

**C** Community Development Committee

Meeting date: June 21, 2010

**E** Environment Committee

Meeting date: June 8, 2010

**ADVISORY INFORMATION**

<b>Subject:</b>	City of Woodbury 2030 Comprehensive Plan Update Review File No. 20607-1 Tier II Comprehensive Sewer Plan
<b>District(s), Member(s):</b>	District 12, Council Member Sherry Broecker
<b>Policy/Legal Reference:</b>	Minnesota Statutes Section 473.175
<b>Staff Prepared/Presented:</b>	LisaBeth Barajas, Principal Reviewer, 651-602-1895 Phyllis Hanson, Local Planning Assistance Manager, 651-602-1566 Kyle Colvin, Engineering Services Asst. Manager, 651-602-1151
<b>Division/Department:</b>	Community Development / Planning & Growth Management Environmental Services / Engineering Services

**Proposed Action**

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

**Recommendations of the Community Development Committee:**

1. Authorize the City of Woodbury to put its 2030 Comprehensive Plan Update into effect.
2. Advise the City to implement advisory comments in the Review Record for Transportation.

**Recommendations of the Environment Committee:**

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

## ADVISORY COMMENTS

### City of Woodbury 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20607-1 – Council Business Item No. 2010-218

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.
  - c. Submit to the Council a copy of the City Council resolution evidencing final approval of the Update.
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 from the City’s governing body. After the Update receives final approval from 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 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 *2030 Regional Development Framework* (RDF) identifies the City as a Developing planning area (see Figure 2). The City submitted its City of Woodbury 2030 Comprehensive Plan (Update) to the Council for review to meet the Metropolitan Land Planning Act (MLPA) requirements (Minn. Stat. 473.175) and the Council's 2005 System Statement requirements.

## Rationale

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 the 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<br>(Wastewater Services and Surface Water Management) | Yes |

### Consistent with Council Policy Requirements

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

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

- |                             |     |
|-----------------------------|-----|
| Compatible with other plans | Yes |
|-----------------------------|-----|

## Funding

None.

## Known Support / Opposition

There is no known opposition.

## REVIEW RECORD

### Review of the City of Woodbury 2030 Comprehensive Plan Update

#### STATUTORY AUTHORITY

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plans (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 Update 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

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

The Update conforms to the *2030 Regional Parks Policy Plan*. The Update acknowledges the planned Washington County Greenway Regional Trail and Afton Bluffs Regional Trail and discusses coordination with Washington County to develop master plans for these trails.

##### Transportation

###### *Roads and Transit*

*Reviewer: Ann Braden, MTS – Systems Planning, (651-602-1705)*

The update conforms to the *2030 Transportation Policy Plan* (TPP) adopted in 2004 and addresses all the applicable transportation and transit requirements.

The City is served by elements of two metropolitan highways: I-94 along its northern border with Lake Elmo and Oakdale, and I-494 which transects the eastern side of the City. There are not any expansion plans for the metropolitan highways located with the City.

The City is located within the Metropolitan Transit Taxing District. The City is within 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 Comments

During the preparation of the Update, several roadway functional classification changes were made by the City and approved by the TAC. Neither of the two functional classification system maps shown in the Update reflects these changes. The City is

advised to review these maps and make the necessary changes prior to final adoption of the Update.

### **Aviation**

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

The Update conforms to the TPP and is consistent with Council aviation policy.

## **Water Resources Management**

### **Wastewater Service**

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

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

The Metropolitan Council Environmental Services currently provides wastewater treatment services to the City. The wastewater generated generally within the western portion of the City is conveyed by Council Interceptors 1-WO-500, 1-MW-410, and 7402 and treated at the Metropolitan 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 Update projects that the City will have 35,000 sewered households and 37,000 sewered employees by 2030. The Metropolitan Disposal System with its planned scheduled improvements has, or will have, adequate capacity to serve the City's growth needs as identified in the Update.

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

The City is not currently identified as a community impacted by wet weather occurrences. The Update, however, does include a description of an I/I reduction plan, which includes televised inspection and repair of the sanitary sewer system. The City has an ordinance that prohibits the connection of roof leaders, foundation drains, and sump pumps to the sanitary sewer system.

### **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 (urban reserve) 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 its Update needs to be submitted to the Metropolitan Council for its records.

### **Surface Water Management**

*Reviewer: Judy Sventek, ES – Water Resources Assessment, (651-602-1156)*

The Update conforms to the WRMPP for local surface water management. The City lies within the Ramsey Washington Metro, Valley Branch, and South Washington watersheds. The Board of Water and Soil Resources (BWSR) approved the Ramsey Washington Metro and South Washington Watershed Districts' latest watershed management plans in 2007,

and the Valley Branch Watershed District’s plan in 2005.

The City prepared a Surface Water Management Plan (SWMP) in 2008 that was reviewed by Council staff under separate cover. The SWMP was found to be consistent with Council policy and with the Council’s WRMP. The plan provides an excellent framework for the City successfully manage its water resources. The plan also does an excellent job of integrating the many diverse storm water programs and requirements such as impaired waters, non-degradation, quantifiable water quality goals, and wetland management.

## CONSISTENCY WITH COUNCIL POLICY

### Forecasts

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

The Update is consistent with the Council’s forecasts. The Metropolitan Council’s System Statement forecasts appear in Tables 3.19 (community context), 6.2 (economic development), and 10.1 and 10.2 (wastewater) of the Update. Those forecasts are shown in Table 1 below.

**Table 1. Woodbury System Statement Forecasts**

	2010	2020	2030
Population – Unsewered	1,262	0	0
Population – Sewered	58,738	73,500	84,000
<b>Population - TOTAL</b>	<b>60,000</b>	<b>73,500</b>	<b>84,000</b>
Households – Unsewered	494	0	0
Households – Sewered	23,006	30,500	35,000
<b>Households – TOTAL</b>	<b>23,500</b>	<b>30,500</b>	<b>35,000</b>
Employment – Unsewered	0	0	0
Employment – Sewered	26,000	34,200	37,000
<b>Employment – TOTAL</b>	<b>26,000</b>	<b>34,200</b>	<b>37,000</b>

### 2030 Regional Development Framework and Land Use

*Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)*

The Update, with supplemental materials, is consistent with the *2030 Regional Development Framework* (RDF) for land use. The City is classified as a Developing community in the RDF. Developing communities are expected to accommodate growth, support centers along corridors, and encourage the development of communities where shopping, jobs, and a variety of housing choices co-exist by design. Developing communities are also expected to accommodate sewer residential growth at a minimum net density of 3 to 5 units per acre.

The Update identifies policies to provide a variety of housing types to accommodate people at various stages in life; provide pedestrian-friendly environments in the City’s center, urban village, and mixed use areas to support the mix of uses; locate mixed use developments in areas near transportation corridors; 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 Update focuses higher intensity land uses along major transportation corridors, including I-494 and I-94, along with increased intensity at the City Center around the intersection of Valley Creek Road and Radio Drive.

The City is 22,809 acres with the predominant existing land use of low density residential. The City has staged development to accommodate forecasted growth between now and

2030 as shown in the attached Figure 5 (Proposed Land Use in 10-year Stages). The Update also illustrates this staging in the 2030 land use map (attached Figure 4), which shows the City's 10-year stages, as well as areas for post-2030 growth accommodation (Urban Reserve) and areas that are not planned to receive sewer service.

As shown in Table 3 below, 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 3.0 units per acre, consistent with Council policy. The City is planning for higher density residential uses in mixed use areas and in centers along corridors with densities as high as 18 units per acre.

**Table 2. Planned Residential Net Density**

Land Use Category	Density		Gross Acres <sup>1</sup>	Min Units <sup>2</sup>	Non-developable Acres <sup>3</sup>	Net Acres <sup>4</sup>	Minimum Net Density
	Min	Max					
Low Density Residential	2	5.5	4008	8016	251.9	3756.1	2.1
Medium Density Residential	4.5	10	17.3	164	0	17.3	9.5
High Density Residential	10	18	21.4	322	6.4	15	21.5
City Center	10	18	2	20	0	2	10.0
Mixed Use	10	18	88	905	14.5	73.5	12.3
Urban Village	8	12	51	408	5.2	45.8	8.9
<b>Planned Land Use Totals</b>			<b>4187.7</b>	<b>9,835</b>	<b>278</b>	<b>3,909.7</b>	<b>2.5</b>
<b>Plat Monitoring Data 2000-2008<sup>5</sup></b>				7,207		1,866.2	3.9
<b>Totals with Plat Monitoring Program Credit</b>				<b>17,042</b>		<b>5,775.9</b>	<b>3.0</b>

Information provided in supplemental materials received April 30, 2010.

<sup>1</sup> Gross acres equals the total number of acres minus DNR public waters.

<sup>2</sup> The City applies density to the gross area of the property, minus DNR wetlands, to calculate the minimum allowable number of units. For medium- and high-density residential, undeveloped from 2010, units are based on Sheet 3.

<sup>3</sup> Non-Developable areas include DNR waters, regional ponds and major road rights-of-way. Density is given for regional ponds and major road rights of way that are dedicated at the time of platting. See Page 4-4 in the City of Woodbury 2030 Comprehensive Plan.

<sup>4</sup> Net Acres is gross acres less DNR waters, regional storm water ponds, and major road rights of way.

<sup>5</sup> Plat Monitoring Program Data represents actual units platted and actual net acres platted from 2000 to 2008.

## Housing

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

The Update fulfills the affordable housing planning requirements of the MLPA. The Update acknowledges the City's share of the region's affordable housing need for 2011-2020, which is 2,057 units. To provide opportunities to meet this need, the Update indicates that approximately 17 acres of land will be available for medium density residential development at 4.5-10 units per acre (with an expected density of 9.5 units per acre), 51 acres in the Urban Village Area at 8-12 units per acre, and 111 acres for high density residential development at 10-18 units per acre. In addition, there are 180 existing vacant, multi-family lots available for development, as well as another 155 affordable units expected to be developed in three established residential development areas.

The Update provides the implementation tools and programs that the City will use to promote opportunities to address its share of the region's housing need. The City will work collaboratively with property owners, buildings, the Washington County HRA, lenders, and other stakeholders to address local housing needs. The City will continue to use strategies, such as density bonuses, partnerships, proactive site identification, and acquisition to provide affordable housing and meet future affordable housing goals. The City will continue to use fiscal devices such as tax exempt bonds, tax increment financing, the HRA levy, CDBG and HOME funds, as well as waiving City fees to address local

housing needs. The City is an active participant in the Local Housing Incentives program of the Livable Communities Act (LCA) and has applied for and received over \$1.2 million in grants through the LCA program.

### **Community and 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 there are approximately 618 ISTS in operation in the City. The City has deferred all program oversight and maintenance management responsibilities to Washington County. The County ISTS program is consistent with MPCA Rules and with Council policy requirements.

### **Water Supply**

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

The Update is consistent with the WRMP for water supply. The Council encourages the City to continue to implement conservation programs and measures in an effort to promote the efficient use of water.

### **Resource Protection**

#### ***Historic Preservation***

*Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)*

The Update addresses historic preservation in the community as required by the MLPA. The Update contains section on the preservation of historic resources in the community, including goals and policies to develop a history resource inventory, encourage stewardship of historic and cultural resources in private ownership, and to promote and educate the public on the City's history.

#### ***Solar Access Protection***

*Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)*

The Update appropriately addresses the protection of access to solar energy as required by the MLPA. The Update describes the City's policies of promoting the use of renewable energy, including solar energy, in new residential developments and public buildings, along with the City's policy of protecting solar access through varying setback requirements.

#### ***Aggregate Resources Protection***

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

The Update acknowledges that there are significant deposits of aggregate resources present in the community, consistent with *Minnesota Geological Survey Information Circular 46*. Much of the resource area has already been urbanized. There is one active commercial mining operation in the City at this time. Future aggregate mining operations will be considered through the City's interim conditional use process if they provide other City benefits, such as future utilization for regional stormwater management and/or for greenway corridors and open space.

## **PLAN IMPLEMENTATION**

*Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)*

The Update includes a description of and schedule for any necessary changes to:

- Capital Improvement Program Yes
- Zoning Code Yes
- Subdivision Code Yes
- ISTS Code Yes
- Housing Implementation Program Yes



The Update contains an Implementation Program, which describes the process for adopting the plan, along with official controls and fiscal devices that the City will employ to implement the Update. Specific implementation strategies and capital improvement plans are contained in individual chapters of the Update, 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 City submitted its Update to the adjacent communities, Washington County, affected school districts, affected watershed districts, and other special districts for comment on July 3, 2008. There do not appear to be any conflicts with the plans of adjacent and affected jurisdictions.

## **DOCUMENTS SUBMITTED FOR REVIEW**

- City of Woodbury 2030 Comprehensive Plan (May 29, 2009)
- Revisions to land use, transportation, and wastewater sections (April 8, 2010)
- Revisions to land use staging table (April 30, 2010)
- Additional information regarding affordable housing (May 17, 2010)

## **ATTACHMENTS**

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: 2030 Land Use
- Figure 4: Existing and Future Land Use Tables
- Figure 5: Existing Land Use

**Figure 1. Location Map with Regional Systems**  
City of Woodbury

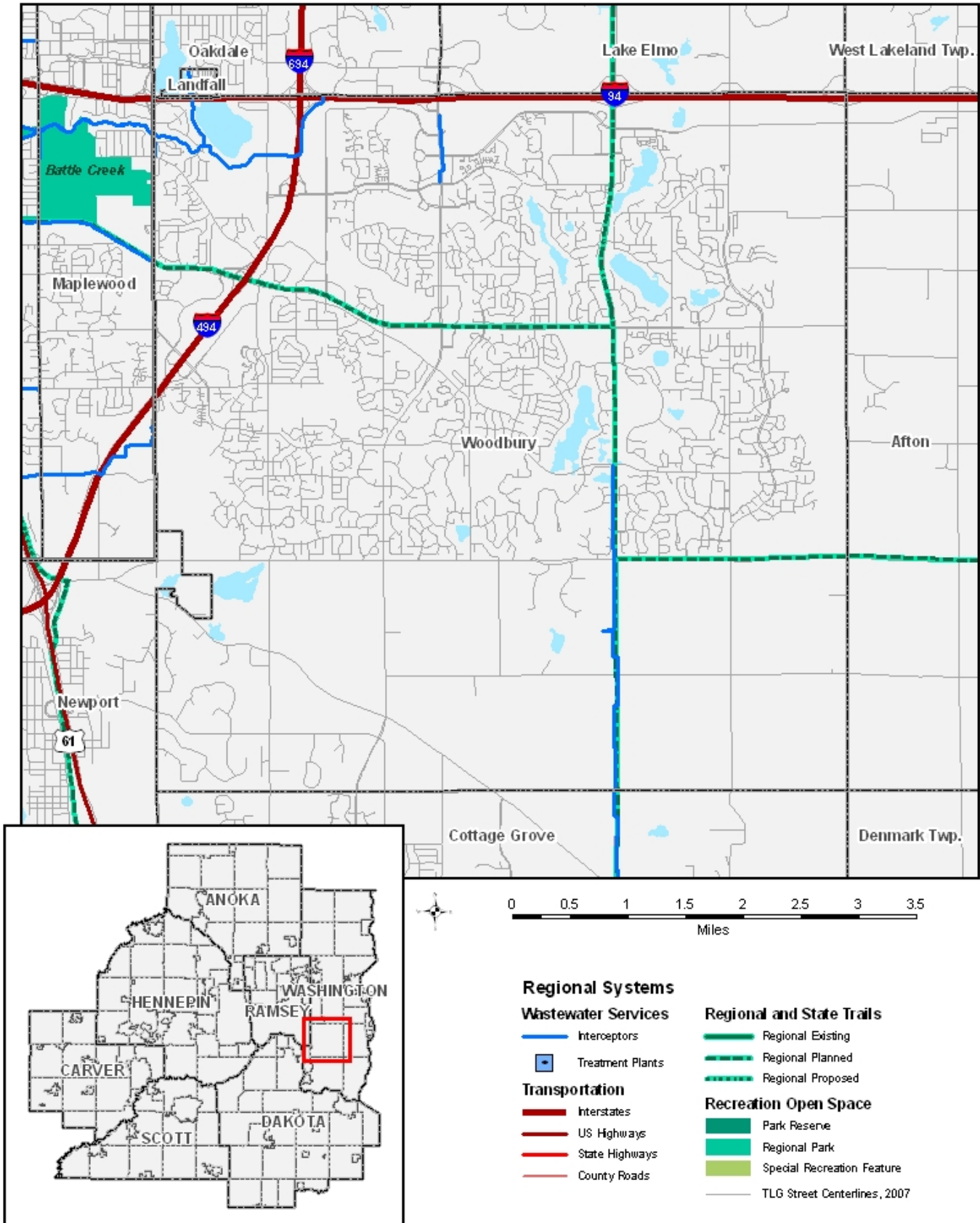
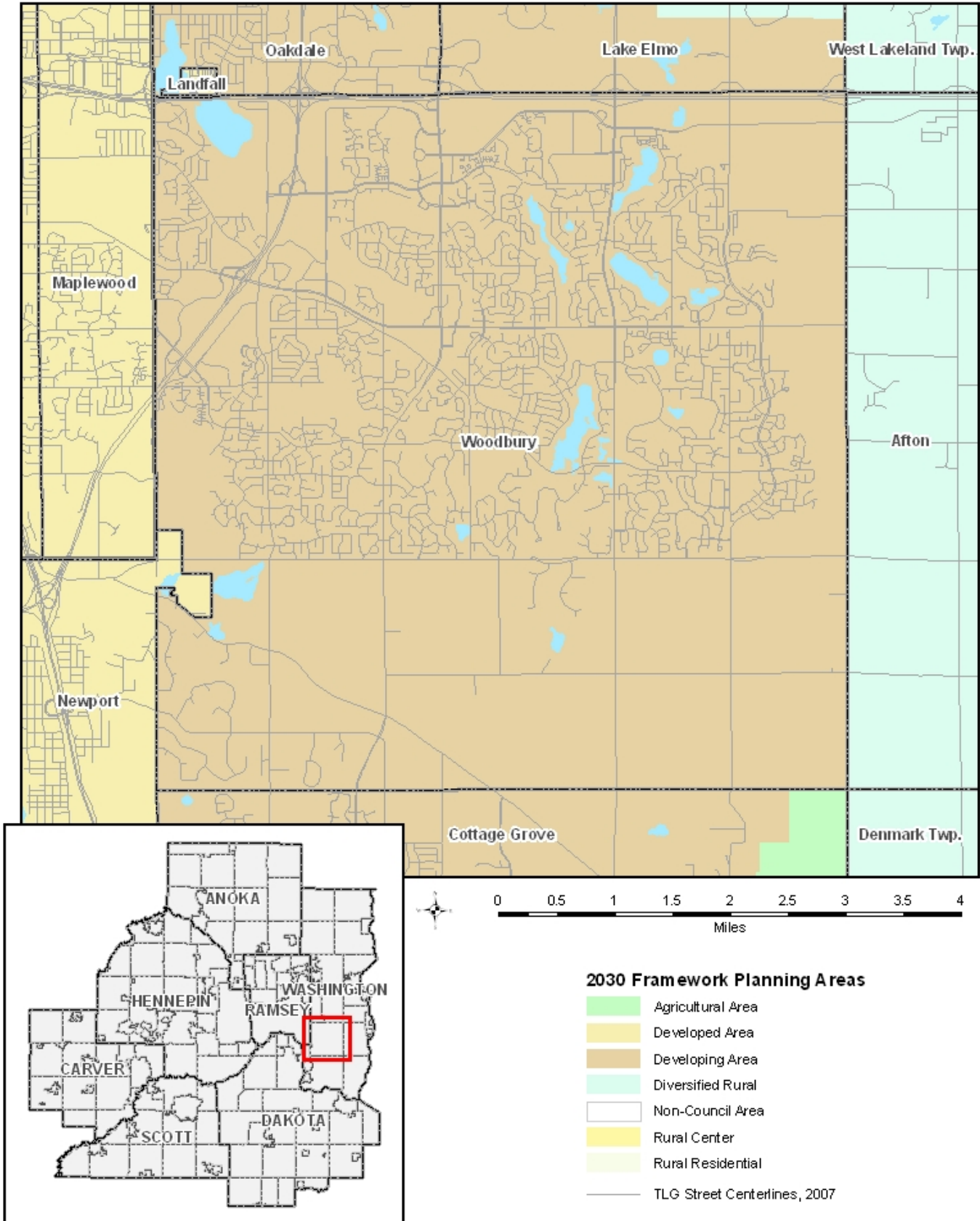
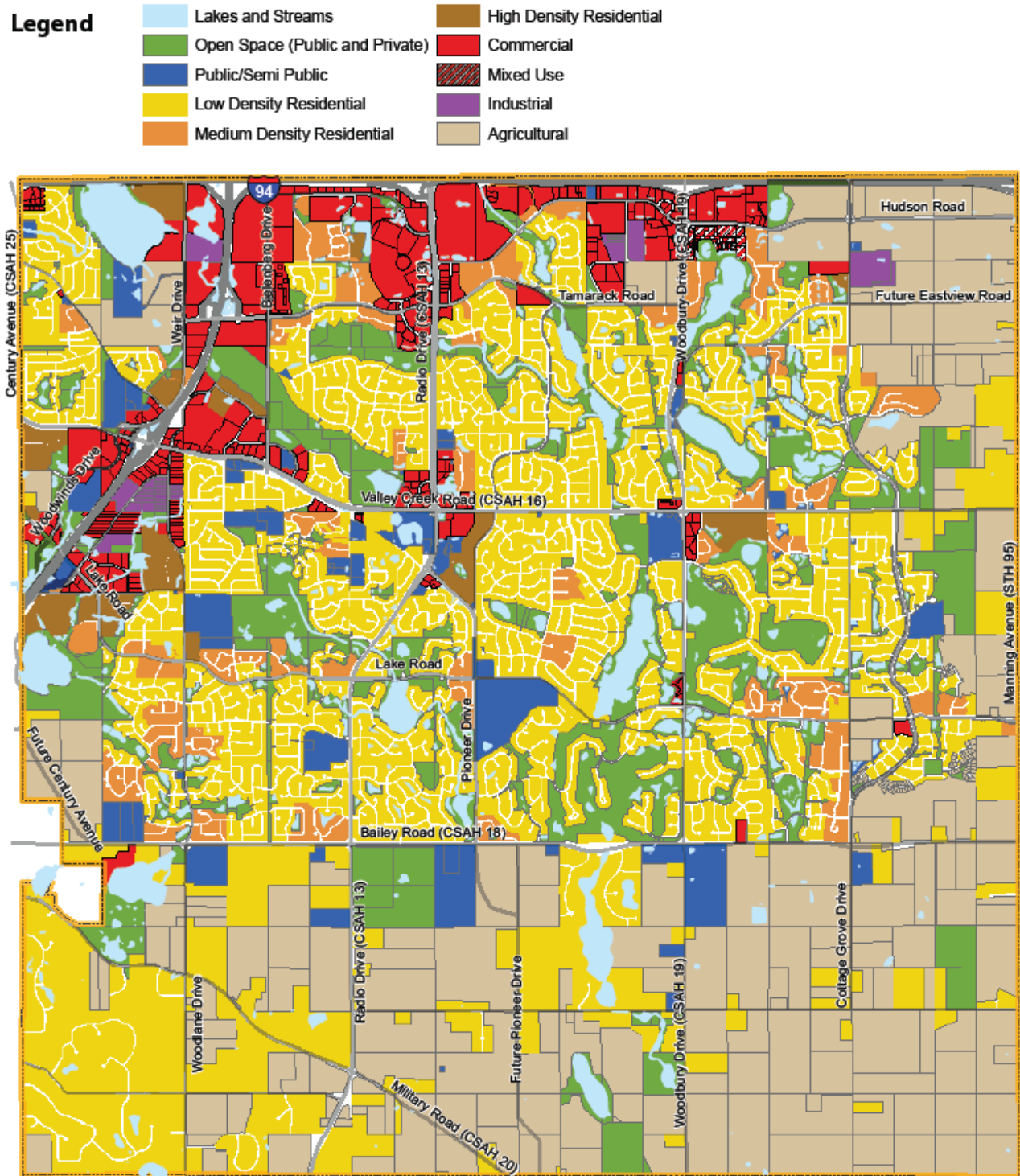


Figure 2. 2030 Regional Development Framework Planning Area



City of Woodbury

**Figure 3. Existing Land Use**  
City of Woodbury



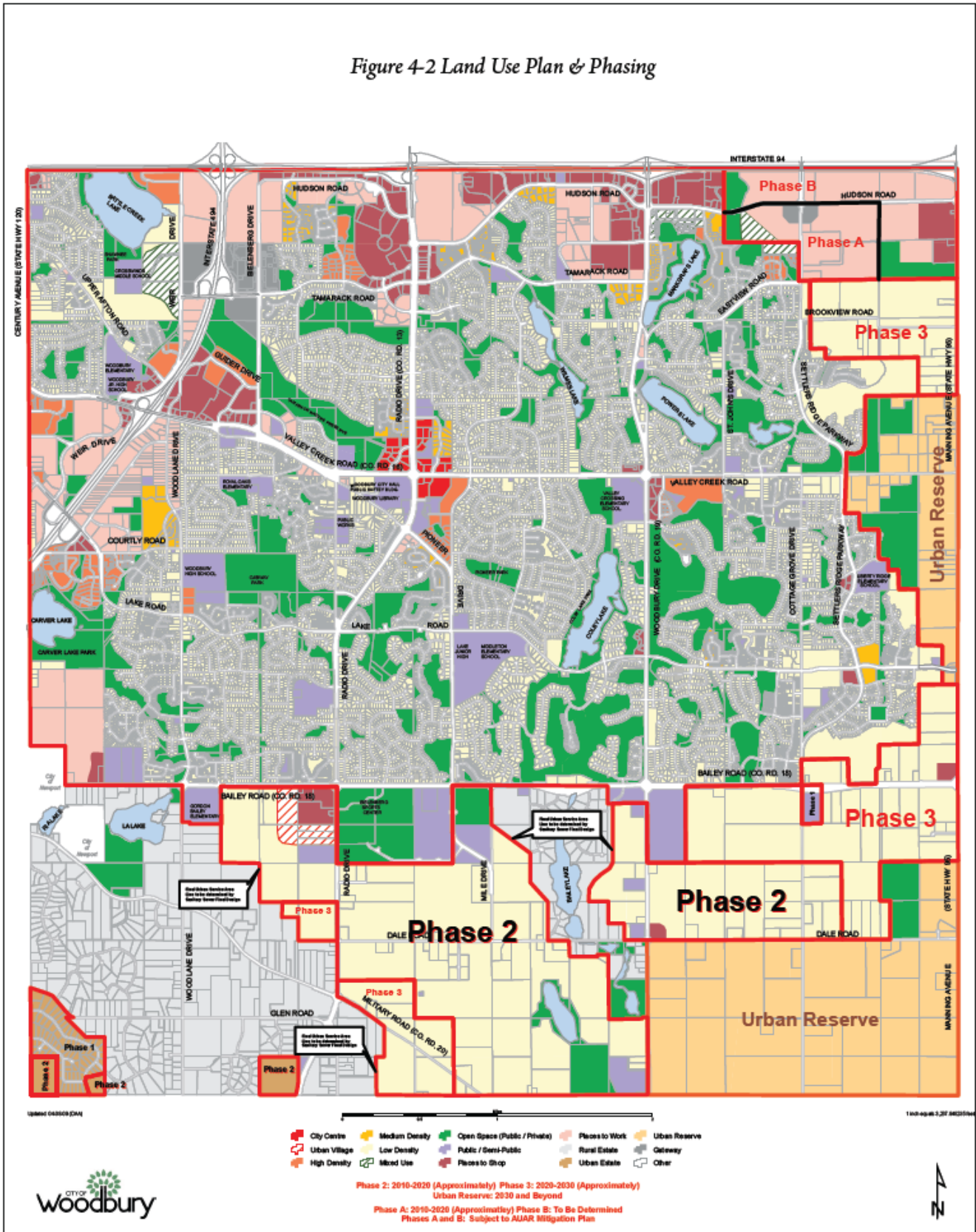
Map Prepared by Holsington Koegler Group Inc.

**Figure 3-2: Existing Land Use (2009)**

Woodbury 2030 Comprehensive Plan



**Figure 4. 2030 Land Use**  
City of Woodbury



**Figure 5. Future Land Use in 10-Year Stages**  
City of Woodbury

Planned Land Use Table in 10-Year Stages											
Within Urban Service Area	Allowed Density Range		Gross Acres*			Change 2010-2030	Net Density Calculation				
	Minimum	Maximum	2010	2010	2020		2030	Min Units**	Non-developable***	Net Acres****	Net Density
<b>Residential Land Uses</b>											
Low Density Residential	2	5.5	6338		2130	1878	4008	8016	251.9	3756.1	2.1
Medium Density Residential	4.5	10	394	17.3	0	0	17.3	164	0	17.3	9.5
High Density Residential	10	18	374.5	21.4	0	0	21.4	322	6.4	15	21.5
City Center	10	18		2				20	0	2	10.0
Mixed Use	10	18	58	68	20	0	88	905	14.5	73.5	12.3
Urban Village	8	12	0		51	0	51	408	5.2	45.8	8.9
							<b>TOTALS</b>	<b>9835</b>	<b>278</b>	<b>3909.7</b>	<b>2.52</b>
<b>C/I Land Uses</b>	<b>Est. Employees/Acre</b>										
Places to Shop			792		97	12	109	7207		1866.2	3.86
Places to Work			810		580	185	765	<b>17042</b>		<b>5775.9</b>	<b>3.0</b>
City Center			93		0	0	0				
Gateway			126		16	0	16				
<b>Public/Semi Public Land Uses</b>											
Public/Semi Public			904				0				
Open Space			3140		224	47	271				
Other			208		0	0	0				
<b>Subtotal Sewered</b>											
<b>Outside Urban Service Area</b>	<b>Minimum lot size</b>	<b>Maximum lot size</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>	<b>Change 2010-2030</b>					
Urban Estate 3.0 acre minimum	3	--			195						
Rural Estate 3.0 acre minimum	3	--			2243						
Urban Reserve	20				1748						
<b>Subtotal Unsewered</b>											

**NOTES**

\* Gross acres equals the total number of acres minus DNR public waters.

\*\* The City applies density to the gross area of the property, minus DNR wetlands, to calculate the minimum allowable number of units. For medium- and high-density residential, undeveloped from 2010, units are based on Sheet 3.

\*\*\* Non-Developable areas include DNR waters, regional ponds and major road rights-of-way. Density is given for regional ponds and major road rights of way that are dedicated at the time of platting. See Page 4-4 in the City of Woodbury 2030 Comprehensive Plan.

\*\*\*\* Net Acres is gross acres less DNR waters, regional storm water ponds and major road rights of way.

Row above is total density calculation with credit for plat monitoring program data