

Business Item

Community Development Committee



Committee Meeting Date: September 21, 2026

For the Metropolitan Council: September 23, 2026

Business Item: 2026-167 SW

City of Lakeville Tradition Development Comprehensive Plan Amendment, Review File 22077-17

District(s), Member(s):	District 16, Wendy Wulff
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Patrick Boylan, Planning Analyst (651-602-1234) Angela R. Torres, Senior Manager (651-602-1566)
Division/Department:	Community Development / Regional Planning

Proposed Action

That the Metropolitan Council adopt the attached Review Record and take the following actions:

1. Authorize the City of Lakeville to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for wastewater, transportation, forecasts, and surface water management.

Background

The City submitted the Tradition Development comprehensive plan amendment on September 25, 2025. The Council found the amendment incomplete for forecasts and the required environmental review process on October 16, 2025. The City submitted supplemental information on August 18, 2026, which included Resolution 26-105 adopting the Record of Decision for the Final Alternative Urban Area-wide Review (AUAR) on August 17, 2026. The amendment proposes to bring 390 acres of land into the Metropolitan Urban Service Area (MUSA), in addition to re-guiding a total of 248.44 acres of Rural Density Residential to Low Density Residential (123.98 ac), Low/Medium Density Residential (114.43 ac), and Medium/High Density Residential (10.03 ac). The amendment also re-guides 25.91 acres of Commercial to Medium/High Density Residential. The amendment area is located in the southwest portion of the City, west of Interstate 35 and south of CSAH 70. The purpose of the amendment is to facilitate the development of a new residential community. This is the City's 16th amendment to its 2040 Comprehensive Plan.

Rationale

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

Regional Development Framework Analysis

On February 12, 2025, the Council adopted Imagine 2050, which builds on policy direction in Thrive MSP 2040. The Council adopted Imagine 2050 in February 2025. Consistent with the procedures adopted in [Business Item 2025-113](#), the Council is reviewing this item under both Thrive MSP 2040 and Imagine 2050. The metropolitan development guide defines the Land Use

Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and taken together serve to achieve the outcomes identified in Thrive and advance the goals identified in Imagine.

Funding

None.



REVIEW RECORD

City of Lakeville

Tradition Development Comprehensive Plan Amendment

Review File No. 22077-17, Business Item 2026-167SW

BACKGROUND

The City of Lakeville (City) is located along the western border of Dakota County, bordered by Burnsville and Apple Valley to the north, Savage to the northwest, Credit River to the west, New Market Township and Eureka Township to the south, Farmington and Empire Township to the east, and Rosemount to the northeast (Figure 1).

Thrive MSP 2040 (Thrive) designates Lakeville with a “Suburban Edge” community destination (Figure 2), as does Imagine 2050 (Figure 3). The Council forecasts that, from 2030 to 2050, the City will grow from 81,300 to 91,200 people, and 28,600 to 33,700 households. The Council also forecasts that, between 2030 and 2050, the City’s employment will increase from 23,100 to 29,000 jobs.

The Metropolitan Council acted on the City of Lakeville 2040 Comprehensive Plan ([Business Item 2019-233 JT](#), Review File No. 22077-1) on September 25, 2019. This is the 16th comprehensive plan amendment since the 2040 Plan was reviewed.

The Council adopted Imagine 2050 in February 2025. Consistent with the procedures adopted in [Business Item 2025-113](#), the Council is reviewing this item under both Thrive MSP 2040 and Imagine 2050.

REQUEST SUMMARY

The amendment proposes to bring 390 acres of land into the Metropolitan Urban Service Area (MUSA), in addition to re-guiding a total of 248 acres of Rural Density Residential to Low Density Residential (124 acres), Low/Medium Density Residential (114 acres), and Medium/High Density Residential (10 acres). The amendment also re-guides 26 acres of Commercial to Medium/High Density Residential. The amendment area is located in the southwest of the City, west of Interstate 35 and south of CSAH 70. The purpose of the amendment is to facilitate the development of a new residential community.

OVERVIEW

Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

Consistency with Council Policies

The amendment is consistent with Thrive MSP 2040, Imagine 2050, with the Housing Policy Plan, with water resources management, and is consistent with Council forecasts.

Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

PREVIOUS COUNCIL ACTIONS

- The Council acted on the 2040 Plan on September 25, 2019 ([Business Item 2019-233 JT](#), Review File No. 22077-1).
- The Council administratively reviewed the Redstone MUSA Expansion amendment March 1, 2021 (Review File No. 22077-2). The amendment brought a 19.6-acre parcel into the current Metropolitan Urban Service Area (MUSA) to allow the development of 47 single family residential lots located east of Highview Avenue and south of Dodd Boulevard (CSAH 9).

- The Council administratively reviewed the Cordelia Development amendment on June 9, 2021 (Review File No. 22077-3). The amendment re-guided 22.4 acres from Medium Density Residential to Medium/High Density Residential located south of 179th Street and east of Cedar Avenue. The purpose of the land use change was to accommodate the development of 171 attached townhome units.
- The Council authorized the Adelman Property amendment on October 13, 2021 ([Business Item 2021-259](#), Review File No. 22077-4). The amendment guided approximately 115 acres recently annexed from Eureka Township as Industrial located east of Cedar Avenue (CSAH 23) and north of 225th Street.
- The Council authorized the Ruddle Property amendment on October 13, 2021 ([Business Item 2021-260](#), Review File No. 22077-5). The amendment guided approximately 91 acres recently annexed from Eureka Township as Warehouse/Light Industrial located west of Dodd Boulevard (CSAH 9) and north of 225th Street.
- The Council administratively reviewed the United Christian Academy amendment on December 7, 2021 (Review File No. 22077-6). The amendment re-guided 33 acres from Commercial to Medium/High Density Residential located south of 210th Street and west of Keokuk Avenue.
- The Council administratively reviewed the Ebenezer Estoria Development amendment on January 27, 2022 (Review File No. 22077-7). The amendment re-guided 9 acres from Medium/High Density Residential to High Density Residential located directly west of Hosanna Church, east of Jaguar Avenue, and north of 165th Street.
- The Council authorized the Powell amendment on April 27, 2022 ([Business Item 2022-91](#), Review File No. 22077-8). The amendment re-guided 22.79 acres from High Density Residential (10.8 acres) and Medium/High Density Residential (11.9 acres) to Low/Medium Density Residential located west of I-35, south of 205th Street, and north of 215th Street.
- The Council administratively reviewed the North Ryan Addition amendment on April 27, 2022 (Review File No. 22077-9). The amendment re-guided approximately 15 acres from Office Park (OP) to Warehouse/Light Industrial (W/LI) located south of 215th Street (CSAH 70) and west of Jacquard Avenue.
- The Council authorized the Authentix amendment on July 13, 2022 ([Business Item 2022-175](#), Review File No. 22077-10). The amendment re-guided 2.5 acres of High Density Residential and 6.1 acres of Commercial to Corridor Mixed Use located west of I-35 and north of 215th Street (CSAH 70).
- The Council provided review comments on the Ruddle Alternative Urban Areawide Review (AUAR) on October 19, 2022 (Review File No. 22726-4). Comments were related to forecasts and wastewater connections.
- The Council provided review comments on the Adelman Farm Draft Alternative Urban Areawide Review (AUAR) on January 4, 2023 (Review File No. 22735-2). Comments were related to forecasts.
- The Council authorized the Lakeville MUSA Extension and Forecast Update Comprehensive Plan Amendment on February 22, 2023 ([Business Item 2023-45](#), Review File No. 22077-11). The amendment added 207 acres, and the purpose of the amendment was to accommodate light industrial developments on the two sites located east of Cedar Avenue (CSAH 23) and north of 225th Street.
- The Council administratively reviewed the Sundance Lakeville comprehensive plan amendment on December 22, 2023 (Review File No. 22077-12) and re-guided 17.75 acres to accommodate 167 townhomes, nine single-family homes, and three acres of commercial space and is located north of 162nd Street West and west of Buck Hill Road.
- The Council administratively reviewed the UCA Land Use comprehensive plan amendment on February 7, 2024 (Review File No. 22077-13) re-guided 10 acres from Commercial to Medium/High Density Residential located at southwest of the intersection of I-35 and CSAH 70 (210th Street) to allow expansion of athletic facilities at the United Cristian Academy.
- The Council administratively reviewed the Lord of Life Comprehensive plan amendment on

October 8, 2024 (Review File No. 22077-14) to re-guide 5.76 acres from Public and Quasi-Public to Low/Medium Density Residential located at 16200 Dodd Lane. The purpose of the amendment was to allow for the development of 24 twin home lots.

- The Council administratively reviewed the Cedar Hills North comprehensive plan amendment on November 8, 2024 (Review File No. 22077-15) to re-guide 2.31 acres from Medium/High Density Residential to Low Density Residential, and 32.6 acres from Low/Medium Density Residential to Medium/High Density Residential located north of 200th Street and east of Cedar Avenue to allow for the proposed construction of 89 single family lots and 144 attached townhome lots.
- The Council provided review comments on the Interstate South Logistics Park Alternative Urban Areawide Review (AUAR) on June 2, 2025 (Review File No. 21385-4). Comments were land use and wastewater connections.
- The Council provided review comments on the Olam Lakeville Industrial Alternative Urban Areawide Review (AUAR) on July 9, 2025 (Review File No. 23036-3). Comments were related to climate, land use, and wastewater connections.
- The Council authorized the Dakota Waste Solutions, LLC & Olam Holdings 1 Comprehensive Plan Amendment on November 12, 2025 ([Business Item No. 2025-268](#), Review File No. 22077-16). The amendment re-guided 119.7 acres, from Office Park to Warehouse/Light Industrial, located south of 215th Street, west of Jacquard Avenue, and east of Kaparia Avenue. The amendment also proposed an extension of the MUSA in the eastern and northeastern sectors of the site.
- The Council administratively reviewed the Kyla Crossing comprehensive plan amendment on January 6, 2026 (Review File No. 22077-18), to re-guide 7.6 acres from Medium/High Density Residential to Low Density Residential, located northwest of the intersection Kenwood Trail (CSAH 50) and Ipava Avenue. The purpose of the amendment was to allow for the construction of 18 single family homes.
- The Council administratively reviewed the Compass Rail comprehensive plan amendment on January 6, 2026 (Review File No. 22077-19), to bring 33.3 acres into the current Municipal Urban Service Area (MUSA), and re-guide properties from Rural Density to Industrial (21.8 acres) and Airport (11.5 acres). The site is located west of Highview Avenue and north of 225th Street West. The purpose of the amendment was to allow for the development of a rail car storage yard.
- The Council administratively reviewed the Highview comprehensive plan amendment on February 19, 2026 (Review File No. 22077-20), to re-guide 12 developable acres (20 gross) located northeast of the intersection of Heritage Drive and Holyoke Avenue from Low Density Residential to Low-Medium Density Residential. The purpose of the amendment was to facilitate a 46-unit detached single family development.
- The Council administratively reviewed the Haven at Lake Marion comprehensive plan amendment on May 29, 2026 (Review File No. 22077-21), to re-guide part (11.7 acres) of a 21-acre parcel from a mix of low and medium density residential to low-medium density residential to support 51 new single and attached dwelling units. The proposal is located south of Kenwood Trail/CSAH 50 and west of Ipava Avenue.
- The Council provided review comments on the Southwest Study Area Final Alternative Urban Areawide Review (AUAR) on August 7, 2026 (Review File No. 23142-3). Comments were related to land use and wastewater.

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with Thrive MSP 2040, Imagine 2050, and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

ISSUES ANALYSIS AND FINDINGS

Conformance with Regional Systems

The amendment conforms to the regional system plan for Regional Parks, Wastewater Service, and Transportation with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

Wastewater Service

Roger Janzig, Environmental Services (ES) – Wastewater Planning (roger.janzig@metc.state.mn.us)

The amendment conforms to the 2040 Water Resources Policy Plan (WRPP) and the 2050 Water Policy Plan. The Metropolitan Disposal System has adequate capacity for this project location.

Advisory Comments

Environmental Services staff will restart the review of the Sewer Extension Permit upon Council authorization of the Tradition Development amendment.

Transportation

Joseph Widing, Metropolitan Transportation Services (MTS) (651-602-1822)

The amendment conforms to the 2040 Transportation Policy Plan (TPP) and the 2050 TPP. The amendment is not anticipated to have any impact on any regional transportation systems. There are no freight considerations or impacts from this amendment. There are no regional aviation facilities near the subject sites and no considerations for regional aviation.

Advisory Comments

We encourage the city to work with the county and the developer to extend the existing multiuse trail along County Road 70 and provide non-motorized facilities throughout the development.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, and water supply. Additional review comments are detailed below.

Forecasts

Todd Graham, CD – Research (651-602-1322)

The forecast-related content is consistent with regional policy. The Plan Amendment adds low- and low-medium density land supply in the southwest of Lakeville. The City's recent AUAR describes the Tradition and Artemis Development having potential of 1,270 – 1,444 units; part in the current decade, the balance in the next decade. Combined with other known developments, Council staff project this would advance Lakeville to 28,600 households in 2030.

Following discussion between City and Council staff, Met Council revised its forecast as a post-system-statement adjustment (Business Item 2026-50, February 25, 2026). For reference, the Council's current approved forecasts are included in Table 1 below.

Table 1. Metropolitan Council City of Lakeville Forecasts, revised Feb. 2026

	Census	Estimates	Forecasts		
	2020	2025	2030	2040	2050
Population	69,490	78,810	81,300	85,500	91,200
Households	23,265	27,463	28,600	31,200	33,700
Employment	15,888	21,862	23,100	25,200	29,900

Table 2. Metropolitan Council Metropolitan Council sewer-served forecast: Lakeville, to Empire and Seneca facilities

	MCES-served forecasts			
	2020	2030	2040	2050
Population	68,406	80,747	85,073	90,777
Households	22,902	28,405	31,044	33,544
Employment	15,877	23,060	25,200	29,900

Advisory Comments

The City should utilize this forecast in the upcoming 2050 Plan.

Land Use

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

The amendment is consistent with regional policy for land use. Both Thrive MSP 2040 and Imagine 2050 designate Lakeville as a Suburban Edge community. While Thrive calls for a residential minimum of 3.0 units per acre, Imagine expects development to average 3.5 units per acre. The City's current plan with the proposed amendment is consistent with both Thrive and with Imagine for land use and residential density.

The Tradition Development amendment area is generally located south of County State Aid Highway (CSAH) 70/210th Street West, west of Interstate 35 (I-35), and east of the City of Credit River, Scott County (Figure 1). Imagine 2050 designates Lakeville with a Suburban Edge (Figure 2). The amendment proposes to bring 390 gross acres (316 net developable acres) of land into the current MUSA.

The amendment proposes an expansion of the Metropolitan Urban Services Area (MUSA) staging to accommodate 124 acres of Low Density Residential (LDR), 114.4 acres of Low-Medium Density Residential (LMDR), and 35.9 acres of Medium Density Residential (MDR). The MUSA expansion and changes to future land use will facilitate 1,444 new housing units for a project density of 4.6 units per acre. With this amendment, the City's overall net residential density increases from 3.48 to 3.51. As shown in Table 3, the City's net residential density remains consistent with the Thrive expectation for the Suburban Edge, which is 3 units/acre and meets Imagine's expectation, which is 3.5 units/acre.

Table 3. City of Lakeville Density Table

2020 – 2040 Change					
Category	Density		Net Acres	Min Units	Max Units
	Min	Max			
Low Density Residential	0.1	3	1,050.3	105	3,151
Low/Medium Density Residential	4	5	1,245.5	4,982	6,227
Medium Density Residential	4	7	146.4	586	1,025
Medium/High Density Residential	5	9	288.8	1,444	2,599
High Density Residential	9	26	42.6	384	1,109
Office Residential Transitional*	9	26	1.7	15	44
Corridor Mixed Use	26	45	79.8	2,076	3,593
	Subtotals		2,855.1	9,592	17,748
	Subtotal Net Density			3.36	6.22
2000-2025 Plat Monitoring Program			4,427.6	15,959	
	TOTALS		7,283	25,551	12,711
	Overall Density with Plat Monitoring Data			3.5	6.2

* 25% residential

** 40% residential

Alternative Urban Areawide Review

This amendment was originally submitted September 25, 2025, and found incomplete for review

pending changes to forecasts and completion of an Alternative Urban Areawide Review (AUAR). Minnesota Environmental Review Rules and Council policy require that environmental reviews be completed and through the Environmental Quality Board process prior to any associated governmental approvals being granted, including the Council's review of a comprehensive plan amendment.

The City submitted a Draft and Scoping AUAR "Southwest Study Area" on October 21, 2025, with the Draft AUAR submitted on May 12, 2026. The Council provided comments on a variety of topics for these reviews including land use, forecasts, and sanitary sewers. The Final AUAR was submitted on July 28, 2026, for review. Council staff conducted a review of this Final Alternative Urban Areawide Review (FAUAR) and Mitigation Plan to determine its accuracy and completeness in addressing regional concerns and sent correspondence on August 7, 2026. Council Staff concluded that the FAUAR addresses previous comments and is complete and accurate with respect to regional concerns and raised no major issues of consistency with Council policies; the Council did not object to the FAUAR.

The City completed the final AUAR process and the City Council passed Resolution 26-105 adopting the record of decision for the Final AUAR and Mitigation Plan for the Southwest Study Area. The Tradition Development Amendment (Business Item 2026-167SW) and the Southwest Study AUAR have different names but are the same location within the City of Lakeville.

Housing

Olivia Boerschinger, CD – Housing (651-602-1327)

The amendment is consistent with the housing policy. The amendment does not inhibit the City from implementing their housing element nor from promoting sufficient land to address their share of the region's affordable housing need for 2021-2030.

Water Supply

John Clark, ES – Water Supply (651-602-1452)

The amendment is consistent with the 2040 WRPP and Imagine 2050 WPP for water supply and policies related to sustainable water supplies.

Surface Water

Lila Franklin, ES – Water Resources (651-602-1179)

The amendment is consistent with the 2040 WRPP and Imagine 2050 WPP for surface and policies related to surface water management.

Advisory Comments

There are several regulated trout streams within 5 miles of the proposed development site. As more site-specific plans are developed, Council staff encourages the identification of risks to these waterways and other water resources, and mitigation strategies to protect them. Additionally, if the City determines that additional source waters are needed as a part of future development at this site, they should work with the MN DNR to update their local water supply plan and appropriation permit.

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

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

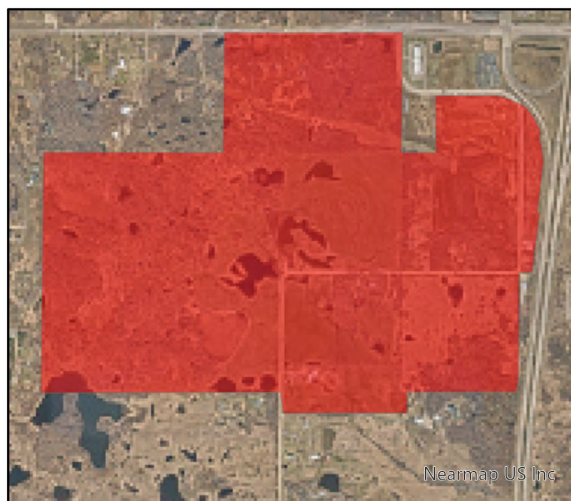
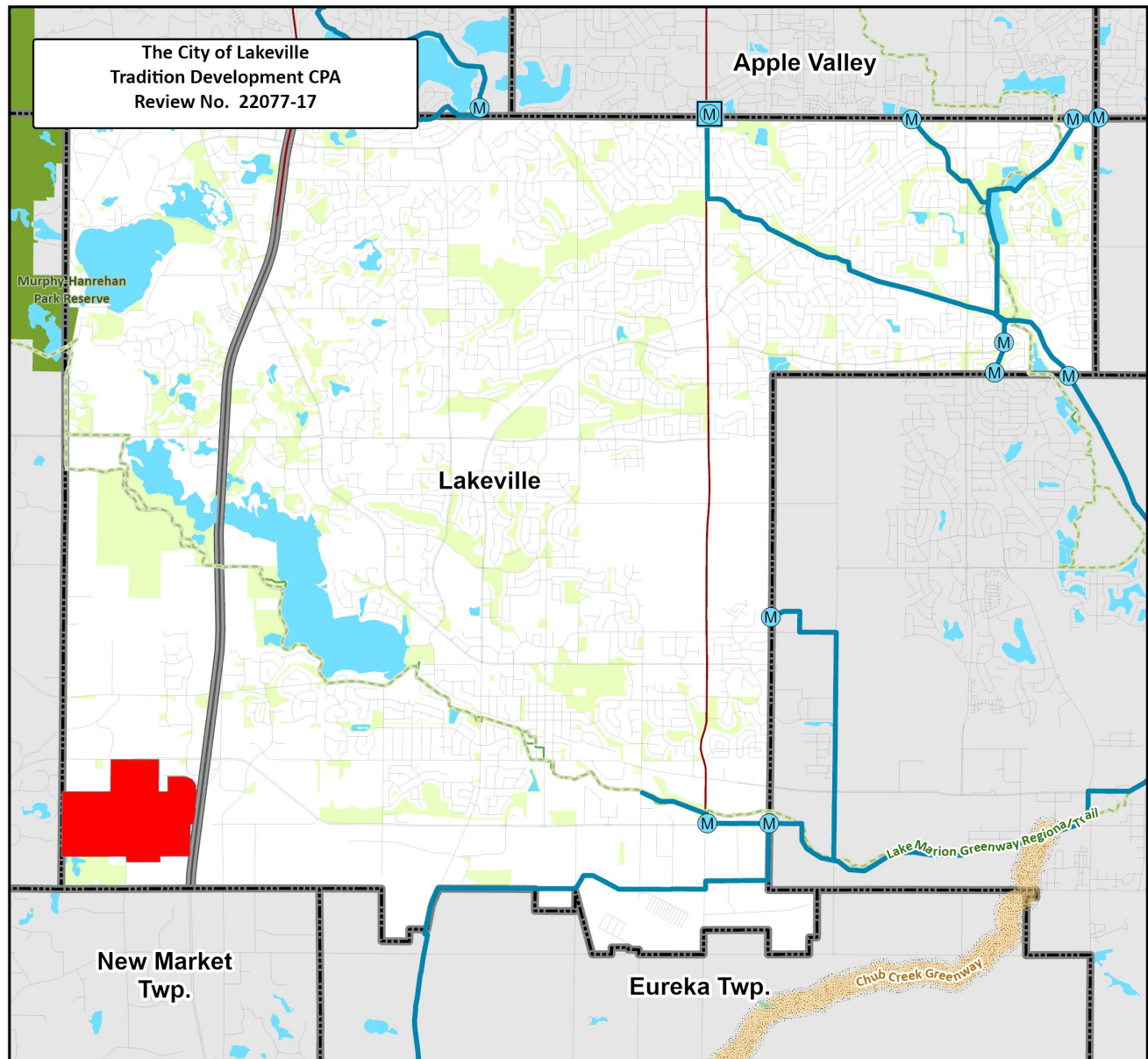
ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Thrive MSP 2040 Community Designation
- Figure 3: Location Map Showing Imagine 2050 Community Designation
- Figure 4: Current and Proposed Land Use Guiding

Figure 5: Current 2040 MUSA Boundary
Figure 6: Proposed 2040 MUSA Boundary



Figure 1. Location Map Showing Regional Systems



Regional Systems

Regional Transitways

- Existing
- Planned Current Revenue Scenario
- Potential Increased Revenue Scenario

Wastewater Treatment

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

Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads
- Road Centerlines

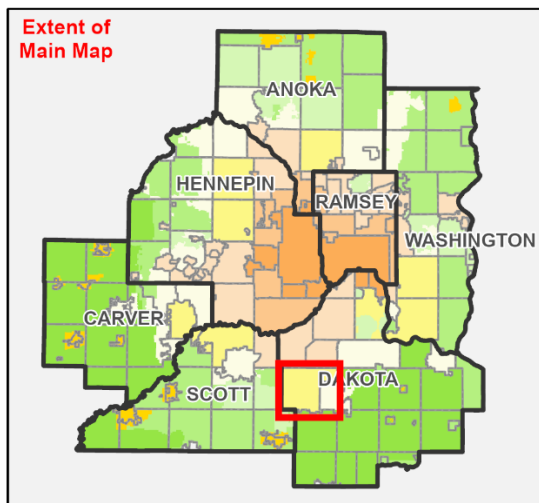
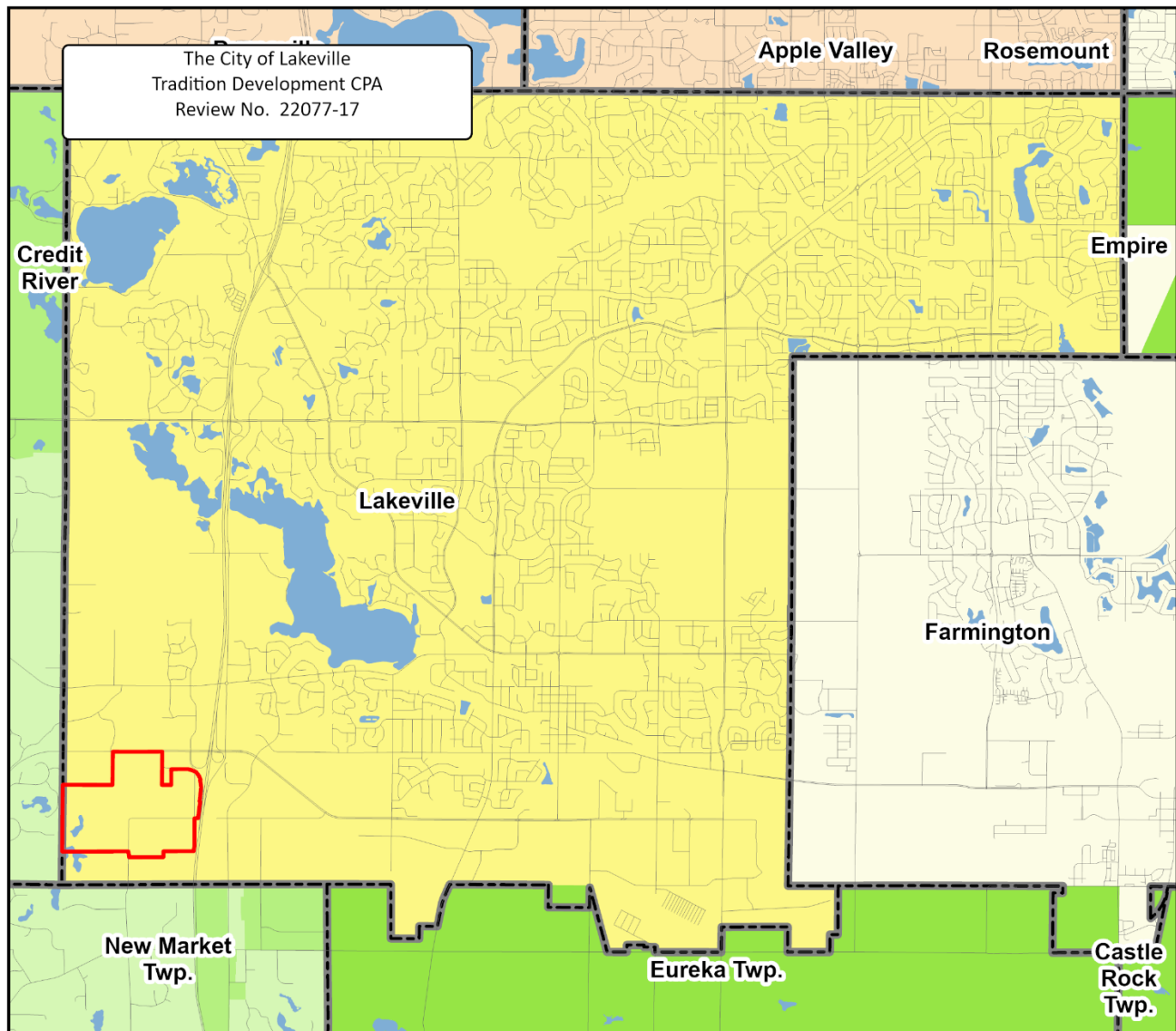
Regional Parks

- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units
- Other Parks, Preserves, Refuges and Natural Areas

Regional Trails

- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned Regional Trails
- Regional Trail Search Corridors

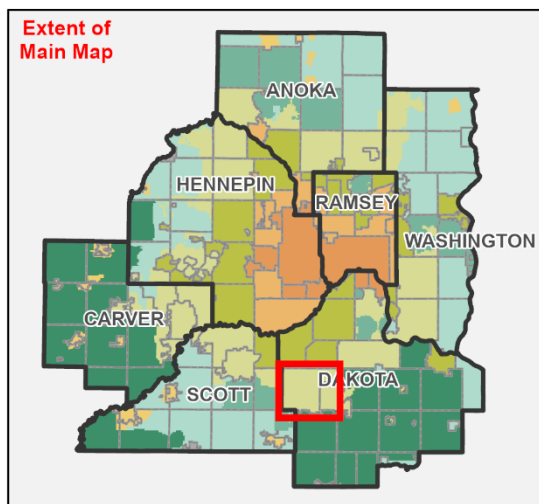
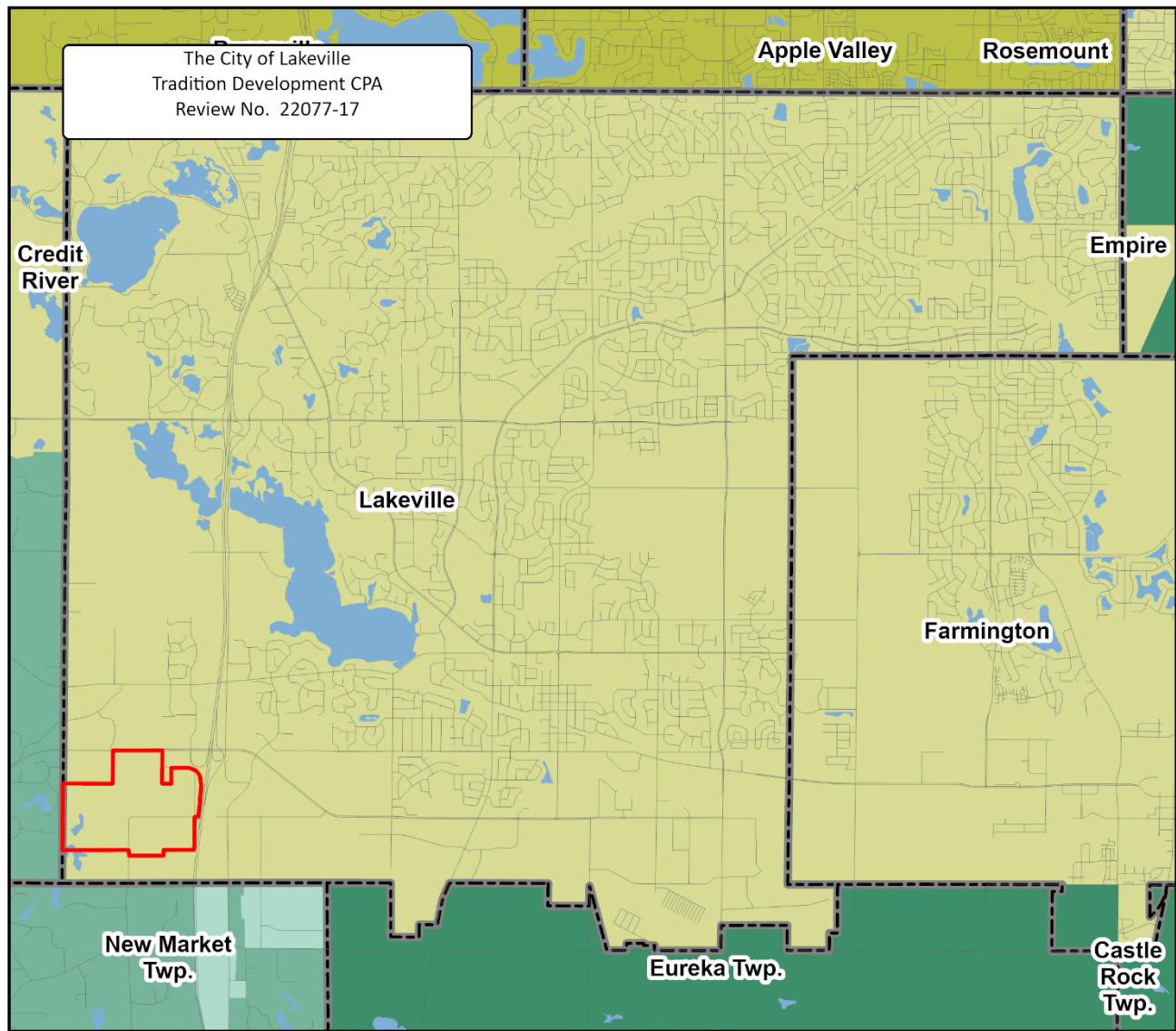
Figure 2. Location Map Showing Thrive MSP 2040 Community Designation



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

Figure 3. Location Map Showing Imagine 2050 Community Designation



Imagine 2050 Community Designations

- Urban
- Urban Edge
- Suburban
- Suburban Edge
- Rural Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non-Council Community

Figure 4. Current and Proposed Land Use Guiding

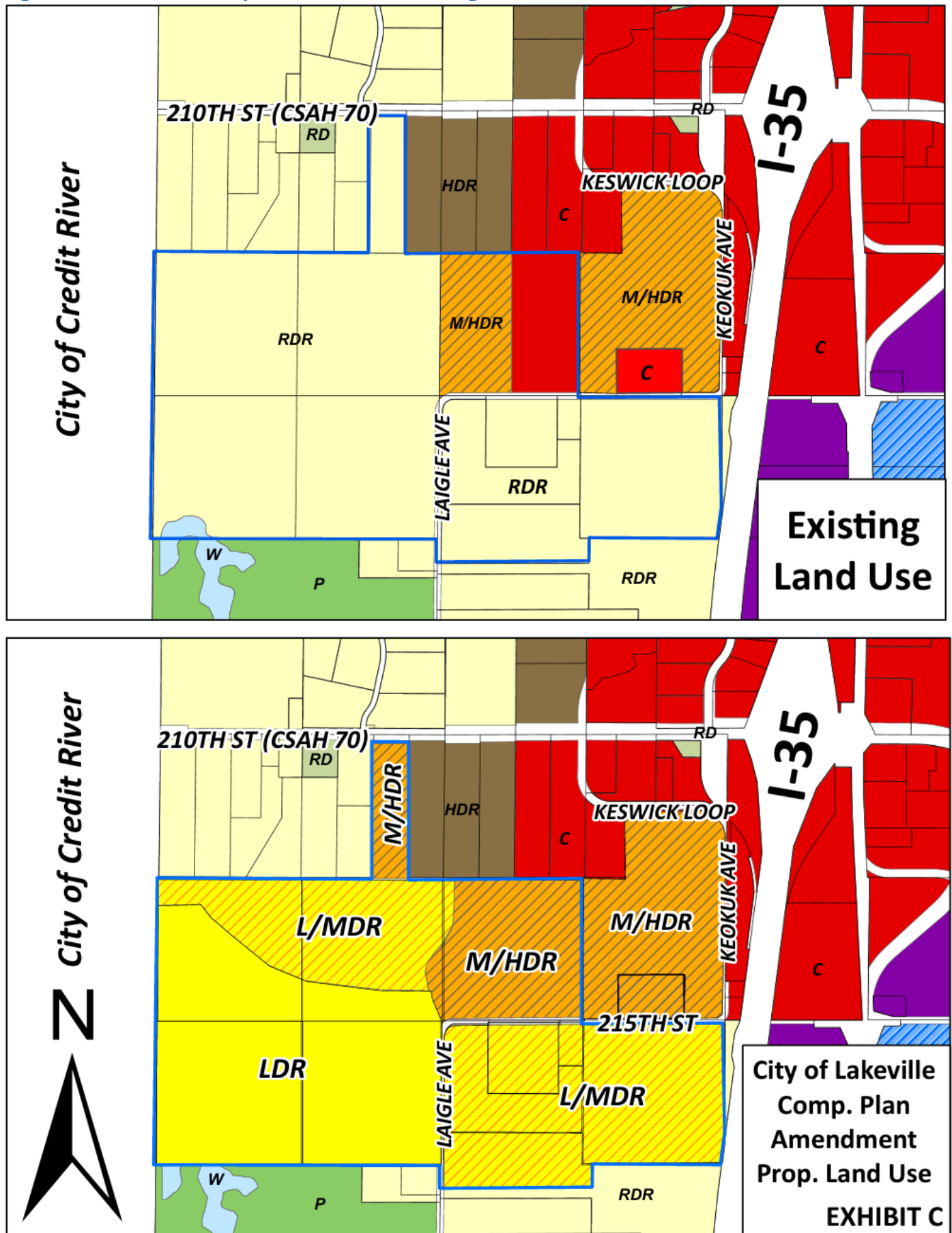
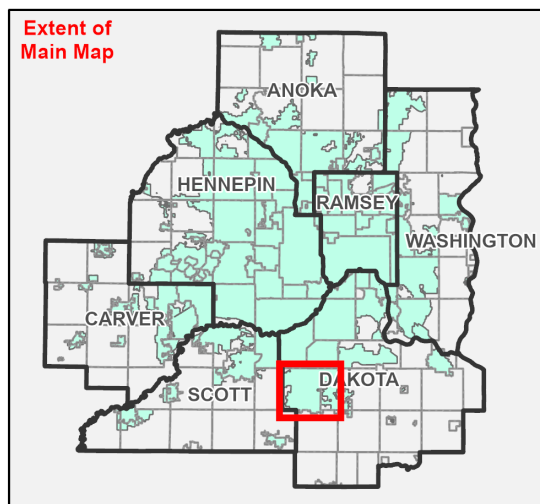
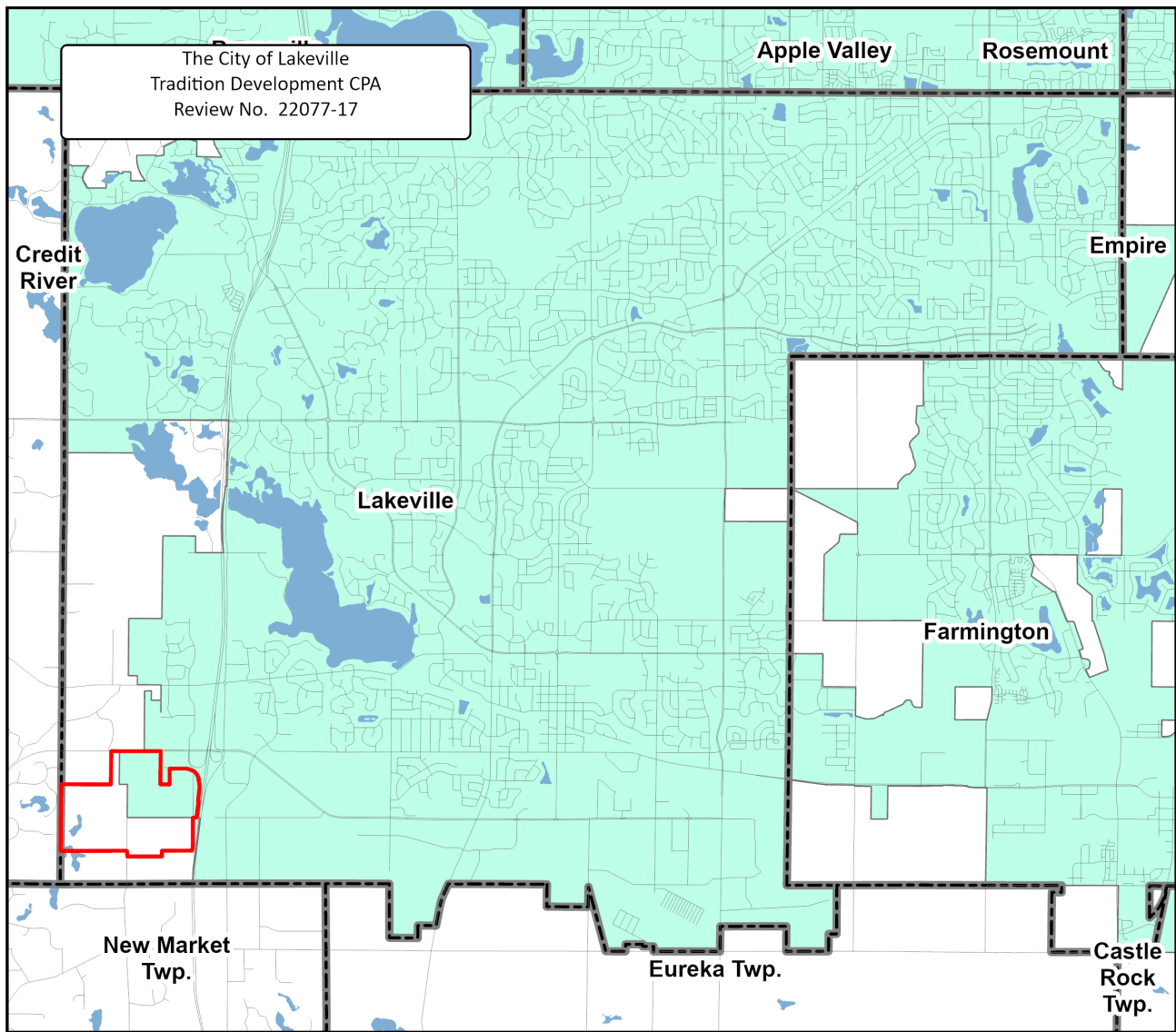
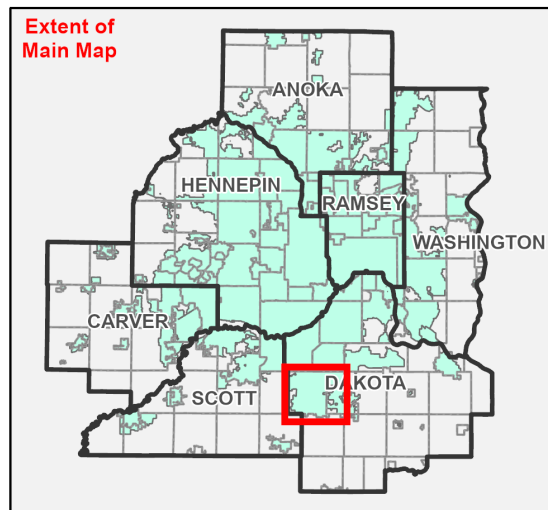
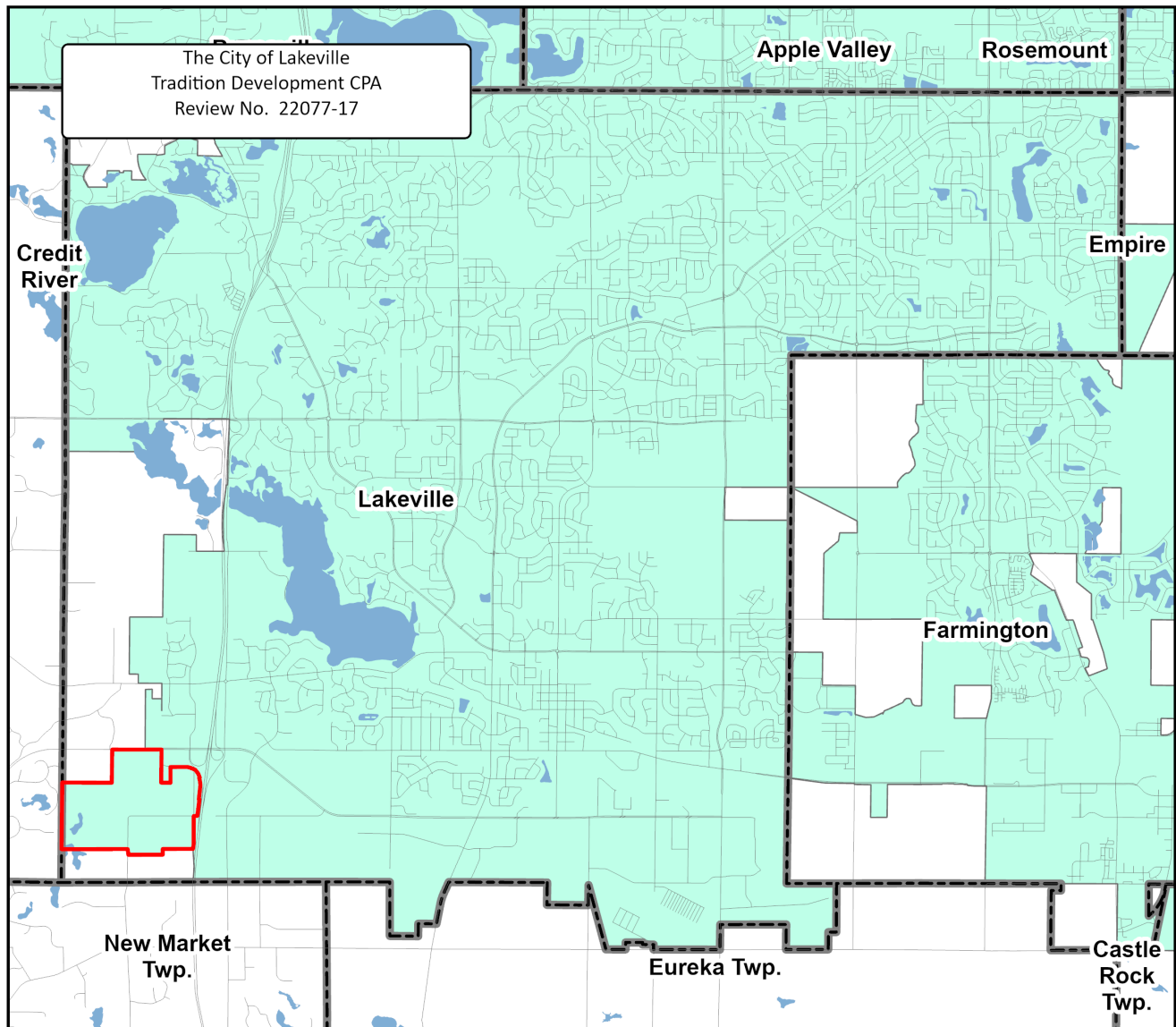


Figure 5. Current 2040 MUSA Boundary



MUSA 2040

Figure 6. Proposed 2040 MUSA Boundary



MUSA 2040