

**C** Community Development Committee  
Meeting date: May 18, 2009

**E** Environment Committee  
Meeting date: May 26, 2009

**ADVISORY INFORMATION**

**Subject:** City of Woodland 2030 Comprehensive Plan Update  
Review File No. 20544-1  
Tier II Comprehensive Sewer Plan

**District(s), Member(s):** District 3, Councilmember Bob McFarlin

**Policy/Legal Reference:** Minnesota Statute Section 473.175

**Staff Prepared/Presented:** James P. Uttley, Principal Reviewer, (651-602-1361)  
Phyllis Hanson, Manager, Local Planning Assistance (651-602-1566)  
Kyle Colvin, Engineering Services Asst. Manager, (651-602-1151)

**Division/Department:** Community Development / Planning and Growth Management  
Environmental Services / Engineering Services

**Proposed Action**

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

**Recommendation of the Community Development Committee**

Authorize the City of Woodland to put its 2030 Comprehensive Plan Update into effect.

**Recommendation of the Environment Committee:**

Approve the City of Woodland's Tier II Comprehensive Sewer Plan.

## **ADVISORY COMMENTS**

### **City of Woodland 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan**

Review File No. 20544-1 - Council Business Item No. 2009-158

The following Advisory Comments are part of the Council action authorizing the City to implement its 2030 Comprehensive Plan Update (“Update”) and approving the City’s Tier II Comprehensive Sewer Plan:

#### **Community Development Committee**

1. The City is reminded that Minnesota Statutes 473.864 requires the City to:
  - (a) Formally adopt the Update within nine months following Council action
  - (b) Submit two copies to the Council, and
  - (c) Submit a copy of the City Council Resolution adopting the Update following final action to the Metropolitan Council.
2. Local governmental units must adopt official controls as described in their adopted comprehensive plans and must submit copies of the official controls to the Council within 30 days after official controls are adopted. (Minn. Stat. § 473.865, subd. 1).
3. 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 nine months following amendments to comprehensive plans. (Minn. Stat. § 473.865, subd. 3).
4. The City needs to provide the Council with the date the watershed district approves the SWMP, the date the City adopts the final plan, and a copy of the final plan.

#### **Environment Committee**

1. The Council-approved Tier II Comprehensive Sewer Plan becomes effective after the Update receives final approval by the City Council. After the Tier II Sewer Plan becomes effective, the City may alter, expand or improve its sewage disposal system consistent with the Council-approved Tier II Sewer Plan and the Update.
2. A copy of the City Council Resolution adopting its Update, including the Tier II Sewer Plan, must be submitted to the Council.

## Background

The City of Woodland (City) is located in central Hennepin County, bounded by Deephaven, Minnetonka and Wayzata. Figure 1 shows the general location of Woodland and surrounding communities, and the City's 2030 *Regional Development Framework* (RDF) designation, which identifies Woodland as a "developed" community. The RDF says that developed communities should "accommodate growth forecasts through reinvestment at appropriate densities (5 units plus in developed areas and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity)." Figure 2 shows existing and planned regional systems in Woodland and the surrounding area.

## Rationale – Standard of Review & Findings

1. Does the proposed Plan conform to Regional Systems Plans?
2. Is the Plan consistent with Metropolitan Council policies?
3. Is the Plan compatible with plans of adjacent governmental units and plans of affected special districts and school districts?

### Conformance with Regional Systems Plans:

- |   |     |
|---|-----|
| 1. Regional Parks   | Yes |
| 2. Transportation including Aviation  | Yes |
| 3. Water Resources Management<br>(Wastewater Services and Surface Water Management) | Yes |

### Consistent with Council Policy Requirements:

- |   |     |
|---|-----|
| 1. Forecasts  | Yes |
| 2. Housing  | Yes |
| 3. 2030 Regional Development Framework and Land Use   | Yes |
| 4. Individual Sewage Treatment Systems (ISTS) Program | Yes |
| 5. Water Supply                                       | Yes |

### Compatible with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

- |                                |     |
|--------------------------------|-----|
| 1. Compatible with other plans | Yes |
|--------------------------------|-----|

## Funding

None

## Known Support / Opposition

There is no known opposition.

# **REVIEW RECORD**

## **Review of the City of Woodland 2030 Comprehensive Plan Update**

### **STATUTORY AUTHORITY**

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plans (plans) and plan amendments to the Council for review and comment (Minn. Stat. § 473.864, Subd. 2). The Council reviews plans to determine:

- *Conformance with metropolitan system plans,*
- *Consistency with other adopted Plans of the Council, and*
- *Compatibility with the Plans of other local jurisdictions in the Metropolitan Area.*

The Council may require a local governmental unit to modify any plan or part thereof if, upon the adoption of findings and a resolution, the Council concludes 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. Each such plan shall be submitted to the Council for review and shall be subject to the approval of the Council as to those features affecting the Council's responsibilities as determined by the Council. Any such features disapproved by the Council shall be modified in accordance with the Council's recommendations (Minn. Stat. § 473.513).

### **CONFORMANCE WITH REGIONAL SYSTEMS**

#### **Regional Parks**

##### ***Parks and Trails***

*Reviewer: Jan Youngquist, CD – Regional Parks System Planning, (651-602-1029)*

The Update is in conformance with the 2030 Regional Parks Policy Plan (RPPP). There are no regional parks system facilities in Woodland.

#### **Transportation**

##### ***Roads and Transit***

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

The transportation element of the Update is in conformance with the Transportation Policy Plan. The Update addresses all the applicable transportation and transit requirements of a comprehensive plan. Woodland's roadway system consists of two collector streets with ample capacity to carry local traffic. There are no public transportation facilities; access to transit is provided in Deephaven at Minnetonka Blvd and Maplewood Road, a quarter mile south of the City's southerly boundary. There are no pedestrian trails or bicycle paths within the City.

##### ***Aviation***

*Reviewer: Chauncey Case, MTS – Systems Planning (651-602-1724)*

The Update is in conformance with the Aviation System Plan and consistent with Council policy.

#### **Water Resources Management**

##### ***Wastewater Service***

*Reviewer: Roger Janzig, ES – Engineering Services, (651-602-1119)*

The Update is in conformance with the *Water Resources Management Policy Plan (WRMPP)*. The Update summarizes the City's vision for the next 20 years or to year 2030. It includes growth forecasts that are consistent with the Council's recommended forecasts for population, households, and employment.

The City is connected to the Regional Disposal System and all wastewater generated within the City is conveyed to and treated at the Metropolitan Council's Blue Lake Wastewater Treatment Plant in Shakopee.

The City of Woodland is served by interceptor 7073. Wastewater service is provided to the City by the cities of Minnetonka and Deephaven, which bill the City directly for service. The Update projects that the City will have 55 sewered households and 0 sewered employees by 2030. The Metropolitan Disposal System with its planned scheduled improvements has or will have adequate capacity to serve these needs.

The Update provides sanitary flow projections in 10-year increments. The rationale, for the projections, are given in the Update and determined appropriate for planning for local services.

Woodland is not currently a community that has been identified as a community impacted by wet weather occurrences. The Update however does state the City will continue routine maintenance and sewer cleaning activities of the sanitary sewer system. The City will also consider adopting an inspection and follow-up enforcement program to reduce the amount of I/I that enters the system due to roof runoff and sump pumps.

**Tier II Comments**

Council staff reviewed the Update’s Tier II Sewer Element against the Council’s requirements for Tier II Comprehensive Sewer Plans for developed communities, and found it complete and consistent with Council policies. The Council’s approval of the Tier II Plan becomes effective upon the City’s adoption of the Update. At that time, the City may alter, expand or improve its sewage disposal system consistent with the approved Tier II Sewer Plan. A copy of the City Council Resolution adopting the final Update needs to be submitted to the Metropolitan Council for its records.

**Surface Water Management**

*Reviewer: Judy Sventek, ES – Water Resources Assessment (651-602-1156)*

Woodland lies entirely within the Minnehaha Creek Watershed. The Minnehaha Creek Watershed District’s watershed management plan was approved by the Board of Water and Soil Resources in 2007. As required by Minnesota Statute 103B, Woodland completed a Surface Water Management Plan (SWMP) in December 2008 that was revised and re-submitted for review as part of the comprehensive plan update. The SWMP was reviewed under separate cover and found to be generally consistent with Council policy and the Council’s Water Resource Management Policy Plan. The City needs to provide the Council with the date the watershed district approves the SWMP, the date the City adopts the final plan, and a copy of the final plan.

**CONSISTENCY WITH COUNCIL POLICY**

**Forecasts**

*Reviewer: Todd Graham, CD - Research, (651-602-1322)*

The Update is consistent with Council’s forecast expectations and consistent with regional policy.

**Table 1: Forecasts for the City of Woodland**

CTU_NAME	Component	POP 2010	POP 2020	POP 2030	HH 2010	HH 2020	HH 2030	EMP 2010	EMP 2020	EMP 2030
Woodland	Metro System	140	150	150	51	55	55	0	0	0
Woodland	Unsewered	360	360	360	129	130	130	0	0	0
Woodland	TOTAL	500	510	510	180	185	185	0	0	0

The Update indicates that the City has the “potential” of adding approximately five (5) unsewered household by 2020 if lot splits occur. The City anticipates no new sewered households but agrees with the sewer forecasts which allow for the possibility of sewerage some existing non-sewered households if ISTS failures occur and connecting to sanitary sewer is viable. The City is entirely single family households and has no employment center. The forecasts shown in Table 1 are slightly different than the Council’s original forecasts, and will replace the original forecasts with the Council’s action to accept the City’s comprehensive plan update. For consistency, the City’s Update needs to show the forecasts in the above table.

**2030 Regional Development Framework and Land Use**

*Reviewer: Jim Uttley, Local Planning Assistance, (651-602-1361)*

Woodland is classified as a “developed” community in the RDF. The RDF says that developed communities should “accommodate growth forecasts through reinvestment at appropriate densities (5 units plus in developed

areas and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity).”

Woodland is located on east end of Lake Minnetonka. Its land area is approximately 318 acres excluding lakes and wetlands (see Figure 3). The community dates from the 1880’s, and it developed as a single family residential community. It has no commercial, industrial or public uses other than local streets. As of April 2007, the Council estimates that the City had 180 households, all of which were single-family.

Forty-seven (47) of the households are connected to municipal sewer, and the remaining 133 are served by individual sewage treatment systems (ISTS). Forty-three (43) of the sewered households are in a development known as the Groveland Homeowners Association, which is a 14-acre planned unit development that has shared common space. The Groveland development has a density of 3.1 units per net acre. Three of the other 4 single-family properties that are connected to public sewer are larger lots (1.4-1.7 net acres) that front the road along which the sewer trunk was extended between the City of Minnetonka and the Groveland development. The 4<sup>th</sup> large lot sewered property is 16.3 gross acres/7 net acres located east of Lake Marion with sanitary sewer service provided from Deephaven. The overall net density for all 47 sewered properties in Woodland is 1.8 units per net acre. This density is not consistent with the RDF with respect to minimum net density. The 133 households served by ISTS have an average density of 0.4 units per net acre or 1 unit on 2.3 net acres.

The overall sanitary sewered density is not consistent with the RDF density policy for “developed” communities, which is 5 units per net acre or higher, but the Groveland development was consistent with the Council’s previous sewered density policy of 3 units/net acre at the time it was built.

As the City is fully developed, new development will occur from the redevelopment of existing parcels. The City has no plans to change the existing development pattern or to provide sanitary sewer to the unsewered parts of the City.

### **Housing**

*Reviewer: Linda Milashius, CD – Livable Communities, (651-602-1541)*

The Update is complete for Housing. The housing element fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act. Woodland is a community that does not have a numerical share of the regional need of affordable housing. The plan provides an assessment of the housing stock, and provides goals and policies the City will use to address its local affordable and life cycle housing needs. The Update indicates that the City will make known to interested parties, financial resources and economic assistance that is available through the County HRA and Minnesota Housing. The City will also cooperate with the Lake Minnetonka Area Cooperating Cities (LMACC) to address housing needs and issues. Furthermore, where appropriate, Woodland will provide resources to facilitate the implementation of the LMACC Sub-Regional Housing Study and promote programs that provide financial assistance for low and moderate income households.

### **Individual Sewage Treatment Systems (ISTS) Program**

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

The Update is consistent with the Water Resources Management Policy Plan for ISTS. There are 51 households are connected to a municipal sanitary sewer system, leaving approximately 130 ISTS in operation in the community. 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 ISTS Code Section 705 requires all homeowners to have their systems pumped at least once every three years. Additionally, the City provides biennial inspections of all ISTS to insure proper system operation. The City’s program and Code are consistent with MPCA Rules and Council policy requirements.

### **Water Supply**

*Reviewer: Sara Smith, ES – Water Supply Planning, (651-602-1035)*

Woodland does not own or operate a water supply system and is therefore not required to complete a water supply plan. A portion of the community is served by Minnetonka on a retail basis, while the remainder of the community relies on private wells for drinking water supply.

**Resource Protection**

**Historic Preservation**

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)

The Update contains a section on Historic Preservation as required by the MLPA.

**Solar Access Protection**

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)

The Update addresses the subject of solar access protection as required by the MLPA.

**Aggregate Resources Protection**

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

The Update indicates that there are no aggregate resources in the community. This information is consistent with the Council’s aggregate resources inventory, and additionally, the community is fully developed.

**PLAN IMPLEMENTATION**

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1361)

The Update includes a description of:

- Capital Improvement Program Yes
- Zoning Code Yes
- Subdivision Code Yes
- ISTS Codes Yes
- Housing Implementation Program Yes

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

The City submitted the Update to adjacent local units of government, school districts, counties and special districts for comment in December 2007. Woodland received no responses or comments on its draft Update. There do not appear to be any compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts.

**DOCUMENTS SUBMITTED FOR REVIEW:**

Woodland’s submittal consists of 196 pages, and includes the following materials:

- City of Woodland 2030 Comprehensive Plan
  - Cover Page
  - Acknowledgements
  - Table of Contents
  - Background
  - Land Use
  - Public Facilities
    - Transportation Aviation
    - Parks & Open Space
    - Public Utilities (Wastewater & Water Supply)
    - Surface Water Management Plan
  - Implementation
  - Maps
    - Area Map of Woodland
    - Existing Land Use
    - Proposed Land Use (2030)
    - Wetland Map

- Tree Species Map
- Street Map
- Water Distribution Map
- Sanitary Sewer Map
- Reference Document (Attachments)
  - Subdivision Regulations
  - Zoning Ordinance
- Surface Water Management Plan, April 2009, by Bolton & Menk
- Letter to Cheryl Olsen, April 8, 2009
- Clerk’s Certification of City Council Meeting Minutes
- City Council Meeting Minutes of Jan 12, 2009
- Comprehensive Plan Amendment Submittal Form
- Letter to Todd Graham April 8, 2009

**ATTACHMENTS**

- Figure 1: Location Map with 2030 Regional Development Framework Planning Areas
- Figure 2: Regional Systems
- Figure 3: Existing Land Use and 2030 Land Use Plan Map
- Figure 4: Existing and Future Sanitary Sewer Map
- Table 2: Existing and Planned Land Use Table in 5-year Stages



**Figure 1 -- Location Map and 2030 Regional Development Framework Planning Area, City of Woodland**

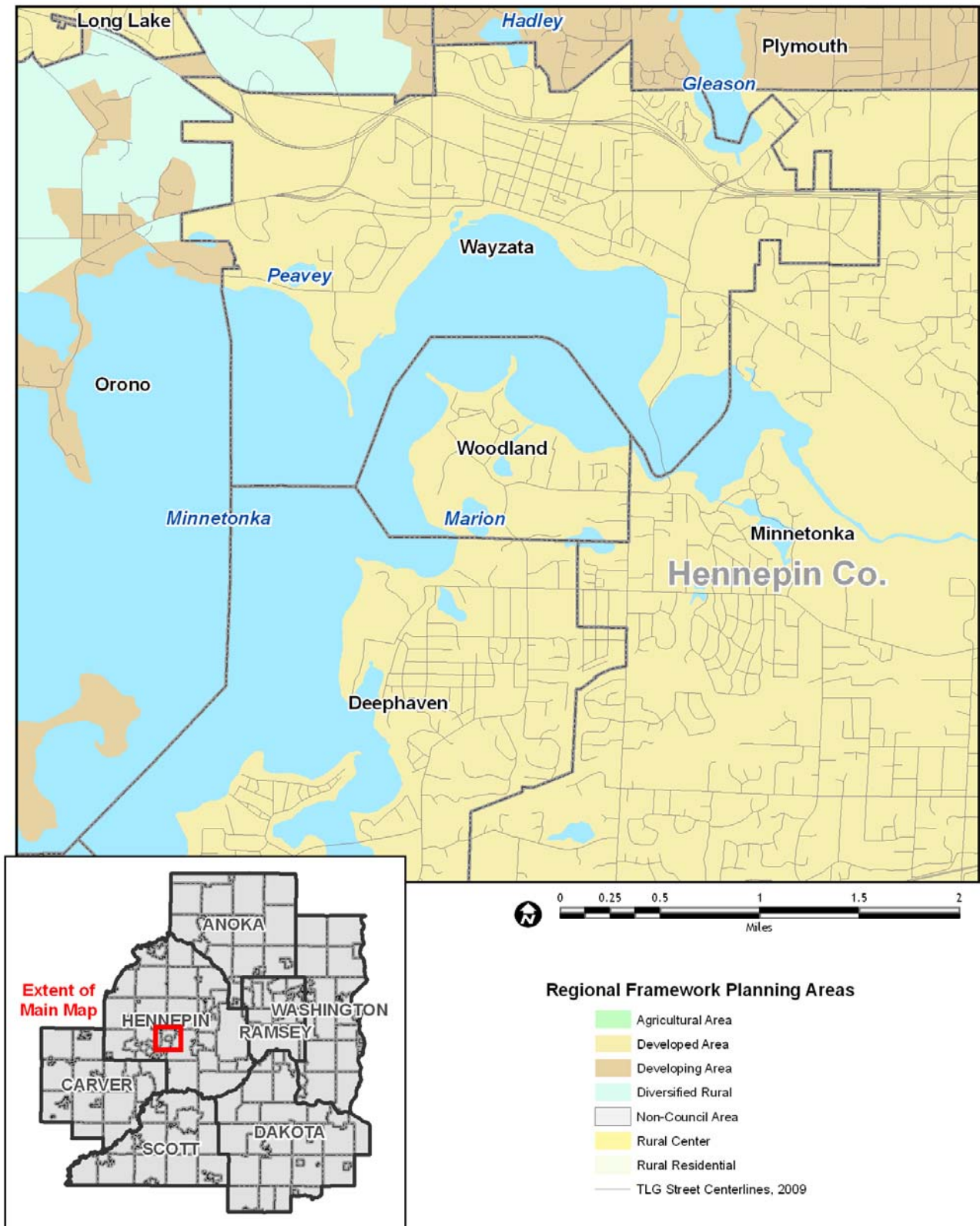


Figure 2 -- Regional Systems, City of Woodland

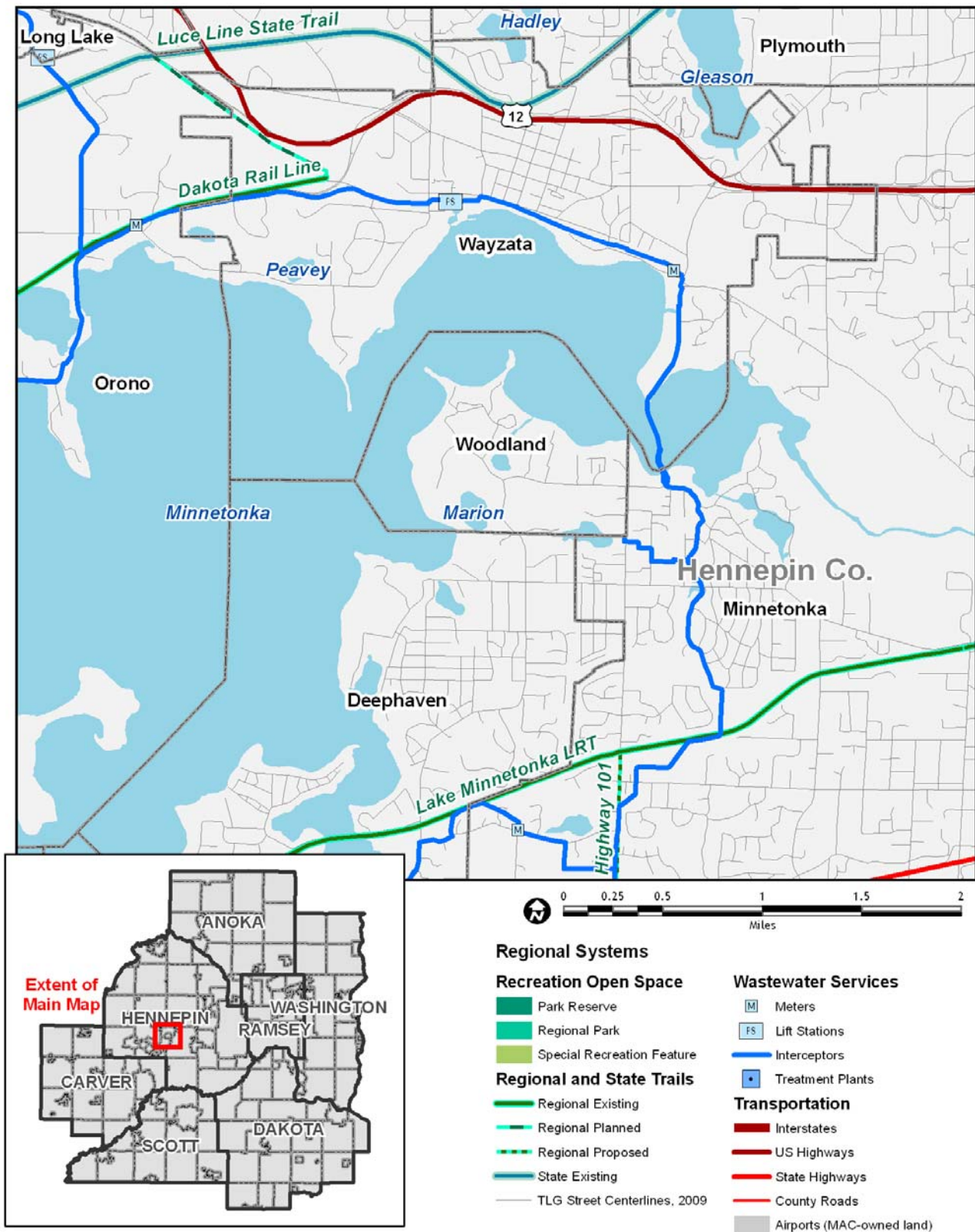




Figure 3 -- Existing Land Use and 2030 Land Use Plan, City of Woodland

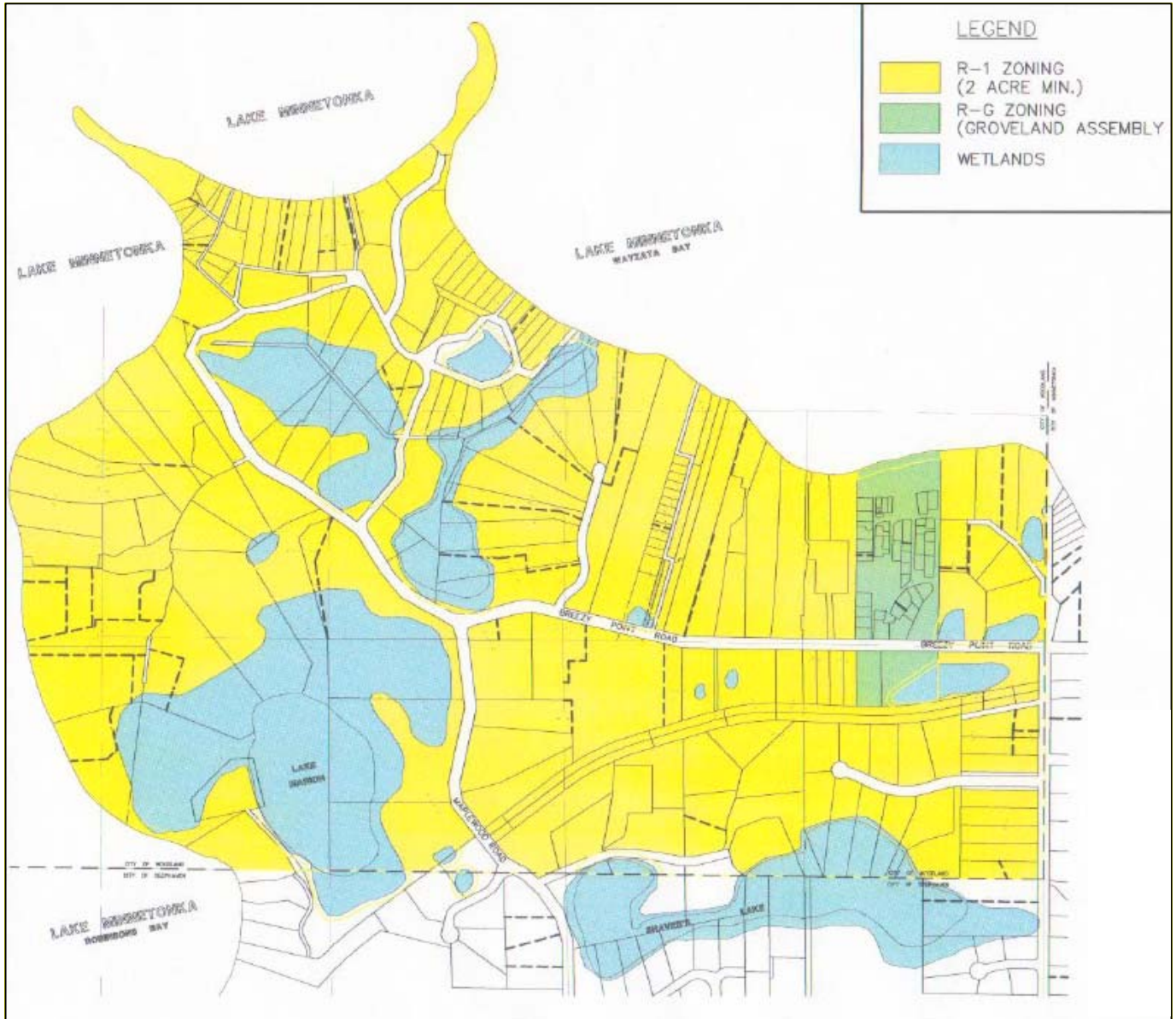
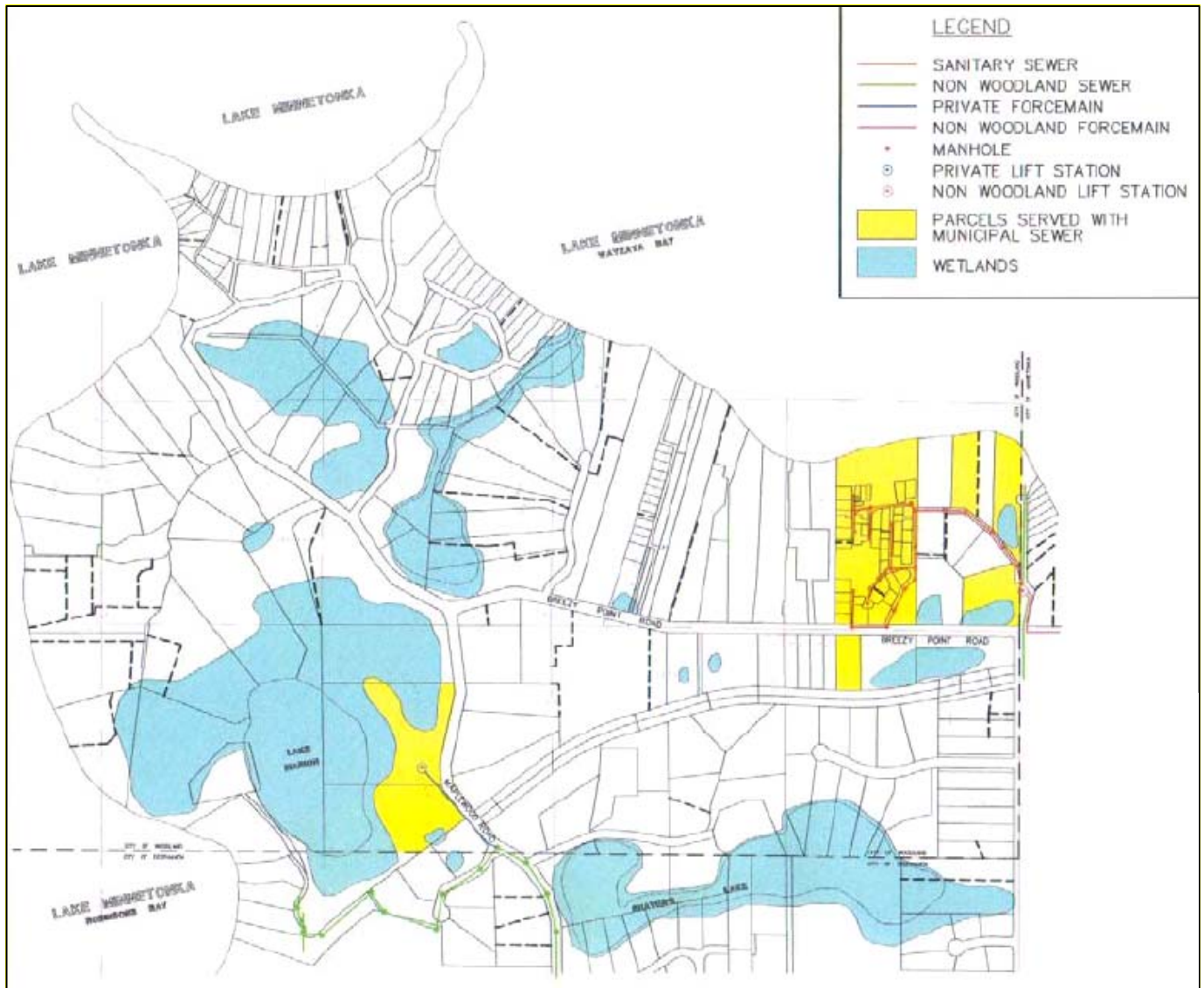


Figure 4 – Existing and Future Sanitary Sewer, City of Woodland



**Table 2, City of Woodland**

**Table 3.4  
Land Use Table in 5-Year Stages Existing and Planned Land Use in Acres**

City of Woodland 2030 Comprehensive Plan

Sewered Area	Allowed Density Range Housing Units/Acre		Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
	Minimum	Maximum							
<b>Residential</b>									
Low Density Residential 1-8 acres	1	1	13	15	15	15	15	15	2
Medium Density Residential 4,760 sq feet lot area to 1 acre (GHA)	1	9	14	14	14	14	14	14	0
<b>C/I Land Uses</b>	Est. Employees/Acre								
Commercial			0	0	0	0	0	0	0
Industrial			0	0	0	0	0	0	0
<b>Public/Semi Public Land</b>									
Institutional			0	0	0	0	0	0	0
Parks and Rec./ Open Space			0	0	0	0	0	0	0
Roadway Rights of Way			0	0	0	0	0	0	0
Railroad			0	0	0	0	0	0	0
Airport			0	0	0	0	0	0	0
<b>Subtotal Sewered</b>			27	20	29	29	29	29	2
<b>Unsewered Area</b>	Minimum lot size	Maximum lot size	Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
Low Density Residential	1	1	300	298	298	298	298	298	2
Medium Density Residential (GHA)	1	1	0	0	0	0	0	0	0
<b>Subtotal Unsewered</b>			300	298	298	298	298	298	2
<b>Undeveloped</b>									
Wetlands	--	--	60	60	60	60	60	60	0
Open Water, (Mesa, Marion & Shavers Lake) Rivers & Streams	--	--	41	41	41	41	41	41	0
<b>Total</b>			428	428	428	428	428	428	