

To: Honorable Mayor and Spring Lake Park City Council From: Evan Monson, AICP
Kribashini Moorthy, AICP

Project/File: 193805540 Date: August 25, 2026

REQUEST: Amendment to the Comprehensive Plan (Future Land Use Map), Zoning Map Amendment (Rezoning), and Conditional Use Permit for a Child Daycare Facility use within Substance Church.

APPLICANTS: Nate Puccini, Executive Pastor, Substance Church

PROPERTY OWNER: Substance Church

PROPERTY LOCATION: 8299 Center Ave (Parcel ID 01-30-24-13-0002)

ZONING CLASSIFICATION: Light Industrial District (I-1)

REVIEW PERIOD: 60-day review period ends 9/18/2026.

ITEMS REVIEWED: Application and materials received on 7/2/2026 and 7/20/2026.

INTRODUCTION

Substance Church is requesting approval of multiple requests for its Northtown campus located at 8299 Central Avenue NE in Spring Lake Park. The property is currently zoned (I-1) Light Industrial, and guided as 'Commercial/Industrial' in the City's 2040 Comprehensive Plan. The applicant proposes to amend the property's future land use designation to 'Commercial' and rezone the property to (C-1) Shopping Center Commercial. The requests are meant to better align the property's zoning and land use guidance with its existing use as a public place of worship, and allow the applicant to request a CUP for a proposed childcare/daycare facility. A daycare (defined in the city's zoning code as a *Child Daycare Facility* use) is not allowed in the (I-1) zone, but is allowed as a conditional use in the C-1 zone.

The proposed childcare/daycare facility would occupy approximately 5,000 square feet (SF) within the existing 104,000 SF church building and would utilize existing classroom and support spaces. The daycare would operate during weekday hours, and be coordinated with existing church activities, parking, site circulation, and building operations. Few changes to the property are proposed; improvements would be limited to those necessary to satisfy state childcare licensing requirements, building code standards, life-safety requirements, accessibility improvements, and outdoor play area improvements. The applicant has indicated that the proposed daycare is intended to serve children and families in the surrounding community and represents an extension of the church's existing mission to serve the community. The church will continue its existing operations under the Special Use Permit approved by the City Council in 2014.

For the proposed daycare, the applicant's team has submitted the following requests to the city:

1. A request to amend the city's Comprehensive Plan.
 - a. The proposed amendment would change the property's future land use designation from 'Commercial/Industrial' to 'Commercial'.
2. A Rezoning request.
 - a. The applicant requests to rezone the property from I-1 Light Industrial to C-1 Shopping Center Commercial.
3. A Conditional Use Permit (CUP) request.

- a. The applicant requests approval of a Conditional Use Permit to allow a Child Daycare Facility use within a portion of the existing church building.

A request to rezone a property is covered under [Section 160.60.050](#) of the city's zoning code, while CUPs are covered under Section 16.56. Each of the three requests require review by the Planning Commission and approval by the City Council. A Comprehensive Plan Amendment, if approved by the City Council, will then have to be approved by the Metropolitan Council. The Planning Commission held a public hearing on these requests at their 8/24/2026 meeting, their recommendations are located at the end of this report.

PROPERTY INFORMATION

Parcel Description:

The subject property is located near the intersection of Central Avenue NE (Highway 65) and Trunk Highway 10, providing convenient regional access for both church and daycare operations. The Hy-Vee shopping center is located immediately west of the site, while other nearby properties include commercial businesses, industrial and transportation-related uses, and institutional uses such as City Hall.

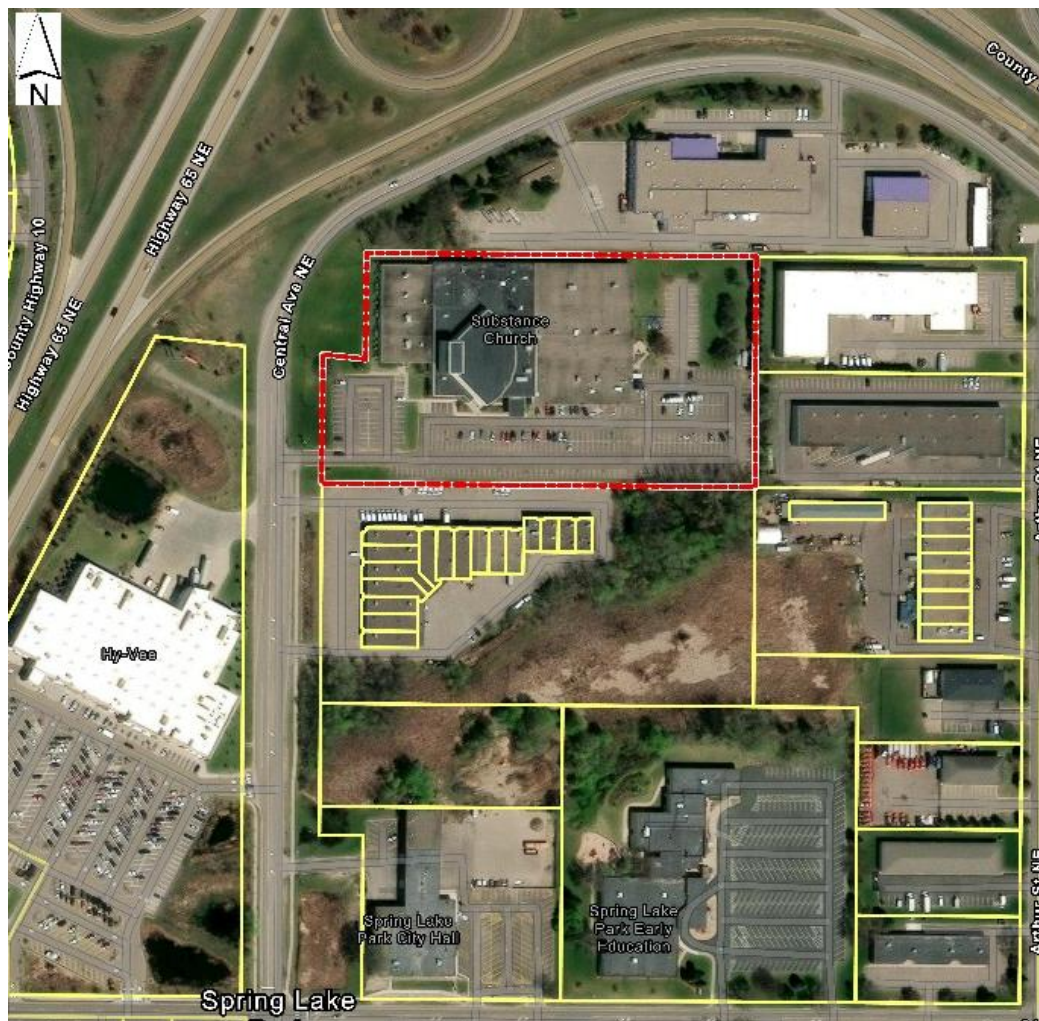


Figure 1: Aerial of the site, per Anoka County GIS. Parcel lines are shown in yellow. Subject property is outlined in red.

EVALUATION

Comprehensive Plan Amendment

The Comprehensive Plan serves as the blueprint for development within the city. Land use decisions (such as rezonings, text amendments, subdivision approvals, variances, etc.) must be consistent with the adopted Comprehensive Plan.

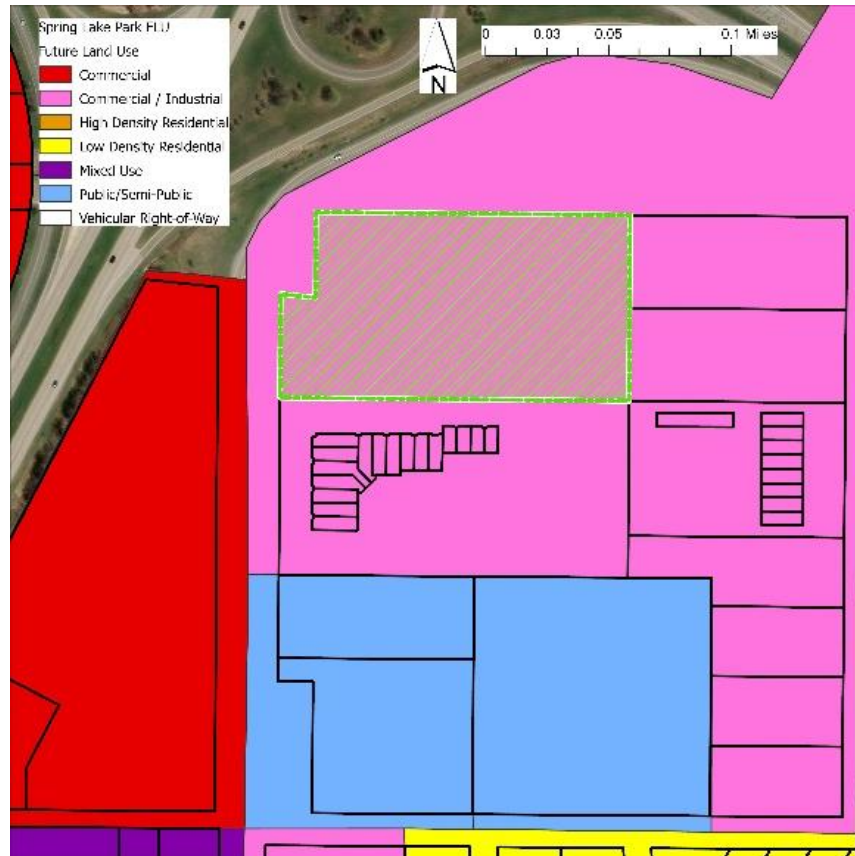


Figure 2: Excerpt of city's 2040 Future Land Use Map. Subject property cross-hatched in green.

The [city's current Comprehensive Plan](#), the 2040 Comprehensive Plan, contains the future land use map, which guides development or redevelopment of parcels by designating what use(s) are to be allowed in the future. The applicant's site is guided in the future land use map 'Commercial/Industrial' (see Figure 2-2 in the 2040 Plan, or Figure 2 in this report). This designation is used for parcels with industrial type uses, such as: "...manufacturing of all kinds, including assembly of products produced elsewhere, facilities involved in the movement of goods, warehousing, construction, communications, utilities and wholesale sales."

With the applicant proposing to run a childcare/daycare facility within the church premises, the designation for the newly proposed parcel should be amended. A future land use designation of 'Commercial' is proposed by the applicant. The 'Commercial' designation under the 2040 Plan is intended for retail sales and services that includes professional services, hotels/motels, recreational services, and private institutional uses. The current and proposed uses on the property are compatible with the 'Commercial' designation.

Rezoning Request

The property is currently zoned I-1. The I-1 district is intended, per Section 16.20.020 of the city's zoning code, to accommodate industrial and employment-oriented uses. Although the property is guided and zoned for industrial uses, it has been utilized as a public place of worship since the City approved a Special Use Permit for Substance Church in 2014. The applicant is requesting to rezone the property to C-1 to better align the zoning designation with the property's existing church use, and allow for requesting the proposed licensed childcare/daycare facility via a CUP. As noted earlier, a *Child Daycare Facility* use is a conditional use in the C-1 zone.

The C-1 district, per Section 16.20.010, is intended to accommodate retail, service, office, recreational, and private institutional uses that serve the community and are compatible with surrounding commercial development patterns. A daycare use (and the existing church use) would be consistent with the types of uses typically found within other areas zoned C-1. Rezoning the property would also keep the property consistent with the surrounding land use pattern, which includes Hy-Vee to the east and other nearby commercial and service-oriented businesses along the Highway 65 corridor. Based on the property's existing use, proposed childcare/daycare facility, and the surrounding development pattern, the requested rezoning from I-1 to C-1 appears to be compatible with the character of the area; if the comprehensive plan amendment is approved the rezoning would make the property consistent with the city's long-term vision for the site.

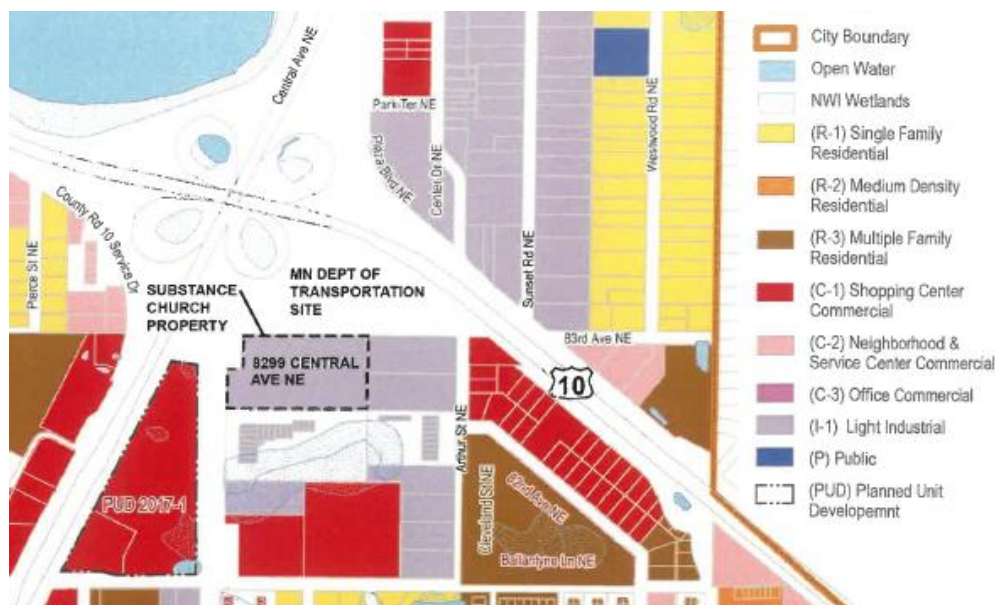


Figure 3: Excerpt of the city's zoning map, with the subject property outlined in black.

Conditional Use Permit

Section 16.36.010(D) of the city's zoning code lists specific development standards for Child Daycare Centers. These are listed below in *italics*, with staff comments following.

1. *The building and any exterior fenced areas shall meet the setback requirements for a principal structure in the zoning district in which the use is located.*

The daycare will operate within the existing church building at 8299 Central Avenue NE. The site plan identifies a 15-foot setback for the existing church building and playground fencing from the north lot

line. The minimum side yard setback for the C-1 zone is 15 feet. Based on the submitted site plan, the existing building and outdoor play area meet the minimum setback requirements.

2. *The play area shall be located away from the main entrance to the daycare facility and shall be contained with a fence at least five feet in height.*

This criterion is met. The existing 3,601 SF playground is located on the northeast side of the church building, separated from the primary entrance and drop-off area located along the south side of the building. The playground is enclosed by an existing five-foot-high chain-link fence, meeting the minimum fence height requirement.

3. *At least 50 square feet of outside play area shall be provided for each child under care.*

The site plan identifies an existing outdoor playground containing approximately 3,601 square feet. At the City's requirement of 50 square feet per child, the playground can accommodate up to 72 children at one time. The applicant's proposed capacity is identified as 42 children, so there is ample outside play area to serve the proposed number of children.

4. *The use shall provide a designated area for the short-term parking of vehicles engaged in loading and unloading of children under care. The designated area shall be located as close as practical to the principal entrance of the building and shall be connected to the building by a sidewalk.*

The site plan identifies a designated drop-off area within the existing parking lot along the south side of the church building. The drop-off area is connected to the building by existing sidewalks.

5. *The facility shall meet all applicable building and fire codes and be licensed as required by the State of Minnesota.*

The applicant shall obtain all required building permits, fire approvals, certificates of occupancy, and state childcare licenses before commencing daycare operations.

Section 16.64.010(A) lists the off-street parking requirements for the city. For a daycare facility, the minimum is one parking space per employee, plus five additional parking spaces per building. The applicants identified in their submittal up to eight (8) employees would be working a shift on the site. Combined with the daycare consisting of one building, 14 total spaces would be required for this use. The daycare is proposed to operate Monday through Thursday, with Friday being a potential additional day in the future. The site already contains 332 parking spaces, including 10 accessible spaces. Based on the available parking supply on the property, the site appears capable of accommodating anticipated parking demand associated with the proposed use.

Criteria for Review

Comprehensive Plan Amendment

While there are no formal criteria or requirements listed in the city's plan to consider when reviewing an amendment to the comprehensive plan, staff would recommend consideration of how the change will impact the city's long-term vision, as well as the goals and policies within the comprehensive plan.

In particular, Goal #5 (*Provide for a mix of commercial uses that provide goods and services to residents and that benefit from the city's proximity to major highways and roads*) and Policy #6 (*Review and amend the City's Code of Ordinances and Zoning Code as needed to reflect changes in the community*) in the Land Use section of the Plan would support the applicant's requested amendment to the Future Land Use Map.

Rezoning

The city's zoning code in Section 16.60.050(A)(4) mentions the following items to consider when reviewing an amendment (such as a rezoning) to the city's zoning code: *"...In considering the recommendations, due allowance shall be made for existing conditions, for the conservation of property values, for the direction of building development to the best advantage of the entire city, and for the uses to which the property affected is being devoted at the time."*

As noted previously in this report, the rezoning from I-1 to C-1 would be consistent with the city's future land use map, and would be consistent with the uses currently existing and proposed on the site. The proposed daycare facility use is a conditional use; if approved it will have to adhere to the conditions of approval within the CUP. The requested rezoning would be consistent with the considerations in Section 16.60.050(A)(4).

Conditional Use Permit

Section 16.56.030(E)(1) lists the criteria to review for proposed CUPs; these are on the following pages in *italics*, with staff comments following:

- a. *The proposed use at the particular location requested is necessary or desirable to provide a service or a facility which is in the interest of public convenience and will contribute to the general welfare of the neighborhood or community;*

The proposed daycare facility will provide a desirable service by offering childcare opportunities for local families. The daycare will positively contribute to the general welfare of the community by providing childhood care and educational services to local parents.

- b. *The use will not, under the circumstances of the particular case, be detrimental to the health, safety, morals, or general welfare of persons residing or working in the vicinity or injurious to property values or improvements in the vicinity;*

The proposed daycare facility is not expected to be detrimental to the health, safety, or general welfare of nearby residents or businesses. The facility will be required to comply with all applicable state licensing requirements and local regulations governing childcare operations.

- c. *The proposed use will comply with the regulations specified in this title for the district in which the proposed use is to be located;*

The proposed daycare facility shall comply with all applicable zoning district requirements and development standards, including any conditions associated with the approval of the Conditional Use Permit.

- d. *The use is one of the conditional uses specifically listed for the district in which it is to be located;*

This criterion is met, as Child daycare facilities are listed as conditional use for C-1 commercial district.

- e. *The proposed use shall not have a detrimental effect on the use and enjoyment of other property in the immediate vicinity;*

The proposed business does not include any additions to the existing building. The proposed use does not appear to be creating any impacts or limitations to the use and enjoyment of other nearby and adjacent properties.

- f. *The use will not lower property values or impact scenic views in the surrounding area;*

Based on the applicant's submittal, the proposed use does not appear to impact any scenic views or property values. Adherence to city code requirements regarding noise, exterior storage, and nuisances would ensure that property values are not negatively impacted.

- g. Existing streets and highways and proposed access roads will be adequate to accommodate anticipated traffic;*

The existing street system is sufficient to serve the proposed use.

- h. Sufficient off-street parking and loading space will be provided to serve the proposed use;*

The subject property contains an existing church facility that has operated as a public place of worship under a Special Use Permit approved by the City Council in 2014. The proposed childcare/daycare facility would occupy approximately 5,000 square feet within the existing 104,000-square-foot building and would function in conjunction with the existing church use. The applicant indicates that the daycare will utilize existing parking areas, site access, and circulation patterns, and that the use will be coordinated with church operations. No expansion of the building or parking facilities is proposed as part of this request.

Based on the information submitted, the property appears to have adequate off-street parking and loading areas to accommodate the proposed daycare use while continuing to support church activities. Prior to issuing a certificate of occupancy, staff recommends verification of the daycare's licensed capacity, staffing levels, hours of operation, and pick-up/drop-off procedures to ensure that sufficient parking and on-site circulation are available during peak demand periods.

- i. The use includes adequate protection for the natural drainage system and natural topography;*

There are no changes to the site being proposed that would impact drainage.

- j. The proposed use includes adequate measures to prevent or control offensive odor, fumes, dust, noise, or vibration so that none of these will constitute a nuisance; and*

The proposed use will have to adhere to requirements under city code regarding odor, fumes, dust, noise, and vibration.

- k. The proposed use will not stimulate growth incompatible with prevailing density standards.*

This criterion is met; the proposed use would not stimulate growth that is incompatible with prevailing density standards.

Based on the findings above, the proposed use meets the criteria for approval of a CUP.

OTHER REVIEW

- Engineering: No comments.
- Building Department: A certificate of occupancy will be required prior to the business moving in.
- The Planning Commission reviewed the request and held a public hearing at their 8/24/2026 meeting. The commissioners recommended approval of all of the requests.

OPTIONS

The City Council can do one of the following:

1. Approve of the requests, with findings for approval and with or without conditions.
 - a. The comprehensive plan amendment and CUP can be approved via resolution. The rezoning can be approved via ordinance.
2. Deny the requests, with findings for denial.
3. Table the requests for further review and/or study.

RECOMMENDATIONS

The Planning Commission recommended approval of the Comprehensive Plan Amendment, Rezoning and Conditional Use Permit (CUP) request for a Child Daycare Facility use within the existing Substance Church building at 8299 Central Avenue NE (Parcel ID 01-30-24-13-0002). Each request is listed with findings and conditions of approval.

Comprehensive Plan Amendment

Findings of Fact:

1. The applicant proposes operating a Child Daycare Facility use within a portion of the existing Substance Church building located at 8299 Central Avenue NE (Parcel ID 01-30-24-13-0002). The daycare will occupy approximately 5,000 square feet of the existing 104,000-square-foot church building and will utilize existing classroom, office, restroom, and support spaces.
2. The Commercial future land use designation better reflects the property's existing church use and the proposed childcare/daycare facility than the current Commercial/Industrial designation.
3. The proposed Comprehensive Plan Amendment is consistent with the City's long-term land use goals and policies by supporting a community-serving institutional use within an area characterized by commercial development.
4. The requested rezoning from I-1 Light Industrial to C-1 Shopping Center Commercial is compatible with the surrounding development pattern, including adjacent commercial uses and nearby community-serving establishments.
5. The proposed rezoning brings the property's zoning classification into better alignment with both its existing use as a public place of worship and its proposed use as a childcare/daycare facility.
6. Child daycare facilities are allowed as a conditional use within the C-1 Shopping Center Commercial District, and the applicant's proposed daycare facility is eligible for consideration through the Conditional Use Permit process.
7. The existing church site contains established access drives, parking areas, sidewalks, and building infrastructure capable of accommodating the proposed daycare use. The site includes 332 off-street parking spaces, 10 accessible parking spaces, a designated drop-off area, and an existing 3,601-square-foot outdoor playground enclosed by a five-foot-high chain-link fence.
8. The proposed daycare facility will provide an important community service by expanding access to childcare and early childhood services for local families while supporting the church's existing community-serving mission.

Conditions of Approval:

1. 8299 Central Avenue NE (Parcel ID 01-30-24-13-0002) shall be re-designated from 'Commercial/Industrial' to 'Commercial' on the city's Future Land Use Map.
 - a. Following City Council approval, the amendment shall be submitted to the Metropolitan Council for review and final approval.
2. The applicant shall obtain all applicable local, county, state, and federal permits and approvals associated with the comprehensive plan amendment request.
3. The applicant shall comply with all applicable local, county, state, and federal regulations.
4. The applicant shall pay all fees and escrows associated with this request.

Rezoning

Findings of Fact:

1. The applicant proposes operating a *Child Daycare Facility* use within a portion of the existing Substance Church building located at 8299 Central Avenue NE. The daycare will occupy approximately 5,000 square feet of the existing 104,000-square-foot church building and will utilize existing classroom, office, restroom, and support spaces.
2. The proposed Comprehensive Plan Amendment is consistent with the City's long-term land use goals and policies by supporting a community-serving institutional use within an area characterized by commercial development.
3. The requested rezoning from I-1 Light Industrial to C-1 Shopping Center Commercial is compatible with the surrounding development pattern, including adjacent commercial uses and nearby community-serving establishments.
4. The proposed rezoning brings the property's zoning classification into better alignment with both its existing use as a public place of worship and its proposed use as a childcare/daycare facility.
5. Child daycare facilities are allowed as a conditional use within the C-1 Shopping Center Commercial District, and the applicant's proposed daycare facility is eligible for consideration through the Conditional Use Permit process.

Conditions of Approval:

1. 8299 Central Avenue NE (Parcel ID 01-30-24-13-0002) shall be rezoned from I-1 to C-1 on the city's Zoning Map. The rezoning request is contingent on approval of an amendment to the Future Land Use Map in the city's Comprehensive Plan.
2. The applicant shall obtain all applicable local, county, state, and federal permits and approvals associated with the rezoning request.
3. The applicant shall comply with all applicable local, county, state, and federal regulations.
4. The applicant shall pay all fees and escrows associated with this request.

Conditional Use Permit

Findings of Fact:

1. The applicant proposes operating a Child Daycare Facility use within a portion of the existing Substance Church building located at 8299 Central Avenue NE. The daycare will occupy approximately 5,000 square feet of the existing 104,000-square-foot church building and will utilize existing classroom, office, restroom, and support spaces.
2. The Commercial future land use designation better reflects the property's existing church use and the proposed childcare/daycare facility than the current Commercial/Industrial designation.
3. The proposed Comprehensive Plan Amendment is consistent with the City's long-term land use goals and policies by supporting a community-serving institutional use within an area characterized by commercial development.
4. The requested rezoning from I-1 Light Industrial to C-1 Shopping Center Commercial is compatible with the surrounding development pattern, including adjacent commercial uses and nearby community-serving establishments.
5. The proposed rezoning brings the property's zoning classification into better alignment with both its existing use as a public place of worship and its proposed use as a childcare/daycare facility.
6. Child daycare facilities are allowed as a conditional use within the C-1 Shopping Center Commercial District, and the applicant's proposed daycare facility is eligible for consideration through the Conditional Use Permit process.
7. The existing church site contains established access drives, parking areas, sidewalks, and building infrastructure capable of accommodating the proposed daycare use. The site includes 332 off-street parking spaces, 10 accessible parking spaces, a designated drop-off area, and an existing 3,601-square-foot outdoor playground enclosed by a five-foot-high chain-link fence.
8. The proposed daycare facility will provide an important community service by expanding access to childcare and early childhood services for local families while supporting the church's existing community-serving mission.
9. The proposed use will operate within an existing building and is not expected to adversely affect surrounding properties, public health, safety, welfare, property values, or neighborhood character. The proposed use meets the criteria in Section 16.56.030(E)(1) of the Zoning Code for approval of a Conditional Use Permit.

Conditions of Approval:

1. The applicant is authorized to operate a *Child Daycare Facility* use within the existing church building at 8299 Central Avenue NE according to the plans and materials submitted to and reviewed by the City for this request.
 - a. An amendment to this permit shall be required for any expansion of the daycare facility beyond those areas identified in the approved plans.
2. The designated drop-off and pick-up area shown on the approved site plan shall be maintained and available for daycare operations, and pedestrian access between the drop-off area and daycare entrance shall be maintained.

3. The outdoor play area and fencing shall be maintained in accordance with the approved site plan and applicable City Code requirements, including maintenance of the existing fencing around the outdoor play area.
4. The applicant shall obtain all applicable local, county, state, and federal permits, approvals, inspections, certificates, and licenses required for operation of the daycare facility, including all required State of Minnesota childcare licensing approvals.
5. The proposed *Child Daycare Facility* use shall comply with all applicable local, county, state, and federal regulations, including building code, fire code, accessibility, health, safety, and childcare licensing requirements.
6. A certificate of occupancy shall be obtained prior to commencement of daycare operations.
 - a. Prior to issuing a certificate of occupancy, city staff shall verify the daycare's licensed capacity, staffing levels, hours of operation, and pick-up/drop-off procedures to ensure that the proposed use has sufficient off-street parking and on-site circulation.
7. The applicant shall pay all fees and escrows associated with this CUP request.
8. Any violation of the conditions of approval or applicable City Code requirements may result in review or revocation of the Conditional Use Permit in accordance with City Code provisions