Project 100
PUD Concept Stage Plan, Rezoning and Final Plat

Applicant: Ryan Companies US, Inc.
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Requested Action: PUD Concept Stage Plan, Rezoning and Final Plat for the purpose of developing the 100.63 acre site as a mixed-use development.

Location: PID # 08-119-22-11-0001 and PID # 08-119-22-13-0001.

Zoning: RA, Single Family Agricultural

Adjacent Land Use and Zoning:
North: RA, Single Family Agricultural
East: PUD, Planned Unit Development
South: PUD, Planned Unit Development
West: RA, Single Family Agricultural

Application Received: December 17, 2019
60 Day Review Deadline: February 15, 2020

STAFF COMMENTS:

General Comments:
The applicant is requesting Planned Unit Development Concept Stage Plan, Rezoning and Final Plat approval for the purpose of developing the approximately 100 acres west of Maple Grove Hospital and The Grove development, into a mixed-use development.

The proposed land uses are office, medical/health care, medical office, apartments and senior apartments. The property is guided Mixed-Use Development in the Comprehensive Plan and has both a Conservancy Park and Playlot identified.

The proposal contemplates extending and connecting the two ends of Grove Circle North that almost extend to this site on the east and south sides.

The development proposal is one of the largest in Maple Grove history.
Existing Conditions:
The existing site consists of primarily rolling farm land. On the western side of the site, an unnamed DNR Protected waterway (a creek) travels through the site. The creek corridor has a Shoreland Overlay District along it. A wetland in the middle of the site drains into this creek, another wetland at the southwestern corner also drains into the creek. There are additional scattered wetland areas along the creek corridor. The wetlands are covered by the Wetland Systems Overlay District. On the west side of the creek, adjacent to Interstate 94, there is a wooded area which has a Tree Preservation Overlay District (T-zone) on it.

The site is bordered by The Grove and The Grove South developments on the east and south. Interstate 94 forms the western boundary and Highway 610 forms the northern boundary.

Alternative Urban Area Review:
The site is being reviewed as part of an Alternative Urban Area Review (AUAR) which is an extensive environmental review document that looks at all potential impacts of a development proposal of this size. AUAR’s look at the maximum development potential of a site and prescribe a mitigation plan to deal with the impacts. The AUAR was sent to many other governmental agencies for review and there were no major concerns raised.

The AUAR for this site contemplated a development scenario slightly larger than the current Concept Plan so this Concept Plan is consistent with the AUAR.

The primary impacts that the AUAR identified were traffic impacts and the potential need to add traffic lanes at key intersections or adjust intersections to accommodate increased automobile traffic.

Another potential impact that the AUAR identified was the impact to the area in the T-zone which will be elaborated on further below.

AUAR’s are not reviewed by the Planning Commission but will go before the City Council at the February 3rd, 2020 meeting.

Proposed Concept Plan:
The applicant has described the plan as the Minnesota Health Village with the existing and potential expansion of the Maple Grove Hospital as the anchor to the development. The plan shows a variety of uses with a strong urban design component near the northern-most roundabout.
Land Uses:
As noted above, the site is proposed to have office, medical/health care, medical office, apartments and senior apartments as uses with the potential for smaller scale retail and restaurant uses as part of any office, medical office, or medical buildings as acceptable mix of uses. In addition, hotels may replace some of the potential uses. This will be elaborated on further below.

The proposed square footage and number of units for the various uses is as follows:

<table>
<thead>
<tr>
<th>Use</th>
<th>S.F. or Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>458,000</td>
</tr>
<tr>
<td>Medical/Health Care</td>
<td>339,350</td>
</tr>
<tr>
<td>Medical Office</td>
<td>302,400</td>
</tr>
<tr>
<td>Apartment</td>
<td>400</td>
</tr>
<tr>
<td>Senior Apartment</td>
<td>150</td>
</tr>
</tbody>
</table>

Sub-Area Breakdown:
Staff has identified five sub-areas in the proposal and will describe each of these below:

Hospital Expansion Area:
The area west of the hospital and east of the Grove Circle North extension is intended to be used as a future expansion area for Maple Grove Hospital. This could entail direct expansions of the hospital itself (such as the 6-story Medical building shown adjacent to the existing hospital) or supportive uses that may or may not be directly connected to the hospital (such as the 3-story medical office buildings.)

The Concept Plan shows 5 separate buildings in this area but this may change with time.

The proposal shows a large parking field with the potential for a parking ramp in the northeastern portion of this sub-area. The parking lot is proposed to be constructed in the Phase 1 improvements (more on this below).

The proposal also shows a green that would be framed by the existing hospital and two potential expansions.

Staff notes that we would support additional uses in this area such as small scale retail and restaurants integrated into the office or medical buildings or alternative uses such as hotels or educational facilities. Any such alternative uses would require a sewer capacity analysis as the sewer outfall to the south (where some of this area would drain) has limited capacity.
We note that due to the likely extended timeframe of any future expansions of the hospital into this space, the arrangement of buildings and parking is likely to change with time. Staff does recommend that the arrangement of buildings near the northern roundabout stay as shown to create the strong urban design element shown with this proposal.

Staff would support alternative arrangement of buildings near the southern roundabout that would pull more buildings in that direction to frame the street and continue the strong urban design elements shown further north.

Lastly, the parking lot adjacent to the potential parking ramp would need to be adjusted if a ramp was built in this location.

610 Office Area:
The area along Highway 610 is shown with four office buildings and their respective parking fields and stormwater management areas. The tallest and largest building is proposed near the interchange of Interstate 94 and Highway 610.

Staff notes that we would support additional uses in this area such as small scale retail and restaurants integrated into the office buildings or alternative uses such as hotels. Sewer capacity should be reviewed with any alternative proposal but staff doesn’t have as much concern here as the outfall (near Home Depot) has more capacity than the line to the south.

We note that some change is likely with the arrangement of buildings but we do recommend that the arrangement of the buildings near the northern roundabout stay as shown to create the strong urban design element shown with this proposal.

Cross access and parking agreements will likely be required with future development in this area.

We note that cross access agreements may be necessary with any subsequent development proposals.

Residential Area:
The center of the site is shown with high density residential uses, both standard apartments and senior apartments. The uses are shown surrounding an existing wetland on the site.

The senior apartments are shown in a fairly standard arrangement with surface parking on three sides, garage parking and courtyard/open areas adjacent to the open space around the wetland complex.
The apartment at the southwest corner of the northern roundabout is shown with a building wrapping around a large central courtyard (shown as over an acre in size) and both surface and garage parking. Staff recommends that this building have units near ground level near the street in lieu of a first level parking podium. See the memorandum from Community and Economic Development for an example.

The proposal shows the southern two buildings with a connecting bridge between them and a surface parking area on the western side over a garage parking area.

The three apartment buildings shown have a very strong urban design quality and staff recommends that any subsequent development stage plans for these uses keep this strong urban design quality.

The applicant has stated that these buildings would have common ownership so that the large courtyard area shown on the northern building would be available to residents in the southern buildings.

We note the proposed density of the standard apartments is 25 units per acre, higher than the 22 unit per acre limit in the Comprehensive Plan. The Comprehensive Plan does allow higher densities at the City’s discretion. This will be discussed in more detail later in the report.

We note that any subsequent development stage plan approvals may include additional fire access or other measures to ensure appropriate fire access.

Staff recommends the following additional guidelines (also incorporated into the memo from Community and Economic Development dated January 23, 2020):

1. The public recreational amenities must meet the requirements of the Park Board including the dedication of land for park purposes.
2. The private amenities must meet the requirements of the City Council.
3. Any public component (playlot and trail system) shall be provided for with the first development stage plan of any residential use in this area as deemed necessary by the Park Board.
4. The urban design components shall be maintained (buildings facing streets and street frontage items identified in the memo.)
5. The private amenities in the large courtyard on Lot 6, Block 2 (or equivalent in any subsequent development stage plan) shall be available to apartment dwellers in the southern buildings (Lot 7, Block 2.)
Playlot & Recreational Facilities:
The applicant is proposing a mix of public and private recreational facilities as part of this project. There is a general area where a public playlot is proposed which would accommodate a playground, basketball court and pickle-ball court. Staff has added this location to the Concept Plan Site Plan and Rendering based on conversations with the applicant. The specifics on what would be developed in this space would be designed based on the needs of future residents.

There is also a public trail component which would allow walking, running, and biking through the site and around the wetland area. Parks and Recreation staff has also suggested that the trails in the residential area, along with the playlot should be dedicated as public park land. Staff will have further discussions with the applicant on this issue regarding the specific mechanism for this land to become public.

The private amenities are not definitively defined at this time but the proposal shows multiple locations with outdoor courtyards at the senior building and the northern apartment building as well as private plaza areas throughout the site. The courtyard shown at the northern building is over 46,000 s.f. in size. For reference, the large courtyard at the Reserve Arbor Lakes is approximately 26,000 s.f. in size. The applicant is proposing a variety of amenities in this area including a pool, fire pit, grilling stations and other outdoor features. They are also showing the potential for indoor features where fitness centers, tasting rooms, lounges, etc. may be built. The specifics of these will come through with any subsequent development stage.

Based on the combination of public and private amenities shown, staff is comfortable with the Concept Plan regarding recreational uses for future residents. We note that subsequent development stage plans are subject to the review and approval of the Park Board and City Council with regard to these features.

T-Zone Office Area & Conservancy Park:
On the west side of the site, across the creek and amidst the forest, the applicant is proposing a two-story, 40,000 s.f. office building with associated parking and stormwater management areas. Vehicular access is gained from a single point off of the southern roundabout on Grove Circle North.

This single access point limits emergency services and staff recommends that residential and hotel uses would be prohibited accordingly. In addition, the site has sanitary sewer limitations that would likely prohibit residential or hotel uses and there would be significant noise issues with any residential on the site.

This area has both at T-zone and is shown as the location of a Conservancy Park in the
Comprehensive Plan.

The Conservancy Park concept has been in the Comprehensive Plan since 1994 with the intent of preserving three wooded “gateways” along Interstate 94. We note that this is the first development proposal on a Conservancy site along Interstate 94.

Staff’s interpretation of this is that the applicant is not required to preserve all of the trees in this area unless it were to be dedicated as park land. We do feel that, in line with the discussion on development of the T-zone area above, a contiguous area of tree preservation should be achieved.

As shown on the Concept Plan, the applicant has more scattered tree preservation with a small area on the northern end of the development site, a line of trees along the creek corridor (in keeping with the Shoreland District regulations) and then two areas on the southern end of site that are separated by a stormwater pond.

The access drive into the site is unavoidable (which will bisect any tree preservation areas) but we feel that the preservation on the southern end could be more contiguous if the applicant adjusted the site plan and stormwater pond.

The applicant has submitted a conceptual tree removal plan based on their concept which shows 65.9% removal (taking out trees rated “poor”). Staff recommends that this be limited further, to 60% removal, as part of the concessions to allow higher densities in the residential portion of the project and to be consistent with the Conservancy Park concept. Staff notes that the applicant has expressed concern about this potential limitation.

At this time, there is no development stage plan for this portion of the property and the actual tree removal, preservation and replacement will occur with an actual development stage plan.

This site has both sanitary sewer system limitations, freeway noise issues, and emergency services limitations (due to the single access point.) Because of this, and to limit tree removal with uses that have higher parking needs, staff recommends that the only use allowed for this site shall be office with a footprint no greater than 20,000 square feet and no more than two-stories in height. Staff notes that the applicant has expressed concern with this condition.

Staff recommends that the following guidelines be used when this site is developed:
1. Prioritize younger trees that have a longer life span.
2. Prioritize trees that live longer such as oaks over trees with shorter life spans.
3. Development should be organized to create contiguous areas of tree preservation, wetland and shoreland areas.
4. Ponding should be located to minimize tree removal, accounting for actual pond location and the necessary grading for stormwater to get to the pond.
5. Parking should be minimized to limit tree removal and necessary pond size.
6. Tree removal shall be limited to 60% of the inches.
7. Office uses shall be the only allowed use with a footprint no greater than 20,000 s.f. and no more than two-stories in height.

Medical Office Building (Lot 8):
The final sub-area consists of a single building, shown on the plans as a 40,000 s.f. medical office building. This site also has sanitary sewer capacity limitations but staff could support alternative uses such as retail and restaurants as part of a mixed use building. Staff is also open to allowing hotels in this area so long as a sewer capacity analysis shows there is available capacity for this site and the others proposed to use the southerly outfall.

Transportation:
The proposed concept plan shows key connections for both streets and bicycle/pedestrian trails.

Automobile/Vehicular:
Automotive access is provided through the connection of Grove Circle North from where those roads currently end (just south and just east of the subject property.) The junction of these roads is shown as a roundabout and an additional roundabout is shown near the southern end of the property. An extension west from the northern roundabout would provide additional access to development sites. Private access drives are proposed to extend off of this public street system providing access into and through the various sites.

Bicycle/Pedestrian:
The bicycle and pedestrian system consists of public off-road bike trails, public sidewalks, and private walking paths through the site.

A public bike trail is shown generally on the western portion of the site which would connect with a proposed bridge over Interstate 94, adjacent to Highway 610. This trail would traverse through the more natural areas of the site and ultimately connect with a trail along Maple Grove Parkway. This will be a key link across Interstate 94 that will connect the Medicine Lake Regional Trail (a Three River’s Park District trail) and trail systems further to the west.

In addition, a bike trail is proposed along Grove Circle North (both the N/S and E/W portions.) Sidewalks along the street system are also provided on the side opposite the bike trail. The
private drive system also has sidewalks shown which will connect the various uses to the public sidewalk system along the street.

Lastly, there are additional trails near the residential area that would allow easy pedestrian access near the natural areas of the site.

Transit:
There are no current transit plans for this area but we note the close proximity to the Parkway Transit Station along Maple Grove Parkway. Future considerations could include circulator vehicles to provide access to this transit station and the other uses in The Grove area.

Miscellaneous:
Residential Density:
The Comprehensive Plan limits residential density to 22 units per acre for standard apartments and up to 43 units per acre for qualifying senior apartments. The plan also states that the densities may go higher with density bonuses.

The applicant is proposing approximately 25.7 units per acre for the standard apartment area and 33.7 for the senior apartments.

The senior apartments are consistent with the comprehensive plan density limits but the standard apartments are over the density limit prescribed.

The applicant is requesting a density bonus for providing enhanced amenities with the residential projects and for meeting the urban design goals that the city has for the site.

A key question is if these items are adequate to warrant an increased density for the site.

Regarding the enhanced amenities proposed, we would note that the courtyard shown on Lot 6, Block 2 is over 46,000 s.f. in size, about 20,000 s.f. larger than the large courtyard at the Reserve Arbor Lakes (Doran). Staff has requested that the applicant elaborate on the potential amenity package further and we expect an updated narrative in this regard.

Regarding the urban design of the project, staff agrees that the applicant has proposed a project with very good design components that will create a very unique place, unlike any other in the city. There are a number of interesting elements, such as plazas, greens, and natural areas that contribute to the overall feel and set this development apart from the typical development proposal.
If there is a site outside of the Gravel Mining Area in the city that would warrant additional density provisions, this would make the most sense based on the nearby uses and overall intensity of use in this area.

Staff has also included additional recommendations regarding the increase density provision including limiting the amount of tree removal in the T-zone to 60% (enhancing the visual appeal of the area as well as limiting road noise from the freeway.) We also recommend that the landscaping in this area be enhanced above standard code requirements.

We do note that the form of the building (approximately 4-stories) and amount of units are not radically different than other apartment proposals that may be technically less dense.

Utilities:
Generally the utilities for the site are fairly straightforward but we do note that sanitary sewer capacity is somewhat limited, especially on the south end of the site (as referenced above with the sub-area discussions.) Any proposals that are different than the proposed concept plan will need to provide a sewer capacity analysis and this is especially critical on the southern end of the project. This may limit the amount of uses for some of the sites.

Interstate 94 Sign:
There is an existing sign along Interstate 94 that was constructed as part of The Grove development (also developed by Ryan Companies). The sign and land is now owned by the City of Maple Grove and but there is no access easements to this property. Staff is requesting that Ryan Companies provide an access and easement to this sign property.

Shoreland District:
There is a 300 foot wide Shoreland District on either side of the creek corridor. The shoreland district restricts intensive vegetative removal in the 37.5-foot shoreland impact zone and has a 75-foot setback for parking and building areas.

As shown on the applicant’s concept plan, they meet these standards with the exception of the creek crossing to access the office building in the T-zone area. The code does allow private drive accesses if there is no other location for them and the applicant has designed the access to minimize the impacts. Staff finds they are in conformance with the Shoreland District.

Phase 1 Improvements:
As part of the proposed Concept Plan, the applicant has submitted what they are calling the Phase 1 improvements. These would be done to prepare the site for future formal development stage plans.
Grove Circle North Connection:
The primary Phase 1 improvement is the extension and connection of Grove Circle North. The existing street would extend west and north and include the two proposed roundabouts. This also includes one of the large stormwater ponds to treat run-off from this street. The western extension shown on the Concept Plan would occur with future development. This street project will be a public improvement.

Hospital Parking Lot Expansion:
Also part of the Phase 1 improvements is a parking lot and the green to help accommodate a future hospital expansion. The existing parking lot at the hospital is expected to be impacted by a future expansion of the hospital and construction activities and so the applicant is proposing to construct the parking lot expansion in advance so that future expansion can happen more smoothly.

Final Plat:
The final plat will dedicate the Grove Circle North right-of-way, create a single lot for the Hospital Expansion area, create an outlot for future development (Outlot A) create two outlots for a stormponds (Outlot B & C), and create an outlot for a remnant parcel on the west side (which is not part of this Concept Plan (Outlot D)).

Summary & Main Issues:
Overall staff finds the proposal to be a major and significant development project on par with anything the city has ever seen. It provides expansion potential for the Maple Grove Hospital, a major community asset; office and medical office space for employment growth in this area; and a residential component that has the potential for significant amenities meeting future residential needs. All of this is packaged in a unique manner, with a unifying theme of a Health Village, and strong urban design that will set it apart from other developments. Staff does note that this is a Concept Plan and the final arrangement of uses will likely change with time.

Some specific notes:
- The proposed Concept Plan generally meets the Mixed-Use Category guidelines in our Comprehensive Plan with the exceptions noted.
- Staff has no major issues with 610 Office sub-area.
- With the Hospital Expansion Sub-Area, staff has no major issues but would support an alternative arrangement of the buildings near the southern roundabout that would pull more buildings in that direction to frame the street and continue the strong urban design elements shown further north.
Staff has no major issues with the Medical Office Building on Lot 8, Block 2.

For the residential area and playlot/trail component, staff can support the proposal with the various conditions listed in the memo from Community and Economic Development dated January 23, 2020.

With regard to increased residential density, this is ultimately a policy decision and is at the discretion of the City Council. Staff welcomes the Planning Commission’s feedback on this item but we feel that overall, the site would be appropriate for higher densities, the overall design is very unique, and the applicant is showing a number of areas where enhanced amenities could occur in the residential area. All of these could justify the higher densities proposed.

For the T-zone Office Area: Staff has a number of recommendations including limiting the removal to 60% of the inches (excluding “poor” quality trees), as well as limiting the potential use and size due to emergency access, sewer capacity, noise issues and limiting tree removal.

For the 610 Office, Hospital Expansion and Medical Office Building (Lot 8) subareas, staff is open to other uses so long as there is sewer capacity available.

We note that additional conditions are included in the staff memorandums.

We note that the applicant has concerns with some of the proposed conditions and would like to discuss those with the Planning Commission.
STAFF RECOMMENDATION:

Motion to recommend that the City Council direct the City Attorney to draft an Ordinance rezoning property from R-A, Single-Family Agricultural to PUD, Planned Unit Development, subject to the approval of the Final Plat.

Motion to recommend that the City Council direct the City Attorney to draft a Resolution approving the Project 100 PUD Concept Stage Plan, Rezoning and Final Plat, subject to:

1. The applicant addressing to the satisfaction of the City any remaining applicable comments contained in the memorandums from:
   a. The Community & Economic Development Department dated January 23, 2020
   b. The Transportation Operations Engineer dated January 22, 2020
   c. The Fire Department dated December 30, 2019
   d. MnDOT dated January 10, 2020
   e. The Water Resources Engineer, dated December 26, 2019
   f. The Parks & Recreation Department, dated January 17, 2020

The applicant shall acknowledge that Park Dedication requirements are based on staff review and recommendation to the Park and Recreation Board and their subsequent Board Action. Board meetings are held on the third Thursday of each month.

ATTACHMENTS:

Attachment A: Narrative
Attachment B: Location Map
Attachment C: Concept Stage Plan Maps
Attachment D: Concept Package Renderings
Attachment E: Phase 1 Improvements
Attachment F: Preliminary and Final Plat
Attachment G: Memorandums
Attachment H: Letter from North Memorial Hospital