

C Community Development Committee
Meeting date: July 20, 2009

E Environment Committee
Meeting date: July 14, 2009

ADVISORY INFORMATION

Date:	June 25, 2009
Subject:	City of Oakdale 2030 Comprehensive Plan Update Review File No. 20281-1 Tier II Comprehensive Sewer Plan
District(s), Member(s):	District 11, Councilmember Georgeanne Hilker
Policy/Legal Reference:	Minnesota Statutes Section 473.175
Staff Prepared/Presented:	Susan Hoyt, Principal Reviewer (651-602-1513) Phyllis Hanson, Local Planning Assistance Manager (651-602-1566) Kyle Colvin, Engineering Services Asst. Manager (651-602-1151)
Division/Department:	Community Development/Planning and Growth Management Environmental Services/Engineering Services

Proposed Action

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

Recommendation of the Community Development Committee:

1. Authorize the City of Oakdale to put its 2030 Comprehensive Plan Update into effect.
2. Advise the City to:
 - a. Send the Council the dates that the watershed organizations approve the Surfacewater Management Plan (SWMP), the date the City adopts the final plan and a copy of the final adopted SWMP.
 - b. Participate in the Council's redevelopment monitoring program.
 - c. Implement the advisory comments in the Review Record for parks, transportation, and water supply.
3. Change the planning area from Developing to Developed.

Recommendation of the Environment Committee:

Approve the City of Oakdale's Tier II Comprehensive Sewer Plan.

ADVISORY COMMENTS

City of Oakdale 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20281-1– Council Business Item No. 2009-241

The following Advisory Comments are part of the Council action authorizing the City to implement its 2030 Comprehensive Plan Update (“Update”) and approving the City’s Tier II Comprehensive Sewer Plan:

Community Development Committee

1. The Council-adopted *Local Planning Handbook* states that the City must take the following steps:
 - (a) Adopt the Update in final form after considering the Council’s review recommendations; and
 - (b) Submit one electronic copy and one hard copy of the Update to the Council. The electronic copy must be organized as one unified document.

A copy of the City Council resolution evidencing final approval of the Update should be submitted to the Council.

2. The Council’s *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, local governments should incorporate those recommended changes into the plan or respond to the Council before “final approval” of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3).
3. Local governmental units must adopt official controls as described in their adopted comprehensive plans and must submit copies of the official controls to the Council within 30 days after 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 nine months following amendments to comprehensive plans. (Minn. Stat. § 473.865, subd. 3).

Environment Committee

1. The Council-approved Tier II Comprehensive Sewer Plan becomes effective only after the Update also receives final approval by the City’s governing body. After the Update receives final approval by the City and the Tier II Sewer Plan becomes effective, the City may implement its Update to alter, expand or improve its sewage disposal system consistent with the Council-approved Tier II Sewer Plan.
2. A copy of the City Council Resolution adopting its Update, including the Tier II Sewer Plan, must be submitted to the Council.

Background

The City submitted its 2030 Comprehensive Plan (Update) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. 473.175) and the Council's 2005 Systems Statement requirements.

Rationale – Standard of Review & Findings

1. Does the proposed Update conform to Regional Systems Plans?
2. Is the Update consistent with Metropolitan Council policies?
3. Is the Update compatible with plans of adjacent governmental units and plans of affected special districts and school districts?

Conformance with Regional Systems Plans:

- | | |
|---|-----|
| 1. Regional Parks | Yes |
| 2. Transportation including Aviation | Yes |
| 3. Water Resources Management
(Wastewater Services and Surface Water Management) | Yes |

Consistent with Council Policy Requirements:

- | | |
|---|-----|
| 1. Forecasts | Yes |
| 2. Housing | Yes |
| 3. 2030 Regional Development Framework and Land Use | Yes |
| 4. Individual Sewage Treatment Systems (ISTS) Program | Yes |
| 5. Water Supply | Yes |

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

- | | |
|--------------------------------|-----|
| 1. Compatible with other plans | Yes |
|--------------------------------|-----|

Known Support / Opposition

There is no known opposition.

REVIEW RECORD

City of Oakdale 2030 Comprehensive Plan Update

STATUTORY AUTHORITY

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plans and plan amendments to the Council for review and comment (Minn. Stat. § 473.864, Subd. 2). The Council reviews plans to determine:

- *Conformance with metropolitan system plans,*
- *Consistency with other adopted Plans of the Council, and*
- *Compatibility with the Plans of other local jurisdictions in the Metropolitan Area.*

The Council may require a local governmental unit to modify any plan or part thereof if, upon the adoption of findings and a resolution, the Council concludes 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. Each such plan shall be submitted to the Council for review and shall be subject to the approval of the Council as to those features affecting the Council's responsibilities as determined by the Council. Any such features disapproved by the Council shall be modified in accordance with the Council's recommendations (Minn. Stat. § 473.513).

CONFORMANCE WITH REGIONAL SYSTEMS

Regional Parks

Park and Trails

Reviewer: Jan Youngquist, CD-Regional Parks System Planning (651-602-1029)

The Update conforms to the *2030 Regional Parks Policy Plan (PPP)*. It acknowledges the Gateway State Trail and provides for local trail connections to the Lake Elmo Regional Park Reserve.

Advisory Comment: The City is encouraged to coordinate trail planning with the City of Lake Elmo and work with Washington County Parks to determine appropriate trail connections to the Lake Elmo Regional Park Reserve.

Transportation

Roads and Transit

Reviewer: Ann Braden (MTS-Systems Planning (651-602-1711))

The Update conforms to the 2004 adopted *2030 Regional Transportation Policy Plan (TPP)* and addresses all applicable transportation and transit requirements. The City is served by segments of three principal arterials: I-94, I-694/494 and Highway 36 and several "A" Minor Arterials and collectors. The City is within the Metropolitan Transit Taxing District and Market Area III. Service options for Market Area III include peak-only express, small vehicle circulators, midday circulators, special needs paratransit (ADA, seniors), and ridesharing.

Advisory comment: Although the segment of I-694 north of TH 36 was identified as an expansion project in the 2004 TPP, the 2009 adopted TPP indicates that the region will not have sufficient financial resources to build all of these expansion projects by 2030. The Update identifies this segment of I-694 as one of 12 projects that needs to be reassessed to try to reduce its costs while still achieving substantial capacity expansion benefits.

Aviation

Reviewer: Chauncey Case, MTS-Systems Planning (651-602-1724)

The Update conforms to the *2030 Regional Transportation Policy Plan (2004)* for aviation and is consistent with Council aviation policies.

Water Resources Management

Wastewater Service

Reviewer: Kyle Colvin, ES – Engineering Services, (651-602-1151)

The Update conforms to *2030 Regional Water Resources Management Policy Plan (WRMPP)*. The Update summarizes the City's vision for the next 20 years to 2030. It includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment.

Wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services. Wastewater generated within the City is conveyed to and treated at the Metropolitan Council's Metropolitan Wastewater Treatment Plant located in St. Paul. The wastewater conveyance service is provided by Council Interceptors 1-WO-500 and 1-WO-501. The Update projects it will have 13,000 sewer households and 11,900 sewer employees by 2030. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth needs.

The Update provides sanitary flow projections in 5-year increments. The rationale for the projections is given in the Update and determined appropriate for planning for local services.

The City is identified as a community that is impacted by wet weather occurrences and is on the Council's list of communities having an I/I reduction goal. The City has committed to mitigate excessive I/I at levels equal to the Council's surcharge amount. The City's ordinances do not permit sanitary sewer connections that discharge or cause to be discharged any roof, storm, surface, ground water, or well water into the sanitary sewer system. This includes sump pumps, roof leaders, and foundation drains. The City's I/I reduction plan also includes capital improvements aimed at removing sources of I/I and the implementation of an annual inspection program.

Tier II Comments

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

Surface Water Management

Reviewer: Judy Sventek, ES-Water Resources Assessment (651-601-1156)

The Update conforms to the WRMPP for local surface water management. The City is located in the Ramsey Washington Metro, South Washington and Valley Branch Watersheds. The three watershed plans were approved by the Board of Water and Soil Resources in 2007, 2007, and 2005, respectively. The City submitted a revised surface water management plan (SWMP) dated April 2009 for review and was reviewed under separate cover. The SWMP was found to provide an overall framework for the City to successfully manage its water resources and is generally consistent with Council policy and the Council's WRMPP.

Advisory comment: The City needs to send the Council the dates the watershed organizations approve the SWMP, the date the City adopts the final SWMP, and a copy of the final adopted SWMP.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

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

The Update is consistent with Council policies for forecasts. The Update has forecasted that all households and employment will be sewered. Two sets of forecasts appear to address the Council's planned forecast as well as a lower-bound scenario of resulting households at minimum allowed densities. The first set of numbers is the planned forecast and is used consistently elsewhere in the document.

Table 1: Forecasts

Oakdale	2010	2020	2030
Population	28,000	28,400	30,000
Households	11,300	12,000	13,000
Employment	9,300	10,600	11,900

Regional Development Framework and Land Use

Reviewer: Susan Hoyt, CD-Local Planning Assistance (651-602-1330)

Regional Development Framework

The Update accurately identifies the City's geographic planning area designation as Developing. The *2030 Regional Development Framework* describes Developing communities as ones that the regional policies focus on accommodating growth, supporting centers along corridors, encouraging connected land use patterns and encouraging the development of communities where shopping, jobs and a variety of housing choices co-exist. The Update divides the City into seven neighborhood planning districts that cumulatively provide shopping, employment and a variety of housing types. The City experienced the majority of its growth from 1980 to 2000. In 2008, 7.2% of its land area is vacant or underutilized which makes the community's 2030 planning policies more closely resemble a Developed community (Figure 5).

Land Use

The City is 11 square miles. Its existing land use is 38% residential, 10% commercial and light industrial, and 14% public, park and open space. Thirty two per cent (32%) of the land is undevelopable (wetlands, open water, right of way) and 7% is vacant. With almost no undeveloped land remaining, the future land uses are similar to the existing land uses with an increase planned in commercial, mixed use, and the addition of a business campus.

Table 2: Existing Land Use

Existing Land Use	Gross Acres	Percent Wetlands	Net Acres	Net Percent
Low Density Residential	2,238.97	4.5%	2,138.13	29.5%
Medium Density Residential	486.03	3.8%	467.76	6.4%
High Density Residential	167.31	15.3%	141.70	2.0%
Office	126.11	2.0%	123.55	1.7%
Commercial	348.95	6.6%	325.76	4.5%
Highway Commercial	8.19	5.7%	7.72	0.1%
Mixed Use	20.40	2.4%	19.90	0.3%
General Industrial	72.01	4.3%	68.89	0.9%
Industrial/Office	193.89	9.4%	175.64	2.4%
Public/Semi-Public	320.84	6.7%	299.21	4.1%
Park	546.88	23.0%	421.08	5.8%
Open Space	600.11	54.8%	271.54	3.7%
Vacant	655.88	20.2%	523.69	7.2%
Right-of-Way	1,287.83	3.4%	1,244.01	17.1%
Open Water	182.44	NA	182.44	2.5%
Wetland		100.0%	844.80	11.6%
Total City	7,255.84	NA	7,255.84	100.0%

Table 3: Future Land Use

Future Land Use	Gross Acres	Percent Wetlands	Net Acres	Net Percent
Low Density Residential	2,263.62	4.8%	2,154.26	29.7%
Medium Density Residential	487.87	4.6%	465.63	6.4%
High Density Residential	171.55	14.9%	145.94	2.0%
Office/Limited Business	79.71	9.1%	72.42	1.0%
Commercial	369.06	12.4%	323.36	4.5%
Business Campus	387.20	4.1%	371.16	5.1%
Mixed Use	186.41	6.4%	174.52	2.4%
General Industrial	52.71	7.4%	48.81	0.7%
Industrial/Office	282.30	18.3%	230.52	3.2%
Public/Semi-Public	344.45	0.08	315.27	4.3%
Park	570.66	24.5%	430.74	5.9%
Open Space	590.03	57.3%	251.97	3.5%
Right-of-Way	1,287.83	3.4%	1,244.01	17.1%
Open Water	182.44	N/A	182.44	2.5%
Wetland		100.0%	844.80	11.6%
Total City	7,255.84	N/A	7,255.84	100.0%

With 7.2% of the land area vacant or available for in-fill, the Update accommodates growth through redevelopment and in-fill opportunities. It identifies twenty-two potential redevelopment sites and provides specific redevelopment site plans for the five primary redevelopment sites. Three primary redevelopment sites are planned for mixed use with the majority of the uses being commercial, office and high density housing of 8+ residential units per acre; one site is planned solely for business and office use and one site is planned for single family residential. The planned redevelopment of the existing Oakdale Mall into fifteen building sites including three buildings with condominium units is one example of this detailed site planning in the Update (Figure 6).

Residential Density

The City’s overall residential density is 3.4 residential units per acre. This meets the Council’s policy for developing communities on regional wastewater. The City’s planned 2030 residential density increases the overall residential density to 3.5 residential units per acre. Three of the five primary redevelopment sites plan for high density housing (8+ units per acre) as part of mixed use development. This is consistent with the Council’s policies for developed communities of 5 or more residential units per acre for redevelopment sites especially along major transportation corridors. The Update plans for a minimum increase of 10,291 new households by 2030, which is 2,809 or 20% less than the 13,000 households forecast by the Council. However, this lower estimate is based on development at the lowest residential densities allowed. The City anticipates developing at higher than minimum densities.

Advisory comment: The City needs to participate in the Council’s redevelopment monitoring program.

Housing

Reviewer: Linda Milashius, CD-Livable Communities (651-602-1541)

The Update's housing element fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act. The Update acknowledges the City's share of the region's affordable housing need of 184 units for 2011-2020. To meet this need the Update indicates that two acres of land will be available for medium density residential development, at 4-8 units per acre, 6 acres are designated for high density residential development at 8+ units per acre, and approximately 15 acres are designated for higher density residential development within the Mixed Use land use category. The Update also identifies specific redevelopment sites that could provide up to 340+ high density housing units for affordable housing. The implementation tools and programs used to promote opportunities to address its share of the region's housing need include continuing to partner with the Washington County HRA and the Two Rivers Community Land Trust, seeking housing funding resources through Minnesota Housing and other lenders, and exploring the use of tax increment financing. The City participates in the Livable Communities Local Housing Incentives Account program and has received \$1,042,000 million in grants to assist eight affordable housing projects.

Individual Sewage Treatment Systems (ISTS)

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

The Update is consistent with the WRMP for ISTS. The Update indicates that 49 ISTS remain in operation. City Code Chapter 23 is consistent with MPCA Rules. The City has delegated responsibility for post-installation inspection, maintenance, and record tracking to Washington County. The County's program is consistent with MPCA Rules and Council policy requirements.

Water Supply

Reviewer: Sara Bertelsen Smith, ES-Water Supply Planning (651-602-1035)

The Update is consistent with the WRMP for water supply.

Advisory comment: The Council recommends the City continue to implement conservation programs targeted at reducing residential water use.

Resource Protection

Historic Preservation

Reviewer: Susan Hoyt, CD-Local Planning Assistance (651-602-1330)

The Update contains a section on Historic Preservation as required by the MLPA.

Solar Protection

Reviewer: Susan Hoyt, CD-Local Planning Assistance (651-602-1330)

The Update contains a section on Solar Access Protection as required by the MLPA.

Aggregate Resource Protection

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

The Update contains a section on aggregate resource protection. It indicates the presence and location of undeveloped areas where potentially viable aggregate resources might be accessed, consistent with Minnesota Geological Survey Information Circular 46. The

areas are relatively small, discontinuous, and most likely not economically viable for mining purposes.

PLAN IMPLEMENTATION

Reviewer: Susan Hoyt, CD-Local Planning Assistance (651-602-1330)

The Update includes a description of:

- Capital improvement Program Yes
- Zoning Code Yes
- ISTS (referenced) Yes
- Housing Implementation Programs Yes

The Update includes a description of the future land use categories and related residential densities, the zoning map and the capital improvement program.

COMPATIBILITY WITH PLANS OF ADJACENT GOVERNMENTAL UNITS AND PLANS OF AFFECTED SPECIAL DISTRICTS AND SCHOOL DISTRICTS

The City submitted the Update to adjacent local units of government, school districts, counties and special districts for comment on June 20, 2008. Comments were received from Mahtomedi, Lake Elmo, Woodbury, Washington County, Valley Branch Watershed, and MnDOT. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were indicated.

DOCUMENTS SUBMITTED FOR REVIEW

- The City of Oakdale 2030 Comprehensive Plan Update, July 2, 2008
- Supplemental material, March 31, 2009
- Supplemental material, May 28, 2009
- Supplemental material, June 7, 2009

ATTACHMENTS

- Figure 1: Location map of regional systems
- Figure 2: 2030 Regional Development Framework
- Figure 3: Existing Land Use Map
- Figure 4: 2030 Future Land Use Map
- Figure 5: Draft 2030 Plan for Currently Vacant Land
- Figure 6: Redevelopment Site, Oakdale Mall

Figure 1. Location Map Showing Regional Systems
Oakdale

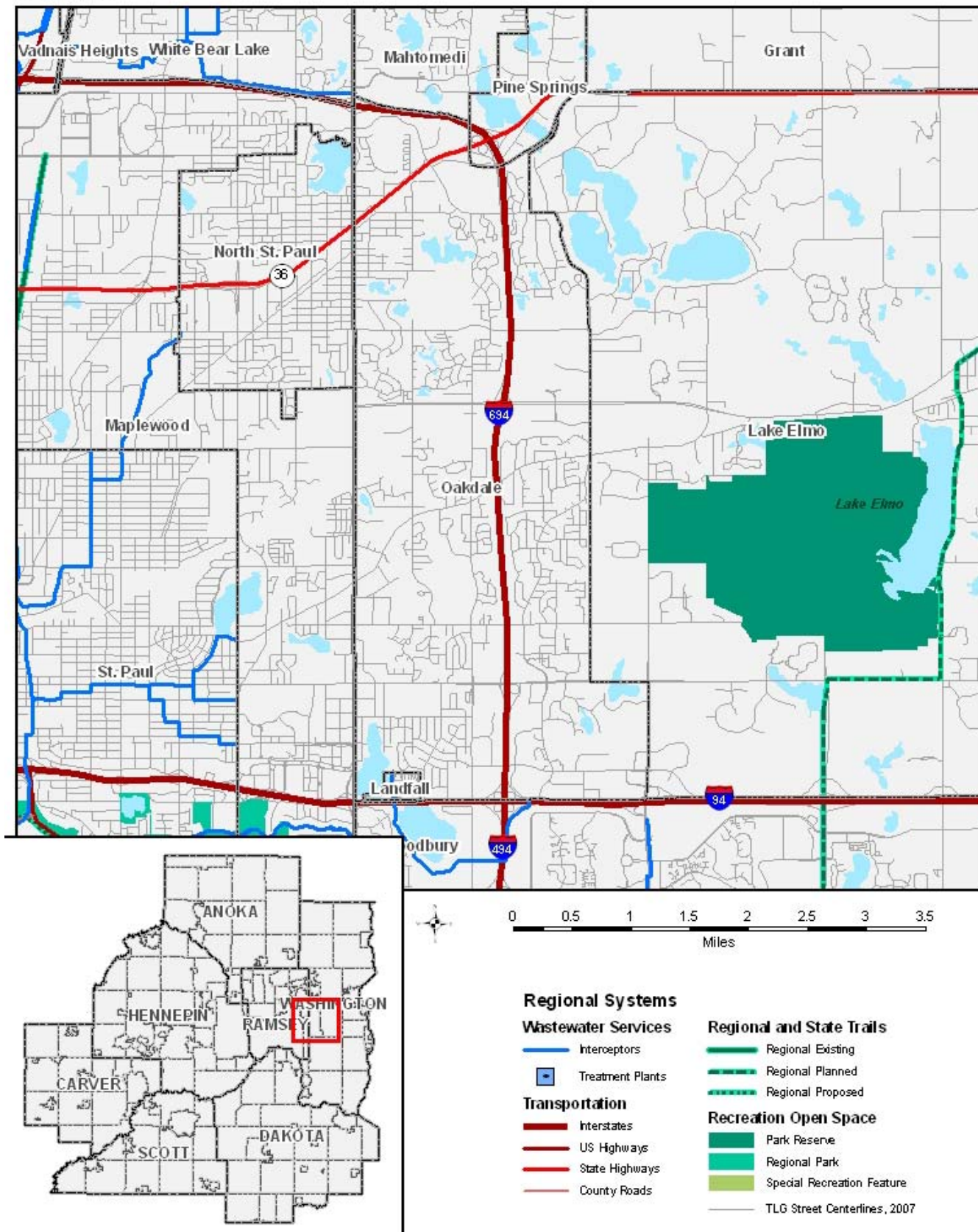
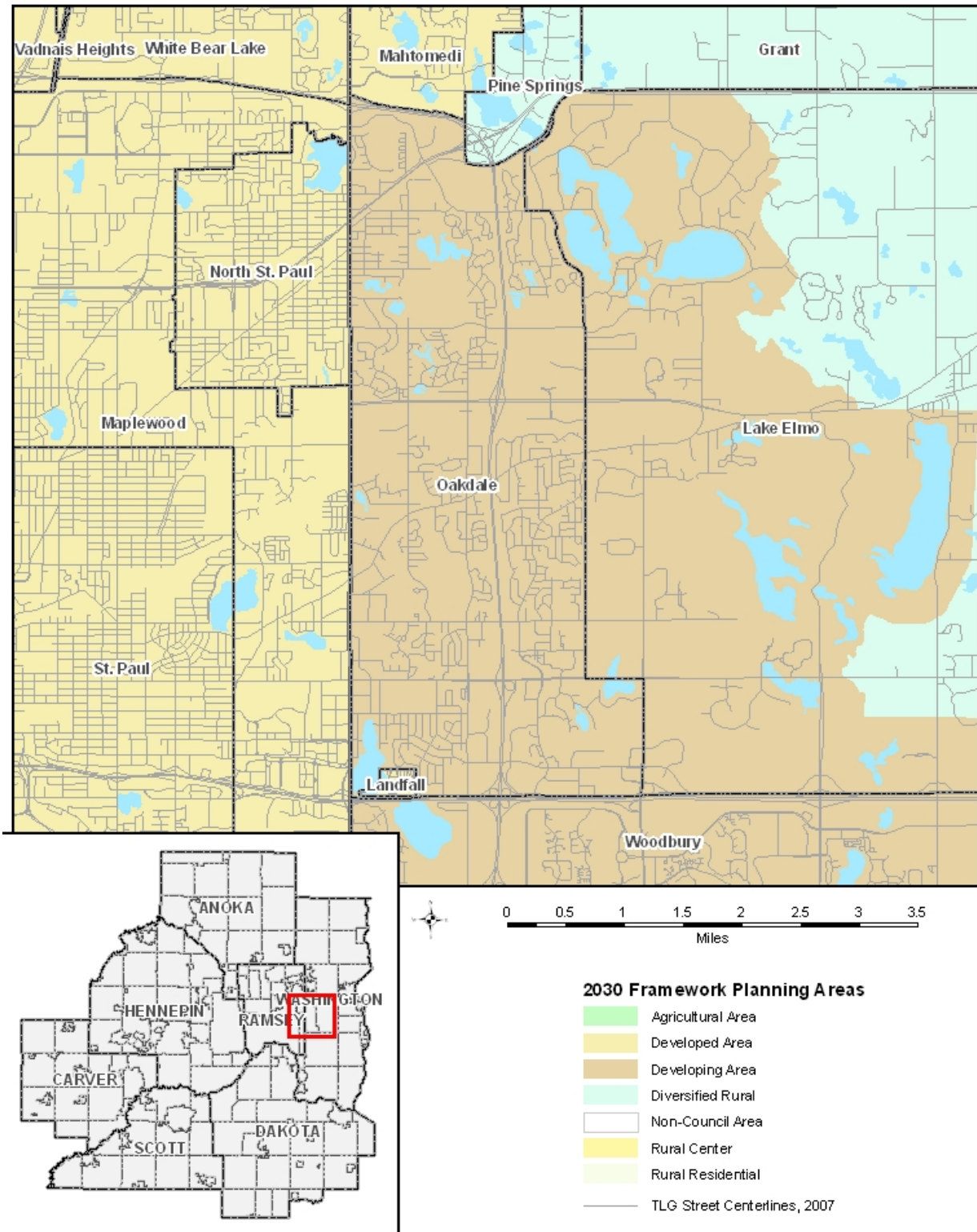
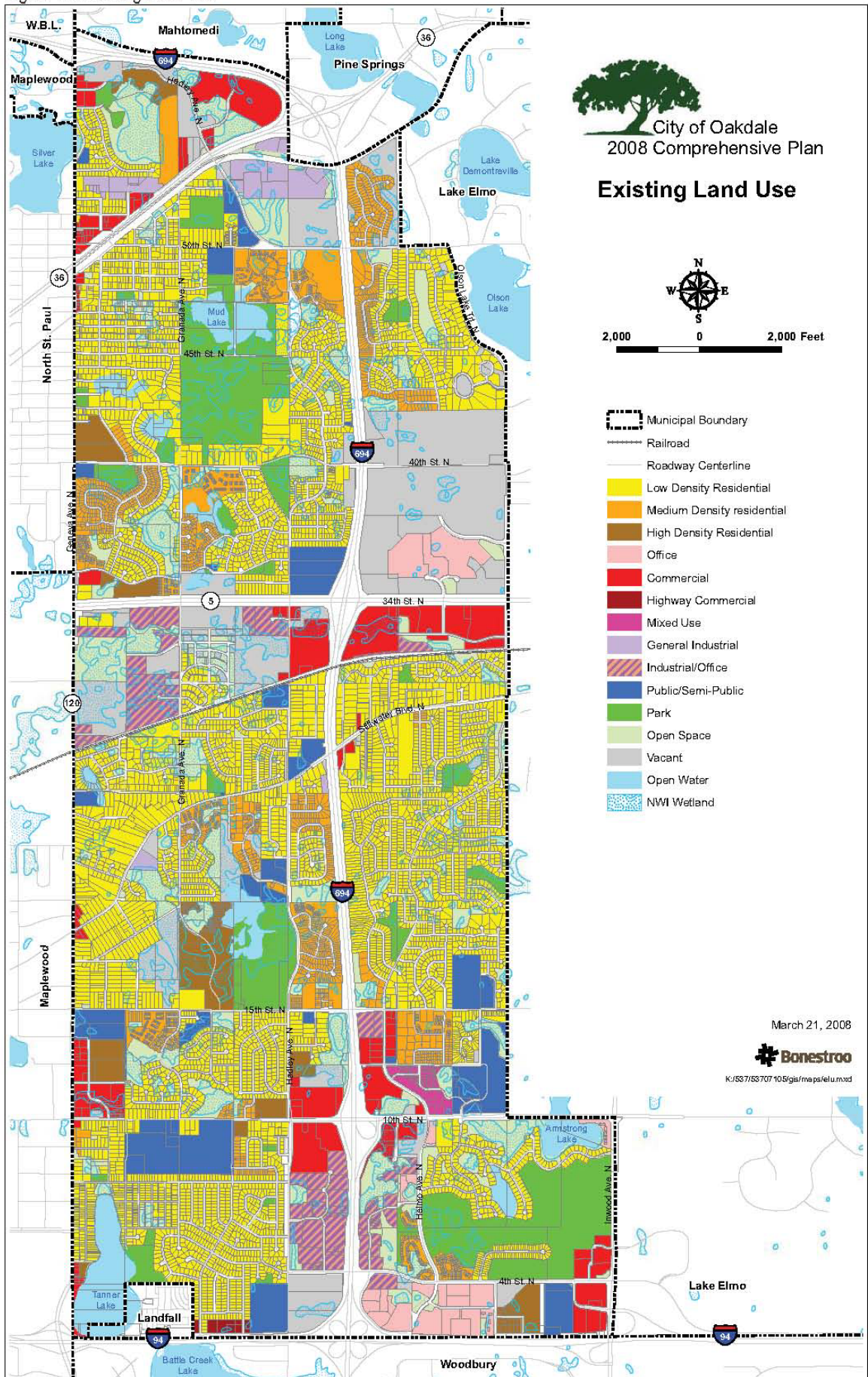


Figure 2. 2030 Regional Development Framework Planning Areas

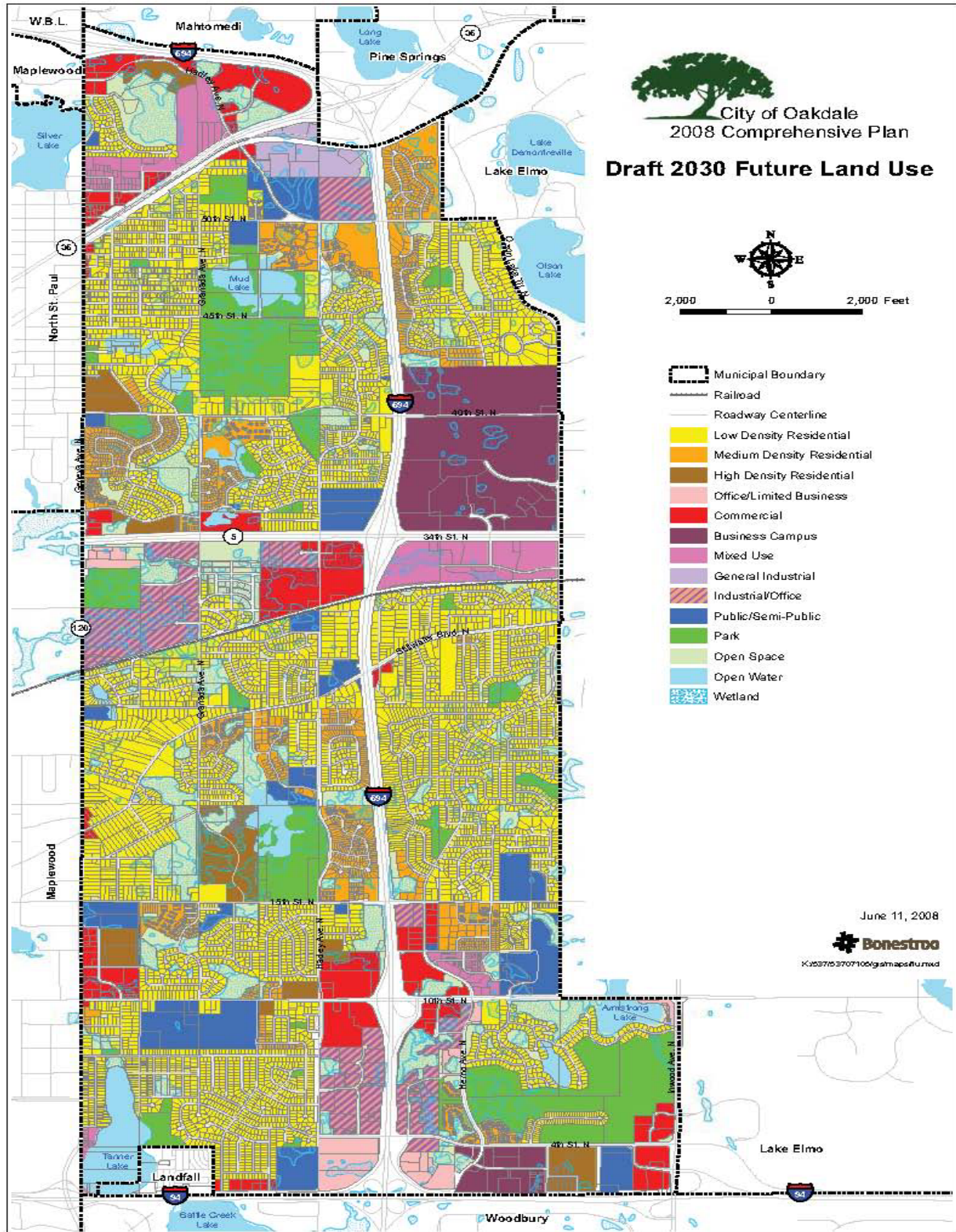
Oakdale



**Figure 3: Existing Land Use
Oakdale**

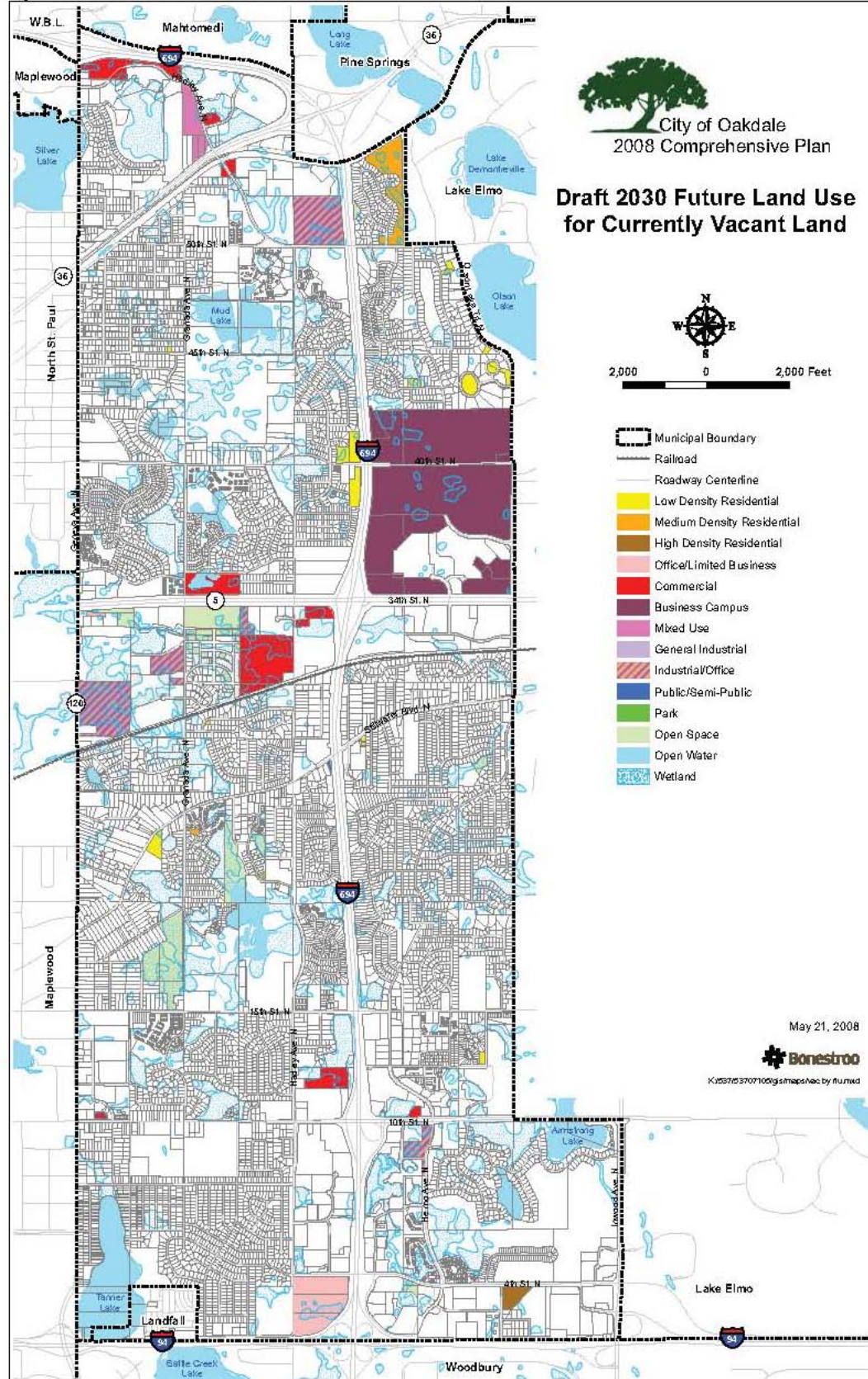


**Figure 4: Future Land Use
Oakdale**



**Figure 5: Draft 2030 Plan for Currently Vacant Land
Oakdale**

Figure 7.4 Vacant Land Locations



**Figure 6: Redevelopment Site
Oakdale Mall, Oakdale**

Figure 7.5 Oakdale Mall Existing Aerial Site Plan



Figure 7.6 Oakdale Mall Proposed 3D Rendering

