

# Committee Report

Community Development Committee



**Committee Meeting Date:** February 6, 2023

**For the Committee of the Whole:** March 1, 2023

## Business Item: 2023-45

City of Lakeville MUSA Extension and Forecast Update Comprehensive Plan Amendment, Review File 22077-11

### Proposed Action

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

1. Authorize the City to place its comprehensive plan amendment into effect.
2. Adjust the City's employment forecasts upward for the 2030 and 2040 decades as shown in Table 1 of the Review Record.
3. Advise the City:
  - a. That to obtain a Sewer Connection Permit or an Encroachment Agreement Application, contact Tim Wedin, Interceptor Engineering Assistant Manager (651 - 602-4571) at the Metropolitan Council Environmental Services.
  - b. 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 February 6, 2023.



# Business Item

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|                                  |  |
|----------------------------------|--|
| <b>District(s), Member(s):</b>   | District 16, Wendy Wulff   |
| <b>Policy/Legal Reference:</b>   | Metropolitan Land Planning Act (Minn. Stat. § 473.175)   |
| <b>Staff Prepared/Presented:</b> | Patrick Boylan, Planning Analyst (651-602-1438)<br>Angela R. Torres, Senior Manager (651-602-1566) |
| <b>Division/Department:</b>      | Community Development / Regional Planning  |

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  - a. That to obtain a Sewer Connection Permit or an Encroachment Agreement Application, contact Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services.
  - b. To implement the advisory comments in the Review Record for forecasts.

### Background

The City submitted the MUSA Extension and Forecast Update comprehensive plan amendment on December 28, 2022. The amendment proposes to expand the 2030 Metropolitan Urban Service Area (MUSA) to include two properties (Ruddle and Adelman) totaling approximately 207 acres and to increase the City's employment forecasts for the 2030 and 2040 decades. The Ruddle property is located west of Dodd Boulevard (CSAH 9) and north of 225<sup>th</sup> Street, and the Adelman property is located east of Cedar Avenue (CSAH 23) and north of 225<sup>th</sup> Street. Both properties were the subjects of previous plan amendments to provide guiding land uses when they were annexed into the City (Business Items 2021-259 and 2021-260). This is the City's tenth 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 MSP2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land

Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

### **Funding**

None.

### **Known Support / Opposition**

There is no known opposition.



# REVIEW RECORD

City of Lakeville

MUSA Extension and Forecast Update Comprehensive Plan Amendment

Review File No. 22077-11, Business Item No. 2023-45

## BACKGROUND

The City of Lakeville (City) is located along the western border of Dakota County, bordered by Burnsville and Apple Valley to the north, Savage to the northwest, Credit River to the west, New Market Township and Eureka Township to the south, Farmington and Empire Township to the east, and Rosemount to the northeast.

*Thrive MSP 2040* (Thrive) designates Lakeville with a “Suburban Edge” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 64,300 to 83,500 population and 22,300 to 30,000 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 18,200 to 22,500 jobs.

The Metropolitan Council reviewed the City of Lakeville 2040 Comprehensive Plan ([Business Item 2019-233 JT](#), Review File No. 22077-1) on September 25, 2019. This is the tenth comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The amendment proposes to expand the 2030 Metropolitan Urban Service Area (MUSA) to include two properties (Ruddle and Adelman) totaling approximately 207 acres and to increase the City’s employment forecasts for the 2030 and 2040 decades. The Ruddle property is located west of Dodd Boulevard (CSAH 9) and north of 225<sup>th</sup> Street, and the Adelman property is located east of Cedar Avenue (CSAH 23) and north of 225<sup>th</sup> Street. The purpose of the amendment is to accommodate light industrial developments on the two sites. Both properties were the subjects of previous plan amendments to provide guiding land uses when they were annexed into the City (Business Items 2021-259 and 2021-260).

## 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 2040 Plan on September 25, 2019 ([Business Item 2019-233 JT](#), Review File No. 22077-1).
- The Council administratively reviewed the Redstone MUSA Expansion amendment on March 1, 2021 (Review File No. 22077-2). The amendment brought a 19.6-acre parcel into the current Metropolitan Urban Service Area (MUSA) to allow the development of 47 single family residential lots on a site located east of Highview Avenue and south of Dodd Boulevard (CSAH 9).



- The Council administratively reviewed the Cordelia Development amendment on June 9, 2021 (Review File No. 22077-3). The amendment reguided 22.4 acres from Medium Density Residential to Medium/High Density Residential located south of 179<sup>th</sup> Street and east of Cedar Avenue. The purpose of the land use change was to accommodate the development of 171 attached townhome units.
- The Council authorized the Adelman Property amendment on October 13, 2021 ([Business Item 2021-259](#), Review File No. 22077-4). The amendment guided approximately 115 acres recently annexed from Eureka Township as Industrial located east of Cedar Avenue (CSAH 23) and north of 225<sup>th</sup> Street.
- The Council authorized the Ruddle Property amendment on October 13, 2021 ([Business Item 2021-260](#), Review File No. 22077-5). The amendment guided approximately 91 acres recently annexed from Eureka Township as Warehouse/Light Industrial located west of Dodd Boulevard (CSAH 9) and north of 225<sup>th</sup> Street.
- The Council administratively reviewed the United Christian Academy amendment on December 7, 2021 (Review File No. 22077-6). The amendment reguided 33 acres from Commercial to Medium/High Density Residential located south of 210<sup>th</sup> Street and west of Keokuk Avenue.
- The Council administratively reviewed the Ebenezer Estoria Development amendment on January 27, 2022 (Review File No. 22077-7). The amendment reguided 9 acres from Medium/High Density Residential to High Density Residential located directly west of Hosanna Church, east of Jaguar Avenue, and north of 165<sup>th</sup> Street.
- The Council authorized the Powell Development amendment on April 27, 2022 ([Business Item 2022-91](#), Review File No. 22077-8). The amendment reguided 22.79 acres from High Density Residential (10.86 acres) and Medium/High Density Residential (11.93 acres) to Low/Medium Density Residential located west of I-35, south of 205<sup>th</sup> Street, and north of 215<sup>th</sup> Street.
- The Council administratively reviewed the North Ryan Addition amendment on April 27, 2022 (Review File No. 22077-9). The amendment reguided approximately 15 acres from Office Park (OP) to Warehouse/Light Industrial (W/LI) located south of 215<sup>th</sup> Street (CSAH 70) and west of Jacquard Avenue.
- The Council authorized the Authentix amendment on July 13, 2022 ([Business Item 2022-175](#), Review File No. 22077-10). The amendment reguided 2.5 acres of High Density Residential and 6.1 acres of Commercial to Corridor Mixed Use located west of I-35 and north of 215<sup>th</sup> Street (CSAH 70).
- The Council provided review comments on the Ruddle Alternative Urban Areawide Review (AUAR) on October 19, 2022 (Review File No. 22726-4). Comments were related to forecasts and wastewater connections.
- The Council provided review comments on the Adelman Farm Draft Alternative Urban Areawide Review (AUAR) on January 4, 2023 (Review File No. 22735-2). Comments were related to forecasts.

## 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.



## Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs ([roger.janzig@metc.state.mn.us](mailto:roger.janzig@metc.state.mn.us))

The acres of expansion into the Metropolitan Urban Services Area (MUSA) area for the Ruddle and Adelman sites is consistent with MUSA guidelines. There is capacity in the regional infrastructure for future wastewater from both of these sites.

### Advisory Comments

#### **Ruddle Property:**

Metropolitan Council Interceptor (8016) runs east through this site. The City must follow specific processes before encroachment on Council property or a direct connection to our Interceptor can be made. An Encroachment Agreement will be required, and also, before direct connection to Interceptor 8016, a Sewer Connection Permit is required. To obtain a Sewer Connection Permit or an Encroachment Agreement Application, contact Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services.

To assess the potential impacts to our interceptor system; prior to initiating any project at this location, preliminary plans (including the method and means of providing wastewater service to this area) should be sent to Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services.

#### **Adelman Property:**

To assess the potential impacts to our interceptor system; prior to initiating any project at this location, preliminary plans (including the method and means of providing wastewater service to this area) should be sent to Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services. Before direct connection to the Metropolitan Council Interceptor, a Sewer Connection Permit will be required; please contact Tim Wedin for this permit.

### 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 amendment is consistent with regional policy. There are several current and upcoming industrial developments in the industrial area of southern Lakeville, including developments in the sites added to MUSA. Also, Minnesota DEED statistics show employment in Lakeville has reached 20,669 in 2022. City and Council staff met in November 2022 and agreed on the following forecast revision as shown in Table 1 below (changed underlined).

Table 1. Metropolitan Council City of Lakeville Forecasts

|            | MN DEED | Current Approved Forecast |        |        | Forecast Revision |               |               |
|------------|---------|---------------------------|--------|--------|-------------------|---------------|---------------|
|            |         | 2020                      | 2030   | 2040   | 2020              | 2030          | 2040          |
| Population | n/a     | 64,300                    | 74,600 | 83,500 | 64,300            | 74,600        | 83,500        |
| Households | n/a     | 22,300                    | 26,300 | 30,000 | 22,300            | 26,300        | 30,000        |
| Employment | 20,669  | 18,200                    | 20,300 | 22,500 | 18,200            | <u>22,110</u> | <u>24,800</u> |

### Advisory Comments

The same additions are made to both the communitywide forecast and sewer-served forecast (Empire WWTP sewershed): adding +1810 jobs in 2030; +2300 jobs in 2040. Metropolitan Council will approve the forecast above simultaneous with action on the Plan Amendment.

#### Thrive MSP 2040 and Land Use

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

The amendment is consistent with regional policy for land use. *Thrive MSP 2040* identifies the City as a Suburban Edge community and directs communities in this designation to plan for development and redevelopment at overall minimum densities of 3 to 5 units per acre. The amendment proposes to expand the 2030 Metropolitan Urban Service Area (MUSA) to include two properties (Ruddle and Adelman) totaling approximately 207 acres and to increase the City's employment forecasts for the 2030 and 2040 decades. The Ruddle property is located west of Dodd Boulevard (CSAH 9) and north of 225<sup>th</sup> Street, and the Adelman property is located east of Cedar Avenue (CSAH 23) and north of 225<sup>th</sup> Street. The purpose of the amendment is to expand MUSA to accommodate regional sanitary sewer services to the two sites.

Both sites were subject to study and review of an Alternative Urban Areawide Review (AUAR) in April 2022 and for both the Adelman and Ruddle sites, the AUAR(s) were both found to be accurate and complete with no land use comments. The Council authorized the Adelman Property amendment (Business Item 2021-259) and the Ruddle Property amendment (Business Item 2021-260) which both provided guiding land uses for the individual sites. This action is to authorize MUSA expansion only; the future land uses for both sites are not proposed to be changed.

Thrive directs communities designated as Suburban Edge to consider how local efforts to focus economic development strategies along existing commercial centers or commercial corridors and how can development contribute to the region's overall economic competitiveness through enhanced integration of local and regional planning efforts. The Adelman property is planned for light industrial and warehouse uses. The Ruddle site is planned for light industrial users and may contain an office component. Both sites in Lakeville contribute to regional policy.

### 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.

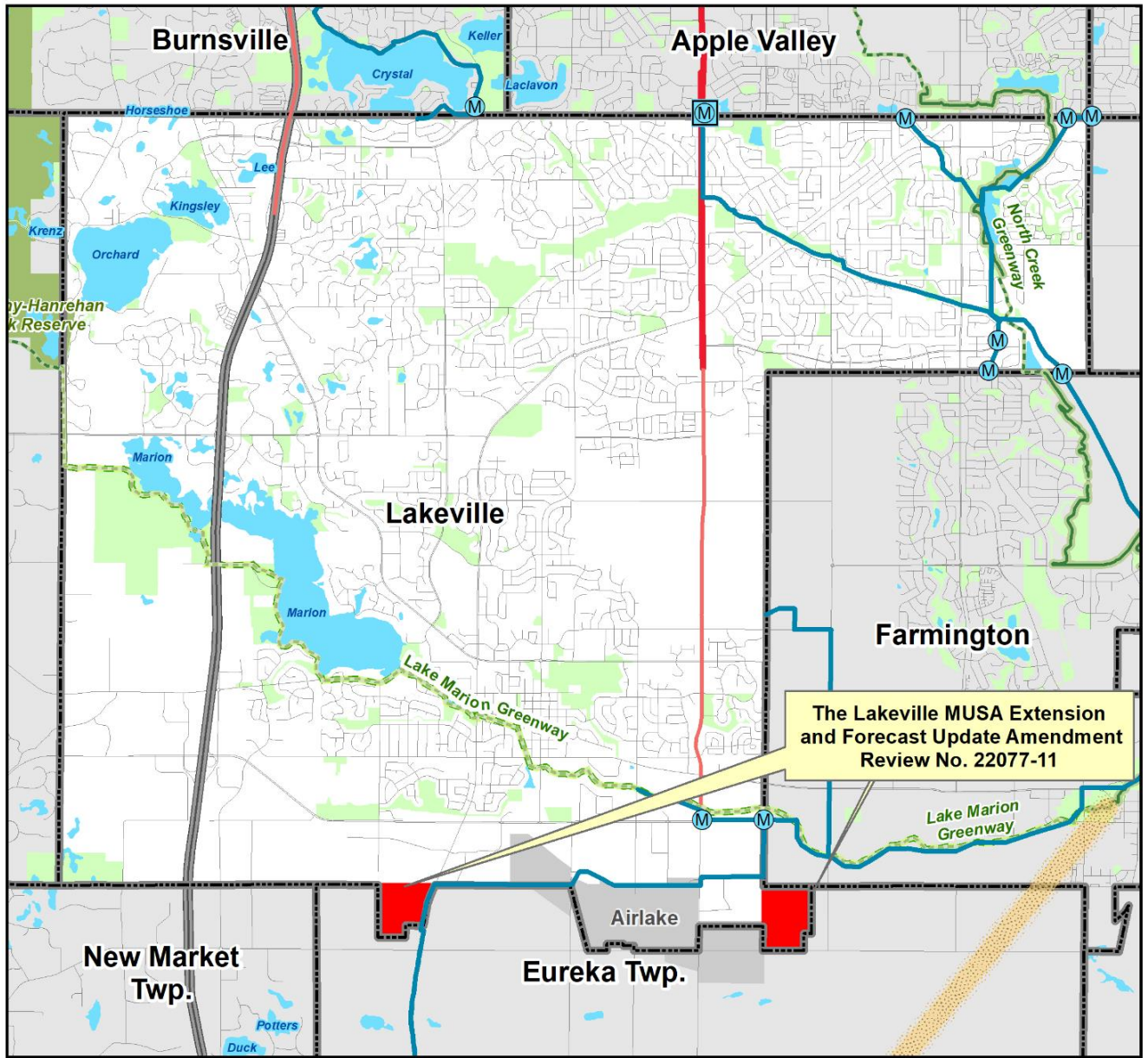
## ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations

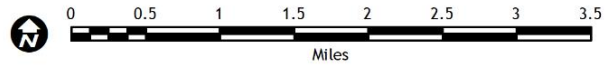
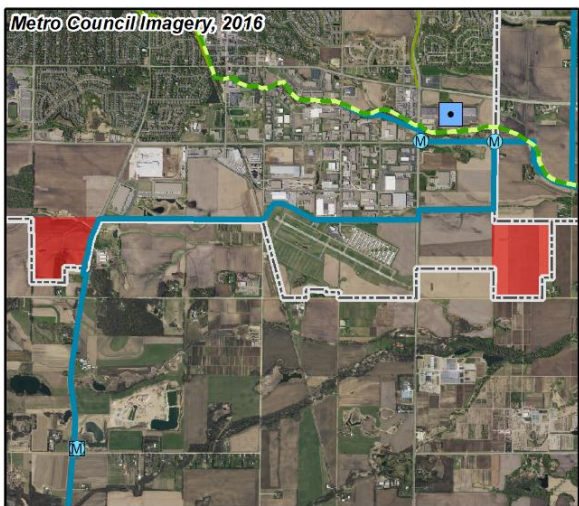




Figure 1. Location Map Showing Regional Systems



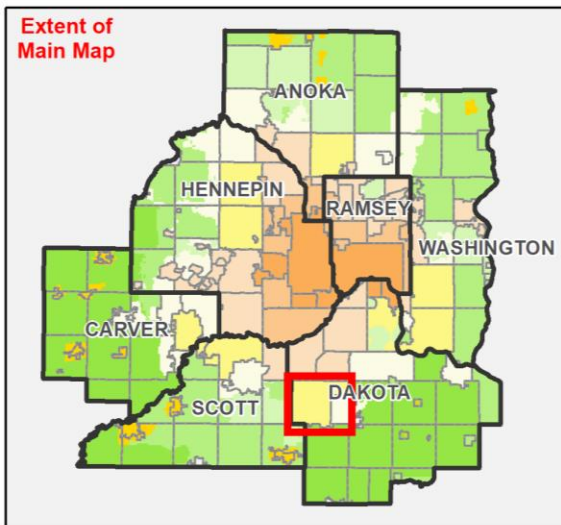
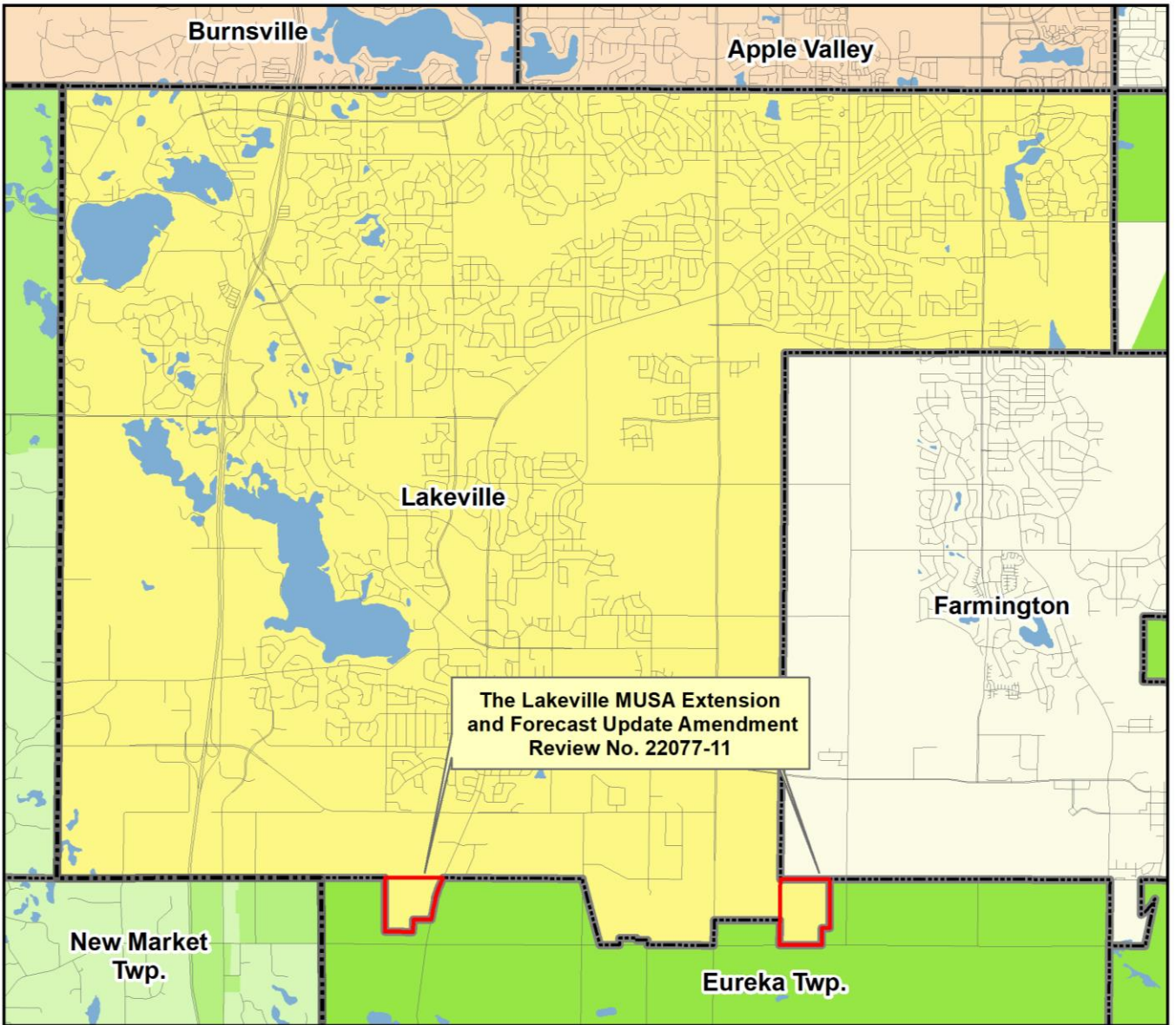
Metropolitan Council



- Regional Systems**
- Regional Transitways**
- Existing
  - Planned Current Revenue Scenario
  - Planned Current Revenue Scenario - CTIB Phase 1 Projects
  - Potential Increased Revenue Scenario
- Wastewater**
- 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
- Ncompass Street Centerlines