

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 Woodland 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22171-1

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 Woodland to place its 2040 Comprehensive Plan into effect.
2. Advise the City to implement the advisory comments in the Review Record for Housing and Water Supply.

Recommendation of the Environment Committee

1. Approve the City of Woodland’s Comprehensive Sewer Plan.



Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Woodland 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. Stat. §§ 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 Woodland is located in central Hennepin County. It is surrounded by the communities of Wayzata, Minnetonka, and Deephaven.

The City submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. §§ 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)	Consistent
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
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 Woodland 2040 Comprehensive Plan

Review File No. 22171-1, Business Item No. 2019-243 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 would be the Park implementing agency for Regional Parks System components in the City of Woodland, however there are no Regional Parks System components in the City, and there are no state or federal recreation lands in the City, as shown in Figure 1.

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. 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, of which there are none.

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 Woodland are public and private streets, that the majority of them terminate in dead-ends or cul-de-sacs.

The Plan identifies all the required characteristics of the community'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.

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. The Plan is also consistent with Bicycle and Pedestrian policies of the TPP.

Freight

The Plan is consistent with Freight policies of the TPP. Since there are no principal arterials or A-Minor's there is little freight that travels through Woodland.

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 city-wide 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)*. 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 Interceptor 7073. Direct wastewater service is provided to the City from Minnetonka and Deephaven which bill Woodland directly for the service. All flow is treated at the Council's Blue Lake Wastewater Treatment Plant in Shakopee. The Plan projects that the City will have 54 sewer households and no sewer employees by 2040. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth forecasts.

Since the City plans to add only two additional homes by 2040, the Plan does not provide sanitary flow projections. Based on the negligible increase of flow from the two additional homes, the Council can commit to the same level of wastewater service as it currently does for the City.

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 primarily through televising the City-owned collection system and noting sources if I/I coming into the public system directly, and clear water discharges from private services.

The Plan describes the requirements and standards for minimizing I/I and references City Ordinance (Chapter 12, Section 1205.05, Subdivision 2(e)) that prohibits the connection of roof drains, exterior foundation drains, area drains or other clear water surface or groundwater sources into the sanitary sewer system. Section 1205 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. Wastewater services were provided to the City in 1997 through an extension of the City of Minnetonka’s collection system. The system consists entirely of Polyvinyl Chloride (PVC) gasketed joint pipe. MH structures were constructed with external joint barrier wrap and casting seals (Chimney seals). Due to its age and material type, and based on televised inspection of the system, the Plan states that there is no excessive I/I within the local system. At the time of the extension of wastewater services, 45 existing homes were connected to the system. The Plan does not indicate if private service laterals were installed between the house and connection to the collection system, or if the connection was facilitated at the pre-existing septic tank. The latter method would have left the older service lateral in use between the house and septic system which could be more susceptible to I/I. The Plan states that the City televises the entire public collection system every three years.

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 complete and 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. Woodland lies entirely within the oversight boundaries of the Minnehaha Creek Watershed District (Watershed District). Woodland submitted a draft Local Water Management Plan (LWMP) 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 LWMP was approved by the Watershed District on January 10, 2019 and adopted by the City on April 8, 2019. The Plan incorporates the final adopted LWMP in an Appendix.

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 substantially consistent with the Council’s policies, as detailed below.

Forecasts

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

All forecasts tables throughout the Plan and supplemental information are consistent. With little to no forecasted household growth forecasted for Woodland between 2017 to 2040, the Plan meets all Council requirements for Forecasts.

Table 1. City of Woodland Forecasts

	Census 2010	Estimated 2017	Council Forecasts		
			2020	2030	2040
Population	437	462	450	440	440
Households	169	178	180	180	180
Employment	8	13	0	0	0

Thrive MSP 2040 and Land Use

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

The Plan is consistent 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 Woodland are entirely residential, as shown in Figure 3. There is no commercial or industrial land within the City limits. The Plan's vision and goals focus on promoting the existing character of the community and maintaining the natural resources in the community, which include forested areas, lakes, and substantial wetlands. The lakes, which include Lake Marion, Lake Minnetonka, and Shaver's Lake, makes up 16% of the area encompassed by the municipality. Residential land uses occupy 91% of the City's land area with the remainder being covered by wetlands. The City does not anticipate any household growth, as reflected in the forecast.

The Plan is consistent 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 in sewer-served areas. However, no growth is forecasted for the City. The Plan identifies the City as a fully built out community where most housing units are served by SSTS and the City has no plans to expand the sewer service that is provided to the community. The Plan carries forward guided land uses from the City's 2030 Plan, and does not anticipate any changes to existing development patterns (Figure 4).

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 more than 190 homes all of which are single-family homes. Roughly 10 homes are rented. An estimated eight housing units are currently affordable to households earning under 80% of Area Median Income (AMI), however, more than 20 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. Notably, there is one unit affordable to households with income at or below 30% AMI and roughly five cost burdened households with incomes at or below 30% AMI.

The Plan identifies existing housing needs including maintenance of existing housing stock, preservation of unsubsidized housing, and creating opportunities for residents at all life stages. The City does not currently have any publicly subsidized 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 sewer-served growth.

The housing implementation plan component of the Plan describes that the City will consider external funding sources for the maintenance of housing. The Plan also indicates that the City will consider partnership with community land trusts to preserve unsubsidized affordable housing. The Plan states that they will update procedures to ensure that staff can refer residents to applicable housing programs and services.

Advisory Comments

The Plan alludes to connecting with a community land trust or bank, but does not name any organizations or opportunities, such as the Greater Minnesota Housing Fund's NOAH Impact Fund,

explicitly. The Plan will be stronger if the NOAH Impact Fund is named in reference to relevant agencies to support the preservation of unsubsidized, or “naturally occurring,” affordable housing.

Water Supply

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

The Woodland’s 2040 comprehensive 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 the City 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 Comments

The Plan provides sound information as it relates to groundwater and surface water resources. The Plan should include information about water sources, including plans to protect private water supplies, in appropriate sections. The City is encouraged to work with the Minnesota Department of Health and Hennepin County to identify and seal abandoned wells in order to prevent contamination of groundwater resources. The City should also collaborate with Minnetonka to inform the citizens served by Minnetonka’s PWS about wellhead protection and water efficiency and conservation measures to reduce contamination and water demand. This information would also be useful for those that use private wells. The Council’s Conservation Toolbox is an online tool with resources to support community efforts to promote water efficiency and conservation.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan indicates that 54 households are connected to a municipal sanitary sewer system, leaving approximately 126 SSTS in operation in the City. All properties in the Assembly Grounds/Groveland neighborhood and a few additional nearby properties were provided municipal sanitary sewer service through the City of Minnetonka in 1997, but no further sewer extensions are planned at this time. City SSTS Code Section 705 is consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and Council 2040 Water Resources Policy Plan requirements.

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 is silent on the potential for aggregate mining in the City. The Council’s aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46* indicates there are no viable aggregate resource deposits available for extraction within the fully developed community.

Historic Preservation

Reviewer: Jake Reilly, CD – Local Planning Assistance (651-602-X1822)

The Plan addresses historic preservation as required by the Metropolitan Land Planning Act, under the Historic Preservation section of the Plan. The Plan indicates that the City has an interest in preserving 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

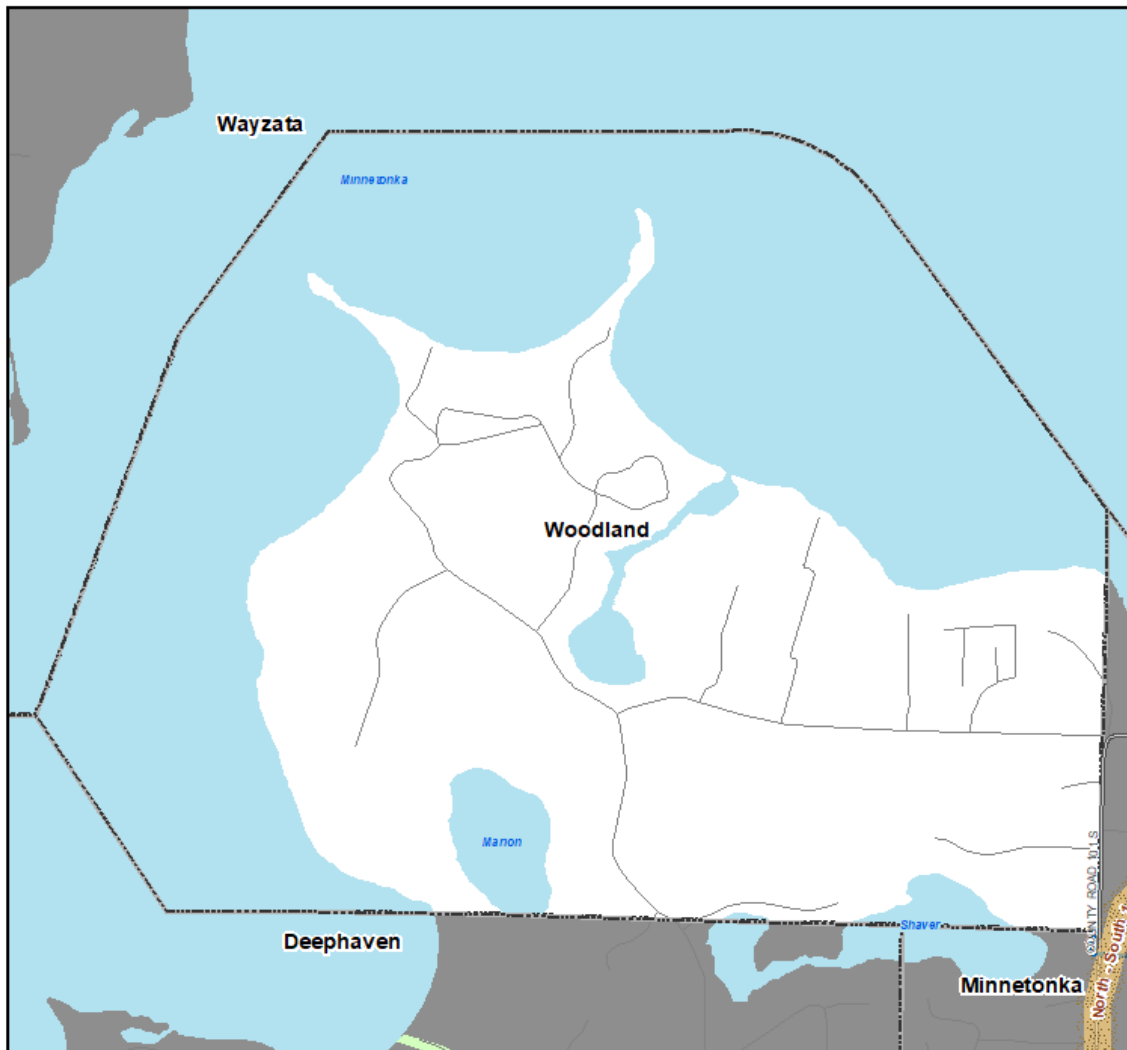
In response to the 2015 System Statement, the City submitted the following documents for review:

- December 31, 2018: Woodland 2040 Comprehensive Plan
- July 5, 2019: Revisions to the wastewater plan, water supply plan, surface water management plan, and the housing, land use, transportation, and parks sections.

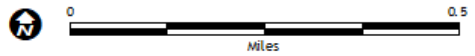
Attachments

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

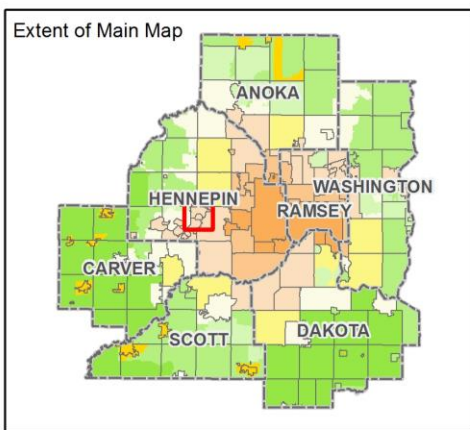
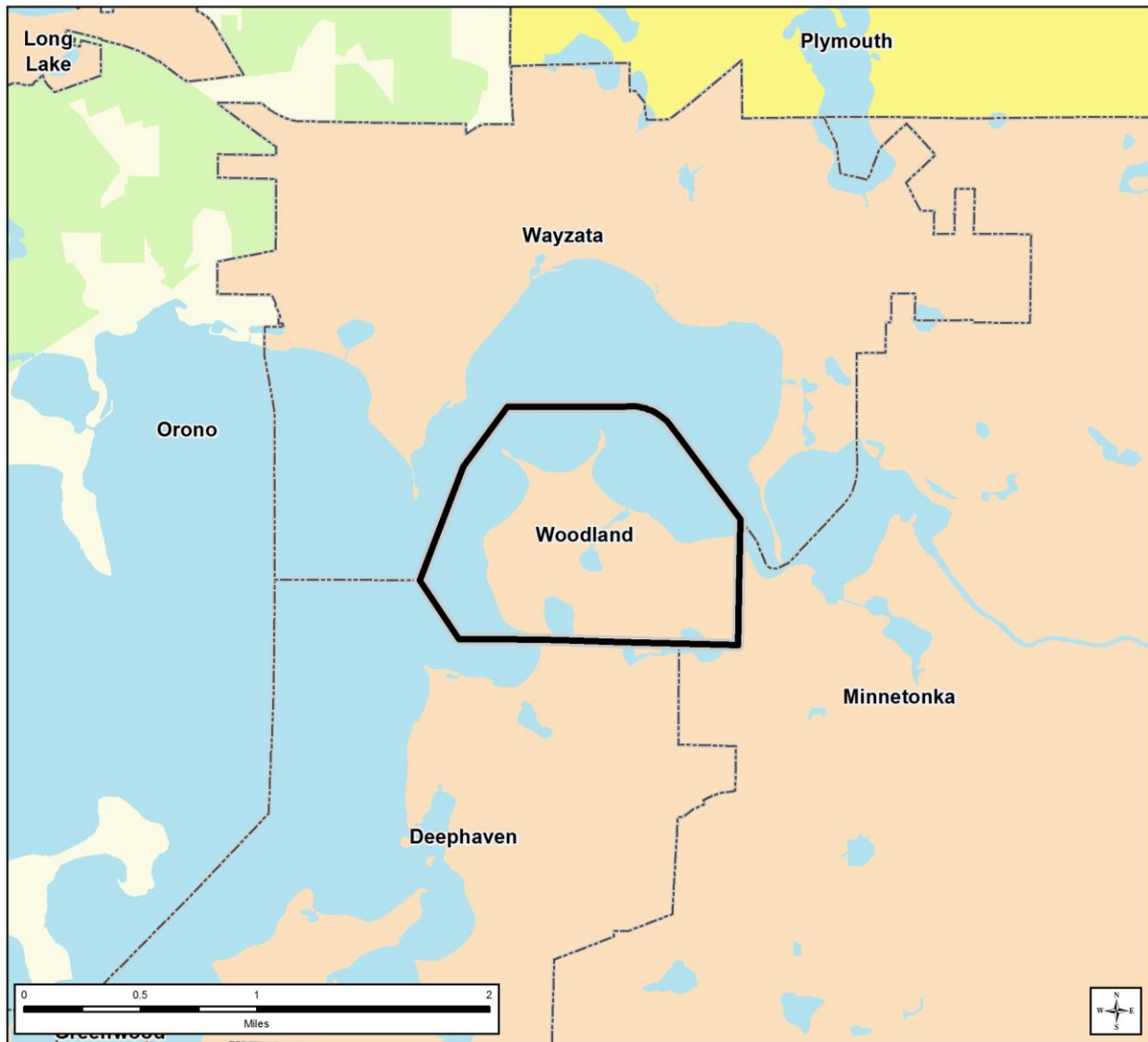
- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

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. Current Land Use

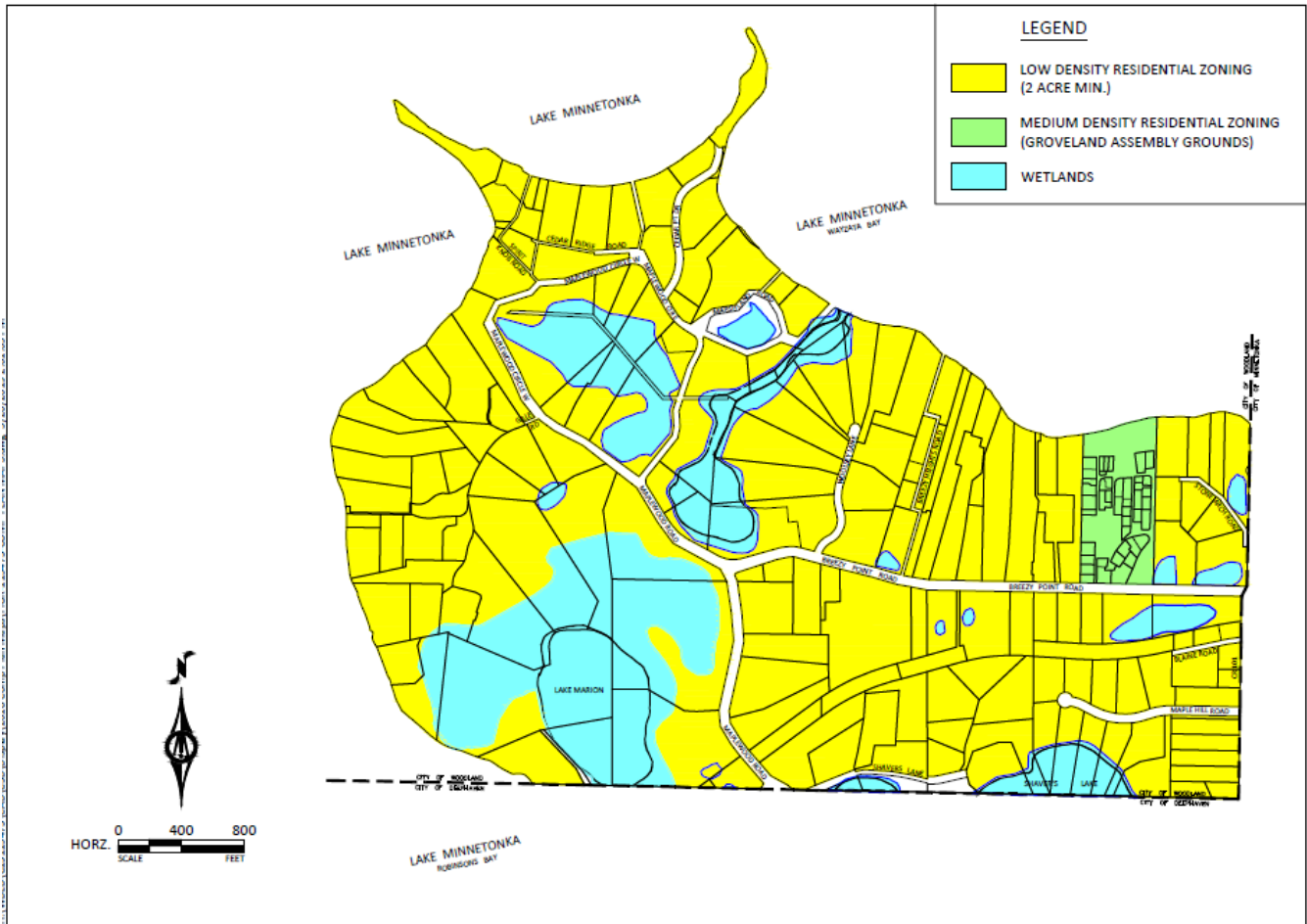


Figure 4. Proposed 2040 Land Use

