

Community Development Committee

Meeting date: September 19, 2016

For the Metropolitan Council meeting of September 28, 2016

Subject: City of Chaska Southwest Chaska Growth Area Comprehensive Plan Amendment, Review File No. 20644-3

District(s), Member(s): District 4, Deb Barber

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

Staff Prepared/Presented: Angela Torres, AICP, Senior Planner, Local Planning Assistance (651-602-1566)

Division/Department: Community Development / Regional Planning

Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Chaska to place the Southwest Growth Area Comprehensive Plan Amendment into effect.
2. Revise the City's forecasts for employment for 2030 and 2040 as shown in Table 1 of the Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Transportation, Wastewater, Forecasts, and Land Use.

Background

The purpose of the amendment is to incorporate the findings of the Southwest Chaska Growth and Development Plan into the City's 2030 Comprehensive Plan. The amendment proposes to expand the MUSA boundary west of Highway 212, and reguide approximately **1,800** acres of land within the study area to reflect more specific planning, shifting from primarily residential to business park and commercial uses. The request includes expansion of the MUSA boundary, adjustments in employment forecasts, and extensively reguiding land uses. The amendment was originally submitted on March 31, 2014. The amendment was found incomplete for review in a letter dated April 15, 2014. The Metropolitan Council received supplemental information for the amendment on July 18, 2016.

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.

Funding

None.

Known Support / Opposition

There is no known local resident opposition to this proposal.

Review Record

City of Chaska Southwest Chaska Growth Area Comprehensive Plan Amendment

Review File No. 20644-3, Council Business Item No. 2016-188

BACKGROUND

The City of Chaska (City) is located in northeastern Carver County, bounded by the cities of Carver, Chanhassen, and Victoria; Dahlgren and Laketown Townships in Carver County; and Jackson Township in Scott County.

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. *Thrive MSP 2040* (Thrive) designates Chaska with a “Suburban Edge” community designation. Figure 1 shows the general location of Chaska and nearby communities, and the Council’s Thrive MSP 2040 Community Designation.

The Council reviewed the City’s Update (Business Item 2010-280, Review File No. 20644-1) on August 25, 2010. The Council administratively reviewed the City’s MnDOT Truck Station comprehensive plan amendment on January 17, 2012 (Review File No. 20644-2). This amendment is the City’s third since the review of the Update.

REQUEST SUMMARY

The purpose of the amendment is to incorporate the findings of the Southwest Chaska Growth and Development Plan into the City’s 2030 Comprehensive Plan. The amendment proposes to expand the MUSA boundary west of Highway 212, and regrade approximately 1,800 acres of land within the study area to reflect more specific planning, shifting from primarily residential to business park and commercial uses. The request includes expansion of the MUSA boundary, adjustments in employment forecasts, and extensively regarding land uses. The amendment was originally submitted on March 31, 2014. The amendment was found incomplete for review in a letter dated April 15, 2014. The Metropolitan Council received supplemental information for the amendment on July 18, 2016.

OVERVIEW

Conformance with Regional Systems

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.

Consistency with Council Policies

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

Compatibility with Plans of Adjacent Jurisdictions 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 2030 Comprehensive Plan Update on August 25, 2010 (Business Item 2010-280, Review File No. 20644-1).
- The MnDOT Truck Station CPA was administratively approved by the Council on January 17, 2012 (Review File No. 20644-2).

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: Jan Youngquist (651-602-1029)

The proposed amendment conforms to the *2040 Regional Parks Policy Plan (RPPP)*. The amendment describes and plans for the regional parks system facilities in Chaska as identified in the RPPP, which include the Southwest Regional Trail, the Minnesota River Bluffs Regional Trail, the Twin Cities & Western Regional Trail Search Corridor, and the County Road 10 Regional Trail Search Corridor.

Transportation

Reviewer: Russ Owen (651-602-1705)

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The proposed amendment identifies a future interchange at CR 140 and Highway 212. As acknowledged in the amendment submittal, the process for requesting future interchanges is described in Appendix E of the *2040 Transportation Policy Plan*.

Advisory Comments

Changes to the functional classification of existing roadways are reviewed by the Transportation Advisory Committee. Approval of this amendment does not imply approval of the future interchange or any changes to functional classifications.

Wastewater

Reviewer: Roger Janzig (651-602-1119)

The proposed amendment conforms to the *2040 Water Resources Policy Plan*. The metropolitan disposal system has sufficient capacity to support the proposed MUSA expansion.

Advisory Comments

As noted in the amendment materials, the City of Chaska does not currently have the authority to plan infrastructure improvements for areas outside of the City limits without an executed orderly annexation agreement with Dahlgren Township.

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 policy consistency are detailed below.

Forecasts

Reviewer: Todd Graham (651-602-1322)

Forecast-related content appears complete and consistent with Council policy. The plan amendment revises the City’s planning forecast to match the Metropolitan Council’s population and households forecast transmitted in the September 2015 system statement. Council staff agree with the population and households update.

Also, the amendment revises the employment forecast as follows: 2010 and 2020 employment milestones are revised to match the September 2015 system statement; the 2030 employment is revised to acknowledge new employment expected on commercial and industrial land in the Southwest Growth Area, staged for development within the 2030 horizon.

Council and City staff have communicated over the past two years about the City’s employment forecasts and agreed on the following: first, that new commercial and industrial land (not previously guided in the comprehensive plan) significantly increases Chaska’s employment capacity; second, that there are few present commitments by developers; third, that speculative development expectations justify increasing the Metropolitan Council’s latest community-wide forecast by +1,200 jobs in 2030 and +1,600 jobs in 2040.

Metropolitan Council’s *Thrive MSP 2040* forecast will be revised as follows, effective upon action on the plan amendment.

Table 1. City of Chaska Revised Forecasts

	Census	Previous Council Forecasts			Revised Council Forecasts		
	2010	2020	2030	2040	2020	2030	2040
Population	23,770	27,100	32,000	36,600	27,100	32,000	36,600
Households	8,816	10,400	12,300	14,200	10,400	12,300	14,200
Employment	11,123	13,600	14,800	16,000	13,600	16,000	17,600

Advisory Comments

The Blue Lake WWTP serviced forecast for Chaska will be revised by +1,200 jobs in 2030 and +1,600 jobs in 2040. This forecast revision will be effective upon Council action on the amendment to the City’s 2030 plan. This forecast should be used in preparing the City’s 2040 comprehensive plan update.

Land Use

Reviewer: Angela Torres (651-602-1566)

Thrive MSP 2040 identifies the City as a Suburban Edge Community. The purpose of the amendment is to reguide land to reflect the outcomes of a land use study completed for approximately 1,800 acres in the southwest portion of the community. The overarching goal of the study is to encourage commercial development in this area. The amendment proposes to adjust land uses across the City to accomplish this.

As shown in Table 2 below, the City proposes two functional changes:

- First, the low density residential land uses are proposed to change from a density range of 1 to 5 units per acre, to 2 to 5 units per acre. This is accompanied by a substantial increase in this residential land use from 281 acres to 619 acres.
- Second, the Mixed Residential category is now proposed to permit 75% of the land uses in this category as residential uses across the entire district, not by each individual parcel. The remaining changes are adjustments in the number of acres in each land use category as shown in Table 2. The Mixed Residential and Downtown Mixed Use districts each permit a percentage of residential use, so the total acres available for residential land uses reflect that smaller portion of the overall land availability. For example, there is a total of 228 acres in the Mixed Residential District, but only 75% is available for residential use, so the land available in acres is reduced to 171 acres.

The most substantial changes in land use are seen in the increase to the Low Density Residential land uses and the decrease in the High Density Residential land uses. The Council encourages higher density development to ensure efficient use of regional infrastructure, however, the minimum density per acre for a Suburban Edge community is 3 units per acre.

Table 2: Summary of Land Use Guiding Changes

Category	Pre-CPA Acres	Post-CPA Acres	Change
Conservation Residential	62	28	-34
Low Density Residential	281	619	338
Medium Density Residential	146	149	3
Mixed Residential (75% res)	801	171	-630
High Density Residential	43	24	-19
Downtown Mixed Use (50% res)	1	4	3
Business Park	77	407	330
Commercial	0	14	14

Adapted from Table 4.5 of the proposed amendment, Undeveloped Residential Land Supply

Consistent with the Council’s *MUSA Implementation Guidelines* adopted in November 2007, the City has submitted development data as part of the Council’s Plat Monitoring Program. This data is figured in to the City’s planned residential density calculation, providing credit to communities for developments that exceed 3 units per acre. The City submitted Plat Monitoring data as part of the original amendment submittal up to the year 2013.

The City’s Update was approved in 2010 with planned residential density of 3.1 units per acre. The proposed amendment reduces the planned residential density to 2.98 units per acre, but with the Plat Monitoring data, the City’s residential density average is 3.07 units per acre, consistent with the Council’s density policy for Suburban Edge communities.

Table 3. City of Chaska Undeveloped Residential Land Supply

Category	2020-2030 Change				
	Density Range		Acres	Min Units	Max Units
	Min	Max			
Conservation Residential	0.2	1	28	5.6	28
Low Density Residential	2	5	619	1238	3,095
Medium Density Residential	6	11	149	894	1,639
Mixed Residential (75% res)	3	3	171	513	513
High Density Residential	12	12	24	288	288
Downtown Mixed Use (50% res)	6	6	4	24	24
TOTALS			995	2,963	5,587
Overall Density				2.98	5.62
Plat Monitoring Totals 2013			47.04	232	4.93
CPU and Plat Monitoring Total			1042.04	3195	3.07

Advisory Comments

The revised text in the amended plan consistently refers to the forecast for 2030 Households as 12,500. The correct number as listed in Table 1 above is 12,300. This number should be corrected throughout, as well as any calculations derived from this number. All numbers in the revised text should reflect the forecasts in Table 1.

Table 4.5 in the amendment text should be corrected. The Mixed Residential and Downtown Mixed Use districts each permit a percentage of residential use, so the total acres available for residential land uses reflect that smaller portion of the overall land availability. For example, there is a total of 228 acres in the Mixed Residential District, but only 75% is available for residential use, so the land available in acres is reduced to 171 acres. The same applies to the Downtown Mixed Use category. This changes overall totals for calculations throughout the table as well. Information from this table is used elsewhere within the amendment and should be corrected throughout.

Annexation

The amendment identifies a potential annexation area within Dahlgren Township, which is identified as Area D in Figure 4: Planned Growth Areas. The comment letter from Dahlgren Township confirms that there is not an Orderly Annexation Agreement (OAA) in place and that they are not permitting the City to plan for areas within the Township. We understand that the City is not identifying land uses for areas outside of their existing jurisdiction. If an OAA is put place with an adjacent jurisdiction, a comprehensive plan amendment will be necessary.

Housing

Reviewer: Angela Torres (651-602-1566)

The amendment is consistent with the Council’s *Housing Policy Plan*. The City’s share of the region’s affordable housing need from 2011-2020 is 1,105 units. While this amendment substantially reduces the acreage guided for High Density Residential, the City still has 177 acres available guided at densities high enough to support this need. This available acreage at the guided minimum densities, could support the production of at least 1,206 new housing units.

Surface Water Management

Reviewer: Jim Larsen (651-602-1159)

Chaska lies within the boundaries of the Riley-Purgatory-Bluff Creek, Carver County, and Lower Minnesota River watersheds. The City updated its local surface water management plan (LSWMP) following the initial submission of this amendment. The draft LSWMP update was reviewed and commented on by Council staff in March of 2015 and found to be consistent with Council policy and the Council's *2040 Water Resources Management Policy Plan*. The final LSWMP was approved by the three respective watershed organizations on October 7, November 3, and July 30 of 2015, and adopted by the City on November 16, 2015.

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

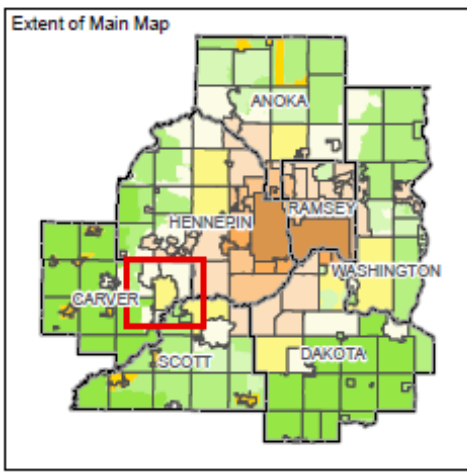
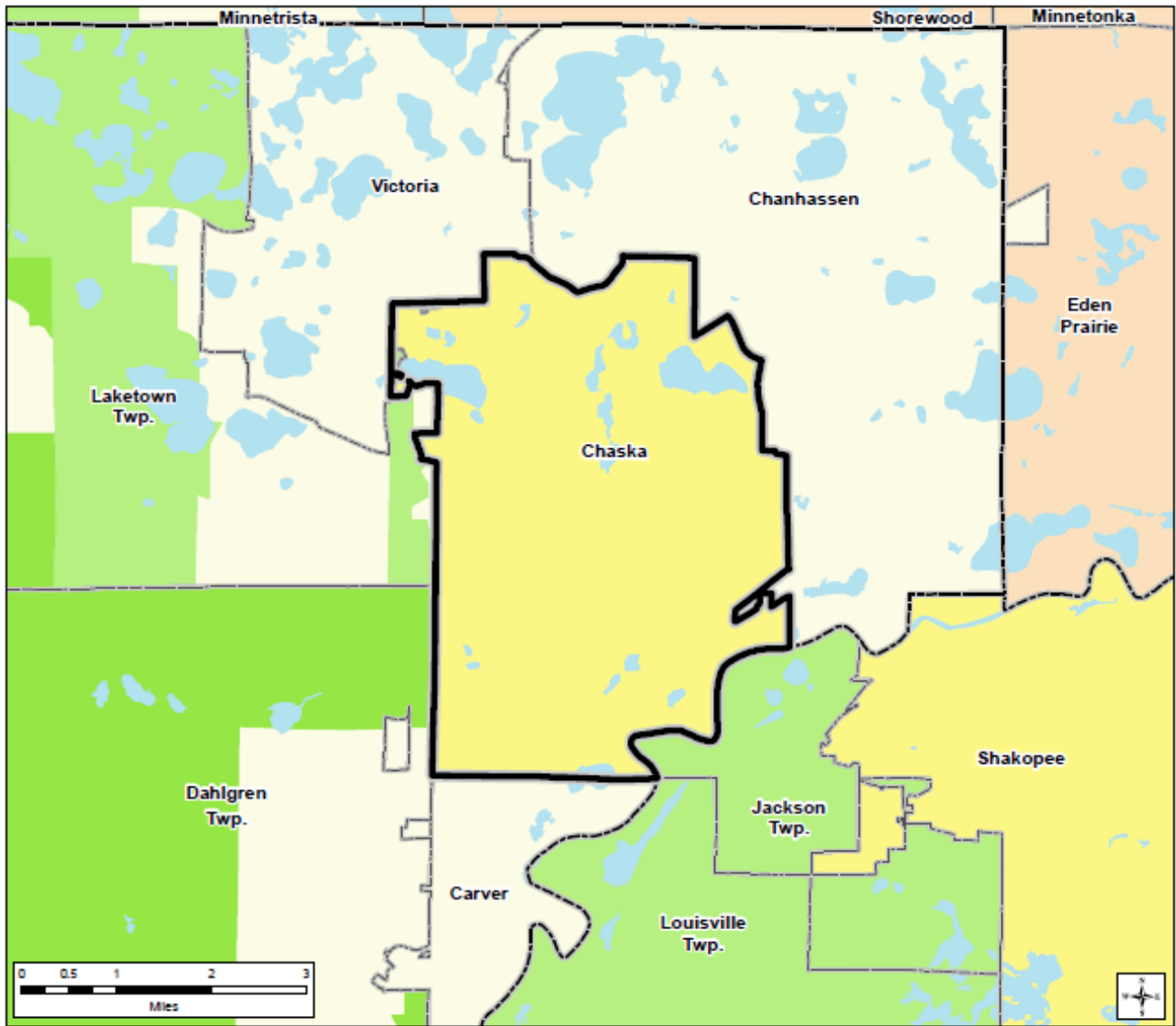
No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified. The City received comment letters from MnDOT, Carver County, the City of Carver, and Dahlgren Township in response to this amendment. The City of Carver and Dahlgren Township provide cautionary comments on portions of the amendment, but the proposed amendment does not create compatibility issues with the plans of adjacent jurisdictions.

ATTACHMENTS

- Figure 1: Location Map Showing Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: 2030 City Land Use Plan (Before Amendment)
- Figure 4: Planned Growth Areas
- Figure 5: Southwest Growth and Development Plan
- Figure 6: MUSA Staging Plan

Figure 1: Location Map Showing Community Designations

City of Chaska, Carver County



Community Designation

Urban Center - Core City	Rural Center
Urban Center	Diversified Rural
Urban	Rural Residential
Suburban	Agricultural
Suburban Edge	Outside Council planning authority
Emerging Suburban Edge	

County Boundaries
City and Township Boundaries
Lakes and Major Rivers

Figure 2: Location Map Showing Regional Systems

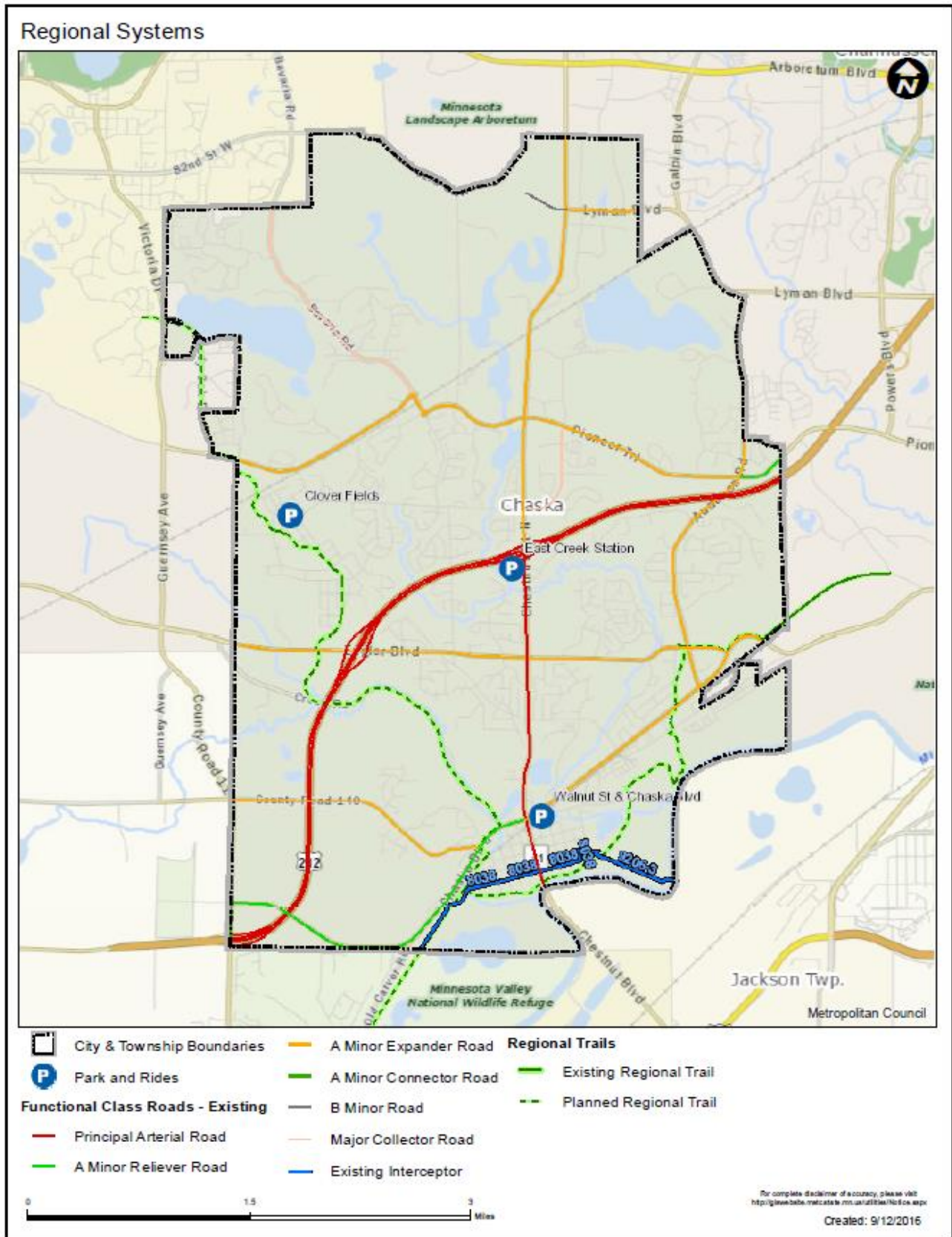
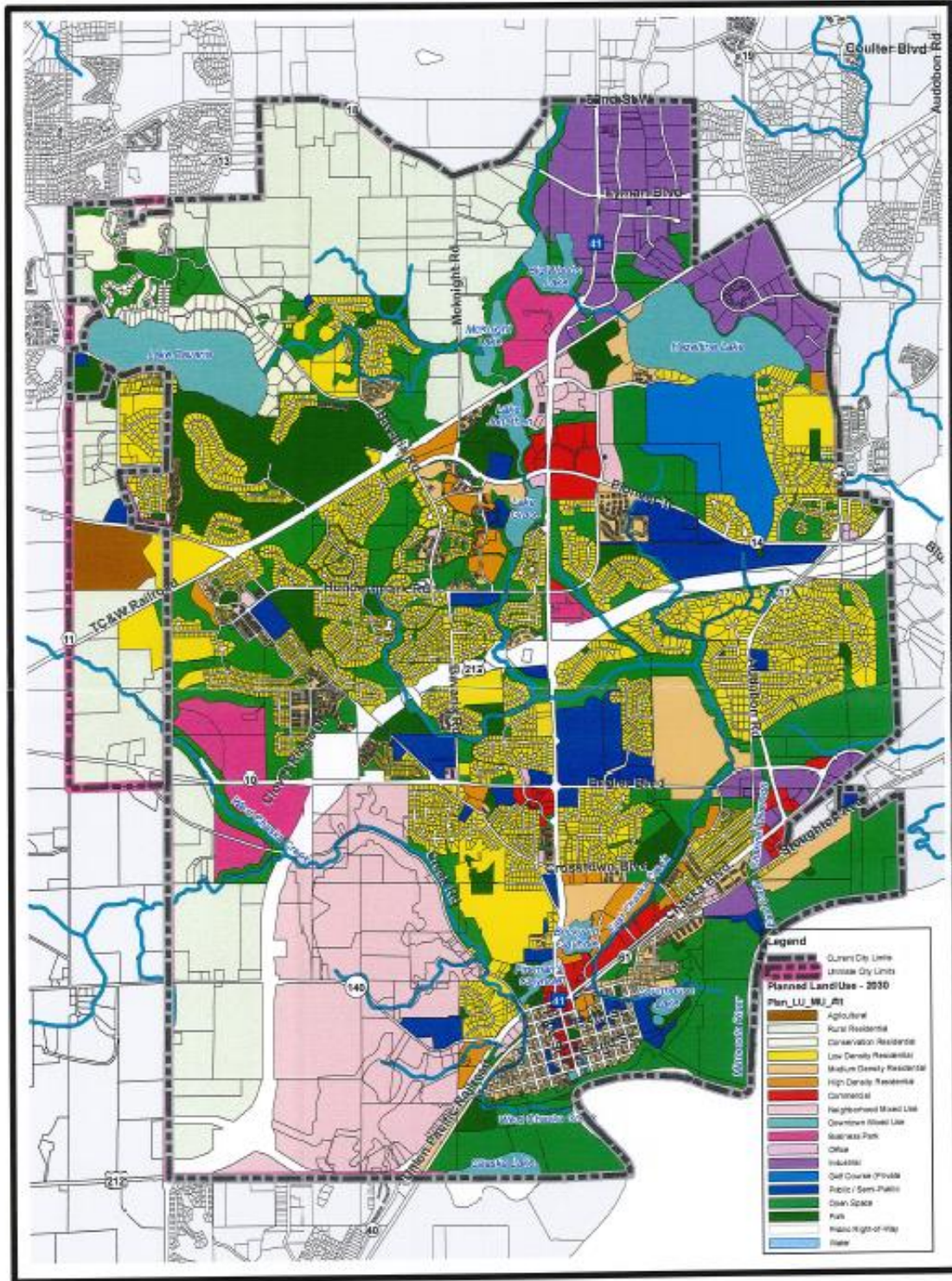


Figure 3: 2030 City Land Use Plan (Before Amendment)



City of Chaska, Minnesota
2030 Comprehensive Plan
 Community Development Department

Date Source:
 City of Chaska
 Metropolitan Council



May 2009

Figure 4.6
 Hoisington Koegler Group Inc.
 Planning | Landscape Architecture | Urban Design

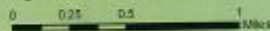
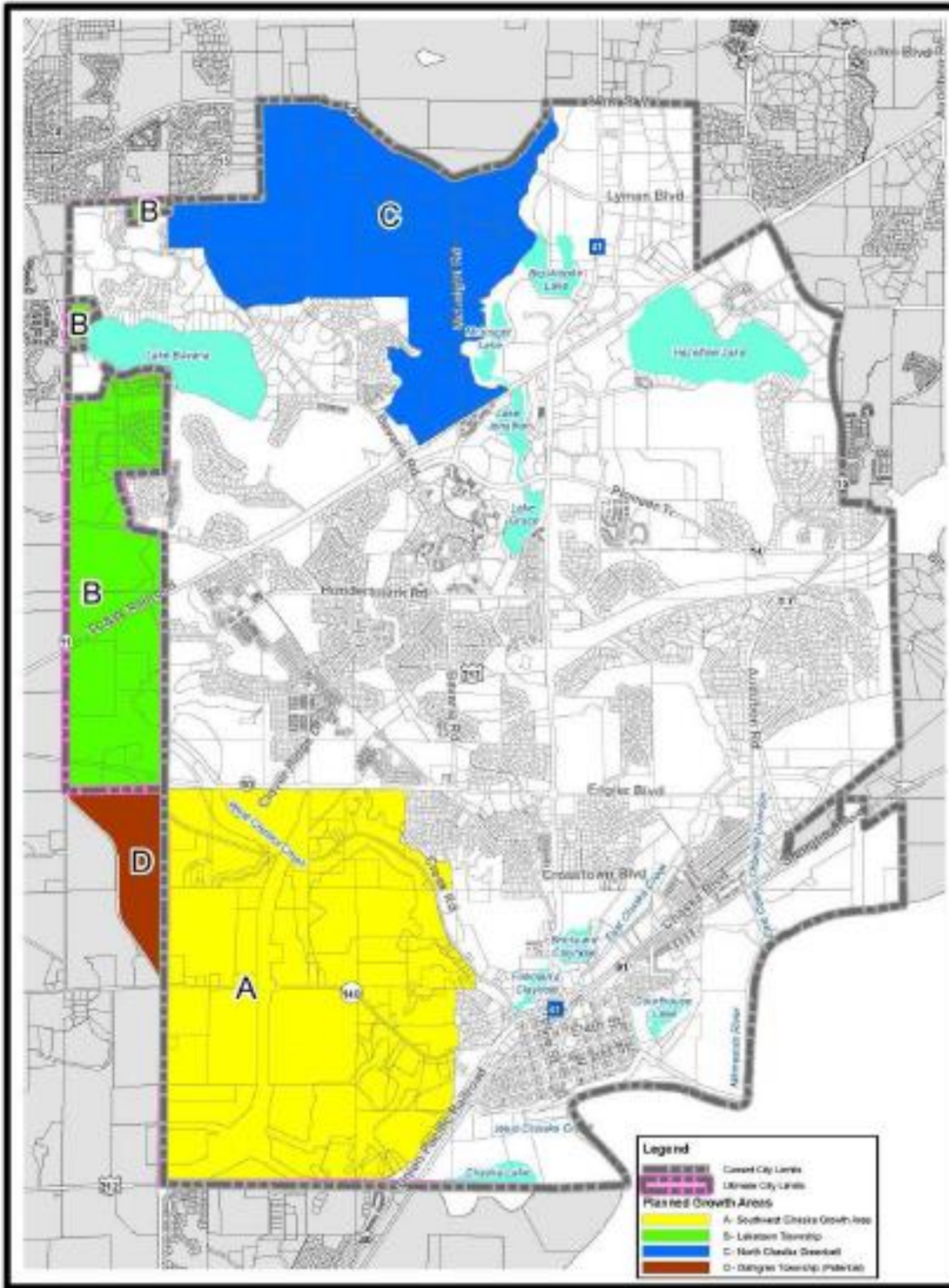


Figure 4: Planned Growth Areas




City of Chaska, Minnesota
2030 Comprehensive Plan
 Community Development Department

Data Source:
 City of Chaska
 Metropolitan Council


 Amended July 2013
Figure 4.2
 Hoisington Koogler Group Inc.
 Planning | Landscape Architecture | Urban Design






Figure 5: Southwest Growth and Development Plan

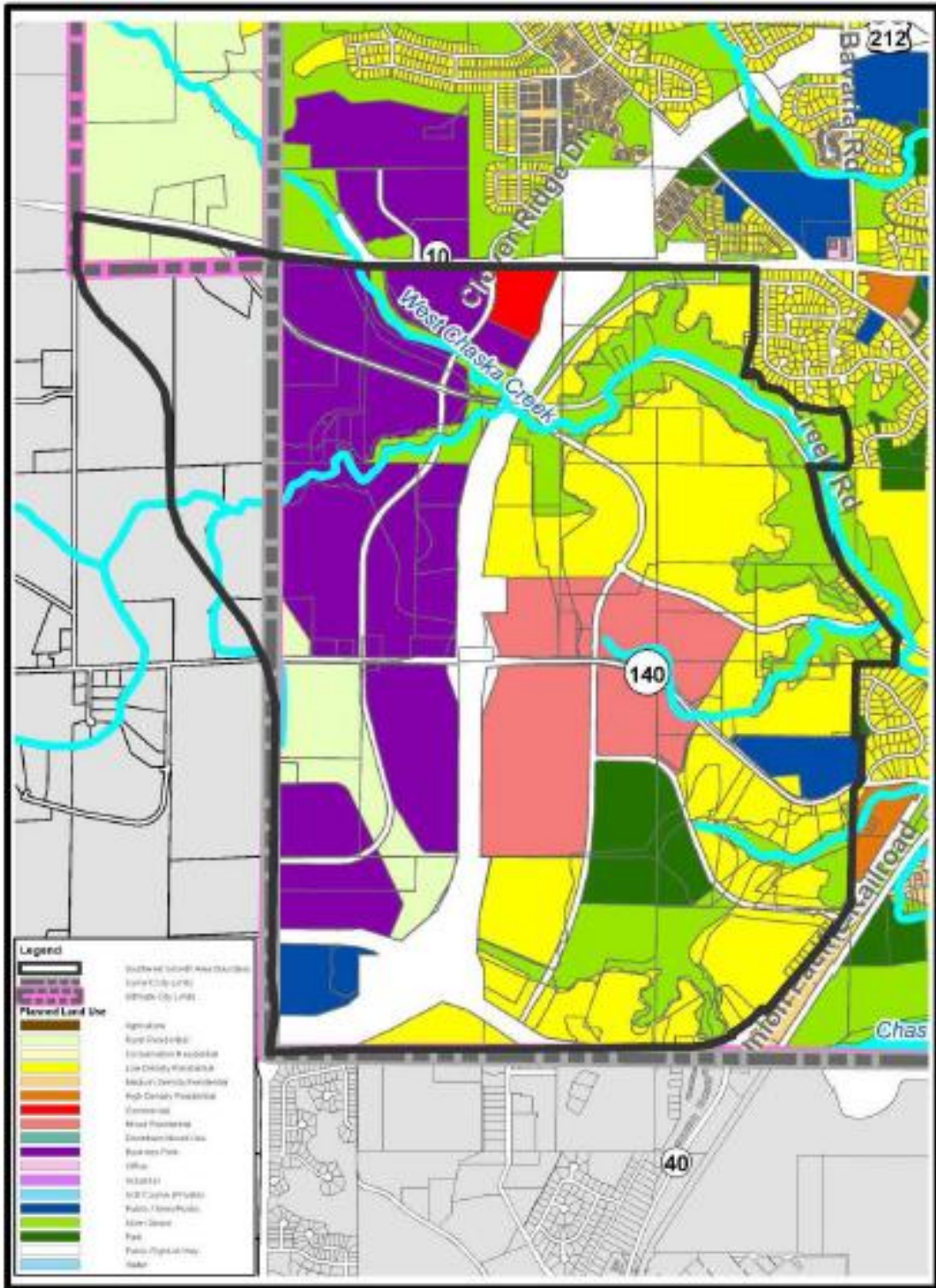
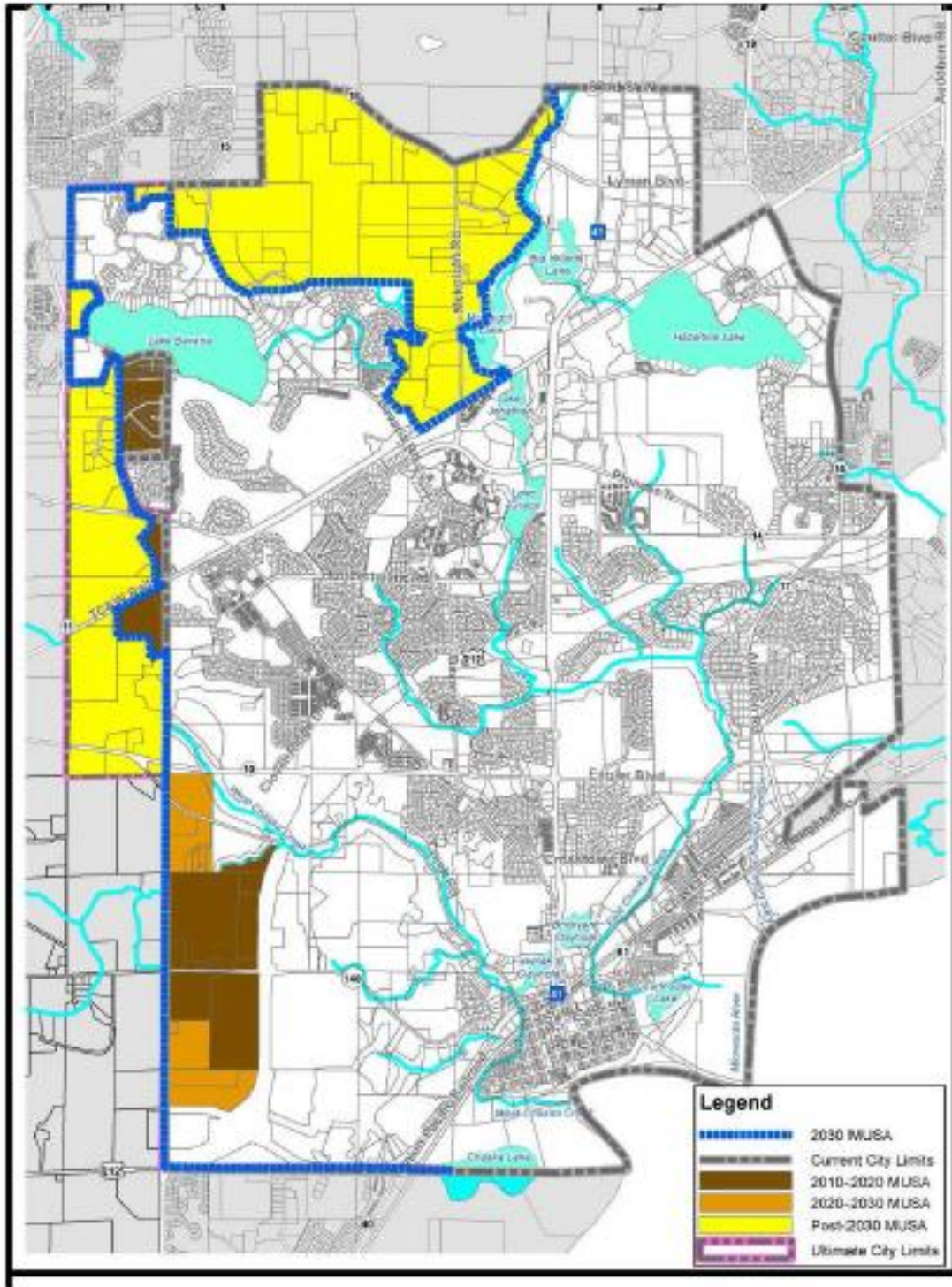


Figure: MUSA Staging




City of Chaska, Minnesota
2030 Comprehensive Plan
 Community Development Department

Data Source:
 City of Chaska
 Metropolitan Council


 Amended June 2013

Figure 4.5
 Holington Koegler Group Inc.
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