



PLANNING COMMISSION STAFF REPORT

2040 Comprehensive Plan

FROM: Dan Olson, City Planner

TO: Planning Commission (for April 9 Meeting)

DATE: April 5, 2018

RE: Public meeting to receive input on the proposed 2040 Comprehensive Plan and continue review of proposed plan amendments

A. BACKGROUND

At the April 9, 2018 Planning Commission meeting, staff will present an overview of proposed changes and updates to the city's Comprehensive Plan. This presentation is an opportunity for the public to review the proposed changes before the plan is sent to adjacent jurisdictions and Metropolitan Council for their review and comment. Notice of the April 9 presentation was published in the Sun Post on March 29 and promoted through the city's website and social media.

Summary of Proposed Changes and Updates

The plan update is being done in-house by staff to reflect current information and to reduce the size of the current plan as much as possible. The following chapters would be deleted and any relevant information included with other chapters:

E: Revised Met Council Forecasts – There are no proposed revisions to the 2040 forecasts

H: Redevelopment – This chapter would be merged with land use (chapter F)

The following chapters would be updated to reflect current information without significant policy changes:

- C: Baseline (demographic information)
- D: Metropolitan Council Forecasts
- I: Roadway jurisdiction
- J: Roadway functional classification
- L: Public transit
- M: Aviation

O: Water resources

The following chapters would incorporate the following amendments, in addition to updating current information:

B: Planning Area Designation. This chapter incorporates land use policies for the “urban” land use designation, which was attributed to Crystal by the Metropolitan Council. The urban designation is primarily for inner-ring suburbs and is described as those communities that:

“developed primarily during the economic prosperity between the end of World War II and the economic recession of 1973-1975. These cities, adjacent to the Urban Center communities, experienced rapid development to house the growing families of the baby boom era. With considerable growth and development along highways, the Urban communities exhibit the transition toward the development stage dominated by the influence of the automobile”.

At the April 9, 2018 meeting, the Planning Commission will be reviewing the land use policies for the urban designation proposed by the Met Council to see if those policies are appropriate for Crystal. The Commission will then make a recommendation to the City Council on which policies to include in the Comprehensive Plan.

F: Land Use. Staff is proposing to incorporate the redevelopment policies in chapter H with this chapter. The number of proposed redevelopment areas would be reduced from 23 to 4 to focus redevelopment in those areas where it is likely to occur:

- Area A: The area near the proposed LRT station at Bass Lake Road and Highway 81 excluding the low density residential neighborhoods.
- Area B: A narrow tract of land near the intersection of 52nd Avenue and Douglas Drive that is currently the location for legally non-conforming commercial uses.
- Area C: The area around the intersection of 42nd Avenue and Douglas Drive
- Area D: The area on Douglas Drive between 36th and 32nd Avenues.

The Commission has reviewed updates to the existing land use map and table and will be reviewing the proposed updates to the 2040 land use map and table at their meeting on April 9, 2018.

G: Housing. Staff will add a summary of the housing gap analysis, which will be reviewed by the City Council and Planning Commission at their joint meeting on April 19, 2018.

K: Non-motorized transportation. Staff will update the city’s proposed sidewalk plan and consider adding trails identified in the park master planning process.

N: Parks and Open Space. This chapter has been updated to reflect a summary of the “Park and Recreation System Master Plan” adopted by the City Council in 2017.

B. CONTINUE REVIEW OF PROPOSED CHANGES/UPDATES

There are two subject areas needing Planning Commission review. Please see the following attachments:

1. Land use policy statements in chapter B
2. 2040 land use map and table

Chapter B: Planning Area Designation (attachment 1)

At the January 8, 2018 Planning Commission meeting, the Commission reviewed the proposed changes to this chapter, but asked for further discussion on the proposed policies. The policy statements are from Metro Council for all cities in the Twin Cities area and for those cities identified with the “Urban” designation. Staff has added a comment to each policy statement to demonstrate how the city is to carry out these policies.

Chapter F: Land Use (Attachment 2)

The 2040 planned land use map is attachment B. Staff will distribute the 2040 land use table at the April 9, 2018 Planning Commission meeting.

C. NEXT STEPS

The following is the timeline for completing the comprehensive plan update:

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|---------------------------|--|
| <u>May 1, 2018:</u> | City Council meeting to review public comments and to authorize submittal of the plan to adjacent jurisdictions |
| <u>May 4, 2018:</u> | The proposed plan will be submitted to adjacent jurisdictions for their review. At the same time, the plan will be submitted to the Metropolitan Council for a preliminary review. |
| <u>November 5, 2018:</u> | City Council meeting to review comments from adjacent jurisdictions and Metropolitan Council. This meeting may be held earlier if the city receives all the comments before the six month deadline passes. |
| <u>November 19, 2018:</u> | Planning Commission holds public hearing for additional public input |
| <u>December 4, 2018:</u> | City Council meeting to authorize submittal of the final plan to the Metropolitan Council |

After the Metropolitan Council completes their review in 2019, a City Council meeting will be held to officially adopt the plan.

D. REQUESTED ACTION

This agenda item is being presented so the public may make comments on the proposed 2040 Comprehensive Plan and so that the Commission may provide comments on the remaining plan amendments.

Attachment 1

LAND USE POLICIES FROM CHAPTER B: PLANNING AREA DESIGNATION

Policy 1: Align land use, development patterns and infrastructure to make the best use of public and private investment.

Strategies for all communities

- Plan for development to support forecasted growth at appropriate densities as articulated in the land use policies for the Urban designation. *Comment: The 2040 land use map and table will support forecasted growth through a variety of strategies, including allowing accessory dwelling units, reducing residential lot sizes and widths, promoting residential infill, and identifying redevelopment areas in the city.*
- Plan and develop interconnected and well-connected local streets, adequate stormwater infrastructure, adequate water supply, and properly managed subsurface sewage treatment systems to support local growth forecasts. *Comment: As development is proposed, the city reviews these site plan elements to ensure that streets and utilities are adequately providing these necessary services.*
- Develop plans to improve conditions for and encourage walking and bicycling where appropriate. *Comment: The non-motorized transportation chapter of the Plan provides strategies for encouraging walking and biking on city streets.*
- Maintain, replace, or expand local facilities and infrastructure to meet growth and development needs. *Comment: As development is proposed, the city reviews these site plan elements to ensure that infrastructure adequately provides these necessary services.*
- Adopt and implement the local comprehensive plan following Metropolitan Council review. *Comment: The city intends to adopt a Comprehensive Plan as required by Minnesota statute 473.175.*

Strategies for Urban Communities

- Plan for forecasted population and household growth at average densities of at least 10 units per acre for new development and redevelopment. Target opportunities for more intensive development near regional transit investments at densities and in a manner articulated in the 2040 Transportation Policy Plan. *Comment: The 2040 land use map and table will support forecasted growth through a variety of strategies, including allowing accessory dwelling units, reducing residential lot sizes and widths, promoting residential infill, and identifying redevelopment areas in the city.*
- Identify areas for redevelopment, particularly areas that are well-served by transportation options and nearby amenities and that contribute to better proximity between jobs and housing.
- Lead detailed land use planning efforts around regional transit stations and other regional investments. *Comment: The past several years the city has worked with Metro Transit and Hennepin County to implement the proposed extension of the Blue Line LRT system. The city is working to implement a transit-oriented development (TOD) overlay zoning regulation within the proposed station area.*

- Plan for and program local infrastructure needs (for example, roads, sidewalks, sewer, water, and surface water), including those needed for future growth and to implement the local comprehensive plan. *Comment: As development is proposed, the city reviews these site plan elements to ensure that infrastructure adequately provides these necessary services.*
- Recognize opportunities for urban agriculture and small-scale food production. *Comment: The city currently allows raising of chickens, beekeeping, and community gardens.*

Policy 2: Conserve, restore, and protect the region’s natural resources to ensure availability, support public health and maintain a high quality of life.

Strategies for all Communities

- Include goals, priorities and natural resource conservation strategies in the local comprehensive plan to protect and enhance natural resources identified in regional and local natural resource inventories. *Comment: The Park and Recreation System Master Plan, referenced in chapter N of the Comprehensive Plan, has identified some parks as “natural area/passive park”.*
- Conserve, protect and interconnect open space to enhance livability, recreational opportunities and habitats. *Comment: The Park and Recreation System Master Plan has identified some parks as “natural area/passive park”.*
- Adopt and implement ordinances for the conservation and restoration of natural resources within the community. *Comment: The Park and Recreation System Master Plan has identified some parks as “natural area/passive park”.*
- Work with regional partners and regional park implementing agencies to identify, plan for, and acquire natural areas and resources prime for preservation and protection. *Comment: The City works with Three Rivers Park District to construct regional trails and also on restoration efforts at MAC Park.*

Strategies for Urban communities

- Integrate natural resource conservation and restoration strategies into the local comprehensive plan. *Comment: The Park and Recreation System Master Plan has identified some parks as “natural area/passive park”, which are areas set aside for preservation of natural resources and open space.*
- Identify lands for reclamation, including contaminated land, for redevelopment and the restoration of natural features and functions. *Comment: The land use chapter of the Comprehensive Plan has identified areas for future redevelopment. On some of these sites it may be necessary to address contamination issues and improve the natural features of the site.*
- Develop programs that encourage the implementation of natural resource conservation and restoration. *Comment: The Park and Recreation System Master Plan has identified some parks as “natural area/passive park”, which are areas set aside for preservation of natural resources and open space.*

Policy 3: Conserve, restore, and protect the quality and quantity of the region’s water resources to ensure ongoing availability, support public health, and maintain a high quality of life.

Strategies for all Communities.

- Collaborate and convene with state, regional and local partners to protect, maintain, and enhance natural resources protection and the protection of the quality and quantity of the region's water resources and water supply. ***Comment: The Joint Water Commission (JWC) owns and operates the potable water supply for the cities of Crystal, New Hope and Golden Valley. The JWC has a water supply plan, which is included in this Comprehensive Plan by reference. The city is also a member of both the Bassett Creek Watershed Management Commission and the Shingle Creek Watershed Management Commission.***
- Prepare and implement local water supply plans and source water (wellhead) protection ordinances, consistent with Minnesota Rules 4720, in all communities with municipal water supply. ***Comment: The city is expecting to adopt these ordinances in 2018.***
- Plan land use patterns that facilitate groundwater recharge and reuse, and reduce per capita water use to protect the region's water supply. ***Comment: A significant water infiltration project is planned to be constructed in Becker Park in Crystal in 2019.***
- Plan for sustainable water supply options and groundwater recharge areas to promote development in accordance with natural resources protection and efficient use of land. ***Comment: The city is fully developed, but is working on ordinances to allow for land intensification in appropriate areas. The city's water source is surface water that is purchased from the city of Minneapolis and only has wells for emergency backup use.***
- Prepare and implement local surface water plans as required by Minnesota Rules Chapter 8410, the Metropolitan Land Planning Act, and the 2040 Water Resources Policy Plan. ***Comment: The city has a surface water management plan which is currently being updated.***
- Reduce the excess flow of clear water into the local wastewater collection system (inflow and infiltration). Participate in inflow/infiltration grant programs as available. ***Comment: The city has been actively reducing inflow and infiltration (I & I) in a number of ways. In 2018 the city will be completing replacement of all sanitary sewer manhole lids with solid covers. Sanitary sewer lining and replacement have also occurred over the last few years.***
- Adopt and enforce ordinances related to stormwater management and erosion control. ***Comment: The city has recently updated the entire city code, which included updates to the storm water management and erosion control provisions.***
- Adopt and implement best management practices for abating, preventing, and reducing point and nonpoint source pollution. ***Comment: These practices were included in the recent updating of the city code related to storm water management and illicit discharge.***
- Integrate drinking water source protection into local land use decisions, particularly in Drinking Water Supply Management Areas. ***Comment: The city's potable water is purchased from the city of Minneapolis, which draws water from the Mississippi River. The only Drinking Water Supply Management Area (DWSMA) that includes Crystal is a small area located in the northeast corner of Brooklyn Center.***
- Develop programs that encourage stormwater management, treatment, and infiltration. ***Comment: The city has a stormwater management ordinance in its unified development code, and coordinates with the city's watershed commissions in the review of proposed development.***

Strategies for Urban communities

- Implement best management practices to control and treat stormwater as redevelopment opportunities arise. ***Comment: The city has a stormwater management ordinance in its unified development code and coordinates with the city's watershed commissions in the review of proposed development.***
- Explore alternative water supply sources to ensure alternative water resources beyond 2040. ***Comment: The primary source of potable water is from the Mississippi River purchased from the city of Minneapolis. The Joint Water Commission has three wells that are available for emergency use only.***

Policy 4: Promote housing options to give people in all life stages and of all economic means viable choices for safe, stable and affordable homes.

Strategies for all communities

- Prepare a local comprehensive plan that addresses the affordable housing plan requirements of the Metropolitan Land Planning Act, including guiding sufficient land to support a community's share of the regional affordable housing need and an implementation section that identifies the programs, fiscal devices, and official controls to be employed to address a community's share of the regional need for affordable housing. ***Comment: These housing issues are addressed in the housing and land use chapters of the Comprehensive Plan.***
- Review local ordinances, policies and partnerships to ensure they encourage and facilitate the opportunity for the development or preservation of affordable and lifecycle housing. ***Comment: much of Crystal housing is considered affordable, but the city has implemented (or is implementing) ordinances to encourage affordable housing such as reducing residential lot areas and widths and allowing accessory dwelling units.***
- Identify and analyze local markets, location, condition, and availability of affordable units, both publicly subsidized and naturally occurring, to inform the housing element of the local comprehensive plan. ***Comment: The city has completed a housing gap analysis to inform future housing needs. This analysis is summarized in the housing chapter of the Plan.***
- Participate in Livable Communities Act programs by negotiating affordable and lifecycle housing goals that support regional and local housing needs, and prepare a Housing Action Plan to address those goals and become eligible to access grant funding to address local development and redevelopment objectives. ***Comment: As noted in the housing chapter of the Plan, the city participates in the Livable Communities program.***
- Collaborate with partners, especially counties, to rehabilitate and preserve existing housing. ***Comment: As noted in the housing chapter of the Plan, the city currently provides these housing programs.***

Strategies for Urban communities. Comment: The city's housing stock is considered very affordable, such so that the Metropolitan Council is only requiring 25 affordable units to be built in Crystal between 2021 and 2030. Nevertheless the city has identified redevelopment areas in the land use chapter of the Plan that will address higher density housing that may be defined as affordable. The city has implemented (or is implementing) ordinances to encourage affordable housing such as reducing residential lot areas and widths and allowing accessory dwelling units.

Designate land in the comprehensive plan to support household growth forecasts and address the community's share of the region's affordable housing need through redevelopment at a range of densities. *Comment: The land use chapter of the Plan identifies redevelopment areas that will support household growth forecasts.*

- Plan for a mix of housing affordability in station areas along transitways. *Comment: The city has identified a transit-oriented development area in the land use chapter of the Plan where affordable housing may occur.*
- Plan for affordable housing that meets the needs of multigenerational households. *Comment: Redevelopment areas have been identified in the land use chapter of the Plan where affordable housing could be constructed. The city has implemented (or is implementing) ordinances to encourage affordable housing such as reducing residential lot areas and widths and allowing accessory dwelling units.*
- Use state, regional, and federal sources of funding, and/or financing and development tools allowed by state law to facilitate the development of new lifecycle and affordable housing. *Comment: The city has demonstrated its willingness to partner with other organizations to provide funding to build new affordable housing. Most recently in 2015, this funding assisted in the construction of a 130-unit affordable senior apartment building in Crystal.*

Policy 5: Sustain and improve a multi-modal transportation system to support regional growth, maintain regional economic competitiveness, and provide choices and reliability for the system's users.

Strategies for all communities

- Consider travel modes other than the car when reviewing land development plans to better connect and integrate choices throughout all stages of planning. *Comment: When reviewing proposed development plans, the city looks for opportunities to make pedestrian and bicycle connections.*
- Plan for and construct an interconnected system of local streets, pedestrian, and bicycle facilities that is integrated with the regional system to minimize short trips on the regional highway system. *Comment: The city is fully developed but in reviewing development proposals, looks for opportunities to connect new streets to the existing network and to pedestrian and bicycle facilities.*
- Adopt access management standards that support state and county highway access and mobility needs. *Comment: The city works cooperatively to adhere to County and State access standards and mobility needs.*
- Plan for compatible land uses and air space adjacent to the system of regional airports. *The city has zoning regulations in place that provide for future compatible development adjacent to the Crystal Airport.*
- Participate in regional transportation planning activities to ensure that the metropolitan planning process and regional transportation systems reflects local needs. *The past several years, Crystal has worked with Metro Transit and Hennepin County to implement the proposed extension of the Blue Line LRT system.*
- Work with partners in communities, counties, and the region at large to coordinate transportation, pedestrian, bicycle, and trail connections within and between jurisdictional boundaries. *Comment: Crystal has worked cooperatively with Three Rivers Park*

District and Hennepin County for the extension of regional trails and to plan future pedestrian and bicycle facilities.

Strategies for Urban communities

- Develop comprehensive plans that focus on growth in and around regional transit stations and near high-frequency transit services, commensurate with planned levels of transit service and the station typologies (for example, land use mix, density levels) identified in the 2040 Transportation Policy Plan. ***Comment: In the land use chapter of the Comprehensive Plan, the city has identified a transit-oriented development area around the proposed Bass Lake Road LRT station. The city is proposing to adopt new zoning regulations that will focus redevelopment opportunities in this area.***
- Develop local policies, plans, and practices that improve pedestrian and bicycle circulation, including access to regional transit services, regional trails, and regional bicycle corridors. ***Comment: The city works cooperatively with Three Rivers Park District and Hennepin County to improve and plan for regional pedestrian and bicycle connections, such as the extension of the Bassett Creek Regional Trail.***
- Consider implementation of travel demand management (TDM) policies and ordinances that encourage use of travel options and decrease reliance on single-occupancy vehicle travel. ***Comment: Although Crystal does not have what would be considered a larger employer that brings many workers into the city at specific times, the city works to create an environment to reduce congestion at peak travel times. These strategies include providing opportunities to bike or walk to work, and improving pedestrian crossing through pavement markings.***
- Engage private sector stakeholders who depend on or are affected by the local transportation system to address local business needs such as routing, delivery, and potential land use conflicts. ***Comment: The city has partnered with the traffic routing app, Waze, and is participating in the Connected Citizens Program. This program brings citizens and cities together to provide current road and traffic conditions. The vast majority of commercial areas in Crystal are along County highways of higher functional classification.***
- Adopt development standards that improve the user experience, circulation, and access for bicyclists and pedestrians. ***Comment: As a fully developed city, Crystal has fewer opportunities to create new bicycle and pedestrian infrastructure. However the city is actively working with Hennepin County and Metro Transit to plan for improved pedestrian and bicycle connections around the proposed Bass Lake Road LRT station.***
- Adopt Complete Streets policies that improve safety and mobility for all road users. ***Comment: The city is currently in the process of developing a number of policies to improve traffic safety and mobility, which may include a Complete Streets policy.***

Policy 6: Foster connected land use options to provide businesses and industries with access to materials, markets, and talent.

Strategies for all communities. Comment: The Plan identifies four redevelopment areas in the land use chapter where redevelopment will lead to an intensification of land use, whether commercial or residential redevelopment. The city is completing a market analysis to inform the proposed transit-oriented development zoning regulations. The market analysis included input from potential developers of the redevelopment areas.

- Plan for the further development of and intensification of existing and emerging job concentrations. *Comment: In the land use chapter of the Plan, the city has identified redevelopment areas where land use intensification could occur. Many of these areas are currently zoned for commercial uses, and redevelopment could assist in business expansion.*
- Consider completing a community-based market analysis to better understand real estate needs for commercial and industrial land. *Comment: As part of planning for the proposed extension of the Blue Line of the LRT, the city is completing a market analysis to inform the redevelopment of the area around the proposed Bass Lake Road LRT station.*
- Consider addressing economic competitiveness in the local comprehensive plan. *Comment: The market analysis note above addresses Crystal's commercial strengths in attracting specific businesses.*
- Preserve sites for highway and rail-dependent manufacturing and freight transportation. *Comment: Crystal is fully developed so this is not applicable.*
- Engage with businesses and other employers to ensure their input is provided to the local comprehensive plan. *Comment: The city has engaged the businesses community in discussions relating to the proposed transit-oriented development overlay area noted in the land use chapter of the Plan. As the city continues to develop plans for these redevelopment areas, business stakeholders will continue to be solicited for their input on the plans.*

Policy 7: Promote sensitive land use and development patterns to achieve Minnesota's adopted greenhouse gas emissions goal at the regional scale, and to develop local resiliency to the impacts of climate change.

Comment: The city is amending its land use ordinances to allow market-driven land intensification within the redevelopment areas identified in the land use chapter of the plan and by allowing for higher residential densities generally. This intensification reduces dependence on the automobile.

Planned Land Use (2040)

Planned Land Use:

-  Low Density Residential (LDR)
-  Med. Density Residential (MDR)
-  High Density Residential (HDR)
-  Commercial
-  Industrial
-  Park or Other Public Open Space*
-  Institutional*
-  Rail Corridor
-  Crystal Airport
-  Right-Of-Way
-  Surface Waters

* If redeveloped for other uses, then the property is guided "Low Density Residential".

