

Community Development Committee

Meeting date: November 1, 2021

For the Metropolitan Council meeting of November 10, 2021

Subject: City of Burnsville Center Village Comprehensive Plan Amendment, Review File 21907-5

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

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

Staff Prepared/Presented: Raya Esmaeili, Senior Planner (651-602-1616)
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. 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 submitted the Burnsville Center Village comprehensive plan amendment on September 14, 2021. The amendment proposes to reguide 164.87 acres of Business (BUS) and 5.91 acres of Low Density Residential (LDR) to Mixed Use (MIX). The amendment site is located west of I-35W, south of McAndrews Road West, and adjacent to County Road 42 and County Road 5. The amendment also includes text changes associated with the guiding. This is the City's fourth amendment to its 2040 Comprehensive Plan.

In a letter dated July 16, 2021, the Council provided comments on the Final Burnsville Center Village Area Alternative Urban Areawide Review (AUAR). Council comments included Wastewater and Transportation Analysis Zones (TAZ) forecasts adjustments by +1,400 households and +3,500 population. The letter also discussed a potential communitywide forecast change.

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

Burnsville Center Village Comprehensive Plan Amendment

Review File No. 21907-5, Business Item No. 2021-292

BACKGROUND

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

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 72,900 population and 25,900 to 29,200 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 35,200 to 40,400 jobs.

The Metropolitan Council reviewed the City of Burnsville 2040 Comprehensive Plan ([Business Item 2019-137 JT](#), Review File No. 21907-1) on June 26, 2019. This is the fourth comprehensive plan amendment since the 2040 Plan was reviewed.

REQUEST SUMMARY

The amendment proposes to reguide 164.87 acres of Business (BUS) and 5.91 acres of Low Density Residential (LDR) to Mixed Use (MIX). The amendment site is located west of I-35W, south of McAndrews Road West, and adjacent to County Road 42 and County Road 5. The amendment also includes text changes associated with the guiding.

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 June 26, 2019 ([Business Item 2019-137 JT](#), Review File No. 21907-1).
- The Kami Addition amendment was administratively reviewed by the Council on June 10, 2021 (Review File No. 21907-2). The amendment reguided 2.18 acres from Business/Retail/Office (BUS) to High Density Residential (HDR).

- The Council reviewed the Village Center AUAR Final Burnsville Center Village Area Alternative Urban Areawide Review (AUAR) (Review File 22564-2) on July 16, 2021. The AUAR described the study area as 426 acres with 1,600 housing units, hotel rooms, commercial, and office spaces consistent with the 2040 Plan.
- 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.
- The Mixed Use Changes amendment was approved by the Council on July 28, 2021 ([*Business Item 2021-180*](#), Review File No. 21907-4). The amendment reguided 85.52 acres throughout the City in six general areas to incorporate more Mixed Use guiding throughout the City to increase economic competitiveness and provide more flexibility to property owners.

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*. The Lake Marion Greenway Regional Trail is approximately 0.2 mile to the west of the amendment site (See Figure 1). The amendment acknowledges the trail and notes “concentrated efforts related to trails and sidewalk connections in this area is a focus of the City, adjacent cities, County and other regional partners.” The proposed land use change will not have an adverse impact on the 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)

The proposed amendment conforms to the *2040 Water Resources Policy Plan*. The portion of the regional disposal system that provides service to this project location is currently being evaluated for long term capacity needs, and if necessary, improvements will be made to the interceptor system to insure long range capacity.

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)

City and Council staff have previously discussed forecast changes in anticipation of this amendment. At its July 28, 2021, meeting, the Council acted to approve the household and population forecast change for Burnsville Center and other mixed use sites as part of the Mixed Use Changes comprehensive plan amendment, as follows:

Table 1. Metropolitan Council Forecast: Burnsville

	Census	Census	Current Forecast		
	2010	2020	2020	2030	2040
Population	60,306	64,317	63,500	67,200	72,900
Households	24,283	25,480	25,900	27,200	29,200
Employment	31,593	29,675	35,200	37,900	40,400

Council staff find that no further adjustments of households and population are necessary at this time. Council staff has advised the City to consider reducing the employment forecasts for the city. This amendment and the previous amendments will reduce the commercial and office land supply. There is not yet an agreement on the employment forecast, and therefore that forecast is unchanged at this time.

Advisory Comments

Separate from this Council action, Council staff will take responsibility for Transportation Analysis Zones (TAZ) data maintenance. City and Council staff have agreed to adding +1,400 households and +3,500 population to TAZs #573-576, to reflect households and population growth beyond that which was allocated in the 2040 Comprehensive Plan.

Thrive MSP 2040 and Land Use

Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)

The Plan, with the proposed amendment, is consistent with *Thrive MSP 2040* (Thrive) land use policies. Thrive identifies the City as a Suburban Community (see Figure 2). Suburban communities are expected to plan for forecasted growth at average densities of at least five units per acre for new development and redevelopment.

The amendment proposes to re-guide 164.87 acres of Business (BUS) and 5.91 acres of Low Density Residential (LDR) to Mixed Use (MIX) located west of I-35W, south of McAndrews Road West, and adjacent to County Road 42 and County Road 5 (see Figure 2). The amendment also includes text changes associated with the reguiding. The purpose of the amendment is to align the City's 2040 Plan with anticipated development patterns identified in the recently adopted Center Village Vision. There is no development proposal associated with this land use change.

An Alternative Urban Areawide Review (AUAR) was prepared for this area earlier in 2021, which the Council reviewed in July. The Council provided comments related to both the Wastewater system and Transportation Analysis Zones (TAZs) (see previous sections above). Council review did not identify any substantial concerns or policy inconsistencies.

The proposed change decreases the overall average minimum density of development in the City from 15.0 units per acre to 12. units per acre, as shown in Table 2 below with the changes underlined. This new planned density continues to be consistent with the density policy for Suburban communities.

Table 2. Planned Residential Density, City of Burnsville

Category	Density		Net Acres	2020-2040 Change	
	Min	Max		Min Units	Max Units
Low Density Residential	2	6	<u>12.6</u>	<u>25</u>	<u>75</u>
High Density Residential	8	30	171.5	1,434	5,146
Heart of the City (HOC) – Residential*	20	80	45.8	916	3,664
MIX – Mixed Use**	15	50	<u>210.2</u>	<u>3,153</u>	<u>10,509</u>
	TOTALS		440.0	5,528	19,393
*75% residential **55% residential			Overall Density	12.6	44.1

Housing

Reviewer: Hilary Lovelace, CD - Housing (651-602-1555)

The amendment is consistent with the Council's *Housing Policy Plan*. The City's share of the region's affordable housing need from 2021-2030 is 384 units. With this amendment, the City has over 310 acres available guided at densities high enough to support this need. This amendment adds over 170 new acres to the original 57 acres that were guided to support their affordable housing allocation (Figure 4).

Burnsville is a participant in Livable Communities programs, and most recently awarded \$420,000 in Tax Base Revitalization Account funds earlier this year for contamination cleanup. Previous awards to Burnsville include a 2018 TOD pre-development award for work related to the Orange Line and 2001 an LHIA award for affordable housing in Heart of the City.

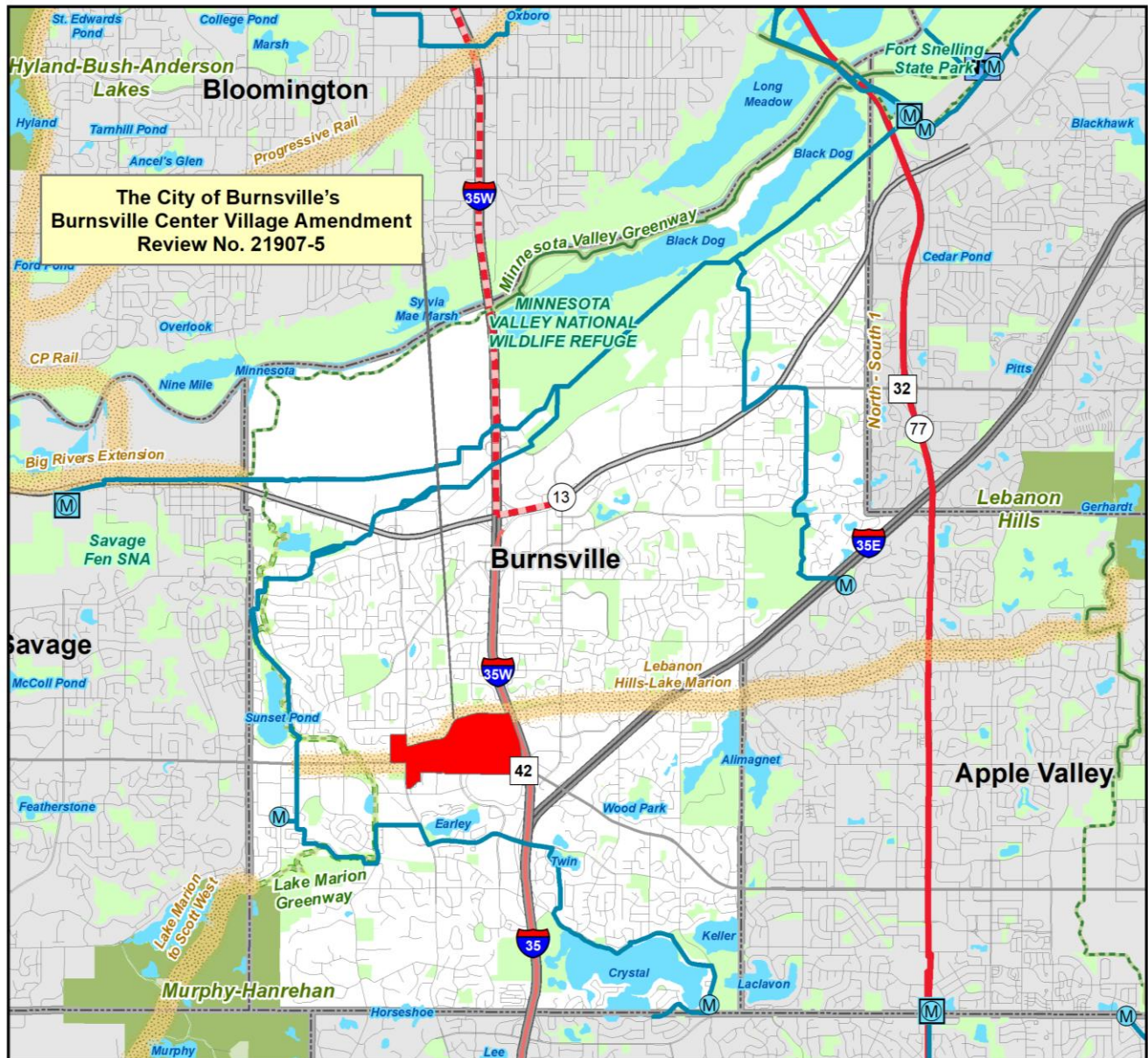
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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



Regional Systems

Regional Transitways

- Existing
- Planned Current Revenue Scenario
- Planned Current Revenue Scenario - CTIB Phase 1 Projects
- Potential Increased Revenue Scenario

Wastewater Treatment

- Meters
- MCES Interceptors
- Lift Stations
- MCES Treatment Plants

Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads
- Ncompass Street Centerlines

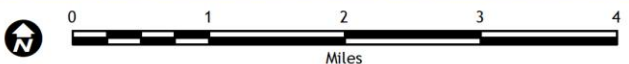
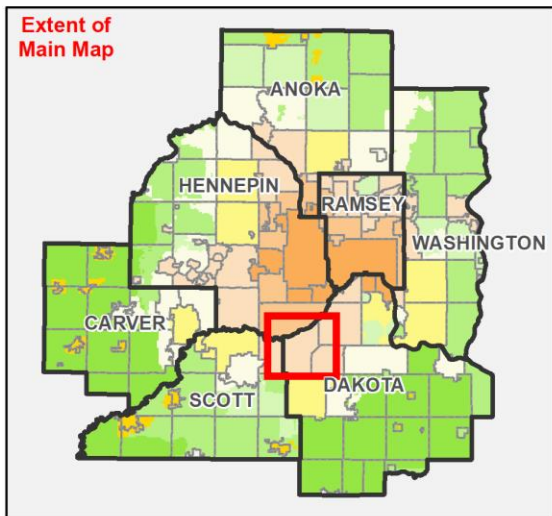
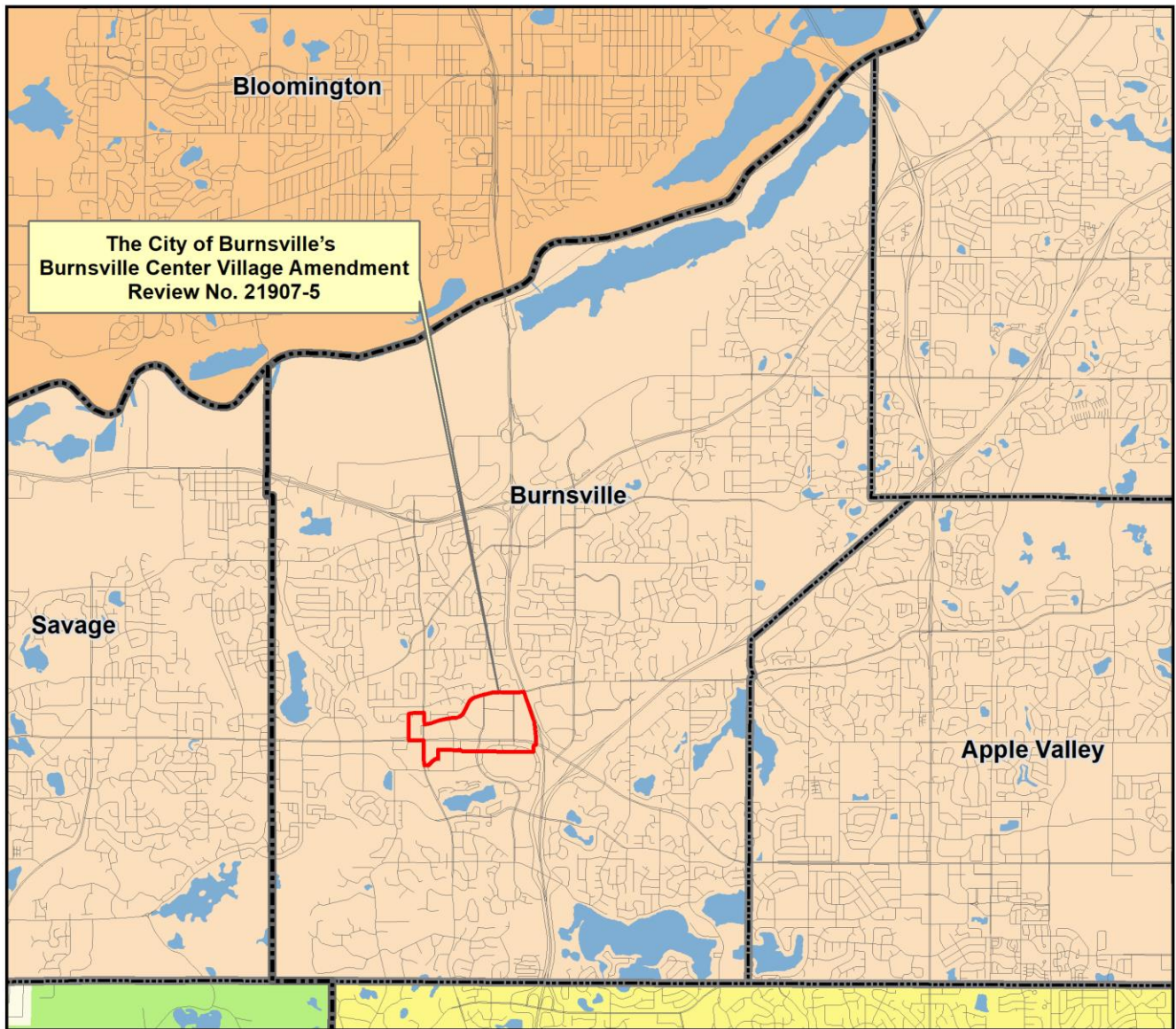
Regional Parks

- 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 and Proposed Land Use Guiding

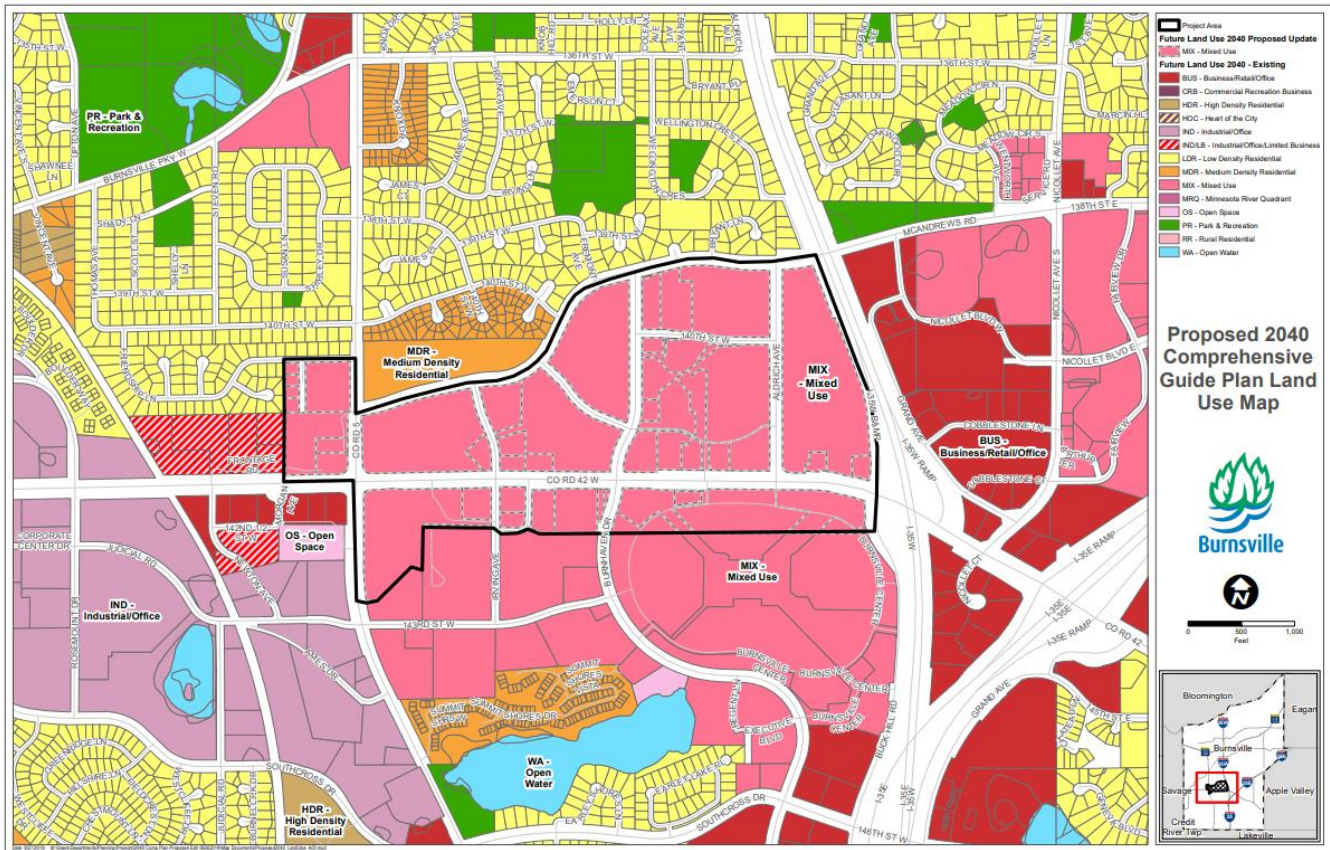
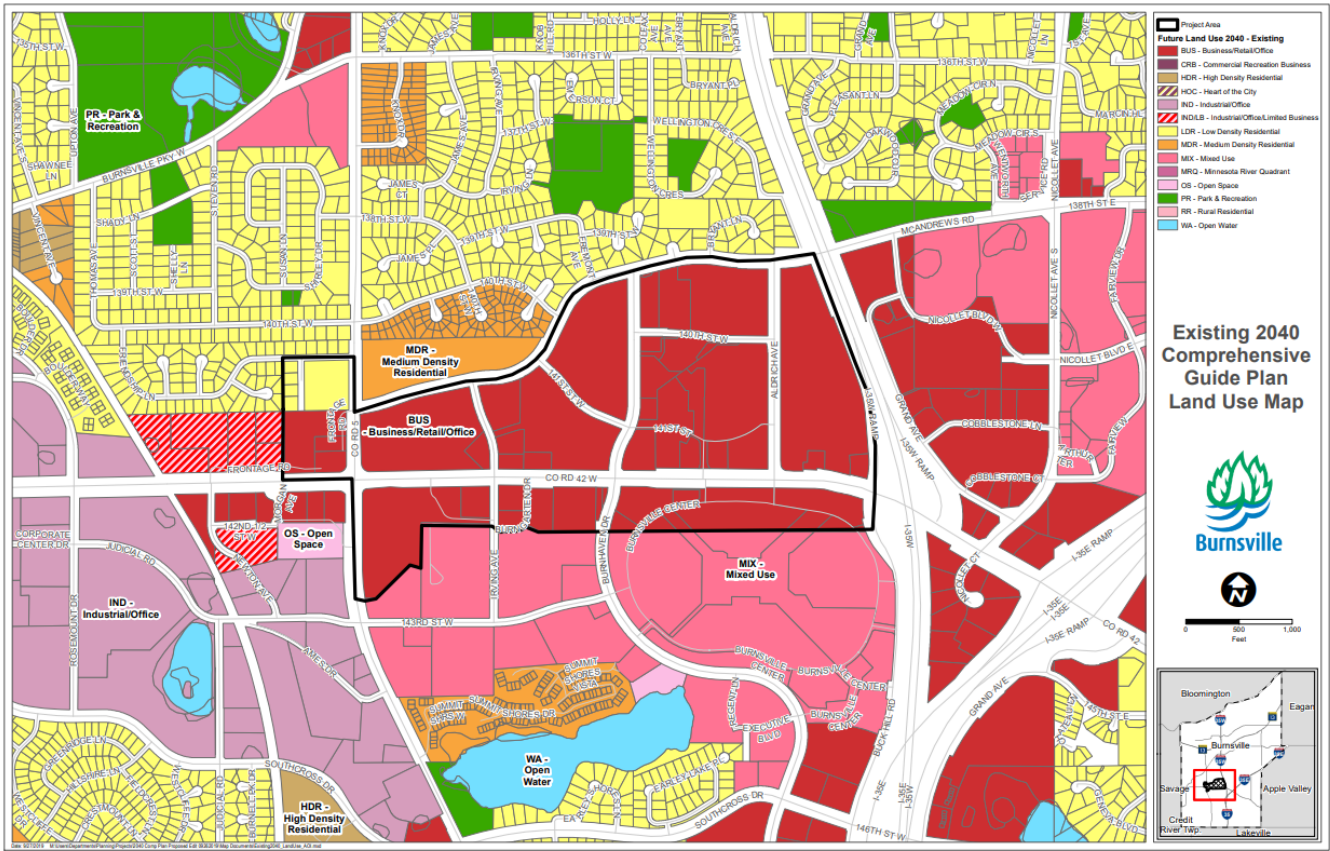


Figure 4. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **384 units**
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	Available Acres	×	Minimum Density <i>(units per acre)</i>	×	Expected % Residential <i>(if mixed use)</i>	=	Minimum Units Possible
High Density Residential	4.47		8		100%		36
Heart of the City	19.35		20		75%		291
Mixed-Use	286.83		15		55%		2,367
Total	310.65						2,694

Sufficient/(insufficient) units possible against share of regional need: **2,310**

Affordable units built since 2021: **0**

Sufficient/(insufficient) units possible adjusted for affordable units built: **2,310**

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

