CITY OF PLYMOUTH
AGENDA
Special City Council
Belterra Apartments/Medicine Lake Room
3400 Plymouth Boulevard, Plymouth, MN
July 14, 2026, 4:00 PM

1. CALL TO ORDER

2. TOPICS

2.1 Tour of Belterra Apartments at The Boulevard, 6074 Quinwood Lane N. (4 p.m.)

2.2 The Boulevard Project Update at City Hall, Medicine Lake Room, 3400 Plymouth Boulevard (5 p.m.)

1. Presentation
2. City Council Packet 02-25-2025 (TIF Assistance)
3. City Council Packet 02-21-2024 (Land Use Approvals)
4. City Council Packet 09-26-2023 (Excerpt)

2.3 Redevelopment discussion

1. Presentation
2. Redevelopment Sites (1 Page Summaries)
3. Maxfield Preliminary Recommendations
4. CC Mixed Use (Renderings)
5. CC Mixed Use (Massing)
6. Station 73 - Concept Study D (1-23-2026)
7. 494 55 SAP Concept
8. Plymouth - 494 55 Small Area Plan - Final Report with Appendix - Accessible

2.4 Set future study sessions and agenda topics

1. Calendar

3. ADJOURNMENT

Special City Council
July 14, 2026
Agenda Number: 2.1

To: Dave Callister, City Manager

Prepared by: Jennifer Tomlinson, Parks and Recreation Director

Reviewed by:

Item: **Tour of Belterra Apartments at The Boulevard, 6074 Quinwood Lane N. (4 p.m.)**

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1. Action Requested:

Council will meet at 4 p.m. at the Belterra apartments for a tour of the construction site.

2. Background:

Not applicable.

3. Budget Impact:

Not applicable.

4. Attachments:

Special City Council
July 14, 2026
Agenda Number: 2.2

To:	Dave Callister, City Manager
Prepared by:	Grant Fernelius, CED Director
Reviewed by:	Lori Sommers, Planning Manager
Item:	**The Boulevard Project Update at City Hall, Medicine Lake Room, 3400 Plymouth Boulevard (5 p.m.)**

1. Action Requested:

No formal action is requested at this time, however the developer is seeking feedback on their requests.

2. Background:

Roers Companies and Scannell Properties are co-developers of the former Prudential office complex, which is a 75-acre redevelopment site along Bass Lake Road. The project, now known as The Boulevard, began construction in 2024 and includes a mix of multi-family apartments, a Coborn's Grocery store, Summit Orthopedic clinic/surgery center, a Chase Bank branch, a mix of smaller commercial and medical office tenants. In terms of future development, the developers have two retail pad sites near the park (marketed to restaurant users); a med-tech parcel and two apartment buildings. The developer is coordinating a tour for city council and staff of the first residential building (known as Belterra) for July 14 and wants to provide council with an update on the status of the development. The developer has been in discussions with city staff on several topics, which are summarized below.

Apartments

To date, the developer has broken ground on two buildings. The first was Belterra, a 207-unit mixed-income building which is scheduled to open in the fall of 2026. 80% of the units are market rate and 20% are affordable to households at 60% of area median income. A second building, The Melrose is a 212-unit building that will be 100% affordable to households at 60% of area median income. This building was known as Residential-4 in the original Planned Unit Development (PUD) approval. Roers is working on concept plans for the next building (Residential-2) which would be started

sometime in the next year. The last building (Residential-3) would likely be started after Residential-2 is close to completion and ready for occupancy. These last two buildings are the subject of additional discussion noted below.

Retail Sites

Construction and leasing on the retail sites (with the exception of the waterfront retail) has gone well. Coborn's opened its new Market Table grocery in March. Chase Bank is expected to open this month. Construction is underway on a new Fairview Clinic, as well as a two-tenant building sandwich shop and dental clinic; and 7Brew is hoping to break ground later this summer on a new drive-through. That leaves two retail pads in the main retail block, plus the two waterfront retail pads, which are addressed later.

Infrastructure

Most of the infrastructure has been installed, with a 2nd lift of asphalt expected toward the end of the project construction. In addition, the developer needs to install traffic signals and complete intersection improvements on Bass Lake Road and Sycamore and Quinwood Lanes. Temporary poles will be installed soon, with permanent signals ready in December. The city continues to work on Phase 3A of Chankahda Trail, including the round-a-bout intersection on the south of the site near Sycamore Lane. That phase of the project is expected to be completed by the end of July.

Developer Request #1: Housing Mix (Phases 2 and 3)

The developers and city staff meet monthly for updates on the status of the project. Overall, the developer is making good progress. When the TIF agreements were approved in early 2025, Building 1 (Belterra) was contemplated as 20% affordable (60% AMI) and Building 4 (The Melrose) was planned as 100% affordable (60% AMI). The affordability mix for Buildings 2 and 3 had not been finalized. Roers wanted the flexibility to adjust the affordability levels based on the overall development, leasing trends and market conditions.

In recent months, Roers Companies has raised concerns about the ability to finance the last two residential buildings (Phases 2 and 3) as mixed-income projects that would meet the current inclusionary housing policy guidelines. Among the primary reasons is the rate of return needed to draw equity for a project. Roers uses a network of private investors (often individuals) to raise development capital as opposed to institutional investors. Institutional investors typically require very high returns, making it more difficult to finance a project. Mixed-income projects are becoming increasingly difficult to pencil out. Roers is requesting that the last two buildings be developed with a smaller number of affordable units, but the mix would be spread across the various income bands (30% AMI, 50% AMI, 60% AMI). In addition, they would include some units at 80% AMI (the "Missing Middle"). The specific targets are still being finalized with the goal of presenting more information at the study session.

As background, when the city and developers negotiated the Tax Increment Financing (TIF) assistance package, the city planned to capture 75% of the increment for Chankahda Trail, which required special legislation. The developer could collect up to

25% of the remaining increment for TIF-eligible site costs (demolition and public infrastructure). When the TIF assistance package was approved in February 2025, the city agreed to provide $4.758 million to Roers for three of the four buildings. The assistance was tied to redevelopment costs and not affordable housing. The Melrose project did not receive any TIF assistance.

The developer's original pledge when they first started working with the city in 2022-2023, was to make 20% of the units affordable to households at 60% AMI. At the time, the original proposal included 800 units of housing, 200 of which would be affordable. The overall unit count has fluctuated slightly. The current projection (819 units) is as follows:

- Belterra (207 units with 41 affordable at 60% AMI)
- The Melrose (213 units with all affordable at 60% AMI)
- Residential-2 (200 units with affordable units TBD)
- Residential-3 (200 units with affordable units TBD)

Based on these figures, the project currently includes 254 affordable units (31%) that are affordable at 60% AMI and exceeds the current policy for the overall site. The developer is asking to still utilize the pledged TIF on Phase 2 ($1.32 million) and Phase 3 ($1.83 million) to help recover some of their redevelopment costs. In addition, to be able to provide affordable units in the these phases, the developer is asking to increase the size of the TIF note for each building. The amount required will depend on the direction from the city council at the study session.

Developer Request #2: Development Incentives for Waterfront Retail/Entertainment Uses

Roers and Scannell have been actively marketing the waterfront retail pads adjacent to the future public park and to date have not been able to attract a desirable restaurant user. One of the challenges with a brownfield site (like The Boulevard) is the higher cost of land and related infrastructure which drives the offering price for retail rents. Staff is aware of a couple of local restaurant operators that have looked at the site, but have been unable to afford the quoted rents. Large national restaurant tenants with good credit are in a better position to sign leases, but if the city wants to attract smaller (and more local) operators, assistance or incentives may be needed. There has been a regional restaurant/entertainment user interested in developing on the site, but they cannot make the project financially feasible.

Staff and the developers have not negotiated any specific terms related to this request. The city would likely need to re-evaluate the portion of the TIF it was planning to capture. However, before spending time and resources on the issue, the parties wanted input from city council.

Conclusion

Overall, staff is pleased with the level of progress made by The Boulevard development team. Both of the requests seem reasonable given the scope of the project and

changing market conditions, although the details need to be finalized and brought back to council for approval at some point.

3. Budget Impact:

There are no impacts to the General Fund budget. Any project-related cost impacts are still being reviewed. The current financial projections indicate the project will generate approximately $26.5 million (present value) in TIF over the life of the district (25 years remaining). The city is expecting to capture 75% of this amount ($19.8 million) for Chankahda Trail, with the developer collecting the remaining amount based on their TIF-eligible costs.

4. Attachments:

1. Presentation
2. City Council Packet 02-25-2025 (TIF Assistance)
3. City Council Packet 02-21-2024 (Land Use Approvals)
4. City Council Packet 09-26-2023 (Excerpt)

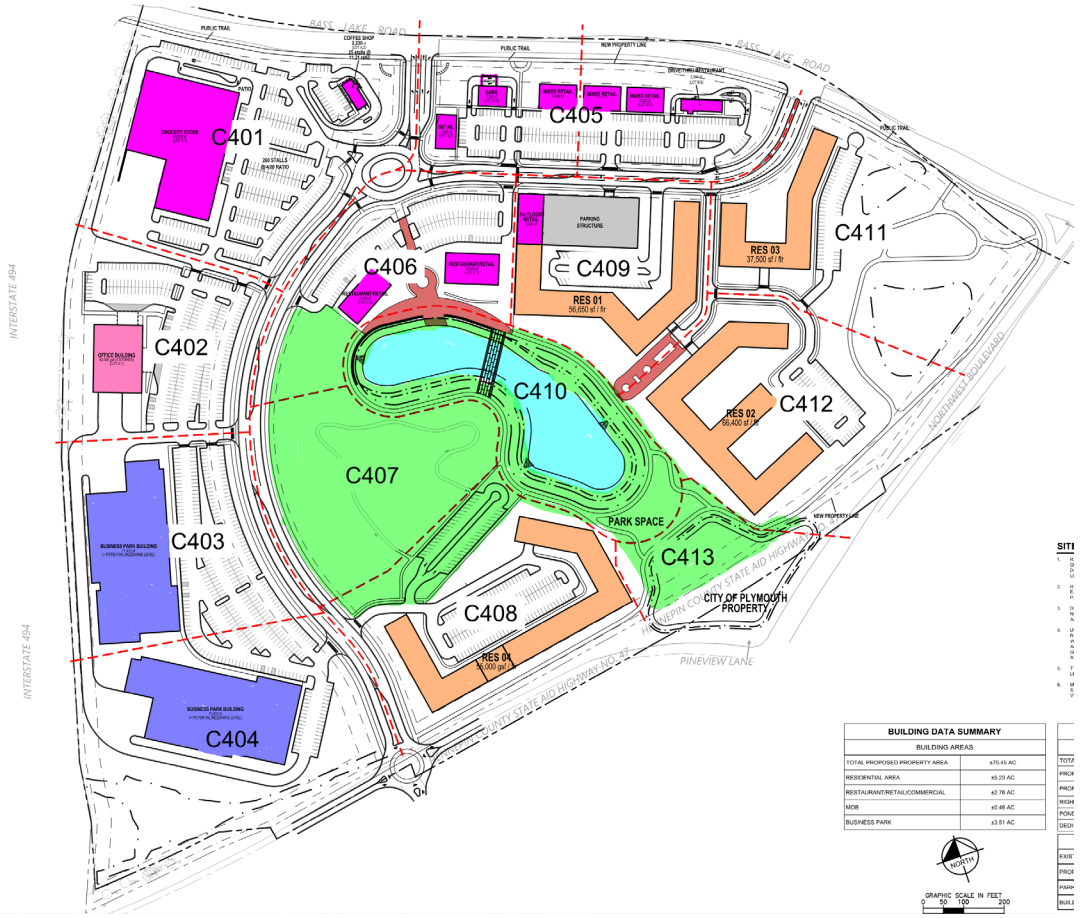


Project Update: The Boulevard

July 14, 2026

City of Plymouth

The Boulevard – Site/PUD Plan



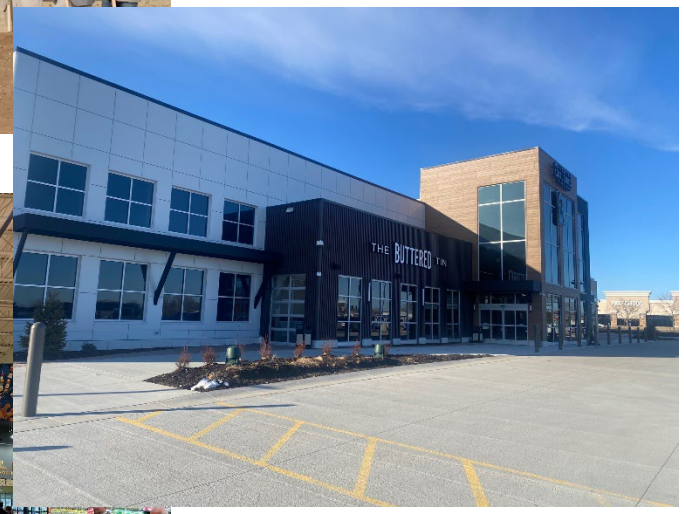


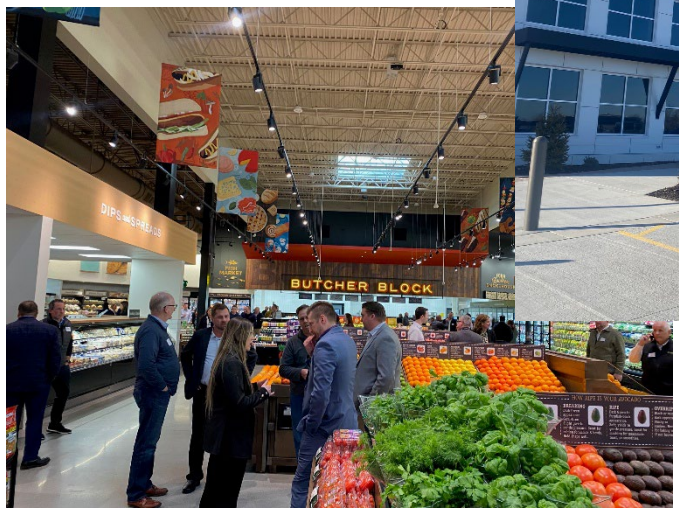
RENDERING
Roers - Prudential Campus

Boulevard Update – Project Status

- <u>Completed to Date</u>:
  - Summit Orthopedics
  - Coborn's Grocery & Market Table
  - Chase Bank
- <u>Under Construction</u>:
  - Belterra Apartments (207 units)
  - Fairview Clinic
- <u>Pending</u>:
  - The Melrose Apartments (212 units)
  - 7 Brew
  - Jersey Mikes / Dental Clinic

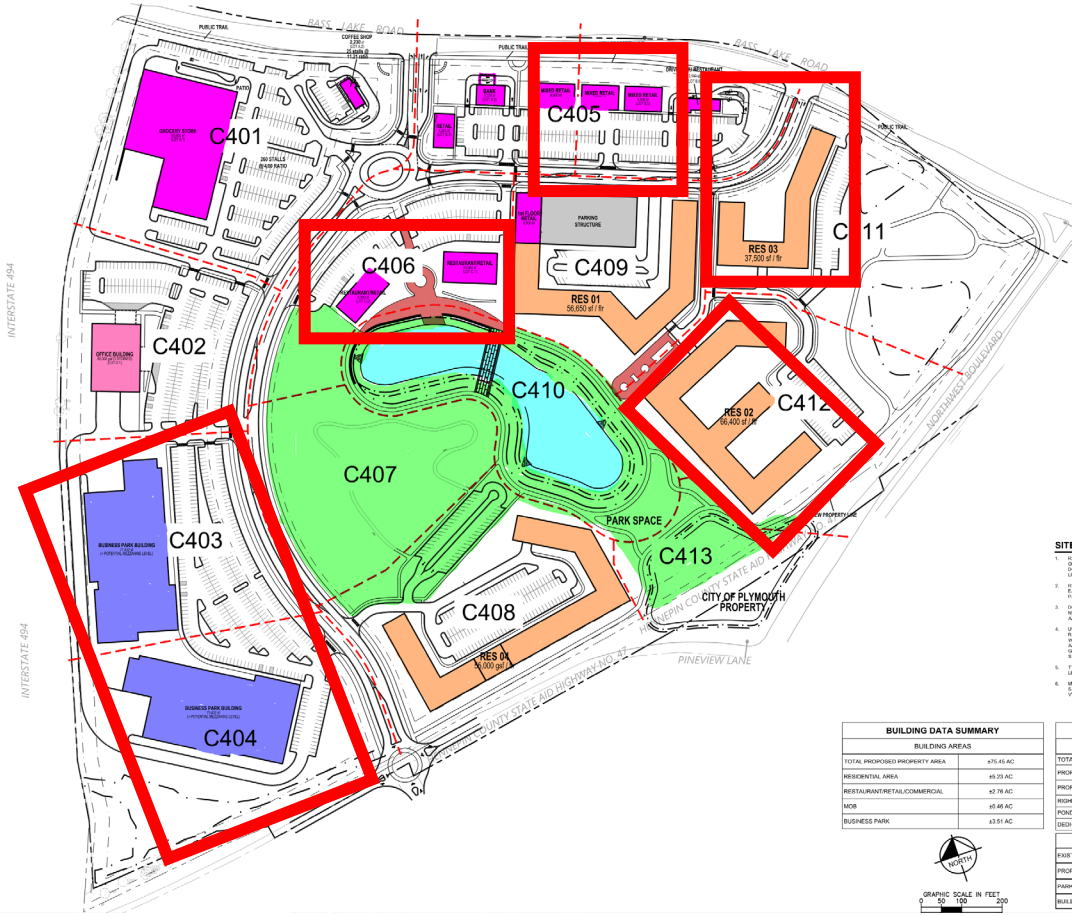






Boulevard Update – Project Status

- <u>What's Left</u>:
  - Residential – 2
  - Residential – 3
  - Waterfront Retail – (1-2 buildings)
  - Med-tech (1-2 buildings) or entertainment
  - Retail pads (2 buildings)
- <u>Public Improvements</u>
  - Signals at County 10
  - 2nd lift of asphalt
  - Chankahda Trail



Boulevard Update – Project Status

- Housing Development
  - Residential – 1 (Belterra) – 207 units
  - Residential – 2 (Future) – 200 units
  - Residential – 3 (Future) – 200 units
  - Residential – 4 (Melrose) – 212 units

Boulevard Update – Project Status

- Developer Ask #1:
  - Modify affordability mix on residential buildings 2 and 3
  - Reflect blended model for these phases
  - Overall site-wide affordability: 33%
- Council Feedback
  - Consensus on approach

Boulevard Update – Project Status

- Developer Ask #2:
  - Capture full amount of original TIF sharing arrangement
  - $7.0 million (25% of TIF); City captures 75%
  - TIF assistance package (2025) $4.7 million
  - Residential projects received reimbursement of redevelopment site costs.
- Council Feedback
  - Consensus on approach

Boulevard Update – Project Status

- Developer Ask #3:
  - TIF assistance to incentivize waterfront retail / entertainment or medtech users
  - Incentive would come from City's TIF share (75%)
  - Amount: TBD
  - Bring back more information with prospective user
- Council Feedback
  - Consensus on approach



City of Plymouth

Regular City Council
February 25, 2025
Agenda Number: 8.2

To:	Dave Callister, City Manager
Prepared by:	Grant Fernelius, CED Director
Reviewed by:	Grant Fernelius, CED Director
Item:	**Approve TIF Assistance Package for Roers Companies at The Boulevard**

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1. Action Requested:

Approve the resolution authorizing execution of Development Agreements by and between the City of Plymouth and Roers Plymouth Apartments Owner, LLC for Multifamily Phases 1-3 of the Boulevard Project (former Prudential site).

2. Background:

The city has been working with Roers Companies (Roers) on a potential tax increment financing assistance package in conjunction with the redevelopment of the former Prudential site, now known as The Boulevard. Roers is co-developing the site with Scannell Properties.

It is important to note that the city received special legislation in 2023 to use tax increment financing on the Prudential project and utilize up to 75% of the increment to help pay for Chankahda Trail improvements. Reconstruction of Chankahda Trail commenced in 2021 and the city will use its share of the Boulevard TIF for Phase 2 and 3 of the road project. The remaining 25% of increment would be available to the developers for TIF eligible costs, including writing down the land costs to support the city's affordable housing goals. The city established Tax Increment Financing District 7-12 in June 2024.

Ehlers has prepared a separate memo outlining the TIF assistance package to Roers. In brief, the assistance will be provided in phases to support the developer's goals of including affordability in each phase of its residential development. Most of the increment generated in TIF District 7-12, will come from the residential development, which is why the assistance is being directed toward Roers. The city's redevelopment

counsel (Taft) has drafted three separate agreements for Phase 1, 2 and 4 of the project. An agreement for Phase 3, which is a 100% affordable building, will be presented at a later date, when more is known about the details of that project.

3. Budget Impact:

The assistance provided to Roers is generated from the new incremental taxes created by the company's development. The base taxes will continue to be distributed to the various tax jurisdictions, including the city.

4. Attachments:

1. Memo from Ehlers
2. Development Agreement (Phase I)
3. Development Agreement (Phase II)
4. Development Agreement (Phase IV)
5. City Council Resolution 2025-069

MEMORANDUM

TO: Grant Fernelius – Community and Economic Development Director
FROM: Stacie Kvilvang & Schane Rudlang - Ehlers
DATE: February 25, 2025
SUBJECT: Prudential Development (Roers) – TIF Assistance and TIF Agreement

Overview

The City established TIF District 7-12 (Prudential) pursuant to special legislation in June 2024. The majority of the TIF generated (75%) is being retained by the City to pay for improvements to Chankahda Trail. The remaining 25% is available for redevelopment related expenditures paid by the developer(s) on the site. The development plan approved by the City was for approximately (i) 800 multi-family units, with at least 20% affordable (160 units); (ii) a 60,000 to 80,000 sq. ft. medical facility (Summit Orthopedics); (iii) 200,000 sq. ft. med-tech building(s); (iv) a 31,000 to 60,000 sq. ft. retail/grocery store and (v) a public plaza and park consisting of approximately 13 acres.

Development has commenced with Summit Orthopedics and anticipated in the 2nd quarter of 2025 for Coborns and the Phase 1 apartments. The commercial developments do not require any TIF assistance to move forward. However, the multifamily residential does, due to the higher costs associated with the public improvements and affordable housing requirement.

Roers is constructing four new multifamily buildings within the above referenced redevelopment site as noted in the site plan below (image 1) with detail regarding units and timing in the table following (image 2):

Image 1

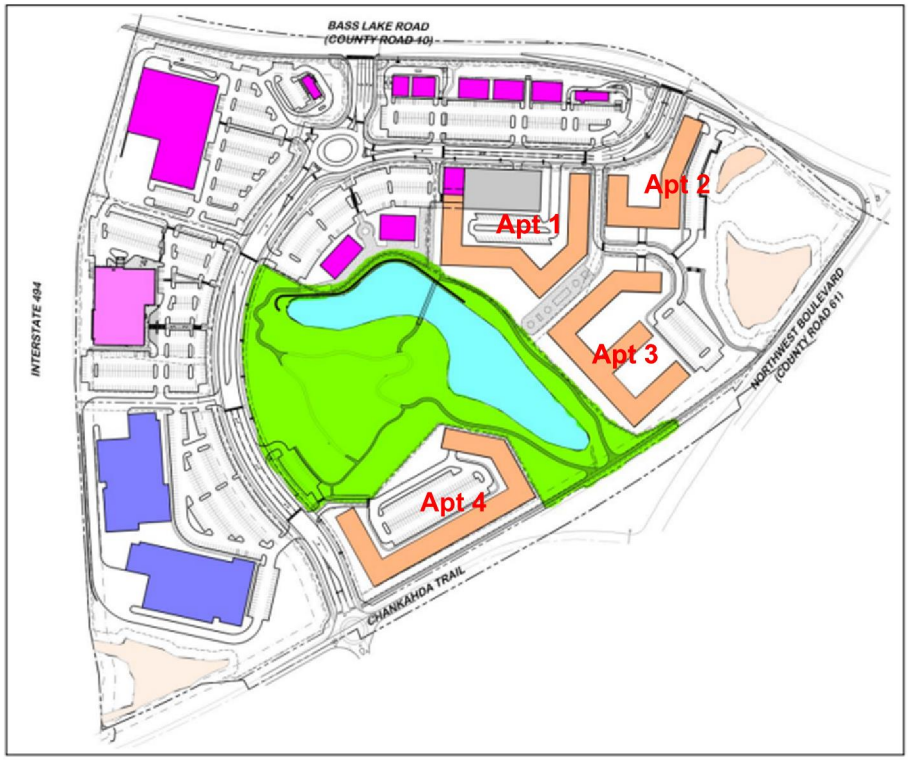


Image 2

Building	# of Units	Estimated Mk Value	TIF Assistance	Construction Start	Construction Complete
1 (Mixed Income)	207	$ 56,511,000	$ 1,603,000	10/1/2025	9/1/2027
2 (Mixed Income)	150	$ 40,950,000	$ 1,320,000	6/1/2026	5/31/2028
3 (100% Affordable)	250	$ 65,000,000	$ -	TBD	TBD
4 (Mixed Income)	225	$ 61,425,000	$ 1,835,000	12/31/2027	12/31/2029
TOTAL	**832**	**$ 223,886,000**	**$ 4,758,000**	**N/A**	**N/A**

As noted, they intend to move forward with construction of their 1st building in 2025, which consists of 207 units (42 units affordable at 60% AMI). In addition, they submitted their low-income housing tax credit/bond application in December to assist developing Building 3. The 4% tax credits and corresponding bond allocation is a highly competitive process and can take several years to obtain the funding. Roers did not receive an allocation of bonds in this round but are on the waiting list (why we show timing as TBD). This project (building 3) consists of approximately 250 units with 100% of them affordable at 60% AMI and below. If constructed, this would bring the total affordable units to 294, which is well in excess of the 160 required. It should be noted that the remaining two buildings (#2 and #4) will also have affordable units in them. Roers has not determined the number of units or income level for these units. They want to have the flexibility based upon leasing trends and where the market need is in consultation with the City. They understand that these building are subject to the City's Inclusionary Housing Policy at the time of development of those units.

Analysis:

We evaluated the financial assistance request and conducted a thorough review of the developer's budget and pro forma against industry standards. Based on our review, the amount of TIF assistance attributable to each building is appropriate. Below is a summary of our findings that are driving the need for assistance.

1. Extraordinary Costs: These costs are considered over and above what a typical development would encounter and are spread across the site and various end users. Due to the size of the site, existing building and required infrastructure, the extraordinary costs are anticipated to be approximately $11.17 million as detailed below:

Demolition		1,945,906
Mass Grading/Streets/Infrastructure		9,225,224
	TOTAL	$ 11,171,160

   When you prorate these costs out to the developable parcels, the proportional share to the three multifamily projects receiving assistance averages approximately $960,000.

2. Affordability Costs: For Phase I, Roers has agreed to set aside 20% of the units to households earning at or below 60% area median income (AMI). This ultimately decreases annual rental income by approximately $254,000/year and strains cashflow of the proposed development to adequately pay operating expenses, service the debt, and achieve a market rate return. The present value of the affordability impact over 26-years is estimated to be approximately $3.5 million discounted at 5.5% - the Developers anticipated rate of financing ($6.6 million in future value).

3. Return on Investment: Return on investment (ROI) is a performance measure used to evaluate development projects. A common measure used is an Internal Rate of Return (IRR). To calculate an IRR, we assume a sale in year 10 and look at the annual net cashflow from the project (after expenses and debt service) plus the net sales proceeds divided by the initial equity investment. Since the Developer has requested public financial assistance, it is necessary to ensure that the development does not result in a greater ROI than what is typically expected within the industry. For most new construction of market rate apartments, we'd expect an IRR of 15% to 20%. However, Roers and their investors deem a lower return of 14% to 15% is sufficient, which the project likely won't achieve in year 10 unless there is a significant change in cap rates, operating costs are less and/or revenues increase.

Based upon our review, the projected TIF for each Phase is required. The largest driver for the need for assistance is the loss in rental revenue due to the requirement of affordable units.

Terms of Agreement:

Roers requested that the TIF agreements for the three buildings that require TIF be brought forward at the same time so they would have an understanding of the maximum commitment of the amount of TIF that would be available to them as they continue to abide by the City's Inclusionary Housing Policy. It should be noted that for the future buildings (2 and 4) these amounts are a not to exceed amount. We will review their updated development proformas and the amount of assistance will be sized at the time they actually are ready to commence with development. There is a possibility that building 3 could need assistance and if requested, that would come before the City Council for review and consideration under a separate agreement.

Following are the major business terms of the TIF Agreements for review and consideration by the City Council:

1. Developments: Phase 1 consisting of 207 units, Phase 2 is 150 units, and Phase 4 is 225 units.
2. Commencement and completion of construction: As noted in table above.
3. Affordability requirements:
   a. Phase 1 - 20% of the units (42 units) must be affordable at 60% of area median income for 26 years
   b. Phase 2 and 4 – Percent of units affordable will adhere to the City's Inclusionary Housing Policy in place at the time of development and will be required for 26 years after issuance of a certificate of occupancy.
   c. Units must be dispersed between unit types and for Phase 1 those are noted below:

	60% AMI	Market	Total
Studio	0	10	10
1BR	26	95	121
1BR+Den	0	8	8
2BR	13	41	54
3BR	3	11	14
Totals	**42**	**165**	**207**
Percent	**20%**	**80%**	

d. Declaration of Restrictive Covenants to be recorded against each property
e. Required to report to the City annually for 26 years that they are meeting these requirements starting on April 1, 2028, for Phase 1. Subsequent Phases will start on dates commensurate with their construction completion.

4. TIF Assistance:
   a. Pay-as-you go TIF note for each Phase as noted in the table above
   b. Phase 2 and Phase 4 are subject to reduction based upon actual timing of construction and number of units
   c. Paid with 25% of the TIF generated from each Phase at the lesser of 5.5% or the Developers actual financing rate
   d. Term will vary based upon when future phases are developed. Phase I will be for 26 years.

5. Lookback
   a. At time of completion of the applicable Phase, if the total development costs (TDC) are less than those anticipated in the attached exhibit, then the TIF Note will be reduced on a dollar-for-dollar basis
   b. If at the time of stabilization (95% occupied), if the IRR exceeds 14%, the TIF note will be adjusted down by half of the amount over the threshold
   c. If the Developer sells the property within 13 years, the same IRR analysis will be completed as noted in b above, except the IRR threshold is 15%

6. Fees: Acknowledges they have deposited $10,000 to cover the City's costs and will deposit additional dollars as needed to pay all costs of the City in creating the TIF district and reviewing, negotiating, and drafting of all the required documents for assistance.

7. Minimum Assessment Agreement (MAA): Required to file a MAA with the County for the amounts noted in the table above. The MAA is in effect through the earlier of pay off of the applicable TIF note or termination of the District.

8. Taxes
   a. Must pay property taxes
   b. Must inform the City if they petition the current tax value of the property (cannot go below the MAA amount) during the term of the TIF Note
   c. City may suspend payments due under the TIF Note or pay out at the MAA value until the tax petition is resolved

Please contact me at 651-697-8506 with any questions.

City of Plymouth

Agenda Number: **5.1**

Regular Planning Commission

February 21, 2024

To:	Planning Commission
Prepared by:	Shawn Drill, Senior Planner
Reviewed by:	Grant Fernelius, Community and Economic Development Director
File No:	2023-082

1. Applicant:
SPRC Land Ventures Plymouth

2. Proposal:
Rezoning, PUD general plan, and preliminary plat for redevelopment of the former Prudential Insurance site.

3. Location:
13001 County Road 10

4. Guiding:
MXD (mixed use)

5. Zoning:
Current zoning is B-C (business campus)

6. School District:
ISD 279 (Osseo)

7. Review Deadline:
April 13, 2024

8. Description:
See attached Planning Commission Report Information.

City of Plymouth

To: Plymouth Planning Commission

From: Shawn Drill, Senior Planner (763-509-5456)
Community and Economic Development Department

Subject: SPRC Land Ventures Plymouth
Rezoning, PUD general plan, and preliminary plat for redevelopment of the former Prudential Insurance site (2023082)

Deadline: April 13, 2024

SUMMARY

The applicant is requesting approval of the following items to allow mixed-use redevelopment of the roughly 75.5-acre former Prudential Insurance site located at 13001 County Road 10:

1) Rezoning from B-C (business campus) to PUD (planned unit development);
2) PUD general plan for the site arrangement and land uses; and
3) Preliminary plat for 8 lots, including 1 lot to be dedicated as a public park.

An aerial view of the site is included to the right for reference on the site context.



RECOMMENDED ACTION

Community and Economic Development Department staff is recommending approval of the request, subject to the findings and conditions listed in the attached ordinance and resolutions. If new information is brought forward at the public hearing, staff may alter or reconsider its recommendation.

SITE INFORMATION

Zoning and Land Use

The site is presently zoned B-C (business campus) and is guided MXD (mixed use) on the city's comprehensive plan.

	Use	Zoning	Land Use Designation (2040 Comprehensive Plan)
Subject Property	Former Prudential Insurance Campus	B-C (current zoning)	MXD
North	In Maple Grove: Childcare center, bank with drive-thru teller service, & strip retail center In Plymouth: Holiday Gas Station with car wash, and Culver's with drive-thru. The Quinn Apartments	-- C (commercial) ----- LA-4 (living area 4)	-- C-4 (community commercial) ----- RMF-4 (multi-family 4)
East	Single-family homes	LA-1 (living area 1)	RSF-1 (single-family 1)
South	Bass Lake Hills Rental Townhomes	LA-3 (living area 3)	RMF-4
West	Lake Camelot Villa Condominiums (townhomes)	LA-2 (living area 2)	RMF-3 (multi-family 3)

Natural Characteristics of Site

The site lies in the Shingle Creek drainage district. The site is not located within the flood plain or shoreland overlay district. The site contains two wetland areas: one in the southwest corner and one in the east portion of the site. The water body in the central portion of the site is a stormwater pond.

Previous City Actions Affecting Site

- The existing 4-story, 450,000-square-foot office building and related parking areas were completed in the northerly portion of the site in 1980. Under the plan, the existing building and parking would be removed. The southerly portion of the site presently remains undeveloped.

- In 2022/2023, the applicant requested a review of sketch layouts for redevelopment of the site. Both the Planning Commission and City Council have previously reviewed the sketch layouts and provided their informal comments to the applicant.

- In July 2023, the City Council adopted an Alternative Urban Areawide Review (AUAR) for the site, based on the highest amount of mixed-use development the site could support. An AUAR is a scoping document that identifies potential environmental concerns and develops a mitigation plan to address any such concerns. The mitigation has been and will be incorporated into the proposed redevelopment plans.

- In September 2023, the City Council approved the applicant's request to reguide the site from CO (commercial office) to MXD (mixed use) in order to accommodate the planned redevelopment.

ANALYSIS OF REQUEST

REZONING

The applicant is requesting to rezone the site from B-C to PUD to accommodate the proposed mixed-use redevelopment of the site. Land uses would include the following:

- Business park, med/tech;
- Office;
- Grocery;
- Retail and restaurant use; and
- Four apartment-style residential buildings totaling roughly 925 units.

A PUD is a customized zoning district that provides the city with a high level of regulatory control. The requested PUD would allow for a mixing of land uses and would provide for an efficient use of land and services through flexibility to the conventional development standards. In exchange, the development may be required to provide a higher level of site or architectural design. For this PUD, the applicant would provide a 13.26-acre public park in the central portion of the site – which would encompass the existing pond feature – to serve as a focal point for the development.

As previously stated, the roughly 75.5-acre site was recently reguided to MXD (mixed use) on the city's comprehensive plan. MXD guiding specifies a mixture of both residential and commercial land uses in a manner that creates a unified development. A copy of the MXD guiding description from the comprehensive plan is attached.

The comprehensive plan specifies a minimum density goal of 12 dwelling units per acre and a maximum density of 35 dwelling units per acre using the total land area for MXD developments. Density is based on net acreage. Although the site contains roughly 75.5 gross acres, it contains 69.94 net acres after the wetlands and related natural buffer strips are deducted. Additionally, the park land to be dedicated (Lot 2, Block 3) contains 13.26 acres, which is also deducted from the density calculation. Based on 56.68 acres, this site should accommodate between 680 and 1,984 dwelling units. The proposal includes roughly 925 total dwelling units, for an overall density

of 16.32 dwelling units per acre over the entire site. Consequently, the proposal would be consistent with the density goal identified in the comprehensive plan.

Chapter 462.357 of State Statutes requires that the zoning map for each city be consistent with its adopted comprehensive plan. The current B-C (business campus) zoning is no longer consistent with the recent MXD reguiding of the site. The requested PUD rezoning would be consistent with the MXD guiding of this site because the PUD zoning designation allows mixed-use developments that include both residential and commercial uses.

Staff finds that the requested rezoning from B-C to PUD would be appropriate, based upon the following findings:

1. PUD is listed as the corresponding zoning district for properties that are guided MXD.
2. The proposed PUD zoning would be consistent with the comprehensive plan and other city policies and plans.
3. The proposed PUD would provide the city with a higher level of regulatory control than could be achieved under conventional zoning.
4. The development would incorporate common elements in the design, materials, landscaping, and lighting to create a unified development.
5. Adequate infrastructure would be provided to serve the development.

PUD GENERAL PLAN

PUD general plans provide developers with a high level of development entitlement, leaving the more specific site details to be addressed in the future under an administratively reviewed and approved PUD final plan for each building. General land uses and lot arrangement are established by an approved PUD general plan. The applicant's PUD general plan indicates the following uses:

Business Park uses on Lot 1, Block 1 (southwest area)

- Medical/Technical or similar building – roughly 68,000 sq. ft. (plus potential mezzanine level).
- Medical/Technical or similar building – roughly 67,000 sq. ft. (plus potential mezzanine level).

Office use on Lot 2, Block 1 (west area)

- Office Building – roughly 80,000 sq. ft.

Retail uses on Lot 3, Block 1 (northwest area)

- Grocery Supermarket or Superstore – roughly 65,000 sq. ft.
- Retail/Coffee Shop with drive-through service – roughly 3,000 sq. ft.

Retail uses on Lot 1, Block 2 (north area)

- Retail in six buildings totaling roughly 26,500 sq. ft., two of which would provide drive-through or drive-up window service.

Residential uses on Lots 1 and 4, Block 3 (northeast and south areas)

- Four Apartment-style Buildings totaling roughly 925 units. The "Residential 1" building shows a potential attached parking ramp with roughly 4,000 sq. ft. of main floor retail

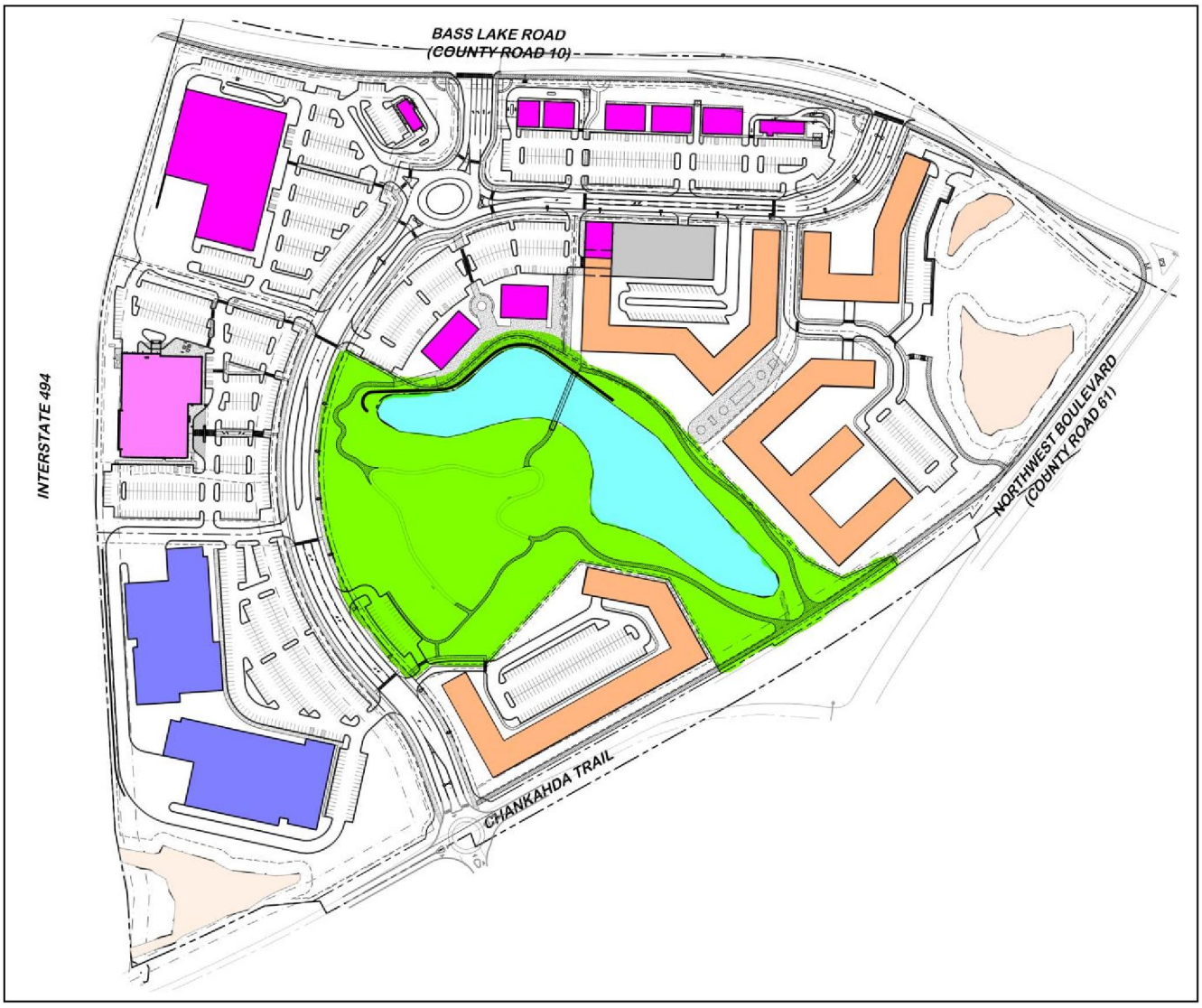
City Park on Lot 2, Block 3 (central area)

- 13.28-acres of Public Parkland with trailway around the existing pond feature

Retail uses on Lot 3, Block 3 (waterfront area north of the pond)

- Retail/Restaurant – roughly 8,000 sq. ft.
- Retail/Restaurant – roughly 8,000 sq. ft.

Below is the PUD General Plan:



Park Dedication

The park dedication requirement for this proposed development is as follows:

- ***Non-Residential*** – The park dedication requirements for non-residential development within the site were previously satisfied by means of a cash payment in lieu of land dedication that was provided to the city in 1980.
- ***Residential*** – Park dedication, based on the number of dwelling units to be constructed, is required for residential development within the site and would be satisfied through a combination of park land dedication and pro-rated cash payment to the city.

A primary feature of the PUD is a public park that would be centrally located within the development. The park would encompass the existing pond feature and would preserve the existing trees and landforms in that area of the site. A network of trails would provide access from various points and would encircle the pond, creating outdoor recreational opportunities. A pedestrian bridge is envisioned to bisect a narrow portion of the pond. The park would be dedicated to the city with the initial phase of development. The park would be developed and programmed by the city in the future.

Although the proposed park would contain 13.28 acres, the applicant would be given credit for 12.21 acres of parkland dedication after deducting portions of the pond area. To satisfy the remainder of the city's park dedication requirement, the applicant would pay the city a pro-rated share per dwelling unit at the time of building permit issuance for the apartment buildings. Park dedication is addressed in the attached resolution.

Site Access

The site would be served by three public access points, as follows:

- County Road 10 (Bass Lake Road)/Sycamore Lane, an existing signalized intersection;
- County Road 10/Quinwood Lane, an existing signalized intersection; and
- Chankahda Trail/Teakwood Lane, a future round-about intersection (the existing private driveway located slightly east on the site would be removed).

Transportation

A traffic study was commissioned by the city but paid for by the applicant as part of the Alternative Urban Areawide Review (AUAR) for this site. A copy of the traffic study is attached. The traffic study was based and modeled on 700,000 square feet of med-tech, office, and retail development and 1,320 residential units. Under the proposed PUD general plan, the development would contain substantially less development with roughly 327,300 square feet of med-tech, office, and retail uses and roughly 925 dwelling units. The traffic study concluded that, with modifications, the surrounding road system could readily accommodate the anticipated traffic that would be generated by redevelopment of the site. Additionally, the city would extend Plymouth Metrolink bus service to this site upon its redevelopment.

In order to provide for safe and efficient traffic operation in the area, the following transportation improvements are recommended by the traffic study:

- Proposed Sycamore Lane within the site at County Road 10 (Bass Lake Road) – Add a second northbound left turn lane to provide dual left-turn lanes, a through lane, and a right turn lane.
- Internal – Construct a single-lane roundabout at the proposed Sycamore Lane intersection with Quinwood Lane/61st Avenue within the site.
- Sycamore Lane/Teakwood Lane intersection with Chankahda Trail – Construct a single-lane roundabout.
- County Road 10 (Bass Lake Road) at County Road 61 (Northwest Boulevard) – Extend the eastbound and westbound left-turn lanes along County Road 10 by roughly 50 feet.
- Modify/optimize – Signal infrastructure, timing, and phasing.

The above items have been or will be addressed in the redevelopment plans and are addressed in the attached resolution. The proposed redevelopment of the site coincides with the city's plans to reconstruct/upgrade the abutting segment of Chankahda Trail in 2025 or 2026. Consequently, the city will likely construct the roundabout along Chankahda Trail as part of that city project.

Internal Roadways

A new segment of Sycamore Lane would be constructed that would extend through the site in a curvilinear fashion, connecting the existing County Road 10 (Bass Lake Road)/Sycamore Lane intersection to the north to the Chankahda Trail/Teakwood Lane intersection to the south. Additionally, a new segment of Quinwood Lane/61st Avenue would be constructed to connect the existing County Road 10/Quinwood Lane intersection (via sweeping curve) to proposed Sycamore Lane at a round-about within the site. Significant time has been spent designing roads to have a balance of accessibility, mobility, traffic calming, tree preservation, and visual interest.

Both proposed streets within the site (Sycamore Lane and Quinwood Lane/61st Avenue) would be classified as collector roadways and would include strategically located landscaped center medians and turn lanes to accommodate driveways and intersections and provide for traffic calming.

Sidewalks/Trails

Sidewalks would be provided along both sides of proposed Sycamore Lane and Quinwood Lane/61st Avenue within the site. Additionally, trails would be provided along County Roads 10 and 61 (a/k/a Bass Lake Road and Northwest Boulevard, respectively) abutting the site, connecting with internal trails to ensure pedestrian access from various points. A trail around the existing central pond feature, to include a planned pedestrian bridge over the pond, would allow the public to experience and enjoy the pond as a site amenity.

The city's future project to reconstruct the abutting Chankahda Trail segment would complete the trail connections by installing a trail along both sides of Chankahda Trail.

Storm Water Management

The city requires that storm drainage systems be designed so the post-development rate of runoff from a site does not exceed the pre-development rate. Additionally, the city requires treatment of storm water runoff before it enters the drainage system. The proposed development would include a large stormwater pond that expands the existing pond in the central portion of the site. This pond would be the primary tool for both rate control and water quality treatment. The pond would be designed to complement and serve as an amenity and attraction to the site, with proposed waterfront restaurants/retail, park, and trails around the pond.

To assist in maintaining the quality of the pond, numerous treatment methods would be installed upstream of the pond. These would include sump manholes, rain gardens, tree trenches, and other water treatment and filtering structures. Staff will work with the applicant to finalize these methods as the plans continue to develop and specific users are identified within the site, coming forward for future PUD final plan approvals.

The attached resolution requires compliance with all city and watershed regulations regarding drainage, runoff, water quality, and erosion control.

Final plans for this development are subject to permitting and review by the Minnesota Department of Natural Resources, United States Army Corps of Engineers, Shingle Creek Watershed Management Commission, Board of Water and Soil Resources, Wetland Conservation Act, Minnesota Pollution Control Agency Construction Stormwater Permit to be in compliance with the federal Environmental Protection Agency National Pollutant Discharge Elimination System Clean Water Act, Hennepin County, Minnesota Department of Transportation, and City of Plymouth.

Parking

Under the plan, the business park shows provision of roughly two parking spaces per 1,000 square feet of building area, but may be reduced to 1.5 depending on the ratio of office, lab space, assembly, light manufacturing, etc. The office and retail uses would provide a minimum of 4.0 parking spaces per 1,000 square feet of building area. The apartment sites would provide a minimum of 1.5 parking spaces per dwelling unit. Parking for the apartments would include exterior surface parking and interior underground parking and potential parking ramp spaces. Although the parking ratios may be slightly under current ordinance standards, the city has encouraged reduced parking in PUD settings where: 1) the parking is within a development that includes multiple uses with shared parking; and 2) there are a large number of overall parking spaces provided. Furthermore, reduced parking can result in less parking lot runoff and less impervious coverage. Consequently, the requested parking ratios would be appropriate to serve the proposed development.

Loading Areas

Loading areas would be positioned to limit visibility from adjacent buildings and would be screened through the use of wing walls, berms, and/or landscaping. The attached resolution addresses this matter.

Building Design/Materials

The development would incorporate common accent elements in the design and materials of the buildings, as well as in the landscaping, lighting, and walkway system to create a cohesive and unified development. Buildings would have equal or near equal treatments on all sides. Building design between various lots would be harmonious and cohesive but each building would have its own individual character and identity. The applicant's narrative states that the buildings and other site features would be designed to withstand the test of time.

A grouping of smaller, pedestrian-scale buildings would be located along the County Road 10 (Bass Lake Road) frontage to reinforce an urban character. The waterfront retail/restaurant area would feature a plaza to provide outdoor spaces and create opportunities for gathering space and public art.

The following design standards were taken from the applicant's narrative and have been incorporated into the attached resolution. All buildings would need to conform to these standards:

- ***Business Park***

  The business park building(s) would be constructed of high-quality durable materials and would have varied detail to create visual interest. Materials would be cohesive with the overall development and would include a mix of brick, cast-in brick or stone, composite panels, decorative precast concrete, architectural metals, and glass. Decorative precast concrete would include reveals, changes in color and texture, or other design enhancements. Large exterior walls would include horizontal and vertical articulation.

- ***Office and Retail***

  The office and retail buildings would be constructed of high-quality durable materials and would have varied detail to create visual interest. Materials would be cohesive with the overall development and would include a mix of brick, cast-in brick or stone, composite panels, stucco, decorative block, architectural metals, and glass.

- ***Residential Apartments***

  The apartment buildings are anticipated to vary in height from 4 to 6 stories. The apartment buildings would be well-constructed and designed to meet the needs of modern residents. Unit sizes would range from studios to 3 bedrooms, and would include full kitchens, laundry, and ample storage spaces. The apartment buildings would be constructed of a combination of high-quality durable materials including brick, stone accents, large windows, fiber cement board siding (panel and lap) with fiber cement trim

banding. The upper-floor units would feature balconies and the ground (main) floor level would feature walk-up units with private patios to provide direct access to the outdoors from individual units. Trash would be collected and stored within the buildings, with dumpsters being wheeled out on pick up days. Common areas would include amenities such as coffee lounge, mail/package room, gaming area, study and conference room, golf simulator, outdoor patio, and fitness center with kid's room and yoga/fitness on-demand space.

Landscaping

Roughly 900 new trees would be planted within the PUD. Additionally, 290 existing mature trees would be preserved. The applicant provided an overall preliminary landscaping plan to indicate species and where trees would fit on the lots. However, the individual developer for each building/lot would be responsible for their own landscaping installation as part of their building construction. Staff will ensure compliance with the city's landscaping requirements when the PUD final plans are submitted for each building/lot. Landscaping is addressed in the attached resolution.

Public Art

Public art would be incorporated throughout the development with the primary focus being on the waterfront plaza north of the pond. Examples include statuary, murals, interactive fountains, local artist installations, and interactive art features such as interpretive/experimental landscape gardens within the park. Pedestrian-scale improvements such as defined walkways, decorative paving, street furniture (benches, trash receptacles, planters, etc.) would be incorporated throughout. The applicant has committed to spending $200,000 on public art and street furniture, as specified in the attached resolution.

Lighting

The PUD requires a uniform lighting plan, as specified in the attached resolution. The site is in Lighting Zone 2, which allows moderate lighting and where:

1) Parking lot lighting levels are limited to 2.5 lumens per square foot of parking area;
2) Mounting height of light fixtures cannot exceed 30 feet;
3) House-side shielding is required;
4) The correlated color temperature (CCR) of lighting cannot exceed 4100 Kelvin; and
5) Light fixtures must meet specified BUG (backlight/uplight/glare) ratings, and lighting levels must be reduced by at least 50 percent at 8 PM or close of building, whichever is later.

Staff will ensure compliance with the city's lighting requirements when the PUD final plans are submitted for each building/lot.

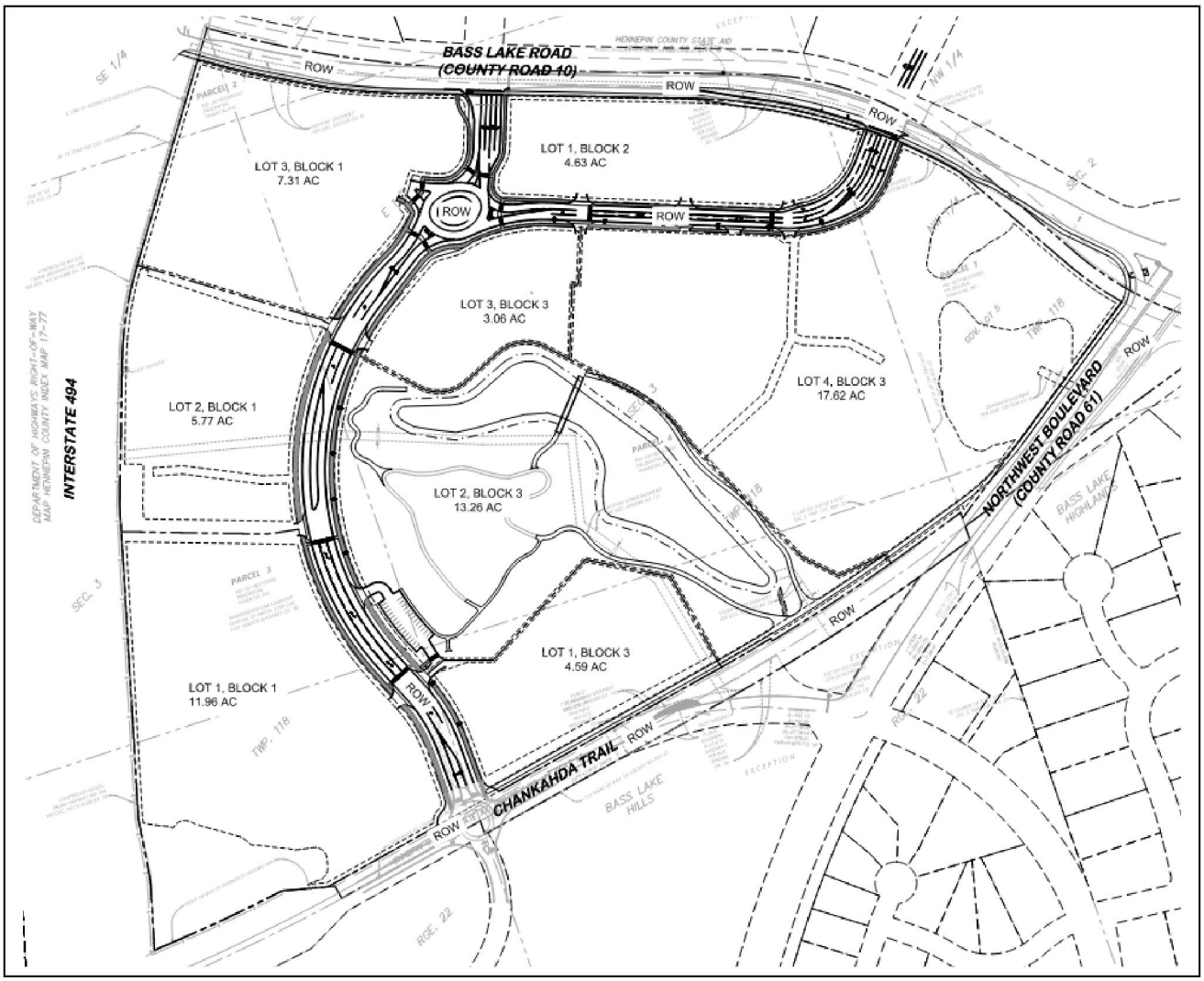
Outdoor Sales/Display

Other than limited/special temporary events where an administrative permit has been obtained, no outdoor sales or display of merchandise would be allowed. The exception is that the grocery store may have a five-foot wide area along the front wall of the store, in locations to be designated, for such uses – as is typical for seasonal displays of merchandise at grocery stores. This matter is addressed in the attached resolution.

PRELIMINARY PLAT

The proposed preliminary plat shows eight lots. Note that certain lots will likely be further divided in the future during the final platting process. For example, it is unknown at this time whether Lot 1, Block 1 (med/tech business park in the southwest area) would ultimately be developed with one or two buildings. If two buildings are developed in that area, that lot would be subdivided into two parcels during the final platting of that area.

Below is the preliminary plat:



Wetlands/Buffering

There are two wetland areas on the site - one in the southwest corner and one in the east portion of the site. The applicant would be required to provide the necessary natural buffer strips around the wetlands, as addressed in the attached resolution. The existing ephemeral stream (dry creek bed) at the northeast corner of the site would also be protected.

Final plans for this development are subject to permitting and review by the Minnesota Department of Natural Resources, United States Army Corps of Engineers, Shingle Creek Watershed Management Commission, Board of Water and Soil Resources, Wetland Conservation Act, Minnesota Pollution Control Agency Construction Stormwater Permit to be in compliance with the federal Environmental Protection Agency National Pollutant Discharge Elimination System Clean Water Act, Hennepin County, Minnesota Department of Transportation, and City of Plymouth

Tree Preservation Regulations

The subdivision regulations allow removal of up to 50 percent of the caliper inches of significant trees on the residential portion of the site, and of up to 75 percent on the non-residential portion. Reforestation and/or monetary restitution is required for any removal beyond those thresholds. A significant tree is defined as one being eight inches or larger in diameter for deciduous trees, and four inches or larger in diameter for conifers.

The tree survey indicates there are presently 11,479 caliper inches of eligible significant trees on overall the site. After taking the trees in both the residential and non-residential areas into account, the applicant may remove up to 7,592 caliper inches (66.1%) of the significant trees on the site. The applicant is proposing to remove 6,274 caliper inches (54.7%) of significant trees on the site. Under the plan, 5,205 caliper inches (45.3%) would be preserved. Consequently, the proposal complies with the city's tree preservation regulations. In addition, the landscaping plan shows the planting of roughly 900 new trees on the site.

Development Phasing

The PUD is envisioned to be developed in multiple phases over roughly 4 to 8 years depending upon the absorption rate. The first phase of development would include installation of all internal public streets and utilities and would also dedicate the public park land.

LEVEL OF DISCRETION IN DECISION-MAKING

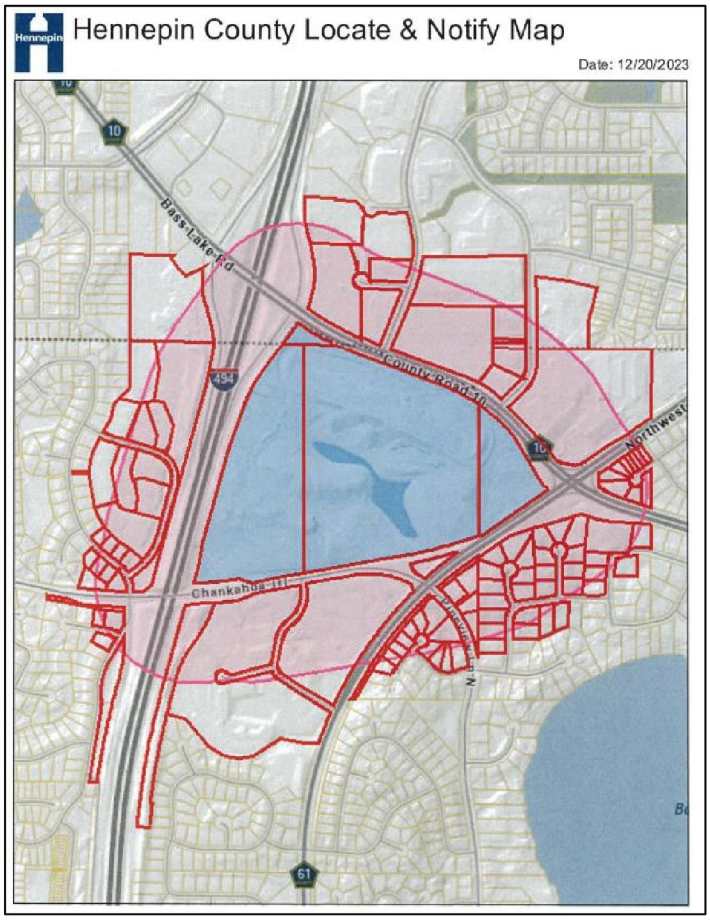
The city has a relatively high level of discretion in approving or denying a rezoning application. This is because the rezoning of land is a "quasi-legislative" action (enactment of policy). The zoning ordinance and map are the enforcement tools used to implement the goals and standards set by the comprehensive plan. The proposed zoning for a property must be consistent with the comprehensive plan.

The city has a relatively high level of discretion in approving or denying a PUD general plan. This is because PUD approval is a "quasi-legislative" action (enactment of policy). The city may impose reasonable requirements in a PUD not otherwise required if deemed necessary to protect and promote the health, safety, and general welfare of the community. The proposal must be consistent with the comprehensive plan.

The city's discretion in approving or denying a preliminary plat is limited to whether or not the proposed plat meets the standards outlined in the subdivision regulations and zoning ordinance. This is because preliminary plat review is a "quasi-judicial" action (enforcement of established policy). If a preliminary plat application meets the standards, the city must approve the preliminary plat.

PUBLIC NOTICE

Notice of the public hearing was published in the city's official newspaper. Two mailed notices were sent out to all property owners within 750 feet of the site. One notice was sent upon receipt of the application, and another notice was sent 12 days prior to the public hearing. The Hennepin County Locate & Notify map is provided to the right. Development signage has also been posted on the site, and the city website has been updated with information about the project and meetings.



Proposed Minutes
Planning Commission Meeting
February 21, 2024

Chair Boo called a Meeting of the Plymouth Planning Commission to order at 7:00 p.m. in the Council Chambers of City Hall, 3400 Plymouth Boulevard, on February 21, 2024.

COMMISSIONERS PRESENT: Chair Michael Boo, Marc Anderson, Julie Olson, Jennifer Jerulle, Josh Fowler, and Neha Markanda

COMMISSIONERS ABSENT: Bill Wixon

STAFF PRESENT: Planning and Development Manager Chloe McGuire, Engineering Services Manager Chris McKenzie, Senior Planner Lori Sommers, Senior Planner Kip Berglund, Senior Planner Shawn Drill, Community and Economic Development Director Grant Fernelius, City Council Liaison Julie Pointner

Public Hearings

(5.1) Review rezoning, PUD general plan, and preliminary plat request for redevelopment of the former Prudential Insurance site, 13001 County Road 10 (SPRC Land Ventures Plymouth – 2023082)

Senior Planner Drill presented the staff report.

Commissioner Anderson referenced the proposed 925 units noting that residential density was based off the total size of the site and asked the type of density that would be calculated if they were only looking at the residential area of the site.

Senior Planner Drill replied that he did not calculate that, as that is not how the city calculates density. He estimated that the density would be roughly double if it was only based on the residential lots.

Commissioner Markanda referenced Summit Orthopedics, which was mentioned as a commercial business. She asked the hours of operation that the commercial components would have.

Senior Planner Drill replied that the applicant could better address that.

Commissioner Fowler referenced the statement that the city would connect this site to the bus route and asked if a bus shelter would be proposed on the site.

Senior Planner Drill stated that is has not been determined at this time. He explained that development for the site would be phased over roughly eight years, therefore the demand for that

service may not arise until Year 3 or 4 of the development. He confirmed that when that demand is present, there would be a bus stop and possibly a shelter at this location.

Planning and Development Manager McGuire stated that she had just calculated the density based on only the residential lots, and it is about 42 units per acre.

Commissioner Jerulle referenced the ask for a variance for parking and asked if that was related to the residential or commercial uses.

Senior Planner Drill provided details on the number of stalls required for commercial and residential uses of this nature. He stated that a slight reduction is being requested but that would not be a variance, but rather through PUD flexibility.

Commissioner Jerulle commented that she does support lesser parking given how things are evolving.

Chair Boo referenced the multimodal use reduction that was applied and asked how eligibility is determined.

Senior Planner Drill provided examples, such as shared parking opportunities between the residential and commercial uses. He stated that staff attempts to right-size the parking for the overall site to ensure they do not create a sea of parking.

Chair Boo noted that the traffic study had a list of recommended improvements and asked whether those would all be implemented for this development.

Senior Planner Drill replied that there were some on-site issues that have already been addressed in the plans and confirmed that those five recommendations have, or will be, included.

Chair Boo stated that there was a statement that a range of housing would be provided on the site and asked when the determination would be made as to the economic groups would be identified for housing.

Senior Planner Drill replied that is happening in the background as the developer is looking at a tax increment financing (TIF) package that would support some level of affordability.

Chair Boo introduced Dan Salzer of Scannell Properties, and Ross Stiteley of Roers Companies, representing the applicant. Mr. Salzer shared some renderings to provide an idea of the look and scale of the proposed development. He stated that commercial hours of operation would vary based on the use. He stated that there will be some 24-hour operation but would not necessarily be open to the public at all hours. He provided the example of Summit which would have surgery and recovery suites. He stated that care would be provided 24 hours a day, but the business would not have members of the public coming in during all of those hours.

Commissioner Anderson stated that the commission has seen this proposal move through the process from conceptual and EAW to the current rendition proposed today. He stated that this is the first time the commission has heard a user for the site, which is exciting. He asked for more

details on the reaction of the marketplace and whether this vision could come to life based on current market demands.

Mr. Salzer commented that there has been a lot of excitement to this plan, and they continue to receive a lot of interest from the retail and business campus uses. He stated that they are finally at the stage where they can start marking out where users could go and believed that the demand to fill those areas would come quickly.

Commissioner Olson asked if there would be a parking variance.

Mr. Salzer reiterated that this would not be a variance, but a flexibility within the PUD. He stated that parking was a big part of the discussion from early on in the process. He stated that they worked with Summit closely to determine the actual parking needs as they do not want to overpark the site.

Commissioner Olson asked and received confirmation that there would be underground parking for the apartments. She asked if there would be parking on the street for the park use.

Mr. Salzer replied that they do not anticipate street parking, identifying the proposed parking lot for the park.

Commissioner Olson asked for details on the phasing of the plan.

Mr. Salzer stated that they would begin with the infrastructure and roads with Summit as the first project to move forward.

Mr. Stiteley stated that they are still working through the design of the first phase of multi-family but anticipated that the first phase would include about 400 units.

Commissioner Fowler asked the percentage of parking that would be internal compared to surface for the residential building.

Mr. Stiteley commented that as they redefine the plans that will ebb and flow but typically, they like to have a 1:1 ratio for underground parking but recognized that will be limited by the footprint of the building and therefore some parking could be pushed to surface lots.

Commissioner Fowler asked if the structured parking would be replacing underground or surface stalls.

Mr. Salzer replied that the intent would be for the structured parking to offset some of the multi-family parking along with the waterfront retail area.

Commissioner Fowler referenced the requested maximum building height of 100 feet and noted that the plans appear to show a height of 75 feet.

Mr. Salzer replied that it is best to have flexibility in the case that they want to go taller as they develop. He commented that it would be unlikely that 100 feet would be requested for a use

outside of residential, noting that any request of that nature would need to come back before the commission if it were to occur.

Commissioner Markanda stated that the traffic study period was from 2017 to 2022, recognizing that the site is no longer an active corporate site. She asked if there is potential concern as this moves forward in phasing if there were higher crash numbers reported due to increased traffic.

Engineering Services Manager McKenzie stated that the traffic study used data from 2017 to 2020, recognizing that is the higher end of traffic as it was pre-COVID. He stated that crash data is continually reviewed, and they will continue to monitor traffic with the county to address any issues through signal timing.

Chair Boo opened the public hearing.

Chair Boo introduced Molly Munz, 5935 Norwood Lane N, who expressed concern regarding increased traffic.

Chair Boo closed the public hearing.

Engineering Services Manager McKenzie commented that Bass Lake Road and Northwest Boulevard have the capacity to address the potential traffic. He stated that the roadways were designed to the ultimate use of the Prudential site. He recognized that traffic will increase slightly as a result of the development, which is why additional turn lanes will be added and signal timing will be adjusted to manage that.

Commissioner Anderson recognized that there are still some unknowns with timing and the residential buildings and asked if the commission would see any of these plans again.

Senior Planner Drill replied that this would be the only time the commission would formally review the request, but staff could provide updates as development begins if that is requested. He stated that the maximums (height, etc.) are specified within the draft resolution, along with parking ratios. He stated that if anything is proposed outside of those specifications, the developer would need to come back to request an amendment to the PUD.

Commissioner Anderson asked if staff feel that the specifications for height, parking, and exterior materials would ensure quality development.

Senior Planner Drill replied affirmatively.

Commissioner Jerulle commented that this is a well thought out plan that provides a variety of uses. She believed that parking could perhaps be reduced further, below the 1.5 specified.

Chair Boo commented that the developer would obviously have a desire to reduce parking if it were not found to be needed and asked if there would be flexibility to do so.

Senior Planner Drill commented that the city attempts to walk a line between having enough parking without overparking. He stated that staff is comfortable with the 1.5 specification and if there was a desire to reduce, staff would want to bring that back to the commission for review.

He stated that the market and end user will provide input on their parking needs as development occurs and therefore this is a compromise that would meet all needs. He stated that they will monitor the issue and they can bring back an amendment if it is appropriate.

Commissioner Olson commented that she would be concerned if the parking were less than 1.5 because of the number of residential units proposed. She asked for information on the mix of units proposed for the buildings, as there would be two- and three-bedroom units.

Mr. Stiteley commented that the final unit mix is still to be determined but noted that it will be a good mix of unit sizes. He confirmed that they are sensitive to parking demands for residential units as a building will not be attractive to residents if there is not sufficient parking.

Commissioner Olson commented that while times are changing, they have not changed yet and most people in the residential buildings would still have vehicles.

Motion was made by Jerulle, and seconded by Commissioner Anderson, to recommend approval of findings of fact for a rezoning of land and ordinance amending chapter 21 of the city code to reclassify certain land located at 13001 County Road 10, and a PUD general plan and preliminary plat for SPRC Land Ventures Plymouth for the SPRC Land Ventures PUD for roughly 75.5 acres located at 13001 County Road 10, subject to the conditions within the draft resolutions.

Further discussion: Commissioner Fowler suggested that a ten percent parking reduction be allowed, which could be approved administratively, as the users and demand are better defined. He confirmed that could be considered as a friendly amendment to the motion.

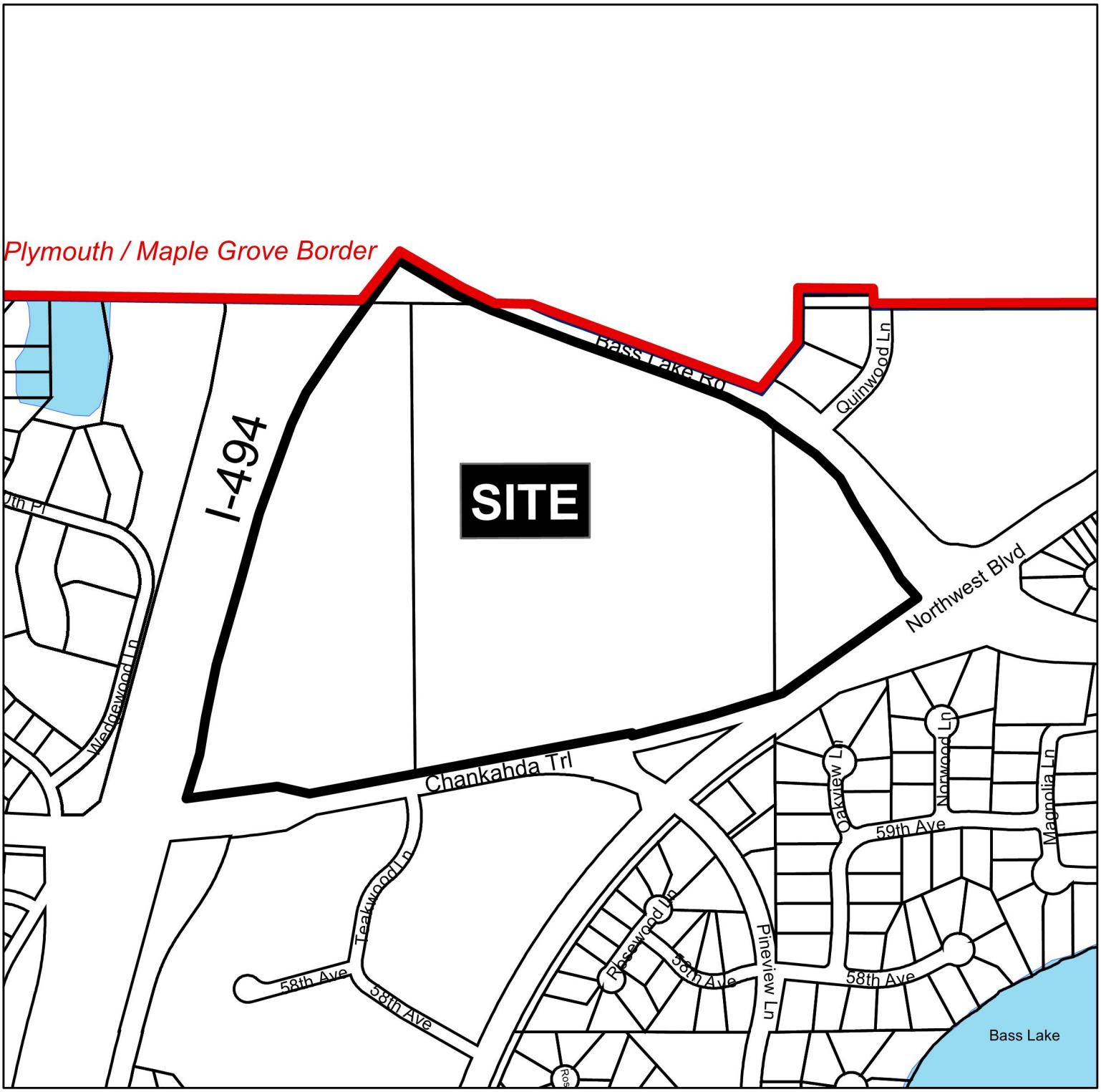
Commissioner Anderson stated that there are a lot of unknowns and therefore if parking demands change, he would prefer to see the request.

Commissioner Fowler stated that he is confident that staff could make the determination as to whether that reduction could be made.

Commissioners Jerulle and Anderson denied the requested amendment noting that they would prefer to see the request return if there is a requested change to parking.

Chair Boo commented that this is a well thought out development and will be a great addition to the community.

Upon a roll call vote and all Commissioners voting in favor, the motion carried.



2023-082
SPRC Land Ventures
13001 County Road 10
Rezoning, PUD General Plan, & Preliminary Plat

N

750 375 0 750 1,500
Feet

City of Plymouth



2023-082 -- Aerial Map

660 330 0 660 1,320

Feet

N

City of Plymouth

ROERS COMPANIES AND SCANNELL PROPERTIES ("SPRC")

PRUDENTIAL REDEVELOPMENT

PROJECT NARR ATIVE

February 1, 2024

Developer:

Scannell Properties: 294 Grove Lane, Suite 140, Wayzata, MN 55391

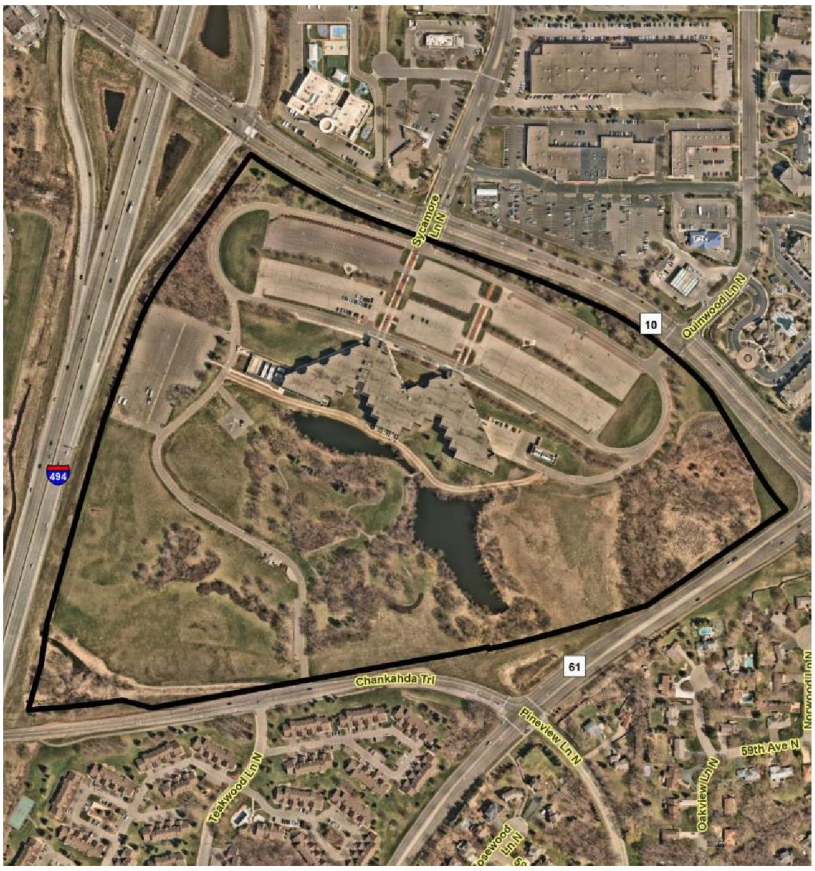
Roers Companies: Two Carlson Parkway, Suite 400 Plymouth, MN 55447

Together referred to as "SPRC Land Ventures"

Master Site/Civil/Landscape: Kimley-Horn

PROJECT LOCATION

SPRC is proposing a redevelopment of the former Prudential Campus located at 13001 Bass Lake Road. Straddling 494 and Bass Lake Road, the 75-acre campus is underutilized and positioned for the creation of a prolific and substantial redevelopment that capitalizes and invites the public into the sanctuary of the park-like setting while bringing new development to live, work, and play.



REQUESTED ACTIONS

- *Preliminary plat approval*
  - The project will include eleven proposed parcels, a public park, and public ROW dedication. The project will be further subdivided as various uses are signed up and come forward with applications.
- *Rezone*
  - The subject property is currently zoned Business Campus (BC) and is guided Commercial Office (CO) in the Comprehensive Plan 2040 Land Use Map. SPRC has previously submitted and received approval from Council for a Comprehensive Plan Amendment to

re-guide from CO to Mixed Use (MXD). Under the current zoning, SPRC will not be able to complete the variety of uses proposed and fulfill the goals of the re-guidance and thus is requesting to rezone to a Planned Unit Development (PUD).

- *Planned Unit Development*
  - The PUD will enable flexible zoning for development standards for the variety of uses contemplated at the site including the following:
    - Density: Given the nature of a PUD and to provide flexibility, density requirements will be calculated based on the overall master site as opposed to individual project areas.
    - Building Height: The allowable building height in the RMF-5 zoning ordinance is at 100' for the principal building. A maximum height of 100' would be appropriate and allow the most flexibility in planning for the multifamily buildings.
    - Reduced Setbacks: Setbacks within the RMF-5 zoning ordinance are between 25 and 50 feet depending on the side of the building, which is the most applicable zoning designation to what we are planning for the multifamily buildings. We would look to reducing that to 5 and 15 feet due to the denser nature of the site plan and the adjacency with the commercial component of the greater site.
    - Reduction to parking requirements and standards: Current requirements for residential uses are for 1.8 stalls per unit, with one being enclosed for multifamily buildings and 1.5 per unit for senior housing. The 1.5 stalls per unit being applied for all uses would allow for more flexibility in the design and reduce the amount of plaza parking that may be required to hit the correct totals. Retail/commercial uses will be parked at a minimum of a 4.0 parking ratio and office/business campus parking ratios will be parked at a minimum of a 1.5 parking ratio. Lastly, to minimize impervious surfaces, the project will often utilize 9' x 18' parking stalls and 24' minimize drive aisles throughout. In some instances, 20' parking stalls may be utilized for nose-to-nose parking.
    - A variety in uses: Permitted uses that include apartment buildings, retail/commercial, business campus, and mixed-use developments would be most desirable.

  Exterior Accent Materials: A more general requirement that allows for durable materials, brick and cast brick, stone and cast stone, metals, and cement board products would allow the most flexibility in design and be appropriate for future exterior design considerations.

FUTURE APPLICATIONS

- Tax Increment Financing
- Individual project applications
- Final Plat

VISION OF PROPOSED PROJECT

Following a collaborative process with City Staff, Council, and stakeholders, and in line with the guidelines in the 2040 plan, the following goals were established for the redevelopment of the project:

Protect and enhance the natural environment.

The mixed-use site will focus on the natural topography of the area and will prioritize keeping the existing grade around the central park and pond area. Buildings shall be integrated with existing grades and prioritize density by building up vertically instead of out horizontally. Developers will work to preserve trees and natural landscape to create a central park and pond area that will serve as a destination and gateway to the site. The pond in the central area of the site will be preserved and enhanced so that the feature is clearly visible. The park will feel open, public, and be open year-round. Higher density development will be coupled with open space to create the maximum development potential while maintaining and capitalizing on the natural landscape that exists today.

Create housing quality and diversity.

The residential housing on site will be attractive, well-constructed, and designed to meet the needs of modern residents. Developers will prioritize diverse housing opportunities for a variety of ages and incomes. This housing is effortlessly integrated to the rest of the site, allowing residents the ability to live, work, gather, and play. An inclusion of affordable housing at or above future City standards through the inclusion of mixed-use projects and the goal of one fully affordable housing project will be prioritized throughout the process. The redevelopment will include 4 – 6 phases of housing and up to approximately 925 units. An emphasis will be put on creating variation in identify between the buildings and create housing opportunities for all. Units will range from studios to 3BR units and projects will feature top of the line amenities. The residential projects will be phased over multiple years as projects are absorbed by the market enabling subsequent phases to proceed.

Protect and enhance convenience and mobility.

The site will focus on walkability, bike-ability, connectivity, and accessibility with designated walking paths designed to connect all portions of the site to persons of all abilities. Future residents and visitors will be able to park in one area and walk, bike, or move freely to other uses throughout the site.

Promote and strengthen economic vitality.

A variety of uses and businesses will be operating on the site. Restaurants, grocery store, retail, and office uses will bring the site to life in addition to residential buildings, creating a true mixed-use ecosystem. The site will cultivate a vibrant business campus to create jobs and foster a culture of wellbeing with the connectivity of the site.

Create a sense of community.

While once a privatized area closed to the public, the site will now feel active, vibrant, and connected. The site shall have an open-space, central plaza area connecting to the central pond feature to create a bustling hub of community and connection. The park area will have programming space for community members of all ages to enjoy.

Buildings designed with intentionality.

Developers should concentrate on the views from Bass Lake Road and have design teams prioritize 4-sided architecture. Landscaping and screening should be used where appropriate. There will be cohesion in design throughout the site that considers the neighborhood, context, and visibility from highways. The buildings and infrastructure on site will be designed to withstand the test of time.

Transition Between Uses.

The PUD will enable a greater flexibility for mixing uses. The Applicant plans to include mixed use multifamily/retail projects to transition between retail and residential focused areas. Walk up units, active amenity spaces, etc. will be focused as transitional ground level active uses throughout larger multifamily and commercial projects.

Sustainability/Environmental Considerations

Throughout the site and where appropriate, the projects will incorporate best practice environmental considerations, such as EV chargers, throughout the construction and development processes. Additional considerations will include:

Material Re-use: As part of the redevelopment process, the existing building walls, slabs, foundations and pavement will be crushed and recycled for reuse onsite for pavement base and earthwork operations. This recycling of material will minimize the use of natural resources and will reduce the amount of truck traffic during construction.

Stormwater Management: The existing pond, centrally located on the site, remains a focal point of the proposed development. To mitigate the impact of extreme weather events, re-shaping of the northern edge of the pond is proposed. This adjustment not only reduces the site's peak runoff rate for a 100-year precipitation event but also ensures efficient stormwater treatment for the stormwater runoff of the site. The southern edge of the pond will match existing conditions to save trees, plantings and to minimize erosion. The elongated and linear design of the pond provides optimal stormwater routing while minimizing algae growth. This will create an amenity that can be enjoyed throughout the year while also providing the necessary stormwater treatment. Upstream of the pond, rain gardens, bioretention areas and/or storm sewer structures are proposed to incorporate proprietary devices, designed to reduce pollutants and undesirable materials entering the pond. Additionally, portions of the pond are designed with a "hard" edge, featuring retaining walls and a concrete path, while maintaining a natural feel for the rest of the pond perimeter through native plantings. Trails and benches and other amenities will surround the perimeter of the pond to provide an inviting environment.

Landscaping: Our landscaping strategy integrates the existing mature trees with a variety of new tree species. The proposed seed, shrubs, and bushes are selected for their resiliency, helping to provide a vibrant and sustainable landscape while minimizing irrigation needs. Multiple landscaping elements are native and salt-tolerant, contributing to the overall ecological balance. Strategically placed rain gardens and bioretention areas onsite will minimize the need for irrigation while providing stormwater management.

Park Space: A significant portion of the site's central area, adjacent to the pond, is intentionally preserved as natural, undeveloped space. This space incorporates existing mature trees, trails, and varied topography, providing an engaging environment for the community. Accessible via a proposed parking lot directly off Sycamore Lane, this public park space has undergone numerous planning adjustments in collaboration with the City of Plymouth. These efforts ensure that the park space is not only preserved but also optimized for use by residents, employees, and visitors to the redeveloped site.

Bike/Pedestrian Trails: The entire development will be accessible through trails and sidewalks connected

internally to the project and to existing trail systems adjacent to the site. Every use onsite is connected and will allow residents, employees and visitors to traverse the site without utilizing a vehicle in an enjoyable setting.

Solar/EV Charging: As individual projects proceed; portions of the site will be planned for solar and EV readiness to minimize future fossil fuel consumption. Multifamily will include 10% of the parking stalls with electric vehicle connections and an additional 10% of the parking stalls with electric vehicle connection readiness. EV readiness will be provided for the business campus uses as well. Multifamily roofs and other roofs with at least 20,000 square feet of available open space will be designed and constructed to be solar ready.

Multifamily Design: multifamily units will include low flow water fixtures, energy star appliances, occupancy lighting sensors, high efficiency thermostats/temperature management, and sustainable building materials. The multifamily projects will also be enrolled in Xcel Energy's Energy Design Efficiency Programs and will work with a 3rd party consultant/Xcel during the design process on sustainability.

Site Lighting: Exterior LED lighting is proposed throughout the development to minimize energy consumption. Additionally, all of the site lighting will be downward cast.

Public Art

Public Art will be incorporated throughout the project with the heaviest focus being on the northern side of the central water feature/most public areas of the site. Examples could include interactive public art throughout public parks, murals, experiential landscaping/gardens, interactive fountains, local artist installations and collaborations, etc. A minimum of $200,000 will be committed to public art throughout the various uses.

DEMAND AND ANTICIPATED USES

Beyond the interests of the Developer, the proposed Comprehensive Plan amendment and development will provide many community enhancements. To begin, the proposed development will bring a variety housing options that will accommodate the City's growing population and increase the City's annual tax revenue. To add, the retail, restaurants, and commercial business portions of the site will not only support the proposed on-site housing and nearby residences, but it will also create a variety of jobs to help boost the City's economy and retain members of the community. The proposed development will also create a safer, more desirable community by upgrading and adding necessary public infrastructure components such as sewer & water systems, signal upgrades, and roads.

ARCHITECTURAL DESIGN

Site design

- *Consistent with the guidelines of the MXD designation and requested PUD:*
    - The overall site will not have a single dominant use but will include a mix of uses including public, multifamily, retail/commercial, medical office, and business campus.
    - An emphasis will be placed on mixing uses through a combination of vertical and horizontal development.

- Pedestrian level improvements and experience through defined walkways, decorative paving materials, lighting, street furniture, and public art will be incorporated throughout.
- Adequate surfacing parking will be provided to promote the success of the business throughout the development. Surface parking will not dominate the multifamily portions of the site and a portion of parking will be placed beneath buildings in addition to the potential incorporation of a parking ramp with one multifamily building.

Public Plaza/Amenities

- *Purpose:*
  - At the core of the redevelopment is the creation of a mixed-use development that benefits the entire community. In collaboration with the City, the applicant plans to maintain a significant portion of natural greenspace, create a significant number of community gathering areas, centralize a public plaza/gathering space that can be utilized for activities throughout the seasons, and connect all aspects of the development through trails and pedestrian focused connections.
  - The central public plaza will feature design elements such as stamped concrete, pavers, an overlook on the pond, access to parking and the potential parking ramp, seating, programmed and unprogrammed leisure space, opportunities for public art, opportunities for community events/programming, and more.
    - The central hub of the development and the most visible component, a high focus will be placed on thoughtful, high-end design on this space.
    - The space will be a microcosm of the PUD zoning surrounded by commercial, residential, and public amenity spaces.
  - Throughout the planning process, careful consideration has been given to ensure maximizing the number of existing trees that can remain as well as maintaining the natural topography of the site for a public park. Tree preservation will be implemented based on the overall site acreage and mix of uses to ensure targeted areas are preserved while creating adequate green space to plant new trees with each project.

Multifamily

- *Similar Existing Zoning Designation: RMF-5*
- *Exterior Design:*
  - The exterior of the proposed building is residential in character and the exterior materials are a combination of brick, stone accents, large windows, fiber cement board siding (panel and lap) with fiber cement trim banding creates a combination of design features to enhance the adjacent multifamily and commercial buildings. The exterior also features balconies on upper floors and patios on level one, providing private access to the outdoors from the comfortability of their own unit.
  - The building heights will vary from 4 to 6 stories.
  - Building design between projects will be similar and cohesive but each building shall create an individual identity.
  - Elements of this design will comply with screening requirements. The trash is collected within the building and the dumpsters are wheeled out on pick up days so there is no exterior trash enclosure provided. Any visible mechanical equipment will be screened

from view by decorative fencing or landscaping.
    - An emphasis will be put on enhanced connections between residents and adjacent uses. Walk up units will create a more vibrant community and amenities will be focused in public areas for visibility and vibrancy.
- *Parking:*
    - The building currently features both surface level and underground parking. The surface level parking allows for residents and guests to come and go in an efficient manner and is convenient when hosting events. Underground parking gives the residents the ability to park their vehicles out of the elements in a more comfortable interior space. The goal will be to enclose/conceal as much parking as possible with surface parking limited to guests and overflow. SPRC is actively exploring the viability of a parking ramp as a part of the commercial/residential parking needs. Additionally, to minimize impervious surfaces, the project will often utilize 9' x 18' parking stalls and 24' minimize drive aisles.
- *Unit/Building Amenities:*
    - The buildings will offer a wide variety of apartment sizes and plans ranging from studios to three-bedroom designs. These homes will include full kitchens, laundry, and ample storage spaces.
    - The common area amenity spaces will be high end and include top of market amenities like mail lounge, package room, coffee lounge, gaming lounge, study rooms, a conference room, golf simulator, outdoor patio, and a fitness center with a kid's room and a yoga/fitness on demand space.

Retail

- *Similar Existing Zoning Designation: C-4*
- *Exterior Design:*
    - The exterior of the proposed buildings shall be constructed of high quality, durable materials and shall have varied detail to create visual interest. Materials shall be cohesive with the overall development and shall include a mix of brick, cast-in brick or stone, composite panels, stucco, decorative block, architectural metals, and glass.
    - The building heights shall not exceed 45 feet.
    - Floor area ratio (FAR) shall not exceed 50%.
    - Pedestrian connectivity shall be provided from each main entrance for safe access to the sidewalks and trails within the proposed public right-of-way.
    - Bike racks shall be provided at each building or in common areas for adjacent buildings with shared access and parking lots.
    - Building design between projects will be similar and cohesive but each building shall create an individual identity.
    - Rooftop units shall be screened from public view from the property lines by way of building parapet or rooftop screening as necessary. A rooftop screening plan shall be submitted with each building design.
    - Trash and recycling bins stored outside the buildings shall require an enclosure that is cohesive with the building.
- *Parking & Loading:*
    - Adequate auto parking shall be provided based on the type of use and shall in no event be less than 4.0 per 1,000 square feet.

- Loading areas shall be positioned to limit visibility from adjacent buildings and shall be reasonably screened with berms, landscaping or other means.

Business Campus

- *Similar Existing Zoning Designation: BC*
- *Intended Uses:*
  - Office, medical office, light manufacturing, production, laboratory, R&D, and similar uses. Warehousing shall be allowed as an accessory use.
- *Exterior Design:*
  - The exterior of the proposed buildings shall be constructed of high quality, durable materials and shall have varied detail to create visual interest. Materials shall be cohesive with the overall development and shall include a mix of brick, cast-in brick or stone, composite panels, precast concrete, architectural metals, and glass. Precast concrete shall include reveals, change-in color or texture, or other design enhancements and shall be paired with other accent materials to create scale. Large exterior walls shall include horizontal and vertical articulation.
  - The building heights shall not exceed 50 feet except for office which shall not exceed five stories.
  - Floor area ratio (FAR) shall not exceed 50%.
  - Pedestrian connectivity shall be provided from each main entrance for safe access to the sidewalks and trails within the proposed public right-of-way.
  - Bike racks shall be provided at each building.
  - Building design between projects will be similar and cohesive but each building shall create an individual identity.
  - Rooftop units shall be screened from public view from the property lines by way of building parapet or rooftop screening as necessary. A rooftop screening plan shall be submitted with each building design.
  - Trash and recycling bins stored outside the buildings shall require an enclosure that is cohesive with the building.
- *Parking & Loading:*
  - Adequate auto parking shall be provided based on the type of use and shall in no event be less than 1.5 per 1,000 square feet.
  - Loading areas shall be positioned to limit visibility from adjacent buildings and shall be reasonably screened with berms, landscaping or other means.
- *Building Amenities:*
  - Outdoor seating and break areas shall be encouraged.
  - Buildings with a footprint greater than 20,000 square feet shall be designed to be solar ready.
  - Electrical vehicle charging stations or provisions for future EV shall be provided.

CONCLUSION

In conclusion, the master redevelopment is a vision of a sustainable, vibrant, and thriving community that will be destination for years to come. It is a testament to the possibilities that arise when thoughtful urban planning, environmental consciousness, and community collaboration converge.

City of Plymouth

Agenda Number: 8.3

Regular City Council

September 26, 2023

To: Dave Callister, City Manager

Prepared by: Shawn Drill, Senior Planner

Reviewed by: Grant Fernelius, Community and Economic Development Director

Item: **Approve comprehensive plan amendment request by Scannell Properties LLC to reguide roughly 75 acres to MXD (mixed use) for property located at 13001 County Road 10 (2023052)**

1. Action Requested:

Adopt attached resolution approving a comprehensive plan amendment request by Scannell Properties LLC to reguide roughly 75 acres to MXD (mixed use) for the former Prudential Insurance site, 13001 County Road 10, as recommended by the Planning Commission.

Approval requires a 5/7 vote of the City Council.

2. Background:

On September 6, the Planning Commission reviewed the proposal, conducted the public hearing, and subsequently voted unanimously to recommend approval. In addition to the applicant, six people spoke at the hearing. Two of the speakers also provided written correspondence (attached). Concerns raised included traffic, noise, walkability, and wages for construction workers. Regarding traffic, staff noted that the traffic study has found that the surrounding road system could accommodate the traffic generated by the development with improvements to be incorporated into the project. Regarding noise, staff notes that compliance with state and city noise standards would be required. Regarding walkability, staff said the future PUD submittal would address sidewalks, trails, crosswalk design, and traffic calming measures. Regarding wages for construction workers, that issue may be addressed in the TIF development agreement which is outside the purview of the Planning Commission. The Planning Commission report and minutes are attached.

3. Budget Impact:

N/A

4. Planning Review Deadline: *

December 9, 2023

5. Attachments:

Planning Commission Report

Planning Commission Minutes
Location Map
Aerial Map
Hennepin County Locate & Notify Map
CO Guiding Description (current guiding)
MXD Guiding Description (proposed guiding)
Applicant's Narrative
Correspondence Received
Sketch Layout
Survey
City Council Resolution 2023-254

City of Plymouth

Agenda Number: **5.1**

Regular Planning Commission

September 6, 2023

To:	Planning Commission
Prepared by:	Shawn Drill, Senior Planner
Reviewed by:	Grant Fernelius, Community and Economic Development Director
File No:	2023-052

1. Applicant:
Scannell Properties LLC

2. Proposal:
Comprehensive plan amendment to reguide roughly 75 acres to MXD (mixed use) on the city's land use guide plan map.

3. Location:
13001 County Road 10 (former Prudential Insurance site)

4. Guiding:
Current guiding is CO (commercial office)

5. Zoning:
Current zoning is B-C (business campus)

6. School District:
ISD 279 (Osseo)

7. Review Deadline:
December 9, 2023

8. Description:
See attached Planning Commission Report Information.

Planning Commission Report Information
Scannell Properties LLC
(2023-052)

INTRODUCTION

The applicant is requesting approval of a comprehensive plan amendment to reguide four parcels of land comprising the former Prudential Insurance site at 13001 County Road 10. The site contains roughly 75 acres and is bounded by County Road 10 (Bass Lake Road) to the north, Interstate 494 to the west, County Road 61 (Northwest Boulevard) to the east, and Chankahda Trail (formerly known as County Road 47) to the south. Under the proposal, the land use guide plan map in the city's comprehensive plan would be amended to reguide the site from CO (commercial office) to MXD (mixed-use).

The requested reguiding is the first step in allowing the site to be redeveloped with a mixture of multi-family housing, retail/commercial uses, and a medical-technical (med-tech) business park. If the reguiding is approved, future requests would be made for rezoning, platting, and PUD (planned unit development) general plan.

Notice of the public hearing was published in the city's official newspaper. Two mailed notices were sent out to all property owners within 750 feet of the site. One notice was sent upon receipt of the application, and the other notice was sent 12 days prior to the public hearing. A copy of the Hennepin County Locate & Notify Map is attached. Development signage has also been posted on the site.

CONTEXT

Surrounding Land Uses

	Adjacent Land Use	Guiding	Zoning
North *(across County Road 10)*	In Maple Grove: Childcare center, bank with drive-thru teller service, & strip retail center In Plymouth: Holiday Gas Station with car wash, and Culver's with drive-thru. ---- The Quinn Apartments	-- C (commercial) ---- LA-4 (living area 4)	-- C-4 (community commercial) ---- RMF-4 (multi-family 4)
West *(across I-494)*	Lake Camelot Villa Condominiums (townhomes)	LA-2 (living area 2)	RMF-3 (multi-family 3)
East *(across County Road 61)*	Single-family homes	LA-1 (living area 1)	RSF-1 (single-family 1)
South *(across Chankahda Trail)*	Bass Lake Hills Rental Townhomes	LA-3 (living area 3)	RMF-4

Natural Characteristics

The site lies in the Shingle Creek drainage district. The site is not located within the flood plain or shoreland overlay district. The site contains two wetlands: one in the southwest corner and one in the east portion of the site. The water body in the central portion of the site is a stormwater pond.

Previous Actions

Construction of the existing 4-story, 450,000-square-foot office building and relating parking areas was completed in the northerly portion of the site in 1980. Under the plan, the existing building and parking would be removed. The southerly portion of the site presently remains undeveloped.

In 2022/2023, the applicant requested a review of sketch layouts for redevelopment of the site. Both the Planning Commission and City Council have previously reviewed the sketch layouts and provided their informal comments to the applicant.

In July 2023, the City Council adopted an Alternative Urban Areawide Review (AUAR) for the site, based on the highest amount of development the site could support. An AUAR is a scoping document that identifies potential environmental concerns and develops a mitigation plan to address any such concerns. The mitigation would be incorporated into any future redevelopment plans.

LEVEL OF CITY DISCRETION IN DECISION-MAKING

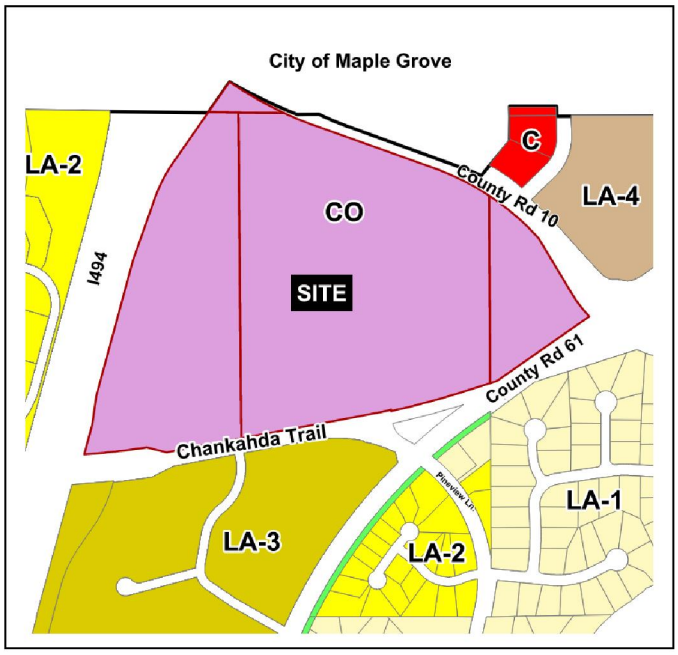
The guiding of land is a legislative action (enactment of policy). Consequently, the city has a high level of discretion in approving or denying an application to reguide property. The land use guide plan is the city's long-range planning tool that indicates what type of development should occur on all land within the city. In other words, it is the city's plan for how it wants to direct future development and growth. The City Council may guide property as it deems necessary to protect and promote the health, safety, and general welfare of the community. Under state law, a city may not put a reguiding into effect until the Metropolitan Council has reviewed and responded to the proposed reguiding. State law also mandates that all cities in the Twin Cities metropolitan area adopt a 20-year comprehensive plan and review that plan every ten years. State law and city regulations explicitly allow amendments to the comprehensive plan outside of the required decennial comprehensive plan update. It is not uncommon to receive applications to amend the comprehensive plan outside of the required decennial update. The city has approved over 30 such reguiding requests in the past 20 years.

ANALYSIS

The applicant is requesting to amend the land use guide plan map of the city's comprehensive plan. Under the proposal, the site would be reguided from CO (commercial office) to MXD (mixed use). Refer to graphics on Page 3.

Current Guiding:

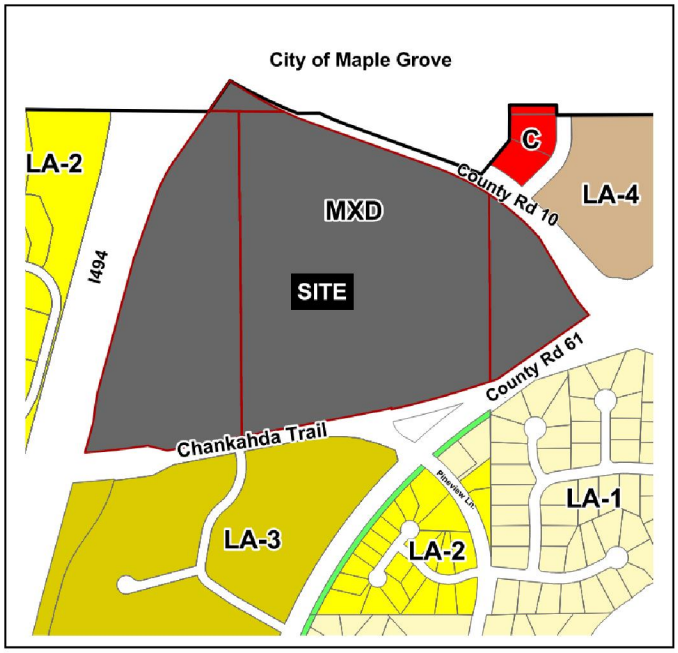
The site is currently guided CO (commercial office). Refer to the graphic below.



Current Guiding

Requested Guiding:

The applicant is requesting to reguide the site to MXD (mixed use). Refer to the graphic below.



Requested Guiding

Except for specialized housing such as nursing care, the current CO guiding does not allow residential uses. The proposed MXD guiding would allow the site to be redeveloped with a mixture of multi-family housing, retail/commercial uses, and a med-tech business park. The descriptions for both the CO and MXD guiding designations are attached.

The corresponding zoning district for MXD-guided areas is PUD (planned unit development). PUDs are customized zoning districts unique to each development. If the site is reguided to MXD, the applicant would request to rezone the site from B-C (business campus) to PUD. A separate public hearing process would be required for any such rezoning request.

The residential density range allowed within MXD-guided areas is 12 to 35 units per acre, based upon net acreage of the overall site. Net acreage excludes wetlands, wetland buffers, areas below the high water level of ponds, and areas to be dedicated as public park or right-of-way for arterials roadways.

Based on approximate net acreage calculations, the site should accommodate roughly 600 to 1,750 dwelling units under MXD guiding. The previous preliminary sketch layouts indicated a range of roughly 900 to 1,320 apartment-style dwelling units (in multiple buildings), which lies within the allowable density range. The applicant is partnering with Roers Companies to construct the residential component of the redevelopment project.

When reviewing a request for an amendment to the land use guide plan map, the city must analyze and consider the following:

- extent to which the location criteria of the existing and proposed guiding designations are satisfied;
- information supporting a re-examination of the current guiding;
- impact on land supply and demand;
- demonstration that the amendment has merit beyond the interests of the applicant;
- possible impacts of the amendment on other comprehensive plan elements including transportation, housing, sewers, water supply, surface water, parks, and capital improvement program; and
- fiscal impacts on the city.

Location Criteria – The site meets the specified location criteria for both CO and MXD guiding. Due to the size of the site, however, it is better suited for MXD guiding – allowing it to be redeveloped with a mixture of land uses. The housing component and retail/commercial/med-tech components would result in a "right-sized" blend of uses and efficiencies in infrastructure, while creating synergy for the benefit of all land uses within and near the site.

Re-examination of the Comprehensive Plan – Since the 2040 comprehensive plan was enacted in 2019, new information has come forward. Prudential Insurance has decided to sell the site, as they no longer require the amount of office space provided within the existing building. Other office users were not interested in purchasing or maintaining the site when it went up for sale. This new information is relevant and provides the city with an opportunity to determine what the future land uses should be for the site.

Land Supply and Demand – The proposed reguiding would have minimal effect on land supply and demand. Under the requested reguiding, the amount of MXD-guided land in the city would increase to 110 acres (or 0.5 percent of the overall land within the city), and the amount of CO-guided land in the city would decrease to 525 acres (or 2.3 percent of the overall land within the city).

Merit of the Amendment – The proposed reguiding has merit beyond the interests of the applicant. The reguiding would provide for needed housing and retail/commercial/med-tech uses in this area of the city. The apartment-style housing component would assist the city in meeting its goals for providing a diverse housing supply. The proposed redevelopment would also provide for a new public park and related public trail system (not presently located on the site) to serve this area of the city. Lastly, the proposed redevelopment would increase the city's tax base and provide employment opportunities.

Impacts on other Comprehensive Plan Elements –

1) *Transportation:* As part of the Alternative Urban Areawide Review (AUAR), a traffic study was commissioned by the city, but paid for by the applicant. The traffic study was based on 1,320 residential units and 700,000 square feet of retail/commercial/med-tech development – which was the highest amount of development contemplated for the site under the AUAR (actual development numbers are projected to be lower based on the sketch layout). The traffic study concluded that, with modifications to be incorporated into the redevelopment plans, the surrounding road system could readily accommodate the anticipated traffic that would be generated by redevelopment of the site. In addition, the city would review extending Plymouth Metrolink bus service to this site upon its redevelopment.

2) *Sewer and water:* As part of the AUAR, a utility study was commissioned by the city, but paid for by the applicant. The utility study analyzed: a) the anticipated increase in sanitary sewer flows if the site is redeveloped; b) the downstream capacity of the local sanitary sewer system; and c) the capacity of the water system to accommodate anticipated volume, pressure needs, and flow demands upon site redevelopment. The applicant would need to address the issues identified in the utility study as part of any future redevelopment plans. Additionally, existing public utilities within the site would need to be relocated by the applicant to accommodate redevelopment.

3) *Housing:* The proposed reguiding and related redevelopment would add to the city's housing stock and would also include a level of affordability (yet to be determined), in support of the city's housing goals.

4) *Surface Water Management*: Any redevelopment proposal for the site would need to demonstrate compliance with all standards for rate control and water quality, as set forth by city standards and watershed requirements. Additionally, the applicant would be required to secure Minnesota Pollution Control Agency approval of a storm water pollution prevention plan. Surface water management would be reviewed in detail as part of the analysis of any future platting and PUD general plan application.

5) *Parks:* Redevelopment of the site would result in dedication of a new roughly 20-acre public park to be located around the existing pond in the central portion of the site. New public trails would also be installed to provide pedestrian and bicycle connectivity – both within the site and to the broader community. The new park and trails would help to fulfill the park needs generated by the redevelopment and would serve this area of the city.

6) *Capital Improvement Program (CIP):* No impacts to the city's CIP have been identified at this time. The segment of Chankahda Trail that abuts the site is programmed to be reconstructed in 2024. The proposed reguiding would not impact that reconstruction project, however, the city and applicant would need to work together to coordinate timing of improvements.

Fiscal Impacts – The proposed reguiding would not have negative fiscal impacts on the city. Additional property taxes would be collected if the site is redeveloped. Taxes are based on the value of the land and buildings. Construction with a mixture of multi-family housing and retail/ commercial/med-tech uses would increase the value of the site over current conditions.

REQUIREMENTS FOR FUTURE DEVELOPMENT

If the City Council approves the reguiding, the applicant would need to obtain the following city approvals in the future, prior to redevelopment of the site:

- Rezoning to PUD (planned unit development) – public hearing required
- Preliminary plat – public hearing required
- PUD general plan – public hearing required
- Final platting/development contract – City Council action required
- PUD final plan – administrative approval required

RECOMMENDATION

Community and Economic Development Department staff recommends approval of the request by Scannell Properties LLC to reguide the former Prudential Insurance site located at 13001 County Road 10 from CO to MXD, subject to the conditions listed in the resolution.

If new information is brought forward at the public hearing, staff may alter or reconsider its recommendation.

Proposed Minutes
Planning Commission Meeting
September 6, 2023

Chair Boo called a Meeting of the Plymouth Planning Commission to order at 7:00 p.m. in the Council Chambers of City Hall, 3400 Plymouth Boulevard, on September 6, 2023.

COMMISSIONERS PRESENT: Chair Michael Boo, Bill Wixon, Marc Anderson, Neha Markanda, and Josh Fowler

COMMISSIONERS ABSENT: Jennifer Jerulle and Julie Olson

STAFF PRESENT: Planning and Development Manager Chloe McGuire, Senior Planner Shawn Drill, and City Council Liaison Julie Pointner

Public Hearings

(5.1) Request for comprehensive plan amendment by Scannell Properties LLC to reguide roughly 75 acres to MXD (mixed use) for property located at 13001 County Road 10 (2023052).

Senior Planner Drill presented the staff report.

Commissioner Anderson referenced the statement that there would not be an impact on traffic, utilities, etc. He asked if that was determined by the Alternative Urban Areawide Review (AUAR) which was presented to and approved by the city council.

Senior Planner Drill confirmed that the AUAR was approved by the council in July and included the traffic and utility studies. He commented that typically a large-scale development such as this would include an environmental assessment worksheet, but the alternative was to complete the AUAR. He explained that the AUAR would need to be revisited and updated every five years.

Commissioner Wixon asked the number of multi-family housing units.

Senior Planner Drill replied that the applicant is still determining the number of units that they would propose but noted that could range from roughly 700 to 1,000 units or more.

Commissioner Wixon commented that the schools would be considerably impacted by that number of people and asked if that has been considered.

Senior Planner Drill replied that the school district is aware of the potential development and noted that as a part of the AUAR process the schools commented that they do not have concerns.

Commissioner Markanda asked if the primary component would be housing compared to commercial/retail.

Senior Planner Drill replied that in terms of building square footage, the apartments would be the largest, but noted that in terms of land area housing would be less than 50 percent of the total land area.

Commissioner Anderson asked if it would be possible that the applicant could come back with just one use, or whether it would be a requirement to have multiple uses.

Senior Planner Drill replied that the requested MXD guiding requires a mix of uses.

Chair Boo asked for input on whether there would be any concerns removing this land from CO (commercial office) and placing it under MXD (mixed use).

Senior Planner Drill replied that the property is currently guided for office uses. He provided details on the amount of land that would remain in the CO guiding category after this change. He stated that there would not be a negative impact in making this reguiding change.

Chair Boo invited the applicant to address the commission.

Chair Boo introduced Andy Bollig, Roers Companies, and Dan Salzer, Scannell Properties, who represent the applicants for this proposal. Mr. Bollig thanked staff for their work on this matter, noting that they have been doing a lot of work to identify tenants for the property as they have many interested parties. He commented that they are excited to bring a mix of users to the site with preservation of natural space as well.

Commissioner Anderson asked how optimistic the applicant is about being able to secure the desired tenants and buyers.

Mr. Bollig replied that they are very optimistic, recognizing that this is a long-term partnership that will not happen overnight. He stated that Roers will be doing the multi-family development and will begin to bring in requests for next year. He commented that they want to find the highest and best use for the property.

Commissioner Anderson referenced the area along I-494, noting that previous plans identified warehouse or office/warehouse. He stated that is now identified as med tech and asked if that is simply a change in terminology or whether that is a different use.

Mr. Salzer replied that a variety of users could fall under that use. He commented that it would be more of a corporate campus type user, and they are excited about the interest that has been expressed.

Chair Boo asked for details on the timeline of development.

Mr. Bollig replied that it would be completed in phases, with changes beginning on the site next year, but recognized that it would be a year-long process as the right users come forward.

Commissioner Wixon asked if the Prudential office building would be removed and whether that would be done early in the process.

Mr. Bollig confirmed both of those statements to be correct.

Commissioner Markanda commented that in a post-COVID world, many corporations have scaled back on the need for a large corporate office. She asked the mitigation plan in the case that type of clientele is not there for the med tech space.

Mr. Salzer commented that space would not necessarily be just office and would be a combination of office, lab, and R & D space. He agreed that the need for only office space has gone away.

Commissioner Fowler asked for the order of the phasing, recognizing that would be somewhat market dependent. He asked for details on the process for review by staff in terms of mixed-use development if the residential development were to come first.

Mr. Salzer stated that the next step would be preliminary plat and a zoning application which would identify certain areas for the different uses. He commented that if everything goes well, he would anticipate breaking ground on a few projects in the spring.

Senior Planner Drill noted that the PUD general plan would identify the allowed uses and if the applicant desired to change something after that point, it would require an amendment with another public hearing.

Chair Boo opened the public hearing.

Chair Boo introduced Rob Hastings, 5830 Oakview Lane N, who stated that he has recently noticed a lot more traffic because of the work being done on Bass Lake Road. He was concerned with additional traffic from this development and suggested that perhaps there could be a dead end in his neighborhood to prevent cut through traffic. He noted that perhaps there could still be a pedestrian connection through.

Chair Boo introduced Jim and Lisa Pavich, 5805 Rosewood Ln N, who had questions about the increased traffic that would result from that number of residential units. He raised concerns with health and safety as well as noise.

Chair Boo introduced Amy Marie Lemanski, 5955 Wedgewood Lane N, who stated that she is excited about this project. She commented that although a grocery store would be a lovely idea, there are already many different grocery options within a five-mile radius. She asked for details on the housing and whether it would be apartments and/or affordable.

Chair Boo introduced Elaine Anderson, 16905 49th Place N, who implored the city and planners to consider walkability and human friendliness seriously. She commented that the layout seems friendly for parking and vehicles. She commented on the lack of walkability between the movie theater and nearby restaurant and did not want to see that pattern repeated. She encouraged parking on the outside with the buildings and walkability on the inside.

Chair Boo introduced Deb Peterson, 13445 60th Place N, who expressed concern with the traffic. She noted that people often do not stop for the pedestrian crossings and requested a pedestrian stoplight which would ensure vehicles stop to allow crossing.

Chair Boo introduced Andy Snope, 200 Nathan Lane, who stated that he represents the electrical worker's union. He commented that several people are present from the construction industry. He supported the proposal and believed it to be a good use for the site with mixed use. He recognized that the final plans are not yet before the commission but believed that this would be a good use of a tired property. He noted that this would be a great place for future and current residents to live, shop, work and recreate. He noted that this development would increase the tax base while also creating jobs. He stated that the developer would also request tax dollars to help with the improvement. He commented that he believes that this would be a good use of tax dollars to create the end result. He stated that with larger projects sometimes come issues with wages and craftsmanship and therefore asked that there is assurance that workers are paid fairly for the construction portion of the project and that the craftsmanship would be at the required level as well. He asked what the PUD would be used for if this were to be rezoned mixed use.

Chair Boo closed the public hearing.

Senior Planner Drill commented that a traffic study has been completed based on this plan and the highest use of the site and it was determined that this site could accommodate the traffic with some improvements. He stated that he could provide a copy of the study to anyone that is interested. He stated that the development contract would address access routes for construction traffic. He commented that there are certain warrants for traffic lights and other traffic measures and, therefore, they would need to investigate further about the pedestrian crossing concerns raised by the resident tonight.

Chair Boo asked the applicant about thoughts on a grocery store after the comments made tonight.

Mr. Bollig replied that the likelihood of a grocer is strong as they have multiple companies interested. He noted that grocers go through an extensive market study to identify locations and there is demand for another grocer in this area. He stated that they would include affordable housing in line with the city's affordable housing policy.

Chair Boo asked how the city addresses the concern with walkability.

Senior Planner Drill commented that the thought is to create a development where people can live, work, play and shop without getting into a vehicle. He commented that there would be an extensive trail system with sidewalks along public streets and a city trail and potentially boardwalk through the central portion of the pond and patterned crosswalks. He noted that the multi-family housing would have underground parking.

Planning and Development Manager McGuire commented that when more specific site design comes forward, the commission would have the opportunity to review that and provide input. She noted that the goal is for people to park and then walk throughout the site, but recognized that people would most likely want to drive to a grocery store.

Chair Boo asked how the city would address the concerns with wages for contractors.

Senior Planner Drill stated that he would have to look into that. He noted that money would not be taken out of the city's tax coffers, but rather, any financial aid would be provided through tax increment financing (TIF). He stated that perhaps they could address the concerns in the TIF development agreement.

Mr. Bollig commented that they would be happy to update the industry numbers used in their narrative. He stated that many of the tenants would be building their own projects and they would be happy to have those conversations.

Chair Boo recognized that a PUD provides flexibility but also ensures that the city able to gain the desired amenities and type of development as well.

Commissioner Anderson recognized the concern with traffic raised tonight. He stated that Prudential existed on the site with 450,000 square feet of office space and a huge parking lot. He asked if there would be a comparison to that use versus the proposed use.

Senior Planner Drill commented that the AUAR and traffic study are posted on the city website for those interested. He confirmed that the traffic study compared the previous development to the development proposed and also looked at it from the perspective of full site development. He stated that a traffic study would be included with the PUD review. He stated that the mitigation measures identified in the AUAR have been adopted by the council and would need to be implemented in future plans submitted by the developer.

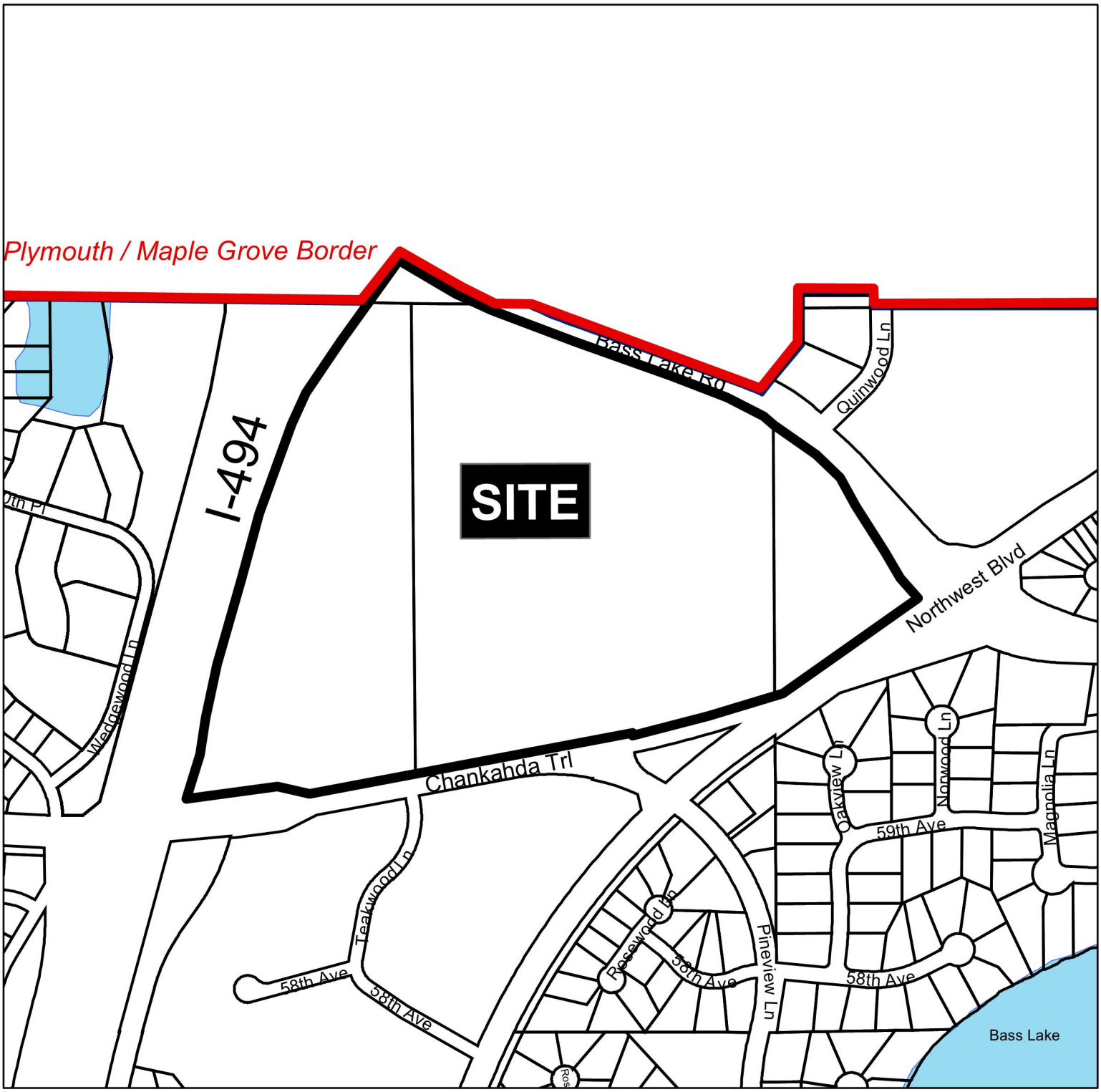
Chair Boo recognized that this is very early in the development process, noting that this change would be for reguiding the site from CO (commercial office) to MXD (mixed use).

Commissioner Anderson commented that it is refreshing to see just the comprehensive plan amendment at this time, as that breaks down the review process and allows them to focus on the individual steps as they move forward. He noted that this would also refresh the site. He agreed that changing the use of the site would make sense and mixed use would provide the city with a lot of control. He stated that a grocery use would be market dependent and if there are 1,000 housing units, that would provide demand for a grocer.

Commissioner Markanda commented that this is a great layout and change is inevitable. She requested that the developers keep safety and traffic in the forefront, as those will dictate whether the site will be successful.

Commissioner Fowler commented that this is an extremely appropriate site for mixed use development, and a more appropriate use of the site than office development. He appreciated the concerns related to traffic as he commutes near this site daily. He hoped that the metro link bus extension would help and noted that the phased development plan would also assist in traffic management. He commented that walkability is a big concern as this moves forward, noting that this has the opportunity to be a well-connected community rather than a field of parking lots.

Motion was made by Commissioner Anderson and seconded by Commissioner Markanda to recommend approval of a resolution approving a comprehensive plan amendment for Scannell Properties LLC to reguide roughly 75 acres located at 13001 County Road 10 from CO (commercial office) to MXD (mixed use). With all Commissioners voting in favor, the motion carried.



2023-052
Scannell Properties, LLC
13001 County Road 10
Comprehensive Plan Amendment

N

750 375 0 750 1,500
Feet

City of Plymouth



2023-052 -- Aerial Map

660 330 0 660 1,320

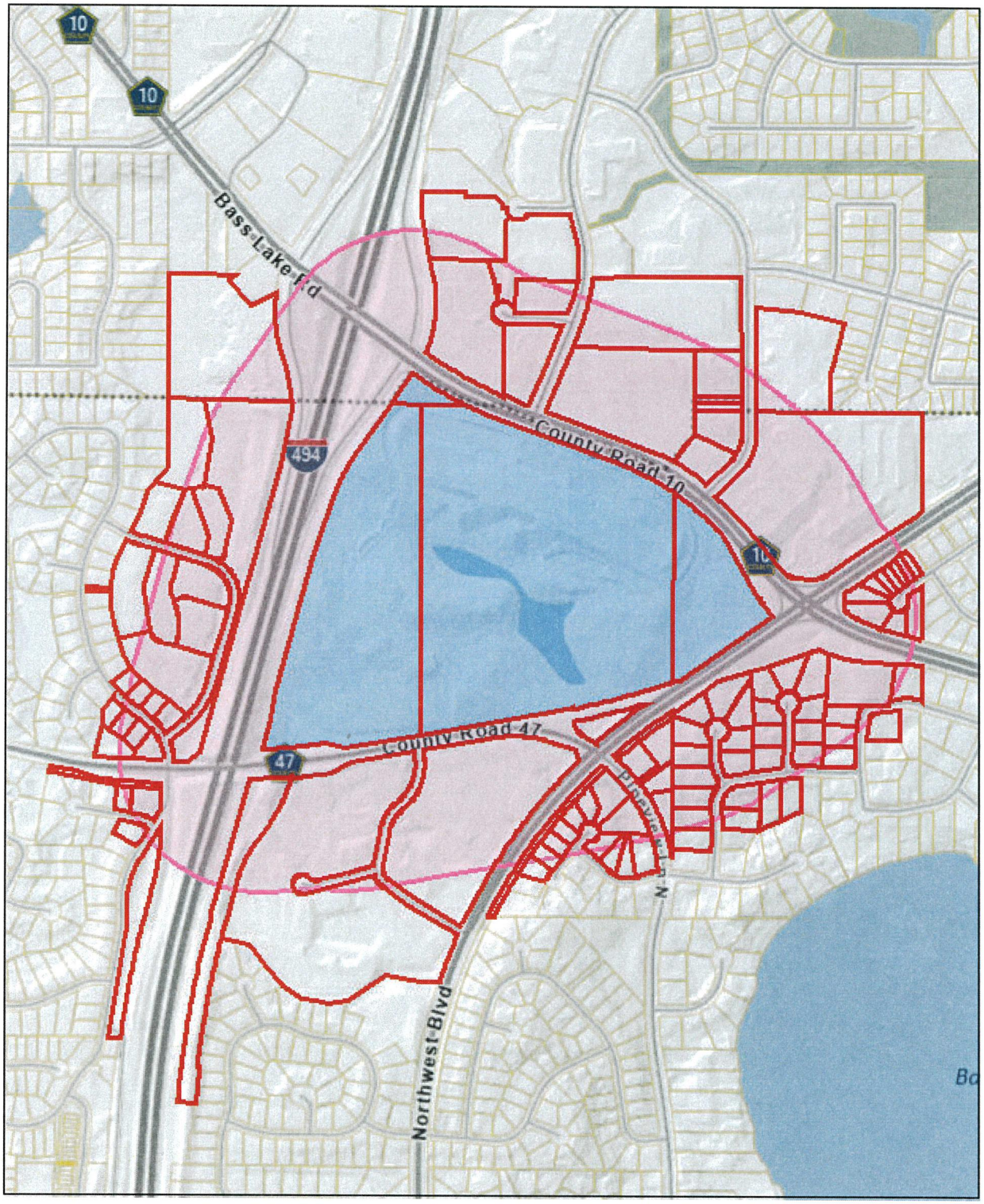
Feet

N

City of Plymouth

Hennepin County Locate & Notify Map

Date: 8/16/2023



Buffer Size: 750

Map Comments:

0 205 410 820 Feet

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COMMERCIAL OFFICE (CO)

The commercial office (CO) guiding designation allows a variety of uses, including professional offices, administrative offices, research and laboratory facilities, wholesale showrooms, service facilities (e.g., conference centers, lodging and reception halls), residential care facilities (e.g., nursing homes and assisted living), senior citizen housing, and business uses having limited contact with the general public. Based on the specialized nature of potential residential uses, the City does not project the level of residential use on any of its CO sites.

CO sites may provide for limited retail sale of convenience-type products and services for the immediately surrounding area. Commercial uses in this classification are expected to develop with the highest standards of design and performance. Consequently, they should have a higher level of amenities such as landscaping, preservation of natural features, architectural controls, pedestrian trails and other features. Office parks and campus-style developments are encouraged in these areas. Commercial offices, residential facilities, and senior citizen housing can also serve as, and provide for, an orderly and progressive transition between higher and lower intensity land uses.

Guidelines and Criteria	
Minimum Area:	• Ten acres for office parks and business campus developments • One acre for smaller projects that serve as a transition between business and residential areas
Density Range:	• 6 to 20 dwelling units per acre if residential use included
City Utilities:	• Required in all areas
Corresponding Zoning Districts	• B-C (Business Campus District) • O (Office District) • Other zoning districts as may be appropriate
Types of Development:	• High amenity office facilities (e.g., administrative, executive, medical, research, professional and government offices, financial institutions and research and development laboratories • Residential facilities (e.g., nursing homes and assisted living) and senior citizen housing
Development Location Criteria:	• Abuts or has reasonably direct access to arterials • In conjunction with major commercial centers • The high amenity development expected renders the CO areas very suitable as “gateways” to the city • Residential care facilities and senior citizen housing should be near parks or permanent open space (city park, community playfield, special use park, school recreation facility, conservation area, etc.) • Residential facilities and senior citizen housing should be near neighborhood shopping facilities

Desirable Facilities:	• Park within ½ mile for residential facilities and senior citizen housing developments • Sidewalks or trails connecting residential care facilities and senior citizen housing developments to other services and facilities, such as parks, churches and shopping centers • Transit facilities on residential facility sites and senior citizen housing sites or within ½ mile walking distance of such developments

MIXED USE (MXD)

Development within the Mixed Use (MXD) classification is expected to demonstrate a higher standard of site and building design. Evaluation of building design will be based on the building's relationship to its surroundings and the following architectural characteristics: materials; texture; colors; massing; building components and details; articulation of roof lines and exterior walls; height; and setbacks.

In meeting a higher standard of site design, mixed use developments should include such things as: well-defined pedestrian walkways; transit improvements; decorative paving materials; street furniture; public plazas; decorative pedestrian-scale lighting; the screening of parking and loading areas; and a quality landscape design that ties together all of the individual elements of the development.

To encourage pedestrian movement and reduce impervious surfaces, parking for either residential or non-residential uses should not dominate the site. Reducing the amount of surface parking should be accomplished through structured parking, shared parking or by locating a portion of the parking beneath the building.

Guidelines and Criteria	
Minimum Area:	• Five acres
Density Range:	• 12 to 35 units per acre (residential density is calculated using the total land area for the development) Note: 35 units/acre approved via Resolution 2021-081
City Utilities:	• Required in all areas.
Corresponding Zoning Districts	• PUD (Planned Unit Development)
Types of Development:	• Multiple dwellings (apartments, townhouses and similar attached housing – all market-driven) • Commercial uses that offer basic convenience type goods and services • Community-scale commercial uses that are not oriented toward the motorist • Office facilities (professional, medical, dental and similar uses) • No single use shall dominate the site • Both vertical and horizontal mixing of uses is permitted
Development Location Criteria:	• Abuts or has reasonably direct access to major collectors or minor arterials • Mixed use developments may provide a transition between low density residential and more intense land uses
Desirable Facilities:	• Adequate recreation facilities available to the site • Sidewalks and trails connecting the development to other services and facilities, including parks, schools, churches and shopping centers • Transit facilities on the site or within ½ mile walking distance

COMPREHENSIVE PLAN AMENDMENT
PROJECT NARRATIVE
FOR
PROPOSED REDEVELOPMENT
13001 BASS LAKE ROAD, PLYMOUTH, MN

August 9th, 2023

- The Developer is proposing a new construction, mixed-use re-development at the ~75-acre, former Prudential Campus site that will bring needed diversification of uses within the existing Bass Lake corridor. The Developer's plans will require a Comprehensive Plan amendment to guide the property Mixed Use (MXD) and a rezoning of the property to Planned Unit Development (PUD). This project will bring new life and vitality to the currently underutilized vacant land on the property and continue to support a diversified housing stock of new residential development in the city of Plymouth.

<u>The extent to which the location criteria of applicable existing or proposed land use guide plan classifications are satisfied.</u>

- The subject property is currently zoned Business Campus (BC) and is guided Commercial Office (CO) in the Comprehensive Plan 2040 Land Use Map. Under the current Land Use Plan Classifications, the Commercial Office guiding designation allows for a variety of uses, including professional offices, administrative offices, research and laboratory facilities, wholesale showrooms, service facilities, residential care facilities, senior citizen housing, and business uses having limited contact with the general public. The Developer believes Commercial Office is the highest and best use for the majority of the West side of the site along I-494, which is currently considered in design plans. Along with uses that will conform to the Commercial Office guiding designation, the Developer is seeking a variety of mixed-uses including multifamily living, grocery, retail and restaurants, which requires the requested Comprehensive Plan Amendment.

<u>Evidence submitted by the applicant demonstrating the reason(s) that the plan should be changed, including but not limited to whether new information has become available since the comprehensive plan was adopted that supports reexamination of the plan, or that existing or proposed development offer new opportunities or constraints that were not previously considered by the plan.</u>

- To begin, it is the Developer's understanding that the City of Plymouth was not aware that the former owner and tenant of the property, Prudential Financial, had any intention of selling the building /property when the current Comprehensive Plan was adopted July 23, 2019. Because the City was not privy to the former owner's plans prior to adopting the current Comprehensive plan, it is logical that the property's Commercial Office guidance was adopted.

  Since the adoption of the Comprehensive Plan, the property has been purchased by the Developer and is no longer actively being used as an office campus. The unique size and location of the property poses a significant opportunity to provide the community with solutions to its current parks & recreation, housing and commercial business needs. Plymouth, MN supports a population over 81,026 and held an apartment vacancy rate of 3.4% in quarter 4 of 2021 and a population growth rate of 14.4% in just the last nine years alone, adding 9,254 people*. Looking forward, an April 2018 Comprehensive Rental Housing Market Study for the city of Plymouth HRA projected demand for approximately 972 general occupancy rental units

needed to meet housing demands into the future. Additionally, the Developer completed an updated market study in Q1 of 2023 that projected a need of approximately 704 units at the site specifically when contemplating other projects in the pipeline of the primary market area. Through initial site planning, the Developer believes the subject site can support approximately 1,000 units of multifamily housing, which could make a significant contribution to the City's growing need for housing . The sites rolling topography, existing trees & ponds also offer the ability to create new community parks and trials, which support the City's growth forecasts, trends, and goals. The site's unique location along I-494 and Bass Lake Road also provides a great opportunity to add a variety of commercial, retail, and business uses to support the existing and proposed residences in the area. I-494 boasts approximately 84,000 VPD and Bass Lake Road boasts over 20,400 VPD which makes it an attractive site to retail users and traditional business park users alike where companies can attract and retain talent.

Overall, the Developer believes the proposed amendment and re-development of the dated office campus supports the City's Land Use Goals and Policies (Chapter 3 – pg. 1-3 Land Use Plan) including (but not limited to):

- Establish and maintain a land use pattern that reflects the community's desire to provide for a variety of land uses, including residential neighborhoods of varying densities and housing types, retail commercial and office areas, industrial developments, civic uses and parks and open spaces.

- Pursue complementary economic growth and redevelopment opportunities that serve to further enhance the community's economic and social vitality and in turn help sustain Plymouth's high quality of life.

- Support efforts that strengthen community identity, contribute to a high quality of life and enhance Plymouth as a desirable place to live, work and play.

<u>If the amendment affects a particular site, whether or not the change is needed to allow reasonable development of the site.</u>

- As stated previously, the current zoning and Comprehensive Plan guidance does not allow for all of the Developer's proposed uses. An amendment to the Comprehensive Plan and rezoning of the site is necessary to maximize the site's opportunity and support the Developer's plans to incorporate a variety of high-quality mixed-uses including multifamily living, grocery, retail, restaurants and business campus.

<u>The relationship of the proposed amendment to the supply and demand for particular land uses within the city and the immediate vicinity of the site.</u>

- There is significant pent-up demand for housing both in the immediate vicinity of the site and the primary market area as a whole. The City's 2040 comprehensive plan calls for the creation of a variety of housing types within the City which this proposal will accomplish a multitude of. Additionally, there are known neighborhood desires including grocery, restaurant, and other service uses as demonstrated by both previous Plymouth resident surveys. Lastly, the demand for office/med-tech users is extremely high along the I-494 corridor, and the inclusion of these uses will enable the success of all other uses at the site.

A demonstration by the applicant that the proposed amendment has merit beyond the interests of the proponent.

- Beyond the interests of the Developer, the proposed Comprehensive Plan amendment and development will provide many community enhancements. To begin, the proposed development will bring a variety housing options that will accommodate the City's growing population and increase the City's annual tax revenue. To add, the retail, restaurants, and commercial business portions of the site will not only support the proposed on-site housing and nearby residences, but it will also create a variety of jobs to help boost the City's economy and retain members of the community. The proposed development will also create a safer, more desirable community by upgrading and adding necessary public infrastructure components such as sewer & water systems, stop lights, and roads.

The possible impacts of the amendment on all specific elements of the comprehensive plan as may be applicable, including but not limited to:

- Transportation, as demonstrated by a traffic study to be conducted by the city at the expense of the applicant;
    - A Traffic Impact Analysis was completed as part of the AUAR by TC2 dated 05/17/2023 for the proposed development. The proposed redevelopment is expected to generate approximately 1,004-1,231 am peak hour trips, 1,706-1,961 pm peak hour trips, and 18,642 – 19,342 daily trips end.
    - Based on the detailed findings of this study, the area's transportation network is expected to support development within the AUAR study area with mitigation. The following mitigations will be evaluated in more detail with each phase of development and would be constructed when warranted by traffic increases related to phases of the development.
        - 1) Sycamore Lane at Bass Lake Road (CR 10)
            - The intersection operates at an acceptable LOS C during the peak hours, but the northbound left-turn queues extend approximately 350 feet during the p.m. peak hour and impact the Sycamore Lane/Quinwood Lane intersection
            - Mitigation: Construct a second northbound left-turn lane (to provide dual left-turn lanes) with approximately 225 feet of storage
        - 2) Sycamore Lane at Quinwood Lane (Internal Intersection)
            - The intersection operates at an unacceptable LOS E during the p.m. peak hour with stop control (i.e., either side-street stop or all-way stop control)
            - Mitigation: Construct a single lane roundabout at this intersection; a northbound right-turn bypass lane could be added to reduce northbound queuing during the p.m. peak hour
        - 3) Quinwood Lane at Bass Lake Road (CR 10)
            - There is no eastbound right-turn lane along Bass Lake Road (CR 10) at Quinwood Lane, which creates potential conflicts between right-turning and thru motorists.
            - Mitigation: Construct an eastbound right-turn lane; consider reconfiguration of the north approach from a 4-lane undivided roadway to a single northbound lane exiting the intersection and single southbound left-, thru, and right-turn lanes; a median north of the intersection may be needed to restrict access to the southern Holiday Gas Station access located approximately 100 feet north of Bass Lake Road (CR 10) to reduce potential conflicts and maintain safe operations
        - 4) Sycamore Lane/Teakwood Lane at Chankahda Trail
            - The intersection operates at an unacceptable LOS E or worse during the p.m. peak hour with stop control (i.e., either side-street stop or all-way stop control)

- Mitigation: Construct a single lane roundabout; westbound and southbound right-turn bypass lanes could be added to reduce queuing during the p.m. peak hour
- 5) Bass Lake Road (CR 10) at Northwest Boulevard (CR 61)
  - Eastbound and westbound left-turn lane queues along Bass Lake Road (CR 10) extend beyond the existing turn lane storage by approximately 50 feet.
  - Mitigation: Extend the eastbound and westbound left-turn lanes by at least 50 feet; the westbound left-turn lane along Bass Lake Road (CR 10) at Quinwood Lane could be shortened accordingly without creating an issue
- 6) Signal Infrastructure
  - The addition of more traffic within the study area, along with intersection improvements will necessitate signal infrastructure, timing, and phasing modifications.
  - Mitigation: Modify and/or optimize signal infrastructure, timing, and phasing throughout the study area relative to the identified mitigation.

- The site is served by Click and Ride on-demand transit service operated by Plymouth Metrolink, and the potential for future routes with Plymouth Metrolink will be investigated through the development phase.

- Sanitary sewer, including existing and proposed sanitary sewer flows as compared to the adopted plan;

  The proposed development is expected to generate approximately 462,786 gallons per day (GPD) of wastewater. Wastewater will be conveyed by the City of Plymouth's existing sanitary sewer network that bisects the study area from west to east. This system has a main trunk line that ranges in size from 10-inch to 24-inch in diameter. This line begins northwest of the site, running southeast along Bass Lake, where it ultimately reaches the Bass Lake lift station on 54th Avenue. Based on the Sanitary Sewer Flow Monitoring Memorandum in Appendix D, some segments of the downstream gravity sewers may require upsizing once sewer flow from the development is in excess of 350 gallons per minute (GPM).

  The Site is located within the Metropolitan Urban Service Area (MUSA). The property will be served by the publicly owned Metropolitan Wastewater Treatment Plant in Saint Paul. The plant currently treats approximately 160 million GPD, with a total capacity of 314 million GPD according to the Metropolitan Council Environmental Services Plant Inflow Summary Report for the period ending in June 2022. Based on the Twin Cities Metropolitan Council Sewer Availability Charge Guidelines, the estimated wastewater from the proposed development is anticipated to consist primarily of normal domestic sewage. The Metropolitan Council's Metropolitan Wastewater Treatment Plant has the capacity to treat the proposed project without pretreatment or other plant facility improvements.

- Housing, including the extent to which the proposal contributes to the city's adopted housing goals;

  The development will address the city's adopted housing goals in multiple ways. First, the project will address the 2040 comprehensive plan's first goal of providing housing at a variety of income levels and specifically affordable housing. The Developer plans to pursue a 4% workforce affordable project at the site in addition to having each project within the development include some level of affordability in accordance with the city's affordable housing policy. Second, the project will fulfill the goal of having housing adjacent to other services including employment and retail services.

Specifically, the project also has the potential to fulfill the goal of being transit connected as the Developer plans to work with the city on connecting with the city managed public transport. The development will also address the city's goals of creating lifecycle housing by providing a multitude of housing types including standard market rate, 55+, and tax credit affordable housing. The incorporation of 3BR units and walkup units where possible will help target families. Lastly, the master site redevelopment including numerous projects under one development entity will enable both preservation and top-quality maintenance of the projects for the coming years. The residential projects will be managed upon completion by the developer.

- Surface water, including compliance with the city's goals for water quality as well as water quantity management;

  The site generally drains from northwest to southeast with discharges to the onsite wetlands. No surface water with any type of special designation is present on the site. Two WCA-regulated wetlands exist on the eastern side of the site.

  The existing Prudential Campus provides on-site stormwater management through constructed ponds and low-areas. It is assumed that these existing features do not meet current stormwater design standards. The runoff from the building and parking lot is routed to the existing pond in the center of the site. The pond has an upper and lower pool controlled by an overflow weir/bridge through the central portion. A pump system fills the upper pool with additional water from the lower pool as an amenity. An earthen berm controls the water level in the lower pool. In the event that the earthen berm overtops, the water flows to an outlet structure in the south-eastern corner of the lower pool and is routed to the existing city storm sewer. There is a smaller water quality basin in the northwestern corner of the intersection of Chankahda Trail and Northwest Blvd that was installed as part of the previous realignment of Chankahda Trail and Northwest Blvd. This smaller basin serves the existing street runoff and is routed to the same existing city storm sewer. The existing impervious area within the study area is around 19.1 acres, approximately 25% of the AUAR study area.

  Bass Lake is the receiving water body for the site. Bass Lake is impaired for nutrients.

  During construction, erosion and sediment control best management practices (BMPs) will be implemented to prevent impacts to aquatic ecosystems.

  The proposed development within the AUAR study area will require compliance with the stormwater rules and standards of the City of Plymouth, the Shingle Creek/West Mississippi Watershed Management Commissions, and the National Pollutant Discharge Elimination System (NPDES) Stormwater Permit for water quality, volume control, rate control, erosion control, and maintenance/monitoring. Treatment of 1-inch of runoff for the new impervious area since more than one acre of disturbance will occur. Additionally, the post-development discharge rates would be less than or equal to the existing runoff rates for the 2-, 10-, and 100-year, 24-hour rainfall events, as required by the Shingle Creek/West Mississippi Watershed Management Commissions. The proposed development will provide 1.1 inch of volume reduction over the proposed impervious surface coverage for the development through an infiltration BMPs. If infiltration of stormwater is not practical due to existing site conditions, filtration of stormwater will be used. The proposed development scenario will also be required to incorporate effective non-point source pollution reduction BMPs to achieve either 60% (Redevelopment) or 75% (New Development) percent total

phosphorus removals for the stormwater runoff. Treatment is currently planned to be provided through a wet pond in the central portion of the site and a filtration basin south-east of the wet pond. These BMPs are currently sized to meet and exceed the site requirements for pretreatment and filtration volumes while providing rate control and allowable freeboard to the currently proposed surrounding buildings. Additional biofiltration basins may be constructed throughout the proposed site to provide additional stormwater treatment above the required volumes.
Stormwater runoff will be routed to this central water feature via underground piping and overland flow. Small biofiltration areas may be placed throughout the development to further increase the water quality and provide additional detention for rate control downstream. Areas that are not able to be routed to the central water feature will be captured and routed to smaller BMPs to the greatest extent possible. The central water feature outlets in the south-east corner of the site into the existing storm sewer. This storm sewer discharges downstream to Bass Lake.

- Water supply;

  The water supply will be obtained from the City of Plymouth's water system, which is a groundwater based public water supply. Water mains to service the Site are provided within adjacent roadway right-of-way, and a preliminary review indicates that the existing infrastructure is sufficient for the anticipated development scenario. New water mains will be placed in the roads to serve the development needs, and potentially upsized based on City system modeling.

  The estimated demand needed to support the new development is 163,333 gallons per day. Water appropriation for new wells or an increase in authorized volume is not anticipated for the project as the city's current system can accommodate the development. The water supply will be obtained from the groundwater wells that currently supply the City of Plymouth water system. The groundwater wells draw water from 17 municipal wells ranging from 302 to 473 feet deep that draw water from the Prairie Du Chien-Jordan, Prairie Du Chien Group and Jordan aquifers

- Parks and open space; and

  - The amendment will allow for an unprecedented opportunity to accomplish the City's goal of adding parks and open space to the community. The site offers over 70 acres of open space, ponds and trees that will be easily accessible to the surrounding residences. The Developer has been consciously working close with the City of Plymouth to preserve green space, hills, trees and ponds, create open greenspace for the purpose of community activation, and design the site with as much pedestrian access and walkability as possible.

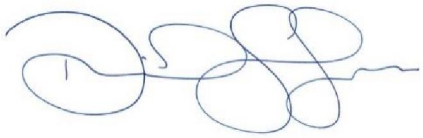
- Capitol improvement program (CIP).

  - While the project does not explicitly impact specific desired projects listed in the most recent Capitol Improvement Plan (CIP, 2023-2032), the project will capitalize on the reconstruction of Chankahda Trail and will require coordination of a new intersection providing access to the site, the project will fulfill the goals set forth by the City Council including providing high quality services for existing residents, and, lastly, the project will create an additional City park which, although not called out in the CIP, is expressed as a continual goal. Additionally, offsite sewer upgrades related to the project will be addressed in a revised CIP as necessary.

Consideration of the impact of the proposed amendment upon current and future special assessments and utility area charges, future property tax assessments or other fiscal impacts upon the City of Plymouth.

The project will generate a large increase in the tax base. While the Developer will be requesting financial assistance for the public improvements, park, and infrastructure improvements, the overall tax increment generated from the project will be substantive. The potential assessed value of the fully developed project will be anywhere from $250mm to $400mm. Additionally, the construction of the project, assuming half of the construction cost is labor and an average construction salary of $60k, will generate 1,500 to 2,000 construction jobs. The site will attract permanent businesses and retail that will generate additional taxable income for the city.

Andy Bollig, Developer
Roers Companies
2 Carlson Pkwy #400
Plymouth, MN 55447



Dan Salzer, Director of Development
Scannell Properties
294 Grove Lane, Suite 140
Wayzata, MN 55391

The Property consists of 74.58 total acres comprised of four adjacent parcels located at 13001 Bass Lake Road, Plymouth, Minnesota as particularly described as PIDs: 34-119-22-44-0002, 03-118-22-12-0002, 03-118-22-11-0007 and 02-118-22-22-0005, as generally depicted below:



ROERS COMPANIES

SCANNELL PROPERTIES

Project Site Legal Description

Parcel 1: That part of Government Lot 4 and that part of the Northwest Quarter of the Northwest Quarter of Section 2, Township 118, Range 22, Hennepin County, Minnesota, lying North of the center line of County Road No. 47 as platted in the recorded plat of Bass Lake Highlands and lying Westerly and Southerly of the center line of county State Aid Highway No. 10, Plat 8.

Parcel 2: That part of the South Half of the Southeast Quarter of Section 34, Township 119, Range 22, Hennepin County, Minnesota, lying Southeasterly of the East line of Interstate Highway 494 as described in warranty Deed filed in Book 2460 of Deeds on page 33, as Document Number 3499559, and lying Southwesterly of the Southerly line of Hennepin County State Aid Highway No. 10 as shown on Highway Plat Document No. 3867013.

Parcel 3: That part of the West Half of the Northeast Quarter of Section 3, Township 118, Range 22, Hennepin County, Minnesota, lying North of the center line of County Road No. 47 and lying North and East of Interstate Highway 494 as described in Final certificate filed as Document Number 4040272.

Parcel 4: The East Half of the Northeast Quarter of Section 3, Township 118, Range 22, Hennepin County, Minnesota, EXCEPT that part of the Northeast Quarter of the Northeast Quarter of Section 3, Township 118, Range 22, lying Northerly and Easterly of the centerline of Hennepin County State Aid Highway No. 10 and its extension Northwesterly; and EXCEPT that part of the East Half of the Northeast Quarter of Section 3, Township 118, Range 22, lying southerly of the following-described line: Commencing at the Southeast corner of said East Half of the Northeast Quarter; thence on an assumed bearing of North along the East line of said East Half of Northeast Quarter, 1,156.67 feet to the point of beginning of the line to be described; thence South 55 degrees 14 minutes 12 seconds west, 105.39 feet; thence Southwesterly 378.94 feet along a 2-degree tangential curve concave to the Southeast having a central angle of 7 degrees 34 minutes 44 seconds; thence Westerly 382.11 feet along a non-tangential curve concave to the Southwest having a central angle of 27 degrees 38 minutes 34 seconds, a radius of 792.00 feet and a chord bearing North 69 degrees 52 minutes 02 seconds west to the Southerly line of Hennepin County Highway No. 47, Plat 13; thence South 79 degrees 42 minutes 49 seconds West, along said Southerly line and not tangent to last-described curve, 598.08 feet to the west line of said East Half of the Northeast Quarter and there terminating; and also EXCEPT that part of the East Half of the Northeast Quarter of Section 3, Township 118, Range 22, Hennepin County, Minnesota, described as commencing at the Southeast corner of said East Half of the Northeast Quarter; thence northerly along the East line of said East Half of the Northeast Quarter, 1,156.67 feet to the point of beginning of the line to be described; thence Southwesterly deflecting to the left 124 degrees 45 minutes 48 seconds, 105.39 feet; thence Southwesterly 378.94 feet along a 2-degree tangential curve, concave to the Southeast, having a central angle of 7 degrees 34 minutes 44 seconds, and a radius of 2,865.79 feet; thence Westerly 382.11 feet along a non-tangential curve, concave to the Southwest, having a central angle of 27 degrees 38 minutes 34 seconds, a radius of 792.00 feet and the chord of said curve deflects to the right 62 degrees 28 minutes 30 seconds to a point on the southerly line of Hennepin county Highway No. 47, Plat 13, on file and of record in the office of the Hennepin County Recorder; thence Northeasterly along said Southerly line and not tangent to last described curve to the East line of said East half of the Northeast Quarter; thence South along said East line to the point of beginning.

Special City Council
July 14, 2026
Agenda Number: 2.3

To:	Dave Callister, City Manager
Prepared by:	Grant Fernelius, CED Director
Reviewed by:	Jennifer Tomlinson, Parks and Recreation Director Lori Sommers, Planning Manager
Item:	**Redevelopment discussion**

1. Action Requested:

No formal action is requested. However, staff is looking for feedback on next steps on the process for selecting developers to interview in August or September.

2. Background:

The City Council has identified City Center, redevelopment and affordable housing as important strategic priorities for Plymouth. In support of these objectives, staff and development consultant Mark Ruff have been hosting informational meetings with developers to discuss redevelopment opportunities in three areas:

- City Center
- Southeast quadrant of Interstate 494 and Highway 55 (Red Roof Inn and Ramada)
- Station 73 area

Staff have met with six different developers with a range of experiences and backgrounds. This approach is preferred to a formal process which tends to discourage developers from responding due to the higher costs (e.g. preparing detailed plans) and the uncertainty around the selection process. The purpose of these discussions was to gain feedback on the sites and determine whether any of the developers are interested in partnering with the city. The goal is to identify one or more qualified developers who would present information to the council in August or September. The following summarizes the key takeaways. Background information, including a market analysis

and supporting documentation is included.

City Center
Of the three redevelopment sites, City Center has the most interest. Three developers are interested in a mixed-use project, involving multifamily apartments, first floor commercial space, and shared public/private parking. Two are interested in mixed-income housing (20% @ 60% AMI), with one indicating the site is a better candidate for a market-rate project building that could help subsidize some of the development costs. The feedback was positive with a few cautionary comments noted below.

Pros
- Location and proximity to amenities such as the Hilde Amphitheater, LifeTime, retail shopping, library, restaurants, trails, public transit and road network.
- City has site control, which creates less uncertainty for developers.
- Likely strong demand for housing in City Center, since none exists.

Cons
- Shared public parking adds cost to the development. This will likely need a subsidy.
- Ownership and maintenance of the shared parking needs to be addressed.
- There are unknowns about LifeTime and the company's willingness to partner on the project.
- Ground floor commercial remains a challenge to lease due to financing, parking and other considerations (especially restaurants with odors and extended hours of operation). The amount of commercial space needs to be appropriately scaled. One developer wanted time to market the site to prospective tenants before committing to the commercial space.

Next Steps
Given the level of interest in the site, staff is recommending that two-three developers be brought back for interviews. The goal is to select a development partner, not necessarily a site design. After the interviews, council will provide feedback on a desired developer or additional follow-up if more information is needed. Staff will then begin working with the selected developer on concept plans and a term sheet for a potential project. LifeTime will be approached after a development partner is identified.

Station 73 Area
Two developers expressed interest in the Station 73 project area. Several developers asked about the status of land acquisitions and site conditions, especially of LaCompte Park which has been prone to flooding in the past. Those that were interested in the site felt that it was a good location for workforce and/or senior housing due to its proximity to transit. Additional discussions are scheduled and staff can provide an update at a later date.

Pros
- Proximity to transit and Highway 55.
- Nearby amenities such as shopping and the regional trail system.

Cons
- Necessity for additional land assembly.
- Uncertainty around soil conditions.
- Changing elevations across the site.

Next Steps
*A*dditional time is needed to explore development interest in the Station 73 area. The meetings scheduled in the near future will be helpful in determining next steps. The city owns the Twin Cities Towing and Recovery site and that tenant has one year left on their lease, and the site is enrolled in the Voluntary Investigation and Cleanup (VIC) program with the MPCA. The agency has requested that the city conduct ongoing vapor monitoring. Additional due diligence is needed with regard to geotechnical conditions in and around the park.

494 / 55
There was limited interest in the south-east quadrant of I-494 and Highway 55. The biggest concern is site control and access. Only partial access exists at 26th Avenue N (right-in, right-out) with full access two blocks south at 24th Avenue N. Site access is an issue for commercial tenants. Given the need for additional property acquisitions, most developers were guarded about their interest. Developers like the proximity to future Bus Rapid Transit (BRT) along Highway 55 and nearby employers, such as West Health and Daikin were viewed as positive attributes for the area. That said, the sentiment seemed to be wait and see.

Next Steps
There are two developers interested in the site. One that was interviewed, felt the site was intriguing for a transit-oriented development, including mixed-use. However, they have not spent a lot of time on plans or concepts. Another developer, who was not interviewed for this process, has been in discussions with the Ramada Inn for apartments on that site. The small area plan did not identify apartments in this location. As such, the developer has not pursued this concept further. The Maxfield analysis supports a mixed-use plan, but it may take some time to make the site more development-ready. Staff has also reached to West Health (Allina) to determine any future plans, but have not received a response.

3. Budget Impact:
None at this time.

4. Attachments:
1. Presentation
2. Redevelopment Sites (1 Page Summaries)
3. Maxfield Preliminary Recommendations
4. CC Mixed Use (Renderings)
5. CC Mixed Use (Massing)

6. Station 73 - Concept Study D (1-23-2026)
7. 494 55 SAP Concept
8. Plymouth - 494 55 Small Area Plan - Final Report with Appendix - Accessible



Redevelopment Discussion

July 14, 2026

City of Plymouth

Agenda

- Strategic priority alignment
- Background on process
- Overview of sites
- What we've heard
- Plan moving forward



Strategic Priority Alignment

City Center Reimagined

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

Strategies: Encourage density in residential housing to support a vibrant mix of unique and diverse restaurants, entertainment, lodging and retail businesses.

Connected & 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.

Process Background

- This spring staff and Mark Ruff initiated discussions with six different developers to solicit feedback on redevelopment sites:
  - City Center
  - Station 73
  - 494/55
- Minnesota-based firms: local, regional and national experience
  - There are a limited number of developers who have built similar projects in partnership with cities
- Purpose of meetings:
  - Seek direct and honest feedback on sites, strengths, weaknesses, etc.
  - Share information about investments the City has made around the sites
  - Determine potential development partnerships

Process Background (cont.)

- Invitation to shorter list of developers is more like a professional services selection process
  - City has goals that it wants to meet and developers have expertise in the market
  - Preferable to a drawn-out request for proposal(RFP) process for both sides
  - Developers tend to be wary of formal RFP processes because they are expensive and time-consuming
  - Conversations were informal; goal to gather information, share observations
- Not asking for detailed concept plans – those will come later in process
- Each site has its own set of opportunities and challenges.

Site Overview - City Center

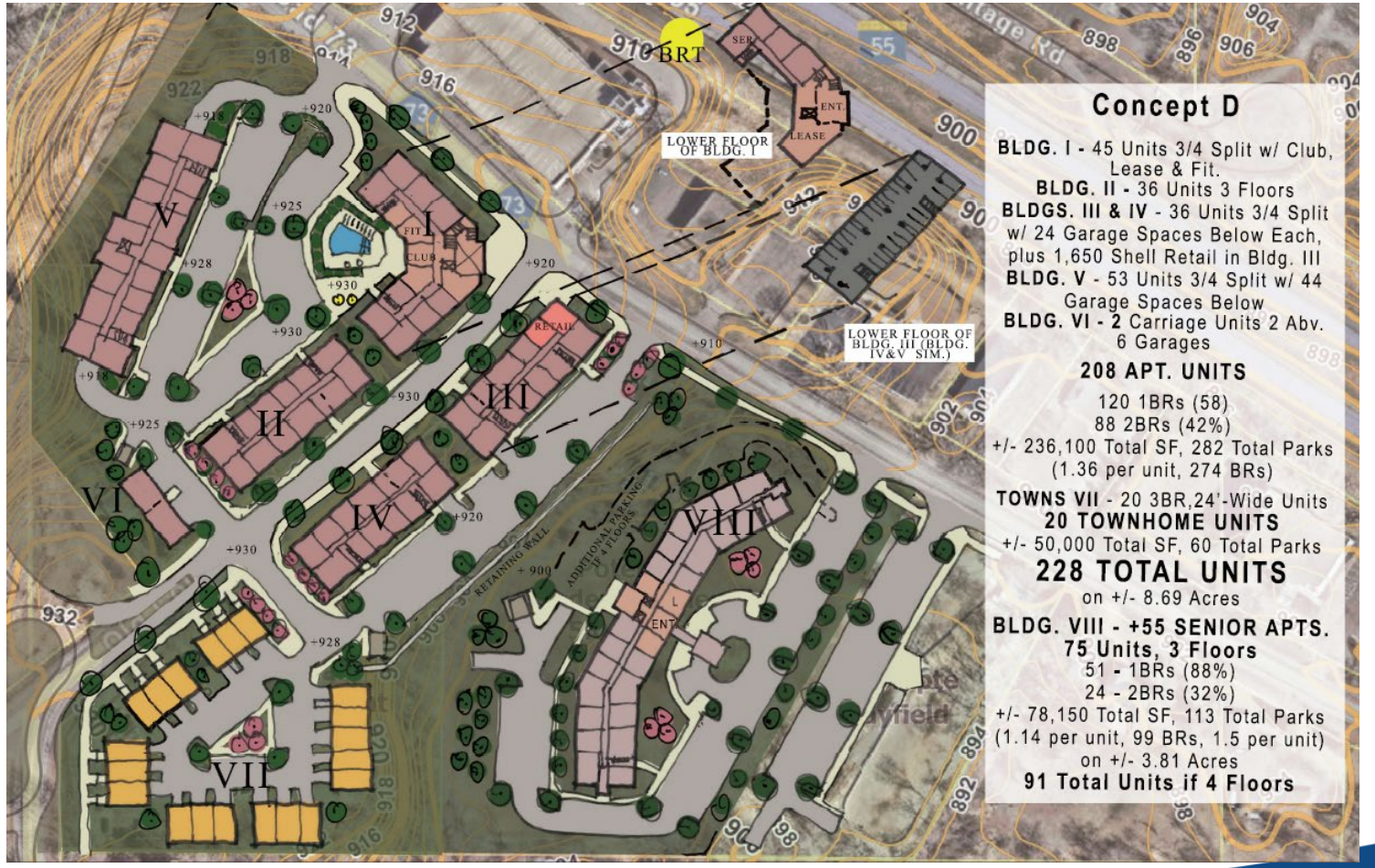
1.6 acres
182 units
699 parking
17,000 square feet of ground floor retail





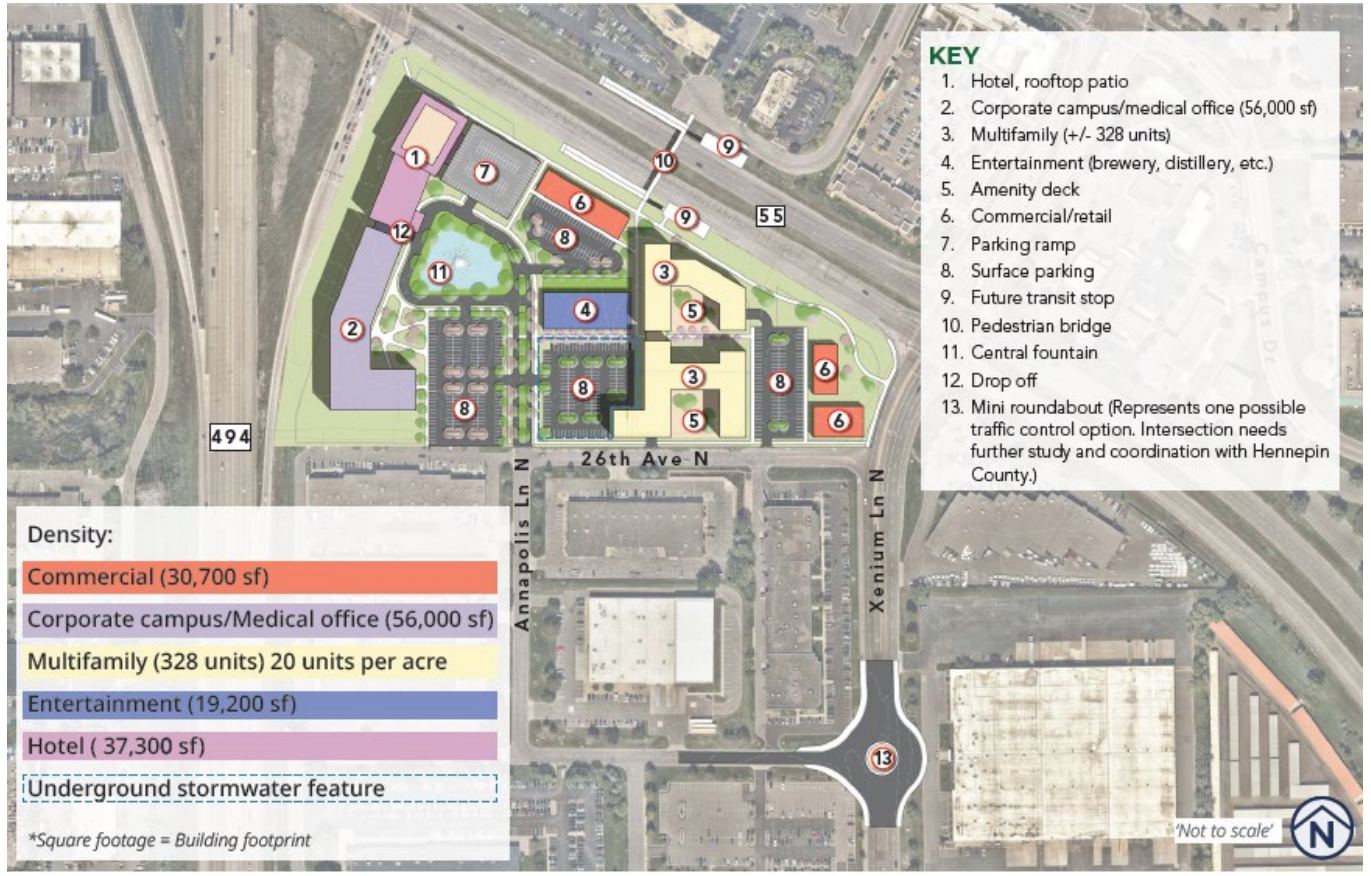
Site Overview - Station73

12.5 acres
208 apartment units
20 townhome units
75 units of 55+ active adult



Site Overview - 494/55

- 14.5 acre site
- Small area study completed in 2025
- Mixed-use plan:
  - Commercial/retail
  - Corporate campus/medical office
  - Multifamily
  - Entertainment
  - Hotel



Feedback – City Center

Strengths

- Location and proximity to amenities such as the Hilde Amphitheater, LifeTime, retail, library, restaurants, trails, public transit and road network
- City has site control, which creates less uncertainty for developers
- Likely strong demand for housing in City Center, since there isn't any right now

Complications

- Lifetime
- Ground floor commercial could be a challenge, need further research to determine appropriate amount

Feedback – Station 73

Strengths

- Proximity to transit and highway 55
- Nearby amenities such as shopping and regional trail system

Complications

- Land assembly
- Further research into soil conditions
- Terrain
- Maintaining a portion of the park

Feedback – 494/55

- Parcel assemblage is biggest hurdle
- The area is not quite ready
- Wait and see approach

Plan moving forward-next steps

- City Center has the most momentum of the projects
- There is development interest in Station 73 and 494/55, but more discussion and information gathering is needed.
- Staff will continue to narrow down potential developer partners
- Schedule interviews with developer candidates with Council in August/September (City Center); make selection.
- Develop timeline for entitlement and project initiation
- Consider term sheet with developer partner fall 2026; also engage with LifeTime.

REDEVELOPMENT OPPORTUNITY

QUICK FACTS

- Site Location: 3600 Plymouth Blvd
- City owned property
- Acreage: 1.45 Acres
- Zoning: CC - City Center
- Part of City Center 2.0 small area plan



Potential Redevelopment Vision (1)

ADJACENCIES

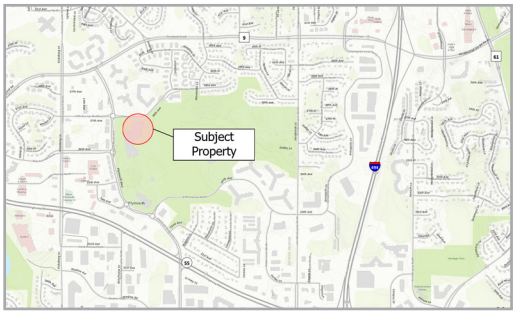
- Regional Ice Center serving over 700,000 users per year
- Hilde Outdoor Ampitheater
- Prime City Center location
- Population: 12,335 within approximately 1 mile



Potential Redevelopment Vision (2)

PUBLIC INVESTMENTS

- Regional stormwater ponding
- Tax increment financing district approved
- City owned land
- Public parking
- Adjacent expansion of regional ice center
- Regional trail connectivity



Map of Site

City of Plymouth

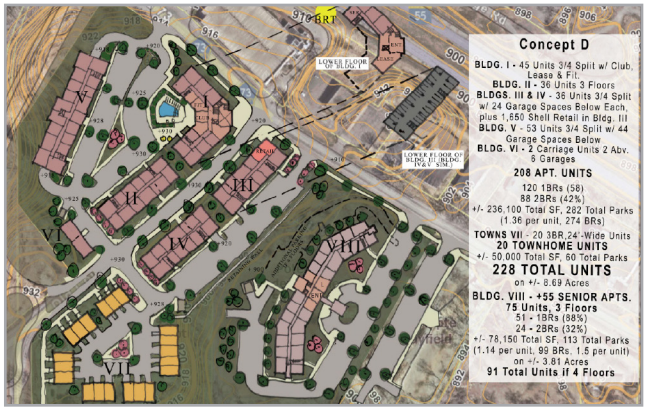
Lori Sommers, Planning Manager
763-509-5457 | lsommers@plymouthmn.gov

City of Plymouth

REDEVELOPMENT OPPORTUNITY

QUICK FACTS

- Site Location - 10905/10795 Old County Road 15
- Acreage - 7 Acres
- Land Use: Office/Public
- Zoning: O/RSF-1
- Small Are Study - STATION 73



Potential Redevelopment

ADJACENCIES

- Station 73 Transit Center
- Highway 55
- Neighborhood Commercial/Office
- Regional Trail Connectivity
- 10,599 within approximately 1 mile



Map of Site

PUBLIC INVESTMENTS

- City owned land
- Redesign of Station 73 area with pedestrian scale amenities

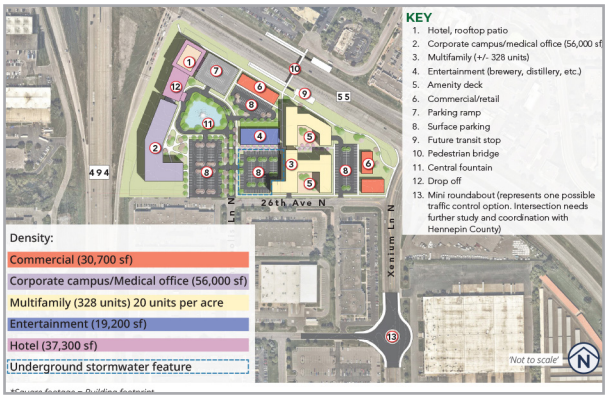
Lori Sommers, Planning Manager
763-509-5457 | lsommers@plymouthmn.gov

City of Plymouth

REDEVELOPMENT OPPORTUNITY

QUICK FACTS

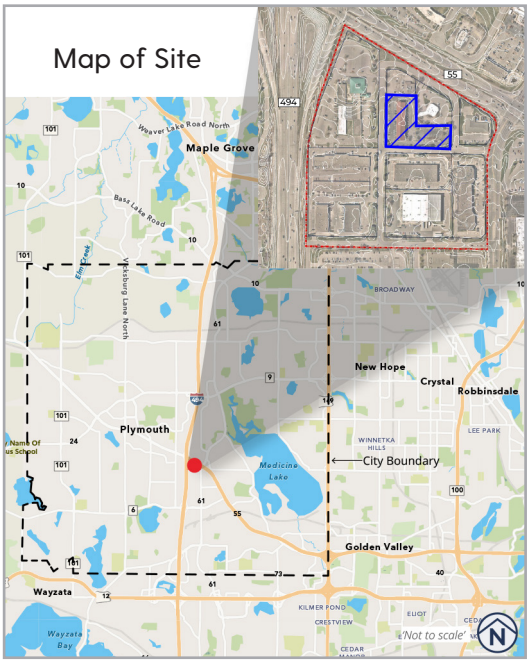
- Site Location: Southeast corner of 494/55
- Acreage: 16.2 Acres
- City owned: 2600 Annapolis Lane (2.92 Acres)
- Land Use: MXD-R
- Zoning: C-3
- Small Area Study: 494 55



Potential Redevelopment

ADJACENCIES

- Highway 494 & 55 visibility
- Transit Access: 757 route - 2027
- Multi-modal connections
- Regional trail connectivity
- 19,889 employees within 1 mile
- Hospital/medical/office



PUBLIC INVESTMENTS

- City owned land

Lori Sommers, Planning Manager
763-509-5457 | lsommers@plymouthmn.gov

Maxfield Research & Consulting
Breaking Ground since 1983

April 3, 2026

MEMORANDUM

TO: Mr. Grant Fernelius
City of Plymouth

FROM: Ms. Mary C Bujold
Maxfield Research and Consulting

RE: Initial Findings and Preliminary Development Concepts – Redevelopment Sites

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Introduction

This memorandum presents our initial demand and preliminary development concepts for the three redevelopment sites in Plymouth. The Sites under consideration are as follows:

Site #1 – Lifetime Site

- Preliminary concept as provided includes structured parking with multifamily rental above along with ground level retail space

Site #2 – Station 73

- Preliminary Concept as provided includes active adult senior housing (affordable), for-sale rowhomes and some limited additional commercial space

Site #3 – SE Highway 55/I-494

- Preliminary Concept as provided includes corporate campus w/medical users (single-tenant or multitenant), lodging, multifamily, entertainment retail (destination user) and freestanding retail.

Primary Market Area

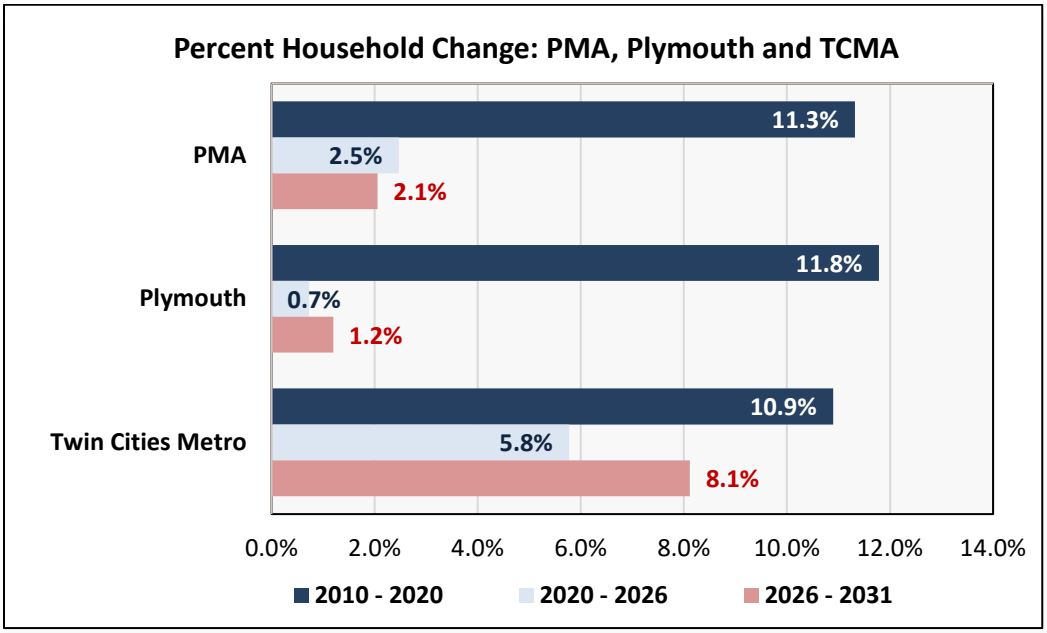
The Primary Market Area for the analysis includes the City of Plymouth, but also predominantly fully-developed communities. These fully-developed cities such as Minnetonka, Crystal, Golden Valley and St. Louis Park continue to grow as a result of redevelopment in key mixed-use and commercial areas. These highly desirable cities continue to attract residents by promoting locations that are amenity rich and also offer the potential for lower vehicle use through goods and services within walking distance and public transit options connecting residents to retail, employment and recreation.

Key Highlights – Demographic Analysis

Between 2010 and 2020, Plymouth and the larger Primary Market Area grew at double-digit rates, just over 11% for the PMA and Remainder of the PMA while Plymouth's population growth (14.8%). The growth rate for the Twin Cities Metro Area was 11%.

Household growth rates were similar to population growth rates. The household growth rate for Plymouth was similar to the rates for the PMA, Remainder of PMA and the Twin Cities Metro Area at 11%. The higher population growth rate for Plymouth during the 2010s reflects growth in larger household sizes, which is anticipated to stabilize between 2020 and 2031.

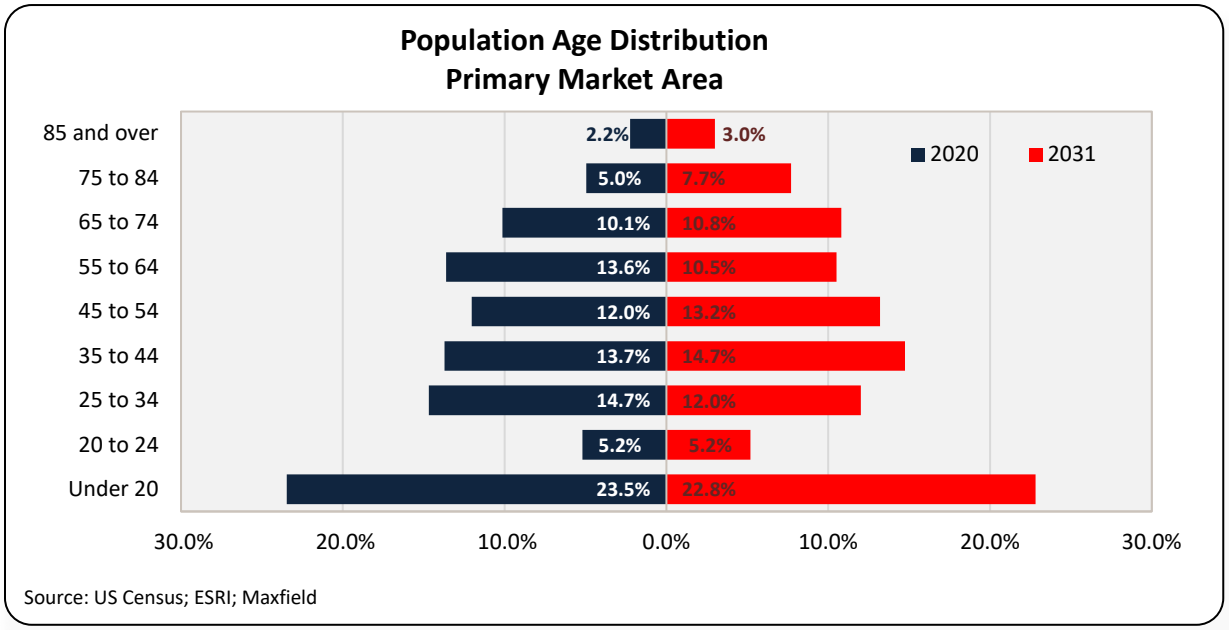
We note that Plymouth will likely exceed the projected rates of growth with additional in-fill residential development over the next ten years.

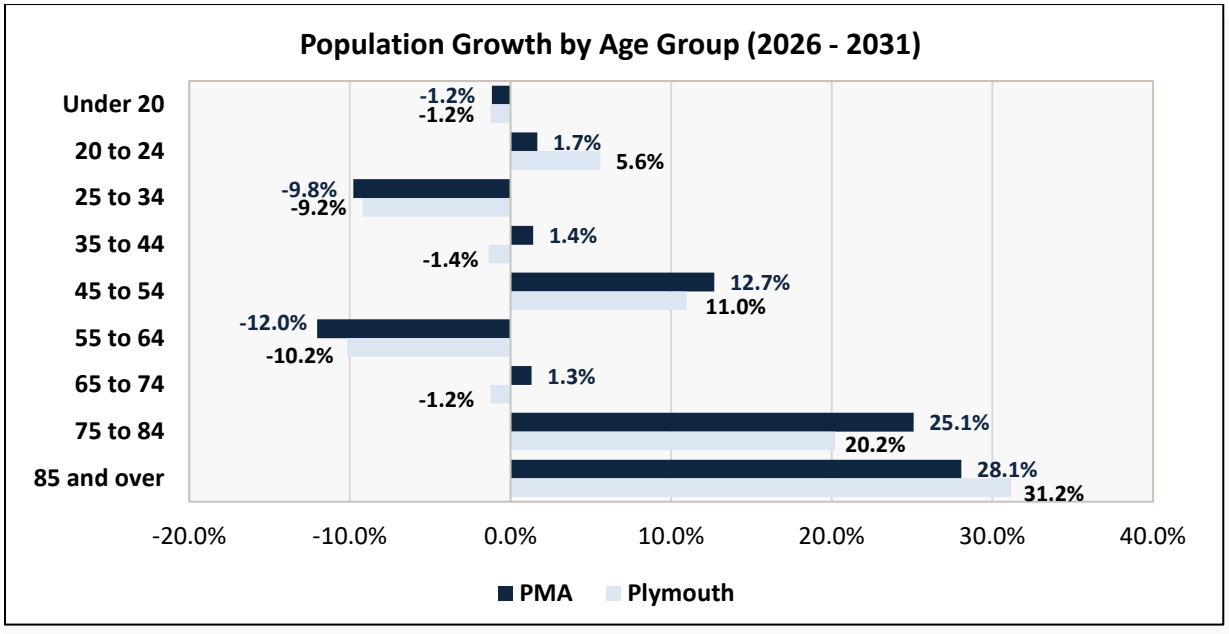


Age Distribution Trends

As shown on the following two charts, the proportional breakdown of the age groups in Plymouth and the PMA are relatively balanced among the young through middle age adult age cohorts. Of course, the oldest residents, those 75 and older reflect smaller proportions consistent with other Market Areas in the Twin Cities.

The greatest growth over the next five years is expected to be in the middle age group (45 to 54), as the Millennials age into that cohort followed by the senior age groups, those age 65 years and older).

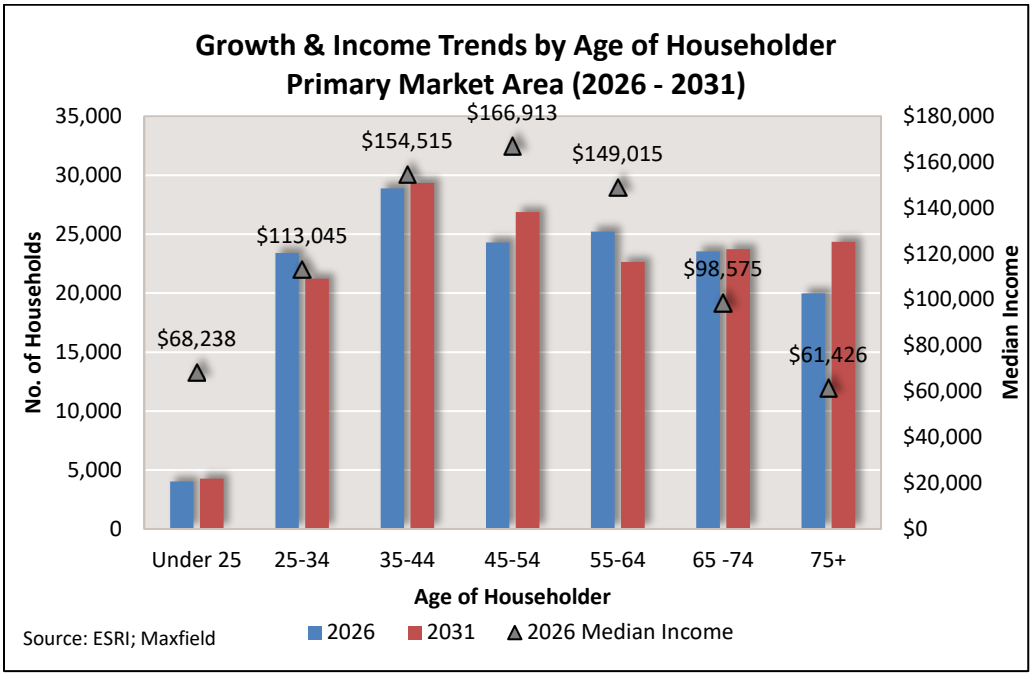




Income Distribution and Median Household Income

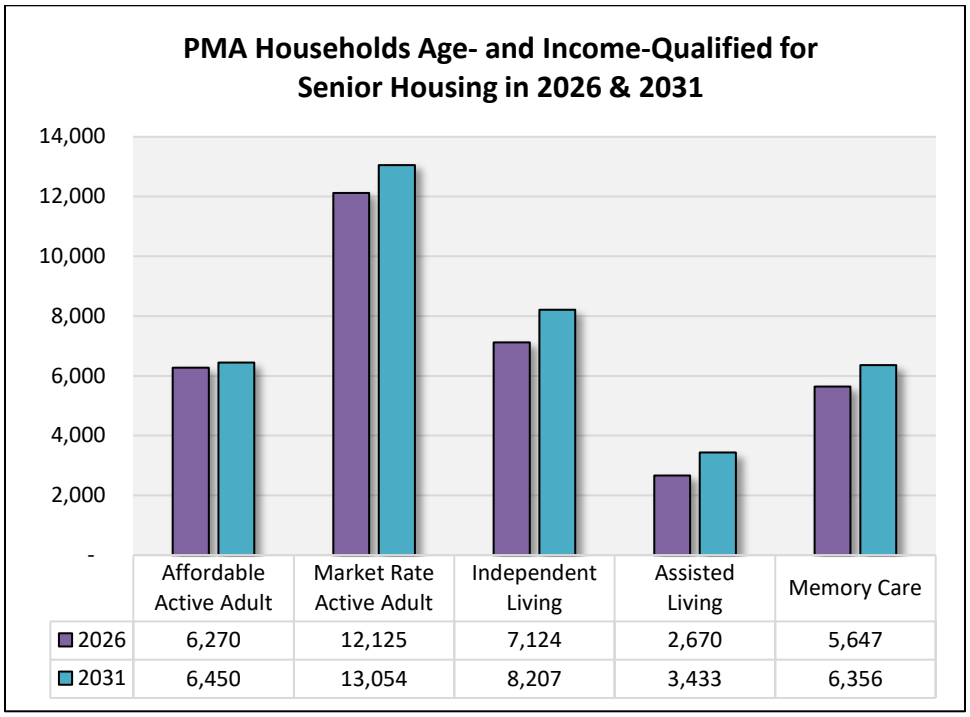
Over the next five years, households are forecast to increase among the 25 to 34 and the 35 to 44 age groups, while young seniors, 65 to 74 remain stable and older seniors also increase. Median household incomes in Plymouth and the Primary Market Area are high, indicating that households have more discretionary income and are likely to be able to pay more for their housing.

Despite high incomes, affordability has challenged younger households seeking to enter the ownership market and has caused many to continue to rent and delay homeownership. In addition, lack of available new product and a scarcity of existing product has also played a role recently. Turnover in the housing market has been reduced as more homeowners have been remaining in their homes because they took advantage of much lower interest rates prior to the Pandemic.



Age- and Income-Qualified Households

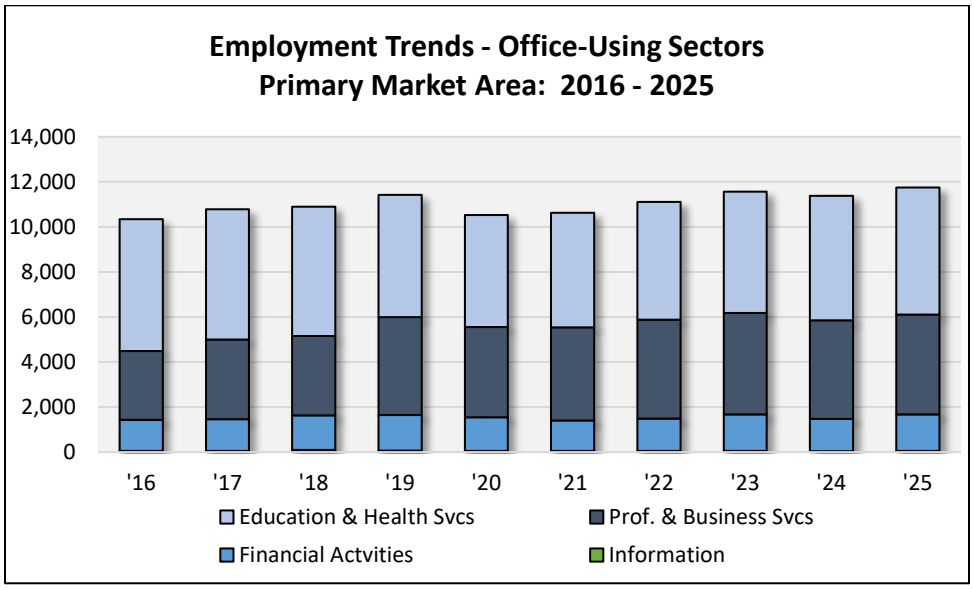
The following chart shows the age- and income-qualified household base for the various levels of senior housing as of 2026 with a projection to 2031. The largest number of households, 12,125 households would be age- and income-qualified for market rate active adult housing, followed by 7,124 households qualified for independent living and 6,270 households qualified for affordable active adult housing.



	Affordable Active Adult	Market Rate Active Adult	Independent Living	Assisted Living	Memory Care
2026	6,270	12,125	7,124	2,670	5,647
2031	6,450	13,054	8,207	3,433	6,356

Employment Trends – Office-Using Sectors

The chart below shows there have been fluctuations among all office-using sectors over the period, although the education and health services industry, driven by increased demand in the health services sector has fueled growth over the period. Professional and Business Services, despite fluctuations, remains one of the largest industry sectors in the West Metro and is expected to continue to be stable.



Commuting Patterns

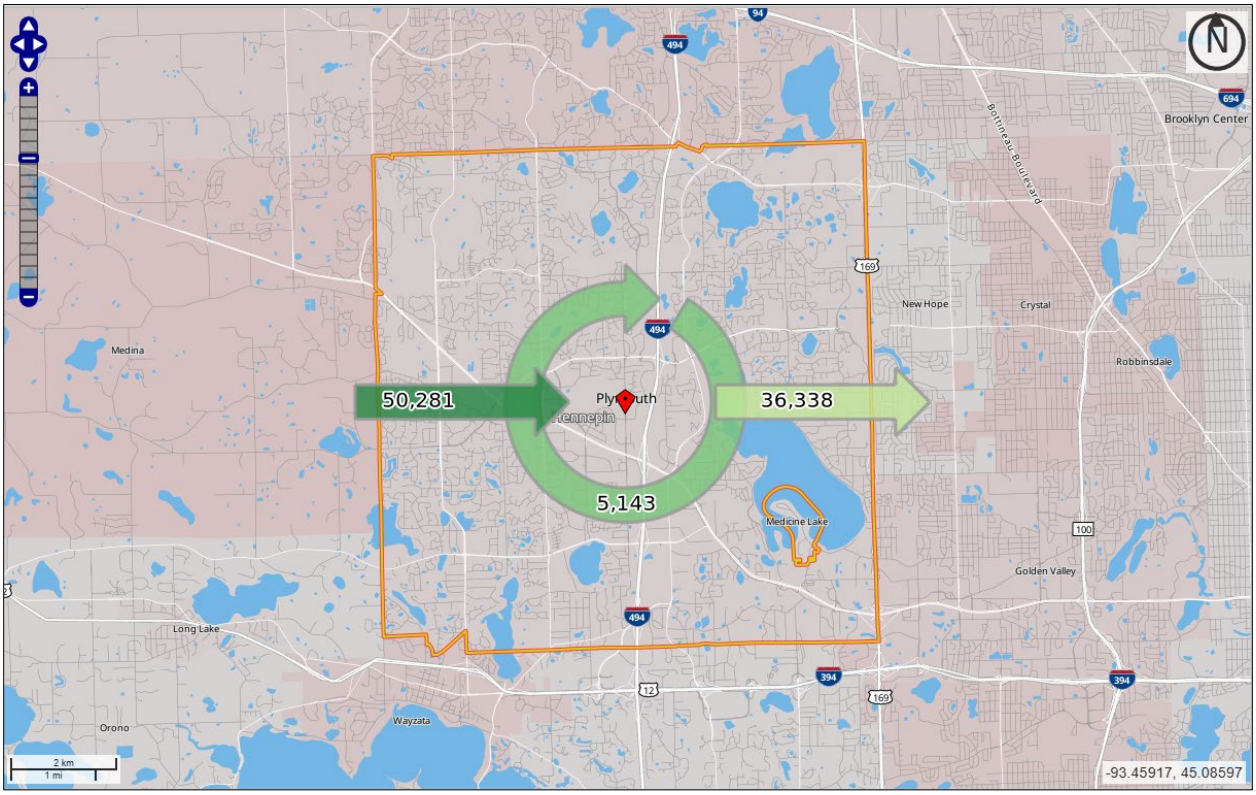
The table on the following page shows that the City of Plymouth attracts workers daily that commute to the City for work. According to 2023 data, an estimated 50,281 workers commute into Plymouth while 36,338 workers commute out of the City to Minneapolis and nearby cities including Maple Grove, Minnetonka, Eden Prairie, Golden Valley and others.

COMMUTING INFLOW/OUTFLOW CHARACTERISTICS
PLYMOUTH
2023

	Outflow		Inflow		Interior Flow	
Primary Jobs	**36,338**	**100%**	**50,281**	**100%**	**5,143**	**100%**
By Age						
Workers Aged 29 or younger	7,032	19.4%	10,320	20.5%	1,278	24.8%
Workers Aged 30 to 54	20,759	57.1%	28,037	55.8%	2,486	48.3%
Workers Aged 55 or older	8,547	23.5%	11,924	23.7%	1,379	26.8%
By Monthly Wage						
Workers Earning $1,250/month or less	4,979	13.7%	6,196	12.3%	1,103	21.4%
Workers Earning $1,251 to $3,333/month	5,062	13.9%	7,713	15.3%	991	19.3%
Workers Earning More than $3,333/month	26,297	72.4%	36,372	72.3%	3,049	59.3%
By Industry						
"Goods Producing"	4,527	12.5%	12,334	24.5%	903	17.6%
"Trade, Transportation, and Utilities"	5,395	14.8%	12,217	24.3%	1,129	22.0%
"All Other Services"*	26,416	72.7%	25,730	51.2%	3,111	60.5%

*includes the following sectors: Information, Financial Activities, Professional & Business

Sources: US Census Bureau Local Employment Dynamics; Maxfield Research & Consulting



Retail Market Conditions – Northwest and West Sectors

According to recent data compiled by Moody's Analytics, the Northwest and West sectors of the Twin Cities Metro Area (which would encompass Plymouth) experienced absorption in the 4th Quarter 2025 of 20,549 square feet, led by occupancy in strip centers. In the Northwest sector, there was an overall negative absorption of -1,727 square feet in the 4th Quarter although the total was affected significantly by big box closings. All other retail segments including community center, mixed-use, neighborhood center and strip center had positive absorptions during the period. The proposed redevelopment locations would incorporate freestanding, mixed-use and strip center space, which has stabilized and is now experiencing renewed interest among specific retailers, primarily chain retailers that have been expanding and targeting select opportunities in strong markets.

Preliminary Site Recommendations w/Initial Concepts

Site #1 – Lifetime Site

Preliminary demographic and economic analysis along with current market conditions support market rate rental housing at this location if developed above the structured parking. A portion of the housing may be carved out as affordable (we recommend 20% to 25%). The structured parking will accommodate households that will want to park vehicles on-site although the overall environment of the location, adjacent to Lifetime Fitness and other retail uses, would create a strong pedestrian-oriented location, where those residing at a new property would not need to use a vehicle regularly if they work from home, are retired or have another lifestyle where they are not working.

The initial site plan shows two larger retail spaces of 12,480 square feet along with 5,000 square feet. We concur with the total square footage and we would target primarily restaurants and convenience services for these components including entertainment-based destination retail.

We also suggest that if there is another adjacent property in the vicinity of this area, additional rowhomes or townhomes could be considered that would target a mid-range price level. Details are provided below:

SITE #1
LIFETIME FITNESS
MIXED-USE
April 2026

Multifamily

Unit Type	% of Units	Unit Square Feet	Unit Rent	Unit Rent/SF
Alcove	10%	560 - 635	$1,550 - $1,650	$2.77 - $2.60
1BR	40%	650 - 810	$1,895 - $2,125	$2.92 - $2.62
1BR+D	20%	875 - 990	$2,225 - $2,395	$2.54 - $2.42
2BR	25%	980 - 1,300	$2,445 - $3,360	$2.49 - $2.58
2BR+D	5%	1,250 - 1,380	$3,650 - $3,890	$2.92 - $2.82
Total	100%			
Number of Units	**225-250**			

For-Sale Rowhomes

Unit Type	% of Units	Unit Square Feet	Base Sales Price	Sales Price/SF
2BR	70%	1,460 - 1,590	$395,000 - $450,000	$271 - $283
3BR	30%	1,800 - 1,850	$510,000 - $535,000	$283 - $289
Total	100%			
Number of Units	**55**			

Retail Space

Type	Square Feet	Lease Rate/SF
Entertainment	8,000	$28.00 - $33.00
Convenience	5,000	$22.00 - $23.00
Other	5,000	$19.00 - $20.00
Total SF/Average	18,000	$23.00 - $25.00

Source: Maxfield Research and Consulting

Site #2 – Station 73

Preliminary demographic and economic analysis along with current market conditions support for-sale and rental housing (medium to high-density) with multifamily targeted to both general occupancy and seniors. There is limited product in the market for those age 55+ (although the dominant resident profile for active adult senior is usually 75+). Given the location of the Site, the age-restricted housing at this location could either be targeted to higher-income older adults or could be targeted as affordable.

Orienting the residential components away from the busy highway and creating a strong sense of an intimate neighborhood will be appealing for both rental senior housing and for-sale rowhomes.

In addition, the connection to public transit and ancillary retail will increase the appeal of this location for those that want to be able to access a limited amount of retail goods within walking distance. We believe that it will be important to make strong connections between the residential units and adjacent and surrounding land uses including paved walkways and landscape buffers will also be important.

The initial site plan option shows 208 general occupancy apartments, 75 units of age-restricted active adult and 20, three-bedroom for-sale townhomes along with some ancillary retail.

We concur with the total square footage and we would target primarily restaurants and convenience services for these components including entertainment-based destination retail.

We also suggest that if there is another adjacent property in the vicinity of this area, additional rowhomes or townhomes could be considered that would target a mid-range price level. Details are provided below:

SITE #2
STATION 73
FOR-SALE AND RENTAL HOUSING W/ANCILLARY RETAIL
April 2026

Multifamily (General Occupancy) - Tuck-Under Garages

Unit Type	# of Units	Unit Square Feet	Unit Rent	Unit Rent/SF
1BR	108	650 - 840	$1,750 - $2,085	$2.69 - $2.48
1BR+D	24	860 - 990	$2,150 - $2,295	$2.50 - $2.32
2BR	64	1,000 - 1,220	$2,445 - $3,180	$2.45 - $2.61
3BR	12	1,250 - 1,300	$3,450 - $3,650	$2.76 - $2.81
Total	208			
Number of Units	**208**			

Age-Restricted (Active Adult) - Affordable

Unit Type	# of Units	Unit Square Feet	Unit Rent	Unit Rent/SF
1BR	36	700 - 750	$1,495 - $1,495	$2.14 - $1.99
1BR+D	12	880 - 950	$1,525 - $1,525	$1.73 - $1.61
2BR	27	1,025 - 1,150	$1,580 - $1,600	$1.54 - $1.39
Total	**75**			

For-Sale Rowhomes

Unit Type	% of Units	Unit Square Feet	Base Sales Price	Sales Price/SF
2BR	50%	1,450 - 1,550	$400,000 - $420,000	$276 - $271
3BR	50%	1,750 - 1,780	$495,000 - $505,000	$283 - $284
Total	100%			
Number of Units	**20**			

Source: Maxfield Research and Consulting

Site #3 – Plymouth 494-55 SAP

Preliminary demographic and economic analysis along with current market conditions support high-density market rate general occupancy rental housing (with an affordable component) as well as freestanding and destination retail in synergy with upper mid-scale to luxury lodging if there is one or more corporate users that could take advantage of the lodging component. While there is certainly demand for lodging that includes a limited food component, there are very limited facilities in the area of this Site that have meeting/conference space, that could serve a larger corporate user.

In addition, attracting other freestanding retail similar to what is already in the area (targeted to restaurant users as well as a tap room or brewery), would enhance retail in this area.

The Site has a high level of visibility and excellent access from I-494 and Hwy 55, both major thoroughfares with high volumes of traffic. The existing lodging facilities in the area are dated and in need of significant updating or simply just removing the existing facility and replacing it with one that is targeted to today's current lodging customer profiles.

It is our opinion that the hotel component at 37,000 square feet is too small and should be increased to between 50,000 and 80,000 square feet with some additional high-quality meeting space. There could be limited food and beverage function if there are other restaurants in the immediate vicinity as part of this component.

We concur with the total square footage and we would target primarily restaurants including entertainment-based destination retail.

We would reduce the number of apartment units on this Site from 328 units to 250 to 260 units and increase the amount of commercial space (medical office or other office) and retail space to replace the reduction in multifamily. Details are provided below:

SITE #3
INTERSTATE 494/HWY 55 SAP
CORPORATE CAMPUS/LODGING/RETAIL W/MULTIFAMILY
April 2026

Multifamily (General Occupancy)

Unit Type	# of Units	Unit Square Feet	Unit Rent	Unit Rent/SF
Studio	25	560 - 585	$1,545 - $1,580	$2.76 - $2.70
1BR	120	650 - 840	$1,750 - $2,085	$2.69 - $2.48
1BR+D	26	860 - 990	$2,150 - $2,295	$2.50 - $2.32
2BR	84	1,000 - 1,220	$2,445 - $3,180	$2.45 - $2.61
Total Number of Units	**255**			

Office Space

Type	Square Feet	Lease Rate (NNN)
Traditional Office	30,000	$22.00 - $25.00
Medical Office	56,000	$25.00 - $28.00
Total SF/Average	**86,000**	

Lodging (Upper Mid-Scale w/Limited Food and Beverage)

Rooms	% of Units	Unit Square Feet	Average Room Rate	Room Rate/SF
Standard	70%	300 - 325	$400,000 - $420,000	$1,333 - $1,292
Suites	30%	450 - 600	$495,000 - $505,000	$1,100 - $842
Total	100%			
Number of Rooms	**80-100**			

Retail Space

Type	Square Feet	Lease Rate/SF
Entertainment	19,200	$28.00 - $33.00
Commercial Retail	30,700	$18.00 - $25.00
Total SF/Average	**49,900**	**$23.00 - $29.00**

Source: Maxfield Research and Consulting

These findings are preliminary and may be adjusted slightly upon delivery of the final report.

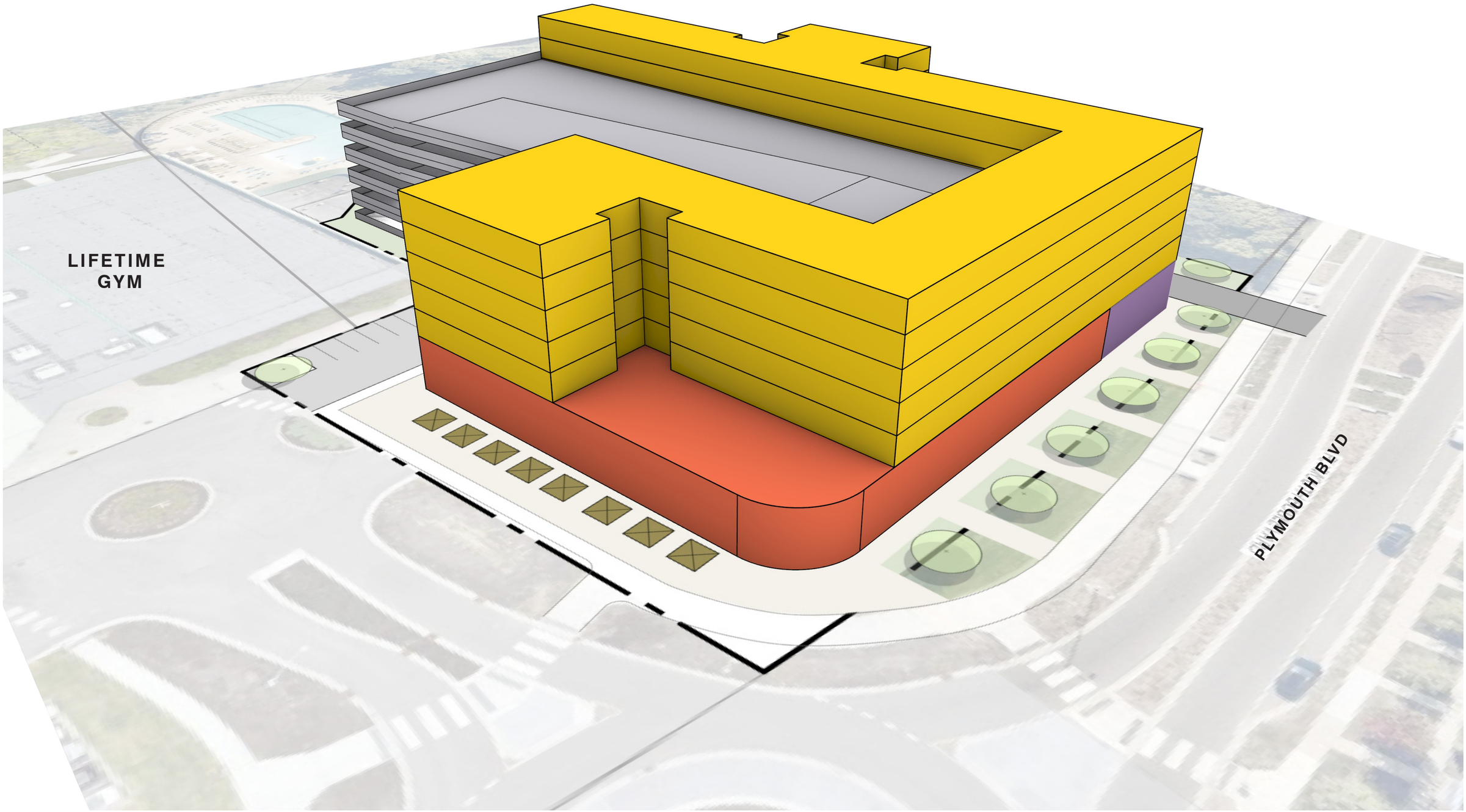




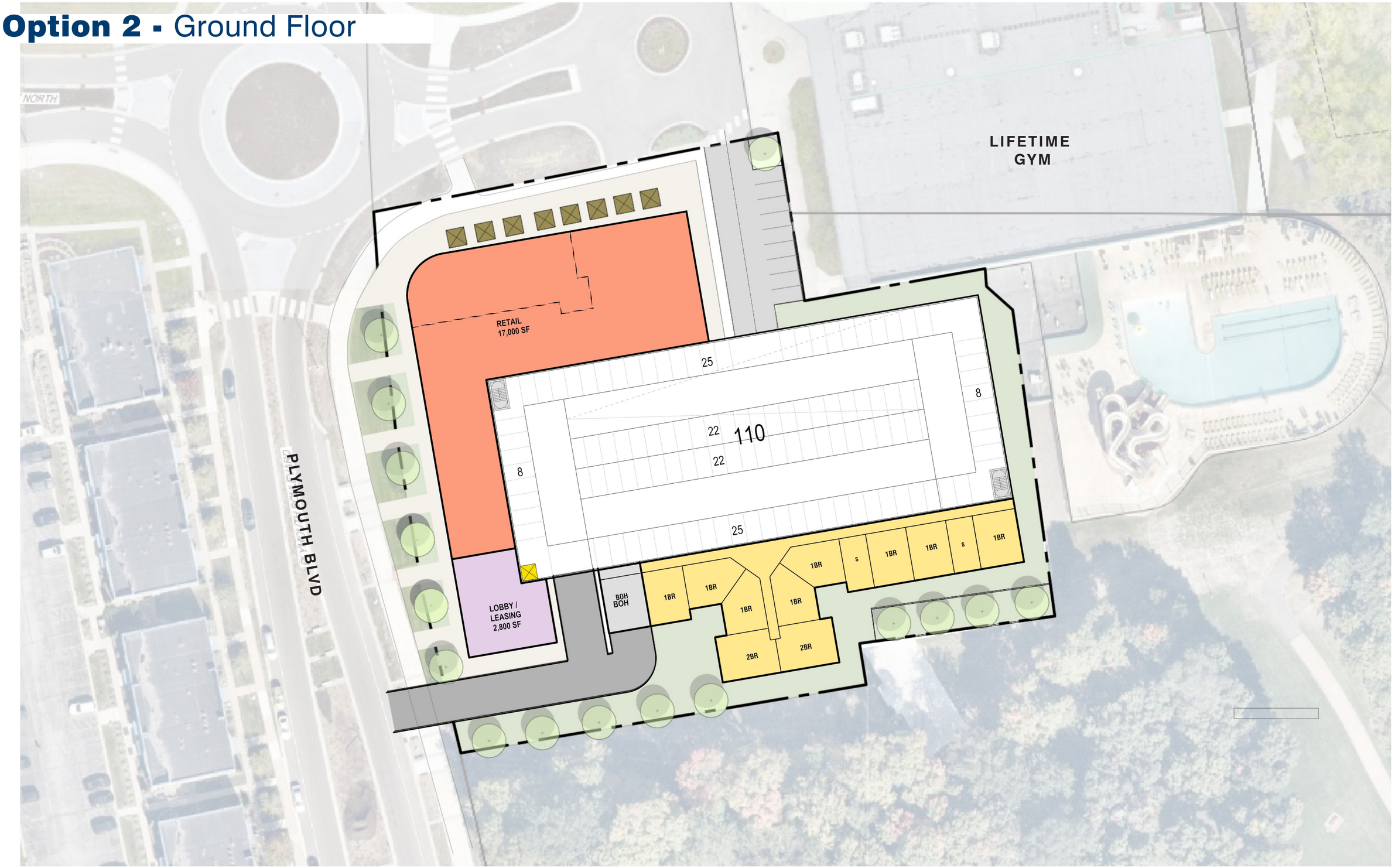

LOFTS
5
1
5
Clothing


RESTAURANT
RESIDENCES
PARKING

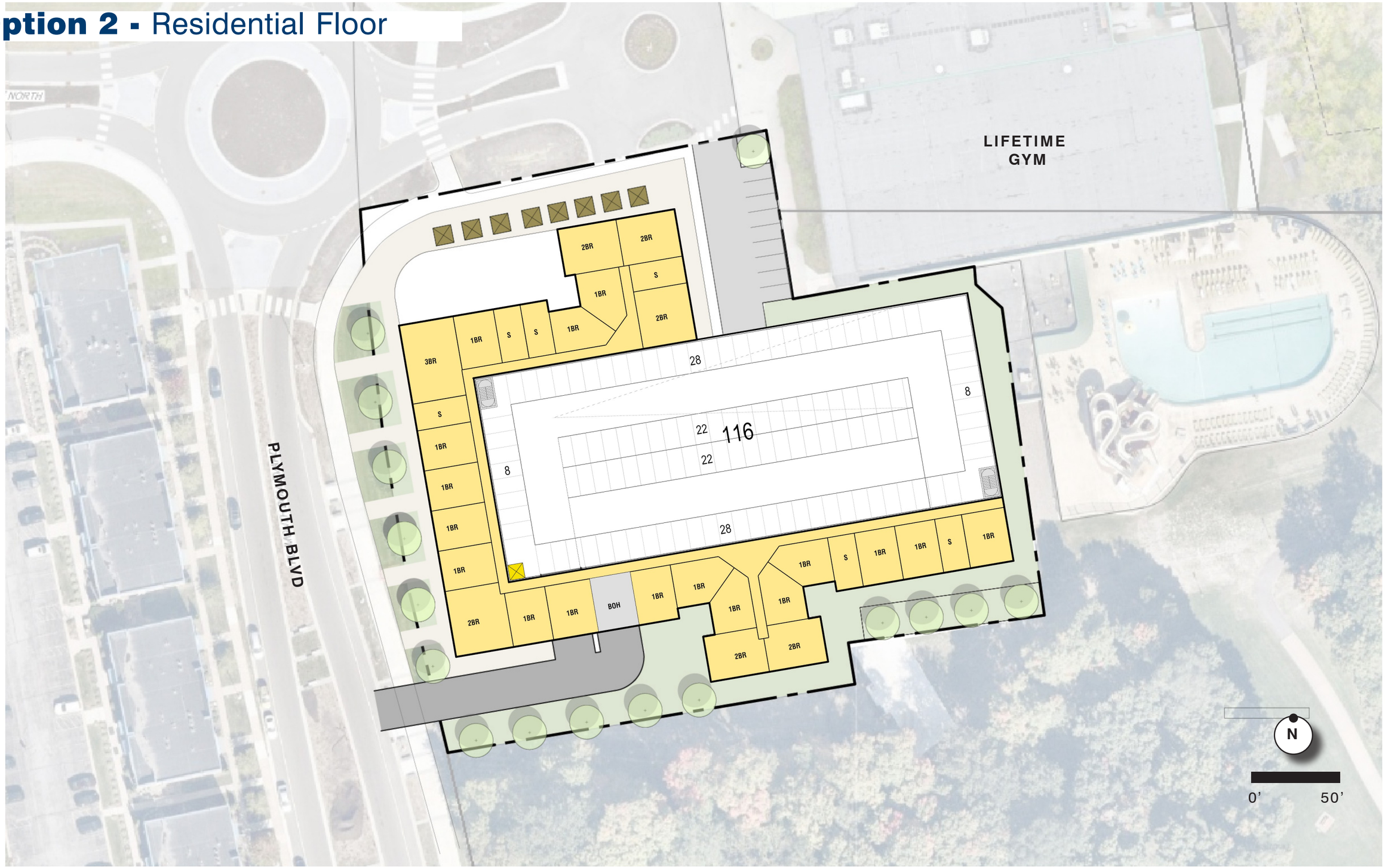
Option 2 - Massing Study



Option 2 - Ground Floor



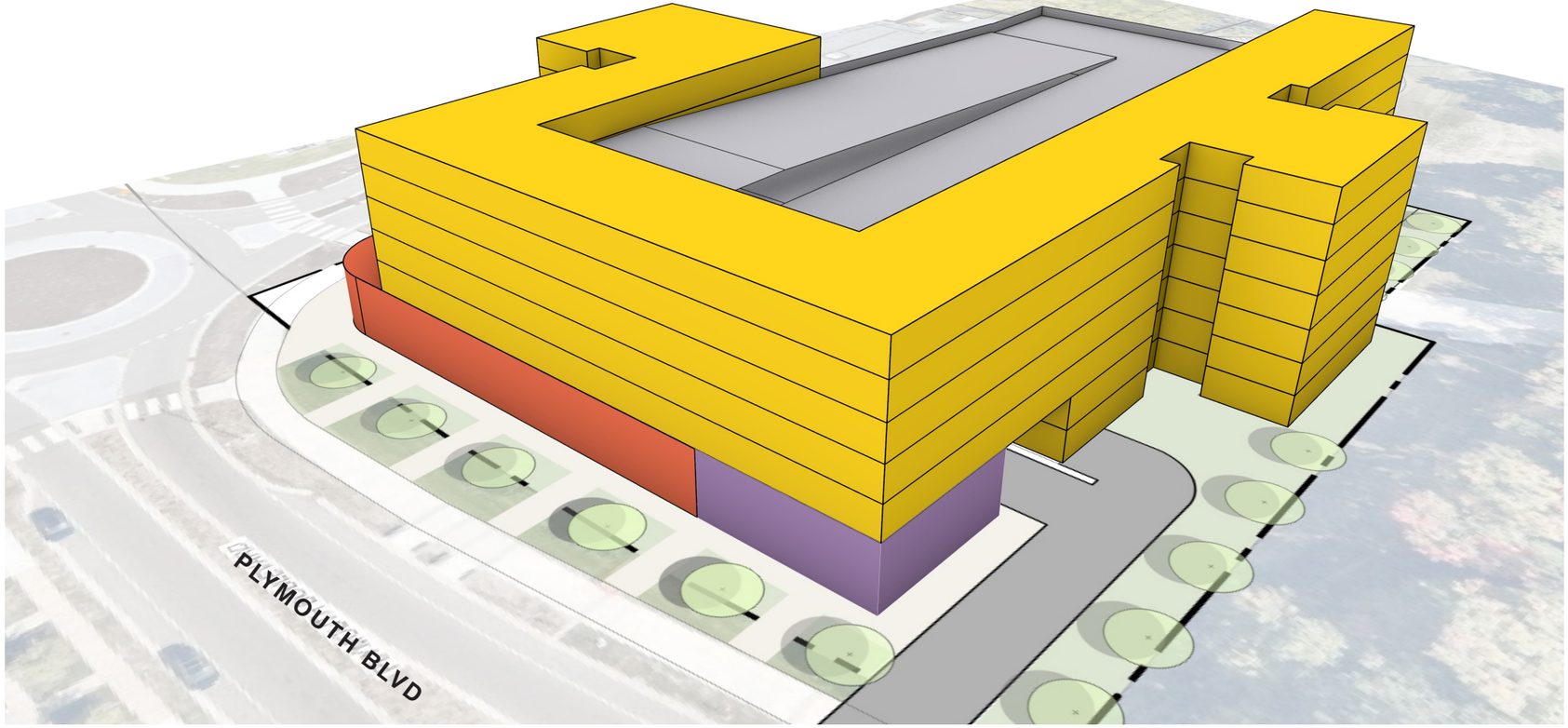
Option 2 - Residential Floor



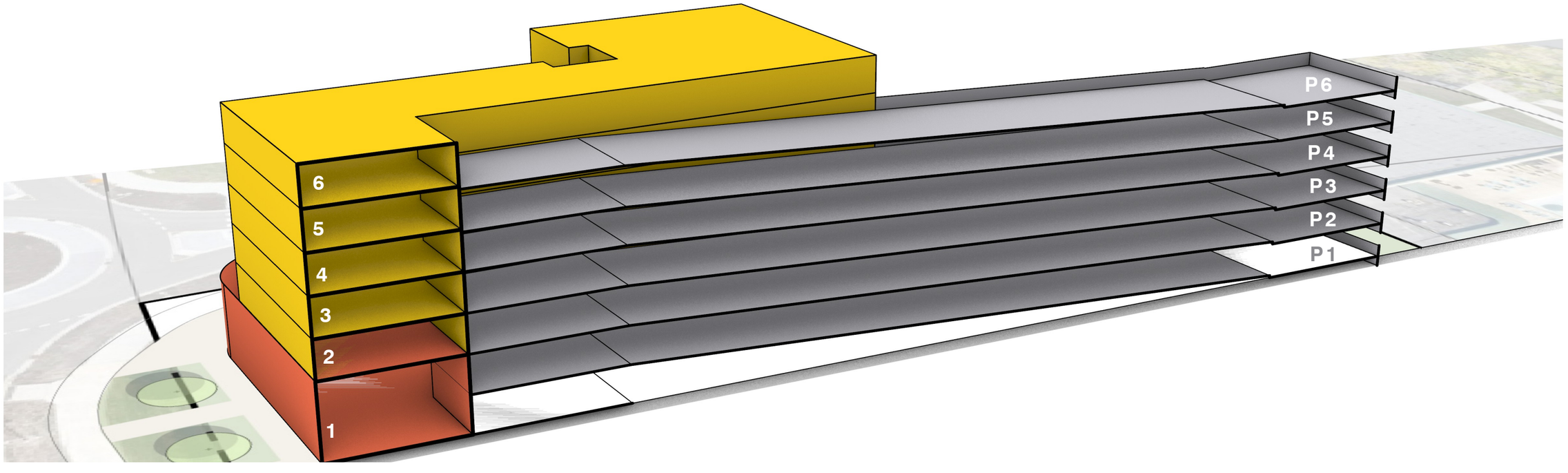
Option 2 - Yield Study

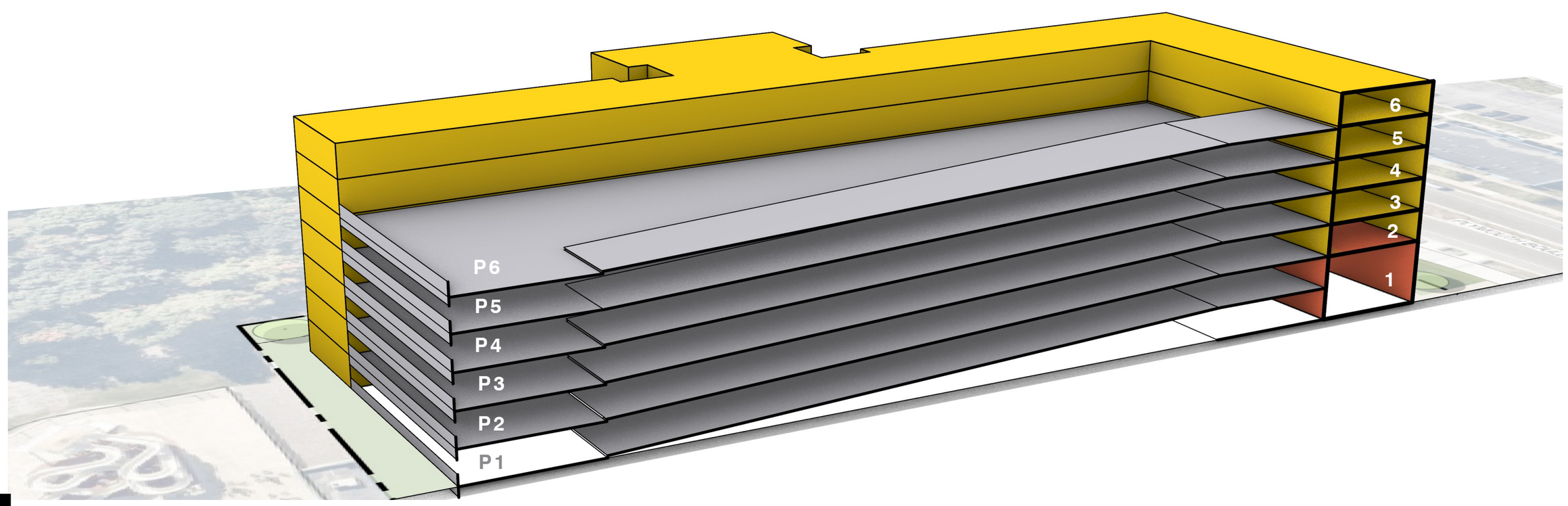
	HEIGHT (FT)		BUILDING AREA (GSF)			RESI UNIT MATRIX					PARKING		
	FLR-FLR	PARKING	RETAIL	AMENITY	RESI	S	1B	2B	3B	TOTAL	LEVEL	STRUCTURED	REQ'D
						512 SF	768 SF	1,120 SF	1,500 SF				
ROOF													
7	10.666				28,780	6	17	6	1	30			45
6	10.666				28,780	6	17	6	1	30	P6	116	45
5	10.666	35,990			28,780	6	17	6	1	30	P5	116	45
4	10.666	35,990			28,780	6	17	6	1	30	P4	116	45
3	10.666	35,990			28,780	6	17	6	1	30	P3	116	45
2	10.666	35,990	17,000	2,800	11,850	2	8	6	0	16	P2	116	24
1	10.666	35,990			11,850	2	8	6	0	16	P1	119	85
											Ex. Parking		237
TOTAL	**74.662**	**179,950**	**17,000**	**2,800**	**167,600**	**34**	**101**	**42**	**5**	**182**	**5**	**699**	**571**

128



Option 2 - Section






BRT
SER
ENT.
LEASE
LOWER FLOOR OF BLDG. I
LOWER FLOOR OF BLDG. III (BLDG. IV&V SIM.)
I
FIT
CLUB
II
III
RETAIL
IV
V
VI
VII
VIII
L
ENT.
RETAINING WALL
ADDITIONAL PARKING IF 4 FLOORS
+900
+910
+920
+925
+928
+930
+918
912
916
918
922
904
906
898
896
902
894
892
932
Ridgeview Rd
Ridgeview Dr
Ridgeview Ln
Ridgeview Cir
Ridgeview Ct
Ridgeview Pl
Ridgeview Ter
Ridgeview Way
Ridgeview Trl
Ridgeview Pkwy
Ridgeview Aly
Ridgeview Blvd
Ridgeview Sq
Ridgeview Loop
Ridgeview Path
Ridgeview Crossing
Ridgeview Circle
Ridgeview Court
Ridgeview Place
Ridgeview Terrace
Ridgeview Trail
Ridgeview Parkway
Ridgeview Alley
Ridgeview Boulevard
Ridgeview Square



Density:

- Commercial (30,700 sf)
- Corporate Campus/Medical office (56,000 sf)
- Multifamily (328 units) 20 units per acre
- Entertainment (19,200 sf)
- Hotel (37,300 sf)

KEY

1. HOTEL, ROOFTOP PATIO
2. CORPORATE CAMPUS/MEDICAL OFFICE (56,000 SF)
3. MULTIFAMILY (+/- 328 UNITS)
4. ENTERTAINMENT (BREWERY, DISTILLERY, ETC.)
5. AMENITY DECK
6. COMMERCIAL/RETAIL
7. PARKING RAMP
8. SURFACE PARKING
9. FUTURE BRT STOP
10. PEDESTRIAN BRIDGE
11. CENTRAL FOUNTAIN
12. DROP OFF
13. MINI ROUNDABOUT (REPRESENTS ONE POSSIBLE TRAFFIC CONTROL OPTION. INTERSECTION NEEDS FURTHER STUDY AND COORDINATION WITH HENNEPIN COUNTY)

N

0' 100' 200'

graphic scale 1" =100'



Highways 494 & 55 Small Area Plan

January 2026

City of Plymouth

TKDA

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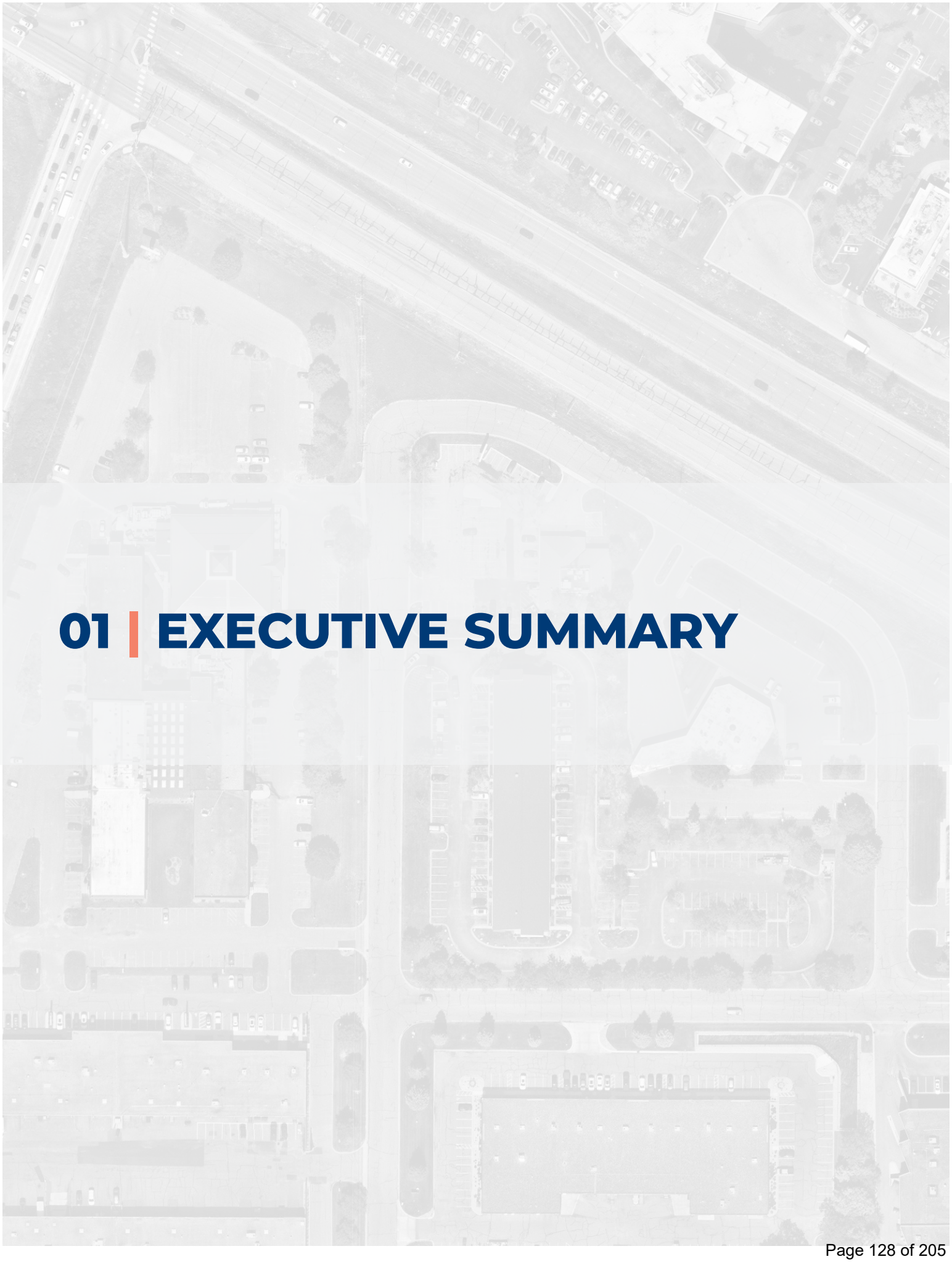


01 | EXECUTIVE SUMMARY

Executive Summary

Overview

The City of Plymouth developed this Small Area Plan for the southeast quadrant of Trunk Highway (TH) 494 and TH 55 in response to development interest over the last few years. In early 2025, the city acquired the former Red Roof Inn site (see in set map) in anticipation of future redevelopment opportunities. For the purpose of this study the land north of 26th Avenue North was looked at for future development as well. Resulting in a total study area of 16.5 acres. Additionally, Metro Transit is currently studying TH 55, with the intent to provide a transit stop near the site, creating an opportunity for new Transit-oriented Development (TOD). This plan seeks to address immediate infrastructure needs and identify long-term development opportunities, supporting Plymouth's vision for sustainable transportation, improved regional connectivity, and vibrant mixed-use redevelopment. The study area includes TH 494 to the west, TH 55 to the north, Xenium Lane N to the east, and 26th Avenue N to the south, with 24th Avenue N also considered for circulation.



Figure 1: Project Limits

Planning Process

The planning process began with a comprehensive assessment of the site's existing conditions, including land use, transportation connections, utilities, topography, and socioeconomic trends. The project team engaged extensively with stakeholders including MnDOT, Hennepin County, Metro Transit, Bassett Creek Watershed, Allina WestHealth, property owners, potential developers, city staff, and the City Council. Public engagement included a visioning session, an open house, and a meeting with developers to ensure the plan reflected broad community input and stakeholder goals.

Multiple design alternatives were developed and evaluated based on feasibility, alignment with community priorities, and potential for phased implementation. The design framework focused on connecting to planned transit, achieving recommended residential density (minimum 20 units per acre), supporting both short- and long-term city goals, and increasing greenspace. After iterative review, the City Council selected a final preferred alternative that best balanced the site's opportunities and constraints.



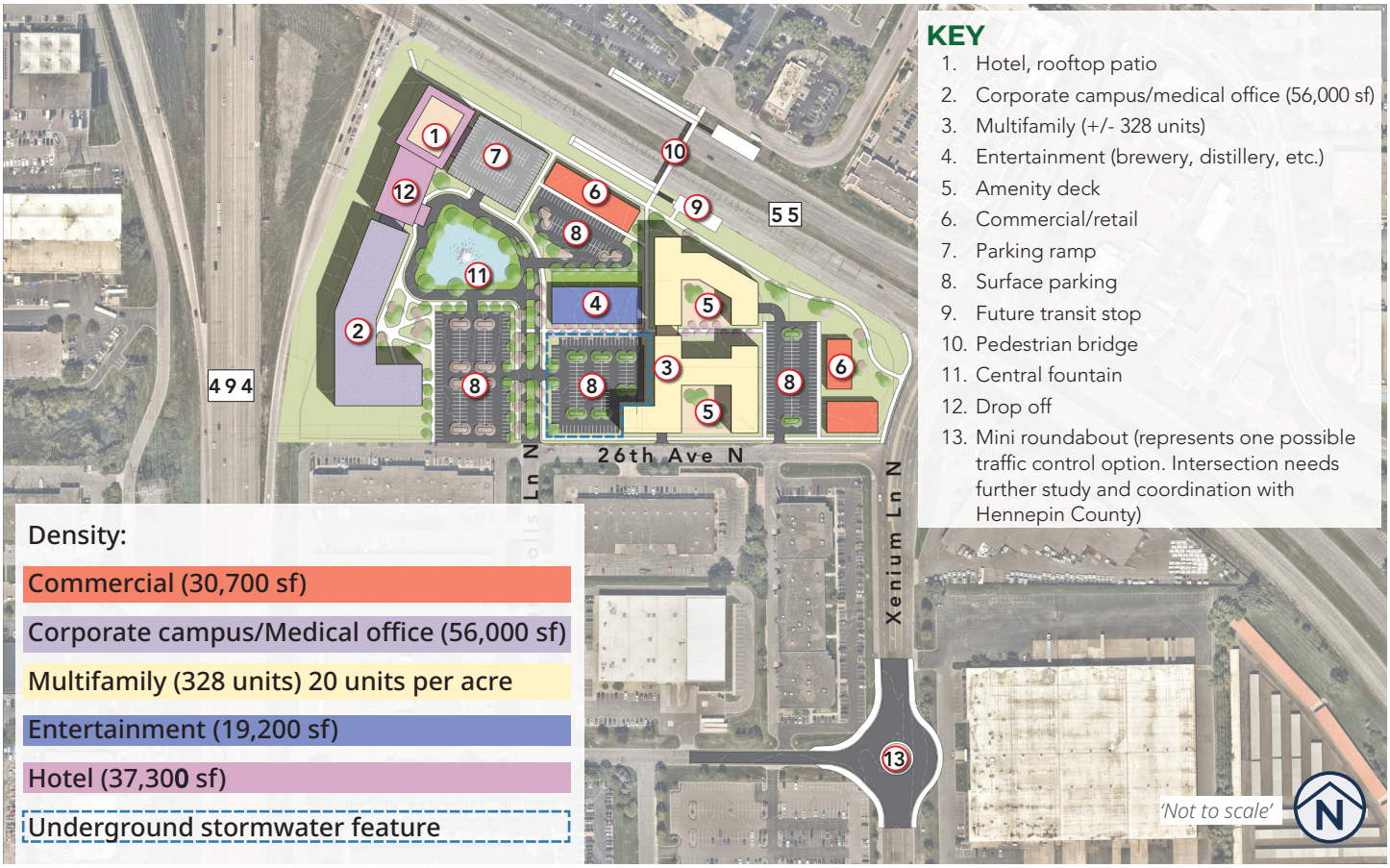
Photo from public open house

Summary of the Preferred Alternative: The Social Commons

The selected alternative, known as "The Social Commons," synthesizes the most effective elements of previous concepts and community feedback. At its core, The Social Commons centers development around a prominent entertainment use, creating a destination for both residents and visitors. This central hub is surrounded by a mix of uses, including a hotel and corporate or medical office campus on the west, multifamily residential units centrally, and commercial/retail spaces aligned along TH 55 and Xenium Avenue for maximum visibility and accessibility.

A key feature of the plan is a central pedestrian walkway, providing connectivity across the site and linking all major uses to the entertainment hub. The plan encourages multimodal transportation options, with a planned transit stop and a pedestrian bridge along TH 55, as well as connections to the city's trail network along Xenium Avenue. Open space is significantly expanded, with pervious surfaces, a stormwater feature near the hotel, and an underground regional stormwater system to enhance community resilience and environmental sustainability.

Parking and vehicular circulation are optimized with a miniature roundabout at 26th Avenue N and Xenium Avenue, surface lots for each building, a shared parking ramp adjacent to the campus and the planned transit stop, and underground parking for multifamily residences. This approach supports both current and future transportation needs while promoting a walkable, vibrant, and connected mixed-use environment.

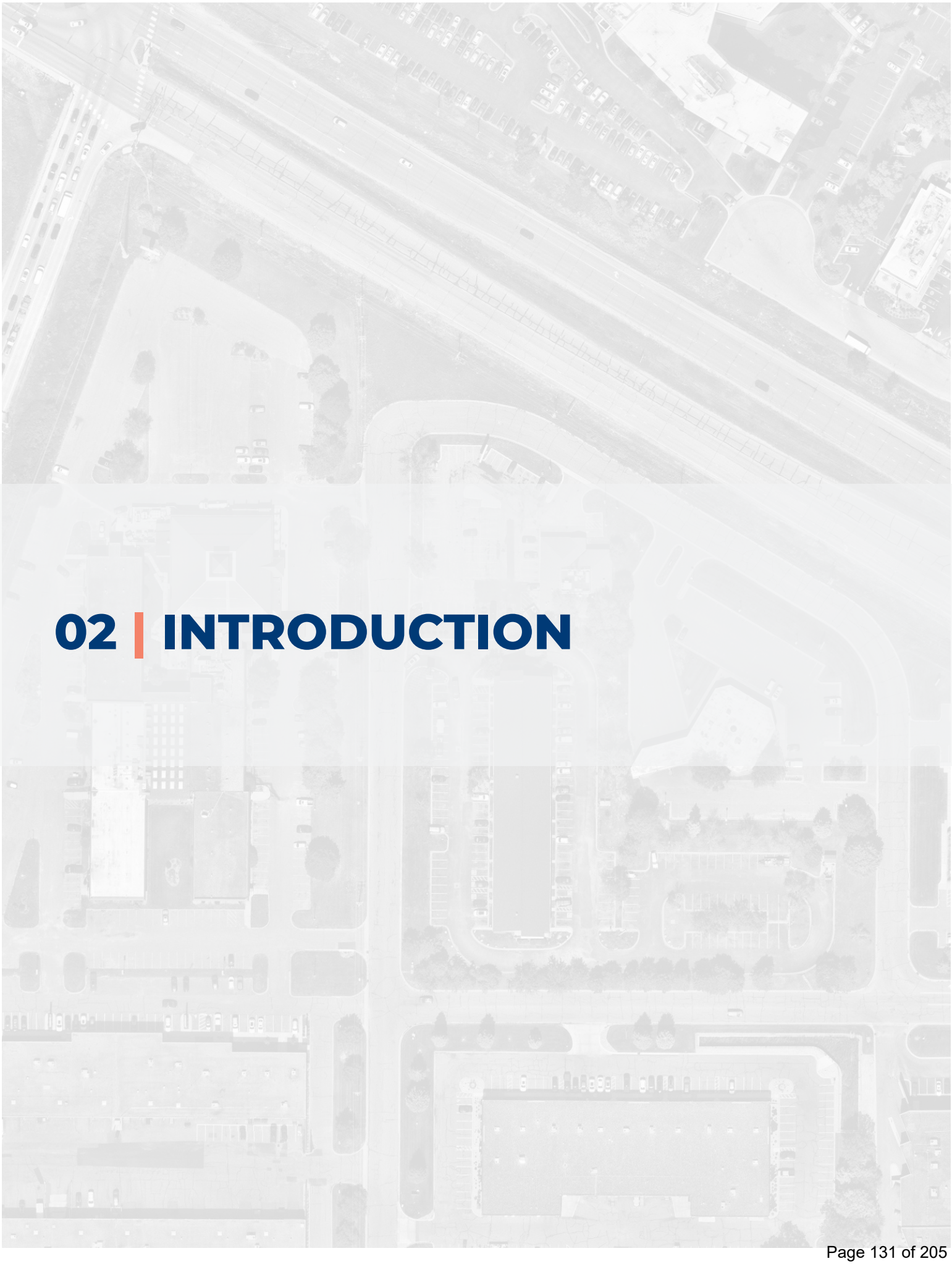


*Square footage = Building footprint

Figure 2: The Social Commons Site Plan

Conclusion

The Highways 494 & 55 Small Area Plan provides a comprehensive vision for transforming a key gateway into a dynamic, accessible, and sustainable mixed-use district. Through robust stakeholder and public engagement, careful evaluation of alternatives, and a focus on multimodal connectivity and open space, the selected concept, The Social Commons concept is poised to enhance regional transit access, strengthen community identity, and support ongoing economic vitality in Plymouth. Ultimately, this plan outlines recommendations for a new gateway to the community that is rooted in strong design principles.



02 | INTRODUCTION

Introduction

Overview

The City of Plymouth currently owns a 2.92 acre parcel near the intersection of Trunk Highway (TH) 494 and TH 55. The city purchased the former Red Roof Inn at the end of 2024 to provide an opportunity for a new Metro Transit Park-and-Ride facility along TH 55 and encourage redevelopment in this area. This Small Area Plan was developed to articulate a short-and long-term vision for this area.

This site offers significant potential for enhancing regional connectivity and transit access; it's acquisition aligns with the City's commitment to supporting sustainable transportation options and meeting the growing demand for convenient public transit services. Additionally, this study was developed concurrently with Hennepin County's Highway BRT Study, which identifies a new eastbound and westbound transit stop near this project area. By developing a transit stop at the former Red Roof Inn site, Plymouth aims to facilitate commuter travel, encourage the use of transit for daily and long-distance trips, and develop a new gateway for the community.

The Highways 494 & 55 Small Area Plan outlines a vision for the site's development, considering both immediate infrastructure needs and future possibilities. This planning process will help ensure that the area not only serves transit users but also contributes to the overall economic vitality and quality of life in Plymouth.

Site Boundary

The limits of the study, shown in Figure 3, include TH 494 to the west, TH 55 on the north, Xenium (County Road 61) Lane N to the east, and 26th Avenue N on the south. 24th Avenue N was also included in the study area for circulation considerations.

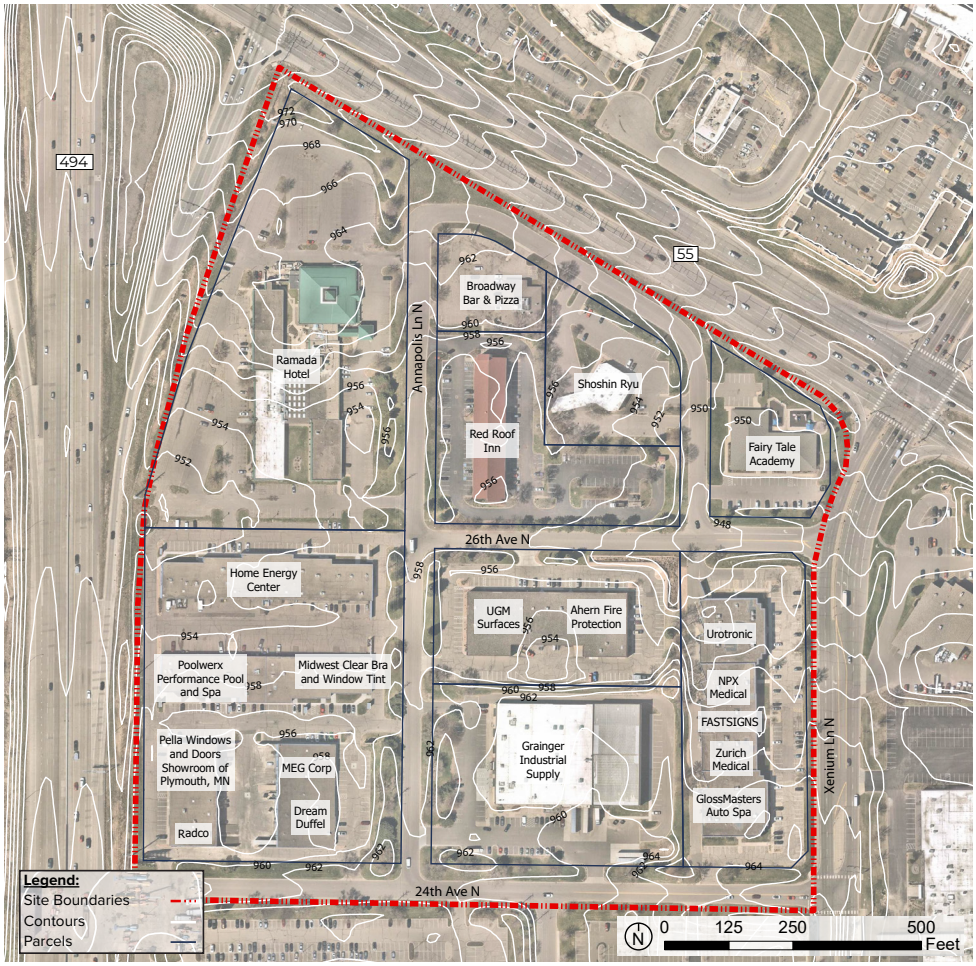


Figure 3: Site Boundary Map

Study Approach

The study took place over nine months, starting with a thorough assessment of the site's existing conditions and background. The project team examined current development patterns, identified physical opportunities and challenges, and evaluated environmental factors. Stakeholders including MnDOT, Hennepin County, Metro Transit, Bassett Creek Watershed, and Allina Health were consulted to align recommendations to their goals near the project area. After developing multiple design concepts, the team presented their work to the City Council and the community, which led to the selection of a final preferred concept.

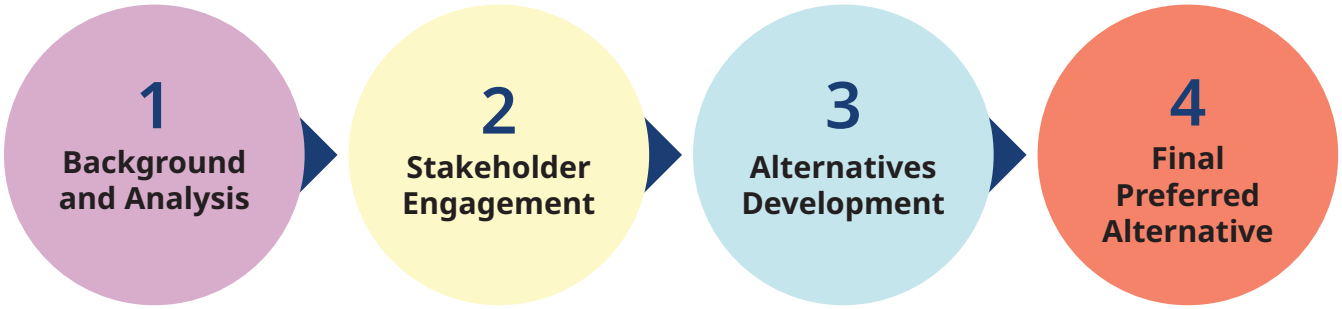


Figure 4: Study Process

Project Goals and Objectives

The following goals and objectives were developed to guide the development of the plan:



Develop a vision for redevelopment in the project area.



Identify opportunities to improve safety and mobility, including evaluation of a potential grade separated pedestrian crossing.



Quantify traffic impacts.



Align recommendations with the long-term goals of the City.

Existing Conditions

Land Use Context and Development Guidance

The project area is recognized in the City's 2040 Comprehensive Plan as serving as a "gateway" to the community. The site is highlighted by the variety of adjacent land uses. To the south and west, the area is bordered by light industrial uses, providing potential opportunities for employment-focused redevelopment. On the north side, the Allina Health WestHealth medical campus, along with adjacent commercial properties, offers critical healthcare services and retail amenities, enhancing the need for accessibility and appeal of the site for both potential residents and visitors. To the east, the presence of residential neighborhoods establishes a direct connection with the existing community fabric and presents opportunities for complementary housing options.

This variety in neighboring land uses creates flexibility for future development, directly supporting the City's objective of encouraging mixed use redevelopment within the area. The Comprehensive Plan guides the project area as MXD-R (Mixed Use Residential), which fosters a combination of land uses. Residential development is permitted at a density of 12 to 25 units per acre, supporting housing diversity in Plymouth. However, to maintain the intended mix, no more than 50 percent of the total land area may be dedicated to residential uses. This guidance reinforces the City's vision for an integrated, vibrant community that capitalizes on its gateway status and the advantages of its varied land use context.

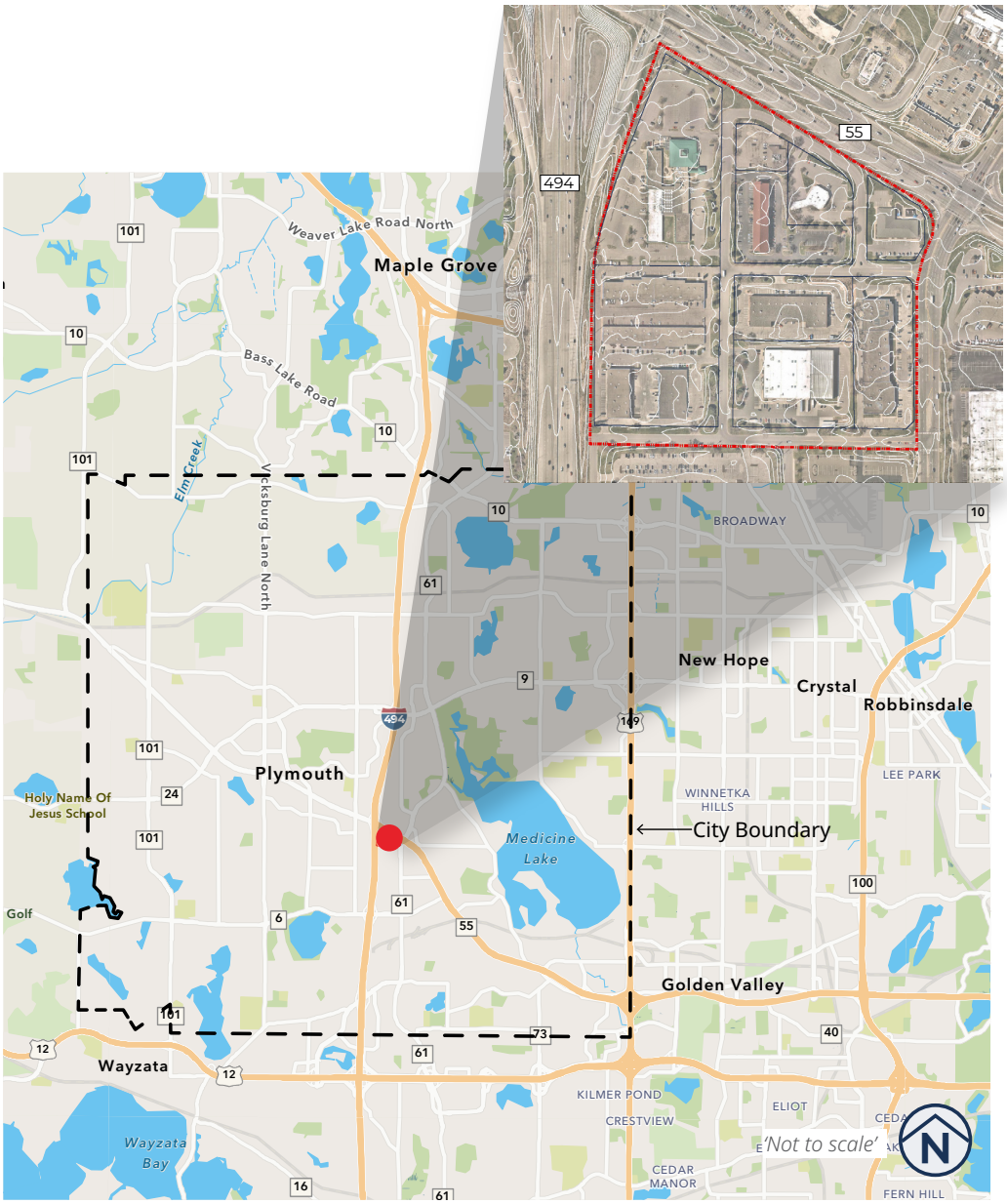


Figure 5: Context Map

Socioeconomic Conditions

A community profile was created for a one-mile radius around the project area to examine local population trends and composition.

Population

As of 2025, the total population within one mile of the project area is 3,926, with a modest projected growth to 4,150 by 2030, as shown in Figure 6. The area features a balanced demographic profile, with a median age of 38.4 years. Within one mile of the site, the community exhibits a strong daytime presence, bolstered by a workforce of nearly 19,889, reflecting the influence of nearby employment centers and institutions.

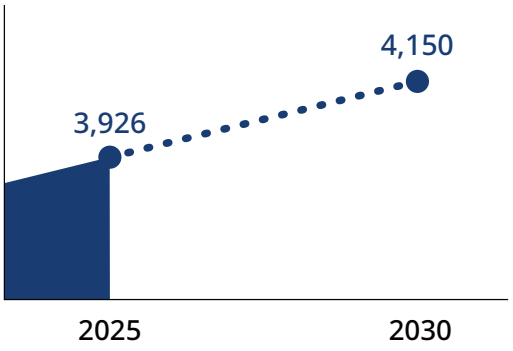


Figure 6: Projected Population Growth within 1 Mile of Project Area, 2025-2030

Households

In the project area, the average household size is 2.25, with a majority consisting of one- or two-person households. The residential composition is mixed, with both owner-occupied (52.3%) and renter-occupied (43.6%) units, and a low vacancy rate near 4%. The average household income is estimated at $159,964 and projected to rise to $171,721 by 2030.

Race and Ethnicity

Diversity is growing in the area, with the 2025 population comprising approximately 74% White Alone, 6.7% Black Alone, 10.5% Asian Alone, and a growing representation of individuals identifying as Two or More Races (6.6%) (Figure 7). Hispanic origin residents make up 4% of the population, and the area's Diversity Index is forecasted at 47.2 in 2025, signaling a continued increase in multicultural representation.

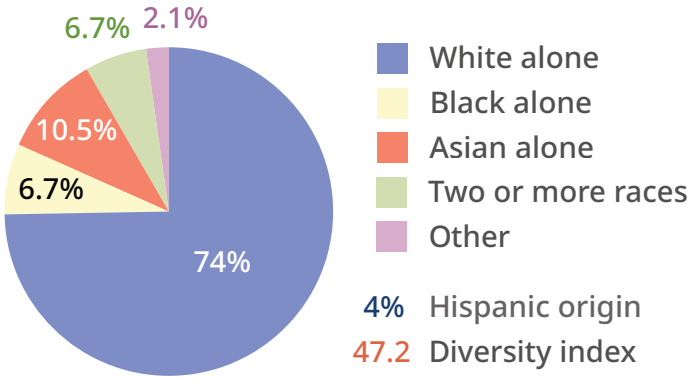


Figure 7: Race and Ethnicity within 1 Mile of Project Area, 2025

Employment

Employment is concentrated in white-collar professions, especially management, professional, and sales occupations, and the unemployment rate is projected to remain low (2.8%). The most prominent industries include services (46%), manufacturing (15.6%), and retail trade (12.5%).

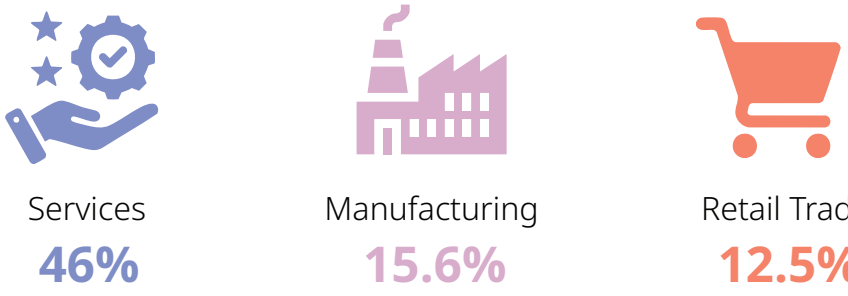


Figure 8: Top 3 Employment Sectors in Project Area, 2025

Physical Conditions

Topography and Drainage

The site's drainage pattern flows from the northwest corner to the southeast corner, with low-lying areas that will need special attention during project development. Although the site sits at a higher elevation than Highway 494, visibility must be addressed due to the grades sloping downward to the east. Currently, there are no regional stormwater structures on the site; however, there are opportunities to incorporate such systems as part of future development.

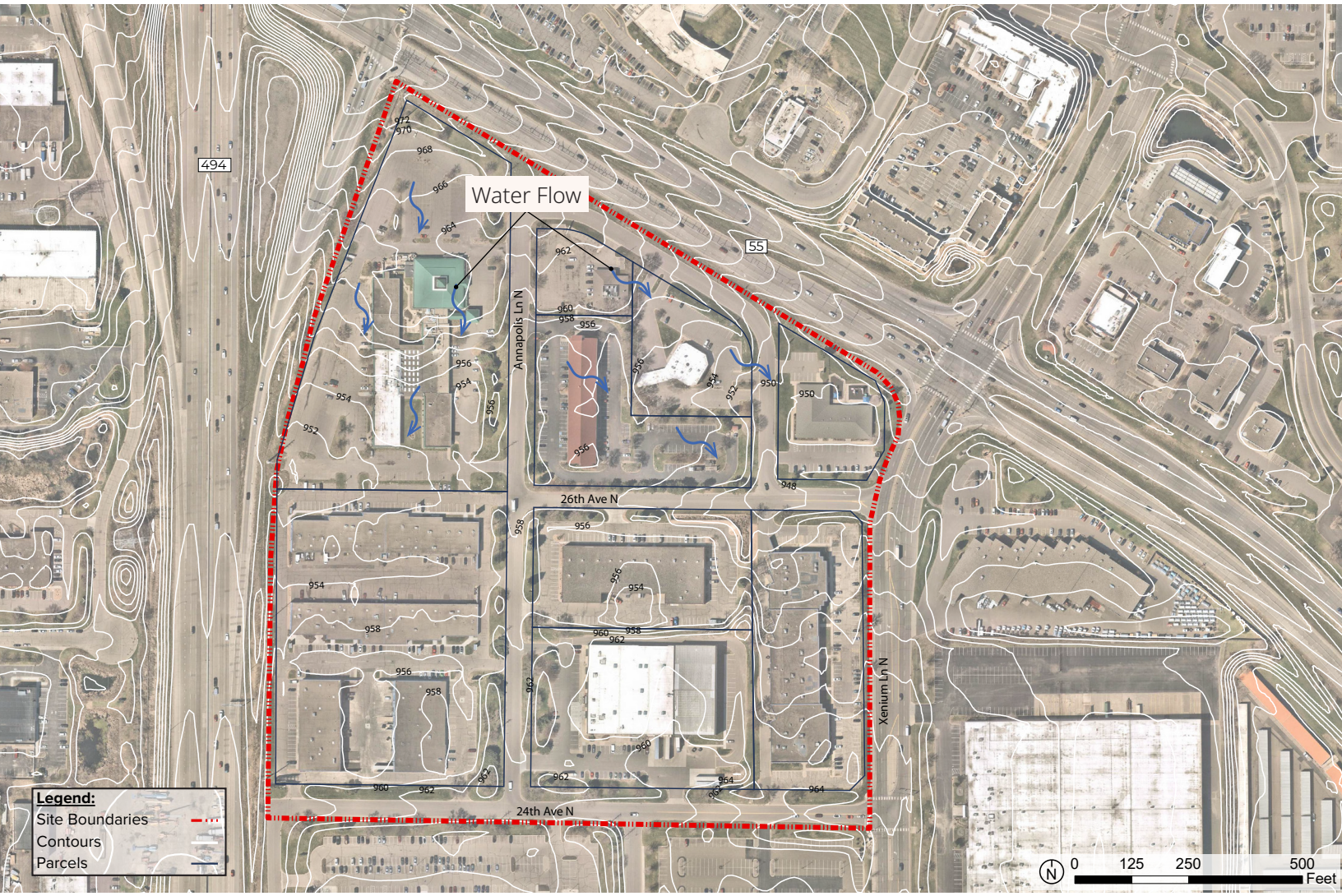


Figure 9: Topography and Drainage

Transportation Connections

Multiple agencies are responsible for the surrounding roads: Highway 494 and Highway 55 fall under MnDOT's ownership, Xenium Avenue is owned by Hennepin County, and the City of Plymouth owns all onsite roadways. Figure 10 illustrates the Annual Average Daily Traffic (AADT) in the project area, indicating approximately how many vehicles use each roadway daily throughout the year. Figure 10 also shows the locations of crashes from 2019 to 2024 and the existing land use of nearby parcels.

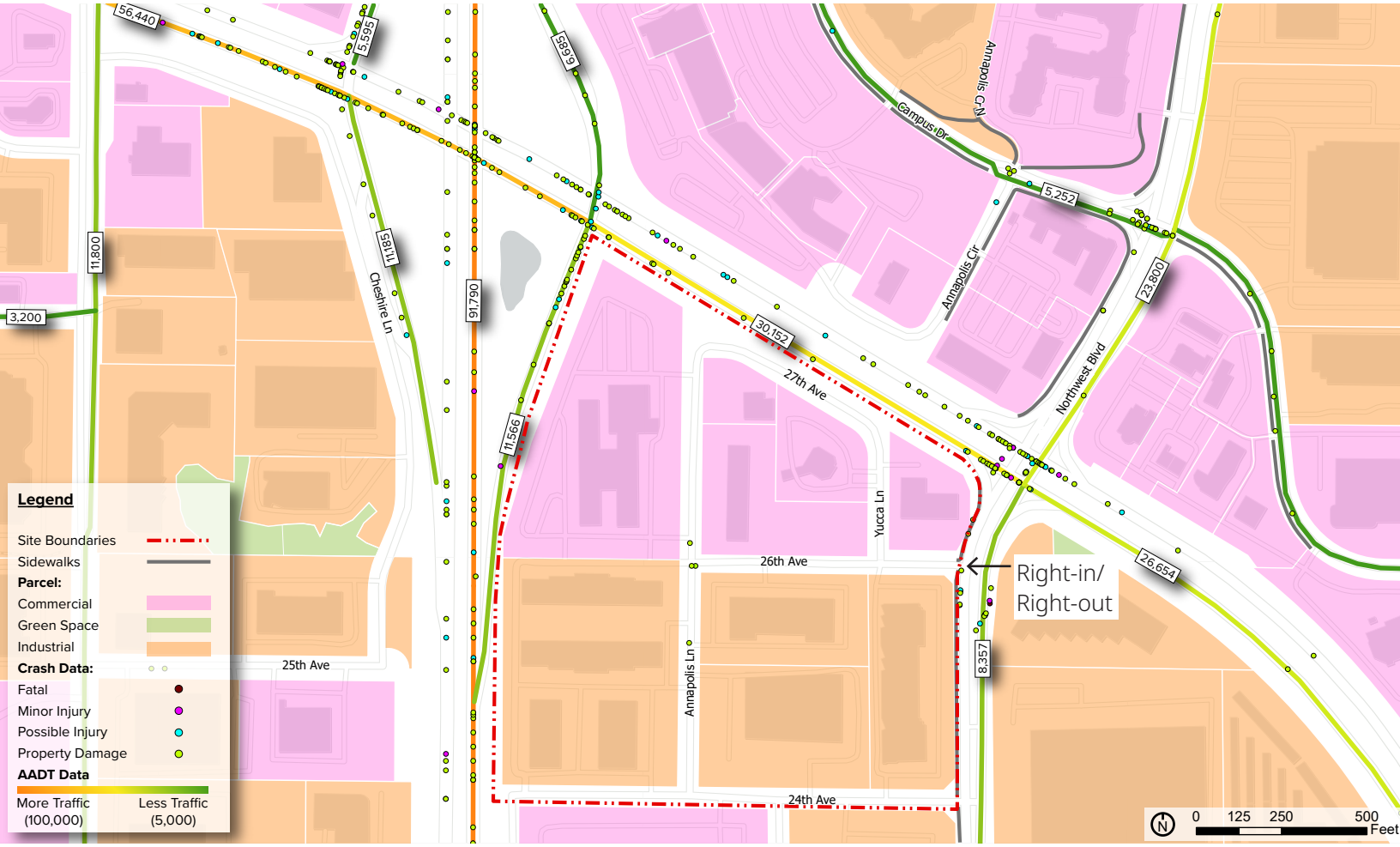


Figure 10: Traffic Volume, Crash Data, and Land Use

Access into the project area is limited to a right-in/right-out access at 26th Avenue along Xenium, and a signaled access at 24th Avenue and Xenium Avenue. The existing right-in/right-out creates a potential barrier for commercial development. Combined with the roadway ownership by multiple agencies, these entry points will require coordinated planning to optimize connectivity and ensure safe and efficient circulation for vehicles, pedestrians, and cyclists.

Multimodal Connections and Walksheds

The project area is connected to the city's multimodal network, with a city-owned trail along the west side of Xenium Avenue. The trail connects to Clifton E. French Regional Park to the north and the Luce Line Trail to the south. Figure 11 represents a walkshed analysis of a typical 5-, 10-, and 15-minute walking distance to the site. Highway 494 creates a barrier to the west, suggesting most people using multimodal connections are likely to access the site from the east.

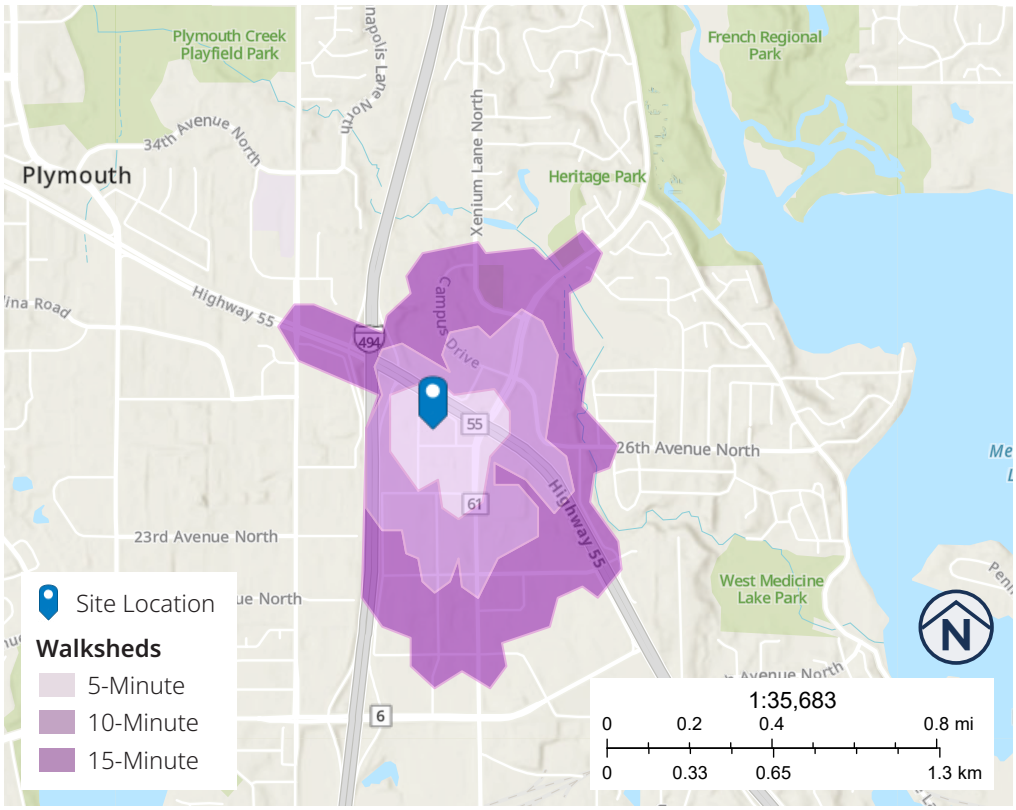


Figure 11: Walksheds Analysis

Utilities

Figure 12 illustrates the sites existing utilities to the site. The sanitary line running across Highway 55 is shallow and will need to be closely considered during redevelopment. Currently, there are no regional stormwater facilities on site; however, this project poses an opportunity to explore potential regional improvements.

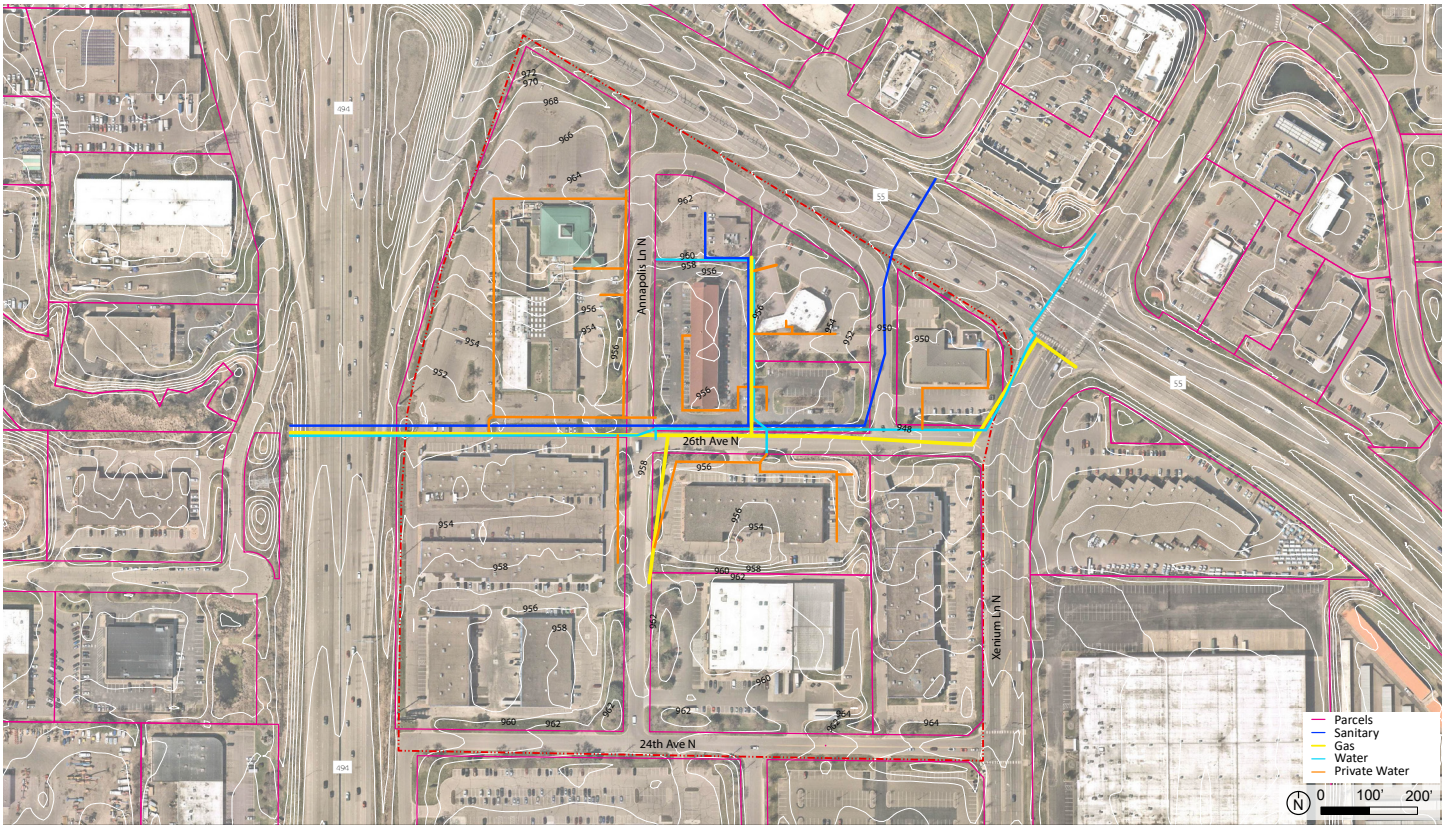


Figure 12: Existing Utilities

Impervious and Pervious

Figure 13 illustrates the project area's minimal green space, consisting mainly of impervious surfaces; this increases stormwater runoff and limits natural infiltration. Adding more pervious areas in future development could help manage stormwater, enhance appearance, and support the City's environmental goals.



Figure 13: Pervious and Impervious Areas

Figure-Ground Study

As shown in Figure 14, the figure ground study highlights the development patterns surrounding the project area. Development closest to the project area features light industrial properties, while single-family residential neighborhoods are to the east, and the Allina West Health campus is to the north.



Figure 14: Figure Ground Map

Public and Stakeholder Engagement

Understanding stakeholder needs and expectations was a core goal of this planning study. The project team engaged with property owners, the broader public, potential developers, city staff, and the City Council. The engagement process began with a visioning session involving the City Council, which ultimately shaped a framework that guided design principles for the concept development phase. The design framework is further explained in the alternatives evaluation section of the report.

The project team shared design concepts with the City Council and then followed with an open house hosted for the public. Additionally, a meeting was conducted with local developers to review and discuss the proposed alternatives. Input gathered from these engagement activities was instrumental in shaping the final preferred alternative. Ultimately, the completed plan was presented to the City Council for their consideration.

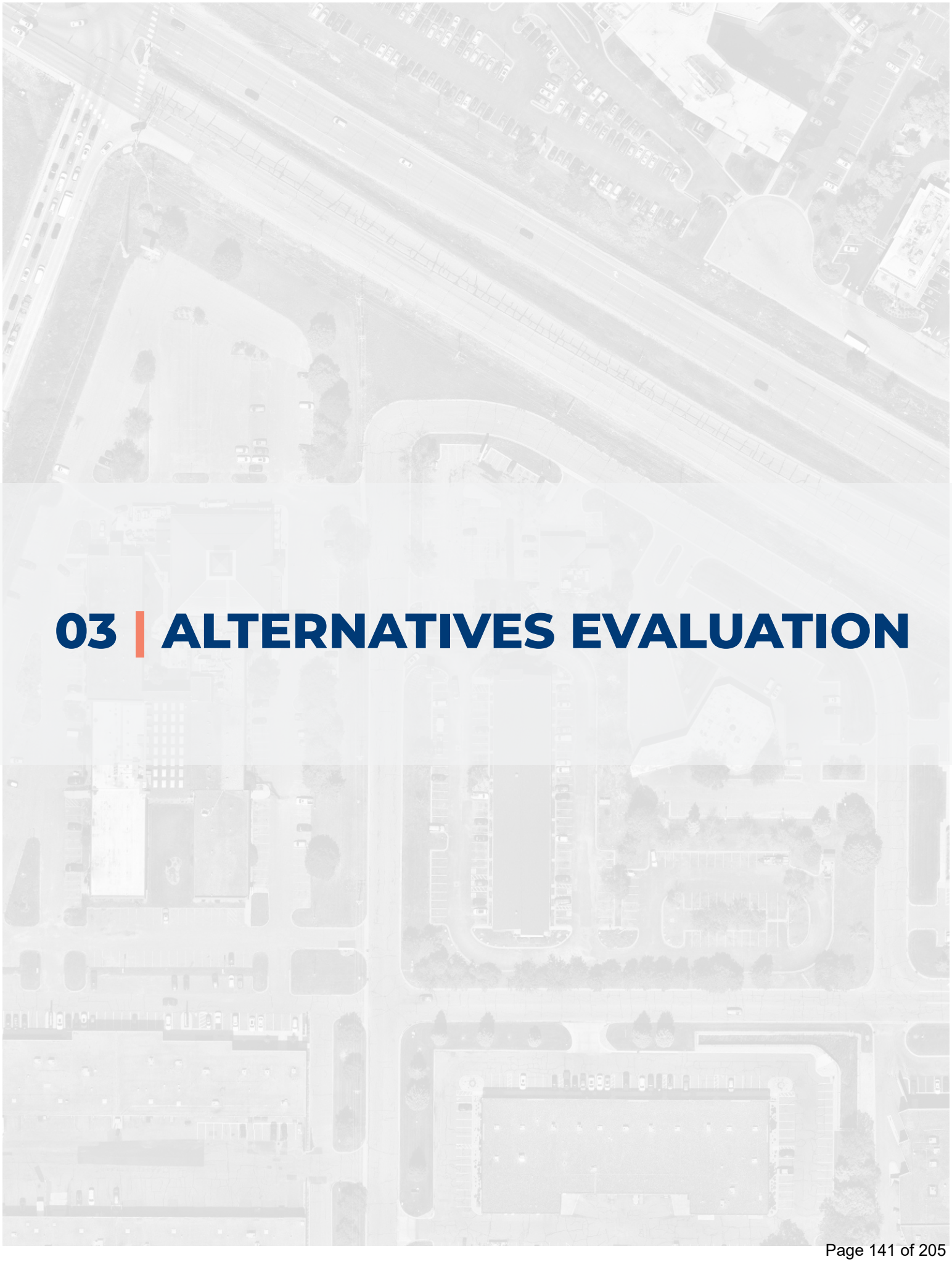
The project team convened with stakeholders throughout the project to ensure the design concepts reflected their objectives. These stakeholder meetings involved representatives from MnDOT, Metro Transit, Bassett Creek Watershed, Allina WestHealth, and Hennepin County. The input received during these sessions was integrated into the final plan.







Photos from public open house



03 | ALTERNATIVES EVALUATION

Alternatives Evaluation

Following an analysis of the existing conditions and input gathered from both the community and stakeholders, a range of alternatives were considered. Each concept was carefully analyzed to understand its unique strengths, limitations, and potential impacts. This analysis ensured that all relevant factors were taken into account during the decision-making process.

Evaluation Process

The evaluation process involved a detailed comparison of the benefits and trade offs associated with each alternative. Key factors considered included:

- Feasibility of implementation
- Alignment with community priorities
- Potential for phased development

Through this process, a clear basis for decision making was established.

Design Development Framework

Following the existing conditions evaluation and the visioning session with the City Council, the following design framework was created to serve as the foundation for concept development.

- Connect to planned transit.
- Create residential density that coincides with average highway transit recommendations (minimum 20 units per acre).
- Redevelop for short- and long-term city goals.
- Increase greenspace.

Figure 15 represents a site diagram of zones for the mixed use development, based on this framework.





Figure 15: Site Diagram

Dozens of alternatives were explored throughout the planning process. Each alternative was evaluated based on the goals of the community and stakeholders, as well as the infrastructure opportunities and constraints.

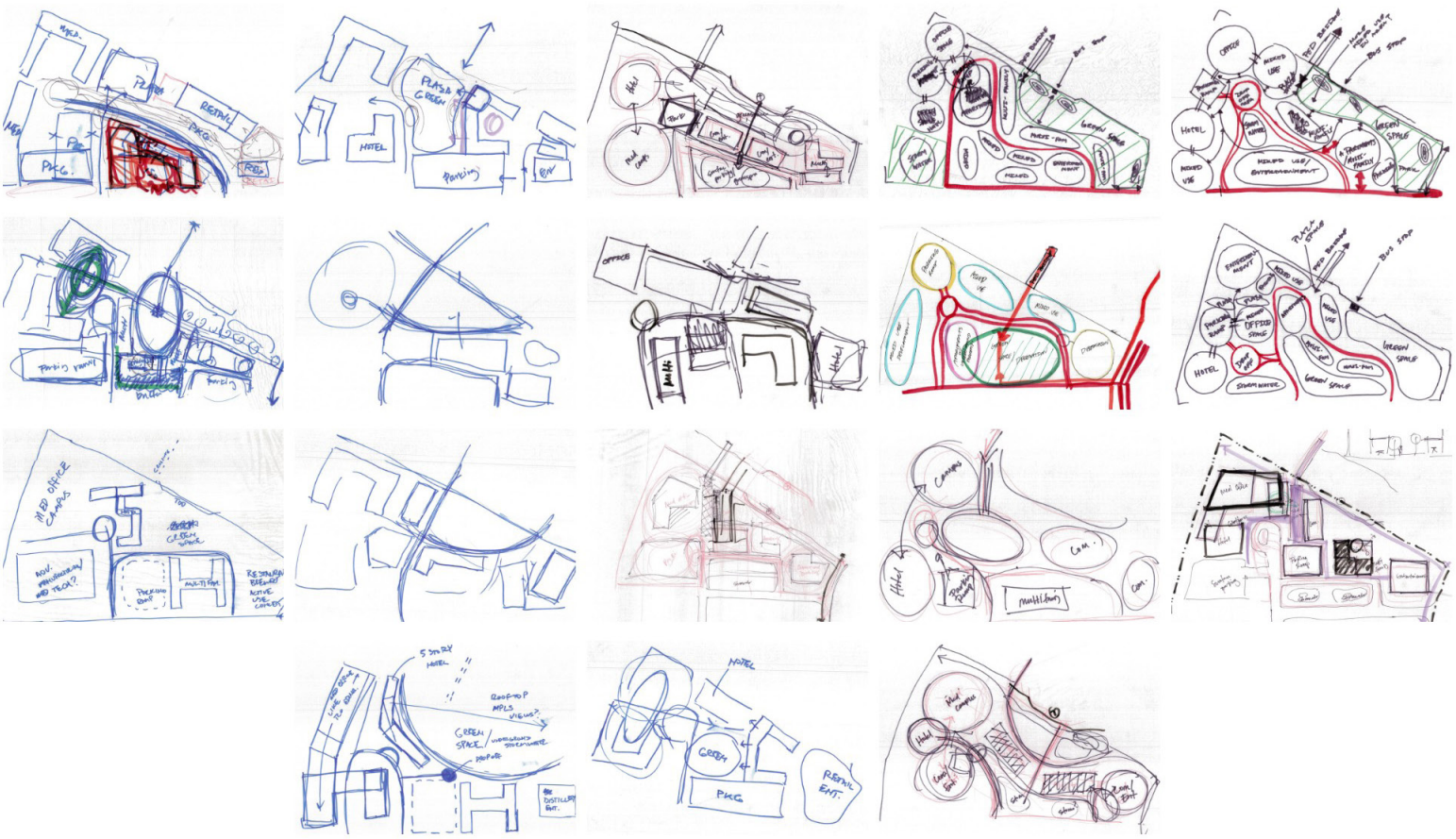


Figure 16: Design Concepts

Alternative Concepts

Three design concepts were advanced during the planning process. This upcoming section provides an overview of the primary design features of each alternative, along with precedent imagery. The building program, open space, and parking and vehicular circulation are highlighted to showcase the unique opportunities for each option. All concepts include a proposed transit stop along TH 55 and a possible pedestrian bridge. While the precise location of the transit stop is still to be determined, a general area has been identified.

Concept 1 – The Promenade District

The primary design driver of this concept is a central pedestrian promenade (number 8 in Figure 17) that serves as a spine through the site connecting pedestrians to each site use. This promenade is envisioned as an active, landscaped corridor that not only links destinations within the development but also creates a strong visual and physical connection to the community. The promenade connects to the city trail along Xenium Avenue, which welcomes both pedestrians and cyclists and encourages multimodal travel options.

Buildings throughout the district are oriented to engage with the promenade, creating a vibrant edge where ground-floor uses spill out onto the walkway. This orientation promotes active street life, with patios, outdoor seating areas, and shaded canopies enhancing comfort and usability. Architectural elements such as transparent facades, storefronts, and covered walkways further engage the public realm, fostering a sense of safety and community.

The promenade is designed not only as a circulation route but also as a social hub, featuring gathering spaces and places for public art. Its generous width and integrated landscaping provide a space that supports both daily activities and special events, contributing to increased greenspace and overall site sustainability. This approach encourages active lifestyles and supports the district's goals for high residential density, accessibility, and a walkable, mixed-use environment.

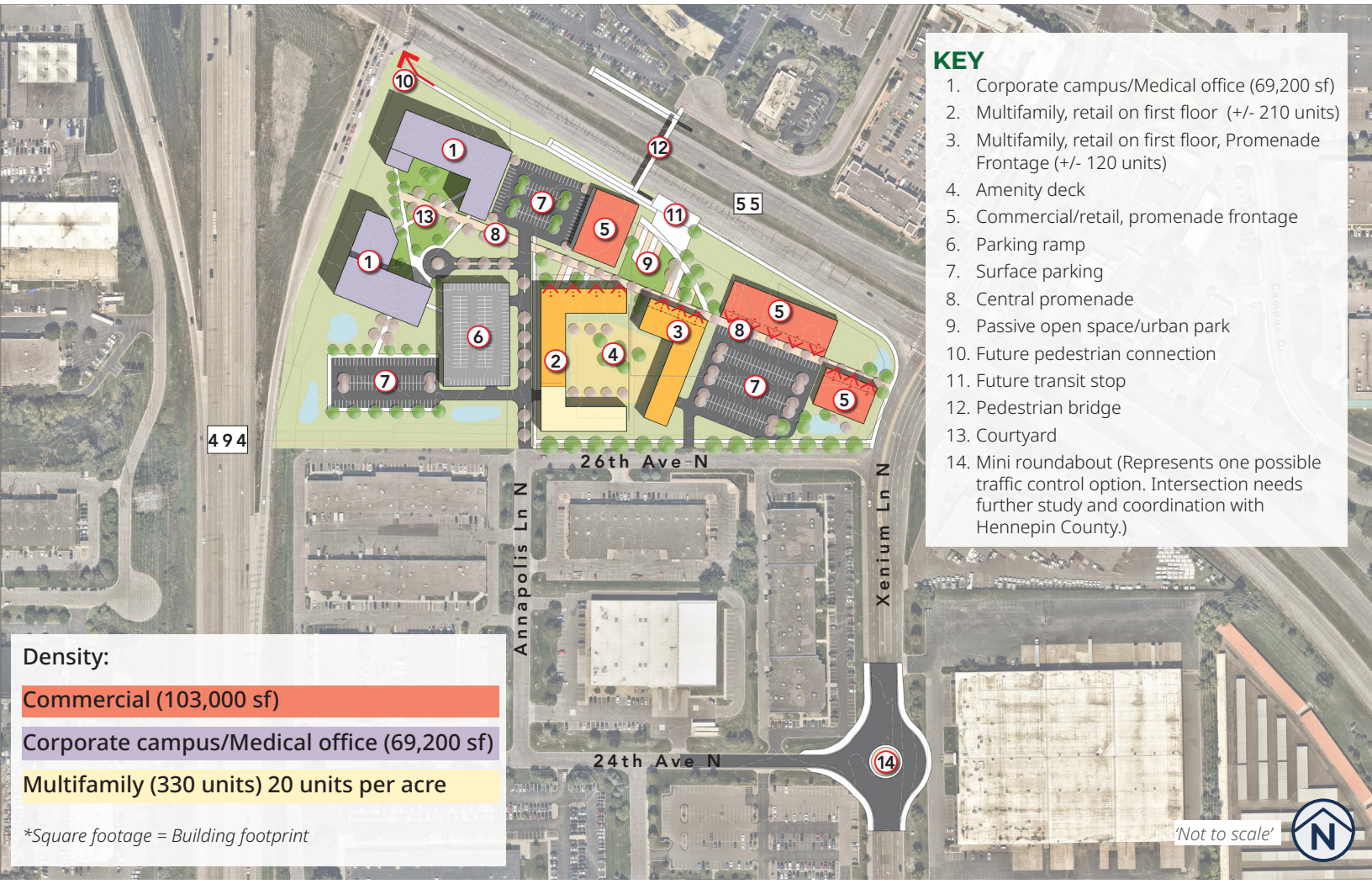


Figure 17: The Promenade District Plan

Building Program

The building layout aligns with the site diagram by placing a corporate campus/medical office on the west side, leveraging the prominent exposure from TH 494 and TH 55. Vertical mixed-use residential buildings are located centrally and adjacent to the pedestrian promenade. Commercial spaces are positioned along the east edge and TH 55 to maximize visibility and provide convenient entry points to the development. Example imagery highlights recommended architectural details such as natural wood finishes, warm brickwork, protective canopies, and active edges that engage the pedestrian promenade.

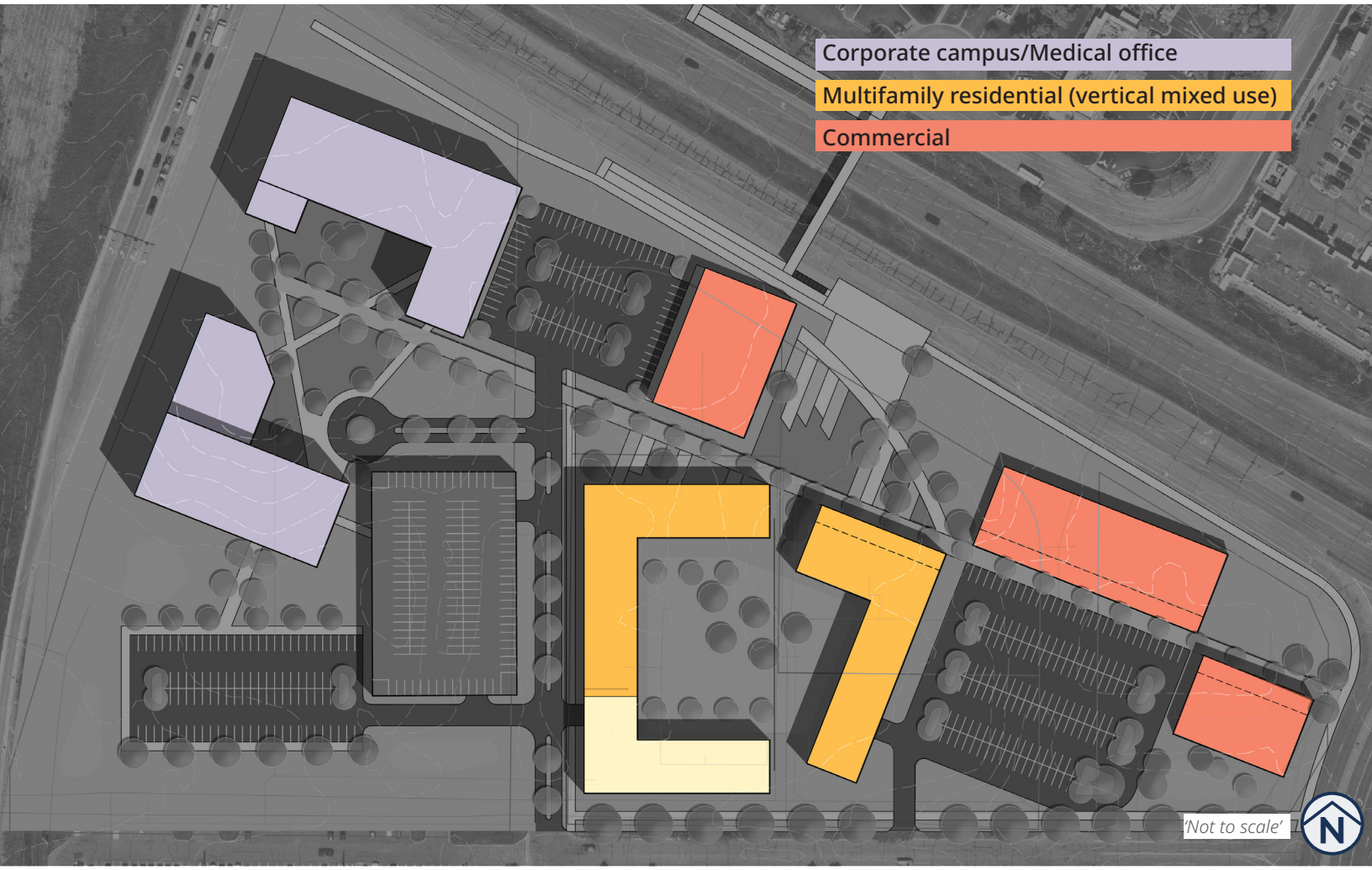
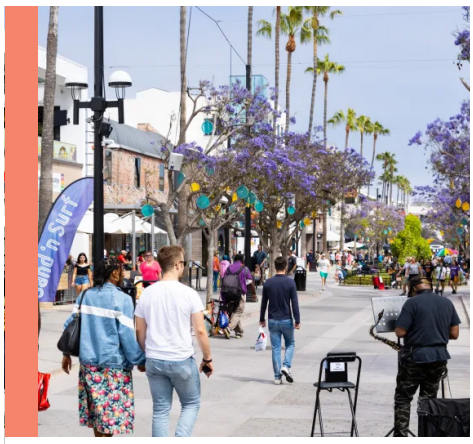


Figure 18: Promenade District Building Program

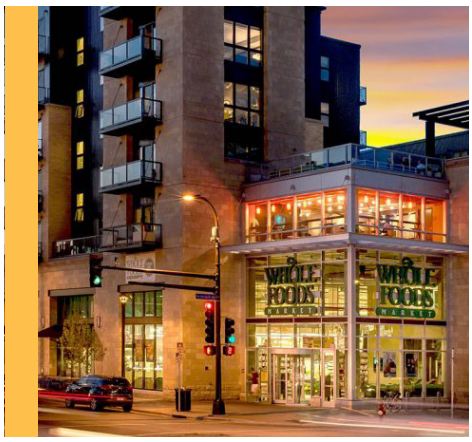
Precedent Imagery



ThedaCare Medical Center - Appleton, WI



Third Street Promenade - Santa Barbra, FL



Hennepin Ave - Minneapolis, MN

Note: Images are by others and intended to communicate general architectural styles.

Open Space

The development scenario identifies a notable increase in pervious surfaces throughout the site. Larger open spaces are identified near the campus on the west side and by the anticipated transit stop along TH 55. These open spaces are designed as larger, passive gathering areas for people, rather than formal city-owned parks.

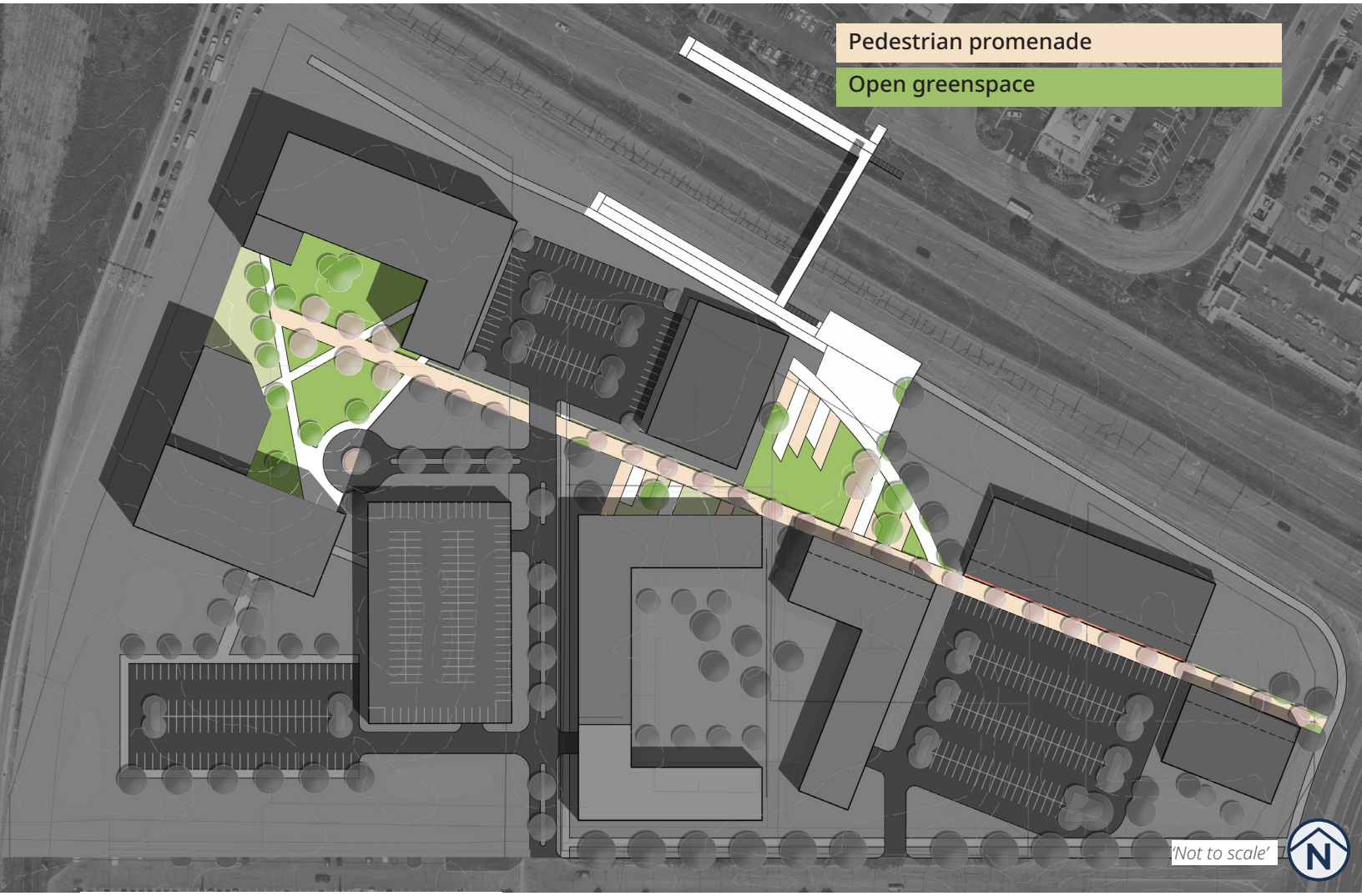
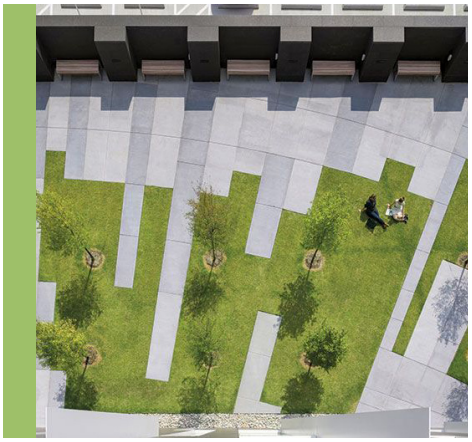
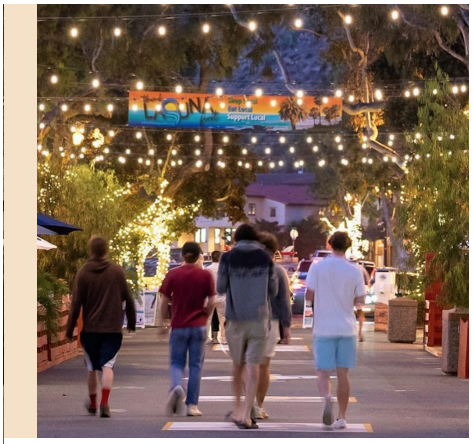


Figure 19: Promenade District Open Space

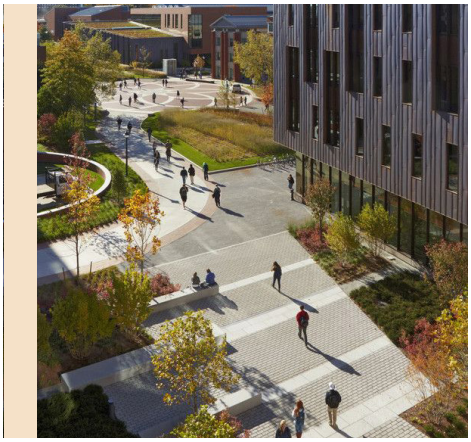
Precedent Imagery



Brain Performance Institute - Dallas, TX



Promenade on Forest - Laguna Beach, CA



University of Connecticut - Mansfield, CT

Note: Images are by others and intended to communicate general architectural styles.

Parking and Vehicular Circulation

A miniature roundabout is proposed at the intersection of Xenium Avenue and 24th Avenue N to improve access from the right-in/right-out at 26th Avenue N. Vehicular circulation is bifurcated, encouraging people to use the promenade to connect to other site uses rather than driving. The concept also includes a shared parking approach, with lots designed to serve several developments. Multifamily residential buildings will feature underground parking for residents, while a centrally located parking ramp will provide convenient access for everyone visiting the site.

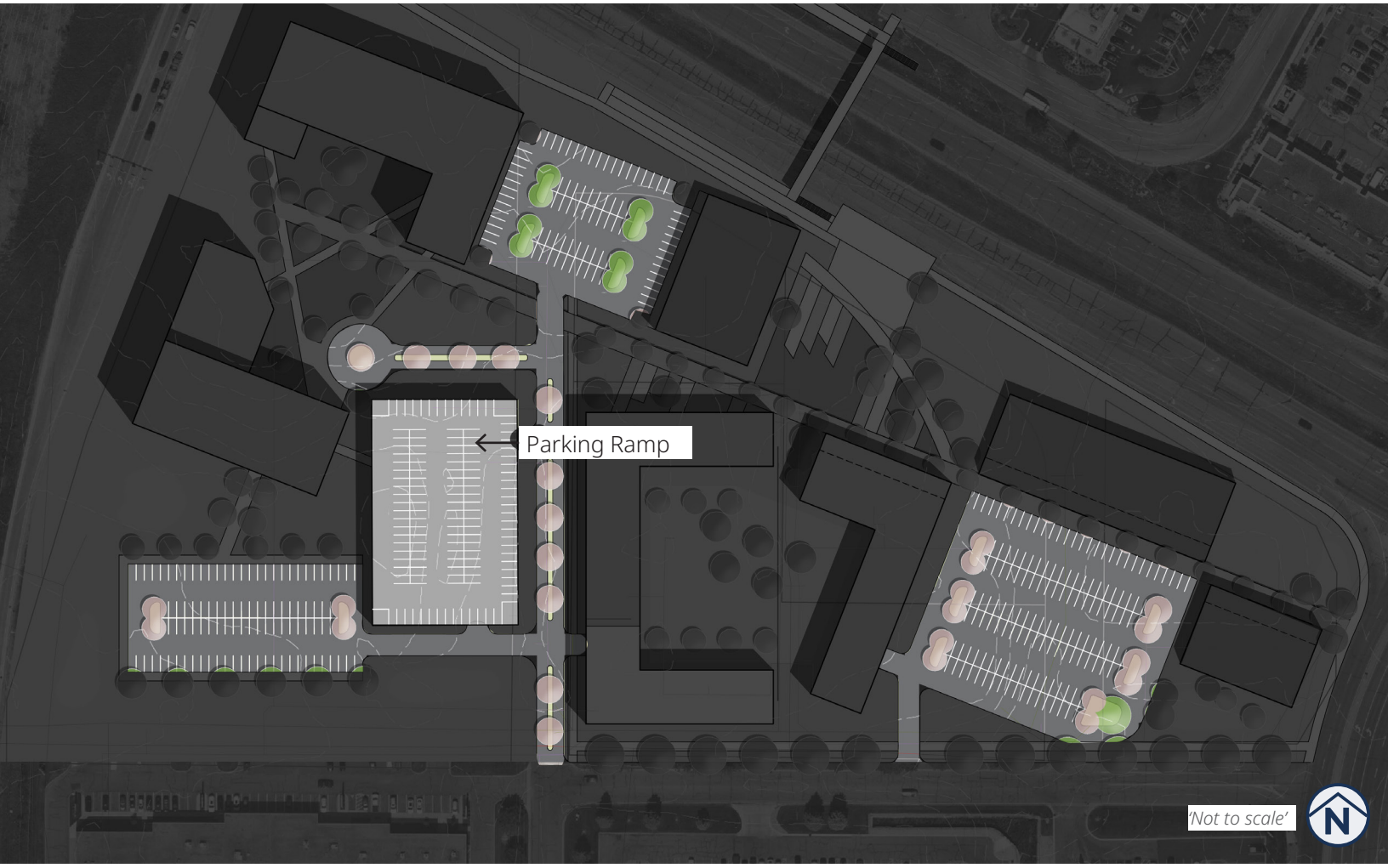


Figure 20: Promenade District Parking and Vehicular Circulation

Concept 2 – The Entertainment District

The Entertainment District is defined by a central, community destination with an entertainment focus. In response to evolving development patterns that prioritize experiential and entertainment-driven destinations, this concept places an entertainment use centrally to drive foot traffic and foster vibrant activity throughout the area. Recognizing that entertainment is a crucial element in the success of modern mixed-use projects, the district aims to appeal to both residents and visitors.

Potential uses include a range from breweries, distilleries, arcades, escape rooms, and family-oriented amenities such as indoor play centers. By situating the entertainment hub at the heart of the site, the concept seeks to complement surrounding uses, including residential, commercial, and public spaces. Ultimately creating a cohesive and energetic atmosphere.

The central location of The Entertainment District not only enhances its visibility and accessibility but also helps to activate adjacent land uses. This design approach supports the overall vision for a walkable, mixed-use neighborhood. The goal is to establish a destination that encourages extended visits and strengthens the sense of community, ultimately making the development a destination.

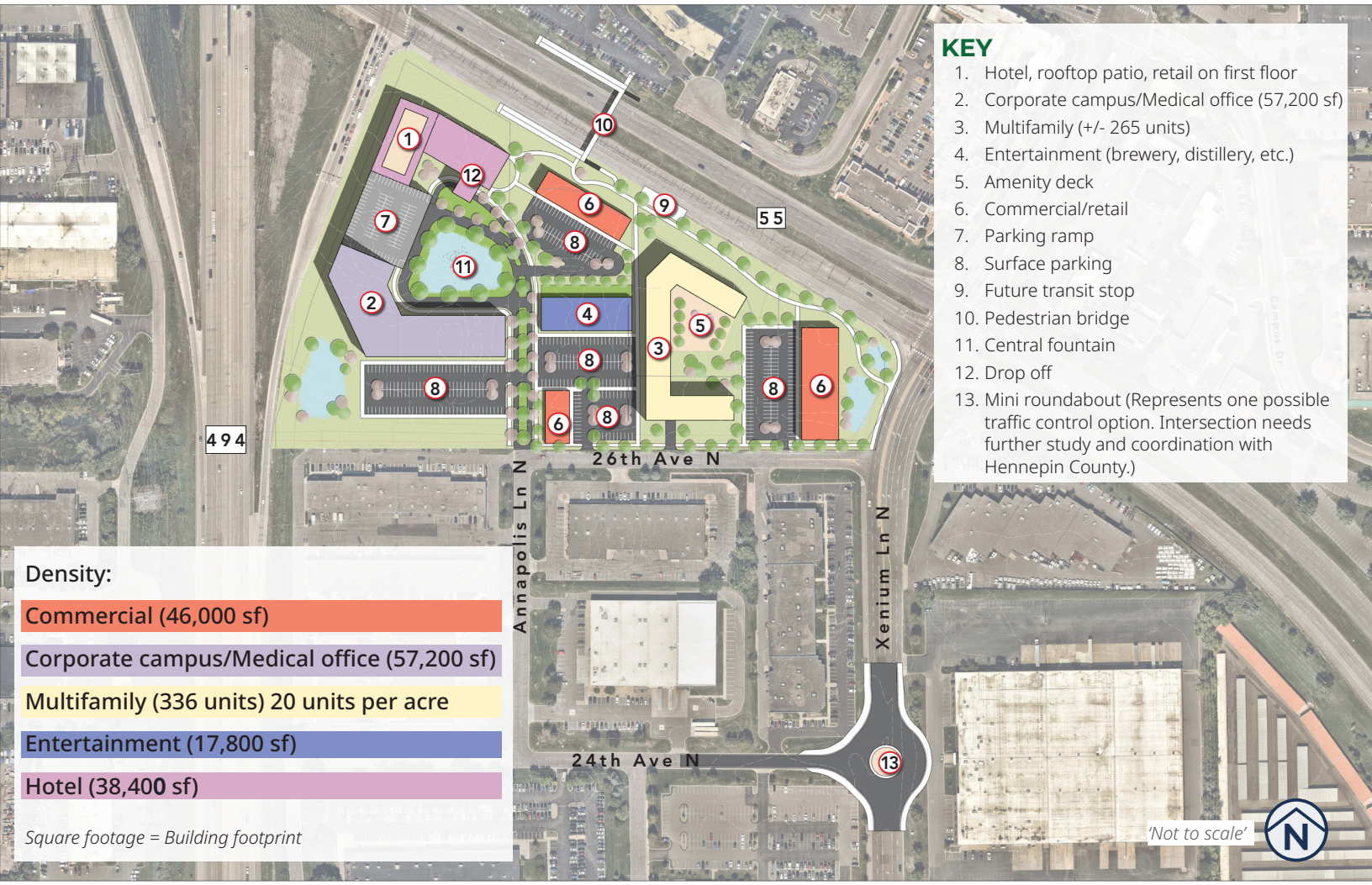


Figure 21: The Entertainment District Site Plan

Building Program

The intensity of the building program is similar to Concept 1; however, all uses are organized around the central entertainment destination. On the west side of the site, a hotel and a corporate or medical office building take advantage of their prominent location along TH 494 and TH 55. The multifamily residential building is positioned near the entertainment use, providing convenient access for residents. Commercial and retail spaces are placed along TH 55, at the intersection of 26th Avenue N and Xenium Avenue, and to the south of the entertainment center. Architectural precedent images showcase designs that emphasize active spaces and seamlessly connect indoor and outdoor environments, incorporating classic materials like brick alongside lively lighting elements.

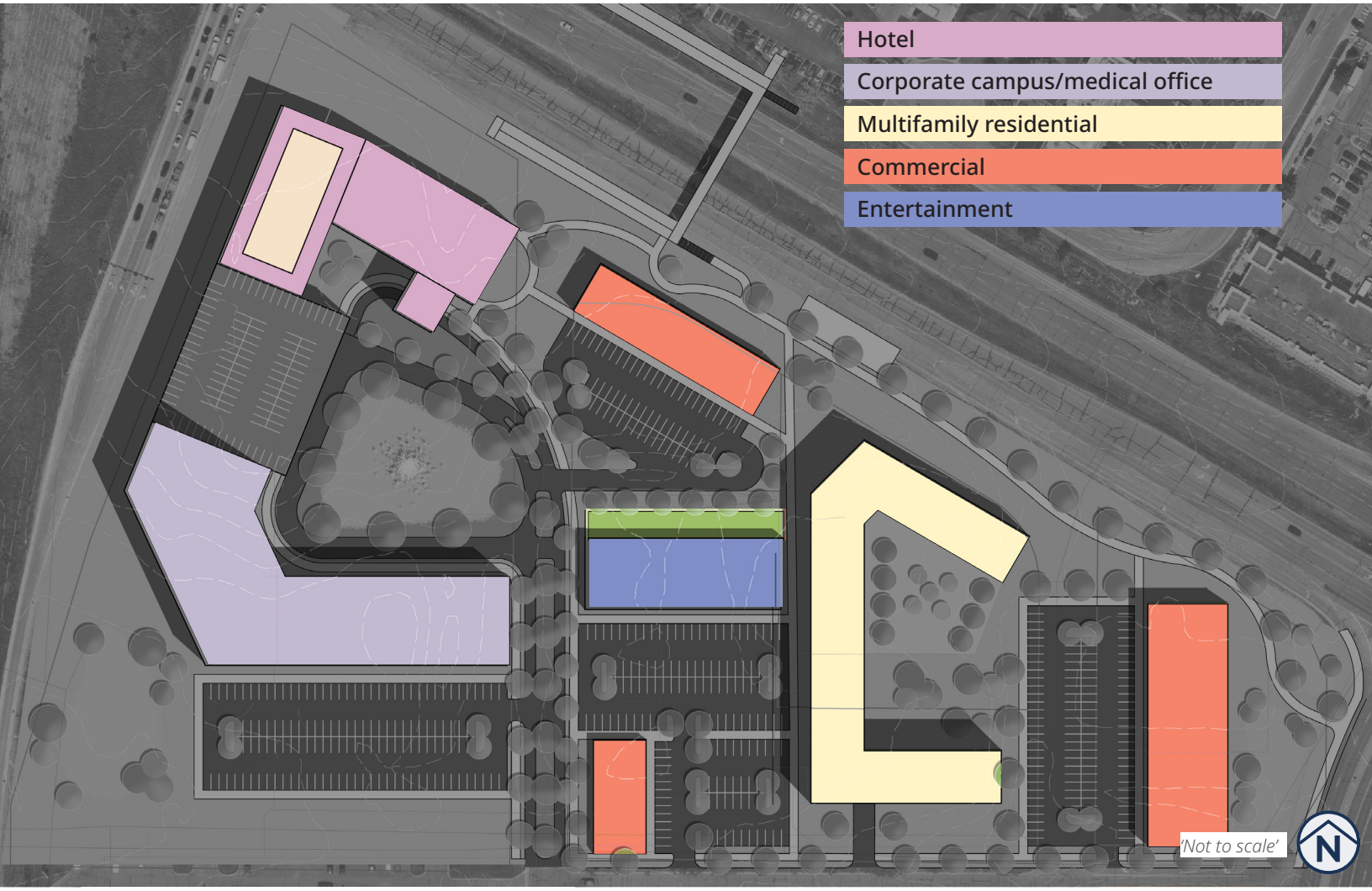
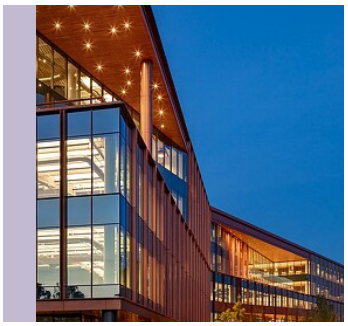
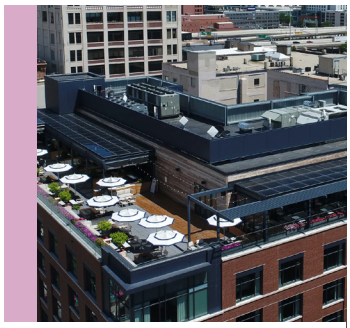


Figure 22: Entertainment District Building Program

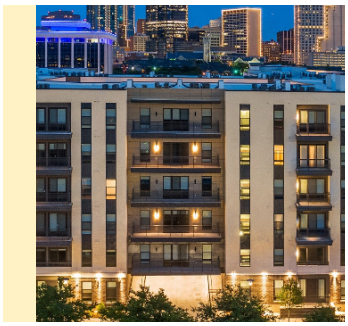
Precedent Imagery



1203 Willamette - Eugene, OR



The Outsider Hotel - Milwaukee, WI



Alliance Development - Fort Worth, TX



La Doña Cerveceria - Minneapolis, MN

Note: Images are by others and intended to communicate general architectural styles.

Open Space

This plan also expands the amount of pervious surface throughout the development. Creative stormwater features are proposed near the hotel and the campus, while a new multimodal trail is located along the north side of the site, connecting the existing trail to the transit stop and the west side of the site. Similar to the previous concept, there are no additional city-owned parks included in this proposal.

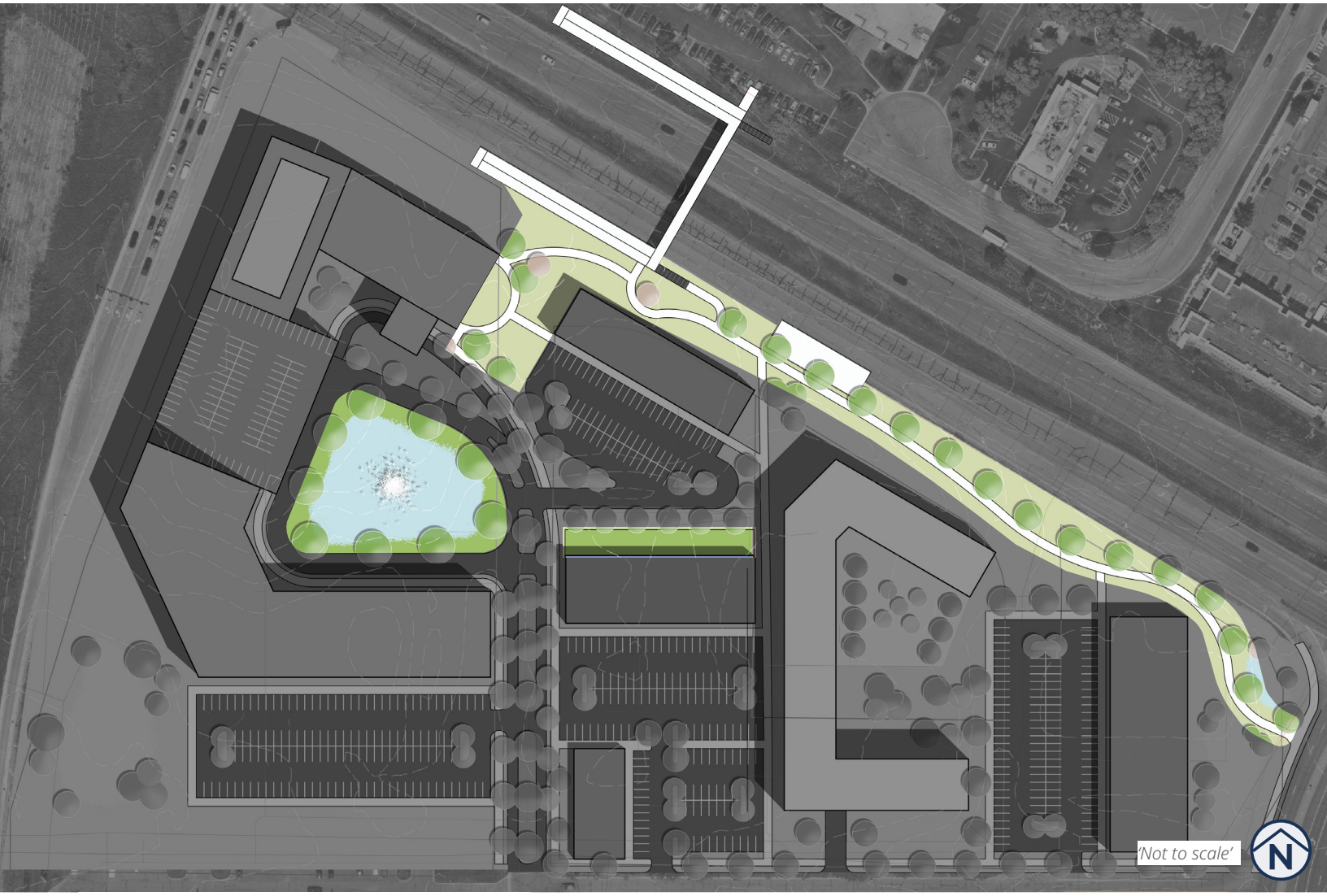
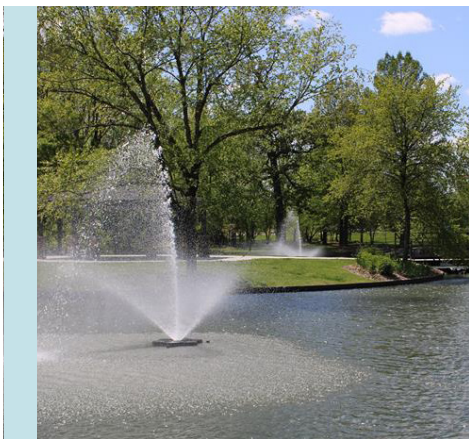


Figure 23: Entertainment District Open Space

Precedent Imagery



Advocate Aurora Health Center - Sheboygan, WI



City Centre Park - St Peters, MO



La Doña Cerveceria - Minneapolis, MN

Note: Images are by others and intended to communicate general architectural styles.

Parking and Vehicular Circulation

Figure 24 illustrates the approach to vehicular circulation and parking within Concept 2. A central parking ramp, located between the hotel and the campus, offers additional capacity for visitors and staff. Surface parking lots are distributed throughout the area to accommodate the various buildings, while the multifamily residential building provides its own underground parking for residents. Although dedicated parking is available for each building, the plan encourages a shared parking model to maximize efficiency, particularly in support of the nearby transit stop along TH 55. Additionally, a small roundabout at the intersection of 26th Avenue N and Xenium Avenue is placed to improve access at 24th Avenue N.

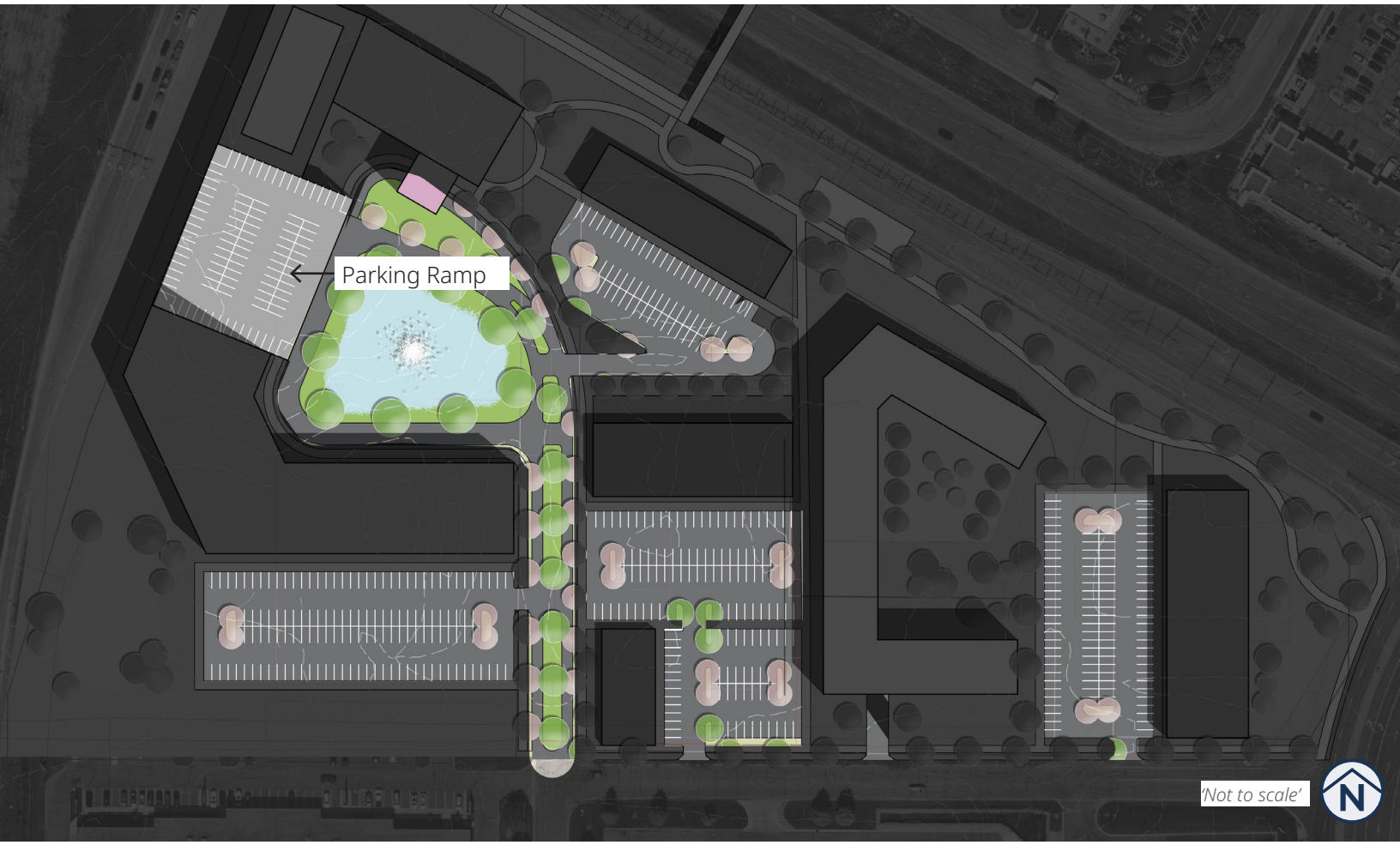


Figure 24: Entertainment District Parking and Circulation

Concept 3 – The Greenway Commons District

This third concept demonstrates an alternative approach to development by integrating vehicular circulation directly into the site. The design leverages the transportation network as an asset, weaving it through the site to enhance accessibility and movement.

In addition to improved circulation, the plan integrates stormwater features and enhanced landscaping, establishing a prominent greenway that extends from the eastern edge of the property toward the campus on the west. This greenway not only creates a visually appealing corridor but also enhances connectivity throughout the district and supports the envisioned commercial and retail uses.

To further reinforce the district's urban character, buildings are strategically positioned along TH 55, resulting in a well-defined and vibrant urban edge.

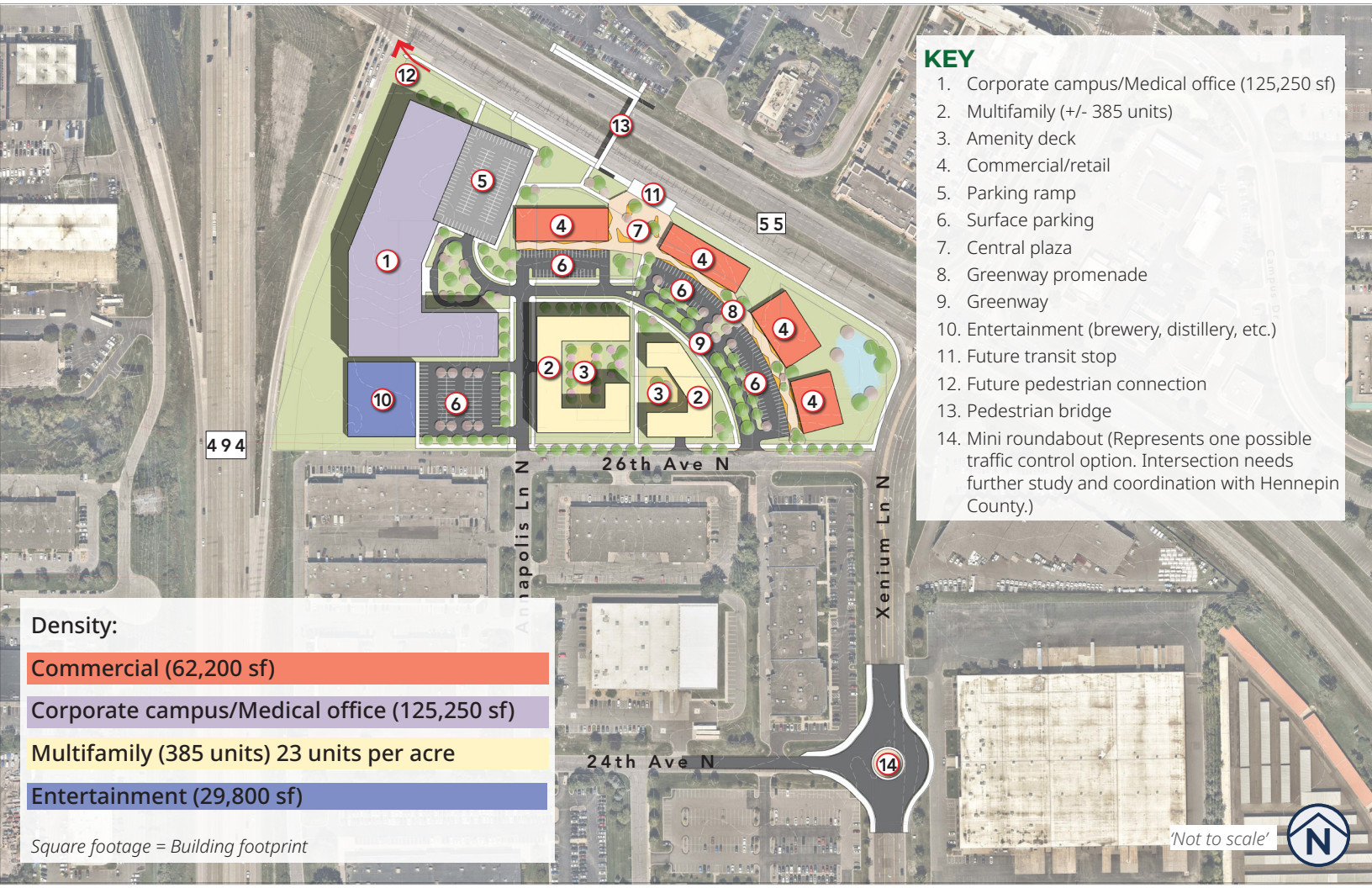


Figure 25: The Greenway Commons Site Plan

Building Program

Buildings are positioned along the central greenway, fostering enhanced movement and connectivity throughout the district. A large corporate campus or medical office anchors the area along the west side of the site, mirroring the previous concept, while an entertainment venue is located to the south. Commercial and retail spaces are oriented along TH 55, and a multifamily residential building occupies a central location. The proposed architectural style features dark, contemporary materials, expansive glass elements, canopies, and dynamic outdoor gathering areas.

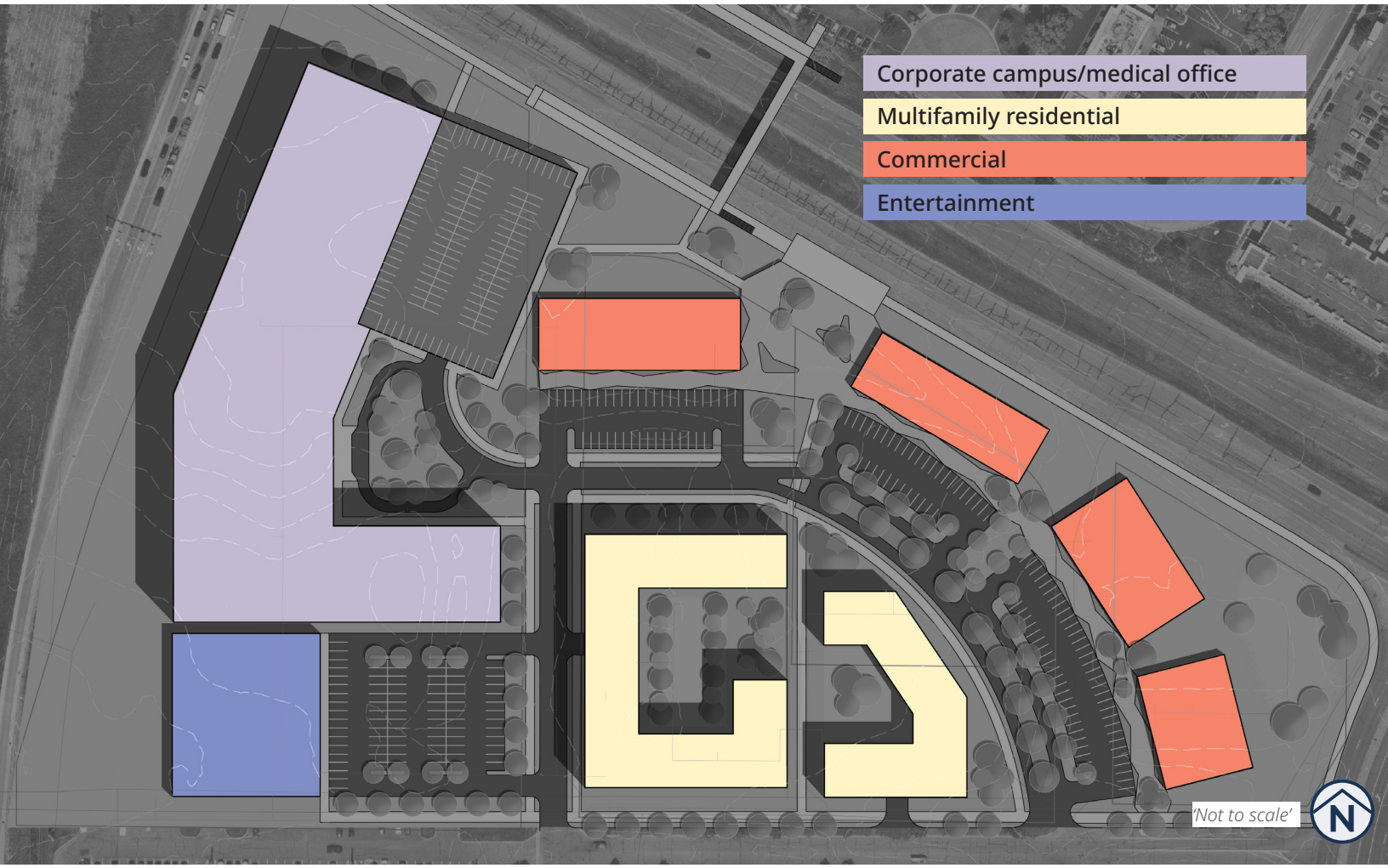
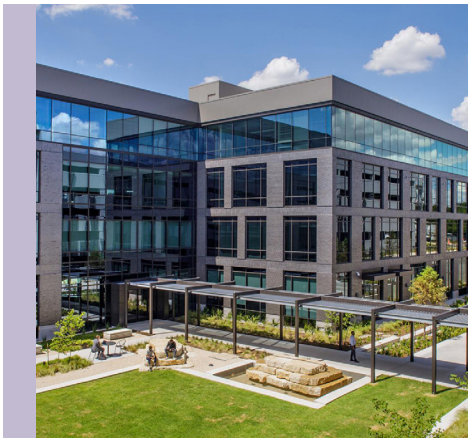
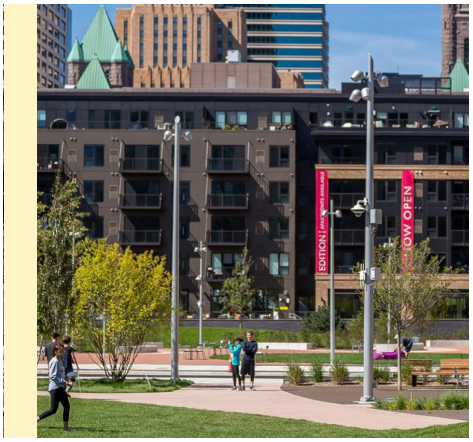


Figure 26: Greenway Commons Building Program

Precedent Imagery



City of Austin Permitting and Development Center - Austin, TX



Downtown East - Minneapolis, MN



Midtown Plaza Carmel - Carmel, IN

Note: Images are by others and intended to communicate general architectural styles.

Open Space

As with previous concepts, this open space approach expands the amount of pervious surfaces throughout the development. A pedestrian plaza and walkway are planned near the new transit stop and adjacent commercial areas, strengthening pedestrian access across the site and connecting to the existing trail along Xenium Avenue. Additionally, a courtyard near the campus offers open space for campus users. No city-owned parks are included in this proposal.

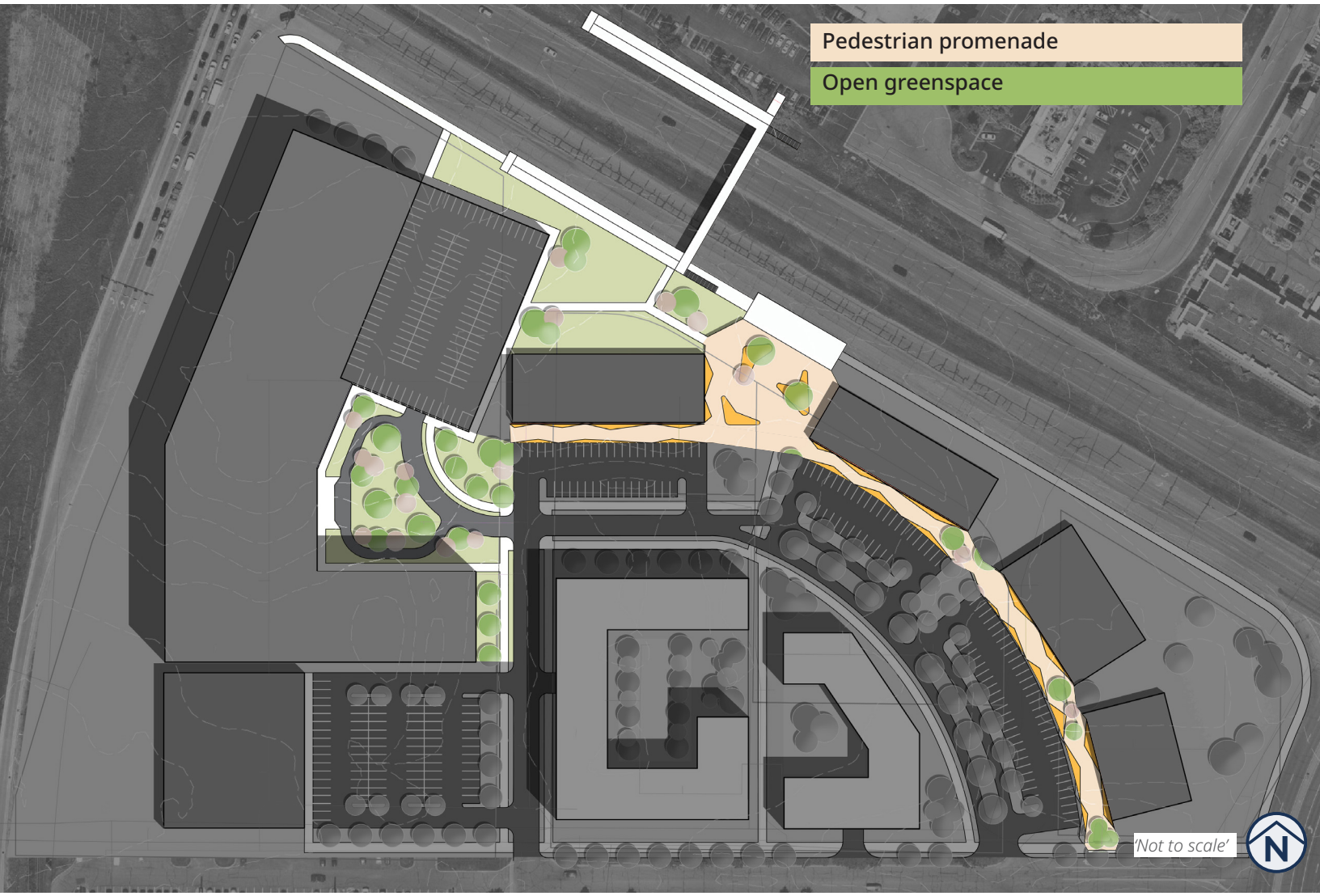


Figure 27: Greenway Commons Open Space

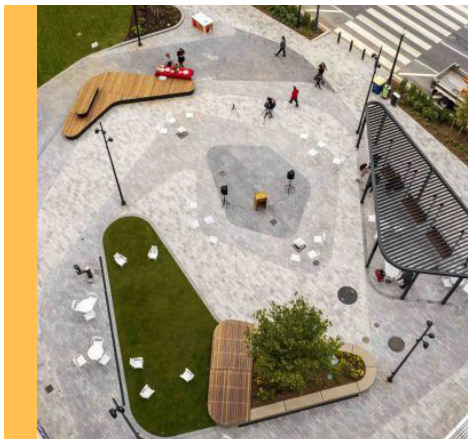
Precedent Imagery



Walmart Home Office Campus - Bentonville, AK



Beekman Plaza - Manhattan, NY



Ewell Plaza - Lancaster, PA

Note: Images are by others and intended to communicate general architectural styles.

Parking & Circulation

Figure 28 depicts the greenway as a unifying element that links all areas across the site. A parking ramp is planned adjacent to the campus, offering convenient access for both campus users and those utilizing the nearby transit stop. Surface parking lots will serve the entertainment venue and commercial establishments, while the multifamily residential buildings are expected to feature underground parking exclusively for residents. Additionally, similar to earlier concepts, a small roundabout is included at the intersection of 26th Avenue N and Xenium Avenue.

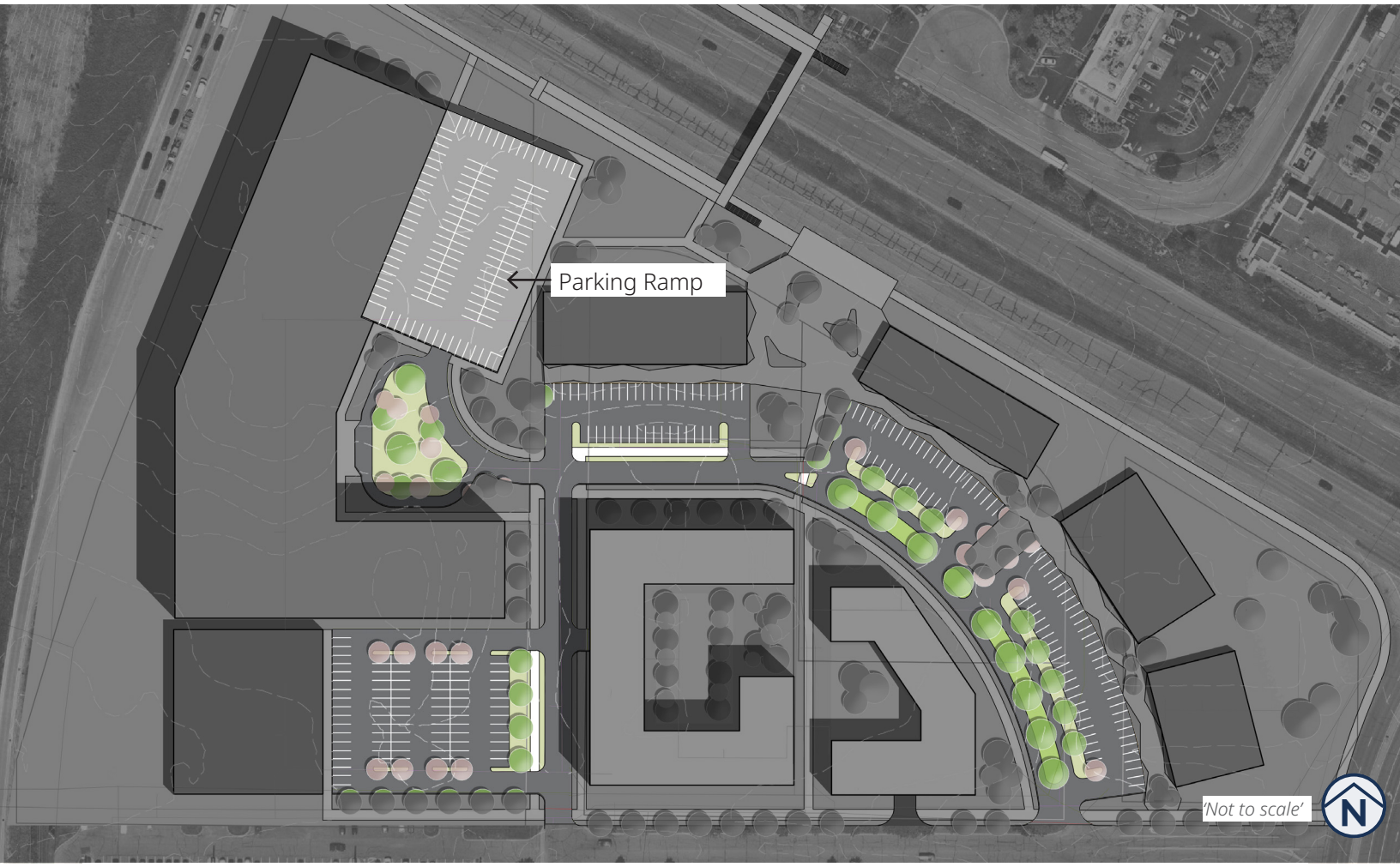


Figure 28: Greenway Commons Open Parking and Circulation

04 | PREFERRED ALTERNATIVE

Preferred Alternative

The Social Commons was developed after carefully considering feedback gathered during the public and stakeholder engagement review process. This approach ensured that a wide range of perspectives and concerns were addressed. Drawing from the most effective aspects of each previous concept, the final concept represents a balanced solution that incorporates the strengths identified throughout the evaluation.

The Social Commons

The final alternative builds upon the strategic placement of an entertainment use at the heart of the development. This central location is designed to serve as a major destination for both residents and visitors, thereby enhancing the vibrancy of the site and supporting the surrounding uses. The initial design framework and site diagram support the separation of uses including a new campus, hotel, multifamily housing, and commercial/retail spaces.

A key feature of the concept is a central pedestrian walkway that links the west and east sides of the site. This pathway ensures that all uses are seamlessly connected to the entertainment hub, promoting easy access and movement throughout the area.

The concept encourages multimodal transportation options, highlighted by the inclusion of a planned transit stop and a pedestrian bridge along TH 55. Additionally, the design connects to the city-owned trail along Xenium Avenue, further supporting alternative means of travel and enhancing site accessibility.

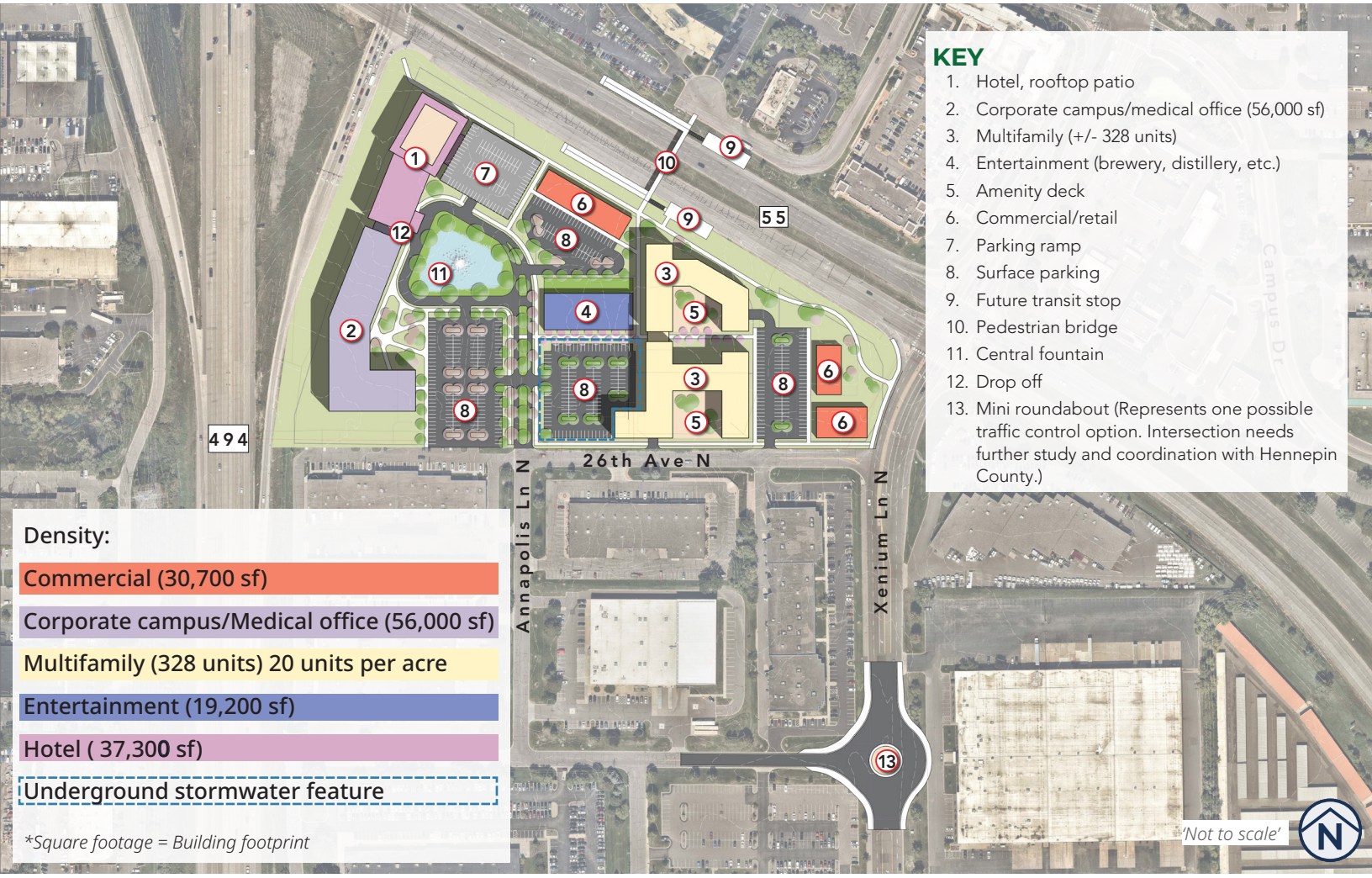


Figure 29: Social Commons Plan

Building Program

Similar to Concept 2, the buildings are arranged around a central entertainment hub. The corporate or medical office campus is situated on the west side, taking advantage of high visibility near TH 494 and TH 55. A parking ramp is positioned next to the campus and conveniently close to the proposed transit stop. Multifamily residential units occupy the central portion of the site, while commercial and retail buildings line TH 55 and Xenium Avenue. This capitalizes on visibility and access required to support those uses.

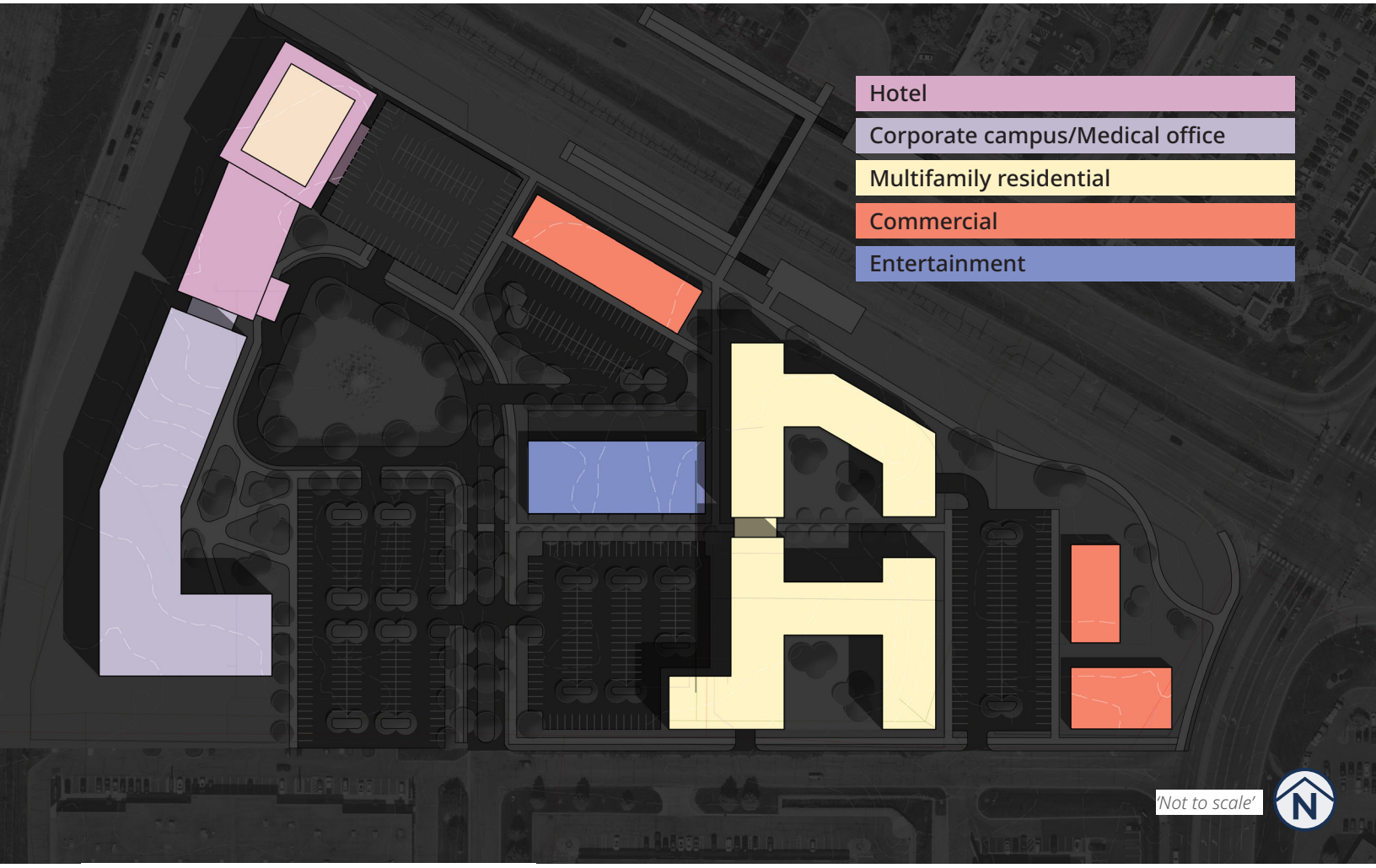
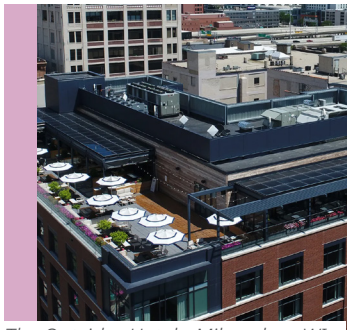


Figure 30: Social Commons Building Program

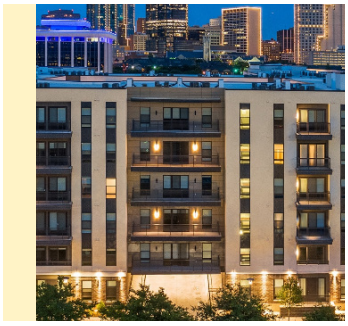
Precedent Imagery



ThedaCare Medical Center - Appleton, WI



The Outsider Hotel - Milwaukee, WI



Alliance Development - Fort Worth, TX



La Doña Cerveceria - Minneapolis, MN

Note: Images are by others and intended to communicate general architectural styles.

Open Space

The site plan significantly increases pervious surfaces throughout the development area. An open space adjacent to the entertainment venue is designed to attract visitors and foster active spaces. A central stormwater feature is planned near the hotel's drop-off area, while an underground regional stormwater system is proposed beneath a parking lot close to the entertainment complex and multifamily residences. These features aim to boost the community's resiliency. Additional analysis and engineering will be necessary to determine the appropriate size and practicality of these stormwater solutions.

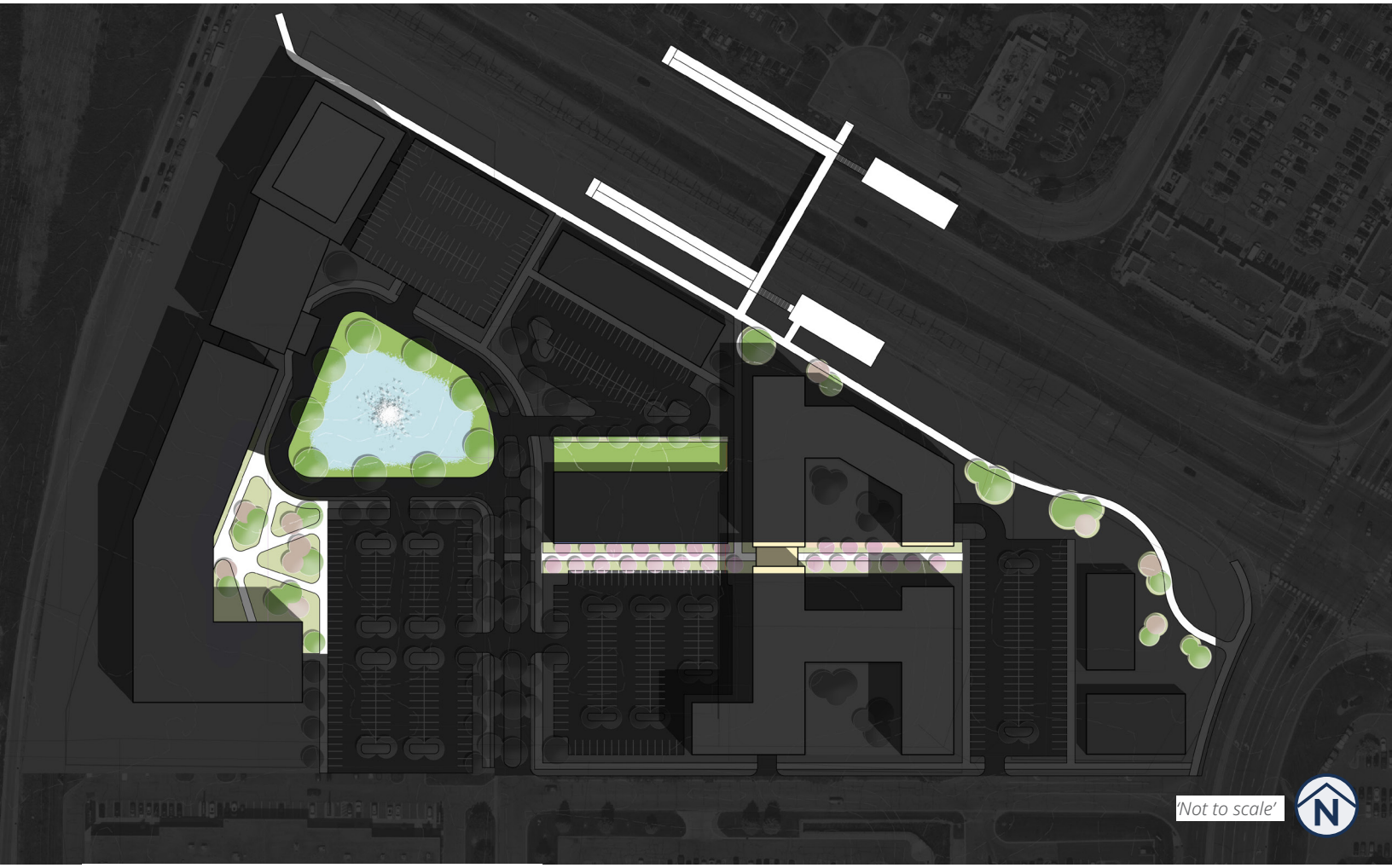
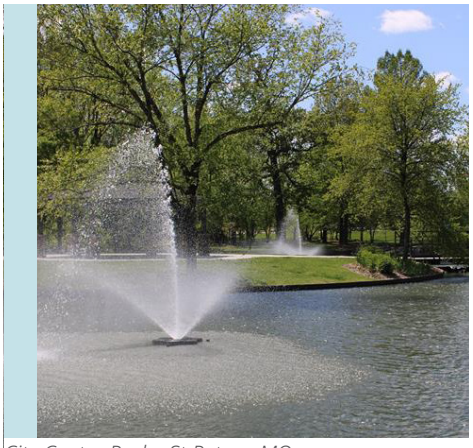


Figure 31: Social Commons Open Space

Precedent Imagery



Advocate Aurora Health Center - Sheboygan, WI



City Centre Park - St Peters, MO



La Doña Cerveceria - Minneapolis, MN

Note: Images are by others and intended to communicate general architectural styles.

Parking and Vehicular Circulation

A miniature roundabout at the intersection of 26th Avenue N and Xenium Avenue is designed to enhance site access. While each building will feature its own surface parking lot, a shared parking approach is anticipated to increase overall parking efficiency. Likewise, the parking ramp is strategically located near the proposed transit stop and the primary campus facilities to serve larger parking demands. Multifamily residential buildings are also expected to include underground parking options.

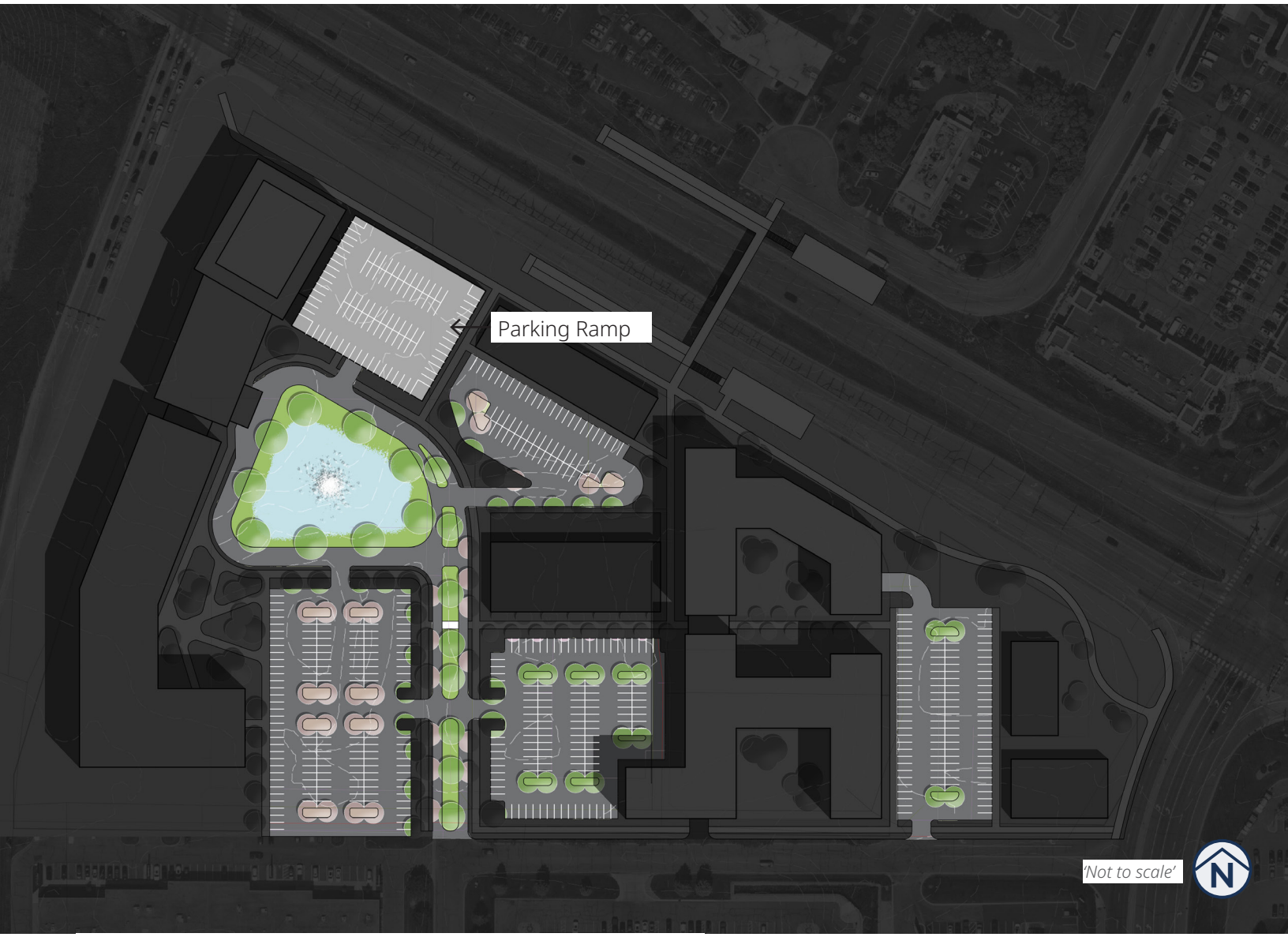


Figure 32: Social Commons Parking and Vehicular Circulation

Traffic Analysis

To assess the potential impacts of the final alternative, the project team conducted a trip generation analysis. This measures the projected increase in vehicle trips compared to current traffic levels. Current traffic is summarized in Table 1 below.

Existing Traffic Volumes

Street Name	AM Peak Hour		PM Peak Hour	
	Total Volume	Truck Percentage	Total Volume	Truck Percentage
26th Avenue N	65	1.5%	93	3.2%
Annapolis Lane	44	6.8%	64	1.6%
24th Avenue N	78	7.7%	97	0.0%

Table 1: Existing Traffic Volumes

Potential Traffic Impacts and Recommendations

The Social Commons site development is projected to generate more than 500 new trips. The surrounding roadways may need improvements to handle this increase. The intersection at Xenium Lane and 26th Avenue only allows right-in and right-out movements, and that will likely remain because of its proximity to the TH 55 and Xenium Avenue signal system. Most site access will occur via Xenium Lane and 24th Avenue, which may need upgrades to manage higher traffic volumes. A detailed study of this intersection is recommended. Additional roadway improvements could include adding pavement markings, building turn lanes, and enhancing multimodal connections to the site.



06 | APPENDICES

Appendix 1 - Council Presentation

Appendix 2 - Final Design Concepts

Appendix 3 - Trip Generation Memo

City of Plymouth
494/55 Small Area Plan

DESIGN CONCEPTS

City of Plymouth

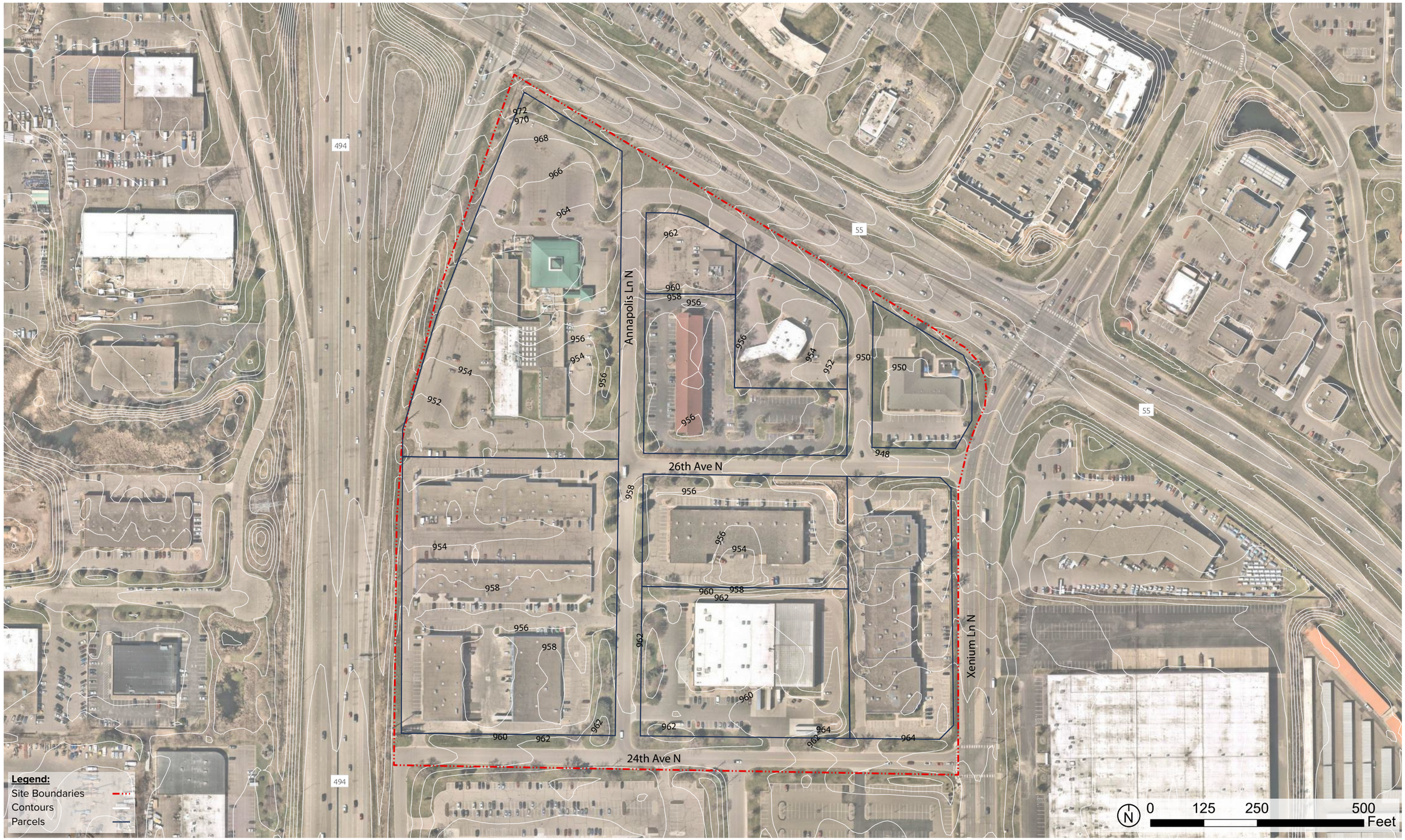
TKDA

AGENDA

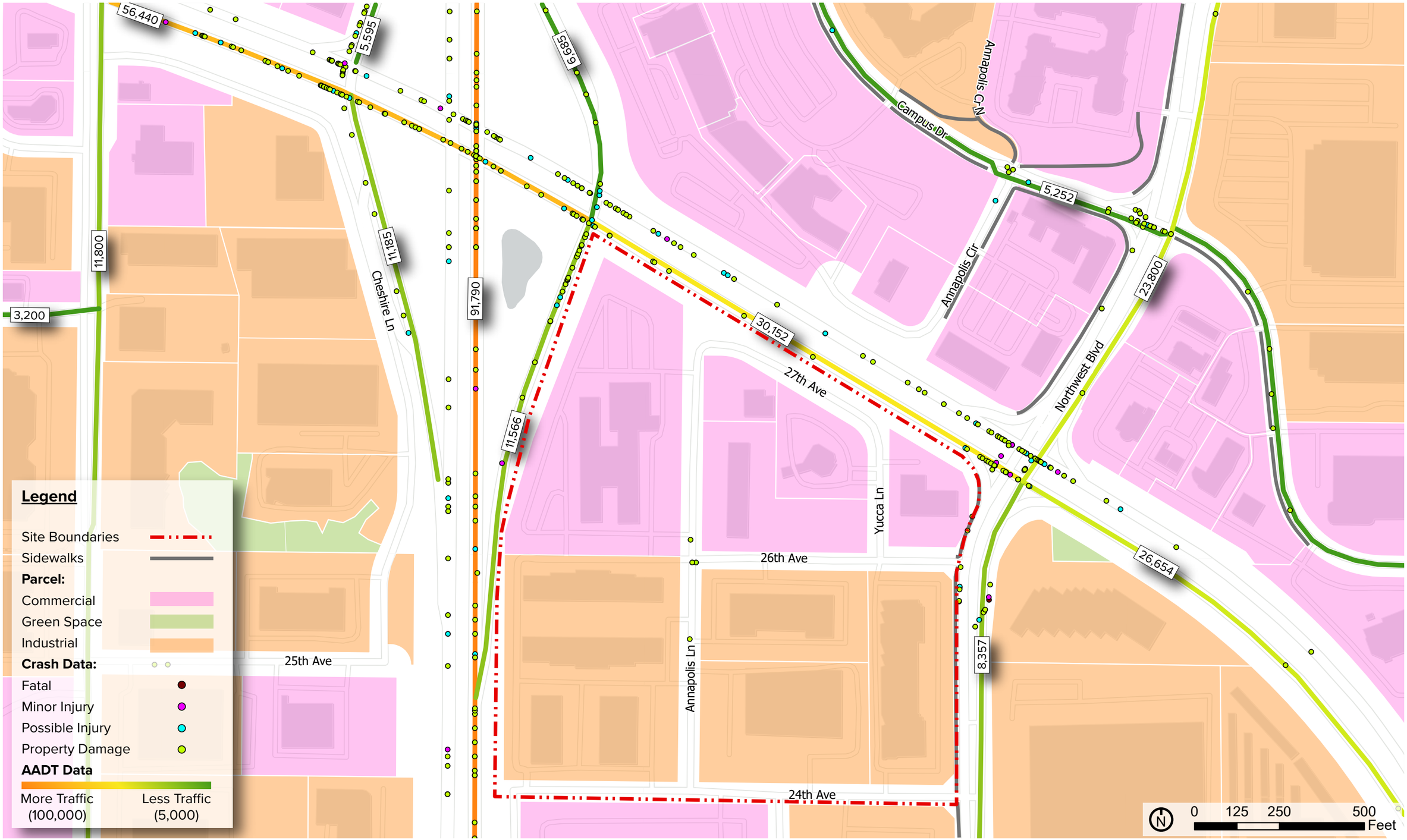
1. EXISTING CONDITIONS
2. DESIGN PROCESS
3. DESIGN CONCEPTS
4. NEXT STEPS
5. QUESTIONS?

1. EXISTING CONDITIONS

SITE CONDITIONS

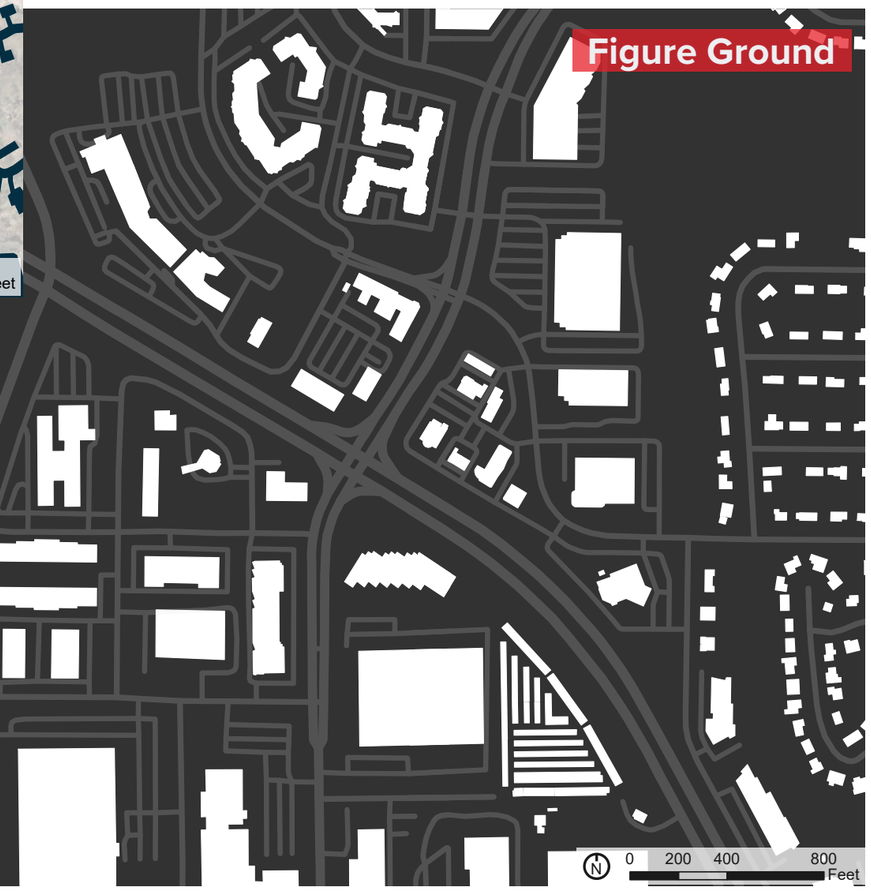


SITE ANALYSIS

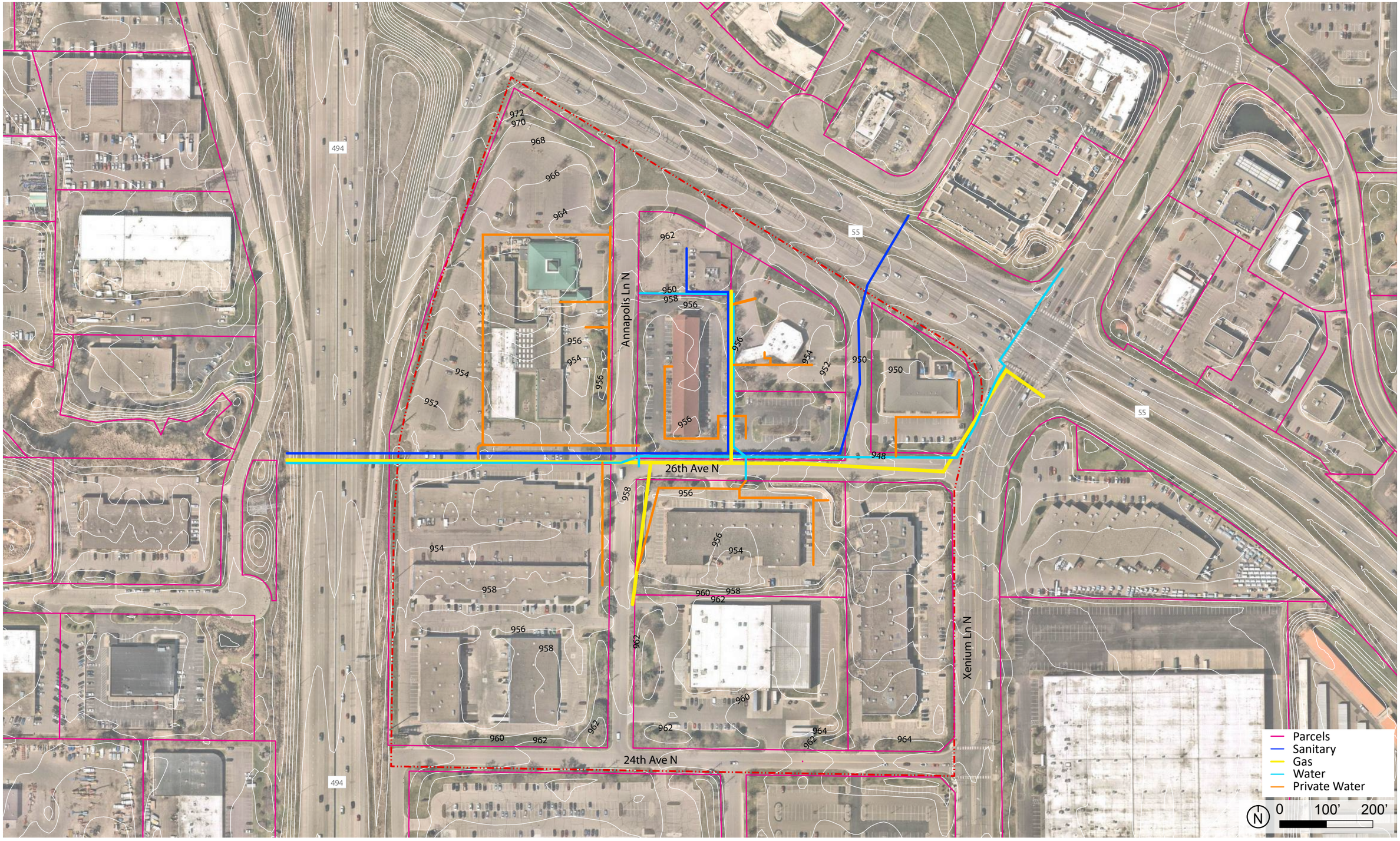


SURFACE ANALYSIS





UTILITIES


494
55
Annapolis Ln N
26th Ave N
24th Ave N
Xenium Ln N
Parcels
Sanitary
Gas
Water
Private Water
N
0
100’
200’

DENSITY REQUIREMENTS

Met Council Guidance:

Table 3.3. Transit station area minimum density requirements by community designation, mode, and geography

Transit Type	Geography	Urban Min. Required	Urban Edge Min. Required	Suburban Min. Required	Suburban Edge Min. Required
Light Rail	1/2-mile radius	50	35	30	25
Dedicated BRT / Commuter Rail	1/2-mile radius	50	30	25	20
Highway BRT	1/2-mile radius	30	25	20	15
Arterial BRT	1/4-mile radius	30	25	20	15
Modern Streetcar	1/4-mile along	30	25	20	15
High Frequency Bus	1/4-mile along	25	15	10	10

Plymouth Comprehensive Plan Guidance:

Guidelines and Criteria

Minimum Area:	Ten acres
Residential Density Range:	12 to 25 units per acre (residential density is calculated using the total acreage for the area guided MXD-R). The minimum number of residential units cannot be reduced once an area is guided MXD-R without a comprehensive plan amendment. No more than 50 percent of a district land area shall be residential.

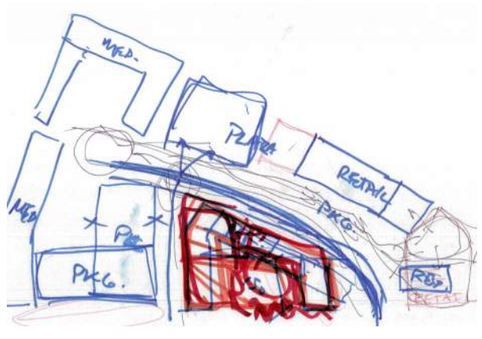
2. DESIGN PROCESS

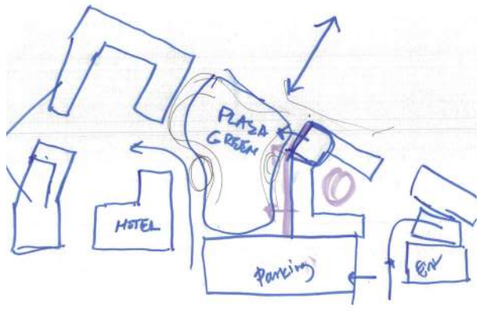
DESIGN FRAMEWORK

- Connect to planned transit.
- Create residential density that coincides with average highway BRT recommendations. (Minimum 20 units per acre)
- Redevelop for short and long term city goals.
- Increase greenspace.



Site Diagram


MED.
PLAZA
RETAIL
PKG.
PKG.
MED
RETAIL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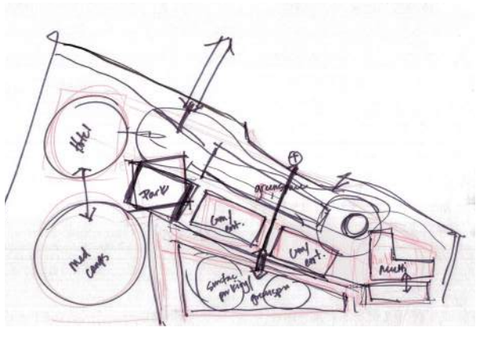
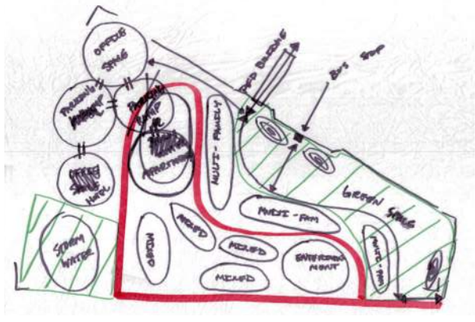
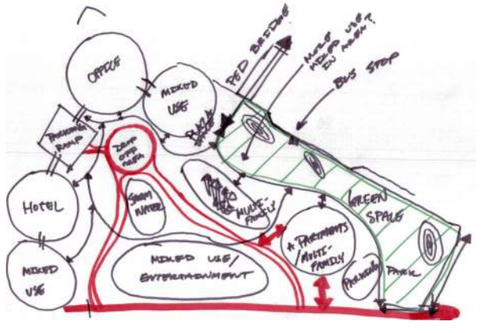
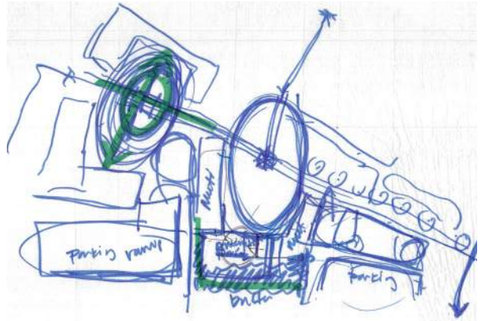
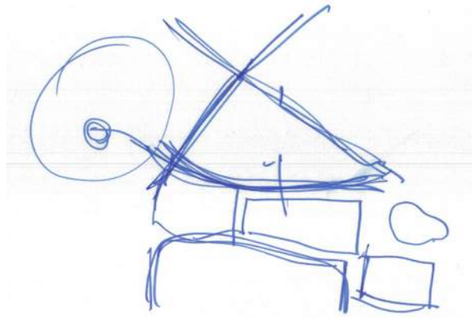
HOTEL
Parking
Ent

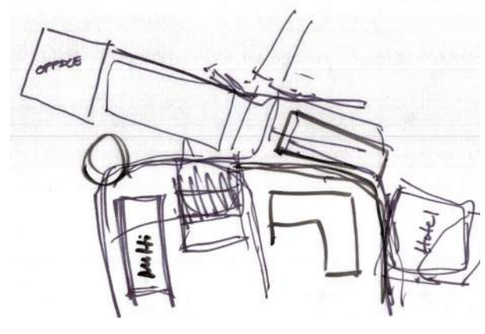

Hotel
Park
Mud camps
Mud

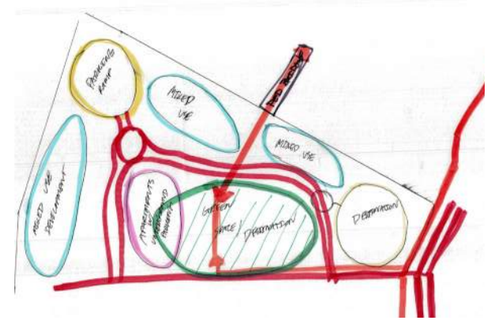

OFFICE SPACE
PED BRIDGE
BUS STOP
MULTI-FAMILY
GREEN SPACE
STORM WATER
MIXED
MIXED
MIXED
ENTERTAINMENT

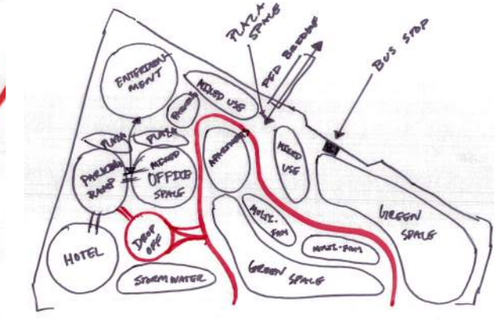

OFFICE
MIXED USE
PED BRIDGE
BUS STOP
HOTEL
MIXED USE
MIXED USE/ ENTERTAINMENT
GREEN SPACE
PARK


Parking ramp
Parking
Mud




OFFICE
Multi
Hotel


MIXED USE
MIXED USE
DESTINATION
DESTINATION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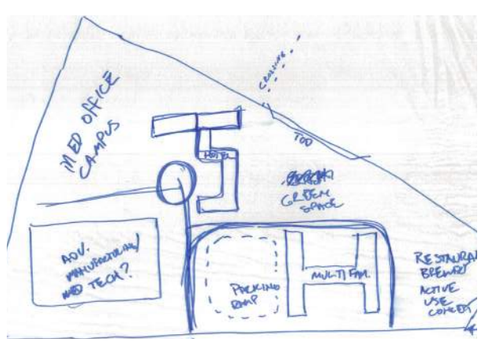
PED BRIDGE
BUS STOP
ENTERTAINMENT
MIXED USE
OFFICE SPACE
MIXED USE
HOTEL
DROP OFF
STORMWATER
GREEN SPACE
GREEN SPACE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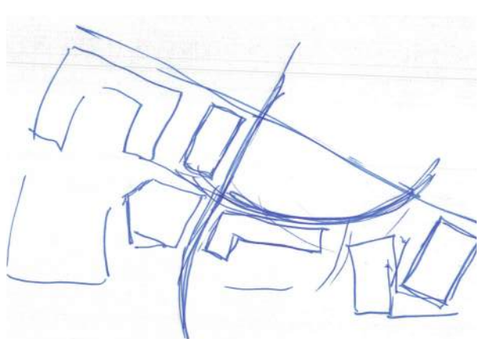
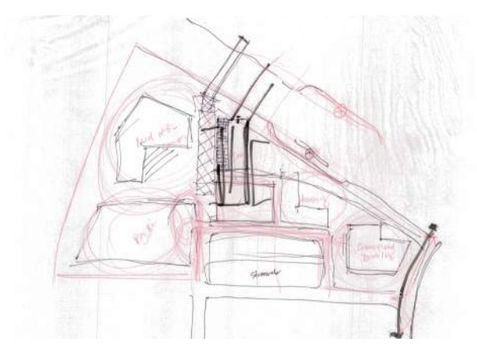
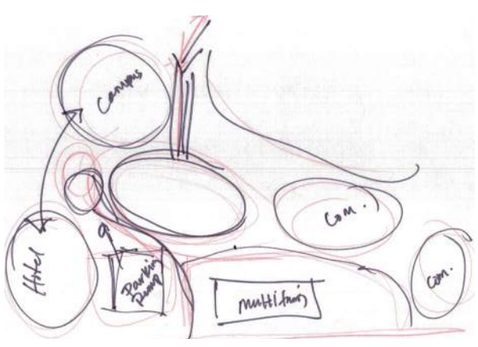
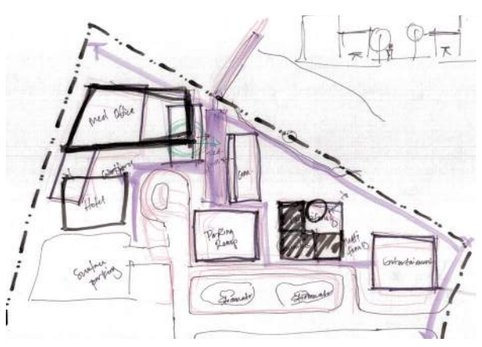
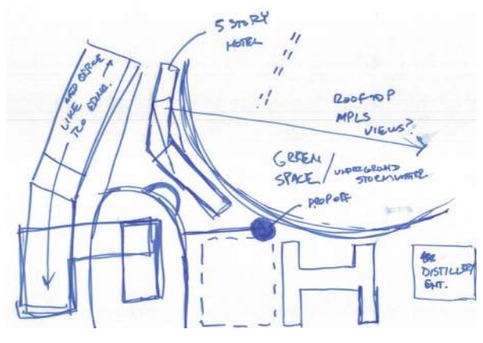
TOD
GREEN SPACE
ADV. MANUFACTURING/ MED TECH?
PARKING RAMP
MULTI FAM.
RESTAURANT BREWERY ACTIVE USE CONCEPT

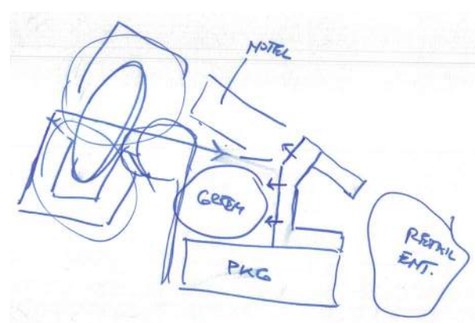


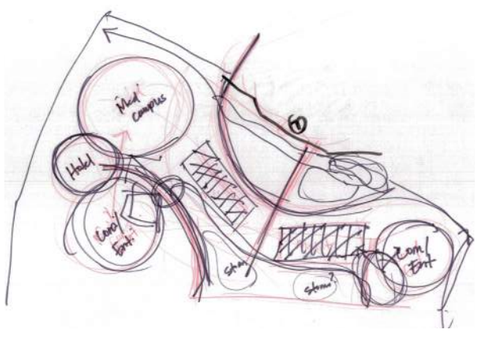



Campus
Com.
Com.
Hotel
Parking Ramp
multifam


Med Office
Hotel
Parking Ramp
Entertainment


5 STORY HOTEL
MED OFFICE TOO EDUC.
ROOFTOP MPLS VIEWS?
GREEN SPACE / UNDERGROUND STORMWATER
PROPOFF
DISTILLERY ENT.


HOTEL
GREEN
PKG
RETAIL ENT.

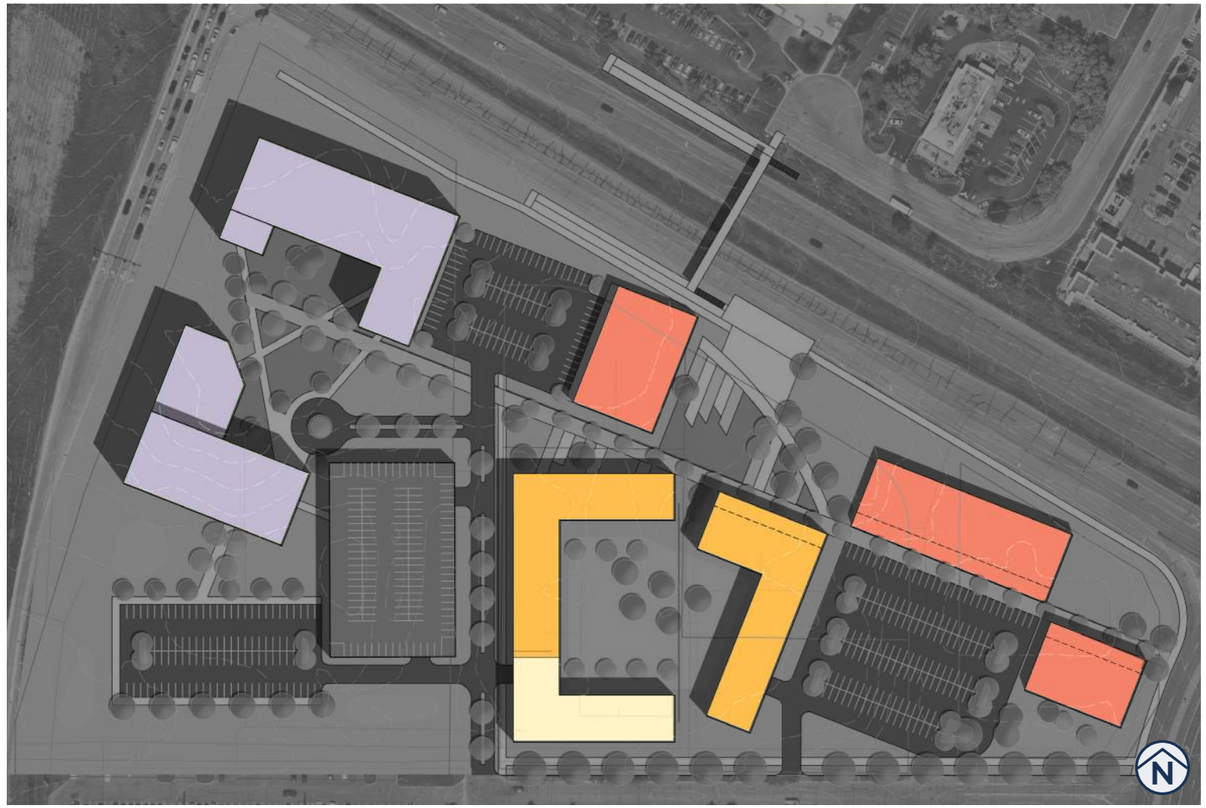

Med Campus
Hotel
Com/ Ent
Com/ Ent

3. DESIGN CONCEPTS

CONCEPT 1 - THE PROMENADE DISTRICT



CONCEPT 1 - BUILDING PROGRAM PRECEDENT IMAGERY



Building Program

- Medical campus
- Multifamily residential (vertical mixed use)
- Commercial



ThedaCare Medical Center - Appleton, WI

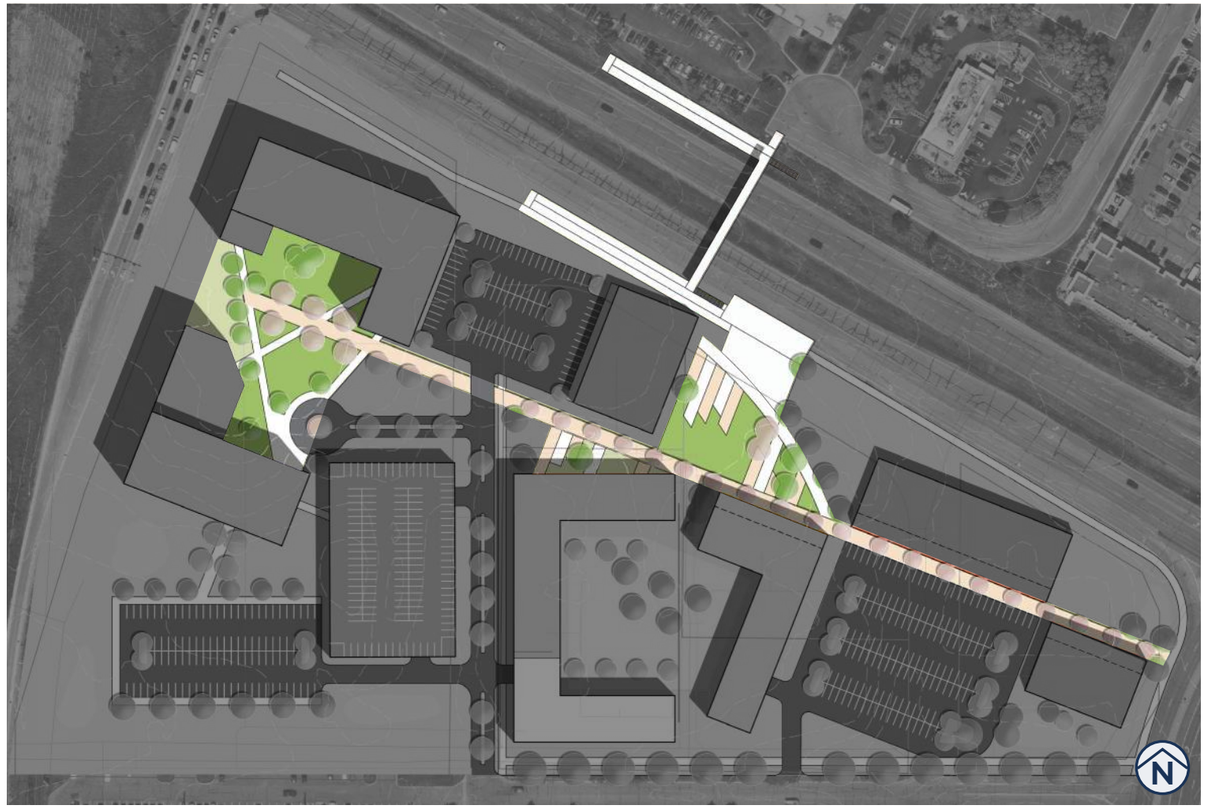


Third Street Promenade - Santa Barbra, FL



Hennepin Ave - Minneapolis, MN

CONCEPT 1 - OPEN SPACE



Open Space

Pedestrian promenade

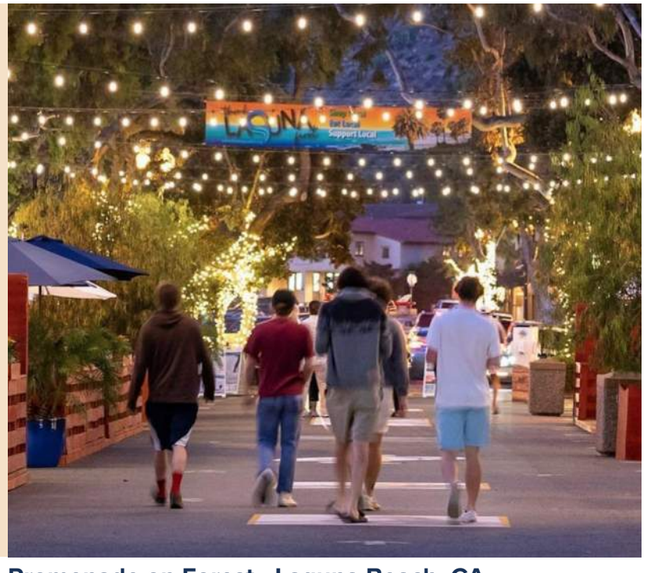
Open green space



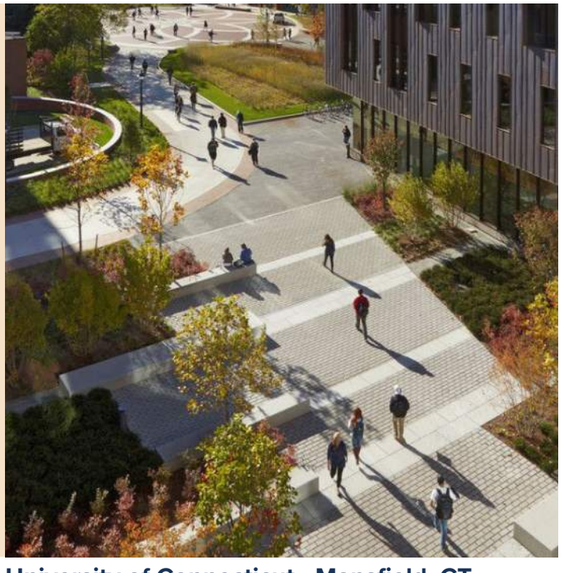
Chestnut St - Stillwater, MN



Brain Performance Institute - Dallas, TX

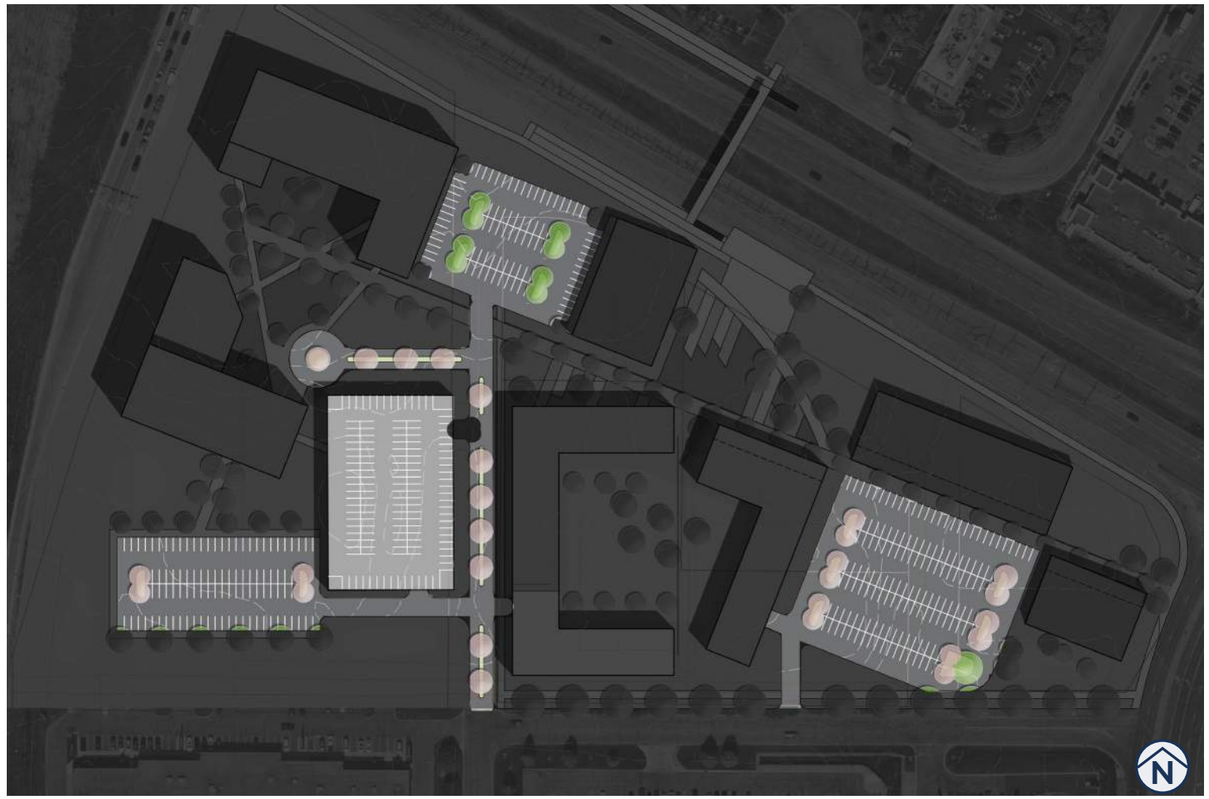


Promenade on Forest - Laguna Beach, CA



University of Connecticut - Mansfield, CT

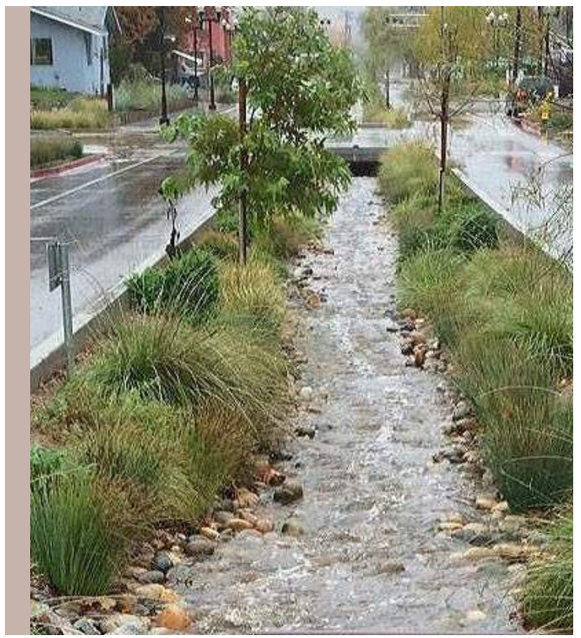
CONCEPT 1 - PARKING & VEHICLE CIRCULATION



Parking & Vehicular Circulation



Garland Parking Garage - Fayetteville, AR



21st St - Paso Robles, CA

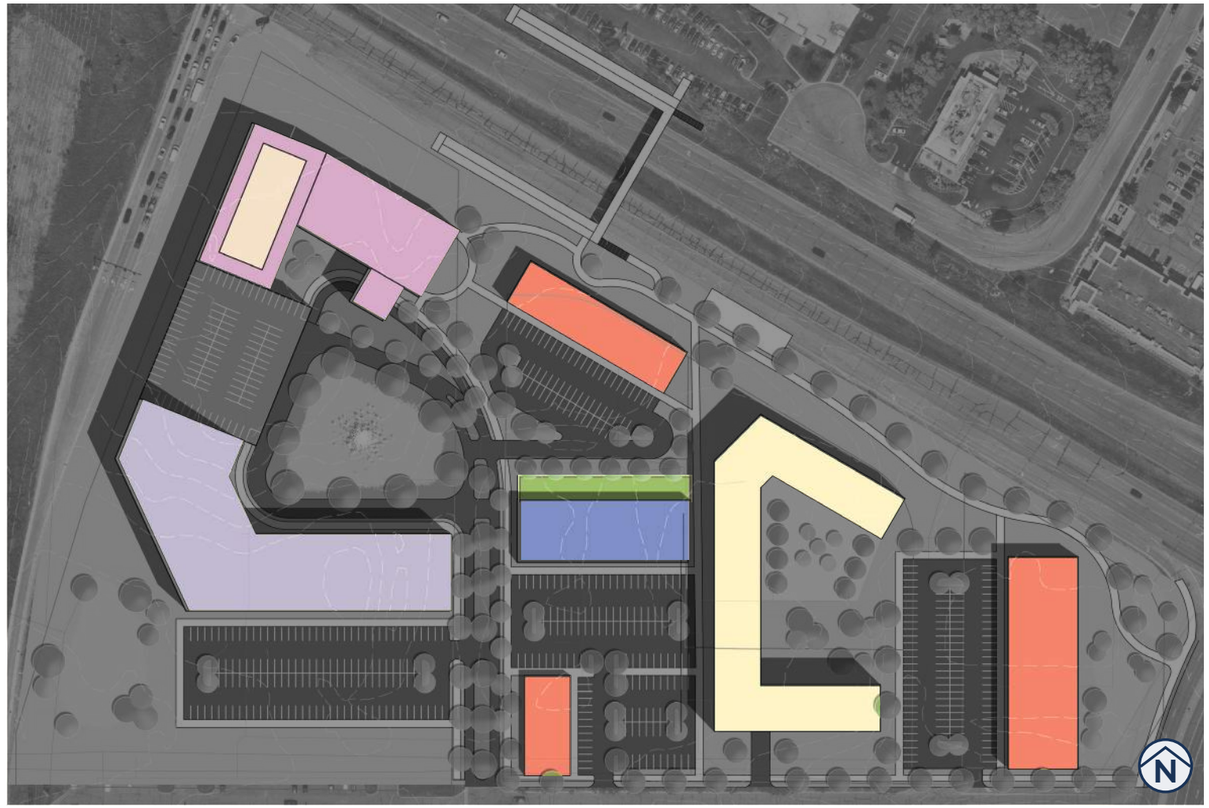


Ridgedale Dr - Minnetonka, MN

CONCEPT 2 - THE ENTERTAINMENT DISTRICT



CONCEPT 2 - BUILDING PROGRAM

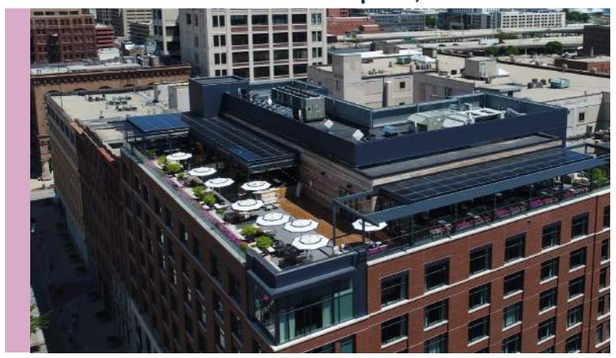


Building Program

- Hotel
- Medical campus
- Multifamily residential
- Commercial
- Entertainment



La Doña Cerveceria - Minneapolis, MN



The Outsider Hotel - Milwaukee, WI



Alliance Development - Fort Worth, TX

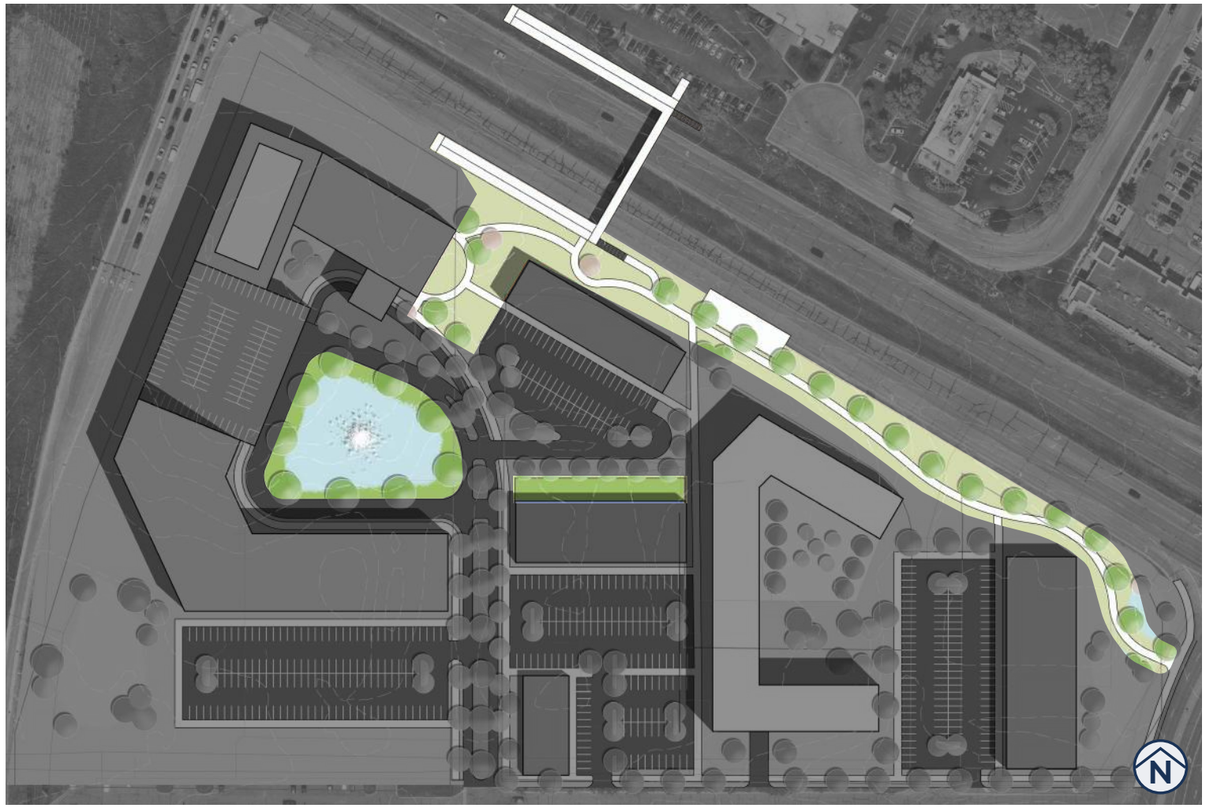


Bandwidth Headquarters - Raleigh, NC

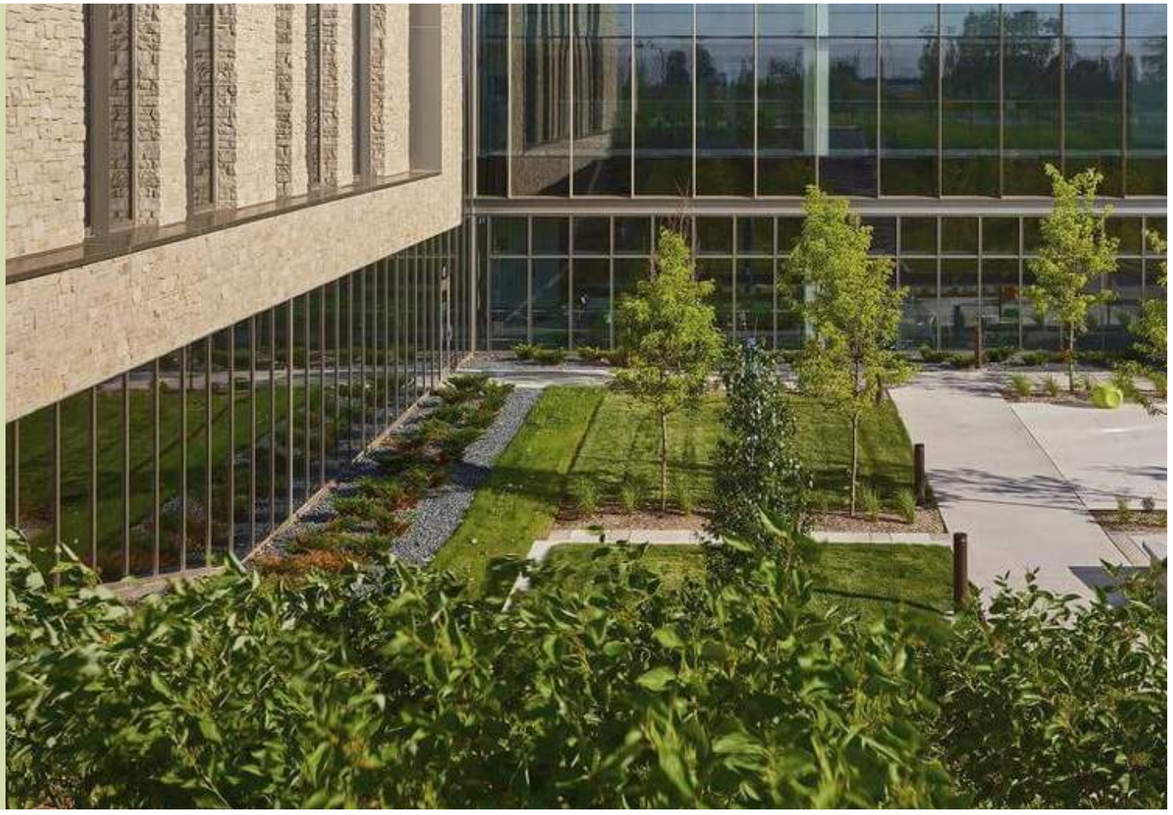


1203 Willamette - Eugene, OR

CONCEPT 2 - OPEN SPACE



Open Space



Advocate Aurora Health Center



City Centre Park - St Peters, MO



La Doña Cerveceria - Minneapolis, MN

CONCEPT 2 - PARKING & VEHICLE CIRCULATION



Parking & Vehicle Circulation



Streetscape - Location Unknown



City Centre Park - St Peters, MO



Parking Ramp - Rotterdam, Netherlands

CONCEPT 3 - THE GREENWAY COMMONS DISTRICT



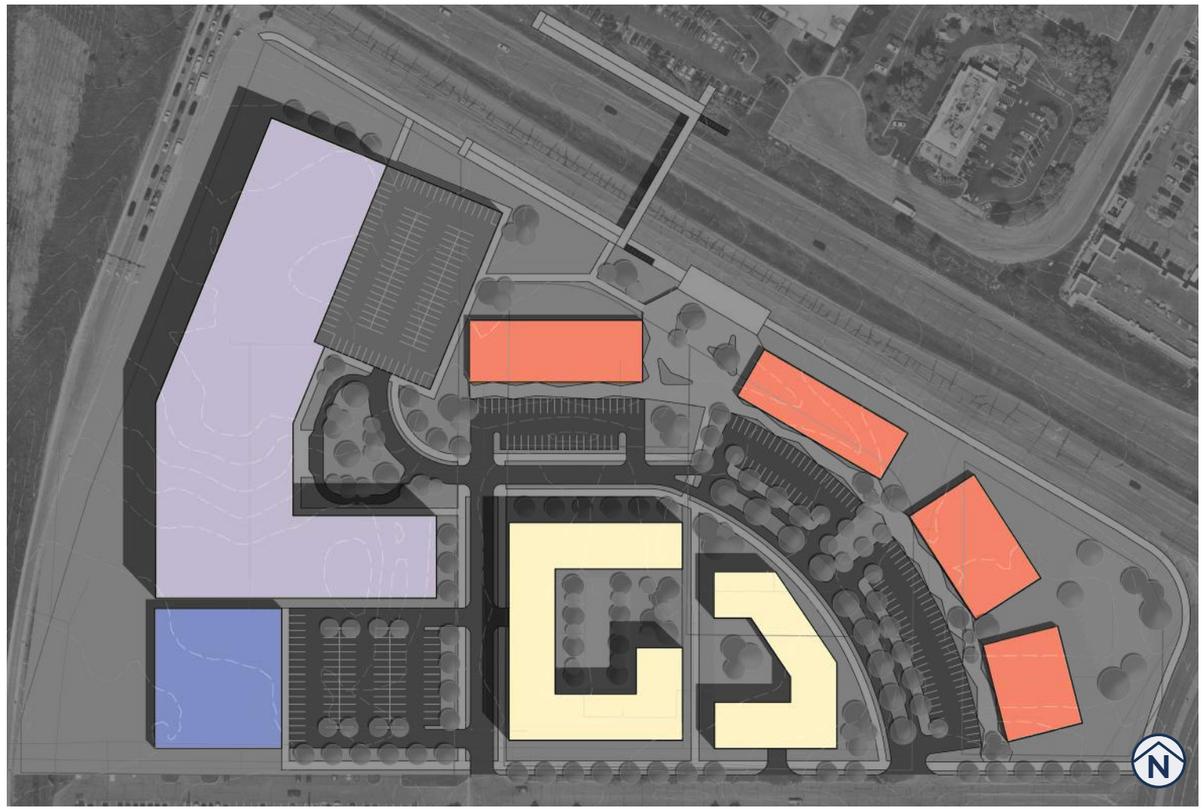
Density:

- Commercial (62,200 sf)
- Medical office (125,250 sf)
- Multifamily (385 units) 23 units per acre
- Entertainment (29,800 sf)

KEY

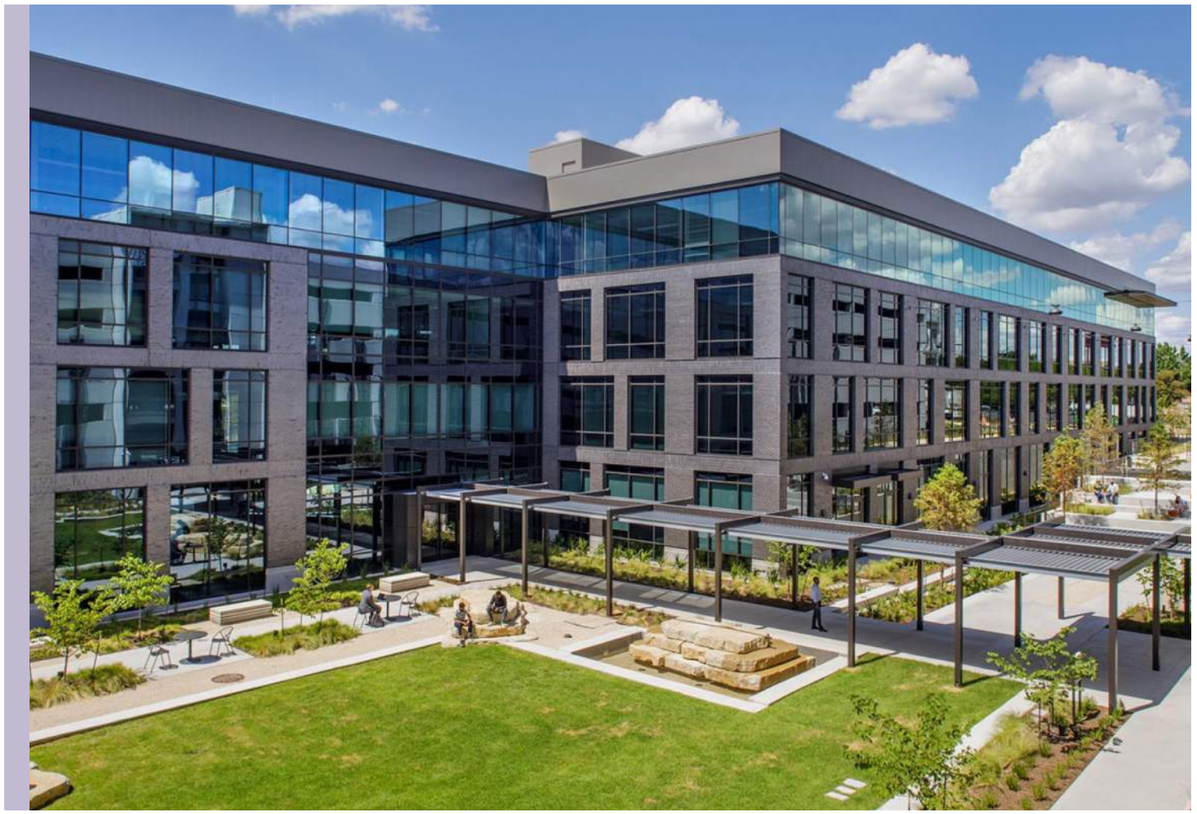
1. MEDICAL OFFICE (125,250 SF)
2. MULTIFAMILY (+/- 385 UNITS)
3. AMENITY DECK
4. COMMERCIAL/RETAIL
5. PARKING RAMP
6. SURFACE PARKING
7. CENTRAL PLAZA
8. GREENWAY PROMENADE
9. GREENWAY
10. ENTERTAINMENT (BREWERY, DISTILLERY, ETC.)
11. FUTURE BRT STOP
12. FUTURE PEDESTRIAN CONNECTION
13. PEDESTRIAN BRIDGE
14. MINI ROUNDABOUT (REPRESENTS ONE POSSIBLE TRAFFIC CONTROL OPTION. INTERSECTION NEEDS FURTHER STUDY AND COORDINATION WITH HENNEPIN COUNTY)

CONCEPT 3 - BUILDING PROGRAM



Building Program

- Medical campus
- Multifamily residential
- Commercial
- Entertainment



City of Austin Permitting and Development Center - Austin, TX

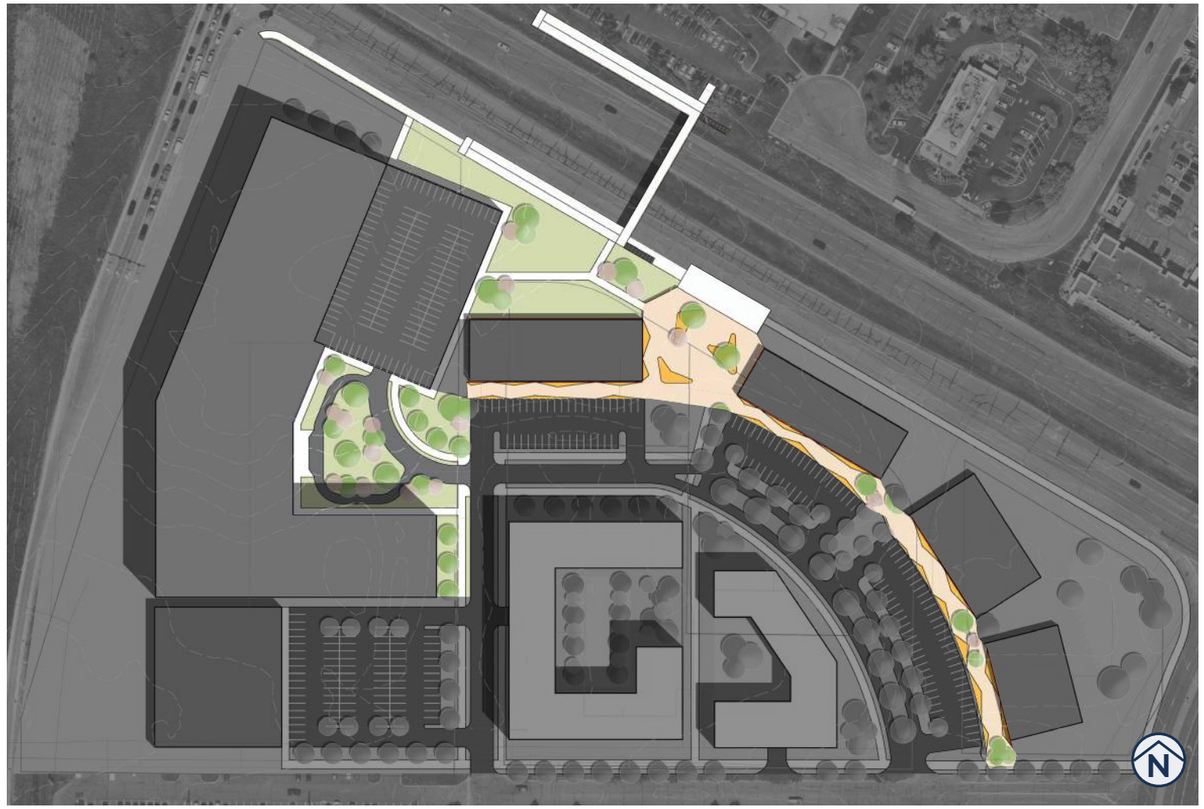


Downtown East - Minneapolis, MN



Midtown Plaza Carmel - Carmel, IN

CONCEPT 3 - OPEN SPACE



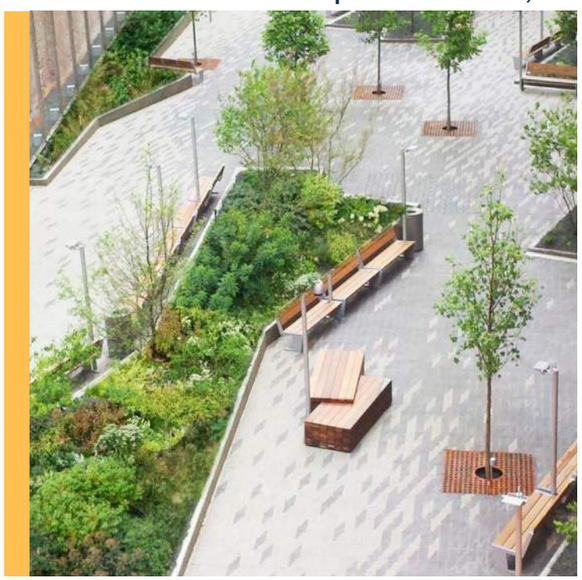
Open Space

Pedestrian plaza & promenade

Open Space



Walmart Home Office Campus - Bentonville, AK



Beekman Plaza - Manhattan, NY



Ewell Plaza - Lancaster, PA

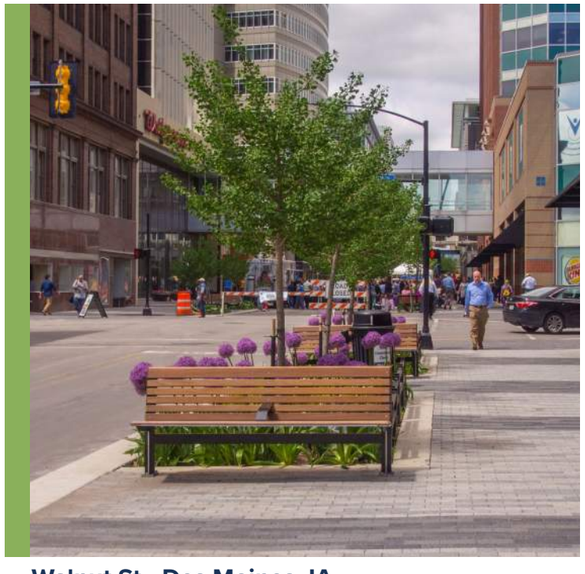
CONCEPT 3 - PARKING & CIRCULATION



Parking & Vehicle Circulation



City of Austin Permitting and Development Center - Austin, TX



Walnut St - Des Moines, IA



Villa Joan Juncadella Park - Spain

4. NEXT STEPS

5. QUESTIONS?

CONCEPT 1 - THE PROMENADE DISTRICT (PHASED)



Density:

- Commercial (92,000 sf)
- Medical office (69,200 sf)
- Multifamily (330 units) 20 units per acre

KEY

1. MEDICAL OFFICE (69,200 SF)
2. MULTIFAMILY, RETAIL ON FIRST FLOOR (+/- 210 UNITS)
3. MULTIFAMILY, RETAIL ON FIRST FLOOR, PROMENADE FRONTAGE (+- 120 UNITS)
4. AMENITY DECK
5. COMMERCIAL/RETAIL, PROMENADE FRONTAGE
6. BROADWAY PIZZA
7. SURFACE PARKING
8. CENTRAL PROMENADE
9. PASSIVE OPEN SPACE/URBAN PARK
10. FUTURE PEDESTRIAN CONNECTION
11. FUTURE BRT STOP
12. PEDESTRIAN BRIDGE
13. COURTYARD
14. MINI ROUNDABOUT (REPRESENTS ONE POSSIBLE TRAFFIC CONTROL OPTION. INTERSECTION NEEDS FURTHER STUDY AND COORDINATION WITH HENNEPIN COUNTY)
15. PARKING RAMP

CONCEPT 2 - THE ENTERTAINMENT DISTRICT (PHASED)



Density:

- Commercial (39,000 sf)
- Medical office (57,200 sf)
- Multifamily (336 units) 20 units per acre
- Entertainment (17,800 sf)
- Hotel (38,400 sf)

KEY

1. HOTEL, ROOFTOP PATIO, RETAIL ON FIRST FLOOR
2. MEDICAL OFFICE (57,200 SF)
3. MULTIFAMILY (+/- 265 UNITS)
4. ENTERTAINMENT (BREWERY, DISTILLERY, ETC.)
5. AMENITY DECK
6. COMMERCIAL/RETAIL
7. PARKING RAMP
8. SURFACE PARKING
9. BROADWAY PIZZA
10. FUTURE BRT STOP
11. PEDESTRIAN BRIDGE
12. CENTRAL FOUNTAIN
13. DROP OFF
14. MINI ROUNDABOUT (REPRESENTS ONE POSSIBLE TRAFFIC CONTROL OPTION. INTERSECTION NEEDS FURTHER STUDY AND COORDINATION WITH HENNEPIN COUNTY)

N 0' 100' 200' graphic scale 1" =100'

CONCEPT 3 - THE GREENWAY COMMONS DISTRICT (PHASED)



Density:

- Commercial (50,900 sf)
- Medical office (125,250 sf)
- Multifamily (385 units) 23 units per acre
- Entertainment (29,800 sf)

KEY

1. MEDICAL OFFICE (125,250 SF)
2. MULTIFAMILY (+/- 385 UNITS)
3. AMENITY DECK
4. COMMERCIAL/RETAIL
5. PARKING RAMP
6. SURFACE PARKING
7. CENTRAL PLAZA
8. GREENWAY PROMENADE
9. GREENWAY
10. BROADWAY PIZZA
11. ENTERTAINMENT (BREWERY, DISTILLERY, ETC.)
12. FUTURE BRT STOP
13. FUTURE PEDESTRIAN CONNECTION
14. PEDESTRIAN BRIDGE
15. MINI ROUNDABOUT (REPRESENTS ONE POSSIBLE TRAFFIC CONTROL OPTION. INTERSECTION NEEDS FURTHER STUDY AND COORDINATION WITH HENNEPIN COUNTY)

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graphic scale 1" = 100'



KEY

1. Corporate campus/Medical office (69,200 sf)
2. Multifamily, retail on first floor (+/- 210 units)
3. Multifamily, retail on first floor, Promenade Frontage (+/- 120 units)
4. Amenity deck
5. Commercial/retail, promenade frontage
6. Broadway Pizza
7. Surface parking
8. Central promenade
9. Passive open space/urban park
10. Future pedestrian connection
11. Future transit stop
12. Pedestrian bridge
13. Courtyard
14. Mini roundabout (Represents one possible traffic control option. Intersection needs further study and coordination with Hennepin County.)
15. Parking Ramp

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graphic scale 1" = 100'

494 & 55 Small Area Plan | City of Plymouth

Concept 1 Phased: The Promenade District

City of Plymouth

TKDA



KEY

1. Corporate campus/Medical office (69,200 sf)
2. Multifamily, retail on first floor (+/- 210 units)
3. Multifamily, retail on first floor, Promenade Frontage (+/- 120 units)
4. Amenity deck
5. Commercial/retail, promenade frontage
6. Parking ramp
7. Surface parking
8. Central promenade
9. Passive open space/urban park
10. Future pedestrian connection
11. Future transit stop
12. Pedestrian bridge
13. Courtyard
14. Mini roundabout (Represents one possible traffic control option. Intersection needs further study and coordination with Hennepin County.)

494 & 55 Small Area Plan | City of Plymouth

Concept 1: The Promenade District

N

0' 100' 200'

graphic scale 1"=100'

City of Plymouth

TKDA



KEY

1. Hotel, rooftop patio, retail on first floor
2. Corporate campus/Medical office (57,200 sf)
3. Multifamily (+/- 265 units)
4. Entertainment (brewery, distillery, etc.)
5. Amenity deck
6. Commercial/retail
7. Parking ramp
8. Surface parking
9. Broadway Pizza
10. Future transit stop
11. Pedestrian bridge
12. Central fountain
13. Drop off
14. Mini roundabout (Represents one possible traffic control option. Intersection needs further study and coordination with Hennepin County.)

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graphic scale 1" = 100'

494 & 55 Small Area Plan | City of Plymouth

Concept 2 Phased: The Entertainment District

City of Plymouth

TKDA



KEY

1. Hotel, rooftop patio, retail on first floor
2. Corporate campus/Medical office (57,200 sf)
3. Multifamily (+/- 265 units)
4. Entertainment (brewery, distillery, etc.)
5. Amenity deck
6. Commercial/retail
7. Parking ramp
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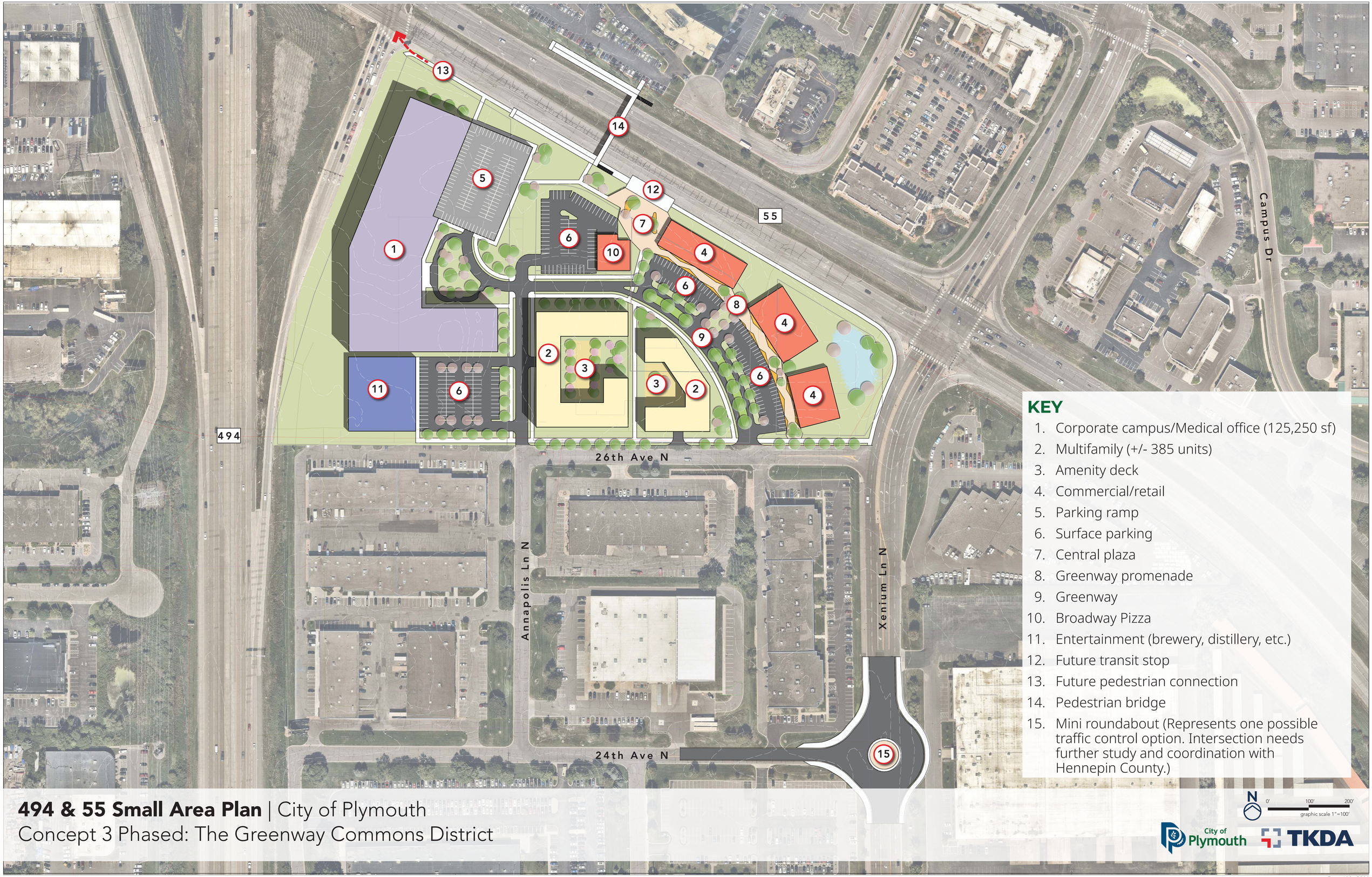
494 & 55 Small Area Plan | City of Plymouth

Concept 2: The Entertainment District

City of Plymouth

TKDA



KEY

1. Corporate campus/Medical office (125,250 sf)
2. Multifamily (+/- 385 units)
3. Amenity deck
4. Commercial/retail
5. Parking ramp
6. Surface parking
7. Central plaza
8. Greenway promenade
9. Greenway
10. Broadway Pizza
11. Entertainment (brewery, distillery, etc.)
12. Future transit stop
13. Future pedestrian connection
14. Pedestrian bridge
15. Mini roundabout (Represents one possible traffic control option. Intersection needs further study and coordination with Hennepin County.)

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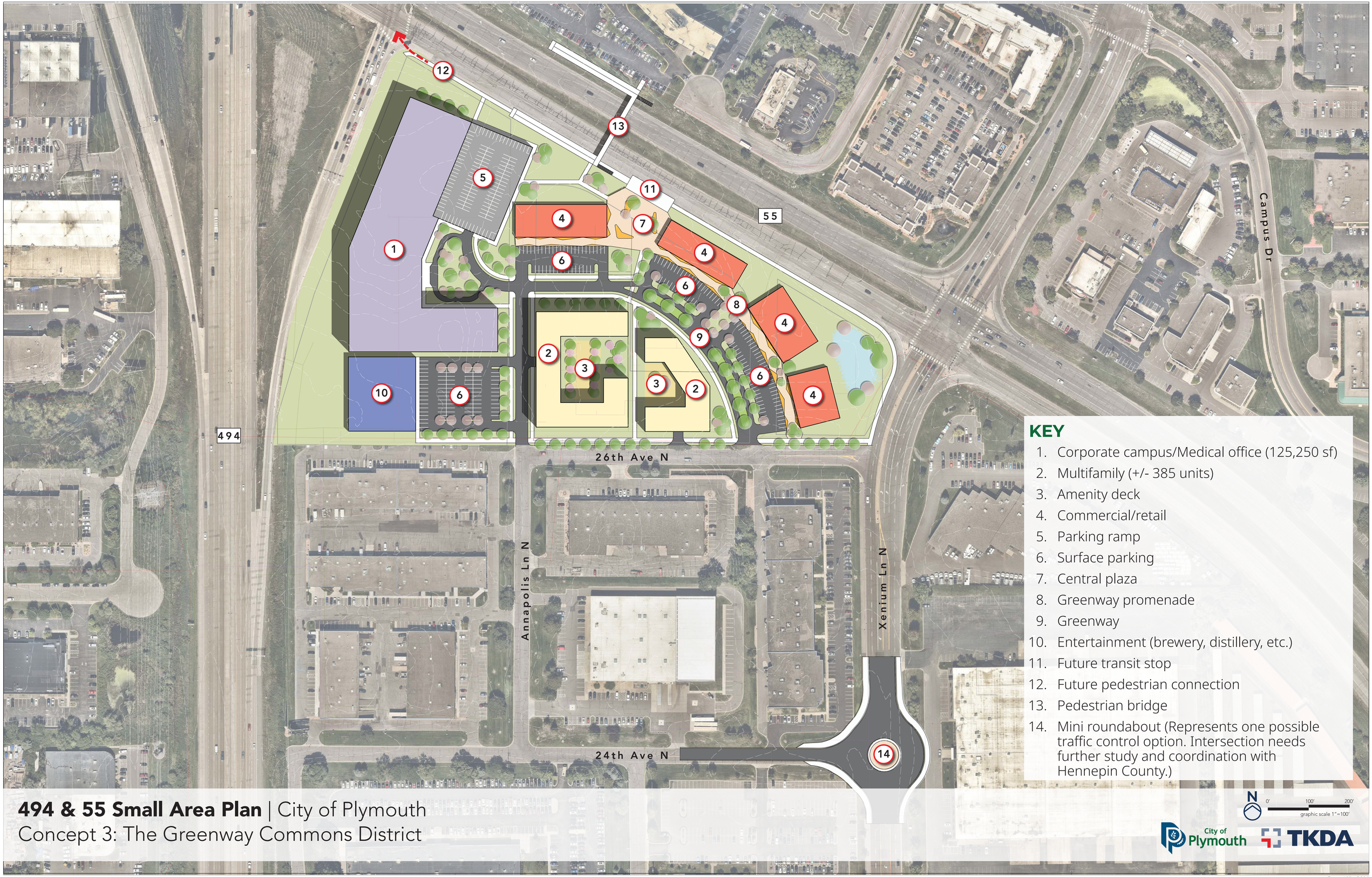
graphic scale 1"=100'

494 & 55 Small Area Plan | City of Plymouth

Concept 3 Phased: The Greenway Commons District

City of Plymouth

TKDA



KEY

1. Corporate campus/Medical office (125,250 sf)
2. Multifamily (+/- 385 units)
3. Amenity deck
4. Commercial/retail
5. Parking ramp
6. Surface parking
7. Central plaza
8. Greenway promenade
9. Greenway
10. Entertainment (brewery, distillery, etc.)
11. Future transit stop
12. Future pedestrian connection
13. Pedestrian bridge
14. Mini roundabout (Represents one possible traffic control option. Intersection needs further study and coordination with Hennepin County.)

N

0' 100' 200'

graphic scale 1"=100'

494 & 55 Small Area Plan | City of Plymouth

Concept 3: The Greenway Commons District

City of Plymouth

TKDA



KEY

1. Hotel, rooftop patio
2. Corporate campus/medical office (56,000 sf)
3. Multifamily (+/- 328 units)
4. Entertainment (brewery, distillery, etc.)
5. Amenity deck
6. Commercial/retail
7. Parking ramp
8. Surface parking
9. Future transit stop
10. Pedestrian bridge
11. Central fountain
12. Drop off
13. Mini roundabout (Represents one possible traffic control option. Intersection needs further study and coordination with Hennepin County.)

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graphic scale 1"=100'

494 & 55 Small Area Plan | City of Plymouth

Preferred Alternative: The Social Commons

City of Plymouth

TKDA

Memorandum

To:	Grant Fernelius	**Project Reference:**	TH 494 and TH 55 Small Area Plan
Copies To:	Lori Sommers		
From:	Caitlin Andress, PE, PTOE, RSP1	**TKDA Project No.:**	22666.000
Date:	December 18, 2025	**Client No.:**	

Background and Existing Conditions

The City of Plymouth owns a 2.92-acre parcel in the southeast quadrant of the TH 494 & TH 55 interchange. A Small Area Plan was developed for this area to guide redevelopment, outlining a short- and long-term vision for the site. The limits of the study include TH 494 on the west, TH 55 on the north, Xenium Lane N (County Road 61) on the east, and 26th Avenue N on the south.

The existing site has commercial land uses, with two hotels, a restaurant, a preschool early-education facility, and a multi-use building consisting of a bank and a martial arts gym. Table 1 summarizes existing traffic volumes and truck percentages, based on Streetlight Insight data for streets adjacent to the study area. Existing peak hour volumes are low, with notable truck percentages. The AM peak hour occurs from 7:00 AM to 8:00 AM, and the PM peak hour is from 4:45 PM to 5:45 PM.

Table 1
Existing Traffic Volumes

Street Name	AM Peak Hour		PM Peak Hour	
	Total Volume	Truck Percentage	Total Volume	Truck Percentage
26th Avenue N	65	1.5%	93	3.2%
Annapolis Lane	44	6.8%	64	1.6%
24th Avenue N	78	7.7%	97	0.0%

Future Trip Generation

The Small Area Plan developed multiple concepts for this site, focusing on similar land uses with slight variations. Concept 2 (The Entertainment District) was selected for this analysis, as it includes the most diverse land uses:

- Commercial – 39,000 sq ft
- Medical Office – 57,200 sq ft
- Multifamily Housing – 336 dwelling units
- Entertainment – 17,800 sq ft
- Hotel – 38,400 sq ft

Trips were generated based on the peak hours of adjacent street traffic using the ITE Trip Generation Manual, 11th edition. Results are summarized in Table 2. Land use codes (LUC) were selected to break down the assumed land use types and sizes. The analysis is based on the average rate of trips generated by land use during the AM and PM peak hour timeframes. A multi-use reduction was made to the total trip volume, according to guidance in the ITE Trip Generation Handbook, 3rd edition.

Table 2
Peak Hour Trip Generation

Land Use		LUC	Size	AM Peak Hour Trips			PM Peak Hour Trips		
				Enter	*Exit*	*Total*	*Enter*	*Exit*	*Total*
Residential	Multifamily Housing (Mid-Rise)	221	336 DU	29	95	124	80	51	131
Lodging	Hotel	310	38,400 sq. ft. (110 rooms)	29	22	51	33	32	65
Office	Medical-Dental Office Building	720	57,200 sq. ft.	124	29	153	41	122	163
Entertainment	Brewery Tap Room	971	17,800 sq. ft.	11	1	12	103	72	175
Commercial	Strip Retail Plaza (<40k sq ft)	822	33,000 sq. ft.	47	31	78	109	109	218
	High Turnover Sit Down Restaurant	932	10,000 sq. ft.	53	43	96	56	35	91
	Fast Food Restaurant without Drive Through	933	1,500 sq. ft.	38	27	65	25	25	50
	Coffee/Donut Shop with Drive Through	937	1,500 sq. ft.	66	63	129	30	30	60
Generated Trips Subtotal				397	311	708	477	476	953
Multi-Use Shared Trip Reduction				22%	29%	25%	40%	40%	40%
Generated Trips Total				**308**	**222**	**530**	**285**	**284**	**569**

Roadway Improvement Considerations
The development is estimated to generate over 500 new trips in the proposed condition, and improvements to the existing roadways surrounding the development should be considered. The existing intersection of Xenium Lane & 26th Avenue is limited to right-in, right-out movements, and that is not likely to change due to the proximity of the TH 55 & Xenium Avenue signal system. Access to the site will primarily be via Xenium Lane & 24th Avenue, which may require upgrades for the increased traffic volumes. Further study of the intersection is recommended. Other improvements to the roadway network may include adding pavement markings, constructing turn lanes, and improving multimodal connectivity to the site.

DAF:CJA:lmf

Special City Council
July 14, 2026
Agenda Number: 2.4

To: Dave Callister, City Manager

Prepared by: Jodi Gallup, City Clerk

Reviewed by:

Item: **Set future study sessions and agenda topics**

---

1. Action Requested:

Schedule future study sessions and agenda topics.

2. Background:

A. Pending study session topics (at least three council members have approved the following items on the list):
   - Grass, lawn management and native plantings discussion

B. Council requests for study session topics:
   - None at this time.

C. Staff requests for study session topics and/or changes:
   - Schedule data center discussion on August 25 at 5 p.m. (item initially requested by Council Member Pointner)
   - Reschedule the August 25 City Center Developer meetings to a non-council meeting night, starting at 5 p.m. Potential dates: August 18, September 1 or September 15
   - Schedule closed meeting per State Statute 13D.05, Subdivision 3(a) to conduct city manager's annual performance evaluation on November 10 at 5 p.m.

3. Budget Impact:

Not applicable.

4. Attachments:

1. Calendar

City of Plymouth

July 2026

SUN	MON	TUES	WED	THUR	FRI	SAT
			1 7:00 PM PLANNING COMMISSION MEETING Council Chambers CANCELED	2	3  INDEPENDENCE DAY OBSERVED CITY OFFICES CLOSED	4
5	6	7	8	9	10	11
12	13	14 4:00 PM SPECIAL COUNCIL MEETING Belterra Apartments Tour-The Boulevard The Boulevard project update/ Redevelopment discussion Medicine Lake Room 7:00 PM REGULAR COUNCIL MEETING Council Chambers	15 7:00 PM PLANNING COMMISSION MEETING Council Chambers	16	17	18
19	20	21	22 10:00 AM DESTINATION MARKETING ORGANIZATION ADVISORY BOARD MEETING Mooney Lake Room	23 7:00 PM HOUSING AND REDEVELOPMENT AUTHORITY MEETING Council Chambers	24	25
26	27	28 5:00 PM SPECIAL COUNCIL MEETING Long-term financial forecasting/ Update from Robbinsdale Public Schools Medicine Lake Room 7:00 PM REGULAR COUNCIL MEETING Council Chambers	29	30	31	

*Per MN Statute 13D.02, members may be attending remotely.

City of Plymouth

August 2026

SUN	MON	TUES	WED	THUR	FRI	SAT
						1
2	3	4	5 7:00 PM PLANNING COMMISSION MEETING Council Chambers	6	7	8
9	10	11 VOTE PRIMARY ELECTION Polls Open 7:00 AM to 8:00 PM	12 7:00 PM ENVIRONMENTAL QUALITY COMMITTEE MEETING Medicine Lake Room	13	14	15
16	17	18	19 7:00 PM PLANNING COMMISSION MEETING Council Chambers	20	21	22
23 30	24 31	25 5:00 PM SPECIAL COUNCIL MEETING Budget/Capital Improvement Plan study session #1 Medicine Lake Room 7:00 PM REGULAR COUNCIL MEETING Council Chambers	26	27 7:00 PM HOUSING AND REDEVELOPMENT AUTHORITY MEETING Council Chambers	28	29

*Per MN Statute 13D.02, members may be attending remotely.

City of Plymouth

September 2026

SUN	MON	TUES	WED	THUR	FRI	SAT
		1	2 7:00 PM PLANNING COMMISSION MEETING Council Chambers	3	4	5
6	7  LABOR DAY CITY OFFICES CLOSED	8 5:00 PM SPECIAL COUNCIL MEETING Budget/Capital Improvement Plan study session #2 Medicine Lake Room 7:00 PM REGULAR COUNCIL MEETING Council Chambers	9 7:00 PM ENVIRONMENTAL QUALITY COMMITTEE MEETING Medicine Lake Room	10 6:00 PM PARKS & REC ADVISORY COMMISSION MEETING Council Chambers	11	12
13	14	15	16 7:00 PM PLANNING COMMISSION MEETING Council Chambers	17	18	19
20	21	22 7:00 PM REGULAR COUNCIL MEETING Council Chambers	23	24 7:00 PM HOUSING AND REDEVELOPMENT AUTHORITY MEETING Council Chambers	25	26
27	28	29	30			

*Per MN Statute 13D.02, members may be attending remotely.