

Community Development Committee

For the Metropolitan Council meeting of September 22, 2021

Subject: City of Rosemount UMore Park Mixed Use Residential Comprehensive Plan Amendment, Review File 22286-5

Proposed Action

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

1. Authorize the City of Rosemount to place its comprehensive plan amendment into effect.
2. Revise the population and household forecasts for the City upward as shown in Table 1 of the Review Record.
3. Revise the City's affordable housing allocation for the 2021-2030 decade to 885 units.
4. Advise the City to implement the advisory comments in the Review Record for wastewater, forecasts, and water supply.

Summary of Committee Discussion/Questions

The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on September 22, 2021.

Community Development Committee

Meeting date: September 7, 2021

For the Metropolitan Council meeting of September 22, 2021

Subject: City of Rosemount UMore Park Mixed Use Residential Comprehensive Plan Amendment, Review File 22286-5

District(s), Member(s): District 15, Phillip Sterner

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

Staff Prepared/Presented: Patrick Boylan, Planning Analyst (651-602-1438)
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

Division/Department: Community Development / Regional Planning

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4. Advise the City to implement the advisory comments in the Review Record for wastewater, forecasts, and water supply.

Background

The City submitted the UMore Park Mixed Use Residential comprehensive plan amendment on July 22, 2021, and supplement material on August 11, 2021. The amendment proposes several changes to the City's 2040 Comprehensive Plan (Plan). It creates a new future land use category, Mixed Use Residential, with a density range of 2.5 - 8 units/acre and reguides land within the UMore Park property from Low Density Residential, Medium Density Residential, and Agricultural Research to Mixed Use Residential. Within the same property, the amendment adjusts the boundaries of land guided for High Density Residential and Community Commercial to align with the planned future road network. It also expands the 2030 Metropolitan Urban Service Area (MUSA) by 12 acres along the southern edge of the Mixed Use Residential area to align with a future road extension. This is the City's fourth amendment to its 2040 Comprehensive Plan.

Rationale

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

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.

REVIEW RECORD

City of Rosemount

UMore Park Mixed Use Residential Comprehensive Plan Amendment

Review File No. 22286-5, Business Item No. 2021-226

BACKGROUND

The City of Rosemount (City) is located in north-central Dakota County, bordered by Eagan, Inver Grove Heights, and Cottage Grove to the north, Apple Valley to the west, Lakeville to the southwest, Empire Township, Coates, and Vermillion Township to the south, and Nininger Township to the east.

Thrive MSP 2040 (Thrive) designates Rosemount with an “Emerging Suburban Edge” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 25,900 to 38,000 population and 9,310 to 14,000 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 9,900 to 13,100 jobs.

The Metropolitan Council reviewed the City of Rosemount 2040 Comprehensive Plan ([Business Item 2019-310 JT](#), Review File No. 22286-1) on January 8, 2020. This is the fourth comprehensive plan amendment since the 2040 Plan was reviewed.

REQUEST SUMMARY

The amendment proposes several changes to the City’s 2040 Comprehensive Plan (Plan). It creates a new future land use category, Mixed Use Residential, with a density range of 2.5 - 8 units/acre and reguides land within the UMore Park property from Low Density Residential, Medium Density Residential, and Agricultural Research to Mixed Use Residential. Within the same property, the amendment adjusts the boundaries of land guided for High Density Residential and Community Commercial to align with the planned future road network. It also expands the 2030 Metropolitan Urban Service Area (MUSA) by 12 acres along the southern edge of the Mixed Use Residential area to align with a future road extension.

OVERVIEW

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

PREVIOUS COUNCIL ACTIONS

- The Council acted on the 2040 Plan on January 8, 2020 ([Business Item 2019-310 JT](#), Review File No. 22286-1).

- The Emerald Isle amendment was approved by the Council on January 13, 2021 ([Business Item 2020-339, Review File No. 22286-2](#)). The amendment re-guided 20 acres from Medium Density Residential to Low Density Residential and 10 acres from Community Commercial to High Density Residential.
- The Rosewood Commons amendment was approved by the Council on July 28, 2021 ([Business Item 2021-183, Review File No. 22286-3](#)). The amendment re-guided approximately 7.9 acres from Community Commercial (CC) to High Density Residential (HDR).
- The Robert Trail South and Map Corrections amendment was administratively approved by the Council on July 16, 2021 (Review File No. 22286-4). The amendment re-guided 39.4 acres from Community Commercial to Business Park to support a proposed warehouse and distribution center development. The amendment also corrected the future guiding for two properties with existing businesses from Regional Commercial to Community Commercial as a map correction to the 2040 future land use map.

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, Community Development (CD) – Regional Parks (651-602-1361)

The proposed amendment conforms to the *2040 Regional Parks Policy Plan*. The planned Vermillion Highlands Greenway Regional Trail is within the proposed land use changes and MUSA expansion (see Figure 1).

The Vermillion Highlands Greenway Master Plan was adopted by the Dakota County Board of Commissioners on July 31, 2012 and approved by the Metropolitan Council on November 28, 2012 and can be found online at

<https://www.co.dakota.mn.us/parks/About/TrailPlanning/Documents/VermillionHighlandsMasterPlan.pdf>. It is not anticipated that the proposed land use changes will have an impact on the planned Regional Trail.

Wastewater Service

*Reviewer: Roger Janzig, Environmental Services (ES) – Engineering Programs
(roger.janzig@metc.state.mn.us)*

The proposed amendment conforms to the *2040 Water Resources Policy Plan* (WRPP). The amendment is being driven by the re-guiding of approximately 500 acres from Low Density Residential, Medium Density Residential, and a small area of Agriculture to Mixed Use Residential. The request also includes a small expansion of the 2030 MUSA. The Mixed Use Residential land use category is intended to provide flexibility for larger planned developments in newly developing areas of the City. The Metropolitan Disposal System has adequate capacity for this project location.

Advisory Comments

There are specific processes that must be followed before a direct connection to a regional Interceptor can be made. Before direct connection to the Metropolitan Council Interceptor, a Sewer Connection Permit will be required. To obtain a Sewer Connection Permit, contact Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services.

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 are detailed below.

Forecasts

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

City and Council staff have discussed the need for a forecast adjustment. In supplemental correspondence, the City agrees to an additional +300 households and +800 population for the 2030 timepoint but no adjustment to the 2040 timepoint. City and Council staff may discuss additional 2040 and 2030 forecast changes after this amendment.

In reviewing the amendment, Council staff find that the amendment expands housing capacity on the subject site. According to the City-provided density analysis in the City Council agenda materials submitted (page 3), the maximum and minimum capacities are increased. The midpoint capacity (middle of allowed density ranges) for this site was 2,700 units and will be 3,000 units following the land use changes proposed in the amendment. City staff expect the UMore Park site to accomplish full buildout before 2030.

City and Council staff have discussed development pipeline expectations citywide. Council staff expect 2,000 households added on the UMore Park site and at least 600 households gained from other residential developments now underway, with completion in the next few years. The new, agreed-upon forecast is shown below in Table 1 with changes underlined.

Table 1. City of Rosemount Forecasts

	Census 2010	Current Forecast			City Proposed Forecast		
		2020	2030	2040	2020	2030	2040
Population	21,874	25,900	31,700	38,000	25,900	<u>32,500</u>	38,000
Households	7,587	9,300	11,600	14,000	9,300	<u>11,900</u>	14,000
Employment	6,721	9,900	11,500	13,100	9,900	11,500	13,100

With this forecast revision, the 2021-2030 Affordable Housing Need for Rosemount is re-calculated to 885 units with 449 units at less than or equal to 30% AMI, 243 units at 31-50% AMI; and 193 units at 51-80% AMI. The Council will change the forecast and Affordable Housing Need assignment as shown above simultaneous with Council action on the Plan amendment.

Advisory Comments

Separate from this Council action, Council staff have responsibility for Transportation Analysis Zones data maintenance. Council staff will increase the future allocation for the TAZs that comprise UMore Park. City staff are welcome to contact Metropolitan Council Research if they wish to discuss this.

Thrive MSP 2040 and Land Use

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

The Plan, with the proposed amendment, is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive designates the City as an Emerging Suburban Edge community. The amendment proposes several changes to the City's 2040 Comprehensive Plan (Plan). It creates a new future land

use category, “Mixed Use Residential (MUR),” with a density range of 2.5 units/acre to a maximum of 8 units/acre and reguides land within the UMore Park property from Low Density Residential, Medium Density Residential, and Agricultural Research to Mixed Use Residential. The new land use category and planned density range is underlined below in Table 2.

The MUR category is intended to provide flexibility for larger planned developments in newly developing portions of the City that will include a mix of low and medium density residential land uses. The predominate land use pattern is expected to be low density single-family land uses within this category, with up to one-third of the land area devoted to medium density uses. No non-residential uses are allowable within the MUR category as the City has defined it.

Within the same property, the amendment adjusts the boundaries of land guided for High Density Residential and Community Commercial to align with the planned future road network. It also expands the 2030 Metropolitan Urban Service Area (MUSA) along the southern edge of the Mixed Use Residential area to align with a future road extension. The amendment is located generally in the southern part of the City (see Figure 2). The purpose of the amendment is to revise the Plan in advance of a request from Maplewood Development for platting and zoning approvals for the first stage of development within UMore Park. The City has been planning for the development of UMore for over 15 years. Recent activity includes gravel mining and new development near the Dakota County Technical College south of County Road 42. The land uses respond to the residential property market and helps clarify the 2018 AUAR for the area.

Plat Monitoring data for 2020 shows that 4,763 units have been constructed on over 1,329.2 acres, reflecting a built density of 3.6 units per acre in the City.

With this amendment and expansion of MUSA, the overall planned, guided density in the City decreases from 3.43 units per acre to 3.41 units per acre as shown in Table 2 below (changes underlined). This density remains consistent with regional land use policy for Emerging Suburban Edge communities, which is to plan for a minimum average density for new development and redevelopment of at least 3 – 5 units per acre.

Table 2. Planned Residential Density, City of Rosemount

Category	Density		Net Acres	2020-2040 Change	
	Min	Max		Min Units	Max Units
Low Density Residential	1.5	6	1,009.4	1,514	6,056
Medium Density Residential	6	12	423.9	2,543	5,087
<u>Mixed Use Residential</u>	<u>2.5</u>	<u>8</u>	<u>456.1</u>	<u>1,140</u>	<u>3,649</u>
High Density Residential	12	30	121.2	1,454	3,636
Downtown	20	40	12.8	256	512
TOTALS			2,023.4	6,908	18,940
Overall Density				3.41	9.36

Housing

Reviewer: Hilary Lovelace, CD - Housing (651-602-1555)

The amendment is consistent with the Council’s *Housing Policy Plan*. The City’s share of the region’s affordable housing need from 2021 -2030 has risen 80 units to 885 units with the forecast adjustment. With this amendment, the City has over 120 acres available guided at densities high enough to support this need. As shown in Figure 4, this amendment removes more than 100 acres from the City’s inventory of higher density land, but sufficient inventory remains to support the City’s share of the region’s housing need.

Rosemount is a current participant in the Livable Communities Act program. The last two grant awards to Rosemount in 2011 and 2013 were for senior housing.

Natural Resources

Reviewer: Cameran J. Bailey, CD – Local Planning Assistance (651-602-1212)

The amendment is consistent with Council policy for natural resources. The conceptual site plan included within the amendment depicts a series of small stormwater ponds and existing wetlands in the northwest, northeast, and southwest corners, as well as through the “central park trail” corridor that sits in the middle of the proposed development.

Water Supply

Reviewer: Lanya Ross, ES – Water Supply Planning (651-602-1803)

The amendment is consistent with the *2040 Water Resources Policy Plan* policies related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse.

The site is located in the City of Rosemount’s Drinking Water Supply Management Areas (DWSMA) which has been designated as moderate to highly vulnerable to potential contamination. As the site develops, Council staff recommend identifying and implementing opportunities to protect drinking water. The Rosemount Wellhead Protection Plan provides a framework, and additional [resources for Source Water Protection are on the MN Department of Health’s website](#). As the site develops, Council staff recommend looking for opportunities to promote water efficiency.

Advisory Comments

As the site develops, Council staff recommend identifying and implementing opportunities to protect drinking water as well as looking for opportunities to promote water efficiency. Resources such as the Council’s [Water Conservation Toolbox](#) and the University of Minnesota’s [Turfgrass Science Irrigation Resources](#) may be useful.

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

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

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current and Proposed Land Use Guiding
- Figure 4: Land Guided for Affordable Housing

Figure 1. Location Map Showing Regional Systems

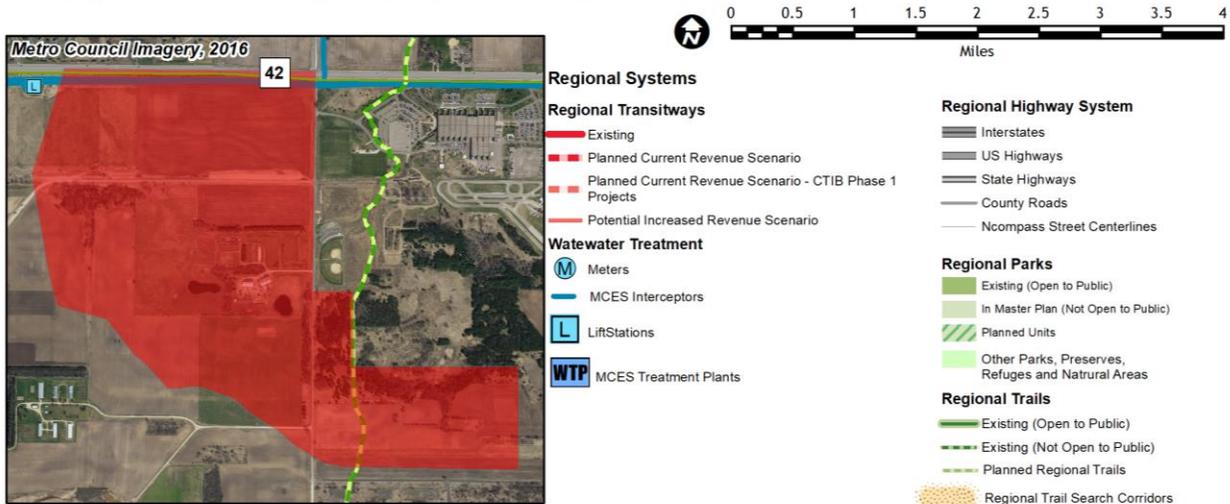
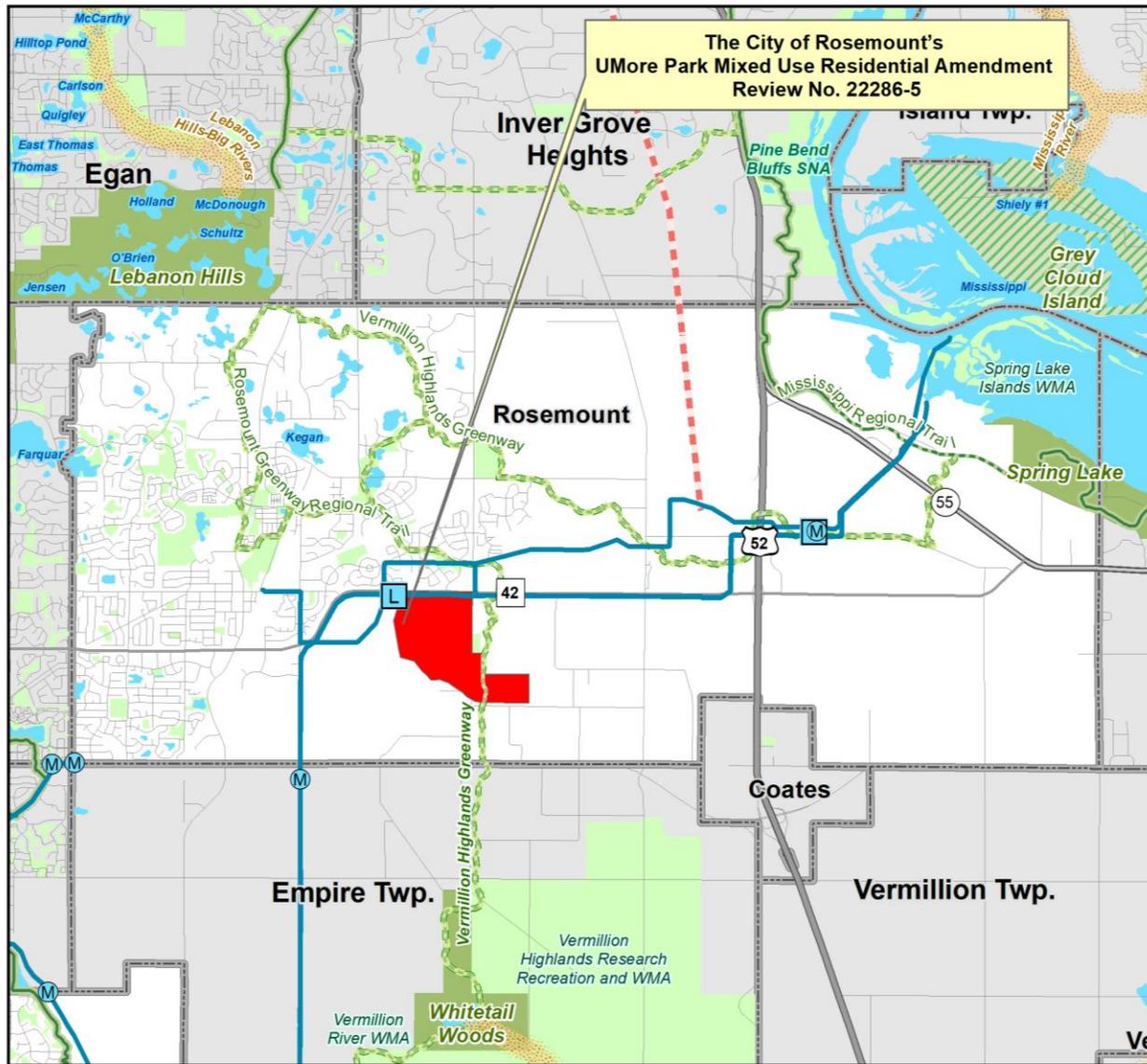
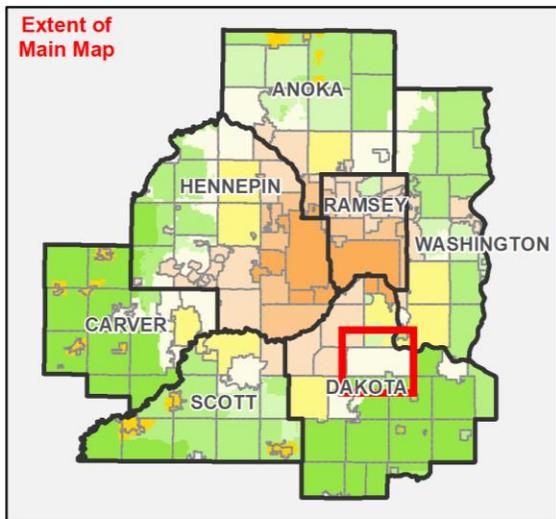
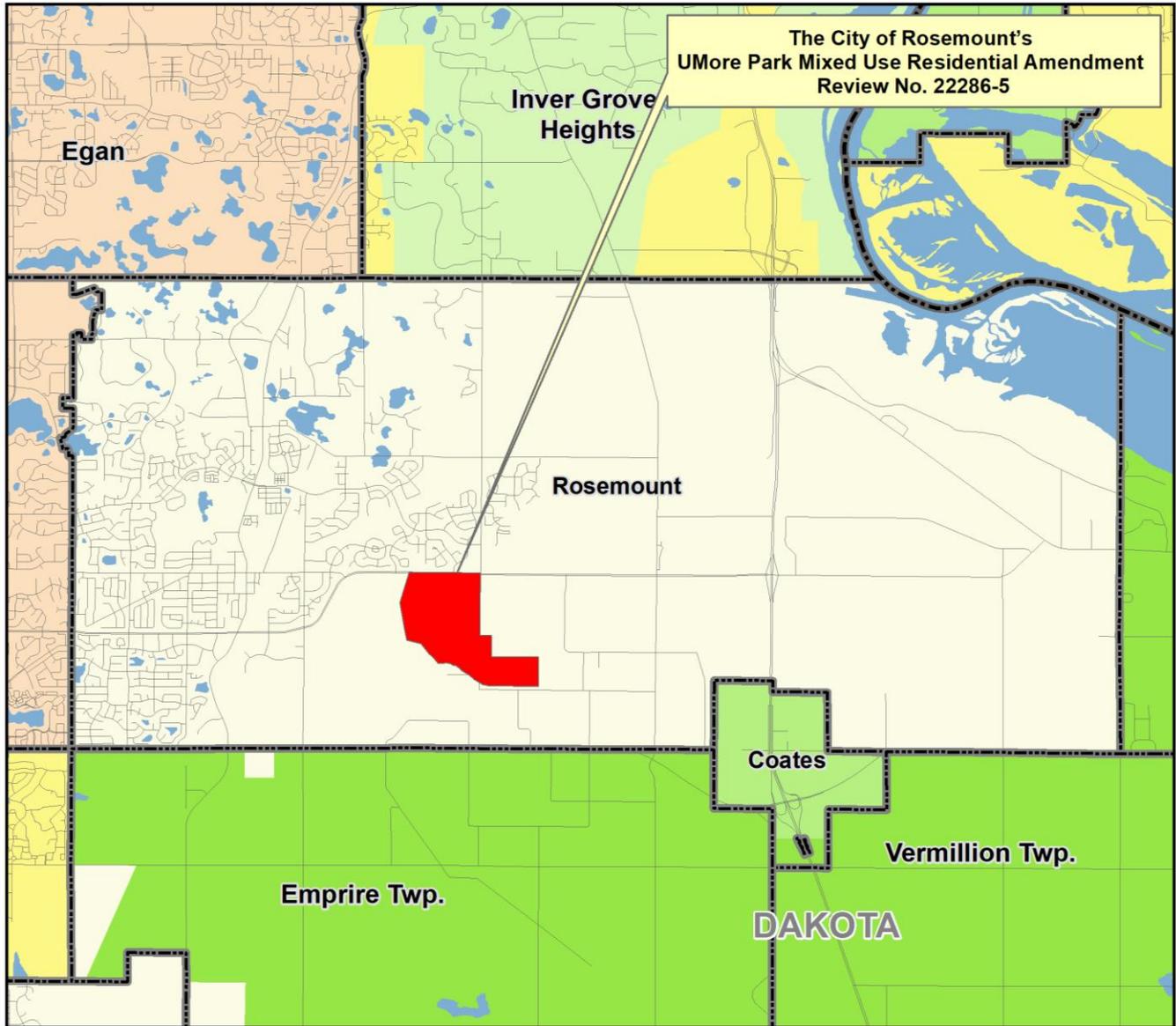


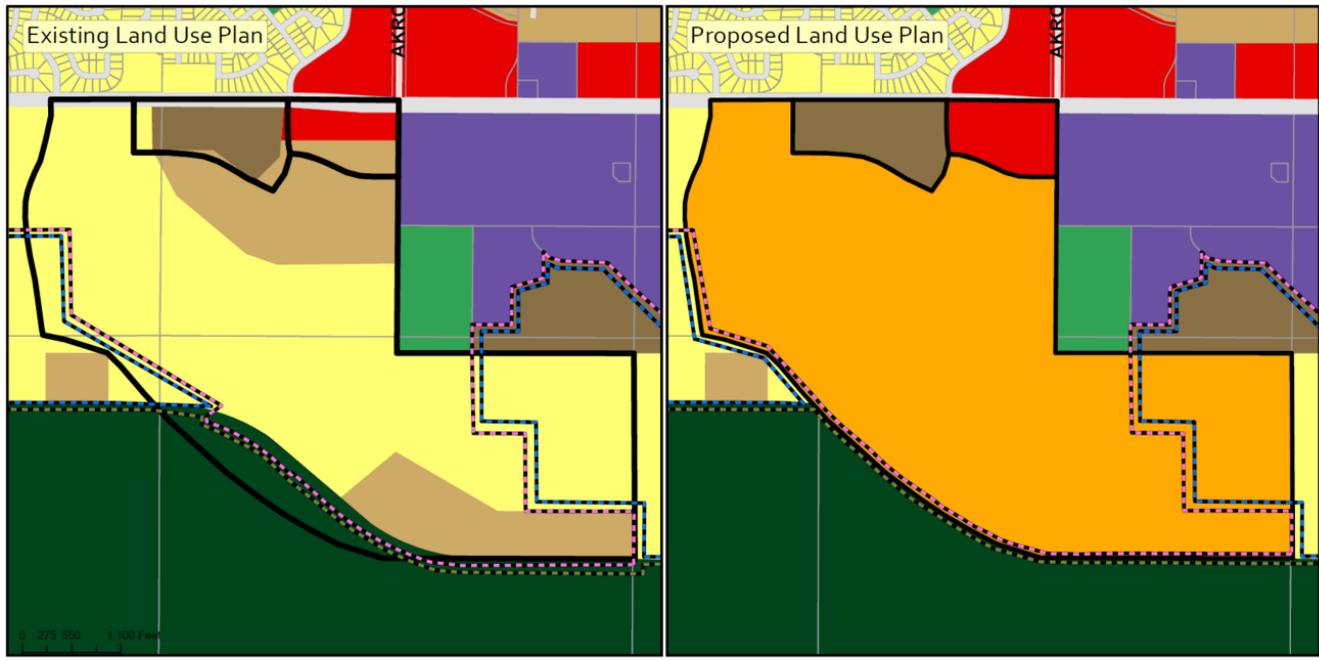
Figure 2. Location Map Showing Community Designations



ThriveMSP 2040 Community Designations

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

Figure 3. Current and Proposed Land Use Guiding



ROSEMOUNT
MINNESOTA



Proposed Land Use Change

<ul style="list-style-type: none"> ■ AG Agriculture ■ DT Downtown ■ NC Neighborhood Commercial ■ RC Regional Commercial ■ CC Community Commercial ■ AGR Agricultural Research ■ RR Rural Residential 	<ul style="list-style-type: none"> ■ LDR Low Density Residential ■ TR Transitional Residential ■ MDR Medium Density Residential ■ HDR High Density Residential ■ PI Public/Institutional ■ PO Existing Parks/Open Space ■ SP Business Park 	<ul style="list-style-type: none"> ■ LI Light Industrial ■ GI General Industrial ■ WM Waste Management <p>Proposed Land Use Plan</p> <ul style="list-style-type: none"> ■ CC Community Commercial ■ HDR High Density Residential ■ MR Multi-Use Residential (2.5-8 Units/Acre) 	<p>MUSA</p> <ul style="list-style-type: none"> ■ 2030 ■ 2040 ■ 2040+
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3/26/2021

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Figure 4. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing at 50% AMI and Below:	692 units
2021-2030 share of regional need for Affordable Housing between 51 to 80% AMI:	193 units
TOTAL 2021-2030 share of regional need for Affordable Housing:	885 units
2021-2030 total regional need for Affordable Housing:	37,900 units

	Available Acres	X	Minimum Density <i>(units per acre)</i>	X	Expected % Residential <i>(if mixed use)</i>	=	Minimum Units Possible
High Density Residential	62.0		12		100%		744
Downtown	6.4		20		20%		26
Medium Density Residential	51.9		6		100%		312
Total	120.3						1,082

Sufficient/(insufficient) units affordable at 50% AMI and below possible in areas with ≥12 units per acre minimum against share of regional need: **78**

Sufficient/(insufficient) total units affordable between 51 to 80% AMI possible in areas with ≥6 units per acre minimum possible against share of regional need: **119**

Sufficient/(insufficient) total units possible against share of regional need: **197**
Affordable units built since 2021: **0**

