

Committee Report

Community Development Committee



Committee Meeting Date: February 3, 2025

For the Metropolitan Council: February 12, 2025

Business Item: 2025-44

City of Rosemount Middle School Metropolitan Urban Service Area (MUSA) Expansion Comprehensive Plan Amendment, Review File 22286-11

Proposed Action

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

1. Authorize the City of Rosemount to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City implement the advisory comments in the Review Record for Water Resources, Wastewater Services, Land Use, and Housing.

Summary of Community Development Committee Discussion/Questions

The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on February 3, 2025.



Business Item

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City of Rosemount Middle School Metropolitan Urban Service Area (MUSA) Expansion Comprehensive Plan Amendment, Review File 22286-11

District(s), Member(s): District 12, Susan Vento
Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented: Merritt Clapp-Smith, Senior Planner (651-602-1567)
Angela R. Torres, Senior Manager (651-602-1566)
Division/Department: Community Development / Regional Planning

Proposed Action

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

1. Authorize the City of Rosemount to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City implement the advisory comments in the Review Record for Water Resources, Wastewater Services, Land Use, and Housing.

Background

The City submitted the Rosemount Middle School comprehensive plan amendment on December 2, 2024. Council staff received supplemental information on December 3 and 12, 2024. The amendment proposes to extend the MUSA boundary by 32 acres to contain the entirety of a new middle school site. The overall school site is 75.6 acres. The site is located at the intersection of CSAH 42 and Biscayne Avenue and is fully located within the proposed expansion area of the MUSA. This is the City's tenth amendment to its 2040 Comprehensive Plan.

Rationale

The proposed amendment conforms to regional system plans, is consistent with Met 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* (Thrive). 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 Met Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

Funding

None.

REVIEW RECORD

City of Rosemount

Rosemount Middle School MUSA Expansion Comprehensive Plan Amendment

Review File No. 22286-11, Business Item No. 2025-44

BACKGROUND

The City of Rosemount 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 Met Council forecasts from 2020 to 2040 that the City will grow from 25,900 to 38,600 population and 9,300 to 14,200 households. The Met Council also forecasts that between 2020 and 2040, the City’s employment will increase from 9,900 to 13,100 jobs.

The Met 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 tenth comprehensive plan amendment since the 2040 Plan was reviewed.

REQUEST SUMMARY

The amendment proposes to extend the MUSA boundary by 32 acres to contain the entirety of a new middle school site. The overall school site is 75.6 acres. The site is located at the intersection of CSAH 42 and Biscayne Avenue and is fully located within the proposed expansion area of the MUSA.

OVERVIEW

Conformance with Regional Systems

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

Consistency with Council Policies

The amendment is consistent with *Thrive MSP 2040*, with water resources management, with Met Council forecasts, and with the Met Council’s Housing Policy Plan.

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 MET COUNCIL ACTIONS

1. The Met Council acted on the 2040 Plan on January 8, 2020 ([Business Item 2019-310 JT](#), Review File No. 22286-1).
2. The Met Council authorized the Emerald Isle amendment on January 13, 2021 ([Business Item 2020-339, Review File No. 22286-2](#)). The amendment regraded 20 acres from Medium Density Residential to Low Density Residential and 10 acres from Community Commercial to High Density Residential.
3. The Met Council authorized the Rosewood Commons amendment on July 28, 2021 ([Business Item 2021-183, Review File No. 22286-3](#)). The amendment regraded approximately 7.9 acres from Community Commercial (CC) to High Density Residential (HDR).
4. The Met Council administratively reviewed the Robert Trail South and Map Corrections



amendment on July 16, 2021 (Review File No. 22286-4). The amendment reguided 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.

5. The Met Council authorized the UMore Park Mixed Use Residential amendment on September 22, 2021 ([Business Item 2021-226](#), Review File No. 22286-5). The amendment created a new future land use category, Mixed Use Residential, with a density range of 2.5-8 units per acre and reguided land within the UMore Park property.
6. The Met Council administratively reviewed the Rich Valley Golf Course amendment on December 9, 2021 (Review File No. 22286-6). The amendment reguided 63 acres from Regional Commercial to Business Park.
7. The Met Council administratively reviewed the Highway 3 and County Road 46 amendment on August 11, 2022 (Review File No. 22286-7). It reguided 65 acres from Community Commercial to Business Park.
8. The Met Council authorized the Akron 42 amendment on November 30, 2022 ([Business Item 2022-314](#), Review File No. 22286-8). The amendment reguided 8.1 acres from Community Commercial to High Density Residential.
9. The Met Council authorized the SKB Expansion amendment on December 14, 2022 ([Business Item 2022-326](#), Review File No. 22286-9). The amendment reguided 113 acres to from General Industrial, Light Industrial, and Business Park to Waste Management.
10. The Met Council administratively reviewed the Rosemount Comprehensive Sanitary Sewer Plan amendment on February 15, 2023 (Review File No. 22286-10). The amendment updated the plan in relation to a road extension of Boulder Avenue.

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with Thrive MSP 2040 and other Met 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)

There are no existing or planned units of the Regional Parks and Trails System in the vicinity (i.e., within 1/2 mile) of the proposal to extend the MUSA to contain the entirety of the new Rosemount Middle School site. The nearest unit of the Regional Parks and Trails System – the planned Vermillion Highlands Greenway Regional Trail – is approximately 1.6 miles east of the development site. The proposed land use change will not impact Vermillion Highlands Greenway Regional Trail or the Regional Parks and Trails System more broadly.

Water Resources

Reviewer: John Clark, Water Resources (651-602-1452)

Specific water supply information is not included with this amendment. The amendment states that there is no expected increase or decrease in water demands expected with this change.

Advisory Comments

The MUSA expansion is intended for a new middle school facility, which would be connected to municipal services. Evaluation of the City's capacity to provide water supply should be done prior to any development of the site.

Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs (651-602-1119)

The Metropolitan Disposal System has adequate capacity for this project location. The Metropolitan Council Interceptors (9208 and 8009) run west of this site. The interceptors were built in 2008 are a 48-inch CCF Pipe, and in 2008 a 66-inch Reinforced Concrete Pipe. There are specific processes that must be followed before encroachment on Council property or a direct connection to our Interceptor can be made. Before encroachment on our property an Encroachment Agreement will be required, and before direct connection to the Metropolitan Council Interceptor a Sewer Connection Permit will be required.

Advisory Comments

Before direct connection to the Metropolitan Council Interceptor, the following will be required:

- An approved Sewer Connection Permit will be required.
- An approved Sewer Extension Permit will also be required.
- Provide a flow estimate and the proposed lift station firm capacity on the sewer extension application.
- Provide a site plan showing the location of the middle school and the area served by the proposed lift station and 18" sewer on Boulder.
- The connection will cross the existing effluent sewer, which is on the east side of Biscayne Avenue. The effluent sewer is in close proximity to the 9208 regional sewer. The plans indicate an outside drop, which might be challenging given the close proximity. Care should be taken to not damage the pipe.
- Avoid, if possible, soil boring in the area.

To obtain a Sewer Connection Permit, an Encroachment Application, and to submit preliminary plans prior to project initiation to assess the potential impacts to our interceptor system, contact Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services.

Transportation

Reviewer: Joe Widing, Metropolitan Transportation Services (651-602-1822)

The amendment appears complete and to conform to the regional transportation system / consistent with regional policy. This amendment is for the specific purpose of expanding the MUSA line and not a change in land use to support a new middle school. Therefore, there are no impacts to the regional transportation system from this MUSA expansion.

Consistency with Met Council Policy

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

Thrive MSP 2040 and Land Use

Reviewer: Merritt Clapp-Smith, CD - Local Planning Assistance (651-602-1567)

The amendment is consistent with regional land use policy. *Thrive MSP 2040* identifies the City as an Emerging Suburban Edge Community. The amendment proposes to expand the MUSA boundary. The subject area is 32 acres in size and is located generally at the intersection of CSAH 42 and Biscayne Avenue (see Figure 2). The purpose of the amendment is to have the MUSA encompass the entire new Rosemount Middle School site. The MUSA currently bisects the middle school site. There is no proposed change to the existing land use classification of Low Density



Residential (LDR). The Rosemount LDR land use category allows elementary and secondary schools.

The 75.6 acre middle school site is identified as “residential growth area” in the Rosemount 2040 Comp Plan. The 32 acres proposed for MUSA expansion are identified as Low Density Residential (LDR) and the northern 43.6 acres of the middle school site are identified as Medium Density Residential (MDR). The land use category description includes elementary and secondary schools as allowed land uses within both the LDR and MDR districts. This change will displace use of the land as a “residential growth area” and affects Rosemount’s acreage identified to support projected residential growth, as identified in the City’s 2040 Plan Table 3.7 Post 2020 Residential Densities with UMore Land.

The change in intended use results in a decrease in potential residential development capacity of 512 units, as measured at the mid-point of the allowable density range. This exceeds the administrative review threshold of a change of fewer than 250 units. The reduced residential capacity of 512 units is small relative to the overall capacity of residentially guided land in the City. Deduction of 43.6 acres of MDR land guided to support development of low-and -moderate income housing from the Planned Residential Density reduces the minimum overall density from 3.45 to 3.39 (Table 2). The required minimum overall residential density is 3.0 for Emerging Suburban Edge communities, so the City remains consistent with regional land use policy and minimum density requirements.

Table 2. Planned Residential Density, City of Rosemount

Category	2018-2040 Change				
	Min	Density Max	Net Acres	Min Units	Max Units
Low Density Residential	1.5	6	1,009.40	1,514	6,056
Medium Density Residential	6	12	380.30	2,282	4,564
Mixed Use Residential	2.5	8	456.10	1,140	3,649
High Density Residential	12	30	129.30	1,552	3,879
Downtown*	20	40	12.80	256	512
	TOTALS		1,987.90	6,744	18,660
			Overall Density	3.39	9.39

*25% residential

Housing

Reviewer: Olivia Boerschinger, CD - Livable Communities (651-602-1327)

The amendment is consistent with the Council’s Housing Policy Plan. The Plan currently provides sufficient land to address the City’s share of the region’s 2021-2030 need (Need) for affordable housing, which is 957 units. The proposed amendment decreases the City’s inventory of land guided to support the development of low- and moderate-income housing. As of this amendment, the Plan will be guiding approximately 77 acres of higher density residential land such that at least 820 units could be built, and has already built 160 units of affordable housing so far this decade, contributing to meeting the City’s Need. (See Figure 5 attached.)

The proposed amendment will allow for the construction of a new middle school campus. This amendment makes it more difficult for the City to implement the housing element of their 2040 Plan and does not directly contribute to their efforts to address its share of the region’s need for affordable housing in the 2021-2030 decade.

Rosemount is a participant in Livable Communities Act (LCA) programs, and in 2013 was awarded over \$900,000 in additional Livable Communities Demonstration Account (LCDA) funds. From 2007-2013 the City received approximately \$3 million total in LCDA awards for three different projects.

Advisory Comments

The City is consistent with housing policy by +23 units after including the contribution towards



Need of affordable housing constructed (160 units). This is a small ‘buffer’ of units maintaining the City’s consistency. The City should be aware that the reguiding of even a small amount of acres from any of their land guided for affordable housing (High Density Residential, Downtown, and MDR) land uses could make the City inconsistent with housing policy.

Housing policy counts affordable housing that has been constructed as contributing towards a community’s Need. Construction of these units is most easily tracked through the annual Housing Policy and Production Survey, where City staff can report on affordable housing units constructed. Staff encourages annual completion of the survey to maintain accurate contributions towards Need and Housing Policy consistency.

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

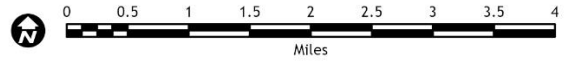
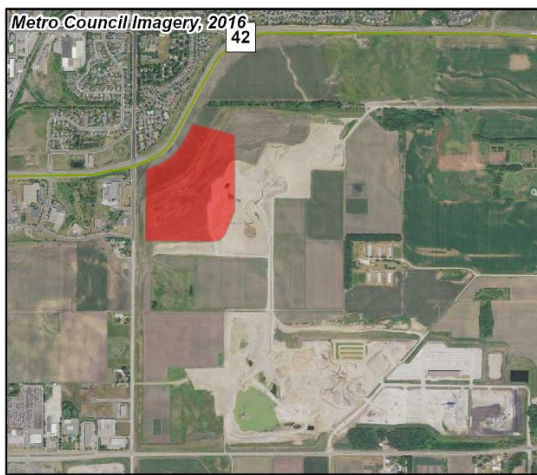
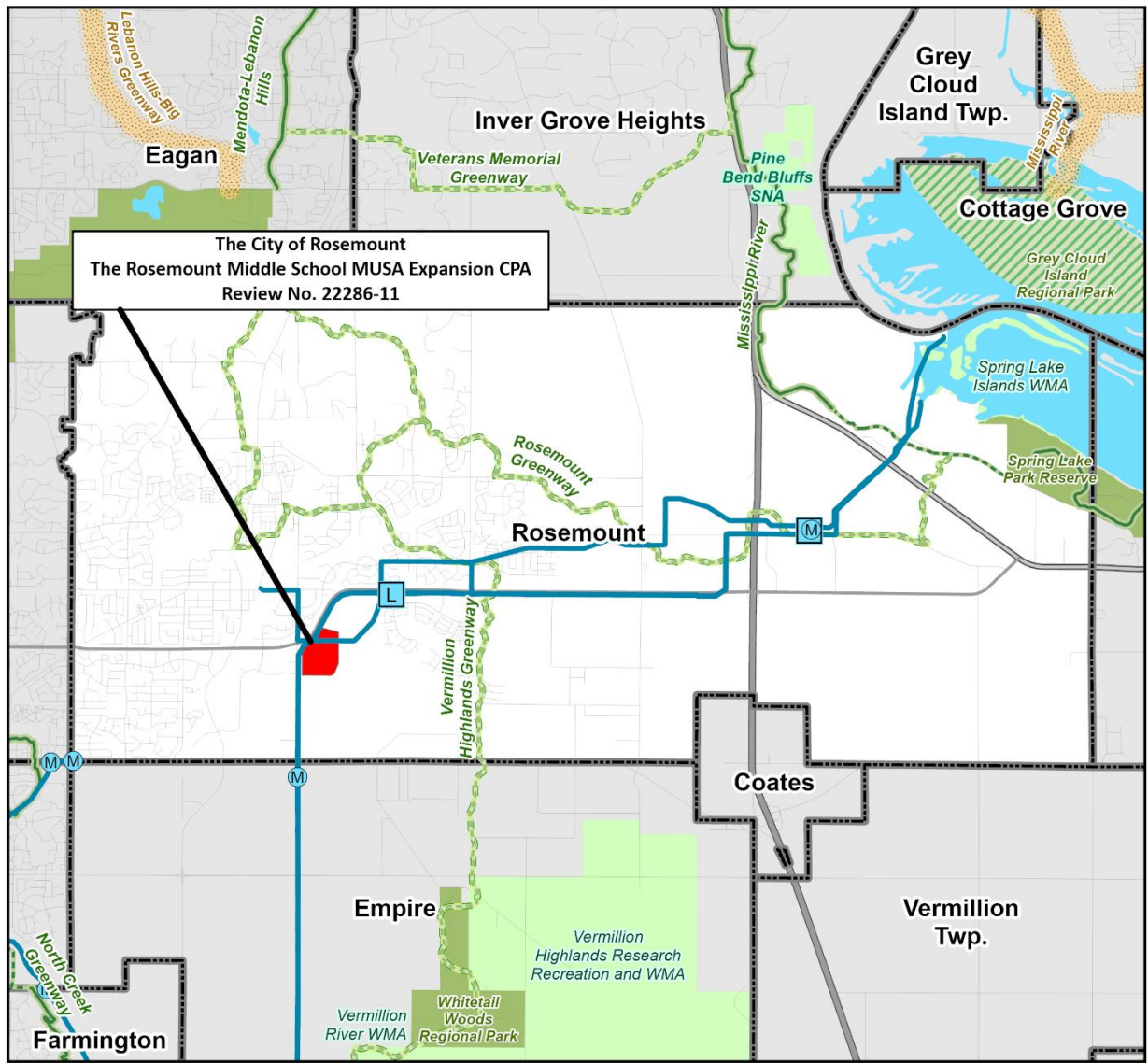
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current MUSA Boundary
- Figure 4: Proposed MUSA Boundary
- Figure 5: Land Guided for Affordable Housing, Rosemount 2021-2030



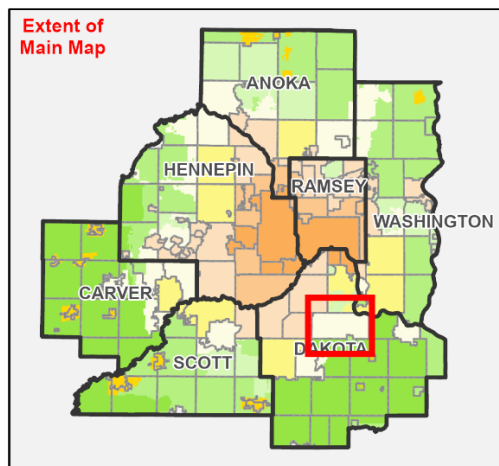
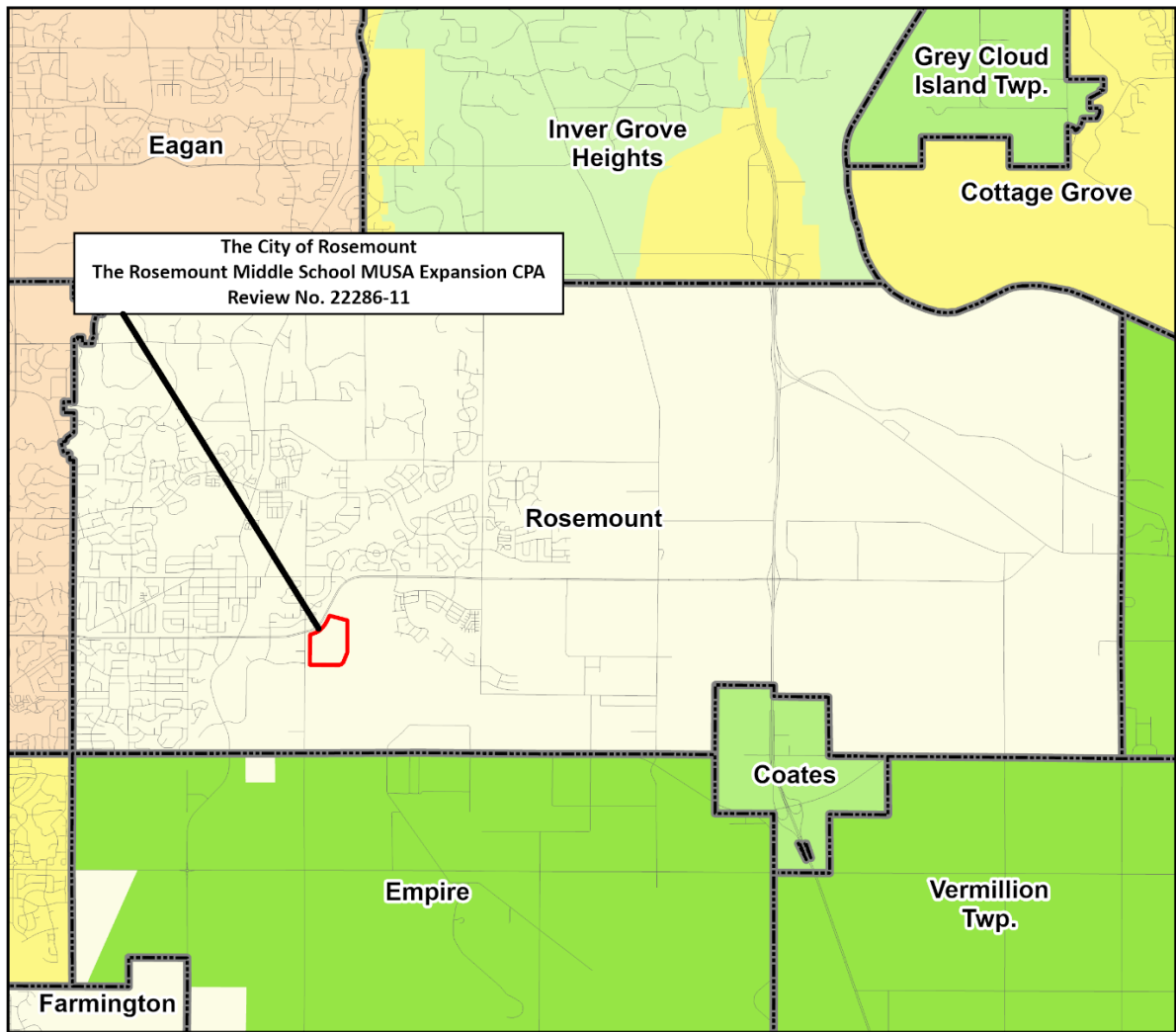
Figure 1. Location Map Showing Regional Systems



- Regional Systems**
- Regional Transitways**
- Existing
 - Planned Current Revenue Scenario
 - Potential Increased Revenue Scenario
- Wastewater Treatment**
- Meters
 - MCES Interceptors
 - Lift Stations
 - MCES Treatment Plants
- Regional Highway System**
- Interstates
 - US Highways
 - State Highways
 - County Roads
 - Road Centerlines
- Regional Parks**
- Existing (Open to Public)
 - In Master Plan (Not Open to Public)
 - Planned Units
 - Other Parks, Preserves, Refuges and Natural Areas
- Regional Trails**
- Existing (Open to Public)
 - Existing (Not Open to Public)
 - Planned Regional Trails
 - Regional Trail Search Corridors

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Figure 2. Location Map Showing Community Designations

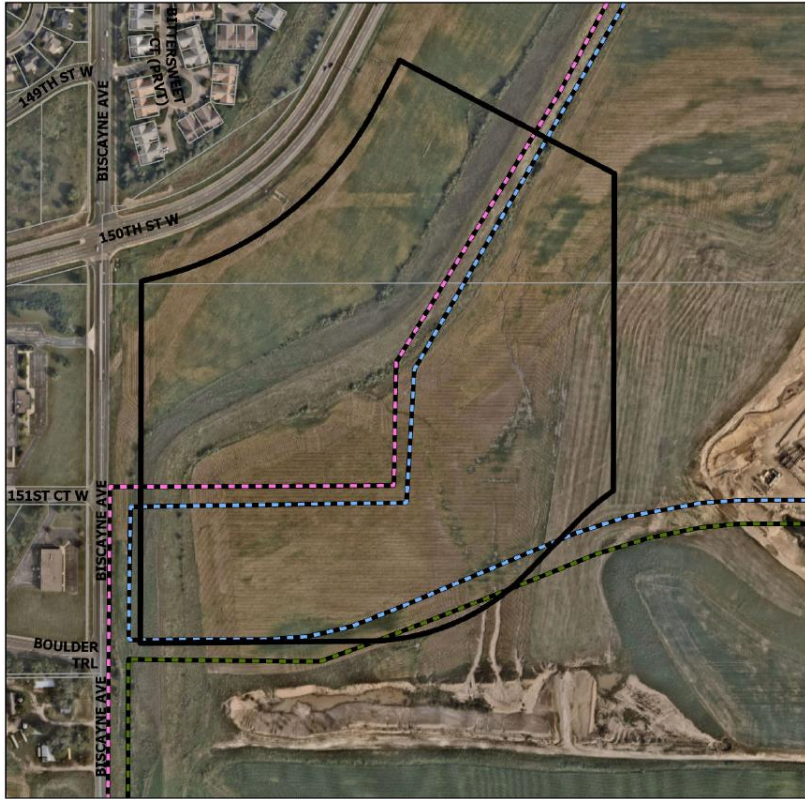


ThriveMSP 2040 Community Designations

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

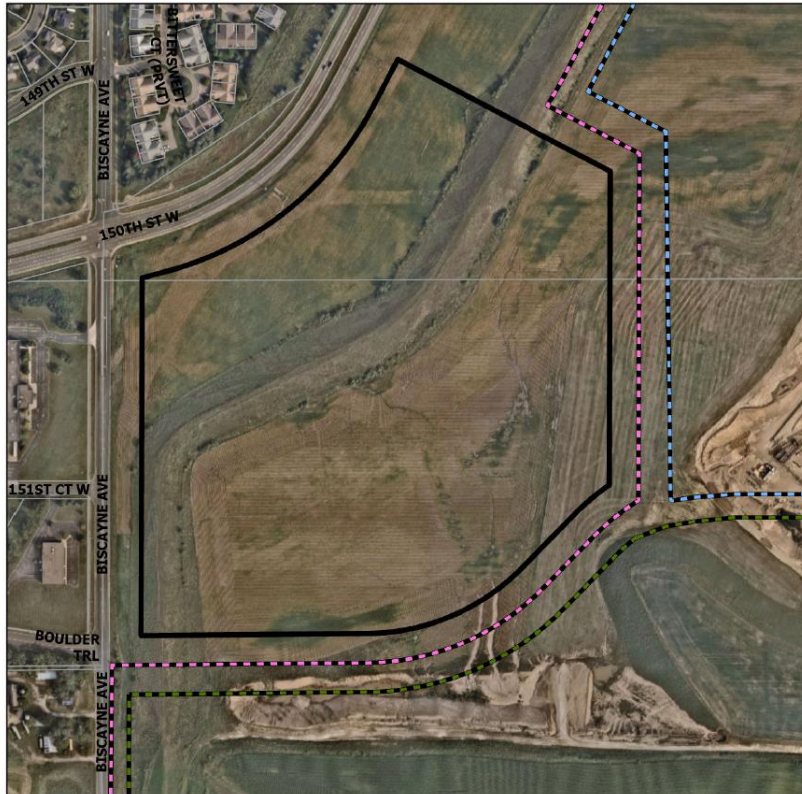


Figure 3. Current MUSA Boundary



Current MUSA

Figure 4. Proposed MUSA Boundary



Proposed MUSA



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Figure 5. Land Guided for Affordable Housing, Rosemount 2021-2030

2021-2030 share of regional need for Affordable Housing at 50% AMI and Below:	748 units
2021-2030 share of regional need for Affordable Housing between 51 to 80% AMI:	209 units
TOTAL 2021-2030 share of regional need for Affordable Housing:	957 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	8.3		6		100%		50
Total	76.7						820

Sufficient/*(insufficient)* units affordable at 50% AMI and below possible in areas with ≥ 12 units per acre minimum against share of regional need: **22**

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: **-159**

Sufficient/*(insufficient)* total units possible against share of regional need: **-137**

Affordable units built since 2021: **160**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **23**

