

Community Development Committee

Meeting date: January 22, 2019

For the Metropolitan Council meeting of: February 13, 2019

Subject: City of Burnsville, Healey Ramme Comprehensive Plan Amendment, Review File No. 20458-6

District(s), Member(s): 15 – Steven Chávez

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

Staff Prepared/Presented: Patrick Boylan, AICP, Planning Analyst, Local Planning Assistance (651-602-1438)

Division/Department: Community Development / Regional Planning

Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Burnsville to place the Healey Ramme 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 and Housing.

Background

The Metropolitan Council reviewed the City of Burnsville 2030 Comprehensive Plan Update (Update), ([Business Item 2010-132](#), Review File No. 20458-1) on April 28, 2010. This is the fifth comprehensive plan amendment since the Update was reviewed. The City proposes to amend the Update to reflect a land use change from Business/Retail/Office to Mixed Use to allow the development of a multifamily project of 450 apartments and 60 owner-occupied townhome units.

Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040* (Thrive). 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 support or opposition to this amendment.

Review Record
City of Burnsville
Healey Ramme Comprehensive Plan Amendment
Review File No. 20458-6, Council Business Item No. 2019-17

BACKGROUND

The City of Burnsville (City) is located in northern Dakota County, bordered by Bloomington to the north, Eagan and Apple Valley to the east, Lakeville and Credit River Township to the south, and the City of Savage to the west.

Thrive MSP 2040 (Thrive) designates the City with a “Suburban” community designation (Figure 1). The Metropolitan Council (Council) forecasts that the City will grow between 2020 and 2040 from 63,500 to 68,500 people; from 25,900 to 27,600 households; and that employment will grow from 36,700 to 41,900 jobs.

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans. The proposed amendment was found complete for review in a letter dated December 27, 2018.

The Council reviewed the City of Burnsville 2030 Comprehensive Plan Update ([Business Item 2010-132](#), Review File No. 20458-1) on April 28, 2010. This is the fifth comprehensive plan amendment (amendment) since the Update was reviewed.

REQUEST SUMMARY

The amendment proposes to amend the local comprehensive plan to reflect land change from Business/Retail/Office to Mixed Use to allow the development of a multifamily project of 450 apartments and 60 owner-occupied townhome units.

OVERVIEW

Conformance with Regional Systems	The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.
Consistency with Council Policies	The amendment is consistent with the <i>Thrive MSP 2040</i> , with the <i>Housing Policy Plan</i> , with water resources management, and is consistent with Council forecasts.
Compatibility with Plans of Adjacent Jurisdictions	The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

PREVIOUS COUNCIL ACTIONS

- The Council acted on the City’s Update on April 28, 2010 ([Business Item 2010-132](#), Review File No. 20458-1).
- The Council acted on March 27, 2013, for the City’s 2011 System Statement amendment ([Business Item No. 2013-89](#), Review File No. 20458-2).

- The Council administratively approved the City’s Fairview Health Services amendment on June 24, 2013 (Review File No. 20458-3).
- The Council administratively approved the Burnsville High School amendment on August 27, 2015 (Review File No. 20458-4).
- The Council administratively approved the City’s Dodge of Burnsville amendment on July 3, 2018 (Review File No. 20458-5).
- On November 13, 2018, the Council reviewed the Healey-Ramme Multifamily Development Environmental Assessment Worksheet (EAW) and did not take formal action (Review File No. 22114-1)
- The Council administratively approved the City’s Northland Real Estate Group amendment on December 6, 2018 (Review File No. 20458-7).
- The Council administratively approved the City’s Bubble Barn amendment on November 28, 2018 (Review File No. 20458-8).

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 for Transportation and Wastewater are included below.

Transportation

Reviewer: Russ Owen (651-602-1724), Scott Thompson (612-349-7774)

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The amendment accurately responds to updates to the TPP.

Wastewater

Reviewer: Roger Janzig (651-602-1119)

The proposed amendment conforms to the *2040 Water Resources Policy Plan*. The wastewater for this project location will be served by connection to an existing City sanitary gravity main conveyed through Metropolitan Council Interceptor 3-BV-39 and treated at the Seneca Wastewater Treatment Plant. The Regional System has sufficient reserve capacity to accommodate the wastewater flow generated by the proposed project.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments regarding consistency with land use and housing policies are detailed below.

Forecasts

Reviewer: Todd Graham (651-602-1322)

The amendment is consistent with regional policy for forecasts. The City offers that the amendment does not affect the community-wide forecast. Council staff find that the amendment discusses apartment buildings and a townhouse block that will cumulatively add 450 apartments and 60 owner-occupied townhomes on a 31 acre site. The previous planned land use was business/commercial, and the Council did not anticipate or forecast residential capacity on this site. However, this addition of housing capacity fits within the City's existing community-wide forecast. A community-wide forecast adjustment appears unneeded at this time.

Advisory Comments

If additional, near-term housing developments are proposed (beyond the Healey Ramme and Northland projects), then community-wide forecast adjustments may be needed.

Regarding the TAZ forecast allocations, Council staff recommend adding 450 households and 1000 population to TAZ #586. (TAZ #586 is bounded by I-35E, Highway 42, Portland Ave, and Southcross Drive; preliminary forecast allocation for 2014-40 is +10 households). This adjustment of TAZ forecast allocations can be accompanied by a reallocation from other zones or by a community-wide forecast adjustment. Council staff are available to discuss.

Land Use

Reviewer: Patrick Boylan (651-602-1438)

The proposal is consistent with Thrive policy for land use for a Suburban community designation. Thrive directs Suburban communities to support development and redevelopment at densities of at least 5 units per acre.

The amendment proposes to re-guide land designated as Business/Retail/Office to Mixed Use to allow the development of a multifamily project of 450 apartments and 60 owner-occupied townhome units (Figure 3). The site is 31.2 acres in size and is located generally in the northeast quadrant of Southcross Drive, West and Grand Avenue (generally located at the SE corner of Interstate 35E/35W and County Road 42) as shown in Figure 2.

State environmental rules required the proposed project to undergo environmental review; and the City prepared an Environmental Assessment Worksheet (EAW). The Council determined that the EAW was complete and accurate with respect to regional concerns and did not raise major issues of consistency with Council policies. The Council did not take formal action on the EAW (Council Review File No. 22114-1). The Burnsville City Council then found a negative declaration for an Environmental Impact Statement (EIS) and adopted a Resolution approving a negative declaration on the need for an EIS for the project on December 4, 2018 (City of Burnsville Resolution 18-6601).

The proposed project has a density of 22.5 units per acre. With this amendment the overall expected density for Burnsville rises from 8.1 to 8.87 units per acre as shown in Table 1 below (changes underlined).

Table 1: Residential Density

Category	2010-2030 Change				
	Density Range		Acres	Min Units	Max Units
	Min	Max			
Low Density Rural Residential	0.5	3.5	52	26	182
Low Density Residential	2	3.5	58	116	203
Medium Density Residential	4	8.7	3	12	26
High Density Residential	9	21.8	9	81	196
Vacant Neighborhood Oriented MIX	15	24	<u>51.2</u>	768	1229
MRQ Residential Concept	14	62	18	252	1116
Heart of the City Vacant	21.8	56.5	1	22	57
Heart of the City Approved Plans	49	49	5	245	245
Neighborhood Center Plan Areas 1	4	8.7	40.5	162	352
Neighborhood Center Plan Areas 2	9	21.8	40.5	365	883
B-Zones Assisted Living/LT Care	18	26	46	828	1196
	TOTALS		324.2	2,876	5,685
			Overall Density	8.87	17.54

Housing

Reviewer: Hilary Lovelace (651-602-1555)

The proposed amendment is consistent with Council policies for housing. The Update currently guides sufficient land to address its share of the region’s 2011-2020 need for affordable housing, which is 737 units. The proposed amendment increases the City’s inventory of land guided to support the development of low- and moderate-income housing. After this amendment, the City will be guiding over 135 acres of higher density residential land such that at least 1,216 units could be built. The proposed project contributes to the City’s 2011-2020 lifecycle housing goal of 735 to 1,800 units.

Burnsville is a participant in Livable Communities Act programs and most recently received \$60,000 in a Livable Communities Demonstration Account – Transit Oriented Development zoning implementation grant in December 2018. The most recent affordable housing development in Burnsville consisted of 80 rental units that were completed in 2011.

Advisory Comments

The City should be aware that its share of the region’s 2021-2030 need for affordable housing is 266 units. In preparing the 2040 comprehensive plan, the City should note that the minimum density of land guided to address this need is 8 units per acre. The City is encouraged to contact their Sector Representative or Council housing staff with any questions regarding the Council’s housing policy for the 2040 comprehensive plan.

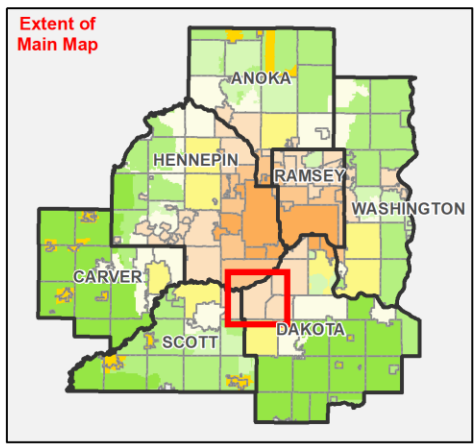
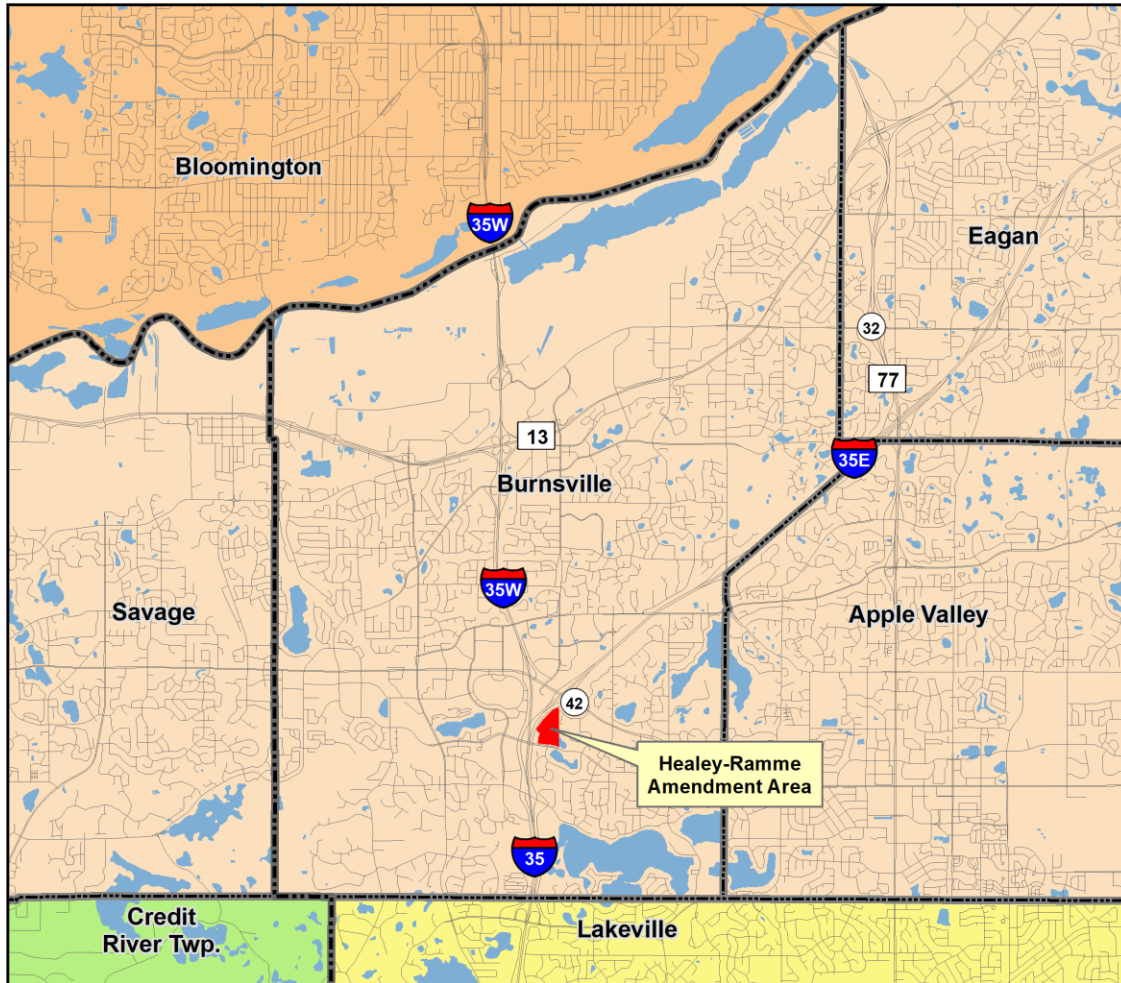
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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

ATTACHMENTS

- Figure 1: Location Map Showing Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: Current and Proposed Land Use Guiding

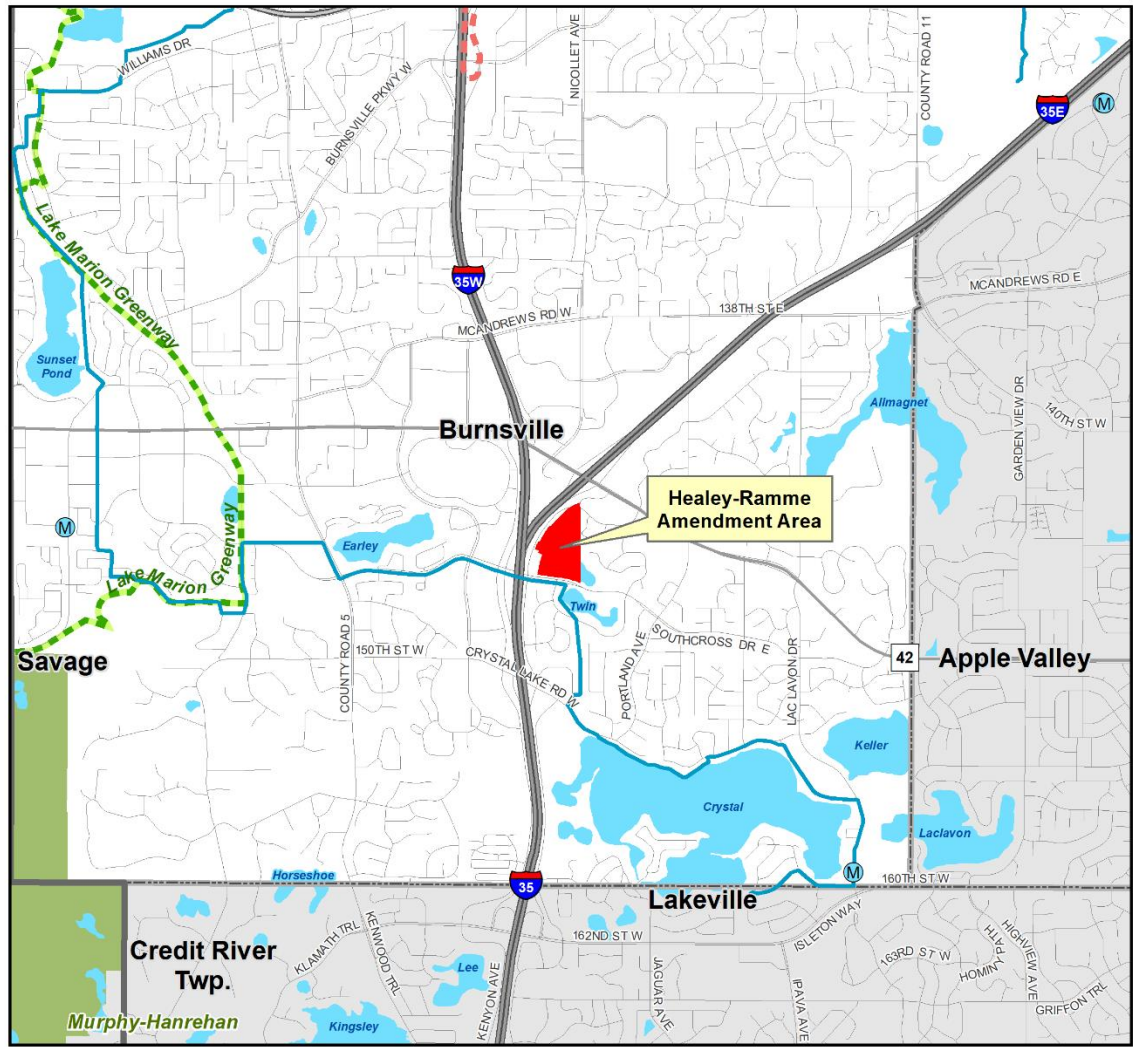
Figure 1: Location Map Showing Community Designations



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

Figure 2: Location Map Showing Regional Systems



- Regional Systems**
- Planned Fixed Guideway Stations
 - Existing Fixed Guideway Stations
 - Regional Transitways**
 - Existing, Fixed Guideway
 - Proposed, Fixed Guideway
 - Existing, Bus Rapid Transit
 - Proposed, Bus Rapid Transit
 - Wastewater Treatment**
 - M Meters
 - L Lift Stations
 - MCES Interceptors
 - WTP MCES Treatment Plants
 - Regional Highway System**
 - Interstates
 - US Highways
 - State Highways
 - County Roads
 - Ncompass Street Centerlines
 - Regional Parks**
 - Existing (Open to Public)
 - In Master Plan (Not Open to Public)
 - Planned Units
 - Existing Regional Trails
 - Planned Regional Trails

Figure 3: Current and Proposed Land Use Guiding

2030 Comprehensive Plan Future Land Use Map
 – Existing Use: BUS, Business/Retail/Office

2030 Comprehensive Plan Future Land Use Map
 – Proposed use: MIX, Mixed Use

