This USACE work has to meet the Section 111 study requirements only. If other work is needed, additional tasks will be required. Hopefully, this can be determined as part of the charrette. |
| June – July 2022 | Apply for planning funds through HMGP (hazard mitigation grant program) advanced assistance program for MP50 | 2023 funding potential for the MP50 long range plan | |
| Oct 2022 | USACE outreach on work to date | Partner/Stakeholder information meeting | Status of scientific findings and discussion of possible alternative scenarios. This includes a discussion of funding sources and responsibilities. |

| Date | Task | Expected Outcomes | Comments |
|-----------------|--|--|---|
| Sept – Dec 2022 | The City will continue to seek other funding sources for a MP50 plan that is action oriented. | Funding ready for planning to begin in 2023 | The City will plan and organize an inclusive community engaged process to invite all partners and stakeholders to the table |
| Dec 2022 | USACE outreach on work to date | Partner/Stakeholder information meeting | Review costs and risks associated with alternative solutions |
| April 2023 | MN Point planning underway | A long range plan for all of Minnesota Point | The City will use Section 111 outcomes and any other studies as scientific basis for decision-making |
| Mar – Apr 2023 | USACE completes Section 111 analysis including the remedy or remedies they would be willing to select, pending City decision-making. | | |
| May 2023 | City undertakes public decision-making process to select its preferred Section 111 remedy. | | |
| Dec 2023 | USACE and City agree on remedy and project financing, complete Section 111 study, and enter project agreement | | |