

## Environment Committee

Meeting date: July 9, 2019

## Community Development Committee

Meeting date: July 15, 2019

For the Metropolitan Council meeting of July 24, 2019

**Subject:** City of Woodbury 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22080-1

### Proposed Action

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

### Recommendations of the Community Development Committee

1. Authorize the City of Woodbury to place its 2040 Comprehensive Plan into effect.
2. Advise the City:
  - a. When they are available, to provide to the Council the dates each of the three Watershed Districts approved the LWMP, and the date the City adopted the final LWMP. The City should also provide the Council with a copy of the final adopted LWMP that will be included in the final Plan document that the City adopts if it differs from the one contained in the Plan submitted to the Council on April 24, 2019.
  - b. A separate request for functional classification changes must be submitted to the Council by the city or county with jurisdiction over the roadway and that the Council's action on the 2040 Plan does not confer approval of these proposed classification changes.
  - c. Implement the advisory comments in the Review Record for Roadways, and Surface Water Management.

### Recommendations of the Environment Committee

1. Approve the City of Woodbury's Comprehensive Sewer Plan component of the City's 2040 Comprehensive Plan.
2. Require the City to address the following comments prior to final Plan adoption:
  - a. Table 10-3, page 212 of the Wastewater Plan identifies the wastewater "loading" rates for wastewater projections for the Metropolitan Wastewater Treatment Plant (WWTP). A similar table was not noted for "loading" rates for the Eagles Point WWTP. It is assumed that both WWTPs assume the same loading rates. The Plan should be revised to clarify the loading rates for each treatment plant service area, if applicable.
  - b. Revise Figure 10-1, "Existing and Proposed Sanitary Sewer System Map," to identify the 16-inch forcemain located along Tamarack Road, west of Radio Drive, and indicate that it will be a future Council facility, consistent with the notification the Council sent to the City in May of 2013.
  - c. Figure 10-1 needs to be revised to show a pipe section located along Lake Road between Colby Lake and Woodbury Drive (Co. Rd 19) as a City facility, rather than a Council facility.
3. Require the City to submit a copy of their new ordinance requiring the disconnection of existing foundation drains, sump pumps, and roof leaders from the sanitary sewer system, once the ordinance is adopted.

## Summary of Committee Discussion/Questions

### *Environment Committee*

No comments or questions. The Environment Committee approved the proposed action on consent agenda at its meeting on July 9, 2019.

After action was taken on the consent business items Councilmember Wulff cited the wastewater section of the staff report where a common statement is made that the Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's forecasted growth. She requested that in those instances where a community's plan would require an improvement, that it be specifically stated. Staff responded that the staff report would identify any improvements that would be required to accommodate growth reflected in any individual City Plan. This rarely occurs, except in those instances where a community is connecting to the regional system for the first time. In these instances, the staff report would specify the regional improvements necessary to provide service to the community.

### *Community Development Committee*

## Environment Committee

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**Subject:** City of Woodbury 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22080-1

**District(s), Member(s):** District 12, Francisco J. Gonzalez

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

**Staff Prepared/Presented:** Corrin Wendell, Senior Planner, Local Planning Assistance (651-602-1832)  
Angela Torres, Local Planning Assistance Manager (651-602-1566)  
Kyle Colvin, Engineering Programs, Manager (651-602-1151)

**Division/Department:** Community Development / Regional Planning  
Environmental Services / Technical Services

### Proposed Action

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

### Recommendations of the Community Development Committee

3. Authorize the City of Woodbury to place its 2040 Comprehensive Plan into effect.
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  - a. When they are available, to provide to the Council the dates each of the three Watershed Districts approved the LWMP, and the date the City adopted the final LWMP. The City should also provide the Council with a copy of the final adopted LWMP that will be included in the final Plan document that the City adopts if it differs from the one contained in the Plan submitted to the Council on April 24, 2019.
  - b. A separate request for functional classification changes must be submitted to the Council by the city or county with jurisdiction over the roadway and that the Council's action on the 2040 Plan does not confer approval of these proposed classification changes.
  - c. Implement the advisory comments in the Review Record for Roadways, and Surface Water Management.

### Recommendations of the Environment Committee

4. Approve the City of Woodbury's Comprehensive Sewer Plan component of the City's 2040 Comprehensive Plan.
5. Require the City to address the following comments prior to final Plan adoption:
  - a. Table 10-3, page 212 of the Wastewater Plan identifies the wastewater "loading" rates for wastewater projections for the Metropolitan Wastewater Treatment Plant (WWTP). A similar table was not noted for "loading" rates for the Eagles Point WWTP. It is assumed that both WWTPs assume the same loading rates. The Plan should be revised to clarify the loading rates for each treatment plant service area, if applicable.
  - b. Revise Figure 10-1, "Existing and Proposed Sanitary Sewer System Map," to identify the 16-inch forcemain located along Tamarack Road, west of Radio Drive, and indicate that

- it will be a future Council facility, consistent with the notification the Council sent to the City in May of 2013.
- c. Figure 10-1 needs to be revised to show a pipe section located along Lake Road between Colby Lake and Woodbury Drive (Co. Rd 19) as a City facility, rather than a Council facility.
6. Require the City to submit a copy of their new ordinance requiring the disconnection of existing foundation drains, sump pumps, and roof leaders from the sanitary sewer system, once the ordinance is adopted.

## *Advisory Comments*

The following Advisory Comments are part of the Council action authorizing the City of Woodbury to implement its 2040 Comprehensive Plan (Plan).

### **Community Development Committee**

1. As stated in the *Local Planning Handbook*, the City must take the following steps:
  - a. Adopt the Plan in final form after considering the Council's review recommendations as contained in the body of this report.
  - b. Submit one hard copy and one electronic copy of the Plan to the Council. The electronic copy must be submitted as one unified file.
  - c. Submit to the Council a copy of the City Council resolution evidencing final adoption of the Plan.
2. The *Local Planning Handbook* also states that local governments must formally adopt their comprehensive plans within nine months after the Council's final action. If the Council has recommended changes to the Plan, local governments should incorporate those recommended changes into the Plan or respond to the Council before "final adoption" of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governments must adopt official controls as identified in their 2040 comprehensive plans and must submit copies of the official controls to the Council within 30 days after the official controls are adopted. (Minn. Stat. § 473.865, subd. 1)
4. Local governmental units cannot adopt any official controls or fiscal devices that conflict with their comprehensive plans or which permit activities in conflict with the Council's metropolitan system plans (Minn. Stat. §§ 473.864, subd. 2; 473.865, subd. 2). If official controls conflict with comprehensive plans, the official controls must be amended within 9 months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

### **Environment Committee**

1. The Council-approved Comprehensive Sewer Plan becomes effective only after the Plan receives final approval from the local governmental unit's governing body. After the Plan receives final approval from the City and the Comprehensive Sewer Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Comprehensive Sewer Plan.
2. A copy of the City Council resolution adopting its 2040 comprehensive plan, including its Comprehensive Sewer Plan component, must be submitted to the Council.

## Background

The City of Woodbury is located in southwestern Washington County. The City is bordered by the City of Oakdale and the City of Lake Elmo to the north, West Lakeland Township to the northeast, the City of Afton to the east, Denmark Township to the southeast, the City of Cottage Grove to the south, the City of Newport to the southwest, and the City of Maplewood to the west and northwest (see Figure 1).

The City submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. §§ 473.851 to 473.871) and the Council's 2015 System Statement requirements.

## Review Authority & Rationale

Minn. Stat. § 473.175 directs the Metropolitan Council to review a local government's comprehensive plan and provide a written statement to the local government regarding the Plan's:

- **Conformance** with metropolitan system plans
- **Consistency** with the adopted plans and policies of the Council
- **Compatibility** with the plans of adjacent governmental units and plans of affected special districts and school districts

By resolution, the Council may require a local government to modify its comprehensive plan if the Council determines that "the plan is more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans" (Minn. Stat. § 473.175, subd. 1).

Each local government unit shall adopt a policy plan for the collection, treatment, and disposal of sewage for which the local government unit is responsible, coordinated with the Metropolitan Council's plan, and may revise the same as often as it deems necessary (Minn. Stat. § 473.513).

The attached Review Record details the Council's assessment of the Plan's conformance, consistency, and compatibility, and is summarized below.

Review Standard	Review Area	Plan Status
Conformance	<i>2040 Regional Parks Policy Plan</i>	Conforms
Conformance	<i>2040 Transportation Policy Plan</i> , including Aviation	Conforms
Conformance	<i>2040 Water Resources Policy Plan</i> (Wastewater Services and Surface Water Management)	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	Consistent
Consistency with Council Policy	Water Supply	Consistent
Consistency with Council Policy	Community and Subsurface Sewage Treatment Systems (SSTS)	Consistent
Compatibility	Compatible with the plans of adjacent and affected governmental districts	Compatible

## Thrive Lens Analysis

The proposed 2040 comprehensive plan is reviewed against the land use policies in *Thrive MSP 2040*. 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 opposition to the 2040 comprehensive plan.

# REVIEW RECORD

## City of Woodbury 2040 Comprehensive Plan

### Review File No. 22080-1, Business Item No. 2019-173 JT

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

## Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

### *Regional Parks and Trails*

*Reviewer: Colin Kelly, AICP, Community Development (CD) – Regional Parks (651-602-1361)*

The Plan conforms to the 2040 *Regional Parks Policy Plan* for the Regional Parks System element. Washington County is the park implementing agency for Regional Parks System components in Woodbury, for which the Plan accurately describes the Regional Parks System components. Regional Trails located within the City include the Central Greenway Regional Trail and the Afton Bluffs Regional Trail Search Corridor (Figure 1). There are no state or federal recreation lands within the City.

### *Regional Transportation, Transit, and Aviation*

*Reviewers: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)*

The Plan conforms to the 2040 *Transportation Policy Plan* (TPP) adopted in 2015. It accurately reflects transportation system components of the TPP as well as applicable land use policies for regional transitways. The Plan is also consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight.

## Roadways

The Plan conforms to the Roadways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials and accurately reflects the regional functional classification map of A-minor arterials and has delineated major and minor collectors.

The Plan identifies two potential additions to the A-Minor roadway system, including changing Weir Drive (Valley Creek Road to Lake Road) from a local roadway to an A-Minor reliever and changing Lake Road (Pioneer Drive to Woodbury Drive) from a local road to an A-Minor expander. A separate request for this functional classification change must be submitted to the Council by the city or county with jurisdiction over the roadway. Directions for this submittal can be found on the Council's website at <https://metrocouncil.org/Transportation/Planning-2/Transit-Plans,-Studies-Reports/Highways-Roads/Functional-Roadway-Classification/Functional-Roadway-Classification-Resources/FunClassInstructions.aspx>. The Council's action on the 2040 Plan does not confer approval of these proposed classification changes.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting was done consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials.



The Plan references the Lake Road Study and provides an example of implementing a recommendation for three-lane operation and pedestrian crossing treatments.

### **Advisory Comments**

Council staff suggests denoting the meaning of the pink areas in the key on Figure 7-3 for clarity.

A separate request for this functional classification change must be submitted to the Council by the city or county with jurisdiction over the roadway. Directions for this submittal can be found on the Council's website at <https://metro council.org/Transportation/Planning-2/Transit-Plans,-Studies-Reports/Highways-Roads/Functional-Roadway-Classification/Functional-Roadway-Classification-Resources/FunClassInstructions.aspx>.

### **Transit**

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the City is within Transit Market Areas III and IV.

The Plan incorporates one future transitway, the Gold Line, that is included in the Current Revenue Scenario in the 2018 update to the TPP.

The Plan is consistent with the policies of the Transit system element of the TPP. The Plan addresses community roles related to its community designation of Suburban Edge, as well as the opportunities and challenges related to its Transit Market Areas.

### **Aviation**

The Plan conforms to the Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions.

The Plan identifies the Downtown St. Paul Airport, South St. Paul Municipal Airport, and Lake Elmo Airport as the closest to the City though each is over two miles away. The City, therefore, is not within the influence area of any airports.

### **Bicycling and Walking**

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. The Plan identifies existing and future segments of and connections to the Regional Bicycle Transportation Network (RBTN) and regional trails.

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to transit, regional trails, regional job concentrations, and other regional destinations as identified on the RBTN map.

### **Freight**

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the City.

### **Water Resources**

#### **Wastewater Service**

*Reviewer: Kyle Colvin, Manager, Environmental Services (ES) – Engineering Programs (651-602-1151)*

The Plan conforms to the 2040 Water Resources Policy Plan (WRPP). The Plan represents the City's guide for future growth and development through the year 2040. It includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by Metropolitan Council Environmental Services. Wastewater generated generally within the western portion of the City is conveyed by Council Interceptors 1-WO-500, 1-MW-411, 1-MW-410, and 7402 and treated at the Council's Metropolitan

Wastewater Treatment Plant in St. Paul. The wastewater generated generally within the eastern portion of the City is conveyed by Council Interceptor 9701 and treated at the Eagles Point Wastewater Treatment Plant in Cottage Grove. The Plan projects that the City will have 31,660 sewer households and 28,700 sewer employees by 2040. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's forecasted growth.

The Land Use Plan reflects an overall minimum residential sewer density guiding of 3.45 units per acre, thus satisfying the Council's policy for future sewer residential densities for Suburban Edge communities.

The Plan provides sanitary flow projections in 5-year increments. The rationale for the projections is given in the Plan and determined appropriate for planning local services. The Council is committing to provide the level of wastewater service based on the sewer forecasts as stated in the sewer element of the Plan.

The Plan defines the City's goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal (city) and private (private property) sanitary sewer systems; including a summary of activities and programs intended to mitigate I/I from primarily the public collection system. It includes a description of an implementation plan that includes annual televised inspections of pipes and system flow monitoring after wet weather occurrences. The City inspects 10% of its entire collection system each year and routinely spends \$100,000 annually on televising and repairs. The City has also developed and is currently implementing a trunk sewer line assessment and rehabilitation program. The trunk sewer line program is a six-year program scheduled for completion in 2023.

The Plan describes the sources, extent, and significance of existing I/I within the sanitary collection system. The Plan states that an analysis of wastewater system response to wet weather events and cycles did not indicate that the City is significantly impacted by excess I/I. Much of the public and private collection systems are located above the water table and that approximately 4% of the City's total annual flow is attributable to I/I.

City Ordinance Sec. 23-73 prohibits roof and foundation drains to be connected to the sanitary sewer system. The City will pursue an ordinance requiring the disconnection of existing foundation drains, sump pumps, and roof leaders from the sanitary sewer system within six months of the adoption of this Plan.

Only 5% of the residential housing in the City was constructed prior to 1970 when clay tile pipe was the primary material for home services. Although it appears that private property I/I is not currently a major source, as these homes as well as those built after 1970 continue to age, these services will become more susceptible to I/I. It is therefore important that the City stays vigilant in its continued evaluation of private property I/I.

### *Sewer Element Comments*

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Suburban Edge communities. It was found to be complete and consistent with Council policies and the regional wastewater system plan. Upon adoption of the Plan by the City, the action of the Council to approve the Sewer Plan becomes effective. At that time, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the approved Comprehensive Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Metropolitan Council for its records.

### *Advisory Comments*

1. Table 10-3, page 212 of the Wastewater Plan identifies the wastewater "loading" rates for wastewater projections for the Metropolitan Wastewater Treatment Plant (WWTP). A similar table was not noted for "loading" rates for the Eagles Point WWTP. It is assumed that both

WWTPs assume the same loading rates. The Plan should be revised to clarify the loading rates for each treatment plant service area, if applicable.

2. The Plan indicates that within six months of the Plan adoption, the City will pursue an ordinance requiring the disconnection of existing foundation drains, sump pumps, and roof leaders from the sanitary sewer system. Once the ordinance is adopted, the City shall submit a copy to the Council.
3. In May of 2013, a letter from the Council notified the City of its intent to acquire a portion of the City owned, 16-inch forcemain located along Tamarack Road, west of Radio Drive. Subsequent agreements between the City and Council incorporated payment of this facility through credits associated with the purchase of city-owned property currently the site of Council lift station L77. The forcemain was never formally transferred to the Council. Figure 10-1, “Existing and Proposed Sanitary Sewer System Map,” does not depict this facility. The map needs to identify the 16-inch forcemain and indicate that it will be a future Council facility. The revised figure needs to be included in final version of the Wastewater Plan.
4. Figure 10-1 erroneously identifies a pipe section located along Lake Road between Colby Lake and Woodbury Drive (Co. Rd 19) as a Council facility. This is a City facility. The map needs to be revised to reflect this and included in the final version of the Wastewater Plan.

### Surface Water Management

*Reviewer: Judy Sventek, Environmental Services – Water Resources (651-602-1156)*

The Plan is consistent with Council policy requirements and in conformance with the Council’s 2040 WRPP for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans.

Woodbury lies within the oversight boundaries of the Ramsey-Washington Metro, Valley Branch, and South Washington Watershed Districts. The City submitted a draft Local Water Management Plan (LWMP) update to the Metropolitan Council (Council) on January 22, 2019. Council Water Resources staff reviewed and commented on the draft LWMP to the City and three Watershed Districts in a letter dated February 25, 2019. The Plan incorporates the City’s most recent draft LWMP in Appendix C that was reviewed by the Watershed Districts and Council.

### Advisory Comments

When they are available, we request that the City provide to the Council the dates each of the three Watershed Districts approved the LWMP, and the date the City adopted the final LWMP. We also request that the City provide the Council with a copy of the final adopted LWMP that will be included in the final Plan document that the City adopts if it differs from the one contained in the Plan submitted to the Council on April 24, 2019.

### Consistency with Council Policies

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City’s Plan and find that it is consistent with the Council’s policies, as detailed below.

### Forecasts

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

The Plan includes the Council’s System Statement forecast (Tables 2.2 and 6.2 within the Plan). For reference, the System Statement forecast is as follows:

**Table 1. Metropolitan Council Forecasts for Woodbury**

	Census	Estimated	Council Forecasts		
	2010	2017	2020	2030	2040
<b>Population</b>	61,961	69,426	72,500	80,500	87,800
<b>Households</b>	22,594	25,523	26,800	29,500	32,100
<b>Employment</b>	19,438	23,497	24,100	26,400	28,700

Chapter 4 of the Plan describes land supply for future development. The City has guided sufficient land for development of 7,120 housing units, not including redevelopment (Table 4.4 within the Plan). A subsequent table discusses absorption of that land supply. The City has guided sufficient land to accommodate the forecast.

The Plan identifies substantial increases to the Eagles Point WWTP sewershed forecast of population, households, and employment; and identifies equal, offsetting reductions to the Metro WWTP sewershed forecast. The net change to total sewer-served forecast is zero. Council staff find these adjustments acceptable. The Council's sewer-served forecasts will be revised simultaneous with action on the Plan.

### ***Thrive MSP 2040 and Land Use***

*Reviewer: Corrin Wendell, AICP, CD – Local Planning Assistance (651-602-1832)*

The Plan is consistent with *Thrive MSP 2040* (Thrive) for land use and residential density policies for a Suburban Edge community designation (Figure 2). Thrive calls for Suburban Edge communities to plan for and stage development for forecasted growth through 2040 and beyond at overall average net densities of at least 3-5 dwelling units per acre in the City. Suburban Edge communities are directed to target higher-intensity developments in areas with better access to regional sewer and transportation infrastructure, connections to local commercial activity centers, transit facilities, and recreational amenities.

The Plan identifies policies to provide a variety of housing types to accommodate people at various stages in life; provide pedestrian-friendly environments in the City Center, Urban Village, and mixed use areas to support a variety of land uses; locate mixed use developments in areas near transportation corridors, including the Gold Line Station Areas; provide flexibility for increased density to encourage the development of affordable housing and protection of greenway corridors; and encourage a mixture of housing wherever possible. The Plan focuses higher intensity land uses along major transportation corridors, including I-494 and I-94, along with increased intensity at the City Center, Places to Shop, along Valley Creek Road, and Tamarack Road.

The City's predominant existing land use is single family residential detached (29.4%). Undeveloped land (27.1%) allows for future residential development to the eastern and southern areas of the City and accounts for a large area with freeway frontage in the northeast part of the City. Public/Semi-Public/Institutional (17.5%) and Right of Way (13.7%) make up large portions of existing land use. Commercial (4.8%), Medium Density Residential (3.2%), and various other land uses each less than 1.5% make up the remainder of the City's existing land uses. See Figure 3 of this report.

The Plan stages development to accommodate forecasted growth between now and 2040. The Plan also illustrates the planned staging in the 2040 land use map (Figure 4), which shows the City's Phasing Areas, as well as areas for post-2040 growth accommodation (Urban Reserve) and areas that are not planned to receive sewer service (Rural Estate).

As shown in Table 3, with credit from participation in the Council's Plat Monitoring Program, the City is planning to accommodate new sewer residential development at a minimum net density of 3.6 units per acre, consistent with Council policy. The City is planning for higher density residential uses in the Mixed Use, High Density Residential, and Urban Village areas densities as high as 15 units per acre (18 units per acre are allowed by density bonus). To achieve specific public goals and policies, the City has adopted policies to govern the use of density bonuses. The City will consider and award density bonuses to developments that achieve certain objectives of the City including, but not limited to, affordable housing, assisted living, transit oriented development, or greenway corridor development.

### **Table 3: Planned Residential Density for the City of Woodbury**

Land Use Category	Density		% Resid.	2018-2040 Change		
	Min	Max		Net Acres	Min Units	Min Net Density
Low Density Residential	2	3.5	100%	930	1,860	2
Mixed Use	10	15	65%	54	540	10
<b>Planned Land Use Totals</b>				984	2,400	2.43
<b>Plat Monitoring Data (2000-2018)</b>				2,676	10,779	4.0
<b>Totals with Plat Monitoring Program Credit</b>				<b>3,660</b>	<b>13,179</b>	<b>3.6</b>

### Bus Rapid Transit (BRT)

The Plan identifies efforts to incorporate Gold Line Station Area Planning as outlined in the TPP as adopted in 2018. The METRO Gold Line is a planned nine-mile Bus Rapid Transit (BRT) dedicated guideway that will connect Woodbury to Saint Paul and other eastern suburbs (Figure 5). Service is currently scheduled to begin in 2024 at the earliest. The Gold Line corridor is proposed to run east-west along the north side of I-94 from downtown Saint Paul to Oakdale, then cross over I-94 on a new bridge connecting Helmo Avenue and Bielenberg Drive. In Woodbury, the Gold Line is planned to run north-south following Bielenberg Drive then turning onto Guider Drive, where the corridor ends.

### Housing

*Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)*

The Plan is consistent with the *2040 Housing Policy Plan*. Woodbury is a fast-growing suburb with a wide variety of housing types. The City grew especially rapidly just prior to the great recession, and though roughly 79% of its housing is single family, of all housing built since 2000, 49% has been attached townhome or apartment units.

The City had 25,471 housing units in 2015. Council data show that 40% of those units were affordable to households earning 80% of the Area Median Income (AMI) or less (\$69,300 for a family of four); though units affordable at 30% AMI or less (\$26,000 for a family of four) represented less than 1% of total housing stock that same year. Council data show that roughly 11% of Woodbury households earning 80% AMI or less are currently experiencing housing cost burden.

The Plan acknowledges the City’s share of the region’s need for affordable housing in the 2021-2030 decade, which is 1,043 units. With over 151 acres of land guided for higher density residential development in that time period (see Figure 6), the Plan sufficiently promotes the availability of land to support that share.

The Plan identifies multiple tools to address future affordable housing needs beyond guiding sufficient higher density land. The Plan notes that the City’s Housing and Redevelopment Authority uses its levy authority to finance tools that address housing needs, primarily loan programs that serve homebuyers and homeowners earning incomes indexed to 125% of the City’s median income. The Plan indicates that the City would consider Tax Increment Financing to support affordable senior housing development and would consider applications to Minnesota Housing’s Consolidated Request for Proposals and the Council’s Livable Communities Act programs, as well as site assembly to meet broader affordable housing needs. The City will continue to partner with the Washington County Community Development Agency (CDA) to make best use of their housing resources and will consider using a local 4d tax incentive program, Housing Improvement Areas, and other naturally occurring affordable housing (NOAH) resources to preserve existing affordable rental housing. The City is not likely to use Tax Abatement or a community land trust model.

The Plan is consistent with Council housing policy as it acknowledges and considers all widely recognized tools that can be used to address the Plan's stated housing needs.

### **Water Supply**

*Reviewer: Brian Davis, ES – Water Supply Planning (651-602-1519)*

The Plan is complete and is consistent with WRPP policies related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse.

The City prepared a Local Water Supply Plan in 2016 that was submitted to both the Minnesota Department of Natural Resources and the Council and reviewed under separate cover.

### **Community and Subsurface Sewage Treatment Systems (SSTS)**

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

The Plan indicates that there are approximately 600 individual SSTS and no public or privately-owned Community Wastewater Treatment Systems in operation within the City. The City has deferred all program oversight and maintenance management responsibilities to Washington County. The County SSTS program and Ordinance No. 206 are consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and Council 2040 WRPP requirements.

### **Special Resource Protection**

#### **Solar Access Protection**

*Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)*

The Plan is consistent with statutory requirements (Minn. Stat. § 473.859) and Council policy regarding planning for the protection and development of access to direct sunlight for solar energy systems as required by the Metropolitan Land Planning Act (MLPA). The Plan includes the four required solar planning elements.

#### **Aggregate Resource Protection**

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

The Plan indicates, consistent with the Council's aggregate resources inventory included in *Minnesota Geological Survey Information Circular 46*, that there are significant deposits of aggregate resources present within the City. Much of the resource area has already been urbanized, and it is doubtful that any of the remaining resource areas are of sufficient size to be financially viable or they exhibit environmental or contamination attributes which will likely preclude their development as extraction sites. There are no longer any active commercial mining operations within the City.

#### **Historic Preservation**

*Reviewer: Corrin Wendell, AICP, CD – Local Planning Assistance (651-602-1832)*

The Plan appropriately addresses historic preservation within the City. The Plan acknowledges that there are not currently any historic structures or historic districts on the National Register of Historic Places. The Plan identifies that the City will continue to review and modify, as necessary, the ordinances as they relate to the preservation of significant historic resources.

### **Plan Implementation**

*Reviewer: Corrin Wendell, AICP, CD – Local Planning Assistance (651-602-1832)*

The Plan contains an Implementation Program, which describes the process for adopting the Plan, along with official controls, fiscal devices, and other policy plans that the City will employ to implement the Plan. Specific implementation strategies and capital improvement plans are contained in individual chapters of the Plan, with major action items and initiatives summarized in the Implementation chapter.

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

The Plan 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.

### Documents Submitted for Review

In response to the 2015 System Statement, the City submitted the following documents for review:

- September 12, 2018: City of Woodbury Preliminary Comprehensive Plan review
- February 13, 2019: City of Woodbury 2040 Comprehensive Plan for official review
- March 29, 2019: Resubmittal of 2040 Plan responding to completeness comments for Parks and Open Space, Transportation, Wastewater, Mapping, and Housing.
- April 24, 2019: Resubmittal of 2040 Plan responding to completeness comments for Wastewater, Land Use (mapping), Implementation, Housing, Land Use, and Transportation (mapping).

### Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP2040* Community Designation
- Figure 3: Existing Land Use
- Figure 4: 2040 Planned Land Use
- Figure 5: METRO Gold Line Bus Rapid Transit (BRT)
- Figure 6: Land Guided for Affordable Housing

Figure 1. Location Map with Regional Systems

Figure 1. Location Map Showing Regional Systems  
**Woodbury**

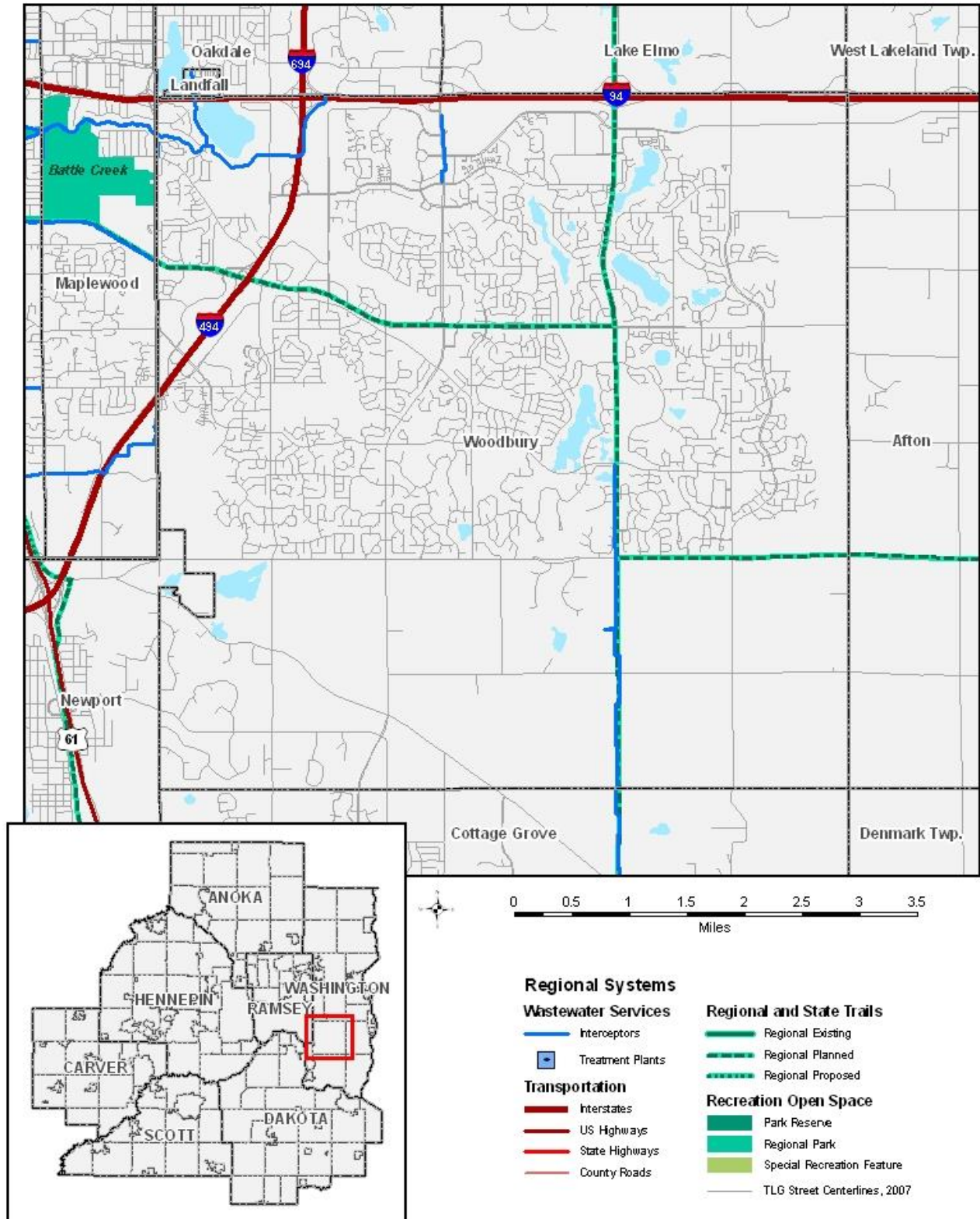
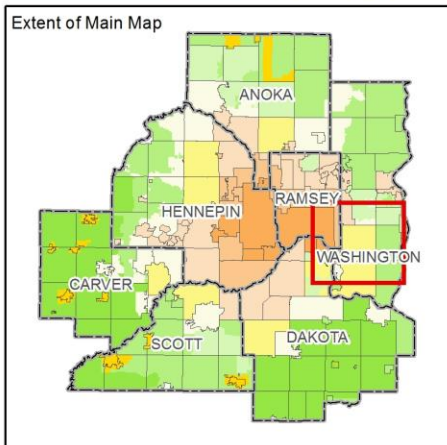
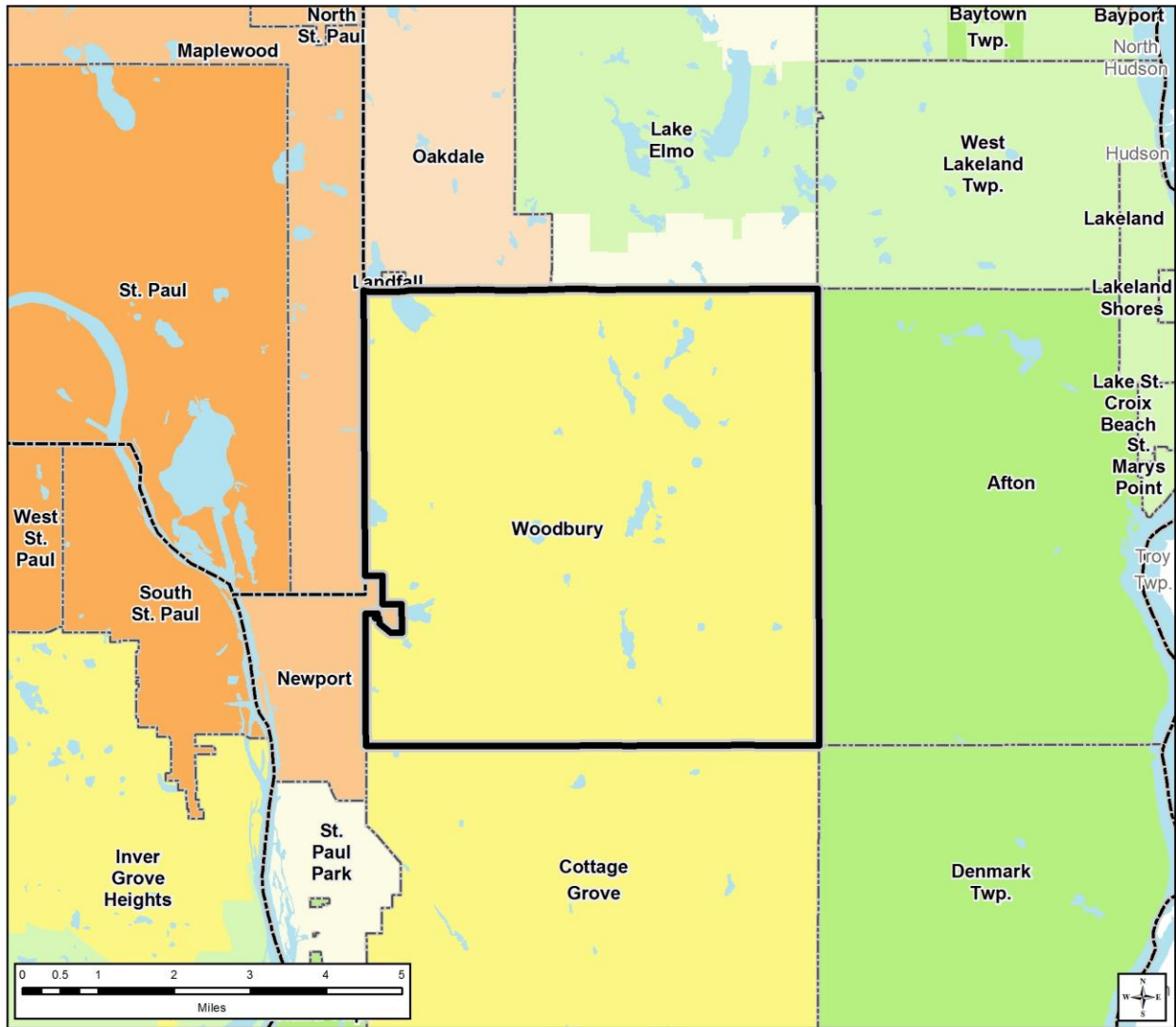




Figure 2. Thrive MSP 2040 Community Designation

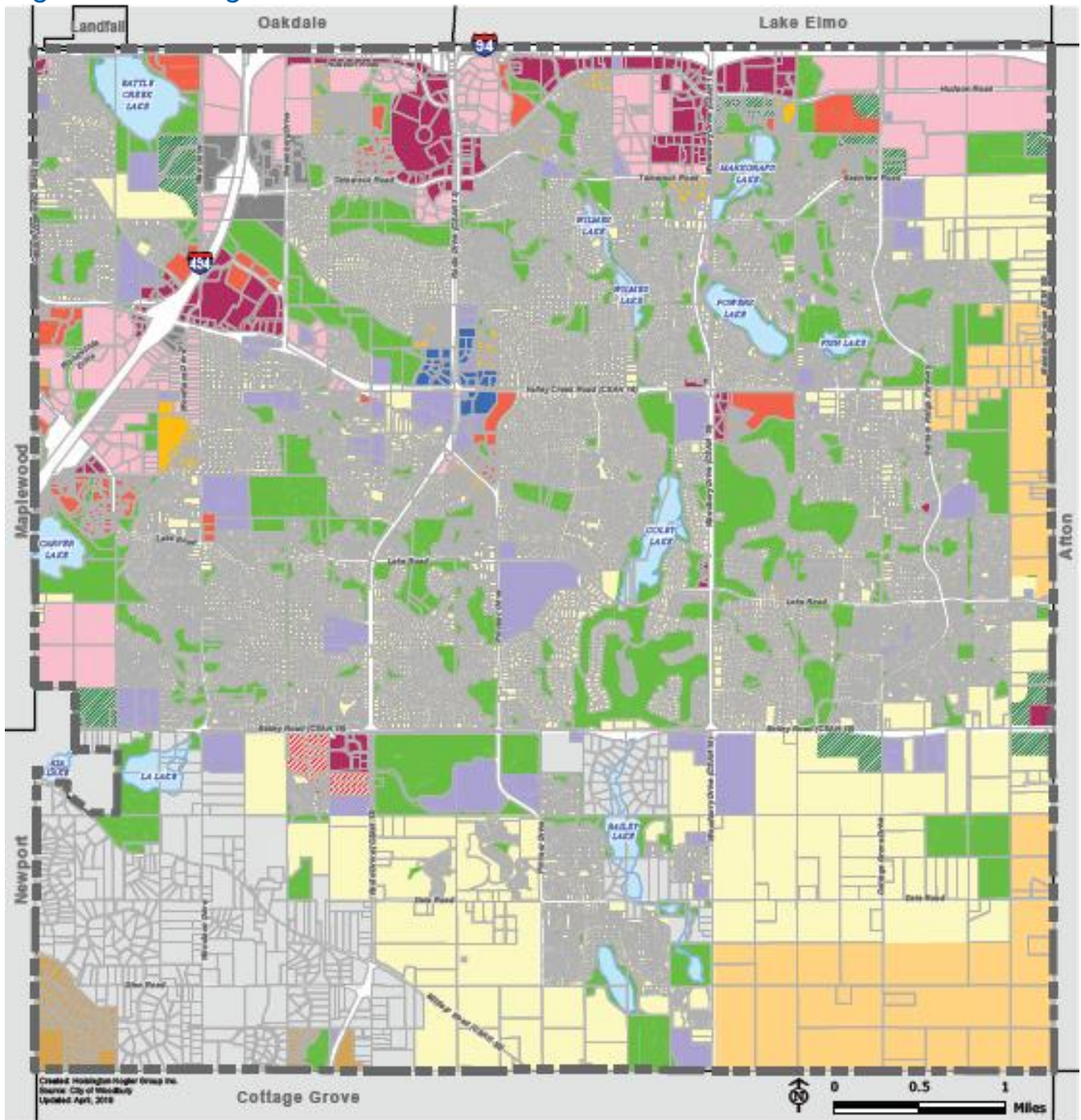
**Community Designations  
City of Woodbury, Washington County**



**Community Designations**

- Outside Council planning authority
  - Agricultural
  - Rural Residential
  - Diversified Rural
  - Rural Center
  - Emerging Suburban Edge
  - Suburban Edge
  - Suburban
  - Urban
  - Urban Center
- 
- County Boundaries
  - City and Township Boundaries
  - Lakes and Major Rivers

Figure 3. Existing Land Use

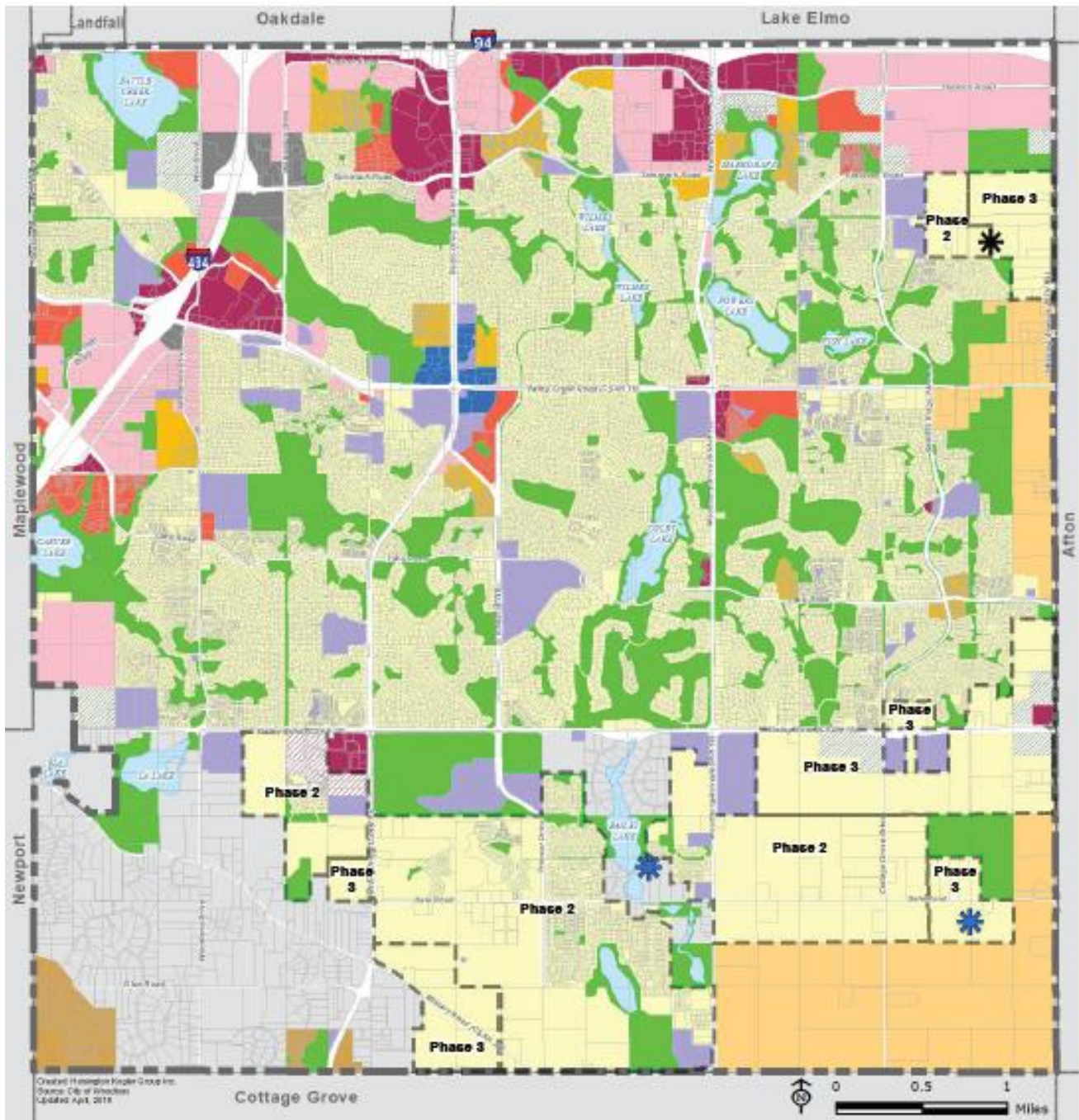


- |                            |                               |
|----------------------------|-------------------------------|
| Urban Reserve*             | City Center                   |
| Rural Estate**             | Gateway                       |
| Urban Estate               | Places to Shop                |
| Low Density Residential    | Places to Work                |
| Medium Density Residential | Other/ROW                     |
| High Density Residential   | Open Space (Public / Private) |
| Mixed Use                  | Public / Semi-Public          |
| Urban Village              | Woodbury Boundary             |

\* Urban Reserve is intended for post 2040 development phasing

\*\* Rural Estate is not intended to be served by regional sewer infrastructure.

Figure 4. 2040 Planned Land Use



- Urban Reserve\*
- Rural Estate\*\*
- Urban Estate
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Use
- Urban Village
- City Center
- Gateway
- Places to Shop
- Places to Work
- Other/ROW
- Open Space (Public / Private)
- Public / Semi-Public

- \* Final phasing area line to be determined by final utility design
- \* Final urban service area line to be determined by final utility design
- Phasing Areas
- Woodbury Boundary

\* Urban Reserve is intended for post 2040 development phasing

\*\* Rural Estate is not intended to be served by regional sewer infrastructure.

Figure 5. METRO Gold Line Bus Rapid Transit (BRT)



Figure 6. Land Guided for Affordable Housing

## Land Guided for Affordable Housing 2021-2030

### Woodbury

Washington County

Council Member Francisco J. Gonzalez, District 12

2021-2030 share of regional need for Affordable Housing: **1043 units**  
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	<b>Available Acres</b>	<b>×</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>×</b>	<b>Expected % Residential</b> <i>(if mixed use)</i>	<b>=</b>	<b>Minimum Units Possible</b>
<b>High Density Residential</b>	32.00		10		100%		320
<b>Mixed Use</b>	101.50		10		65%		660
<b>Urban Village</b>	18.00		8		50%		72
<b>Total</b>	<b>151.50</b>						<b>1,052</b>

Sufficient/**(insufficient)** units possible against share of regional need: **9**

Affordable units built since 2021: **0**

Sufficient/**(insufficient)** units possible adjusted for affordable units built: **9**

Number of Comp Plan Amendments approved since Comp Plan Update: **0**