

C Community Development Committee

Item:
2011-368

For the Metropolitan Council meeting of January 11, 2012

Subject: City of Wayzata Comprehensive Plan Amendment, Local Scenic Byways Review File No. 20529-3

Proposed Action:

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

1. Adopt the attached review record and allow the City of Wayzata to put the Local Scenic Byways comprehensive plan amendment (CPA) into effect.
2. Advise the City that the Council will continue to support the designation and function of CSAH 101/Bushaway Road as an "A" Minor arterial (expander).
3. Find that the proposed CPA does not change the City's forecasts.

Summary of Committee Discussion / Questions:

Community Development Committee

Caswell presented the staff report, and explained that Wayzata is proposing an overlay designation of Scenic Byway for Shoreline Drive, Lake Street, Eastman Lane, McGinty Road and County State Aid Highway (CSAH) 101/Bushaway Road.

Hennepin County the City of Minnetonka submitted letters to Wayzata opposing the overlay designation for County Road 101/Bushaway Road.

The CDC commented that the letters of objection were approximately six months old, and asked if they still objected to the amendment. Caswell explained that while Wayzata did revise the amendment, the proposed overly designation along County Road 101 was unchanged which was the subject of the objections and therefore unlikely to have changed. The committee asked if staff could follow up with Hennepin County and Minnetonka to ask for a current letters of position. Those responses are attached, and show continued opposition.

Ann Braden, Council transportation division staff, addressed the committee and explained that County Road 101, while being an A minor arterial expander, is not a regional metropolitan highway and the Council, therefore, lacks the authority to require Wayzata to modify its comprehensive plan amendment. She also explained that because it is a county road, Hennepin County has jurisdiction over its function.

Wayzata City Council member and mayor pro-tem, Jack Amdal, addressed the committee. He explained that the City is hoping to qualify for state or federal funding under the Scenic Byways program. He further stated that the City understands the County transportation plans have priority over the City's designation. Mr. Amdal indicated that he City understands and accepts Council staff recommendations regarding the functional classification of County Road 101/Bushaway Road.

The committee adopted the proposed action by vote of six in favor and two opposed.



Hennepin County Transportation Department

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December 29, 2011

Ms. Ann Braden, Senior Planner
Metropolitan Council
390 Robert Street North
St. Paul, MN 55101-1805

Re: City of Wayzata 2030 Comprehensive Plan
Proposed Comprehensive Plan Amendment
Scenic Byways Roadway Designation

Dear Ms. Braden:

This letter responds to your request for clarification on our position regarding the City of Wayzata's proposed amendment to the city comprehensive plan to add a scenic byways roadway designation.

The City of Wayzata asked Hennepin County for comments on the initial wording of the amendment which resulted in our response letter of June 17, 2011 (attached). Subsequently, the city modified the amendment for its submittal to the Metropolitan Council in October 2011. On October 24, 2011, you contacted Minnetonka and Hennepin County asking for a follow-up response to the modified amendment, which we provided on October 25 (attached).

We continue to believe that this proposed amendment is inconsistent with the comprehensive plan of Hennepin County and incompatible with the A-minor arterial functional classifications of CSAH-15 (Shorewood Drive), and CSAH-101 (Bushaway Road).

Specifically, our concerns are:

- This proposed amendment will ultimately result in diminished regional importance of CSAH-15, CSAH-16 and CSAH-101. The designations will leave an impression that roadway improvements in these corridors would be incompatible with environmental and aesthetic considerations.
- The 2030 Hennepin County Transportation Systems Plan (HC-TSP) recently approved by the Metropolitan Council and adopted by the County Board, identifies CSAH-15 and CSAH-101 as congested corridors – we believe this proposed amendment would be used as a mechanism to severely limit the design options for these corridors.
- To make the amendment appear more universally applied, the most recent version was expanded to include CSAH-15 (Shoreline Drive) and CSAH-16 (McGinty Road) as well as other local streets. The added county road segments are even less scenic and historic than the CSAH-101 corridor, and we object to the inclusion of these roadways as well as CSAH-101.

In summary, we believe the proposed amendment will ultimately result in diminished regional importance for the CSAH-15, CSAH-16 and CSAH-101 corridors which are important components of the county roadway network. Consequently, we do not support the proposed amendment to add scenic byways designations to county roadways in the Wayzata Comprehensive Plan.

Sincerely,

James N. Grube, P.E.
Director of Transportation and County Engineer

JNG/rqb

c. Tom Johnson - Transportation Planning
Phyllis Hanson – Metropolitan Council
Bryan Gadow – Wayzata City Planner
Loren Gordon – Minnetonka City Planner

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December 22, 2011

Metropolitan Council
Attn: Phyllis Hanson
390 Robert St. N.
St. Paul, MN 55101

*RE: Proposed city of Wayzata comprehensive plan amendment -
Scenic Byways Roadway Designation*

Dear Ms. Hanson:

The city of Minnetonka provided written comments to the city of Wayzata in June 2011 regarding the proposed scenic byways roadway designation for Bushaway Road (CSAH 101). Since that letter, the city has proposed revised language and included other local roadways in this designation. Although the city reviewed those revisions, comments in our previous letter specific to CSAH 101 remain valid and unchanged.

As identified in the Minnetonka Transportation Plan, CSAH 101 north of Minnetonka Blvd. is a congested highway corridor. Were the proposed amendment approved, future roadway and trail design solutions benefitting both communities and the region could be hampered.

Although we object to classifying CSAH 101 as a local scenic byway we would not object to the designation of other local roadways. Designation as such would not diminish the functionality of other regional roadways.

Please contact me at (952)939-8296 or lgordon@eminnetonka.com should you have questions.

Regards,



Loren Gordon, AICP
City Planner

Cc: Bryan Gadow, AICP, City Planner
Lee Gustafson, PE, Director of Engineering
Julie Wischnack, AICP, Community Development Director



Community Development Committee

Meeting date: December 19, 2011

Business Item:
2011-368

ADVISORY INFORMATION

Subject:	City of Wayzata Comprehensive Plan Amendment, Local Scenic Byways Review File No. 20529-3
District(s), Member(s):	District 3, Council Member Jennifer Munt
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	Tom Caswell, Principal Reviewer, 651-602-1319 Phyllis Hanson, Local Planning Assistance Manager, 651-602-1566
Division/Department:	Community Development / Planning & Growth Management

Proposed Action

That the Metropolitan Council:

1. Adopt the attached review record and allow the City of Wayzata to put the Local Scenic Byways comprehensive plan amendment (CPA) into effect.
2. Advise the City that the Council will continue to support the designation and function of CSAH 101/Bushaway Road as an "A" Minor arterial (expander).
3. Find that the proposed CPA does not change the City's forecasts.

Background

The Metropolitan Council reviewed the City of Wayzata 2030 Comprehensive Plan (Update) on December 9, 2009.

The first amendment to the Update, of less than one acre, was acted on by the Council in August of 2010.

The CPA proposes to designate a scenic byways overlay classification in the City for County State Aid Highway (CSAH) 101/Bushaway Road; McGinty Rd; Eastman Lane; and Shoreline Drive.

Rationale

The proposed CPA conforms to regional system plans, but is inconsistent with the Regional Transportation System Policy Plan. The CPA is consistent with Council policies for housing, forecasts, water supply, *2030 Regional Development Framework*, Land Use, and water resource management. The CPA is compatible with the plans of school districts, and affected special districts, but not compatible with the plans of Hennepin County and the City of Minnetonka.

Funding

None.

Known Support / Opposition

In June 2011, letters of opposition to this amendment were received by Wayzata from Hennepin County, and the City of Minnetonka (see Attachments A and B).

REVIEW RECORD

City of Wayzata Comprehensive Plan Amendment, Local Scenic Byways Review File No. 20529-3, Council Business Item No. 2011-368

BACKGROUND

The Metropolitan Council reviewed the Update on December 9, 2009.

The first amendment to the Update, of less than one acre, was acted on by the Council in August of 2010.

Wayzata is designated as a Developed Area in the 2030 Regional Development Framework. This amendment does not change the City's forecasts.

REQUEST SUMMARY

The CPA proposes to designate a scenic byways overlay classification to several roads in the City. Specifically, McGinty Rd; Eastman Lane; Lake Street; Shoreline Drive; and County State Aid Highway (CSAH) 101/Bushaway Road. The intention of the Scenic Byways designation is to acknowledge and preserve non-transportation resources, especially the scenic, historic, environmental, recreational, archeological and cultural qualities of these roads.

OVERVIEW

Conformance with Regional Systems

The CPA conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, but is inconsistent with policies of the Transportation Policy Plan.

Consistency with Council Policies

The CPA is consistent with the Council's RDF, with water resources management, and is consistent with Council forecasts.

Compatibility with Plans of Adjacent Jurisdictions

The CPA is not compatible with the transportation plans of Hennepin County and the City of Minnetonka.

PREVIOUS COUNCIL ACTIONS

- The Council acted on the City's Update in December 2009.

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with the RDF and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

ISSUE ANALYSIS AND FINDINGS

CONFORMANCE WITH REGIONAL SYSTEMS

The proposed CPA conforms to regional policies plans for parks, transportation (including aviation), and water resources management.

Transportation

Roads and Transit

Reviewer: Ann Braden, MTS – Systems Planning, (651-602-1705)

Advisory Comment

A Scenic Byway designation of CSAH 101/Bushaway Road is inconsistent with its functional classification designation as an “A” minor arterial (expander).

The plan amendment proposes to designate a scenic byways overlay classification to several roads in the City, including CSAH 101/Bushaway Road which is designated as an “A” Minor Arterial/Expander on the regional functional classification system. The “A” minor arterial system supplements the Metropolitan Highway system and emphasizes mobility as opposed to access. “A” Minor arterial expander roads provide connections between developing areas outside the beltway, and to principal arterials, other minor arterials and collectors. Connections to some local streets are acceptable. “A” Minor arterial expanders serve medium to long trips. Both local and limited stop transit use minor arterials. Hennepin County has jurisdiction over CSAH 101/Bushaway Road and is maintaining its function as an “A” minor arterial. The Council recognizes that CSAH 101/Bushaway Road has particular geometric and design challenges due to its location but supports its continued designation and function as an “A” Minor arterial (expander).

CONSISTENCY WITH COUNCIL POLICY

The proposed CPA is consistent with the Council’s policies for housing, subsurface sewage treatment systems, and water supply. The proposed CPA is consistent with the *2030 Regional Development Framework* (RDF) policies for Diversified Rural communities. The CPA will not change the City’s forecasts.

WITH PLANS OF ADJACENT GOVERNMENTAL UNITS AND PLANS OF AFFECTED SPECIAL DISTRICTS AND SCHOOL DISTRICTS

The proposed CPA is compatible with the plans of affected special districts and school districts. However, the CPA is not consistent with the transportation plans of Hennepin County and the City of Minnetonka (see Attachments A and B).

ATTACHMENTS

Attachment A: Letter from Hennepin County to Wayzata, dated June 17, 2011

Attachment B: Letter from Minnetonka to Wayzata, dated June 30, 2011

Attachment A



Hennepin County Transportation Department

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Medina, MN 55340-5421

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June 17, 2011

Mr. Bryan Gadow, City Planner
City of Wayzata
600 Rice Street East
Wayzata MN 55391-1799

RECEIVED
JUN 20 2011
CITY OF WAYZATA

RE: City of Wayzata 2030 Comprehensive Plan
Proposed Plan Amendment – Scenic Byways Roadway Designation

Dear Mr. Gadow:

The purpose of this letter is to express opposition to the proposed Wayzata 2030 Comprehensive Plan amendment designating Bushaway Road (County State Aid Highway 101) between the south city limits and Wayzata Boulevard as a Scenic Byway, a new roadway classification contained in the amendment. I call your attention to the Plan's Appendix A, section A1.2. regarding minor arterials wherein it is stated, "A well-planned and adequately designed system of principal and "A" minor arterials will allow the City's overall street system to function the way it is intended and will discourage through traffic from using residential streets." In contrast, the proposed amendment section A.3 states, "High volume traffic is not appropriate on scenic byways because these users do not benefit from the attractiveness of the roadway. In addition, the physical nature of the road is not conducive to efficient thru-traffic movement." Bushaway Road is an "A" minor arterial with a high volume of through traffic that, because of its nature, keeps the through traffic volume off other city streets. Thus by its function, it fails to adhere to the Scenic Byway function.

Amendment section 8G. states, "Wayzata's position for the past three decades has been to discourage the widening of CSAH 101 to four lanes at any location." Referring to renumbered Section A7. of the Comprehensive Plan's Transportation Chapter, "the City believes the historic character of the road and its intimate proximity to the corridor's sensitive natural resources limits the ability to expand Bushaway Road beyond a three-lane facility." As city staff is aware, the county has revised the proposed layout for Bushaway Road to provide a two lane road with shoulders, a layout slightly narrower than a three lane section (generally meeting the condition stated in renumbered Section A7.). Insofar as the revised layout essentially meets the stated desire of the city, the Scenic Byway classification appears unnecessary for Bushaway Road.

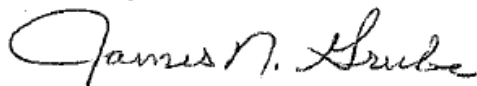
Attention is also directed to the Bicycle/Trail Plan of the Transportation Chapter. Map 5.11 contained therein acknowledges a proposed trail along Bushaway Road. Insofar as the county's Bushaway Road layout proposal includes an off road trail as indicated in Map 5.11 and the map is not revised via the amendment, the county's proposal appears to comply with the Comprehensive Plan and would thus be an acceptable component of the overall Bushaway Road project. The Scenic Byway classification may be in conflict, and inappropriately so.

Bryan Gadow
2030 Comprehensive Plan Amendment
June 17, 2011
Page 2

Finally, I refer you to the Roadway System Plan of the Transportation Chapter wherein it is stated, "This section of the Transportation Plan will identify future roadway improvement needs, while limiting social, environmental and aesthetic impacts." As the reader examines Map 5.5 which identifies current roadway deficiencies and Map 5.6 which indicates a three lane section is preferred for Bushaway Road (see above), the county's proposed two lane/shoulder section (except at McGinty Road and south of Wayzata Boulevard where turn lanes are introduced) appears to be conforming with the various sections of the Comprehensive Plan.

In closing, I urge the city not to classify Bushaway Road, or any other county road, a Scenic Byway. The county's efforts to reduce environmental and societal impacts related to the Bushaway Road reconstruction occurred as an outcome of the public involvement process. The Scenic Byway classification is not relevant and does not change the county's approach to issue reconciliation via context sensitive design.

Sincerely,



James N. Grube
Director of Transportation and County Engineer

JNG/cu

cc: Commissioner Jan Callison
Marthand Nookala
Tom Johnson

Attachment B



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June 30, 2011

City of Wayzata
Brian Gadow, AICP, City Planner
600 Rice Street East
Wayzata, MN 55391

RE: comprehensive plan amendment

Dear Mr. Gadow:

Thank you for the opportunity to review the proposed transportation amendment to the city's comprehensive plan.

The city of Minnetonka objects to the proposed amendment to classify CSAH 101 as a local scenic byway further restricting the ability to address future transportation improvements. As proposed this amendment would not be consistent with adopted city of Minnetonka transportation plan, Hennepin County Transportation Plans and Metropolitan Transportation System plans.

More specifically we offer the following comments:

- Although CSAH 101 is a roadway of local importance, it's regional significance should not be diminished. By definition as an "A" Minor Arterial, mobility is emphasized over individual access.
- Restricting the ability to improve roadway functionality is inconsistent with the coordinated roadway planning efforts the cities of Wayzata, Minnetonka and Hennepin County have been engaged in for many years.
- Restricting roadway improvements will only cause identified current and future congestion issues to become more problematic, expensive and difficult to resolve.

If you have questions, I can be reached at (952) 939-8296 or lgordon@eminnetonka.com.

Regards,

A handwritten signature in black ink, appearing to read "Loren Gordon", is written over a light blue horizontal line.

Loren Gordon, AICP
City Planner

Cc: Lee Gustafson, PE, Director of Engineering
Julie Wischnack, AICP, Community Development Director

Minnetonka...where quality is our nature