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 reguiding. 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.
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 reguiding.

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 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 Areaewide 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>
<thead>
<tr>
<th>Census 2010</th>
<th>Census 2020</th>
<th>Current Forecast 2020</th>
<th>Current Forecast 2030</th>
<th>Current Forecast 2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>60,306</td>
<td>64,317</td>
<td>63,500</td>
<td>67,200</td>
</tr>
<tr>
<td>Households</td>
<td>24,283</td>
<td>25,480</td>
<td>25,900</td>
<td>27,200</td>
</tr>
<tr>
<td>Employment</td>
<td>31,593</td>
<td>29,675</td>
<td>35,200</td>
<td>37,900</td>
</tr>
</tbody>
</table>

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 12.0 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

<table>
<thead>
<tr>
<th>Category</th>
<th>Density</th>
<th>2020-2040 Change</th>
<th>Net Acres</th>
<th>Min Units</th>
<th>Max Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low Density Residential</td>
<td>2-6</td>
<td>12.6</td>
<td>25</td>
<td>75</td>
<td></td>
</tr>
<tr>
<td>High Density Residential</td>
<td>8-30</td>
<td>171.5</td>
<td>1,434</td>
<td>5,146</td>
<td></td>
</tr>
<tr>
<td>Heart of the City (HOC) – Residential*</td>
<td>20-80</td>
<td>45.8</td>
<td>916</td>
<td>3,664</td>
<td></td>
</tr>
<tr>
<td>MIX – Mixed Use**</td>
<td>15-50</td>
<td>210.2</td>
<td>3,153</td>
<td>10,509</td>
<td></td>
</tr>
</tbody>
</table>

*Totals 440.0 5,528 19,393

*75% residential
**55% residential

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
Figure 2. Location Map Showing Community Designations
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

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

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