

Community Development Committee

Meeting date: September 18, 2017

For the Metropolitan Council meeting of September 27, 2017

Subject: City of Plymouth West Plymouth Property Comprehensive Plan Amendment, Review File No. 20361-20

District(s), Member(s): District 1, Katie Rodriguez

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

Staff Prepared/Presented: Freya Thamman, Local Planning Assistance (651-602-1750)

Division/Department: Community Development / Regional Planning

Proposed Action

That the Metropolitan Council:

1. Adopt the attached review record and allow the City of Plymouth to place the West Plymouth Property Comprehensive Plan Amendment (CPA) into effect.
2. Revise the City's forecasts for 2020 population and households as shown in Table 2 of the Review Record and correspondingly revise the 2021-2030 affordable housing need number to 636 units.
3. Advise the City to implement the advisory comments in the review record for wastewater, forecasts, and housing.

Background

The proposed amendment reguides 48 gross (36.4 net) acres from Public/Semi-Public/Institutional to Living Area 2 (3-6 units/acre) to facilitate the development of 111 residential units. The amendment site is located in the northwestern portion of the City, east of County Road 101 at Prairie Drive.

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 to this amendment.

Review Record

City of Plymouth West Plymouth Property Comprehensive Plan Amendment

Review File No. 20361-20, Council Business Item No. 2017-206

BACKGROUND

The City of Plymouth (City) is approximately 35 square miles, located in Hennepin County. It is bordered by Maple Grove, Brooklyn Park, New Hope, Golden Valley, St. Louis Park, Minnetonka, Wayzata, Orono, Medina, and Corcoran (Figures 1-2). The City of Medicine Lake is located entirely within Plymouth's boundary.

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 Plymouth with a "Suburban Edge" community designation. The Council forecasts from 2016 and 2040 that the City will grow from 75,452 to 83,600 population and 30,911 to 34,200 households. The Council also forecasts that, between 2016 to 2040, the City will grow from 50,983 to 61,500 jobs.

The Metropolitan Council reviewed the City's 2030 Comprehensive Plan Update ([Business Item 2009-64](#), Review File No. 20361-1) on April 8, 2009. This is the 19th amendment since the review of the Update.

REQUEST SUMMARY

The proposed amendment reguides 48 gross (36.4 net) acres from Public/Semi-Public/Institutional to Living Area 2 (3-6 units/acre) to facilitate the development of 111 residential units. The amendment site is located in the northwestern portion of the City, east of County Road 101 at Prairie Drive.

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 <i>Thrive MSP 2040</i> , with the <i>Housing Policy Plan</i> , 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 2030 Update on April 8, 2009 ([Business Item 2009-64](#), Review File No. 20361-1).

- The *Parkside Apartments Reconciliation* CPA was administratively approved on September 28, 2009 (Review File No. 20361-2). The CPA reguidd 13 acres from Living Area 1 (LA-1) to Living Area 4 (LA-4) for the “Parkside Apartments at Medicine Lake”.
- The *Water Distribution Plan Figure 8-2* CPA was administratively approved on November 4, 2009 (Review File No. 20361-3). The CPA included updates to Figure 8-2 that provided revised trunk main detail.
- The *Northwest Greenway Land Use Change* CPA was administratively approved on November 5, 2009 (Review File No. 20361-4). The CPA changed the boundary between the LA-2 and Public/Semi-Public/Institutional (P-I) to reflect the location of wetlands, floodplains, and the Elm Creek for dedication of the P-I lands for the Northwest Greenway trail corridor.
- The *Vicksburg* CPA was administratively approved on October 27, 2010 (Review File No. 20361-5). The CPA reguidd 25 gross acres from LA-3 to LA-2 and LA-Rural 2.
- The *Elm Creek Highland East* CPA was administratively approved on March 30, 2011 (Review File No. 20361-6). The CPA reguidd 9 acres from P-I to LA-2.
- The *Sanitary Sewer Plan* CPA was administratively approved on June 7, 2011 (Review File No. 20361-7). The CPA revised the City’s sanitary sewer districts and development staging for properties along County Road 47 and Dunkirk Lane.
- The *New LA-5 Land Use and 4.34-acre Change from LA-4 to LA-5* CPA was administratively approved on June 10, 2011 (Review File No. 20361-8). The CPA added the Living Area 5 (LA-5) land use classification to the text of the Comprehensive Plan. In addition, the CPA changed 4.34 gross acres of LA-4 (12-20 units/acre) to LA-5 (20-60 units/acre).
- The *Former Plymouth Shopping Center Site from C to MXD* CPA was administratively approved on September 20, 2011 (Review File No. 20361-9). The CPA reguidd 19 acres from Commercial to Mixed Use to accommodate commercial development as well as 90 units of senior housing.
- The *Reserve and Kindercare* CPA was administratively approved on December 27, 2011 (Review File No. 20361-10). The CPA reguidd 3 acres from Commercial Office to Commercial.
- The *Park Nicollet* CPA was administratively approved on July 24, 2013 (Review File No. 20361-11). The CPA reguidd 6.67 acres from LA-4 to Commercial Office to accommodate a Park Nicollet medical/dental facility.
- The *Steeple Hill 2nd Addition* CPA was administratively approved on August 9, 2013 (Review File No. 20361-12). The CPA reguidd approximately 22 acres from P-I (20 acres) and LA-3 (2 acres) to LA-2.
- The *3.2-acre Living Area Rural Transition (LA-RT) to Living Area Rural 2 (LA-R2)* CPA was administratively approved on October 11, 2013 (Review File No. 20361-13). The CPA reguidd 3.2-acres from LA-RT to LA-R2.
- The *Aspen Hollow* CPA was administratively approved on July 22, 2014 (Review File No. 20361-14). The CPA reguidd 55.5 acres LA-RT and 15.5 acres P-I to LA-R2. It also adjusted the boundary between the Northwest Greenway trail corridor and revised Exhibit 9-2 “Development Staging Plan”.
- The *Brockton East* CPA was administratively approved on July 22, 2014 (Review File No. 20361-15). The CPA reguidd 1.57 acres of LA-4 to LA-2 to accommodate the development of a project on a neighboring parcel which will include the area as part of the overall development.

- The *Enclave on the Greenway* CPA was administratively approved on July 22, 2014 (Review File No. 20361-16). The CPA reguided 39.3 acres of Living Area Rural 1 (LA-R1) to LA-R2 and 4.8 acres from LA-R2 to P-I.
- The *Brockton PUD* CPA was administratively approved on October 1, 2015 (Review File No. 20361-17). The CPA reguided 15 acres from LA-4 to LA-2 to support the development of 64 units.
- The Council acted on the Begin Oaks CPA on July 13, 2016 ([Business Item 2016-126](#), Review File No. 20361-18). The CPA reguided 52.8 net acres from Public/Semi-Public to Living Area 2 to accommodate a 180-unit housing development.
- The *COM Text Amendment* CPA was administratively approved on June 26, 2017 (Review File No. 20361-19). The CPA amended the language in the Commercial land use category to include senior housing as an allowed use with specific criteria.

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 plans for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments for Wastewater are included below.

Wastewater

Reviewer: Roger Janzig (651-602-1119)

The amendment conforms to the Council's plans for regional wastewater services. The Metropolitan Disposal System has adequate capacity for this project location. Metropolitan Council Interceptor (9004-2) runs near the southeastern portion of the amendment area. The interceptor was built in 2002 and is a 27-inch PVC Pipe at approximate depths of 30 to 39 feet.

Advisory Comments

The City has contacted Scott Dentz, Interceptor Engineering Manager (651-602-4503) at the Metropolitan Council Environmental Services. Development associated with the proposed amendment will not impact the interceptor, which is located to the south of the proposed development.

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 regarding consistency with forecasts, land use, and housing policies are detailed below.

Land Use

Reviewer: Freya Thamman (651-602-1750)

The amendment is consistent with *Thrive MSP 2040* (Thrive) policies for Suburban Edge communities. Thrive directs Suburban Edge communities to accommodate forecasted growth at a minimum

residential density of 3-5 units per acre. The amendment area is currently vacant. The proposed amendment requires 48 gross (36.4 net) acres from Public/Semi-Public/Institutional to Living Area 2 (3-6 units/acre) for a 111-unit housing development, with 69 traditional single-family homes and 42 villa homes (Figures 3-4). With the proposed project, the City's overall net residential density is 3.13 dwelling units/acre as shown in Table 1 below.

Table 1. Planned Residential Density for Plymouth

Category	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
LA -R1	1	2	17.5	18	35
LA -R2	2	4	619.8	1240	2479
LA- R3	4	6	23.8	95	143
LA-1	2	3	46.1	92	138
LA-2	3	6	512.1	1536	3072
LA-3	6	12	66.7	400	800
LA-4	12	20	40	480	801
LA-5	20	60	3	60	180
Mixed Use			11.3	90	
Plat Monitoring 2000-2015			651	2220	
	TOTALS		1991.3	6231	7649
	Overall Density			3.13	3.84

Forecasts

Reviewer: Todd Graham (651-602-1322)

The amendment is consistent with Council policies for forecasts. With this amendment, the City offers that amendment increases the 2020 forecast by 300 households and 900 population.

Council staff find residential projects that are newly completed or already underway in Plymouth (including Cherrywood, the Axis, and Pines at Elm Creek) will advance Plymouth past its 2020 forecast. With those projects, Plymouth households will reach or exceed 31,200 households sometime in 2017 or 2018. Beyond those projects, the Council is aware of additional proposed projects with 630 additional housing units. These include Pulte subdivision at Yucca Lane, the Agora, Plymouth Commons, Creekside, as well as this amendment. If half of these projects are completed prior to 2020, Plymouth households will reach 31,500.

The City is not requesting forecast increases for forecast years 2030 and 2040. City and Council staff have agreed to a revision of the community-wide forecast, as shown underline in Table 2.

Table 2. Council Forecasts for Plymouth

Census	Previous Council Forecasts			Revised Council Forecasts		
	2010	2020	2030	2040	2020	2030

Population	70,576	75,400	80,200	83,600	<u>76,300</u>	80,200	83,600
Households	28,660	31,200	33,000	34,200	<u>31,500</u>	33,000	34,200
Employment	46,230	53,900	57,700	61,500	53,900	57,700	61,500

NOTE: Changes to forecasts are shown underlined in the table above.

This forecast revision is effective upon Metropolitan Council action on the plan amendment.

With this forecast revision, the 2021-30 Affordable Housing Need for Plymouth is reduced. The new 2021-30 Affordable Housing Need numbers are: 346 units at <=30% AMI, 205 units at 31-50% AMI; 85 units at 51-80% AMI; 636 units total.

Advisory Comments

The City should use the revised forecast in its upcoming 2040 Comprehensive Plan Update.

Housing

Reviewer: Jonathan Stanley (651-602-1555)

The amendment is consistent with the Council’s policies for housing. The City currently provides sufficient land to address its share of the region’s 2011-2020 need for affordable housing, which is 1,045 units. The proposed amendment does not impact its ability to promote land for affordable housing as it reguides land that was previously unavailable for residential development.

The City participates in the Livable Communities Act program. Its most recent development containing affordable housing is Axis / Plymouth City Flats, a 2016 project containing 157 units, of which 16 are affordable. In 2012, West View Estates was constructed, which added 67 units affordable to households earning 50% or less of area median income.

Advisory Comments

As discussed in the forecast section, the City’s share of the region’s 2021-2030 need for affordable housing has changed in response to the forecast change spurred by this amendment. There is less anticipated household growth between 2020 and 2030. The City should note that the minimum density of land guided to address this need in its 2040 Comprehensive Plan update is at least 8 units per acre. The City is encouraged to contact its Sector Representative or Council housing staff with any questions regarding its comprehensive plan update or Council housing policy.

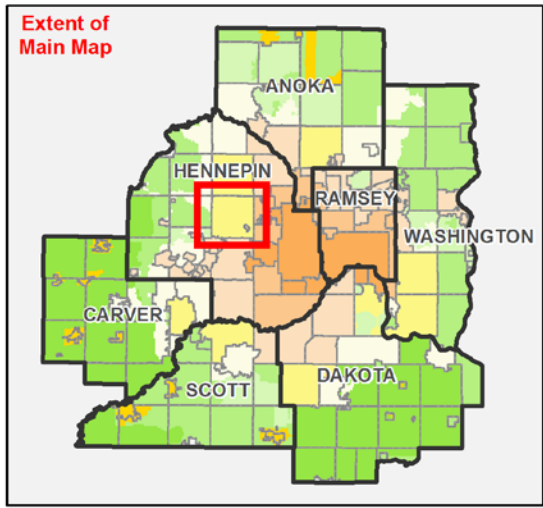
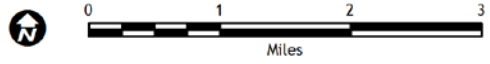
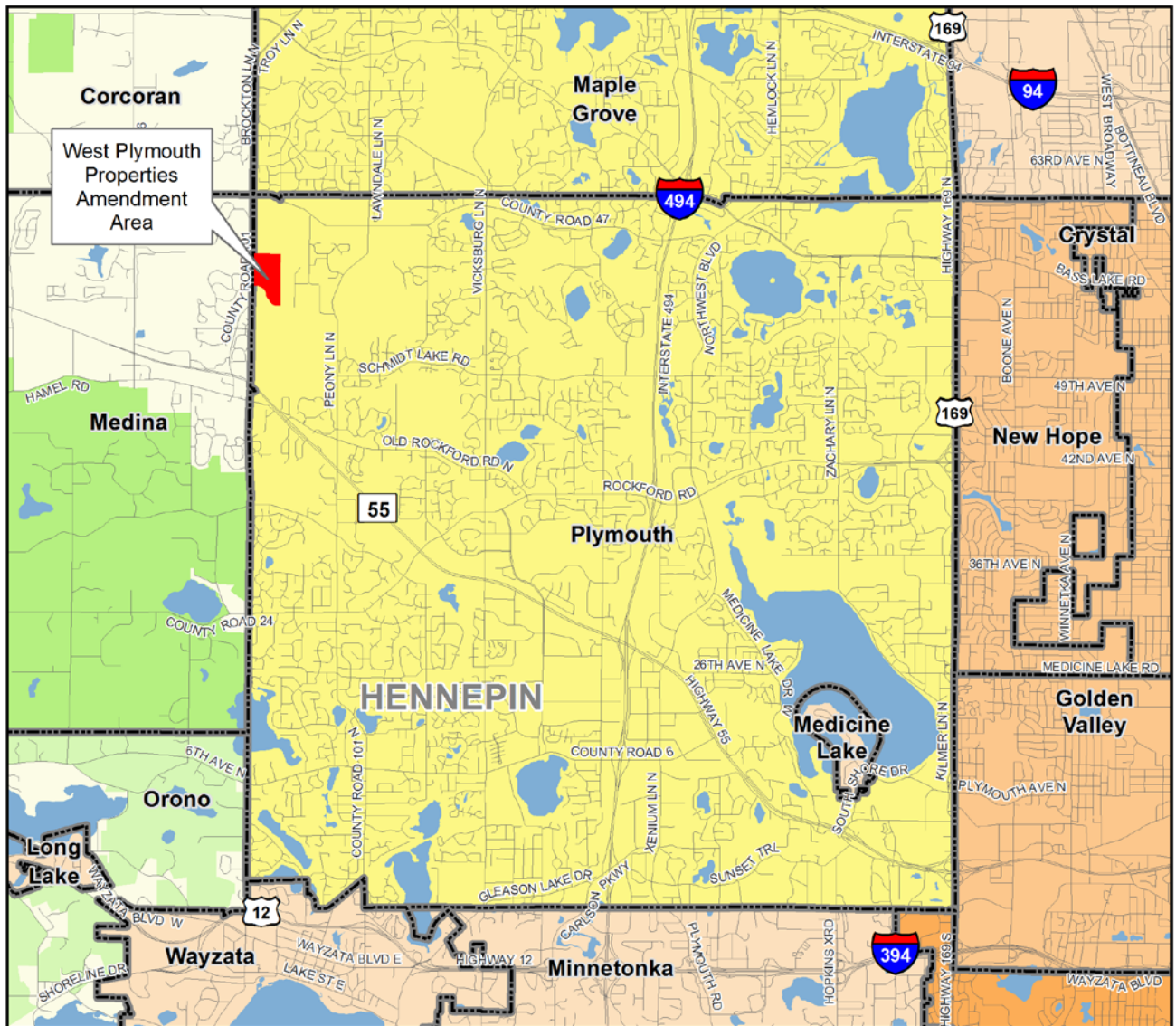
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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 Community Designations
- Figure 2: Location Map Showing Regional Systems
- Figure 3: Current and Proposed Land Use Guiding
- Figure 4: Proposed Site Plan

Figure 1: Location Map Showing Community Designations

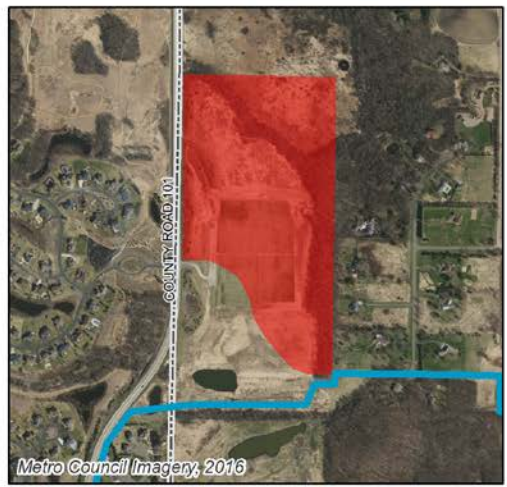
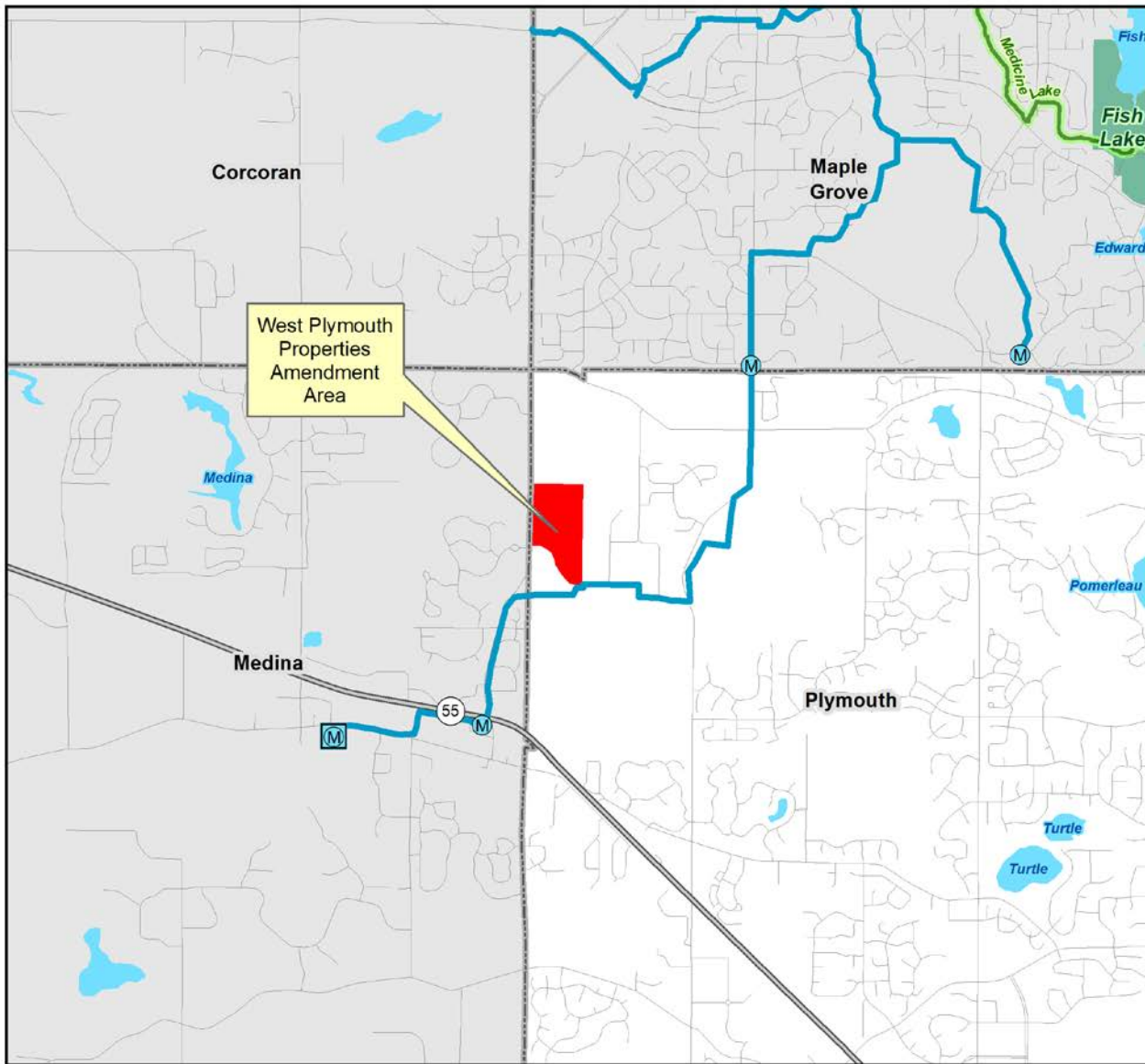


ThriveMSP 2040 Community Designations

- 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

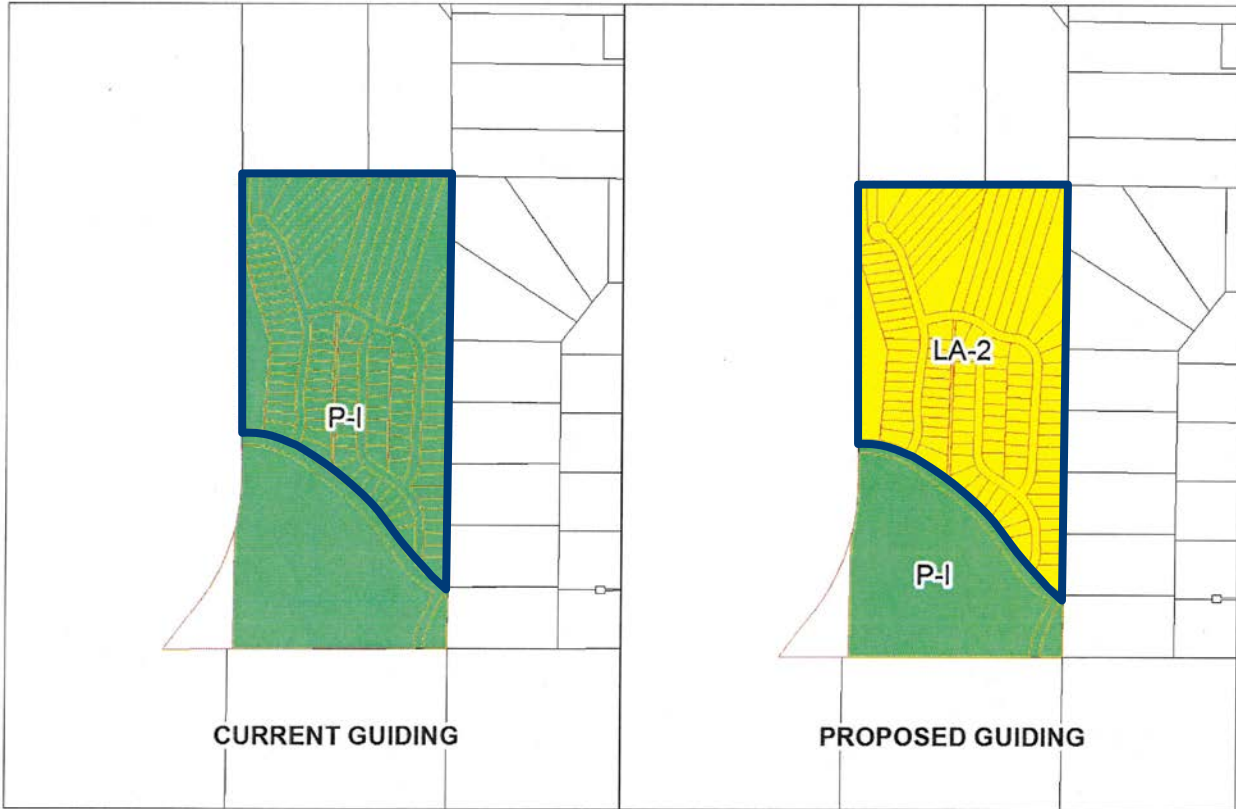
- Park Reserves
- Regional Parks
- Special Recreation Features
- Existing Regional Trails
- Planned Regional Trails

Wastewater Treatment

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

Ncompass Street Centerlines

Figure 3: Current and Proposed Land Use Guiding



□ Amendment Area

Figure 4: Proposed Site Plan

