

Committee Report

Community Development Committee



Committee Meeting Date: August 17, 2026

For the Metropolitan Council: August 26, 2026

Business Item: 2026-153

City of Greenfield Bleck Property Comprehensive Plan Amendment, Review File 21991-3

Proposed Action

That the Metropolitan Council adopt the attached Advisory Comments and Review Record and take the following actions:

1. Authorize the City of Greenfield to place its comprehensive plan amendment into effect.
2. Revise the City's forecasts upward for population, households, and employment as shown in Table 1 of the attached Review Record.
3. Revise the City's allocation of the regional affordable housing need to 83 units at 30% Area Median Income (AMI), 92 units at 31-50% AMI, and none at 51-80% AMI
4. Advise the City to implement the advisory comments in the Review Record for wastewater, forecasts, and land use.

Summary of Community Development Committee Discussion/Questions

The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on August 17, 2026.



Business Item

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Business Item 2026-153

City of Greenfield Bleck Property Comprehensive Plan Amendment, Review File 21991-3

District, Member:	District 1, Judy Johnson
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Freya Thamman, Planning Analyst (651-602-1750) Angela R. Torres, Senior Manager (651-602-1566)
Division/Department:	Community Development / Regional Planning

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4. Advise the City to implement the advisory comments in the Review Record for wastewater, forecasts, and land use.

Background

The City submitted the Bleck Property comprehensive plan amendment on June 23, 2026, and provided supplemental information on July 13 and July 23, 2026. The amendment proposes land use changes (Village Center, Medium Density Residential, Low Density Residential, and Commercial, see Figure 4) to an approximately 140-acre site (PID 2811924410001), generally located north of Highway 55, east of Dogwood (CR 92) at 7375 Rebecca Park Trail. The purpose of the project is to include approximately 200 single-family units, 450 apartment and attached townhome units, and approximately 30 acres of commercial and retail space. The amendment also includes a text amendment to increase the Low Density Residential (LDR) minimum density threshold from 2 units per acre to 2.5 units. A proposed forecast and affordable housing need update are included as part of this amendment. The Council reviewed and commented on the related Bleck Property Environmental Assessment Worksheet (EAW) on May 21, 2026. This is the City's second amendment to its 2040 Comprehensive Plan.

Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

Regional Development Framework Analysis

On February 12, 2025, the Council adopted Imagine 2050, which builds on policy direction in Thrive MSP 2040. The Council adopted Imagine 2050 in February 2025. Consistent with the

procedures adopted in [Business Item 2025-113](#), the Council is reviewing this item under both Thrive MSP 2040 and Imagine 2050. The metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and taken together.

Funding

None.



REVIEW RECORD

City of Greenfield

Bleck Property Comprehensive Plan Amendment

Review File No. 21991-3, Business Item 2026-153

BACKGROUND

The City of Greenfield is in western Hennepin County. It is surrounded by the communities of Corcoran, Medina, and Independence, as well as Hanover, Rockford, Rockford Township, and Franklin Township in Wright County (Figure 1).

Thrive MSP 2040 (Thrive) designates Greenfield as Diversified Rural and Emerging Suburban Edge (Figure 2) and Imagine 2050 designates Greenfield a Diversified Rural, Rural Center, and Suburban Edge (Figure 3). The Council forecasts that from 2030 to 2050 that the City will grow from 3,210 to 3,880 for population and 1,110 to 1,350 households. The Council also forecasts that between 2030 and 2050, the City's employment will increase from 740 to 910 jobs. This amendment proposes an increase to the City's forecasts (see Review Record Forecast section).

The Metropolitan Council acted on the City of Greenfield 2040 Comprehensive Plan ([Joint Business Item 2019-254](#), Review File No. 21991-1) on September 16, 2019. This is the second comprehensive plan amendment since the 2040 Plan was reviewed.

The Council adopted Imagine 2050 in February 2025. Consistent with the procedures adopted in [Business Item 2025-113](#), the Council is reviewing this item under both Thrive MSP 2040 and Imagine 2050.

REQUEST SUMMARY

The City submitted the Bleck Property comprehensive plan amendment on June 23, 2026, and provided supplemental information on July 13 and July 23, 2026. The amendment proposes land use changes (Village Center, Medium Density Residential, Low Density Residential, and Commercial, see Figure 4) to an approximately 140-acre site, generally located north of Highway 55, east of Dogwood (CR 92) at 7375 Rebecca Park Trail. The purpose of the project is to include approximately 200 single-family units, 450 apartment and attached townhome units, and approximately 30 acres of commercial and retail space. The amendment also includes a text amendment to increase the Low Density Residential (LDR) minimum density threshold from 2 units per acre to 2.5 units. A proposed forecast and affordable housing need update are included as part of this amendment. The Council reviewed and commented on the related Bleck Property EAW on May 21, 2026. This is the City's second amendment to its 2040 Comprehensive Plan.

OVERVIEW

Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

Consistency with Council Policies

The amendment is consistent with Thrive MSP 2040, Imagine 2050, with the Housing Policy Plan, with water resources management, and is consistent with Council forecasts, with revisions.

Compatibility with Plans of Adjacent Jurisdictions

No compatibility issues with the plans of adjacent governmental units and the plans of affected special districts were identified.

PREVIOUS COUNCIL ACTIONS

- The Council authorized the 2040 Comprehensive Plan on October 9, 2019 ([Business Item 2019-254 JT](#), Review File No. 21991-1).
- The Council authorized the Agricultural Preserves amendment on May 12, 2021 ([Business Item 2021-102](#), Review File 21991-2). The amendment proposed the removal of Agriculture Preserve as a land use category and modifying maps to remove the Agricultural Preserve land use overlay.
- The Council reviewed the Bleck Property EAW (Review File No. 23207-1) on May 21, 2026.

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with Thrive MSP 2040, Imagine 2050, and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

ISSUES ANALYSIS AND FINDINGS

Conformance with Regional Systems

The amendment conforms to the regional system plan for Regional Parks and Trails, Wastewater Service, and Transportation with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

Regional Parks and Trails

Colin Kelly, Community Development (CD) – Parks and Trails (651-602-1361)

The amendment conforms to the 2040 Regional Parks Policy Plan and the 2050 Regional Parks and Trails Policy Plan. There are two existing units of the Regional Parks and Trails System in the vicinity of the amendment site. Lake Rebecca Park Reserve and Lake Sarah Regional Park are approximately 0.3-mile south of the amendment area on the opposite side of Highway 55 (Figure 1).

Two regional trail search corridors are also in the vicinity of the proposed project: Weaver Lake (adjacent to the northern boundary of the project/Rebecca Park Trail/CR 50) and Lake Sarah (approximately 0.3-mile south). Because regional trail search corridors are conceptual in nature and do not have a specified alignment or a Met Council approved long-range plan, potential impacts to regional trail search corridors are not assessed.

The amendment cover sheet and expanded responses acknowledge Lake Rebecca Park Reserve and Lake Sarah Regional Park noting that “there are no anticipated impacts to either of these resources. The City will explore sidewalk and trail connections that provide linkages to the proposed regional trail search corridors that would connect to the regional parks. Greenfield will work with Hennepin County, MnDOT, and Three Rivers Park District towards this objective.” (amendment materials, PDF pg. 7).

The proposed land use changes will not adversely impact Lake Rebecca Park Reserve and Lake Sarah Regional Park or the Regional Parks and Trails System more broadly. Council staff appreciate the City adding the “explore sidewalk and trail connections... that would connect to the regional parks” language to the comprehensive plan amendment following comments shared by Council staff during the EAW review process.

Wastewater Service

Roger Janzig, Environmental Services (ES) – Wastewater Planning (651-602-1119)

The amendment conforms to the 2040 Water Resources Policy Plan (WRPP) and the 2050 Water

Policy Plan. The amendment is being driven by the proposal from Twin Cities Land Development to develop an approximately 140-acre parcel of land located in the City of Greenfield at the northeast quadrant of State Highway 55 and Dogwood Street (CR 92). The proposed development would be a phased development consisting of approximately 200 single family detached homes and 450 units of attached housing product townhomes and apartments, approximately 30 acres of commercial uses and associated parks, roads, trails, and infrastructure to serve the development. This area, Village Concept, was discussed in the design flows and capacity section of the City's 2040 Plan, which envisioned development in the 2020-2030 period. An EAW was prepared for this development, which included wastewater system analysis. The EAW indicated the proposed project is expected to build out in phases over a 3- to 6-year period.

The amendment states that the City's existing Municipal Wastewater Treatment System has capacity to serve the initial phases of the development of the land area addressed by the amendment. Full build-out of the project area will require improvements to the City's Wastewater Treatment System or an agreement with the City of Rockford for wastewater service.

There is room on the municipal wastewater treatment system site to allow for expansion of more than double the existing capacity. The municipal wastewater treatment plan is rated at 100,000 gallons per day (mgd) and with additional National Pollutant Discharge Elimination System (NPDES) permitting there is room at the site to allow for expansion of more than double the existing capacity. The City commissioned a study to evaluate viable long-term wastewater management options. Both the City's Wastewater Treatment System or an agreement with the City of Rockford for wastewater service were considered as part of a facility plan that was completed in 2026 and are still being evaluated. The submittal indicates the associated updated tables will be prepared with the 2050 Comprehensive Plan.

The amendment area is not within the long-term service area for the Regional Wastewater System operated by Metropolitan Council. No additional wastewater service via the Regional Wastewater System is anticipated based on current planning for the City of Greenfield.

Advisory Comments

The submittal indicated that two feasible solutions to expanding wastewater capacity included expansion of the existing Municipal Wastewater Treatment System or service from the City of Rockford. The submittal notes that the City is advancing planning and funding toward either solution and updated tables will be proposed with the 2050 Comprehensive Plan update.

If the City decides to pursue wastewater service via Rockford, the City's comprehensive plan would need to be amended to indicate the change in wastewater service and would require an Intergovernmental Wastewater Agreement between Greenfield and Rockford, which would need to be submitted along with the future comprehensive plan amendment. The City will need to demonstrate how they will provide for the additional growth, including updated staged growth and wastewater flow projections.

If the City decides to provide service through their own Wastewater Treatment Plant, they will need to submit the following information as an amendment or part of their 2050 Comprehensive Plan submittal:

- A copy of facility planning reports related to upgrading their WWTP and the capacity of the facility.
- The National Pollutant Discharge Elimination System (NPDES) permit when it becomes available after the expansion.



Transportation

Joseph Widing, Metropolitan Transportation Services (MTS) (651-602-1822)

The amendment conforms to the 2040 Transportation Policy Plan (TPP) and the 2050 TPP. The amendment is not anticipated to have any impact on any regional transportation systems. There are no freight considerations or impacts from this amendment. There are no regional aviation facilities near the subject sites and no considerations for regional aviation. This amendment was preceded by an EAW which was reviewed by the Council and other transportation partners. This EAW included comments from both Hennepin County and the Met Council to ensure a connected non-motorized system which connects to existing schools and other adjacent uses. The EAW includes comment responses that these connections will be identified during project development.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, water supply, and surface water. Additional review comments are detailed below.

Forecasts

Todd Graham, CD – Research (651-602-1322)

The forecast-related content is consistent with regional policy. The City indicates that the community total forecast needs revision. Council staff have recommended a forecast revision. Households and population forecasts are expanded to fit the proposed Bleck property development. Also, the employment forecast is expanded to acknowledge rapid employment growth observed during 2020 – 2025. The City staff have indicated their agreement with this forecast modification. Further modifications may be evaluated through the 2050 Comprehensive Plan update.

The following adjustments will be made to the 2030, 2040, and 2050 timepoints in the Imagine 2050 forecast, as shown in Table 1 (changes underlined).

Table 1. Metropolitan Council City of Greenfield Forecasts

Category	System Statement Forecast				Estimate 2025	Forecast Revision		
	2020	2030	2040	2050		2030	2040	2050
Population	2,903	3,210	3,510	3,880	3,096	<u>3,680</u>	<u>4,760</u>	<u>4,900</u>
Households	1,013	1,110	1,220	1,350	1,089	<u>1,300</u>	<u>1,700</u>	<u>1,750</u>
Employment	522	740	840	910	947	<u>1,000</u>	<u>1,100</u>	<u>1,200</u>

With this revision, the 2031-2040 Affordable Housing Need calculation for Greenfield is recalculated to: 83 units at 30% Area Median Income (AMI), 92 units at 31-50% AMI, and none at 51-80% AMI.

The Met Council calculates the forecast for municipal wastewater planning (municipal plant) to be 223 households in 2020, 435 households in 2030, 800 households in 2040, 850 households in 2050. This is a local system forecast – not a Metropolitan Council Environmental Services regional system – and Greenfield may determine a different municipal wastewater forecast with its 2050 Plan.

Advisory Comments

The Met Council will revise the City's forecast and the Affordable Housing Need calculation simultaneously with action on this amendment.

Land Use

Freya Thamman, CD – Local Planning Assistance (651-602-1750)

The amendment is consistent with regional policy for land use. Thrive MSP 2040 (Thrive) designates Greenfield as both Diversified Rural and Emerging Suburban Edge (Figure 2). Imagine 2050 designates Greenfield as Diversified Rural, Rural Center, and Suburban Edge (Figure 3).

The amendment proposes land use changes (Village Center, Medium Density Residential, Low

Density Residential, and Commercial, see Figure 4) to an approximately 140-acre site (PID 2811924410001), generally located north of Trunk Highway (TH) 55, east of Dogwood (CR 92) at 7375 Rebecca Park Trail. The purpose of the project is to include approximately 200 single-family units, 450 apartment and attached townhome units, and approximately 30 acres of commercial and retail space. In addition, the amendment also includes a text amendment that increases the allowed minimum density for the Low Density Residential (LDR) minimum density land use category from 2 units per acre to 2.5 units.

The Council reviewed the Bleck Property EAW in May 2026, which discussed the plan to provide a mix of housing and commercial areas with a vision to create quality neighborhoods and varied housing types that support commercial vitality along the TH 55 corridor.

The City's 2040 Comprehensive Plan identified this area as future village concept for future growth served by municipal sewer and water. The Village Center concept was part of past comprehensive plans to create a downtown center. The site was enrolled in the Agricultural Preserve Program and expired in 2021 with the 2040 Plan indicating a desired development staging/expansion area within the 2020-2030 period. The Plan indicates that development will be market driven by willing sellers.

The amendment submitted by the City provided an updated Table 4.7 with planned land uses anticipated to be absorbed through 2040. As indicated in the wastewater review, the project is anticipated to occur in phases. The City's municipal wastewater treatment system has capacity to serve the initial phases of the area associated with this amendment. However, future phases of the amendment area will require improvements to the City's wastewater treatment system or an agreement with the City of Rockford for wastewater service. The submittal noted that both were considered as part of a facility plan that was completed in 2026 and are still being evaluated.

The City's net residential density for new sewered residential development anticipated to the year 2040 remains above 3 units per acre, which is consistent with the Thrive Emerging Suburban Edge expectation of 3 to 5 units per acre and the Imagine Rural Center expectation of 3 units per acre.

Table 2. City of Greenfield Planned Density

2020 – 2040 Change					
Category	Density		Net Acres	Min Units	Max Units
	Min	Max			
Low Density Residential	<u>2.5</u>	6	<u>105</u>	<u>263</u>	<u>630</u>
Medium Density Residential	6	12	<u>29</u>	<u>174</u>	<u>348</u>
Village Center*	12	40	<u>12</u>	<u>144</u>	<u>480</u>
	TOTALS		146	581	1,458
	Overall Density			3.98	9.99
Based on updated Table 4-7 Projected Land Use Staging, supplemental information; * 50% residential (applied to 24 net acres)					

Advisory Comments

In Imagine 2050, the area accommodating municipal sewered residential growth has been designated as Rural Center. Rural Center areas do not have regional wastewater services and generally, operate their own municipal wastewater treatment plant. These areas have a minimum net residential density expectation of at least 3 units per acre.

As indicated in the amendment and discussed in the Wastewater section of this Review Record, build-out of the project area will require improvements to the City's Wastewater Treatment System or an agreement with the City of Rockford for wastewater service and the associated changes will need to be reflected in the City's comprehensive plan. The amendment submittal indicates that these findings will influence the City's planning for their 2050 Comprehensive Plan. The City's submittal included planning for full build out of the areas to be served by municipal sewer, of just over 3 units per acre averaging across all remaining unsewered land use categories. As indicated in the Wastewater Section of the Review Record, when means of service is determined, depending on timing, the City will need to amend their 2040 Plan or include these updates in the City's 2050

Plan. The amendment submittal indicated that the City anticipates submitting their 2050 Comprehensive Plan, including updated staging, to the Metropolitan Council by the end of 2027 or early 2028. The City is encouraged to meet with Council staff once means of service is determined.

Additionally, please note that preliminary review of the 2050 Plan is an available option for review by the Council if the City chooses to send the Plan to the Council at the same time the City distributes the Plan to other adjacent and affected jurisdictions for their required 6-month review period.

Housing

Olivia Boerschinger, CD – Housing (651-602-1327)

The amendment is consistent with the Council's Housing Policy Plan. The Plan currently provides sufficient land to address its share of the region's 2021-2030 need for affordable housing, which is 31 units. The proposed amendment includes updates to Tables 4.7 and 4.8 in the authorized comprehensive plan. With the proposed update, the City remains consistent with housing policy. As of the amendment, Greenfield will be guiding approximately 28 acres of higher density residential land such that at least 168 units could be built.

As noted in the Forecast section of this report, the affordable housing need allocation for the 2031-2040 decade will be revised. The City should plan for those revised numbers in their 2050 comprehensive plan update.

The City is not currently a participant in the Livable Communities Act program.

Water Resources

Lanya Ross, ES – Water Supply (651-602-1803)

The amendment is consistent with the 2040 WRPP and Imagine 2050 WPP for water supply and polices related to sustainable water supplies. The amendment acknowledges that the amendment will change projected water use from the community's current water supply plan and that a water supply plan amendment is needed to describe necessary facilities improvements or changes. The amendment commits to updating the water supply plan as part of the City's 2050 Comprehensive Plan. Information from a water system feasibility study included in the EAW will be used along with other information to support this update. Updates to the Greenfield water supply plan should be aligned with the City of Rockford's water supply plan, because of the water supply interconnections between the two communities.

Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Thrive MSP 2040 Community Designation
- Figure 3: Location Map Showing Imagine 2050 Community Designation
- Figure 4: Current and Proposed Land Use Guiding
- Figure 5: Land Guided for Affordable Housing

Figure 1. Location Map Showing Regional Systems

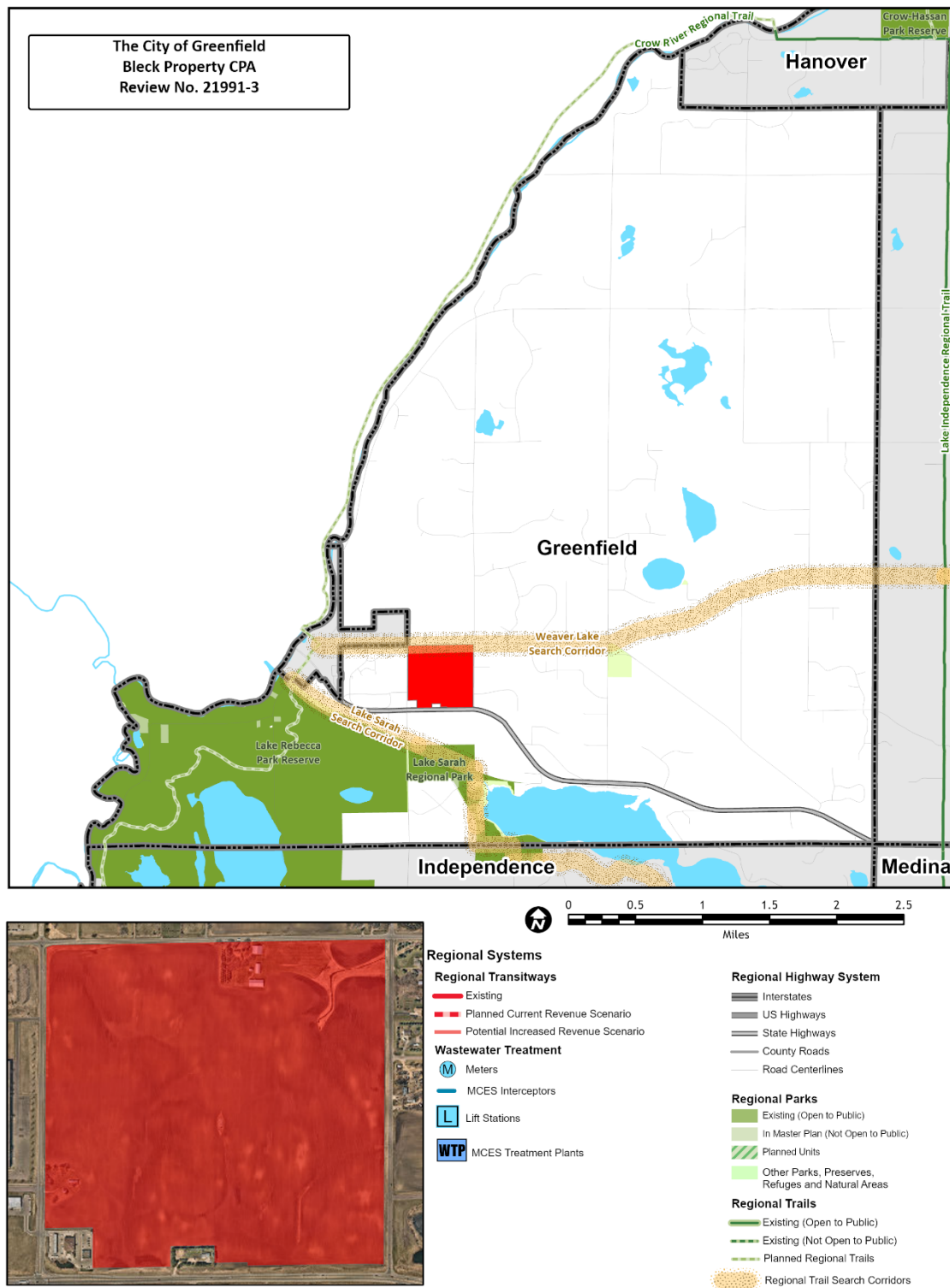
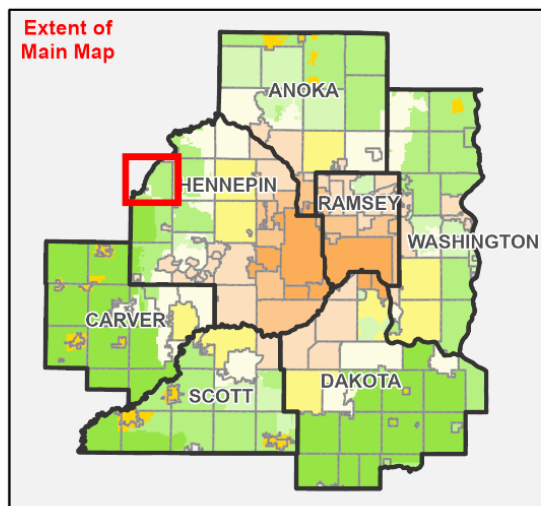
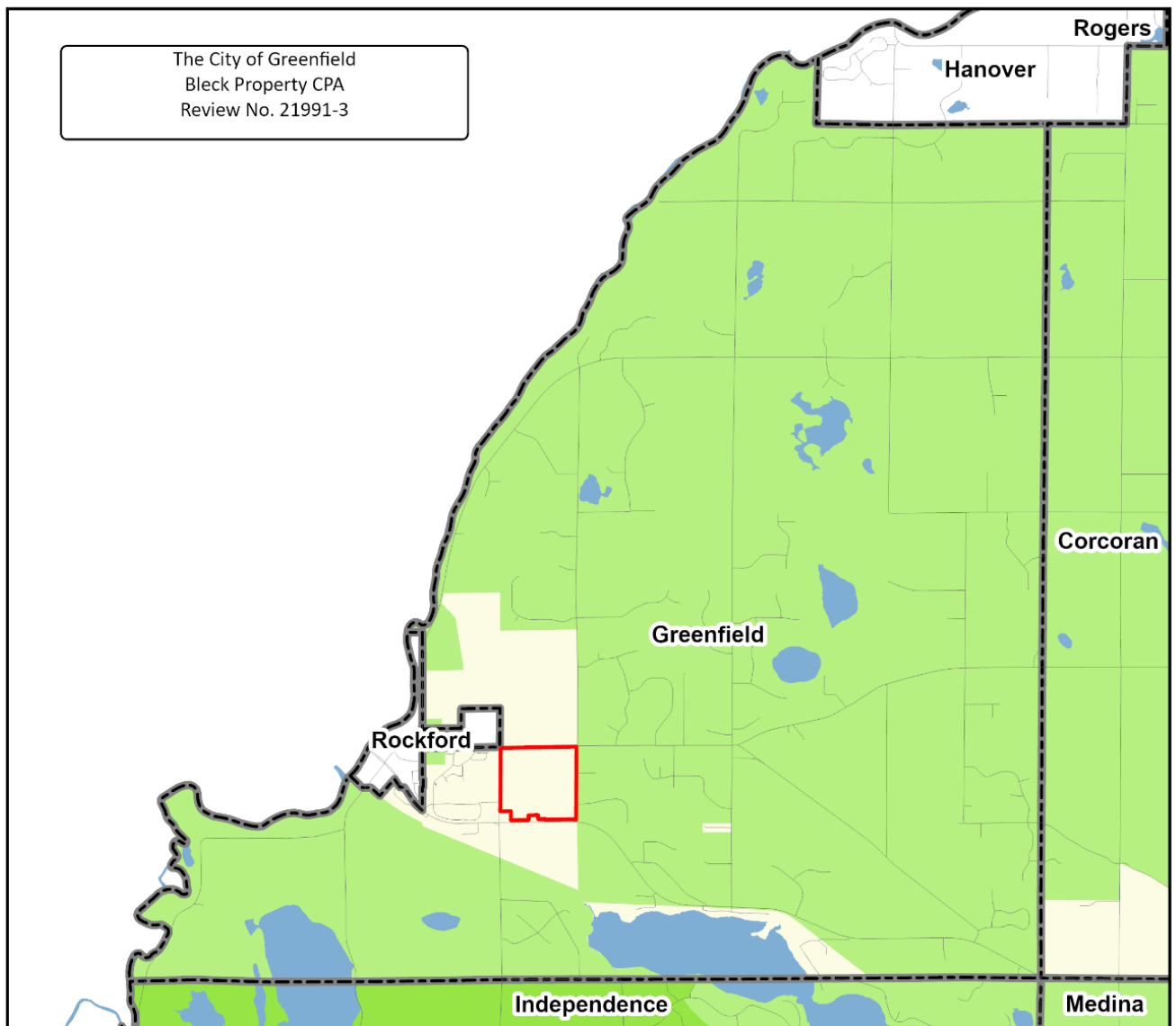


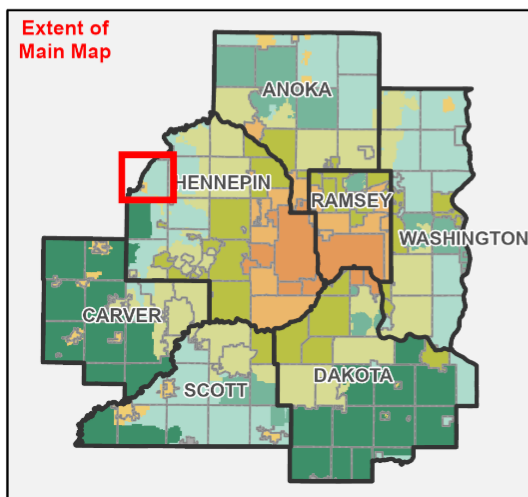
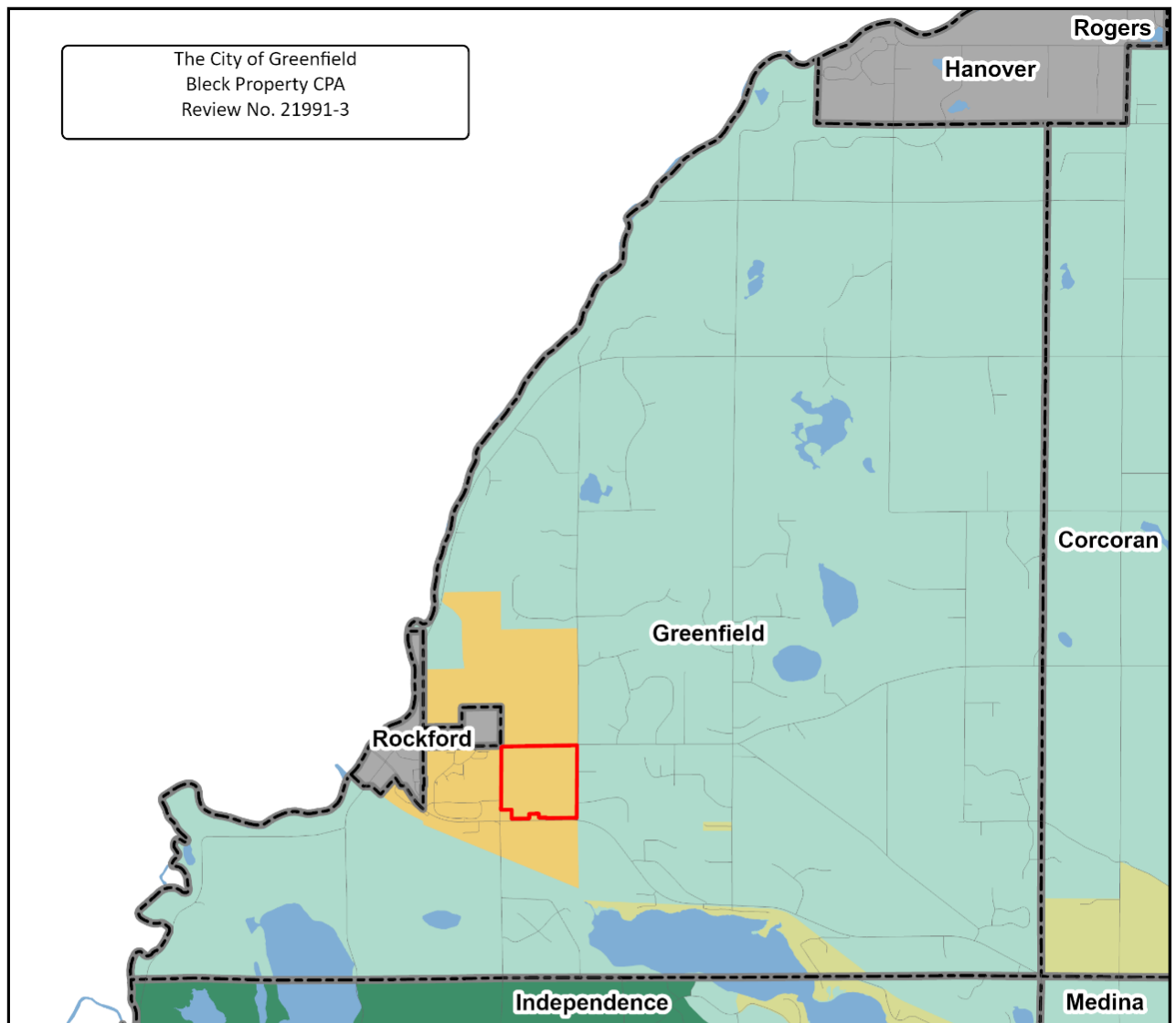
Figure 2. Location Map Showing Thrive MSP 2040 Community Designations



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

Figure 3. Location Map Showing Imagine 2050 Community Designations



Imagine 2050 Community Designations

- Urban
- Urban Edge
- Suburban
- Suburban Edge
- Rural Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non-Council Community

Figure 4. Current and Proposed Land Use Guiding

Figure 1. 2040 Future Land use

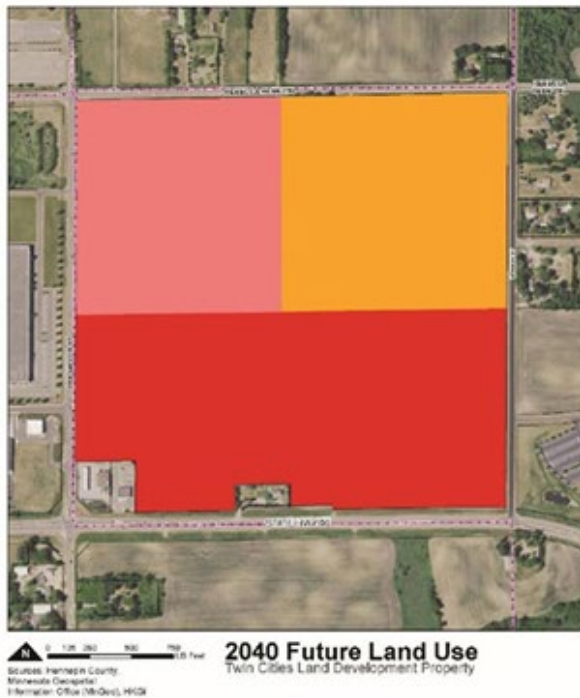
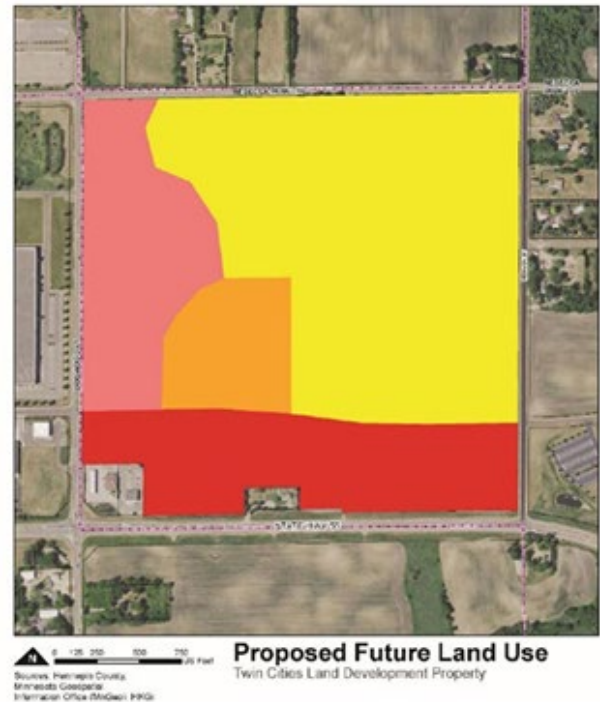


Figure 2. Proposed Future Land Use



Legend

Railroad	Rural Residential (Maximum of 1 unit per 5 acres)	Business Park/Industrial
Current Urban Service Area	Low Density Residential (2 to 6 units per acre)	Institutional
Parcels	Medium Density Residential (6 to 12 units per acre)	Public Park and Open Space
Lake	Village Center (12 to 40 units per acre-see plan text)	Railroad
River and Streams	Commercial Services	ROW

*CPA included text change to increase Low Density Residential category's minimum from 2 to 2.5

Net acres change: Low Density Residential (+74.9) Medium Density Residential (-27.4), Village Center (-11.9), Commercial (-33.6)



Figure 5. Land Guided for Affordable Housing

LAND USE	AVAILABLE ACRES	MIN DENSITY	EXP % RES	MIN UNITS
Medium Density Residential	20	6	100%	120
Village Center	8	12	50%	48
Total Acres: 28			Total Min Units:	168

2021-2030 share of regional need for Affordable Housing: 31

2021-2030 share regional need for Affordable Housing at 50% AMI and Below: 22

2021-2030 share regional need for Affordable Housing between 50% to 80% AMI: 9

Sufficient units affordable at 50% AMI and below in areas with ≥ 12 units per acre minimum against share of regional need: 26

Sufficient units affordable at 50% to 80% AMI in areas with ≥ 6 units per acre minimum against share of regional need: 111

Sufficient/(insufficient) units possible against share of regional need: 137

Affordable units built since 2021: 0

