

Business Item

Community Development Committee



Committee Meeting Date: April 1, 2024

For the Metropolitan Council: April 10, 2024

Business Item: 2024-88

City of Plymouth Highway 55 Apartment Mixed Use Comprehensive Plan Amendment, Review File 21855-9

| | |
|----------------------------------|---|
| 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, Senior 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 parks, transportation, and forecasts.

Background

The amendment reguides approximately 13 net acres from Commercial Office and Public/Semi-Public Institutional to Mixed Use. It also amends the transportation plan to include two new public streets through the site with roadway connections to 10th and 6th Avenue. The site is located north of Highway 55, south of 10th Avenue, east of South Shore Drive, and west of Revere Lane. The purpose of the amendment is to accommodate a 330-unit market-rate apartment building, 5,600 square foot retail building, and 12 townhomes. This is the City's eighth amendment to its 2040 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.

REVIEW RECORD

City of Plymouth

Highway 55 Apartment Mixed Use Comprehensive Plan Amendment

Review File No. 21855-9, Business Item No. 2024-88

BACKGROUND

The City of Plymouth (City) is in central Hennepin County. It is surrounded by the communities of Maple Grove, Brooklyn Park, New Hope, Golden Valley, St. Louis Park, Minnetonka, Wayzata, Orono, Medina, and Corcoran. The City of Medicine Lake is located entirely within Plymouth's boundaries (Figure 1).

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 81,000 to 89,100 population and 32,00 to 35,400 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 eighth amendment to the Plan.

REQUEST SUMMARY

The amendment proposes to reguide approximately 13 net acres from Commercial Office and Public/Semi-Public Institutional to Mixed Use. It also amends the transportation plan to include two new public streets through the site with roadway connections to 10th and 6th Avenue. The site is located north of Highway 55, south of 10th Avenue, east of South Shore Drive, and west of Revere Lane. The purpose of the amendment is to accommodate a 330-unit market-rate apartment building, 5,600 square foot retail building, and 12 townhomes.

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 *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 included 319 single-family detached homes on 158 acres 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 amendment on April 23, 2021 (Review File No. 21855-2). The amendment reguided 7.32 acres from Living Area-1 (LA-1) to Living Area-2 (LA-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.
- The Council authorized the Bassett Creek Mixed Use amendment on June 22, 2022 ([Business Item 2022-138](#) Review File No. 21855-5). The purpose of the amendment was to reguide 5.1 net acres (7.4 gross acres) from Commercial Office to Mixed Use. It also included 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 Council administratively reviewed the Enclave amendment on December 7, 2022 (Review File No. 21855-6). The purpose of the amendment was to reguide 19 acres from Commercial (8.95 acres) and Commercial-Office (10 acres) to Mixed Use.
- The Council reviewed the Prudential Campus Redevelopment AUAR on April 20, 2023 (Review File No. 22852-1) and Final AUAR on June 5, 2023. The AUAR study area encompassed 76.2 acres on site that formerly served as the Prudential Campus. Two development scenarios were proposed: Scenario 1 included up to 700,000 square feet of business park/retail, and up to 1,320 apartment units; Scenario 2 included up to 780,500 square feet of business campus use with 450,000 square feet of existing office.
- The Council administratively reviewed the City Center amendment on November 3, 2023 (Review File No. 21855-7). The purpose of the amendment was to increase residential density ranges in City Center from 12 to 20 units per acre to 20 to 40 units per acre for multiple-family and included range of 6 to 20 units per acre for townhouse developments to accommodate potential residential development within the City Center area.
- The Council reviewed the Former Prudential Insurance Site amendment on January 10, 2024 ([Business Item 2023-307](#), Review File No. 21855-8). The amendment reguided 75 gross acres (50 net acres) from Commercial Office to Mixed Use located at 13001 County Road 10. The purpose of the amendment was to accommodate future redevelopment of the site with a mixture of multifamily housing, retail/commercial uses, and a medical technical business park.

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 is one unit of the Regional Park System in the vicinity of the amendment site, the planned Eagle-Bryant Lake Regional Trail. The amendment and supplemental information provided February 27, 2024, reflected a refinement to the planned Eagle-Bryant Lake Regional Trail alignment, approximately 0.1-mile west of the amendment site. Previously, a search corridor (Figure 1), the planned alignment will now travel north-south along the western edge of the site from 10th Avenue to a future grade separated crossing under Highway 55 instead of traveling along South Shore Drive to where it intersects with Highway 55. The regional trail long-range plan provides some flexibility for trail routing in this area and there has been associated coordination between the City, Three Rivers Park District, and Metropolitan Council. Council staff find this alignment conforms with the Regional Parks System and would result in an improved experience from a safety perspective.

Advisory Comments

The refined alignment of the planned Eagle-Bryant Lake Regional Trail has been added to the 2021 long-range plan for Eagle Lake- Bryant Lake Regional Trail and will be reflected in the Council's Geographic Information Systems (GIS) data.

Transportation

Reviewer: Joseph Widing, Metropolitan Transportation Services (MTS) (651-602-1725)

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

Advisory Comments

The project traffic study indicates that there will not be impacts to the regional system from the proposed development, staff concurs. The City should implement the recommended mitigation measures outlined in the study, most notably restriping 10th Avenue to a 3-lane configuration to improve safety and operations. 10th Avenue traffic volumes (4,000-5,000 AADT) do not warrant two through lanes in both directions. The existing configuration presents safety risks to the existing trail crossing at Trenton Court. The City should consider additional improvements to this trail crossing following reconfiguration of the roadway.

The City notes future functional classification changes will be needed to update the system for the new roadways and connections through the project site, this may be completed during the next comprehensive plan update.

The proposed trail facility through the site is appreciated and will serve as a major link to the transit center across Trunk Highway 55 via the future underpass. However, if this element of the Station 73 Transit and Regional Improvement Program (TRIP) project is to be completed prior to the underpass, it is advised to close the Frontage Road access in conjunction with the construction of the trail facility with this project or with the MnDOT Highway 55 resurfacing project to ensure the safety of trail users.

Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs (651-602-1511)

The amendment conforms to the *2040 Water Resources Policy Plan*. The Metropolitan Disposal System has adequate capacity for this project location.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, 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 and find there are currently 1,400 units of growing room between current housing stock and the 2030 forecast. The expected development at the subject site may account for one-quarter of that, and fits within the approved communitywide forecast; no adjustment is needed for this amendment. Forecast revisions may be required for subsequent amendments. However, the Transportation Analysis Zones (TAZ) allocation for Plymouth needs revision. The proposed project adds previously unplanned capacity in this neighborhood; the proposed project amounts to 330 apartments and 12 townhomes.

Advisory Comments

The expected development at the subject site fits within the approved communitywide forecast. Forecast revisions may be required for subsequent plan amendments.

The TAZ allocation for Plymouth needs revision. The proposed project amounts to 330 apartments and 12 townhomes. The previously approved Plan expected TAZ #1050 (between 10th Avenue and Highway 55) to gain no households and no population during 2020-2040. Separate from this Council action, Council staff will revise the TAZ allocation in TAZ #1050, adding +340 households and +700 population to the 2030 and 2040 timepoints. Re-allocated amounts will be balanced with the remainder of the city, leaving the communitywide totals unaffected.

Thrive MSP 2040 and Land Use

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

The amendment is consistent with *Thrive MSP 2040*, which identifies the City as a Suburban Edge community. 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. 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 remains consistent with this policy.

The amendment proposes to reguide approximately 13 net acres from Commercial Office (8.05 net acres) and Public/Semi-Public Institutional (4.8 net acres) to Mixed Use. The purpose of the amendment is to accommodate development of a 330-unit market-rate apartment building, 5,600 square foot retail building, and 12 townhomes. The amendment would provide additional housing in an area located near the City's transit center. The proposed uses are consistent with the Mixed Use category allowed uses. The submittal also amends the transportation plan to include two new public streets through the site with roadway connections to 10th and 6th Avenue. The site is located north of Highway 55, south of 10th Avenue, east of South Shore Drive, and west of Revere Lane (Figure 3).

With this land use 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 5.0 to 8.0 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 | 12 | 25 | 34.3 | 412 | 858 |
| Mixed Use – Residential - Dundee | 12 | 25 | 14.5 | 210 | 210 |
| Mixed Use – Plymouth Prudential | 12 | 35 | 50.0 | 600 | 1,750 |
| Mixed Use – Bassett Creek | 12 | 35 | 5.1 | 176 | 176 |
| Mixed Use – Enclave | 12 | 35 | 15.2 | 220 | 220 |
| Mixed Use – Highway 55 Apartments | 12 | 35 | 12.9 | 342 | 342 |
| <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 | 742.5 | 3,681 |
| | | | Overall Density | 5.0 | 8.0 |
| <i>Calculation based on Table 3-3 from the City's 2040 Plan. Underutilized areas reflect potential anticipated redevelopment, 10/27/23 supplemental information. Mixed Use density is calculated using total land area for the development.</i> | | | | | |

Housing

Reviewer: Olivia Boerschinger, CD – Housing (651-602-1327)

The proposed amendment is consistent with the Council's *Housing Policy Plan*. The Plan currently provides sufficient land to address the City's share of the region's 2021-2030 need for affordable housing, which is 771 units. The proposed amendment does not change 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 121.5 acres of higher density residential land such that at least 1,339 units could be built (Figure 4).

The proposed amendment does not impact the ability of the City to implement the housing element of their 2040 Plan and does not directly contribute to their efforts to address its share of the region's need for affordable housing in the 2021-2030 decade.

Plymouth is a frequent participant in Livable Communities Act (LCA) programs, and in 2019 was awarded \$500,000 in additional Local Housing Initiatives Account (LHIA) funds.

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

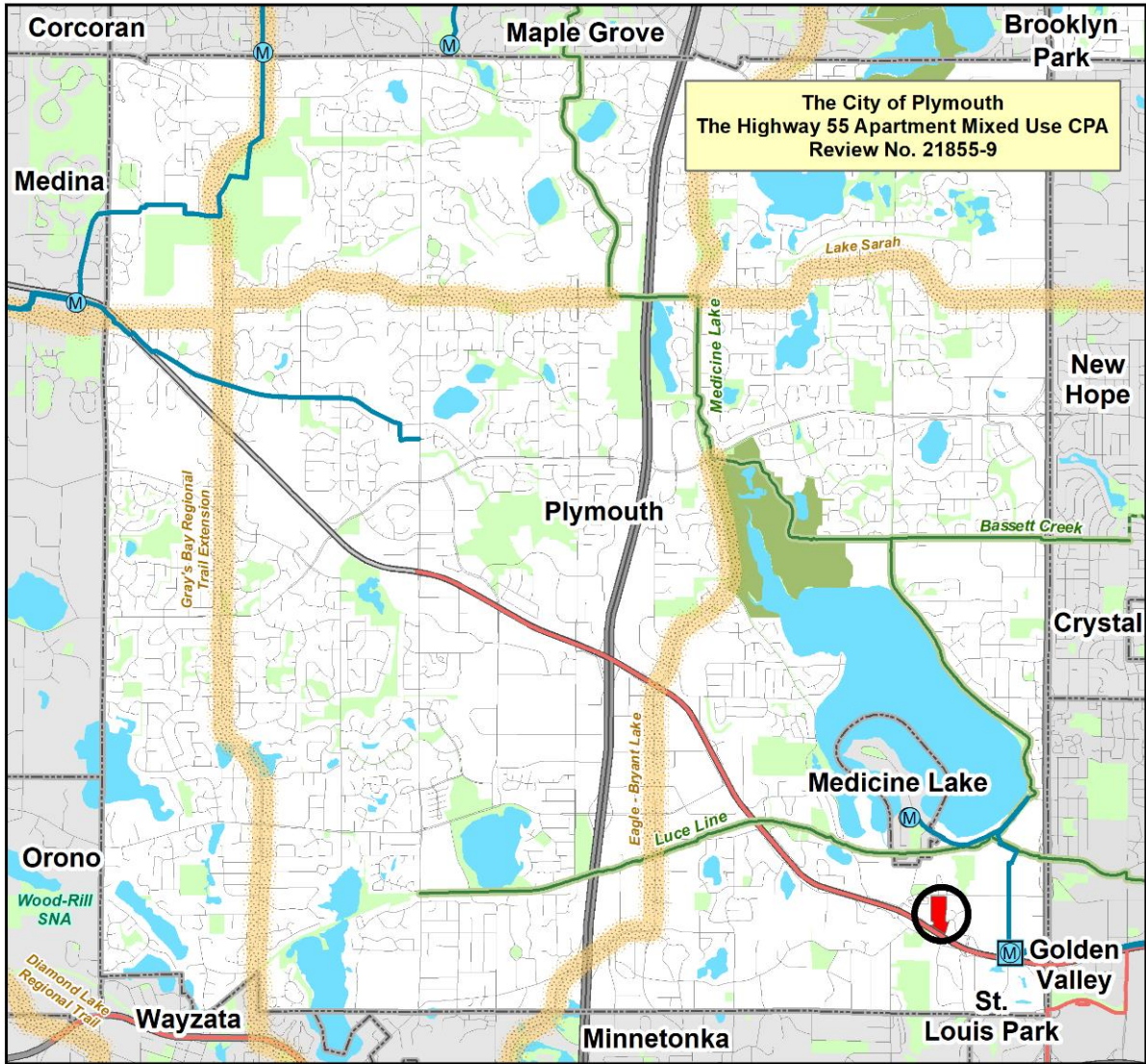
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

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

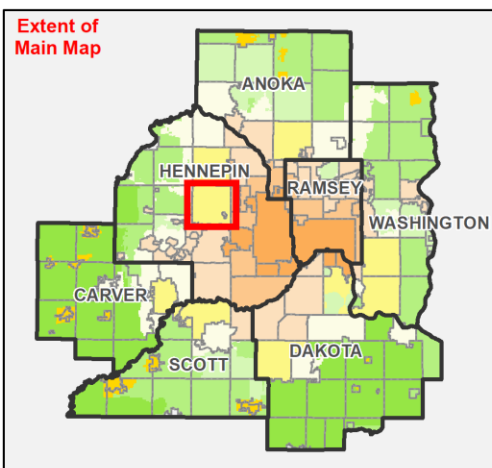
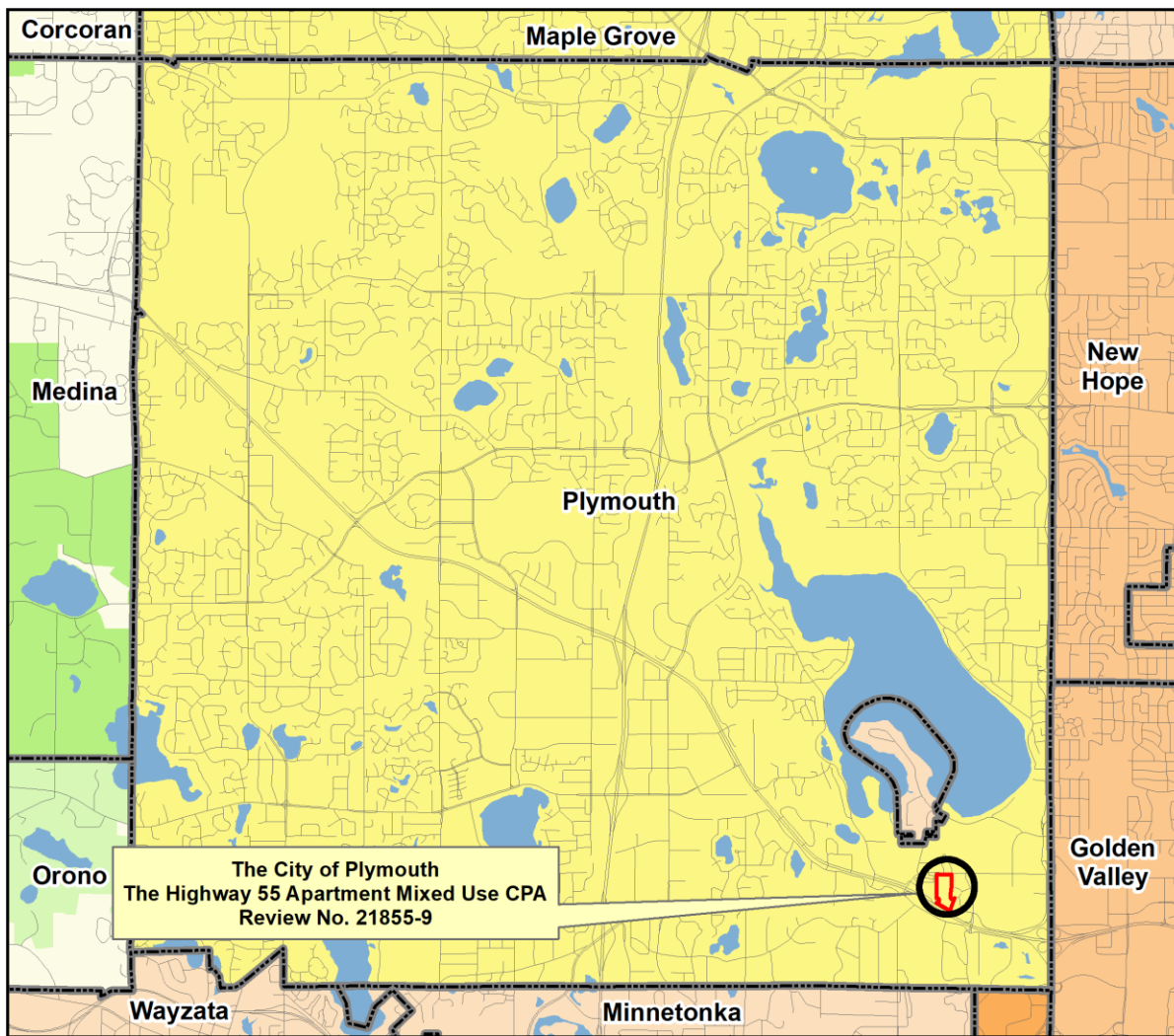


Figure 1. Location Map Showing Regional Systems



- Regional Systems**
- Regional Transitways**
 - Existing
 - Planned Current Revenue Scenario
 - 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



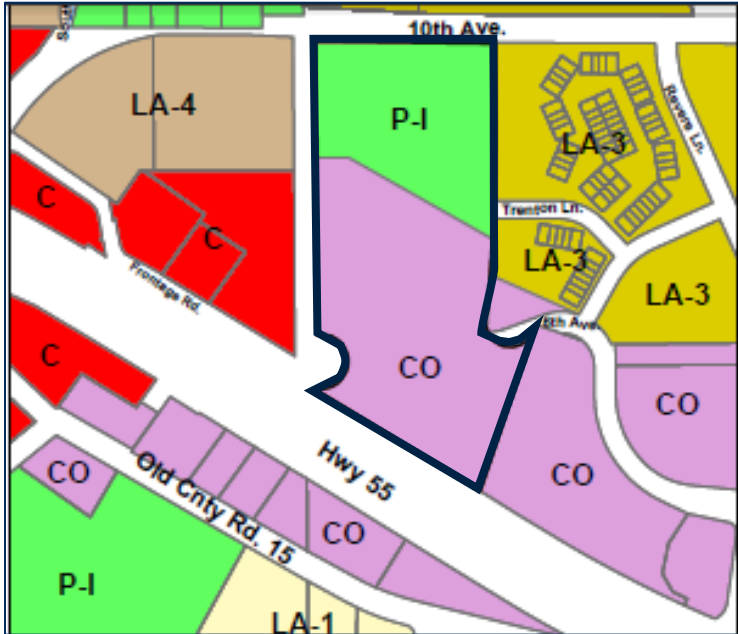
ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center



Figure 3. Current and Proposed Land Use Guiding

Current Land Use Guiding



Proposed Land Use Guiding



Figure 4. Land Guided for Affordable Housing

| | |
|--|---------------------|
| 2021-2030 share of regional need for Affordable Housing at 50% AMI and Below: | 771 units |
| 2021-2030 share of regional need for Affordable Housing between 51 to 80% AMI: | 119 units |
| TOTAL 2021-2030 share of regional need for Affordable Housing: | 890 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 |
| MXD | 50.0 | | 12 | | 100% | | 600 |
| Total | 121.5 | | | | | | 1,339 |

Sufficient/*(insufficient)* units affordable at 50% AMI and below possible in areas with ≥12 units per acre minimum against share of regional need: **447**

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: **2**

Sufficient/*(insufficient)* total units possible against share of regional need: **449**

Affordable units built since 2021: **108**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **557**

