

# Committee Report

Community Development Committee



**Committee Meeting Date:** March 17, 2025

**For the Metropolitan Council:** March 26, 2025

## Business Item: 2025-79

City of Eagan Metcalf Park Comprehensive Plan Amendment, Review File 22062-22

### 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 wastewater and 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 March 17, 2025.



# Business Item

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

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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 wastewater and forecasts.

### Background

The City submitted the Metcalf Park comprehensive plan amendment on January 31, 2025 and supplemental material on February 12, 2025. The amendment proposes to reguide 34.5 acres from Quasi-Public as follows: 18.3 acres to Medium Density Residential, 14.4 acres to High Density Residential, and 1.8 acres to Parks, Recreation, and Open Space. An Environmental Assessment Worksheet (EAW) for the proposed development was completed in 2024 (Review File No. 23026-1). The purpose of the amendment is to allow the developer to build 40 twin homes, 96 townhomes, 66 units for a multi-family senior co-operative, and 280 apartment units. The amendment site is located south of CSAH 30 (Diffley Road) and west of State Highway 77 (Cedar Avenue). This is the City's twenty-first 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

On Feb. 12, 2025, the Council adopted Imagine 2050, which builds on policy direction in *Thrive MSP 2040*. Under the Thrive lens, 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

Metcalfe Park CPA

Review File No. 22062-22, Business Item No. 2025-79

## 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 twenty-first comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The amendment proposes to re-guide 34.5 acres from Quasi-Public to 18.3 acres of Medium Density Residential, 14.4 acres of High Density Residential, and 1.8 acres of Parks, Recreation, and Open Space. The purpose of the amendment is to allow the developer to build 40 twin homes, 96 townhomes, 66 units for a multi-family senior co-operative, and 280 apartment units. All units are intended to be market rate units. The project site is located at 2250 Diffley Road. An Environmental Assessment Worksheet (EAW) for the proposed development was completed in 2024 (Review File No. 23026-1). The amendment site is located south of CSAH 30 (Diffley Road) and west of State Highway 77 (Cedar Avenue) (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*, 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 re-guided 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 re-guided 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 reguided 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 reguided 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 reguided 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 reguided 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 reguided 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 reguided 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 reguides 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 reguides 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 reguided 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 reguided 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 21<sup>st</sup> Century Bank amendment on August 23, 2024 (Review File No. 22062-19). The amendment reguided 1.53 acres from Low Density Residential to Office/Service to develop a bank.
- The Council reviewed the Thomas Reuters Development Project final AUAR on October 18, 2024 (Review File No. 22980-2).
- The Council took action on the Ryan Thompson Reuters Redevelopment amendment on November 24, 2024 (Review File No. 22062-20). The amendment reguided 179 acres from Major Office to 120 acres of Industrial, 24 acres of Medium Density Residential, and 35 acres of Low Density Residential.
- 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.

## 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 proposed amendment conforms with the *2040 Regional Parks Policy Plan*. There are no existing or planned units of the Regional Parks and Trails System within a half mile of the site. The nearest unit of the Regional Parks and Trails System – the Minnesota River Greenway Regional Trail – is approximately 1.9 miles northwest of the proposed land use change. The proposed land use change will not impact the Minnesota River Greenway Regional Trail or the Regional Parks and Trails System more broadly.

#### Wastewater Service

*Reviewer: Roger Janzig, Environmental Services (ES) – (roger.janzig@metc.state.mn.us)*

The proposed amendment conforms to the *2040 Water Resources Policy Plan (WRPP)*. The regional system has adequate capacity to serve the proposed development associated with this amendment.

#### Advisory Comments

The materials submitted with the proposed amendment state that the existing gravity main provided sanitary sewer service to the proposed project area (an existing school) which was served by the City of Burnsville. The Project Proposer is planning the construction of a new sanitary sewer connecting to the City of Eagan sanitary sewer system north of Diffley Road to serve this site. Once the direction has been confirmed via Burnsville versus Eagan, the Comprehensive Sewer Plan for the impacted Community should be updated and forwarded to the Metropolitan Council Environmental Services ([roger.janzig@metc.state.mn.us](mailto:roger.janzig@metc.state.mn.us)).

#### Transportation

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



The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The amendment accurately responds to updates to the TPP and is consistent with Transit policy

### 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 City offers that the plan amendment does not affect the communitywide forecast. The developer group proposes 136 twin homes and townhomes, 66 multifamily cooperative units, and 280 apartments. Council staff find that this development and other new and proposed developments will add substantial housing in the current decade.

#### Advisory Comments

City-provided materials in the file state that Eagan is already at 30,000 housing units. The City could request, with a subsequent amendment, to replace the forecast in its Plan with a new forecast prepared by Met Council: 30,000 households in 2030; 32,000 households in 2040. This is an advisory comment and is not required at this time.

The redevelopment site is in Transportation Analysis Zone #540 (south of Diffley, between Cedar Ave. and the city boundary). The City has previously planned that zone will add no households, no population, and no jobs during 2020 – 2040. City and Council staff can reassess expectations during preparation of the 2050 Plan.

*Table 1. Metropolitan Council City of Eagan Forecasts*

Category	Census 2020	Current Approved 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

#### Thrive MSP 2040 and Land Use

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

*Thrive MSP 2040* identifies the City as a Suburban Community. The amendment proposes to re-guide 34.5 acres from Quasi-Public as follows: 18.3 acres to Medium Density Residential, 14.4 acres to High Density Residential, and 1.8 acres to Parks, Recreation, and Open Space. The amendment site is located south of CSAH 30 (Diffley Road) and west of State Highway 77 (Cedar Avenue) (see Figure 2). The purpose of the amendment is to allow the developer to build 40 twin homes, 96 townhomes, 66 units for a multi-family senior co-operative, and 280 apartment units. All units are intended to be market rate units. The site was the subject of an Environmental Assessment Worksheet (Review File No. 23026-1). In a letter dated December 19, 2024, Council staff provided comments finding that the EAW did not raise major issues of consistency with Council policies and that an EIS was not necessary for regional purposes.

Thrive designates Eagan as a Suburban Community and directs Suburban Communities 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.

The Plan, including the current and all previous amendments, has a planned minimum residential density of 7.07 units per acre. As shown in Table 2 below, the City has a combined overall density of 7.07 units per acre (land use changes are underlined), however their newly planned densities associated with this amendment are much higher with the High Density category at 12-42 units per acre.



Table 2. Planned Residential Density, City of Eagan

Category	2020-2040 Change					
	Density Range		% Residential	Net Acres	Min Units	Max Units
	Min	Max				
LD-Low Density	1	4	100%	214.1	214	856
MD - Medium Density	4	12	100%	44.8	179	538
HD-High Density	12	42	100%	29.97	360	1,259
Special Areas Mixed Uses*						
Central Area MD	4	12	100%	3.00	12	36
Central Area HD	12	60	100%	19.00	228	1,140
Cliff Road MD	4	12	100%	7.00	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
<b>Total</b>				<b>398.77</b>	<b>1,993</b>	<b>8,772</b>
				<b>Planned Density</b>	<b>7.07</b>	<b>22.0</b>

## Housing

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

The proposed amendment is consistent with the Council’s *Housing Policy Plan*. The Plan currently provides sufficient land to address the City’s share of the region’s 2021-2030 need for affordable housing, which is 527 units. The proposed amendment does not impact the City’s inventory of land guided to support the development of low- and moderate-income housing. As of this amendment, the Plan will be guiding approximately 49 acres of higher density residential land such that at least 588 units could be built. The City has already built 204 units of affordable housing so far this decade.

The proposed amendment will allow for the redevelopment of the site to include a variety of housing units, all priced at market rate. This includes proposals for 40 twin home units, 96 townhomes, 66 units of multi-family senior cooperative, and approximately 280 multifamily units. While the amendment supports higher densities, because the proposed units are all market rate, this amendment does not affect the City’s ability to implement the housing element of their 2040 Plan and does not directly contribute to their efforts to address its share of the region’s need for affordable housing in the 2021-2030 decade (Figure 4).

## 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.

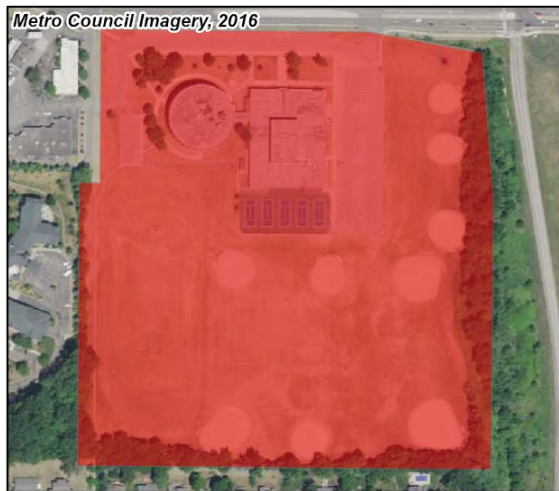
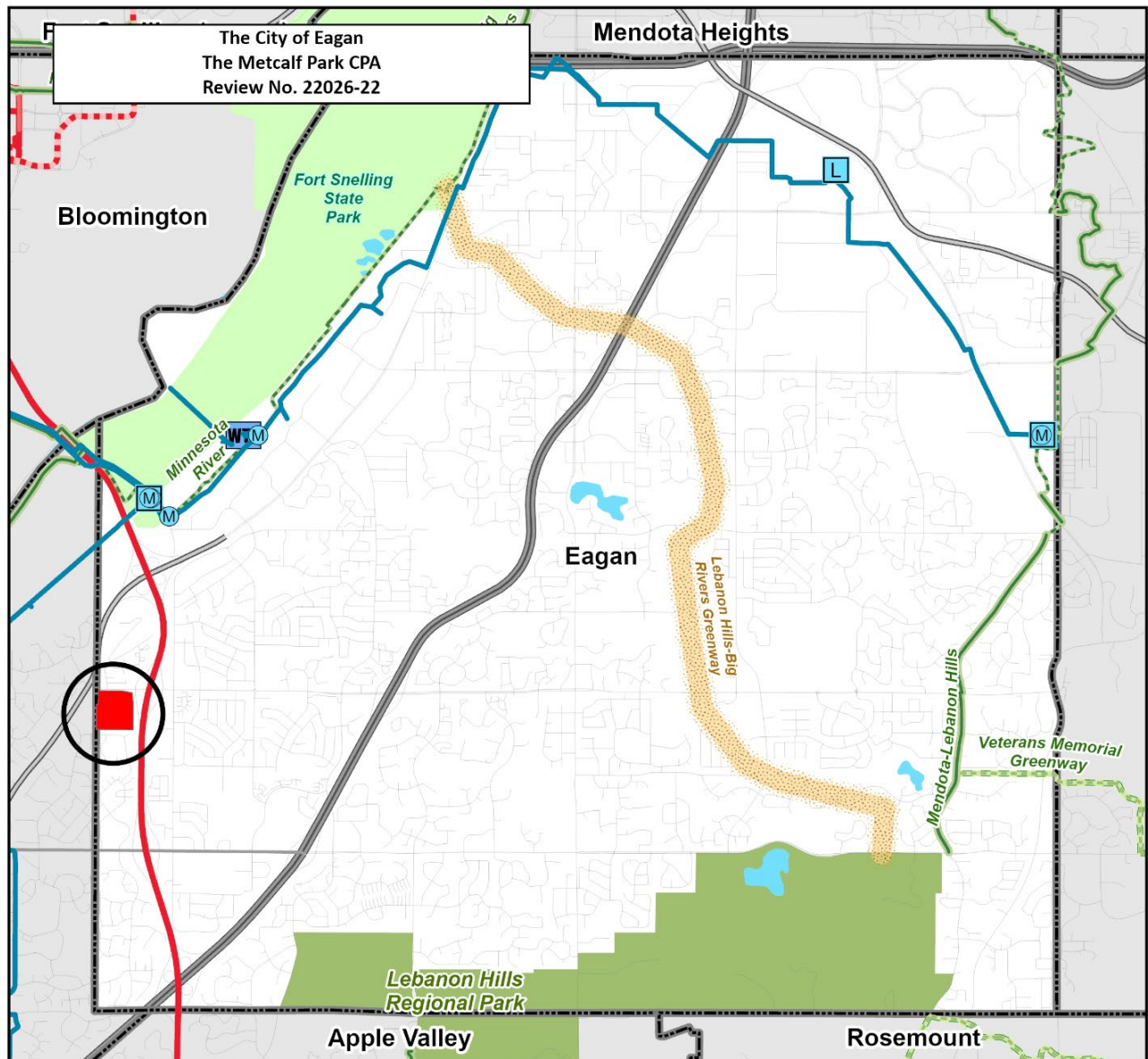
## ATTACHMENTS

- 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**

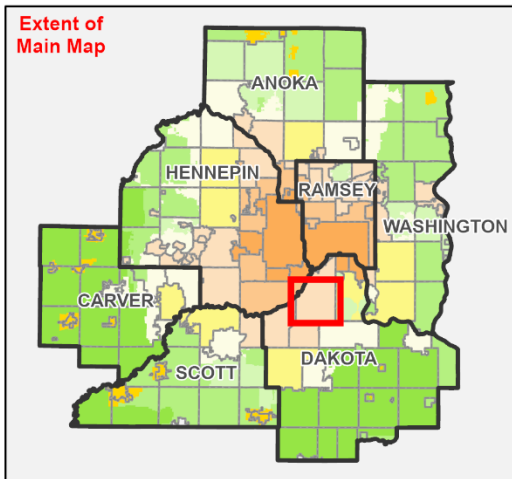
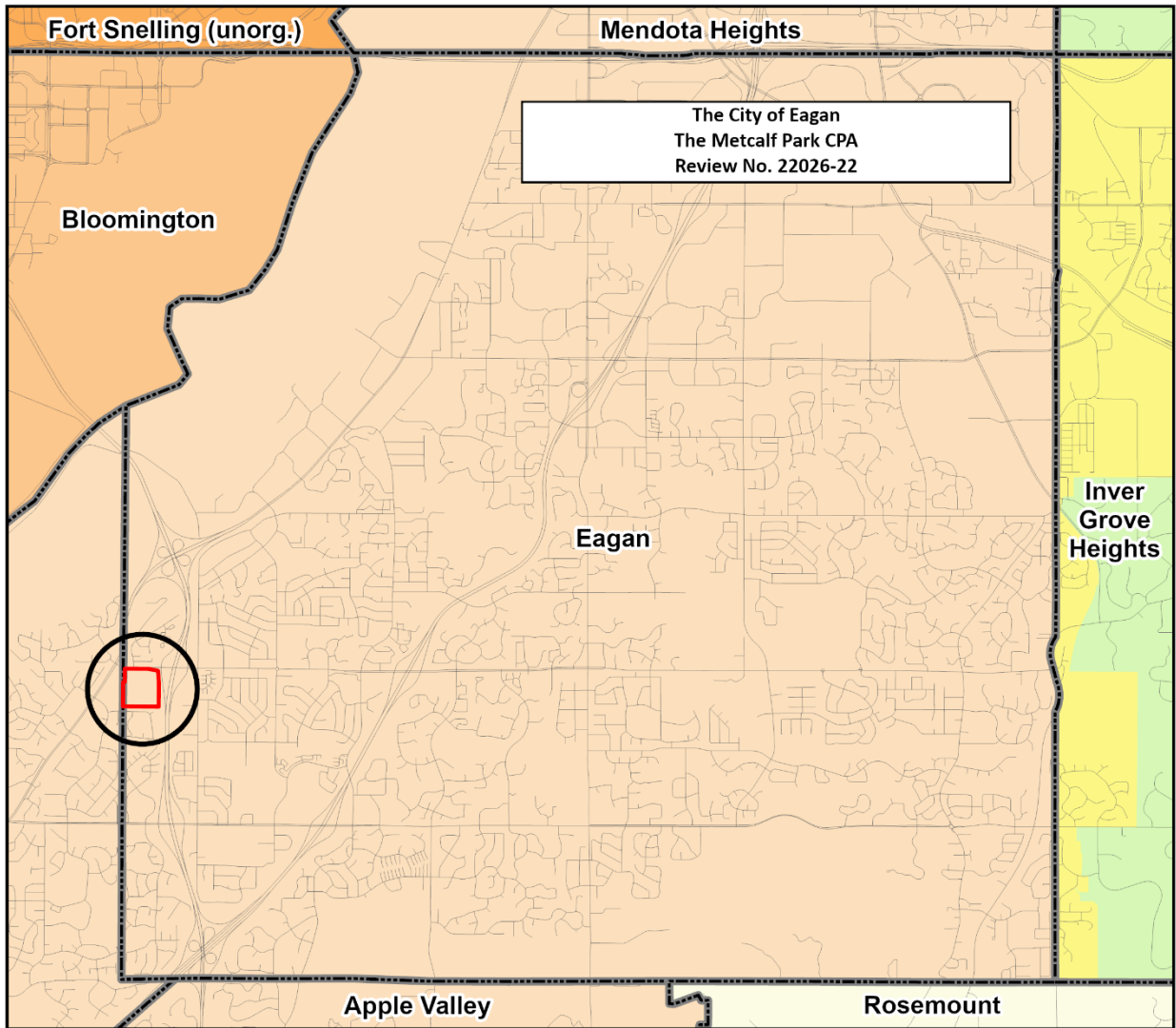


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- Regional Systems**
- Regional Transitways**
- Existing
  - Planned Current Revenue Scenario
  - Potential Increased Revenue Scenario
- Wastewater Treatment**
- Meters
  - MCES Interceptors
  - Lift Stations
  - MCES Treatment Plants
- Regional Highway 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**



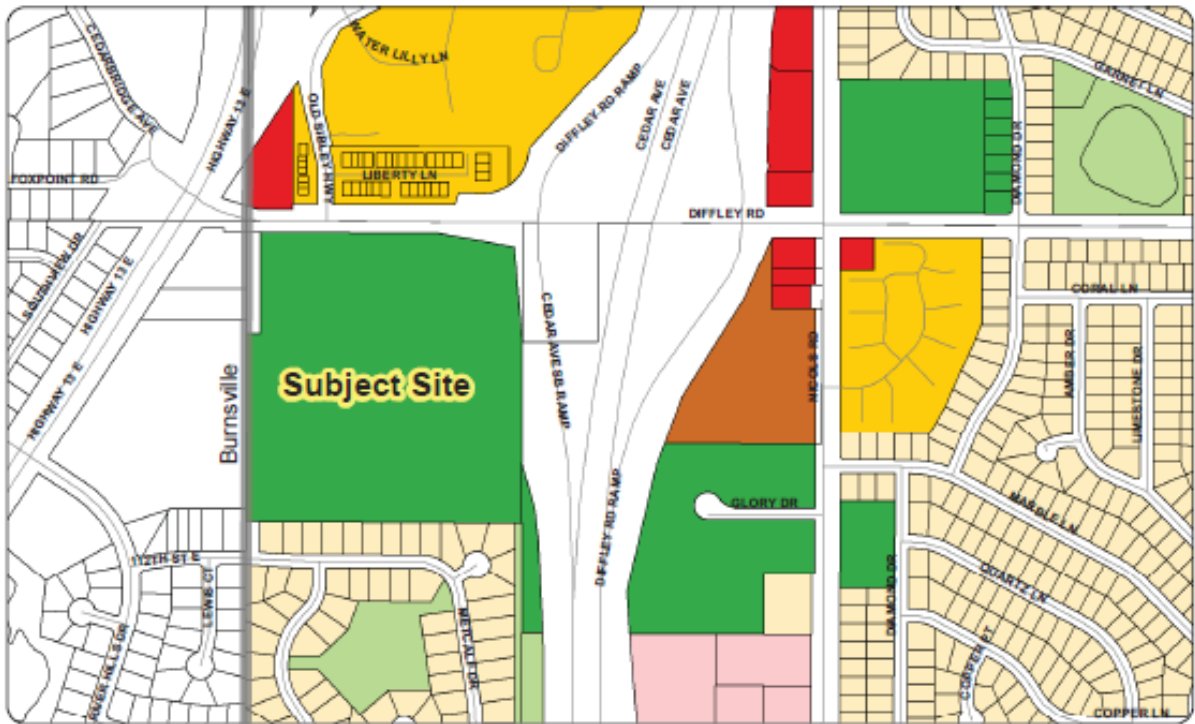
**ThriveMSP 2040 Community Designations**

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

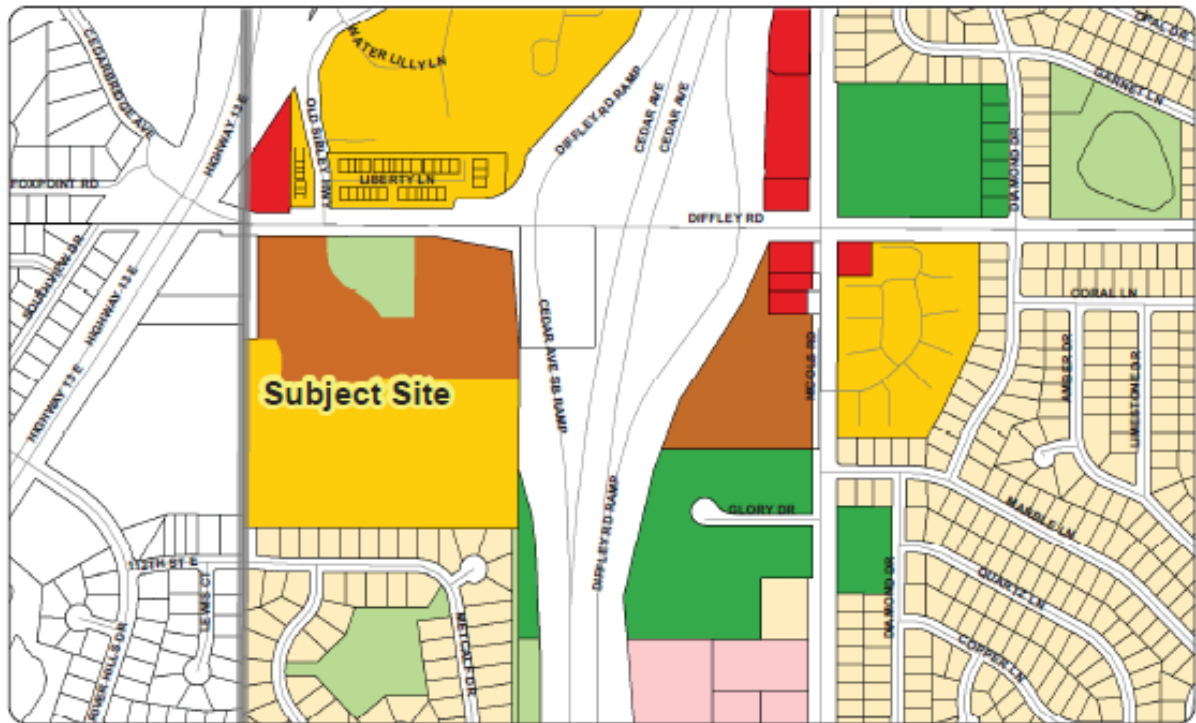


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Figure 3. Current and Proposed Land Use Guiding



Current Land Use Map



Proposed Land Use Map



## 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**

	<b>Available Acres</b>	<b>×</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>×</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: **204**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **265**

