

Community Development Committee

Meeting date: June 18, 2018

For the Metropolitan Council meeting of June 27, 2018

Subject: City of Eagan Senior Living Comprehensive Plan Amendment, Review File No. 20606-29

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

Policy/Legal Reference: Minn. Stat. § 473.175

Staff Prepared/Presented: Raya Esmaeili, AICP, Senior Planner, Local Planning Assistance (651-602-1616)

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 Senior Living Comprehensive Plan Amendment (CPA) into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for Housing and Transit.

Background

The amendment proposes to reguide 7.9 acres from Business Park to High Density Residential for the development of a 176-unit senior care facility. The development will include memory care, independent living, and assisted living apartments and is located in the NE quadrant of Lexington Avenue and Yankee Doodle Road (Figure 2).

The Council reviewed the City's Comprehensive Plan Update (Review File No. 20606-1, [Business Item: 2010-91](#)) on February 12, 2010. This is the City's 28th amendment since the review of the Update.

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.

Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in *Thrive*, 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, serve to achieve the outcomes identified in *Thrive*.

Funding

None.

Known Support / Opposition

There is no known opposition.

Review Record

City of Eagan Senior Living Comprehensive Plan Amendment

Review File No. 20606-29, Council Business Item No. 2018-161

BACKGROUND

The City of Eagan (City) is approximately 34 square miles and is located south of the Minnesota 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. The Council forecasts from 2016 to 2040 that the City will grow from 68,223 to 72,300 population; and from 26,923 to 30,000 households. The Council also forecasts that between 2017 and 2040 the City’s employment will increase from 58,335 to 69,300 jobs.

The Council reviewed the City’s Comprehensive Plan Update (Review File No. 20606-1, [Business Item 2010-91](#)) on February 12, 2010. This is the City’s 28th amendment since the review of the Update.

REQUEST SUMMARY

The amendment proposes to reguide 7.9 acres from Business Park to High Density Residential for the development of a 176-unit senior care facility. The development will include memory care, independent living, and assisted living apartments. The site is currently undeveloped with significant topography change and some mature trees and is located in the NE quadrant of Lexington Avenue and Yankee Doodle Road (Figure 2).

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

Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

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 land use change 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 land use change from Office to Limited Industrial to allow the development of office/warehouse facility. (Review File No. 20606-15). Reviewed administratively.
- June 1, 2015: 6.5 acres land use change 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 from Retail Commercial to High Density Residential (Review File No. 20606-17, [Business Item 2015-171](#)).
- The Council acted June 8, 2016, on an amendment to reguide 194 acres from the “Special Area – Major Office” category to the “Special Area - Mixed Use” category to support the development of a headquarters and training facilities for the Minnesota Vikings. (Review File No. 20606-18, [Business Item 2016-108](#)).

- July 27, 2016: Outlot I, Gopher Eagan Industrial Park 2 amendment to reguide 12 acres from Park to Limited Industrial The proposal is located at 805 Yankee Doodle Road. (Review File No. 20606-19). Reviewed administratively.
- September 21, 2016: Outlot I, Gopher Eagan Industrial Park 2 to reguide 4 acres from High Density Residential to Quasi-Public/Institutional to support the development of a new fire station on 4230 Blackhawk Road (Review File No. 20606-20). Reviewed administratively.
- January 27, 2017: Yankee Doodle Self Storage amendment to reguide 2.2 acres from BP-Business Park to IND-Light Industrial (Review File No. 20606-21). Reviewed administratively.
- March 22, 2017: Red Pine Crossing amendment to change 9.82 acres from RC, Retail Commercial to LD, Low Density Residential, for a residential development consisting of 34 twin homes on two properties (Review File No. 20606-22). Reviewed administratively.
- January 3, 2018: Justman Freight amendment to reguide 7.5 acres from Low Density (LD) to Limited Industrial (IND) to allow an expansion of an existing truck terminal. (Review File No. 20606-23). Reviewed administratively.
- January 24, 2018: Fire Station One amendment to reguide 0.5 acres on Rahn Road and 2.6 acres on Galaxie Avenue from Quasi-Public (Q/P) to Office/Service (O/S) to allow development of former city property (Review File No. 20606-24). Reviewed administratively.
- March 6, 2018: Fire Station 5 amendment to reguide 2.6 acres from Quasi-Public (Q/P) to Office/Service (O/S) to facilitate the sale of property for private use (Review File No. 20606-25). Reviewed administratively.
- The Council acted on May 23, 2018, on an amendment to reguide 18.1 acres Major Office to Retail Commercial (Review File No. 20606-26, [Business Item 2018-116](#)).
- May 16, 2018: Lebanon Hills Substation amendment to reguide 0.89 acres from Low Density Residential to Quasi-Public (Review File No. 20606-27). Reviewed administratively.
- May 24, 2018: Cedar Cliff CGA amendment to reguide 2.2 acres from Office/Service to High Density Residential (Review File No. 20606-28). Reviewed administratively.

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP 2040* and other Council policies?
- III. Does the amendment change the Township'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, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

Regional Parks

Reviewer: Raya Esmaeili (651-602-1616)

The proposed amendment is complete for regional parks review and conforms to the *2040 Regional Parks Policy Plan* (RPPP). The amendment site is more than 0.5 mile from any regional parks system component.

Transportation

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

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The proposed senior living development will not have an impact on the existing transit or transportation network. The memory center is within 4 miles of the MSP International Airport; however, the site is not within the noise exposure zones.

Advisory Comments

Council staff encourage the City to ensure sidewalk connections to the trails on Yankee Doodle Road and Lexington Avenue South and along Discovery Road to support the sustainability and active lifestyles goal identified in the City's comprehensive plan.

Additionally, Council staff recommend that the City coordinate with MVTA staff regarding the potential move of the Route 445 stop now located on eastbound Yankee Doodle near side of Discovery Road to far side of Discovery Road. If MVTA operational staff approve, it would benefit future residents of this development.

Wastewater

Reviewer: Roger Janzig (651-602-1119)

The proposed amendment conforms to the *2040 Water Resources Policy Plan*. The Metropolitan Disposal System has adequate capacity for this project at this location.

Consistency with Council Policy

The amendment is consistent with Council policies for land use, forecasts, housing, and water resources. Additional review comments regarding consistency with those policies are detailed below.

Forecasts

Reviewer: Todd Graham (651-602-1322)

The proposed amendment is consistent with Council forecasts. The City offers that the plan amendment does not affect the community-wide forecast. Council staff agree with this assessment. The development at this site contributes to already forecasted growth in the City. A community-wide forecast adjustment is not needed.

Land Use

Reviewer: Raya Esmaeili (651-602-1616)

The amendment is consistent with the land use policies in *Thrive MSP 2040*, which identifies the City as a Suburban community. *Thrive* directs Suburban communities to plan for residential land uses at a minimum average density of 5 units per acre.

The proposed amendment re-guides a 7.9 acres from Business Park to High Density Residential for the development of a 176-unit senior care facility. The development will include memory care, independent living, and assisted living apartments. The site is currently undeveloped with significant topography change, areas that are heavily treed with some mature trees. The site is located in the NE quadrant of Lexington Avenue and Yankee Doodle Road (Figure 2).

As shown in Table 1, the City's planned residential density will be 6.7 units per acre with the proposed amendment (changes are underlined), consistent with Council policy.

Table 1: Density Calculation Table

Category	2010-2030 Change				
	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Low Density Residential	1	4	230.45	230	922
Medium Density Residential	4	12	96	384	1152
High Density Residential	12	12	<u>25.7</u>	<u>308</u>	<u>308</u>
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 2000-2016			210	1078	
TOTALS			915.75	6175	10128
Overall Density				6.74	11.06

Housing

Reviewer: Tara Beard (651-602-1051)

The proposed comprehensive plan amendment is consistent with the Council’s policies for housing. The City currently provides sufficient land to address its share of the region’s 2011-2020 need for affordable housing, which is 884 units. The proposed amendment increases the City’s inventory of land guided to promote the development of low- and moderate-income housing. After this amendment, the City will be guiding more than 160 acres of mixed use and high-density residential land such that at least 2,280 units could be built.

The City participates in Livable Communities Act programs, but has not applied for or received grants in over five years. The most recent affordable housing development in the City, Lakeshore Townhomes, consisted of 50 townhomes that were completed in 2015.

Advisory Comments

The City should be aware that its share of the region’s 2021-2030 need for affordable housing is 472 units. In preparing the 2040 comprehensive plan update, the City should note that the minimum density of land guided to address this need is 8 units per acre. The City is encouraged to contact their Sector Representative or Council housing staff with any questions regarding the Council’s housing policy for the 2040 comprehensive plan update.

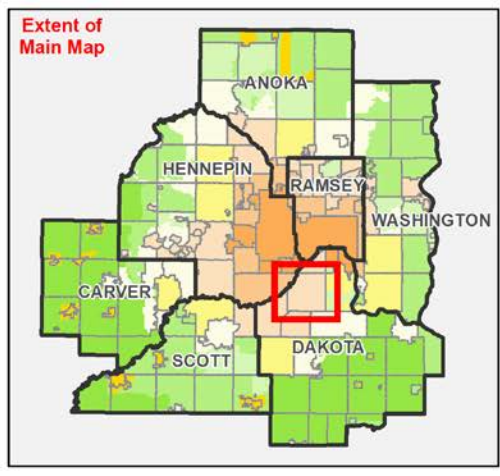
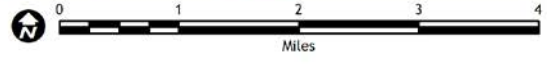
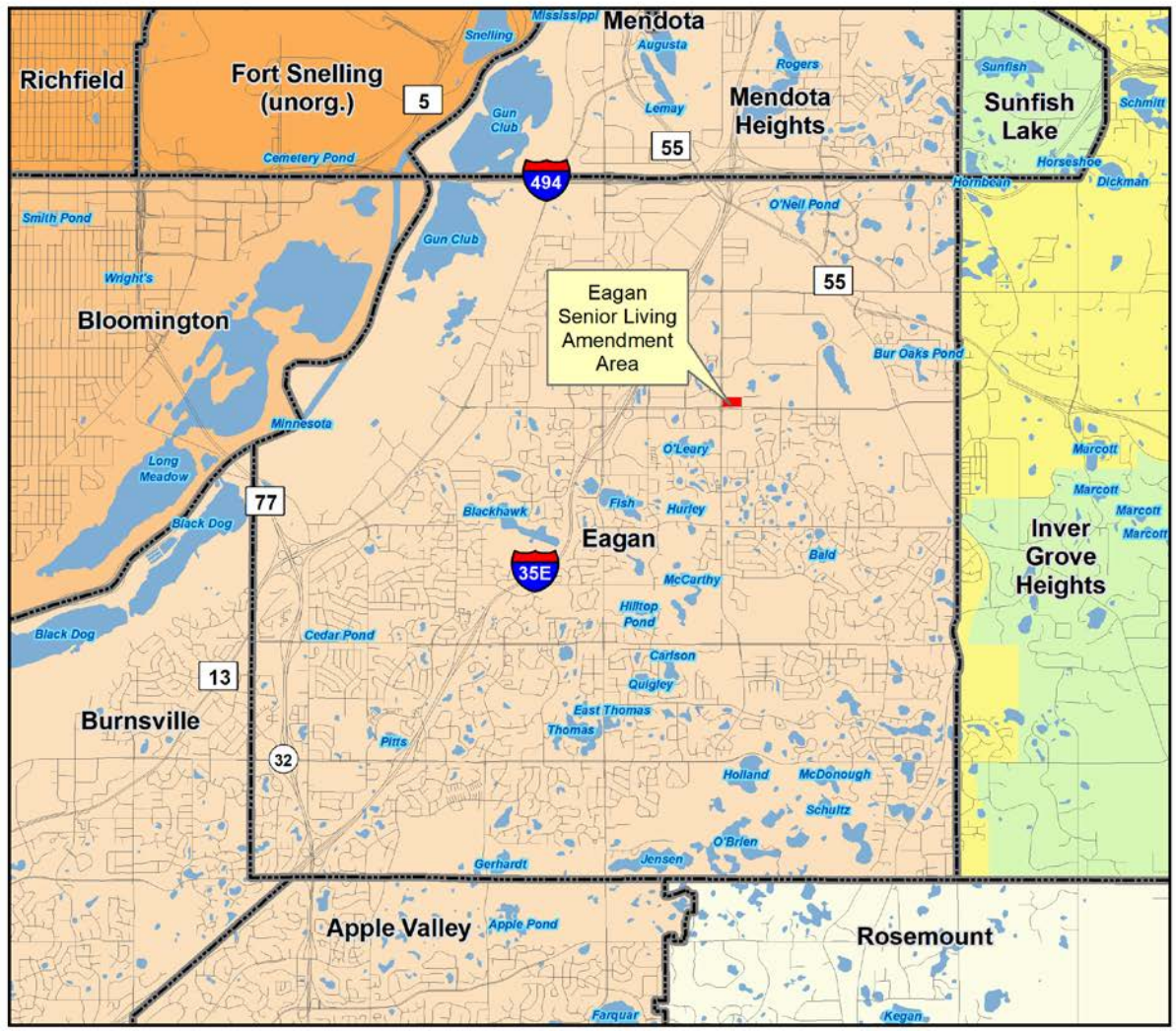
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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 Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: Current and Proposed Land Use Guiding

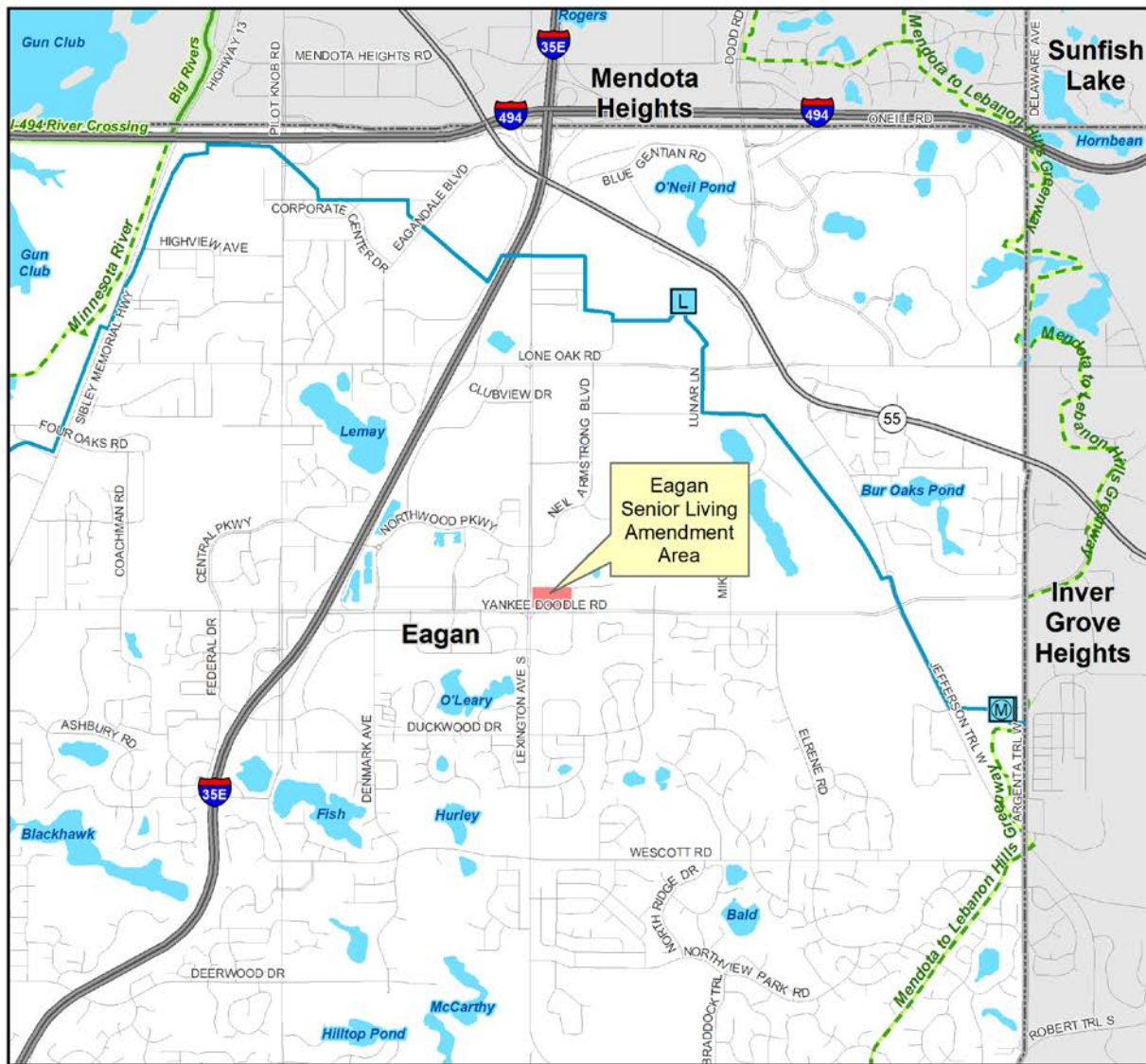
Figure 1: Location Map Showing Community Designations



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

- Planned Fixed Guideway Stations
- Existing Fixed Guideway Stations
- Regional Transitways
 - Existing, Fixed Guideway
 - Proposed, Fixed Guideway
 - Existing, Bus Rapid Transit
 - Proposed, Bus Rapid Transit
- Wastewater Treatment
 - M Meters
 - L Lift Stations
 - MCES Interceptors
 - WTP MCES Treatment Plants

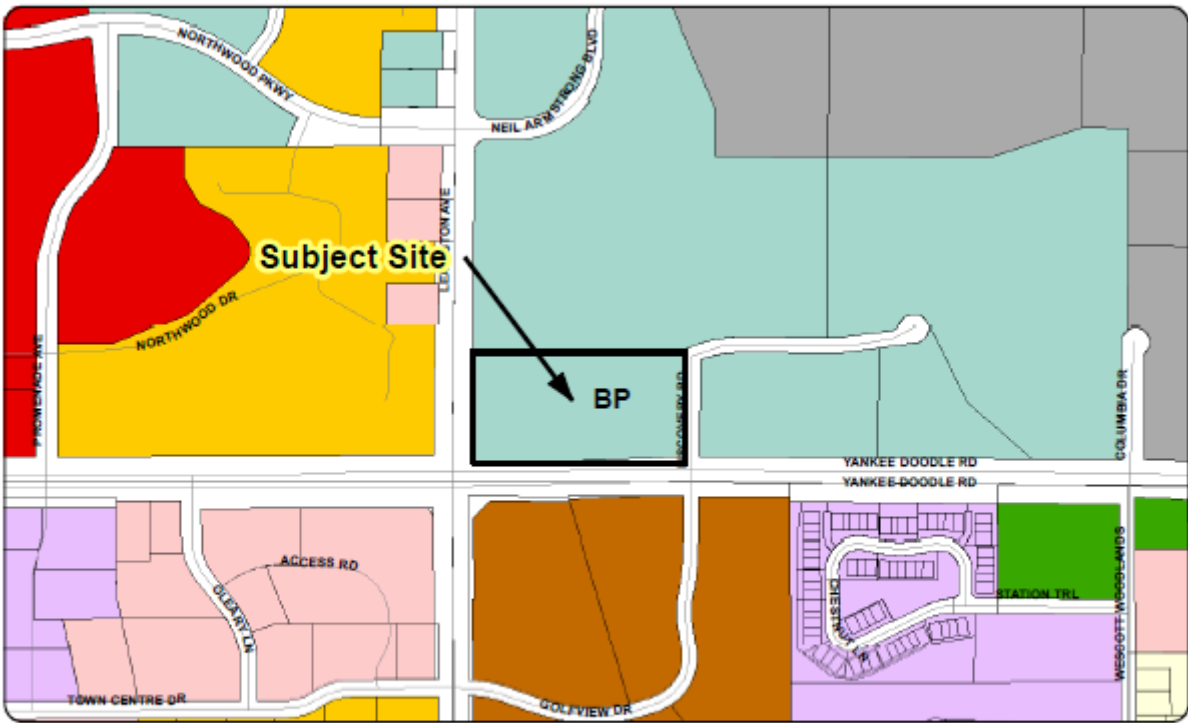
Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads
- Ncompass Street Centerlines

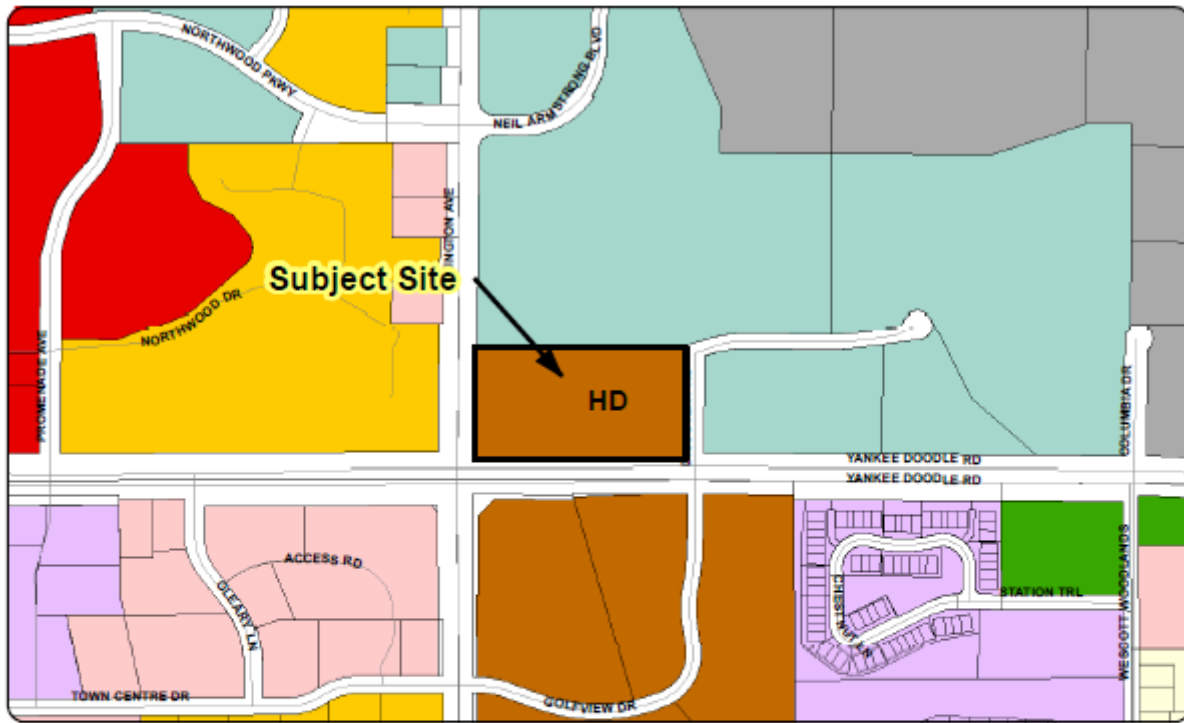
Regional Parks

- STATUS**
- Existing (Open to Public)
 - In Master Plan (Not Open to Public)
 - Planned Units
 - Existing Regional Trails
 - Planned Regional Trails

Figure 3: Current and Proposed Land Use Guiding



Current Land Use Map



Proposed Land Use Map

