1	DRAFT
2 3	MINUTES OF THE PLANNING AND POLICY COMMITTEE
4 5 6	November 19, 2015
7 8	CALL TO ORDER
9	Committee Chair Calkins brought the meeting to order at 4:05 PM.
10 11	COMMITTEE MEMBERS PRESENT
12 13	Manager Calkins, Manager Miller, and Manager Shekleton.
14 15	NON-COMMITTEE MEMBERS PRESENT
16 17	Manager White.
18 19	OTHERS PRESENT
20 21 22 23 24 25	Lars Erdahl, District Administrator; James Wisker, Director of Planning & Projects; Becky Christopher, Lead Planner; Tiffany Schaufler, Project & Land Program Manager; Michael Hayman, Planner & Project Manager; Anna Brown, Planner & Project Manager; Peter Rechelbacher, Citizen Advisory Committee Member; Laurie Bauer, Himle Rapp & Company; and Matthew Cook, Planning Assistant.
26 27	APPROVAL OF AGENDA
28 29 30 31	Mr. Wisker asked to amend the agenda to include an update on the project at 325 Blake Road if time allows. Manager Miller moved to include the item, and the motion was seconded by Manager Calkins.
32 33	COMMITTEE MEETING
34 35 36 37 38 39 40 41 42 43 44 45 46	Mr. Wisker stated that the next step in the District's strategic planning effort – as approved by the Board in October – is to define the organization's mission, vision, values, and goals. As discussed at previous meetings, two primary reasons have been identified for revisiting these foundational elements. One is to ensure that they reflect the evolution in District policy that has occurred in recent years. The other is to ensure that the statements are focused, clear and compelling. Mr. Wisker stated that, as background for the Board's consideration of these foundational elements, he would begin by providing an overview of the evolution of District policy. Laurie Bauer with Himle Rapp would then discuss best practices for developing effective mission, vision, values, and goals. He noted that this information is intended to help the Managers prepare for their individual interviews with Himle Rapp which will be scheduled over the next few weeks.

Evolution of District Policy

Mr. Wisker noted that, at a previous Committee meeting, it was discussed that staff would be compiling a summary of District policies and progress over the last plan cycle as part of the self-assessment. He explained that the paper in their packet is a preliminary draft that focuses on what has emerged as a central theme of past Board discussions and policy - the integration of land-use and water planning. He also distributed an executive summary of the paper and an outline of the broader policy evolution that staff will continue to refine and write up into a comprehensive self-assessment report. Mr. Wisker stated that he would provide a brief overview of the draft paper that includes the following:

- 1. Review of MCWD's recent policy history
- 2. The statewide mandate concerning land-use and water planning
- 3. Why the "governance gap" between land-use and water planning exists
- 4. What the MCWD has done to bridge the "gap"

Mr. Wisker highlighted a few policy milestones from recent MCWD history:

Greenway, directed staff to create a partnership for Minnehaha Creek modeled after Hennepin Community Works which acknowledged the ability of natural systems to underpin a local sense of identity, creating economic and social value. The Hennepin County model utilized the power of convening public and private sector partners by "building bridges for effective planning and implementation" to align investment around planned improvements to generate broad community value.

October 2009 – The Board of Managers, during a planning discussion for the Minnehaha Creek

2010 and 2011 – Louis Smith presented his white paper *Watershed Partnerships*, commissioned by the MCWD and others, highlighting the value and strategy behind partnerships to advance watershed initiatives through collaborative and integrated planning.

May 2013 – At the Board retreat, the Managers requested that a policy framework be developed to "institutionalize" the District's goal of, "integrating our work into the plans and work of others" by "expressing a commitment to complement the efforts of cities and private development," and by "moving away from regulatory focused relationships."

September 2013 - The Planning and Policy Committee discussed again the value of partnerships, and that while partnerships had been enjoyed under the 2007 plan, it had been structured as a TMDL for local municipalities and was immediately followed by four years of rulemaking, solidifying the District's reputation as a regulatory agency. The Committee discussed that bolstering the philosophy of partnerships and integration with land-use may establish a central theme for the 2017 plan, also citing the power of convening multi-jurisdictional partnerships within focused geographies to align authority, mission and investment for large-scale implementation and community benefit.

March 2014 – The Board adopted the *Balanced Urban Ecology* policy as "a statement of the MCWD's fundamental philosophy and way of doing business," to "guide the development of the District's update to its Comprehensive Plan," and to operationalize the policy in the District's "planning processes". The policy emphasized the interdependence of the natural and built environments, the need for integrated planning, the value of disciplined focus, and the importance of flexibility and bold, creative thinking.

Mr. Wisker stated that this focus by the District on improving the integration of land-use and water planning has been reinforced by several recent evaluations of water governance in Minnesota that reached the same conclusion:

2007 – The Office of the Legislative Auditor released *Evaluation Report on Watershed Management*, asserting that water resource condition is driven by land-use. The report found that efforts to manage water quality are most effective when coordinated with land-use planning.

2009 – The Minnesota Environmental Initiative completed the *Land and Water Policy Project*, which found that land-use and water planning are compartmentalized at all levels, residing under separate bodies of jurisdiction and regulation.

2011 – A Hennepin County Water Governance Project concluded that the interaction between technically based watershed management and the political world of the built environment was complicated, requiring significant effort to coordinate.

2013 – The Minnesota Pollution Control Agency published a report to the legislature, *Water Regulation and Governance Evaluation*, which found that "opportunities to address water-land-use connections have waned in recent decades," and that state water management goals can only be achieved with strong links to land-use. Moreover, watershed district plans were criticized for their "focus on engineering solutions, rather than land-use driven issues or trends".

Mr. Wisker then began to outline the reasons why it seems that the "governance gap" between planning spheres persists. He stated that watershed districts were created to insulate water from the inherent conflict that exists for cities to manage water on a hydrologic basis across political boundaries. While the creation of watershed districts effectively addressed these issues, the division of land use and water planning into separate jurisdictions created "silos". Mr. Wisker underscored that, although the Watershed Act calls for integrated land-use and water planning, it does not provide an explanation as to how such integration is meant to happen in policy or procedural context. Furthermore, the framework governing watershed management created unintended consequences that complicate the call for integration:

- 1. Desynchronized planning Require prescriptive ten-year implementation plans, creating a tendency towards static watershed management plans that are ill equipped to respond to the dynamic nature of land-use change
 - 2. Cultural differences Disproportionately emphasizes technical approaches to the identification of issues and solutions, over integrating water planning with land-use planning and decisions. While sound science is a prerequisite of successful water management, the lack of emphasis on integration has perpetuated a cultural (language, knowledge, polices, rules, procedures) disconnect reinforcing the silos of water management and land-use.
 - 3. Reliance on regulation Due to the desynchronization created by static, technically driven plans, watershed management relies heavily on a reactive safety net of regulation that does not achieve improvement but provides minimum standards to manage land-use change toward "no degradation."

Finally, Mr. Wisker described how the District's policy trajectory has addressed these issues in the following ways:

- 1. Informal and formal planning
- 2. Multi-disciplinary planning, thinking, and implementation
- 3. Innovative urban design
- 4. De-emphasizing regulation, without compromising authority, and emphasizing partnership

Mr. Wisker explained that the District's Comprehensive Plan – the organization's "formal" planning – lays out the policy environment, the planning framework, the financing approach, and relevant philosophies on the District's approach to its mission. He summarized that the Comprehensive Plan gives the District direction and allows for transparency. Mr. Wisker noted that most of the inroads made in recent years, however, were made through more informal planning processes. He described informal planning as being modeled after Hennepin Community Works' "building bridges for effective planning", requiring the development and maintenance of relationships in areas of land-use change, thereby staying updated on infrastructure investments or development that may relate to strategic water resource solutions. Mr. Wisker stated that, with this early awareness of potential land-use change, the District is better positioned to act as an asset to its partners and accomplish water management objectives.

Mr. Wisker added that once the District is aware of a project early on, staff's ability to take part in multi-disciplinary planning and implementation has been critical in "bridging" the gap between the land-use and water "silos." Mr. Wisker defined multi-disciplinary planning and implementation as an approach through which District staff – by understanding their partner's objectives, language, and processes – can propose mutually-beneficial solutions to partners. He pointed to the District's involvement with Japs Olson, for which District planners had to learn about the printing businesses goals, municipal annexation, transportation, and road relocation to

better comprehend the parameters within which the District could accomplish its water resource objectives.

Mr. Wisker stated that District has also used innovative designs in urban landscapes to maximize water resource benefit while using the presence of water features and creative stormwater management to increase the value of the land being developed, thereby satisfying another partner need.

Finally, Mr. Wisker explained that by de-emphasizing the District's regulatory role—without compromising the District's authority—staff have been able to creatively provide improved protection beyond what the rules alone would have required.

Mr. Wisker looked to the Committee for question or comment.

Manager Miller stated that he is amazed by the movement the District has made toward integration over the last 7-8 years. He added that the presentation and associated materials made clear that the District's trajectory was heading towards the integration of land-use and water planning. He further noted that having this background on the District's policy progression helped to frame the goal and direction-setting discussions that were to take place at upcoming Committee and Board meetings. Manager Miller finished by affirming his comfort with the District's direction as presented.

Manager Calkins noted that after reading through the draft white paper that was included in the meeting packet, he found himself disagreeing with the phrasing of some points, though he agreed with the sentiment. Manager Calkins stated that he firmly believes that land-use planning should be and always has been the purview and jurisdiction of the District, and that suggesting there is a "gap" in governance is not entirely accurate. Manager Calkins mentioned that the idea of integrating land-use and water planning was not new as it was the original intent for watershed management. He added that he tracked the policy mandates and audits Mr. Wisker referenced in his presentation, and found that the reports simply restated the known shortcomings of watershed management and provided no solutions. Manager Calkins attributed this lack of watershed involvement in land use to political pressure.

Mr. Wisker responded by saying that while the known issue was not new, the District's response to the disconnect between land-use and water planning was new. He pointed out that there were two options to address the planning disconnect. The first relies heavily on utilizing regulatory authority to implement watershed management requirements into planned construction initiated by others. The second cultivated an environment in which the District would be increasingly invited into land-use planning because of the District's proven track record of adding value to non-water related projects. Mr. Wisker reinforced that the fragmentation of land-use and water planning does exist, and that the District had demonstrated meaningful progress by changing its overall approach and posture to engender more partnership and increased integration outside of regulation.

- Manager Calkins agreed, adding that watershed management should have always been as Mr. Wisker suggested, and that the District's trending towards this optimal practice was not a new
- idea, but overdue fulfillment of founding intent.

Manager Miller disagreed with Manager Calkins' identification of politics as the central reason for water and land-use planning remaining compartmentalized. Manager Miller instead offered that that it was due to a lack of understanding of each other's goals and that the two planning spheres speak a different language. Manager Miller elaborated, noting that the District's work with Japs Olson and neighboring projects, including the cooperation between Hopkins and St. Louis Park, may not have happened without the District being welcomed as a broker. Manager Miller pointed out that the ability of District staff and Managers to "put themselves in the shoes" of Japs Olson – a printing company – is what allowed the development of the relationships necessary to deliver the final project.

Manager Calkins concurred, restating that watershed management should have looked like the District's model from the beginning, adding that it was a matter of common sense.

Mr. Erdahl recapitulated the general discussion, saying that while the concept of integrated planning was not new, as Manager Calkins said, the practice of separated planning has been the predominant trend for years. Mr. Erdahl then offered that the overlapping authorities and jurisdictions in land-use planning, namely of cities and watersheds, tends to warrant discussion and convening. He suggested that this role of convener could be a useful way for the District to become more involved and stay involved in land-use planning.

Manager White added that even based on recent experience the reputation of watershed technicians, when involved in land-use projects, is to limit the options of the land-use planners, invariably costing the parties subject to watershed regulation significant amounts of money. She suggested that the District could break this perception, as Mr. Erdahl and Manager Miller alluded to, by facilitating projects instead of inhibiting them.

Mr. Wisker offered staff's perspective, noting that through implementing the incremental policy changes of recent years, staff has enjoyed an increasingly positive reputation amongst its partner cities, with the District being invited to co-plan land-use projects. This newfound reputation, he continued, is juxtaposed against the District's recent history. Mr. Wisker agreed with Manager Calkins in that the integration land-use and water planning should be a common sense practice, but added that despite it being common sense concerted action in this direction is required to generate results. He noted that until the District passed policy and began meaningfully partnering with land-use management organizations, the reality was that cities and developers saw the District as a necessary obstacle and not a crucial asset. He noted that planning and regulatory staff have started to see these attitudes shift in their frequent interaction with the broader community.

Mr. Wisker finished by stating that he anticipated that the materials presented would be the subject of ongoing dialogue amongst the Board in the coming weeks, being revisited and revised as needed.

Himle Rapp: Mission, Vision, Values, and Goals

Ms. Bauer began by noting that Himle Rapp has been enlisted to assist the District in developing a set of foundational elements for its Comprehensive Plan and Strategic Evaluation, including mission, vision, goals, and guiding principles (values). These foundational elements will be used to focus and prioritize program activities and resources internally through the program evaluation process. They will also be a critical part of the District's branding and communication to external stakeholders. She added that it is typical for organizations to review these foundational elements during strategic planning, so it is good timing to do so.

Ms. Bauer reviewed the current state of the District's mission and goals. She pointed to the most visible messaging item, the District's mission statement. She noted that it was too long and had too many items to be useful, as the mission is supposed to be easy to remember and convey a clear message. Ms. Bauer stated that the District's 17 goals were far too many in number and that many were not, in fact, goals – some were strategies and others were tactics. She noted that the District does not currently have a vision statement, and while not all organizations have a vision statement, a vision is a messaging item that functions as a complement to mission, values, and goals, and therefore worth considering. In addition, Ms. Bauer noted that she would highlight emerging themes from District policy as elements to possibly include in a future declaration of the District's values.

Ms. Bauer opened up her section on vision statements by beginning what was to be a continuing analogy throughout the presentation to help illustrate the role of each messaging item in communicating to both internal and external audiences. She related the vision statement with the destination an organization wanted to arrive at, an ideal ultimate situation. Ms. Bauer stated that a vision should be a long-term pursuit – being the biggest organization in a given field, being the best organization, or to be unique and redefine the understanding of a given organization's field. Visions such as these, she noted, were meant to be brief and provide the simplest, highest-level focus for an organization. Ms. Bauer added that a vision statement, by being aspirational and purpose-driven, is supposed to provide motivation and inspiration to an organization's employees and supporters. She then provided examples of vision statements from various organizations, highlighting that the examples were all short, to-the-point statements.

Ms. Bauer continued her analogy, suggesting that if the vision is the destination, the mission is the path taken to reach the destination. She pointed out that while a mission statement is typically more specific and a little longer than a vision statement, it is still meant to be clear and concise. Ms. Bauer stated that mission statements are often the most useful tool for initial external communication, and thus should employ simple, readily-understood language and not contain field- or organization-specific jargon. She identified the purpose of a mission statement as answering the question "why does your organization exist?" Ms. Bauer provided examples of

effective mission statements. In contrast to the examples, she then offered up the mission statement of Carpenter Nature Center, an organization for which she sits on the Board. Ms. Bauer drew parallels between the Center's mission statement and the District's own mission statement, pointing to the cluttered and lengthy nature of both statements. She then presented a proposed revision to the Center's mission statement. Ms. Bauer pointed out that the revision was shorter and simpler, as it had boiled down to their essence the scattered points of the original version. For comparison, she selected the core elements of what the District's current mission statement and recent policy suggest a new mission would logically be:

What: protect and improve natural resources

How: through partnership

Why: to support sustainable communities

Ms. Bauer suggested that these elements, in the District's context, answer the questions a mission is supposed to address.

Ms. Bauer moved on to values adding that if the vision is the destination and the mission is the path taken to get to the destination, then the values of an organization are the signposts that give incremental direction along the path (mission) to reach the destination (vision). This incremental direction, she explained, is to keep the organization's progression along a path true to the organization's identity. Ms. Bauer stated that organizations ought to have between five and seven values. She suggested that this number of values could complete a definition of an organization's identity, while remaining simple enough to help focus the organization on its way of doing business. As Ms. Bauer provided examples of various organizations' sets of values, she highlighted Andersen Corporation. Andersen, she noted, has each of their five values displayed on the walls of their office buildings, acting as a constant reminder of the company's direction and approach. Ms. Bauer added that establishing clear and descriptive values helps potential employees identify whether or not they would enjoy or be successful in working at the organization. She identified the following themes as potential values for the District based Himle Rapp's analysis of the District's policy.

Focus
Responsiveness
Partnership
Integrated planning
Innovation
Leadership
Sound science

Ms. Bauer stated that an organization's goals help to provide parameters for strategic planning, allocating resources, and identifying opportunities for development. She suggested that the District should follow the SMART model, which posits that useful goals will be:

Specific

351 Measurable
352 Attainable
353 Realistic
354 Timely

Ms. Bauer listed the four proposed goals that the District been using as placeholders in various frameworks and documents. These goals were:

Water Quality
Water Quantity
Ecological Integrity
Community Engagement

Ms. Bauer restated that these proposed goals, given the proper metrics and scale, would satisfy the SMART requirements. She added that they would also ensure that the seventeen priorities laid out in the District's 2007 goals would still be accounted for, as they nest well under the four proposed goals.

Ms. Bauer laid out the process that the Board and Himle Rapp would be taking to help inform and craft draft statements for the District. She stated that first, she and John Himle would be conducting one-on-one phone interviews with individual Managers over the coming weeks. Ms. Bauer stated that then Himle Rapp would aggregate and synthesize these results, and incorporate input from staff discussions with Himle Rapp's review of existing materials and policy. With these three inputs, Ms. Bauer continued, Himle Rapp would work to draft two to three potential options for each element which would be presented to the Committee, and then bring the statements with Committee input to the Board for review.

Manager Shekleton suggested that the draft statements be brought through a Board workshop prior to requesting action at a Board meeting. Mr. Wisker concurred that this would likely be the recommended process.

Manager Shekleton asked if the 4 proposed goals would be ranked and if the current 17 would be organized under the 4. Ms. Bauer confirmed that all 17 can be nested under the proposed 4 but that some will show up as strategies or tactics under a broader goal.

After staff probed for any questions, the Committee generally agreed that the background provided was helpful and they were ready for the process with Himle to move forward.

Mr. Erdahl acknowledged that the Managers, staff, and Himle Rapp have all been through strategic planning processes before, but noted that this particular effort may perhaps be different in the quality of the background information provided by staff and Himle Rapp, which is extremely useful in clearly defining terms. He continued, that by establishing a common terminology, the Board could move forward with developing the materials that will be the crux of the District's strategic planning framework.

Manager Miller concurred with Mr. Erdahl that the background was helpful, and attested to the merits of adopting useful mission and vision statements, as well as applicable values. He provided his personal experience with Wells Fargo as an example.

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Manager White concurred, stating her appreciation of the process laid out for developing a new mission statement.

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Comprehensive Plan Update

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Ms. Christopher stated that, now that the advisory committee meetings were underway, she would like to begin providing the PPC with regular updates. She noted that the recent Policy, Technical, and Citizen Advisory Committees have gone well and have had good participation from the Committee members. She added that the Committees were all supportive of the process, scope, and committee roles as presented. Ms. Christopher stated that the next meetings in December will focus on the Two-Track Approach and its use as a model to improve integration of land-use and water planning. She added that an important message for these meetings will be to make it clear that having "focal" geographies does not mean that these are the only areas where the District will dedicate resources. She explained that both tracks provide opportunities for partnership and the difference between the two is mainly in who initiates the process.

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Gray's Bay Dam Easement

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Ms. Schaufler summarized for the Committee a proposed adjustment to the easement the District has on a parcel to the north of Gray's Bay Dam. The City of Minnetonka, who owns the parcel, has had a dispute with a private property owner (whose property is immediately east of the City's parcel) over where the City's property stops and the neighboring property begins. To settle the disagreement, the City was willing to cede a strip of property 35 feet wide along the eastern edge of its parcel and simultaneously settle another dispute with the same land owner concerning access rights through the parcel immediately north of the City's parcel. Mr. Wisker pointed out that, should the District cooperate with the City's request to vacate the 35-foot section of easement, the District would formally gain right of way access to the parcel in order to drive heavy construction machinery from the street (Crosby Road) to Gray's Bay Dam for maintenance. Ms. Schaufler added that the District's engineers have looked at the proposed reduction to the easement and do not feel that it affects the District's ability to access and maintain the dam. Given this, Ms. Schaufler noted that staff was seeking a recommendation from the Committee to accommodate the City of Minnetonka's request to vacate 35-feet of the District's easement and enter into a new easement agreement over the new boundary of the City Parcel.

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Manager Miller motioned, seconded by Manager Shekleton, to recommend to the Board of Managers that the District accommodate the City of Minnetonka's request to vacate 35-feet of the District's easement over the City parcel and enter into a new easement agreement over the new boundary of the City parcel. Upon vote, the motion passed 3-0.

Stonegate Conservation Easement Update

- Mr. Wisker stated that on October 6, the City of Medina approved preliminary plat for the
- Stonegate Subdivision. He described Stonegate as a 170-acre project, containing 41 residential
- lots and 91 acres of a potential conservation easement. As per a Medina ordinance, noted Mr.
- Wisker, a conservation easement agreed upon by the City and the project developer must be held
- by a third party. He explained, the Stonegate developers and the City of Medina turned to the
- District as a potential third party, herein beginning the District's involvement with Stonegate.
- Mr. Wisker detailed what holding a conservation easement would mean in this context, citing
- that the burden of inspection would be on the District. He added that maintenance and
- establishment costs would be funded initially by the developer, secured by a line of credit, then
- eventually by Stonegate's Homeowner Association through an escrow account.

Mr. Wisker called attention to an adjacent property, for which the District has a memorandum of understanding with the landowner, Mr. Rechelbacher. In tandem, Mr. Wisker noted, these properties could form a sizeable conservation corridor in Medina without any direct cost to the District long-term outside of staff time spent monitoring the sites.

Now that preliminary plat has been approved, Mr. Wisker stated, the City of Medina and the Stonegate developer must secure the conservation easement holder before final plat can be approved. He suggested that staff would continue working with the developer and the City to define the terms of the arrangement before returning to the Committee for discussion.

Mr. Wisker highlighted the trail feature of the proposed conservation easement, in which the City has reserved the right to pave the trail. He stated that the developer had expressed tentative interest in exploring opportunities to enhance the public experience along the trail through the potential inclusion of educational signage and natural play elements, like boulders. The Committee expressed its support for staff continuing to advance the partnership with the developer and the City of Medina.

325 Blake Road Update

Mr. Wisker started by reminding the Committee that the District had an agreement with the city of Hopkins and Hennepin County for planning work related to transit-oriented development (TOD) implementation at the intersection of Blake Road and the Southwest Light Rail Transit (LRT) corridor. LHB and CB Richard Ellis (CBRE) are the consultant team tasked with investigating three publicly owned properties in the area – 325 Blake Road (Cold Storage), 43 Hoops, MCES Lift Station site – and developing conceptual site plans based on market assessment, project viability and implementation opportunities.

Mr. Hayman provided a rough timeline for the TOD early implementation process. He noted that the District would receive a package of refined concepts within a week, and that these draft concepts would be utilized in the upcoming Urban Land Institute (ULI) technical evaluation

panel (TAP) process. Mr. Hayman added that finalized concepts would be distributed to the project partners in mid-January, and that final reports were due in February.

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The Committee Meeting adjourned at 6:05 PM.

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487 Respectfully submitted,

488 Matthew Cook, Planning Assistant

