

Business Item

Community Development Committee



Committee Meeting Date: May 6, 2024

For the Metropolitan Council: May 22, 2024

Business Item: 2024-117

City of Corcoran Hope Ministries Land Use Change Comprehensive Plan Amendment, Review File 21983-5

District(s), Member(s):	District 1, Judy Johnson
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Freya Thamman, Planning Analyst (651-602-1750) Angela R. Torres, Senior Manager (651-602-1566)
Division/Department:	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 Corcoran 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 for Transportation, Forecasts, Land Use, and Water Supply.

Background

The City submitted the Hope Ministries Land Use Change comprehensive plan amendment on March 15, 2024. The amendment proposes to reguide approximately 16 acres from Public/Semi-Public to Mixed Use on the northern portion of the existing Hope Community Church site at 19951 Oswald Farm Road (Figure 3). The purpose of this amendment is to allow for a variety of senior housing products that provide a continuum of care from independent living to memory care and hospice care. The development of the site is part of the larger multi-phased development (red outline on Figure 3). This is the City's fourth amendment to its 2040 Comprehensive Plan.

On May 30, 2023, Council staff received the Hope Community Mixed Use Development Environmental Assessment Worksheet (EAW) and provided comments on July 6, 2023. Council comments noted that a comprehensive plan amendment would be needed, which is addressed by this proposed amendment.

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 Corcoran

Hope Ministries Land Use Change Comprehensive Plan Amendment

Review File No. 21983-5, Business Item No. 2024-117

BACKGROUND

The City of Corcoran (City) is 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 forecasts that between 2020 and 2040, the City's employment will increase from 1,700 to 2,300 jobs.

The Metropolitan Council reviewed the City of Corcoran's 2040 Comprehensive Plan ([Business Item 2019-295 JT](#), Review File No. 21983-1) on November 13, 2019. This is the fourth comprehensive plan amendment to the City's 2040 Plan.

REQUEST SUMMARY

The amendment proposes to reguide approximately 16 acres from Public/Semi-Public to Mixed Use on the northern portion of the existing Hope Community Church site at 19951 Oswald Farm Road (Figure 3). The purpose of this amendment is to allow for a variety of senior housing products that provide a continuum of care from independent living to memory care and hospice care. The development of the site is part of the larger multi-phased development (red outline on Figure 3).

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 *Thrive MSP 2040*, 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 City of Corcoran's 2040 Comprehensive Plan on November 13, 2019 ([Business Item 2019-295 JT](#), Review File No. 21983-1).
2. The Council authorized the Tavera amendment on November 18, 2020 ([Business Item 2020-297](#), Review File No. 21983-2). It proposed a change to the Sanitary Sewer Staging plan to bring 96-acres into the 2020-2025 sewer stage from the 2035-2040 stage. The parcel was also reguided from Agriculture Preserve to Low Density Residential.
3. The Council reviewed the Wessel Project EAW (Review File No. 22385-1) on January 2, 2020. The EAW describes the project as including approximately 550 single-family homes, villas, and attached townhomes units on 270 acres in southern Corcoran.

4. The Council authorized the Land Use Change Corrections amendment on October 13, 2021 ([Business Item 2021-258](#), Review File No. 21983-3). The amendment proposed several small mapping corrections in the eastern part of the City, which total 6.5 acres. The corrections also result in two updates to the *Thrive MSP 2040* Community Designations.
5. The Council reviewed Pioneer Trail Industrial Park EAW (Review File No. 22742-1) on May 5, 2022. The EAW describes the project to include development of 56 acres including offices, retail, warehousing, and light manufacturing.
6. The Council reviewed the Corcoran Farms Business Park EAW (Review File No. 22770-1) on July 6, 2022. The EAW describes development of a 70-acre business park consisting of five buildings with a combined area of 726,394 square feet.
7. The Council reviewed the Hope Community Mixed Use Development EAW (Review File No. 22873-1) on July 6, 2023. The EAW describes the project as a mixed-use development with housing options, including age-restricted and market rate housing, as well as medical office and retail/commercial uses on approximately 44.5 acres.
8. The Council administratively reviewed the Red Barn Pet Retreat amendment on October 25, 2023 (Review File No. 21983-4). The amendment proposed regarding 14.89 acres from Light Industrial to Commercial.

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 amendment conforms to the *2040 Regional Parks Policy Plan*. There is one unit of the Regional Parks System in the vicinity of the proposed land use change. Previously a Search Corridor (Figure 1), the now planned Diamond Lake Regional Trail (Three Rivers Park District) is planned to traverse the site east to west.

The amendment acknowledges Three Rivers Park District and the planned Diamond Lake Regional Trail, noting “the trail construction in this area will start as a result of this project, so the amendment has no potential impacts on the trail (other than helping to facilitate its construction), and there is not a mitigation plan.”

Council staff concur that the amendment will not have an adverse impact on the planned regional trail and appreciate the role that the future development associated with Hope Community Church will have on bringing this future regional trail to life. The planned regional trail is referenced in a variety of locations throughout the amendment. It is clear the planned regional trail was an important consideration in the development of this amendment and future development of this space.

Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs (651-602-1511)

The amendment conforms to the 2040 Water Resources Policy Plan (WRPP). The Metropolitan Disposal System has adequate capacity for this project location.

Transportation

Reviewer: Joeseeph Widing, Metropolitan Transportation Services (MTS) (651-602-1725)

The amendment conforms to the 2040 Transportation Policy Plan with no impacts anticipated on the regional transportation system. The development will feature one new access onto the regional arterial system (County Road 30), which is located far enough from the existing intersection to meet access spacing guidelines in addition to improvements to an existing access on County Road 116 (CR 116). Estimated trips expected to be added from this development will be significant at full build out and will only be able to use two full access points, which will concentrate traffic at these locations. As this is a multiphase development expected to be built over multiple years, the planned improvements should be sufficient.

Advisory Comments

Planned intersection improvements appear sufficient at this time; however, as the proposed development will generate significant traffic as the surrounding area develops, it is advised to monitor traffic volumes at the Hope Way and CR 116 intersection for future improvements beyond those currently planned. Staff appreciate the coordination with both Three Rivers Park District and Hennepin County on a future regional trail alignment and underpass, and the easements reserved for future non-motorized facilities along both CR 30 and 116 as this area develops.

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 offered that the amendment could affect the communitywide forecast (question 6 of amendment submittal form); subsequently, the City states that development will be spread over the current and next decade. The opening of housing will be split between the current decade and the early- to mid-2030s. Considered with other projects underway or proposed, community total forecast adjustments are not needed at this time. Expected development still fits within the 2030 forecast and the 2040 forecast (Table 1).

Table 1. Metropolitan Council City of Corcoran Forecasts

Category	Census 2020	Current Approved Forecast		
		2020	2030	2040
Population	6,185	6,700	8,900	11,300
Households	2,174	2,500	3,570	4,700
Employment	1,450	1,700	2,010	2,300

Advisory Comments

The Metropolitan Council will need to update the Transportation Analysis Zone (TAZ) allocations for northeast Corcoran. TAZ allocations have been prepared by City of Corcoran. The Hope Community site is a small part of TAZ #786. The City's 2040 comprehensive plan (2040 Plan) expects TAZ #786 to gain +12 (twelve) households and no population during 2020-2040. These expectations will be revised.

The Council, in its database, will add +300 households and associated population to the 2030 forecast; +600 households and associated population to the 2040 forecast of TAZ #786. The same amounts will be debited from other parts of Corcoran; resulting community totals will be unchanged. City staff are welcome to contact Council Research with any questions.

Thrive MSP 2040 and Land Use

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

The amendment is consistent with the land use policies of *Thrive MSP 2040* (Thrive). Thrive designates the City in two community designations: Emerging Suburban Edge and Diversified Rural. The amendment is in the Emerging Suburban Edge part of the City (Figure 2). Emerging Suburban Edge communities are expected to plan for an overall net density of 3-5 units per acre.

The amendment proposes to reguide approximately 16 acres from Public/Semi-Public to Mixed Use on the northern portion of the existing Hope Community Church site at 19951 Oswald Farm Road (Figure 3). The site for the Hope Community Church remains guided Public/Semi-Public. The development of the site is part of a larger multi-phased development (red outline on Figure 3). Council staff provided comments on Hope Community Mixed Use Development Environmental Assessment Worksheet (EAW) on July 6, 2023.

Hope Community Church has had a long-term vision to create a campus that would provide places for people of multiple age groups to live, work, dine, and worship. Components of this vision include senior housing options as well as future multi-family, retail, and medical office spaces. The submittal indicates the project is expected to ten years to reach full build out and have approximately 650 units. The review of this amendment is specific to the 16 acres land use change being proposed.

This is the first phase of the planned development with the future phases anticipated to include additional housing, retail, and medical office. The purpose of this amendment is to allow for a variety of senior housing products that provide a continuum of care from independent living to memory care and hospice care. It is anticipated to have 20 detached senior villas, six senior townhomes, 110 independent living units, and 122 units within a building providing independent living, assisted living, and memory care (28 units). In total, 258 units and 28 memory care units are anticipated; however, the submittal indicates the final mix of units will be confirmed with the final plat.

The City's 2040 Plan indicates that the intent of the Mixed Use district is to allow for development that combines residential and commercial uses into a coordinated, planned development project and creates a sense of place. The Plan indicates that approximately half the land within the Mixed Use designation (community-wide) is anticipated to develop at a residential density of 8-30 units per acre. The submittal notes that the 2040 Plan does not state that half of each *development* within the land use designation will develop at a residential density of 8-30 units per acre. Designation-wide, the 2040 Plan anticipates an upper limit of 6,886 units (prior to this amendment) within the Mixed Use land use category by 2040. The submittal indicates there are 857 units within this land use designation, including this project.

With this land use change from Public/Semi-Public to Mixed Use, the City's planned minimum residential density increases. As shown in Table 2 below (change underlined), the City has a planned minimum residential density of 3.4 to 6.4 units per acre, which is consistent with Council land use and density policy for areas within the Emerging Suburban Edge community designation.



Table 2. Planned Residential Density, City of Corcoran

Category	2018-2040 Change				
	Density		Net Acres	Units	
	Min	Max		Min Units	Max Units
Existing Residential*	0.5	1	1,019.2	510	1,019
Low Density Residential*	3	5	2,590.4	7,771	12,952
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	237.5	1,900	7,126
	TOTALS		4,395.7	14,735	28,241
	Overall Density			3.4	6.4

Based on Plan Table 2-3, Staging Table with Residential Density and Units
 *Does not include the residential acres noted in the Plan Table 2-3 as being within the study area for future regional wastewater service.
 **Mixed Use allows for developments that combine a mix of uses in a coordinated, planned development project. The City's Plan expects community-wide approximately half of the Mixed Use district acreage to develop with residential.

Advisory Comments

- Review is specific to the proposed 16 acre land use change. Future phases of the development will need to be assessed to ensure consistency with the 2040 Plan.
- The amendment indicates that the senior housing continuum of care mix has not been finalized. The submittal also indicates the number of Mixed Use units (857) is category-wide. Updates to these units will need to be included with future Mixed Use amendments to ensure Plan consistency.
- When considering residential units and future phases to the development's full buildout, use the Council residential unit and net residential density guidelines: Housing Units vs Group Quarter <https://metro council.org/Handbook/Files/Resources/Fact-Sheet/LAND-USE/Housing-Unit-vs-Group-Quarter.aspx> and Net Residential Density guidelines: <https://metro council.org/Handbook/Files/Resources/Fact-Sheet/LAND-USE/Net-Residential-Density.aspx>, which outlines what can be netted from the density calculation, including public trails and arterial road right ways. Please contact your Sector Representative with any questions.

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 the City's share of the region's 2021-2030 need for affordable housing, which is 377 units. The proposed amendment does not impact 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 745 acres of higher density residential land such that at least 4,288 units could be built.

The proposed amendment will allow for the construction of over 250-units of a variety of senior housing products (providing a continuum of care from independent living to hospice care) all priced at market rate. This amendment does not impact the ability of the City to implement the housing element of their 2040 Plan and does not directly contribute to their efforts to address its share of the region's need for affordable housing in the 2021-2030 decade.



Water Supply

Reviewer: Lanya Ross, ES – Water Supply Planning (651-602-1803)

The Plan is consistent with the Water Resources Policy Plan policies related to water supply. The addition of the water tower was included in the City's local water supply plan, although the timing was accelerated sooner than the anticipated date of approximately 2030. That local water supply plan does not include plans for installing municipal public water supply wells.

Advisory Comments

As the community works with MN Department of Natural Resources (DNR) through the process of developing municipal public water supply wells and requesting water appropriation permits, please update the local water supply plan to reflect updated plans for the City's water supply and provide that updated plan to the Metropolitan Council as part of a future comprehensive plan amendment.

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

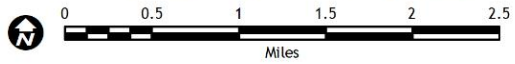
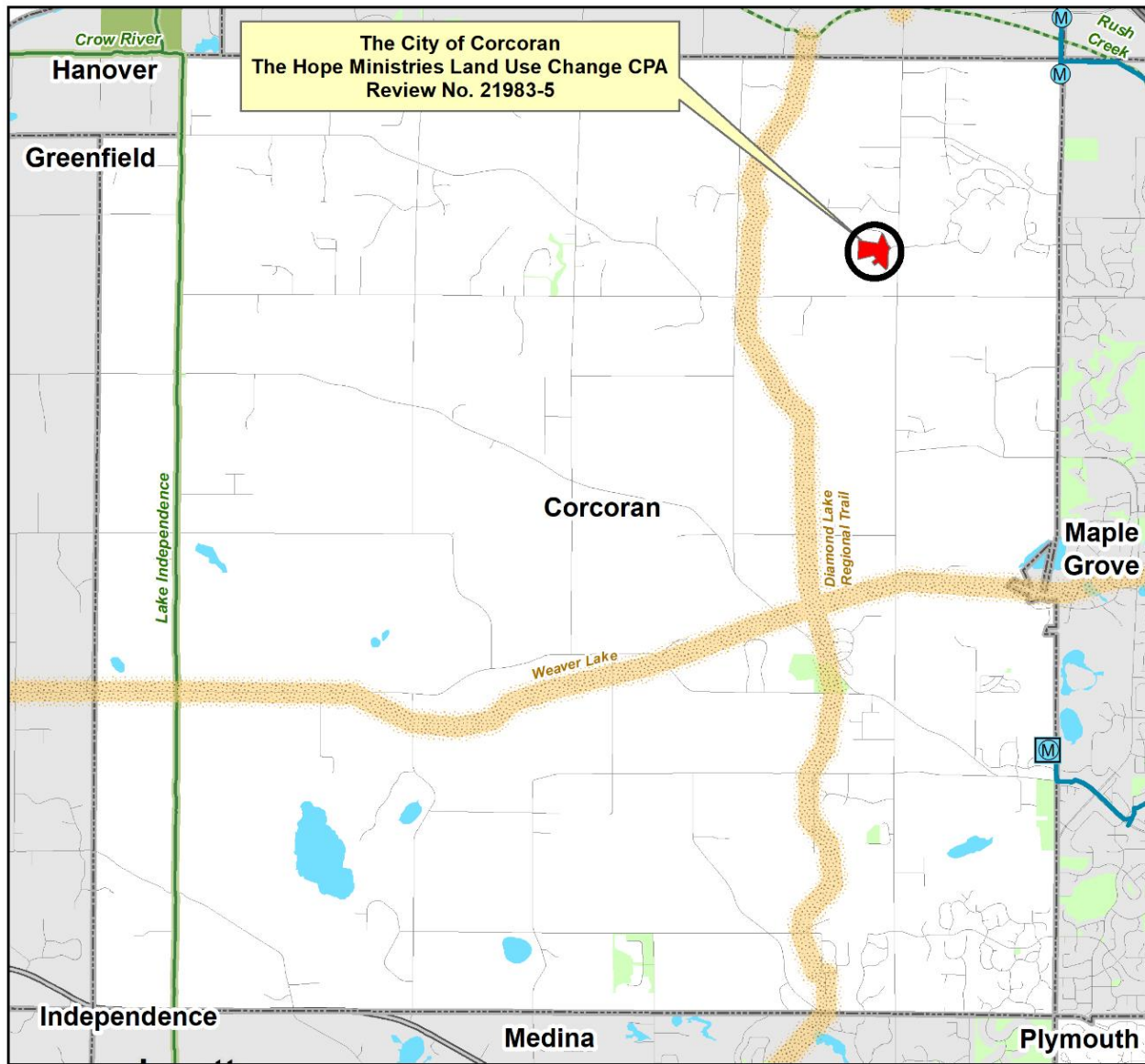
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

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

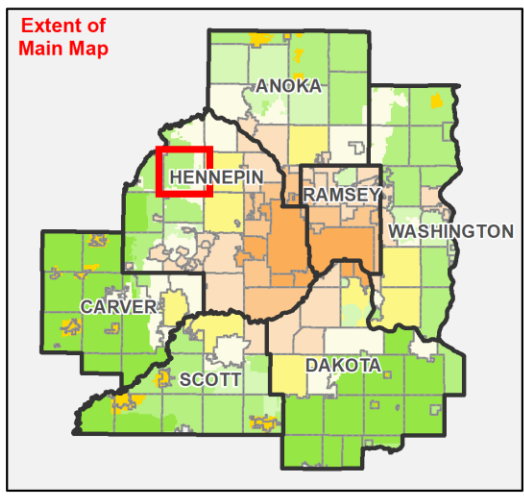
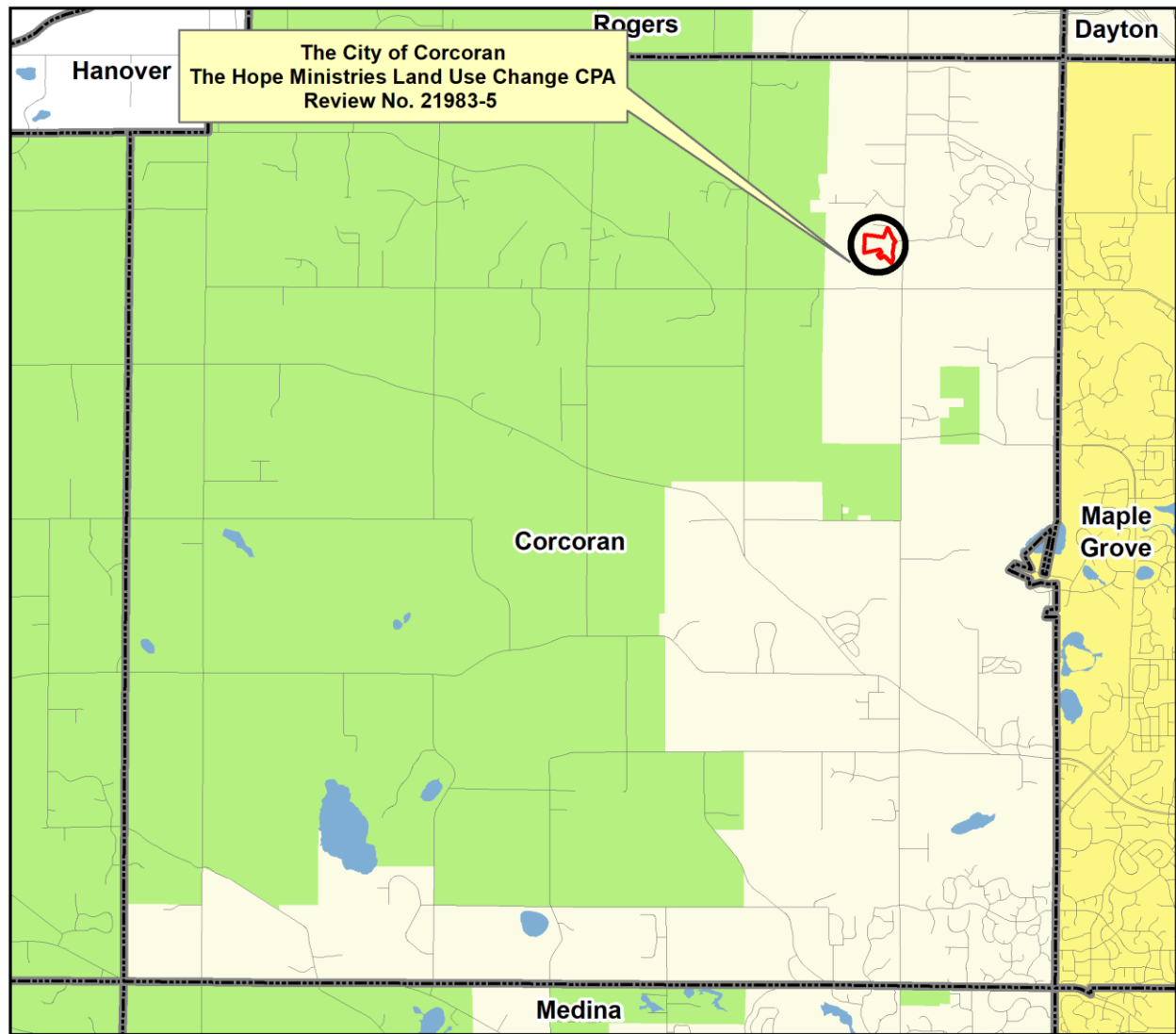


- Regional Systems**
- Regional Transitways**
- Existing
 - Planned Current Revenue Scenario
 - Potential Increased Revenue Scenario
- Wastewater**
- Meters
 - MCES Interceptors
 - Lift Stations
 - MCES Treatment Plants
- Regional Highway System**
- Interstates
 - US Highways
 - State Highways
 - County 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



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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



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Figure 3. Current and Proposed Land Use Guiding

