

Community Development Committee

For the Metropolitan Council meeting of August 22, 2018

Subject: City of Plymouth Greenway North Comprehensive Plan Amendment, Review File No. 20361-25

Proposed Action

That the Metropolitan Council:

1. Adopt the attached review record and allow the City of Plymouth to place the Greenway North Comprehensive Plan Amendment (amendment) into effect.
2. Find that there are forecast adjustments associated with the development proposal which will be authorized with the upcoming 2040 Plan Update, per agreement with the City.
3. Advise the City to implement the advisory comments in the review record for forecasts and housing.

Summary of Committee Discussion/Questions

The Community Development Committee recommended approval of the proposed actions at the August 6, 2018 meeting, with no discussion.

Community Development Committee

Meeting date: August 6, 2018

For the Metropolitan Council meeting of August 22, 2018

Subject: City of Plymouth Greenway North Comprehensive Plan Amendment, Review File 20361-25

District(s), Member(s): District 1, Katie Rodriguez

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

Staff Prepared/Presented: Jake Reilly, Senior Planner, Local Planning Assistance (651-602-1822)

Division/Department: Community Development / Regional Planning

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2. Find that there are forecast adjustments associated with the development proposal which will be authorized with the upcoming 2040 Plan Update, per agreement with the City.
3. Advise the City to implement the advisory comments in the review record for forecasts and housing.

Background

The Metropolitan Council acted on the City's 2030 Comprehensive Plan Update on April 8, 2009 ([Business Item 2009-64](#), Review File No. 20361-1). This is the 24th comprehensive plan amendment since the Update was reviewed. The proposed amendment reguides five parcels totaling 24.91 acres from Living Area-Rural 2 to Living Area 2 in conjunction with a residential subdivision consisting of 20 new single-family lots and 103 townhomes. The amendment site is located in the northwestern portion of the City, east of County Road 101 and north County Road 47.

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 to this amendment.

Review Record

*City of Plymouth
Greenway North Comprehensive Plan Amendment*

Review File No. 20361-25, Council Business Item No. 2018-207

BACKGROUND

The City of Plymouth (City) is approximately 35 square miles, located in Hennepin County. It is bordered by Maple Grove, Brooklyn Park, New Hope, Golden Valley, St. Louis Park, Minnetonka, Wayzata, Orono, Medina, and Corcoran (Figures 1-2). The City of Medicine Lake is located entirely within Plymouth's boundary.

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans.

Thrive MSP 2040 (Thrive) designates Plymouth with a "Suburban Edge" community designation. The Council forecasts from 2016 and 2040 that the City will grow from 75,452 to 83,600 population and 30,911 to 34,200 households. The Council also forecasts that, between 2016 to 2040, the City will grow from 50,983 to 61,500 jobs.

The Metropolitan Council reviewed the City's 2030 Comprehensive Plan Update ([Business Item 2009-64](#), Review File No. 20361-1) on April 8, 2009. This is the 24th amendment since the review of the Update.

REQUEST SUMMARY

The proposed comprehensive plan amendment (amendment) reguides five parcels totaling 24.91 acres from Living Area-Rural 2 to Living Area 2 in conjunction with a residential subdivision consisting of 20 new single-family lots and 103 townhomes. The site is located in the northwestern portion of the City, east of County Road 101 and north of County Road 47.

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 City's 2030 Update on April 8, 2009 ([Business Item 2009-64](#), Review File No. 20361-1).

- The *Parkside Apartments Reconciliation* CPA was administratively approved on September 28, 2009 (Review File No. 20361-2). The CPA reguided 13 acres from Living Area 1 (LA-1) to Living Area 4 (LA-4) for the “Parkside Apartments at Medicine Lake”.
- The *Water Distribution Plan Figure 8-2* CPA was administratively approved on November 4, 2009 (Review File No. 20361-3). The CPA included updates to Figure 8-2 that provided revised trunk main detail.
- The *Northwest Greenway Land Use Change* CPA was administratively approved on November 5, 2009 (Review File No. 20361-4). The CPA changed the boundary between the LA-2 and Public/Semi-Public/Institutional (P-I) to reflect the location of wetlands, floodplains, and the Elm Creek for dedication of the P-I lands for the Northwest Greenway trail corridor.
- The *Vicksburg* CPA was administratively approved on October 27, 2010 (Review File No. 20361-5). The CPA reguided 25 gross acres from LA-3 to LA-2 and LA-Rural 2.
- The *Elm Creek Highland East* CPA was administratively approved on March 30, 2011 (Review File No. 20361-6). The CPA reguided 9 acres from P-I to LA-2.
- The *Sanitary Sewer Plan* CPA was administratively approved on June 7, 2011 (Review File No. 20361-7). The CPA revised the City’s sanitary sewer districts and development staging for properties along County Road 47 and Dunkirk Lane.
- The *New LA-5 Land Use and 4.34-acre Change from LA-4 to LA-5* CPA was administratively approved on June 10, 2011 (Review File No. 20361-8). The CPA added the Living Area 5 (LA-5) land use classification to the text of the Comprehensive Plan. In addition, the CPA changed 4.34 gross acres of LA-4 (12-20 units/acre) to LA-5 (20-60 units/acre).
- The *Former Plymouth Shopping Center Site from C to MXD* CPA was administratively approved on September 20, 2011 (Review File No. 20361-9). The CPA reguided 19 acres from Commercial to Mixed Use to accommodate commercial development as well as 90 units of senior housing.
- The *Reserve and Kindercare* CPA was administratively approved on December 27, 2011 (Review File No. 20361-10). The CPA reguided 3 acres from Commercial Office to Commercial.
- The *Park Nicollet* CPA was administratively approved on July 24, 2013 (Review File No. 20361-11). The CPA reguided 6.67 acres from LA-4 to Commercial Office to accommodate a Park Nicollet medical/dental facility.
- The *Steeple Hill 2nd Addition* CPA was administratively approved on August 9, 2013 (Review File No. 20361-12). The CPA reguided approximately 22 acres from P-I (20 acres) and LA-3 (2 acres) to LA-2.
- The *3.2-acre Living Area Rural Transition (LA-RT) to Living Area Rural 2 (LA-R2)* CPA was administratively approved on October 11, 2013 (Review File No. 20361-13). The CPA reguided 3.2-acres from LA-RT to LA-R2.
- The *Aspen Hollow* CPA was administratively approved on July 22, 2014 (Review File No. 20361-14). The CPA reguided 55.5 acres LA-RT and 15.5 acres P-I to LA-R2. It also adjusted the boundary between the Northwest Greenway trail corridor and revised Exhibit 9-2 “Development Staging Plan.”
- The *Brockton East* CPA was administratively approved on July 22, 2014 (Review File No. 20361-15). The CPA reguided 1.57 acres of LA-4 to LA-2 to accommodate the development of a project on a neighboring parcel which will include the area as part of the overall development.
- The *Enclave on the Greenway* CPA was administratively approved on July 22, 2014 (Review File No. 20361-16). The CPA reguided 39.3 acres of Living Area Rural 1 (LA-R1) to LA-R2 and 4.8 acres from LA-R2 to P-I.

- The *Brockton PUD CPA* was administratively approved on October 1, 2015 (Review File No. 20361-17). The CPA reguidd 15 acres from LA-4 to LA-2 to support the development of 64 units.
- The Council acted on the *Begin Oaks CPA* on July 13, 2016 ([Business Item 2016-126](#), Review File No. 20361-18). The CPA reguidd 52.8 net acres from Public/Semi-Public to Living Area 2 to accommodate a 180-unit housing development.
- The *COM Text Amendment CPA* was administratively approved on June 26, 2017 (Review File No. 20361-19). The CPA amended the language in the Commercial land use category to include senior housing as an allowed use with specific criteria.
- The Council acted on the *West Plymouth Property CPA* on September, 27, 2017 ([Business Item 2017-206](#), Review File No. 20361-20). The CPA reguidd 36.4 net acres from Public/Semi-Public/Institutional to Living Area 2 to accommodate a 111-unit housing development.
- The *Beacon Ridge CPA* was administratively approved on Sept. 13, 2017 (Review File No. 20361-21). The CPA reguidd approximately 15 acres of Living Area-Rural Transition to Living Area-Rural 2 to accommodate the development of 37 single family homes.
- The *Greenway West CPA* was administratively approved on January 12, 2018 (Review File No. 20361-22). The CPA reguidd 37.4 acres from Living Area-Rural Transition to Living Area 1 to accommodate the development of 78 single family homes.
- The *Cranberry Ridge CPA* was administratively approved on January 17, 2018 (Review File No. 20361-23). The CPA reguidd three parcels totaling 2.4 acres from Commercial Office to Living Area 4 in order to accommodate a 47-unit affordable apartment building.
- The *Plymouth Commons Apartments CPA* was administratively approved on July 19, 2018 (Review File No. 20361-24). The CPA reguidd three acres from Living Area 1 to Living Area 4 to accommodate the development of a 24-unit apartment building.

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 and Trails

Reviewer: Jake Reilly (651-602-1822)

The proposed amendment conforms to the *2040 Regional Parks Policy Plan* (RPPP). Elm Creek Park Reserve is the closest Regional Parks facility and is more than a mile from the site. The change in the land use is not anticipated to impact the regional parks and trails system.

Transportation

Reviewer: Russ Owen (651-602-1724), Steve Mahowald (612-349-7775)

The proposed amendment conforms to the *2040 Transportation Policy Plan* (TPP). This proposed text amendment will not have an impact on the existing transit or transportation network.

Wastewater

Reviewer: Roger Janzig (651-602-1119)

The proposed amendment conforms to the *2040 Water Resources Policy Plan* (WRPP). The Regional System has sufficient reserve capacity to accommodate the wastewater flow generated by the proposed project.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, and housing. Additional review comments regarding consistency with land use, forecasts, and housing policies are detailed below.

Forecasts

Reviewer: Todd Graham (651-602-1322)

Forecast-related content appears complete and consistent with Council policy.

The City offers that the plan amendment does not affect the community-wide forecast. Council staff find: The development proposal for the specific site discusses 20 single family lots and 103 townhomes; this is double the amount of housing that would have been expected with the previous LA-R2 guidance (previous guidance: 2-4 du/acre). Council and City staff have discussed a larger forecast adjustment, reflecting a number of developments underway, to be authorized with the upcoming 2040 Comprehensive Plan Update.

Land Use

Reviewer: Jake Reilly (651-602-1822)

The proposed amendment is consistent with *Thrive MSP 2040* (Thrive) policies for Suburban Edge communities. Thrive directs Suburban Edge communities to support forecasted housing growth at an average minimum residential density of 3 to 5 units per acre, and to target higher-intensity developments in areas with better access to sewer and transportation infrastructure, connections to local commercial activity centers, transit facilities, and recreational amenities.

The amendment area is currently vacant. The proposed amendment re-guides land designated as Living Area-Rural 2, to Living Area 2. The land is 24.91 acres in size and is located generally in the northwest corner of Plymouth, east of County Road 101 and North of County Road 47 (see Figure 2). The purpose of the amendment is to accommodate a residential subdivision consisting of 20 new single-family lots and 103 townhomes.

The proposed change is consistent with Council policies and has minimal impact on the City's overall planned residential density. As shown in Table 1 below, with the proposed amendment, the City has an overall planned net density of 3.56 dwelling units per acre (changes underlined).

Table 1. Planned Residential Density for Plymouth

Category	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
LA -R1	1	2	17.5	18	35
LA -R2	2	4	<u>58.59</u>	<u>117</u>	234
LA- R3	4	6	23.8	95	143
LA-1	2	3	80.5	161	242
LA-2	3	6	<u>536.98</u>	<u>1611</u>	3222
LA-3	6	12	66.7	400	800
LA-4	12	20	45.43	545	909
LA-5	20	60	3	60	180
Mixed Use			11.3	90	
Plat Monitoring 2000-2016			751.92	2591	
	TOTALS		1595.72	5688	5765
	Overall Density			3.56	3.61

The proposed amendment is consistent with policy for Suburban Edge communities. The proposed development provides higher density development (nearly five units per acre) in an area with access to transportation infrastructure and ensures more efficient use of land.

Housing

Reviewer: Tara Beard (651-602-1051)

The proposed amendment is consistent with the Council’s policies for housing. The City currently provides sufficient land to address its share of the region’s 2011-2020 need for affordable housing, which is 1,045 units. The proposed amendment does not impact on the City’s inventory of land guided to support the development of low- and moderate-income housing. As of this amendment, the City will be guiding over 148 acres of higher density residential land such that at least 1,130 units could be built.

Plymouth is a participant in Livable Communities Act programs, and most recently received \$750,000 in Livable Communities Demonstration Account funds in 2011 for the construction of a mixed-income apartment building. The most recent affordable housing built in Plymouth was 16 rental units built in 2016.

Advisory Comments

The City should be aware that its share of the region’s 2021-2030 need for affordable housing is 679 units. In preparing the 2040 comprehensive plan update, the City should note that the minimum density of land guided to address this need is 8 units per acre. The City is encouraged to contact their Sector Representative or Council housing staff with any questions regarding the Council’s housing policy for the 2040 comprehensive plan update.

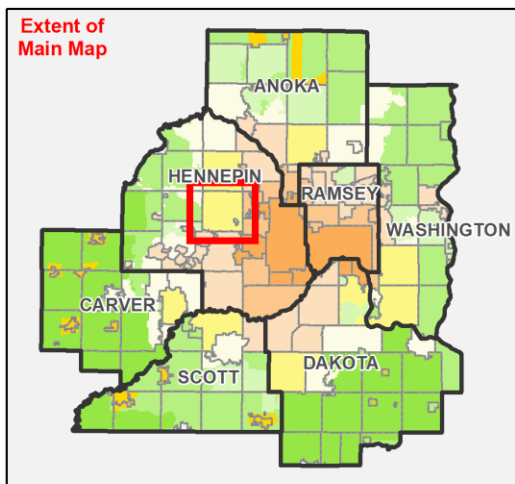
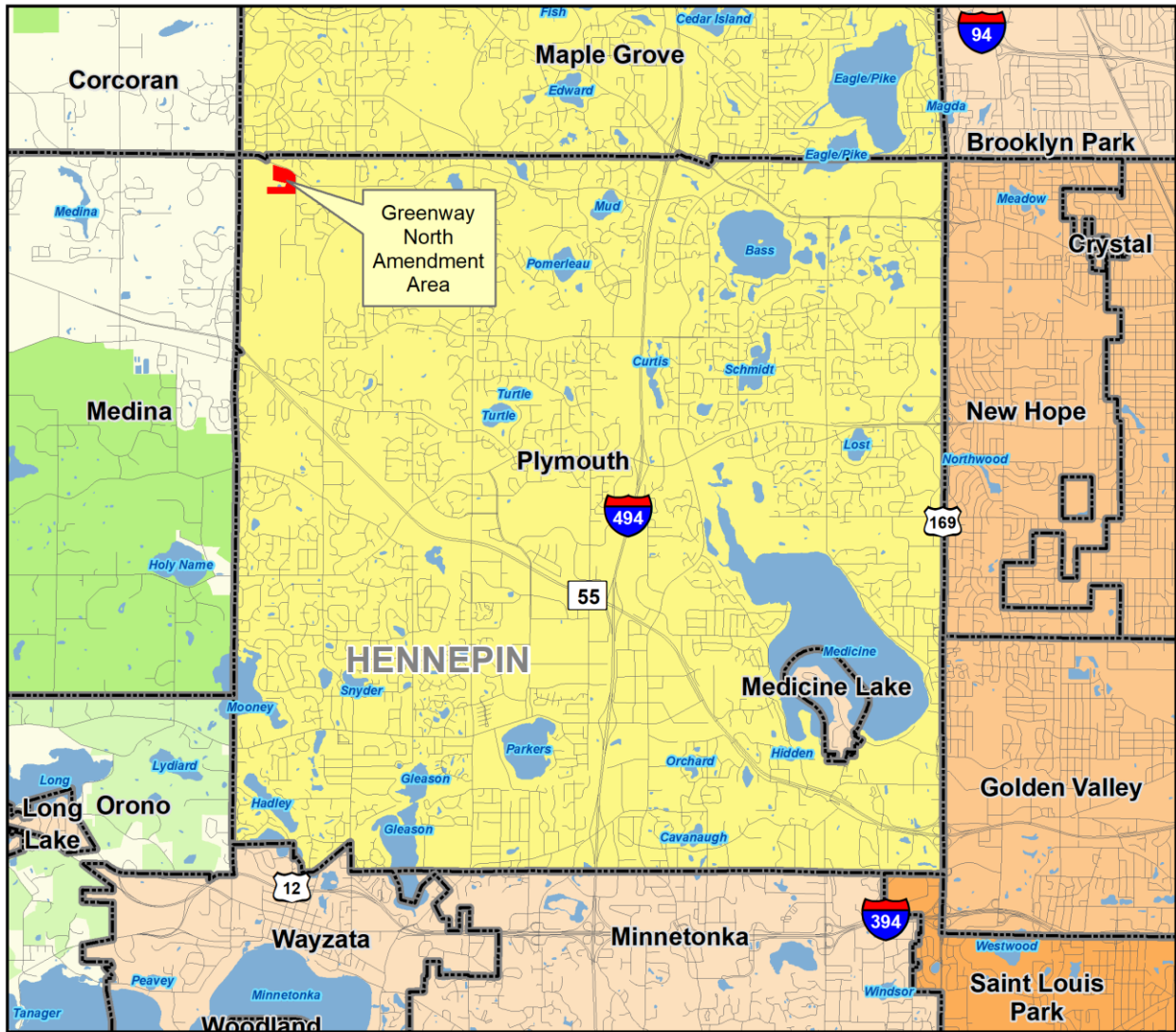
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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 Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: Current and Proposed Land Use Guiding
- Figure 4: Proposed Site Plan

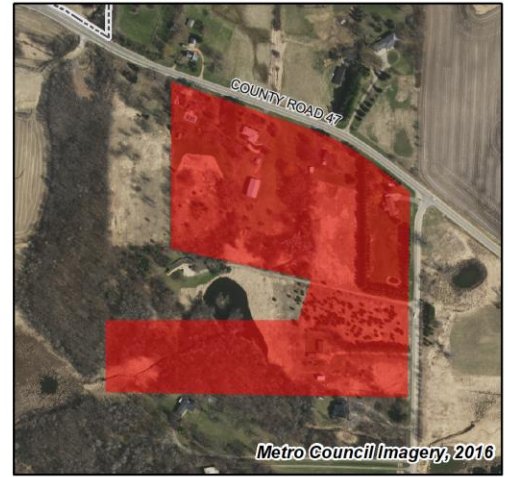
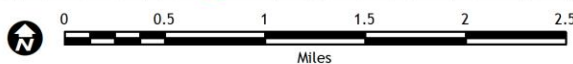
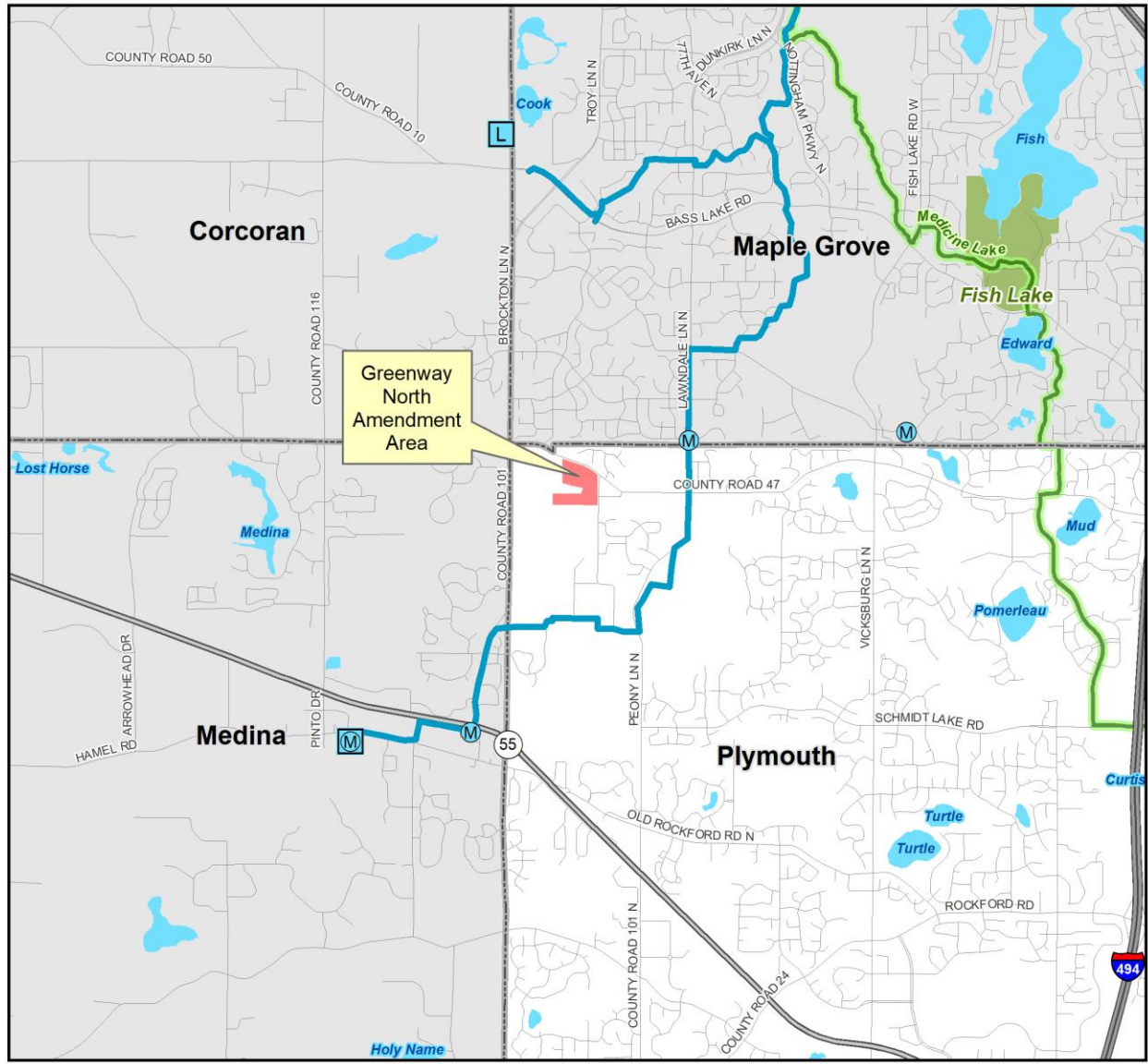
Figure 1: Location Map Showing Community Designations



ThriveMSP 2040 Community Designations

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

Figure 2: Location Map Showing Regional Systems



Regional Systems

- Planned Fixed Guideway Stations
- Existing Fixed Guideway Stations
- Regional Transitways
 - Existing, Fixed Guideway
 - - - Proposed, Fixed Guideway
 - Existing, Bus Rapid Transit
 - - - Proposed, Bus Rapid Transit
- Wastewater Treatment
 - Ⓜ Meters
 - Ⓛ Lift Stations
 - MCES Interceptors
 - Ⓜ WTP MCES Treatment Plants

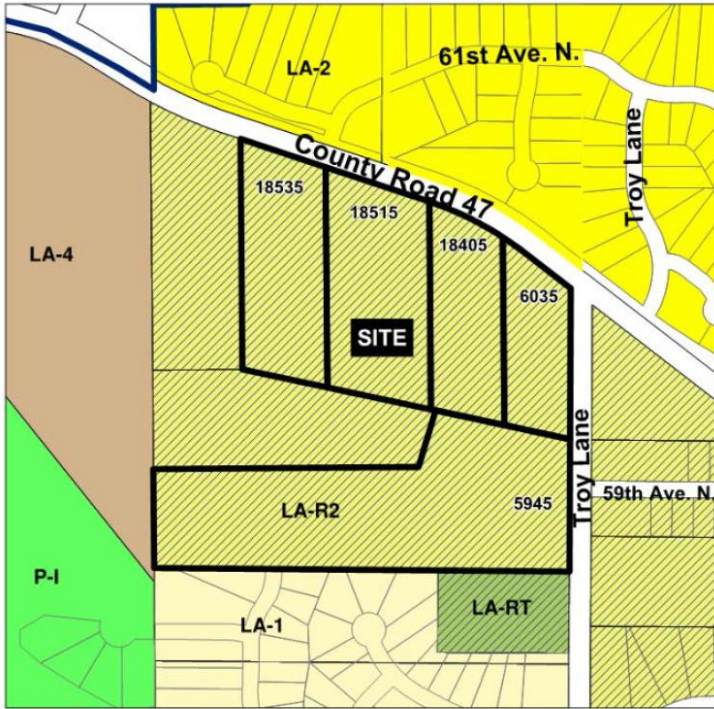
Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads
- Ncompass Street Centerlines

Regional Parks

- STATUS**
- Existing (Open to Public)
 - In Master Plan (Not Open to Public)
 - ▨ Planned Units
 - Existing Regional Trails
 - - - Planned Regional Trails

Figure 3: Current and Proposed Land Use Guiding



Current Guiding



Proposed Guiding

Figure 4: Proposed Site Plan

