

Community Development Committee

Meeting date: November 2, 2020

For the Metropolitan Council meeting of November 18, 2020

Subject: City of Corcoran Tavera Comprehensive Plan Amendment, Review File 21983-2

District(s), Member(s): District 1, Judy Johnson

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

Staff Prepared/Presented: Freya Thamman, Planning Analyst (651-602-1750); Angela R. Torres, AICP, Manager of Local Planning Assistance (651-602-1566)

Division/Department: Community Development/ Regional Planning

Proposed Action

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

1. Authorize the City of Corcoran place its Tavera comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City that if parcels in the Agricultural Preserve Program expire and the City wishes to change the land use guiding from one unit per 40 acres, a comprehensive plan amendment will be required.
4. Implement the advisory comments in the Review Record for regional parks and forecasts.

Background

The amendment proposes a change to the Sanitary Sewer Staging plan to bring 96-acres into the initial 2020-2025 sewer stage from the latter 2035-2040 stage. This parcel was guided Agricultural Preserve and will be reguided to Low Density Residential as part of this amendment. The property expired from the Agricultural Preserves program in April of 2020.

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 MSP2040*. 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

None known.

REVIEW RECORD

CITY OF CORCORAN

Tavera Comprehensive Plan Amendment

Review File No. 21983-2, Business Item No. 2020-297

BACKGROUND

The City of Corcoran (City) is located in northwestern Hennepin County. It is surrounded by the communities of Rogers, Dayton, Maple Grove, Plymouth, Medina, Independence, Greenfield, and Hanover (Figure 1).

Thrive MSP 2040 (Thrive) designates the City in two community designations: Emerging Suburban Edge and Diversified Rural. The Council forecasts from 2020 to 2040 that the City will grow from 6,700 to 11,300 population and from 2,500 to 4,700 households. The Council also forecasts that between 2020 and 2040, the City's employment will increase from 1,700 to 23,000 jobs

The Metropolitan Council reviewed the City of Corcoran's 2040 Comprehensive Plan (*Business Item 2009-295*, Review File No. 20427-1) on November 13, 2019. This is the first comprehensive plan amendment since the City's 2040 Plan was reviewed.

REQUEST SUMMARY

The amendment proposes a change to the Sanitary Sewer Staging plan to bring 96-acres into the initial 2020-2025 sewer stage from the latter 2035-2040 stage. This parcel was guided Agricultural Preserve and will be reguided to Low Density Residential as part of this amendment. The property expired from the Agricultural Preserves program in April of 2020.

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 acted on the City of Corcoran's 2040 Comprehensive Plan on November 13, 2019 ([*Business Item 2019-295 JT*](#), Review File No. 21983-1).

ISSUES

- 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 conforms to the *2040 Regional Parks Policy Plan*. The amendment acknowledges the regional parks system facilities in Corcoran. There are no existing or planned units the Regional Parks System in the vicinity of the proposed amendment site.

The Diamond Lake (formerly known as North – South 1) Regional Trail Search Corridor is in the vicinity of the amendment area. However, as a regional trail search corridor, the Diamond Lake Regional Trail does not yet have a Council-adopted master plan.

The amendment acknowledges the future Diamond Lake Regional Trail, noting, “the plans show an off-road trail in the project that is part of the plan for Three Rivers Park District’s Diamond Lake Regional Trail. This trail will be constructed in the project by the developer.”

Advisory Comments

The amendment materials also include an August 20, 2020 comment letter from Three Rivers Park District that states, “while still in the early planning stages, the existing developer’s proposal of a north/south trail alignment through this subdivision offers an excellent opportunity to explore a regional trail designation further.” This letter suggests the City should contact Three Rivers Park District for all Diamond Lake Regional Trail discussions. Council staff agree with this recommendation and encourage the City to do so.

Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Engineering Programs (651-602-1119)

The amendment conforms to the *2040 Water Resources Policy Plan (WRPP)*. The amendment proposed to bring 96 acres into the current 2020-2025 sewer staging, from the future 2035-2040 sewer staging with the use changing from Agricultural Preserve to Low Density Residential. The regional system has adequate capacity to serve the proposed development associated with this amendment.

Transportation

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

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)* adopted in 2015.

Transit

Reviewer: Victoria Dan, Metro Transit (MT) (612-349-7648)

Corcoran is outside the Transit Capital Levy District, and therefore does not currently receive fixed route transit service. Should Corcoran desire fixed route service in the future, the City would first have to agree to pay the regional transit capital levy, as defined in Minn. Stats. 473.446 and 473.4461. Corcoran is served by Transit Link public dial-a-ride, provided by the Metropolitan Council.

Policy 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 City offers that the plan amendment does *not* affect the community-wide forecast. Council staff find the expected development fits within the existing community-wide forecast. A community-wide forecast adjustment is unneeded at this time.

Advisory Comment

The amendment increases housing capacity on the site. The proposed development is a subdivision with 549 residential units and with park dedication. This development will affect the households and population levels in Traffic Analysis Zone (TAZ) #899. The City has prepared a TAZ forecast allocation anticipating growth of 516 households during 2020-2040. Council staff recommend the allocation be slightly increased for TAZ #899, with more growth by 2030, and offset with reduced allocations elsewhere. The TAZ allocation can be revised through correspondence with Council staff, separate from the amendment review.

Land Use

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

Thrive MSP 2040 identifies the City with the Emerging Suburban Edge and Diversified Rural community designations. The amendment changes the Sanitary Sewer Staging plan to bring 96-acres into the initial 2020-2025 sewer stage from the latter 2035-2040 stage. In addition, this area was guided Agricultural Preserve and expired from the program in April 2020. The Plan indicates the land use is reguided to Low Density Residential upon expiration (see advisory comments below). Supplemental materials received on September 22, 2020, show the area of change from Agricultural Preserves to Low Density Residential (Figure 3).

With this land use change from Agricultural Preserves to Low Density Residential, the City has a planned minimum residential density of 3.3 units per acre, consistent with Council land use and density policy for a Suburban Edge community.

Table 1. Planned Residential Density, City of Corcoran

Category	2018-2040 Change				
	Density		Net Acres	Min Units	Max Units
	Min	Max			
Existing Residential*	0.5	1	1,016.9	508	1,017
Low Density Residential*	3	5	<u>2,592.9</u>	7,779	12,964
Medium Density Residential*	5	8	48.2	241	386
Mixed Residential	8	10	449.9	3,599	4,499
High Density Residential	10	30	80.3	803	2,410
Mixed Use**	8	30	229.5	1,836	6,886
	TOTALS		4,417.9	14,767	28,162
	Overall Density			3.3	6.4

Based on Plan Table 2-3, Staging Table with Residential Density and Units
 *Density table does not include the residential acres noted in Table 2-3 as being within the study area for future regional wastewater service, which include 136.8 net acres of Existing Residential, 143.9 net acres of Low Density Residential, and 17.8 net acres of Medium Density Residential.
 **50% residential applied to 459 net acres.

The submittal indicated that the proposed pre-development net density is 2.85 units per acre. The City indicates the when the post development area is calculated, it is expected to be within 3-5 units per acre as required in the Low Density Residential land use category, as indicated in the 2040 Plan.

Advisory Comments

The amendment area was assumed by the City to be reguided from Agricultural Preserves to Low Density Residential when the parcel expired from the Agricultural Preserves Program earlier this year. As noted in the Metropolitan Council staff report on the City of Corcoran’s 2040 Plan, Community Development Committee Recommendation #4 (noted on Page 6), “if parcels in the Agricultural Preserve Program expire and the City wishes to change the land use guiding from one unit per 40 acres, then a comprehensive plan amendment will be required.”

Although the submittal indicates that the 2040 Plan states that “when land is removed from the Metropolitan Agricultural Preserve program, the land use will revert to its underlying land use: Rural/Ag Residential outside of the MUSA and Low Density Residential in the MUSA.” The City is advised that following the Agricultural Preserves Program Act, Section 473H.04, subdivision 2:

“Land shall cease to be eligible for designation as an agricultural preserve when the comprehensive plan and zoning for the land have been amended so that the land is no longer planned for long term agricultural use and is no longer zoned for long term agricultural use, evidenced by a maximum residential density permitting more than one unit per 40 acres.”

If parcels in the Agricultural Preserve Program expire and the City wishes to change the land use guiding from one unit per 40 acres, a comprehensive plan amendment is required.

Housing

Reviewer: Ashleigh Johnson, CD - Housing (651-602-1106)

The amendment is consistent with the Council’s 2040 Housing Policy Plan. The Plan currently provides sufficient land to address its share of the region’s 2021-2030 need for affordable housing, which is 377 units. The amendment does not change the City’s inventory of land guided to support the development of low- and moderate-income housing for the 2021-2030 decade, and will not hinder the City in implementing its housing element or efforts to address its share of the region’s need for affordable housing.

Natural Resources

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

The amendment submittal shows a number of stormwater ponds on site to comply with City, Watershed and State requirements. The City will ensure that stormwater quality, quantify, and rate controls will be met and is working with the developer to identify finalized management methods.

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 and Proposed Staging and Land Use Changes
- Figure 4: Land Guided for Affordable Housing

Figure 1: Location Map Showing Regional Systems

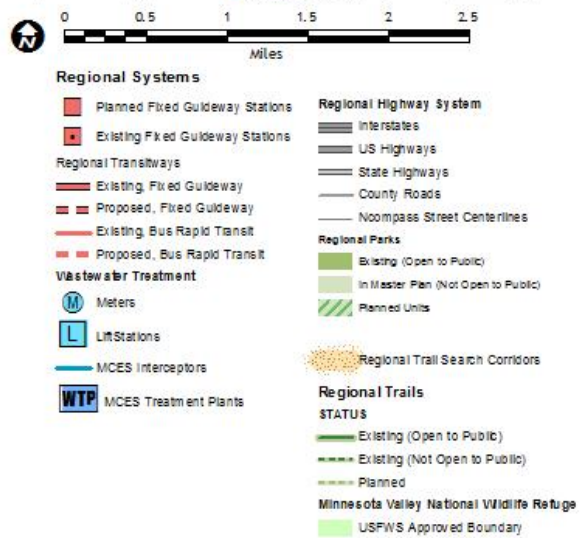
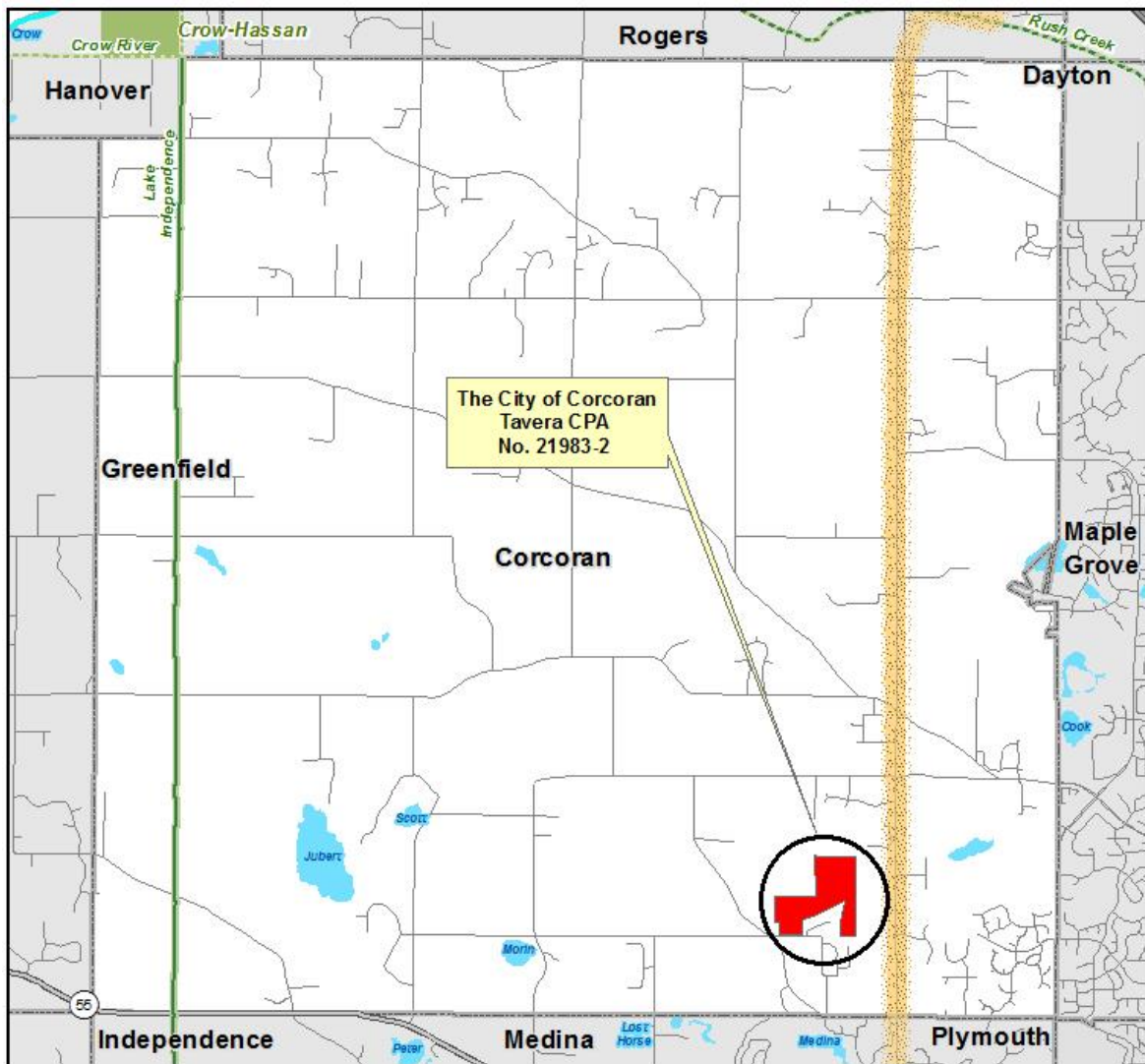
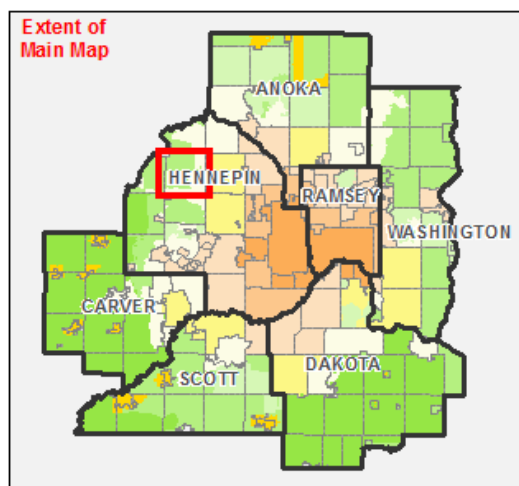
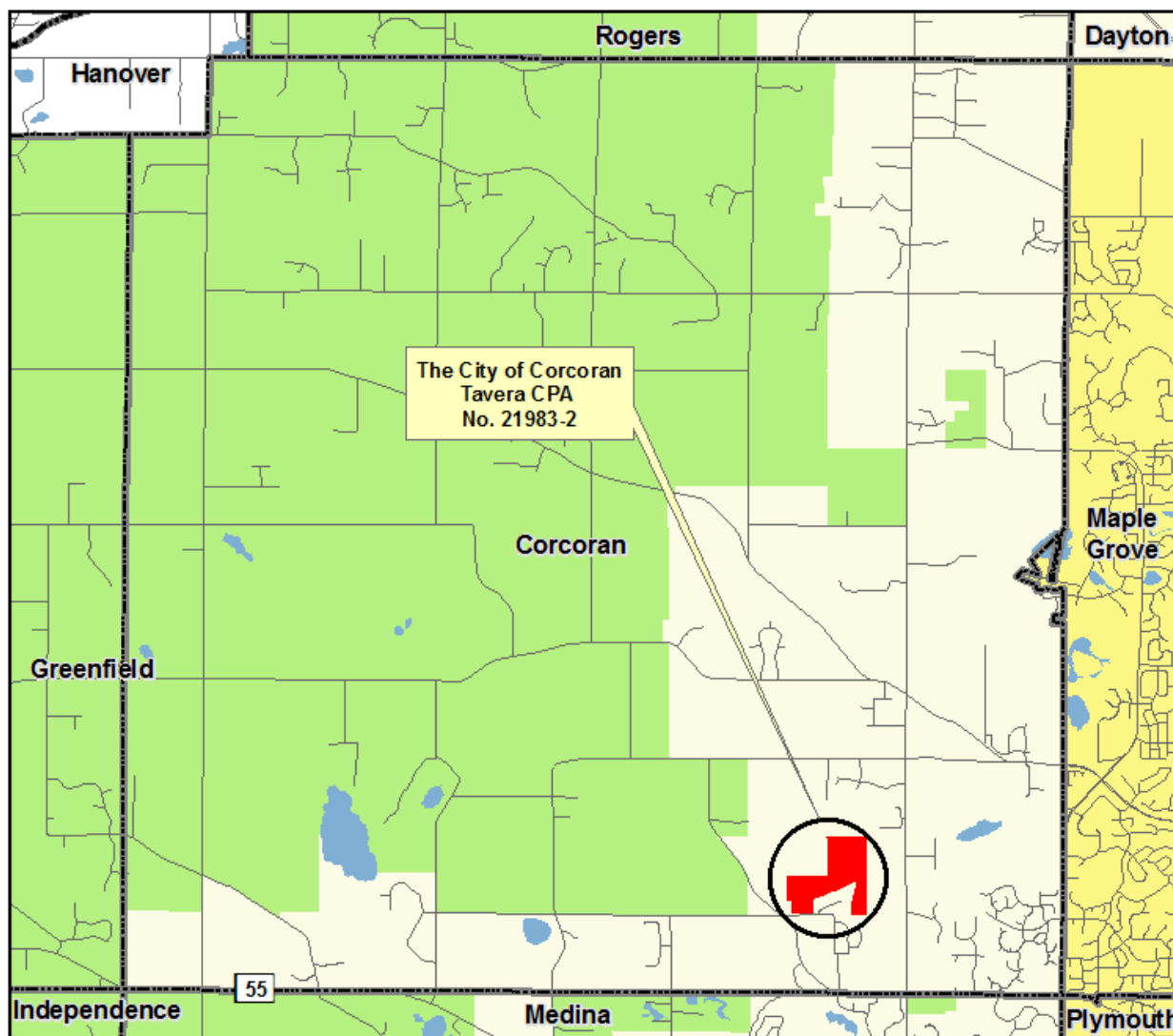
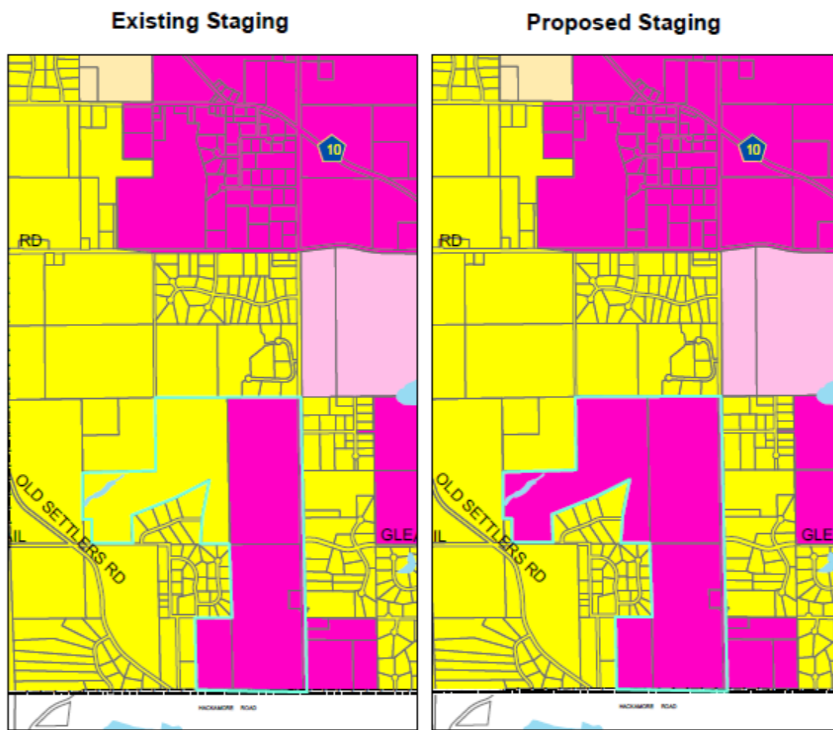


Figure 2: Location Map Showing Community Designations



- ThriveMSP 2040 Community Designations**
- Agricultural
 - Rural Residential
 - Diversified Rural
 - Rural Center
 - Emerging Suburban Edge
 - Suburban Edge
 - Suburban
 - Urban
 - Urban Center
 - Ncompass Street Centerlines

Figure 3: Current and Proposed Staging and Land Use Changes



Land Use Change



From Agricultural Preserve

To Low Density Residential

Figure 4: Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **377 units**
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	Available Acres	x	Minimum Density <i>(units per acre)</i>	x	Expected % Residential <i>(if mixed use)</i>	=	Minimum Units Possible
Mixed Residential	205.77		8		100%		1,647
High Density Residential	80.32		10		100%		804
Mixed Use	459.08		8		50%		1,837
Total	745.17						4,288

Sufficient/*(insufficient)* units possible against share of regional need: **3,911**

Affordable units built since 2021: **0**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **3,911**

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

