

## Community Development Committee

Meeting date: July 16, 2018

For the Metropolitan Council meeting of July 25, 2018

**Subject:** City of Oakdale 3M Small Area Plan Comprehensive Plan Amendment, Review File No. 20281-6

**District(s), Member(s):** District 11, Sandy Rummel

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175)

**Staff Prepared/Presented:** Corrin Wendell, AICP, Senior Planner, Local Planning Assistance (651-602-1832)

**Division/Department:** Community Development / Regional Planning

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Oakdale to place the 3M Small Area Plan Comprehensive Plan Amendment (amendment) into effect.
2. Revise the City's forecasts for population, households, and employment as shown in Table 1 of the Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Forecasts and Housing.

### Background

The amendment revises the City's comprehensive plan to incorporate the 3M Small Area Plan, a small area plan that addresses approximately 210 acres of land adjacent to 40<sup>th</sup> Street North, east of Interstate 694. The amendment creates a general guiding land use called Mixed Use Residential, which is applied to 206.5 acres, and reguides the remaining 4.0 acres from Business Campus to Open Space. The small area plan further refines guiding land use categories, including Mixed Use Residential (low density)(38.9 net acres), Mixed Use Residential (medium density)(24 net acres), Mixed Use Residential (high density)(34.7 net acres). Concurrently, the City is requesting the addition of a narrative to the comprehensive plan summarizing the small area plan. The Metropolitan Council reviewed the City of Oakdale's 2030 Comprehensive Plan Update (Update) ([Business Item No. 2009-241](#) Review File No. 20281-1) on August 12, 2009.

### Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

### Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040* (Thrive). To achieve the outcomes identified in *Thrive*, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in *Thrive*.

**Funding**

None.

**Known Support / Opposition**

There is no known local resident or local government opposition to this proposal.

# Review Record

## *City of Oakdale 3M Small Area Plan Comprehensive Plan Amendment*

Review File No. 20281-6, Business Item No. 2018-190

### BACKGROUND

The City of Oakdale (City) is located in western Washington County. The City is bordered by the cities of Mahtomedi and Pine Springs to the north; the city of Lake Elmo to the east; the cities of Woodbury and Landfall to the south; and the cities of Maplewood and North St. Paul to the west.

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans.

*Thrive MSP 2040* (Thrive) designates Oakdale with a “Suburban” community designation. Figure 1 shows the general location of Oakdale and nearby communities, and the Council’s *Thrive MSP 2040* Community Designation. The Council currently forecasts that from 2017 to 2040, the City will grow from 28,115 to 31,900 population and from 11,354 to 13,200 households. The Council also forecasts that, between 2017 and 2040, the City’s employment will increase from 11,238 to 14,000 jobs.

The Council reviewed the City’s Update ([Business Item 2009-241](#), Review File No. 20281-1) on August 12, 2009.

### REQUEST SUMMARY

The amendment revises the City’s comprehensive plan to incorporate the 3M Small Area Plan, a small area plan that addresses approximately 210 acres of land adjacent to 40<sup>th</sup> Street North, east of Interstate 694. The amendment creates a general guiding land use called Mixed Use Residential, which is applied to 206.5 acres, and reguides the remaining 4.0 acres from Business Campus to Open Space. The small area plan further refines guiding land use categories, including Mixed Use Residential (low density)(38.9 net acres), Mixed Use Residential (medium density)(24 net acres), Mixed Use Residential (high density)(34.7 net acres). Concurrently, the City is requesting the addition of a narrative to the comprehensive plan summarizing the small area plan. The Metropolitan Council reviewed the City of Oakdale’s 2030 Comprehensive Plan Update (Update) ([Business Item No. 2009-241](#) Review File No. 20281-1) on August 12, 2009.

### OVERVIEW

#### **Conformance with Regional Systems**

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

#### **Consistency with Council Policies**

The amendment is consistent with the *Thrive MSP 2040*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

**Compatibility with Plans of Adjacent Jurisdictions** The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## PREVIOUS COUNCIL ACTIONS

The Council has acted upon four amendments since the adoption of the City of Oakdale's 2030 Comprehensive Plan Update.

- The Council acted on the City's 2030 Comprehensive Plan Update on August 12, 2009 ([Business Item 2009-241](#), Review File No. 20281-1).
- The Tartan Crossing amendment was approved by the Council on December 14, 2011 ([Business Item 2011-345](#), Review File 20281-2). The amendment regraded 28.6 acres from Commercial to Mixed Use to support redevelopment of the Oakdale Mall site with 120 units of senior housing; 114,000 square feet of retail/commercial space; and 40,000 square feet of medical office space.
- The 2011 System Statement amendment was approved by the Council on April 25, 2012 ([Business Item 2012-132](#), Review File No. 20281-3). The amendment responded to the 2011 System Statement by revising text and figures in the transportation portion of the plan to show the addition of a MnPass Lane to TH 36, and to remove previously planned improvements from I-694.
- The 302 Hadley Avenue North amendment was administratively approved by the Council on August 22, 2012 (Review File No. 20281-4). The amendment regraded 0.99 acre from Commercial to Industrial Office to support continued use of the site as industrial/office.
- February 15, 2018: The Council provided comments on the 3M Foundation Project Environmental Assessment Worksheet (EAW) (Review File No. 21853-1).
- The Helmo BRT amendment was approved by the Council on June 13, 2018 ([Business Item 2018-141](#), Review File 20281-5). The amendment regraded 44 acres of land adjacent to the future Helmo Avenue Station on the METRO Gold Line. The amendment created a general guiding land use called Bus Rapid Transit Oriented Development. The small area plan further refined guiding land use categories, including High Density Residential (18.72 acres), Medium Density Residential (7.57 acres), Industrial/Office (6.09 acres), Professional Office (3.62 acres), and Retail (0.99 acre). Remaining acreage includes the future station/plaza (1.77 acres), park/open space (4.14 acres), and existing natural area (10.7 acres).

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP 2040* and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

## ISSUES ANALYSIS AND FINDINGS

### *Conformance with Regional Systems*

The amendment conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments are detailed below.

## Regional Parks

Reviewer: Corrin Wendell (651-602-1832)

The proposed amendment conforms to the 2040 Regional Parks Policy Plan (RPPP). There are no existing or planned regional parks or trails identified in the RPPP within 0.5 mile of sites affected by the amendment. Therefore, the amendment is not anticipated to impact the Regional Parks System.

## Transportation

Reviewer: Russ Owen (651-602-1724)

The proposed amendment conforms to the 2040 Transportation Policy Plan (TPP). This development will not have an impact on the existing transit or transportation network, which is at least 1.5 miles away from this site.

## Wastewater

Reviewer: Roger Janzig (651-602-1119)

The proposed amendment conforms to the 2040 Water Resources Policy Plan. The Metropolitan Disposal System has adequate capacity for this project at this location.

## Consistency with Council Policy

The amendment is consistent with Council policies for land use, forecasts, housing, and water resources. Additional review comments regarding consistency with those policies are detailed below.

## Forecasts

Reviewer: Todd Graham (651-602-1322)

The proposed amendment is consistent with Council forecasts. The City offers that the plan amendment necessitates a community-wide forecast change: “The City requests that the Metropolitan Council increase the City's 2030 forecast 1,700 additional households; 4,100 additional population; and a forecast decrease of 1,900 jobs to the community total forecast to accommodate this land use change. The allocation[s] to the TAZ 2347 and 2348 should be adjusted accordingly.”

Council staff find that the previous guidance was business campus. In previous forecasting, the Council has forecasted this area to be a major employment site, with no residential use. The complete change of planned land use necessitates an increase of households and population forecast. Council staff agree with the requested 2030 household and population changes. At the same time, Council staff find that Oakdale employment growth in recent years has outpaced previous trends: Council staff recommend a -900 jobs reduction of the 2030 forecast, and a -1,900 jobs reduction to the 2040 forecast, as reflected in underlined text in Table 1 below:

Table 1. City of Oakdale Forecasts

	Census	Previous Council Forecasts			Observed	Council Staff Recommendation		
	2010	2020	2030	2040	2017	2020	2030	2040
Population	27,401	28,500	31,200	31,900	28,115	<u>29,600</u>	<u>35,300</u>	<u>36,000</u>
Households	10,956	11,700	12,900	13,200	11,354	<u>12,000</u>	<u>14,600</u>	<u>14,900</u>
Employment	8,651	11,300	12,600	14,000	11,238	11,300	<u>11,700</u>	<u>12,100</u>

This forecast revision is effective upon Metropolitan Council action on the plan amendment.

With this forecast revision, the 2021-2030 Affordable Housing Need for Oakdale is increased (further details below in the Housing Advisory Comments).

## Land Use

Reviewer: Corrin Wendell (651-602-1832)

The proposed amendment is consistent with the land use policies in *Thrive*, which designates the City as a Suburban community. *Thrive* expectations for the overall density of new development and redevelopment in Suburban communities is a minimum average residential density of 5 dwelling units per acre (du/acre) for new development and redevelopment.

In August 2016, the City initiated a small area planning process to study creating a new residential neighborhood on 210 acres of property that had been previously planned for a multi-tenant office-industrial development located adjacent to 40<sup>th</sup> Street North and east of Interstate 694. The small area plan calls for a mix of housing types and densities with an extensive interconnected park and trail system. The amendment will add a new future land use category for Mixed Use Residential, add a narrative summarizing the small area plan, and change the future land use of the subject properties from Business Campus to Mixed Use Residential and Open Space. A new Planned Unit Development (PUD) ordinance will be established for the subject property.

The amendment revises the City's comprehensive plan to incorporate the 3M Small Area Plan, which addresses approximately 210 acres of land adjacent to 40<sup>th</sup> Street North, east of Interstate 694. The amendment creates a general guiding land use called Mixed Use Residential, which is applied to 206.5 acres, and reguides 4.0 acres from Business Campus to Open Space. The small area plan further refines guiding land use categories, including Mixed Use Residential (low density)(38.9 net acres), Mixed Use Residential (medium density)(24 net acres), Mixed Use Residential (high density)(34.7 net acres). Concurrently, the City is requesting the addition of a narrative to the comprehensive plan summarizing the small area plan.

The new land use designation (Mixed Use Residential) will have varying densities; low density 4-8 units/acre (single-family), medium density 4-8 units/acre (single and two family), and high density 35-55 units/acre (multifamily) (Figure 3). The Concept Plan (Figure 4) includes approximately 310 single family detached units and 1,400 multifamily units. The proposed change is consistent with the Council's density policies and has minimal impact on the City's overall planned residential density for new development and redevelopment, which remains above 5 units per acre (changes are underlined in Table 1 below). The City's overall planned residential density will increase to 9.12-15.64 units/acre, which will have a significant positive impact.

Table 2. City of Oakdale Planned Residential Density

Land Use Category	2010-2030 Change				
	Density Range Min	Density Range Max	Net Acres	Min Units	Max Units
Low Density Residential	3	3	16.12	48	48
High Density Residential	8	8	4.24	34	34
BRTOD-Medium Density Residential	15	24	7.57	114	182
BRTOD-High Density Residential	30	50	18.72	562	936
Mixed Use Residential (low-density)	<u>4</u>	<u>8</u>	<u>38.9</u>	<u>156</u>	<u>311</u>
Mixed Use Residential (medium-density)	<u>4</u>	<u>8</u>	<u>24</u>	<u>96</u>	<u>192</u>
Mixed Use Residential (high-density)	<u>35</u>	<u>55</u>	<u>34.7</u>	<u>1215</u>	<u>1909</u>
Mixed Use	4	8	177.63	711	1421
<b>TOTALS</b>			<b>321.88</b>	<b><u>2934</u></b>	<b><u>5033</u></b>
<b>Overall Density</b>				<b><u>9.12</u></b>	<b><u>15.64</u></b>

## Housing

Reviewer: Tara Beard (651-602-1051)

The proposed amendment is consistent with the Council’s policies for housing. The City currently provides sufficient land to address its share of the region’s 2011-2020 need for affordable housing, which is 184 units. The proposed amendment increases the City’s inventory of land guided to promote the development of low- and moderate-income housing, however, it isn’t clear what the minimum densities of this new mixed-use area will be. The amendment indicates that the upcoming 2040 Comprehensive Plan update will better define what mixed-use means in this area. For now, Council staff has added the acres to the City’s inventory of land at the minimum density for existing mixed-use in Oakdale, which is 4 units/acre. After this amendment, the City will be guiding over 308 acres of residential land such that at least 1,919 units could be built.

Oakdale is a participant in Livable Communities Act programs, and most recently was a part of a Washington County Community Development Agency Local Housing Incentives Account (LHIA) award that included the absorption of at least one single family home in Oakdale into the Two Rivers Community Land Trust in 2012. The most recent affordable housing built in Oakdale was 3 ownership units built in 2016.

## Advisory Comments

This amendment requests a forecast increase that, when approved, will result in an increase in the City’s share of the region’s 2021-2030 need for affordable housing (from 365 to 791 units), reflecting the larger amount of growth in the decade. The new 2021-2030 Affordable Housing Need numbers are: 422 units at <=30% AMI, 200 units at 31-50% AMI; 169 units at 51-80% AMI; 791 units total.

In preparing the 2040 comprehensive plan update, the City should note that the minimum density of land guided to address this need is 8 units per acre. Council staff recommends the City specifically define which types of mixed-use have which minimum densities so that land can be tracked accordingly. The City is encouraged to contact their Sector Representative or Council housing staff with any questions regarding the Council’s housing policy for the 2040 comprehensive plan update.

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

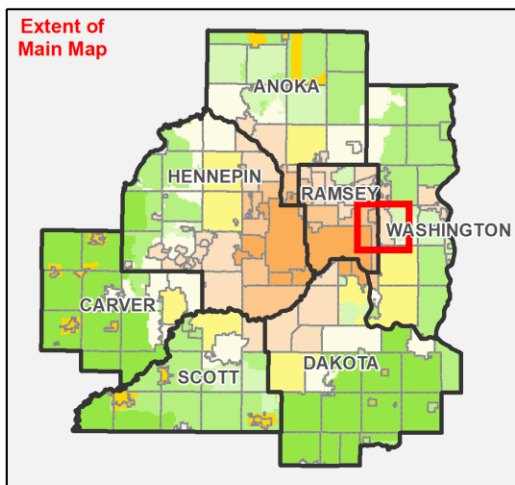
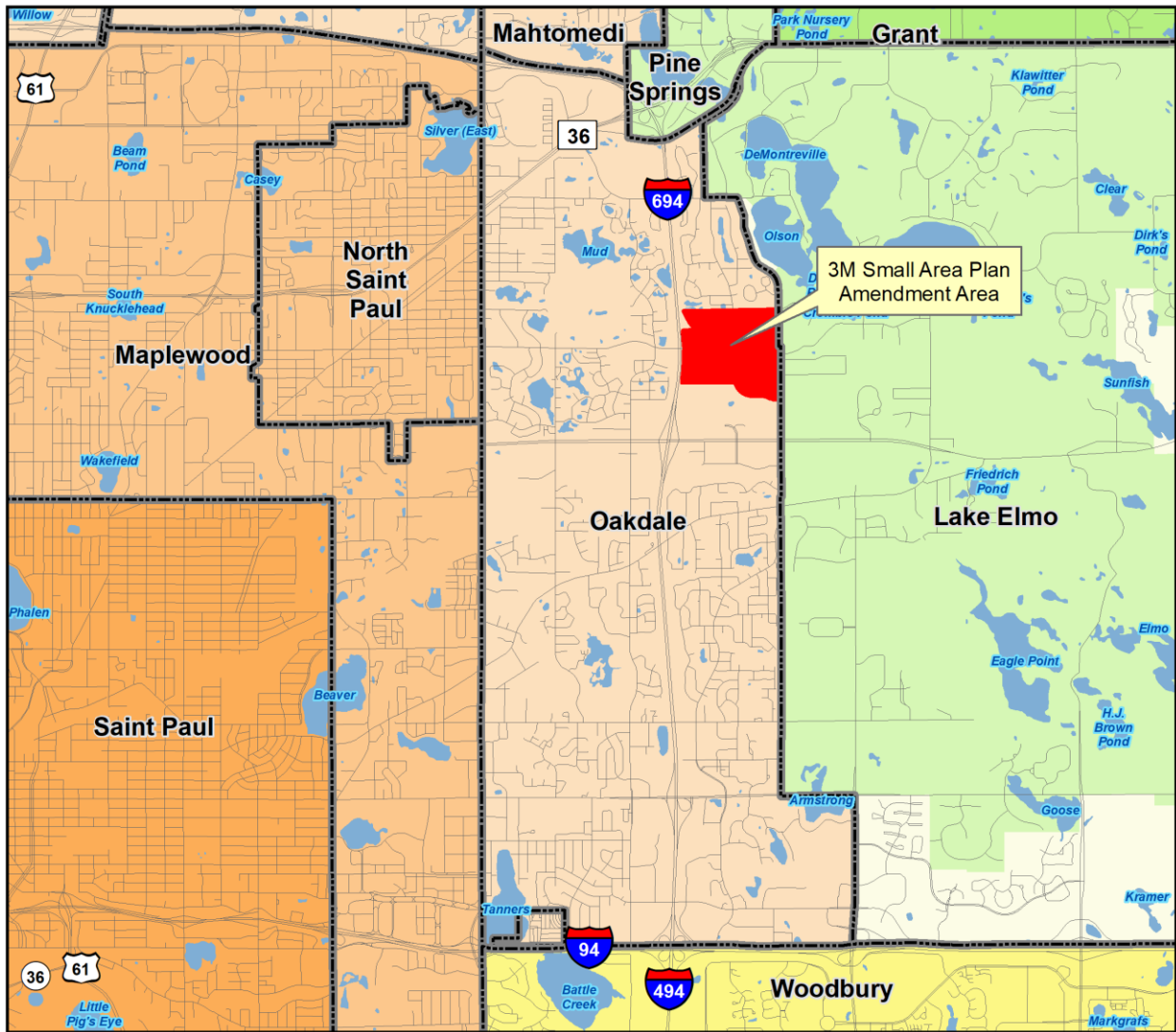
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

### **ATTACHMENTS**

- Figure 1: Location Map showing Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: Existing and Proposed Planned Land Use Maps
- Figure 4: Proposed 3M Small Area Concept Plan



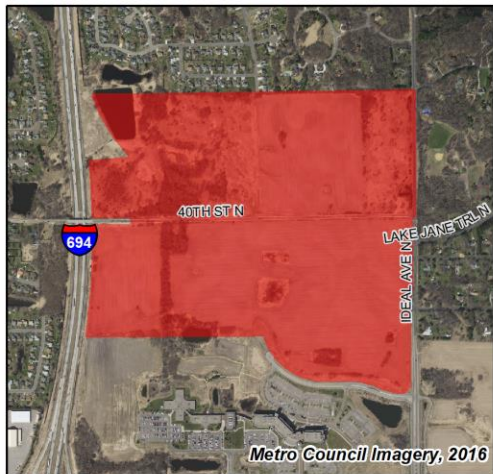
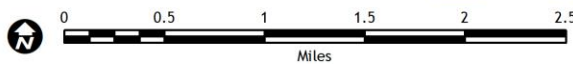
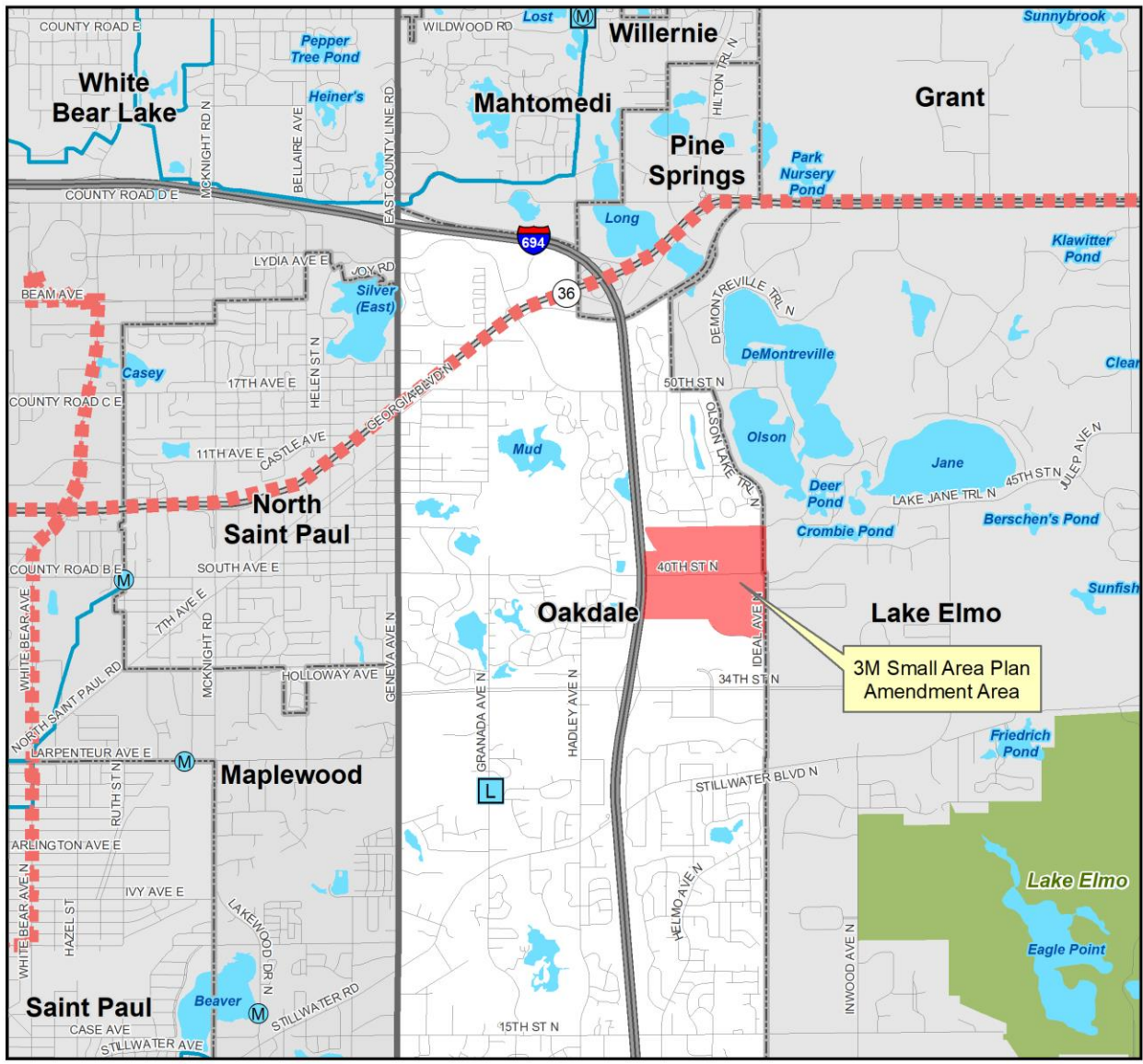
Figure 1: Location Map Showing Community Designations



**ThriveMSP 2040 Community Designations**

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

Figure 2: Location Map Showing Regional Systems



**Regional Systems**

- Planned Fixed Guideway Stations
- Existing Fixed Guideway Stations
- Regional Transitways**
- Existing, Fixed Guideway
- Proposed, Fixed Guideway
- Existing, Bus Rapid Transit
- Proposed, Bus Rapid Transit
- Wastewater Treatment**
- M Meters
- L Lift Stations
- MCES Interceptors
- WTP MCES Treatment Plants
- Regional Highway System**
- Interstates
- US Highways
- State Highways
- County Roads
- Ncompass Street Centerlines
- Regional Parks and Trails**
- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units
- Existing Regional Trails
- Planned Regional Trails

Figure 3: Existing and Proposed Planned Land Use Maps

Existing Planned Land Use



Proposed Planned Land Use



Figure 4: Proposed 3M Small Area Concept Plan



Figure 6-1: Development Scenario A  
Oakdale 3M Foundation Project AUAR