

## Community Development Committee

Meeting date: June 2, 2014

For the Metropolitan Council meeting of June 11, 2014

**Subject:** City of Eagan CityVue Commons Comprehensive Plan Amendment, Review File No. 20606-14

**District, Member:** District 15, Council Member Steven Chávez

**Policy/Legal Reference:** Minnesota Statutes Section 473.175

**Staff Prepared/Presented:** Patrick Boylan, AICP, Planning Analyst, 651-602-1438 / LisaBeth Barajas, Local Planning Assistance Manager, 651-602-1895

**Division/Department:** Community Development, Local Planning Assistance

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached review record and allow the City of Eagan to put the CityVue Commons Comprehensive Plan Amendment (CPA) into effect.
2. Find that the proposed CPA does not change the City's forecasts.
3. Advise the City to implement the advisory comments for surface water management and aviation.

### Background

The Council reviewed the City's Update, Review File No. 20606-1, on March 24, 2010, and allowed the City to put the plan into effect. The Council also reviewed and acted on three amendments: "Holden Property" CPA, Review File No. 20606-9, June 17, 2013; "Hunter/Emerson Parkview CPA," Review File No. 20606-7, on October 10, 2012; and "Gratus Development" CPA, Review File No 20606-12 on October 9, 2013. The City has also submitted an additional 10 amendments since 2010, which were administratively reviewed.

The City proposes to amend the local comprehensive plan to reflect a change in just over 10 acres from "SA/OS Special Area/Office Service" to "SA/MU Special Area/Mixed Use." The proposed amendment will allow the redevelopment of an existing 10-story building into 112 apartments and the remainder of the site to be redeveloped into commercial development lots and a second 90-unit apartment building.

### Rationale

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

### Funding

None.

### Known Support / Opposition

There is no known opposition.

# Review Record

## City of Eagan Comprehensive Plan Amendment

### CityVue Commons

Review File No. 20606-14, Business Item No. 2014-126

## BACKGROUND

The City of Eagan (City) is approximately 34 square miles and is located south of the Mississippi River in Dakota County. It is bordered by Mendota Heights and Sunfish Lake on the north, Inver Grove Heights on the east, Rosemount and Apple Valley on the south, and Bloomington and Burnsville on the west (Figure 1).

The *2030 Regional Development Framework* (RDF) identifies the City as a Developed community. The Metropolitan Council (Council) forecasts that the City will grow between 2010 and 2030 from 67,600 to 70,800 people, from 26,000 to 29,500 households, and that employment will grow from 52,000 to 65,800 jobs.

The Council reviewed the City's Comprehensive Plan Update (CPU), Review File No. 20606-1, on March 24, 2010. The Council acted on two amendments and administratively reviewed nine amendments since then. This is the thirteenth amendment to the City's Plan.

## REQUEST SUMMARY

The City proposes to amend the local comprehensive plan to reflect a change in just over 10 acres from "SA/OS Special Area/Office Service" to "SA/MU Special Area/Mixed Use." The proposed amendment will allow the redevelopment of an existing 10-story building into 112 apartments and the remainder of the site to be redeveloped into commercial development lots and a second 90-unit apartment building.

## PREVIOUS COUNCIL ACTIONS

- The Council acted on the City's Update on February 12, 2010 (Review File No. 20606-1, Business Item 2010-91)
- January 18, 2011: 0.69 acre site re-guiding for the Lone Oak Fire Station (Review File No. 20606-2). Reviewed administratively.
- May 31, 2011: 1.5 acre residential change from Medium Density to Low Density residential (Review File No. 20606-3). Reviewed administratively.
- December 22, 2011: 41.2 acre land use change from Major Office to Regional Commercial (Review File No. 20606-4). Reviewed administratively.
- February 1, 2012: 1.7 acre land use change from Quasi-Public to Office/Service (Review File No. 20606-5). Reviewed administratively.
- April 18, 2012: 6.2 acre land use change from Major Office to Regional Commercial (Review File No. 20606-6). Reviewed administratively.
- The Council acted on October 10, 2012, on an amendment to reguide 80 acres from Private Recreational to Low Density Residential (Review File No. 20606-7, Business Item 2012-306).
- March 1, 2013: 2 acre land use change from High Density Residential to Medium Density Residential (Review File No. 20606-8). Reviewed administratively.
- The Council acted on June 26, 2013, on an amendment to reguide 10 acres from Medium Density Residential to High Density Residential for 148 senior multi-family units (Review File No. 20606-9, Business Item 2013-179).
- August 14, 2013: 0.48 acre land use change from LD-Low Density Residential to QP-Quasi-Public to allow an existing monopole (Review File No. 20606-10). Reviewed administratively.

- August 8, 2013: reguide 3.5 acres from SA/MD-Special Area/Medium Density to SA/P-Special Area/Parks, Open Space and Recreation for development of a new public park (Review File No. 20606-11). Reviewed administratively.
- The Council acted on December 11, 2013, on an amendment to reguide 24 acres from Special Area – Major Office to Mixed Use to allow up to 250 multi-family units (Review File No. 20606-12, Business Item 2013-391).
- May 5, 2014: 3 acre site re-guiding from Business Park to Medium Density Residential to allow the development of a senior apartment building (Review File No. 20606-13). Reviewed administratively.

## REVIEW

**Conformance with Regional Systems** The CPA 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 CPA is consistent with the Council’s RDF, with water resources management, and is consistent with Council forecasts.

**Compatibility with Plans of Adjacent Jurisdictions** The CPA will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## ANALYSIS AND FINDINGS

### Conformance with Regional Systems

The CPA conforms to the Council’s regional system plans for wastewater services, parks, and transportation. The following are additional staff and advisory comments.

#### Wastewater Services

*Reviewer: Roger Janzig (651-602-1119)*

The CPA conforms to the *2030 Water Resources Management Policy Plan*. The Metropolitan Disposal System has adequate capacity to serve the proposed development.

#### Regional Parks

*Reviewer: Jan Youngquist (651-602-1029)*

The CPA conforms to the *2030 Regional Parks Policy Plan*. The *2030 Regional Parks Policy Plan* identifies a proposed north-south greenway/regional trail in the general area of the CPA site, which will connect Lebanon Hills Regional Park to the Big Rivers Regional Trail. The alignment of the trail will be developed in the future by Dakota County, with consultation from the City of Eagan. The greenway/regional trail will need to cross Yankee Doodle Road in the general area of the CPA site. Council staff recommends that pedestrian and bicycle travel be taken into consideration in the layout of the future development of the CPA site to support the future greenway/regional trail.

#### Transportation/Transit

*Reviewer: Russ Owen (651-602-1724)/ Steve Mahowald (612-349-7775)*

The CPA conforms to the *2030 Transportation Policy Plan* (TPP) for transportation and transit.

## Aviation

Reviewer: Russ Owen (651-602-1724)/ Steve Mahowald (612-349-7775)

The CPA conforms to the TPP for aviation. However, the new development is proposed in a noise buffer zone for the MSP international airport. Noise buffer zones generally, become an extension of noise zone 4. Noise zone 4 is defined as a transitional where noise exposure might be considered moderate in the 60-64 DNL range.

### Advisory Comments:

Within the City's application, Lots 5 and 6 are proposed for high density residential. Lot 5 could be considered infill development and therefore a single/multiplex building with an individual entrance would be "conditional" under the Land Use Compatibility Guidelines for Aircraft Noise, Appendix M of the TPP. Lot 6 is designated as a new development, and a single/multiplex with individual entrance would be an "incompatible" land use in this buffer zone. On both lots 5 and 6 a multiplex/apartment with a shared entrance would be considered a "provisional" land use. The City should refer to the definitions of the compatible land uses and additional guidance found in Appendix M of the *2030 Transportation Policy Plan*.

## CONSISTENCY WITH COUNCIL POLICY

The proposed CPA is consistent with the Council's policies for forecasts, land use, housing, surface water management, and water supply. The following are additional staff and advisory comments.

### Forecasts

Reviewer: Todd Graham (651-602-1322)

The CPA is consistent with regional policy for forecasts. The proposal does not increase the city's official forecast.

### Land Use and Residential Density

Reviewer: Patrick Boylan (651-602-1438)

The CPA is consistent with the *2030 Regional Development Framework* policy for residential land use and minimum residential density of at least 3 dwelling units per acre for sewered development.

The Comprehensive Plan Amendment represents a land use change to the City's current Update for the re-designation of 10 acres from "SA/OS Special Area/Office Service" to "SA/MU Special Area/Mixed Use" to allow the redevelopment of a vacant office tower to 112 residential units, constructing a new 90-unit apartment building, and developing approximately 30,000 square feet of commercial on the site. The gross density for the site would be over 42 units per acre.

The overall expected minimum density for Eagan is 3.32 net units per acre. The proposed CityVue Commons amendment will increase the expected overall density to 3.34 units per acre as shown in Table 1 below.

**Table 1: Residential Density Analysis**

	Density Range			Housing Units	
	Min	Max	Acres	Min	Max
Low Density Residential	2	4	6,281	12,561	25,122
Medium Density Residential	4	12	994	3,974	11,922
High Density Residential	12	30	452	5,424	13,560
Mixed Use (that allows Residential)	21	28	216	4,536	6,048
	<b>TOTALS</b>			<b>26,495</b>	<b>56,652</b>
	<b>Planned Density</b>			<b>3.34</b>	<b>7.13</b>
2000-2012 Plat Monitoring Data			94.63	350	3.70
<b>Total Planned and Plat Monitoring</b>			<b>8,037</b>	<b>26,845</b>	<b>3.34</b>

*Housing*

*Reviewer: Patrick Boylan (651-602-1438)*

The proposed amendment is consistent with the Council policies for Housing as it will allow the City to fulfill the housing planning requirements of the Metropolitan Land Planning Act.

The proposed amendment reguides 10 acres from “SA/OS Special Area/Office Service” to “SA/MU Special Area/Mixed Use” to allow the development of up to 202 multi-family residential units upon the site, including a 112-unit apartment building and a second 90-unit apartment building. This amendment will facilitate the development of additional life-cycle housing opportunities in the City and move toward meeting its goal of 880 to 2,025 units.

*Surface Water Management*

*Reviewer: Jim Larsen (651-602-1159)*

The CPA is consistent with the 2030 Water Resources Management Policy Plan (WRMPP) for surface water management

Advisory Comments:

One of the identified policies established by the City to guide development within this Special Area is to ‘respect existing site conditions and natural features, and to design with natural systems in mind,’ while achieving the community’s vision for a connected, mixed-use area. The parcel is located within the shoreland area for O’Leary Lake, located to the south of the site. Some of the proposed redevelopment would replace current surface parking which is 100 percent impervious, and other proposed development would occur on a portion of the site that is currently undeveloped greenfield.

Council staff encourages the City to utilize this redevelopment opportunity to reduce the proposed impervious cover on the northern portion of the site and maintain a greater percentage of green space on the southern portion of the site, in keeping with the City’s O’Leary Lake Shoreland Overlay guidance.

Staff also encourages the City to consider Dakota County’s recommendations regarding their proposed north/south greenway alignment and this site’s need to accommodate the future increase in the number of pedestrians and bicyclists as a result of inclusion of over 200 apartments to the area.

## *Water Supply*

Reviewer: Lanya Ross (651-602-1803)

The CPA is consistent with Council policy regarding water supply and the Master Water Supply Plan.

This City has historically had relatively high per capita water use, high summer peak use, and a high percent of unaccounted for water use. The Council encourages efforts to promote the efficient use of water to protect and enhance the region's water supply sources. New development provides opportunities to implement new water conservation and stormwater management strategies as part of construction and site landscaping. The Council's Conservation Toolbox and Stormwater Reuse Guide may be useful tools to reduce per capita water demand. Both can be found on the Council's Water Supply Planning website at <http://www.metrocouncil.org/Wastewater-Water/Planning/Water-Supply-Planning/Guidance-and-Planning-Tools.aspx>.

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

The proposed CPA 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.

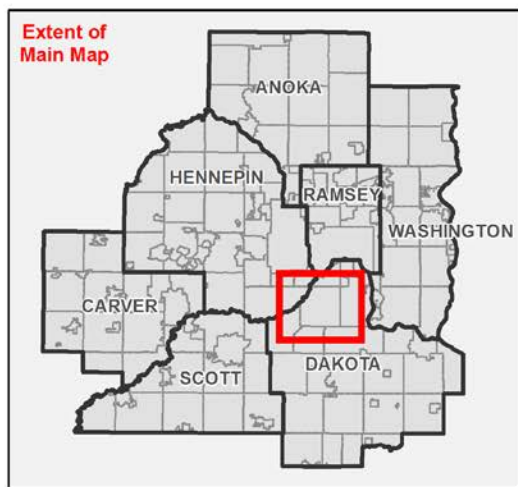
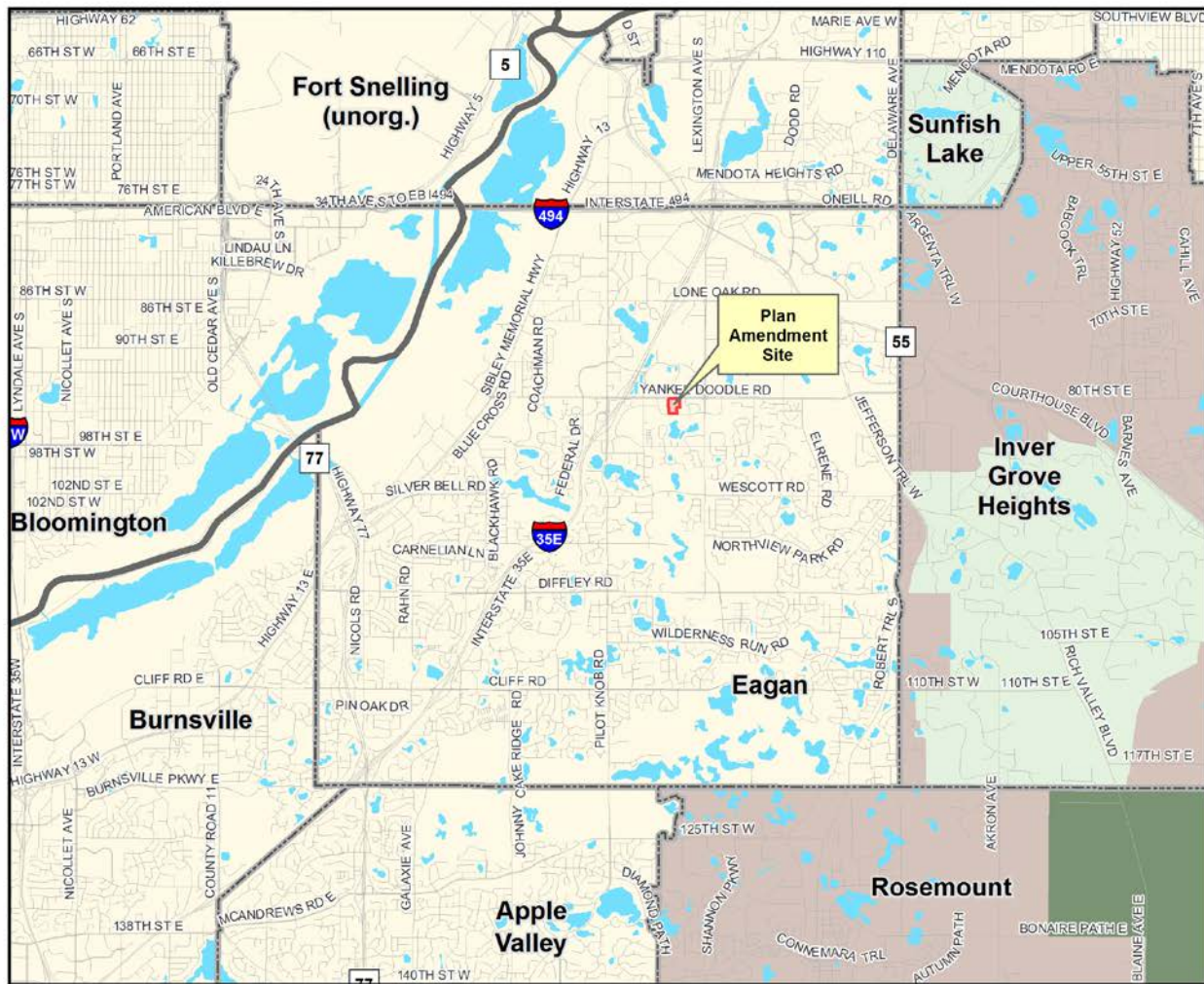
## **ATTACHMENTS**

Figure 1: Location Map with 2030 RDF Geographic Planning Areas

Figure 2: Location Map with Regional Systems

Figure 3: Proposed Future Land Use Map Change

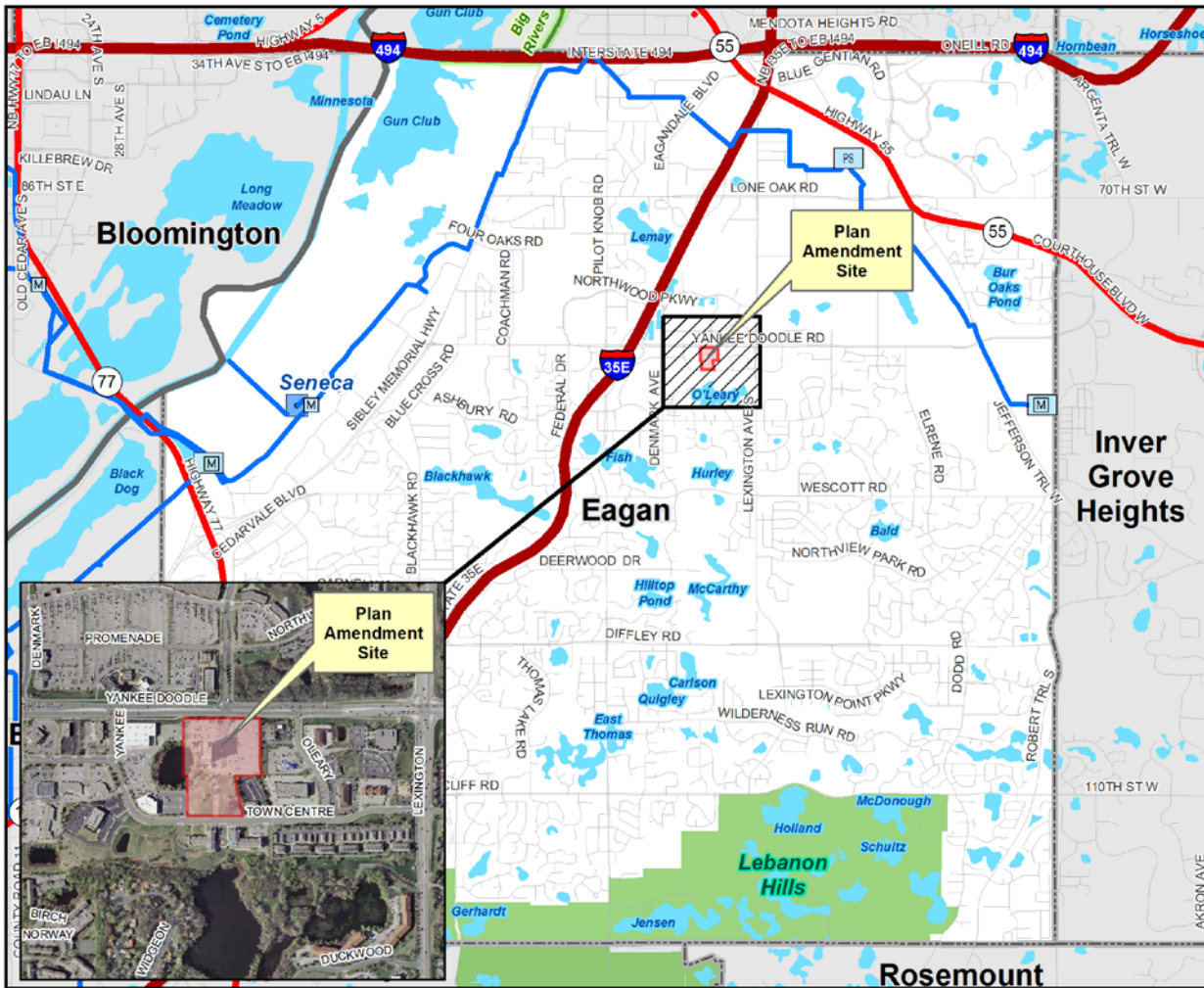
Figure 1: Location Map 2030 RDF Geographic Planning Areas



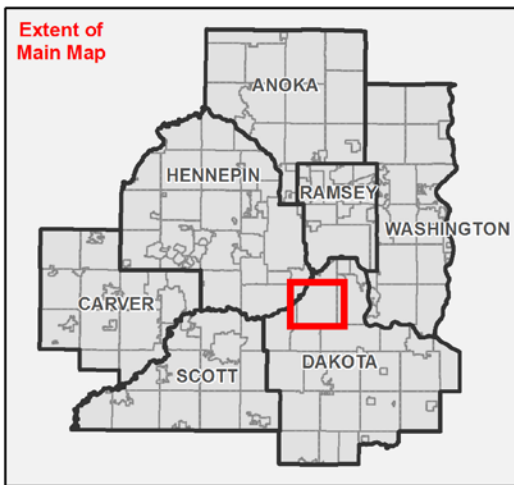
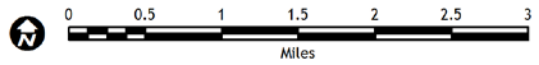
**2030 Framework Planning Areas**

- Developed
- Developing
- Rural Center
- Rural Growth Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non Region

Figure 2: Location Map with Regional Systems



MnGeo Image Server (2012)



**Regional Systems**

**Wastewater Services**

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

**Transportation**

- Interstates
- US Highways
- State Highways
- County Roads

**Recreation Open Space**

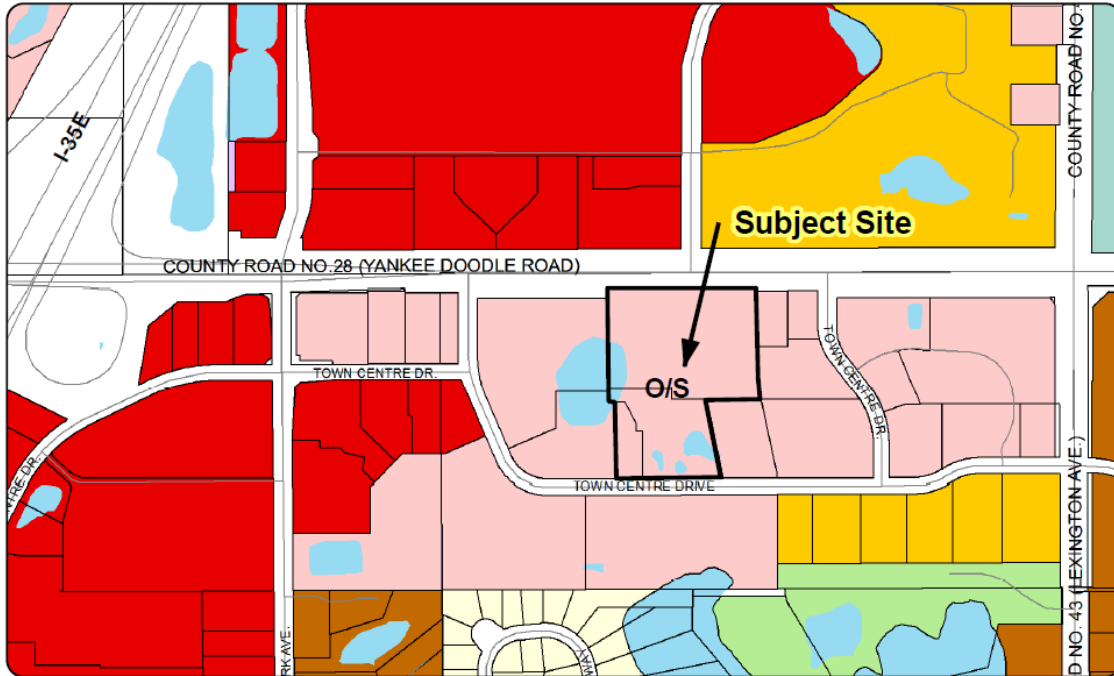
- Park Reserve
- Regional Park
- Special Recreation Feature

**TrailsRegional**

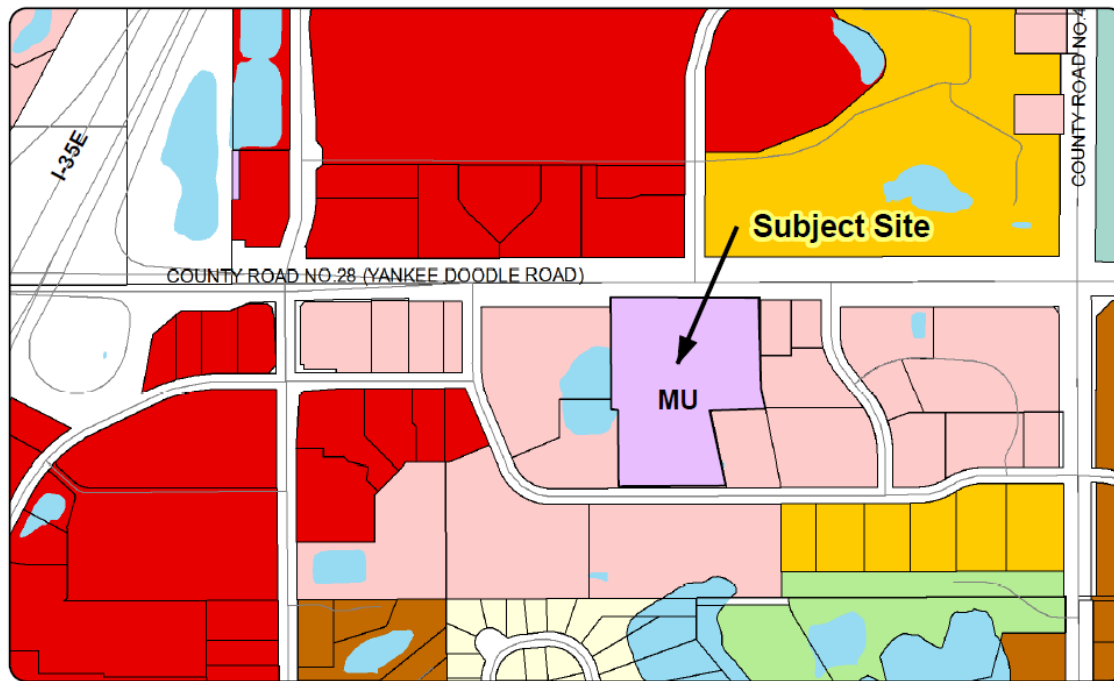
- Existing
- Ncompass Street Centerlines, 2014



Figure 3: Proposed Future Land Use Map Change



Current Land Use Map



Proposed Land Use Map



Land Use Designations-2030

- LD-Low Density
- O/S-Office/Service
- MU-Mixed Use
- MD-Medium Density
- RC-Retail Commercial
- P-Parks, Open Space & Recreation
- HD-High Density
- MO-Major Office
- QP-Public/Quasi-Public
- BP-Business Park
- Private Recreation
- IND-Limited Industrial

- Municipal Boundary
- Parcels
- Water

LAND USE MAP

Comprehensive Guide Plan Amendment  
City Vue Commons-Eagan

