

## Community Development Committee

Meeting date: July 19, 2021

For the Metropolitan Council meeting of July 28, 2021

**Subject:** City of Burnsville Mixed Use Changes Comprehensive Plan Amendment, Review File 21907-4

**District(s), Member(s):** District 15, Phillip Sterner

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

**Staff Prepared/Presented:** Patrick Boylan, AICP, Planning Analyst (651-602-1438)  
Angela R. Torres, Local Planning Assistance 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 Burnsville to place its comprehensive plan amendment into effect.
2. Revise the population, households, and employment forecasts for the City upward as shown in Table 1 of the Review Record.
3. Revise the City's affordable housing allocation for the 2021-2030 decade to 384 units.
4. Advise the City to implement the advisory comments in the Review Record for Forecasts.

### Background

The City submitted the Mixed Use Changes comprehensive plan amendment on May 20, 2021, with supplemental information submitted on June 9 and June 17 clarifying impacted parcels and forecast changes, respectively. The proposed amendment regulates 85.52 acres throughout the City in six general areas. Regulating includes 52.64 acres from Business/Retail/Office (BUS) to Mixed Use (MIX); 32.88 acres from High Density Residential (HDR) to Mixed Use (MIX); and 4.82 acres from BUS to Heart of the City (HOC). The purpose of the amendment is to incorporate more Mixed Use guiding throughout the City to increase economic competitiveness and provide more flexibility for property owners. This is the City's third 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.

### Known Support / Opposition

There is no known opposition.



# REVIEW RECORD

City of Burnsville

Mixed Use Changes Comprehensive Plan Amendment

Review File No. 21907-4, Business Item No. 2021-180

## BACKGROUND

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

*Thrive MSP 2040* (Thrive) designates Burnsville with a “Suburban” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 63,500 to 68,500 population and 25,900 to 27,600 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 36,700 to 41,900 jobs.

## REQUEST SUMMARY

The proposed amendment reguides 85.52 acres throughout the City in six general areas. Reguiding includes 52.64 acres from Business/Retail/Office (BUS) to Mixed Use (MIX); 32.88 acres from High Density Residential (HDR) to Mixed Use (MIX); and 4.82 acres from BUS to Heart of the City (HOC). The purpose of the amendment is to incorporate more Mixed Use guiding throughout the City to increase economic competitiveness and provide more flexibility for property owners.

## OVERVIEW

<b>Conformance with Regional Systems</b>	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.
<b>Consistency with Council Policies</b>	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, as amended.
<b>Compatibility with Plans of Adjacent Jurisdictions</b>	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 March 11, 2009 ([Business Item 2019-137 JT](#), Review File No. 21907-4).
- The Kami Addition amendment was administratively reviewed by the Council on June 10, 2021 (Review File No. 21907-2). The amendment proposed to reguide 2.18 acres from Business/Retail/Office (BUS) to High Density Residential (HDR).
- The Residential Density Updates amendment was administratively reviewed by the Council on July 28, 2021 (Review File No. 21907-3) The amendment increased maximum allowable density for the Medium Density Residential (MDR), High Density Residential (HDR), Heart of the City (HOC), and Mixed Use (MIX) land use categories; and added language to the Plan’s Land Use chapter to allow up to 20% in density bonuses in the MIX and HDR categories.

## 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 to the *2040 Regional Parks Policy Plan*. Among the six general areas proposed for reguiding, the nearest existing or planned unit of the Regional Parks System – Lake Marion Greenway Regional Trail – is approximately 1.0 mile southwest of the proposed change at the intersection of County Road 5 and Burnsville Pkwy. The locations of the other proposed changes are even further away from existing or planned units of the Regional Parks System.

The proposed changes will not have an adverse impact on the planned Lake Marion Greenway Regional Trail or the Regional Parks System more broadly.

#### **Wastewater Service**

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

The amendment conforms to the *2040 Water Resources Policy Plan (WRPP)* and the Metropolitan Disposal System has adequate capacity for the amendment locations and citywide forecast increases.

#### **Transportation**

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

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. Suburban designated communities are to develop comprehensive plans that focus growth in and around regional transit stations commensurate with planned levels of transit service and the station typologies (for example, land use mix, density levels) identified in the 2040 Transportation Policy Plan.

In this amendment, reguiding parcels within the METRO Orange Line Nicollet Avenue and Burnsville Parkway Station Areas allows for additional residential density and a potential for increased activity levels.

### *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 proposed amendment adds housing capacity to the City. Furthermore, there are known or proposed development projects that could add as many as 1,000 housing units, resulting in

development that is outpacing the City’s current forecasts. Council and City staff have agreed to revise the Burnsville forecast to be consistent with expanded housing capacity in the areas with the proposed land use changes in this amendment as well as those anticipated in a subsequent amendment for the Burnsville Center Village area.

As shown in Table 1, Council staff and the City have agreed to add +400 households and +1,200 population to the 2030 forecast; and to add +1,600 households and +4,400 population to the 2040 forecast. Also, the employment forecast is slightly reduced. The Council will officially revise the City’s forecasts simultaneous with action on the Plan.

**Table 1. Metropolitan Council Forecast: Burnsville**

	Census	Current Forecast			Revised Forecast		
	2010	2020	2030	2040	2020	2030	2040
<b>Population</b>	60,306	63,500	66,000	68,500	63,500	<u>67,200</u>	<u>72,900</u>
<b>Households</b>	24,283	25,900	26,800	27,600	25,900	<u>27,200</u>	<u>29,200</u>
<b>Employment</b>	31,593	36,700	39,400	41,900	<u>35,200</u>	<u>37,900</u>	<u>40,400</u>

With this forecast revision, the 2021-30 Affordable Housing Need for the City is also increased. The new 2021-30 Affordable Housing Need numbers are: 183 units at <=30% AMI, 100 units at 31 -50% AMI; 101 units at 51-80% AMI; 384 units total.

**Advisory Comments**

Separate from the Council action regarding changes in the communitywide forecasts, Council staff will take responsibility for Transportation Analysis Zone (TAZ) data maintenance by allocating additional growth to affected TAZs.

**Thrive MSP 2040 and Land Use**

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

The Plan is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive identifies the City of Burnsville with the community designation of Suburban. Suburban communities are expected to plan for forecasted population and household growth at overall average densities of at least five units per acre, and target opportunities for more intensive development near regional transit investments at densities and in a manner articulated in the TPP.

As shown in Figures 1 and 2, the proposed amendment reguides 85.52 acres throughout the City in six general areas that include the I-35W and Burnsville Parkway Area, including Heart of the City; County Road 5 and Burnsville Parkway; and Cliff Road and River Hills Drive. Reguiding includes 52.64 acres from Business/Retail/Office (BUS) to Mixed Use (MIX); 32.88 acres from High Density Residential (HDR) to Mixed Use (MIX); and 4.82 acres from BUS to Heart of the City (HOC). Figure 3 shows overall guided land uses for the City to 2040 while Figure 4 shows specific location of the proposed changes.

As shown in Table 2 below (changes underlined), the expected overall density of the new residential development increases slightly from a minimum of 14.95 to 15.02 units per acre. The Plan, with these proposed changes, remains consistent with regional Suburban community designation policies that require an average net residential density of at least five units per acre in areas of new development and redevelopment areas.

Table 2. Planned Residential Density, City of Burnsville

Category	2020-2040 Change			Min Units	Max Units
	Min	Max	Acres		
Low Density Residential	2	6	18.46	37	111
High Density Residential	8	30	<u>6.65</u>	115	200
Heart of the City (HOC) – Residential	20	80	<u>45.80</u>	916	3,664
Mixed Use (MIX)	15	50	<u>116.25</u>	1,744	5,812
<b>TOTALS</b>			<b>187.15</b>	<b>2,812</b>	<b>9,786</b>
<b>Overall Density</b>				<b>15.02</b>	<b>52.29</b>

### Station Area Planning

The TPP calls for Suburban communities with planned highway bus rapid transit (BRT) to guide a minimum of 20 residential units per acre and target 40-75+ units per acre within the BRT transitway station area (area within 10-minute walk or 1/2 mile). Much of the regulated acreage is within the areas served by the future METRO Orange Line Nicollet Avenue (serving Heart of the City) and I-35W & Burnsville Parkway Stations. The guiding land use of Mixed Use (MIX) has a density range of 15 to 50 units per acre while the guiding land use of Heart of the City (HOC) has a density range of 20 to 80 units per acre. The net impact of the land use changes allows a greater residential density and mix of uses in the station areas.

### Housing

Reviewer: Ashleigh Johnson, CD - Housing (651-602-1106)

The amendment is consistent with the Council’s *Housing Policy Plan*. The proposed amendment will lead to an increase of population and households for the 2021-2030 decade. Therefore, the City’s share of the region’s affordable housing need increases from 266 to 384 units; 127 to 183 units at or below 30% of area median income (AMI); 69 to 100 units at 31-50% of AMI; and 70 to 101 units at 51-80% of AMI.

The proposed increase in residential land uses by the City are consistent with Council housing policy.

The City of Burnsville is a Livable Communities Act (LCA) participating community. In 2018, they were awarded \$60,000 in Transportation Oriented Pre-Development funds for the I-35W and Burnsville Parkway project.

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

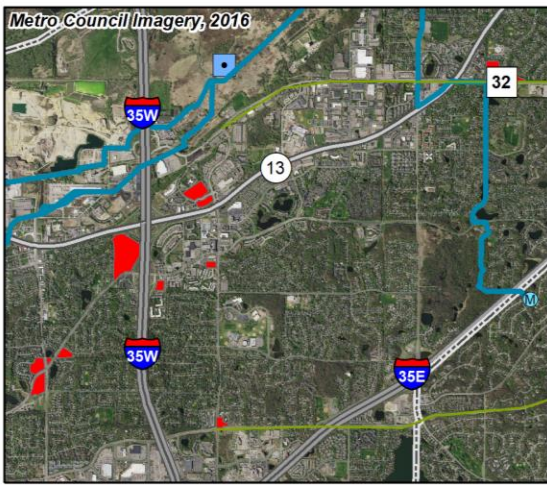
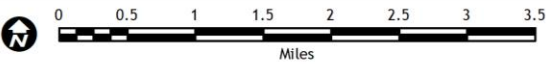
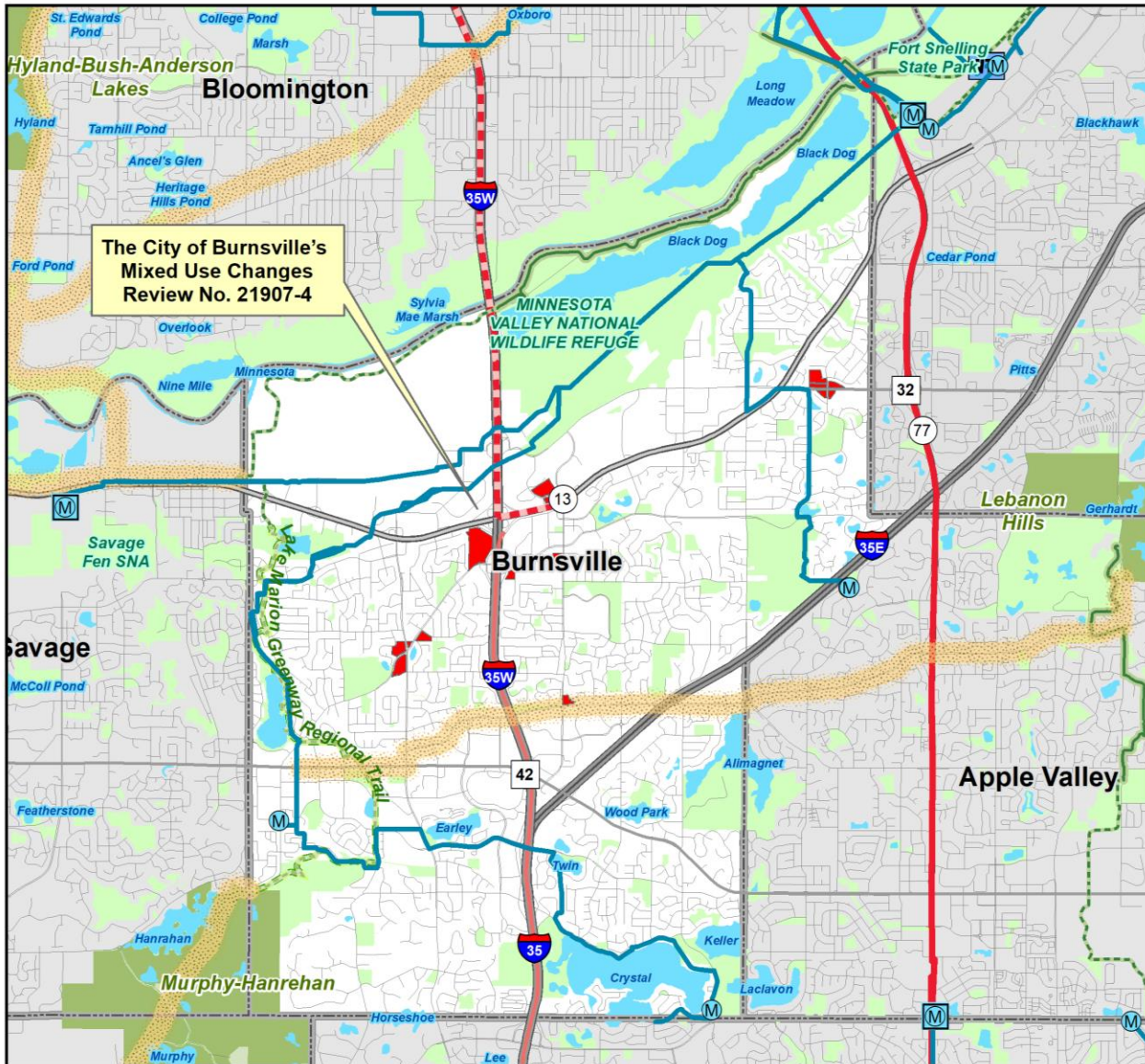
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

## ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current Land Use Guiding
- Figure 4: Property Locations: BUS, HDR to MIX; BUS to HOC
- Figure 5: Land Guided for Affordable Housing



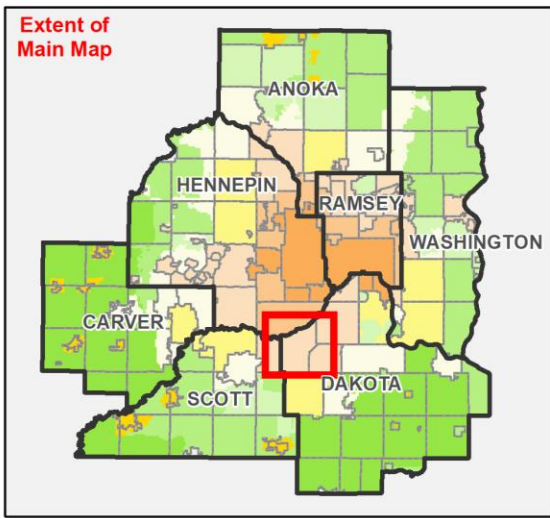
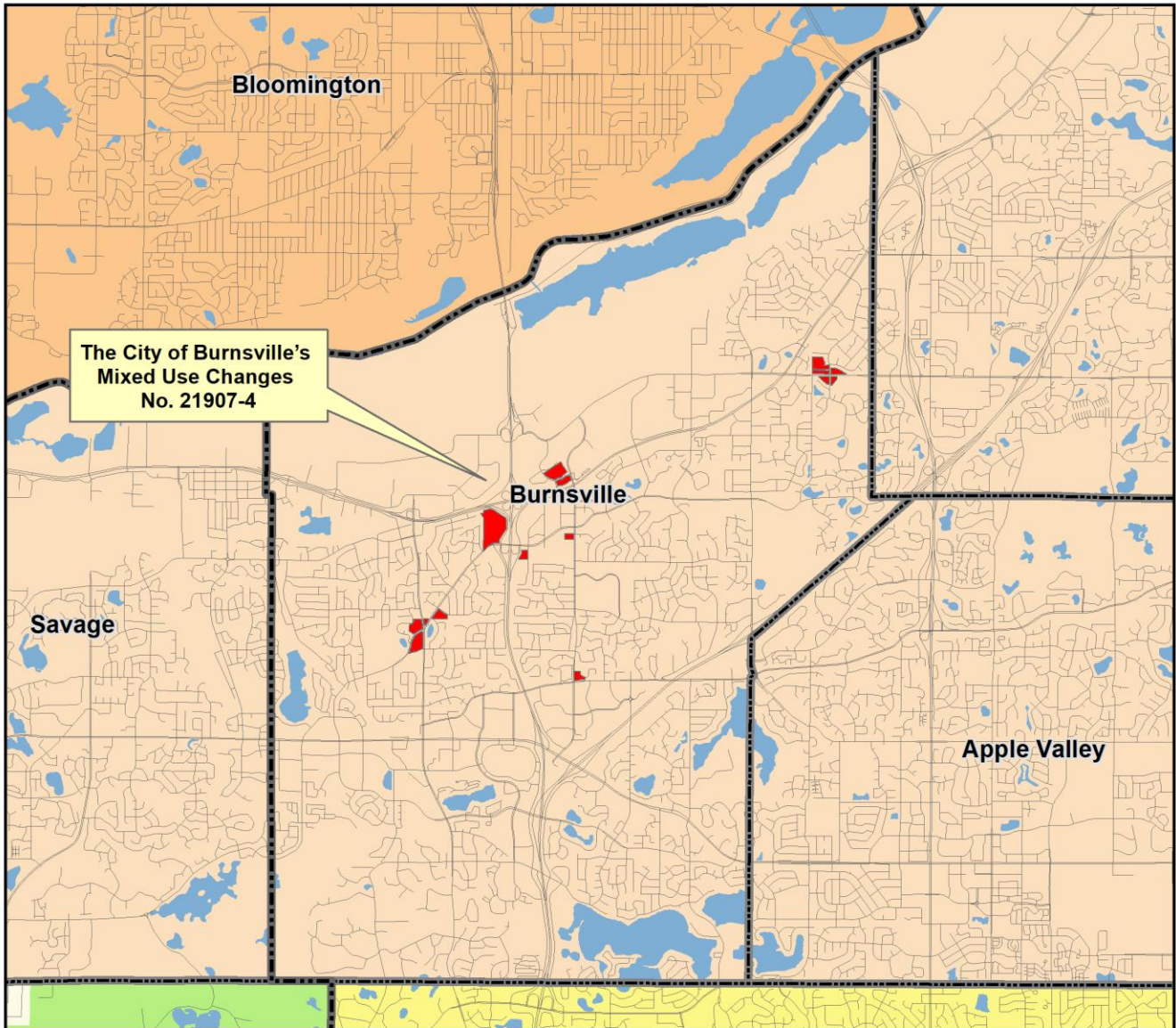
Figure 1. Location Map Showing Regional Systems



- Regional Systems**
- Regional Transitways**
    - Existing
    - Planned Current Revenue Scenario
    - Planned Current Revenue Scenario - CTIB Phase 1 Projects
    - Potential Increased Revenue Scenario
  - Waterwater Treatment**
    - Meters
    - MCES Interceptors
    - Lift Stations
    - 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
    - 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



Figure 3. Current Land Use Guiding

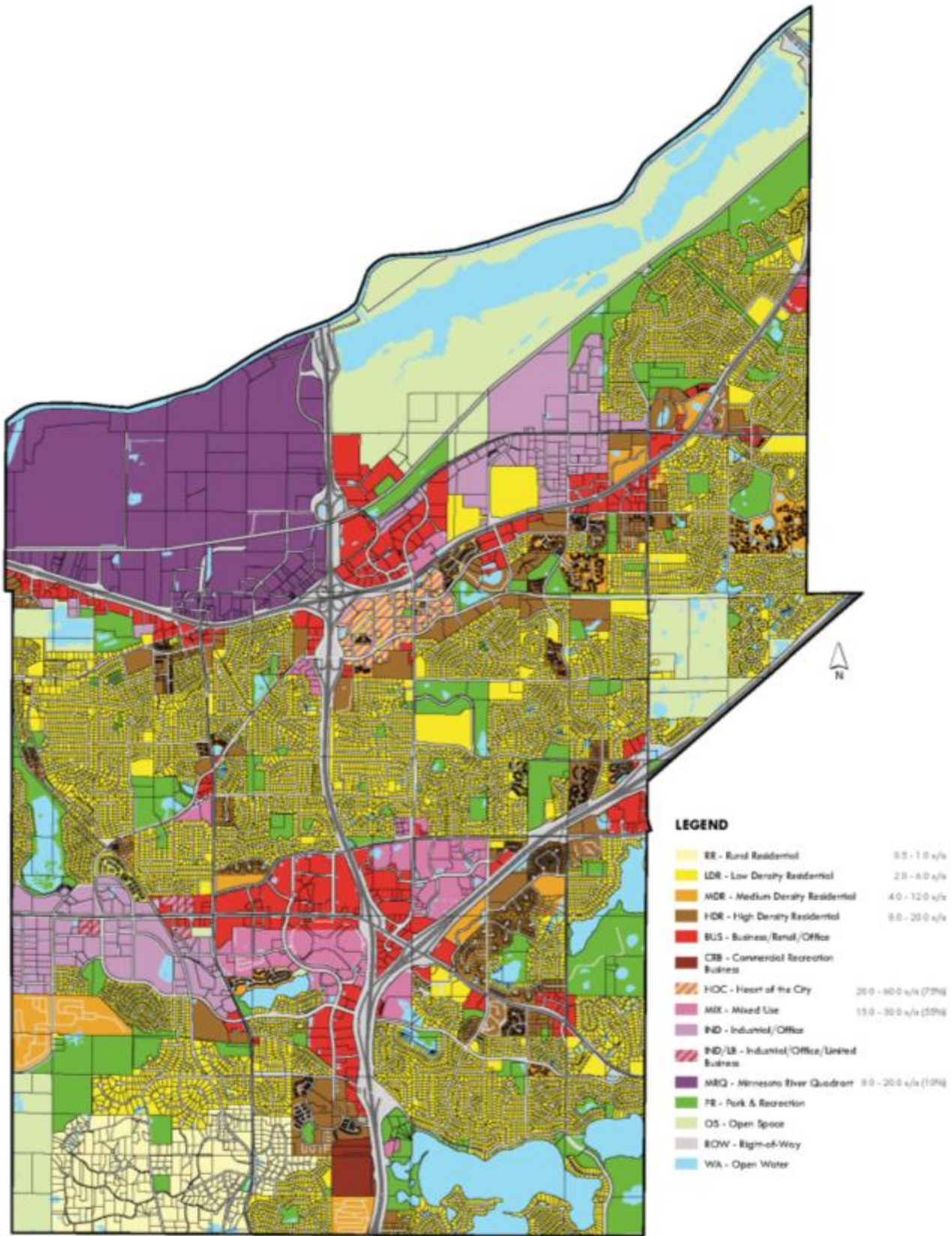
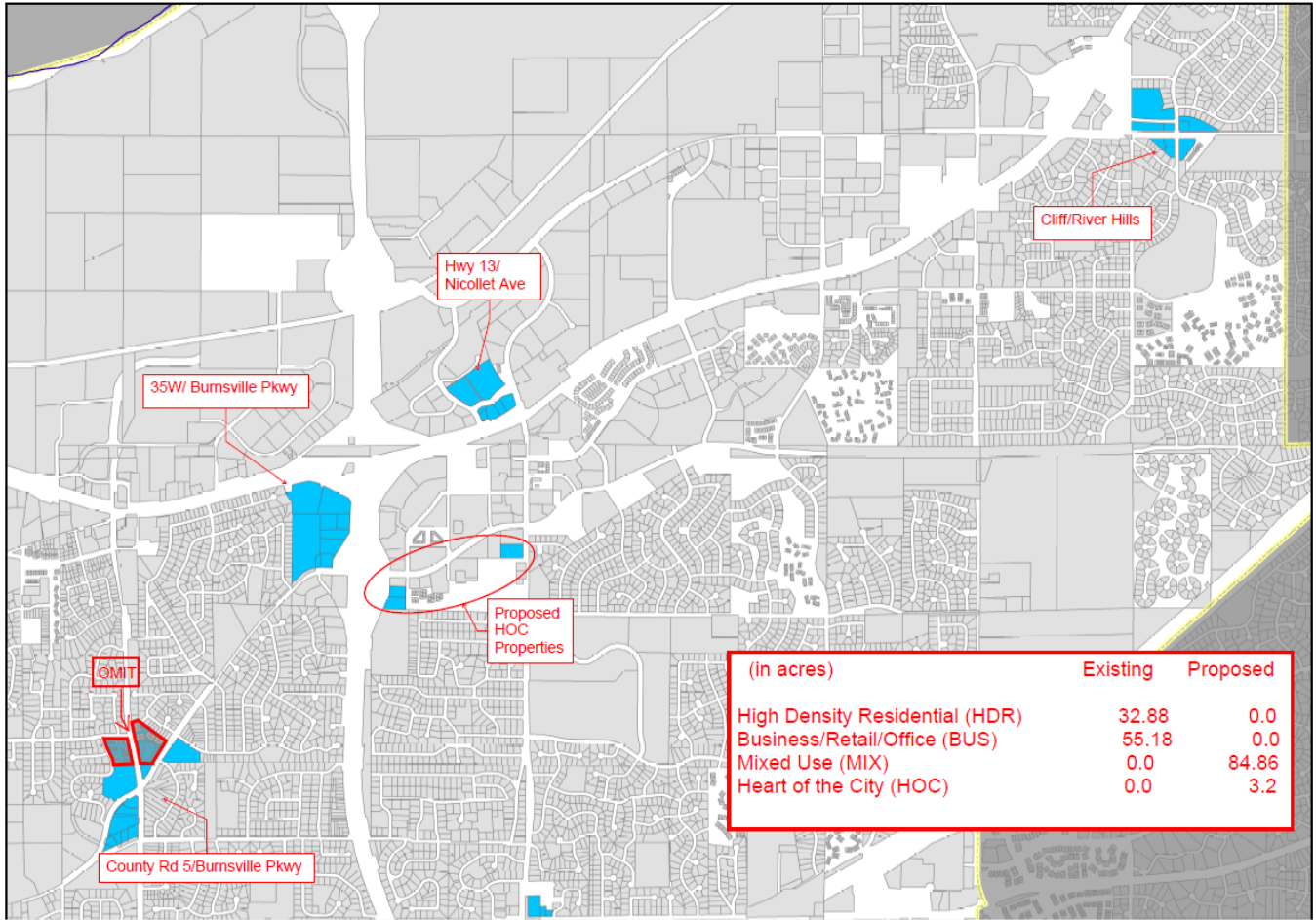




Figure 4. Property Locations: BUS, HDR to MIX; BUS to HOC



## Figure 5. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **384 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>High Density Residential</b>	4.47		8		100%		36
<b>Heart of the City</b>	19.35		20		75%		291
<b>Mixed-Use</b>	121.96		15		55%		1,007
<b>Total</b>	<b>145.78</b>						<b>1,334</b>

Sufficient/*(insufficient)* units possible against share of regional need: **950**

Affordable units built since 2021: **0**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **950**

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