

Community Development Committee / Transportation Committee

Meeting date: June 6, 2016

For the Metropolitan Council meeting of June 8, 2016

Subject: City of Eagan MVZ Ventures Comprehensive Plan Amendment, Review File No. 20606-18

District(s), Member(s): 15, Steven Chávez

Policy/Legal Reference: Minnesota Stat. § 473.175

Staff Prepared/Presented: Patrick Boylan, AICP, Local Planning Assistance (651-602-1438)
Mark Filipi, AICP-PTP, Manager, MTS Technical Services, (651-602-1725)
LisaBeth Barajas, Manager, Local Planning Assistance (651-602-1895)

Division/Department: Community Development / Regional Planning

Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Eagan to place the MVZ Ventures Comprehensive Plan Amendment (CPA) into effect.
2. Find that the proposed amendment does not change the City's forecasted growth.
3. Advise the City to implement the advisory comments in the Review Record for Forecasts, Surface Water Management, and Transportation.

Background

The Council reviewed the City's Comprehensive Plan Update (Business Item: 2010-91, Review File No. 20606-1) on February 12, 2010. This is the City's 17th amendment since the review of the Update. The amendment proposes to reguide 194 acres to the "Special Area - Mixed Use" category from the "Special Area - Major Office" category. The proposed amendment is to support the development of a headquarters and training facilities for the Minnesota Vikings. In addition, the site will also contain the following, developed in four phases over the next fifteen years:

- New headquarters and training facilities
- Indoor practice facilities, outdoor athletic complex with multiple practice fields
- A small stadium with up to 10,000 seats
- Mixed use development that includes:
 - Up to 945 new housing units
 - Hotel/conference center (320-500 rooms)
 - Up to 160,000 s.f. of retail space
 - Up to 1,020,000 s.f. of office / office medical space

The Council recently completed review of an Alternative Urban Areawide Review (AUAR) for the same site (Review File No. 21514-3). The City and the Council have met twice in the last couple of weeks regarding transportation analysis.

Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of adjacent local governments, school districts, and affected special districts.

Funding

None.

Known Support / Opposition

There is no known opposition.

Review Record

City of Eagan *MVZ Ventures Comprehensive Plan Amendment*

Review File No. 20606-18, Council Business Item No. 2016-108

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).

Consistent with the policies adopted by the Council in June 2014 (Business Item 2014-143) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans.

Thrive MSP 2040 (Thrive) designates Eagan with a “Suburban” community designation. Thrive forecasts, as amended in July 2015, for Eagan for 2040 are 72,300 population; 30,000 households; and 69,800 jobs.

The Council reviewed the City’s Comprehensive Plan Update (Business Item: 2010-91, Review File No. 20606-1) on February 12, 2010. This is the City’s 17th amendment since the review of the Update.

REQUEST SUMMARY

The amendment proposes to reguide 194 acres to the “Special Area - Mixed Use” category from the “Special Area – Major Office” category. The proposed amendment is to support the development of a headquarters and training facilities for the Minnesota Vikings. In addition, the site will also contain the following, developed in four phases over the next fifteen years:

- New headquarters and training facilities
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OVERVIEW

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 *Thrive MSP 2040*, with the *Housing Policy Plan*, 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. The Minnesota Department of Transportation and Dakota County have both expressed concerns regarding future traffic volumes. The City, Council, and representatives from MnDOT and Dakota County held a conference call on May 24, 2016 to resolve those issues.

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.
- The Council acted on June 11, 2014, on an amendment to reguide 10 acres from Special Area/Office to Special Area/Mixed Use to allow 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 (Review File No. 20606-14, Business Item 2014-126).
- March 18, 2015: 33 acre site re-guiding from Office to Limited Industrial to allow the development of office/warehouse facility. (Review File No. 20606-15). Reviewed administratively.
- June 1, 2015: 33 acre site re-guiding 6.5 acres of land from Mixed Use to Public/Quasi Public in support of the development of a private educational use (school building, athletic field, and parking). (Review File No. 20606-16). Reviewed administratively.
- The Council acted on August 12, 2015, on an amendment to reguide 8 acres to high density residential from retail commercial (Review File No. 20606-17, Business Item 2015-XX).

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with the RDF 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 proposed amendment conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

Regional Parks

Reviewer: Jan Youngquist (651-602-1029)

The proposed amendment conforms to the *2040 Regional Parks Policy Plan (RPPP)*. The northeast portion of the CPA site is within 0.25 mile of the planned Mendota-Lebanon Hills Greenway Regional Trail, which will be developed and operated by Dakota County and is governed by the RPPP. The change in land use guiding from SA-MO: Special Area - Major Office to SA-MIXED: Special Area - Mixed Use is not anticipated to impact the regional trail corridor. Council staff recommends that the City and the developer coordinate future local trail connections to the regional trail with Dakota County.

Transportation

Reviewers: Mark Filipi, AICP-PTP (651-602-1724), Russ Owen (651-602-1724)

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The amendment proposes to change the land use designation from SA-MO (Special Area - Major Office) to SA-MIXED (Special Area – Mixed Use). The site was formerly Delta Airlines property containing what was the Northwest Airlines Headquarters and Flight Training facilities. These structures are now vacant and the remainder of the site is undeveloped.

The proposed development for the site will include the re-located Minnesota Vikings headquarters which will move from its current location in Eden Prairie. The Vikings Headquarters facility will consist of a corporate office building, indoor practice facility, a stadium, and several outdoor grass football fields. The development of this portion of the site is to be the initial phase of development. The remainder of the site is proposed to include more office, retail uses, restaurants, hotels, and medium to high density multifamily residential, as discussed in the Land Use section of this report.

A thorough Traffic Impact Study was prepared as part of an Alternative Urban Area Review (AUAR). The traffic study identified several intersections in the area that would require improvements to mitigate the traffic impacts created in part by the development of the site. These improvements would range in complexity from simple signal re-timings to the conversion of intersection to hybrid J-turns. No grade-separated interchanges are proposed. There were concerns with the feasibility of the proposed mitigation improvements, the proposed method to monitor the growth in traffic to determine implementation timing, and certain minimum requirements for comprehensive plans. These items were resolved and adequately addressed by the City's responses in supplemental materials received on May 27, 2016.

The Mitigation Plan (submitted by City consultant Stantec, on May 27, 2016) contains a table of 16 potential strategies for mitigating traffic impacts at affected intersections. However, the Mitigation Plan also states (on pages 21-22) that, should those improvements prove to be unsuccessful in providing the necessary mitigation, other options would be considered. One of the suggested alternative options is "grade-separated options (e.g. conversion to a freeway type facility)." At this time, neither TH 55 nor TH 149 are in any plans for freeway conversion and the Council (along with MnDOT) is in the middle of the Principal Arterial Intersection Conversion Study which will identify and prioritize potential conversion corridors and intersections.

Advisory Comments

The City should advise the Council on the changes to socio-economic projections for the Transportation Analysis Zone (TAZ) impacted by this guide plan amendment as part of its 2040 comprehensive plan update.

For the alternative road improvements identified in the May 27, 2016 Mitigation Plan, the City should change the text to "partially grade-separated" and delete the reference "(e.g. conversion to a freeway type facility)".

Wastewater

Reviewer: Roger Janzig (651-602-1119)

The proposed amendment conforms to the *2040 Water Resources Management Policy Plan*. The Metropolitan Disposal System (MDS) has, or will have, sufficient capacity to support the development proposed with this amendment and documented in the accompanying AUAR.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments regarding consistency with forecasts, land use, and housing policies are detailed below.

Forecasts

Reviewer: Todd Graham (651-602-1322)

The proposed amendment is consistent with Council policy. Community wide forecasts do not need revision at this time. According to the City, higher households growth at this site will be offset by lowered growth elsewhere in Eagan.

Advisory Comments

This plan amendment enables a mix of land uses including apartments previously not planned. The households and population forecast for TAZ #472 should be revised at the City's convenience or with the next comprehensive plan update.

Land Use

Reviewer: Patrick Boylan, AICP (651-602-1438)

The proposed amendment is consistent with *Thrive MSP 2040* (Thrive) policies for land use. Thrive identifies the City as a Suburban Community and directs Suburban communities to support forecasted growth through redevelopment at appropriate densities and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity.

The site is a 194 acre property located South of I-494, east of Dodd Road, west of Ames Crossing Road, on the former Delta Airlines property. The amendment proposes headquarters and training facilities for the Minnesota Vikings, and also proposes to intensify office and residential uses in four phases over the next fifteen years. The first phase would be the Vikings headquarters and training facilities totaling 240,000 square feet. Subsequent phases include retail (up to 160,000 square feet maximum), office (up to 1,020,000 square feet) and hotel (500 room maximum) and up to 945 multifamily residential units.

The proposed residential land uses are consistent with the Council's policy of accommodating growth at a density of at least 5 units per acre for Suburban communities. As shown in Table 1 below, the City's Plan with this proposed amendment would allow for a range of 5,977 to 10,030 housing units, with a net density of 6.80 to 11.41 units per acre overall. With this amendment, the overall planned residential density for the City increases from 6.6 units per acre to 6.8 units per acre.

Table 1: Planned Residential Density

Category	2010-2030 Change				
	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Low Density Residential	1	4	229.02	229	916
Medium Density Residential	4	12	96	384	1152
High Density Residential	12	12	18	216	216
Mixed Use	10	22	264	2635	5797
Cedar Grove Redevelopment	21.4	28.4	44	942	1250
Cliff Commons Redevelopment	13	15.2	46	598	699
Plat Monitoring 2000-2014			182	973	
TOTALS			878.82	5977	10030
Overall Density				6.80	11.41

Housing

Reviewer: Tara Beard (651-602-1051)

The proposed amendment is consistent with the Council's policy for housing. The City's share of the region's affordable housing need from 2011-2020 is 884 units. With this amendment, the City has

guided over 129 new acres at densities of 6 units per acre or greater to support this need. With the amendment, there is land capacity to accommodate 2,427 units, providing more than sufficient land to support the City's share of the region's affordable housing need.

Surface Water Management

Reviewer: Jim Larsen (651-602-1159)

The amendment proposes to re-guide the 194-acre site from Special Area Major Office to Special Area Mixed Use. One of the identified policies established by the City to guide development within this Special Area is to "strive to retain the natural features of the area including wetlands and mature vegetation." Approximately half of the parcel has been mapped by the Department of Natural Resources (DNR) as Regionally Significant Ecological Areas (RSEA), characterized as being of both high and outstanding quality – the two levels of highest quality. The extent of planned development depicted on the 'Eagan Site Concept 1 Sketch Plan' appears to far exceed the level that would retain a significant portion of those RSEA natural features.

Advisory Comments

Council staff recommends that as site planning for this project is undertaken, that a greater effort to protect existing DNR Regionally Significant Ecological Areas and Regional Ecological Corridors present within the parcel be taken, as these (now) rare environmental attributes cannot be reproduced, once they have been eliminated through site development

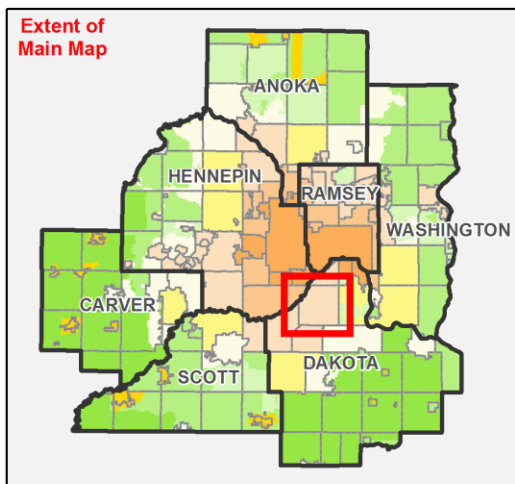
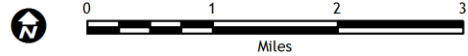
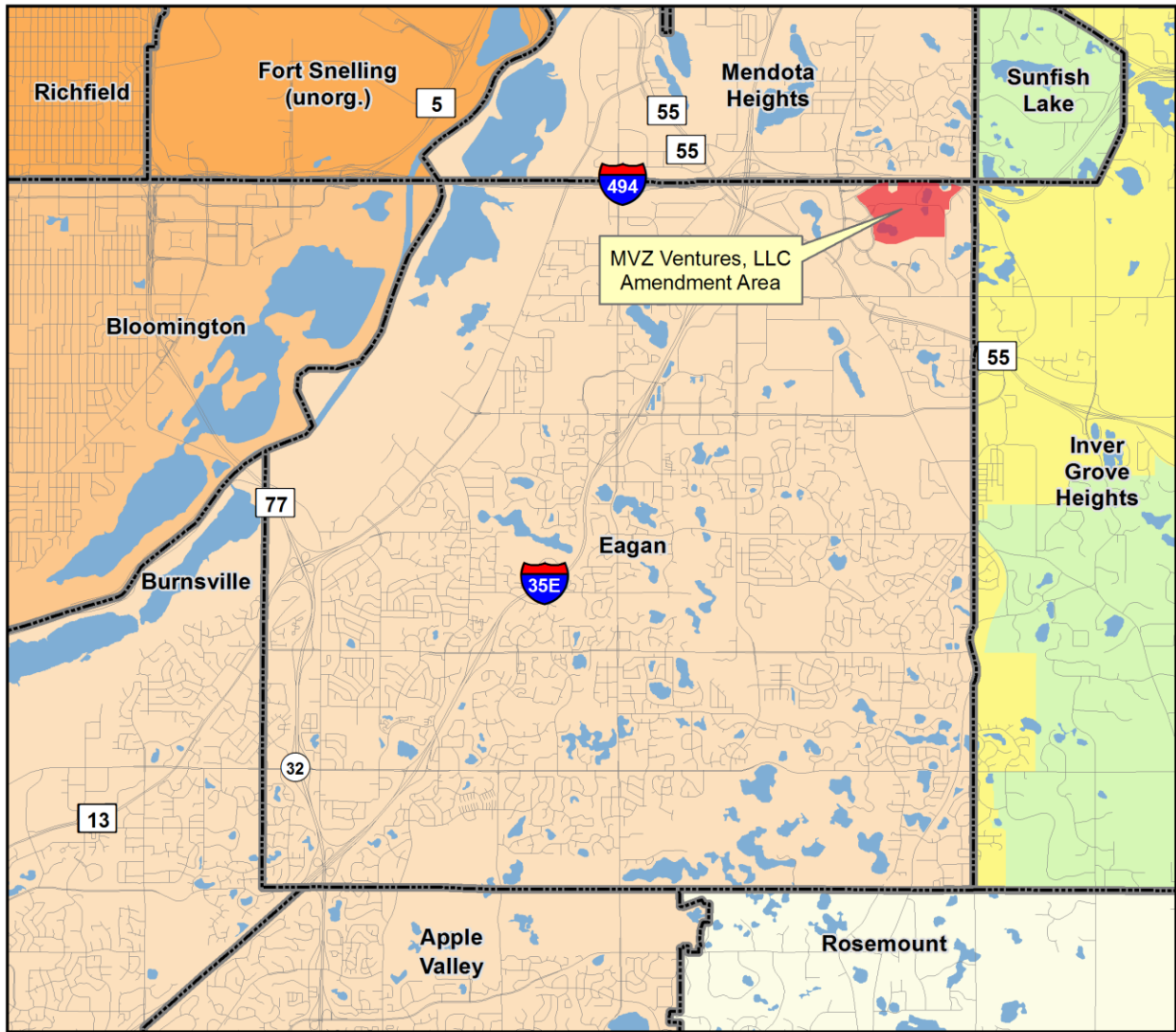
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with the adopted plans of adjacent governmental units and adopted plans of affected special districts and school districts were identified. The Minnesota Department of Transportation and Dakota County have expressed concern with the traffic analysis provided. The City, Council, and representatives from MnDOT and Dakota County held a conference call on May 24, 2016 to resolve those issues.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Planning Areas
- Figure 2: Location Map showing Regional Systems
- Figure 3: Current Land Use Guiding
- Figure 4: Proposed Land Use Guiding

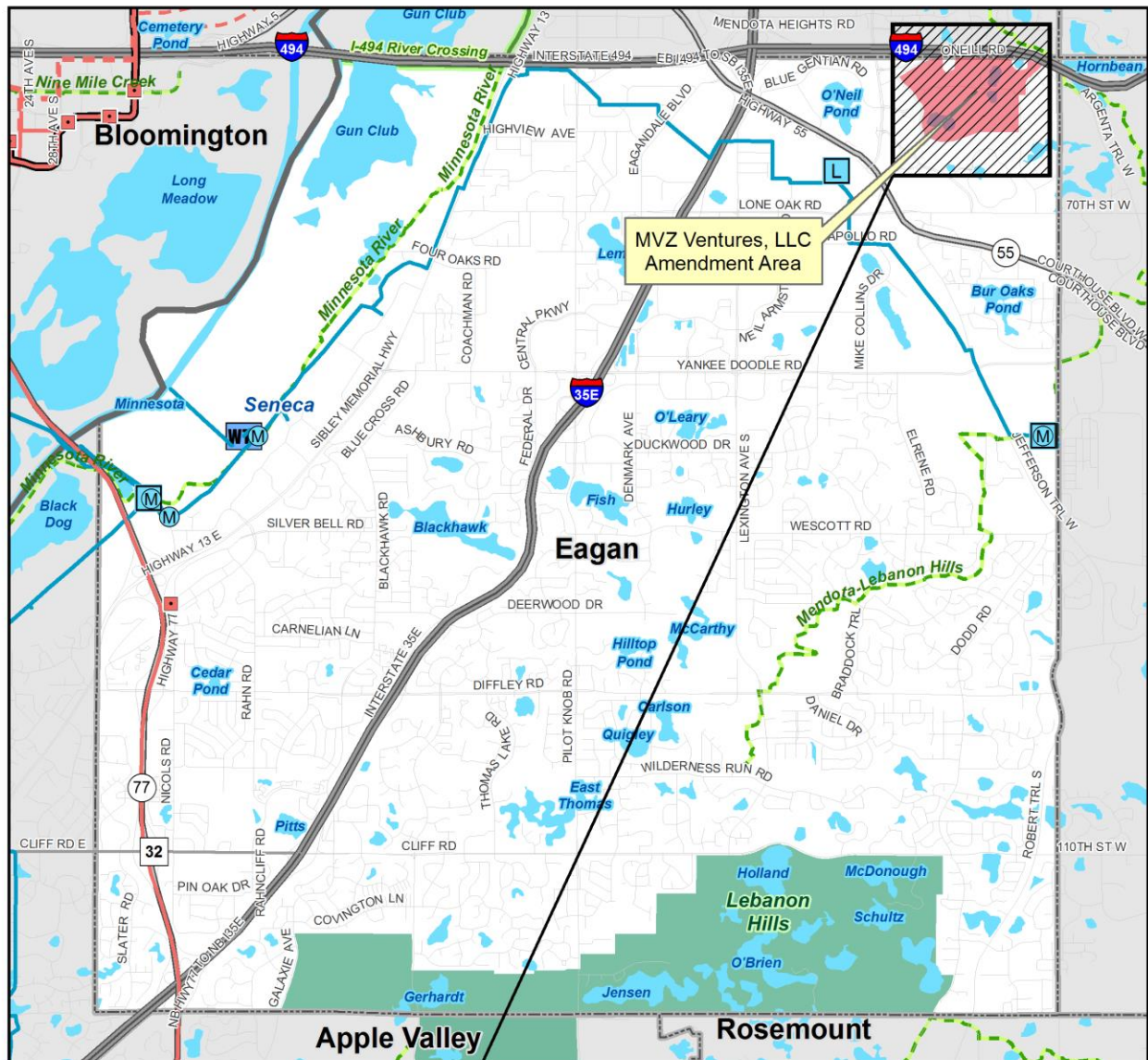
Figure 1: Location Map Showing Regional Planning Areas



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

Figure 2: Location Map Showing Regional Systems



Regional Systems

Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads

Regional Transitways

- Existing, Fixed Guideway
- Proposed, Fixed Guideway
- Existing, Bus Rapid Transit
- Proposed, Bus Rapid Transit
- Existing Fixed Guideway Stations
- Planned Fixed Guideway Stations

Recreation Open Space

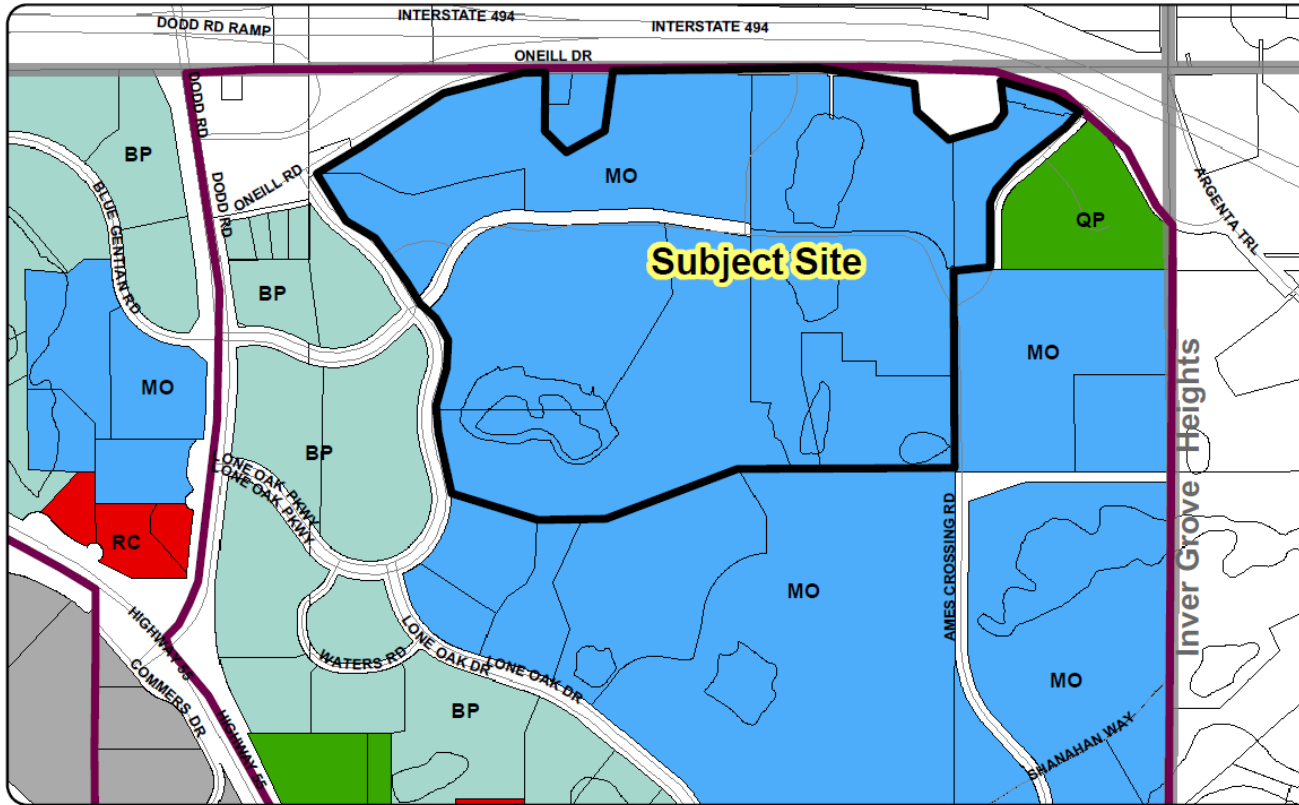
- Park Reserves
- Regional Parks
- Special Recreation Features
- Existing Regional Trails
- Planned Regional Trails

Wastewater Treatment

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

Ncompass Street Centerlines

Figure 3: Current Land Use Guiding



Current Land Use Map

Proposed Land Use map

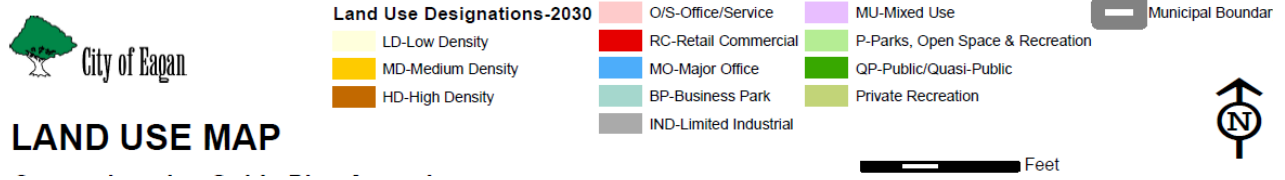
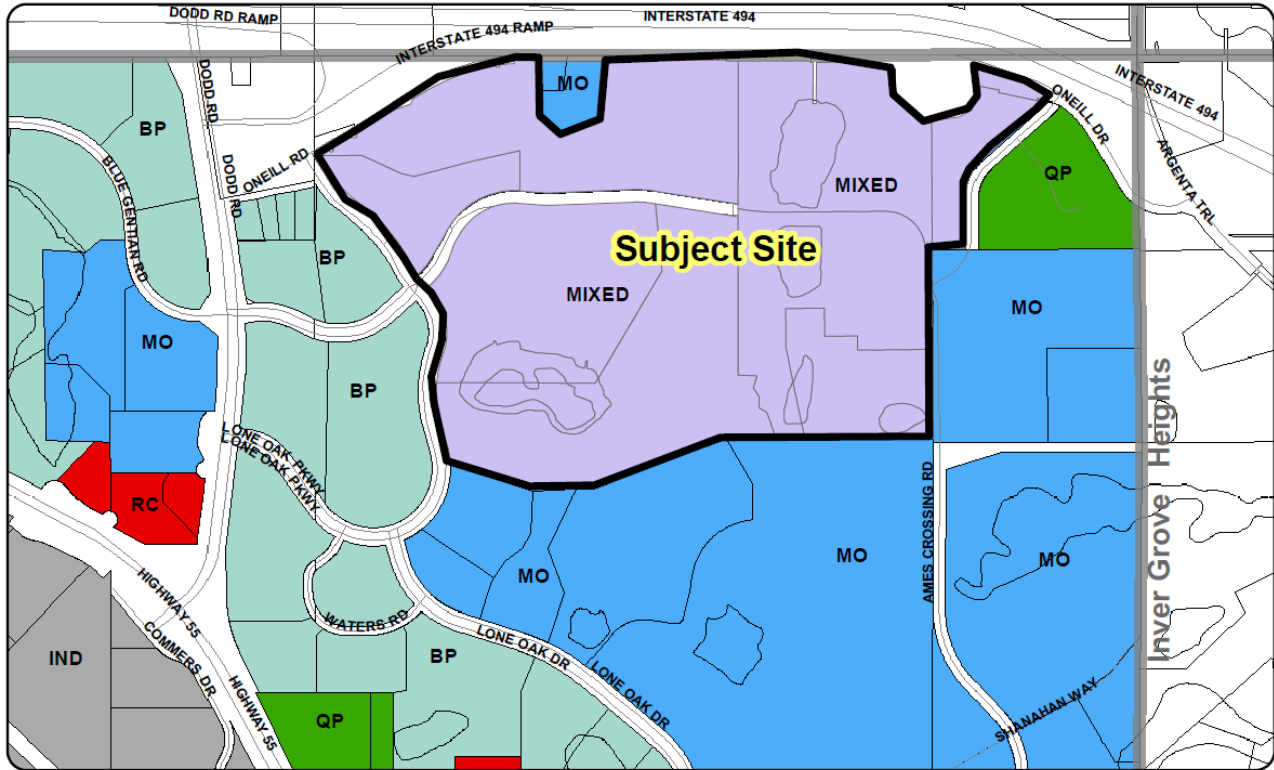


Figure 4: Proposed Land Use Guiding



Proposed Land Use Map



Land Use Designations-2030

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

Municipal Boundary

LAND USE MAP

Feet

