

Community Development Committee

Meeting date: November 4, 2019

For the Metropolitan Council meeting of November 13, 2019

Subject: City of St. Louis Park 2019 Land Use Amendment Comprehensive Plan Amendment, Review File No. 22096-2

District(s), Member(s): District 6, Lynnea Atlas-Ingebretson

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 2019 Land Use Amendment Comprehensive Plan Amendment into effect.
2. Revise the City's forecasts upward as shown in Table 2 of the attached 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 Housing.

Background

The proposed amendment reguides approximately 13 acres from Commercial to Transit Oriented Development. The location is the site of a closed Sam's Club near the planned Louisiana Station on the METRO Green Line Extension and has been the subject of a planning study to establish new guiding land use policy for the location.

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 2019 Land Use Amendment Comprehensive Plan Amendment

Review File No. 22096-2, Council Business Item No. 2019-315

BACKGROUND

The City of St. Louis Park (City) is a Hennepin County community of approximately 10.5 square miles, bordered by Minneapolis on the east, Golden Valley and Plymouth on the north, Minnetonka on the west, and Hopkins and Edina on the south.

Thrive MSP 2040 (Thrive) designates St. Louis Park with an “Urban Center” community designation. Thrive forecasts, as most recently amended in March 2017, for 2040 are 51,800 population, 25,700 households, and 46,700 jobs.

The Council reviewed the City’s Comprehensive Plan ([Business Item 2019-151](#), Review File No. 22096-2) on July 10, 2019. This is the City’s first amendment since the review of the Plan.

REQUEST SUMMARY

The proposed amendment reguides approximately 13 acres from Commercial to Transit Oriented Development. The location is the site of a closed Sam’s Club near the planned Louisiana Station on the METRO Green Line Extension and has been the subject of a planning study to establish new guiding land use policy for the location. The request includes a revision to Council forecasts.

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 Plan on July 10, 2019 (Review File No. 22096-1).

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 for regional parks are included below.

Regional Parks

Reviewer: Colin Kelly (651-602-1361)

The proposed amendment conforms to the 2040 Regional Parks Policy Plan. The site is located adjacent to the Cedar Lake Regional Trail, which is owned and operated by Three Rivers Park District. The City's planning study recognized the need for coordination between the City and Three Rivers Park District regarding potential connections between the development and the trail.

Consistency with Council Policy

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

Land Use

Reviewer: Michael Larson, CD - Local Planning Assistance (651-602-1407)

Thrive designates the City as an Urban Center community, which includes expectations for the overall density of new development and redevelopment at a minimum average residential density of 20 units per acre (units/acre). As shown in Figure 3, the proposed amendment reguides 12.98 acres from Commercial to Transit Oriented Development (TOD), which supports residential development at densities from 50 to 125 units/acre. As a result of the amendment, the City's overall minimum planned density increases slightly from 34.43 to 36.30 units/acre, as shown in Table 1 with changes underlined.

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

Category	2018-2040 Change				
	Density		Net Acres	Min Units	Max Units
	Min	Max			
RM - Medium Density Residential	6	30	18.7	112	561
RH - High Density Residential	30	75	3.01	90	226
MX - Mixed Use *	20	75	6.91	138	518
TOD - Transit Oriented Development*	50	125	<u>48.56</u>	<u>2,428</u>	<u>6,069</u>
COM - Commercial**	20	50	0.68	14	34
OFC - Office**	50	125	3.24	162	404
	TOTALS		81.55	<u>2,944</u>	<u>7,813</u>
			Overall Density	<u>36.30</u>	<u>96.35</u>

*75-85% residential

**10% residential

The amendment location is adjacent to the future Louisiana Avenue Station on the METRO Green Line. The 2040 Transportation Policy Plan (TPP) calls for Urban Center communities with planned light rail transit (LRT) to guide an average minimum density of 50 units/acre within the 1/2-mile station area. The proposed reguiding is consistent with this policy, as the minimum density for this new designation is 50 units/acre. The amendment also furthers the TPP policy regarding activity in station areas, as the reguiding creates a previously unidentified opportunity for new households and employment.

Forecasts

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

The City proposes a forecast adjustment as part of the amendment, as shown in Table 2. Council staff agree that the change in guiding land use to accommodate potential redevelopment increases the capacity of the site for housing and employment. The proposed forecast revision reflects 420 additional households by 2030 and 530 additional households by 2040. Additionally, the proposed adjustment to employment forecasts reflects 100 additional jobs by 2030 and 150 additional jobs by 2040.

Concurrently, Council and City staff agree to an adjustment to population forecasts for each decade that reflect larger than expected household sizes.

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

	Census	Estimate	Current Council Forecasts			Revised Council Forecasts		
	2010	2018	2020	2030	2040	2020	2030	2040
Population	45,250	48,910	48,200	49,600	51,800	<u>49,600</u>	<u>52,350</u>	<u>54,520</u>
Households	21,743	23,414	23,600	24,800	25,700	23,600	<u>25,220</u>	<u>26,230</u>
Employment	40,485	39,428	43,400	45,200	46,700	43,400	<u>45,300</u>	<u>46,850</u>

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

The Council will approve the revised forecast simultaneous with Council action on the amendment.

With the forecast revisions, the 2021-2030 Allocation of Affordable Housing Need for St. Louis Park will increase, as shown in Table 3.

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)	229	<u>309</u>
Between 31% and 50% of AMI	132	<u>178</u>
Between 51% and 80% of AMI	78	<u>106</u>
TOTAL 2021-2030 Allocation	439	<u>593</u>

Housing

Reviewer: Hilary Lovelace, CD-Housing (651-602-1550)

The proposed amendment is consistent with the 2040 Housing Policy Plan. The proposed amendment adds 12.98 acres to the City's inventory of land guided to support the development of low- and moderate-income housing. Following the authorization of the amendment, and as shown in Figure 4, the City will be guiding enough land to address its share of the region's 2021-2030 need for affordable housing. This figure will be 593 units as a result of the forecast increase (Table 3). Any affordable units built on the site through the City's inclusionary housing ordinance or other efforts will be subtracted from the affordable housing need allocation total when they are built. As of this amendment, the City will be guiding over 50 acres of higher density residential land such that at least 1,516 units could be built.

St. Louis Park is a participant in Livable Communities Act (LCA) programs, and most recently received \$850,000 in Livable Communities Demonstration Account (LCDA) funds in 2017 for the construction of a 299-unit mixed-income development at the future METRO Green Line Wooddale Station called PLACE. These units, 200 of which are planned to be affordable, will span both sides of the future LRT station and include a plaza and solar canopy. The most recent affordable housing development in St.

Louis Park, the Elmwood, was completed in 2018 and consists of 17 affordable units in a 70 unit mixed-income project.

Advisory Comments

The revised Comprehensive Plan pages that accompanied the amendment did not include changes to the Plan where it references the affordable housing need allocation and the three bands of affordability (p. 5-176). Council staff advise the City to make these edits.

The City's 2040 Comprehensive Plan, authorized by the Council on July 10, 2019, states that the City will adopt a Fair Housing Policy in 2019. Council staff remind the City that having an adopted Fair Housing Policy is required for disbursement of LCA funds.

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 with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Current and Proposed Guiding Land Use
- Figure 4: Land Guided for Affordable Housing

Figure 1: Location Map Showing Regional Systems

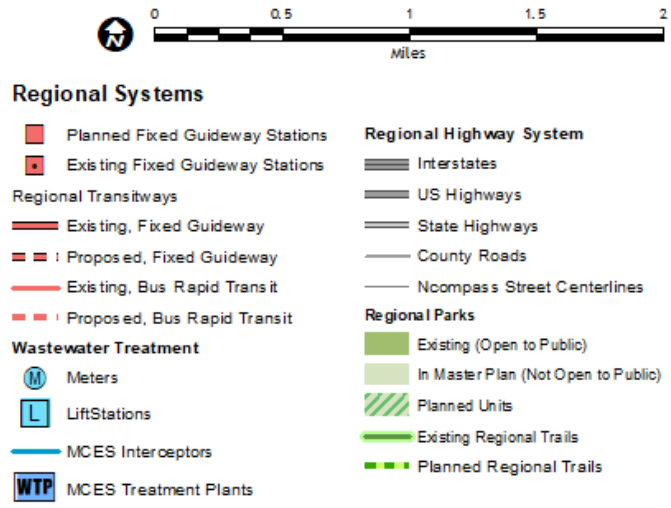
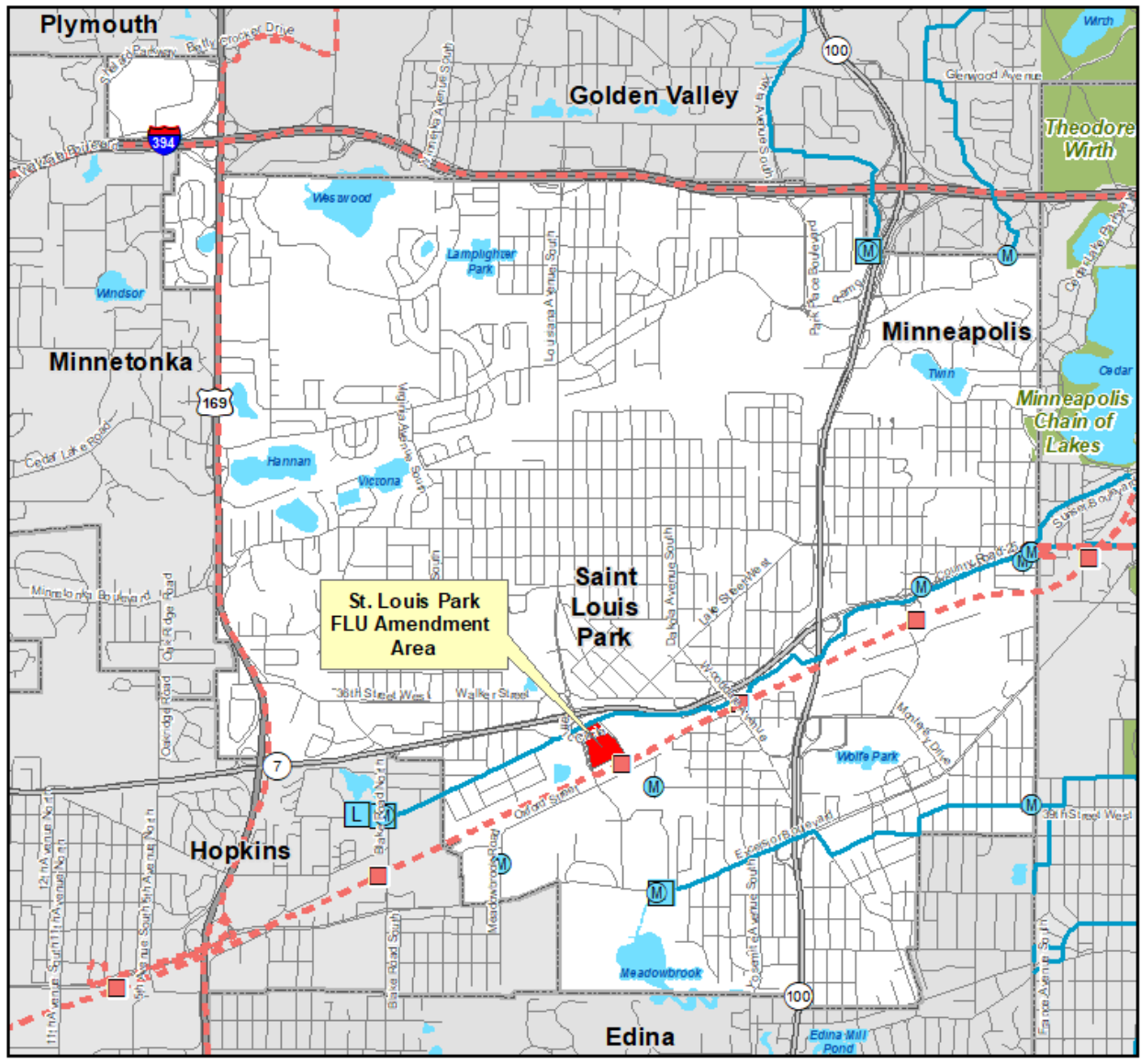
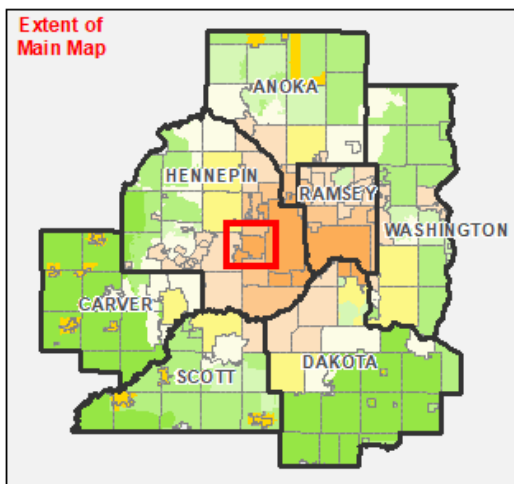
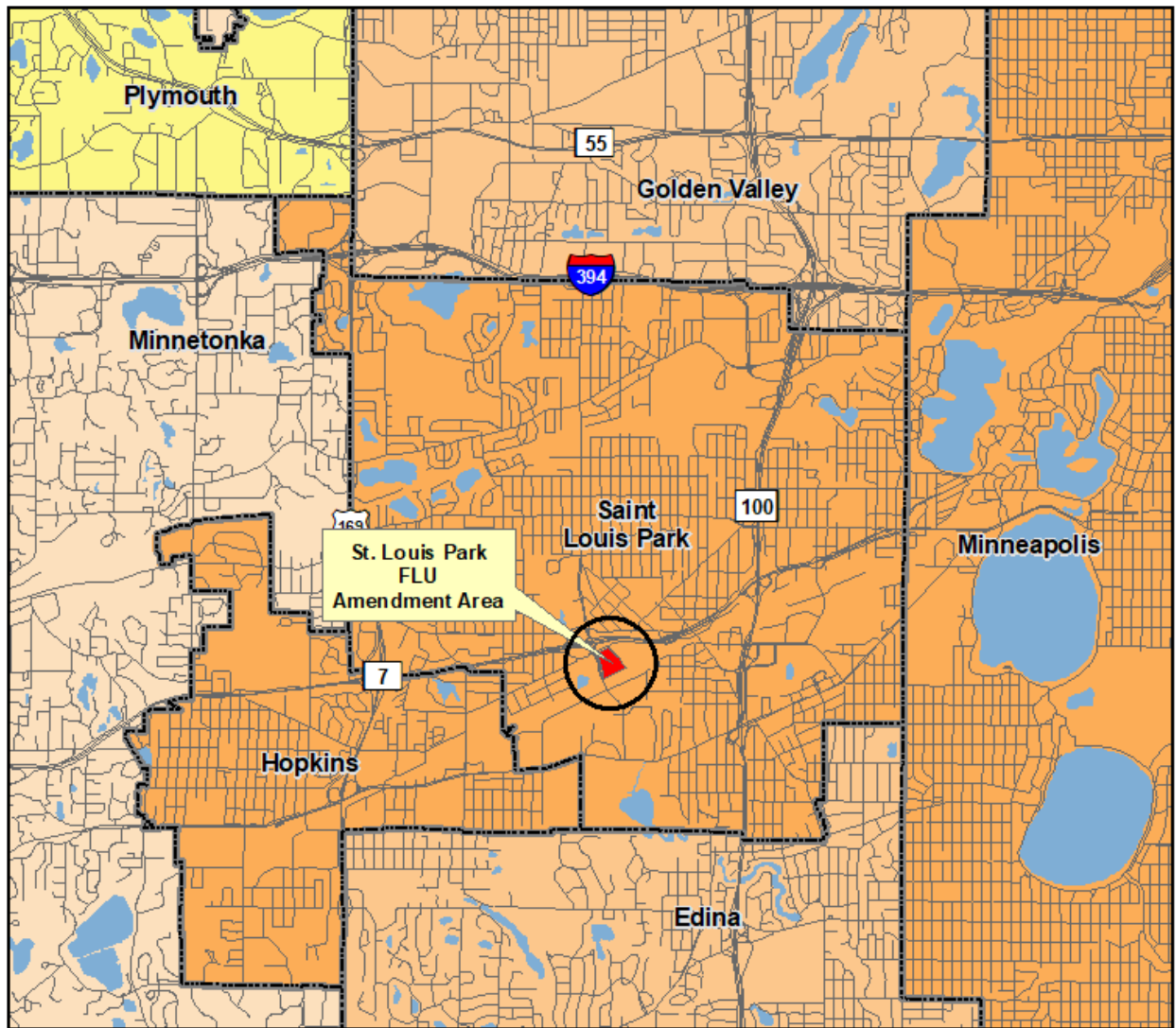


Figure 2: Location Map Showing Community Designations

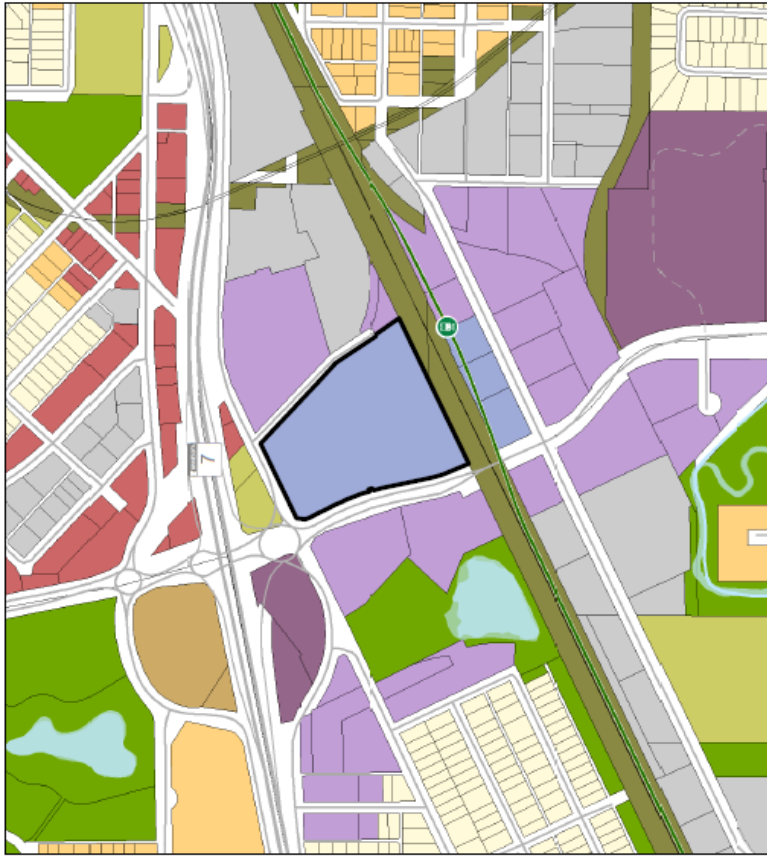


ThriveMSP 2040 Community Designations

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

Figure 3: Current and Proposed Land Use Guiding

Proposed Amendment to FLU (2019)



2040 Comprehensive Plan

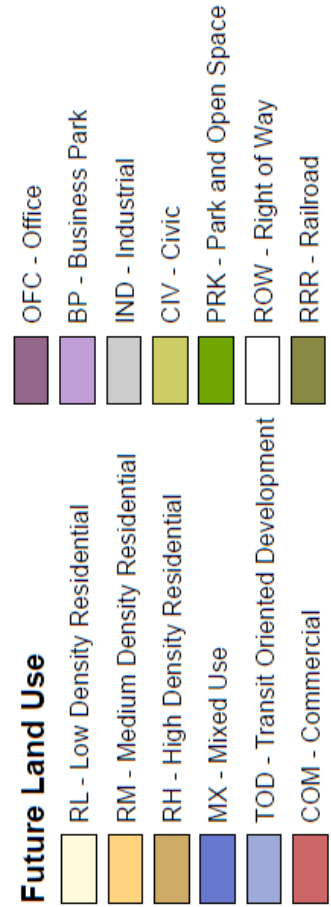
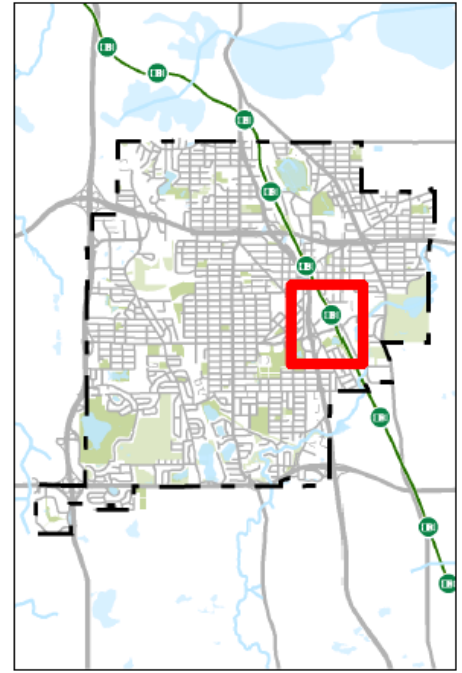
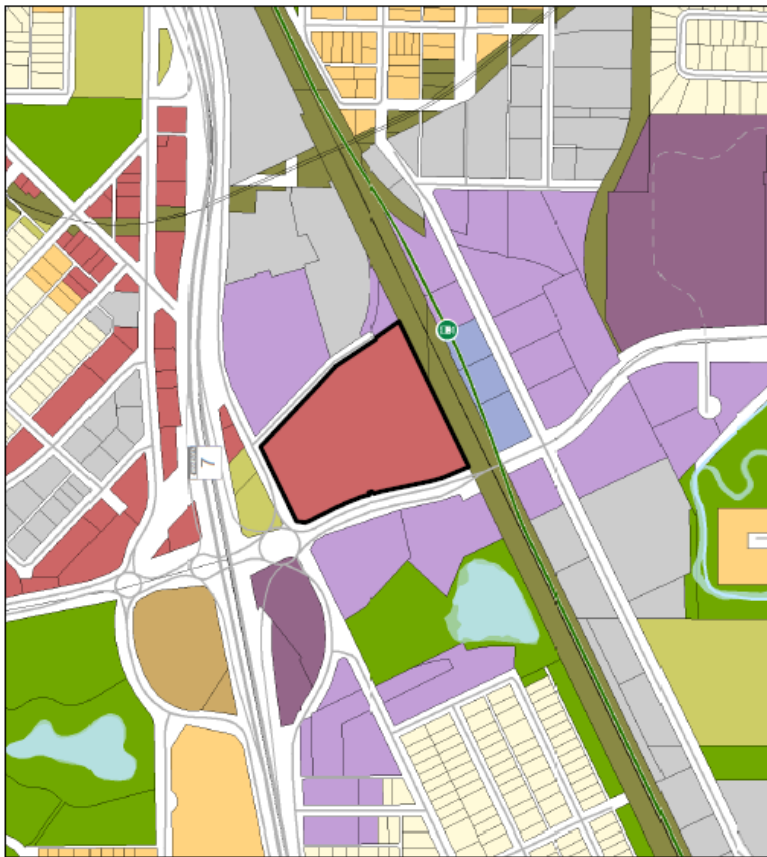


Figure 4. Land Guided for Affordable Housing

Land Guided for Affordable Housing 2021-2030

St Louis Park

Hennepin County

Council Member Council Member Lynnea Atlas-Ingebretson, District 6

2021-2030 share of regional need for Affordable Housing: **593 units**
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	Available Acres	X	Minimum Density <i>(units per acre)</i>	X	Expected % Residential <i>(if mixed use)</i>	=	Minimum Units Possible
High Density Residential	0.00		30		100%		0
Mixed Use	5.19		20		75%		78
TOD	37.52		50		75%		1,407
Commercial	6.79		20		10%		14
Office	3.27		50		10%		17
Total	50						1,516

Sufficient/*(insufficient)* units possible against share of regional need: **923**

Affordable units built since 2021: **0**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **923**

Number of Comp Plan Amendments approved since Comp Plan Update: **1**

