



**New Brighton City Council  
Work Session Agenda  
New Brighton City Hall | City Conference Room  
803 Old Hwy 8 NW, New Brighton , MN 55112  
5:00 PM May 12, 2026**

Members of the City Council will attend the meeting in person unless eligible to attend remotely per MN Stat. 13D.02

To participate in this meeting, members of the public may:

- **Attend the meeting in person.**
- **Watch the meeting electronically.** Tune into CTV Channel 8023 (CenturyLink) or Channel 16 (Comcast). To observe the meeting as a livestream or a webcast, visit [NBMN.info/View-A-Meeting](http://NBMN.info/View-A-Meeting)
- **Join the meeting electronically.** Members of the public who need to interact with our public officials about agenda items, City Administration, and matters that are otherwise of public concern to the City Council but are unable to or not comfortable attending the meeting in person, may join the meeting electronically at: <https://newbrightonmn.gov/zoom> (no app needed), by scanning the QR Code on the right, or by using their Zoom app to join and entering: Meeting ID 898 6240 2361, Passcode 867530



**I. Work Session Item**

- 1. Housing Action Plan Policy #3: Zoning Audit**
- 2. Housing Action Plan Policy #4: Developer Strategy**



<b>Agenda Section:</b>	<b>Work Session Item</b>
<b>Meeting Date:</b>	<b>May 12, 2026</b>

**REQUEST FOR COUNCIL CONSIDERATION – EXECUTIVE SUMMARY**

**ITEM DESCRIPTION:** Housing Action Plan Policy #3: Zoning Audit

**Action Requested:** Discussion

**Form of Action:** N/A

**Votes Needed:** N/A

<b>Summary Statement:</b>	<p>Breanne Kennedy from Thrive, LLC, will be with Council on 5/12/26 to review the Housing Action Plan Policy #3: Zoning Audit, as part of our on-going Housing Action Plan efforts. The EDC reviewed this information at their meeting on 5/6/26.</p> <p>The City of New Brighton has made advancing housing a sustained priority in recent years. Through its Comprehensive Plan, Housing Study, and Housing Action Plan, the City has begun implementing policies aimed at improving housing access, quality, and choice. In late 2025, the City Council set forth a number of policy priorities for housing, including a directive to complete a zoning audit to identify where current regulations may be constraining housing supply and to evaluate potential changes. This effort is intended to outline next steps only and will not include the adoption of implementing ordinances. Staff is currently pursuing a second grant to support this work.</p> <p>Attached you will find the slides to be used to guide this work session discussion.</p>
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<b>Recommendations:</b>	Review the proposed discussion slides prior to the meeting, listen to the presentation, ask questions as desired, and provide feedback & direction on future zoning changes you would like staff to pursue or study.
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<b>Applicable Deadlines:</b>	This will be Council's primary opportunity to review and comment on Draft Policy #3.
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<b>Community Impact:</b>	Zoning has the potential to accelerate or preclude desired development, so ensuring regulations do not prohibit the types and style of growth desired by the City will have a long-term positive effect on the community.
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<b>Legislative History:</b>	<p>Sept 2025 -- City Awarded a Met Council Policy Development Grant to complete a Housing Action Plan.</p> <p>Oct 2025 -- Council authorized a contract with Thrive LLC to lead the Housing Action Plan efforts.</p> <p>Nov 2025 -- EDC, the Equity &amp; Planning Commissions, and the City Council are provided introductory information and are asked to take the Housing Action Plan Survey to identify the specific topics to be explored by this planning effort.</p> <p>Jan 2026 -- Topics to be studied are finalized by Council.</p> <p>Feb 2026 -- Policy #1 (Housing Rehab Program) drafted and reviewed.</p> <p>March 2026 -- Housing Rehab Program finalized and partner selected.</p> <p>April 2026 -- Housing Rehab Program Anticipated to be approved on 4/14/26; Draft Policy #2, Inclusionary Housing Policy, reviewed for the first time.</p> <p>May 2026 -- Zoning Audit and Developer Strategy examined.</p>
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<b>Strategic Priority:</b>	<u>Economic Development</u>
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<b>Fiscal Impact:</b>	<table border="1"> <tr> <td><b>Financial Consideration?</b></td> <td><u>No</u></td> </tr> </table>	<b>Financial Consideration?</b>	<u>No</u>
<b>Financial Consideration?</b>	<u>No</u>		

	Revenue/Expenditure Amount:	\$
	Financing Source:	<b><u>N/A</u></b>
	Notes:	

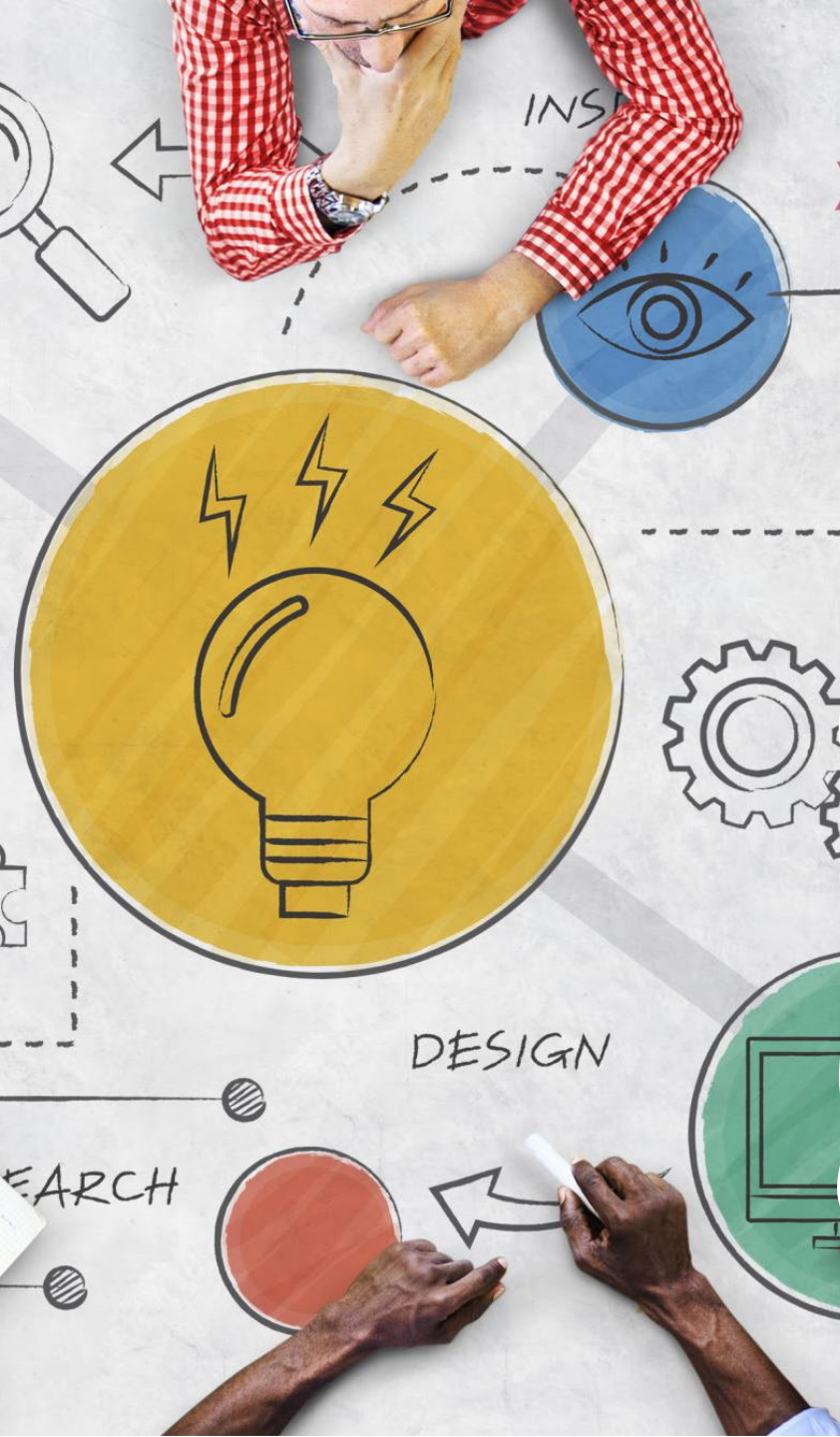
<b>Attachments:</b>	1.	Zoning Audit

# Zoning Audit – Advancing Housing

EDC – May 6, 2026

City Council - May 12, 2026





# Today's Agenda

1. Start with Why
2. A brief primer on zoning
3. Zoning barriers and solutions
4. Other important pieces

**Why are we talking  
about zoning reform?**

# New Brighton Housing Study

- 1) New Brighton needs more housing
  - Rising costs (rents and home values)
  - Market Study analysis
  - Anecdotes/Headlines
- 2) 31% and growing – single person households, 26% married couples with no children at home
- 3) Zoning is a critical factor in supply restriction
  - Relatively little land guided for the type of housing that is demanded based on demographics and incomes (medium and high density, smaller units)
  - Zoning is NOT the only barrier. Cost of infrastructure and cost of construction are also significant barriers to work on.

Exhibit 21. Average Rents, Vacancy Rates, New Brighton Apartment Buildings, 2010 to 2022



Source: Costar, Stantec

# Primer on Zoning

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- **462.357 OFFICIAL CONTROLS: ZONING ORDINANCE.**
  - Subdivision 1. **Authority for zoning.**
  - For the purpose of promoting the public health, safety, morals, and general welfare, a municipality may by ordinance regulate on the earth's surface, in the air space above the surface, and in subsurface areas, the location, height, width, bulk, type of foundation, number of stories, size of buildings and other structures, the percentage of lot which may be occupied, the size of yards and other open spaces, the density and distribution of population, the uses of buildings and structures for trade, industry, residence, recreation, public activities, or other purposes, and the uses of land for trade, industry, residence, recreation, agriculture, forestry, soil conservation, water supply conservation, conservation of shorelands, as defined in sections [103F.201](#) to [103F.221](#), access to direct sunlight for solar energy systems as defined in section [216C.06](#), flood control or other purposes, and may establish standards and procedures regulating such uses.

# Words Commonly Found in Zoning Ordinances...

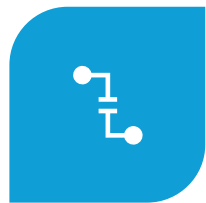
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CONSISTENCY



CONFORMITY



SEPARATION



ORDERLY  
DEVELOPMENT

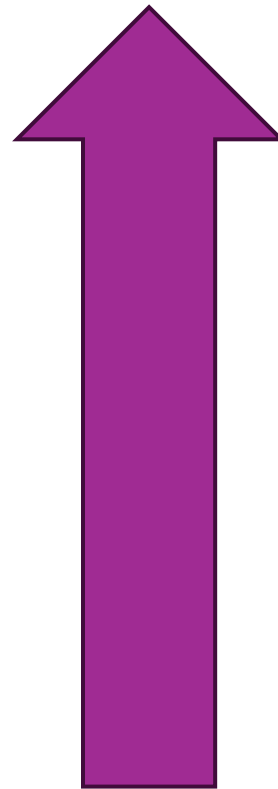


USE OF LAND



PROTECT

**Pyramid of Discretion**  
**League of Minnesota Cities**  
[www.lmnc.org](http://www.lmnc.org)



# Zoning Barriers and Solutions

# Common Zoning Barriers

1. Lack of permission
2. Procedural Barriers
3. Parking Requirements
4. Dimensional standards
5. Infrastructure requirements / fees



# 1. Lack of Permission

## SOLUTIONS

- Analyze existing zoning map/district for more R-2 and R-3 areas specifically
- Allow housing in non-residential districts

Use Types	Base Zoning Districts															Additional Requirements		
	R S 1	R S 2	R M 1	R M 2	R M 3	M H C	B R	B N	B G	I R	I L	I H	M U D T	N B E	M U N		M U R	M U E
<b>Residential Uses</b>																	5.3(A)(1)	
Assisted Living, Nursing and Rest Homes, etc				C	C		C	C	C	C			C	C	C	C	C	5.3(A)(2)
<b>Attached Dwelling Types</b>																	5.3(A)(3)	
- Duplex and Twin Homes			P	P	P								P	P				5.3(A)(4)
- Townhomes			C	P	P								P	P	P	P	P	5.3(A)(5)
- Multiple Family					P								P	P	P	P	P	5.3(A)(6)
Community Gardens	P	P	P	P	P	P	P	P					P	P				5.3(A)(7)
Detached Dwelling	P	P	P	P	P	P	P						P	P				5.3(A)(8)
Group Residential Facility, Single Fam.	P	P	P	P	P		P						P	P				5.3(A)(9)
Group Residential Facility, Multi Fam.			P	P	P								P	P	P	P	P	5.3(A)(9)
Live-work Unit							C	C					C		P	P	P	5.3(A)(10)
Manufactured Home Community						P												5.3(A)(11)
Sacred Settlements	C	C	C	C	C			C	C				C		C	C	C	5.3(A)(12)
Short Term Rental (i.e. Air B&B)	P	P	P	P	P	P	P						P	P	P	P	P	5.3(A)(13)
<b>Civic &amp; Institutional Uses</b>																		

**Table 3-1. Existing Land Use (2016)**

Land Use Category	Acres	% of Whole
Single Family Detached	1,496.34	33.04%
Single Family Attached	115.26	2.54%
Multiple family	192.80	4.26%
Mobile Home Park	46.38	1.02%
Commercial	139.09	3.07%
Industrial	383.34	8.46%
Institutional	176.96	3.91%
Parks and Open Space	508.89	11.24%
Utility	42.30	0.93%
Railway	113.58	2.51%
Vacant	62.00	1.37%
Open Water	380.65	8.40%
Right-of-Way	871.61	19.24%
Totals	4,529.19	100.00%

Source: GIS data provided by the City of New Brighton

**Table 3-2. Future Land Use 2040**

Future Land Use	Acres (Net)	%
Low Density Residential	1,534.72	33.89%
Medium Density Residential	184.64	4.08%
High Density Residential	133.13	2.94%
MU Regional Node	72.82	1.63%
MU City Center Node	138.89	3.07%
MU Neighborhood Node	86.07	1.90%
Commercial	18.46	0.41%
Light Industrial	333.70	7.37%
Heavy Industrial	92.17	2.04%
Public/Quasi-Public	129.16	2.85%
Parks and Open Space	530.73	11.72%
Rail Road	22.88	0.51%
Right-of-Way	870.17	19.21%
Open Water	380.65	8.40%
Total	4,529.18	100.00%

Source: GIS data provided by the City of New Brighton

**Table 3-3. Anticipated Developable Acres by Decade**

Future Land Use	Vacant Acres (Net)	Redevelopment Acres (Net)	Total Development Acres (Net)	2017-2020	2021-2030	2031-2040	Total by 2040
Medium Density Residential	0.47		0.47		0.47		0.47
High Density Residential	0.17	3.87	4.04		2.83	1.21	4.04
MU Regional Node	-	20.51	20.51		14.36	6.15	20.51
MU City Center Node	31.55	6.98	38.53	3.85	19.27	15.41	38.53
MU Neighborhood Node	1.59	11.37	12.96	1.30	9.07	2.59	12.96
Commercial	0.81		0.81		0.81		0.81
Light Industrial	10.45		10.45		3.14	7.32	10.45
Heavy Industrial	5.82		5.82		1.75	4.07	5.82
<b>Total</b>	<b>50.87</b>	<b>42.73</b>	<b>93.60</b>	<b>5.15</b>	<b>51.69</b>	<b>36.76</b>	<b>93.60</b>

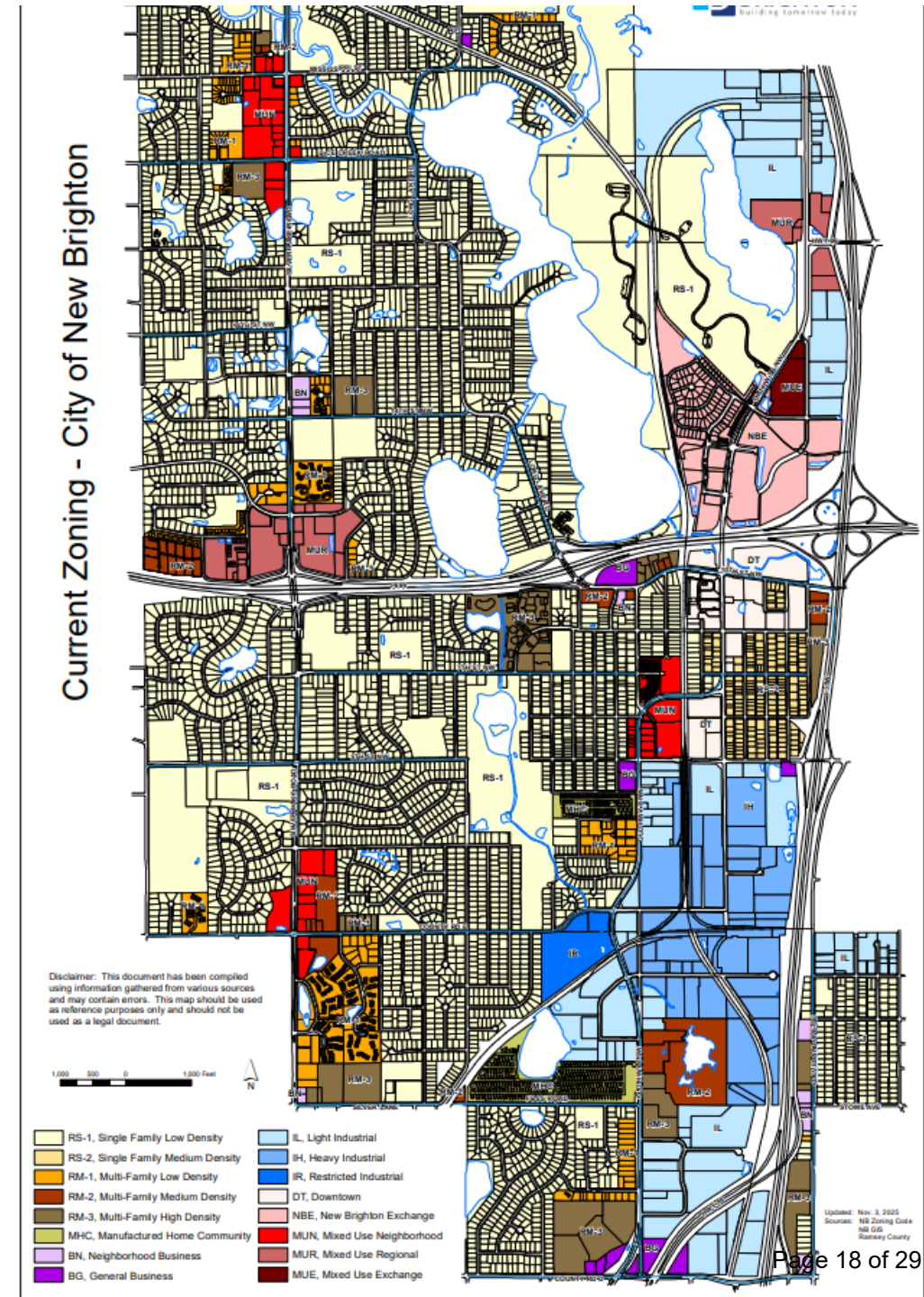
**Table 3-4. Anticipated Residential Units by Decade**

Future Land Use	Units/Acre		% Res	2017-2020			2021-2030			2031-2040			Total by 2040		
	Min	Max		Net Acres	Min Units	Max Units	Net Acres	Min Units	Max Units	Net Acres	Min Units	Max Units	Net Acres	Min Units	Max Units
Medium Density Residential	6	12	100%	-	-	-	0.47	3	6	-	-	-	0.47	3	6
High Density Residential	12	50	100%	-	-	-	2.83	34	141	1.21	15	61	4.04	48	202
MU Regional Node	12	50	35%	-	-	-	14.36	60	251	6.15	26	108	20.51	86	359
MU City Center Node	12	50	60%	3.85	28	116	19.27	139	578	15.41	111	462	38.53	277	1,156
MU Neighborhood Node	8	40	60%	1.30	6	31	9.07	44	218	2.59	12	62	12.96	62	311
<b>Total Acres</b>				<b>5.15</b>			<b>51.69</b>			<b>36.76</b>			<b>93.60</b>		
<b>Total Residential</b>				<b>3.09</b>	<b>34</b>	<b>147</b>	<b>25.33</b>	<b>279</b>	<b>1,194</b>	<b>14.17</b>	<b>164</b>	<b>693</b>	<b>42.59</b>	<b>477</b>	<b>2,034</b>
<b>Units/Acre*</b>					<b>10.99</b>			<b>11.03</b>			<b>11.56</b>			<b>11.20</b>	

\*Units per acre uses percentage of acreage for Mixed Use categories

City Center Node/New Brighton Exchange  
is most of new housing opportunity  
- MUE is max 3 stories

Do a deeper analysis of larger parcels,  
underutilized or vacant parcels, on edges of  
districts for residential zoning (Hwy 8,  
Silver Lake Road)



## 2. Procedural Barriers

### SOLUTIONS

Allow more housing by-right

Consider housing in non-residential areas (by conditional use)



# 3. Parking Requirements

## SOLUTIONS

- Continue to evaluate ways to match the market demand (reduce minimums)
- Look at number of bedrooms or occupancy rather than number of units
- Allow shared parking
- Design standards (width, drive aisles, buffers)

use.

TABLE 4-10: MINIMUM REQUIRED PARKING SPACES BY USE	
RESIDENTIAL USES	
Land Use	# of Spaces / Unit Ratio
Single-Family	2/DU
Two-Family	2/DU (1 Enclosed)
Townhouses	2.25/DU (Included: 1 Enclosed; .25 for Visitor Parking)
Multi-Family	1.85/DU (Included: 1 Enclosed; .25 for Visitor Parking)
Senior Housing	1.25/DU (Included: .5 Enclosed; .25 for Visitor Parking)
Sanitarium, Convalescent Home, Rest Home, Nursing Home, Congregate Care/Assisted Living	0.25/Bed (Visitors); 1/Employee on Shift
Group Homes, Nursing Homes, Boarding Houses	0.5/Bed
COMMUNITY & INSTITUTIONAL USES	
Land Use	# of Spaces / Unit Ratio
Places of Public Assembly	0.33/Seat
School (K-12, Primary/Secondary/Post-Secondary)	Parking Study Needed
Hospitals	3/Bed and 0.75/Employee
Libraries, Museums, Post Offices, Art Galleries	2/Employee and 2/1,000 sq ft GFA
Municipal Administration Buildings	1/200 sq ft Floor Space
<i>(continued on next page)</i>	

## **4. Dimensional Standards**

### **SOLUTIONS**

- **Remove minimum lot size**
- **Evaluate setbacks, buffers, lot coverage in areas where housing is guided (MUE)**

## **5. Infrastructure and Fees**

### **SOLUTIONS**

- **Partnerships**
- **Payment over time, deferred financing/429 process**
- **Fee waivers for projects that advance community goals**

# Ordinance List

- Zoning map changes
  - Rezone strategic parcels
  - Add medium density opportunities in single-family guided areas to decrease per unit infrastructure and land cost
  - Inventory publicly owned land and upzone.
- Add medium and high-density housing as a permitted use in commercial (or other) districts
- Reduce lot size minimums, lot depth, lot coverage, open space requirements in all districts, or evaluate form-based zoning
- Re-examine market demand for parking, reduce minimum parking requirements to one per bedroom

# Beyond Zoning: Partnerships for \$\$

## For Businesses/Employers

- Land Donations/Leases/Trust
- Cash Contributions to Housing Trust Fund
- State Housing Tax Credit
- Fee For Service Development

## For Cities/Counties/HRAs

- Land Donations/Leases/Land Trust
- Tax Increment Financing for Infrastructure or Affordability
- Tax Abatement for any aspect
- Housing Trust Fund Ordinance Creation
- HRA Levy/Tax Dollars
- Fee for Service Development

## For Philanthropists/Religious Institutions/Non-profits

- Land Donations/Leases/Land Trust
- Cash Contributions to Housing Trust Fund/State Housing Tax Credit
- Fee for Service Development

# THANK YOU!!

Breanne Kennedy, Thrive Consulting

[www.thrive-llc.com](http://www.thrive-llc.com)

[Breanne@thrive-llc.com](mailto:Breanne@thrive-llc.com)

612-360-1312





<b>Agenda Section:</b>	<b>Work Session Item</b>
<b>Meeting Date:</b>	<b>May 12, 2026</b>

**REQUEST FOR COUNCIL CONSIDERATION – EXECUTIVE SUMMARY**

**ITEM DESCRIPTION:** Housing Action Plan Policy #4: Developer Strategy

**Action Requested:** Discussion

**Form of Action:** N/A

**Votes Needed:** N/A

<b>Summary Statement:</b>	<p>Breanne Kennedy from Thrive, LLC, will be with Council on 5/12/26 to review the Housing Action Plan Policy #4: Developer Strategy, as part of our on-going Housing Action Plan efforts.</p> <p>The City of New Brighton has made advancing housing a sustained priority in recent years. Through its Comprehensive Plan, Housing Study, and Housing Action Plan, the City has begun implementing policies aimed at improving housing access, quality, and choice. In late 2025, the City Council set forth a number of policy priorities for housing, including a directive to develop a strategy for engaging and informing developers about opportunities in New Brighton.</p>
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<b>Recommendations:</b>	<p>Review the proposed developer engagement strategy prior to the meeting, listen to the presentation, ask questions as desired, and provide feedback &amp; direction on changes to the strategy you believe are needed.</p>
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<b>Applicable Deadlines:</b>	This will be Council's primary opportunity to review and comment on Draft Policy #4.
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<b>Community Impact:</b>	Ensuring developers the City would like to work with are fully aware of opportunities here has the potential to result in projects that might not otherwise come to fruition.
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<b>Legislative History:</b>	<p>Sept 2025 -- City Awarded a Met Council Policy Development Grant to complete a Housing Action Plan.</p> <p>Oct 2025 -- Council authorized a contract with Thrive LLC to lead the Housing Action Plan efforts.</p> <p>Nov 2025 -- EDC, the Equity &amp; Planning Commissions, and the City Council are provided introductory information and are asked to take the Housing Action Plan Survey to identify the specific topics to be explored by this planning effort.</p> <p>Jan 2026 -- Topics to be studied are finalized by Council.</p> <p>Feb 2026 -- Policy #1 (Housing Rehab Program) drafted and reviewed.</p> <p>March 2026 -- Housing Rehab Program finalized and partner selected.</p> <p>April 2026 -- Housing Rehab Program Anticipated to be approved on 4/14/26; Draft Policy #2, Inclusionary Housing Policy, reviewed for the first time.</p> <p>May 2026 -- Zoning Audit and Developer Strategy examined.</p>
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<b>Strategic Priority:</b>	<u><b>Economic Development</b></u>
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<b>Fiscal Impact:</b>	<b>Financial Consideration?</b>	<u><b>No</b></u>
	Revenue/Expenditure Amount:	\$
	Financing Source:	<u><b>N/A</b></u>
	Notes:	

**Attachments:**

1.

Developer Engagement Strategy

## **Developer Engagement Strategy – Outline**

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The purpose of this document is to provide a clear action plan for getting more housing in New Brighton through active developer engagement.

- 1) Root all work in the “why” as summarized in the Housing Action Plan by developing a 1 to 2 page housing brief to hand out to developers.
- 2) Identify and prioritize 10 to 20 sites where housing is desired. These could include public and private sites, corporate campuses or religious institution infill sites, or underutilized commercial and light industrial sites on edge areas.
- 3) Re-zone these properties accordingly.
- 4) Create a package with housing brief and sites for developer engagement.
  - a. Parcel details + map
  - b. Zoning + what’s allowed (and what could be allowed)
  - c. Conceptual yield (e.g., “40–60 units possible”)
  - d. Known constraints
  - e. Photos
  - f. City priorities/incentives
- 5) Finalize target developer list and prioritize
  - a. Local infill builders
    - Northshore
    - Bader
    - Reuter Walton
    - Crowe
    - Lupe
  - b. Regional multifamily developers
    - Doran
    - Sherman
    - JO Companies
    - REE
    - Enclave

- c. Affordable housing developers
  - d. Mixed-use specialists
    - o Alatus
    - o Opus
    - o United Properties
    - o Ryan
- 6) Direct Outreach - Calls and Meetings to share package and match make to specific sites
  - 7) Host an annual Developer Convening/Roundtable – Share information collectively. Let developers know New Brighton wants housing and has updated zoning
  - 8) Issue RFPs for city owned sites
  - 9) Determine policy for when city resources will be considered or used (TIF)