

## Community Development Committee

Meeting date: October 19, 2015

For the Metropolitan Council meeting of October 28, 2015

**Subject:** City of Arden Hills Rice Creek Commons (TCAAP) Comprehensive Plan Amendment, Review File No. 20476-1

**District(s), Member(s):** 10, Marie McCarthy

**Policy/Legal Reference:** Minn. Stat. § 473.175

**Staff Prepared/Presented:** LisaBeth Barajas, Local Planning Assistance Manager (651-602-1895)

**Division/Department:** Community Development / Regional Planning

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Arden Hills to place the Rice Creek Commons (TCAAP) Comprehensive Plan Amendment into effect.
2. Revise the forecasts for the City of Arden Hills by an increase of +100 households and +600 population for the year 2040 from the previous Council forecasts as shown in Tables 1 and 2 of the Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Transportation.

### Background

The Council reviewed the City's Comprehensive Plan Update, Review File No. 20476-1, on August 12, 2009 and allowed it to be put into effect. Subsequently, the City submitted three comprehensive plan amendments (CPA) to support the development of new residential uses not previously anticipated as part of the City's comprehensive plan. This is the City's fourth CPA since the review of the Update.

The proposed amendment incorporates the results of the City's recent master planning efforts for the site that housed the former Twin Cities Army Ammunition Plant (TCAAP). The site is approximately 427 acres in size and is located in the northern part of the City bordering the eastern side of I-35W and U.S. Highway 10. The amendment adopts new land uses for the site including 151 acres for new residential uses of varying densities and about 168 acres for business and office uses, along with incorporating land for parks and open space uses.

### Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of adjacent local governments, school districts, and affected special districts.

### Funding

None.

### Known Support / Opposition

There is no known opposition.

# Review Record

## *City of Arden Hills Rice Creek Commons (TCAAP) Comprehensive Plan Amendment*

Review File No. 20476-5, Council Business Item No. 2015-251

### **BACKGROUND**

The City of Arden Hills is a suburban community of approximately 9.6 square miles located in northwestern Ramsey County. It is bordered by the City of Shoreview to the north and east, the City of Roseville to the south, and the cities of New Brighton and Mounds View to the west (see attached Figure 1).

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under the *2030 Regional Development Framework* (RDF) and its policy plans.

The 2030 Regional Development Framework (RDF) identifies the City as a Developed community. Figure 2 shows the regional systems in proximity to the proposed amendment site. The Metropolitan Council (Council) forecasts that the City will grow between 2010 and 2030 from 9,552 to 12,000 people; from 2,957 to 4,100 households; and that employment will grow from 12,402 to 16,300 jobs.

The Council reviewed the City's Update, Review File No. 20476-1, on August 12, 2009. The City submitted three comprehensive plan amendments (CPA) to support the development of new residential uses not previously anticipated as part of the City's comprehensive plan. This is the City's fourth CPA since the review of the Update.

Ramsey County purchased the 427-acre Twin Cities Army Ammunition Plant (TCAAP) site to clean up the contamination and ready the site for development. As the governing body, the City evaluated potential environmental impacts of redevelopment on the site in the TCAAP Final Alternative Urban Areawide Review (AUAR) and Final Mitigation Plan (Review File No. 21237-2). The AUAR evaluated the impacts of a range of 1,500 to 2,500 housing units; 500,000 to 550,000 square feet of retail uses; and 1,700,000 to 1,950,000 square feet of non-retail commercial uses. Incorporating the results of the AUAR evaluation, the City and County undertook a master planning process for the site to identify the development vision for the site. The City and the County also established a joint development authority (JDA) to present both governments' interests in future development, implement the master plan for the site, and oversee redevelopment activities.

### **REQUEST SUMMARY**

The proposed amendment incorporates the efforts of the City's recent master planning efforts for the site the housed the former Twin Cities Army Ammunition Plant (TCAAP). The site is approximately 427 acres in size and is located in the northern part of the City bordering the eastern side of I-35W and U.S. Highway 10. The amendment adopts new land uses for the site, including 151 acres for new residential uses of varying densities and about 168 acres for business and office uses, along with incorporating land for parks and open space uses.

## OVERVIEW

<b>Conformance with Regional Systems</b>	The CPA conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.
<b>Consistency with Council Policies</b>	The CPA is consistent with the Council's RDF, with water resources management, and is consistent with Council forecasts.
<b>Compatibility with Plans of Adjacent Jurisdictions</b>	The CPA will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## PREVIOUS COUNCIL ACTIONS

- The Council acted on the City's Update on August 12, 2009 (Business Item No. 2009-240, Review File No. 20476-1).
- The Fox Ridge CPA was administratively approved on June 13, 2011 (Review File No. 20476-2).
- The Arden Village CPA administratively approved on February 1, 2013 (Review File No. 20476-3).
- The TCAAP Draft Alternative Areawide Review and Draft Mitigation Plan was administratively reviewed on May 28, 2014 (Review File No. 21237-1).
- The TCAAP Final Alternative Areawide Review and Final Mitigation Plan was administratively reviewed on July 18, 2014 (Review File No. 21237-2).
- The Valentine Bluff CPA was administratively approved on April 24, 2015 (Review File No. 20476-4)

## ISSUES

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

## ISSUES ANALYSIS AND FINDINGS

### *Conformance with Regional Systems*

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

### **Regional Parks**

*Reviewer: Jan Youngquist (651-602-1029)*

The proposed CPA conforms to the *2030 Regional Parks Policy Plan (RPPP)*. The Rice Creek Regional Trail corridor, which is owned and operated by Ramsey County, is adjacent to the TCAAP site and is governed by the RPPP. The regional trail corridor includes an existing trail and land adjacent to Rice Creek, as well as a 49-acre wildlife corridor and a 150-foot wide corridor along the eastern

boundary of the site that Ramsey County is planning to acquire through the Federal Lands to Parks program. The CPA acknowledges and plans for the regional trail corridor and has guided the future land use of the entire Rice Creek North Regional Trail corridor through the TCAAP site as Park/Open Space.

### **Transportation**

*Reviewer: Russ Owen (651-602-1724), Steve Mahowald (612-349-7775)*

The proposed amendment conforms to the *2030 Transportation Policy Plan* (TPP). The CPA accurately identifies the roadway improvements around the site that are in planned or in progress, including improvements to I-35W interchanges at County Road 96, County Road H, and County Road I.

In addition, the proposed amendment identifies the goal of supporting potential future transit to and in the site development. The amendment discusses the proposed new “Spine Road” to be designed with ¼ mile minimum spacing for full access intersections and 1/8 mile minimum spacing for right-in/right-out accesses.

### **Advisory Comments**

The amendment indicates that this area is to be developed as pedestrian friendly. Council staff recommend that the Spine Road be designed to have safe pedestrian crossings at least every 600 feet (literature regarding transit-oriented development literature typically recommends as close as every 200 feet).

As the City is aware, improvements to the intersection of Highway 96 and Highway 10 have been completed. In addition, improvements needed on I-694 are now funded with the project planned for construction in 2016 and 2017.

### **Wastewater**

*Reviewer: Roger Janzig (651-602-1119)*

The proposed amendment conforms to the *2030 Water Resources Management Policy Plan*. The Metropolitan Disposal System, with its planned system capacity improvements, has adequate capacity for the development identified in the amendment.

The City is served through multiple connections to the Regional Wastewater System. This area of Arden Hills including this project location is served by lift station L35 and forcemain 4-NS-524 through the City of Mounds View. The lift station and forcemain are located along County Road H.

### **Consistency with Council Policy**

The CPA is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments regarding consistency with forecasts, land use, and housing policies are detailed below.

### **Forecasts**

*Reviewer: Todd Graham (651-602-1322)*

The forecast-related content in the amendment is complete and consistent with Council policy. The City continues to use the Council’s *2030 Regional Development Framework* forecast in its comprehensive plan, as indicated in Table 7.4 of the amended comprehensive plan. At its next major plan update, the City will begin using the Metropolitan Council’s *Thrive MSP 2040* forecast.

The forecast sourced as Metropolitan Council’s, in Table 7.2 of the amended comprehensive plan, includes a revision of the 2040 numbers. The City’s current forecasts are shown in Table 1. In supplemental information received on September 22, 2015, the City requests that the “system

statement forecast” for 2040 population and households be revised for the year 2040 to accommodate the full build-out of the TCAAP site.

**Table 1. Previous Council Forecasts for Arden Hills**

	2010 (Census)	2020	2030	2040
Population	9,552	10,000	12,000	12,900
Households	2,957	3,200	4,100	4,500
Employment	12,402	15,000	16,300	17,500

The revised forecasts, with changes to 2040 population and households, are shown in Table 2 below.

**Table 2. Revised Council Forecasts for Arden Hills** (changes are underlined)

	2010 (Census)	2020	2030	2040
Population	9,552	10,000	12,000	<u>13,500</u>
Households	2,957	3,200	4,100	<u>4,600</u>
Employment	12,402	15,000	16,300	17,500

Council staff agree with the City’s request. The proposed forecast revision will be effective upon Metropolitan Council action on the proposed amendment.

**Land Use**

*Reviewer: LisaBeth Barajas (651-602-1895)*

The 2030 Regional Development Framework identifies the City as a Developed Community. The Framework directs Developed communities to support forecasted growth through redevelopment at appropriate densities and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity.

The proposed amendment incorporates the master planning efforts of the City and refines the layout and land use categories on the TCAAP site. The Master Land Use Plan focused on the goals of creating defined residential neighborhoods and commercial districts interconnected by streets, trails, and sidewalks with abundant parks and open space. Currently, the site is guided for Mixed Residential and Mixed Business (see Figure 3). The proposed amendment reguides the residential portions to Neighborhood Residential (1.5-8 units per acre), Neighborhood Transition (8-15 units per acre), and Town Center (15-45 units per acre). These residential uses are further refined in the TCAAP Redevelopment Code, with higher densities allowed in the two southern neighborhoods, and lower densities on land nearest to the parkland bordering the northern neighborhood. The business/commercial uses are reguided to Campus Commercial, Retail Mixed Use, Office Mixed Use, and Flex Business.

The refined land uses are oriented around a proposed new “spine” road that connects from Highway 96 on the southern border of the site to Highway 10 and County Road H to the north on the western border of the site. Commercial and business uses are guided on the western border of the site, with three neighborhoods on the eastern side of the proposed spine road, each oriented around a public park. Higher density residential uses are focused in a fourth neighborhood, “Town.” The proposed amendment guides the northern “thumb” of the site for Campus Commercial and land associated with the Rice Creek North Regional trail as Parks/Open Space.

The proposed residential land uses are consistent with the Council’s policies for Developed communities. As shown in Table 3 below, the proposed amendment would allow for a range of 522 to

1,753 housing units, with a net density of 3.45 to 11.58 units per acre overall. With the proposed amendment, the City is planning for approximately 1,431 new residential units on this site.

**Table 3. TCAAP Residential Density Calculation**

Category	Density Range			Min Units	Max Units
	Min	Max	Net Acres		
Neighborhood Residential	1.5	8	116.7	175	934
Neighborhood Transition	8	15	24.6	197	369
Town Center	15	45	10	150	450
<b>TOTALS</b>			<b>151.3</b>	<b>522</b>	<b>1753</b>
<b>Overall Density</b>				<b>3.45</b>	<b>11.58</b>

With the proposed amendment, the City’s net residential density remains consistent with the Council’s policies. As shown in Table 4 below, the City’s minimum overall density is 3.43 units per acre.

**Table 4. City of Arden Hills Net Residential Density**

Category	Density Range			Min Units	Max Units
	Min	Max	Net Acres		
Very Low Density Residential	1.5	3	25.47	39	39
Low Density Residential	3	5	62	186	310
Medium Density Residential	6	8	8	48	64
High Density Residential	9	12	2.27	60	60
Neighborhood Residential	1.5	8	116.7	175	934
Neighborhood Transition	8	15	24.6	197	369
Town Center	15	45	10	150	450
<b>TOTALS</b>			<b>249.04</b>	<b>855</b>	<b>2226</b>
<b>Overall Density</b>				<b>3.43</b>	<b>8.94</b>

## Housing

*Reviewer: Tara Beard (651-602-1021)*

The CPA is consistent with the Council’s policy for housing. The City’s share of the region’s affordable housing need from 2011-2020 is 288 units. With this amendment, the City has guided nearly 35 acres at densities of 6 units per acre or greater to support this need, including 24.6 acres in the Neighborhood Transition category at 8-15 units/acre and 10 acres in the town center at 15-25 units/acre.

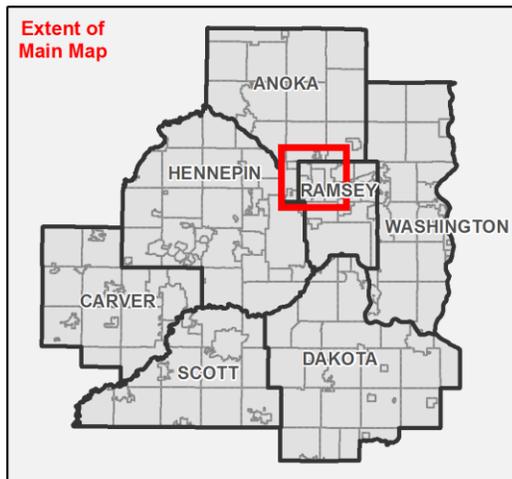
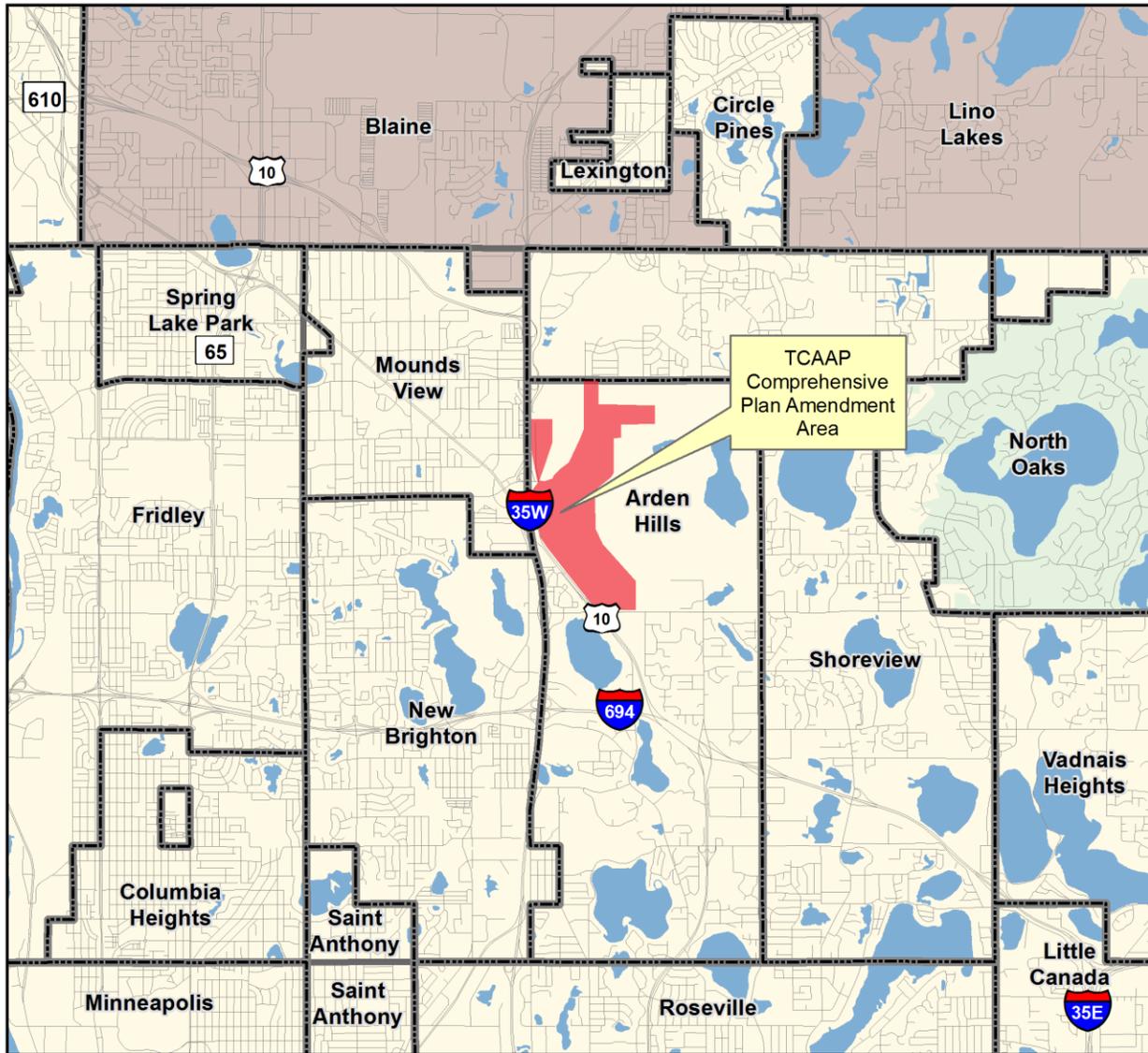
### *Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts*

The proposed CPA is compatible with the plans of adjacent jurisdictions. No compatibility issues with the adopted plans of adjacent governmental units and adopted plans of affected special districts and school districts were identified. Ramsey County has expressed concern with the level of residential density being planned for the site as they would prefer a higher amount to support flexibility and potential future transit. The Council encourages the two governments to continue to work together to align their respective visions for the development of the site.

## **ATTACHMENTS**

- Figure 1: Location Map Showing Regional Planning Areas
- Figure 2: Location Map showing Regional Systems
- Figure 3: Current and Proposed Land Use Guiding

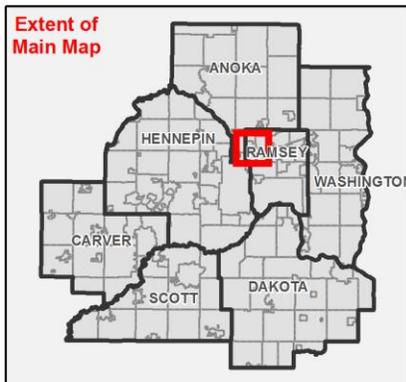
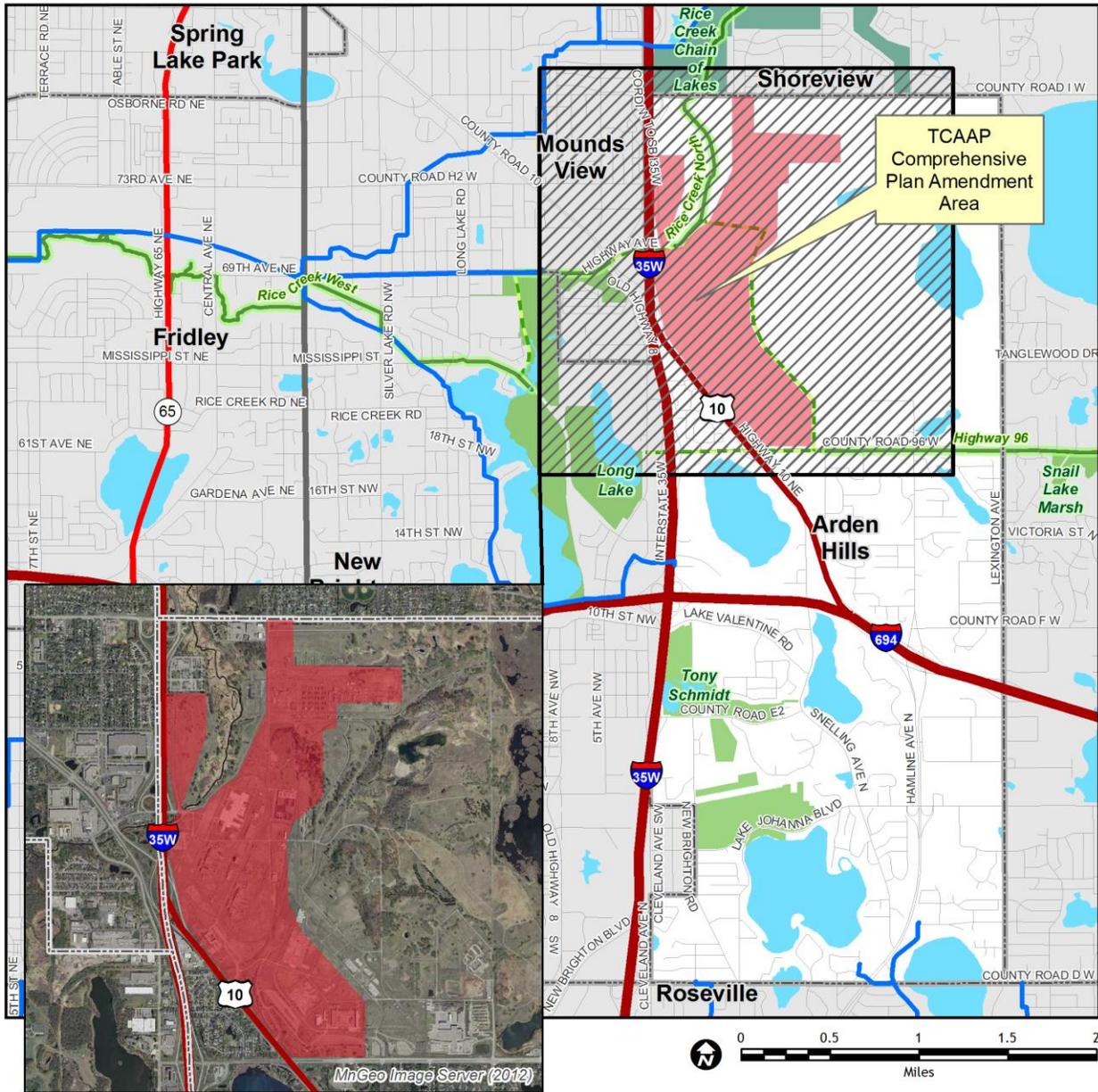
Figure 1: Location Map Showing Regional Planning Areas



**2030 Framework Planning Areas**

- Developed
- Developing
- Rural Center
- Rural Growth Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non Region
- Ncompass Street Centerlines

Figure 2: Location Map Showing Regional Systems



- Regional Systems**
- Wastewater Services**
    - M Meters
    - PS Lift Stations
    - MCES Interceptors
    - WTP MCES Treatment Plants
  - Transportation**
    - Interstates
    - US Highways
    - State Highways
    - County Roads
  - Recreation Open Space**
    - Park Reserve
    - Regional Park
    - Special Recreation Feature
  - Regional Trails**
    - Existing
    - - - Planned
    - Ncompass Street Centerlines

Figure 3: Current and Proposed Land Use Guiding

