

## Community Development Committee

Meeting date: May 9, 2018

For the Metropolitan Council meeting of May 23, 2018

**Subject:** City of Eagan Costco Comprehensive Plan Amendment, Review File No. 20606-26

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

**Policy/Legal Reference:** Minn. Stat. § 473.175

**Staff Prepared/Presented:** Patrick Boylan, AICP, Planning Analyst, Local Planning Assistance (651-602-1438)

**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 Costco Comprehensive Plan Amendment (CPA) into effect.
2. Revise the City's employment forecast to show a reduction in jobs for each of 2020, 2030, and 2040, as shown in Table 1 of the Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Housing, Natural Resources, and Surface Water Management.

### Background

The amendment proposes to reguide 18.1 acres from Major Office (MO) to Retail Commercial (RC). The proposed amendment is to support the development of a members-only retail warehouse with liquor sales, a motor fueling station, and a tire center. The land is located generally south of I-494, east of I-35E, and north of State Highway 55 (see 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 25th amendment since the review of the Update.

### Rationale

The proposed amendment conforms to regional system plans; and except for the except for the Natural Resources Protection and Water Sustainability policies, the plan 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 Costco Comprehensive Plan Amendment

Review File No. 20606-26, Council Business Item No. 2018-116

### 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 69,800 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 25<sup>th</sup> amendment since the review of the Update.

### REQUEST SUMMARY

The CPA proposes to amend the local comprehensive plan to reguide 18.1 acres from Major Office (MO) to Retail Commercial (RC). The proposed amendment is to support the development of a members-only retail warehouse with liquor sales, a motor fueling station, and a tire center. The land is located generally south of I-494, east of I-35E, and north of State Highway 55 (see 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* except for the Natural Resources Protection policy and Water Sustainability policy. 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.

## 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: Jake Reilly (651-602-1822)*

The amendment conforms with *2040 Regional Parks Policy Plan* (RPPP). There are no existing or planned regional parks or trails as identified in the RPPP within 0.5 mile of the site being re-guided to Retail Commercial; therefore, the amendment is not anticipated to impact the regional parks system.

#### **Transportation**

*Reviewer: John Dillery (612-349-7774)*

The amendment conforms to the *2040 Transportation Policy Plan* (TPP). The amendment site is adjacent to I-494; no additional impacts are anticipated from the amendment due to the similarity in uses.

MnDOT provided comments on the surface water runoff after the site has been developed. MnDOT’s policy is that current drainage patterns do not change and drainage rates to MnDOT right-of-way must not be increased.

### Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. However, the City wishes to reduce forecasts for the years 2020, 2030, and 2040 for employment, as detailed below.

### Forecasts

Reviewer: Todd Graham (651-602-1322)

The proposed amendment affects the community-wide forecast reducing the ultimate employment by -495 jobs. The City expects the retail use will be less intense than the previously planned office campus. The change merits a reduction of the TAZ employment forecast. This site is the largest undeveloped piece of TAZ #473. Other parcels in TAZ #473 are developed already; the City assumes these will have no significant employment change now to 2040.

The Council’s preliminary forecast for TAZ #473 includes steady and continuing employment in the zone. Accordingly, Council staff support a reduction to both the TAZ #473 forecast and the community-wide forecast by -100 jobs in 2020; -300 jobs in 2030; -500 jobs in 2040 (revisions are underlined in Table 1 below).

The forecast revision will be effective upon Council action on the plan amendment.

Table 1. City of Eagan Revised Forecasts

	Census	Previous Council Forecasts			Revised Council Forecasts		
	2010	2020	2030	2040	2020	2030	2040
Population	64,206	67,400	69,800	72,300	67,400	69,800	72,300
Households	25,249	27,400	28,700	30,000	27,400	28,700	30,000
Employment	49,526	59,500	64,700	69,800	<u>59,400</u>	<u>64,400</u>	<u>69,300</u>

### Land Use

Reviewer: Patrick Boylan (651-602-1438)

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 land uses that support the growth of businesses and to identify appropriate areas for development, particularly those that are well-served by by transportation options and nearby amenities.

The amendment proposes to re-guide a 18.1-acre site from Major Office (MO) to Retail Commercial (RC) and is located generally south of I-494, east of I-35E, and north of State Highway 55 (Figure 2). The purpose of the amendment is to reguide land previously designated as commercial to allow a Costco retail store to be developed. Plans call for the construction of a members-only retail warehouse with liquor sales, a motor fueling station, and a tire center. The site is currently undeveloped and surrounded by the nearby highways, business park, and industrial uses. Due to its proximity to several major transportation corridors, the proposed use is consistent with the policies in *Thrive*.

### Housing

Reviewer: Tara Beard (651-602-1051)

The proposed 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 has no impact on the City's inventory of land guided to promote the development of low- and moderate-income housing.

After this amendment, the City will continue to guide more than 152 acres of mixed use and high-density residential land such that at least 2,185 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 Eagan, 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.

### **Natural Resources**

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

The amendment is inconsistent with the Council's policies for natural resources. Development as proposed in the amendment would impact habitat characterized as 'high' in quality by the Council's Natural Resources Inventory/Assessment (NRIA). This is inconsistent with Council *Thrive MSP 2040* 'Stewardship' and 'Natural Resources Protection' policy language (on pages 18-20 and 119-120 respectively).

*Thrive* directs staff to work with local and regional partners to conserve, restore, and protect the region's remaining vital natural resources by adopting local land uses and planning strategies for protecting natural resources and minimizing development impacts.

### *Advisory Comments*

Council staff encourage the City to consider site design that preserves as much of the existing wooded vegetation as possible, particularly along the northern portion of the site that slopes down toward the existing drainage pond.

### **Surface Water Management**

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

The amendment is inconsistent with the Council's policies for surface water management in that the City's documentation has not shown how stormwater generated from the site will be managed before leaving the site.

The City's January 23, 2018 Planning Report indicated that any development on the site will need to comply with the City of Eagan's Post Construction Stormwater Management Requirements (City Code Section 4.34) for stormwater management and surface water quality, including Runoff Rate Control and 1.1" Volume Control. After further inquiry regarding how stormwater is specifically proposed to be managed on the site, the City indicated that the proposed development "will meet all current applicable stormwater requirements including rate control, water quality, and disposal through a variety of stormwater Best Management Practices (BMPs) such as stormwater ponds, underground infiltration, and detention." The specific site BMPs will be determined and implemented into the project as part of the site approval process with the City.

### *Advisory Comments*

Council staff encourages the City to incorporate as much of the required stormwater runoff pretreatment and infiltration facilities beneath impervious surfaces on the site to preserve as much existing vegetation on the site as possible.

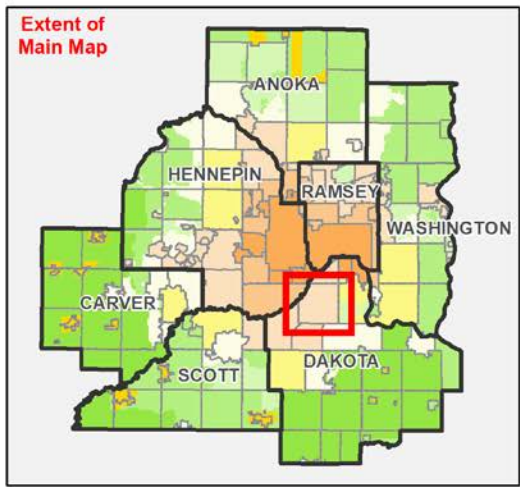
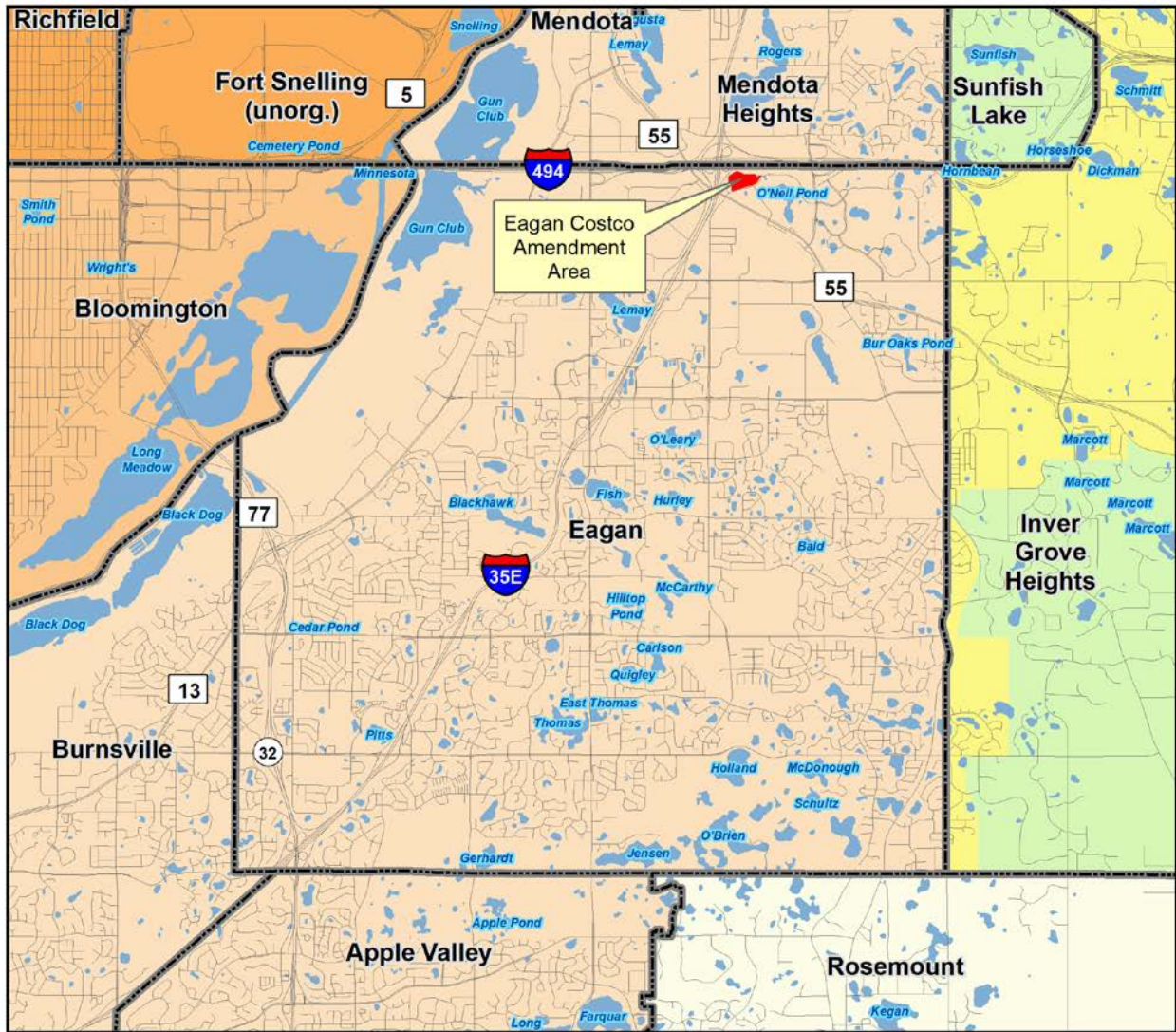
### *Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts*

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. MnDOT responded to the plan by stating that their policy is that current drainage patterns do not change and drainage rates to MnDOT right-of-way must not be increased.

## **ATTACHMENTS**

- Figure 1: Location Map Showing Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: Current and Proposed Land Use Guiding

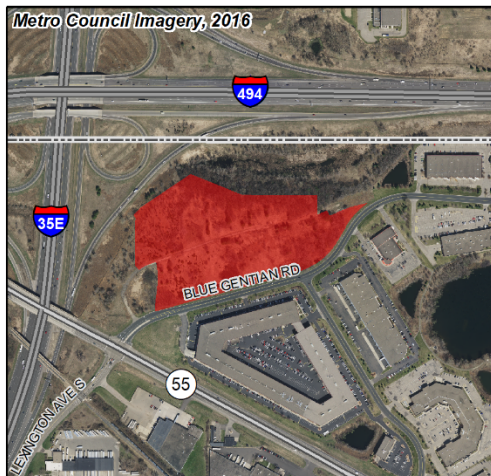
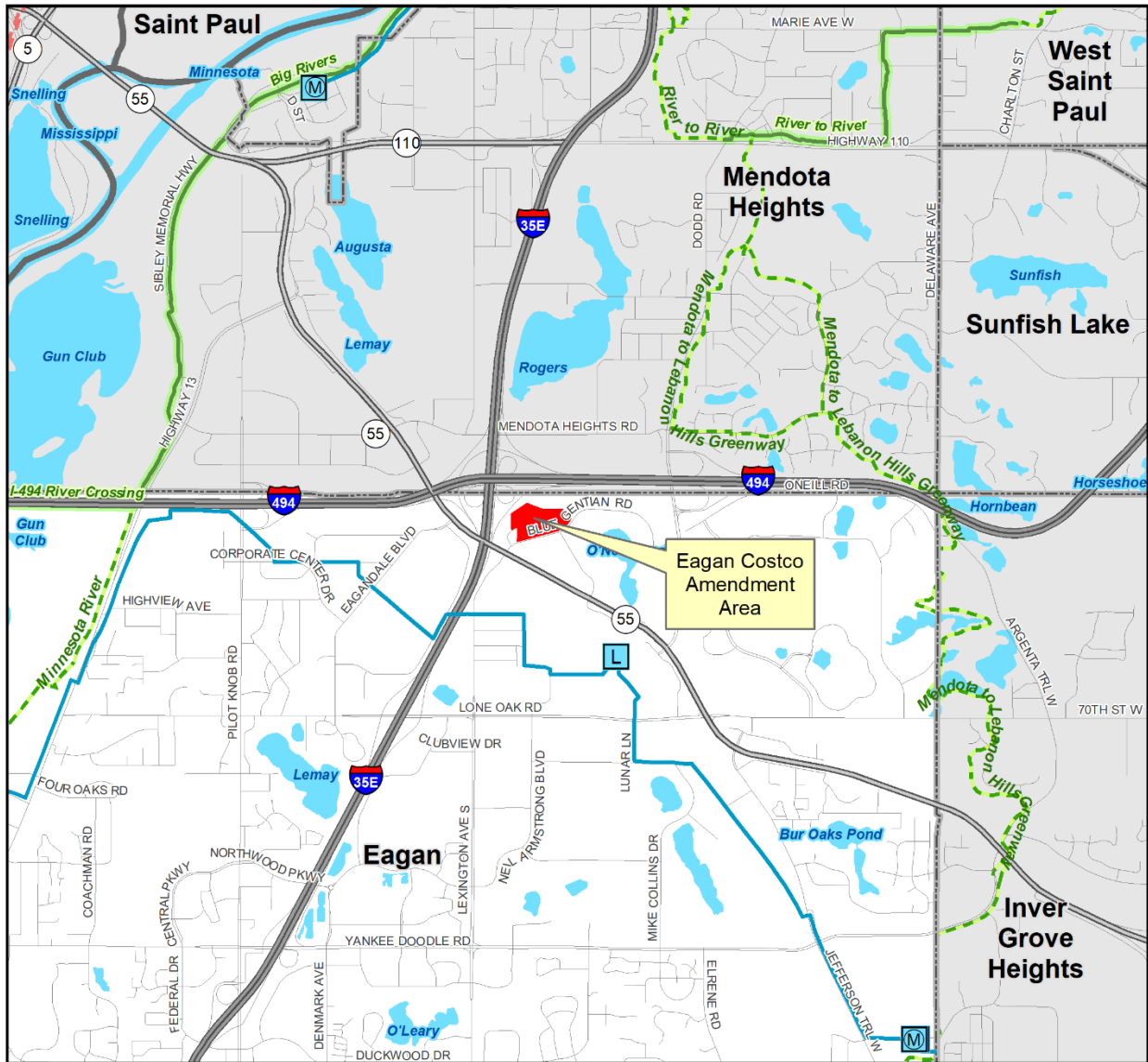
Figure 1: Location Map Showing Community Designations



- ThriveMSP 2040 Community Designations**
- Agricultural
  - Rural Residential
  - Diversified Rural
  - Rural Center
  - Emerging Suburban Edge
  - Suburban Edge
  - Suburban
  - Urban
  - Urban Center
- Ncompass Street Centerlines



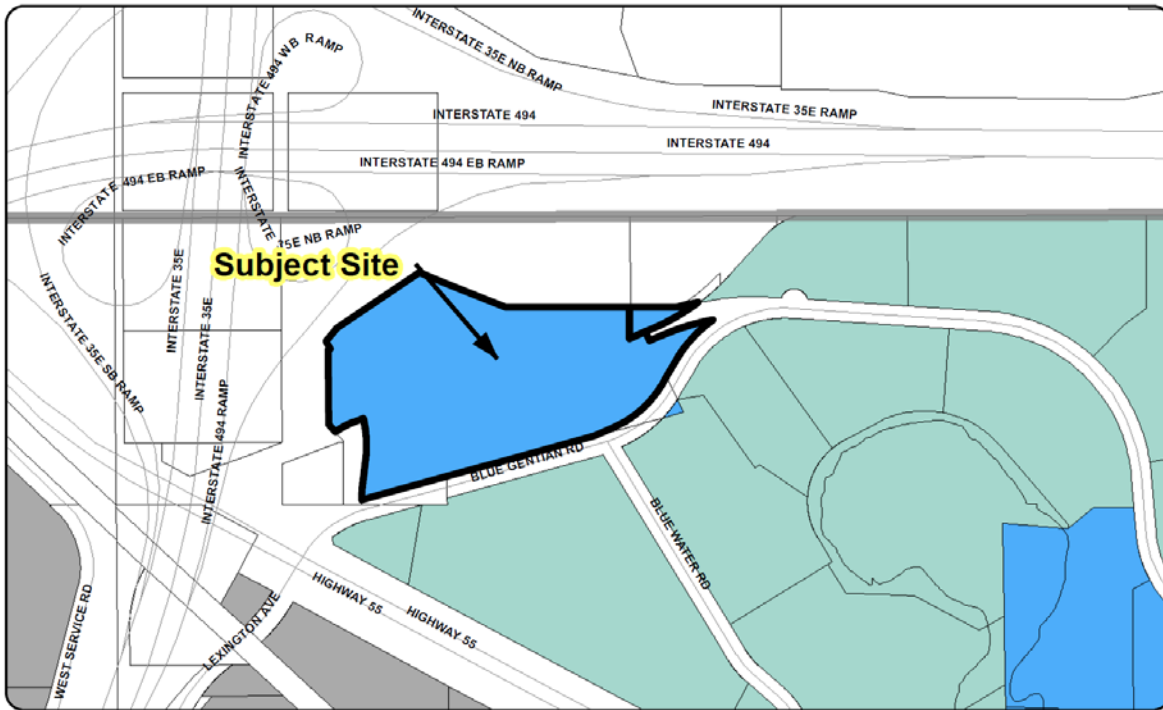
Figure 2: Location Map Showing Regional Systems



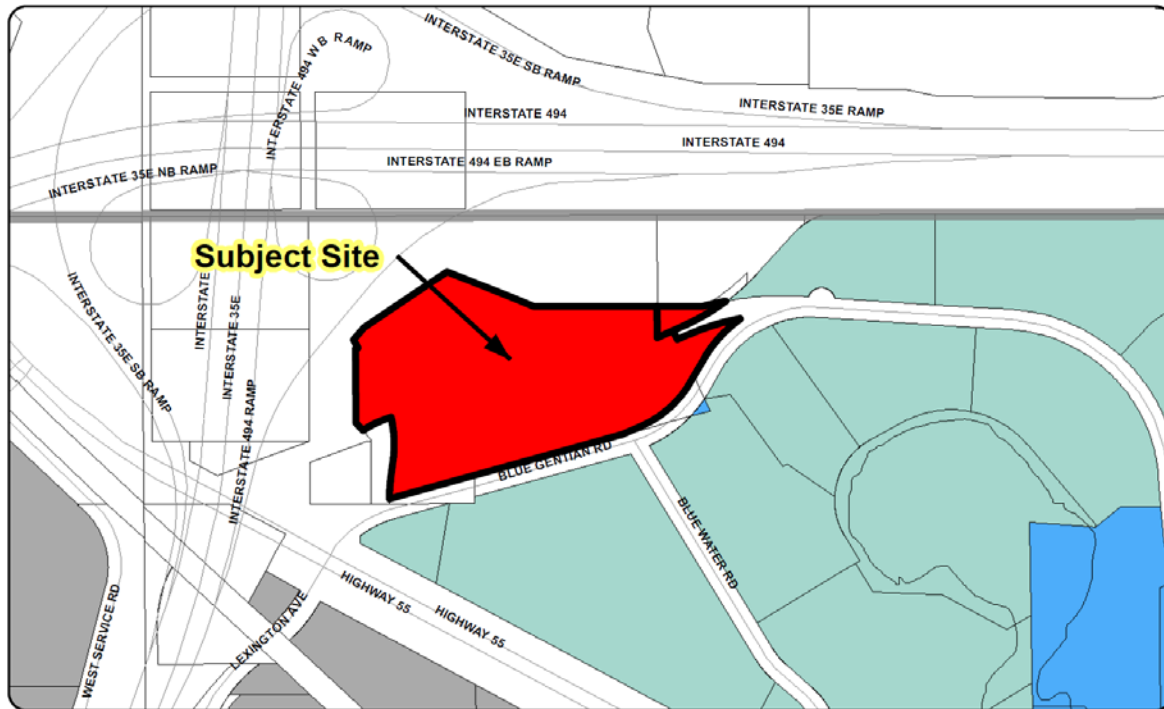
**Regional Systems**

- 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

