

# Business Item

Community Development Committee



**Committee Meeting Date:** February 5, 2024

**For the Metropolitan Council:** February 14, 2024

## Business Item: 2024-35

City of Brooklyn Park 610 Corridor Comprehensive Plan Amendment, Review File 21968-3

<b>District(s), Member(s):</b>	District 2, Reva Chamblis
<b>Policy/Legal Reference:</b>	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
<b>Staff Prepared/Presented:</b>	Eric Wojchik Planning Analyst (651-602-1330) 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 Brooklyn Park to place its comprehensive plan amendment into effect.
2. Revise the City's forecasts for population and households as shown in Table 1 of the Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Transportation and Water Supply.

### Background

The City submitted the 610 Corridor comprehensive plan amendment on September 8, 2023, with supplemental information received on September 25, 2023. On October 16, 2023, the Council found the amendment incomplete for review contingent on resolution of forecast adjustments and sewer capacity analysis. The Council received further supplemental information on December 11, 2023. The amendment proposes to reguide 158.89 acres to Mixed Use and High Density Residential. The amendment also modifies the guiding density range for Mixed Use, clarifies the scale/intensity of uses, requires a retail component, and identifies a new land use category called Pedestrian Priority Street. The amendment site is located near Highway 610 and Zane Avenue. 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, 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 Brooklyn Park

610 Corridor Comprehensive Plan Amendment]

Review File No. 21968-3, Business Item No. 2024-35

## BACKGROUND

The City of Brooklyn Park (City) is located along the northeastern border of Hennepin County, surrounded by Champlin, Coon Rapids, Fridley, Brooklyn Center, Crystal, New Hope, Plymouth, Maple Grove, and Osseo.

Thrive MSP 2040 (Thrive) designates Brooklyn Park with a “Suburban” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 83,000 to 97,900 population and 28,720 to 34,300 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 32,100 to 40,200 jobs. This amendment includes a forecast adjustment to the numbers detailed here, highlighted in Table 1.

The Metropolitan Council reviewed the City of Brooklyn Park 2040 Comprehensive Plan ([Business Item 2020-3 JT](#), Review File No. 21968-1) on January 22, 2020. This is the first comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The amendment proposes to reguide 158.89 acres to Mixed Use and High Density Residential. The amendment also modifies the guiding density range for Mixed Use, clarifies the scale/intensity of uses, requires a retail component, and identifies Pedestrian Priority Street. The amendment site is near Highway 610 and Zane Avenue. This is the City’s second amendment to its 2040 Comprehensive Plan.

## 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 acted on the 2040 Plan on January 22, 2020 ([Business Item 2020-3 JT](#), Review File No. 21968-1).
2. Council staff reviewed the Brooklyn Park Gateway AUAR Update on August 6, 2021 (Review File No. 20561-5). The AUAR Update analyzes two development scenarios for a 125-acre study area located near the southwest corner of MN Highway 610 and US Highway 169. Scenario 1 proposes a mix of multi-family housing, single-story office space, and several industrial buildings. Scenario 2 proposes light industrial/warehousing facilities in the northern portion of the study area, with the rest of the development consistent with Scenario 1.
3. The Council authorized the 610 Junction West on October 26, 2022 ([Business Item 2022-](#)



[270, Review File No. 21968-2](#)). The amendment regulated 17.23 acres from Mixed Use (12-50 units per acre with a minimum of 30% residential) to Business Park.

## 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. Regional systems within the City are identified in Figure 1. 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 Regional Parks System and is consistent with Council's *Regional Parks Policy Plan*. The nearest existing or planned unit of the Regional Parks and Trails System, Rush Creek Regional Trail, is approximately 0.6 miles north of the proposed land use change. The proposed amendment will not impact Rush Creek Regional Trail or the Regional Parks and Trails System more broadly.

#### 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 regional system has adequate capacity to serve the proposed potential development associated with this amendment.

#### Transportation

*Reviewer: Bethany Brandt-Sargent, Metropolitan Transportation Services (MTS) (651-602-1725)*

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The amendment accurately responds to updates to the TPP. The changes in land use from highway commercial to residential and mixed-use will not result in significant traffic impacts. As the regional system is already expecting large traffic increases from the previous immediate land use, there is no significant impact to the regional system anticipated from this change.

#### Advisory Comments

Council staff encourage the City to continue to develop pedestrian and bicycle facility guidance regarding the 610 area, coordinate with Hennepin County pedestrian and bicycle safety improvements along Zane Ave (CSAH 14), and traffic calming measures throughout the area to foster a pedestrian-friendly and walkable area beyond the proposed pedestrian priority streets.

Additionally, regional connections should be considered to connect the new district with regional facilities and destinations. Currently, 93rd Avenue North is designated as a Tier 2 Regional Bicycle Transportation Network (RBTN) Search Corridor. Staff encourage that this corridor connect the amendment area to RBTN alignments at West Broadway Avenue and Noble Avenue. The City should consider improved pedestrian and bicycle connections to the future Blue Line Oak Grove LRT station as planning moves forward.

### 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 amendment is consistent with regional policy. As documented in the supplemental information, the City requests a forecast revision. The City discusses uncertainties associated with development in the subject sites. In section 6.2B (page 23), the City elaborates five alternative scenarios. At the low end, the pre-amendment 2040 Plan expectation includes 741 housing units and 66,000 square feet of commercial space; at the high-end, 4,905 units and 194,000 square feet of commercial space.

Council staff’s analysis of impact considers the full extent of the net land use changes (+140.77 acres of Mixed Use, +18.21 acres of High Density Residential, and other changes), and assumes 60% residential composition and 50% absorption by 2040, with density at the mid-point of the allowed density range (55 units/acre). This set of assumptions would yield 2,650 housing units, or 1,000 more units than assumed in the TAZ allocation (Transportation Analysis Zones # 836, 837, 842, 843, and 844) of the Brooklyn Park 2040 Plan.

After consultation, City staff request a forecast revision, adding +1,000 households and +2,500 population to the 2040 forecast for Brooklyn Park. Council staff concur with these changes (shown underlined in Table 1 below). The City’s forecasts will be revised with this Council action.

*Table 1. Metropolitan Council City of Brooklyn Park Forecasts*

Category	Census 2020	Current Approved Forecast			Forecast Revision		
		2020	2030	2040	2020	2030	2040
Population	86,478	83,000	90,000	97,900	83,000	90,000	<u>100,400</u>
Households	28,749	28,720	31,400	34,300	28,700	31,400	<u>35,300</u>
Employment	29,796	32,100	36,100	40,200	32,100	36,100	40,200

## Thrive MSP 2040 and Land Use

*Reviewer: Eric Wojchik, CD – Local Planning Assistance (651-602-1330)*

The proposed amendment is consistent with *Thrive MSP 2040*, which identifies the City as a Suburban Community. The amendment includes updating the future land use map north of Highway 610, at the intersection of Oak Grove Parkway and Zane Avenue by re-guiding 51 properties to the Mixed Use (140.77 acres) and four properties to the High Density Residential (18.21 acres) land use categories, from Neighborhood Service Center (2.96 acres), Community Commercial (96.86 acres), Flex (14.77 acres), and Medium Density-High Residential (43.30 acres) land uses.

The amendment also includes text changes to the 2040 Plan, adding a Pedestrian Priority Street land use to prioritize pedestrian and bicycle safety, and requiring a retail component within the Mixed Use and the Neighborhood Mixed Use land use categories. The amendment includes a text change to raise the maximum density of the Mixed Use land use category from 12-50 dwelling units per acre to 12-100 dwelling units per acre. Finally, the amendment also includes changes to scale/intensity of the Mixed Use land use category. This includes allowing for up to 8 story buildings in this land use category, as well as 12 story buildings in the Mixed Use LRT Overlay areas.

The City’s 2040 Plan also identifies the amendment site as a future redevelopment area and shows the projected development staging of the site as 2031-2040.

Suburban communities are expected to plan for forecasted population and household growth at overall average densities of at least five units per acre. The amendment increases the City’s planned residential density from 11.02 units per acre to 11.10 units per acre (Table 2). The City’s planned density continues to exceed the minimum density (5 units per acre) expected of Suburban communities.



Table 2. Planned Residential Density, City of Brooklyn Park

Category	Density			2020-2040 Change	
	Min	Max	Net Acres	Min Units	Max Units
Low Density	1.5	3	21.00	31	63
Medium Density	3	12	3.00	9	36
Medium-High Density Residential	12	25	--	--	--
High Density	12	50	<u>45.20</u>	<u>542</u>	<u>2,260</u>
Live/Work**	3	12	1.70	5	20
Flex Use**	7	25	<u>0.60</u>	<u>4</u>	<u>15</u>
Mixed Use*	12	<u>100</u>	<u>235.00</u>	<u>2,820</u>	<u>23,506</u>
Neighborhood Mixed Use**	9	50	3.10	27	155
<b>TOTALS</b>			<b><u>309.70</u></b>	<b><u>3,438</u></b>	<b><u>26,055</u></b>
<b>Overall Density</b>				<b><u>11.10</u></b>	<b><u>84.13</u></b>

\*30% residential  
\*\*10% residential

## Housing

Reviewer: Olivia Boerschinger, CD – Housing (651-602-1327)

The amendment is consistent with the Council’s 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 795 units. The proposed amendment significantly increases 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 561 acres of higher density residential land such that at least 2,359 units could be built.

This amendment allows the City to implement the housing element of their 2040 Plan and directly contributes to their efforts to address its share of the region’s need for affordable housing in the 2021-2030 decade. The City’s 2030 forecast and 2030 affordable housing need target are unaffected by the proposal.

Brooklyn Park is a frequent participant in Livable Communities Act (LCA) programs, and in 2021 was awarded over \$1.1 million in TOD Development funds, and \$200,000 in LCDA Pre-Development funds.

## Water Supply

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

The proposed amendment is consistent with the 2040 Water Resources Policy Plan (WRPP) policies related to water supply.

### Advisory Comments

While the land use designations and density changes do not impact the Brooklyn Park local water supply plan, the forecast changes to population do not align with forecasts in the current local water supply plan attached and reviewed as part of the community’s 2040 Plan. The forecast changes will influence water supply population serviced and associated water demands for 2040. Community planners should coordinate these changes with public works staff and incorporate them into any future updates of the local water supply plan to be approved by the Minnesota DNR. If and when the local supply plan is updated and approved by the DNR, please submit a copy to the Council as an amended plan for review.

The area under review for the amendment lies within the Drinking Water Supply Management Area (DWSMA) for the City of Brooklyn Park. This DWSMA is considered highly vulnerable. Any development activities and future land uses should take this vulnerability into account and align with the community’s Wellhead Protection Plan. On-site best management practices for chlorides and other potential groundwater contaminants should be implemented where appropriate in the development area.



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

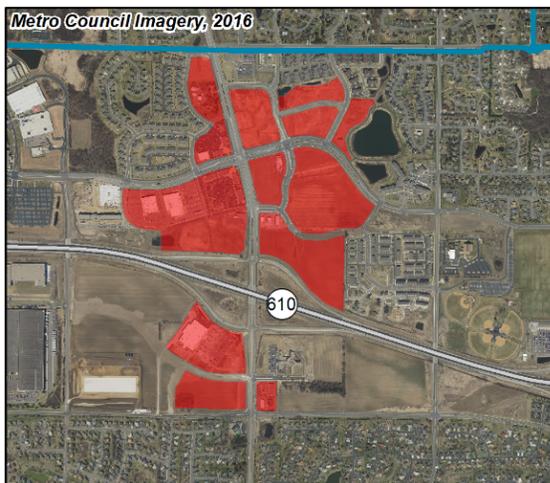
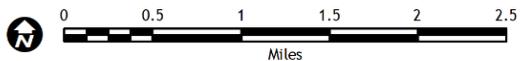
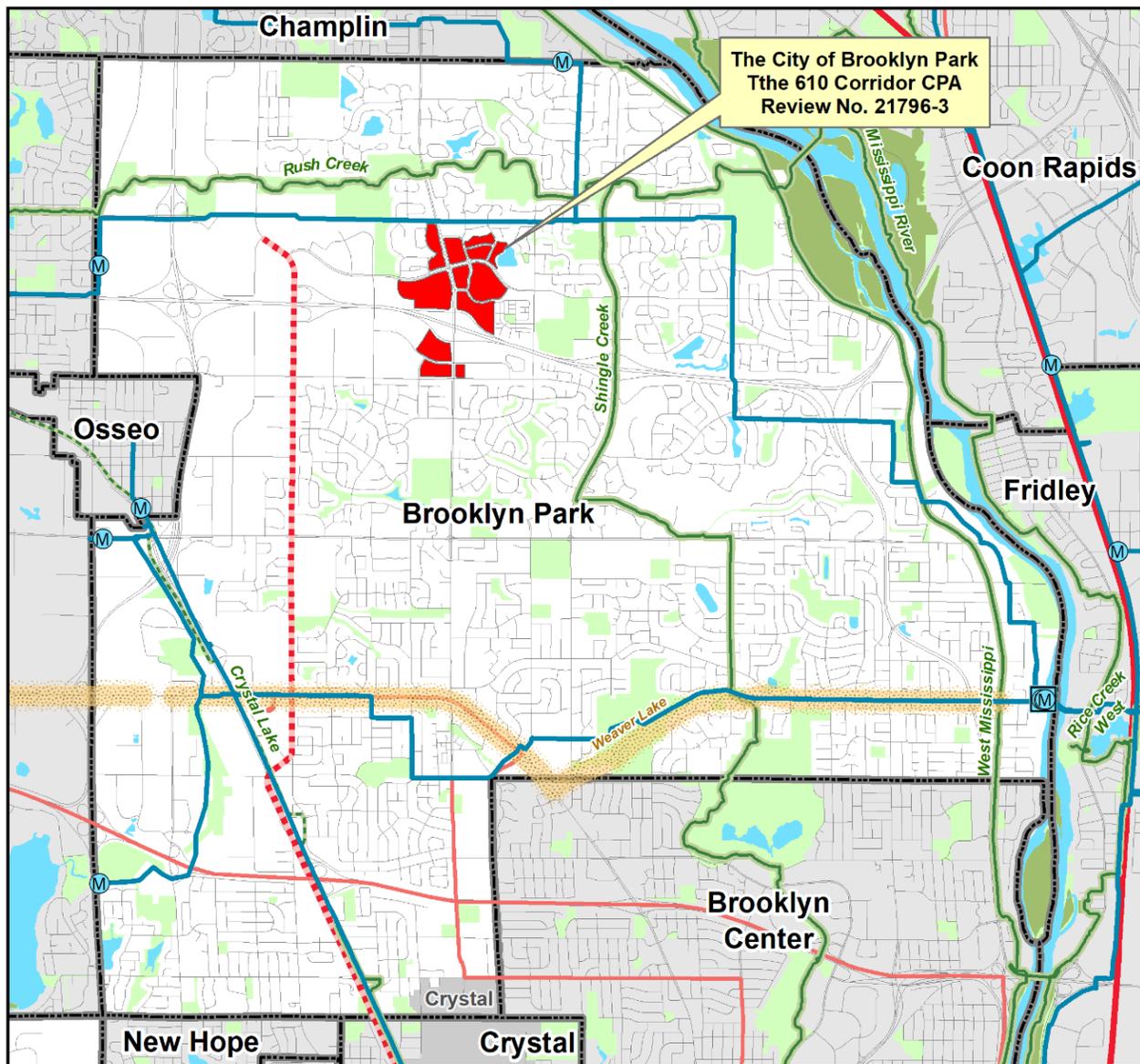
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

### ATTACHMENTS

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

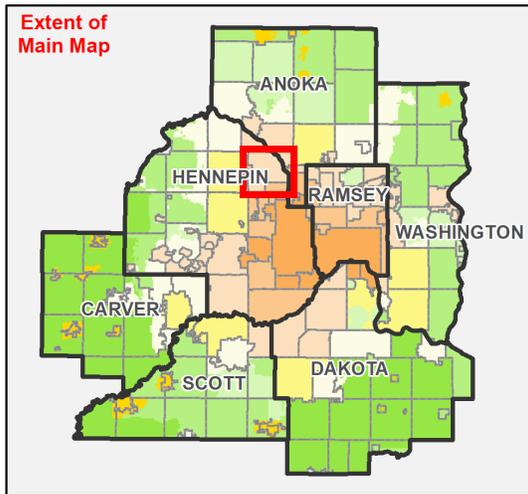
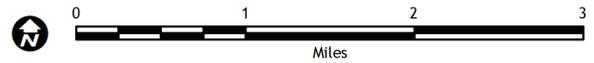
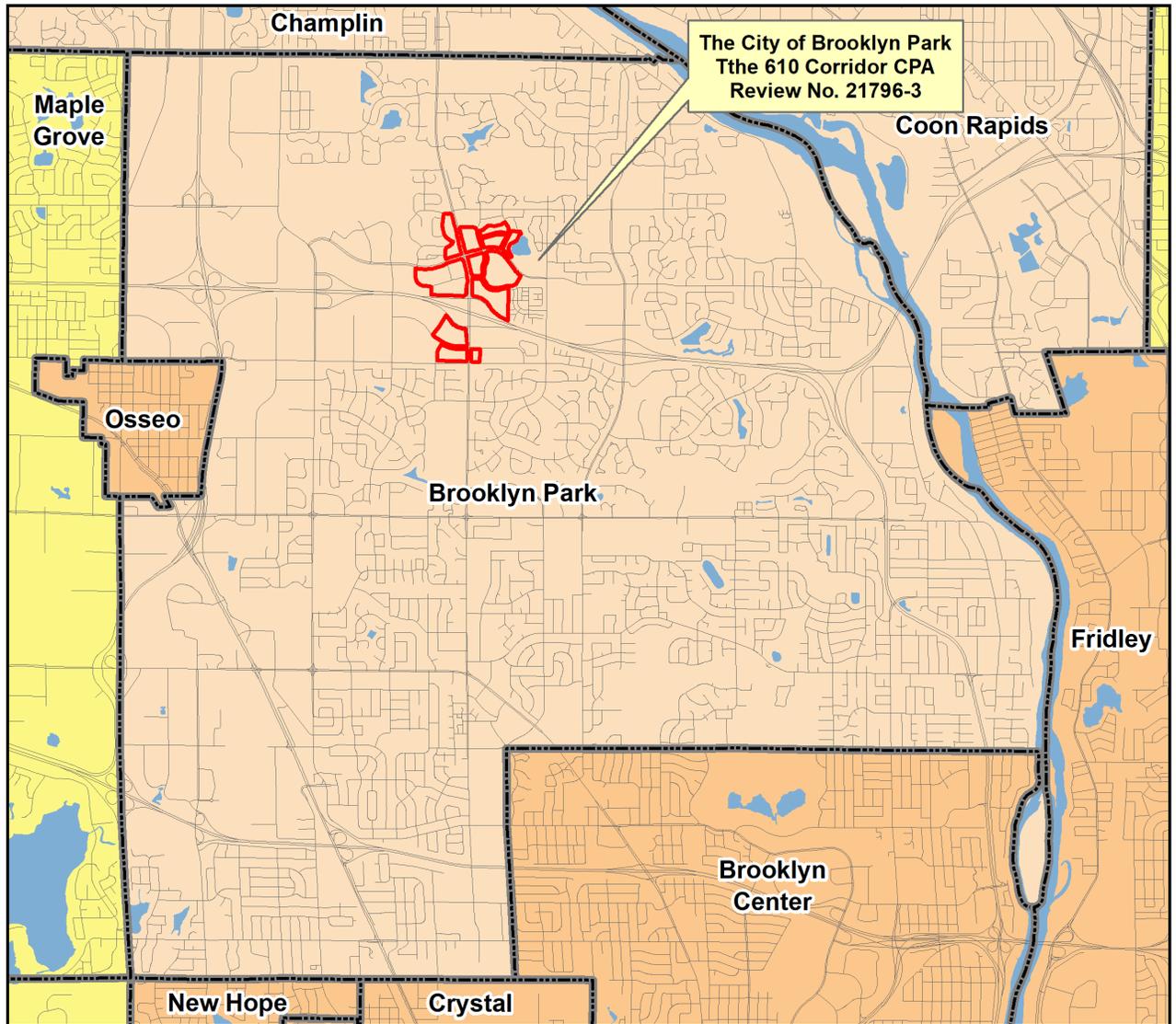


Figure 1. Location Map Showing Regional Systems



- Regional Systems**
- Regional Transitways**
- Existing
  - Planned Current Revenue Scenario
  - Potential Increased Revenue Scenario
- Wastewater**
- Meters
  - MCES Interceptors
  - Lift Stations
  - 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

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

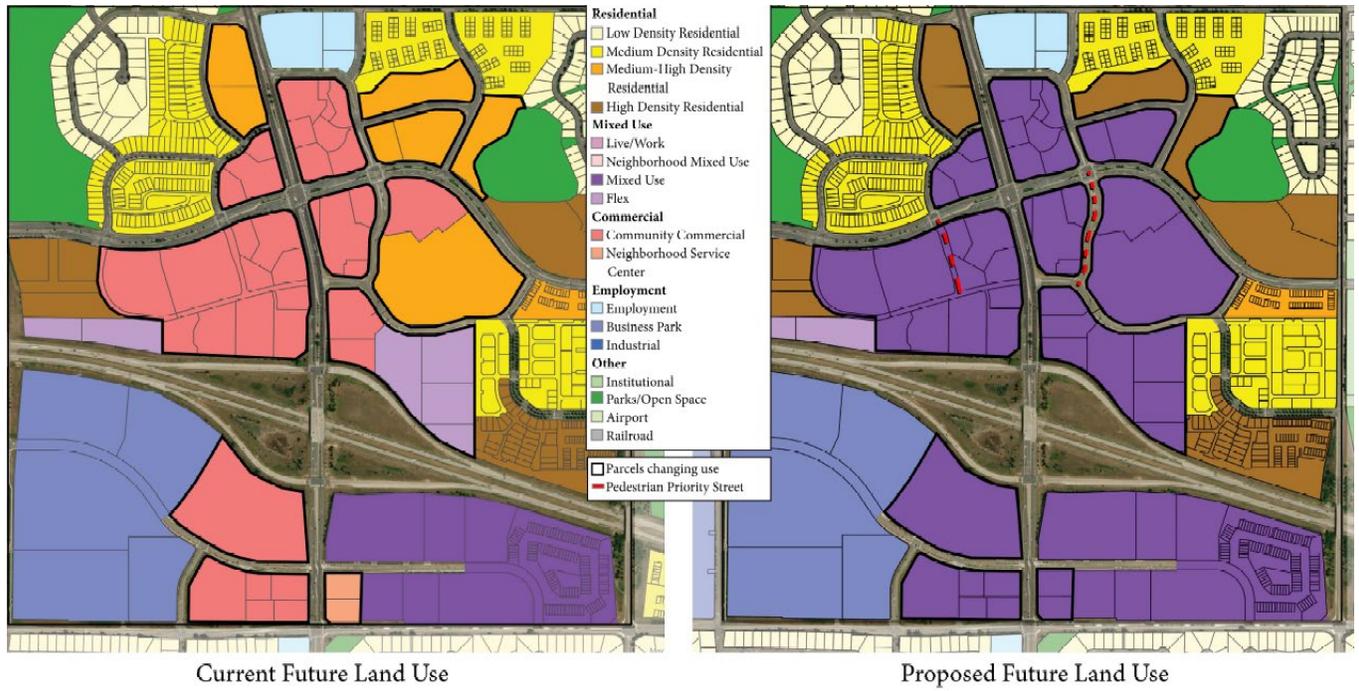


Figure 4. Land Guided for Affordable Housing

## Land Guided for Affordable Housing 2021-2030

### Brooklyn Park

Hennepin County

Council Member Reva Chamblis, District 2

2021-2030 share of regional need for Affordable Housing: **795 units**  
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	<b>Available Acres</b>	<b>×</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>×</b>	<b>Expected % Residential</b> <i>(if mixed use)</i>	<b>=</b>	<b>Minimum Units Possible</b>
<b>Medium-High Density Residential</b>	0		12		100%		0
<b>High Density</b>	45		12		100%		543
<b>Neighborhood Mixed Use</b>	15		9		10%		14
<b>Mixed Use</b>	502		12		30%		1,806
<b>Total</b>	<b>561</b>						<b>2,363</b>

Sufficient/*(insufficient)* units possible against share of regional need: **1,568**

Affordable units built since 2021: **0**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **1,568**

