

# Business Item

Community Development Committee



**Committee Meeting Date:** September 16, 2024

**For the Metropolitan Council:** September 25, 2024

## Business Item: 2024-253

City of Plymouth Doran Harbor Fernbrook Reguiding and Text Comprehensive Plan Amendment, Review File 21855-10

<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 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 forecasts, surface water management, and water supply.

### Background

The amendment proposes to reguide six acres from Commercial Office to Living Area 5 (LA-5). In addition, the amendment proposes a text change to the LA-5 location criteria and maximum lot size for LA-5 from 5 to 6 acres. The site is north of Harbor Lane and West of Fernbrook Lane. The purpose of the amendment is to accommodate two apartment buildings with a combined 353 units. This is the ninth amendment to the City's 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.

# REVIEW RECORD

City of Plymouth

Doran Harbor Fernbrook Reguiding and Text Amendment

Review File No. 21855-10, Business Item No. 2024-253

## 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 ninth amendment to the Plan.

## REQUEST SUMMARY

The amendment proposes to reguide six acres from Commercial Office to Living Area 5 (LA-5). In addition, the amendment proposes a text change to the LA-5 location criteria and maximum lot size for LA-5 from 5 to 6 acres. The site is north of Harbor Lane and West of Fernbrook Lane. The purpose of the amendment is to accommodate two apartment buildings with a combined 353 units.

## 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 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 reguired 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 reguired 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.
- The Council reviewed the Highway 55 Apartment Mixed Use amendment on April 10, 2024 ([Business Item 2024-88](#), Review File No. 21855-9). The amendment reguired 13 net acres from Commercial Office and Public/Semi-Public Institutional to Mixed Use. It also amended the transportation plan to included two new public streets through the site. The purpose of the amendment was to accommodate a 330-unit market rate apartment building, a 5,600 square foot retail building, and 12 townhomes.

## 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 Parks and Trails System in the vicinity of the site. The nearest unit – Clifton E. French Regional Park – is approximately 1.5 miles east of the proposed land use change (Figure 1). The amendment will not have an adverse impact on French Regional Park or the Regional Parks and Trails System.

#### Transportation

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

The amendment conforms to the *2040 Transportation Policy Plan*. The development will add limited new trips from existing uses and proposes mitigation to include street restriping to ensure safer vehicle access and movements along Harbor Lane. The proposal also features a continuous sidewalk along Harbor Lane through the entire extent of the parcel to improve future pedestrian circulation. There are no significant impacts anticipated for the regional roadway, aviation, or freight system. In addition, there are no Regional Bike Transportation Network alignments or corridors to note for the project site. The improved sidewalk along the entire site will improve transit access for the existing Route 774, which runs along Harbor Lane with stops on the north and east end of the project site.

#### Wastewater Service

*Reviewer: John Chlebeck, Environmental Services (ES) – Wastewater Planning and Community Programs (651-602-4527)*

The amendment conforms to the *2040 Water Resources Policy Plan (WRPP)* and does not represent a system departure or impact on the regional wastewater system. The amendment states that two apartment buildings are planned for the site, with a total unit count of 353. The development will connect with the regional wastewater system at the L29 lift station, via the City's sanitary sewer connection just north of Highway 55 and west of Highway 169. Flow is conveyed from the lift station by forcemain to the regional gravity interceptor system in Minneapolis, and ultimately to the Metropolitan Water Resource Recovery Facility in St. Paul. Wastewater system capacities were evaluated for the regional system, based on expected wastewater generation rates for this type of development, and found to be adequate to accommodate the additional flow resulting from the redevelopment.

### 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 plan amendment does not affect the communitywide forecast. Council staff find the expected development at the subject site may account for one-quarter of development expected in Plymouth in this decade, and fits within the approved communitywide forecast; no adjustment is needed for this amendment. Forecast revisions may be required for subsequent plan amendments. However, the Transportation Analysis Zones (TAZ) allocation for Plymouth needs revision. The proposed project adds previously unplanned capacity to this neighborhood; the proposed project anticipates 353 apartments.

### *Advisory Comments*

Forecast revisions may be required for subsequent plan amendments. The TAZ allocation for Plymouth needs revision. The proposed project amounts to 353 apartments. The previously approved Plan expected the affected TAZ, TAZ #887, to gain 0 households, +22 population, and +213 jobs during 2020-2040. Separate from this Council action, Council staff will revise the TAZ allocation in TAZ #887, adding +350 households and +700 population to the 2030 and 2040 timepoints. Re-allocated amounts will be balanced with the remainder of the city, leaving the community-wide 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 six acres from Commercial Office to the Living Area 5 (LA-5) with a guided density range of 20-60 units per acre. In addition, the amendment includes text updates, which increases the maximum lot size for LA-5 from five to six acres. It also changed to the LA-5 location criteria from abuts a principal arterial on two or more sides and abuts LA-4 on all other sides to has reasonable direct access and within 1,000 feet to a principal arterial and abuts LA-4 on at least one side.

The land use change is north of Harbor Lane and west of Fernbrook Lane (Figure 3). The purpose of the amendment is to accommodate two apartment buildings. The submittal materials indicate the development would increase housing opportunities and remove older office spaces onsite. The applicant is proposing the initial phase to include one apartment building on the east side as the existing commercial building has leases for at least three years.

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 5.1 to 9.2 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
Living Area – 5	20	60	6.0	119	358
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
	<b>TOTALS</b>		<b>748.5</b>	<b>3,801</b>	<b>6,909</b>
	<b>Overall Density</b>			<b>5.1</b>	<b>9.2</b>
<p><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></p>					

## Housing

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

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 is 771 units. The proposed amendment does not include any changes to the minimum densities of residential land uses, and so the City's inventory of land guided to support the development of low- and moderate-income housing remains sufficient to address their share of the region's affordable housing need for 2021-2030.

The LA-5 land use did not originally have any acres expected to develop in the 2021-2030 decade, and therefore was not included in the Land Guided for Affordable Housing (LGAH) to meet Plymouth's allocated Need. The LGAH table has been updated to include LA-5 land use, with a minimum density of 20 units/acre. This amendment does not impact the City's ability to address their need allocation as the development proposed does not include affordable units; therefore the proposed amendment does not increase acres available for affordable housing development. Plymouth is a participant in the Livable Communities Act program. The last grant awarded to Plymouth was in 2021.

## Surface Water Management

Reviewer: Maureen Hoffman, ES – Water Resources (651-602-8026)

The Plan is consistent with the 2040 WRPP and Council policies for local surface water management.

### Advisory Comments

The Council's Localized Flood Map Screening Tool identified most of the site as high to moderate risk for localized flooding. This should be taken into account while planning for development. The developer should work closely with the City and watershed to ensure flooding impacts to the site and surrounding upstream and downstream areas are limited and/or improved.

## Water Supply

Reviewer: John Clark, ES – Water Supply Planning (651-602-1452)



The Plan is consistent with the 2040 WRPP and Council policies for water supply. Although the amendment states there is no increase in water demand based on the requested change, an increase in water demand is associated with this development should it proceed. However, additional demand for this development should be accounted for in the community's local water supply plan. Therefore, the amendment is considered complete and remains consistent with WRPP policies related to sustainable water supplies.

#### *Advisory Comments*

- Additional demands placed on the water supply system and sources should be reviewed by public works staff to ensure alignment with the community's Department of Natural Resources approved local water supply plan.
- The development calls for removal of all the trees on site and significant surface parking areas. The City is encouraged to look for ways to reduce the need for impervious parking surfaces on site and preserve large trees wherever possible. Doing so would have numerous public and ecosystem health benefits and better align with the community's tree preservation, sustainable water supply, and water protection goals. Preserving and increasing the number of trees, increasing the amount of greenspace or green infrastructure on site would help to mitigate greenhouse gas emissions, improve community resilience, provide shade, increase groundwater infiltration, reduce the use and costs for road salts and maintenance needs, and offer numerous other benefits for residents and the surrounding environment. Looking for opportunities to preserve vegetation, plant with drought tolerant species, and increase the amount of green space would benefit the appeal of the project and have additional stormwater management benefits, particularly as Minnesota is expected to continue to experience extreme heat and precipitation events going forward.

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

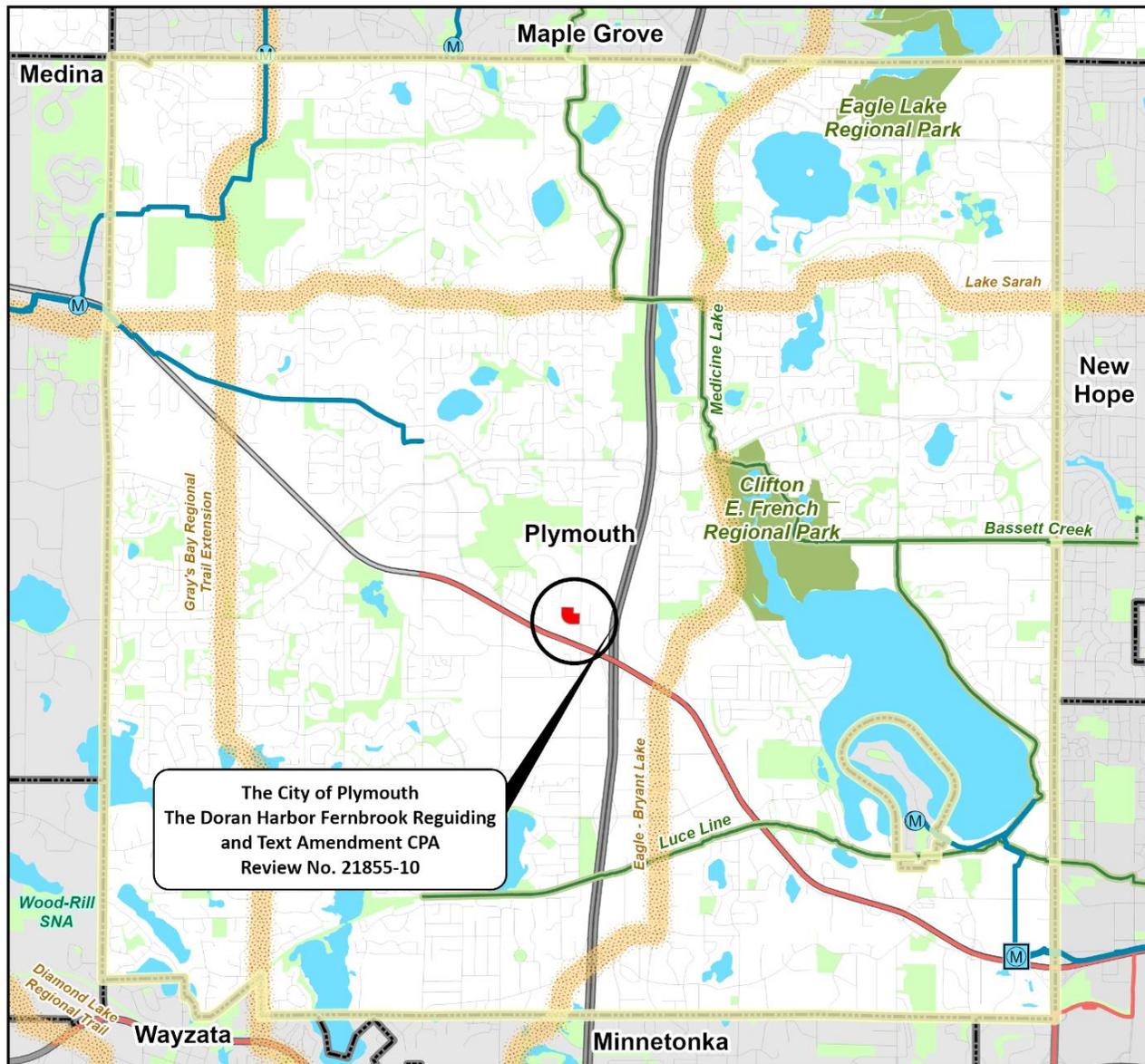
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

#### **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

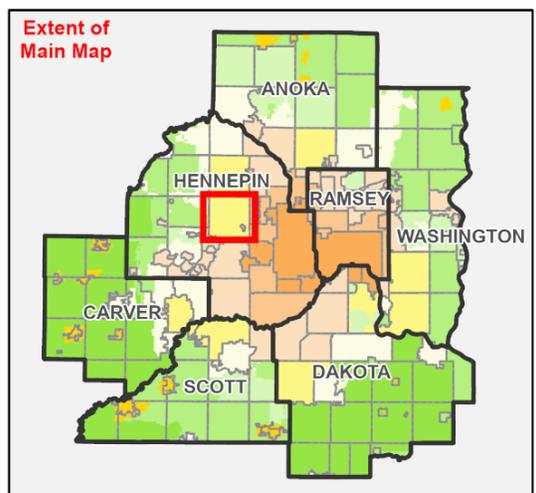
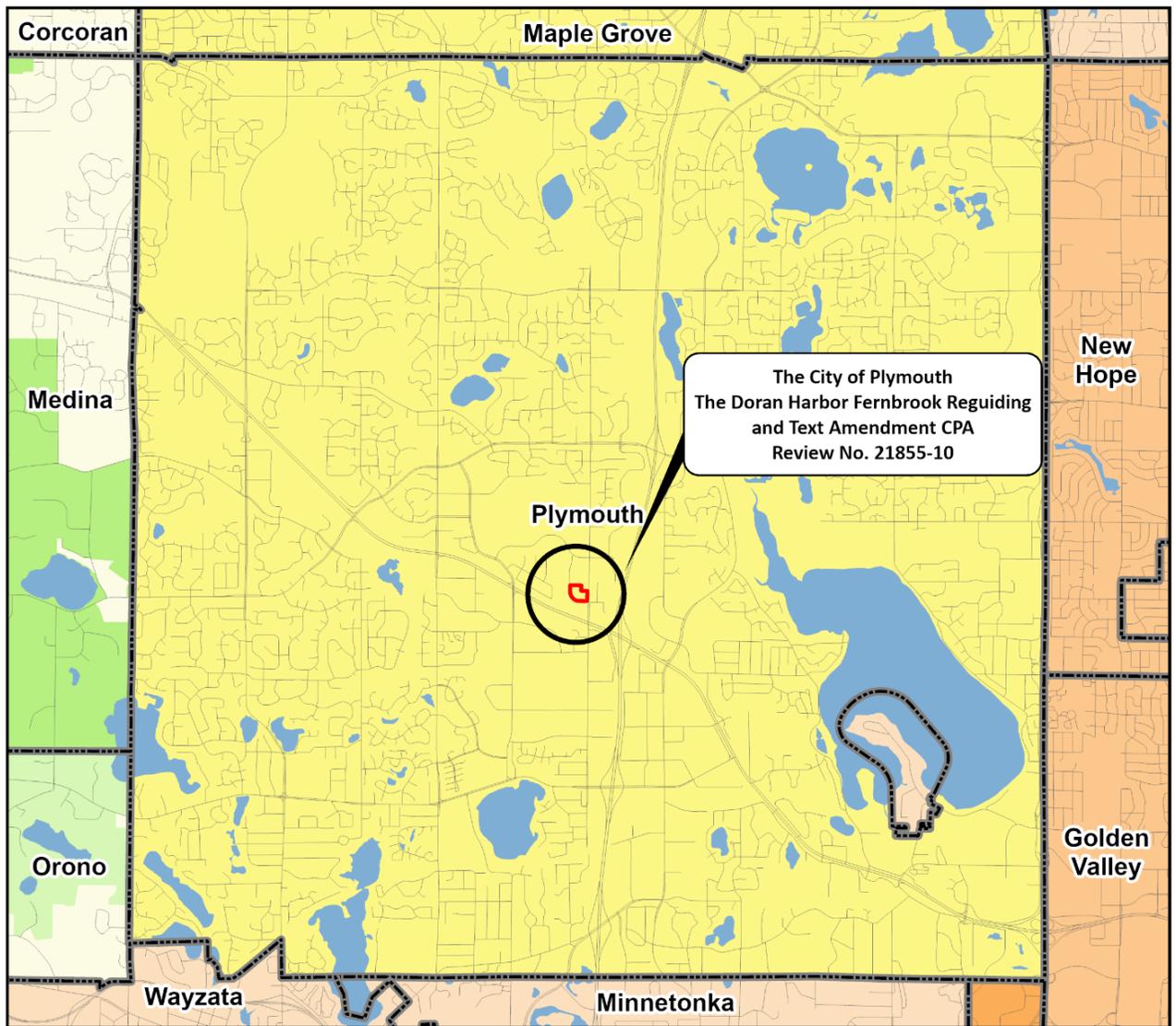


The City of Plymouth  
 The Doran Harbor Fernbrook Reguiding  
 and Text Amendment CPA  
 Review No. 21855-10



- Regional Systems**
- Regional Transitways**
- Existing
  - Planned Current Revenue Scenario
  - Potential Increased Revenue Scenario
- Wastewater Treatment**
- M Meters
  - MCES Interceptors
  - L Lift Stations
  - WTP 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

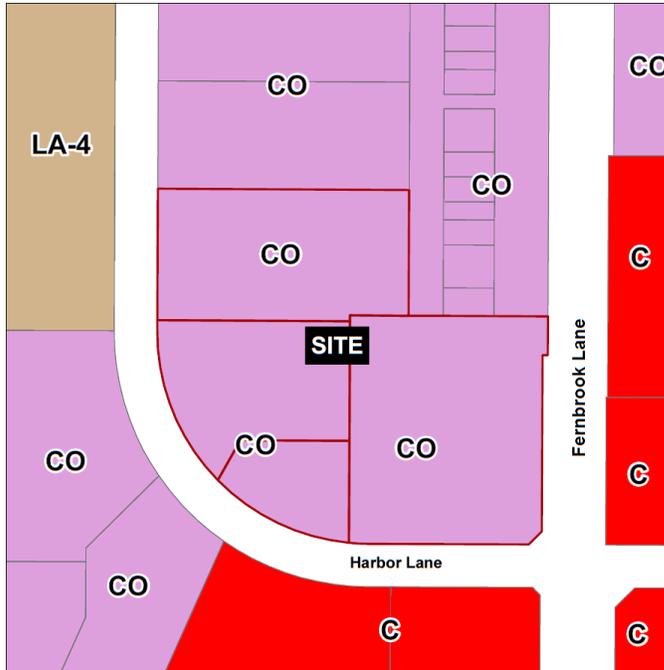
**Figure 2. Location Map Showing Community Designations**



**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**

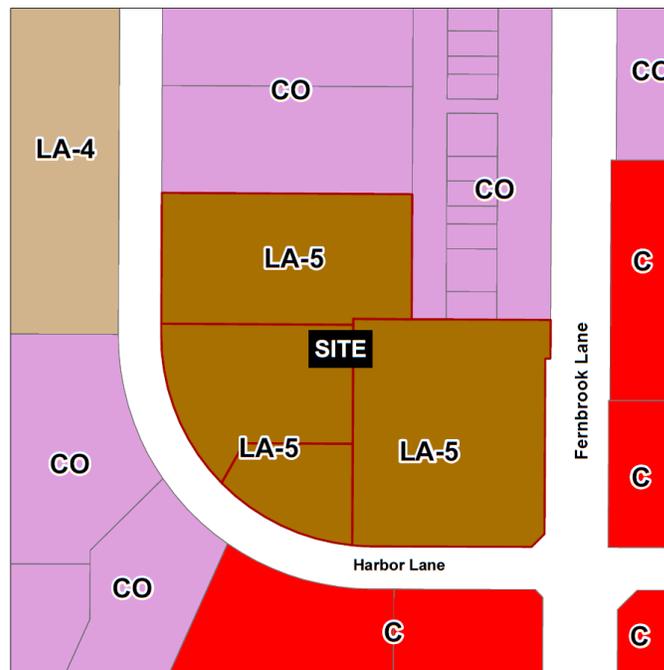


2024019  
3020, 3030, 3141 Harbor Ln & 3131 Fernbrook Ln  
Request for LUGPA, RZ, PUDGP, PP

**Legend**

	Commercial Office, CO
	City Center, CC
	Commercial, C
	Mixed Use, MXD
	Mixed Use Residential, MXD-R
	Industrial, IND

City of Plymouth



2024019  
3020, 3030, 3141 Harbor Ln & 3131 Fernbrook Ln  
Request for LUGPA, RZ, PUDGP, PP

**Legend**

	Commercial Office, CO
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City of Plymouth



Metropolitan Council