



**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.

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

- 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.

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.

- 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 site's rolling topography, existing trees & ponds also offer the ability to create new community parks and trails, 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.

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

- 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.

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.

- 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.

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

A handwritten signature in blue ink, appearing to read "Dan Salzer", with a stylized flourish at the end.

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:





### 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.