

# Business Item

Community Development Committee



**Committee Meeting Date:** October 17, 2022

**For the Metropolitan Council:** October 26, 2022

## Business Item: 2022-271

City of St. Francis Platinum Land Comprehensive Plan Amendment, Review File 22287-3

<b>District(s), Member(s):</b>	District 9, Raymond Zeran
<b>Policy/Legal Reference:</b>	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
<b>Staff Prepared/Presented:</b>	Raya Esmaeili, Senior Planner (651-602-1616) Angela R. Torres, Senior Manager (651-602-1566)
<b>Division/Department:</b>	Community Development / Regional Planning

### Proposed Action

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

1. Authorize the City of St. Francis to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Find that the amendment renders the City's comprehensive plan inconsistent with the Council's housing policy, and therefore the City will be unable to participate in Livable Communities Act (LCA) programs.
4. Advise the City:
  - a. To become consistent with housing policy, the City may choose to guide more land expected to develop before 2030 at 12 units per acre to address its share of the region's 2021-2030 need for affordable housing for 50% of area median income (AMI) and below.
  - b. To implement the advisory comments in the Review Record for Transportation, Forecasts, and Water Supply.

### Background

The City submitted the Platinum Land comprehensive plan amendment on August 25, 2022. The amendment proposes to reguide 23.3 acres of Medium/High Density Residential, 15.7 acres of High Density Residential and 23.4 acres of Commercial to a total of 69.57 acres of Medium Density Residential. The proposed development site also includes 3.1 acres of Commercial that will retain its existing guiding. The amendment site is located between Highway 47 and the Rum River. The purpose of this amendment is to accommodate a development project that includes 113 single family detached homes, 82 townhomes, 105 apartment units, and 3.1 acres of commercial uses. This is the City's second amendment to its 2040 Comprehensive Plan.

### Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies with the exception of the *Housing Policy Plan*, 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.

### **Funding**

None.

### **Known Support / Opposition**

There is no known opposition.



# REVIEW RECORD

City of St. Francis

Platinum Land Comprehensive Plan Amendment

Review File No. 22287-3, Business Item No. 2022-271

## BACKGROUND

The City of St. Francis (City) is located along the northwestern border of Anoka County, bordered by Stanford Township, Athens Township, City of East Bethel, City of Bethel, City of Oak Grove, City of Nowthen, City of Elk River, and Livonia Township.

*Thrive MSP 2040* (Thrive) designates St. Francis with both Rural Center and Diversified Rural community designations. The Council forecasts from 2020 to 2040 that the City will grow from 8,200 to 12,600 population and 3,100 to 5,100 households. The Council also forecasts that between 2020 and 2040, the City's employment will increase from 2,200 to 2,900 jobs.

The Metropolitan Council reviewed the City of St. Francis 2040 Comprehensive Plan ([Business Item 2019-352 JT](#), Review File No. 22287-1) on January 8, 2020. This is the second comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The amendment proposes to reguide 23.3 acres of Medium/High Density Residential, 15.7 acres of High Density Residential and 23.4 acres of Commercial to a total of 69.57 acres of Medium Density Residential. The proposed development site also includes 3.1 acres of Commercial that will retain its existing guiding. The amendment site is located between Highway 47 and the Rum River. The purpose of this amendment is to accommodate a development project that includes 113 single family detached homes, 82 townhomes, 105 apartment units, and 3.1 acres of commercial uses.

## 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 water resources management, and is consistent with Council forecasts. The amendment is inconsistent with the *Housing Policy Plan*.

### 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

- a. The Council acted on the 2040 Plan on January 8, 2020 ([Business Item 2019-352 JT](#), Review File No. 22287-1).
- b. The Council administratively reviewed the Vista Prairie Senior Housing amendment on September 2, 2021 (Review File No. 22287-2). The amendment reguided 18 acres of vacant land from Medium Density Residential (11.4 acres) and Business Park/Light Industrial (6.5 acres) to Medium/High Density Residential to allow for a senior housing development on the site.



## 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.

#### Wastewater Service

*Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs ([roger.janzig@metc.state.mn.us](mailto:roger.janzig@metc.state.mn.us))*

The proposed amendment conforms to the *2040 Water Resources Policy Plan (WRPP)*. The City of St. Francis owns and operates a wastewater treatment facility and collection system. The City recently reconstructed their original treatment facility, and the facility now has more than enough capacity to accommodate all projected household, population, and employment growth through 2040.

#### Transportation

*Reviewer: Jed Hanson, Metropolitan Transportation Services (MTS) (651-602-1716)*

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The amendment accurately responds to the 2022 updates to the TPP.

#### Advisory Comments

In accordance with the Minnesota Department of Transportation (MnDOT) comments on this amendment, Council staff encourage the City to work with MnDOT to ensure access management for this site is consistent with their access management requirements for Highway 47.

### 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, Community Development (CD) – Research (651-602-1322)*

The amendment does not change the communitywide forecast. The amendment reduces the amount of land guided as Commercial from 33 to three acres, which can be reflected in an adjustment to the employment forecast.

#### Advisory Comments

The amendment reduces land guided as Commercial from 33 to three acres along St. Francis Boulevard. Since there are other possible commercial sites in the area, employment capacity of the St. Francis is difficult to assess. The City can request an employment forecast reduction, but is not required to do so. City staff can contact Council Research if they wish to discuss a future forecast change.

#### Thrive MSP 2040 and Land Use

*Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)*

The Plan, with the proposed amendment, is consistent with the land use policies of *Thrive MSP 2040* (Thrive). Thrive identifies the City as a Rural Center and Diversified Rural community. Thrive directs Rural Center communities to plan for development and redevelopment at an overall

average net density of at least 3-5 units per acre and Diversified Rural communities at an overall average net density of 4 units per 40 acres. The amendment is located within the area of the City that is designated as Rural Center (Figure 2).

The amendment proposes to change the land uses of 100 gross acres (62.4 net acres) for a project that includes 113 single family detached homes, 82 townhomes, 105 apartment units, and 3.1 acres of commercial uses. The site is located generally between Highway 47 and the Rum River (Figure 1). To accommodate this development, the amendment reguides 15.7 acres of High Density Residential, 23.3 acres of Medium/High Density Residential, and 20.2 acres of Commercial to Medium Density Residential, leaving 3.1 acres of Commercial on the site (Figure 3).

The amendment reduces the City’s overall minimum density from 3.7 units per acre to 3.3 units per acre, as shown in Table 1 below (changes underlined). The City’s overall density continues to be consistent with regional land use policy for Rural Center communities.

Table 1. Planned Residential Density, City of St. Francis

Category	2018-2040 Change		Net Acres	Min Units	Max Units
	Min	Density Max			
Low Density Residential	2	3	260.0	520	780
Medium Density Residential	3	7	<u>229.4</u>	<u>688</u>	<u>1,606</u>
Medium High Residential	7	12	<u>66.6</u>	<u>466</u>	<u>799</u>
High Density Residential	12	60	<u>15.3</u>	<u>184</u>	<u>918</u>
<b>TOTALS</b>			<b>571.3</b>	<b>1,858</b>	<b>4,103</b>
<b>Overall Density</b>				<b>3.3</b>	<b>7.2</b>

## Housing

Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)

With the proposed amendment, the Plan is no longer consistent with the Council's *Housing Policy Plan* (HPP). The proposed amendment decreases 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 19 acres of higher density residential land such that at least 133 units could be built at densities affordable between 51 and 80 percent of area median income (AMI) (Figure 5).

To facilitate guiding sufficient land in the 2040 Plan for the development of affordable housing, the City chose to guide land following Option 2 outlined in the HPP: land guided at a minimum of six units per acre to support households earning 51-80% AMI, and sufficient land guided at 12 units per acre to support households earning less than 50% AMI. The Plan no longer provides any land to address its share of the region’s 2021-2030 need for affordable housing for 50% of AMI and below, which is 120 units.

Communities that are inconsistent with the HPP may not apply for funds through the Livable Communities Act (LCA) programs. St. Francis is a current participant in LCA, was last awarded funds in 2004, and has no current outstanding awards to draw down.

### Advisory Comments

To become consistent with housing policy, the City may choose to guide more land expected to develop before 2030 at 12 units per acre to address its share of the region’s 2021-2030 need for affordable housing for 50% of AMI and below. Council staff are available to discuss other ways to return to consistency with the HPP.

## Water Supply

Reviewer: John Clark, ES – Water Supply Planning (651-602-1452)

The proposed amendment is consistent with the WRPP policies related to water supply. The area to be developed lies within the Drinking Water Supply Management Area (DWSMA) for the City of St. Francis. This development will increase impervious surface in the area and add potential



contaminant sources within the DWSMA. Considering these risk factors during the development planning process and generating strategies to reduce risk that are tied to and aligned with the community's wellhead protection plan would align with regional source water protection goals.

#### *Advisory Comments*

If the development proceeds as proposed in this amendment, additional water supply service and resource information need to be considered. If the City's future water demand estimates change due to an increase in population served not currently described in the City's local water supply plan (LWSP), the LWSP will need to be updated. Similarly, any potential impacts to the current water supply system, infrastructure, and water sources due to those demand changes will need to be considered and identified.

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

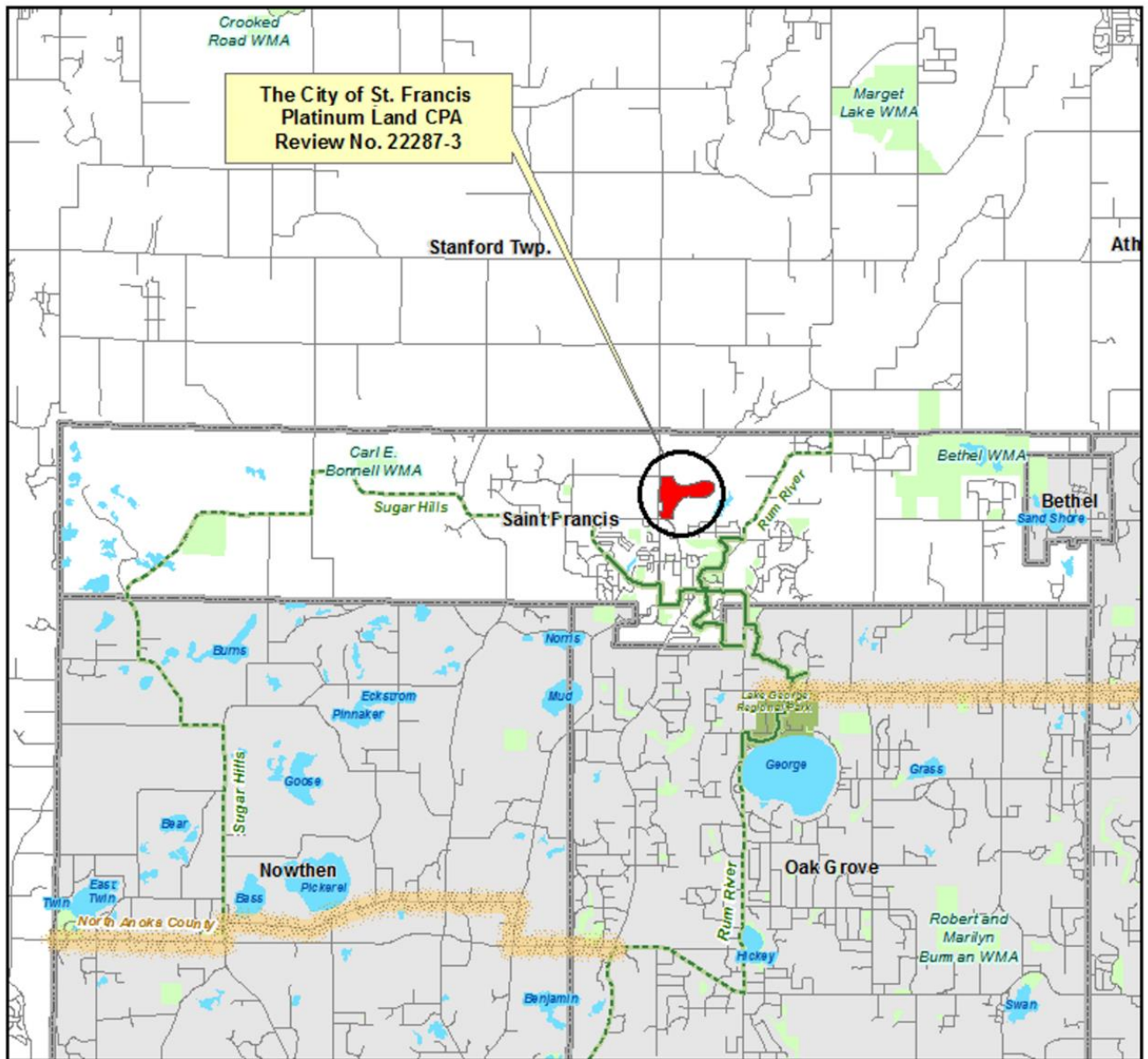
The proposed amendment is compatible with the plans of adjacent jurisdictions, but for the issues noted in the Transportation section for access management guidelines from MnDOT. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

### **ATTACHMENTS**

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current Future Land Use Guiding
- Figure 4: Proposed Future Land Use Guiding
- Figure 5: Land Guided for Affordable Housing



Figure 1. Location Map Showing Regional Systems



Metro Council Imagery, 2016



**Regional Systems**

**Regional Transitways**

- Existing
- - - Planned Current Revenue Scenario
- - - Planned Current Revenue Scenario - CTIB Phase 1 Projects
- - - Potential increased Revenue Scenario

**Wastewater**

- M Meters
- MCES interceptors
- L Lift Stations
- WTP MCES Treatment Plants

**Regional Highway System**

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

**Regional Parks**

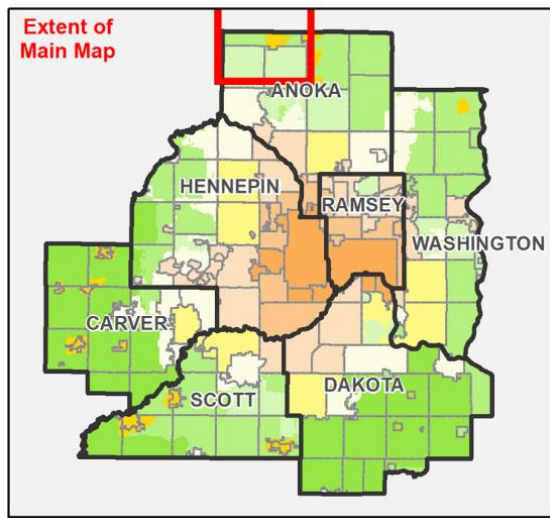
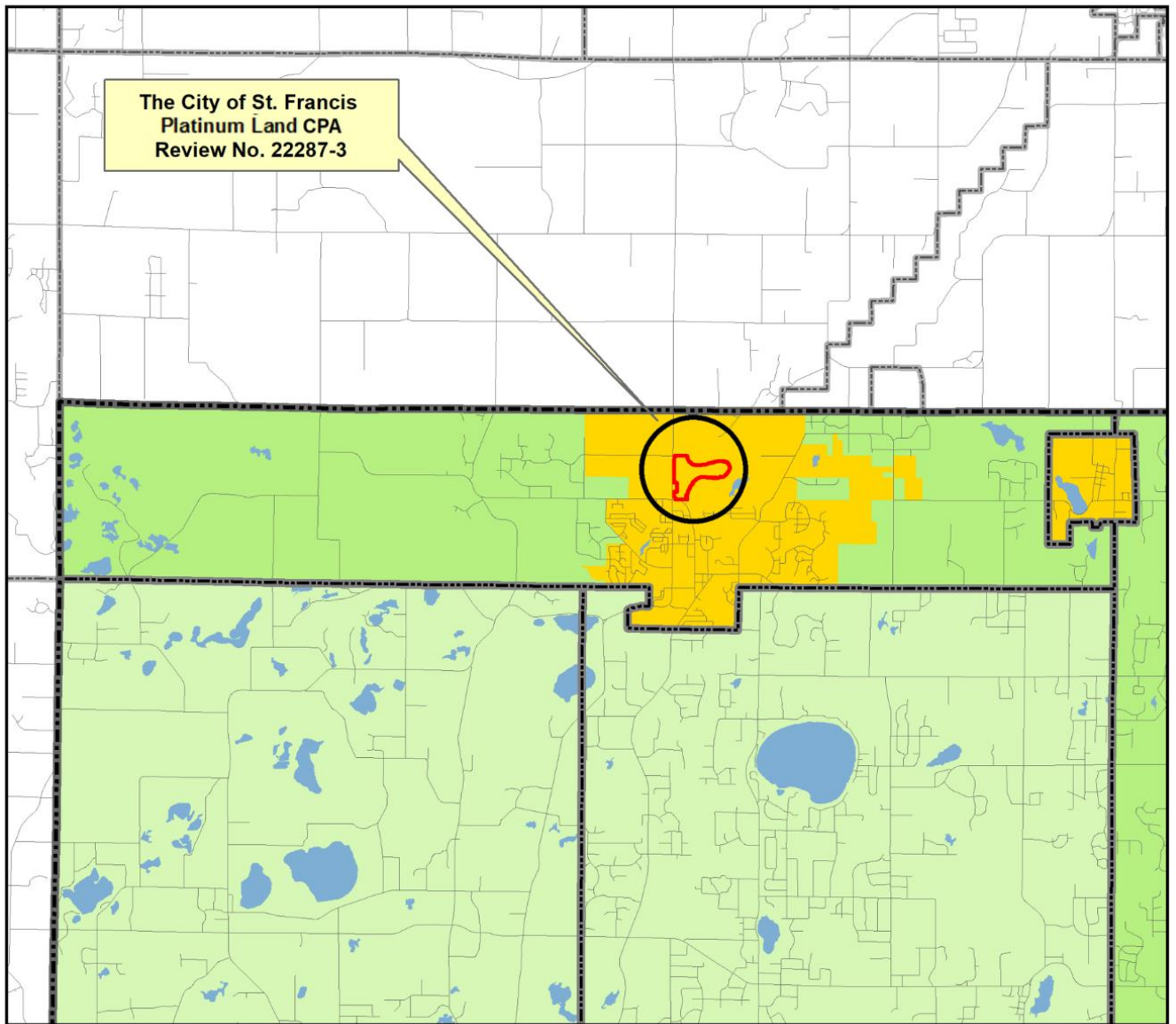
- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units
- Other Parks, Preserves, Refuges and Natural Areas

**Regional Trails**

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

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**Figure 2. Location Map Showing Community Designations**



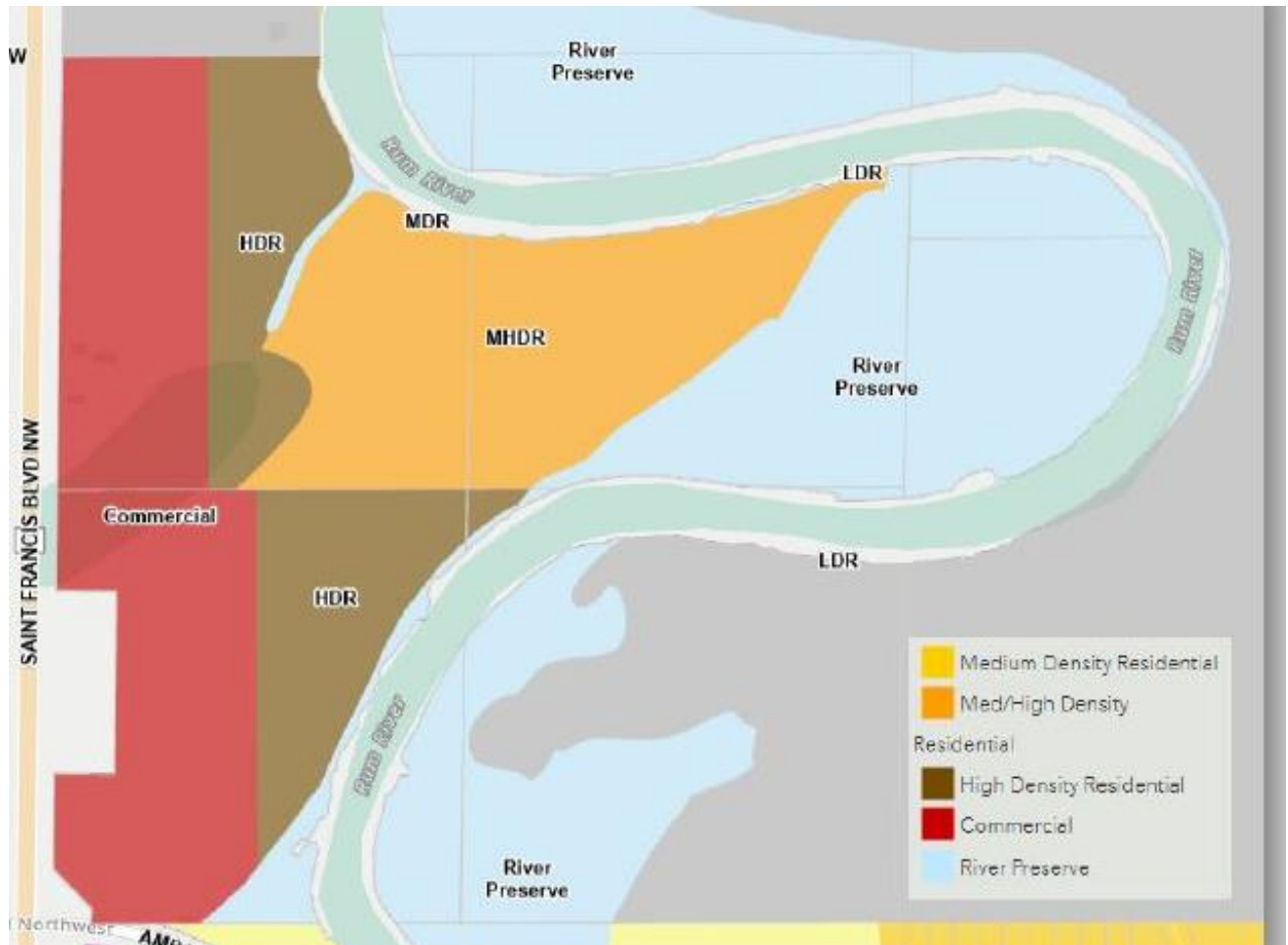
**ThriveMSP 2040 Community Designations**

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

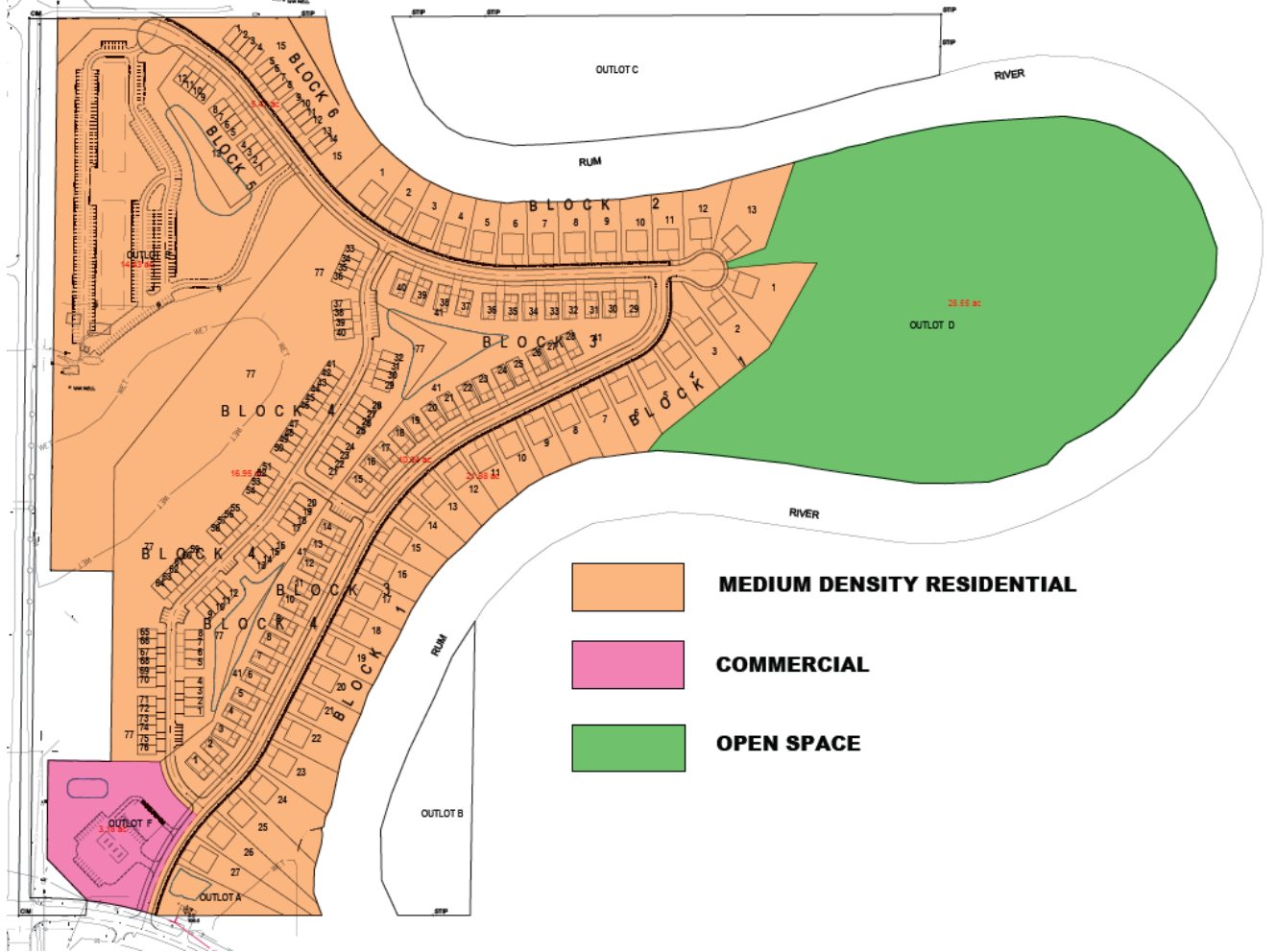
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Figure 3. Current Future Land Use Guiding



**Figure 4. Proposed Future Land Use Guiding**



**Figure 5. Land Guided for Affordable Housing**

2021-2030 share of regional need for Affordable Housing at 50% AMI and Below:	<b>120 units</b>
2021-2030 share of regional need for Affordable Housing between 51 to 80% AMI:	<b>93 units</b>
TOTAL 2021-2030 share of regional need for Affordable Housing:	<b>213 units</b>
2021-2030 total regional need for Affordable Housing:	<b>37,900 units</b>

	<b>Available Acres</b>	<b>x Minimum Density (units per acre)</b>	<b>x Expected % Residential (if mixed use)</b>	<b>= Minimum Units Possible</b>
<b>High Density Residential</b>	0.0	12	100%	0
<b>Medium/High Density Residential</b>	19.0	7	100%	133
<b>Total</b>	<b>19.0</b>			<b>133</b>

Sufficient/(insufficient) units affordable at 50% AMI and below possible in areas with ≥12 units per acre minimum against share of regional need: **-120**

Sufficient/(insufficient) total units affordable between 51 to 80% AMI possible in areas with ≥6 units per acre minimum possible against share of regional need: **40**

Sufficient/(insufficient) total units possible against share of regional need: **-80**

Affordable units built since 2021: **0**

Sufficient/(insufficient) units possible adjusted for affordable units built: **(80)**

