

Community Development Committee

Meeting date: February 21, 2017

For the Metropolitan Council meeting of March 8, 2017

Subject: City of St. Louis Park Beltline Boulevard Station Redevelopment Area Comprehensive Plan Amendment, Review File No. 20619-12

District(s), Member(s): District 6, Gail Dorfman

Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175)

Staff Prepared/Presented: Michael Larson, AICP, Senior Planner, Local Planning Assistance (651-602-1407)

Division/Department: Community Development / Regional Planning

Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of St. Louis Park to place the Beltline Boulevard Station Redevelopment Area Comprehensive Plan Amendment into effect.
2. Revise the City's forecasts for population and households 2030 and 2040, as shown in Table 2 of the Review Record.
3. Revise the City's allocation of the regional affordable housing need for 2021-2030 as shown in Table 3 of the Review Record.
4. Advise the City to implement the advisory comments in the Review Record for Wastewater, Land Use, and Forecasts.

Background

The amendment re-guides approximately 5.21 acres adjacent to the future METRO Green Line Beltline Station from Business Park to Mixed Use. The purpose of the amendment is to accommodate future mixed-use development adjacent to the station. The amendment area includes land controlled by the City's Economic Development Authority and private property that will be acquired by the Metropolitan Council for a park-and-ride.

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.

Known Support / Opposition

There is no known local resident or local government opposition to this proposal.

Review Record

City of St. Louis Park Beltline Boulevard Station Redevelopment Area Comprehensive Plan Amendment

Review File No. 20619-12, Council Business Item No. 2017-54

BACKGROUND

The City of St. Louis Park is approximately 10.8 square miles, located in Hennepin County. The City is bordered by the City of Minneapolis to the east, Hopkins and Minnetonka to the west, Golden Valley to the north, and Edina to the south.

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans. *Thrive MSP 2040* (Thrive) designates St. Louis Park as an “Urban Center” community. Figure 1 shows the general location of St. Louis Park and nearby communities, and the Thrive Community Designation.

The Council reviewed the City’s Update (Business Item 2009-441, Review File No. 20619-1) on December 9, 2009. This amendment is the City’s eleventh since the review of the Update.

REQUEST SUMMARY

The amendment re-guides approximately 5.21 acres adjacent to the future METRO Green Line Beltline Station from Business Park to Mixed Use. The purpose of the amendment is to accommodate future mixed-use development adjacent to the station. The amendment area includes land controlled by the City’s Economic Development Authority and private property that will be acquired by the Metropolitan Council for a park-and-ride.

OVERVIEW

Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

Consistency with Council Policies

The amendment is consistent with the *Thrive MSP 2040*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

PREVIOUS COUNCIL ACTIONS

- The Council acted on the City’s Update on December 9, 2009 (Review File No. 20619-1).
- The Council administratively approved the City’s *Galaxy Drive-In Parking Lot Expansion* amendment on March 8, 2010 (Review File No. 20619-2).
- The Council administratively approved the City’s *Three Sites* amendment on April 6, 2010 (Review File No. 20619-3).

- The Council administratively approved the City's *City of St. Louis Park Plan by Neighborhood* amendment on June 27, 2012 (Review File No. 20619-4).
- The Council approved the City's *Eliot Park Apartments* amendment on April 10, 2013 (Business Item No. 2013-106, Review File No. 20619-5).
- The Council administratively approved the City's *Wooddale Flats* amendment on August 27, 2013 (Review File No. 20619-6).
- The Council approved the City's *Highway 7 & Glenhurst* amendment on March 25, 2015 (Business Item No. 2015-57, Review File No. 20619-7).
- The Council administratively approved the City's *City of St. Louis Park Flexible Planned Densities* amendment on June 5, 2015 (Review File No. 20619-8).
- The Council approved the City's *Bridgewater* amendment on August 12, 2015 (Business Item 2015-174, Review File No. 20619-9).
- The Council administratively approved the City's *Arlington Row Apartments West* amendment on November 18, 2015 (Review File No. 20619-10).
- The Council administratively approved the City's *Municipal Boundary Adjustment* amendment on March 31, 2016 (Review File No. 20619-11).

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.

Wastewater

Reviewer: Roger Janzig (651-602-1119)

The proposed amendment conforms to the *2040 Water Resources Policy Plan*. The existing Metropolitan Disposal System has adequate capacity for the proposed change in guiding land use.

Advisory Comments

Metropolitan Council Forcemain Interceptor (7026) runs inside the northern border of this project area. Any future projects may impact the Interceptor. The interceptor was built in 1971 and is a 24-inch Pre-stressed Concrete Cylinder Pipe (PCCP) at a depth of approximately 7 to 10 feet. To assess the potential impacts to our interceptor system, prior to initiating any future projects, preliminary plans should be sent to Scott Dentz, Interceptor Engineering Manager (651-602-4503) at the Metropolitan Council Environmental Services for review and comment.

Consistency with Council Policy

The amendment is consistent with Council policies for land use, forecasts, housing, sub-surface sewage treatment systems, and water supply. Additional review comments regarding policy consistency are detailed below.

Land Use

Reviewer: Michael Larson (651-602-1407)

Thrive designates the City as an Urban Center community. Thrive expectations for the overall density of new development and redevelopment in Urban Center communities is a minimum average residential density of 20 dwelling units per acre (du/acre) for new development and redevelopment. The proposed amendment reguides approximately 5.21 acres from Business Park to Mixed Use, which supports residential development at densities from 20 to 50 du/acre. As a result of the amendment, the City's overall planned density increases slightly from 18.5 to 18.6 du/acre, as shown in Table 1 with changes underlined.

Table 1. City of St. Louis Park Planned Residential Density

| Category | 2010-2030 Change | | | | |
|----------------------------|------------------|-----|--------------|--------------------|---------------------|
| | Density Range | | Net Acres | Min Units | Max Units |
| | Min | Max | | | |
| Medium Density Residential | 6 | 30 | 4.7 | 28 | 140 |
| High Density Residential | 20 | 50+ | 9.2 | 184 | 459+ |
| <u>Mixed Use</u> | 20 | 50+ | <u>33.9</u> | <u>678</u> | <u>1695+</u> |
| TOTALS | | | 47.74 | 890 | 2294+ |
| Overall Density | | | | <u>18.6</u> | <u>48.1+</u> |

While the amendment is consistent, the City's full comprehensive plan does not currently meet the Thrive policy expectation for an average minimum planned density of 20 du/acre in Urban Center communities. However, the community will have an opportunity to adjust guiding densities in its 2040 comprehensive plan update. Recent development, other planning work done by the City, and likely future market conditions all support a higher minimum density in St. Louis Park.

Advisory Comments

The *2040 Transportation Policy Plan (TPP)* establishes policy for the density of residential development near transit stations. The areas addressed by the TPP encompass an area within a ½-mile radius of the station platform. This amendment reguides property within this radius. For light rail transit (LRT) station areas in Urban Center communities, the average minimum planned residential density is 50 du/acre. The City should consider this policy requirement during the update of its comprehensive plan so that overall guiding land use conforms with regional system plans and policy. Making adjustments to planned residential densities within station areas will increase the City's overall planned residential density.

The City's comprehensive plan includes policy language allowing development to exceed the maximum density when it meets the City's Livable Communities Principles and other goals of the comprehensive plan. The plan does not establish upper density limits for High Density Residential and Mixed Use categories, and this is represented in Table 2 with plus symbols. This approach was established with the Flexible Planned Densities amendment (Review File 20619-8), which was administratively approved by the Council on June 5, 2015. At that time, the Metropolitan Council advised that a

boundless density range does not enable the Council to fully assess the amount of growth that communities may accommodate nor the potential impact on various regional systems.

In the City’s update, the Council expects the City to guide land uses with density ranges that have upper bounds, even if the upper end of that range is conditioned by local policy performance standards. The Council uses a number of factors to fully consider scenarios that would result in the greatest impact to regional systems. They include maximum residential density, allocation of growth forecasts to Transportation Analysis Zones (TAZs), and identification of redevelopment areas.

Forecasts

Reviewer: Todd Graham (651-602-1322)

The amendment adds housing capacity in the area addressed by the amendment. City staff and Metropolitan Council agree to adjust St. Louis Park’s forecasts upward by 200 households and by 500 population for the year 2030 and thereafter, as shown in Table 2 with changes underlined.

Table 2. Metropolitan Council Forecasts for the City of St. Louis Park

| | Census | Previous Council Forecasts | | | Revised Council Forecasts | | |
|-------------------|--------|----------------------------|--------|--------|---------------------------|---------------|---------------|
| | 2010 | 2020 | 2030 | 2040 | 2020 | 2030 | 2040 |
| Population | 45,250 | 45,250 | 48,200 | 49,100 | 48,200 | <u>49,600</u> | <u>51,800</u> |
| Households | 21,743 | 21,743 | 23,600 | 24,600 | 23,600 | <u>24,800</u> | <u>25,700</u> |
| Employment | 40,485 | 40,485 | 43,400 | 45,200 | 43,400 | 45,200 | 46,700 |

(Note: All of the households and population in St. Louis Park are sewer-serviced.)

Advisory Comments

The City’s allocation of the regional affordable housing need for the decade 2021 to 2030 is based on a formula that includes forecasted growth. Table 3 indicates the change in the City’s allocation of affordable housing need as a result of the forecast increase. These new numbers should be addressed in the City’s forthcoming comprehensive plan update.

Table 3. Allocation of Affordable Housing Need (2021-2030) for the City of St. Louis Park

| | Previous Allocation | New Allocation |
|--|---------------------|----------------|
| At or Below 30% of Area Median Income (AMI) | 191 | 229 |
| Between 31% and 50% of AMI | 110 | 132 |
| Between 51% and 80% of AMI | 65 | 78 |
| TOTAL 2021-2030 Allocation | 366 | 439 |

Housing

Reviewer: Jonathan Stanley (651-602-1555)

The amendment is consistent with the Council’s *Housing Policy Plan*. The City’s share of the region’s affordable housing need from 2011-2020 is 501 units; and its lifecycle housing goal is 500 to 1000 units. The City already has the capacity in its guided land uses for 2011-2020 to support the housing need and the lifecycle housing goal. By reguiding approximately 5.21 acres from Business Park to Mixed Use, the amendment further increases the amount of land that supports the development of affordable and lifecycle housing. The timing of development in the amendment location is reflected in a forecast change for 2030. Nevertheless, the City now has a total of 43.1 acres guided at densities of at

least 20 units per acre. This results in the capacity to support at least 862 new housing units at minimum guided densities.

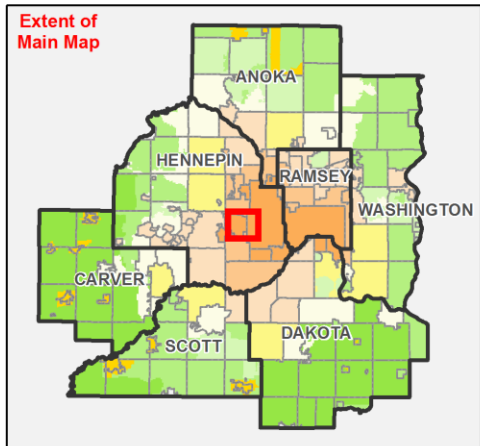
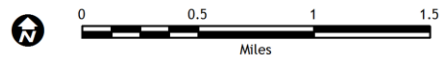
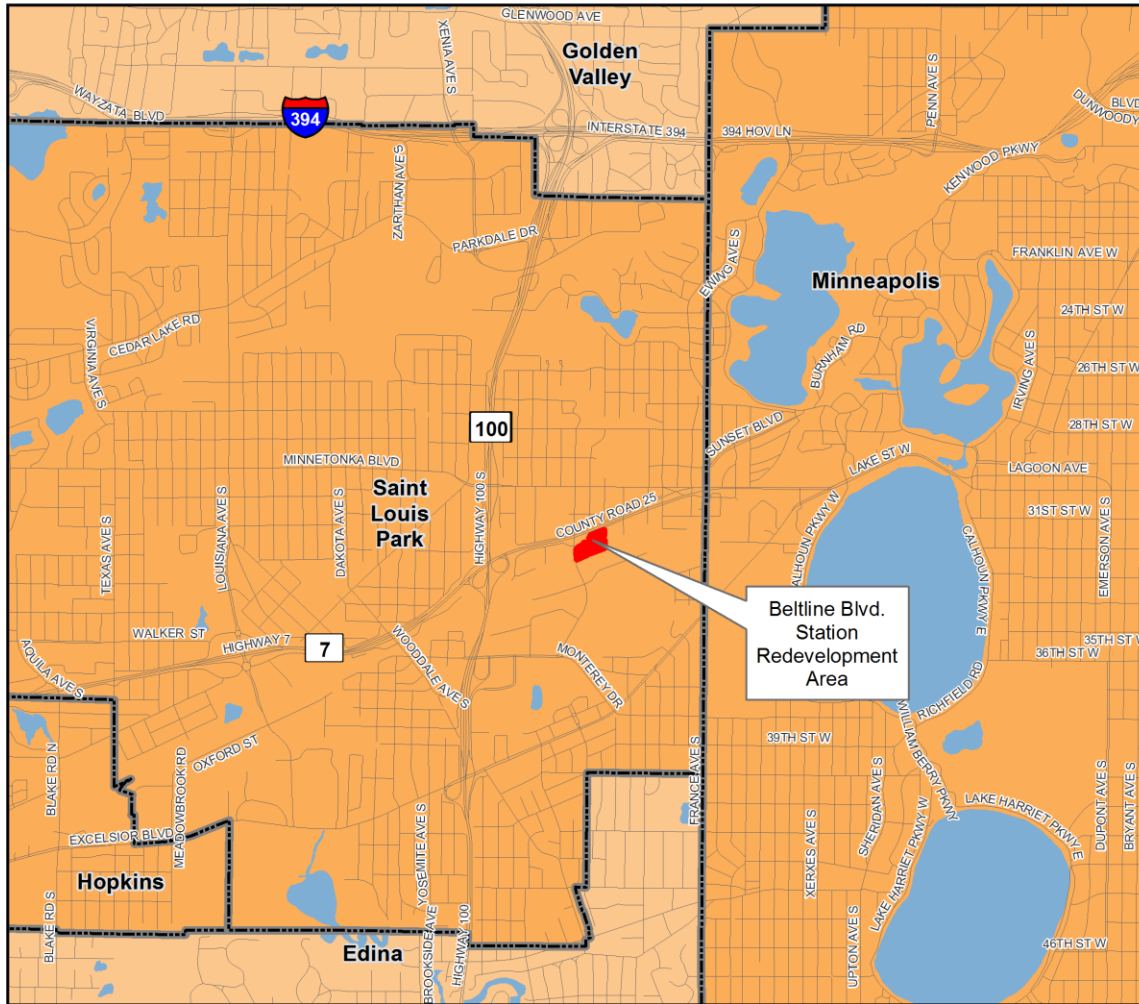
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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 Community Designations
- Figure 2: Location Map Showing Regional Systems
- Figure 3: Guiding Land Use, Existing and Proposed Change

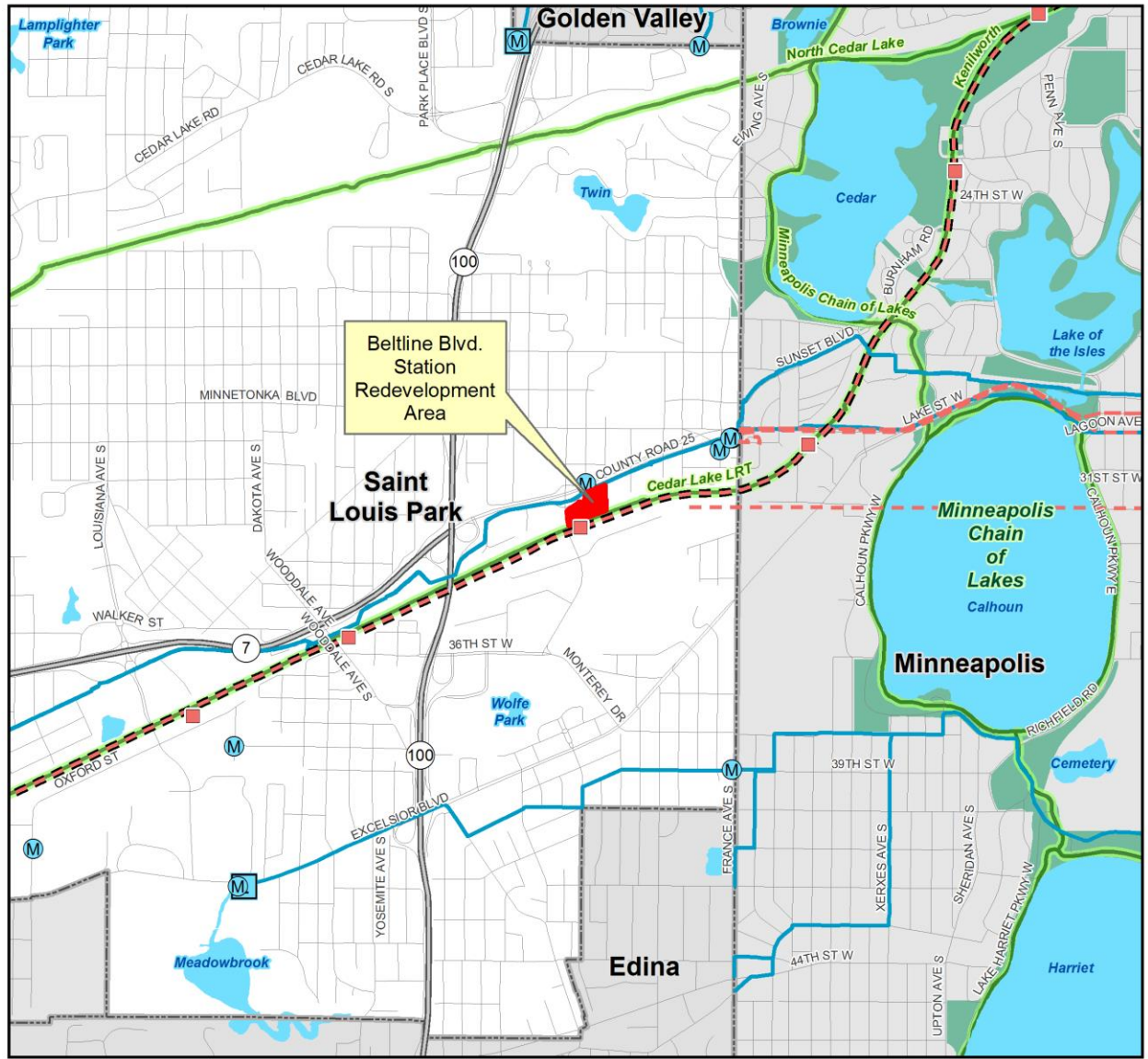
Figure 1: Location Map Showing Community Designations



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

Figure 2: Location Map Showing Regional Systems



Regional Systems

Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads

Regional Transitways

- Existing, Fixed Guideway
- - - Proposed, Fixed Guideway
- Existing, Bus Rapid Transit
- - - Proposed, Bus Rapid Transit
- Existing Fixed Guideway Stations
- Planned Fixed Guideway Stations

Recreation Open Space

- Park Reserves
- Regional Parks
- Special Recreation Features
- Existing Regional Trails
- - - Planned Regional Trails

Wastewater Treatment

- Ⓜ Meters
- Ⓛ Lift Stations
- MCES Interceptors
- WTP MCES Treatment Plants

— Ncompass Street Centerlines

Figure 3: Guiding Land Use, Existing and Proposed Change

