

**CITY OF PLYMOUTH  
AGENDA  
Special Planning Commission  
Council Chambers  
3400 Plymouth Boulevard, Plymouth, MN  
November 19, 2025, 5:00 PM**

**1. CALL TO ORDER**

**2. TOPICS**

**2.1 2050 Comprehensive Plan Update**

1. 2025 System Statement Draft

**2.2 Housing Policy Update**

1. Plymouth Strategic Priorities (2025-2027)
2. Plymouth HRA Strategic Plan\_March 13 2021\_clean
3. 2040 Comp Plan (Housing Chapter)
4. Affordable Housing Summary (Plymouth)
5. Inclusionary Housing Policy (Plymouth)
6. 2025 Work Plan (V2)

**3. ADJOURNMENT**

---

**To:** Planning Commission

**Prepared by:** Lori Sommers, Planning Manager

**Reviewed by:** Grant Fernelius, CED Director

**Item:** **2050 Comprehensive Plan Update**

---

### **1. Action Requested:**

This item is provided for informational purposes. No action is requested at this time.

### **2. Background:**

The city is beginning the process of updating its Comprehensive Plan. Once every ten years, the city is required by state law to update its comprehensive plan to ensure it remains in alignment with metropolitan system plans. Attached is the draft System Statement for Plymouth from the Metropolitan Council.

The current plan was adopted in 2018 and focused on population, household and employment growth through 2040. The new plan will look at these same growth projections through 2050. The Comprehensive Plan (also known as a "Comp Plan") is the guiding document that outlines the long-term vision, goals, and strategies for a city's growth and development. It typically addresses key areas such as land use, housing, transportation, infrastructure, water resources, environmental sustainability, and parks.

A well-developed Comprehensive Plan is a vital tool for cities to manage growth responsibly, maintain a high quality of life, and promote long-term economic strength. It plays a key role in securing state and federal funding, supporting sustainable development, and shaping a community that reflects the shared goals and aspirations of its residents. A local comprehensive plan serves as a blueprint for how a community envisions its future—guiding land use, redevelopment of older areas, housing availability, transportation infrastructure, sewer and utility services, natural resource protection, and other important objectives that contribute to a thriving, resilient city.

### **Purpose of the Comprehensive Plan:**

- **Guidance for Future Development:** Provides a framework for decision-making on zoning, development proposals, and capital investments.
- **Community Vision:** Reflects the values and priorities of residents, businesses, and stakeholders gathered through public engagement.
- **Policy Integration:** Ensures alignment and coordination among city departments and regional planning efforts.
- **Legal Foundation:** Serves as the basis for land use regulations and can help protect the city from legal challenges related to planning decisions.

### **Request for Proposal (RFP) for Consultant Services:**

To ensure the development of a high-quality, inclusive, and forward-thinking plan, the city issued a Request for Proposal (RFP) to hire a qualified planning consultant. The selected consultant will lead the technical analysis, public engagement process, and drafting of the plan in close coordination with city staff and stakeholders.

### **3. Budget Impact:**

N/A

### **4. Attachments:**

1. 2025 System Statement Draft



**CITY OF  
PLYMOUTH**

# 2025 SYSTEM STATEMENT



**IMAGINE<sup>20</sup><sub>50</sub>**



# 2025 SYSTEMS STATEMENT CITY OF PLYMOUTH

## Regional Development Plan Adoption

On February 12, 2025, the Met Council adopted Imagine 2050 as a comprehensive development guide for the Twin Cities metro region. Imagine 2050 includes regional systems plans, including the 2050 Transportation Policy Plan, the 2050 Water Policy Plan, the 2050 Regional Parks and Trails Policy Plan, and the 2050 Housing Policy Plan. The development guide also outlines land use policies and community designations important for local comprehensive planning updates.

The Metropolitan Council is now issuing systems statements pursuant to [State statute](#).

## Systems Statements

Metropolitan systems plans are long-range comprehensive plans for the regional systems – transit, highways, and airports; wastewater services; and parks and open space – along with the capital budgets for those systems. Systems statements explain the implications of metropolitan system plans for each community in the region. They are intended to help communities prepare or update their comprehensive plan, as required by the Metropolitan Land Planning Act:

*Within nine months after receiving a system statement for an amendment to a metropolitan system plan, and within three years after receiving a system statement issued in conjunction with the decennial review required under [section 473.864, subdivision 2](#), each affected local governmental unit shall review its comprehensive plan to determine if an amendment is necessary to ensure continued conformity with metropolitan system plans. If an amendment is necessary, the governmental unit shall prepare the amendment and submit it to the council for review.*

The system statement includes information specific to a community, including:

- community designation or designation(s)
- forecasted population, households, and employment through the year 2050
- guidance on appropriate densities to ensure that regional services and costly regional infrastructure can be provided as efficiently as possible
- affordable housing need allocation.

In the following sections, this systems statement contains an overview of key changes and updates to the policies and plans from the previous 2040 regional development guide and specific system changes that affect your community:

- Transportation, including metropolitan highways, aviation, and transit
- Water Resources, including wastewater, surface water, and water supply planning

- Regional parks and trails

## Regional Development Guide

The development guide adopted in February 2025 reflects the vision and plans adopted by communities for a prosperous, equitable, and resilient region with abundant opportunities for all to live, work, play, and thrive.

Regional values are shared core beliefs or principles that guide the work of developing and implementing Imagine 2050. The values build on those identified in Thrive MSP 2040 and incorporate what we've learned over the last ten years as well as the common values expressed by local governments and partners across the region. These values guide the Met Council in building partnerships and developing policies and programs to support Imagine 2050.

The Met Council has endorsed the following goals for our region to achieve through our policies, practices, programs, and partnerships:

- Our region is equitable and inclusive.
- Our communities are healthy and safe.
- Our region is dynamic and resilient.
- We lead on addressing climate change.
- We protect and restore natural systems.

## Dispute Process

If your community disagrees with elements of this systems statement or has any questions about the process, please contact your Sector Representative, Freya Thamman, at 651-602-1750, to review and discuss potential issues or concerns. The Council and local government units and districts have usually resolved issues relating to the system statement through discussion.

## Request for Hearing

If a local governmental unit and the Met Council are unable to resolve disagreements over the content of a system statement, the unit or district may, by resolution, request that a hearing be conducted by the Met Council's Land Use Advisory Committee or by the State Office of Administrative Hearings to consider amendments to the system statement. According to Minnesota Statutes [section 473.857](#), the request shall be made by the local governmental unit or school district within 60 days after receiving the system statement. If the Met Council does not receive a hearing request within 60 days, the statement becomes final.

## Next Steps in the Regional Planning Cycle

Receipt of this system statement and the metropolitan system plans triggers a community's obligation to review and amend its comprehensive plan by December 2028. Local comprehensive plans and amendments will be reviewed by the Met Council for conformance to

metropolitan system plans, consistency with Met Council policies, and compatibility with adjacent and affected governmental units. Updated local comprehensive plans are due to the Met Council for review by Dec. 31, 2028.

## Forecasts

The Met Council uses the forecasts developed as part of Imagine 2050 to plan for regional systems. Communities should base their planning work on these forecasts. Given the nature of long-range forecasts and the planning timeline undertaken by most communities, the Met Council will maintain on-going dialogue with communities to consider any changes in growth that may have an impact on regional systems.

### *Imagine Forecasts for the City of Plymouth*

	2020 (actual)	2030	2040	2050
Population	81,026	81,700	86,000	91,700
Households	32,041	33,200	35,200	37,600
Employment	52,025	57,400	60,600	66,000

## Housing Policy

The purpose of the Housing Policy Plan, adopted by the Metropolitan Council in February 2025, is to provide leadership and guidance on regional housing needs and challenges and to support Imagine 2050. The Housing Policy Plan provides an integrated policy framework that unifies our existing roles in housing and identifies opportunities to expand our role in supporting safe, affordable and dignified housing in the region.

Consistent with state statute (Minn. Stat. 473.859, subd. 2(c) and subd. 4), cities and townships must include a housing element and implementation program in their local comprehensive plans that address existing and projected housing needs.

The Met Council has determined the regional need for low-income housing for the decade of 2031-2040 (see Appendix B in the Housing Policy Plan).

Based on regional forecasts, the regional need for future affordable housing units is 39,700. Plymouth’s share of the region’s future need for low-income housing is 1,035 new units of affordable housing. Of these new units, the need is for 599 affordable to households earning at or below 30% of AMI, 358 affordable to households earning 31% to 50% of AMI, and 78 affordable to households earning 51% to 60% of AMI.

### *Affordable Housing Need Allocation for the City of Plymouth*

	Units
At or below 30% AMI	599
31 to 50% AMI	358
51 to 60% AMI	78
Total Units	1,035

Future Affordable Housing Need allocations may be updated throughout the decade if local projected sewerage growth changes.

Plymouth should consult the complete Housing Policy Plan when preparing its local comprehensive plan. In addition, Plymouth should consult Imagine 2050 and the Local Planning Handbook for specific requirements necessary for the housing element and housing implementation programs of local comprehensive plans.

## Climate Policy

In 2023, the State legislature amended the Metropolitan Land Planning Act ([Minn Stat. § 473.859, subd. 2 and 7](#)) to include new requirements that comprehensive plans address climate mitigation and adaptation. In climate policy, mitigation strategies focus on minimizing contributions to climate change through efficiency measures and reducing greenhouse gas emissions. Adaptation strategies focus on how to change policies and practices to adjust to ongoing and future impacts of climate change.

The Met Council will assist communities in addressing climate mitigation and adaptation elements by providing communities with greenhouse gas inventories and technical assistance for identifying appropriate strategies.

## Community Designation

Community designations group jurisdictions with similar characteristics for the application of regional policies. The Council uses community designations to guide regional growth and development; establish land use expectations including overall development densities and patterns; and outline the respective roles of the Council and individual communities, along with strategies for planning for forecasted growth. If there are discrepancies between the Imagine 2050 Community Designations Map and the Community Designation map contained within this systems statement, communities should follow the specific guidance contained in this document. Imagine identifies the City of Plymouth with the community designation of Suburban on the Community Designation map.

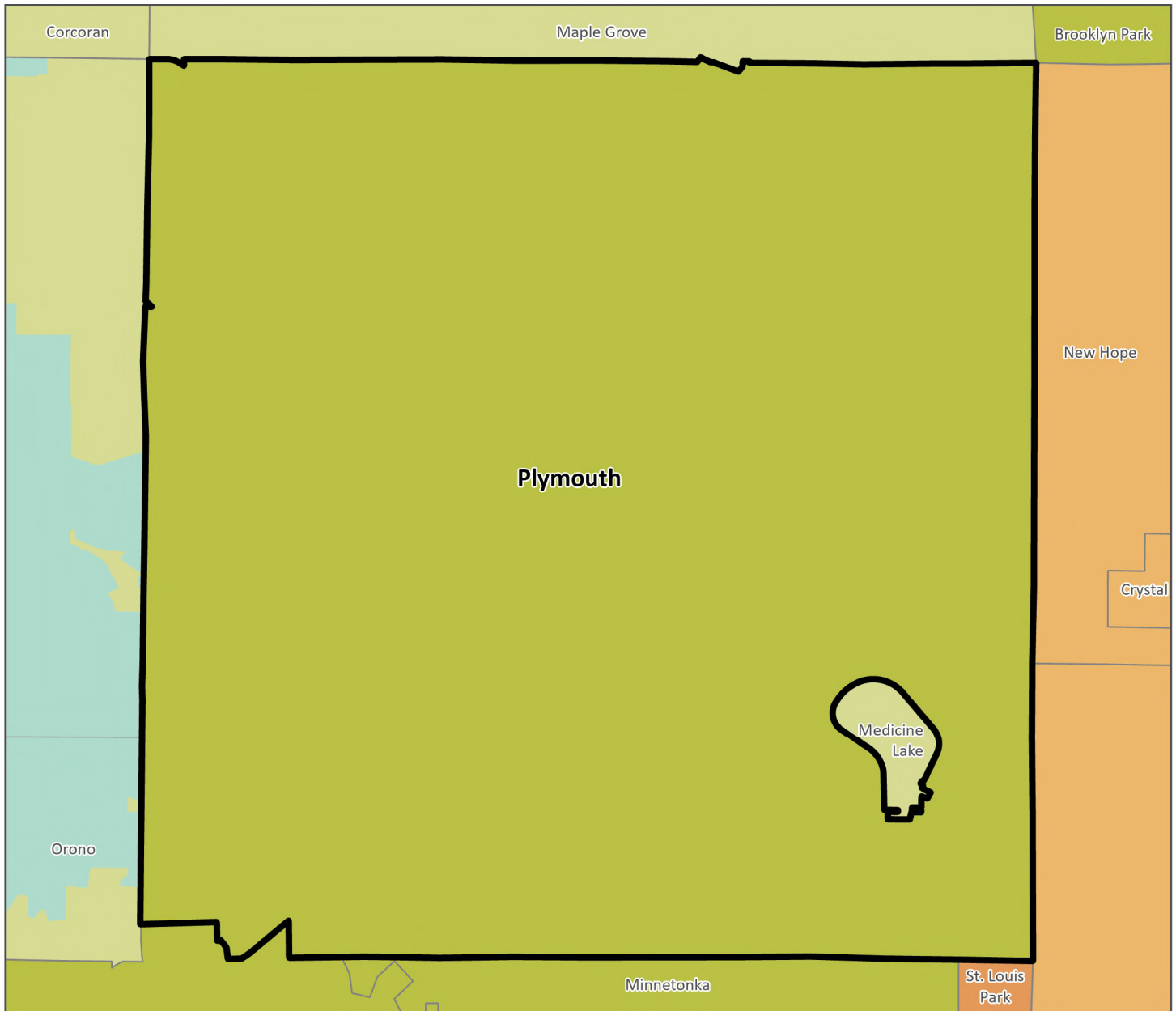
Suburban areas are primarily residential, featuring auto-oriented, medium-density housing developments. Many Suburban jurisdictions have a downtown or core area with a more urban development pattern, reflecting their initial phase of development; however, all of these municipalities experienced most of their growth in the 1980s and early 1990s. This has resulted in an overall development pattern of expansive subdivisions that prioritize vehicle access and exhibit limited intersection density, which affects the efficiency of public transit. Many Suburban areas also feature park-and-ride facilities to enhance connectivity to larger transit networks, supporting commuter needs. Unlike Urban and Urban Edge cities, these jurisdictions often include small amounts of undeveloped land, providing opportunities for future development or green space conservation. Additionally, as the last of their greenfield areas are developed and their earlier developments age, these municipalities are experiencing opportunities for infill and redevelopment, often at higher densities than the prevailing development pattern. As these areas continue to grow, they face challenges such as rising

surface temperatures and strains on local water supplies, emphasizing the importance of integrated resource management strategies.

Specific strategies for Plymouth can be found on your [Community Page](#) in the [Local Planning Handbook](#).

# City of Plymouth Community Designations

Suburban



## Urban Service Areas

- Urban
- Urban Edge
- Suburban
- Suburban Edge

## Rural Service Areas

- Rural Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non-Council Community

# 2025 TRANSPORTATION SYSTEM STATEMENT CITY OF PLYMOUTH

## Transportation Policy Plan Overview

The 2050 Transportation Policy Plan (TPP) is the metropolitan system plan for transportation – including highways, transit, bicycle, pedestrian, freight, aviation, and travel demand management – to which local comprehensive plans must conform. It also includes regional transportation objectives, supporting policies and actions, and regional performance measures. The full TPP can be found at the following url:

<https://imagine2050.metrocouncil.org/chapters/transportation>.

This system statement summarizes the regional systems and any significant changes to them, other important regional transportation considerations, and changes made to the 2050 TPP since the 2040 TPP was adopted in 2015. Additionally, this system statement highlights those elements of the system plan that apply to your community. The TPP incorporates the policy direction and the new 2050 socioeconomic forecasts adopted by the Met Council in the regional development guide, Imagine 2050, and extends the planning horizon from 2040 to 2050.

## Federal and State Requirements

The TPP meets both state requirements outlined in statute for a metropolitan system plan, and federal requirements as a fiscally constrained long-range investment plan for surface transportation. As the region has recently received a significant number of new and increased sources of transportation revenue, the 2050 TPP does not include an increased revenue scenario, but it does include additional opportunities for investment. The plan also continues to assume competitive transportation funding (e.g., state and federal discretionary programs like INFRA and Corridors of Commerce) will be sought and amended into the plan as awarded.

Under the Metropolitan Land Planning Act, local comprehensive plans are expected to conform to the projects currently identified as funded in the fiscally constrained plan, which is the official metropolitan system plan. The additional opportunities for investment may be identified separately in local plans as unfunded proposals.

Federal requirements also call for metropolitan transportation plans to be performance based, so the TPP includes objectives, policies, and actions for the regional transportation system. These objectives, policies, and actions guide the Met Council and regional partners in planning and investment in the surface transportation system.

In addition to reviewing this system statement, consult the TPP to ensure that your community's local comprehensive plan and plan amendments conform to the metropolitan transportation system plan. Communities should also review the Imagine 2050 Land Use Policy for land use considerations near certain transportation infrastructure. The format of this plan is different than past TPPs. The plan is no longer separated by chapter, rather each modal plan is distinguished from each other as individual investment or system plans. If the Met Council has a role in the funding of a regional system, the plan is identified as an

investment plan. If not, then it is identified as a system plan. There is no appendix in the 2050 TPP, supporting documentation is combined directly with the specific investment or system plan and identified as support documentation.

## 2050 Transportation Policy Plan Regional Systems

Adopted by the Met Council in February 2025, the TPP identifies the regional transportation systems, regional transportation objectives and policies, and other regional transportation issues communities should consider when producing their own comprehensive plans. This section will cover descriptions of each system and key changes made to these systems.

### Regional Transportation Policies and Actions

In addition to identifying regional systems and investment needs, the TPP includes a set of policies and related actions to guide investments, planning and priorities for the regional transportation system. The policies and actions cover many topics including safety, highway planning priorities, complete streets, non-motorized transportation, equity, climate, and natural systems. Communities are encouraged to incorporate regional policies in their local plans.

### Regional Highway System

The Metropolitan Highway System is made up of principal arterials, shown in Figure 1 of the Highway Investment Plan and included with this system statement. This system is federally known as the National Highway System. The Metropolitan Highway System is a vital element of the regional transportation system; while minor arterials are lower order roadways that provide connectivity and relieve congestion in the principal arterial system. Principal and minor arterials combined represent the Regional Highway System.

### Key Changes from the 2040 TPP

- A major shift from the previous TPP is that potential new revenues are no longer considered a means to resolve unmet needs on the system. The 2050 TPP does not have a current and increased revenue scenario as a result. Instead, it identifies funded projects in the fiscally constrained plan and additional opportunities beyond what is funded. Multiple studies completed since the 2040 TPP identified additional opportunities for investment, shown in figures 8 and 10.
- The 2050 TPP identifies highway investments in five major categories:
  - Safety: Figure 7 in the Highway Investment Plan shows regionally significant safety investments.
  - Spot mobility: Figure 8 in the Highway Investment Plan shows funded regionally significant spot mobility projects alongside identified additional opportunities for investment.
  - Interchanges: Figure 9 in the Highway Investment Plan shows funded and planned regionally significant interchange investments.
  - Managed lanes: Figure 10 in the Highway Investment Plan shows the existing, under construction, and planned E-ZPass system. It also includes managed lane corridors which are identified as additional opportunities for investment.

- Targeted regional capacity: Figure 11 in the Highway Investment Plan shows funded and planned regionally significant highway capacity investments. It also includes potential future capacity enhancements identified in studies.
- Modifications were made to the 2050 TPP that removed appendix naming found in previous plans and reworks previous chapters. Support documents for the Highway Investment Plan include Functional Classification, Preliminary Interchange Approval Process, and Congestion Management Process. The project list appendix item is now a separate section of the TPP, titled Long Range Highway and Transit Capital Project List. This updated list identifies projects from 2025 to 2050.

## Regional Transit System

The regional transit system comprises the region’s transitways, regular route bus services, demand response services, transit centers and park and rides, and transit advantages. This system is operated by six different service providers in the region. The COVID-19 pandemic upended transit, and some services vary dramatically from pre-pandemic levels. Many routes were suspended in the region and are still in the process of restructuring.

### Key Changes from the 2040 TPP

- A major shift from the previous TPP is from new revenues raised to fill budget gaps in the system. A new source of revenue for transit was created in 2023 to fund operations and maintenance for the region. Similar to highways, the Transit Investment Plan no longer contains a current and increased revenue scenario. The projects shown in the 2050 TPP are those in the fiscally constrained plan. Additional opportunities for investment are also identified in the plan and these may be incorporated into local comprehensive plans.
- Several transitways have been implemented and opened, and additional transitways have been identified in the region. Multiple arterial bus rapid transit (BRT) routes are completed and operational, while more alignments have been identified in studies for future implementation. The Transit Investment Plan identifies investments planned to be implemented in the 2050 TPP:
  - Two light rail extensions (Green Line Extension, Blue Line Extension)
  - Two dedicated BRT routes (Gold Line, Purple Line)
  - Five arterial BRT routes (B Line, E Line, F Line, G Line, H Line)
- Modifications were made to the 2050 TPP that removed appendix naming found in previous plans and reworks previous chapters. Support documents for the Transit Investment Plan include Transit Design and Performance Guidelines.

## Regional Aviation System

The regional aviation system includes Minneapolis-Saint Paul International Airport, eight publicly owned regional airports, and two privately owned seaplane bases. These regional airports are owned and operated by the Metropolitan Airports Commission (MAC) and local communities.

## Key Changes from the 2040 TPP

- The MAC completed an update to the Long-Term Comprehensive Plan (LTCP) for the Minneapolis-Saint Paul International Airport in 2024. This update moves the planning horizon to 2040 with new operation forecasts, anticipated noise impacts, and capital project needs.
- The Aviation System Plan now identifies all facilities beyond regional airports with aviation activity. These facilities may be incorporated into and considered in local planning. Aviation appendix items of the TPP are now included as a single support document titled Aviation Supporting Information.

## Regional Bicycle System

The regional bicycle system is identified through the Regional Bicycle Transportation Network (RBTN). It is made up of alignments and corridors. Corridors are shown where more specific alignments within those corridors have not yet been designated. The process used to develop the RBTN, the general principles and analysis factors used in its development, and studies done to analyze and update the network can be found in the Bicycle Investment Plan. The RBTN was established in the 2040 TPP to achieve the following goals:

- Establish an integrated and seamless network of on-street bikeways and off-road trails.
- Provide the vision for a “backbone” arterial network to serve daily bicycle trips by connecting regional destinations and local bicycle networks.
- Encourage cities, counties, park agencies, and the state to plan and implement future bikeways in support of the network vision.

The RBTN also incorporates regional bicycle barriers which are established in the TPP as the region’s most significant physical barriers to everyday bicycle travel. These barriers include freeways and expressways, railroad corridors, and secondary rivers and streams. They were developed and analyzed through the [Regional Bicycle Barrier Study](#). The barriers are included on the [Regional Bicycle Barriers Map](#).

## Key Changes from 2040 TPP

- The RBTN has been refined and expanded since it was first implemented in the 2040 TPP. Requests from local governments to add and revise RBTN corridors and alignments prompted the [Regional Bicycle Guidelines and Measures Study](#), which developed specific measures to review updates and requests from local agencies.
- The RBTN undergoes a formal update of alignments and corridors about every two years. The next formal update will take place in 2025 prior to the 2026 Regional Solicitation.

## Regional Freight System

The regional freight system includes interconnecting transportation modes, some of which are unique to freight, and some which overlap with passenger travel modes. There are five distinct modes of freight transportation: highway trucks, railroads, river barges, air freight, and pipelines. Combined with intermodal or warehouse/distribution terminals and supporting

infrastructure, these modes of transportation comprise the regional freight system, known as the Metropolitan Freight System.

### Key Changes from 2040 TPP

- E-commerce has become an increasingly important segment of freight movements and deliveries of goods to homes. The [Urban Freight Distribution Study](#) focused on e-commerce trends and impacts or opportunities of last-mile parcel deliveries in regional communities. The study notes that as urban deliveries become more common, local communities are encouraged to create curb management policies, consider delivery needs in their complete streets planning, and identify microhubs for last-mile parcel distribution.

## Pedestrian System

The Met Council coordinates with local partners on pedestrian issues and trends, and aids in funding for pedestrian needs.

### Key Changes from 2040 TPP

- In the previous TPP pedestrian and bicycle travel were combined into one chapter and discussed together. The pedestrian system is now discussed and considered as an independent investment section.
- To address rising pedestrian danger on our streets, the Met Council developed the [Pedestrian Safety Action Plan](#) in 2022. It includes analysis of crash trends in the region, recommended actions to increase pedestrian safety, and a weighted crash score on every road to aid in future safety planning and project prioritization. Communities are encouraged to incorporate the plan's findings into the pedestrian elements of their comprehensive plans.

## Travel Demand Management

Travel demand management (TDM) is the application of strategies, programs, and policies to increase the efficiency of transportation systems by reducing travel demand, or redistributing this demand in space or in time. These initiatives are intended to inspire new travel habits to support infrastructure investments while reducing the demand for personal vehicle trips.

### Key Changes from 2040 TPP

- TDM has its own dedicated investment plan and discussion in the 2050 TPP. The section identifies key regional partners in TDM as well as their roles and responsibilities. Local communities are being asked to discuss how they include travel demand management strategies in their local plans, since some of them have relationships to land use controls and ordinances.
- The Met Council conducted the Regional Travel Demand Management Study in 2023. It concluded with the [Regional Travel Demand Management Action Plan](#). The action plan outlines structure for a regional TDM program to implement strategies, programs, and incentives to change travel behaviors and reduce single-occupant vehicle trips, vehicle-miles traveled, and greenhouse gas emissions. The action plan is summarized in the 2050 TPP Travel Demand Management Investment Plan.

# System Plan Considerations Affecting Your Community

Your community should consult the complete TPP in preparing your local comprehensive plan. In addition, your community should consult Imagine 2050 and the current version of the Met Council's Local Planning Handbook (LPH) for specific comprehensive plan requirements. Specific system plan considerations affecting your community are detailed below.

## Regional Highway System

There are principal arterials located within your community:

- Interstate 494
- US Highway 169
- Trunk Highway 55

## Regional Transit System

Your community is located within the following Transit Market Areas: TMA 2 Emerging, TMA 3, and TMA 4.

- TMA 2 Emerging market areas are locations with significant pockets of higher density, but conditions in the surrounding area still limit the success of local transit. These areas should be a focus for future development that will connect them with areas of higher transit intensity, specifically looking at extensions of existing routes or connections.
- TMA 3 is mainly lower density Urban Edge and Suburban communities. It is characterized by lower density and less transit-supportive street networks and land use but with some pockets of denser development. Transit service in this market area includes suburban local routes, express and commuter service, and non-regular route transit services, usually dial-a-ride, providing basic transportation access.
- TMA 4 is mostly Suburban Edge communities along with portions of Suburban communities. It is characterized by low population and job densities that do not support frequent local transit service and a spread out, often circuitous, street network that hinders efficient routing. Transit service in Market Area 4 is mainly peak-period express and commuter service at park-and-rides which can effectively gather the lower density transit demand into one spot. There are some suburban local routes, including suburb-to-suburb connectors, although service is typically very infrequent. Non-regular route transit, usually dial-a-ride, is generally available.

Your community is located within the Transit Capital Levy District.

The TPP includes additional opportunities for investment in transitways in your community that are under study for mode and alignment, which should be acknowledged and considered in planning. These transitways still under study are: Highway 55 BRT.

Your community should also identify potential stations along planned transitways (once identified) and adopt guiding land use policies, station-area plans, and associated zoning, infrastructure, and implementation tools that support future growth around transit stations consistent with Imagine 2050. Communities can find further guidance for station-area planning in the Transportation section of the LPH and the [Transit Oriented Development Guide](#).

## Regional Aviation System

All communities must include an aviation element in the transportation sections of their comprehensive plans. The degree of aviation planning and development considerations that need to be included in the comprehensive plan varies by community. Even those communities not impacted directly by an airport have a responsibility to include airspace protection in their comprehensive plan. The protection element should include potential hazards to air navigation including electronic interference. Local comprehensive plans can also begin to consider other aviation uses which do not take place at airports, like drones.

Local communities should also consider other facilities which may generate aviation activity, such as heliports or private air facilities. To see all aviation facilities in the region including those that are not defined as a part of the regional aviation system, refer to Figure 6 of the Aviation System Plan.

## Regional Bicycle Planning

The RBTN is depicted on Figure 2 of the Bicycle Investment Plan. The network consists of Tier 1 and Tier 2 corridors and alignments. These are not intended to be the only bicycle facilities in the region. Local units should also include local network plans in their communities.

In your community there are 7 RBTN corridors and 7 alignments. Your community should incorporate the RBTN map within your local bicycle plan maps and use your comprehensive planning process to identify suitable alignments within and along the RBTN corridors for future incorporation into the TPP. In addition, agencies should plan their local on and off-road bikeway networks to connect to the designated Tier 1 and Tier 2 alignments, as well as any new network alignments within RBTN corridors to be proposed in local comprehensive plans. Bikeway projects that complete segments of, or connect to, the RBTN are given priority for federal transportation funds through the Transportation Advisory Board's biannual regional solicitation.

In your community there are one or more identified bicycle barrier crossings. Please review the [Regional Bicycle Barriers Online Map](#) to determine which regional bicycle barriers and prioritized barrier crossing improvement locations are in your community. The tiered crossing improvement locations are used as one alternative criterion in the Regional Solicitation to distribute federal transportation funds. Communities are encouraged to analyze and address the need for new bicycle barrier crossings or improved bicycle facilities at existing barrier crossings.

## Regional Freight Planning

The Met Council encourages all local governments to plan for freight movement in their communities. Trucks are the major mode of freight movement in the region and across the nation to distribute consumer goods as well as move manufactured goods and commodities, and they operate in every community.

The Metropolitan Freight System and the National Highway Freight Network are shown in Figures 1 and 5 of the Freight Investment Plan, respectively. The following regional freight facilities are located within your community: two active freight railroads, I-494. These networks and facilities should be incorporated into your local comprehensive plan. The local plan should also plan for compatible adjacent land uses, consider last-mile freight delivery needs and curb

management strategies for local deliveries, if applicable. Refer to the Urban Freight Distribution Study for specific guidance on how to consider e-commerce and local deliveries on the local transportation system.

## **Other Transportation Policy Plan Considerations**

### **Pedestrian Planning**

The Met Council encourages local governments to address pedestrian needs for transportation in their local comprehensive plans. An adopted pedestrian, active transportation, or multimodal plan can be included as an addendum to or in addition to the comprehensive plan. This planning should also include ensuring your local community has a current Americans with Disabilities Act (ADA) self-evaluation that covers the public rights-of-way for transportation. Agencies with 50 or more employees must also have an adopted ADA transition plan, not just a self-evaluation.

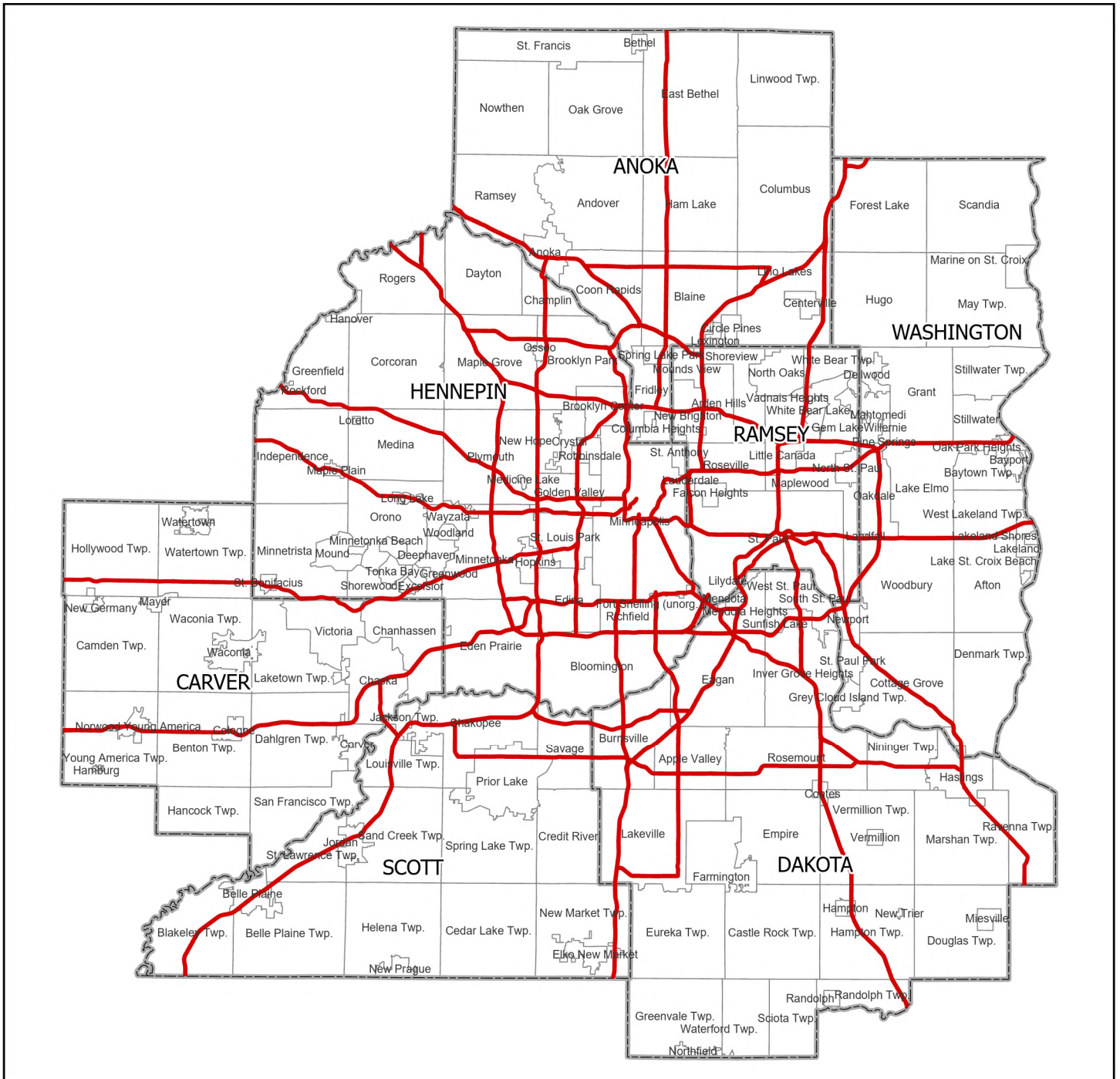
### **Travel Demand Management**

The Met Council encourages local governments to address travel demand management needs for areas which experience traffic congestion. Your community is served by 494 Commuter Services. Local governments should identify the transportation management organization which serves their community and describe any policies, ordinances, practices or programs in place which would aid in regional TDM work in their local comprehensive plans.

### **Greenhouse Gas Emissions**

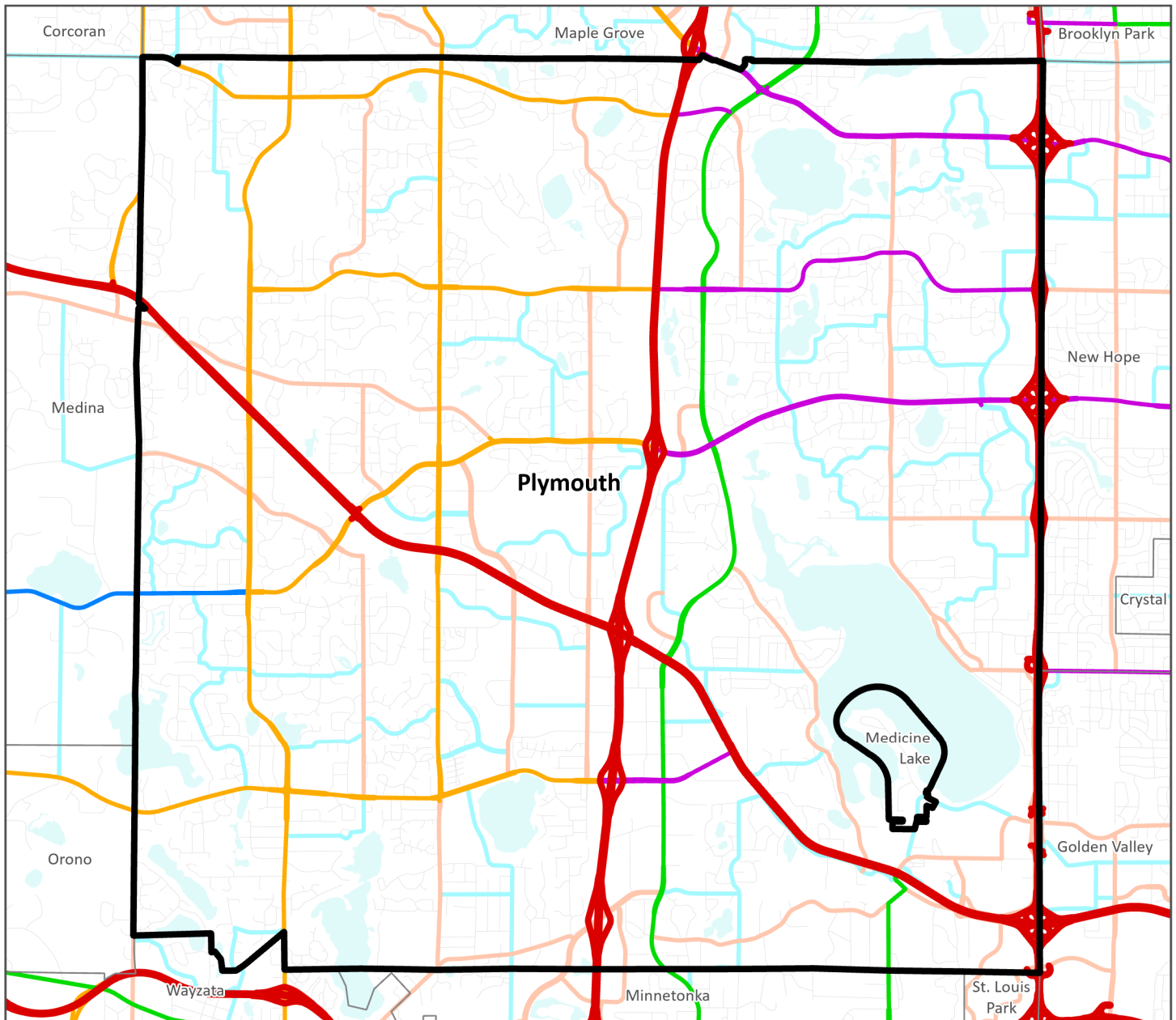
State law directs the Minnesota Department of Transportation to establish targets to meet greenhouse gas (GHG) emissions reduction for the seven-county metro region to reach net-zero emissions in the transportation sector by 2050. Your community must include plans or strategies to limit GHG emissions on the surface transportation system in your comprehensive plan to meet the designated regional targets.

# Principal Arterial Highways



— Principal Arterial Roads

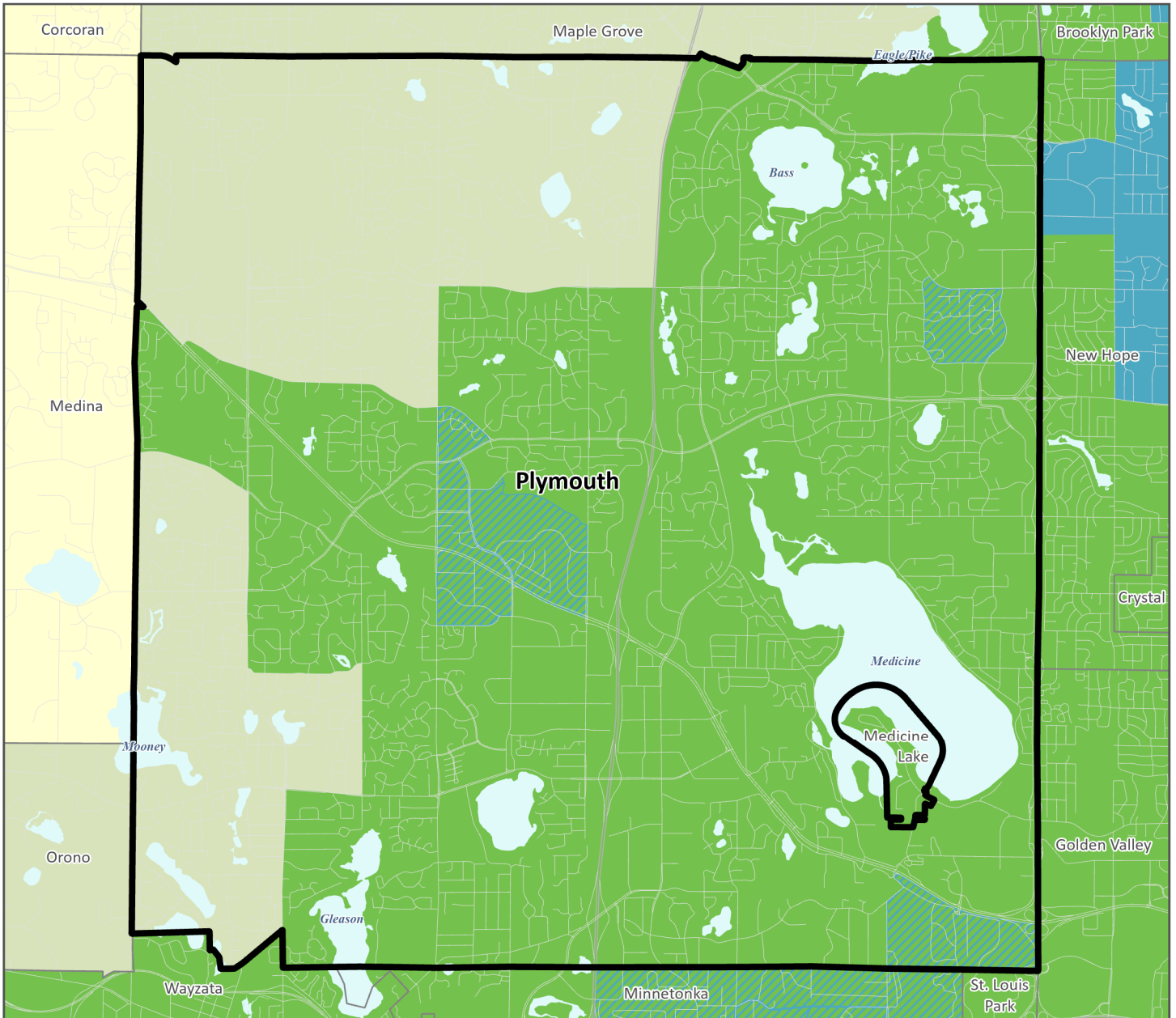
# City of Plymouth Functional Class - All Roads



## Functional Class

- Principal Arterial
- Minor Arterial Augmentor
- Minor Arterial Reliever
- Minor Arterial Expander
- Minor Arterial Connector
- Major Collector
- Minor Collector
- Local Roads

# City of Plymouth Transit Market Areas

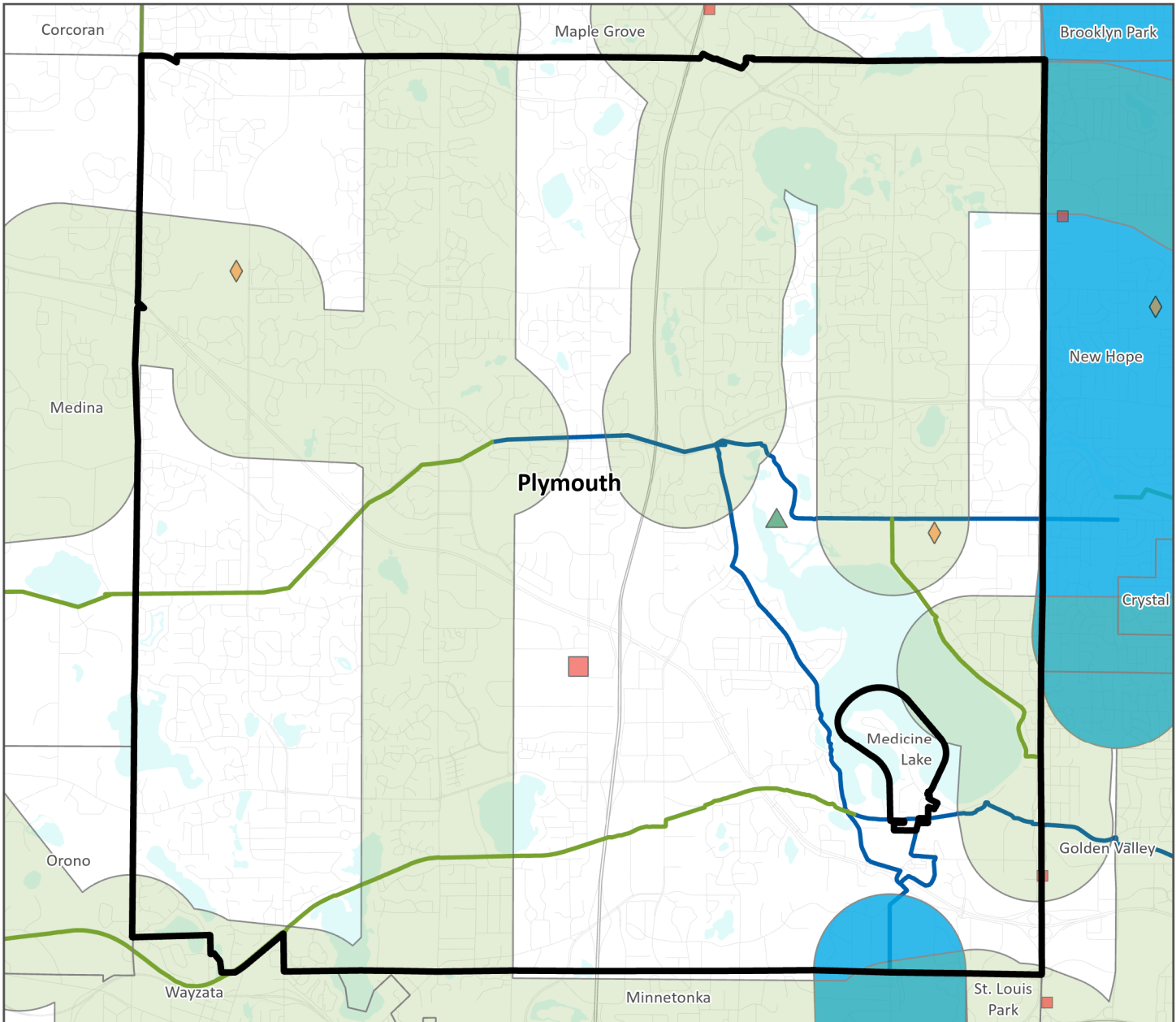


## Transit Market Areas

- TMA 1
- TMA 2
- Emerging TMA 2
- TMA 3
- Emerging TMA 3
- TMA 4
- TMA 5

Freestanding Town Center

# City of Plymouth Regional Bicycle Transportation Network



**Alignments**

- Tier 1
- Tier 2

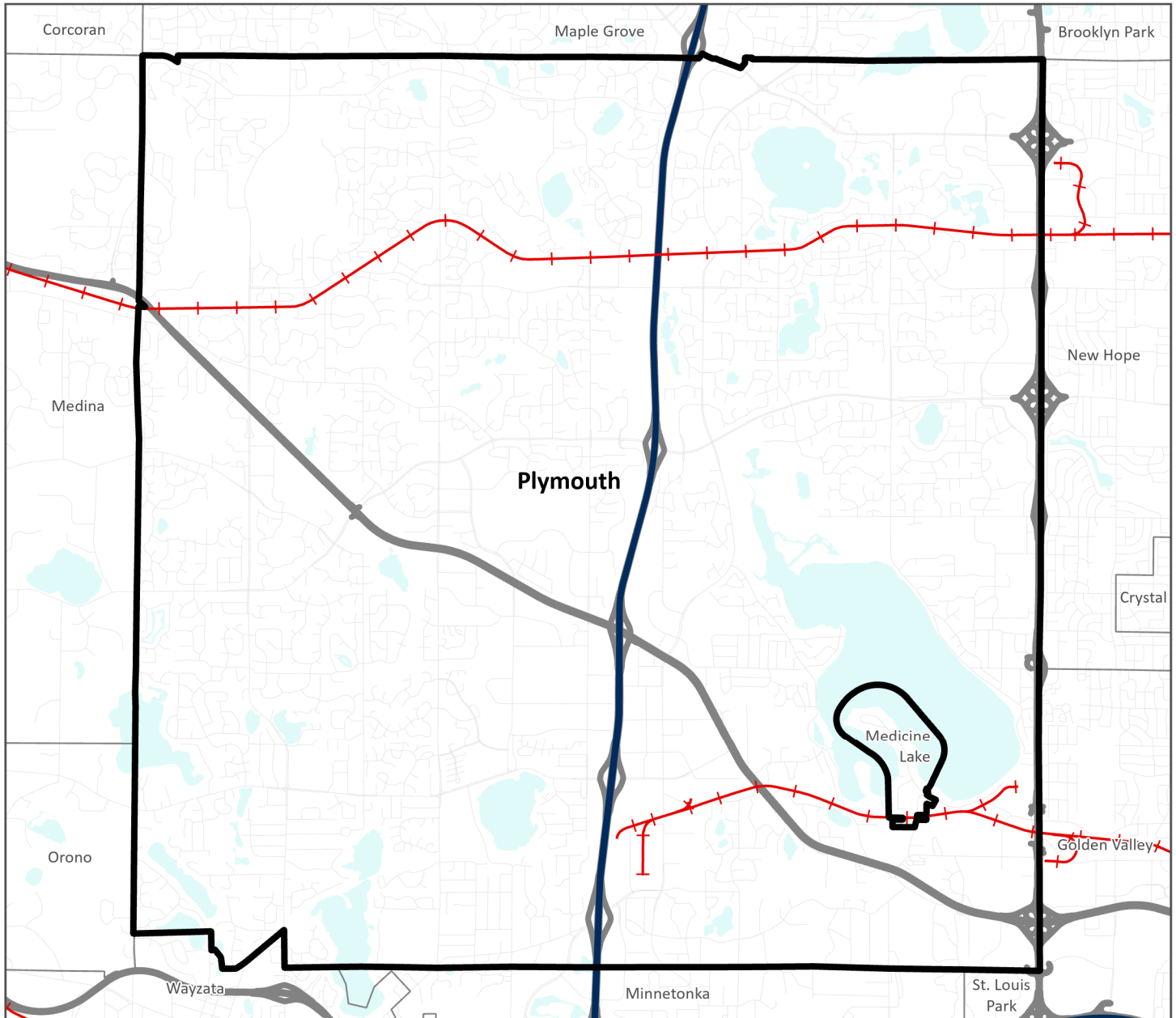
**Corridors**

- Tier 1
- Tier 2







**Regional Destination Subgroup**

- Metropolitan Job Centers (> 50,000 Jobs)
- Regional Job Centers (15,000 - 50,000 Jobs)
- Subregional Job Centers (7,000 - 15,000 jobs)
- ◆ Colleges & Universities (>2,000 Students)
- ◆ Large High Schools (> 2,000 Students)
- Major Sports & Entertainment Centers
- ▲ Regional Parks (> 400,000 visits/year)



# City of Plymouth Metropolitan Freight System



### Terminal Type

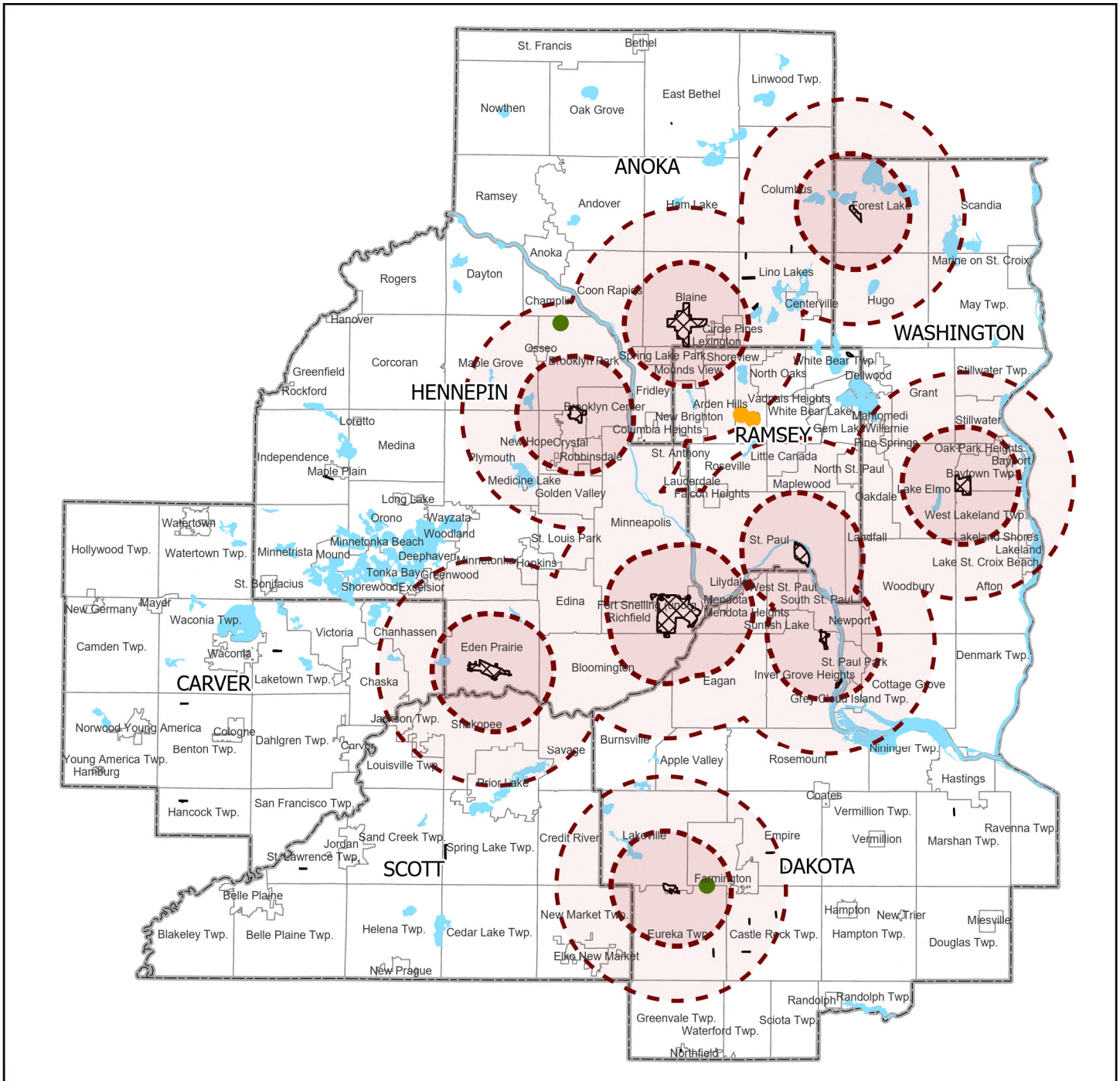
-  Airport Terminal
-  Pipeline
-  Rail Terminal - Container
-  Rail Terminal - Non Container
-  River Terminal
-  Trucking Terminal / Warehouse

### Railroad Class

-  Class I Railroads
-  Class III Railroads

-  Primary Highway Freight System
-  Non-Primary Highway Freight System
-  Freight System Interstates
-  Critical Urban and Rural Freight Corridors

# Regional Aviation System and Airport Influence Areas



- Tall Tower
- VOR
- 3 Mile Airport Influence Area - Noise, Zoning, Infrastructure
- 6 Mile Airport Influence Area - Landfills, Wind Towers
- Airport Land Area
- Aircraft Permitted Water

# 2025 WATER RESOURCES SYSTEM STATEMENT CITY OF PLYMOUTH

## Water Policy Plan Overview

The 2050 Water Policy Plan includes policies and strategies to achieve four objectives that support our regional goals:

- **CLIMATE:** The region's waters and water services are protected from and made resilient to the ongoing and future effects of climate change.
- **INVESTMENTS:** Water protection, planning, management, and infrastructure investments are optimized to ensure public and ecosystem health are fully protected now and for future generations.
- **HEALTH:** Natural waters, source waters, water services, and infrastructure are managed, restored, and enhanced to protect public and ecosystem health that ensures a high quality of life in the region.
- **EQUITY:** The benefits of clean and abundant water and water services are defined by local needs and environmental context, accessible, and justly shared by all residents and communities.

These objectives help to protect our region's groundwater and surface water, ensure the sustainability of water sources and utility service providers, support public and ecosystem health, and promote a thriving economy, sound development decisions, and a high quality of life for all who call this region home.

The Water Policy Plan strives to generate innovative actions, including water reuse, resource recovery, and nature-based approaches, that have multiple benefits at both the local and regional scales. Additionally, the plan includes policies and strategies to address the impacts of climate change, equitable access to water benefits, and water sector workforce concerns. The region has a strong history of water planning and management, and the 2050 Water Policy Plan continues this tradition. It progresses our organization and the region to ensure clean and abundant water for current and future generations.

## Key Concepts

Adopted by the Metropolitan Council in February 2025, the 2050 Water Policy Plan - including the regional water policies, Wastewater System Plan, and the Metro Area Water Supply Plan - outline the conditions for regional wastewater service, surface water management, and water supply planning. Local comprehensive plans shall conform to these conditions. The Policy Plan incorporates the following changes:

## **Integrated Planning (next steps)**

The Water Policy Plan is a guide for managing wastewater, water supply, surface waters, and groundwater. It takes an integrated approach to water planning and management from local to federal and Tribal levels, which helps to ensure a clean and plentiful water future. Water planning organizations need to work together to address issues that transcend political boundaries to achieve holistic water management.

## **Subregional Approach to Planning**

The Met Council is committed to continuing and broadening the subregional approach to integrated water planning. Subregional groups will be expanded to include stakeholders from Tribal Nations, state agencies, county planning staff, municipal public works and planning staff, watershed organizations, non-governmental organizations, and others who want to participate in discussions about localized, integrated water concerns.

## **Water Equity**

The Water Policy Plan prioritizes equitable access to clean water and water services, especially for historically marginalized communities. Reaching these outcomes requires initiatives such as prioritizing investments in overburdened communities, addressing historical harms, creating accessible information and communications, and including diverse perspectives of community members in water planning and management decisions.

## **Climate and Natural Systems**

The Water Policy Plan includes climate and natural systems objectives, policies, and actions, which guide the Met Council and communities to employ approaches that lead to sustainable water and water services. This includes building water resiliency, limiting risks, and benefiting a growing and a thriving economy through convening partners, new tools and technologies, water conservation and protection efforts, and water planning and technical assistance.

## **Considerations Affecting Your Community**

### **Regional Sewer Service**

The treatment of wastewater is foundational to ensure public health and protect the region's natural environments. Reclamation of water and byproducts from the wastewater treatment process can help our region meet sustainability and climate goals. To operate and steward the regional wastewater system, it is essential for the Met Council to understand local conditions, identify current and future needs, and take innovative approaches to address the region's water sustainability challenges.

Local governments are required to submit both a wastewater plan element to their comprehensive plan and a comprehensive sewer plan describing service needs from the Met Council (Minnesota Statutes 473.513). A complete list of requirements for the comprehensive sewer plan, depending on wastewater service methods in your community, can be found in the Water Resources section of the [Local Planning Handbook](#).

## Forecasts

The forecasts of population, households, employment, and wastewater flows for Plymouth can be found on your Community Page in the Local Planning Handbook. These forecasts are for sewer development. The sewer forecasts were estimated using Met Council's census block forecast data, individual and communal sewage treatment system data, Sewer Availability Charge (SAC) data, annual city reports, current trends, existing and future local wastewater service areas and other municipal information. The wastewater flows are based on historical wastewater flow data, future wastewater generation rates, and the sewer population and employment forecast data.

The Met Council will use these growth and wastewater flow forecasts to plan future regional wastewater conveyance and treatment system improvements needed to serve your community.

Plymouth, through its comprehensive planning process, must decide the location and staging of development, and then plan and design its local wastewater collection system to serve this development.

## Wastewater Service

Metropolitan Council Environmental Services (Environmental Services) designs, constructs, and operates the regional wastewater system (Metropolitan Disposal System): a publicly owned system of regional sanitary sewers and water resource recovery facilities (wastewater treatment plants), for the conveyance, treatment and disposal of domestic waste, industrial waste and other waste from residential, commercial, institutional, and industrial users in the metropolitan area. The regional wastewater system currently serves 111 communities and through its work it protects public health, protects the environment, and fosters the economic growth of the seven-county Twin Cities Metropolitan Area.

A Regional Sanitary Sewer System map is provided to assist in the completion of your community's comprehensive sewer plan. The map shows Environmental Services' wastewater infrastructure located within your community's boundaries, if your community is provided regional wastewater service.

A complete list of items required for inclusion in your community's comprehensive sewer plan, depending on wastewater service methods in your community, can be found in the Local Planning Handbook. A comprehensive plan will be found incomplete for review if all submittal requirements are not met.

If your community has multiple methods of wastewater service (including regional service, local (municipal) wastewater treatment system, private communal systems, and/or subsurface sewage treatment systems), review the information in each corresponding section and refer to the Local Planning Handbook for a complete list of requirements that must be included in the comprehensive sewer plan for these systems. We strongly encourage you to include this information in a water chapter of your comprehensive plan.

## **Areas Served by the Regional System**

Current wastewater treatment services are provided to the City by Environmental Services. All wastewater generated within the City is conveyed through Met Council Interceptors 9004-2, 7027-1, 8655-384, 1-PM-466, and 1-PM-467. The majority of flow is treated at the Metropolitan Water Resource Recovery Facility in St. Paul. Two small areas of the City are provided service through a connection to the City of Wayzata and City of Minnetonka's sanitary systems. Flow generated in these areas of Plymouth is treated at the Blue Lake Water Resource Recovery Facility in Shakopee.

## **Regional Inflow and Infiltration Program**

The Met Council is continuing implementation of its inflow and infiltration (I/I) reduction program and will continue to establish I/I goals for all communities discharging wastewater to the regional wastewater system. Communities that have excessive I/I in their sanitary sewer systems will be required to eliminate the excessive I/I. Those communities will be required to submit a work plan that details work activities to identify and eliminate I/I sources from both municipal and private sources. The Met Council will not design future regional sanitary sewer improvements or water resource recovery facilities to handle peak hourly flows in excess of the allowable rate for your community. Increases in service may be limited in communities that do not demonstrate progress in reducing excess I/I.

Two grant programs are currently available for communities with excessive I/I in their sanitary sewer systems: The Municipal Inflow and Infiltration Grant Program and the Private Property Inflow and Infiltration Grant Program. It is recommended that communities review these programs and determine if participation fits into their I/I work plan. The Municipal Inflow and Infiltration Grant Program is based on annual legislative action and funding amount and availability may vary year to year.

## **Areas Served by Local Wastewater Treatment System**

The requirements of this element do not apply because Plymouth does not have a local wastewater treatment system.

## **Areas Served by Private Communal Treatment Systems and/or Subsurface Sewage Treatment Systems**

The Met Council's position is that private communal wastewater treatment systems should only be permitted in areas not programmed for regional sewer service in the foreseeable future and they are provided for in a community's comprehensive plan. The community is responsible for permitting all private communal or cluster wastewater treatment systems consistent with current Minnesota Pollution Control Agency standards (Minnesota Rules Chapter 7080-7083). The Met Council will not provide financial support to assist communities if these systems fail.

Communities with individual subsurface sewage treatment systems (SSTS), commonly known as septic systems, must adopt a management program consistent with current Minnesota Pollution Control Agency regulations (Minnesota Rules Chapter 7080-7083). A description of

the management plan and current SSTS ordinance must be included in the community's comprehensive sewer plan.

## Surface Water Management

The metro region consists of hundreds of miles of rivers, streams, thousands of acres of wetlands, and nearly a thousand lakes. These surface waters define our region. They are where we play, exercise, find peace, and celebrate with friends and family. They support the region's ecosystems and biodiversity. They provide drinking water for the region's residents and energy for industry. They are critical transportation corridors and places to recreate, fueling local economies. Yet these waters are threatened by complex issues like ongoing pollution stress, climate change, and unsustainable development pressures. Comprehensive community planning includes surface water planning to ensure the region's residents, businesses, and ecosystems can benefit from clean and abundant water.

In 1995, Minnesota Statutes Section 473.859, subd. 2 was amended to make the local water plan (often referred to as local surface water management plans) required by Section 103B.235 a part of the land use plan of the local comprehensive plan. Minnesota Rules Chapter 8410, updated in July of 2015, includes the requirements for local water management plans. All communities in the metro region must update their local water plan between Jan. 1, 2027 and Dec. 31, 2028. This means that Plymouth must update its local water plan as part of the comprehensive plan update. The community's updated local water plan should be submitted to the Met Council for its review concurrent with the review by the local watershed management organizations.

The Surface Water Features map shows the watershed management organizations, Bassett Creek WMC, Elm Creek WMO, Minnehaha Creek WD, and Shingle Creek WMC, that have jurisdiction in Plymouth.

Failure to have an updated local water plan approved by your watershed management organizations will result in the comprehensive plan being incomplete for review. Local water plans shall be submitted to the Met Council for review in the timeframe described above, comments are sent from the Met Council to the appropriate watersheds for inclusion in their review and approval of the plan, and finally the plan is approved by the appropriate watersheds.

Local water plans must meet the requirements for local water plans in Minnesota Statutes, section 103B.235 and Minnesota Rules Chapter 8410. In general, local water plans need to include a summary of the priorities and problems in the community; structural, nonstructural and programmatic actions to take to address the priorities and problems; and clearly identified funding mechanisms to fix the problems.

More detailed guidance for the local water plans can be found in Appendix A of the [2050 Water Policy Plan](#) and in the Met Council's current Local Planning Handbook.

## Priority Waters List

The Met Council updated its Priority Waters List (formerly Priority Lakes List) in July 2022. This new version includes rivers, lakes, and streams. With more than 950 lakes and hundreds of miles of rivers and streams in the region, waterbodies needed to be prioritized to adequately dedicate staff and financial resources. The Met Council uses the Priority Waters List to focus its limited resources. The list is also used in the environmental review process. The Surface Water Features map and Priority Waters List table show the priority waters for Plymouth .

When using this Priority Waters List, for projects near a specific waterbody, we recommend you connect with local residents to understand how they value and interact with the waterbody. The Twin Cities region is home to many diverse communities with different cultural and personal relationships to water, so it’s important to incorporate those perspectives in addition to the Priority Waters List when working on local-scale projects. Communities should identify the Priority Waters and the projects and/or programs that will protect or restore these waters.

The Water Contamination and Impaired Waters map includes any water bodies that are on the Minnesota Pollution Control Agency’s 303d Impaired Waters List.

*Table of Priority Waters for the City of Plymouth*

Waterbody Type	Name	DNR Lake ID	DNR Kittle Number
Lake	Medicine	27010400	---
Lake	Parkers	27010700	---
River/stream	Bass Creek	---	M-058-005
River/stream	Bassett Creek	---	M-057
River/stream	Elm Creek	---	M-062

## Water Supply

Water supply is not a regional system. However, water supply information is required for local comprehensive plan updates to meet statutory requirements and for consistency with regional policy.

To ensure that there is a safe and plentiful supply of water—for a wide range of residential, commercial, institutional, industrial, recreational, and other purposes—it is important to make sure local water supply sources, infrastructure, and planned investments are aligned with planned land use changes.

The Met Council recognizes the local responsibility and authority for water supply planning. However, a regional perspective is also valuable, because the effects of local water supply decisions do not stop at community boundaries. The Met Council provides regional planning, guidance, and resources to support communities and help safeguard our shared water resources.

Water supply plan-related requirements generally include:

- Clearly identifying the locations of water sources and amount of water that is currently used and is planned to be used for things like agriculture, homes, businesses,

industries, and other public and private purposes. This includes areas that affect those water sources, such as source water protection areas.

- Creating a program for how to implement local rules and regulations about water supply, including when and how these rules will be developed, adopted, and administered.

Communities served by a municipal community public water supply system must fulfill part of these requirements by attaching a local water supply plan approved by the Minnesota Department of Natural Resources as an appendix to the comprehensive plan.

The Water Supply Considerations map illustrates some key content for your community, including Drinking Water Supply Management Areas, Special Well and Boring Construction Areas, and Priority Waters qualifying as drinking water sources.

We strongly encourage you to include any required information that isn't in the local water supply plan—such as source water protection and privately-owned wells—in a water chapter of your comprehensive plan.

A customized checklist of minimum requirements for your community is included in the Local Planning Handbook, along with resources to help you meet and go beyond minimum requirements.

## Source Water Protection

Your comprehensive plan should consider water use (including water supply sources) as part of land use planning, to promote land use practices and development decisions that protect public health for your community and the region. Include information about the location of both groundwater and surface water source water protection areas and their vulnerability for all community public drinking water source(s) within your community's borders and associated contaminant threats. Also include a commitment to collaborate with neighbors on source water protection, when applicable.

## Privately-Owned Wells and Nonmunicipal Public Water Supply Systems

Your comprehensive plan should include information about the current and planned use and management strategies for privately-owned wells and nonmunicipal public water supply systems, because people, institutions, and businesses in your community use those sources for a wide range of agricultural, residential, commercial, industrial and/or other nonmunicipal purposes.

If a new municipal community public water supply system is planned by 2050, a water chapter of the updated comprehensive plan should include details about the planned system.

## Municipal Community Public Water Supply Systems

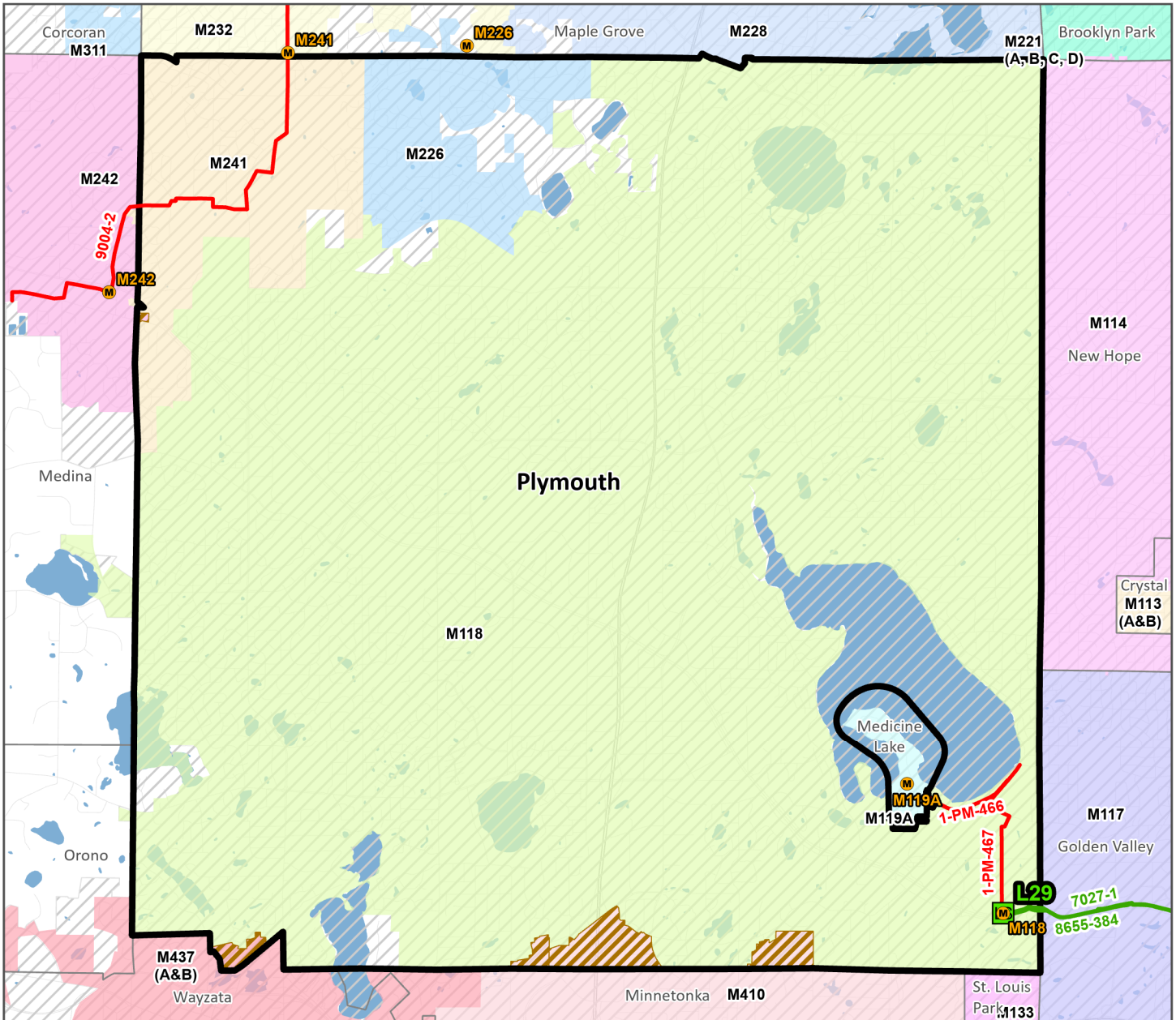
### Water Supply System Information

Because people, institutions, and businesses in your community get water through a municipal community public water supply system, you must include information about that system and an implementation program in your comprehensive plans, to demonstrate the availability of clean,

safe drinking water to meet projected water demand consistent with the Met Council's forecasts.

The Minnesota Department of Natural Resources (DNR)-approved local water supply plan for the municipal public water supplier providing service to your community must be attached as an appendix to the comprehensive plan. To ensure that the DNR-approved local water supply plan is consistent with regional policies and is compatible with adjacent and affected governmental units, you should provide the Met Council and adjacent and affected jurisdictions with the opportunity to review and comment on your draft local water supply plan update. Failure to include an updated local water supply plan approved by the DNR will result in the comprehensive plan being incomplete for review until the required plan is submitted to the Met Council.

# City of Plymouth Regional Sanitary Sewer System

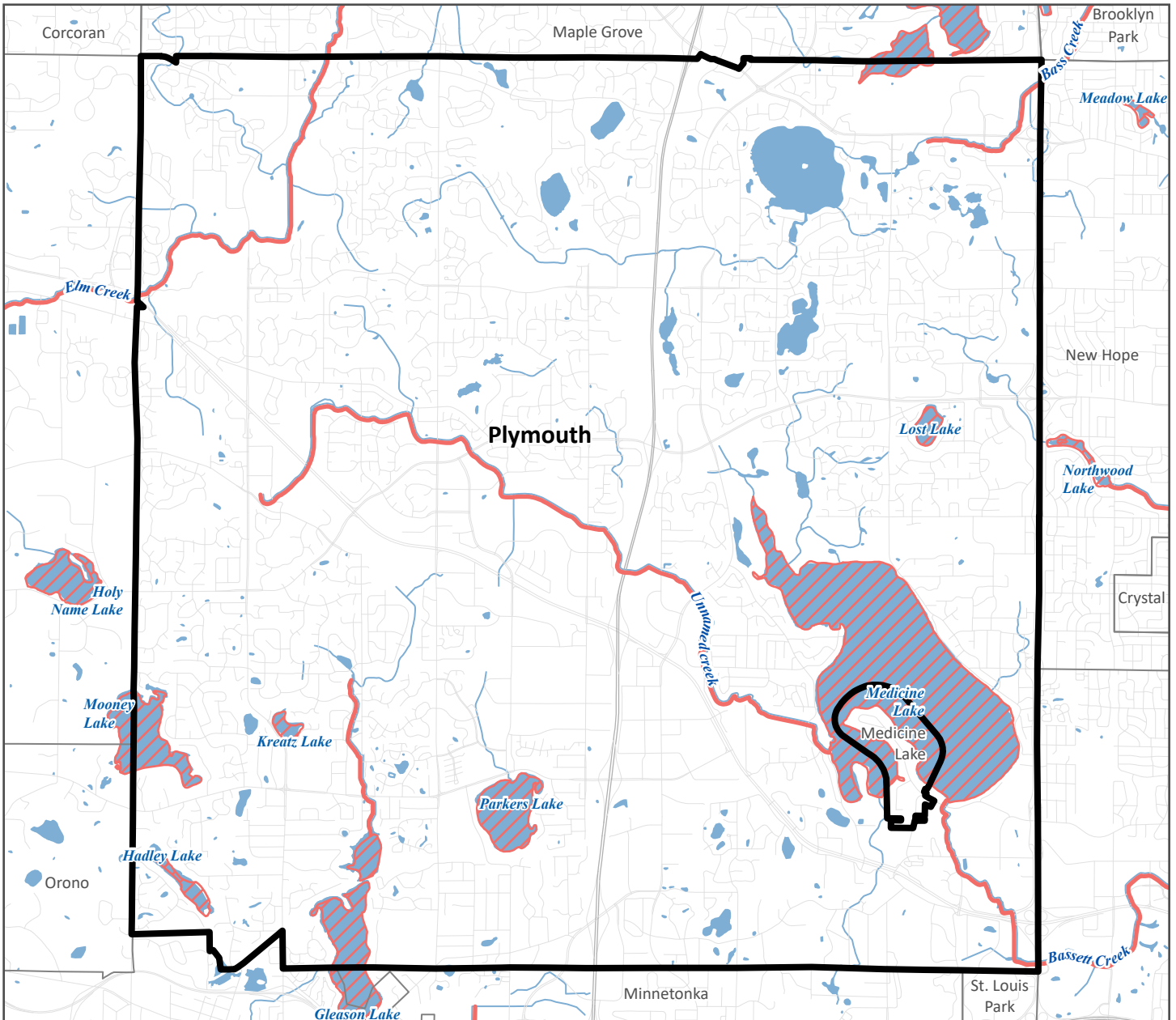


- Meters
- LS Lift Station
- Regional Sewer**
- Gravity
- Forcemain
- Areas of Unmetered Flow from the Community
- 2050 MUSA

Sewer Service Areas

To Meter M###	Not Served
---------------	------------

# City of Plymouth Water Contamination and Impaired Waters



## Minnesota Groundwater Contamination Atlas

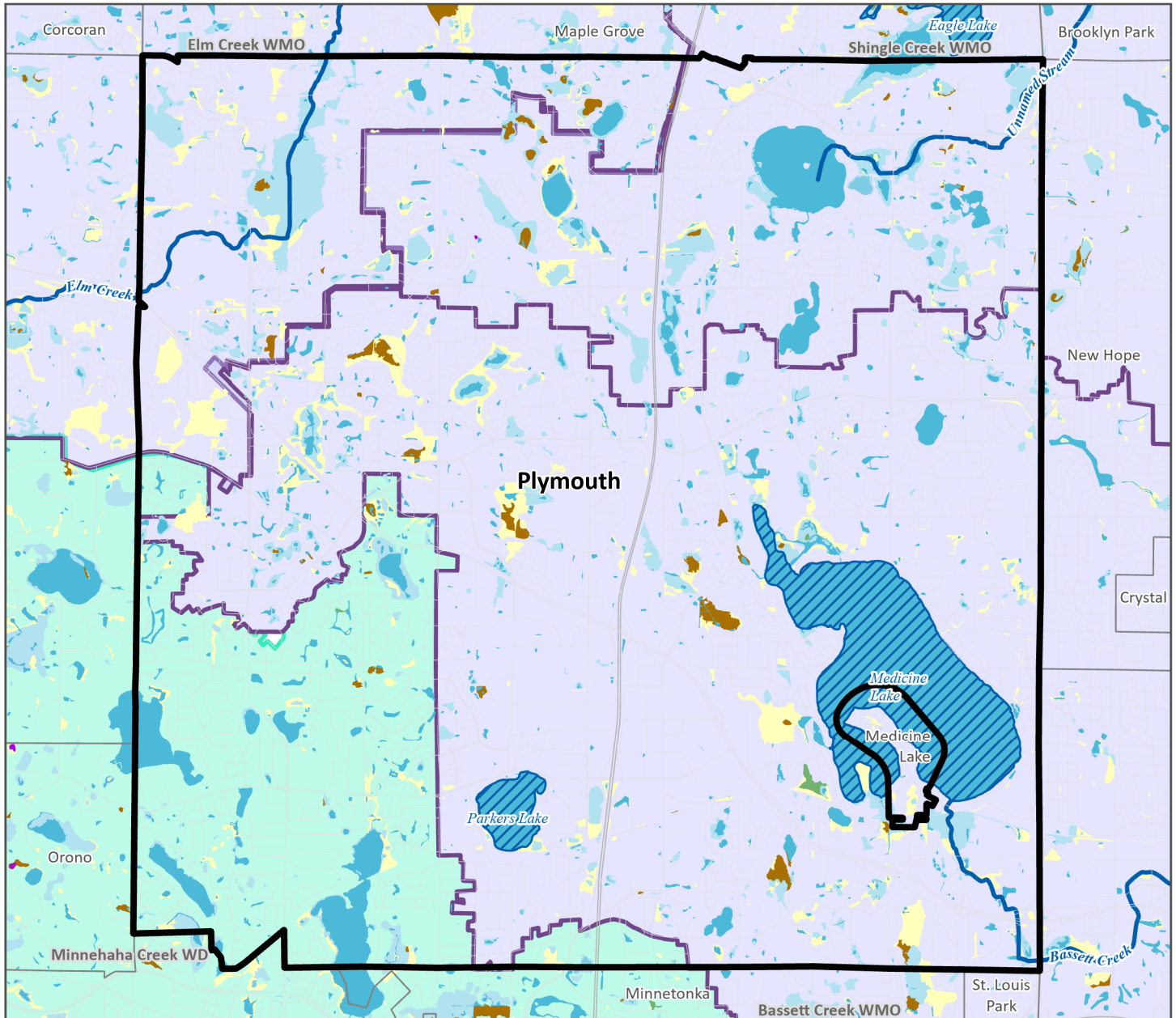
- High Confidence Boundary
- Low Confidence Boundary
- Groundwater area of concern \*

## Minnesota's 2024 Impaired Waters List

- Impaired Rivers or Streams
- Impaired Lake

\* darker shades of purple represent multiple overlapping areas of concern

# City of Plymouth Surface Water Features



### Watershed Management Type

- County Administered Planning
- Watershed District (WD)
- Watershed Management Organization (WMO)

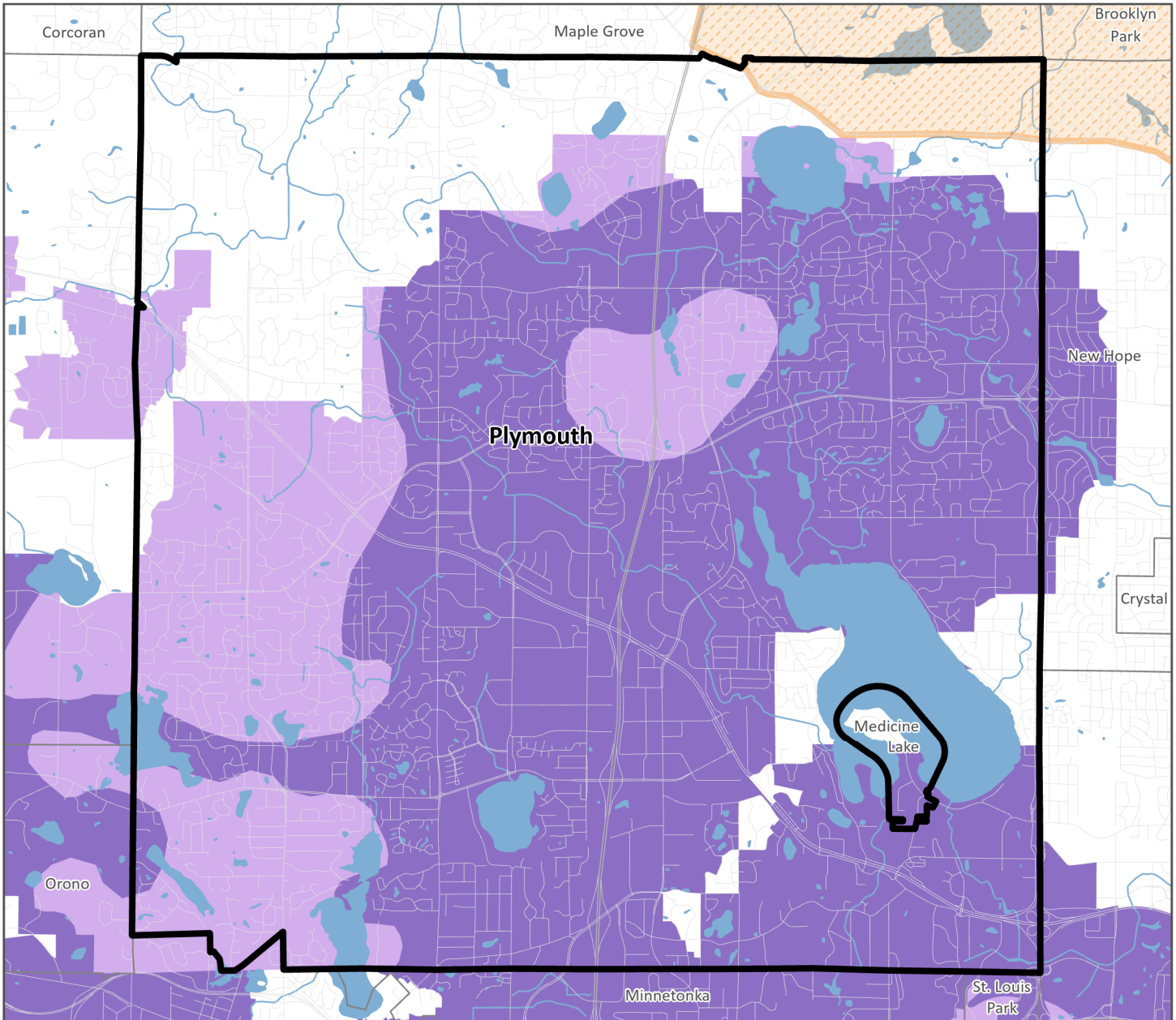
### Wetland Type

- Seasonally Flooded Basin or Flat
- Wet Meadow
- Shallow Marsh
- Deep Marsh
- Shallow Open Water
- Shrub Swamp
- Wooded Swamp
- Bog

### Priority Water

- Priority River or Stream
- Priority Lake

# City of Plymouth Water Supply Considerations



**Drinking Water Supply Management Areas for Groundwater (DWSMA)**

- High Vulnerability
- Moderate Vulnerability
- Low Vulnerability

**Drinking Water Supply Management Areas for Surface Water (DWSMA)**

- Surface Water DWSMA Priority Area A
- Special Well and Boring Construction Area
- Priority river or stream qualifying as a drinking water source
- Priority lake qualifying as a drinking water source

# REGIONAL PARKS AND TRAILS SYSTEM STATEMENT CITY OF PLYMOUTH

## Overview of the Regional Parks and Trails System

The Regional Parks and Trails System includes 66 regional parks, park reserves, and special features, plus more than 487 miles of regional trails that showcase the unique landscapes of the region and provide year-round recreation. The Regional Parks and Trails System is well-loved by our region's residents and attracted over 69 million visits in 2023.

The organizational structure of the Regional Parks and Trails System is unique, built upon a strong partnership between the Met Council and the ten regional park implementing agencies that own and operate Regional Parks and Trails System units. The regional park implementing agencies are:

Anoka County	Ramsey County
City of Bloomington	City of Saint Paul
Carver County	Scott County
Dakota County	Three Rivers Park District
Minneapolis Park and Recreation Board	Washington County

The 2050 Regional Parks and Trails Policy Plan advances the Imagine 2050 regional goals and core values including Equity, Leadership, Accountability, and Stewardship by striving to:

- **Foster equity and belonging:** Connect people with nature, community, and cultural landscapes to better support their physical, mental, and emotional well-being
- **Take care of what we have:** Reinvest in existing regional parks and trails to maintain and enhance visitor experiences
- **Protect and restore:** Protect and restore natural systems to safeguard the well-being of all living things
- **Adapt and mitigate:** Increase the region's resilience to climate change through land stewardship practices that mitigate greenhouse gases and adapt to future climates
- **Meet future needs:** Meet the growing demand for regional parks and trails through strategic and timely land acquisition and development.

## Key Concepts in the 2050 Regional Parks and Trails Policy Plan

The 2050 Regional Parks and Trails Policy Plan includes the following policies, each with specific associated strategies:

- **System Plan policy:** Maintain a robust and current set of data, maps, plans, processes, and applications to support regional parks and trails planning.
- **Natural Systems policy:** Identify lands with high-quality natural features and/or with high restoration potential that are desirable for Regional Parks and Trails System activities and put these lands in a protected status so they will be available for recreational uses and preservation purposes in perpetuity.
- **Climate Resilience policy:** Adapt and enhance the Regional Parks and Trails System to promote resilience to climate change, including the mitigation of greenhouse gas emissions.

- **Planning policy:** Promote long-range planning and help provide integrated resource planning across jurisdictions in order to create a seamless system that connects everyone to the outdoors.
- **System Protection policy:** Protect public investments in acquisition and development by assuring that every component in the system is able to fully carry out its designated role.
- **Recreation, Facilities, and Programming policy:** Foster a sense of belonging by providing a wide spectrum of leisure and play opportunities while connecting people, places, and the natural world.
- **Finance policy:** The Met Council administers, provides financial oversight, and collaborates with a range of partners to fund the ten regional park implementing agencies in support of the Regional Parks and Trails System.

The 2050 Regional Parks and Trails Policy Plan is the metropolitan system plan for regional recreation open space with which local comprehensive plans must conform. This system statement highlights the elements of the system plan which apply specifically to your community. Find the complete text of the 2050 Regional Parks and Trails Policy Plan at the following url:

<https://imagine2050.metrocouncil.org/chapters/regional-parks-and-trails>.

## Key Changes in the 2050 Regional Parks and Trails Policy Plan

Adopted by the Met Council in February 2025, the 2050 Regional Parks and Trails Policy Plan incorporates the following changes:

- Unit name changes
  - Anoka County
    - “Northwest Search Area” changed to “Sugar Hills Search Area”
  - Dakota County
    - “Lebanon Hills-Big Rivers Greenway Trail Search Corridor” changed to “Lebanon Hills-Minnesota River Greenway Trail Search Corridor”
    - “Lebanon Hills-Mendota Greenway Regional Trail, Highway 62 segment” changed to “Lebanon Hills Greenway Regional Trail”
  - Scott County
    - “Scott West Regional Trail” changed to “Big Woods Regional Trail”
    - “Minnesota River Bluffs Extension and Scott County Connection Regional Trail” changed to “Merriam Junction Regional Trail”
    - “Louisville Trail Search Corridor” changed to “Merriam Junction Regional Trail”
    - Portion of “Southern Scott Trail Search Corridor” changed to “Shallow Waters Regional Trail”
- Trail refinements
  - Three Rivers Park District’s Dakota Rail Regional Trail Search Corridor Extension moving the trail terminus from Highway 494 to Minnetonka City Hall
  - Three Rivers Park District is transferring a portion of the Lake Minnetonka Regional Trail to Carver County
- Future 2028/2029 system additions process candidates
  - Ramsey County’s Rice Creek North Regional Trail Boundary Adjustment adding 2,407 acres to the current 792 acres at the former Twin Cities Army Ammunition Plant
  - Three Rivers Park District’s 5.5-mile West Minnehaha Creek Trail Corridor Study Area
  - Dakota County’s 58-acre Thompson County Park Study Area in West St. Paul serving the outdoor recreational needs of the more than 50,000 residents who live in the northern portion of Dakota County

The 2050 Regional Parks and Trails System Plan Map is depicted in Figure 1. Plymouth should consult the complete 2050 Regional Parks and Trails Policy Plan in preparing its local comprehensive plan. In addition, your community should consult Imagine 2050 and the current version of the Met Council's Local Planning Handbook for specific comprehensive plan requirements.

## 2050 Regional Parks and Trails System Units

The Regional Parks and Trails System comprises four main types of units: regional parks, park reserves, special features and regional trails.

- **Regional parks** contain a diversity of natural features, either naturally occurring or restored, and are typically 200-500 acres in size. Regional parks accommodate a variety of outdoor recreation activities. In 2024, a total of 46 regional parks are open to the public.
- **Park reserves**, like regional parks, provide for a diversity of outdoor recreation activities. One major distinguishing feature is that the minimum size for a park reserve is 1,000 acres. Additionally, regional park implementing agencies are required to manage at least 80% of the park reserve as natural lands that protect the ecological functions of the native landscape. As of 2024, a total of 12 park reserves were open to the public.
- **Special features** provide opportunities not generally found in the regional parks, park reserves, or trail corridors. Special features often require a unique managing or programming effort. As of 2024, there are eight special features open to the public.
- **Regional trails:** The Met Council has defined two major types of trails to serve the region: destination or greenway trails and linking trails. Destination or greenway trails typically follow along corridors with high-quality natural features that make the trail itself a destination. Linking trails are predominately intended to provide connections between various Regional Parks and Trails System units. As of 2024, 56 regional trails totaling approximately 487 miles were open for public use.

## 2050 Regional Parks and Trails System Components

The 2050 Regional Parks and Trails Policy Plan identifies five components which together comprise the vision for the Regional Parks and Trails System in 2050, as described below.

- **Existing Regional Parks and Trails System facilities** are open for public use and include land that is owned by regional park implementing agencies. They may include inholding parcels within the boundaries of these parks and trail corridors that have not yet been acquired. Existing regional trails may include planned segments that will be developed in the future.
- **Planned Regional Parks and Trails System facilities (not yet open to the public)** have a Council-approved long-range plan and may be in stages of acquisition and development but are not yet open for public use.
- **Regional Parks and Trails System boundary adjustments** include general areas identified as potential additions to existing Regional Parks and Trails System facilities to add recreational opportunities or protect natural resources. Specific adjustments to park or trail corridor boundaries have not yet been planned.
- **Regional Park and Special Feature search areas** include general areas for future regional parks and special features to meet the recreational needs of the region by 2050 where the regional park boundary has not yet been planned.
- **Regional trail search corridors** include proposed regional trails to provide connections between Regional Parks and Trails System facilities where the trail alignment has not yet been planned.

## System Plan Considerations Affecting Your Community

The following Regional Parks and Trails System Components within Plymouth are identified in the 2050 Regional Parks and Trails Policy Plan:

### *Regional Parks, Park Reserves, and Special Features*

- **Clifton E. French Regional Park:** This is an existing regional park with an established boundary. Clifton E. French Regional Park, at nearly 320 acres, is located in Plymouth and connects to Medicine Lake Regional Trail. It includes opportunities for fishing, paddling, and boating on the lake, biking, hiking, and geocaching along the trails, and snowshoeing or cross-country skiing in the winter. The regional park boundary as shown in Figure 2 should be acknowledged in the comprehensive plan.
- **Eagle Lake Regional Park:** This is an existing regional park with an established boundary. Eagle Lake Regional Park, at nearly 230 acres, is located in Plymouth and Maple Grove and connects the planned and search corridor portions of Eagle Lake Regional Trail. It provides opportunities for biking, hiking, cross-country skiing, skijoring, snow shoeing, and more. The regional park boundary as shown in Figure 2 should be acknowledged in the comprehensive plan.

### *Regional Trails*

- **Bassett Creek Regional Trail:** This is a regional trail that includes segments that are open to the public as well as planned segments that will be developed in the future. The regional trail travels through Plymouth, New Hope, Crystal, and Golden Valley as it connects French Regional Park, Medicine Lake Regional Trail, Theodore Wirth Regional Park, and Victory Memorial Parkway Regional Trail. The regional trail alignment as shown in Figure 2 should be acknowledged in the comprehensive plan.
- **Eagle Lake Regional Trail:** This is a planned regional trail that is not yet open to the public. The planned regional trail travels through Maple Grove, Plymouth, Medicine Lake, and Minnetonka as it connects Eagle Lake Regional Trail Search Corridor, Eagle Lake Regional Park, Lake Sarah Regional Trail Search Corridor, Bassett Creek Regional Trail, Medicine Lake Regional Trail, Luce Line Regional Trail, Dakota Rail Extension Regional Trail Search Corridor, and Lake Minnetonka Regional Trail. The planned regional trail alignment as shown in Figure 2 should be acknowledged in the comprehensive plan.
- **Luce Line Regional Trail:** This is an existing regional trail that is open to the public. The regional trail travels through Minneapolis, Golden Valley, Plymouth, and Medicine Lake as it connects the Cedar Lake Regional Trail, Theodore Wirth Regional Park, Canadian Pacific Rail Regional Trail Search Corridor, Medicine Lake Regional Trail, Eagle Lake Regional Trail, and Luce Line State Trail. The regional trail alignment as shown in Figure 2 should be acknowledged in the comprehensive plan.
- **Medicine Lake Regional Trail:** This is a regional trail that includes segments that are open to the public as well as planned segments that will be developed in the future. The regional trail travels through Plymouth, Maple Grove, and Dayton as it connects Eagle Lake Regional Trail, Luce Line Regional Trail, Bassett Creek Regional Trail, French Regional Park, Lake Sarah Regional Trail Search Corridor, Fish Lake Regional Park, Gray's Bay Regional Trail Search Corridor, Weaver Lake Regional Trail Search Corridor, Elm Creek Park Reserve, and Rush Creek Regional Trail. The regional trail alignment as shown in Figure 2 should be acknowledged in the comprehensive plan.
- **Gray's Bay Regional Trail Search Corridor:** The regional trail search corridor travels through Minnetonka, Woodland, Wayzata, Plymouth, and Maple Grove as it connects Lake Minnetonka Regional Trail, Dakota Rail Extension Regional Trail Search Corridor, Lake Sarah Regional Trail

Search Corridor, and Medicine Lake Regional Trail. Three Rivers Park District will lead a planning process in the future to determine the alignment of the regional trail. When preparing its comprehensive plan, Plymouth should verify whether a long-range plan has been approved by the Metropolitan Council. If a long-range plan has been approved, the planned regional trail alignment should be acknowledged in the comprehensive plan. Otherwise, the general search corridor as shown in Figure 2 should be acknowledged in the comprehensive plan

- **Lake Sarah Regional Trail Search Corridor:** The regional trail search corridor travels through Rockford, Greenfield, Independence, Loretto, Medina, Plymouth, and New Hope as it connects Lake Rebecca Park Reserve, the planned Crow River Regional Trail, Lake Sarah Regional Park, Lake Independence Regional Trail, Baker Park Reserve, the planned Diamond Lake Regional Trail, Gray's Bay Regional Trail Search Corridor, Medicine Lake Regional Trail, the planned Eagle Lake Regional Trail, and Canadian Pacific Regional Trail Search Corridor. Three Rivers Park District will lead a planning process in the future to determine the alignment of the regional trail. When preparing its comprehensive plan, Plymouth should verify whether a long-range plan has been approved by the Metropolitan Council. If a long-range plan has been approved, the planned regional trail alignment should be acknowledged in the comprehensive plan. Otherwise, the general search corridor as shown in Figure 2 should be acknowledged in the comprehensive plan.

Please contact Three Rivers Park District for more information regarding Regional Parks and Trails System Components in Plymouth.

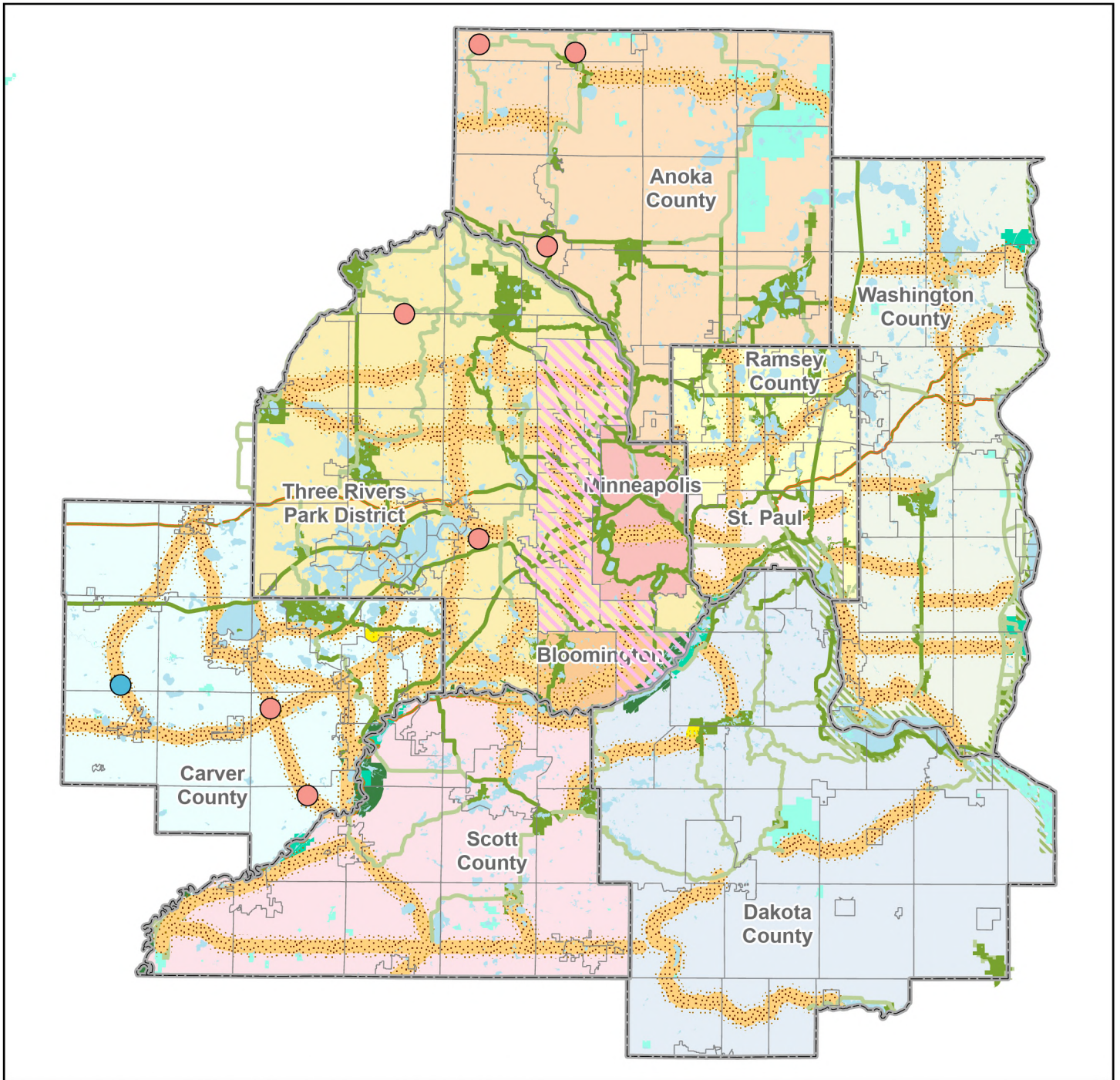
### *State or Federal Lands in Your Community*

State and federal park and open space units that provide outdoor recreation opportunities and natural resource conservation for the public complement the Regional Parks and Trails System and are recognized in the 2050 Regional Parks and Trails Policy Plan. The following state or federal lands as shown in Figure 2 are within Plymouth and should be acknowledged in its comprehensive plan.

- Luce Line State Trail — Minnesota Department of Natural Resources

Please contact the Minnesota Department of Natural Resources for more information about State lands.

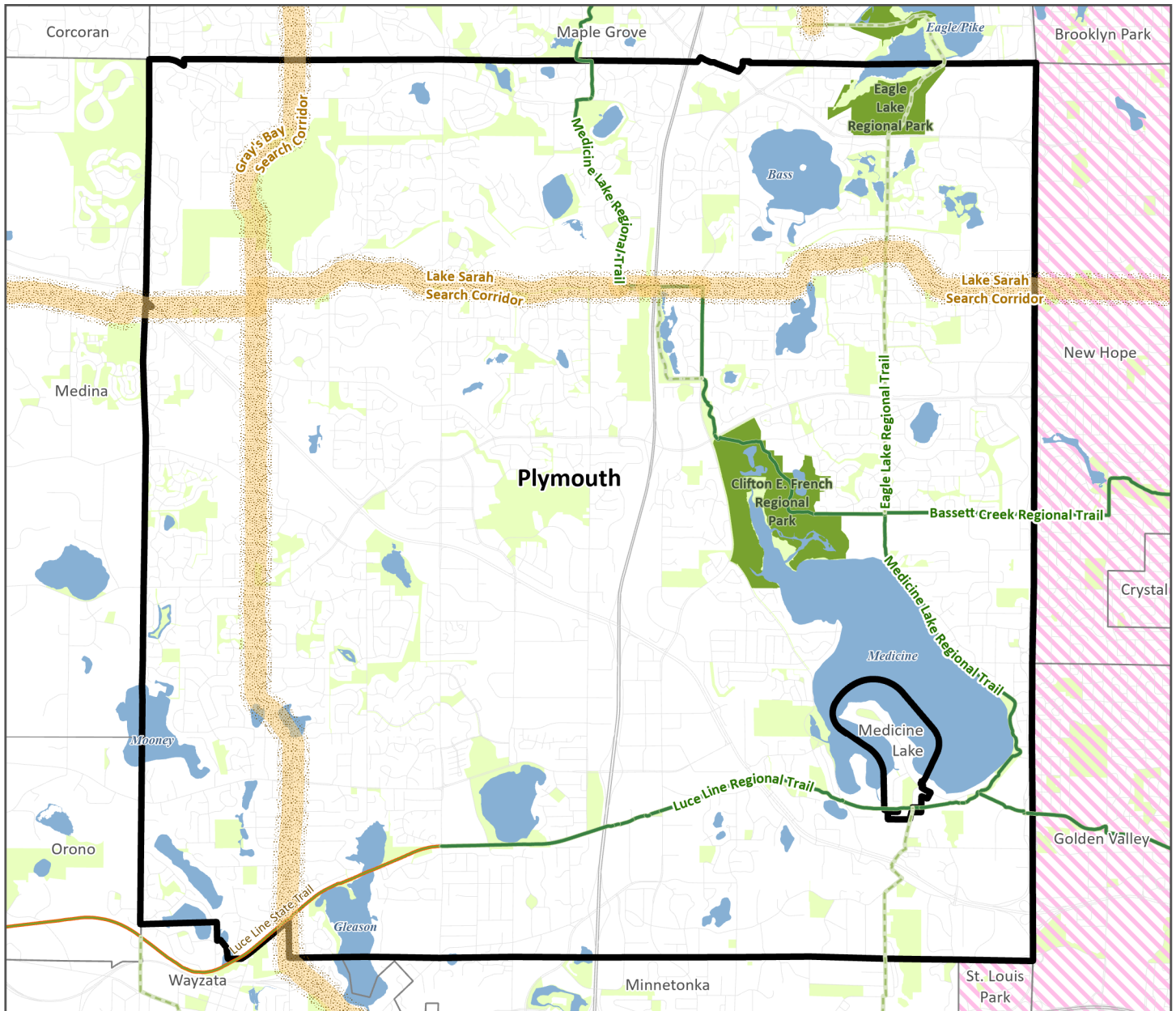
# Regional Parks and Trails System



## Long-Range Plan Boundary Adjustments and Search Areas





- Boundary Adjustment
- Park Search Area
- Special Feature Search Area
- Regional Trail Search Corridor
- Regional Trail (Open to the Public)
- Planned Regional Trail (Not Open to the Public)
- State Trails
- Regional Park (Open to the Public)
- Planned Regional Park (Not Open to the Public)
- Lower St. Croix National Scenic Riverway
- Mississippi National River & Recreation Area
- State Wildlife Management Areas
- State Parks and Recreation Areas
- MN Valley National Wildlife Refuge
- Special State Recreation Features

# City of Plymouth Regional Parks and Trails System



## Regional Parks and Trails Systems

## Other State and National Features

- |   |   |   |   |
|---|---|---|---|
|  Boundary Adjustment           |  Regional Trail (Open to the Public)             |  State Trails                      |  Other Parks, Preserves, Refuges and Natural Areas |
|  Search Area                   |  Planned Regional Trail (Not Open to the Public) |  State Parks and Recreation Areas  |  Lower St. Croix National Scenic Riverway          |
|  Special Feature Search Area    |  Regional Park (Open to the Public)              |  State Wildlife Management Areas   |  Mississippi National River & Recreation Area      |
|  Regional Trail Search Corridor |  Planned Regional Park (Not Open to the Public)  |  Special State Recreation Features |  MN Valley National Wildlife Refuge                |

---

**To:** Planning Commission

**Prepared by:** Grant Fernelius, CED Director

**Reviewed by:** Steven Schmidt, Housing Manager

**Item:** **Housing Policy Update**

---

### **1. Action Requested:**

This item is presented for informational purposes. No action is requested at this time.

### **2. Background:**

The planning commission has expressed an interest in better understanding the City's housing policies and goals and moreover what role they might play in the development of these policies going forward. Staff will provide a presentation to the commission on the following topics:

#### Background (20 minutes)

- How do cities regulate/influence housing
- How has Plymouth guided/planning for housing
- Roles and responsibilities (city council, planning commission, HRA)
- Housing incentives/tools
- Regional housing policies/goals

#### Plymouth's Housing History (10 minutes)

- Summary of the City's housing programs and services

#### Plymouth's Housing Policy Work (15 minutes)

- City Council Strategic Priorities
- HRA Strategic Plan
- 2040 Comp Plan

- Inclusionary Housing Policy
- Other Policies in Development

Discussion / Q&A (15 minutes)

### **Additional Information**

Attached are background materials that provide additional information on the City's housing policy work. Some of the information relates to the Housing and Redevelopment Authority (HRA) board which is a 7-member citizen advisory commission that serves the city council. In addition, we've included some links to the City's housing web page and Met Council's Imagine 2050 housing policies goals.

[Housing | City of Plymouth, MN](#)

[Housing - Imagine 2050](#)

### **Final Thoughts**

There is a lot of information to cover and we might not have time to take a deep dive into every element. However, the goal is to generate discussion and identify ways in which the planning commission can participate in the process going forward. We look forward to your feedback and ideas.

### **3. Budget Impact:**

None

### **4. Attachments:**

1. Plymouth Strategic Priorities (2025-2027)
2. Plymouth HRA Strategic Plan\_March 13 2021\_clean
3. 2040 Comp Plan (Housing Chapter)
4. Affordable Housing Summary (Plymouth)
5. Inclusionary Housing Policy (Plymouth)
6. 2025 Work Plan (V2)

# PLYMOUTH CITY COUNCIL 2025-2027 STRATEGIC PRIORITIES

## OUR VISION:

A city where exceptional living, stewardship and service meet!



## CITY CENTER REIMAGINED

**Outcome:** A vibrant hub for living, working, dining and recreating.

**Strategies:**

- Create thriving spaces that integrate arts, culture and community activation.
- Encourage density in residential housing to support a vibrant mix of unique and diverse restaurants, entertainment, lodging and retail businesses.
- Invest in public infrastructure to enhance parking, walkability, biking, transit access, parks and public safety.
- Seek partnerships that attract, incentivize and support development.



## A CONNECTED AND THRIVING COMMUNITY

**Outcome:** Residents have a safe place to live with high quality infrastructure and recreational opportunities.

**Strategies:**

- Encourage a variety of housing options for rental and ownership.
- Create opportunities for neighborhood scale commercial nodes and amenities.
- Initiate a Complete Streets design approach to make streets safe, accessible and convenient for all users.
- Adapt public safety services to meet changing community needs.
- Enhance community health and vibrancy through parks and connected trail systems that foster interaction, connection and recreation.



## ENVIRONMENTAL STEWARDSHIP

**Outcome:** Plymouth's environment and natural resources are clean and healthy for future generations.

**Strategies:**

- Integrate environmentally responsible practices and policies into city functions.
- Execute an Energy Action Plan and a Climate Action Plan.
- Continue progress in the Minnesota GreenStep Cities program.



## ECONOMIC STABILITY AND VITALITY

**Outcome:** A business-friendly environment that fosters economic opportunities and innovation.

**Strategies:**

- Promote business retention and expansion.
- Support workforce availability through access to housing, transportation and education.
- Continue long range financial forecasting to prepare for future changes and growth.
- Promote Plymouth's businesses, attractions, events, dining, hotels and recreation opportunities.
- Advance a transportation and infrastructure system that supports the local economy.



## OPERATIONAL EXCELLENCE

**Outcome:** A community where employees choose to work, residents choose to live, businesses choose to grow and visitors choose to return.

**Strategies:**

- Ensure changes and growth in city services and amenities are balanced with the financial impact on the city's current and future taxpayers.
- Preserve Plymouth's identity and invest in arts, culture and community engagement to celebrate what makes Plymouth unique while also embracing progress.
- Continue investments to ensure staff have equitable and competitive pay and benefits to attract and retain a highly productive workforce.
- Develop policies, training, programs and initiatives related to enhancing a workplace culture aligned with the city's CIVIC Values (Customer Focus, Integrity, Visionary, Inclusion and Connections).
- Deliver excellent and responsive customer service across all city functions.

# Plymouth HRA Strategic Plan

## City of Plymouth Housing and Redevelopment Authority



Adopted: March 9, 2021

# Table of Contents

Background.....	Page 3-4
The Process.....	Page 5
HRA Housing Priorities and Actions to Consider .....	Pages 6-13
Implementation.....	Pages 14-15

## Plymouth HRA Mission & Values

**Mission.** The Plymouth Housing and Redevelopment Authority promotes and contributes to the economic health of the community through the creation and maintenance of affordable, workforce and life-cycle housing, and active participation in the City’s development and redevelopment processes.

**Values.** The Plymouth Housing and Redevelopment Authority is a facilitator and significant contributor to creating an economically healthy and diverse community:

- Which is supportive of quality affordable and workforce housing for all incomes and family sizes.
- That promotes a variety of affordable, workforce and life-cycle housing choices dispersed throughout the City to meet the needs of a diverse population, local employment needs, household stability and educational success of children.
- Where the existing housing stock is well maintained.
- Where some older commercial buildings and areas of the community are redeveloped in a timely fashion.
- Which acquires additional resources to proactively address affordable housing shortages and redevelopment needs.
- Where the HRA works in partnership with citizens, businesses, the City Council and other City departments, and other organizations.
- Where the social services necessary to support housing and jobs in the community are available and coordinated.
- Where the HRA is committed to promoting Fair Housing and equal access and opportunity in housing.

## Background

The Plymouth Housing and Redevelopment Authority (HRA) has been an independent governmental entity since its initial creation by the City Council in 1975. The HRA is governed by a board of commissioners appointed by the City Council. Commissioners serve five-year staggered terms.

HRA members who participated in development of the HRA Strategic Plan include the following:

- Michelle Soderberg, HRA *Chair*
- Jeff Kulaszewicz
- Lucas Larson
- Aqueelah Whitfield
- Bob Huddleston
- Jim Davis, City Council Representative to the HRA

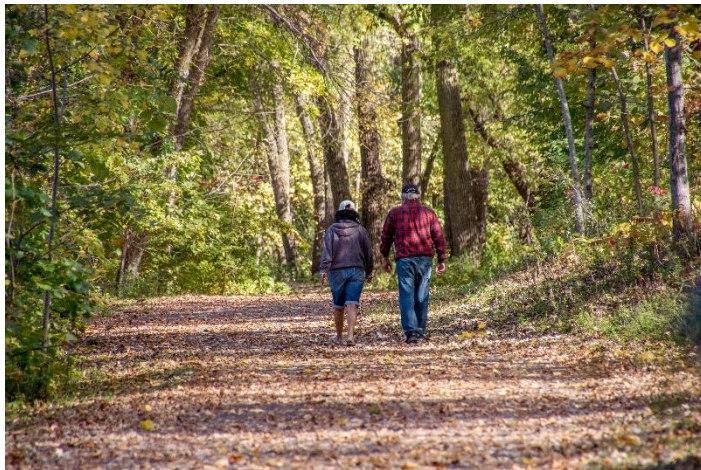
The HRA's charge is to oversee and guide in the implementation of Plymouth's housing programs and collaborate on redevelopment efforts of the City. They manage federal, state, and local grants for housing programs and administer eight active Tax Increment Financing (TIF) Districts. Funding for the HRA programs comes from the Federal Department of Housing and Urban Development (HUD) and Community Development Block Grants (CDBG), and an annual HRA levy. These funding sources support staff, existing program implementation, and the maintenance, management and administration of two HRA owned [senior housing properties](#); Plymouth Towne Square and Vicksburg Crossing.

### 2040 City Comprehensive Plan Value Statements

- **Maintain and enhance housing quality and diversity.** Plymouth values housing that is attractive, well-constructed and maintained to ensure quality of life for all residents. Plymouth also values diverse housing opportunities in neighborhoods throughout the community, including affordable housing, renter and owner-occupied housing, senior housing and lifecycle housing.
- **Meet the needs of all age groups within the City, with a particular focus on young people and the aging population.** Plymouth recognizes that the nation is aging. And the City is no exception. Plymouth will pay increased attention to the special needs of its aging population in all aspects of community life - housing, all forms of transportation, services and facilities and especially, sense of community.

Existing programs supported by the HRA include the following:

1. CDBG Programs:
  - a. First Time Homebuyer Program
  - b. Owner Occupied Home Rehabilitation Program
  - c. Owner Occupied Emergency Repair Program
  - d. Social Services
  - e. Rental Rehab Program
2. Housing Choice Voucher Program
3. Senior Rental Housing
4. Architectural Design Program
5. Home Energy Squad Plus
6. Multi-Family Fire Suppression Program
7. Housing Improvement Area Program
8. Community Land Trust Program
9. Scattered Site Rental Program
10. Private Utility Repair Program



### 2040 City Comprehensive Plan Housing Goals

- Promote the development and preservation of a supply of quality housing that is affordable at all income levels and at all stages of the life cycle.
- Encourage and ensure that all housing and neighborhoods in Plymouth are well maintained.
- Promote development patterns that link housing with services and employment centers by all forms of transportation, particularly public transit and non-motorized forms of transportation.
- Metropolitan Council identifies that Plymouth’s share of the regions need of affordable housing between 2021-2030 is 679 additional units, of which 87% should be affordable to those with incomes at or below 50% of the area median income.
- Plymouth has guided vacant land in the City to accommodate the construction of 736 affordable units.

# The Process

The HRA completed a process over the course of several months to develop a strategic plan that will solidify key HRA goals, priorities, actions and funding needs for the City and to gain consensus on the role of the HRA in supporting the housing and redevelopment needs of the City. The outreach and engagement process was conducted in a virtual format due to the limitation brought on by the Covid-19 pandemic.

The strategic planning process identified the priorities and actions outlined in this plan based upon review and evaluation of the following:

- 2040 Comprehensive Plan
- Comprehensive Rental Housing Market Study dated April 4, 2018
- Plymouth Hennepin County Consortium Consolidated Plan FY2020-2024
- 2013 Plymouth HRA Strategic Plan
- Strengths, Weaknesses, Threats and Opportunities Summary completed by the HRA and dated October 14, 2020
- Stakeholder input through Zoom and phone interviews and online surveys by residents, the City Council and HRA members.
- Stakeholder interviews including representatives from Interfaith Outreach Community Partners, Outreach Development Corporation (ODC) Board of Directors, RE/MAX, former Wells Fargo Community Lender, Summit Mortgage, Plymouth Covenant Church, Mount Olivet Church of Plymouth, Messiah Church and Wayzata Schools (Community Engagement and Partnership Coordinator, Academic Interventionist, Director of Community Education and Principal on Special Assignment.)
- A developer work session of the HRA and City Council on July 23, 2020 which included representatives from Doran Companies, Ryan Companies and CommonBond
- HRA and City Council online survey of priorities and needs completed by 80 percent of the members
- City of Plymouth flash vote completed by 1,042 Plymouth residents – 1,197 total participants which included 1,139 responding (62%) of the 1852 initially invited and 58 new participants

Stakeholder Comments
<ul style="list-style-type: none"> <li>• As the gap between housing costs and incomes increases there is a higher risk of families and children becoming homeless – <i>ODC</i></li> <li>• There is a need for larger (3 and 4 bedroom) affordable housing units for families – <i>ODC</i></li> <li>• Support higher densities to provide more opportunities for the private sector to develop new housing and commercial options desired by residents – <i>Developer Roundtable</i></li> <li>• Support zoning land for higher densities and being more flexible in local land use, building requirements and processing time is important – <i>Developer Roundtable</i></li> <li>• The top three Flashvote responses on what residents (986) would like to see more of included:                         <ul style="list-style-type: none"> <li>- 55% renovate older buildings</li> <li>- 45% mixed use housing</li> <li>- 42% first time homebuyer assistance</li> </ul> </li> </ul>

# HRA Priorities

## 1. Preservation of Existing Housing and Tenant Protections

The most affordable housing is within the existing older properties, referred to as Naturally Occurring Affordable Housing (NOAH).

**HRA Priority:** Support preservation of existing rental housing and protect vulnerable and low-income households.

- **Tenant Protection Ordinance:**

- **Goal:** Protect vulnerable and lower income residents from being displaced due to rent increases without time to find alternate housing and provided an opportunity for residents at risk of losing housing to be connected to housing and social assistance.
- **Action:** Consider adoption of a tenant protection ordinance that would outline requirements to protect tenants from being displaced when properties change ownership. Best practices include providing tenants a three (or longer) months period where there is a pause on rent increases, tenant re-screening, and non-renewal of leases without cause. An ordinance can spell out options where a new owner chooses or does not comply with the pause that can include a requirement to pay relocation benefits to tenants.

### The Facts: Need for Preservation and Protection of Tenants

- **The City's existing rental housing stock is aging** - 47% of the **rental housing** in the City was built in the 1970s and 1980s.
- **28% of the City's residents** live in rental housing.
- **43% (3,736) of renter households**, are paying more than 30% of their income on housing cost, increasing the risk of residents choosing between paying rent, eating, covering healthcare costs and other critical life and safety needs.
- **Median rent increased 18% from 2010 to 2018**; at the same time there was less available housing with a 29% reduction in the vacancy rate from 5.5% to 3.9%.
- From 2010 to 2018, **10 apartment properties sold representing 3,456** units in the City.
- **In-demand jobs in the Twin Cities do not pay enough to afford the median rent or mortgage in Plymouth.** These include critical workers to support business vitality and resident services such as cashiers, retail workers, personal care aides, nursing assistants, janitors and customer service representatives.

*Sources: Plymouth Maxfield Study, Plymouth 2040 Comprehensive Plan, MHP's Plymouth Rental Snapshot, MHP's Market Watch; Hennepin County Report*

- **Local 4d Affordable Housing Incentive**

- **Goal:** Protect vulnerable and lower income residents by preserving existing unsubsidized affordable rental units in exchange for a lower tax applied to those units. In many cases, existing properties are already providing rents at or below 60% of the area median income. However, those units are most at risk of rent escalation as vacancy rates lower and the availability of lower rental housing is reduced.
- **Action:** Evaluate adoption of a local 4d Affordable Housing Incentive that would provide qualifying **existing rental property owners** a rate reduction in property taxes from the current 1.25% to .75% per MN Statute 273.128 for qualifying rent restricted units. Per the state statute a minimum of 20% of the total units would need to have rent and income restrictions for those at or below 60% of the current area median income to be eligible for the reduced tax rate on those units. To trigger the program, the HRA, as the local unit of government, would provide nominal financial assistance to the property owner who then enters into a development agreement which outlines the rent restrictions and terms. The total amount of the reduction would be evidenced by a document recorded against the property.

- **NOAH Rehabilitation and Maintenance Program**

- **Goal:** Encourage property improvements that increase property values while protecting vulnerable and lower income residents by ensuring that a portion of a property's rents remains affordable when these properties are improved to protect the health, safety and livability of the City's older rental properties.
- **Action:** Consider expanding funding and criteria for restricting rents focused on providing assistance to **existing older rental properties** that are in need of renovation such as exterior improvements, energy efficiency upgrades, fire suppression systems and other health, safety, crime reduction and livability improvements. The assistance would be provided to help finance improvements in exchange for ensuring that a portion of the rents are kept affordable at or below 60% of the current area median incomes. The financial assistance could be structured as a loan or grant. A development agreement with the property owner that would include a covenant on the deed of the property, would be required to ensure the owners comply with the income requirements.

## HRA Housing Priorities (continued)

### 2. Increase Housing Affordability to Diversify Housing Options and Opportunity in the City

To achieve the mission of the HRA, it is important to provide opportunities to diversify the housing options and support new affordable housing including seniors, low-income families and the younger generation.

**HRA Priority:** Support more development of affordable housing and increase housing options and opportunities in the City.

- **Mixed Income Housing Policy**
  - **Goal:** Ensure high quality housing in the City is accessible to households with a variety of incomes, ages, and sizes and to increase the supply of new affordable senior and rental housing options.
  - **Action:** Consider and evaluate options for adoption of a mixed income housing policy. Mixed income housing policy (referred to as inclusionary housing policy) can tie financial or land use assistance for new housing to include a certain percentage of the total units as affordable. Some policies allow a financial contribution rather than providing units within the proposed development. Evaluations would consider the parameters that trigger the policy and outline the percentage of affordable units and/or cash contribution formula. Mixed income policy options include various triggers (city assistance, land use change, number of units, etc.) that is outlined when created and adopted.

#### The Facts: Importance of Diversifying Housing Options

- **Only 1% (18 units) of the new housing constructed in the City between 2015-18 can be considered “affordable”** to a household earning less than 60 percent of the area median income which is \$60,000 for a family of four.
- **Senior Housing Need:** The population growth from 2017 to 2022 for those age 75 to 84 is projected to have the greatest percentage growth at 32%. Incomes of current older residents are lower than the median incomes in the City. In 2017, 10% of those senior households had incomes below \$15,000 per year. Many City senior households wish to remain within their existing homes or may wish to move out but cannot afford other alternatives.
- **Entry Level Housing Need:** The population of 18 to 34-year old’s is expected to increase slightly 445 people (+1.4%) between 2017 and 2022. These are the residents that tend to rent and may be looking to put down roots in the community by purchasing their first home.
- Through October of 2020, 1,300 homes were sold with a median sales price of \$392,000: up 3% from the previous year; **an unaffordable option for many first-time buyers.**

*Sources: Plymouth Maxfield Study, MHP’s Plymouth Rental Snapshot, Realtor Association Sale Data*

- **Affordable First-Time Buyers Options**

- **Goal:** Increase the opportunity of affordable first-time homebuyers and to revitalize existing older single-family neighborhoods.

- **Action:** Evaluate expanding program criteria and policies to support the purchase and/or development of affordable, first time home buyer options. Programs and policies to be evaluated will include the enhancement of existing support for Community Land Trusts, down payment assistance and lower mortgage options. In addition, innovative program options to consider can include partnering with non-profit housing providers by providing gap funding to facilitate the connection with first time buyers to purchase existing homes from senior households who wish to sell their home.



- **Collect and Share Information on the Importance of Addressing the City's Affordable Housing Needs**

- **Goal:** Identify the economic and social benefits of a diverse and inclusive community that provides housing affordability options to all residents and workers in the City.
- **Action:** Collect and share data with residents, property owners, landlords, property managers, and government leadership on market realities, educational attainment impacts, worker recruitment and retention and health benefits of a diverse and inclusive community with a full range of housing options.

## HRA Housing Priorities (continued)

### 3. Proactively Support Redevelopment Efforts of the City

As the City of Plymouth becomes fully developed, reuse and redevelopment of property will become more important to ensure that property values remain stable and to increase options and opportunities for residents and businesses. Reuse of land that includes a mix of uses and more compact development provides options for active living, such as walking or biking, within proximity to retail, services and other amenities.

**HRA Priority:** Assist in prioritizing redevelopment opportunities and future land uses to support a mix of land uses and options for compact living.

- **Identify and Prioritize Areas for Redevelopment**
  - **Goal:** Provide clarity, consistency, and flexibility to attract private investment in redevelopment areas of the City and ensure that market demand and community vision align.
  - **Actions:** In cooperation with the City Council and other City departments, the HRA will assist with the following redevelopment efforts, where appropriate.
    - Provide input on and identify key areas of the City that need redeveloping.
    - Identify acceptable mixes of future land uses such as affordable housing, ownership/rental mix and mix of uses for redevelopment areas.
    - Identify best practices and policies for fast-track approvals and flexibility when the project meets certain requirements.

- **Assist with Assembly of Land for Redevelopment**

- **Goal:** Increase partnerships and opportunities in the redevelopment of land by leveraging property control to support community goals, facilitate and promote private investment and increase availability of affordable housing.
- **Action:** Provide assistance in identifying site acquisition tools and financing options to support assemblage of key (re)development sites under multiple ownership.

- **Identify and Share the Benefits of Investing in Redevelopment**

- **Goal:** Facilitate and support agreement on redevelopment priorities through education, collaboration and increased engagement of residents to support a healthy and vibrant community.
- **Actions:** Collect and share information on current market realities, redevelopment goals, and plans including:
  - Providing information to newly elected and appointed policy leaders on HRA mission, values, priorities and goals.
  - Offering site visits and tours of successful regional redevelopment projects.
  - Conducting stakeholder engagement sessions/neighborhood meetings and engaging underrepresented populations.
  - Clearly document stakeholder support for the redevelopment plan(s).



## HRA Housing Priorities (continued)

### 4. Coordinate Funding Sources and Financial Strategies

To adequately support the HRA Strategic Plan, additional and aligned funding resources will be important. As federal and state resources become more constricted, local sources of funding for housing and redevelopment will become more important to ensure that the priorities and goals of the City and HRA are achieved. As projects are considered by the HRA adequate funding will need to be identified for implementation.

**HRA Priority:** Proactively meet the housing and redevelopment needs of the City and be a partner with the private sector in development and redevelopment that achieves the HRA mission.

- **Assist in Identifying Adequate Funding Sources in the Support of the HRA Mission, Values and Priorities**
  - **Goal:** Annually review options and opportunities to support the programs and policies outlined in the HRA Strategic Plan through the City budgeting process.
  - **Action:** Evaluate local, federal, state, and county resources to implement the priorities and programs identified in the HRA Strategic Plan. Work with City administration on incorporating and analyzing the effects on utilizing local resources on the City's 10-Year Financial Plan.
    - **HRA Levy:** The primary method of financing the delivery and administration of housing and redevelopment programs is through the HRA authority provided through Minnesota State Statute 469. The statute allows the HRA, with approval by the City Council, to *levy a tax to give, sell, buy, transfer, or convey properties as necessary to remove blight and promote affordable, safe and decent housing*. The HRA levy is evaluated and set annually by the City Council upon the recommendation of the HRA.
    - **Pooled Tax Increment Financing:** Tax Increment Financing is a local government tool that can be utilized to support redevelopment and affordable housing as allowed by Minnesota State Statute 469. A portion of tax increments can be pooled and utilized outside of the boundaries of the district from which they were collected and can be a source to support priorities outlined in the HRA Strategic Plan.

- **Adopt a Public Subsidy Policy**

To be successful in achieving the priorities for housing and redevelopment, it is important for the HRA and City Council to clearly outline the goals and objectives of providing public funds toward that effort. This includes identifying public subsidy policies accepted and utilized for the purpose of implementing the HRA Strategic Plan. Clarity and consistency in how the HRA and City respond to requests for assistance for development proposals decreases uncertainty and risk resulting in lower costs to preserve and build affordable and market rate housing and redevelopment projects.

- **Goal:** Ensure that the City and HRA leaders are accountable to City residents on the utilization of public resources and provide clarity to the development community on what is acceptable public support to achieve the mission and vision of the City.
- **Action:** In partnership with the City Council and other City departments, seek financial consulting assistance to adopt a clear and strong public finance policy.



## Implementation

The **four priorities** outlined in the HRA strategic plan and implementation of the action steps will require the HRA to prioritize their time, staff capacity and financial resources to be successful. The following is a schedule to help guide the HRA and staff in the successful planning and implementation of the HRA Strategic Plan action steps.

Priority	Actions Steps	Timing	Financial Resources	Impact on HRA Mission
1.a	Tenant Protection Ordinance	⌚ ⌚	\$	☆☆
1.b	Local 4d Affordable Housing Incentive	⌚ ⌚	\$⤴	☆☆☆
1.c	NOAH Rehabilitation and Maintenance Program	⌚ ⌚	\$\$	☆☆☹
2.a.	Mixed Income Housing Policy	⌚ ⌚ ⌚	\$⤴	☆☆☹
2.b.	Increase Options for Affordable First-Time Buyers	⌚ ⌚	\$\$	☆☆☹
3.a	Identify and Prioritize Areas for Redevelopment	⌚ ⌚ ⌚	\$⤴	☆☆
3.b	Assist with Assembly of Land for Redevelopment	⌚ ⌚	\$\$	☆☆
3.c.	Educate the Community and Policy Leaders on the Benefits of Investing in Redevelopment	⌚ ⌚	\$	☆☆
4.a	Increase HRA Levy Dollars	⌚ ⌚	\$\$	☆☆☹
4.b.	Adopt a Public Subsidy Policy	⌚ ⌚	\$	☆☆

Timing Key		
Short Term	Median Term	Longer Term
⌚	⌚ ⌚	⌚ ⌚ ⌚
Work on Immediately and will have the most substantive impact on achieving the HRA mission.	Policies and programs that require additional research and collaboration	Outside resources, stakeholder input and collaboration required to fully understand the implication of the policy or program
Complete in 2021	Complete within 1-3 years	Complete within 3-5 years

Financial Resources Key		
Low Cost	Medium Cost	High Cost
\$	\$\$	\$\$\$
Ability to complete with existing resources	A modest increase in the HRA levy and budget would be required	A substantial increase in the HRA Levy and budget would be required

Impact in Achieving HRA Mission		
Low Impact	Medium Impact	High Impact
★	★★	★★★
Limited number of residents benefit and little to no property value increase from implementation of program or policy	Several residents benefit and/or increased property value results from implementation of program or policy	Many residents benefit and/or larger property value increase resulting from implementation of program or policy

CHAPTER 4  
Housing Plan

## TABLE OF CONTENTS

CHAPTER PURPOSE.....	1
GOALS AND POLICIES .....	1
HOUSING OPPORTUNITIES .....	3
LIFE-CYCLE HOUSING .....	3
Life Cycle Housing Indicators .....	4
Housing Programs.....	4
Fair Housing .....	5
AFFORDABLE HOUSING .....	5
Affordable Housing Indicators.....	5
Affordable Housing Programs .....	6
Community Housing Goals .....	6
HOUSING MAINTENANCE AND PRESERVATION .....	7
Housing Condition Indicators .....	7
<i>Figure 4-1: Affordable Housing Opportunity Areas: 2021-2030</i> .....	8
<i>Figure 4-2: Re-Investment in Homes</i> .....	9
Housing Maintenance Programs .....	10
IMPLEMENTATION.....	11

## LIST OF APPENDICES

- 4A HOUSING CHARACTERISTICS
- 4B HOUSING PROGRAMS

## Chapter 4

# HOUSING PLAN

### CHAPTER PURPOSE

The Housing Plan establishes standards, plans and programs to meet existing and projected housing needs in Plymouth. It also identifies strategies to promote the development of low and moderate income housing as defined by state law. The Housing Plan will help Plymouth integrate housing into the City's overall development objectives and encourage the private sector to meet identified housing needs. The plan is intended to provide direction as the City responds to and creates opportunities for the development of affordable and life cycle housing, promotes efficient and well-integrated development and maintains the City's neighborhoods and housing stock.

This chapter, along with the associated appendices, provides information on present and future housing demand in Plymouth, present housing supply and housing mix, current and proposed housing programs and the trends associated with these elements of Plymouth's housing stock. The primary sources of data are the Metropolitan Council, Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy data, the American Community Survey, Housing Link Streams data, the U.S. Census, Hennepin County and the City of Plymouth. When the results of the 2020 U.S. Census are available, the City will analyze them to determine if the plan will require updating.

### GOALS AND POLICIES

Promote the development and preservation of a supply of quality housing that is affordable at all income levels and at all stages of the life cycle.

- Provide opportunities for the development of quality housing that is diverse in terms of ownership, price, type and style.
- Ensure that Plymouth provides housing opportunities for households at all stages of the life cycle, including first time homebuyers and those wishing to move up to their second or third home and households wishing to down size as households age.
- Promote the use of sustainable design practices for proposed housing projects.

- Actively encourage residential developers to include housing that is affordable to low- and moderate-income persons and local employees as part of their proposals in order to provide a range of mixed-income housing throughout the community. Toward that end, the City will provide information about Plymouth’s goals for affordable housing to anyone inquiring about possible development within the city.
- Work with owners of existing Naturally Occurring Affordable Housing (NOAH) properties to preserve and maintain quality, affordable housing throughout the city.
- Provide financial and technical assistance, when appropriate, to developers of housing that is affordable to low and moderate income persons.
- Promote the development of housing for persons with special needs, including accessible housing for persons with disabilities.
- Support efforts to assure equal access to housing in Plymouth regardless of race, color, creed, religion, sex, national origin, disability, marital status, status with regard to public assistance, sexual orientation, and familial status.
- Continue to pursue federal and state resources on behalf of developers for affordable housing that help meet Plymouth’s need for low and moderate income life cycle housing.
- Review all development proposals for their potential to contribute toward meeting the City’s goals for affordable housing.

Encourage and ensure that all housing and neighborhoods in Plymouth are well maintained.

- Support programs and activities that promote the maintenance and enhancement of the Plymouth housing stock.
- Support local programs that provide low and moderate income households with financial assistance to maintain and rehabilitate their housing.
- Preserve the current affordable housing stock in the city through programs to assist with maintenance activities.

Promote development patterns that link housing with services and employment centers by all forms of transportation, particularly public transit and non-motorized forms of transportation.

- Support residential development that makes efficient use of land and public infrastructure.

- Provide opportunities to develop new housing that is affordable to low and moderate income persons in areas that are accessible to employment centers and public amenities through public transit and non-motorized transportation.
- Work with Plymouth businesses to identify opportunities to promote affordable housing to meet the needs of the area workforce.
- Support efforts to maintain and rehabilitate existing affordable housing in areas that are near employment centers and public amenities.

## HOUSING OPPORTUNITIES

This Plan addresses the following key housing opportunities: 1) life cycle housing; 2) affordable housing; and 3) housing maintenance and preservation.

### LIFE-CYCLE HOUSING

Life-cycle housing is housing that meets the needs of all residents in various phases in life. It ranges from housing for young adults establishing new households to homes for growing households with children and housing for seniors in their retirement years. To accommodate this range, the City's housing supply needs to be diverse, consisting of a variety of prices and styles of housing. Furthermore, providing an adequate supply will require an adequate response from both the private and public sectors.

In 2016, Hennepin County indicated the City's mix of housing included 16,724 (53 percent) detached housing units and 14,727 (47 percent) attached housing units. Sixty-eight percent of Plymouth's housing units are owner-occupied; thirty-two percent are renter-occupied. The number of non-family households has remained constant since the previous plan in terms of percentage of population. This is most likely due to new development in northwest Plymouth oriented toward households with children (family households) balancing out the aging population in many other areas of the city. A non-family household consists of a person living alone or a householder who shares a home with nonrelatives only; for example, with roommates or an unmarried partner. Approximately 41 percent of Plymouth's housing units are affordable to low and moderate income households, which are households at or below 80 percent of the area median income. City officials will monitor this mix throughout the planning period so that imbalances may be identified.

## Life Cycle Housing Indicators

Indicators of the future need for additional life-cycle housing or greater housing diversity include: 1) changes in age of population; 2) changes in household structure; 3) changes in the availability of different types of housing; 4) supply of and demand for senior housing; and 5) supply of and demand for special needs housing.

Demographic trends indicate that Plymouth's population is aging, and the community is seeing an increase in non-family and non-traditional households. According to the Metropolitan Council's housing stock estimates, the City currently exceeds the metropolitan area's average for multi-family housing, which is 31 percent. Waiting lists for senior housing suggest that current demand exceeds supply (see Appendix 4A).

Plymouth will promote housing diversity, but recognizes that several factors may limit the City's ability to meet life-cycle housing needs in Plymouth between now and 2040.

- The supply and mix of housing, both rental and ownership, may not keep pace with the demand created by the increasing number of elderly and the lower number of family households. Such changes indicate that the demand for alternatives to the detached home will continue to be strong in the future.
- Sites suitable for additional higher-density housing types, such as apartments, are limited.
- The property tax system discourages investment in rental housing. In addition, the 1986 federal income tax reforms eliminated incentives that had encouraged significant investment in rental housing and continue to discourage this type of development.
- Public resources that help provide special needs housing for the elderly and disabled are limited.
- The demand for affordable family and senior housing exceeds the supply.

## Housing Programs

As people go through various stages and/or changes in their lives, their housing needs and desires change. The City provides the leadership, through its policies and programs, to meet the anticipated future housing needs of all residents.

In consultation with the City Council, the Plymouth Housing and Redevelopment Authority (HRA) is the primary municipal agency that administers housing assistance programs in Plymouth. The HRA and its staff work closely with staff from Hennepin County, Minnesota Housing Finance Agency, U.S. Department of Housing and Urban Development (HUD) and local lenders, realtors and landlords. The HRA administers programs that address the need for life-cycle and all other housing needs within the city.

## Fair Housing

Fair housing is the assurance that adequate housing opportunities are available to all residents. The City's role is to ensure that landlords and renters are aware of state and federal regulations prohibiting discrimination in housing for any member of society based on religion, sexual orientation, gender, physical disability or race.

The HRA participates in the Fair Housing Implementation Council, which is a consortium of 16 organizations that provide public education, complaint resolution and fair housing testing in Plymouth as well as the entire seven county metropolitan area. When issues or concerns are brought to the attention of the City, referrals are provided to outside organizations such as HOME Line.

## AFFORDABLE HOUSING

HUD defines affordable housing as housing for which a household pays no more than 30 percent of its income toward housing costs. As detailed on the following page, the Metropolitan Council has further refined this definition.

### Affordable Housing Indicators

Indicators of affordable housing need include: 1) household income; 2) housing cost as a percent of household income; 3) jobs and housing relationship; 4) availability of affordable housing units; and 5) supply of and demand for subsidized housing units.

Although Plymouth's median income exceeds the metropolitan area median, there are a number of households for which housing affordability is an issue. The 2015 American Community Survey five-year estimates show the number of renter households and homeowners paying more than 30 percent of their income for housing has increased in Plymouth over the past ten years by 310 households, which is about a

six percent increase. In addition, given the high cost of housing in the city and the wages earned by non-resident workers, housing costs are likely an obstacle for some non-resident workers.

Based on Metropolitan Council estimates, roughly 41 percent of Plymouth's housing units are affordable to households at or below 80 percent of the area median income. At the time of this report, there were nearly 779 units of subsidized rental housing and rental housing occupied by individuals holding 357 Housing Choice vouchers (Section 8) in the city. For a current list, visit [www.plymouthmn.gov/housing](http://www.plymouthmn.gov/housing). Looking at new construction, the cost of land in Plymouth will make it increasingly difficult to add affordable housing with single family homes. Based on regional figures, the demand for affordable housing still exceeds the supply. This is the case in almost all metropolitan area communities.

### Affordable Housing Programs

The City and the HRA support federal, state and local housing programs to assist low and moderate income persons. In addition to taking advantage of state and federal funds, from 2000 to 2015, the City used almost \$8.6 million in local property tax dollars to promote and support affordable housing. The City has been proactive in providing affordable housing opportunities in the past and will continue efforts into the future. Housing costs in Plymouth are higher than the average for the metropolitan area and this makes it difficult for a homebuyer to be able to purchase a home in the city. According to the Metropolitan Council, 18 percent of Plymouth households earning 80 percent or less of the area median income are housing cost-burdened. In an effort to mitigate the high cost of housing, the City offers a first-time homebuyer program that provides up to \$25,000 to assist with the down payment, closing costs and mortgage principal reduction. Through 2015, the City has assisted 184 buyers, providing over \$3,000,000 in funding. Plymouth will continue to market this program to offer homeownership options to moderate income first-time homebuyers.

### Community Housing Goals

With assistance from other housing-oriented groups, in 2015 the Metropolitan Council developed new forecasts of affordable housing need in the metropolitan area from 2021-2030 and assigned a proportional share (goal) to each community. The new housing needs are separated into three groups that are based on the percentage of household income. The three groups or "bands" as the Metropolitan Council refers to them, include households at or below 30 percent of the area median income (AMI); households between 31 and 50 percent of the AMI; and households between 51 and 80 percent of AMI. Plymouth's overall share has been set at 679 units for the 10-year period. This goal serves as a benchmark for the City as it

promotes development that maintains the livability in the city and provides opportunities for affordable and life-cycle housing that is efficient, compact and well-integrated. There are sufficient acres available in higher density areas to allow for the potential development of 736 units of affordable housing (see Figure 4-1). Nevertheless, the City's affordable housing goal will be difficult to meet due to factors that include high land prices, inflationary pressure on building materials, dwindling financial resources, and limited availability of land for commercial purposes.

The implementation activities outlined later in this section serve as the Housing Action Plan for achieving the goal identified by the Metropolitan Council. Supporting demographic information can be found in Appendix 4A.

## HOUSING MAINTENANCE AND PRESERVATION

The current condition of Plymouth's housing stock is good. However, programs fostering housing maintenance will become increasingly important as the community ages. Good housing maintenance promotes stability and appreciation in housing values and helps create a sense of community. The City and HRA believe that NOAH properties are an asset to the community and will continue to work with property owners to retain these types of properties in the city.

### Housing Condition Indicators

Indicators of housing condition include: 1) age of housing; 2) housing values; and 3) exterior condition. Since a majority of the housing in Plymouth is less than 35 years old, the condition of most of the housing supply is good. Since 1990, the Plymouth HRA has provided approximately \$2,389,450 for the rehabilitation of 188 homes in the city. Housing in need of rehabilitation is scattered throughout the city, with most scattered in the southern and eastern areas near Parkers Lake and Medicine Lake. However, at this time, Plymouth has no concentrated areas in need of rehabilitation.

The southern and eastern areas of the city also have the majority of Plymouth's oldest homes – over 50 years old. Based on building permit data, 19 percent of these homes had additions or alterations between 1991 and 2016. While investment is being made in the City's oldest housing, more may need to be done to ensure that older neighborhoods are maintained (Figure 4-2).

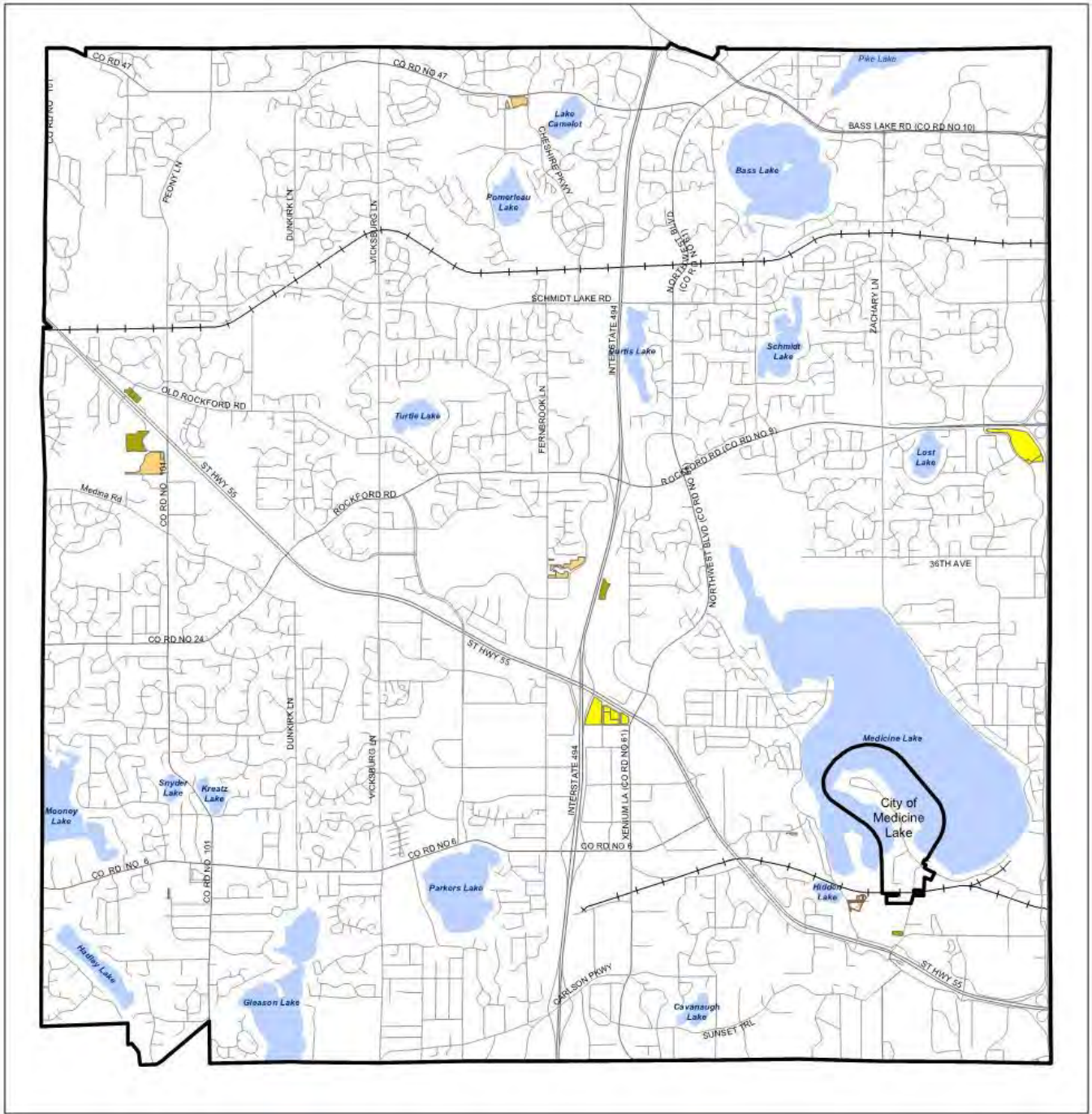


Figure 4-1  
**Housing Opportunities**

As of 5/15/2018

- LA-3 Vacant 20.1 Acres
- LA-4 Vacant 13.5 Acres
- Underdeveloped LA-4 3.6 Acres
- MXD-R 34.3 Acres



THIS REPRESENTS A COMPILATION OF INFORMATION AND DATA FROM CITY, COUNTY, STATE AND OTHER SOURCES THAT HAS NOT BEEN FIELD VERIFIED. INFORMATION SHOULD BE FIELD VERIFIED AND COMPARED WITH ORIGINAL SOURCE DOCUMENTS.

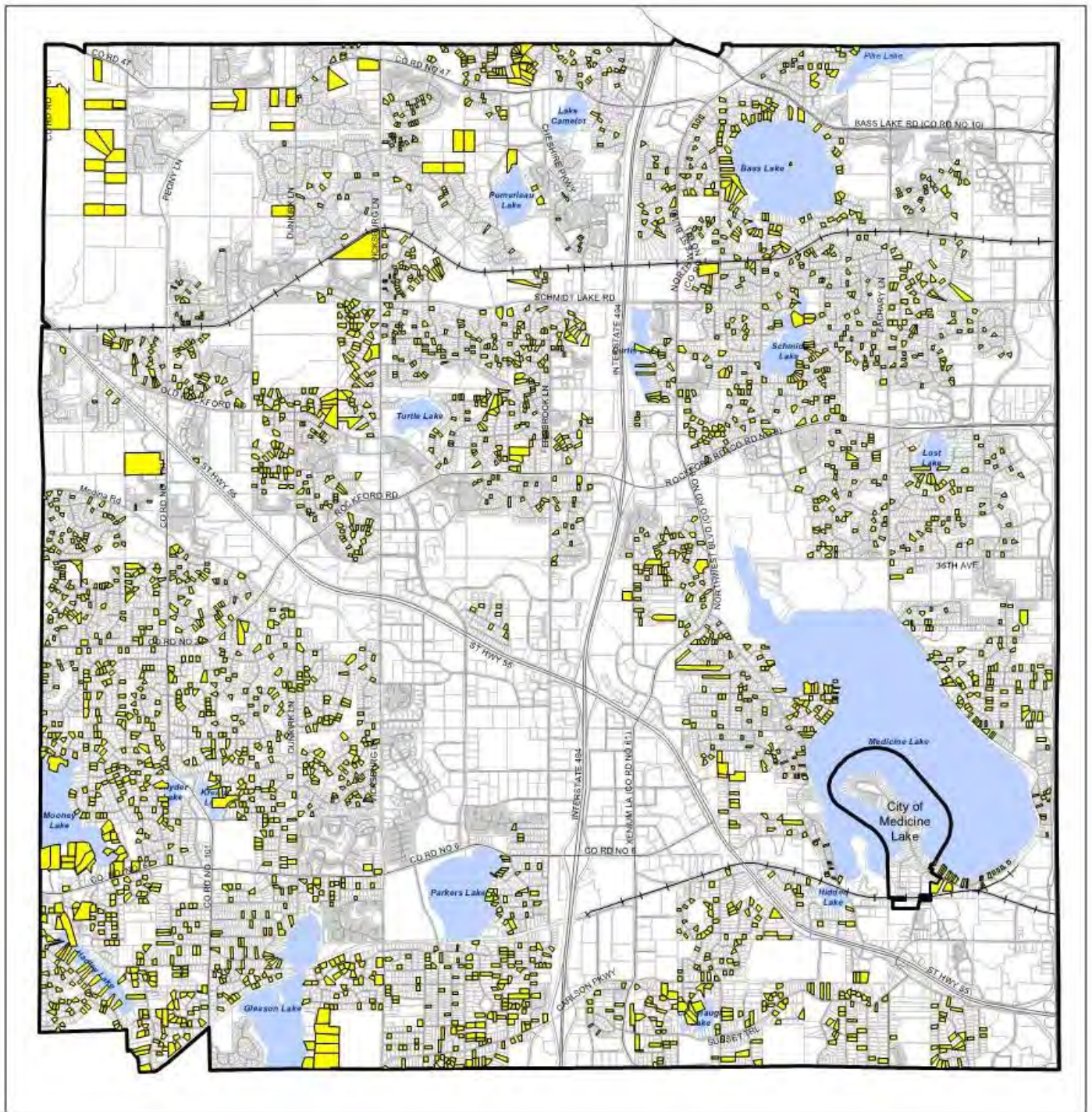



Figure 4-2  
**Re-Investment in  
 Homes**

 Building Permits with Estimated  
 Cost over \$25,000 between  
 1990 and 2015

\* City of Plymouth Building Permit Data



THIS REPRESENTS A COMPILATION OF INFORMATION AND DATA FROM CITY, COUNTY, STATE AND OTHER SOURCES THAT HAS NOT BEEN FIELD VERIFIED. INFORMATION SHOULD BE FIELD VERIFIED AND COMPARED WITH ORIGINAL SOURCE DOCUMENTS.

Housing condition is also related to value. Median housing values in Plymouth exceed values in both Hennepin County and the metropolitan area.

The 2014 American Community Survey (ACS) identified one type of substandard housing condition in Plymouth. It indicated that there were 16 units that lacked complete kitchen facilities. In addition, the ACS identified less than one percent (180 units) as being overcrowded, which is defined as more than one person per room.

The City's Housing Maintenance Code and rental housing licensing programs have identified housing in need of continued maintenance and renovation. In 2015, the City licensed 8,896 units in 1,598 buildings. As part of the licensing program, the City inspects units for code compliance. The City identified 241 violations in 2015. The City may need to expand its efforts to provide housing assistance to owners of affordable rental and homesteaded units to ensure older units remain in good condition.

### Housing Maintenance Programs

Six City programs support well-maintained housing and neighborhoods. These include the Housing Maintenance Code, rental licensing, homeowner rehabilitation, multi-family fire suppression upgrade program, Crime-Free Multi-Housing and Neighborhood Watch. Through these programs, the City is able to continually monitor the condition of the City's housing stock and require owner compliance with the Housing Maintenance Code when applicable.

The City supports a number of local non-profit groups that help residents with housing-related issues. They include Interfaith Outreach, People Responding in Social Ministry (PRISM), Community Action Partnership of Hennepin County (CAPHC), HOME Line, Senior Community Services, Hammer Residences and Habitat for Humanity.

## IMPLEMENTATION

### *Description*

### *Timing*

**Livability of Housing and Neighborhoods** – Continue to support programs that improve the livability of housing and neighborhoods such as Neighborhood Watch, Crime-Free Multi-Housing, Interfaith Outreach, PRISM, CAPCH, Senior Community Services and HOME Line.

Ongoing

**Financial Support and Technical Assistance for Maintenance and Development of Affordable Housing** – Any affordable housing development in Plymouth will be a fiscal challenge. Consequently, stipulating an implementation strategy based on an affordability band is not practical. Given the economics of development in Plymouth, multiple fiscal tools will be necessary for a successful project, many not controlled by the City. The City of Plymouth and Plymouth Housing and Redevelopment Authority (HRA) have previously used and will continue to consider using the following tools:

Ongoing

- Zoning and land use flexibility
- Project-based vouchers
- Legislative allowance of using excess tax increment
- Fee waivers
- Tax increment financing
- Tax abatement
- 4d tax incentives
- Effective referrals
- Excess tax increment from existing districts (when feasible)
- Land acquisition (when appropriate)
- Participation in regional collaborations
- Along with these City and HRA-administered financing tools, the City will support applications to other agencies such as:
  - Metropolitan Council;
  - Hennepin County;
  - Minnesota Housing Finance Agency; and
  - Federal Home Loan Bank.

*Description*

*Timing*

(continued from page 11) The City of Plymouth will engage all new developers as they submit applications for new housing and work with them to determine whether a portion or all of the units could be developed as affordable housing. Plymouth will strive to serve those in the lower bands of the affordability spectrum. However, the strategy is to provide affordable housing, no matter the specific band. The determination of which tools or programs the City and HRA will use to assist a particular development will be made on a case-by-case basis and will be customized to that development to provide the most effective use of all available resources. It is the intent of the City to give higher priority in funding decisions to projects that provide housing affordable to households at 30 percent of Area Median Income or below.

Ongoing

**Support for Existing Low and Moderate Income Rental Housing** – Continue, through the HRA, to operate the following programs:

Ongoing/  
Short

- Plymouth Towne Square (a 99-unit apartment building for low and moderate income seniors);
- Vicksburg Crossing (a 96-unit apartment building for low and moderate income seniors); and
- Housing Choice Voucher Program.

**Preserve existing affordable housing and Naturally Occurring Affordable Housing (NOAH) whenever feasible.**

Ongoing/  
Short

To that end, the City and HRA will carry out the following actions:

- Create and maintain a list of NOAH properties located in the city;
- Consider the establishment of a dedicated funding source to assist NOAH properties that are being considered for purchase in order to maintain their affordability;
- Create and maintain a list of all publically subsidized properties in the city along with relevant information about the property;
- Continue to have conversations with owners of publically subsidized and NOAH properties to stay abreast of their future plans;
- Consider amending the City’s Rental Licensing Ordinance to provide for a 90 day notification to the City and residents of the pending sale of NOAH property;

<i>Description</i>	<i>Timing</i>
<ul style="list-style-type: none"> <li>• Consider a policy that would allow tenants in “good standing” who reside at a NOAH property that has been sold to remain at the property for up to 12 months even if rental criteria for tenancy has changed that makes them no longer eligible to rent at the property; and</li> <li>• Research potential programs that may provide a benefit to the Sun Valley mobile home park residents.</li> </ul>	Ongoing/ Short
<p><b>Regulatory Barriers to Affordable Housing</b> – Study and make recommendations on changes to zoning, subdivision and other code requirements that may be impediments to developing and maintaining housing affordable to low and moderate income residents, particularly those in the lower spectrum of the affordability bands. The City will review the concept of a Mixed-Income/Inclusionary housing policy and monitor how such policies are working in neighboring cities.</p>	Ongoing/ Short
<p><b>Housing and Employment Relationships</b> – Study the relationship between affordable housing and the ability of Plymouth businesses to recruit and retain employees. Through the Plymouth Economic Development Authority (EDA), the City will engage with local businesses to determine if they have identified staffing issues that are a result of the lack of lower cost housing and develop strategies to mitigate identified issues.</p>	Short
<p><b>Impact of Assessments and Fees on Housing Affordability</b> – Study the impact of City assessments and fees on housing affordability and lower income residents. Consider the feasibility of waiving or reducing assessments and fees for new housing that is affordable to low and moderate income residents.</p>	Short
<p><b>Housing Conditions</b> – Identify substandard, blighted or deficient housing in order to target housing maintenance code enforcement, housing rehabilitation assistance programs and possible redevelopment. The HRA’s rehabilitation programs target households at the lower spectrum of the affordability bands when possible to assist those with the greatest needs.</p>	Ongoing

<i>Description</i>	<i>Timing</i>
<b>Truth in Housing</b> – Study the feasibility of establishing a program to require a property inspection and disclosure report before residential property changes hands and determine if there is a greater impact on lower income households purchasing or renting in the city.	Medium
<b>Zoning Ordinance</b> –Continue to use the annual Zoning Ordinance update to address new housing trends.	Ongoing
<b>Section 8 Project-Based Properties</b> – Encourage owners of existing affordable properties to renew their contracts with HUD or encourage and facilitate the sale of such properties to new owners who will renew these contracts with an emphasis on providing housing to lower income populations.	Ongoing
<b>Long Term Affordability</b> – Use techniques, such as land trusts or property encumbrance, to maintain long term affordability of housing receiving assistance.	Ongoing
<b>Housing and Industrial Bond Policies</b> – Use policies to leverage affordable housing beyond minimums required by law and to generate revenue to support affordable housing efforts of the HRA.	Ongoing
<b>Transitional/Emergency Housing</b> – Encourage local social service agencies to develop a transitional housing facility in Plymouth that targets individuals and households at the lower end of the income spectrum.	Medium
<b>Housing Maintenance Education</b> – Develop a voluntary education and inspection program for existing housing, with rehabilitation assistance for income-qualified residents.	Medium
<b>Housing Maintenance</b> – Continue to provide technical assistance and, as a lender of last resort, financial assistance to townhome and condominium associations to maintain and renovate low and moderate cost older buildings.	Ongoing

<i>Description</i>	<i>Timing</i>
<b>Rental Housing License Program</b> – Continue to enforce life safety and other minimum housing standards for all rental units in the city.	Ongoing
<b>Legislative Initiatives</b> – Encourage and support legislative initiatives that provide incentives and eliminate disincentives and penalties for cities to assist affordable housing (e.g., tax increment financing and fiscal disparities).	Ongoing
<b>Property Taxes</b> – Support equity in property taxation for non-homestead residential (rental) properties.	Ongoing
<b>Fair Housing</b> – Continue to support and publicize fair housing programs and policies. The City will consider the adoption of a local Fair Housing Policy.	Ongoing/ Short

# HOUSING CHARACTERISTICS

## AGE OF POPULATION

The population of Plymouth, as well as the metropolitan region, is aging. The Metropolitan Council's Thrive MSP 2040 plan predicts that one in five residents will be age 65 and older in 2040, compared to one in nine in 2010. While the population is aging, Plymouth still remains an attractive community to younger households desiring a convenient location in the Twin Cities with quality housing, natural amenities, highly rated schools, good public services and recreational opportunities.

The change in the age distribution of Plymouth residents between 2000 and 2010 illustrates how a city's population can change over time (Table 4A-1). In the ten-year period between 2000 and 2010, the largest percentage population increase occurred among older adults ages 55 and over, while the younger age groups of (0-4) and (5-14) declined for the first time. The decline in the younger population is not unique to Plymouth and is one that is being seen nation-wide. It is important to note that the younger age group decline from 2000 to 2010 is somewhat mitigated when viewing the 2014 American Community Survey five-year estimates. These combined numbers for the age groups 0-4 and 5-14, while still below 2000 figures, did rise somewhat. This indicates that in the period between 2010 and 2014, Plymouth's younger population was growing. This is most likely related to the desirability of single-family homes in the northwest section of the city and the high quality schools in the area.

From 1990 to 2000, the 35-44 age group saw a 28 percent increase, however, this age group experienced a decrease of 23 percent or just over 3000 persons from 2000 to 2014. This data will be important to monitor as Plymouth plans for future housing.

During the same time period, the greatest percentage increase was in persons over 65. During the period covered by this plan, the City expects to see continuing increases in the number of older residents. As the families that moved to Plymouth age, the parents will become empty nesters and begin to retire, and their children will become young, independent adults. Both groups will need housing that is affordable and appropriate to their needs, including supportive living arrangements.

TABLE 4A-1  
CHANGE IN AGE DISTRIBUTION

Age Range	2000 Total	2010 Total	Change	% Change	2014 ACS 5-year
0 to 4	4,595	4,202	(393)	-8.5%	4,436
5 to 14	10,334	9,462	(872)	-8.4%	9,276
15 to 24	7806	8,101	295	3.8%	7,578
25 to 34	9,068	9,566	498	-5.5%	10,610
35 to 44	12,647	9,522	(3,125)	-24.7%	9,698
45 to 54	10,622	11,899	1,277	12%	11,589
55 to 64	5,835	9,307	3,472	59.5%	10,077
65 +	4,987	8,517	3,530	70.8%	9,604
<b>Total</b>	<b>65,894</b>	<b>70,576</b>	-	-	<b>72,868</b>

Source: 2000, 2010 U.S. Census and 2010-2014 ACS 5-Year Estimates

## HOUSEHOLD STRUCTURE

Over the past 30 years, the size and make-up of families has changed nationally as well as in Plymouth. From 2000 to 2010, family households overall grew by 1,576, however, married couple families grew by less than half that number at 738. Married couple families with children under 18 years of age saw the largest decline of all householder categories, losing 988 during the decade. As would be expected, non-family households saw one of the largest increases, growing by 2,267, of which the vast majority were one-person households.

In 2010, Plymouth had a higher percentage of its population in family households than in non-family households. As the population continues to age and as trends in the formation of more non-traditional families in Hennepin County continue, the City can expect more non-traditional families and non-family households.

TABLE 4A-2  
CHANGES IN HOUSEHOLD TYPE

Household Type	2000	2010	Change	% Change
Family Households	17,555	19,230	1,675	9.5%
Married couples	15,089	15,926	837	5.5%
- With related children under age 18	7,844	6,955	(889)	-8.9%
- No related children under age 18	7,245	8,971	1,726	23.8%
Male householder, no wife present	592	869	277	46.8%
- With related children under age 18	327	477	150	45.9%
- No related children under age 18	265	392	127	47.9%
Female householder, no husband present	1,874	2,435	561	18.1%
- With related children under age 18	1,268	1,498	230	18.1%
- No related children under age 18	606	937	331	54.6%
Non-family households	7,166	9,433	2,267	31.6%
1-person	5,402	7,569	2,167	40.1%
2 or more persons	1,764	1,864	100	5.7%
<b>Total</b>	<b>24,721</b>	<b>28,663</b>	<b>3,942</b>	<b>15.9%</b>

Sources: 2000 and 2010 U.S. Census

Over the past 40 years, the average household size in Plymouth has decreased from 3.9 persons to 2.4 persons. It is expected to remain at or near 2.4 persons through 2040 (Table 4A-3). The decrease in average household size reflects a combination of lower birth rates, an increasing number of empty nester households and an increasing number of single person households. The Metropolitan Council projections suggest that household size will begin to stabilize through 2040. Both the changes in household structure and household size will have an effect on the type of housing needed in Plymouth in the future.

TABLE 4A-3  
HOUSEHOLD SIZE TRENDS

Year	Population	Households	Household Size
1970	18,077	4,645	3.9
1980	31,615	10,491	3.0
1990	50,889	18,361	2.8
2000	65,894	24,820	2.6
2010	70,576	28,663	2.4
2020*	77,200	31,800	2.4
2030*	81,400	33,400	2.4
2040*	85,100	34,700	2.5

Sources: U.S. Census; \*Metropolitan Council

## OWNER-OCCUPIED AND RENTER HOUSING

Younger individuals or couples, who are still at the early stages of their earning potential, will likely begin as renters and move to home ownership at some point. Similarly, retired individuals or couples

may wish to sell their homes in favor of renting or owning in a complex where they will need to do little or no maintenance. As the city’s population continues to age and as the city’s children grow to young adults, rental housing will continue to be in demand.

According to Hennepin County, there were 31,451 housing units in Plymouth in 2016. Of these, 21,491 were owner-occupied homesteads (68 percent) and 9,960 units were rental units (32 percent). Plymouth’s ratio of 68/32 percent is similar to many other metro communities and is almost identical to the previous ten-year period.

## HOUSING TYPES

As of December 2015, detached homes, including single family, mobile homes, farmhouses and seasonal homes, represented 53 percent of the housing stock. Multiple family housing, including duplexes, townhomes and apartments, represented 47 percent (Table 4A-4). At the present time, Plymouth has a balanced housing stock.

TABLE 4A-4  
HOUSING STOCK

Type of Housing	Number of Dwelling Units	Percent of Total
Single Family	16,656	53%
Mobile Homes	60	0.2%
Farm Houses	3	0.0%
Seasonal Homes	5	0.0%
<b>Total Detached Housing</b>	16,724	53.2%
Apartments	7,168	22.8%
Other Multiple Housing	7,559	24.0%
<b>Total Multiple Housing</b>	14,727	47.0%
<b>Total Housing Stock</b>	31,451	100.0%

Source: Hennepin County

## SENIOR HOUSING

Senior housing is one of the fastest growing segments in the housing industry, due to an aging population both nationally and locally. Over the past ten years, the City has added over 400 new units specifically designed toward an aging population. Plymouth Towne Square was the first apartment complex in the city specifically for seniors. The Plymouth Housing and Redevelopment Authority (HRA) opened Plymouth Towne Square in the Fall of 1994. The complex reached full occupancy in 1995. It provides affordable housing options for 130 residents. This complex continues to have a waiting list of over 100

applicants, which is an indication of the need for more housing of this type in Plymouth. The Plymouth HRA opened Vicksburg Crossing in 2006 to provide additional affordable, independent options. Vicksburg Crossing is a 96-unit independent senior facility that offers a mix of affordable and moderate rate units. One-third of the units are set aside for low-income seniors. The remaining two-thirds are offered at moderate rate levels. This property also maintains a waiting list.

Based on discussions with senior housing providers, projects in Plymouth have rented or sold in short timeframes. Examples include Gramercy Park Cooperatives, Bassett Creek Commons, Alterra Clare Bridge, Cornerstone Commons Cooperative, The Waters of Plymouth, Trillium Woods, Cherrywood Pointe and Summerwood assisted living.

## SPECIAL NEEDS HOUSING

Special needs housing encompasses a diverse set of populations: those who are older and frail; those with mental and/or physical disabilities; those with mental illness or chemical health issues; and those who are in need of temporary or transitional housing due to major changes or losses in their lives.

For many years, Hammer Residences has operated a successful housing and service program for mentally and physically challenged adults in small group homes and apartments scattered throughout the community. The organization houses 103 clients at 15 locations in Plymouth. Demand for this program is growing, and Hammer has indicated that it would like to develop more homes in the community.

Plymouth has a need for housing designed to be accessible for disabled persons. The City and the HRA have actively promoted and supported more accessible housing in the community. The HRA, in partnership with Habitat for Humanity, provided financial assistance for the construction of a four-unit townhome project with one accessible unit and currently owns one rental unit that is fully accessible.

## HOUSEHOLD INCOME

The federal and state governments have long used household income as a key measure for eligibility for housing programs. Eligibility is based upon extremely low-, very low-, and low-income categories defined as follows:

- An extremely low-income household has an income no greater than 30 percent of the median income of the county or metropolitan area, as adjusted for household size. In 2016, an extremely low-income four-person household was one with an income of \$25,750 or less.
- A very low-income household has an income between 31 and 50 percent of the median income of the county or metropolitan area, as adjusted for household size. In 2016, a very low-income four-person household was one with an income between \$25,751 and \$42,900.
- A low-income household has an income between 51 and 80 percent of the median income of the county or metropolitan area, as adjusted for household size. In 2016, a low-income four-person household was one with an income between \$42,901 and \$65,700.

According to the 2015 American Community Survey, which is the most current available, the median family income for Plymouth was \$85,418. This was higher than the comparable figures for Hennepin County and the metropolitan area of \$65,834 and \$75,172,000, respectively. Given the cost of housing built in the city over the past ten years, it is reasonable to assume that the median income in Plymouth still far exceeds the metropolitan area median income. While housing affordability is not an issue for the majority of Plymouth's households, the 2000 Census indicated there were 1,679 persons in Plymouth with incomes below the poverty line, which was 2.6 percent of the city's population. The 2015 American Community Survey indicated an increase in persons with incomes below the poverty line. The data indicate that this figure has increased to 4,219 or 5.8 percent of the city's population. Of those below the poverty line, four percent were age 65 and older, 10 percent were children under the age of 18, and 31 percent were female heads of household living with children under 18 years old.

## HOUSING COST AS PERCENT OF INCOME

Tables 4A-5 and 4A-6 show the relationship of housing cost and income for people living in Plymouth. Data from the 2009-2013 Comprehensive Housing Affordability survey indicate that there were 2,875 renter households in Plymouth with incomes less than 80 percent of the area median income that were paying more than 30 percent of household income for housing. These households would qualify as needing affordable rental housing based on Metropolitan Council guidelines. Data from this same survey indicate there were 2,310 homeowners with incomes less than 80 percent of the area median income in Plymouth who were paying more than 30 percent of household income for housing. These households would also be classified as needing affordable housing based on Metropolitan Council guidelines. Based on trends cited in this appendix, including an aging population and an increase in the number of non-

traditional families, it is reasonable to conclude that the number of households that would qualify as needing affordable housing has not declined in the past 10 years and more likely has increased.

TABLE 4A-5  
RENTERS PAYING MORE THAN 30 PERCENT OF INCOME FOR HOUSING

Income by % of Area Median Income	Household Type				Total
	Elderly 1 & 2 persons (62 +)	Small Related (2-4 persons)	Large Related (5+ persons)	All Other	
0 – 30%	95	525	60	340	1,020
31 – 50%	25	460	20	380	885
<b>Total: 50% or less</b>	<b>120</b>	<b>985</b>	<b>80</b>	<b>720</b>	<b>1,905</b>
51 – 80%	180	350	30	410	970
<b>Total: 80% or less</b>	<b>300</b>	<b>1,335</b>	<b>110</b>	<b>1,130</b>	<b>2,875</b>
Over 80%	15	79	0	135	229
All Households	315	1,414	110	1,265	3,104
Percent	10%	45%	4%	41%	100%

Source: Comprehensive housing affordability strategy data (CHAS), 2009-2013

TABLE 4A-6  
HOMEOWNERS PAYING MORE THAN 30 PERCENT OF INCOME FOR HOUSING

Income by Percent of Area Median Income	Household Type		Total
	Elderly 1 & 2 (under 62)	All Other	
0 - 30%	510	330	840
31 - 50%	165	285	450
51 - 80%	405	615	1,020
<b>80% or below</b>	<b>1,080</b>	<b>1,230</b>	<b>2,310</b>
Over 80%	355	1,405	1,760
All Households	1,435	2,635	4,070
Percent	35%	65%	100%

Source: CHAS data, 2009-2013

## HOUSING COSTS

According to the Minneapolis Area Association of Realtors, Plymouth’s median residential market value for single family housing increased from \$225,000 in 2001 to \$294,000 in 2007. While the recession affected housing prices throughout the nation, the market value has been increasing and Plymouth’s market value has also been rising. Over the past five years, the City has seen 6.8 percent growth in the price of single family homes and a significantly larger 54.4 percent growth in apartment values.

Plymouth's median value for single family homes in 2016 was \$325,000. In comparison, the median value during the same period for Hennepin County was \$246,500 (see Map 4A-1 and 4A-2).

Annually, the Plymouth HRA conducts a survey of rental properties in the city. The 2016 survey indicated that the average monthly rents, including utilities, for one-, two- and three-bedroom unit apartments were \$1,079, \$1,308, and \$1,533, respectively. This represents an increase in the one-bedroom units of 38.5 percent and increases in the two- and three-bedroom units of 21.5 percent and 7.2 percent, respectively, over a ten-year period. The survey also analyzed the average rent for townhomes and condominiums and found that the average rents for one-, two-, and three-bedroom units were \$1,010, \$1,470, and \$1,762, respectively. This represents an increase of 44 percent for the one-bedroom units, 31.4 percent for the two-bedroom units, and 23 percent for the three-bedroom units.

In 2006, the average rental vacancy rate was just under five percent. The industry considers five percent an acceptable vacancy rate in a balanced market. In the City's 2016 rent survey, the vacancy rate was about two percent, which is far below the industry standard and indicates that there may still be a need to build additional attached rental products in Plymouth.

## HOUSING AND EMPLOYMENT RELATIONSHIP

Plymouth has always been an attractive community for business due to its proximity to downtown Minneapolis and major highway access. In 2010, the Minnesota Department of Employment and Economic Development (DEED) indicated there were 45,881 jobs in the city. This figure has grown over the past six years and at the end of 2016 there were 51,484 jobs, which is an increase of 12 percent. Plymouth is also a net importer of jobs with more than 10,000 more people commuting into the city than there are Plymouth residents in the labor force. Due to the high number of jobs in the city, it will be important for employers to be assured there is a broad mix of housing options in the community to provide options for their employees.

## AVAILABILITY OF AFFORDABLE HOUSING UNITS

Table 4A-7 shows the number of affordable housing units in Plymouth based on information gathered by the Metropolitan Council and broken down into three bands of affordability. Plymouth had a total of 12,818 affordable units, which is about 41 percent of the city's housing stock.

From 2010 through 2015, 67 rental units and 15 ownership units were constructed that were affordable to households within the Metropolitan Council’s affordability limits.

Between 2021 and 2030, the Metropolitan Council estimates that there will be a need for 37,900 new affordable housing units in the sewer-serviced portion of the metropolitan area. Plymouth’s share of this figure is 679 units (Table 4A-8). In vacant areas guided LA-3, LA-4 and MXD-R, the City is providing the opportunity for the construction of 736 affordable units (Table 4A-9). Because of the greater availability of subsidies from federal and state sources for rental housing as compared to ownership housing, Plymouth has a better chance of increasing its supply of affordable rental housing. The high cost of land in Plymouth presents a significant challenge for the development of affordable owner-occupied housing.

**TABLE 4A-7  
AFFORDABLE HOUSING UNITS IN PLYMOUTH**

Units affordable to households with income at or below 30% of AMI	Units affordable to households with income 31% to 50% of AMI	Units affordable to households with income 51% to 80% of AMI
<b>878</b>	<b>2,607</b>	<b>9,333</b>

Source: Metropolitan Council

**TABLE 4A-8  
AFFORDABLE HOUSING NEED ALLOCATION**

Income Range	Number of Units
At or Below 30% AMI	369
From 31 to 50% AMI	219
From 51 to 80% AMI	91
<b>Total Units</b>	<b>679</b>

Source: Metropolitan Council

AMI = Area Median Income

**Table 4A-9  
LAND GUIDED TO MEET AFFORDABLE HOUSING NEED**

Land Use	2021-2030 Acreage	Number of Affordable Units
Medium Density Residential (6-12 du/ac)	20.1	120
High Density Residential (12-20 du/ac)	13.5	162
MXD-R (12-25 du/ac)	34.3	411
Underutilized LA-4 guided property	3.6	43
	71.5	736

Source: City of Plymouth

## SUBSIDIZED HOUSING UNITS

At the end of 2015, there were 779 units of rental housing in Plymouth that were publicly subsidized or had income/rent restrictions due to their specific type of financing.

While the actual number of units has increased, the HRA's HUD Housing Choice Voucher Program (Section 8) has experienced a decline in the pool of rental units accessible to low-income clients with Section 8. This is a result of higher rents in the community and fewer landlords willing to accept vouchers. As of January 2016, there were 357 households in private rental housing in Plymouth receiving Section 8 assistance. The HRA opened its Section 8 waiting list in the fall of 2017 for new applicants. There are currently 500 names on the list. The waiting list is a good indicator that there is strong unmet need for subsidized housing in the community. Table 4A-10 breaks out the publicly subsidized units by category type.

Table 4A-10  
PUBLICLY SUBSIDIZED HOUSING UNITS BY CATEGORIES

Category	Number of Affordable Units
Senior housing units	133
Housing for people w/disabilities	15
Other units	631
Total	779

## BARRIERS TO DEVELOPMENT OF AFFORDABLE HOUSING

The private market on its own has not provided the number of affordable units, either owner-occupied or rental, needed in Plymouth or within the metropolitan region. There are barriers to the development of affordable housing, some of which are within the City's control and some are not. Many of these barriers increase the cost of development and dissuade developers from undertaking affordable housing development projects.

Barriers to affordable housing beyond the City's control include:

- Steady increase in land prices. The 1995 average residential lot with public improvements sold for \$50,000 to \$60,000. Since then, prices have increased and the average new (improved) lot is selling between \$160,000 and \$250,000.

- Construction costs have been rising steadily over the past 10 years. These increases make it more difficult to provide affordable units through new construction.
- Much of the city's remaining vacant land is encumbered by wetlands, poor configuration, poor access and/or poor soil conditions, requiring construction that is more expensive and often spreading the development costs over fewer housing units.
- Most of the remaining vacant land is in the northwest area of the city where there are no major roads and limited opportunity for commercial development that would lead to job creation. Consequently, there are few areas that would meet location criteria for higher density housing.
- There is limited transit funding available to assist in the expansion of public transportation to accommodate potential users in the city's developing areas.
- The 1986 federal income tax reforms, which eliminated a number of tax incentives that encouraged investment in rental housing, continue to have a lasting effect on the creation of new rental housing, particularly for low and moderate income households.

There are barriers to the development of affordable housing the City could potentially influence that impact the cost of development. Included among these barriers are the amount of land guided and zoned for various types and densities of residential use, development fees, public improvement standards such as required street width and utility construction specifications, and development regulations such as park dedication fees, tree preservation and wetland buffers.

While all of these items affect development costs, they are also important tools to ensure that Plymouth is well planned and provides sound infrastructure and equitable amenities throughout the community. Reducing certain standards and/or reducing or waiving fees would produce trade-offs that could result in higher long-term infrastructure and maintenance costs as well as negatively affect quality of life amenities such as parks. For example, not charging adequate fees to build parks and trails initially could put the City in the position of having to raise property taxes over the long-term to provide them. Similarly, the City may have to assess property owners prematurely to repair or replace infrastructure that was not initially built to public improvement standards.

## AGE OF HOUSING STOCK

The number of housing units built in Plymouth began rising in the 1970s and increased dramatically in the 1980s. The 1990s saw a slight downward trend that has continued through the present time as the city becomes more developed and less land is available. As of 2016, approximately 67 percent of Plymouth’s housing stock was less than 35 years old, and 41 percent was less than 25 years old (see Table 4A-11). As the figures in the table indicate, growth in residential housing stock in Plymouth is declining, and the City will soon be fully developed. Consequently, the age of housing will become more of a factor in maintaining and providing affordable housing (see Map 4A-3).

TABLE 4A-11  
AGE OF HOUSING STOCK

Year Built	Number of Dwelling Units	Percent of Total
1939 or earlier	311	0.99%
1940 to 1959	1,158	3.68%
1960 to 1969	2,993	9.52%
1970 to 1979	5,901	18.76%
1980 to 1989	8,318	26.45%
1990 to 1999	6,671	21.21%
2000 to 2009	4,264	13.56%
2010 to 2016	1,835	5.83%
Total	31,451	100.00%

Source: Hennepin County

## HOUSING AGE AND AFFORDABILITY

The Plymouth housing market has seen a rapid increase in values since the last comprehensive plan. In 1999, 33 percent of the housing built prior to 1970 was considered affordable. Comparatively, only 12 percent of the housing built prior to 1970 was considered affordable in 2006 (Table 4A-12). As the housing stock ages, the need for maintenance and renovation of older homes may need to increase to increase their lifespan, which in turn will provide for a balance between more moderately priced existing homes and the more expensive newly built homes. The City may need to consider providing more housing assistance to owners of affordable rental and homesteaded units to ensure older units remain in good condition.

TABLE 4A-12  
 HOMESTEADED UNITS BY AFFORDABILITY AND YEAR BUILT

Year Built	Affordable Units		Other Units		All Homesteaded Units	
	Value \$0 to \$211,500	Percent	Value Over \$211,500	Percent	Total	Percent
Pre-1960	396	32%	839	68%	1,235	100%
1960-1969	107	6%	1,800	94%	1,907	100%
1970-1979	987	25%	3,037	75%	4,024	100%
1980-1989	925	16%	4,820	84%	5,745	100%
1990-1999	1,134	23%	3,868	77%	5,002	100%
2000-2009	623	29%	1,670	71%	2,293	100%
2010-2015	162	2%	1,123	98%	1,285	100%
Total	4,334	20%	17,157	80%	21,491	100%

Source: Hennepin County Assessor's Data, October 2016

Table 4A-13 identifies homesteaded affordable units by unit type and age. The data in this table illustrate that most of the newer affordable units are multiple family units. The cost of land in Plymouth will make it increasingly difficult to meet affordable housing needs with single family homes.

TABLE 4A-13  
 HOMESTEADED AFFORDABLE HOUSING UNITS BY UNIT TYPE AND YEAR BUILT

Year Built	Multi-Family Units		Single Family Units		All Affordable Units	
	Number	Percent	Number	Percent	Total	Percent
Pre-1960	0	0%	396	100%	396	100%
1960-1969	0	0%	107	100%	107	100%
1970-1979	909	92%	78	8%	987	100%
1980-1989	732	79%	193	21%	925	100%
1990-1999	1,100	97%	34	3%	1,134	100%
2000-2009	605	97%	18	3%	623	100%
2010-2015	7	4%	155	96%	162	100%
Total	3,353	77%	981	23%	4,334	100%

Source: Hennepin County Assessor's Data, October 2016

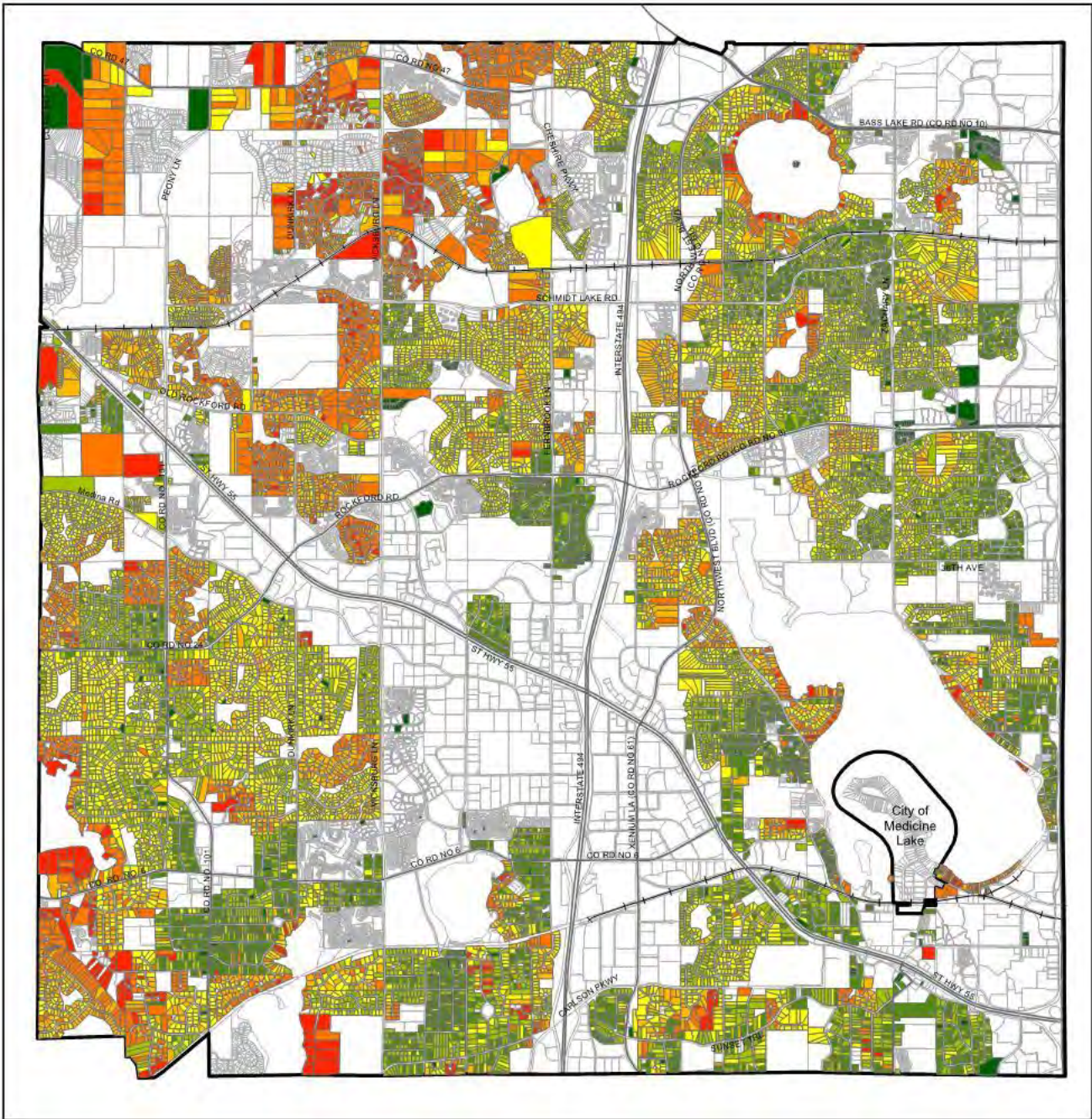


Figure 4A-1  
**Residential Property Values**

As of 9/27/2016

Source: Hennepin County  
 Assessing Department



**Total Market Value**

\$0 - \$150,000 (205)	\$400,001 - \$500,000 (2646)
\$150,001 - \$243,500 (2684)	\$500,001 - \$700,000 (1799)
\$243,501 - \$300,000 (3843)	\$700,001 - \$10,000,000 (386)
\$300,001 - \$400,000 (4816)	Non Residential or No Value



THIS REPRESENTS A COMPILATION OF INFORMATION AND DATA FROM CITY, COUNTY, STATE AND OTHER SOURCES THAT HAS NOT BEEN FIELD VERIFIED. INFORMATION SHOULD BE FIELD VERIFIED AND COMPARED WITH ORIGINAL SOURCE DOCUMENTS.

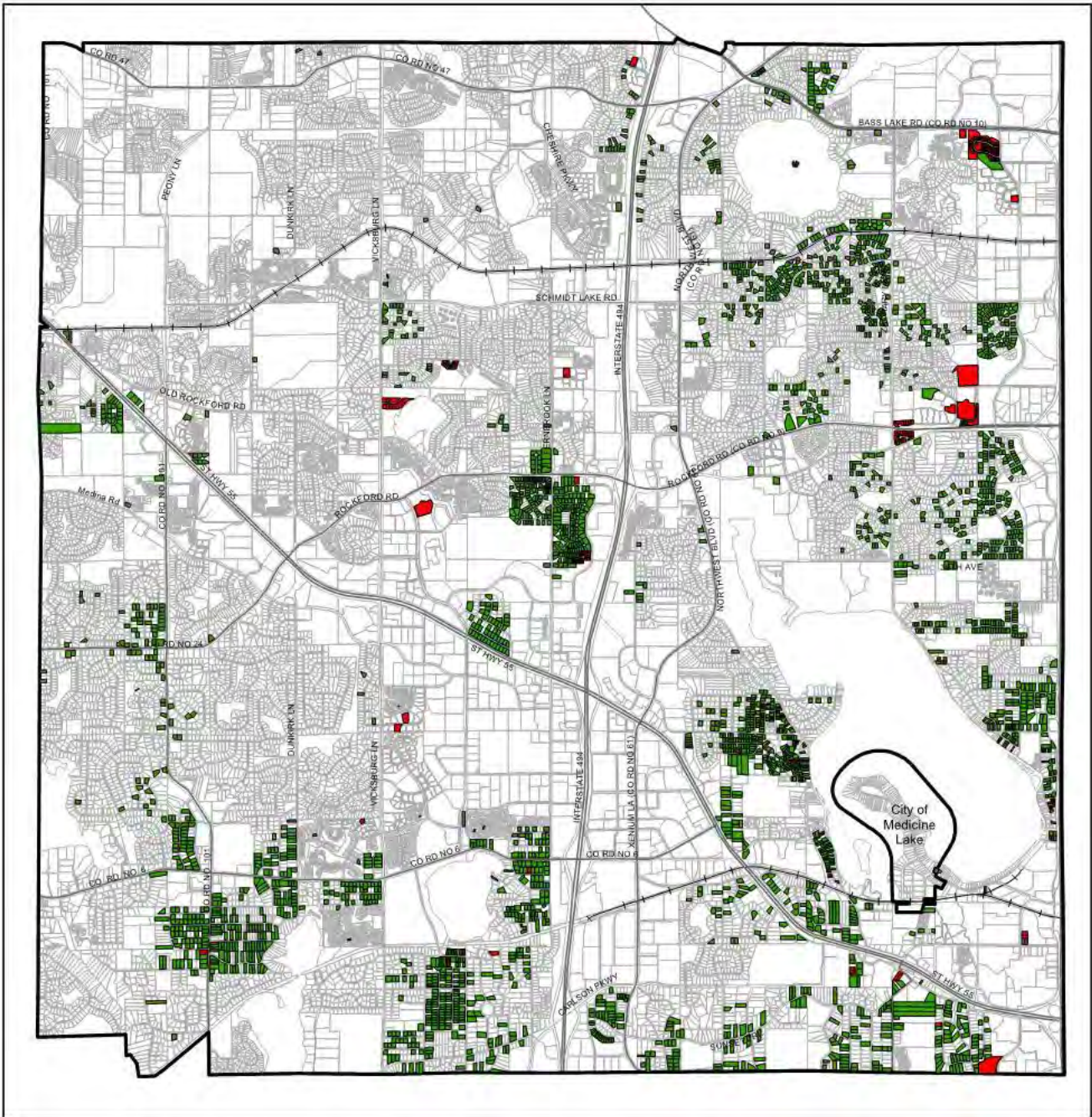


Figure 4A-2  
**Residential Property Values**

■ \$150,000 and Under (205)  
■ \$150,001 - \$243,500 (2684)



As of 9/27/2016  
 Source: Hennepin County  
 Assessing Department

THIS REPRESENTS A COMPILATION OF INFORMATION AND DATA FROM CITY, COUNTY, STATE AND OTHER SOURCES THAT HAS NOT BEEN FIELD VERIFIED. INFORMATION SHOULD BE FIELD VERIFIED AND COMPARED WITH ORIGINAL SOURCE DOCUMENTS.

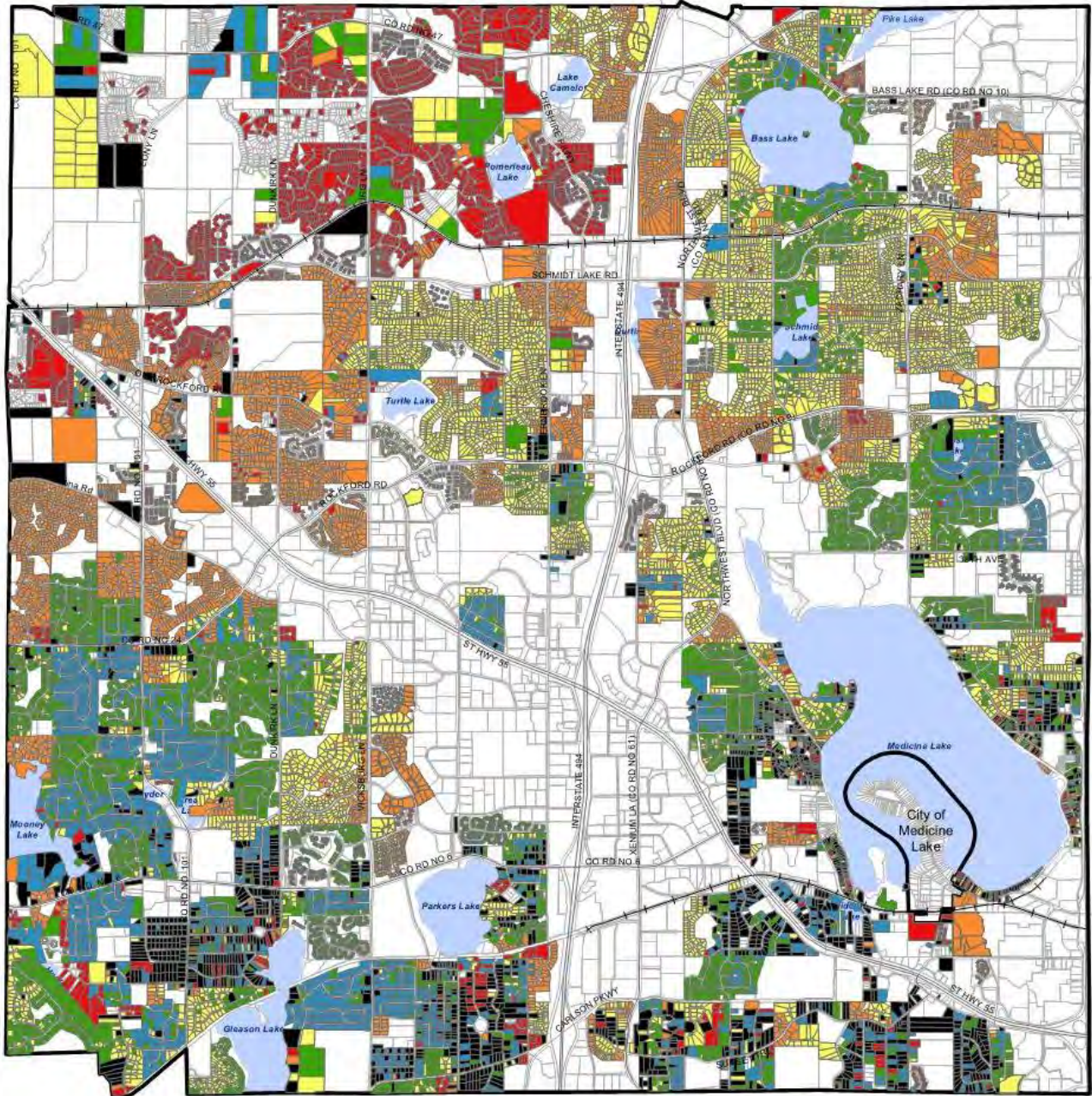


Figure 4A-3  
**Year Built**  
**Residential Property**



\*Year built according to Hennepin County Assessor records as of August 2016.



THIS REPRESENTS A COMPILATION OF INFORMATION AND DATA FROM CITY, COUNTY, STATE AND OTHER SOURCES THAT HAS NOT BEEN FIELD VERIFIED. INFORMATION SHOULD BE FIELD VERIFIED AND COMPARED WITH ORIGINAL SOURCE DOCUMENTS.



## Appendix Chapter 4B

# HOUSING PROGRAMS

## FINANCIAL ASSISTANCE FOR HOUSING CONSTRUCTION

Since 1990, the Plymouth Housing and Redevelopment Authority (HRA) has used local, state and federal funds to help develop about 923 units of housing for low- and moderate-income persons. The HRA has also used federal Community Development Block Grant (CDBG) funds to provide a variety of affordable housing and home rehabilitation programs aimed at homeowners, renters and people with special needs. In doing so, the HRA worked with homeowners and for-profit and non-profit developers. In addition, the HRA has worked with local lenders and the Minnesota Housing Finance Agency (MHFA) to make MHFA low- and moderate-income housing programs available in Plymouth.

The City has used housing revenue bonds to finance the development and renovation of rental housing in the community. The City has required developers using these bonds to provide a portion of their housing at affordable rents. This requirement goes beyond federal provisions that do not require affordable rents in all developments using this financing. When it is not feasible to provide units at affordable rents, developers have been required to make annual bond fee payments to the HRA to support affordable housing activities elsewhere in Plymouth.

Plymouth has also created tax increment finance (TIF) districts to assist with the development of workforce and senior housing. Over the past several years, the City and HRA have created TIF districts and financial assistance totaling more than \$6.5 million that have resulted in the creation of 194 affordable units.

## SECTION 8 HOUSING CHOICE VOUCHER (HCV) PROGRAM

The Section 8 program provides housing subsidies for about 357 low-income households in Plymouth. The HRA has successfully increased the pool of rental units accessible to clients with Section 8 vouchers over the years. The HRA continually sets the payment standards above fair market rents. The rents for 2016, excluding utilities, are \$769 for one-bedroom units, \$935 for two-bedroom units and \$1,239 for three-bedroom units.

At the present time there are 500 people on the waiting list for vouchers. The HRA last opened this waiting list for new applicants in the fall of 2017. The HRA generally opens the Section 8 waiting list every three to four years and typically receives about 2,000 inquires and subsequently places 300 new applicants on the waiting list. The HRA currently administers 30 mainstream vouchers as part of its allocation. The HRA also has 20 project-based vouchers and 22 Minnesota housing opportunities program (MHOP) units.

## FIRST TIME HOMEBUYER'S PROGRAM

The first time homebuyer's program has been instrumental in assisting low- and moderate-income persons to become new homeowners. From 1991 to 2006, about \$3 million of Community Development Block Grant funds were spent in this program to assist 182 clients at 80 percent or less of area median income. The average assistance per homebuyer was \$16,650. Since 2000, the Minnesota Housing Finance Agency has provided \$29 million in first-time homebuyer program funds to assist 326 eligible homebuyers in Plymouth with below market rate financing and down payment assistance.

## SENIOR HOUSING

The City of Plymouth, through the HRA, has been active in providing senior housing options. The City uses its HRA property tax levy to subsidize rents for nearly all of the tenants at Plymouth Towne Square, a locally financed senior housing complex. In 2016, the total subsidy was \$230,000. Of those people subsidized, 58 percent qualify as extremely low-income individuals (i.e. their income is at or below 30 percent of the area median income) and 37 percent as very low-income individuals (i.e. their income is between 31 percent and 50 percent of the area median income).

In 2006, the City opened its second senior building, Vicksburg Crossing. Vicksburg Crossing is a 96-unit independent living senior community. The property has 34 units that offer rents that are affordable to low-income households. The remaining 62 units are offered at a moderate income rate.

## HOUSING MAINTENANCE CODE

The City has a housing maintenance code that is enforced on a complaint basis for single family residences. City staff addresses an average of 46 maintenance code inspections annually and while most of the issues are addressed by the property owner, the HRA does offer assistance through home improvement loan and grant programs.

## RENTAL HOUSING MAINTENANCE CODE AND LICENSING PROGRAM

To address the condition of the rental housing stock, the City has adopted a rental housing maintenance code and rental housing licensing program. Through these programs, the City conducts periodic inspection of all rental housing to identify any building or code deficiencies that require building maintenance or renovation. These programs allow the City to continually monitor the condition of the City's rental housing stock and order owner compliance with the housing maintenance code.

## REHABILITATION FINANCING PROGRAMS

The HRA operates the CDBG-funded home rehabilitation program that provides no interest deferred loans that after 30 years become grants to low- and moderate-income homeowners. As of 2016, the home rehabilitation program had served a total of 176 city households since 1990. The average assistance to each household is \$12,500 and the total dollar amount loaned is about \$2.2 million.

The HRA has increased the use of home rehabilitation loan and grant programs operated by the Minnesota Housing Finance Agency and Hennepin County. Homeowners in Plymouth have received more than \$1.7 million from these programs since 2000. This has increased the rehabilitation funding available to low- and moderate-income homeowners in Plymouth.

In addition, the City has assisted owners of private rental properties in need of renovation and repairs with tax-exempt federal housing revenue bond financing. As noted above, the City has used this program to require a portion of the units to have affordable rents or annual bond fee payments that go to the HRA to be used to assist in the development of affordable housing.

## HOUSING IMPROVEMENT AREAS

The City used the state housing improvement area statute to provide financing for a local homeowners association for needed building improvements to their affordable townhome development. The program included the replacement of siding and windows for more than 200 units spread throughout 57 separate buildings.

Under this program, property owners are levied the cost of the improvements on their property tax statements. These improvements can be paid off over time. The HRA also used housing assistance program funds from the Federal Home Loan Bank to pay a portion of the cost of the improvements for low-income homeowners in the development.

The City is open to using the housing improvement area statute in the future if and when a homeowners association makes a request and the City finds it appropriate to assist in the maintenance of the neighborhood.



# AFFORDABLE HOUSING GOALS, POLICIES AND INCENTIVES

The city of Plymouth has identified affordable housing as a key strategic priority. The following document provides background information on the need for affordable housing and the city's goals, policies and incentives to meet these needs.



## AFFORDABLE HOUSING NEED

Plymouth's progress towards 2021-2030 forecasted Future Affordable Housing need for the seven-county region mirrors that of the larger region.

- Plymouth has made significant strides towards meeting the Future Need 51-80% affordability band
- unit production is slower for the 30% AMI and 31-50% AMI affordability bands.

### MET COUNCIL'S ALLOCATION OF FUTURE NEED 2021-2030 IN PLYMOUTH

484 units affordable at 30% AMI  
287 units affordable at 31-50% AMI  
119 units affordable at 51-80% AMI



AMI = Area Median Income

## AFFORDABLE HOUSING GOALS & POLICIES

### COUNCIL'S STRATEGIC PRIORITIES

Of the five Priorities, three directly involve housing

- Strategies specifically include supporting workforce access to housing and encouraging residential density and a variety of housing options for rental and ownership.



### 3 HOUSING RELATED PRIORITIES

- City Center as a vibrant hub, including housing
- A connected and thriving community for residents
- Economic stability and vitality

## INCLUSIONARY HOUSING POLICY

- The City of Plymouth implemented an Inclusionary Housing Policy (IHP) in 2024 to ensure each new residential development receiving city financial assistance includes a reasonable proportion of affordable units.
- Developers select the level of affordability that is appropriate for their project.



### RENTAL HOUSING DEVELOPMENTS

- 20% of units affordable at 60% AMI
- 10% of units affordable at 50% AMI
- 5% of units affordable at 30% AMI



### HOMEOWNERSHIP DEVELOPMENTS

- 15% of units affordable at 80% AMI



## AFFORDABLE HOUSING INCENTIVES

### TAX INCREMENT FINANCING

Tax Increment Financing (TIF) can cover funding gaps that would otherwise prevent a development from moving forward. The increase in tax value is captured and used to help fund the project.

Up to 25% of tax increments from redevelopment districts can be “pooled,” available for additional projects beyond the development TIF district, such as infrastructure improvements.

- If pooled TIF is used for qualifying housing projects, this percentage can be up to 35%.

### HOUSING REVENUE BONDS

Plymouth has a long history of working with housing developers to apply for and obtain financing through Housing Revenue Bonds (HRB).

**846** Rental units across Plymouth properties that received HRB financing

### LOCAL AFFORDABLE HOUSING AID

Plymouth is a recipient of Local Affordable Housing Aid (LAHA) funding

**\$1,296,372.99**

LAHA funding available for qualifying housing projects in Plymouth, including

- Construction, acquisition, rehabilitation, demolition, or removal of structures
- Construction financing, permanent financing, interest rate reduction, refinancing, and gap financing
- Homeownership projects for households at/below 115% AMI
- Rental housing projects for households at/below 80% AMI

### DONATIONS & AGREEMENTS

Affordable housing development in Plymouth is also supported through charitable donations from market rate projects.

## Inclusionary Housing Policy

The City of Plymouth recognizes the need to provide affordable housing for a broad range of income levels to maintain a diverse population and attract residents to live or work in the city. This policy has been created to ensure that a reasonable proportion of each new residential development receiving City financial assistance include units affordable to low and moderate income households (generally defined as 30% to 80% of Area Median Income). The requirements set forth in this policy further the City's housing goals as outlined in the Comprehensive Plan to create and preserve affordable housing opportunities.

### I. Definitions

City Financial Assistance: The use of public funds of, or administered by, the City for any new residential development, including but not limited to:

- A. City or HRA funds or fee waivers;
- B. Community Development Block Grant (CDBG);
- C. Housing Rehabilitation Funds;
- D. Revenue Bonds (private activity bonds are negotiable);
- E. Tax Increment Financing (TIF);
- F. Tax Abatement;
- G. Land Write Downs;

Unit(s): Apartment, housing condominium, townhome, duplex, triplex, fourplex or a single-family dwelling.

Development: Any undertaking to provide residential dwelling Units to which requests for City Financial Assistance are made.

### II. Applicability and Minimum Development Size

This policy applies to all new residential Developments and existing multi-family dwellings that receive City Financial Assistance and meet the following thresholds:

- A. New Developments that create at least 10 dwelling Units; or
- B. Reconstruction, expansion, or demolition of an existing residential multi-family building that will contain after completion of such alteration at least 10 dwelling Units.

### III. Affordable Dwelling Units

To ensure affordability, the City requires that (i) a certain percentage of Units in a Development that receive City Financial Assistance are reserved for and leased or sold to individuals or families of low or moderate-income as described in this section, and (ii) that the rents for such Units remain affordable for such individuals and families, or, in the case of the sale of a Unit, that the sale price at the time of sale is affordable for such individuals and families.

#### Number of Affordable Units

A Development that is subject to this policy shall provide affordable dwelling Units equal to the percentages cited below, times the total number of Units in the Development. The required number of affordable dwelling Units is based on the total number of dwelling Units that are approved by the City Council. If the final calculation includes a fraction, the fraction shall be rounded to the nearest whole number.

#### Income Targets

The required number of affordable dwelling Units within a residential Development subject to this policy shall be reserved for and either leased to or sold to individuals or families who meet the income thresholds as outlined below. The Developer can select the level of affordability that is appropriate for their project:

##### (1) Rental Developments:

- a. At least twenty percent (20%) of the Units shall be reserved for and leased to individuals or families whose household income does not exceed sixty percent (60%) of the Area Median Income (AMI); or
- b. At least ten percent (10%) of the Units shall be reserved for and leased to individuals and families whose household income does not exceed fifty percent (50%) of AMI; or
- c. At least five percent (5%) of the Units shall be reserved for and leased to individuals or families whose household income does not exceed thirty percent (30%) of AMI.

## (2) For-Sale Developments:

- a. At least fifteen percent (15%) of the Units shall be reserved for and sold to individuals or families whose household income does not exceed eighty percent (80%) of the AMI.

### Rent and Sale Price Levels

For rental developments, the monthly rental price for affordable dwelling Units shall include rent and utility costs and shall be based on the applicable Area Median Income (AMI) for the Twin Cities metropolitan area adjusted for bedroom size and calculated annually by Minnesota Housing for establishing rent limits for the Low-Income Housing Tax Credit (LIHTC) Program.

On for-sale developments, the qualifying sale price for an owner-occupied affordable dwelling Unit shall be based on the applicable amount affordable to household or individual at 80% Area Median Income (AMI) for the metropolitan area and calculated annually by Minnesota Housing for the Impact Fund program.

### Period of Affordability

For rental Developments subject to this policy, the period of affordability for the affordable dwelling Units shall be a minimum of twenty-five (25) years. Units available in for sale Developments shall be subject to this policy until sold to an income eligible owner.

## IV. Standards for Affordable Rental Units

### Size and Design of Affordable Units

The size and design of the affordable dwelling Units should be consistent and comparable with the market rate Units in the same project and are subject to the approval of the City Council.

### Exterior/Interior Appearance

The exterior materials and design of the affordable dwelling Units in any Development subject to this policy shall be indistinguishable in style and quality with the market rate Units in the Development. The interior finish and quality of construction of the affordable dwelling units shall at a minimum be comparable to entry level rental or ownership housing in the city. Construction of the affordable dwelling Units shall be concurrent with construction of the market rate dwelling Units.

## V. Integration of Affordable Dwelling Units

### Distribution of Affordable Housing Units

The affordable dwelling Units shall be incorporated into the overall Development unless expressly allowed to be in a separate building or a different location approved by the City Council. Affordable dwelling Units shall be distributed equally by bedroom size and throughout the building.

### Number of Bedrooms

The affordable dwelling Units shall have a number of bedrooms in the approximate proportion as the market rate Units unless the developer demonstrates the need for a different proportion based upon a documented need for such units within the city. The mix of Unit types, both bedroom and accessible Units, of the affordable dwelling Units shall be approved by the City Council.

### Tenants' Change of Income

Affordable rental dwelling Units shall be rented only to income eligible families during the period of affordability. An income eligible family may remain in the affordable dwelling Unit for additional rental periods if the income of the family does not exceed one-hundred forty percent (140%) of the applicable AMI. If the family income exceeds this amount, they must be moved to the first available market rate Unit that meets their household size. This provision shall not supersede any rules that may apply for a federal or state housing program that allows for a different change in tenant income.

## VI. Non-Discrimination Based on Rent Subsidies

Developments covered by this policy must not discriminate against tenants paying rent with federal, state, or local public assistance, including, but not limited to rental assistance, rent supplements, and Housing Choice Vouchers.

## VII. Housing Performance Agreement

### Applicability

Developments that are subject to this policy shall enter into a Housing Performance Agreement as described below, which outlines how the developer will comply with each of the applicable requirements of this policy.

## Approval

The Housing Performance Agreement shall be approved by the City Council.

## Contents

The Housing Performance Agreement shall include at least the following:

- a. General information about the nature and scope of the development subject to these regulations.
- b. For requests to an alternative to on-site provision of affordable housing, evidence that the proposed alternative will further affordable housing opportunities in the City to an equivalent or greater extent than compliance with the otherwise applicable on-site requirements of this policy.
- c. The total number of market rate Units and affordable dwelling Units in the development by bedroom size and income threshold.
- d. The pricing for each affordable ownership dwelling Unit. The pricing of each unit shall be determined at time of approval. At time of sale this price may be adjusted if there has been a change in the median income or a change in the formulas used in this policy.
- e. Proposed schedule of individual Unit development (market rate vs. affordable units).
- f. For owner-occupied units, documentation and specifications regarding the exterior appearance, materials and finishes of the development for each of the affordable dwelling units illustrating that the appearance of affordable Units are comparable to the appearance of the market-rate Units.
- g. All other information that City staff may request to achieve the City Council's affordable housing goals.

## VIII. Recorded Agreements, Conditions and Restrictions

- (1) The Housing Performance Agreement and/or Declaration of Restrictive Covenants shall be executed between the City and Developer, in a form approved by the City Attorney, which formally sets forth Development approval and requirements to achieve affordable

housing in accordance with this policy and location criteria. The Housing Performance Agreement shall identify:

- a. The location, number, type, and size of affordable housing Units to be constructed; and
  - b. Income limitations for the affordable Units; and
  - c. Sales and/or rental terms; occupancy requirements; and
  - d. A timetable for completion of the Units; and
  - e. Restrictions that will be placed on the Units to ensure affordability; and
  - f. Annual rental tenant income and rent reporting requirements; and
  - g. Any terms contained in the approval resolution by the City as applicable.
- (2) The applicant or owner shall execute all documents deemed necessary by the City Manager, including, without limitation, a Declaration of Restrictive Covenants, and other related instruments, to ensure the affordability of the affordable housing Units in accordance with this policy.
- (3) The applicant or owner must record all documents, restrictions, easements, covenants, and/or agreements that are specified by the City Council as conditions of approval of the application prior to issuance of a building permit for any Development subject to this policy.
- (4) Documents described above shall be recorded in the Hennepin County Registry of Deeds as appropriate.

## IX. State and Federal Law

This policy is not to be interpreted, nor intended to conflict with state or federal law. If any portion of this policy is determined to be in conflict, state or federal law will control. Many state and federal programs provide for similar regulations regarding affordability levels. In such instances where participation in a state or federal program results in a more restrictive set of standards regarding affordability, such Development will be deemed to have met the requirements of this policy.

### Commission Purpose

*The Plymouth Housing and Redevelopment Authority (HRA) promotes and contributes to the economic health of the community through the creation and maintenance of affordable, workforce and life-cycle housing and active participation in the City’s development and redevelopment processes.*

	GOALS/PLANNING	Strategic Priorities
<b>ON-GOING</b>	<ul style="list-style-type: none"> <li>Monitor the HRA’s housing programs and services; the operations and finances of two senior buildings.</li> </ul>	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input type="checkbox"/> N/A
<b>FIRST QUARTER</b>	<ul style="list-style-type: none"> <li>Evaluate local 4d tax incentive program</li> <li>Review HRA legislative priorities and recommendations</li> <li>Review CDBG Annual Action Plan</li> </ul>	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input type="checkbox"/> N/A <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input checked="" type="checkbox"/> N/A <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input type="checkbox"/> N/A
<b>SECOND QUARTER</b>	<ul style="list-style-type: none"> <li>Evaluate new programming for Naturally Occurring Affordable Housing (NOAH)</li> <li>Review HRA budget and tax levy</li> <li>Review Met Council Livable Communities Act (LCA) program grant opportunities</li> </ul>	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input type="checkbox"/> N/A <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input type="checkbox"/> N/A <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input type="checkbox"/> N/A
<b>THIRD QUARTER</b>	<ul style="list-style-type: none"> <li>Review HRA Strategic Plan</li> <li>Review Housing Choice Voucher Administrative plan</li> <li>Evaluate Local Housing Trust Fund (LHTF)</li> </ul>	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input type="checkbox"/> N/A <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input type="checkbox"/> N/A
<b>FOURTH QUARTER</b>	<ul style="list-style-type: none"> <li>Review annual Work Plan and new initiatives for 2026</li> <li>Adopt HRA budget and tax levy</li> </ul>	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input type="checkbox"/> N/A <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input checked="" type="checkbox"/> 4 <input type="checkbox"/> N/A

### 2025 Work Plan

#### City Council Strategic Themes

- City Center 2.0 - Reimagining Plymouth City Center – the city’s central area – remains a top priority for City Council. Known as City Center 2.0, the city's long-term vision involves exploring land uses and improving infrastructure to encourage redevelopment that will draw people to the area and support commerce, art, recreation, inclusion and community vitality.
- Redevelopment Vision - The primary objective of this theme is to consider how Plymouth can articulate its vision for long-range redevelopment citywide. The city will work to establish clear expectations for projects while partnering with developers to meet the desired outcomes.
- Environment - Plymouth’s environmental efforts remain a priority, and the city will examine its impact and commitment to stewardship.
- City of Choice - City Council determined that the city must build on its strengths in order to remain a city of choice for residents, businesses, organizations,

visitors and events.