

Committee Report

Community Development Committee



Committee Meeting Date: December 5, 2022

For the Metropolitan Council: December 14, 2022

Business Item: 2022-325

City of North St. Paul Density Bonus Comprehensive Plan Amendment, Review File 22159-2

Proposed Action

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

1. Authorize the City to place its comprehensive plan amendment into effect.
2. Revise the City's forecasts as shown in Table 1 in the Review Record.
3. Revise the City's affordable housing need allocation for 2021-2030 to 49 units.
4. Advise the City:
 - a. That a comprehensive plan amendment is required for any change to the Future Land Use map, when any future redevelopment projects that may require a density bonus are identified.
 - b. To implement additional advisory comments in the Review Record for land use.

Summary of Community Development Committee Discussion/Questions

The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on December 5, 2022



Business Item

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City of North St. Paul Density Bonus Comprehensive Plan Amendment, Review File 22159-2

District(s), Member(s):	District 11, Susan Vento
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Patrick Boylan, Planning Analyst (651-602-1438) Angela R. Torres, Senior Manager (651-602-1566)
Division/Department:	Community Development / Regional Planning

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4. Advise the City:
 - c. That a comprehensive plan amendment is required for any change to the Future Land Use map, when any future redevelopment projects that may require a density bonus are identified.
 - d. To implement additional advisory comments in the Review Record for land use.

Background

The City submitted the Density Bonus comprehensive plan amendment on October 6, 2022, along with supplemental information on October 25, 2022. The City proposes a text amendment to allow a density bonus of up to 110 units per acre within designated areas. The amendment establishes a single designated area of 0.74 acres to apply this density bonus located near the intersection of Seppala Boulevard and Helen Street North. The purpose of the amendment is to accommodate a multifamily development with 82 units and 1,500 square feet of commercial space. 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 North St. Paul

Density Bonus Comprehensive Plan Amendment

Review File No. 22159-2, Business Item No. 2022-325

BACKGROUND

The City of North St. Paul (City) is located in eastern Ramsey County, bordered by Maplewood and Oakdale.

Thrive MSP 2040 (Thrive) designates North St. Paul with an “Urban” community designation. The Council forecasts from 2020 to 2040 that the City’s population will stay the same at 12,000 people. The Council also forecasts that between 2020 and 2040, the City’s households will increase from 5,000 to 5,200 and employment will increase from 86,530 to 109,700 jobs.

The Metropolitan Council reviewed the City of North St. Paul 2040 Comprehensive Plan ([Business Item 2019-244 JT](#), Review File No. 22159-1) on September 25, 2019. This is the first comprehensive plan amendment since the 2040 Plan was reviewed.

REQUEST SUMMARY

The City proposes a text amendment to allow a density bonus of up to 110 units per acre within designated areas. The amendment establishes a 0.74-acre area to apply this density bonus located near the intersection of Seppala Boulevard and Helen Street North. The purpose of the amendment is to accommodate a multifamily development with 82 units and 1,500 square feet of commercial space.

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

1. The Council acted on the 2040 Plan on September 25, 2019 ([Business Item 2019-244 JT](#), Review File No. 22159-1).

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.

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)

Council staff find that prior to this amendment, the City has issued almost 300 building permits (during 2020, 2021 and 2022) that will advance its households total to approximately 5,100 in 2024. At the subject site, redevelopment of the 25XX block of 7th Avenue East is proposed to be a mixed-use development with 82 housing units and 1,575 square feet of new commercial space. North St. Paul will exceed the 2030 forecast in the near-term.

Council staff recommend, and the City agrees, to adding +100 households to the 2030 and 2040 timepoints. Further, Council staff recommend revising the population forecast series to fit the 2020 Census count, as shown in the table below (revisions are underlined). The forecast change is reflected in revised table 3.7 of the City Plan, submitted as supplemental information.

Table 1. Metropolitan Council City of North St. Paul Forecasts

	Census 2020	Current Approved Forecast			Forecast Revision		
		2020	2030	2040	2020	2030	2040
Population	12,364	12,000	12,000	12,000	<u>12,400</u>	<u>12,800</u>	<u>13,000</u>
Households	4,803	5,000	5,100	5,200	5,000	<u>5,200</u>	<u>5,300</u>
Employment	3,068	3,200	3,350	3,500	3,200	3,350	3,500

With this forecast revision, the Affordable Housing Need calculation for North St. Paul is revised to 25 units affordable at 30% AMI, 4 units affordable at 31-50% AMI, and 20 units affordable at 51-80% AMI.

The Metropolitan Council will approve the forecast revision and Affordable Housing Need revision simultaneous with action on the amendment.

Thrive MSP 2040 and Land Use

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

The Plan, with the proposed amendment, remains consistent with *Thrive MSP 2040* (Thrive) and its land use policies. The City proposes a text amendment to allow a density bonus of up to 110 units per acre within designated areas. The amendment establishes a single 0.74-acre area to apply this density bonus located near the intersection of Seppala Boulevard and Helen Street North (Figure 2). The proposed amendment will allow for the construction of a 82-unit mixed use residential building and add approximately 1,500 square feet of commercial space.

The amendment modifies the text in the land use chapter and the Future Land Use map. The text amendment creates an option for the City of North St. Paul to consider a density bonus for projects within designated areas guided for in a density bonus process that meets City goals. The application does not create a new residential land use category but indicates on the Future Land Use map the specific parcels where the density bonus is allowed. The City’s revised text for the 2040 Plan is explicit that any future redevelopment projects that may require a density bonus would also need to amend Map 4-4, the Future

Land Use map (revised Chapter 4, Page 10.) Any change to the Future Land Use map requires a comprehensive plan amendment.

Thrive directs Urban communities like North St. Paul to identify areas for redevelopment, particularly areas that are well served by transportation options and nearby amenities and that contribute to better proximity between jobs and housing. The Council has regular route transit service which connects the site to downtown St. Paul, Maplewood Mall, and other regional destinations.

Urban communities are directed to plan for development and redevelopment at overall minimum densities of 10 units per acre. The City has guided 22.57 acres for a minimum of 10.4 units per acre as shown in Table 2 below.

Table 2. Planned Residential Density, City of North St. Paul

Land Use	2020-2040 Change			Min Units	Max Units
	Min	Density Max	Net Acres		
Low Density Residential	3	5.5	-	-	-
Medium Density Residential	6	12	6.15	37	74
Multi-Family Residential	12	22	2.46	30	54
Downtown Mixed Use	12	<u>110</u>	<u>0.74</u>	<u>9</u>	<u>82</u>
Transitional Mixed Use	12	22	-	-	-
Corridor Mixed Use	12	40	13.22	159	529
		TOTALS	22.57	235	738
		Overall Density		10.4	32.7

Advisory Comment

A comprehensive plan amendment is required for any change to the Future Land Use map, when any future redevelopment projects that may require a density bonus are identified.

The City does not identify a new residential land use category by which to apply the density bonus described in this amendment. The City should consider development of a new residential land use category with higher maximum densities in existing districts where Staff expect this type of development to occur.

If any similar high density residential concept plans are brought to the attention of the City, Council staff encourage consultation with the City’s Sector Representative before an official amendment is submitted to assist in preliminary evaluation of potential impacts to regional systems and consistency with Council policy.

Housing

Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)

The amendment is consistent with the Council’s *Housing Policy Plan*. The Plan currently provides sufficient land to address its share of the region’s 2021-2030 need for affordable housing, which increases from 25 total units to 49 units with this amendment. The proposed amendment does not change the City’s inventory of land guided to support the development of low- and moderate-income housing. As of this amendment, the Plan will be guiding nearly 22 acres of higher density residential land such that at least 82 units could be built. (Figure 4.)

The proposed amendment will allow for the construction of an 82-unit mixed use, market rate building. The building will include seven live/work units. This amendment allows the City to implement the housing element of their 2040 Plan and does not contribute to their efforts to address its share of the region’s need for affordable housing in the 2021-2030 decade.

North St. Paul is a participant in Livable Communities Act (LCA) programs, and in 2016 was



awarded over \$600,000 in Livable Communities Demonstration Act funds for Commerce Park Apartments, a 186 unit building with 57 units affordable at 50% of Area Median Income.



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

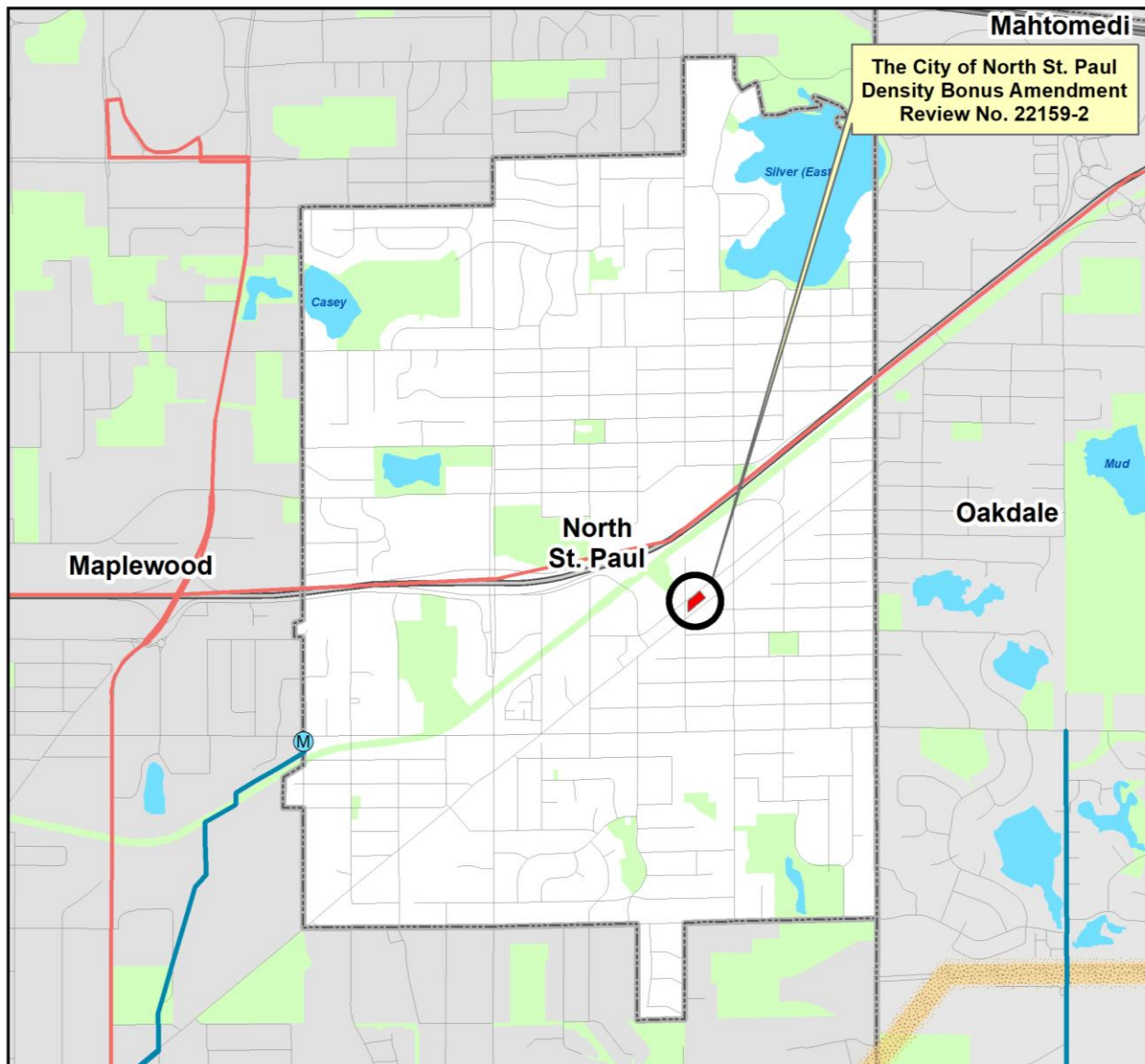
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current and Proposed Land Use Guiding
- Figure 4: Land Guided for Affordable Housing

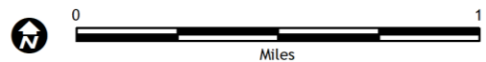
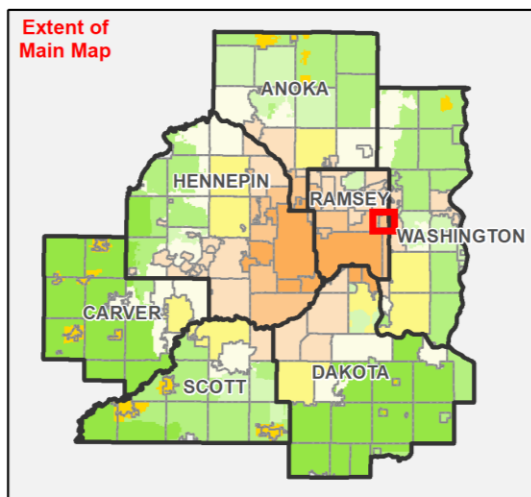
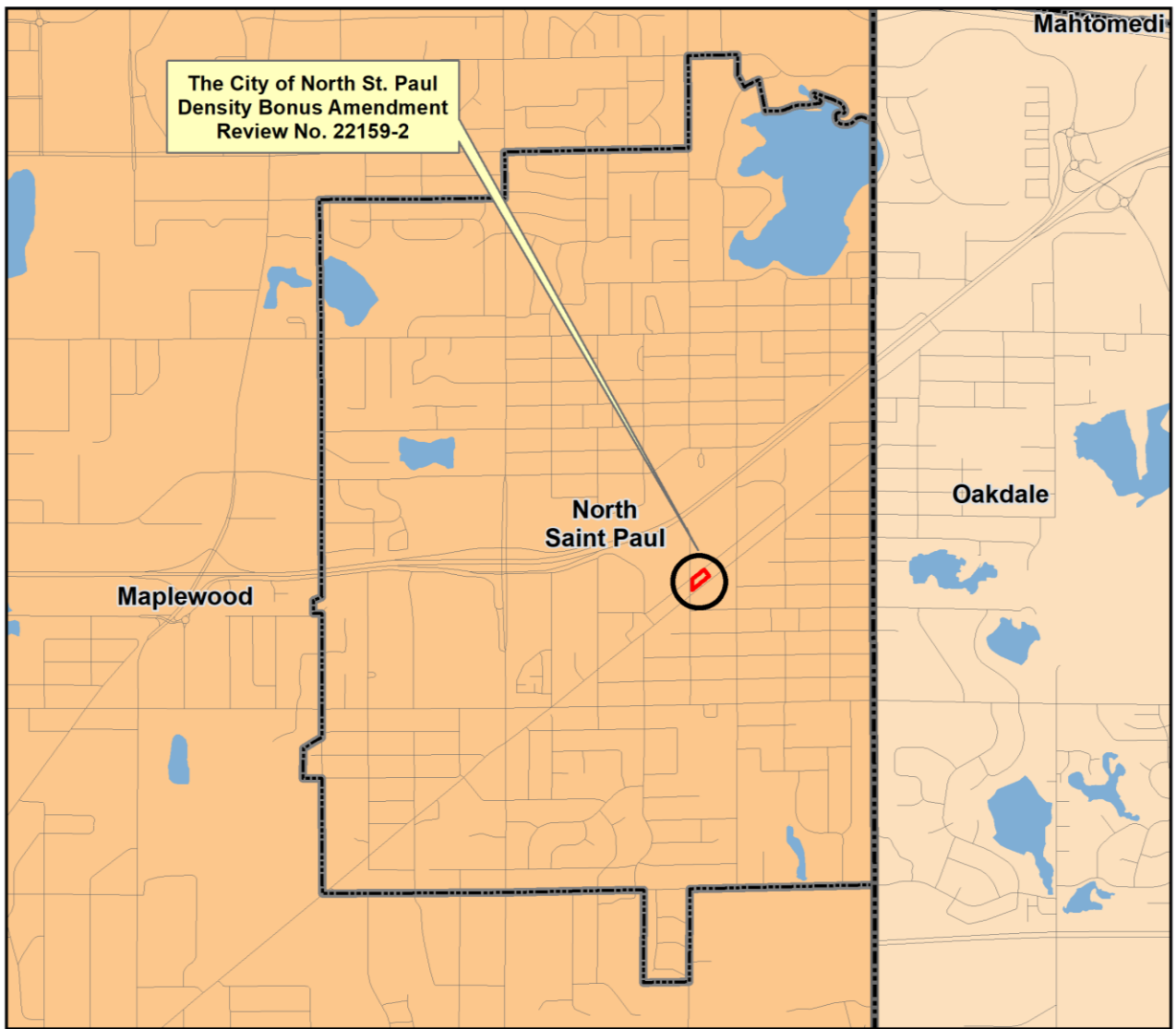


Figure 1. Location Map Showing Regional Systems



- Regional Systems**
- Regional Transitways**
- Existing
 - Planned Current Revenue Scenario
 - Planned Current Revenue Scenario - CTIB Phase 1 Projects
 - Potential Increased Revenue Scenario
- Wastewater**
- Meters
 - MCES Interceptors
 - Lift Stations
 - MCES Treatment Plants
- Regional Highway System**
- Interstates
 - US Highways
 - State Highways
 - County Roads
 - Road Centerlines
- Regional Parks**
- Existing (Open to Public)
 - In Master Plan (Not Open to Public)
 - Planned Units
 - Other Parks, Preserves, Refuges and Natural Areas
- Regional Trails**
- Existing (Open to Public)
 - Existing (Not Open to Public)
 - Planned Regional Trails
 - Regional Trail Search Corridors

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

2040 Current Guiding

Proposed Density Bonus (outlined in red)

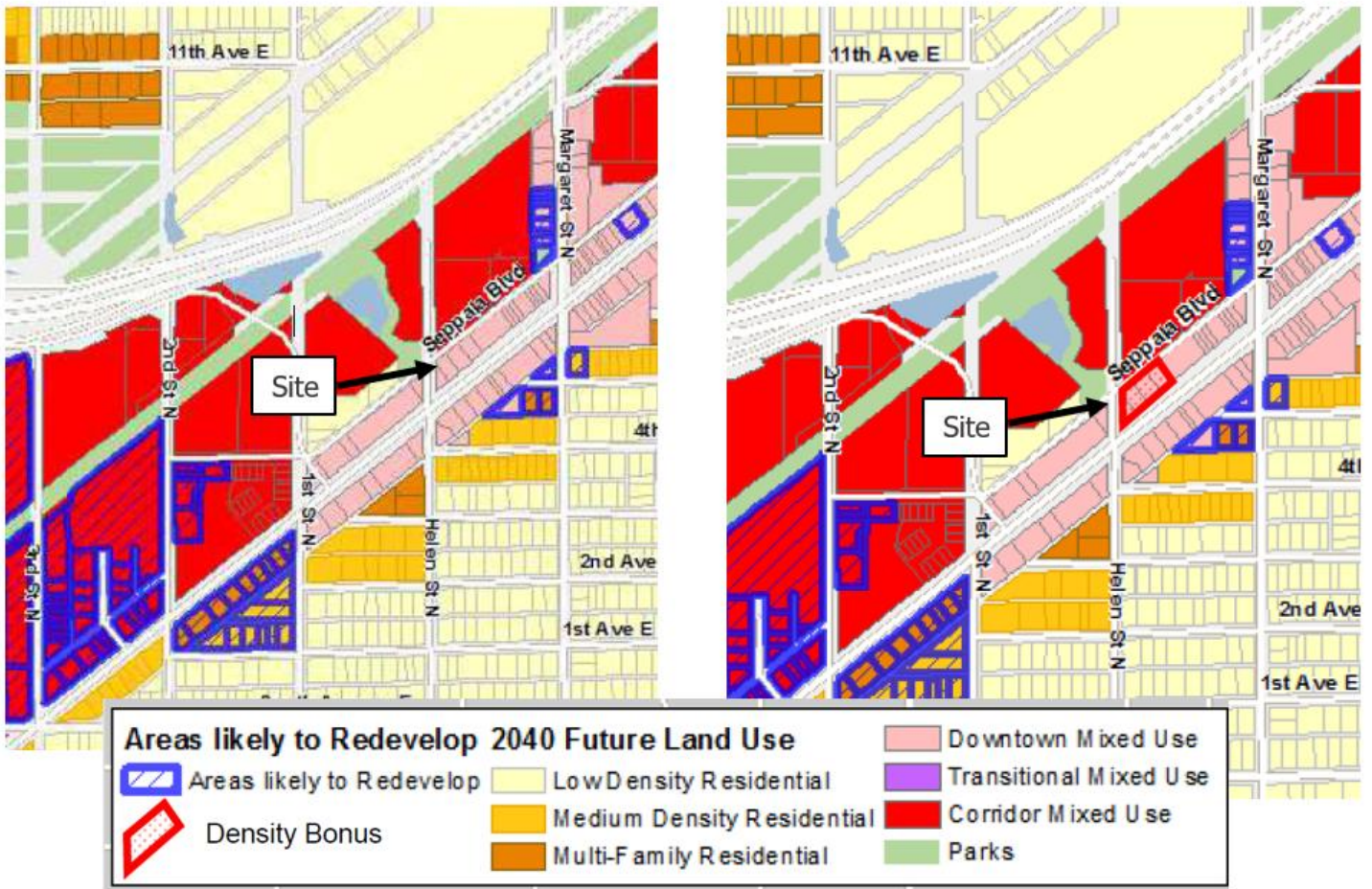


Figure 4. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **49 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
Multi-Family Residential	0.46		12		100%		6
Corridor Mixed Use	21.05		12		30%		76
Total	22						82

Sufficient/*(insufficient)* units possible against share of regional need: **33**

Affordable units built since 2021: **0**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **33**

