

Business Item

Community Development Committee



Committee Meeting Date: June 6, 2022

For the Metropolitan Council: June 22, 2022

Business Item: 2022-138

City of Plymouth Bassett Creek Mixed Use Comprehensive Plan Amendment, Review File 21855-5

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 to implement the advisory comments in the Review Record for wastewater, forecasts, housing, and natural resources.

Background

The City of Plymouth submitted the Bassett Creek Mixed Use comprehensive plan amendment on April 6 with supplemental wastewater information on April 26, 2022. The amendment proposes to re-guide 5.1 net acres (7.4 gross acres) from Commercial Office to Mixed Use. It also includes a text amendment to increase the allowed density in the Mixed Use guiding from 12-20 units per acre to 12-35 units per acre. The amendment site is located at 10000 Highway 55. The purpose of the amendment is to construct a multi-family building consisting of a 176-unit apartment building while maintaining the existing office building. 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 PLYMOUTH

BASSETT CREEK MIXED USE COMPREHENSIVE PLAN AMENDMENT

Review File No. 21855-5, Business Item No. 2022-138

BACKGROUND

The City of Plymouth (City) is in central Hennepin County Maple Grove, Brooklyn Park, New Hope, Golden Valley, St. Louis Park, Minnetonka, Wayzata, Orono, Medina, and Corcoran. Medicine Lake is located entirely within Plymouth's boundaries

Thrive MSP2040 (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 fourth amendment to the Plan.

REQUEST SUMMARY

The amendment proposes to re-guide 5.1 net acres (7.4 gross acres) from Commercial Office to Mixed Use. It also includes a text amendment to increase the allowed density in the Mixed Use guiding from 12-20 units per acre to 12-35 units per acre. The purpose of the amendment is to construct a multi-family building consisting of a 176-unit apartment building while maintaining the existing office building.

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 MSP2040*, 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 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 Council reviewed the Dundee Mixed Use Redevelopment EAW (Review File No. 22546-1) on April 22, 2021. The EAW described the project as 23.7-acre mixed use redevelopment with a new

medical office building and multi-family residential housing, as well as an existing church and preschool that will remain on the site.

- The Council administratively reviewed the Mission Ponds 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.
- The Council authorized the Hollydale amendment on August 11, 2021 ([Business Item 2021-197](#), Review File No. 21855-3). The purpose of the amendment was to reguide approximately 157 acres from Public/Semi-Public/Institutional to Living Area-1.
- The Council authorized the Dundee Nursery Mixed Use Redevelopment amendment on October 13, 2021 ([Business Item 2021-257](#), Review File No. 21855-4). The purpose of the amendment was to reguide 24 acres from Commercial and Living Area-2 to Mixed Use-Residential and Public-Institutional.

ISSUES

1. Does the amendment conform to the regional system plans?
2. Is the amendment consistent with *Thrive MSP 2040* and other Council policies?
3. Does the amendment change the City's forecasts?
4. 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*. There are no existing or planned Regional Parks System units in the vicinity of the amendment site. The nearest unit of the Regional Parks System – the Luce Line Regional Trail – is approximately 0.8-mile north of the amendment area (see Figure 1).

Wastewater Service

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

The proposed amendment conforms to the *2040 Water Resources Policy Plan (WRPP)*. The regional system has adequate capacity to serve the proposed development associated with this amendment.

Metropolitan Council Interceptor 1-PM-467 runs from north to south and east through this site. The interceptor was built in 1970 and is a 33-inch reinforced concrete pipe. There are specific processes that must be followed before encroachment on our property or a direct connection to our interceptor can be made.

Advisory Comments

Before encroachment on our property an Encroachment Agreement will be required, and before direct connection to the Metropolitan Council Interceptor, a Sewer Connection Permit will be required. An encroachment permit application has been submitted to Tim Wedin, Interceptor



Engineering Assistant Manager (651-602-4571). Council staff anticipate that a Sewer Connection Permit application will soon be submitted for this project. Council staff encourage the City's continued coordination with us so that we can accurately assess potential impacts to our interceptor system. Prior to initiating this project, preliminary plans need to be sent to Tim Wedin.

Transportation & Transit

Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)

Reviewer: Victoria Dan, Metro Transit (MT) (612-349-7648)

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*.

Metro Transit does not plan or operate fixed route service in Plymouth; rather the City provides service as a suburban transit agency (Plymouth Metrolink). The nearest services operating today are approximately one mile away on the pedestrian network, at Station 73 park-and-ride in Plymouth and Metro Transit Route 705 in Golden Valley. Plymouth Metrolink reverse-commute Route 742 is currently suspended, and pre-pandemic the route served stops directly in front of the site at 10000 Highway 55.

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 City offers that the amendment does not affect the communitywide forecast. Council staff agree the current communitywide forecast remains reasonable. However, the development will yield households growth that was not planned for this site and for this neighborhood.

The subject site is a small part of Transportation Analysis Zone (TAZ) #1050. The City's Plan Update expects this zone to gain zero households and zero population during 2020-2040. Council staff expect the growth allocation should be increased by +170 households and +350 population.

Advisory Comments

Separate from this Council action, Council staff are responsible for TAZ data maintenance. Council staff will increase the future allocation of TAZ #1050 by +170 households and +350 population. The same amounts will be debited from the remainder of Plymouth, leaving the communitywide total unaffected. City staff are welcome to contact Council Research to discuss.

Thrive MSP 2040 and Land Use

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

The proposed amendment is consistent with *Thrive MSP 2040* (Thrive). Thrive identifies 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 dwelling units per acre. Suburban Edge communities should also target higher-intensity developments in areas with better access to regional sewer and transportation infrastructure, connections to local commercial activity centers, transit facilities, and recreational amenities

The amendment is located at 10000 Highway 55 and proposes to re-guide 5.1 net acres (7.4 gross acres) from Commercial Office to Mixed Use (Figure 3). It also includes a text amendment to increase the allowed density in the Mixed Use guiding from 12-20 units per acre to 12-35 units per acre. The purpose of the amendment is to construct a multi-family building consisting of a 176-unit apartment building while maintaining the existing office building.

With this land use and text change, the City's planned minimum residential density increases. As shown in Table 1 below (change underlined), the City has a planned minimum residential density of 3.8 to 5.9 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	Density		Net Acres	2018-2040 Change	
	Min	Max		Min Units	Max Units
Living Area – 1	2	3	362.4	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 (MXD-R)	12	25	34.3	412	858
MXD-R – Dundee CPA	12	25	14.5	210	
Mixed Use (MXD) – Bassett Creek	<u>12</u>	<u>35</u>	<u>5.1</u>	176	
<i>Underutilized Opportunities</i>					
Underutilized LA-4	12	20	3.6	43	72
Mixed Use/ City Center Opportunities	12	35	4.25	51	149
	TOTALS		664.5	2,519	3,917
	Overall Density			3.8	5.9
Calculation based on Table 3-3 from the City's 2040 Plan. The Plan indicates that development within the Mixed Use-Residential category must include residential uses.					

Housing

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

The 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. With this amendment, the City has over 71 acres available guided at densities high enough to support this need. This amendment does not change acres from original acres that were guided to support their affordable housing allocation.

The project is asking for tax increment financing (TIF) with a decision about TIF to be made by the City Council. The re-guiding with this amendment is proposed to support the City's housing goals, by providing 20 percent of the overall units as affordable.

Plymouth is an active participant in Livable Communities programs, has previously received funds for affordable housing and was most recently awarded \$456,300 for environmental cleanup at the Dundee Nursery Redevelopment site.

Advisory Comments

Once the TIF agreement is executed, the City can contact Housing staff and the acres related to this project will be added as a credit to the City's Land Guided for Affordable Housing Table (Figure 4).

Natural Resources

Reviewer: Eric Wojchik, CD – Local Planning Assistance (651-602-1330)

The proposed amendment is consistent with Council policy regarding natural resources preservation.

Advisory Comments

Council staff encourage the City and developer to implement best management practices on site to enhance and protect wetland features and mitigate potential flood risk given the likely increased risk of localized and riverine flooding due to climate change and upstream development.

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



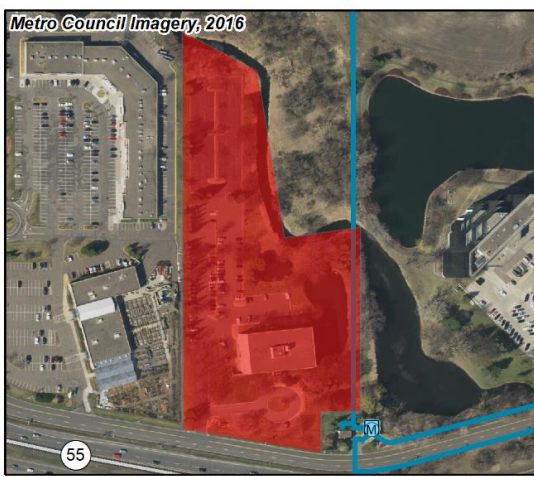
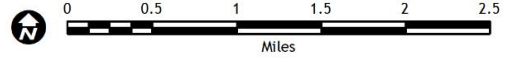
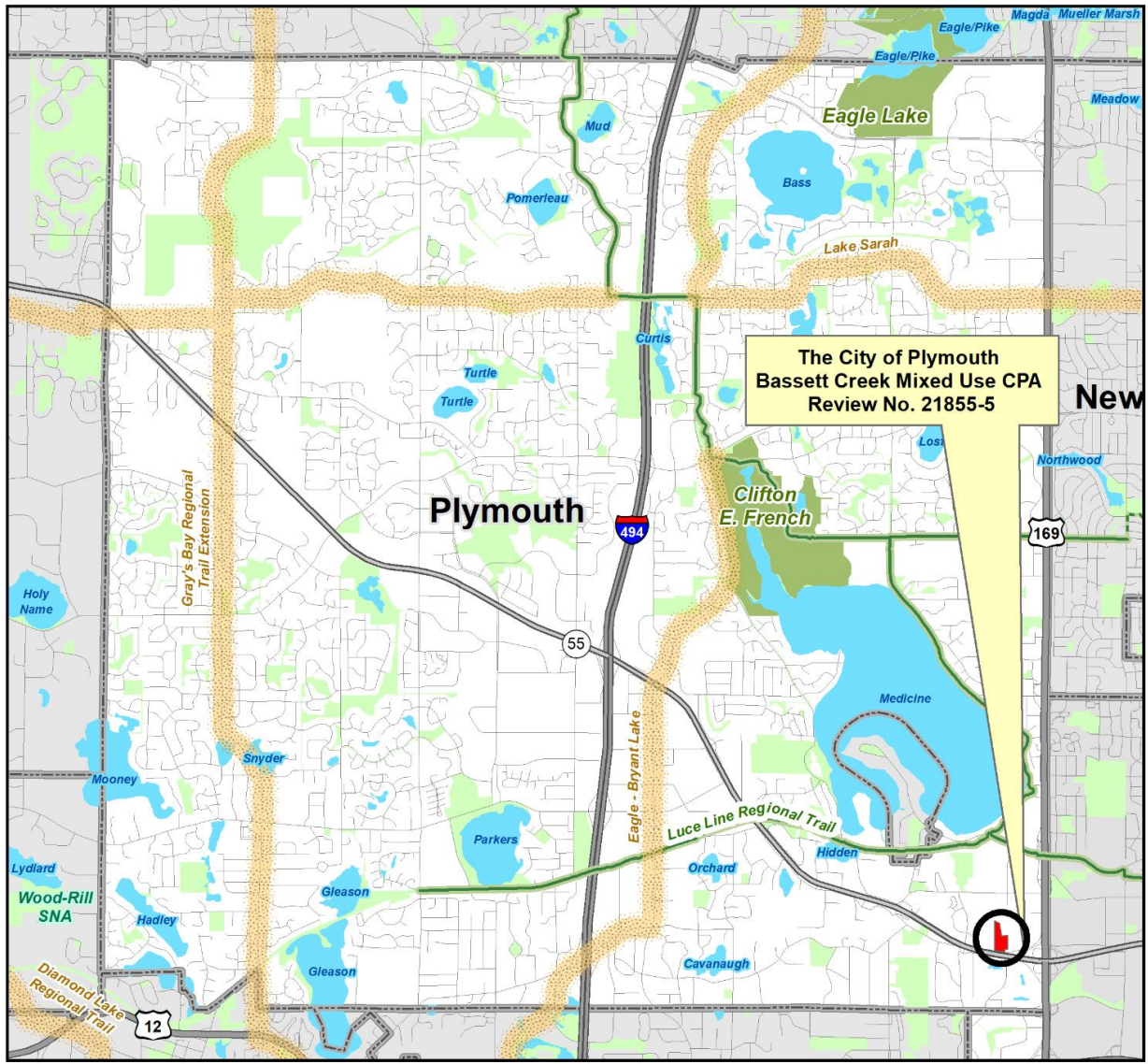
districts were identified.

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



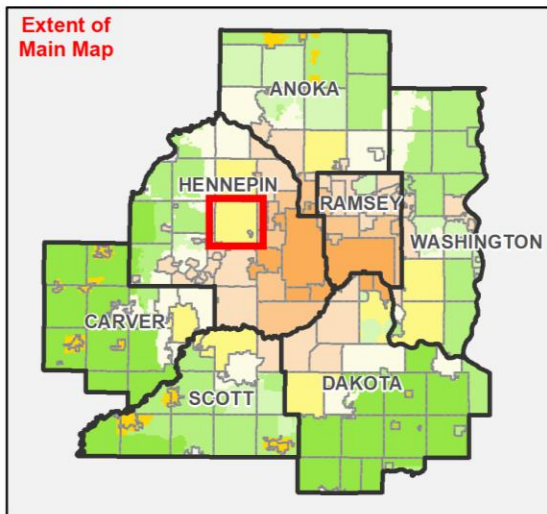
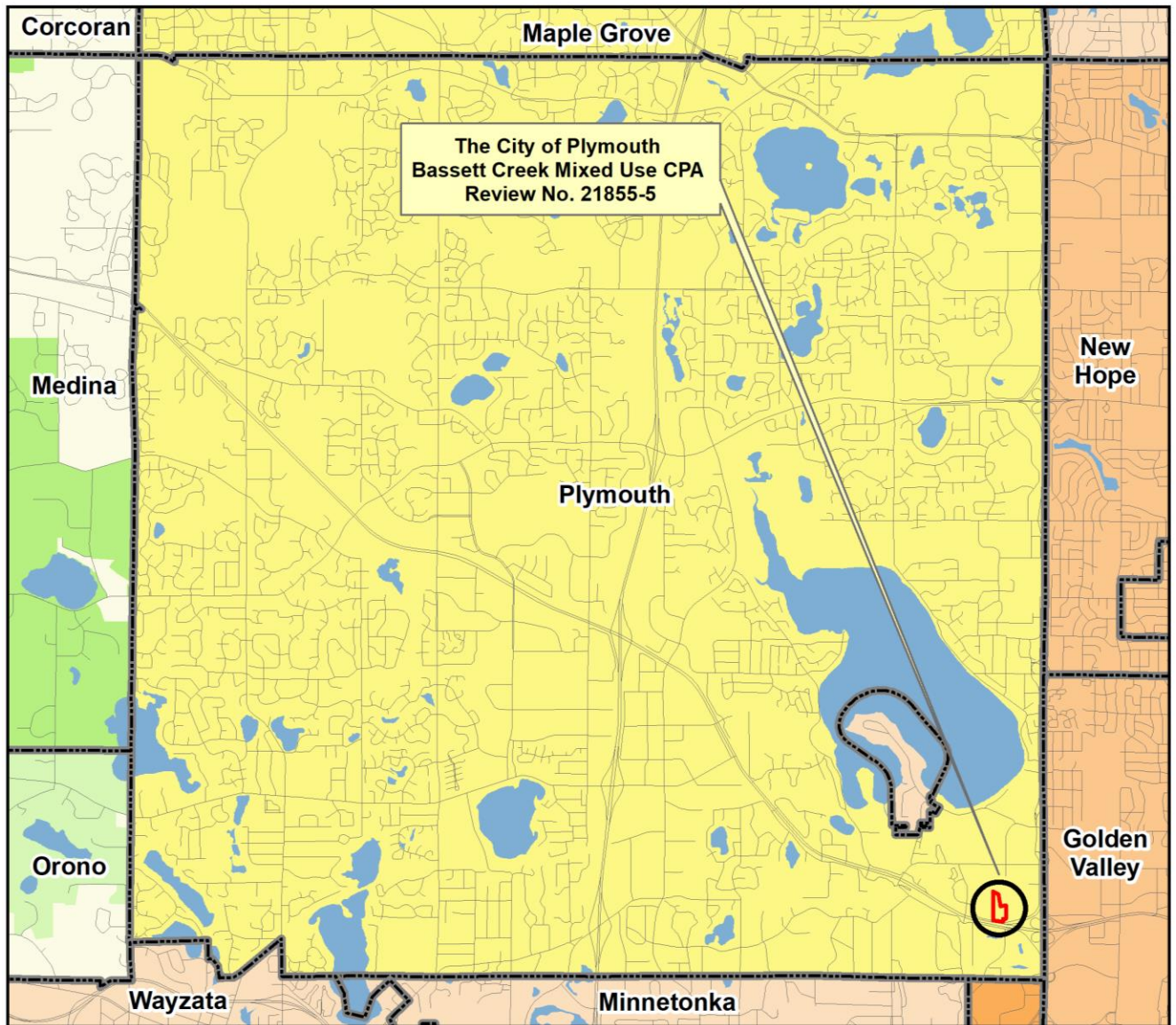
Figure 1. Location Map Showing Regional Systems



- Regional Systems**
- Regional Transitways**
- Existing
 - - - Planned Current Revenue Scenario
 - · - · - Planned Current Revenue Scenario - CTIB Phase 1 Projects
 - · - · - Potential Increased Revenue Scenario
- Wastewater 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

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Figure 2. Location Map Showing Community Designations



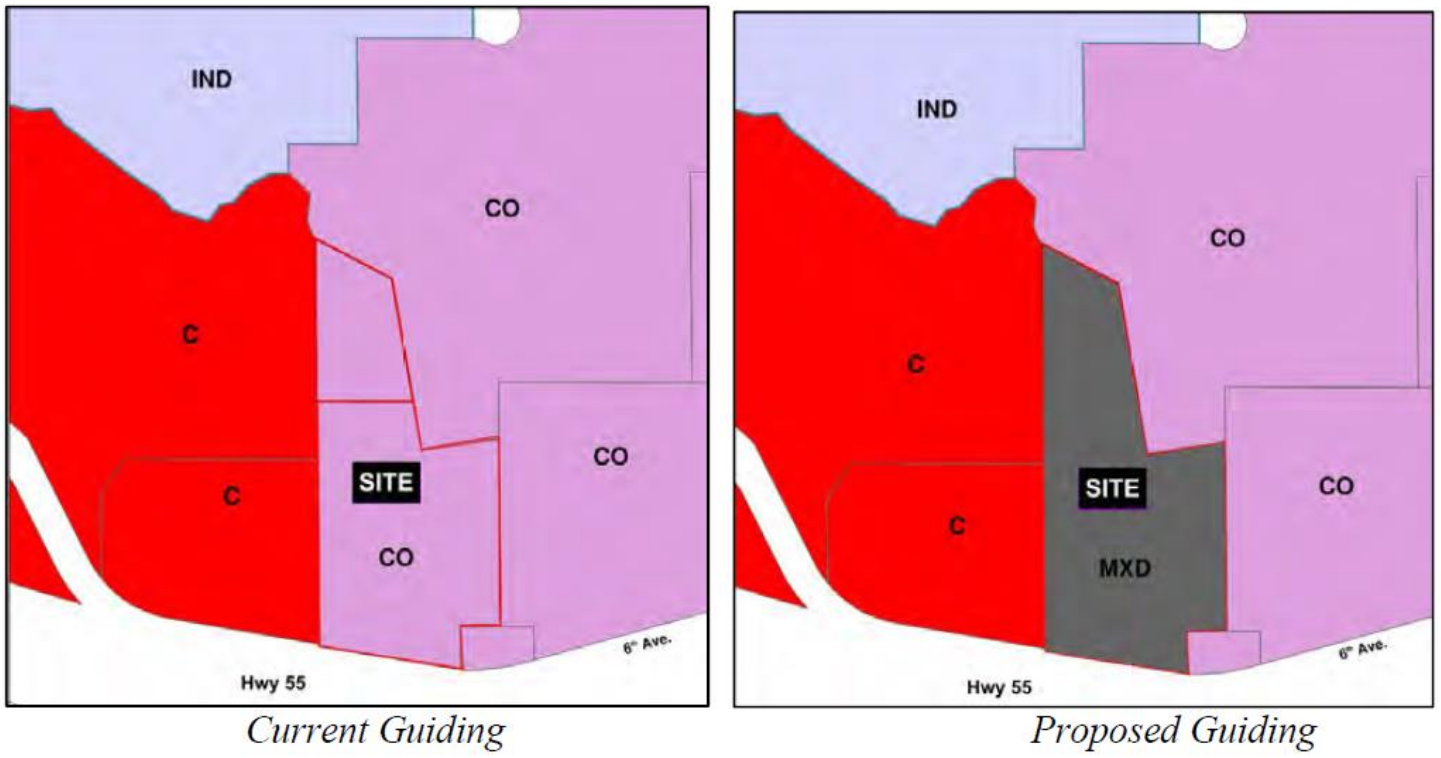
ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines



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Figure 3. Current and Proposed Land Use Guiding



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Figure 4. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing at 50% AMI and Below:	588 units
2021-2030 share of regional need for Affordable Housing between 51 to 80% AMI:	91 units
TOTAL 2021-2030 share of regional need for Affordable Housing:	679 units
2021-2030 total regional need for Affordable Housing:	37,900 units

	Available Acres	×	Minimum Density <i>(units per acre)</i>	×	Expected % Residential <i>(if mixed use)</i>	=	Minimum Units Possible
Medium Density Residential (LA-3)	20.1		6		100%		121
High Density Residential (LA-4)	17.1		12		100%		206
MXD-R	34.3		12		100%		412
Total	71.5						739

Sufficient/*(insufficient)* units affordable at 50% AMI and below possible in areas with ≥12 units per acre minimum against share of regional need: **30**

Sufficient/*(insufficient)* total units affordable between 51 to 80% AMI possible in areas with ≥6 units per acre minimum possible against share of regional need: **30**

Sufficient/*(insufficient)* total units possible against share of regional need: **60**

Affordable units built since 2021: **0**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **60**

Number of Comp Plan Amendments approved since Comp Plan Update: **4**

