

## City of Maple Plain

### Request for Rezoning, Site Plan Review, Rezoning from MU-D to MU-D Planned Unit Development (PUD) and Preliminary and Final Plat to Allow the Construction of a New Multi-Family Residential Building to be Located on the Properties Generally at the Intersection of Main St. and Maple Ave.

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*To:* City Council  
*From:* Mark Kaltsas, City Planner  
*Meeting Date:* February 23, 2026  
*Applicant:* Matt Alexander  
*Owner:* Maple & Main, LLC  
*Location:* Maple Ave. and Main St. (City Owned Properties)

#### **Request:**

Matt Alexander and North Shore Development (Applicant) request that the City consider the following actions for the properties located at 5249 U S Hwy No 12, 5230 Main St E, 5220 Main St E, 5209 U S Hwy No 12 and 1620 Maple Ave, (PID No.s 2411824340069, 2411824340028, 2411824340070, 2411824340031 and 2411824340033):

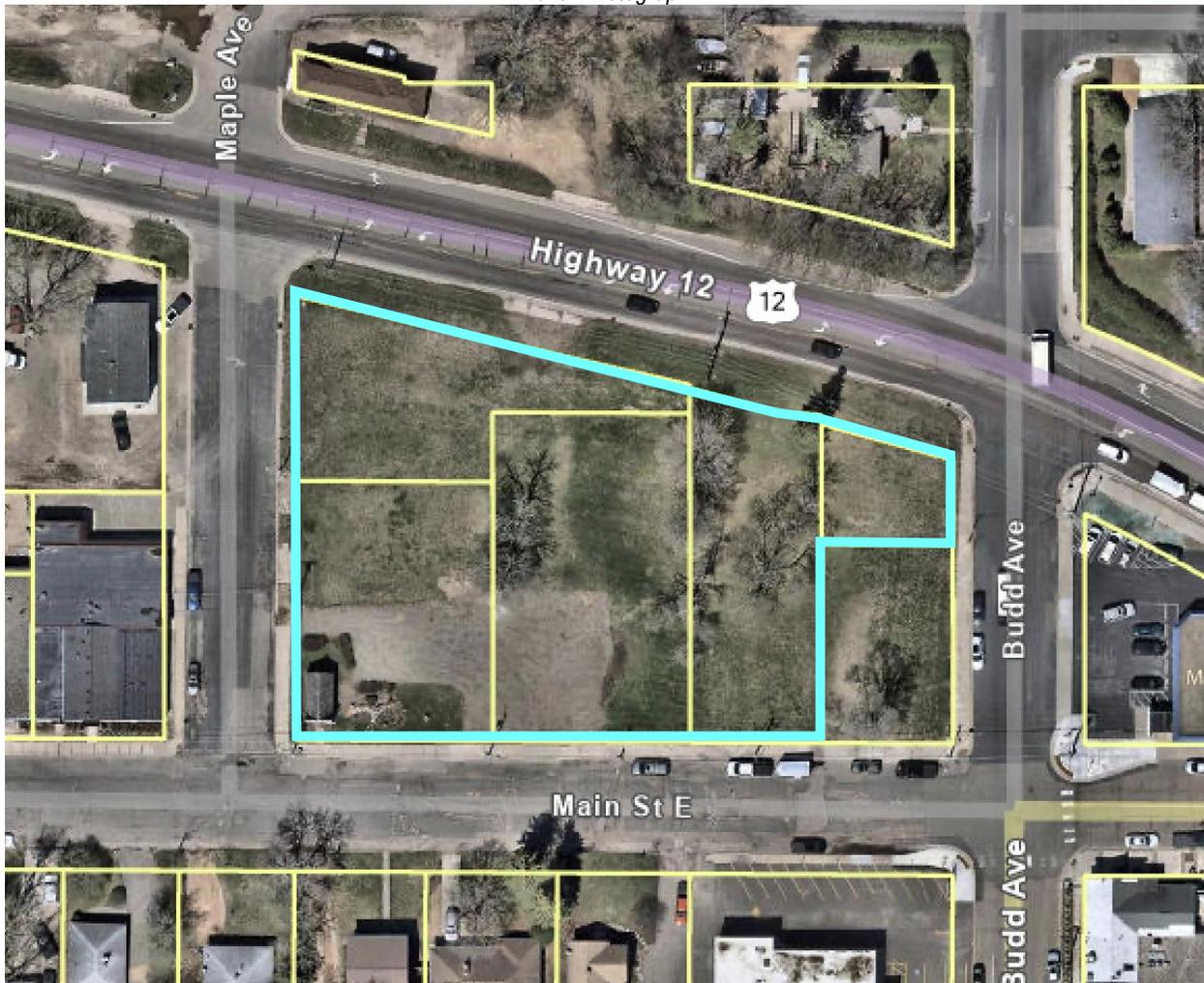
- a. Rezoning from MU-D to MU-D Planned Unit Development (PUD), Planned Unit Development (PUD) and Site plan review to consider the redevelopment of the property into a new multi-family market rate apartment building and associated site improvements.
- b. Preliminary and Final Plat approval to allow the five (5) properties to be replatted which will combine the properties into a new single property.

#### **Property/Site Information:**

The property is located along the south north of State Highway 12 between CSAH 29 and Howard Ave. and just south of Gateway Blvd. The subject property is located within the Mixed Use – Gateway District. This property was established as an Outlot at the time that Cassia developed their building and site improvements. property has the following characteristics:

Property Information:  
Zoning: *Mixed Use – Downtown (MU-D)*  
Comprehensive Plan: *Mixed-Use*  
Acreage: *±1.25 Acres*

Aerial Photograph



**Discussion:**

The city has been working on the redevelopment of the subject properties for nearly 20 years. The city historically owned several of the properties and worked to acquire and ultimately assemble all of the subject properties into a single parcel for the purpose of redevelopment. The developer has been working with the city for the past year on the redevelopment of the subject properties into a market rate 95-unit multi-family residential apartment building.

In addition to working with the developer for this project, the city has initiated and is in the process of preparing plans and specifications for the reconstruction of streets and utilities in this section of downtown (see initial plans attached). The city has coordinated some aspects of the redevelopment with the developer including:

- Regional stormwater management
- Burying overhead utilities
- Street and sidewalk preferred sections

- On-street parking spaces
- Streetscape
- Street lighting

It is anticipated that the city will be constructing the proposed parking spaces and a portion of the proposed sidewalks and utilities needed to support this development.

## PROJECT OVERVIEW

The applicant proposes construction of a four-story, 95-unit multifamily residential building designed to align with the intent and character of the Maple Plain Downtown Design Guidelines. The development includes structured parking, resident amenities, and enhanced pedestrian-oriented streetscape features. Due to unique site constraints and desired design outcomes, the applicant is requesting approval of a Planned Unit Development (PUD) to allow flexibility in use, height, setbacks, density, and streetscape standards.

## PROJECT DESIGN & ARCHITECTURE

The developer is proposing a four-story structure designed to be consistent with adopted downtown design principles.

Key architectural elements include:

- Two levels of indoor parking located on the ground level and below ground level
- Primary building entrances oriented at the southeast and northeast corners of the building
- A range of high-quality exterior materials including hardy plank panels, concrete-based lap siding, and board-and-batten siding
- Pedestrian-focused landscaping and site design that support walkability and downtown character
- A fourth-floor Sky Lounge on the southeast corner, offering gathering spaces and grilling areas overlooking Main Street

## UNIT MIX

Unit Type	Number of Units	Average Size
Studios	27	600 sq ft
One-Bedroom	47	800 sq ft
Two-Bedroom	21	1,050 sq ft

Total Units: 95

## CONSISTENCY WITH DOWNTOWN DESIGN GUIDELINES

The City has adopted Downtown Design Guidelines (attached) that establish goals and objectives for development and redevelopment within the MU-D Mixed Use Downtown zoning district. These guidelines

emphasize maintaining small-town character, appropriate building scale, high-quality materials, and architectural consistency throughout the district.

The redevelopment of this site has been evaluated by the City for many years and has been the subject of numerous proposals, including fully commercial uses, commercial with office and retail components, big-box retail, multifamily residential, mixed-use multifamily, and civic concepts (a high-level timeline relating to past proposals is attached for context and reference). Across all of these proposals, a consistent theme has emerged: the financial viability of the site requires a development with a larger building mass and higher residential density.

It has also become evident that this site possesses unique characteristics that allow it to be developed in a manner that may differ from, yet remain compatible with, the broader MU-D district. In other words, redevelopment of this property can be evaluated on its own merits without detracting from or establishing an adverse precedent for the remainder of the district.

With this context, the proposed project cannot be accomplished without the density, height, and setback deviations outlined in this report. The developer has submitted the following analysis demonstrating how the project meets or aligns with the City's Downtown Design Guidelines.

1. Establish a rich and vibrant small-town downtown
  - The project introduces 95 new residents in the downtown core, expanding the customer base for existing and future businesses and contributing to a more active, vibrant district.
2. Maintain an appropriate scale for downtown
  - The building's form respects existing scale through a balanced massing, high-quality materials, and classic streetscape integration. Though taller than surrounding buildings, its proportions and façade treatments are consistent with the Guidelines.
3. Develop structures with architectural quality and consistency
  - The exterior façade includes durable, visually appealing materials and thoughtful detailing that reinforce architectural cohesion while allowing surrounding historic buildings to remain focal points.
4. Use vegetation, street furniture, lighting, and signage to define character
  - Streetscape enhancements include benches, tree grates, and layered landscaping. These elements improve pedestrian comfort and strengthen downtown identity.

## RESIDENT AMENITIES

Maple & Main will provide amenities designed to meet the expectations of modern renters, including:

- Fourth-floor Sky Lounge with grill stations
- Club room with coffee bar
- Fitness and wellness center

- Pet spa and dog run
- Outdoor recreation space
- Enclosed garage parking
- Secure bike storage and package room
- Elevator and controlled access system
- High-speed internet throughout the building

## PUD REQUEST & JUSTIFICATION

The city has not realized many redevelopment projects within the MU-D zoning district. The size, city ownership and unique character of this proposed development make this project different from all other projects previously considered by the city. In order for this project to be successful, the city will need to consider providing some flexibility for the development in the form of a Planned Unit Development. Specifically, PUD's can be considered to provide the following:

*Allow for variations to the strict application of the land use regulations in this article in order to improve site design and operation, while at the same time incorporating design elements (e.g., construction materials, landscaping, lighting, and the like) that exceed the City's standards to offset the effect of any variations;*

*Promote a more creative and efficient approach to land use within the City, while at the same time protecting and promoting the health, safety, comfort, aesthetics, economic viability, and general welfare of the City;*

To fully realize the design goals and respond to site constraints, the applicant requests flexibility in the following zoning requirements:

- Use: The proposed multi-family attached building is a permitted use in the MU-D zoning district.
- Height: Requested height: 54.5 feet, Zoning maximum: 40 feet
  - Justification: Height is needed to accommodate indoor parking and rooftop amenities while achieving architectural objectives and maintaining design quality.
- Setbacks: 50-foot setback requirement from US Highway 12 would prevent development.
  - Justification: Orienting the building toward Main Street promotes a pedestrian-friendly urban form consistent with the City's downtown vision.
  - Note: all other parking and building setbacks (5 feet parking from adjacent properties, and 0 feet building setback) are being satisfied as proposed.
- Density: Comprehensive Plan minimum: 20 - 40 units/acre, proposed density: (1.254 acres/95 units = 76 units/acre).

- Note: the comprehensive plan contemplates the density across the entire MU-D zoning area. The city identified approximately 8 acres of potential redevelopment land within the MU-Downtown district. The city projected that the 8 acres would yield a range of units from 167-334. The city also noted that approximately 35% of the downtown would be developed/redeveloped as residential. This development represents one of the primary opportunities for the city to assemble and redevelop property within the MU-D district. In order to realize and comply with the projected unit count provided for in the Comprehensive Plan this property needs to accommodate as many units as possible. The city has contemplated similar projects with unit counts ranging from 60-130. The city will fully comply with all aspects of the Comprehensive Plan and will not exceed the projected unit counts or exceed 40 units per acre across the property guided MU-D.

- **Parking:** Mixed-use Downtown requires the following number of parking spaces:

- *A minimum of one parking stall, garage or dedicated space shall be required for each residential unit development. For residential uses, the parking space must be on-site and cannot be shared or combined with other uses.*
- For additional context on parking requirements, the following should be noted:

Source/Type 	Recommended Ratio (Spaces per Unit)
ITE (Affordable)	~0.8 to 1.0
Urban Core (Market)	0.7 to 1.0
Suburban (Market)	1.5 to 2.0
National Average (NAA)	~1.46

- The development is proposing 122 indoor parking spaces (two indoor floors – street level and below grade level) and 30 exterior parking spaces. This would equate to a total of 152 parking spaces or 1.6 parking spaces per unit. The city believes that 1.6 spaces per unit will provide sufficient parking for the proposed development. In addition to the off-street parking provided by the development, the city will be developing on-street parking spaces along Maple and Main Streets. The on-street parking spaces will remain fully public but be permitted for temporary guest parking. The city is adding approximately 7-10 net public parking spaces on the Maple and Main Street frontages.

- **Architecture:** The city has been working for several months with the applicant relating to architecture.

- This includes scale, building materials, colors, streetscape and perimeter landscaping etc. The city’s design guidelines provide for building materials, colors, architecture, scape and fenestration. The challenges relating to this site have been previously noted. The city is still working with the applicant on the building architecture and

additional direction; feedback should be provided by the Planning Commission and City Council.

- A challenge to this site and project is the need for parking spaces. The applicant is proposing to construct one at grade parking level (first floor) and one below grade parking level. As a result of the at grade parking level, the first floor or main street level has limited fenestration. The city has worked with the developer to propose incorporating glazed openings along Main Street and Maple Avenue (false windows – see below).

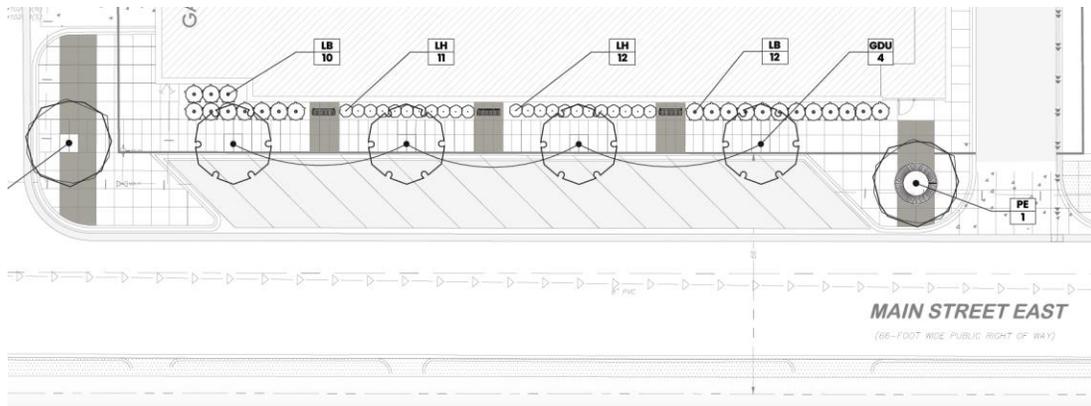


- As it relates to the building fenestration, the city's Design Guidelines are slanted towards commercial retail buildings and not as applicable to residential development. With that noted, the proposed building has a first-floor fenestration/window percentage of approximately 45%. This compares to the city's requirement of 60% for the first floor. All other floors proposed would meet applicable standards of 40% with a fenestration/window ration of approximately 41% for the remainder of the building.
- The applicant is proposing a combination of building materials as noted in their narrative. The proposed exterior design includes a mix of hardy plank panels, concrete-based lap siding and board-and batten siding.

- The applicant has also proposed additional detail on the first-floor level of the building adjacent to Main and Maple Streets. The additional detail includes historic Maple Plain imagery that would be incorporated into some of the street level openings in the building. The applicant has provided an updated rendering showing the proposed detail (attached and below).



- Landscape: The city has been working for several months with the applicant relating to the streetscape.
  - The city has work with the developer on the preparation of a streetscape and landscape package that meets the downtown design guidelines and applicable landscape standards. The applicant is proposing to maintain a landscape border adjacent to the base of the building and then a nine (9) foot wide sidewalk. The sidewalk would have street trees located in tree grates similar to the existing section in front of the post office and McGarry's.



- The developer has also prepared landscape plan for the parking lot adjacent to Highway 12 and a buffer along Highway 12. The applicant is proposing to screen the parking lot using the requisite parking border hedge, evergreen and deciduous trees.
- The applicant has submitted a formal lighting plan. The city will be preparing the on-street lighting plan which will be done in accordance with the downtown design standards and preliminarily shown in the reconstruction plans. The city will be working with the applicant to coordinate the parking lot, building and street lighting plan to be fully compliant with applicable standards.
- It should be noted that the city has discussed allowing for the removal of the existing six trees on the property. The proposed landscape plan would satisfy all replacement requirements.

All commercial and industrial development is required to go through the site plan review process. Site plan review requires the review of the Planning Commission and City Council. The City shall consider the proposed site plan and subsequent effects relating to evaluation criteria established in the City's ordinance.

#### 153.045 INTENT AND PROCEDURE

*(l) Evaluation criteria. The Planning Commission and City Council shall evaluate the effects of the proposed site plan. This review shall be based upon, but not be limited to, compliance with the City Comprehensive Plan, provisions of this chapter (Design Guidelines and City Engineering Requirements).*

#### Storm Water Management, Grading and Drainage:

The City's engineer has reviewed the plans and provided comments relating to the proposed development. Comments have been provided to the applicant that will be addressed in a revised set of plans. The applicant will be required to obtain Minnehaha Creek Watershed District (MCWD) approval.

### Preliminary and Final Plat:

The applicant is proposing to plat the property so that the property can be conveyed and redeveloped. The city had purposefully left this property intact as five individual lots until such time as a redevelopment came forward. The consolidation of the property is necessary to support the redevelopment. The city is working with the developer on several plat related issues that will be resolved prior to recording of the final plat. Due to the simplicity and necessity of the lot consolidation, the city has supported processing preliminary and final plat at the same time. The city has noted several additional D&U easements that will need to be added to the preliminary and final plat.

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### TAX INCREMENT FINANCING/DEVELOPMENT SUPPORT

Establishment of Development District No. 2 and TIF District No. 2-1 (see attached Draft TIF Plan):

The City of Maple Plain has prepared a Development Program for Development District No. 2 and a Tax Increment Financing (Redevelopment) Plan for TIF District No. 2-1. The Planning Commission is asked to review these documents for consistency with the City's Comprehensive Plan and adopted development policies.

TIF District No. 2-1 is proposed to support the redevelopment of a 1.25-acre site at Main Street and Maple Avenue for a 95-unit multifamily housing project. Development District No. 2 encompasses the entire city and is intended to provide a framework to:

- Encourage redevelopment of underutilized and blighted properties,
- Facilitate private investment,
- Support needed public improvements,
- Increase tax base and employment opportunities.

The Program allows use of TIF as a financing tool to achieve these objectives.

Establishment of TIF District No. 2-1 (Redevelopment District)

#### Qualification as a Redevelopment District

An evaluation by LHB, Inc. confirms the site meets all statutory criteria for establishing a Redevelopment TIF District under Minn. Stat. §469.174:

- 100% of buildings are structurally substandard, exceeding the 50% requirement.
- 100% of the district area is "occupied" for coverage test purposes (exceeds 70% minimum).
- Substandard conditions are reasonably distributed throughout the district.

These findings legally permit the creation of a Redevelopment TIF District.

### Need for TIF Assistance

Both the TIF Plan and Northland's financial analysis conclude that the project would not be reasonably expected to occur without public assistance, due to extraordinary site and redevelopment costs. Key findings include:

- Total development cost: approximately \$21.7 million.
- Debt-only financing would not meet required minimum debt-service coverage, achieving only 0.96x without TIF versus 1.37x with TIF.
- Estimated cash-on-cash return is insufficient without TIF (2.5% vs. 6.4% with TIF at stabilization).

Northland concludes the project is not financially feasible through private investment alone.

### Proposed TIF Structure

The TIF Plan and financial memo outline the following structure:

- Pay-As-You-Go (PAYGO) TIF Note issued to the developer.
- Maximum reimbursement of \$2,889,000 in qualified costs, plus 5.75% simple interest.
- Developer receives 70% of available increment, City retains the remainder for administration and eligible costs.
- Estimated total PAYGO payments over 26 years: approximately \$5.2 million (principal + interest).

The District would elect 2028 as the first year of increment and run for the statutory maximum term. [

### Public Purpose & Expected Community Benefit

The proposed redevelopment advances multiple adopted public goals:

- Eliminates structurally substandard conditions.
- Provides new housing options within the community.
- Stimulates ongoing economic activity in the downtown area.
- Increases long-term taxable market value—projected increase of over \$26 million over the life of the district.

Because the development would not occur “but for” TIF, the TIF District is expected to generate no negative fiscal impact on other taxing jurisdictions during its term and will add to the tax base upon decertification.

City Council is being asked to consider approval of the following related to TIF:

- Contract for Private Redevelopment By and Between the City of Maple Plain and North Shore Development Partners, LLC.
- RESOLUTION Authorizing Interfund Loan for Advance of Certain Costs in Connection with a Proposed Tax Increment Financing District.
- RESOLUTION Approving the Development Program for Development District No. 2 and the Tax Increment Financing Plan for Tax Increment Financing (Redevelopment) District No. 2-1.

### City Fees and Credits

The city has negotiated various fees and associated credits with the developer to realize the desired redevelopment of this property. The Economic Development Authority (EDA) and City Council discussed and recommended approval of the following development fees and credits:

Park Dedication - The current park dedication rate for the City is \$3,750 per unit. The City is providing a \$100,000 park dedication credit for on-site park improvements. Assuming the Final Plat is released prior to the City Council adjusting the park dedication rate, the park dedication amount to be paid for the Final Plat shall be \$256,250.00 (95 units times \$3,750 minus \$100,000).

As a condition of receiving a building permit, the Applicant shall pay SAC, WAC, and Stormwater Connection fees, that are estimated as follows:

	Per Unit Fee	Units	Total
SAC	\$800	95	\$76,000
WAC	\$3,000	95	\$285,000
Storm Water	\$2,000	95	\$190,000

The city will utilize fifty (50) Metropolitan Council SAC credits that it has available to offset the total cost to the developer. The Applicant shall pay the Metropolitan Council SAC fees as determined by the same in the estimated amount of \$111,825 (\$236,075 minus credits from City totaling \$124,500).

### Additional Considerations/Summary

The City has evaluated redevelopment options for this site over many years, including concepts for all-commercial development, mixed office/retail, big-box retail, multifamily residential, mixed-use residential, and civic uses. Across all concepts, a consistent conclusion has emerged: the financial viability of this location requires a development with greater building mass and higher residential density.

In addition to meeting the financial realities of redevelopment, the City recognizes that this property represents a critical opportunity site within the MU-D District. Its redevelopment is anticipated to serve as a catalyst for future investment, both on adjacent parcels and throughout the broader downtown area. Introducing new residents, modern infrastructure, and an improved streetscape will help create market confidence, attract private reinvestment, and encourage subsequent redevelopment activity that has long been envisioned for this part of the city.

The site also possesses unique characteristics that allow it to be redeveloped in a manner that differs from, but remains compatible with, the broader MU-D District. For this reason, the proposed redevelopment can be evaluated on its own merits without establishing a precedent for other MU-D properties.

Given these conditions, the proposed project cannot be achieved without the density, height, and setback flexibility outlined earlier in this report. Staff also highlights the following additional considerations for the Planning Commission:

- MnDOT Review - The preliminary plat has been submitted to MnDOT for review and comment. Any comments received will need to be addressed prior to City Council consideration.
- MU-D PUD Rezoning - A draft rezoning ordinance creating the MU-D PUD District has been prepared. The PUD framework would authorize the redevelopment as proposed and would incorporate all approved project-specific standards into a formal PUD Agreement to be finalized and approved by the City Council. The PUD would apply solely to this development and would not transfer to, or establish standards for, future redevelopment proposals. Any subsequent PUD requests within the MU-D would require their own independent review and approval process.

***Neighbor Comments:***

There were two public comments provided at the Planning Commission Public Hearing. Comments provided pertained to compliance with the City's Comprehensive Plan and general traffic concerns related to Highway 12 and Budd Ave. intersections. Additional detail related to the Public Hearing can be found in the Planning Commission Meeting Minutes.

***Planning Commission Finding and Recommendation:***

The Planning Commission reviewed the proposed redevelopment concept and asked questions of staff and the developer. Commissioners discussed the proposed site layout and building plans. Commissioners also reviewed and discussed the use of tax increment financing for the project and asked questions relating to the use of TIF. Commissioners asked for clarification on the proposed lighting and it was noted that the city would be coordinating street lighting as a part of its reconstruction project. The applicant will be required to provide a final photometric and lighting plan which meets all applicable requirements. The planning commission asked for additional clarification relating to the landscaping along Highway 12. The city noted that the applicant's landscape plan provides for both deciduous trees and evergreen trees as well as a low hedge along the Highway 12 frontage. Commissioners stated that the city should ensure that the site visibility is maintained for turning movements at the intersection of Maple and Highway 12. Commissioners were asked about walkability and how this proposed

development would accommodate a “walkable” downtown. It was discussed that there would be a new streetscape installed that includes wide sidewalks, street trees, lighting and other features which would enhance the walking experience in downtown. It was also noted that this development would connect to the crosswalk on Highway 12 via sidewalk connections.

Planning Commissioners were also asked to consider approval of a Resolution finding that the Development Program and TIF Plan are consistent with the City’s Comprehensive Plan and other adopted development policies. Commissioners discussed the consistency with the Comprehensive Plan and noted that adding density and rooftops in the form of a new housing product that does not currently exist in the city is consistent with the Mixed-use Downtown intent. Commissioners noted that there is not a “perfect” redevelopment project and the city has to adapt to market conditions, site constraints and financially feasible projects when considering compliance with desired plans. Commissioners found that this project achieves the vision of downtown mixed-use district and will become the catalyst for additional redevelopment. Planning Commissioners recommended approval to the City Council of the redevelopment applications along with the resolution finding that the Development Program and TIF Plan are consistent with the City’s Comprehensive Plan and other adopted development policies.

The Planning Commission recommended approval of the requested Preliminary and Final Plat, Site Plan Review, Planned Unit Development and TIF Program Finding with the following findings and conditions that must be met prior to the release of the Final Plat, unless otherwise expressly stated:

1. The Plans, Preliminary Plat, and Final Plat shall meet all applicable conditions, criteria, and restrictions stated in the City of Maple Plain Zoning and Subdivision Ordinance to the satisfaction of the City Engineer and/or the City Planner.
2. City Council approval is subject to the following items being completed by the applicant:
  - a. The Applicant shall enter into a Development Agreement, drafted by the City, that addresses, among other things, the construction of private and public improvement, sureties, and governance of the Property as a PUD. The Development Agreement may also include, as determined by the City Attorney, a separate PUD Agreement.
  - b. The Applicant shall revise the Plans, as required by all current comments and conditions made by the City, including those comments and conditions from the Fire Department, engineering, Planning Commission, and staff. The Plans, Preliminary Plat, and Final Plat are subject to additional staff and consultant comments and conditions upon updates being submitted
  - c. The Applicant shall receive all applicable approvals from all outside agencies with authority over this site including, but not limited to:
    - MCWD
    - MNDOT
    - Met Council
3. The Plans, Preliminary Plat, and Final Plat shall be modified as recommended by an outside agency with authority over the site and directed by either the City Engineer and/or City Planner.

4. The Planning Commission finds the Development Program for Development District No. 2 and the TIF Plan for TIF District No. 2-1 consistent with the Comprehensive Plan, based on:
  - a. The site meets statutory criteria for a Redevelopment TIF District.
  - b. Financial analysis demonstrates the redevelopment cannot occur without TIF assistance.
  - c. The project aligns with long-standing City goals for redevelopment of this site.
  - d. The TIF Plan supports economic development, housing creation, and long-term tax-base growth.
4. The approval of the development shall be in accordance with the approved Plans. Any changes, expansions or alterations to the building, site and signage shall require the review and approval of the City.
5. The Applicant shall pay for all costs associated with the City's review of all applications.

***Attachments:***

1. Contract for Private Redevelopment By and Between the City of Maple Plain and North Shore Development Partners, LLC.
2. RESOLUTION Authorizing Interfund Loan for Advance of Certain Costs in Connection with a Proposed Tax Increment Financing District.
3. RESOLUTION Approving the Development Program for Development District No. 2 and the Tax Increment Financing Plan for Tax Increment Financing (Redevelopment) District No. 2-1.
4. RESOLUTION Approving Planned Unit Development, Site Plan, Preliminary Plat, and Final Plat for Development of Land with the Property Identification Numbers 2411824340069, 2411824340028, 2411824340070, 2411824340031, AND 2411824340033.
5. ORDINANCE Amending Article 4 of the City Code by Adding Planned Unit Specific Zoning to Section 10-543.
6. Past Redevelopment Concept Overview
7. Application
8. Narrative
9. Survey
10. Civil Site Plan Package
11. Landscape Plan
12. Lighting Plans
13. Preliminary Plat
14. Building Elevations
15. TIF Memo
16. Draft TIF Plan
17. TIF Resolution
18. Draft Rezoning Ordinance
19. Initial Street Reconstruction Feasibility Report

