

## Community Development Committee

Meeting date: May 18, 2020

For the Metropolitan Council meeting of May 27, 2020

**Subject:** City of Eagan Gallery of Eagan Comprehensive Plan Amendment, Review File 22062-4

**District(s), Member(s):** District 15, Phillip Sterner

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

**Staff Prepared/Presented:** Patrick Boylan, AICP, Planning Analyst (612-730-1922)

**Division/Department:** Community Development/ Regional Planning

### Proposed Action

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

1. Authorize the City of Eagan to place its Gallery of Eagan comprehensive plan amendment into effect.
2. Revise the City's forecasts for population and households upward as shown in Table 1 of the Review Record.
3. Revise the City's affordable housing need to 527 units.
4. Advise the City to implement the advisory comments in the Review Record for Forecasts and Natural Resources.

### Background

The City submitted the Gallery of Eagan comprehensive plan amendment on April 10, 2020. The site is 2.8 acres and is located at 3340 Pilot Knob Road. The amendment proposes to revise the 2040 comprehensive plan to change the land use from Office Service (O/S) to High Density (HD). The purpose of the amendment is to allow a multi-family residential building with 162 units.

### 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.

### 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

None known.

# REVIEW RECORD

City of Eagan

The Gallery of Eagan Comprehensive Plan Amendment

Review File No. 22062-4, Business Item No. 2020-146

## BACKGROUND

The City of Eagan (City) is located in northern Dakota County, bordered by Fort Snelling to the northwest, Mendota Heights to the north, Sunfish Lake to the northeast, Inver Grove Heights to the east, Rosemount and Apple Valley to the south, Burnsville to the southwest, and Bloomington to the west.

*Thrive MSP 2040* (Thrive) designates Eagan with a “Suburban” community designation. The Council forecasts from 2018 to 2040 that the City will grow from 68,347 to 73,900 population and 27,135 to 30,700 households. The Council also forecasts that between 2010 and 2040, the City’s employment will increase from 49,526 to 70,000 jobs

The Metropolitan Council reviewed the City of Eagan 2040 Comprehensive Plan ([Business Item 2020-18](#), No. 22062-1) on February 26, 2019. This is the third comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The amendment proposes to re-guide 2.8 acres from O/S (Office Service) to HD (High Density) located at 3340 Pilot Knob Road. The purpose of the amendment is to allow a multi-family residential building with 150 units.

## 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*, 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 Comprehensive Plan Update on February 26, 2020 (Review File No. 22062-1), [Council Report 2020-18-JT](#)
- The Ballantrae Apartments LLC CPA was administratively approved by the Council on April 13, 2020 (Review File No. 22062-3).
- The Nicols Apartments CPA was approved by the Council on April 22, 2020 (Review File No. 22062-2), [Council Report 2020-116](#)

- The Blue Gentian Retail CPA was administratively reviewed on May 1, 2020 (Review File No. 22062-3).

## 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 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, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans.

### *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, housing, and natural resources policies are detailed below.

### Forecasts

*Reviewer: Todd Graham (651-602-1322)*

The amendment is consistent with regional policy. The City offers that the amendment necessitates revision of the communitywide forecast. Council staff find that the expected Gallery of Eagan development adds 150 housing units on a site previously guided for office/service use. Council staff will revise the communitywide forecast, adding 150 households and 400 population to 2030 and 2040 forecasts. The Council will approve the forecast revision simultaneous with action on the amendment.

With this forecast revision, the 2021-2030 Affordable Housing Need for Eagan will be increased, proportionate with the households forecast. The new 2021-2030 Affordable Housing Need numbers will be: 259 units at <=30% AMI, 112 units at 31-50% AMI; 156 units at 51-80% AMI; 527 units total.

Table 1. City of Eagan Forecasts - Revised

	Census 2010	Estimated 2018	Current Forecast			Revised Forecast		
			2020	2030	2040	2020	2030	2040
<b>Population</b>	64,206	68,347	70,200	72,500	73,900	70,200	<u>72,900</u>	<u>74,300</u>
<b>Households</b>	25,249	27,135	28,100	29,600	30,700	28,100	<u>29,750</u>	<u>30,850</u>
<b>Employment</b>	49,526	59,530	61,400	66,500	70,000	61,400	66,500	70,000

*Note: Metropolitan Council has rounded the City's forecasts to the nearest 10.*

### *Advisory Comments*

Separate from this Council action, Council staff will revise the TAZ allocation for the local neighborhood. City staff are welcome to contact Council Research Staff to discuss.

### Land Use

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

The amendment is consistent with regional land use policy. *Thrive MSP 2040* identifies the City as a Suburban community and directs Suburban communities to plan for overall densities of at least 5 units per acre for new development and redevelopment. The amendment proposes to re-guide land

designated as Office Service (O/S) to High Density (HD) Residential (12-57 units per acre). The subject property is 2.8 acres in size and is located at 3340 Pilot Knob Road (see Figure 2). The purpose of the amendment is to allow a multi-family residential building with 162 units and to allow up to 57 units per acre for the maximum allowed density for the site.

The Plan, with previous amendments, has a planned minimum residential density of 6.33 units per acre. Consistent with the Council's *MUSA Implementation Guidelines*, communities participating in the Plat Monitoring Program (PMP) receive credit for development platted beginning in the year 2000. Since 2000, the City has averaged 7.57 units per acre in the PMP. As shown in Table 2 below, the City has a combined overall density of 6.6 units per acre, consistent with Council policy.

Table 2. Planned Residential Density

Category	2018-2040 Change				
	Density		Net Acres	Min Units	Max Units
	Min	Max			
LD-Low Density	1	4	180	180	720
HD-High Density	12	42	18.66	223.92	420
Special Areas Mixed Uses*					
Central Area MD	4	12	3	12	36
Central Area HD	12	42	19	228	798
Cliff Road MD	4	12	7	28	84
Cliff Road HD	12	42	30	360	1260
Cedar Grove HD	12	42	3	36	126
Viking Lakes HD	12	42	48	576	2,016
<b>TOTALS</b>			<b>308.66</b>	<b>1,644</b>	<b>5,460</b>
*Reflects actual acreage based on projects.					
2040 Plan Density				5.3	17.7
<u>Gallery of Eagan</u>			<u>2.8</u>	<u>162</u>	
Plat Monitoring 2000-2018			273	2067	
<b>Total Units and Acres for 2040 Plan, Plat Monitoring, and Amendment</b>			<b>584.46</b>	<b>3,873</b>	
<b>Combined Expected Density</b>				<b>6.6 units per acre</b>	

## Housing

Reviewer: Hilary Lovelace (651-602-1555)

The amendment is consistent with the Council's *2040 Housing Policy Plan*. The Plan currently provides sufficient land to address its share of the region's 2021-2030 need for affordable housing, which as of this amendment is 527 units, up from 472 units previously. The proposed amendment does not change the City's inventory of land guided to support the development of low- and moderate-income housing for the 2021-2030 decade, as only market rate units are planned. As of this amendment, the Plan will be guiding over 49 acres of higher density residential land such that at least 588 units could be built (Figure 4).

The proposed amendment will allow for 162 new market rate units. This amendment will allow the City to implement its housing element and will not hinder its efforts to address its share of the region's need for affordable housing in the 2021-2030 decade.

## Natural Resources

Reviewer: Cameran J. Bailey (651-602-1212)

The amendment is consistent with Council policy for stormwater management. The amendment identifies stormwater management practices that will be in alignment with the City's Post Construction Stormwater Management Requirements (City Code §4.34) in the form of "underground stormwater chambers for volume control" and a filtration system below the parking lot, or as a swale feature on the eastern side of the property. City code also requires "the minimization of impervious surface area and maximization of infiltration and retention."

The amendment also identifies whether there are changes to the projected water use due to the amendment. The amendment indicates that it will not require changes to the projected water use for the site "the existing building is connected to City sewer and water services, and water and sewer of adequate size and capacity is available for redevelopment."

## Advisory Comments

Council staff recommends that the amendment reference the recently adopted 2040 Plan's Land Use Goals and "Key sustainability and resilience strategies" (Land Use Chapter, page 15) rather than the 2030 comprehensive plan goals. The developer participating in Xcel Energy's "Energy Efficient Review Program" for qualifying new construction projects. Such participation is in alignment with the City's 2040 Plan Land Use Policy #7 "Encourage high performing (LEED) building methods and materials in existing and new construction" (page 5). Additionally, many aspects of the amendment and concept development include resilience strategies from the 2040 Plan.

The amendment documentation indicates that the City intends to hold the development to the City's Tree Preservation Ordinance standards. Staff also encourages City staff to work with the developer to retain as many existing trees on site as possible as existing and future amenities to the future residents of the proposed development.

In addition, Council staff recommends encouraging the developer to include cool roof, green roof, and/or rooftop solar panel technologies on the roof as additional and complementary "Key sustainability and resilience strategies" (Metropolitan Council, "Keeping Our Cool: Extreme Heat in the Twin Cities Region").

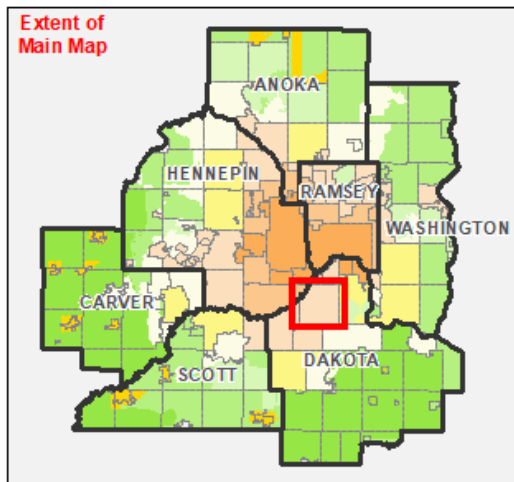
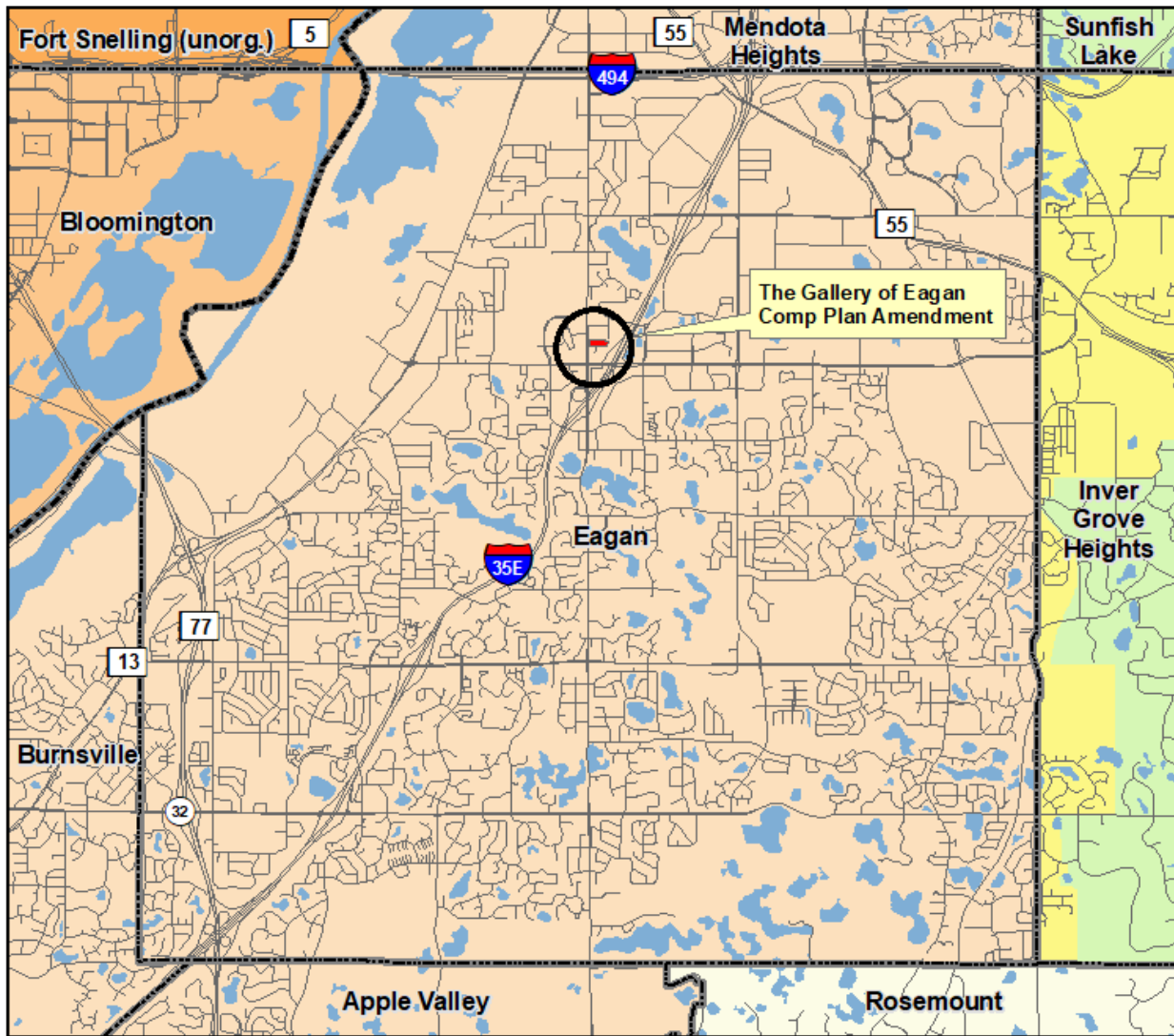
## Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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 4: Current Land Guided for Affordable Housing

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

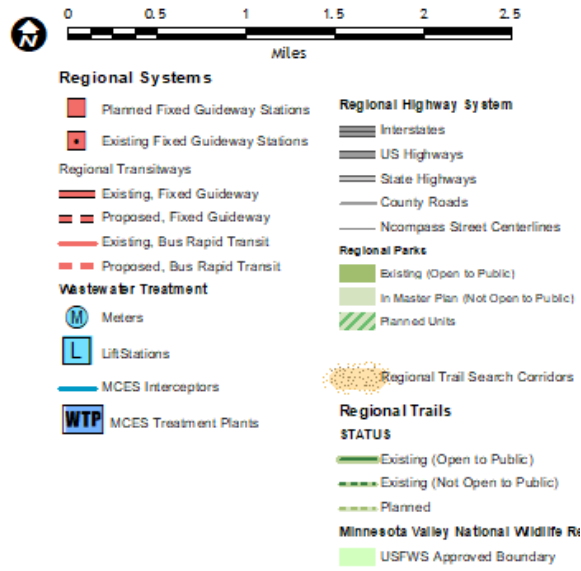
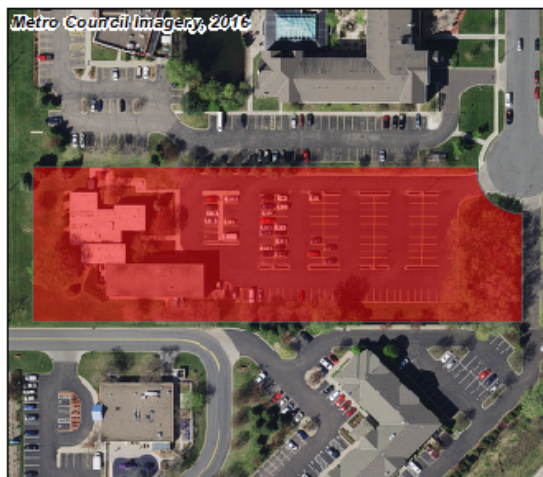
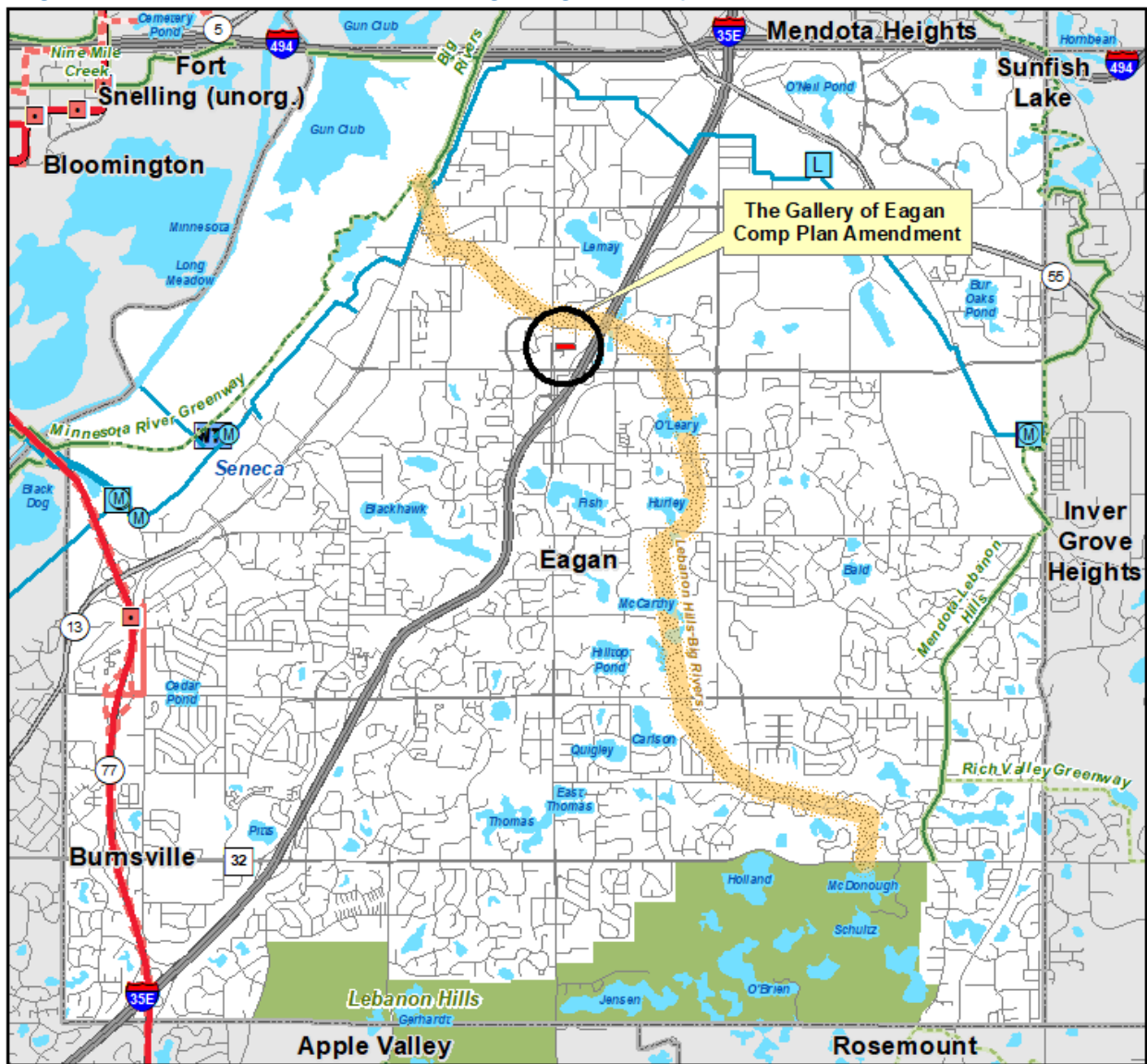
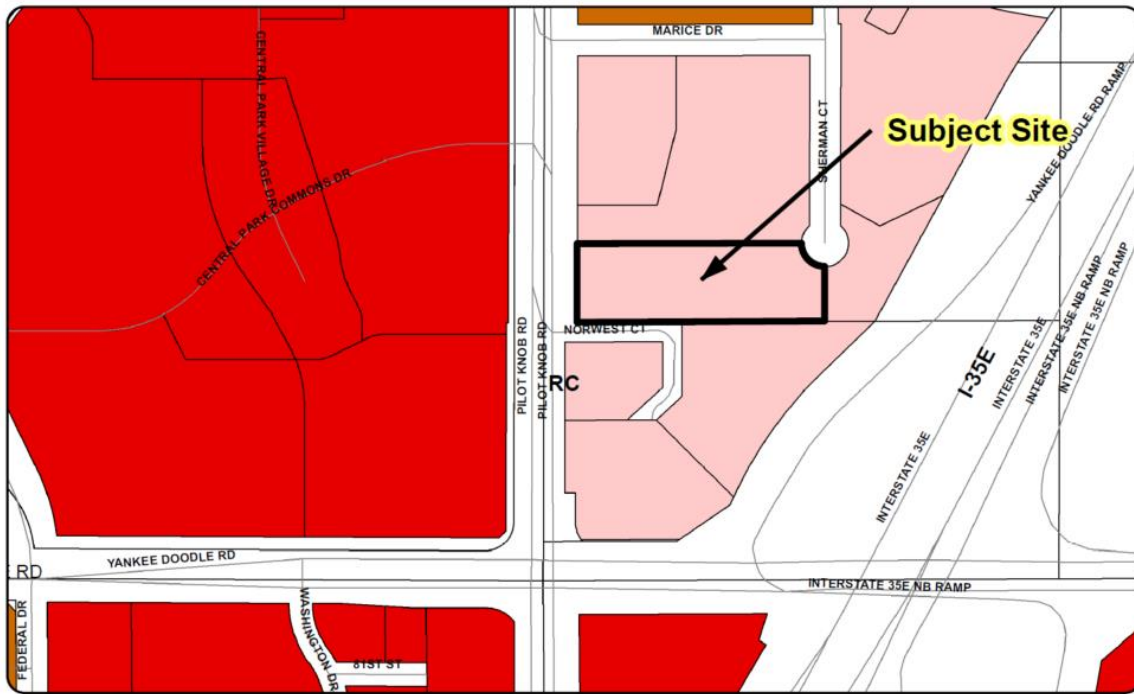
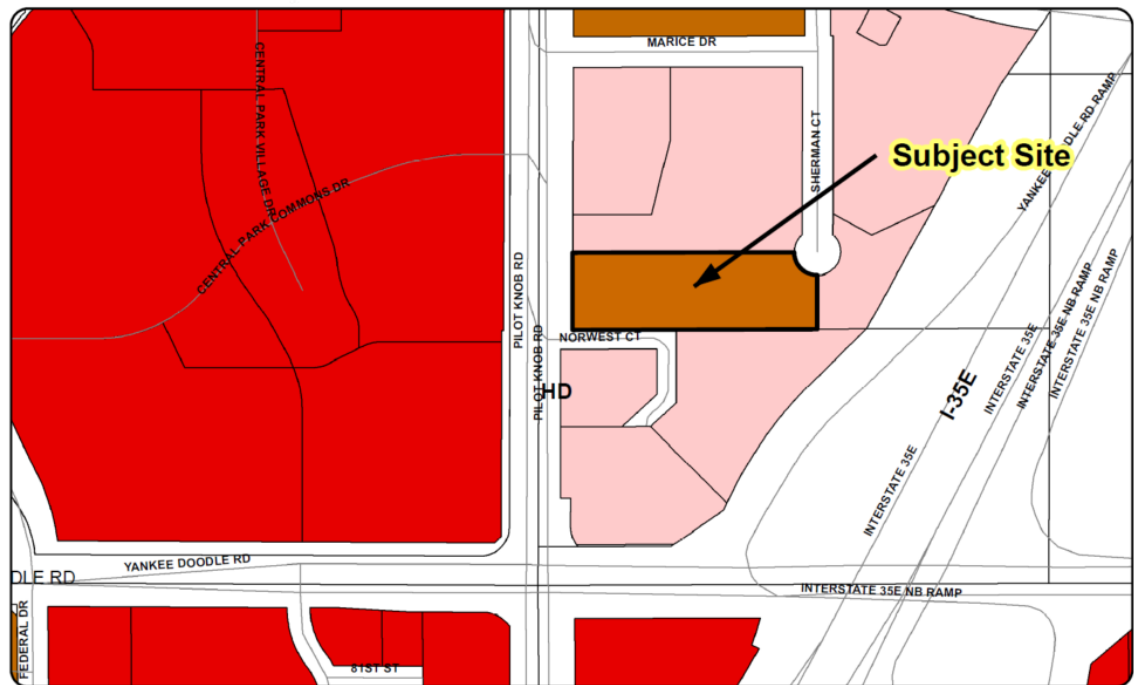


Figure 3: Current and Proposed Land Use Guiding



Current Land Use Map



Proposed Land Use Map

**EAGAN**

**LAND USE MAP**

Comprehensive Guide Plan Amendment  
The Gallery of Eagan

<b>Land Use Designations-2030</b>	O/S-Office/Service	MU-Mixed Use	Municipal Boundary
LD-Low Density	RC-Retail Commercial	P-Parks, Open Space & Recreation	
MD-Medium Density	MO-Major Office	QP-Public/Quasi-Public	
HD-High Density	BP-Business Park	Private Recreation	
	IND-Limited Industrial		

0 100 200 400 Feet



Figure 4: Current Land Guided for Affordable Housing 2021-2030

2021-2030 share of regional need for Affordable Housing: **527 units**  
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	<b>Available Acres</b>	<b>X</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>X</b>	<b>Expected % Residential</b> <i>(if mixed use)</i>	<b>=</b>	<b>Minimum Units Possible</b>
<b>Special Area-Central Area Commons MU-HDR</b>	4.00		12		100%		48
<b>Special Area- Viking Lakes MU-HDR</b>	45.00		12		100%		540
<b>High Density Residential</b>	0.00		12		100%		0
<b>Total</b>	<b>49</b>						<b>588</b>

Sufficient/*(insufficient)* units possible against share of regional need: **61**  
 Affordable units built since 2021: **0**  
 Sufficient/*(insufficient)* units possible adjusted for affordable units built: **61**  
 Number of Comp Plan Amendments approved since Comp Plan Update: **0**

