

## Community Development Committee

Meeting date: December 6, 2021

For the Metropolitan Council meeting of December 22, 2021

**Subject:** City of South St. Paul Grand/Exchange Mixed Use Area Comprehensive Plan Amendment, Review File 22398-2

**District(s), Member(s):** District 13, Chai Lee

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

**Staff Prepared/Presented:** Patrick Boylan, Planning Analyst (651-602-1438)  
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

**Division/Department:** Community Development/ Regional Planning

### Proposed Action

That the Metropolitan Council adopt the attached Review Record and take the following actions:

1. Authorize the City of South St. Paul to place its comprehensive plan amendment into effect.
2. Revise the population and household forecasts for the City upward as shown in Table 1 of the Review Record.
3. Revise the City's affordable housing allocation for the 2021-2030 decade to 101 units.
4. Advise the City to implement the advisory comments in the Review Record for Wastewater Service

### Background

The City submitted the Grand/Exchange Mixed Use Area comprehensive plan amendment on October 29, 2021. The amendment proposes changes to the City's future land use map and text associated with 58.7 acres guided as Mixed Use. The request designates the identified sites as the Grand/Exchange Mixed Use Area. The new category is proposed to have a density range of 25 to 75 units per acre. The amendment site is located along Concord Street South between the Mississippi River and the bluffs in the central part of the City. The purpose of the amendment is to steer residential growth in this area in alignment with the 2040 Comprehensive Plan and the Hardman Triangle Small Area Plan. The amendment does not impact other mixed use areas within the City. This is the City's first amendment to its 2040 Comprehensive Plan.

### 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 opposition.

# REVIEW RECORD

City of South St. Paul

## Grand/Exchange Mixed Use Area Comprehensive Plan Amendment

Review File No. 22398-2, Business Item No. 2021-339

### BACKGROUND

The City of South St. Paul (City) is located along the northern border of Dakota County, bordered by St. Paul to the north, West St. Paul to the west, Inver Grove Heights to the south, and Newport to the east.

*Thrive MSP 2040* (Thrive) designates South St. Paul with an “Urban Center” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 20,850 to 21,200 population and 8,400 to 9,000 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 6,800 to 7,500 jobs.

The Metropolitan Council reviewed the City of South St. Paul 2040 Comprehensive Plan ([Business Item 2020-229 JT](#), Review File No. 22398-1) on September 23, 2020. This is the first comprehensive plan amendment since the 2040 Plan was reviewed.

### REQUEST SUMMARY

The amendment proposes changes to the City’s future land use map and text associated with 58.7 acres guided as Mixed Use. The request designates the identified sites as the Grand/Exchange Mixed Use Area. The new category is proposed to have a density range of 25 to 75 units/acre. The amendment site is located along Concord Street South between the Mississippi River and the bluffs in the central part of the City. The purpose of the amendment is to steer residential growth in this area in alignment with the 2040 Comprehensive Plan and the Hardman Triangle Small Area Plan. The amendment does not impact other mixed use areas within the City.

### 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 with the proposed changes.

#### 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 2040 Plan on September 23, 2020 ([Business Item 2020-229 JT, Review File No. 22398-1](#)).

### 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 are included below.

#### **Regional Parks**

*Reviewer: Colin Kelly, Community Development (CD) – Regional Parks (651-602-1361)*

The proposed amendment conforms to the *2040 Regional Parks Policy Plan* (see Figure 1). The Mississippi River Regional Trail is approximately 0.1 mile to the northeast, on the opposite side of Hardman Avenue North and two rail lines. The amendment acknowledges the proximity of the regional trail and notes “the amendment should have no impact on the trail.” Council staff concur. The proposed land use change will not have an adverse impact on the Mississippi River Regional Trail or the Regional Parks System.

#### **Wastewater Service**

*Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs ([roger.janzig@metc.state.mn.us](mailto:roger.janzig@metc.state.mn.us))*

The amendment conforms to the *2040 Water Resources Policy Plan* (WRPP). The regional system has adequate capacity to serve the proposed maximum residential density increase for the project location associated with this amendment. Metropolitan Council Dual Forcemain Interceptors (8027) are located south of Hardman Avenue North and to the east of Concord Street North, and then within the Hardman Avenue North right-of way, northeast of this project location. The interceptors were built in 2012 and are 30-inch ductile iron pipes.

#### *Advisory Comments*

There are specific processes that must be followed before encroachment on our property, an Encroachment Agreement is required. Prior to initiating any project at this location, Council staff also need to assess the potential impacts to our interceptor system. To send preliminary plans and obtain an Encroachment Agreement Application, contact Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services.

### *Consistency with Council Policy*

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

#### **Forecasts**

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

City Staff and Council staff have discussed revision of the South St. Paul forecast to reflect updated redevelopment assumptions. Council staff find this justified by the mixed use land supply detailed in Plan table 4.4, and the increase of the mixed use density range for the new land use category. In supplemental information received on November 10, City staff agree to the forecast revisions shown below in Table 1 (revisions underlined).

**Table 1. Metropolitan Council Forecast: South St. Paul**

	Census 2020	Council's Current Forecast			Proposed Forecast		
		2020	2030	2040	2020	2030	2040
Population	20,769	20,850	20,900	21,200	<u>20,800</u>	<u>21,600</u>	<u>22,000</u>
Households	8,432	8,400	8,650	9,000	8,400	<u>8,850</u>	<u>9,100</u>
Employment	5,863	6,800	7,000	7,500	<u>5,900</u>	7,000	7,500

### Advisory Comments

With this forecast revision, the 2021-2030 Affordable Housing Need for South St. Paul is revised to: 50 units at <=30% AMI, 7 units at 31-50% AMI; 44 units at 51-80% AMI; 101 affordable units total. The Metropolitan Council will approve this forecast revision and Affordable Housing Need calculation, simultaneous with action on the amendment.

### Thrive MSP 2040 and Land Use

Reviewer: Patrick Boylan, CD – Local Planning Assistance (651-602-1438)

The amendment is consistent with regional land use policy. *Thrive MSP 2040* designates the City as an “Urban Center” and directs Urban Center communities to develop at a minimum of 20 units per acre. The amendment proposes changes to the City’s future land use map and text associated with 58.7 acres guided as Mixed Use. The request designates the identified sites as the Grand/Exchange Mixed Use Area. Of the 58.7 acres in the request, the City expects 29.5 acres to fully develop as residential uses.

The amendment sites are located along Concord Street South between the Mississippi River and the bluffs in the central part of the City (see Figure 2). The purpose of the amendment is to steer residential growth in this area in alignment with the 2040 Comprehensive Plan and the Hardman Triangle Small Area Plan. The amendment does not impact other mixed-use areas within the City.

The overall expected minimum density remains unchanged at 24.6 units per acre. The amendment proposes a new future land use category “Grand/Exchange Mixed Use Area” which increases the opportunities for higher density development beyond the current maximum density of 60 units/acre in other land use categories. The new category has a proposed density range of 25 to 75 units per acre. With this amendment, the maximum units of potential housing units increase. The citywide maximum density increases from 60 units/acre to 72.4 units/acre as shown in Table 2 below.

**Table 2. Planned Residential Density, City of South St. Paul**

Category	Density			Min Units	Max Units
	Min	Max	Acres		
High Density	20	60	2.8	56	168
<u>Grand/Exchange Mixed Use*</u>	<u>25</u>	<u>75</u>	<u>29.5</u>	<u>738</u>	<u>2,213</u>
Mixed Use*	25	60	3.4	85	204
	<b>TOTALS</b>			<b>879</b>	<b>2,584</b>
	<b>Overall Density</b>			<b>24.6</b>	<b>72.4</b>

\* Mixed use areas are 40% residential land uses.  
Acres shown here net of total guided; all acres identified here are expected to be 100% residential.

### Housing

Reviewer: Ashleigh Johnson, CD - Housing (651-602-1106)

The amendment is consistent with the Council’s *Housing Policy Plan*. The proposed amendment will lead to an increase of population and households for the 2021-2030 decade. Therefore, the City’s share of the region’s affordable housing need increases from 57 to 101 units; 28 to 50 units at or below 30% of area median income (AMI); 4 to 7 units at 31-50% of AMI; and 25 to 44 units at 51-80% of AMI.

## **Natural Resources**

*Reviewer: Cameran J. Bailey, CD – Local Planning Assistance (651-602-1212)*

The amendment is consistent with Council policy for stormwater management requirements. While there is no development proposal associated with the amendment, the City provided context on current and future stormwater management expectations.

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

The proposed amendment is compatible with the plans of adjacent jurisdictions. 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 Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current Land Use Guiding
- Figure 4: Proposed Land Use Guiding
- Figure 5: Land Guided for Affordable Housing



Figure 1. Location Map Showing Regional Systems

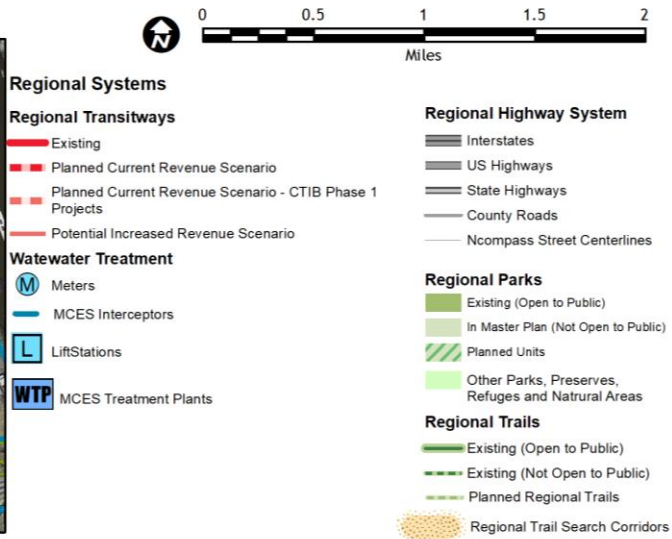
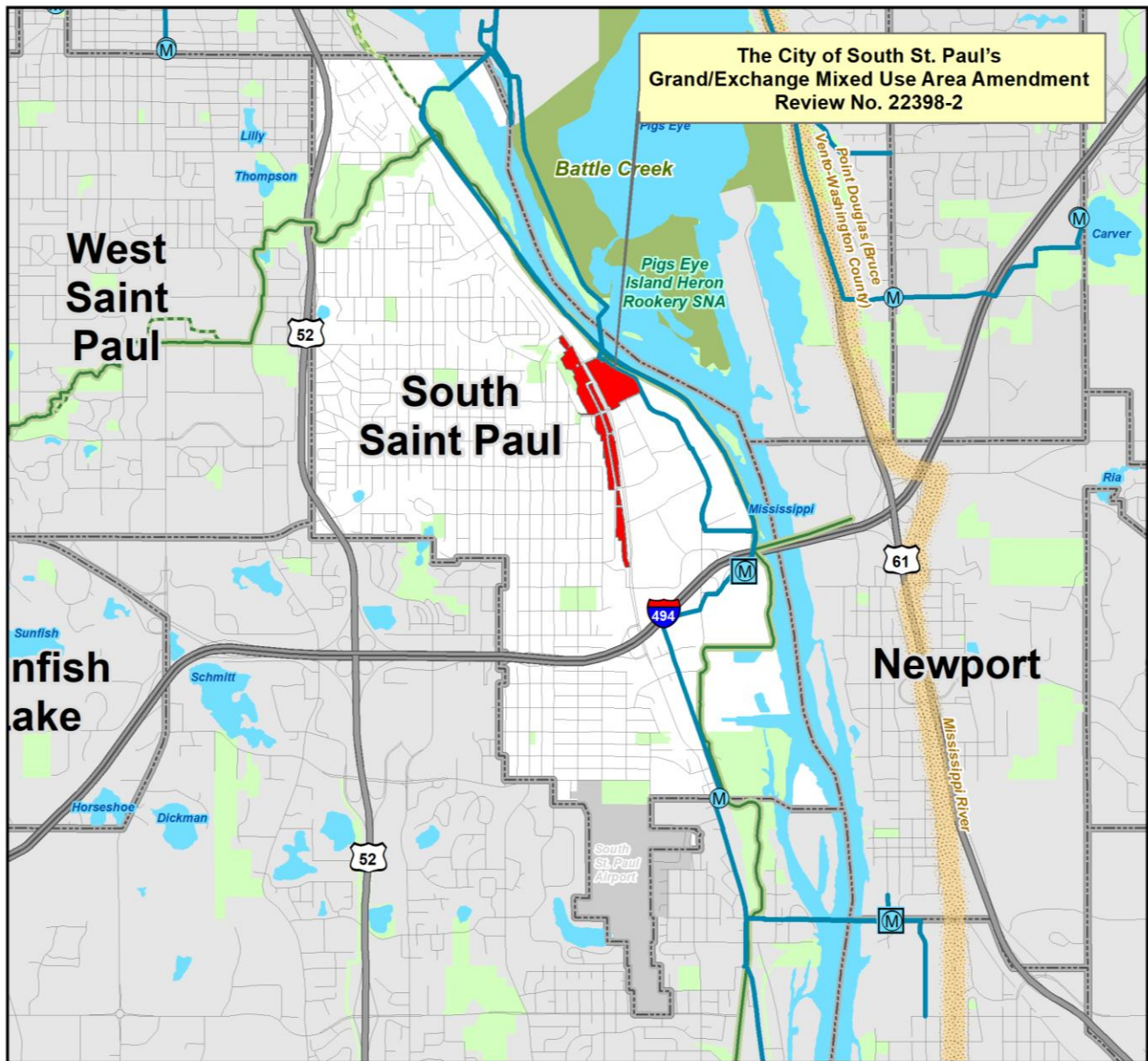
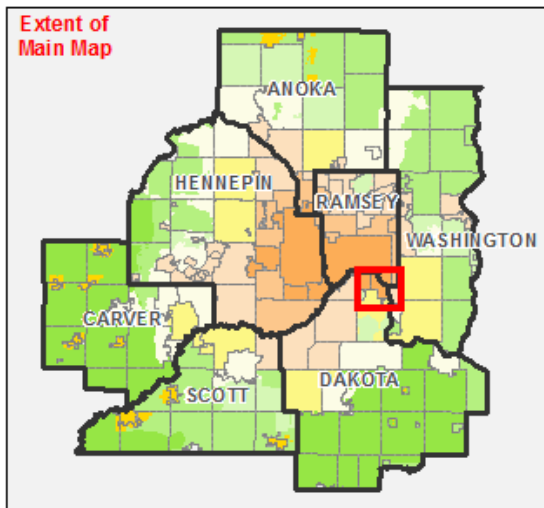
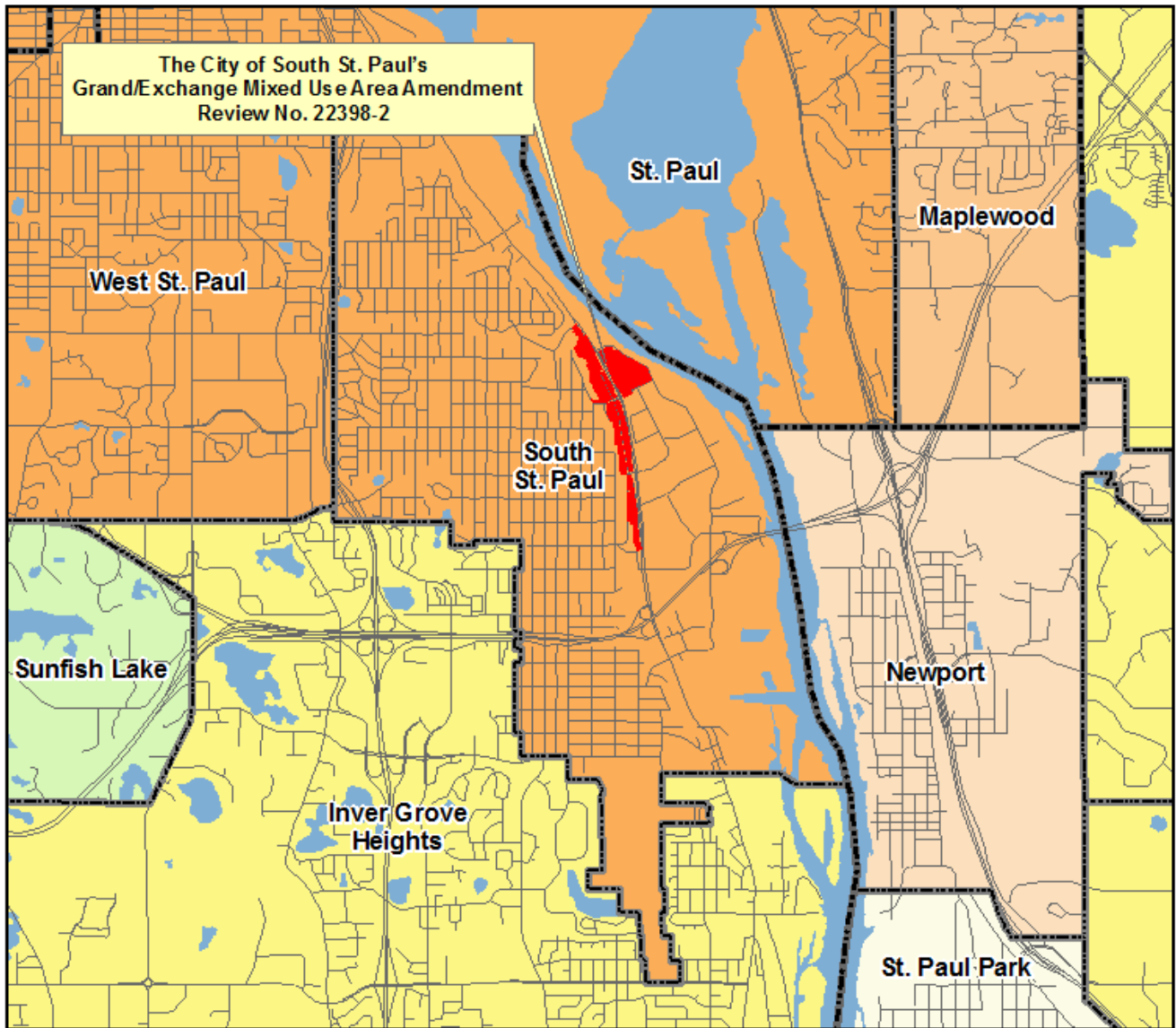


Figure 2. Location Map Showing Community Designations



**ThriveMSP 2040 Community Designations**

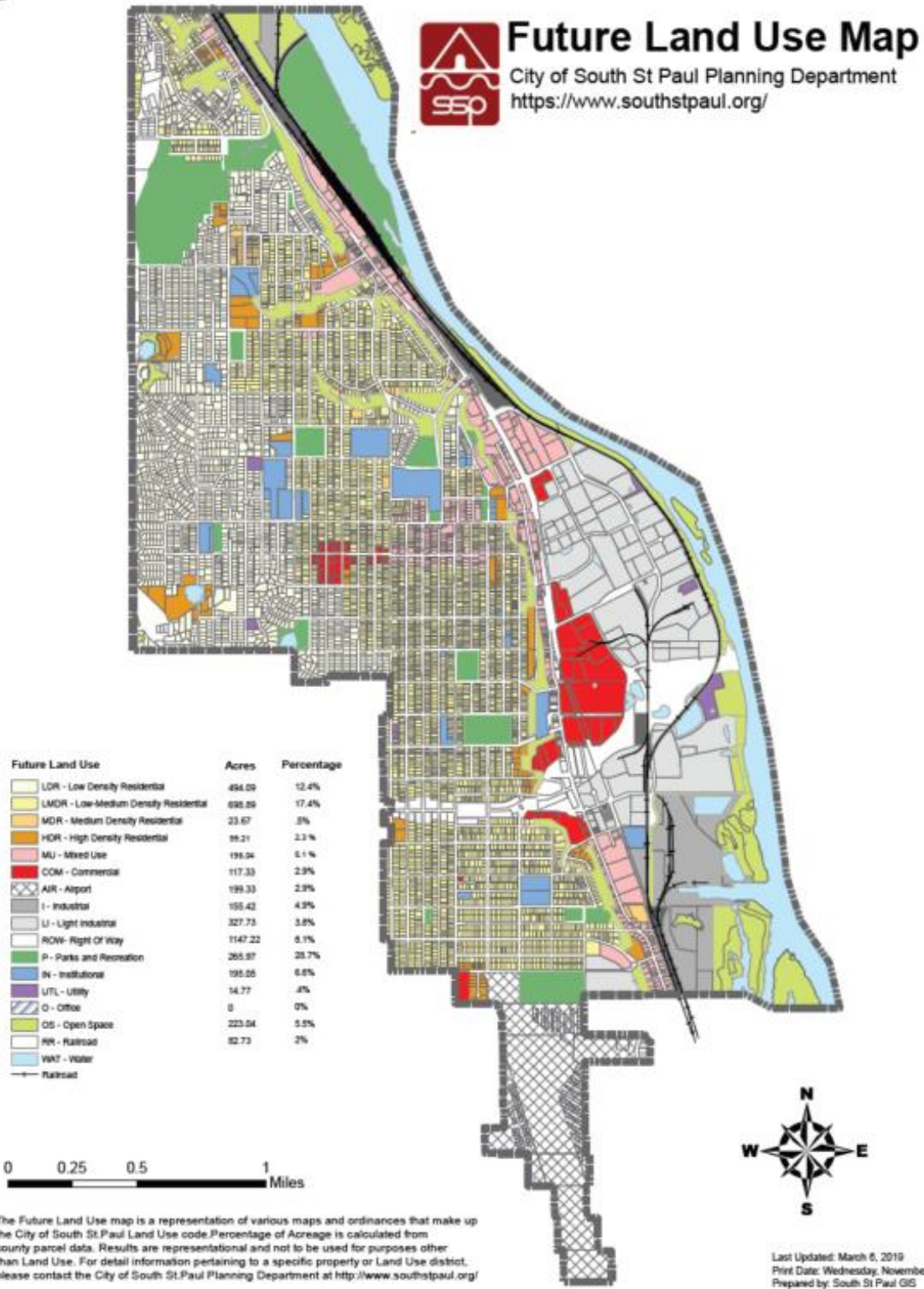
- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines



Figure 3. Current Land Use Guiding

Figure 4.2: Future Land Use

EXISTING FUTURE LAND USE MAP



DRAFT DECEMBER 2019

LAND USE 4-65



Figure 4. Proposed Land Use Guiding

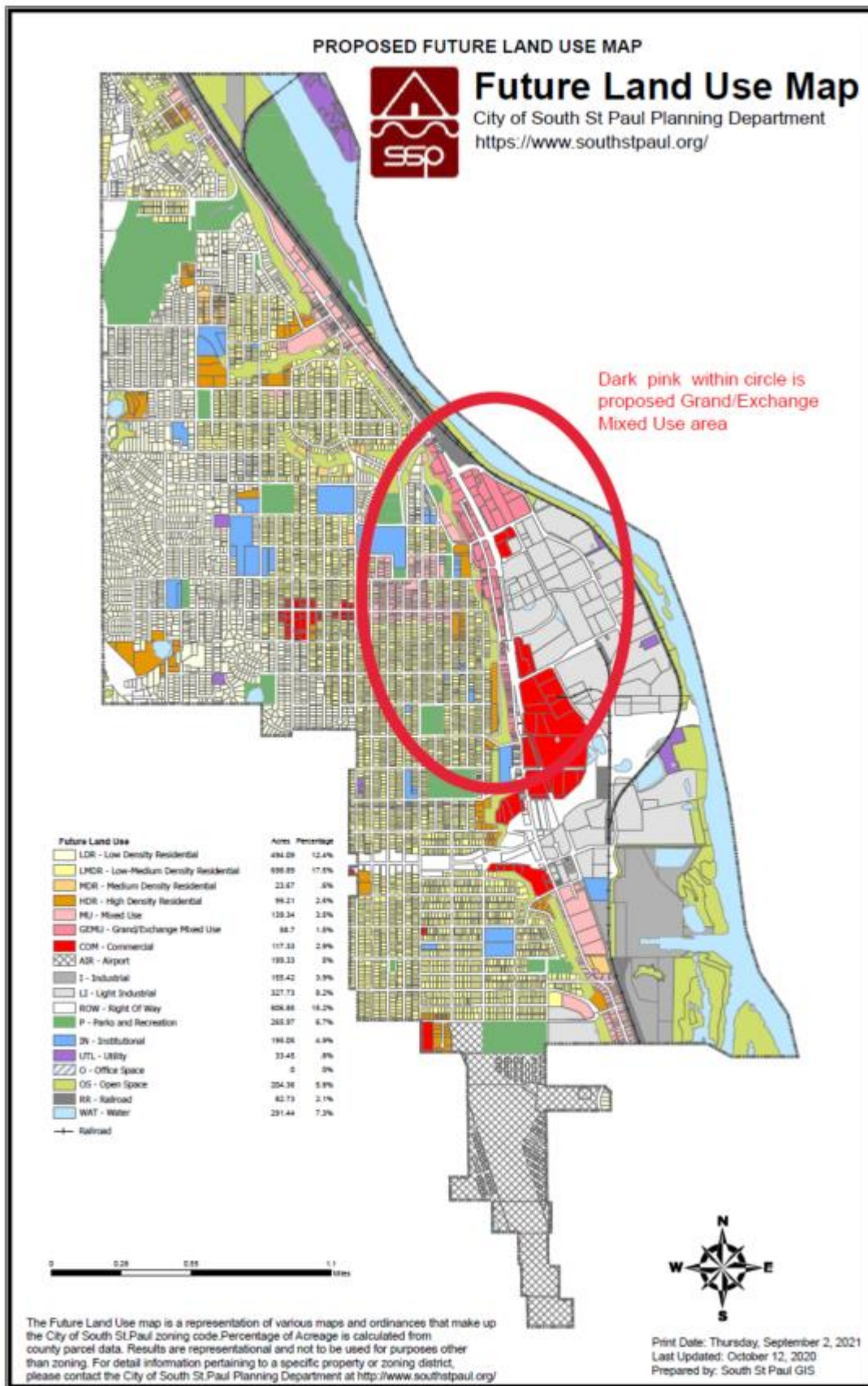


Figure 5. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **101 units**  
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	<b>Available Acres</b>	<b>×</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>×</b>	<b>Expected % Residential</b> <i>(if mixed use)</i>	<b>=</b>	<b>Minimum Units Possible</b>
<b>High Density Residential</b>	2.80		20		100%		56
<b>Mixed Use</b>	8.60		25		40%		86
<b>Total</b>	<b>11</b>						<b>142</b>

Sufficient/(insufficient) units possible against share of regional need: **41**

Affordable units built since 2021: **0**

Sufficient/(insufficient) units possible adjusted for affordable units built: **41**

Number of Comp Plan Amendments approved since Comp Plan Update: **0**

