



# Lakeville Thrive!



**2040  
COMPREHENSIVE  
LAND USE PLAN**

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**Forward**

The 2040 Lakeville Comprehensive Plan was adopted by the City Council on October 7, 2019 as the product of a planning effort by residents, businesses, developers, City officials, and City staff. The contributions of all that participated in the development of the goals, policies, and plans set forth herein are greatly appreciated.

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## ***Introduction***

Minnesota Statutes 473.864, Subd. 2 requires that the City of Lakeville undertake a decennial review of its Comprehensive Plan to coincide with the review of regional system plans. The Metropolitan Council has established the Thrive MSP 2040 regional plan as the basis for growth and development within the Twin Cities Metropolitan Area. Equally important to considering regional system plans, is the opportunity to review the City's own development policies to ensure continued orderly growth consistent with evolving community character and goals.

The 2040 Lakeville Comprehensive Plan is comprised of several interrelated chapters and system plans addressing the natural environment, land use, transportation, and community facilities and infrastructure comprised of the following separate documents:

- 2040 Land Use Plan
- 2015 Parks, Trails and Open Space Plan
- 2018 Transportation Plan
- 2018 Sanitary Sewer Plan
- 2018 Water Management Plan
- 2018 Stormwater Management Plan
- 2003 Wetland Management Plan
- Capital Improvement Plan (updated annually)
- Envision Lakeville Community Vision Plan

The documents of the 2040 Lakeville Comprehensive Plan are to be used collectively by City officials, residents, business owners and developers as a guide for the continued growth that is to occur in Lakeville to the year 2040. With the primary focus of the comprehensive planning process being land use development, the Comprehensive Land Use Plan chapter includes a profile of the community's social characteristics and current issues to be further considered in developing the overall planning documents.

The specific Land Use Plan section of this document addresses not only existing and future land use, but which provides direction as to the interrelated management of natural resources, housing, economic development, transportation, and community facilities at a neighborhood planning district level based on forecasted growth.

The other chapters of the 2040 Lakeville Comprehensive Plan are derived from and support the policy foundations and plans outlined herein.

## **Comprehensive Planning**

Lakeville has been progressive in planning for anticipated urban development for over 40 years. A comprehensive plan was first adopted in 1964 when the community was still a village and rural township, followed by an update in 1968 after incorporation as a municipality. In 1975, Lakeville adopted a comprehensive plan update in response to the initial regional policies developed by the Metropolitan Council. Comprehensive plan updates occurred in 1981, 1988, 1998, and most recently in 2008. These past planning efforts, and their continual implementation over time, have established a consistent direction for the changes that have occurred in Lakeville. These past policies represent a foundation for the current comprehensive planning process such that the 2040 Lakeville Comprehensive Plan is to be viewed as a refinement of the community's development framework in response to the opportunities and challenges present in today's local and regional environment.

## **Planning Process**

It is possible to complete this update of the Comprehensive Plan as a checklist of information to be provided to satisfy the requirements of Thrive MSP 2040. Such an effort would preclude the community the opportunity to consider the regional policies of Thrive MSP 2040 in a local context, and to adapt regional objectives to local priorities. The effectiveness of a comprehensive plan is greatest when the community sets the agenda for development of the document. A locally driven planning process will ensure that the final document adopted by the City Council reflects the interests of the community and will be a useful tool to residents, developers, and decision makers in the years ahead.

The Comprehensive Plan update process started with six neighborhood meetings held at locations throughout Lakeville. The purpose of the meetings was to initiate community involvement in the process by seeking comments, questions, and feedback regarding development both city-wide and specifically within individual neighborhoods.

The neighborhood meetings were supplemented by a community outreach effort developed by the Lakeville Planning Department and Communications Department. Information regarding the Comprehensive Plan, the planning process, and opportunities for input via email, an on-line survey, and social media comments were provided via the City's website and social media formats. Presentations were also given to community organizations including the Lakeville Rotary, Lakeville Lions, Active Adults at the Heritage Center, and the Lakeville Office of Edina Realty to further encourage input on the 2040 Comprehensive Plan. A forum was also held for residential developers to obtain their input directly as part of the planning process. Following this initial outreach process, work sessions with the Planning Commission and City Council were held to consider the community input and establish direction for development of the 2040 Comprehensive Plan.

A draft document was prepared and presented for review by the Planning Commission and City Council in the fall of 2017. Review of the draft document at this time also included a joint work session of the City Council, Planning Commission, and Economic Development Commission, as well as a joint work session of the City Council and ISD 194 School Board. A second round of neighborhood planning meetings was held in Spring 2018 to receive input on the draft 2040 Comprehensive Plan. Feedback from these neighborhood meetings was considered by the City Council, Planning Commission, and Economic Development Commission.

The draft 2040 Lakeville Comprehensive Plan document was finalized and approved for distribution to surrounding and affected jurisdictions for the required review and comment period. Comments that were received during the review process, including additional requests for land use changes by property owners, were summarized and reviewed by the City Council and Planning Commission in early 2019.

The final draft of the 2040 Lakeville Comprehensive Plan was finalized and presented for consideration at a public hearing conducted by the Planning Commission on February 21, 2019. The Planning Commission, after taking public testimony, closed the public hearing and voted 6-0 to recommend City Council adoption of the document and submission to Metropolitan Council for approval. The City Council reviewed the 2040 Lakeville Comprehensive Plan at their meeting on March 4, 2019 and considered the recommendations of the Planning Commission. Following their discussion, the City Council voted 5-0 to adopt Resolution 19-22 authorizing submission to Metropolitan Council.

### **Thrive MSP 2040 Community Designation**

The Metropolitan Council has adopted the Thrive MSP 2040 to ensure sustainable land use, housing, and economic development within the Twin Cities Metropolitan Area in relation to regional infrastructure for transportation, water resources (including waste water collection and treatment), and regional parks and open space. The 2040 Lakeville Comprehensive Plan must address not only local issues and opportunities, but also be consistent with regional policies established by Thrive MSP 2040.

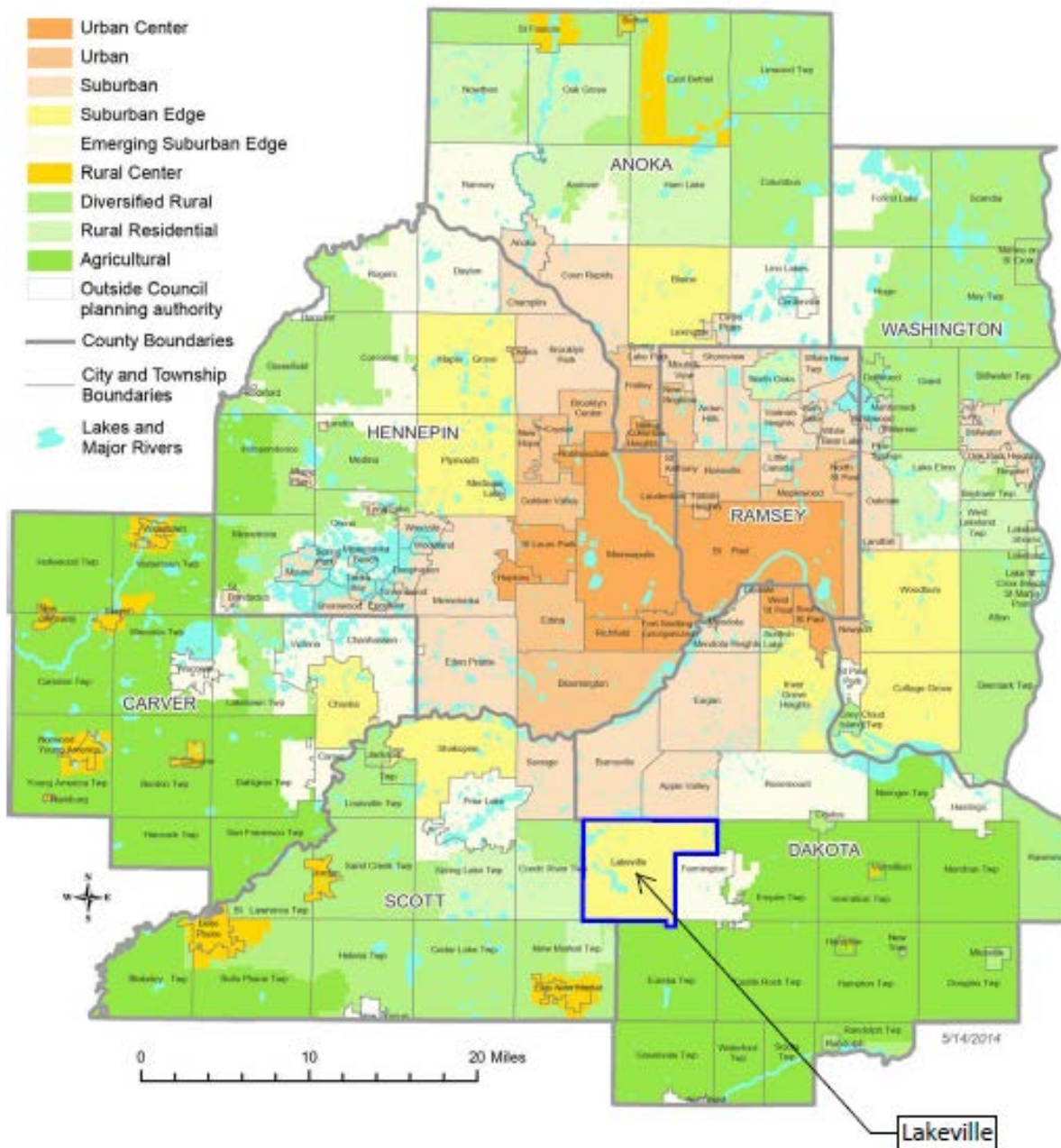
Thrive MSP 2040 designates the City of Lakeville as a Suburban Edge community. Suburban Edge communities have experienced significant residential growth that is anticipated to continue through 2040 with large areas of land remaining to be developed. Lakeville's growth characteristics are consistent with this designation, with residential development starting in the 1970s and accelerating through the 1980s, 1990s, and 2000s. Growth in Lakeville slowed dramatically during the recession occurring in the late 2000s but has recovered to almost pre-recession levels. Metropolitan Council identifies that Lakeville has been among the top 10 cities for development within the Twin Cities during this period. Available land supply for continued

development suggests that this trend will continue through 2040 absorbing remaining agricultural uses.

Suburban Edge communities are characterized by residential neighborhoods oriented towards single family dwellings, with construction of townhouses and multiple family dwellings being more recent. Commercial development includes regional and local retail businesses serving the community's population. Opportunity for development of industry within Suburban Edge communities exists based on available land supply and infrastructure. Metropolitan Council identifies regional issues for Suburban Edge Communities as managing rapid growth and change related to:

- Provide for residential development within the MUSA at net density of three to five dwelling units per acre.
- Aligning future development patterns for future transportation systems including transit expansion, transitways, and walkability.
- Development of workforce housing.
- Preservation of open space and natural areas.
- Water supply and water recharge capacity.

### Community Designations







## Community Perspectives

Comprehensive planning efforts are most effective when the community sets the agenda for the project, entitling them to a sense of ownership in the final policies and plans. Initiating development of the 2040 Lakeville Comprehensive Plan includes an issues identification process to outline opportunities and issues that guide the remaining work program to ensure consistency with local priorities and objectives, while complying with regional policy. The summary of issues outlined in the following pages will be further outlined in the development framework and system plans developed throughout the comprehensive planning process.

### Envision Lakeville

In 2013 the Lakeville City Council initiated a citywide visioning process called *Envision Lakeville*. The purpose of the visioning process was to bring people together to share opinions and ideas about what they "envision" for the future of Lakeville. The process included input from residential, commercial, and industrial property owners as well as governmental and non-governmental organizations and a task force of community members appointed by the City Council.

**Vision Statement:** *"We envision a thriving, multi-generational community where families, friends, and neighbors connect, live, learn, work and play. Great schools; a diverse local economy; exceptional parks, trails, and recreational opportunities; vibrant social and cultural institutions; safe neighborhoods; and responsive and cost-effective public services - together create a place we are proud to call home."*

### Community Identity

Lakeville has a positive community identity evidenced by the overwhelmingly positive response from participants of Envision Lakeville, as well as neighborhood meeting participants, survey responses, and input from developers during the comprehensive plan process. The character of the community as family oriented, safe, and having a strong sense of place were described by many as providing a high quality of life within Lakeville. Developers also identified community character as one of the significant reasons growth in Lakeville will continue to be strong. Specifically highlighted in the responses received was praise for the City's parks and trails system, public safety services, accessibility of City and school governments, and planning for future growth while maintaining existing businesses and neighborhoods.

Strengthening community identity is also an opportunity for Lakeville moving forward. Further development of office, retail, and service businesses (restaurants) will allow for more of a live/work environment for current residents that noted a need to seek employment or patronize areas outside of Lakeville. Efforts to enhance and promote downtown Lakeville as a destination area will also strengthen community identity as a focal point of the City and its heritage. Finally, continued improvement to the City's transportation network of streets and trails will improve connectivity between neighborhoods and destination areas of the City allowing access to commercial areas or enjoyment of recreational opportunities that exist with the developing system of greenway corridors.

### **Municipal Urban Service Area**

The 2008 Comprehensive Plan included designation of staged Municipal Urban Service Area expansion areas. This has been Lakeville's primary growth management tool to ensure that development occurs in an orderly, contiguous manner that provides for full utilization of infrastructure investment. It had been anticipated that the City would be nearing full build out of the 2040 MUSA after 2020 and that advance consideration would need to be given to planning for the Urban Reserve area. However, the late-2000s recession set back the pace of development by approximately 10 years. The 2040 MUSA map adopted by Metropolitan Council as part of Thrive MSP 2040 designates all of Lakeville, except for the Permanent Rural areas in west Lakeville, as being within the MUSA.

Staging of sanitary sewer expansion into undeveloped areas of Lakeville, particularly the current Urban Reserve Area adjacent to the Cedar Avenue corridor and the potential for extension of service into Permanent Rural areas, were topics raised at the neighborhood meetings. The issue was raised primarily from the perspective of those seeking to develop lands within the Urban Reserve Area, as well as areas in the current MUSA or MUSA Expansion Areas. Expansion of sanitary sewer service must address not only physical extension of utilities, but also the corresponding costs of development for other services and infrastructure, specifically for transportation improvements. Residential developers cited costs for transportation improvements and development fees as primary challenges for on-going development in Lakeville. Those within the Permanent Rural areas of the City questioned extension of sanitary sewer in terms of wanting to maintain the existing character of these areas, which would be threatened by utility availability and the potential to develop urban uses. The City will need to evaluate the timing of MUSA expansion for the remainder of MUSA Expansion Area B and the Urban Reserve as part of the 2040 Comprehensive Plan to ensure a continuation of orderly, managed growth.

Residential developers have inquired about the potential for annexation of territory from surrounding townships to allow for extension of sanitary sewer utilities for development. With Lakeville nearing absorption of available land for urban development near 2040, there will likely be additional interest in annexation by land owners and developers as the supply of vacant land

within the City decreases but the rate of growth is projected to remain constant. Until the supply of land within Lakeville is nearly fully absorbed by development occurring in accordance with the City's growth management policies, annexation of additional land to the City and expansion of the MUSA for residential development is most likely premature, but a policy will need to be outlined as part of the current planning process.

## **Land Use**

Land use ultimately becomes the primary focus of any comprehensive planning effort, with all other issues being related to or in support of the changes growth and development will bring. The community engagement process for the 2040 Lakeville Comprehensive Plan is no different. With the development that has occurred in Lakeville, the issues related to land use include both new development within existing rural areas, as well as continued infill of areas where development has already occurred. As Lakeville continues to mature and approach complete buildout of planned urban areas, opportunities for redevelopment will be an emerging issue.

A main focal point of the 2040 Lakeville Comprehensive Land Use Plan will be the staging of development and guiding of land uses for the Urban Reserve Area along the Cedar Avenue corridor. The 2008 Lakeville Comprehensive Plan anticipated that there may have been demand for development within this area by this time. However, the recession occurring during the latter portion of the 2000s delayed the rate of growth such that expansion into the Urban Reserve was limited to the northern edge with the Avonlea residential planned unit development. Looking ahead to 2040, the Urban Reserve is seen to be a unique opportunity for the community to define the character of the last remaining large area currently planned for development in Lakeville.

Comments both at neighborhood meetings and from the community survey support a wide range of land uses within the Cedar Avenue corridor, similar to that which has already developed to the north of Lakeville. This type of development would include higher density housing alternatives and mixed uses, with the arrangement of land uses encouraged to follow Transit Oriented Design (TOD) principles. These comments are consistent with the commitments Lakeville made for density within the Cedar Avenue corridor as part of the 2008 Comprehensive Land Use Plan in relation to planning for extension of the Cedar Avenue Bus Rapid Transit (BRT) corridor (Red Line) south into Lakeville. The type of development for the Urban Reserve Area that was described during the neighborhood meetings would also address the trend that has occurred after the recession in the late 2000s of developing land guided for medium or high density residential uses with single family dwellings on smaller lots, while also providing opportunity for expanding work-force housing in proximity to existing and planned office and industrial uses.

Another topic that generated broad-ranging input was the need to continue development of commercial, office, and industrial uses within Lakeville. Residents desire to have more local business options to patronize, particularly with regards to restaurants, as well as regionally oriented commercial uses that would expand business choices within the community. The

balance of office and industrial uses and the location of where the transition occurs between these uses south of CSAH 70 and east of I-35 was raised as a subject of review for the comprehensive planning process. Office and industrial development is viewed as an opportunity to expand employment within Lakeville and provide the potential for residents to both live and work within the City as a convenience and cost savings benefit. Increased employment within the community also has a corresponding effect of increasing day-time market potential for retail and service commercial businesses, especially restaurants, improving the viability for such businesses.

Community input from neighborhood meetings regarding land use was generally more focused on localized issues, such as continued development along Kenrick Avenue between CSAH 50 and CSAH 70, potential redevelopment of existing residential uses north of CSAH 70 near Dodd Boulevard, or expansion of commercial uses adjacent to 205<sup>th</sup> Street west of I-35. These types of issues will be explored in detail during the planning district efforts in developing the 2040 Land Use Plan.

### **Housing**

Within the discussion of land use, housing was also extensively commented upon as part of the community input process. Single family dwellings have been and will continue to be the primary form of housing within Lakeville projected by Metropolitan Council, as well as anticipated by residential developers. Residential developers anticipate that the housing market in Lakeville will continue to be focused primarily on new families and move-up households, followed by millennials. Demand for senior housing is anticipated to be strong both by residents and developers. Both residential developers and residents see opportunities for diversification of housing within Lakeville for detached townhome, two-family, and townhouse uses, with options for single level living included within these types of dwellings, and attainable senior housing. The decline of attached townhouse development since the late 2000s recession has been noted and there was support for increased construction of this type of housing along with opportunities for apartments. Residential developers spoke of challenges for continued residential growth because the land that was available at a low cost after the recession has now been mostly platted and land owners are again seeking premium value for their properties. Residential developers also indicate that development costs, including infrastructure and fees, effect affordability. At the same time, existing neighborhoods will require more attention to preservation and maintenance in the future, which can serve to provide opportunities for housing accessible to new families and workforce housing.

Thrive MSP 2040 requires the City to achieve an average density of three to five dwelling units per acre for residential development within the MUSA. Thrive MSP 2040 further includes a Housing Policy Plan that the City has reviewed in advance of its efforts to undertake an update of the Lakeville Comprehensive Plan. Lakeville concurs with the Metropolitan Council that providing for a diversity of viable housing options for persons of all ages, incomes and life

circumstances is a fundamental goal important to the quality of life in the community and the economic vitality of the City. The City's review of the Thrive MSP 2040 Housing Policy Plan and the comments outlined herein are made in consideration of Lakeville's own vision for growth and development that will continue in the community as well as the guidelines of the Thrive MSP 2040 regional plan:

- The Thrive MSP 2040 Housing Policy Plan changes the focus of the document from guiding development of regional and local housing policy requiring the City to implement programs, fiscal devices, and other specific actions (Minnesota Statutes 473.859, Subd. 4) to achieve workforce housing targets defined for Lakeville by the Metropolitan Council. The City of Lakeville strongly believes that our elected officials are acutely aware of the City's housing needs and consistently review our plans and goals to address the changing demographics in our city.
- The Metropolitan Council's allocation for workforce housing units includes adjustment factors such that cities like Lakeville are expected to develop workforce housing beyond their proportionate share of the region's attainable housing needs within the 10-year period from 2020 to 2030.
- The City will need to designate within its 2040 Staged MUSA Expansion Areas Plan and 2040 Land Use Plan a minimum of 176 acres of land for development by 2030 at densities of eight dwelling units per acre or more at which housing units available at 80 percent of the AMI can be constructed. The area of land for development at these densities likely can be guided along Cedar Avenue within the Special Plan Area designated by the 2008 Lakeville Comprehensive Plan.
- The City is concerned that Metropolitan Council's allocation of 35 percent of the new housing units in Lakeville to be constructed between 2020 and 2030 be attainable at less than 80 percent of AMI is not likely to be achieved given an evaluation of the existing housing supply, current and probable future market factors or fiscal resource requirements for development in Lakeville.
- The inability of the City to meet the Metropolitan Council's targets for workforce housing has potentially severe implications for other elements of development in Lakeville due to the resulting effect to the City's Housing Performance Score. A low Housing Performance Score would decrease the City's ability to obtain certain Metropolitan Council housing incentive funding for development of attainable housing and regional funding for critical infrastructure needed to accommodate overall allocations of development as part of Thrive MSP 2040.

## **Transportation**

Thrive MSP 2040 elevates transportation system planning to a policy level to emphasize a greater correlation between land use and transportation. This has been a fundamental approach to planning in Lakeville since the 1970s and continues with the most recent 2008 Lakeville Comprehensive Plan. However, the Thrive MSP 2040 Transportation Policy Plan seeks to utilize transportation planning and investment to effect changes in development practices in Suburban Edge communities, such as Lakeville, to align with plans for future expansion of transit services and transitways. The ability to realize this goal of shifting from automobile-oriented development to a more balanced approach is good in theory, but this requires necessary levels of investment balanced throughout the Twin Cities Metropolitan Area and an overall transportation system that works to support planned development both in a regional and local context.

Expansion of the MUSA to 2040 in Lakeville would include additional urban development being planned for areas adjacent to the Cedar Avenue Bus Rapid Transit (BRT) Corridor (Red Line). Thrive MSP 2040 will require that areas adjacent to the Cedar Avenue BRT Corridor (Red Line) provide a minimum residential density of 8 dwelling units per acre, which is greater than the 7 units per acre density that Lakeville committed to within the 2008 Lakeville Comprehensive Plan. For the City to allow this level of development along the Cedar BRT corridor (Red Line), and at a level of 3 to 5 dwelling units per acre for all residential development within the MUSA in Lakeville, Metropolitan Council needs to be prepared to provide transportation system improvements parallel with construction of residential dwellings. Moreover, the investments in transportation system improvements must recognize Lakeville's own strategies for promoting transit in consideration of the community's vision for residential development focusing on centralized transit facilities on I-35 and Cedar Avenue allowing commuters to have park and ride options. In terms of economic development, planning and investment in transportation systems from Lakeville's perspective must provide a balanced approach for employment and freight so as to facilitate development of areas of the City planned for commercial, office, and industrial uses, and not to function only as an expressway to employment centers outside of Lakeville.

The Thrive MSP 2040 Transportation Policy Plan identifies a Current Revenue Scenario and Increased Revenue Scenario for funding operation and maintenance of current transportation systems and as a basis for timing possible capacity improvements to the regional transportation system. The Current Revenue Scenario, with only inflationary increases in revenue (but decreasing State and Federal aid below inflation), severely limits maintenance and operations spending and the ability to undertake capacity improvements to the point that levels of service will degrade and become a brake on regional development. The effects of such a funding scenario would be most significant in Suburban Edge communities where most of the projected growth will occur through 2040 that requires additional infrastructure improvements, yet there are only maintenance and minimal operational improvements designated for both highways and transit for Lakeville.

Even under the Increased Revenue Scenario, the additional funding that would be obtained (from unidentified sources), would not be allocated on a regional basis to areas where development is guided to occur at densities dependent on expanded system capacity. There is wide community support for expansion of transit into Lakeville based on comments received at neighborhood meetings and the community surveys. But, funding is allocated to extend the Cedar Avenue BRT (Red Line) to the existing park and ride facility at 181<sup>st</sup> Street by 2019. However, the Thrive MSP 2040 Transportation Policy Plan designates no other capacity improvement to occur on I-35, Cedar Avenue or other major roadways benefiting Lakeville under either the Current Revenue Scenario or Increased Revenue Scenario.

Lakeville remains concerned about the lack of planning and financing to improve regional transportation infrastructure necessary to support mandated development forecasts within the community. This concern is raised after a period during which Lakeville proactively addressed increasing traffic congestion by undertaking, at its cost, \$28.6 Million in improvements to regional roadway systems, the City Council reaching agreement with the Metropolitan Council to expand the Metropolitan Transit District to include Lakeville, and the City actively participating in the planning for the proposed Interstate 35 (Orange Line) and the Cedar Avenue BRT (Red Line) Corridors. Transportation priorities identified through comments from the community include the realignment of Dodd Boulevard at Cedar Avenue and extension of 179<sup>th</sup> Street to Pilot Knob Road, construction of 185<sup>th</sup> Street between Dodd Boulevard and Cedar Avenue, as well as upgrades of existing streets planned to serve as collector roadways as development expands.

These projects benefit not only Lakeville residents and businesses, but transportation system users in adjacent developing cities and townships. However, these facility improvements alone will not be adequate to provide for a functional transportation system and capacity for Lakeville's forecasted growth through 2030, much less 2040. City officials will need to consider as part of the 2040 Lakeville Comprehensive Plan update how to incorporate the 8 dwelling units per acre density requirement and policies to promote Transit Oriented Design along the Cedar Avenue corridor, as recommended by Thrive MSP 2040, when there is no funding for extension of the Cedar Avenue BRT (Red Line) south of the 181<sup>st</sup> St. park and ride. Likewise, the I-35 corridor would provide opportunities for higher density housing and/or transit-oriented development if a regional commitment was in place to extend the Interstate 35 (Orange Line) BRT south of Kenrick Avenue (CSAH 50) to CSAH 70, which would also serve planned office and industrial uses.

The Thrive MSP 2040 Transportation Policy Plan outlines investment and direction plans for how the limited transportation funding that would be available under either the Current Revenue Scenario or Increased Revenue Scenario is to be allocated. The criteria for allocation of these funds is established by the Thrive MSP 2040 Transportation Policy Plan with minimal regard for regional balance, utilizing social economic and housing data in such a way so as to create built in bias for projects benefiting Urban Center communities over other areas of the Twin Cities Metropolitan Area. Furthermore, the advisory groups recommending the criteria for transportation planning and recommendations for project investment do not include adequate

representation necessary for regional balance in the Metropolitan Council's decision-making process.

Lakeville believes that increased representation at a policy making level in advising Metropolitan Council and increased financial spending from Federal, State, and regional governments on a regional basis is an absolute necessity to expand the capacity of transportation system infrastructure for Suburban Edge communities, including transit and roadways for automobiles and freight. Residential developers also discussed transportation improvements and funding as being a major challenge for growth in communities such as Lakeville where infrastructure investments must be made simultaneously with land use development. Without such a commitment to funding needed for transportation system maintenance, operation and capacity expansion, Lakeville will be unable to support projected population, household and employment growth within the City and will need to contemplate appropriate measures to address this issue.

### **Schools**

Lakeville is served by three school districts; Lakeville Area Public Schools (ISD 194), Rosemount-Apple Valley-Eagan (ISD 196), and Farmington (ISD 192). The schools serving Lakeville were among the most numerous responses by residents as contributing to the high quality of life within the community and by developers as a factor in the strong residential growth rate within the City. The City and the three School Districts have established coordinated responses to growth in Lakeville to ensure that quality facilities and infrastructure needed to support education is provided.

The demographic changes occurring within the community will affect school operations and facility planning. Specifically, increases in population and households and the demographics of household size and household composition, age characteristics, and income will all translate to the student population at Lakeville schools. As noted, continued maturation of existing developed areas will change the needs of existing school facilities. At the same time, new development will continue to bring in new families and slow the decline in school age population within Lakeville, although within different areas of the City. Some new families will acquire housing in existing developed areas of Lakeville backfilling families leaving the area and thus utilizing existing education facilities. Additional input as to these changes at an enrollment level is an opportunity for discussion between the City and School Districts.

The demographic and land use changes that will occur through 2040 will require maintenance of existing facilities and potential new facilities to serve areas of Lakeville not yet developed. Therefore, in considering the establishment of the 2040 Land Use Plan, the City must coordinate efforts with the School Districts to anticipate facility changes and locations for new facilities. Such locations must be complementary to surrounding residential development, must be served by City sanitary sewer and water utilities, and must have access to transportation infrastructure including streets, as well as safe routes to school via sidewalk, trail, and greenway corridors.

### **Airlake Airport**

The Metropolitan Airports Commission (MAC) adopted the 2035 Airlake Airport Long-Term Comprehensive Plan in April 2018. Airlake Airport serves primarily personal, recreation, and business aviation in the southern portion of the Twin Cities Metropolitan Area. Airlake Airport is classified as a Complementary Reliever facility as part of the MAC system, a Minor Airport by Metropolitan Council, and as an Intermediate Airport by the Minnesota Department of Transportation. The function of the airport is not recommended to change through 2035.

Growth projections prepared as part of the 2035 Airlake Airport Long-Term Comprehensive Plan suggest a potential need for expanded facilities, including runway expansion and landside support facilities including indoor hanger storage and expanded apron. MAC has indicated that expansion of the runway can be achieved without the realignment of Cedar Avenue east of the airport. The potential expansion of landside facilities at Airlake Airport may include additional needs for sanitary sewer and water utilities, which are to be provided by the City.

### **Parks and Trails**

The City's parks and trails system and recreation programming has been consistently identified as a significant community amenity. The development of the parks, trails, and recreation system provides for preservation of natural resources, provides neighborhood focal points, and accommodates community events such as Pan-O-Prog, athletic associations, and recreation programs, all of which bring Lakeville together. Evolution of the parks and trail system to include more greenway corridors as linear parks is also commented on positively as providing recreation opportunities (as well as serving a transportation function) accessible and appealing to a broad range of age groups. Expansion of the parks and trails system is anticipated to continue with development and provide for completion of park service areas and trail segments. Comments regarding the expansion of the parks and trails system focused on adding elements that serve community-wide users such as a community center and indoor athletic and play facilities, splash pads, a band shell, and expanded recreation opportunities at public water accesses.

## **Sustainability**

An underlying theme for all elements of the 2040 Lakeville Comprehensive Plan is sustainability. Thrive MSP 2040 include policies on community resiliency intended to position cities to respond to issues related to climate change. While the regional policy is focused on issues of climate change, adopting policies to promote sustainable development will reduce stress on the natural environment and reduce costs associated public services and facilities. These policies mirror efforts of the Minnesota Pollution Control Agency's GreenStep Cities program that outlines 29 best management practices to implement in the areas of buildings and lighting, land use, transportation, environmental management, waste management, and economic and community development. There is local support for sustainable development policies in the form of maximizing protection and preservation of natural areas in Lakeville, providing infrastructure for electric cars, working to expand transit options both as part of the regional system and intra-community options, expanding Lakeville's system of sidewalks, trails, and greenway corridors both to promote healthy living and serve as an alternative transportation option, allowances for local food access, and access to solar energy.



## Social Profile

The purpose of the social profile is to document the current demographic conditions and evaluate trends in the characteristics of Lakeville’s population.

### Population, Household, and Employment Forecasts

Metropolitan Council has developed projections of population, households, and employment growth for Lakeville based on anticipated regional growth estimates prepared for Thrive MSP 2040. This information is to be used by the Metropolitan Council in infrastructure sizing for transportation and utilities to accommodate future development, and by Lakeville at the local level as the basis for implementation of its local growth management planning efforts.

City of Lakeville Population, Household, and Employment 1990 – 2040							
	Actual			Estimate	Thrive MSP 2040 Projections		
	1990	2000	2010	2017	2020	2030	2040
Households	7,851	13,609	18,683	21,004	22,300	26,300	30,000
Population	24,854	43,128	55,954	61,993	64,300	74,600	83,500
Employment	6,563	9,885	13,862	17,183	18,200	20,300	22,500
Source: Metropolitan Council, MnDEED							

The rate of population and household growth anticipated for Lakeville is generally 10 years behind the projections adopted as part of the 2008 Comprehensive Plan, which is evidence of the significant impacts on development that occurred during the recession during the latter half of the prior decade. With continued available land supply and favorable economic conditions, residential development in Lakeville will result in approximately 9,400 new households being added by 2040. The pace of development is projected to accelerate from current levels to 400 households per year between 2020 and 2030, then slowing again as development nears absorption of available land. The increase in population will not occur at the same growth rate due to continued decreases in household size. The decrease in household size reflects an aging population, families having fewer children, and contemporary characteristics of household makeup. Continued job growth for office, business, and industrial uses will also be a factor in continued population growth in Lakeville.

City of Lakeville Household Size			
Year	Population	Households	Persons Per Household
1990	24,854	7,851	3.17
2000	43,128	13,609	3.17
2010	55,954	18,683	2.99
2020	64,300	22,300	2.88
2030	74,600	26,300	2.84
2040	83,500	30,000	2.78
Source: U.S. Census 1990, 2000, 2010, Metropolitan Council			

**Household Type**

The U.S. Census provides a demographic profile of the households in Lakeville as shown in the following table. Approximately half of the households in Lakeville are families with children, but the percentage of households with families continues to decline since 1990 indicating a shift in the demographic characteristics of the community.

City of Lakeville Household Type						
Household Type	Total Number of Households			Households w/ Children		
	1990	2000	2010	1990	2000	2010
Family - Married Couple	5,814	10,011	12,684	3,923	6,638	7,197
Family - Male Householder	222	1,287	753	139	345	465
Family - Female Householder	552	1,683	1,721	430	815	1,152
<b>Total Family</b>	6,588	12,981	15,158	4,492	7,798	8,814
Non-Family Households	1,263	628	3,525	N/A	59	353
<b>Total Households</b>	7,851	13,609	18,683	4,492	7,857	9,167
Source: U.S. Census 1990, 2000, 2010						

**Age Characteristics**

The U.S. Census illustrates the population of the City of Lakeville by age group. In 1990, the labor force represented the largest age group, followed by school age children. The labor force age group continues to be the largest segment of the population, but the retirement age group has increased significantly since 2000 with a decrease in the school age segment in terms of percentage of total population. The significant increase in the retired age group may also be attributed to development of 653 senior housing units within Lakeville over the last 10 years, which may affect an in-migration of seniors to Lakeville to be closer to adult children. The median age in Lakeville in 2000 was 32.0 years, which increased to 34.8 years by 2010.

The U.S. Census 2012-2016 5-Year Community Survey indicates a further increase in median age in Lakeville to 35.2 years. Lakeville’s population median age will continue to increase as the retired age group will grow due to the labor force group aging and people continue to live longer. This trend is supported by the 2014 Comprehensive Housing Needs Assessments study by the Dakota County Community Development Agency (CDA) that forecasts the greatest growth in Lakeville’s population will be persons over 35 years in age. A decline the school age population will likely be slowed with continued residential development as new families occupy homes constructed in Lakeville. The Dakota County CDA study projects that Lakeville’s school and retirement age populations will be equal by 2030.

City of Lakeville Population By Age Group						
Age Group	1990		2000		2010	
<b>School Age</b>						
Under 18	9,371	37.7%	15,560	36.0%	17,800	31.8%
<b>Labor Force</b>						
19-39	9,924	39.9%	14,460	33.5%	14,550	26.0%
40-59	4,592	18.5%	11,085	25.7%	18,240	32.6%
60-64	376	1.5%	797	1.9%	2,137	3.8%
Sub-Total	14,892	59.9%	26,342	61.1%	34,927	62.4%
<b>Retirement Age</b>						
65-69	232	0.9%	459	1.1%	1,428	2.6%
70-79	263	1.1%	583	1.4%	1,249	2.2%
80+	96	0.4%	184	0.4%	550	1.0%
Sub-Total	591	2.4%	1,226	2.9%	3,227	5.8%
<b>TOTAL</b>	24,854	100.0%	43,128	100.0%	55,954	100.0%
Source: U.S. Census 1990, 2000, 2010						

**Education**

The following table illustrates education levels for residents ages 25 and over using U.S. Census Data. The U.S. Census 2012-2016 5-Year Community Survey indicates that the percentage of the population with a high school diploma is 96.5 percent and those with a bachelor’s degree or higher educational degree is 47.7 percent. This information indicates a highly educated population within the community that would support development of businesses and increase local employment opportunities.

<b>City of Lakeville Educational Attainment (Ages 25 and over)</b>				
Level Attained	2000		2010	
	Number	%	Number	%
<9 <sup>th</sup> Grade	349	1.4%	298	0.9%
9 <sup>th</sup> to 12 <sup>th</sup> Grade (no diploma)	766	3.0%	959	2.9%
High School Graduate	5,447	21.6%	6,777	20.5%
Some College (no degree)	6,958	27.6%	7,173	21.7%
Associate Degree	2,670	10.6%	3,868	11.7%
Bachelor’s Degree	7,120	28.3%	10,182	30.8%
Graduate Degree	1,882	7.5%	3,835	11.6%
<b>TOTAL</b>	<b>25,192</b>	<b>100.0%</b>	<b>33,092</b>	<b>100.0%</b>
% of High School Grad +	95.6%		96.2%	
% of Bachelor’s Degree +	35.8%		42.4%	
Source: U.S. Census 2000, 2010				

**Occupation**

Information from the U.S. Census regarding employment demographics for Lakeville is depicted in the table below. The largest percentage of Lakeville residents in 1990 were employed in manufacturing, but by 2000, the largest occupation category was of those employed in trade, transportation, and utilities. Professional occupations within the population has grown significantly to be a slightly larger percentage of Lakeville residents’ occupations in 2015.

City of Lakeville - Resident Occupations						
	1990		2000		2015	
Natural Resources and Mining	146	1.1%	75	0.3%	964	2.9%
Construction	915	6.7%	1,566	6.7%	1,350	4.1%
Manufacturing	2,652	19.4%	3,350	14.4%	3,525	10.7%
Trade, Transportation & Utilities	2,586	18.9%	6,425	27.6%	7,061	21.5%
Information and Retail	2,419	17.7%	782	3.3%	868	2.6%
Financial Activities	984	7.2%	2,583	11.1%	3,544	10.8%
Professional and Business Services	737	5.4%	2,115	9.1%	3,590	10.9%
Education and Health Services	1,633	12.0%	3,516	15.1%	6,532	19.9%
Leisure and Hospitality	435	3.2%	1,407	6.0%	2,885	8.8%
Other Services	889	6.5%	888	3.8%	1,736	5.3%
Government	264	1.9%	605	2.6%	1,330	4.0%
TOTAL	13,660	100.0%	23,312	100.0%	32,903	100.0%

Source: U.S. Census 1990, 2000, 2015

**Income**

Census data regarding income for Lakeville residents and households is shown in the following table. Median family income has decreased while the percentage of people below the poverty level increased since the end of the recession that occurred during the last decade. Per capita income has increased during the same period.

City of Lakeville Income Data			
	Per Capita Income	Median Family Income	% Population Below Poverty Level
1990	\$15,476	\$46,779	3.0%
2000	\$26,492	\$76,542	2.0%
2010	\$35,391	\$98,761	3.5%
2015	\$37,357	\$95,130	5.5%

Source: U.S. Census 1990, 2000, 2010

### Employment Commuting

U.S. Census data regarding travel time to work is shown in the table below. Just under half of Lakeville residents travel between 10 minutes and 30 minutes to work. The mean travel time to work in 2010 was 26.0 minutes, which remains mostly unchanged in 2015 at 25.3 minutes.

<b>City of Lakeville</b>			
<b>Travel Time to Work (Persons Age 16 and Older)</b>			
	2000	2010	2015
Less than 10 minutes	9.0%	11.1%	11.0%
10 to 14 minutes	13.1%	14.4%	12.2%
15 to 19 minutes	13.1%	13.4%	12.1%
20 to 24 minutes	17.5%	15.9%	15.5%
25 to 29 minutes	8.2%	7.7%	9.1%
30 to 34 minutes	16.1%	15.9%	17.8%
35 to 44 minutes	9.5%	9.7%	9.4%
45 to 59 minutes	6.3%	9.3%	8.6%
More than 60 minutes	3.3%	2.6%	4.3%
TOTAL	100.0%	100.0%	100.0%
U.S. Census 2000, 2010, 2015			



## **Goals and Policies**

### **POLICY PLANNING**

The foundation of the 2040 Lakeville Comprehensive Plan are community goals that establish Lakeville's objectives for its developed environment and the means to achieve the desired outcomes through policies implementing the Comprehensive Plan. Lakeville's goals and policies will be the basis of and complement the City's maps, ordinances, and codes that are more fixed documents in addressing development activity guided by the 2040 Land Use Plan.

These goals and policies will also allow the City to adapt to emerging development trends not anticipated today that will provide continuity for the 2040 Comprehensive Plan for future City Councils, Planning Commissions, property owners, residents and developers. More than any other element of the Comprehensive Plan, the statement of community goals and policies is an evolution of prior Comprehensive Plans that are expanded upon from the City's perspectives and influences at this point in time.

The goals and policy statements to be included within the development framework and system plans do not establish priorities or timelines for actions, but rather provide criteria to be used to direct the decision-making process. A single policy may outline a course of action in some cases, but more frequently a group of policies relevant to a given situation will apply. The format of the terms "goals" and "policies" where they are included in the development framework and system plans are used in context of the following definitions:

*Goals: The outcome that will result in achieving the kind of development environment that is desired in Lakeville.*

*Policies: Actions that serve as a guide to help make present and future decisions that will result in achievement of Lakeville's stated goals.*

## Community Values

The primary function of municipal government is to provide an orderly, safe, productive, and enhanced environment for living and working. While this encompasses social, physical, and economic opportunities and issues, the City of Lakeville primarily influences the quality of life for its residents through the physical environment. The following are a list of community values identified as part of the Envision Lakeville process that guide the planning process to develop the 2040 Lakeville Comprehensive Plan:

- **Diversified Economic Development; *We value the stability and independence provided by a strong, diversified local economy.*** In 25 years, Lakeville will have a diversified economy that provides residents with expanded opportunities to work within the City and to meet their shopping, health care, and other daily needs. A mix of industrial, office, and retail development will help to provide the tax base needed to support high quality public services.
- **Good Value for Public Services; *We value high-quality public services delivered cost effectively.*** The City of Lakeville has established an enviable track record of fiscal responsibility, excellent quality of services, and good value for its public expenditures. Lakeville will continue to uphold these values over the next 25 years.
- **Safety Throughout the Community; *We value living in a community where people feel safe everywhere they go.*** Lakeville residents feel safe throughout the City – in parks and on trails, in commercial areas, in neighborhoods, and in their homes. Over the next 25 years, Lakeville residents will go about their daily lives confident of their safety and security.
- **Design That Connects the Community; *We value a well-designed community and we place a priority on development that enhances connectivity and accommodates our changing needs.*** Great communities don't just happen. They're the result of thoughtful design and careful execution. Lakeville will plan an appropriate mix of housing types, a quality transportation system, and other elements that support a well-connected City with a strong sense of community.
- **High Quality Education; *We value and are committed to high quality education that sets us apart.*** Lakeville residents came here for high quality schools more than any other reason. Lakeville will continue to attract those seeking the highest quality K-12 education and will also offer continuing education opportunities for the lifelong learner.

- **A Home for All Ages and Stages of Life; We value living options for people of all ages and stages of life.** Lakeville will be a community where residents can live and age in place. We will accommodate individuals and families at all stages of life. We will strive to meet the housing, transportation, education, shopping, access to health care, and other needs of all demographic groups within the City.
- **A Sense of Community and Belonging; We value the sense of belonging that comes from our traditions and institutions, and we strive to support and preserve them.** Lakeville residents draw a sense of community and belonging from a range of institutions and activities that exist within the City. We highly value these institutions and activities including neighborhoods, schools, places of worship, recreation, athletics and community celebrations.
- **Access to a Multitude of Natural Amenities and Recreational Opportunities; We value widespread access to nature, the outdoors, and recreational opportunities of all kinds.** Lakeville is blessed with a multitude of natural amenities that enhance quality of life. We will continue to provide exceptional parks, trails, recreation, cultural opportunities, youth sports, and protect the natural beauty that makes Lakeville desirable, with a strong sense of community.

These vision statements will be the basis for more specific goals and policies related to the natural environment, land use, transportation and community facilities. Strategic priorities and key initiatives of the Envision Lakeville process will be incorporated throughout the 2040 Lakeville Comprehensive Plan.

## Natural Resources

The importance of continued community growth integrated with natural resources is recognized in Lakeville. The proper preservation, protection and utilization of the natural environment as a valuable amenity or as a constraint or barrier for development are guided by the following goals and policies.

**Goal:** Growth in Lakeville shall be accommodated while protecting the environment by integrating new urban development with the City’s natural resources in a compatible manner.

### Policies:

- Consider Lakeville’s environmental amenities and constraints in the formulation of the 2040 Land Use Plan and establish compatible land use patterns that relate to environmental features.
- Continue to utilize Lakeville’s established development regulations or formulate new performance standards and design requirements to protect natural features important to the community and vital to desirable development.
- Integrate new development and subdivision design with the natural characteristics of the land to enhance the preservation of attractive natural amenities in Lakeville.
- Create awareness of the importance of the environment through community education, volunteerism in open space maintenance, and Lakeville citizen stewardship activities.
- Support programs aimed at reducing water, air, glare, and noise pollution and incorporate State and Federal pollution regulations into Lakeville policy or regulations when appropriate.
- Adopt policies and implement best management practices outlined by the Minnesota Green Step Cities program as applicable.
- Continue to implement and review the adequacy of buffer yard setbacks along major street thoroughfares in Lakeville to mitigate pollution concerns related to traffic.
- Require all development near Interstate 35 and Airlake Airport to consider and address through compatible land uses the impacts of the noise levels in the area when designating land uses and activities to ensure that there will not be an expectation in the future for noise abatement measures.

- Promote energy efficient, low impact lighting for all development with light sources required to be reflected downward to prevent glare or light spillage on adjoining properties, rights-of-way, or skyward.
- Provide incentives for energy, water, and sustainability improvements for existing developed properties.
- Protect existing and future trees through species diversification in parks, buffer yards, and new developments.
- Incorporate waste and recycling considerations during development, including:
  - Install recycling collection containers in high pedestrian traffic areas.
  - Encourage recycling and organics recycling, as appropriate, for new development and redevelopment projects.
  - Establish standards that allow adequate area (indoor and/or outdoor) for recycling and organics recycling collection, as appropriate, for multiple family and business uses.

**Goal:** The quality of Lakeville’s water resources including lakes, wetlands, streams, and ground water resources shall be protected and improved.

**Policies:**

- Work with the DNR to review and implement requirements of the Shoreland Overlay District to strengthen the aesthetic character of Lakeville’s lakes.
- Enforce floodplain regulations to regulate development in a manner consistent with Federal and State requirements to protect public safety and property from damage due to flooding.
- Incorporate best management practices for stormwater management to control and treat stormwater runoff from development.
- Encourage buffer areas along all of Lakeville’s lakes, wetlands, creeks, and drainageways.
- Explore alternative water supply sources to ensure adequate resources beyond 2040.
- Adopt and enforce ordinances that protect ground water resources from pollution to insure safe municipal water supplies in Lakeville.

- Minimize irrigation by requiring proper soil preparation to insure deep rooting of new landscaping for new development in Lakeville.
- Discourage the use of herbicides, pesticides, and phosphorous fertilizers on lawns to prevent runoff to wetland areas and to prevent contamination of ground water and surface water resources.
- Implement strategies for the control of invasive/exotic plant species in Lakeville's lakes, greenways, natural areas, and open spaces.

**Goal:** Environmentally sensitive areas in Lakeville characterized by poor soils, steep slopes, tree massing, wetlands, and natural wildlife habitat shall be protected from degradation due to development.

**Policies:**

- Encourage tree preservation as part of the site development and subdivision process to more actively maintain existing natural vegetation.
- Determine allowed land uses based on soil suitability for building sites and depth to the water table.
- Maintain natural wetlands, ponding areas, drainageways, and floodplains in an effort to establish a storm drainage system in Lakeville that promotes storm water infiltration and water quality.
- Restrict alteration of wetlands, floodplains and drainageways and other features in Lakeville that perform important environmental functions in their natural state; where appropriate maintain such natural features so that storm water can be adequately managed without construction of storm sewer.
- Require subdivisions to plat lots with minimum lot area exclusive of the boundaries of storm water ponds, delineated wetland boundaries, and required wetland buffers to insure adequate buildable area and usable yards to avoid encroachment.
- Require erosion and compaction control plans for all site grading to prevent erosion, dust, and soil sedimentation and prohibit development on slopes identified as where erosion or slippage may occur.
- Construct drain tile around building foundations and along streets in soil areas characterized by moisture retention, high water tables, or perched water tables.

- Promote low impact development and higher quality surface water treatment facilities in Lakeville through the use of infiltration and bioretention where appropriate while requiring all new development to adequately address on-site storm water needs and requirements to minimize potential negative impacts to the hydrologic system.

**Goal:** Gravel resources shall be accessed in a manner that protects Lakeville’s environment, is compatible with adjoining land uses, and is consistent with the City’s long-range planning.

**Policies:**

- Allow gravel mining only as an interim land use within rural service areas.
- Consider compatibility with surrounding land uses and mitigation measures in the location and operation of gravel mining operations to reduce nuisance concerns such as noise, dust, traffic, etc.
- Require detailed gravel pit reclamation plans that identify ultimate end use of the property and the means by which the end use will be implemented.
- Enforce compliance with the Lakeville Gravel Mining Ordinance.

**Goal:** Natural resources shall be integrated with Lakeville’s park, trail, and open spaces.

**Policies:**

- Establish greenway corridors throughout Lakeville as a means to protect environmentally sensitive areas, provide natural open space, define neighborhoods, provide links between natural open spaces and environmentally sensitive areas for wildlife corridors and increase storm water infiltration.
- Acquire environmentally sensitive areas for Lakeville parks, greenways, or open spaces and limit new development and the expansion of existing activities where potentially significant environmental damage may result.
- Identify opportunities to partner with county, regional, and State agencies for acquisition and preservation of natural areas as permanent open space and greenway corridors.

## Growth Management

Managing the rate of growth has been a priority for Lakeville since the mid-1990s Strategic Growth Management plan to anticipate the impact of continued development on public services, utilities, streets, and City finance. The following goals and policies are provided to define and guide Lakeville’s continued growth management efforts.

**Goal:** Land use development shall be managed in a manner that is fiscally responsible to maintain Lakeville’s current financial position and favorable local tax rate.

### Policies:

- Relate land use development in Lakeville to community priorities, transportation capacities, availability of utility infrastructure, and ability to provide high quality City services such as parks, trails, police, and fire protection, etc.
- Promote development that expands Lakeville’s service delivery areas with infill development and contiguous MUSA expansion maximizing utilization of in-place utility and service investment.
- Expand the boundaries of the MUSA in stages according to the following criteria:
  1. Expansion of the MUSA shall be in accordance with the establishment of a MUSA Staging Plan.
  2. The City Council studies and determines that buildable land supply within the current MUSA is reduced to acreage that can be fully developed within approximately five years or less in accordance with established growth management objectives.
  3. The developer and/or benefiting property owners are to assume costs associated with extending utilities.
- Allow development consistent with Lakeville’s established residential development target average of up to 550 single family dwelling units per year.
- Apply Lakeville’s development policies and regulations consistently and uniformly.
- Amend established land use designations and related zoning classifications that reflect Lakeville’s long-term interest only when such action is consistent with the goals and policies of the 2040 Lakeville Comprehensive Plan.

- Limit subdivisions in rural areas of Lakeville until expansion of the MUSA so as to not create land use conflicts for future urbanization.
- Implement the Capital Improvement Plan (CIP) to allow the City to properly finance public improvements and required infrastructure improvements associated with new development.

**Goal:** Attracting, retaining, and expanding business and industry is a priority for providing employment opportunities and diversification of Lakeville’s tax base.

**Policies:**

- Promote economic development by establishing goals and monitoring performance to expand commercial and industrial uses.
- Continue an expeditious development review process for proposed commercial and industrial developments.
- Promote development of high architectural quality to enhance Lakeville’s image, promote building durability, increase energy efficiency, and expand the local tax base.

**Land Use**

The land use goals and policies create a foundation for defining the character and intensity of land use in Lakeville. The land use related goals and policies apply both to existing land use patterns and future development. The following goals and policies serve as a reference for land use planning decisions.

**Land Use Generally**

**Goal:** A cohesive land use pattern is to be developed that insures compatibility and functional relationships among activities.

- Analyze all development proposals on an individual basis from a physical, economic, and social standpoint to determine the most appropriate uses within Lakeville.
- Require new development in Lakeville to adhere to the highest planning, design, and construction standards implemented through establishment of the City’s development regulations.

- Enhance the attractiveness of Lakeville through a continuing program of high visibility corridor enhancements, civic beautification, tree planting, maintenance of homes, businesses, industries, and streets, requiring high quality building materials and site landscaping, and other measures that will promote an aesthetically pleasing living and working environment.
- Design and orient buildings to promote opportunities for active living, including active transportation especially within designated regional transit corridors.
- Encourage walkable site design for housing and commercial land uses to increase financial and environmental sustainability.
- Identify opportunities for development nodes along the Red Line and Orange Line transit corridors to create complementary land uses supportive of investments in transit services.
- Provide land use transitions and proper buffering between distinctly different types of land uses.
- Consider requested land use changes in relation to adjoining land uses and site access.
- Define adequate lot sizes and lot requirements to be required for all types of development.

**Goal:** The character of individual neighborhoods is to be maintained and improved where possible.

- Renewal, replacement, and redevelopment of substandard, incompatible or non-conforming development shall be accomplished through public action and private means.
- Regulate incompatible land uses to minimize compatibility issues through the use of natural and man-made physical barriers (i.e., topography, drainageways, transportation routes, etc.), distances, landscape screening, and/or proper physical orientation of lots and buildings.
- Protect residential development from adverse environmental impacts, including noise, air, and visual pollution and prohibit new residential development in areas where noise and/or air pollution exceed accepted standards and the negative impacts are not correctable by construction, site planning or other techniques.
- Utilize public improvements as a means for continuing civic beautification, strengthening neighborhood character, and stimulating investment in private property.

## **Rural Land Uses**

**Goal:** Existing rural land uses and farming operations are to be preserved as a growth management strategy.

### **Policies:**

- Stage growth to prevent premature intrusion of urban development into rural areas outside of the MUSA within Lakeville to maintain existing active farming operations.
- Prohibit the division of land in agricultural areas if such action will infringe upon the maintenance of existing farming activities within rural areas of Lakeville.
- Observe agricultural conservation practices that prevent erosion and preserve natural resources.
- Confine the keeping of the present levels of farm animals to rural service areas of Lakeville or farming operations already established to avoid potential adverse effects on adjoining non-agricultural uses.
- Create opportunities for local food production and access.
- Implement an environmentally sound management program for on-site wastewater treatment systems.

## **Residential Land Uses and Housing**

**Goal:** Residential uses shall be developed in a manner consistent with Lakeville’s priorities, compatible with surrounding development, and responsive to market needs.

### **Policies:**

- Ensure that all new housing adheres to the highest possible standards of planning, design, and construction to ensure livable, sustainable housing choices within Lakeville.
- Encourage single family dwellings as the primary form of residential development in Lakeville.
- Avoid concentrating medium and high density residential dwelling types within specific areas of Lakeville.

- Encourage use of innovative development techniques and housing designs in Lakeville that conserve land and increase efficiency.
- Locate multiple family housing with adequate access to major roadways and around areas targeted for business and industrial development to provide market and labor support.

**Goal:** Life cycle and workforce housing shall be provided within Lakeville in response to the community’s changing demographic profile and economic development goals.

- Preserve existing housing stock through inspection, code enforcement, housing maintenance codes, and other efforts.
- Rehabilitate, or where necessary, redevelop substandard dwellings by undertaking action through private means and/or public action as appropriate.
- Review housing standards applicable to townhouse and multiple family dwelling units to ensure adequate living area, soundproofing, increased energy conservation, provisions for social and recreational facilities, and landscaping.
- Encourage development and preservation of owner-occupied workforce housing that is not concentrated within a single project area.
- Continue efforts with the Dakota County CDA in providing life-cycle and workforce housing within Lakeville.
- Establish policies and administrative mechanisms to facilitate the development of housing in market segments not adequately developed, including workforce housing.
- Use Federal, State, and regional funding sources and financing together with development tools allowed by State law to facilitate development of new life-cycle and workforce housing when appropriate.

**Commercial Land Uses**

**Goal:** Commercial uses shall be developed concentrated market centers oriented to major transportation corridors and intersections to promote sustainable business activity responsive to Lakeville’s needs and surrounding market area.

**Policies:**

- Evaluate the physical implication of commercial land uses located in areas of high accessibility with consideration related to traffic generation, site access, sewer and water demands, environmental issues, and compatibility with neighboring land uses.
- Coordinate new development and redevelopment efforts with adjoining commercial properties to create site designs that promote attractive shopping, dining and entertainment environments, easy accessibility, and a high level of business interchange.
- Limit the expansion of existing neighborhood commercial sites except to those transitional uses that provide for compatible land use arrangements.
- Identify locations for development of commercial office parks within Lakeville to provide for expanded local employment opportunities and diversified tax base.
- Communicate with local businesses to gain an understanding of the changing needs of the commercial market.
- Promote Airlake Airport to attract high quality commercial, office, and industrial development to Lakeville that may have air service needs.

**Goal:** A cohesive and unified identity for Lakeville’s commercial areas shall be created to make attractive gateways and focal points within the community.

**Policies:**

- Encourage high quality commercial development through architectural standards, landscaping, and site design within commercial development nodes.
- Allow signage of commercial properties to facilitate business identification while avoiding over-intensification causing a negative aesthetic or potential driver distraction.
- Regulate outdoor storage and sales associated with commercial uses to ensure attractive site maintenance.
- Promote joint utilization of parking and other related supportive services within commercial districts to meet the demand generated by the uses.
- Design and maintain commercial buildings to be resistant to personal and property crime.

- Encourage redevelopment of commercial sites that display building deterioration, obsolete site design, land use compatibility issues, and under-utilization of the site.

### **Central Business District**

**Goal:** Downtown Lakeville is to be a vibrant, historic center for the community that includes a broad range of mixed land uses arranged in a traditional development pattern characteristic of the existing area.

#### **Policies:**

- Implement the policies and recommendations of the Downtown Development Guide related to new development, redevelopment and improvements within Downtown Lakeville.
- Promote a broad range of land uses within Downtown Lakeville including residential, retail, service, office, entertainment, performing arts, and civic uses.
- Connect Downtown Lakeville to other neighborhoods and commercial locations within the City to enhance the attraction of the area as a destination and amenity within the community.
- Require site design that establishes building orientations towards focal points such as street intersections, open spaces, and view sheds offered in Downtown Lakeville.
- Promote a variety of building designs developed within guidelines that require continuity and integration with established building architecture, materials and streetscape treatments.
- Utilize common elements within Downtown Lakeville such as public structures, streetscape, open spaces, plazas, sidewalks, and trails to establish a strong identity for the area.
- Integrate commercial land uses through site design, building orientation, pedestrian connections, and shared parking to establish a customer friendly environment and to promote a high level of business interchange within Downtown Lakeville.
- Encourage redevelopment of incompatible and/or functionally obsolete buildings in Downtown Lakeville with appropriate scale and architecture.

## Industrial Land Use

**Goal:** Areas for development of industrial uses in Lakeville shall be identified that allow for a range of industrial activities compatible with adjoining land uses.

- Implement the Lakeville Strategic Plan for Economic Development.
- Communicate with Lakeville businesses to stay informed of their changing needs and facilitate retention and in-place expansion of existing industries.
- Identify sites for industrial expansion with consideration as to the physical implications of industrial park planning for traffic generation, rail and airport use, sewer and water demands, and environmental issues.
- Cluster industry to achieve better energy, economic, and environmental outcomes.
- Define distinct areas for varying types of industrial activities and establish respective standards governing development quality.
- Provide isolation from less intense land uses to allow industries to operate without causing compatibility issues with adjacent properties.

**Goal:** Orderly expansion of Lakeville’s industrial parks shall be pursued through the logical extension of utilities to ensure local employment opportunities and a diverse tax base.

- Require high quality industrial construction to insure building durability and an aesthetically attractive appearance with consideration for site design flexibility to accommodate in-place industrial expansion and building reuse.
- Encourage infill development that maximizes the return on existing investments in public facilities, infrastructure, and services.
- Promote site maintenance through code enforcement for a positive community image.
- Encourage redevelopment of industrial sites that exhibit building deterioration, obsolete site design, environmental concerns, and/or land use compatibility issues.

## Transportation

Transportation issues are a primary concern for Lakeville due to the continued growth of the City and the Twin Cities Metropolitan Area that cause corresponding increases in traffic congestion. Full attention must be given to all modes of transportation within the City to ensure a well-

balanced and functional transportation system. Additionally, the transportation system and City's 2040 Land Use Plan must be coordinated to identify and address areas where improvements may be required as a prerequisite for development. Within the context of the above considerations, the following goals and policies are provided.

**Goal:** Transportation planning shall be addressed for all modes and related facilities as an integrated system.

**Policies:**

- Design transportation facilities to conserve natural resources and minimize the need for ongoing public investment.
- Provide access to housing, employment centers, schools, parks, and other community facilities through integrated transportation systems including streets, sidewalks, and trails.
- Coordinate transportation planning and implementation with MnDOT, Metropolitan Council, Dakota County, adjacent counties, cities, and townships, as well as affected jurisdictions such as school districts.
- Support planning and investment in extension of the Red Line and Orange Line transit corridors to serve existing and future residential, commercial, industrial and land uses, and areas identified as opportunities for Transit Oriented Development designated by the 2040 Land Use Plan.
- Develop practices that improve pedestrian and bicycle circulation between neighborhoods and activity nodes, as well as transit locations and regional trail corridors.
- Improve multimodal intersections, alternative freight routes, interchanges, and opportunities to enhance local and regional economic competitiveness.
- Adapt and expand infrastructure to meet demand for emerging forms of transportation including electric or gas-powered vehicles and the accommodate of autonomous vehicles.

**Goal:** The street system shall be planned, designed, and constructed according to the highest standards in consideration of land use and efficient local and regional transportation.

**Policies:**

- Implement a functional classification system for the design and construction of streets within Lakeville that is coordinated with MnDOT, Metropolitan Council, Dakota County, and adjacent counties, cities, and townships.
- Plan for anticipated increases in traffic volumes and corresponding roadway improvements by analyzing existing right-of-way widths, accessibility, speed, surfacing, sizing, and maintenance requirements of existing roadways and those in areas of new development.
- Construct new streets and upgrade existing streets in compliance with MnDOT standard specifications for design and consistent with complete streets principles that include facilities for non-automobile users.
- Consider provision of minor collector streets within large residential subdivisions to channel traffic out of the subdivision and onto the City's major collector and arterial street system.
- Restrict vehicular access onto all types of arterials to ensure adequate distance between intersections and effective utilization of appropriate traffic control methods and devices.
- Prohibit parking on arterial streets and limit on-street parking on other streets where conflicts with moving traffic or creates hazards may occur.
- Classify all residential streets as low volume carriers designed to prevent penetration by through traffic and to properly direct traffic to major collector or arterial streets.
- Provide connections between neighborhoods to encourage interaction, distribute traffic and ensure access.
- Require proper visibility, design and control of all intersections to promote vehicle and pedestrian safety.
- Implement a uniform sign maintenance policy regarding streets signs that eliminates unnecessary signs and replaces outdated, inappropriate, and confusing public signs.
- Improve the efficiency and quality of street lighting, traffic signals, and outdoor public lighting.

- Act to plan, design, and develop a street system in those areas where incomplete street facilities exist that reflects the highest standards and relates land use to transportation needs.

## Community Facilities

Community facilities include those lands, buildings, services, and systems that are provided on a public or semi-public basis in the interest of, or benefit to, the residents and property owners of the community. Their importance should not be underestimated in defining the established quality of life in Lakeville. The following goals and policies are to serve as guides for the planning, implementation, and maintenance of community facilities.

**Goal:** Design community facilities to support Lakeville’s community identity, ensure land use compatibility, promote conservation, as examples for private development and provide for safe, convenient access to all facilities and services.

### Policies:

- Ensure that Lakeville’s governmental buildings and services are located so as to offer ease of access and minimal response time.
- Promote public buildings to exhibit a high standard of architectural and site design that incorporate sustainable, energy efficient building and low impact development techniques.
- Incorporate adequate screening and landscaping for public facilities as a buffer to minimize their impact on surrounding uses and enhance Lakeville and the specific neighborhood in which they are located.
- Design and maintain all public buildings to be resistant to personal and property crime opportunities.
- Preserve those areas, places, buildings, structures and other features having significant architectural, historical, or aesthetic interests and values important to Lakeville.

**Goal:** Maintain and improve existing services and develop new community facilities and services to meet the needs and interests of the Lakeville community.

**Policies:**

- Implement the planning strategies and policies of the Lakeville Parks, Trails and Open Space System Plan, as may be amended.
- Evaluate Lakeville’s park dedication requirements periodically to ensure they are reflective of actual costs associated with system implementation.
- Implement the Lakeville Comprehensive Sewer Policy Plan and Comprehensive Water System Plan, as amended.
- Monitor all utility systems to assure a safe and high-quality standard of service including reducing inflow and infiltration into the sanitary sewer system.
- Implement programs to require regular inspection of on-site septic systems in a three-year cycle and corrections to non-compliant or failing systems.
- Require coordination among all public and private utilities improvements shall be required to locate utility systems within easements providing ease of access for maintenance, repair and minimal disruption of other uses or adjoining properties.
- Promote periodic inspections of essential services (e.g., communication lines, pipelines, transmission lines, substations, etc.) within the City to help insure effective delivery of service and public safety.

**Goal:** Minimize costs for public facilities and services by encouraging full utilization of existing and available service system elements and coordinate facilities and services on a joint use basis between various governmental units to avoid duplication.

- Implement the Capital Improvement Plan to identify improvements, set priorities, identify funding, and schedule implementation.
- Public sewer and water service shall be provided only to lands within the Metropolitan Urban Service Area (MUSA).
- Develop public facilities on sites that offer ample land area for potential future expansion.

**Goal:** Coordinate community growth with the School Districts to insure proper school facilities planning to meet future population needs.

- Work with the School District in locating sites for new school facilities that are easily accessible, compatible with adjoining land uses, environmentally compatible, and offer land area to meet the schools' physical needs.
- Promote school site designs that result in school facilities being a neighborhood focal point and gathering area.
- Establish safe and convenient pedestrian/bicycle access along appropriate streets to each school within the community.
- Maintain agreements for joint use of City parks and school recreational facilities to maximize the benefits to both the residents of the community and the students.
- Encourage reinvestment in existing schools to maintain these facilities in a condition comparable to the newer schools within Lakeville.
- Consider future re-use opportunities that are compatible with adjoining land uses in planning for school facilities.



## **Natural Resources**

Protection of environmentally sensitive areas has always been a priority in Lakeville. These features have aesthetic values that define the character of Lakeville and have served to attract new development to the community. In addition to aesthetic value, the elements that comprise Lakeville’s natural resources serve important ecological functions and create boundaries that define the pattern of urban development. Continued expansion of urban development in Lakeville must be carefully managed to avoid degradation of the natural resources. It is necessary then as part of the 2040 Comprehensive Land Use Plan update that special attention be given to the protection of these areas. The focus of protection efforts with respect to natural resources within Lakeville continues to be integration of these natural conditions with urban land uses.

### **Lakes and Tributaries**

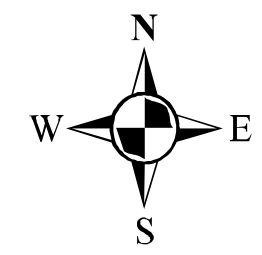
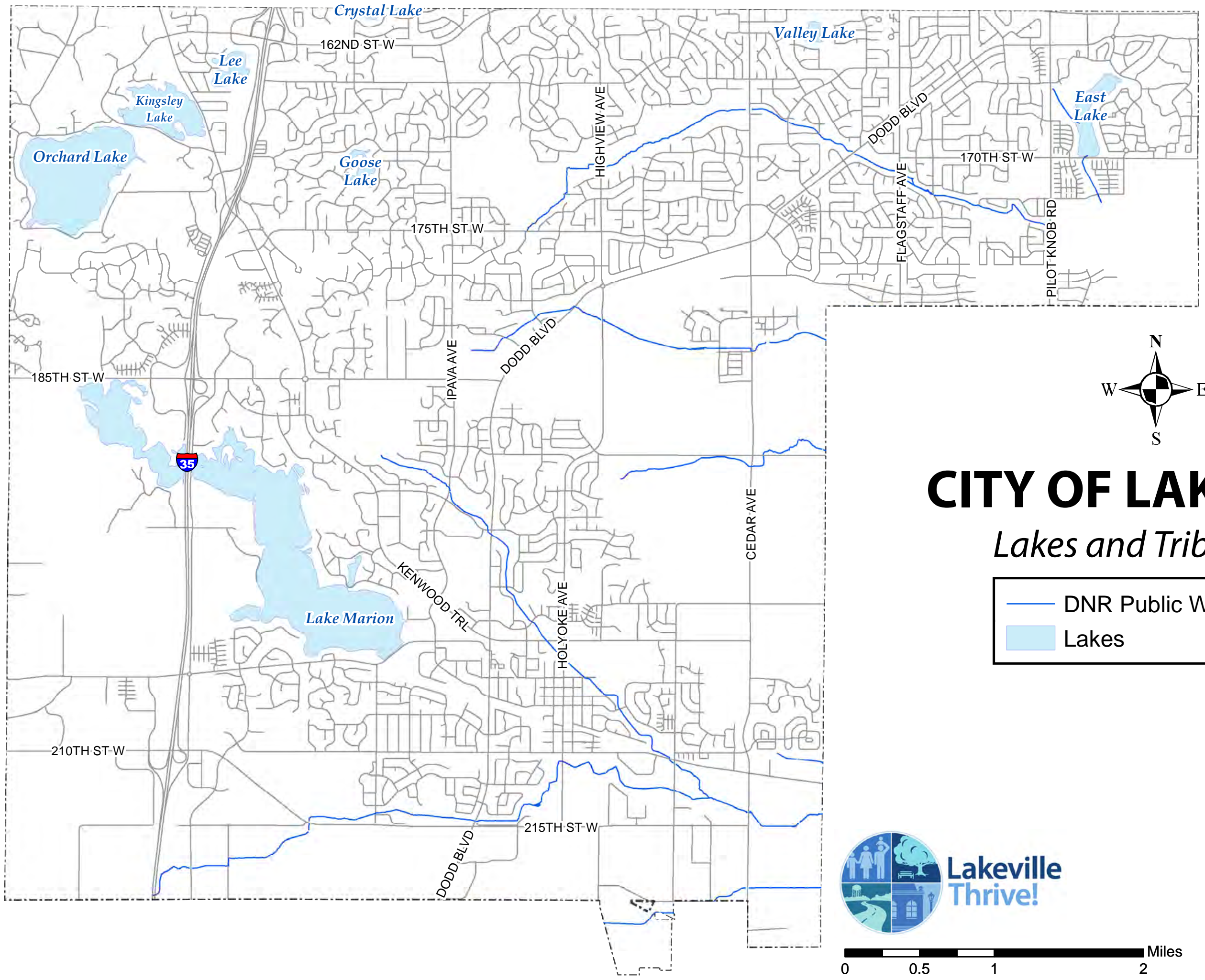
There are seven lakes and six tributaries in Lakeville. These natural resources contribute significantly to the recreational opportunities and aesthetic character of the community. Two lakes, Horseshoe Lake and Crystal Lake are within both the City of Lakeville and City of Burnsville; coordination of water resource management and floodplain protection for these water bodies will require joint efforts and cooperation between the two cities.

To manage development that occurs in areas adjacent to these lakes and tributaries, Lakeville has established a Shoreland Overlay District as part of the Zoning Ordinance. The Shoreland Overlay District was initially adopted in 1978 and updated in 1980 and 1993 in accordance with Minnesota Statutes and Department of Natural Resources (DNR) Rules. The requirements of the Shoreland Overlay District are intended to maintain the natural character of the shoreline and protect the designated water bodies from overcrowding, pollution, and flooding.

Based on the environmental and physical characteristics of the feature, the State of Minnesota has assigned a classification to each lake and tributary. The surface water classifications in Lakeville include Recreational Development lakes (RD), Natural Environment lakes (NE) and Tributaries (T). The table below lists the classifications for the seven lakes within Lakeville.

City of Lakeville Lake Classification		
Name	DNR ID#	Classification
Lake Kingsley	19-30	NE
Horseshoe Lake	19-32	NE
unnamed lake	70-11	NE
Lake Marion	19-26	RD/NE
Orchard Lake	19-31	RD
Crystal Lake	19-27	RD
Lee Lake	19-29	RD
Source: Lakeville Zoning Ordinance Section 11-102-9		

At the time the classifications were initially established by the DNR, there was no provision for assigning different classifications to portions of a particular lake. The DNR has adopted alternative shoreland management rules that allow for more flexible application of the lake classification criteria and development regulations including assigning more than one classification where the characteristics of the lake and shoreline areas are consistent with different management criteria. The City and DNR initiated reclassifying that portion of Lake Marion west of I-35 from Recreational Development to Natural Environment to better protect the water body, surrounding wetlands, vegetation and other natural resources within the Shoreland Overlay District. The standards for development under the Natural Environment classification are also consistent with the designation of the area as MUSA Expansion Area B and planned continuation of rural residential land use in the area. Lakeville’s Ritter Farm Park represents most of the south shoreline of the west bay of Lake Marion.



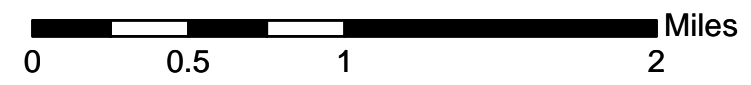
# CITY OF LAKEVILLE

## *Lakes and Tributaries*

	DNR Public Waterways
	Lakes



**Lakeville**  
**Thrive!**





Six creeks and drainageways have also been classified by the State of Minnesota as Tributaries and subject to Shoreland Overlay District protection. The south branch of South Creek has also been designated as a Trout Stream. Based on a study completed in 1998, Lakeville has been restoring areas of this tributary as development occurs to protect water quality and provide for appropriate trout habitat.

City of Lakeville Designated Tributaries		
Name	Location	
	From	To
Unnamed to Vermillion River (south branch of North Creek)	Sec 8 T115 R20	Sec 8 T115 R20
Unnamed to Unnamed (north Branch of North Creek)	Sec 34 T115 R20	Sec 12 T115 R20
Unnamed to Unnamed	Sec 17 T114 R20	Sec 30 T114 R19
Unnamed to Unnamed	Sec 21 T114 R20	Sec 23 T114 R20
Unnamed to Vermillion River (south branch of South Creek)	Sec 36 T114 R21	Sec 36 T114 R20
Unnamed to Unnamed	Sec 19 T114 R20	Sec 33 T114 R20

Source: Lakeville Zoning Ordinance Section 11-102-9

The 2015 Parks, Trails and Open Space Plan promotes development of greenways along these designated tributaries. The greenways are linear parks ranging between 75 and 150 feet in width intended to provide a natural buffer between urban development and the tributaries to protect their ecological functions. The greenway corridors also provide areas for wildlife habitat and movement through urban areas and access to natural amenities and passive recreational opportunities for the community.

**Wetlands**

Wetlands serve important ecological functions in Lakeville including providing critical wildlife habitat, aid stormwater management by acting to improve water quality, rate control during rain events, nutrient assimilation, ground water recharge and aesthetic value, nature observation and areas for education and research. Wetlands are protected from intrusion by the Wetland Conservation Act of 1991 implemented through the Zoning Ordinance and Subdivision Ordinance. Lakeville’s effort to protect, preserve and enhance wetlands within the community includes development of the Wetland Management Plan adopted in 2003. The 2003 Wetland Management Plan includes an inventory of wetland areas within Lakeville, assignment of classifications, and outlines management strategies based on these classifications providing a comprehensive approach to protection of these natural resources. The Zoning Ordinance and Subdivision Ordinance include requirements for establishment of buffers and building setbacks from wetlands based on the classification assigned by the Wetland

Management Plan. The Wetland Management Plan also works in conjunction with the Stormwater Management Plan to address stormwater issues related to urban development.

### **Floodplain**

Development in floodplain areas creates risk to public safety and expense related to property damage. To minimize these risks, the City adopted regulations as part of its Zoning Ordinance in 1990 to direct allowed uses and development standards for floodplain areas. An updated flood insurance rate study was prepared by the Federal Emergency Management Agency (FEMA) in 1998 to amend the flood elevations in Lakeville. The City will continue to apply the regulations of the Floodplain Overlay District to manage the type of development allowed in floodplain areas.

### **Topography and Soils**

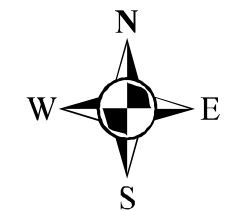
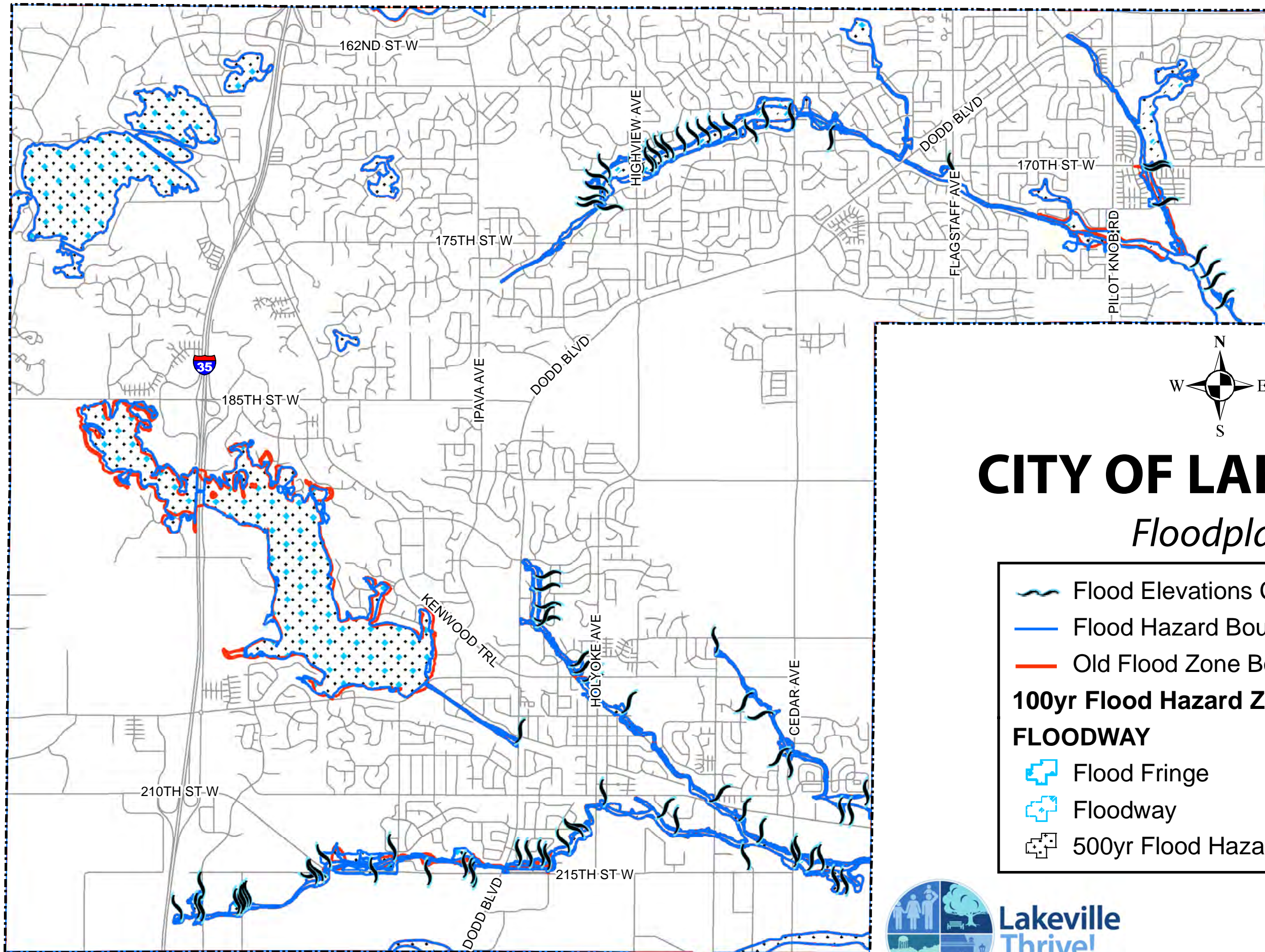
Lakeville's topography can be generally described as hilly in the western portion, gently rolling in central areas and level in the eastern section of the City. Areas with slopes greater than 18 percent, located primarily in the western areas of the City present limitations for development related to building location, street extensions and provision of utilities. The Subdivision Ordinance established protections for areas of steep slope including design standards, drainage and erosion control.

The soils found in a particular area often determine the type and extent of urban development that can occur. The United States Department of Agriculture completed a detailed survey of Soils in Dakota County in 1980. Mapping at this large scale is a very generalized representation of soils. Soils within Lakeville are categorized within one of five associations:

- **Kingsley-Mahtomedi:** Soils in this association are characterized as having gently sloping to very steep grades and is well to excessively drained. Areas with these soils can be poorly suited for buildings and careful site design and landscaping are necessary to accommodate development and prevent erosion.
- **Ostrander-Klinger-Maxfield:** The grades for this soil association range from nearly level to sloping conditions. The soils are between being considered poorly drained to well drained. Ostrander and Klinger soils are considered suitable for building construction whereas the high-water table of the Maxfield association presents severe limitations for buildings.
- **Waukegan-Wadena-Hawick:** This soil association has slopes ranging between level to very steep. These soils have rapid permeability and potentially high-water tables that present limitations for development.
- **Tallala-Port-Byron:** Topography within this soil association range from nearly level to steep slopes. These soils are well drained. This soil association is well suited to accommodate development.







- **Mashan-Cylinder:** These soils are characterized by nearly level topography. This association is considered to be unsuitable for buildings due to the soils being poorly drained.





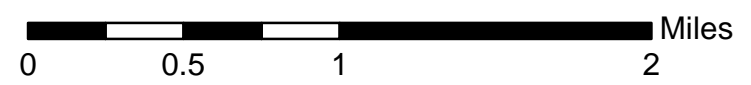
# CITY OF LAKEVILLE

## *Floodplain*

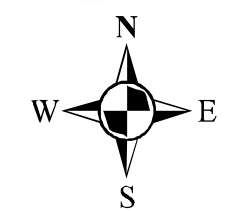
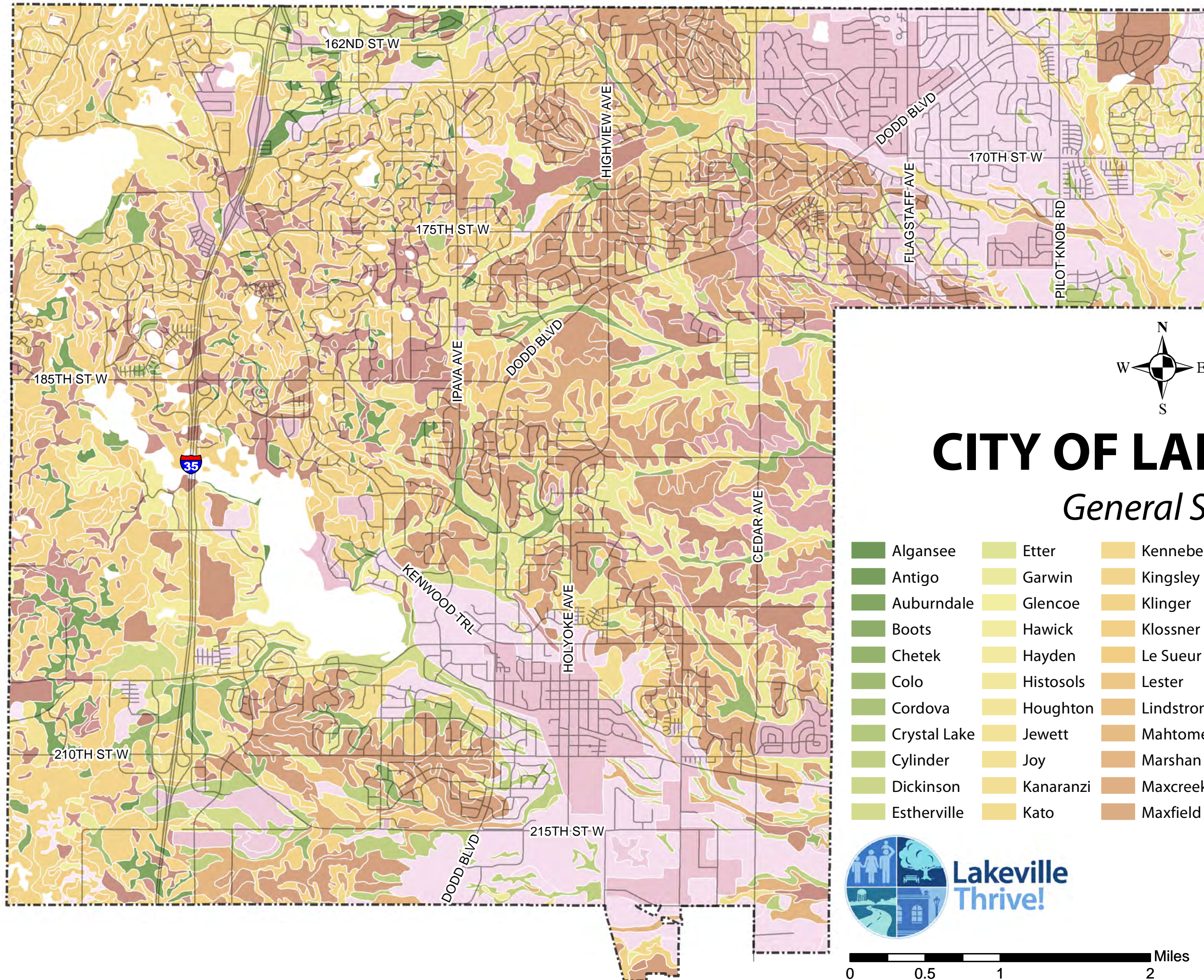
-  Flood Elevations Cross-Sections
-  Flood Hazard Boundaries
-  Old Flood Zone Boundary
- 100yr Flood Hazard Zones**
- FLOODWAY**
-  Flood Fringe
-  Floodway
-  500yr Flood Hazard Zones



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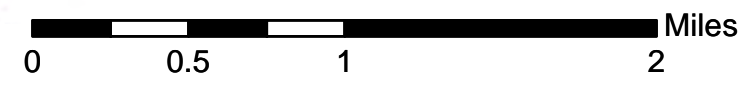




# CITY OF LAKEVILLE

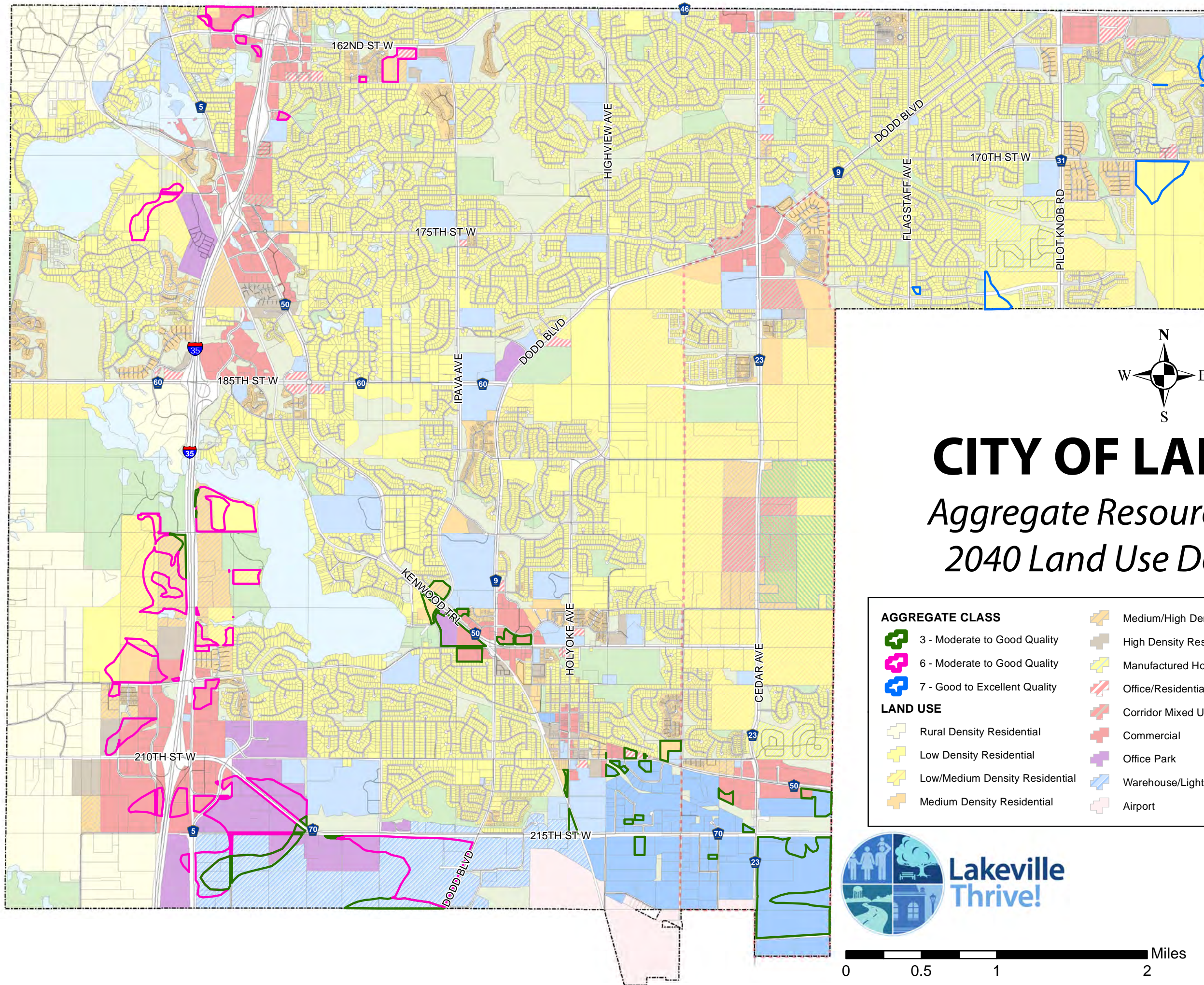
## General Soils

Alganssee	Etter	Kennebec	Mayer	Terril
Antigo	Garwin	Kingsley	Ostrander	Timula
Auburndale	Glencoe	Klinger	Otterholt	Udorthents
Boots	Hawick	Klossner	Pits	Urban land
Chetek	Hayden	Le Sueur	Port Byron	Wadena
Colo	Histosols	Lester	Quam	Waukegan
Cordova	Houghton	Lindstrom	Salida	Webster
Crystal Lake	Jewett	Mahtomedi	Seelyeville	Zumbro
Cylinder	Joy	Marshan	Spencer	
Dickinson	Kanaranzi	Maxcreek	Spillville	
Esterville	Kato	Maxfield	Tallula	



Source: NRCS SSURGO  
Date: 12/31/2018

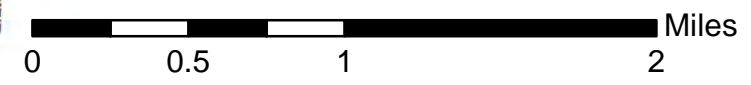




# CITY OF LAKEVILLE

## *Aggregate Resource Areas and 2040 Land Use Designations*

AGGREGATE CLASS		
	3 - Moderate to Good Quality	
	6 - Moderate to Good Quality	
	7 - Good to Excellent Quality	
LAND USE		
	Rural Density Residential	
	Low Density Residential	
	Low/Medium Density Residential	
	Medium Density Residential	
	Medium/High Density Residential	
	High Density Residential	
	Manufactured Housing	
	Office/Residential Transition	
	Corridor Mixed Use	
	Commercial	
	Office Park	
	Warehouse/Light Industrial	
	Airport	
	Industrial	
	Public and Quasi-Public	
	Parks	
	Restricted Development	
	Water	
	Agriculture Preserves	
	Cedar Corridor	



Source: City of Lakeville  
Date: 12/31/2018



Efforts must be made during the development process to verify the soil conditions and the ability of an area to support development to avoid future problems. The City will continue to require soil borings to identify potential areas of poor soils. Where poor soils are identified, appropriate soil correction and/or construction methods will be required to be implemented. New principal buildings will be required to be constructed at least three feet above the known water level. Development proposals must also provide for appropriate erosion control, slope protection and sedimentation protection measures during construction to be approved by the City Engineer.

Aggregate deposits have been identified by the Metropolitan Council as a regional resource to be protected for extraction in support of anticipated regional growth. The Minnesota DNR has mapped a generalized inventory of sand and gravel deposits within the Twin Cities Metropolitan Area. The map illustrates scattered deposits within Lakeville with larger concentrations in the northeast and southwest areas of the City. While a number of gravel pits have existed within the City, only one is currently active. This active gravel mining operation is located in southeast quadrant of I-36 and 185<sup>th</sup> Street (CSAH 60) adjacent to Lake Marion. The interim use permit governing the mining operation will expire in 2021 at which time the area is anticipated to be reclaimed for development.

Extraction of sand and gravel deposits must be regulated in a manner so as to be compatible with existing and planned development of the surrounding area. The intent of such regulations is to allow for the use without negatively impacting the natural environment or City infrastructure. New gravel mining operations will be limited to an interim use in areas designated as MUSA Expansion Areas, Urban Reserve, or Permanent Rural on the MUSA Staging Plan map so as not to interfere with planned urban growth. The City will also continue to regulate gravel mining through the Extraction and Mining Ordinance included within the City Code. The City utilizes this ordinance to evaluate gravel mining plans and operations in issuing an annual license. These regulations allow the City to proactively mitigate potential land use compatibility issues and negative impacts during the operation. A plan for reclamation of the gravel mine and future land use is also required for approval of a license to ensure that the ultimate plan for the parcel is

### **Vegetation**

There is a diversity of natural vegetation in Lakeville, including woodlands, Oaks savannahs, prairie and wetlands. These areas are a valuable aesthetic and natural resource that the community wishes to be preserved in conjunction with continued growth. New development also creates potential to add to the existing vegetation in Lakeville through continued implementation of the landscaping requirements established by the Zoning Ordinance, Subdivision Ordinance and Corridor and Gateway Design Guidelines.

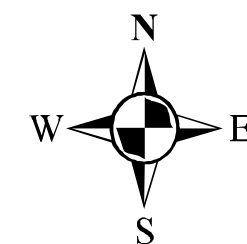
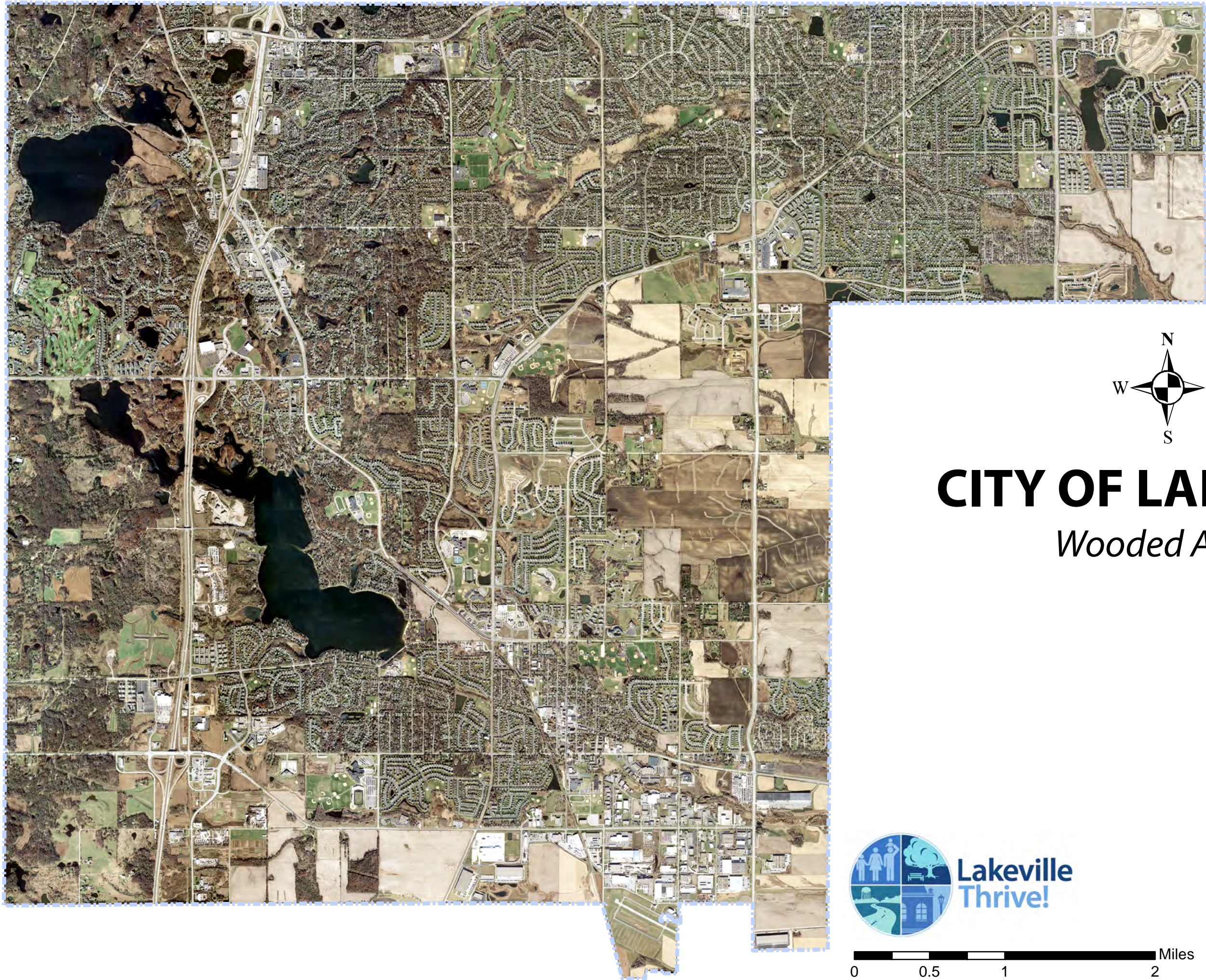
The City has zoned for large lot subdivision and development clustering in areas of the City having significant tree cover in an effort to minimize the removal of existing trees or large stands of trees. Lakeville has also adopted tree preservation requirements as part of its Zoning Ordinance and Subdivision Ordinance to protect existing trees and provide for replacement of lost trees for both subdivision and individual lot development. The structure of the tree preservation requirements encourages street layouts, lot configurations and building pad locations to minimize tree removal. Tree preservation is evaluated as part of the development review process but is mainly a voluntary effort. City officials have stated a need to review the City's tree preservation standard to more proactively protect existing vegetation in remaining rural areas of Lakeville in anticipation of future development. The 2015 Parks, Trails, and Open Space Plan promotes preservation of significant vegetation through designation of conservation areas identified for acquisition and development of greenway corridors.

### **Noise**

Urban development is accompanied by increasing noise levels from increasing traffic and general activity that can impact the community. These potential impacts must be anticipated during the development process to avoid future issues by providing proper transition between noise generators and uses sensitive to noise impacts. Lakeville requires the use of landscaping and site design to aesthetically and physically separate different types of land uses and to provide protection from noise along major roadways. The City will consider development of more specific buffer yard standards to define the extent of the landscaping between land uses of different intensities to ensure appropriate screening as part of a Zoning Ordinance. These regulations would be similar in application to the existing residential buffer yard standards established to require additional lot depth, increase principal building setbacks and specific landscape requirements for residential subdivisions abutting major collector and arterial streets within Lakeville. Required buffer yard measures and proper land use planning of locating higher intensity land uses adjacent to major roadways to transition to low density residential neighborhoods will be the primary form of noise mitigation opposed to construction of sound walls.

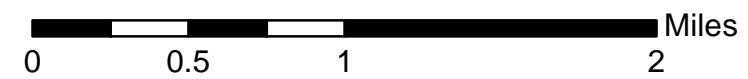
### **Light Pollution**

On-going development within Lakeville is accompanied by additional light sources intended to illuminate streets, intersections, yards, parks, parking lots, business signs, etc. The growing number of light sources within the City results in increased light being directed or reflected skyward that can obscure the dark sky. To ensure appropriate levels of night time illumination that are controlled in intensity and direction to preserve the dark sky, the City has implemented exterior lighting performance standards for new developments and redevelopment of existing uses within Lakeville as part of the Zoning Ordinance. These standards address basic lighting issues such as glare cast to a public right-of-way or adjacent residential properties.



# CITY OF LAKEVILLE

*Wooded Areas*



Source: Dakota County GIS  
Date: 12/31/2018



**Alternative Energy**

Adequate access to sunlight for all properties in Lakeville is a priority not only for potential solar energy systems, but for aesthetic reasons as well. Solar access protection is provided for in Lakeville by the uniform implementation of lot and building performance standards adopted as part of the Zoning Ordinance. Requirements such as maximum building height and yard setback standards are implemented for the purpose of creating separation between structures and allowing equal sunlight access such that a property is not in the shadow of an adjacent building.

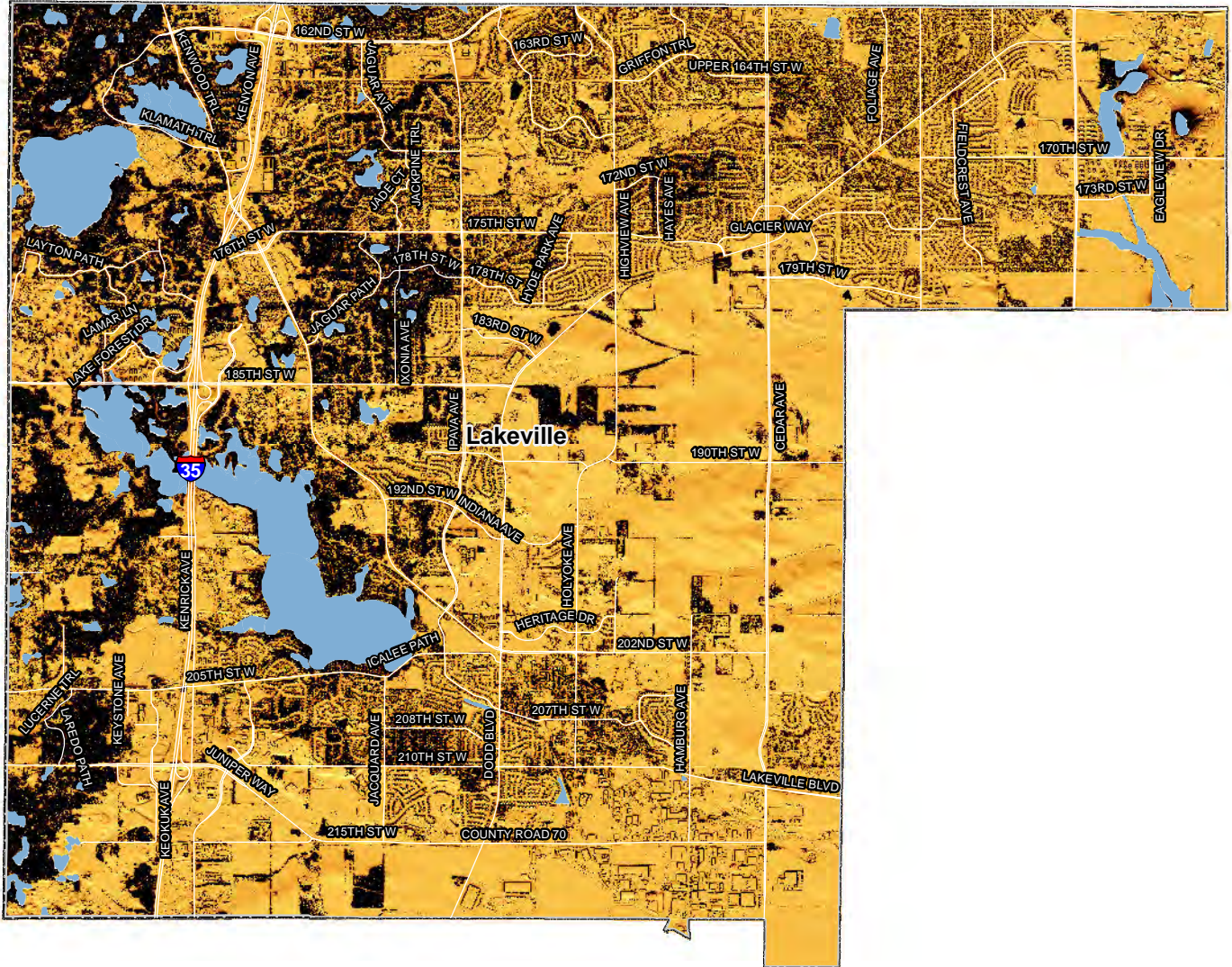
The City adopted regulations for solar energy systems as part of the Zoning Ordinance in 2010. Solar energy systems are allowed as a permitted accessory use within all zoning districts to encourage their use for natural resource conservation. Solar energy systems mounted on a principal building are limited only by the height of the principal building. Ground mounted systems are regulated as accessory structures subject to location, setback, area as well as height.

The Zoning Ordinance also makes allowance for Wind Energy Conversion Systems, and ground source heat pump systems. These alternative energy systems are also allowed as permitted accessory uses subject to the performance standards of the applicable zoning district. The Zoning Ordinance also allows for WECSs that exceed the height limit of the zoning district in which they are located to allow for the system to have clearance above the tree canopy for maximum efficiency.

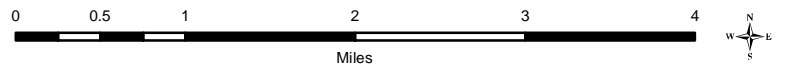
The City participates in the MN GreenStep Cities and may consider enrollment in the U.S. Department of Energy SolSmart Program, and Xcel Energy's Partners in Energy Program and Community Energy Profile Report for alternative energy planning, technical, and policy assistance.



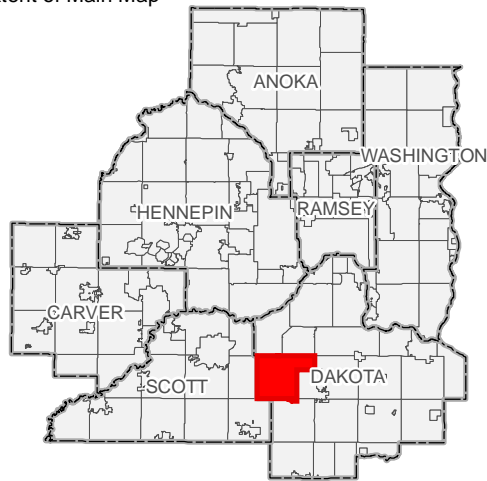
# Gross Solar Potential City of Lakeville, Dakota County



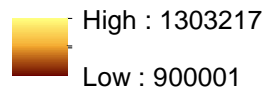
12/20/2016







Extent of Main Map



### Gross Solar Potential (Watt-hours per Year)



-  Solar Potential under 900,000 watt-hours per year
-  County Boundaries
-  City and Township Boundaries
-  Wetlands and Open Water Features

Source: University of Minnesota U-Spatial Statewide Solar Raster.





## **Land Use**

The Land Use chapter of the 2040 Comprehensive Land Use Plan update provides a framework to guide future growth and development with supporting infrastructure improvements in Lakeville.

The Land Use chapter is based upon previous community comprehensive planning efforts and the Issues Identification, Social Profile and Goals and Policies chapters of the 2040 Comprehensive Land Use Plan update. Outlined herein is a narrative and graphic description of anticipated development to occur in Lakeville through 2040. The text of the 2040 Land Use Plan provides the background and rationale for land use designations shown on the 2040 Land Use Plan map to serve as a community education and decision-making tool to improve the understanding of how continued growth in Lakeville is to occur.

The primary emphasis of the 2040 Land Use Plan is new development of residential, commercial, office, and industrial uses. This emphasis is consistent with Lakeville's designation as a Suburban Edge community under the Metropolitan Council's Thrive MSP 2040 regional plan and the anticipated population, household, and employment growth that is to occur. As Lakeville continues to mature towards a fully developed community, more attention must also be directed towards maintenance, rehabilitation, and redevelopment of existing developed areas of the community. The 2040 Land Use Plan is to be considered in relation to the infrastructure, facilities and system plans needed to support the designated land uses.

### **Growth Management**

An important tool for Lakeville in managing the growth that is occurring within the community has been the Strategic Growth Management Plan. The Strategic Growth Management Plan initially adopted in 1995 ensures that new development is accompanied by necessary supporting infrastructure and facilities. Continued implementation of Lakeville's established growth management goals and policies will be a foundation of the 2040 Land Use Plan in response to both regional and local issues.

Generally, Lakeville will encourage a rate of development and variety of land uses to expand and diversify the community's tax base and maintain a favorable financial condition. Lakeville recognizes the interrelation between continued residential growth and economic development being critical for the success of residential, commercial, and industrial land uses. To this end, the City will give a high priority to allocation of resources to sustain existing businesses and industry and also attracting new opportunities. At the same time, guidance will be provided regarding the type, location, and rate of residential growth to maintain an average addition of up to 550 new

single-family dwelling units per year so as not to overburden the City's service capacity and infrastructure. All new development will be encouraged to follow an orderly pattern of development capitalizing on existing infrastructure to avoid premature investment in additional utilities and services. Furthermore, Lakeville encourages high quality architecture and building construction to promote a positive community aesthetic and long-term durability.

As part of the Twin Cities Metropolitan Area, Lakeville must coordinate its growth management and comprehensive planning efforts with other government jurisdictions and agencies to realize both regional and local objectives. Growth in Lakeville must occur at a rate that can be accommodated not only by quality local services, but regional infrastructure including that which is provided by neighboring cities and townships, three school districts, Dakota County, Dakota County CDA, Metropolitan Council, and the State of Minnesota. The following criteria will be used in allowing for development of the land uses guided by the 2040 Land Use Plan only when a proposer demonstrates that the use will be accompanied by necessary local and regional infrastructure and services:

1. A proposed development shall be consistent with the goals, policies, and recommendations of the Comprehensive Land Use Plan and follow planned public improvement corridors or constitute an infilling of development.
2. A proposed development shall have adequate waste disposal systems if within the MUSA there is adequate sewer capacity in the present system to support the proposed development if constructed to its maximum permissible density.
3. A proposed development shall have an adequate water supply if there are sources of water to serve the proposed development if constructed to its maximum permissible density without causing an unreasonable depreciation of existing water supplies for surrounding areas.
4. A proposed development shall provide for storm water management and surface or subsurface water retention and runoff such that it does not constitute a danger to the security of structures within the proposed development, the proposed development will not result in pollution of water sources from erosion or will not cause irreparable damage from erosion.
5. A proposed development shall have adequate transportation capacity and access to serve the development including arterial, collector and local streets so as not to create a hazard to public safety and general welfare, not aggravate an already hazardous condition and that traffic volumes generated by the proposed development would not create unreasonable congestion or unsafe conditions.

6. A proposed development shall have necessary public service capacity, parks, trails and recreational facilities, police protection, fire protection and other public facilities and services.

### **MUSA Staging Plan**

Future urban growth in Lakeville will be directly related to the supply of buildable land and utility service availability. Sewer is a regional infrastructure regulated by the Metropolitan Council, which is responsible for designation of Municipal Urban Service Areas (MUSA) to which service may be provided. Consistent with its designation as a Suburban Edge community by Thrive MSP 2040 and anticipated growth forecasts, most of Lakeville is included within the 2040 MUSA.

The 1998 Lakeville Comprehensive Plan established MUSA staging areas as a means of managing the rate and location of development while maintaining an adequate land supply. Staging of MUSA expansion in Lakeville is intended to promote infill development of the existing MUSA and MUSA expansion in a contiguous pattern of development to maximize utilization of in-place utility and transportation infrastructure. The designated MUSA expansion areas generally follow sewer district boundaries established by the Sanitary Sewer Plan. The MUSA Staging Plan map has been reviewed as part of the 2040 Comprehensive Land Use Plan. The 2040 MUSA Staging Plan includes MUSA, MUSA Expansion Area A, MUSA Expansion Area B, Urban Reserve and Rural Service Area designations described as follows:

- **MUSA.** The MUSA are areas where sanitary sewer (and water utilities) are currently available to serve development guided by the 2040 Land Use Plan.
- **MUSA Expansion Area A.** Land within MUSA Expansion Area A were identified as requiring extension of trunk sewer (or water) more than one-quarter mile as part of the 2010 MUSA Serviceability Study. These parcels are designated as MUSA Expansion Area A to indicate that development as guided by the 2040 Land Use Plan will be allowed prior to 2028 provided that the following criteria are met:
  1. The proposed development is consistent with the 2040 Land Use Plan and compatible with present and future land uses within the area as guided by the 2040 Land Use Plan.
  2. Public sewer and water utilities are in place adjacent to the property with adequate downstream capacity to serve the proposed land use.
  3. Development of the proposed land use will not unduly burden the City or adjacent properties due to development related costs or long-term maintenance, such as trunk oversizing and/or regional ponding credits, collector roadway financing, and park development.

4. Development of the property provides for or includes a public purpose such as major street connections, regional stormwater basins or facilities, community park and recreation facilities or other City needs.
- **MUSA Expansion Area B.** Land within MUSA Expansion Area B includes properties where utility or transportation infrastructure is not expected to be available before 2028 to support land uses based on land absorption for estimated growth and anticipated patterns of development. The City may revisit the timing for expanding the MUSA into MUSA Expansion Area B if the rate of land absorption is greater than forecasts artificially constraining the amount of land available for development and funding is committed for investments have been made in utility and transportation required to support the land uses guided by the 2040 Land Use Plan. The timing and boundaries of any MUSA expansion will require detailed engineering studies to determine the extent of improvements required for extension of utilities and staging of construction. Expansion of the MUSA will occur only when such action is consistent with goals, policies and plans of the 2040 Comprehensive Plan and the Capital Improvement Plan.
  - **Agriculture Preserves.** The Agriculture Preserves program is established by Minnesota Statutes 473.H to provide a means to protect long-term agriculture operations within the Twin Cities Metropolitan Area from encroachment by urban development by limiting the City's ability to zone, assess, value, or take property.

There are approximately 200 acres of land located east of Cedar Avenue where property owners have voluntarily enrolled in the Agriculture Preserves program. An owner may withdraw a property from the Agriculture Preserves program but doing so requires an eight-year waiting period before any change in land use can occur.

In accordance with Minnesota Statutes 473H.17, the allowed density of properties enrolled in Agriculture Preserves shall be limited to 1 dwelling unit per 40 acres. As long as the properties remain within the Agriculture Preserves program, the properties will not be considered to be within the MUSA. Termination of the Agriculture Preserves enrollment by the property owner will trigger the property being added to the MUSA effective eight years from the date the enrollment was terminated. The 2040 Land Use Plan will guide future development of these properties for development consistent with the City's planned land absorption and land use goals and policies.

- **Urban Reserve.** The Urban Reserve area is designated over that portion of Lakeville west of I-35 south of 185<sup>th</sup> (CSAH 60) not included within the MUSA or MUSA Expansion Area. This area was previously designated as a permanent rural area as a transition to unincorporated areas to the west and south. Development within Lakeville by 2040 may be reaching saturation creating pressure for urban development. Given the proximity of the area to improved transportation and the ability to extend trunk sewer and water

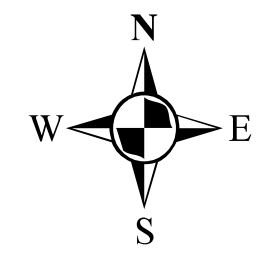
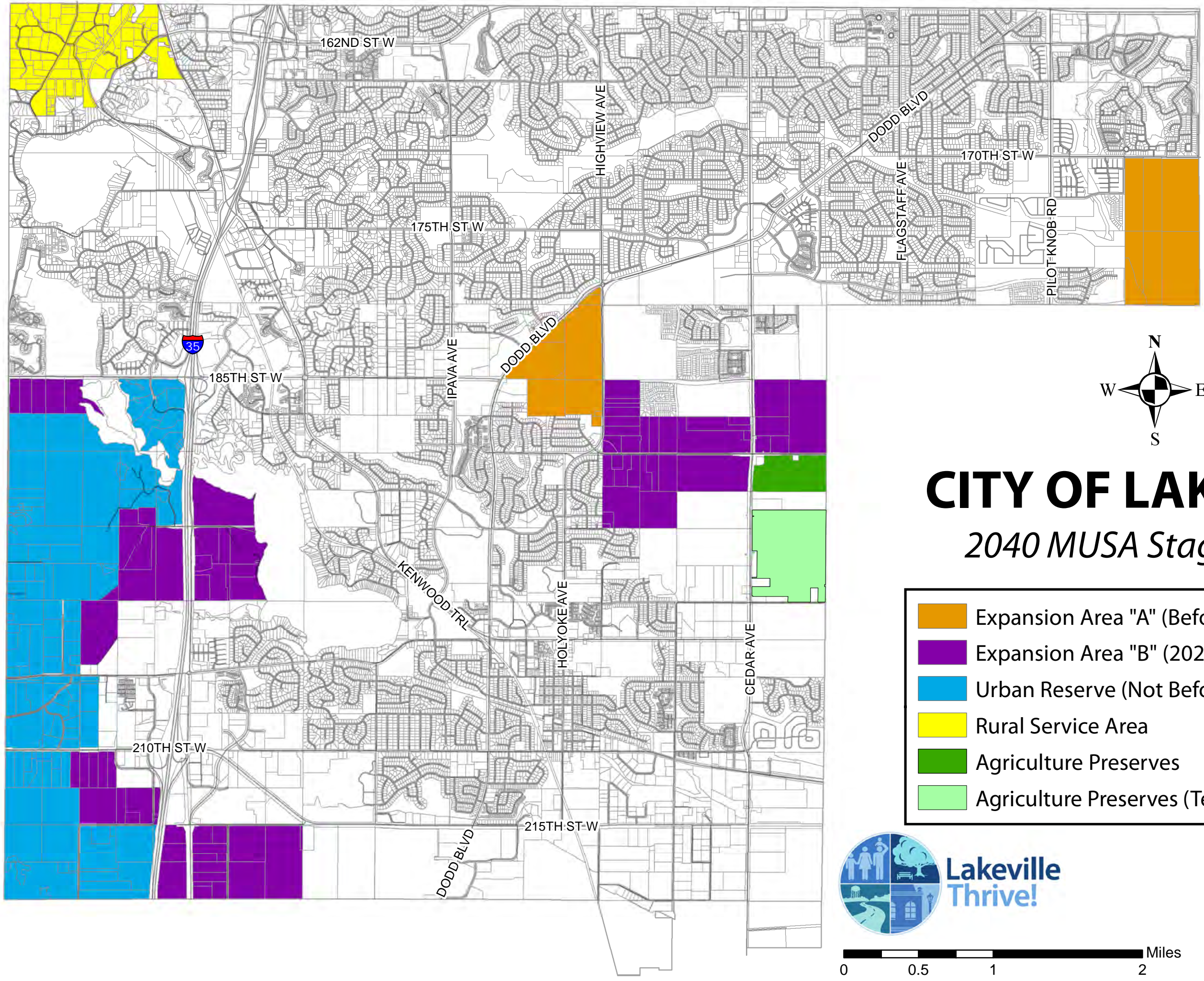
utilities, designation of the Urban Reserve Area anticipates future development. Decisions on land uses to be guided within the Urban Reserve will be deferred for future comprehensive plan updates so that decisions about future land use will accurately reflect community priorities and market considerations.

- Rural Service Area.** The Rural Service Area is designated for the area of northwest Lakeville that developed as Orchard Gardens with large lots and rural on-site septic systems and well utilities. Input from residents of the area during this and prior comprehensive planning processes have provided a strong indication that the existing character of the area is to be preserved into the future. The City will only consider the need to extend utilities into the area and allow for more intensive urban uses based on environmental need.

City of Lakeville MUSA / MUSA Expansion Areas		
Area	Acres	Percent
MUSA	20,187.7	82.8%
MUSA Expansion Area A	536.1	2.2%
MUSA Expansion Area B	1,483.0	6.1%
Agriculture Preserves	248.8	1.0%
Urban Reserve	1,573.0	6.4%
Rural Service Area	360.4	1.5%
TOTAL	24,389.0	100.0%
Source: City of Lakeville		

The 2040 Land Use Plan illustrates the anticipated pattern of development that is to occur over time. As an interim land use strategy, development will be restricted to rural uses within the designated MUSA Expansion Areas, Urban Reserve, and Rural Service Area. The Zoning Ordinance includes the RAO, Rural/Agricultural Overlay District to clearly define allowed uses in areas of Lakeville outside of the MUSA. The uses allowed and lot requirements within the RAO District are intended to avoid development that would result in future conflicts with MUSA expansion and urban development guided by the 2040 Land Use Plan. Simultaneously, the RAO District serves to limit the need for expansion of urban infrastructure or increased demands for urban services in rural areas.

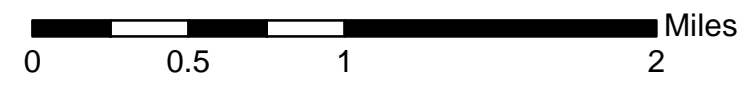




# CITY OF LAKEVILLE

## 2040 MUSA Staging Plan

- Expansion Area "A" (Before 2028)
- Expansion Area "B" (2029-2038)
- Urban Reserve (Not Before 2038)
- Rural Service Area
- Agriculture Preserves
- Agriculture Preserves (Terminating in 2020)



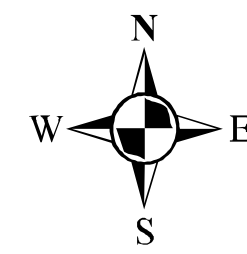
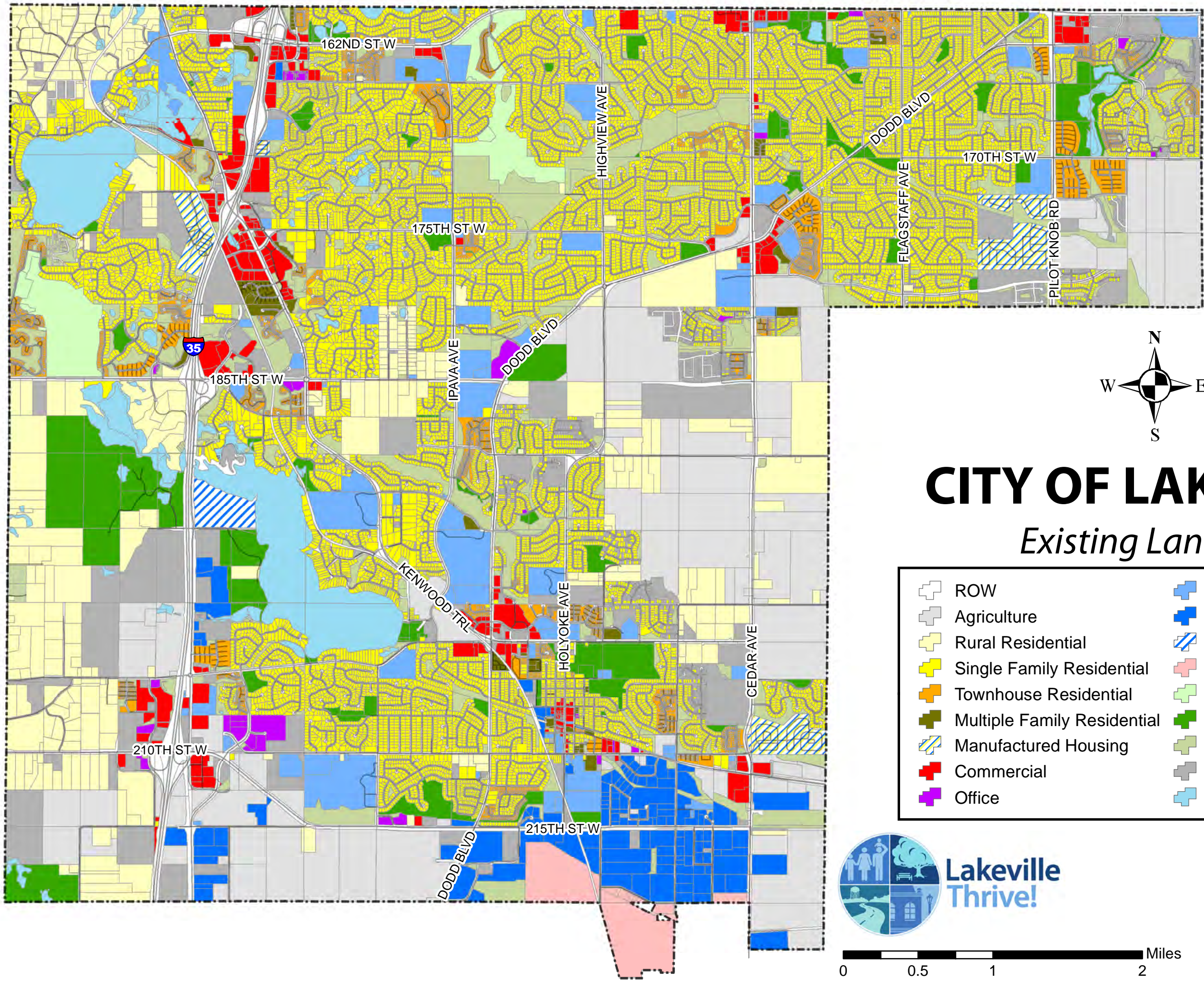


## Existing Land Use

Existing land patterns in Lakeville are generally reflective of MUSA boundaries and implementation of sewer staging plans over time. The primary urban land use in the community is single family residential dwellings. Development of retail, service, and office commercial uses and industrial businesses has increased in recent years following continued residential growth that has expanded local market and employment potential. Maintaining balance between the rate of residential growth needed to support the community's economic development goals is one of the primary objectives of Lakeville's growth management policies. The City this decade has also experienced increased demand for multiple family housing development consisting of both senior housing and market rate dwellings this decade that has expanded housing options within the community.

City of Lakeville 2018 Existing Land Use		
Land Use	Acres	Percent
Agriculture	2,972.0	12.2%
Rural Residential	2,416.0	9.9%
Single Family Residential	5,844.4	24.0%
Townhouse Residential	743.0	3.0%
Multiple Family Residential	105.6	0.4%
Manufactured Housing	252.8	1.0%
Commercial	521.3	2.1%
Office	108.5	0.4%
Public and Quasi-Public	1001.9	4.1%
Industrial	772.2	3.2%
Gravel Mining	65.1	0.3%
Airport	253.2	1.0%
Golf Course	339.9	1.4%
Parks	1,086.8	4.5%
Restricted Development	1798.5	7.4%
Water	1,062.2	4.4%
Right-of-Way	3,299.2	13.5%
Undeveloped	1,746.4	7.2%
<b>TOTAL</b>	<b>24,389.0</b>	<b>100.0%</b>
Source: City of Lakeville		

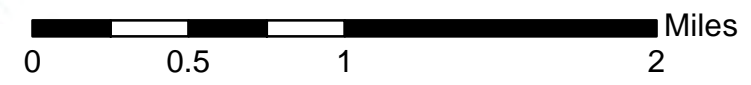




# CITY OF LAKEVILLE

## *Existing Land Use*

ROW	Public and Quasi-Public
Agriculture	Industrial
Rural Residential	Gravel Mining
Single Family Residential	Airport
Townhouse Residential	Golf Course
Multiple Family Residential	Parks
Manufactured Housing	Restricted Development
Commercial	Undeveloped
Office	Water



Source: City of Lakeville  
Date: 12/31/2018



## 2040 Land Use

The 2040 Land Use Plan is both narrative text and a graphic illustration of anticipated land uses to occur in Lakeville by 2040 in consideration of forecasted population, household, and employment growth, the MUSA Staging Plan, and provision of necessary supporting infrastructure and services. The 2040 Land Use Plan is intended to serve as a guide to residents, business owners, property owners, and developers in planning for potential developments. City officials will utilize the 2040 Land Use Plan in responding to development requests and evaluating how they relate to the community's vision for Lakeville. In the sections that follow, specific categories of rural, residential, commercial, office, industrial, mixed uses, public and quasi-public land uses, as well as areas of restricted development, are described and depicted graphically.

### Land Use Concept

The 2040 Land Use Plan for Lakeville is based upon the following concepts:

- **Focus on Community Identity.** In order to enhance the identity of Lakeville, it is essential that efforts continue towards establishing a sense of community. As the basic character of Lakeville's urban area is that of a residential community, individual neighborhoods should be maintained as a fundamental basis for community identity. Each neighborhood should have a cohesive identity and connection within the area focused on a landmark such as a neighborhood park or open space, neighborhood commercial area or schools and churches, as well as maintaining connections to adjoining neighborhoods and the entire City through compatible land use arrangements and convenient access to streets, sidewalks, trails and greenways for transportation.

The City has developed a Community Corridor and Gateway Design Study, which is a study of major transportation corridors and entry points into Lakeville. The focus of the study is recommendations as to the desired visual character of primary corridors and gateways in Lakeville to plan for their future development consistent with the community's urban design objectives. Implementation of the Community Corridor and Gateway Design Study promotes the community's identity by maintaining a positive aesthetic image along key community corridors and entry points that will distinguish Lakeville from other communities.

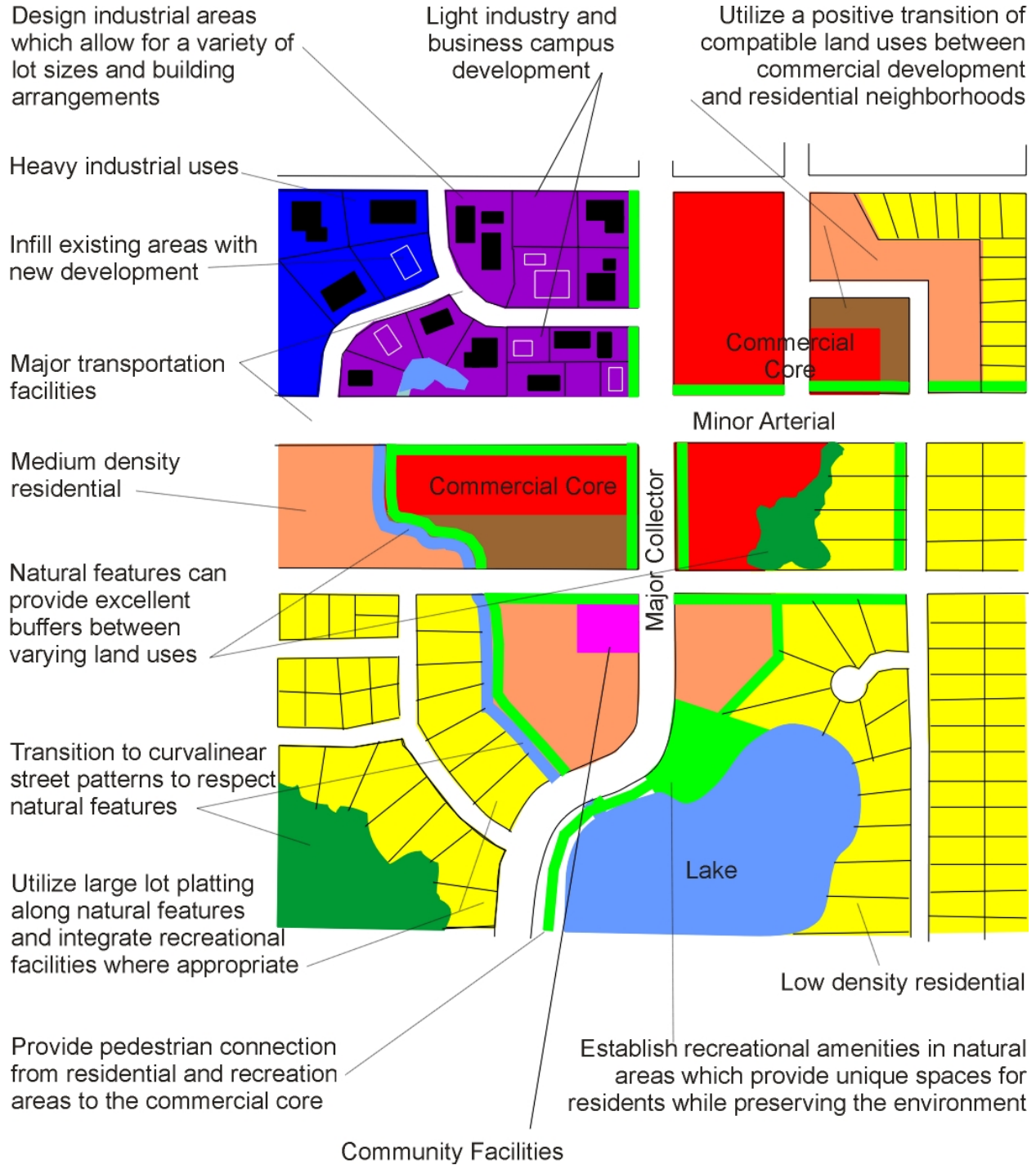
- **Neighborhood Foundation.** Ongoing residential development in Lakeville emphasizes quality development and amenities required to insure a high standard of living. A first step in creating desirable residential development is the establishment of a preferred development format. Residential development in the form of curvilinear design is preferred as this type of design increases privacy and safety within neighborhoods. Curvilinear development patterns are based on a fundamental consideration for natural and man-made barriers. These barriers organize neighborhoods and minimize through

traffic. Overall neighborhood orientation is to be considered in terms of amenities and services as a focus for neighborhood activity. To this end, park land and open spaces within neighborhoods are often the primary focus.

In that Lakeville's neighborhoods develop as units, interconnectivity between these neighborhoods is critical to create a larger sense of community. Interconnected neighborhoods are also critical for improved emergency and service access and disbursement of neighborhood traffic to collector or arterial streets. Planning for the community should recognize and attempt to enhance its activity centers. The commercial centers and public service facilities within the City should remain easily accessible to all residential neighborhoods and project a unified image and standard of quality. Individual components should be so arranged as to create functional and complementary relationships.

- **Land Use Compatibility.** The intensity of land uses should decrease as one moves away from an activity center, which may be applied specifically to the segments of I-35 and other arterial roadways in Lakeville. The high traffic volumes and visibility associated with these roadways make or will make the areas adjacent to the corridors significant activity generators and locations appropriate for commercial uses and higher density forms of housing. Medium and high-density land uses also allow a land use transition to take place between the major transportation corridors or higher intensity commercial and industrial uses and lower intensity residential uses that form the second tier of development. Intensive buffering of residential uses from adjacent commercial and industrial uses can also be accomplished through proper site design, building orientation, access locations, screening and landscaping. The proximity of residential uses to major transportation corridors must be developed without the need or expectation for public investment in sound walls.
  
- **Sustainability.** Lakeville is committed to the implementation of best management practices to promote sustainable development that considers social, economic, and physical effects of land use. Planning for sustainable development provides for efficient utilization of resources to minimize demand on public facilities and ensure rational service delivery costs. Sustainability in terms of development in Lakeville is defined as meeting the needs to existing and forecast populations in a manner that future generations experience the same quality of life and levels of service within the community.

**Land Use Concept**





- **Active Retail Service Centers.** To promote vital, dynamic business districts within Lakeville, commercial land uses are to be clustered in central locations within the community accessible from major transportation corridors and individual neighborhoods. These clusters of commercial developments are intended to provide for a full range of retail, service and office businesses that will draw patrons from regional and local markets through accumulative attraction and opportunities for business interchange. As a means of in place market support for commercial activity, and providing alternative housing types, medium and high density residential development should surround these primary commercial service nodes. Requiring a high standard of building architecture, site design and implementation of low impact development techniques within commercial areas is a significant element of Lakeville's desired community identity.
- **Local Employment Opportunities and Tax Base.** Through its past planning efforts, Lakeville has had the foresight to recognize the I-35 corridor as an opportunity for the location of future commercial or industrial uses that will serve as a focal point for individual neighborhoods, contribute to a strong community tax base and create employment opportunities. Opportunities for continued commercial and industrial development, particularly of office and office-warehouse type uses continue to grow given planned improvements to the existing interchanges at I-35 and CSAH 50 and at I-35 and CSAH 70.
- **Crime Prevention.** New development and redevelopment of existing properties will be encouraged to incorporate the principles of Crime Prevention through Environmental Design (CPTED). The City's development requirements and the efforts of homeowners, property owners and builders will utilize the following strategies to reduce crime incidences and maintain the quality of life in Lakeville:
  1. **Natural Surveillance.** A design concept directed primarily at keeping intruders easily observable. Promoted by features that maximize visibility of people, parking areas and building entrances: doors and windows that look out onto streets and parking areas; pedestrian-friendly sidewalks and streets; front porches; adequate nighttime lighting.
  2. **Territorial Reinforcement.** Physical design can create or extend a sphere of influence. Users then develop a sense of territorial control while potential offenders, perceiving this control, are discouraged. Promoted by features that define property lines and distinguish private spaces from public spaces using landscape plantings, pavement designs, gateway treatments, and "CPTED" fences.

3. Natural Access Control. A design concept directed primarily at decreasing crime opportunity by denying access to crime targets and creating in offenders a perception of risk. Gained by designing streets, sidewalks, building entrances and neighborhood gateways to clearly indicate public routes and discouraging access to private areas with structural elements.
4. Target Hardening. Accomplished by features that prohibit entry or access: window locks, dead bolts for doors, interior door hinges.

*Source: National Crime Prevention Council*

### **Rural Land Use**

Rural land uses are anticipated to continue in Lakeville as an interim use within the MUSA Expansion areas Urban Reserve Area designated on the MUSA Staging Plan map to which sanitary sewer utilities are not currently available. Rural uses include rural residential, agricultural uses and existing scattered site commercial or industrial businesses. As an interim land use, only those uses and development that will maintain rural character and not interfere with future urban expansion will be allowed in designated rural areas and will not cause a premature need for extension of utilities. The primary objectives of the community for rural areas are the preservation of productive land for continued agricultural use and protection of open space or environmentally sensitive areas from premature encroachment by urban development.

Active farming operations exist in the eastern and southern areas of Lakeville. Continuation of these agricultural activities represents an important interim land use within the City. Agricultural uses are allowed as permitted uses within the rural zoning districts included as part of the Zoning Ordinance. As part of the 2002 Zoning Ordinance update, Lakeville adopted performance standards applicable to contemporary feedlot operations regarding the housing of farm animals, handling of manure and setbacks required from other land uses. Although new feedlot operations are prohibited, these performance standards are intended to allow existing agricultural uses the opportunity to remain viable until such time as urban expansion occurs.

Parcels enrolled in the Agriculture Preserve program in accordance with Minnesota Statutes 473.H are shown with an overlay designation on the 2040 Land Use Plan. This designation limits development density of these parcels to 1 dwelling unit per 40 acres as required by the Agriculture Preserves programs. The 2040 Land Use Plan also guides these parcels for future urban development upon termination of the Agriculture Preserves program by the property owner.

There is increased interest in local food source options being integral to a sustainable community. Rural areas of Lakeville provide opportunity for small scale local food producers that serve the community and surrounding areas. The City has also created opportunity for development of

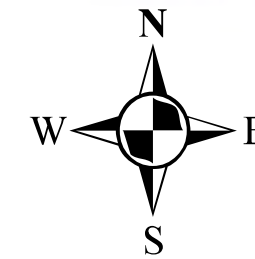
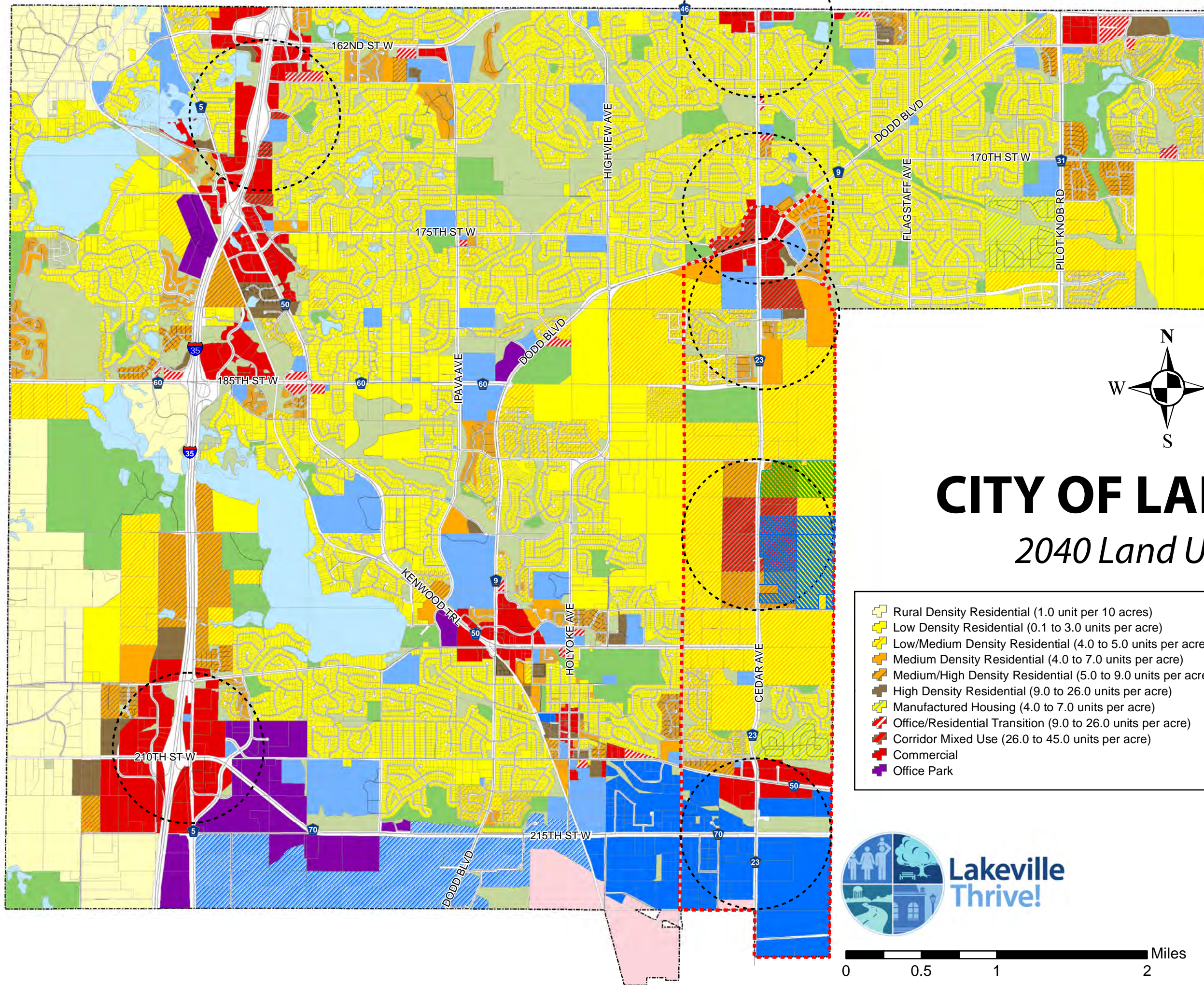
common gardens within the greenspace available on industrial sites to encourage local food production.

Rural residential land uses are a unique housing opportunity within the community. Development of additional rural residential uses will be allowed within the designated Urban Reserve and Rural Service Area at a density of one dwelling unit per 10 acres provided that the proposed lot has proper soils to accommodate both on site sewer and well systems in accordance with the Zoning Ordinance and City Code. This type of rural subdivision will allow opportunities for large lot and hobby farm uses.

There are scattered commercial and industrial uses within the rural service areas of Lakeville. Some of these uses exist as legal non-conforming uses. These uses are regulated by the Zoning Ordinance and are allowed to continue in the same size and manner as when originally established, but these uses cannot be expanded. For existing commercial and industrial uses located in the rural service areas that are properly zoned, the 2040 Land Use Plan will recognize these as long term uses to be continued. Future expansion of existing uses or new development of commercial and industrial uses in rural areas of Lakeville will be allowed conditionally under the RAO District established by the Zoning Ordinance based on consistency of the proposed use with the 2040 Comprehensive Plan, compatibility with existing and planned land uses in the area and impacts to public service infrastructure and services.

Sand and gravel deposits are recognized as an important regional resource to be utilized in support of future urban development within the Twin Cities Metropolitan Area. Gravel mine operations are to be limited to designated MUSA Expansion Areas and the Urban Reserve on the MUSA Staging Plan map so as not to interfere with planned urban growth. Proposals for new gravel operations will be evaluated based on criteria related to consistency of the proposed use with the 2040 Comprehensive Plan, compatibility with existing and planned land uses in the area, and impacts to the natural environment, public infrastructure, and services. A plan for reclamation of the gravel mines and future land use is also required for approval of a license under the Excavation and Mining Ordinance of the City Code to ensure that the ultimate plan for the parcel is consistent with the 2040 Comprehensive Plan.

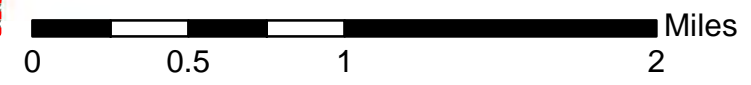




# CITY OF LAKEVILLE

## 2040 Land Use Plan

- |   |  |
|---|--|
| Rural Density Residential (1.0 unit per 10 acres)           | Warehouse/Light Industrial               |
| Low Density Residential (0.1 to 3.0 units per acre)         | Airport                                  |
| Low/Medium Density Residential (4.0 to 5.0 units per acre)  | Industrial                               |
| Medium Density Residential (4.0 to 7.0 units per acre)      | Public and Quasi-Public                  |
| Medium/High Density Residential (5.0 to 9.0 units per acre) | Parks                                    |
| High Density Residential (9.0 to 26.0 units per acre)       | Restricted Development                   |
| Manufactured Housing (4.0 to 7.0 units per acre)            | Water                                    |
| Office/Residential Transition (9.0 to 26.0 units per acre)  | Cedar Corridor                           |
| Corridor Mixed Use (26.0 to 45.0 units per acre)            | Agriculture Preserves                    |
| Commercial  | Agriculture Preserves (Expiring in 2020) |
| Office Park   | Transit Development Target Area          |



Source: City of Lakeville  
Date: 12/31/2018



**Residential Land Use**

Residential land uses are the predominate land use in the community consisting primarily of single family dwellings and most housing units within Lakeville are owner occupied. Residential development is guided to occur at a net density of three to five dwelling units per acre within the MUSA. In developing the 2040 Comprehensive Land Use Plan, it is anticipated that the community’s residential land uses will change as the demographics of the region and Lakeville evolve toward a more mature population. This will create more demand for alternatives to traditional single-family dwellings including detached townhomes, twin homes, townhomes, and multiple -family uses. This change is evident in the building permits issued in 2017 for 315 new apartments within three separate developments.

City of Lakeville 2017 Housing Units by Type		
Type	Number	Percent
Single family detached	15,876	71.7%
Twinhomes and townhomes	2,996	13.4%
Multiple family	2,432	11.0%
Manufactured housing	857	3.9%
Other	8	0.0%
TOTAL	22,169	100.0%
Source: US Census (2016), City of Lakeville Building Permit Data (2017)		

City of Lakeville 2016 Housing Units By Tenure		
Tenure	Number	Percent
Owner occupied	17,682	84.9%
Renter occupied	1,122	12.5%
Vacant	533	2.6%
TOTAL	19,337	100.0%
Source: US Census (2016)		

Life Cycle Housing

One of the community values defined by the *Envision Lakeville* visioning plan is to provide housing for individuals and families at all stages of life. Lakeville recognizes that providing life-cycle housing options requires a greater variety of housing choices within the community to serve the life cycle needs of current and future residents. A goal of the community for the 2040 Land Use Plan is to maintain single family neighborhoods as the focus of the community with clustered nodes of alternative housing types and varied residential lot sizes to provide an appropriate range of housing options. Specific emphasis is provided as to opportunities for senior oriented housing and higher density housing at locations in proximity to planned retail and service business locations. The City also allows secondary dwelling units within single family dwellings.

An added component of Lakeville’s future housing needs relates to attainability. Availability of housing options that are financially attainable to a range of people within the community is important to meeting both life cycle housing goals to provide housing options for a diverse population and economic development goals to ensure an adequate employment base to support planned commercial, office, and industrial land uses. Financial attainability is defined broadly based on individual and family circumstances. From a regional perspective, an owner-occupied housing unit is considered to be affordable if it is valued at or below 30 percent of the gross income of a household earning 60 percent of the median family income for the Twin Cities Metropolitan Area. It is important the community recognize the Metropolitan Council’s guidelines defining affordable housing is a threshold and that there are households within the City for which the cost of such housing is not financially attainable.

The median housing value in Lakeville in 2016 is estimated by the US Census as \$260,400 and the median gross rent for non-owner-occupied housing is \$1,224 per month. During the last 10 years, 130 owner occupied housing units and 205 rental housing units have been developed that are attainable at 30 percent of the regional area median income. The map on the following page maps housing values in Lakeville, showing that the most attainable housing in Lakeville is concentrated in older areas of the City surrounding downtown and in north Lakeville. Promoting continued maintenance of existing single-family dwellings, townhouses, multiple family units, and manufactured housing aids in meeting Lakeville’s housing goals. The following tables further describe housing affordability in Lakeville as of 2016.

<b>City of Lakeville Housing Affordability in 2016</b>		
	Dwelling Units	Percentage of Total Dwelling Units
Units affordable to households with income of 30% or less AMI	1,144	5.6%
Units affordable to households with income 31% to 50% AMI	1,402	6.8%
Units affordable to households with income 51% to 80% AMI	7,202	35%
Source: Metropolitan Council		

<b>City of Lakeville Publicly Subsidized Housing in 2016</b>			
Type of Housing	Dwelling Units	Percentage of Publicly Subsidized Units	Percentage of Total Dwelling Units
Senior Housing	115	20.4%	0.6%
Housing for Persons with Disabilities	0	0.0%	0.0%
All other Housing	448	79.6%	2.2%
<b>TOTAL</b>	<b>563</b>	<b>100%</b>	<b>2.8%</b>
Source: Metropolitan Council			

<b>City of Lakeville Housing Cost Burdened Households in 2016</b>		
Household Income	Households	Percentage of Total Households
At or below 30% AMI	888	4.3%
31% to 50% AMI	863	4.2%
51% to 81% AMI	1,248	6.1%
<b>TOTAL</b>	<b>2,999</b>	<b>14.6%</b>
Source: Metropolitan Council		

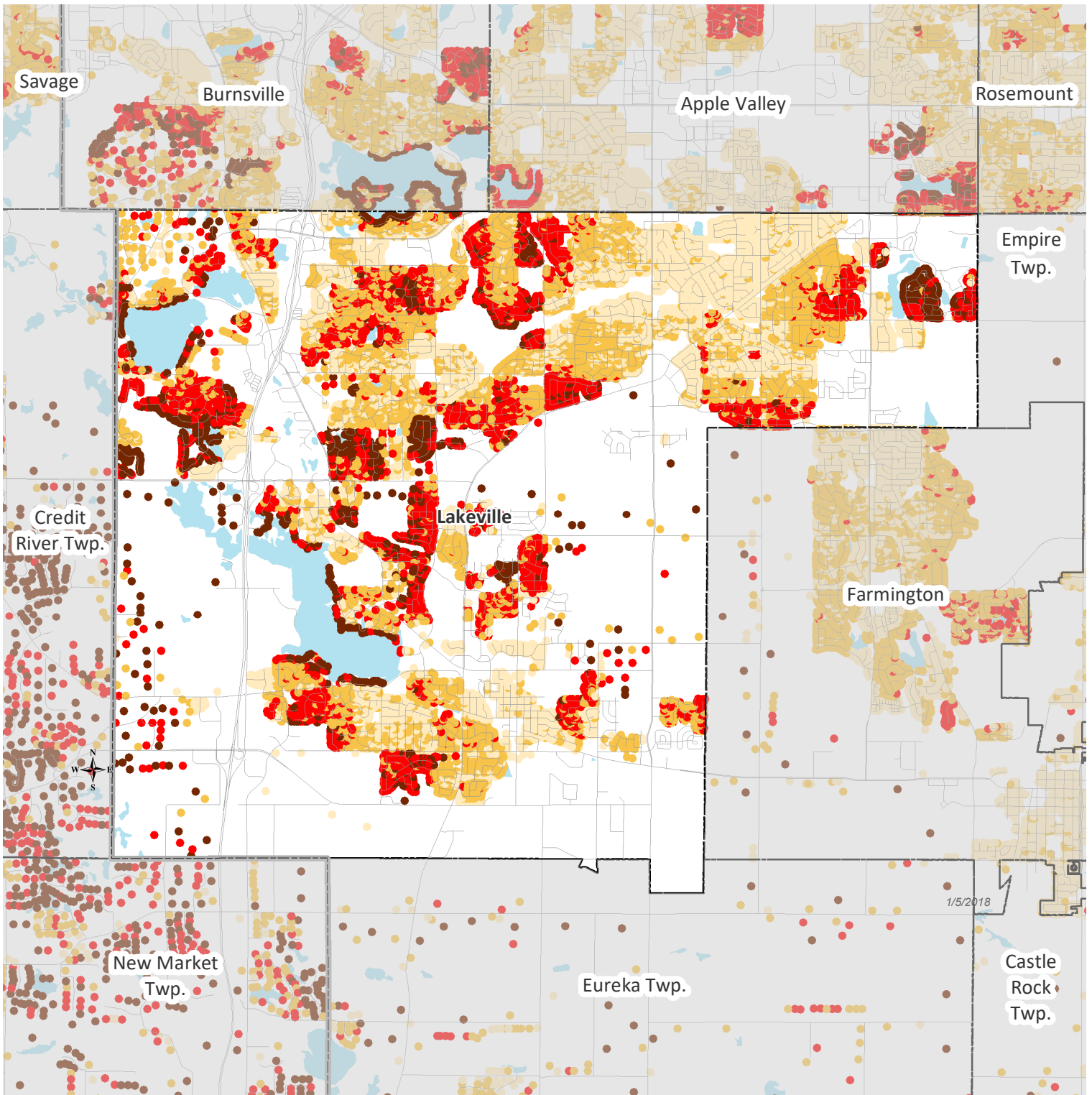
Metropolitan Council’s Thrive MSP 2040 allocates need for the City to provide opportunity for development of an additional 1,414 affordable housing units in Lakeville by 2030 to meet regional needs:





<b>City of Lakeville Thrive MSP 2040 Allocation of Regional Affordable Housing Needs 2021-2030</b>	
At or below 30 AMI	642
From 31 to 50 AMI	474
From 51 to 80 AMI	298
<b>Total Dwelling Units</b>	<b>1,414</b>
AMI = Area Median Income	
Source: Metropolitan Council	

Lakeville will continue participation with the Dakota County Housing CDA as the primary means for addressing Lakeville’s housing goals pertaining to regional affordable dwelling unit need allocations in relation to the diversity of residential land uses guided on the 2040 Land Use Plan.




# Owner-Occupied Housing by Estimated Market Value

## Lakeville



-  County Boundaries
-  City and Township Boundaries
-  Streets
-  Lakes and Rivers

### Owner-Occupied Housing Estimated Market Value, 2016

-  \$243,500 or Less
-  \$243,501 to \$350,000
-  \$350,001 to \$450,000
-  Over \$450,000

1 in = 1.28 miles



Source: MetroGIS Regional Parcel Dataset, 2016 estimated market values for taxes payable in 2017.

Note: Estimated Market Value includes only homesteaded units with a building on the parcel.

Private sector affordable housing developments will also be encouraged recognizing the limitations imposed by market factors and input from developers during the comprehensive plan anticipating continued demand for single family dwellings as the primary form of new housing in Lakeville.

- Designation of undeveloped land for Low-to-Medium, Medium, Medium-to-High, and High Density Residential uses (guided at 5.0 dwelling units per acre or more) create opportunity for construction of new attainable and life cycle housing option alternatives to traditional single-family dwellings.
- Promotion of workforce housing adjacent to planned commercial, office, and industrial land uses to provide an employment base supporting Lakeville’s economic development goals.
- The performance standards established by the Zoning Ordinance for medium and high density residential dwellings include exemptions from minimum building construction, landscaping, and open space standards make development of affordable housing more financially feasible. The City will consider implementation of the recommendation of the 2016 multiple family residential development study to further encourage development of attainable housing at higher densities.
- The option of establishing a PUD District also allows a mechanism for accommodating development with increased density and/or regulatory flexibility that is shown to provide life cycle housing options for persons of all ages consistent with community and regional goals.
- Continued support for investment and maintenance of Lakeville’s existing housing supply.

Housing Maintenance

Maintenance of Lakeville’s existing housing units is increasing in importance as Lakeville continues to mature after significant development started in the 1970s. Maintenance of existing housing is also a key strategy for the community in terms of providing attainable housing options. Older neighborhoods of moderately sized houses often tend to have more attainable values in comparison to new construction. As a developing community, the median age of housing structures in Lakeville is 1994 and more than half of all housing units in Lakeville have been built since 1990.

<b>City of Lakeville Year Housing Structure Built</b>		
Year	Number	Percent
1949 or earlier	528	2.3%
1950 to 1959	379	1.7%
1960 to 1969	1,146	5.1%
1970 to 1979	2,132	9.4%
1980 to 1989	3,783	16.6%
1990 to 1999	5,696	25.1%
2000 to 2009	6,122	27.0%
2010 to 2017	2,904	12.8%
<b>TOTAL</b>	<b>22,690</b>	<b>100.0%</b>
Source: US Census (2016), City of Lakeville Building Permit Data		

Lakeville participates and supports through the allocation of City Community Development Block Grants Funds the Home Rehabilitation Loan Program administered by the Dakota County CDA. This program provides deferred loans to low- and moderate-income homeowners to complete necessary home improvements. Lakeville may also utilize programs such as a housing improvement fair to provide educational opportunities and information regarding financial assistance for housing maintenance to residents. Lakeville may also consider future efforts to survey housing conditions in various neighborhoods of the community to evaluate if deterioration is occurring on an area-wide basis and if additional action is required.

### Growth Management in Housing

Issues related to past residential development were the impetus for the Strategic Growth Management Plan adopted in 1995. The Strategic Growth Management Plan address issues pertaining to the rate of urban development and potential impacts to City services and finances, the need to integrate residential development with Lakeville's natural resources, compatibility issues where residential uses abut major transportation corridors, non-residential land uses or undeveloped parcels guided for more intense land uses and the need to diversify the housing stock in the community to address affordability and life-cycle housing needs. New residential development is required to be integrated with existing adjoining subdivisions through subdivision design, street connections, park facilities, etc. To ensure an orderly, contiguous urban development pattern, new subdivisions must extend utilities and streets to the boundaries of their plat to accommodate future extension to adjoining vacant properties. Additional strategies implemented to respond to these issues are outlined under the growth management sections of the 2008 Comprehensive Land Use Plan.

Environmental Resources Protection in Housing

Another priority of Lakeville is environmental protection and integration of new development with natural resources. Lakeville requires applications for new residential subdivisions to include information on natural resources including wetland delineation, existing tree cover and natural vegetation, slope areas, and soil tests to allow an accurate evaluation of subdivision design. Lakeville will continue to implement its current development regulations relating to buildable lot size exclusive of wetlands or floodplain areas and application of Shoreland Overlay District, tree preservation and erosion control standards.

Residential Compatibility

To ensure land use compatibility between different types of residential uses or residential uses and other land use types, the 2040 Land Use Plan will provide for graduated land use categories offering the community the opportunity to establish transitional land use patterns that will serve to mitigate compatibility concerns. Lakeville will also promote mitigation of land use compatibility issues through subdivision and site design. Lakeville will continue to define regulations through the Zoning Ordinance relating to lot area and width, setbacks, building orientation, screening, buffer yards, building height and materials, noise mitigation, lighting and site access to provide for compatibility between adjoining land uses.

2040 Residential Land Use

Consistent with regional directives, residential land use within the community is to have a mean net density of three to five dwelling units per acre over all of Lakeville through designation of the following residential land use categories.

<b>City of Lakeville</b>		
<b>2040 Land Use Plan - Residential Designations</b>		
Land Use	Min/Max Density	Anticipated Uses
Low Density Residential	0.1 to 3.0 du/ac.	Single family dwellings.
Low to Medium Density	4.0 to 5.0 du/ac.	Single family, two family and detached townhouse dwellings.
Medium Density	4.0 to 7.0 du/ac.	Two family dwellings, detached townhouse and quad or row attached townhouse dwelling units.
Medium to High Density	5.0 to 9.0 du/ac.	Detached townhouse, quad, row or back-to-back attached townhouse dwelling units.
High Density	9.0 to 26.0 du/ac.	Back-to-back attached townhouse and multiple family dwelling units.
Manufactured Home Park	4.0 to 7.0 du/ac.	Manufactured home dwelling units.

The Low Density Residential land use category will be the primary form of residential land use in Lakeville. Areas of Lakeville between major commercial and industrial nodes and along major transportation corridors are to be guided for low and low-to-medium density residential uses to reinforce the desired emphasis on lower density housing types as the foundation of the community.

Allowed uses are limited to single family residential dwellings with a development density of less than three dwelling units per acre. The Zoning Ordinance establishes various single-family zoning districts to provide for a range of lot requirements to encourage a diversity of single family housing options within the community. These zoning districts provide opportunities to fit the development requirements to the character of the area being subdivided. Large lot single family zoning districts are to be applied to areas within significant natural features such as rolling topography, existing significant tree cover or wetlands. Lot requirements that allow for a smaller minimum lot area and setbacks may be considered in areas that are relatively flat and lack existing natural features to provide for a more efficient subdivision design and achievement of community housing goals.

It is anticipated that continued growth in Lakeville through 2040 will reflect aging of the local, regional and national population, thus affecting land use planning. To this end, Lakeville has guided areas for development of low-to-medium, medium, medium-to-high and high density residential uses to encourage development of detached townhomes, twin homes, traditional townhouses, back-to-back townhouses and multiple family housing units to complement traditional single-family homes. These land uses have been designated throughout the community to avoid a concentration of higher density housing types at a single location or in a continuous corridor between major activity nodes consistent with the desired community development concept.

The primary factor in locating medium and high density residential land uses is proximity to Lakeville's commercial centers to provide convenient access and market support to retail goods and service businesses. Medium and high-density residential housing is also guided in close proximity to industrial areas to promote workforce housing opportunities. These locations also take advantage of planned transportation capacity to reduce impacts from traffic generated by medium and high density residential developments. The medium and high density residential housing to be developed near major commercial and industrial areas should promote integration between the two uses through site design, pedestrian, bicycle and vehicle access and circulation, landscaping and screening to mitigate potential compatibility issues.

Medium and high density residential land uses have also been guided from an urban design perspective to provide for desired transitions between low density residential neighborhoods and more intense commercial and industrial areas or major collector or arterial roadways. Use of medium and high density residential development as a land use transition to low density residential neighborhoods utilizes development standards incorporated as part of the Zoning

Ordinance addressing lot requirements, setbacks, landscaping, buffering and density transitions that will guide site design consistent with the community's objectives.

The performance standards established by the Zoning Ordinance for medium and high density residential uses also ensures long term sustainability of these housing units by requiring use of durable low maintenance exterior building materials, establishment of homeowners associations for long term administration and oversight of the development and provision of minimum design elements for open space, landscaping, guest parking, driveways and access, adequate garage area for both vehicle parking and storage needs and resident safety in the form of an internal storm shelter for housing units without basements. The consistent application of these requirements through the Zoning Ordinance is considered to provide for high quality medium and high-density housing options that are a viable life cycle housing alternative to single family dwellings and will be a significant component of Lakeville's housing into the future.

The City Council initiated a study of possible actions that could be taken within the City's land use controls to address increasing demand for multiple family development. This effort is being coincided with the Economic Development Commission's 2017-2019 Strategic Plan for Economic Development that identified high density housing as a strategic priority. Likewise, a key initiative of *Envision Lakeville* is consideration of ordinance amendments for expanding housing choice. Recommendations of the study included possible amendments of performance standards related to minimum lot area, minimum dwelling unit area, building height, off-street parking requirements, and allowance of high density housing within specifically identified commercial nodes, particularly those close to major transportation corridors that may include future transit service. Implementation of the study is to proceed on a project-by-project basis utilizing PUD, Planned Unit Development District zoning to evaluate real-world implications of possible flexibility to established performance standards. Broader application of performance standards to allow more dense multiple family uses will be evaluated as part of the Zoning Ordinance update to follow adoption of the 2040 Comprehensive Plan.

There are five manufactured home parks in different areas of Lakeville. Manufactured housing is an important component of the community's housing supply with respect to affordability. The Zoning Ordinance was updated in 1994 and 2000 to address regulations for the various developments in relation to State Building Code definitions and nomenclature, design standards regarding individual lot size and structure setbacks to allow for larger house styles, establishment of accessory building, outdoor storage and fence regulations and design standards for utility connections, internal driveway design, guest parking, and landscaping. Manufactured housing is also allowed as a conditional use within residential zoning districts allowing multiple family dwelling units as required by State Statute subject to specific minimum lot requirements and setbacks.

Ardmor, Country View and North Creek manufactured home parks are all properly zoned RSMH, Residential Single Family – Mobile Home Park District. Ardmore and Country View are fully

developed whereas North Creek has additional vacant land for future expansion. Future expansion of North Creek and continued operation of Ardmor and Country View manufactured home parks is guided by the 2040 Land Use Plan to continue and will be regulated by the RSMH District.

The Queen Anne and Connelly manufactured home parks located along the I-35 corridor exist as legal non-conforming land uses with regard to both use and design. The location of these two manufactured home parks within one of Lakeville’s primary commercial nodes at I-35 and CSAH 50 creates potential land use compatibility issues, while the individual layouts of each site create public health safety concerns with regards to emergency access. The 2040 Land Use Plan continues to guide both the Queen Anne and Connelly parks for future redevelopment as office park and corridor mixed use respectively. As non-conforming uses, these manufactured home parks can continue to exist at the same size as they exist today, but no expansion will be permitted. Furthermore, a proposal to redevelop the Queen Anne or Connelly mobile home parks in the future with uses consistent with the 2040 Land Use Plan would be anticipated to be a privately initiated effort and not the result of direct action by the City of Lakeville.

The City is required to identify that there is sufficient undeveloped land guided by the MUSA Staging Plan and 2040 Land Use Plan to meet the household and population projections for Lakeville in 2020, 2030 and 2040. The City must also identify that there is at least sufficient undeveloped land guided at a density of at least 9.0 dwelling units per acre for the period between 2021 and 2030 to provide opportunity for development of affordable housing units equal to or great than the allocated share of regional need. The following table summarizes the available undeveloped that is anticipated to be available in 2020 within the MUSA and MUSA Expansion Area A. MUSA Expansion Area B will be added to the available land supply in 2028 increasing the area that can be developed within Lakeville through 2040.

City of Lakeville Residential Dwelling Unit Projections											
Land Use	Allowed Density (DU/AC)		Undeveloped Land Supply by MUSA Expansion Area								
			2017 to 2020			2021-2030			2031-2040		
	Min	Max	Net Acres Available	Potential Dwelling Units		Net Acres Added	Potential Dwelling Units		Net Acres Added	Potential Dwelling Units	
				Min	Max		Min	Max		Min	Max
LDR	0.1	3.0	358.4	36	1,075	413.6	41	1,241	216.8	22	650
MH	4.0	7.0	26.5	106	186	0.0	0	0	0.0	0	0
L/MDR	4.0	5.0	986.2	3,945	4,931	4.3	17	22	260.3	1,041	1,302
MDR	4.0	7.0	137.9	552	965	0.0	0	0	0.0	0	0
M/HDR	5.0	9.0	92.2	461	830	0.0	0	0	182.8	914	1,645
HDR	9.0	18.0	56.0	504	1,008	0.0	0	0	0.0	0	0
CMU	26.0	45.0	131.4	3,417	5,913	0.0	0	0	55.7	1,448	2,507
TOTAL			1,788.6	9,021	14,908	417.9	58	1,263	715.6	3,425	6,104
Forecast Households Added By:			2020	1,296		2030	4,000		2040	3,700	

City of Lakeville Regional Affordable Housing Allocation 2021-2030						
Land Use	Guided for Residential Use <sup>1</sup>	Allowed Density <sup>1</sup> (DU/AC)		Gross Acres	2021-2030 Estimated Dwelling Units	
		Min	Max		Min	Max
		HDR	100%	9	18	67.1
ORT	25%	9	18	6.8	15.3	30.6
CMU	40%	26	45	151.8	1578.7	2732.4
TOTAL				225.7	2197.92	3970.8
1. Based on 2040 Land Use Plan						

The available land supply guided for residential uses allowing for a minimum of 12,504 dwelling units by 2040 exceeds the projections to add a total of 8,996 dwelling units within each of the 2020, 2030 and 2040 periods. There is 187.4 acres of undeveloped land within the High Density Residential and Corridor Mixed Use land use categories to develop at a density of at least 9.0 dwelling units per acre within the MUSA and MUSA Expansion Area A by the 2040 Land Use Plan. Development of these areas may yield a potential 3,920 dwelling units between 2021 and 2030. The potential development of 3,920 dwelling units at a density of at least 9.0 dwelling units per acre satisfies the need to the City to provide opportunity for development of 1,414 financially attainable housing units based on regional affordability measures between 2021 and 2030 as set forth by Thrive MSP 2040. An additional 55.7 acres of land will be available to develop at a density of at least 9.0 dwelling units per acre within MUSA Expansion Area B is made available for development after 2028 with a potential yield of 1,448 additional dwelling units.

**Commercial Land Use**

The 2040 Land Use Plan identifies areas of Lakeville for development of a wide range of commercial land uses, including retail, service, and office businesses. The emphasis for commercial development in Lakeville is for development of larger commercial areas at locations with community wide access and visibility that contribute to the strategic priority set forth by *Envision Lakeville* to attract a broad mix of retail, office, and service businesses to meet the daily needs of the community. Commercial locations in Lakeville are to provide for highly integrated, attractive nodes with a mix of business activities that promotes accumulative market attraction and business interchange. Office uses should be integrated within commercial areas as a related, supporting land use that provides critical day-time market support for businesses. Specific areas of Lakeville designated on the 2040 Land Use Map for commercial uses may be described in the Planning District section of this chapter to have of a neighborhood orientation or promote a destination opportunity. *Envision Lakeville* further calls for assessment of existing commercial

areas to evaluate the site design and improve access from residential areas. Lakeville will utilize the various commercial zoning districts established by the Zoning Ordinance to define the range of business activity appropriate for each commercial location based upon the land uses designated on the 2040 Land Use Plan defined as follows.

<b>City of Lakeville 2040 Land Use Plan – Commercial Designations</b>	
Land Use	Anticipated Uses
Office/Residential Transition	Neighborhood oriented retail or service businesses, low intensity offices, and conditional allowance of townhouse, multiple family, or senior residential uses.
Commercial	General retail, service, or office business with community or regional market areas.
Office Park	Professional office uses with limited retail sales, services and warehousing uses.

Retail Commercial

Lakeville will promote attractive and functional commercial areas by implementing consistent design standards as part of its Zoning Ordinance related to durable, low maintenance building materials, site landscaping and streetscape treatments (including implementation of the Community Corridor and Gateway Design Study), provision of adequate street access and off-street parking, regulation of signage and exterior lighting. All commercial developments are to emphasize internal and external pedestrian or non-vehicular accessibility, shared parking opportunities, and provision of green spaces for an environment attractive to patrons. Where commercial locations abut existing or planned residential land uses, attention will be given during the development review process to site and building orientation, access and parking locations to minimize intrusion into residential areas, setbacks, screening, and landscaping to provide for appropriate transitions between the two uses to mitigate potential compatibility issues. Development of commercial areas must also be sensitive to the natural environment by minimizing impervious surfaces, managing stormwater appropriately, and providing green space and landscaping. The typical pattern of commercial development in Lakeville is for a floor area ratio of 30 percent. With fundamental changes in retail businesses occurring, new development must also provide consideration for future repurposing as stated by *Envision Lakeville*.

Office/Residential Transition

Office/Residential Transition land uses have been designated in limited areas on the 2040 Land Use Plan. The purpose of this land use designation is to provide for an orderly transition to residential uses adjacent commercial development nodes or major transportation corridors that allows for intermixing of townhouse, multiple family and senior housing and commercial uses. Within this land use category, there is also opportunity for limited provision of retail goods and

services for businesses dealing directly with its customers on a neighborhood scale. Definition of a limited range of commercial uses and implementation of performance standards established by the Zoning Ordinance regarding building and site design, landscaping, screening of parking and loading areas, regulations on signs and exterior lighting are of primary importance to integrate these commercial locations with surrounding residential uses and provide for the transitional character desired of development in these areas. Floor area ratios for commercial uses within this category is assumed to be 30 percent. Residential dwellings allowed within this land use category are assumed to be 25 percent of the guided land areas and development intensity and standards reflect those established for high density residential land uses to develop at 9.0 to 26.0 dwelling units per acre.

### Office Park

The Office Park land use category is intended to establish locations within Lakeville for professional office complexes, corporate office buildings, conference centers, and research and development facilities in an environment with high aesthetic qualities and amenities. Retail sales and services, warehousing, and manufacturing uses are also to be allowed on a limited scale. The Fairfield Business Campus is an example of this land use having an attractive working environment by integrating a high-quality site design with a natural setting. The performance standards to be required for the Office Park land use category will be guided by the following recommendations:

- Development is to be integrated with the natural conditions of a site to preserve slopes, trees, wetlands.
- Site designs will limit building coverage and impervious surface to promote green space and include high amenity landscaping. Screening and buffer yards will be required where the Office Park use abuts residential areas.
- All buildings are to be professionally designed to display a high degree of aesthetic quality utilizing only face brick, aggregate, stone or other masonry exterior materials or those of comparable quality.
- Access to office park uses is to accommodate all modes of vehicular, bicycle and pedestrian transportation with allowed semi-truck traffic segregated from other forms.
- Office park land uses may include limited retail sales and service uses that will be complementary to the primarily office environment.
- Warehousing will be allowed to the extent that it is accessory to a primary business function and does not impact the surrounding area in terms of truck traffic generation or noise from loading areas.

Establishment of Office Park locations as a long-term development near the I-35/CSAH 70 interchange allows access to regional transportation corridors for future office park uses. Daytime employment within Lakeville is critical for market support of existing and planned commercial areas as the Metropolitan Council estimates that Office Park uses create approximately twice as many employees as Light Industrial or Industrial per 1,000 square feet of building area at similar floor area ratio of 30 percent. Office park users also support the City’s economic development goals as a prior Community and Economic Development Department analysis comparing development in Fairfield Business Campus and Airlake Industrial Park indicates that the office park uses have an estimated market value per square foot three times greater than an Industrial use. *Envision Lakeville* included attraction of businesses that can provide higher skill, higher wage, head of household jobs as a key initiative.

**Industrial Land Use**

Lakeville has been successful in the development of industrial uses in Airlake Industrial Park and areas extending west of Airlake Industrial Park during this decade. The 2040 Comprehensive Land Use Plan continues the economic development policies for promoting development of industrial land uses to retain and expand existing industrial businesses and attract new industrial development to increase employment opportunities in the community and expand the local tax base. Continued industrial development is critical to the strategic priority established by *Envision Lakeville* to increase economic sustainability by securing new development and expansion and redevelopment of existing development sites. The 2040 Land Use Plan identifies the following industrial land use categories.

<b>City of Lakeville 2040 Land Use Plan – Industrial Designations</b>	
Land Use	Anticipated Uses
Warehousing/Light Industrial	Professional offices, distribution facilities, warehousing, assembly of manufactured goods.
Industrial	Professional offices, distribution facilities, warehousing, assembly and manufacture of goods.

General Industrial land use includes a full range of industrial businesses, which because of the character of its operation and/or product, requires isolation from less intense land uses. Warehousing/Light Industrial land uses are designated to be oriented towards office, warehouse, and assembly of manufactured goods. Light Industrial uses can compatibly exist adjacent to office park, commercial, and general industrial land uses. The current pattern of development and applicable regulations allow for a floor area ratio of up to 50 percent. Lakeville will review and update as appropriate its industrial development standards established by the Zoning Ordinance in order to continue construction of new businesses within the City. Where industrial land uses are adjacent to residential neighborhoods, the City will address potential compatibility issues through property site planning including setbacks, buffer yards, landscaping and screening. The

industrial economy is also experiencing fundamental change. In order to provide for sustainable development, consideration must be given during the planning and development process to potential repurposing of industrial uses for future uses.

The table below demonstrates that the land designated on the 2040 Land Use Plan for Office/Residential Transition, Commercial, Office Park, Warehousing/Light Industrial, Industrial and the commercial portion of commercial mixed use has the potential to accommodate the employment forecast of 22,500 jobs in Lakeville by 2040.

City of Lakeville 2040 Land Use Plan - Employment Potential						
Land Use	Job/sf. <sup>1</sup>	FAR	2030		2040	
			Net Acres <sup>2</sup>	Jobs	Net Acres <sup>2</sup>	Jobs
Office/Residential Transition	600sf.	30%	68.1	1,483	68.1	1,483
Commercial	920sf.	30%	766.5	10,888	785.8	11,162
Office Park	600sf.	50%	339.1	7,386	388.5	8,462
Warehousing/Light Industrial	1,500sf.	50%	343.3	4,985	467.4	6,787
Industrial		50%	610.6	8,866	610.6	8,866
Corridor Mixed Use <sup>3</sup>	920sf.	70%	72.9	2,416	72.9	2,416
<b>TOTAL EMPLOYMENT POTENTIAL</b>				<b>36,024</b>		<b>39,176</b>
1. Source US Energy Information Administration						
2. Net acres = 80% of gross area on 2040 Land Use Plan less MUSA Expansion Area B for 2030						
3. Net acres = 80% of 60% of gross area on 2040 Land Use Plan						

**Cedar Corridor**

A special planning area is designated for the Cedar Avenue corridor on the 2040 Land Use Plan. This area is designated to ensure coordination between the 2040 Comprehensive Land Use Plan and planning for the Red Line Bus Rapid Transit Corridor (BRT) along Cedar Avenue by Dakota County and Metropolitan Council. The land use plan within the Cedar Avenue corridor includes Lakeville commitments to transit oriented development forms and densities. The household and population projections for Lakeville anticipate that forecasted growth occurring between 2020 and 2030 can be accommodated within the existing MUSA and MUSA Expansion Area A. After 2030, new development would need to expand into MUSA Expansion Area B, which includes the central portion of the Cedar Avenue corridor, to meet projected household and population numbers. Deferring development of the central portion of the Cedar Avenue corridor until at least 2028 will allow completion of the transit plan and securing sources of funding for needed for BRT improvements that the 2040 Land Use Plan must relate to. Depending on completion of the Dakota County BRT plan, identification and securing of funding, and construction timelines, Lakeville may revisit the staging of urban services and allowing development within the portion the Cedar Corridor designated as MUSA Expansion Area B as growth expansion occurs in an

orderly pattern. The following parameters are established relative to future development of the Cedar Corridor in relation to the current comprehensive planning process and Dakota County BRT plan:

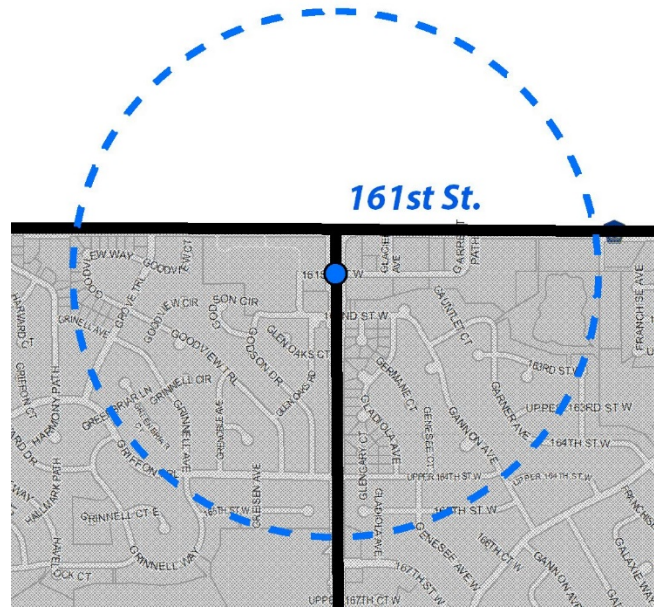
- The City of Lakeville will guide development of a range of residential and commercial retail, service, office, and public uses along the Cedar Avenue corridor within the Cedar Corridor, to be determined in coordination with the City of Farmington as part of a comprehensive Cedar Avenue Corridor/Northwest Farmington study.
- The City will encourage development appropriate land use patterns adjacent to designated BRT stations within the corridor integrating residential, retail, service, office and public uses in coordination and support of planned transit facilities. The Avonlea development east of Cedar Avenue includes multiple family residential, townhouses, and small lot single-family uses surrounding the existing Metropolitan Council park and ride facility.
- The 2040 Land Use Plan establishes a new Corridor Mixed Use (CMU) designation to allow for development of high-density residential dwellings with a base density allowance of 26 to 40 dwelling units per acre, with the opportunity for up to 45 dwelling units per acre for senior housing, and commercial retail, service, and office uses in standalone or mixed-use buildings. The form of development within areas guided for CMU uses should be compact, oriented towards the streetscape and providing for non-vehicular access and circulation. It is estimated that residential uses will comprise up to 40 percent of the areas guided for CMU land use.
- Residential uses within the Cedar Avenue corridor will be promoted for development having an average residential density of at least 8.0 dwelling units per net acre.
- There are 249 acres of property within the Cedar Avenue corridor enrolled in the Agriculture Preserves program. Of this area, parcels comprising 172.2 acres are to be removed from the Agriculture Preserves program in 2020 and eligible for development. The remaining 76.8 acres will continue to be restricted to agricultural uses.
- This land use has been developed specifically for the Cedar Avenue corridor, but corridor mixed-use development has been expanded to other areas of the City adjacent to existing or planned transit facilities.

The table below illustrates residential land uses guided on the 2040 Land Use Plan for undeveloped parcels within the Cedar Avenue corridor. At the estimated density of the guided future development ranges from 8.0 to 12.6 dwelling units to acre.

<b>City of Lakeville                      2040 Land Use Plan – Cedar Corridor                      Residential Dwelling Projections</b>					
Land Use	Net Acres	Allowed Density (DU/AC)		Potential Dwelling Units	
		Min	Max	Min	Max
L/MD Residential	692.1	4.0	5.0	2,768	3,461
MD Residential	57.3	4.0	7.0	229	401
M/HD Residential	86.6	5.0	9.0	433	779
Corridor Mixed Use	183.4	26.0	45.0	4,768	8,253
<b>TOTAL</b>	<b>1,019.4</b>			<b>8,198</b>	<b>12,894</b>

Future transit stations are planned at 161<sup>st</sup> Street, Glacier Way, 181<sup>st</sup> Street, 195<sup>th</sup> Street and 215<sup>th</sup> Street as part of the 2040 Thrive MSP Transportation Policy Plan. In addition to providing for a minimum average development density of 8.0 dwelling units per acre within the Cedar Corridor, the 2040 Thrive MSP Transportation Policy plan guides that development within a ½ mile radius of planned transit stops should be targeted at 20 to 40 dwelling units per acre. The following are transit stop locations planned within Lakeville:

- 161<sup>st</sup> Street.** There is no available undeveloped land within ½ mile of Cedar Avenue at 161<sup>st</sup> Street. Opportunities for redevelopment of existing uses may occur in conjunction with development of a transit station within this area. As planning for the Cedar Avenue BRT continues and detailed, the City may consider several options to promote transit-oriented development within the area surrounding the transit facility. These measures would include undertaking a specific area study to evaluate opportunities for redevelopment of transit oriented uses, including recommendations on designation of additional Corridor Mixed Use development, or allow for transit oriented development to occur based on market demands implemented on a case-by-case basis through a Planned Unit Development District using performance standards based on those established for Corridor Mixed Uses.



**161st Street Transit Station Plan**

- Glacier Way.** The area within ½ mile of Cedar Avenue at Glacier Way includes only one 15.5 acre parcel that is undeveloped at the northwest quadrant of the Cedar Avenue and Dodd Boulevard intersection. This parcel is to be guided for Corridor Mixed Uses to develop at a range of 26 to 40 dwelling units per acre, with opportunity for up to 45 dwelling units per acre for senior housing, consistent with the density targets for areas surrounding planned transit facilities.
- 181<sup>st</sup> Street.** There is an existing Metro Transit Park and Ride facility at the northeast quadrant of Cedar Avenue and 181<sup>st</sup> Street. Existing development adjacent to the park and ride facility includes row townhouse and small lot single family uses within the Avonlea development, as well as the Village Green apartments also within Avonlea, and townhomes within the Cedar Crossings development, which support use of the existing and planned transit facility. Between the existing apartment and townhouse housing and planned Corridor Mix Use development, lower residential density designations are established for undeveloped parcels to transition to existing single-family neighborhoods consistent with the principles for a desirable land use pattern.

The table below provides information regarding planned land uses for undeveloped parcels within ½ mile of the existing and planned transit facility. The existing and planned

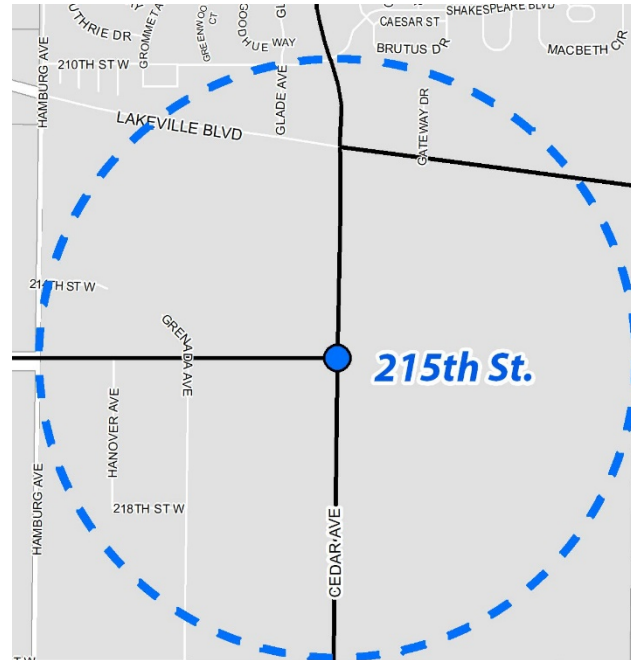
land uses in the area surrounding the existing transit facility at Cedar Avenue and 181<sup>st</sup> Street provide for the density and character of development to support transit. The 15.5 acre parcel located at the northwest quadrant of Dodd Boulevard and Cedar Avenue that is just outside of the ½ mile radius from the transit location is also planned for Corridor Mixed Use Development and not included in the table although it supports a transit facility at this location.

City of Lakeville 181 <sup>st</sup> Street Transit Station Plan					
Land Use	Net Acres	Density		Dwelling Units	
		Min	Max	Min	Max
L/MDR	54.3	4.0	5.0	217	272
MDR	72.8	4.0	7.0	291	510
CMU	11.6	26.0	45.0	301	520
<b>Total</b>	<b>138.7</b>			<b>809</b>	<b>1,302</b>
Notes: 1. Area within ½ mile of planned transit station 2. Undeveloped parcels within planned 2040 MUSA					

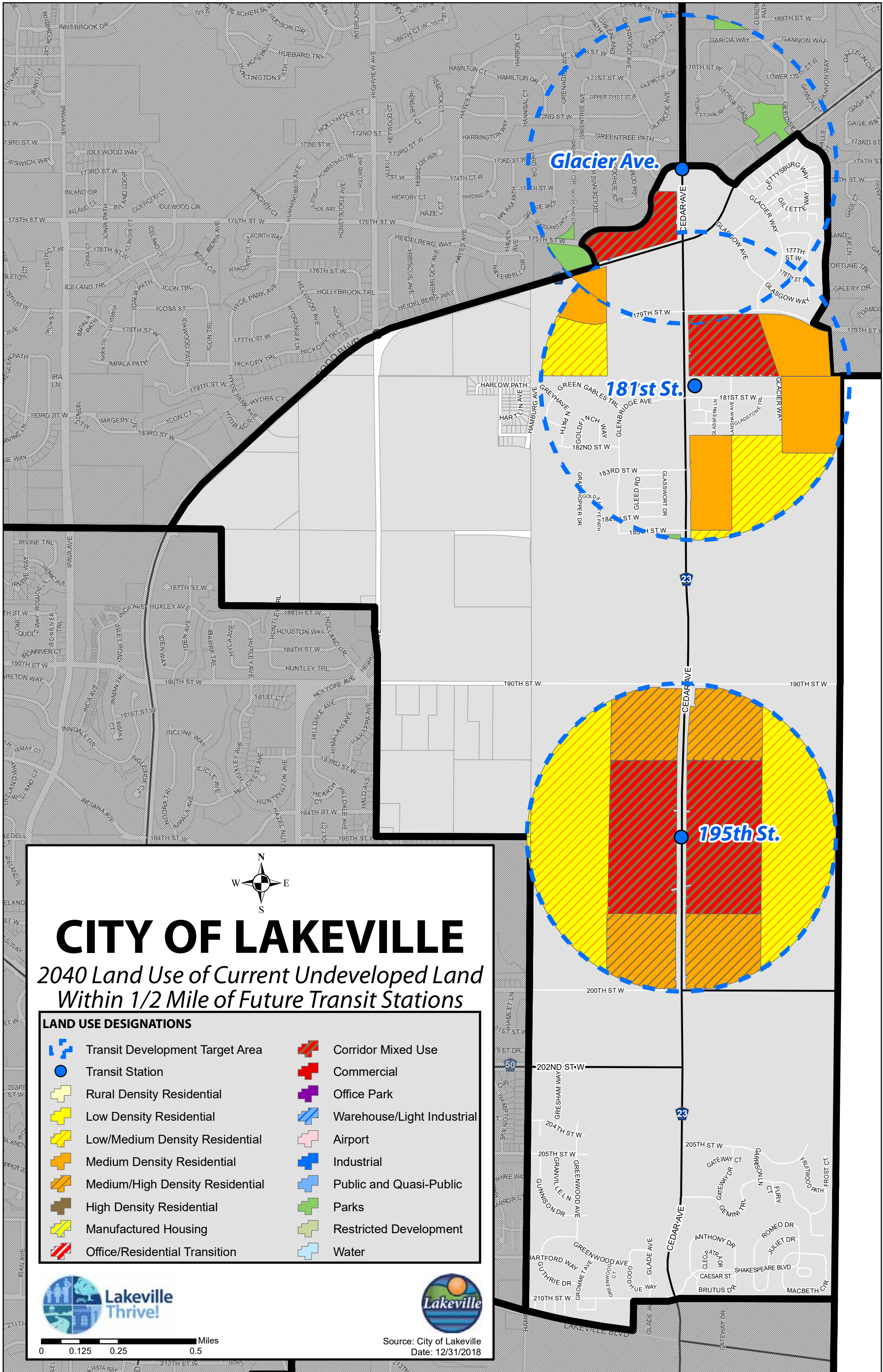
- 195<sup>th</sup> Street.** The planned transit station at Cedar Avenue and 195<sup>th</sup> Street included in the Thrive MSP 2040 Transportation Policy Plan under an increased revenue scenario for financing transportation improvements. The area within ½ mile of Cedar Avenue at 195<sup>th</sup> street consists of large agricultural tracts that provide a great opportunity to plan for Corridor Mixed Use development surrounding the planned transit station. The table below provides information regarding planned land uses within ½ mile of the planned transit facility.

City of Lakeville 195 <sup>st</sup> Street Transit Station Plan					
Land Use	Net Acres	Density		Dwelling Units	
		Min	Max	Min	Max
LDR	1.0	0.1	3.0	1	3
L/MDR	159.3	4.0	5.0	637	796
M/HDR	106.1	4.0	7.0	424	743
CMU	47	26.0	45.0	1,221	2,114
<b>Total</b>	<b>313.2</b>			<b>2,283</b>	<b>3,656</b>
Notes: 1. Area within ½ mile of planned transit station 2. Undeveloped parcels within planned 2040 MUSA					

- **215<sup>th</sup> Street.** The increased revenue scenario of the Thrive MSP 2040 Transportation Policy Plan provides for development of a transit station at Cedar Avenue and 215<sup>th</sup> Street. This location for a transit facility is desired by the City in consideration of economic development goals to provide workforce access to employment opportunities at existing and planned commercial and industrial land uses in the area. The City may also consider opportunities for redevelopment of existing properties for Corridor Mixed Uses in the area at such time as revenue is secured for development of the transit station.



**215th Street Transit Station Plan**



Glacier Ave.

181st St.

195th St.

23

23


50



# CITY OF LAKEVILLE

2040 Land Use of Current Undeveloped Land Within 1/2 Mile of Future Transit Stations

## LAND USE DESIGNATIONS

- |   |                                 |   |                            |
|---|---------------------------------|---|----------------------------|
|  | Transit Development Target Area |  | Corridor Mixed Use         |
|  | Transit Station                 |  | Commercial                 |
|  | Rural Density Residential       |  | Office Park                |
|  | Low Density Residential         |  | Warehouse/Light Industrial |
|  | Low/Medium Density Residential  |  | Airport                    |
|  | Medium Density Residential      |  | Industrial                 |
|  | Medium/High Density Residential |  | Public and Quasi-Public    |
|  | High Density Residential        |  | Parks                      |
|  | Manufactured Housing            |  | Restricted Development     |
|  | Office/Residential Transition   |  | Water                      |



0 0.125 0.25 0.5 Miles

Source: City of Lakeville  
Date: 12/31/2018



## **Public and Quasi-Public Land Uses**

The Public and Quasi-Public land use category includes the various facilities ancillary to an urban community including City and other government buildings, schools, churches, and utility sites. Public and Quasi-Public land uses are to reflect the highest level of quality site and building design and will incorporate sustainable, energy efficient building designs, and low impact development techniques where feasible, as an example for the private sector to follow. Furthermore, development of consistent architectural themes and use of consistent building materials or other design elements that provide site character is encouraged to strengthen overall community identity. In locations where public and quasi-public uses abut residential land uses, Lakeville will require that site design, building orientation, access locations, setbacks, landscaping, and screening provide for a necessary buffer and transition to mitigate potential compatibility issues. There will be a need for additional public and quasi-public land uses as the community continues to develop to serve the growing population. While the need for these types of uses is recognized, it is not practical at this time to identify sites where future public and quasi-public uses may be appropriate. Public and quasi-public facilities other than those of the City of Lakeville will be allowed as conditional uses in appropriate zoning districts. This approach will allow Lakeville to establish performance standards specific to a given use to ensure development at appropriate locations in a manner compatible with surrounding uses.

### Schools

The growth of the community affects the school districts serving Lakeville residents. During the *Envision Lakeville* strategic planning process and input during the issues identification phase of this comprehensive plan process, the schools in Lakeville were identified as a major factor in the community's appeal and quality of life. To this end, Lakeville will continue to work cooperatively to address shared growth issues. This includes continuation of Lakeville's growth management policies to allow the School Districts to anticipate the rate of development and plan for necessary facilities accordingly. As the need for new school facilities is identified, Lakeville will work with each of the school districts to locate appropriate sites and coordinate the timing of development so that needed infrastructure is available in a cost-effective manner. For the benefit of Lakeville and the School Districts, the City will continue to pursue opportunities for shared facilities. This opportunity presents itself most readily in the acquisition, development and maintenance of recreational facilities used both as part of the Lakeville parks, trails and open space system and school athletic programs.

### Airlake Airport

Airlake Airport in southern Lakeville is designated as a reliever airport by the Metropolitan Airports Commission. The 2040 Comprehensive Plan for Airlake Airport lists a number of improvements at the facility, including runway expansion to allow Airlake Airport to be used by a full range of personal aircraft and small corporate jets. Metropolitan Council is also proposing that sanitary sewer service be provided to all airport facilities. Lakeville's policy is that sanitary

sewer and water utilities are only to be provided to parcels within the City's boundaries. Annexation of an additional 118 acres was completed in 2018 to incorporate all of the Airlake Airport property within the City.

Lakeville must be an active participant in the on-going planning for Airlake Airport to ensure that continued operations are consistent with local goals. The area immediately surrounding Airlake Airport is guided for industrial uses to mitigate any noise or operations issues for development in proximity to the airport and provide for a transition to less intense commercial and residential uses. Airlake Airport is considered to be an amenity to the community benefiting economic development of existing and planned commercial and industrial areas.

### **Parks and Open Space**

Parks and open space are an amenity to the community that contributes positively to the quality of life and character of Lakeville. The Parks and Open Space land uses designated on the 2040 Land Use Plan correspond to the existing areas developed in accordance with the 2015 Parks, Trails, and Open Space Plan. The 2015 Parks, Trails, and Open Space Plan sets forth a vision of a fully developed parks and trails system to meet current and future needs of Lakeville. Implementation of the 2015 Parks, Trails, and Open Space Plan will result in additional land being acquired by the City and designated for parks and open space land use than shown on the 2040 Land Use Plan.

### **Restricted Development**

The Restricted land use category includes parcels of land for which development of urban uses is limited. These scattered sites include land that is primarily publicly owned encompassing stormwater basins, protected wetlands or shoreland areas, steep slopes, public easements, or permanent open space. The Crystal Lake Country Club and Brackett's Crossing Country Club golf courses are also designated as Restricted land uses as these developments were approved as Planned Unit Developments that clustered allowed residential density around the playing course and utilized all allowed development rights.

### **Historic Preservation Sites**

Preservation of historic sites in Lakeville is accomplished through public and private means. Historic preservation aids significantly in supporting a community's identity and is to be encouraged whenever feasible.

The Lakeville Area Historical Society is a quasi-public organization active in the preservation of Lakeville's history and preservation of potentially significant historical sites. The All Saints Church within the Central Business District was rehabilitated for use as the Lakeville Area Art Center as part of the City's parks and recreation system. Likewise, the City of Lakeville Parks and Recreation

Department has acquired the Ritter Farm property on the south side of Lake Marion west of I-35 and developed the property as a community park facility incorporating passive and active recreational opportunities and educational programming. Renovation of the historic dairy barn at the Spirit of Brandtjen Farm development as a private neighborhood center is an example of private efforts to preserve significant places within the community to protect its heritage.

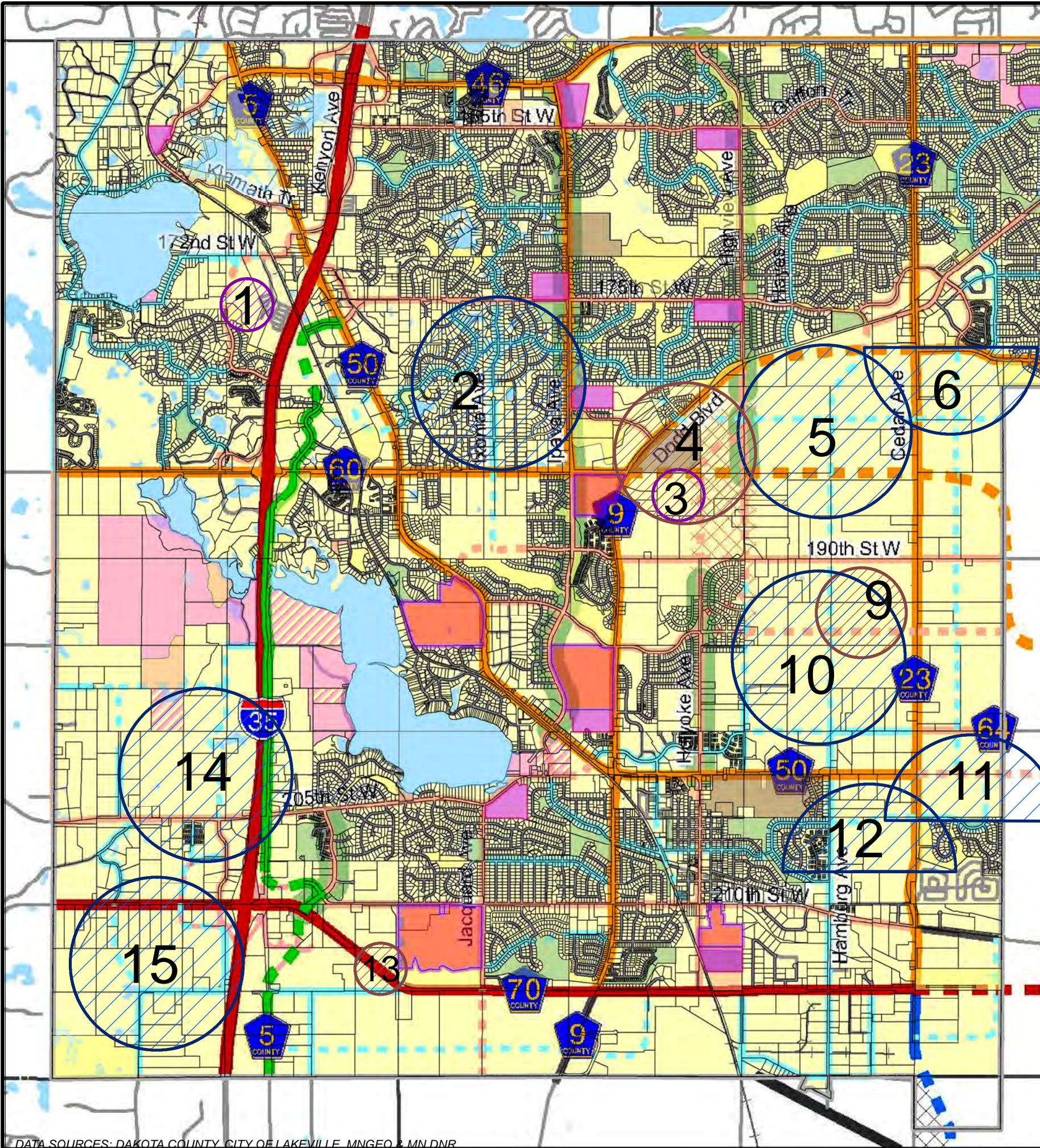
Lakeville will continue to work with the Lakeville Area Historical Society to identify and preserve potentially significant historical sites through both public action and in coordination with private development. Envision Lakeville calls for reviewing options to acquire uniquely Lakeville locations as part of the parks system to contribute to community identity. The City may aid in this process by helping to identify potentially significant historical sites within the community, providing information resources for property owners and developers interested in historic preservation, and communicating information about Lakeville's history and historic places to residents and businesses, as well as providing financial resources.





**CITY OF LAKEVILLE  
2014 PARKS, TRAILS  
& OPEN SPACE PLAN**

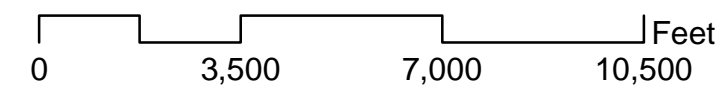
**MAP 13A - 2030 PARK SYSTEM  
PLAN & SERVICE AREAS**



**LEGEND**

	Proposed Community Playfield/Athletic Complex	<b>Park Classification</b>		Community Park
	Proposed Conservation Area		Community Play Field/Athletic Complex	
	Proposed Neighborhood Park Service Area		Mini-Parks/Neighborhood Play Lot	
	Elementary Neighborhood Park		Neighborhood Park	
	High School Community Playfield		Conservation Area	
	Principal Arterial		Special Use Area	
	A-Minor Expander (ROW 150')		Neighboring City Park	
	A-Minor Connector (ROW 150')		Community Park Expansion	
	A-Minor Reliever (ROW 100')			
	B-Minor Arterial (ROW 120')			
	Major Collector (ROW 100' - 120')			
	Minor Collector (ROW 66' - 80')			
	Future Roads			
	Parkway Design			
	New CSAH 70 Interchange			
	Highview Relocation Study Area			

**NOVEMBER 2014**



DATA SOURCES: DAKOTA COUNTY, CITY OF LAKEVILLE, MNGEO & MN DNR  
K:\cad\_eng\PROJECTS\GIS\TPCLakeville\2014 Update Files\2030 Park System-Transportation Plan & Service Areas



## 2040 Land Use Plan

The table below illustrates anticipated future land uses in 2040 based on the 2040 Land Use Plan map. The 2040 Land Use Plan map is a generalized guide for future development patterns that may be anticipated to be refined and amended over time as community priorities evolve and the numbers shown in the table are adjusted accordingly.

City of Lakeville 2040 Land Use Plan						
Land Use	2020		2030		2040	
	Acres	%	Acres	%	Acres	%
Agriculture Preserve	248.7	1.0%	248.7	1.0%	248.7	1.0%
Airport	249.3	1.0%	249.3	1.0%	249.3	1.0%
Rural Residential	1,435.5	5.9%	1,435.5	5.9%	1,435.5	5.9%
LD Residential	6,308.5	25.9%	6,722.1	27.4%	6,938.9	28.5%
Manufactured Homes	214.8	0.9%	214.8	0.9%	214.8	0.9%
L/MD Residential	1,947.1	8.0%	1,951.4	8.0%	2,178.4	8.9%
MD Residential	563.8	2.3%	563.8	2.3%	563.8	2.3%
M/HD Residential	471.0	1.9%	471.0	1.9%	594.1	2.4%
HD Residential	207.7	0.9%	207.7	0.9%	207.7	0.9%
O/R Transition	79.7	0.3%	85.1	0.3%	85.1	0.3%
Commercial	950.1	3.9%	950.1	3.9%	982.2	4.0%
Office Park	423.9	1.7%	423.9	1.7%	485.6	2.0%
Warehouse/Light Industrial	429.1	1.8%	429.1	1.8%	584.3	2.4%
Industrial	763.3	3.1%	763.3	3.1%	763.3	3.1%
Corridor Mixed Use	151.8	0.6%	151.8	0.6%	151.8	0.6%
Public / Quasi Public	959.3	3.9%	959.3	3.9%	959.3	3.9%
Parks	1,273.2	5.2%	1,273.2	5.2%	1,273.2	5.2%
Restricted	1,926.2	7.9%	1,926.2	7.9%	1,926.2	7.9%
Water	1,051.2	4.3%	1,051.2	4.3%	1,051.2	4.3%
Right-of-way	3,495.6	14.3%	3,495.6	14.3%	3,495.6	14.3%
Guided Urban outside MUSA	1,239.2	5.1%	815.9	3.3%	0.0	0.0%
TOTAL	24,389.0	100.0%	24,389.0	100.0%	24,389.0	100.0%

## Neighborhood Planning Districts

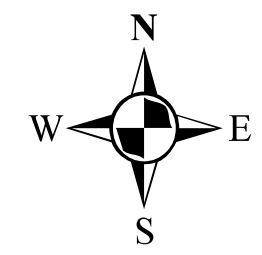
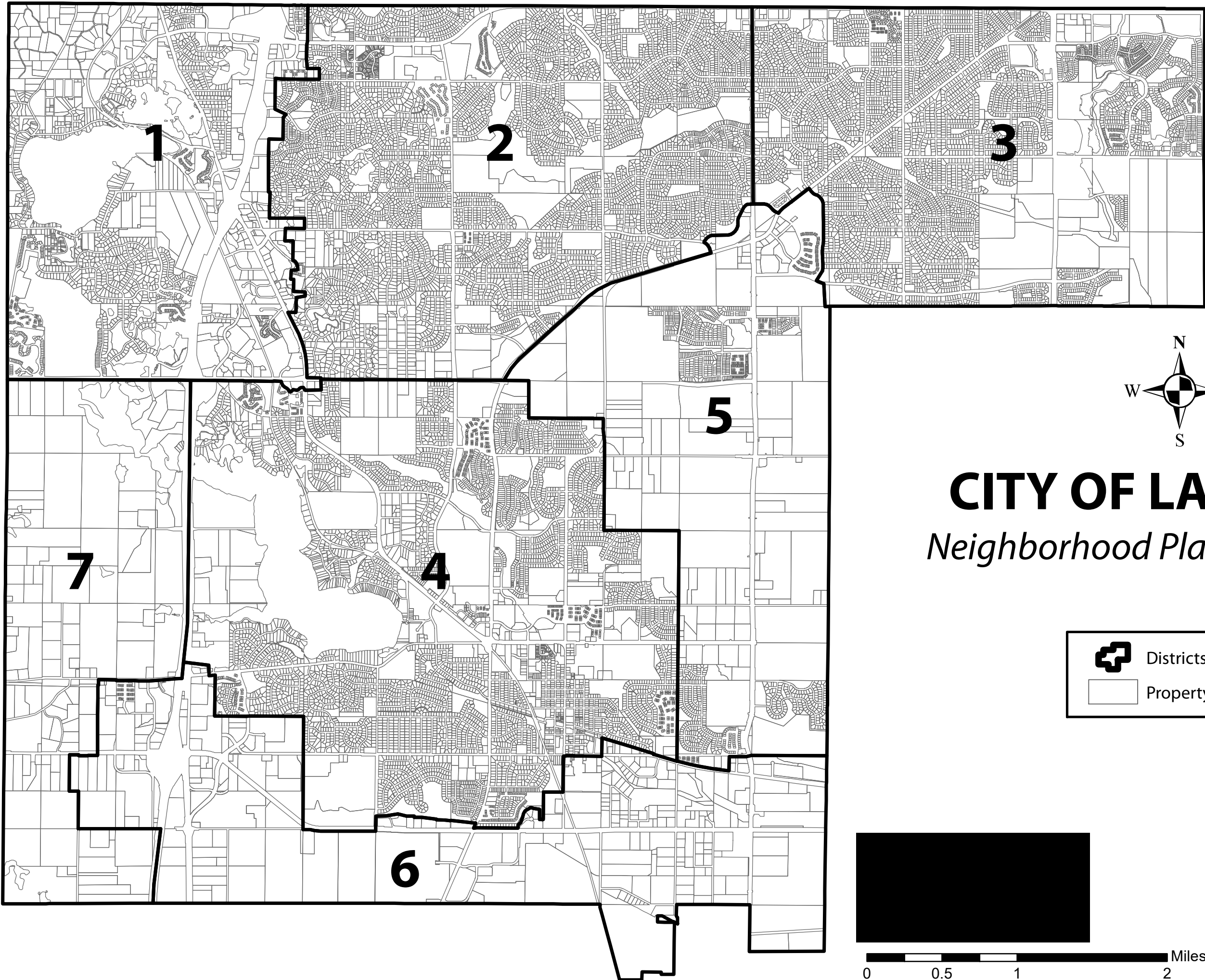
The 2040 Lakeville Comprehensive Plan consists of several interrelated plans addressing the natural environment, land use, housing, transportation, community utilities and services, and parks, trails and open space. Lakeville has been divided into seven neighborhood planning districts in order to provide a summary of these connected plans as well as allow for a detailed examination of specific areas of the community. The boundaries of the neighborhood planning districts are based on existing land use patterns, MUSA boundaries, and physical barriers.

### District 1 – I-35/Kenwood Trail/Orchard Lake

This district is located in the northwest corner of the City and contains a variety of land uses. Low density residential land uses are predominant west of I-35 with commercial land uses along I-35 at the CSAH 46, CSAH 50, and northeast quadrant of CSAH 60. The northwest corner of the District includes rural residential development that occurred prior to Lakeville’s incorporation. The historic development pattern has been fragmented resulting in isolated residential neighborhoods, linear commercial uses, and incomplete street networks. In looking to the future, the City’s major land use issues will be integrating future development with the existing land uses in a compatible land use pattern and addressing area transportation needs.



The 2040 Land Use Plan for District 1 promotes maintenance of existing neighborhoods and integration of future infill development. The 2040 Land Use Plan also proposes a transitional land use pattern with the most intense commercial and office park/business campus land use along the I-35 corridor and graduated reduction in residential densities moving away from the freeway. The 2040 Land Use Plan and following recommendations outline the planning objectives for District 1.

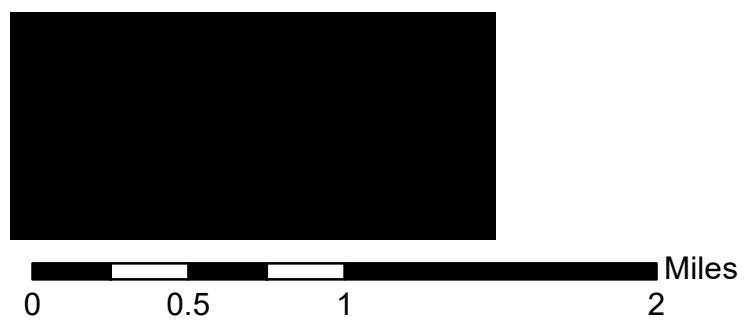
- District 1 is characterized by rolling topography, wetlands, and significant tree cover. Any development within District 1 must be integrated with the area’s natural features to preserve existing trees, existing steep slopes, wetlands and shoreline areas through subdivision and site design measures.
- District 1 contains three lakes. Efforts to ensure the highest possible water quality of the lakes will be pursued through implementation of Best Management Practices and low impact development strategies.
- The City of Lakeville will coordinate water resource management and floodplain protection efforts for Horseshoe Lake with the City of Burnsville.



# CITY OF LAKEVILLE

*Neighborhood Planning Districts*

	Districts
	Property Parcels



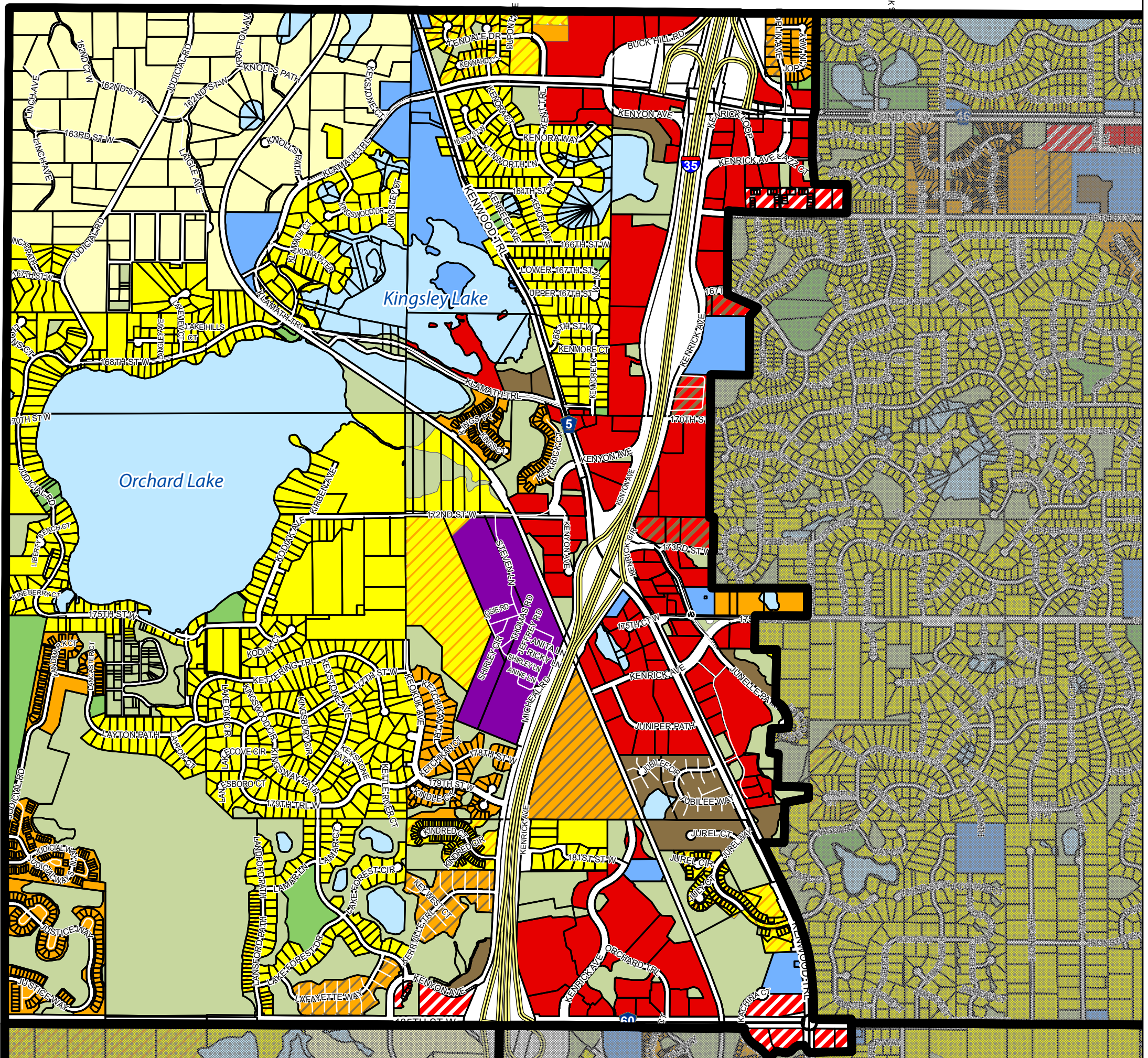
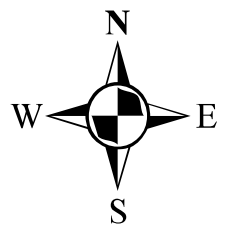


- Lakeville will not expand MUSA to the Rural Service Area, although connection of individual developed parcels to sanitary sewer service may be considered if no feasible alternative exists for on-site treatment.
- Existing rural residential and hobby farm uses located within the Rural Service Area are to be protected from encroachment by urban development with new rural development allowed at a one unit per ten acres density.
- Undeveloped legal lots of record will be allowed to develop with rural residential land use provided they have adequate lot size to accommodate on-site sewer systems in compliance with the Lakeville's on-site sewer system standards and meet setback requirements of the Zoning Ordinance.
- Future low density residential development in District 1 represents infill development and expansion of existing single-family neighborhoods. New development must be integrated with to existing neighborhoods for continuity of the land use pattern and connected streets for traffic disbursement and emergency vehicle access.
- Development of medium density residential uses is guided for redevelopment of existing single-family properties on the north side of 175<sup>th</sup> Street east of Kenwood Trail (CSAH 50) as a transition between the commercial node of development and single-family neighborhoods to the east.
- The parcel north of TimberCrest at Lakeville is to be developed with medium-to-high density residential uses integrated with the significant wetlands within the area. Environmentally sensitive areas along the east portion of the parcel are to be protected from development through dedication or establishment of a conservation easement to the City.
- Continued commercial development will be pursued around the I-35 interchanges consistent with the following guidelines:
  - All new development will be held to the performance guidelines for streetscape, site design, landscaping, lighting and signage as outlined in the Community Corridor and Gateway Design/Landscape Study.
  - Commercial land uses adjoining residential property shall mitigate land use compatibility concerns through proper site planning techniques including building orientation, setbacks, establishment of buffer yards, installation of landscaping, controlled lighting, and building architecture.

- Lakeville shall encourage redevelopment and site assembly of commercial sites that are non-conforming or substandard as a means of creating lots of sufficient size to accommodate contemporary commercial uses and more functional commercial patterns.
  - Continued commercial development of TimberCrest at Lakeville is to be encouraged at the northeast quadrant of I-35/CSAH 60.
- Connelly Manufactured Home Park exists as a non-conforming use and the 2040 Land Use Plan anticipates its future redevelopment for corridor mixed uses as high density residential or mixed-use development based on proximity to the MetroTransit I-35 Park and Ride facility.
- Opportunities for targeting development of high-density residential dwellings and mixed uses will be considered within the transit node within ½ mile of the existing Metro Transit Park and Ride Facility.
- Queen Anne Manufactured Home Park is planned for future redevelopment as an Office Park land use based on proximity and access to I-35 at CSAH 50.
- In relation to the 2040 Land Use Plan, the following street improvements will be pursued within District 1:
  - Lakeville shall monitor traffic volumes, congestion and safety issues at the I-35/CSAH 50 interchange in planning for construction of the ultimate design improvements.
  - Kenrick Avenue will be extended westward to connect to the current terminus of the street at the north side of TimberCrest at Lakeville as a minor arterial roadway.
  - Keokuk Avenue will be extended northward to connect with 172<sup>nd</sup> Street as major collector street.
- The following park and trail system improvements are recommended within District 1:
  - Lakeville shall monitor the status of the CP Rail right-of-way as a potential regional greenway corridor.
  - Lakeville will encourage connection to the regional Murphy-Hanrehan Park with trail access along Judicial Road.
  - A conservation area shall be acquired with development of the land north of The Oaks of Lakeville and south of 172<sup>nd</sup> Street, west of Queen Anne Mobile Home Park.

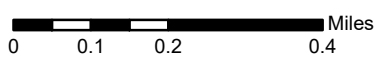
# CITY OF LAKEVILLE

## District 1



**LAND USE DESIGNATIONS**

	Rural Density Residential (1.0 unit per 10 acres)
	Low Density Residential (0.1 to 3.0 units per acre)
	Low/Medium Density Residential (4.0 to 5.0 units per acre)
	Medium Density Residential (4.0 to 7.0 units per acre)
	Medium/High Density Residential (5.0 to 9.0 units per acre)
	High Density Residential (9.0 to 18.0 units per acre)
	Manufactured Housing (4.0 to 7.0 units per acre)
	Office/Residential Transition (9.0 to 18.0 units per acre)
	Corridor Mixed Use (26.0 to 45.0 units per acre)
	Commercial
	Office Park
	Warehouse/Light Industrial
	Airport
	Industrial
	Public and Quasi-Public
	Parks
	Restricted Development
	Water
	Agriculture Preserves
	Cedar Corridor



Source: City of Lakeville  
Date: 12/31/2018



**District 2 – North Lakeville**

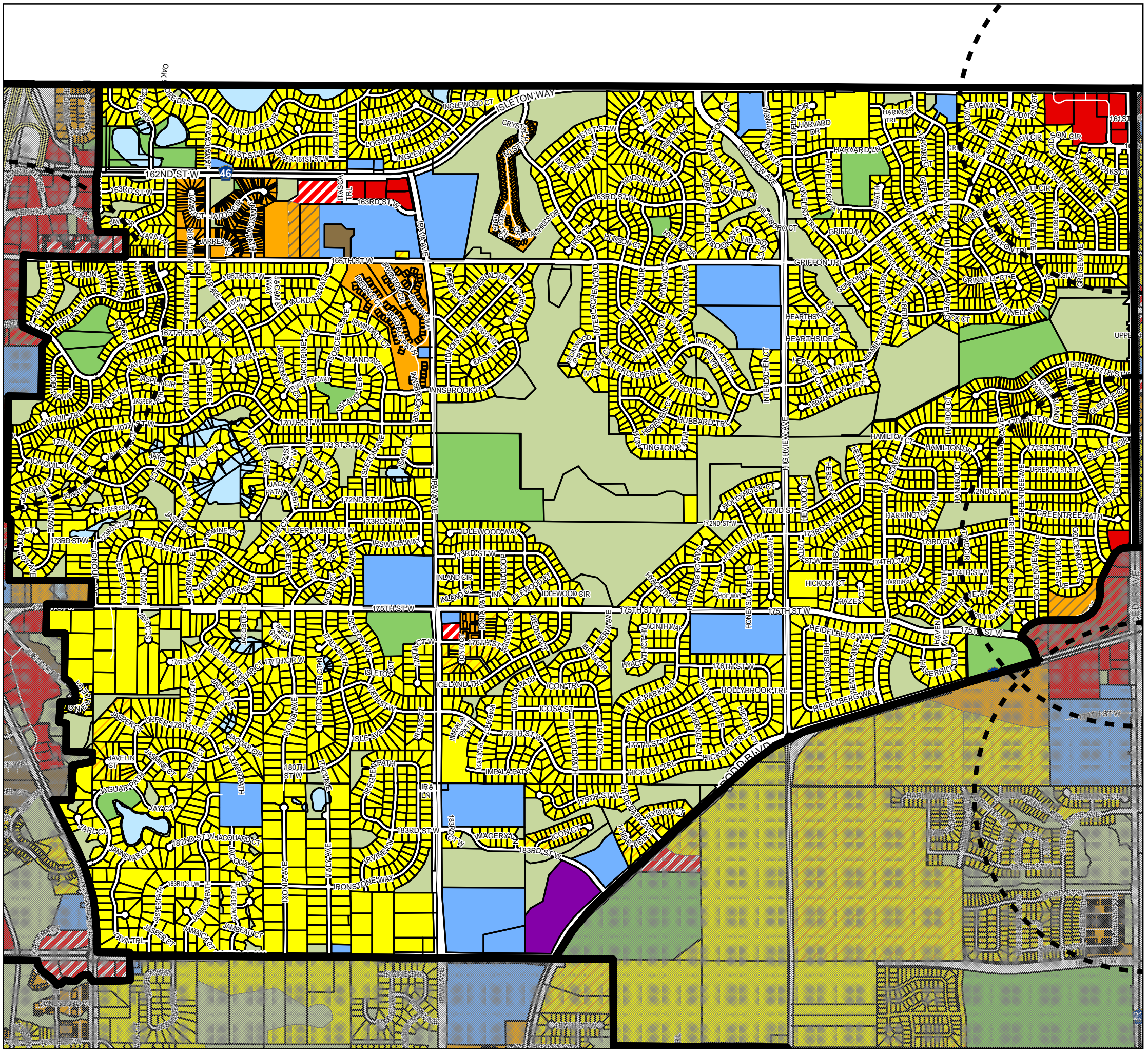
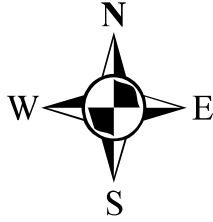
District 2 is located in north central Lakeville east of the I-35 corridor and west of Cedar Avenue (CSAH 23) between 160<sup>th</sup> Street (CSAH 46) and Dodd Boulevard (CSAH 9)/185<sup>th</sup> Street (CSAH 60). The district is almost fully developed with only scattered undeveloped parcels remaining. The 2040 Land Use Plan guides these undeveloped parcels consistent with existing land use patterns. Furthermore, the 2040 Land Use Plan attempts to maintain and enhance the residential character of the area with opportunities considered for the future development of vacant land. The 2040 Land Use Plan and following recommendations outline the long-range plans for District 2.

- The North Creek greenway corridor will be preserved and enhanced through proper management and the regulation of adjoining land use development.
- The City of Lakeville will coordinate water resource management and floodplain protection efforts for Crystal Lake with the City of Burnsville.
- Lakeville will monitor housing and site conditions to ensure that the current high quality residential character within District 2 is maintained.
- Lakeville will promote infill development of low density residential lots and the re-subdivision of the larger unsewered lots north of 185th Street when utilities become available.
- New residential subdivisions must be coordinated with adjoining neighborhoods to provide proper street and sidewalk connections and consistent development patterns.
- Opportunities for medium-to-high density and high density senior oriented housing development will be encouraged near the intersection of CSAH 46 and Ipava Avenue in an effort to diversify the community's housing stock and provide market support for existing businesses.
- There are three target areas for transit development within District 2 within ½ mile of the existing Metro Transit Park and Ride Facility at I-35 and CSAH 50, as well as planned Bus Rapid Transit stations along the Cedar Avenue corridor at 161<sup>st</sup> Street, Glacier Way, and 181<sup>st</sup> Street. The City will consider opportunities for new development or redevelopment of existing uses with high density residential and mixed-use development to provide support for transit infrastructure within the target area.
- Commercial expansions shall be limited to designated commercial uses identified on the 2040 Land Use Plan. Increased setbacks, building orientation, landscaping, and screening will be required of neighborhood commercial sites adjacent to residential neighborhoods.

- There are five ISD 194 facilities within District 2. The City will coordinate with the school district on continued use and potential alternative uses for these facilities as community demographics changes over time.
- Streetscapes along major roadways within District 2 will be developed consistent with the guidelines and recommendations of the Community Corridor and Gateway Design/Landscape Study.
- A hierarchy of streets to improve traffic circulation through District 2 will be implemented with the following street improvements recommended:
  - 185th Street (CSAH 60) is proposed to be improved to an east-west minor arterial street from Kenwood Trail to Dodd Boulevard (CSAH 9).
  - Ipava Avenue between 163<sup>rd</sup> Street and 175<sup>th</sup> Street is proposed to be improved as a north-south minor arterial street.
  - Ixonia Avenue will be connected north to 180<sup>th</sup> Street when existing rural single family lots are re-subdivided for urban uses.
- Consideration will be given to development of a neighborhood park on a portion of the water tower site at Jacquard Path north of 185<sup>th</sup> Street.

# CITY OF LAKEVILLE

## District 2



**LAND USE DESIGNATIONS**

- Rural Density Residential (1.0 unit per 10 acres)
- Low Density Residential (0.1 to 3.0 units per acre)
- Low/Medium Density Residential (4.0 to 5.0 units per acre)
- Medium Density Residential (4.0 to 7.0 units per acre)
- Medium/High Density Residential (5.0 to 9.0 units per acre)
- High Density Residential (9.0 to 26.0 units per acre)
- Manufactured Housing (4.0 to 7.0 units per acre)
- Office/Residential Transition (9.0 to 26.0 units per acre)
- Corridor Mixed Use (26.0 to 45.0 units per acre)
- Commercial
- Office Park
- Warehouse/Light Industrial
- Airport
- Industrial
- Public and Quasi-Public
- Parks
- Restricted Development
- Water
- Cedar Corridor
- Agriculture Preserves
- Agriculture Preserves (Expiring in 2020)
- Transit Development Target Area



0 0.125 0.25 0.5 Miles

Source: City of Lakeville  
Date: 12/31/2018



**District 3 – Northeast Lakeville**

District 3 is located in northeast Lakeville east of Cedar Avenue. This district consists primarily of low-density residential land uses as well as commercial sites along 160<sup>th</sup> Street (CSAH 46) at Cedar Avenue (CSAH 23) and Pilot Knob Road (CSAH 31). District 3 in the future will include build out of the Spirit of Brandtjen Farm development and continued new development south of 170<sup>th</sup> Street and east of Pilot Knob Road. The 2040 Land Use Plan attempts to maintain existing neighborhoods and encourage compatible land use patterns. The following recommendations summarize the long-range planning objectives for District 3.

- MUSA is to be extended to areas of District 3 designated as MUSA Expansion Area A in accordance with the criteria established by the 2040 Land Use Plan.
- The City will monitor housing and site conditions to ensure that the current high-quality residential character of existing neighborhoods within District 3 is maintained.
- Infill of new low-density residential subdivisions must be coordinated with adjoining neighborhoods to provide proper street connections and consistent land use patterns.
- The Spirit of Brandtjen Farm is to be developed in accordance with the PUD District and PUD Land Use Plan approved by the City Council on June 20, 2005.
- Continued development of the North Creek Manufactured Home Park is to occur in a manner consistent with the performance standards established by the Zoning Ordinance.
- Low-to-medium and medium density residential land uses have been proposed in close proximity to existing townhouse uses at Pilot Knob Road (CSAH 31) and 173<sup>rd</sup> Street as a means of diversifying the City's housing stock in consideration of area high-water tables.
- There are three target areas for transit development within District 3 within ½ mile of planned Metro Transit Bus Rapid Transit stations along the Cedar Avenue corridor at 161<sup>st</sup> Street, Glacier Way, and 181<sup>st</sup> Street. The City will consider opportunities for new development or redevelopment of existing uses with high density residential and mixed-use developments to provide support for transit infrastructure within the target area.
- Lakeville will support the redevelopment of the commercial properties located at the southeast quadrant of Cedar Avenue (CSAH 23) and 160<sup>th</sup> Street (CSAH 46) intersection, including options for including high density residential uses necessary to improve the vitality of this commercial area and to establish workable site access.
- Lakeville will work with Dakota County on future roadway improvements and implementation of access spacing guidelines along Pilot Knob Road consistent with the CSAH 31 Corridor Transportation Study to ensure adequate access to planned residential neighborhoods, commercial developments and East Community Park.



# SPIRIT of BRANDTJEN FARM Planned Unit Development

## SAMPLE MASTER SITE PLAN

with Land Uses Overlay:  
1st Phase Preliminary Plat  
Within Master Overall Example Site Plan XXXII,  
2nd Add'n. Concept Sketch Plan  
& Concept City Park Plan 4

### PHASE I

#### Homesite Data by Land Use Type

Phase I First Addition:	
Cottage Homes	21
Traditional Homes	69
Estate Homes	43
<b>Total Phase I First Addition Homes</b>	<b>133</b>

Phase I Second Addition:	
Cottage Homes	23
Traditional Homes	13
Estate Homes	3
Subtotal, S.F.D. Homes	39
S.F.A.-2,3,4 Home Row Townhomes	52
<b>Total Phase I Second Addition Homes</b>	<b>91</b>

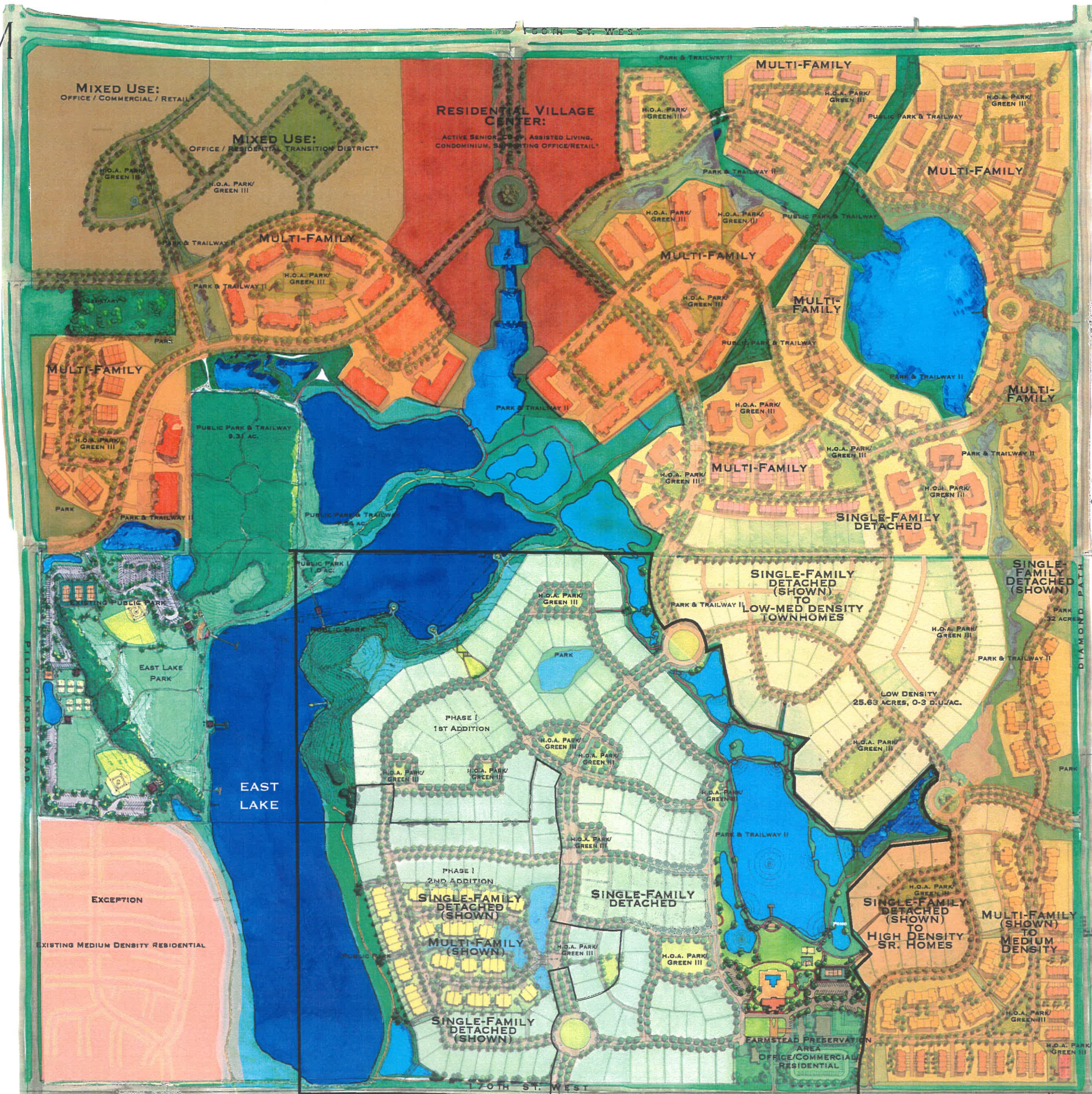
**TOTAL, PHASE I, 1st & 2nd ADDITIONS: 224**

#### Phase I Areas:

First Addition:	
Site Area (Without Winkler/Second Addition)	107.3 AC.
Residential Lots	40.6 AC.
Barn Lot (Block 11, Lot 1)	1.7 AC.
Machine Shed Lot (Block 11, Lot 2)	0.2 AC.
Existing House Lot (Block 11, Lot 9)	0.7 AC.
Horse Stable Lot (Block 11, Lot 3)	0.9 AC.
Horse Track Lot (Block 11, Lot 1)	1.6 AC.
Private Roads (Outlot U)	2.0 AC.
Public Roads	20.6 AC.
Open Space (Outlots A - R & T)	39.2 AC.
Future Area (Outlot S)	89.6 AC.

Second Addition:	
Site Area	39.4 AC.

Explanation of First Phase Impacts (With adding of Winkler/2nd Addition Site Area):  
Impacted area of 2nd Addition includes all of Phase I, 2nd Addition and portions of Phase I, 1st Addition.



\* Permitted Uses: Banks, Funeral Homes, Institutional, Offices, Private Clubs, Schools, Retail, Commercial Daycare, Elderly Housing, Hotels, Medical, Mixed Uses, Multi-family, Religious, Resid. Facilities & Nursing Homes, Restaurants, Vet. Clinics

CLIENT:



TRADITION  
Development

6800 Franco Ave. S., Suite 178  
Edina, MN 55435

PROJECT

Spirit  
of BRANDTJEN FARM

SHEET TITLE

SAMPLE  
MASTER SITE  
PLAN with  
Land Uses Overlay:  
1st Phase Prelimi-  
nary Plat Within  
Master Overall  
Example Site Plan  
XXXII, 2nd Add'n.  
Concept Sketch Plan  
& Concept City Park  
Plan 4

CERTIFICATION

I hereby certify that this plan was prepared by me or  
under my direct supervision and that I am a duly  
Licensed Professional Landscape Architect under the  
laws of the State of Minnesota.

Signature:  
Name: Marc Pison  
Date: License: 1437

DESIGNED DRAWN

DATE:

DESIGNED :  
CHECKED :  
DRAWN :  
TRANSMITTED : 05/26/05

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REVISIONS:

NO.	DATE	NOTE
1		
2		

SHEET OF SHEET

3.5

LANDSCAPE ARCHITECTURE  
LAND PLANNING  
RESIDENTIAL DESIGN  
ARCHITECTURAL ILLUSTRATION  
GRAPHIC DESIGN

PUTMAN  
PLANNING  
& DESIGN, P.C.  
1001 East Street, Suite 100, Hudson, WI 54001  
Phone: 715.224.8200 Fax: 715.224.8202  
email: info@putmanplanninganddesign.com



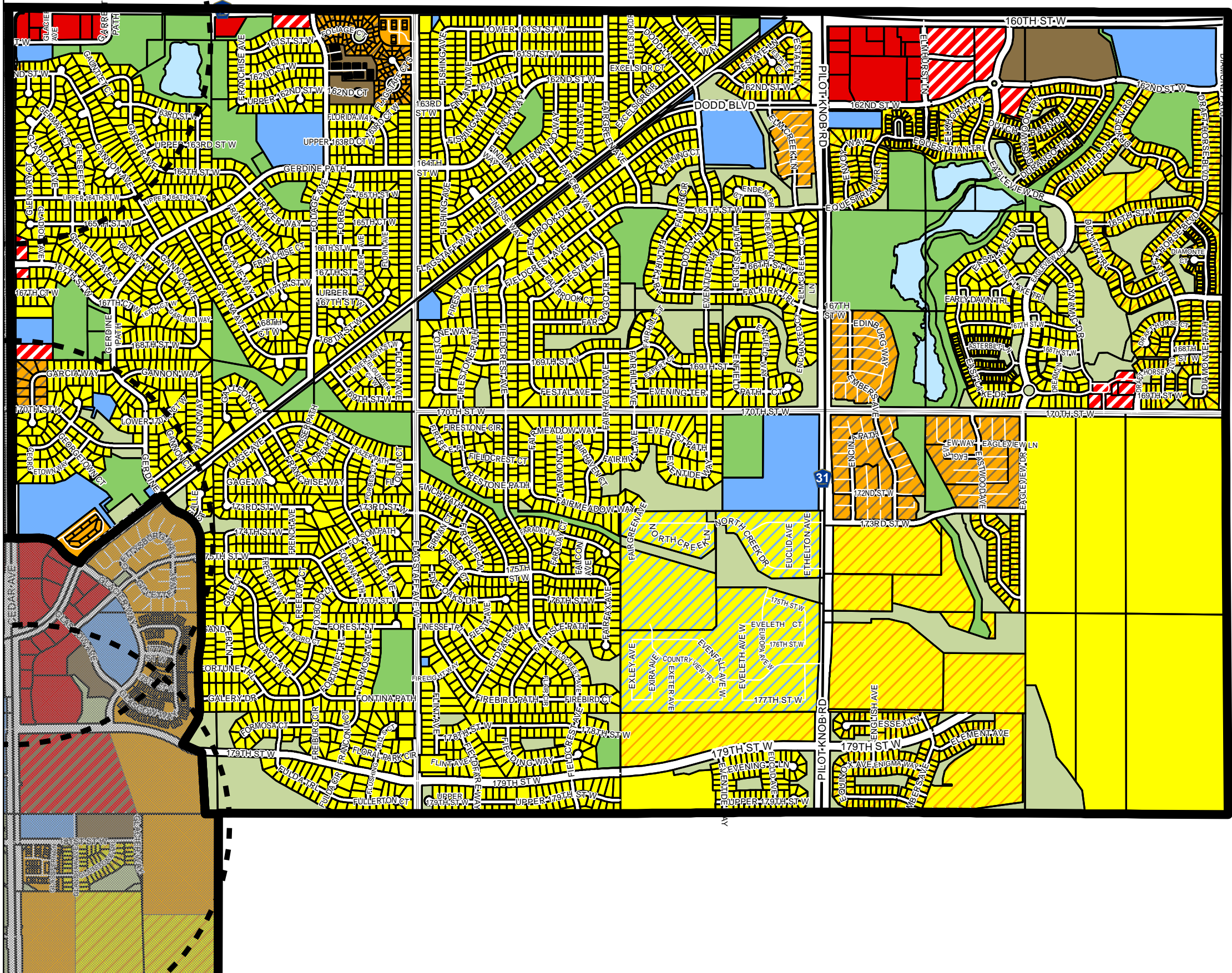
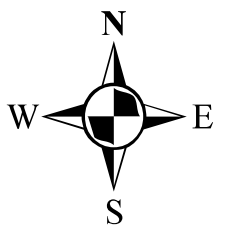


- The following street improvements are proposed within District 3 consistent with the 2018 Transportation Plan:
  - Pilot Knob Road (CSAH 31) is designated as a minor arterial roadway and recommended to be expanded to a six-lane divided roadway.
  - 179<sup>th</sup> Street is to be extended east of Fieldcrest Avenue to Pilot Knob Road (CSAH 31) and then east to Lakeville’s east boundary as a minor arterial roadway.
  - Diamond Path shall be constructed as an arterial roadway along Lakeville’s east boundary between 160<sup>th</sup> Street (CSAH 46) and 179<sup>th</sup> Street.
  - Eagleview Drive is to be constructed between 173<sup>rd</sup> Street and 179<sup>th</sup> Street as a minor collector street.
  
- The following park, trail, and open space system improvements and facilities are recommended within District 3:
  - East Community Park shall be developed in accordance with the facility master plan.
  - The regional greenway corridor extending south of 160<sup>th</sup> Street (CSAH 46) through Spirit of Brandtjen Farm to 173<sup>rd</sup> Street is to be continued south to the Lakeville boundary with Farmington through dedication of land from abutting subdivisions.
  - North Creek will be preserved and enhanced as a Greenway corridor through proper management and regulation of adjoining land use development.
  - Land for a neighborhood park shall be acquired as part of the subdivision process and developed to serve the area east of Pilot Knob Road (CSAH 31) and south of 170<sup>th</sup> Street.



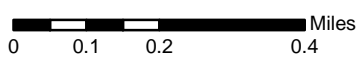
# CITY OF LAKEVILLE

## District 3



**LAND USE DESIGNATIONS**

	Rural Density Residential (1.0 unit per 10 acres)
	Low Density Residential (0.1 to 3.0 units per acre)
	Low/Medium Density Residential (4.0 to 5.0 units per acre)
	Medium Density Residential (4.0 to 7.0 units per acre)
	Medium/High Density Residential (5.0 to 9.0 units per acre)
	High Density Residential (9.0 to 26.0 units per acre)
	Manufactured Housing (4.0 to 7.0 units per acre)
	Office/Residential Transition (9.0 to 26.0 units per acre)
	Corridor Mixed Use (26.0 to 45.0 units per acre)
	Commercial
	Office Park
	Warehouse/Light Industrial
	Airport
	Industrial
	Public and Quasi-Public
	Parks
	Restricted Development
	Water
	Cedar Corridor
	Agriculture Preserves
	Agriculture Preserves (Expiring in 2020)
	Transit Development Target Area



Source: City of Lakeville  
Date: 12/31/2018



**District 4 – Central Lakeville**

District 4 is located in the central portion of Lakeville east of I-35, south of 185<sup>th</sup> Street, west of Hamburg Avenue, and north of CSAH 70. Downtown Lakeville, Lake Marion, Heritage Commons, Lakeville South High School and Kenwood Trail Middle School, and extensive community parks and green way corridors are predominant features of District 4. Low density residential neighborhoods are complemented by townhouse dwellings in various configurations throughout the area. Consistent with the existing land use patterns, the 2040 Land Use Plan recommendations propose to maintain and enhance the existing residential character of this district.

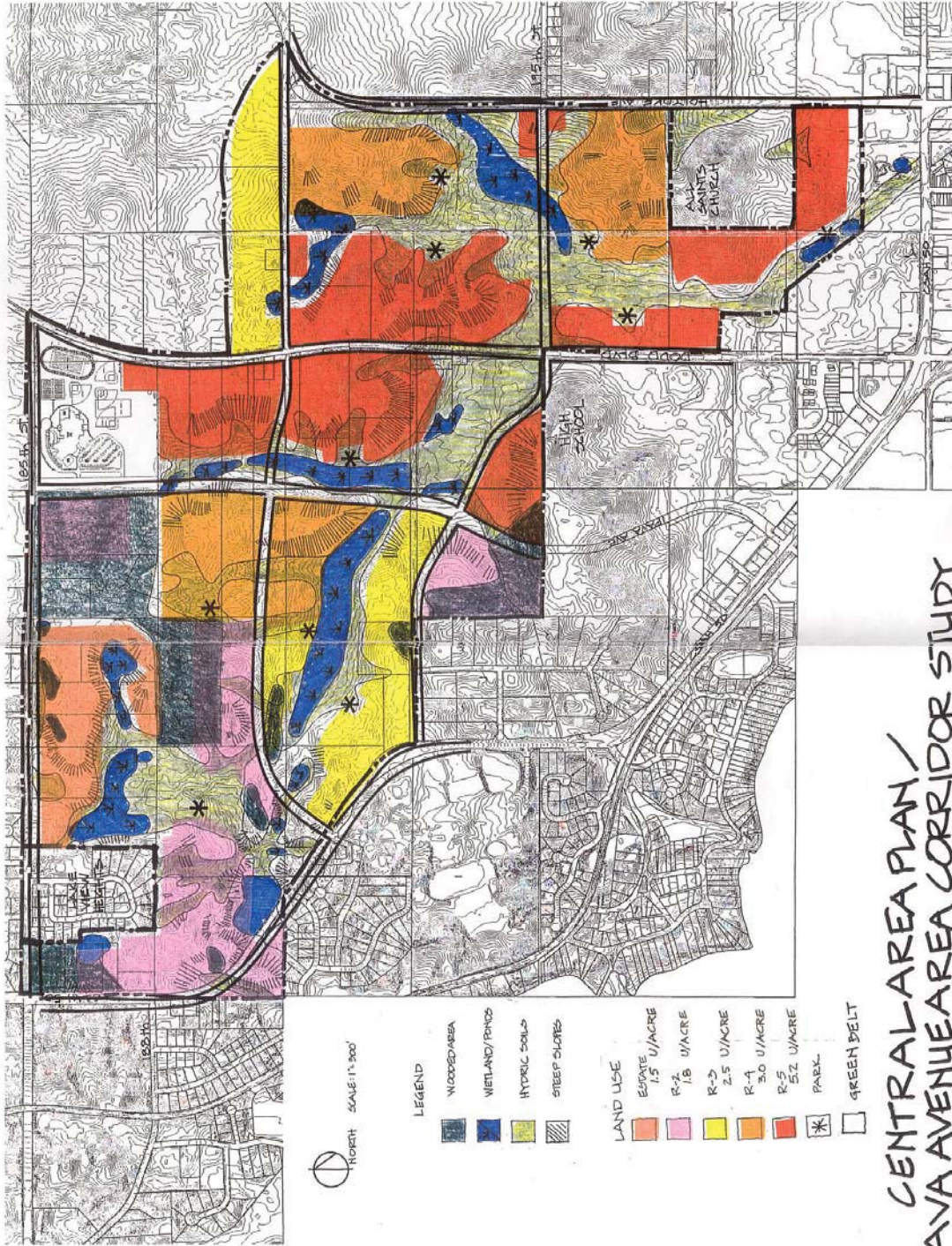
Two planning studies have also defined the future land uses within District 4. The Heritage Commons study prepared in 1996 defines the commercial land use objectives for the area at CSAH 50 and Dodd Boulevard. The Central Area Plan adopted in 1998 addresses residential land use and preservation of natural areas as Greenway Corridors throughout District 4. These detail plans will supplement the 2040 Land Use Plan in outlining the future planning objectives for District 4.

Historic Downtown Lakeville and surrounding areas is also within District 4, which includes a full range of land use types. Lakeville recently completed an update of the detailed planning study for Downtown Lakeville to encourage strengthening the character and vitality of the area. The Downtown Development Guide describes the desired character of downtown Lakeville and guides public and private actions to promote this vision.

The 2040 Land Use Plan and the following recommendations outline the long-range planning objectives for District 4:

- Promote use of Best Management Practices for new development within District 4 in an effort to improve the downstream water quality for trout streams and enforce Shoreland Overlay District regulations and the South Creek Management Plan on land within 300 feet of the South Creek tributary.
- Lakeville will implement Best Management Practices and encourage Low Impact Development strategies to improve the water quality and user enjoyment of Lake Marion.
- The City will monitor housing and site conditions within established neighborhoods to ensure that the current high-quality residential character within District 4 is maintained.
- Infill development of the remaining parcels guided for low density residential uses will be encouraged to be compatible with existing single family uses through consistent lot requirements and subdivision design.

- Re-subdivision of the single-family lots in Appaloosa Farms is encouraged with the availability of municipal sewer utilities.
  
- District 4 contains many natural and topographical features including hydric soils, steep slopes, significant tree cover, wetlands, and natural drainageways. While the existing natural environment constrains development of this area, its unique features also make the area attractive to residents. The following recommendations are offered to guide development in this area while respecting its unique natural features:
  - Delineate greenway corridors that connect environmentally sensitive lands within District 4 as part of the subdivision review process.
  
  - The City will promote subdivision design flexibility through the Central Area PUD District as a means of creating the greenway corridors and protecting open space within District 4:
    - Establish base residential zoning outlining the permitted uses and densities for each residential area consistent with the 2040 Land Use Plan.
  
    - Require density clustering and compact site designs to accommodate common greenway corridors and open space areas and preserve environmentally sensitive areas.
  
    - Offer flexibility in housing type, lot requirements and setback requirements to accommodate development on buildable land areas in exchange for permanently preserving open space.
  
    - As an incentive for participants in the PUD planning process, consider a density incentive for new development by basing the allowed density on the gross acreage of the land holdings rather than the net buildable acreage. This incentive would only be considered with the expanded protection for passive and active open spaces deeded to the City over and above standard park dedication requirements. The developer must also demonstrate that the remaining buildable land not deeded to the public for open space protection has the capacity to accommodate the additional density and that the proposed land use is consistent with the goals and intent of the 2040 Land Use Plan.



CENTRAL AREA PLAN /  
 I-94 AVENUE AREA CORRIDOR STUDY  
 CITY OF LAKEVILLE

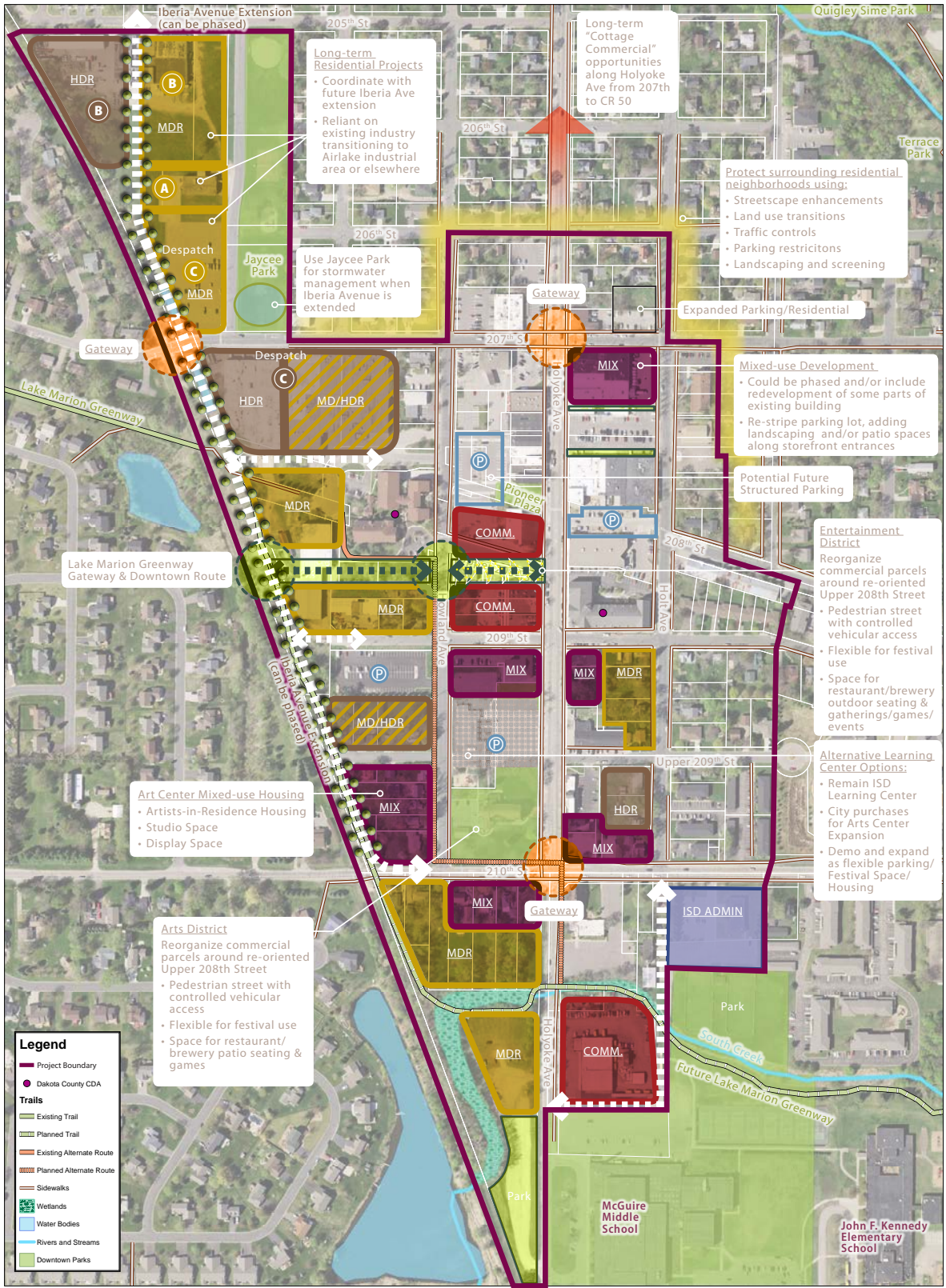
- Development of Medium Density Residential land uses will be guided at the southwest corner of Ipava Avenue and CSAH 50 to provide a transition between the low-density residential neighborhoods and areas proposed for office park/business campus land uses, the existing railroad right-of-way and impacts from traffic on CSAH 50.
- Development of medium-to-high density residential uses is guided along the east side of Kenrick Avenue between 205<sup>th</sup> Street and Lake Marion due to limited area between I-35 and Lake Marion and to buffer the low-density residential neighborhoods and Lake Marion from impacts related to traffic on I-35.
- Heritage Commons is a commercial focal point of the City. The commercial land use patterns at the Dodd Boulevard and 202<sup>nd</sup> Street will be implemented through the following recommendations:
  - - Promote a full range of commercial retail and service land uses within the Heritage Commons area.
    - Promote a variety of residential land use types around the Heritage Commons area for local market support.
    - Continue implementation of the Heritage Commons Design Guidelines to promote consistent themes for architecture, subdivision design, site design, streetscape, open space protection, landscaping, automobile and pedestrian circulation for the Heritage Commons area.
    - Promote shared parking arrangements to promote business interchange and reduce the amount of impervious surfacing.
    - Establish a greenway corridor along the existing drainageway as both an amenity and a storm water management element.
    - Maximize pedestrian and bicycle access and movement to the Heritage Commons area.
    - Utilize City Hall, Heritage Center, fire station, and the Dakota County Heritage Library as architectural examples within the Heritage Commons area.
- Lakeville will pursue efforts to establish an interrelationship between the Lakeville CBD and the Heritage Commons area through design criteria, streetscape, greenway corridor, and pedestrian connections.
- The recommendations of the Downtown Development Guide are incorporated by reference as an integral part of the 2040 Land Use Plan.



- Areas within the CBD guided for mixed use by the Downtown Development Guide shall allow for integration of retail, service and office uses with medium and high density residential housing units to create a development form consistent with traditional downtown land uses to be implemented under zoning district and performance standards specific to the desired character of Downtown Lakeville.
- The City will work closely with ISD 194 in any future school facility planning at Kenwood Trail Middle School.
- Land use planning in the southeast area of District 4 must be respectful to the operations and noise impact of the Airlake Airport. Development in this area must also comply with applicable height restrictions so as not to interfere with airport operations.
- Commercial land uses to provide streetscapes consistent with the design guidelines outlined in the Downtown Development Guide and Community Corridor and Gateway Design/Landscape Study.
- A portion of District 4 is within ½ mile of the existing Metro Transit Park and Ride facility adjacent to I-35 and CSAH 70. The City targets development that will support transit operations located within a target area surrounding a transit facility, with which the existing townhouse uses within this portion of District 4 is consistent.
- The following street improvements are proposed within District 4 in accordance with the 2018 Transportation Plan:
  - 185<sup>th</sup> Street (CSAH 60) is proposed as a minor arterial roadway along the northern edge of District 4 to be extended east of Dodd Boulevard.
  - Dodd Boulevard (CSAH 9) is designated as a minor arterial roadway street and is to be widened to two lanes with a dedicated center turn lane south of Kenwood Trail (CSAH 50).
  - Extend 190<sup>th</sup> Street between Kenwood Trail (CSAH 50) and Irvona Avenue as a major collector street.
  - Extend Ixonia Avenue south of 185<sup>th</sup> Street (CSAH 60) as a minor collector street.
- The City will continue to improve Antlers Park to enhance the user enjoyment of both the park and Lake Marion.
- Development of the Bury property will require preservation of the bluff line along the southwest shore of Lake Marion as a greenway corridor and dedication of land for a neighborhood park and/or as an enhancement to Casperson Park and acquisition of the Rehtzigel property to connect Lake Marion Park and Casperson Park is a priority.

# Urban Design Framework

The Urban Design Framework for Downtown Lakeville builds upon the issues and opportunities provided by City staff, stakeholders, and the general public. The following graphic illustrates the proposed redevelopment initiatives that are covered in this chapter.



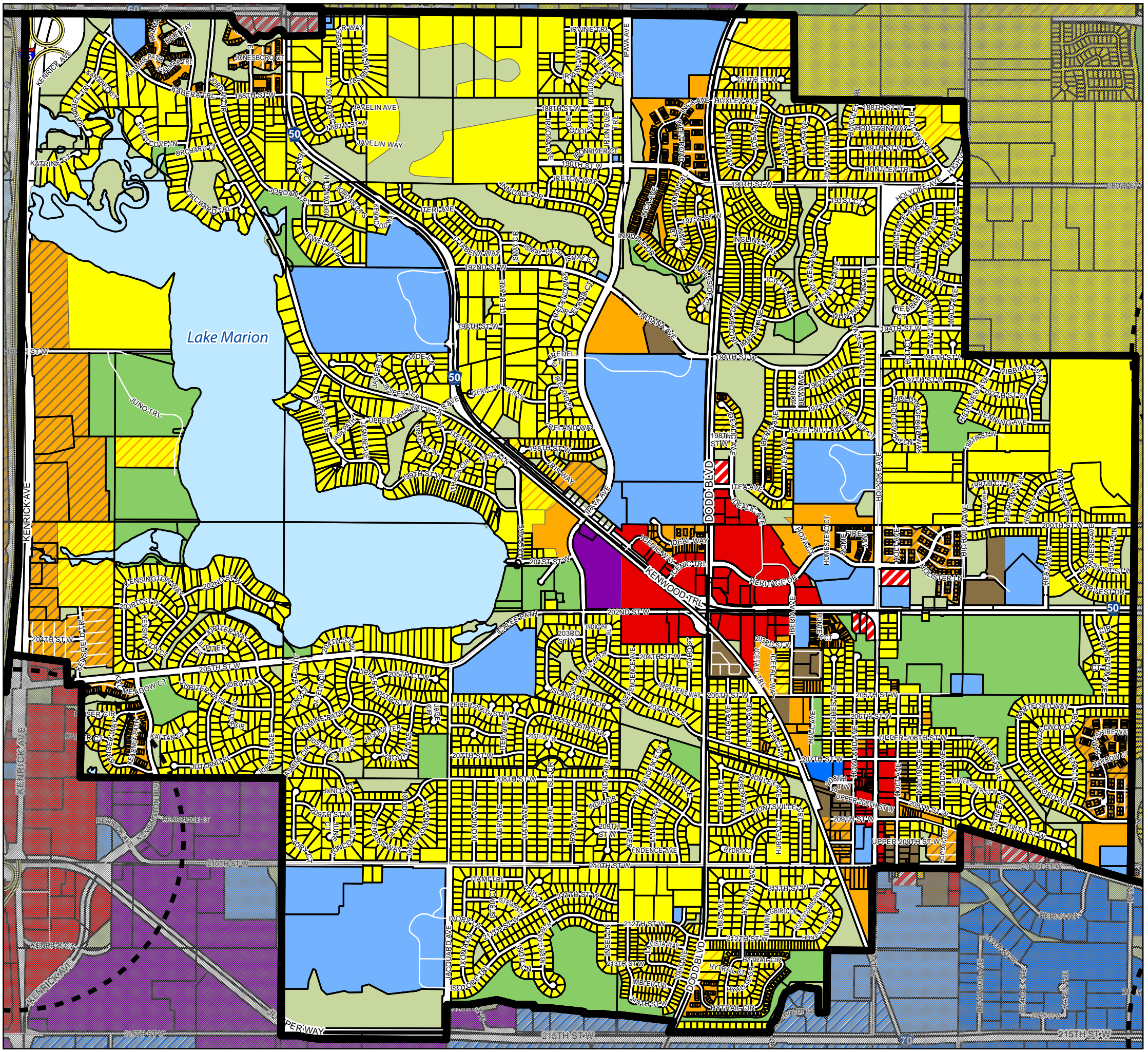
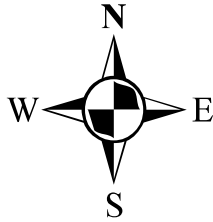
## URBAN DESIGN FRAMEWORK

Figure 3.1 | Urban Design Framework



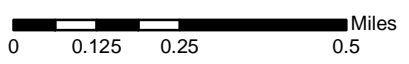
# CITY OF LAKEVILLE

## District 4



**LAND USE DESIGNATIONS**

	Rural Density Residential (1.0 unit per 10 acres)
	Low Density Residential (0.1 to 3.0 units per acre)
	Low/Medium Density Residential (4.0 to 5.0 units per acre)
	Medium Density Residential (4.0 to 7.0 units per acre)
	Medium/High Density Residential (5.0 to 9.0 units per acre)
	High Density Residential (9.0 to 26.0 units per acre)
	Manufactured Housing (4.0 to 7.0 units per acre)
	Office/Residential Transition (9.0 to 26.0 units per acre)
	Corridor Mixed Use (26.0 to 45.0 units per acre)
	Commercial
	Office Park
	Warehouse/Light Industrial
	Airport
	Industrial
	Public and Quasi-Public
	Parks
	Restricted Development
	Water
	Cedar Corridor
	Agriculture Preserves
	Agriculture Preserves (Expiring in 2020)
	Transit Development Target Area



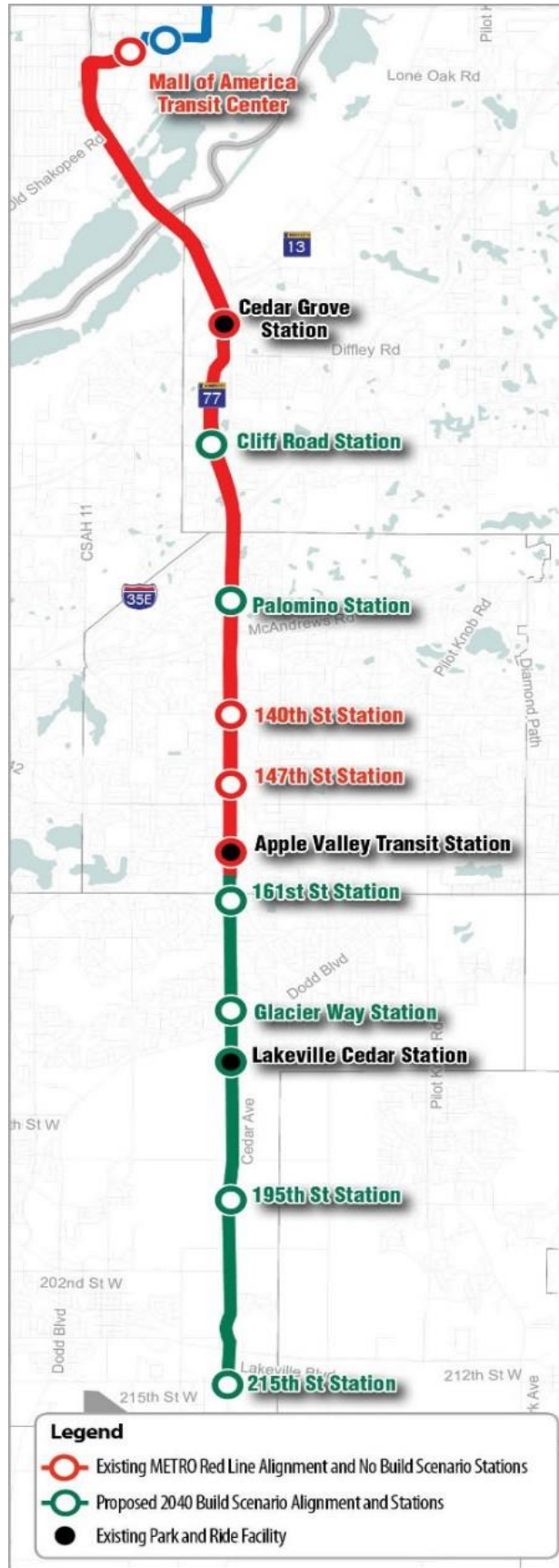
Source: City of Lakeville  
Date: 12/31/2018

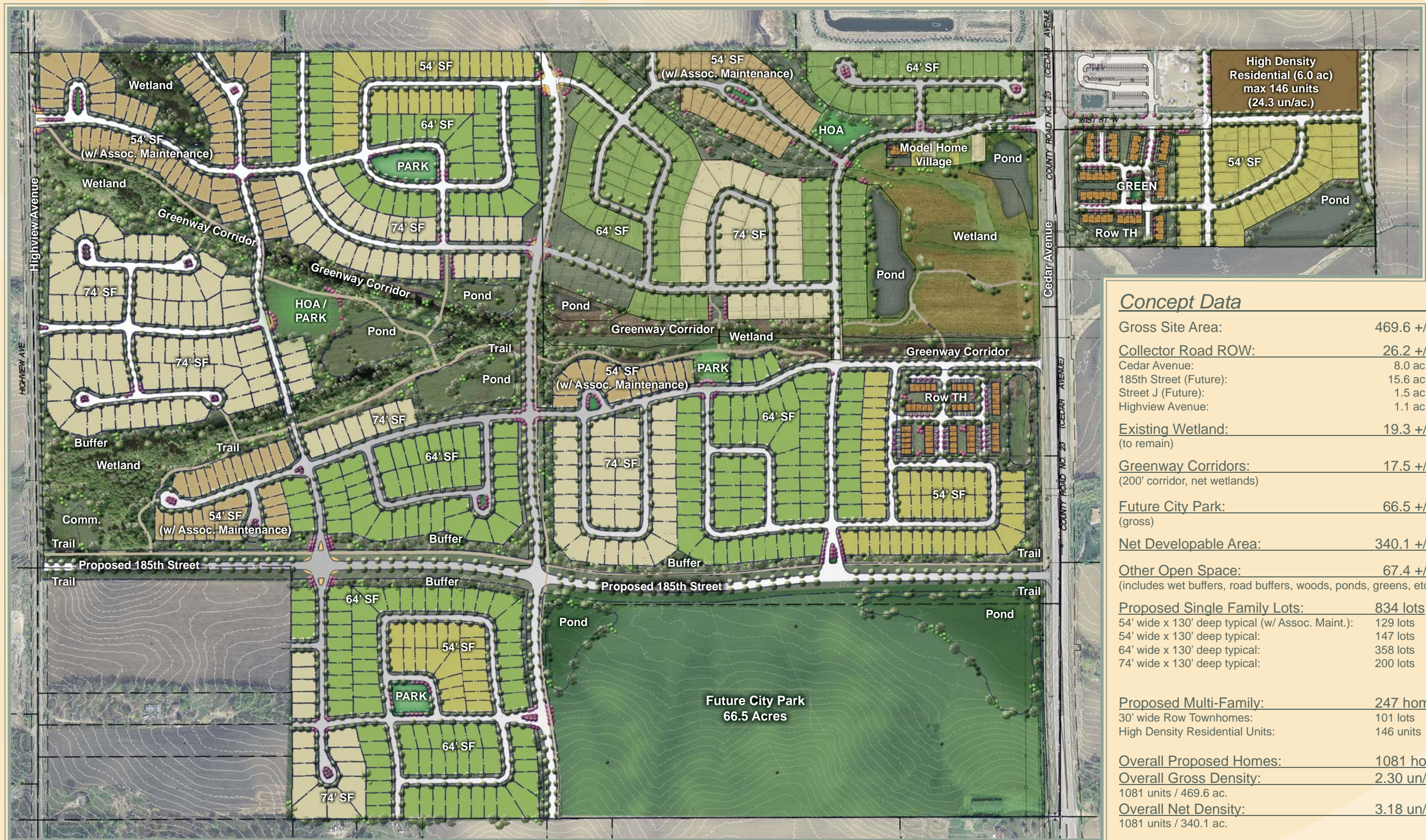


**District 5 – Cedar Corridor**

District 5 encompasses the Cedar Avenue corridor from Glacier Way extending south to 210<sup>th</sup> Street. This district includes large areas of undeveloped parcels within the Farmington Interceptor sewershed not previously included within the MUSA or MUSA Expansion Areas due to limitations on sewer utility extensions. The 2040 Land Use Plan and following recommendations summarize the long-range planning objectives for District 5:

- Areas within District 5 designated as MUSA Expansion Area A may be provided sewer (and water) utility services in accordance with the criteria established by the 2040 Land Use Plan.
- Areas designated as MUSA Expansion Area B are not intended to develop prior to 2028. If planning for the Cedar Avenue Bus Rapid Transitway (Red Line) is completed and funding sources are secured to allow for construction of the transportation improvements, consideration may be given to amendment of the MUSA Staging Plan to allow initiation of urban development consistent with the recommendations of the 2040 Land Use Plan.
- The 2040 Land Use Plan guides development of a range of residential, commercial, public and corridor mixed-uses along the Cedar Avenue corridor to support planned extension of future transit service.
- The area within one-half mile of the Cedar Avenue corridor will be considered for residential development having an average residential density of at least 8.0 dwelling units per acre if current planning for BRT is completed and funding for implementation is secured.
- Lakeville will encourage development of transit nodes in proximity to planned BRT stations within the Cedar Corridor integrating residential, retail, service, office and public uses in closely spaced vertical form in coordination and support of planned transit facilities. The area within ½ mile of the planned Metro Transit BRT stations at Glacier Way and 195<sup>th</sup> Street, as well as the existing Park and Ride facility at 181<sup>st</sup> Street, as to be targeted for development of residential uses with a density of 20.0 to 40.0 dwelling units per acre, while maintaining the minimum average density of 8.0 dwelling units per acre required within the Cedar Corridor.
- Areas outside of the designated one-half mile BRT corridor west to Highview Avenue are guided for low density residential uses to transition to existing neighborhoods and developing areas in central Lakeville.
- The Avonlea development, including the Darrow-Kohls property, shall be developed in accordance with the PUD District and PUD Master Plan approved by the City Council on April 6, 2015.





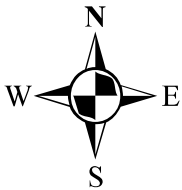
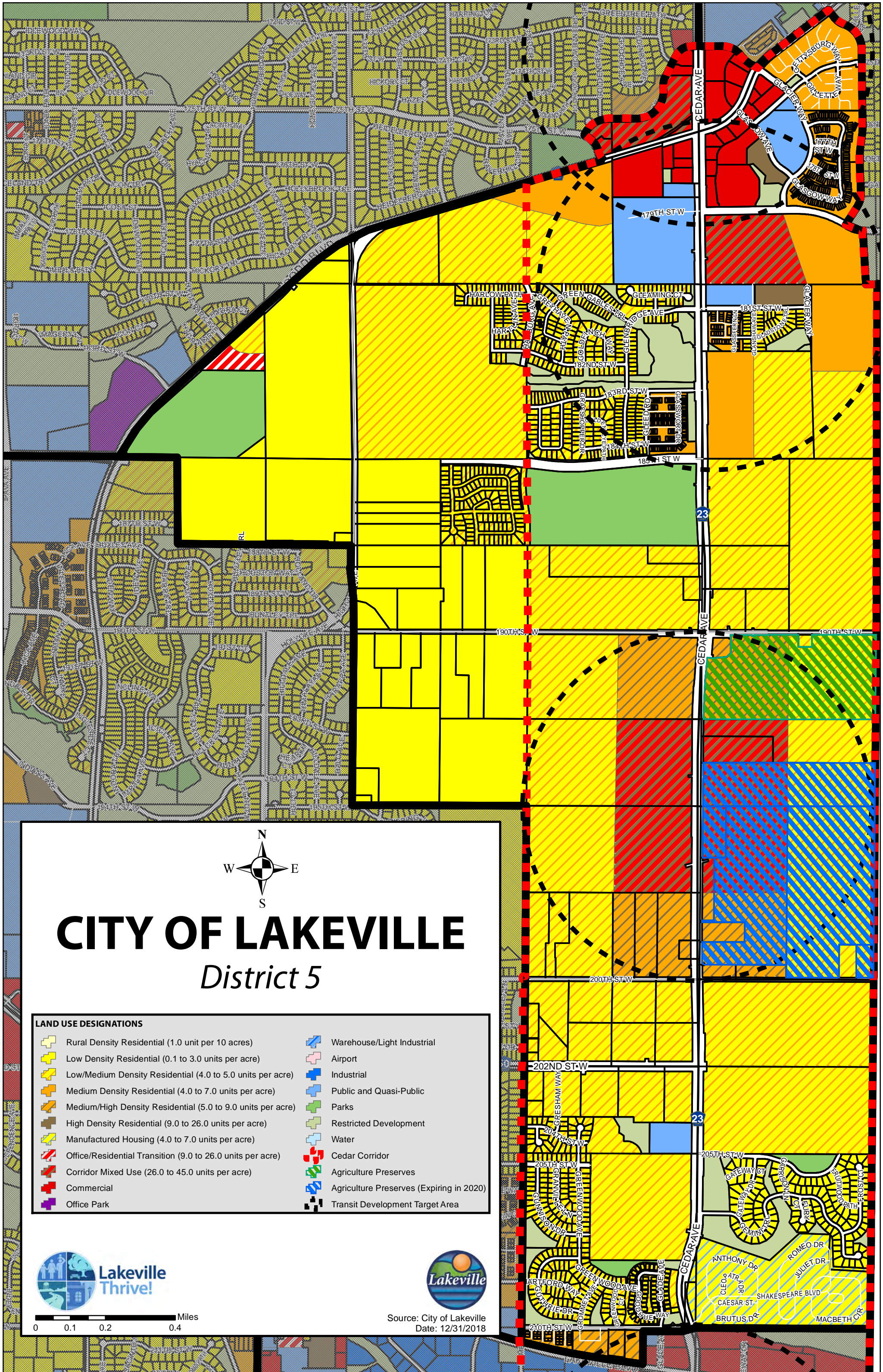
### Concept Data

Gross Site Area:	469.6 +/- ac.
Collector Road ROW:	26.2 +/- ac.
Cedar Avenue:	8.0 ac.
185th Street (Future):	15.6 ac.
Street J (Future):	1.5 ac.
Highview Avenue:	1.1 ac.
Existing Wetland: (to remain)	19.3 +/- ac.
Greenway Corridors: (200' corridor, net wetlands)	17.5 +/- ac.
Future City Park: (gross)	66.5 +/- ac.
Net Developable Area:	340.1 +/- ac.
Other Open Space: (includes wet buffers, road buffers, woods, ponds, greens, etc.)	67.4 +/- ac.
Proposed Single Family Lots:	834 lots
54' wide x 130' deep typical (w/ Assoc. Maint.):	129 lots
54' wide x 130' deep typical:	147 lots
64' wide x 130' deep typical:	358 lots
74' wide x 130' deep typical:	200 lots
Proposed Multi-Family:	247 homes
30' wide Row Townhomes:	101 lots
High Density Residential Units:	146 units
Overall Proposed Homes:	1081 homes
Overall Gross Density: 1081 units / 469.6 ac.	2.30 un/ac.
Overall Net Density: 1081 units / 340.1 ac.	3.18 un/ac.



- Residential land uses guided near the CSAH 50 and Cedar Avenue intersection and south to 210<sup>th</sup> Street include low-to-medium density and medium density land uses. These various residential land uses will provide opportunities to expand the choice of housing types within the community and will also support planned BRT along the Cedar Avenue corridor.
- The 2018 Transportation Plan includes the following recommendations for street improvements within District 5:
  - Realignment of CSAH 9 between Hayes Avenue and Cedar Avenue along the 179<sup>th</sup> Street alignment.
  - Extension of 185<sup>th</sup> Street (CSAH 60) between Dodd Boulevard to Farmington as a minor arterial roadway.
  - Extension of 202<sup>nd</sup> Street east of Cedar Avenue as a major collector roadway.
  - Improvement of 190<sup>th</sup> Street to Cedar Avenue as a major collector street.
  - Extension of Hamburg Avenue between 179<sup>th</sup> Street and 202<sup>nd</sup> Street as a minor collector street.
- The 2015 Parks, Trails and Open Space Plan includes the following recommendations within District 5:
  - Develop the land south of future 185<sup>th</sup> Street and west of Cedar Avenue as a community park consistent with the Avonlea PUD Master Plan.
  - Acquire and develop greenway corridors and neighborhood park facilities consistent with the Avonlea PUD Master Plan, including the Darrow-Kohl's property.
  - Greenway corridors are to be established concurrent with subdivision and an environmental buffer and recreational amenity along tributaries within District 5 as shown on the Parks and Trails System Plan map.
  - The City will evaluate the need to expand King Park through land acquisition or park dedication in conjunction with the subdivision review process.
  - Lakeville will consider acquisition of the parcel south of 185<sup>th</sup> Street and east of Dodd Boulevard that encompasses a large stand of significant trees for permanent open space preservation as a conservation area.

- Development of the King Creek Greenway corridor from the Lakeville wetland bank at Ipava Avenue and 185<sup>th</sup> Street to the east of Dodd Boulevard shall be provided for as development occurs adjacent to the protected tributary.



# CITY OF LAKEVILLE

## District 5

### LAND USE DESIGNATIONS

- |  |   |  |  |
|--|---|--|--|
|  | Rural Density Residential (1.0 unit per 10 acres)           |  | Warehouse/Light Industrial               |
|  | Low Density Residential (0.1 to 3.0 units per acre)         |  | Airport                                  |
|  | Low/Medium Density Residential (4.0 to 5.0 units per acre)  |  | Industrial                               |
|  | Medium Density Residential (4.0 to 7.0 units per acre)      |  | Public and Quasi-Public                  |
|  | Medium/High Density Residential (5.0 to 9.0 units per acre) |  | Parks                                    |
|  | High Density Residential (9.0 to 26.0 units per acre)       |  | Restricted Development                   |
|  | Manufactured Housing (4.0 to 7.0 units per acre)            |  | Water                                    |
|  | Office/Residential Transition (9.0 to 26.0 units per acre)  |  | Cedar Corridor                           |
|  | Corridor Mixed Use (26.0 to 45.0 units per acre)            |  | Agriculture Preserves                    |
|  | Commercial  |  | Agriculture Preserves (Expiring in 2020) |
|  | Office Park   |  | Transit Development Target Area          |



Source: City of Lakeville  
Date: 12/31/2018

0 0.1 0.2 0.4 Miles



## **District 6 – I-35/CSAH 70 ECONOMIC DEVELOPMENT CORRIDOR**

Planning District 6 is located along the southern boundary of Lakeville from the I-35 and CSAH 70 interchange east to the boundary with Farmington. Lakeville had the forethought to reserve this corridor for development of office park and industrial development that is critical to the City's economic development goals. District 6 land uses are dominated by commercial uses surrounding the I-35 and CSAH 70 interchange, office park uses such as Fairfield Business Campus, industrial uses such as Airlake Industrial Park and more recent development extending west to Dodd Boulevard, and the Airlake Airport. Continued expansion of commercial, office park and industrial land uses is planned by the 2040 Land Use Plan consistent with the City's strategic priority for development of uses that will expand employment opportunities and tax base important for a sustainable community. The following recommendations outline the long-range objectives for District 6.

- Integrate new urban development with South Creek west of Lakeville South High School as a Greenway corridor and implementation of Best Management Practices and Low Impact Development strategies.
- Medium-to-High Density and High Density Residential development will be pursued west of I-35 to encourage workforce housing and market support for area Commercial, Office Park and Industrial land uses and access to future transit options within the I-35 corridor.
- Commercial areas surrounding the I-35/CSAH 70 interchange will be promoted as locations for regionally oriented retail, service and office businesses. An opportunity for a major retail destination development is envisioned at the southwest quadrant of I-35 and CSAH 70.
- Commercial land uses guided adjacent to the Cedar Avenue (CSAH 23) and CSAH 50 intersection will allow for automobile-oriented uses such as motor vehicle sales and service or similar non-traditional retail or service uses.
- Uses within District 6 will be developed in accordance with the guidelines and recommendations of the Community Corridor and Gateway Design/Landscape Study.
- Promote the expansion and development of Office Park uses east of I-35 adjacent to CSAH 70 to encourage location of high skill, high wage employment opportunities within Lakeville and expansion of the local tax base utilizing access to regional transportation corridors:
  - Future Office Park development is intended to demonstrate high quality site design integrated with existing natural conditions of the area and significant green space and landscaping amenities.

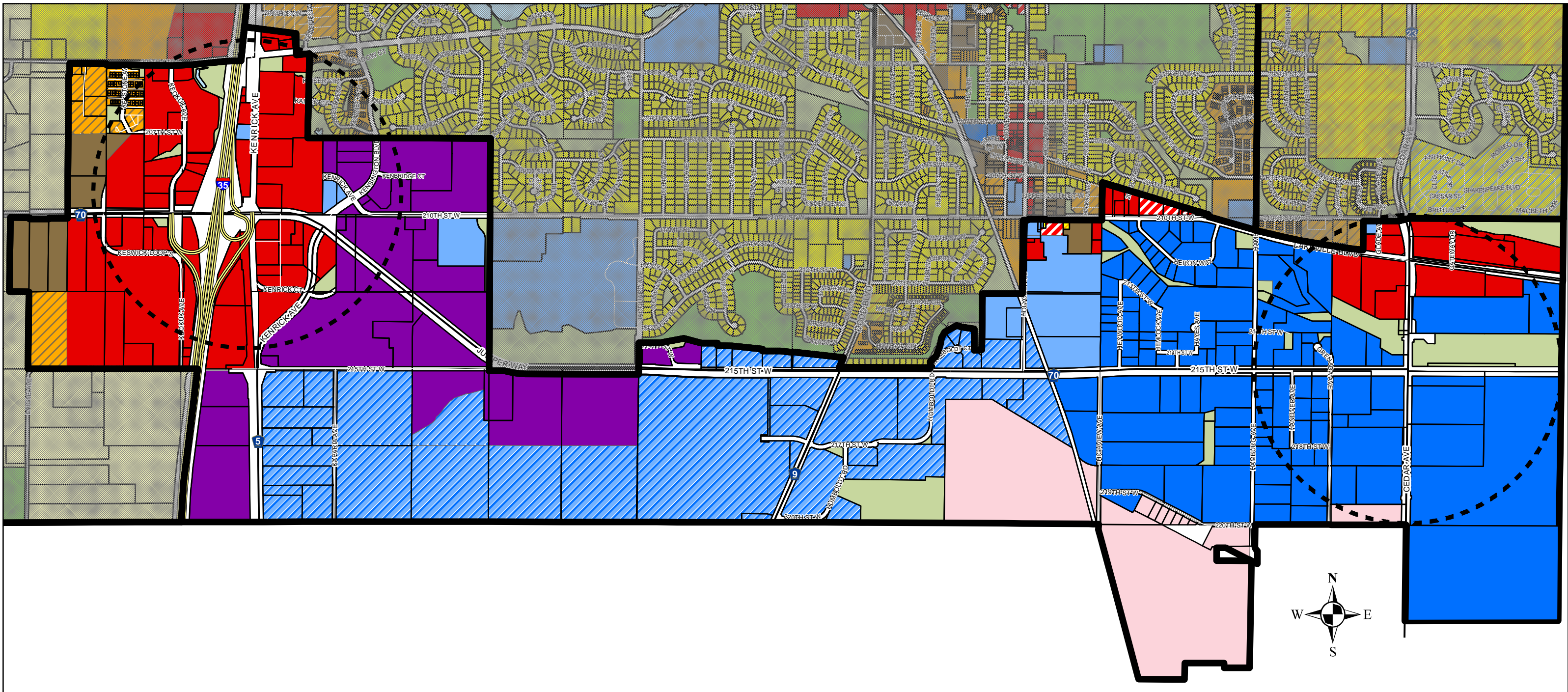
- Building architecture and materials are to display a high degree of aesthetic enhancement and must be compatible with surrounding residential land uses with regard to both operation and orientation.
- The designation of the Office Park land use in this area of Lakeville is a long-range development goal. The City may in the future consider adjustments to the boundary between planned Office Park and Light Industrial/Warehouse land uses in response to specific development proposals that are determined to be consistent with established long-range development goals and the intent of the Comprehensive Land Use Plan.
- Light industrial and warehouse uses are to be developed in accordance with established performance standards with adequate access to utility and regional transportation infrastructure while mitigating environmental impacts and land use compatibility issues with surrounding properties.
- CSAH 70 is designated as a minor arterial roadway by the 2018 Transportation Plan and recommended to be expanded to four lanes from Kensington Boulevard to Holyoke Avenue and three lanes from Holyoke Avenue to Cedar Avenue (CSAH 23).
- Promote infill development of industrial land and in-place expansion of existing industries.
- Lakeville supports continued operation and planned expansion of Airlake Airport as an amenity for planned Office Park and Industrial uses in accordance with the Metropolitan Airports Commission facility plan and the following:
  - Continue to pursue stormwater management opportunities through Best Management Practices and Low Impact Development Strategies on the Airlake Airport property.
  - Extension of sanitary sewer and water utilities to Airlake Airport will be allowed only with annexation of facilities to Lakeville.
  - Noise level contours are indicated in the 2035 Airlake Airport Long-Term Comprehensive Plan, which are not linked to requirements for noise attenuation or mitigation. The Federal Aviation Administration does require that sensitive uses, such as residential dwellings, adjacent to airports that are within a 65 dB DNL noise level contour be tested to determine if interior noise levels are greater than 45 Db and qualify for sound insulation. If future environmental studies determine that there are sensitive uses within the 65 dB DNL contour, the City and MAC will coordinate on development of a sound testing program to determine if the structures would be eligible for sound insulation.

- Recognize Airlake Airport operation impacts on adjacent land uses when planning for future land uses as part of the development review process.









# CITY OF LAKEVILLE

## District 6



Source: City of Lakeville  
Date: 12/31/2018

0 0.125 0.25 0.5 Miles

### LAND USE DESIGNATIONS

	Rural Density Residential (1.0 unit per 10 acres)		Commercial		Cedar Corridor
	Low Density Residential (0.1 to 3.0 units per acre)		Office Park		Agriculture Preserves
	Low/Medium Density Residential (4.0 to 5.0 units per acre)		Warehouse/Light Industrial		Agriculture Preserves (Expiring in 2020)
	Medium Density Residential (4.0 to 7.0 units per acre)		Airport		Transit Development Target Area
	Medium/High Density Residential (5.0 to 9.0 units per acre)		Industrial		
	High Density Residential (9.0 to 26.0 units per acre)		Public and Quasi-Public		
	Manufactured Housing (4.0 to 7.0 units per acre)		Parks		
	Office/Residential Transition (9.0 to 26.0 units per acre)		Restricted Development		
	Corridor Mixed Use (26.0 to 45.0 units per acre)		Water		

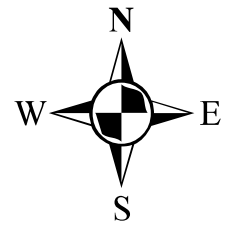


### District 7 – Southwest Lakeville

This district is located in the southwest portion of the community and proposed to remain mostly rural area due to constraints on utility extension and existing land use patterns. The 2040 Land Use Plan and the following recommendations will guide the future growth in District 10.

- Lakeville will implement Best Management Practices and encourage Low Impact Development strategies to improve the water quality and user enjoyment of Lake Marion.
- Lands designated as Urban Reserve on the 2040 MUSA Staging Plan Map shall remain as rural residential uses reflective of existing land use patterns and is intended to be maintained for rural residential, agricultural and hobby farm land uses at densities not to exceed one dwelling unit per ten acres.
- Expansion of MUSA to include parcels designated as MUSA Expansion Area B is not anticipated before 2028. Rural residential uses are to be allowed as an interim use under the provisions of the RAO, Rural Agriculture Overlay District until such time as the criteria for expansion of the MUSA are realized.
- The 2040 Land Use Plan guides development of commercial, high density residential, medium-to-high density residential, low-to-medium density residential, and low density residential uses west of I-35 and north of 205<sup>th</sup> Street as expansion of the existing commercial node area of 205<sup>th</sup> Street with a range of retail, office, and service businesses supported by a broad range of housing types.
- There is an existing Metro Transit Park and Ride facility located at the northeast Quadrant of I-35 and CSAH 70. The City has designated a Transit node with a ½ mile radius surrounding the transit facility. The City may consider opportunities to target development of high density residential and mixed uses with the transit node to support the existing facility and promote extension of the Orange Line Bus Rapid Transit corridor in the future.
- The following street improvements are proposed within District 7:
  - CSAH 70 west of I-35 is designated as a minor arterial street.
  - Keokuk Avenue is to be extended north of 205<sup>th</sup> Street to connect to 195<sup>th</sup> Street as a minor collector street.
  - Construction of additional minor collector streets as shown on the Transportation Plan north of 205<sup>th</sup> Street and west of Keokuk Avenue will be pursued in conjunction with development or as traffic volumes warrant.

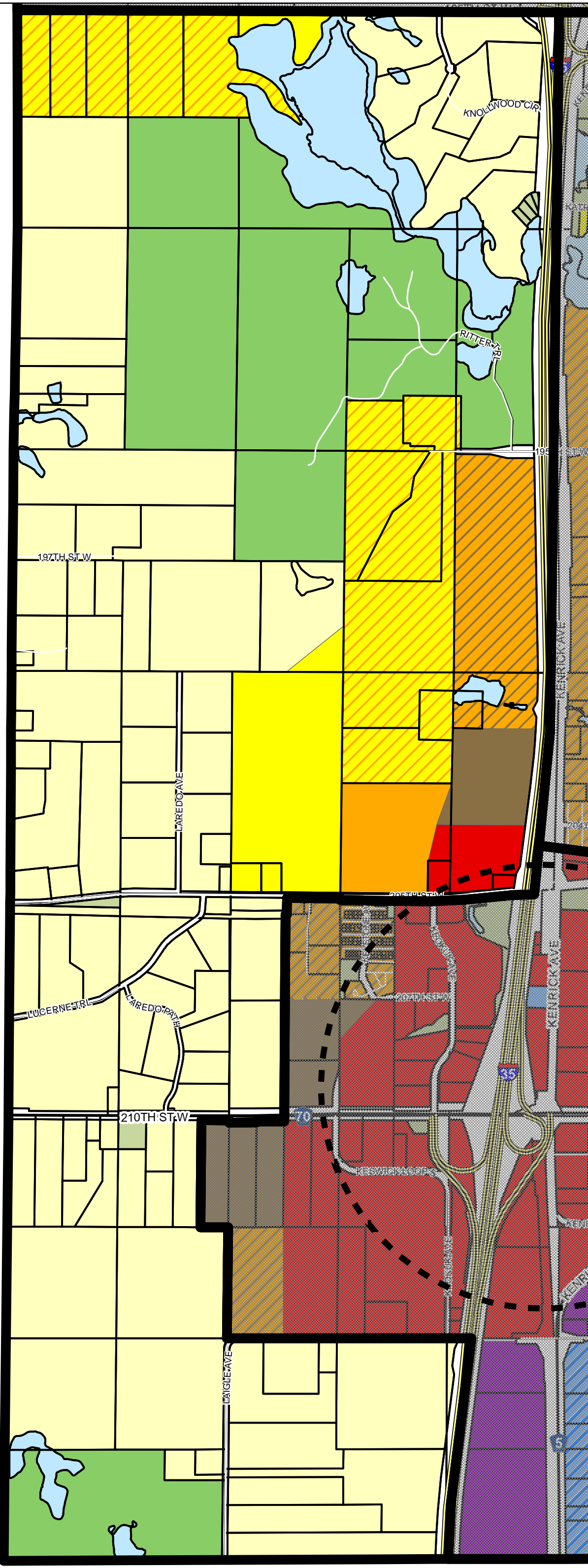
- Lakeville will pursue acquisition of additional land to expand Ritter Farm Park south of the existing property in accordance with the 2015 Parks, Trails, and Open Space Plan.
- Establish of greenway corridors that would link Ritter Farm Park with the Soberg Waterfowl Production Area and the regional Murphy-Hanrehan Park.
- Land for a neighborhood park facility is to be acquired through the subdivision process and developed to serve the planned urban land uses located west of I-35 and north of 205<sup>th</sup> Street.



# CITY OF LAKEVILLE

## District 7

LAND USE DESIGNATIONS	
	Rural Density Residential (1.0 unit per 10 acres)
	Low Density Residential (0.1 to 3.0 units per acre)
	Low/Medium Density Residential (4.0 to 5.0 units per acre)
	Medium Density Residential (4.0 to 7.0 units per acre)
	Medium/High Density Residential (5.0 to 9.0 units per acre)
	High Density Residential (9.0 to 26.0 units per acre)
	Manufactured Housing (4.0 to 7.0 units per acre)
	Office/Residential Transition (9.0 to 26.0 units per acre)
	Corridor Mixed Use (26.0 to 45.0 units per acre)
	Commercial
	Office Park
	Warehouse/Light Industrial
	Airport
	Industrial
	Public and Quasi-Public
	Parks
	Restricted Development
	Water
	Cedar Corridor
	Agriculture Preserves
	Agriculture Preserves (Expiring in 2020)
	Transit Development Target Area



0 0.1 0.2 0.4 Miles

Source: City of Lakeville  
Date: 12/31/2018





## **Implementation**

An ongoing effort of the comprehensive planning process is implementation to affect the goals and policies established by the 2040 Lakeville Comprehensive Plan. Implementation of the 2040 Comprehensive Plan will involve review of existing official controls and other devices needed to implement the policies and plans established by the 2040 Comprehensive Land Use Plan and long-term efforts related to development review, infrastructure expansion, as well as consideration of possible amendment requests.

### **Communication**

Dissemination of information and inviting participation in the planning process and during consideration of development requests in Lakeville is critical for successful implementation of the Comprehensive Land Use Plan. Lakeville will implement the following strategies on an on-going basis to provide information and encourage participation in the planning process:

1. Public hearings required for proposed development applications shall be conducted by the Planning Commission in accordance with the procedures established by the Zoning Ordinance and/or Subdivision Ordinance and as required by Minnesota Statute.
2. Prior to public hearings, the City shall encourage developers to host neighborhood meetings with residents, businesses and property owners in the area to provide information regarding a proposed project.
3. Lakeville will continue to include news releases and a City newsletter in the official newspaper related to on-going planning related activities and development proposals.
4. Information regarding on-going planning related activities, development proposals and broadcast of Planning Commission and City Council meetings will continue to be made available through public access cable television.
5. The City of Lakeville website is an emerging media tool that the City will continue to use and enhance to make information regarding planning and development review activities more readily available and accessible to the public.
6. Lakeville will continue to work with established business and civic organizations as a means of communicating information regarding the Comprehensive Land Use Plan.

7. Lakeville will continue to conduct community surveys to solicit input from residents, businesses and property owners regarding the character of the community, potential issues to address and satisfaction with the City’s administration, services and facilities.

**Official Controls**

The Zoning Ordinance and Subdivision Ordinance are the primary regulations governing land use and development in Lakeville. The Zoning Ordinance and Subdivision Ordinance underwent a comprehensive update in 2000 to incorporate additional provisions related to environmental protection and land use buffering and screening requirements, expanded single family zoning districts, establishment of standard performance requirements for medium and high density residential uses, establishment of zoning districts to continue the desired character of the CBD area, and establishment of a transitional office zoning district and refinements to the uses allowed in various commercial zoning districts to ensure proper locations for various activities within the community.

In adopting the 2000 Zoning Ordinance update, the City Council directed that the significant amendments to the Zoning Ordinance and Subdivision Ordinance be reviewed in two years to evaluate the effectiveness at implementing the provisions of the Comprehensive Plan. This direction has led to subsequent updates to refine the performance standards and other day-to-day administration related issues including major policy discussion related to signage and high density residential uses. The following is a description of the various zoning districts established in the Zoning Ordinance.

- **A-P, Agriculture Preserve District.** The purpose of the A-P District is to reserve areas for long term agricultural use in accordance with the Comprehensive Land Use Plan. The A-P District allows for farms and agricultural uses, parks and open spaces, government and essential service facilities and single-family dwelling units at a density of one dwelling per 40 acres. The minimum lot area required in the A-P District is 40 acres.
- **RA, Rural/Agricultural District.** The RA District is intended to provide for areas of Lakeville to be retained and utilized for rural residential use, open space and agricultural uses in accordance with the Comprehensive Land Use Plan. The RA District allows for the same general uses as the A-P District except that single family dwellings are allowed at a density of one dwelling unit per 10 acres. The minimum lot area required in the RA District is 10 acres.
- **RAO, Rural/Agricultural Overlay District.** The RAO District is designated over areas outside of the MUSA to restrict development of urban uses guided by the 2040 Land Use Plan until such time as sanitary sewer and water utilities are available. Allowed uses included those provided for by the RA District. The allowed development density for single

family dwellings is one dwelling unit per 10 acres and the minimum lot area for all uses is 10 acres.

- **RS-1, Single Family Residential District.** The RS-1 District provides for development of detached single-family dwelling units and related, complementary uses in areas with unique natural features and amenities. The density allowed in the RS-1 District is less than three dwelling units per acre. The minimum lot area is 20,000 square feet for interior lots and 24,000 square feet for corner lots. The minimum lot width is 100 feet for interior lots and 120 feet for corner lots.
- **RS-2, Single Family Residential District.** The RS-2 District allows an option for urban density detached single family dwelling units and related, complementary uses in areas of the City with unique natural features and amenities. The density allowed in the RS-2 District is less than three dwelling units per acre. The minimum lot area is 15,000 square feet for interior lots and 18,000 square feet for corner lots. The minimum lot width is 100 feet for interior lots and 120 feet for corner lots.
- **RS-3, Single Family Residential District.** The RS-3 District allows an option for urban density detached single family dwelling units and related, complementary uses in areas of Lakeville that do not have significant natural features and amenities. The density allowed in the RS-3 District is approximately three dwelling units per acre. The minimum lot area is 11,000 square feet for interior lots and 12,500 square feet for corner lots. The minimum lot width is 85 feet for interior lots and 100 feet for corner lots.
- **RS-4, Single Family Residential District.** The RS-4 District is intended for development for urban density detached single family dwelling units and related, complementary uses in areas of the City with no environmental constraints. The density allowed in the RS-4 District may be more than three dwelling units per acre. The minimum lot area is 8,400 square feet for interior lots and 10,200 square feet for corner lots. The minimum lot width is 70 feet for interior lots and 85 feet for corner lots.
- **RS-CBD, Single Family Residential District-Central Business District Area.** The RS-CBD District provides regulations that accommodate the existing development character of single family residential uses in the area surrounding the CBD. The density allowed in the RS-CBD District may be more than three dwelling units per acre. The minimum lot area is 8,400 square feet for interior lots and 10,080 square feet for corner lots. The minimum lot width is 75 feet for interior lots and 90 feet for corner lots.
- **RSMH, Single Family Manufactured Home Park District.** The RSMH District is a separate district with performance standards for manufactured home parks. Allowed uses include single family dwellings and manufactured home parks. The density allowed in the RSMH District is less than six dwelling units per acre. The minimum lot requirements of the RS-

- 4 District apply to all single-family development. For manufactured home parks established after January 1, 1995, the minimum park area is five acres. Individual home sites within a manufactured home park must have a minimum width of 65 feet and minimum depth of 120 feet.
- **RST-1, Single and Two-Family Residential District.** The RST-1 District provides for one and two unit dwellings and directly related complementary uses. The allowed density within the RST-1 District is three to five dwelling units per acre and corresponds to areas guided for Low-to-Medium Density Residential land use on the 2040 Land Use Plan. The RST-1 District requires minimum lot requirements for single family dwellings consistent with the RS-3 District. Two family dwelling units require a minimum lot area of 15,000 square feet and minimum lot width of 100 feet.
  - **RST-2, Single and Two-Family Transition District.** The RST-2 District provides for a transition in housing density and type between traditional single-family neighborhoods and medium density housing areas. The allowed density within the RST-2 District is three to five dwelling units per acre for areas guided for Low-to-Medium Density Residential land use on the 2040 Land Use Plan. Allowed uses include traditional single-family dwellings and detached townhomes and twin home dwellings established in a unit and base lot configuration with managed common open space. Traditional single-family dwellings are allowed subject to the performance standards of the RS-3 District. Detached townhomes and two-family dwellings require a minimum lot area per unit of 7,500 square feet.
  - **RM-1, Medium Density Residential District.** The RM-1 District establishes opportunities for medium density residential housing options satisfying Lakeville’s objectives for attractive living environments, durable, low maintenance buildings and preservation of natural areas and open space for scenic enjoyment and recreational use. The RM-1 District allows for development of twin home, and row townhouse uses in a base/unit lot configuration and related and complementary uses. Designation of the RM-1 District is to correspond to areas guided for Medium Density Residential land use on the 2040 Land Use Plan with development densities ranging from four to eight dwelling units per acre. Development of these uses is subject to comprehensive performance standards addressing site design, building construction, landscaping, required land use transitions and maintenance of common open spaces. The allowed development density in the RM-1 District is four to eight dwelling units per acre. The RM-1 District requires a minimum lot area per unit of 5,000 square feet for twin home, and townhouse uses.
  - **RM-2, Medium Density Residential District.** The RM-2 District establishes opportunities for medium density residential housing options satisfying Lakeville’s objectives for attractive living environments, durable, low maintenance buildings and preservation of natural areas and open space for scenic enjoyment and recreational use. The RM-2

District allows for development of twin home as well as row or back-to-back townhouse uses in a base/unit lot configuration and related and complementary uses. Designation of the RM-2 District is to correspond to areas guided for Medium-to-High Density Residential land use on the 2040 Land Use Plan with development densities ranging from four to eight dwelling units per acre. Development of these uses is subject to comprehensive performance standards addressing site design, building construction, landscaping, required land use transitions and maintenance of common open spaces. The RM-1 District requires a minimum lot area per unit of 5,000 square feet for twin home, and townhouse uses. The City will study opportunities to increase density for these dwelling types as part of the Zoning Ordinance update implementing the 2040 Comprehensive Plan.

- **RH-1, High Density Residential District.** The RH-1 District provides for multiple family structures and related, complementary uses in areas guided for high density residential use by the 2040 Land Use Plan. The development density within the RH-1 District is more than nine dwelling units per acre. The RH-1 District requires a minimum lot area of 2,500 square feet per multiple family dwelling unit and allows townhouse dwelling units consistent with RM-1 District requirements.
- **RH-2, High Density Residential District.** The RH-2 District provides for multiple family structures and related, complementary uses in areas guided for high density residential use by the 2040 Land Use Plan. The development density within the RH-1 District is nine to 18 dwelling units per acre. The RH-1 District requires a minimum lot area of 2,500 square feet per multiple family dwelling unit of up to four stories in height. Townhouse dwelling units are also allowed consistent with RM-1 District requirements. The City will study opportunities to increase density for these dwelling types as part of the Zoning Ordinance update implementing the 2040 Comprehensive Plan.
- **O-R, Office/Residential Transition District.** The purpose of the O-R District is to provide for a transition in land use from business to residential development and to allow for an intermixing of these activities. Allowed uses include limited retail, service and office uses, projects including both business and residential uses and standalone high density residential housing options as allowed in the RH-1 District.
- **C-1, Retail Commercial District.** The C-1 District allows for low intensity retail or service businesses that deal directly with their customers. The market for these businesses is intended to be neighborhood oriented and located at the edge of residential neighborhoods accessed by major collector or arterial streets.
- **C-2, Highway Commercial District.** The purpose of the C-2 District is to provide for and limit the establishment of motor vehicle oriented or dependent commercial and service activities. The uses allowed in the C-2 District include a range of retail, service and office uses in addition to specific provisions applying to automobile related activities.

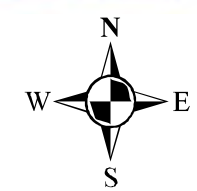
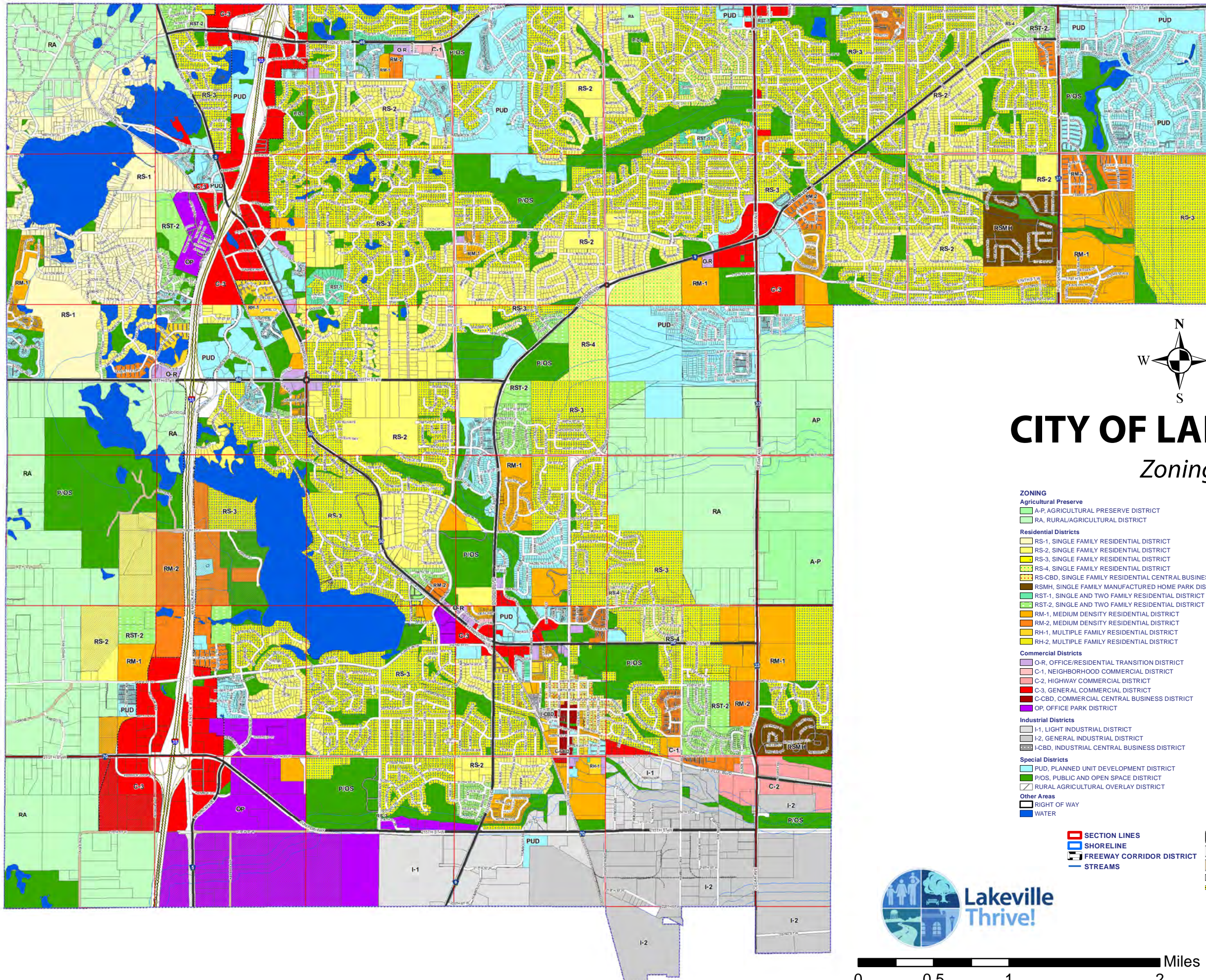
- **C-3, General Commercial District.** The C-3 District provides for establishment of commercial activities that draw from and serve customers from the entire community or region. A full range of retail, service and office activities are allowed in the C-3 District.
- **O-P, Office Park District.** The intent of the CC District is to provide for establishment of business offices, wholesale showrooms and related uses in a high amenity environment that promotes preservation of natural features, installation of landscaping, architectural controls, pedestrian trails and other features.
- **C-CBD, Central Business District Area – Commercial District.** The C-CBD District provides specifically for high intensity commercial uses located within the Central Business District of Lakeville. A full range of retail, service and office commercial uses are allowed in the C-CBD District.
- **I-CBD, Central Business District Area – Industrial District.** The I-CBD District provides specifically for manufacturing, wholesale distribution and warehousing uses and related complementary uses currently located within the Central Business District of Lakeville.
- **I-1, Light Industrial District.** The purpose of the I-1 District is to allow for the establishment of warehousing and light industrial development similar in character to an office/warehouse land use. The I-1 District is intended as a transition district that can compatibly exist adjacent to less intense commercial activities and higher intensity manufacturing uses.
- **I-2, General Industrial District.** The I-2 District allows for development of heavy industrial and manufacturing land uses that require isolation from other land uses due to the character of the activity.
- **PUD, Planned Unit Development District.** The PUD District provides opportunities for flexibility in the application of established performance standards for the development of residential land uses, non-residential land uses or mixed-use projects that would not otherwise be possible under conventional zoning. Establishment of a PUD District is defined to be a legislative act of the City Council based on the policies of the Comprehensive Plan. Application of a PUD District to areas guided by the Comprehensive Plan for low density residential uses is limited to areas of not less than 320 acres. PUD Districts should not be designated except in conjunction with a specific development proposal.
- **P-OS, Public – Open Space District.** The P-OS District a specific zoning district allowing facilities devoted to serving the public. It is unique in that the primary objective of uses within this district is the provision of services, frequently on a non-profit basis, rather than the sale of goods or services. It is intended that uses within such a district will be

compatible with adjoining development, and they normally will be located along arterial or major collector streets with full availability of urban services.

- **FP, Flood Plain Overlay District.** The purpose of the FP District is to protect public health, safety and welfare by regulating flood prone areas to minimize potential loss of life, loss of property, disruption of commerce and government services or cause extraordinary public expenditure for flood protection and relief.
- **S, Shoreland Overlay District.** The purpose of the S District is to manage the effect of shoreland and water surface crowding, prevent water pollution, minimize potential flood damage and to maintain the natural characteristics of shorelands and adjacent water areas via controls regulating lot sizes, placement of structures and land alterations in accordance with State Statutes and Rules.

The Zoning Ordinance establishes an official Zoning Map for Lakeville to define the location and boundaries of the various districts established therein. The current Zoning Map is shown on the following page.



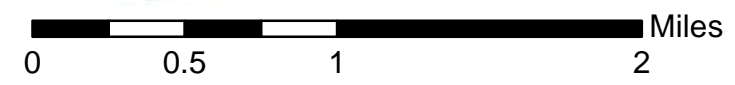


# CITY OF LAKEVILLE

## Zoning

ZONING	ACRES	PCT
<b>Agricultural Preserve</b>	2857.6	11.8%
A-P, AGRICULTURAL PRESERVE DISTRICT	299.0	1.2%
RA, RURAL/AGRICULTURAL DISTRICT	2558.6	10.5%
<b>Residential Districts</b>	9718.0	39.9%
RS-1, SINGLE FAMILY RESIDENTIAL DISTRICT	639.9	2.6%
RS-2, SINGLE FAMILY RESIDENTIAL DISTRICT	1824.9	7.5%
RS-3, SINGLE FAMILY RESIDENTIAL DISTRICT	4749.2	19.5%
RS-4, SINGLE FAMILY RESIDENTIAL DISTRICT	312.2	1.3%
RS-CBD, SINGLE FAMILY RESIDENTIAL CENTRAL BUSINESS DISTRICT	53.1	0.2%
RSMH, SINGLE FAMILY MANUFACTURED HOME PARK DISTRICT	214.8	0.9%
RST-1, SINGLE AND TWO FAMILY RESIDENTIAL DISTRICT	77.1	0.3%
RST-2, SINGLE AND TWO FAMILY RESIDENTIAL DISTRICT	415.4	1.7%
RM-1, MEDIUM DENSITY RESIDENTIAL DISTRICT	891.1	3.7%
RM-2, MEDIUM DENSITY RESIDENTIAL DISTRICT	454.7	1.9%
RH-1, MULTIPLE FAMILY RESIDENTIAL DISTRICT	76.5	0.3%
RH-2, MULTIPLE FAMILY RESIDENTIAL DISTRICT	4.2	0.0%
<b>Commercial Districts</b>	1703.8	7.1%
O-R, OFFICE/RESIDENTIAL TRANSITION DISTRICT	65.4	0.3%
C-1, NEIGHBORHOOD COMMERCIAL DISTRICT	13.9	0.1%
C-2, HIGHWAY COMMERCIAL DISTRICT	96.3	0.4%
C-3, GENERAL COMMERCIAL DISTRICT	752.6	3.1%
C-CBD, COMMERCIAL CENTRAL BUSINESS DISTRICT	16.6	0.1%
OP, OFFICE PARK DISTRICT	759.0	3.1%
<b>Industrial Districts</b>	1347.8	5.5%
I-1, LIGHT INDUSTRIAL DISTRICT	408.2	1.7%
I-2, GENERAL INDUSTRIAL DISTRICT	932.6	3.8%
I-CBD, INDUSTRIAL CENTRAL BUSINESS DISTRICT	7.0	0.0%
<b>Special Districts</b>	4173.1	17.1%
PUD, PLANNED UNIT DEVELOPMENT DISTRICT	1746.4	7.2%
P/O/S, PUBLIC AND OPEN SPACE DISTRICT	2426.7	9.9%
<b>Other Areas</b>	4513.5	18.6%
RIGHT OF WAY	3430.4	14.0%
WATER	1110.5	4.6%

- SECTION LINES
- SHORELINE
- FREEWAY CORRIDOR DISTRICT
- STREAMS
- COUNTY ROADS
- CITY STREETS
- GRAVEL ROADS
- PRIVATE STREETS
- INTERSTATE



Source: City of Lakeville  
Date: 12/31/2018



Lakeville’s official controls are required by State Statute 473.865 to be consistent with the 2040 Land Use Plan. Following adoption of the 2040 Comprehensive Land Use Plan update, an update of the Zoning Ordinance and/or Subdivision Ordinance will be initiated to implement the following recommendations:

1. The requirements for development of multiple family residential uses will be reviewed and updated based on the study undertaken in 2016 and developments undertaken with a PUD District approach as demonstration projects to evaluate density, minimum lot area, minimum setbacks, building height, dwelling mix and minimum area, and off-street parking requirements.

The most likely approach to implement revised standards for multiple family developments is amendments to the RH-2 District to allow more intensive multiple family developments planned for high density residential uses by the 2040 Land Use Plan and designated at specific locations on the Zoning Map adjacent to existing or planned commercial nodes, concentrations of employment or high capacity transportation corridors that may include future transit.

2. Implementation for the Corridor Mixed Use land use category established by the 2040 Land Use Plan will require a new zoning district be adopted. This zoning district must provide for retail, service, and office activities within a compact, concentrated urban form of development together with medium and high-density residential dwellings as a conditional use.
3. The Downtown Development Guide promotes areas of potential redevelopment within Downtown Lakeville. The City must review the existing Central Business District zoning designations and make modifications as needed to ensure that the uses and forms allowed by the Zoning Ordinance provide a flexible mechanism to realize the vision outlined for Downtown Lakeville.
4. Incorporate best management practices outlined the Minnesota Pollution Control Agency’s GreenStep Cities within the performance standards of the Zoning Ordinance.
5. The Zoning Map will be updated to reflect the land use changes provided for on the 2040 Land Use Plan and the Downtown Development Guide.

The City intends to amend the Zoning Ordinance and Subdivision Ordinance by the end of 2019 or approximately nine months after final approval of the 2040 Comprehensive Plan by Metropolitan Council.

### Capital Improvement Plan

Lakeville annually adopts a five-year Capital Improvement Plan to provide a long-range improvement program to meet the service and infrastructure needs of the growing community. The Capital Improvement Plan is reviewed annually and updated to identify the City's development objectives, infrastructure needs and allocation of financial resources providing City officials and the community with a strategic approach to implementation and administration of construction projects. The Capital Improvement Plan includes a number of objectives relative to financing of planned improvements including:

- Construct proposed improvements to City standards;
- Utilize non-tax revenues to the extent reasonably possible to finance improvements;
- Maximize the use of appropriate external financing sources;
- Maintain adequate internal financing resources;
- Minimize the utilization of City property taxes.

### Housing

The housing element of the Land Use Plan chapter identifies the need to proactively address the following housing needs in Lakeville. Lakeville will continue to collaborate with the Dakota County Community Development Agency (CDA) on implementation of housing related policies and programs as the primary means to bring about the goals stated in the Comprehensive Land Use Plan. Each identified need below includes a range of tools and actions that the City may consider utilizing as opportunities are presented in the future to implement the housing plan element of the 2040 Land Use Plan:

- A range of single family dwellings will continue to be the primary form of housing within Lakeville.
  - Continue the pre-application and neighborhood meeting process for development projects to expedite the formal review process.
  - City officials will continue education and training with regards to development to ensure that Lakeville's processes, standards, and practices are consistent with local and regional housing trends.

- Promote opportunities to develop dwelling units during the period from 2021 to 2030 accessible to households earning at or below 30 percent AMI, 31 to 50 percent AMI, 51 to 80 percent AMI in accordance with regional affordable housing allocations.
  - Guide on the 2040 Land Use Plan a minimum of 177 acres for development of residential dwellings at a density of 8.0 dwelling units or more.
  - Implement the concept of transit-oriented design in areas guided for Corridor Mixed Use Development adjacent to regional transportation corridors.
  - Coordinate with the Dakota County CDA to utilize their available resources.
  - Support applications for regional, state, and or federal housing grants as may be applicable for proposed developments in areas appropriately guided by the 2040 Land Use Plan.
  - Assist with site assembly as needed using City resources, including acquisition of foreclosed properties, to provide sites for development of housing.
  - Support preservation of expiring low-income housing tax credit properties.
  - Continue training for City staff to maintain the ability to refer residents and developers to any applicable housing program that may be available outside of the scope of City services.
- Provide for development specialized housing, including affordable housing options for seniors and those with disabilities, to address demographic trends and ensure life-cycle housing opportunities within Lakeville.
  - Guide areas on the 2040 Land Use Plan for development of high density residential uses to meet projected housing needs and reflect changing demographics and housing preferences.
  - Review development standards as needed to address specific requirements or needs of specialized housing.
  - Coordinate with the Dakota County CDA to utilize their available resources.
  - Support applications for regional, state, and or federal housing grants as may be applicable for a proposed development.

- Assist with site assembly as needed using City resources, including acquisition of foreclosed properties, to provide sites for development of housing.
- Explore use of City financial assistance programs and resources on a project specific basis as development proposals are made, including:
  - Tax Increment Financing.
  - Tax Abatement.
  - CBDG Block Grants
- Continue training for City staff to maintain the ability to refer residents and developers to any applicable housing program that may be available outside of the scope of City services.
- Monitor the condition of existing housing stock and consider engaging in proactive efforts and programs to maintain or rehabilitate older housing that demonstrates characteristics of deterioration or blight.
  - Consider undertaking a housing condition inventory in older areas of the community to identify housing maintenance needs.
  - Explore resources available to provide maintenance assistance for low-income home owners at or below 60 percent AMI if housing maintenance needs are identified.
  - Continue training for City staff to maintain the ability to refer residents and developers to any applicable housing program that may be available outside of the scope of City services.
- Encourage high density residential uses as an important component of the City's economic development goals as it relates to workforce housing needs.
  - Guide areas on the 2040 Land Use Plan for development of high density residential uses to meet projected employment needs as well as reflect changing demographics and housing preferences.
  - Continue training for City staff to maintain the ability to refer residents and developers to any applicable housing program that may be available outside of the scope of City services.

- Participate in housing development related organizations, partnerships, and initiatives when applicable to the community and consistent with the City’s development goals and polices.
  
- Continue to review funding sources and financing together with development tools allowed by State law to facilitate development of new life-cycle and workforce housing when appropriate. New sources of funding or other means of providing assistance to meet housing goals will continue to become available during the life of this 2040 Comprehensive Plan. The programs identified within this housing implementation plan are not exhaustive but have been reviewed and determined to be the options most consistent with the City’s philosophy and approach to providing opportunities development assistance. Other programs that were reviewed but determined to be unlikely to be used by the City to provide housing assistance are listed below. While not being identified as current options for housing programs in the City at this time, the opportunity remains to revisit these programs based on the needs of a specific development proposal.
  - Housing bonds.
  - Consolidated request for proposals from Minnesota Housing.
  - Livable Communities Act Grant Programs.
  - HOPE and HOME dollars through collaboration with the Dakota County CDA.
  - Fair Housing Policy first time homebuyer, down payment assistance, and foreclosure prevention programs.
  - Advocate to create a Community Land Trust model to create and preserve attainable homeownership opportunities to target specific % AMI housing needs.
  - Rental license and inspection programs.
  - Low-interest rehabilitation loans for traditional dwellings and/or manufactured home parks.
  - Tools such as Housing Improvement Areas, partnerships with sources of preservation financing (Minnesota Housing, Greater Minnesota Housing Fund’s

NOAH Impact Fund) and 4(d) tax incentives that preserve naturally occurring attainable housing.

- Local notice-of-sale and first-look requirements, rehabilitation resources, support for conversion to co-operative ownership and affordable housing replacement polices regarding continuation of the existing manufactured home parks within the City.

### **Strategic Plan for Economic Development**

The Economic Development Commission has planned for Lakeville’s economic future with the adoption of the first Strategic Plan in 1995. The Strategic Plan will continue to be reviewed and updated every two to three years to identify new issues, opportunities and strategies for implementing Lakeville’s economic development goals. Additional efforts will include:

1. Evaluation of telecommunication technology and infrastructure needs to support existing businesses and future economic development.
2. Continuation of the Spotlight on Business program recognizing a local business at City Council meetings.
3. Manufacturers Week.
4. Continuation of Development Project Feedback Surveys.
5. Participate in or conduct market studies from time to time to evaluate the commercial, office park, and industrial business needs in Lakeville.
6. Pursuit of grants or aid for projects such as the Downtown Development Guide to outline strategies and tools that promote enhancement of the City and private investment.
7. Create an effective message about economic development that includes a marketing strategy and develop collaborative marketing with schools, businesses, and development.
8. Provide a broad range of financial incentives to attract businesses that employ higher skilled, high wage jobs consistent with the key initiatives of *Envision Lakeville*.

### **Envision Lakeville**

The *Envision Lakeville* Community Visioning Plan outlines key initiatives to be undertaken over the next 25-year period, many of which are referenced within this Comprehensive Plan. The key

initiatives of *Envision Lakeville* are broadly defined efforts that should be pursued by the City to realize its vision for the future and which provide guidance for the City Council. These follow up actions to be undertaken in 1-5, 6-15 and 15 to 25 year horizons will aid in implementation of the Comprehensive Plan and contribute to the vision outlined by the community values and strategic priorities of the *Envision Lakeville* process.

### **Administration**

The Lakeville Comprehensive Land Use Plan is adopted pursuant to Minnesota Statutes 462.355. New development proposals or unanticipated situations may arise between today and the next update of the Comprehensive Plan in 2028 that require consideration of amendments. The City Council, Planning Commission, or any person owning real estate within the City may initiate a request to amend the Comprehensive Plan. The processing of a request to amend the Comprehensive Land Use Plan is to be reviewed in accordance with the procedures set forth by the Zoning Ordinance for amendments and the requirements of Minnesota Statutes 462.355. Approval of an amendment to the Comprehensive Land Use Plan must be approved by resolution of the City Council requiring a vote of four-fifths of its members. In considering requests for amendments of the Comprehensive Plan, it must be demonstrated that proposed amendment is to be based upon, but not limited to, the following criteria:

1. The proposed action has been considered in relation to the specific policies and provisions and has been found to be consistent with the Official City Comprehensive Plan.
2. The proposed use is or will be compatible with present and future land uses of the area.
3. The proposed use conforms to all performance standards contained in the City Code.
4. The proposed use can be accommodated with existing public services and will not overburden the City's service capacity.
5. Traffic generation by the proposed use is within capabilities of streets serving the property.