

# Committee Report

Community Development Committee



**Committee Meeting Date:** December 18, 2023

**For the Metropolitan Council:** January 10, 2024

## Business Item: 2023-307

City of Plymouth Former Prudential Insurance Site Comprehensive Plan Amendment, Review File 21855-8

### Proposed Action

That the Metropolitan Council adopt the attached Advisory Comments and Review Record and take the following actions:

1. Authorize the City of Plymouth to place its comprehensive plan amendment into effect.
2. Revise the City's forecasts upward as shown in Table 1 of the attached Review Record.
3. Revise the City's allocation of the regional affordable housing need to 890 units for 2021-2030.
4. Advise the City to implement the advisory comments in the Review Record for transportation.

### Summary of Community Development Committee Discussion/Questions

The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on December 18, 2023



# Business Item

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City of Plymouth Former Prudential Insurance Site Comprehensive Plan Amendment, Review File 21855-8

<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:

5. Authorize the City of Plymouth to place its comprehensive plan amendment into effect.
6. Revise the City's forecasts upward as shown in Table 1 of the attached Review Record.
7. Revise the City's allocation of the regional affordable housing need to 890 units for 2021-2030.
8. Advise the City to implement the advisory comments in the Review Record for transportation.

### Background

The City of Plymouth submitted the Former Prudential Insurance Site comprehensive plan amendment on October 12, 2023, with supplemental information on revised forecasts on November 21, 2023. The amendment proposes to reguide 75 gross acres (50 net acres) from Commercial Office to Mixed Use. The purpose of the amendment is to accommodate future redevelopment of the site with a mixture of multifamily housing, retail/commercial uses, and a medical technical business park. The amendment site is located at 13001 County Road 10. The Council reviewed the Prudential Campus Redevelopment Final AUAR on June 5, 2023. This is the City's seventh 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.



# REVIEW RECORD

City of Plymouth

Former Prudential Insurance Site Comprehensive Plan Amendment

Review File No. 21855-8, Business Item No. 2023-307

## 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 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 seventh amendment to the Plan.

## REQUEST SUMMARY

The amendment proposes to reguide 75 gross acres (50 net acres) from Commercial Office to Mixed Use. The purpose of the amendment is to accommodate future redevelopment of the site with a mixture of multifamily housing, retail/commercial uses, and a medical technical business park. The amendment site is located at 13001 County Road 10. The Council reviewed the Prudential Campus Redevelopment Final AUAR on June 5, 2023.

## 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, as revised.

### 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 reguideo 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.

## 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 (i.e., within 1/2 mile) of the proposed land use changes. The nearest unit, the Medicine Lake Regional Trail, is approximately 0.8 mile west (Figure 1). The proposed land use changes will not impact the planned Medicine Lake Regional Trail or the Regional Parks and Trails System more broadly. Redevelopment of the site would result in a public park around the existing pond and public trails would also be installed to provide pedestrian and bicycle connectivity – both within the site and to the broader community.

### **Transportation / Transit**

*Reviewer: Joseph Widing, Metropolitan Transportation Services (MTS) (651-602-1725); Metro Transit, Ben Picone (612-349-7679)*

The amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The amendment accurately responds to updates to the TPP. An AUAR was completed for this project which indicated anticipated traffic volumes would not have regional impacts with identified mitigation measures. The AUAR also identifies additional trail facilities along Northwest Boulevard, which is within an identified Regional Bike Transportation Network (RBTN) Tier 2 search corridor and pedestrian facilities on the south side of Bass Lake Road, which currently has none. The AUAR also identifies the need to coordinate future transit service with the planned mixed-use development. These measures will all greatly improve multimodal access for the project site.

#### **Advisory Comments**

As the development is anticipated to induce additional vehicle and non-motorized traffic on the adjacent streets, including potentially a 12% increase of vehicle traffic on Chankahda Trail, the City or project team should include additional non-motorized safety measures along Chankahda Trail or coordinate with Hennepin County to implement improvements. The addition of a roundabout on Teakwood Lane will alleviate some local speeding issues; however there are no separated facilities underneath the I-494 bridge, which poses an elevated risk to pedestrian and bicycle traffic and should be addressed as the project site develops.

Metro Transit encourages the developer and the City to include high quality pedestrian facilities to allow residents and visitors to the area to easily access transit.

### **Wastewater**

*Reviewer: Roger Janzig (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, 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 affects the communitywide forecast of households and population. Development proposed for this site would advance households and population beyond the communitywide 2030 forecast and the forecast allocation to Traffic Analysis Zone (TAZ) #1063 (southwest corner of I-494 and Highway 10, on the northern edge of Plymouth). The City indicates the current site plan from a developer will likely yield 700 – 1,000 dwelling units. This exceeds previous expectations.

Council staff recommended and the City of Plymouth agreed to the following (communitywide and sewer-serviced) forecast adjustments. Both the households and population time-series will be aligned with 2020 Census counts.



Table 1. Metropolitan Council City of Plymouth, Forecasts

Category	Census 2020	Current Approved Forecast			Forecast Revision		
		2020	2030	2040	2020	2030	2040
Population	81,026	77,200	81,400	85,100	<u>81,000</u>	<u>86,000</u>	<u>89,100</u>
Households	32,041	31,800	33,400	34,700	<u>32,000</u>	<u>34,100</u>	<u>35,400</u>
Employment	51,531	53,900	57,700	61,500	53,900	57,700	61,500

Sewer-serviced forecast numbers will be revised by the same increments. With this forecast change, the Affordable Housing Need calculation for Plymouth will be recalculated to: 484 units at <=30% AMI; 287 units at 31-50% AMI; 119 units at 51-80% AMI.

The Council will authorize the revised citywide forecast, sewer-serviced forecast (same as citywide), and Affordable Housing Need Allocation simultaneous with action on the amendment.

### 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). Thrive 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 75 gross acres (50 net acres) from Commercial Office to Mixed Use (Figure 3). The site is the former Prudential Insurance campus. Since the 2040 Plan was acted on, Prudential Insurance decided to sell the site as they no longer require the amount of office space and have scaled back the need for large corporate offices. The purpose of the amendment is to accommodate future redevelopment of the site with a mixture of multifamily housing, retail/commercial uses, and a medical technical business park. The submittal indicates that the intent is to create a development where people can live, work, play, and shop without getting into a vehicle. In addition, the desire is to bring new life and vitality to the currently underutilized property and support a diversified housing stock with new residential development which includes greenspace and pedestrian access. The amendment site is located at 13001 County Road 10 and adjacent to Highway 494 and Bass Lake Road.

With this land use change, the City’s planned minimum residential density increases. As shown in Table 2 below (change underlined), the City has a planned minimum residential density of 4.6 to 7.7 units per acre, which is consistent with Council land use and density policy for a Suburban Edge community.



Table 2. Planned Residential Density, City of Plymouth

Category	Density			2018-2040 Change	
	Min	Max	Net Acres	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
<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>3,339</b>	<b>6,209</b>
	<b>Overall Density</b>			<b>4.6</b>	<b>7.7</b>
<i>Calculation based on Table 3-3 from the City's 2040 Plan. Underutilized areas reflects potential anticipated redevelopment, 10/27/23 supplemental information. The Plan indicates that development within the Mixed Use-Residential category must include residential uses. Mixed Use residential density is calculated using total area for the site.</i>					

## Housing

Reviewer: Hilary Lovelace, CD – Housing (651-602-1551)

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 before this amendment was 679 units. The proposed amendment greatly increases the City's inventory of land guided to support the development of low- and moderate-income housing, and due to the forecast increase brings their total Need up to 890 units; 771 units affordable at and below 50% of area median income (AMI), and 119 units affordable between 51 and 80% AMI.

As of this amendment, the Plan will be guiding more than 120 acres of higher density residential land such that at least 1,339 units could be built (Figure 4).

The proposed amendment indicates that the developer is exploring offering some of the proposed units as affordable in accordance with the City's local inclusionary housing policy. This amendment allows the City to implement the housing element of their 2040 Plan and may 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 applied for funds in the most recent round. Plymouth last received an award for TBRA Cleanup at the Dundee Nursery Redevelopment Site in 2021.

## 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

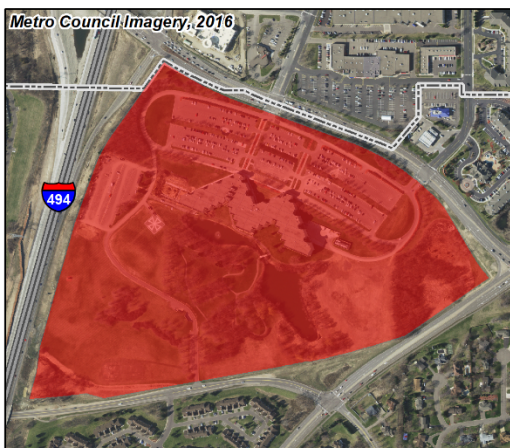
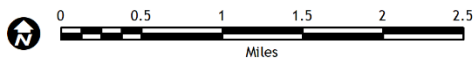
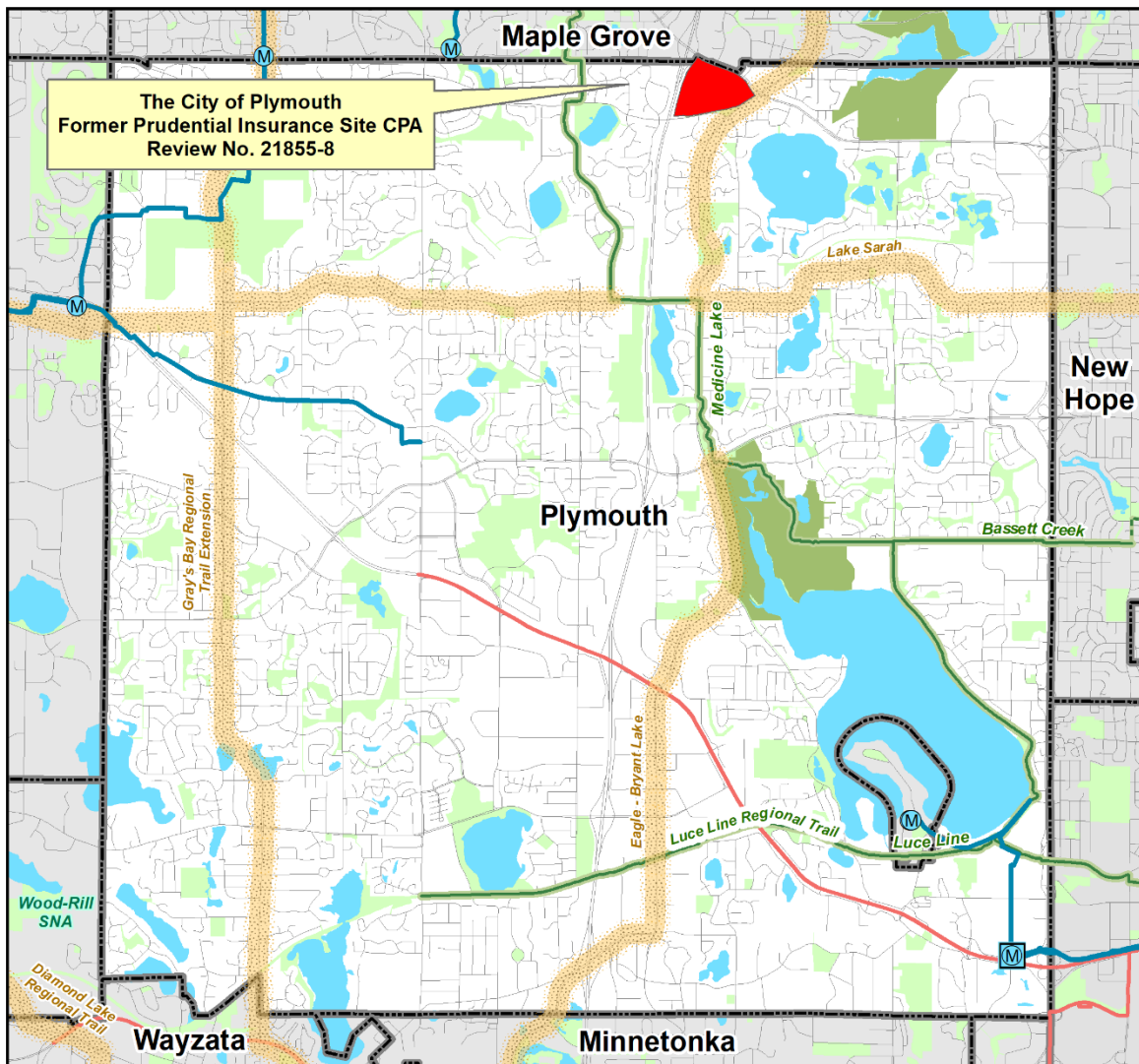
Figure 1: Location Map Showing Regional Systems



- 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

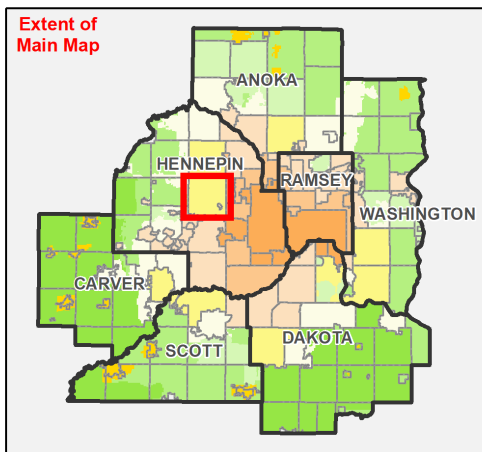
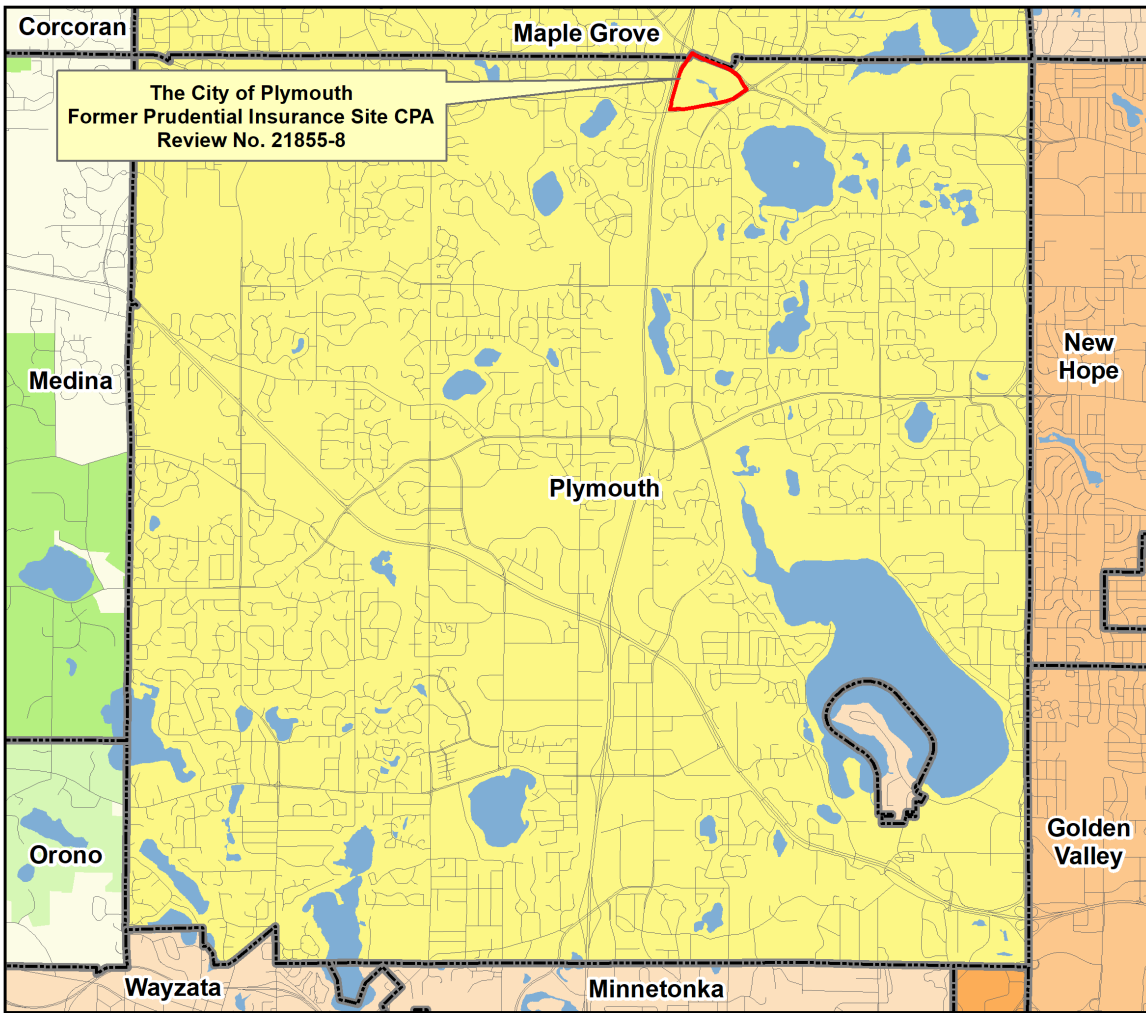


- Regional Systems**
- Regional Transitways**
  - Existing
  - Planned Current Revenue Scenario
  - Potential Increased Revenue Scenario
- Wastewater**
  - Meters
  - MCES Interceptors
  - Lift Stations
  - MCES Treatment Plants
- Regional Highway System**
  - Interstates
  - US Highways
  - State Highways
  - 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

Metropolitan Council

x

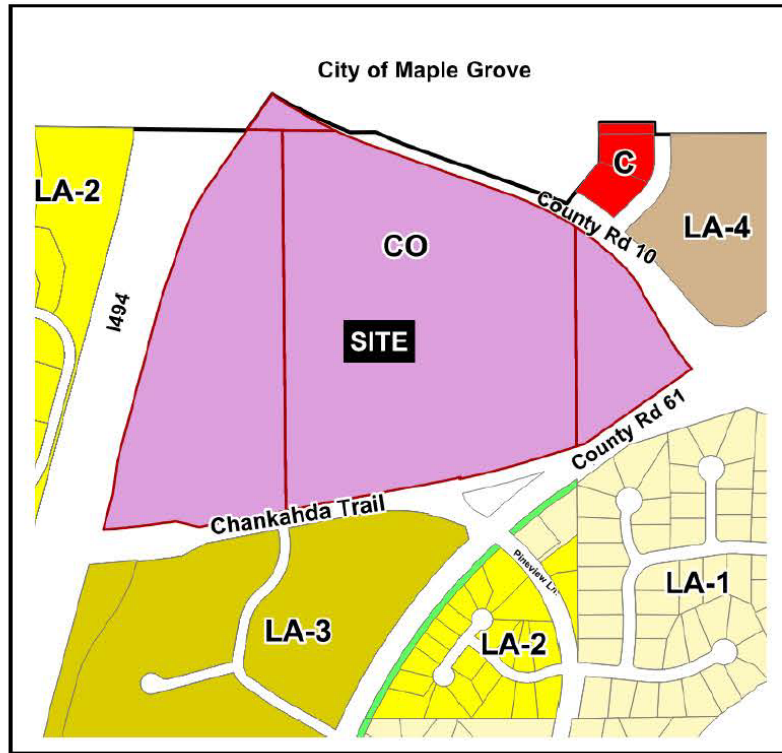
**Figure 2. Location Map Showing Community Designations**



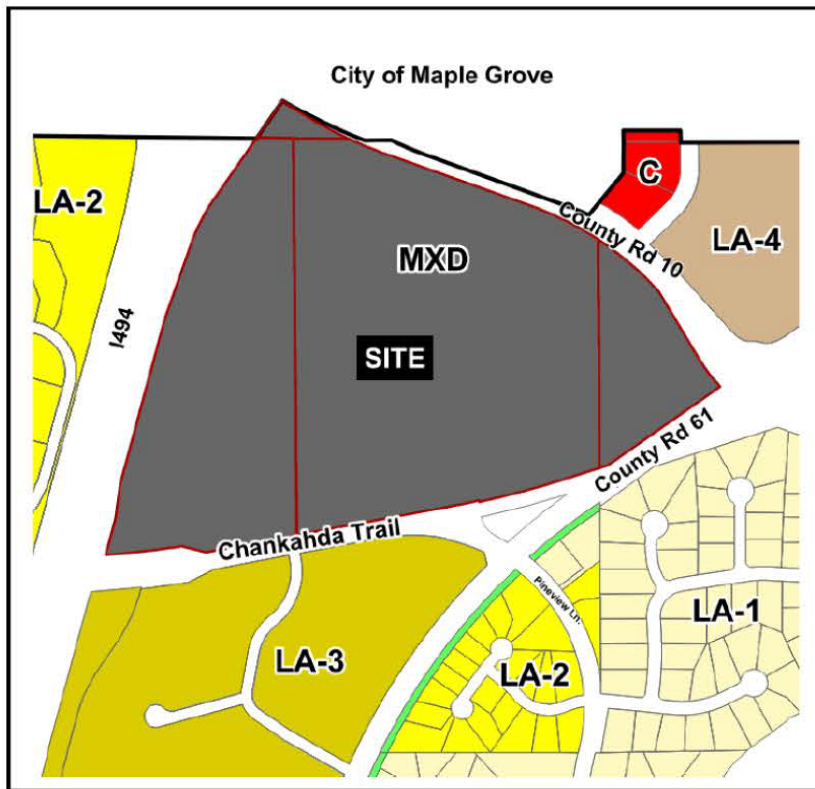
**ThriveMSP 2040 Community Designations**

- 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: Commercial/Office (C/O)



Proposed: Mixed Use (MXD)



## Figure 4. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing at 50% AMI and Below:	<b>771 units</b>
2021-2030 share of regional need for Affordable Housing between 51 to 80% AMI:	<b>119 units</b>
TOTAL 2021-2030 share of regional need for Affordable Housing:	<b>890 units</b>
2021-2030 total regional need for Affordable Housing:	<b>37,900 units</b>

	<b>Available Acres</b>	<b>X</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>X</b>	<b>Expected % Residential</b> <i>(if mixed use)</i>	<b>=</b>	<b>Minimum Units Possible</b>
<b>Medium Density Residential (LA-3)</b>	20.1		6		100%		121
<b>High Density Residential (LA-4)</b>	17.1		12		100%		206
<b>MXD-R</b>	34.3		12		100%		412
<b>MXD</b>	50.0		12		100%		600
<b>Total</b>	<b>121.5</b>						<b>1,339</b>

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

Sufficient/(insufficient) total units affordable between 51 to 80% AMI possible in areas with  $\geq 6$  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: **0**

Sufficient/(insufficient) units possible adjusted for affordable units built: **449**

