



# 2040 COMPREHENSIVE PLAN



## APPENDIX D: 3M SITE SMALL AREA PLAN

### Introduction and Purpose of the Plan

The 3M Small Area Plan is the outcome of a study and analysis undertaken to assess the feasibility of changing the planned land use on approximately 208 acres (the “subject area”) from a multi-tenant business campus to a new residential neighborhood. The contents of this plan provide the background and history of the site, the planning process, and the justification for the resulting plan that shall guide the development of the subject area.

### Site Location, Context, and Existing Conditions

The subject property is located east of Interstate Highway 694 and is situated on either side of 40th Street North (Figure 1.). Ideal Avenue North (CSAH 13) runs along the eastern edge of the property and is the municipal border between Oakdale and Lake Elmo. Residential neighborhoods border the site to the north and east (and west of Hwy 694). A multi-tenant office/industrial campus sits on approximately 122 acres to the south. A large retail area is located south of County Road 14 (within a half-mile of the subject property) providing a range of goods and services.

The site contains several wetlands, scattered forested areas, and portions of the site have been farmed. An underground utility pipeline



Figure 1. Existing Conditions

bisects the subject area from north to south and a second underground utility pipeline crosses the northeastern corner of the property.

### Site History

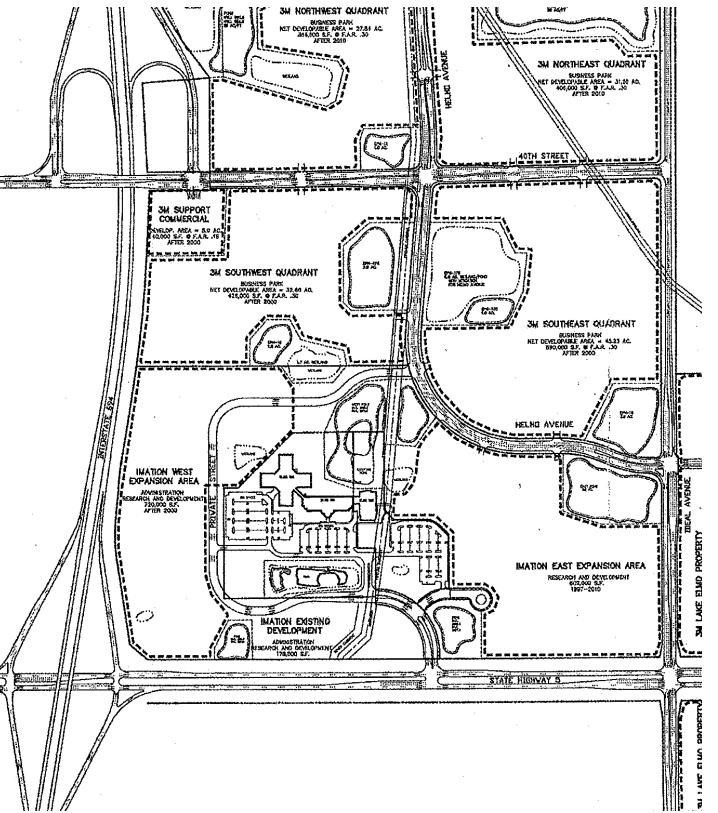
The subject area was part of a larger property purchased by the 3M Company in the late 1960s. The land was held in order to provide for a future corporate campus expansion. In 1975, the City of Oakdale approved plans for a future business campus that would house approximately

18,000 employees (Figure 2.). The campus would consist of 9.5 million square feet of office buildings, with 7.5 million square feet located in Oakdale and 2 million square feet on adjacent property in Lake Elmo.

By 1996, 3M had determined that the planned expansion would not occur on this property. The master plan was revised to cover solely the property in Oakdale to eventually accommodate 1.8 million square feet in a multi-use business park (Figure 3.). The southern portion of the



Figure 2. 1975 Master Plan



*Figure 3. 1996 Revised Master Plan*

property was sold to Imation, a spin-off business of 3M. Imation constructed a new building on the eastern portion of the site to house their world headquarters.

In April 2016, the 3M Foundation informed the City of their intention to sell the approximately 208 acres north of the 4Front campus. With market demand currently higher for residential development and the fact that there had been no industrial development in the subject area for the previous 20 years, the City Council indicated their willingness to consider a change in land use to residential.

## **Small Area Planning Process**

In August 2016, the City Council initiated a Small Area Planning process for the subject area. The process proceeded in four phases:

- Phase 1: Background Research – Site History; Land Characteristics; Infrastructure Analysis; Market Research; Parks and Open Space Evaluation; Housing Needs and Opportunities; Regulatory Requirements
- Phase 2: Issue Identification, Goals, Vision – Engage

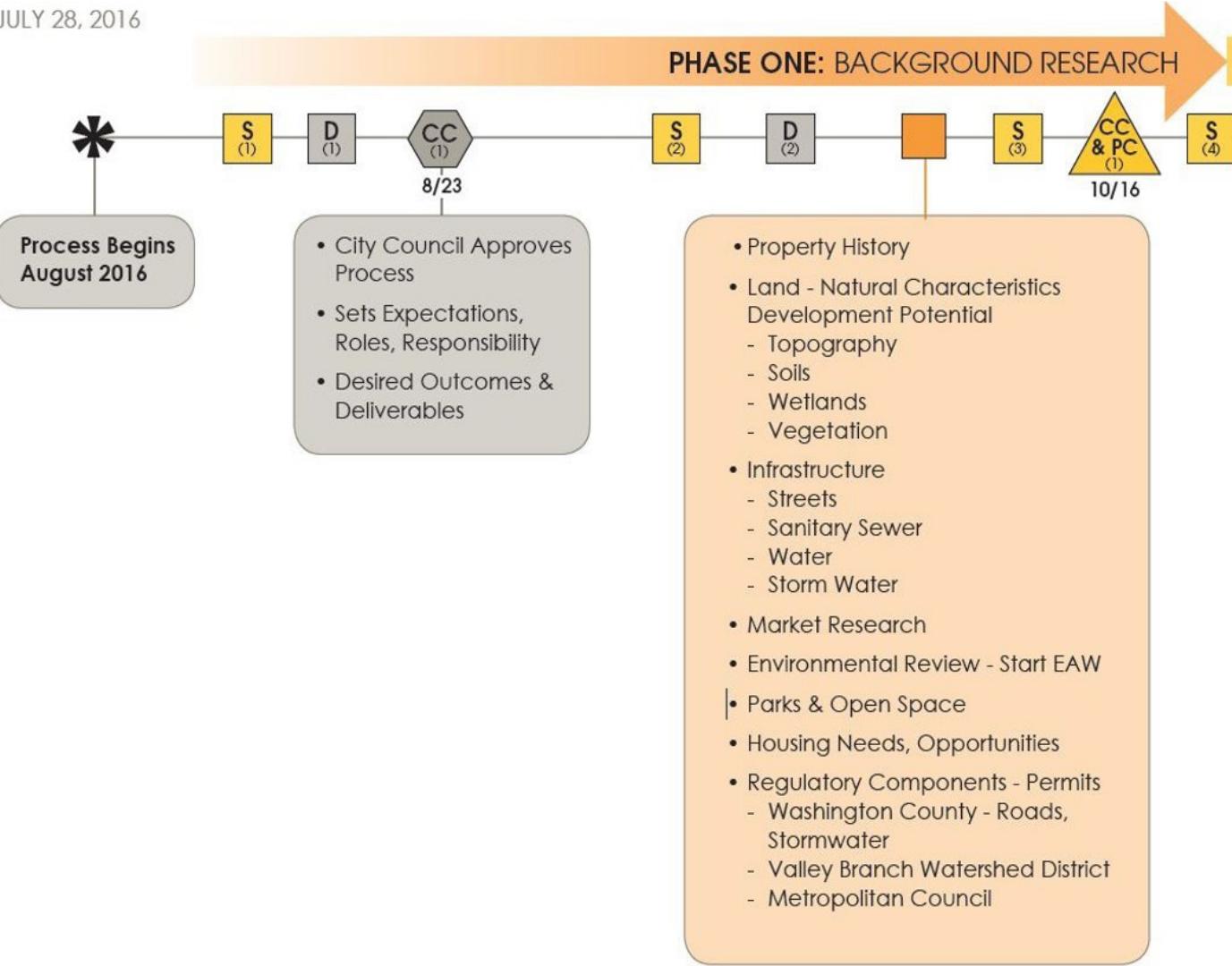
In December 2016, Imation sold their campus and surrounding acreage to Slumberland. In 2017, Slumberland re-branded the business park as the 4Front Business Park.

- Phase 1: Feasibility Study, Market Evaluation; Housing Needs and Opportunities; Regulatory Requirements
- Phase 2: Issue Identification, Goals, Vision – Engage

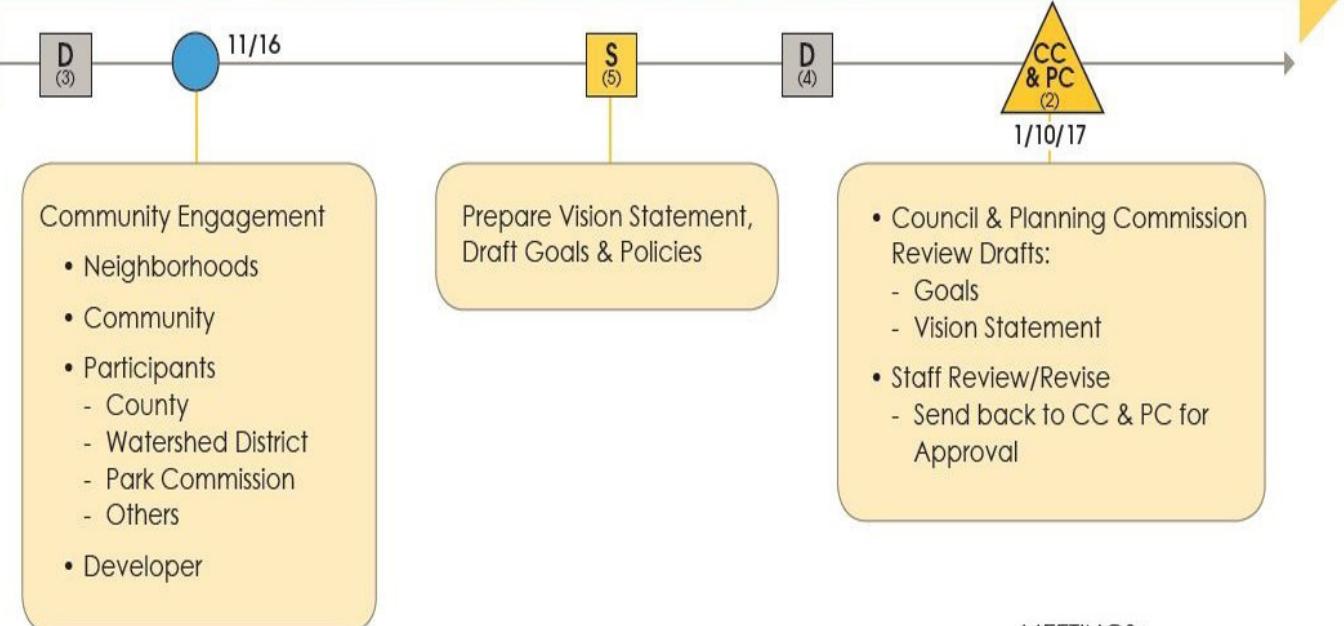
Stakeholders; Prepare Vision Statement; Establish Goals and Policies

- Phase 3: Concept Plan Review – Prepare and Evaluate three schematic concept alternatives for a new neighborhood
- Phase 4: Comprehensive Plan Amendment/Rezoning to PUD – Complete the required environmental analysis (Alternative Urban Area-wide Review); Compile Small Area Plan Document (including Design Framework); Amend the Comprehensive Plan and Rezone the subject area consistent with the approved Small Area Plan

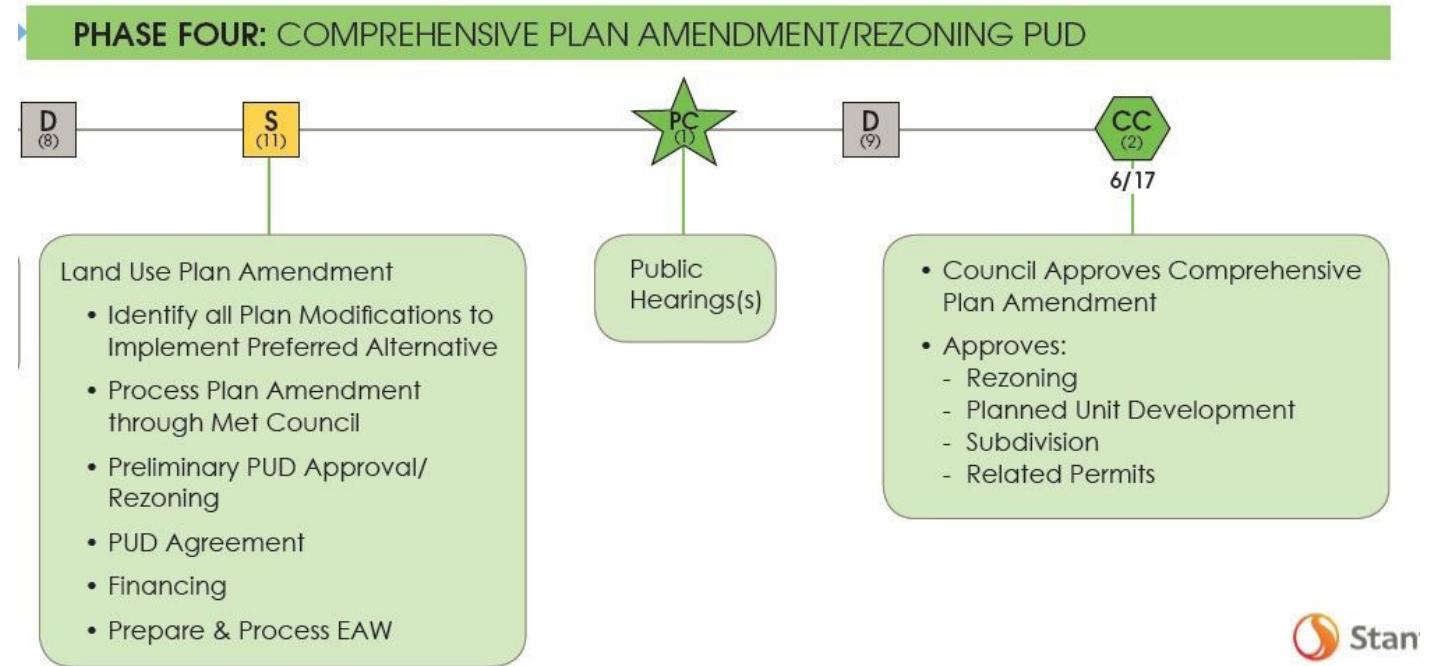
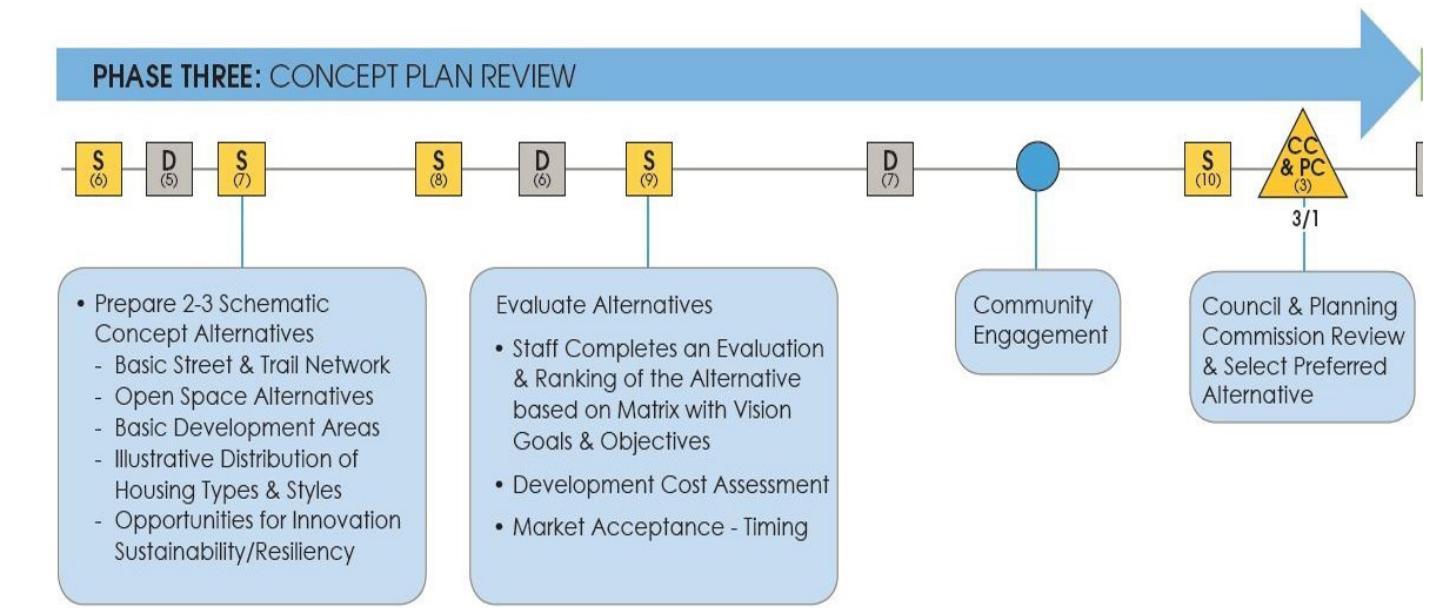
JULY 28, 2016



## PHASE TWO: ISSUE IDENTIFICATION, GOALS, VISION



## MEETINGS:



## Phase 1 Outcomes: Issues and Opportunities

Preliminary research and information gathered about the site illuminated a number of opportunities and constraints for development of the property. Environmental analysis determined that there are no polluted areas on the site requiring remediation; soils are generally suitable for residential development; several wetlands are on the site which will require preservation measures; and there are existing stands of mature oak trees that could be a priority for preservation. There are two pipeline easements encumbering the property that need to be accommodated under any development scenario.

The property is situated in close proximity to employment and retail service areas as well as existing park and open space facilities. Market conditions for a range of housing types, styles, and price points are favorable for an eventual build-out of approximately 1,410 housing units over five- to 10 years.

Development of this area provides an opportunity to complete a southern connection of Helmo Avenue North to Ideal Avenue North that will facilitate better traffic circulation for the neighborhoods north of the subject property. Washington County is planning improvements along Ideal Avenue North that may be adjusted and timed to coincide with development of the property. Realignment of 40th Street North, along with

traffic calming measures along the roadway, will improve traffic and safety on this east-west connector.

## Phase 2 Outcomes: Goals for the Plan and Process

The City Council established expectations and roles for the process and set goals for any development outcome as follows:

### GENERAL GOALS

1. To conduct an effective and organized planning process that includes timely opportunities for the participation of all stakeholders and supports the City Council's decision making at every project milestone.
2. Take full advantage of the opportunity to masterplan this large property to build the City's tax base and create an attractive, cohesive neighborhood, efficiently served by public infrastructure and enhanced by an interconnected, multi-purpose open space system.

### LAND USE

1. Realize the opportunity to reimagine the City's preferred land uses on this property and re-guide the land use designations to reflect this new vision.
2. Achieve a successfully integrated mixture of land uses that responds to market opportunities and takes full advantage of the property's potential.

### HOUSING

1. Provide a variety of housing choices, types, styles, and price points to serve current and future residents' needs and preferences at different stages of their life cycle, with an emphasis on market supported move up housing.
2. Select housing products that support Oakdale's economic development opportunities with an eye toward the future expansion of the 4Front Technology and Office campus.

### TRANSPORTATION

1. Design and build a network of roadways and trails, to create a multi-modal transportation system with connections to parks, the Gateway Trail, employment and shopping opportunities.
2. Emphasize accessibility for people of all ages and abilities.
3. Fully support pedestrian and bicycle infrastructure to promote active and healthy living.

### PARKS, OPEN SPACE AND AMENITIES

1. Create and maintain an integrated system of active and passive recreation spaces.
2. Conserve, restore, and augment natural resources, including native and indigenous trees and grasses to support wildlife habitat, clean air, and water quality.
3. Explore the opportunities for innovative natural resource based storm water management.

## SUSTAINABILITY & RESILIENCY

- Promote inclusivity and fairness in all land use, housing, and transportation decision-making.
- Plan infrastructure to promote resilience and sustainability.
- Promote healthy living, locally grown food, clean energy, air, and water quality.

## Phase 3 Outcomes: Concept Plan Refinement

Three concept plans were developed to show the possible arrangement of streets, areas for housing, and organization of the parks, trails, and open space system. Each concept was designed around the idea of an interconnected open space system that would allow for preservation and enhancement of existing natural features, provide for stormwater treatment and infiltration, and give all housing areas access to a dispersed park system – essentially, providing “homes in a park”. The design principles Fredrick Law Olmsted used to develop the Emerald Necklace in Boston informed this concept, as well as the principles of Radburn’s super block in New Jersey. The passive and active open spaces are located to maximize the benefits of existing wetlands, proposed ponds, and the pipeline corridors. Nearly every lot has views of open space amenities and has direct access to a sidewalk, trail, or both. This theme translated into the circulation system by providing views of open space at T-intersections, curvilinear roadways to calm traffic, allowing for on-street parking rather

than concentrated parking lots, and incorporating a sidewalk and trail system throughout the neighborhood to give priority to pedestrians and bikers, on par with the automobile, and provide a healthy alternative to automobile transportation. Each concept plan provided areas for a range of housing types and densities with lower-density housing generally adjacent to existing neighborhoods and medium- and higher-density housing adjacent to open space

3M FOUNDATION SITE: CONCEPTUAL SITE PLAN 1



3M FOUNDATION SITE: CONCEPTUAL SITE PLAN 3



amenities and the employment opportunities at the 4Front Technology and Office campus.

## Phase 4 Outcomes: Development Analysis and Regulatory Requirements

The concept plan alternatives were shared with the community at a neighborhood meeting in April 2017. Feedback favored the interconnected open space system, provision for a range of housing types, and

3M FOUNDATION SITE: CONCEPTUAL SITE PLAN 2



COMMUNITY OPEN HOUSE



Figure 4. Council approved conceptual master plan

the opportunity to create a connection between Helmo Avenue North and Ideal Avenue North.

The City Council also provided comments on the plan alternatives and directed the development of a final conceptual master plan that would merge desired elements from the three concept plans. The master plan was refined utilizing input from regional housing developers and

was tested by market studies and fiscal analysis to determine financial feasibility.

The City Council approved the final Conceptual Master Plan (Figure 4.) in September 2017 and initiated the required environmental review in December 2017. The results of an Alternative Urban Area-wide Review (AUAR) determined that sufficient utility capacity exists to serve the proposed development;

a range of traffic management strategies should be employed as conditions warrant; efforts to preserve and enhance habitat throughout the open space system are encouraged; and stormwater management will be required to meet Valley Branch Watershed District standards.

## Small Area Plan/Conceptual Master Plan

The Conceptual Master

Category	Net Acres	Lot Width	Development Potential (Approx. Number of Dwelling Units)	Net Residential Density (Dwelling Units per Acre)	Uses
Low Density Residential	38.9	65 feet	175	4.5 DU/Ac	Single Family Detached Homes
Medium Density Residential	24.0	40 - 50 feet	135	5.6 DU/Ac	Single Family Detached; Two-Family Attached (Duplex/Twin homes)
High Density Residential	34.7	N/A	1,100	35-55 DU/Ac	Townhomes; Multi-family Buildings

Table 1. Land use categories and densities

Plan provides the land use, circulation, and park and open space framework for development of a new residential neighborhood on the subject property. All proposals for development of the area must be in substantial compliance with the layout and principles of the Conceptual Master Plan and meet the standards in the Design Framework/Planned Unit Development zoning ordinance.

#### LAND USE

The planned Future Land Use (Figure 5.) for the subject property is Mixed Use Residential (MXR) defined as the following:

*Mixed Use Residential land occurs in the form of a Planned Unit Development (PUD), where a diversity of housing types and densities are organized in distinctive neighborhoods that integrate parks, trails, and open space in the form of one cohesive development. Residential densities for mixed use residential projects should average four to eight (4-8) dwelling units per acre for low density (single family) and medium density (single and two family) residential areas and range from thirty-five to fifty-five (35-55) dwelling units per acre*



Figure 5. Land Use Plan

for high density (multifamily) residential areas. Densities exceeding these may be adjusted by the City Council on a project specific basis and in accordance with detailed development plans.

Areas for Low Density Residential

housing are located north of 40th Street North and feature large areas of interconnected parks and open space. Single-family lots adjacent to the existing neighborhood to the north (Olson Lake Estates and Sunburrow) have more lot depth to provide

a rear-yard buffer between developments.

Medium Density Residential areas are located south of 40th Street North and provide neighborhoods that may feature detached single-family homes on smaller lots as well as twinhomes/duplexes. These areas feature off-street trail systems connecting to larger open spaces and a central community park.

High Density Residential housing areas are located on the west and southeast areas of the property adjacent to park and open space amenities as well as employment and retail/service areas. These areas provide for townhomes and multi-family residential buildings. Land Use categories and densities are summarized in the table above:

#### CIRCULATION – ROADWAYS, TRAILS, AND SIDEWALKS

Roadways through the new neighborhood are designed to have a parkway feel with wide boulevards and views of open space adjacent to the roadway and at T-intersections (Figure 6.). Parking is provided on-street on one or both sides of the roadway. Sidewalks and trails are located at the outer edge of the right-of-way to provide maximum area for boulevards and tree planting along the roadway. These features, along with traffic circles, are strategies to calm traffic to provide a safer and more enjoyable residential environment while providing for efficient automobile circulation.

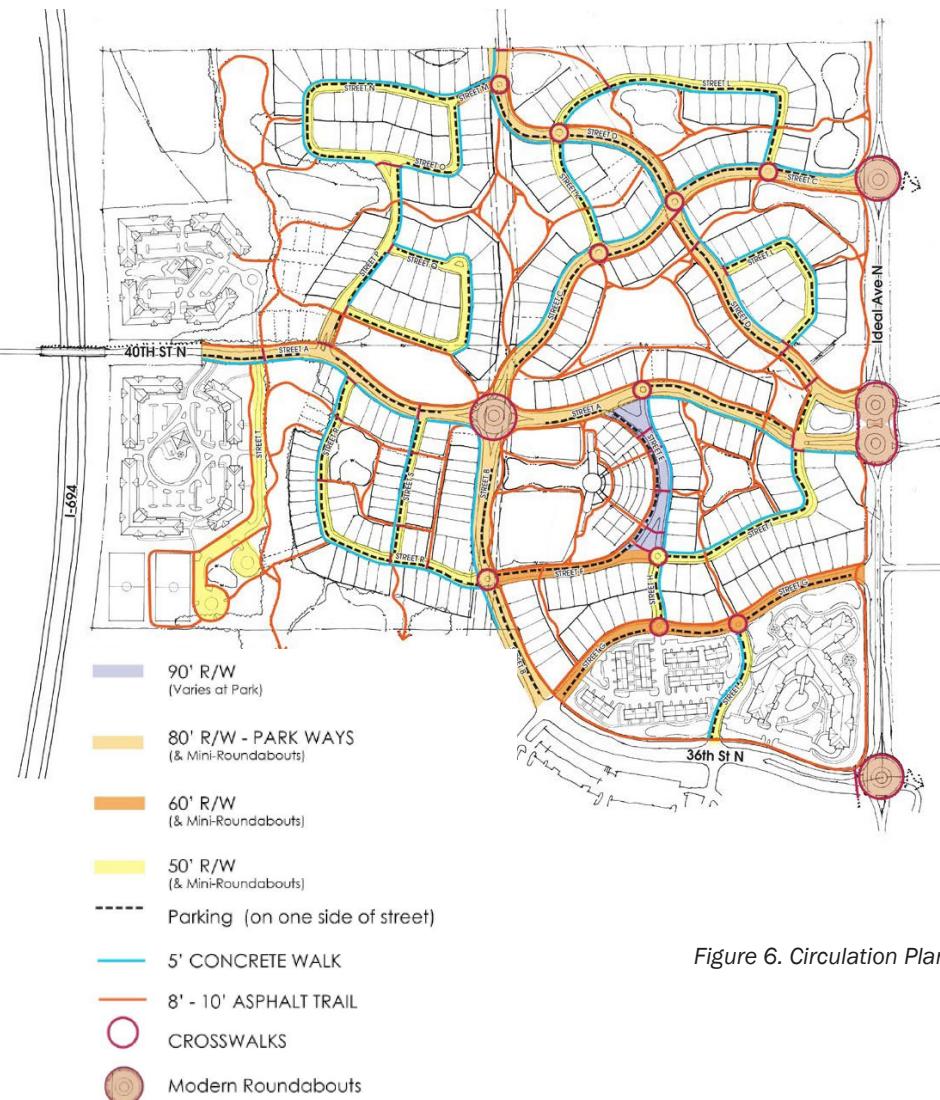


Figure 6. Circulation Plan

#### PARK AND OPEN SPACE SYSTEM

The park and open space system (Figure 7.) is the major organizing design feature for the new neighborhood. Inspired by Boston's Emerald Necklace designed by Fredrick Law Olmsted and the Radburn plan, the open space system is dispersed throughout the entire neighborhood via interconnected parkland, natural open space, stormwater management features, and wetlands. This system provides public access to all active and passive open space areas, provides contiguous habitat and stormwater flow

areas, preserves existing stands of mature trees, and showcases vistas and views as one moves throughout the neighborhood. A robust trail system offers numerous pathways connecting areas of housing to the parks and open space for safe and scenic passage for bicycles and pedestrians throughout the neighborhood without crossing a street. Where there are larger parks, the trails are generally located along the perimeter to allow for active use park programming and preservation of wetland buffer vegetation. Linear corridors facilitate trail connections as well as providing

areas that aid in wildlife movement with fewer vehicle conflicts.

Park and open space areas host a combination of manicured active recreation opportunities and passive natural areas. Habitat restoration and reforestation activities may occur throughout the system with minimal areas for managed turf. Areas may be designated for community gardens and orchards.

Where rear yards abut parks and open space, fencing may be allowed subject to material and height standards to promote the feeling of homes in a park and provide more visibility of park land from homes to enhance safety. Landscape buffers and landform berms are encouraged as means to delineate public and private spaces. Lighting of park areas should provide for safety and aesthetic enhancement while producing minimal light encroachment on residential areas. Tall standard lighting for recreational fields is limited to the park area in the southwest corner of the subject property.

## Implementation

Development of this neighborhood is anticipated to occur in phases over the next five- to 10 years. All proposals for platting and subdivision shall be in substantial compliance with



Category	Acres
Parks – Active and Passive	34.86
Open Space (wooded)	15.67
Other Open Space (ponds, wetlands, pipeline, boulevard, MnDOT parcel)	43.90
Total	94.43

Figure 7. Open Space Plan

the Conceptual Master Plan. All roadways shall be public streets and all parks and open space shall be public with the exception of yards and common spaces for high density multifamily housing developments. Park and open space areas shall be designed and implemented along with or prior to adjacent development

occurring.

The subject property will be zoned Planned Unit Development (PUD) and subject to the requirements of the PUD Design Framework (an appendix to Chapter 25: Zoning in the City Code).