

## **Community Development Committee**

Meeting date: February 3, 2020

## **Environment Committee**

Meeting date: February 11, 2020

For the Metropolitan Council meeting of February 26, 2020

**Subject:** City of Eagan 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22062-1

### **Proposed Action**

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

#### **Recommendations of the Community Development Committee**

1. Authorize the City of Eagan to place its 2040 Comprehensive Plan into effect.
2. Revise the City's forecasts upward as shown in Table 1 of the attached Review Record.
3. Revise the City's sewer-serviced forecasts upward as shown in Table 2 of the attached Review Record.
4. Advise the City to implement the advisory comments in the Review Record for Forecasts, Land Use, and Housing.

#### **Recommendation of the Environment Committee**

1. Approve the City of Eagan's Comprehensive Sewer Plan.

### **Summary of Community Development Committee Discussion/Questions**

Senior Planner Raya Esmaili presented the staff's report to the Committee. Jill Hutmacher, Director of Community Development, and Erik Slettedahl, Planner/GIS Specialist, from the City of Eagan were in attendance. Councilmember Wulff asked about the Lebanon Hills Special Area identified on the future land use map and whether it would impact the Regional Park. Senior Planner Esmaili responded that this area is for single family residential units that are not served through the regional wastewater system. Director Hutmacher added that there are currently residential properties within this area, but the Special Area designation is meant to protect the park status and these parcels are guided for park use on the future land use map. Councilmember Chamblis commended the City's efforts in incorporating mixed use areas in their Plan.

The Community Development Committee unanimously recommended approval of the proposed action at its meeting on February 3, 2020.

### **Summary of Environment Committee Discussion/Questions**

The Environment Committee unanimously approved the proposed action at its regular meeting on Tuesday, February 11, 2020.

## Community Development Committee

Meeting date: February 3, 2020

## Environment Committee

Meeting date: February 11, 2020

For the Metropolitan Council meeting of February 26, 2020

**Subject:** City of Eagan 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22062-1

**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:** Raya Esmaeili, Senior Planner (651-602-1616)  
Patrick Boylan, Planning Analyst (651-602-1438)  
Kyle Colvin, Engineering Programs, Manager (651-602-1151)

**Division/Department:** Community Development / Regional Planning  
Environmental Services / Technical Services

### Proposed Action

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#### Recommendation of the Environment Committee

1. Approve the City of Eagan's Comprehensive Sewer Plan.

## Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Eagan to implement its 2040 Comprehensive Plan (Plan).

### Community Development Committee

1. As stated in the *Local Planning Handbook*, the City must take the following steps:
  - a. Adopt the Plan in final form after considering the Council's review recommendations as contained in the body of this report.
  - b. Submit one hard copy and one electronic copy of the Plan to the Council. The electronic copy must be submitted as one unified file.
  - c. Submit to the Council a copy of the City Council resolution evidencing final adoption of the Plan.
2. The *Local Planning Handbook* also states that local governments must formally adopt their comprehensive plans within nine months after the Council's final action. If the Council has recommended changes to the Plan, local governments should incorporate those recommended changes into the Plan or respond to the Council before "final adoption" of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governments must adopt official controls as identified in their 2040 comprehensive plans and must submit copies of the official controls to the Council within 30 days after the official controls are adopted. (Minn. Stat. § 473.865, subd. 1)
4. Local governmental units cannot adopt any official controls or fiscal devices that conflict with their comprehensive plans or which permit activities in conflict with the Council's metropolitan system plans (Minn. Stat. §§ 473.864, subd. 2; 473.865, subd. 2). If official controls conflict with comprehensive plans, the official controls must be amended within 9 months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

### Environment Committee

1. The Council-approved Comprehensive Sewer Plan becomes effective only after the Plan receives final approval from the local governmental unit's governing body. After the Plan receives final approval from the City and the Comprehensive Sewer Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Comprehensive Sewer Plan.
2. A copy of the City Council resolution adopting its 2040 comprehensive plan, including its Comprehensive Sewer Plan, must be submitted to the Council.

## Background

The City of Eagan is located in northern Dakota County. It is surrounded by the communities of Mendota Heights, Sunfish Lake, Inver Grove Heights, Rosemount, Apple Valley, Burnsville, Bloomington, and Fort Snelling.

The City submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. §§ 473.851 to 473.871) and the Council’s 2015 System Statement requirements.

## Review Authority & Rationale

Minn. Stat. § 473.175 directs the Metropolitan Council to review a local government’s comprehensive plan and provide a written statement to the local government regarding the Plan’s:

- **Conformance** with metropolitan system plans
- **Consistency** with the adopted plans and policies of the Council
- **Compatibility** with the plans of adjacent governmental units and plans of affected special districts and school districts

By resolution, the Council may require a local government to modify its comprehensive plan if the Council determines that “the plan is more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans” (Minn. Stat. § 473.175, subd. 1).

Each local government unit shall adopt a policy plan for the collection, treatment, and disposal of sewage for which the local government unit is responsible, coordinated with the Metropolitan Council’s plan, and may revise the same as often as it deems necessary (Minn. Stat. § 473.513).

The attached Review Record details the Council’s assessment of the Plan’s conformance, consistency, and compatibility, and is summarized below.

Review Standard	Review Area	Plan Status
Conformance	Regional system plan for Parks	Conforms
Conformance	Regional system plan for Transportation, including Aviation	Conforms
Conformance	Water Resources (Wastewater Services and Surface Water Management)	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent, with proposed changes to forecasts
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	Consistent
Consistency with Council Policy	Water Supply	Consistent
Consistency with Council Policy	Community and Subsurface Sewage Treatment Systems (SSTS)	Consistent
Compatibility	Compatible with the plans of adjacent and affected governmental districts	Compatible

## Thrive Lens Analysis

The proposed 2040 comprehensive plan 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 local opposition to the 2040 comprehensive plan.

# REVIEW RECORD

## City of Eagan 2040 Comprehensive Plan

### Review File No. 22062-1, Business Item No. 2020-18 JT

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

## Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

### *Regional Parks and Trails*

*Reviewer: Colin Kelly, Community Development (CD) - Regional Parks (651-602-1361)*

The Plan conforms to the 2040 Regional Parks Policy Plan (RPPP) for the Regional Parks System element. Dakota County is the Park implementing agency for Regional Parks System components in the City, for which the Plan accurately describes the Regional Parks System components. Regional Parks, Park Reserves, or Special Recreation Features located within the City include Lebanon Hills Regional Park. Regional Trails located within the City include the Mendota-Lebanon Hills Greenway and Minnesota River Greenway regional trails, and the Lebanon Hills-Big Rivers and Lebanon Hills-Mississippi regional trail search corridors. The City also appropriately acknowledges State and Federal recreation lands within the City, including Fort Snelling State Park and Minnesota Valley National Wildlife Refuge. (Figure 1)

### *Regional Transportation, Transit, and Aviation*

*Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)*

The Plan conforms to the 2040 Transportation Policy Plan (TPP) adopted in 2015. It accurately reflects transportation system components of the TPP, as well as applicable land use policies for regional transitways. The Plan is also consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight. The Plan is compatible with the Plans of adjacent and affected governmental units.

## Roadways

The Plan conforms to the Roadways system element of the TPP. The City's Plan accurately accounts for the metropolitan highway system of principal arterials, which include I-35E, I-494, TH 77, TH 55, and Cliff Road. The Plan identifies potential future improvements to the roadway network, such as intersection improvements at CSAH 31/32, CSAH 26/43, CSAH 28, and Elrene Road, and CSAH 28 and Mike Collins Drive. The Plan further acknowledges the Dakota County Principal Arterial study and the recommended needs for the City of Eagan.

The City's Plan accurately reflects the regional functional classification map of A-minor arterials and has delineated major and minor collectors.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting was done consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials.

## **Transit**

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the City is primarily in Transit Market Area III, with the Cedar Grove development identified as part of Emerging Market Area II in 2015.

The Plan incorporates transitways that are part of the Increased Revenue Scenario in the TPP. The Plan's maps and narrative acknowledge the uncertainty of these transitways. This includes the METRO Red Line Stage 3.

The Plan is consistent with the policies of the Transit system element of the TPP. The Plan addresses community roles related to its Community Designations, as well as the opportunities and challenges related to its Transit Market Areas.

## **Aviation**

The Plan conforms to Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions, addresses seaplane use, and describes how off-site air navigation aids will be protected.

The Plan identifies the MSP International Airport and addresses elements of its long-term comprehensive plan. The Plan addresses issues including land use compatibility, noise sensitivity, and the protection of airspace from obstructions. This is critical due to Eagan's proximity to MSP International Airport.

## **Bicycling and Walking**

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. The Plan identifies existing and future segments of and connections to the Regional Bicycle Transportation Network (RBTN) and regional trails. The Plan identifies key destinations and preferred routes for bicyclists and pedestrians. The Plan proposes preferred alignments for an RBTN corridors and identifies the alignment as "proposed for the RBTN." The Plan additionally identifies gaps in the existing sidewalk and trail network and notes that these will be prioritized in future expansions.

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to regional trails, regional job concentrations, and other regional destinations as identified on the RBTN map.

## **Freight**

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the City, including accessibility to freight terminals and facilities. The Plan notes that Eagan does not have or anticipate having any roadway issues or problem areas that would prevent the efficient movement of goods.

## **Transportation Analysis Zones (TAZs)**

The Plan conforms to the TPP regarding TAZ allocations. The City's TAZ allocations for employment, households and population appropriately sum to the Council's city-wide forecast totals for all forecast years.

The City's planned land uses and areas identified for development and redevelopment can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the community's Thrive designation and applicable TPP policies for transit station areas.

## Water Resources

### Wastewater Service

*Reviewer: Kyle Colvin, Environmental Services (ES) – Engineering Programs (651-602-1151)*

The Plan conforms to the *2040 Water Resources Policy Plan (WRPP)*. It represents the City's guide for future growth and development through the year 2040. It includes growth forecasts that are consistent with the Council's agreed to forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services. All wastewater generated within the City is conveyed through Council Interceptors: 7032, 7033, and 3-ET-37. All flow is treated at the Council's Seneca Wastewater Treatment Plant in Eagan. The Plan projects that the City will have 30,600 sewered households and 70,000 sewered employees by 2040. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's growth forecasts.

The Plan provides sanitary flow projections in 5-year increments. The rationale for the projections is given in the Plan and determined appropriate for planning local services. The Council is committing to provide the level of wastewater service based on the sewered forecasts as stated in the sewer element of the Plan.

The Land Use Plan reflects an overall minimum residential sewered density that is consistent with Council policy for future sewered residential growth for Suburban communities.

The Plan defines the City's goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal (City) sanitary sewer system. The Plan includes a summary of activities and programs intended to mitigate I/I in the public system including continued, pipeline lining and manhole sealing projects. The Plan summarizes efforts since 2008 in which over \$2 million was spent on I/I mitigation including private property inspections. The City has included in its 2019-2023 capital improvement program over \$200,000 per year for projects related to I/I investigation and pipeline lining efforts on the municipal collection system.

The Plan describes the requirements and standards for minimizing I/I and references City Ordinance (Section 3.40) that prohibits the discharge from sump pumps, foundation drains and rain leaders to the sanitary sewer system. The Ordinance allows for surcharging properties with prohibited discharges through these connections until the connection is corrected.

The Plan describes the sources, extent, and significance of existing I/I within the entire wastewater collection system and provides a description of an implementation plan for preventing and eliminating excessive I/I from entering municipal sewer systems. The Plan states that approximately 19.5% of the homes within the City were built prior to 1970 when private service laterals were predominantly vitrified clay tile pipe, and further states that all these services have been evaluated for I/I susceptibility and repaired when warranted. By comparing recent dry weather wastewater flow generation to annual average flow, the Plan provides information that approximates 7.5% of the City's average annual flow is from I/I and mostly from Infiltration. The Plan summarizes the peak flow response to the June 2014 storm events in that peak flow generated within the City represented 69% of the allowable limit as defined by the Council's Regional I/I Program. Therefore, Peak flow is not recognized as being excessive.

### Comprehensive Sewer Plan Comments

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Suburban communities. It was found to be complete and consistent with Council policies and the regional wastewater system plan. Upon adoption of the Plan by the City, the action of the Council to approve the Comprehensive Sewer Plan becomes effective. At that time, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the approved



Comprehensive Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Metropolitan Council for its records.

## Surface Water Management

*Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)*

The Plan is consistent with Council policy requirements and in conformance with the Council's 2040 WRPP for local surface water management. Eagan lies within the oversight boundaries of the Black Dog and Eagan-Inver Grove Heights Watershed Management Organizations, and the Lower Minnesota River Watershed District. Two documents serve as Eagan's Local Water Management Plan (LWMP) update: the 2017 Storm Water Master Plan and the 2018 Water Quality and Wetland Management Plan. The Plan has incorporated a summary of the two documents in Chapter 8.

The draft Storm Water Master Plan update, received on September 7, 2018, and the Water Quality and Wetland Management Plan, downloaded from the City's website, were both reviewed by Council Water Resources staff and comments were sent to the City and three Watersheds in a letter dated October 15, 2018. The City's LWMP documents were approved by the Lower Minnesota River Watershed District on October 24, 2018, by the Eagan-Inver Grove Heights Watershed Management Organization on December 6, 2018, by the Black Dog Watershed Management Organization on December 19, 2018, and adopted by the City on April 2, 2019. The two LWMP documents are included in the Plan as Appendices.

## Consistency with Council Policies

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City's Plan and find that it is consistent with the Council's policies, as detailed below.

## Forecasts

*Reviewer: Todd Graham, CD – Research (651-602-1322)*

City and Council staff have discussed a proposed forecast revision. The Plan includes the City's proposed forecast (Plan tables 2.2, 3.2a, and 4.3). Development in Eagan has surpassed previous expectations; therefore, a forecast adjustment is warranted. The City also proposes a higher employment forecast. The current forecast and the City proposed forecast are compared in Table 1 below (changes underlined).

Table 1. City of Eagan Forecasts

	Census	Estimated	Council Forecasts			City's Proposed Forecasts		
	2010	2018	2020	2030	2040	2020	2030	2040
<b>Population</b>	64,206	68,347	67,400	69,800	72,300	<u>70,200</u>	<u>72,500</u>	<u>73,900</u>
<b>Households</b>	25,249	27,135	27,400	28,700	30,000	<u>28,100</u>	<u>29,600</u>	<u>30,700</u>
<b>Employment</b>	49,526	59,530	59,400	64,400	69,300	<u>61,400</u>	<u>66,500</u>	<u>70,000</u>

The City also proposes a revised sewer-serviced forecast (from table 8.3 of the Plan), which represents an increase in the growth that is served by regional wastewater services.

Table 2. City of Eagan Sewer-Serviced Forecast (to Seneca Plant)

	Current Forecasts			City's Proposed Forecasts		
	2020	2030	2040	2020	2030	2040
<b>Population</b>	66,410	68,820	71,330	<u>69,846</u>	<u>71,700</u>	<u>73,650</u>
<b>Households</b>	27,070	28,370	29,680	<u>27,958</u>	<u>29,258</u>	<u>30,600</u>
<b>Employment</b>	57,430	62,440	67,330	<u>61,400</u>	<u>66,500</u>	<u>70,000</u>

Metropolitan Council is revising the forecasts to match the City's proposed forecasts above, simultaneous with action on the Plan.

The revision of the sewer-serviced households forecast results in the same increment of growth for the decade from 2021 to 2030 (+1300 households); therefore the 2021-30 Affordable Housing Need for Eagan is the same as appeared in the City's 2015 system statement: 232 units at <=30% AMI, 100 units at 31-50% AMI; 140 units at 51-80% AMI, for 472 units total. This is acknowledged in table 4.9 in the Plan.

Chapter 4 of the Plan inventories land supply for future development and redevelopment (table 4.4). The City identifies a land supply of 378 acres for development, redevelopment, and infill. It expects a housing potential of 3,648 housing units, if the land is fully developed and absorbed. Most of this will be concentrated in the special redevelopment areas: Central Commons, Cliff Road Commons, Cedar Grove, and Vikings Lakes. Council staff find this land supply sufficient for Eagan to reach 30,700 households in 2040.

An allocation of the forecast to transportation analysis zones is found in Appendix A of the Plan. Council requires column totals for population, households, and employment be reasonably close to the community-wide totals discussed above. A TAZ allocations table is provided in the Plan.

### *Advisory Comments*

Each of the household columns in the TAZ table assigns 600 more households than are in the community-wide forecast. This can be revised by the City and submitted with the final Plan, or else allocations will be adjusted by Council staff to fit the City's forecast.

### *Thrive MSP 2040 and Land Use*

*Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)*

The Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the *Thrive* community designation of Suburban (Figure 2). *Thrive* describes Suburban communities as communities that have experienced continued growth and expansion during the 1980s and early 1990s, and typically have automobile-oriented development patterns at significantly lower densities than in previous eras.

Suburban communities are expected to plan for forecasted population and household growth at average densities of at least 5 units per acre for new development and redevelopment. In addition, Suburban communities are expected to target opportunities for more intensive development near regional transit investments at densities and in a manner articulated in the 2040 TPP.

The existing land uses in the City of Eagan are predominately residential (approximately 35%). Most of the existing commercial (2.7%), Industrial/Business Park (8%), and office (4.5%) are along major transportation corridors, such as highways I-35E, I-494, and TH 77. Approximately 19% of the City is parks/open space (Figure 3).

The Plan is consistent with *Thrive* for land use and residential density policies for a Suburban community designation. As shown in Table 3 below, the City is planning to accommodate new sewer residential development at a minimum net density of 5.13 units per acre, consistent with Council policy. The Plan identifies several land use categories to accommodate future residential growth, including 180 acres of Low Density and about 10 acres of High Density. Further, the Plan identifies Special Areas Mixed Use areas that will support the majority of the City's forecasted residential growth.

Table 3. Planned Residential Density, City of Eagan

Category	Density		Net Acres	2018-2040 Change	
	Min	Max		Min Units	Max Units
LD-Low Density	1	4	180	180	720
HD-High Density	12	42	10	120	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>300</b>	<b>1,540</b>	<b>5,460</b>
			<b>Overall Density</b>	<b>5.13</b>	<b>34.00</b>

\*Reflects actual acreage based on projects.

The future land use plan summarizes the City of Eagan’s vacant and underutilized land. The Plan acknowledges that some of the underutilized land will remain that way for the foreseeable future and that some of the remaining vacant land contain natural features. Therefore, the growth will occur through a combination of new developments on vacant parcels, redevelopment, and infill development. The City designated five areas as special areas: Central Area Commons, Cedar Grove Commons, Cliff Road Commons, Northeast, and Lebanon Hills. Over 60% of the all new housing growth will come through redevelopment in these areas (Figure 5). These areas are envisioned to represent most of the future growth with specific policy documents, plans, and expectations, as shown in Table 3 above.

### Station Area Planning

The Plan recognizes the two (one existing and one planned) Metro Red Line BRT Station Areas within the City, which are part of the Current Revenue Scenario within the 2040 TPP. The TPP directs Suburban communities with Highway BRT to guide an average minimum of 10 residential units per acre and target 20-40+ units per acre within the station area (area within 10-minute walk or 1/2 mile). Planned densities for areas identified for redevelopment in the two station areas are consistent with the minimum density required in the TPP, with a density of 31.6 units per acre around the Cedar Grove Station and 12.8 units per acre around the Cliff Road Station. The two stations are within two special areas where the most intense mix of uses are planned near transit.

### Advisory Comments

- As described in the Plan, the Special Area Plans are policy documents that represent the desired vision for the area but are meant to be flexible. The Council used the specific information provided in the Special Area Plans in its land use and housing analysis. Therefore, if the City institutes any changes regarding the acreage or residential land and mix of uses in the Special Areas, the City will need to submit a comprehensive plan amendment to reflect the change.
- All Mixed Use parcels for future growth are identified in the Special Areas. The Plan acknowledges that if a development proposal for an existing Mixed Use designated property exceeds allocated or planned density, an amendment may be necessary. Council staff concur with this conclusion. At such point that a parcel is to be reguided to Mixed Use, the City will need to submit a comprehensive plan amendment, identifying the mix of uses.

## **Housing**

*Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)*

The Plan is consistent with the *2040 Housing Policy Plan*. As of 2016, the City has more than 27,500 homes including roughly 7,500 multifamily units and more than 20,000 single-family homes. Roughly 8,800 homes are rented. More than 1,600 housing units are currently affordable to households earning under 80% of Area Median Income (AMI), however, nearly 4,400 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. Notably, there are roughly 830 units affordable to households with income at or below 30% AMI and more than 1,400 cost burdened households with incomes at or below 30% AMI.

The Plan identifies existing housing needs including maintenance and reinvestment in existing housing stock, variety of housing types for all stages of life, and housing that is affordable to a range of income levels, especially moderate and low income households, and housing for an aging population. The City has more than 630 units of publicly subsidized affordable housing, including 47 for people with disabilities and 321 that are age-restricted for seniors.

The Plan acknowledges the 2021-2030 affordable housing need allocation of 472 units; 232 of which are needed at prices affordable to households earning 30% of AMI or less, 100 of which are needed at prices affordable to households earning between 31 and 50% of AMI, and 140 of which are needed at prices affordable to households earning between 51 and 80% of AMI. As shown in Figure 6, the Plan guides sufficient land expected to develop in the 2021-2030 time period at a minimum of eight units per acre to allow for development of at least 588 new housing units. The Plan guides land in Special Areas with development designated at a minimum of 12 dwelling units per acre.

The housing implementation plan component of the Plan describes that the City will use their subrecipient Community Development Block Grant (CDBG) funds to improve housing conditions through preservation and maintenance for low-income homeowners. The Plan also indicates that the City will continue close partnership with the Dakota County CDA in the use of many housing tools, including weatherization, and relying on them for issuance of housing bonds in lieu of issuing municipal housing bonds. The City states that they are unlikely to consider tax abatement, but will consider the use of Tax Increment Financing (TIF) for redevelopment projects in Mixed Use areas or for affordable housing projects that provide opportunities for affordable housing at all income bands.

## **Advisory Comments**

As acknowledged in the Plan, any changes to the description of the Special Area land uses included in Figure 6, including number of acres guided to develop at a minimum of 12 dwelling units per acre, will require a comprehensive plan amendment.

## **Water Supply**

*Reviewer: Brian Davis, ES – Water Supply Planning (651-602-1519)*

The Plan is consistent with WRPP policies related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse.

The City prepared a Local Water Supply Plan (LWSP) that was submitted to the Minnesota Department of Natural Resources (DNR) in 2018. The DNR is still in the process of reviewing the LWSP. The Council found that the LWSP contains all the required information for the purposes of water supply planning.

## **Community and Subsurface Sewage Treatment Systems (SSTS)**

*Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)*

The Plan indicates that there are 158 individual SSTS and no public or privately-owned Community Wastewater Treatment Systems in operation in the City. Dakota County tracks SSTS maintenance

management records for the City. City SSTS Ordinance Chapter 4, Section 4.04 and Dakota County's SSTS program and ordinance are consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and Council 2040 WRPP requirements.

## *Special Resource Protection*

### **Solar Access Protection**

*Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)*

The Plan is consistent with statutory requirements (Minn. Stat. § 473.859) and Council policy regarding planning for the protection and development of access to direct sunlight for solar energy systems as required by the Metropolitan Land Planning Act (MLPA). The Plan includes the required planning elements.

### **Aggregate Resource Protection**

*Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)*

The Plan acknowledges that aggregate resource deposits are present in the City, but are found in relatively scattered and mostly urbanized locations. This information is consistent with the Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*. The Plan states it is unlikely that any of the remaining resources will be mined because of the limited quantity that exists at any single location and because development pressure has rendered the land covering the resources more valuable for continued urban development purposes than for mining. The Plan also states that should any property or business owner seek in the future to extract potentially available aggregate resources, the City would consider its feasibility at that time.

### **Historic Preservation**

*Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)*

The Plan includes information about historic sites within the City. It further illustrates the location of these 30 sites, and mentions that two of these facilities, the original town hall and the Holz Farm, are open to public with interpretive programming. The City is committed to protecting these resources through assessments of historical and cultural resources for redevelopment projects.

### *Plan Implementation*

*Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)*

The Plan includes a description of and schedule for any necessary changes to the capital improvement program, the zoning code, the subdivision code, the SSTS code, and the housing implementation program.

The Plan, with supplemental materials, describes the official controls and fiscal devices that the City will employ to implement the Plan. Specific implementation strategies are contained in the implementation chapter, with capital improvements planning detailed in Appendix H.

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

The proposed Plan 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.

## **Documents Submitted for Review**

In response to the 2015 System Statement, the City submitted the following documents for review:

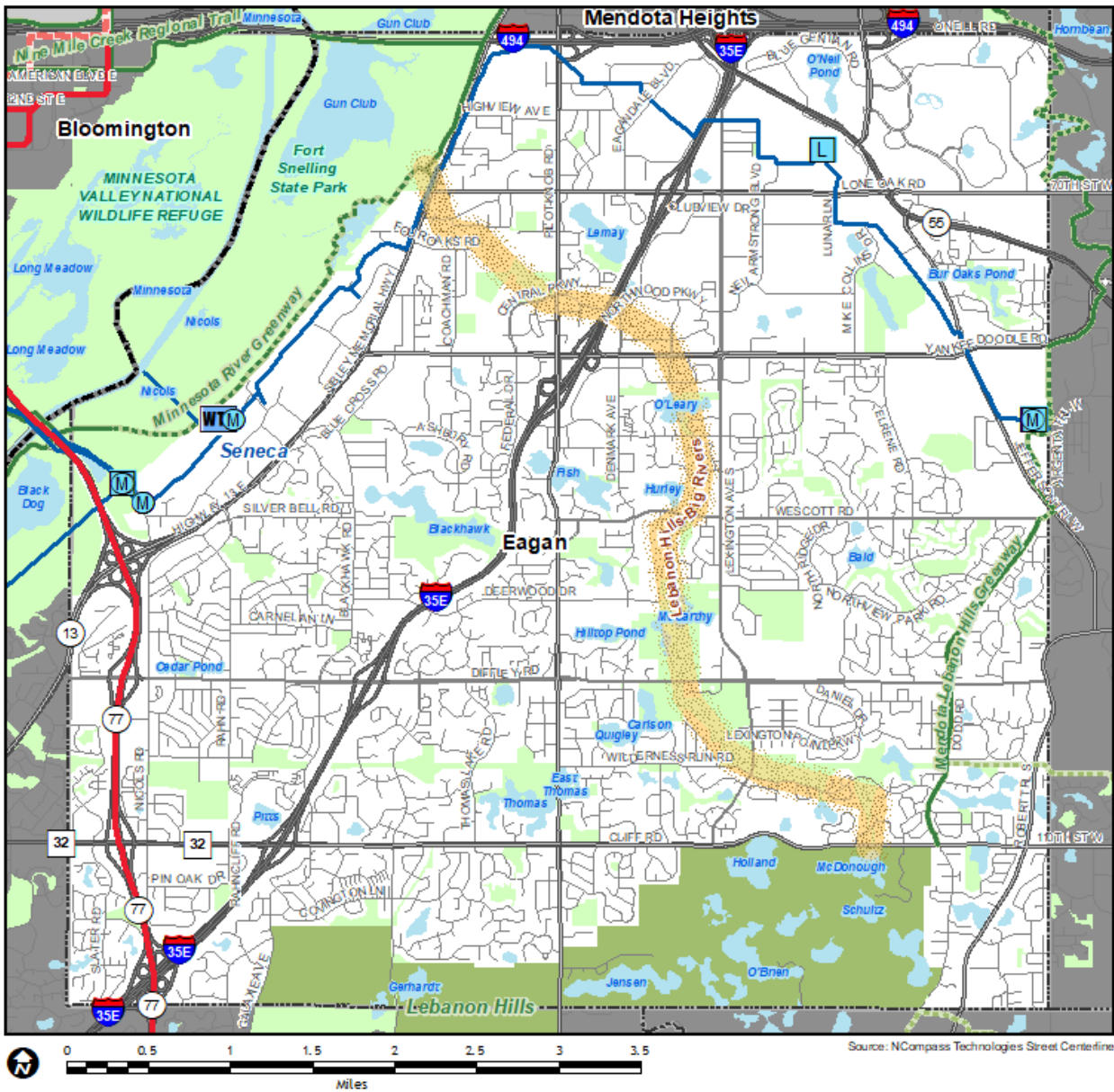
- August 28, 2018: Eagan Preliminary 2040 Comprehensive Plan
- September 7, 2018: Local Surface Water Management Plan

- February 26, 2019: Eagan 2040 Comprehensive Plan
- August 7, 2019: Revised 2040 Comprehensive Plan Responding to Council Incomplete Items for Wastewater, Forecasts, Land Use, Housing, Implementation, Water Supply, Transportation, and Community Wastewater Treatment and Subsurface Sewage Treatment Systems (SSTS)
- November 20, 2019: Revised 2040 Comprehensive Plan Responding to Council Incomplete Items for Land Use, Housing, Water Supply, Implementation, and Wastewater
- December 10, 2019: Revised Land Use and Housing Chapters
- December 26, 2019: Local Water Supply Plan
- December 27, 2019: Revised Local Water Supply Plan
- January 9, 2020: Revised Local Water Supply Plan

## Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Existing Land Use
- Figure 4: 2040 Future Land Use
- Figure 5: Forecasted and Planned Residential Development
- Figure 6: Land Guided for Affordable Housing

Figure 1. Location Map with Regional Systems



**Regional Systems**

**Transportation**

- Transitways**  
 2040 Transportation System Policy - adopted January 2015
- Existing
  - Planned Current Revenue Scenario
  - Planned Current Revenue Scenario - CTIB\* Phase 1 Projects
  - Potential Increased Revenue Scenario
- Regional Highway System**
- Existing Principal Arterials
  - Planned Principal Arterials
  - Existing Minor Arterials
  - Planned Minor Arterials
  - Existing Other Arterials
  - Planned Other Arterials

**Recreation Open Space**

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

**Regional Park Search Areas and Regional Trail Search Corridors**

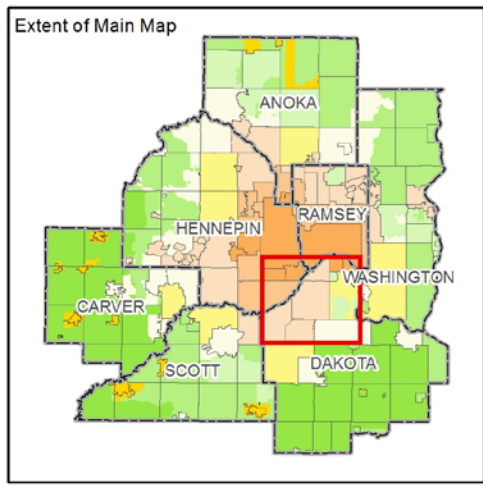
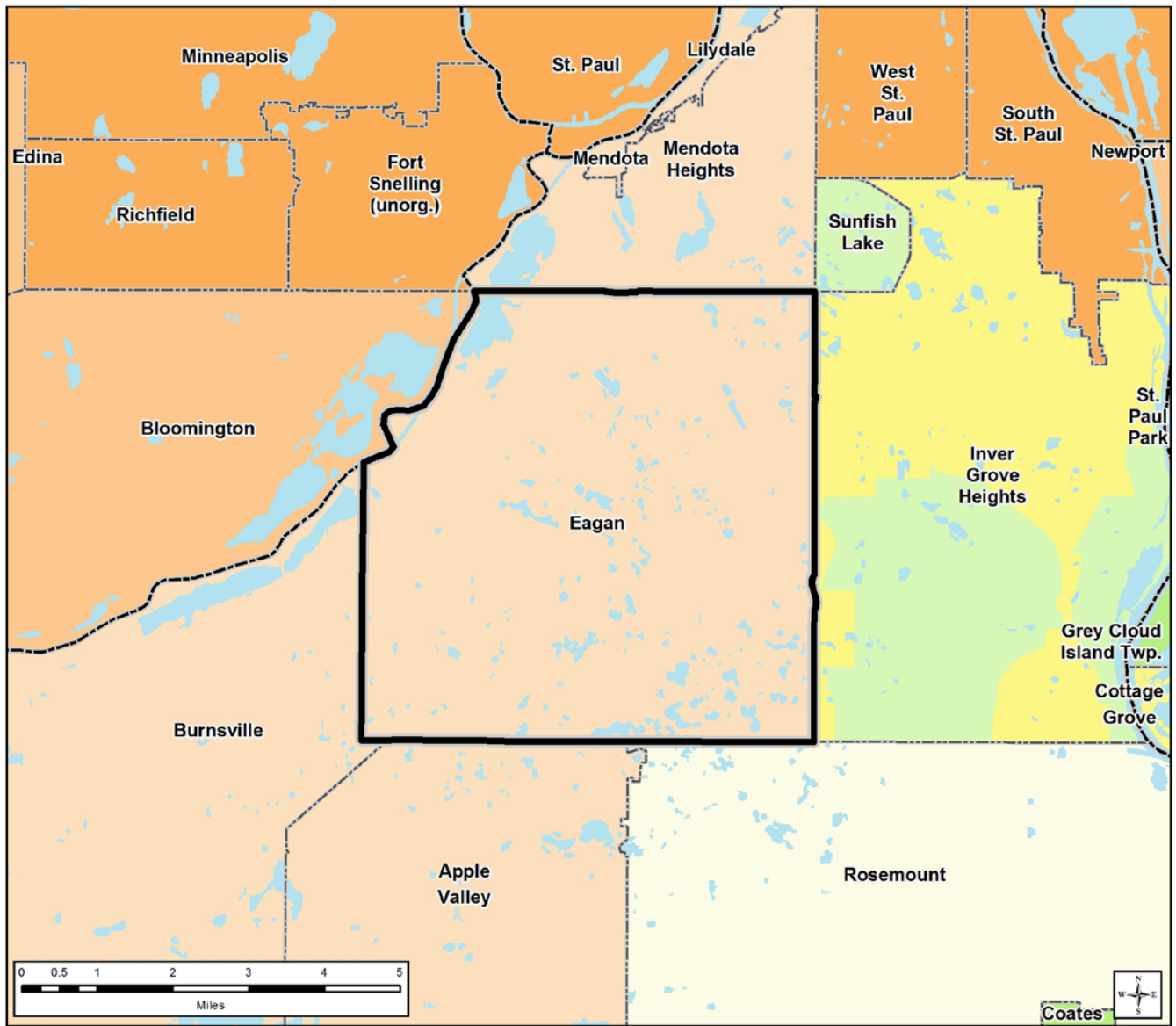
- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors
- Local Streets
- Existing State Trails
- Other Parks, Preserves, Refuges and Natural Areas

**Wastewater**

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

\* Counties Transit Improvement Board (CTIB)

Figure 2. Thrive MSP 2040 Community Designations



- Community Designations**
- Outside Council planning authority
  - Agricultural
  - Rural Residential
  - Diversified Rural
  - Rural Center
  - Emerging Suburban Edge
  - Suburban Edge
  - Suburban
  - Urban
  - Urban Center
- County Boundaries  
 City and Township Boundaries  
 Lakes and Major Rivers



Figure 3. Existing Land Use

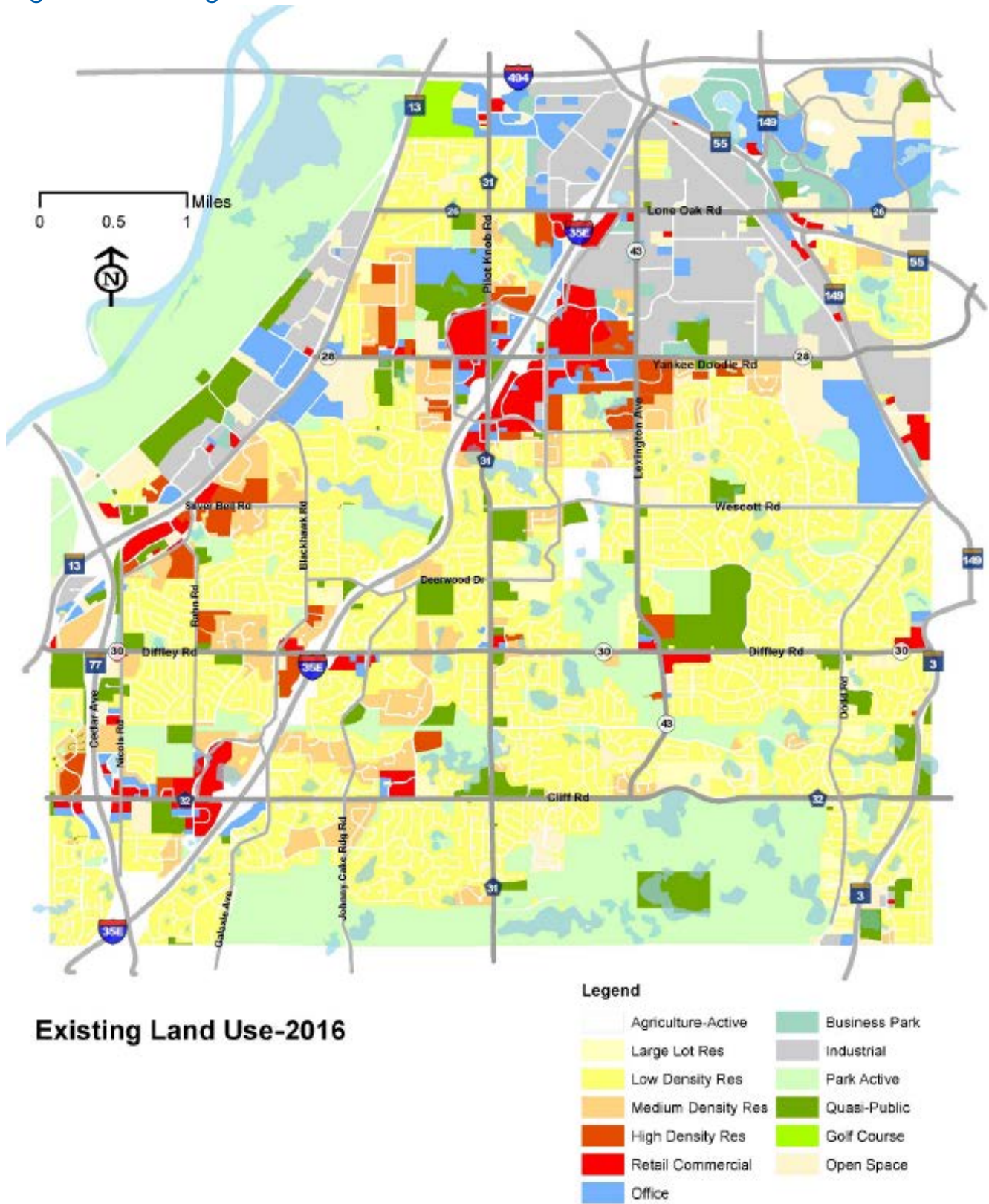
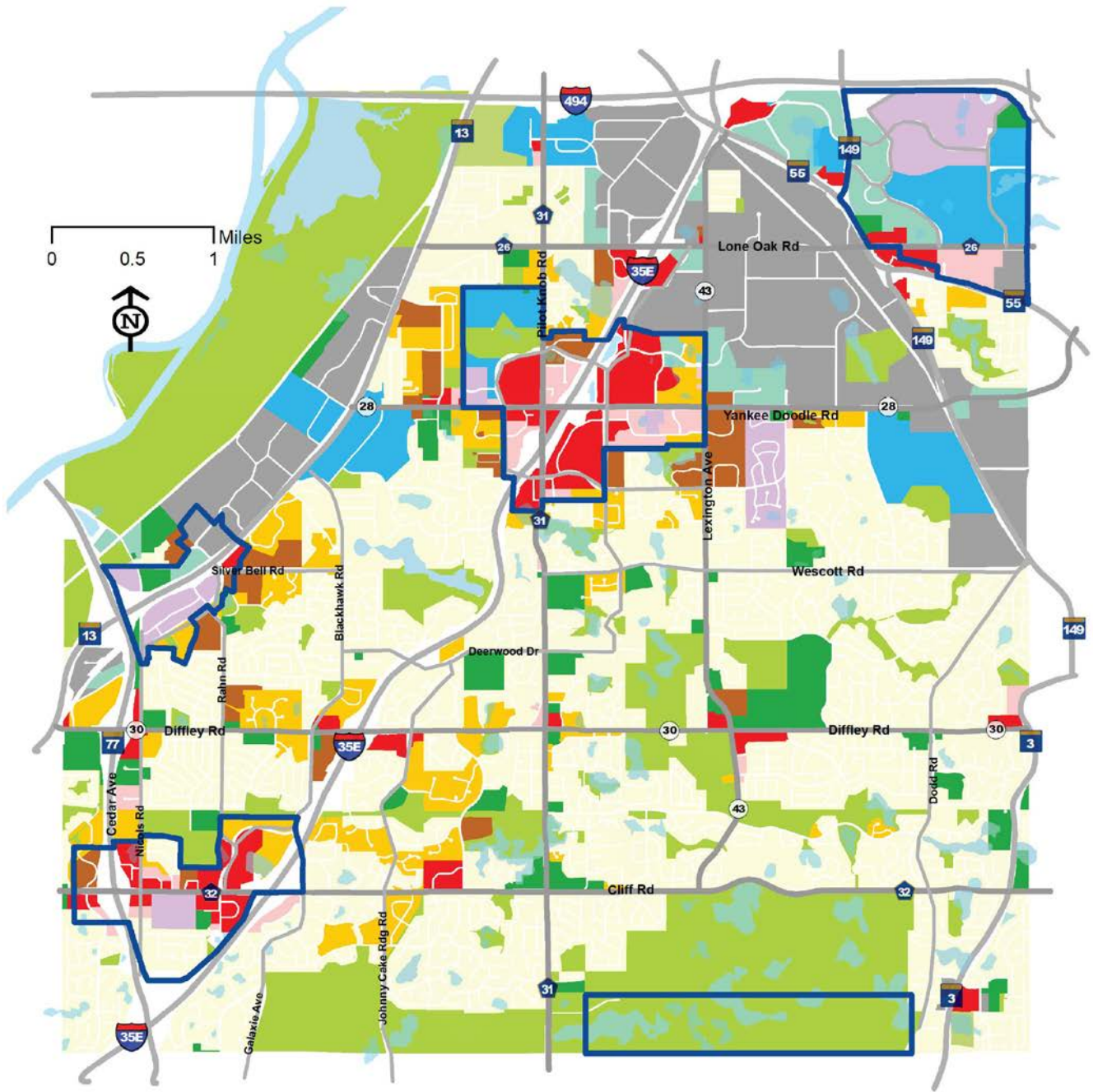


Figure 4. 2040 Future Land Use

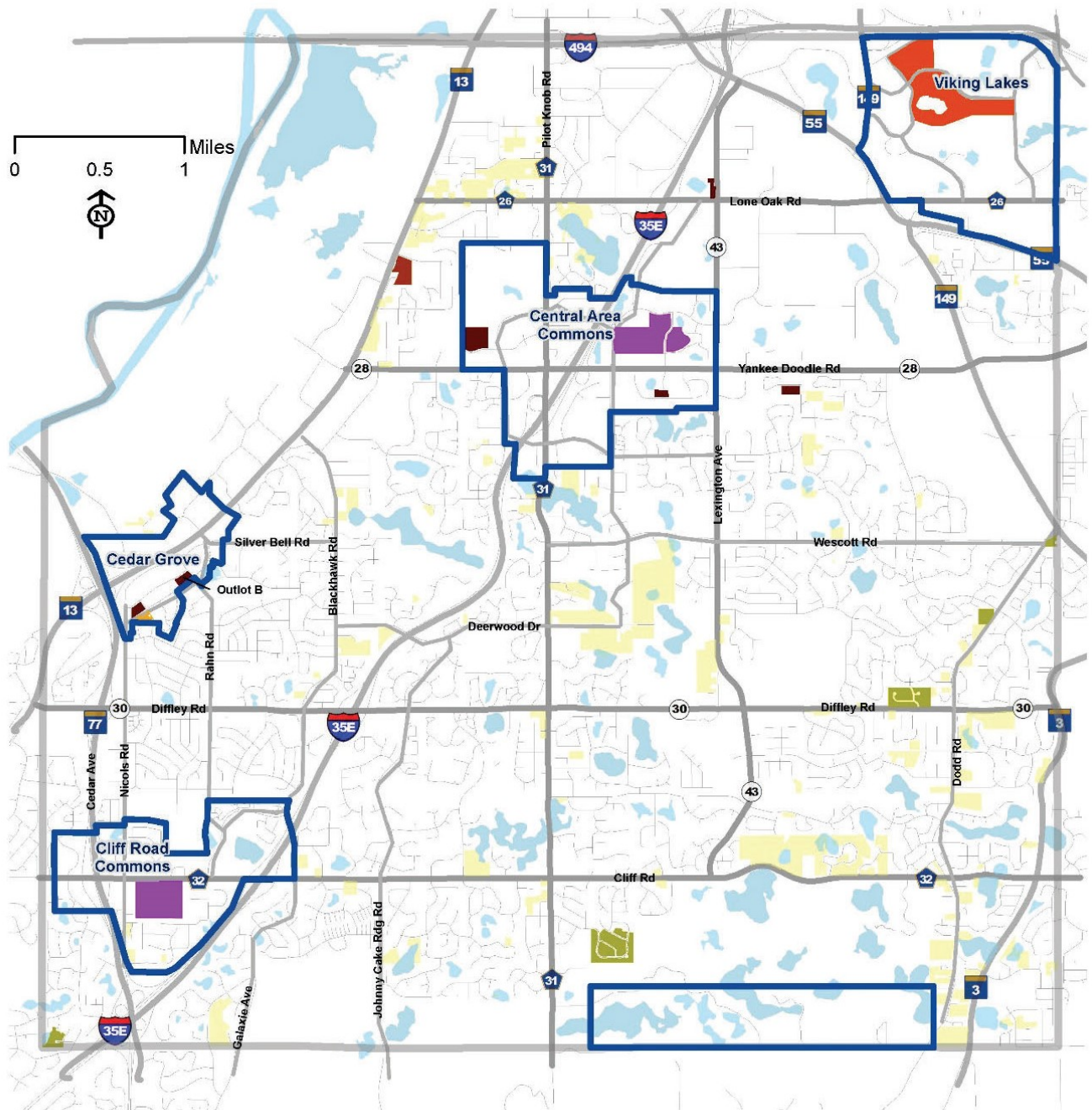


**Future Land Use - 2040**

**Legend**

- LD-Low Density (1 to 4 u/ac)
- MD-Medium Density (4-12 u/ac)
- HD-High Density (12+ u/ac)
- 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
- Special Area Boundary
- Water Body

Figure 5. Forecasted and Planned Residential Development



**Planned Residential Development Areas-2040**

**Legend**

- |                            |                       |
|----------------------------|-----------------------|
| <b>Res_type</b>            | Special Area Boundary |
| HD-Approved Plats          | City Boundary         |
| HD-Underutilized           |                       |
| HD-Special Area Planned    |                       |
| Mixed-Special Area Concept |                       |
| MD-Approved Plats          |                       |
| LD-Approved Plats          |                       |
| LD-Vacant/Underutilized*   |                       |
- \* displays all identified vacant and underutilized LD areas. 190 acres were identified for future planned residential development by 2040.

Figure 6. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **472 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>Total</b>	<b>49</b>						<b>588</b>

Sufficient/*(insufficient)* units possible against share of regional need: **116**

Affordable units built since 2021: **0**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **116**

Number of Comp Plan Amendments approved since Comp Plan Update: **0**

