

Committee Report

Community Development Committee



Committee Meeting Date: November 4, 2024

For the Metropolitan Council: November 13, 2024

Business Item: 2024-320

City of Eagan Ryan Companies – Thomson Reuters Redevelopment Comprehensive Plan Amendment, Review File 22062-20

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 comprehensive plan amendment 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 forecasts.

Summary of Community Development Committee Discussion/Questions

The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on November 4, 2024.



Business Item

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District(s), Member(s): District 15, Tenzin Dolkar
Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented: Patrick Boylan, Planning Analyst, AICP (651-602-1438)
Angela R. Torres, Senior Manager (651-602-1566)
Division/Department: Community Development / Regional Planning

Proposed Action

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

1. Authorize the City of Eagan to place its comprehensive plan amendment 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 forecasts.

Background

The City of Eagan submitted the Ryan Companies – Thomson Reuters Redevelopment comprehensive plan amendment on August 15, 2024. The amendment proposes to reguide 179 acres from Major Office to 120 acres of Industrial, 24 acres of Medium Density Residential, and 35 acres of Low Density Residential. The amendment site is located generally west of TH-149, south of Yankee Doodle Road, and east of Elrene Road. The City recently completed an Alternative Urban Areawide Review process for this site. This is the City's nineteenth amendment to its 2040 Comprehensive Plan.

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.



REVIEW RECORD

City of Eagan

Ryan Companies - Thomson Reuters Redevelopment Review File No. 22062-20, Business Item No. 2024-320

BACKGROUND

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

Thrive MSP 2040 (Thrive) designates Eagan with an “Urban” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 70,200 to 74,300 population and 28,100 to 30,850 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 61,400 to 70,000 jobs.

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

REQUEST SUMMARY

The amendment proposes to reguide 179 acres from Major Office to 120 acres of Industrial, 24 acres of Medium Density Residential, and 35 acres of Low Density Residential. The amendment site is located generally west of TH-149, south of Yankee Doodle Road, and east of Elrene Road. The purpose of the amendment allow redevelopment of the site with a mix of industrial and residential uses.

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 authorized the 2040 Plan on February 11, 2020 ([Business Item 2020-18](#), Review File No. 22062-1).
- The Council authorized the Nicols Apartments amendment on April 22, 2020 ([Business Item 2020-116](#), Review File No. 22062-2). The amendment reguided 8 acres from Commercial to High Density Residential to allow development of 204 housing units in total.
- The Council administratively reviewed the Ballantrae Apartments, LLC amendment on April 13, 2020 (Review File No. 22062-3). The amendment reguided 0.66 acres from Medium Density Residential to High Density Residential to allow the development of 86 housing units in total.
- The Council authorized the Gallery of Eagan amendment on May 27, 2020 ([Business Item No. 2020-146](#), Review File No. 22062-4). The amendment reguided 2.8 acres from Office

Service to High Density Residential to allow for the development of 162 housing units total.

- The Council administratively reviewed the Blue Gentian Retail amendment on May 1, 2020 (Review File No. 22062-5). The amendment regulated 1.4 acres from Business Park to Retail Commercial to allow for the development of a 6,150 square foot multi-tenant building.
- The Council administratively reviewed the Red Pine amendment on October 2, 2020 (Review File No. 22062-7). The amendment regulated 9.7 acres from Retail Commercial to Medium Density Residential to allow development of 53 townhomes.
- The Council administratively reviewed the Kettle Park Apartments amendment on February 2, 2021 (Review File No. 22062-8). The amendment regulated 2.42 acres from Retail Commercial to High Density to allow the conversion of an existing hotel into an 89-unit apartment building.
- The Council administratively reviewed the Holy Christian Church amendment on May 4, 2021 (Review File No. 22062-9). The amendment regulated 16.17 acres from Major Office to Quasi Public to accommodate a church and offices for its global headquarters.
- The Council reviewed the Minnesota Vikings Headquarters and Mixed-Use Development AUAR update on June 2, 2021 (Review File No. 21514-4). The AUAR represents the 5-year update required under environmental rules for the study area.
- The Council administratively reviewed the United Properties-Boulder Lakes amendment on June 29, 2021 (Review File No. 22062-10). The amendment regulated 11.2 acres from Major Office to Business Park to accommodate a 111,000 square foot office building.
- The Council administratively reviewed the HDR Text amendment on October 25, 2021 (Review File No. 22062-12). The amendment changes the density range of the High Density Residential (HDR) land use category to align the density range of the HDR land use category with recent market rate developments and provide flexibility for additional density in certain circumstances.
- The Council administratively reviewed the MWF Properties Emagine amendment on October 26, 2021 (Review File No. 22062-11). The amendment regulated 1.75 acres from Retail Commercial to High Density Residential to accommodate for an 85-unit building.
- The Council administratively reviewed the Rivers of Life Memory Care Residence amendment on November 30, 2021 (Review File No. 22062-13). The amendment regulates approximately 1.93 acres from Low Density to Office/Service to accommodate redevelopment of the site with a 32-unit memory care residence.
- The Council administratively reviewed the Watermark Residential amendment on February 22, 2022 (Review File No. 22062-14). The amendment regulates 8.4 acres from Major Office to Medium Density Residential to accommodate a 92-unit townhome development.
- The Council administratively reviewed the Kwik Trip amendment on April 7, 2022 (Review File No. 22062-15). The amendment assigned a land use designation of Limited Industrial to 4.45 acres to accommodate a truck stop with motor fuel sales, car wash, outdoor display, and pylon sign.
- The Council administratively reviewed the Suite Living Senior Care of Eagan amendment on July 8, 2022 (Review File No. 22062-16). The amendment regulated 3 acres from Quasi Public to Office/Service to accommodate a 32-unit memory care and assisted living facility.
- The Council administratively reviewed the Homes by Perri amendment on April 28, 2023 (Review File No. 22062-17). The amendment regulated 4.36 acres from Retail Commercial to High Density Residential to allow the conversion of 120 short-term hotel units to long-term rental apartments.
- The Council administratively reviewed the Northwest Central Commons Text amendment on August 23, 2023 (Review File No. 22062-18). The amendment adopted the “Northwest Central Commons Small Area Plan” (dated March 19, 2024) to solidify the City’s commitment toward redevelopment within the subject area to provide a clear path for potential developers.
- The Council administratively reviewed the 21st Century Bank amendment on August 23, 2024 (Review File No. 22062-19). The amendment regulated 1.53 acres from Low Density



Residential to Office/Service to develop a bank.

- The Council administratively reviewed the MACV Veteran’s Village amendment on August 23, 2024 (Review File No. 22062-21). The amendment reguides 2.7 acres from Public Quasi Public to Medium Density to allow a 26-unit townhome development.
- The Council reviewed the Thomas Rueters Development Project final AUAR on October 18, 2024 (Review File No. 22980-2).

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. Additional review comments are included below.

Regional Parks

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

The amended plan conforms to the *2040 Regional Parks Policy Plan*. There is one unit of the Regional Parks and Trails System in the vicinity of the site. The Mendota-Lebanon Hills Regional Trail is approximately 0.2 mile to the southeast of the site, on the opposite side of Dodd Road. The proposed land use change will not have an adverse impact on the Mendota-Lebanon Hills Regional Trail or the Regional Parks and Trails system more broadly. Future residents will benefit by the proximity to the regional trail.

Wastewater Service

Reviewer: Walter Atkins, Environmental Services (ES) – Wastewater Planning and Community Programs (651-602-1173)

The amendment conforms to the *2040 Water Resources Policy Plan (WRPP)*. The applicant stated future projected wastewater flows will match the corresponding Sewer Accessibility Charge (SAC) units and average daily flows that the Council originally approved for the project location from the 1990 West Publishing Master Development Plan. As the land is only partially developed, full redevelopment will result in increased flows discharged. However, projected 2040 wastewater flows from this service district remain unchanged and the Metropolitan Disposal System has adequate capacity to convey the proposed 0.19 MGD average daily flow and standard MCES peaking factors. The proposed amendment does not represent a departure from, nor an impact to, the Regional Wastewater System Plan.

Transportation

Reviewer: Joe Widing, Metropolitan Transportation Services (MTS) (651-602-1822)

The amendment conforms with the *2040 Transportation Policy Plan*. The final Alternative Urban Areawide Review (AUAR) provided detailed analysis of this amendment including traffic report with mitigation needs and transportation acoustic report. Traffic impacts to the surrounding regional roadway system will be minimal with enough capacity to handle projected increases in traffic. The proposed project will also not impact freight facilities, including rail and regional truck corridors located adjacent to the site. The site will feature internal trail network which will connect to regional trails alignments found adjacent to the site to ensure non-motorized access and circulation on the site.



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 are detailed below.

Forecasts

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

The proposal is consistent with regional policy for forecast-related content. The expected development at the subject site fits within the approved communitywide forecast; therefore no adjustment is needed for this amendment. The City’s existing forecasts are shown in Table 1 below for reference.

Table 1. Metropolitan Council City of Eagan Forecasts

Category	Census 2020ddf	City of Eagan Forecast		
		2020	2030	2040
Population	68,855	70,200	72,900	74,300
Households	27,609	28,100	29,750	30,850
Employment	51,341	61,400	66,500	70,000

However, the Transportation Analysis Zones allocation for Eagan needs revision. The proposed project adds previously unplanned capacity in this neighborhood. The Transportation Analysis Zone (TAZ) allocations for households and population will need to be revised higher. The redevelopment site is a small part of Transportation Analysis Zone #495 (between Elrene Road and Dodd Road in eastern Eagan). The City has previously planned that zone will add no households, no population, and +1,060 jobs during 2020 – 2040.

Advisory Comments

Council staff will adjust its TAZ database, adding +320 households and +800 population to TAZ #495 in forecast year 2040. The adjustments will be debited from other parts of Eagan; City staff are welcome to contact Council Research with questions.

Thrive MSP 2040 and Land Use

Reviewer: Patrick Boylan, CD – Local Planning Assistance (651-602-1438)

The amendment is consistent with *Thrive MSP 2040* (Thrive) land use policy. The amendment proposes to re-guide land designated as Major Office, to the new designation categories of Industrial, Medium Density Residential, and Low Density Residential. The land is 179 acres in total size, and is located generally west of TH-149, south of Yankee Doodle Road, and east of Elrene Road (see Figure 2). The purpose of the amendment is to allow redevelopment of the site with a mix of industrial and residential uses.

The site was subject to an Alternative Urban Areawide Review (AUAR) which the Council provided review comments on October 18, 2024 (Review File No. 22980-3). The Council did not object to the final AUAR.

Under Thrive, Eagan is designated as a Suburban Community and is expected to plan for forecasted population and household growth at overall average densities of at least 5 units per acre, and identify areas for redevelopment, particularly areas that are well-served by transportation options and nearby amenities and that contribute to better proximity between jobs and housing.

With the addition of 24 acres of Medium Density Residential and 35 acres of Low Density Residential, the City has a combined overall density of 5.4 units per acre, consistent with Council policy as shown in Table 2 below (changes underlined). The site is also close to a variety of employment, transportation, and recreational amenities.



Table 2. Planned Residential Density

Category	2020-2040 Change					
	Density Range		% Residential	Net Acres	Units	
	Min	Max			Min Units	Max Units
LD-Low Density	1	4	100%	179.0	179	716
MD - Medium Density	4	12	100%	42.1	168	505
HD-High Density	12	42	100%	30.0	360	1,259
Special Areas Mixed Uses*						
Central Area MD	4	12	100%	3.0	12	36
Central Area HD	12	60	100%	19.0	228	1,140
Cliff Road MD	4	12	100%	7.0	28	84
Cliff Road HD	12	60	100%	30.0	360	1,800
Cedar Grove HD	12	60	100%	3.0	36	180
Viking Lakes HD	12	60	100%	48.0	576	2,880
Total				361.1	1,947	8,600
				Overall Density	5.4	23.8

Water Supply

Reviewer: Lanya Ross, ES (651-602-1803)

The amendment is consistent with the WRPP for regional water supply. There are no water supply impacts for the proposal; the site is not located in a designated drinking water supply management area, and the proposal does not include a change in water demand projections from the local water supply plan.

Housing

Reviewer: Olivia Boerschinger, CD – Housing (651-602-1327)

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 is 527 units. The proposed amendment does not include any changes to the minimum densities of residential land uses or changes to Land Guided for Affordable Housing land uses since the Low and Medium Residential density categories are guided at lower densities. Therefore, the City’s inventory of land guided to support the development of low- and moderate-income housing remains sufficient to address their share of the region’s affordable housing need for 2021-2030. Eagan is a current participant in the Livable Communities Act program.

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

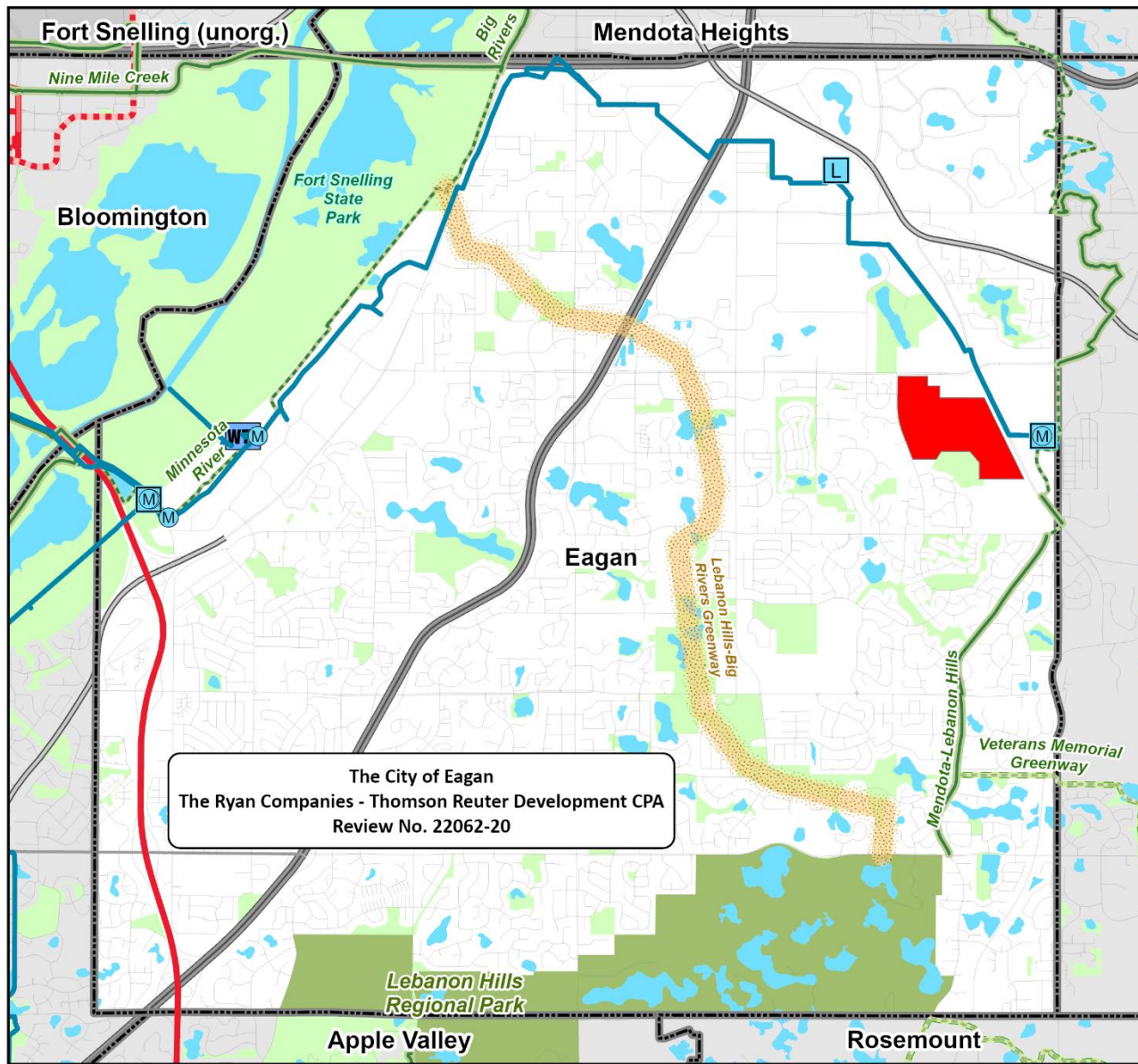
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

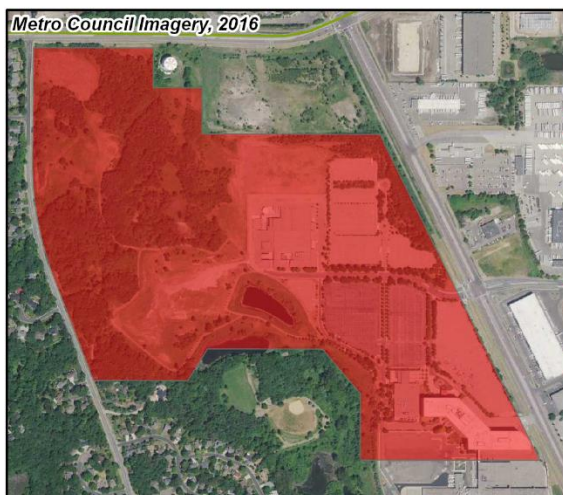
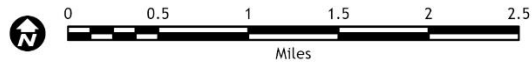
- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current and Proposed Land Use Guiding
- Figure 4: Land Guided for Affordable Housing



Figure 1. Location Map Showing Regional Systems

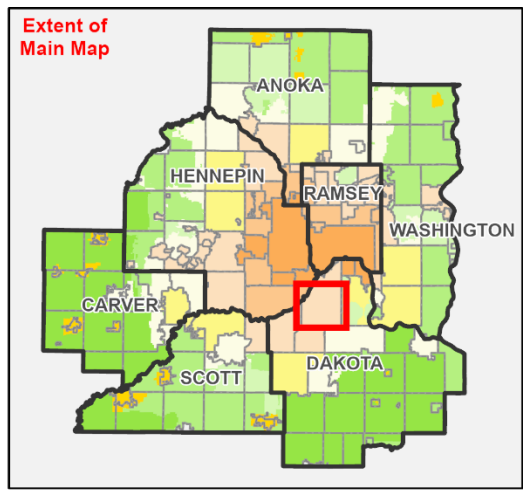
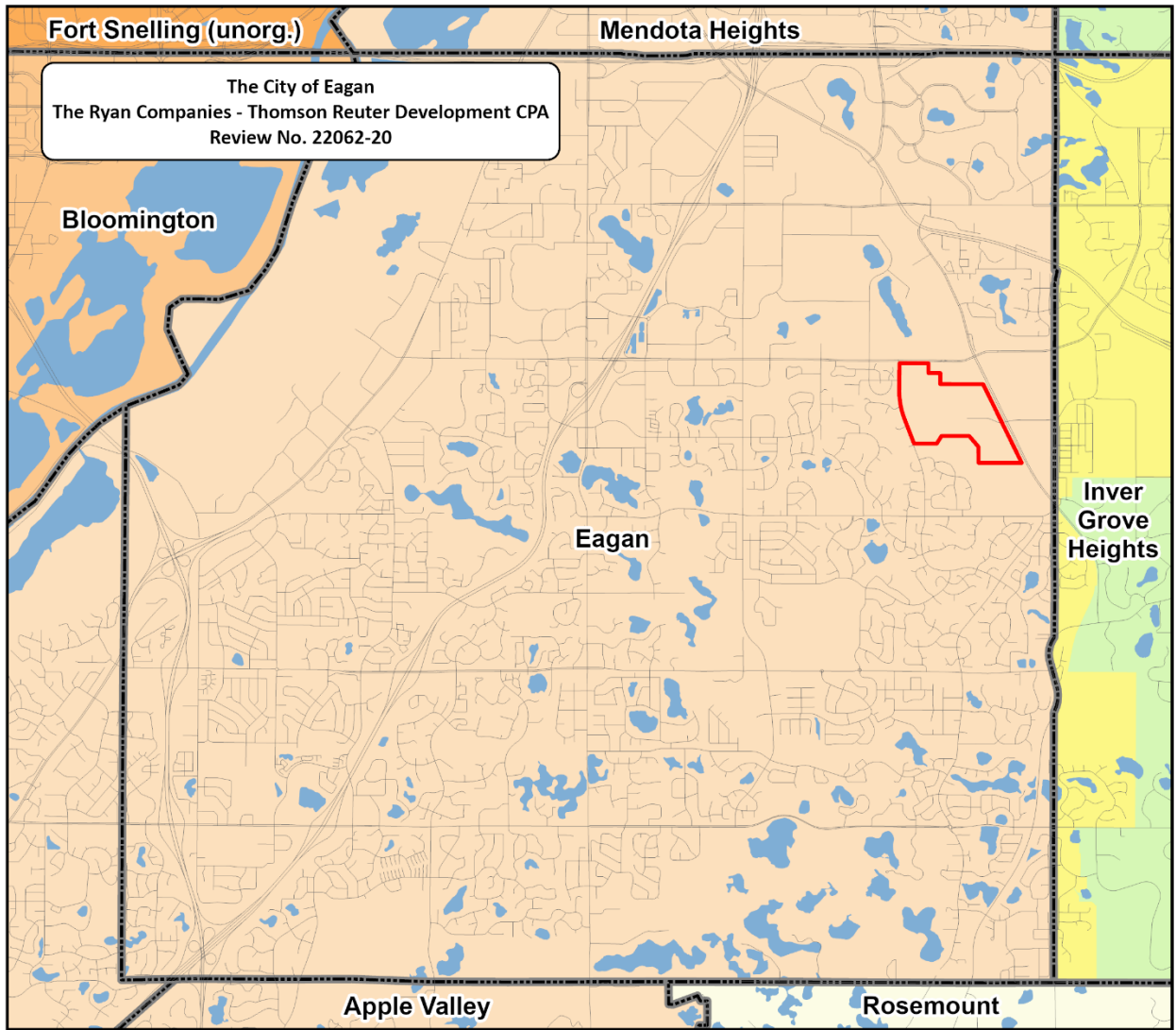


The City of Eagan
 The Ryan Companies - Thomson Reuter Development CPA
 Review No. 22062-20



- Regional Systems**
- Regional Transitways**
 - Existing
 - Planned Current Revenue Scenario
 - Potential Increased Revenue Scenario
 - Wastewater Treatment**
 - Meters
 - MCES Interceptors
 - Lift Stations
 - MCES Treatment Plants
 - Regional Highway System**
 - Interstates
 - US Highways
 - State Highways
 - County Roads
 - Road Centerlines
 - Regional Parks**
 - Existing (Open to Public)
 - In Master Plan (Not Open to Public)
 - Planned Units
 - Other Parks, Preserves, Refuges and Natural Areas
 - Regional Trails**
 - Existing (Open to Public)
 - Existing (Not Open to Public)
 - Planned Regional Trails
 - Regional Trail Search Corridors

Figure 2. Location Map Showing Community Designations

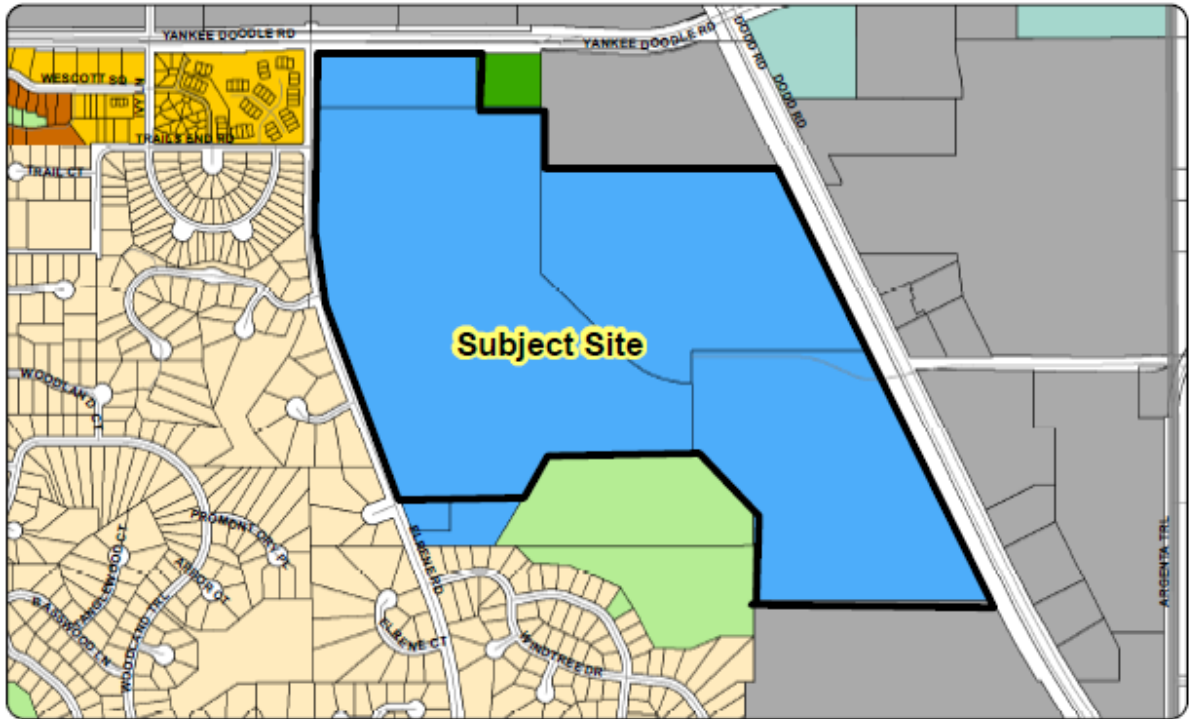


ThriveMSP 2040 Community Designations

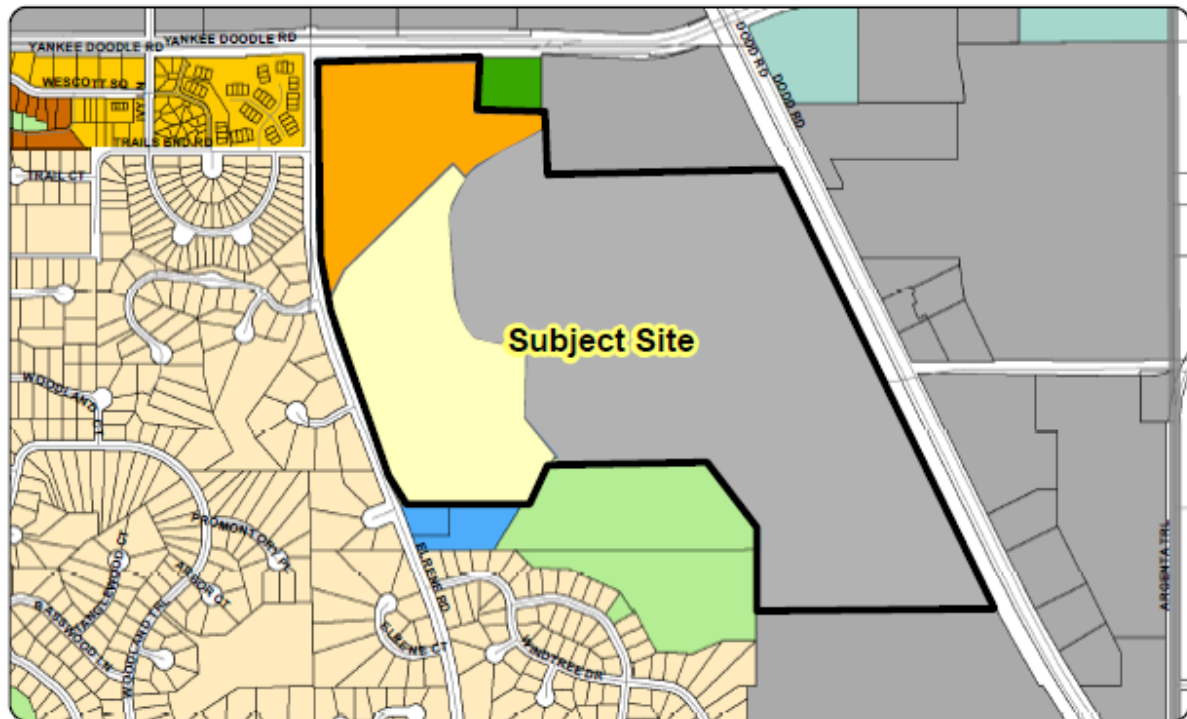
- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

Metropolitan Council

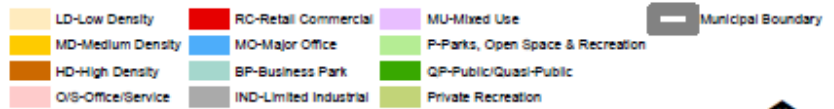
Figure 3. Current and Proposed Land Use Guiding



Current Land Use Plan



Proposed Land Use Plan



LAND USE MAP

Comprehensive Guide Plan Amendment
Ryan Companies/Thomson Reuters Redevelopment

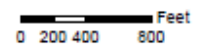


Figure 4. Land Guided for Affordable Housing

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

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

Sufficient~~(insufficient)~~ units possible against share of regional need: **61**
 Sufficient~~(insufficient)~~ units possible adjusted for affordable units built: **61**

