Land use and growth

4.1.1 Introduction

4.2.1 Land use

4.3.1 Housing

4.4.1 Economic development

4.5.1 Historic preservation

4.6.1 Other
Note on maps and figures: While creators have used the most up-to-date information available to them at the time, some figures and maps will be out of date by the time of publication. Please check http://gis.co.dakota.mn.us/website/dakotanetgis or local units of government for the most up to date information.

Note on land use: The County acknowledges that townships and cities are updating land use and land use guidance concurrent with this plan. The County will work with the Metropolitan Council to incorporate the pertinent information into this plan when it becomes available.
**Land use and growth vision**

The County will be a place with multipurpose green corridors, open spaces and parks. Each community will be walkable, bikeable, and everyone will have access to recreational amenities. The land use pattern will be balanced and mixed-use developments will be located throughout communities creating a strong sense of place and neighborhood. Planning efforts will be cross-jurisdictional and well coordinated.

Growth in the county will continue but will occur in strategic locations with a more purposeful focus on infill and redevelopment in existing cities. Agricultural uses will be preserved and enhanced through greater crop diversity and community-based agricultural practices.

The County will have a diversity of housing options so everyone has the opportunity to stay in the community as they move through life cycles such as empty nesting and retirement. Reinvestment in existing homes and neighborhoods will be emphasized. New homes will be built to be healthier and utilize green building techniques. Renewable energy resources will be emphasized, waste reduced to zero, and overall quality of life in the county improved.

Jobs will match households, and residents will be able to live and work in the County. Jobs at all levels, especially head of household jobs will be available throughout the community to help reduce commuting time and stress, ultimately contributing to the overall high quality of life in the County. Business and government will work together to create a strong community. Changing demographic trends will create a unique market that promotes economic development.

**Advisory Panel Strategies to Achieve Vision**

- Promote mixed-use development and transit-friendly corridors
- Incorporate amenities into higher-density development
- Preserve all historic land and structures
- Promote land use that encourages active living
- Use a growth boundary to contain development
- Protect agriculture by limiting rural residential growth
- Don’t use land to store or bury waste
- Redevelop brownfields
- Provide affordable housing in every neighborhood
- Create economic development zones along transportation corridors
- Plan land use around green infrastructure

The Advisory Panel convened in 2006 and 2007 to establish a vision for Dakota County to strive toward by 2030. The group, made up of community leaders, residents, educators, city representatives and others, created a vision for each comprehensive plan topic area.
Trends affecting land use

The most important force shaping land use in Dakota County has been — and will continue to be — transportation.

Transportation

It may seem unusual to begin a land use section with a discussion about transportation, but transportation infrastructure and the ease with which people move affects how much land we use and how we spread out our workplaces and homes.

Today a multi-modal transportation system zips people and goods across Dakota County throughout the Twin Cities, nation and world at greater speed and convenience than ever before. This multi-modal system is a product of the historic evolution of transportation from canoes and feet to steamship and wagons to railroads and streetcars to automobiles and interstates.

Automobiles and trucks have had a radical impact on transportation and development in Dakota County, far greater than the “rail revolution” that proceeded it. More than any other single influence, the automobile shaped the development of Dakota County.

The Federal Aid Highway Act of 1956 initiated Dakota County’s explosive growth from the 1960s to today. The impact of the “automotive revolution” in transportation on Dakota County is nothing short of enormous. Even more than the streetcars that influenced the development of West St. Paul and South St. Paul, the automobile drove the development of cities in the western half of Dakota County. The combination of inexpensive land and the mobility offered by new roads transformed large areas of the County into bedroom communities whose residents commuted to jobs elsewhere.

The land use patterns of these communities also reflect the automobile’s importance. Compared to the streetcar suburbs, these communities have lower densities, indirect street systems, and a more pronounced separation of land uses — hallmarks of automobile-dependent development.

Although opportunities to reduce the demand for automobile travel exist and are gaining momentum in the Region, no mode of transportation to replace the automobile is in sight. Early commuters of the 1960s and 1970s found plentiful, cheap, open land to mold as they saw fit; their legacy is a transportation and development pattern difficult to convert to transit-based land use or any other future transportation system.
The same factors driving transportation change heavily influence its symbiote, land use. Changes in Dakota County’s population makeup, the cost of transportation fuel, the difficulty of travel (usually time spent in congestion) and societal values all will drive the continual change in land use.

**Increasing energy costs**  
— Analysts continue to question whether world petroleum supplies will meet demand through this planning time frame; if Dakota County residents and businesses cannot afford petroleum-based fuel, what will replace it? Booming economies and oil consumption in China and India, uncertainty in the Middle East and a weak U.S. dollar led the national average retail gas price to a record high of $4.16 a gallon in July 2008. Although prices had dropped precipitously as of this writing, long-term upward price pressure is expected to continue. Land use determines the trips people take. Land use segregated miles apart creates demand for transportation; if these destinations (land uses) were nearer, miles traveled, fuel consumed and vehicles on the road would be reduced.

**Aging population** — The number of people in Dakota County older than 60 is expected to nearly triple between 2005 and 2035 to 130,000 people. The difference between today’s total population in Dakota County and that of 30 years from now overwhelmingly will be seniors — the 25-29 cohort is expected to grow just 12 percent, and the 35-44 group is projected to be 9 percent smaller than today. Older people on the whole have different needs and lifestyles reflected in how land use will best serve them. Some national analysts expect large numbers of older people to move to denser, more urban and walkable places as they find their large suburban homes no longer suit their needs.

**Decreasing physical activity** — A proactive approach to counter increasing rates of obesity and physical inactivity will be to integrate physical activity into how we use land and supportive transportation. Mixed use, pleasant, pedestrian environments, as well as preserved open space and parkland, will encourage residents to be active and improve their health.

**Increasing traffic congestion** — Automobile congestion (among other factors) is generating support for improved transit systems, including bus rapid transit and commuter rail, which will encourage transit-oriented development near stops. These localized nodes of density will create more lifestyle options and affordability for residents while reducing stresses on our natural systems.

**Growing awareness of sustainability** — Buzzword or not, sustainability as a concept has gained momentum since the 1999 update of Dakota County’s Comprehensive Plan. Sustainable communities are places...
where people live in harmony with their surroundings — they meet the today’s needs without sacrificing the future. Fuel consumption to traverse the distances between destinations, land management that decisions that compromise surface water and drinking water, and the degradation of natural systems are consequences we are beginning to face and must address in this planning time frame.

**Advancing communications technology** — Dakota County can expect to experience changes in land use as information transfer becomes even more vital to business and home life. Telecommuters and information-only businesses can locate anywhere they find a connection to networks. The effects of a robust telecommunications network won’t be as stark as a new highway interchange, but they might have greater overall impact.

**Continuing population growth** — The county is expected to add 164,106 people and 78,249 homes between 2000 and 2030. While the housing market appears bleak in 2008, it is expected to return to its pre-bust land-consumption rate of 2,000 acres to 3,000 acres a year to accommodate regional growth forecast by the Metropolitan Council.

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**Guiding principles**

This plan is based on a set of guiding principles that were developed as part of an extensive public participation process. The guiding principles are; sustainability, connectedness, collaboration, economic vitality, and growing and nurturing people. The guiding principles are intended to shape how land is planned to achieve the vision stated at the beginning of this chapter. The guiding principles are reflected in the goals, and strategies that will follow.

**Sustainability**

People live comfortably in a friendly, clean, and healthy community, and growth occurs at a sustainable rate, without placing environmental, economic and social burdens on current and future generations. Land is used efficiently, conserving energy and our use of natural resources.

**Connectedness**

Our land use patterns allow people to easily move between neighborhoods, provide jobs near housing, convenient shopping and services, and recognize the function and importance of natural systems.
Collaboration
Public agencies and the private sector work together toward shared land use and economic development goals. Transportation corridors and employment zones are planned across municipal boundaries. Collaborative efforts replace past practices where individual government units competed against each other for economic development at the expense of regional citizens’ interests.

Economic Vitality
Opportunities for economic growth are cultivated by attracting a well-trained, diverse, and educated labor force. Land uses are planned to accommodate high-paying employers in growth industries that are situated to help our region compete nationally and internationally. Inter-relationships between transportation investments, telecommunication systems, and other public infrastructure are recognized and coordinated with economic development goals.

Growing and Nurturing People
There are varieties of housing choices, neighborhoods, and employment to meet the needs of people of all ages, abilities, incomes, and backgrounds. Our land use patterns provide opportunities for people to live healthy, stimulating, and fulfilling lives.

Regional Framework
The Metropolitan Council is the regional planning agency for the Twin Cities. The County’s plan must be in conformance with metropolitan system plans and consistent with Metropolitan Council policies. The Metropolitan Council’s Regional Development Framework strategies regarding land use are organized primarily around three policies:

- **Accommodate growth in a flexible, connected and efficient manner:** Support land use patterns that efficiently connect housing, jobs, retail centers and civic uses. Encourage growth and reinvestment in centers with convenient access to transportation corridors. Ensure an adequate supply of developable land for future growth.

- **Encourage expanded choices in housing locations and types:** Allow market forces to respond to changing market needs, including increased demand for townhomes and condominiums as baby-boomers grow older. Preserve the existing housing stock to help maintain a full range of housing choices. Support the production of lifecycle and affordable housing with better links to jobs, services and amenities.

- **Work to conserve, protect and enhance the region’s vital natural resources:** Encourage the integration of natural resource conservation into all land-planning decisions. Seek to protect important natural resources and adding areas to the regional park system. Work to protect our region’s water resources.

Dakota County is but one actor in the implementation of these strategies. Achieving the County’s vision along the same lines as the Regional Development Framework will require much collaboration and partnership among multiple levels of government.
Staff and elected officials from Scott and Dakota Counties are looking at ways to share resources for the many common services both counties in the south metro provide. Collaboration can integrate staff, organizational structures and resources for efficient, effective and innovative delivery of public services. This joint county effort reaches across all divisions of Scott and Dakota counties. In 2007, Scott and Dakota County Board of Commissioners held a joint board meeting to discuss ways to further this project and combine resources to better serve the public.

With regards to development, growth management and the 2030 Comprehensive Plan Update, the Scott-Dakota collaborative effort has identified eight broad objectives to work toward in coming years. These eight objectives are (organized by joint department teams):

- **Geographic Information Systems (GIS) Team** — Shared GIS application development. Develop and deploy common general purpose Web-based GIS to county staff and the public.

- **Water Team** — Hold quarterly meetings with BWSR to cover multiple issues but primarily explore: 1) Water management structure/efficiencies/collaboration between Watershed District, WMOs, JPAs, and the counties, 2) Joint legislative revisions to Minnesota Statutes 103B and 103D.

- **Survey Team** — Parcel maintenance: Assess current parcel maintenance systems and develop best management practice for parcel maintenance in coordination with GIS team.

- **Parks and Open Space Team** — Acquisition and Open Space Alliance with Scott, Dakota, Washington and Carver counties. Continue work at Metropolitan Council and Legislature on preservation of land issues.

- **Comprehensive Planning Team** — Identify joint studies that will implement long-range planning goals. Specifically, the team has identified the following opportunities for joint planning:
  - Regional trail planning along the south side of the Minnesota River; planning for trail connections between the City of Lakeville and Murphy-Hanrehan Regional Park, and between the Elko New Market area and the planned Vermillion River corridor in Dakota County.
  - Transportation corridor planning for east-west Scott County CSAH 8 to Dakota County Road 70, which has an interchange with I-35 in the City of Lakeville; and east-west Scott County CSAH 86 and Dakota County CSAH 86, which provides an important regional connection between principal arterials TH 169 and TH 52 in Dakota County.

- **Environmental Team** — Evaluate the feasibility of joint use of Scott County, Prior Lake household hazardous waste facility.

- **Highway Team** — 1) Joint bridge contract if bridge bonding is approved in Transportation Bill, 2) Begin planning and development of joint wetland mitigation location in the Vermillion River Watershed.

- **Transit Team** — Explore benefits, options and structures for regional transit management

With the implementation of the 2030 Plan Update, Dakota County will continue to work with Scott County in the planning of common resources, such as the Minnesota River and highway corridors to effectively prepare for the future of these resources and provide an efficient service for the public. Dakota County will also continue to request comments and feedback from plans and studies that may abut portions or have an indirect impact on Scott County.
Dakota County’s role in achieving the land use vision can be thought of as a continuum of increasing involvement, expense and commitment. This chapter attempts to define the role of the County according to the goals and strategies that are needed to guide thoughtful land use decisions. The following definitions are intended to help clarify how the County may be involved in land use decisions.

**Study:** Identify trends and issues, research, monitor, analyze for policy development, conduct pilot studies.

**Inform and Educate:** Share information to raise awareness of environmental issues, protect public safety, provide technical assistance, and motivate sustainable behavior.

**Advocate:** Promote change in local, regional, state, and federal policy that advances County goals.

**Collaborate and facilitate:** Work in partnership with others, coordinate activities and relationships.

**Operate and lead by example:** Manage County facilities and implement programs. Lead by example with demonstration of best practices in all areas.

**Regulate:** Administer ordinances and laws though permitting, inspections, enforcement.

**Fund:** Fund activities as a sole source or cost-share agent.
New directions

The following goals are overarching goals that transcend the individual land use, housing, economic development, and history sections of this chapter. They are truly what makes a comprehensive plan “comprehensive” in nature. Strategies are listed as “potential” under these goals because there may be other opportunities to implement these goals in the future that were not known at the time that this plan was written.

**Goal: Promote land use that encourages active living**

Like the rest of the nation, more Dakota County residents are becoming overweight or obese (60 percent of County residents in 2006). Some of the increase can be attributed to a shift in employment to office jobs, diet and personal choices; some is due to the ease of automobile travel. Our environment is built for cars — destinations are too far to walk or bike to; roads are wide and fast, making them easy for drivers to navigate but difficult for pedestrians to cross; roads are built without sidewalks or trails. Improving nonmotorized transportation will encourage people to burn calories through regular physical activity. (See Page 5.3.1 for more on Active Living)

*Potential strategies*
- Promote active living in County communications
- Collaborate with CDA to build housing with pedestrian amenities
- Create countywide greenway network

**Goal: Preserve historic land use and structures**

Dakota County communities lack differentiation from the rest of the suburban Twin Cities. One approach to create a sense of place and save historic features is to preserve these places and promote them. Almost half of residents surveyed for DC2030 supported historic preservation as a 9 or 10 (extremely supportive) — 89 percent put their support above 5.

*Potential strategies*
- Pursue state and federal funding for projects, especially those of regional or national interest
- Partner with state, federal and local agencies to preserve history

**Goal: Match jobs to households in the county**

Most of Dakota County’s well-educated workforce commutes across the Minnesota and Mississippi rivers into Minneapolis, St. Paul and the I-494 corridor to where the jobs are compatible with their skills. Bringing these good jobs to the County will improve quality of life, reduce traffic, reduce time spent commuting and benefit the economy.

Similarly, employees in the County’s second-largest employment sector, retail, face difficulty finding affordable housing in Dakota County. See Page 4.3.5 for discussion of affordable housing.

*Potential strategies*
- Target investment in roads and transit to areas that will support better paying jobs
- Invest in telecommunication that reduces local travel and positions employers to compete in a global economy
- Invest in amenities to attract highly sought employees or entrepreneurs who will start businesses in Dakota County
Goal: Create places where people can live and work without an automobile
Some county residents physically cannot drive a car, cannot afford a car, or choose to live with as little reliance on a vehicle as possible. Mixed use, higher-density and transit give these people the opportunity to live and work most days in Dakota County without a car. The beginnings of these places already exist in about 15 relatively small pockets. Enhancing these locations could give residents more lifestyle options and increase transportation system efficiency.

**Potential strategies**
- Collaborate with CDA to put housing in transit corridors and near greenway/recreation corridors
- Share costs for municipal parking ramps in mixed use areas
- Maximize pedestrian/biking investment in denser areas
- Put public facilities in transit corridors and pedestrian-friendly areas
- Incorporate greenways and amenities into higher-density development

Goal: Facilitate development of green-oriented business in the county
The creation of “Green-collar jobs” is emerging as an economic development strategy. The people who fill these jobs work to make more environmentally sustainable products or improve business practices to lessen negative impact on the environment. Dakota County would encourage businesses and people to position themselves to take advantage of a marketplace that is trending toward a more Earth-friendly ethic.

**Potential strategies**
- Run a green government that inspires business and acts as a magnet to global/national businesses that are green-minded
- Offer X-Prize incentives to spur innovation

Goal: Ensure residents can age in place
Homes in Dakota County generally are built for able-bodied families. Home design problems that are not apparent at age 40 become real problems at age 80. Doorknobs, entry steps, doorways and split levels can become challenges based on physical abilities. The County will do what it can to encourage cities and developers to build for a community with an increasing average age so residents can remain in their homes for decades and not face an unnecessarily limited choice of homes.

Ensuring residents can age in place also entails support for neighborhoods/communities that meet the needs of residents who cannot drive an automobile. These places are few in Dakota County in 2008, and the areas are limited in their capacity to provide a high quality of life for their residents.

**Potential strategies**
- Persuade cities and townships to adopt universal-design standards (accessible housing)

Goal: Let green infrastructure shape land use instead of fragmenting natural systems
Building around natural systems instead of through them will improve their function and benefit the people of Dakota County by providing cleaner air, water and better natural resources.

**Potential strategies**
- Create countywide green infrastructure plan
- Use green infrastructure to bolster property values
- Use highway construction and maintenance practices that respect and use green infrastructure
Goal: Advocate best practices to local governments
In areas of County expertise where local governments generally have not developed a role, the County would assist in decisionmaking by providing information on what it believes to be the best practice.

Potential strategies
- Provide environmental information to cities and townships (maps of sensitive areas)
- Contract with townships and cities on issues of local and county concern

Goal: Compensate landowners for community benefits — open space, water quality, energy production
As the dominant land use in Dakota County (covering about 2/3 of the county), farmland provides benefits beyond just food. If growing particular crops or managing land differently will provide greater benefits, the County should encourage land managers to take the better approach. One way to achieve the better practices is through the County compensating landowners to make up the difference between a bad approach that earns more money and a good approach that earns them less.

Potential strategies
- Study the feasibility of using locally grown biomass for energy production
- Incent landowners to improve water quality, provide open space and produce energy
Resident can age in their own homes

- Build supportive transit and trail networks that allows residents to travel after they stop driving
- Encourage cities and builders to adopt universal-design standards
- Create property tax relief for seniors so they aren’t taxed out of their homes

Land Use Vision

Land use will be balanced and mixed-use developments will create a strong sense of place and neighborhood. Growth will occur in strategic locations, with emphasis on infill and redevelopment in cities, and agricultural uses will be enhanced through crop diversity and community-based practices. A diversity of housing options will allow everyone to stay in the community in all life cycles. Green building, renewable energy and waste reduction will improve quality of life. People will be able to live and work in the county, reducing commuting time and stress.

Transit-oriented development

Affordable transportation and housing with less environmental impact

Housing and transportation options for seniors and those who prefer a more urban lifestyle
**Historic preservation**

County would:
- Pursue federal and state funding
- Partner with other governments and agencies to preserve historic places

**Sustainability leadership by example**

County would:
- Build sustainable, LEED-certified facilities
- Absorb carbon from the air on County property
- Place facilities in more sustainable locations when selecting sites

**Active living**

County would:
- Help cities connect trails and sidewalks
- Support mixed use
- Improve pedestrian environment next to County roads and at facilities
- Help residents lead healthier lives through better environments

**Jobs match households**

County would:
- Encourage economic development in transportation corridors
- Enhance quality of life through cultural amenities that will attract more business people who can move business here
- Use fiber optic network to support business needs

**New energy infrastructure**

**Agricultural preservation**

County would:
- Continue the Farmland and Natural Areas Program in some form
- Support orderly growth
- Encourage townships to maintain low-density zoning
- Compensate farmers for community benefits (open space, water quality, renewable energy production)
Land use

4.2.3 Existing land use

4.2.6 Land use forecasts

4.2.9 Land use goals

4.2.15 County jurisdiction
Note on maps and figures: While creators have used the most up-to-date information available to them at the time, some figures and maps will be out of date by the time of publication. Please check http://gis.co.dakota.mn.us/website/dakotanetgis or local units of government for the most up to date information.

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**Land use vision**

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Growth in the county will continue but will occur in strategic locations with a more purposeful focus on infill and redevelopment in existing cities. Agricultural uses will be preserved and enhanced through greater crop diversity and community-based agricultural practices.

The Land Use Plan will establish goals, objectives, and policies that will offer input for land use decisions made by cities and townships. Dakota County does not have land use authority in its cities and does not exercise its land use authority in its townships outside shoreland and floodplain. The policies in the Land Use Policy Plan will be used as a basis for County decision-making regarding land use proposals. The policies serve as a planning and management decision-making framework for County agencies and government officials concerning all public and private actions and development that occur within the County’s jurisdiction.

For the purpose of maps on pages 4.2.3 and 4.2.4, generalized land uses are defined as follows:

- **Residential** — Including land identified by the Metropolitan Council as rural/large-lot residential, single-family residential or multifamily residential.
- **Commercial** — Land use primarily engaged in the provision of goods or services for an unspecified market area, including mixed use.
- **Industrial** — Land used primarily in the manufacture and/or processing of specified or unspecified products; could include light or heavy industrial land use, large warehouse facilities, or utilities land use.
- **Public/Semi-Public** — Used for primarily religious, governmental, educational, social or health care facilities excluding clinics.
- **Parks, Recreation** — Land used primarily for public recreation activities improved with playing fields, playground or exercise equipment and associated structures. May include land containing a building(s) developed, used and maintained primarily for recreational activities.
- **Major Highway** — Right of way associated with County or State transportation corridors. Local streets are not depicted.
- **Agricultural, vacant** — Land used for agricultural purposes, including farming, dairying, pasturage, horticulture, floriculture, viticulture, and animal and poultry husbandry and accessory uses; provided that such accessory uses shall be incidental to the agricultural activities.
- **Water** — Permanently flooded open water not including wetlands, or periodically flooded areas.
**Existing land use**

Dakota County is a rapidly suburbanizing county south of Minneapolis and St. Paul. The County is bordered on the north by the Minnesota and Mississippi Rivers. Freeway bridges link Dakota County’s commuters to Minneapolis, St. Paul and the I-494 employment area. The once agricultural land to the north has undergone a transition from farm fields to bedroom suburbs, and more recently to a more mature form of suburbia characterized by abundant shopping and dispersed employment locations.

More than 380,000 people are concentrated in the northern one-third of the County. The other two-thirds of the County remains agricultural.

**Developed cities**

The northern cities in Dakota County are extensions of St. Paul’s early suburbs. The development pattern in West St. Paul and South St. Paul is more compact because they were built before freeways and widespread automobile use. Many of the homes in these cities were built before World War II.

**Suburban areas**

The suburban areas of Dakota County are where development has more recently occurred or is still occurring. They are the cities of Apple Valley, Burnsville, Eagan, Inver Grove Heights, Mendota Heights, Lilydale, Lakeville, Farmington, and Rosemount. Some of these cities once were agricultural centers, but are now criss-crossed by major roadways and saturated with low density development.

**Rural townships and rural cities**

Dakota County’s townships are dominated by agricultural land use. Most of the townships have density zoning restriction of 1 housing unit per 40 acres. The rural cities have small populations and are closely tied to the surrounding agricultural land. A few townships such as Ravenna, Nininger, Marshan, Empire, and Eureka have experienced limited residential development pressure.

**Land use analysis**

Dakota County’s predominant land use is agriculture in the south, and single family residential in the northern suburban areas. There are 40,700 acres (10 percent) of single family land in the County. Surprisingly, 25,400 (7 percent) acres of land are within road right-of-way. Large lot residential (with on-site well and septic systems) uses 16,000 acres of land. It is interesting to note that while a large amount of County’s land use falls into the large lot residential category, there are only 3,300 homes that use 16,000 acres of land in the in the large lot residential category, averaging 1 house per 5 acres. For the past two decades, about 2,000 to 3,000 acres of land each year was converted from agricultural use to suburb, more in some years, less in others — less in 2007 and 2008.
because of a temporary housing slowdown.

**Developed and undeveloped land in the MUSA**
The Metropolitan Urban Service Area is the area in which urban services (e.g. sewer and water) will be provided. A total of 26 percent of Dakota County’s total area is within the MUSA. The MUSA is intended to keep suburban development from leapfrogging into agricultural areas. Development that occurs outside of the MUSA requires on-site well and septic systems. In 1995, there were 21,000 acres of undeveloped land inside the MUSA.

### Future land use
For the most part, land use decisions in the County are made by the cities and townships through their zoning and land use plans influenced by regional agencies. Dakota County does not have land use authority in the cities and has chosen not to exercise its land use authority in the townships, which plan and administer land use controls. Therefore, the following future land use section is a compilation of local and regional plans that will influence County policies and plans.

**City and township zoning/land use plans**
The cities in Dakota County independently administer zoning and comprehensive planning land use controls. These decisions are made to build a tax base, respond to the land market, reduce conflicts between adjacent land uses, and to reflect the communities’ vision. The challenge for Dakota County is to look at the collective impact of these individual planning processes, and evaluate how the impacts of their decisions will affect the delivery of services and coordination of multi-agency plans.

**County land use forecasts**
Dakota County’s land use forecast (Figure 4.2.6) attempts to predict where development will occur over the next 20 years given existing trends and future expectations. This forecast was created based on information gathered by the Metropolitan Council from local plans. Dakota County’s land use forecasts will need to be revised following completion of the cities’ comprehensive plans.

### Land use in flux: UMORE
The University of Minnesota is preparing to develop portions of its UMORE property into a master planned community within this document’s planning time frame. The effects of the changes in land use on the site at the site in Rosemount will be substantial; the County’s land use plan will reflect these changes once the relevant information is available and Rosemount has updated its land use plan.

As of this writing, UMORE is expected to be:

- Remediated of any environmental issues remaining from the Gopher Ordnance Works present on the site late in World War II.
- Mined for aggregate resources prior to housing and community development
- A master-planned community home to 30,000 people when built out

**Dakota County land use area by planning framework**

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<th>Area</th>
<th>Acres</th>
<th>% total area</th>
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<td>Rural growth center</td>
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</table>
Figure 4.2.6 Land use forecast, 2030

From 2007 city and township comprehensive plans (will be updated in coordination with the Metropolitan Council to reflect the 2009 plans)

- **Residential** — Including land identified by the Metropolitan Council as single-family residential or multifamily residential.
- **Rural Residential** — Land containing a building or portion thereof used for residential purposes, including mostly one-family homes. Housing development across the land use designation does not exceed 1 housing unit per 2.5 acre and no less than 1 housing unit per 40 acres.
- **Agricultural** — Land used for agricultural purposes, including farming, dairying, pasturage, horticulture, floriculture, viticulture, and animal and poultry husbandry and accessory uses; provided that such accessory uses shall be incidental to the agricultural activities.
- **Park and Recreation** — Land used primarily for public recreation activities improved with playing fields, playground or exercise equipment and associated structures. May include land containing a building(s) developed, used and maintained primarily for recreational activities.
- **Commercial** — Land use primarily engaged in the provision of goods or services for an unspecified market area.
- **Industrial** — Land used primarily in the manufacture and/or processing of specified or unspecified products; could include light or heavy industrial land use, large warehouse facilities, or utilities land use.
- **Institutional** — Used for primarily religious, governmental, educational, social or health care facilities excluding clinics.
- **Mixed Use** — Land containing or potentially containing a building with significant amounts of residential, industrial, commercial and/or office uses.
- **UMORE** — Note the type of development of UMORE property was not clear as this plan was prepared; the County will monitor and engage in planning for the site.
2030 Regional framework planning areas

Figure 4.2.7

NOTE: Please refer to the Comprehensive Plans Composite map or the Regional Systems maps for the most recent information. These maps are available at the Metropolitan Council Data Center (651) 602-1140.

<table>
<thead>
<tr>
<th>Geographic Planning Areas</th>
<th>Additional Information</th>
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<td></td>
<td>Diversified Rural</td>
</tr>
<tr>
<td></td>
<td>Rural Residential</td>
</tr>
</tbody>
</table>

Regional Natural Resource Areas (includes Terrestrial and Wetland Areas)
SOURCE: Metro DNR in coordination with the Metropolitan Council

- Regional Trail
- Transit 2025 Corridor
- Principal Arterial
- Open Water

Approved January 14, 2004
Planning Areas Amended December 2006
Wastewater system long-term service areas

- Long-term Empire treatment area
- Geographic limits of Empire plant
- Long-term Metro treatment plant area
- Geographic limit of Metro plant
Land use goals

Goal: Support and encourage orderly development

Many studies have shown it is costly to provide government services to certain land development patterns such as leap frog residential (non-contiguous development) or scattered large lot development with on-site well and septic.

The following concerns and costs are associated with large lot development:

- High road construction and maintenance costs
- Difficult to provide transit service
- More expensive to deliver social services
- More expensive and difficult to provide emergency services
- Land use conflicts between rural residential and agricultural use
- Accelerated consumption of agricultural land
- On-going environmental management costs
- Barriers to orderly expansion of municipal services
- Fragmentation of agricultural parcels

In the comprehensive plan visioning process, residents and Advisory Panel members expressed concern about the conflicts that occur between large lot development and farming.

Currently, the Metropolitan Council uses a Metropolitan Urban Service Area boundary (MUSA) to limit the extent of development with city water and sewer. While this boundary behaves as a limit on the spread of the urban area into the countryside, it restricts the amount of land available for development. As a result, people build houses outside of the MUSA boundary with on-site sewer and water. Therefore, the MUSA, while created to reduce spreading of urban areas into the countryside, may actually have created unintended consequences (people buy cheaper land outside the MUSA.)

Once again, while the County has very limited authority to guide land use through local controls, the impact of local land use decisions on the delivery of County services is significant. The County can support orderly development through its road construction policies, and through the local plan review process.

Growth management objectives

Objective: Support land use planning which encourages orderly development and redevelopment in anticipation of the growth forecasted for Dakota County.

Objective: Support land use patterns that are compatible with the Metropolitan Council’s 2030 Regional Framework planning areas and local comprehensive plans.

Objective: Recognize and plan for the County’s share of metropolitan growth, where supported by regional and local comprehensive plans.

Existing urban area objective

Objective: Support sustainable urban communities and neighborhoods
Greater density will accommodate population growth with less land consumption.

Potential strategies

- Equitably plan (according to population distribution), site, fund, build, and maintain County facilities in existing urban areas (bike trails, parks, roads, libraries, service centers, transit stations), as in other parts of the County.

- Assist cities in identifying and remediating brownfield sites to prepare them for redevelopment.

- Support the use of tax increment financing to redevelop areas.

- Identify pockets of transit-dependent people and support land use and transit solutions.

- Support redevelopment and transit initiatives through the Dakota Future and the County Transit Office.

Rural to urban transition objectives

Transitional areas are areas without urban services (sewer, water, etc.), but which are planned to become urban and be provided with urban services in the future. Transitional areas should include the following characteristics: a distinction between existing rural and planned urban areas, compatible land use patterns, large land parcels (20-plus acres) prior to urban services, timing and staging of urban services for planned land uses and population forecasts, and new urban development served by urban services.

Objective: Review city, township, and regional plans for compatibility with county plans and potential impact on county services or facilities.

Potential strategies

- Compare projected land use needs by land use category with land supply and plan facilities, roads, transit and facilities to match planned land uses and service needs.

- Review and comment on cities’ requests to the Metropolitan Council for extension of the MUSA as required by statute.

- Use the County Plat Commission to require modification of plats where internal circulation patterns negatively impact County roads with unnecessary short, local, trips. Offer incentives to encourage quality designed, cost-efficient subdivisions.

- Plan and acquire right-of-way dedication according to County traffic forecasts and long-range local planning. The County will build or upgrade roads concurrent with demonstrated need.

- Review and comment on proposed subdivision plats of significant size or potential impacts on services or environment.

- Consider context-related factors when investing in transportation infrastructure.
**Objective:** Support local planning for transitional areas through timely provision of County facilities which supports planned urbanization and preserving rural areas.

**Potential strategies**
- Remain apprised of expected future urban growth areas/transition areas.

**Objective:** Support local city and township long range planning for orderly annexation or incorporation

**Potential strategies**
- Encourage local communities to use long-range planning techniques (such as “shadow platting”) to anticipate future land uses, scale of development and staged provision of urban services.
- Publicize the urban growth area boundary and staging supported by Dakota County to land owners, real estate agents and developers.

**Objective:** Discourage large lot residential development in transitional areas

**Potential strategies**
- Review local plans and support consistently enforced agricultural zoning density (1 unit per 40 acres).

**Rural areas**

Orderly development in rural centers is supported by local plans and zoning which restrict non-farm development from agricultural areas, supports land uses which are compatible with agricultural operations, supports the small-town quality of life and “rural character,” and which provides funding for urban public services (such as sewer and water) in rural centers which want to encourage development in their cities.

**Objective:** Support the planning and zoning efforts of rural centers and townships and guide rural residential development to rural cities with urban services

**Potential strategies**
- Guide rural residential growth to urban density development in small towns.

**Objective:** Restrict rural residential development in long-term, permanent agricultural areas.

**Potential strategies**
- Publicize the urban growth area policies for rural cities to landowners, developers and real estate agents.
- Support local plans and zoning ordinances that limit residential development to a zoning density of 1 dwelling unit per 40 acres in rural, agricultural areas.
- Continue to promote conservation easements and restrict rural residential development by linking taxation policy and township zoning authority.
- Support the Green Acres and Agricultural Preserves programs and participate in regional and state initiatives to protect agricultural land.
- Do not build highways prematurely or at a scale that serves more than agricultural use and density in rural, agricultural areas. Do not build roads to promote growth in rural areas. Continue to use the guideline of about 300 average daily traffic for decisions on paving rural roads.
- Identify potential long-term future roadway corridors in rural areas, but do not build them until appropriate.
The Dakota County Farmland and Natural Areas Program is a voluntary program in which Dakota County, and other partners, work with willing landowners to achieve mutual land protection goals. The overall goal of the program is to protect large, contiguous agricultural areas, and to protect and connect priority natural areas.

Potential strategies

- Acquire permanent easements on private land that restrict future development and other non-compatible activities, and requiring natural resource stewardship, such as establishing permanent buffers along protected streams and wetlands. Agricultural easements allow agricultural activities to continue on designated portions of the property.

- Work with other public entities to acquire fee title to the property as a public wildlife/natural area or passive park (no recreational facilities).

<table>
<thead>
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<th>Year</th>
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<th>Natural area acres</th>
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<td>32</td>
<td>32</td>
</tr>
<tr>
<td>2007</td>
<td>1,251</td>
<td>647</td>
<td>1,898</td>
</tr>
<tr>
<td>Total</td>
<td>3,685</td>
<td>2,584</td>
<td>6,269</td>
</tr>
</tbody>
</table>
Goal: Support land use and transportation form that create places people can live without an automobile

Dakota County’s land use patterns have been shaped by the use of the automobile; they are not conducive to transit use. Although there are opportunities to increase transit use through park and rides, these facilities still require the use of an automobile.

Types of transit riders in Dakota County can be divided into two categories. The first group is people dependent on transit to get to work, shop, school, medical appointments, etc. People in this group include children, people unable to afford a car, people who choose not to own a car and people who physically cannot drive. The second group is people who have an automobile but choose to use transit for convenience, cost savings, or other reasons. There are major differences between these two groups and the transit services they need or desire. Transit-dependent riders need a geographically extensive transit network with long hours of operation since they have no other transportation option. The other group, people who have an automobile, want transit that offers competitive travel times and convenience, but can get by without long hours of operation or extensive service areas. Despite their differences, both groups require “transit friendly” land use to make transit work.

Adding more transit service will not alleviate traffic congestion in Dakota County unless land use patterns change as well. Land use solutions, such as more mixed development, pedestrian friendly design and the incorporation of transit service into future land use patterns is necessary to make a measurable difference in traffic congestion.

As the County continues to become more active in transit, it will work with cities to design transit to be supported by surrounding land use. In addition, the County could use its funding policies to reward cities and townships that strive to develop orderly land settlement patterns that reduce the cost of County systems and programs.

Objective: Encourage land use patterns that provide alternatives to automobile use

Potential strategies

- Identify and map concentrations of compact residential and employment development that has potential to be served by transit (see map).

- Identify existing land uses and travel corridors in the county that could be transformed into transit-friendly corridors.

- Locate transit hubs, transitways and other transit infrastructure in coordination with

Residents’ opinions:
Dakota County should encourage development near transit stations so people can live and work without an automobile.

Average: 7.65

400 residents were asked to indicate how supportive (1 to 10) they are of the above statement in February 2008. See full survey results on Page 5.2.1.
transit-friendly land uses.

- Set an example for the planning and design of transit-friendly land uses by attempting to locate County facilities in transit corridors or where transit service is available.

- Work with the Dakota County Community Development Agency and cities to locate senior housing in or adjacent to transit hubs.

- Encourage cities in the MetropolitanUrbanServicesArea to adopt a plan for developing or redeveloping areas to include transit-friendly land uses.

- Encourage local planning for mixed land use areas in or adjacent to transit corridors.

### Everyday shopping
- Grocery store
- Drugstore
- Banking
- Post office

### Recreation & Health
- Parks
- Trails and sidewalks
- Places to interact with people, such as urban parks or sidewalk benches
- Medical clinic or hospital
- Fitness center
- Community center
- Arts and cultural amenities
- Entertainment (movies, concert venue, bars, restaurants)
- Religious organizations
- Gardening space to support a healthful, local diet and physical activity
- Other people using public spaces, creating opportunities to interact and people-watch

### Employment
- High-quality head-of-household jobs
- Entry-level jobs
- Volunteer opportunities

### Transportation
- Frequent transit service
- Flexible dial-a-ride-type service (DARTS or taxi)
- A pedestrian-scale sidewalk and trail network with safe and comfortable highway crossings
- Pedestrian-scale amenities that make foot travel safe and appealing (benches at frequent intervals, pedestrian lighting)

### Housing
- Mixed income and affordable housing
- Variety of housing choices
- Housing compatible with seniors’ needs (low-maintenance, physically accessible)
- Lifecycle housing

### Safety (real and perceived)
- Separation from motor vehicles
- Adequate pedestrian lighting
- Good sidewalk and trail maintenance year-round
- Adequate police presence

### Civics
- Schools
- Libraries
- Government services
Dakota County has played a limited role in administering land use controls, with most of the planning and enforcement left to the cities and townships. Most of the County’s influence through this plan period is likely to continue as a supporting role to advocate for land use that benefits the region. Transportation and the natural environment will continue as the County’s primary concern with land use patterns.

Dakota County administers the following ordinances for the purposes of protecting the health, safety, and welfare of the citizens of Dakota County, and to protect the natural resources of the County.

**Zoning**
The County retains zoning authority in unincorporated areas of the County but does not exercise this authority except in the floodplain and shoreland districts (see shoreland and floodplain ordinance below).

**Contiguous Plat Ordinance**
Dakota County has plat review authority over plats filed adjacent to County roads and parks. The County Plat Commission reviews plats for issues of county-wide significance including ingress and egress to and from county roads, approach grade intersection with county needs, drainage, safety standards, right-of-way requirements of county roads, and local road system integration with the county road system.

**Shoreland and Floodplain Zoning Ordinance**
Shoreland and floodplain areas are regulated to protect the health, safety, and welfare of the public. Goals and policies for the floodplain and shoreland districts administered by the County can be found in the Natural Systems chapter of this plan. The shoreland and floodplain ordinance regulates land subdivision, use, and development of shorelands and public waters. The ordinance was adopted to; preserve and enhance the quality of surface waters, protect and preserve the outstanding values of the county’s rivers and streams, to conserve the economic and natural environmental values of shorelands, and to provide for the wise use of waters and related land resources.
**On-site Sewage Treatment**
Each city and township administers its own sewage system ordinance and the County administers the sewage system ordinance within the Shoreland and Floodplain areas of townships. All municipalities are encouraged to adopt Dakota County Individual Sewage Treatment Ordinance No. 113. The primary intent of Ordinance 113 is to protect our irreplaceable natural resources of groundwater, surface waters, soils and bedrock, and to promote the public health, safety and general welfare of the citizens of Dakota County.

**Solid Waste Management Ordinance**
Dakota County manages solid wastes in order to protect the health, safety and welfare of the public, prevent the spread of disease, prevent the creation of nuisances, conserve our natural resources, and maintain the beauty and quality of our natural environment.

**Hazardous Waste Management Ordinance**
Hazardous waste generators and facilities are required to be licensed by the County. Inspections of the businesses may be performed by County staff to assure proper management of the hazardous wastes on the site. Violations may be prosecuted as a misdemeanor or felony. Violators may also be subject to civil action under the Administrative Penalty Orders Ordinance.

**Standards Adopted By Reference**
The Dakota County Comprehensive Plan adopts by reference all future revisions to its official controls which are identified in the Plan upon their approval by the Board of Commissioners, including all future amendments made as the result of changes in State law and rules.
Housing

4.3.3 Housing vision

4.3.5 Housing demand

4.3.13 Housing goals
Introduction

Vision: Affordable housing will be available in every neighborhood.

Housing vision
All residents of Dakota County will have the opportunity to obtain and retain decent, safe and affordable housing. A diversity of housing options will allow everyone to stay in the community in all phases of life. Affordable housing will be available in every neighborhood. Green building will improve the quality of life and will be sustainable for future generations. Mixed use development will provide opportunities for people to live without a car in attractive neighborhoods that have employment, shopping, services and amenities such as parks, greenways and social gathering spaces. Quality housing is available to meet the growing number of seniors and vulnerable populations in Dakota County.

The County’s role in affordable housing has been through the Dakota County Community Development Agency. The CDA has provided an array of products and services to meet the growing demand for affordable housing, including new rental construction for seniors and families, vouchers for rental tenants, financing for first-time homebuyers, down payment assistance and financing for private developers to include affordable units.

Factors influencing housing

From November 2005 Comprehensive Housing Needs Assessment for Dakota County

Dakota County’s growth is tied to the Twin Cities’ overall growth
Dakota County is the third-largest county in the seven-county Twin Cities Metropolitan Area. While Dakota County has its own employment base that drives housing demand, much of its housing growth is tied to the health of the Twin Cities Metro Area as a whole. Since 1990, the Twin Cities has been the fastest growing large metropolitan area in the Midwest and Northeast. Its steady growth is attributable to a diverse economy, which added 290,000 jobs during the 1990s and is projected to add another 250,000 jobs this decade.

Metropolitan Council projects that by 2030, the Twin Cities seven-county area will grow by nearly 1 million people and 470,000 households (to totals of 3.6 million people and 1.5 million households). Dakota County is projected to experience faster growth than the Metro Area (household growth of 59 percent to 47 percent, respectively, from 2000 to 2030) as it has an ample supply of land available to accommodate housing growth and is also conveniently located to employment centers in downtown St. Paul, downtown Minneapolis, the I-494 strip in Bloomington/Edina/Richfield, as well as to employers within the county.

Historical homeownership rates suggest many baby boomers will change to rental housing in the next 10 years, increasing demand in a usually tight rental market in Dakota County.
Strong employment growth in Dakota County will create demand for housing
Data from the Minnesota Department of Employment and Economic Development in April 2007 showed that while the job base in the seven-county Twin Cities Metro Area only grew by 0.8 percent between 2000 and 2006 (+12,500 jobs), Dakota County’s job base increased by 13.9 percent (+21,460 jobs). In comparison, Hennepin County lost 34,500 jobs between 2000 and 2006. Eagan led the way in Dakota County with an increase of 6,930 jobs over the six-year period. Since households generally prefer to live close to work (all else being equal), the strong job growth in Dakota County will drive housing demand in the County as well.

The aging of the baby boom generation is increasing the need for maintenance-free housing in Dakota County
People’s housing preferences change to meet their lifestyle. As of 2005, baby boomers are ages 44 to 62, and as they age over this decade and next, they will greatly increase the population of empty nesters. While many of these empty nesters will prefer to stay in their single-family homes, others will move into maintenance-free housing. Overall, the need for single-level townhomes and condominiums will increase this decade and next to satisfy the housing preferences of baby boomers.

A rapidly growing senior population will greatly impact housing needs through 2030
Major shifts in housing preferences will occur in Dakota County through 2030 as an increasing proportion of the population ages into their senior years. In 2000, 7 percent of Dakota County’s population was older than 65. This percentage is projected to increase to 9 percent in 2010, 13 percent in 2020, and 18 percent in 2030. This trend mirrors growth trends in the seven-county metro area, which is projected to see seniors increase from 10 percent of the total population in 2000 to 19 percent in 2030. Between 2020 and 2030, the senior population is projected to grow by about 30,000 people, while the younger population remains stable. As a result, seniors seeking products ranging from age-restricted condominiums to congregate and assisted living housing will account for a large share of demand for new multifamily housing.

Current vacancies will accommodate much of the demand for market rate apartments near-term
The market rate apartment vacancy rate in the late-1990s and early 2000s was very low (1.1 percent in Dakota County in 2001). Just as new apartments were being added to accommodate potential new renters, the nationwide economic downturn resulted in a sharp increase in vacancy rates. Low mortgage interest rates and easy financing also pushed many traditional renters into homeownership, decreasing rental demand further. The result is that in Dakota County, the number of vacant market rate rental units increased from about 225 in 2001 to more than 1,560 in 2005. Vacant units in the developed communities will largely accommodate market rate rental demand (especially in Burnsville and Eagan, which combine to account for 55 percent of Dakota County’s market rate rental units) over the remainder of the decade. While a new apartment development may be successful, since renters often prefer new housing, it may be at the expense of older apartment buildings.

Land availability
The availability of land for residential development is taken into consideration by the Metropolitan Council in its overall household projections for each community. In addition, land availability, along with existing housing mix, also influence the types of housing needs identified for each community. In the developed communities, particularly Burnsville and Eagan, demand exceeds the development capacity for most types of new housing. Thus, the types and amount of housing identified in the demand calculations (Figures 4.3.7 through 4.3.9) reflect a balance between satisfying the greatest housing needs as well as providing a balanced mix of housing options for each individual community’s current and future residents.

Householder mobility
While housing demand at opposite geographic ends of the County may be mutually exclusive, demand between adjacent communities is not. To the extent that households are mobile and different market segments are willing to seek various housing products in adjacent communities, or even outside the County, demand figures may experience fluctuations between communities.
Housing demand

Projected housing needs are based on the Community Development Agencies’ Housing Needs Assessment completed by Maxfield Research in November 2005. The current housing slump — while its effects are real and significant — is considered a relatively short-term event that will be overcome by persistent market and demographic forces. Robust growth is expected to continue in Dakota County through this planning period.

- Between 2000 and 2030, demand for more than 82,000 new housing units is projected in Dakota County.
- Between 2000 and 2030, about 77 percent of the demand is projected to be for for-sale housing and 23 percent for rental housing (including senior rental).

The projected demand for housing in Dakota County by decade is shown below. Because of an aging population, growth is projected to slow between 2020 and 2030 throughout the Metro Area, including Dakota County.

- 2000 to 2010 — 32,500 units (20 percent rental, 80 percent for-sale)
- 2010 to 2020 — 31,750 units (20 percent rental, 80 percent for-sale)
- 2020 to 2030 — 18,000 units (35 percent rental, 65 percent for-sale)

Total housing demand from 2000 to 2030 by submarket:
- Developed — 22,000 units (27 percent of total demand)
- Growth — 56,300 units (68 percent)
- Rural — 3,900 units (5 percent)

Rental demand from 2000 to 2030 by submarket:
- Developed — 7,250 units (38 percent)
- Growth — 11,950 units (62 percent)
- Rural — 100 units (<1 percent)

For-sale demand between 2000-2030 by area:
- Developed — 14,800 units (24 percent)
- Growth — 44,350 units (70 percent)
- Rural — 3,750 units (6 percent)

Rental housing by type

The projected rental demand of over 19,000 units in Dakota County from 2000 to 2030 is shown by type below. Affordable and subsidized units are defined as those affordable to renters earning between 50 percent and 80 percent of median income and less than 50 percent of median income, respectively. It should also be noted that because of the aging population, demand for senior housing will be increasing over the 30-year period, while general occupancy demand will be decreasing.
- Market rate general-occupancy — 7,250 units (38 percent of rental demand)
- Affordable general-occupancy — 2,575 units (13 percent)
- Subsidized general-occupancy — 1,000 units (5 percent)
- Senior — 8,465 units (44 percent)
Generalized household types

Entry-level householders
Often prefer to rent basic, inexpensive apartments
Usually singles or couples without children in their early 20s
Will "double-up" with roommates in apartment setting

First-time homebuyers and move-up renters
Often prefer to purchase modestly-priced single-family homes and townhomes or rent more upscale apartments
Married or cohabiting couples, some with children, in their mid-20s or 30s

Move-up homebuyers
Typically prefer to purchase newer, larger, and therefore more expensive single-family homes
Typically families with children where householders are in their late 30s to 40s

Empty-nesters (persons whose children have grown and left home) and never-nesters (persons who never have children)
Prefer owning and some will move to lower-maintenance housing
Generally couples in their 50s or 60s

Younger independent seniors
Prefer owning but will consider renting their housing
Some will move to alternative lower-maintenance housing products
Will often move (at least part of the year) to retirement havens in the Sunbelt and desire to reduce their responsibilities for upkeep and maintenance
Generally in their late 60s or 70s

Older seniors
May need to move out of their single-family home due to physical and/or health constraints or a desire to reduce their responsibilities for upkeep and maintenance
Generally single women (widows) in their mid-70s or older

Special needs
People with disabilities, battered women, troubled youths and people dealing with substance-abuse problems face unique challenges in temporary and permanent housing.

About 15 percent of total housing demand in the County between 2000 and 2030 is expected to be for senior housing. The following is senior housing demand by service level:

- Subsidized rental — 1,135 units
- Affordable rental — 3,060 units
- Adult rental — 470 units
- Congregate — 1,610 units
- Assisted living — 1,670 units
- Memory care — 460 units
- Adult for-sale — 3,800 units

Total rental demand by community (top 5) from 2000 to 2030 is as follows:

- Lakeville — 4,085 units (21 percent of rental demand)
- Apple Valley — 3,785 units (20 percent)
- Eagan — 2,280 units (12 percent)
- Burnsville — 2,215 units (12 percent)
- Inver Grove Heights — 1,580 units (8 percent)

For-Sale housing by city

Of the projected demand for 63,000 for-sale units in Dakota County from 2000 to 2030, about 30,000 will be for single-family homes. Primarily because of high land costs, few new single-family homes under $300,000 are projected to be built to satisfy demand from moderate-income buyers. Townhomes and existing single-family homes will accommodate this demand for modestly priced homes.

For-sale multifamily housing's (townhomes, condominiums, and cooperatives) share of for-sale demand in Dakota County is projected to increase from 46 percent between 2000 and 2010 to 64 percent between 2020 and 2030. This increase is primarily due to the aging population and high single-family home prices.

Total for-sale demand by community (top 5) from 2000 to 2030:

- Lakeville — 16,260 units (26 percent of for-sale demand)
- Apple Valley — 7,990 units (13 percent)
- Rosemount — 7,560 units (12 percent)
- Farmington — 7,385 units (12 percent)
- Inver Grove Heights — 6,055 units (10 percent)
In addition to the seven issues/factors that will influence the amount and types of housing that can be supported in Dakota County, Dakota County likely will exceed current Metropolitan Council household projections. Estimates are based on Metropolitan Council’s household estimates for 2004 and building permit data from 2000 through 2004. To reflect household growth trends since 2000, Maxfield Research adjusted the household projections in the County, as shown on the following page for use in the housing demand calculations.

The county, and Burnsville in particular, has seen several multifamily housing developments break ground since 2000, including market rate rental housing, senior housing and condominium developments. Condominiums and senior cooperatives are relatively new housing concepts introduced into Dakota County, and because of their multifamily nature, we believe that they will increase several communities ability to add housing over and above the Metropolitan Council projections.

**Rental housing demand**

Figure 4.3.7B shows rental demand calculations for Dakota County’s three submarkets during the current and following two decades. The table displays demand for general-occupancy housing by “deep subsidy” (affordable to households with incomes at or below 50 percent of median), “shallow subsidy” (affordable to households with incomes between 50 percent and 80 percent of median), and market rate. Senior housing is displayed by shallow and deep subsidy, as well as market rate housing by service level.
Demand for additional rental housing by community

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<th>2010 to 2020</th>
<th>2020 to 2030</th>
</tr>
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<tr>
<td>Market Rate</td>
<td>Affordable Subsidized</td>
<td>Senior</td>
<td>Market Rate</td>
</tr>
<tr>
<td>Burnsville</td>
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<td>400 - 420</td>
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<tr>
<td>Inver Grove Heights</td>
<td>250 - 300</td>
<td>200 - 220</td>
<td>300 - 320</td>
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<td>Mendota</td>
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<td>Hastings</td>
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<th>2000 to 2010</th>
<th>2010 to 2020</th>
<th>2020 to 2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Market Rate</td>
<td>Affordable Subsidized</td>
<td>Senior</td>
<td>Market Rate</td>
</tr>
<tr>
<td>Subtotal</td>
<td>0 - 0</td>
<td>0 - 0</td>
<td>0 - 0</td>
</tr>
</tbody>
</table>

| Dakota County Total | 2,500 - 3,100 | 1,400 - 1,700 | 1,975 - 2,275 | 2,400 - 2,810 | 1,150 - 1,450 | 2,260 - 2,770 | 1,700 - 1,910 | 625 - 825 | 3,630 - 3,950 |

Figure 4.3.8 displays rental demand for each community in the developed communities and growth communities through 2030. Since rental demand is limited in the rural area, it is not shown by community/township. The demand figures in Table 2 are shown by market rate, subsidy/affordable, and senior.

It should be noted that the housing projections presented in Tables X and X (and in X and X as well) are based on both demand for various types of housing and the estimated amount of housing that can be added on available land/sites. Providing a balanced mix of housing options for each individual community’s current and future residents is also factored into the figures.

Key points from figures 4.3.7B and 4.3.8

- Overall, 20 percent of the housing demand in Dakota County during this decade and also between 2010 and 2020 will be for rental housing, or nearly 6,500 rental units during both decades.
- Because of an increasing need for senior rental housing, about 35 percent of the housing demand in the County between 2020 and 2030 is projected to be for rental housing.
- While demand is about equal for rental housing in the developed and growth communities this decade (just over 3,000 households), rental demand will be much greater in the growth communities during the following decades. The existing housing stock in the developed communities is more balanced, with 28 percent of the households renting their housing in 2000. In comparison, only 13 percent of the households rented their housing in the growth communities in 2000, and most of the housing added since then has been for-sale.
- By adding the housing demand, the overall rental rate in the developed communities would remain at about 28 percent through 2030. Meanwhile, the rental rate in the growth communities would
Demand for additional for-sale housing in Dakota County

**Projected Household Growth**

<table>
<thead>
<tr>
<th>Year</th>
<th>Developed Communities</th>
<th>Growth Communities</th>
<th>Rural Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000-2010</td>
<td>9,750</td>
<td>21,500</td>
<td>1,200</td>
</tr>
<tr>
<td>2010-2020</td>
<td>8,000</td>
<td>22,000</td>
<td>1,750</td>
</tr>
<tr>
<td>2020-2030</td>
<td>4,330</td>
<td>12,800</td>
<td>910</td>
</tr>
</tbody>
</table>

*Household growth projections are made by Maxfield Research based on Metropolitan Council projections, current estimates, and building permit activity.

**Single-Family Demand**

<table>
<thead>
<tr>
<th>Type</th>
<th>Percent Move-up ($300,000 to $500,000)</th>
<th>Number</th>
<th>Percent Executive ($500,000+)</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percent Move-up</td>
<td>30%</td>
<td>891</td>
<td>26%</td>
<td>432</td>
</tr>
<tr>
<td>Percent Executive</td>
<td>70%</td>
<td>2,079</td>
<td>80%</td>
<td>1,729</td>
</tr>
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</table>

**Multifamily - General-Occupancy Demand**

<table>
<thead>
<tr>
<th>Type</th>
<th>Percent Move-up ($250,000+)</th>
<th>Number</th>
<th>Percent Executive ($250,000+)</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percent Move-up</td>
<td>50%</td>
<td>1,540</td>
<td>60%</td>
<td>1,988</td>
</tr>
<tr>
<td>Percent Executive</td>
<td>15%</td>
<td>312</td>
<td>65%</td>
<td>579</td>
</tr>
</tbody>
</table>

**Multifamily - Senior Demand**

<table>
<thead>
<tr>
<th>Type</th>
<th>Number</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percent Executive</td>
<td>85%</td>
<td>349</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Year</th>
<th>Developed Communities</th>
<th>Growth Communities</th>
<th>Rural Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000-2010</td>
<td>2,970</td>
<td>3,630</td>
<td>9,996</td>
</tr>
<tr>
<td>2010-2020</td>
<td>9,241</td>
<td>7,444</td>
<td>8,179</td>
</tr>
<tr>
<td>2020-2030</td>
<td>1,140</td>
<td>60</td>
<td>35</td>
</tr>
</tbody>
</table>

**Table 3 summary of demand for additional for-sale housing**

- Demand for additional for-sale housing in Dakota County increased from 13 percent to about 17 percent in 2030.
- By adding all of the senior rental demand, the overall percentage of the senior (65+) population residing in senior projects (or “age-restricted” projects) in both the developed and growth communities through 2030 would be about 12 percent.
- As the growth communities mature over the next two decades and their job bases increase, there will be a greater need for rental housing for younger households, workers with modest incomes, transferees to the area, and senior citizens. About 4,600 rental units will be needed in the growth communities between 2010 and 2020, including about 3,200 general-occupancy units and 1,400 senior units.
- New apartment developments have satisfied much of the market rate demand in the developed communities this decade. In the growth communities, however, only Apple Valley has seen substantial development of market rate units. Additional market rental developments will be needed in other growth communities as well to satisfy demand.
- Because the developed communities have an older population, about half of the rental demand between 2000 and 2020 will be for senior housing. In the growth communities, which has a younger population, just over 25 percent of the rental demand will be for senior housing over the same period.
- After 2020, projections show little demand for additional market rate rental units in the developed communities. The younger population in these communities is projected to remain fairly stable, while the senior population grows rapidly. While new apartments could potentially succeed, they would not serve the greatest housing needs.

**For-Sale Housing Demand**

Figure 4.3.10 shows for-sale demand calculations for Dakota County’s three submarkets during the current and two future decades. The table displays for-sale demand by single-family, multifamily (townhomes and condominiums), and senior housing. Single-family demand is calculated for move-up homes ($300,000 to $500,000) and executive homes ($500,000+). Multifamily housing is calculated by modest homes (<$250,000) and move-up homes ($250,000+). The price ranges for these housing products are quoted in 2005 dollars. Figure 4.3.10 displays overall demand for single-family, multifamily, senior housing in each community through 2030.

**Key points from figures 4.3.9 and 4.3.10**

- Overall, 80 percent of the housing demand in Dakota County during this decade and also between 2010 and 2020 will be for for-sale housing, or over 48,000 total units. Because of an increasing need for senior rental housing between 2020 and 2030, the percentage of demand for owned homes decreases to about 65
Demand for additional for-sale housing by community

Percent (11,600 for-sale units) that decade.

The amount of land available for new housing development is diminishing in the County, especially in the developed communities. Much of the land that does remain available in the developed communities consists of smaller parcels, many of which are zoned multifamily. Thus, the proportion of new units that are multifamily in the developed communities is projected to increase from 55 percent between 2000 and 2010 to 80 percent between 2020 and 2030.

Although most of the growth communities have larger parcels of land available to accommodate single-family homes, changing housing preferences and increasing land prices are increasing the proportion of multifamily development. During this decade, 55 percent of the for-sale homes built in the growth communities are projected to be single-family. This proportion is projected to decline to 45 percent next decade and to 35 percent between 2020 and 2030.

For-sale senior housing is a relatively new phenomenon in the Twin Cities and Dakota County. Of the 19 for-sale senior projects in Dakota County, all but one was built after 1990, including 11 built after 2000. For-sale senior housing products include condominiums, cooperatives, as well as townhome and single-family developments. Cooperatives are the most common for-sale senior product, with condominiums occurring with greater frequency. Since seniors generally prefer to purchase a new multifamily unit outright by utilizing the proceeds of an existing home sale. Thus, pricing for most senior housing units has been in the low-$200,000’s or less, with the high end being slightly above $250,000. Senior projections are based on maintaining a 5 percent penetration rate of the senior (65+) population. While these projects are available to people age 55+, the vast majority of residents are over age 65.

Demand for for-sale multifamily housing will be strong over the next 25 years, as the County’s 55 to 74 population is projected to increase by 69,000 people (+170 percent) between 2000 and 2030. Many of these older adults prefer to move from their single-family homes to maintenance-free housing. In addition, many younger first-time buyers are choosing town-homes because of increasing single-family home values.

### Demand for additional for-sale housing by community

<table>
<thead>
<tr>
<th>Community</th>
<th>2020 to 2030</th>
<th>2030 to 2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dakota County Total</td>
<td>13,405 - 14,705</td>
<td>10,455 - 11,265</td>
</tr>
</tbody>
</table>

### Sources

Maxfield Research Inc.
Nearly all of the new single-family homes built in Dakota County through 2030 are projected to be move-up ($300,000 to $500,000) or executive homes ($500,000+). Several factors have led to the increased prices for new single-family homes. First, baby boomers have reached their peak earning years and have created strong demand for move-up and executive homes. Secondly, increased costs for land, building materials, and labor have made housing construction more expensive. Lastly, low mortgage interest rates increased demand for move-up homes by enabling modest income households to purchase more expensive homes. Existing single-family homes and new for-sale townhomes will accommodate much of the demand for modest homes.

Within the developed communities, Inver Grove Heights is projected to account for about 80 percent of the new single-family homes built between 2010 and 2020. Inver Grove Heights will be the only community in the developed communities with significant parcels of vacant land zoned for single-family development.

It should be noted that the housing demand figures in Tables 4.3.9 through 4.3.10 are based on household growth projections, and do not factor in replacement demand. Some communities, such as South St. Paul and West St. Paul which have an older housing stock, will see some new single-family homes developed to replace obsolete housing that is

### U.S. home prices adjusted for inflation

1890-2007

Source: Economist Robert J. Shiller

A particularly uncertain future in the housing market has news media, residents and economists contemplating what is next for the housing slump that began in 2006. Long-term trends continue to point toward growth in Dakota County’s housing market.
demolished. South St. Paul has been replacing an average of about 20 older single-family homes annually for several years.

Demand for multifamily units will be limited in the rural area, as most multifamily buyers prefer locations near shopping and services. In addition, zoning will preclude the development of multifamily housing in most of the rural area.

The chart shows that demand for multifamily housing will exceed demand for single-family homes. Of the multifamily demand, the greatest proportion (12,655 units) will be for modestly priced units (<$250,000). The modestly priced units will accommodate demand from younger households and first-time homebuyers, many of whom may prefer single-family homes but cannot afford the higher prices, as well as empty-nesters and seniors who are downsizing from their single-family homes.
Dakota County’s housing goals, arrived at through the Advisory Panel visioning process, reflect the influential factors of an aging population and continued need for affordable housing. The County, which does not regulate land use, plays a limited direct role in affordable housing. The County through and in partnership with the Dakota County Community Development Agency will collaborate to provide affordable housing. The following goals reflect this role and rely on CDA, cities and the private sector to develop housing.

**Goal: Promote mixed-use development that integrates rental housing**

Demand for subsidized/affordable rental housing will be in locations where there is also demand for market rate units. Mixed-use apartment buildings (combining market rate and subsidized/affordable in the same building) creates opportunities to expand subsidy and affordable rental housing. Short of “vertical” mixed use within the same building, the County will support horizontal mixed use (having multiple uses adjacent one another). The county is projected to see demand for about 4,000 market rate units over the next 15 years. If mixed-use apartment buildings are developed with a 80/20 ratio, about 1,000 subsidized/affordable units could be added along with the market rate units. These units would accommodate just more than 40 percent of the demand. It should be noted that subsidized/affordable rental units could also be accommodated in a mixed-use building with retail/office space in locations that are suitable for both land-use types.

While meeting this goal will not alone ensure demand for affordable housing is satisfied, it will contribute toward that end and advance other County goals.

**Potential strategies**

- Share costs for municipal parking in mixed-use areas
- Maximize pedestrian/biking investment in denser areas
- Support the provision of rental assistance programs for low-income residents. The County will support the application by the Dakota county CDA and the county department of community services for state and federal housing assistance programs.
- Support self sufficiency programs that assist families with training and educational opportunities.
- Encourage CDA to prepare and submit applications for additional units of Section 8 Rental Assistance certificates and vouchers.
- Encourage the cities to use inclusionary zoning and developer incentives to integrate affordable rental units into market rate developments.
Goal: Create places where people can live and work without a car
The County encourages communities to support and help create districts with affordable housing options linked to transit. After housing, transportation is one of the largest expenses for families. The need to own one or more cars, combined with housing costs, can place a heavy financial burden on many low and moderate income families. Thus, housing locations with convenient access to transit — as well as retail and services within the transit-oriented development — should be identified as key locations to add affordable housing (both rental and for-sale). The Cedar Avenue Transitway is one such place with transit service, retail, employment and opportunities for additional affordable housing. Land adjacent these transit stations in the Cedar Avenue Corridor should be targeted for redevelopment with transit-oriented developments containing affordable rental housing, as well as modestly priced for-sale multifamily housing.

Potential strategies
- Encourage cities and developers to intensify land use
- Colocate housing and transit with CDA
- Prioritize transportation investment near transit-oriented development

Goal: Promote development of modest for-sale housing
With rising land, labor, and material costs, combined with the fact that there is strong demand for move-up housing, there were virtually no modest single-family homes (less than $250,000) being built in the County even before the economic slowdown/recession that began in 2006. The private market is addressing demand in this price range with new modest townhome and condominium units that are affordable to households earning the area median income. Buyers of these units are primarily younger and middle-aged singles and couples without children, as well as some older buyers downsizing from their single-family homes.

Multifamily housing has more potential than single-family housing to provide for-sale housing at prices affordable to median income households.

Potential strategies
- Encourage local governments to allow and encourage the private housing market to build at densities supportive of affordable housing.
- Support the provision of first time homebuyer financing programs that assist residents with the purchase of an affordable first home.
- Support housing initiatives and educational programs that help renters own a home if they so desire.
- Encourage CDA to continue coordinating homebuyer education courses such as homestretch.
- HOME Program funds will be used to provide down payment assistance for qualified persons participating in the CDA’s first time homebuyer program. Some Dakota County cities will consider the use of CDBG funds for down payment and closing cost assistance.
- Encourage CDA to work with the Dakota County Chapter of Habitat for Humanity to acquire suitable sites for the new construction of homes for qualified homebuyers. The CDA also works with Habitat to purchase and rehab existing homes.
- CDBG funds will provide low interest/deferred rehabilitation loans for qualified homeowners in Dakota County.

Goal: Integrate housing for disabled people into communities
Much of the housing for disabled persons in Dakota County is provided in adult foster care homes through the utilization of waivered services. With limited new funding available for the waiver programs, alternative

Homes built accessible will not have to be retrofitted later in their residents’ lives. Universal design standards create homes anyone can live in.
Residents’ opinions:
Dakota County should provide property tax relief to low-income seniors to help them stay in their homes.

Average: 8.4

400 residents were asked to indicate how supportive (1 to 10) they are of the above statement in February 2008. See full survey results on Page 5.5.1.

Goal: Match housing to jobs in the county
Without nearby affordable housing, people filling lower-paying jobs, such as in retail, have trouble getting to work (especially in the large areas of the county without adequate transit service. These workers are priced out of areas near where they work and are forced to pay more for transportation, the typical household’s second greatest expense. Transit-oriented development and walkable communities with affordable housing will improve residents’ quality of life and reduce their travel expenses. This strategy is especially important to meet the needs of people who cannot drive or choose to not do so.

Potential strategies:
- Expand transit service to support affordable housing.
- Encourage mixed use that include affordable housing.

Goal: Ensure residents can age in place
Homes in Dakota County generally are built for able-bodied families. Home design problems that are not apparent at age 40 become real problems at age 80. Doorknobs, entry steps, doorways and split levels can become challenges based on physical abilities. The County will do what it can to encourage cities and developers to build for a community with an increasing average age so residents can remain in their homes for decades and not face an unnecessarily limited choice of homes.

Ensuring residents can age in place also entails support for neighborhoods/communities that meet the needs of residents who cannot drive an automobile. These places are few in Dakota County in 2008, and the areas are limited in their capacity to provide a high quality of life for their residents.

Potential strategies:
- Encourage development of senior rental housing.
- Create property tax relief program for older residents (could include community volunteer hours for credit projects will be needed to meet the needs of disabled persons.

Potential strategies
- Encourage local governments to adopt universal-design standards.
- Support local efforts to retrofit existing homes with accessibility improvements.
- Support housing that addresses the needs of people with physical or developmental disabilities, or mental illness.
- Encourage CDA to continue administering the Bridges Program, which provides rent assistance to persons with severe and persistent mental illness.
- Encourage CDA to build one or two apartment buildings with six to eight units each for families where the head of household has mental or chemical health issues and needs support. These apartments with on-site support services would assist in stabilizing housing for these families.
- Continue to support CDA efforts to build housing for people aged 18 to 25 who are homeless or leaving foster care.
Housing with incorporated amenities will draw people from different income levels together, deconcentrating poverty.

**Goal: Make affordable housing more attractive to encourage mixed-income development**

Affordable housing has a bad reputation. Enhancing the environments around affordable housing developments can reverse this perception and create attractive places to live and visit. Potential improvements include small, urban parks, trails linked to the future countywide greenway network and the greenway network itself.

While biking and walking for many Dakota County residents is a recreation activity, for others it is the primary mode of transportation. Collaborating with the CDA to collocate affordable housing with trails, sidewalks, mixed use and transit can make the housing more attractive, reduce the transportation costs to residents, and improve residents’ quality of life.

Successful affordable housing does not exist in a vacuum. It requires surrounding land uses that support residents and offer a high quality of life. Dakota County can support private development of affordable housing by advocating for densities conducive to affordable rents or prices in appropriate locations, such as existing mixed-use and pedestrian districts. Strategies to more directly assist in the creation of affordable housing (in addition to the CDA’s work) include: sharing costs of improvements in areas of affordable housing, such as municipal parking ramps, amenities that draw from residents countywide and enhance advantages for transit in roadway management near affordable housing.

**Potential strategies**

- Incorporate amenities into denser areas that support affordable housing.
- Support the provision of low rent scattered site housing that promotes the deconcentration of affordable housing. The County will support CDA ownership of scattered site properties that integrate affordable housing opportunities within existing neighborhoods.
- Work with nonprofit organizations to coordinate funding applications for additional affordable housing units.
- Encourage CDA to apply for additional scattered site housing from the U.S. Department of Housing and Urban Development if funding becomes available.

**Goal: Support healthful and sustainable housing in Dakota County**

Healthful, sustainable buildings greatly reduce residents’ exposure to environmental hazards while reducing the building’s impact on natural environmental systems.

**Potential strategies:**

- Develop with other governments a model housing code for countywide use as a tool to aid community enforcement efforts.
- Lead by example by building County buildings to health and sustainability standards and encourage local governments to follow suit.
Support the provision of housing maintenance and building codes that promote the safety and sanitary condition of the county housing stock.

Support the provision of homeowner rehabilitation and improvement programs that assist low and moderate income residents with the financial means to maintain and improve the quality of their homes.

Support the provision of programs that provide affordable financing options to owners of rental housing to maintain, improve and upgrade the existing supply of rental housing in the county.

Support grant and loan programs that provide residents with the ability to make energy and weatherization improvements to their properties. The County encourages energy conservation practices and promotes the efforts of county residents to save energy.

Support tax incentives policies that encourage the rehabilitation of existing housing in the county.

Support educational programs that provide residents with information on how to rehabilitate, improve and upgrade their homes.

Use MHFA low interest loans to fund homeowner rehabilitation for affordable housing.

Use program income generated from past use of the MHFA and HUD Rental Rehabilitation programs for additional homeowner rental rehabilitation projects.

**Goal: End homelessness in Dakota County**

At least 260 people were counted as homeless in Dakota County in October 2006; the nature of homelessness and difficulty in counting the people results in this being an almost certain undercount.

**Potential strategies:**

- Support programs that are aimed at the elimination of homelessness in the county.
- Collaborate with the U.S. Department of Housing and Urban Development to create a 10-year plan to end homelessness in Dakota County.

**Goal: Meet affordable housing needs**

Every person deserves a safe and healthful place to live affordably. Dakota County will do its part to ensure the projected number of affordable units needed are available in the plan period.

**Potential strategies:**

- Encourage and support the expansion of the supply of affordable rental housing.
- Support CDA in its efforts to develop affordable rental housing for families.
- Support and encourage development of additional rental housing by emphasizing incentives for rental housing, including more supportive state and federal tax policies, more equitable distribution of state funding assistance for affordable housing, and the provision of an adequate supply of land for multi-family housing developments in local planning and zoning.
- Encourage communities throughout the county to work with CDA to provide affordable rental opportunities on an annual basis.

**Goal: Ensure all housing in Dakota County is fair housing**

It is the policy of Dakota county to support the provision of housing in the county without regard to race, color, religion, creed, gender, national origin, public assistance status, sexual orientation, marital status, disability, or familial status. The county recognizes the importance of housing being made available without bias and supports the following strategies.

**Potential strategies:**

- Support the provision of educational programs and information that educates the public on the issue of fair housing and provides guidance to the public on what steps to take when they feel housing discrimination may have occurred.
- Support and cooperate with the State Department of Human Rights and the U.S. Department of Housing and Urban Development in their roles of providing investigation and enforcement of fair housing complaints.
Economic development

4.4.3 Vision
4.4.5 Factors affecting economic development
4.4.6 Economic characteristics
4.4.9 Goals and strategies

Land use and growth
Dakota County economic development vision

Dakota County will have a globally competitive economy that is vigorous, diversified, and innovative, providing opportunity and prosperity for residents and businesses alike, while sustaining a healthy environment and a superior quality of life. Jobs will match households and residents will be able to live and work in the County. Jobs at all levels, especially head of household jobs will be available throughout the community to help reduce commuting time and stress. Businesses and government will work together to create a strong community.

Approach
The underlying premise of this chapter is the concept that economic development, community development and workforce development are inter-dependent, mutually supportive and essential for sustainable economic vitality.

Economic development focuses on those business sectors that provide high quality employment opportunities in the community, bring wealth to the region, and strengthen the tax base of the county. Businesses depend upon a skilled, productive workforce in order to compete successfully. Workforce development enables workers to engage successfully in the changing economy and enables companies to be productive and competitive in a dynamic economic environment. Community development focuses on the infrastructure — transportation, telecommunications, workforce housing, utility services — necessary to support competitive businesses and the recreational, cultural and quality of life amenities essential to attracting a broad spectrum of skilled, creative, and productive people.

This approach can serve as a model for Dakota County, bringing together county resources — community development, economic development and workforce development — to support a healthy, dynamic, sustainable economy.

An Internal Economic Development Steering Committee, comprised of representatives from appropriate departments of the different divisions of the County, will oversee County activities necessary to secure the outcomes described in the economic development goals. The County will work with appropriate Partners (e.g. cities, colleges, townships, chambers, etc.) focusing on the six economic development goals identified through the planning process.
Factors affecting economic development

Dakota County is connected in a web of economies, from very local to the Twin Cities area, the state, the Midwest, the nation and the world. Advancing communications and transportation, types of economic activity and larger economic policy are increasing Dakota County’s connectivity to the global economy. How actors in Dakota County take advantage of their strengths and address their weaknesses in this evolving economy will determine their success.

Key factors affecting the Dakota County economy:

**Dakota County’s strategic location**
Dakota County’s location as part of the Twin Cities strongly connected with a hard-to-beat transportation system is its economic lifeblood. Multiple highways, railroads, the Mississippi and Minnesota rivers and Minneapolis St. Paul International Airport link the county with the world economy.

**A globalizing economy**
Economic policies are freeing up markets around the world while also increasing competition for work that could be done in Dakota County.

**Development of green industry**
In line with Dakota County’s sustainability vision, the development of technologies and products that meet demand for environmentally responsibility could spell economic success in coming decades.

**Decline of American manufacturing since 1979**
Manufacturing employment in the United States has fallen about 28 percent from a peak of about 19.5 million jobs in 1979 to about 14 million jobs in 2004, while the total population increased about 25 percent.

**A highly educated workforce**
Dakota County residents in general are highly educated, a factor important in an evolving economy. About 37 percent of residents 25 or older have a bachelor’s degree or higher; 94 percent have a high school diploma or higher. The national statistics are 27 percent with a bachelor’s degree or higher and 84 percent with a diploma or higher.
Retail/Commercial

Dakota County is experiencing strong household growth as the urban fringe of the Twin Cities expands further into the county. An additional 53,000 households are projected to be added from 2008 to 2030, which will create demand for more retail and services in the county.

Slowing housing growth rates are projected in Dakota County and the Twin Cities through 2030; this is expected to reduce the rate of retail and services expansion.

Outer-ring suburbs will see the greatest growth between 2010 and 2030. These include Lakeville, Rosemount, Farmington, Inver Grove Heights and Apple Valley. Strong household growth in these communities will lead to greater potential to support additional retail and commercial uses.

The number of jobs in Dakota County is projected to grow by about 47,000 between 2008 and 2030 (27 percent). This is a much greater growth rate than the metro area (17 percent), but slower than past decades.

The aging of the population will contribute to slower job growth rates between 2010 and 2030. Compared with past decades, the ratio of people entering the labor force to those leaving will narrow. This slower job growth will impact business growth and hence, the need for new commercial and industrial space.

Communities in northern Dakota County reaching housing development capacity are not projected to grow much through 2030 in terms of population and households. However, because these communities have good access to a large labor force, they are still projected to draw employers, resulting in greater job growth.

Of the county’s commercial space, 58 percent is in retail shopping centers, restaurants, discount stores, department stores and stand-alone retail stores. The rest of the space is in such businesses as convenience stores, service garages, banks, motels, theaters and veterinary hospitals.
Between 2000 and 2006, about 260 commercial/retail buildings totaling 5.6 million square feet were added in the county — almost a quarter of the county total.

Since 2000, more than one third of commercial space added in Dakota County has been in big-box stores.

Demand was calculated at an additional 1.5 million to 12 million square feet of commercial an detail space in the county from 2008 to 2030 — demand for expansion is expected to taper off toward 2030.

Demand for retail/commercial space is projected to be greatest in Lakeville. Lakeville will have strong household growth, and it currently has less retail space per household than other, more mature, communities to its north.

Office
Dakota County had an inventory of about 14.4 million square feet of office space in 2007. Nearly half the space was in Eagan (7 million square feet). Burnsville and Mendota Heights had a similar amount (about 1.8 million square feet). Overall, a disproportionate amount of the office space is in the northernmost part of the county, indicating strong appeal of this area for office tenants.

Most of the demand for office space in the county is from smaller businesses seeking space of less than 5,000 square feet. Almost three quarters of the county’s financial services & real estate and professional and business services firms have fewer than five employees.

From 2000 to 2006, Dakota County added 2.5 million square feet of office space. Eagan added the most, about 1.4 million square feet.

Demand was projected for an additional 5 million to 6 million square feet of office space between 2008 and 2030 to accommodate office employment growth. Demand is expected to be greater in the early 2010s and slow through 2030 as employment growth slows.

Demand for office space is projected to be greatest in Eagan. Eagan is highly attractive for larger office tenants because of its excellent highway access and its proximity to both Minneapolis St. Paul International Airport and the core cities. Mendota Heights and Burnsville also have good locations but have little remaining land available for new office space.

Industrial and warehousing
Dakota County experienced job growth during the first half of this decade in about every industry sector except manufacturing. This is a trend experienced by most places in the nation, as manufacturing declined sharply after the recession that began in 2001. The decline of manufacturing employment is a trend likely to continue for at least the next few decades in the Twin Cities.

About 980 industrial buildings totaling about 40 million square feet were in Dakota County in 2007. Eagan (13.5 million square feet) and Burnsville (8.9 million square feet) account for 55 percent of the county’s industrial space.

About 17.8 million square feet of industrial space was added in Dakota County between 1987 and 2006. Of this total, 79 percent was warehouse space and 15 percent was manufacturing space. Some of the strongest demand for industrial space is among wholesale trade, trucking and storage businesses servicing Minneapolis St. Paul International Airport.
From 2000 to 2006, Dakota County experienced an addition of 4.2 million square feet of industrial space in 148 buildings. Of this, Eagan saw 1.4 million square feet added, followed by Burnsville’s 940,000 square feet.

Demand is projected for about 6.5 million square feet to 7.5 million square feet of industrial space in the county between 2008 and 2030 to accommodate industrial growth. Demand will be greater at the beginning of the next decade and then slow through 2030 as household and employment growth are expected to slow.

### 2008-2030 demand for industrial space

<table>
<thead>
<tr>
<th>Acres</th>
<th>ft²</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lakeville</td>
<td>235,000</td>
</tr>
<tr>
<td>Eagan</td>
<td>230,000</td>
</tr>
<tr>
<td>Inver Grove Heights</td>
<td>115,000</td>
</tr>
<tr>
<td>Burnsville</td>
<td>75,000</td>
</tr>
<tr>
<td>Rosemount</td>
<td>50,000</td>
</tr>
<tr>
<td>Mendota Heights</td>
<td>40,000</td>
</tr>
<tr>
<td>Apple Valley</td>
<td>35,000</td>
</tr>
<tr>
<td>Farmington</td>
<td>30,000</td>
</tr>
<tr>
<td>South St. Paul</td>
<td>25,000</td>
</tr>
<tr>
<td>Hastings</td>
<td>15,000</td>
</tr>
<tr>
<td>West St. Paul</td>
<td>5,000</td>
</tr>
<tr>
<td>Remainder</td>
<td>5,000</td>
</tr>
<tr>
<td>Total</td>
<td>860,000</td>
</tr>
</tbody>
</table>

Source: Maxfield Research, 2008

---

### Themes of Dakota County’s role in economic development

Dakota County government will take a collaborative approach to economic development internally and externally, working among County departments and agencies, as well as with cities and other partners. Care will be taken to avoid duplication.

County government will plan for and invest in critical infrastructure (e.g. transportation, telecommunications) and other competitive advantages that support economic growth and vitality.

Dakota County government may choose to be involved in economic development projects that are highly visible and regionally significant in the Twin Cities metro area; are physically located in more than one community; involve county and state roads; create a significant employment, infrastructure or tax base impact; demonstrate a positive return on investment, or preserve, enhance or remediate environmental quality.

County government may develop economic development initiatives to respond to the need for specialized expertise and economies of scale (i.e. workforce housing, brownfield remediation, telecommunications, workforce development).

Dakota County government will use research and policy development as a framework to guide and evaluate economic development strategies and actions.

County government will consider workforce, employment, and tax base development to enhance long-term plans and investment decisions.
The following goals, developed as part of the Dakota County Economic Development Strategy report of December 2006 and the 2007 Visioning Process for the Comprehensive Plan, are designed to support the economic vitality of Dakota County businesses, communities and residents.

**Goals**

**Goal 1:** Dakota County’s employers are well positioned to compete in a global economy

**Goal 2:** Jobs match households, and people are able to live and work in Dakota County

**Goal 3:** Head of household jobs are available throughout the community

**Goal 4:** Economic development brings wealth to the region and sustains a high quality of life for the people in Dakota County

**Goal 5:** Businesses and government work collaboratively to create a strong community

**Goal 6:** Economic growth is cultivated by attracting a well-trained, diverse, and educated labor force

**Objective 1: Invest in transportation and transit networks**

Efficient transportation and relatively low levels of congestion support the productivity of the workforce and the competitiveness of Dakota County businesses. Transit and transit-oriented development help alleviate congestion and the demand for additional highway capacity. Efficient transportation and transit networks make Dakota County a competitive business location.

**Key findings:**

- *Grow Minnesota* survey (2004-2005) revealed that businesses in Northern Dakota County exhibited a significantly higher level of concern with highway infrastructure (53 percent “unfavorable” ranking) than businesses in Minnesota generally (37 percent “unfavorable”).

- Transportation infrastructure consistently ranked in the top 2-3 priority issues identified as an appropriate county role in supporting economic development, during interviews, focus groups and surveys of business, local government, and development professionals conducted as part of the economic development strategic planning process in 2006.

- The most serious issue facing the county, as perceived by respondents to the May 2006 Resident Survey, was growth and development (26 percent). The fourth most important issue was traffic congestion (8 percent).

- Transportation and transit ranked No. 1 and No. 2 in importance in a survey of Dakota County Commissioners, city administrators, mayors, council members and economic development advocacy group Dakota Future.
Transit-Oriented Development

As Dakota County becomes more developed and more similar to Minneapolis and St. Paul, transit-oriented development will become an important economic development tool. A number of counties throughout the nation are involved in transit-oriented development along county roads that pass through multiple communities (e.g., King County, WA, Denver County, CO, Montgomery County, MD, and Hennepin County, MN). Dakota County can participate through planning, land acquisition, redevelopment, and loan funds to stimulate development that will complement transit stops.

Potential strategies:

- Prioritize transportation projects based on criteria that include economic development.
- Strengthen linkages between transit planning, transit-oriented development, economic development, workforce housing, and workforce development to identify ways that transit and transit-oriented development can better support Dakota County employers and workers.
- Implement a pilot program that promotes transit options while supporting employment growth in Dakota County (e.g., transit service to major Dakota County employment locations).
- Work with Dakota County CDA, Transit Office and communities to hold and/or redevelop sites for transit-oriented development.
- Set priorities for transportation and transit investments and coordinate lobbying efforts to secure more state and federal funding.

Financial implications:

It is a relatively modest one-time investment to build internal capacity to evaluate tax and economic benefit of infrastructure investments. Dakota County CDA capacity and resources to buy and hold land, and finance development costs can be used to leverage federal, state, city, and private funds. No significant additional ongoing resources are needed from Dakota County to meet this objective.

Objective 2: Coordinate strategic infrastructure and land development/redevelopment

Dakota County government works closely with cities and townships to plan infrastructure investments and land development and redevelopment patterns to strengthen the tax base and opportunities for quality employment opportunities. Investments are made strategically, taking into account measurable economic impacts. Excellent infrastructure (transportation, telecommunications, utility services) makes Dakota County a competitive business location.

Key findings:

Land Use

- Cities and townships control land use and zoning in Dakota County; the county government is responsible for critical transportation infrastructure.
- Cooperative, strategic land development and infrastructure planning has potential to enhance tax base.
- Scott and Sherburne county governments have conducted county-wide market studies on commercial and industrial development to provide cities and the county with a better understanding of market potential as they update their comprehensive plans.
Cities and townships control land use and land development patterns have a significant impact on the property tax base, with fiscal implications for all taxing jurisdictions.

Employment
- Land use and transportation access decisions create places with size, location, access and other characteristics attractive to office, research, industrial, medical, retail, and other users.
- The nature of these “places” impacts employment opportunities available in Dakota County.
- The type of employment available in an area impacts wage levels, commute times and the pressure to commute to concentrations of higher wage employment.
- “Traded Cluster” businesses export a product or service and import wealth to the region; these businesses paid an average wage of $54,555 and comprised 32.2 percent of all jobs in the Twin Cities MSA.
- “Local Cluster” businesses depend upon local consumers; these businesses paid an average wage of $32,100 and comprised 67.7 percent of all jobs in the Twin Cities MSA.
- Cooperative, strategic land development and infrastructure planning can create “places” that are competitive locations for high wage employment.

<table>
<thead>
<tr>
<th>Fiscal Impact of Land Use</th>
<th>Figure 4.4.11</th>
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</thead>
<tbody>
<tr>
<td><strong>Type</strong></td>
<td><strong>Average Tax Per Acre</strong></td>
</tr>
<tr>
<td>Brick/glass</td>
<td>$35,000</td>
</tr>
<tr>
<td>Strip mall</td>
<td>$24,000</td>
</tr>
<tr>
<td>Showroom</td>
<td>$18,800</td>
</tr>
<tr>
<td>Single Family</td>
<td>$10,400</td>
</tr>
<tr>
<td>Truck Terminal</td>
<td>$4,800</td>
</tr>
</tbody>
</table>

Transportation
- Land development patterns create significant transportation and traffic impacts.
- Access and access restrictions have a significant impact on land development patterns and tax base.
- The current challenge to county transportation planning is to move toward a system that is more strategic and cooperative in relationship to the cities.
- Cooperative, strategic land development and infrastructure planning that balances traffic, tax base, employment and other considerations has potential to reduce tension between Dakota County and other units of local government in Dakota County.

Brownfield Revitalization
- Hennepin County offers an example of successful county initiatives in this area: It created the Environmental Response Fund in 1997. The legislature authorized a mortgage registry and deed tax with a 10-year sunset. It generates $2 million - $3 million per year (or $10 million – 12 million to date). Since 2001, they have provided 1 large grant to St. Louis Park ($4.75 million) and 113 grants from $5,200 - $683,000. They have a common grant application with the Metropolitan Council and State of Minnesota and provide matching funds to increase the competitiveness of Hennepin County applications. Hennepin County funds less than 50 percent of applications submitted; Metropolitan Council and the state fund less than 33 percent. Hennepin County secured funding from the U.S. Environmental Protection Agency for a brownfield clean up revolving loan fund. Loans are made to the private sector. Six loans have been made to date, totaling $3 million. Hennepin County assists cities with environmental assessment. The county provides technical assistance (e.g., scoping assessments) to its cities and HRAs and oversees report preparation.
Residents’ opinions:
Dakota County should support high-quality art, culture, history, parks and recreation to attract highly educated employees and entrepreneurs.

Average: 7.03

<table>
<thead>
<tr>
<th>Percent of respondents</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not at all supportive</td>
<td>4</td>
<td>2</td>
<td>4</td>
<td>12</td>
<td>11</td>
<td>14</td>
<td>22</td>
<td>6</td>
<td>22</td>
<td></td>
</tr>
</tbody>
</table>

400 residents were asked to indicate how supportive (1 to 10) they are of the above statement in February 2008. See full survey results on Page 5.5.1.

Objective 3: Link workforce development and economic development
A proactive and responsive workforce training and development system is attractive to existing and prospective businesses and helps ensure that an appropriately skilled workforce will meet the needs of current and future businesses in Dakota County.

Key findings:
- Most employers present at the 2006 Dakota Future conference expressed concerns about the availability and skills of workers, especially long term due to the retirement of the baby boom generation.
- Human capital is a key source of competitive advantage. It is also typically the largest cost, the foundation of product quality, and a source of vision, strategy, and product development.
- El Paso County, Colorado (Denver area) used its private activity bond allocation to establish a loan fund

Potential strategies:
- Analyze property tax implications of various land development patterns. Share with cities and townships. Develop policies that encourage efficient use of infrastructure and enhance tax base density.
- Conduct regular countywide market studies to provide the cities and county with realistic guidance on commercial and industrial development and redevelopment potential and to better inform the planning processes.
- Explore expanded role for the county government (CDA, environmental services and other divisions) to support cities and townships with brownfield revitalization.
- Explore use of “deed tax” used in Hennepin and Ramsey Counties to support brownfield remediation. Study potential for an expanded county role, the benefits of clean-up, and the potential to leverage additional state and federal dollars for assessment and remediation.
- Maintain telecommunications inventory developed through E-Commerce Ready process.
- Expand telecommunications inventory to map available hotspots and public Internet access sites.
- Explore options for supporting the development of advanced telecommunications on a county-wide basis rather than a city-by-city basis (more efficient, cost-effective).

Financial implications:
Many of the possible activities envisioned in this section are based on a premise that a strategic approach to land development and transportation infrastructure will enhance county government revenues. The relatively minor cost of analysis has potential to significantly enhance tax base revenue. Given the additional potential costs associated with brownfield remediation, it may be more cost effective to enhance brownfield remediation capacity at the county level than in a number of cities/townships. A more aggressive approach to assessment and remediation may bring in additional state and federal dollars and speed the establishment of a stronger tax base on contaminated parcels.

Telecommunications:
- Telecommunications was ranked highly in importance in a survey of Dakota County Commissioners, city administrators, mayors-council members and Dakota Future.

- Redeveloping brownfields was considered a high priority in a survey of county commissioners, city administrators, mayors, council members and Dakota Future.
to increase the earning power of its workers and the competitiveness of area companies.

- Short course certificate programs are not eligible for federal financial aid. Dakota County Technical College offers some short courses that could boost worker wages substantially and is interested in cooperating to create a revolving loan fund targeted at “shortage occupations” affecting Dakota County employers.

- Highly educated, creative workers are critical to a competitive, higher wage economic environment. Therefore, communities that are attractive to key segments of the workforce will be attractive to higher wage employers.

Demographic change is expected to constrain the availability of employees for Minnesota companies, as detailed below:

**Potential strategies:**

- Explore the establishment of a targeted scholarship/loan program to enhance workforce skills in job shortage occupations, with the goal of improving worker earning potential and meeting the needs of county employers. Focus on short-term training programs not eligible for federal financial aid. (Dakota County CDA and Workforce Investment Board)

- Pilot-test the establishment of an employment-related “resource room” at an affordable housing site so employment-related resources are available after normal business hours at the Service Centers. (Dakota County CDA and Workforce Investment Board)

**Financial implications:**
Exploring the establishment of a revolving loan fund for shortage occupations could be done at minimal expense by existing staff at the Dakota County CDA and WIB in collaboration with the college, lenders and businesses experiencing a shortage of skilled workers. The source of funds to capitalize the revolving loan fund (e.g., private activity bonding authority, reserve accounts leveraging private lender funds, CDA, private businesses, foundations) will need to be determined in the exploration phase described above. The cost of a pilot “resource room” including computer(s) and furniture is expected to be $2,000 - $4,000. An evaluation of the pilot can determine whether additional investment in resource rooms is warranted.

**Objective 4 (a): Create prospect response capacity**
Create the capacity to respond to prospective businesses promptly and professionally.

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**Attracting the creative class**

Figure 4.4.13

Competition for creative, highly educated, and mobile workers is increasing. These generally young professionals are at liberty to choose not only where in a metro area to live, but also which metro region to call home. Employment is a primary consideration, but so are amenities such as parks and other cultural attractions — and in many cases this creative class contains the entrepreneurs who can move their business to where they want to live.

Dakota County can attract these aesthetes by building upon its recreation opportunities, libraries and education systems.

**Competition For The Future Workforce Will Increase**

- Percent Change for Key Industry Groups, 2000-2020
  - Manufacturing: 12.8% increase
  - Professional and Business Services: 6.5% increase
  - Education and Health Services: 6.0% increase
  - Leisure and Hospitality: 0.3% increase
  - Construction: -5.8% decrease
  - Mining: -22.1% decrease
Objective 4 (b): Enhance image, marketing and branding.  
Strengthen the image and awareness of Dakota County as a location for high-quality companies.

Key findings:

- A national site location consultant made the following points in a presentation to a Dakota Future conference in early 2006:
  - The Internet is where the first cut on site location decisions is made.
  - Timelines are incredibly compressed.
  - The site locator is in the process of narrowing options. Don’t give them any reasons to eliminate your area (e.g. unable to provide information promptly and professionally, lack of clear policies).
  - Work out your issues before the prospect shows up: be prepared.

- Participants in the survey, interviews and small group sessions identified a need for county involvement and leadership in projects of “county wide significance” (examples cited include a stadium, air cargo facility, light rail, 4-year university, major corporate relocation, or a project that impacted more than one community).

- Marketing is an expensive proposition for individual communities; joint marketing as a county is perceived as providing an opportunity for building awareness and a positive image in a more cost effective manner.

- Dakota Future is playing a role in responding to inquiries and is interested in a more pro-active marketing role, if funding can be raised. Dakota Future provides prospect-oriented site location information on the Internet.

- There is regional interest in creating a presence for the Twin Cities metro area on the Internet, where most initial site location assessments are now made. This would enable site locators to consider real estate options and workforce characteristics on a GIS platform. The system could provide basic information; prospects would be linked to brokers and could also be referred to the county, city, chamber or utility associated with a particular site.

- Marketing Dakota County’s development assets ranked highly (No. 5) in a survey of Dakota County Commissioners, city administrators, mayors, council members, and Dakota Future.

- Interestingly, the less glamorous “providing customer friendly, coordinated response to prospect inquiries” ranked lower. However, it can be counterproductive to market an area before there is a strong response capacity in place. When marketing yields results and inquiries are made, it is important to have a strong response capacity. Lacking this, the area may develop a reputation for great promotion and poor service.

Potential strategies:

Objective 4 (a): Create prospect response capacity

- Strengthen county government’s internal capacity to respond to inquiries promptly and professionally (e.g., review and update policies regarding financing and incentives; identify existing materials that can be used in responding to prospect inquiries or prepare new materials; make sure appropriate information is available online.

- Establish a clear first point of contact for handling prospect inquiries in Dakota County government.

- Identify processes for handling typical inquiries, as well as large regionally significant projects.

- Coordinate response process with cities, Dakota Future and other partners.

- Strengthen regional, county and local response capacity by coordinating with other metro counties to establish a regional economic development Internet presence that provides site location decision-makers with high-quality, customer-focused GIS-capable real estate and workforce information on the Twin Cities metro area. The system could provide prospects with links to cities, counties, chambers, utilities, workforce development and private sector partners.

- Explore options for provision of these services internally or externally.

Objective 4 (b): Enhance image, marketing and branding

- Increase awareness and strengthen image of Dakota County as an excellent business location with a broad range of opportunities. Clarify messages; send out press releases.

- Invest in a pro-active marketing strategy and develop an appropriate Internet presence and print support
materials. Implement a media relations campaign.

- Explore options for provision of these services internally or externally.

**Financial implications:**

**Objective 4 (a): Create prospect response capacity**
Clarifying internal processes for handling inquiries and coordinating with external partners can be accomplished with existing staff resources. Improving prospect response materials and upgrading online information could be accomplished for approximately $10,000. The cost of establishing a regional Internet presence will depend on the scope of the collaborative effort, but is estimated to be less than $20,000 per year.

**Objective 4 (b): Enhance image, marketing and branding**
Although costs to develop a marketing strategy and sustained campaign can vary dramatically, a reasonable expectation is $50,000 – $90,000 in the first year and somewhat less in subsequent years as initial strategy and print costs are reduced. Based on the experience of other cities and counties, it is likely that private sector funds can be secured to offset some of these costs. With increased marketing, coordinating responses to routine inquiries can be time consuming for staff.

**Objective 5: Provide quality workforce housing**
Dakota County CDA provides opportunities for workers with modest incomes to live in decent/affordable housing located in close proximity to places of employment.

**Key findings:**
- Dakota County Community Development Agency (CDA) is very highly regarded. Interviewees would regularly, spontaneously interrupt the interview to say how good they felt about the working relationship with the CDA, the quality of housing they build, and their management of properties.
- Developing workforce housing was considered a high priority (No. 6) in a survey of county commissioners, city administrators, mayors, council members, and Dakota Future. (Survey results shown below, a ranking of 5 = Highly Important 0 = Not Important)

**Potential strategies:**
- Enhance marketing of workforce housing programs through employers.
- Continue HOPE program.
- Work with cities on townhouse and condo conversions with deferred maintenance problems via Housing Improvement Associations and Housing Improvement Districts.
- Provide information to cities that demonstrates the impact of land use regulation on the cost and availability of affordable housing (integrate with 2008 comp plan update process).
- Work with transit officials and cities to target sites with good transit access for workforce housing. (CDA)
- Purchase sites with good transit access for future development. (CDA)
- Provide policy or financial incentives to include affordable housing in Transit Oriented Development projects.

**Financial implications:**
Funds could be allocated within the existing CDA levy for the items identified above.
Objective 6: Strengthen development-related research and policy capacity
Research provides a sound basis for informing and shaping county government development policies and investments. The Dakota County CDA, in cooperation with County staff provides analytical information to other jurisdictions in the county that helps shape local economic development decisions.

Key findings:
- Several interview/small group participants were strong advocates of a “return on investment” approach to evaluating economic development projects and infrastructure investments needed to build a strong commercial/industrial tax base.
- Steering Committee members demonstrated a consistent commitment to weighing the costs and benefits of any new initiatives.

Potential strategies:
- Work with the cities to establish a protocol for evaluating the impact of economic development projects and infrastructure investments (cost:benefit, return on investment).
- Establish economic indicators for consistent reporting of workforce and economic trends.
- Track commercial industrial real estate market trends; package and share this information with local units of government as well as private sector insights on the regional market.

Financial implications:
Additional evaluation tools, processes and staff time will be needed to better consider the economic implications of projects or investments, including tax base and employment. Some data, tools and processes can be assembled relatively quickly using existing staff and data resources. Consulting resources may be required to develop more sophisticated tools and processes.
Historic preservation

4.5.3 Introduction
4.5.5 Purpose and scope
4.5.7 Economic benefits
4.5.9 Preservation efforts
4.5.11 Goals and policies
4.5.13 Historic sites
Introduction

The greatest asset a city or neighborhood can have is something different from every other place. — Jane Jacobs

St. Paul would be a much different place without its Landmark Center and the state Capitol. Imagine Minneapolis without the Stone Arch Bridge. Hastings is known for its historic courthouse, now home to Hastings city government.

These structures are more than historic monuments. They are places that have shaped our history. They preserve communities’ lore and unique sense of place. Many historic sites are used today for purposes different from their original use, which allows them to teach valuable lessons about heritage and history to future generations of citizens. But nothing can get older if it is destroyed.

Developing a comprehensive approach to historic preservation, particularly as a vehicle for economic development, may result in substantial economic, cultural and social benefits for Dakota County residents.

Most Dakota County residents live in suburbs. Yet preserving history in suburban communities often is a struggle, because many residents are too new to the community to recognize or value the often extensive history around them. In new cities, historic preservation falls below priorities such as municipal services, transportation, education and other services.

In some of our suburban cities, only a few decades of development passed before residents expressed a desire to establish a downtown, to build a sense of place and a physical foundation or location for the elusive sense of “community.” In many cities, (Eagan and Burnsville are current examples) community leaders eventually regret the earlier drive to replace, tear down, or cover up historic structures that at first seemed impediments to development.

Our environment creates us. It shows us where we came from. The past is a source of guidance for us. To paraphrase a world-recognized urban advocate, Jane Jacobs, the greatest assets we have are those things — places, structures that are different from everywhere else. The challenge is to recognize what things from our past hold so much historic value that we all benefit from keeping them visible and viable — and having the resources in place to be able to act in time to save those things.

An editorial welcoming those attending the National Trust for Historic Preservation annual conference in St. Paul in October 2007, said: “Help us focus our attention on parts of our landscape that we can’t afford to lose . . . We believe the case for preservation has to be made on the basis of its inherent and enduring value. The point isn’t to worship history, it’s to take advantage of it. We don’t want shrines to the past. We want (to preserve) places where we can live and work and dine and socialize.”
Nike missile site near Farmington is one of four batteries that protected the Twin Cities from Soviet attacks. After the Cold War, the complex was used by the Bureau of Mines and now is privately owned. Courtesy Library of Congress, Prints and Photographs Division, Historic American Buildings Survey

In his 1992 book “Lost Twin Cities,” St. Paul author Larry Millett lamented that historic structures are so often and so easily demolished in the name of economic progress. He wrote: “It comes as no surprise that very little survives from the 1840s and 1850s, when the Twin Cities were founded, and virtually everything was built quickly and of wood. But it is surprising to find how many twentieth-century buildings are gone and how brief their life spans sometimes were . . . Whatever else they may be, cities are structures in time, where past and present mingle and the future gapes out from empty holes awaiting yet another round of development. But time moves with a special and destructive speed in American cities, often erasing our monuments before we have a chance to appreciate them.”

Minnesota historian Joseph Amato, professor at Southwest State University in Marshall, traced the transformation of Minnesota’s prairie to farmland to manufacturing. In many books and articles, he made the case for today’s generations preserving history so they understand where they came from and what influenced decisions about “progress” made by their ancestors. “People of every place and time deserve a history. Only local and regional history satisfies the need to remember the most intimate matters, the things of childhood. Local history carries with it the potential to reconstruct our ancestors’ everyday lives.”

**Noteworthy events of the twentieth century**

Adapted from Dakota County in the Twentieth Century, Dakota County Historical Society, 2003

<table>
<thead>
<tr>
<th>Event</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hastings state hospital constructed.</td>
<td>1900</td>
</tr>
<tr>
<td>Webb-Shaw experimental farm is established in Eureka Township by Edward Webb of the Farmer magazine.</td>
<td>1902</td>
</tr>
<tr>
<td>Village of Randolph incorporated.</td>
<td>1904</td>
</tr>
<tr>
<td>Grading for the Dan Patch Line is complete in the county.</td>
<td>1906</td>
</tr>
<tr>
<td>Farmington loses bid to acquire county seat.</td>
<td></td>
</tr>
<tr>
<td>Village of Inver Grove is incorporated.</td>
<td>1909</td>
</tr>
<tr>
<td>Daughters of the American Revolution saves the Sibley house in Mendota from ruin.</td>
<td>1910</td>
</tr>
</tbody>
</table>
Purpose and Scope

Statutes and planning guides

The Metropolitan Land Planning Act specifies the required and optional contents of comprehensive plans for metropolitan counties and cities. The statute requires the comprehensive plan to include “a protection element, as appropriate, for historic sites.”

State law also allows local governments to form heritage preservation commissions “to engage in a comprehensive program of historic preservation, and to promote the use and conservation of historic properties for the education, inspiration, pleasure, and enrichment of the citizens.” This law sets out powers and procedures for heritage preservation commissions that include inventorying and evaluating a community’s historic resources and establishing ways to protect them.

Before Minnesota became a state, its territorial Legislature established the Minnesota Historical Society in 1849. Later, the state Legislature created the State Historic Preservation Office at the Minnesota Historical Society, active since 1969 to: support the national historic preservation program, encourage development of local history organizations and activities, and to provide expertise and stewardship for historic preservation efforts in Minnesota. SHPO staff keep the list of designated and approved historic sites statewide, a supplement to the National Register of Historic Places database that lists places that are significant in American history, architecture, archeology, engineering and culture.

There are 35 sites from Dakota County currently listed in the National Register of Historic Places, and the state Historical Society currently lists 192 approved historic sites in the County by state standards.

The Metropolitan Council’s Regional Blueprint (its policy plan for the seven-county region) promotes the use of historic preservation as a tool to develop or enhance a community’s
“25 Miles Around Minneapolis.” Preserving history can be divided into two realms: documenting the past, such as with this map, and preserving physical remnants of our past. Courtesy Library of Congress, Geography and Map Division

identity. Community character development is an important function of historic preservation in Dakota County. The influx of residents in the past 40 years leaves many people without a strong sense of connection to place; shared history can anchor residents to their communities.

The role of municipalities in historic preservation

In Dakota County, Heritage Preservation Commissions recognized by the State Historic Preservation Office are in Hastings, Farmington and West St. Paul. There is no countywide historic preservation commission. Local governments that establish heritage preservation ordinances, if they conform with national standards and guidelines for historic preservation projects, may be eligible for a variety of state and federal grants.

Currently, there is no single or shared ordinance or policy for historic preservation among the major cities in Dakota County. Some cities lack even basic ordinances related to historic preservation. The Dakota County Historical Society currently has a limited capacity to provide expertise or consulting services to cities and townships about historic preservation, reuse or adaptation activities.
The lack of common vision among separate communities countywide (noted in the previous section) reflects not only communities’ differing needs and priorities, but also that some communities are unable or unwilling to allocate the resources necessary to establish their own historic preservation plan. The potential for countywide benefit positions the County to play a stronger and more unifying role at the county government level for historic preservation, reuse and adaptive activities.

Instead of tearing down historic buildings and then seeking to replace them a generation or two later, in both form and function, city officials and county leaders could work together to preserve existing community assets that could have both economic and historic benefits.

Historic preservation projects offer opportunities to develop partnerships between public and private organizations. With minimal public investment, historic preservation, reuse and adaptive projects can add value to the local tax base, encourage additional economic development and enrich communities and culture.

The Minnesota and Dakota County historical societies support the state’s tourism industry through their historic sites and museums located throughout the county and their ongoing programming and events. Each historic site plays an important role in its area’s ability to attract tourists, as well as local visitors, which in turn promotes the area’s economic growth.

Dakota County is home to several popular state historic sites, including Fort Snelling and the Sibley House. These sites, along with the LeDuc Historic Estate and the Lawshe Memorial Museum operated by the Dakota County Historical Society, bring history to life for thousands of visitors each year, including students.

According to studies conducted by Minnesota’s Office of Tourism (Explore Minnesota), the LeDuc Historic Estate in Hastings provides a positive economic impact of more than $300,000 annually from visitors who live outside the Hastings area.

A legislative proposal to create an income tax credit for historic preservation activities was approved by the
Construction begins on Great Northern Refinery, which later became part of Flint Hills Resources.

Signal Hills, the county’s first shopping center, is built in West St. Paul.

Village of Mendota Heights is incorporated.

Wakota Bridge opens.

Miesville Mudhens dedicate new stadium.

Angeline Hiniker, the last county superintendent of schools, resigns after the last rural school district consolidates.

First County library is built in West St. Paul.

Caption reads: Castle Rock, Sand Stone, 40 feet high. The township’s eponymous landmark, served as a guide to American Indians, explorers and other travelers until its collapse early in the 20th century.

Minnesota House of Representatives and the state Senate in 2007 but did not become law. The proposal, similar to laws in 29 states and to the federal historic preservation tax credit, would have applied to both private homeowners and to developers, and to both residential and commercial property. It allowed a 25 percent credit on rehabilitation costs for historic structures and was expected to encourage private investment in properties that were derelict or underused, returning neglected properties to tax-generating, income-producing structures that could stimulate additional economic investment. If it becomes law, this provision could become a valuable new tool to help encourage preservation of historic sites and structures in Dakota County.

About 0.15 percent of the state of Minnesota’s 2006 annual operating budget went to the Minnesota Historical Society; in Stearns County, (where county government supports historic preservation efforts per capita in greatest amounts in Minnesota) about a half percent (0.53 percent) of the 2007 annual operating budget goes to the Stearns County Historical Society. In Dakota County, about three-hundredths of one percent (.03%) of the County’s 2007 budget was provided as a grant to the Dakota County Historical Society.

Preservation efforts

Dakota County Historical Society
This organization maintains and operates two museums, the Lawshe Memorial Museum and Research Library in South St. Paul and the LeDuc Historic Estate in Hastings. The Society is partially funded by the County. The Society’s mission is to “collect, preserve, and present the history of Dakota County,” which is done by collecting and disseminating information, providing a repository for material to be studied, correlated, and preserved for future generations, and by presenting programs, exhibits, and web-based information to the public.

The Dakota County Historical Society provides some guidance and assistance to those who are interested in historic preservation, mostly by connecting people or organizations to the SHPO (State Historic Preservation Office) and the Preservation Alliance of Minnesota. The Society does not have the staff capacity to directly assist in most preservation efforts.

Dakota County Farmland and Natural Area Preservation program
This program was established in 2003 after a successful $20 million taxpayer-approved referendum intended to preserve open spaces (perpetuating current use) in Dakota County through long-term easements. Historic value is one of many criteria used to rank the preservation value of a property.

County parks
All Dakota County parks have master plans that include a historic preservation and stewardship component. The most prominent of these is construction of a new cultural heritage and interpretive facility at Spring Lake Park Reserve, where 8,000 years of cultural history will be interpreted for visitors. The Big Rivers Regional Trail along the County’s northern edge offers historic information. Visitors centers at Lebanon Hills Regional Park and Thompson County Park also offer educational opportunities for visitors.

LeDuc Historic Estate
A partnership between the city of Hastings and Dakota County Historical Society using state funds for restoration, operates this historic mansion for public tours, public education and rentals.

Dakota County witnesses severe spring flooding.
County buys 82 acres for its first county park, Jensen Park.
Dodge Nature Center is founded in West St. Paul.
Swift and Company closes its South St. Paul meatpacking plant.
Rosemount fails to acquire the county seat.
Dakota County Administration Center opens in Hastings.
The Serbian Home in South St. Paul was the site of countless weddings and funerals for the immigrants who worked in the meatpacking industry of the 20th century.  Photo courtesy William Wesen

County Fair/Dakota City and farm implement display
The Dakota County Agricultural Society owns and operates the Dakota City Heritage Village at the county fairgrounds. Community education events are planned through the year, including a week of performances re-enacting historic moments in Dakota County history at the Chautauqua, and ongoing re-enactments of prairie village life.

Interpretation at Dakota County service centers and libraries
Dakota County funds permanent historic displays in each county service center to commemorate the County’s sesquicentennial. The County’s eight library facilities also host educational sessions and history displays.

Other sites and activities
- Old County Courthouse in Hastings
- Rock Island Swing Bridge (under study)
- Simons Ravine interpretation, city/county recreational trail
- Century farm designations
- Municipal history of Eureka township officers
- Archeological/historic assessments of major transportation projects as required by federal law

Examples of other potential historic sites
- Castle Rock
- Chimney Rock
- Gopher Ordnance Works at UMORE Park
- Rock Island Swing Bridge in Inver Grove Heights
- St. Joseph’s Church, Rosemount
- Serbian Home, South St. Paul

4.5.10

- 1977 Minnesota Zoo opens in Apple Valley.
- 1978 Burnsville Center opens.
- 1979 New Cedar Avenue Bridge opens.
- 1984 Interstate 35E finished through Eagan after a 22-year delay.
- 1985 Cambodian Buddhist Society establishes a temple and monastery in Empire Township.
- 1988 Brockway Glass in Rosemount closes after 23 years.
Goals

Vision: Dakota County residents and visitors are enriched by a sense of the past. The few remaining historic places in the county are protected and differentiate Dakota County from other places. Local history is a source of pride and provides an impetus for tourism and economic development. When development or deterioration threatens historic places, careful thought is given to protect our past and demolition of historic structures is considered only as a last resort.

Goals

Goal: Protect historic land and structures

Goal: Document history by aiding the Dakota County Historical Society’s efforts to collect, preserve and present the history of people, places and things in Dakota County.

Goal: Protect and interpret history as the County locates, builds, maintains, or expands facilities, such as buildings, highways and parks.

Goal: Collaborate between the County, historical society, cities, and other agencies to share historical information within public records or gathered by consultants.

Potential strategies

Document history

- Encourage local governments and residents to identify historic sites and structures in Dakota County, and to provide incentives for their preservation.

The Mendota Work Camp site offers insight into the lives of the men who quarried limestone to build the nearby Minnesota River Works Progress Administration overlook during the Great Depression.

West Publishing moves its headquarters from downtown St. Paul to Eagan.

Mendota Bridge reopens after extensive restoration.

Patrice Bataglia and Dee Richards are the first two women elected as County commissioners.

Rock Island Swing Bridge, built in 1894, closed to vehicle traffic.

Dakota County celebrates its 150th anniversary.

Protect history

- Consider establishing a countywide historic preservation plan. The plan would outline roles the County will play in preserving history and evaluate preservation priorities.

- Appoint a new historic preservation advisory committee or expand the existing Public Art Advisory Committee focus and purview to include historic preservation activities

- consider whether to establish a countywide Heritage Preservation Commission
- consider public and private funding sources for historic preservation activities
- consider and prioritize additional places/structures to be placed on the national register
- consider adding expertise for historic preservation activities
- promote a uniform ordinance for all cities to protect and preserve high-value historic properties
- ensure “best practices” goals for historic preservation activities are followed countywide to meet federal or state standards
- study potential value for reusing historic properties for economic development
- consider establishing micro-grants (under $10,000) to be used as matching funds for important but small-scale preservation projects
- consider supporting historic preservation organizations’ efforts to establish a new historic preservation state income tax credit
- consider protecting places and structures that have the potential to become historically significant but are not recognized as valuable at this time

  - Enlist the assistance of federal and state government to support preservation of historical structures and sites in Dakota County.

  - Form partnerships to promote and support historic preservation.

Share history

- Encourage local governments, schools, residents, and historic preservation groups to research, develop, and implement outdoor education programs that explain the historical and cultural context of people, places and things in Dakota County.

- Encourage the sponsors of land development and construction projects in Dakota County to reuse historic sites and structures, or to minimize or prevent impacts on historic structures and sites.

- Dakota County will encourage cities and townships in their applications for funding to identify, rehabilitate, and preserve historic sites and structures.
Sites of potential historic significance are found throughout Dakota County. Some are not eligible for official recognition or might not yet be appreciated for their historic and community value. This list is intended to highlight culturally important features in Dakota County that could, in the timeframe of this plan, emerge as sites that will warrant historic evaluation. The sites could be thought of as being on a watch list to encourage their thoughtful management.

**War**
Gopher Ordnance Works
Rosemount/Empire Township
Nike missile site
Castle Rock Township
Naval station
South St. Paul Navy hangars
South St. Paul
B-52 crash site
Inver Grove Heights

**Industry**
Hastings Mill
Hastings
Hastings dam
Stockyards sites
South St. Paul
Mill ruins on the Cannon River at former settlement Cascade
Byllesby Dam
Randolph Township
Fluegel’s Elevator (and others)
Hastings
Univac building
Eagan
Flint Hills Refinery
Rosemount

**Residents’ opinions:**
Dakota County should preserve historic land, buildings and places.

Average: 8.24

400 residents were asked to indicate how supportive (1 to 10) they are of the above statement in February 2008. See full survey results on Page 5.5.1.
**Transportation**
Waterford Bridge

Electric rail lines in northern Dakota County

Dodd Road

Railroad lift bridge
Hastings

Highway 61 bridge over Mississippi River
Hastings

Mendota river landing

Rock Island Swing Bridge

Pioneer roads

Brick streets

Hastings Ravine bridge

**Identity/Culture**
WPA overlook
Mendota

WPA camp
Mendota

Fairgrounds
Farmington

Cemeteries

Pine Bend Bluffs

Klink museum
Spring Lake Park Reserve

Dalseth Family Dental Clinic
Apple Valley

Century farms
Rural Dakota County

Jack Ruhr Field — Home of Miesville Mudhens
Miesville

**Commerce**
JTs Diner

Cameron's Liquors
Burnsville Center
Burnsville

Robert Street strip
West St. Paul

Concord Boulevard
South St. Paul

**Natural features**
Lone Rock
Empire Township

Castle Rock
Castle Rock Township

Chimney Rock

Ivy Falls
Lilydale

**Historic figures**
Tim Pawlenty's childhood home
South St. Paul

Harold Stassen home
Designated historic sites

National Register of Historic Places properties

**Burnsville**
Minneapolis St. Paul Rochester & Dubuque Electric Traction Company Depot, Co. Hwy. 5 at 155th St., listed 12/31/1979

**Castle Rock Township**
Horticulture Building, Dakota County Fairgrounds (removed), Co. Hwy. 74, listed 12/31/1979, removed 3/15/1993

**Eagan**
Holz Farm, 4665 Manor Drive, listed 2007

**Farmington**
Daniel F. Akin House, 19185 Akin Road, listed 12/31/1979
Chicago Milwaukee Saint Paul and Pacific Depot (removed), 400 2nd St., listed 12/31/1979, removed 5/15/1987
Church of the Advent (Episcopal), 412 Oak St., listed 12/31/1979
Exchange Bank, 344 3rd St., listed 12/31/1979

**Hastings**
Dakota County Courthouse, Vermillion and 4th Sts., listed 7/21/1978
East Second Street Commercial Historic District, E. 2nd St., listed 7/31/1978
Ignatius Eckert House, 724 Ashland St., listed 7/21/1978
Fasbender Clinic, 801 Pine St., listed 12/31/1979
First Presbyterian Church, 602 Vermillion St., listed 7/7/1995
Hastings Foundry-Star Iron Works, 707 E. 1st St., listed 12/31/1979
Hastings Methodist Episcopal Church, 8th and Vermillion St., listed 6/7/1978
Byron Howes House, 718 Vermillion St., listed 6/15/1978
Rudolph Latto House, 620 Ramsey St., listed 5/23/1978
William G. Le Duc House, 1629 Vermillion St., listed 6/22/1970
MacDonald-Todd House, 309 W. 7th St., listed 12/31/1979
Ramsey Mill and Old Mill Park, Junction of 18th St. and Vermillion River, listed 7/15/1998
Thompson-Fasbender House, 649 W. 3rd St., listed 5/22/1978
Van Dyke-Libby House, Vermillion St., listed 10/2/1978
West Second Street Residential Historic District, W. 2nd St., listed 7/31/1978

The old Dakota County Courthouse has been reused as Hastings' City Hall, preserving its status as a historic landmark.
Inver Grove Heights
Reuben Freeman House, 9091 Inver Grove Trail, listed 12/31/1979

Lakeville
Emil J. Oberhoffer House, 17020 Judicial Rd. W., listed 12/31/1979

Mendota
Henry H. Sibley House, Willow St., listed 1/20/1972

Mendota Heights
Fort Snelling Historic District (National Historic Landmark), Mn. Hwys. 55 and 5 (Ft. Snelling State Park), listed 10/15/1966
Fort Snelling-Mendota Bridge, Mn. Hwy. 55 over Minnesota River, listed 10/15/1966

Mendota, Mendota Heights
Mendota Historic District, vicinity of Willow St. and Mn. Hwy. 13, listed 6/22/1970

New Trier
Church of Saint Mary (Catholic), 8433 239th St. E., listed 12/31/1979

Nininger Township
Good Templars Hall, 9965 124th St. E., listed 12/31/1979

South St. Paul
St. Stefan's Romanian Orthodox Church, 350 5th Ave. N., listed 5/19/2004
Stockyards Exchange, 200 N. Concord St., listed 3/7/1979

Waterford Township
District No. 72 School, 321st St. W. and Cornell Ave., listed 12/31/1979

West St. Paul
Jacob Marthaler House (removed), 1746 Oakdale Ave., listed 10/27/1988, removed 1/10/1994
George W. Wentworth House, 1575 Oakdale Ave., listed 12/31/1979

The Fort Snelling - Mendota Bridge, completed in 1926, was at the time the world's longest concrete bridge, at 4,119 feet over 13 arches.

St. Stefan's Romanian Orthodox Church in South St. Paul was built in 1924 for Romanian immigrants who worked in the meatpacking industry.
Other facilities

4.6.3 Wastewater treatment

4.6.13 County facilities
Wastewater treatment

In addition to roads and parks and open space, Dakota County is concerned with planning for several other types of public facilities. Other public facilities included in Dakota County 2030 are (1) wastewater treatment and (2) Dakota County buildings.

Wastewater treatment
Sewage treatment plants at centralized locations provide wastewater treatment for most Dakota County residents. However, only about 30 percent of the land area in the County have central sewer lines available. All township residents, except those in a limited area of Empire Township, use on-site systems for their sewage treatment needs. On-site systems are also used to some extent in suburban cities. (In Dakota County 2030, the terms “individual sewage treatment system”, “on-site system” and “sewer system” refer to the same method of sewage treatment, where sewage from a dwelling, building, structure or other establishment flows into an underground sewage tank, and eventually into the soil for treatment and disposal).

The Metropolitan Council Environmental Services (MCES) Division manages nine wastewater treatment facilities. Dakota County is served by the large Metro and Seneca plants in the north and west and by smaller plants in Hastings, Rosemount, and Empire. The plants are important to Dakota County’s continued development. However, Dakota County has no direct authority with respect to the facilities managed by the Metropolitan Council Environmental Services Division.

In past decades, on-site sewage treatment was generally considered to be economically and ecologically inferior to the practice of pumping sewage to a central treatment plant. In more recent years, on-site systems that are properly sited, designed, and maintained have been shown to provide economically and ecologically feasible alternatives to sewage treatment at central plant locations. However, continued effective on-site treatment requires proper maintenance of the sewer system.

The numbers of on-site sewage treatment systems in Dakota County have been increasing to the approximate 8,300 systems today. Newer systems contain sealed septic tanks and drainfields that evenly distribute treated sewage effluent across a wide expanse of lawn or woodland. However, some homeowners still have the older-style cesspool or “drywell” design of sewer system, which does not properly treat and distribute sewage effluent, and does not meet design standards required by the state.

Standards required by the state are formally known as Minnesota Rules Chapter 7080. These Rules contain detailed standards and procedures for the location, design, installation, use, and maintenance of individual sewage treatment systems. These Rules are being revised by the Minnesota Pollution Control Agency (MPCA), and are being divided into rules 7080, 7081, 7082, and 7083.

Wastewater treatment facilities
For most of the County the provision of adequate wastewater treatment facilities to sustain projected population growth is the responsibility of the Metropolitan Council Environmental Services Division (MCES). The Council manages a series of complex collector systems and central treatment plants. Through the Regional Blueprint, Regional Growth Strategy, the Water Resources Management Policy Plan, and an annually updated Capital Improvement Program, the Council attempts to manage the pace and location of population growth in the region. DC2030 reviews the MCES projections and capital plans and identify areas of concern that affect other County planning areas.

Metropolitan Wastewater Treatment Facilities: The MCES Division manages nine wastewater treatment facilities.
Dakota County is served by the large Metro plant in St. Paul, the Seneca plant in Eagan and smaller plants in Hastings, Rosemount and Empire Township. Figure 4.6.4A provides information on the capacity and projected MGD (millions of gallons per day) plant flows for each plant through 2030.

Although the Hastings plant is not now scheduled for expansion, metropolitan area population projections raise issues with future capacity needs. The plant needs to be expanded, the existing site is limited and relocation is needed.

**Municipal Treatment Facilities**: Two municipalities in Dakota County own and manage wastewater treatment facilities. The cities of Vermillion and Hampton each serve small areas with limited capacity plants.

Based on flow information, both plants are operating within capacity. However, these cities were identified in the Metropolitan Council Growth Strategy as Rural Growth Centers. As these cities evaluate growth options, the future capacity and maintenance of their treatment facilities will be critical elements.

**On-site sewage treatment system controls**

On-site sewer systems throughout the County are regulated primarily through municipal ordinances, which include by adoption the Model Ordinance No. 113 requirements. In designated shoreland and floodplain areas, Dakota County Ordinance No. 50 permits on-site systems. Both Ordinance No. 113 and Ordinance No. 50 adopts by reference Minnesota Rules Chapter 7080, which are the statewide standards for the design, construction, and maintenance for individual sewer systems. The MN Pollution Control Agency (MPCA) is in the process of updating MN Rules 7080, which is being separated into:

7080 — Design Standards for Subsurface Sewage Treatment System (SSTS)
7081 — Midsized SSTS
7082 — Requirements for Local Programs and
7083 — Licensing and Certification Program

Each of these new rule sections has been expanded and
will now be reviewed individually for future Rule amendments. To read the new PCA Septic Rules and related information, visit the MPCA Septic System Website at:  http://www.pca.state.mn.us/programs/ists/index.html

The University of Minnesota has a Web site on septic systems specific to homeowners, contractors, Realtors, etc. at:  http://septic.umn.edu

To see the septic information on the Dakota County Website go to:  www.co.dakota.mn.us/EnvironmentRoads/EnvirProtect/Septic/default.html

**Summary of owner septic system responsibilities in Dakota County**

*Routine pump maintenance*

By Metropolitan Council mandate, each city and township requires its septic system owners to have their tanks pumped every three years. Septic pumpers are required to send pump logs directly to Dakota County.

Septage shall be removed by pumping of septage from all tanks or compartments in which the top of the sludge layer is less than 12 inches below the bottom of the outlet baffle or whenever the bottom of the scum layer is less than three inches above the bottom of the outlet baffle. (MPCA Rule 7080.0175.)

Virtually all septic tanks are used enough to need pumping every three years. Many owners have their tanks pumped more often to ensure the ever-accumulating tank sludge & scum cannot leave the septic tank, which will plug & clog the drainfield or mound.

*Imminent threat to public health*

Septic systems discharging sewage to the ground surface or surface water, or sewage backup into a home pose an imminent threat to public health. After being notified by the local municipality, the owner has 30 days to repair the system / resolve the problem, and 10 months for permanent system upgrade.

*Property transfer*

Before a property is sold, a Compliance Inspection must be done, with results given to each prospective buyer. Using the PCA Inspection form, the Compliance Inspector must confirm:

- that all septic tank(s) are watertight,
- that there is no sewage discharge to a ground surface or backup into the house, and
- that there is adequate vertical drainfield separation from water table & bedrock.

Although property transfer Compliance Inspections are not required to address tank or system size requirements, inspectors may address this in an addendum to their report. A passing Compliance Inspection is valid for five years on new systems, three years for older systems. If the system fails the compliance inspection (but is not an imminent threat to public health), the system must be upgraded within 10 months. The seller and buyer negotiate the cost.

*Bedroom addition*

Before a bedroom can be added to a dwelling, a Compliance Inspection must be performed and the size or capacity of the system determined. In addition to the requirements for property transfer, the system must be enlarged, if needed, to meet all bedroom-sizing requirements.

*Regulations*

Septic systems are regulated by city and township ordinances, which have each adopted PCA Chapter 7080 and the applicable Countywide Ord. 113 as their individual Ordinance. Each City & Township in Dakota County is responsible for their own complete administration, permitting, inspections, & enforcement of their Septic Ordinance and Program.

In addition, Metropolitan Council is responsible for drinking water protection under Section 208 of the U.S. Clean Water Act and for controlling demand on its municipal wastewater treatment facilities. The Metropolitan Council Local Planning Handbook, Section 473.859, requires each municipality to enforce MPCA Chapter 7080.
and to adopt a septic pump maintenance program.

The Model Ordinance No. 113 also adopts the MPCA Septage Land Application Guidelines by reference. These standards are therefore within all Township Septic Ordinances, and are the standards that Townships use to regulate septage land application within their respective jurisdictions.

State law requires city and township septic ordinances to be as restrictive (or more restrictive) than their County Model Ordinance standard. Therefore, the County Ordinance sets the minimum standards for septic regulations throughout each County. The standards set in the County Model Ordinance are adopted as local standards, and are administered and enforced by municipalities.

Since 1989, County Ordinance No. 113 has required that for each newly constructed or reconstructed individual sewage treatment system, an As-Built Record (approved Inspection Report by the Township or City Inspector with the diagram and specs of installed septic system) must be sent to the County. At the end of 2006 there were 2,900 received As-Built Records in the County files. All septic tank pumpers are required to report to the County, on a monthly basis, on all septic tanks they have pumped. These reports from licensed pumpers and the As-Built records submitted to the County are entered into the database to provide a routinely updated database of on-site sewage treatment systems records in the County. Over 9,000 pump records have been entered into the Dakota County Pump database. Figure 4.6.7 shows 2006 municipal total septic system numbers according to the County’s pump database:

1. **Ordinance No. 113 – Individual Sewage Treatment Systems**

   The purpose of Ordinance No. 113 is to provide standards, guidelines, and regulations for the compliance and enforcement of the proper siting, design, construction, installation, operation, maintenance, repair, reconstruction, inspection, and permanent abandonment of individual sewage treatment systems.

   No person may install, construct, replace, reconstruct, extend, or otherwise modify an individual sewage treatment system in Dakota County without first applying for and obtaining a valid sewage system construction permit. The permit must require that all parts of the system be brought into compliance and that as As-Built record is submitted to Dakota County.

   **Responsibilities.** City and township State-licensed sewage treatment inspectors (who are generally also building and zoning inspectors) administer and enforce their local sewage system ordinances on a day-to-day basis. A number of communities contract with the same septic inspector on an as-needed basis, especially in the rural area.

   Cities and Townships can contract with a septic inspection consultant to provide their septic inspector services. Pursuant to Minnesota Statutes, Section 115.55, subdivision 2(a), cities and towns that have not adopted a sewage system ordinance that meets the requirements of Minnesota Statutes, Section 115.55 by January 1, 1998, are subject to the requirements of the County ordinance. Cities and townships must submit a copy of their adopted ordinance to both the Minnesota Pollution Control Agency and the County.

   In addition to adopting and updating the Model Septic Ordinance that implements MN Rule 7080 in the County, Dakota County receives As-Built records and pump maintenance records for SSTS and provides for permanent storage and retrieval to meet city and township information needs. The County also maintains a list of Area State licensed ISTS contractors for distribution and for viewing on the County Website.

   Cities and townships are responsible for receiving, reviewing, and approving or rejecting applications/designs to install, replace, or repair individual sewage treatment systems and for conducting compliance inspections and requiring appropriate corrections. Municipalities also are responsible for confirming that only MPCA licensed persons are doing ISTS work in the municipality.
Inspections. Cities and townships are responsible for inspections to ensure compliance with their Ordinance that have adopted the standards of Ordinance No. 113 and MN Rule 7080. The municipality determines the manner and timing of their septic inspections.

Ordinance No. 113 requires that owners proposing to sell any property having an on-site system must have a compliance inspection done by a State-licensed inspector. If the system is identified as a cesspool, or is otherwise found to be failing, the seller or the buyer must have the system replaced with a system that meets Rule 7080 standards.

Failing Systems. A compliance inspection that confirms a failing system requires that the owner (or buyer) upgrade the sewage system within 10 months after notification by the city or township. Additionally, a failing system that is an imminent threat to public health or safety must have the system repaired or replaced so that it is no longer such a threat within 30 days after city or township notification.

The municipality (i.e., city or township) is required to take corrective actions for failing systems in accordance with Ordinance No. 113 and/or Minnesota Rules 7080.

Reporting. Ordinance No. 113 establishes requirements for reporting.

A copy of site evaluations and design information/reports must be submitted by the site evaluator/designer to the local ISTS inspector within 10 days of completion of the inspection of a system. It is the responsibility of the city/township to submit “As-Built” records to the County within 30-days of the completion of the system.

Inspectors or pumpers of existing individual sewage treatment systems must complete a Dakota County Pump Maintenance report for all septic tanks pumped and submit these reports to Dakota County on a monthly basis. As noted above, the County maintains a computerized database for this information to be shared with cities and townships.

In addition, all pumpers land-applying septage must identify the site used (by legal description), the date of application, and the gallons of waste applied to the site. Land application regulation is included in the septic-related responsibilities for townships.

Record Keeping. For each newly constructed or reconstructed individual sewage treatment system, an As-Built record must be completed and submitted to Dakota County. For each sewage treatment tank system that is pumped, a pumping maintenance record must be completed and provided to Dakota County. The information is entered into a computerized database. The database provides a tracking system that identifies the location of systems in the County, tracks when they were inspected or pumped, and provides a way of monitoring the condition of systems. The database provides the basis for the establishment of a maintenance program for current systems.

Dakota County has entered into a Joint Powers Agreement (JPA) with the townships and small cities in southern Dakota County to assist their township/small city sewage system pump maintenance program. Five Cities also are in JPA with Dakota County for these services. Specific JPA Pump Maintenance responsibilities for Dakota County include:
Enter all sewage system pumping records into the database management system;
Send a sewage system pumping request reminder to each homeowner every three years;
As needed, send follow-up second and third pumping request letters to homeowners;
Enter subsequent sewage system pumping records into the database (i.e., perform record-keeping requirements); and
Provide to the townships/cities a list of homeowners that failed to pump systems so that local officials can take necessary action.

Pump maintenance enforcement actions are the responsibility of the townships/cities in which systems are located.

Sizing of Septic Tanks. Ordinance 113 requires that septic tank sizing for new and replacement septic tanks for residences must be sized a minimum of fifty percent greater than the size required by Minnesota Rule 7080 for future anticipated water use. Two septic tanks (or a dual compartment tank) are required.

2. Dakota County Ordinance No. 50: Shoreland and Floodplain Management

The County also is involved with on-site sewer systems through the administration of County Ordinance No. 50. Ordinance No. 50 contains zoning regulations for shoreland and floodplain areas in unincorporated (township) areas. The shoreland areas are designated by the Minnesota Department of Natural Resources (MDNR), while floodplain areas are designated by the Federal Emergency Management Agency. Ordinance No. 50 is administered by the Office of Planning in the Physical Development Division.

A watershed divide runs east-to-west through the County, causing local surface water runoff to drain in two directions, either north and east to the Mississippi River, or south to the Cannon River. Shoreland and floodplain areas found north of the watershed divide drain include the Vermillion River and its tributaries as well as portions of the Mississippi River. Shoreland and floodplain areas found south of the watershed divide include Chub Creek, Pine Creek, Trout Brook, and portions of the Cannon River.

Shoreland/Floodplain Management and Ordinance No. 113. The provisions of the Shoreland and Floodplain Management Ordinance are required to be no less restrictive than the regulations contained in Ordinance No. 113.

In addition, shoreland rules set by the MDNR require that a sewage treatment system not meeting the requirements of Minnesota Rule 7080 must be upgraded, at a minimum, at any time a permit or variance of any type is required for any improvement on, or use of the property. Many non-conforming systems in shoreland areas have been rebuilt to meet Rule 7080 requirements as a result of landowners desiring to build a deck or garage, or make other improvements on their property. The Office of Planning/Physical Development Division is responsible for administration and enforcement of this requirement.

Other Ordinance No. 50 Requirements. Other Ordinance No. 50 regulations pertaining to on-site systems include requirements that the systems meet minimum setback distances from shorelines, and that sewer systems cannot be built in floodplains when locations out of the floodplain are available.

Shoreland management rules also required the County to implement a program to improve on-site septic systems. The County started the Cesspool Abatement Program in 1993. This program required that on-site systems be rebuilt or upgraded to meet the minimum standards of Minnesota Rules 7080 by December 31, 1996. The project area covered the most important shoreland areas in the County — the Cannon River, Lake Byllesby, and Spring Lake on the Mississippi River. In 2006 the County initiated a Compliant Septic System Initiative requiring the inspection of all septic systems within the unincorporated shoreland areas to be inspected. Those systems found to be failing are required to upgrade. The initiative is expected to be completed in 2009.
Wastewater treatment goals and policies

Goal: There will be enough reasonably close municipal septage dumpsites for all septage generated within Dakota County.

An effective septic tank maintenance program requires reasonably close municipal dumpsites for proper disposal of the septage. Additional municipal dumpsites are needed in Dakota County for the effective operation of a septic tank maintenance program. As a specific example, it is crucial that the future Waste Water Treatment Plant (WWTP) for Hastings be designed, engineered, built, and operated to allow continued septage dumping without restriction.

Dakota County supports Metropolitan Council’s requirement that all municipalities implement and administer a pump maintenance program for all their citizens with septic systems. Dakota County also supports Metropolitan Council’s obligation to meet the needs that their mandate created.

Goal: With respect to Individual On-Site Sewage Treatment Systems, the goal of Dakota County is to ensure that such systems are constructed, operated, and maintained in an ecologically and economically responsible manner.

Dakota County has about 8,000 individual on-site sewer systems that are in use in rural areas and in lower density residential areas. Over the next twenty years, individual systems will likely continue to be the only choice for sewage treatment over much of the land area in the southern part of the County. Even with strict zoning laws to control residential density, the total number of on-site systems is expected to increase significantly because of demand for rural and low-density residential housing. On-site sewage treatment systems could therefore become an increasingly important factor in the future water quality equation.

Individual (On-Site) Sewage Treatment Systems are effective in treating regular household sewage from single-family dwellings, provided that these systems are properly sited, designed, constructed, and maintained. The future quality of both surface and groundwater in the County can be enhanced through continued effective management of on-site systems.

Policies

PF.1. Individual sewage treatment systems in Dakota County must be constructed, operated, and maintained in conformance with Minnesota statutes and rules and County Ordinances No. 50 (Shoreland and Floodplain Management) and No. 113 (Individual Sewage Treatment Systems).

Example strategies:

- Continue hosting meetings that bring together the local septic inspectors with septic experts from the PCA and Univ. of MN, in order to share effective approaches and techniques for septic program administration and code enforcement.

- Encourage township and city septic inspectors to attend inspector training offered by the PCA and Univ. of MN, and to be involved in the MN Onsite Wastewater Association.

PF.2. Cities and townships in Dakota County must adopt County Ordinance No. 113, or a local ordinance that contains, at a minimum, the provisions contained in Ordinance No. 113. County Ordinance No. 113 will apply to cities and townships without a local ordinance.
Example strategies:

- Update the Dakota County Web site with future amendments to Ordinance No. 113 and the other County ordinances, providing easy access to city and township officials as well as the general public.

- Assist township and city government officials who request assistance in preparation of local sewage regulations, directing them to the respective resources of the Pollution Control Agency, the Univ. of MN Extension, and the Metropolitan Council.

PF.3. The County will continue to support cities and townships toward have failing sewage systems replaced with systems that comply with state rules and their local ordinance. Compliance inspections will be required:

- When a bedroom addition is made.
- A property transaction occurs.
- An municipal investigation is made as the result of a complaint.

A compliance inspection may follow the discovery by a pumper or an inspector of a failing system as part of the pump maintenance program (e.g., where surface discharge is discovered).

Example strategies:

- Offer a meeting forum for cities and townships, septic inspectors, citizens and Realtors to receive input and discuss the needed amendments to our County Model Septic Ordinance.

- Continue to provide informational material and training workshops for Realtors, bankers, and other people who deal with property transactions.

- Continue to update our County website regarding our septic-related information.

PF.4. The County will provide septic record information to local sewer system maintenance programs through continued record-keeping and program performance monitoring, consistent with the requirement to provide the steps necessary to develop a 3-year maintenance schedule for individual sewage treatment systems.

Example strategies

Dakota County will continue to:

- Enter all sewage system pumping records into a comprehensive database;
- Send a sewage system pumping request letter to each septic owner every three years;
- As needed, send follow-up second and third pumping request letters to homeowners;
- Enter subsequent sewage system pumping records into the database (i.e., perform record-keeping requirements); and
- Provide a list of homeowners that have failed pump systems to townships/cities so that local officials can take necessary action.

- All septic enforcement actions will continue to be the responsibility of the townships/cities in which systems are located.

- Work with the Metropolitan Council to provide reasonably close dumpsites for the proper disposal of septage.

PF.5. Disposal of septage in surface waters, ditches or drainageways, shorelands and floodplains, sinkholes, through drain tiles, on steep slopes, or in any manner with the potential to adversely affect public health will not be allowed.

Example strategies:

- Continue supporting the township and city officials in their monitoring of septage disposal practices.

- Provide public education material as part of the County Environmental Education program.
The County will continue existing efforts to improve on-site sewage systems in the shoreland and floodplain zoning districts found in unincorporated townships.

*Example strategies:*

- Continue enforcement of ordinance requirement that sewer systems meet Rules 7080 requirements when building permits and variances are issued.

- Develop a property database for increased program efficiency, do an electronic data management system scanning of all existing / future as-built records, and identification of areas with concentrations of nonconforming systems.

- Continue to prohibit outdoor toilets (privy pits) in shoreland and floodplain areas.

- Sewer system designs that are defined as “experimental” or “new technology (warrantied)” will not be allowed in County shoreland and floodplain areas because of environmental sensitivity and relatively high population density. However, such systems may be allowed in non-shoreland or floodplain areas.
Effective planning for public buildings is critical to the mission and goals of Dakota County. Long-range public facility planning is necessary to insure a consistent and coordinated approach to growth. However, plans must be sufficiently flexible to accommodate changing public priorities and revised projections of future needs.

Dakota County is responsible for the provision of four types of public buildings:
- Office space for County services
- Libraries
- Criminal justice facilities (i.e., courts and detention facilities)
- Maintenance buildings, such as for highway and park vehicles and equipment

This segment of the Land Use section focuses on the vision of the County for these facilities, policies and guidelines for public buildings in Dakota County and plans.

The Board of Commissioners periodically reviews and adopts a Long-Range Facilities Plan that identifies the County’s needs for public facilities for the upcoming 15 to 20 years. These plans are reflected in the 5-year Capital Improvement Program. The 5-year CIP is the County’s implementation program for its long-range facility needs and is adopted by the County Board annually.

### Existing facilities
Dakota County owns and operates a gross total of 1,414,553 square feet of buildings. About 445,000 square feet is used for office space, meeting rooms and related public uses. Data are current as of February 2008.

<table>
<thead>
<tr>
<th>Location</th>
<th>Square feet</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration Center, Hastings</td>
<td>112,934</td>
</tr>
<tr>
<td>Extension and Agricultural Services Center, Farmington</td>
<td>20,899</td>
</tr>
<tr>
<td>Judicial Center, Hastings</td>
<td>183,659</td>
</tr>
<tr>
<td>Northern Service Center, West St. Paul</td>
<td>261,379</td>
</tr>
<tr>
<td>Western Service Center, Apple Valley</td>
<td>155,561</td>
</tr>
<tr>
<td>Juvenile Services Center, Hastings</td>
<td>56,645</td>
</tr>
<tr>
<td>Law Enforcement Center, Hastings</td>
<td>152,519</td>
</tr>
<tr>
<td>Burnhaven Library, Burnsville</td>
<td>26,950</td>
</tr>
<tr>
<td>Farmington Library, Farmington</td>
<td>16,677</td>
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<tr>
<td>Galaxie Library, Apple Valley</td>
<td>30,084</td>
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<tr>
<td>Heritage Library, Lakeville</td>
<td>21,021</td>
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<tr>
<td>Inver Glen Library, Inver Grove Heights</td>
<td>12,482</td>
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<tr>
<td>Pleasant Hill Library, Hastings</td>
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<tr>
<td>Wentworth Library, West St. Paul</td>
<td>28,825</td>
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<tr>
<td>Wescott Library, Eagan</td>
<td>55,500</td>
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<tr>
<td>County Museum, South St. Paul</td>
<td>24,612</td>
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<tr>
<td>Dakota Communications Center, Empire Township</td>
<td>24,839</td>
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<tr>
<td>Empire Transportation Facility (total), Empire Township</td>
<td>152,326</td>
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<tr>
<td>Farmington Highway shop, Farmington</td>
<td>26,761</td>
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<tr>
<td>Hastings Highway shop, Hastings</td>
<td>13,639</td>
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<tr>
<td>Lebanon Hills Visitors Center, Eagan</td>
<td>6,030</td>
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<tr>
<td>Thompson Park Visitors Center, West St. Paul</td>
<td>10,157</td>
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<tr>
<td>Scharr’s Bluff Gathering Center, Nininger Township</td>
<td>4,000</td>
</tr>
<tr>
<td>Robert Trail Library and License Center, Rosemount</td>
<td>23,000</td>
</tr>
</tbody>
</table>
Library facilities

Dakota County owns and operates eight public libraries. A ninth County library, in Rosemount, is scheduled to open in February 2009; and a tenth library is owned and operated by the City of South St. Paul. All of the Dakota County libraries are either new or have been recently remodeled.

The Dakota County Library Board provides guidance for the type, size, and service area for County libraries through an adopted “Policy Statement for the Provision of Library Facilities.” The Dakota County Library Board also has established space standards, maximum size limits, and travel distance standards for the County’s libraries.

Library Space Standards. Dakota County attempts to provide for a minimum of 0.65 square feet of space per resident. Of this figure, 0.6 square feet is targeted as library space and 0.05 square feet per resident is targeted for administrative space. The County is falling below this goal, providing about 0.56 square feet per resident in 2006.

Size limits. Branch Libraries provides a full range of library services. They serve a population of at least 25,000 and have a minimum size of 16,000 square feet and a maximum size of 45,000 square feet. Branch libraries should not serve more than 75,000 people.

Travel Distance. In suburban areas, the distance for residents to a library should not exceed 4 miles. Travel distances for rural residents of the County may exceed 4 miles, however, these areas are serviced by the County’s bookmobile.

The goals of Dakota County with respect to libraries are:

- To provide library services accessible and responsive to public needs.
- To develop libraries sufficient in size and flexibility to enable staff to carry out their functions.
- To assure healthy and safe facilities for staff and customers.
- To provide cost-conscious solutions for the provision of public services.

Potential strategies — Dakota County will strive to:

- Complete the new Robert Trail Library in the City of Rosemount in November 2008 and open the library in February 2009.
- Construct an addition to the Galaxie Library by 2015.
- Remodel the Farmington Library in 2012, adding the current leased space into the public library. Incorporating the leased space into the library will increase the size of the library by about 4,000 square feet.
- Continue to periodically renovate and upgrade County library buildings to keep the building and services current.

Dakota County office facilities

In 1987, the Board of Commissioners adopted a resolution creating a three-node service concept. The three nodes are the Northern Service Center, the Western Service Center, and the Dakota County Government Center. In 1988 and 1989, the original Government Center was expanded to include an addition to the Judicial Center, a new Law Enforcement Center and in 1990 a separate Administration Center was constructed. In 1991, the Western Service Center and Galaxie Library were built in Apple Valley. In 2002, the County completed the Northern Service Center in West St. Paul, replacing a smaller office building in the northern portion of Dakota County. Most departments that provide direct public or employee services are projected to be located in one of these three complexes.
Three key factors will continue to drive the need for future office space in Dakota County: growth in the number of County employees, population growth, and changes in the type or delivery of County services.

As population continues to increase, there will be a greater demand on the County’s ability to maintain the current level of services within existing resources. Increases in population will result in increased demand for County services.

Planning for space must remain flexible to accommodate changes in the type or method of delivering services and programs to take advantage of opportunities that will make County government more efficient, effective, and responsive. The opportunity to co-locate County and non-County services, contract for services, and employ new technology are examples of opportunities that could have an impact on County space needs.

The goals of Dakota County with respect to its office space are:

- To provide public offices that are accessible and responsive to public needs.
- To develop public office facilities that are sufficient in size and flexibility to enable staff to carry out their functions.
- To assure healthy and safe facilities for staff and customers.
- To provide cost-conscious solutions for the provision of public services.

Potential strategies — Dakota County will strive to:

- Construct an addition to the Western Service Center by 2012 to meet service needs in the western portion of Dakota County.
- Construct an addition to the Judicial Center by 2011 to meet the office space needs of the judiciary functions countywide.

Criminal justice facilities

Court facilities in Dakota County are located in the Government Center in Hastings, the Western Service Center in Apple Valley, and the Northern Service Center in West St. Paul. Both the adult detention facility (i.e. County jail) and the juvenile detention facility are part of the Government Center in Hastings.

Several key issues will drive future demand for criminal justice facilities in Dakota County. The number of judgeships is projected to continue to increase in Dakota County to handle growing caseloads. Even with the addition of one courtroom in the NSC, Dakota County exceeds the desired ratio of jury courtrooms to appointed judgeships. In addition, Dakota County lacks any vacant chamber space to accommodate additional judgeship appointments.

The recent book and release addition to the Law Enforcement Center has eliminated one of the most significant bottlenecks in the jail. Current jail population exceeds the capacity of the jail and a number of inmates are housed outside of the County. A 120-bed cell block addition is scheduled to be completed in 2012.

The goal of Dakota County with respect to criminal justice facilities is:

To provide sufficient criminal justice facilities to meet the responsibilities of Dakota County for criminal justice services.

Potential strategies — Dakota County will strive to:

- Construct an addition to the Judicial Center in Hastings. The addition will provide sufficient chamber space to meet future needs and add two new courtrooms to the facility.
- Construct a 120-bed cell block addition to the LEC by 2012.
- Continue to monitor the LEC master plan to insure that the plan anticipates the future needs of the LEC facility.
Maintenance facilities

Through timely maintenance of the County’s highways and parks, systems are preserved for their maximum use and the safety of users is enhanced. The County has consolidated its fleet management services, combining Transportation and Parks Department’s maintenance functions into a new unit. The Fleet Management unit is at the Empire Transportation Facility in Empire Township. The Transportation Department stores vehicles at the Empire Facility as well as maintains satellite shops in Hastings and Farmington. The Parks Department has satellite facilities in every park with the exception of Miesville Regional Park and Thompson County Park. Both of these parks are scheduled to have satellite storage facilities within the next five years.

The goal of Dakota County with respect to its maintenance facilities is:

- To provide adequate transportation and park maintenance and storage facilities to provide for efficient and effective preservation of County investment and to protect public safety.