

### Community Development Committee

Meeting date: July 6, 2021

For the Metropolitan Council meeting of July 14, 2021

**Subject:** City of Shakopee Text and Density Comprehensive Plan Amendment, Review File 22004-3

#### Proposed Action

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

1. Authorize the City of Shakopee to place its comprehensive plan 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 Forecasts.

#### 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 Tuesday, July 6, 2021.

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**Subject:** City of Shakopee Text and Density Comprehensive Plan Amendment, Review File 22004-3

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

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

**Staff Prepared/Presented:** Raya Esmaeili, Senior Planner (651-602-1616)  
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

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

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1. Authorize the City of Shakopee to place its comprehensive plan 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 Forecasts.

### Background

The City submitted the Text and Density comprehensive plan amendment on May 5, 2021. The amendment proposes several changes to the City's 2040 Comprehensive Plan (Plan). It revises the density range of the Downtown Transition land use category from 3-12 units per acre to 10-50 units per acre. It creates a new land use category, Entertainment District – Low Density, with a density range of 8-15 units per acre to accommodate attached and detached townhomes near Canterbury Park. The amendment updates acreage identified in the Plan for development and redevelopment. The amendment also makes minor text revisions to correct errors. This is the City's second 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 Shakopee

Text and Density Comprehensive Plan Amendment

Review File No. 22004-3, Business Item No. 2021-166

## BACKGROUND

The City of Shakopee (City) is located in northern Scott County, right on the Minnesota River and bordered by Chanhassen and Eden Prairie to the north, Jackson Township and Louisville Township to the west, Sand Creek Township to the southwest, Spring Lake Township and Prior Lake to the south, Savage to the east, and Bloomington to the northeast.

*Thrive MSP 2040* (Thrive) designates Shakopee with a “Suburban Edge” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 47,800 to 62,600 population and 16,300 to 22,100 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 25,700 to 32,800 jobs.

The Metropolitan Council reviewed the City of Shakopee 2040 Comprehensive Plan ([Business Item 2019-264JT](#), Review File No. 22004-1) on October 23, 2019. This is the second 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 revises the density range of the Downtown Transition land use category from 3-12 units per acre to 10-50 units per acre. It creates a new land use category, Entertainment District – Low Density, with a density range of 8-15 units per acre to accommodate attached and detached townhomes near Canterbury Park. The amendment updates acreage identified in the Plan for development and redevelopment. The amendment also makes minor text revisions to correct errors.

## 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 *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 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 October 23, 2019 ([Business Item 2019-264JT](#), Review File No. 22004-1).

- The Vierling Drive and Taylor Street amendment was administratively approved by the Council on May 14, 2021 (Review File No. 22004-2). The amendment reguided 3.66 acres from Mixed Use Center to Mixed Residential and changed the development staging of the site from the 2030 decade to the 2020 decade. The site is located at the corner of Vierling Drive West and Taylor Street.

## 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.

### **Wastewater Service**

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

The proposed amendment conforms to the *2040 Water Resources Policy Plan (WRPP)*. The amendment includes allowed density changes in the Downtown Transition land use from 3-12 units per acre to 10-50 units per acre and adds a new designation of Entertainment District – Low Density with an allowed density of 8-15 units per acre for townhomes. The regional system has adequate capacity to serve the potential higher densities associated with the changes in this amendment.

### *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)*

The amendment does not affect the community-wide forecast. While the amendment increases the density range for the Downtown Transition category from 3-12 units per acre to 10-50 units per acre, there is limited land supply in this category. Therefore, the net impact on housing capacity may be less than 100 housing units.

The amendment also creates the Entertainment District – Low Density land use category, with a density range of 8-15 units per acre. The City now expects less overall capacity in the Entertainment districts based on the density ranges. However, additional acreage changes to the Residential Development Potential by Decade in the Plan increases the overall potential of housing units.

The Canterbury Commons site is located in the Transportation Analysis Zone (TAZ) #2130. During the review of the City's 2040 Plan, the City prepared a forecast allocation expecting growth of +772 households, +2,100 population, and +2,058 jobs in TAZ #2130.

While development expectations have changed, at this time, Council staff recommend against a communitywide forecast revision, due to abundant land supply and residential capacity in the western

and southwest parts of Shakopee. However, Council staff will administratively adjust the TAZ allocation of the forecast.

**Advisory Comments**

Separate from this Council action, Council staff will take responsibility for TAZ data maintenance. Council staff will reduce the future households’ allocation for TAZ #2130, which includes Canterbury Commons, by -450 households and -1,200 population. The same amounts will be reallocated to the remainder of the City, leaving the communitywide totals unaffected. City staff are welcome to contact Council Research if they wish to discuss this further.

**Thrive MSP 2040 and Land Use**

*Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)*

The Plan, with the proposed amendment, is consistent with the land use policies in *Thrive MSP 2040*. Thrive identifies the City as a Suburban Edge Community and directs those communities to plan for development and redevelopment at an overall average net density of at least 3-5 units per acre.

The amendment proposes several changes to the City’s Plan. It revises the density range of the Downtown Transition land use category from 3-12 units per acre to 10-50 units per acre, in order to provide for better transition between areas guided as Downtown Business District and Old Shakopee Residential. It creates a new land use category, Entertainment District – Low Density, with a density range of 8-15 units per acre to accommodate attached and detached townhomes near Canterbury Park. The amendment updates acreage identified in the Plan for development and redevelopment, as well as the residential share of several categories, to address previous discrepancies. The amendment also makes minor text revisions to correct other minor errors in the Plan. Acreage, density, and other land use changes are underlined below in Table 1.

Table 1. Planned Residential Density, City of Shakopee

Category	2018-2040 Change				Min Units	Max Units
	Density Min	Density Max	% Residential	Net Acres		
Downtown Riverfront	60	125	<u>70.0%</u>	<u>8.40</u>	504	1,050
Downtown Business District	10	60	<u>40.0%</u>	<u>4.40</u>	44	264
Downtown Transition	<u>10</u>	<u>50</u>	<u>100.0%</u>	<u>1.00</u>	10	50
Mixed Use Commercial Corridor	30	60	20.0%	<u>4.60</u>	138	276
Mixed Use Commercial Center	30	60	<u>20.0%</u>	<u>85.20</u>	2,556	5,112
Mixed Employment Center	16	30	<u>2.5%</u>	<u>20.90</u>	334	627
Entertainment District	25	100	<u>30.0%</u>	<u>36.30</u>	908	3,630
<u>Entertainment District - LD</u>	<u>8</u>	<u>15</u>	<u>100.0%</u>	<u>11.25</u>	<u>90</u>	<u>169</u>
Mixed Residential	6	30	90.0%	<u>309.60</u>	1,858	9,288
Suburban Residential	3	6	95.0%	<u>1,254.00</u>	3,762	7,524
Suburban Edge Residential	0.25	3	95.0%	<u>50.35</u>	13	151
Old Shakopee Residential	3	12	95.0%	3.80	11	46
<b>TOTALS</b>				<b>1,789.80</b>	<b>10,227</b>	<b>28,186</b>
				<b>Overall Density</b>	<b>5.71</b>	<b>15.75</b>

As shown in Table 1, multiple land use changes and the creation of a new land use category, decreases the overall density of development for the City from 6.36 units per acre to 5.71 units per acre. With the proposed amendment, the Plan remains consistent with Council’s land use policies.

## **Housing**

*Reviewer: Ashleigh Johnson, CD - Housing (651-602-1106)*

The amendment is consistent with the Council's *Housing Policy Plan*. The City's Plan currently identifies enough land to address its share of the region's 2021-2030 need for affordable housing, which is 975 units. Based on changes proposed in this amendment, the City will minimally decrease the available acres for potential affordable housing and increase the minimum units possible (from 1,509 to 1,903) while retaining a surplus of 928 units above their share of regional affordable housing need (Figure 4).

The City is a Livable Communities Act (LCA) participating community. In 2020, the City was awarded \$458,600 in Tax Base Revitalization Account (TBRA) clean-up funds for the Shakopee Riverfront Bluff Project.

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

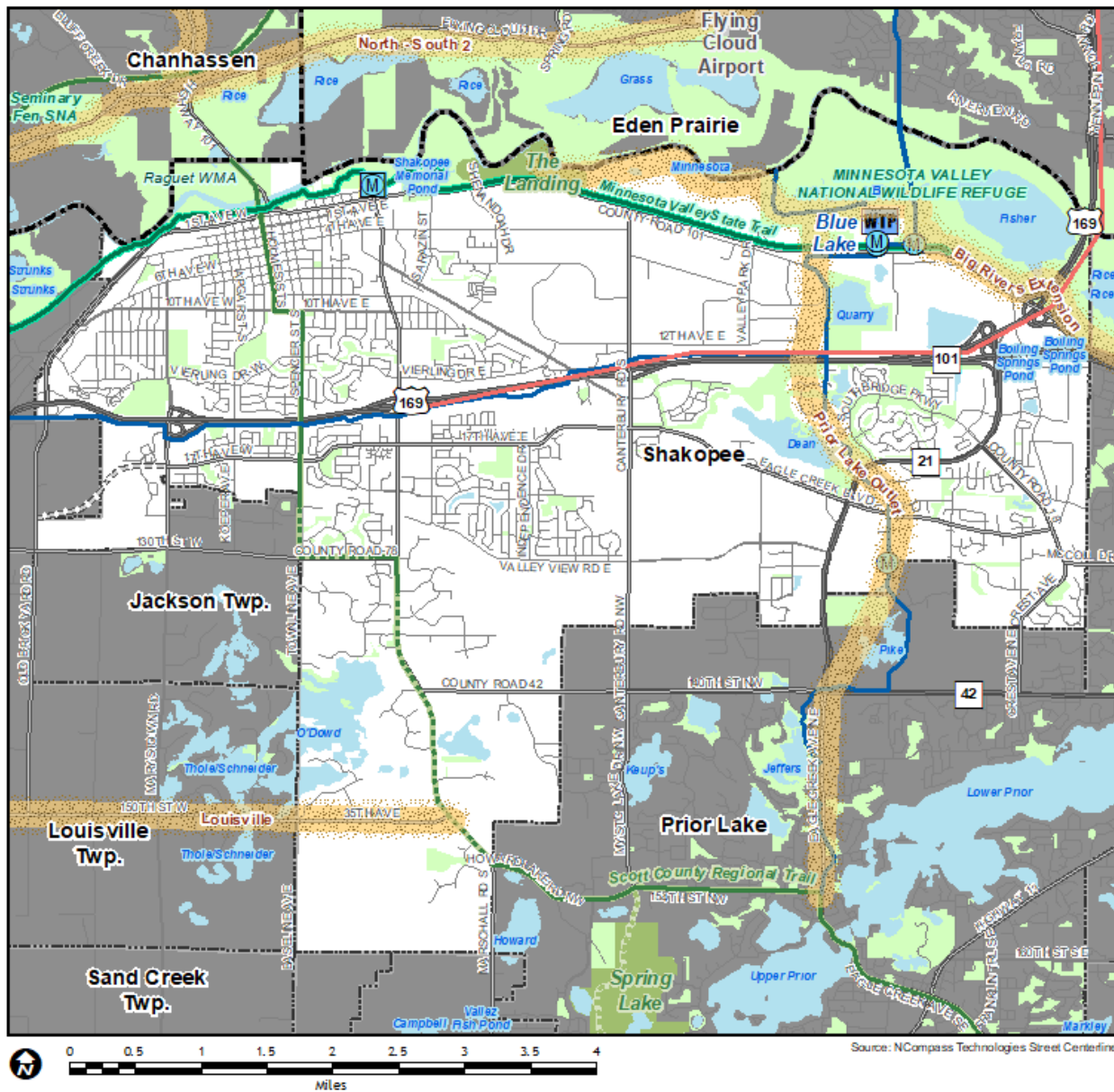
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

## **ATTACHMENTS**

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current Land Use Guiding
- Figure 4: Proposed Land Use Guiding
- Figure 5: Land Guided for Affordable Housing



Figure 1. Location Map Showing Regional Systems



**Regional Systems**

**Transportation**

- Transitways**  
 2040 Transportation System Policy - adopted January 2015
- Existing
  - - - - Planned Current Revenue Scenario
  - - - - Planned Current Revenue Scenario - CTIB\* Phase 1 Projects
  - - - - Potential Increased Revenue Scenario

- Regional Highway System**
- Existing Principal Arterials
  - Planned Principal Arterials
  - Existing Minor Arterials
  - Planned Minor Arterials
  - Existing Other Arterials
  - Planned Other Arterials

**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

**Wastewater**

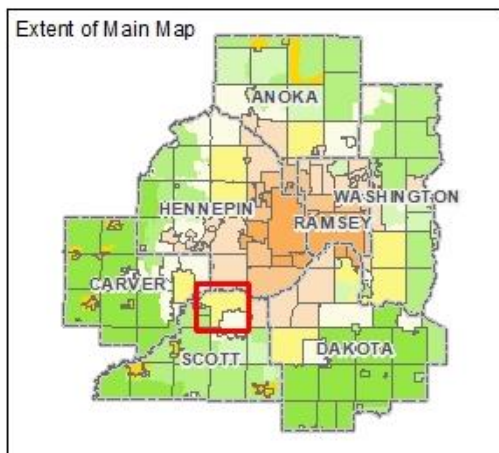
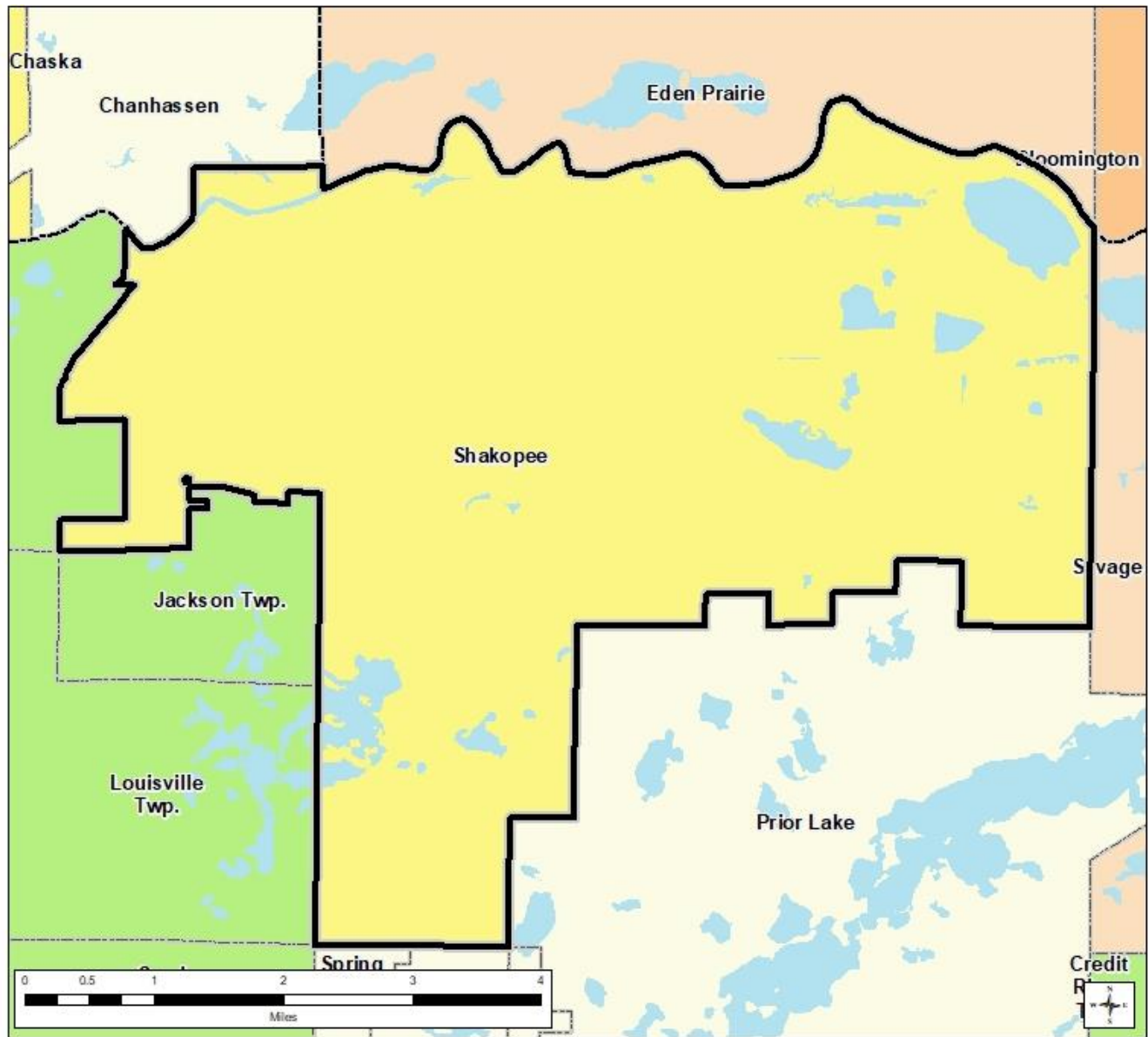
- M Meters
- L Lift Stations
- MCES Interceptors
- MTD MCES Treatment Plants

**Regional Park Search Areas and Regional Trail Search Corridors**

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors
- Local Streets
- Existing State Trails
- Other Parks, Preserves, Refuges and Natural Areas

\* Counties Transit Improvement Board (CTIB)

Figure 2. Location Map Showing Community Designations



**Community Designations**

- |                                    |                        |
|------------------------------------|------------------------|
| Outside Council planning authority | Emerging Suburban Edge |
| Agricultural                       | Suburban Edge          |
| Rural Residential                  | Suburban               |
| Diversified Rural                  | Urban                  |
| Rural Center                       | Urban Center           |
- 
- |                              |
|------------------------------|
| County Boundaries            |
| City and Township Boundaries |
| Lakes and Major Rivers       |



Figure 3. Current Land Use Guiding

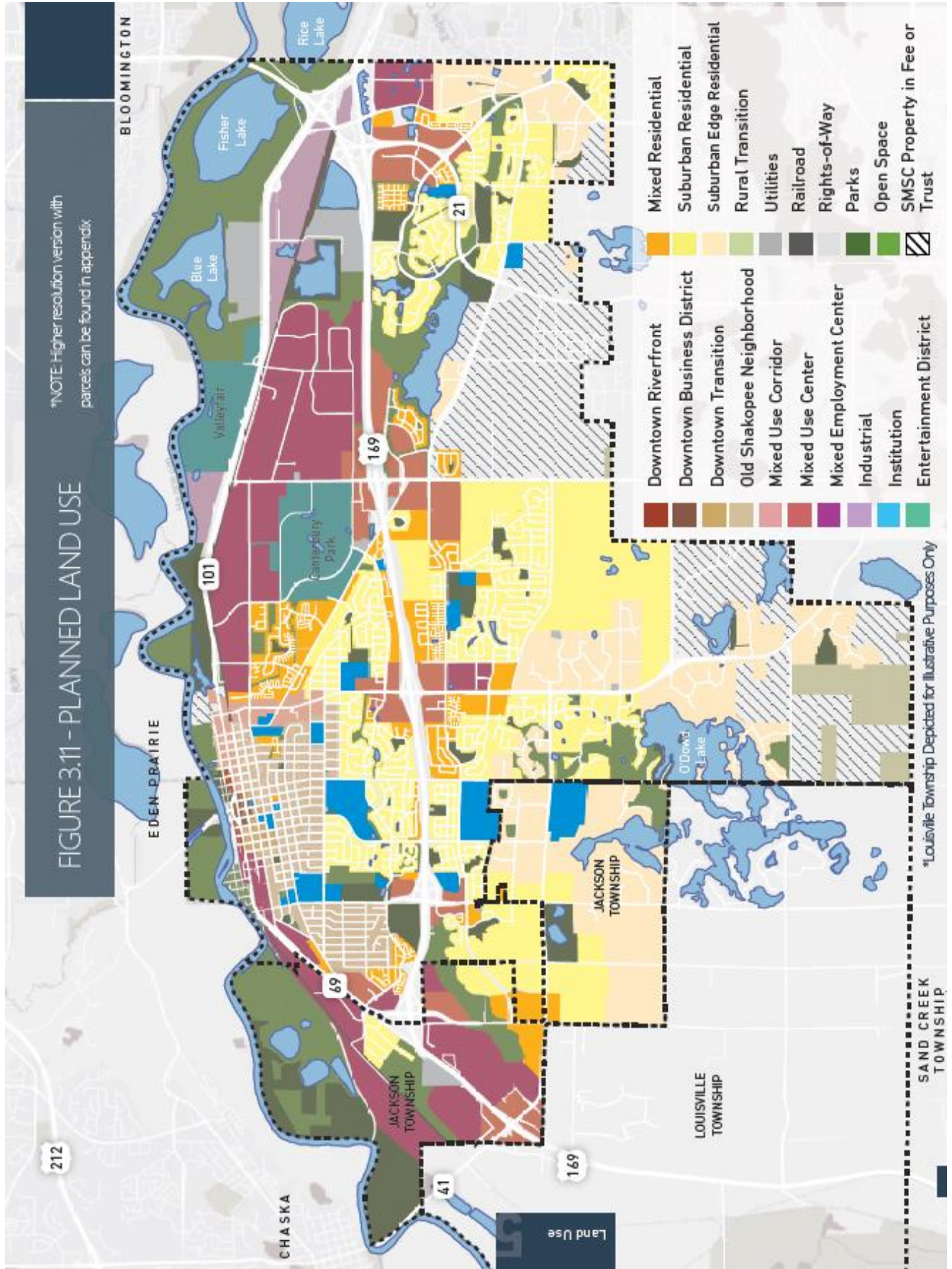




Figure 4. Proposed Land Use Guiding

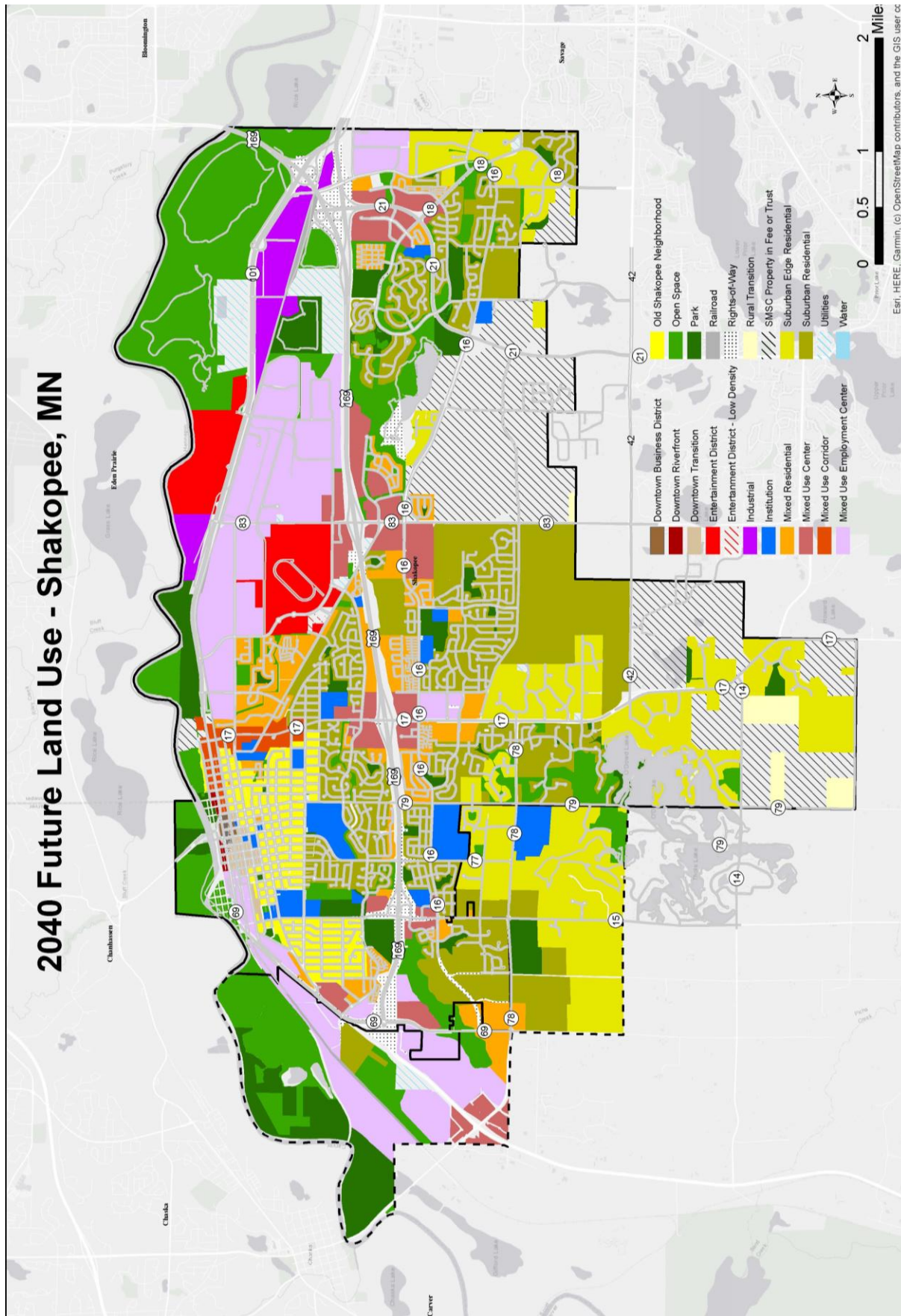


Figure 5. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing at 50% AMI and Below:	<b>693 units</b>
2021-2030 share of regional need for Affordable Housing between 51 to 80% AMI:	<b>282 units</b>
TOTAL 2021-2030 share of regional need for Affordable Housing:	<b>975 units</b>
2021-2030 total regional need for Affordable Housing:	<b>37,900 units</b>

	<b>Available Acres</b>	<b>X</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>X</b>	<b>Expected % Residential</b> <i>(if mixed use)</i>	<b>=</b>	<b>Minimum Units Possible</b>
Mixed Use Commercial Center	24.0		30		100%		720
Entertainment District	11.3		25		100%		283
Entertainment District: Low Density	11.3		8		100%		90
Downtown & Riverfront	3.0		60		100%		180
Downtown Business District	2.0		10		100%		20
Mixed Residential	100.0		6		100%		600
Downtown Transition	1.0		10		100%		10
<b>Total</b>	<b>152.6</b>						<b>1,903</b>

Sufficient/(insufficient) units affordable at 50% AMI and below possible in areas with ≥12 units per acre minimum against share of regional need: **490**

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: **438**

Sufficient/(insufficient) total units possible against share of regional need: **928**

Affordable units built since 2021: **0**

Sufficient/(insufficient) units possible adjusted for affordable units built: **928**

Number of Comp Plan Amendments approved since Comp Plan Update: **0**

