

Community Development Committee

Meeting date: September 3, 2019

Environment Committee

Meeting date: September 10, 2019

For the Metropolitan Council meeting of September 25, 2019

Subject: City of Greenwood 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22155-1

District(s), Member(s): District 3, Christopher Ferguson

Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

Staff Prepared/Presented: Jake Reilly, Senior Planner (651-602-1822)
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)
Kyle Colvin, Engineering Programs, Manager (651-602-1151)

Division/Department: Community Development / Regional Planning
Environmental Services / Technical Services

Proposed Action

That the Metropolitan Council adopt the attached Advisory Comments and Review Record and take the following actions:

Recommendations of the Community Development Committee

1. Authorize the City of Greenwood to place its 2040 Comprehensive Plan into effect.
2. Advise the City to implement the advisory comments in the Review Record for Forecasts, Water Supply, and Land Use.

Recommendation of the Environment Committee

1. Approve the City of Greenwood's Comprehensive Sewer Plan.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Greenwood to implement its 2040 Comprehensive Plan (Plan).

Community Development Committee

1. As stated in the *Local Planning Handbook*, the City must take the following steps:
 - a. Adopt the Plan in final form after considering the Council's review recommendations as contained in the body of this report.
 - b. Submit one hard copy and one electronic copy of the Plan to the Council. The electronic copy must be submitted as one unified file.
 - c. Submit to the Council a copy of the City Council resolution evidencing final adoption of the Plan.
2. The *Local Planning Handbook* also states that local governments must formally adopt their comprehensive plans within nine months after the Council's final action. If the Council has recommended changes to the Plan, local governments should incorporate those recommended changes into the Plan or respond to the Council before "final adoption" of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governments must adopt official controls as identified in their 2040 comprehensive plans and must submit copies of the official controls to the Council within 30 days after the official controls are adopted. (Minn. Stat. § 473.865, subd. 1)
4. Local governmental units cannot adopt any official controls or fiscal devices that conflict with their comprehensive plans or which permit activities in conflict with the Council's metropolitan system plans (Minn. Stats. §§ 473.864, subd. 2; 473.865, subd. 2). If official controls conflict with comprehensive plans, the official controls must be amended within 9 months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

Environment Committee

1. The Council-approved Comprehensive Sewer Plan becomes effective only after the Plan receives final approval from the local governmental unit's governing body. After the Plan receives final approval from the City and the Comprehensive Sewer Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Comprehensive Sewer Plan.
2. A copy of the City Council resolution adopting its 2040 comprehensive plan, including its Comprehensive Sewer Plan, must be submitted to the Council.

Background

The City of Greenwood is located in south-central Hennepin County. It is surrounded by the communities of Deephaven, Excelsior, Shorewood, and Orono.

The City submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stats. §§ 473.851 to 473.871) and the Council's 2015 System Statement requirements.

Review Authority & Rationale

Minn. Stat. § 473.175 directs the Metropolitan Council to review a local government's comprehensive plan and provide a written statement to the local government regarding the Plan's:

- **Conformance** with metropolitan system plans
- **Consistency** with the adopted plans and policies of the Council
- **Compatibility** with the plans of adjacent governmental units and plans of affected special districts and school districts

By resolution, the Council may require a local government to modify its comprehensive plan if the Council determines that "the plan is more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans" (Minn. Stat. § 473.175, subd. 1).

Each local government unit shall adopt a policy plan for the collection, treatment, and disposal of sewage for which the local government unit is responsible, coordinated with the Metropolitan Council's plan, and may revise the same as often as it deems necessary (Minn. Stat. § 473.513).

The attached Review Record details the Council's assessment of the Plan's conformance, consistency, and compatibility, and is summarized below.

Review Standard	Review Area	Plan Status
Conformance	Regional system plan for Parks	Conforms
Conformance	Regional system plan for Transportation, including Aviation	Conforms
Conformance	Water Resources (Wastewater Services and Surface Water Management)	Inconsistent
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Inconsistent
Consistency with Council Policy	Forecasts	Consistent
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	Consistent
Consistency with Council Policy	Water Supply	Consistent
Consistency with Council Policy	Community and Subsurface Sewage Treatment Systems (SSTS)	Consistent
Compatibility	Compatible with the plans of adjacent and affected governmental districts	Compatible

Thrive Lens Analysis

The proposed 2040 comprehensive plan is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

Funding

None.

Known Support / Opposition

There is no known local opposition to the 2040 comprehensive plan.

REVIEW RECORD

City of Greenwood 2040 Comprehensive Plan

Review File No. 22155-1, Business Item No. 2019-242-JT

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

Regional Parks and Trails

Reviewer: Colin Kelly, Community Development (CD) - Regional Parks (651-602-1361)

The Plan conforms to the 2040 Regional Parks Policy Plan for the Regional Parks System element. Three Rivers Park District is the park implementing agency for Regional Parks System components in Greenwood, for which the Plan accurately describes the Regional Parks System components. Regional Trails located within the City include the Lake Minnetonka LRT Regional Trail. There are no state or federal lands within the City.

Regional Transportation, Transit, and Aviation

Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)

The Comprehensive Plan (Plan) conforms to the 2040 Transportation Policy Plan (TPP) adopted in 2015. It accurately reflects transportation system components of the TPP as well as applicable land use policies for regional transitways. The Plan is also consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight.

Roadways

The Plan conforms to the Highways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials, which includes MN Highway 7.

The Plan accurately reflects the regional functional classification map of A-minor arterials, and has delineated major and minor collectors; most of the streets in Greenwood are classified as local streets.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting is consistent with regional methodology.

Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the City is within Transit Market Area IV and Emerging Market Area III.

The Plan is consistent with the policies of the Transit system element of the TPP. The Plan addresses community roles related to its Community Designation of Suburban.

Aviation

The Plan conforms to Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions and addresses seaplane use.

Bicycling and Walking

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. The Plan identifies existing and future segments of, and connections to, the Regional Bicycle Transportation Network (RBTN) and regional trails. There is a Tier 1 alignment and a Tier 2 corridor in the City. The Plan is also consistent with Bicycle and Pedestrian policies of the TPP.

Freight

The Plan is consistent with Freight policies of the TPP. There is one principal arterial and no A-Minor arterials, so there is little freight that travels through Greenwood.

Transportation Analysis Zones (TAZs)

The Plan conforms to the TPP regarding TAZ allocations. The City's TAZ allocations for employment, households, and population appropriately sum to the Council's citywide forecast totals for all forecast years.

The City's planned land uses and areas identified for development and redevelopment can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the community's Thrive designation of Suburban.

Water Resources

Wastewater Service

Reviewer: Kyle Colvin, Environmental Services (ES) – Engineering Programs (651-602-1151)

The Plan conforms to the 2040 Water Resources Policy Plan (WRPP). The Plan is in conformance with the 2040 Water Resources Policy Plan (WRPP). It represents the City's guide for future growth and development through the year 2040. It includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by Metropolitan Council Environmental Services. All wastewater generated within the City is conveyed through Council Interceptors 6-GW-649, 7017, and 6-DH-545. All flow is treated at the Council's Blue Lake Wastewater Treatment Plant in Shakopee. The Plan projects that the City will have 300 sewered households and 130 sewered employees by 2040. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth forecasts.

The Plan provides sanitary flow projections in 10-year increments. The rationale for the projections is given in the Plan and determined appropriate for planning local services. The Council is committing to provide the level of wastewater service based on the sewered forecasts as stated in the sewer element of the Plan.

The Plan defines the community's goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal (city) and private property sanitary sewer systems. The Plan includes a summary of activities and programs intended to investigate and mitigate I/I from both public and private property sources including system smoke testing, MH sealing, casting raising, or relocation out of flood prone areas, and conducted a self-reporting sump pump survey.

The Plan describes the requirements and standards for minimizing I/I and references City Ordinance (Section 310.30) that prohibits the discharge of stormwater, surface water, and groundwater from roof drains, sump pumps, foundation drains, cooling water, and cistern overflows to the sanitary sewer

system and requires the disconnection of such connections if discovered. The Ordinance also requires property owners to allow City staff or its authorized representatives access into private property buildings to confirm there are no prohibited connections to the wastewater collection system.

The Plan describes the sources, extent, and significance of existing I/I within the entire wastewater collection system and acknowledges that a significant amount of I/I is from private property sources. It provides a description of an implementation plan for preventing and eliminating excessive I/I from entering both the municipal and private property sewer systems. The Plan states that most of the City was developed before 1970 when clay tile services were standard, which is of significance since clay tile pipe can become more susceptible to I/I as it ages. The City by comparing wastewater flow data during high lake level periods in Lake Minnetonka has determined that the collection system is not significantly impacted by infiltration. However, system peak flow in response to wet weather events have exceeded the City’s assigned limits resulting in work plan assignments from the Council.

Sewer Element Comments

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Suburban communities. It was found to be consistent with Council policies. Upon adoption of the Plan by the City, the action of the Council to approve the Sewer Plan becomes effective. At that time, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the approved Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Council for its records.

Surface Water Management

Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan is consistent with Council policy requirements and in conformance with the Council’s WRPP for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. The City of Greenwood lies within the oversight boundaries of the Minnehaha Creek Watershed District. Greenwood submitted a draft Local Water Management Plan (LWMP) update to the Council in August 2018. Council Water Resources staff reviewed and commented on the draft LWMP to the City and Watershed District in a letter dated August 7, 2018. The Minnehaha Creek Watershed District approved the LWMP on January 10, 2019 and the City adopted the final LWMP on April 3, 2019. The Plan incorporates the City’s final LWMP as Attachment J.

Consistency with Council Policies

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City’s Plan and find that it is consistent with the Council’s policies, as detailed below.

Forecasts

Reviewer: Paul Hanson, CD – Research (651-602-1642)

The Plan includes, in the Table on page 17, the Council forecast for the City. For reference:

Table 1. City of Greenwood Forecasts

	Census 2010	Estimated 2017	Council Forecasts		
			2020	2030	2040
Population	688	724	680	670	650
Households	290	306	300	300	300
Employment	82	155	110	120	130

All forecasts tables throughout the Plan are consistent and with little anticipated growth, the City appears to have enough land guided to accommodate future household growth.

Advisory Comments

Although the City has acknowledged that current Population, Household, and Employment estimates (2017) all exceed the City's 2040 Forecasts, they have chosen to not request an official forecast change at this time, Council Staff still advises the City to consider a formal forecast change request in the coming years to better represent future conditions more accurately.

Thrive MSP 2040 and Land Use

Reviewer: Jake Reilly, CD – Local Planning Assistance (651-602-1822)

The Plan is inconsistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the *Thrive* community designation of Suburban (Figure 2). *Thrive* describes Suburban communities as those that saw their primary era of development during the 1980s and early 1990s as Baby Boomers formed families and entered their prime earning years.

Suburban communities are expected to plan for forecasted population and household growth at overall average densities of at least five units per acre, and target opportunities for more intensive development near regional transit investments at densities and in a manner articulated in the TPP. Plans are also required to identify areas for redevelopment, particularly areas that are well-served by transportation options and nearby amenities and that contribute to better proximity between jobs and housing.

The existing land uses in Greenwood are 70% residential, as shown in Figure 3. The commercial uses make up less than 4% of the land area of the City. The Plan's vision and goals focus on protecting natural and historic resources and maintaining the existing character of residential neighborhoods. Lake Minnetonka represents a significant natural resource in the City, and land use policy prohibits development within 50 feet of the lakeshore. The City does not anticipate any household growth, as reflected in the forecast.

The Plan is inconsistent with land use and residential density policies for the Suburban community designation. *Thrive* calls for Suburban communities to plan for forecasted population and household growth at overall average densities of at least 5 units per acre. The Plan identifies the City as fully developed with one vacant parcel available for new construction and/or redevelopment. There is no acreage identified as available for redevelopment and no land is anticipated to be redeveloped during this timeframe other than at the same intensity of use. Therefore the existing residential density of 2.24 units per acre is expected to be static through 2040. The Plan does identify that subdivision of lots greater than 30,000 square feet is possible, but that given a minimum lot size of 15,000 square feet, the greatest density anticipated is 2.9 units per acre.

Given previous development patterns, the lack of planned residential development or redevelopment opportunities within the planning timeframe, and the consideration that the City's household growth is not forecasted to increase between 2020 and 2040, Council staff find that this is not an underutilization of the wastewater system. Given this, the Plan is not more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans.

Advisory Comments

Council staff advise the City that if redevelopment opportunities present themselves, the City must meet the minimum density of 5 units per acre and request a comprehensive plan amendment for review. The Plan references the 10-acre Old Log Theatre site, which is zoned for residential uses (Plan page 10). Council staff recommend City staff evaluate the potential for redevelopment of the theater site, in the future.

Housing

Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)

The Plan is consistent with the *2040 Housing Policy Plan*. As of 2016, the City currently has 330 homes including more than 30 multifamily units and nearly 300 single-family homes. Approximately 40 homes are rented. More than 30 housing units are currently affordable to households earning under 80% of Area Median Income (AMI), however, nearly 40 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. The City currently has no publicly subsidized affordable housing.

The City does not have an allocation of affordable housing need in the 2021-2030 decade, as it is not expected to experience any household growth.

The Plan identifies maintenance and rehabilitation as its main existing housing need. The housing implementation plan component of the Plan describes that the City will refer interested parties to economic assistance programs available from other agencies.

Water Supply

Reviewer: John Clark, ES – Water Supply Planning (651-602-1452)

The Plan is consistent with WRPP policies related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse.

Because Greenwood relies primarily on private wells and does not own/operate a municipal community public water supply system (PWS), no local water supply plan is required.

Advisory Comment

The Plan should include information about water sources, including plans to protect private water supplies, in appropriate sections of the local comprehensive plan.

Community and Subsurface Sewage Treatment Systems (SSTS)

Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan indicates that Greenwood is entirely served by the local sanitary sewer collection system which directs flow into the MCES interceptor system for ultimate treatment at the Blue Lake Wastewater Treatment Plant in Shakopee. There are no public or privately-owned Community Wastewater Treatment or individual SSTS in operation in the City.

Special Resource Protection

Solar Access Protection

Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)

The Plan is consistent with statutory requirements (Minn. Stat. 473.859) and Council policy regarding planning for the protection and development of access to direct sunlight for solar energy systems as required by the Metropolitan Land Planning Act (MLPA). The Plan includes the required solar planning elements.

Aggregate Resource Protection

Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan indicates, consistent with the Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, that there are no viable aggregate resource deposits available for extraction within the nearly fully developed City.

Historic Preservation

Reviewer: Jake Reilly, CD – Local Planning Assistance (651-602-1822)

The Plan addresses historic and cultural resources as required by the Metropolitan Land Planning Act, under the Protection section of the Plan. The Plan identifies one historic site, a cemetery, as being within the City limits and also identifies other sites that could be identified as being significant. The Plan

indicates that the City has an interest in preserving representative portions of its history through appropriate steps, as needed.

Plan Implementation

Reviewer: Jake Reilly, CD – Local Planning Assistance (651-602-1822)

The Plan includes a statement regarding the capital improvement program, a copy of information addressing the zoning code, the subdivision code, and the housing implementation program.

The Plan, with supplemental materials, describes the official controls and fiscal devices that the City will employ to implement the Plan. Specific implementation strategies are contained in an Implementation Plan and capital improvements planning is identified as being on an as-needed basis.

Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed Plan is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

Documents Submitted for Review

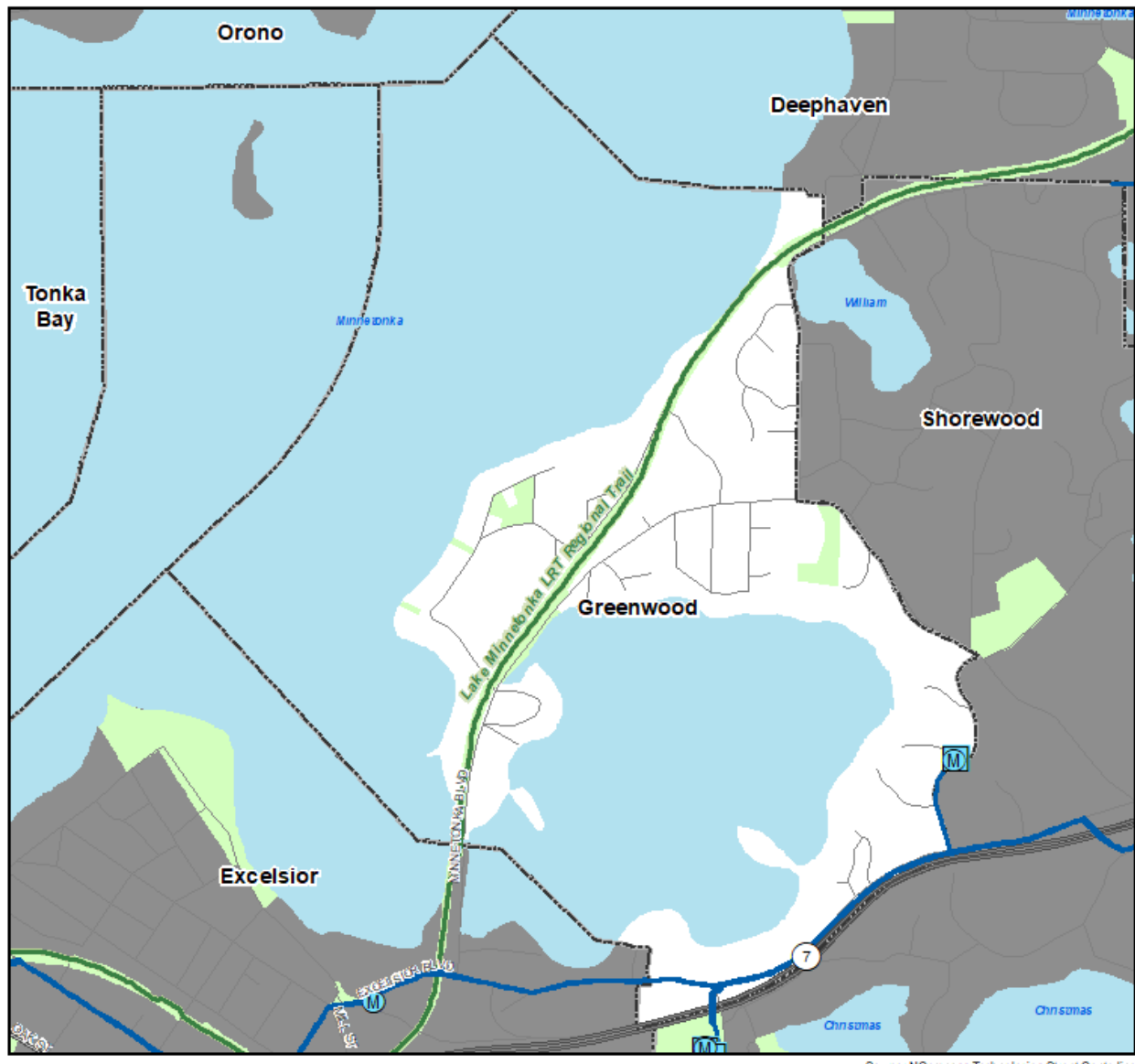
In response to the 2015 System Statement, the City submitted the following documents for review:

- December 20, 2018: Greenwood 2040 Comprehensive Plan
- January 8, 2019: Resolution approving submission to the Metropolitan Council
- June 6, 2019: Revisions to the housing plan, surface water management plan, wastewater plan, and the implementation, land use, transportation, and special resource protection and development sections

Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Existing Land Use
- Figure 4: 2040 Planned Land Use

Figure 1. Location Map with Regional Systems



Source: NCompass Technologies Street Centerline

Regional Systems

Transportation

- Transitways**
2040 Transportation System Policy - adopted January 2015
- Existing
 - Planned Current Revenue Scenario
 - Planned Current Revenue Scenario - CTIB* Phase 1 Projects
 - Potential Increased Revenue Scenario

- Regional Highway System**
- Existing Principal Arterials
 - Planned Principal Arterials
 - Existing Minor Arterials
 - Planned Minor Arterials
 - Existing Other Arterials
 - Planned Other Arterials

Recreation Open Space

- Regional Parks**
- Existing (Open to Public)
 - In Master Plan (Not Open to Public)
 - Planned Units
- Regional Trails**
- Existing (Open to Public)
 - Existing (Not Open to Public)
 - Planned

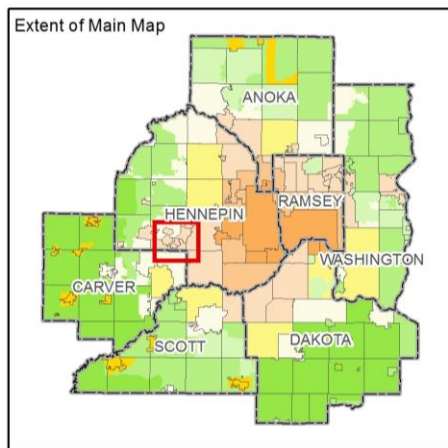
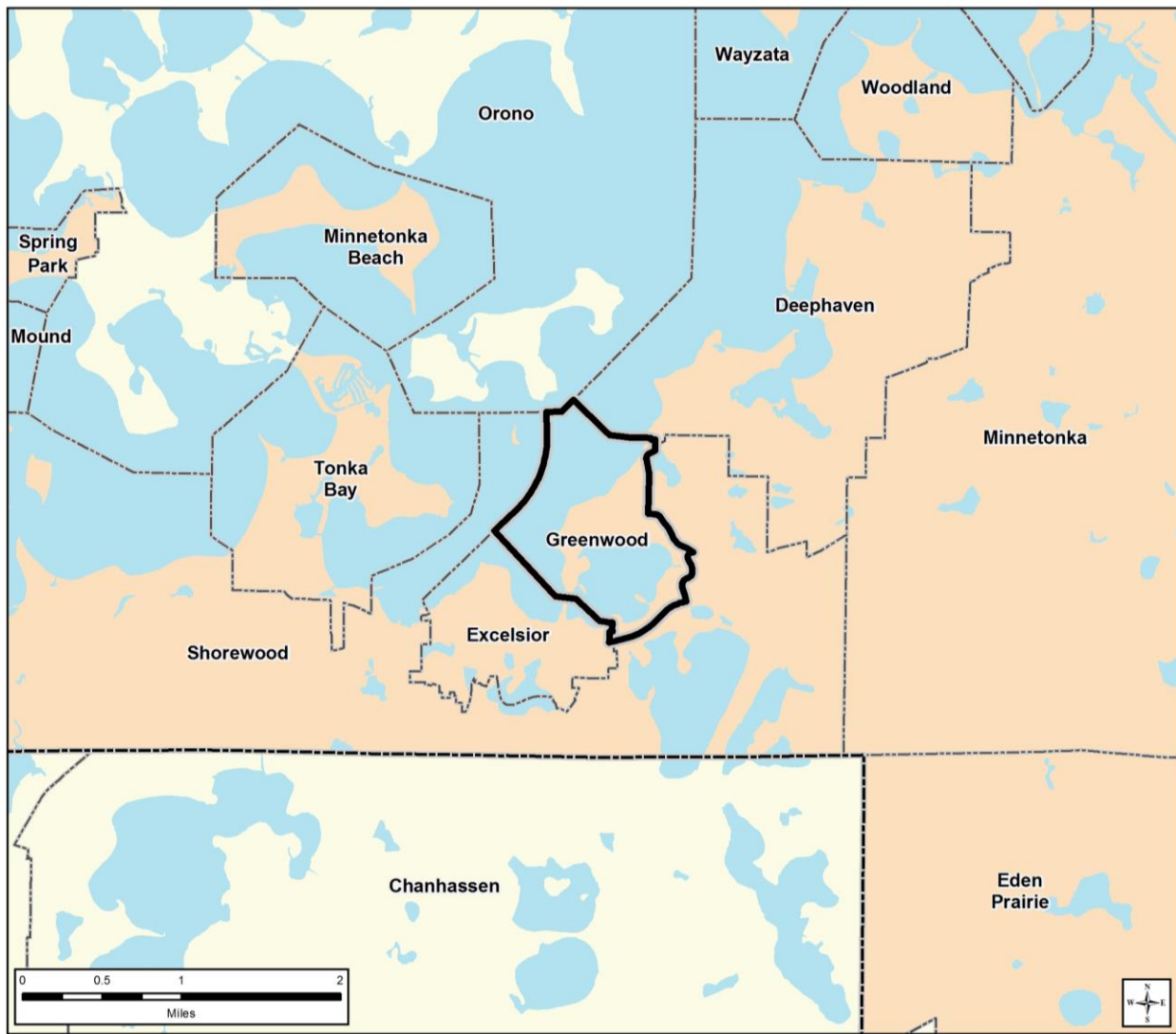
- Wastewater**
- Meters
 - Lift Stations
 - MCES Interceptors
 - MCES Treatment Plants

Regional Park Search Areas and Regional Trail Search Corridors

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors
- Local Streets
- Existing State Trails
- Other Parks, Preserves, Refuges and Natural Areas

* Counties Transit Improvement Board (CTIB)

Figure 2. Thrive MSP 2040 Community Designations



Community Designations

- Outside Council planning authority
- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- County Boundaries
- City and Township Boundaries
- Lakes and Major Rivers

Figure 3. Existing Land Use

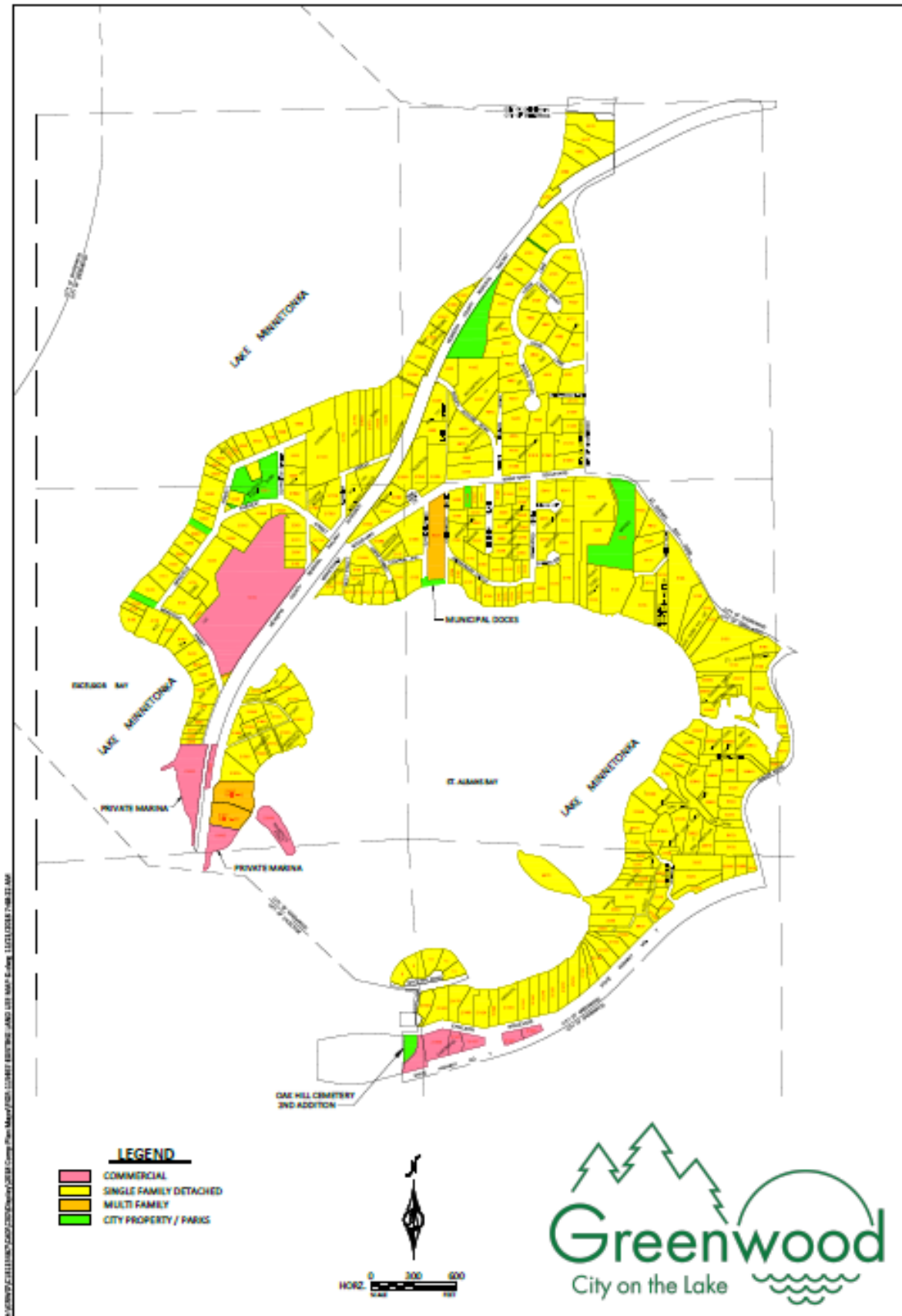


Figure 4. 2040 Planned Land Use

