

**3141 Harbor Lane  
3030 Harbor Lane  
3131 Fernbrook Lane  
3020 Harbor Lane**

**Land Use Applications  
Plymouth, MN**



## **Project Narrative**

### **March 29, 2024**

**Applicant:** Doran Development, LLC (“Doran”)

**Prepared by:** Doran Development, LLC, Developer  
Doran Architects, LLC, Architect  
Egan Field & Nowak, Inc., Surveyor  
Sambatek, Inc., Civil Engineer and Landscape Architect  
Braun Intertec, Geotechnical Consultant

#### **1. PROJECT LOCATION**

The site is located at the northwest quadrant of Harbor Lane and Fernbrook Lane, just north of Highway 55. The site currently has four office buildings at 3140 Harbor Lane, 3030 Harbor Lane, and 3131 Fernbrook Lane. An affiliate entity of Doran Development, Fernbrook Office Owner, LLC, purchased the office buildings in 2022. Doran Companies also has a signed purchase agreement for the property at 3020 Harbor Lane. The proposed development consists of four separate lots (Parcel ID #'s 2111822140008, 2111822410020, 2111822140015, and 2111822140014) totaling approximately 5.96 acres.

Adjacent uses include a mix of housing, office, and commercial uses.

- North: Plymouth Child Care Center and Fernbrook Office Condos
- East: Kindercare Learning Center and Foss Swim School
- South: Plymouth Medical Building, Harbor Dental, Physicians Vein Clinics, and Chick-fil-A
- West: Broadwell Senior Living Apartments and Currents Apartments

#### **2. VISION AND SUMMARY OF THE PROPOSED PROJECT**

Doran is proposing to take functionally obsolescent office space and provide a new master planned community with housing options for existing residents or attracting the next generation of residents to the City, and support the nearby commercial and recreational uses that exist in the neighborhood today.

Doran is proposing two buildings with approximately 176 apartment rental units in Building 1 and 177 units in Building 2. The entrances to each building will be located around a central plaza. The apartment homes will be a mix of studio, alcove, 1-, 2- and 3-bedroom apartments.

Each building will have enclosed parking, the leasing office and lobby on the first floor. The second floor will have apartment units as well as several amenity areas with a walk out to an elevated amenity deck. The amenity deck will feature a pool, spa, and grilling area. Expected amenities within each building will include:

- Leasing office and on-site management services

- Flex work space;
- Clubroom and game room;
- Entertainment suite;
- Exercise facility;
- Group exercise room;
- Outdoor pool;
- Outdoor spa;
- Grilling stations;
- Outdoor fire pits;
- Dog run;
- Pet spa;
- Heated underground parking;
- Outdoor activity areas

Parking for both multifamily buildings will be accommodated through internal parking garages that will contain approximately 353 parking stalls. There will be additional 195 surface stalls shared amongst the residents and guests for an overall parking ratio of 1.55.

### **3. REQUESTED ACTIONS**

Doran is requesting the review and approval of these land use applications to allow for the development of a 353-unit multifamily project. The following subsections will provide further information on each application. The submission includes following applications:

- Land Use Guide Plan Amendment
  - Amend to LA-5 guiding
  - Amend the maximum area in LA-5
  - Amend the location criteria in LA-5
- Rezoning to Planned Unit Development
- PUD General Plan
- Site Plan
- Preliminary Plat

#### Land Use Guide Plan Amendment

The site is currently guided as Commercial Office (CO) in the 2040 Comprehensive Plan. The CO designation allows for up to 20 units per acre for residential care facilities and senior citizen housing. To allow for the development, Doran is requesting to amend the City’s comprehensive land use guide plan to LA-5. The LA-5 designation allows up to 60 units per acre for residential uses. The proposed development has a total of 353 units, and complies within the maximum density allowed in the LA-5 designation.

The following table provides a comparison of the current LA-5 text language to the proposed changes shown in red text.

LA-5 Guidelines and Criteria		
	Current Criteria	Proposed Criteria
<b>Minimum Density:</b>	20 units per acre	20 units per acre
<b>Maximum Density:</b>	60 units per acre	60 units per acre
<b>Maximum Area:</b>	5 acres	6 acres
<b>City Utilities:</b>	required for all areas	required for all areas
<b>Corresponding Zoning Districts:</b>	RMF-5 (Multiple Family 5) Other zoning districts may be appropriate if the proposed development would meet the density criteria of 20 to 60 units per acre	RMF-5 (Multiple Family 5) Other zoning districts may be appropriate if the proposed development would meet the density criteria of 20 to 60 units per acre
<b>Types of Development:</b>	apartments nursing homes, assisted living and other senior citizen housing	apartments nursing homes, assisted living and other senior citizen housing
<b>Development Location Criteria:</b>	Abuts a principal arterial (Highway 55 or 169 or I-494) on two or more sides and abuts LA-4 on all other sides  Has reasonably direct access to arterials  Near neighborhood shopping facilities  Close proximity to jobs  Located in areas not abutting or adjacent to LA-1, LA-2, or LA-3 guided properties	Has reasonably direct access and within 1,000 feet to a principle arterial (Highway 55 or 169 or I-494) and abuts LA-4 on at least one side.  Near neighborhood shopping facilities  Close proximity to jobs  Located in areas not abutting or adjacent to LA-1, LA-2, or LA-3 guided properties
<b>Desired Facilities</b>	Trail system connecting the area to other services and facilities  Near large parks or permanent open space (city park, community playfield, special use park, school recreation facility, conservation area, etc.) or provides on-site private recreational facilities such as pools, walking paths, etc.	Trail system connecting the area to other services and facilities  Near large parks or permanent open space (city park, community playfield, special use park, school recreation facility, conservation area, etc.) or provides on-site private recreational facilities such as pools, walking paths, etc.
<b>* red indicates changes to criteria</b>		

In addition to the amendment of the City’s Comprehensive Plan to LA-5, Doran also requests that the LA-5 guiding have the text amended to increase the maximum area from five acres to six acres. The proposed development has an overall area of 5.96 acres.

The LA-5 location criteria would also need to be amended to allow LA-5 greater flexibility than areas that just abuts a principal arterial (Highway 55, 169, or I-494). Doran is proposing that the location criteria is revised from “abuts a principal arterial (Highway 55 or 169 or I-494) on two or more sides and abuts LA-4 on all other sides” to “has reasonably direct access and within 1,000 feet to a principle arterial (Highway 55 or 169 or I-494) and abuts LA-4 on at least one side.” The site fits the other criteria for LA-5 such as near neighborhood shopping facilities, close proximity to jobs, and located in areas not abutting or adjacent to LA-1, LA-2, or LA-3 guided properties. The site is also in close proximity to the Plymouth Community Center and Fernbrook Park and would connect to a trail system to these amenities.

To address the items that are required for an amendment to the Comprehensive Plan, please see the following information:

- I. Please describe the extent to which the location criteria of applicable existing or proposed land use guide plan classifications are satisfied:
  - a. The area adjacent to the property has several different uses including multifamily housing, office, and retail services. By adding a residential use next to these other uses, the proposed development would be adding to the vitality of the neighboring shopping center and employers. These conditions support the amendment of the Comprehensive Plan to allow for LA-5.
- II. If the amendment affects a particular site, describe whether or not the change is needed to allow reasonable development of the site:
  - a. By amending the Comprehensive Plan from CO to LA-5, it would allow Doran to redevelop obsolescent office space to high quality housing in the City. There is an abundance of vacant office space due to more people working from home and reducing office space requirements.
- III. Please describe 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.
  - a. There is a shortage of land in areas near retail and other office use employers to create communities with shorter transit and access to goods. There is also a shortage of housing stock available in relation to demand in Plymouth and throughout the Twin Cities metropolitan area. Redeveloping property that is underutilized is a way to spur development in areas where land is generally not available and important for the continued reinvestment within the City.
- IV. Please demonstrate the reason(s) that the comprehensive plan should be changed, including but not limited to: whether new information has become available since the comprehensive plan was adopted that supports re-examination of the plan, or that existing or proposed development offer new opportunities or constraints that were not previously considered by the plan:
  - a. Reimagining the City Center is one of Plymouth's top priorities. While the proposed project is not located in the heart of City Center, it's adjacency and density will help support the existing and future retailers. The added population will provide an economic gain in the existing tenancy and will help with the long-term vision of redevelopment of City Center.
- V. Please demonstrate that the application has merits beyond the interests of the applicant.
  - a. By amending the Comprehensive Plan expand the definition of LA-5, it allows for greater density options similar to the City's peer communities and will allow for selective redevelopment in strategic areas of the City.
- VI. Please describe possible impacts on these elements of the comprehensive plan, including:
  - a. Transportation: A traffic study is in progress with TC2 to understand impacts to the traffic and if any improvements will be needed.
  - b. Sanitary Sewer: There is an existing public sanitary sewer line that crosses the property. The public utility will be relocated and upsized to accommodate the proposed project.
  - c. Storm Sewer: There is an existing storm sewer line that crosses the property. The public utility will be relocated to accommodate the proposed development.

- d. Housing: The proposed development would add to the housing stock in the City and provide more housing opportunities for existing and future residents, especially in the Wayzata School District.
- e. Surface Water: There are no foreseen impacts on surface water. The proposed development would install underground stormwater tanks to capture water from the site.
- f. Water Supply: There are no foreseen impacts on water supply.
- g. Parks and Open Space: There are no foreseen impacts on parks and open space. The proposed development depicts a trail between the two buildings to provide better connection from the west to Fernbrook Lane. Fernbrook Lane has an existing sidewalk system that connects north to the Plymouth Community Center.
- h. Capital Improvement Program (CIP): There are no foreseen impacts on CIP.

Rezoning to Planned Unit Development, PUD General Plan, and Site Plan

The Applicant is requesting a rezoning of the property from O (Office) to a PUD. The PUD would be used to allow for more flexible zoning for development standards than under the RMF-5, including:

- Increase district area maximum
  - RMF-5 has a maximum area of five acres. The site is 5.96 acres.
- Reduced building setbacks
  - A summary of the setback requirements compared to Doran’s request is below. The buildings are setback further than required along Fernbrook and Harbor Lanes. The deviations requested from the Code is the internal north and eastern property lines to fit the master planned concept, provide adequate parking, and create a more urban community.

	Required	Proposed
<b>Building 1</b>		
Front	50'	24.9' from Fernbrook, 20.5' from Harbor
Side	25'	36.1' North Setback, average 145' from west property line
Rear	25'	36.1' North Setback
<b>Building 2</b>		
Front	50'	63.2' from Harbor
Side	25'	20' East Setback; 19.9' North Setback
Rear	25'	19.9' North Setback

- Increase in allowable Studios and Alcoves (considered efficiency per City Code) units
  - The Zoning Code only allows for 10% of the overall unit count to be efficiency units. The first building would include 4 studios and 15 alcove units and would account for 10.8% of the overall units. The second building would include 10 studios and 15 alcove units and would account for 14.1% of the overall units. The increase in alcoves over the 10% limit is needed to meet the need of the market for the development to be feasible.
- Eliminate loading space screening

- The Zoning Code requires off-street loading areas to be screened by the use of berms, fences, or walls. Doran is requesting to provide screening via landscaping in lieu of a fence.
- Reduce interior drive aisle widths
  - The City Code requires that the drive aisle width be 26 feet. All exterior drive aisle widths will be 26 feet to allow the passage of emergency vehicles. The interior drive aisles would be 22 or 24 feet to allow for more efficient internal parking.
- Reduction in parking requirements
  - The Zoning Code requires 1.8 parking stalls per unit, of which 1 must be enclosed. Doran would meet the 1 enclosed stall with 176 enclosed stalls in Building 1 and 177 stalls in Building 2. Doran is requesting a reduction in the overall parking ratio. There would be an additional 195 surface stalls for an overall parking ratio of 1.55.
- Allow tandem stalls in parking count
  - Tandem parking stalls are provided where there is more depth, but the building cannot add another drive aisle or has an impediment from accessing the adjacent drive aisle. Another Doran project in Plymouth, Wren on the Creek, has 18 tandem stalls. It also provides a more economical option for residents with two cars. A Doran project in Minnetonka charges \$100 for a parking stall and \$125 for an additional stall, or \$225 for two stalls. While a tandem stall is charged at \$175 for two stalls.
  - We count each stall as one stall, or two stalls in the tandem scenario, so we interpret that we would meet the one enclosed stall per unit ordinance. Building 1 would have 34 tandem stalls and Building 2 would have 40 tandem stalls. If staff is counting the tandem stall as one stall instead of two, Building 1 would have 159 stalls (0.90 stalls/unit) and Building 2 would have 157 stalls (0.89 stalls/unit). The tandem stall count would not be detrimental to the building. Other Doran properties typically require tenants to lease an enclosed parking space due to limited alternative parking options like outdoor surface parking. With more surface parking available at the Fernbrook/Harbor development, we see this as a way to keep rents more affordable by providing a more economical parking option.
- Reduce Parking Stall Size
  - In order to maximize parking, the development is also utilizing compact stalls and tandem stalls where able. The City Code requires parking stall sizes of 9 feet by 19 feet. Doran is requesting a reduction in some parking stall size to 8x16, 8x18, and 9x16 for compact stalls. The compact stalls allow for the development to add additional parking within the garage at some locations that are not as deep due to trying to minimize the overall footprint of the building. Building 1 would have 87 compact stalls and Building 2 would have 97 compact stalls.
- Increase in allowable percentage of compact parking stalls
  - The Zoning Code limits the number of compact parking stalls to 20%. Overall, there would be 170 compact stalls out of 548 parking stalls (interior and exterior), or 31%. The increase in compact stalls over the 20% limit is needed to create enough parking stalls to meet the market at 1.55 stall/unit ratio. The automobile market offers a wide variety of vehicles

and compact stalls is a reflection of the varying vehicle sizes. In addition, residents will reserve a stall based on their vehicle type.

- Reduction of the number of new trees within the RMF-5 district
  - The City Code requires 0.75 new overstory trees per dwelling unit in RMF-5, which would equal 265 trees. The proposed development has 259 trees or equivalent.
  - Doran will pay a tree restitution based on the tree preservation plan and the park dedication fees prior to recording the final plat.
  
- I. Please describe how the proposal is consistent with the specific policies and provisions of the Plymouth Comprehensive Plan, including the public facilities and capital improvement plans.
  - Doran is requesting a Comprehensive Plan Amendment from CO to LA-5. The underlying zoning would be based on RMF-5. However, since the proposed development includes two phases, Doran is requesting to rezone to PUD to create a cohesive design that operates like a master planned community.
  
- II. Describe how the rezoning meets the purpose and intent of the zoning ordinance
  - Since the development includes two phases, the PUD would allow for variations to the strict application of the land use regulations in order to improve site design and operation, while at the same time incorporating design elements that exceed the City's standards.
  
- III. Is there adequate infrastructure available to serve the proposed action
  - There is adequate infrastructure available to serve the proposed development. The sanitary and storm sewer line will be replaced since it is being relocated and increased in size to accommodate the proposed development.
  
- IV. Is there an adequate buffer or transition between potentially incompatible districts
  - Harbor and Fernbrook Lanes provide a buffer between the residential uses and office and retail uses to the south and east. There is also a tree line buffer between the Fernbrook Office Condos.

The proposed project would meet the new City PUD public benefit requirement. In order to be granted a PUD, the project must receive at least 15 points. Below are the categories and associated scoring that the project would meet to surpass the 15 point minimum.



<b>PUD Matrix</b>			
<b>Amenity</b>	<b>Points</b>	<b>Standards</b>	<b>Comments</b>
<b>Dedicated Bike Storage</b>	5	provide secure, indoor bike storage for residents	Each building will have an indoor dedicated bike storage room.
<b>EV Chargers</b>	2	provide onsite EV chargers for 5% of parking demand	Each building will have EV charging capacity for 10% of the indoor parking stalls.
<b>Solar Ready</b>	1	provide space and adequate construction for future solar across all unprogrammed rooftop space	The buildings will be solar ready with conduits up to the roof for solar panels. The roof will also be structurally engineered to support the weight of future solar panels.
<b>Rooftop Space</b>	1	provide a rooftop amenity space for residents	Each building will have an extensive elevated amenity deck with a pool, spa, grilling areas, and outdoor activity areas.
<b>Public Art Feature</b>	5	provision of art that shall strive to promote quality design, enhance a sense of place, contribute to a sense of vitality, show value for artists and artistic processes, and use resources wisely. The art shall be maintained in good order for the life of the principal structure. The art shall be located where it is highly visible to the public. The art shall be valued at not less than one-fourth of one percent of the capital costs of the principal structure	The design allocates space for five art installations adjacent to the main entrances to be completed by commissioned artist(s). Doran has completed similar art installations on previous multifamily developments (see images of examples).
<b>Public Water Feature</b>	3	A water feature, including but not limited to, a reflecting pond, a children's play feature, or a fountain shall be located where it is highly visible and useable by the public.	A water feature is being proposed in the plaza area on the eastern side of the Phase II entrance.
<b>Architecture and Aesthetics</b>	3	design approved by Planning Commission with high quality architecture, stone or brick, 4-sided architecture, and limited number of materials to promote timeless instead of trendy design.	The buildings' exteriors are made entirely of high quality and high resilience materials, including glass, metal, masonry, and cement fiber products.
<b>Enhanced Landscaping</b>	3	a landscaping plan prepared by a licensed landscape architect that provides exceptional design with a variety of pollinators and native trees, shrubs, and plant types that provide seasonal interest and that exceed minimum City standards.	Enhanced landscaping in the plaza area was designed by landscape planner, Sambatak. The plaza includes numerous raised planter beds with a variety of plantings. Also, trees will be planted in along Harbor Lane to create a boulevard feel.
<b>Total</b>	<b>23</b>		meets the 15 point requirement for PUDs

Preliminary Plat

The Planned Unit Development consists of four separate parcels. Due to the building layout and required on-site stormwater, the property boundaries will be modified to create two separate parcels for the two multifamily buildings.

**4. ARCHITECTURAL DESIGN**

The architectural style of the project is influenced by a combination of the more traditional look of the nearby residential projects and the more modern civic building such as the Ice Arena and Plymouth Community Center. The traditional architectural detailing with a bold modern approach to materials creates an aesthetic that blends the architectural styles in Plymouth.

Above the first story will be five stories of wood frame construction that contain housing and amenity spaces. The apartment homes will be a mix of studio, alcoves, 1, 2, & 3-bedroom apartments with active gathering spaces for residents and guests on the first and second levels of the building. Each apartment building will include a leasing office, on-site management services, flex workspace, club room, game room, entertainment suite, exercise facility, group exercise room, outdoor grilling area, car wash down, pet spa, dog run, and heated enclosed parking. In addition, the level two amenity decks will contain an outdoor pool and spa area, group seating areas, activity areas, and trellised grilling areas to offer residents convenient, extensive, and highly programmed outdoor amenity spaces.

At the nexus of the two apartment buildings, an outdoor plaza space acts as an active gateway for residents to access the sidewalk system within the master planned development. The new City Community Center and City Center are a short trip to the north and retail and commercial uses a short walk to the South and East. The proposed sidewalk within the development provides an East to West connection across the property to the main North to South sidewalk system along Fernbrook Lane North. This East to West connection has numerous plantings, gathering spaces, and five large art murals to be completed by commissioned artists for a premium pedestrian experience.

The architecture and site design work together to create a contemporary garden aesthetic, using significant plantings, upper story trees and planters, garden trellis, and expansive outdoor turf areas. The significant trees and plantings at-grade move up to the amenity deck level with select roof edges becoming planter boxes and large trees in coffers. The architectural exterior design takes inspiration from the garden aesthetic with an earthen base to anchor the building to grade, upper black frame accents with profiles like the planter boxes, and a board and batten texture with lines like the rooftop trellis structures to create a relaxing and nature infused feel on an expansive and programmed outdoor amenity deck. The building exteriors are made entirely of high quality and high resilience materials, including glass, metal, masonry, and cement fiber products.

The development qualifies as a highly sustainable site, due to its high density, proximity to mass transit, jobs, and its close walkable distance to basic goods and services. The buildings' sustainable design features include increased building performance through the Xcel Energy Design Assistance program, enhanced stormwater management, electric car charging locations, occupancy sensor lighting controls, individual programmable thermostats, high quality energy efficient windows, and Energy Star appliances.

## **5. UTILITIES**

### ***Public***

- Sanitary Sewer: An existing sanitary sewer main crosses the site. It will need to be relocated and increased in size to accommodate the proposed development. Doran will apply for a sanitary sewer extension permit from the MPCA and MCES in conjunction with submission of the final plat application.

- Storm Sewer: An existing storm sewer crosses the site. It will need to be relocated to accommodate the proposed development.
- Watermain: The water pressure at the site is 62psi. A domestic water booster will be needed. A new water loop will be added to add a hydrant near the front entrances. Doran will apply for a watermain extension permit from MDH in conjunction with submission of the final plat application.
- Easements: The Applicant will vacate and dedicate the necessary easements for public utilities via easement documents. There will also be an easement document between Lots 1 and 2 for shared access, parking, utilities, and maintenance costs.

**Private**

The private utilities for the proposed development are:

Electricity	Xcel Energy
Natural Gas	CenterPoint Energy
Telephone/Internet	Centurylink Communications
Cable TV/Internet	Comcast

**6. SITE ACCESS AND PARKING**

The site will have two main accesses along Harbor Lane. Parking for the new multifamily buildings will be handled through internal parking garages that will contain 353 parking stalls and 195 surface stalls. This would meet the Code requirement of 1 enclosed stall per unit. Code requires 635 parking spaces for the two apartments. Our experience through our portfolio is that the actual need is 1 parking stall per bedroom. The project calls for 456 bedrooms, which would equate to 1.20 stalls per bedroom. Between the enclosed parking and the surface parking, the development should be appropriately served.

Construction sequencing would begin with Building 1. After Building 1 is complete, the parking required per Code would be 317 stalls for Building 1. The two existing office buildings require one stall per 250 square feet of floor area, or 240 stalls. The Zoning Code allows for a ten percent reduction of the number of off-street parking spaces in the case of shared parking areas or a total of 501 stalls. Doran would stripe an additional 49 stalls to the east of the northern most office building to provide more parking. Based on the proposed design after Building 1 is completed, the parking count would be approximately 78 stalls short of the Code. However, it can be argued that the reduction of shared parking should be increased to 25% due to the heavily decreased office parking demand at night and an approximate current 25% vacancy rate. The vacancy rate will continue to increase as leases expire to prepare to start Phase II. Based on a 25% reduction for shared parking, the proposed development would meet the parking requirements.

	Required	10% Reduction	Proposed	Difference
Building 1	317	285	251	34
Office 1 & 2	240	216	172	44
<b>Total</b>	<b>557</b>	<b>501</b>	<b>423</b>	<b>78</b>
	Required	25% Reduction	Proposed	Difference
Building 1	317	237	251	-14
Office 1 & 2	240	180	172	8
<b>Total</b>	<b>557</b>	<b>417</b>	<b>423</b>	<b>-6</b>

**7. TIMELINE**

Building 1 is anticipated to start construction in November 2024, starting with abatement and demolition. Construction is anticipated to be about 18 months, with an estimated completion date in May 2026. The surface parking area constructed with Building 1 will tie into the existing drive lanes and parking for the two office buildings that will be remaining. The front entrance/plaza of Building 1 has also been carefully designed to provide a finished look while also being able to seamlessly transition to a larger plaza when Building 2 is constructed. A different concrete pattern using different color will separate the plaza to avoid any differences in concrete appearance over time.

The existing storm and sanitary line that runs across the site will be upsized to meet the recommendations of the sanitary and storm studies. However, only a portion of the lines will be replaced with Building 1 construction and the eastern half of the lines will be relocated with Building 2.

In doing similar multi-phased developments, we experienced that once development starts, it creates opportunities with existing tenants to relocate or relinquish leases to help expediate the next phases of redevelopment. The 3030 and 3140 office buildings have current leases that extend through 2027 and we anticipate starting Building 2 in 2027.

**8. CONCLUSION**

While the proposal for Fernbrook and Harbor Lane has some deviations from the current Code, Doran argues that it is an appropriate land use for the site, provides much needed housing in the area, will support the local retailers, and a catalyst for more redevelopment in the area. The revision to the Comprehensive Plan would have a greater benefit to the City that they can use to strategically focus on more redevelopment sites within the community.