

Community Development Committee

Meeting date: August 2, 2021

For the Metropolitan Council meeting of August 11, 2021

Subject: City of Plymouth Hollydale Comprehensive Plan Amendment, Review File 21855-3

District(s), Member(s): District 1, Judy Johnson

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

Staff Prepared/Presented: Freya Thamman, Planning Analyst (651-602-1750)
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 Plymouth to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City of the advisory comments in the Review Record for forecasts.

Background

The Hollydale comprehensive plan amendment reguides approximately 157 gross acres (~110 net acres) from Public/Semi-Public/Institutional (P-I) to Living Area-1 (LA-1). The amendment area is the former Hollydale Golf Course located at 4600, 4640, and 4710 Holly Lane. The proposal currently includes 229 new platted lots, one existing lot to remain, and one common lot. This is the City's second amendment to its 2040 Comprehensive Plan.

On January 22, 2020, Council staff received the Hollydale Residential Development Environmental Assessment Worksheet (EAW) and provided comments on February 26, 2020. Council comments were minor, one of which included a note that a comprehensive plan amendment would be needed which is addressed by this request.

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

As indicated in the amendment submittal, in November 2020, the City Council denied a development application for this site by the same developer. The developer subsequently brought legal action against the City and that legal action has been dismissed. There is known opposition from residents in surrounding neighborhoods.

REVIEW RECORD

City of Plymouth

Hollydale Comprehensive Plan Amendment

Review File No. 21855-3, Business Item No. 2021-197

BACKGROUND

The City of Plymouth (City) is in central Hennepin County, bordered by Maple Grove to the north, Corcoran to the northwest, Medina and Orono to the west, Wayzata, Minnetonka, and St. Louis Park to the south, Golden Valley and New Hope to the east, and Brooklyn Park to the northeast.

Thrive MSP 2040 (Thrive) designates Plymouth with a “Suburban Edge” community designation (Figure 2). The Council forecasts from 2020 to 2040 that the City will grow from 77,200 to 85,100 population and 31,800 to 34,700 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 53,900 to 61,500 jobs.

The Council authorized the 2040 Comprehensive Plan on June 26, 2019 ([Business Item 2019-133 JT](#), Review File No. 21855-1). This is the City’s second amendment to the Plan.

REQUEST SUMMARY

The amendment reguides approximately 157 gross acres (~110 net acres) from Public/Semi-Public/Institutional to Living Area-1, which accommodates 230 single-family homes. The amendment area is the former Hollydale Golf Course located at 4600, 4640, and 4710 Holly Lane (Figure 1). The proposal currently includes 229 new platted lots, one existing lot to remain, and one common lot.

On January 22, 2020, Council staff received the Hollydale Residential Development Environmental Assessment Worksheet (EAW) and provided comments on February 26, 2020. Council comments were minor, one of which included a note that a comprehensive plan amendment would be needed which is addressed by this request.

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 2040 Plan on June 26, 2019 ([Business Item 2019-133 JT](#), Review File No. 21855-1).

- The Council reviewed the Hollydale Residential Development Environmental Assessment Worksheet (EAW) (Review File No. 22408-1) on February 26, 2020. The EAW described the project as including up to 319 single-family detached homes on approximately 158 acres in northwest Plymouth and would include removal of existing structures, mass grading, installation of streets and municipal utilities, as well as dedication of five acres of public park on land that had been occupied by the Hollydale Golf Course.
- The Mission Ponds amendment was administratively approved by the Council on April 23, 2021 (Review File No. 21855-2). The amendment, which is located at the northwest corner of 36th Avenue and Zachary Lane, reguided 7.32 acres from Living Area-1 (LA-1) to Living Area-2. The purpose of the amendment was to align the existing density of the Mission Ponds subdivision with the density in the City's 2040 Comprehensive Plan.

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 amendment conforms to the *2040 Regional Parks Policy Plan*. There are no existing or planned units of the Regional Park System in the vicinity (i.e., within a 1/2 mile) of the amendment area.

The nearest unit of the Regional Parks System, the Medicine Lake Regional Trail, is approximately three miles to the east. The proposed amendment will not have an adverse impact on the Medicine Lake Regional Trail or the Regional Parks System.

Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Engineering Programs
(roger.janzig@metc.state.mn.us)

The amendment conforms to the *2040 Water Resources Policy Plan*. The amendment reguides approximately 157 gross (~110 net) acres from Public-Institutional to Living Area-1 (LA-1, 2 to 3 units/acre) for a proposed 230 single family residential unit development. The regional system has adequate capacity to serve the proposed development associated with this amendment.

Transportation

Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724) & Victoria Dan, Metro Transit (MT) (612-349-7648)

The amendment conforms to the 2040 Transportation Policy Plan.

While there are no direct impacts to transit with this change, the amendment does document proposed pedestrian improvements that would connect residents to transit operated by Plymouth Metrolink on Old Rockford Road (and on Schmidt Lake Road, should service be reinstated on Route 777 in the future).

Consistency with Council Policy

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

Forecasts

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

The City offers that the amendment does not affect the communitywide forecast and Council staff concur. This land use change expands the housing capacity of Plymouth. If additional housing projects are introduced in the future, a forecast change for 2030 or 2040 may be needed.

The Hollydale site is a small part of Transportation Analysis Zone (TAZ) #892. The City's 2040 Comprehensive Plan allocated growth of +50 households and +137 population during 2020-2040 (anticipating the Timbers Edge residential development). Development of an additional 230 homes on the subject site will attract more households and population in this zone.

Advisory Comment

Separate from this Council action, Council staff will take responsibility for TAZ data maintenance. Council staff will increase the future allocation for Metropolitan Council TAZ #892 by +200 households and +550 population added to 2030 and 2040 levels. The re-allocated amounts will be debited from the remainder of Plymouth, leaving the communitywide totals unaffected. City staff are welcome to contact Council Research staff to discuss.

Thrive MSP 2040 and Land Use

Reviewer: Freya Thamman, CD – Local Planning Assistance (651-602-1750)

The amendment is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive designates the City as a Suburban Edge community (Figure 2). Suburban Edge communities need to plan and stage development for forecasted growth at overall average net residential densities of at least 3-5 units per acre.

The amendment proposes to re-guide approximately 157 gross acres (~110 net acres) from Public/Semi-Public/Institutional to Living Area-1 (see Figure 3). The amendment area is the former Hollydale Golf Course. The purpose of the amendment is to accommodate 230 single-family homes (229 new and one existing). The amendment area includes wetlands, public park, as well as conservation easement areas that will be permanent and granted to the City.

As shown in Table 1 below (change underlined), with this land use change from Public/Semi-Public/Institutional to Living Area-1, the City has a planned minimum residential density of 3.31 to 5.98 units per acre, which is consistent with Council land use and density policy for a Suburban Edge community.

Table 1. Planned Residential Density, City of Plymouth

Category	2018-2040 Change				
	Density		Net Acres	Min Units	Max Units
Min	Max				
Living Area – 1	2	3	<u>362.4</u>	725	1,087
Living Area – 2	3	6	206.7	620	1,240
Living Area – 3	6	12	20.1	121	241
Living Area – 4	12	20	13.5	162	270
Mixed Use – Residential	12	25	34.3	412	858
<i>Underutilized Opportunities</i>					
Underutilized LA-4	12	20	3.6	43	72

Mixed Use and City Center Opportunities	12	20	4.25	51	85
	TOTALS		644.9	2,133	3,853
	Overall Density		3.3	5.98	
<i>Calculation based on Table 3-3. The Plan indicates that development within the Mixed Use-Residential category must include residential uses.</i>					

Housing

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

The Plan with the proposed amendment is consistent with the Council's *Housing Policy Plan*. The City's share of the region's affordable housing need from 2021-2030 is 679 units. The amendment does not change the City's inventory of land guided to support the development of low- and moderate-income housing for the 2021-2030 decade and will not hinder the City in implementing its housing element or efforts to address its share of the region's need for affordable housing. The City of Plymouth is an LCA participant.

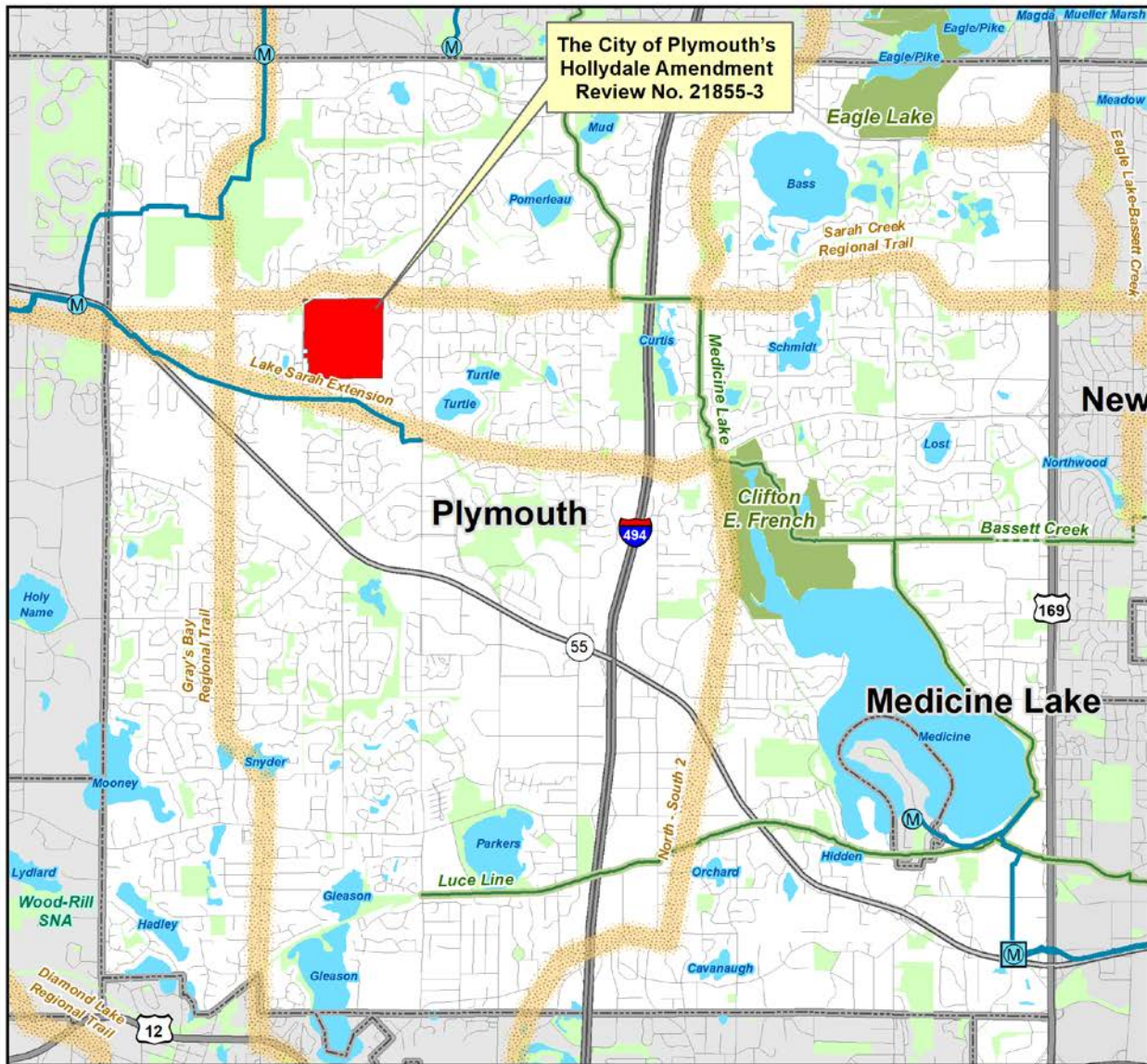
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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

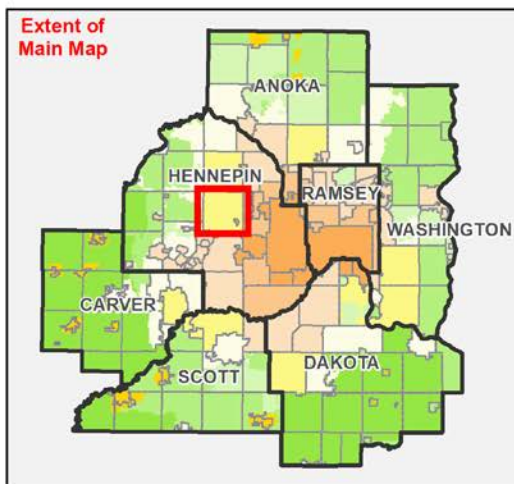
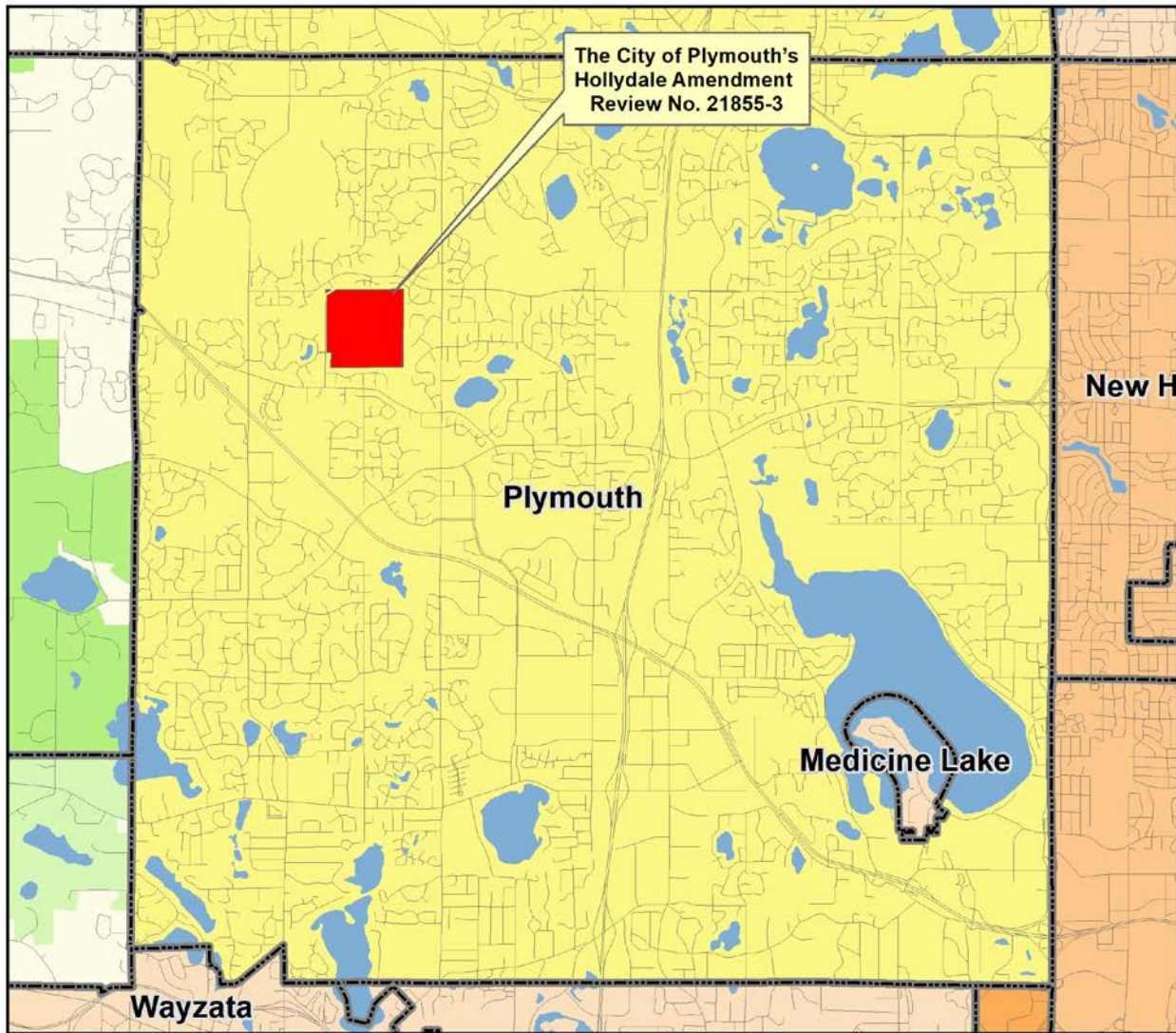
- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current and Proposed Land Use Guiding

Figure 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
 - Water Treatment**
 - Meters
 - MCES Interceptors
 - Lift Stations
 - MCES Treatment Plants
 - Regional Highway System**
 - Interstates
 - US Highways
 - State Highways
 - County Roads
 - Ncompass Street 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

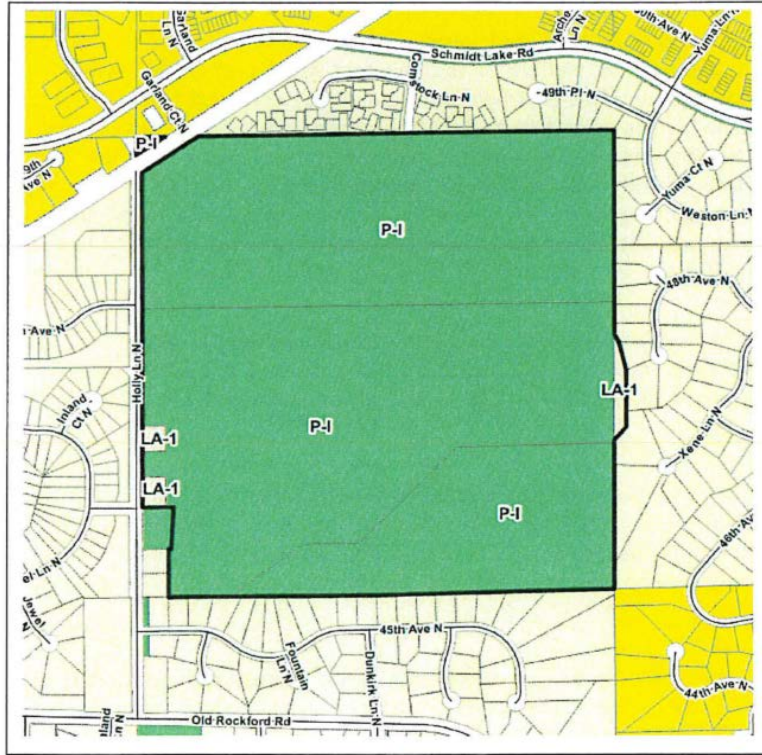
Figure 2. Location Map Showing Community Designations



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



Current Guiding



Requested Guiding