

## Community Development Committee

For the Metropolitan Council meeting of February 13, 2019

**Subject:** City of Rosemount UMore/Vermillion Crossing Comprehensive Plan Amendment, Review File No. 20584-16

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached review record and allow the City of Rosemount to place the UMore/Vermillion Crossing Comprehensive Plan Amendment (amendment) into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the review record for wastewater, transportation, forecasts, and housing.

### Summary of Committee Discussion/Questions

Planning Analyst Patrick Boylan presented the staff's report to the committee.

Kim Lindquist, Rosemount Community Development Director, addressed the committee and expressed the City's excitement to finally start developing UMore Park. Council member Dorfman asked about affordability in the UMore/Vermillion Crossing amendment area. Lindquist replied that the developer has an approved concept plan that shows 45-foot and 50-foot wide lots with the idea that smaller lots will mean lower unit prices for homeownership.

There were no further questions. The Community Development Committee unanimously recommended approval of the proposed action at its meeting on February 4, 2019.

## Community Development Committee

Meeting date: February 4, 2019

For the Metropolitan Council meeting of February 13, 2019

**Subject:** City of Rosemount UMore/Vermillion Crossing Comprehensive Plan Amendment, Review File No. 20584-16

**District(s), Member(s):** District 16, Wendy Wulff

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. §473.175)

**Staff Prepared/Presented:** Patrick Boylan, AICP, Planning Analyst, Local Planning Assistance (651-602-1438)

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

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2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the review record for wastewater, transportation, forecasts, and housing.

### Background

The amendment proposes to re-guide 435 acres of land designated as AGR-Agricultural Research to a mix of residential and commercial guiding, and to expand the Metropolitan Urban Service Area (MUSA) as part of the UMore Park area. The purpose of the amendment is to facilitate the development of 1,556 residential units and 377,000 square feet of commercial uses. UMore Park was the subject of an Alternative Urban Areawide Review (AUAR) in 2018. The Council provided comments in a letter dated October 22, 2018 (Review File No. 21138-3), but did not object to the environmental review.

### Rationale

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

### Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

### Funding

None.

### Known Support / Opposition

There is no known opposition to this amendment.

**Review Record**  
*City of Rosemount*  
*UMore / Vermillion Crossing Comprehensive Plan Amendment*  
Review File No. 20584-15

## **BACKGROUND**

The City of Rosemount (City) is approximately 35 square miles, located in central Dakota County. It is bordered by the City of Inver Grove Heights, Nininger Township, Vermillion Township, City of Coates, Empire Township, the City of Apple Valley, and the City of Eagan.

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 Thrive MSP 2040 and its policy plans. Figure 1 shows the general location of Rosemount and nearby communities, and the Council's Thrive Community designation.

*Thrive MSP 2040* (Thrive) identifies the City as an Emerging Suburban Edge community. The Metropolitan Council (Council) forecasts that the City will grow between 2017 and 2040 from 23,965 to 38,000 people; from 8,455 to 14,000 households; and that employment will grow from 7,258 to 13,100 jobs.

The Council reviewed the City's Update, Review File No. 20584-1, on October 28, 2009 ([Business Item 2009-374](#)). This amendment is the City's fifteenth since the review of the Update.

## **REQUEST SUMMARY**

The amendment proposes to re-guide 435 acres of land designated as AGR-Agricultural Research to a mix of residential and commercial guiding, and to expand the Metropolitan Urban Service Area (MUSA) as part of the UMore Park area. The purpose of the amendment is to facilitate of 1,556 residential units and 377,000 square feet of commercial uses.

## **OVERVIEW**

<b>Conformance with Regional Systems</b>	The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.
<b>Consistency with Council Policies</b>	The amendment is consistent with the <i>Thrive MSP 2040</i> , with the <i>Housing Policy Plan</i> , with water resources management, and is consistent with Council forecasts.
<b>Compatibility with Plans of Adjacent Jurisdictions</b>	The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## **PREVIOUS COUNCIL ACTIONS**

- The Council acted on the City's 2030 Comprehensive Plan Update on October 28, 2009 ([Business Item 2009-374](#), Review File No. 20584-1).
- The Council acted on the Prestwick Place 2<sup>nd</sup> Addition amendment on August 25, 2010 ([Business Item 2010-287](#) Review File No. 20584-2).

- The Council administratively reviewed the Prestwick Place 3<sup>rd</sup> Addition amendment (Review File No. 20584-3) on June 30, 2011.
- The Council acted on the Greystone Subdivision amendment on May 23, 2012 ([Business Item 2012-144](#) Review File No. 20584-4).
- The Council acted on the Rosemount Comprehensive Plan amendment on September 26, 2012 ([Business Item 2012-295](#), Review File No. 20584-5).
- The Council provided comments on the UMore Park Alternative Urban Areawide Review (AUAR) on September 13, 2013 (Review File No. 21138-2)
- The Council administratively reviewed the Dakota County CDA Senior Housing amendment on February 26, 2014 (Review File No. 20584-6).
- The Council administratively reviewed the Greystone III amendment on July 31, 2014 (Review File No. 20584-7).
- The Council administratively reviewed the South Urban Gateway amendment on January 15, 2015 (Review File No. 20584-8).
- The Council administratively reviewed the Prestwick Place North amendment on May 15, 2015. (Review File No. 20584-9).
- The Council administratively reviewed the Minnesota Education Trust amendment on October 28, 2015 (Review File No. 20584-10).
- The Council administratively reviewed the SKB Environmental Metals Recycling amendment on March 31, 2016. (Review File No. 20584-11).
- The Council acted on the Rosewood Commons Apartments amendment on May 24, 2017 ([Business Item 2017-107](#)). (Review File No. 20584-12).
- The Council administratively reviewed the Canada Circle amendment on July 17, 2018. (Review File No. 20584-13).
- The Council administratively reviewed the McMenemy amendment on July 17, 2018 (Review File No. 20584-14).
- The Council acted on the UMore/Opus Property amendment on September 26, 2018 [Council Business Item No. 2018-248](#) (Review File No. 20584-15).
- The Council provided comments on the UMore Park Alternative Urban Areawide Review (AUAR) on October 22, 2018 (Review File No. 21138-3).

## ISSUES

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

## ISSUES ANALYSIS AND FINDINGS

### *Conformance with Regional Systems*

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

## Regional Parks

*Reviewer: Colin Kelly (651-602-1361)*

The proposed amendment conforms to the *2040 Regional Parks Policy Plan*. The supplemental information provided by the City acknowledges the proximity to the planned Vermillion Highlands Greenway Regional Trail, which is within a 1/2 mile of the properties identified in the amendment (Figure 2). However, the proposed change in land use is not anticipated to adversely impact the planned regional trail.

## Transportation

*Reviewer: Connie Kozlak (651-602-1705),*

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. As shown in Figure 2, the portion of the UMore property that is the subject of the amendment is south of and adjacent to County Road 42, which is a principal arterial. The proposed land use map (Figure 4) shows land uses and associated street locations which differ from those previously studied in the UMore Alternative Urban Areawide Review (AUAR), and which do not meet the spacing guidelines in the TPP.

## Advisory Comments

The City is strongly encouraged to require that a traffic study be completed prior to development, including analysis of how this development will impact traffic flow on County Road 42. Appendix D of the *2040 Transportation Policy Plan* should be consulted when doing the traffic study. Since principal arterials give priority to providing regional mobility rather than direct land access, Council policies located in this appendix indicate that intersections on principal arterials should be spaced 1-2 miles apart in urbanized areas.

## Wastewater

*Reviewer: Kyle Colvin (651-602-1151)*

The proposed amendment conforms to the *2040 Water Resources Policy Plan*.

## Sanitary Sewer Forecasts

The City of Rosemount has agreed to the forecasts provided by the Council for the City's 2040 Plan. The City has worked with Council staff to prepare a 2040 Plan that will reflect development in the southeastern portion of the City that could meet the population and employment forecasts. The City has also discussed inclusion of lands within the UMore site for development and the 2040 Plan along with the current Comprehensive Plan request, which proposes expansion of the MUSA and land use designation of property. This expansion is consistent with long-term conversations with the City about developing UMore.

The current proposal is for 435 acres which would allow the first phase of development within UMore. The City did not modify the forecasts with the first phase of UMore development for several reasons. The first is the localized housing demand. Regardless of where development occurs in the community, the City does not believe that there will be extraordinary growth above and beyond the current Metropolitan Council forecasts for the City. Given that the City is on the edge of development, the location for new growth within Rosemount will be impacted by market demand.

Secondly, the University of Minnesota, which owns the UMore land, does not function like a typical land owner for whom holding costs and market demand impact land use decisions. Therefore, the City wanted to provide land within the community, outside the UMore area, which would allow City growth at a reasonable rate, consistent with the forecasts. Absorption of units within UMore will forestall development in the southeast, meaning that the forecasts would continue to be valid. The City has committed to request a forecast modification if future growth demand appears to be increased due to market forces which would prompt absorption of more land for residential growth than currently projected.

## Sewer Service

The AUAR for the UMore site was adopted in August 2013. After that time the City prepared a memorandum which addressed projected wastewater flows from the UMore properties. The January 17, 2014 memo commits to monitoring wastewater flows from the UMore development to ensure that regional interceptor capacity for the interceptor located along County Road 42 is not adversely affected. On November 14, 2018, city staff met with Metropolitan Council staff regarding the sanitary sewer demand for UMore, the draft Vermillion Crossing amendment, and 2040 Comprehensive Plan update. The City reiterated their commitment to the sanitary sewer monitoring as outlined in the 2014 memo. They also stated that the City will be meeting with Empire Township and assured the Council that they want to “partner” on utilities, especially sanitary sewer as that affects full development flows. Regardless, the City committed to incorporate the flow monitoring and ultimate plan into the 2018 Comprehensive Sanitary Sewer Plan update.

The current Vermillion Crossing amendment is the first phase of the UMore development and will not have a regional impact on its own. Plans for serving the site are consistent with the AUAR and the 2014 memorandum.

## *Advisory Comments*

The amendment did not include information on how wastewater services will be provided for the AUAR; therefore, the City’s currently approved comprehensive sewer plan is in effect indicating that service to the AUAR project area will be provided wastewater services through the interceptor located along County Road 42 as originally intended. Prior to any additional development within the UMore area, the City will need to revise its Sanitary Sewer Plan consistent with the 2014 memorandum and commitment for flow monitoring.

## *Consistency with Council Policy*

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

## **Forecasts**

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

The proposed amendment’s forecast-related content is consistent with regional policy. The site plan accompanying the amendment discusses 1,556 housing units, as well as 377,000 square feet of commercial space (potentially 400 jobs). In supplemental information, City staff specify that 200 jobs and 1,000 housing units may be added in the UMore area by 2030 and the balance by 2040. Council staff and City staff have discussed whether this development may attract population and households exceeding the community-wide forecast, as noted in the wastewater comments above.

The UMore development is the largest upcoming development in Rosemount. The 1,556 housing unit total amounts to 43 percent of the city-wide growth in the next decade (2020-2030). Still, Council staff find the development fits within the Council’s current forecast. There is not a need for a community-wide forecast revision with this amendment.

City and Council staff have agreed that the expected development should be represented in forecast allocations for TAZs #722 and 723 (roughly the western and eastern halves of the UMore property). Previously these TAZs were not guided for development. Based on the City’s 2030 Update, the Council had preliminarily forecasted that these TAZs would gain 0 households and 0 population during 2014-2040.

## *Advisory Comment*

City staff specify that 200 jobs, 1,000 housing units, and an accompanying 2,600 population (projected by Council staff) may be developed and attracted by 2030. Council staff advise: the 2040 allocations for

TAZs #722 and 723 should be 400 jobs, 1,556 housing units, and an accompanying 4,100 population. These amounts can be reallocated from other parts of Rosemount. The City can update the TAZ allocations with submission of the 2040 comprehensive plan.

Council staff are available to discuss any forecast changes that the City would propose in the upcoming 2040 comprehensive plan.

### Land Use

Reviewer: Patrick Boylan (651-602-1438)

The amendment is consistent with Council policy for land use. *Thrive MSP 2040* identifies the City as an Emerging Suburban Edge community and calls for communities like Rosemount to stage development for forecasted growth through 2040 and beyond at overall average net densities of at least 3-5 dwelling units per acre in the community.

The amendment proposes to re-guide land designated as AGR-Agricultural Research to a mix of residential and commercial guiding (Figure 3). The site is 435 acres in size, and the City proposed to reguide the land to: 276.9 acres Low Density Residential (1 to 5 units per acre); 110.2 acres Medium Density Residential (6 to 12 units per acre); 20.2 acres High Density Residential (12 to 30 units per acre); and 27.6 acres Commercial. The purpose of the amendment is to facilitate development of 1,556 residential units and 377,000 square feet of commercial uses.

The site is in the southwest quadrant of the intersection of Akron Avenue and County Road 42, and generally west of Dakota County Technical College (see Figure 2). With this amendment, as shown in Table 2 below (changes underlined), the overall planned residential density in the City decreases from 3.59 to 3.47 expected units per acre, but remains consistent with the density policy set by *Thrive*.

**Table 2: Residential Density, City of Rosemount**

Category	Density		Net Acres	2010-2030 Change	
	Min	Max		Min Units	Max Units
Transitional Residential	1	3	155	155	465
Low Density Residential	1	5	<u>778.66</u>	<u>778</u>	<u>3893</u>
Medium Density Residential	6	12	<u>480.42</u>	<u>2883</u>	<u>5765</u>
High Density Residential	12	30	<u>77.83</u>	<u>933</u>	<u>2334</u>
Downtown (DT)	0	40	1	0	40
Plat Monitoring 2000-2017			992.8	3887	
<b>TOTALS</b>			<b>2485.71</b>	<b>8637</b>	<b>12,458</b>
<b>Overall Density</b>				<b>3.47</b>	<b>5.01</b>

### Housing

Reviewer: Hilary Lovelace (651-602-1555)

The amendment is consistent with the Council’s *2040 Housing Policy Plan*. The City currently provides sufficient land to address its share of the region’s 2011-2020 need for affordable housing, which is 1,000 units. The proposed amendment will increase the City’s inventory of land guided to support the

development of low- and moderate-income housing. As of this amendment, the City will be guiding over 298 acres of higher density residential land such that at least 2,140 units could be built.

Rosemount is a participant in Livable Communities Act (LCA) programs and most recently received \$942,000 in Livable Communities Demonstration Account funds in 2013 for the construction of a 60-unit senior housing building. These units, 54 of which are affordable, were completed in 2016 and are the most recent affordable housing built in the City.

### *Advisory Comment*

The City should be aware that its share of the region's 2021-2030 need for affordable housing is 783 units. In preparing the 2040 Plan, the City should note that the minimum density of land guided to address this need is 8 units per acre. The City is encouraged to contact their Sector Representative or Council housing staff with any questions regarding the Council's housing policy for the 2040 comprehensive plan.

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

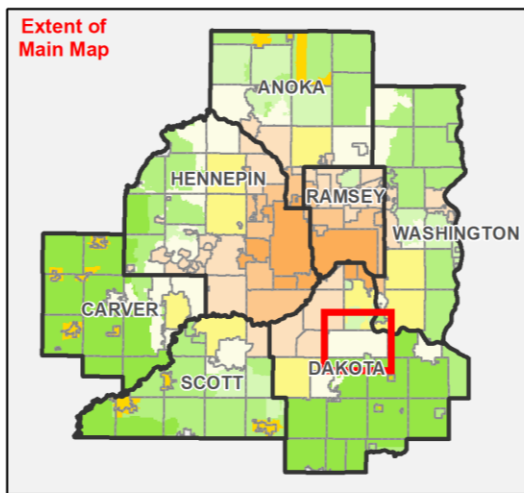
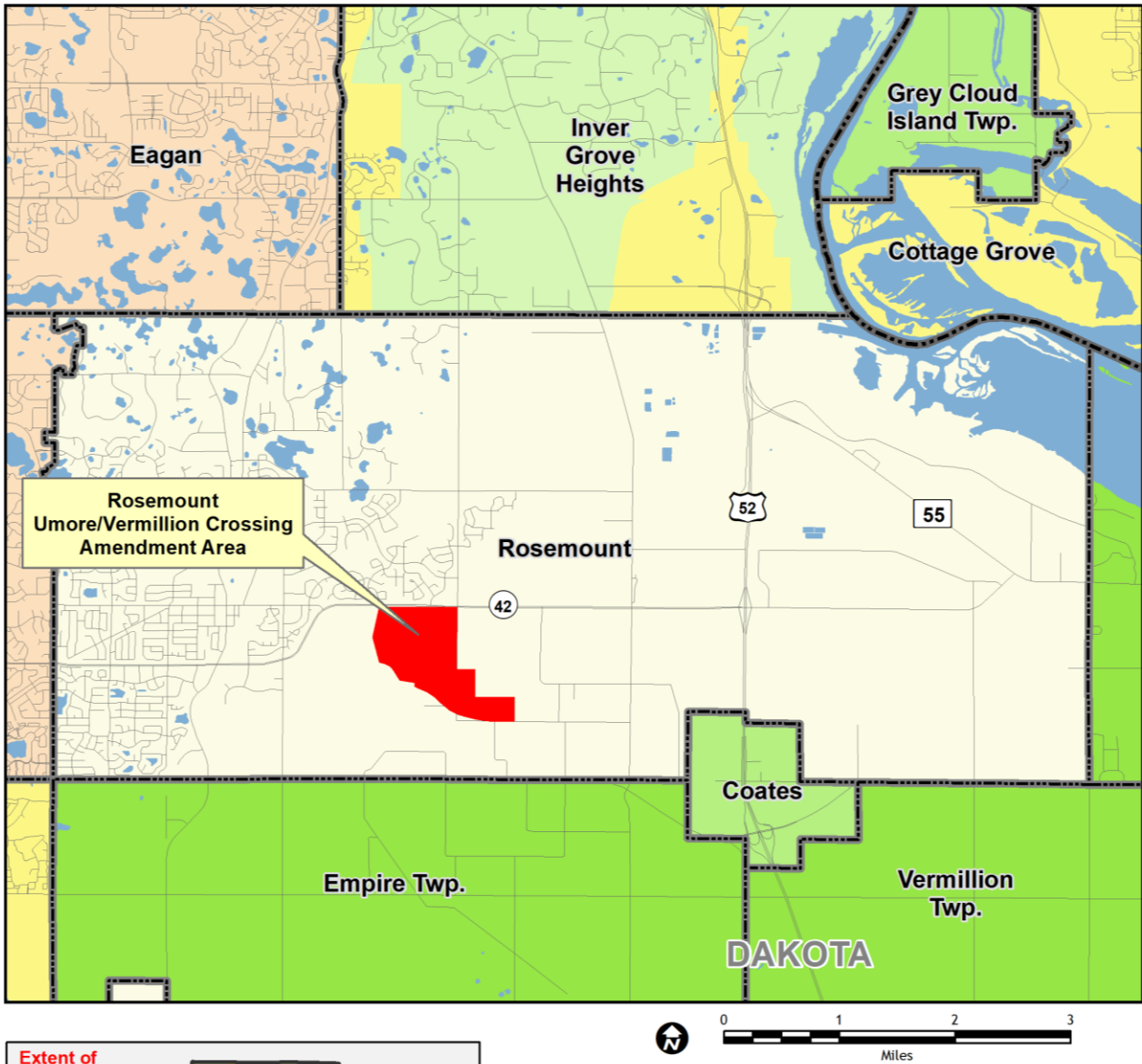
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

## **ATTACHMENTS**

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



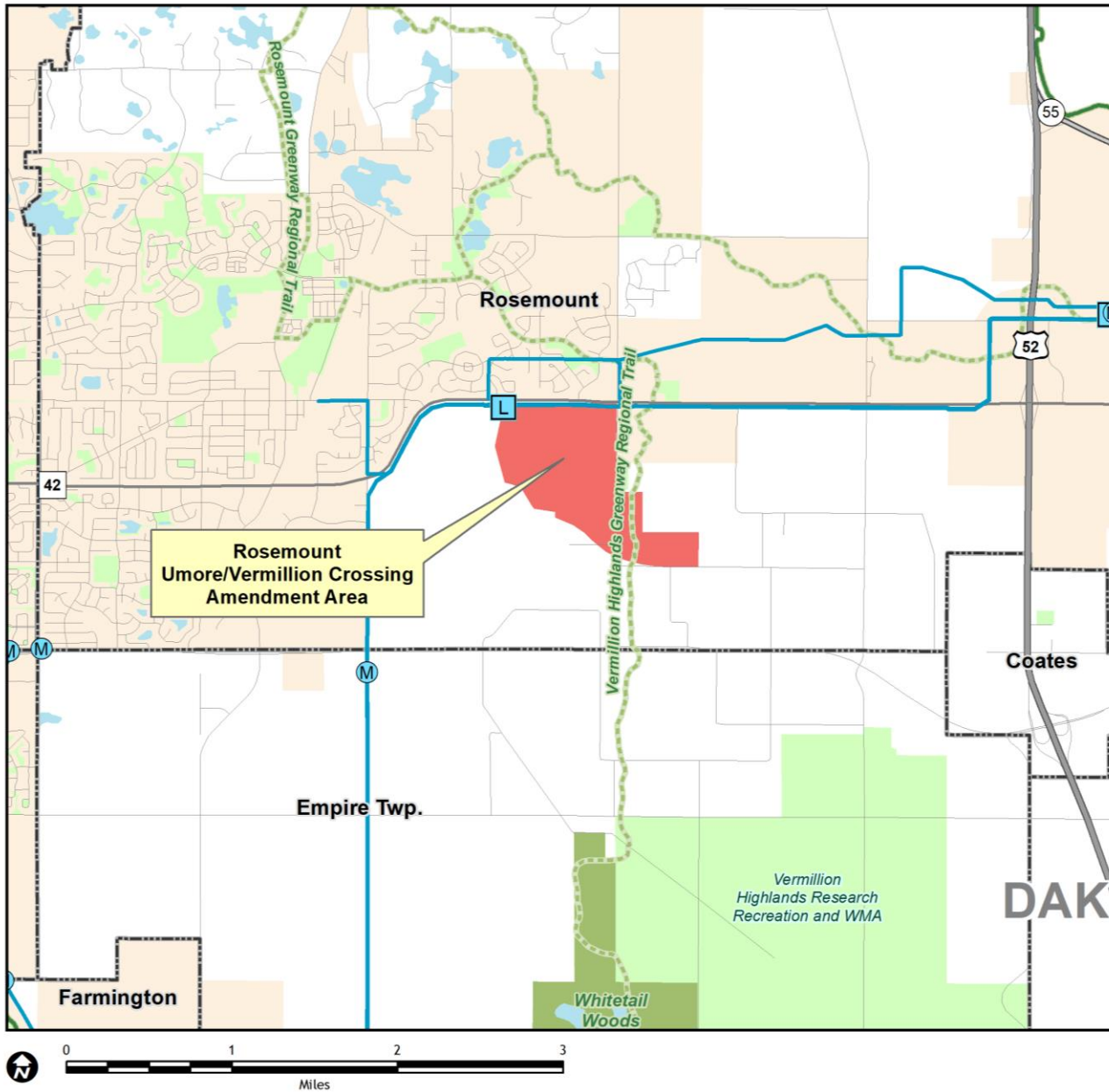
Figure 1: Location Map Showing Community Designations



**ThriveMSP 2040 Community Designations**

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

Figure 2: Location Map Showing Regional Systems



**Regional Systems**

**Transportation**

**Transitways**

- Existing Fixed Guideway Alignments
- Existing Bus Rapid Transitways
- - - Planned Fixed Guideway Transitways
- - - Planned Bus Rapid Transitways
- Existing Fixed Guideway Stations
- Planned Fixed Guideway Stations

**Regional Highway System**

- Interstates
- US Highways
- State Highways
- County Roads

**Recreation Open Space**

**Regional Parks**

- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units

**Regional Trails**

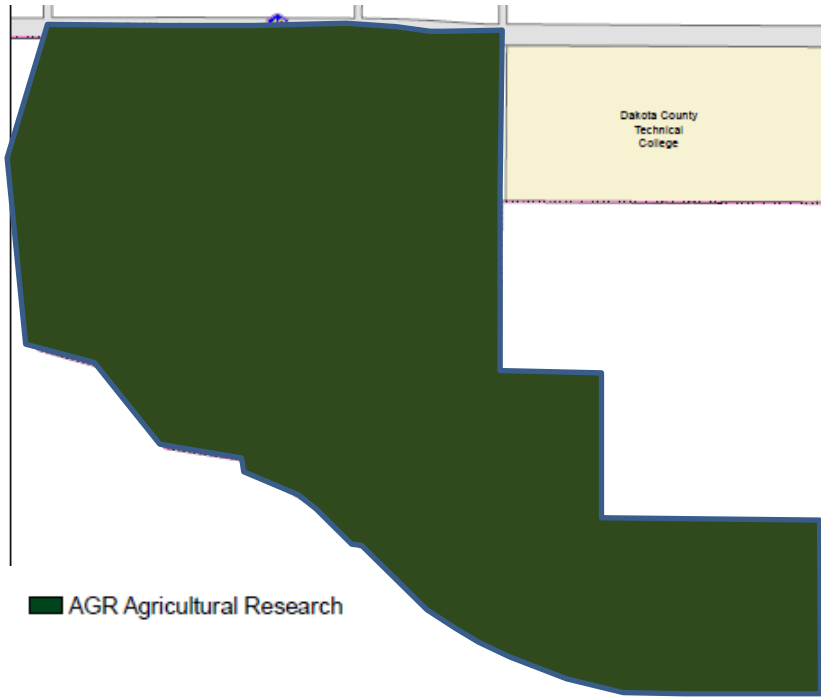
- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned
- Other Parks, Preserves, Refuges and Natural Areas
- Existing State Trails

**Wastewater**

- M Meters
- L Lift Stations
- MCES Interceptors
- MCES Treatment Plants
- Airports
- Ncompass Street Centerlines
- 2040 Metropolitan Urban Service Area

Figure 3: Current and Proposed Land Use Guiding

### Current Guiding



### Proposed Guiding

