

# **Comprehensive Plan Greenwood, Minnesota**

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## **Background**

### ***Mission Statement***

The City of Greenwood has considered the policies, priorities, and focus of the community and, in particular, its objectives, its development and management. In doing so, the following mission statement has been adopted.

*The City of Greenwood is primarily a single-family, resident-owned community supporting the orderly development and redevelopment of our property. We are champions of the environment and believe in the preservation and conservation of natural resources (trees, green space, and wetlands). We believe development and redevelopment needs to show respect for and consideration of neighbors and neighborhoods. We encourage diversity. We believe in a balance between private property owners' rights and the preferences of the neighboring properties.*

### ***Location***

The City of Greenwood was founded in 1956, when Excelsior Township was divided into the Cities of Greenwood and Tonka Bay. Greenwood is located approximately 20 minutes west of Minneapolis, MN on Minnesota State Highway Seven. Greenwood is mainly a residential community wrapping around St. Albans Bay in the southeast corner of Lake Minnetonka. The City of Excelsior is immediately to the west of Greenwood.

### ***History***

With the Treaties of the Traverse des Sioux and Mendota, concluding in the year 1851, the Dakota or Sioux Indians ceded lands to the United States lying in Minnesota including the lands about Lake Minnetonka. In 1852, surveyor reports reached the east coast and caught the attention of promoters in New York. By 1853, a colony of settlers, under the title "Excelsior Association Number 1", arrived at Excelsior Bay, led by George M. Bertram, Charles Galpin and Peter Gideon. In 1854, the village of Excelsior was platted. In 1856, there was an effort to establish a village on the north shore of St. Albans Bay, Lake Minnetonka. The name St. Albans was given the community by the original settler whose wife came from St. Albans, England. A mill was established at the site but economics prevailed, the City of Excelsior grew and St. Albans was abandoned. The name, however, carried on in its association with the bay which Greenwood now surrounds.

By 1880, Excelsior and Lake Minnetonka in general were home to many resorts and summer cabins. At the turn of the twentieth century, developers were beginning to plat and sell lakeshore parcels, usually in small sizes, often intended for summer camping and cabins. Many of those lots continue to be of record today.

At the close of World War II, the Excelsior area and, in particular, the neighborhoods of the City of Greenwood, grew increasingly attractive to those who wished to obtain

lakeshore on Lake Minnetonka but had the need for reasonable commuting distance to Minneapolis afforded by Minnesota Highway 7. Today, Greenwood provides highly desirable residential neighborhoods, many of which have lakeshore. The need for local control of neighborhoods was a principal motivator in the breakup of Excelsior Township and the founding of Greenwood. Greenwood's focus has been on providing for the needs of its residents. Comprised virtually entirely of residential neighborhoods with few commercial properties, the City expects that it will continue to focus its attention on providing a quality residential environment.

## **Introduction**

In conformance with the Metropolitan Land Planning Act, the City of Greenwood did prepare a development guide plan in October 1972. Comprehensive plans for 1990 and 2000 were also prepared.

This 2010 Comprehensive Plan, although not greatly different from the 2000 plan, addresses the issues of wetlands, land uses, public transportation, thoroughfares and parks.

The City of Greenwood adopted a zoning ordinance and the shoreland management district ordinance which is now part of the City Ordinance Code. In the interest of brevity, these sections are not included in this Comprehensive Plan as they are readily available in the ordinance book.

As in past years, the philosophy of the City is to share services with adjacent communities when possible, while retaining Greenwood's own identity. Greenwood continues to cooperate with surrounding communities in order to minimize the cost of the services by contracting for services from adjacent communities or sharing in the cost or ownership of services whenever possible through common efforts. Cooperative efforts include: public works, sewer, and zoning which are contracted through the City of Deephaven. Building inspection services are provided through the City of Minnetonka and Fire protection by way of the Excelsior Fire District (EFD), which is a joint powers agreement between the Cities of Greenwood, Deephaven, Excelsior, Shorewood and Tonka Bay. Police service is provided by the South Lake Minnetonka Police Department (SLMPD) which, once again, operates under a joint powers agreement with the Cities of: Greenwood, Excelsior, Shorewood and Tonka Bay.

The interests of Senior Citizens are met through the Southshore Community Center. This Center is located in Shorewood, but is financially supported by Greenwood, Deephaven, Excelsior, Shorewood and Tonka Bay.

Since 2001, the City has employed a full-time City Clerk/Administrator as its only employee. The City of Greenwood also appoints a representative to the Lake Minnetonka Conservation District (LMCD).

As required by the Metropolitan Land Planning Act, the City of Greenwood has updated its comprehensive plan. Little change to the prior Comprehensive Plans has been made to this 2010 Comprehensive Plan; mainly due to the fact that this small City has been fully developed for several years. Therefore, no reference is made to development plans for housing and expansion.

The Greenwood Comprehensive Plan update will contain three primary sections – Land Use, Public Facilities and Implementation. The following summarizes the three major elements of the comprehensive plan update.

## **Land Use Section**

Greenwood's current and future land use will be addressed by focusing on the following issues:

### **A. *Protection Element***

How can the City regulate the use and development of land and water in regard to:

- Natural water courses
- Wetlands
- Lakes
- Slopes and erosion
- Woodlands

### **B. *Land Use Element***

This element will include an analysis of the existing and proposed location, intensity, and extent of the use of land and water for residential, commercial, industrial and other public and private purposes.

### **C. *Housing Element***

This element will include an analysis of opportunities to meet existing and projected local housing needs, including the availability of land for future development.

## **Public Facilities Section**

The Public Facilities Section considers the community's needs related to sanitary sewers, storm sewers, water, transportation and parks and open space. It explores the character, location, timing, sequence, function, use and capacity of existing and future public facilities. Specifically, it addresses existing and potential effects that projected growth and development may have on the following:

- A. *Transportation*** - A description, designation and scheduling of the location, function, and capacity of existing and proposed local public and private transportation services and facilities.
- B. *Public Utilities (Sanitary Sewer, Storm Sewer, and Water)*** - A description, designation, and scheduling of areas served or to be served by public sewer and water systems.
- C. *Parks and Open Space*** - A description, designation, and scheduling of improvements to existing and proposed parks and recreational open spaces within the City.

## **Implementation**

Achieving the land use pattern and public facilities infrastructure addressed in the Land Use and Public Facilities Sections of the plan requires the delineation of specific implementation techniques. The goals and policies offered in the Planning Framework will be realized if they are supported by the following:

- A. *Controls*** - A description of necessary ordinance modifications including a schedule for the preparation, adoption, and administration of such controls.
- B. *Capital Improvements Program*** - Addressing transportation, sewers and water, parks and open space facilities.
- C. *Housing Implementation Program*** - Controls designed to help implement the housing element of the land use plan.

## **Protection Element/Goals and Policies**

### **GOALS**

1. Protect natural resources which serve vital functions in the city, such as drainage ways, wetlands, and other environmental features.
2. Maintain natural features and major assets such as lakes, woodlands, drainage ways, slopes and wetlands.
3. The identification of buildings of historical importance.
4. The implementation of Shoreland Management standards for the protection of the shoreland area in conformance with the requirements of the Department of Natural Resources and with the advice of the Lake Minnetonka Conservation District and the Minnehaha Creek Watershed District.

## ***Natural Watercourses***

### ***POLICIES***

1. The protection of natural drainage ways and water courses from accelerated storm water run-off or constriction in conjunction with the development, redevelopment or expansion of housing and/or subdivision of land through use of restrictive easements, land use regulation and hard-surfacing regulations. Existing watercourses or drainage ways shall be maintained to handle storm water runoff.

## ***Wetlands***

### ***POLICIES***

1. The protection of wetlands from encroachment by physical or man-made structures or the development of same to preserve their essential role in the hydrology and ecology of this community.
2. Alteration of any wetland identified on the City's official wetland map, which will inhibit its role in the hydrologic or ecological role in the hydrologic or ecological systems shall be prohibited.
3. Subdivision regulation shall require the protection of wetlands as part of public or private development.

## ***Lakes***

### ***POLICIES***

1. Continue to implement Shoreland Management Standards that maintain or exceed Department of Natural Resources shoreline standards to protect the shoreland from undue hardcover and specifically protect the shore impact zone from structures and adverse consequences of development.
2. Incorporate Lake Minnetonka Conservation District (LMCD) and Minnehaha Creek Watershed District standards regarding storm water runoff into City ordinances.
3. Prepare a Stormwater Management Plan consistent with the Minnehaha Creek Watershed District's Chapter 509 Plan.
4. Maintain natural vegetation along the shorelines of Lake Minnetonka and otherwise encourage stabilization of shoreline by individual property owners.

5. Establish controls to minimize ground exposure and run-off from development or redevelopment and/or construction.

### ***Slopes***

#### ***POLICIES***

1. No structure will be allowed on slopes which are susceptible to severe erosion (>30%): These slopes shall be maintained in a natural state and regulations shall require preservation of vegetative cover to minimize erosion problems.
2. Development controls shall be adopted to minimize erosion on slopes that are subject to moderate erosion (12 - 30%). Controls will require replacement of all vegetative cover on these slopes to minimize erosion problems. Development control standards will require information regarding soil loss in tons/acre/year both during and after construction.
3. During construction, the soil shall be left bare for the shortest time possible and techniques shall be employed to trap sediment.
4. In conjunction with shoreland preservation, insure toe of bluff and top of bluffs setbacks to maintain bluffs, slopes and other natural features free of unnecessary erosion or slump through the introduction of destabilizing development and/or loss of natural vegetation.

### ***Woodlands***

#### ***POLICIES***

1. During public or private construction, the removal of trees, shrubs and groundcover should be minimized, with replanting occurring where removal is unavoidable. Trees to be saved should be protected by fencing.
2. Subdivision regulations shall require identification of existing trees, trees to be removed, and proposed plantings.
3. Encourage tree preservation by enforcing the existing tree ordinance which requires a tree inventory and prevents clear-cutting of properties and otherwise limits the reduction of total trees except by permit.

### ***Aggregate Resources***

1. There are no aggregate deposits of significant commercial potential in the City. Due to the fact the city is fully developed, there is no need to review the City ordinances to address aggregate mining.

## **Housing Element/Goals and Policies**

### **GOALS**

1. Encourage safe, healthy and quality housing that respects the natural environment of the community.
2. Support the development and maintenance of local area senior housing options.
3. Encourage, through reasonable accommodation, the maintenance and improvement of older homes consistent with our variance procedures.
4. Support the maintenance of a variety of housing choices including attached and multiple housing opportunities both within the City of Greenwood and within our neighboring communities.

### **POLICIES**

1. Greenwood will make reasonable accommodations to permit the maintenance and modernization of the residential housing stock and will develop appropriate rental housing codes and rental unit licensing.
2. The City of Greenwood may consider the adoption land use regulations that would provide flexibility in design and site planning that supports greater housing choices within the city.

## **Land Use Element/Goals and Policies**

### **GOALS**

1. Maintain the character of residential neighborhoods.
2. Manage commercial areas to be free of encroachments or undue impacts on adjacent residential areas.
3. Permit commercial developments which are beneficial to Greenwood's residential community.

### **POLICIES**

1. Continue the present policy of allowing residential development on substandard sized lots, which existed prior to the Zoning Ordinance.

2. Maintain aesthetic standards for commercial building, architectural design, landscaping, lighting, parking, access, buffering and signage.

### **Parks and Open Space Element/Goals and Policies**

#### **GOAL**

Establish a park, recreation and open space system that conserves natural resources, protects environmentally sensitive areas, and fulfills the recreational needs of the citizens of Greenwood.

#### **POLICIES**

1. Develop and maintain a park system and open space plan which complement the development pattern of the City of Greenwood.
2. Work to provide open space areas which assist in the conservation and protection of ecologically sensitive areas.
3. Encourage citizen participation in the planning and development of park and open space areas.
4. Continue to seek assistance from citizens and community groups in the planning and development of recreation areas.
5. Continue to improve and upgrade the Greenwood park system to keep pace with the changing needs of the community.

### **Solar Element/Goals and Policies**

#### **GOAL**

Encourage the use of solar energy systems for the purposes of space heating and cooling and hot water heating in new residential developments.

#### **POLICIES**

1. The City will review its Zoning Ordinance and consider appropriate amendments to exempt active solar energy systems from lot coverage and setback provisions.
2. The City will review its Code and consider appropriate amendments to require swimming pools be heated using solar or some other form of renewable energy resource, where possible.
3. Within Planned Unit Developments, the City will consider varying setback requirements in residential zoning districts as a means of protecting solar access.

## **Land Use Section**

### ***Existing Land Uses Inventory***

The City of Greenwood is located within the Metropolitan Council defined urban service area and is considered a developed community. It contains approximately 234 acres or 0.37 square miles. Of that, 144.5 acres are devoted to single family residential purposes and 1.2 acres are devoted to multi-family residential. There are 8.5 commercial acres in the City.

The net residential density in the City is 2.24 units per acre. If redevelopment opportunities arise in the City, it will be the goal of the City that the development occurs at a density of 3 units per acre when feasible.

Existing roadways are included in the above estimate and acreage does not include St. Albans Bay, Lake Minnetonka. Total area of the City including water is 1.0 square miles.

Of the existing acreage there are seven (7) wetlands that have been identified by the City and protected by Wetland Ordinances. They comprise approximately 8.2 acres independent of the waters of Lake Minnetonka. In addition, the shore impact zone (50 feet back from the ordinary high water mark) represents approximately 198 acres of the City. Flood plains are limited to land lying below 931.5 ASL; which is 2.1 feet above Lake Minnetonka's OHWL of 929.4 ASL. There are locations within the residential areas abutting Lake Minnetonka which have top of bluff or bottom of slope regulation requirements but no calculation is available as to total acreage of these areas.

The principal use of land within in the City of Greenwood is single family residential. 44% of the residences in the City of Greenwood have lakeshore on Lake Minnetonka. Overall, 70.1% of the City's land is devoted to single family residential uses. There are three zones: R1-A sets a 15,000 square foot minimum; R1-B sets a 20,000 square foot minimum; and R2 sets a 10,000 square foot minimum. Respectively, they represent 81%, 14% and 5% of the total available single family residential land in the City. Overall, 86% of the land zoned single family residential permit 15,000 square feet or smaller lots. Within these zones, there is no remaining property to be developed or further subdivided. In the R1-A and R2 zones, there are a number of structures that are likely subjects of renovation. Non-lakefront properties will be improved through repair and renovation, while lakeshore properties are likely subjects to renovation and/or demolition and reconstruction. Multi-family residential is limited to a 17-unit apartment complex located in the R-2 zone and resting on 1.2 acres.

Any land there may be available for new development will arise through the splitting of existing single family residential lots by simple subdivision rather than platting of multiple home sites with three, four, or more buildable lots at any given time. Those

properties, which are subject to simple subdivision are few and are not expected to give rise to any significant increase in the total number of single family residential home sites within the City. The non-existence of properties with more than one acre of land severely limits the potential for the creation of multi-family residential developments in the City. The cost typically associated with purchasing and consolidating existing single family residential properties is in most instances prohibitive. This will likely cause those properties to remain single family residential uses.

Commercial properties within the City are divided into two groups: the C-1 business zone is located in the southerly portion of the City along the northerly right-of-way of State Highway 7; the C-2 lake recreation zone is located on Solberg's Point at the St. Albans Bay channel.

The permitted uses in the C-1 office institution district include general officing, banks, cemeteries, and conditional uses such as food and dry goods retail, hotel, mortuary, music studios, photographic studios, day nurseries. The permitted uses in the C-2 lake recreation district are boat dock rentals, sales storage and boat repair and yacht club.

Conditional uses include sales of marine, gasoline products, restaurant, home occupations and multi-family housing.

The C-1 business district (3 acres) is presently host to a bank, a chiropractic office, a gas station/convenience store, motor vehicle licensing, and two general office buildings. All of these properties are likely to continue to be employed in like manner for the foreseeable future. These uses are compatible with the adjacent residential neighborhood across Excelsior Boulevard on the south side of St. Albans Bay, Lake Minnetonka. The neighborhood has need for buffering from the highway and commercial district and would benefit from regulations that provide adequate setbacks, noise, lighting, regulations which minimize the impact of the commercial and highway areas on the residential area. Commercial areas should be regulated to respect the needs of neighboring residential properties.

The uses presently in the C-2 lake recreation zone include two marinas, a restaurant and a multi-family condominium development. Due to the amount of lakeshore these premises enjoy, their highest and best use is the delivery of lake related services, entertainment, and higher density residential uses. Demand for such services or use is strong. Given their value, it is in the interest of the citizens of Greenwood that they remain productive of tax revenue and not be removed from the tax rolls. As in the C-1 district, regulation that provides for buffering between the residential and commercial district would benefit neighboring residential properties and should encompass setback, noise, lighting, and greenery.

Multiple family residential development in the C-1 district is impractical due to its narrow width, small area, proximity to Highway 7 and poor soil conditions necessitating pilings for construction. The use of the C-2 lake recreation zone for multiple family residential development would be limited by density regulations of the Department of Natural

Resources, Mn. Rules 6120 et seq, which typically limit density to 6 unit acre within the Shoreland Zone. A high density development would reflect the market value of the lakeshore associated therewith.

There remains one additional commercial property of significance - the Old Log Theatre located in the R1-A district of the City. This oldest continuously operating theatre in the country blends well with its residential surroundings. While it has considerable acreage, a large portion of that is wetland. The economic viability and historic significance of the Old Log Theatre argues against its likely redevelopment.

### ***Regional Growth Policy***

According to the Metropolitan Council's Regional Growth Strategy, Greenwood has been classified as a developed community within the Metropolitan Council's 2030 Regional Development Framework. This implies that Greenwood will have a minor future impact on metropolitan systems such as transportation, sewers, and parks, principally due to the fact that the community will experience limited future growth. The city is not forecasted to experience any population or household growth.

The designation of the City as a developed community requires the City to set as a goal a five unit minimum per acre density in new development and such developments should be located in areas with convenient access to transportation corridors with adequate sewer capacity.

As described in the Introduction, the Land Use Section will contain three primary elements: the Protection Element, Land Use Element, and Housing Element. These elements will describe the present and projected picture of Greenwood's overall land use.

### **Protection Element**

This element of the Land Use Section identifies and assesses some of the more critical environmental features and historic sites. Effective protection of these areas requires more than identification, it requires an understanding of their importance. Municipal planning has changed significantly in recent years, and one phase of local planning which has gained considerably more recognition is the preservation of what is often referred to as "sensitive lands" and historic sites. "Sensitive lands" includes certain soil types, woodlands, floodplains, natural water courses, wetlands, and steep slopes; and the emphasis has been on developing standards which will allow these areas to perform their natural functions. The misuse of sensitive land can result in both destruction of private property and increased public cost related to construction of corrective measures. (The topic of soils is not addressed in this plan since there are no environmental constraints on the soil of the few acres of remaining undeveloped land).

Historic sites are locations and/or buildings whose past significance or current uniqueness demand their preservation as a part of community continuity and character.

The failure to recognize and preserve historic sites can lead to a more sterile environment in which little identity can be found.

### ***Historic Sites Inventory***

Historic sites are limited to a small portion of the Excelsior cemetery managed by agreement by the City of Excelsior. The cemetery dates from the settlement of the area in the 1850's. There are no other identified historic sites within the City of Greenwood save the *Old Log Theater* which is increasingly being recognized for its historic significance.

In the 19th century, the City of Greenwood developed from recreational summer cabin sites and was host to summer recreation hotels that were serviced by the railroad industry and supported by a network of streetcars and streetcar boats on Lake Minnetonka. Cabin sites that were platted at the turn of the century have largely been converted to locations for year round single family residences. Most of these have been substantially rebuilt and/or demolished and rebuilt. There are no resorts remaining within the City and there is no evidence of the City's past as a summer destination for recreation as was once the case in the 19th century. There are no identified sites of architectural significance in the City of Greenwood. There are no identified sites of historical significance in the City of Greenwood.

### ***Historic Sites Plan***

Places and structures, that are not now "historic", may eventually be considered significant. If sites of historic interest are identified in the future, the City should take appropriate steps to ensure preservation.

### ***Environmental Features***

Because of the extent of the existing development pattern, preservation of environmental resources may be less a concern in Greenwood than in less developed communities. Despite this fact, environmental features should be protected during development of the remaining vacant land within the community and during potential future redevelopment.

### ***Natural Watercourses Inventory***

There are no significant water courses within the City of Greenwood. There is general non-point drainage into the Lake Minnetonka basin which is then drained by way of Minnehaha Creek to the Mississippi River. The various marshes and wetlands within the city are drained by small streams and conduits to the waters of Lake Minnetonka and are otherwise illustrated on the wetlands map.

### ***Natural Watercourses Plan***

The city has an interest in insuring that the natural drainage of existing upland wetlands are maintained and otherwise unobstructed. Restrictions on hard surfacing and limits on the right to expand properties within the Shoreland District contribute to the city's ability to control and maintain the natural drainage.

Preservation of natural watercourses is an essential part of any program to minimize public investment in storm sewers and improve the quality of storm water runoff. However, the conservation efforts must extend beyond the streams and creeks themselves, and consideration must be given to the entire watershed, including wetlands, lakes, and ground water resources. The City will submit as part of this plan update a Local Stormwater Management Plan that will serve as a policy document and detailed plan to enhance overall water quality. The plan will conform to the guidelines established by the Minnehaha Creek Watershed District.

### ***Wetlands Inventory***

Wetlands are low lying areas, which are normally covered with shallow or intermittent waters. Swamps, marshes, bogs, and other low lying areas are all wetlands, and may occur as part of a river, stream, drainageway, or as a freestanding low area. Wetlands that provide desirable open space and wildlife habitat also provide a natural filtering system and storage basin to absorb and hold storm water runoff. They reduce soil erosion and flood potential.

Both the State and Federal governments heavily regulate wetlands. In Minnesota, agencies regulating wetlands include the Army Corps of Engineers, the Board of Soil and Water Resources (BOWSR), the Department of Natural Resources (DNR), the watershed districts and municipalities. In general, wetlands or wetland alterations exceeding a total area of 400 square feet are subject to a variety of regulations. In most urban areas, any alteration of wetlands must be replaced at an acre ratio of 2 to 1. As a matter of practice, the City of Greenwood rarely permits the alteration of wetland areas and reserves the right to permit such alterations on a case by case basis. Restrictions generally apply to all of the following wetland categories:

**Type 1. SEASONALLY FLOODED BASIN OR FOREST:** The soil is covered with water or is waterlogged during variable seasonal periods but usually is well-drained during much of the growing season.

**Type 2. INLAND FRESH MEADOW:** The soil is usually waterlogged within a few inches of the surface throughout the growing season.

**Type 3. INLAND SHALLOW FRESH MARSHES:** These principal production areas for waterfowl are often found bordering deep water marshes, or as seep areas on irrigated lands.

**Type 4. INLAND DEEP FRESH MARSHES:** Six inches to 3 feet of water bear water lilies, duck and pond weeds and cottontail.

**Type 5. INLAND FRESH OPEN WATER:** Less than 10 feet of water may sustain permanent populations of fish and migratory waterfowl.

**Type 6. SHRUB SWAMPS:** Waterlogged areas along sluggish streams and floodplains, supporting dogwood, willow, alders and many forms of wildlife.

The city has designated seven wetlands of varying sizes. Total acreage of wetlands within the city is 8.2 acres. These are largely upland wetlands which drain ultimately to the waters of Lake Minnetonka.

### ***Wetlands Plan***

1. The Zoning Ordinance has, included within it, a wetlands ordinance which prohibits the disturbance of designated wetlands within the city and demands an environmental protection plan in the event any manmade structure is proposed to be built within an existing wetland. Justification of such development is required and otherwise limited and restricted. The city is not required to allow the improvement of wetlands under its Code.

### ***Lakes Inventory***

The City of Greenwood largely surrounds St. Alban's Bay, Lake Minnetonka. It also abuts Excelsior Bay and lower Lake Minnetonka. This 14,000 acre lake on the western side of Minneapolis, within Hennepin County is considered one of the finest inland navigation lakes in the United States

Lakes are a source of concern when altered by surrounding development. High levels of precipitation can inundate abutting land, while adjacent streets and parking lots may produce runoff containing polluting substances. Thus, all discharge into and withdrawal from lakes should be carefully regulated and monitored.

- I. Since Greenwood's character and unique value derive largely from its setting on the shores of Lake Minnetonka, the following specific concerns and issues are raised:
  - a. Runoff from streets and parking lots introduces contaminants into lakes and drainageways.
  - b. There is the possibility of inundating abutting land areas with water during floods.
  - c. Water courses could be used for roads, driveways, and utilities without proper precautions.

- d. Withdrawal and discharge of ground and surface lake water and its discharge location should be monitored.
2. The three agencies concerned with water quality in the Greenwood area are the Lake Minnetonka Conservation District (LMCD), the Department of Natural Resources (DNR) and the Minnehaha Creek Watershed District. These organizations and the standards and regulations which they promulgate are described below.

The Lake Minnetonka Conservation District (LMCD) has regulations regarding docks, and policy statements regarding stormwater runoff and quality. Specifically, it defines 6 types of conservation areas to protect shorelands and regulate runoff. They are as follows:

**Conservation Area I** - Shoreland located within 50 feet of the shoreline shall not be changed from its natural state.

**Conservation Area II** - Land beyond Conservation Area I but within 250 feet of shoreline should not be made more than 25% impervious without adequate runoff measures.

**Conservation Area III** - Areas beyond land lying within Conservation Areas I & II but within 500 feet of the shoreline should not be made more than 25% impervious without adequate runoff measures.

**Conservation Area IV** - Areas beyond Areas I, II, and III but within 1,000 feet of the shorelines land should not be made greater than 25% impervious.

**Conservation Area V** - All non-conforming public and private land use within 1,000' of shoreline may continue with existing uses provided owners affect a plan for runoff and impervious coverage.

**Conservation Area VI** - All parcels within the shoreland zoned for densities higher than single-family must have plans for drainage, grading, excavation, filling, dredging, tree or ground cover and permeability to be reviewed by the LMCD.

The Department of Natural Resources (DNR) regulates shoreland throughout the State. Its lake protection classifications apply to Lake Minnetonka. Lake Minnetonka is classified in the most densely developed, multiple use category of lake (General Development).

In 1993 the City of Greenwood adopted a Shoreland Management ordinance which regulates development with 1000 feet of any of the classified lakes. The ordinance also contains lot size restrictions, setback provisions and limits

amounts of impervious cover. Greenwood's ordinance that was approved by the DNR is somewhat more restrictive than the statewide standards.

The Minnehaha Creek Watershed District (MCWD) has review powers over many aspects of lake protection. Their jurisdiction in Greenwood includes attention to policy statements and regulations concerning the following:

- flood plains
- stream and lake crossing
- dredging in or dredging related to water areas
- other work in beds and levels of water areas
- municipal drainage plans
- land use and soil characteristics
- withdrawal of waters
- placement of structures on lots riparian to public waters
- erosion and sediment control

### ***Lakes Plan***

1. The city has adopted a Shoreland Management Ordinance that complies with the minimum requirements of the DNR's Shoreland Regulations, in terms of minimum required lake setback and maximum permitted impervious surface.
2. The city has established harbor regulations intended to complement and supplement the LMCD and MCWD regulations and will continue to review those regulations with an eye towards insuring the peaceful use of Lake Minnetonka's resources and otherwise insure that the use of that resource is compatible with the residential character of the city as a whole.
3. The city is currently working with and will continue to work with the MCWD to implement their policy statements and regulations.
4. The Plan should include the enforcement of LMCD policy statements on Conservation Areas through adoption as a local ordinance.

### ***Woodlands Inventory***

A Woodland differs from a forest because of its smaller land area. Woodlands are the basis of much of what is "scenic" in landscape and function as windbreaks, water and air filters, and temperature moderators. Greenwood's Woodlands cover a majority of the total land in the community and therefore contribute greatly to the character of the community.

While larger tracts of trees are sometimes protected by Federal and State preserves, significant amounts of woodland areas are subject to the potential threat of urban development. Other threats to woodlands that are more significant for Greenwood are

disease and natural disaster. Communities have had some success controlling Dutch Elm Disease and Oak Wilt by developing effective sanitation programs. Sanitation programs typically require semi-annual inspections to identify diseased trees.

### ***Woodlands Plan***

Total preservation of woodlands or forests may not be desired or in the best public interest. However, a choice need not be made between total preservation or nothing at all. Care and attention to proper preservation and use of woodland areas should include the following steps:

1. The city will continue to plant trees in public open space and right-of-ways and carefully monitor the cutting and trimming of trees on public property.
2. The city will maintain the natural state of the woodland area gifted to the city.
3. The city has adopted an ordinance which mandates replacement planting, limits clear-cutting and regulates the number of trees a property owner can remove on an annual basis.

### ***Slopes Inventory***

Regulating development on hillsides is a concern in the Lake Minnetonka area because of the varied topography. Slopes, if abused through ill-considered development practices, could be stripped of their natural protective functions. Although the development pressure is not as great in Greenwood as in other parts of the region, as people seek out choice residential sites and as some lots are further subdivided, there will be increasing pressure for hillside development. The slope, soil, vegetation and underlying geological formation of the hillsides determine the stability and susceptibility of the soil to erosion. Removal of vegetation from slopes alters the soil stability and increases erosion and siltation. Although there are no severe problems in Greenwood, measures should be taken to avoid them in the future.

The city relies on its requirements of bluff setback and toe of bluff setback as well as excavation and clear-cutting limitations within the Shoreland District Management zone to control adverse impacts on slopes. These ordinances are effective since the entire city has been included in the designated Shoreland District.

### ***Slopes Plan***

In Greenwood, because of the presence of slopes and susceptibility of these areas to erosion, steep slopes should be identified. Since poorly designed or constructed developments on hillsides frequently result in a substantial cost to the public, adoption of development standards is necessary.

The city will continue to review its Shoreland District Management regulations and, as may be appropriate, expand the prohibitions on clear-cutting and/or excavation or disturbance of existing slopes and bluffs.

Slopes of 18% or more are susceptible to erosion. Slopes that are prone to severe erosion (30%) should be protected as permanent open space. Those slopes that are subject to moderate erosion (18% to 30%) can be developed if there is proper enforcement of appropriate standards. Preservation of erodible slopes is important, not only from an environmental and economic standpoint, but also for aesthetic reasons.

Slopes shall be protected by providing that:

1. There shall be no alterations of slopes greater than 30%.
2. Structures should be allowed on slopes that are susceptible to erosion only if proper precautions are observed.
3. Vegetative cover should be preserved to minimize erosion problems.
4. Shoreline properties with banks that have a 12% slope should require permits for construction.
5. Development controls should be adopted to minimize erosion and slippage.
6. Soil should be exposed for the shortest possible time and sediment trapped during construction.
7. Shoreline protection and stabilization should be the individual property owner's responsibility and not the City of Greenwood's.

## **LAND USE ELEMENT**

No significant changes are forecast in the current land use of the City of Greenwood. As noted, there is no land available for staged development or expansion of the community nor are there areas within the community demanding infill and/or redevelopment. Economic forces will guarantee the maintenance of lakeshore residential properties. Non-lakeshore properties are also likely to benefit from their proximity to Lake Minnetonka.

There are no areas of blight. Consequently, the City has designated no areas for redevelopment. Present commercial areas, whether they be lake oriented in the C-2 Lake Recreation District or business oriented in the C-1 Business District along Highway 7, are most likely to continue in their present orientation - unchanged for the foreseeable future.

Given that the City of Greenwood is entirely within the urban service area, there is no

land that need be considered for addition to the metropolitan urban service area.

The future land use map sets forth anticipated course and intensity of future development within the City of Greenwood. The type of land use in the City will remain unchanged in the years 2010, 2015, 2020, 2025 and 2030. No significant future development is anticipated. It is anticipated that residential use will remain static for the reason that the land has already been subdivided into the smallest lot sizes reasonable (typically less than 1/3 of an acre) and the use of lakeshore property for residential home sites is considered its highest and best economic use.

Adjacent non-lakeshore properties will have continuing high value as single family residential home sites due to the availability of recreational opportunities in conjunction with Lake Minnetonka and the general quality of life available in the immediate surroundings. Commercial areas will also likely remain unchanged. The land in the C-2 Lake Recreation District, most likely, will continue to be devoted to servicing Lake Minnetonka boating - a demand for which is forecast to grow and certainly not fade and may see higher density residential developments provided Department of Natural Resouces regulations typically limiting density in Shoreland Zones to 6 units/acre can be met. The land used within the C-1 Business District will continue to have small business orientation largely for the reasons of relatively small lot sizes and the need to insure that use of these properties minimizes the impact of traffic on adjacent residential areas.

### ***Five Year Staging***

As noted above, the City does not anticipate any significant growth between now and 2030. This is in conformance with the Metropolitan Council forecast of population, households, and employment opportunities in the City of Greenwood.

### ***Redevelopment Areas***

There are no tax forfeit properties, brown field sites, obsolete retail areas, or general areas of declining property values within the City. There are no locations near retail, transit or other services that would be appropriate for elderly or high density housing in the future. This is due to the fact that C-1 Business Zone adjacent Minnesota Highway 7 abuts a high ridge of land which is host to a series of single family residences on the south side of St. Albans Bay. The narrow strip of land on the north side of Minnesota Highway 7, which is the C-1 zone is in all likelihood too narrow (52-175 feet in depth) to lend itself to elderly or high density housing opportunities. The C-2 zone may experience redevelopment with higher density housing.

### ***New Land to Urban Service Area***

The entire City of Greenwood is within the current urban service area and no change thereto will occur.

## ***Land Use Map***

There is no difference between the existing land use map and the future land use map as the City is entirely within the urban service area and provides no vacant land. Because there is no change anticipated, there are no interim uses identified. Therefore, it is not necessary to create a local capital improvement program to stage local infrastructure development. The existing infrastructure is anticipated to be entirely serviceable to the needs of the community as presently built. Given that the Metropolitan Council forecasts that the City population, households and employment will remain static through the year 2020, public services and roads are expected to meet the needs of the population today and for the foreseeable future.

There are no planned highway improvements. As discussed in the Public Facilities section all planned improvements to Minnesota State Highway 7 have been completed.

## ***Residential Development***

The future land use map shows residential development static through the year 2020. Residential densities are indicated in three residential density zones based on R1-A 15,000 square feet; R1-B 20,000 square feet; and R-2 10,000 square foot lot minimums. Wetlands are identified and local streets and trails are illustrated.

## ***Commercial and Industrial Areas***

There are no industrial areas within the City and none are planned or anticipated.

## ***Commercial Development and Employment Forecasts***

The two zones provided for under the City Zoning Code (C-1 Business District and C-2 Lake Recreation District) are indicated. The City has no regulation on the maximum/minimum number of jobs allowed per acre, nor does the City have the ability to anticipate the number of jobs that these properties would host on a per acre basis apart from the forecast of the Metropolitan Council. Their forecast shows total employment for the City which is expected to grow from 161 in the year 2000 to 230 in the year 2020. There is not information available as to whether these are part time, full time, or seasonal jobs. However, it is anticipated that most workers within the Lake Recreation District would be part time or seasonal. Work in the service businesses along Minnesota Highway 7 are also likely to be part time but most likely year round.

The minimum lot area in the C-1 district is 20,000 square feet; the C-2 district is 3 acres. Lot coverage for both areas is not more than 30% hardcover to be occupied by buildings or other hard surfacing as dictated by the Shoreland District Management requirement. Front, side and rear yard setback regulations define buildable lot area and otherwise confine the properties on Highway 7 to a relative small building envelope while the 50-foot lakeshore setbacks for the C-2 Lakeshore Recreation District restrict the expansion of buildings lakeward. This will limit total employment and growth of

employment opportunities.

There are no rural areas in the City.

### ***Non-Highway Linkages (Park Recreation Trails)***

Indicated on the street and trail map are existing walking and biking corridors and trails maintained by the City and/or Three Rivers Parks District. These link the citizens of Greenwood to services in the City of Excelsior and to neighboring communities. The local road network is conducive to biking and walking to neighboring park facilities. These are further discussed under the public facilities section.

### ***Bridge Plan***

The City of Greenwood shares in the use of the St. Albans Bay Bridge, located on Minnetonka Boulevard, with the City of Excelsior. The City will continue to monitor the condition of the bridge. The two Cities will work together with the goal that monies from the Transportation Advisory Board may be used to repair and/or replace the bridge when necessary.

### ***Staging: Flexibility and Options***

The City is not subject to staged growth.

### ***Historic Sites Inventory***

Historic sites are limited to a small portion of the Excelsior cemetery managed by agreement by the City of Excelsior. The cemetery dates from the settlement of the area in the 1850's. There are no other identified historic sites within the City of Greenwood save the *Old Log Theater* which is increasingly being recognized for its historic significance.

In the 19th century, the City of Greenwood developed from recreational summer cabin sites and was host to summer recreation hotels that were serviced by the railroad industry and supported by a network of streetcars and streetcar boats on Lake Minnetonka. Cabin sites that were platted at the turn of the century have largely been converted to locations for year round single family residences. Most of these have been substantially rebuilt and/or demolished and rebuilt. There are no resorts remaining within the City and there is no evidence of the City's past as a summer destination for recreation as was once the case in the 19th century. There are no identified sites of architectural significance in the City of Greenwood. There are no identified sites of historical significance in the City of Greenwood.

## **HOUSING ELEMENT**

Because Greenwood is fully developed, the mix of housing will not change significantly over the next two decades. A few new single-family building sites will become available due to minor subdivisions of existing larger lots. As a result, the focus of the community's future housing efforts will be on maintenance of the existing housing stock, on allowing infill development where it complies with zoning regulations, and supporting the development of additional housing choices in the greater Lake Minnetonka area.

***Household Characteristics***

The 2000 census data show that the housing stock in the City of Greenwood is dominated by lakeshore properties which are often subject to renewal, redevelopment, remodeling, and rehabilitation. Off-lake properties are a significant portion of the available housing at 56%. The 2007 median home value was \$825,000. The available housing provides a range of single family housing values in an area rich in recreational opportunities. The Georgetown Manor, which has 17 units, is the only multiple unit apartment building in the City.

In 2001, construction was completed on the St. Alban's Bay Villas. The Villas consist of two separate buildings which each accommodate 10 residential townhome-style units located in the C-2 Zone. The St. Alban's Bay Villas are located on the west shore of St. Alban's Bay. Because there is little or no land available for subdivision, it is unlikely the City of Greenwood will see any changes in the relative number of affordable housing or an increase in multiple housing. There is, however, considerable multiple housing available in the neighboring City of Excelsior.

***Population and Household Developments***

As Greenwood is a fully developed City, there is no land to be developed. There is potential growth due to subdivision and redevelopment of properties. Between 1990 and 2000, the City had a net gain of 35 households, a 14% increase. But by 2020, the Metropolitan Council estimates that Greenwood's size will be no more than 330 households; a 16% growth between 2000 and 2020.

Despite the modest increase in households, the total population for the City will remain relatively constant. The 2000 census put the population of Greenwood at 729. The Metropolitan Council estimates the City population will be no more than 760 in 2010, 770 in the year 2020, and 780 by the year 2030.

According to the Metropolitan Council's estimates, Greenwood had 759 people and 316 households as of April 1, 2005.

**Population/Household Trends 1990-2000**

<b>Demographic Information</b>	<b>1990</b>	<b>2000</b>	<b>Change</b>	<b>% Change</b>
--------------------------------	-------------	-------------	---------------	-----------------

Total Population	614	729	115	18.7%
Number of Households	250	285	35	14.0%
Persons per Household	2.46	2.56	0.10	4.1%
Number of Families	182	215	33	18.1%
Persons per Family	2.84	2.96	0.12	4.2%

Source: U.S. Census Bureau

### Employment Trends 1990-2000

2000	2003	2004	2005	2006	2000-06	2000-06
161	113	156	167	151	-10%	-6.2%

Source: U.S. Census Bureau

### Forecast of population, households and employment

	1990	2000	2010	2020	2030
Population	614	729	760	770	780
Households	250	285	320	330	330
Employment	185	161	220	230	250

Source: Met Council

### General Demographic Characteristics for the year 2000

Subject	Number	Subject	Number
Male	377	Median Household Income	\$102,719
Female	352	Average Commute	24.6 minutes
Median Age	42.4	Aged 65 years and older	70

Source: U.S. Census Bureau

### Metropolitan Council Forecasts

Forecasts prepared by the Metropolitan Council predict that Greenwood will add less than 50 households over the next 20 years. This projection could change if the property currently occupied by the Old Log Theatre is eventually developed housing. If that property continues to be used as a theatre, it is questionable that the City will grow consistent with the stated regional projections. Without the development of the theatre property, the only significant source of new housing growth will come from divisions of existing property. Such development only occurs when existing property owners desire to divide and sell portions of their property, providing that the desired land division is consistent with zoning requirements.

It is unlikely that the City will see 50 new housing units by 2020. Single-family housing growth would be limited to properties that are further subdivided to create new building lots. The City acknowledges the Metropolitan Council's desire that future multi-family developments contain a density of three units per acre.

## ***Future Housing Demand***

A number of current trends are likely to impact future housing demand in the City of Greenwood. These trends include:

### ***Life Cycle Evolution***

As people move through the different stages of life they develop different housing needs. This process is known as life-cycle housing. A young person getting out of school usually can't afford a home and begins by renting. As people grow older, they establish a family and buy their first home, typically either a town home or a small starter home. As families grow and household income increases, they move up into a larger home. Once the children leave the house, many families downsize and move back to smaller homes, frequently attached, with less maintenance needs. Finally they reach retirement and possibly desire or need an assisted living housing type.

Greenwood accommodates some of the housing styles in the life-cycle chain. The community has a supply of older, smaller, more affordable homes and a much larger supply of move-up housing that is higher value, single-family detached homes. Because of limited vacant land supply, the community is unable to offer housing that appeals to other segments of the life-cycle evolution.

### ***The Baby Boom Generation***

The baby boom generation was born between 1940 and 1960. This large population cohort is a driving force in the economy and is expected to continue to be so for at least the next ten years. Their housing needs are changing as well. Those who are in the 40's age group are living in the largest home of the life cycle chain and will be seeking to downsize in the next 10 to 20 years. Those residents who are in their 50's are looking to downsize in the next 10 or so years while those in their 60's are driving the demand for one level townhome and senior housing today.

As this generation moves into the next cycle of housing, they leave behind the larger single-family homes. The population cohort that followed the baby boom era is much smaller and when the baby boomers all begin to downsize at once in the next 10 or 20 years, regionally, there will be an excess supply of larger single family homes. Amenities in and around Greenwood are expected to help sustain the demand for larger single-family homes despite an abundant regional supply of such housing.

### ***Rental Housing***

Since 1990, very little new development of rental housing has occurred in the entire Twin Cities metro area, other than upper scale apartment complexes and as of recently, rental town home developments. New multi-family housing is extremely difficult to build because of tax laws and public opposition. However, rental housing is a critical component of the life-cycle housing chain. Rental housing shows up at the beginning of

the life-cycle chain and at the end filling the needs of several segments of the population including:

- Commercial and retail service employees
- Single income families and individuals
- Senior citizens living on fixed incomes
- Young people moving out of homes and into the workforce
- Economically disadvantaged households

The rental housing stock in the City of Greenwood, as well as throughout much of the metro area, is an aging housing stock and is need of continual maintenance. The City of Greenwood needs to ensure that the existing rental housing supply is maintained in good condition.

### ***Housing Plan***

The City of Greenwood recognizes that the community will have a number of housing needs over the next 10 to 20 years. The development pattern of the community and the form of the existing housing stock make it practically impossible to significantly change the current composition of housing stock within the boundaries of the city. Therefore, the City will concentrate its housing development and other related programs on the rehabilitation of current housing stock and maintaining variety in choice in single family residential housing that will serve life cycle housing and affordable housing needs.

### ***Livable Communities Program***

Greenwood currently does not participate in the Livable Communities Program. The City will continue to monitor the program and will periodically assess participation in the program.

The City does provide information on financial resources and economic assistance that may be available through the County HRA or Minnesota Housing Finance Agency. The City participates in the Lake Minnetonka Area Cooperating Cities (LMACC) organization to address the housing related needs of the Lake Minnetonka sub-region and common housing issues identified within the individual communities.

### ***Housing Maintenance Code/Code Enforcement***

The City currently enforces building, rental and zoning codes as measures to require and encourage property maintenance. The City will consider the need for broader housing maintenance codes for rental housing. If housing maintenance codes are considered, the process should include members of the real estate, home building, remodeling and property management community in addition to city staff and decision makers.

### ***Rehabilitation/Renovation Programs***

A number of programs are currently available for housing rehabilitation and renovation. As a communities housing stock ages, it is increasingly important to provide low to moderate income residents with the resources needed to be able to put a new roof on, replace old windows, replace deteriorated siding, replace outdated mechanics and other maintenance issues facing older homes. In addition to housing rehabilitation, many homes need renovation to meet the needs of changing household demographics. Older homes often fit the bill for first time home buyers and this sometimes mean a transition from an elderly single person to a young family having children. Housing needs and tastes between these generations are different and can be accommodated through remodeling and renovation.

The size of Greenwood prohibits the City from participating directly in any redevelopment of properties within its boundaries but the City will make known to interested parties, economic assistance from the Minnesota Housing Finance Agency, Metropolitan Council and other agencies or programs such as The Minnesota Mortgage Program, Homeownership Assistance Fund, Purchase Plus Program and Minnesota Urban and Rural Homesteading Program are available.

### ***Affordable Housing***

The Metropolitan Council has forecast affordable housing needs for all cities and townships within the Twin Cities Metropolitan Area for the period from 2011-2020. The City's share of this allocation is 5 affordable housing units.

### ***Infrastructure Improvements***

An important part of maintaining strong neighborhoods and strong housing opportunities is ensuring quality infrastructure including streets, sidewalks, and utilities. Old streets that are poorly maintained show a lack of investment into the community while maintaining streets will (in some cases) encourage upkeep of housing. The City should continue to implement a street reconstruction program throughout the community.

## **PUBLIC FACILITIES SECTION**

Sanitary sewer, storm sewer, water, transportation, and parks comprise the major categories of public facilities which will be addressed in this section. Since Greenwood is approaching full development, existing utilities (except water), roads and parks are accessible to all areas of the community. This situation results in planning that is oriented toward maintaining and improving existing facilities rather than planning for the accommodation of future growth.

## **UTILITIES ELEMENT**

### ***Utilities Inventory***

### ***Sanitary Sewer***

1. Availability - The existing local system was constructed in the early 1970's and full service is available to the entire community.
2. Capacity – Sanitary sewer service to the City of Greenwood is supplied by the Metropolitan Council Environmental Services. Effluent from Greenwood is treated at the Blue Lake Waste Water Treatment Plant located in Shakopee. Since Greenwood is projected to add less than 50 households from 2000 through 2020, the current system has the capacity to accommodate both existing and future growth.

### ***Water***

1. Greenwood does not currently have a municipal water system. Water is provided from private wells with the exception of two localized areas. The City of Excelsior currently provides municipal water to residents in the St. Alban's Villas and adjacent commercial properties.
2. The quality of private well water is generally acceptable except that it has a high iron content.
3. Well pollution and ground water contamination has not been a problem in Greenwood. As a result, the City intends to continue relying on private wells for potable water for the foreseeable future.

### ***Storm Sewer***

1. Greenwood does not have an overall storm sewer system. Storm water drainage is handled via overland flows that are collected in various drainage ways and wetland areas.
2. Lack of curbs and gutters along existing streets has minimized the need for storm sewers.

### ***Utilities Plan***

#### ***Sanitary Sewer***

1. Greenwood is completely sewered and all households, population and employment are service by the Blue Lake Wastewater Treatment Plant. Being fully developed, the city does not need to consider any expansion or phasing of new facilities.
2. Projected sewer flows are expected to remain relatively stable since the sewered population is not anticipated to increase over the next twenty years and the

expected increase in sewerred households and employment over the same period will be very small. The project flows are as follows:

<b>Year</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>
Sewered Population	780	780	780
Sewered Households	330	330	330
Sewered Employment	170	170	170
Average Annual Wastewater Flow (MGD)	.06	.06	.06
Allowable Peak Hourly Flow (MGD)	.24	.24	.24

3. The city has acknowledged the issue of inflow and infiltration into the sewer system. Greenwood receives Metropolitan Area Grant Funds to minimize infiltration/inflow (I/I) into the exiting sanitary sewer system. The City enacted a sump pump inspection ordinance and is involved on an annual basis in maintaining and repairing manholes. The City will continue to monitor infiltration/inflow into the existing sanitary sewer system.

**Water**

1. Most properties within the City of Greenwood get their water from private wells. Pollution of private wells has not been a major problem in Greenwood. Accordingly, there are no immediate plans to implement a municipal water system.

**Storm Sewer**

1. The City of Greenwood is in the process of assembling a comprehensive storm water management plan in conformance with plans and policies adopted by the Minnehaha Creek Watershed district. The plan will fully comply with the requirements of the watershed district as well as those of the Metropolitan Council.
2. Until a stormwater management plan is assembled and adopted, the City will continue to require Best Management Practices (BMP).
3. Continue to pursue cost effective solutions for existing drainage problem areas.
4. Require that new developments as well as substantial redevelopment efforts maintain the same rate of runoff after development that existed in the pre-development or pre-redevelopment condition.

## **TRANSPORTION ELEMENT**

### ***Thoroughfares***

1. The current roadway system has been established in Greenwood and due to the extent of existing development, major changes to the system are neither warranted nor would they be economically feasible. Higher traffic volumes and traffic congestion occurs in one primary area: Trunk Highway 7.

All roads within Greenwood are part of an overall system of functional classification. Trunk Highway 7 is a principal arterial and Minnetonka Boulevard is a collector. All remaining streets are classified as local streets.

2. The Metropolitan Council utilizes Traffic Assignment Zones (TAZ) to analyze the impacts of future growth on the metropolitan roadway system. Traffic assignment zones are shown on the following table and accompanying map.

#### **Greenwood TAZ Information**

	<u>TAZ</u>	<u>2000</u>	<u>2010</u>	<u>2020</u>	<u>2030</u>
Population	625	729	820	790	760
Households	625	285	330	330	330
Employment	625	161	170	170	170

### ***Local Transportation Systems***

The southerly boundary of the City of Greenwood is the right-of-way of Minnesota State Highway 7, a principal arterial metropolitan highway. This 4-lane limited access east/west highway services the western Twin City Suburbs. It provides access directly to Minneapolis and the 494/694 ring interstate road. There are no expansion plans for Highway 7.

Public transportation is provided by the Metro Transit routes 670 and 671, servicing the City of Excelsior from downtown Minneapolis by way of Minnetonka Blvd. (a local collector street through the center of the City of Greenwood). Such bus transportation provides peak period express service for residents to commute to downtown Minneapolis and points en route. The City of Greenwood does not have facilities for transit passengers i.e. park and ride lots or stations. There is no plan for development of such sites.

Greenwood is within the Metropolitan Transit Taxing District and included within Market Area III. Service options for cities within Market Area III include peak-only express,

small vehicle circulators, midday circulators, special needs paratransit (ADA, seniors) and ridesharing.

The City is also served by Lake Minnetonka Area Dial-a-Ride.

### ***Traffic Flow and Congestion***

With the exception of Minnesota State Highway 7, whose traffic flow and congestion is managed by the Minnesota Department of Transportation and entirely outside of the purview of the City of Greenwood. There are not traffic congestion problems in the City, since most streets are local and residential in character. Street use is limited to local traffic. Through traffic is confined to Minnetonka Boulevard which connects Greenwood with Excelsior at its southern boundary and Deephaven and Shorewood at its northerly boundary. Minnetonka Boulevard does not experience traffic congestion.

### ***Street Maintenance***

Street Maintenance is provided under contract with the City of Deephaven. They are responsible for repairing, plowing, and otherwise maintaining the street system. Larger street projects, such as milling and overlays, are awarded through the bid process.

### ***Public Safety Services***

The South Lake Minnetonka Police Department provides police services to the City of Greenwood. The SLMPD is owned under a joint powers agreement between the Cities of Greenwood, Excelsior, Shorewood and Tonka Bay. Having been established in 1973, it functions with a high level efficiency and is well respected by the citizens it serves.

Fire protection is provided by the Excelsior Fire District which is owned under a joint powers agreement between the Cities of Greenwood, Deephaven, Excelsior, Shorewood and Tonka Bay.

## **PARK AND OPEN SPACE ELEMENT**

The Park and Open Space Element of the Greenwood Comprehensive Plan serves as a guide for use by the City Council in making decisions that impact recreational opportunities within the community. Greenwood is fortunate to have abundant natural resources. Mature trees, wetlands and lakes provide the backdrop for recreational activities within the community.

Greenwood's overall goal for parks and open space addresses the existing natural setting. It speaks of an overall system that conserves natural resources, protects environmentally sensitive areas, and fulfills the needs of the people of Greenwood. The intent of this plan is to implement all aspects of this goal.

## ***Recreation Supply***

The City of Greenwood does not have federal, state or regional parks within its boundaries. With the exception of the Lake Minnetonka LRT Regional Trail which is leased and managed by Three Rivers Park District, all park and recreation facilities are municipally owned.

Utilizing population ratio standards is only one general measure of the adequacy of a community's park and recreation system. A comprehensive analysis also requires a review of the accessibility of recreational facilities. Various types of parks and recreation facilities have recommended service areas. Neighborhood parks have a typical service area of 1/2 mile. The service area for community parks is from 1 to 2 miles.

Since 99% of the land within the City of Greenwood is currently developed, providing additional park and recreation facilities is both an expensive and difficult task to accomplish.

## ***Park and Recreation Plan***

Expansion Greenwood's existing park system is limited by the availability of suitable land for the creation of parks. City residents will continue to use the park amenities provided by the adjacent cities of Deephaven, Excelsior and Shorewood, which have more extensive park facilities available for public use.

## **IMPLEMENTATION**

The Greenwood Comprehensive Plan contains a collection of goals, policies, and standards designed to set a direction for the community over the next ten to twenty years. Many communities prepare comprehensive plans to help address significant change. Since Greenwood is almost fully developed, major changes are not anticipated over the next couple of decades. Rather, the focus of the community will be on maintaining quality residential and commercial structures and in enhancing the natural environment.

Plan implementation in Greenwood includes administrative procedures, official controls, environmental protection, and a housing plan.

### ***Administrative Procedures***

As a regulatory entity, the City plays a major role in land development. Development decisions have a lasting effect on the image and identity of a community. Therefore, it is imperative that a city's policies, plans and ordinances reflect the collective vision of the community. In order to make the development process and application procedures more understandable to the general public, current procedures should be reviewed on an ongoing basis and revised where appropriate.

### ***Official Controls***

Greenwood's zoning, shoreland and subdivision ordinances are the principal tools in implementing the policies outlined in the comprehensive plan. The zoning ordinance establishes minimum requirements and standards for the utilization of land and structures within the City. The existing zoning classifications are consistent with the land use plan element of the comprehensive plan. The city should review current performance standards addressing commercial development to ensure that they adequately address signage, lighting, landscaping, etc. There are no plans to change the official controls currently in place.

### ***Environmental Protection***

The image of a community is established by a number of factors. The strongest single element that shapes the form of Greenwood is the environment. Lake Minnetonka, wetlands, and mature trees are dominant natural elements. These elements are so strong that they overshadow the man made components of the development pattern.

Because of the importance of Greenwood's natural environment, the City will need to continually monitor the adequacy and effectiveness of environmental protection ordinances. Recently enacted shoreland management provisions contain standards for shoreline development. At the State and National levels, wetland regulation has become more comprehensive in recent years. At the local level, Greenwood should examine its current ordinances to ensure that environmental protection regulations such as tree preservation and replacement are adequately addressed.

### ***Housing***

The City of Greenwood is approaching full development. As a result, the City has limited opportunities to accommodate new housing development.

It is important for any community to have a well-maintained housing stock. Deteriorating housing not only makes a community less aesthetically appealing but it can also undermine property values. At the present time, Greenwood's housing stock is well maintained. As housing within the community continues to age, the City will need to monitor maintenance of both rental and owner occupied housing and enact housing maintenance provisions if warranted.