

**C** Community Development Committee  
Meeting date: July 16, 2012  
For the Council Meeting of July 25, 2012

**ADVISORY INFORMATION**

<b>Date:</b>	July 11, 2012
<b>Subject:</b>	City of Crystal, Comprehensive Plan Amendment, <i>Cavanagh School Redevelopment</i> , Review File No. 20598-2
<b>District(s), Member(s):</b>	District 6, James Brimeyer
<b>Policy/Legal Reference:</b>	Minnesota Statutes Section 473.175
<b>Staff Prepared/Presented:</b>	Denise Engen, Principal Reviewer (651-602-1513) Patrick Boylan AICP, Acting Manager, Local Planning Assistance (651-602-1438)
<b>Division/Department:</b>	Community Development/Planning & Growth Management

**Proposed Action**

That the Metropolitan Council:

1. Adopts the attached review record and allows the City of Crystal to put the *Cavanagh School Redevelopment* comprehensive plan amendment (CPA) into effect.
- ~~2. Advises the City to implement the advisory comments for Aviation and Housing~~

**Background**

The Metropolitan Council reviewed the City's 2030 Comprehensive Plan (Update), Review No. 20598-1, on August 10, 2011. This is the City's first CPA since this review. The *2030 Regional Development Framework* identifies the City as a Developed Community.

The CPA includes land use changes and text changes to the City's 2030 Comprehensive Plan. These are to:

- Re-guide a 4.4-acre property located at 5400 Corvallis Ave. N. from "Institutional" to "High Density Residential; Re-guide the park portion of the property from "Public-Institutional-Park", to "Park."
- Add "Special Area Plan C" to Chapter F: Land Use. This plan describes the type and form of high density residential development appropriate for this location;
- Revise Chapter H: Redevelopment Areas, Area #13, modifying the description of the potential redevelopment area to reflect the land use change.

**Rationale**

The proposed CPA conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

**Funding**

None.

**Known Support / Opposition**

None known.

## REVIEW RECORD

### City of Crystal, Comprehensive Plan Amendment Cavanagh School Redevelopment

Review File No. 20598-2, Council Business Item No. 2012-227

#### BACKGROUND

- The City of Crystal (City) is a first-ring suburban community of approximately 3,697 acres, located in Hennepin County. It bordered by the following cities: New Hope on the west, Brooklyn Park on the north, Brooklyn Center and Robbinsdale on the east and Golden Valley on the south, (Figure 1).
- The *2030 Regional Development Framework* (RDF), as adopted by the Metropolitan Council (Council) in January 2004, identified Crystal as within the "Developed Community" geographic planning area.
- The Metropolitan Council reviewed the City's Update, Review No. 20598-1, on August 10, 2011. This is the City's first CPA since this review.

#### REQUEST SUMMARY

The CPA includes land use changes (Figures 2 and 3) and text changes (Figure 4) to the City's 2030 Comprehensive Plan. These are to:

- Re-guide a 4.4-acre property located at 5400 Corvallis Ave. N. from "Institutional" to "High Density Residential; Re-guide the park portion of the property from "Public-Institutional-Park", to "Park."
- Add "Special Area Plan C" to Chapter F: Land Use. This plan describes the type and form of high density residential development appropriate for this location;
- Revise Chapter H: Redevelopment Areas, Area #13, modifying the description of the potential redevelopment area to reflect the land use change.

#### OVERVIEW

##### Conformity with Regional Systems

The CPA 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 Policy

The CPA is consistent with the Council's *2030 RDF*, with water resources management, and is consistent with Council forecasts.

##### Compatibility with Plans of Adjacent Communities

The CPA will not have an impact on adjacent communities, school districts, or watersheds.

#### PREVIOUS COUNCIL ACTIONS

- The Council acted on the City's 2030 Update on August 10, 2011. In addition to the Advisory Comments and Review Record, the Council adopted the following recommendations.

1. *Authorize the City of Crystal (City) to put its 2030 Comprehensive Plan Update into effect, noting that the Update is not consistent with Council policy for land use and housing;*
2. *Advise the City to:*
  - a) *Send the Council the dates the Bassett Creek and Shingle Creek watersheds approve the City's local surface water management plan (LSWMP), the date the City adopts the final LSWMP, and a copy of the final LSWMP.*
  - b) *Participate in Council activities to monitor redevelopment in developed communities.*
  - c) *Implement the advisory comments noted in the Review Record for Land Use and Housing.*
3. *Approve the City of Crystal's Tier II Comprehensive Sewer Plan*

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with the *2030 RDF* and other Council policies?
- III. Does the amendment change the city's forecasts?
- IV. Is the amendment compatible with adjacent local governmental units?

## ISSUE ANALYSIS AND FINDINGS

### CONFORMANCE WITH REGIONAL SYSTEMS

#### REGIONAL PARKS

*Reviewer: Jan Youngquist, CD – Regional Parks System Planning, (651-602-1029)*

The CPA conforms to the *2030 Regional Parks Policy Plan*. The CPA site is adjacent to the Crystal Lake Regional Trail, which will be managed by Three Rivers Park District. The Metropolitan Council approved the master plan for the regional trail on December 14, 2011. Although the master plan does not identify local connections to the Crystal Lake Regional Trail in this general area, any trail connections that are proposed with future redevelopment of the site need to be approved by the Three Rivers Park District Board of Commissioners.

#### TRANSPORTATION

##### **Roads and Transit**

*Reviewers: Ann Braden – MTS (651-602-1705), Steve Mahowald – Metro Transit (612-349-7775)*

The CPA conforms to the *2030 Transportation Policy Plan (TPP)*.

##### **Aviation**

*Reviewer: Russell Owen, MTS – Systems Planning, (651-602-1724)*

The CPA conforms with the Aviation policies of the *TPP* and is consistent with Council aviation policy. The closest regional aviation facility is Crystal Airport located approximately  $\frac{3}{4}$  mile away. The city of Crystal has acknowledged that they will work with developer of the CPA property to ensure that the airspace around the Crystal

Airport will not be encroached upon. The proposed Cavanagh School CPA does not have an impact on the regional aviation system.

## **WATER RESOURCES MANAGEMENT**

### ***Wastewater Service***

*Reviewer: Roger Janzig, ES – Engineering Services, (651-602-1119)*

The CPA conforms with the *Water Resources Management Policy Plan (WRMPP)* for Wastewater. The Metropolitan Disposal System has adequate capacity to serve the project at this location.

### ***Surface Water Management***

*Reviewer: James Larsen, CD, (651-602-1159)*

The CPA conforms with the *WRMPP* for local surface water management.

## **CONSISTENCY WITH COUNCIL POLICY**

### **FORECASTS**

*Reviewer: Todd Graham, CD – Research, (651-602-1322)*

The CPA is consistent with regional policy for forecasts.

### **2030 REGIONAL DEVELOPMENT FRAMEWORK AND LAND USE**

*Reviewer: Denise Engen, CD – Local Planning Assistance, (651-602-1513)*

The City's 2030 Comprehensive Plan Update (CPU) as reviewed in August 2011 was *not* consistent with the *Regional Development Framework (RDF)* policies for developed communities. At that time, the City had not guided sufficient residential land, and at the appropriate densities, to accommodate the forecasts presented in the Update. In its review of the Update, the Council advised the City that, *"Where appropriate and when redevelopment opportunities occur, the City is encouraged and expected to meet densities of at least five units an acre through reinvestment, redevelopment, planning and zoning."*

The CPA helps to address this concern by adding an additional 4.4 acres of high-density residential land use through redevelopment of the Cavanaugh School site. The proposed development would provide 130 housing units, for a density of 29.5 units per acre.

### **HOUSING**

*Reviewer: Linda Milashius, CD – Livable Communities, (651-602-1541)*

The CPA provides compliance with Council Housing policy. As noted in the Land Use comments, the City's CPU was found inconsistent with Council Housing policy due to the lack of sufficient high-density residential land designated for development between 2010 and 2020 to provide the opportunity for the city to adequately address its share of the region's affordable housing need (87 units). This CPA will allow the development of 130 housing units affordable at or below 60% of the regional area median income. The CPA provides the city the ability to exceed its affordable housing goal.

**WATER SUPPLY**

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

The CPA is consistent with the *WRMPP* for water supply. The City of Crystal has an updated water supply plan, which covers all cities served by the Joint Water Commission (Golden Valley, Crystal, and New Hope); the MN Department of Natural Resources approved this plan in 2009. The amendment will not change projected water use from the Joint Water Commission's current water supply plan.

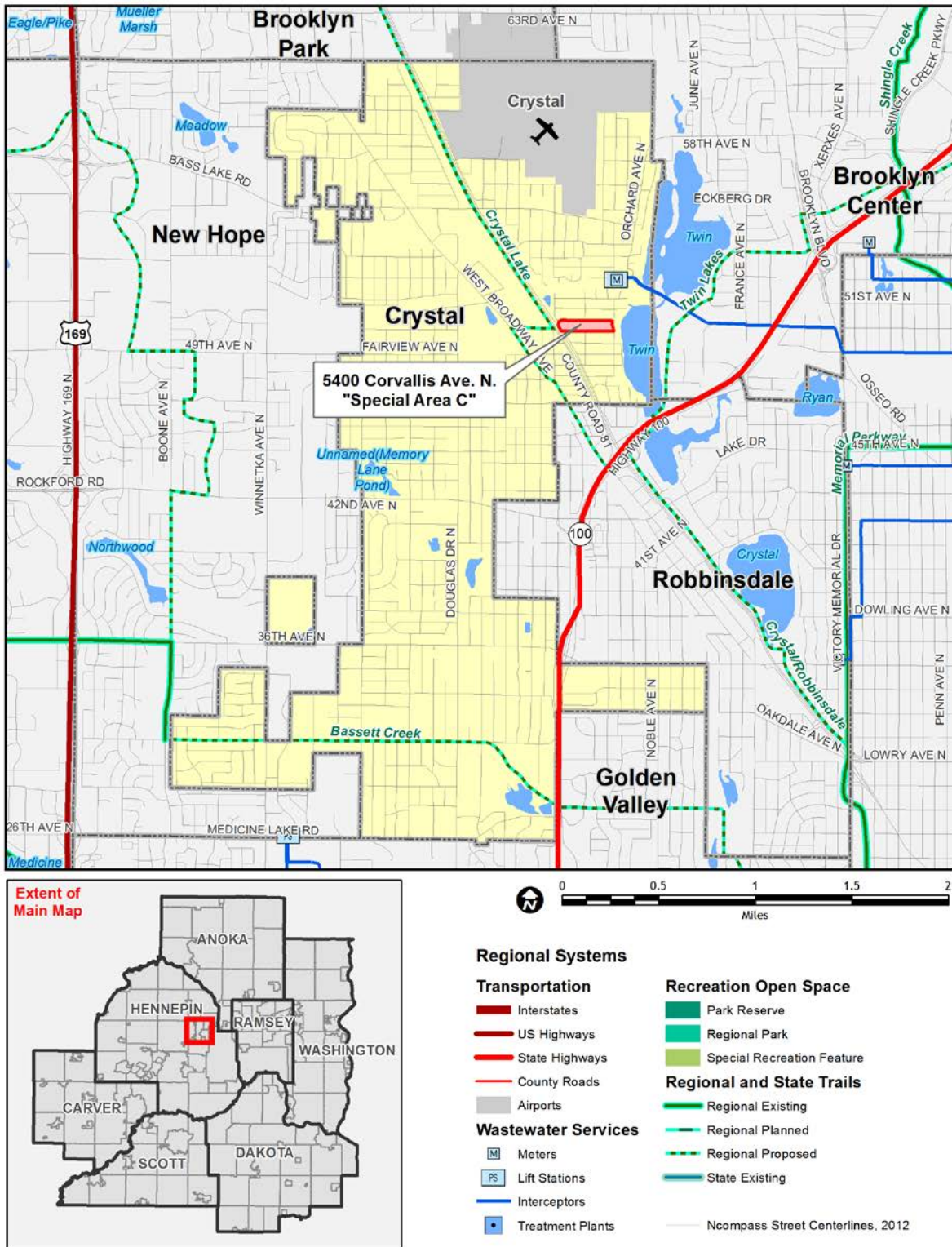
**COMPATIBILITY WITH PLANS OF ADJACENT GOVERNMENTAL UNITS AND PLANS OF AFFECTED SPECIAL DISTRICTS AND SCHOOL DISTRICTS**

The CPA is compatible with plans of adjacent and affected jurisdictions as per Council guidelines (Definition of Minor Comprehensive Plan Amendments for Adjacent Review, CDC Business Item No. 2007-252).

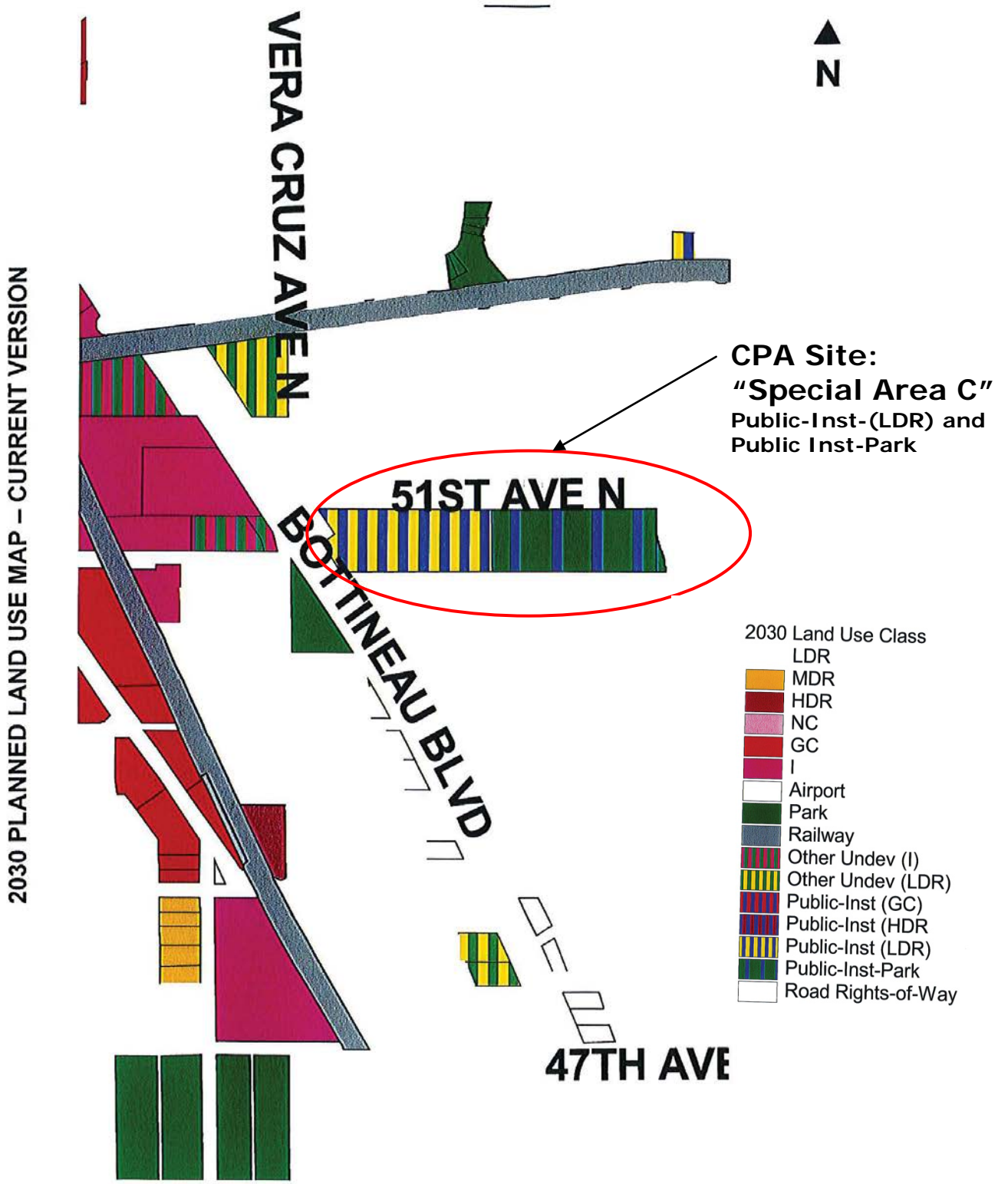
**ATTACHMENTS**

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Existing Comprehensive Plan Guiding
- Figure 3: Proposed Land Use Guiding
- Figure 4: City Council Resolution (includes proposed text changes)

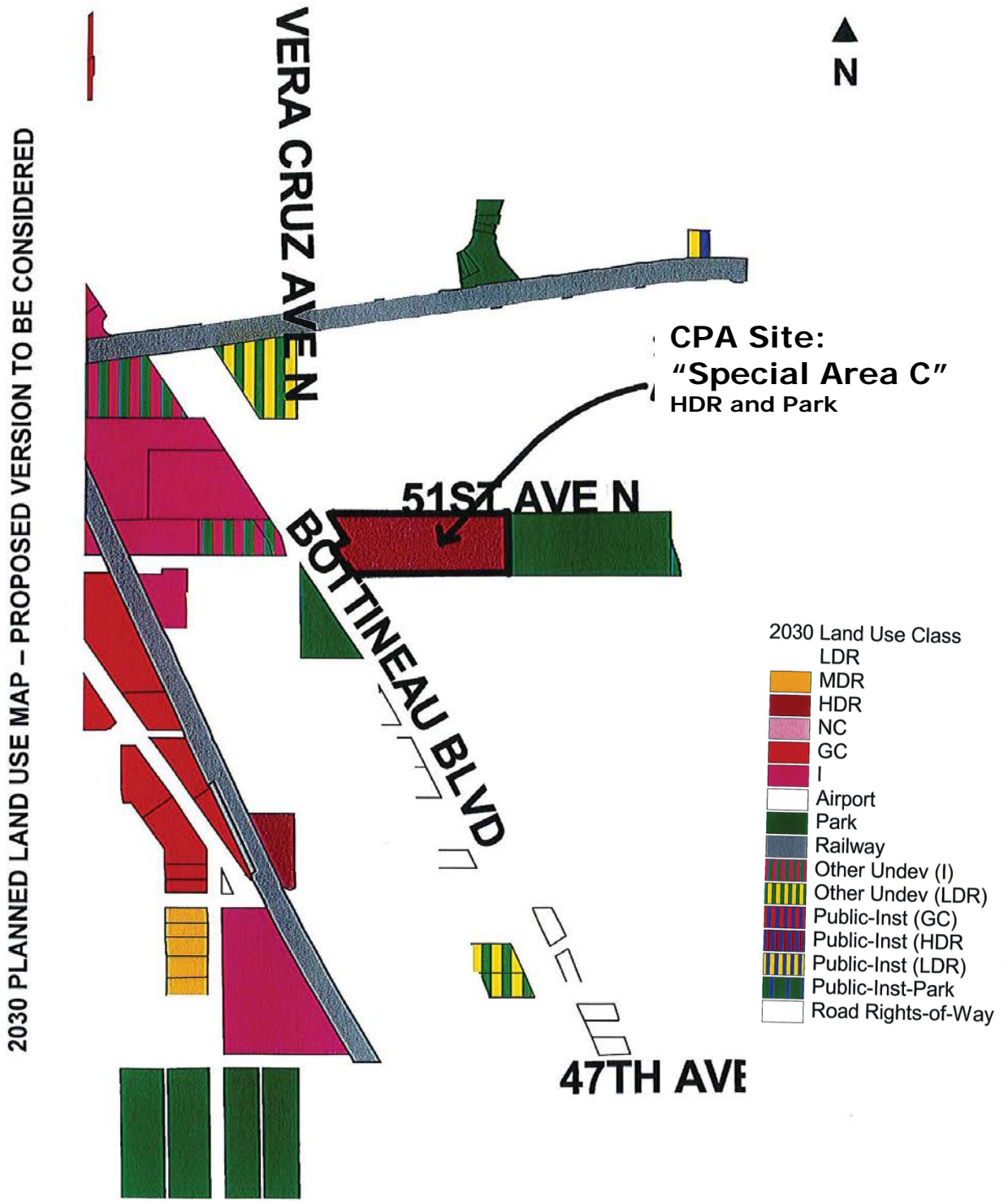
**Figure 1. Location Map Showing Regional Systems**  
City of Crystal



**Figure 2: Existing Comprehensive Plan Guiding**  
 City of Crystal



**Figure 3: Proposed Land Use Guiding**  
City of Crystal





**Figure 4: City Council Resolution (includes proposed text changes)**

**RESOLUTION NO. 2011 - 109**

**CITY OF CRYSTAL  
CITY COUNCIL**

**APPROVING AN AMENDMENT  
TO THE COMPREHENSIVE PLAN**

**CAVANAGH SCHOOL PROPERTY**

BE IT RESOLVED by the City Council of the City of Crystal, as follows:

WHEREAS, this Resolution pertains to property addressed as 5400 Corvallis Avenue North (P.I.D. 09-118-21-13-0065 and 09-118-21-14-0008), being 8.3 acres comprised of Cavanagh School and adjacent open space ("the Property"), owned by Independent School District #281/Robbinsdale Area Schools ("the District"), and in particular that portion of the Property comprised of the school building, its parking lots and other site improvements ("the School Site").

WHEREAS, the District has declared its intent to cease using the School Site and sell the Property; and

WHEREAS, on October 4, 2011 the Crystal City Council initiated an application to amend the Comprehensive Plan pertaining to the land use designation of the Property, said application being received on October 21, 2011; and

WHEREAS, said application proposes that the School Site be guided for High Density Residential use and that the balance of the Property be guided for Park; and

WHEREAS, on November 3, 2011 the required Notice of Public Hearing was published and mailed; and

WHEREAS, on November 14, 2011 the Planning Commission held the required public hearing on the proposed amendment; and

WHEREAS, on December 12, 2011 the Planning Commission adopted a resolution approving the proposed amendment.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CRYSTAL that the Comprehensive Plan be amended as follows:

1. In Chapter F – Land Use, the section entitled "SPECIAL AREAS PLANS PREVIOUSLY APPROVED BY THE CITY COUNCIL" shall instead be titled "SPECIAL AREA PLANS" and a new item C shall be added as follows:

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- C. Cavanagh School Site. The following requirements are imposed to reflect the unique historical and geographic setting of the Property in general and the school site in particular:
- The term "School Site" means the block bounded by Lakeland, Quail, Corvallis and 51<sup>st</sup> Avenues except that portion east of Cavanagh School's east parking lot.
  - If the school site is redeveloped for high density residential use then no development shall be permitted on the rest of the Property and it shall only be used for public park and open space.
  - Due to the school site being embedded in a low density residential neighborhood, rezoning to high density residential shall only occur for age-restricted housing defined as age 55 and older.
  - Because such age-restricted housing tends to have fewer traffic impacts than housing available to the general public, the maximum density for redevelopment of the school site is 30 dwelling units per acre of the school site, or 130 units total, whichever is less.
  - To utilize the existing transportation infrastructure, motor vehicle access to any high density residential use shall only be from 51<sup>st</sup> Avenue and Lakeland Avenue.
  - Care should be taken in the rezoning and site planning process to integrate the redeveloped school site into adjacent public trails and sidewalks as well as the park and open space comprising the east half of the Property.
2. Figure F-3(a) of the Comprehensive Plan is amended so that the School Site is guided High Density Residential with a box and caption identifying it as being subject to Special Area Plan C; and also amended so that the balance of the Property is guided Park.
3. In Chapter H – Redevelopment, in the description of Potential Redevelopment Area #13, the words "Low Density Residential" shall be replaced with "High Density Residential subject to the requirements of Special Area Plan C in Chapter F – Land Use".

Adopted by the City Council this 19<sup>th</sup> day of December, 2011.



ReNae J. Bowman, Mayor

ATTEST:



Christina Serres, City Clerk

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