

# Business Item

Community Development Committee



**Committee Meeting Date:** July 17, 2023

**For the Metropolitan Council:** July 26, 2023

## Business Item: 2023-160

City of Cottage Grove Norhart Comprehensive Plan Amendment, Review File 22236-6

<b>District(s), Member(s):</b>	District 12, Susan Vento
<b>Policy/Legal Reference:</b>	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
<b>Staff Prepared/Presented:</b>	Timothy Anderson, Senior Planner (651-602-1380) 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 to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record Regional Parks, Forecasts, and Land Use.

### Background

The City submitted the Norhart comprehensive plan amendment on May 19, 2023 along with supplemental information on June 6, 2023. The amendment proposes to reguide 7.15 net acres from Industrial to High Density Residential located at the southeast corner of 110th Street and Hadley Avenue. The purpose of the amendment is to accommodate 299 market rate apartments with a mix of studio, one-, two-, and three-bedroom apartments. This is the City's fifth amendment to its 2040 Comprehensive Plan.

### 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 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.

# REVIEW RECORD

City of Cottage Grove

Norhart Comprehensive Plan Amendment

Review File No. 22236-6, Business Item No. 2023-160

## BACKGROUND

The City of Cottage Grove (City) is located in southern Washington County. It is surrounded by the communities of Woodbury, Afton, Denmark Township, Hastings, Nininger Township, Rosemount, Inver Grove Heights, Grey Cloud Island Township, St. Paul Park, and Newport.

*Thrive MSP 2040* (Thrive) designates Cottage Grove with a “Suburban Edge” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 38,400 to 47,000 population and 13,300 to 17,300 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 7,700 to 9,000 jobs.

The Metropolitan Council reviewed the City of Cottage Grove 2040 Comprehensive Plan ([Business Item 2020-213 JT](#), Review File No. 22236-1) on August 26, 2020. This is the fifth comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The amendment proposes to reguide 7.15 net acres from Industrial to High Density Residential located at the southeast corner of 110th Street and Hadley Avenue. The purpose of the amendment is to accommodate 299 market rate apartments with a mix of studio, one-, two-, and three-bedroom apartments.

## 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

1. The Council authorized the 2040 Comprehensive Plan on August 26, 2020 ([Business Item No. 2020-213 JT](#), Review File No. 22236-1).
2. The Council administratively reviewed the Hinton Woods amendment on July 20, 2021 (Review File No. 22236-2). The amendment reguided 9.37 acres from Mixed Use to Medium Density Residential to mirror the guiding of a larger site to allow the development of 104 townhomes and 61 single-family homes.
3. The Council authorized the Utility Staging and Land Use amendment on August 24, 2022 ([Business Item No. 2022-225](#), Review File No. 22236-3). The amendment revised the timing of phased development between now and 2040. It also changed the guiding land use of multiple areas in the City, expanded the 2040 MUSA, increased local forecasts, and updated projections for sewer, density and housing, and water supply needs.
4. The Council administratively reviewed the Minor Text and Map amendment on February

13, 2023 (Review File No. 22236-5). The amendment added language to the land use chapter, allowing additional density up to 20% for residential projects that support local affordable housing goals for the Low Density Residential, Medium Density Residential, High Density Residential, and Mixed Use land use categories.

## 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.

#### Regional Parks

*Reviewer: Colin Kelly, Community Development (CD) – Regional Parks (651-602-1361)*

The proposed amendment conforms to the *2040 Regional Parks Policy Plan (RPPP)*. There are no existing or planned units of the Regional Parks System within 0.5 mile of the amendment area (see Figure 1). The nearest unit of the Regional Parks System is Grey Cloud Island Regional Park, which is approximately 1.7 miles southwest of the site. The proposed land use change will not impact the Grey Cloud Island Regional Park.

#### Advisory Comments

The Grey Cloud Dunes Scientific and Natural Area (SNA), managed by the Minnesota Department of Natural Resources (DNR) is in the vicinity of the proposed land use change. Any future development of the "Preserve at Prairie Dunes" by Norhart Architecture or any other parties should be coordinated with the DNR ahead of construction activities to reduce and/or mitigate any impacts to the Grey Cloud Dune Scientific and Natural Area.

### 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)*

In anticipation of several Prairie Dunes area developments, the City's forecasts were revised in 2022, as part of the Utility Staging and Land Use amendment. A community-wide forecast change is not warranted at this time. However, the developments expected in the southern part of Cottage Grove cumulatively exceed the City's Transportation Analysis Zone (TAZ) allocation. Council staff will revise the TAZ allocation considering larger numbers.

#### Advisory Comments

The site is a very small part of Council TAZ #2484. The City's 2040 Plan expects TAZ #2484 to gain +390 households, +870 population, and +800 jobs during 2020-2040. Separate from this Council action, Council staff will revise the TAZ allocation, adding 300 households. The re-allocated amounts will be debited from the remainder of Cottage Grove, leaving the community-wide totals unaffected. City staff are welcome to contact Council Research with any comments.

#### Thrive MSP 2040 and Land Use

*Reviewer: Tim Anderson, CD – Local Planning Assistance (651-602-1380)*

The Plan, with the proposed amendment, is consistent with the land use policies in *Thrive MSP*



2040 (Thrive). The amendment proposes to reguide 7.15 net acres from Industrial to High Density Residential located at the southeast corner of 110th Street and Hadley Avenue (see Figure 2). The purpose of the amendment is to accommodate 299 market rate apartments with a mix of studio, one-, two-, and three-bedroom apartments.

Thrive identifies the City as a Suburban Edge community. Suburban Edge communities are directed to plan for development and redevelopment at an overall average net density of at least 3-5 units per acre. This amendment slightly increases the overall minimum density of the City from 4.6 to 4.7 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 Suburban Edge communities.

Table 1. Planned Residential Density, City of Cottage Grove

Category	Density		Net Acres	2020-2040 Change	
	Min	Max		Min Units	Max Units
Low Density Residential	2	4	801.2	<u>1,602</u>	<u>3,205</u>
Medium Density Residential	5	13	<u>114.7</u>	<u>573</u>	<u>1,491</u>
High Density Residential	14	30	53.5	630	1,350
Mixed Use*	20	40	103.4	2,069	4,138
<b>TOTALS</b>			<b>1,073.9</b>	<b>5,016</b>	<b>10,482</b>
<b>Overall Density</b>				<b>4.7</b>	<b>9.8</b>

### Advisory Comments

Currently, in the staging section of the City's 2040 Plan, there are inconsistencies between the mapping and text of the plan regarding the staging of development. It is unclear that Stage 1 areas, which includes this amendment, are in this decade's staging. As part of a future amendment, the City should revise the text and/or map to accurately reflect that areas in Staging Area 1 are in this decade's staging.

### Housing

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

The amendment is consistent with the Council's *Housing Policy Plan*. The City currently provides sufficient land to address its share of the region's 2021-2030 need for affordable housing, which is 1,138 units. The proposed amendment does not change the City's inventory of land guided to support the development of low- and moderate-income housing, since all units in the proposed project are market rate. As of this amendment, the Plan guides approximately 136 acres of higher density residential land such that at least 1,906 units can be built.

The amendment does not impact the City's ability to implement the housing element of their 2040 Plan and does not contribute to their efforts to address its share of the region's need for affordable housing in the 2021-2030 decade. The City was awarded two Livable Communities Act (LCA) grants in the 1990s, totaling less than half a million dollars.

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

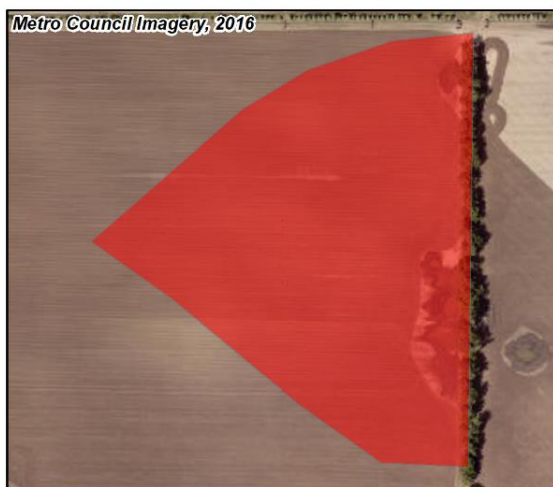
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

### ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current and Proposed Land Use Guiding

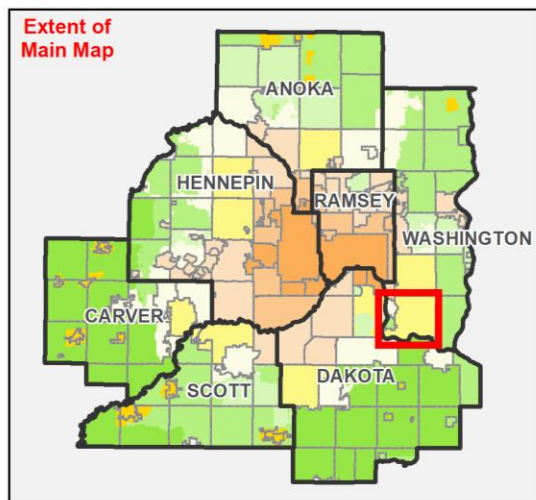
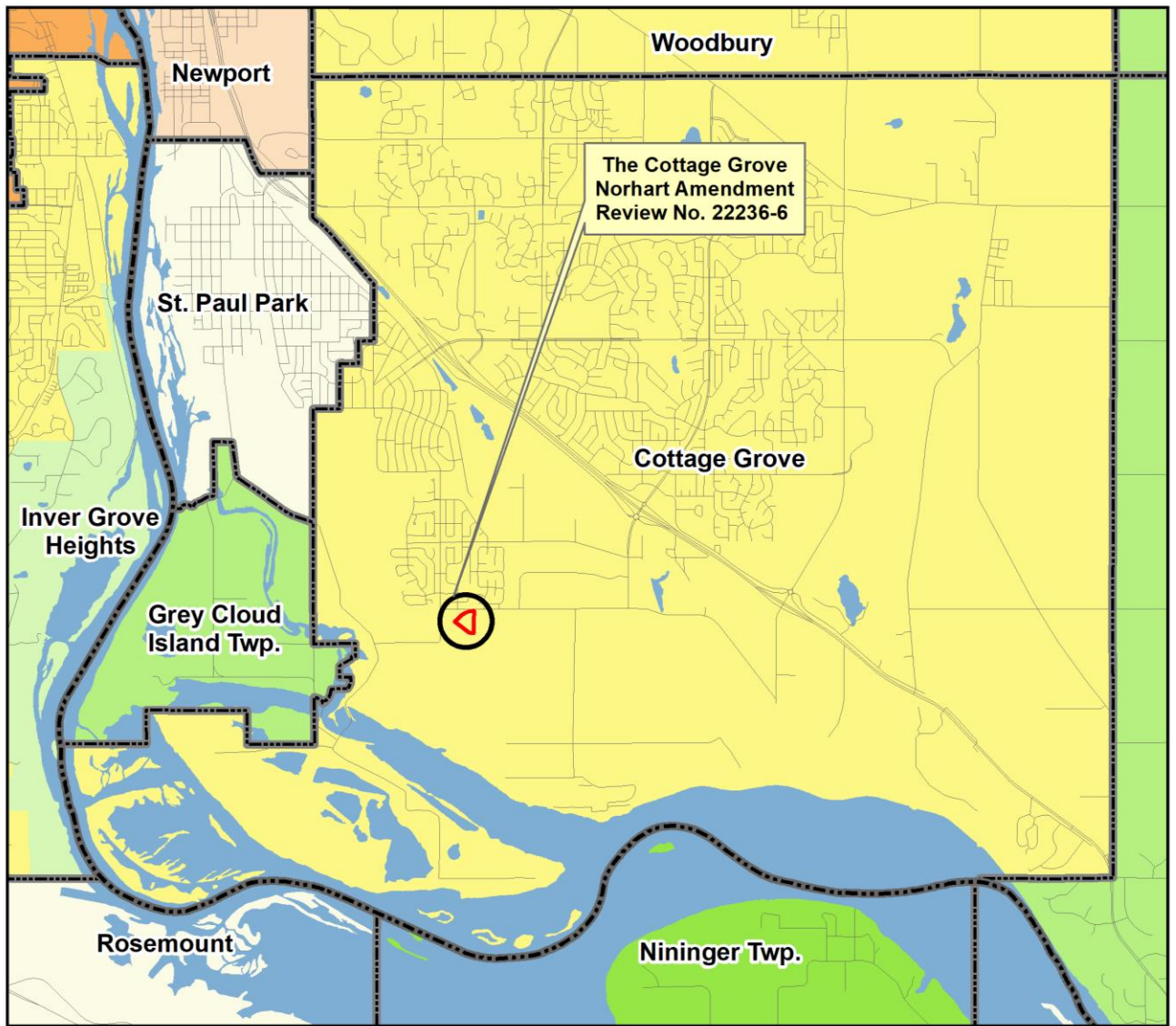


Figure 1. Location Map Showing Regional Systems



- 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

Figure 2. Location Map Showing Community Designations



**ThriveMSP 2040 Community Designations**

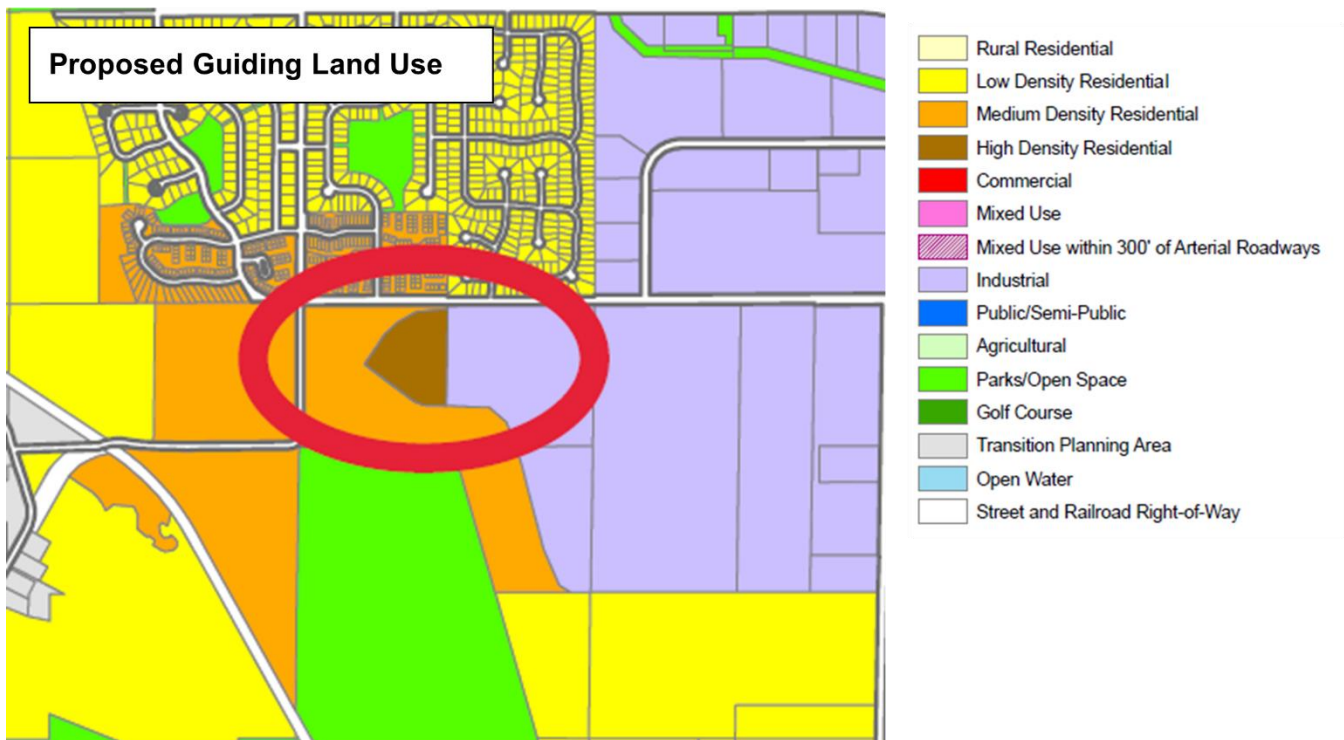
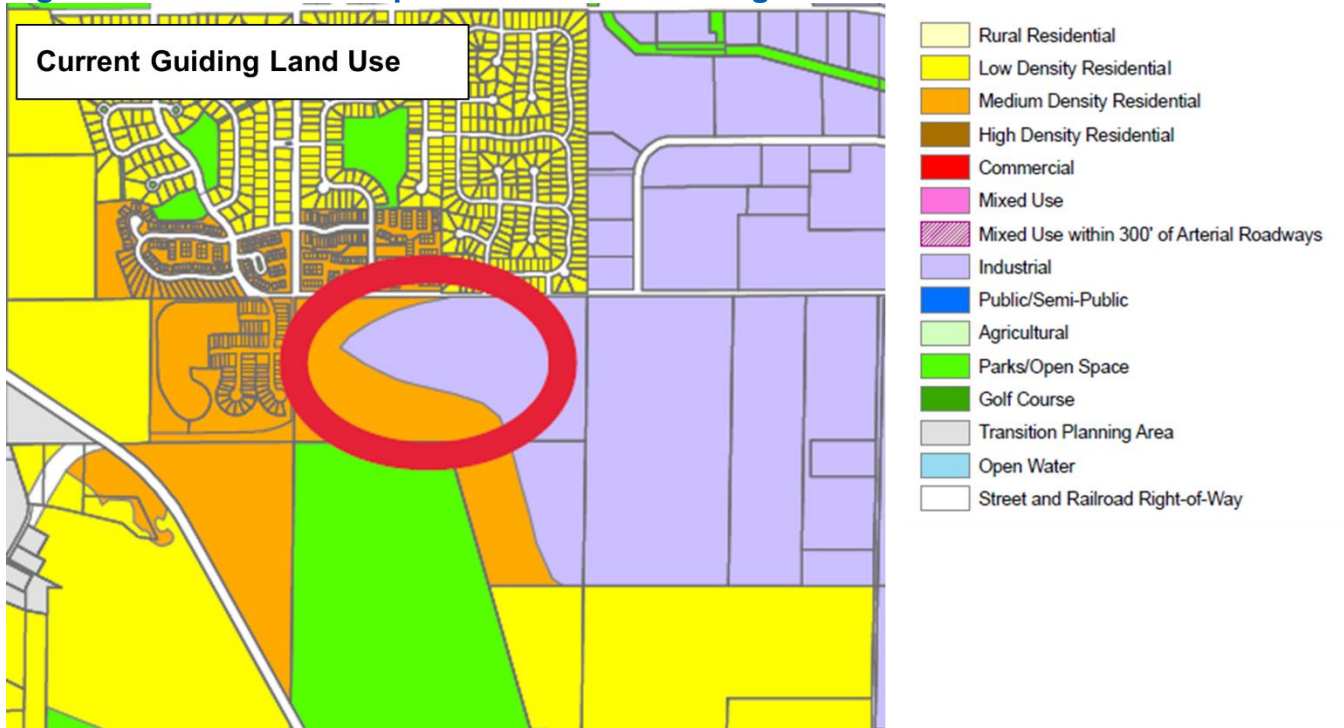
- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines



Metropolitan Council



**Figure 3. Current and Proposed Land Use Guiding**



- Rural Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial
- Mixed Use
- Mixed Use within 300' of Arterial Roadways
- Industrial
- Public/Semi-Public
- Agricultural
- Parks/Open Space
- Golf Course
- Transition Planning Area
- Open Water
- Street and Railroad Right-of-Way

- Rural Residential
- Low Density Residential
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