

# Business Item

Community Development Committee



**Committee Meeting Date:** December 19, 2022

**For the Metropolitan Council:** January 11, 2023

## Business Item: 2022-339

City of Maple Grove Territorial Road and Tricare Area Comprehensive Plan Amendment,  
Review File 21999-5

<b>District(s), Member(s):</b>	District 1, Judy Johnson
<b>Policy/Legal Reference:</b>	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
<b>Staff Prepared/Presented:</b>	Freya Thamman, Planning Analyst (651-602-1750) Angela R. Torres, Senior Manager (651-602-1566)
<b>Division/Department:</b>	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 Maple Grove to place its comprehensive plan amendment into effect.
2. Revise the City's forecasts and sewer-serviced forecasts in 2020 and 2030 as shown in Tables 1 and 2 of the Review Record.
3. Revise the City's affordable housing need allocation for 2021-2030 to 2,015 units.
4. Advise the City to implement the advisory comments in the Review Record for Wastewater and Forecasts.

### Background

The City of Maple Grove submitted the Territorial Road and Tricare Comprehensive Plan Amendment on October 12, 2022 and submitted supplemental information on November 18. The amendment has multiple parts, including proposing to change the staging from 2030-2040 to 2020-2030 for a 196-acre area northwest part of the City (Figure 3). It also includes proposed land use changes in two different areas: Tricare Area (17.7 acres, Figure 4) and Territorial Road Area (7.1 acres, Figure 5). The amendment provides text and table updates, including updates to the Mixed Use subdistrict table. As indicated in the amendment, the City has experienced rapid residential growth, combined with earlier-than-expected development. A proposed forecast and affordable housing need update are included as part of this amendment. The purpose of the amendment is to accommodate residential development. This is the City's fourth 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 Maple Grove

Territorial Road and Tricare Area Comprehensive Plan Amendment

Review File No. 21999-5, Business Item No. 2022-339

## BACKGROUND

The City of Maple Grove (City) is in north-central Hennepin County, bordered by Dayton, Champlin, Brooklyn Park, Osseo, New Hope, Plymouth, and Medina.

*Thrive MSP 2040* (Thrive) designates Maple Grove with an “Suburban” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 70,900 to 89,700 population and 26,600 to 33,100 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 38,400 to 47,000 jobs. This amendment proposes change to the City’s forecasts (see Review Record Forecast section).

The Metropolitan Council reviewed the City of Maple Grove’s 2040 Comprehensive Plan ([Business Item 2020-17](#), Review File No. 21999-1) on February 12, 2020. This is the fourth comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The amendment has multiple parts, including proposing to change the staging from 2030-2040 to 2020-2030 for a 196-acre area northwest part of the City (see Figure 3). It also includes proposed land use changes in two different areas: Tricare Area (17.7 acres, see Figure 4) and Territorial Road Area (7.1 acres, see Figure 5). The amendment provides text and table updates, including to the Mixed Use subdistrict table. As indicated in the amendment, the City has experienced rapid residential growth, combined with earlier-than-expected development. A proposed forecast and affordable housing need update are included as part of this amendment. The purpose of the amendment is to accommodate residential development. This is the City’s fourth amendment to its 2040 Comprehensive Plan.

## 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 revisions.

### 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 of Maple Grove 2040 Plan on February 12, 2020 ([Business Item 2020-17](#), Review File No. 21999-1-1).
- The Council administratively reviewed the Avery Park amendment on March 23, 2021 (Review File No. 21999-2). The amendment reguided 10.7 acres from Low-Medium Density Residential to Medium Density Residential. The amendment was part of a 23.9-acre development consisting of 42 single family detached homes and 77 townhomes.



- The Council provided review comments on the Evanswood Residential EAW (Review File No. 22647-1) on September 30, 2021. The EAW described the 178-acre proposed development with 277 single-family homes and 154 townhomes, totaling 381 units.
- The Council authorized the Gravel Mining Area Mixed Use Text Change and Evanswood Land Use amendment on December 22, 2021 (Business Item 2021-383, Review File No. 21999-3). The amendment added a residential density range of the Gravel Mining Area and reguided 14.3 from High Density Residential to Medium Density Residential.
- The Council provided review comments on the Rush Hollow EAW (Review File No. 22743-1) on May 5, 2022. The EAW described the 148.1 acres with plans to develop 243 new detached single-family homes, 230 attached townhomes, and a 110-unit Senior Living Building.
- The Council administratively reviewed the Edison Apartments amendment on July 8, 2022 (Review File No. 21999-4). The amendment reguided 11.34 acres from High Density Residential to Mixed Use, which included high density residential.

## 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* and will not have an adverse impact on the Regional Parks System. Two units of the Regional Parks System are in the vicinity (i.e. within 1/2 mile) of Territorial Road Area and one unit is within the vicinity of the Tricare Area (Figure 1). The planned Rush Creek Regional Trail and Elm Creek Park Reserve are within the vicinity of the Territorial Road Area. The Rush Creek Regional Trail is approximately 0.5-mile northeast of the Tricare Area.

#### Wastewater Service

*Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning (651-602-1119)*

The proposed amendment conforms to the *2040 Water Resources Policy Plan (WRPP)*. The Metropolitan Disposal System has adequate capacity for the amendment project locations.

Regarding the staging change and Territorial Road Area Land Use changes, Metropolitan Council Interceptor 900450 runs to the south through this site (see Figures 3 and 5). The interceptor was built in 2007 and is a 54-inch PVC Pipe.

#### Advisory Comments

*Staging Change and Territorial Road Area Land Use Changes*

Metropolitan Council Interceptor 900450 runs to the south through this site (see Figures 3 and 5). The interceptor was built in 2007 and is a 54-inch PVC Pipe. There are specific processes that must be followed before encroachment on our property or a direct connection to our Interceptor can be made. To assess the potential impacts to our interceptor system; prior to initiating any project, preliminary plans should be sent to Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571).



Before encroachment on our property an Encroachment Agreement will be required, and before a direct connection to our Interceptor a Sewer Connection Permit will be required. To obtain a Sewer Connection Permit or an Encroachment Application, contact Tim Wedin. Before development occurs, provide the Council with the proposed method and means of providing wastewater service.

## 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)*

The amendment is consistent with Council policies for forecasts. The amendment proposes forecast revisions as outlined in Table 2 of the submittal materials. The current and planned developments in the current decade will advance Maple Grove beyond Council’s 2030 forecast. Accordingly, Council and City staff have agreed on a forecast revision in which most growth occurs during 2020-2030. Also, 2020 datapoints are aligned with 2020 Census counts. The forecast revision is described below in Tables 1 and 2 (revised numbers underlined).

*Table 1. Metropolitan Council City of Maple Grove Forecasts*

Category	Estimate 2021	Current Approved Forecast			Forecast Revision		
		2020	2030	2040	2020	2030	2040
Population	70,247	70,900	80,500	89,700	<u>70,300</u>	<u>86,800</u>	<u>89,400</u>
Households	26,859	26,600	29,900	33,100	<u>26,700</u>	<u>32,300</u>	33,100
Employment	36,525	38,400	42,600	47,000	38,400	42,600	47,000

Sewer-serviced forecast numbers will be revised by the same increments. In all years, no more than 150 households are outside the City’s urban services.

*Table 2. Maple Grove Sewer-Serviced Forecast (Metro Wastewater Treatment Plant)*

Category	Current Forecast			Revised Forecast		
	2020	2030	2040	2020	2030	2040
Population	70,515	80,152	89,387	<u>69,915</u>	<u>86,452</u>	<u>89,087</u>
Households	26,446	29,761	32,975	<u>26,546</u>	<u>32,161</u>	32,975
Employment	38,400	42,600	47,000	38,400	42,600	47,000

With this forecast revision, the 2021-2030 Affordable Housing Need calculation is reduced to 2,015 affordable units total with 1,179 units at <=30% AMI; 525 units at 31-50% AMI; 311 units at 51-80% AMI. These numbers are included in Table 21 of the amendment submittal.

### Advisory Comments

Separate from this Council action, Council staff will take responsibility for Transportation Analysis Zones (TAZ) data maintenance. Council staff will increase the 2030 allocations for zones expected to develop in the current decade. City staff are welcome to contact Council Research to discuss this, if needed.

### 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) and directs those communities to plan for development at an overall net residential density of at least 3-5 units per acre.

The amendment has multiple parts, including proposing to change the staging from 2030-2040 to 2020-2030 for a 196-acre area northwest part of the City (see Figure 3). It also includes proposed land use change/reconfigurations in two different locations: Tricare Area and Territorial Road Area.



The proposed land uses in the Tricare Area total 17.7 acres, reflecting more High Density Residential (+8.1 acre), Medium Density Residential (+6 acres), and Mixed Use (+3.6 acres), which is anticipated to have higher density residential, with reduction of Low-Medium Density Residential (-10 acres) and Right-of-Way (-7.7 acres) due to Highway 610 roadway alignment (see Figure 4).

The land use changes in Territorial Road Area total 7.1 acres, reflecting more High Density Residential (+5.6 acres) and Medium Density Residential (+1.5 acres) and reduction of Low-Medium Density Residential (-3 acres) and wetland (-4.1 acres).

The amendment provides text and table updates, including to the Mixed Use Subdistrict Table (Table 6 of the Plan), which updates the Tricare Area (9) to indicate 5 acres high density affordable senior housing in the subarea.

As shown in Table 3 below (changes underlined), with these land use changes, the City has a planned minimum residential density of 4.4 to 8.1 units per acre, which is consistent with Council land use and density policy for a Suburban Edge community. The amendment increases the City's overall minimum net residential density.

Table 3. Planned Residential Density, City of Maple Grove

Category	2020-2040 Change				
	Min	Max	Net Acres	Min Units	Max Units
Low-Medium Density Residential	1	4	<u>836</u>	<u>836</u>	<u>3,345</u>
Medium Density Residential	4	10	<u>202</u>	<u>806</u>	<u>2,015</u>
High Density Residential	10	18	<u>42</u>	<u>421</u>	<u>757</u>
Mixed Use*	10	22	<u>100</u>	<u>999</u>	<u>2,199</u>
GMA – Low Density	3	5	15	45	75
GMA – Medium Density	7	9	16	112	144
GMA – High Density	24	33	15	360	495
GMA – Mixed Use	30	60	19.5	585	1,170
Planned Land Use Totals			1,240	4,114	10,090
Plat Monitoring Data (2000-2021)			<u>2,212.4</u>	<u>11,154</u>	
	<b>TOTALS</b>		<b>3,452.7</b>	<b>15,268.3</b>	
	<b>Overall Density</b>			<b>4.4</b>	<b>8.1</b>

\*Reflects actual acreage in sub-areas (Table 6) of the Plan.

## 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 as of this amendment is now 2,015 units due to increased development forecasts. The proposed amendment changes 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 approximately 154 acres of higher density residential land such that at least 1,966 units could be built. (Figure 6, changes underlined).

The proposed amendment makes many changes, including adjustments to reflect the faster pace of development and the amount of High-Density Residential land guided for development before 2030. This amendment allows the City to implement the housing element of the 2040 Plan and recognizes efforts to address the City's share of the region's need for affordable housing in the 2021-2030 decade by considering 50 units built for Bottineau Ridge Phase III development.

Maple Grove is a frequent participant in Livable Communities Act (LCA) programs, and in 2020



was awarded \$600,000 for the Bottineau Ridge Phase III 50-unit affordable housing development completed this year and considered in the Land Guided for Affordable Housing table.

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

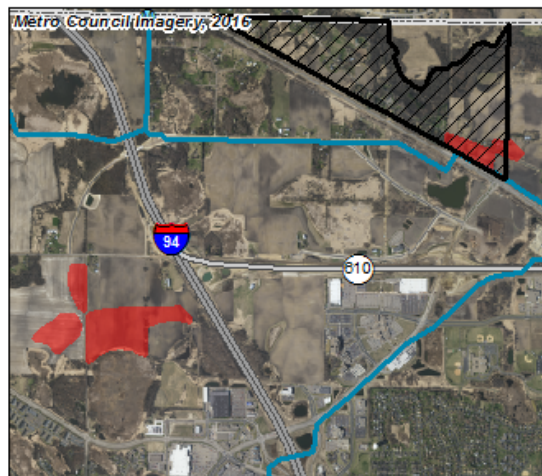
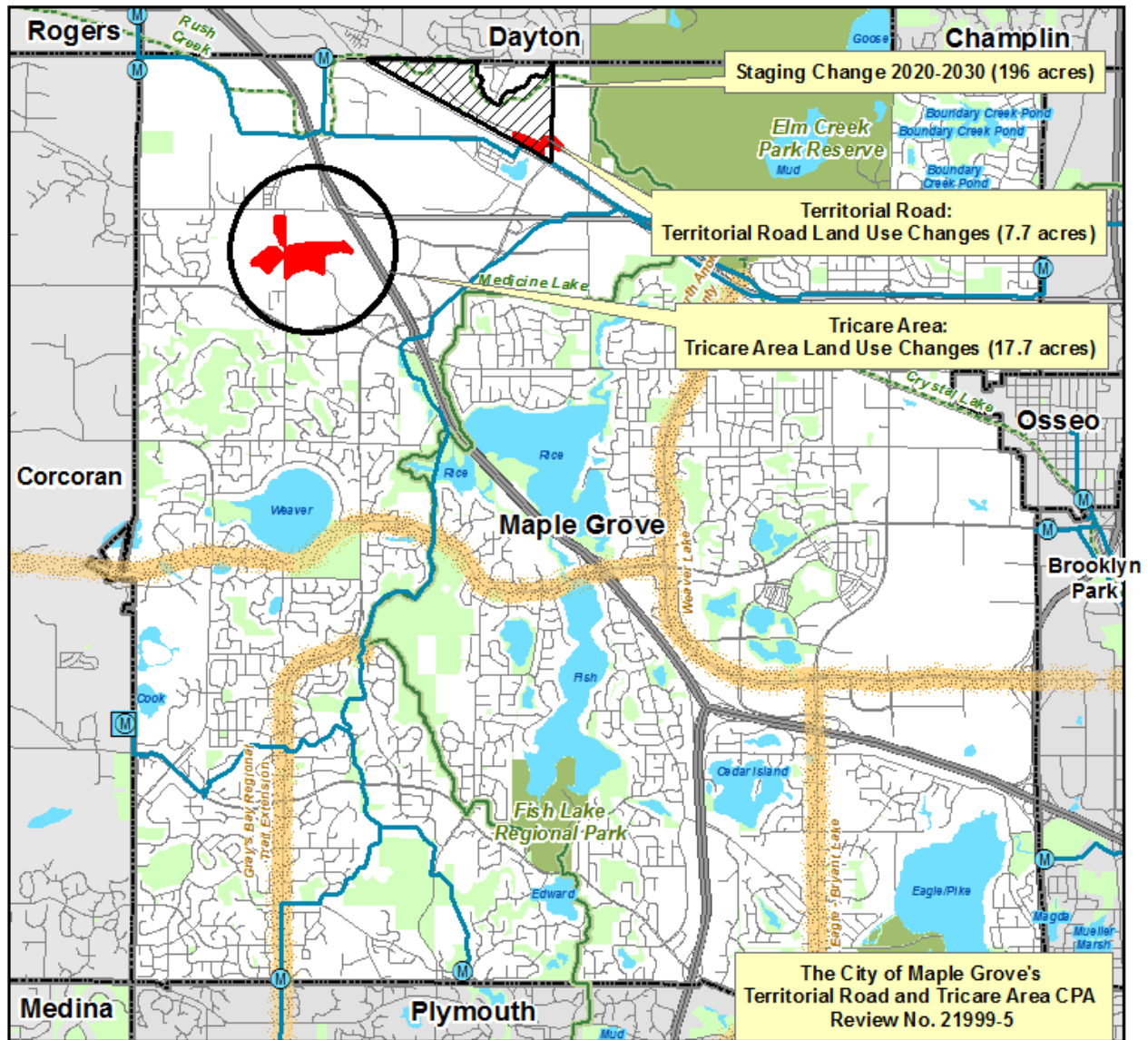
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

### ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current and Proposed Staging Change
- Figure 4: Current and Proposed Land Use Guiding – Tricare Area
- Figure 5: Current and Proposed Land Use Guiding – Territorial Road Area
- Figure 6: Land Guided for Affordable Housing



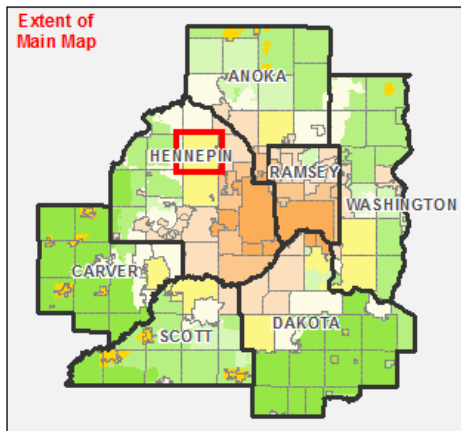
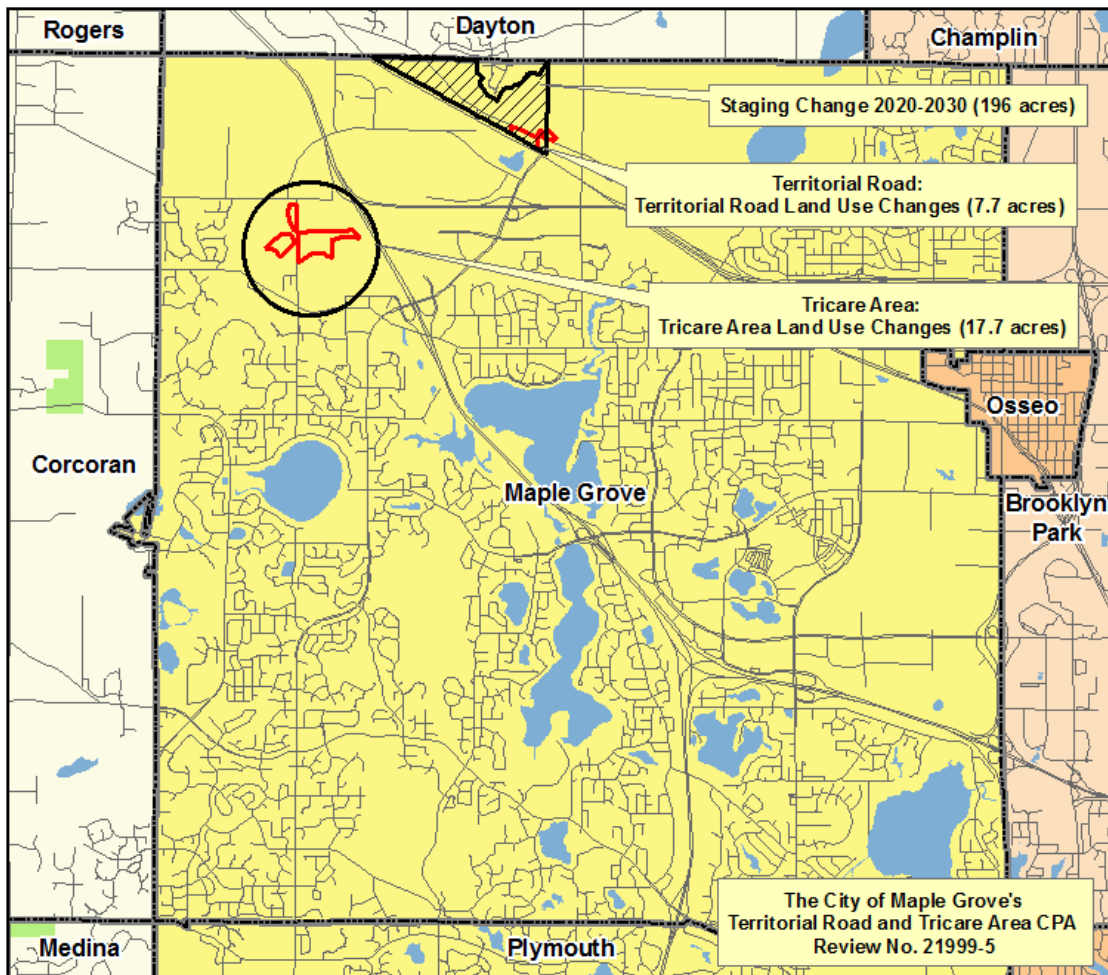
Figure 1. Location Map Showing Regional Systems



- 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

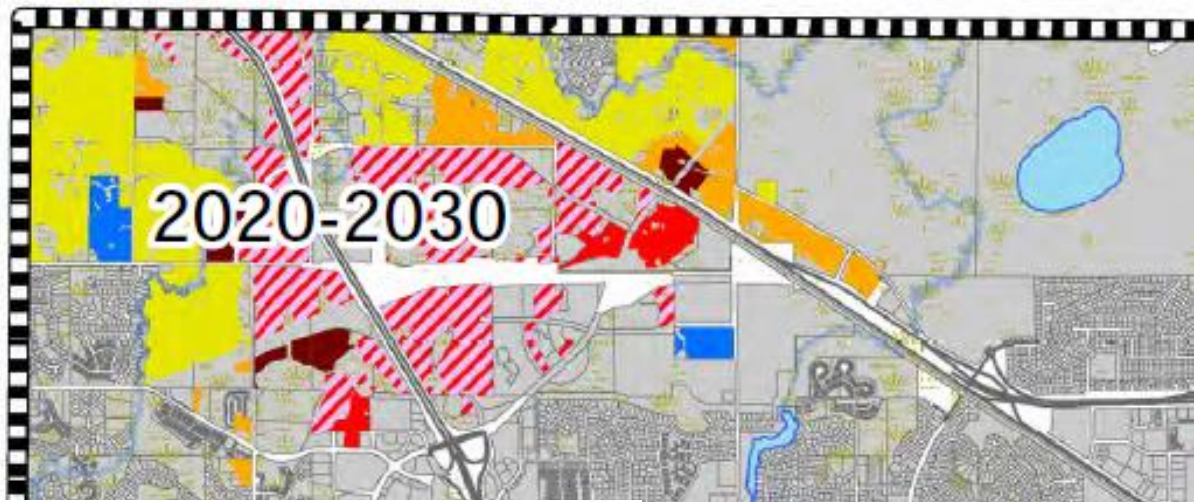


Figure 3. Current and Proposed Staging

# Current Staging



# Proposed Staging



Legend	
Undeveloped Land	GMA-Low Density Residential
Low-Medium Density Residential	GMA-Medium Density Residential
Medium Density Residential	GMA-High Density Residential
High Density Residential	GMA-Regional Mixed Use
Commercial	GMA-RMU East-Interstate
Industrial	GMA-RMU-East-Elm Creek
Mixed Use	GMA-Industrial
PUB	Park



Figure 4. Current and Proposed Land Use Guiding – Tricare Area

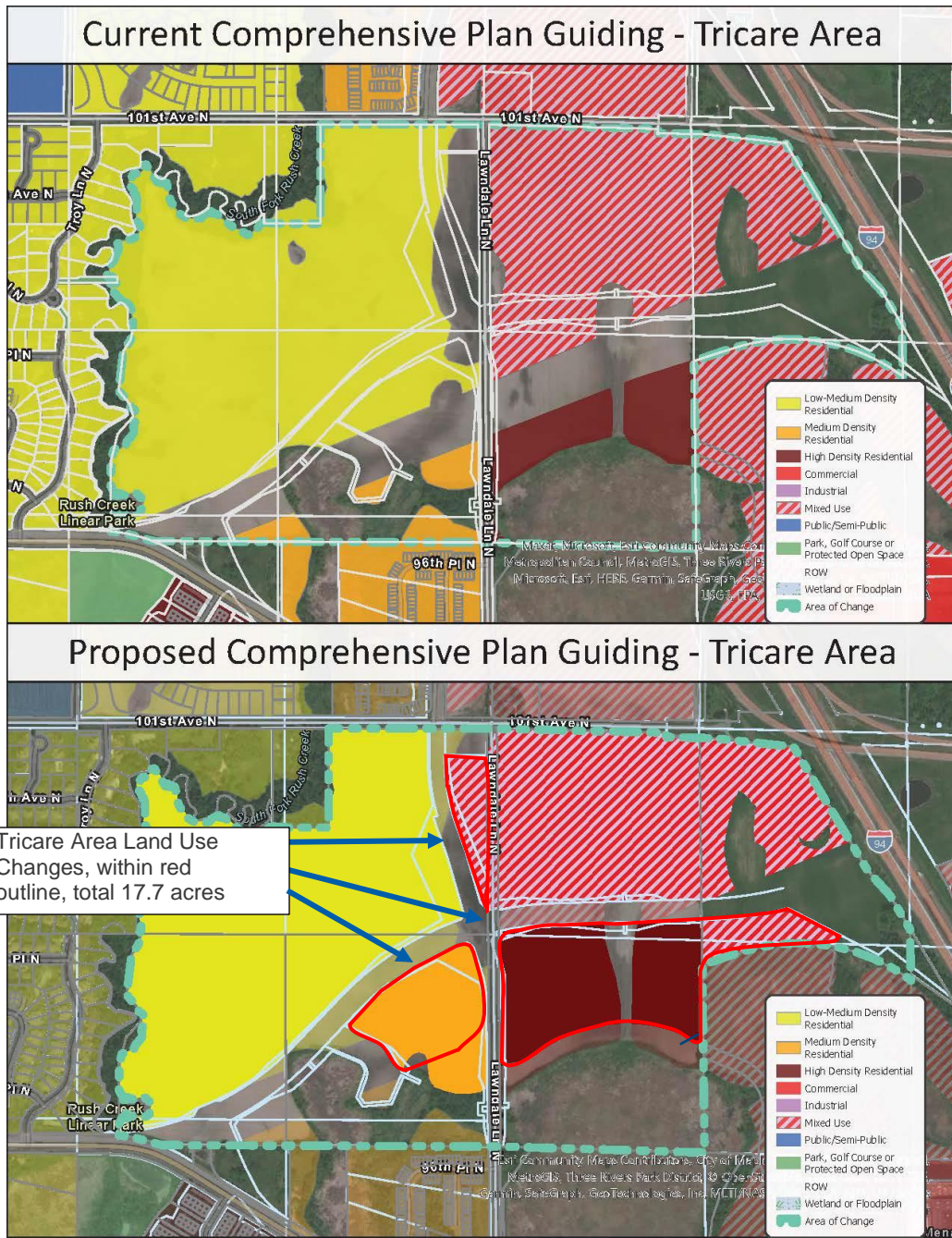


Figure 5. Current and Proposed Land Use Guiding – Territorial Road Area

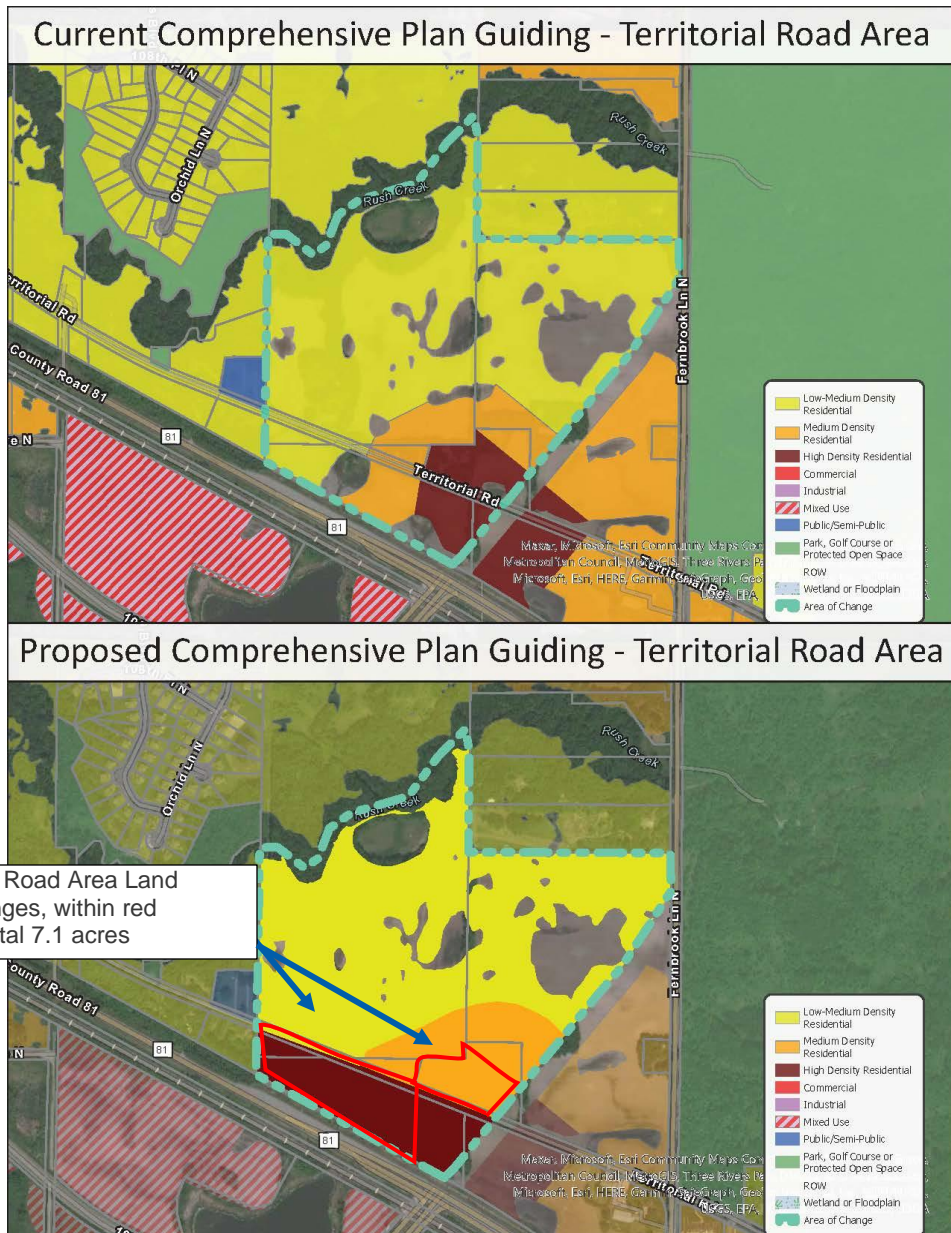


Figure 6. Land Guided for Affordable Housing

## Land Guided for Affordable Housing 2021-2030

### Maple Grove

Hennepin County

Council Member Judy Johnson, District 1

2021-2030 share of regional need for Affordable Housing: **2015 units**  
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	<i>Available Acres</i>	<i>×</i>	<i>Minimum Density</i> <i>(units per acre)</i>	<i>×</i>	<i>Expected % Residential</i> <i>(if mixed use)</i>	<i>=</i>	<i>Minimum Units Possible</i>
<b>High Density Residential</b>	<u>40.3</u>		10		100%		403
<b>Mixed Use High Density</b>	<u>88.6</u>		10		100%		886
<b>GMA-High Density Residential</b>	14.7		24		100%		353
<b>GMA- Regional Mixed Use Residential</b>	<u>10.8</u>		30		100%		324
<b>Total</b>	<b>154</b>						<b>1,966</b>

Sufficient/(insufficient) units possible against share of regional need: **-49**

Affordable units built since 2021: **50**

**Sufficient units possible** adjusted for affordable units built: **1**

