

Community Development Committee

Meeting date: February 4, 2019

For the Metropolitan Council meeting of February 13, 2019

Subject: City of Woodbury Preserve at City Place Comprehensive Plan Amendment, Review File No. 20607-9

District(s), Member(s): District 12, Harry Melander

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 Woodbury to place the Preserve at City Place Comprehensive Plan Amendment (amendment) into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for Forecasts (TAZ Allocations), Natural Resources, and Housing.

Background

The proposed amendment reguides 17.86 acres from Places to Work to High Density Residential to accommodate a new 253-unit, market-rate apartment complex. The property is located at the northeast corner of Hudson Road and Spring Hill Drive. The property is guided as Places to Work in the Land Use Plan. The proposed development was also the subject of the Preserve at City Place EAW was received on August 30, 2018 (Review File No. 22066-1). Council staff found that the EAW was complete and accurate with respect to regional concerns and did not raise major issues of consistency with Council policies.

The Metropolitan Council reviewed the City of Woodbury's 2030 Comprehensive Plan Update (Update) ([Business Item 2011-197](#)) (Review File No. 20653-2) on June 23, 2010.

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 Woodbury Preserve at City Place Comprehensive Plan Amendment

Review File No. 20607-9, Business Item No. 2019-32

BACKGROUND

The City of Woodbury (City) is located in central Washington County south of I-94, east of I-494 and surrounded by Oakdale, Lake Elmo, Afton, Cottage Grove, Newport, and Maplewood.

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. The proposed amendment was found complete for review in a letter dated January 3, 2019.

Thrive MSP 2040 (Thrive) designates Woodbury with a “Suburban Edge” community designation. Figure 1 shows the general location of Woodbury and nearby communities, and the Council’s Thrive Community Designation. The Council currently forecasts that from 2017 to 2040, the City will grow from 69,426 to 87,800 population and from 25,523 to 32,100 households. The Council also forecasts that, between 2017 and 2040, the City’s employment will increase from 23,497 to 28,700 jobs.

The Council reviewed the City’s Update ([Business Item 2008-218](#), Review File No. 20607-1) on June 23, 2010. This is the eighth comprehensive plan amendment since the Update was reviewed.

REQUEST SUMMARY

The proposed amendment reguides 17.86 acres from Places to Work to High Density Residential to accommodate a new 253-unit, market-rate apartment complex. The property is located at the northeast corner of Hudson Road and Spring Hill Drive. The property is guided as Places to Work on the existing Land Use Plan.

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 *Thrive MSP 2040*, the *Housing Policy Plan*, water resources management, and 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 seven amendments since the adoption of the City of Woodbury’s 2030 Comprehensive Plan Update.

- The Council acted on the City’s 2030 Comprehensive Plan Update on June 23, 2010, ([Business Item 2008-218](#), Review File No. 20607-1).

- The Eagle Brook Church amendment was administratively approved by the Council on October 4, 2010 (Review File No. 20607-2). The amendment changed the metropolitan urban service area (MUSA) staging from the future 2020-2030 stage to the current 2010-2020 stage for 40.75 acres.
- The Sewer Policy Plan amendment was administratively approved by the Council on November 30, 2011 (Review File No. 20607-3). The amendment revised Figure 1 Trunk Sanitary Sewer Map to show the relocation of the interceptor connection point for the Bailey Lake Trunk sanitary sewer 450 feet to the north.
- The Edgewood Vista amendment was administratively approved by the Council on October 11, 2013 (Review File No. 20607-4). The amendment reguided 1.3 acres of Low Density Residential and 2.2 acres of Places to work to High Density Residential.
- The ISD #834 New Elementary School amendment was administratively approved by the Council on March 22, 2016 (Review File No. 20607-5). The amendment expanded the Metropolitan Urban Service Area (MUSA) to accommodate the development of the new school facility.
- The Stonemill Farms 16th Addition amendment was administratively approved by the Council on September 11, 2017 (Review File No. 20607-6). The amendment reguided 5.66 acres from Places to Shop to Medium Density Residential (4.5-8 units/acre).
- The Glen at Valley Creek amendment was administratively approved by the Council on September 19, 2017 (Review File No. 20607-7). The amendment reguided 2.93 acres from Low Density Residential (2-3.5 units/acre) to High Density Residential (10-15 units/acre).
- The Public Safety Vehicle Storage amendment was administratively approved by the Council on May 8, 2018 (Review File No. 20607-8). The amendment reguided 8.36 acres from Low Density Residential to Public/Semi-Public for the construction of a 37,000 square foot vehicle storage lot.
- The Preserve at City Place EAW was received on August 30, 2018 (Review File No. 22066-1). The proposed development consists of 14.3 acres with 253 residential units. Council staff found that the EAW was complete and accurate with respect to regional concerns and did not raise major issues of consistency with Council policies. An EIS was not necessary for regional purposes.

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: Colin Kelly (651-602-1361)

The amendment conforms to the *2040 Regional Parks Policy Plan* (RPPP). There are no existing or planned regional parks, trails, or search corridors within a ½ mile of the amendment location (Figure 2). The planned Central Greenway Regional Trail is located more than a mile to the east of this location and Lake Elmo Park Reserve is located more than two miles to the north. The proposed changes in guiding land uses are not anticipated to adversely impact the regional park system.

Transportation

Reviewers: Connie Kozlak (651-602-1720), Stephen Baisden (612-349-7361)

The proposed amendment conforms to the *2040 Transportation Policy Plan* (TPP) for transportation and transit. The amendment site is part of the old State Farm site, which is currently being redeveloped primarily as commercial and office uses. Access to the site is via Spring Hill Drive, which intersects with Hudson Road at a roundabout just south of the site. The site is expected to generate 1,100 average daily trips (ADT). Hudson Road, a four-lane road, currently has an ADT of 10,600 which is significantly less than its capacity. The capacity of the roundabout is 30,000 to 45,000 ADT and currently operates at about 50% of its capacity. The land use changes proposed in the amendment will not have an impact on the metropolitan transportation system.

Transit

There is no existing bus service in the immediate area. Metro Transit Route 375 operates 1.5 miles northwest of the proposed residential development and offers peak-only express service between downtown Minneapolis and the Guardian Angels park and ride in Oakdale. Route 351 also offers peak-only reverse commute service 0.5 mile to the west along Radio Drive and Hudson Road. Long-term, the METRO Gold Line will offer all-day transit service between downtown St. Paul and the Woodbury Theater park and ride, which is 4 miles to the south. Additional expansion of the transit system will be considered by means of connecting local bus routes within the City to the METRO Gold Line.

No existing bus stops are located within walking distance of the proposed residential development, but sidewalks do exist throughout the City Place shopping area to facilitate safe pedestrian access.

Given the current and planned transit investments in the corridor and the type of development proposed at this location, there will most likely be a marginal ridership impact on the existing regular route transit network.

Wastewater

Reviewer: Roger Janzig (651-602-1119)

The proposed amendment conforms to the *2040 Water Resources Policy Plan*. The amendment is being driven by a proposed development that will consist of a new 253-unit apartment complex on a parcel which is currently undeveloped. The proposed project will be served directly through a connection to the local sanitary system, in which the flow will be conveyed to regional interceptor 9701 at Lake Road and Woodbury Drive. The regional system has adequate capacity to serve the proposed development associated with this amendment.

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.

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 Edge community. Thrive expectations for the overall density of new development and redevelopment in Suburban Edge communities is to support development and redevelopment at a minimum average residential density of 3-5 units per acre.

The property is located at the northeast corner of Hudson Road and Spring Hill Drive, and is guided as Places to Work on the current Land Use Plan (Figure 3). The overall site of City Place was the subject of a comprehensive plan amendment in 2014 to encourage the redevelopment of the long vacant State Farm Headquarters site. When that was completed, the City guided this parcel as Places to Work. However, with review of office demands and the significant topography limitation of the site, the City determined that the site would be more suitable for housing. The proposed amendment redesignates 17.86 acres from Places to Work to High Density Residential (Figure 4) to accommodate a new 253-unit, market-rate apartment complex.

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 3 units per acre (changes are underlined in Table 1 below). With this amendment and development reported in the Plat Monitoring Program (PMP), the City's overall planned residential density will increase to 3.1 units per acre.

In August 2018, an Environmental Assessment Worksheet (EAW) was prepared for this site (Review File No. 22066-1). Staff review concluded that the EAW was complete and accurate with respect to regional concerns and raised no major issues of consistency with Council policies. An Environmental Impact Statement (EIS) was deemed not necessary for regional purposes for this proposed project.

Table 1. City of Woodbury Planned Residential Density

Land Use Category	2010-2030 Change				
	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Low Density Residential	2	5.5	3,733.17	7,968	21,911
Medium Density Residential	4.5	10	22.96	189	230
High Density Residential	10	18	<u>39.29</u>	457	822
City Center	10	18	2	20	36
Mixed Use	10	18	73.5	905	1,584
Urban Village	8	12	45.8	408	612
TOTALS			3,916.7	9,947	25,195
Overall Planned Density				2.54	6.43
Plat Monitoring (PMP) 2000-2012			2,282.9	9,047	
Plan + PMP Totals			6,199.6	18,993.9	<u>3.1</u>

Forecasts

Reviewer: Todd Graham (651-602-1322)

The proposed amendment is consistent with Council forecasts. The City offers that the amendment does *not* affect the community-wide forecast. Council staff find that the expected development fits

within the existing community-wide forecast and a community-wide forecast adjustment appears unneeded at this time.

Advisory Comments

The proposed amendment increases housing capacity on the site. A preliminary set of TAZ forecasts for 2040 has been prepared by the Council and is available for local governments to review: <https://gisdata.mn.gov/dataset/us-mn-state-metc-trans-anlys-zones-frcst-taz-com>. In the preliminary set of TAZ forecasts, TAZ #2428 (south of I-94 and east of Radio Dr) is forecasted to grow by 9 (nine) households during 2014-40. To reflect The Preserve at City Place, Council staff recommend that the City increase the forecast allocation for TAZ #2428 by +250 additional households and +600 population. The TAZ allocations should be included with Woodbury's upcoming 2040 Plan.

Natural Resources

Reviewer: Jim Larsen (651-602-1159)

As noted in the Council's comments on the associated EAW (letter dated September 24, 2018), the southern 2/3 of the site has been mapped as supporting habitat characterized as "moderate" in quality by the Council's Natural Resources Inventory/Assessment (NRIA). This portion of the site, former Outlot D, encompasses both the proposed multifamily residential building and the proposed stormwater treatment and infiltration basin construction areas.

The Council and Minnesota Department of Natural Resources (DNR) staff, in concert with the University of Minnesota, jointly prepared the NRIA database for the seven-county area in 2004-2005, which Council staff continues to utilize. The data set originally identified as the Natural Resources Inventory/Assessment (NRIA) is currently identified in the Council's geographic information system as Regionally Significant Ecological Areas. Thrive directs staff to work with local and regional partners to conserve, restore, and protect the region's remaining vital natural resources by adopting local land uses and planning strategies for protecting NRIA resources and minimizing development impacts.

Advisory Comments

Council staff encourages the City to work with the project proposer to minimize planned impacts to the existing woodland on the steep-sloped area in the southeast corner of the site in an effort to reduce the 'footprint' of the proposed stormwater management facilities to the extent possible to preserve more of the existing mature native landscape adjacent to the wetland complex.

Housing

Reviewer: Hilary Lovelace (651-602-1555)

The proposed amendment is complete and 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 2,057 units. The proposed amendment increases the City's inventory of land guided to support the development of low- and moderate-income housing. After this amendment, the City will be guiding over 203 acres of higher density residential land such that at least 2,708 units could be built.

Woodbury is a participant in Livable Communities Act (LCA) programs, and most recently received more than \$900,000 in Livable Communities Demonstration Account funds in 2013 in two separate awards for the construction of a mixed income development that includes affordable units and market rate townhomes development in two different locations. These units, 78 of which are affordable, include units for households with disabilities and senior rental units, and are the most recent affordable housing built in the City.

Advisory Comments

The City should be aware that its share of the region’s 2021-2030 need for affordable housing is 1,043 units. In preparing the 2040 Plan, the City should note that the minimum density of land guided to address this need is 8 units per acre. 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 Plan.

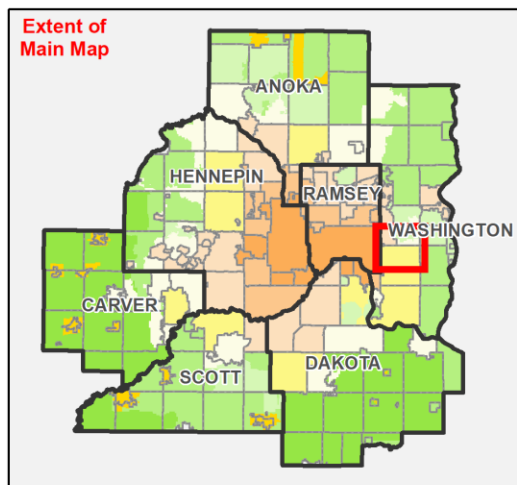
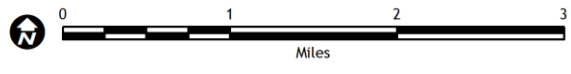
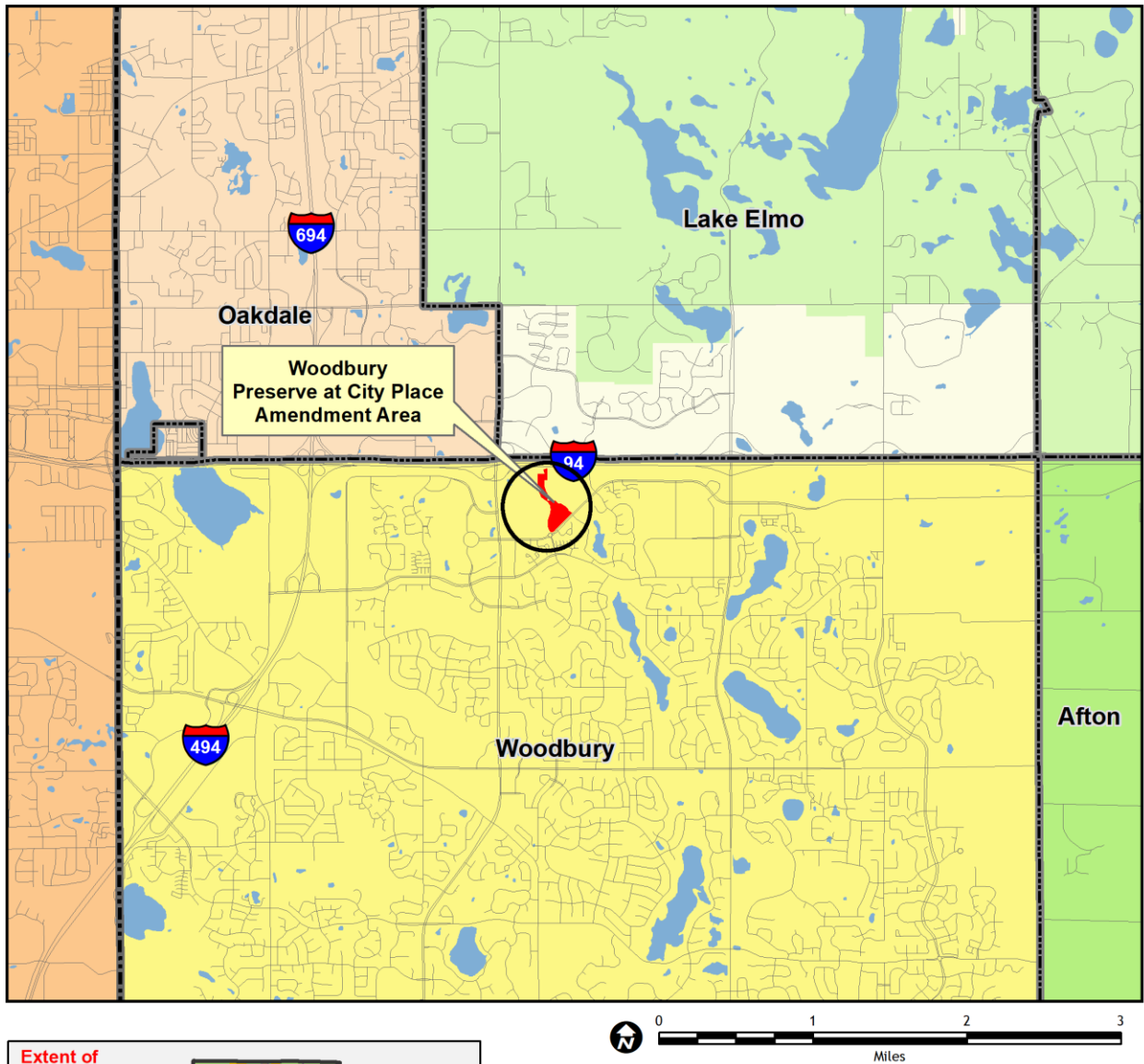
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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 Planned Land Use Maps
- Figure 4: Proposed Planned Land Use Maps

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

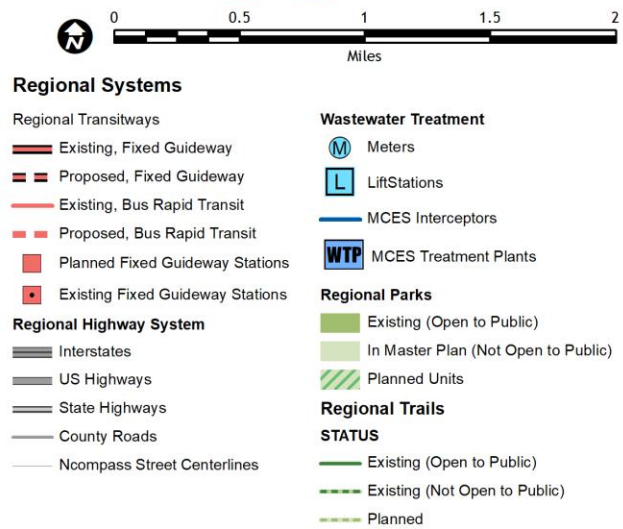
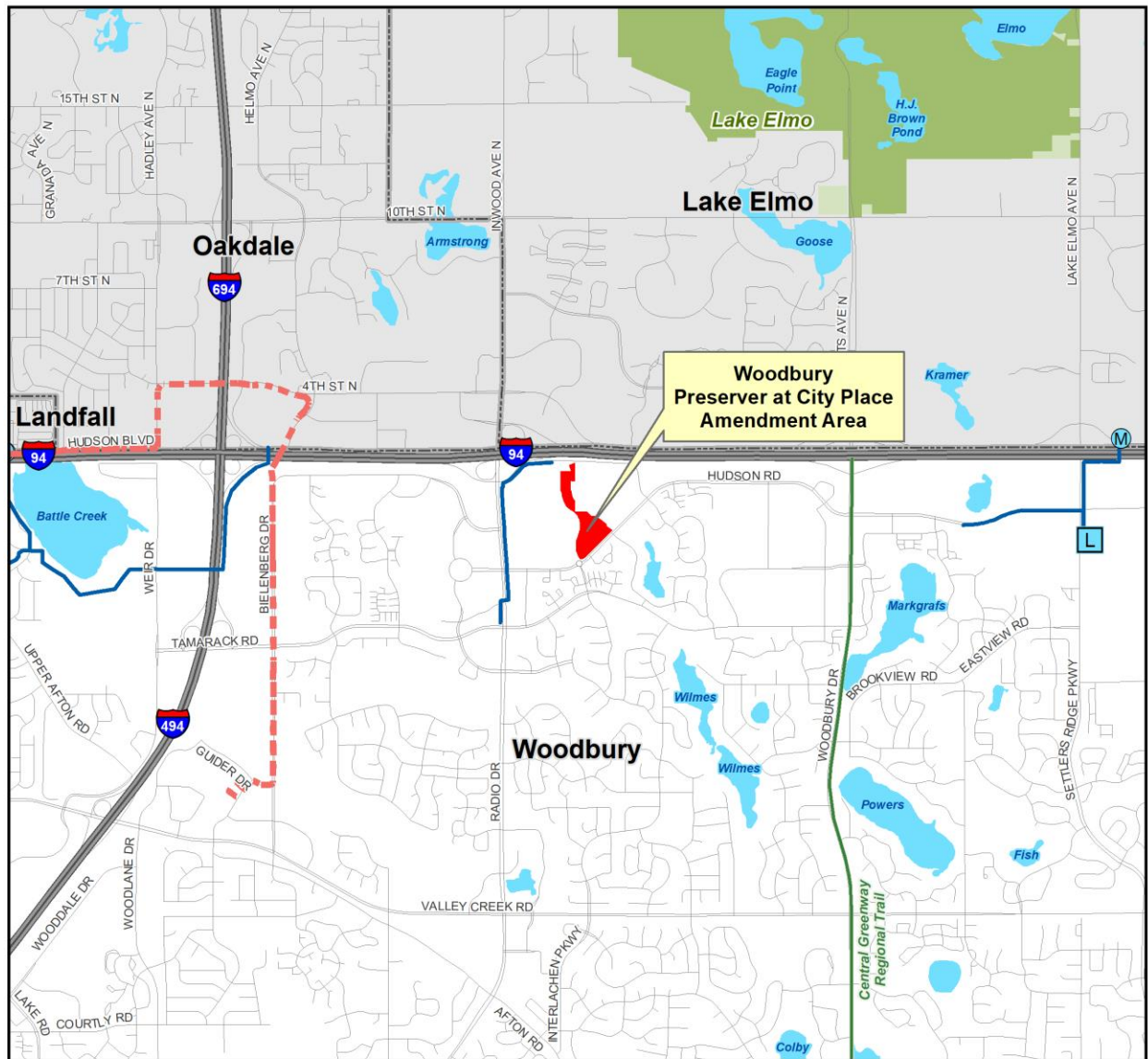


Figure 3: Existing Planned Land Use Map

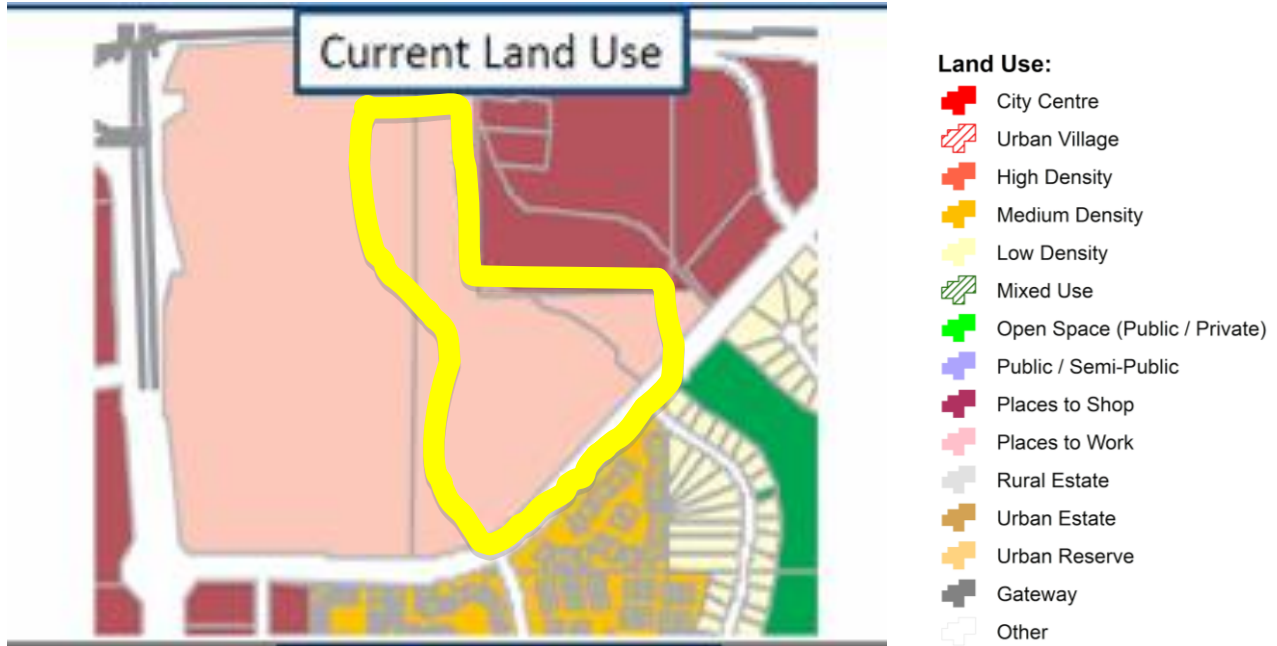


Figure 4: Proposed Planned Land Use Map

