

Committee Report

Community Development Committee



Committee Meeting Date: August 19, 2024

For the Metropolitan Council: August 28, 2024

Business Item: 2024-217

City of Woodbury Karen Drive Multi-Family Comprehensive Plan Amendment, Review File 22080-6

Proposed Action

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

1. Authorize the City of Woodbury to place its comprehensive plan amendment into effect.
2. Revise the City's forecasts as shown in Table 1 of the attached Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Transportation, Transit, and Water Resources.

Summary of Community Development Committee Discussion/Questions

Senior Planner, Emma Dvorak, presented the staff's report to the Committee. No representatives from the City of Woodbury were present. The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on August 19, 2024.



Business Item

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District(s), Member(s):	District 11, Gail Cederberg District 12, Susan Vento
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Emma Dvorak, Senior Planner/Sector Representative, (651-602-1399) Angela R. Torres, Senior Manager (651-602-1566)
Division/Department:	Community Development / Regional Planning

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

1. Authorize the City of Woodbury to place its comprehensive plan amendment into effect.
2. Revise the City's forecasts as shown in Table 1 of the attached Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Transportation, Transit, and Water Resources.

Background

The City submitted the Karen Drive Multi-Family comprehensive plan amendment on June 24, 2024. The amendment proposes to re-guide the future land use guiding of 29.3 acres from Places to Work to Mixed Use. The amendment site is located at the southeast corner of Hudson Road and Settlers Ridge Parkway. This is the City's fifth amendment to its 2040 Plan.

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*. 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.

The proposed amendment will support the creation of a multi-family housing development, and afford the protection of wetlands on the site.

Funding

None.

REVIEW RECORD

City of Woodbury

Karen Drive Multi-Family Comprehensive Plan Amendment

Review File No. 22080-6, Business Item No. 2024-217

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.

Thrive MSP 2040 (Thrive) designates Woodbury with an “Suburban Edge” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 72,500 to 87,800 population and 26,800 to 32,100 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 24,100 to 28,700 jobs.

The Metropolitan Council reviewed and approved the City of Woodbury 2040 Comprehensive Plan ([Business Item 2019-173](#), Review File No. 22080-1) on July 24, 2019. This is the fifth comprehensive plan amendment since the 2040 Plan was reviewed.

REQUEST SUMMARY

The amendment proposes to revise the local comprehensive plan to reflect changes the future land use guiding for a 29.3 acre side from Places to Work to Mixed Use. The amendment area is located at the Southeast corner of Hudson Road and Settlers Ridge Parkway.

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 reviewed and approved the City of Woodbury 2040 Comprehensive Plan ([Business Item 2019-173](#), Review File No. 22080-1) on July 24, 2019.
- The Council administratively reviewed the Chapter 11 Water Supply amendment (Review File No. (22080-2) on January 16, 2020. The amendment revised Table 11-1: Water Demand Projects to ensure the modeled peak demand for the community is accurately identified so that future infrastructure systems are designed for the current and future water quantity and quality needs of the community.
- Council staff reviewed and found incomplete the EAW for the Burandt Development (Review File No. 22560-1 on June 16, 2021. The proposed project included the construction of 470 residential units and is located on the north and south sides of Dale Road near the intersection of Dale Road and Woodbury Drive.
- The Council reviewed the Environmental Assessment Worksheet (EAW) for the Wozniak



South Residential Development (Review File No. 22589-1) on August 19, 2021. The proposal was for the development of a 70-acre low density residential development at the southeast corner of Woodbury Drive and Dale Road.

- The Council administratively reviewed the Aster Landing amendment (Review File No. 22080-3) on October 27, 2021. The amendment regulated 10 acres from Rural Estate to Low Density Residential and proposed a MUSA expansion to accommodate 25 single-family residential lots and three outlots.
- The Council administratively reviewed the Watermark at CityPlace amendment (Review File No. 22080-4) on June 14, 2022. The amendment regulated 9.7 acres from Places to Work to High Density Residential to enable the development of 91 rental townhomes in five and six-unit buildings.
- The Council reviewed the EAW for the Westwind Residential Development Project (Review File No. 22811-1) on October 7, 2022. The proposal was for the development of 129 acres with a total of 446 housing units southwest of the intersection of Dale Road and Pioneer Drive.
- The Council administratively reviewed the Wells Fargo Redevelopment amendment (Review File No. 22080-5) on November 16, 2022. The amendment regulated 5.3 acres from Places to Work to Places to Shop to accommodate commercial development.
- The Council reviewed the Northeast Area Alternative Urban Areawide Review (AUAR) Update (Review File No. 20394-5) on June 18, 2024. The study is located in the northeastern portion of Woodbury along the Interstate Highway 94 corridor.

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 included below.

Regional Parks

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

The amendment as proposed conforms to the 2040 Regional Parks and Trails Plan and is consistent with Council policy. There are no existing or planned units of the Regional Parks and Trails System in the vicinity of the proposed land use change of 29.3 acres from Places to Work to Mixed Use. The nearest unit – the Central Greenway Regional Trail – is approximately 1.0 miles west of the proposed land use change. The proposed land use change will not have an impact on the Central Greenway Regional Trail or the Regional Parks and Trails system more broadly.

Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs (651-602-1119)

The Metropolitan Disposal System has adequate capacity for this project location.

Transportation

Reviewer: Joe Widing, Metropolitan Transportation Services (MTS) (651-602-1822)



The amendment conforms to the regional transportation system. The impacts to the transportation system from the amendment appear to be minor. The amendment proposes to reguide a large parcel from an employment based use to a residential mixed use to allow for a 250-unit apartment development. Based on assumptions from neighboring developments, the new land use designation and residential development will likely lead to fewer vehicle trips being generated from the site. There is no transit near the site, no aviation facilities, and no regional bicycle alignments or corridors to impact or consider.

Advisory Comments

The city and developer should consider a paved pedestrian access route to connect to the future commercial lot reserved in the northwest portion of the site to improve internal pedestrian circulation and connections to non-motorized facilities along Hudson Road and future facilities along Settlers Ridge Parkway.

Transit

Reviewer: Stephen Baisden, Metro Transit (MT) (612-338-3485)

Routes 323, 351, and 355 offer the nearest transit service 6 miles southwest of the subject parcel at Woodbury Theatre Park & Ride. Route 323 offers all-day transit service between Woodbury Theatre Park & Ride and Sun Ray Transit Center in Saint Paul for connections to the rest of the transit system. Route 351 offers weekday-only peak period non-stop express service between Woodbury Theatre Park & Ride and downtown Saint Paul with 6 total trips (3 in each direction). Route 355 offers weekday-only peak period non-stop express service between Woodbury Theatre Park & Ride in Woodbury and downtown Minneapolis with 14 total trips (7 in each direction). Woodbury Theatre Park & Ride is a 15-minute drive from the site.

No bus stops are located within walking distance of the subject parcel along Settlers Ridge Parkway or Hudson Road for access to transit service. Some trails/sidewalks exist within the subject parcels, along Hudson Road and Settlers Ridge Parkway. Right-of-way should be set aside for the addition/expansion of sidewalks/trails within the site if they are not planned to be constructed.

Given the current and planned transit investments within the area and the type of development proposed with this amendment (252-unit multi-family apartment), there may be a marginal demand increase on the existing transit network but should not expect additional expansion of the fixed-route transit network.

Advisory Comments

To ensure connectivity with the rest of the pedestrian network and facilitate safe pedestrian access within the site, right-of-way should be set aside for the addition/expansion of sidewalks/trails if they are not planned to be constructed.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments are detailed below.

Forecasts

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

The amendment is consistent with regional policy. In supplemental information, the City requests a communitywide forecast to align the forecast series with 2020 Census counts. Metropolitan Council staff recommended and the City agrees to an addition of +500 households and associated population to each of years 2020, 2030, and 2040. Numbers to be revised are highlighted in Table 1 below.



Table 1. Metropolitan Council City of Woodbury Forecasts

Category	Census 2020	Current Approved Forecast			Forecast Revision		
		2020	2030	2040	2020	2030	2040
Population	75,102	72,500	80,500	87,800	<u>75,100</u>	<u>82,000</u>	<u>89,300</u>
Households	27,290	26,800	29,500	32,100	<u>27,300</u>	<u>30,000</u>	<u>32,600</u>
Employment	21,114	24,100	26,700	28,700	24,100	26,400	28,700

Thrive MSP 2040 and Land Use

Reviewer: Emma Dvorak, CD – Local Planning Assistance (651-602-1339)

Thrive MSP 2040 identifies the City as a Suburban Edge Community. Thrive requires Suburban Edge communities to meet an overall average net density of 3-5 units per acre, and to target higher-intensity development in areas with access to regional sewer, transportation infrastructure, and connections to local areas of interest and transit opportunities. Thrive also promotes the efficient use of land when planning for and approving new and redeveloping areas, prioritizing areas to protect, and integrating natural resources conservation into local ordinances, and encouraging site planning that incorporates and protects natural areas as part of site development and redevelopment.

The subject site is 29.3 acres in size, and is located generally at the Southeast corner of Hudson Boulevard and Settlers Ridge Parkway (Figure 2). The amendment proposes to re-guide land currently guided as Places to Work, to Mixed Use. The new land use guiding will support the development of a multi-family housing project, as well as the protection of wetlands on the site.

Woodbury is a participant in the Plat Monitoring Program. The purpose of the Program is to track and monitor residential development patterns on the region’s developing edge. The Program allows the Council to assess the available land supply in participating communities, monitor the density of new development, and consider the actual density of previous residential development as part of the Council’s density calculations and policy evaluation. The actual density of plats is often higher than their minimum guiding density. This allows communities with relatively low planned densities to receive “credit” toward their minimum density calculations. As shown in the City’s Plat Monitoring data, the City has been developing at densities above 4 units per acre on average.

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 2 below). The overall density changed from 2.6 to 2.7 units per acre. However, the overall minimum planned density, including credit for plat monitoring, is 3.4 units per acre.

Table 2. Planned Residential Density, City of Woodbury

Category	Density Range		Net Acres	2018-2040 Change	
	Min	Max		Min Units	Max Units
Low Density Residential	2	3.5	2,640	5,280	9,240
Medium Density Residential	4.5	8	7	32	56
High Density Residential	10	18	68.3	683	1,229
Urban Village	8	12	4.5	36	54
Urban Village (HDR)*	10	18	4.5	45	81
Mixed Use	10	18	<u>77.3</u>	<u>773</u>	<u>1,391</u>
Mixed Use (HDR)**	10	18	89	890	1,602
Planned Land Use Totals			2,890.6	7,739	13,653
Overall Density				<u>2.7</u>	4.7
Plat Monitoring Program (2000-2023)			3,361	13,543	
Total Planned and PMP			5,934	20,105	
Overall Density with PMP credit				3.4	

*50% of the net acres for Urban Village is expected to develop as HDR (10-18 units/acre). This is reflected in the table.
**65% of the net acres for Mixed Use is expected to develop as HDR (10-18 units/acre). This is reflected in the table.

Housing

Reviewer: Olivia Boerschinger CD – Housing (651-602-1327)

The amendment is consistent with the Council's *Housing Policy Plan*. The Plan currently provides sufficient land to address the City's share of the region's 2021-2030 need for affordable housing, which is 1,043 units. The proposed amendment does not impact the City's inventory of land guided to support the development of low- and moderate-income housing. As of this amendment, the Plan will be guiding approximately 151 acres of higher density residential land such that at least 1,052 units could be built.

Because the changes proposed in this amendment are not anticipated to develop in the 2021-2030 decade, acres available to provide the opportunity for affordable housing can be adjusted down but not up. So, there is no impact to their land guided for affordable housing calculation, but the comments below still are most applicable. Additionally, the forecast change does not impact the City's Allocation of Affordable Housing Need as the increment of growth between 2020 and 2030 remains the same..

The proposed amendment will allow for the construction of a multi-family development to be built. This amendment continues to allow the City to implement the housing element of their 2040 Plan and does not directly contribute to their efforts to address its share of the region's need for affordable housing in the 2021-2030 decade.

The City is a participant in Livable Communities Act programs, and in 2020 was awarded over \$250,000 in Local Housing Incentive Account funds.

Water Resources

Reviewer: Lanya Ross Environmental Services- Water Resources (651-602-1803)

The amendment is consistent with the Water Resources Policy Plan and does not have surface water resource impacts. The site is located in the Drinking Water Supply Management Area (DWSMA) for the City of Woodbury. At this location, the city's drinking water supplies are moderately vulnerable to contamination from land use activities.

Advisory Comments

Planners and developers should work with the city's wellhead protection plan coordinator to ensure water supplies are protected from contamination. A map of the DWSMA is available online at: <https://mdh.maps.arcgis.com/apps/View/index.html?appid=8b0db73d3c95452fb45231900e977be4>

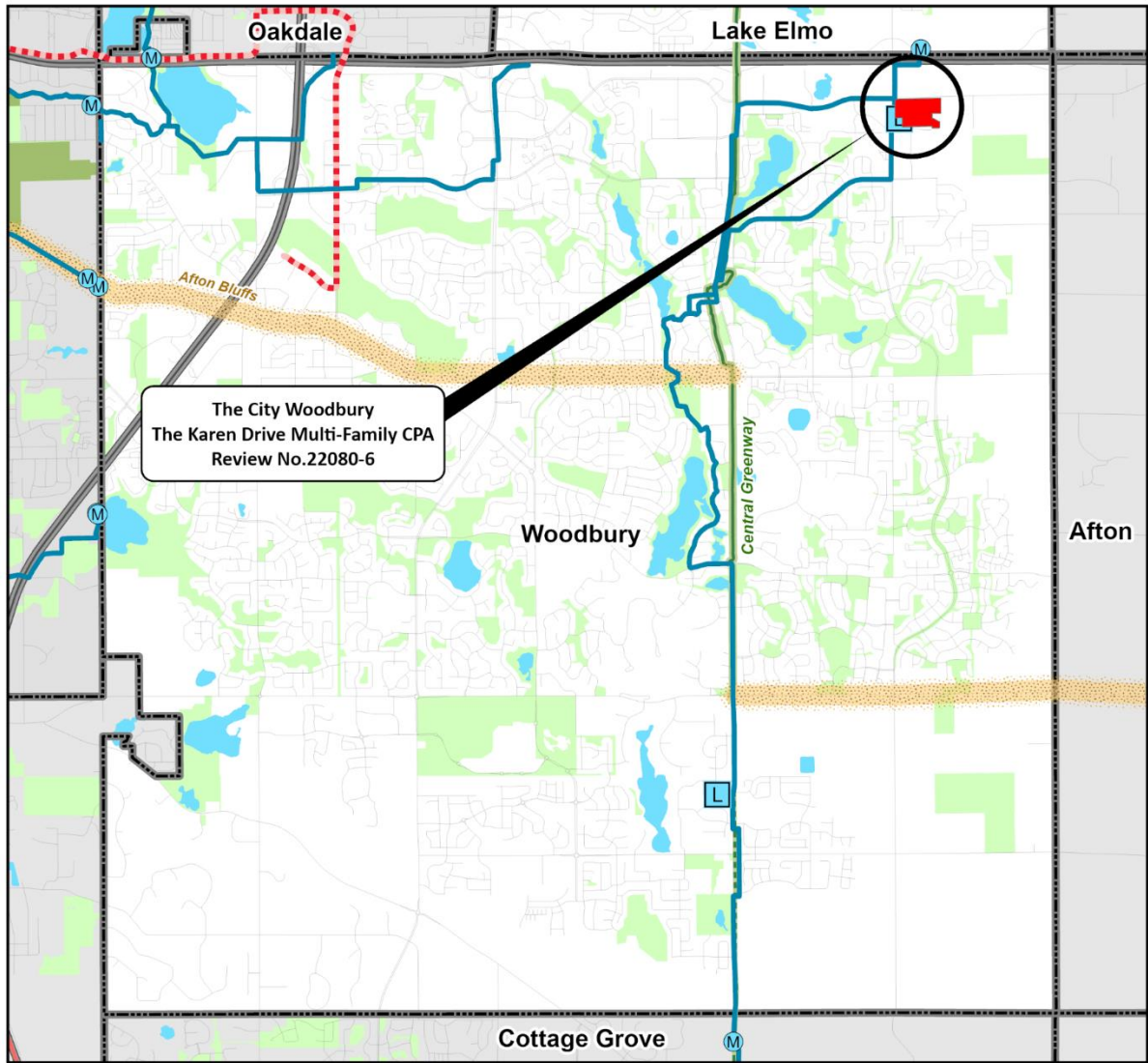
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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.

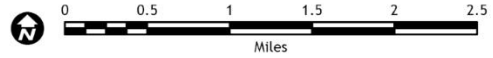
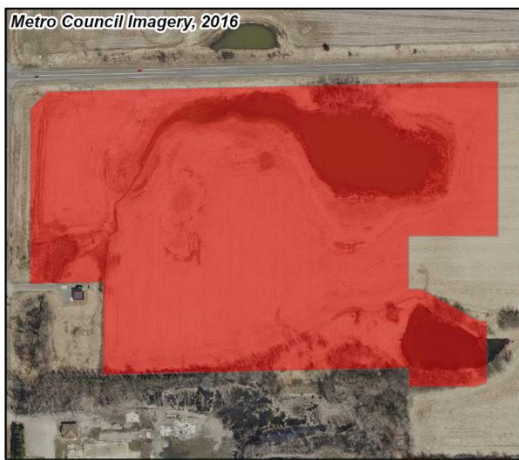
ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current Land Use Guiding
- Figure 4: Proposed Land Use Guiding

Figure 1. Location Map Showing Regional Systems



Metro Council Imagery, 2016



Regional Systems

Regional Transitways

- Existing
- Planned Current Revenue Scenario
- Potential Increased Revenue Scenario

Wastewater Treatment

- Meters
- MCES Interceptors
- Lift Stations
- MCES Treatment Plants

Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads
- Road Centerlines

Regional Parks

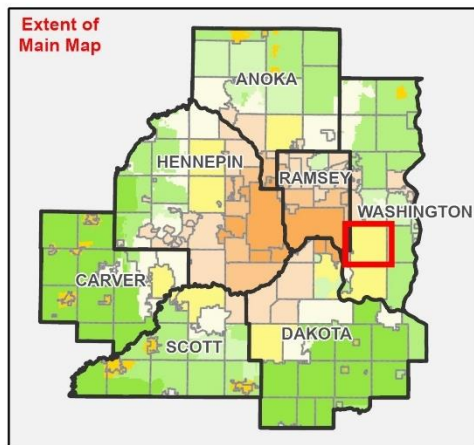
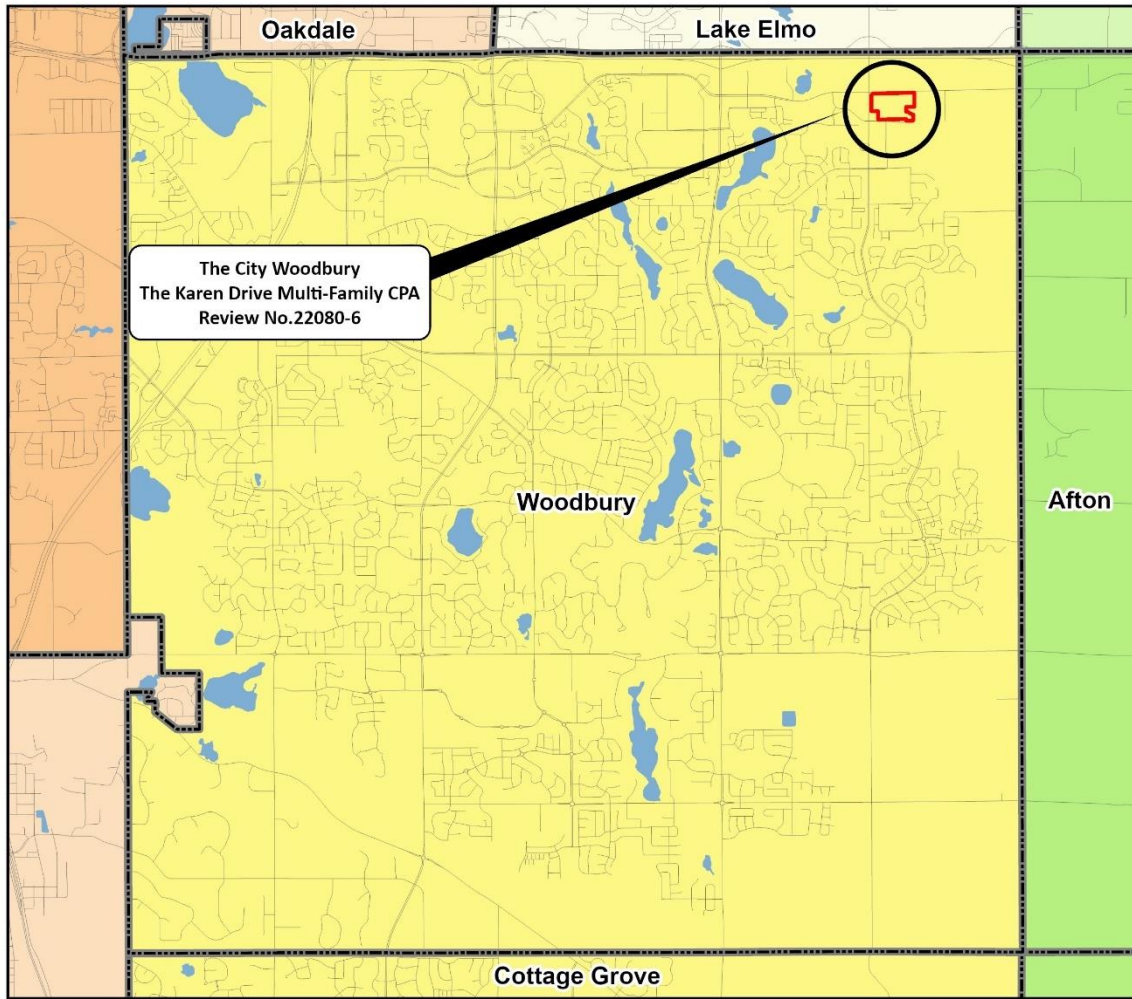
- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units
- Other Parks, Preserves, Refuges and Natural Areas

Regional Trails

- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned Regional Trails
- Regional Trail Search Corridors



Figure 2. 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



Figure 3. Current Land Use Guiding

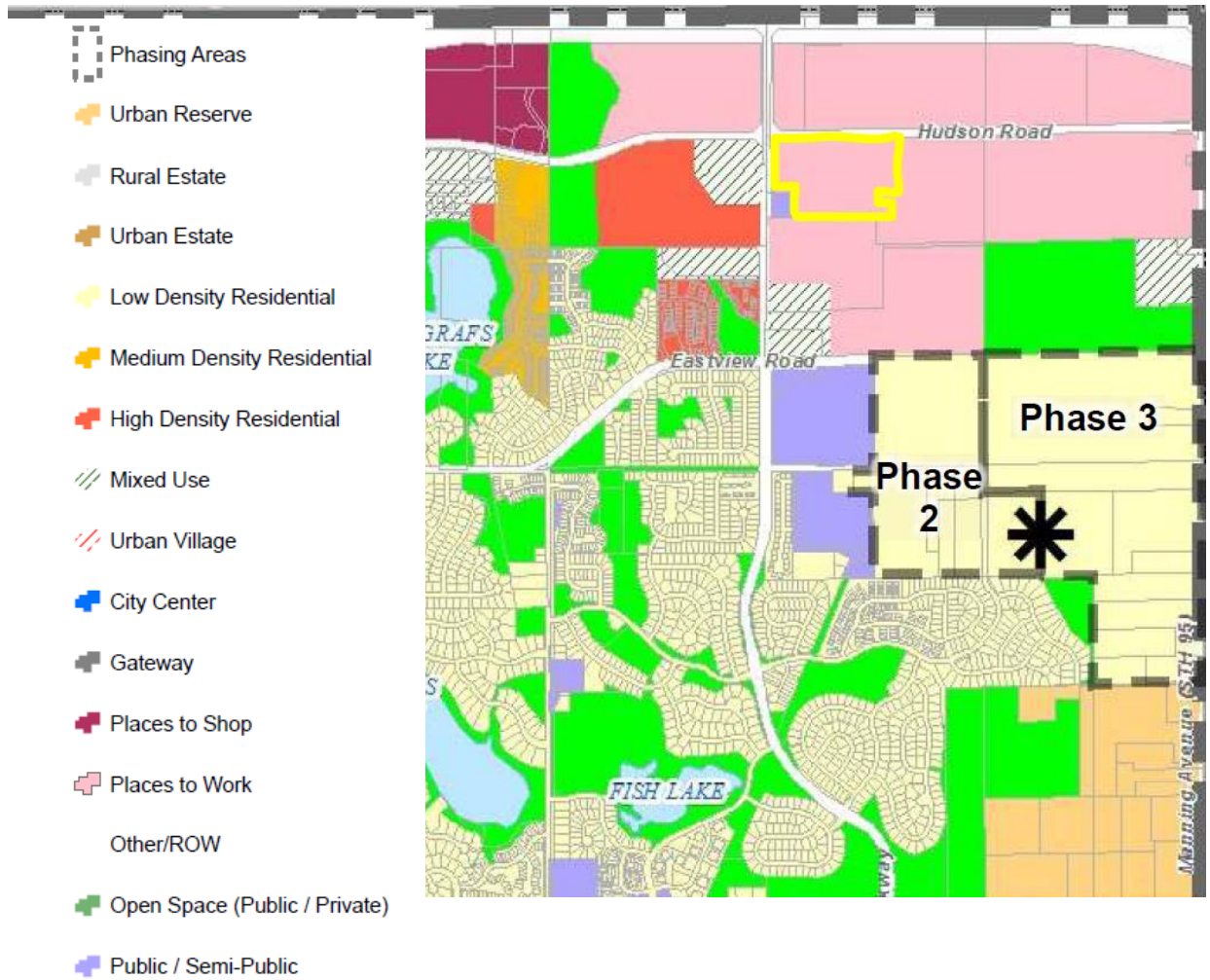


Figure 4. Proposed Future Land Use Guiding

