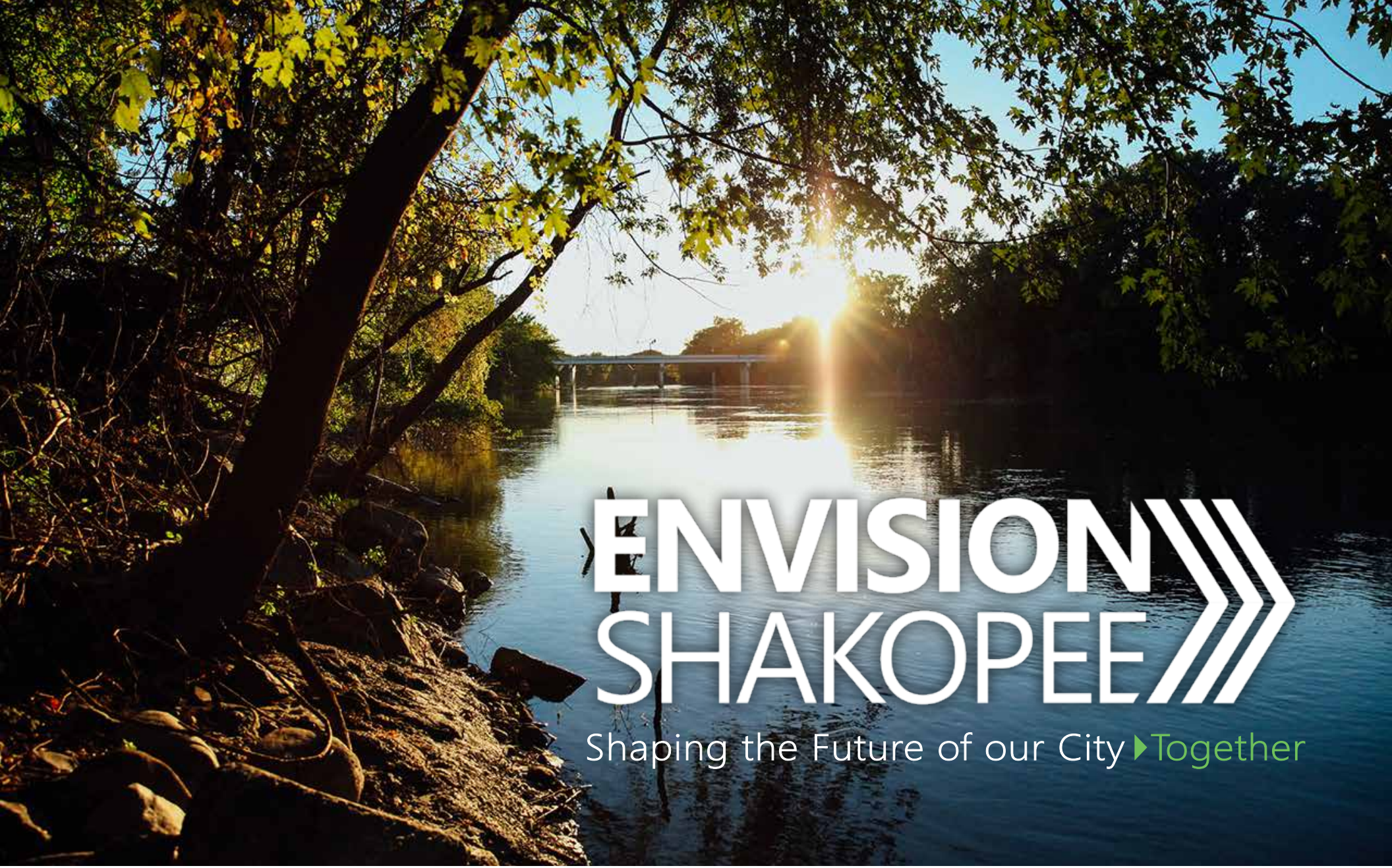



# CITY OF SHAKOPEE
## 2040 COMPREHENSIVE PLAN




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# ACKNOWLEDGEMENTS


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COMMUNITY PARTICIPANTS

Several hundred members of the Shakopee community participated in the planning process through planning workshops, community events, focus groups and online participation.

## Thank you to all those whose contributions and guidance have helped make Envision Shakopee a success.












# EXECUTIVE SUMMARY

## 2040 COMPREHENSIVE PLAN

### A PLAN WITH PURPOSE

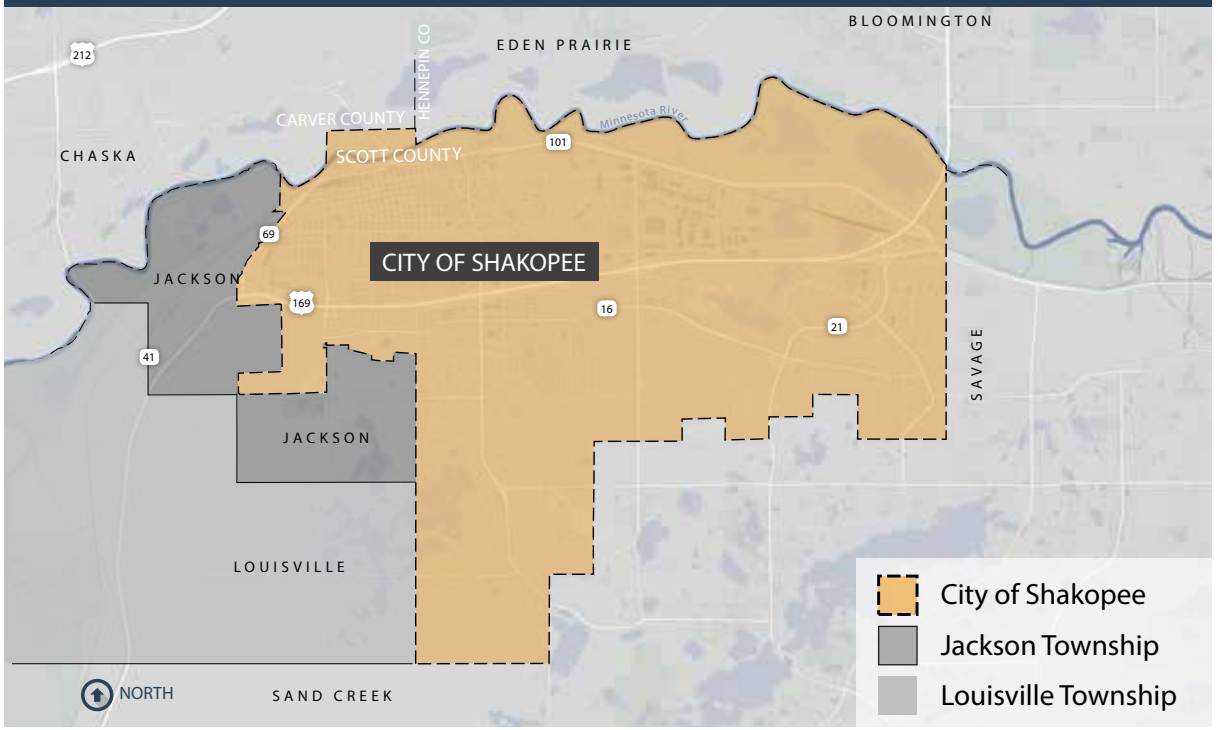
All too often, comprehensive plans are developed as technical documents of little interest to the average person who lives or works in the community. This plan is different.

Like other comprehensive plans, Envision Shakopee serves as a tool for the City Council, the Planning Commission, city staff and other government entities as they consider priorities and make decisions regarding public policy, public investments and private development proposals.

But the plan is more than a technical document to be used only by city government. This is a plan for the residents of Shakopee and the wider Shakopee community – all who live here, work here or conduct business and those who visit our great city to enjoy all it has to offer.

Shakopee has been blessed with incredible economic growth and a number of assets that set it apart from other communities in the Twin Cities. We are now in a position to harness those assets and leverage them toward continued success. The Envision Shakopee plan is our first step on this path toward Shakopee's bright future – together, as a community.

### PLANNING AREA




The mission of the City of Shakopee is to provide the opportunity to live, work and play in a community with a proud past, promising future and small-town atmosphere within a metropolitan setting.

Envision Shakopee is a **vision** and a **plan of action** to lead our community to where we want to be in the future—depicting how we would like to grow and change, what we would like to improve, and what we would like to preserve and strengthen for future generations.

# PLANNING CONTEXT

## THE QUESTIONS WE FACE

Shakopee is a community in transition. It has evolved from a small town with a few thousand residents into a fast-growing suburban city of over 40,000. In a little more than a decade, Shakopee doubled in population and experienced incredible economic growth with the addition of 5,000 jobs. It has physically expanded with new infrastructure to serve development across 30 square miles of northern Scott County. Such rapid change in a community inevitably brings a variety of challenges, but also presents incredible opportunities.

As Shakopee looks to its future and considers its position in the Twin Cites region, our community stands at a turning point. Because we have grown so quickly, we now face a number of critical questions that we must address to ensure Shakopee moves forward in a shared direction and with a shared sense of purpose.

Envision Shakopee sets a framework for our community to answer these and other important questions. The Envision Shakopee 2040 Comprehensive Plan is an expression of the community's vision for the future and a strategic map to reach that vision. This plan guides the physical, social and economic development priorities of Shakopee for the next twenty years and beyond.

**How can Shakopee remain competitive in a fast-changing economy?**

**How can the city provide the best and most efficient services to our residents and businesses?**

**How can the city improve the quality of life for all Shakopee residents?**

**What is our identity as a community and how do we embrace it as we grow?**

# EXECUTIVE SUMMARY

## HOW THIS PLAN WAS CREATED

Envision Shakopee was shaped by robust community engagement and technical analysis. A nine-month community process ran congruent with a twelve-month data and analysis process. At twelve months, the draft plan document was presented for a six-month refinement and community review process.

Consultant Team
The plan was developed by a consultant planning team lead by MKSK with the support of HR&A Advisors, Toole Design Group and in partnership with city leadership.

Shakopee City Council
Shakopee City Council provided guidance and direction throughout the planning process via periodic updates at council meetings and work sessions, and participation in community engagement events.

Technical Advisory Committee
A Technical Advisory Committee (TAC) composed of Shakopee staff members from multiple departments met via phone conference with the planning team during critical phases of the planning process. The TAC acted as a sounding board for the planning team, reviewing recommendations and community engagement materials.

### PROJECT TIMELINE



COMMUNITY UNDERSTANDING

JUNE – SEPT 2017



COMMUNITY VISIONING

SEPT – DEC 2017



FOCUS AREAS & IMPLEMENTATION

NOV 2017 – FEB 2018



PLAN DOCUMENTATION

FEB – JUNE 2018



PLAN REVIEW

JUNE 2018 – FEB 2019



PLAN APPROVAL & ADOPTION

MAR – JULY 2019

# COMMUNITY ENGAGEMENT

The Envision Shakopee planning process was designed to inspire all who live, work, play and learn in the City of Shakopee to take part in defining a clear vision for the future of the city. Community engagement efforts included small focus groups and interviews, online engagement, presentations, city presence at community events and festivals, city staff presentations at community groups and organization meetings, and three Envision Shakopee community workshops. Additionally, the planning team reviewed community input gathered through other community engagement and planning efforts by the city and Scott County and incorporated the findings into the plan.

In total, across Envision Shakopee outreach and data collected from aligned community engagement efforts, this community engagement process enabled more than 3,000 people to help shape the direction of the comprehensive plan for Shakopee.

Community feedback was organized by topic and strong themes emerged from the data. These themes were further tested in ongoing engagement. Through this work, the themes were refined into 10 Community Priorities, as discussed on the following page.

## 3,000+

RESIDENTS, LEADERS, EMPLOYEES AND VISITORS ENGAGED

### IN-PERSON ENGAGEMENT

- 140 FOCUS GROUP PARTICIPANTS
- 150 COMMUNITY WORKSHOP PARTICIPANTS
- 425 PARTICIPANTS AT COMMUNITY EVENTS
- 47 CITY STAFF SURVEYED
- 505 EMPLOYEE SURVEYS

### WEB ENGAGEMENT

- 2,500 WEBSITE SESSIONS
- 1,750 USERS
- 8,040 PAGE VIEWS
- 75 SURVEYS SUBMITTED

### OTHER INPUT

- 1,270 SCOTT COUNTY COMMUNITY ENGAGEMENT
- 700 NATIONAL CITIZENS SURVEY

# EXECUTIVE SUMMARY

## A PLAN FOR OUR COMMUNITY

### COMMUNITY PRIORITIES

The ten community priorities began as strong themes that emerged from community feedback early in the planning process. The themes were then tested in subsequent phases of engagement, and refined with additional feedback into clear priorities.

The community priorities served as high level guides for the tone and breadth of the plan. They directly influenced the plan's structure, the big ideas for Shakopee's future, to follow, and the goals & strategies found in each section of the plan.

### THE PLAN MUST REFLECT OUR VALUES & BE USED AS A STRATEGIC GUIDE




Shakopee residents have been excited about this new approach to planning for the city's future but are also concerned that the city will deviate from the plan. It is critical that planning and public investments be strategic, connected to a long-term plan and in-line with the community's values.

### COMMUNICATION EFFORTS NEED TO CONTINUE TO EVOLVE



People want more information from city government, especially on the city's website. For example, more details about proposed development projects and better information about events and festivals. There is a desire for improved communication and collaboration between the city, its neighboring jurisdictions and other government agencies.

### AVAILABILITY OF QUALITY HOUSING OPTIONS IS A COMMUNITY NEED



A growing number of people feel housing prices are out of their reach or that the available housing does not meet their needs. For example, seniors need one-level living while many families with kids need reasonably priced units with more bedrooms.

### COMMUNITY AESTHETICS ARE IMPORTANT



Many would like to see higher quality architecture and design standards to improve the overall aesthetics of the community. This includes everything from a need for better code enforcement to a desire to have fewer "cookie cutter" buildings.

## TRANSPORTATION OPTIONS ARE CRITICAL



People are dissatisfied by Highway 169 traffic and see a need for additional improvements for commuters. There is interest in improving roadway safety and other transportation options, including transit, biking and walking for commuting, exercise and other daily activities.

## ADDITIONAL PARK & TRAIL CONNECTIONS ARE NEEDED



The city is building a great trail system, but additional improvements, connections and wayfinding signage are needed. For example, a bike trail over Highway 169 near Southbridge is highly desired. The river is one of the city's biggest underutilized assets and people want access to it.

## A SENSE OF COMMUNITY & BELONGING IS IMPORTANT




People like being around their neighbors and want more opportunities to gather, celebrate and meet. This includes a call to stitch together seemingly disconnected neighborhoods, such as Southbridge. There is also an ardent desire to maintain Shakopee's unique identity and small-town character.

## RESIDENTS DESIRE DOWNTOWN REVITALIZATION



Downtown Shakopee has historic and unique characteristics that can be leveraged to encourage public and private improvements. A strong mix of independent, unique and high-quality retail and restaurants are desired.

## WE MUST MAINTAIN A STRONG & DIVERSE ECONOMY



Shakopee has experienced considerable jobs growth in recent years, but most residents work outside of the city and most employees commute from elsewhere. The plan should support an appropriate jobs/housing balance and a diverse employment base.

## WE MUST ENSURE LONG-TERM FISCAL STABILITY



As Shakopee considers its opportunities for investment, growth and improvements, people want to know that city leaders are strategically considering short-term and long-term financial impacts. Acting as stewards of the public's resources, the city should balance the needs of current and future generations while maintaining the overall fiscal health of the city.

# EXECUTIVE SUMMARY

## HOW THE PLAN WILL BE USED

The Envision Shakopee 2040 Comprehensive Plan serves as a guidebook for the city's vision and blueprint for the next 20 years. The plan will be consulted by the City Council, boards and commissions, city staff and other government entities as they assess the character, location and extent of public investments and private development proposals. Envision Shakopee will ensure that decisions are being made to guide growth and development in Shakopee that adhere to a shared vision authentic to our community.

The plan is a high-level and flexible document—allowing decision-makers to respond to new trends or unforeseen opportunities with shifts in strategy or priority, while setting a direction to guide these decisions to be consistent with the vision and principles of the plan.



# STRUCTURE OF THE PLAN

## FIVE SECTIONS OF RECOMMENDATIONS

While the Introduction and Community Overview provide the background and context for Envision Shakopee, the following five sections, numbered I – V, provide the foundation for the implementing the community's vision.

Each section (I – V) contains one to three chapters. The chapters discuss existing conditions, outline issues and opportunities, and set Goals & Strategies for implementation. The community priorities are reflected throughout the Goals & Strategies of each chapter.

Following the sections I – V is the Implementation & Action Plan. Found there is a matrix containing all goals and strategies from the plan's sections, listed in order and identified as short-, medium-, or long-term items for implementation.

Embedded across the sections and chapters of Envision Shakopee are twelve "Big Ideas" for Shakopee's future. These big ideas cross multiple topics—reflecting the interconnectedness of all plan elements—and are an accumulation of community priorities, planning analysis, and goals for Shakopee.

## ENVISION SHAKOPEE AT A GLANCE

| | |
|---|---|
| **INTRODUCTION** | » Planning process<br>» Plan structure<br>» Community Priorities<br>» Big Ideas for Shakopee's Future |
| **COMMUNITY OVERVIEW** | » Planning context: Shakopee's past, present and future |
| **I THE ECONOMIC ENVIRONMENT** | » Economic Competitiveness |
| **II THE COMMUNITY ENVIRONMENT** | » Housing<br>» Quality of Life<br>» Neighborhoods & Sense of Place |
| **III THE BUILT ENVIRONMENT** | » Land Use, Development & Community Design<br>» Transportation<br>» Infrastructure |
| **IV THE NATURAL ENVIRONMENT** | » Parks, Trails & Open Space<br>» Natural Resources<br>» Resilience |
| **V GOVERNANCE** | » City Administration<br>» Communications<br>» Finance |
| **IMPLEMENTATION & ACTION PLAN** | » Matrix of Goals and Strategies from all sections (I – V) with Action Plan |

# EXECUTIVE SUMMARY

## BIG IDEAS FOR THE FUTURE OF SHAKOPEE

All elements of Envision Shakopee are interconnected. These Big Ideas are an outgrowth of community priorities and planning analysis—outlining a vision for Shakopee. They are embedded across the Goals & Strategies of the plan.



### 1 CREATE A FRESH IMPRESSION

As a regional entertainment destination and employment center, first impressions can set the stage for repeat visits and sustained business attraction, while also reinforcing community pride for residents. Shakopee should work with Scott County to beautify Highway 101 as a signature gateway to the community. A coordinated design strategy for landscaping and signage at other gateways and entry points to Shakopee should be pursued.



### 2 REDISCOVER THE RIVER

Shakopee has an incredible asset in the Minnesota River. Opportunities to enhance access to it, both visually and physically should be pursued along the river's course through the city. This includes improving trail connections and views to the waters edge, supporting quality riverfront development in Downtown, and preserving land for new parks with river frontage, especially in environmentally sensitive or flood-prone areas.



## 3 ENHANCE ECONOMIC CLUSTERS

Modern competitive workplaces offer a variety of amenities that attract and retain businesses and employees alike. The addition of Quarry Lake Park and trail access in the Valley Green Business park is a desirable model for employment centers in Shakopee. Opportunities to enhance these centers with open spaces, walking paths, and dining options should be pursued to ensure the viability of Shakopee's employment centers.



## 4 DIVERSIFY HOUSING OPTIONS

As Shakopee continues to grow, there will be an increasing need to provide a broader diversity of housing options, both to serve existing residents with changing needs and to attract new employees to contribute to Shakopee's economy. High quality, well-designed multi-family and attached housing types should be supported in various locations throughout Shakopee, especially in close proximity to employment centers and transit.

# EXECUTIVE SUMMARY

## BIG IDEAS FOR THE FUTURE OF SHAKOPEE



### 5 REVITALIZE FIRST AVENUE

First Avenue is the gateway to Downtown and an important linkage to the Valley Green Business park. Aging commercial sites are underutilized assets that can be redeveloped with a mixture of uses, filling the gaps in the city's housing, office, and retail/dining offerings, while improving the appearance and walkability of this important corridor.



### 6 KNIT THE COMMUNITY TOGETHER

Shakopee is a growing city with an historic downtown as well as multiple neighborhood and retail centers. Strategic improvements to key roadway corridors, through a combination of private redevelopment efforts and public street design will enhance proximity and connectivity for residents and employees, providing options to access shopping, dining and retail services by multiple modes of travel.



# 7 CONNECT PEOPLE TO NATURE

Shakopee has rich natural environment, including the Minnesota River, wetlands, woods, and prairie landscapes. Yet many of these features are disconnected and difficult for people to access. A robust trail system with consistent signage and wayfinding should safely and conveniently connect Shakopee's residents to nature, both within existing parks and greenways, and to future additions to the preserved landscape.



# 8 FOSTER CIVIC LIFE IN CIVIC SPACES

Shakopee is a diverse city with a wide variety of neighborhoods. The popularity of public events like Rhythm on the Rails and performances in Huber Park are evidence of the community's desire to gather together and spend time with residents from across the city. Opportunities to create more public spaces and events throughout Shakopee will broaden these connections and reinforce the quality of day-to-day life for Shakopee's citizens.

# EXECUTIVE SUMMARY

## BIG IDEAS FOR THE FUTURE OF SHAKOPEE




### 9 POSITION FOR THE NEW ECONOMY

Shakopee has a strong economic base in the manufacturing sector. As the nature of industry evolves and modernizes, the city must continually position itself to leverage its assets for business attraction and retention. Shakopee should market its existing industrial base as part of an advanced economy corridor, foster connections between Valley Green and Downtown, and promote the West End for the next generation of advanced manufacturing.



### 10 SPARK THE START-UP CULTURE

As a center of industry and commerce, Shakopee can encourage business development and entrepreneurial activity by supporting the start-up business culture. Co-working and maker spaces, a business incubation facility, and the potential to partner with a technical or community college are all initiatives the city can explore to expand its economic diversity and opportunities for residents and employees.



# 11 SUPPORT REGIONAL TRANSPORTATION

Most Shakopee residents work elsewhere in the region, while most employees in the city commute into Shakopee. Highway congestion has become a daily frustration, affecting residents' quality of life, and affecting the city's desirability as an employment location. Shakopee should advocate for the extension of Bus Rapid Transit into the city, support regional highway improvements and encourage transit-oriented development.



# 12 CELEBRATE BIG FUN!

Shakopee is home to phenomenal entertainment assets that draw millions of visitors to the city on an annual basis. The city should continue to leverage these assets for continued investment and economic development by supporting programming partnerships and physical connections between public and private recreation and entertainment venues - enhancing Shakopee's cachet as *the* place to visit in the Land of Big Fun.

# EXECUTIVE SUMMARY

## A VISION FOR THE HIGHWAY 101 GATEWAY

Hwy-101 is has been a traditional gateway to Shakopee and its regional entertainment destinations and major employment centers. The highway offers a first impression of the community for visitors and is a daily sight for commuters.  First impressions can set the stage for repeat visits and sustained business attraction, while also reinforcing community pride for residents.

Envision Shakopee recommends the city work with Scott County to beautify Hwy-101 as a signature gateway to the community. Native tree and grass plantings could return the corridor to the area's natural landscape while providing a scenic view, changing with the seasons. The addition of landscaping will screen industrial development and provide an aesthetically pleasing gateway for both drivers on 101 as well as cyclists on the Minnesota Valley State Trail. This coordinated design strategy for landscaping and signage could be applied at other gateways and entry points to Shakopee and should also be pursued.

**EXISTING**





## VISIONS FOR SHAKOPEE

Envision Shakopee is enhanced with renderings of potential scenarios for how the plan's goals may address issues in specific places. These possible solutions act as inspirational visions for how implementing the goals and strategies of the plan may be reflected in the built environment. These are possible visions, but will require more focused planning efforts to implement based on the community's priorities and available resources. in the future




# BIG IDEA

CREATE A FRESH IMPRESSION

# EXECUTIVE SUMMARY

## A VISION FOR FIRST AVENUE

A corridor in transition, First Avenue is still the gateway to Downtown Shakopee. Part of the original town plat for Shakopee, small gridded street blocks lend First Avenue fantastic neighborhood fabric. Proximity to downtown and the riverfront provide momentum and opportunities to revitalize First Avenue. Aging commercial sites are underutilized assets that can be redeveloped with a mixture of uses, filling the gaps in the city's housing, office, and retail/dining offerings, while improving the appearance and walkability of this important corridor.

Note: the visual to the right is meant as only an artist's rendition of what the First Avenue corridor could look like in the future.

**EXISTING**



**Updated Photo to be placed here**

# EXECUTIVE SUMMARY

## A VISION FOR THE RIVERFRONT

The Minnesota River played a significant role in the foundation of Shakopee and is one of the city's most valuable resources. Yet residents and visitors have little access to the scenic and recreational opportunities which the river provides. Envision Shakopee provides a vision for the downtown riverfront, building on the success of Huber Park by transforming the underutilized south bank along Levee Drive.

Visible from both the Holmes Street and Hwy 101 bridges, a riverfront transformation would complete a continuous public open space along with Huber Park and create a welcoming gateway and front door to both downtown and the city. While the Minnesota Valley State Trail and Holmes Street bridge and tunnel already provide fantastic pedestrian connectivity downtown, a terraced walkway could provide the final connection to the water's edge. This, in addition to, streetscaping along Levee Drive could provide a streel level transition of the public realm between existing and future residential development along the downtown riverfront.

**EXISTING**






BIG IDEAS
REDISCOVER THE RIVER
FOSTER CIVIC LIFE IN CIVIC SPACES

# EXECUTIVE SUMMARY

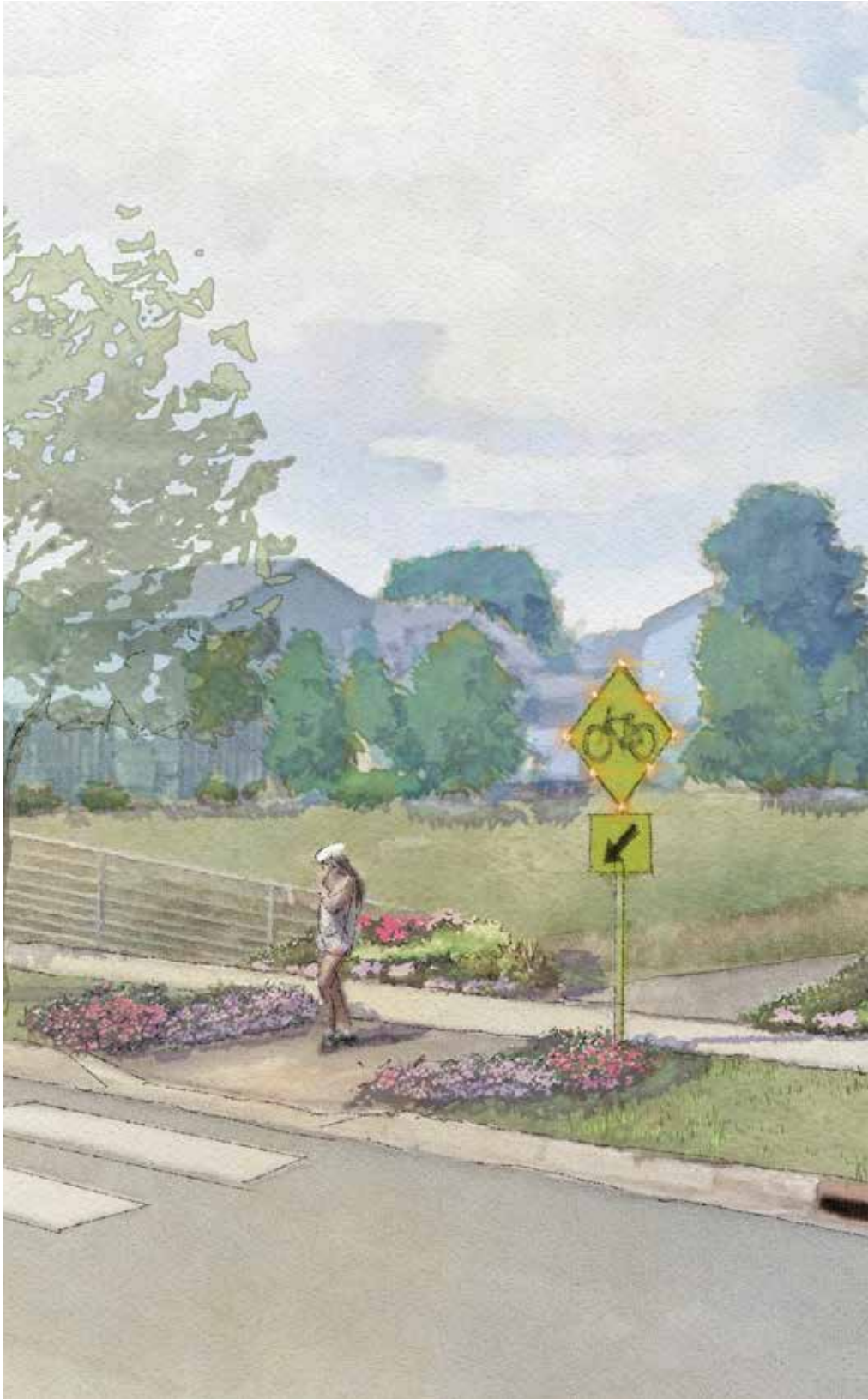
## A VISION FOR THE TRAIL NETWORK

Shakopee has more than 90 miles of multi-purpose trails which together create a pedestrian network connecting neighborhoods, parks, and destinations. The city has done an excellent job of using underutilized spaces to create trail corridors. The Scenic Heights to Tahpah Park Drainageway Trail is a prime example of this, as a 2.5-mile drainage easement which also connects both Shakopee East and West Junior High Schools, the Community Center, and four neighborhoods was used as a corridor to construct the trail.

While Envision Shakopee recommends many visionary and ambitious projects it is also meant to illustrate how relatively simple improvements can enhance community character and quality of life. Many residents use and love the trail network, but have identified a lack of simple trail amenities. Adding shade trees, benches, landscaping, improved crossings, and wayfinding signage throughout the trail system will make it more accessible and enjoyable to use. Such improvements can be made strategically and as resources allow.

**EXISTING**






BIG IDEAS
CONNECT PEOPLE TO NATURE
KNIT THE COMMUNITY TOGETHER

# EXECUTIVE SUMMARY

## A VISION FOR SAFER TRAVEL

Shakopee contains a network of streets and thoroughfares intended to connect people and places. However, some of these roadways are quite wide and have infrequent pedestrian crossings. Envision Shakopee recommends improving the safety, convenience and accessibility of pedestrian and non-motorized travel while balancing the needs to move automobile traffic. A wide variety of improvements could include new crosswalks and crossing signals, sidewalk connections, and roadside landscaping to help calm traffic and provide a more walkable environment. Though these techniques may be incorporated throughout Shakopee, they are especially warrented in school zones where Shakopee children frequently cross and interact with city streets. The improvement illustrated here is conceptual and intended to paint a picture of how the plan's goals for mobility could look. Such interventions will require detailed engineering studies to determine the most appropriate design solutions.  It is important to note that many thoroughfares, such as 17th Avenue (pictured here) are maintained by Scott County, and will require close collaboration between the city and county to identify preferred solutions.








# EXECUTIVE SUMMARY

## A VISION FOR THE WEST END

The West End has been the focus of recent planning in Shakopee with the orderly annexation agreement with Jackson Township. While construction is underway for the primarily single-family residential neighborhood east of the bluff, Envision Shakopee sets the stage to the west for a mixed-use employment center providing space for advanced manufacturing, office, and potential a satellite campus development. Additionally, closest to the bluff, higher-density residential development will provide housing options for existing and future Shakopee residents in proximity to workplaces. A system of trail greenways will provide access to the preserved bluff and provide mobility options for movement between activities at the foot and top of the bluff. Nearby retail and dining amenities could support residential and employment alike. Future development will accommodate the planned interchange improvement at Hwy-169 and Hwy-41. Signature architecture oriented toward the interchange and highway will provide a welcoming gateway and positive first impression for those arriving from the west.

**EXISTING**






BIG IDEAS
ENHANCE ECONOMIC CLUSTERS
EXPAND AND DIVERSIFY HOUSING

1

# EXECUTIVE SUMMARY

## A VISION FOR MARSCHALL ROAD

The Minnesota Department of Transportation along with Hennepin and Scott counties have initiated the Hwy-169 Mobility Study to explore the technical feasibility of establishing bus rapid transit (BRT) to connect Shakopee with I-394 MnPASS near St. Louis Park. The Marshall Road Transit Center is a logical terminus for the potential BRT. High capacity and frequent transit service to other destinations in the Twin Cities, service could support and facilitate denser, transit-oriented patterns of development in the immediate station area.

Envision Shakopee proposes a long-term vision for development around the Marshall Road Transit Center if such service is established. Currently, the station area is auto-oriented, typical of freeway adjacent suburban areas. However, surface parking lots could be retrofitted with a mix of residential, commercial, and retail amenities to create a more walkable and less auto-reliant center.

Note: the visual to the right is meant as only an artist's rendition of what the Marschall Transit Center area could look like in the future.



**Updated Photo to be placed here**

# EXECUTIVE SUMMARY

## REALIZING THE VISION

### IMPLEMENTING THE PLAN

Envision Shakopee provides a long-range vision for the community, while also serving as a guide for how the community can turn that vision into reality over time. The plan establishes high-level community priorities, a broad set of recommended goals, strategies and tactics to address those priorities, and some big ideas to inspire the community to action. Implementation of priority initiatives will require concentrated efforts among a variety of interested parties, from city government and elected officials, to private entities, community organizations, and other government agencies over the course of many years. This plan is a starting point.

Shakopee has experienced a great deal of change over the past few decades, which has brought challenges related to growth, concerns about the community's identity and what the future holds. This plan is designed to guide Shakopee toward harnessing change and guiding it to maximize opportunities for all of our citizens. With strategic investments and partnerships, thoughtful policy development, on-going community engagement and deliberate decision-making, Shakopee can position itself as a community of choice in the years to come.

## I GOALS FOR THE ECONOMIC ENVIRONMENT

### Economic Competitiveness

1. Retain and expand Shakopee's industrial base
2. Attract new industrial users
3. Support the diversity of Shakopee's business mix
4. Leverage downtown for economic development
5. Improve Shakopee's brand in the region as a fun, livable and business-friendly community
6. Remove barriers to economic development

## II GOALS FOR THE COMMUNITY ENVIRONMENT

### Housing

1. Expand and diversify housing types
2. Preserve and utilize existing assets for housing
3. Utilize greenfield sites for strategic growth

### Quality of Life

1. Adopt land use policies and practices that improve quality of life
2. Prioritize public health and safety

### Neighborhoods & Sense of Place

1. Celebrate Shakopee's history, culture and community identity
2. Build on Shakopee's unique assets
3. Foster a sense of neighborliness
4. Ensure neighborhoods are safe, healthy, welcoming and supportive places to live, work, learn and play

## III GOALS FOR THE BUILT ENVIRONMENT

### Land Use

1. Align land use and development mechanisms with Envision Shakopee goals
2. Emphasize community character in design
3. Grow strategically
4. Prioritize redevelopment opportunities
5. Target increased density in areas that are connected to amenities and transit
6. Promote infill development

### Transportation

1. Balance the needs of all transportation users
2. Elevate transportation partnerships
3. Develop city and neighborhood transportation plans
4. Develop a safety plan

### Infrastructure

1. Provide a high quality public water supply in a cost-effective, efficient and effective manner
2. Dependably and affordably convey sanitary sewage into the regional treatment system
3. Ensure the surface and groundwater management system protects city and natural resources cost effectively
4. Ensure utilities are meeting the needs of the city while minimizing adverse impacts

## IV GOALS FOR THE NATURAL ENVIRONMENT

### Parks, Trails & Open Space

1. Plan high-quality parks & facilities
2. Provide passive parks and open space
3. Support and strengthen trail systems
4. Embrace the riverfront
5. Enrich programming
6. Manage and govern as a community effort

### Natural Resources

1. Protect, preserve and enhance Shakopee's water resources
2. Protect and preserve Shakopee's open space and other natural resources
3. Encourage and require high-quality, environmentally-sensitive development
4. Strengthen beneficial connections between the natural world and built environment
5. Cultivate a culture of environmental awareness, stewardship and respect

### Resilience

1. Develop and encourage public and private renewable energy production systems
2. Promote and integrate resource-efficient systems into public and private facilities
3. Integrate sustainable design and management practices into public spaces
4. Develop community systems and policies for hazard prevention and mitigation
5. Encourage and support the development of a strong local food system

## V GOALS FOR GOVERNANCE

### City Administration

1. Align city organization and management to advance the goals of Envision Shakopee
2. Create a supportive workplace culture
3. Improve human resources
4. Support elected and appointed officials

### Communication

1. Provide efficient and effective internal communications as a government organization
2. Provide consistent and responsive external communications to the public
3. Provide authentic opportunities for community engagement

### Finance

1. Provide quality stewardship of the city's financial resources
2. Ensure financial transparency
3. Ensure long-term sustainability
4. Establish Systems for Ongoing Effectiveness & Efficiency in Facilities & Operations



# COMMUNITY OVERVIEW

# SHAKOPEE'S PAST

## UNIQUE HISTORY AND CULTURE

The City of Shakopee is rich in history. Once a trading post and then a small river town, the city is now a growing suburb to the Twin Cities metropolitan area. Located in the lower Minnesota River Valley, Shakopee has been home to Native Americans for thousands of years. Burial mounds located along the Minnesota River banks in Memorial Park and elsewhere date back approximately 2,000 years.

For hundreds of years the Dakota people inhabited the Minnesota River Valley, establishing villages from which they hunted game in the surrounding prairies and valley woodlands, fished the river and streams and cultivated rice on the lakes. Of these tribes in the river valley, Shakopee sources it's name from the Sakpe Tribe, whom lived in a village not far from the eventual European settlement.

At the time of the first European settlers, Dakota Indians inhabited the valley. Chief Ŝakpe I settled his tribe along the river banks in a time prior to the 1700s; his village was called Tiŋta-otoŋwe, "village of the prairie," and located east of Shakopee's present downtown. The first known contact between European settlers and the Native inhabitants occured in the 1640's and forever entwined the fate of the new settlers of the Minnesota River Valley with thier preexisting Native American neighbors.







# SHAKOPEE'S PAST

## GROWTH AND DEVELOPMENT OVER TIME

Steamboat travel along the Minnesota river provided access to the area in the early 1840s, and a trading post was established within a decade. In 1854, founder Thomas Holmes platted Shakopee City. The City of Shakopee was incorporated in 1857, having already been designated then as the Scott County seat.

Rail access in the 1860s brought growth and economic development through the remainder of the century. The town steadily grew in population through the 1950s, with residents concentrated around Shakopee's downtown business district. Development of the Valley Green Industrial Park in the 1960s brought physical expansion to the city with new jobs and residents. In the 1970s and '80s, development of an amusement park and horse-race track made Shakopee more of a regional destination.

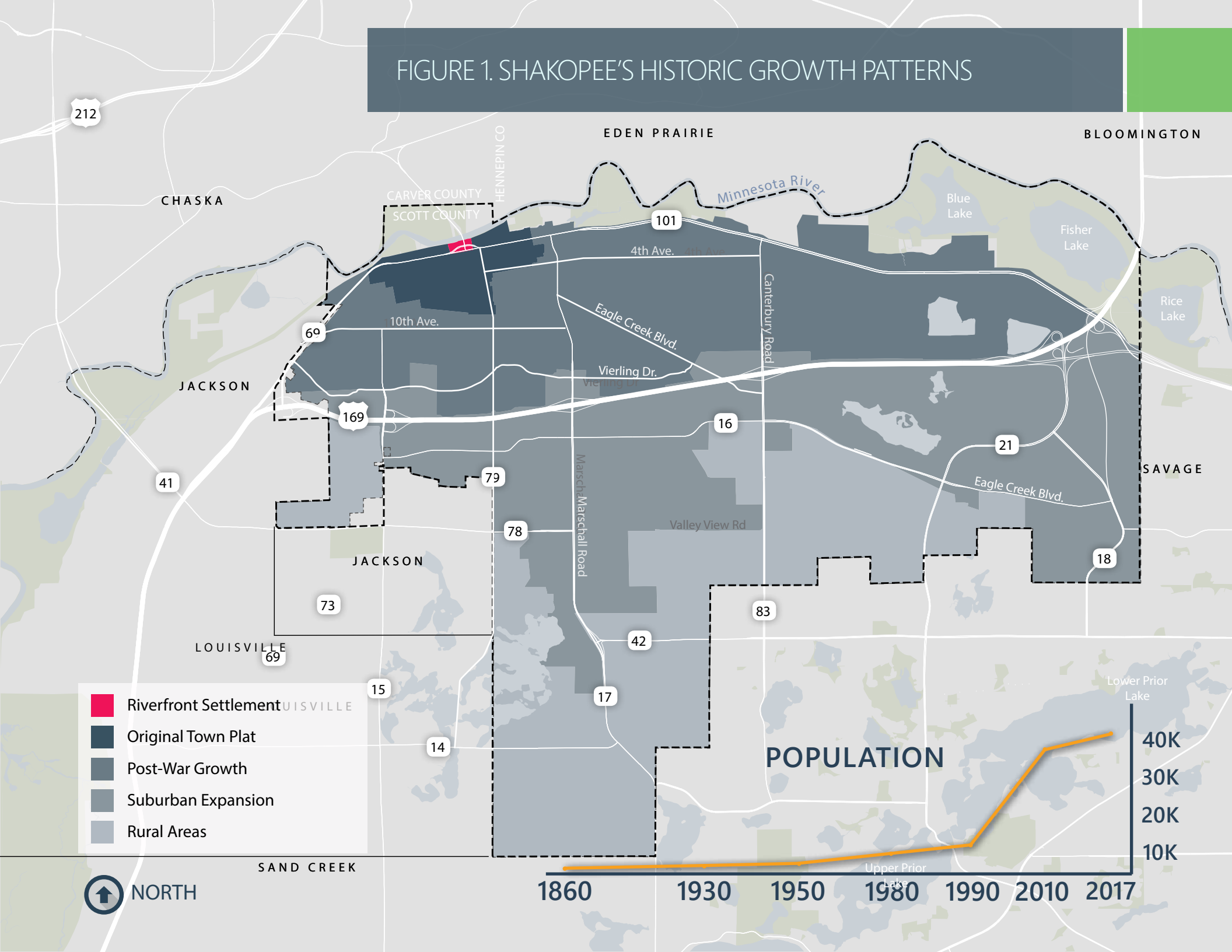
Since 1970, Shakopee has grown from a rural community of less than 8,000 people to a city of more than 40,000. Rapid population growth began in the mid-1990s with the increased regional access provided by the construction of the Bloomington Ferry Bridge across the Minnesota River and the US Highway 169 bypass which rerouted traffic away from Downtown Shakopee to, what was then, the south edge of the city. With a population of approximately 20,000 in the year 2000, Shakopee has doubled in population in just 15 years.

This rapid growth has brought extensive change to a community that has historically had a small town identity. The city now covers 30 square miles of northern Scott County and includes a wide variety of commercial centers, business and industrial developments, and residential neighborhoods.





# FIGURE 1. SHAKOPEE'S HISTORIC GROWTH PATTERNS

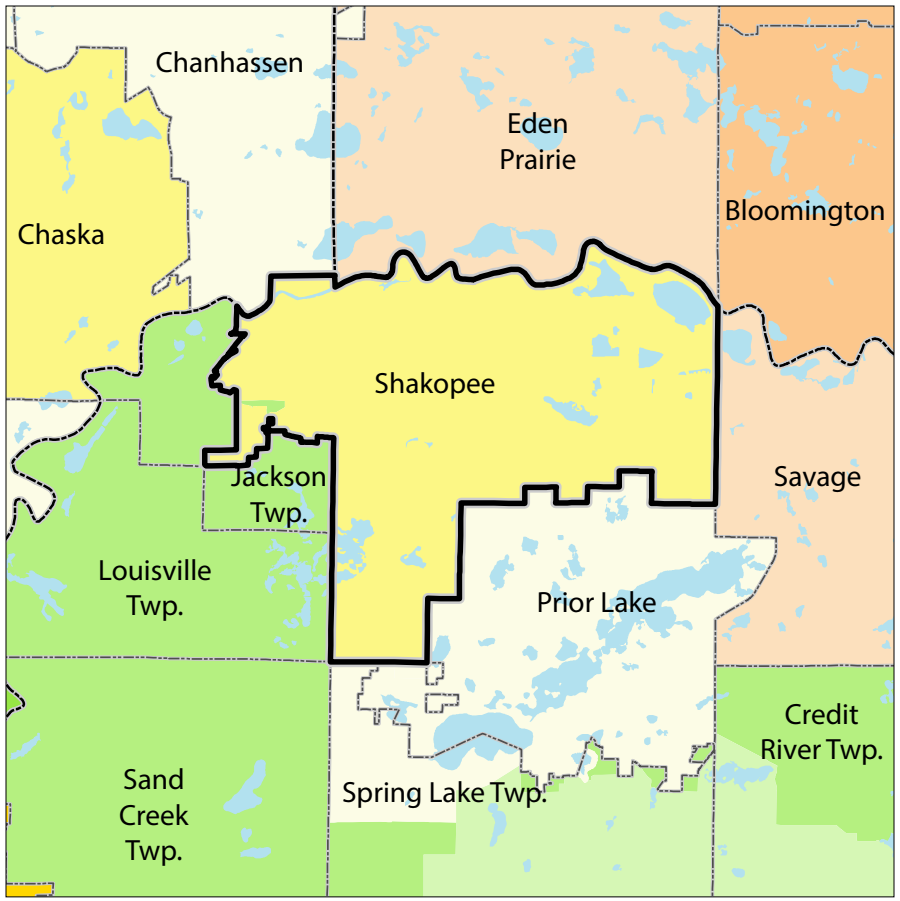


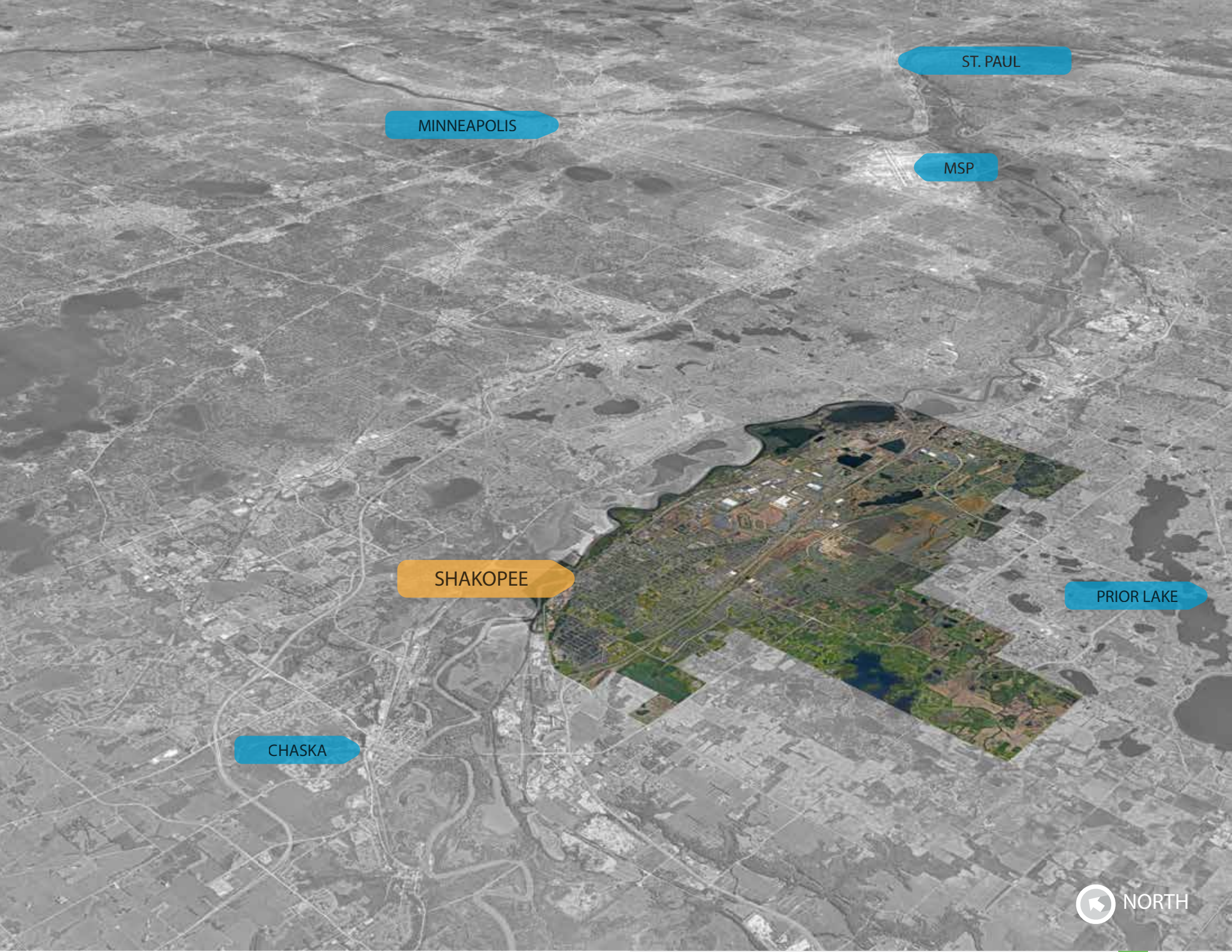
# SHAKOPEE TODAY

## POSITION IN THE REGION

Shakopee was once a small isolated town in the rural hinterland of the Twin Cities. As the government seat of Scott County, it has, since its founding, been a local center of commerce. Today, its modern economy has grown to become more intertwined with regional metropolitan growth. While the city has developed into a significant center of industry and economic activity over the past few decades, it also serves as an upper middle class bedroom community for many who work in Minneapolis, St. Paul or elsewhere in the region.

As suburbanization has expanded outward from Minneapolis and St.Paul into the surrounding 7-county area, Shakopee is no longer as physically separated as it once was. Shakopee is designated as a "Suburban Edge" by the Metropolitan Council, as outlined in "Thrive MSP 2040," the Twin Cities regional plan. This community designation describes a number of communities that have experienced significant residential growth since the 1990s and are dealing with a variety of challenges associated with change and urbanizing development. Other Suburban Edge communities in the region include Chaska, Blaine, Cottage Grove, Lakeville, Maple Grove, Plymouth, and Woodbury.




ST. PAUL
MINNEAPOLIS
MSP
SHAKOPEE
PRIOR LAKE
CHASKA
NORTH

# SHAKOPEE TODAY

## REGIONAL ASSETS

Shakopee holds a unique position in the region as an entertainment destination and is part of the RiverSouth "Land of Big Fun" partnership. The Valleyfair amusement park, Canterbury Park horse track, and the nearby Mystic Lake Casino and Renaissance Festival collectively draw over 10 million visitors to Shakopee and Scott County annually.

Shakopee is also located along the Minnesota Valley State Recreation Area and Trail system, a regional greenspace and recreational linkage that also connects with the The Landing - Minnesota River Heritage Park and Huber Park, the city's premier downtown and riverfront gathering space.

Shakopee has successfully harnessed regional growth trends by attracting high wage Twin Cities-employed residents and developing a large pool of industrial land.

The community is in a position to leverage these assets for continued economic growth and to enhance the quality of life for Shakopee's residents. Shakopee already is a significant regional destination - this plan envision's a future Shakopee that solidifies the city's identity as the premier place to visit, recreate and conduct business south of the Minnesota River.

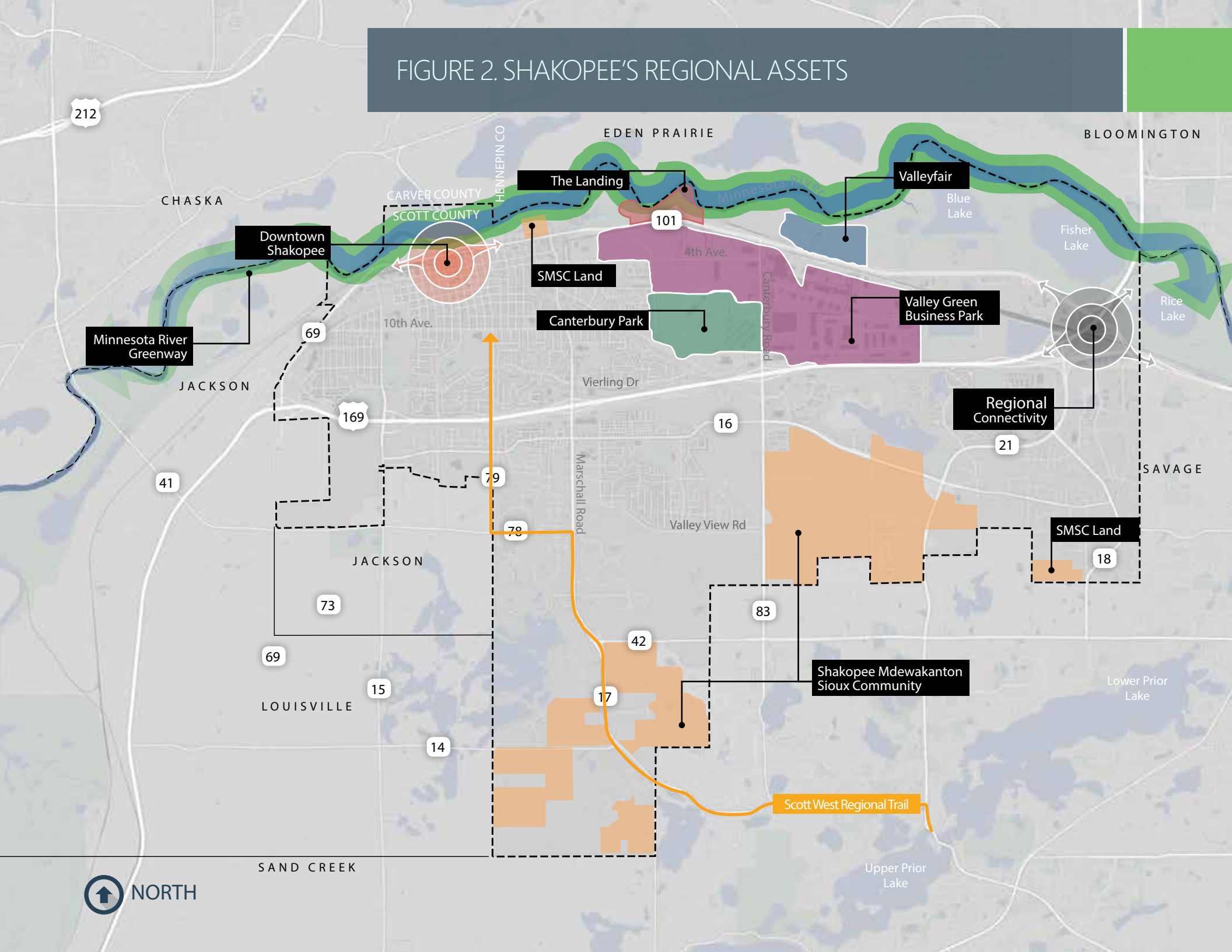









# FIGURE 2. SHAKOPEE'S REGIONAL ASSETS



# SHAKOPEE TODAY

## DEMOGRAPHICS

### HISTORIC GROWTH

Since 1970, Shakopee has grown from a rural community of less than 8,000 people to a city of more than 40,000. Population growth accelerated in the mid-1990s following increased regional access provided by the construction of the Bloomington Ferry Bridge across the Minnesota River and the US Highway 169 bypass.

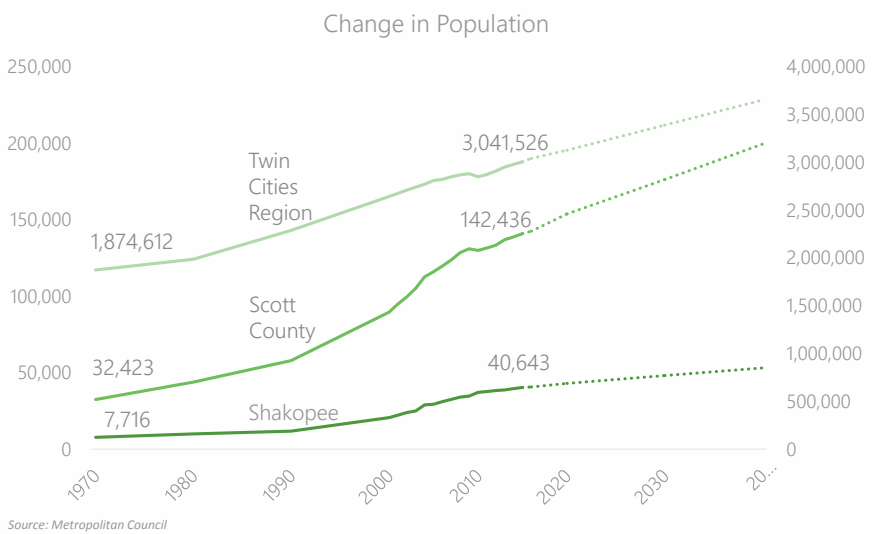



Figure 3

### EDUCATION ATTAINMENT

Educational attainment in Shakopee is similar to that in Scott County and the region. Shakopee residents are well-educated, with 66% of the population having attended college. Graduate and professional degrees are less common in Shakopee than the region as whole.

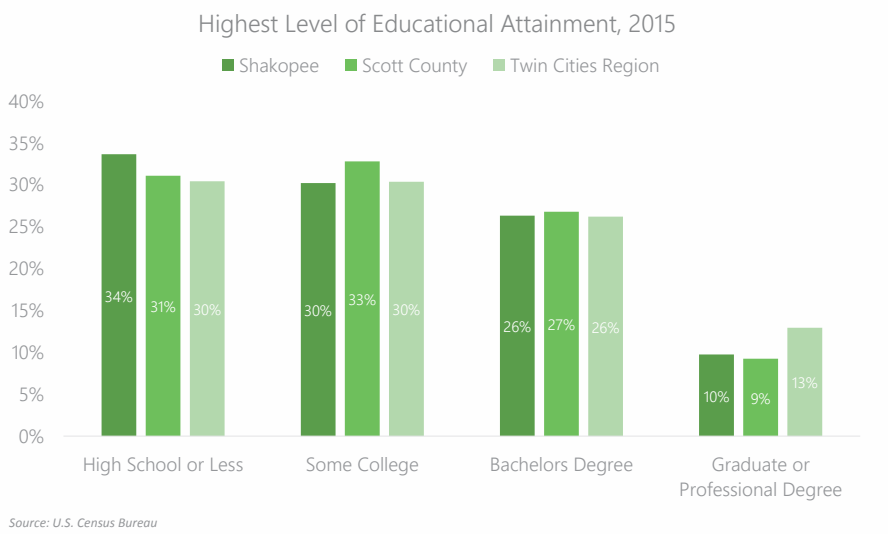



Figure 4

## CHANGING DEMOGRAPHIC TRENDS

While Shakopee is expected to continue growing, the population will look different than that of today. Shakopee has become a popular city for families to live, as evidenced by the high number of children in Shakopee and average household size of 2.83, higher than the regional average of 2.5. This trend, however, is changing. The youngest age group (below five years old) and young adults (25–34) did not grow between 2010 and 2015. In recent years and in contrast to the region, young families are not moving to Shakopee in the numbers seen in years past.

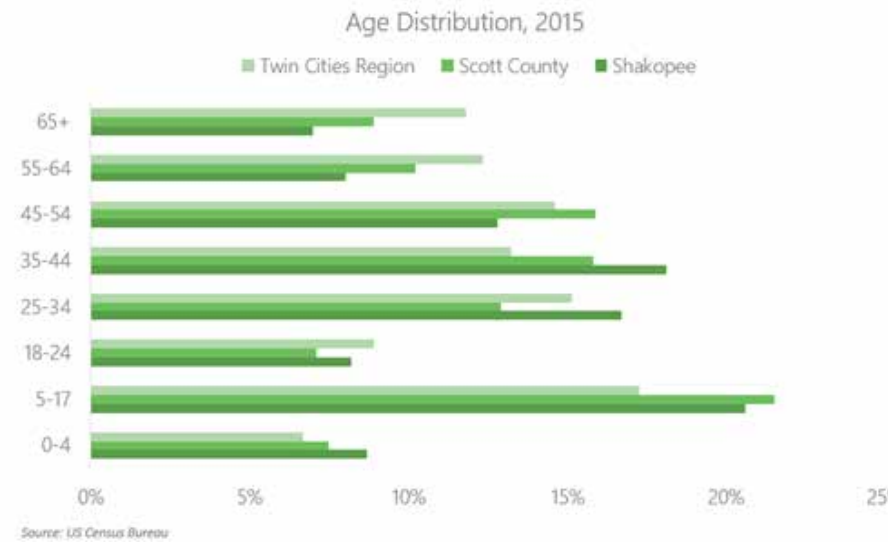



Figure 5

## COMMUNITY DIVERSITY

Since 1990, Shakopee has grown more diverse. Nonwhite residents, accounting for just 3% of residents in 1990, now account for nearly 30%, more than the region's 25%. Envision Shakopee strives for Shakopee's growth to accommodate residents of all ages, backgrounds, and races.

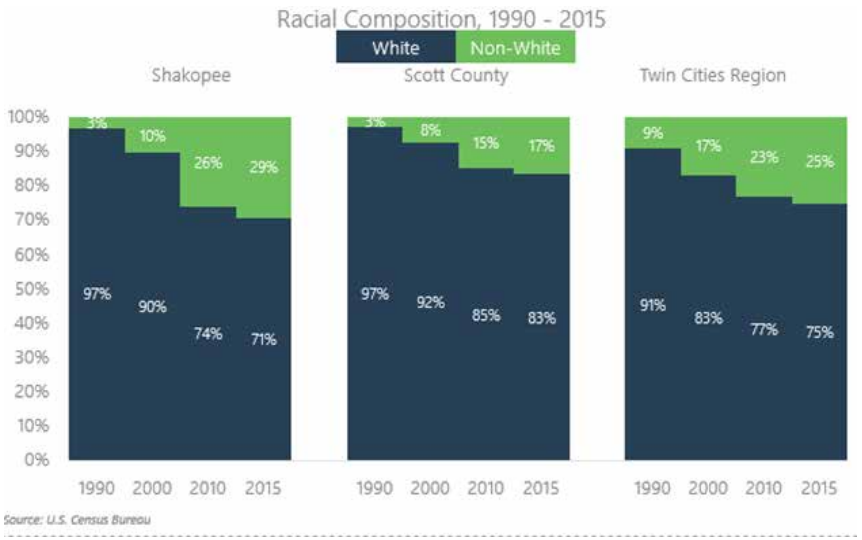



Figure 6

# SHAKOPEE'S FUTURE

## REGIONAL TRENDS

The Twin Cities region is projected to grow by more than 800,000 residents and 500,000 new jobs by 2040. Growth over the past decade has been rapid, but is expected to eventually stabilize at a slightly slower rate. The region is experiencing significant demographic shifts, reflecting larger nation-wide trends. The population is growing older as the Baby Boomer generation enters its retirement years and becoming more racially and ethnically diverse as both migrants and immigrants move to the region for job opportunities.

By 2040, one in every five residents of the Twin Cities region will be age 65 or older. This will have a significant impact on housing needs and preferences. Roughly one-third of the region's households will be people living alone, and many empty-nester households will desire to downsize. Many will choose to sell their homes and become renters or move to a condominium arrangement. At the same time, the number of family households in their peak home-buying years will decline.

The Millennial generation has become a dominant segment of the regional workforce and is now entering the home-buying stage of life, though many are waiting longer to purchase a home due to high levels of student debt. This generation is also delaying marriage, having fewer children and driving less than previous generations.

Both of these demographic groups are increasingly choosing where to live based on short commute times and walkable access to community amenities like retail, dining, parks and trails.

These trends will play out differently in different communities throughout the region, but can be expected to shape patterns of growth and development in Shakopee.







## PROJECTED 2040 GROWTH FORECASTS

Shakopee's population is projected to stabilize in the coming years as growth continues to be concentrated in the rest of Scott County and the Twin Cities region. Still, by 2040, Shakopee is projected to grow by as much as 22,000 additional residents in approximately 7,000 new households. Employment is projected to grow by as much as 13,000 new jobs. As Shakopee looks to the future, the decisions the community makes about land use, economic development initiatives, transportation projects, and housing policies will influence its rate of growth, future population, and economic conditions.

**FIGURE 7. MSP THRIVE PROJECTIONS**

| Forecast Year | Households | Population | Employment |
|---|---|---|---|
| 2010 | 12,722 | 36,946 | 18,831 |
| 2020 | 16,300 | 47,800 | 25,700 |
| 2030 | 19,400 | 55,900 | 29,100 |
| 2040 | 22,100 | 62,600 | 32,800 |
| 2010-40 Growth | 9,378 | 25,654 | 13,969 |












SECTION I

# THE ECONOMIC ENVIRONMENT

# INTRODUCTION

## PLAN ELEMENTS

A strong economy is the foundation of a thriving city. Access to jobs and commerce ensures the quality of life of residents, while a strong tax base ensures the city's ability to support the quality of life of the community overall. Therefore, the Economic Environment is the foundational section of Envision Shakopee, with goals and strategies that link to all other goals of the plan.

While Shakopee's economy is diverse, it has largely relied on industry. Today, many factors continue to strengthen Shakopee's industrial economy. Physical factors include its large industrial supply & redevelopment opportunities. Geographic factors include its relative availability of land and its location at a rare Minnesota River crossing. Further, the diversity of communities in the surrounding area provides a wide labor market for Shakopee's employers. At the edge of the larger region, Shakopee jobs have attracted residents from around Scott County and neighboring communities.

Success in attracting large industrial businesses and supporting the entertainment industry will continue to be a major component of Shakopee's economic performance. However, a tight regional labor market and limited areas for new industrial development limits the pursuit of a one-sided economic development approach. Ultimately, Shakopee will need to adopt a multi-faceted economic approach, supporting new and existing, small and large businesses in their continued success.

Shakopee has a strong mix of assets that with a coordinated strategy and key investments, the city can grow to ensure future competitiveness and vitality. To prepare Shakopee for tomorrow's economy, the city should adapt to attract higher-paying jobs and seek to align existing jobs with the housing stock to attract current residents to work locally.

**Envision Shakopee lays out a vision to foster economic growth in the city and positions Shakopee to remain economically competitive within the region. The Plan supports the creation and retention of quality jobs, with strategies to encourage business development and expansion in Shakopee that will advance opportunities for Shakopee residents and employees, and sustain the fiscal health and quality of life within the community.**



# ECONOMIC COMPETITIVENESS

Shakopee has bucked national economic trends and solidified itself as a regional leader in distribution, manufacturing, and entertainment. Industry in Shakopee remains competitive in the Twin Cities region through its combination of physical assets and its geographic location. However, industrial growth has not been followed by complementary housing, limiting the city's overall economic diversity. In the future, the city must balance current employers' labor and talent needs with housing options and availability, opportunities for new business attraction with economic diversification, and greenfield development with optimal utilization of its underdeveloped assets.

Shakopee's opportunity lies in leveraging its diverse economic strengths with targeted city initiatives to better meet the needs of residents, employers, and their employees now and in the future.

# OVERVIEW

This element of the plan provides a discussion of Shakopee's economic competitiveness in the present, past and future. A variety of issues and opportunities related to increasing Shakopee's economic competitiveness in the region are considered. These include:

- Lack of economic diversity exposing the city to market fluctuations from key industries.
- Mismatch between job growth and available housing, limiting expansion opportunities for existing firms and requiring long commutes by both residents and workers.
- Disinvestment in local assets resulting in a small and stagnant office real estate market.
- Strong industrial growth can be positioned to continue to grow and attract new firms.
- Available land and redevelopment sites can be used for expanded housing options to fill market demand by workers.
- Under-utilized assets like downtown could attract new office development and higher-paying jobs that match residents' skillsets.

# GOALS FOR ECONOMIC COMPETITIVENESS

1. Retain and Expand Shakopee's Industrial Base
2. Attract New Industrial Users
3. Support the Diversity of Shakopee's Business Mix
4. Leverage Downtown for Economic Development
5. Improve Shakopee's brand in the region as a fun, livable and business-friendly community
6. Remove barriers to economic development



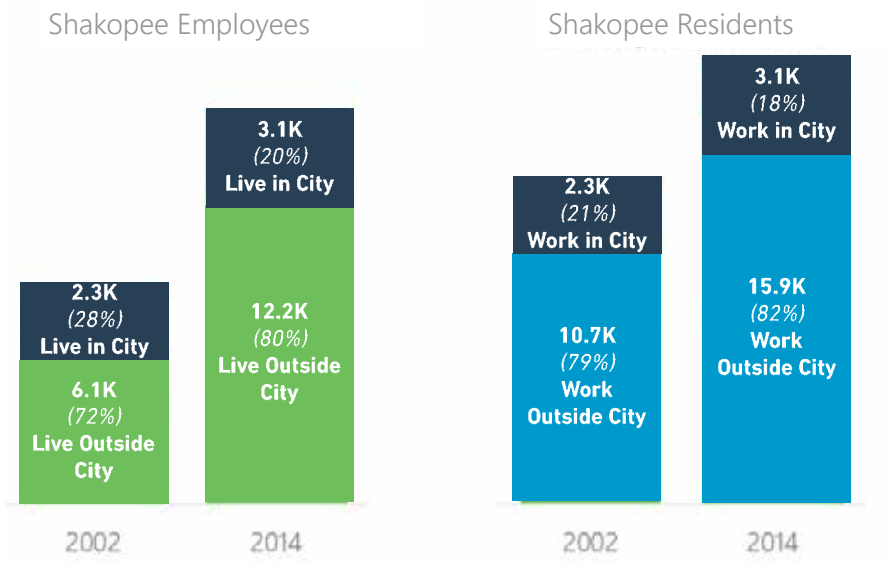
# EXISTING CONDITIONS

## RESIDENTS AND JOBS

Today Shakopee's employers, much like employers in cities throughout Minnesota, are facing a labor shortage, as regional labor constraints and a lack of housing options have pushed Shakopee employees farther from the city and their jobs. Only 22% of Shakopee workers live in the city, as many workers live in more affordable areas of the region including more rural areas of Scott and Dakota Counties. This imbalance hinders major employers' ability to expand; employers cited the lack of labor as the top issue facing their business in Shakopee when surveyed for this Plan.

Today, the vast majority of people who live in Shakopee commute outside the city for work (82% of Shakopee residents who work), commuting for jobs in tech, management, and healthcare. Nearly half of Shakopee residents commute to Hennepin County, with 25% commuting to other parts of Scott County. These top out-commuting occupations have relatively high wages compared to the jobs offered in Shakopee.

**FIGURE 1.1 - RESIDENT & EMPLOYEE COMMUTING CONDITIONS**

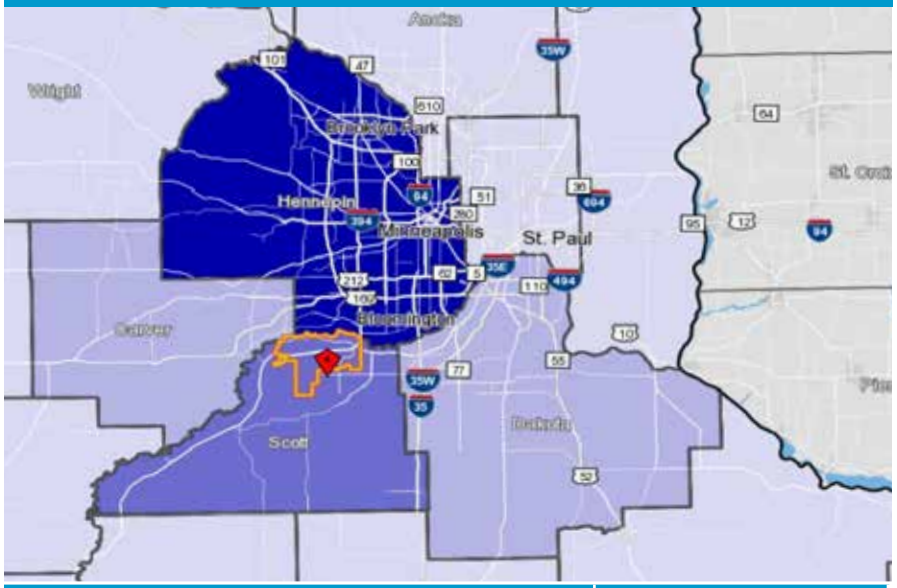


## FIGURE 1.2 - REGIONAL COMMUTING ORIGINS




| Top In-Commuting Origins | Net Commuters (2014) |
|---|---|
| Shakopee (no commute) | 22% |
| Rest of Scott County | 21% |
| Burnsville | 4.2% |
| Bloomington | 3.5% |
| Chaska | 3.1% |
| Minneapolis | 3% |

## FIGURE 1.3 - REGIONAL COMMUTING DESTINATIONS




| Top Out-Commuting Destinations | Net Commuters (2014) |
|---|---|
| Shakopee (no commute) | 17% |
| Bloomington | 8.8% |
| Eden Prairie | 8.5% |
| Minneapolis | 8.1% |
| Minnetonka | 3.9% |
| Prior Lake | 3.9% |

## JOB TYPES AND WAGES

Generally speaking, those who commute out of the city for work earn higher wages, while those who commute into Shakopee for work generally earn less. The occupations that employ the most in-commuters such as construction, transportation and lower-skill life and physical sciences earn on average $21,000 less than the most common out-commuting occupations like management, technology and healthcare.

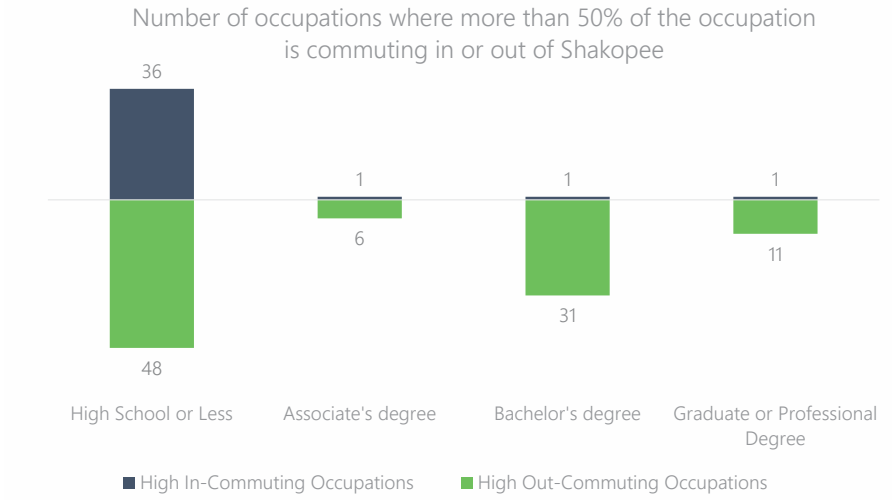
While many jobs outside Shakopee require a diverse set of qualifications, in-commuters do not require a high level of education for their jobs. Occupations that attract a higher proportion of in-commuters, including those in construction trades, the gaming industry and industrial manufacturing, do not necessarily require a high school diploma for employment. In contrast, out-commuters find opportunities outside Shakopee that match a range of educational requirements, from a high-school diploma to graduate education. The diversity of job opportunities that are not met locally is one reason why residents are less likely to work in Shakopee.

### FIGURE 1.4 - EARNINGS WITHIN & OUTSIDE SHAKOPEE



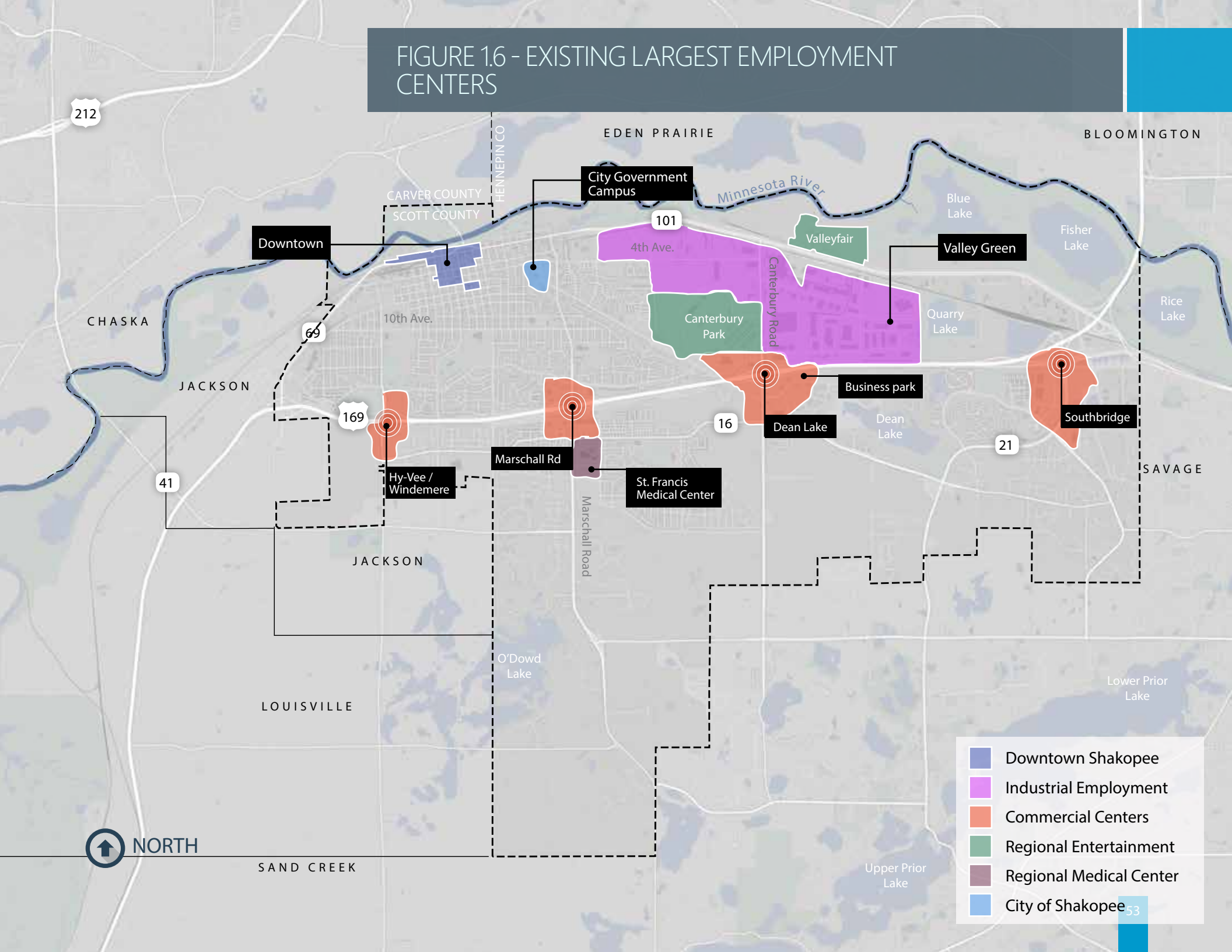

Source: EMSI

### FIGURE 1.5 - EDUCATION LEVEL OF COMMUTERS




Source: EMSI

# FIGURE 1.6 - EXISTING LARGEST EMPLOYMENT CENTERS



## SHAKOPEE INDUSTRIES

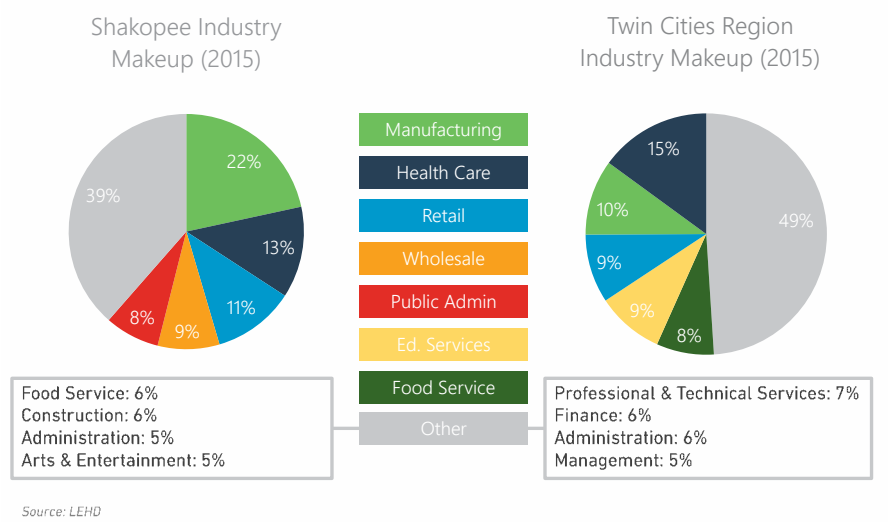
Shakopee's economy is concentrated in manufacturing, reflecting both an industrial legacy dating back to the 1980s, as well as recent success attracting high-tech manufacturers to modern industrial spaces. The city added 800 new manufacturing jobs from 2012–2015, the largest increase among all industries over this period.

A few industries dominate Shakopee's employment base. Just five sectors account for 63% of all jobs in Shakopee, compared to 51% in the regional economy. The high concentration of employment in few industries leaves Shakopee at risk for greater negative impacts during industry-specific downturns.

Manufacturing in Shakopee has seen rapid growth, while other industries have grown at similar rates as the Twin Cities region. This trend reflects increased reliance on a few industries for economic success. The 2008 Recession severely impacted smaller industries employing fewer than 1,000 people in Shakopee such as construction and entertainment. These industries have started to recover but have yet to reach their peak levels of employment seen in 2005. Accommodation and food service—generally low-wage jobs—have seen tremendous growth since 2000 and have better recovered from the downturn.

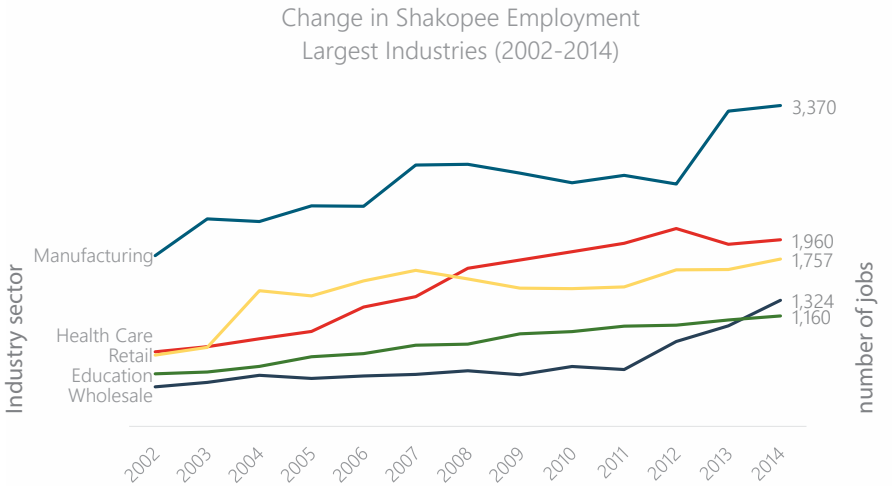
Entertainment is a large regional draw for Shakopee's economy; Valleyfair and Canterbury Park drive much of the city's regional brand. While these are large regional destinations that bring visitors to the city from across the state, they are not the largest year-round employment centers as many of these jobs are part-time or seasonal. However, their brand is closely tied to Shakopee's name-recognition throughout the state and should be leveraged as the city considers ways to support businesses in Downtown Shakopee.

### FIGURE 1.7 - EMPLOYMENT INDUSTRY MAKEUP COMPARISON




Source: LEHD

### FIGURE 1.8 - LARGE INDUSTRIES CHANGE IN EMPLOYMENT




Source: LEHD

## INDUSTRIAL REAL ESTATE

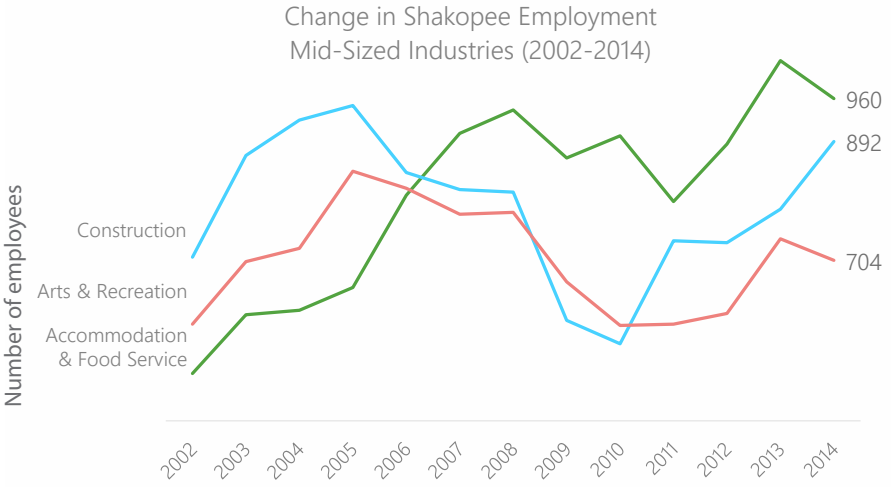
Shakopee's commercial real estate environment reflects the industrial composition of the city. The industrial real estate market continues to be strong while other commercial asset classes show little sign of growth. Smaller, aging light manufacturing facilities and warehouses account for 3.5M square feet or 46% of the total industrial real estate supply. New distribution centers now total 3.6M square feet in Shakopee, including large employment centers like Amazon's distribution facility that opened in 2016.

New industrial buildings and facilities have been built in recent years, and absorption (speed of businesses renting available space) of this space has been positive since 2013. After strong growth since 2010, rents have recently stabilized near the submarket average while Shakopee's industrial occupancy rates lead the region, further indicating strong demand.

Interviews with developers confirmed the strength of the industrial market, but they were unsure about where the next industrial focus would be. Specifically, local industrial space experts stated that there are few remaining industrial properties for development, and renovations of existing industrial stock are increasingly used to accommodate new growth. Built-to-suit construction that fits large industrial clients' needs has been the primary driver of development recently, and city and state support has been integral in attracting large firms to Shakopee.

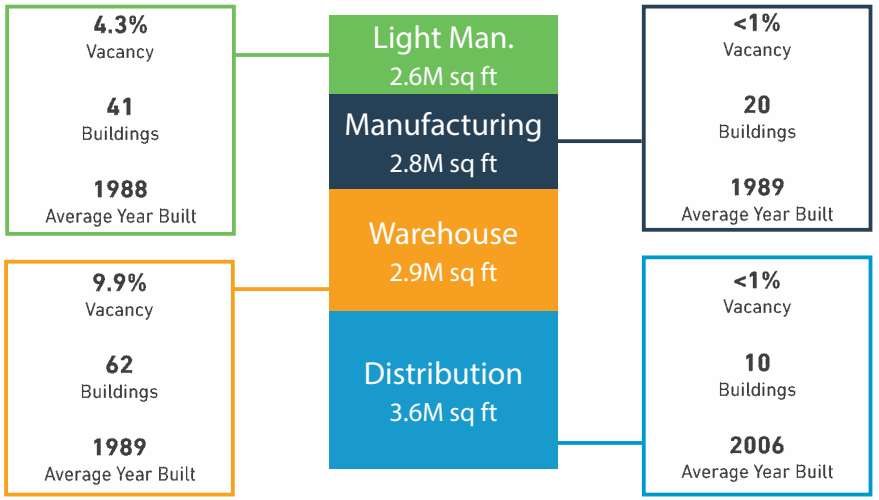
## OFFICE REAL ESTATE

### FIGURE 1.9 - MID-SIZED INDUSTRIES CHANGE IN EMPLOYMENT




Source: LEHD

### FIGURE 1.10 - COMMERCIAL REAL ESTATE INVENTORY




Source: CoStar, 2016

In contrast to the industrial market, Shakopee's office market is small. There is 303,000 square feet of Class B office space in 11 buildings. There is no Class A space. Office operations that are taking place in Shakopee are usually related to Shakopee's industrial businesses and are taking place within the same building, rather than in a designated office building. This is a type of "front of house operations" (see strategies for this section). Examples of this include Emerson Automation Solutions, Entrust Datacard, Shutterfly and Bayer CropScience.

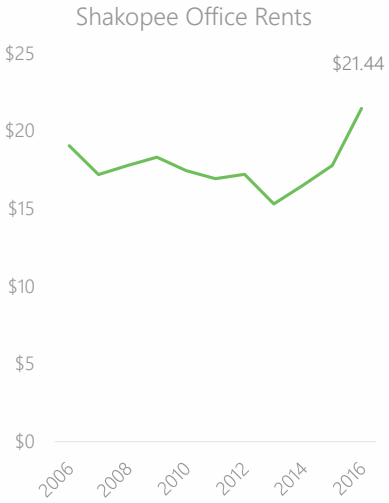
The city has seen modest office rent growth, which has kept pace with rents in the other Twin Cities' submarkets but remains lower than some cities in the Southwest market, such as Eden Prairie or Edina. These communities differ from Shakopee because they offer well-known regional brands, a history of executive residences and locations closer to the MSP airport and the Minneapolis and St. Paul downtowns.

Shakopee's office market's small size exposes the city to high market volatility. For example, QLogic's 2006 building was the only large new office space in Shakopee in the past decade. However, Shakopee's office vacancy soared to 10% when Qlogic downsized in 2017.

Low market activity in Shakopee's office market indicates the regional development community's lack of confidence in speculative office development in Shakopee. Interviews with developers indicated several barriers to office development in Shakopee, but also presented a path for Shakopee's job diversification. Specifically:

- Potential office tenants may be more likely to locate in Eden Prairie and other nearby communities that have a greater density of executive residents or proven office development.
- Low vacancy, averaging below 5% over the last decade, does not necessarily indicate demand for new space, as existing Shakopee office tenants are not likely consumers of new office space.
- Industrial tenants would prefer to co-locate office space within production facilities rather than in a separate office building.

## FIGURE 1.11 - OFFICE RENTS COMPARISON

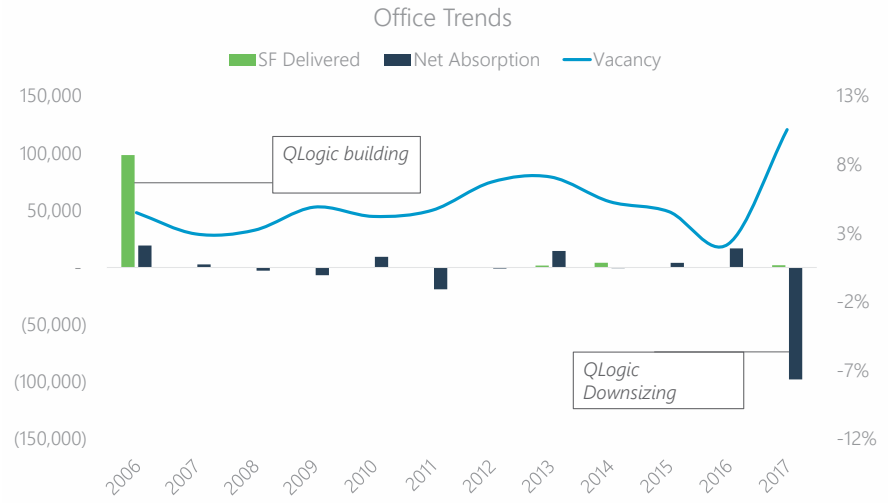



| Submarket | Vacancy | Asking Rent |
|---|---|---|
| **Shakopee** | **10%** | **$21** |
| Southwest | 12% | $28 |
| Northwest | 15% | $20 |
| Southeast | 15% | $23 |
| Northeast | 18% | $21 |
| Minneapolis CBD | 17% | $28 |
| St. Paul CBD | 11% | $21 |




Source: CoStar, Colliers

## FIGURE 1.12 - TRENDS IN OFFICE SPACE DEMAND




Source: CoStar,

# ISSUES & OPPORTUNITIES

Community priorities and existing market conditions drove the development of four goals for Economic Competitiveness in Shakopee:

Retain and Expand Shakopee's Industrial Base

» Shakopee's industrial development has been the foundation of its economic success in recent decades. Continued investment by existing businesses will be a vital part of the Shakopee economy in the future. Retaining existing firms by stabilizing the local market and expanding their activities to include a wider set of occupations will leverage what Shakopee already has in order to benefit both workers and residents.

Attract New Industrial Users

» Shakopee's industrial base has grown in recent years by the successful attraction of new industrial users. Maintaining and building on the city's success in attracting industrial businesses should be a priority, leveraging Shakopee's regional reputation as a center for industrial growth and expansion and harnessing national trends in advanced manufacturing growth.

Support the Diversity of Shakopee's Business Mix

» In light of Shakopee's manufacturing success, the City has the opportunity to further diversify its economy to lessen the impact of economic downturns, support high-paying employment opportunities for a variety of residents and newcomers, and bring vibrancy and vitality to underdeveloped areas. Despite limited office demand, the city can encourage targeted investments that will bring high-paying jobs and create a vibrant environment for residents and workers.

Leverage Downtown for Economic Development

» Shakopee's historic, river-adjacent Downtown is a unique asset in the region. Increasingly, employers are seeking to locate in amenity-rich locations as a way to attract and retain talent. The city should leverage its downtown and continue investing in Downtown Shakopee as a place for people to live and work.

## ISSUES

» Lack of economic diversity exposing the city to market fluctuations from key industries.

» Mismatch between job growth and available housing, limiting expansion opportunities for existing firms and requiring long commutes by both residents and workers.

## OPPORTUNITIES

» Strong industrial growth can be positioned to continue to grow and attract new firms.

» Available land and redevelopment sites can be used for expanded housing options to fill market demand by workers.

» Under-utilized assets like downtown could attract new office development and higher-paying jobs that match residents' skillsets.

# OPPORTUNITIES

## RETAIN AND EXPAND SHAKOPEE'S INDUSTRIAL BASE

Diversify the housing supply
The city should diversify its housing supply and increase the number of units available that are affordable to those who currently commute into the city. Specifically, the city should support the creation of multifamily housing, which will create housing options for Shakopee's workforce and its existing seniors, which in turn will free up existing and lower-cost single-family homes for young families. Multifamily housing options will also help Shakopee meet market demands or young professionals. See the housing chapter for more information.

Improve coordination between business and civic leadership
Clear communication between business leaders and municipal staff allows the city to effectively respond to existing employer needs. To improve coordination, Envision Shakopee recommends expanding the scope and impact of the existing Executive and Business Owners Roundtable. First, the city should formalize and empower this group with the addition of civic leaders from around the city and the city economic development staff. Monthly meetings should be used to discuss key issues facing the business community and the ways in which city policies and tactics can enrich the business environment. Roundtables like this are most successful when there are shared issues across companies and discussions focus on shared mutual success of the city and the businesses.

Embrace future market changes
The city should embrace future market changes, including automation. While the impact of automation remains unclear, Shakopee can brand itself as home to a new cluster for advanced and automated technology firms. By investing in perceived threats, Shakopee will be encouraging more innovation in existing firms and sending a signal to outside employers and talent that it will continue to be at the forefront of warehousing and distribution.



### RECOMMENDATIONS

- » Diversify the city's housing supply
- » Improve coordination between business and civic leadership
- » Embrace future market changes
- » Recruit front of house operations

Recruit front of house operations

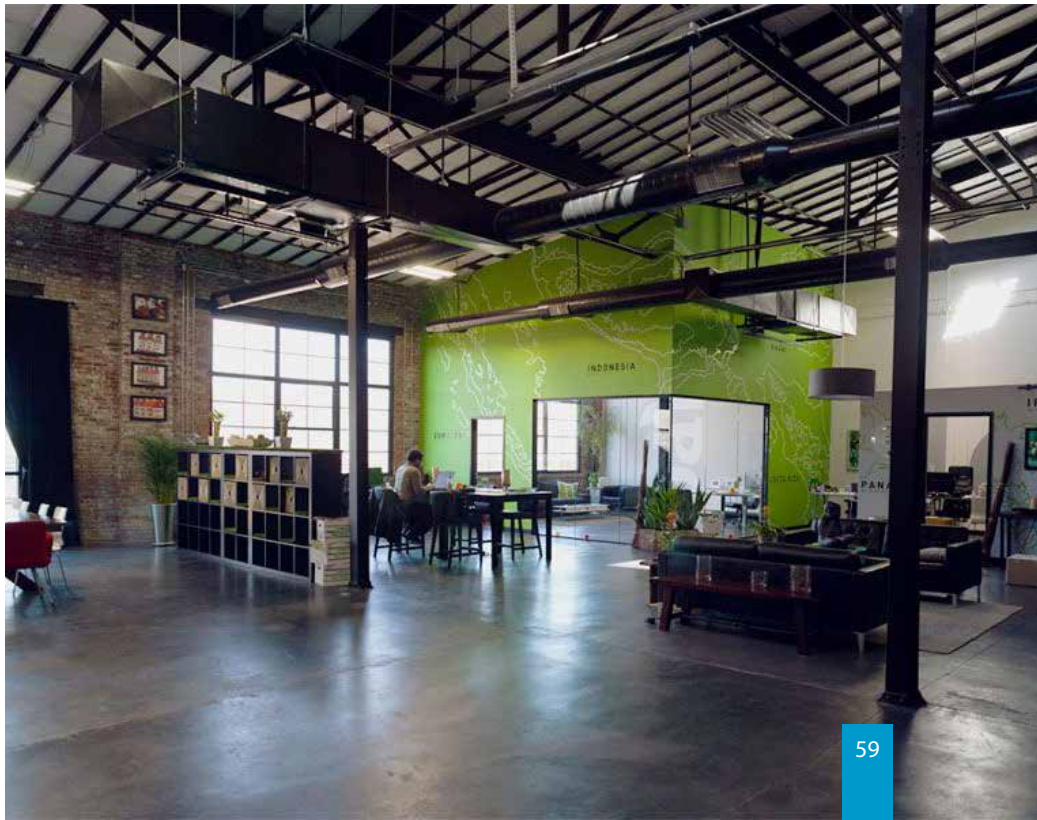
Leveraging Shakopee's industrial base, the city should actively recruit front-of-house operations for existing back-of-house industries. As mentioned in the Office Real Estate discussion; Emerson, Entrust Datacard, Shutterfly and Bayer CropScience all have front-of-house office operations located in the same facility as their back-of-house production.

"Front of house" refers to jobs such as office staff, management, business executives, customer service representatives, and/or retail space. "Back of house" refers to manufacturing, distribution, warehousing or other industrial jobs and facilities. Nationally, distribution and warehousing businesses often have front-of-house office workers or retail components in the same location. In the Twin Cities region, Shakopee could attract future front-of-house expansion as a way to diversify the kinds of jobs in Shakopee and test the potential for office growth in this market.

Front-of-house operations could be office space for expanded company departments, retail spaces, or more. Envision Shakopee recommends that the city target these businesses in the following ways:

- Market Shakopee as an expanding, well-connected, and amenity-rich city that offers both the space and access that front of house operations need along with the amenities its workers will want, such as restaurants and hotels for business travelers.
- Require a percentage of total employment to be high-paying jobs, such as those that are more likely in today's front of house operations, as a point of negotiation in future industrial expansion.
- Follow the land use and design recommendations set forth in the Built Environment section of this plan to ensure the employment environment meets the demands for amenities that office workers in this market desire.
- Ease regulatory barriers, such as building setbacks and height restrictions to allow the market more flexibility in adding additional office space to existing buildings.





## ATTRACT NEW INDUSTRIAL USERS

Support reuse of existing spaces and encourage redevelopment of brownfield sites

The city should support reuse of existing spaces and encourage redevelopment of brownfield sites to efficiently leverage existing assets and provide lower-cost space for office users seeking alternatives to other, higher-cost areas in the Twin Cities region. Today, Shakopee has medium- to high-quality commercial spaces that can cater to a variety of users with minimal rehabilitation costs, if positioned correctly. The city should support the marketing of these spaces and make available low-cost upfit capital to owners seeking to attract new tenants. Where new construction is required by firms, the city should seek to limit high-cost investments in infrastructure for new greenfield sites by encouraging redevelopment of brownfield sites near existing industrial centers. To do so, the city should leverage state DEED funds for brownfield redevelopment or other grants avialable from the state and ensure that existing zoning on industrial sites aligns with current market expectations for new industrial space.

Prepare a clear plan for industrial growth on new, greenfield sites and land annexation

The city should prepare a clear plan for industrial growth on new, greenfield sites and land annexation. In the future, Shakopee will continue to be an industrial center in the region. New firms, attracted to the same mix of geographic and physical assets that brought existing firms, will continue to be interested in Shakopee as a key location for logistics, distribution, and manufacturing. The city should develop a strategic plan for industrial growth on greenfield sites and future land annexation that can quickly and flexibly respond to new industrial opportunities that otherwise cannot be located in other areas of the city. Specifically, this plan should both articulate the types of opportunities the city will act on for greenfield development or annexation and secure sources of funding for needed incentives and infrastructure




## RECOMMENDATIONS

- » Support reuse of existing spaces and encourage redevelopment of brownfield sites
- » Prepare a clear plan for industrial growth on new, greenfield sites and land annexation
- » Establish an industrial extension or advanced manufacturing center

improvements so that the city can be ready to move quickly when the right opportunity arises. Principles for pursuing new development and land annexation may include:

- Jobs paying above Shakopee median wage.
- Firms using innovative technologies that require high-skill labor.
- Lack of existing and available redevelopment sites or existing buildings within Shakopee that would fit the firm in question's needs.
- Commitment to stay in Shakopee for a certain number of years.
- Commitment to hire a specified percentage of Shakopee residents.

Establish an industrial extension or advanced manufacturing center
The city should establish an industrial extension or advanced manufacturing center to support new and innovative businesses that want to locate near amenities. This center could be a one-stop center for all industrial activities in Shakopee, training the next generation of talent and attracting more firm investment to leverage labor expertise. Creating partnerships with educational institutions such as Minnesota State Colleges and Universities to facilitate, fund, and deliver these programs will be a key component of success. Educational institutions are instrumental in providing the direct training and advice needed for workers and business alike to best align with the needs of tomorrow's businesses and are often the key anchor for innovation corridors. One potential program model is the Manufacturing Extension Partnership (MEP) network, through the National Institute of Standards and Technology, which provides training, evaluations and insights into more efficient business processes to industrial and manufacturing businesses to support their growth and competitiveness. Cities like Toledo, Ohio and Albany, New York have integrated this strategy. Shakopee could leverage organizations like Enterprise Minnesota— the MEP network's state affiliate—to develop a satellite Manufacturing Extension in Shakopee.



Retail store in a Rogue Fitness manufacturing & distribution facility

## SUPPORT THE DIVERSITY OF SHAKOPEE'S BUSINESS MIX

Developing an Advanced Economy Corridor
To diversify and strengthen Shakopee's industrial economy, the City should develop an Advanced Economy Corridor – a designated economic development zone with the City of Shakopee, much like innovation districts seen in other regions of the country. Based on Shakopee's particular success with attracting manufacturing and distribution, such a Corridor would be a marketable regional brand, facilitating affordable space for innovative industrial technologies, and aligning workforce development with new business practices. Taking advantage of existing warehouse corridor near Downtown, the City can focus resources, branding, and programmatic support to engage and cultivate industries specialized in advanced manufacturing. By providing an avenue for training and specialized, affordable space, the City can create a convergent environment where the lines between innovation in the field and implementation of this technology blur and the next generation of Shakopee's industrial legacy is created.

Leveraging assets to attract innovative advanced manufacturing
An Advanced Economic Corridor can leverage the city's assets of its existing large employers and employment clusters (e.g. St. Francis, Emerson, Shutterfly, Amazon, Entrust Datacard, etc.) as a way for spinoff employers and industries to collocate in Shakopee. Such an environment can provide training facilities for existing companies as well touchdown space for important suppliers or strategic industry partners.

Planning and marketing the area
To support growing companies, the corridor could grow out of the cluster of warehouses and existing buildings near Downtown, providing low-cost space for emerging companies and the benefits of being adjacent to Downtown and riverfront amenities.

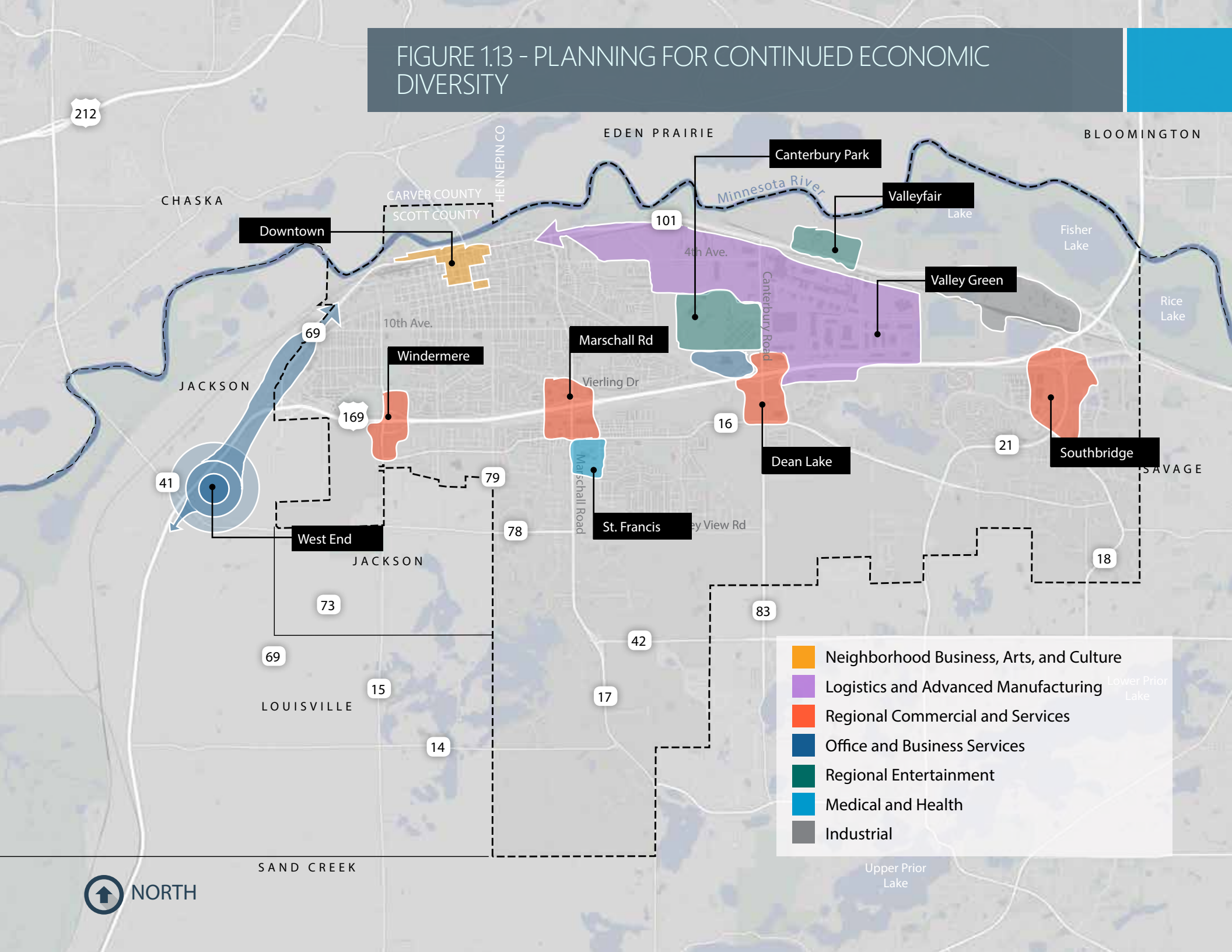
Once the city designates an area, it should develop site and business plans for the corridor. Components of these plans could include identifying and pursuing an industry, training, or academic anchor; a branding and marketing plan to advertise the area and its offering to prospective businesses and developers; and considerations for special incentives that support business recruitment and corridor activation. By designating this corridor, Shakopee will be marketing itself within the region as a place for advanced manufacturing innovation and an attractive, amenity-rich destination for employees.

Learning from similar efforts
While Shakopee's corridor should be authentic to the city's context and assets, the city can look to precedents in other Midwest cities where Advanced Economy Corridor concepts have been successful. Examples include I-69 Innovation Corridor in Indiana and the Uptown Innovation Corridor in Cincinnati, Ohio, which supports medical and research industries near Downtown Cincinnati.

### RECOMMENDATIONS

- » Develop an Advanced Economy Corridor
- » Encourage co-working or shared working spaces
- » Incentivize development by allowing dense office product, use of financial incentives, and the targeted disposition of city-owned land

# FIGURE 1.13 - PLANNING FOR CONTINUED ECONOMIC DIVERSITY



Co-working spaces

The city should encourage co-working or shared working spaces that can accommodate new or growing small businesses. These efforts can leverage the unique existing spaces in Shakopee as well as the adjacent industries and residential talent base. Shakopee's historic Downtown has a strong foundation on which to develop these flexible spaces and the city has local, highly-skilled residents, many of whom commute out of the city for work. Although Shakopee may not compete with Downtown Minneapolis for young talent, it does have a significant residential base of high-income earners. The city should leverage its appeal to these residents and seek ways for them to both live and work in Shakopee.

Today's entrepreneurs and small companies increasingly seek to limit long-term financial commitments typical of traditional office space and want to be located in interesting, collaborative spaces. Shakopee's aging industrial spaces are potential targets for redevelopment into accessible and affordable office product. Shakopee can compete on a price basis with its regional peers by providing space that is below regional market rates and offer flexible lease terms attractive to growing companies, while providing adjacency to its unique and historic downtown. In addition to providing new kinds of space in the city, coworking office space can be a first step towards growing and testing an office market, supporting local small business growth, improving long-term job growth trends, and demonstrating to the development community that there is interest in office in Shakopee.

The City can take an active lead in developing and curating co-working spaces. The size and strategy of the City's commitment to investing in co-working spaces varies with the size of the market and the resources available. The City can look to a number of precedents for implementing this, both within the state and nationally.



For example, Rochester's BioBusiness Center, which opened its 111,000 square feet facility in 2009 invested $700,000 of City economic development funds to help launch the Mayo Clinic Business Accelerator and the Advanced Product Incubator in partnership with the Mayo Clinic in 2013. Research Triangle Park Foundation  in North Carolina transformed an underutilized suburban office building into a dynamic mix of co-working and private office space. The initial co-working component of 5,000 square feet has been an unexpected success and is now a regional destination for entrepreneurs.

Incentivising office development

The city should further incentivize office development by allowing dense office product, use of financial incentives and the targeted disposition of city-owned land.

1. First, the city should ensure that increased density and commercial use is allowable through zoning in key areas to encourage a vibrant environment and align land use ordinances with market expectations.

2. Next, the city can consider financial incentives like Tax Increment Financing (TIF), Tax Abatement and discounted land to make otherwise infeasible but quality office projects with an active ground floor financially viable.

3. Finally, the city should maximize the impact of city-owned land by issuing RFPs that clearly articulate the city's vision and goals for the site, the market opportunities in the city and, if there is a financial gap, the process and funding mechanisms the city will undertake to support high-quality private development on its land.

Though this process may not result in an immediate return for the city, this process can act as a catalyst for other private investment, jump starting interest in a Shakopee office market and supporting long-term economic growth.



## LEVERAGE DOWNTOWN FOR ECONOMIC DEVELOPMENT

Leverage Downtown character, walkability and amenities
Because of their building character, walkability, and local shops, historic downtowns are increasingly sought after by employers as a way to attract talent. Shakopee's historic, river-connected Downtown is a rare asset in the Twin Cities that cannot be recreated through new development. Its historic building stock, locally-owned retail and restaurants, and recently renovated streetscape provide an amenity for residents and workers alike, making locating in Downtown Shakopee a unique investment in the region. The city should leverage this asset and the investments it has recently made to market Downtown Shakopee as a place for people to live and work.

Increase Downtown programming
The city should invest in targeted ways to grow activity and private interest in downtown. Specifically, the city should grow its downtown programming as a way to bring residents and workers to the area on a more regular basis. Through a partnership with Downtown Shakopee, increased programming could include events like food festivals, fun runs, "First Friday" informal art events or other events that connect outdoor activities at the riverfront to downtown.

Invest in facades and streetscapes
Finally, the city should continue to invest in the facades and streetscapes to maintain the quality and character of its downtown that will be appealing to private investment. The city should expand partnerships with Downtown Shakopee and facilitate its expansion of the existing relationship with Minnesota Main Street program to facilitate state-wide and national expertise.




## RECOMMENDATIONS

- Leverage Downtown character, walkability and amenities
- Increase Downtown programming
- Increase Downtown's attractiveness as a regional destination
- Invest in facades and streetscapes

Increase downtown's attractiveness as a regional destination
By connecting Shakopee's entertainment corridors—anchored by Canterbury Park and Valleyfair—with downtown, the City can leverage its position as a regional destination and bring visitors to downtown who will in turn spend money at local businesses.

These connections can be physical—bike trails, dedicated transit service, wayfinding signs or technologies, and targeted development between these areas, or they can be programmatic—shared events, entertainment initiatives sponsored by existing companies in downtown, and more.

More broadly, the City should market its downtown regionally to developers and employers as a key amenity that will be attractive to future residents and employees.




## CASE STUDY: THE PLACEMAKING ECONOMY

The Lanesboro Arts Campus is an economic and community development initiative transforming the entire small town of Lanesboro, Minnesota. Public-private partnerships and a well engaged community have helped to address important civic challenges such as parking, vacant downtown storefronts, historic preservation, and pedestrian safety.

The inititaive, which is comprised of buildings that house the arts, arts in public spaces, and pedestrian walkways, aims to infuse the arts into the social and municipal infrastructure of the community to attract people to the community. The project has also enabled the historic renovations to the Lanesboro Arts Gallery and the St. Mane Theatre, create an artist residency center, engage the community in a number of educational arts activities, and begin a community-wide conversation about the value of the arts.

# ECONOMIC GOALS & STRATEGIES



# 1 RETAIN AND EXPAND SHAKOPEE'S INDUSTRIAL BASE

## 1A Recruit front-of-house operations of existing back-of-house industries

» Develop a recruiting strategy targeted to large, individual employers

» Create a front-of-house marketing strategy

» Explore the potential front-of-house employment requirements in industrial expansion

## 1B Diversify the city's housing supply

» See Goals & Strategies for Housing on pages 94 to 96 of this document

## 1C Improve coordination between business and civic leadership

» Identify and recruit key partners in the city's business community

» Establish direct lines of communication between specified employees of the Chamber of Commerce, Visitors Bureau, First Stop Shop, Scott County Association for Leadership & Efficiency, and other existing industry and business groups

» Expand the Executive and Business Owners Roundtable into an empowered group with direct channels to policy makers

» Develop relationships with innovative, creative and community-centric real estate developers to foster a culture of high-quality development

## 1D Embrace future market changes

» Designate, market and develop an Advanced Economy Corridor.

» Target industrial recruitment and training in advanced manufacturing

» As the economy and retail market continue to adjust due to increased automation, internet sales and autonomous vehicles, remain flexible to changing market needs and expectations

» Regularly adjust the zoning code and zoning districts to permit new industries or uses as market realities dictate, but do so within reason and in a manner which reduces and mitigates negative impacts to the community

» Embrace new, expanded and/or evolved businesses which provide interest, entertainment, or unique experiences, such as breweries, local food, rooftop or outdoor dining, independent shops and restaurants



# 2 ATTRACT NEW INDUSTRIAL USERS

## 2A Establish an industrial extension or advanced manufacturing center

» Survey businesses to understand the in-demand services for which the extension or center should offer

» Coordinate and recruit educational institutions to deliver services

## 2B Support reuse of existing spaces and encourage redevelopment of underutilized, blighted and brownfield sites

» Study sites for reuse and redevelopment prioritization

» Identify sources of low-cost capital available for upfit and redevelopment

» Coordinate with landowners to support, upfit or redevelopment. Support clearance of land, outdated buildings and equipment, and the remediation of polluted soils and sources of water to spur redevelopment and grow the tax base

» Consider the use of public financial resources such as tax increment financing (TIF), tax abatement and/or low interest loans when projects meet community goals and when development is unlikely to occur without public support

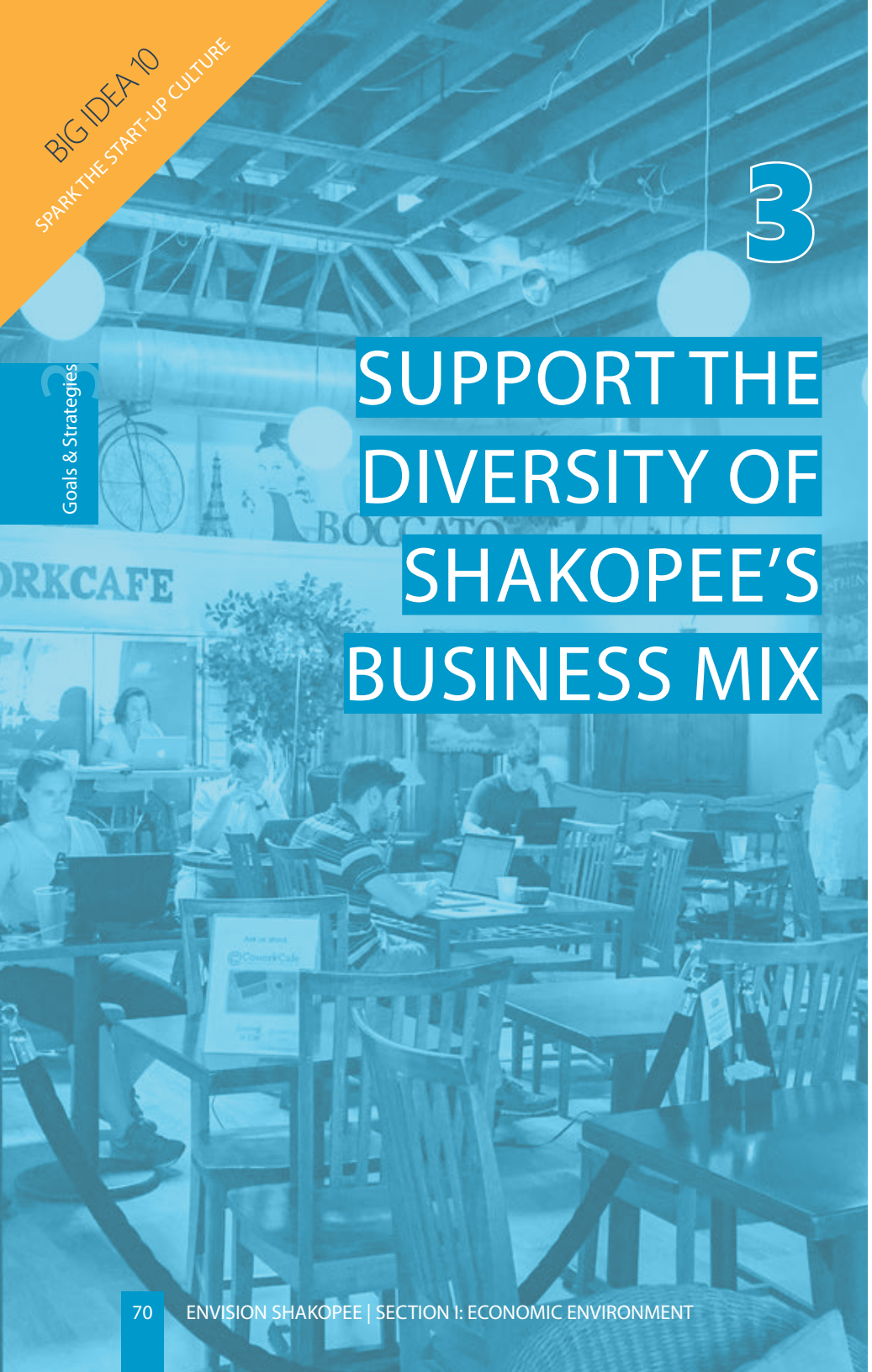
» Develop a Brownfield Redevelopment Program to identify, monitor, plan and promote the redevelopment of brownfield sites

## 2C Prepare a clear plan for industrial growth on new, greenfield sites and land annexation

» Establish a working group to develop an industrial growth plan

» Study market demand to identify regional trends and priorities in new industrial development

» Develop a strategic plan that prioritizes goals and policies for new industrial greenfield development





# 3 SUPPORT THE DIVERSITY OF SHAKOPEE'S BUSINESS MIX

## 3A Develop an advanced economy corridor

- Leverage assets to attract innovative, advanced manufacturing
- Plan and market the area
- Benchmark success

## 3B Encourage co-working or shared working spaces

- Study local market demand for co-working spaces from local entrepreneurs
- Identify potential regional development partners
- If a market exists, identify potential sites for this type of development

## 3C Incentivize office development

- Assess zoning for necessary changes
- Study financial feasibility and funding mechanisms required and available for mixed use development
- Take inventory of city-owned property for disposition prioritization and strategy



BIG IDEA 8
FOSTER CIVIC LIFE IN CIVIC SPACES

# 4 LEVERAGE DOWNTOWN FOR ECONOMIC DEVELOPMENT

## 4A Leverage Downtown character, walkability and amenities

» Develop and promote a recognizable downtown brand

» Coordinate business improvement efforts downtown with the Downtown Shakopee organization.

» Promote high-quality development Downtown that aligns with Downtown's character and improves its amenity mix.

## 4B Increase Downtown programming

» Determine new events that could bring new audiences and activity

» Partner with entertainment businesses for new programming

## 4C Increase Downtown's attractiveness as a regional destination

» Support Downtown Shakopee organization to grow and market Downtown and its leasable vacant spaces and land

## 4D Invest in facades and streetscapes

» As capital dollars are available, continue to invest in and maintain public spaces in Downtown as a tool for economic development

## 4E Strategically connect the improved success of Downtown to other areas of Shakopee

» Efforts cannot exclusively be aimed at Downtown and as such should be expanded to include the 1st Avenue/101 corridor, Marschall Rd, and neighborhoods around the periphery of the Downtown core

» Use consistent branding, streetscape and design efforts throughout the community that identify Shakopee's unique brand

» Support opportunities for businesses outside of Downtown to share in the programs, events, revitalization efforts and success of Downtown

# 5 IMPROVE SHAKOPEE'S BRAND IN THE REGION AS A FUN, LIVABLE AND BUSINESS-FRIENDLY COMMUNITY

## 5A Support community branding and marketing efforts

» Undergo a rebranding effort that builds off of the community's assets and promising future

» In partnership with the Shakopee Chamber of Commerce, Visitors and Convention Bureau and other business partners, review and refine practices for marketing the community, its assets, activities and destinations so that efforts are consistently building the community's brand identity throughout the region and improving the economic environment

» Build off of established RiverSouth brand and marketing efforts



# 6 REMOVE BARRIERS TO ECONOMIC DEVELOPMENT

## 6A Foster a culture of friendly, customer service-oriented economic development

» Assess, consider and implement changes that will improve the economic environment in Shakopee while maintaining the community's character and supporting community priorities

» Provide clear guidance to existing and prospective businesses on available resources, necessary approvals and other regulations in a manner that is easy to understand and easy to navigate

» Assess and address other barriers and obstacles to attracting development and business investments

## 6B Create a business supportive environment

» Review and update regulations concerning food outlets, such as grocery stores, small food stores, farmers markets, seasonal food stands, and food trucks to support growth in the types and number of food outlets

» Ease regulatory barriers, such as building setbacks and height restrictions to allow the market more flexibility in adding additional office space to existing buildings

» Conduct business retention and expansion efforts

» Improve housing, transportation and quality of life issues to meet modern market expectations

## 6C Support workforce development

» Explore public-private partnerships to provide workforce development opportunities

» Continue to maintain relationships with Shakopee businesses to understand their workforce needs



SECTION II

# THE COMMUNITY ENVIRONMENT

# INTRODUCTION

## PLAN ELEMENTS

As we look to the future of Shakopee, we must keep its community at the center of every decision. It is the community's values—those aligned, competing, and compromising—that shape this plan. Community members' desires, priorities, passions and values chart the path forward for a future Shakopee that is filled with vibrancy and opportunity in each of three elements:

- Housing & Neighborhoods
- Quality of Life
- Sense of Place

All of the analysis, ideas, goals and strategies of Envision Shakopee are targeted to promote a city where every member of the community can thrive. The direction, priorities and recommendations of the plan were shaped by robust community engagement—incorporating hundreds of conversations, comments, ideas and challenges contributed by community members across the year-long process.

While the entire plan addresses the needs and challenges of supporting our community, the Community Environment section discusses goals and strategies for a thriving community where everyone has an opportunity to find a home that is just right for them, to benefit from a high—and increasing—quality of life, and to enjoy unique, high-quality places in Shakopee.

Envision Shakopee provides tools to help our community identity remain strong, celebrating the rich history and cultural traditions of the community. The Plan includes strategies for stitching together neighborhoods through physical connections such as streets, trails and parks, social connections such as events and celebrations, housing options that are attainable for the average family and a strong economy with diverse employment options.



# HOUSING

Shakopee has grown from a small, rural city to become a middle-class community for families who largely work in more urban communities located Hennepen County and elsewhere. Recently however, major employers in Shakopee have struggled to attract talent, who can either not afford the few homes on the market in Shakopee or seek a housing product not found in the city. As the city grows, a diverse portfolio of housing types, price points and locations will strengthen Shakopee's competitiveness in the marketplace, give more options for existing residents and prepare the city for a more diverse future that builds a vibrant and inclusive community.

# OVERVIEW

This element of the plan provides an overview of Shakopee's housing stock with analysis of home ownership and rental options, housing diversity in the city and the availability of housing for all members of community. The plan responds to the community priority that emerged through the Envision Shakopee community engagement process that found many Shakopee residents, employees and visitors feel housing prices are out of their reach or that the available housing does not meet their needs. For example, seniors need one-level living while many families with kids need reasonably priced units with more bedrooms. A variety of issues and opportunities related to housing and neighborhoods are considered. These include:

- Opportunities to expand and diversify housing types, so more options are available across the city and at a wider variety of price points
- Balance housing availability and affordability with workforce needs and constraints
- Ensure specific demographics, such as young professionals and the aging population, have options for living in places and neighborhoods they desire
- Preserve existing neighborhoods and housing stock through programs, incentives and infill development opportunities
- Support growth in targeted areas such as encouraging higher density residential development Downtown and in areas with access to amenities and transit

## GOALS FOR HOUSING

1. Expand and diversify housing types
2. Preserve and utilize existing assets for housing
3. Utilize greenfield sites for strategic growth



# EXISTING CONDITIONS

Shakopee housing stock is made up of 14,174 units, including 10,348 owner-occupied units and 3,826 rental units. Shakopee's existing housing stock is largely comprised of single-family homes (78% of total stock), reflecting past housing trends of Shakopee's historic small-town and more recent suburban characters. While renting has increased in recent years, home ownership remains more common in Shakopee compared to the region. In 2016, 27% of Shakopee households rented their home, up from 21% in 2000, while renting across the region has remained steady at 28%.

Figure 2.1

| Shakopee Housing | Units in Shakopee | Percentage of Total |
|---|---|---|
| Owner-occupied units | 10,348 | 73% |
| Rental units | 3,826 | 27% |
| Single-family units | 11,091 | 79% |
| Multifamily units | 3,030 | 21% |
| Total housing units | 14,174 | |

Source: Metropolitan Council



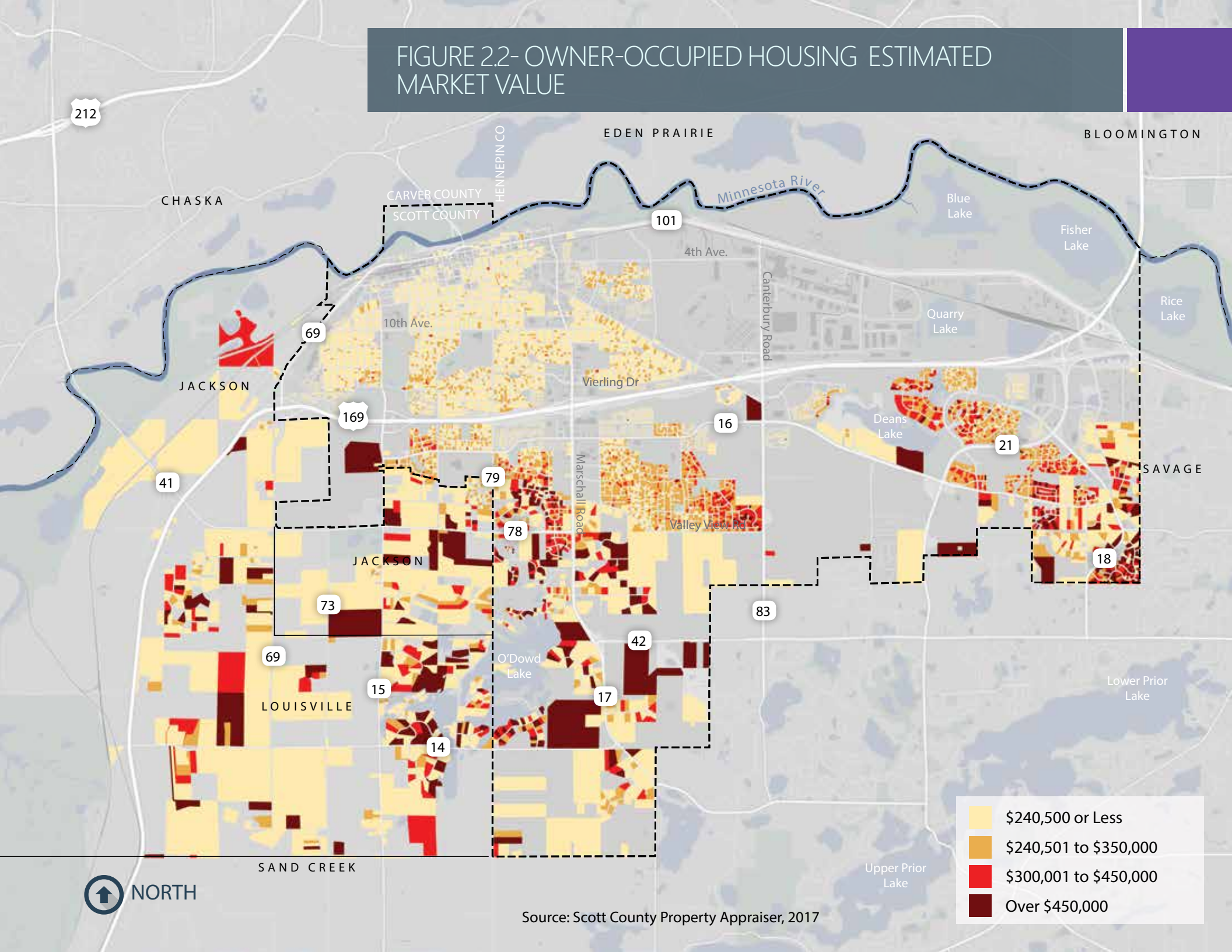








# FIGURE 2.2- OWNER-OCCUPIED HOUSING ESTIMATED MARKET VALUE

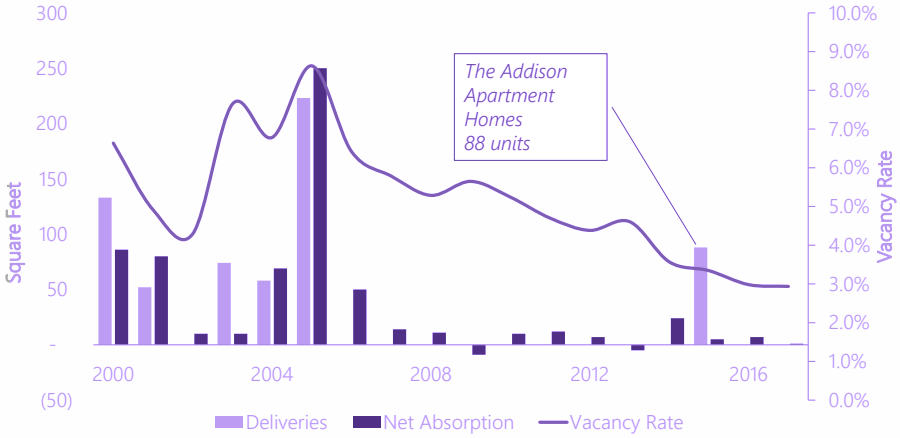



Source: Scott County Property Appraiser, 2017

## MULTIFAMILY REAL ESTATE TRENDS

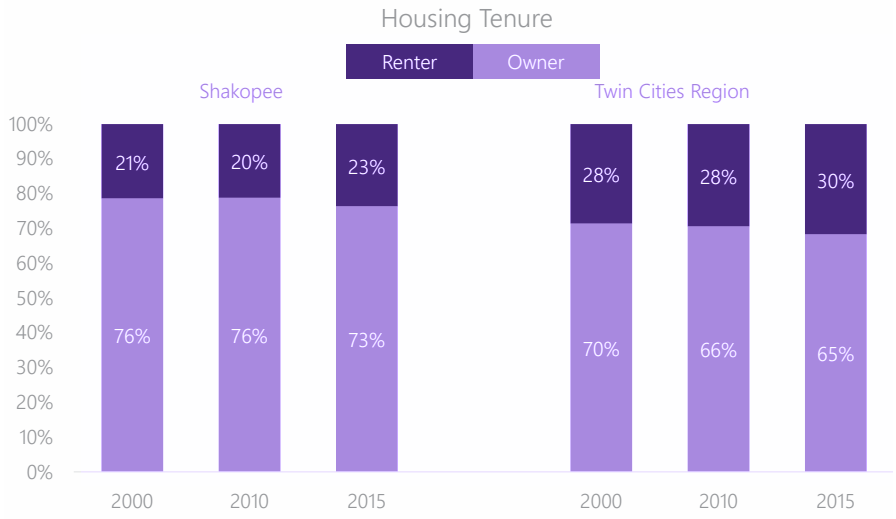
Multifamily construction has slowed since 2010 while vacancy rates have steadily fallen and rents have risen, indicating continued demand for multifamily housing. Two recent multifamily projects now under construction are not anticipated to fully absorb the current demand for new multifamily housing. Vacancy rates for multifamily peaked in 2005 at 8.6% and declined to 3% as of 2017. Shakopee multifamily rents have grown steadily since 2010, rising by 15% to $1.14 per square foot ("PSF"), or an average of $1,025 for a one-bedroom apartment.[1] Within the region, Shakopee's rents and vacancy rates were on-par with the broader suburban markets in the region, but lower than the average rents in Minneapolis and other areas of the Southwest submarket, in part due to the new construction that has taken place in these areas. Most recently, market-rate multifamily units have an asking rent of $1.4 PSF.

## FIGURE 2.4 - RESIDENTIAL DEVELOPMENT TRENDS



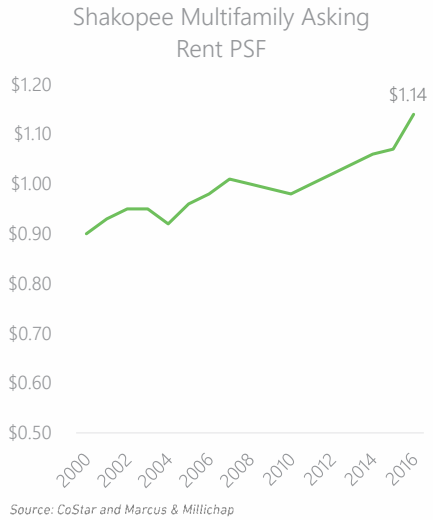

Source: CoStar

## FIGURE 2.3 - HOUSING TENURE COMPARISON



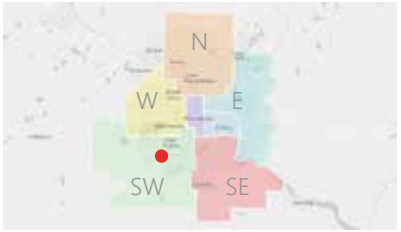

Source: U.S. Census Bureau

## FIGURE 2.5 - MULTIFAMILY UNIT PRICES




Source: CoStar and Marcus & Millichap

| Submarket | Vacancy | Asking Rent |
|---|---|---|
| **Shakopee** | **2.9%** | **$1.14** |
| Southwest | 3.7% | $1.20 |
| East | 2.9% | $1.10 |
| Southeast | 2.7% | $1.10 |
| North | 2.1% | $1.00 |
| West | 3.4% | $1.20 |
| Minneapolis (Non-Downtown) | 2.9% | $1.50 |
| St. Paul (Non-Downtown) | 3.1% | $1.20 |



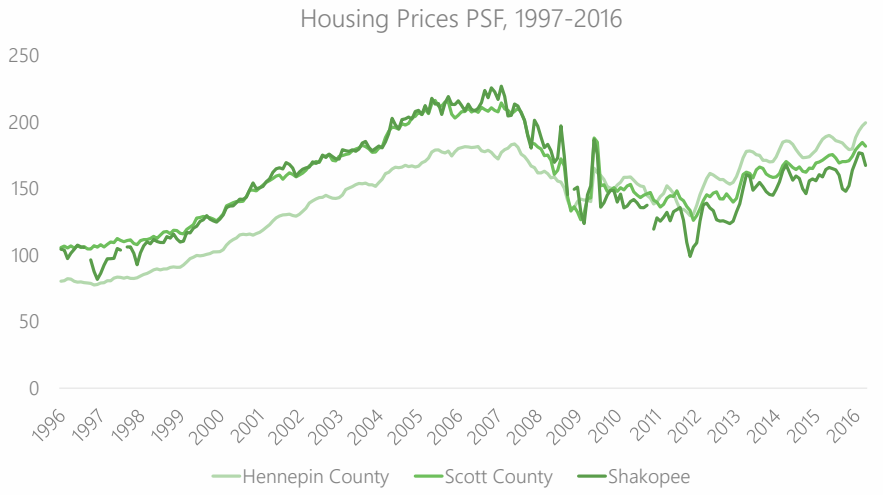

1 CoStar trend data of all multifamily product.

## SINGLE FAMILY REAL ESTATE TRENDS

Since 2010, Hennepin County has achieved higher for-sale prices per square foot than both Shakopee and Scott County as proximity to jobs and amenities have garnered a higher premium over predominantly suburban and rural style development more commonly found in Scott County. Prior to the 2008 Recession, Shakopee had higher for-sale housing prices per square foot than both Scott County and more urban Hennepin County, with prices peaking above $200 PSF. However, in 2016, Shakopee's median home price was $225,000, or $165 PSF. Typical homes in Shakopee are between 1,100–2,000 SF.

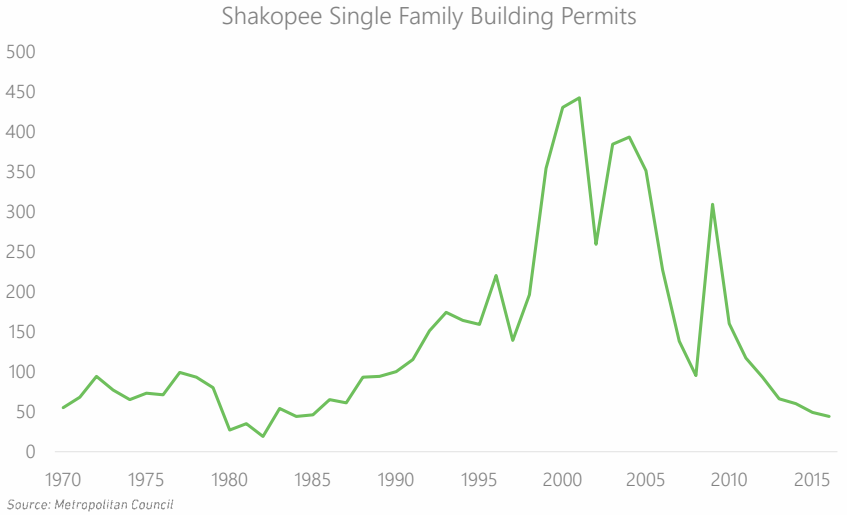
There have been few new developments of single-family homes in Shakopee. Despite nearly doubling single-family stock between 2000 and 2010, only 93 new single-family homes were built between 2015 and 2017. Single-family home construction peaked in the early 2000s. The lack of new construction of single-family homes in Shakopee from 2010 to 2015 is in part due to the lack of large developable tracts of land in the city, as well as the slow recovery of homes values since the Recession in 2008. As of 2017 and 2018, there has been an uptick in new construction of housing, both single family and multifamily.

### FIGURE 2.6 - HOUSING PRICES OVER TIME




*Source: Zillow*

### FIGURE 2.7 - HOME BUILDING PERMITS OVER TIME




*Source: Metropolitan Council*

## AFFORDABLE HOUSING STOCK

Shakopee has both naturally-occurring and dedicated affordable housing[1]. Naturally-occurring affordable housing are those homes with prices or rents low enough to be affordable to low- and moderate-income households while not receiving public subsidy. Examples of community members that may fall into low- and moderate-income households are teachers, health-care workers, police and fire department employees.

Dedicated affordable housing are those homes that receive public subsidy either at the local, state, and/or federal level. Pursuing more of both housing options will make it possible for working people of a range of incomes to live in Shakopee. As the city continues to develop, ensuring Shakopee remains a welcoming and affordable place for young families, workers, and older adults is essential.

The U.S. Department of Housing and Urban Development defines housing affordability as a percentage of Area Median Income ("AMI"), which for the Minneapolis-St. Paul-Bloomington Metropolitan Statistical Area in 2016 was $90,700 for a family of four. The corresponding table illustrates how Shakopee's supply of affordable units (including both naturally-occurring and dedicated-affordable units) does not meet current needs of cost-burdened households.

Dedicated, subsidized affordable options are also limited in Shakopee. The gap for senior housing is particularly stark; today in Shakopee there are approximately 1,340 residents who are above the age of 75, or approximately 3.3% of all residents. As seen in the table to the right, there are currently no publically subsidized senior housing units within the city.

1 Naturally-occurring affordable housing ("NOAH") refers to housing units that are affordable without public subsidy or regulation. Because these rents and prices are unregulated, housing that was previously affordable to lower incomes can become too expensive as market conditions change.

Figure 2.8

| Shakopee Housing | Units in Shakopee | Percentage of Total |
|---|---|---|
| Total housing units | 14,174 | |
| **Units affordable to households as a percentage of Area Median Income (AMI)** | | |
| ≤ 30% | 383 | 3% |
| 31 – 50% | 2,435 | 17% |
| 51 – 80% | 6,729 | 47% |
| **Total housing units experiencing housing cost burden** | | |
| ≤ 30% | 1,054 | 7% |
| 31 – 50% | 841 | 6% |
| 51 – 80% | 1,357 | 10% |
| **Publically subsidized affordable units** | | |
| Publicly subsidized units (all) | 396 | 3% |
| Senior housing | 0 | 0% |
| Housing for people with disabilities | 0 | 0% |
| All other subsidized units | 396 | 3% |

Housing Affordability Thresholds by AMI Bands:

- <30% AMI: $74,000 home value or $630 monthly rent for family of four
- 31–50% AMI: no more than $104,000 home value or $1,010 monthly rent for a family of four
- 51–80% AMI: no more than $257,000 home value or $1,650 monthly rent for a family of four
- Source Metropolitan Council

## CURRENT HOUSING NEEDS

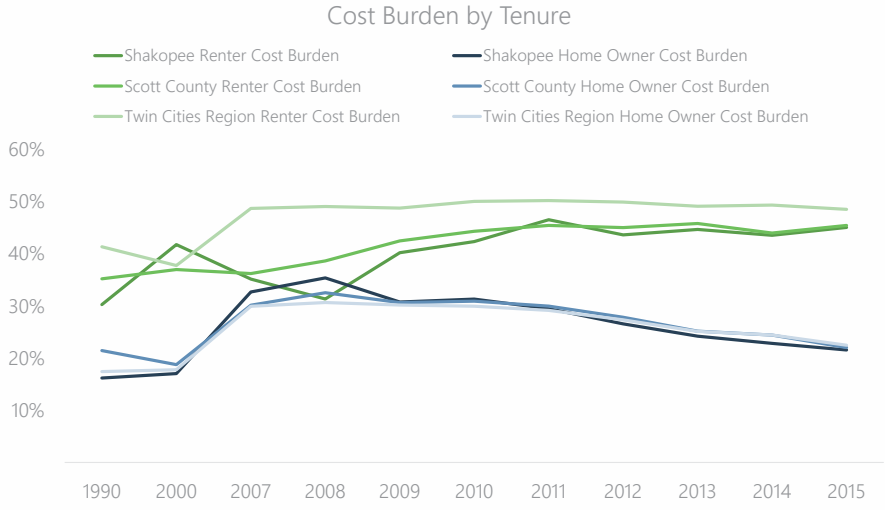
Cost burden in our community

Housing affordability is an issue throughout the Twin Cities, and Shakopee is no exception. As of 2015, 45% of those who are renters in Shakopee are cost burdened (i.e. households that spend more than 30% of their gross income on housing), compared to 49% of renters within the Twin Cities. For home-owning residents (73% of total households), the drop in relative housing prices since the 2008 Recession resulted in fewer cost-burdened households. In 2016, 25% of home owning residents were cost burdened, down from 34% in 2008. Despite the relative drop in for-sale prices, rental housing in Shakopee remains unaffordable to many who live in Shakopee as well as many who work in Shakopee. Unaffordable housing costs are a result of both high demand and few deliveries of either multifamily or single-family homes since 2010.

Earnings and housing cost balance

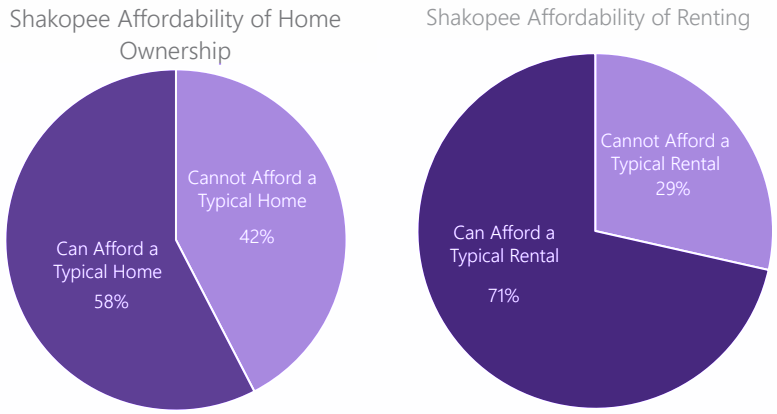
To afford a typical $225,000 home in Shakopee, a household must earn at least $68,000 gross income to afford a mortgage and related home-ownership expenses. Meanwhile, renters need a household income of at least $50,000 to afford an average $1,200 per month apartment in Shakopee. Given these income requirements, at least 42% of Shakopee householders are unable to afford a typical home in Shakopee, while 29% of Shakopee householders are unable to afford a typical rental unit. However, in addition to income requirements, a number of other obstacles present barriers to buying a home in Shakopee: these metrics assume that those who are income qualified can afford a 20% down payment, that they have sufficient credit to obtain a mortgage, and that they do not have other significant expenses, such as student loan debt, day care costs, health care expenses, and transportation costs.

## FIGURE 2.9 - HOUSING COST BURDEN OVER TIME




*Source: U.S. Census Bureau*

## FIGURE 2.10 - HOME AFFORDABILITY




*Assuming an average sale price of $225,000 and $1,200 monthly rent, plus additional housing costs. Households are assumed to spend 30% of their income on housing expenses and households are equally distributed within income brackets.*
*Source: Zillow, U.S. Census Bureau, CoStar*

Seniors and young professionals are at highest risk of cost burden
Seniors and young people are key assets to the community that provide both stability and energy to Shakopee's neighborhoods and economy. Housing affordability can impact these groups disproportionately as individual and household incomes are often lower or more uncertain than for mid-career professionals. As such, they are at particular risk of being unable to afford housing in Shakopee.

As of 2016, approximately 35% of Shakopee householders between the ages of 25 and 34 earned below $68,000, meaning they cannot afford a typical home in Shakopee. This age group includes millennials, including young professionals and those starting new families and looking to build a future in Shakopee. Forty-four percent of those millennials that cannot afford a home are within $20,000 of the income threshold for home ownership affordability. As such, a marginal rise in incomes or fall in housing costs could allow almost 400 householders to afford to own a home in the city.

Seniors, many of whom are on fixed incomes, are often unable to keep up with the rising costs of housing. In 2016, 80% of Shakopee's residents over the age of 65 had a household income below $68,000, meaning they could not afford to purchase a typical home in Shakopee. Additionally, nearly 60% of seniors could not afford the average rent in the city as they have incomes below $50,000. Input from Shakopee residents indicates there is strong demand for more affordable, convenient, and accessible living options that allow seniors to stay in Shakopee. However, with limited affordable options for seniors, many will choose to stay in their long-time homes. This will limit the houses on the market in Shakopee and further drive up housing costs for residents, workers, and new families.



## FUTURE HOUSING NEEDS

At the crux of Shakopee's future health and vitality is the need for a diverse set of housing options that allows those who currently live here to age in place and for new households to be welcomed to the city. The Metropolitan Council projects Shakopee will grow by 22,500 residents by 2040. Conversations with Shakopee employers indicate that business growth Shakopee is tied to and constrained by the city's access to labor. Resident growth will drive future housing demand and how the city prepares for this growth will impact Shakopee's economy.

As a member of the metropolitan region, Shakopee is expected to provide affordable units based upon the expected residential growth in the community. For the city, the expected need is 975 units from 2021 to 2030. The breakdown by AMI band is as follows:

548 units at 30% AMI

145 units at 31-50% AMI

282 Units at 51-80% AMI

As Shakopee has grown as an employment hub in the region, its housing and amenity options have not expanded to meet the needs of its workers and other potential residents. Today, 80% of Shakopee workers (12,200 people) commute into Shakopee from around the region. On average, workers in Shakopee earned between $35,000–$47,000 annually in 2016, less than the median household income of Shakopee residents ($79,000). The majority of these workers cannot afford to live in the city. Specifically, 85% of workers in Shakopee earn less than $68,000, the annual income required to purchase an average-priced home in Shakopee, and 67% earn less than $50,000, the annual income required to rent an average-priced apartment in Shakopee. As companies continue to look to Shakopee for new or expanded investment opportunities, the lack of local labor will continue to be hurdle for economic growth. By providing a diversity of housing options, preserving affordable housing stock and ensuring a vibrant and amenity-rich city, Shakopee can not only integrate existing workers into the city, but also invest in its economic future.

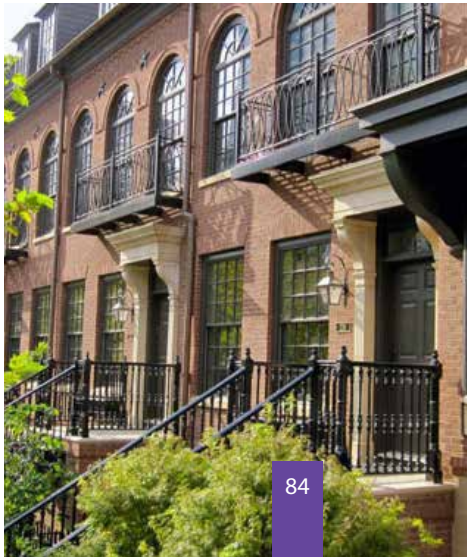












# ISSUES & OPPORTUNITIES

Community goals and input and existing market conditions drove the development of three areas of policy recommendations:

Expand and Diversify Housing Types
Shakopee's limited housing diversity is a primary barrier to future growth and economic prosperity. Harnessing existing demand from seniors, workers and new families by promoting the development of diverse housing types should be a priority to ensure Shakopee is ready for population growth and potential market changes.

Preserve Existing Housing Stock
The city's existing housing stock can offer an affordable alternative to young families looking to settle in the region. Ensuring these homes stay marketable will allow Shakopee to be competitive for new talent in the region and preserve Shakopee's unique residential character.

Support Growth in Targeted Areas
Shakopee has not grown its residential supply equally across the city. Shakopee's historic Downtown is an underutilized and unique asset that could accommodate denser residential product and infill development to fill a market gap for amenitized urban living found elsewhere in the region. This product type will help to attract young workers to Shakopee and provide additional housing options and price points for existing residents.

*To see a full list of potential tools to address stated housing issues and oppotunitities see figure A.2 in appendix.

## ISSUES

» While new construction seems to be on the rise again, existing policies are ill-equipped to address the community's current and future needs.

» The high cost of new housing in Shakopee is a barrier for the city's economic growth; many of the jobs that exist in Shakopee today do not pay enough to afford typical housing in the city, which stifles the major employers' access to labor.

» Residents cite housing affordability as one of the biggest challenges facing the city.

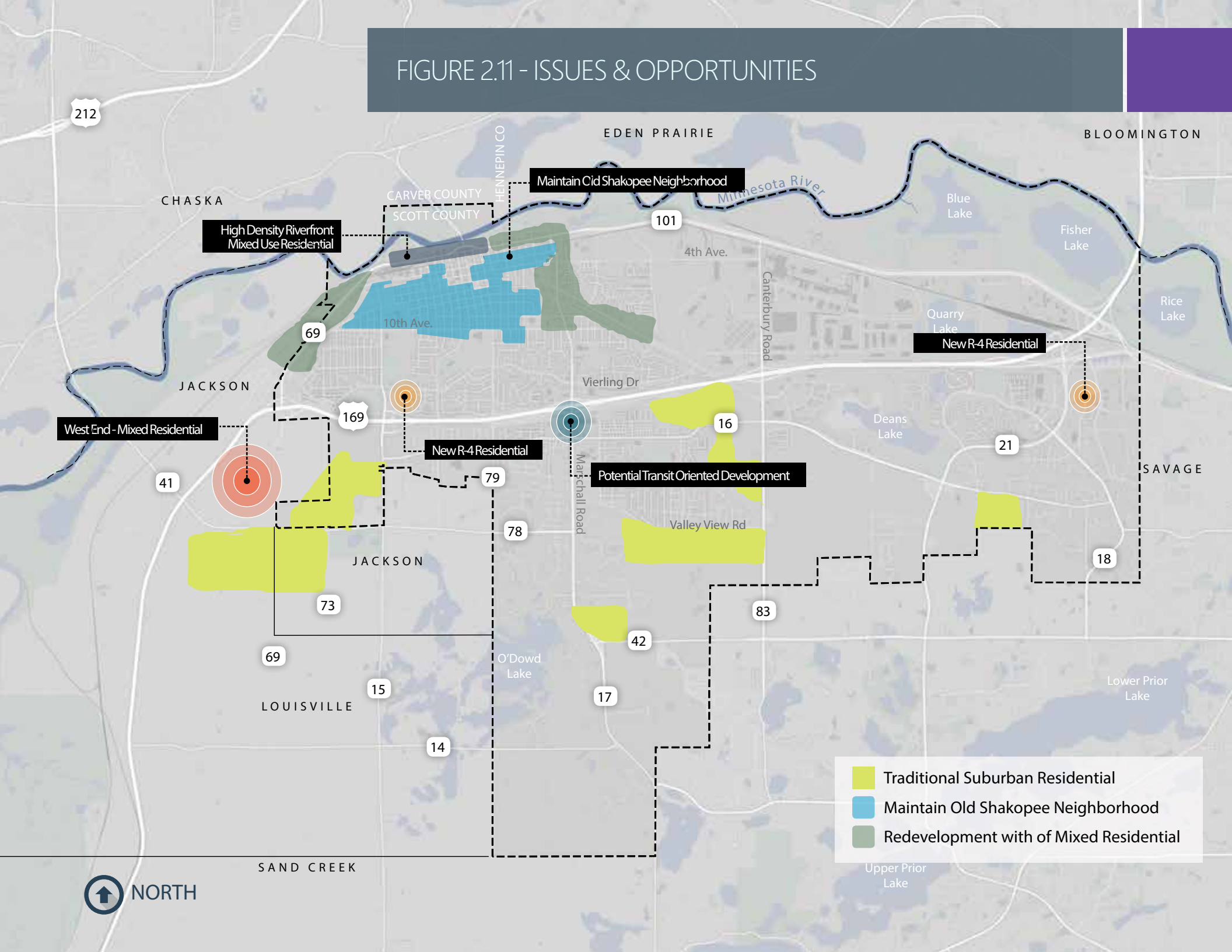
## OPPORTUNITIES

» Similar to trends throughout the Twin Cities region, housing is becoming less affordable, indicating the demand for new housing options.

» In Shakopee, there is a growing proportion of households that rent. In 2016, 23% of Shakopee residents rent, up from 21% in 2000. Growing demand from Shakopee's workers to live in the city will likely continue this trend.

» Very few new market-rate multifamily options have been constructed in Shakopee since 2000. The Addison Apartments completed its final phase of 88 units in 2015. Two additional projects - Trio and The Sixton - are currently under construction, totaling 233 units, with hundreds more proposed, pointing to a potential trend of increased interest from the residential development community. Meanwhile, vacancy rates of multifamily buildings have declined since 2005 while rents have grown, indicating growing market pressure for new multifamily units. Diversifying the housing stock to include additional multifamily units reduces pressures for for-sale, single-family housing and better matches demand to supply.

# FIGURE 2.11 - ISSUES & OPPORTUNITIES



# OPPORTUNITIES

## EXPAND AND DIVERSIFY HOUSING TYPES

The City should encourage the development of a diversity of housing types at different prices that allow existing residents to age in place and workers to live in Shakopee.

Additional housing options will make Shakopee more resilient to market changes, as existing residents can stay within the city and new and growing industries can find the talent they need locally. The City should:

- Promote multifamily housing for seniors, young professionals and its growing workforce that is in-keeping with the character of the city. Target increased density in areas that are connected to amenities and transit such as Downtown Shakopee, the First Avenue Corridor and transit station areas like park and rides and the Marschall Transit Center. Please see page 90 (call out box on "New Housing Density") for examples of suitable multifamily types.
- Encourage developments that match housing prices with wages of those who work in Shakopee.
    1. Continue to work with private developers to access Federal and State tax credits set aside for afforable projects.
    2. Consider utilizing Tax Increment Financing or tax abatement for affodable and workforce housing projects to increase viability and grow affordable housing options.
    3. Look to form partnerships with local employers to explore Employer Assisted Housing possiblities in Shakopee.
    4. Consider affordable housing policies which encourage market rate projects to provide affordable units like density bonuses.





## PRESERVE EXISTING HOUSING STOCK

Existing housing in Shakopee, particularly older homes, can offer prices that young families can afford. Houses in this category are reffered to as Naturally Occuring Affordable Housing (NOAH).In addition to encouraging multifamily options that will free-up existing stock to the market as described previously, the City should encourage preservation and rehabilitation of the existing stock. These are low-cost programs that add value to existing homes, improving marketability and preservation of older neighborhoods. The Greater MN Housing Fund, in partnership with the Mcknight Foundation, have started a program in response to housing affordability issues found throughout the state, called the NOAH Impact Fund. The first round of this fund raised millions of dollars to protect 1,000 units in the state from price increases and is looking to raise capital for another round to purchase and preserve 1,000 more units statewide. This program could be an opportunity for Shakopee to preserve existing affordable housing from potential rent and housing increases in teh future.

In addition to older homes which should be preserved to increase affordably options, Shakopee is home to several mobile and manufactured home parks either in the city limits today or within Jackson Township and could potentially be within Shakopee in the coming years. These homes should also be preserved, if not in place, in number. If development pressure occurs on the site off of First Avenue or the site located in Jackson Township southwest of the CR-69/Hwy-169 interchange, a possible preservation strategy would be consolodating these units with the much larger park located northwest of the CR-69/ Hwy-169 interchange known as Bonnevista Terrace Mobile Home Park. This would allow for this form of affordable housing to remain and lower the possibility of this type of  housing leaving the city. Key to the expansion of the largest park will be providing municipal services. It is recomended the city explore opportunities in servicing this area to allow the expansion of the site to consoldate other sites within the city (if neccessary) and to maintain this vital affordable housing option.

Programs and opportunities for the maintenance of exisiting affordable housing may include the promotion of state and county loans for home improvements, such as:

- The Minnesota Housing Finance Agency's Fix-Up Program
- The Carver, Dakota, and Scott County Weatherization Assistance Program













## SUPPORT GROWTH IN TARGETED AREAS

The City should respond to residents' cited desire to preserve and enhance Shakopee's small-town character and leverage the multiple benefits of housing density and redevelopment opportunities in key areas. New development should be targeted in specific areas to both meet housing needs and maintain the character of the city. Specifically, multifamily housing should be encouraged in Downtown and other key nodes in the community; infill development should be prioritized and supported, and greenfield development should only be allowed for housing that could not otherwise be developed elsewhere in Shakopee. The City should:

- Support density in walkable and amenity-rich areas like downtown through appropriate zoning controls. Increased housing and commercial density in and near Downtown could improve walkability in the area, connecting residents and workers to local shops, businesses, parks and trails.
- Promote in-fill development with housing stock that fits the character of existing neighborhoods through zoning changes, where appropriate, and leverage City-owned land for high-value developments that achieve multiple public benefits, such as expanded housing options, commercial growth, and improved Downtown connectivity. City-owned land should be utilized as a catalyst for development that otherwise could not occur given market conditions.
- Encourage redevelopment or conversions of existing buildings, as opportunities arise. Increased density and redevelopment promotes sustainable fiscal stewardship by more efficiently utilizing City investments, such as expanded utilities, infrastructure and City services.
- Utilize greenfield sites, such as the West End, for strategic growth in which the City: prioritizes multifamily housing and expedites approvals and/or provides density bonuses for projects with voluntarily-restricted affordable housing components (e.g. a market-rate multifamily development that contains some dedicated-affordable units).

## NEW HOUSING DENSITY

To address its housing challenges, Shakopee must support the development of a portfolio of housing options that are supported by residents, demanded by the market, and support the goals of the Envision Shakopee Plan. These options range from lower density, high-quality attached homes, to a spectrum of medium- to high-density multifamily housing, between three and six stories. Market dynamics (i.e. market rents compared to construction costs) and resident feedback indicate limited viability of high-rise buildings over seven stories. The City, however, should ensure there are no barriers to higher-density residential construction in key, targeted areas such as along the riverfront, should market conditions change and support more density.

Further, the City should encourage ground-floor active uses, which can include retail and residential amenities such as gyms, community rooms and co-working spaces to make these buildings connect into walkable neighborhoods. The City should also encourage smaller, multifamily housing such as attached homes, though the highest density should be prioritized in Downtown and near transit.

Increased density should be approached in a way that does not result in unattractive or uninviting public spaces. Shakopee should develop clear design guidelines that would be calibrated to reflect community expectations and also reflect the current market conditions within the city in order to facilitate quality development while not limiting new construction.

The increase of density is also an opportunity to use existing infrastructure to its full capacity. This should be advocated for as a means to lower development costs and the tax burden on taxpayers.














BIG IDEA 4
DIVERSIFY HOUSING OPTIONS

# HOUSING
# GOALS & STRATEGIES

# 1
# EXPAND AND DIVERSIFY HOUSING TYPES



## 1A Promote Multifamily Housing

» Simplify and expedite approvals for multifamily units

» Evaluate regulatory barriers that may unintentionally or unneccesarily increase the cost of housing development, such as zoning requirements or regulatory fees

» Adjust zoning and other regulations to allow for multifamily projects by-right in appropriate areas, meaning certain multifamily development proposals would not require Council action

## 1B Encourage developments that match housing prices with wages of those who work in Shakopee

» Leverage the sale and use of city-owned land to attract new housing. Set quality and design standards for developments that utilize City-owned land

» Participate in Met Council's Livable Communities Act (LCA), meeting all requirements of participation including the creation of a Housing Plan

» Distribute the development of low and moderate income housing throughout the city

» Partner with city employers and state organizations to explore the possibilty of Employer Assisted Housing

» Through the city's land use map and zoning code, guide a sufficient supply of land for medium and high density residential development that allows the opportunity for affordable housing goals set by the city and Met Council

» Utilize financing tools like Tax Abatement or Tax Increment Financing (TIF) to incentivize private construction of afordable housing

## 1C Target increased density in areas that are connected to Downtown, amenities, and transit

» Identify and designate areas for increased density, align zoning to allow for more quality dense development, where appropriate, and permit middle density housing in additional districts

» Encouraging appropriate transitions between land uses, recognizing that current markets demand walkability, community connections, a unique sense of place, and connections to nearby activity centers



# 2 PRESERVE AND UTILIZE EXISTING ASSETS FOR HOUSING

## 2A Promote Infill development

» Identify vacant sites with high infill potential

» Explore options and viability for the City to purchase land for residential redevelopment. Specifically, the City should consider assembling tax forfeiture and other properties to attract development to sites that may not garner immediate interest from the private market

» Allow Accessory Dwelling Units, Co-Housing or Tiny Homes in Single Family Residential districts

## 2B Preserve Existing Housing Stock

» Coordinate and promote financial resources of partner organizations and programs that providing funding for home-improvements, including Minnesota Housing Finance Agency's Fix-Up Program or the Carver, Dakota, and Scott County Weatherization Assistance Program

» Generate new funding opportunities for repair, maintenance, and remodeling of housing stock to assist those living in older housing stock to update, modernize, or expand their homes to current market and environmental standards

» Explore the adoption of a First-Time Homebuyers program to assist people in moving to or becoming homeowners in Shakopee

» Support the repair and replacement of pre-1976 homes with energy efficient systems through rehabilitation and weatherization programs, matched savings programs (Assets for Independence) and energy subsidy programs (Low Income Housing Energy Assistance Program)

» Coordinate with community education institutions to promote home maintenance classes

» Prepare a Truth-in-Housing ordinance to maintain housing stock

» Partner with state organizations like the Greater MN Housing Fund to tap into funding to preserve NOAH housing

## 2C Support redevelopment and property conversions to housing

» Identify sites and owners with high redevelopment or conversion potential

» Explore viable options for the City to purchase land for residential redevelopment

# 3

# UTILIZE GREENFIELD SITES FOR STRATEGIC GROWTH



## 3A Develop a Strategic Plan for greenfields that:

» Prioritizes multifamily housing

» Expedites approvals and/or provide density bonuses for projects with voluntarily-restricted affordable housing components (e.g. a market-rate multifamily development that contains some dedicated-affordable units)





# QUALITY OF LIFE

How do people experience a city? We enjoy access to amenities, expect a sense of safety, rely on regular city services, experience stress in traffic, desire high-paying jobs, demand high-quality education for our children and explore opportunities for growth. All these factors and more contribute to our quality of life.

In Shakopee, residents highly rate their quality of life. Envision Shakopee works to maintain and raise the quality of life for all residents with goals and strategies that prioritize access to high-quality amenities, a variety of housing options, adequate employment, safe connections between neighborhoods and amenities, and dependable city services.

# OVERVIEW

Many factors contribute to the quality of life in a city. These include tangible factors like ample parks, entertainment destinations and retail amenities; economic factors such as the ability to find a good job or afford a desirable home; and even intangible factors such as a welcoming community feel and perceptions of friendliness, inclusion and safety.

In this plan, the Built Environment and Economic Environment sections set forth goals and strategies that will maintain and improve the quality of life in Shakopee, including:

- Land use recommendations that support high quality of place, economic vitality and community amenities
- A dedication to high quality and abundant parks, recreation opportunities and open space
- A safe, balanced, multi-modal transportation system that connects residents, employees and visitors to jobs, neighborhoods and amenities
- Neighborhoods with rental and purchase options attainable to all members of the community including seniors, young professionals, singles and families
- Enhancing Downtown and access to the Minnesota River to be outstanding amenities for residents and visitors to the region
- Strategies to retain companies, attract new jobs and support Shakopee's workforce

The following discussion leads to goals and strategies for other factors that contribute to Shakopee's quality of life including safety services, community facilities, property standards and public health.

## GOALS FOR QUALITY OF LIFE

1. Adopt land use policies and practices that improve quality of life
2. Prioritize public health and safety



# EXISTING CONDITIONS

Shakopee is a great place to live. Amidst its recent and rapid growth, it remains a family-friendly town with much to offer its residents. The city has a diverse population, excellent schools, abundant recreational opportunities, a highly-rated medical facility and a strong business environment that helps to keep residents' property taxes low.

In the community engagement process for Envision Shakopee, participants defined Shakopee as a great place to live, with great people—a diverse, friendly community full of green spaces with great schools and amenities. Other factors contributing to Shakopee's quality of life that were identified include compliments to the police and fire departments, entertainment venues, downtown, historic character, Native American culture and proximity to the Twin Cities.

In a 2016 Community Survey conducted by National Citizen Survey, 81 percent of residents rated the quality of life in Shakopee as either "good" or "excellent." Likewise, 85 percent rated Shakopee as a good or excellent place to live. In this survey, respondents rated quality of life measures highly across many questions, as shown in the corresponding graphic. Ratings for Shakopee's sense of community, ease to get around by car, employment opportunities, city services, and more were all high. The survey results also revealed challenges Shakopee faces to continue this high quality of life for residents. These included raising the overall city image and increasing the number of retail and dining opportunities.

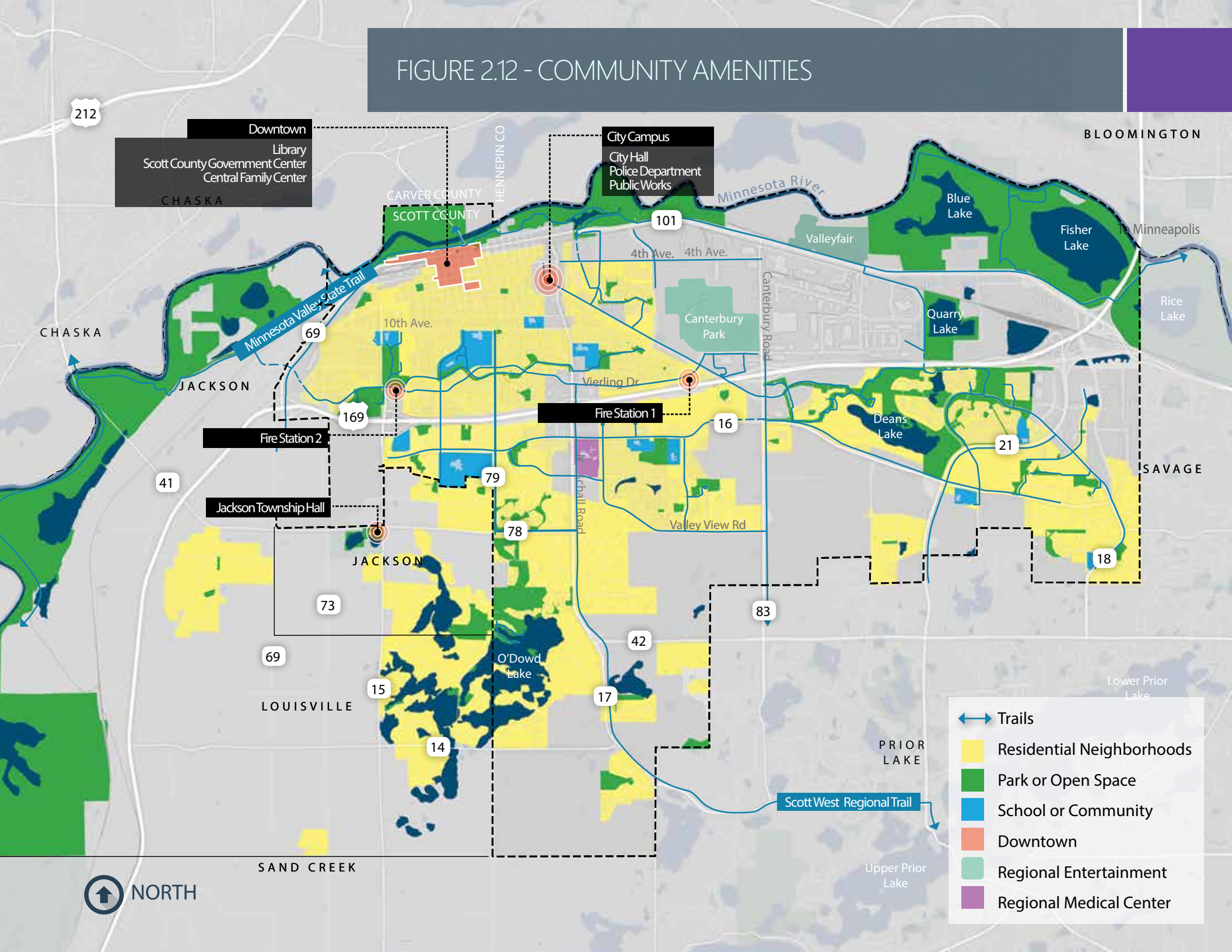
Additionally, not all people view the city the same way. Populations of color, youth and certain neighborhoods experience the city differently. This is an important consideration for community outreach and engagement.

## 2016 COMMUNITY SURVEY*




*conducted by National Citizen Survey

# FIGURE 2.12 - COMMUNITY AMENITIES



# ISSUES & OPPORTUNITIES

Community facilities and infrastructure
In 2017, the city completed a significant upgrade and expansion of the Shakopee Community Center, including a new two-sheet ice arena. The City also constructed a new City Hall on Gorman Street as part of a customer-oriented city campus, co-located with the City Police Department and Public Works facility. These investments provide expanded opportunity for community gathering space, extracurricular education, entertainment and civic life.

Community health and well-being
The city's best opportunity to promote community health and well being is to invest in community fitness amenities and promote active transportation. Shakopee has shown dedication to community fitness amenities in its expanded community center, mentioned above, along with a robust park system. Additional opportunities to build on these resources include connecting neighborhoods, parks and employment centers with bicycle and pedestrian infrastructure to promote active recreation and active transportation. These topics are discussed both in the Transportation and the Parks, Trails and Open Space chapters of the plan.

Community education
Educational opportunities can lead to higher wages and expand job opportunities—thus contributing to quality of life for citizens and economic development for the city. Community education efforts include investment in the current and future workforce in Shakopee, primarily through Shakopee Public Schools and the Shakopee Workforce Center.

Shakopee Public Schools has recently partnered with Ford Next Generation Learning in an innovative approach to high school


















education. After one year to explore all options, students will select from six "Academies" of focus for their 10th – 12th grade curriculum—including "Business & Entrepreneurship" and "Engineering & Manufacturing". This approach creates an opportunity for Shakopee's schools and businesses to explore additional partnerships to directly link high school students and job opportunities, following the city's workforce development goals.

The Shakopee Workforce Center is managed and funded by the Minnesota Department of Employment and Economic Development. The center provides a number of services and resources for employers and employees. The center's strategies and services can be a resource for the city, as well, as Shakopee explores public and private partnerships to promote community education and workforce development.

Emergency management & public safety

One of the city's core services is to ensure the safety and well-being of all residents, businesses and visitors within the city. Judging from survey results that nine out of ten residents feel safe in their neighborhood, Shakopee is overall accomplishing this task. However, community engagement also indicated concerns with crime and safety in certain neighborhoods and specific locations, such as poorly-lit sections of the river trail. Opportunities for public safety include community education initiatives, targeted law enforcement outreach, and strategic investments in neighborhoods and public spaces. Strategic opportunities for emergency management are addressed in the Resilience chapter.

Property standards

Community engagement identified community aesthetics as highly important. Investment in community aesthetics can help foster feelings of safety and community pride. The city can promote community aesthetics through code enforcement, design guidelines for public improvements and private development, and dedicating resources to amenities such as landscaping and streetscaping.

















BIG IDEA 8
FOSTER CIVIC LIFE IN CIVIC SPACES

# QUALITY OF LIFE

## GOALS & STRATEGIES



Goals & Strategies

# 1

# ADOPT LAND USE POLICIES AND PRACTICES THAT IMPROVE QUALITY OF LIFE

1A Renovate and replace city buildings and facilities as needed to foster high-quality spaces, connected to natural or landscaped areas and reflective of the community's unique history and brand

» Follow best practices for site design, location and construction

1B Provide recreation and educational opportunities for all residents regardless of age, culture, mobility level and income throughout the city

» Support and build on strategies set forth in the Parks, Trails and Open Space chapter of the Natural Environment section

1C Identify and remove barriers to local food systems in zoning code and land use policy

» Support and build on strategies set forth in the Resilience chapter of the Natural Environment section



# 2 PRIORITIZE PUBLIC HEALTH AND SAFETY

## 2A Partner with other city departments, government agencies and community groups to proactively address crime through innovative measures

» Discuss public safety and crime prevention in meetings and collaborate across city departments and with the community

» Explore best practices for Community Crime Prevention such as those described by the National Institution of Justice on CrimeSolutions.gov

## 2B Promote public health in public and community spaces

» Adopt smoke-free policies for city buildings and parks

» Support goals and strategies set forth in the Parks, Trails and Open Space and Transportation sections

## 2C Maintain a high quality of life through regular, fair and consistent code enforcement

» Allocate the resources necessary to maintain code enforcement and compliance

» Address issues proactively by regularly educating the community of code enforcement issues

» Proactively check for property maintenance issues and concerns

## 2D Improve public safety

» Regularly review and address right-sizing of Public and Fire departments to address and accommodate population and job growth

» Neighborhood groups are provided improved training, networking and organizational opportunities

» Continued participation in events to build relationships between public safety and the community, especially youth, people of color, and low-income

» Use Crime Prevention Through Environmental Design (CPTED) strategies to improve public safety and security

» Work to address potential gaps between the perception and reality of crime

» Address safety concerns in Downtown and along the river



# NEIGHBORHOODS & SENSE OF PLACE

"A sense of place is a unique collection of qualities and characteristics – visual, cultural, social, and environmental – that provide meaning to a location. Sense of place is what makes one city or town different from another, but sense of place is also what makes our physical surroundings worth caring about."[1]

1 Edward T. Mahon

# OVERVIEW

According to a 2010 survey of 43,000 people in 26 cities conducted by the Knight Foundation and Gallup, the "physical beauty, opportunities for socializing and a city's openness to all people" were the leading factors that create emotional ties between people and places. Further, the survey found that communities with the highest levels of emotional attachment also had the highest rates of gross domestic product growth and the strongest economies.[1]

The goals and strategies of Envision Shakopee build on the unique history, culture and character of the city to enrich and expand its sense of place. Throughout the Built Environment section, specific recommendations ensure the city grows and develops in ways that are authentic and foster the community's sense of place. The following discussion addresses sense of place from a very high level, highlighting unique assets and distinct places that Shakopee should elevate to enhance its attractiveness to residents, businesses and tourism.

1 Mahon, Edward T. (2012, April 4) "The Distinctive City". Urban Land Magazine, Urban Land Institute.

## GOALS FOR NEIGHBORHOODS & SENSE OF PLACE

1. Celebrate Shakopee's History, Culture & Community Identity
2. Build on Shakopee's unique assets
3. Foster a sense of neighborliness
4. Neighborhoods are safe, healthy, welcoming and supportive places to live, work, learn and play

# EXISTING CONDITIONS, ISSUES & OPPORTUNITIES

Development patterns common in the 1950s - 1990s across the United States have contributed to a loss of a distinct sense of place in many cities. With the proliferation of information, corporate franchises, construction practices and infrastructure, we see ubiquitous housing developments and strip retail centers across the country that look nearly identical to one another. In these places, there is little to indicate to a user precisely where you are except for the climate and the occasional local business or native plant—there is no "there" there.

While Shakopee has areas that lack a sense of place, this plan has clear direction for the city to leverage its unique assets, history and culture to foster the growth and development of authentic spaces that are cherished by the community and visitors to the city.

Unique assets—natural and built
Two of Shakopee's most distinct and unique assets are its historic downtown and connection to the Minnesota river. Community engagement identified both areas as priorities for city investments. Throughout the plan, recommendations guide the future development of these important assets for the city, with goals that will preserve Shakopee's historic architecture, leverage economic development, bolster community aesthetics, foster civic life and promote community health.

Sense of place & the built environment
Many places in Shakopee—such as along the Highway 101 corridor and along Marschall Road—suffer from a lack of unique identity. The plan supports infill and redevelopment in these areas, and across the city, that are authentic to Shakopee and will promote a strong sense of place in key areas.

Community events & public gathering spaces
Community events in public spaces are essential places where neighbors come together, where new relationships are formed and existing ones strengthened. Community events support neighborhoods and sense of place by their ability to bolster community pride, build the city's brand, support local businesses, provide community education services, support community health, and more. In the community engagement process for the plan, outreach was conducted at Rhythm on the Rails events. These popular events are a great example of how important community gathering can be to participation in civic life.

Events, marketing & tourism
Not only are events an important part of strengthening the Shakopee community, but also they are important marketing tools to bring visitors into the city. Events are a prominant feature on the Visit Shakopee website because they have a regional draw and are an important way the city tells the story of its assets and attractions. The city should take part in marketing community events and investing in high-quality public spaces for those events to be held.

Neighborhoods & community building
Supporting neighborhoods can support sense of place as well as promote public safety and health. For example, design guidelines that enhance community aesthetics and include items such as street lighting promote safety and contribute to better air quality in neighborhoods. Other items that help to build community in neighborhoods include promoting neighborhood connectivity, implementing traffic calming measures, and investing in neighborhood parks. Each of these items are discussed in more detail in the Built Environment and Natural Environment sections.




Scott County
Public Health
What Does A
Healthy Comm










HUNTER
48

BIG IDEA 1
CREATE A FRESH IMPRESSION

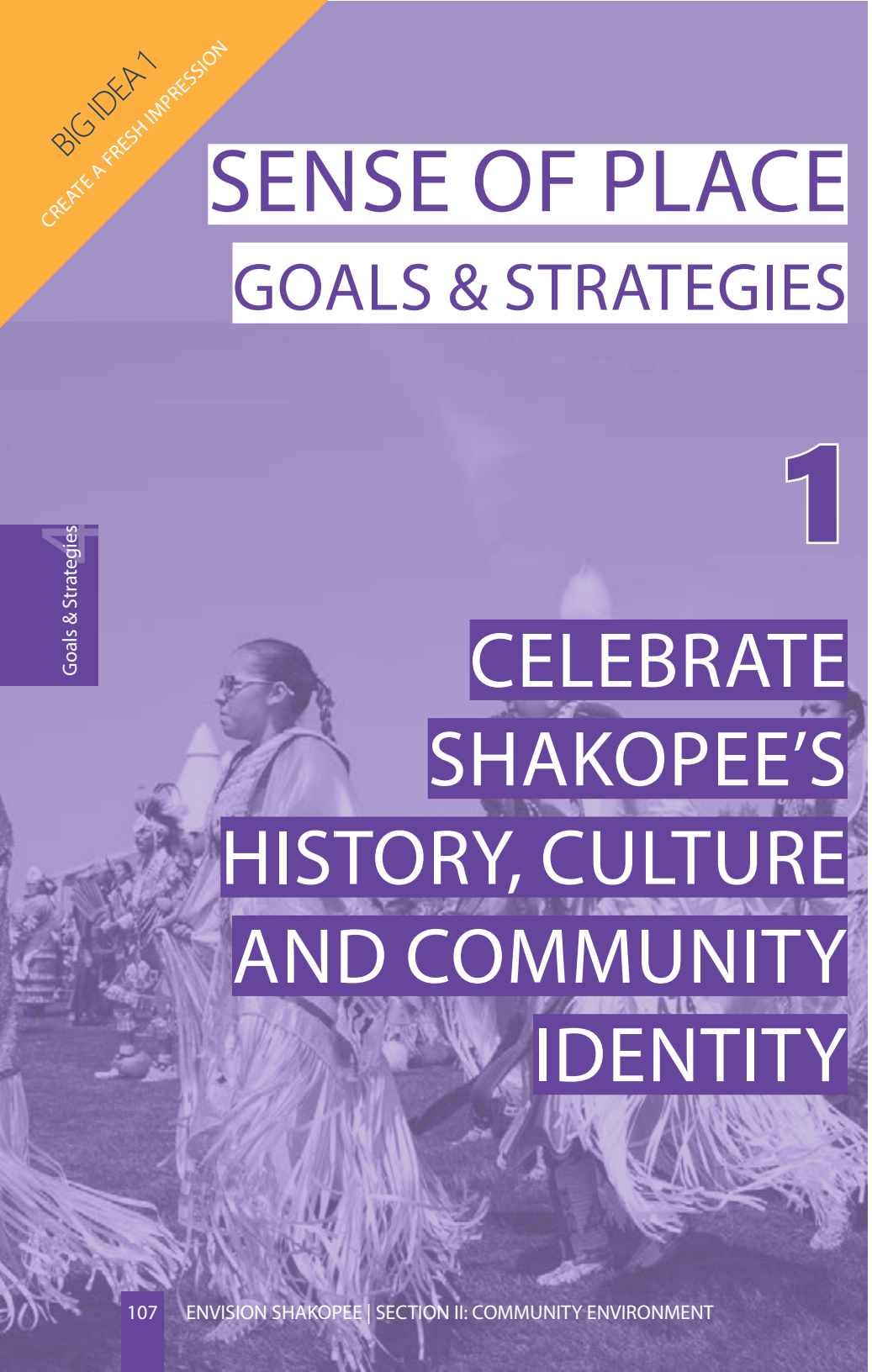
# SENSE OF PLACE

## GOALS & STRATEGIES

1

Goals & Strategies

# CELEBRATE SHAKOPEE'S HISTORY, CULTURE AND COMMUNITY IDENTITY



### 1A Adopt historic preservation policies to encourage adaptive reuse of the community's historic resources

» Establish city-wide guidelines and regulations for adaptive reuse of historic properties

» Identify districts with distinct character and develop district guidelines to support these places

» Identify types of properties that may be eligible for the National Register of Historic Places and provide eligible information on city website

### 1B Partner with Shakopee Heritage Society and Scott County Historical Society to preserve and leverage the community's unique history

» Share stories of Shakopee's history in public communications

» Incorporate historical markers and stories of exceptional sites in city signage

» Pursue programs and technology that make communications widely accessible and which educates, showcases and celebrates Shakopee's diverse history

### 1C Continue to support and coordinate with the Main Street Program to further revitalization of the historic Downtown and Highway 101 Business District

» Use pop-ups, demonstration projects and placemaking to leverage the community's unique assets, provide much-desired community events and support the local economy

» Collaborate on events and public spaces that celebrate the Mdewakanton Sioux culture and educate the surrounding community of their history



BIG IDEA 12
Celebrate Big Fun!

# 2

# BUILD ON SHAKOPEE'S UNIQUE ASSETS

## 2A Utilize Shakopee's greatest asset - its people

» Provide volunteer and civic opportunities to allow people to serve their community

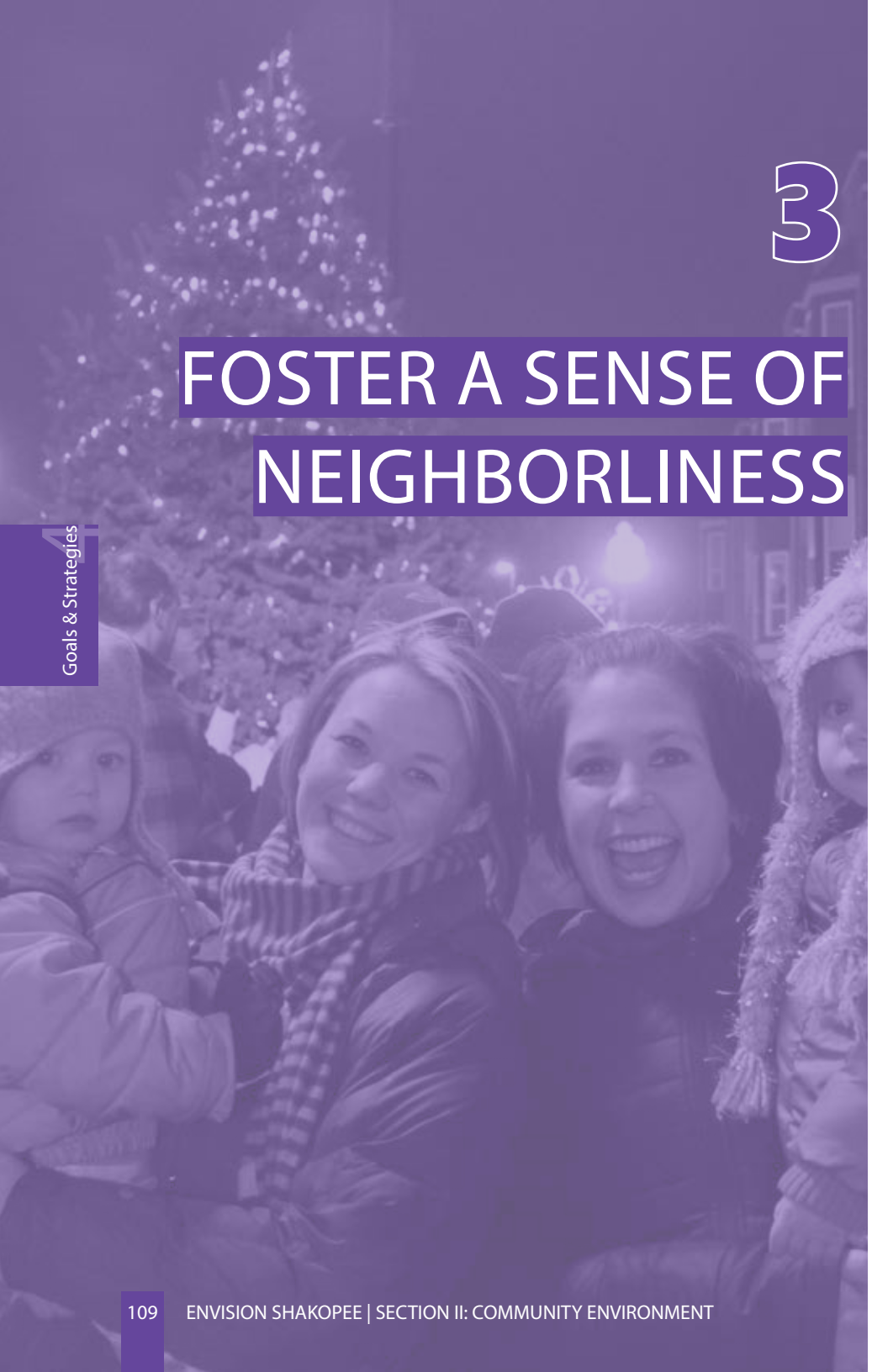
» Include community engagement as a component of major planning and development projects

» Encourage residents to meet their neighbors, participate in solving problems, improving their neighborhood and holding celebrations and events

## 2B Build Shakopee's brand

» Utilize the assets Shakopee is known for—such as parks, trails and the city's entertainment attractions—to tell the story of Shakopee and why it is a great place to live, work, learn and play

» Leverage brand development marketing assets for economic development



# 3 FOSTER A SENSE OF NEIGHBORLINESS



## 3A Support efforts to identify and organize community groups and/or neighborhood associations

» Explore an effort to identify and name Shakopee's neighborhoods

» Research best practices and consider implementation of efforts to build a sense community and neighborliness

## 3B Organize and coordinate efforts to foster a welcoming environment to new residents and businesses

» Create an online welcome packet

» Encourage residents, businesses and neighborhood groups to welcome newcomers

» Research best practices for welcoming people from all cultures, including overcoming communications and cultural barriers



BIG IDEA 8

FOSTER CIVIC LIFE IN CIVIC SPACES

# 4

# ENSURE NEIGHBORHOODS ARE SAFE, HEALTHY, WELCOMING AND SUPPORTIVE PLACES TO LIVE, WORK, LEARN AND PLAY

## 4A Bring people together

» Identify opportunities to bring people together across ages, races, family makeup, incomes, neighborhoods and length of residency

## 4B Preserve and enhance the unique identity and character of individual neighborhoods

» Align land use guidance, zoning and other planning efforts to support neighborhoods

» Prohibit, limit or strategically guide new uses that may be incompatible with the existing character of the community



SECTION III

# THE BUILT ENVIRONMENT

# INTRODUCTION

## PLAN ELEMENTS

The Built Environment section of Envision Shakopee guides growth and development policies, goals and strategies in three broad areas:

- Land Use, Development & Community Design,
- Transportation, and
- Infrastructure

Shakopee's built environment has evolved over many decades and through many phases of public infrastructure investments and private real estate development trends. The physical character of the city is largely influenced by land use decisions made by private property owners and guided by zoning and development regulations. Land use patterns are also closely linked to transportation infrastructure and the availability of different transportation modes - in Shakopee's case, a primarily automobile-oriented transportation system has shaped much of the rapid suburban development patterns that have occurred over the past few decades. Likewise, availability and extension of utilities infrastructure, including sanitary sewer and water service, has made outward growth possible.

As Shakopee plans for the next decades of physical development, it will continue to face decisions about the pace, character and scale of outward growth in the midst of changing economic conditions, demographic needs, community expectations and real estate trends. The city is also entering a period in which infill development, adaptive re-use and redevelopment in older areas will be a more significant aspect of the city's growth and evolution. Both offer opportunities to leverage new development to maximize economic returns for the city and to enhance the quality of life for existing and future residents.

**Envision Shakopee guides the built environment of Shakopee to higher standards of physical design while maintaining our unique identity and small-town character. The Plan emphasizes strong neighborhoods containing a variety of quality housing options that fit the needs of our community members; are connected with safe and efficient roadways; and support a balance of transportation modes as options for both commuting and enjoyment.**




# LAND USE, DEVELOPMENT & COMMUNITY DESIGN

Shakopee has changed substantially as it has grown, and it now faces opportunities to guide growth toward desired economic goals, housing needs and objectives for high quality design, mixed use development, and strategic locations for both annexation and redevelopment.

The Land Use Element of the plan establishes the vision for growth, development and redevelopment throughout Shakopee and its potential growth areas. The Planned Land Use map guides the intended location, intensity and character of future development and redevelopment, and serves as the decision-making tool for Shakopee's city government as it considers public investments and private development proposals. The plan is a framework to achieve Shakopee's goals for well-managed, efficient growth that will positively contribute to Shakopee's economy and community character.

# OVERVIEW

This element of the plan provides a description of Shakopee's historic growth patterns, its current land use and development character, and potential growth, redevelopment and opportunity areas. First, the existing conditions analysis introduces the Envision Shakopee planning districts. Next, a variety of issues and opportunities, are discussed, including:

- The need for a strategic growth plan and land use plan to provide a clear vision for the future that accommodates market-driven development opportunities
- A community desire for higher-quality development, improved physical design and a celebration of the community's unique history and culture
- The need to meet the needs of Shakopee residents and employees by accommodating a greater variety of home choices
- Opportunities for vibrant, people-oriented and mixed use development
- Annexation and greenfield development opportunities in the West End
- The need to guide the redevelopment of aging and underutilized sites

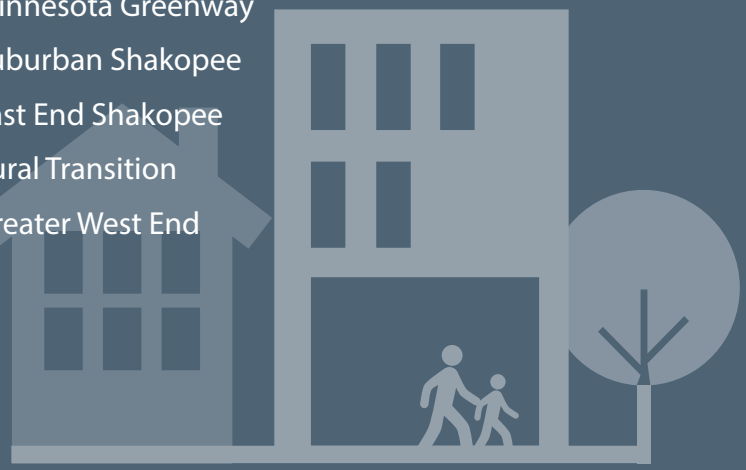
Then, the future land use plan describes all areas of the Planned Land Use map and follows with specific recommendations for each planning district. The larger goals and strategies for land use, development and community design follow the Planning District Recommendations.

## GOALS FOR LAND USE, DEVELOPMENT & COMMUNITY DESIGN

1. Align land use and development mechanisms with Envision Shakopee goals
2. Emphasize community character in design
3. Grow strategically
4. Prioritize redevelopment opportunities
5. Target increased density in areas that are connected to amenities and transit
6. Promote infill development

## ENVISION SHAKOPEE PLANNING DISTRICTS

- Downtown Shakopee, Old Shakopee and Transition corridors
- Minnesota Greenway
- Suburban Shakopee
- East End Shakopee
- Rural Transition
- Greater West End



# INTRODUCTION

It is critical for any community to provide an appropriate mix of land uses to serve a wide variety of community needs (like balancing jobs and housing) and to ensure its fiscal sustainability. But land use planning is more than simply assigning a parcel of land with a designated use (e.g. residential, commercial, industrial, etc.).

Many factors contribute to how land use and development look and feel to those who spend time in the city, and how the land functions to serve their needs. In addition to typical considerations like development density, it is helpful to consider the character of development as well - the age of building stock, the relationship of buildings to streets and parking, the style of architecture, height of buildings, mixture of uses (or lack thereof), and many other factors.

Character of place matters because it represents more than the sum of parts created through the land development process. It represents the identity of a community, neighborhood or district. Is this a place that people enjoy spending time because it's walkable and vibrant and has interesting spaces to gather, like a downtown? Is it a place designed purely for economic function, like an industrial district? Is it a neighborhood where people are comfortable walking down the street and visiting with neighbors?

Community character is shaped through the design of the built environment, sometimes with deliberate intent through planning policies and zoning requirements, and sometimes as a natural outgrowth of private market trends responding to land values, market demands and available infrastructure - usually it is some combination of the two.

The character of Shakopee over time



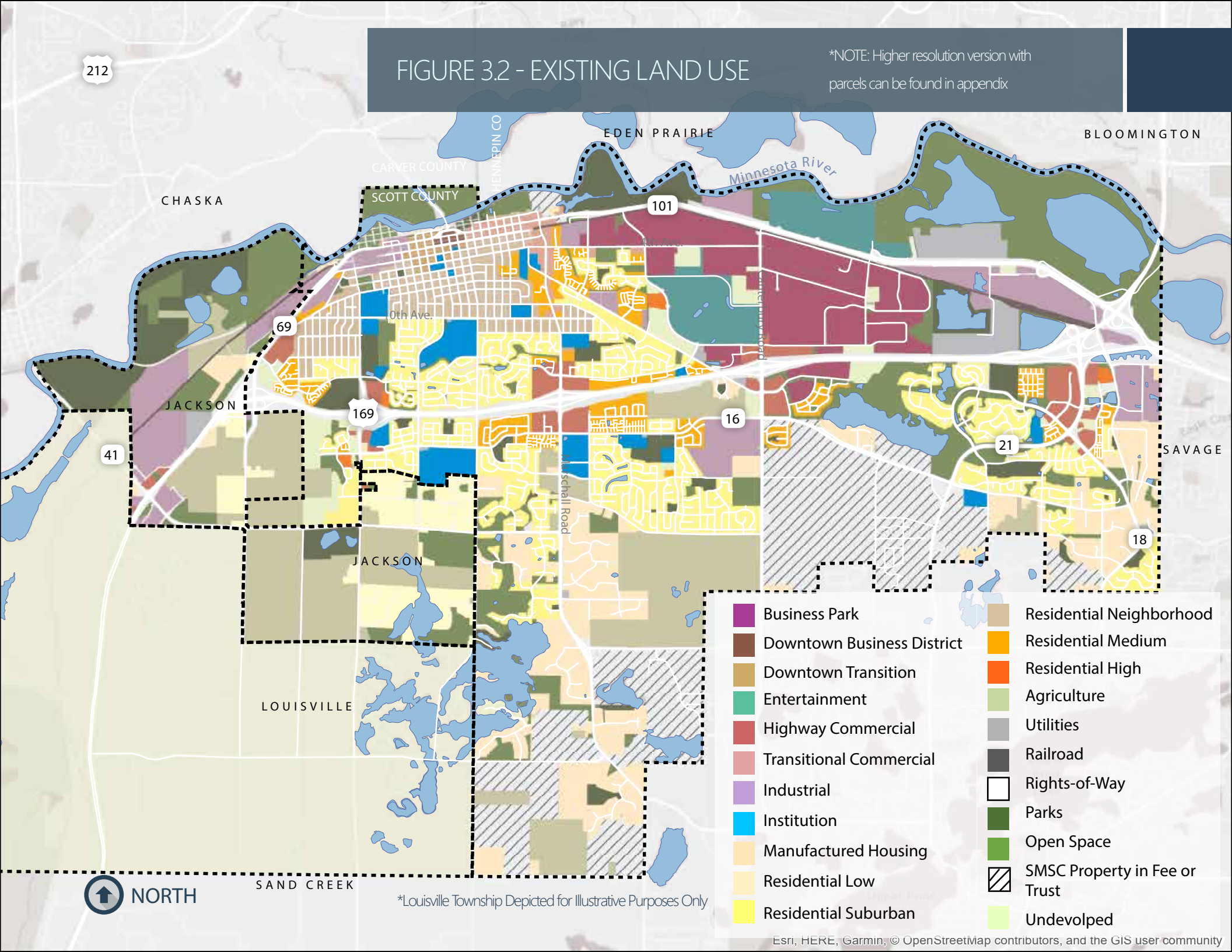
**FIGURE 3.1 - EXISTING LAND USE TABLE**

| Land Use | Acreage | Percentage of Total |
|---|---|---|
| Entertainment | 523 | 3% |
| Institution | 384 | 2% |
| Rights-of-Way | 3,235 | 14% |
| Railroad | 106 | Less than 1% |
| Utilities | 331 | 1% |
| Business Park | 1,128 | 5% |
| Industrial | 1,045 | 4% |
| Highway Commercial | 392 | 1% |
| Transitional Commercial | 106 | Less than 1% |
| Downtown Business District | 16 | Less than 1% |
| Downtown Transition | 35 | Less than 1% |
| Residential Neighborhood | 497 | 2% |
| Residential High | 35 | Less than 1% |
| Residential Medium | 626 | 3% |
| Residential Suburban | 2,101 | 9% |
| Residential Low | 2,237 | 10% |
| Manufactured Housing Parks | 70 | Less than 1% |
| Undeveloped | 293 | 1% |
| Agriculture | 3,070 | 13% |
| Open Space (Including open water) | 6,017 | 26% |
| Parks | 1,164 | 5% |
| Planning Area Total | 23,411 | 100% |

Note: Total Planning Area includes land within the City of Shakopee and Jackson Township. Louisville Township is not included within calculation

# FIGURE 3.2 - EXISTING LAND USE

*NOTE: Higher resolution version with parcels can be found in appendix



# EXISTING CONDITIONS

The character of development in Shakopee, as in most places, is very closely tied to the transportation system. This is evident through historical development patterns that evolved as transportation routes and technologies have changed over time.

Pre-1900
Shakopee was settled along the Minnesota River when steamboat travel provided access to the frontier. A tight grid of interconnected streets was platted to establish a downtown and surrounding residential neighborhoods, accommodating daily travel by horse, carriage, and foot. Sidewalks were common. Development in these areas was relatively dense and mixed use. Buildings were placed close to one another and to the street, and also tended to have unique architectural designs, as they were built by numerous property owners and builders. Introduction of the railroad in the 1860s opened large tracts of land for industrial development leading into and outside of the village core.

The adoption of automobiles
Introduction of the automobile in the 20th Century made it easier to travel longer distances and to access land further away from downtown. Residential lots became larger and more suburban, and cul-de-sacs were introduced to the street network, which become more curvilinear. Streets became wider, and sidewalks less common.

Post-war boom
The rapid expansion of automobile ownership after World War II increased the need for parking. Homes were designed with driveways and larger garages, and commercial corridors leading into downtown (e.g. 1st Avenue and Marschall Road) began to redevelop with single-story buildings set behind parking lots.

Impact of expressways
Business growth increased in the 1960s and '70s with the development of the Valley Green Industrial Park, which expanded significantly in the 1990s and 2000s with the freight and employee access provided by Highway 169. Today, available land for new business development is becoming more limited within the existing city boundaries.

The construction of the Bloomington Ferry Bridge and the U.S. 169 expressway in the mid-1990s accelerated Shakopee's expansion responding to the increased access to the Twin Cites metro area. Commercial development began to coalesce around highway interchanges, characterized by shopping centers and "big box" retail.

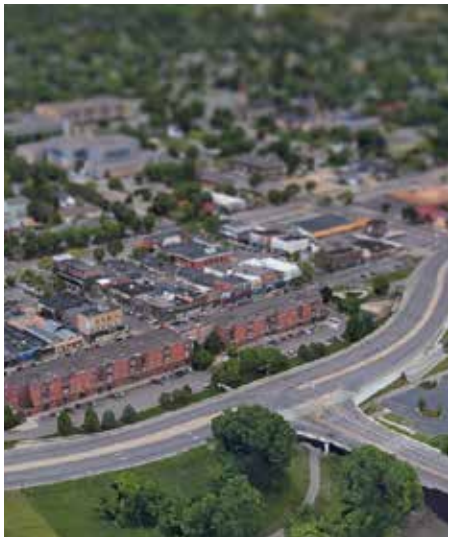
Suburban expansion
Residential streets became less connected and different types of housing were separated from each other, a result of both market forces and zoning requirements. Single family homes and lots grew in size, responding to changing market demands. Buildings within individual subdivisions and apartment complexes were designed with similar or duplicated styles, a result of the modern land development and production building model.

Modern trends
More recent suburban developments, such as Dean Lakes, have incorporated elements of "traditional neighborhood design", with more integrated housing types and better street connectivity, as well as better connections to surrounding commercial development. This is also a reflection of changing market demands and more modern approaches to zoning and land use planning.

## ENVISION SHAKOPEE PLANNING DISTRICTS

The historic patterns and character of Shakopee's development areas provides the context to consider issues and opportunities for land use, development and community design described in the next section of the land use element. This context sets the framework for defining the following Envision Shakopee Planning Districts.

## DOWNTOWN SHAKOPEE, OLD SHAKOPEE AND TRANSITION CORRIDORS



**EXAMPLES: DOWNTOWN BUSINESS DISTRICT, DOWNTOWN TRANSITION, RIVERFRONT**

Downtown Shakopee is the community's historic core and has a unique development character from other areas of Shakopee. this is the most traditionally "urban" and most walkable commercial center in Shakopee. Buildings are generally attached or in close proximity to each other and the street, ranging in height from 1 to 3 stories. Ground floor retail and dining are common, with office or residential above.



**EXAMPLES: THE OLD SHAKOPEE NEIGHBORHOOD**

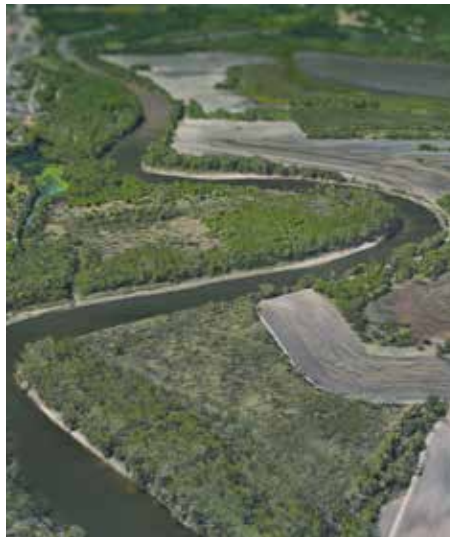
The Old Shakopee neighborhood is largely characterized by early and mid-20th Century detached single family homes set on 1/4-acre lots, with some blocks including small scale apartment buildings and attached townhomes. Some blocks include alley access to garages. The street network is laid out in a traditional neighborhood grid, with intermittent sidewalks. The neighborhood also includes parks, places of worship, and occasional institutional or commercial uses.



**EXAMPLES: FIRST AVENUE CORRIDOR, THE MARSCHALL ROAD CORRIDOR, NEIGHBORHOOD INDUSTRIAL DISTRICT**

Transitional corridors include older primarily commercial sites with a wide range of land uses and development patterns. These corridors have either fully developed or partially redeveloped in the first wave of automobile-oriented design, and currently consist of extensive surface parking, numerous vehicular curb cuts, and inconsistent building setbacks. Some original homes and other buildings remain throughout the corridors.

## MINNESOTA GREENWAY



**SUB-AREAS:** PARK & RECREATION, NATURAL GREEN SPACE, HUBER PARK, MEMORIAL PARK, THE LANDING

The Minnesota River and adjacent lowlands which include Memorial and Huber Parks as well as areas protected through the National Wildlife Refuge System create a greenspace system. The Minnesota Valley State Trail, an important link in the regional system is connected to the Minnesota River Bottoms via a crossing east of the Bloomington Ferry Bridge, the Minnesota River Bluffs Trail via the Highway 101 bridge downtown, and Chaska via the Highway 41 bridge.

## SUBURBAN SHAKOPEE



**EXAMPLES:** SOUTHBRIDGE, DEAN LAKES AND 169/CSAH 83

Suburban Shakopee is defined with detached single family homes with attached two-car garages set on 1/3 to 1/4- acre lots with detached garages oriented toward the street. These streets typically have 60' right-of-way with 40' roadways and are laid out in curvilinear and cul-de-sac patterns. Generally no sidewalks and no alleys.



**EXAMPLES:** MARSCHALL ROAD INTERCHANGE AREA, MARYSTOWN ROAD INTERCHANGE AREA, THE VIERLING DRIVE CORRIDOR

Highway-oriented commercial development generally built since the 1990's construction of the US-169 bypass. Primary uses include commercial, retail, and dining establishments in big box stores and multi-tenant strip centers with out-parcel development. Buildings are set back from the road behind large surface parking lots, with little connectivity between adjacent businesses and are designed to be accessible primarily by automobile. with high visibility from US-169.

## EAST END SHAKOPEE



**EXAMPLES: VALLEY GREEN BUSINESS PARK**

A large employment center, the area consists primarily of the Valley Green Business Park which primarily includes medium to large building footprint distribution and fulfillment centers. Additionally, flex space industrial with front-of-house office is also prevalent. Large surface parking lots for employee parking are located at the front of buildings with loading bays lining the rear of buildings. Rail spurs are provided to some industrial sites.



**EXAMPLES: HIGHWAY 101 GATEWAY, THE STAGECOACH ROAD CORRIDOR**

Properties fronting the four-lane divided section of Hwy 101 include light industrial, warehouse, and non-retail commercial establishments generally built between 1970 and 2000. Properties are usually accessed via a frontage road with no sidewalks or landscaping. Large footprint 1-story buildings are situated on large lots with surface parking to the front and service and loading bays to the rear. Rail spurs are provided to some sites.

## EAST END SHAKOPEE



**EXAMPLES: VALLEYFAIR, CANTURBURY PARK AND CANTURBURY COMMONS**

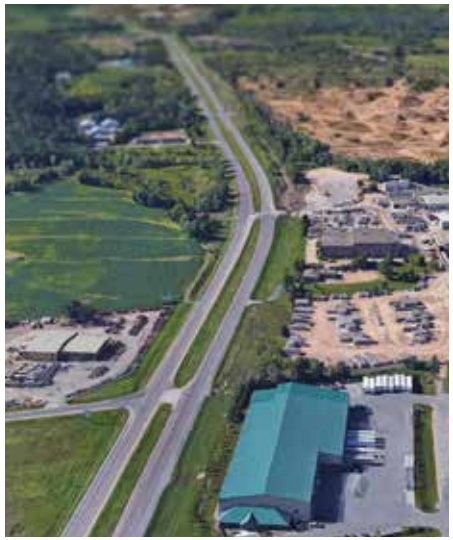
Shakopee is home to two regional entertainment destinations, the Valleyfair Amusement Park and the Canterbury Park horse racing track and gaming complex. Each are unique in their size and specialized development characteristics. Associated employment and visitation is largely seasonal, with associated periods of higher traffic into Shakopee, particularly along Hwy 101 and Canterbury Road.

## RURAL TRANSITION



**EXAMPLES:** SUBURBAN EXTENSION, SUBURBAN TRANSITION, RURAL

Rural transition areas to the south and west of Shakopee include a mixture of single family homes on low-density subdivided lots and isolated homes on large non-subdivided tracts of land and farmsteads. Some homes line long curvilinear cul-de-sacs oriented around open space amenities, such as Stonebrooke Golf Course or O'Dowd Lake. Sidewalks and trails are generally not present.



**EXAMPLES:** ROUTE 169 SOUTH CORRIDOR

Land to the west of Shakopee along Hwy 69 and US 169 extending into Jackson and Louisville Townships includes a mixture of low-density industrial and commercial establishments, generally accessed by frontage roads. There are a number of large aggregate mining operations in this corridor. The area also includes some low-density residential neighborhoods, primarily in the form of manufactured home parks.

## GREATER WEST END



**EXAMPLES:** WEST END, ROUTE 41 CROSSROADS, ROUTE 69 CORRIDOR, QUARRY SWATH

Today, the West End is dominated by agricultural, rural commercial and rural residential uses. Long term planning for the development of the West End/Jackson Township growth area began with the 2015 West End Land Use Master Planning Study, which established a framework plan for land use, open space preservation, and infrastructure development in portions of the area anticipated for the most immediate annexation and development.

# ISSUES & OPPORTUNITIES

As Shakopee has grown over the past few decades, the community has dealt with considerable development pressures that have resulted in outward expansion and suburbanization. As discussed in the housing chapter, while the city has developed a significant industrial employment base, many who work in Shakopee must commute into the city due to a lack of housing options, while most Shakopee residents commute out to professional jobs elsewhere in the region. Housing growth has slowed in recent years, although housing demand remains quite high. Available vacant land for both residential and commercial growth within the city limits has become more scarce as the city builds out, and partially as a result of significant land acquisition by the Shakopee Mdewakanton Sioux Community in recent years.

Opportunities for new greenfield development are available in Shakopee's "west end" growth area, made possible through an Orderly Annexation Agreement reaffirmed with Jackson Township in 2018. New residential development is already underway with the extension of 17th Avenue as part of the Windermere development into this planning area. This plan provides a vision and strategy for continued growth and development as annexation continues to occur.

At the same time, opportunities exist for strategic infill and redevelopment of aging and under-utilized sites throughout Shakopee. Most notably, opportunity sites within and near downtown and the riverfront put Shakopee in a position to build on the recent success of its downtown revitalization efforts by introducing 21st Century housing and employment options.

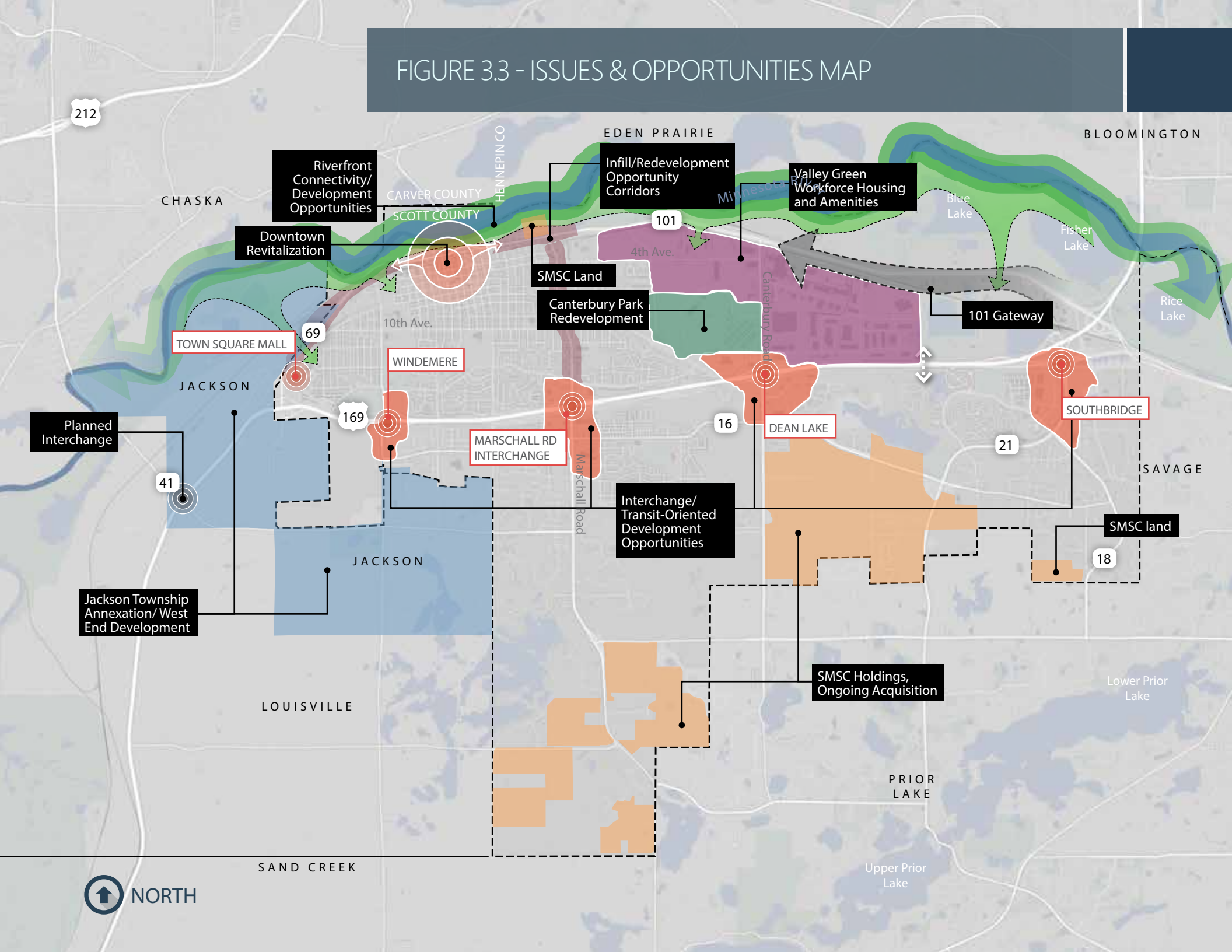
## ISSUES

- Coordinating land use and infrastructure with the Shakopee Mdewakanton Sioux Community
- Annexation of Jackson Township
- Balancing housing and employment demands
- Changing trends in housing, retail, and jobs

## OPPORTUNITIES

- Strategic infill, redevelopment, and re-use of aging sites
- New greenfield development
- Mixed use development at Canterbury Park
- Connecting residential areas with the Minnesota River Greenway

# FIGURE 3.3 - ISSUES & OPPORTUNITIES MAP



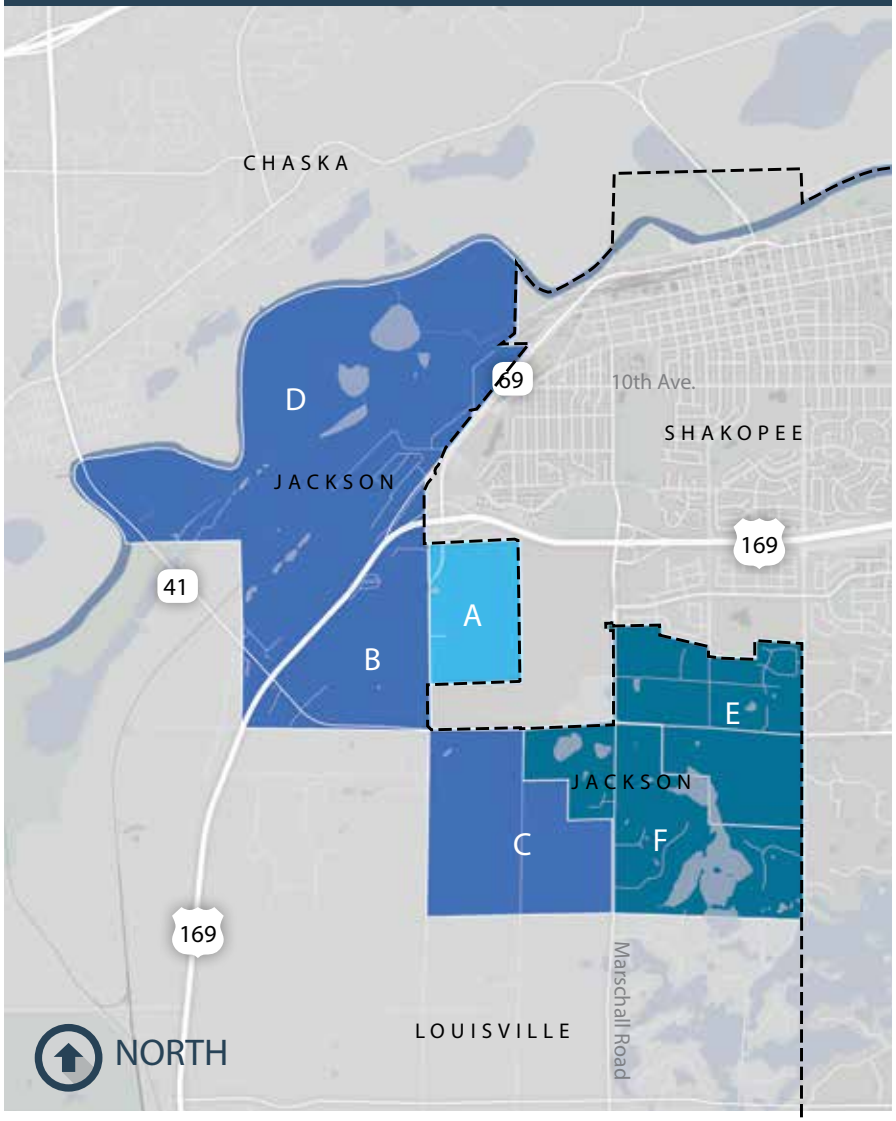
## WEST END GROWTH & ANNEXATION

In 2018, the City of Shakopee and Jackson Township updated their Joint Resolution for Orderly Annexation, originally established in 2002. The agreement provides a plan and procedures for the incremental incorporation of land from the township into the city. Phased annexation is planned to occur generally from east to west and north to south as shown in the adjacent map. As part of the agreement, Shakopee will reimburse the township for lost tax revenue as parcels are annexed into the city.

Jackson Township comprises over 4,000 acres of land, divided in two large areas: one to the west of Shakopee, extending from Marystown Road to the Minnesota River across Highway 169; the other to the southwest to the boundary with Louisville Township. For the purposes of annexation, these areas are divided into six tracts, each with a target date at which annexation will be permitted. The most immediate areas anticipated for development are available for city-driven annexation in 2018, while other areas are not available for annexation until 2050. Property owner's who share a border with the City may petition for annexation at any time. These areas are not anticipated to be annexed until thier eligibility dates, but development demand may dictate a different timeline.

The two tracts targeted for annexation beginning in 2018 encompass approximately 600 acres of land extending to Highway 169. Long term planning for the development of this area began with the 2015 West End Land Use Master Planning Study, which established a framework plan for land use, open space preservation, and infrastructure development in portions of the area anticipated for the most immediate annexation and development. Refer to the West End Area Plan, to follow in this chapter, for specific planning recommendations for the future of the West End.

**FIGURE 3.4 - JACKSON TOWNSHIP ORDERLY ANNEXATION**



## SHAKOPEE MDEWAKANTON SIOUX COMMUNITY

The Shakopee Mdewakanton Sioux Community (SMSC) is a federally recognized sovereign tribal nation. The SMSC is governed by the General Council, which consists of all adult memebers of the SMSC, and the Business Council, which is responsible for enacting the vision, values, goals and direction of its people.

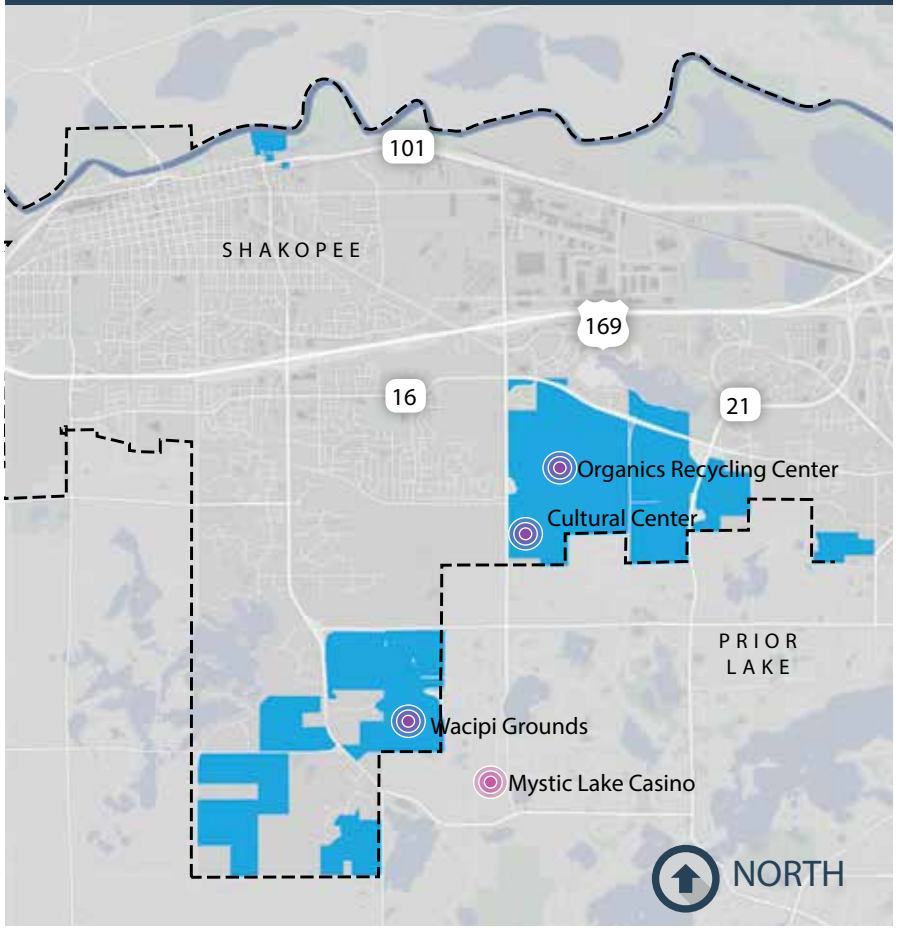
The SMSC has a longstanding nation-to-nation relationship with the United States government enacted through treaties of 1851 and 1853. With more than 4,000 employees, the SMSC is the largest employer in Scott County. The SMSC has contributed more than $86 million to local government in the form of propeerty taxes for land held in fee and through agreements in support of law enforcement, infrastructure and other essential services.

The SMSC holds significant land areas within Shakopee and in surrounding Scott County and adjacent communities. Much of the SMSC lands are held in trust, with minimal intent for development by the tribe. Some areas are developed or are undergoing active development with a mixture of residential, employment, entertainment and cultural uses. The city has limited jurisdiciton on SMSC land.

SMSC land areas within Shakopee include approximately 1,300 acres of consolidated land bounded by CSAH 21, Eagle Creek Boulevard, and Mystic Lake Drive, approximately 1,050 acres of partially consolidated land south of CSAH 42 and adjacent to the Mystic Lake Casino/Resort area, and 34 acres of land between Highway 101 and the Minnesota River, some of which the tribe recently purchased from the City of Shakopee for land restoration.[1]

Land along Highway 101 and the Minnesota River holds significant value to the Dakota Sioux Community due to the presence of historic burial grounds in various locations. This includes a portion of Memorial Park, which is preserved and jointly maintained by the City of Shakopee and the SMSC. In 2017, 3 acres of land was purchased by the SMSC from the City of Shakopee for preservation and restoration.  Due to the sensitive nature of historic burial grounds and past urban development

**FIGURE 3.5 - SMSC LAND HOLDINGS IN SHAKOPEE**




along Highway 101, it is critical the future redevelopment opportunities be sensitive to the potential for impacting lands holding cultural value to the tribe and avoid further detrimental impacts to burial grounds.

The City of Shakopee should maintain a collaborative relationship with the SMSC to coordinate land planning and related infrastructure investments.

[1]These figures have been compiled at the time of this plan and may not reflect future SMSC holdings.

## UNDERSTANDING THE DISTINCTION BETWEEN LAND USE PLANNING AND ZONING CODE

It is important to recognize the distinction between the Land Use Plan (as established in this Comprehensive Plan) and the City's Zoning Code, and more specifically, the distinction between the Planned Land Use Map and the Zoning Map. Both of these documents are legal documents, both need to be adhered to for development considerations and both require discretionary approval to be altered. The Land Use Plan is a statement of policy to be used as a guide for development far into the future, controlling higher end concepts like permissable categories of uses which may be located at a particular site and the overall intensity of these uses which in turn have effects on regional level infrastructure decisions. The Zoning Code is a regulatory ordinance that governs finer, site specific details of how property is permitted to be used and developed in the immediate term. Likewise, the Planned Land Use Map is an illustrative depiction of a long term vision for growth and general development patterns to be followed.

Change over time
Adoption of this Plan and the Planned Land Use Map will require an overhaul of the City's zoning map and code to conform with the designations of this Plan. By statute, the Zoning Code and Zoning Map will need municipal action to conform to the policy recommendations of the Land Use Plan and Planned Land Use Map. In circumstances in which zoning classifications and requirements are changed in the future, existing uses and structures will remain legal (often referred to as "grandfathered", but legally described as a "legal non-conforming use"), this definition does place limits on how the existing use may or may not be improved over time, but it does not mean the elimination of a use which predates the adoption of this Plan or the subsequent zoning code overhaul.

This relationship between land use planning and zoning requires thoughtful and balanced consideration by the community and the City's decision-making bodies when presented with development proposals. Private property rights are one of the cornerstones of American law as established in the Constitution. Yet there is also a long-standing history of land use planning as a means to ensure that private development occurs in an orderly fashion that preserves the health, safety, and welfare of the larger community and does no put undue strain on regional infrastucture.

Planned Land Use and development review process
The Land Use Plan should be consulted as a key guide when making decisions about development proposals. In some cases, the Plan's recommendations may help to determine whether or not a requested change in zoning classification should be approved. The Plan may also be used to influence the details of how a proposed development is ultimately built.

Where substantial conflict exists between the policy vision of the Land Use Plan and the types of uses and development patterns that are permitted (or perhaps even required) by current regulations, those conflicts should be resolved through a deliberative examination and public process to determine the most appropriate and acceptable direction forward. Ultimately, the planning and development process is characterized by compromise. Through a deliberate, incremental, and legally-sound decision-making process, the Plan can be implemented in a way that advances the community's goals, while also protecting the rights of individual property owners.

**FIGURE 3.6 - ZONING VS. LAND USE**

| Differences | Zoning | Land Use |
|---|---|---|
| Legal Status | Regulatory Law | Reulatory Law |
| Scale | Parcel | Parcel |
| Details | Specific | General |
| When | Current Regulations | Future Guidance |

## UNDERSTANDING THE DISTINCTION BETWEEN DENSITY AND DESIGN

### Density as a unit of measurement

Density is a commonly used metric in land use and development planning. It is a standardized unit of measure for the number of housing units (e.g. single family homes, apartment units, etc.) on a development site, or the amount of commercial space on a site (usually measured in square feet of building space). It is typically expressed as a standard ratio – for example X dwelling units per acre of land, or X square feet of commercial space per acre.

### Density and development planning

Density is useful in planning for infrastructure and public service needs of future development. Each of the planned land use types on the Planned Land Use map has an associated density range – target minimums and maximums expected for future development. Individual development projects may occur at a variety of densities within these target ranges.

### Density does not guarantee outcome

Density is an often misunderstood factor in considering the appropriateness of development proposals. In particular, higher densities of residential development are often a concern in communities, for a variety of reasons, such as potential traffic growth, parking needs, size or appearance of buildings, etc. Density is sometimes used as a proxy for these impacts, but it is important to understand that there is not necessarily a direct correlation between density and a particular impact or outcome. Often, concerns over density are related to concerns that denser development will be of a lower quality and will detract from the character of the community. This is partially based on past experience – residential complexes built in decades past that do not fit well with surrounding neighborhoods, have an outdated architectural design, or have not been maintained well over the years.

### Quality of design as a stronger guarantee of outcome

For this reason, it is critical that as much – if not more – attention be given to quality of design for new developments, as is given to density. In some cases, higher densities can improve the economics of a development project, allowing for higher quality design, such as higher-grade building materials, or additional site improvements such as landscaping or streetscape elements. In fact, it may be appropriate to link requests for higher densities with expectations for design outcomes to ensure that community concerns are addressed and desired benefits are achieved.

### Density is relative to context

Density is also a relative unit of measure. What may be considered "high" density in some communities or neighborhoods, might be considered "low" in others, and vice versa. The location and context of a development within the community is an important factor in considering the appropriateness of a particular density. For example, a higher density of development in a suburban setting with few transportation options and poor connections to surrounding destinations such as a neighborhood shopping center or employment areas, might be expected to increase traffic, while the same density might have less of a traffic impact if it is located in a walkable, mixed use, and more urban area.

## NET DENSITY VS. GROSS DENSITY

Density can be calculated in a variety of ways. Gross density and net density are the two primary methods of calculation. They differ in how much land area is included in the calculation. Gross density is often used to calculate densities for large areas, such as a neighborhood or district and at a city-wide scale. Net densities are useful to understand the scale of specific developments on a parcel of land.

Gross density
Gross density typically includes all (or at least most) of the land area on which a development occurs, including streets, preserved open space, surface water areas, etc., in addition to the portions of the site on which buildings are located.

Net density
Net density omits many of these additional site features, and focuses on the portions of land which are physically developed with buildings and associated site improvements such as parking areas.

Example: Calculating Gross and Net Density
This example represents a 10-acre development site with 100 dwelling units, i.e. a gross density of 10 units per acre. The site includes 3 acres of preserved open space which cannot be developed, and which is thus omitted when calculating net density. The net density for the site is calculated as 14.2 units per acre (100 units / 7 developable acres).

Gross density =
100 units/10 acres =
10 units per acre

Net density =
100 units/7 developable acres =
14.2 units per acre

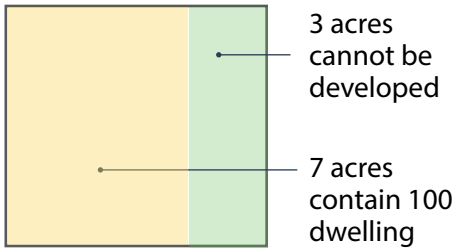



**FIGURE 3.7 - NET RESIDENTIAL DENSITY GUIDELINES**

| What Can Be Netted Out | Important Notes | What Cannot Be Netted Out |
|---|---|---|
| Wetlands and Water Bodies | Defined as public waters and wetlands consistent with state delineation practices, buffers may also be included | Setbacks from water bodies, storm ponds, NURP ponds |
| Public Parks and Open Space | Must be public or in permanent open space (federal, state, regional, local) or land held in perpetual open space in an open space easement. | Privately held conservation easements, private parks, private trails |
| Arterial Road Rights-of-Way | Arterial roads are part of the metropolitan highway system Arterial Road Right-of-Way | Local road rights-of-way that are not part of the metropolitan highway system |
| Areas Protected By Local Ordinances | Floodplains, steep slopes, bluffs | |

Source: Met Council

# GREENFIELD, REDEVELOPMENT, AND INFILL AREAS

## GREENFIELD DEVELOPMENT AND FARMLAND CONSERVATION

Designated as a Suburban Edge by the Met Council, Shakopee and other Suburban Edge communities have the greatest supply of ready, undeveloped land and will continue to experience healthy growth and provide additional housing opportunities for the metropolitan region. Connection to a centralized sewer allows farmland and undeveloped areas to be subdivided with greater than two housing units per acre, the feasible subdivision limit for residential subdivision using a well and septic. Farmland in the planning area is predominately south of Hwy-169, concentrated in Jackson Township. The Shakopee Mdewakanton Sioux Community (SMSC) also hold a considerable amount of farmland south of Eagle Creek Blvd., but much of this land is held in trust and will likely remain as natural open space for the forseeable future. Therefore, greenfield development will most likely occur within Jackson Township. Development guidelines will help to preserve open spaces, protect natural features like bluffs and wetlands and protect water quality, provide connectivity to existing development and within new developments, and ensure high quality residential options.

## RE-USE, INFILL AND REDEVELOPMENT

While there are opportunities for new greenfield development in the Jackson Township annexation area, Shakopee is entering a period in its development history in which adaptive re-use of existing structures and complete redevelopment of underutilized sites will play a growing role in the city's ability to meet the community's needs.

### Historic preservation

It will be important to ensure that existing structures with historic significance, especially those in downtown and Old Shakopee are preserved wherever possible. At the same time, age does not necessarily signify historic value. In particular, many structures built in the 1960s and later were not necessarily constructed for a long life-span. Modern commercial and multi-family buildings are often built with a twenty to thirty year life cycle in mind. Many buildings developed in this era have not "aged well", either through lack of maintenance or substandard construction quality, in addition, many are lacking in architectural details and site designs that might otherwise contribute to the visual character of the community.

Such developments offer opportunities to update Shakopee's building stock in response to changing market conditions. As the values of underutilized properties reach a point at which it becomes economically feasible for redevelopment, it will be necessary to ensure that appropriate zoning standards and design guidelines are in place to ensure new development meets the economic and community character goals of the city.

### Adaptive reuse and infill opportunities

Some properties may be candidates for an interim, adaptive re-use for something different than their original purpose. For example, as automotive technology evolves into more efficient and eventually autonomous vehicles; service stations, auto shops, and sales lots could be repurposed to new uses, such as restaurants or office space. Likewise, as consumers increasingly use the internet for retail shopping, existing shopping centers will likely see demand increase for food and beverage, and other experience-oriented uses over traditional retail goods. This may result in repurposing of existing buildings, or infill of new buildings and uses to update shopping centers to modern market conditions. Some centers may be candidates for partial or complete redevelopment.

Over time, redevelopment may also become economically viable for older industrial sites in the Valley Green Business Park, or along Highway 101 and Highway 69. This could occur through expansion of existing businesses, or strategic introduction of new uses, such as restaurants, to serve surrounding businesses. Redevelopment offers distinct advantages as well as also potential challenges.

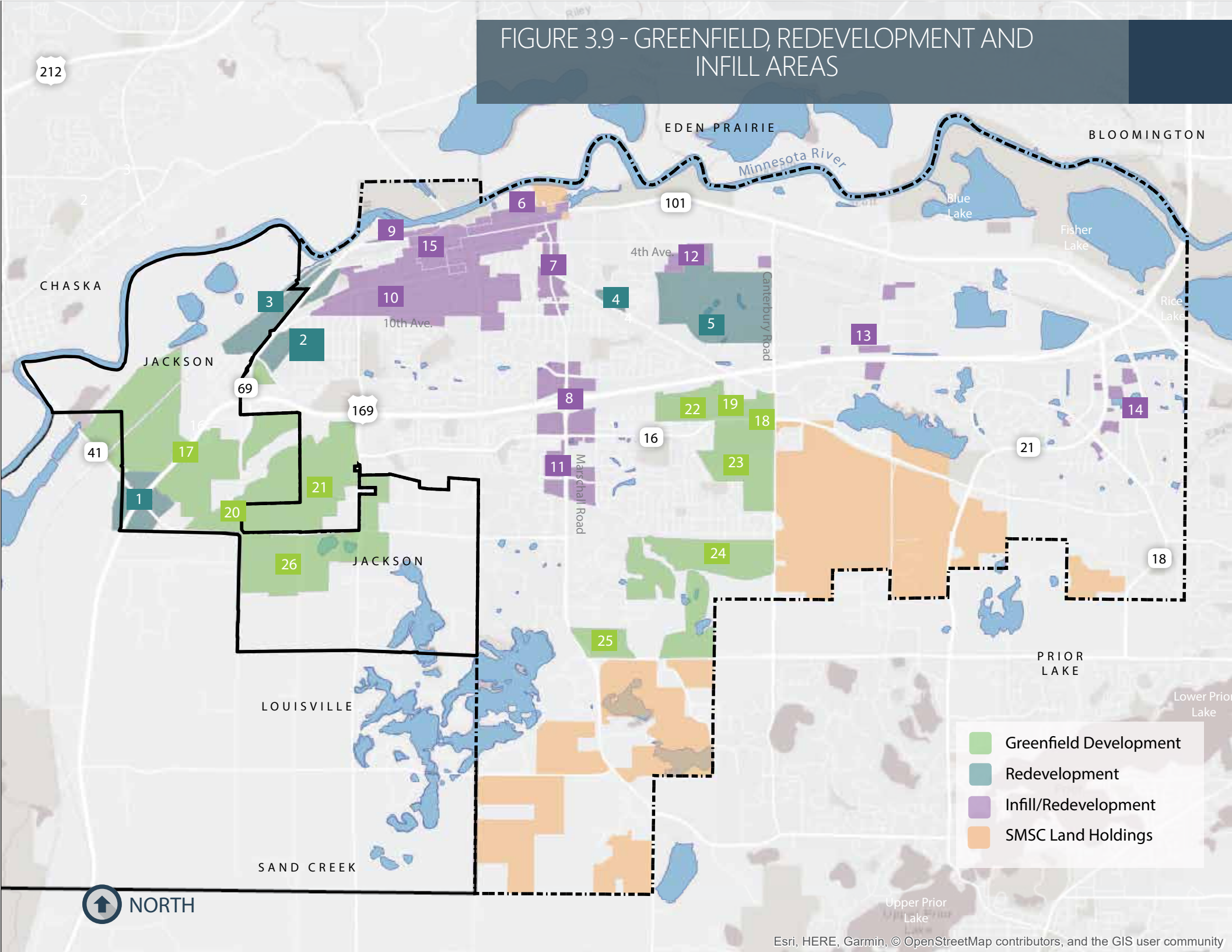
# FIGURE 3.8 - DEVELOPMENT PHASING - RESIDENTIAL DEVELOPMENT

| Map ID | Area | Planned Land Use | Net Acres | Density | Expected % Residential | Potential Number of Residential Units and Expected Acreage | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | 2018-20 | | 2020-30 | | 2030-40 | | Total 2018-40 | | Post 2040 |
| | | | | | | Units | Acres | Units | Acres | Units | Acres | Units | Acres | |
| Redevelopment | | | | | | | | | | | | | | |
| 1 | Hwy169/41 Interchange Area | MU Commercial Center | 50 | 16 | 10% | | | | | | | | | X |
| 2 | Shakopee Town Square Mall | MU Commercial Center | 33 | 30 | 30% | | | | | 300 | 10 | 300 | 10 | |
| 3 | Hwy 69 Corridor | Mixed Employment Center | 100 | 16 | 40% | | | | | 640 | 40 | 640 | 40 | X |
| 4 | Eagle Creek Self Storage | Mixed Residential | 20 | 6 | 80% | | | | | 100 | 16 | 100 | 16 | X |
| 5 | Canterbury Park/Commons | Entertainment District | 100 | 30 | 40% | 500 | 15 | 700 | 25 | | | 1,200 | 40 | |
| Infill/Redevelopment | | | | | | | | | | | | | | |
| 6 | First Avenue Corridor | MU Commercial Corridor | 20 | 30 | 30% | | | 180 | 6 | | | 180 | 6 | |
| 7 | Marshcall Road Corridor | MU Commercial Corridor | 30 | 30 | 30% | | | | | 270 | 9 | 270 | 9 | |
| 8 | Marshcall Road TOD | MU Commercial Center | 50 | 30 | 30% | | | | | 450 | 15 | 450 | 15 | |
| 9 | Downtown & Riverfront | Downtown Riverfront | 12 | 60 | 70% | 300 | 5 | 200 | 3 | | | 500 | 8 | |
| 10 | Old Shakopee | Downtown Transition & Old Shakopee Neighborhood | 10 | 3 | 100% | 10 | 3 | 10 | 3 | 10 | 3 | 30 | 10 | |
| 11 | South Marshcall Road | Mixed Residential | 77 | 6 | 80% | | | | | 370 | 62 | 370 | 62 | |
| 12 | East 4th Avenue | Mixed Employment Center | 50 | 16 | 10% | | | 80 | 5 | | | 80 | 5 | |
| 13 | Valley Green | Mixed Employment Center | 30 | 16 | 10% | | | 50 | 5 | | | 50 | 5 | |
| 14 | South Bridge | MU Commercial Center | 40 | 30 | 40% | 120 | 4 | 360 | 12 | | | 480 | 16 | |
| 15 | Downtown | Downtown Business District | 25 | 10 | 80% | 100 | 6 | 100 | 7 | 100 | 7 | 300 | 20 | |
| Greenfields | | | | | | | | | | | | | | |
| 16 | Greenway Quarries | Mixed Employment Center | 200 | 30 | 5% | | | | | | | | | X |
| 17 | West End Mixed Use | Mixed Employment Center | 265 | 30 | 5% | | | | | 600 | 13 | 600 | 13 | X |
| 18 | Canterbury/17th Avenue | MU Commercial Center | 100 | 30 | 40% | | | 500 | 20 | 500 | 20 | 1,000 | 40 | |
| 19 | 17th Avenue Mixed Residential | Mixed Residential | 35 | 6 | 90% | | | 200 | 32 | | | 200 | 32 | |
| 20 | West End Mixed Residential | Mixed Residential | 115 | 6 | 75% | | | 550 | 115 | | | 550 | 115 | |
| 21 | West End Suburban Residential | Suburban Residential | 280 | 3 | 90% | 600 | 200 | 200 | 80 | | | 800 | 280 | |
| 22 | 17th Avenue Suburban Residential | Suburban Residential | 70 | 3 | 95% | | | 200 | 67 | | | 200 | 67 | |
| 23 | Shakopee Gravel Quarry | Suburban Residential | 130 | 3 | 95% | | | 150 | 50 | 230 | 74 | 380 | 124 | |
| 24 | Valley View Road | Suburban Residential | 380 | 3 | 95% | | | | | 300 | 100 | 300 | 100 | X |
| 25 | Marschall Road/140th Street | Suburban Residential | 66 | 3 | 95% | | | 180 | 63 | | | 180 | 63 | |
| 26 | Suburban Jackson | Suburban Residential | 290 | 3 | 95% | | | 200 | 65 | 200 | 65 | 400 | 130 | X |
| | | | | | Total | 1,730 | 225 | 3,860 | 558 | 4,070 | 434 | 9,660 | 1,217 | - |

Density: Minimum Allowable Units/Acre for Designated Planned Land Use

Note: Expected residential units are intended to be estimates only. Suburban Edge Residential and Rural Transition are not reflected in this table as the city does not anticipate residential growth during the planning period for these land use designations.

# FIGURE 3.9 - GREENFIELD, REDEVELOPMENT AND INFILL AREAS



# PLANNED LAND USE

Intent

The intent of the Planned Land Use Map is to guide a broad pattern of land use and development types across the City of Shakopee and its potential growth areas. It is not intended to designate very specific land uses for individual parcels of land. For instance, an area of the city may be guided for commercial development, but the specific type of commercial use (e.g. retail, restaurant, office, etc.) is addressed through a combination of zoning and market forces. Many of the land use categories are intentionally broad with respect to the types of residential and commercial uses that may be appropriate. This map serves to guide the City of Shakopee as it implements the plan, through actions such as zoning amendments, development approvals, annexation agreements, and capital improvements. The plan is also a resource for property owners and developers to understand how their properties fit within the larger context of development patterns envisioned for Shakopee.

Flexibility

It is important that the Land Use Plan provide a certain degree of flexibility, so that new and unexpected opportunities can be considered as they arise. The plan should be updated on a regular basis, so that interim decisions are documented and policy recommendations can be re-evaluated for appropriateness and relevancy. As time goes on, there will likely be development proposals in certain areas that do not strictly conform to the recommendations of the plan. Such proposals should be considered on their own merit, with the plan serving as a guide in the decision-making process. However, proposals that clearly deviate from the key goals and intent of the plan should be closely scrutinized and vetted through the public review process to ensure they are appropriate for the community. It is also imperative to recognize private property rights as established under current zoning.

Open Space

As part of the broad patterns of land use depicted on the Planned Land Use Map, it should be noted that the open space areas (shown in green) include a combination of publicly owned lands and portions of private lands that have been identified as environmentally sensitive or as opportunity areas for greenway connections or recreational facilities, and thus are priority areas for open space preservation. However, it should be noted that this land use designation is not intended to prevent private development or economic use of private properties, or to indicate municipal intent to acquire private lands for public use. In many circumstances, environmental regulations, such as floodplain, wetland and scenic bluff preservation set requirements and will guide appropriate development on sensitive lands. In other cases, this plan can be used as a guide for open space dedication as part of the residential subdivision process, or to identify locations for further study as part of a more detailed parks and recreation master plan.The development review process will determine appropriate areas for development and preservation with individual development proposals.

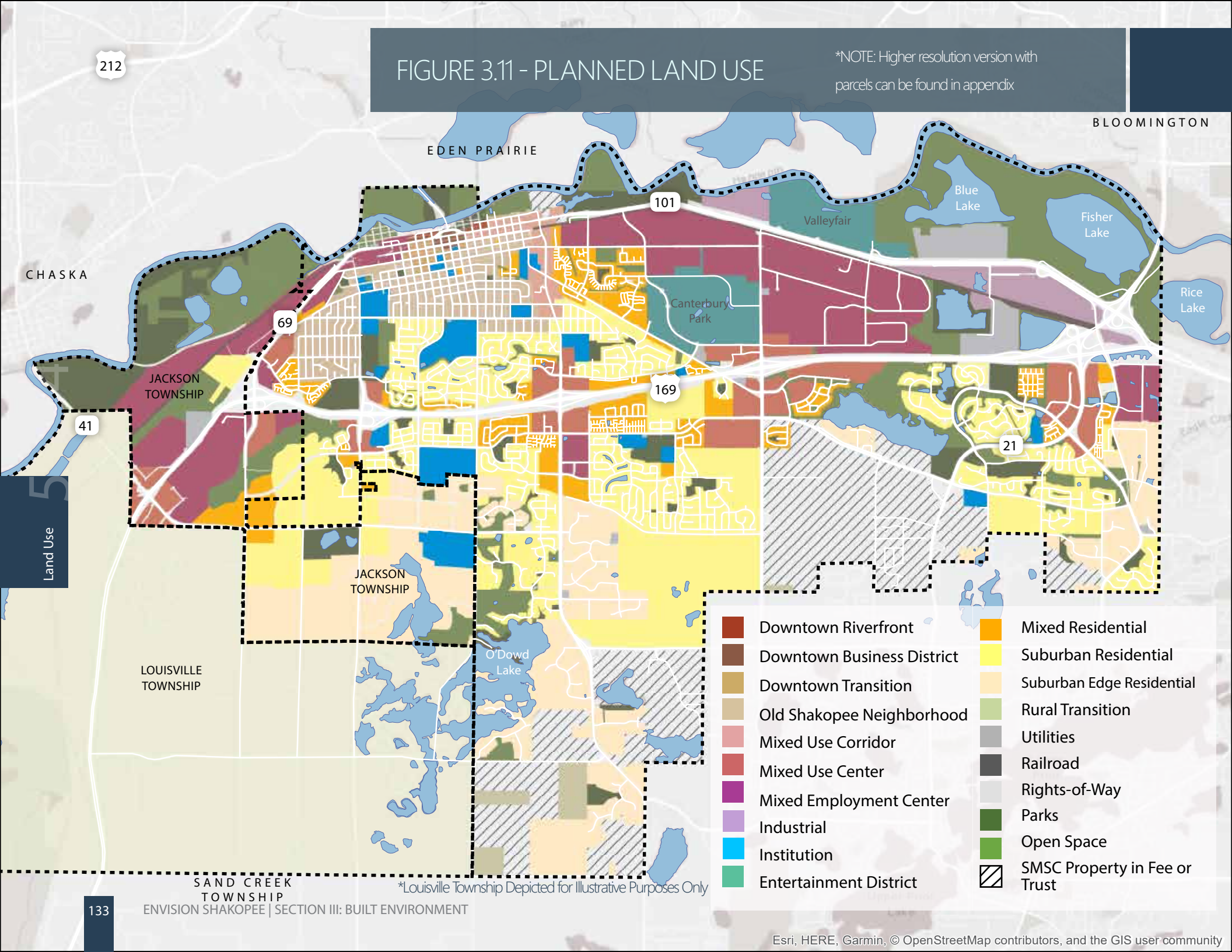
| Figure 3.10 - Land Use Inventory 2018 to 2040 | | Acreage | Percent | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Existing Use Category | Corresponding Planned Use Category | 2018 | | 2020 | | 2030 | | 2040 | |
| Agriculture | Rural Transition | 2,453 | 11% | 1,794 | 8% | 1,135 | 5% | 477 | 2% |
| Business Park | Mixed Employment Center | 1,128 | 5% | 1,411 | 6% | 1,694 | 7% | 1,977 | 9% |
| Commercial Highway | Mixed Use Commercial Center | 392 | 2% | 530 | 2% | 668 | 3% | 805 | 4% |
| Commercial Transitional | Mixed Use Commercial Corridor | 106 | Less than 1% | 116 | 1% | 126 | 1% | 135 | 1% |
| Downtown Business District | Downtown Business District / Downtown Riverfront | 12 | Less than 1% | 16 | Less than 1% | 20 | Less than 1% | 24 | Less than 1% |
| Downtown Transition | Downtown Transition | 42 | Less than 1% | 42 | Less than 1% | 42 | Less than 1% | 42 | Less than 1% |
| Entertainment District | Entertainment District | 523 | 2% | 564 | 2% | 605 | 3% | 645 | 3% |
| Industrial | Industrial | 1,045 | 5% | 807 | 4% | 569 | 3% | 330 | 1% |
| Institution | Institution | 421 | 2% | 435 | 2% | 449 | 2% | 464 | 2% |
| Manufactured Housing | Suburban Residential | 69 | Less Than 1% | 0 | 0% | 0 | 0% | 0 | 0% |
| Open Space | Open Space | 3,942 | 17% | 3,599 | 16% | 3,256 | 14% | 2,912 | 13% |
| Park | Park | 1,045 | 5% | 1,209 | 5% | 1,373 | 6% | 1,537 | 7% |
| Railroad | Railroad | 106 | Less Than 1% | 106 | Less Than 1% | 106 | Less Than 1% | 106 | Less Than 1% |
| Residential Low | Suburban Edge Residential | 2,158 | 9% | 2,259 | 10% | 2,359 | 10% | 2,460 | 11% |
| Residential Suburban | Suburban Residential | 2,002 | 9% | 2,484 | 11% | 2,897 | 13% | 3,310 | 15% |
| Residential Neighborhood | Old Shakopee Residential | 497 | 2% | 501 | 2% | 505 | 2% | 510 | 2% |
| Residential Medium | Mixed Residential | 626 | 3% | 799 | 4% | 939 | 4% | 1,080 | 5% |
| Residential High | Mixed Residential | 35 | Less Than 1% | 0 | 0% | 0 | 0% | 0 | 0% |
| Rights-of-Way | Rights-of-Way | 3,235 | 14% | 3,262 | 14% | 3,289 | 14% | 3,315 | 14% |
| Undeveloped | Undeveloped | 293 | 1% | 195 | 1% | 97 | Less Than 1% | 0 | 0% |
| Utilities | Utilities | 319 | 1% | 320 | 1% | 320 | 1% | 320 | 1% |
| SMSC Land | SMSC Land | 2,278 | 10% | 2,278 | 10% | 2,278 | 10% | 2,278 | 10% |
| Total | | 22,727 | | 22,727 | | 22,727 | | 22,727 | |

Note: Calculated acreage includes land within the City of Shakopee and Jackson Township. Louisville Township is not included.

Acreage for Existing Land Use Categories of Manufcatured Housing has been included with Suburban Residential and Residential High has been included with Mixed Residential for years beyond 2018.

# FIGURE 3.11 - PLANNED LAND USE

*NOTE: Higher resolution version with parcels can be found in appendix



# FIGURE 3.12 - PLANNED LAND USE OVERVIEW

## 2040 LAND USE CLASSIFICATIONS AND DETAILS

| Land Use Classification | Residential Denisty | Building Heights | Setbacks | Floor Area Ratio | Primary Uses | Secondary Uses |
|---|---|---|---|---|---|---|
| Downtown Riverfront | 60 -125 DUA | 3 to 8 stories | Minimal | 1 to 4 | Multifamily Residential & Retail | Office, Commercial, Open Space |
| Downtown Business District | 10-60 DUA up to 150 for Mixed Use | Up to 5 stories | No Setbacks | 0.9 to 4 | Commercial & Office | Mixed Use Residential & Parking |
| Downtown Transition | 3-12 DUA | 1 to 3 stories | 0 to 30 feet | 0.5 to 1.5 | Single Family Residential & Office | Institutional, Multifamily Residential & Parks |
| Old Shakopee Neighborhood | 3-12 DUA | 1 to 3 stories | 10 to 30 feet | 0.2 to 1 | Single Family Residential | Multifamily Residential, Institutional, Parks |
| Mixed Use Commercial Corridor | 30-60 DUA | 1 to 5 stories | 5 to 20 feet | 0.75 to 1.5 | Commercial, Office, Institutional & Mixed Use | Multifamily, parking, Public Gathering Space |
| Mixed Use Commercial Center | 30-60 DUA | 1 to 5 stories | Varies | 0.2 to 1.5 | Commercial & Office | Multifamily, Parking, Transit Facilities & Gathering Space |
| Mixed Employment Center | 16-30 DUA | 1 to 3 stories | Varies | 0.25 to 2 | Light Industrial, Office & Higher Education | Commercial, Multifamily, Open Space |
| Industrial | None | 1 to 2 stories | Varies | 0.1 to 1 | Heavy Industrial & Light Industrial | Office & Exterior Storage |
| Institutional | None | 1 to 5 stories | Varies | 0.25 to 1 | School , Government & Recreation Facilities | Open Space & Parking |
| Entertainment District | 25-100 DUA | Varies | Varies | 0.1 to 1.5 | Entertainment Desitnation & Parking | Residential, Commercial & Open Space |
| Mixed Residential | 6-30 DUA | 1 to 4 stories | 10 to 30 feet | 0.2 to 1.4 | Attached Single Family, Townhomes & Multifamily Residential | Retail, Senior Living Centers, Parks & Open Space |
| Suburban Residential | 3-6 DUA | 1 to 3 stories | 25+ feet | 0.2 to 0.5 | Single Family Residential | Attached SF, Parks, Open Space, Institutional, Day Care & Senior Living Centers |
| Suburban Edge Residential | 0.01-3 DUA | 1 to 3 stories | 30+ feet | 0.05 to 0.2 | Single Family Residential | Open Space, Parks, Institutional |
| Rural Transition | 0.001-0.5 DUA | 1 to 3 stories | 30+ feet | Up to 0.1 | Agricultural & Farmstead | Single Family, Open Space, Landscaping/Nursury |
| Right-of-Way | None | 1 to 2 stories | N/A | N/A | Roadways, Trails/Sidewalks & Parking | Open Space & Stormwater Facilities |
| Railroad | None | N/A | N/A | N/A | Railroad | Roadways, Open Space & Stormwater Facilities |
| Utilities | None | 0 to 4 stories | 0 to 200 feet | N/A | Utilities | Open Space & Stormwater Facillities |
| Park | None | 0 to 2 stories | 50+ feet | N/A | Parks, Recreation & Trails | Parking |
| Open Space | None | 0 to 2 stories | 50+ feet | N/A | Open Space | Trails & Stormwater Facilities |

Note: SMSC Property in Fee or Trust not included in this table as land use jurisdiction is not controlled by municipal authority.



# DBD DOWNTOWN BUSINESS DISTRICT

Downtown Shakopee is the community's historic core and has a unique identity from the city's other commercial centers. This is the most traditionally "urban" development pattern in Shakopee, with vertically integrated uses in attached buildings and a close sidewalk orientation. Preservation and revitalization of historic structures is a key objective. Targeted redevelopment of underutilized, non-historic sites should be sensitive to the historic form and scale of the downtown.













## DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 - 3 Stories (Existing); Up to 5 for mixed use infill |
| Building Form | Vertical mixed use |
| Setbacks | Zero Lot Line Development |
| Density | 10 to 60 dwelling units per acre, up to 150 for mixed use infill |
| Floor Area Ratio | 0.9 to 5.0 |
| Public Space | Streetscapes, pocket parks and plazas |
| Open Space | Riverfront access via Huber Park |
| Transportation | Automobile, transit, pedestrian-oriented |
| Streets | Traditional street grid. Historic street grid should be maintained and reconnected where possible. |
| Parking | On-Street and off-street surface lots. Potential for structured parking with mixed use infill. |

## PRIMARY USES

- Retail
- Dining/Nightlife
- Office

## SECONDARY USES

- Upper Story Residential
- Upper Story Office
- Structured Parking



# DR DOWNTOWN RIVERFRONT

Shakopee's downtown riverfront offers a unique opportunity for new mixed use development to complement Downtown Shakopee with modern market-rate development opportunities. Key redevelopment sites have the potential for higher densities of development than other areas of the city to maximize value and return on investment for the community. Office, hospitality, and residential uses with ground floor retail/dining components are appropriate.








## DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 3-8 Stories |
| Building Form | Generally attached mixed-use buildings. |
| Setbacks | Minimal |
| Density | 60 to 125 dwelling units per acre |
| Floor Area Ratio | 1.0 to 4.0 |
| Public Space | Streetscapes, pocket parks and plazas |
| Open Space | Riverfront access and building orientation. Buildings should address both streets and the riverfront. |
| Transportation | Automobile access with emphasis on sidewalk and trail orientation |
| Streets | Development along 1st Avenue and adjacent side streets. Existing grid should be maintained and expanded where appropriate. |
| Parking | On-street and structurally integrated with buildings; minimal use of surface parking |

## PRIMARY USES

- Multi-Family Residential
- Dining/Nightlife
- Retail

## SECONDARY USES

- Open Space
- Structured Parking
- Office
- Hotel



# DT DOWNTOWN TRANSITION

The neighborhood immediately surrounding the Downtown Business District serves as transition to the primarily residential Old Shakopee Neighborhood. These blocks continue the street grid of downtown and Old Shakopee, but include a greater mixture of commercial, institutional and residential uses and building types, including single-family homes. Opportunities exist for infill development on vacant or underutilized lots, and should be of compatible scale and form to the surrounding neighborhood.




## DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 -3 Stories |
| Building Form | Typically residential in scale, with exception of Scott County Complex |
| Setbacks | 0 -30 feet |
| Density | 3 to 12 dwelling units per acre |
| Floor Area Ratio | 0.5 to 1.5 |
| Public Space | Streetscape, pocket parks, gathering spaces at civic or religious facilities |
| Open Space | Neighborhood parks and pocket parks |
| Transportation | Automobile, transit, pedestrian, on-street bicycle facilities |
| Streets | Traditional street grid. Historic street grid should be maintained and reconnected where possible. |
| Parking | On-Street and off-street surface lots. |

## PRIMARY USES

- Single-family Residential
- Commercial and Office

## SECONDARY USES

- Civic and Institutional Facilities
- Small-Scale Apartment Buildings
- Neighborhood Parks



## OSN OLD SHAKOPEE NEIGHBORHOOD

Old Shakopee is characterized primarily by early and mid-20th Century single family homes, with some blocks including small scale apartment buildings and attached townhomes. Parks and places of worship are also present. Existing housing stock should be preserved and improved; however, there are opportunities for single-lot infill development, which should be of compatible scale and character with surrounding homes.



### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 - 3 Stories |
| Building Form | Traditional residential |
| Setbacks | 10 - 40 feet |
| Density | 3 to 12 dwelling units per acre |
| Floor Area Ratio | 0.2 to 1 |
| Public Space | Parks, gathering spaces at religious or civic facilities. |
| Open Space | Holmes and Riverview Park. Streetscape, neighborhood parks, semi-public open spaces. |
| Transportation | Automobile, transit, pedestrian, on-street bicycle facilities |
| Streets | Traditional street grid. Historic street grid should be maintained and reconnected where possible. |
| Parking | On-street, attached or detached garages access from street or back alley. |

### PRIMARY USES

- Single-Family Residential

### SECONDARY USES

- Small-scale Apartment Buildings
- Civic/Institutional Facilities (e.g. places of worship)
- Neighborhood Parks



## MUC MIXED USE COMMERCIAL CORRIDOR

Older, primarily commercial corridors with a wide range of land uses and development patterns. These corridors have either fully developed or partially redeveloped in the first wave of automobile-oriented design, and currently consist of extensive surface parking, numerous vehicular curb cuts, and inconsistent development patterns. Older, underutilized sites are candidates for reuse and redevelopment with improved access management, higher quality architecture and site design, and more pedestrian-friendly building placement.













### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 - 5 Stories |
| Building Form | Existing forms vary; redevelopment is sidewalk-oriented |
| Setbacks | 5 - 20 feet |
| Density | 30 to 60 dwelling units per acre (where residential is present) |
| Floor Area Ratio | 0.75 to 1.5 |
| Public Space | Sidewalk seating, pocket parks and plazas |
| Open Space | Connection to nearby greenways and trails is encouraged |
| Transportation | Automobile, transit, pedestrian-oriented. |
| Streets | Existing streets |
| Parking | Off-street surface parking (shared parking encouraged), on-street parking may be provided in certain areas or side streets |

### PRIMARY USES

- Commercial (Retail, Dining, Services)
- Office
- Institutional
- Mixed Use Buildings

### SECONDARY USES

- Upper Floor Residential
- Multi-family Apartment Buildings
- Shared Surface parking
- Public gathering spaces
- Outdoor dining



## MCC MIXED USE COMMERCIAL CENTER

Shakopee's freeway-oriented commercial centers serve community-wide shopping and service needs and each draw activity from nearby residential neighborhoods. Older, first-generation shopping centers are candidates for adaptive reuse and redevelopment to meet modern market needs. As newer shopping centers age, they will also be candidates for adaptive redevelopment into more dense, mixed use centers, particularly where access to high frequency transit is provided. Site improvements should emphasize design quality, connectivity and efficient use of infrastructure.



### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 - 5 Stories |
| Building Form | Varies |
| Setbacks | Varies |
| Density | 30 to 60 dwelling units per acre (where residential is present) |
| Floor Area Ratio | 0.2 to 1.5 |
| Public Space | Sidewalk seating, pocket parks and plazas, courtyards and central greens |
| Open Space | May include larger quasi-public gathering spaces, connections to nearby greenways and trails is encouraged |
| Transportation | Automobile, regional transit, pedestrian/trail connections |
| Streets | Accessed via arterial network, may be designed with internal street system |
| Parking | Off-street surface parking, may include internal street parking, infill development and transit stations may include structured parking |

### PRIMARY USES

- Commercial (Retail, Dining, Services)
- Office

### SECONDARY USES

- Multi-family Residential
- Public and quasi-public gathering spaces
- Surface and Structured Parking
- Park-and-Rides/Transit Stations



# MEC MIXED EMPLOYMENT CENTER

Employment-generating land uses are critical to Shakopee's long term economic competitiveness. Mixed employment centers include existing business parks, most notably Valley Green, with a variety of manufacturing, warehousing, office and light industrial businesses. These employment centers are opportunities to introduce additional "front-of-house" office components to existing industrial facilities, and to integrate commercial support services and employee-serving amenity businesses. Workforce-oriented housing may be appropriate within mixed employment centers, provided it is well-integrated and not situated to create conflicts between residential and non-residential land uses.



## DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 -3 Stories |
| Building Form | Varies, generally large format designed for flexible interior layout |
| Setbacks | Varies |
| Density | 16 to 30 dwelling units per acre (where residential is present) |
| Floor Area Ratio | 0.25 to 2.0 |
| Public Space | Community parks (e.g. Quarry Lake Park) and greenways |
| Open Space | Employee amenity spaces, integrated open space/landscape areas, Connections to nearby greenways and trails |
| Transportation | Automobile, transit, trail connections |
| Streets | Designed to balance heavy truck traffic with other modes |
| Parking | Off-street surface lots |

## PRIMARY USES

- Light/Advanced Manufacturing
- Warehousing & Distribution
- Office
- Higher Education

## SECONDARY USES

- Business support services/retail
- Multi-family Residential
- Public and private open spaces
- Day Care Centers



# IND INDUSTRIAL

Older, primarily commercial corridors with a wide range of land uses and development patterns. These corridors have either fully developed or partially redeveloped in the first wave of automobile-oriented design, and currently consist of extensive surface parking, numerous vehicular curb cuts, and inconsistent development patterns. Older, underutilized sites are candidates for reuse and redevelopment with improved access management, higher quality architecture and site design, and more pedestrian-friendly building placement.



## DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 - 2 Stories |
| Building Form | Varies, generally large format designed for flexible interior layout |
| Setbacks | Varies |
| Density | non-residential district |
| Floor Area Ratio | 0.1 to 1 |
| Public Space | Community parks and greenways |
| Open Space | Employee amenity spaces, integrated open space/landscape areas, Connections to nearby greenways and trails |
| Transportation | Automobile, transit, trail connections |
| Streets | Designed to accommodate heavy truck traffic |
| Parking | Off-street surface lots |

## PRIMARY USES

- Light/Advanced Manufacturing
- Warehousing & Distribution
- Heavy Industrial

## SECONDARY USES

- Office
- Exterior storage



# MD MIXED RESIDENTIAL

New residential development should include a mixture of housing types to fulfill Shakopee's diverse housing needs. Mixed residential neighborhoods may include a variety of single-family (detached and attached) and multi-family building types. Housing types should be designed as a cohesive, connected neighborhood, rather than isolated subareas. Buildings should be of a high-quality design and developments should include common neighborhood amenities and open space connections.



## DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 - 4 Stories |
| Building Form | Generally attached residential and mixed-use buildings. |
| Setbacks | Varies by character of area |
| Density | 6 to 30 dwelling units per acre |
| Floor Area Ratio | 0.4 to 1.5 |
| Public Space | Neighborhood and community parks, school playgrounds, connected to trail network. |
| Open Space | Neighborhood and regional park and trail connections; school fields; urban forest; streetscape and open space conservation areas as applicable. |
| Transportation | Automobile access with sidewalk system and trail connections |
| Streets | Interconnected street network; may be grid or curvilinear |
| Parking | Private garages, surface lots and on-street as appropriate to the |

## PRIMARY USES

- Single Family Detached
- Single Family Attached
- Townhomes

## SECONDARY USES

- Neighborhood Commercial
- Day Care Center
- Small-Medium Senior Living Center
- Neighborhood and Community Parks
- Open Space



# SR SUBURBAN RESIDENTIAL

Suburban Shakopee is generally shaped by residential subdivisions of medium-lot neighborhoods with relatively uniform housing types and densities. Homes include attached garages accessed from the street. Local streets are laid out in a curvilinear pattern with occasional cul-de-sacs. Streets may or may not include sidewalks. New single-family subdivisions should be designed with sidewalks, street trees, neighborhood parks and community open space connections.



## DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 - 3 Stories |
| Building Form | Traditional residential |
| Setbacks | 25+ feet |
| Density | 3 to 6 dwelling units per acre |
| Floor Area Ratio | 0.2 to 0.5 |
| Public Space | Parks, schools, and streetscape |
| Open Space | Parks |
| Transportation | Automobile access with sidewalk system and trail connections |
| Streets | Interconnected street network; may be grid or curvilinear |
| Parking | Private garages, on-street parking |

## PRIMARY USES

- Single-family Residential

## SECONDARY USES

- Attached Single-family
- Neighborhood parks and open spaces
- Schools and Civic Facilities
- Day Care Centers
- Small Scale Senior Living Center
- Open Space



## SER SUBURBAN EDGE RESIDENTIAL

Low Density Residential areas offer opportunities for low-intensity development that is well-integrated with the natural landscape and agricultural uses. Residential development may occur as individual single-family structures on large lots, or clusters of homes designed to preserve large amounts of open space, which should be interconnected as part of Shakopee's larger open space system. Homes located within the Suburban Edge Residential District may or may not be served by municipal utilities.

Density: 0 to 1 du/ac (gross); net "cluster" development densities may be higher provided they remain within the gross density range



### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 - 3 Stories |
| Building Form | Detached single family homes |
| Setbacks | Large roadway setbacks to development |
| Density | 0.01 to 3 dwelling unit per acre (gross density across development) |
| Floor Area Ratio | 0.05 to 0.2 |
| Public Space | Interconnected open space/greenway trail connections |
| Open Space | Large residential lots create private open space. Conservation development to preserve and conserve natural open spaces |
| Transportation | Automobile oriented, Regional trail connections |
| Streets | Curvilinear streets adapting to topography and natural features |
| Parking | Private driveways and garages |

### PRIMARY USES

» Single-Family Residential

### SECONDARY USES

» Open Space
» Parks
» Schools



# RT RURAL TRANSITION

Rural or Agricultural areas include working farms, actively used for agricultural activities, including; cultivated cropland, pastures, and raising livestock. Agricultural areas may include fence rows/tree rows, wooded areas, ponds, large swales to drain cropland. These areas also support the primary residence of the property owner and any out-buildings associated with activities on the working farm. Rural areas are intended for preservation of natural or cultivated landscapes with minimal development. Rural areas may develop over time as part of Shakopee's vision for strategic growth, including within areas designated for orderly annexation and infrastructure investment. Rural Transition also includes hobby farms on large lots with residential. Homes located within the Rural Residential are not intended to be served by muncipal utilities.



## DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 - 3 Stories |
| Building Form | Residential |
| Setbacks | Large roadway setbacks to development |
| Density | 1 dwelling unit per 2+ acres |
| Floor Area Ratio | Maximum 0.1 |
| Public Space | Publicly accessible natural areas and trails |
| Open Space | Farmland and natural areas |
| Transportation | Automobile oriented |
| Streets | Large blocks, rural routes, gravel roads |
| Parking | Private driveways and garages |

## PRIMARY USES

» Agricultural/Farmstead

## SECONDARY USES

» Single Family Detached
» Open Space
» Landscape and Nursery Businesses



## ENT ENTERTAINMENT DISTRICT - VALLEYFAIR

ValleyFair Amusement Park seasonally attracts visitors from the Twin Cities and other states. Its large but seasonal traffic generation requires that streets, sewer and water facilities be oversized. During the summer peak months there are about 1,200 employees but during non-peak months there are only about 67 and no customer traffic.

### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | Building heights may vary |
| Building Form | Building forms may vary |
| Setbacks | Setbacks may vary |
| Density | 25 to 100 du/ac |
| Floor Area Ratio | n/a |
| Public Space | n/a |
| Open Space | n/a |
| Transportation | Automobile oriented with sidewalk system and trail connections |
| Streets | May include small service and parking access roads |
| Parking | Large surface parking lots, potential for decked parking structures |

### PRIMARY USES

- Amusement Park
- Parking

### SECONDARY USES

- Residential
- Mixed Use Commercial
- Open Space



## ENT ENTERTAINMENT DISTRICT - CANTERBURY PARK

Canterbury Park horse racing track is a unique entertainment venue in the State of Minnesota. Occupying about 330 acres, the size of the venue provides a variety of impacts on the City and its residents. Canterbury Park attracts a large number of seasonal workers and hosts other non-racing events, including; antique shows, snowmobile motorcycle races, concerts and more.

### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | Building heights may vary |
| Building Form | Building forms may vary |
| Setbacks | Setbacks may vary |
| Density | 25 to 100 du/ac |
| Floor Area Ratio | 0.1 to 1.5 |
| Public Space | Sidewalk seating, pocket parks and plazas, courtyards and central greens |
| Open Space | May include larger quasi-public gathering spaces, connections to nearby greenways and trails is encouraged |
| Transportation | Automobile, regional transit, pedestrian/trail connections |
| Streets | Accessed via arterial network, may be designed with internal street system |
| Parking | Off-street surface parking, may include internal street parking, potential for decked parking structures |

### PRIMARY USES

- Thoroughbred Racing
- Stables
- Parking

### SECONDARY USES

- Residential
- Mixed Use Commercial
- Open Space



## P PARKS

Shakopee's parks offers a wide variety of active and passive recreational spaces and facilities.

### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 0 - 2 Stories |
| Building Form | n/a |
| Setbacks | 50 - 1000 feet |
| Density | non-residential district |
| Floor Area Ratio | n/a |
| Public Space | n/a |
| Open Space | Parks |
| Transportation | Automobile oriented with sidewalk system and trail connections |
| Streets | May include small service and parking access roads |
| Parking | Surface parking lots |

### PRIMARY USES

- Parks
- Recreation
- Trails

### SECONDARY USES

- Parking



## OS OPEN SPACE

Shakopee's open space system offers a wide variety of active and passive recreational spaces and facilities.

### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 0 - 2 Stories |
| Building Form | n/a |
| Setbacks | Large roadway setbacks to development |
| Density | non-residential district |
| Floor Area Ratio | n/a |
| Public Space | n/a |
| Open Space | Meadows, wetlands, bluffs and other natural open spaces |
| Transportation | Automobile oriented with sidewalk system and trail connections |
| Streets | May include small service and parking access roads |
| Parking | Surface parking lots and unpaved areas |

### PRIMARY USES

- Open Space

### SECONDARY USES

- Trails
- Stormwater Management



## RR RAILROAD

The Union Pacific Railroad line traverses east to west through the city and is a integral part of the regional rail-freight network. Additionally, the railroad provides rail service for local industrial and manufacturing establishments in the planning area.

### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | n/a |
| Building Form | n/a |
| Setbacks | n/a |
| Density | non-residential district |
| Floor Area Ratio | n/a |
| Public Space | n/a |
| Open Space | Landscaped buffers |
| Transportation | n/a |
| Streets | At-grade and grade separated crossings |
| Parking | n/a |

### PRIMARY USES

- Railroad

### SECONDARY USES

- Roadways
- Open Space
- Stormwater Management




## ROW RIGHTS-OF-WAY

Public rights-of-way provide access to all properties and generally provide conveyance for vehicular traffic on both local and regional roadways. Park-and-ride lots and transit stations are also included in public rights-of-way.

### DEVELOPMENT CHARACTERISTICS

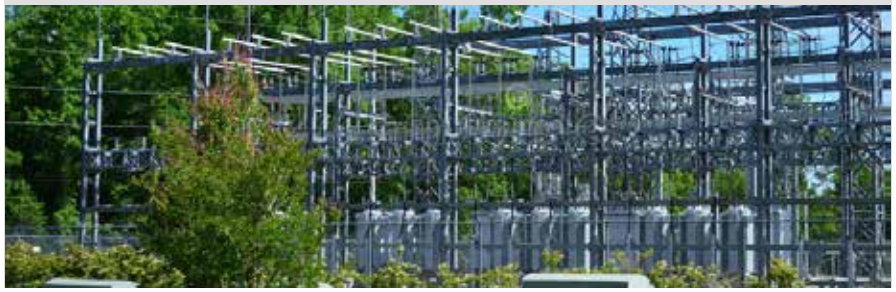
| | |
|---|---|
| Height Range | 1 - 2 Stories |
| Building Form | n/a |
| Setbacks | 20 - 100 feet |
| Density | non-residential district |
| Floor Area Ratio | n/a |
| Public Space | n/a |
| Open Space | Stormwater management areas and areas at edge of pavement |
| Transportation | n/a |
| Streets | n/a |
| Parking | n/a |

### PRIMARY USES

- Roadways
- On-Street Parking
- Off-Street Parking

### SECONDARY USES

- Open Space
- Stormwater Management



## UTL UTILITIES

Uses which  support the service of; generation and conveyance of electricity, treatment, storage, and conveyance of water, and sewer to the community.

### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 0 - 4 Stories |
| Building Form | Utilities |
| Setbacks | 0 - 200 feet |
| Density | non-residential district |
| Floor Area Ratio | n/a |
| Public Space | n/a |
| Open Space | Landscaped buffers |
| Transportation | Automobile oriented |
| Streets | Designed to accommodate heavy truck traffic |
| Parking | Off-street surface lots |

### PRIMARY USES

» Utilities

### SECONDARY USES

» Parking
» Open Space



## PI INSTITUTION

Uses which serve the community's social educational, health, cultural, and recreational needs. -They may include government owned or maybe privately owned and operated facilities.

### DEVELOPMENT CHARACTERISTICS

| | |
|---|---|
| Height Range | 1 - 5 Stories |
| Building Form | n/a |
| Setbacks | Various setbacks depending on surrounding characteristics |
| Density | non-residential district |
| Floor Area Ratio | 0.25 |
| Public Space | Sports and play fields, open lawns |
| Open Space | Sports and play fields, open lawns |
| Transportation | Automobile oriented with sidewalk system and trail connections |
| Streets | Designed to accommodate bus and service vehicle traffic |
| Parking | Off-street surface lots |

### PRIMARY USES

» School
» Municipal Building
» Community Center

### SECONDARY USES

» Open Space
» Surface Parking

# PLANNING DISTRICTS RECOMMENDATIONS

## DOWNTOWN, OLD SHAKOPEE, AND TRANSITION CORRIDORS PLANNING DISTRICT

Downtown Shakopee is the community's historic core and has a unique development character from other areas of Shakopee. If carefully planned and amenitized, this area of Shakopee has great potential for attracting new businesses, residents and visitors.

The Old Shakopee neighborhood is defined by its close proximity to Downtown. With its single family homes on small lots, small scale apartment buildings and attached townhomes, Old Shakopee has great potential to attract residents who will support Downtown businesses and increased connection with pedestrian improvements and infill. A walkable, connected Old Shakopee can facilitate residents who support Downtown economic development without adding to traffic issues or parking needs.

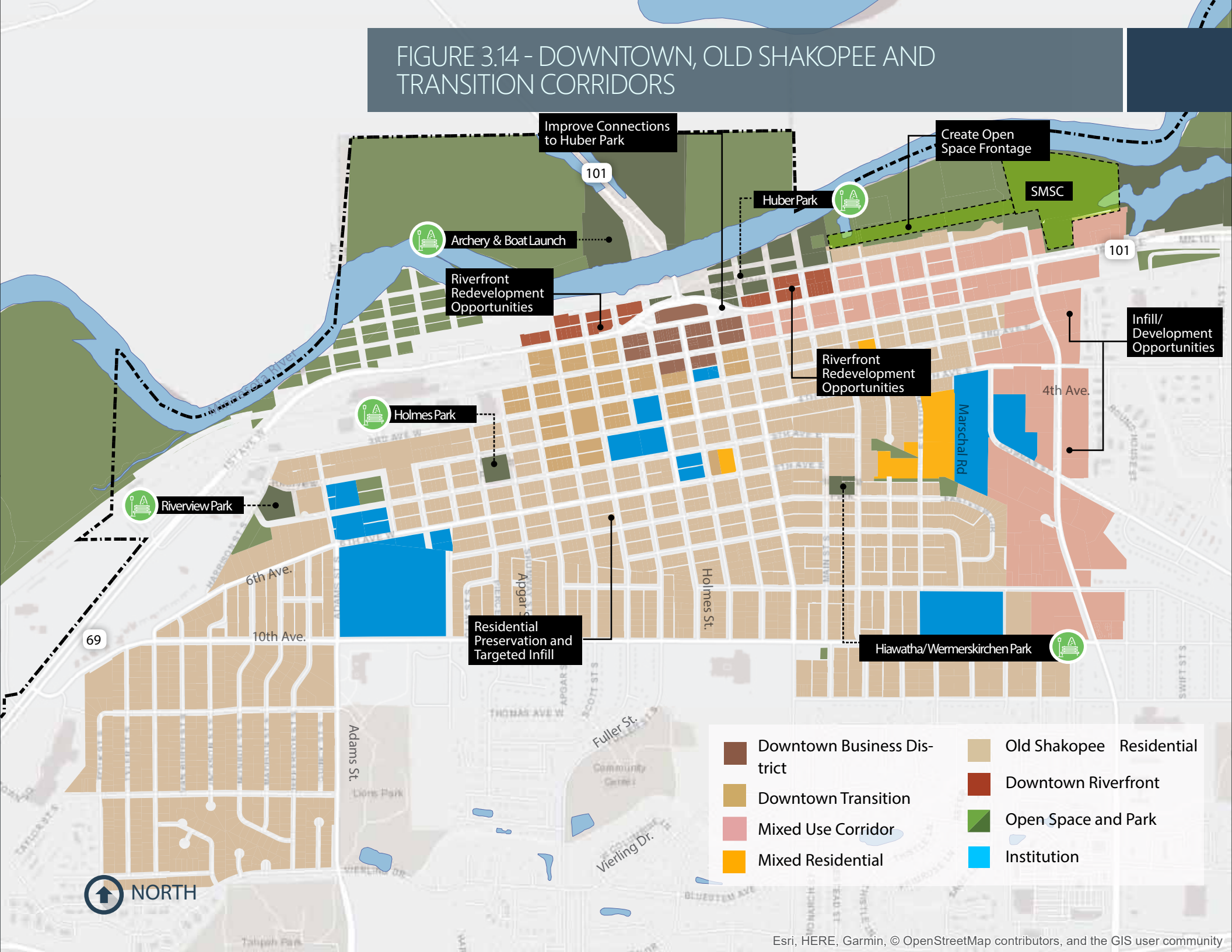
With their wide range of land uses and development patterns, transitional corridors have varying needs for future land use and redevelopment. These corridors can be amenitized with pedestrian scale improvements and guided by access management improvements that make travel safer and more convenient for drivers, cyclists, and pedestrians alike. Redevelopment opportunities foster new growth and economic vitality.



### RECOMMENDATIONS

- Reduce parking requirements
- Improve wayfinding/signage
- Develop stronger connections to the Minnesota River and trail network
- Create attractive streetscapes for residential neighborhoods for walking/biking
- Create better pedestrian links to key destinations and commercial or retail nodes
- Conduct on-going conversations with the railroad authority to reduce the impacts of train noise and develop stronger connections across the barrier of the rail line
- Dedicate on-street bike lanes
- Improve pedestrian crossing signals
- Clearly identify bike-friendly routes
- Integrate multi-use trails throughout the community
- Add bike racks downtown and at other community destinations

# FIGURE 3.14 - DOWNTOWN, OLD SHAKOPEE AND TRANSITION CORRIDORS



Downtown Business District and Downtown Transition
Throughout the Envision Shakopee community engagement process, the community emphasized the importance of Downtown as a point of community identify and pride, the need to promote it as an asset to be leveraged for economic development and ongoing support for revitalization efforts.

In recent years, revitalization of Downtown has been occurring both organically, through private investments in new dining, nightlife, and retail destinations, and through strategic public investments, such as the 2017 streetscape, public realm, and public parking improvements. The city has also administered a facade improvement loan program to assist private businesses and property owners in upgrading outdated or deteriorating storefronts and building exteriors.

In 2017, the city relocated City Hall from Downtown to a new building on Gorman Street. The old building has been demolished and presents a new redevelopment opportunity, as do other underutilized sites in Downtown. Likewise, properties located immediately adjacent to the riverfront and Huber Park present unique opportunities for mixed use development that will contribute to Downtown's success.





## RECOMMENDATIONS

- Create new residences in Downtown (upper story lofts, condos, apartments) and adjacent to/overlooking the Minnesota River
- Leverage civic anchors to promote housing and businesses
- Continue to promote pedestrian oriented retail in the historic downtown
- Carve out spaces for pedestrians/seating in front of businesses
- Add park elements that will benefit downtown residents such as small pocket parks and linear greenways

Riverfront

The Minnesota River is a unique asset and one of Shakopee's most valuable. Though river vistas are provided along Spring Street, Huber Park, and the Minnesota Valley State Trail, physical access to the river from Downtown is limited. However, the Holmes Street walking bridge connects Downtown to the north banks of the river where water access is offered at the public boat launch and at areas under the Holmes Street and Hwy 101 bridges.

First Ave/Hwy 69, a five lane thoroughfare, is a physical barrier between Downtown and the riverfront. Crossings at First Ave should be improved to facilitate better north-south connectivity. The Holmes Street pedestrian walkway under the thoroughfare provides a safe cross but lighting and wayfinding to the tunnel should be improved. Creative design in areas around the pedestrian tunnel should be implimented to make it more visable and connected to surrounding park features.

The city's investment in trails and open space Downtown have created a great framework for future development at the city's riverfront. Views of the river and the preserved open space on the north side of the river are desirable from a residential development view. The city's riverfront is where density should be focused to maximize and capitalize on these river views as well as provide added "rooftops" to support establishments in Downtown Shakopee. Development should be well designed and add to rather than subtract to the public realm and public enjoyment of the river. In addition to residential demand, development should support recreation and leisure, dinning and entertainment options.



## RECOMMENDATIONS

- Create a "Riverwalk" loop connection between the Minnesota River and downtown businesses with a better connection from Downtown to Huber Park, the riverfront and the Minnesota Valley State Trail
- Encourage the development of shops, restaurants, and cafes that cater to the outdoor recreation crowd
- Better utilize the pedestrian bridge over the river
- Leverage the Minnesota Valley State Trail by enticing trail users (hikers, bikers, snowmobilers) into downtown Shakopee by providing services and facilities for them
- Promote the boat ramp and provide recreation amenities for cyclists, boaters, canoers and kayakers
- Incentivize river recreation-based businesses such as outfitters and equipment rental shops
- Establish focus areas for housing redevelopment along the riverfront to the east and west of the downtown business district

# A VISION FOR THE RIVERFRONT

The Minnesota River played a significant role in the foundation of Shakopee and is one of the city's most valuable resources. Yet residents and visitors have little access to the scenic and recreational opportunities which the river provides. Envision Shakopee provides a vision for the downtown riverfront, building on the success of Huber Park by transforming the underutilized south bank along Levee Drive.

Visible from both the Holmes Street and Hwy 101 bridges, a riverfront transformation would complete a continuous public open space along with Huber Park and create a welcoming gateway and front door to both downtown and the city. While the Minnesota Valley State Trail and Holmes Street bridge and tunnel already provide fantastic pedestrian connectivity dowtnown, a terraced walkway could provide the final connection to the water's edge with streetscaping along Levee Drive providing a streel level transition of the public realm between existing and future residential development along the downtown riverfront.



**EXISTING**







# BIG IDEA 2

## REDISCOVER THE RIVER

The Old Shakopee Neighborhood
Old Shakopee's grid street pattern provides connectivity within the neighborhood and to adjacent neighborhoods. Inner areas of the neighborhood also have adequate sidewalk connectivity while some of the outlying areas lack sidewalks. Alleys are prevalent throughout the neighborhood, however, homes south of 7th Avenue are primarily served by private driveways accessed from the front of the lot. The neighborhood is also home to the 30-acre Minnesota Correctional Facility – Shakopee located between 6th and 10th Avenue.

Looking to the future, changing local and national demographics are creating a growing demand for small homes in proximity to amenities that are affordable. Old Shakopee can help meet the demand for this type of housing. Additionally, there are opportunities for new infill development in Old Shakopee as there are vacant lots and some lots large enough to be subdivided.





## RECOMMENDATIONS

- » Infill residential properties with single-family, carriage-house units, row houses, urban townhomes and small scale condominiums
- » Establish an aggressive housing restoration/ rehabilitation program to encourage/conduct reinvestment
- » Explore residential design guidelines for the Old Shakopee Neighborhood to encourage reinvestments according to traditional residential character
- » Determine performance benchmarks and report annually on residential improvements
- » Leverage underutilized sites for potential infill housing opportunities
- » Construct sidewalks throughout the neighborhood

First Avenue Corridor

West of Memorial Park, the Highway 101 corridor changes from a four-lane divided highway with industrial development to a five-lane, undivided commercial corridor. As 1st Avenue, the corridor has a mixture of uses, developed in a primarily suburban pattern with buildings set behind parking lots with numerous vehicle curb cuts. Some older homes and historic structures remain along the corridor, with sidewalk orientation between the buildings and street.

In 1996, Highway 101 was re-routed to the north of the Downtown street grid, creating a new development site, now occupied by the River City Center mixed use development. To the west of Downtown, the corridor again has a transitional character, with some development oriented close to the street, other buildings set behind parking, and a mixture of commercial, residential and industrial uses.

1st Avenue contains an ample supply of redevelopment parcels. As a community gateway, Highway 101 offers opportunities for aesthetic beautification to create a more inviting impression to those visiting Shakopee. More specifically, aging and underutilized sites along 1st Avenue are opportunities for modern, market-driven redevelopment to complement the revitalization of Downtown and its riverfront.

The 2014 County Road 101 Marketing Plan found that although substantial high-end Class-A development is not likely in the near-term, as the City and County continue their growth, locations in or close to Downtown may be able to support a number of office buildings containing roughly 40,000-80,000 square feet. Likely tenants would include banks, small professional service providers, non-profits, branch offices, personal care providers and establishments who benefit from proximity to Shakopee's industrial park.

Burial grounds exist on multiple sites along First Ave near Memorial Park. These sites are of significant importance to the SMSC, which the tribe has been purchasing in recent years. The city shall work with the tribe, supporting their efforts to secure these cultural and historic sites.



## RECOMMENDATIONS

- Explore relocation of automobile dealerships and the manufactured housing park along 1st Avenue. If relocation is feasible, redevelopment should complement the current retail and dining land uses or incorporate active uses in a mixed use housing redevelopment
- Control access points from 1st Avenue into commercial sites. Locate parking between buildings and use accent walls or landscape screening to minimize their visual impact on 1st Avenue. Promote shared parking arrangements to minimize the overall parking demand within the commercial areas
- Establish uniform streetscape through sidewalks, landscaping and street lighting that provides a uniform appearance along 1st Avenue. Streetscape treatments should continue through the commercial areas and into residential areas
- Allow for a mix of more compatible office/service uses and residential uses between the commercial nodes along the corridor
- Municipal coordination with the SMSC to support secure cultural and historic tribal sites

# A VISION FOR FIRST AVENUE

A corridor in transition, First Avenue is still the gateway to Downtown Shakopee. Part of the original town plat for Shakopee, small, connected street blocks lend First Avenue fantastic neighborhood fabric. Proximity to downtown and the riverfront provide momentum and opportunities to revitalize First Avenue. Aging commercial sites are underutilized assets that can be redeveloped with a mixture of uses, filling the gaps in the city's housing, office, and retail/dining offerings, while improving the appearance and walkability of this important corridor.



**EXISTING**



UPDATED IMAGE TO PLACE HERE

The Marschall Road Corridor

The Marschall Road corridor is one of the most direct north-south connections between Highway 169 and 1st Avenue, also providing an indirect, but proximate connection to Downtown Shakopee. Like 1st Avenue, development along Marschall Road began with the first wave of post-war suburban development, with a mixture of commercial buildings set behind surface parking and some residential development, including single-family neighborhoods and multi-family housing.

The corridor provides access to the City of Shakopee municipal campus along Gorman Street, including the Public Works Department, Police Department, and the new City Hall.  Shakopee East Junior High is also located along Marschall Road at 11th Avenue.

Marschall Road lacks a consistent development pattern and identity, with a wide range of largely separated developments. Some of this development is now aging and may provide opportunities for redevelopment over time.



## RECOMMENDATIONS

» Establish design guidelines for redevelopment of underutilized sites throughout the corridor

Neighborhood Industrial District

Immediately west of Shakopee's Downtown Business District is the Rahr Malting facility. The 38 acre facility processes material for the brewing industry. The 17-story elevators are a landmark of Downtown and Shakopee and are visible from miles away.

Future planning in Downtown should not hinder Rahr's operations. However, it is important to foster synergy between Rahr and the adjacent properties with Downtown.



## RECOMMENDATIONS

- » Promote the area for redevelopment of under utilized parcels for mixed use development which integrates with existing Rahr Malting campus.
- » Promote higher quality architecture for industrial / employment buildings
- » Work with Rahr Malting to incorporate tasting room or facility tour to attract visitors
- » Search for non traditional employment or opportunity generting uses which could expand upon Shakopee's existing industrial strengths

## MINNESOTA RIVER GREENWAY PLANNING DISTRICT

The Minnesota River is Shakopee's most significant natural asset and residents would like better access to it. Adding to the natural beauty and value of the river is it's wide channel of wetlands and scenic landscapes that are protected by the mostly contiguous Minnesota Valley National Wildlife and Recreation Area managed by the U.S. Fish and Wildlife Services. This area contains the Minnesota Valley State Trail which connects the Minnesota Valley State Recreational Area between Jordan and Belle Plaine all along the river to Fisher Lake just outside of Shakopee near HWY 169.

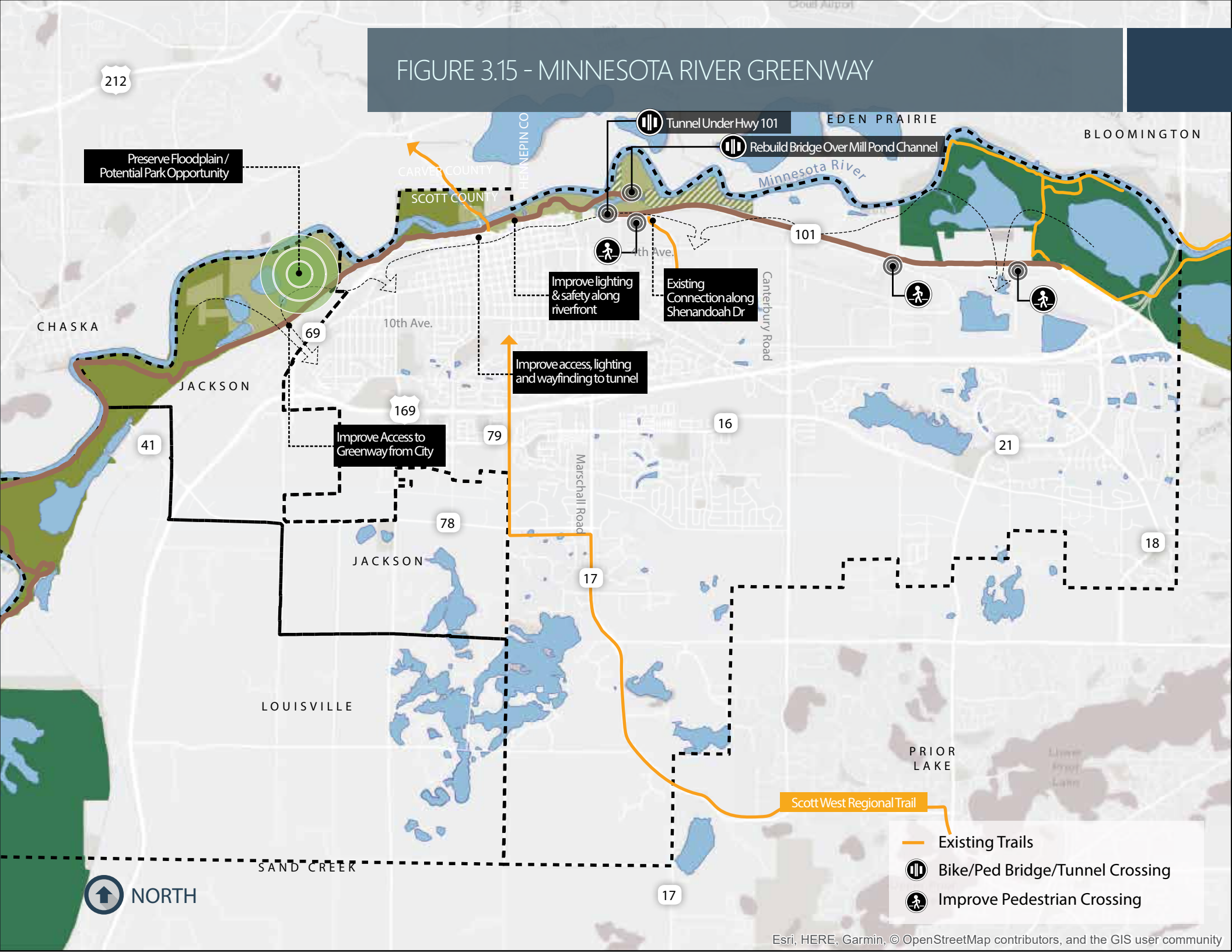
While the Minnesota Valley State Trail follows along the river, many comments mentioned that it is underused. Reasons for this included lack of signage to help users find the trail, barriers to crossing 101 to get to it, difficulty accessing the water with boats or kayaks. While there are barriers, the riverfront is described as full of opportunity. Huber Park is a favorite and celebrated for its recent improvements, though there were calls to program it more heavily and to advertise that programming more widely.



### RECOMMENDATIONS

- Improve Highway 101/First Avenue pedestrian and bicycle crossings to the river trail
- Strategically acquire properties in the floodplain for preservation and potential riverfront park opportunities
- Rebuild trail bridge over Mill Pond Channel
- Improve access to Minnesota River and greenway with sidewalk/trail improvements at adjacent intersections
- Provide additional public access to river for canoe and kayak recreation

# FIGURE 3.15 - MINNESOTA RIVER GREENWAY



## SUBURBAN SHAKOPEE PLANNING DISTRICT

With the construction of the US Highway 169 bypass in the mid-1990s significant amounts of land were made accessible for freeway-oriented suburban development to the south of Old Shakopee and Valley Green. This includes a number of established and emerging interchange-oriented commercial centers and surrounding residential neighborhoods.

Suburban Shakopee is within the Metropolitan Urban Service Areas (MUSA) and is served by a centralized sewer which has allowed for relatively compact residential development patterns. Near to many households with school-aged children, all but one of Shakopee's schools are located within this area. Likewise, neighborhood and community parks as well as trails are well dispersed throughout the residential subdivisions. New residential development will continue to occur in this area as Shakopee continues growing.

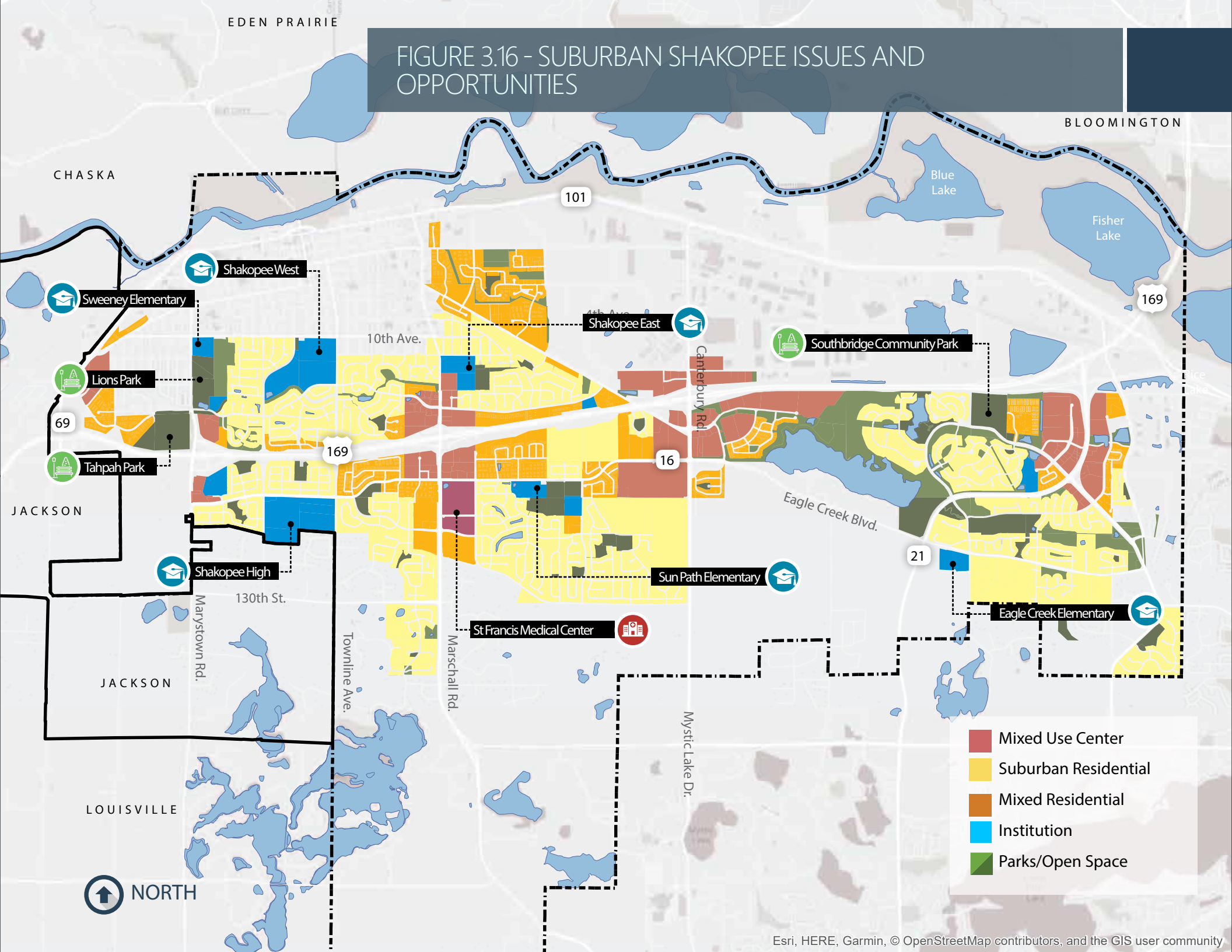


### RECOMMENDATIONS

» Update zoning requirements for new subdivisions to ensure street connectivity, pedestrian/trail connectivity, and open space provision

» Create design standards for how new subdivisions relate to the surrounding roadway network. Where possible, backs of homes should not face the roadway, or should be buffered with a coordinated landscape treatment

# FIGURE 3.16 - SUBURBAN SHAKOPEE ISSUES AND OPPORTUNITIES



Southbridge

Located south of the Highway 169/21/101/13 interchange complex, Southbridge includes a 2000s-era retail commercial center along CSAH 21, anchored by big box retailers with commercial outparcels. Some vacant commercial sites remain available for development. Southbridge includes one of Shakopee's three park-and-ride locations.

The Southbridge area includes a mixture of single-family neighborhoods and townhome developments, generally separated from one another, with residential development ongoing. A 300-unit multi-family housing development is planned near the park-and-ride.

The first phase of residential development in the early 2000s emphasized open space, landscape and streetscape quality as a defining neighborhood design feature. Current residential development includes a planned wetland park between CSAH 21 and Eagle Creek Boulevard.

Southbridge is geographically and physically separated from the rest of Shakopee by US 169, the Dean Lake open space area and SMSC land holdings along Eagle Creek Boulevard. This was an issue of concern during public engagement as part of Envision Shakopee.



## RECOMMENDATIONS

» Support higher densities of housing in close proximity to the Southbridge Park-and-Ride and the 169 interchange

» Prepare for long-term infill development on large parking lots as transportation patterns and parking needs change over time

» Continue to pursue funding opportunities for a pedestrian/bicycle bridge crossing over US 169

Dean Lakes and HWY 169/CSAH 83

The CSAH 83 interchange experienced limited commercial development to the north in the 1990s, followed by substantial development to the south in the mid-2000s with the Dean Lakes development. Dean Lakes includes a variety of retail, service, lodging and employment uses. It also includes a mixed residential neighborhood of townhomes and single-family homes laid out in a Traditional Neighborhood Design (TND) style of interconnected streets and walkable blocks.

The Dean Lake open space area separates the development from Southbridge, although the two neighborhoods are connected by a trail system through the open space. There are opportunities for additional commercial and residential development to the west of Canterbury Road along 17th Avenue. Development opportunities south along CSAH 83 are limited due to SMSC land holdings. Aggregate mining operations at the southwest corner of 17th Avenue and CSAH 83 are anticipated to end in 2021, this provides an opportunity for redevelopment.

Canterbury Road provides a direct connection to Canterbury Park and the Canterbury Commons planned development, as well as the Valley Green Business Park. At a broader scale, Canterbury Road (also known as CSAH 83) provides a direct connection between Highway 101 and the Mystic Lake Casino and Resort area to the south.



## RECOMMENDATIONS

- Support higher densities of housing in close proximity to the 169 interchange
- Prepare for long-term infill development on large parking lots as transportation patterns and parking needs change over time
- Create design standards for new commercial development to have an improved physical appearance and pedestrian connections to Canterbury Road and Eagle Creek Boulevard
- Ensure new development adjacent to the Canterbury Commons project is coordinated with and complementary in design
- Redevelop quarry at southwest corner of 17th Avenue and CSAH 83 after aggregate mining operations end

Marschall Road Interchange Area

The Marschall Road interchange area began to develop shortly after construction of the 169 bypass. The area includes a number of big box anchors, retail strip centers and outparcel developments. Significant destinations include the shopping centers anchored by Cub, Target and Kohl's, MVTA Marschall Road Transit Station and the St. Francis Regional Medical Center. Land to the north of 169 is built-out, but may provide long-term redevelopment opportunities, while some greenfield development opportunities remain south of 17th Avenue and the Medical Center. The Marschall Road corridor provides an indirect connection to Downtown Shakopee via Highway 101 to the north, and to Mystic Lake Casino to the south.



## RECOMMENDATIONS

- » Support higher densities of housing in close proximity to the Marschall Road Transit Station
- » Prepare for long-term infill development on large parking lots as transportation patterns and parking needs change over time
- » Create design standards for new commercial development to have an improved physical appearance and pedestrian connections to Marschall Road and 17th Avenue
- » Improve pedestrian experience and access near shopping centers, especially Cub grocery store
- » Conduct study to examine spacing and density of curb-cuts on Marschall Road north of Vierling Drive

Marystown Road Interchange Area

In 2017, development of a new retail center began at the 169/Marystown Road interchange with a new grocery store north of 169. New multi-family housing is under construction adjacent to this site. To the south, new housing construction is underway in the first phase of the West End development, known as Windermere, which will also include retail along Marystown Road.

The northwest and southwest quadrants of the interchange have been developed with civic uses, including Tahpah Park and Jackson Elementary School respectively. To the north, Marystown Road becomes Adams Street, providing access to Lions Park, the Minnesota Women's Correctional Facility and the Old Shakopee Neighborhood.



## RECOMMENDATIONS

» Work with pending development proposals and/or create design guidelines to ensure new development has a quality physical appearance and pedestrian connections to Marystown Road, 17th Avenue and Vierling Drive

» Implement the planned construction of a pedestrian connection across US 169, coordinated with the existing vehicular overpass

# A VISION FOR MARSCHALL ROAD

The Minnesota Department of Transportation along with Hennepin and Scott counties have initiated the Hwy-169 Mobility Study to explore the technical feasibility of establishing bus rapid transit (BRT) to connect Shakopee with I-394 MnPASS near St. Louis Park. The Marshall Road Transit Center is a logical terminus for the potential BRT. High capacity transit service to other destinations in the twin service could support and facilitate denser, transit-oriented patterns of development in the station area.

Envision Shakopee proposes a long-term vision for development around the Marshall Road Transit Center if such service is established. Currently, the station area is auto-oriented suburbia. However, surface parking lots could be retrofitted with a mix of residential, commercial, and retail amenities to create a more walkable and less auto-reliant center. Existing buildings can be redeveloped or repurposed to meet future, long term trends.





UPDATED IMAGE TO PLACE HERE

The 17th Avenue Corridor

The 17th Avenue corridor provides an east-west link to the south of US 169 from Eagle Creek Boulevard to Marystown Road, and will eventually extend to Old Brick Yard Road as part of the West End development. The corridor is primarily lined with suburban residential development - both single-family neighborhoods and townhome developments, and provided access to the Dean Lakes, Marschall Road and Marystown Road commercial centers. The corridor also provides access to the Shakopee High School, Jackson Elementary, and Sun Path Elementary; however, the Envision Shakopee planning process has identified a number of community concerns with the safety of pedestrian crossings and access to these schools across 17th Avenue. See the Transportation Element for more information about this issue.



## RECOMMENDATIONS

» Support a mixture of housing types on remaining residential development sites

» Ensure new residential development is connected to existing neighborhood streets where possible, and to adjacent commercial development and schools

» Create design standards for new development to ensure a quality physical appearance and pedestrian connections along 17th Avenue

The Vierling Drive Corridor

The Vierling Drive corridor provides an east-west link from Canterbury Park/Eagle Creek Boulevard to Old Brickyard Road/Highway 69. The corridor is primarily lined with residential development - both single-family neighborhoods and townhome developments, and providing access to Old Shakopee and newer neighborhoods developed after construction of Highway 169. Vierling Drive provides a neighborhood connection to the nearby interchange-oriented commercial centers, as well as the City of Shakopee Community Center via Fuller Street, and two major community parks, Tahpah Park and Lions Park via Marystown Road/Adams Street.



## RECOMMENDATIONS

» Prepare for long-term infill development on large parking lots near the Marschall Road/US 169 interchange as transportation patterns and parking needs change over time

» Create design standards for new development to have an improved physical appearance and pedestrian connections to Marschall Road and Vierling Drive

» Support a mixture of housing types and higher densities of housing at the west end of the Vierling Corridor in the vicinity of the Highway 69/169 interchange and Town Square Mall site

# A VISION FOR THE TRAIL NETWORK

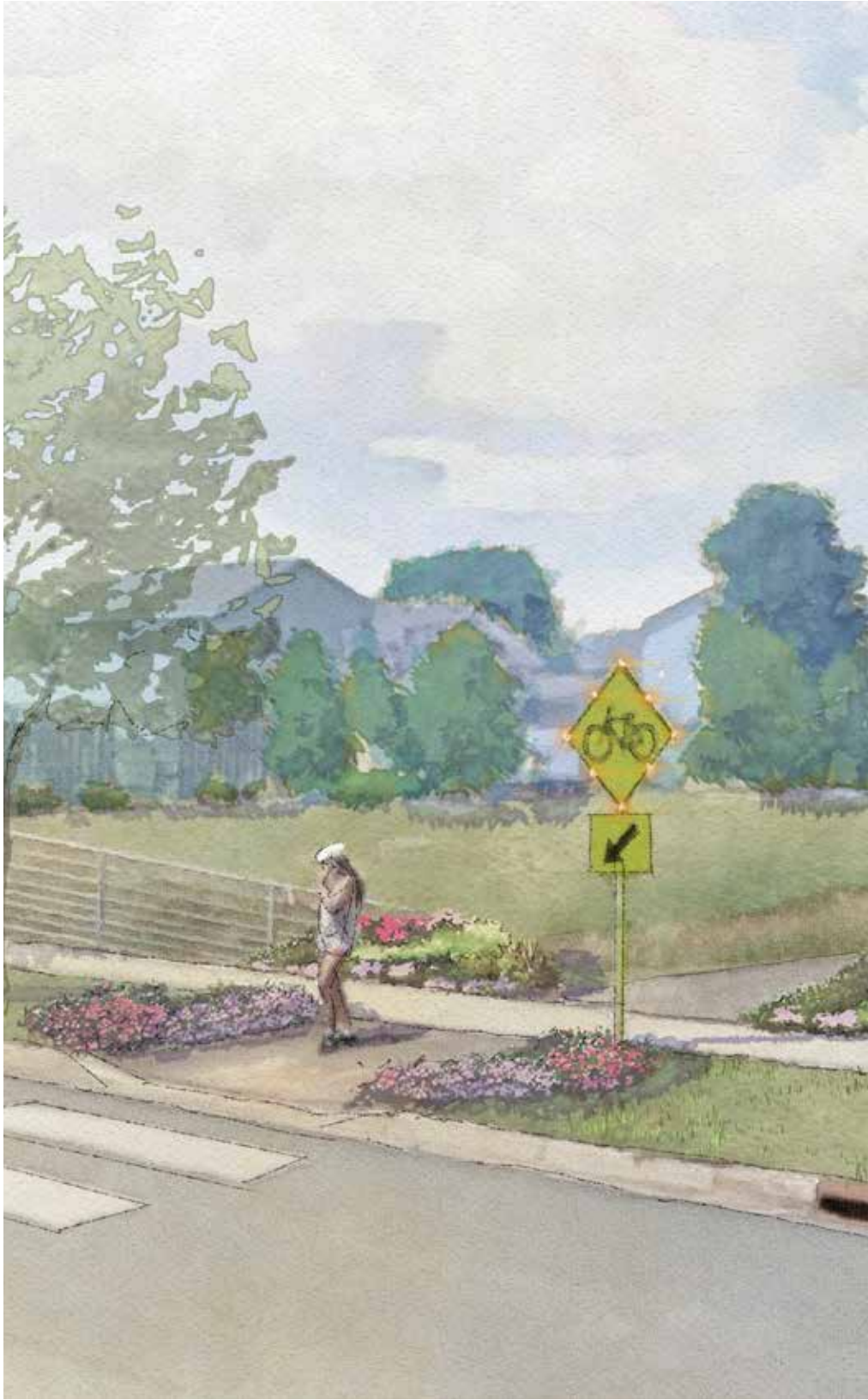
Shakopee has more than 88 miles of multi-purpose trails which together create a pedestrian network connecting neighborhoods, parks, and destinations. The city has done an excellent job of using underutilized spaces to create trail corridors. The Scenic Heights to Tahpah Park Drainageway Trail is a prime example of this, as a 2.5-mile drainage easement which also connects both Shakopee East and West Junior High Schools, the Community Center, and four neighborhoods was used a corridor to construct the trail.

While Envision Shakopee recommends many visionary and ambitious projects it is also meant to illustrate how relatively simple improvements can enhance community character and quality of life. Many residents use and love the trail network, but have identified a lack of simple trail amenities. Adding shade trees, benches, landscaping, improved crossings, and wayfinding signage throughout the trail system will make it more accessible and enjoyable to use. Such improvements can be made strategically and as resources allow.



**EXISTING**







# BIG IDEA 7

## KNIT THE COMMUNITY TOGETHER

# A VISION FOR SAFER TRAVEL

Shakopee contains a network of streets and thoroughfares intended to connect people and places. However, some of these roadways are quite wide and have infrequent pedestrian crossings. Envision Shakopee recommends improving the safety, convenience and accessibility of pedestrian and non-motorized travel while balancing the needs to move automobile traffic. A wide variety of improvements could include new crosswalks and crossing signals, sidewalk connections, and roadside landscaping to help calm traffic and provide a more walkable environment. Though these techniques may be incorporated throughout Shakopee, they are especially applicable in school zones. The improvement illustrated here is conceptual and intended to paint a picture of how the plan's goals for mobility could look. Such interventions will require detailed engineering studies to determine the most appropriate design solutions.  It is important to note that many thoroughfares, such as 17th Avenue (pictured here) are maintained by Scott County, and will require close collaboration between the city and county to identify preferred solutions.



**EXISTING**







BIG IDEA 7

KNIT THE COMMUNITY TOGETHER

## EAST END SHAKOPEE PLANNING DISTRICT

The East End, located in northeast Shakopee is a major employment center for the city and southwestern metro area. Though home to regional entertainment destinations Valleyfair and Canterbury Park, the East End is predominately industrial. Light industry, manufacturing, and warehousing and logistics thrive here because of strategic regional highway connectivity and rail access. A quarry was recently redeveloped into Quarry Lake Park which workers use during lunch breaks. Though the park will include two-miles of trail when finished it has limited connectivity to employers in the industrial and business parks.

101 is also a major gateway for Downtown Shakopee and its regional entertainment destinations. Additionally, parts of the East End may be seen from the heavily traveled Hwy 169 as drivers arrive from the east across the Bloomington Ferry Bridge.

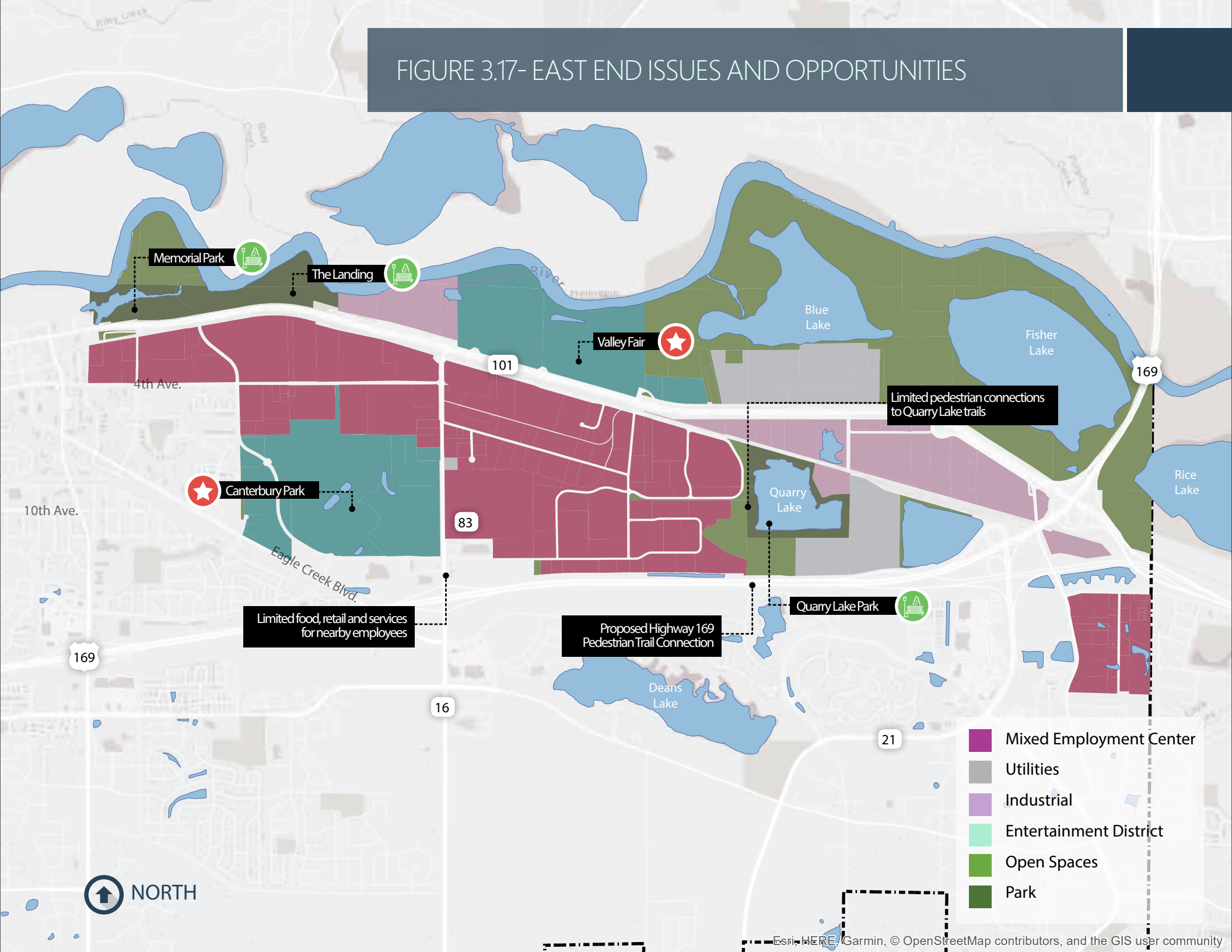
In 2014 the CR 101 Corridor Marketing Plan was published. The 101 Plan which was initiated by Shakopee's Economic Development Authority (EDA) and City Council studied the land use, transportation and market demands for the 101 corridor from the interchange with 169 through Downtown Shakopee. Transportation recommendations for the East End are referenced from the 101 Plan.



### RECOMMENDATIONS

- CR 101 to 4-Lane divided from the bridge to east of CR17/Marschall Road (2025 to 2035)
- CR 17 to 4-Lane divided from CR 101 to north of Vierling Drive (2020 to 2030)
- CR 83/Canterbury Road to 4-Lane divided from CR 101 to north of 12th Ave E (2030 to 2040)
- Conduct market study to determine feasibility of apartments located near employment to accommodate workforce
- Create landscaped buffers to screen development from thoroughfares and create a welcoming gateway

# FIGURE 3.17- EAST END ISSUES AND OPPORTUNITIES



Valley Green Business Park

Valley Green is a cluster of industrial, business and logistic parks with specialization in the development, manufacturing, warehousing, and distribution of goods. Originally developed in the 1970s, today it's nearly 1,300 acres and is one of the largest privately developed industrial parks in the state of Minnesota. Valley Green is typified with large footprint buildings which are setback from the roadway. US-169 connects Valley Green to the Twin Cities metro and national highway network. Manufacturing establishments located on 4th Avenue are provided rail access by spurs to the mainline owned by Union Pacific Railroad.

Valley Green is a major economic and employment center for the city and attracts a regional workforce. An original anchor development, the Shakopee Distribution Center is still the largest facility at more than 1.1 million square feet. In 2016 the opening of the nearly 1 million square feet Shakopee Amazon Fulfillment Center represented a significant expansion for Valley Green. Another recent expansion of Valley Green was the 500,000 square foot new global headquarters for Emerson and its Rosemount technologies which specializes in automation.

Recent efforts have intended to meet a workforce's growing demand for daytime amenities in the Valley Green vicinity. Quarry Lake Park was developed in 2016 and provides walking trails and exercise opportunities. And the opening of the Badger Hill Brewery restaurant has provided lunchtime options.



## RECOMMENDATIONS

- » Expand upon multi-purpose trails to provide recreation and exercise opportunities for daytime workers
- » Allow for commercial development to provide retail and restaurant opportunities for workers
- » Allow for residential apartments to provide workforce housing
- » Promote the development of flex space buildings to allow customization and versatility in building use

Highway 101 Gateway

State Highway 101 is significant thoroughfare leading to Downtown Shakopee, where it is also known as 1st Avenue. With approximately 17,000 daily travelers, 101 is also a prominent gateway to not only Downtown Shakopee but many destinations between Downtown and the Hwy 169 interchange. However, residents have voiced concern over the aesthetics in the corridor, especially the first five miles of the corridor, from the 169 interchange to just west of Sarazin Street, where development is characterized by industrial uses accessed via occasional frontage roads. Unique uses, including the Vallefair Amusement Park, Blue Lake Wastewater Treatment Plant and the solar array adjacent to the treatment plant are also located in the corridor.

While the thoroughfare provides regional highway connectivity it's a physical barrier for residents in Shakopee's neighborhoods south of 101. Leisure and recreation opportunities on and along the Minnesota River, including the Landing Minnesota River Heritage Park, Memorial Park and the Minnestoa Valley State Trail are located north of 101. Additional bike/ped crossings at 101 should be created and existing bike/ped crossings and connections improved.



## RECOMMENDATIONS

» Landscape improvements to Hwy 101 to create gateway into Shakopee

» Improve bike/ped crossings at Hwy 101

# A VISION FOR THE HIGHWAY 101 GATEWAY

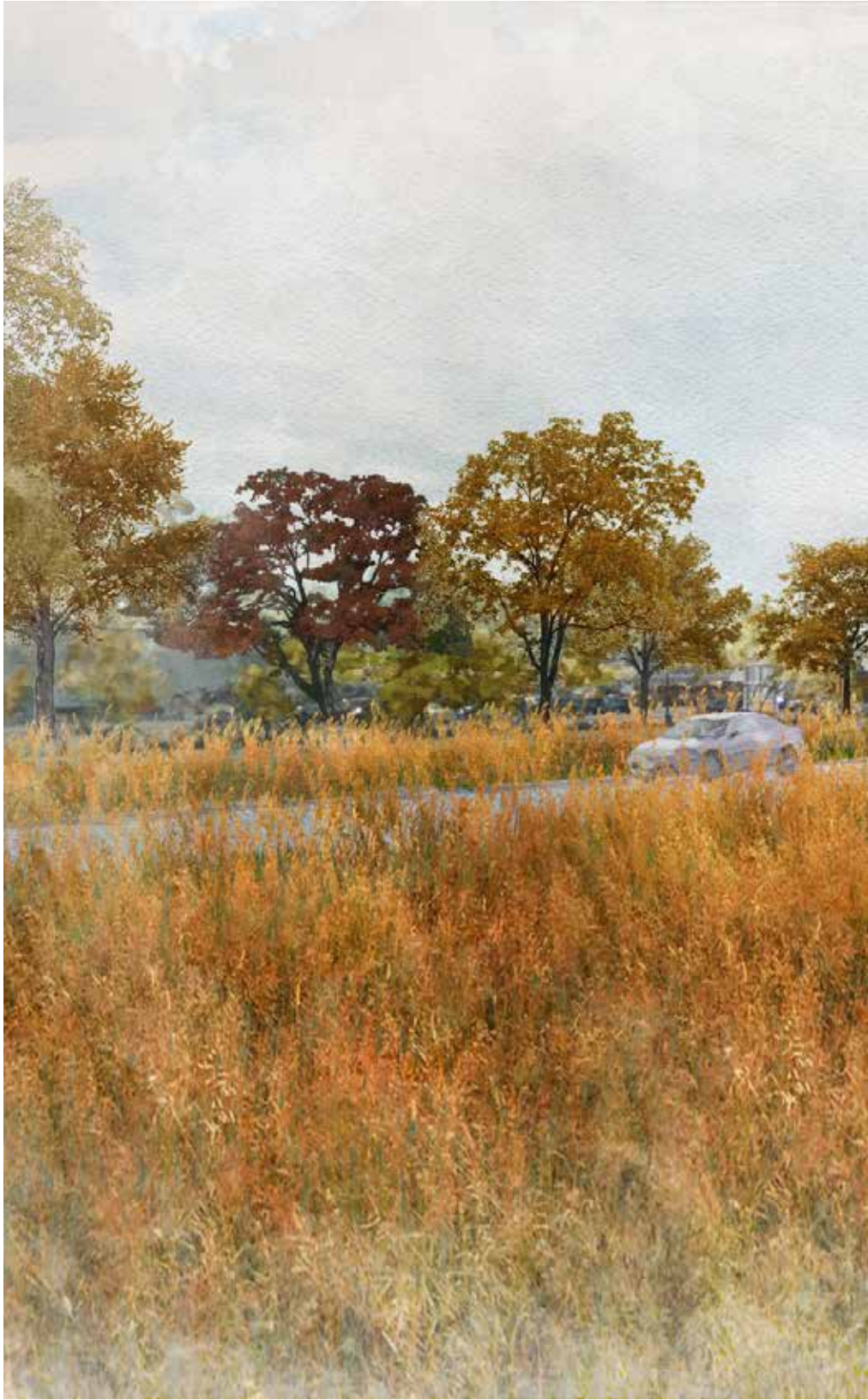
Hwy-101 is has been a traditional gateway to Shakopee and its regional entertainment destinations and major employment centers. The highway offers a first impression of the community for visitors and is a daily sight for commuters.  First impressions can set the stage for repeat visits and sustained business attraction, while also reinforcing community pride for residents.

Envision Shakopee recommends the city work with Scott County to beautify Hwy-101 as a signature gateway to the community. Native tree and grass plantings could return the corridor to the area's natural landscape while providing a scenic view, changing with the seasons. The addition of landscaping will screen industrial development and provide an aesthetically pleasing gateway for both drivers on 101 as well as cyclists on the Minnesota Valley State Trail. This coordinated design strategy for landscaping and signage could be applied at other gateways and entry points to Shakopee and should also be pursued.



**EXISTING**








# BIG IDEA 1

## CREATE A FRESH IMPRESSION

The Stagecoach Road Corridor

The area east of Stagecoach Road is typified by mini-storage, equipment rental, warehousing and automotive related establishments with pole barn styled industrial facilities setback from the road to allow for parking lots in the front of the building and large paved or graveled areas in the rear for material or equipment storage.

The Stagecoach Road Corridor is adjacent to the desirable Southbridge area where ongoing commercial and residential development is occurring. The aging industrial and warehouse uses east of Stagecoach Road have potential for long-term redevelopment as part of a mixed employment center. The redevelopment should include transit oriented development to benefit from proximity to the Southbridge Crossings Park & Ride at the corner of Stagecoach Road and Crossings Blvd.



## RECOMMENDATIONS

» Encourage long-term redevelopment of aging industrial properties

» Encourage development that is transit oriented

Canterbury Park and Canterbury Commons
In 2017, the Shakopee City Council approved an amendment to the city's 2030 Comprehensive Plan to allow multi-family residential development within a portion of the Regional Entertainment land use category of the planned land use plan. This change accommodates the proposed redevelopment of a 130-acre portion of the Canterbury Park race track and gaming complex as a mixed use development, to be called Canterbury Commons.

The development vision for Canterbury Commons retains the central race track facilities and relocates existing horse barns to open the southeast corner of the site along Canterbury Road and 12th Avenue for retail, office, hospitality, entertainment and other commercial uses. Apartments and townhomes are planned for the west portion of the site, accessed by a new internal street system connecting to the existing street network.

In 2018, Council also approved a Tax Increment Financing District to facilitate the infrastructure development needed for the project. The TIF establishes a public-private partnership between the city and property owner, allowing funding for public infrastructure improvements, and leveraging approximately $20 million of private investment costs. The long-term build-out of the project is anticipated to generate up to $400 million of private investment.

The Canterbury Commons plan represents an opportunity to provide additional housing and commercial amenities in close proximity to the Valley Green Business Park and with nearby access to Highway 169.



## RECOMMENDATIONS

» Contruct Shenandoah Drive (depends on adjacent development)

» Support redevelopment to meet housing, employment, infrastructure and community needs

## RURAL TRANSITION PLANNING DISTRICT

Located just outside the Metropolitan Urban Service Area (MUSA) the Rural Transition occurs where the edge of suburban development meets rural character. The character area includes the Suburban Extension, Rural Shakopee, Rural Louisville, and Bluff Lowlands planning areas. Defined by the planning area boundaries to the east, south and west and the small lot suburban residential development associated with the construction US-169 Bypass along the 12th Avenue corridor, the area is typified by low density residential, natural open space and rural character.

The Met Council assigns a community designation to each city and township on the basis of existing development patterns, common challenges, and shared opportunities. Shakopee is designated as an "Suburban Edge" community while Jackson and Louisville Township are both designated as "Diversified Rural" communities.

Suburban Edge communities face managing rapid growth and change while Diversified Rural communities are designated to protect rural land for rural lifestyles today and potential urbanized levels of development sometime after 2040.

The land use discussion and designation for Louisville Township is not intended to be the official land use designation; as of the adoption of this plan the City of Shakopee does not have an agreeement with Lousville Township which would allow the City jurisdiction with the community's land use or development. Any designations or discussion which follows should be viewed as advisory for the Township.

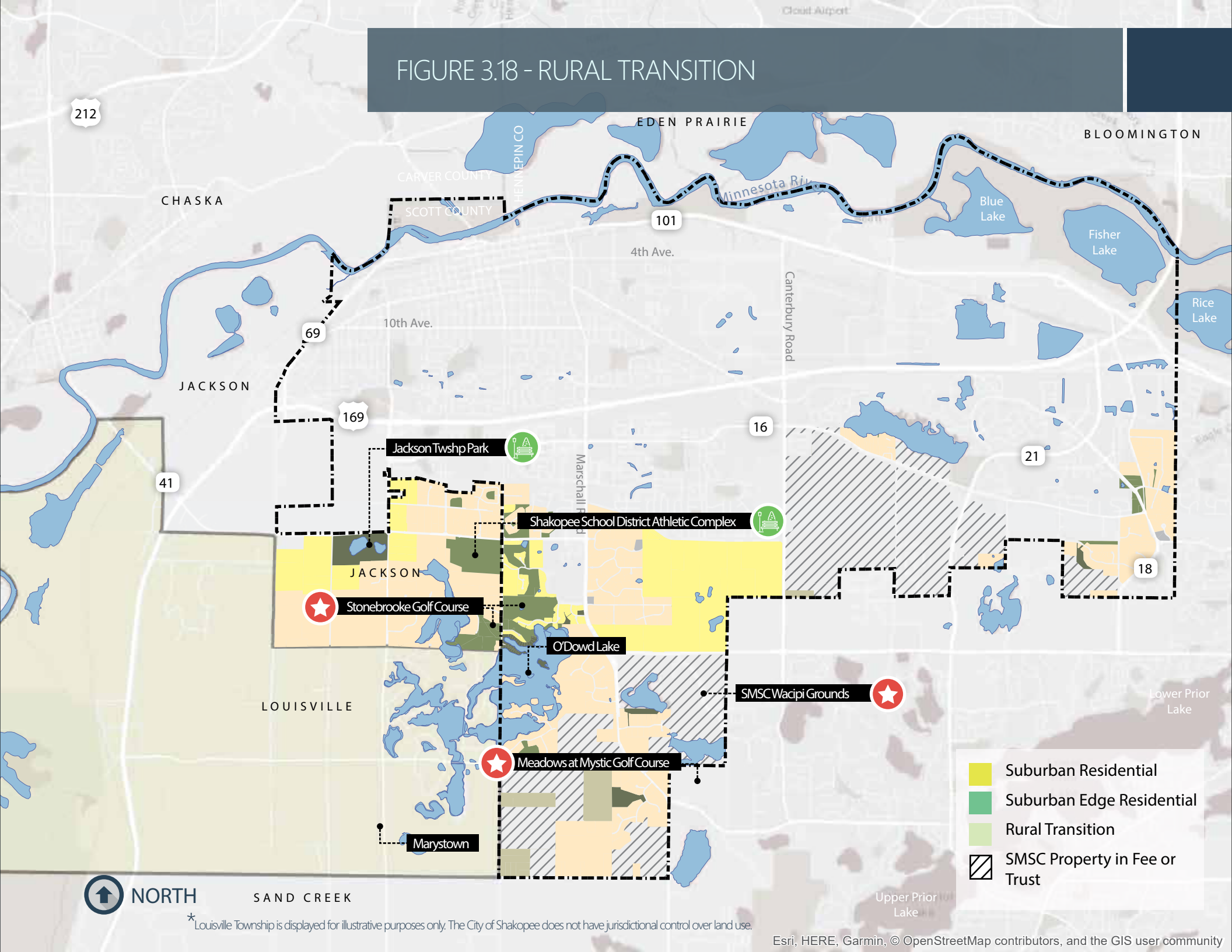
The Rural Transition Planning District also includes significant land holdings of the Shakopee Mdewakanton Sioux Community, a semi-autonomous jurisdiction. The SMSC provide their own urban services and have varying levels of autonomy with respect to control of land use. As with Louisville Township the land use discussion should be viewed as strictly advisory and not an official designation.



### RECOMMENDATIONS

- » Encourage conservation subdivisions to conserve open space
- » Protect environmentally sensitive areas
- » Preserve right-of-way for future thoroughfare needs
- » Coordinate land uses with the SMSC
- » Preserve rural character
- » Preserve open space

# FIGURE 3.18 - RURAL TRANSITION




*Louisville Township is displayed for illustrative purposes only. The City of Shakopee does not have jurisdictional control over land use.

Esri, HERE, Garmin, © OpenStreetMap contributors, and the GIS user community

Suburban Residential

The Suburban Residential area is a predominately residential area which currently flanks residential subdivisions which are closest to Hwy 169. Generally, this area is located adjacent to areas included in the Metropolitan Urban Service Areas (MUSA) yet do not have access to centralized sewer. Because of this, current development is limited and agricultural, residential and natural open spaces are predominant.

The Suburban Residential includes areas currently being developed, are planned to be developed or will most likely be developed in the near-term to mid-term. The Planned Land Use Map generally identifies Suburban Residential for future use which will allow residential development with 3 to 6 dwelling units per acre. However, development will not occur until the area is included in the MUSA and centralized sewer is provided.



## RECOMMENDATIONS

» Cluster development to preserve open space

» Provide ample street connectivity across and between subdivisions

Suburban Edge Residential

Though often immediately adjacent to small lot residential subdivision development, topography, other natural features and lack of access to a centralized sewer limit development in this area to large lot residential subdivisions. The existing development pattern is typified by long curvilinear streets with cul-de-sacs and large detached single-family homes set back from the public right-of-way. This area includes golf course communities near Stonebrooke Golf Club, lakefront homes near O'Dowd Lake, Thole Lake, Schneider Lake and other large-lot subdivisions developed around ravines and wooded lots near the tops of the bluff ridge. This area will not be serviced through the MUSA, as such, development will likely be limited to large lot residential development.



## RECOMMENDATIONS

- Protect wetlands and lagoons
- Preserve public access to the water
- Preserve scenic vistas and views from the water's edge as well as from the water
- Cluster development to preserve open space
- Encourage road connectivity and reduce cul-de-sacs
- Accommodate trails along Townline Avenue and W 150th Street to complete a regional bike/ped network

Rural Transition

Encompassing the southwestern quadrant of the planning area, Rural Living consists primarily of agricultural, residential, and natural open spaces. The Metropolitan Urban Service Areas (MUSA) doesn't extend centralized sewer to this area, as such only development which can be supported by well and septic exists.

The greatest concentration of agriculture is located in Louisville Township where farmland and farmsteads are prominent within the landscape. The MUSA is not planned to extend to this area during the life of this comprehensive plan so agricultural uses should be maintained. A such, development should be discouraged within this area until other portions of the planning area are built out.

Marystown is an unincorporated community in Louisville Township along Marystown Road. The community is centered on the Marystown Catholic Church, built in 1882. This church is on the U.S. National Register of Historic Places and the surrounding community offers a style of living found nowhere else in the planning area.



## RECOMMENDATIONS

- » Incorporate farmsteads into future residential design
- » Screen future development from right-of-way with landscaped buffers
- » Preserve ridge line along bluffs and provide public access
- » Cluster new residential development to preserve open space
- » Preserve rural character of Marystown

Route 169 South Corridor
Hwy 169 south of Hwy 41 remains a four-lane thoroughfare yet retains rural character. The prominent uses, establishments in landscaping, plant nurseries, construction materials, and quarries coupled with scenic bluffs further the areas rural character.

The thoroughfare experiences 30,000 travelers daily and is a primary roadway connection to communities in southwest Scott County, including: Jordan, Belle Plaine, and New Prague as well as Mankato in Blue Earth County. Though well traveled, because there is no access to centralized sewer, significant development in this corridor is unlikely in the near or long-term.



## RECOMMENDATIONS

» Preserve and protect scenic bluff vistas

» Screen future development from Hwy 169 with landscaped buffers

» As development occurs insure connections to the regional bike/ped system

## GREATER WEST END PLANNING DISTRICT

Long-term planning for the development of the West End/Jackson Township growth area began with the 2015 West End Land Use Master Planning Study, which established a framework plan for land use, open space preservation and infrastructure development in portions of the area anticipated for the most immediate annexation and development.

The plan called for the development of a mixed residential neighborhood west of Marystown Road and extending to a natural bluff feature that generally parallels Highway 169. The bluff, recommended for preservation as an open space will provide an edge between the mostly residential areas atop the bluff and potentially more intense uses of the envisioned business park to the west of the bluff, concentrated at the Highway 69/US 169 interchange.

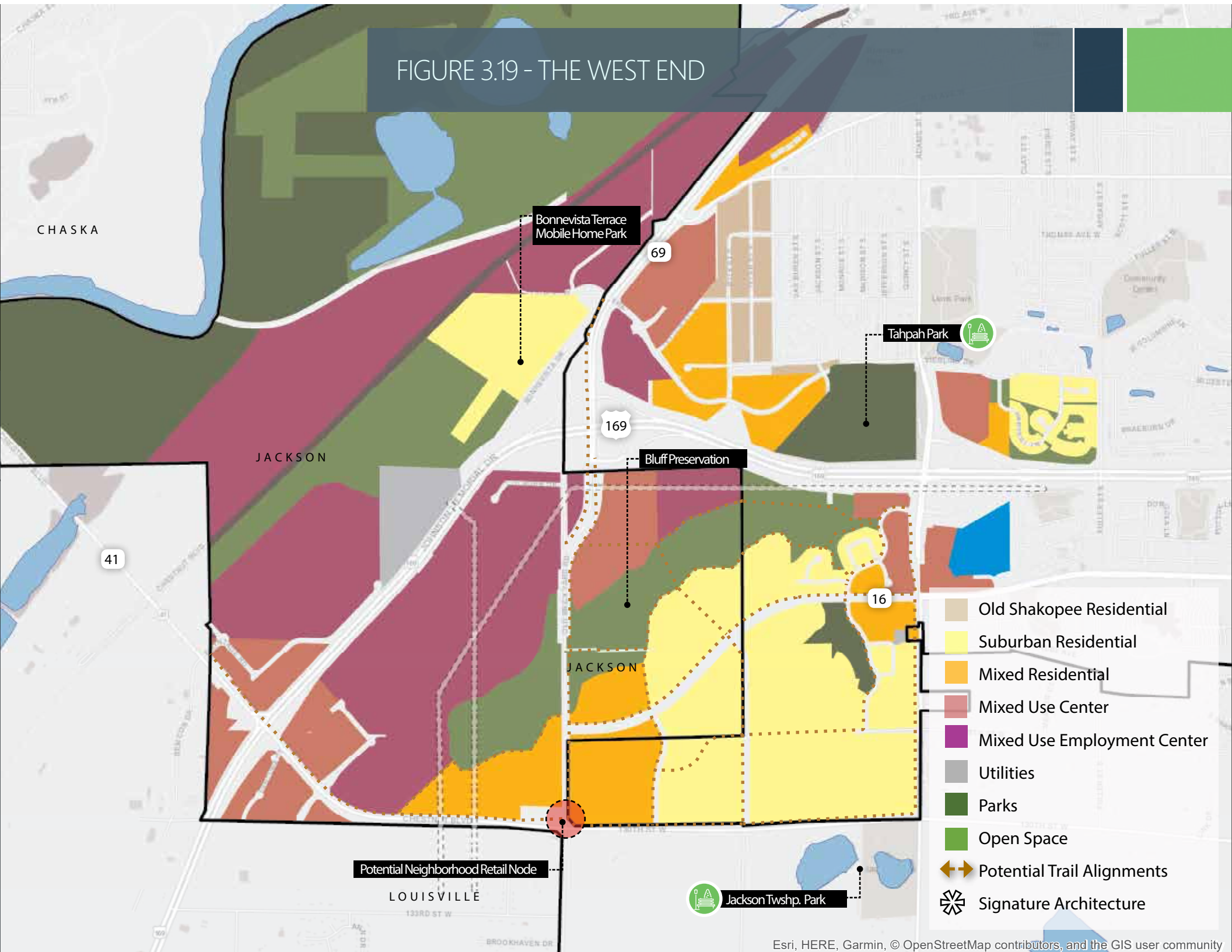
With the adoption of the Jackson Township Orderly Annexation Agreement in 2018, additional land to the west of the bluff and extending to US 169 is guided for phased annexation into Shakopee. This opens up over 300 acres of land for new employment opportunities with highway access and visibility. Additionally, Scott County's plan to upgrade the Highway 41/US 169 surface intersection to a controlled access interchange will impact current and future development around the intersection and that of the areas to the west of 169.



### RECOMMENDATIONS

- Continue orderly annexation of Jackson Township
- Evaluate the options of creating an orderly annexation of Louisville Township
- Ensure street linkages of developments
- Encourage employment clusters and a mix of housing

# FIGURE 3.19 - THE WEST END



# A VISION FOR THE WEST END

The West End has been the focus of recent planning in Shakopee with the orderly annexation agreement with Jackson Township. While construction is underway for the primarily single-family residential neighborhood east of the bluff, Envision Shakopee sets the stage to the west for a mixed-use employment center providing space for advanced manufacturing, office, and potential a satellite campus development. Additionally, closest to the bluff, higher-density residential development will provide housing options for existing and future Shakopee residents in proximity to workplaces. A system of trail greenways will provide access to the preserved bluff and provide mobility options for movement between activities at the foot and top of the bluff. Nearby retail and dining amenities could support residential and employment alike. Future development will accommodate the planned interchange improvement at Hwy-169 and Hwy-41. Signature architecture oriented toward the interchange and highway will provide a welcoming gateway and positive first impression for those arriving from the west.



**EXISTING**







# BIG IDEA 3

## ENHANCE ECONOMIC CLUSTERS

West End

Initial phases of the Windermere development began in 2017, coinciding with the initial phase of the 17th Avenue extension which is planned to ultimately connect to Highway 69. The initial phase which is primarily residential is planned to be completed by 2020. Retail uses are planned near the Marystown Road/US 169 interchange with potential additional smaller retail nodes near the intersections of Chestnut Blvd and Hwy 69 and Marystown Rd.

The plan also envisioned business park uses to the west of the bluff, concentrated at the Highway 69/US 169 interchange. With the adoption of the Jackson Township Orderly Annexation Agreement in 2018, additional land to the west of the bluff and extending to US 169 is guided for phased annexation into Shakopee. This opens over 300 acres of land for new employment opportunities with highway access and visibility.



## RECOMMENDATIONS

- Consider using Planned Unit Development (PUD) zoning for the study area
- Build density incentives into zoning approvals for accomplishment of specific master plan elements.
- Establish permanent preserved greenways and the ridge area
- Preserve woodlands and other connecting habitat
- Construct trails
- Establish neighborhood parks and open spaces where housing fronts on park and open space areas as opposed to back yards
- Innovative stormwater retention, recycling, treatment, and infiltration approaches
- Permanently reserve lands identified as open space in the master plan

Route 41 Crossroads

Scott County is developing plans to upgrade the Highway 41/US 169 surface intersection to a controlled access interchange. To accommodate the new interchange service roads to properties adjacent to the existing intersection will be realigned. The realignment and future roadway needs will impact access to adjacent properties and have consequences for future land uses.

The crossroads is a gateway from Chaska and communities to the west of Shakopee as well as a gateway from Mankato and southwest Scott County communities. Efforts should be focused on developing a welcoming gateway. The development of the West End will also impact the Crossroads and change the character of development.



## RECOMMENDATIONS

- Ensure landscaping around the proposed Hwy 41 interchange with Hwy 169 is well designed.
- Create gateway along Hwy 41 from river crossing near Chaska to Hwy 169.
- Create internal circulation to provide access to properties affected by the interchange improvements to Hwy 169/41.

Route 69 Corridor

Hwy 69 between Hwy 169 and Downtown Shakopee is 4-lane thoroughfare with medium and 8' multiuse trails on both sides. Vehicle and equipment storage, auto salvage yard, and other light industrial and commercial users are the predominant users in the corridor. Located northwest of the 69/169 interchange, Bonnevista Terrace Mobile Home Park includes more than 200 hundred home sites and is the area's largest mobile home park. Additionally, Will's Riverview RV Park, which is considerably smaller in scale is located on a strip of land between the Union Pacific railway and the Minnesota River.

Shakopee's oldest, suburban-style retail center is the Shakopee Town Square Mall, located on the west side of Old Shakopee on Highway 69. Built in the mid-1970s, the shopping center pre-dates the freeway access now available with the nearby 169/69 interchange, and has since been adapted from primarily a retail center to use for educational and medical services, including the Shakopee School District. In 2015, the City of Shakopee purchased 30 acres of land adjacent to the center for public roadway improvements and to facilitate commercial and residential development near the interchange.



## RECOMMENDATIONS

» Promote redevelopment of industrial and commercial properties

» Strengthen connection between Downtown Shakopee and development of the West End

» Discourage redevelopment of Bonnevista Terrace Mobile Home Park. Look to encourage an expansion of the Park, as possible, as it provides Shakopee with naturally affordable housing

Quarry Swath

A portion of the silica sand mining swath resides between the Minnesota River and Hwy 169. Two quarries are in operation here and together cover more than 150 acres. A 26-acre electrical substation operated by the Northern States Power Company fronts Hwy 169 where many high-voltage overhead electric lines are located.

Though the area fronts Hwy 169, street connectivity is limited because of physical barriers, including the Minnesota River and the Union Pacific railway. Plans to improve the interchange at Hwy 41 and Hwy 169 to a controlled access will provide access challenges. Internal circulation and external roadway connections will need to be studied.

Earth works and aggregate extraction at quarries have significantly altered the physical landscape. This creates both a scenic landscape with rocky outcrops, quarry lakes and westward vistas of the Minnesota River Valley as well as challenges for future redevelopment.

Long-term redevelopment opportunities after silica sand mining operations should include business park/office campuses and or high density residential which can capitalize on the area's unique landscape.

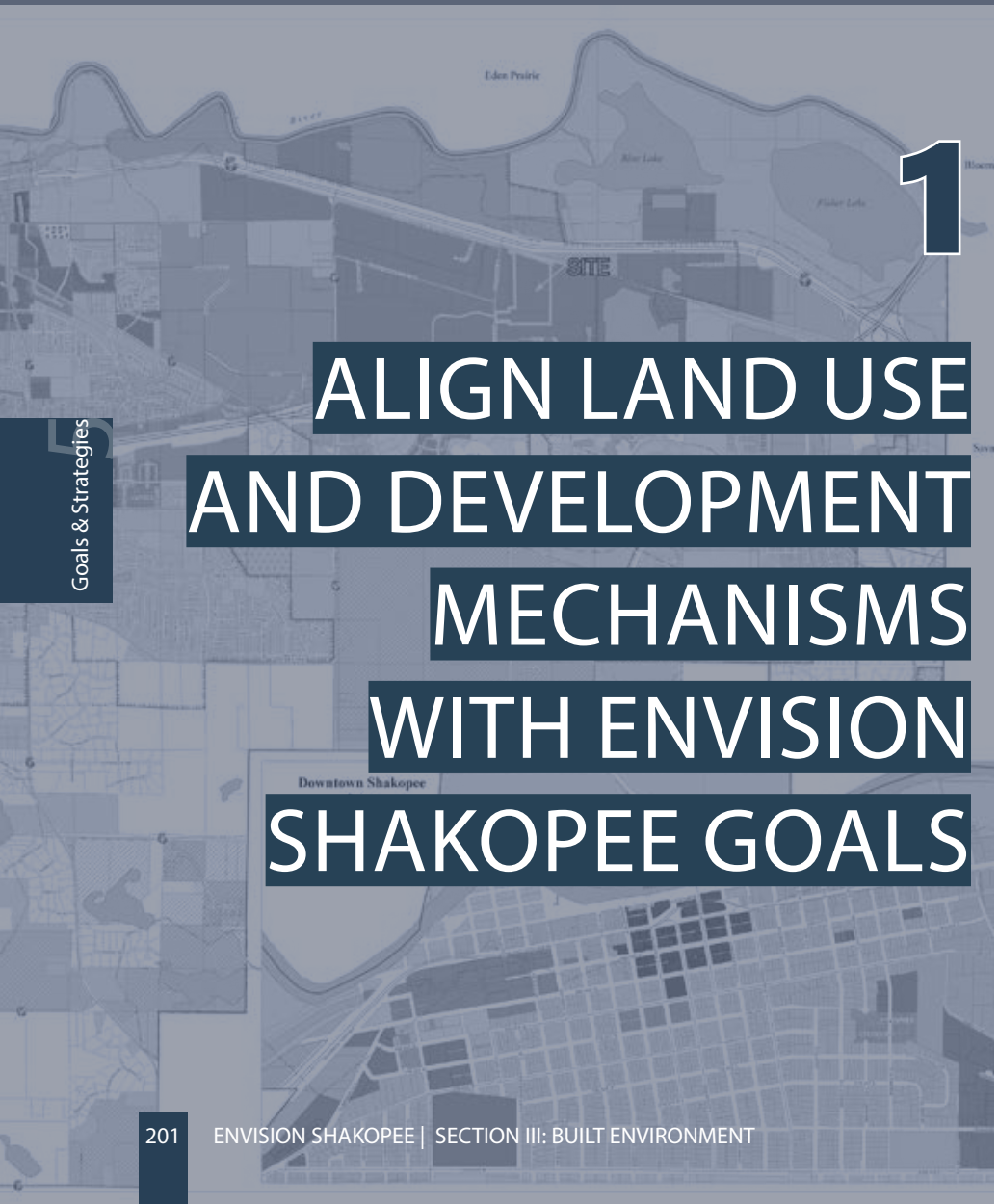


## RECOMMENDATIONS

- » Promote long term redevelopment after quarry operations end
- » Future development should be environmentally sensitive
- » Bike/Ped connections should be made from future development to the Minnesota Valley State Trail
- » Create internal circulation or frontage road to provide access to future redevelopment and preserve controlled access on Hwy 169

# LAND USE

## GOALS & STRATEGIES




1

# ALIGN LAND USE AND DEVELOPMENT MECHANISMS WITH ENVISION SHAKOPEE GOALS



### 1A Update zoning code for alignment with the goals of Envision Shakopee

» Create a zoning code that is user friendly and easy to use through the use of graphics, tables, illustrations and plain language

» Study and consider adoption of new zoning tools with an emphasis on community outcomes and priorities. Tools to consider include form based codes, overlays, area-specific design guidelines, incentive-based density or housing standards, etc.

### 1B Adopt zoning language that follows green/living streets and walkable street guidelines

» Coordinate zoning and subdivision requirements for street connectivity and design

» Develop complete streets standards and design guidelines for new development

» Adopt design standards that require safe and convenient pedestrian access to the front door of retail and food locations to provide access for those without cars, seniors, youth and families

### 1C Consider best practice adjustments to parking requirements

» Reduce or eliminate parking minimum requirements and/or add parking maximums for certain types of uses or developments, especially mixed use developments

» Monitor the impacts of ride-hailing, autonomous vehicles and transit service improvements on parking needs

» Require property owners to plant trees, incorporate surface water management best practices and use other design tools to improve health, safety and design of parking lots

## 1D Modify the planned unit development (PUD) ordinance to achieve desired development outcomes

» Emphasize mixed use, walkable development

» Limit residential PUDs to areas adjacent to commercial development and transit service

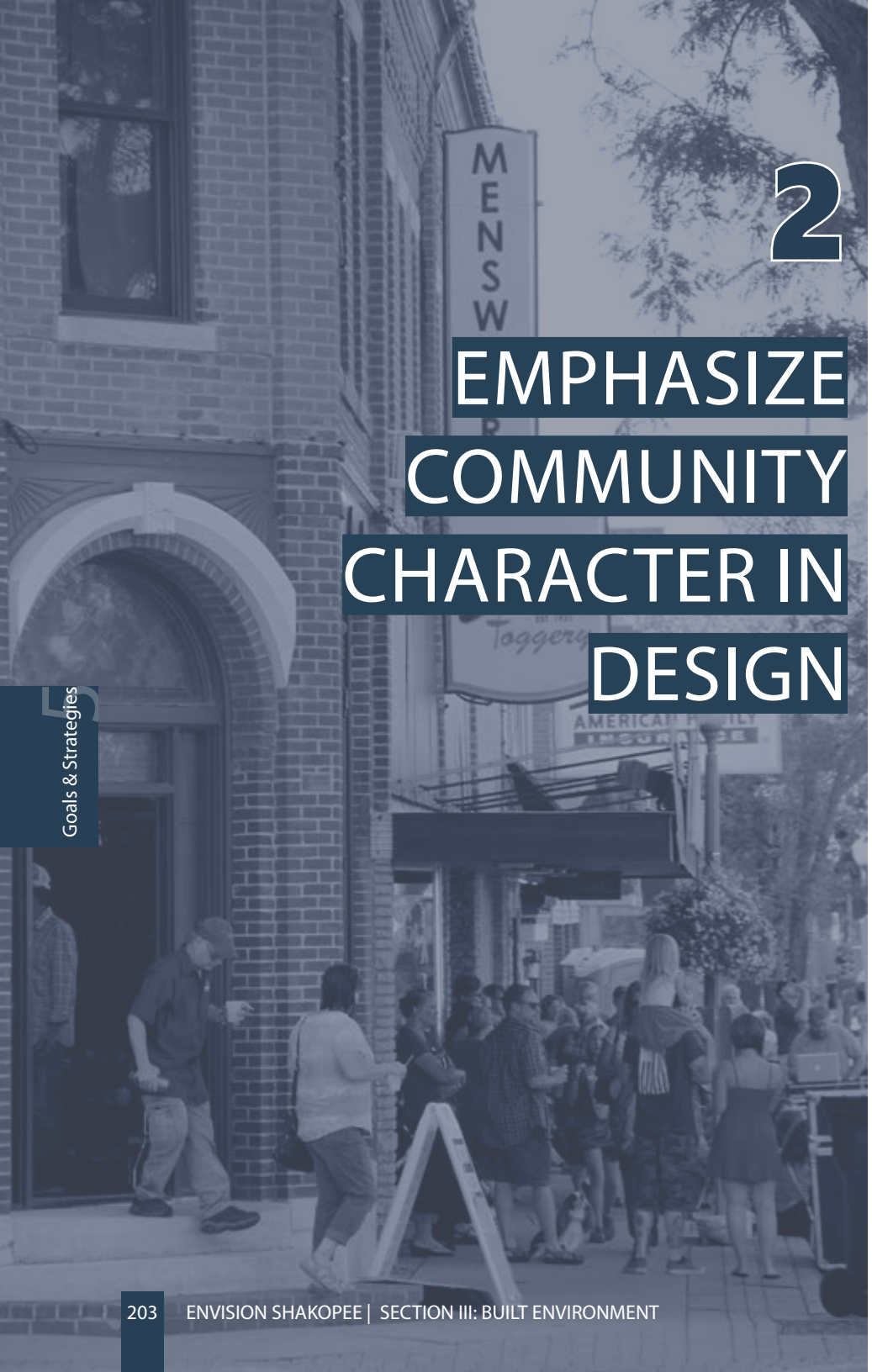
## 1E Institute annual review of the zoning ordinance and related sections of the city code

» Review code annually and update as needed to reflect new or revised planning studies, new or revised state or federal laws, experience in the field, experiences working with planning applications, technological and/or cultural advances, new use categories and/or updates for areas that have become obsolete

## 1F Simplify development review process to be customer-oriented, to reduce unnecessary regulatory barriers and with a streamlined process

## 1G Implement site plan review process for projects which because of their nature, operation and/or location require a more thorough review to ensure community standards are met

## 1H Establish targets for minimum number of employees per acre in commercial and industrial districts to maintain and grow a healthy jobs-focused economy and efficient use of land



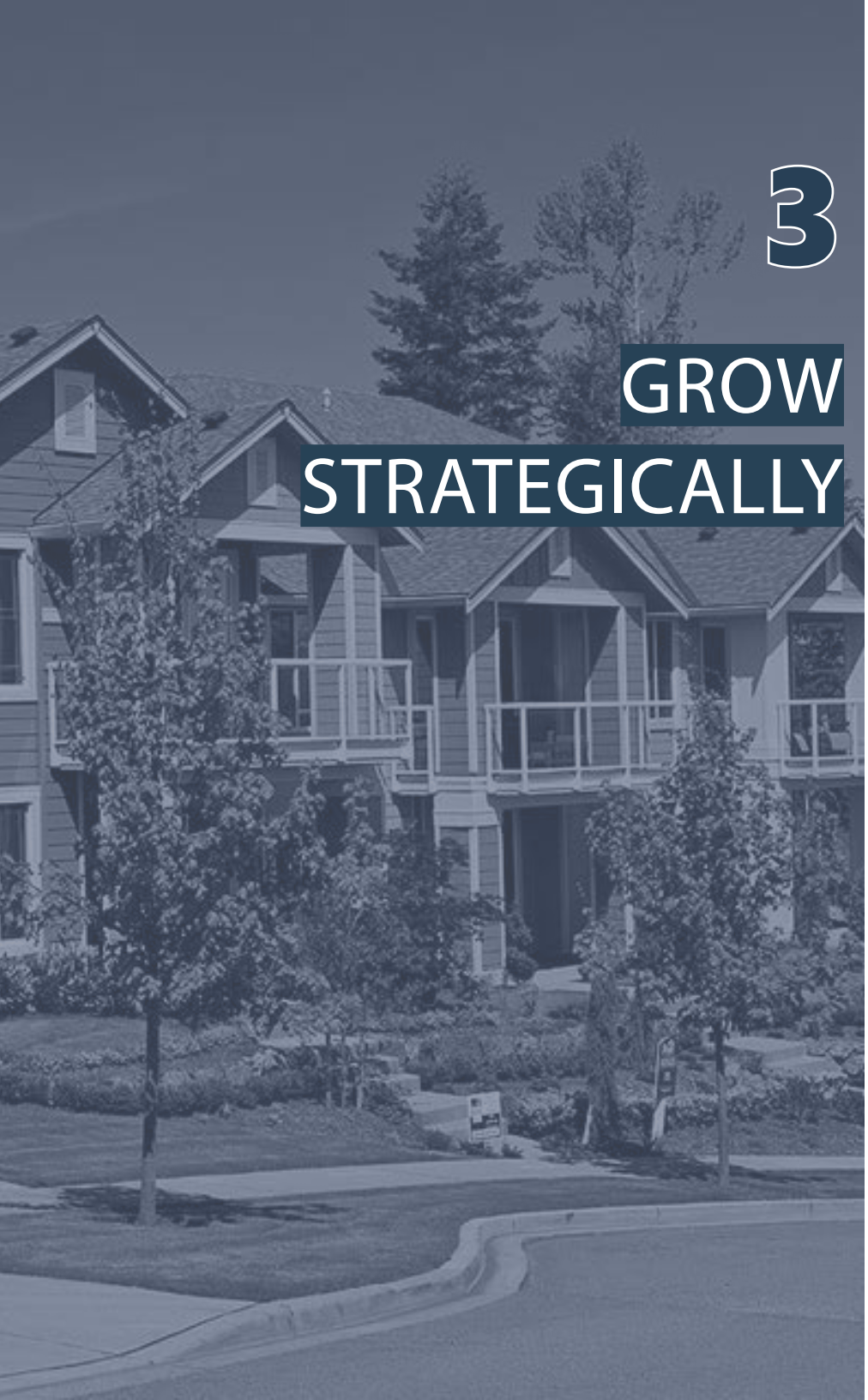
# 2 EMPHASIZE COMMUNITY CHARACTER IN DESIGN



## 2A Consider more compact development standards as a means to protect fiscal, natural and social resources

## 2B Adopt revised development and design standards and programs that require high-quality and unique architectural and site design, encourage efficient use of land and infrastructure and facilitate infill, redevelopment and adaptable buildings

- Through research and engagement of the community, promote a Shakopee-specific brand of building and design that builds off the areas unique history and culture
- Encourage privately-sponsored placemaking opportunities
- Encourage buildings to use Universal Design so that sites and buildings are accessible by all users and ages
- Encourage streets and buildings be oriented to maximize opportunities to capture solar access and heat gain/loss
- Consider performance standard bonuses (bulk, height, streamlined permitting process, density) for green LEED-certified sites or buildings when financially prudent



# 3 GROW STRATEGICALLY

3A Reduce financial, both capital and ongoing maintenance and operation, burden on the community by requiring new growth areas to strategically and efficiently use land through compact site design

3B Adopt financial support policies for developments, such as a scorecard for approval process, tax productivity thresholds, housing affordability or jobs per acre



# 4

# PRIORITIZE REDEVELOPMENT OPPORTUNITIES



4A Identify, map and assess brownfield sites. Work with property owners to prepare plans for clean up and redevelopment

4B Plan for the future reuse and redevelopment of large format retail sites by requiring a redevelopment or reuse plan

4C Plan to retrofit existing town centers and shopping centers to create vibrant, walkable environments



# 5 TARGET INCREASED DENSITY IN AREAS THAT ARE CONNECTED TO AMENITIES AND TRANSIT

5A Identify and designate areas for increased density

5B Align zoning to allow for greater density where appropriate

5C Revise zoning code to permit middle density housing in additional districts

5D Meet changing market demands by encouraging appropriate transitions between land uses, recognizing current markets demand walkability, community connections, a unique sense of place and connections to nearby activities centers



# 6 PROMOTE INFILL DEVELOPMENT



6A Identify vacant sites with high infill potential

6B Explore options and viability for city to purchase land for residential development

6C City should consider the purchase of tax forfeiture and other properties to attract development sites that may not garner immediate interest from the private market

6D Allow accessory dwelling units, co-housing or tiny homes in single family residential districts


public house
MON




# TRANSPORTATION

Transportation infrastructure is a key element of a vibrant, functioning community. As a Twin Cities suburb, the automobile is a critical component of Shakopee's transportation system. However, after decades of designing transportation infrastructure primarily for automobiles, both at the regional and local level, Shakopee's transportation system has left other modes of travel behind. Shakopee and Scott County continue to grow, and our ability to build our way out of regional congestion is more limited than it once was. Demand for transportation options such as regional transit will continue to grow.

Shakopee's long-term success as a community to live, work and conduct business will be heavily influenced by the quality of its transportation system. It will be critical for the residents of Shakopee to have safe, efficient and convenient options from which to choose when travelling around their community as well as between Shakopee and the rest of the Twin Cities.

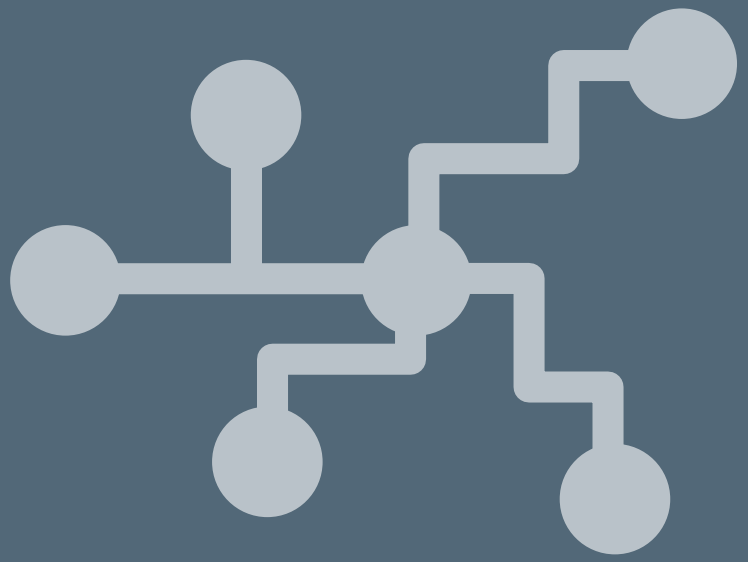
# OVERVIEW

Shakopee's early settlement was dependent on the Minnesota River as the primary transportation route. Today, the city relies heavily on the regional highway network. This section of the plan provides guidance on policies and programs that will help Shakopee make transportation-related decisions that address the community's priorities. The plan demonstrates how Shakopee intends to address local transportation issues and connect the city with the larger Twin Cities region. Maintaining and enhancing a multi-modal transportation system is critical to the economic health and quality of life in Shakopee. Transportation related issues and opportunities include:

- Long commutes driven by regional housing and employment patterns
- River crossing congestion
- Roadway safety issues
- Preparation for the transportation system of the future and automated vehicles
- Streets that detract from the sense of place
- Disconnections between areas of Shakopee, including the river
- A high quality but disconnected trail system
- Pedestrian access to parks & schools
- Options for shared mobility and flexible transit services
- Development and annexation expansion
- Regional and local growth
- Funding roadway expansion projects
- Expectations, funding and maintenance of alleys

## GOALS FOR TRANSPORTATION

1. Enhance and maintain a regionally sustainable, multimodal transportation system
2. Continue expanding and developing a robust, well-balanced city transportation network via development and annexation
3. Elevate transportation partnerships
4. Develop a Safety Plan
5. Develop city and neighborhood non-motorized transportation plans
6. Integrate Complete Streets into city processes



# EXISTING CONDITIONS

## EXISTING ROADWAY CONDITIONS

The roadways in Shakopee follow a conventional functional classification system. Highway 169 bisects the community and provides a connection between Shakopee and the broader region. There are eight roadways that cross Highway 169 in Shakopee. Notably, there is a 1.5-mile gap with no crossings between Marschall Road and Eagle Creek Boulevard. These limited crossings concentrate vehicle traffic on arterial roads.

The arterial roadway system in Shakopee consists of wide, sometimes multi-lane high speed roads that are usually under county jurisdiction. Except for those in the historic Downtown, commercial uses tend to be auto-oriented and cluster along arterials.

In the historic Downtown, and the Old Shakopee residential neighborhood, there is a street grid consisting of square blocks that are approximately 380 feet on each side. Alley access allows for off-street parking without the need for front driveways and their associated curb cuts. However, over the years, front driveway access has been added to many properties.

Beyond the Downtown area, the staggered construction of individual developments has resulted in self-contained neighborhood subdivisions with cul-de-sacs and limited access to arterials. This disconnected street system focuses vehicle traffic on major arterial roadways, encourages travel by personal vehicle and can contribute to congestion in certain areas during peak commute times.

### ROADWAY SAFETY

Most driving in Shakopee takes place on a handful of major streets and highways. The spatial distribution of crashes in Shakopee reflects this, with crashes concentrated along Highway 169, Highway 101, and major thoroughfares such as Canterbury Road and Marschall Road. Of crashes involving people walking or bicycling, nearly a quarter occurred on or near to Marschall Road (CSAH 17), clustered around the freeway ramp intersection and nearby local schools.

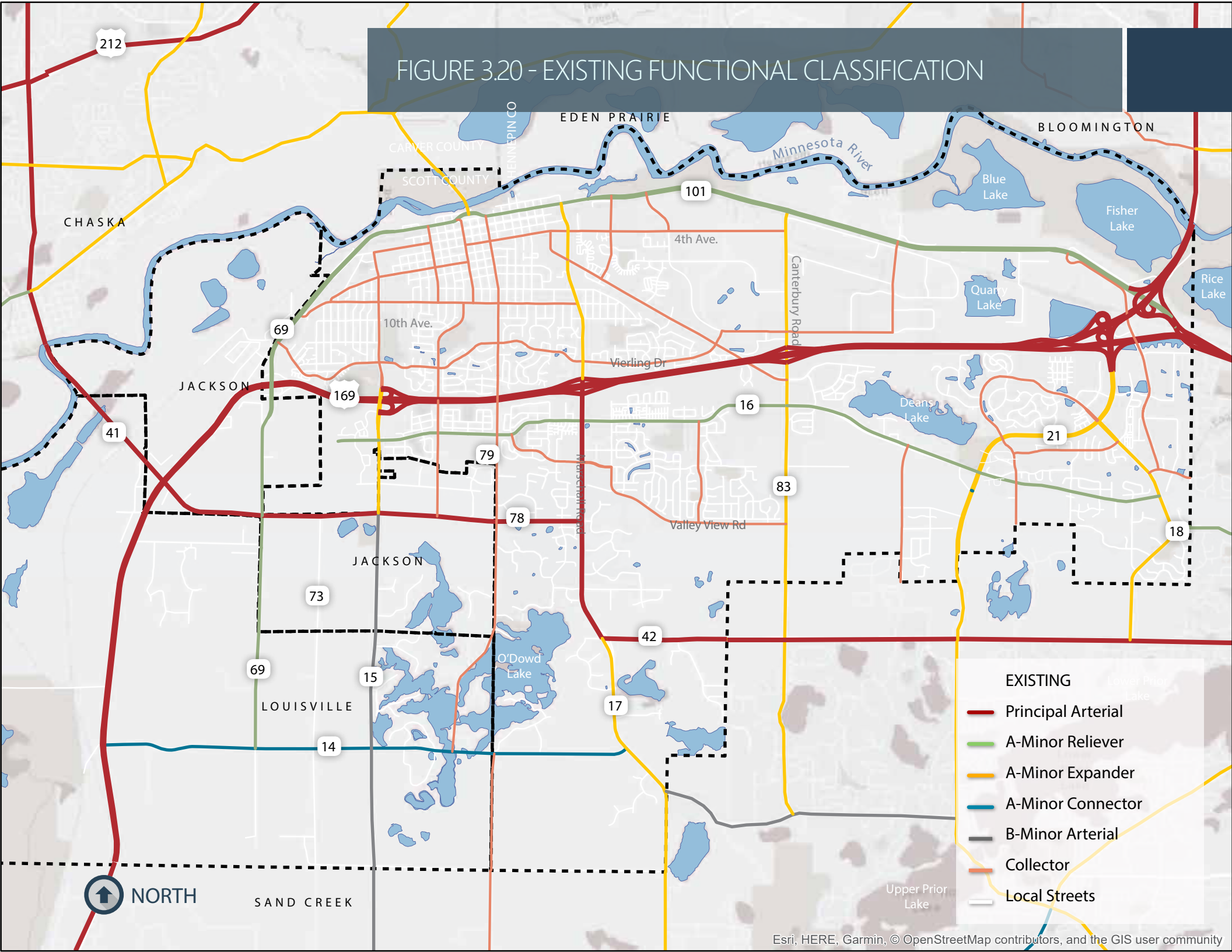
### ACCESS MANAGEMENT

The spacing of driveways and other vehicular access points needs to be managed to ensure safe and efficient access to all types of roads. The Transportation section of the City of Shakopee 2030 Comprehensive Plan provides guidelines for access spacing and reaffirmed in this Plan, these guidelines can be found in figure 3.47 of this Plan. These guidelines cover driveway openings and side street intersections, and are according to roadway functional class and traffic volumes.

### FUNCTIONAL CLASSIFICATION

The functional classification of roadways in Shakopee is planned for by the City or Scott County, but principal and minor arterials requires Metropolitan Council approval to change. The classification of local roads and collectors can be changed without Metropolitan Council approval at the City or County's discretion.

# FIGURE 3.20 - EXISTING FUNCTIONAL CLASSIFICATION



Roadway Classes

» Principal Arterials

The emphasis of principal arterials is on moving large volumes of traffic over long distances rather than providing direct access to land. They connect the region with other areas in the state. Principal arterials also connect regional concentrations and freight terminals within the metropolitan area. Principal arterials are designed to support the longest trips in the region, including intercity bus, express bus, and highway bus rapid transit services.

» Minor Arterials

The minor arterial system supplements the principal arterial system and provides connections to it. Minor arterials also support access to major traffic generators, including regional job concentrations and freight terminals, and between rural centers within and just outside the region. Minor arterials are designed to serve medium-to-short trips, including serving transit. Minor arterials are further split into smaller categories, of which all, but A-Minor Augmentors, are located within the city.

A-Minor Reliever: Provide supplementary capacity for congested, parallel principal arterials.

A-Minor Expander: Supplement the principal arterial system in less densely developed or redeveloping areas.

A-Minor Connector: Provide safe, direct connections between rural centers and to principal arterials in rural areas without adding continuous general purpose capacity.

Other: Arterial roadways which have less imprtance to regional travel, but still warrent the arterial classification.

» Collectors

Mobility and land access are equally important on the collector road system. The collector system provides connections between neighborhoods and from neighborhoods to regional job concentrations and local centers. It also provides supplementary connections between major traffic generators within regional job concentrations. Direct land access should primarily be to development concentrations. Connectors typically serve short trips of one to four miles. Collectors connect primarily to minor arterials, other collectors, and local streets.

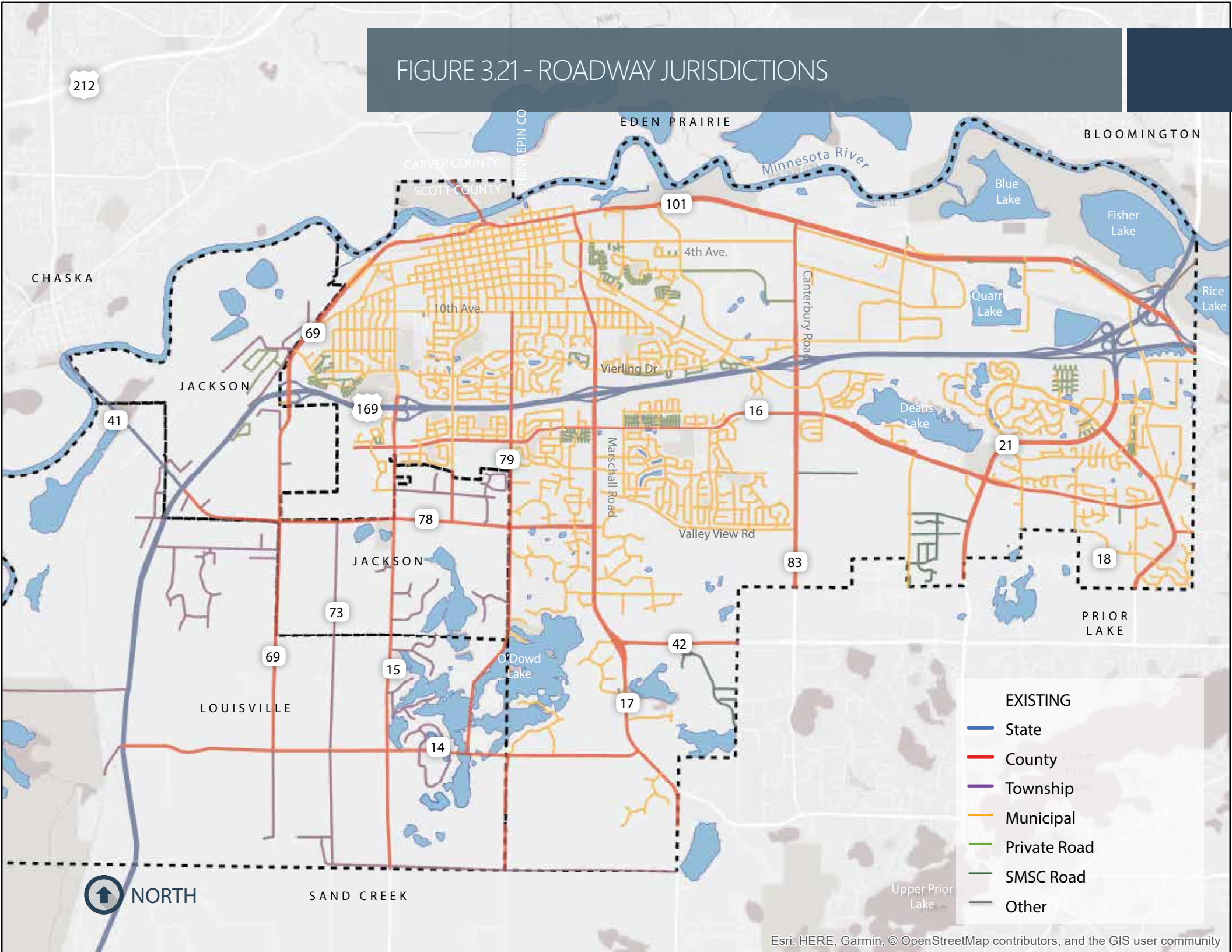
» Local Roads

Local roads connect blocks and land parcels, and the primary emphasis is on land access. In most cases, local roads connect to other local roads and collectors. In some cases, they connect to minor arterials. Local roads serve short trips at low speeds. In downtown Shakopee, local roads are spaced as close as 300 feet, while in the rural areas, one-mile spacing is more common.

## ROADWAY JURISDICTIONS

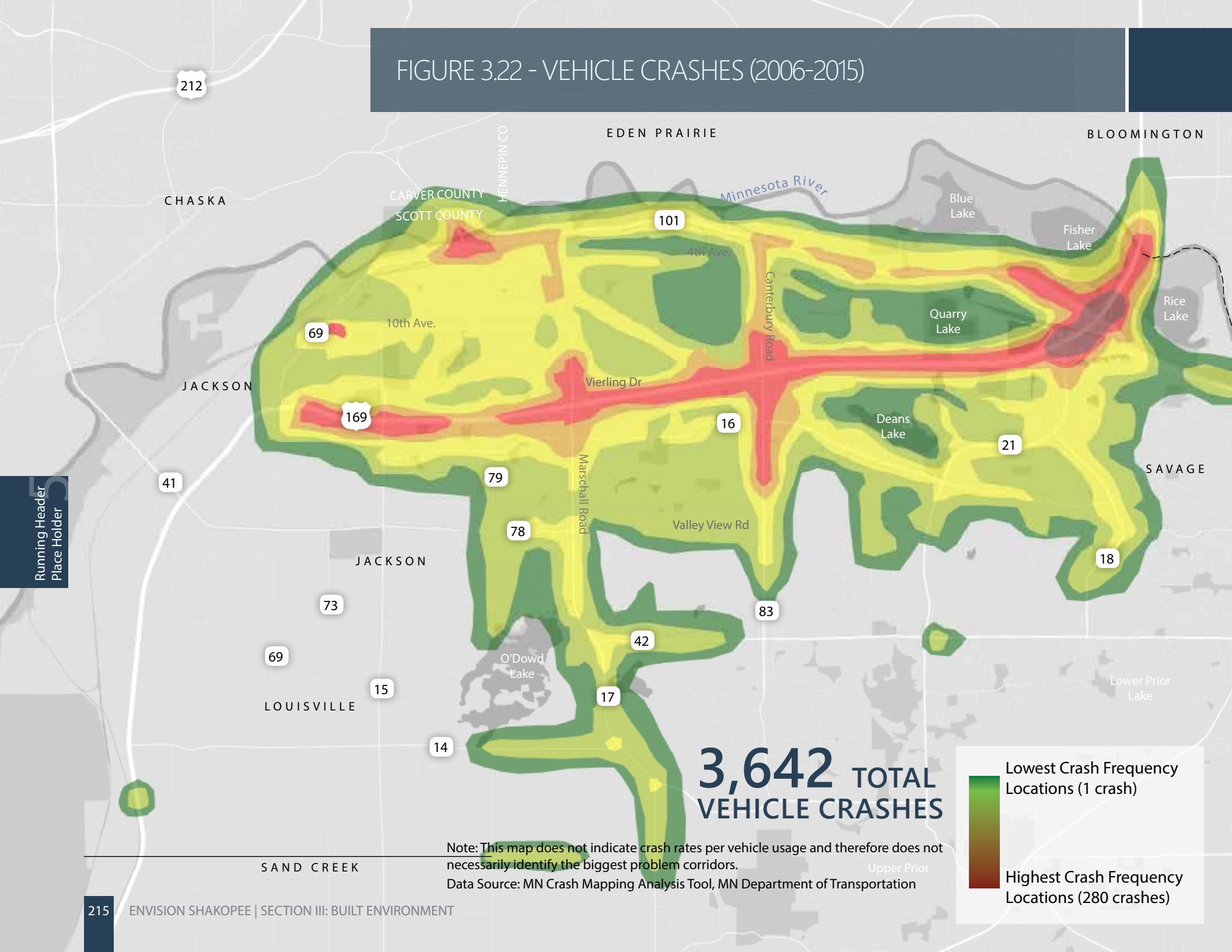
The city does not have legal authority over all roadways within the city. Various transportation bodies control the Shakopee roadway network. MNDOT controls Highway 169 while Scott County controls Highway 101 and many of the multi-lane thoroughfares. The city's primary responsibility is the maintenance of local and collector streets, through all land uses. Jackson and Louisville townships also maintain local streets in their jurisdictions. In addition to governmental transportation departments and agencies there are also some roads owned and maintained on private property, including the SMSC Community. These "private roadways" are often not built to city standards regarding lane dimensions and setback.  Any changes to the right-of-way will require cooperation and collaboration between the various transportation agencies.

# FIGURE 3.21 - ROADWAY JURISDICTIONS




Esri, HERE, Garmin, © OpenStreetMap contributors, and the GIS user community

# FIGURE 3.22 - VEHICLE CRASHES (2006-2015)

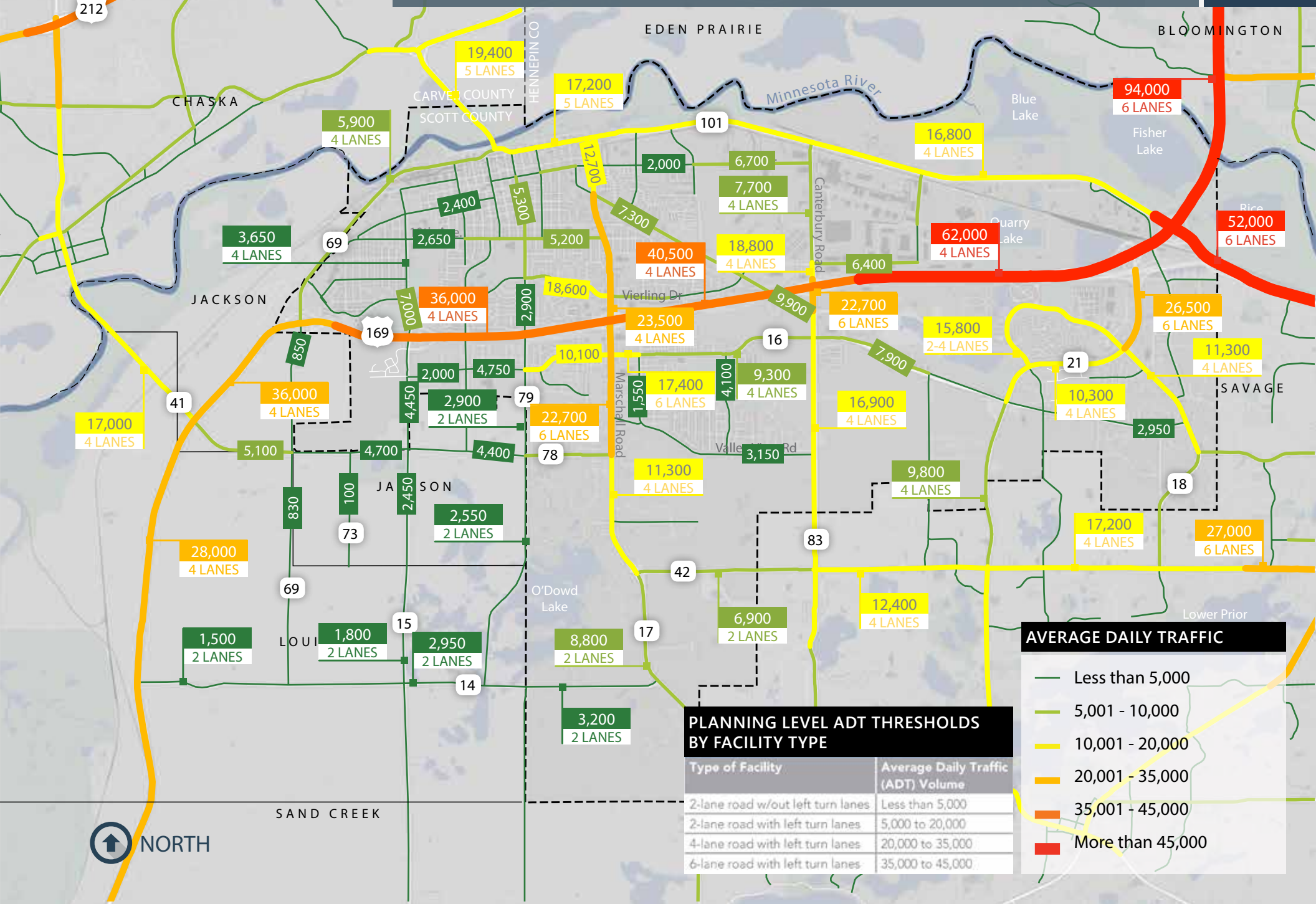



**3,642 TOTAL VEHICLE CRASHES**

Note: This map does not indicate crash rates per vehicle usage and therefore does not necessarily identify the biggest problem corridors.

Data Source: MN Crash Mapping Analysis Tool, MN Department of Transportation

# FIGURE 3.23 - CURRENT TRAFFIC VOLUMES (2010-2016)




**AVERAGE DAILY TRAFFIC**

- Less than 5,000
- 5,001 - 10,000
- 10,001 - 20,000
- 20,001 - 35,000
- 35,001 - 45,000
- More than 45,000

**PLANNING LEVEL ADT THRESHOLDS BY FACILITY TYPE**

| Type of Facility | Average Daily Traffic (ADT) Volume |
|---|---|
| 2-lane road w/out left turn lanes | Less than 5,000 |
| 2-lane road with left turn lanes | 5,000 to 20,000 |
| 4-lane road with left turn lanes | 20,000 to 35,000 |
| 6-lane road with left turn lanes | 35,000 to 45,000 |

# EXISTING ROADWAY NETWORK

The roadway networks in Shakopee can be divided in to five distinct types: Downtown, Traditional Neighborhood Street Grid, Grid and Curvilinear with Cul-de-Sacs, Low Density Curvilinear Streets with Cul-de-Sacs, and Rural Road Grid. Considering these network types and the context in which they exist can help us to understand how the transportation system in Shakopee is serving its users.

## DOWNTOWN

Downtown Shakopee's street grid is mostly intact with square blocks approximately 380 feet by 380 feet. The primary barrier to pedestrian and bicycle circulation in this area is 1st Avenue (CSAH 101), which is two lanes in each direction as well as a center turn lane.

Streets in Downtown are generally two-lane and low speed. The land use is predominantly commercial and residential with two or three-story buildings and some surface parking lots. There are sidewalks on both sides of most streets and commercial building frontages are generally adjacent to the sidewalk.

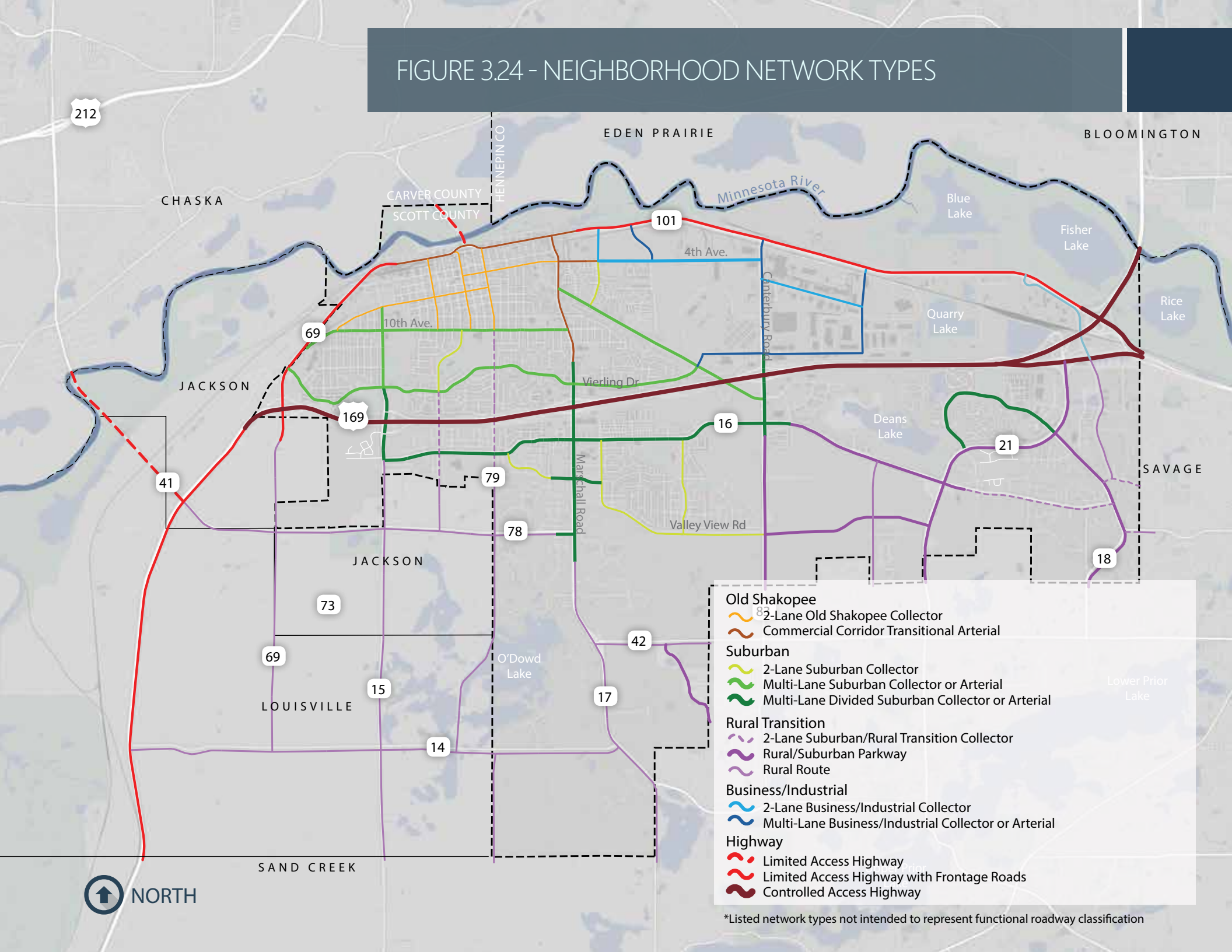
Highway 101 and the railroad are barriers for all transit modes, funneling travelers to a limited number of crossings in some areas. In the mid-1990s, Highway 101 was widened and re-routed to the north of the Downtown business district, breaking up the historic street grid and introducing a barrier to the nearby riverfront for pedestrians and bicyclists.

Most intersections downtown are stop-controlled and building entrances are mostly accessible from the sidewalk. Pedestrian volumes tend to be higher here than in other parts of the city due to the concentration of services within short walking distances.

**DOWNTOWN**



# FIGURE 3.24 - NEIGHBORHOOD NETWORK TYPES




*Listed network types not intended to represent functional roadway classification

## TRADITIONAL NEIGHBORHOOD STREET GRID

Neighborhood streets in Old Shakopee built between 1910 and 1939 fall into this type. Old Shakopee streets typically extend less than a mile from the city center. The street grid is intact, with blocks approximately 380 feet by 380 feet. Blocks typically (but do not always) include a sidewalk with a buffer to the motor vehicle travel lanes.

The land uses are predominantly single-family residences with some schools, churches and small businesses. Commercial areas are typically located at local, collector and arterial street intersections. On many streets, alleys provide rear access to parcels, and many homes have garages off these alleys. As a result, there are fewer curb-cuts for driveways. On-street parking is available and used.

## GRID AND CURVILINEAR STREETS WITH CUL-DE-SACS

In these neighborhoods, generally on the edges of Old Shakopee and built between 1940 and 1995 the street grid meets longer curvilinear blocks. These areas are typically 1 to 2 miles from the Downtown. Land uses are predominately single-family homes, multifamily buildings and large commercial lots.

Commercial areas are accessed via collector and arterial streets, and sometimes require a circuitous route to be accessed from adjacent residential areas. If sidewalks are present, they may be on one or both sides of the road. On-street parking is available but sparsely used because most homes have driveways. Residential street intersections may be uncontrolled or stop controlled. Pedestrian crossings of arterial streets occur at widely spaced signalized intersections.

**TRADITIONAL**



**GRID AND CURVILINEAR**



## LOW DENSITY CURVILINEAR STREETS WITH CUL-DE-SACS

In these neighborhoods built after 1995, streets are residential, curvilinear and with cul-de-sacs. Blocks are frequently long and irregular. These areas are located anywhere between 2 and 5 miles from the Downtown.

The adjacent land use is generally single-family homes, undeveloped lots and fields. If sidewalks are present they are typically on one side of the street. On-street parking is available. These subdivisions have limited connectivity to the surrounding arterial grid and adjacent developments. They are inward-oriented from the arterial road network (i.e. the backs of houses tend to face arterial roads to emphasize internal vehicle access).

## RURAL ROAD GRID

In these undeveloped areas, roads are usually two lanes, and built on mile section lines. The adjacent land use is agricultural with widely spaced residences. These areas are more than 5 miles from the Downtown. Sidewalks are not present, and roads are typically designed with open drainage and side berms. Some rural roads are altered to 4-lane divided sections in anticipation of development.

**LOW DENSITY**



**RURAL ROAD**



FIGURE 3.25 - EXISTING NON-MOTORIZED FACILITIES

# EXISTING NON-MOTORIZED CONDITIONS

The pedestrian and bicycle conditions on the roads and trails in Shakopee vary by context. Shakopee does not have a dedicated non-motorized transportation plan, although the 2007 Parks, Trails & Open Space plan provides some information about the existing trail system.

Trails + Multi-use Paths

Shakopee has over 80 miles of trails used for both recreation and transportation. Typically, these trails are paved with asphalt and are at least 8-feet in width which allows bike and pedestrian travelers to pass easily. Most of the city's multi-lane streets include a trail on one side of the street with a traditional sidewalk on the opposite side. Examples of these include trails along Vierling Dr, Eagle Creek Blvd, and 17th Ave. In addition to trails within the street right-of-way, many of Shakopee's parks are connected via the trail system and some parks include multiple trails within the park lands. Shakopee also uses drainage channels for trail corridors. The Upper Valley Drainage Ditch paralleling Vierling Dr is nearly 2.5 miles and is a critical linkage between many neighborhoods and Shakopee's parks and schools.

There are two regional trails located within Shakopee today. Providing regional east-west connectivity, the Minnesota Valley State Trail, along CSAH 101 and paved throughout Shakopee is a multi-use trail that parallels the Minnesota River from Shakopee to Belle Plaine. To the east, this pathway crosses underneath U.S. 169 and over the Minnesota River, connecting to the Minnesota River Bottoms Trail. Though a valued recreational asset, the trail is not well integrated into a city-wide bicycle network and difficult to access from Shakopee's residential neighborhoods.

The Scott West Regional Trail is a newer recreational trail connecting Cleary Lake Regional Park and Spring Lake Regional Park in Scott County. When completed, the trail will connect to the Minnesota Valley State Trail and nearly connect to the Minnesota River Bluffs LRT Regional Trail. The connection to the Minnesota Valley State Trail would run through Downtown Shakopee, providing access to the short bike lane on 10th Avenue and bicycle boulevard along Holmes Street. The only segment which will not feature dedicated bicycle infrastructure will be a short on road segment in Carver County. The City would like to see the investment made to complete the trail to the Minnesota River Bluffs LRT Regional Trail.

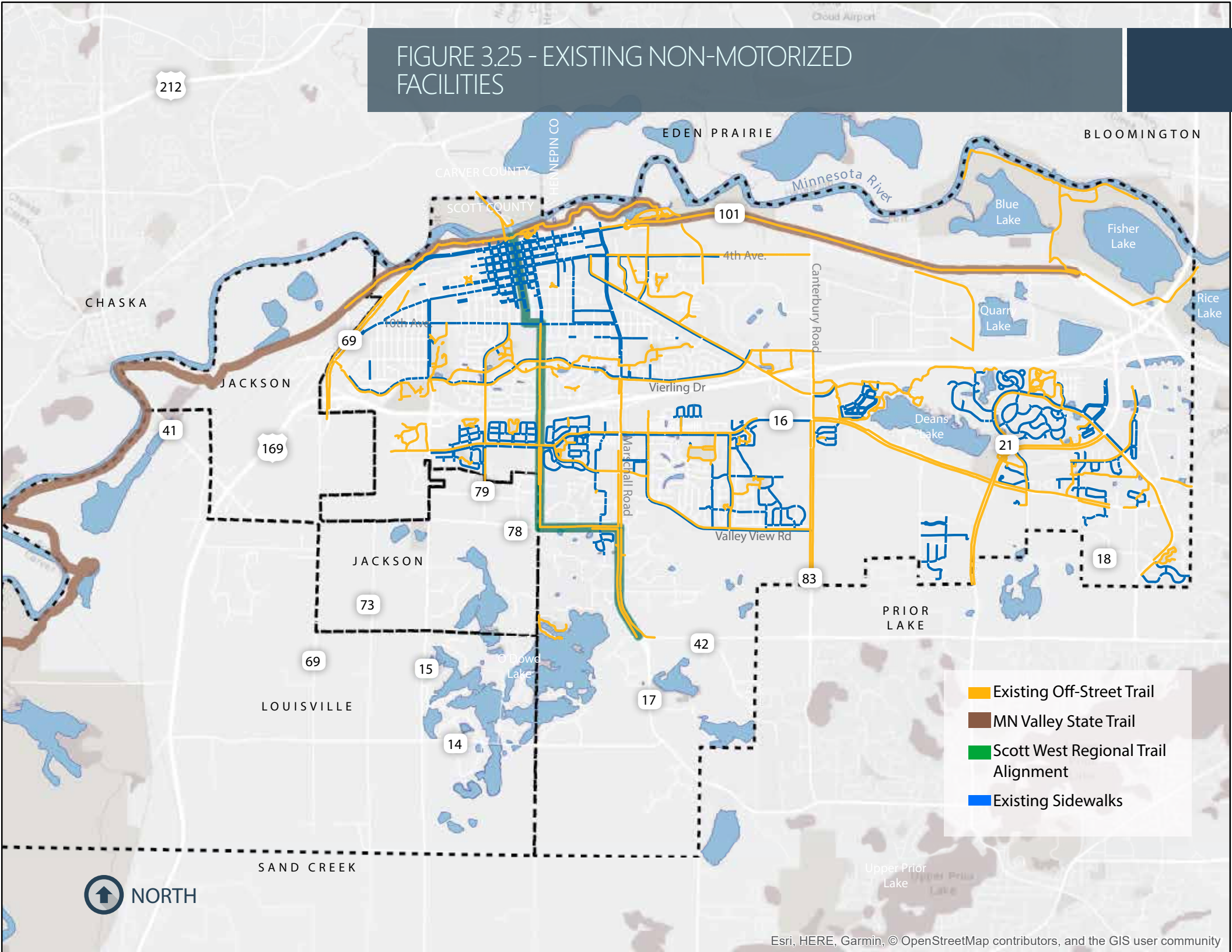
The transportation network in Scott County along the edges of Shakopee is still being expanded. As Scott County makes roadway improvements, the current standard within city limits is to include a 10-foot-wide side path along both edges of county roads.

Shakopee contains a single Tier 1 Alignment in the Regional Bicycle and Trails Network as developed by the Met Council and multiple Tier 2 Alignments and Corridors. These alignments and corridors represent routes throughout the region which the Met Council has idenitifed as regionally significant routes which should prioritized to be developed and connected. Currently, the only Tier 1 Alignment within the city, along the CSAH 101 corridor, is developed and integrated within the city's trail network while the Tier 2 Alignments are being installed as roadways are reconstructed. The majority of Tier 2 corridors will be integrated into the system further into the future.

Sidewalks

Approximately half of Shakopee's street network lacks sidewalks. Sidewalk networks are most complete in the town's historic core. Some of the newer residential developments include sidewalks on one side. Areas lacking sidewalks span both residential areas and light industrial areas, particularly north of Highway 169. Many of the streets without sidewalks are residential streets with slow vehicle speeds and low volumes that can accommodate pedestrians in a shared street environment. Others are key connections where small investments could improve access and allow for a more walkable community.

# FIGURE 3.25 - EXISTING NON-MOTORIZED FACILITIES



# EXISTING TRANSIT CONDITIONS

At the time of the last comprehensive plan, transit services in Shakopee were oriented around two purposes: local circulation within Shakopee and the peak-period commute to Downtown Minneapolis. In the decade since, transit providers have responded to shifts in housing and employment patterns in and around Shakopee. "Reverse commute" and "suburb to suburb" fixed routes now connect workers to major employment opportunities at the Amazon distribution facility and Mystic Lake Casino. Two new park and ride facilities opened in Shakopee. These include the centrally located Marschall Road Transit Station, which serves as an operational hub and "pulse point," providing commuters with timed transfers between express, local and shuttle services.

Minnesota Valley Transit Authority (MVTA)

There are two hourly routes providing local circulation. Minnesota Valley Transit Authority (MVTA) Route #497 meanders through the more densely populated neighborhoods of western Shakopee while Route #499 connects the major destinations of eastern Shakopee, including all three park and rides and the three major grocery stores.

Three park-and-rides, Marschall Transit Station, Southbridge Crossing P&R, and the Eagle Creek P&R are used primarily by commuters to reach downtown Minneapolis. Located adjacent to US 169, the Marschall Transit Station is the largest facility in the city. In 2015, an 82-space park-and-ride was also operated adjacent to Seagate. However, the park and ride was closed based on findings from a transit study that indicated low ridership at the facility. The City controls ownership of the former park and ride property.

SmartLink Transit

SmartLink Transit also offers door-to-door Dial-A-Ride service anywhere in the seven-county metro area. Residents call to make a reservation, and pay a fare based on the distance of the trip. This Dial-A-Ride supplements mandated ADA paratransit service (available for those with qualifying disabilities whose trips begin and end within 0.75 miles of a fixed route) and Medical Assistance rides (which are available for non-emergency medical transportation of residents enrolled in medical assistance through the county), also jointly operated by Scott and Carver Counties under the SmartLink brand.

As SmartLink has grown over the past decade, the program has pursued multiple innovative strategies to meet demand while controlling costs. Accommodating Medical Assistance rides on the same buses as Dial-A-Ride services allows SmartLink to provide these trips at a lower cost than contracted non-emergency medical transportation in surrounding counties. SmartLink has established a pool of volunteer drivers to help fulfill medically-related ride requests that extend to neighboring counties and other priority trips for older adults that cannot be accommodated by the regularly operating SmartLink buses.

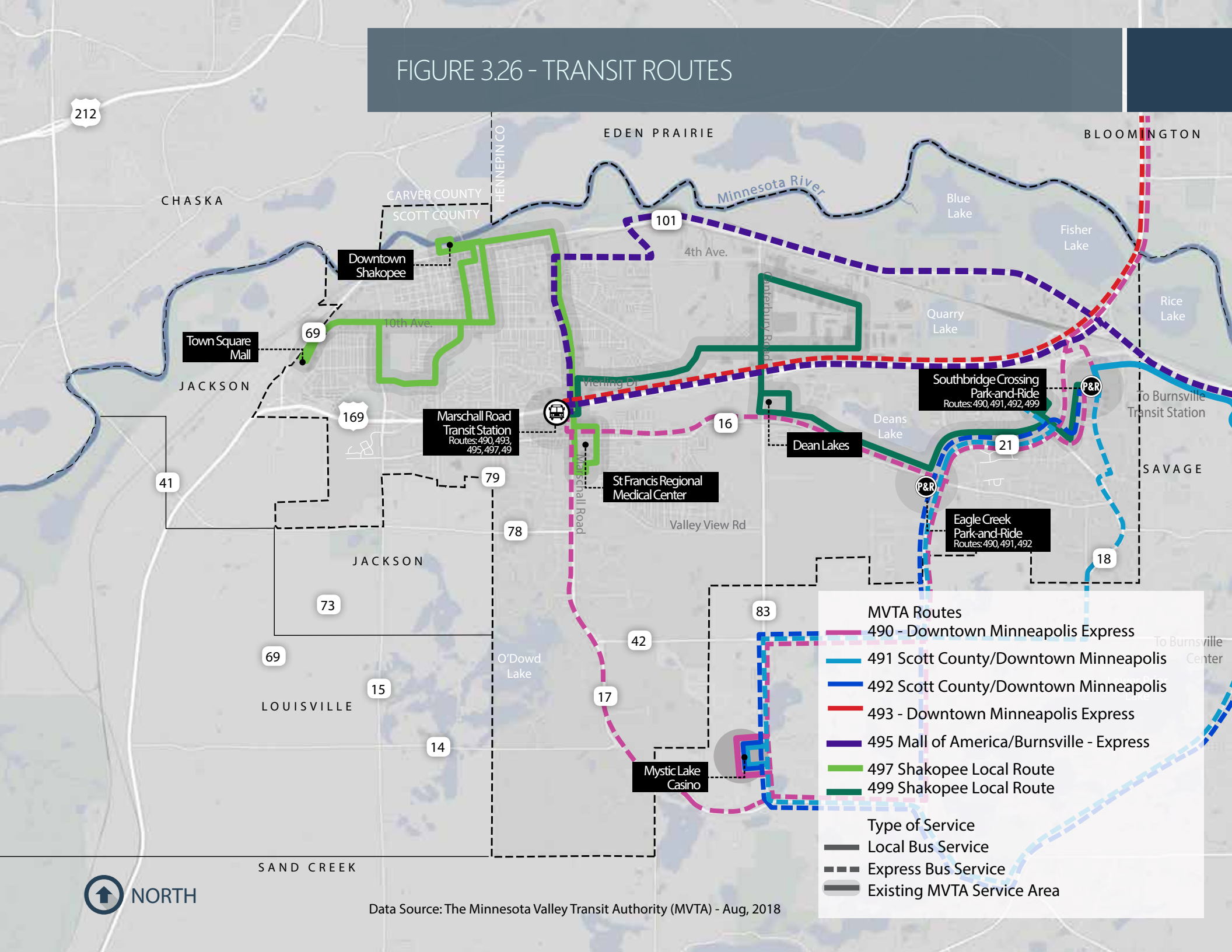
Land to Air Express

Land to Air Express is an express shuttle service connecting the Marschall Road Transit Station directly to the Minneapolis-St. Paul International Airport. This service operates Monday through Sunday and offers overnight parking for travelers.

## MARSCHALL ROAD TRANSIT STATION



# FIGURE 3.26 - TRANSIT ROUTES




Data Source: The Minnesota Valley Transit Authority (MVTA) - Aug, 2018

# EXISTING TRANSIT CONDITIONS

Transit Market Areas

Shakopee is divided into multiple Transit Market Areas as defined by the Metropolitan Council in their 2040 Transportation Policy Plan. These market areas are defined by the Metropolitan Council to aid in the disbursment of transit funding within the transit investment plan. Shakopee's wide range of designations is the result of its historical development patterns, ranging from the first city plat in the 1800s to the modern suburban development patterns which have shaped the city following the completion of U.S. Highway 169.

The four Market Areas within Shakopee are as follows:

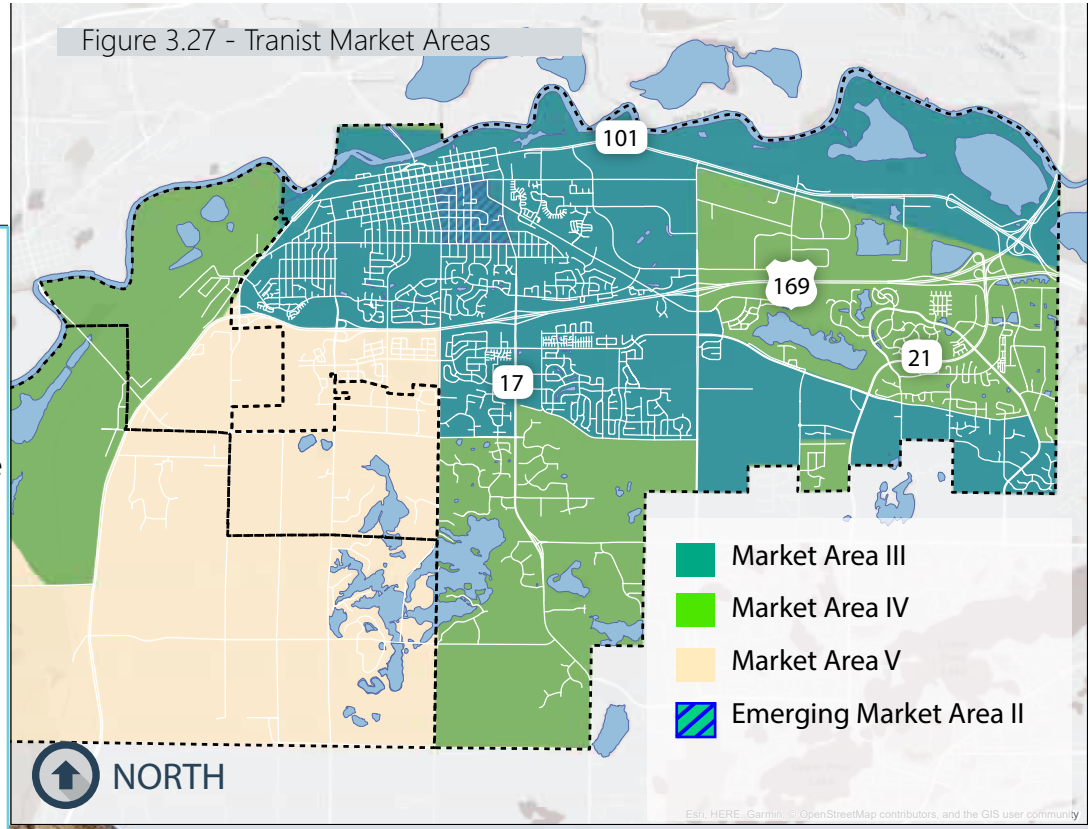
Emerging Market Area II: This is a designation defined by the Metropolitan Council as areas where significant pockets of higher density development exists, but its transit utility is limited by surrounding land uses and urban design. These are recommended to be focus areas for future development that will connect them with areas of higher transit intensity.

Transit Market Area III: These areas are defined as traditionally suburban areas characterized by overall lower density and less transit-supportive urban form with pockets of higher density. Primary transit usage in these areas is express and commuter service with limited local service.

Transit Market Area IV: These areas are defined as suburban edge communities with consistently lower density development patterns which cannot support local transit service. Service in these areas is mainy peak-period commuter and express service.

Transit Market Area V: These areas are defined as areas dominated by agricultural and rural residential land uses. These areas are not suited for transit service aside from limited peak-period express or commuter service.

Figure 3.27 - Tranist Market Areas





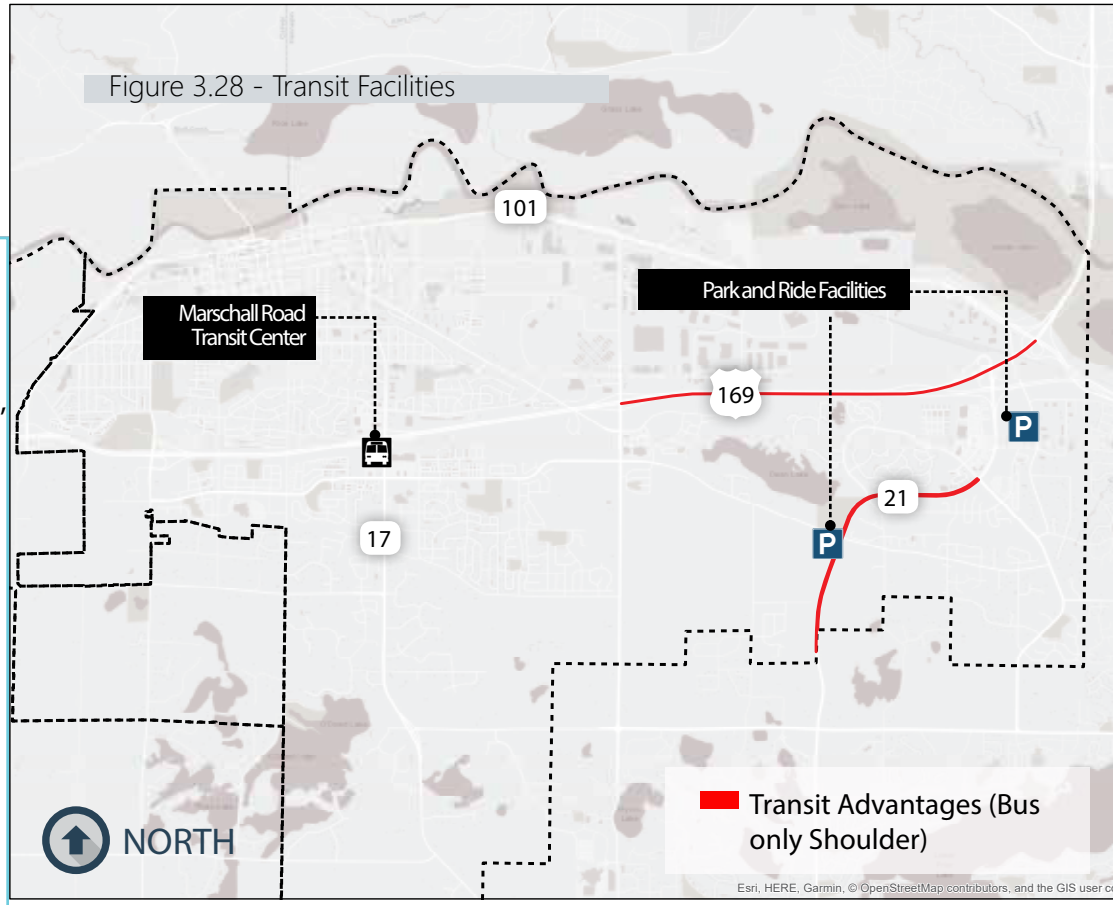

# EXISTING TRANSIT CONDITIONS

Transit Advantages and Existing Support Facilities

Transit Advantages is a program which the Metropolitan Council has implemented region wide that allows transit vehicles to utilize freeway shoulder lanes, MNPass lanes, ramp meter bypasses and exclusive bus only lanes to avoid the worst congested areas in the region. In Shakopee, these advantages have been added to U.S. Highway 169 between Canterbury Road (CSAH 83) and State Highway 13 and County Road 21 from Highway 169 to County Road 42 in the form of bus-only shoulder lanes which may be utilized when traffic reduces to speeds below 35 MPH. As of this Plan, there is no additional bus-only shoulder lanes planned to be added within Shakopee, but the State and Metroplitan Council, in partnership with Shakopee and other communities, have begun planning for an additional MNPass lane on both north and southbound Highway 169 from Marschall Road north to Interstate 494 which would be utilized as a Transit Advantage facility.

Shakopee is also home to multiple transit support facilities. These facilities are mainly park and ride lots for commuter bus routes. These park and ride lots are found on the east end of the city in Southbridge and at the intersection of County Road 21 and Eagle Creek Blvd. The exception to this is the Marchall Road Transit Center, which is utilized as a hub of operations in addition to a park and ride as discussed earlier. These facilities are all operated and maintained by MVTA.

Figure 3.28 - Transit Facilities






# EXISTING FREIGHT CONDITIONS

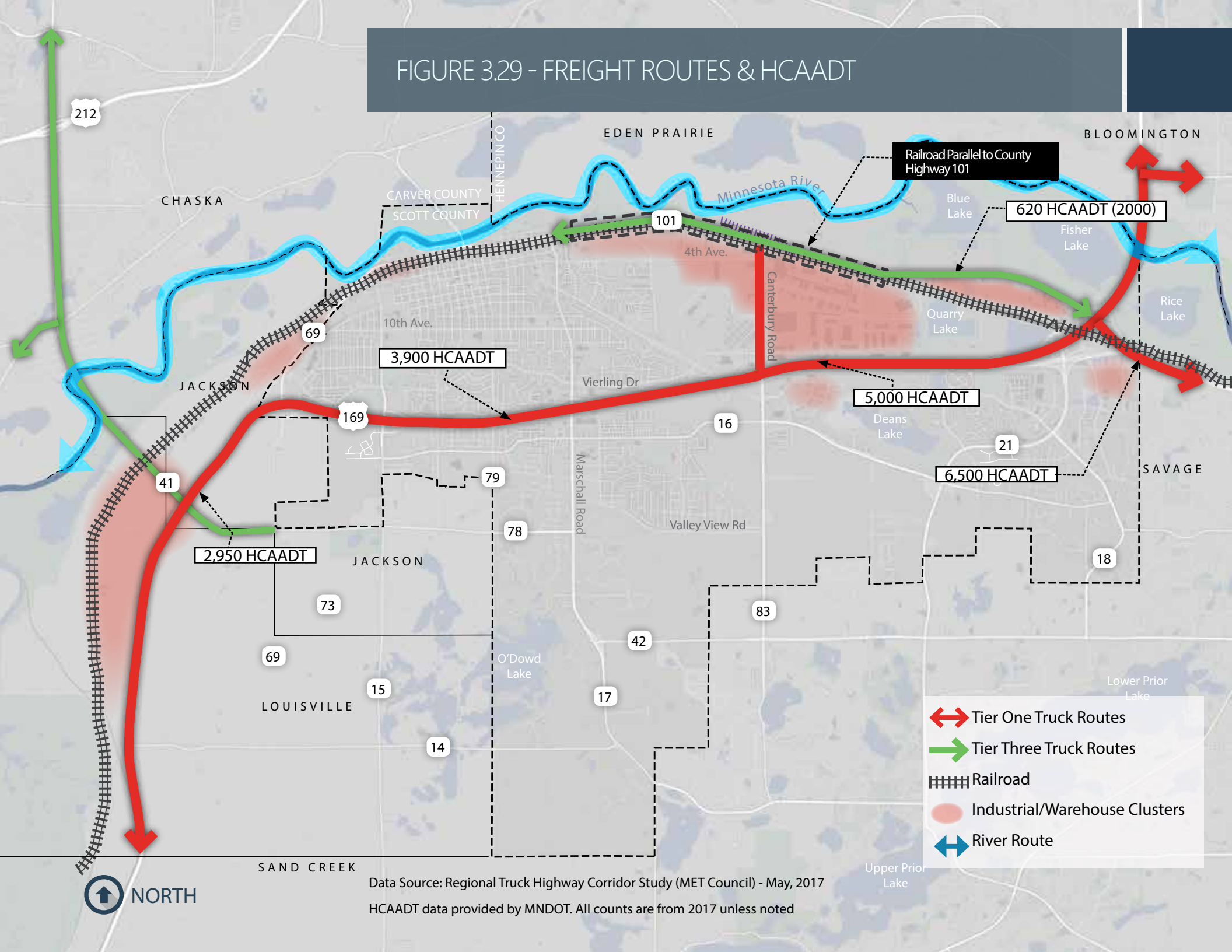
Shakopee has succeeded in creating a supportive environment for industry in part by prioritizing transportation investments that provide easy access to regional transportation networks. In the Metropolitan Council's Regional Truck Highway Corridor Study, which can be found on the Metropolitan Council's website, Shakopee is identified as a growing freight cluster, with tier one truck routes on US-169 and Canterbury Road, and tier three truck routes on Highways 41 and 101. The tier evaluation process was designed to organize routes, including interstate, principal arterial and minor arterial roads, in order of their importance to freight mobility, with those included in Tier One as most important. Having roadways included in these tiers demonstrates Shakopee's relevance to the metropolitan region with regard to freight mobility. It also indicates where large vehicle through-traffic can be expected.

The following map displays these tier 1 and tier 3 truck routes located within the City, areas of industrial clusters and Heavy Commercial Average Annual Daily Traffic (HCAADT) counts provided by MNDOT for the tier 1 routes within the city.






# FIGURE 3.29 - FREIGHT ROUTES & HCAADT




Data Source: Regional Truck Highway Corridor Study (MET Council) - May, 2017

HCAADT data provided by MNDOT. All counts are from 2017 unless noted

# EXISTING AVIATION CONDITIONS

There currently is no airport located within the City of Shakopee. The major airport in the region is Mineapolis-St. Paul Airport (MSP), which is connected to Shakopee via the regional freeway network and approximately 10 miles northeast from the city. The closest airport in the region is Flying Cloud Regional Airport (FCM) which is owned and operated by the Metropolitan Airports Commision. The airport has three runways with varying lengths, these lengths are; 5,000 feet, 3,900 feet and 2,691 feet. FCM is approximately 1.5 miles north of Shakopee. This reletive proximity of the airport puts Shakopee within the airport's "Influence Area". This influence area is shared with the cities of Eden Praire and Chanhassen. Flying Cloud Airport does not pose noticable noise impacts to the residents of Shakopee and is not envisioned to do so in the future. The airport is a reliever airport which mainly handles smaller crafts in support of the more significant MSP.

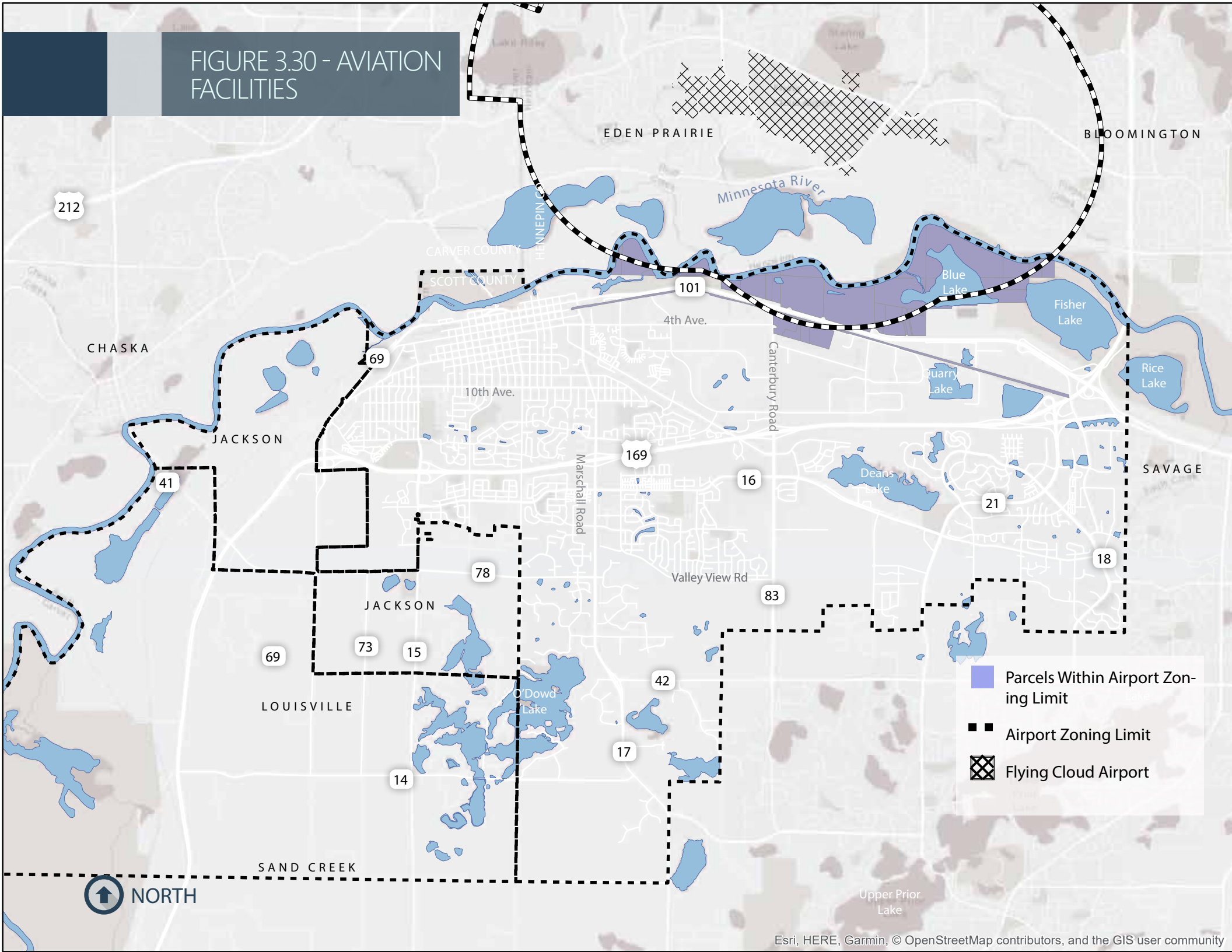
On account of this influence area; The Metropolitan Airports Commision, and the cities of Shakopee, Eden Prairie and Chanhassen have ented into the Flying Cloud Airport Joint Zoning Board. This Board has estabilised a Flying Cloud Airport Zoning Ordinance for parcels within the 3 cities which fall wholey or partially within a defined airspace zoning limit. The parcels within Shakopee affected by this zoning overlay can be found on the following page. This established zoning ordinance limits the heights of natural or artificial structures within the airspace zoning limit and sets standards and procedures to appeal this ordinance with the Flying Cloud Joint Airport Zoning Board. The Board is the body which notifies and interacts with the Federal Aviation Administration in the case that an appeal or issue is brought before it. This ordinance can be found in the appendix section.

| Facility Classification | Functional Characteristics | | | Operational Characteristics | |
|---|---|---|---|---|---|
| | System Role | Users Accomodated | Air Service Provided | Primary Runway Length | Instrumentation Capability |
| Flying Cloud | Business Jet Reliever | Air Taxi, Business Jet | Nat'l/ Multi-state | 5,000 ft, paved | Precision |





# FIGURE 3.30 - AVIATION FACILITIES



# PREVIOUS TRANSPORTATION PLANNING EFFORTS

## HIGHLIGHTS

### DOWNTOWN IMPROVEMENT UPDATE (2017)

Improves the visibility and vitality of Downtown Shakopee through enhancements in four areas of Downtown. These projects include a gateway plaza connecting Downtown to Huber Park across Hwy 101, and enhancements to a parking lot that can double as an event space.

### WEST END LAND USE MASTER PLAN (2015-16)

This plan includes a proposed extension of 17th Avenue (CR 16) beyond Marystown Road (CR 15) to Old Brickyard Road (CR 69). The plan also includes a network of interior complete streets that would provide access to a mix of residential, office, and retail land use for all modes.

### HIGHWAY 169 MOBILITY STUDY (2015-18)

Regional transportation plans have identified US-169 between Hwy 41 and 55 as an ideal corridor to implement transit to reduce congestion. This ongoing study has also identified a need to expand travel options and improve regional connections along the US-169 corridor between Mankato and the Twin Cities.

### MINESOTA VALLEY TRANSIT AUTHORITY STRATEGIC PLAN (2018-22)

Identifies regional transit needs and opportunities.

### 2040 TRANSPORTATION POLICY PLAN (TPP) (2015)

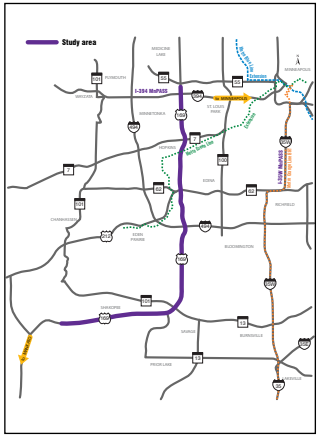








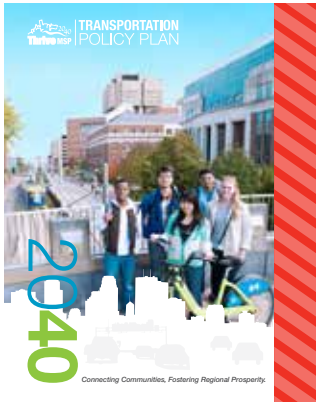













The TPP is updated by the Metropolitan Council every 4 years. The plan includes the functional classification for all roads in Shakopee, as well as information about proposed roadway widening and reconstruction projects in the next 20 years. In the current TPP adopted in 2015, US-169 is programmed for an additional southbound lane between 2015 and 2018, and is also identified for MnPASS lanes as a third-tier priority (dependent upon increased revenue over current levels). As previously discussed, the TPP indicates that Shakopee is in Emerging Transis Market II, Transit Market Areas III, IV and V, suggesting that the most successful transit service is commuter oriented and that local fixed-route bus service may be challenging to implement in areas of Shakopee.

The plan also includes the Regional Bicycle Transportation Network (RBTN). The goal of the RBTN is to establish an integrated seamless network of on-street bikeways and off-road trails to improve bicycle transportation at the regional level. The plan includes north/south Tier 2 alignment along the proposed Scott West Regional Trail, as well as along Canterbury Road. An east/west search corridor between the Scott West Regional Trail and the I-169/Hwy 101 interchange suggests a need for east-west bicycle connectivity. The RTBN have been identified on the non-motorized transportation network map seen previously.

### 2030 COMPREHENSIVE PLAN (2009)

Shakopee's previous comprehensive plan identified several large transportation investments within Shakopee, including capacity improvements along US-169 between Canterbury Road and CSAH 21 (completed), an interchange at CSAH 69 (completed) and at US 41 (in design as of 2018). The plan also lists smaller, anticipated capital improvements.

Based on available crash data, the plan states that intersections in Shakopee are safe for pedestrians and bicyclists. However, people typically will avoid walking along a roadway that feels unsafe. The plan suggests a reactive approach to pedestrian safety and recommends several improvements to be made if any intersections "become problematic."

### FUTURE TH-41 MINNESOTA RIVER CROSSING (2010)

The Minnesota Department of Transportation underwent a scoping and EIS process to select the alignment of a new crossing of the Minnesota River on TH-41. The preferred alternative that was selected, C-2, will not be built for several decades, but will connect to US-169 at the planned US-169/existing TH-41 interchange.

### FOCUS AREA STUDIES

A number of recent area-specific transportation studies have also been completed or are currently in process at the time of drafting this plan. These provide detailed and targeted guidance for future roadway and traffic improvements in emerging growth areas and redevelopment focus areas. These include:

» 2018 Canterbury Commons Areawide Transportation Study

» AUAR for West End area including all of Jackson Township (in progress)

» Update to the west end traffic study/EAW

# FUTURE ROADWAY CONDITIONS

## OVERVIEW

As part of their 2040 Transportation Plan, Scott County, in partnership with all the cities within the county, prepared a county-wide travel demand model (TDM). The goal of this analysis is to predict future vehicle traffic, based on forecasted demographic information for a given area based on the assumption that the more people there are, the more cars there will be. The following section provides a summary of the inputs and findings of that analysis as they relate to Shakopee. The countywide TDM is based on the larger, regional TDM used by the Metropolitan Council.

Both models divide the study areas into geographic groups called Traffic Analysis Zones (TAZs). These TAZs are defined based on census block populations and can vary in size. In denser areas, TAZs tend to be smaller, while in suburban and rural areas, they can be larger. Additional zones require additional computational power. As a result, the Metropolitan Council TDM has fewer TAZs for Shakopee, resulting in aggregated, higher level information. However, for the Scott County TDM more TAZs were created based on municipal boundaries, roadway alignments, and local travel sheds. This allows for a more detailed estimate of future traffic in Scott County and Shakopee. Both models provide forecasts of daily traffic volumes, and do not account for traffic conditions related to peak hour travel, such as the morning or evening commute. Depending on how traffic volumes are spread out during the day, areas where volumes are shown to be near capacity may in reality have more or less congestion during these peaks.





# ASSUMED GROWTH PATTERNS

Inputs to the Scott County TDM model include Met Council's Thrive MSP 2040 demographic forecasts for Scott County communities. These forecasts include overall population, number of households and total employment. The assumed growth in each of these demographics for Shakopee are shown in the table below.

| | Population | Households | Total Employment |
|---|---|---|---|
| Existing (2014) | 39,188 | 13,451 | 18,481 |
| Forecast (2040) | 59,350 | 21,520 | 32,800 |

These figures differ from those found in previous sections of this Plan on account that these forcasts were made in 2014 and will be updated to match forcasts in this Plan folllowing approval from the Met Council and adoption by the city.

Both models assume an increase in the total population of Shakopee, although they show different shifts in where people are living within the community.

From an employment standpoint, both models are based on an assumed growth in total employment in Shakopee. The Met Council TDM concentrates most of the employment growth in the Valley Industrial Office Park area and the West End area, whereas the Scott County TDM is based on more specific employment growth assumptions.

The following pages include maps displaying TAZ forcast changes for the planning area from the TDM conducted by Scott County and by the Met Council. The aggregate data will be found in tabular format in the appendix and include breakdowns by decade to 2040.

**FIGURE 3.31 - TAZ MAP - SCOTT COUNTY**

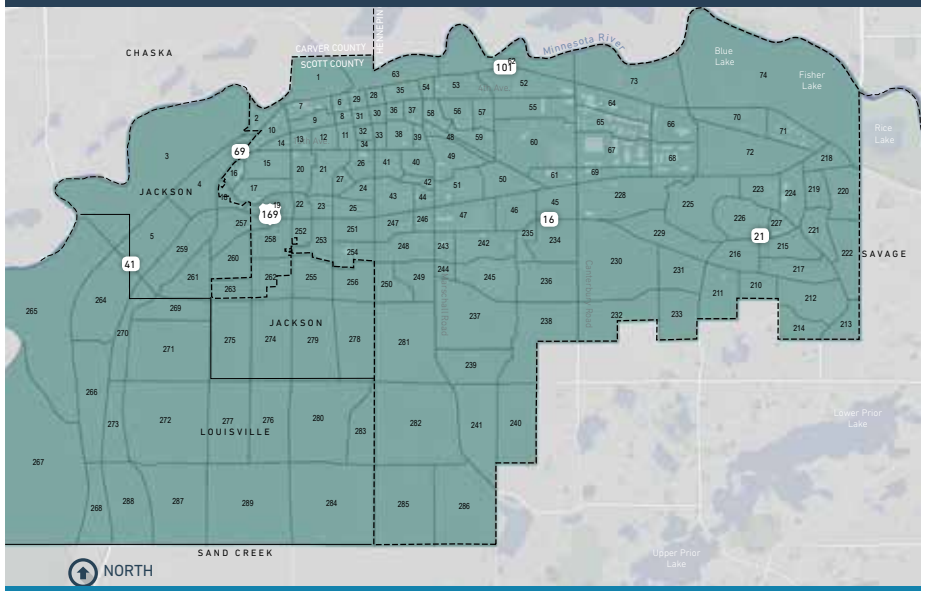
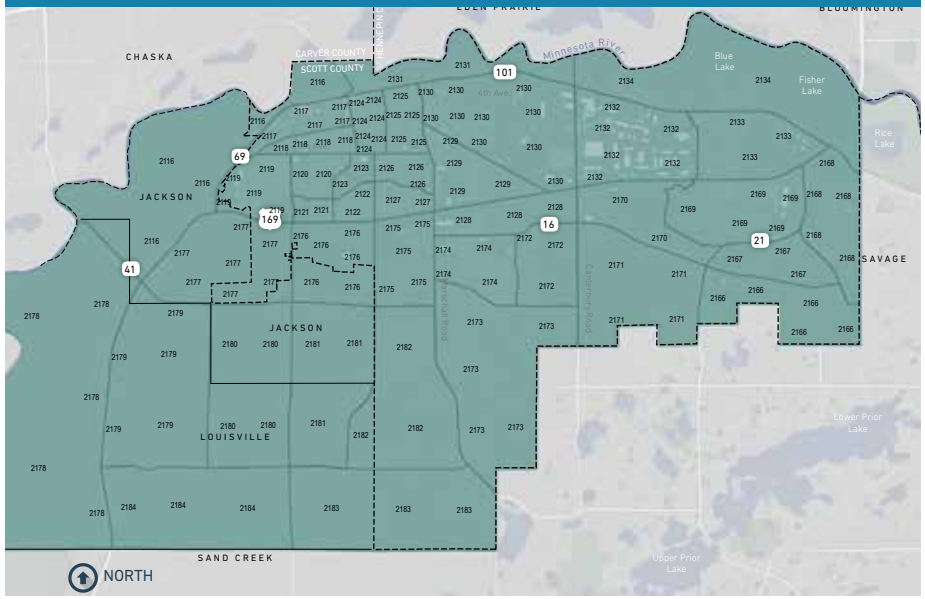
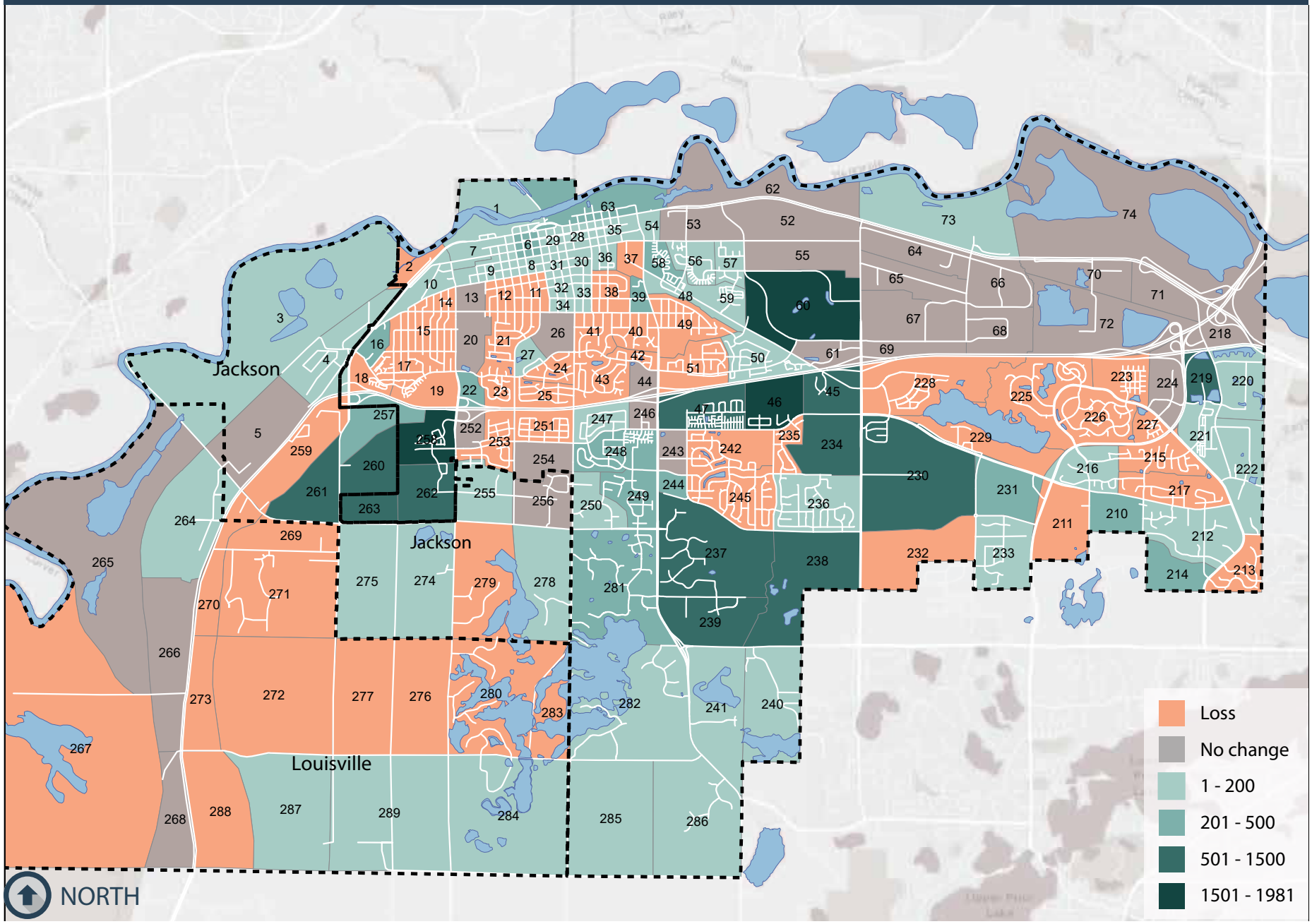


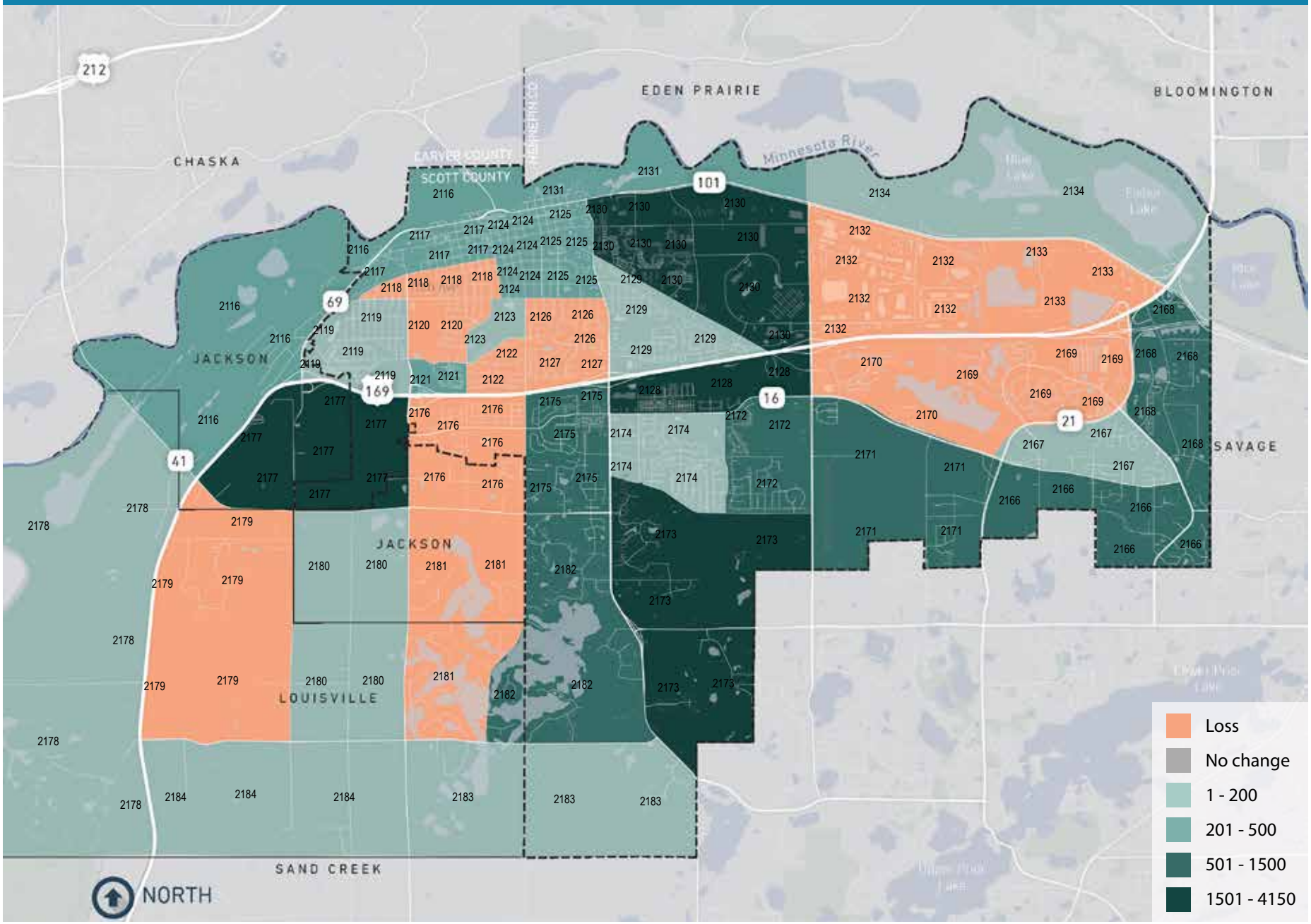

**FIGURE 3.32 - TAZ MAP - MET COUNCIL**



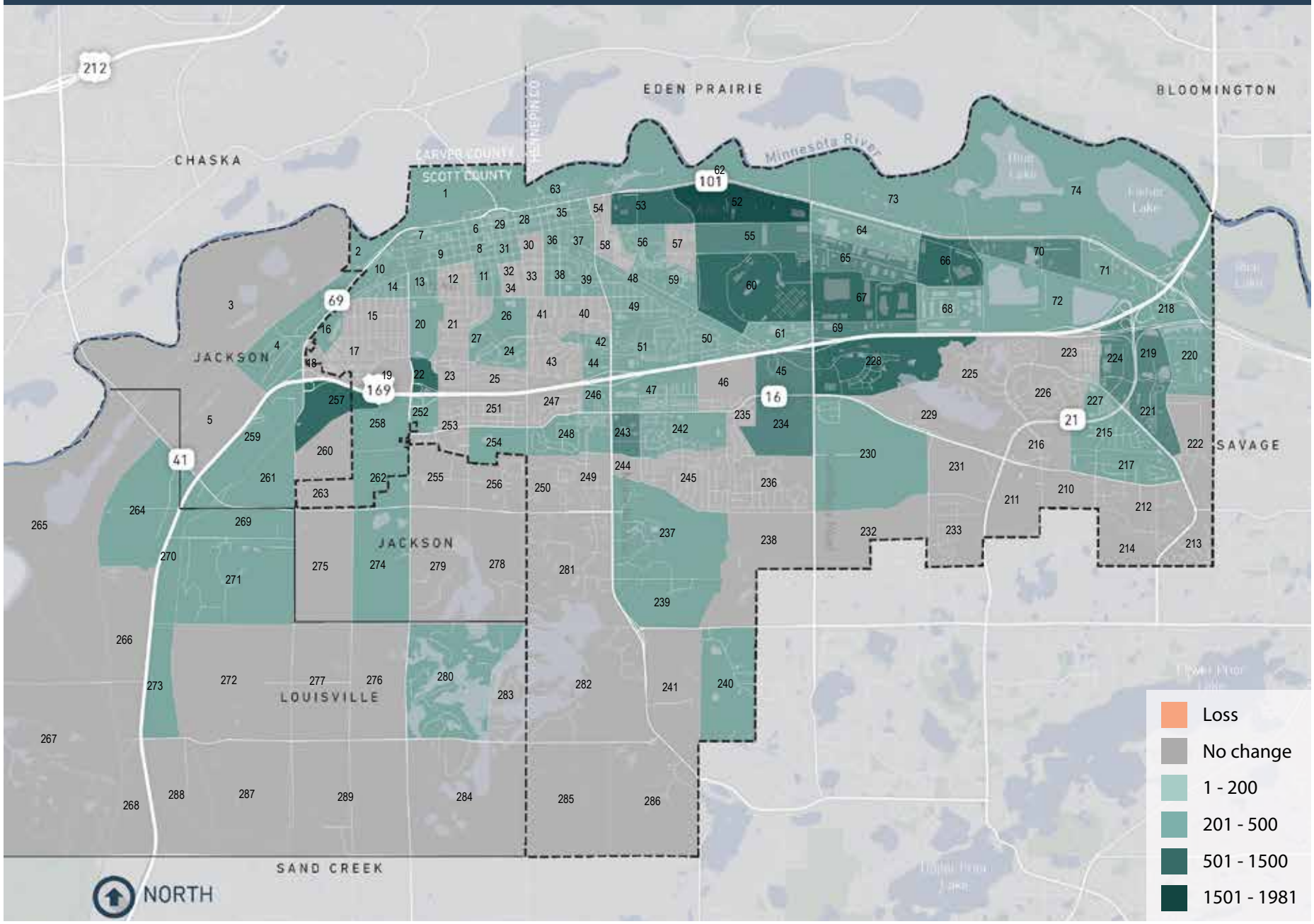
## FIGURE 3.33 FORECASTED POPULATION CHANGE (SCOTT COUNTY, 2040)



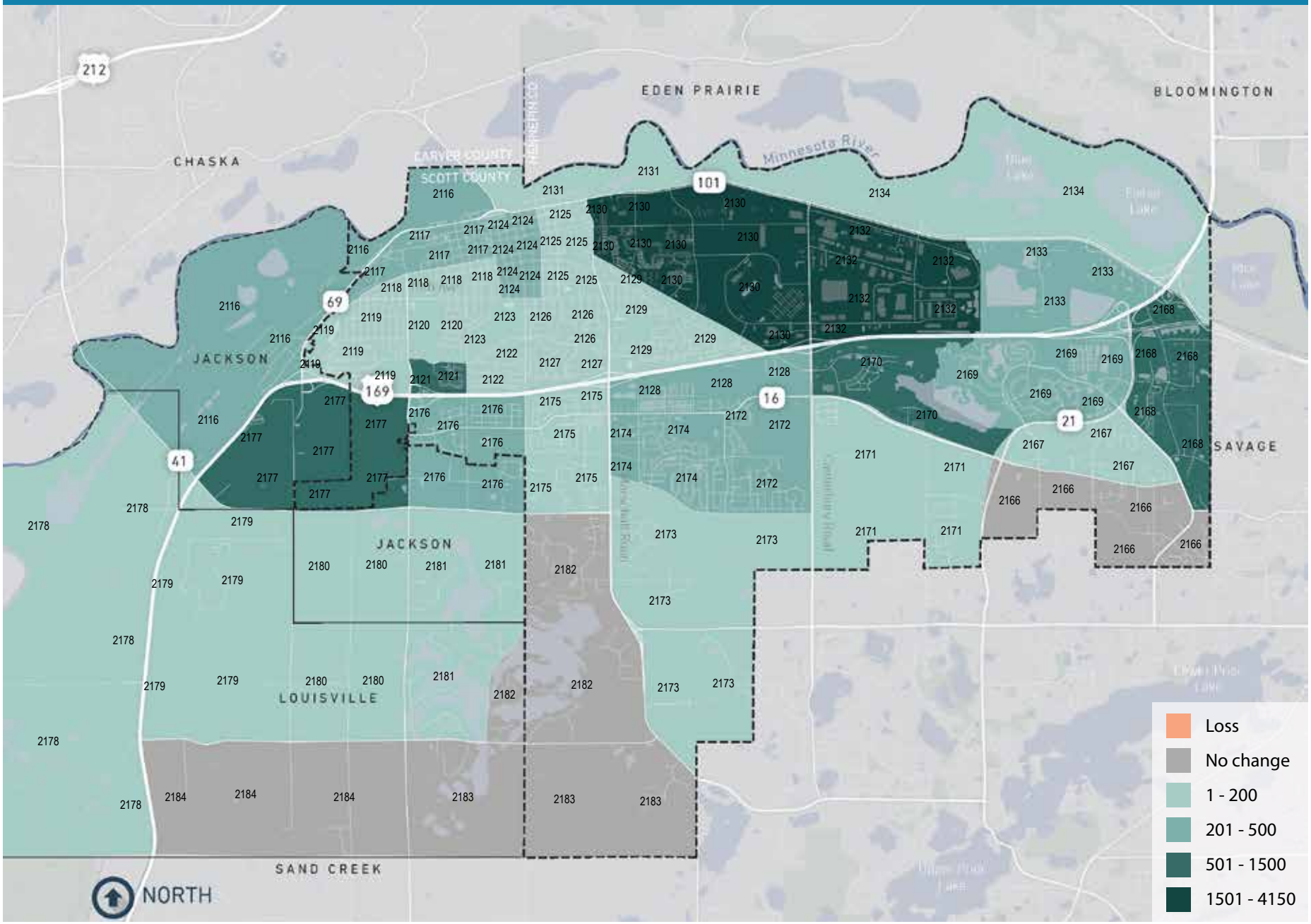
## FIGURE 3.34 - POPULATION CHANGE (MET COUNCIL, 2040)



## FIGURE 3.35 - EMPLOYMENT CHANGE (SCOTT COUNTY, 2040)



## FIGURE 3.36 - EMPLOYMENT CHANGE (MET COUNCIL, 2040)



# TRANSPORTATION ANALYSIS AND RESULTS

The forecasting effort for Envision Shakopee included four scenarios. All four of these scenarios are included on the following pages with summaries of these scenarios below.

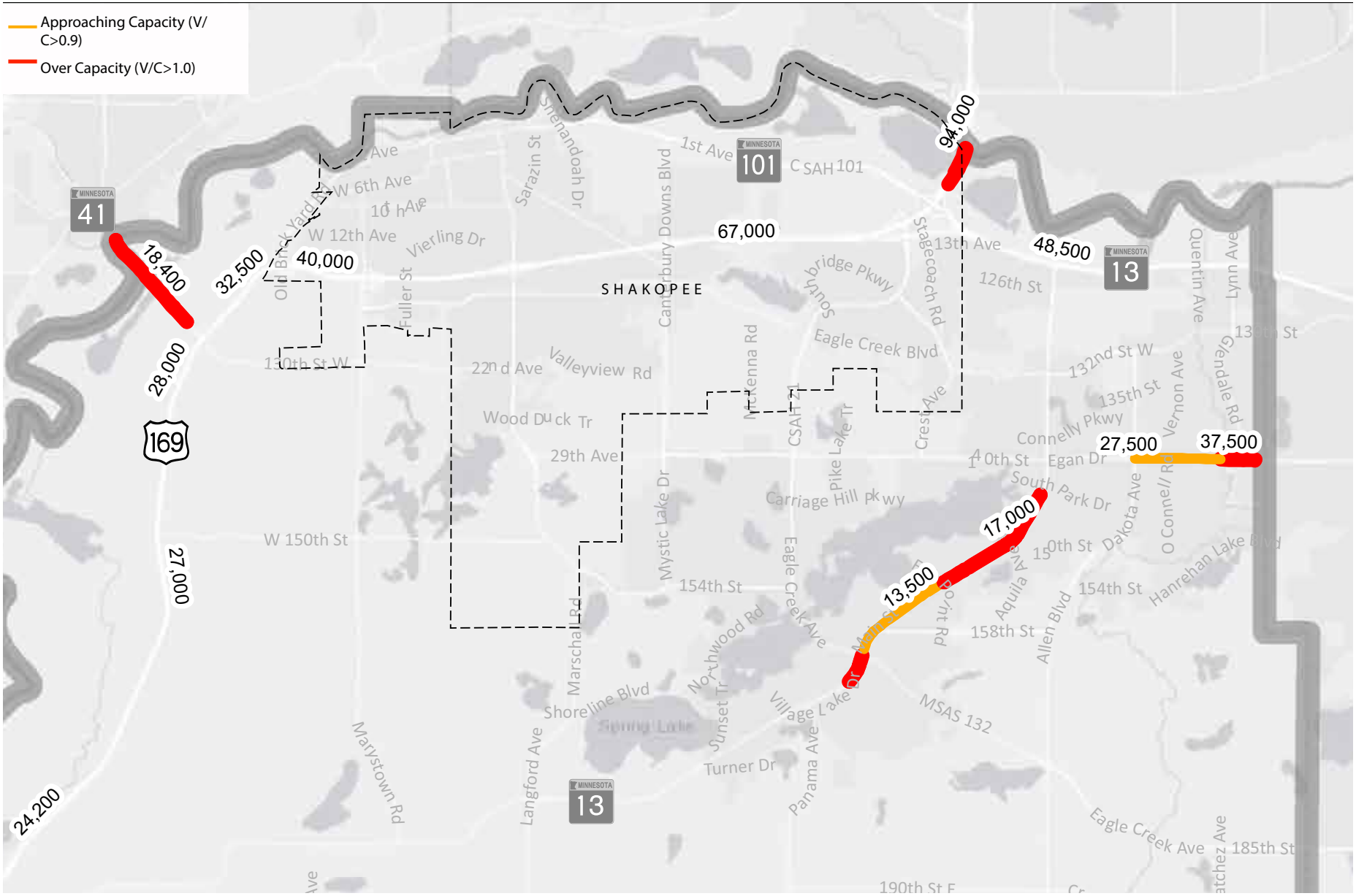
The 2014 Validation Scenario, which includes all roadway capacity expansions prior to 2014, serves as a baseline to which future scenarios can be compared. This scenario shows that the average daily traffic volumes on the two river crossings (Hwy 41 and Hwy 169) exceed the daily capacity. At the daily traffic level, all other roads are operating under acceptable conditions. There may still be areas of congestion during peak hours on some of these other roadways.

2040 Scenario 1: No roadway improvements. This still includes capacity expansions from 2014 to 2017, but assumes no additional investment beyond that. Scenario 1 shows what traffic conditions would be on Scott County roads if population and employment increased as expected, but no additional roadway capacity was built. In this case, the average daily traffic on several roadways in Shakopee may exceed their daily capacity.

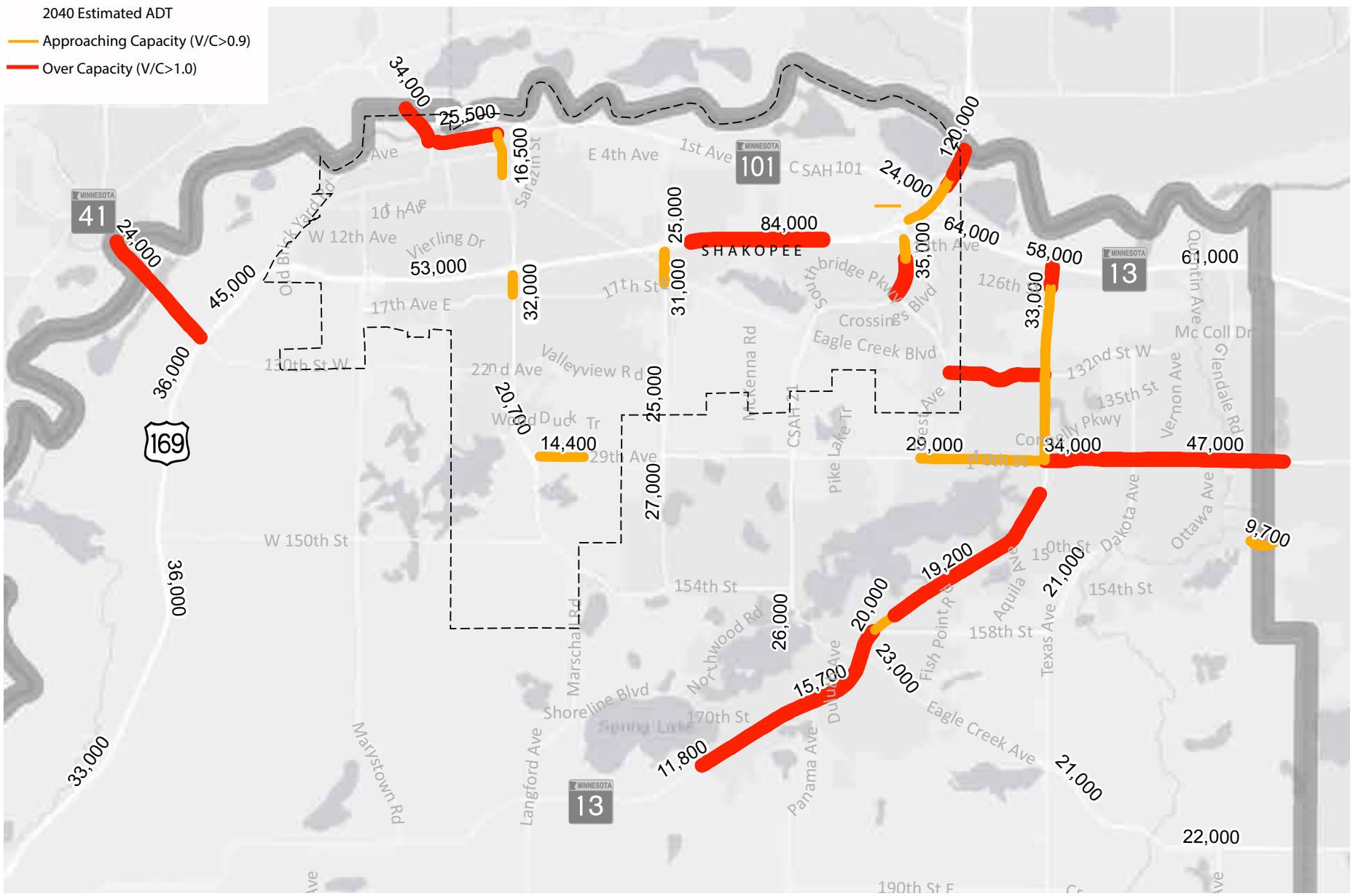
2040 Scenario 2: Funded Roadway Improvements, which includes capacity expansions in Capital Improvement Plans (CIPs) or the State Transportation Improvement Plan (STIP) between 2017 and 2026, or 2020 respectively.

2040 Scenario 3: Potential Roadway Improvements for Study, which includes capacity expansions that may be implemented beyond 2026. Scenario 3 shows what traffic conditions would be on Scott County roads if population and employment increased as expected, and all currently planned additional roadway capacity was built. Currently planned capacity expansions do not necessarily line up with where over-capacity conditions are anticipated. For example, expansions such as widening 140th Street (CSHA 42) between Marschall Rd (CSAH 17) and Mystic Lake Drive (CSAH 83) will provide additional capacity for the 14,400 expected vehicles on this link. However, with no planned river crossing expansions, the congestion on Highways 41, 101 and 169 across the Minnesota River will not be addressed.

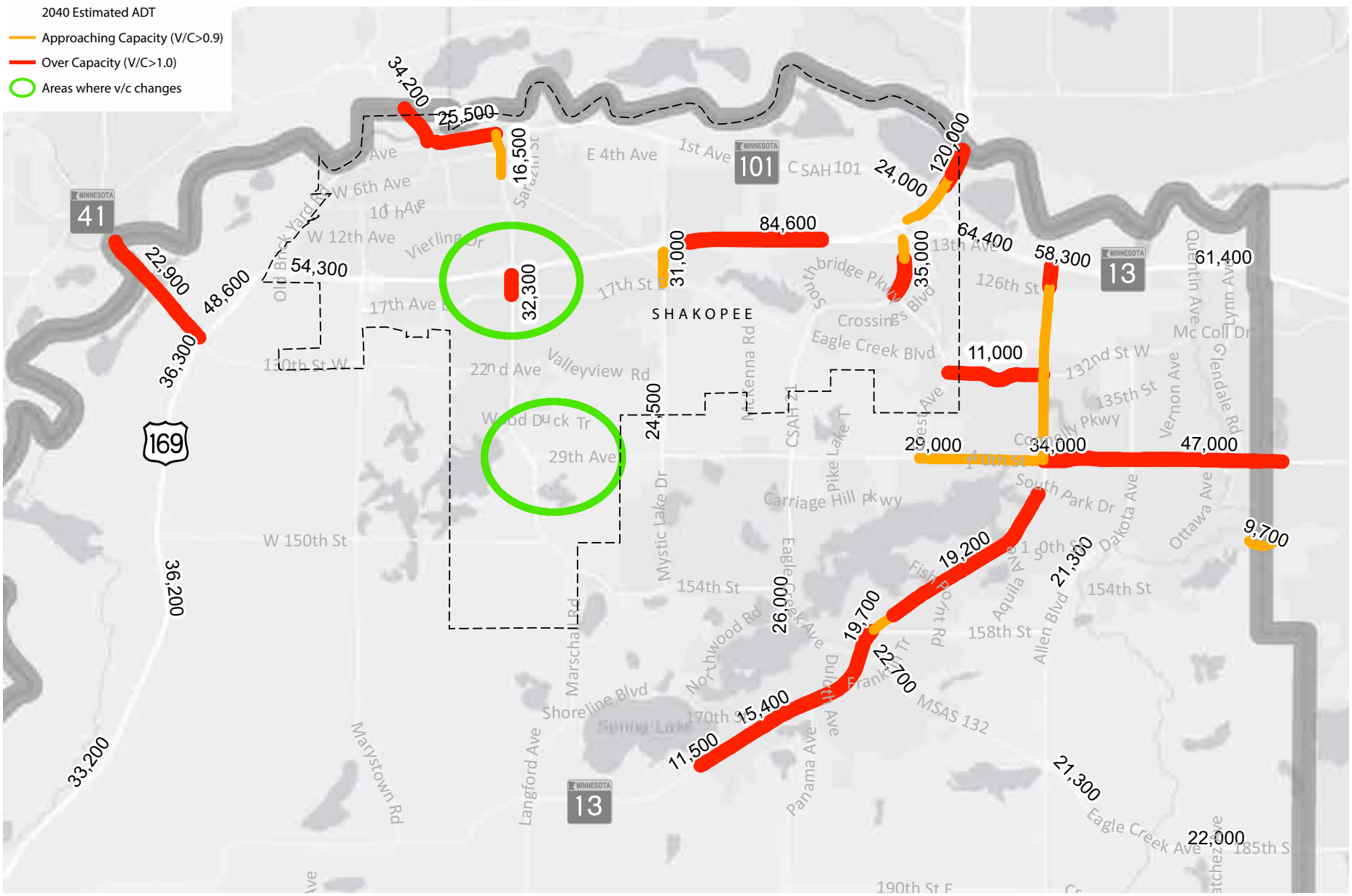
## FIGURE 3.37 - 2014 VALIDATION SCENARIO



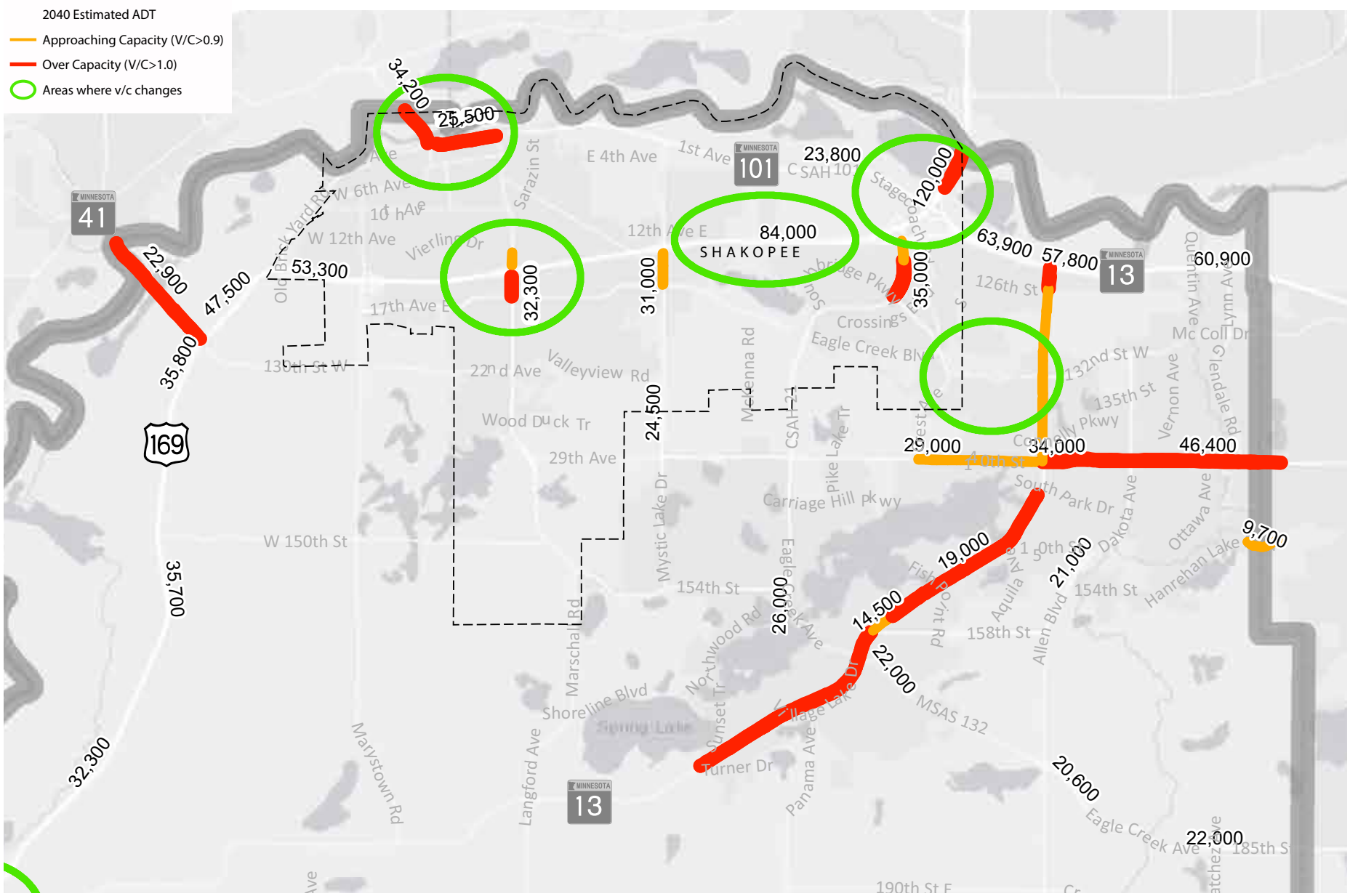
# FIGURE 3.38 - 2040 SCENARIO 1 - NO ROADWAY IMPROVEMENTS



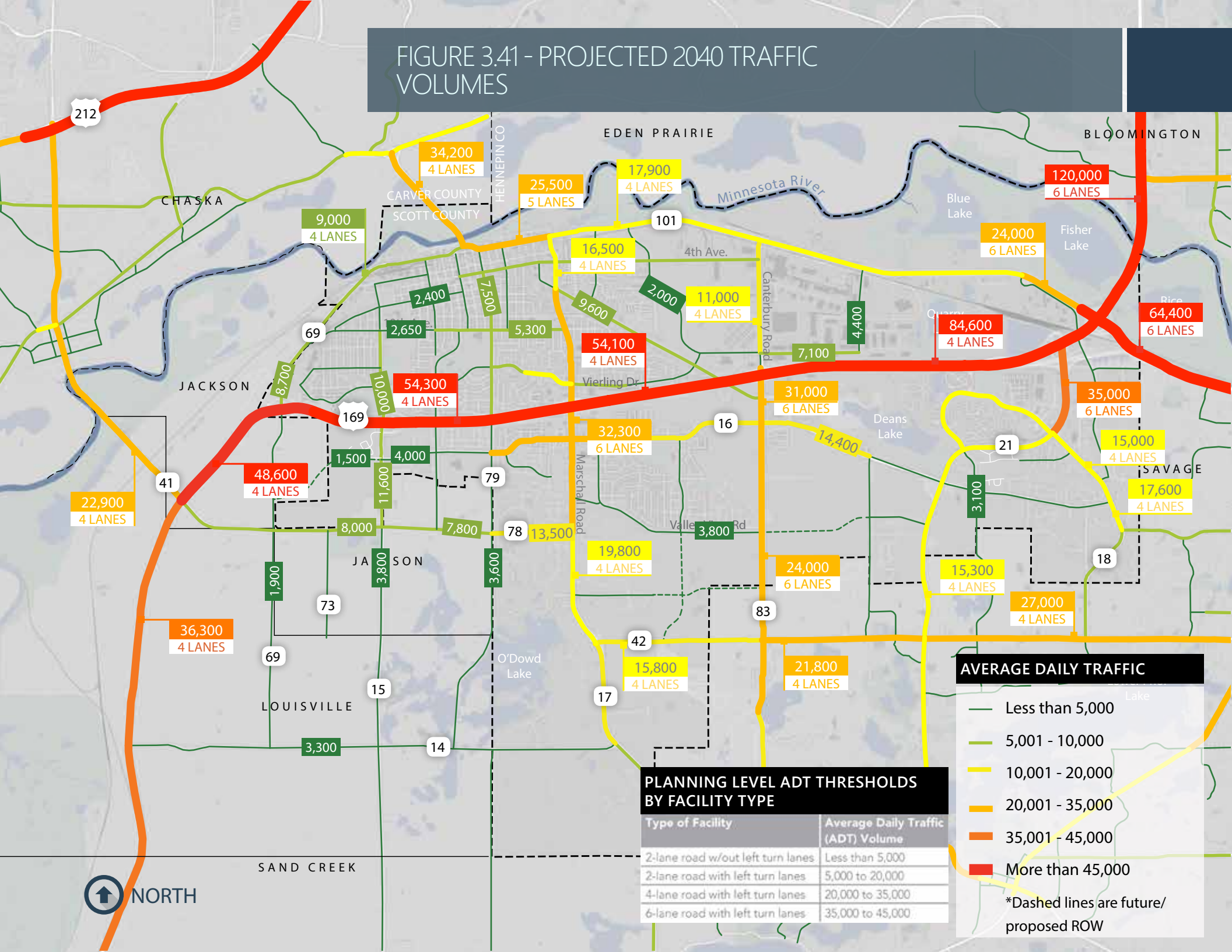
# FIGURE 3.39 - 2040 SCENARIO 2 - POTENTIAL ROADWAY IMPROVEMENTS



# FIGURE 3.40 - 2040 SCENARIO 3 - POTENTIAL ROADWAY IMPROVEMENTS



# FIGURE 3.41 - PROJECTED 2040 TRAFFIC VOLUMES




## PLANNING LEVEL ADT THRESHOLDS BY FACILITY TYPE

| Type of Facility | Average Daily Traffic (ADT) Volume |
|---|---|
| 2-lane road w/out left turn lanes | Less than 5,000 |
| 2-lane road with left turn lanes | 5,000 to 20,000 |
| 4-lane road with left turn lanes | 20,000 to 35,000 |
| 6-lane road with left turn lanes | 35,000 to 45,000 |

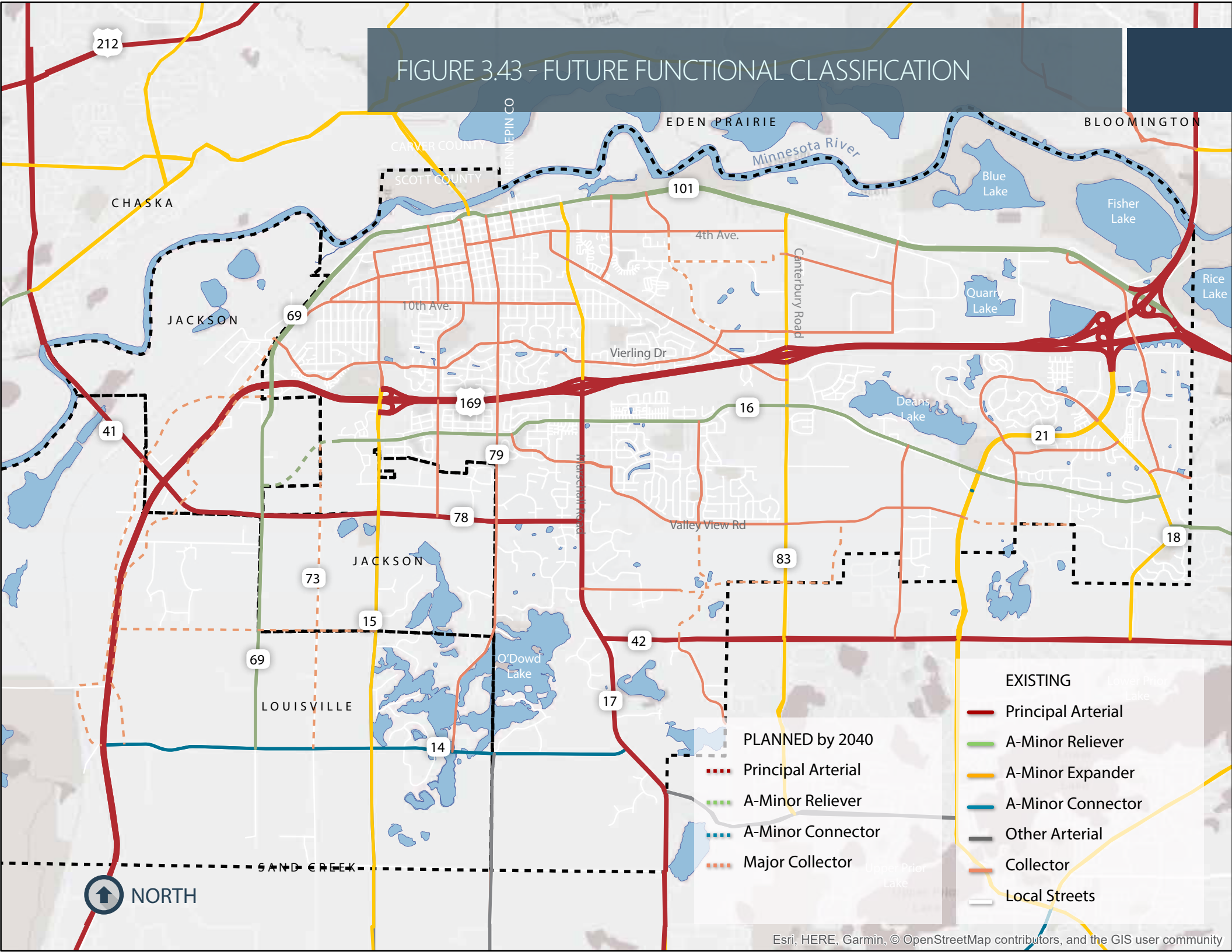
## AVERAGE DAILY TRAFFIC

- Less than 5,000
- 5,001 - 10,000
- 10,001 - 20,000
- 20,001 - 35,000
- 35,001 - 45,000
- More than 45,000

*Dashed lines are future/ proposed ROW

| Figure 3.42 - DRAFT SHAKOPEE ROADWAY IMPROVEMENTS NEEDS LIST | | | |
|---|---|---|---|
| Project | Limits | Year | Description |
| TH 169 / Mobile Manor Frontage Rd | US 169 to Mobile Manor | 2018 | New frontage road |
| HWY 169 Crossover Project | South of CH 14 to CH 69 | 2018 | Paved crossovers on TH 169 |
| 12th Avenue Reconstruction | CR 83 to Valley Park | 2019 | Reconstruct roadway |
| Canterbury RD (CR 83) Reconstruction | US 160 to Barenscheer | 2021 | Operational and capacity |
| Shenandoah Intersection | Vierling Drive/12th Ave | 2019 | Hybrid roundabout |
| Vierling Dr Extension | 12th Ave to Barenscheer | 2020 | 2-lane roadway extension |
| Barenscheer Blvd | Canterbury to Shenandoah | 2020 | Realign and expand roadway. |
| Eagle Creek Blvd/Vierling Dr Roundabout | Eagle Creek/Vierling | 2020 | Roundabout |
| Highways 169/41/78/14 Interchange | Highways 169/41 | 2018 | New diverging diamond interchange |
| CH 16 Pedestrian Crossings | Variuos Locations | 2018 | Install RRFBs at school crossing locations |
| CH 42 Expansion | CH 17 to CH 83 | 2020 | Expand to 4-lanes |
| CH 16 Extension | Windermere to CH 69 | 2020 | New road alignment |
| Tintaocanku | McKenna to CH 83 | 2018 | New roadway |
| Shenandoah Drive Extension | Shenandoah to 12th | 2019 | New road alignment |
| CH 83 Operational | 4th to CH 101 | 2018 | Add turn lanes |

# FIGURE 3.43 - FUTURE FUNCTIONAL CLASSIFICATION




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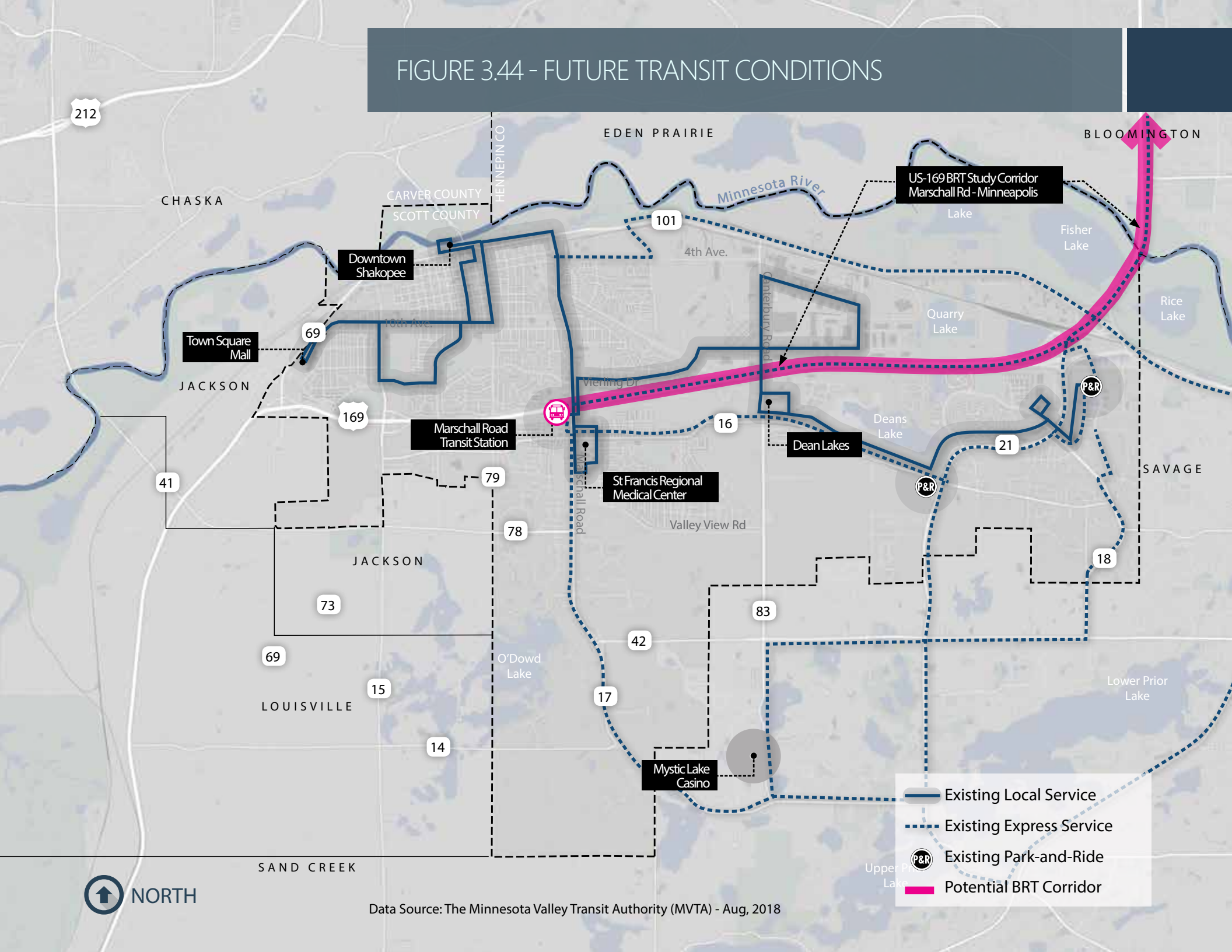
# FUTURE TRANSIT CONDITIONS

The Highway 169 Mobility Study is examining a range of options for improving the ability of the corridor to meet the mobility needs of the region between Highway 41 and Highway 55. A transitway and/or MnPASS express lanes on the Highway 169 corridor would help reduce the effects of freeway congestion by maintaining access for transit and crucial trips even at times when Highway 169 becomes congested. A 2014 Highway Transitway Corridor Study forecast that upgraded transit service to a dedicated bus lane with upgraded stations would result in nearly four times the ridership forecast if bus services remained the same. This would provide Scott County residents with more reliable transit connections to Hennepin County. A 2010 MnPASS system study found high potential benefit from MnPASS lanes on Highway 169 from Highway 101 to Interstate 494, but warned of potential barriers to feasibility, namely whether it would be possible to add a lane to the Bridge over the Minnesota River.






# FIGURE 3.44 - FUTURE TRANSIT CONDITIONS




Data Source: The Minnesota Valley Transit Authority (MVTA) - Aug, 2018

# FUTURE NON-MOTORIZED CONDITIONS

The Future Non-Motorized Conditions Map identifies Trail Search Corridors and potential opportunity connections for bike/ped facilities. Trail Search Corridors are general search corridors for new regional trails or extensions of existing regional trails to connect regional parks and trails to one another. The specific alignment of the regional trails will need to be determined through a planning and engineering process.

Near-term, there are five projects, summarized below, which will significantly improve non-motorized conditions in Shakopee.

Highway 169 Pedestrian Trail Connection

Shakopee plans to use federal funds to help fund the construction of a new bike/ped bridge across HWY 169 which would connect Southbridge neighborhoods with Quarry Lake Park and improve connectivity in the larger trail network. Funding is allocated in the 2019-2023 Shakopee Capital Improvement Plan for the improvement in the year 2022.

County Highway 16 Trail Addition

In 2020, the city plans to construct a new multi-use trail (non-motorized) between Spring Lake Drive and County Highway 18 that will complete the gap of the County Highway 16 Regional Trail.

Diverging Diamond Interchange HWY 41-HWY 169

This project consists of a long-term vision of converting the segment of HWY 169 into a freeway with access management and adding a diverging diamond interchange. The project also includes bike/ped facilities which will ensure safe crossing under an improved HWY 169.

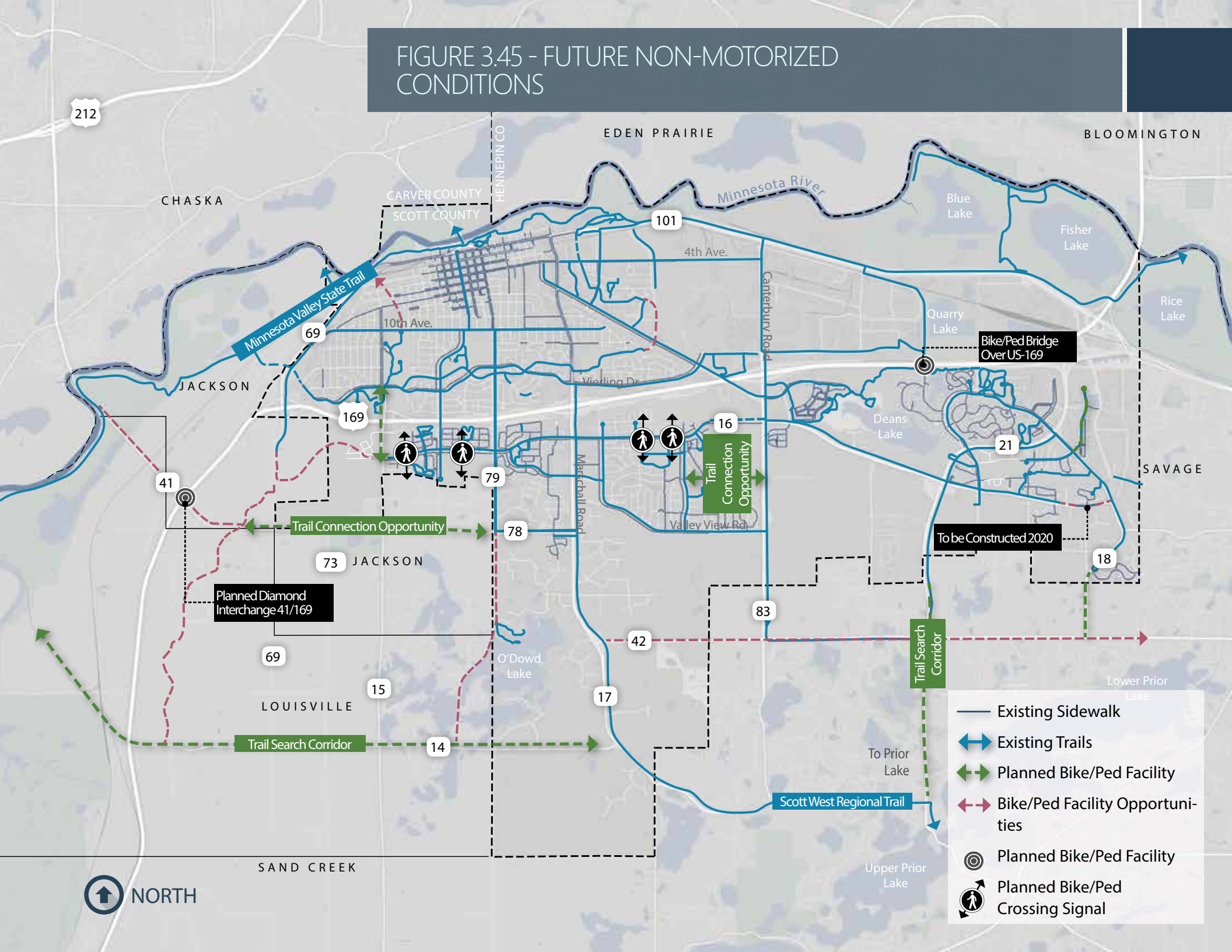
2018 Trail Rehabilitation Project (Complete)

In 2018, crews overlayed and reconstructed the bituminous trail surface and constructed ADA-compliant pedestrian curb ramps among other miscellaneous restoration along Vierling Drive from Adams Street to Marschall Road. This project is a continuation of the city's pavement preservation program to maintain existing infrastructure. Work started the week of Aug. 6 and was be completed by the end of September, 2018.

CH 16 Pedestrian Crossings (Complete)

This project installed specialized pedestrian crossings on County Highway 16 at four school locations in the City of Shakopee. School locations include Jackson Elementary, Shakopee High School, Sun Path Elementary, and Shakopee Area Catholic School. Pedestrian crossing improvements included Rectangular Rapid Flash Beacons (RRFB), installation of pedestrian ramps and new pavement markings, and installation of median on CSAH 16 from Sarazin Street to Independence Drive. The purpose of this project is to pro-actively enhance safety by reducing crashes between vehicles and pedestrians at unsignalized intersections by increasing driver awareness of potential pedestrian conflicts. Installation of centerline median will also provide another measure of safety and refuge for pedestrians at mid crossing.

# FIGURE 3.45 - FUTURE NON-MOTORIZED CONDITIONS



# ISSUES AND OPPORTUNITIES

## OVERVIEW

Shakopee has thrived based on past investments in transportation infrastructure. Industry has benefitted from convenient highway and rail access, while residents of expanded housing options have been drawn by the community's extensive network of paved multi-use trails and freeway access to regional job centers. As the growing community continues to mature over the coming decades, strategic investments in transportation networks will help residents stay safe and healthy, retain mobility as they age, access employment and civic resources, and maintain a high quality of life.

The following issues and opportunities are organized by mode of travel and location, beginning with roadways, followed by neighborhood design, non-motorized issues and travel by transit.

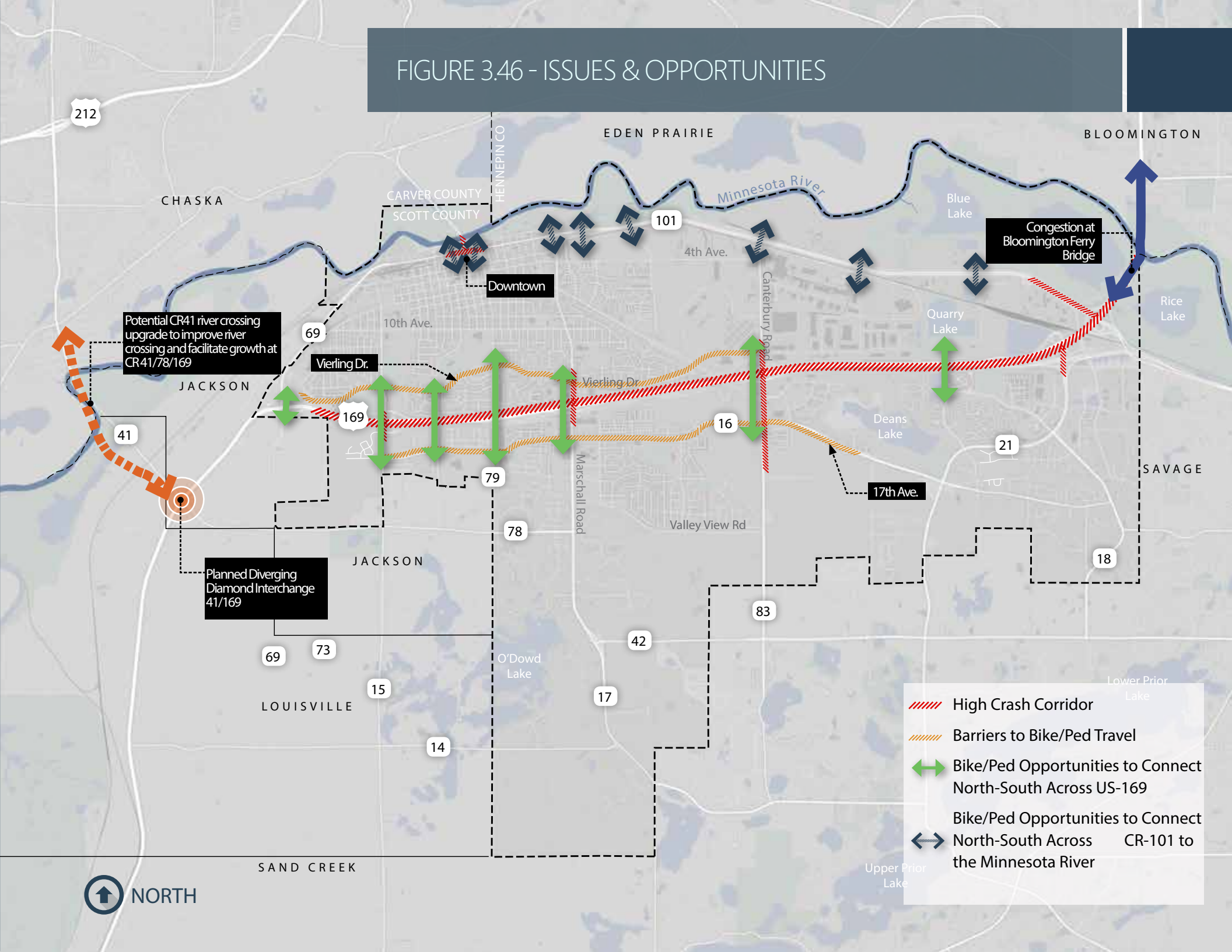
### ISSUES

- » Long commutes driven by regional housing and employment patterns
- » River crossing congestion
- » Some streets detract from the sense of place
- » Disconnection between areas of Shakopee
- » Disconnection from the Minnesota River
- » Limited opportunities for short trips
- » Balancing parking needs with other land uses Downtown
- » Unfriendly bicycling environment
- » Disconnected trail system
- » Pedestrian and bicycle wayfinding
- » Unfriendly walking environment
- » Access to parks & schools

### OPPORTUNITIES

- » Travel demand management
- » Automated vehicles
- » Streetscape design
- » Roadway network opportunities
- » Downtown employment
- » Develop pedestrian and bicycle master plans
- » Improve roadway crossings
- » Fill in trail gaps
- » Connect trail network to key destinations
- » Fill sidewalk gaps
- » Revise sidewalk maintenance policy
- » Capitalize on Scott West Regional Trail investment
- » Collect pedestrian/bicycle data
- » Safe Routes to School
- » Develop a Complete Streets policy
- » Enhance and advance transit use by building upon existing facilities and Shakopee's Emerging Market Area 2 zone.

# FIGURE 3.46 - ISSUES & OPPORTUNITIES



# ROADWAY ISSUES

## LONG COMMUTES DRIVEN BY REGIONAL HOUSING AND EMPLOYMENT PATTERNS

The mobility needs of any community depends on how far residents must travel to access employment, schools, services and amenities. As a community on the outer ring of the south metro, it is to be expected that residents will need to travel farther to access daily needs than residents of more centrally located communities. However, Shakopee stands out among its outer-ring peers for being home to major centers of employment that draw on a workforce mostly living elsewhere in the region. The existing housing stock in Shakopee is skewed toward households with incomes greater than the prevailing wages of the workforce employed within Shakopee. As a result, Shakopee is simultaneously a bedroom community for professionals and a regional employment destination for hourly workers. This mismatch between housing and employment patterns often produces long commutes challenging to fulfill without driving. While average commute times are in the middle of the range for communities in the region, community members have expressed a desire for shorter commute times and housing closer to employment centers in order to improve their quality of life.

## CONGESTED RIVER CROSSINGS

The Highway 169 bridge over the Minnesota River provides the primary lifeline between Shakopee and the rest of the metro area. Highways 101 and 41 provide the other two options for river crossings, and all three are expected to have traffic volumes greater than their daily capacity by 2040. Residents engaged through stakeholder outreach expressed concern over the effects daily freeway congestion has on access to crucial resources. A misalignment between housing and employment patterns exacerbates the issue by increasing the number of people crossing these bridges to access work in both commuting directions. The travel demand forecasting information provided by Scott County also indicated that the currently planned 2040 improvements at the state and county level do not include additional river crossing capacity for motor vehicles, although MNDOT has selected a preferred site for a future TH-41 river crossing. Building our way out of this congestion is unlikely, and Shakopee will need to use other methods to address this roadway issue.

## SOME STREETS DETRACT FROM THE SENSE OF PLACE

Streets are an integral part of the built environment, and every street should contribute to the sense of place in a community. However, the application of a conventional functional classification-based design template has resulted in overly-wide streets that result in high-speed traffic in some areas of Shakopee where high-speed traffic may not be appropriate. Instead of using a context sensitive approach that takes into consideration the adjacent land use, this type of planning focuses primarily on automobile traffic volumes. For example, the design of Highway 101 through Downtown emphasizes throughput of drivers instead of the adjacent businesses, residences and parks. These types of streets can become barriers and detract from the sense of place.

# ROADWAY OPPORTUNITIES

## IMPLEMENT TRAVEL DEMAND MANAGEMENT (TDM)

Travel Demand Management strategies are designed to encourage land use and behavioral changes that result in fewer vehicle trips during the peak hours. These types of programs focused on reducing work-commute related demand can reduce congestion during peak hours without the need to construct additional capacity. TDM plans should be required for new developments, and templates based on size can be developed for use by developers. These strategies overlap with other aspects of this plan and may include:

- Pedestrian-oriented designs
- Employer subsidized transit costs for commuters
- Bicycle support facilities such as bike parking and changing rooms
- Flexible work schedules

## PREPARE FOR AUTOMATED VEHICLES

When planning for the future, it is important to take future technology into consideration. As vehicle automation continues to advance, cars that incorporate sensors and radio communications will join the current fleet on the roads of Shakopee. These vehicles bring with them the promise of safety and mobility improvements.

Communities that are preparing for automated vehicles are focusing on parking, curbside uses and loading zones in their downtowns, retail and employment centers near their most popular destinations. Testing and piloting of automated vehicles has been focused on urban areas, but will eventually spread out to the suburbs where detection and communication challenges may be different. Shakopee could be a leader by potentially pursuing a pilot study in the future for automated shuttles as part of a commuter last mile solution. Already, MnDOT is testing an automated shuttle bus in cold weather to prepare the autonomous vehicle industry for snow and ice conditions. Such an initiative would require a detailed feasibility study and city council-level approval to move forward in an appropriate manner.

## DEVELOP STREETSCAPE DESIGN GUIDELINES

Streetscapes are what tie land use and transportation together. The streetscape is defined by the physical environment, but also what takes place in these public spaces. In the space between private land and the roadway; sidewalks, landscaping, fencing, furniture, and street lighting all help encourage pedestiran friendly environments and improve public life. These features should be scaled appropriately to support the surrounding land use and encourage the appropriate activities. For example, on residential streets, streetscaping may consist of trees, landscaping, and minimum-width sidewalks, whereas in commercial areas streetscapes may include wider sidewalks, benches, sidewalk cafes, bicycle racks and other amenities. The development of a streetscape guide would help developers and roadway designers in Shakopee implement consistent and effective streetscapes in all areas of town. The typical street sections developed as part of the 2030 Comprehensive Plan should be referenced and updated, adding design criteria. The following pages display typical street design guidelines developed for the 2030 Comprehensive Plan.

## FIGURE 3.47 - TYPICAL CITY ROADWAY DESIGN GUIDELINES

| Functional Classification | Average Daily Traffic | Number of Lanes | Cross Section | | | | Right-of-Way | |
|---|---|---|---|---|---|---|---|---|
| | | | Urban | | | Rural | Urban | Rural |
| | | | With Parking Both Sides | With Parking One Side | No Parking | | | |
| Minor Arterial | 15,000-30,000 | 4-Lane Undivided | 10-12-12-12-12-10 (68 ft) | 2-12-12-12-12-10 (60 ft) | 2-12-12-12-12-2 (52 ft) | 10-12-12-12-12-10 (52 ft) | 120 ft-150 ft | 120 ft- 150 ft |
| Major Collector | 7,500-18,000 | 4-Lane Undivided | 10-11-12-12-11-10 (66 ft) | 2-11-12-12-11-10 (58 ft) | 2-11-12-12-11-2 (50 ft) | 8-11-12-12-11-8 (62 ft) | 100 ft | 100 ft |
| | 10,000-25,000 | 4-Lane Divided | 10-11-13-6-13-11-10 (74 ft) | 2-11-13-6-13-11-10 (66 ft) | 2-11-13-6-13-11-2 (58 ft) | 8-11-13-6-13-11-8 (70 ft) | 120 ft | 150 ft |
| Minor Collector | 2,000-9,000 | 2-Lane | 10-12-12-10 (44 ft) | 4-12-12-10 (38 ft) | 6-12-12-6 (36 ft) | 8-12-12-8 (40 ft) | 80 ft | 100 ft |
| | 4,000-16,000 | 3-Lane | 10-12-14-12-10 (58 ft) | 2-12-14-12-10 (50 ft) | 2-12-14-12-2 (42 ft) | 2-12-14-12-2 (42 ft) | 80 ft | 100 ft |
| | 7,500-18,000 | 4-Lane Univided | 10-11-12-12-11-10 (66 ft) | 2-11-12-12-11-10 (58 ft) | 2-11-12-12-11-2 (50 ft) | 2-11-12-12-11-2 (50 ft) | 100 ft | 100 ft |
| Local Feeder | 2,000-9,000 | 2-Lane | 8-10-10-8 (36 ft) | 8-12-12 (32 ft) | 3-12-12-3 (30 ft) | NA | 60 ft | 80 ft |
| Local | 0-9,000 | 2-Lane | 8-10-10-8 (36 ft) | 8-12-12 (32 ft) | 3-12-12-3 (30 ft) | NA | 60 ft | 80 ft |

Note: Typical City Roadway Design Guidelines as prescribed in the 2030 Comprehensive Plan

## FIGURE 3.48 - CITY ROADWAY ACCESS SPACING GUIDLINES

| Type of Accees | Minor Arterial | Major Collector | Minor Collector | Local Feeder | Local |
|---|---|---|---|---|---|
| Residential Driveway | No Direct Access | No Direct Access | No Direct Access | As Required | As Required |
| Commercial Driveway | Based on: Speed, Traffic Volume, Sight Distance, etc.<br>(1/8 to 1/4 Mile) | Based on: Speed, Traffic Volume, Sight Distance, etc.<br>(min. 500 ft.) | Based on: Speed, Traffic Volume, Sight Distance, etc.<br>(min. 200 ft.) | Based on: Speed, Traffic Volume, Sight Distance, etc.<br>(min. 100 ft.) | Based on: Speed, Traffic Volume, Sight Distance, etc.<br>(min. 100 ft.) |
| Low Volume Street | Full Access- 1/8 mile | Full Access- 1/8 mile | Full Access- 1/8 mile | Full Access- 330 ft. | Full Access- 330 ft. |
| | Partial Access- 330 ft. | Partial Access- 330 ft. | Partial Access- 330 ft. | Partial Access- 330 ft. | Partial Access- 330 ft. |
| High Volume Street (< 10,000 ADT) | Full Access-1/4 mile | Full Access- 1/4 mile | Full Access- 1/8 mile | Full Access- 330 ft. | Full Access- 330 ft. |
| | Partial Access- 1/8 mile | Partial Access- 1/8 mile | Partial Access- 330 ft. | Partial Access- 330 ft. | Partial Access- 330 ft. |
| Collector Street | Full Access- 1/2 mile | Full Access- 1/4 mile | Full Access- 1/4 mile | Full Access- 1/8 mile | Full Access- 1/8 mile |
| | Partial Access- 1/4 mile | Partial Access- 1/8 mile | Partial Access- 1/4 mile | Partial Access- 330 ft. | Partial Access- 330 ft. |

Note: Typical City Roadway Access Spacing Guidelines as prescribed in the 2030 Comprehensive Plan

# ROADWAY NETWORK ISSUES

## DISCONNECTION BETWEEN AREAS OF SHAKOPEE

Shakopee has multiple nodes of activity – Downtown, Southbridge, and the Marschall Road area. Four east-west roads connect these locations, including HWY 169 and CR 101, 17th Avenue, and Vierling Drive. With HWY 169 congested during peak periods, it can be challenging for residents to travel between nodes, particularly when HWY 169 interchanges with north-south connections become congested. Some residents in the Southbridge and eastern parts of Shakopee find it easier to travel to Savage or Prior Lake than to other parts of Shakopee.

## CONNECTION TO THE RIVER

The Minnesota River is a great asset to the City of Shakopee. It should serve as an aesthetic and quality of life asset to all of Shakopee, both Downtown and for the neighborhoods. However, over the years, the connection between Downtown Shakopee and the Minnesota River has been lost. Many riverfront communities are able to capitalize on their natural features to create a sense of place for their downtowns. CR 101 is a barrier from most neighborhoods to the river. Huber Park is currently the best access point, but the current crossing across CR 101 is uncomfortable for most pedestrians, given its design as a wide, undivided five-lane roadway which has limited crossing opportunities.

## LIMITED OPPORTUNITY FOR SHORT TRIPS

Walkable communities thrive because they offer opportunities for people to meet their daily needs with short, convenient trips. Historically, Shakopee's downtown was a center of activity and exchange, and its grid network and short blocks allowed patrons to walk from shop to shop and to visit multiple destinations in one trip.



Today, businesses in Downtown Shakopee consist primarily of restaurants and small scale retail establishments. Opportunities for combining all kinds of errands into one trip are limited because the business types which offer daily needs are primarily located around HWY 169 interchanges. For example, the library and Scott County Government Center are some of the only offerings within walking distance of Downtown. On the opposite end of the spectrum, the Marschall Road area provides several businesses that serve daily needs. However, this area is at such a large scale and low density that short trips become impossible. Even if walking between land uses were more pleasant, they are too far apart for convenient and feasible non-motorized travel.

## BALANCING PARKING NEEDS WITH OTHER LAND USES

Many suburban downtowns struggle with issues related to parking, and Shakopee is no exception. An example is if all the on-street parking spaces on First Avenue and Lewis Street are filled, it's easy for people to conclude that parking is hard to find. Therefore, their perception is that parking supply does not meet parking demand. Based on their experiences in other parts of town, conversely, Shakopee residents and visitors may expect to be able to park where they can see the front door of a business. In the former example, parking a few blocks away from a downtown destination can actually be a shorter, safer walk than the walk through a big-box store parking lot. Parking is often much closer than people think.

While the downtown parking supply does currently exceed demand, on a typical day despite some perceptions, it is important to consider how much supply is ideal to have available. On-street parking and parking lots take up valuable space that could be used for other purposes and uses that provide tax revenue. The provision of free public parking downtown also reduces the city's ability to encourage turnover and make spaces available for people making shorter trips. Dedicating land to parking also forgoes potential tax revenue for the city. As Downtown Shakopee is revitalized, parking should be incorporated into the plans, without dominating them. As an example, the City recently completed reconstruction of the Lewis Street parking lot, installing stormwater best management practices. The city should continuously pursue shared parking practices and monitor the parking supply to ensure efficient management of the parking system.



# ROADWAY NETWORK OPPORTUNITIES

## ATTRACT DOWNTOWN EMPLOYMENT OPPORTUNITIES

Bringing employment opportunities to Downtown Shakopee would help address the imbalance between housing and employment while simultaneously creating new destinations and attracting customers to support additional retail.

While it may take time to attract large employers to Downtown, using existing vacant space as co-working space or business incubators for small businesses could help support the concept and image of Downtown office space.

## APPLY ACCESS MANAGEMENT GUIDELINES

Access to the transportation network should be managed according to the appropriate functional classification, as outlined in the table found on the previous pages. These guidelines should be reviewed by City staff and updated as neccessary.

## FUTURE RIGHT-OF-WAY PRESERVATION

Existing and planned roadways within the city that have precise locations and requirements for future improvements mainly are controlled by Scott County, limiting Shakopee's need to identify future right-of-way to be preserved in growing areas. However, the table on the previous page does identify typical roadway guidelines in which the City follows when designing and apprvoing new roadways in Shakopee in which it controls. Since typically roadways which fall under the city's jurisdiction are designed and developed with larger subdivisions on undeveloped farmland, the city has not idenfitied specific areas which require right-of-way preservation.



## DOWNTOWN

Some Downtown streets may be considered wide and have more lanes than needed to accommodate traffic volumes. Lane and road diets can narrow the streets, reducing a pedestrian's exposure to traffic when crossing the street and discouraging higher vehicle speeds. Roadways with ADT up to 20,000 and more than three lanes should be considered for road diets.

There is higher transit use Downtown compared to other areas. This is an opportunity for transit resources (e.g., bus shelters, benches) within the sidewalk zone and represents a need to provide facilities that allow pedestrians to safely cross the street.

With wide sidewalks and a high intensity of use, entertainment and restaurants, Downtown is a great location for placemaking related improvements such as public art, bicycle racks, benches and street trees.

## TRADITIONAL NEIGHBORHOOD STREET GRID

Streets in these areas are generally narrower, and on-street parking and street trees are close to intersections. Implementing curb extensions/ parking restrictions at street corners will improve visibility.

When there is congestion on arterial streets, some motorists will choose to cut through the neighborhoods, often using a residential street that is one block away from the arterial. These streets often see higher motor vehicle volumes and speeds than other residential streets during the peak hours and are candidates for traffic calming.

There are shopping areas, services and adjacent neighborhoods within walking and bicycling distance of homes in these areas. Adding crossing opportunities across arterial streets makes them more accessible.

## GRID AND CURVILINEAR STREETS WITH CUL-DE-SACS

The mostly intact street grid offers convenient routes for students to get to and from school, however a lack of continuous sidewalks and street crossings makes walking and bicycling unsafe for children and other pedestrians. Providing these street features improves safety and makes shopping and errand trips by foot and bicycle possible.

At intersections with lower stop and yield compliance (where motorists rarely encounter cross traffic), traffic calming measures can help to slow speeds and improve compliance.

Shared-use paths along collector and arterial streets make it easier for residents to reach longer distance destinations.

Reducing the number of driveways on busier streets will improve pedestrian and bicycle safety, by consolidating conflict points to fewer locations.

Slowing down vehicle speeds along wide residential streets with few parked cars can be achieved with traffic calming measures. This will reduce the severity of crashes that involve pedestrians and bicyclists.

## LOW DENSITY CURVILINEAR STREETS WITH CUL-DE-SACS

Adding sidewalks on one or both sides of the street improves safety for pedestrians.

Shortcut walkways between cul-de-sacs and discontinuous streets reduces walking and bicycling distances, making them a more accessible means of travel.

Improving access between adjacent neighborhoods can be achieved by adding arterial street crossings, or new street connections.

Developments with a limited number of entrances can include walkway and shared-use path connections out of the development, and motor vehicle entrances can be narrowed to discourage high turning speeds.

Speeds along wide residential streets with few parked cars can be reduced with traffic calming (i.e. curb extensions, right-sized traffic circles, median crossing islands), reducing the severity of crashes with pedestrians and bicyclists. Miniature traffic circles should be designed to slow vehicle traffic but not prevent vehicles, such as delivery trucks or buses, from traveling the intersection.

## RURAL ROAD GRID

Shared-use paths can be added to one side of rural roads, to increase comfort level for people walking and bicycling.

During development of rural road grid neighborhoods, streets can be built on a residential street grid, using best practice safety designs for walking, bicycling and driving.

# NON-MOTORIZED ISSUES

## BICYCLING ENVIRONMENT

Bicycling is especially useful for expanding access in suburban and small-town contexts like Shakopee where civic resources, recreational opportunities, transportation hubs and other destinations are often too widely dispersed to be easily reached by foot, yet are close enough to existing trail networks for bicycle access to be appealing. Shakopee features an extensive trail network, with trails bordering many of the community's thoroughfares on either or both sides. The community is connected to the regional bikeway network at multiple locations. Outreach and review of the existing network identified a handful of gaps and discontinuities in the network, including a need for improved routes through Shakopee's historic core and for more direct safe crossing opportunities across Highways 169 and 101, particularly on the eastern side of town.

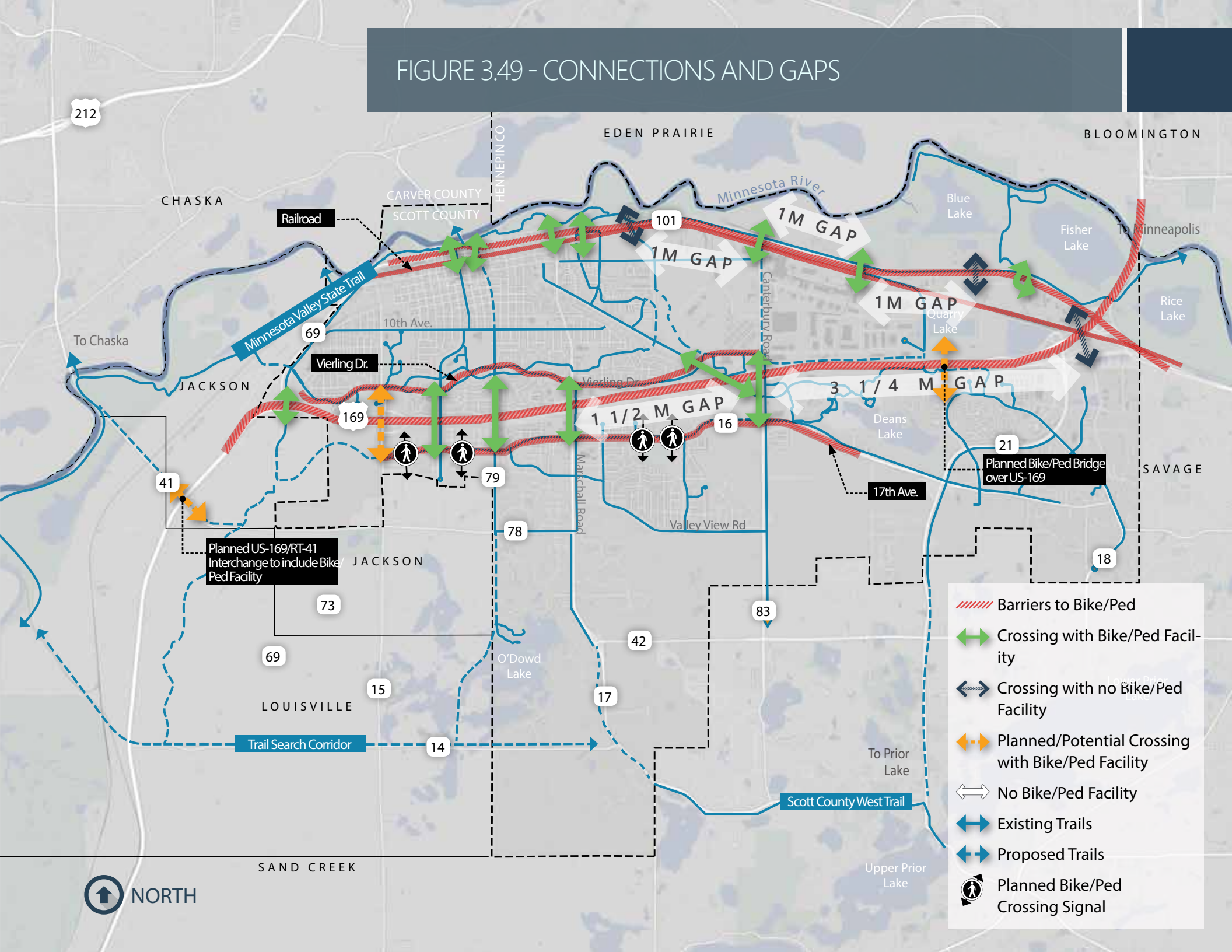
## DISCONNECTED TRAIL SYSTEM

Shakopee is considered a regional recreation destination, and the trail system is on its way to being part of this recreational draw. However, disconnections in the trail system can lead to confusion, and many bicycle riders are not comfortable shifting to riding with vehicle traffic on-street when they reach a gap in the trail system. Similarly, people on foot are less likely to divert out of their way, since additional travel distances are more significant at a walking pace.





# FIGURE 3.49 - CONNECTIONS AND GAPS



## PEDESTRIAN AND BICYCLE WAYFINDING

The existing walking and bicycling infrastructure in Shakopee has come into place on a piecemeal basis as the roadway network has been constructed in support of development. While most of the community's thoroughfares are lined by sidewalks and trails, limited safe crossing opportunities complicate navigation of this network. Participants in the public involvement process identified a need for wayfinding signs to make it easier to use existing sidewalks and trails to access parks, schools and other destinations via the most efficient and safe routes. Participants raised the possibility of developing trail wayfinding and branding in partnership with the Shakopee Mdewakanton Sioux Community, whose trail network is contiguous with many trails in Shakopee. Scott County and the Minnesota Department of Natural Resources should also be involved in these efforts.

## WALKING ENVIRONMENT

Shakopee is a suburb characterized by cul-de-sacs and large residential subdivisions that may not be well connected for pedestrians. Despite Shakopee's suburban layout, walking plays an important role in the health and livability of the community and residents value the goal of providing safe pedestrian access to schools, parks and other civic resources. Safe crossing opportunities across Shakopee's multilane thoroughfares tend to be few and far between. Residents engaged in the outreach process highlighted several schools, many on county highways, that are lacking pedestrian access routes suitable for children. Inadequate opportunities to cross busy streets adjacent to the schools is a significant obstacle.

## ADA TRANSITION PLAN

Throughout Shakopee, many pedestrian and trail crossings do not have sidewalk ramps built to current accessibility standards. Access to the health, recreation and mobility benefits of walking are particularly important for children and older adults. As a result, pedestrian access routes should be safe and usable for people of all ages and abilities. Recognizing the need for improved accessibility for all, Shakopee, in June 2018 adopted the ADA Transition Plan to guide the improvement of existing sidewalk facilities and standardize new ones. Below is a summary of recommendations of the plan with respect to improving pedestrian facilities.

New Construction:

» All new construction projects with pedestrian facilities will be designed and constructed to conform with the most current ADA design practices to the extent feasible.

Reconstruction Areas:

» All city reconstruction projects (including mill and overlay projects) will be designed and constructed in accordance with the most current ADA design practices to the extent feasible.

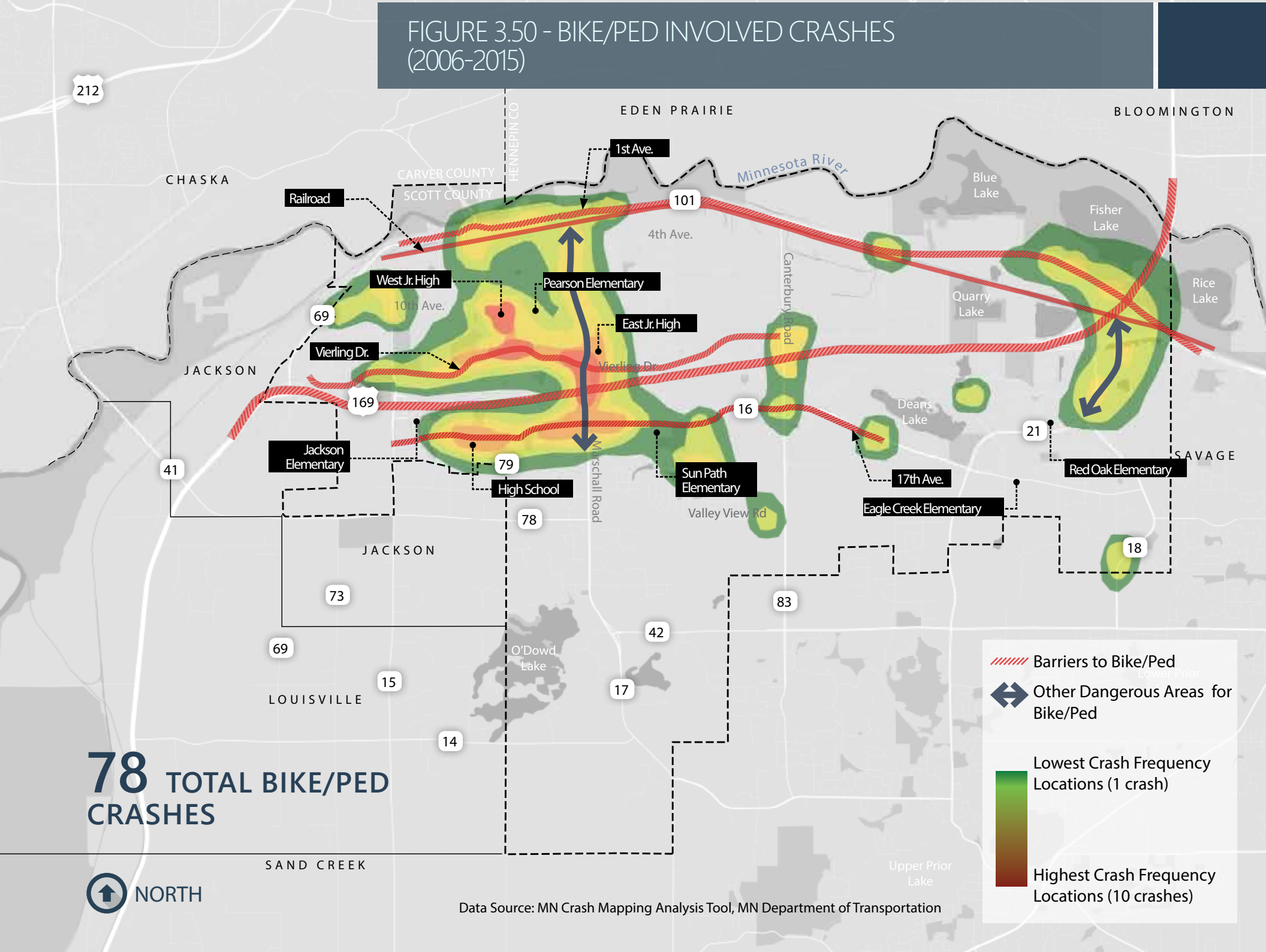
Rehabilitation/Resurfacing Projects:

» Curb replacement projects will be evaluated for ADA improvements. If the curb replacement is at an existing or proposed pedestrian ramp location it will be designed and constructed to conform with the most current ADA design practices to the extent feasible.

» Sidewalk panel replacement will be evaluated on a case by case basis.

» Rehabilitation/resurfacing projects that only include the following will not include ADA upgrades: crack sealing, concrete joint sealing, concrete surface grinding/planing

# FIGURE 3.50 - BIKE/PED INVOLVED CRASHES (2006-2015)




**78 TOTAL BIKE/PED CRASHES**

Data Source: MN Crash Mapping Analysis Tool, MN Department of Transportation

## PEDESTRIAN CONNECTIONS TO DESTINATIONS

Residents engaged through the public involvement process observed that Shakopee already has a wealth of parks, outdoor recreation facilities and natural areas. While trails connect to nearly all of these destinations, safe connections are not always direct or intuitive. Several factors contribute to circuitous walking and bicycling routes in Shakopee. Safe crossing opportunities across the community's multilane thoroughfares are few and far between, with many major intersections operating under two-way stop control. A child seeking to access a park in a neighboring subdivision may need to divert a quarter mile or more to the nearest signalized crossing and then double back the same distance to reach their destination. The figure below shows the time it takes Shakopee residents to access the nearest park. These figures are also illustrated in the neighborhood Parks Walkshed Map. Walking and bicycling connectivity is further limited by circuitous routes through developments—street networks designed to prevent cut-through vehicular traffic have the unintended consequence of confining people walking and bicycling to paths alongside busy, higher-speed roadways. Circuitous and unappealing walking and bicycling routes limit park access and cause many residents to drive to access outdoor recreation when they may not prefer to do so. This limitation especially affects Shakopee's young and older residents, who stand to benefit the most from access to outdoor recreation.

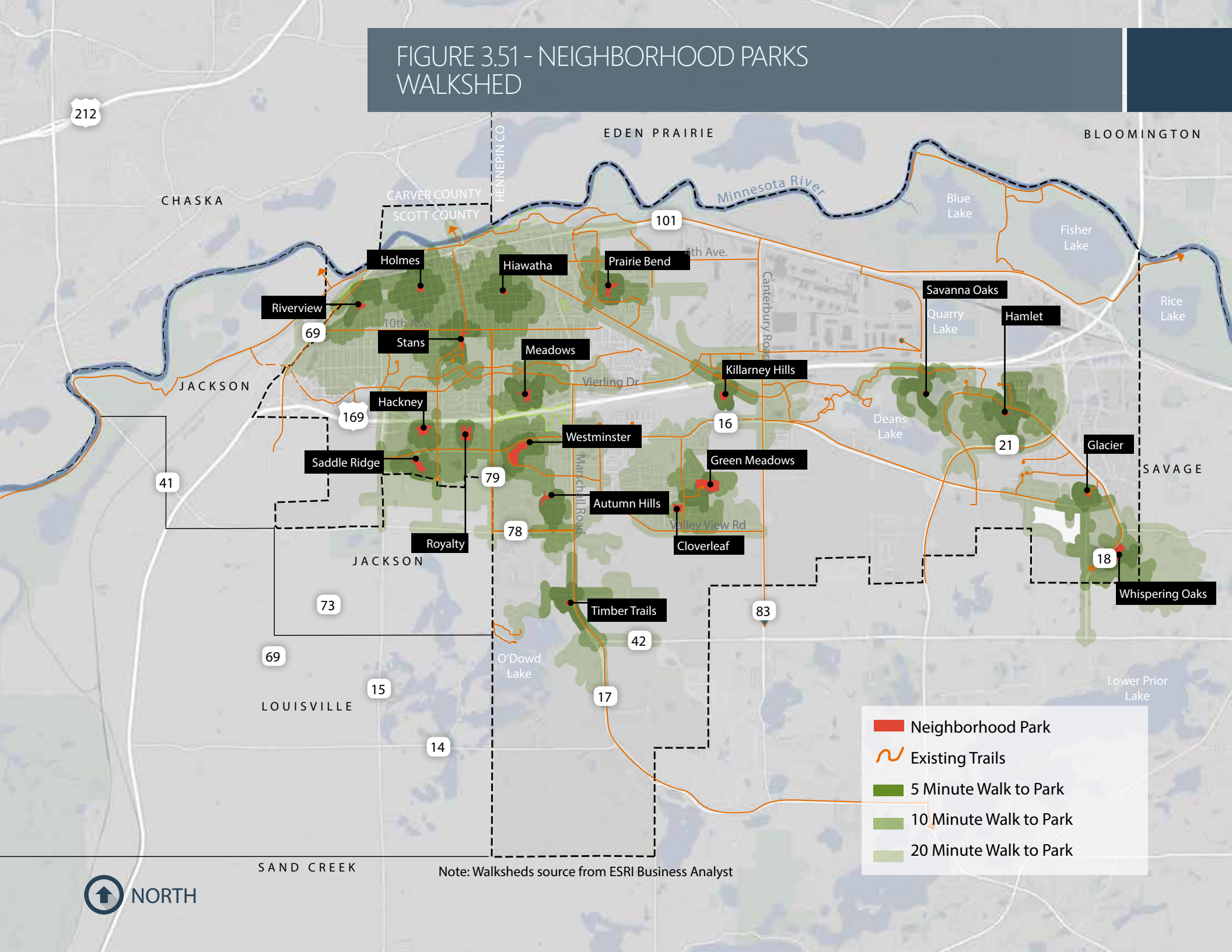
| Residential Walksheds to Shakopee Parks | | |
|---|---|---|
| Walkshed | Percent of Residents | Number of Residents |
| 5 Minute Walk | 14% | 5,595 |
| 10 Minute Walk | 45% | 18,341 |
| 20 Minute Walk | 83% | 33,253 |

Note: Walksheds source from ESRI Business Analyst





# FIGURE 3.51 - NEIGHBORHOOD PARKS WALKSHED




Note: Walksheds source from ESRI Business Analyst

## SAFE ROUTES TO SCHOOL

Shakopee's schools are generally bordered by neighborhood through-streets accommodating people walking and biking on sidewalks and trails. Deficiencies in safe access to schools and parks stem primarily from a general lack of safe crossing opportunities across these neighborhood through-streets, which typically require schoolchildren and other pedestrians to cross three to five lanes of free-flowing or stop-controlled traffic. Regardless of their location relative to other developments, schools often become a community center with activities occurring all week and all year. Therefore, improving walking and bicycling conditions within 1 to 2 miles of a school benefits the broader community. The figure below calculates walk times for Shakopee residents to the nearest school. These figures are illustrated in the Local Schools Walkshed Map.

Coordination with the county will need to occur for school access improvements as many of the schools are located along county highways. An example of this coordination is shown in four new Rectangular Rapid Flash Beacon (RRFB) crossings installed on CH 16 in 2018 at school locations (Jackson Elementary, Shakopee High School, Sun Path Elementary, and Shakopee Area Catholic School). These improvements will pro-actively enhance safety by increasing driver awareness of potential pedestrian conflicts.

The city should also partner with the Shakopee School District to initiate a School Transportation Plan following MnDot guidelines as part of the targeted Safe Routes to Schools implementation program.

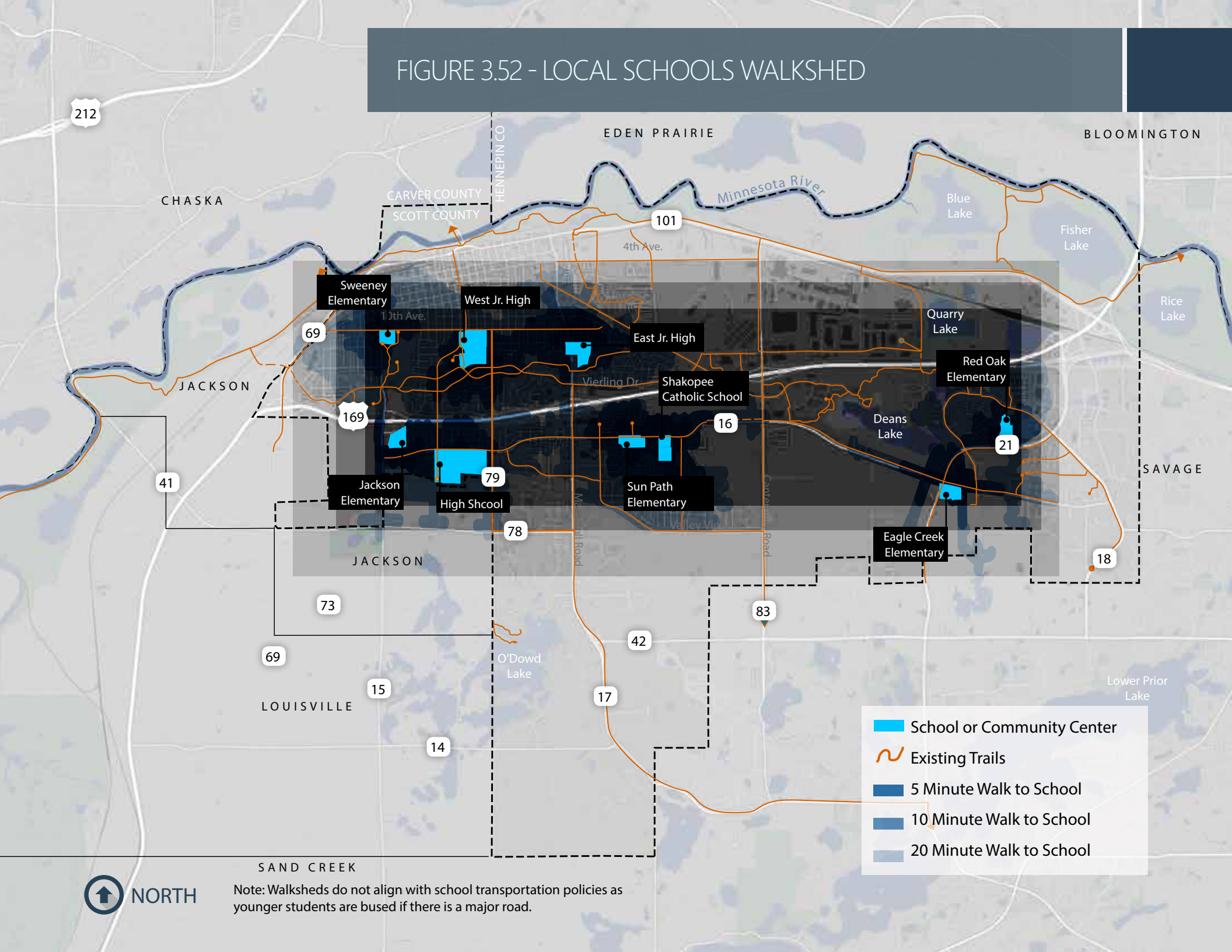




| Local Schools Walksheds | | |
|---|---|---|
| Walkshed | Percent of Residents | Number of Residents |
| 5 Minute Walk | 9.5% | 3,896 |
| 10 Minute Walk | 28% | 11,682 |
| 20 Minute Walk | 72% | 29,836 |

Note: Walksheds source from ESRI Business Analyst. Walksheds do not align with school transportation policies as younger students are bused if there is a major road.

# FIGURE 3.52 - LOCAL SCHOOLS WALKSHED




Note: Walksheds do not align with school transportation policies as younger students are bused if there is a major road.

# NON-MOTORIZED OPPORTUNITIES

## DEVELOP PEDESTRIAN AND BICYCLE MASTER PLANS

Shakopee has historically included trail planning as part of the Parks and Open Space planning process. While trails provide a critical recreational opportunity, planning for pedestrian and bicycle travel on their own can be valuable. Master planning by mode will serve several purposes. The process itself, especially when conducted in a transparent and inclusive manner, can consolidate public support around a consensus vision for the role of walking and bicycling infrastructure in the community that reflects local preferences and expectations. Data-driven analysis can provide a constructive framework for challenging conversations and help resolve sensitive decisions about project prioritization and resource allocation. Finally, pedestrian and bicycle master planning efforts can help a community to more deliberately consider the various roles walking and bicycling play or could play in the lives of people in the community, ensuring that infrastructure is planned, designed and maintained appropriately. The master plans should include the development of policies for where to locate trails and sidewalks, based on criteria such as the amount of automobile traffic, proximity to destination, and other factors. If the need for separate bike/ped facilities is shown in locations where none currently exist, sidewalk or trail construction should be incorporated into the timing of the reconstruction of existing roadways.



## IMPROVE ROADWAY CROSSINGS

Given Shakopee's extensive trail network along the community's thoroughfares, a lack of safe crossings of those thoroughfares is the primary obstacle to walking and bicycling for transportation in the community. People need to be able to reach their destinations safely in order to consider walking and bicycling viable means of travel. Depending on traffic volumes, crossings of major streets could be made safer either by reducing the number of travel lanes and/or adding median refuge islands so pedestrians need only cross one or two lanes of traffic at a time or by adding some form of pedestrian-activated signalization, such as pedestrian hybrid beacons or full signals. Where signals are not warranted, yield-controlled crosswalks could be enhanced by the addition of pedestrian-activated warning beacons. A pedestrian and bicycle master plan could provide a framework for identifying and prioritizing locations for improved crossings.

Locations where driveways and side streets cross these trails are the primary locations where paths of people walking and bicycling conflict with people driving. In these locations, crossings could be made safer by tightening corner radii to reduce the speed of turning vehicles and decrease the crossing distance. Crossings parallel to major thoroughfares could also be made safer by recessing the crossing farther from the intersection so drivers turning off the main road intersect with the crosswalk at a more perpendicular angle, providing better visibility.

Where new construction permits, trail crossings at driveways and minor streets should be built at sidewalk-level with raised crossings to encourage drivers turning off the major street to yield to people crossing on the parallel trail.

A large noted gap in the trial network is a crossing of U.S. Highway 169, this gap is unlike the others listed in that it would be required to be a fully grade seperated crossing of the highway.

Below are examples of specific crossings that could be considered for improvement:



- Hwy 101 between Downtown and Huber Park
- CSAH 16 near Shakopee High School
- Hwy 169 between Canterbury Rd and Stagecoach Rd
- CSAH 83 at Eagle Creek Blvd and 17th Ave
- CSAH 21 at Southbridge Pkwy
- CSAH 83 at Eagle Creek Blvd

## FILL IN TRAIL GAPS

While trail coverage in Shakopee is extensive, a handful of prominent gaps remain. Following is a list of those gaps and potential future improvements:

- The bridge connecting Memorial Park and the Minnesota Valley State Trail has been closed off for several years. Without this bridge, there is a gap between this trail and the HWY 101 Trail, reducing east/west connectivity for bicyclists.
- Stagecoach Road is the sole walking and bicycling connection across HWY 169 on the eastern end of Shakopee. It provides a crucial nonmotorized link between Savage and the trail crossing of the Minnesota River near HWY 169; yet it is one of only a handful of major streets in Shakopee without a parallel trail within its right-of-way.
- A combination of trail segments through neighborhoods provide an east/west route between Marystown Road and Eagle Creek Boulevard. However, the trail ends at Hauer Trail about 300 feet before Eagle Creek Boulevard. The intersection at Hauer Trail/Eagle Creek Boulevard does not provide a comfortable crossing to the trail along Eagle Creek Boulevard.
- Within Shakopee's historic core, where trail design and construction is made more complicated by frequent intersections and driveway crossings, on-street facilities such as bike lanes or bicycle boulevards could provide an option for people bicycling, with sidewalks accommodating pedestrians.
- Eagle Creek Blvd on the east side of town, Marystown Road interchange, West side of Marschall Road crossing 169, Canterbury Road between HWY 101 and 12th Avenue. Currently in design for the 12th Ave trail and CR 83 to Quarry Lake. Bridge over HWY 169 to connect trail gap.





## CONNECT TRAIL NETWORK TO KEY DESTINATIONS

In addition to their recreational purpose, Shakopee's trail system can play a vital transportation role throughout the community. One way to do this is to construct trail extensions into commercial areas, as well as connections to future developments.

## FILL IN SIDEWALK GAPS

Of the streets without sidewalks in Shakopee, many are minor residential streets where traffic speeds and volumes are very low, allowing motorized traffic to safely intermingle with people walking and bicycling. Where speeds are 20 mph or less and daily traffic volumes are 500 cars or less, sidewalks may not be necessary. It will serve the public interest to focus on adding sidewalks on higher speed and higher volume streets. This can be achieved either by devoting public resources to adding sidewalks or by requiring property owners to add sidewalks during any significant site renovation, redevelopment, or new construction project.

The safety and connectivity of the pedestrian environment could also be improved by adding sidewalks to centrally located major streets with only a trail on one side and no pedestrian accommodations on the other, such as Marschall Road near the transit station. A pedestrian master plan could provide a framework for documenting and systematically addressing these gaps.

## EVALUATE SIDEWALK MAINTENANCE POLICY

One of the barriers to filling in sidewalk gaps is property owner concerns about the need for maintenance. Several communities in the Twin Cities have taken on the role of sidewalk maintenance, including snow clearance and repairs on residential streets. The appropriate shape of sidewalk-related policies in Shakopee depends on the consensus



vision for the role and relative importance of supporting walking in the community. The city's current policy is to clear snow on some collector street sidewalks and trails, designated according to Council approval. Property owners are responsible for winter maintenance on all remaining sidewalks adjacent to their properties. Further examination of the barriers to walking in the community and a broader community deliberation of the trade-offs involved would be necessary to determine if any changes to Shakopee's sidewalk policies are appropriate.

## DEVELOP A PLAN TO IMPROVE BIKE/PED TRAVEL ON ROADWAY FACILITIES WITHOUT A SIDEWALK OR TRAIL

The city should develop a plan which identifies roadways without sidewalk or trails and assess the need for separate bike/ped facilities. Where separate bike/ped facilities are needed, sidewalk or trail construction should be incorporated into the timing of the reconstruction of existing roadways.

## CAPITALIZE ON SCOTT WEST REGIONAL TRAIL INVESTMENT

The proposed Scott County West Trail alignment would run through Downtown Shakopee on 10th Avenue and Holmes Street. These segments of the trail are currently identified as bicycle boulevards, which typically are facilities shared by bicyclists and drivers. This investment by Scott County inpartnership with Three Rivers Park District provides an excellent opportunity for Shakopee to implement a high-quality, signature on-street bicycle facility.

On 10th Avenue, this investment may lead to an improvement of the existing on-street bicycle lane. A buffered or protected bikeway could be pursued to create a more comfortable bikeway on this moderate volume roadway. On Holmes Street, traffic volumes are lower, but a wide roadway contributes to high-speed traffic. Currently, there are no roadway elements to indicate that bicyclists are prioritized on this route. When on-street parking is unoccupied the roadway feels even wider. In addition to markings, traffic calming elements such as curb extensions, medians, or miniature traffic circles could create a bicycle boulevard that is comfortable for all users.

## COLLECT PEDESTRIAN AND BICYCLE DATA

High-quality data is essential to inform decision-making and measure the Plan's effectiveness in creating a safe environment for non-motorized users and increasing their connectivity and accessibility.

Pedestrian and bicycle volumes in Shakopee are not currently collected. In nearby communities, this information is counted by volunteers through short-term counts on an annual basis, in a few locations. The short-term counts are subject to external factors such as weather, time of year/week/day, and local travel patterns.

An established monitoring program using long-and short-term automated counters at locations throughout the community would support the analysis of volume data. MnDOT operates a pedestrian and



bicycle count program with local communities, and Shakopee can join this effort. For example, Hennepin County recently used automated portable equipment to periodically measure traffic in a selected location. Extrapolation factors were later applied to that data to estimate average daily traffic and provide before and after volumes. More information on this program can be requested via email to bikepedcounts.dot@state.mn.us.

Collecting bike and pedestrian data through such a monitoring program is useful for evaluating the effectiveness of Safe Routes to School, which is largely measured by the program's inputs (number of events, school partners, etc.) rather than outputs. Long-term and before-and-after data collection on numbers of children walking and biking would help to measure the impact of Safe Routes to School infrastructure projects. The data could help to indicate what infrastructure improvements and designs are most effective. Eventually this could be used to estimate increases in walkers/bikers, and support project prioritization. It should be noted that the costs of staff hours and budget must be evaluated when considering implementing such data collection efforts. This effort would greatly aid in the planning process, but should only be pursued when staff and funding levels are deemed sufficient to effectivly implement.




## DEVELOP SAFE ROUTES TO SCHOOL PLANS

Safe Routes to School (SRTS) is a national movement that works to create school communities where walking and bicycling to school is safe and comfortable. Where conditions are appropriate, SRTS encourages students to walk and bicycle. Where it is not, SRTS works to make it safe, especially through safety education and building infrastructure such as sidewalks and multi-use trails, and improving roadway crossings. There is an opportunity for Shakopee to develop SRTS plans that will help the community:

1. Understand where students live in relation to the school and assess current walking and bicycling conditions.

2. Develop preferred walking and bicycling routes based on student home address densities, and

   a. Balancing the most direct route with the fewest roadway crossings

   b. Identifying barriers to direct routes, such as highways, creeks and streams, challenging topography, etc.

   c. Opportunities for off-road connections that place children away from high volume and higher speed roads.

   d. Assess school zones to ensure they are properly marked with adequate crossings and speed limits that support safety for pedestrians and bicyclists.

## IMPLEMENT TRAFFIC CALMING

Whenever possible, vehicle traffic speeds should match the land uses and character of a roadway and neighborhood. In commercial areas or near schools, where pedestrians are more likely to be walking, making efforts to reduce vehicle travel speeds will result in an increase in safety. In areas where pedestrian and bicyclist safety are a priority, Shakopee has several tools at their disposal to reduce travel speeds. These include:

- Trees
- Medians/boulevards
- Curb extensions (aka bump-outs)
- Reduced roadway widths (e.g. lane widths, number of lanes, curb reaction)
- On-street parking
- Site design
- Street furniture
- Public art

Not all of these elements will be appropriate on every corridor, so context will need to be considered when looking to reduce traffic speeds. All of these have benefits for pedestrians, and some can even benefit businesses and drivers. At a lower speed, drivers are better able to see the world around them – meaning that building signs and businesses are more visible. The addition of on-street parking can encourage motorists to travel at slower speeds while at the same time providing additional parking capacity along a corridor. Some streets should be identified as high priority for traffic calming, while others will continue to function for higher volume and speed traffic movement, while still improving safety for people walking and bicycling. Many cities are completing design guides that identify streets and parts of streets that are suitable for traffic calming and provide recommendations for which type of application will work best.

## ENACT A COMPLETE STREETS POLICY







A Complete Streets Policy balances the multi-modal needs of all people traveling, whether they are walking, bicycling, using public transit, driving automobiles or operating freight vehicles. A Complete Streets Policy guides the community in making transportation decisions that better serve walking and bicycling trips, while maintaining access and mobility for transit, automobiles and freight. An effective Complete Streets policy has 10 elements:

1. Vision

2. All Users and Modes

3. All Projects and Phases

4. Clear, Accountable Exceptions

5. Network

6. Jurisdiction

7. Design

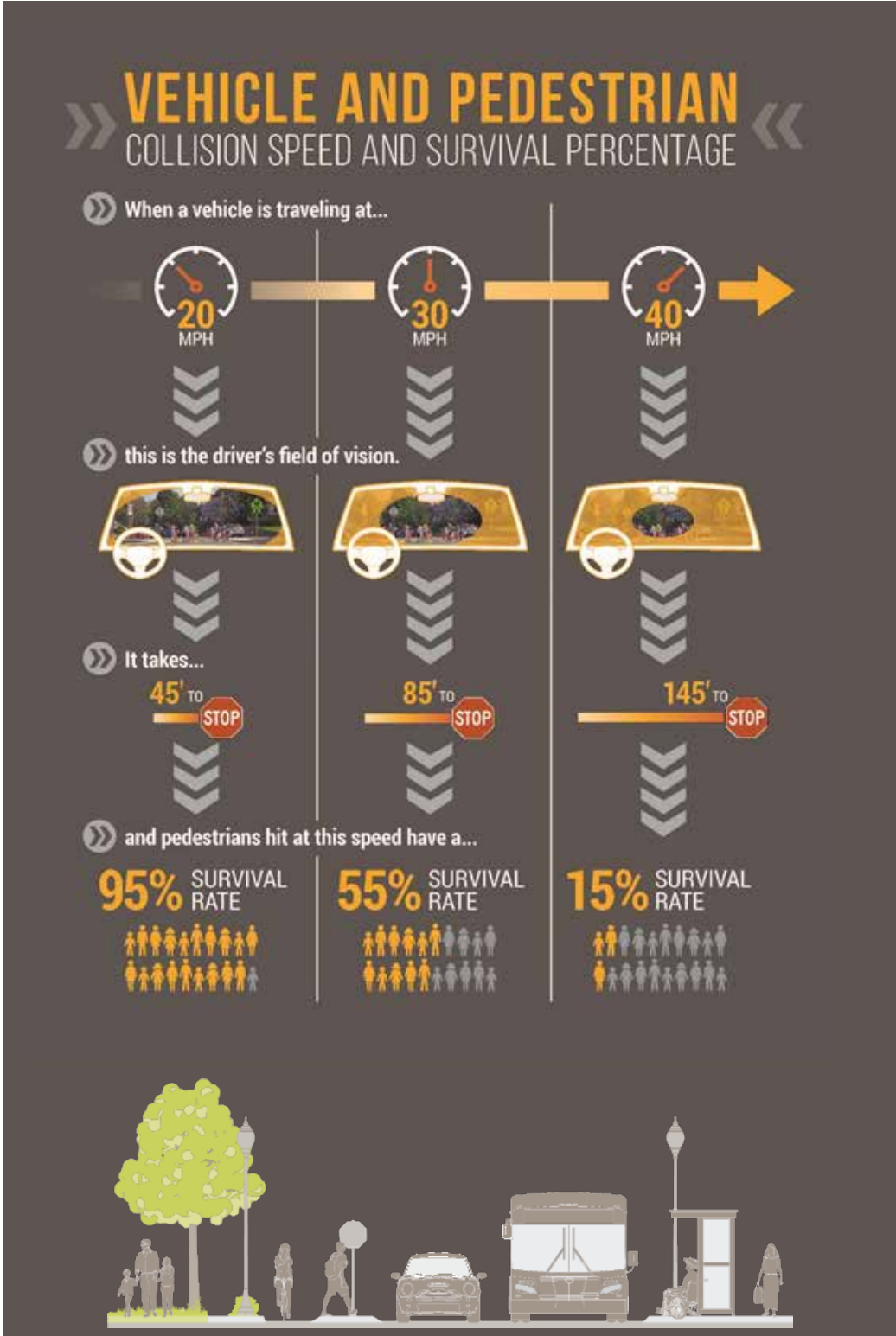
8. Context Sensitivity

9. Performance Measures

10. Implementation

Resources such as the Complete Streets policies for other Minnesota communities and those provided by the National Complete Streets Coalition can be valuable in determining what these ten elements mean for Shakopee. In addtion, they offer ideas for ways to advance surface water, recreation, aesthetic and economic development goals, in addition to transportation goals, through "green" or "living" streets.

A Complete Streets policy should be paired with bicycle and pedestrian policies in order to fully address all the transportation implications.




Data sourced from the United Kingdom Department of Transportation

# TRANSIT ISSUES

## LACK OF SHARED MOBILITY OPTIONS

Residents engaged through stakeholder outreach were generally aware of peak-period commuter bus service from local park and rides to Downtown Minneapolis. These prototypical commute trips, however, represent only a small fraction of the mobility needs of the community. Between an aging population and shifts in demographic and employment patterns, the need for more flexible shared mobility options will continue to grow. Existing fixed-route local transit does not have designated stop locations and is difficult for riders to access and find. Based on a flag stop system, there are not designated bus stops. Buses on these routes run on an hourly headway, a service interval that does not meet all needs.

## PARATRANSIT AND OTHER FLEXIBLE TRANSIT SERVICES

SmartLink Transit Dial-A-Ride and Medical Assistance programs are available for any mobility need not met by fixed-route transit, provided those trips can be scheduled within daytime service hours. In practice, residents reported they are unable to rely on them. Some mentioned the Dial-A-Ride program rides are often not available when needed due to high demand, geographic limitations (Dial-A-Ride trips must begin and end within Scott or Carver County) and limited service hours. For others, the need to schedule rides in advance and plan around a 30-minute pickup window is a barrier. Flexible transit services potentially address the "last-mile" challenges created by distributed services, amenities, and employment, but existing service models are not able to fully meet demand with available resources.









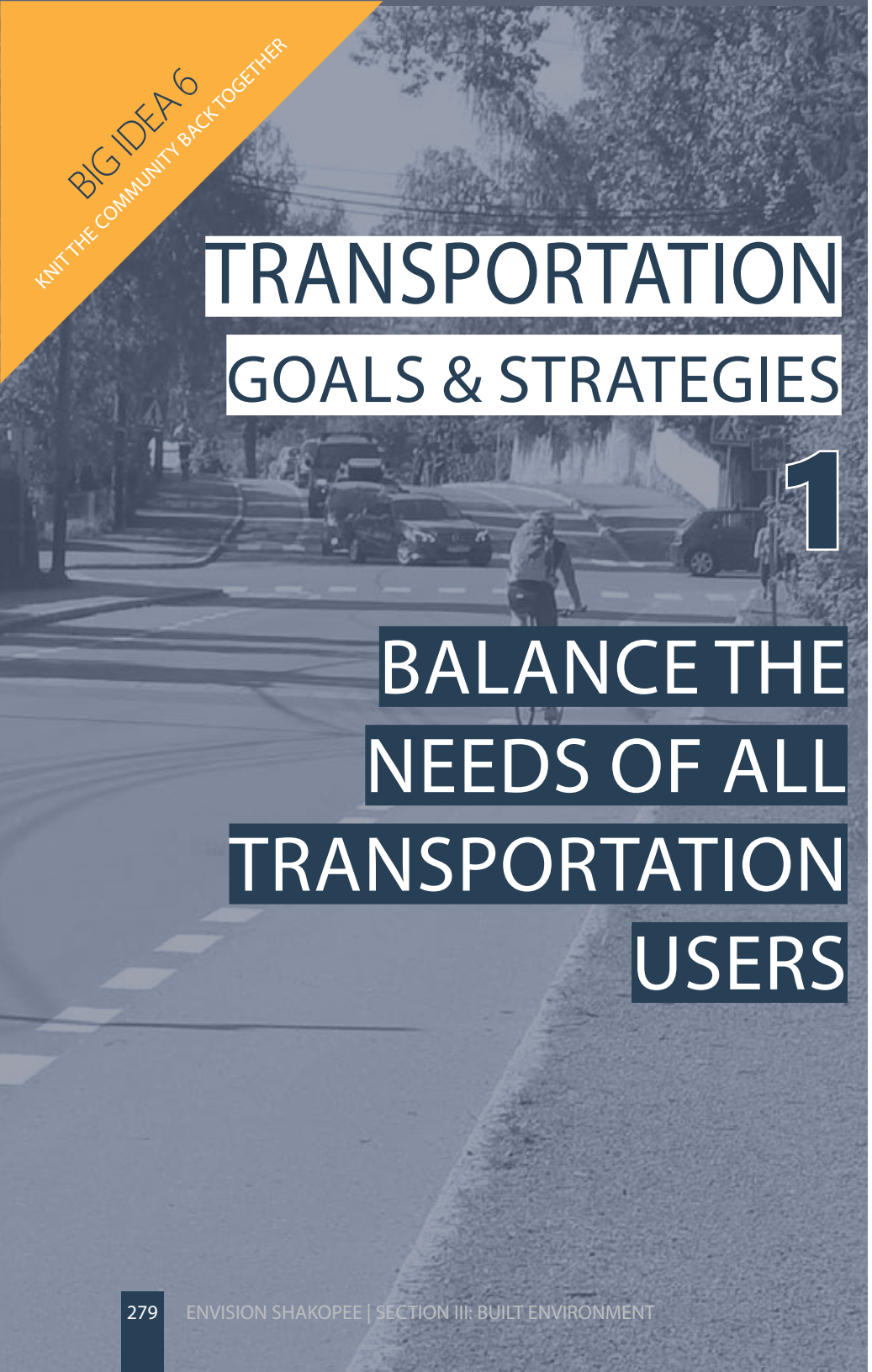
# TRANSIT OPPORTUNITIES

## DESIGNATE BUS STOPS FOR FIXED-ROUTE LOCAL BUS SERVICES

Residents participating in the public outreach process tended to be aware of the commuter express services available at Shakopee's three main park and ride locations. Few were aware of options for local circulation within the community. In fact, many of the transit service improvements residents envisioned for their community already exist—just not in forms residents find easy to understand and use. While today's flag stop system provides riders with more flexible service, it also confuses potential riders. Some locations do have posted bus stop signs, but these do not include information on which route or routes serve the stop. Working with MVTA to establish official bus stops, with route and schedule information, could help provide the type of transit options Shakopee residents want by making existing services more visible and accessible to new riders. Establishing official bus stops could also help target investments in improved pedestrian crossings to locations where they would most expand safe and convenient access to fixed bus routes. Availability of door-to-door Dial-A-Ride service costs more to provide than fixed-route services. Coordinating improved access to fixed-route services both expands mobility options and reduces burden on Dial-A-Ride services. These improvements, combined with increased residential and employment density in and around downtown, would help the Emerging Market Area II transit market desgnation, discussed previously, better atain a friendly transit enviroment, which includes Downtown Shakopee and neighboring properties.

## PURSUE INTEGRATION WITH REGIONAL TRANSIT NETWORK BEYOND COMMUTER SERVICES

In addition to voicing support for commuter services from Shakopee's park and rides to Downtown Minneapolis, residents engaged through the public outreach process expressed interest in expanding late-night and weekend services that could allow public transit to be a more reliable option for purposes other than the typical suburb-to-center-city commutes. It was unclear how aware residents are of existing transit connections to places like the Mall of America and Eden Prairie. Some of these existing services may provide the type of connections residents desire. In addition, the ongoing Highway 169 Mobility Study is considering options that would support the implementation of highway bus rapid transit operating in restricted lanes along Highway 169 between Shakopee and Downtown Minneapolis (see Appendix). The goal for this corridor is to connect it to the planned METRO Green Line Extension (Southwest LRT) and the planned American Boulevard Arterial BRT Line, as well as service the existing park and ride lots and the planned lot at Pioneer Trail. If implemented this enhanced service would provide more frequent and reliable, all-day service.



BIG IDEA 6
KNIT THE COMMUNITY BACK TOGETHER

# TRANSPORTATION GOALS & STRATEGIES

# 1

# BALANCE THE NEEDS OF ALL TRANSPORTATION USERS

## 1A Develop Complete Streets processes and policies

» Adopt a Complete Streets policy that addresses the interplay with health, safety, community design and natural resources, while balancing the needs of traffic movement through the city

» Align roadway development process with Envision Shakopee goals

» Consider opportunities to advance surface water, recreation, aesthetic, economic development and transportation goals through "green" or "living" streets

» Where appropriate, align the transition to Complete Streets with planned construction or rehabilitation projects to preserve resources and reduce construction time

## 1B Adopt multimodal design strategies into roadway projects

» In high volume areas, consider separating walkways from bikeways and include costs and right-of-way considerations

» Implement context-sensitive traffic calming measures, in strategic locations, including road diets, roundabouts, shared space, removing excess pavement and adding landscaping

» Begin to consider the impacts of autonomous vehicles by staying abreast of advancements in technology, AV fleet roll-out and state or federal legislation

» Develop and implement street type design guidelines

» Develop a streetscape design guide to match street types instead of functional class, and develop them in conjunction with Planning and Public Works

» Emphasize community character in design




# 2 ELEVATE TRANSPORTATION PARTNERSHIPS

## 2A Increase public transportation service

» Partner with MVTA to educate residents, employers and employees of transit opportunities

» Rezone areas adjacent to existing park-and-ride facilities and potential bus rapid transit (BRT) stations to mixed use

» Work with MVTA to designate bus stops for fixed-route local bus service

» Pursue integration with regional transit network beyond commuter service

» Support the implementation of BRT transit on Hwy 169

» Support the upgrading of transit service to a dedicated bus lane with upgraded stations where possible. Per the 2014 Highway Transitway Corridor Study, this can allow nearly four times the ridership forecast if bus services remained the same and would provide Scott County residents with more reliable transit connections to Hennepin County, no longer subject to freeway congestion.

## 2B Develop partnerships and implement a transportation demand management plan

» Utilize transportation demand management (TDM) strategies to encourage land use and behavioral changes that result in fewer vehicle trips during peak hours. Focus on reducing work-commute related demand to reduce congestion during demand peak hours without the need to construct additional capacity.

» Establish partnerships with local and regional agencies and employment centers around telecommuting and flexible workdays

» Support implementation of MnPASS on Highway 169. A 2010 MnPASS system study found high potential benefit from MnPASS lanes on Highway 169 from Highway 101 to Interstate 494. Shakopee's public support of this strategy may help push state and regional agencies to continue to pursue its feasibility.

» Consider the following transportation demand management (TDM) strategies:

  » Encourage employers to subsidize transit costs for commuters

  » Provide bicycle support facilities such as bike parking and changing rooms

  » Have alternative route recommendations available

  » Value the benefits of flexible work schedules

## 2C Actively participate in freight and airport planning and operations

» Continue participation in the Joint Zoning Board for airports

» Participate in freight planning at the state and regional level including evaluate priority freight routes



# 3 DEVELOP CITY AND NEIGHBORHOOD MOBILITY PLANS

## 3A Develop bicycle and pedestrian master plans

- Consider pedestrian demand and/or pedestrian overlay districts
- Prioritize transportation needs of underserved populations such as seniors, children, persons with disabilities and low-income residents
- Identify and remedy sidewalk and trail gaps between city streets, parks, schools, off-road trails/bike trails and other points of interest to better facilitate people walking and biking
- Produce and distribute walking and biking route maps and online resources
- Improve natural navigation through a better wayfinding signage system
- Be recognized as a Walk Friendly and/or Bicycle Friendly Community
- Require active transportation connections to grocery and convenience stores with new development
- Support the comfort and safety of walking and biking year-round, including adoption and enforcement of a revised snow maintenance policy
- Evaluate the need for adjustments to the city's sidewalk maintenance policy
- Focus on improving connections between destinations within Shakopee

## 3B Fill in trail gaps

» Stagecoach Rd is the sole walking and biking connection across Highway 169 on the eastern end of Shakopee. It provides a crucial non-motorized link between Savage and the trail crossing of the Minnesota River near Highway 169; yet it is one of only a handful of major streets in Shakopee without a parallel trail within its right-of-way

» A combination of trail segments through neighborhoods provides an east/west route between Marystown Road and Eagle Creek Boulevard. The intersection at Hauer Trail/Eagle Creek Boulevard does not provide a comfortable crossing to the trail along Eagle Creek Boulevard.

» Within Shakopee's historic core, where trail design and construction is made more complicated by frequent intersections and driveway crossings, on-street facilities such as bike lanes or bicycle boulevards could provide an option for people bicycling, with sidewalks accommodating pedestrians.

## 3C Prioritize access to parks, schools and other short trips

» Improve the connection to the river. Huber Park is currently the best access point, but the current crossing at CSAH 101 is uncomfortable. Memorial Park had historically provided access to the Minnesota Valley State Trail, but with the loss of the bridge over a small river branch near the park this connection is now missing.

» Prioritize bridges and underpasses for crossing wide roads.

## 3D Prioritize underpasses and bridges for specified roadway types

» Establish a roadway width distance or number of lanes that should receive pedestrian friendly infrastructure to enable safe crossing across wide streets

## 3E Integrate multimodal transportation into Downtown planning efforts

» Capitalize on the fact that downtowns thrive on short trips

» Improve the 'last mile' by focusing on the conditions of sidewalks and trails that connect destinations like schools, employers, government buildings, service centers, parks, shopping and entertainment venues.

» For new construction, require private sidewalk connections to the public network.

» As Downtown Shakopee is revitalized, parking should be incorporated into the plans, without dominating them.

## 3F Develop Safe Routes to School plans

» Coordinate Safe Routes to School planning efforts in partnership with Shakopee School District and Scott County

» Safe Routes to School (SRTS) is a national movement that works to create school communities where walking and bicycling to school is safe and comfortable. Where conditions are appropriate, SRTS encourages students to walk and bicycle. Where it is not, SRTS works to make it safe, especially through safety education and building infrastructure such as sidewalks and multi-use trails, and improving crossings. There is an opportunity for Shakopee to develop SRTS plans that will help the community:

1. Understand where students live in relation to the school and assess current walking and bicycling conditions, and
2. Develop preferred walking and bicycling routes based on student home address densities, to

    a. Balance the most direct route with the fewest roadway crossings

    b. Identify barriers to direct routes, such as highways, creeks and streams, challenging topography, etc.

    c. Discover opportunities for off-road connections that place children away from high volume and higher speed roads; and

    d. Assess school zones to ensure they are properly marked and speed limits support safety for pedestrians and bicyclists.

## 3G Improve transportation options by neighborhood type

Implement the transportation recommendations based on these neighborhood types:

» Downtown

  » Some Downtown streets are wide and have more lanes than needed to accommodate traffic volumes. Lane and road diets can narrow the streets, reducing a pedestrian's exposure to traffic when crossing the street and discourage higher vehicle speeds.

  » There is higher transit use Downtown compared to other areas. This is an opportunity for transit resources (e.g. bus shelters, benches) within the sidewalk zone and represents a need to provide facilities that allow pedestrians to safely cross the street.

  » With wide sidewalks and a high intensity of use, entertainment and restaurants, Downtown is a great location for placemaking related improvements such as public art, bicycle racks, benches, and street trees.

» Residential Street Grid

  » Streets in these areas are generally narrower, and on-street parking and street trees are close to the intersections. Curb extensions and/or parking restrictions at the corner will improve visibility.

  » When there is congestion on arterial streets, some motorists will choose to cut through the neighborhoods, often using a residential street one block away from the arterial. These streets often see higher motor vehicle volumes and speeds when compared to other residential streets during the peak hours and are candidates for traffic calming.

    - There are shopping areas, services and adjacent neighborhoods within walking and bicycling distance of homes in these areas. Adding crossing opportunities across arterial streets make them more accessible.

- Grid and Curvilinear Streets
    - The intact street grid makes it possible for students to walk and cycle to school. Adding sidewalks and street crossings can make it safe for children, in addition to making shopping and errand trips possible.
    - At intersections with lower stop and yield compliance (where motorists rarely encounter cross traffic), traffic calming measures can help to slow speeds and improve compliance.
- High Density Curvilinear Streets with Cul-de-Sacs
    - Shared-use paths along collector and arterial streets make it easier for residents to reach longer distance destinations.
    - Reducing the number of driveways on busier streets will improve pedestrian and bicycle safety, by consolidating conflict points to fewer locations.
    - Speeds along wide residential streets with few parked cars can be reduced with traffic calming, reducing the severity of crashes with pedestrians and bicycles.
- Low Density Curvilinear Streets with Cul-de-Sacs
    - Adding sidewalks on one or both sides of the street improves safety for pedestrians.
    - Pathways between cul-de-sacs and discontinuous streets reduces walking and bicycling distances (making it easier to walk and bike).
    - Improving access between adjacent neighborhoods can be achieved by adding arterial street crossings, or new street connections.
    - Developments with a limited number of entrances can include walkway and shared-use path connections out of the development, and motor vehicle entrances can be narrowed to discourage high turning speeds.
    - Speeds along wide residential streets with few parked cars can be reduced with traffic calming, reducing the severity of crashes with pedestrians and bicycles.
- Rural Road Grid
    - Shared-use paths can be added to one side of rural roads, to increase comfort level for people walking and bicycling.
    - During development of rural road grid neighborhoods, streets can be built on a residential street grid, using best practice safety designs for walking, bicycling and driving.



# 4 DEVELOP A SAFETY PLAN

## 4A Incorporate Vision Zero principles

» Vision Zero is a strategy to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all (visionzeronetwork.org)

» Shift away from traditional traffic safety approaches and reframe serious and fatal traffic injuries as preventable

» Reduce the impact of collisions

» Adopt a safe system approach: - speed - separation

» Use data-driven decision-making

» Acknowledge road safety as a public health issue

## 4B Consider a range of multimodal strategies

» Identify high-injury, unsafe roadways and prioritize potential safety improvements

» Explore opportunities for road diets

» Seek out opportunities to convert excess pavement into storm water management/green street retrofits

» Develop roadway crossing priority areas

## 4C Develop traffic calming priority network

» Shakopee has several tools at their disposal to reduce travel speeds. These include:
  » Trees, medians/boulevards, curb extensions (aka bump-outs), reduced roadway widths (e.G. Lane widths, number of lanes, curb reaction), on-street parking, site design, street furniture, and public art









# INFRASTRUCTURE

Often placed underground or tucked away, infrastructure and utilities are critical to the success and livelihood of the community. Effective and efficient water, gas, electric, waste management and telecommunications systems are needed to preserve a high quality of life and support the local economy.

In Shakopee, infrastructure and utilities are provided by a number of service providers – public and private – yet all must be coordinated to maintain life in modern society. Strategic planning and coordination across multiple agencies is key to the success of the city's future, particularly as the economy evolves, the climate changes, the city grows and aging infrastructure needs repair and replacement.

# OVERVIEW

This section of the plan provides guidance for the maintenance, operations, growth, replacement and coordination of the infrastructure and utilities that serve the residents and businesses of Shakopee. Critical to the city's future success is providing services in a cost-considerate, effective and efficient manner.

This chapter covers three larger subjects:

» Water Resources
» Sewer System
» Utilities and Services

The considerations, issues and opportunities laid out in this section are interrelated to other components of the plan, including Land Use, Housing, Transportation, Natural Resources, Economic Competitiveness and Parks and Recreation.

## GOALS FOR INFRASTRUCTURE

1. Provide a high quality public water supply in a cost-effective, efficient and effective manner.
2. Dependably and affordably convey sanitary sewage into the regional treatment system.
3. Ensure that the public and private surface water management system is constructed to handle modern needs in a sustainable and cost-effective manner
4. Ensure private utilities are meeting the needs of the city while minimizing adverse impacts

# EXISTING CONDITIONS

## WASTE WATER

In conformance with the Metropolitan Council Environmental Services (MCES) Thrive 2040 regional plan, the Sanitary Sewer Master Plan for the City of Shakopee has been updated in accordance with MCES guidelines, the full document can be found in the appendix of this Plan.. The document serves both as an inventory of the existing sanitary sewer system and as a guide to extending future sanitary sewer improvements into developing areas of the community.

The city owns and operates the sanitary sewer collection system, which consists of main trunk sewer lines and smaller local lines. Collected wastewater is conveyed to the Metropolitan Council's Blue Lake Treatment Plant, located in Shakopee, along Hwy 101, where it is treated and discharged.

The existing sewer system consists of 39 miles of trunk gravity sewer (pipes 10 inches or larger in diameter), 99 miles of lateral gravity sewer, three lift stations (two active), and three miles of force main (pressurized) sewer. In areas of the City that do not have municipal sewer, there are 714 individual septic systems according to Scott County records. Scott County is responsible for the oversight and administration of individual septic systems in the city.

MCES has 10 miles of interceptor sewers in Shakopee, ranging in size from 36 inches to 72 inches. In addition to serving Shakopee, the interceptor sewers also serve the cities of Chaska and Prior Lake. The interceptors convey wastewater to the Blue Lake Wastewater Treatment Plant (WWTP), located in Shakopee. In addition, there is one privately operated wastewater treatment facility operated by Rahr Malting which discharges treated effluent from its industrial process to the Minnestoa River.

The City has one existing connection to another community's sewer collection system. This connection is found in the Whisper Oaks neighborhood in the southeast corner of the city and connected to the City of Savage's system. This use began in 2003 when a joint powers agreement was executed betweent the two communities. In 2018 this agreement was dissolved with Shakopee's completion of an extension of gravity sewer to the Whispering Oaks neighborhood.

An analysis of the existing trunk sewer system, which includes gravity sewers 10 inches in diameter and larger and the lift station and forcemain inherited from MCES, indicates the system has adequate capacity to safely and efficiently convey existing wastewater flows to the MCES interceptors with a few isolated exceptions. These expections are small spots of pipes between manholes where pipe slopes are less than minimum design standards. For these locations, it is recomended that more frequent monitoring and cleaning of the affected sewer take place. For sanitary sewer purposes; Shakopee, Jackson Township and Lousiville Township have been seperated into sewer districts based on geographic location, which will be found on the following page in Figure 3.53. Below, find a discription of each district.

WLJ - West Lousiville Jackson

SWL - South West Louisville

WJ - West Jackson

NWS - North West Jackson

WS - West Shakopee

NS - North Shakopee

NCS - North Central Shakopee

NES - North East Shakopee

ES - East Shakopee

SES - South East Shakopee

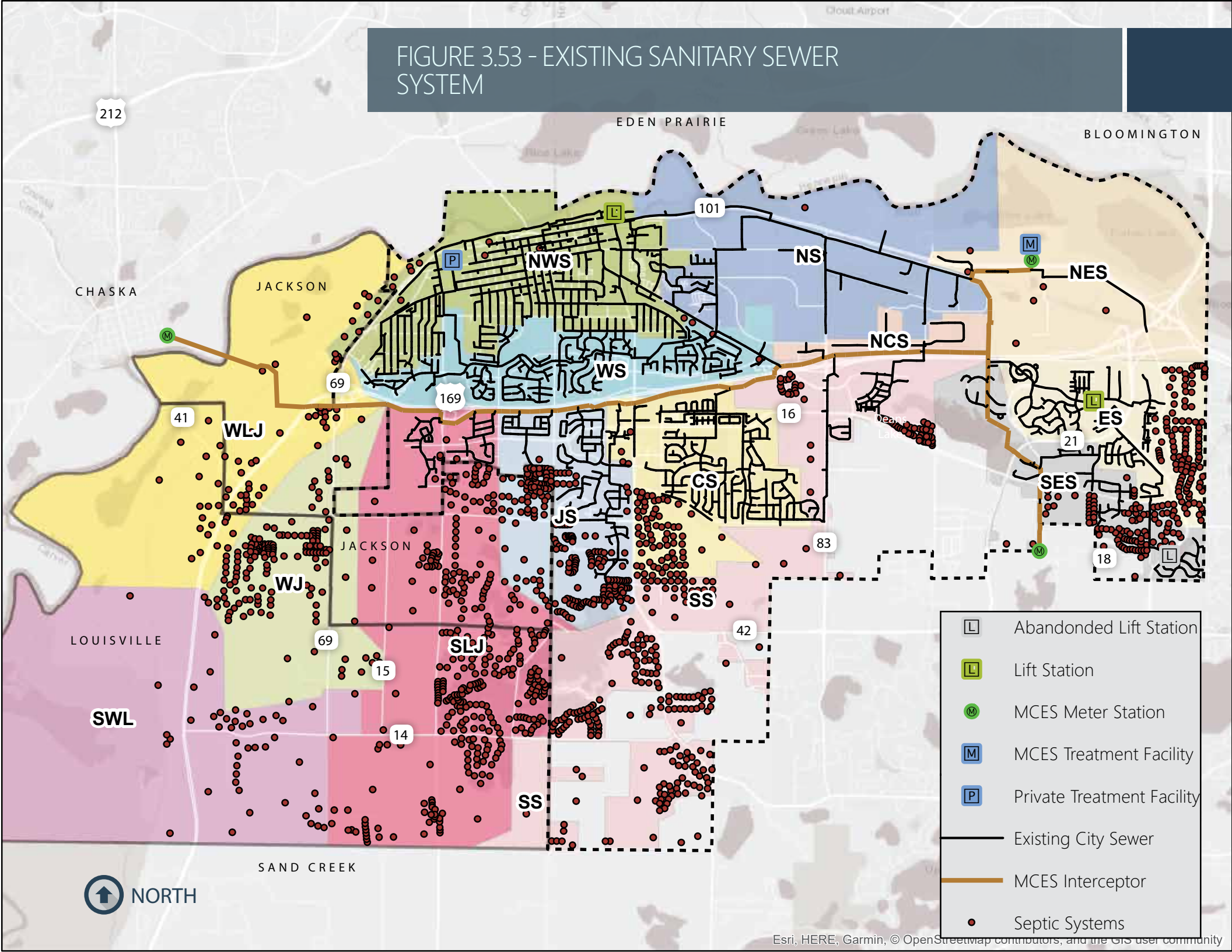
SS - South Shakopee

CS - Central Shakopee

JS - Jackson Shakopee

SLJ - South Louisville Jackson

# FIGURE 3.53 - EXISTING SANITARY SEWER SYSTEM



# EXISTING CONDITIONS

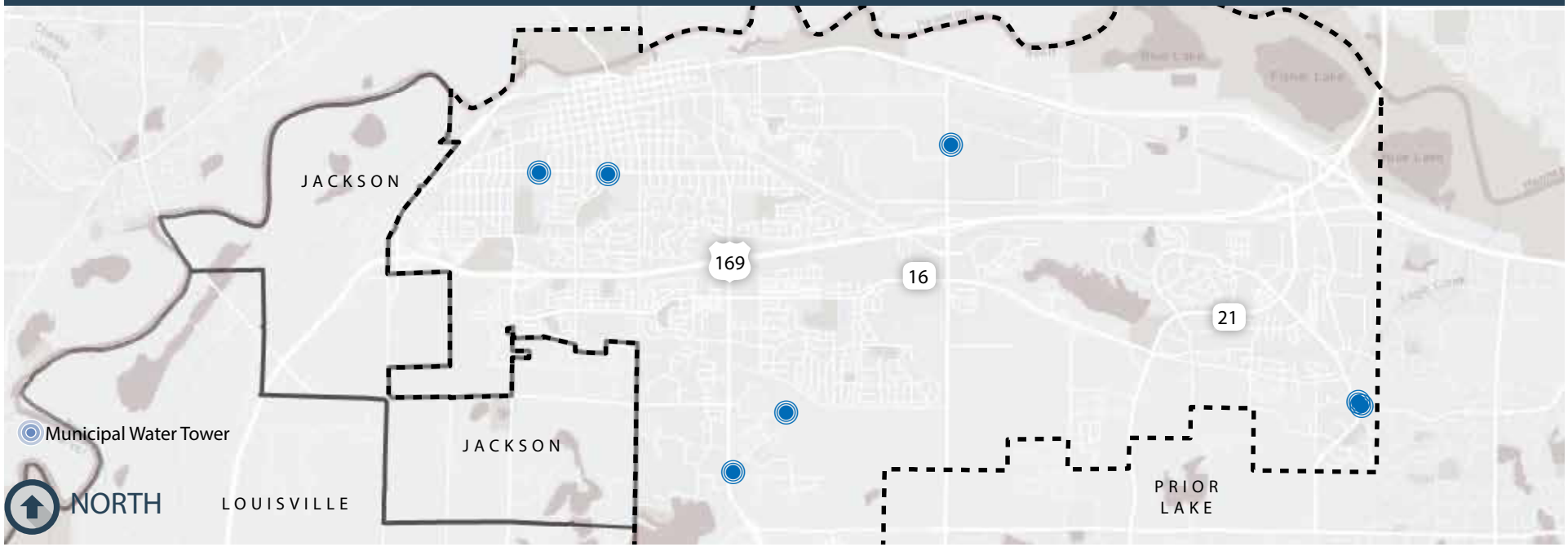
## DRINKING WATER

Water services are municipally owned and independently operated by Shakopee Public Utilities (SPU). They are responsible for the maintenance and repair of 202.3 miles of water main, 2,029 hydrants and 3,022 valves. In 2017, SPU pumped 1,763,124,000 gallons of water, an average of 4,830,477 gallons per day. SPU serves 10,333 residential accounts, 882 commercial accounts, and 84 industrial accounts. The Shakopee Public Utilities Commission hires its own employees, sets its own budget, adopts rules and regulations and fixes rates for water service. SPU has created their own Comprehensive Water Supply Plan as part of the comprehensive plan process which can be found in the appendix of this Plan.

## INFILTRATION & INFLOW

Historically, infiltration and inflow (I/I) has not been a significant issue for the City. The City was not placed on the MCES List of Communities with Observed Excess I/I and has not been assessed any penalties for I/I exceedance events. Average daily flows have been on a downward trend since 2011 and observed peak flows in the last 10 years have been well below the I/I goal established for the city by the MCES. The average peak flow over the previous 10-year period is 4.99 Million Gallons per Day (MGD) with the highest being in 2014 at 7.04, MCES has set the peak goal at 10.57. Additionally, since 2008, the City has been proactively taking steps to mitigate the impacts of I/I. A detailed discussion and analysis of I/I flows, impacts and mitigation plans and techniques can be found in the appendix of this Plan within the Sanitary Sewer Master Plan.

**FIGURE 3.54 - WATER AND SEWER FACILITIES**



## SURFACE WATER

Surface water is water that collects on the surface of the ground which carries surface, street and snow melt runoff from land generally to bodies of open water. Surface water storm sewers are completely separate from those that carry wastewater (sanitary sewers) and municipal water (tap water). Surface water drainage system are designed to protect residents from flooding and remove pollutants from stormwater runoff. The City's surface water drainage system uses catch basins, storm sewers, streams, ponds, wetlands, lakes, lift stations and ditches to manage all forms of runoff.

Stormwater generated from areas within the city is generally directed from the south to the north ultimately into the Minnesota River. The city is divided into seven major watersheds with an additional watershed within a portion of Jackson and Louisville Townships. There are seven major bodies of water which convey and store water within Shakopee; of those seven, three are listed as impaired by the Minnesota Pollution Control Agency. Additionally, there are over 200 wetlands of various sizes and types located within the city. Detailed discussion and information on these issues can be found in the appendix of this Plan in the Local Surface Water Management Plan (LSWMP).

The city updated its LSWMP in 2019. The plan describes, in more detail, the components of the city's surface and stormwater system and defines nine goals to protect the city's surface water. In addition, the LSWMP outlines an implementation plan to help achieve these goals. These are outlined in short in the column to the right.

## LOCAL SURFACE WATER MANAGEMENT PLAN

Goals:

1. Limit public capital expenditures that are necessary to control excessive volumes and rates of runoff
2. Maintain or improve the quality of water in lakes, streams or rivers within or immediatly downstream of Shakopee
3. Protect and enhance recreational facilities and fished wildlife habitat
4. Educate and inform the public on pertinent water resources management issues and increase public participation in water management activites
5. Prevent erosion and sedimentation to the most reasonable extent
6. Protect the quality and supply of groundwater resources
7. Protect wetlands in conformance with all state and federal requirements
8. Continue to implement an annual inspection and maintenance program as required by the City's NPDES permit
9. Use available funding mechinisms to construct and maintain a sustainable stormwater management system

Implementation:

- The Storm Water Master Plan outlines capital improvment projects which are intended to remedy issues identified as current problems focused on water quality and flood protection
- Operation and maintenance activities related to the NPDES MS4 permit compliance, operation and general maintenance of the City's drainage system
- City ordinances and policies to improve the quality of surface waters, improve surface discharge and achieve sustainable site development practices should be updated to remain current with watershed district rules and NPDES permit requirements
- Continue to monitor and study surface water resources with projects to collect water resources data such as water quality monitoring projects and other projects to evaluate cost benefits for various storm water treatments or planning opportunities




## PHYSICAL ENVIRONMENT AND LAND USE

Existing and projected land use for the community are fully described in the Land Use section of the comprehensive plan. Land use designations in short are as follows; residential, commercial, industrial, mixed use, utilities, parks and open space.

## WATERSHED DISTRICTS

The city includes portions of three watershed management districts and organizations; the Lower Minnesota River Watershed District, the Prior Lake-Spring Lake Watershed District, and the Scott Watershed Management Organization. These entities each have their own water management plans which the City's LSWMP must not conflict with.

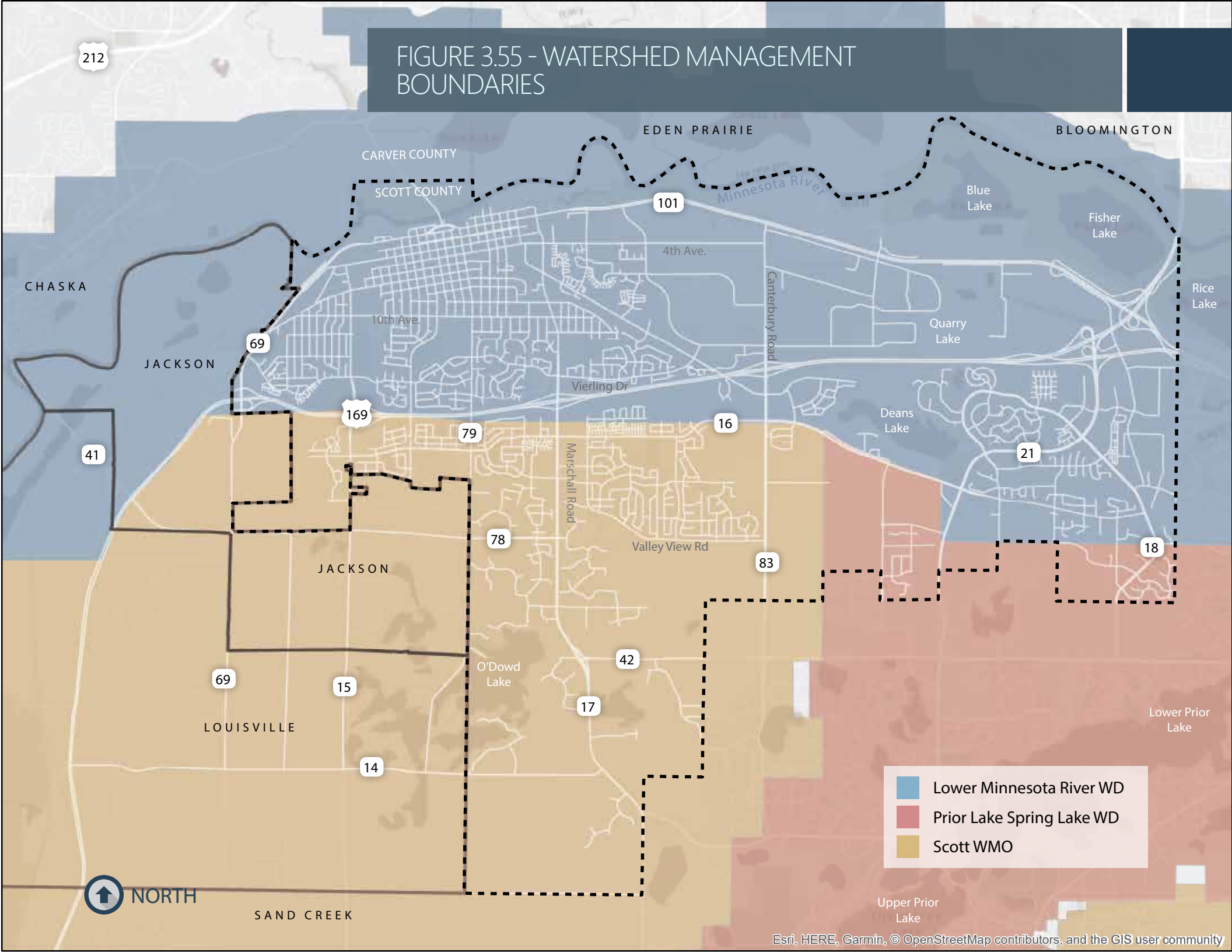
Shakopee's LSWMP complies with the requirements of the individual management plans. Each organization has approved of the plan as it conforms to thier plans and follows thier requirements. Any significant changes to the LSWMP must be approved by the affected watershed management organization and proposed amendments must be made known to the city administrator, city engineer, and planning and development director, as well as the Metropolitan Council. A public hearing is required as part of the LSWMP amendment process. Section 8 of this Plan describes the amendment process in detail.

## WATER RESOURCE RELATED MANAGEMENT AGREEMENTS

The city has entered into a number of water resources related agreements that govern in part how the city must manage its water resources. These agreements include joint powers agreements between the city and watershed management organizations having jurisdiction within its boundaries, agreements between the city and adjoining communities or agreements it may have with other governmental units or private parties. Below is a list of water resource related agreements. A copy of these agreements can be found in appendix within the LSWMP..

- Memorandum of Agreement for Prior Lake Outlet Channel
- Joint Powers Agreement between the City of Shakopee and the City of Savage relating to stormwater management planning within Eagle Creek Watershed
- Memorandum of Understadning between Scott WMO and the City of Shakopee for local water planning and regulation
- Memorandum of Understanding between Lower Minnesota River Watershed District and the City of Shakopee to enforce district policies through permitting
- Joint Powers Agreement for the Swamp Lake wetland mitigation.

# FIGURE 3.55 - WATERSHED MANAGEMENT BOUNDARIES



## GROUNDWATER

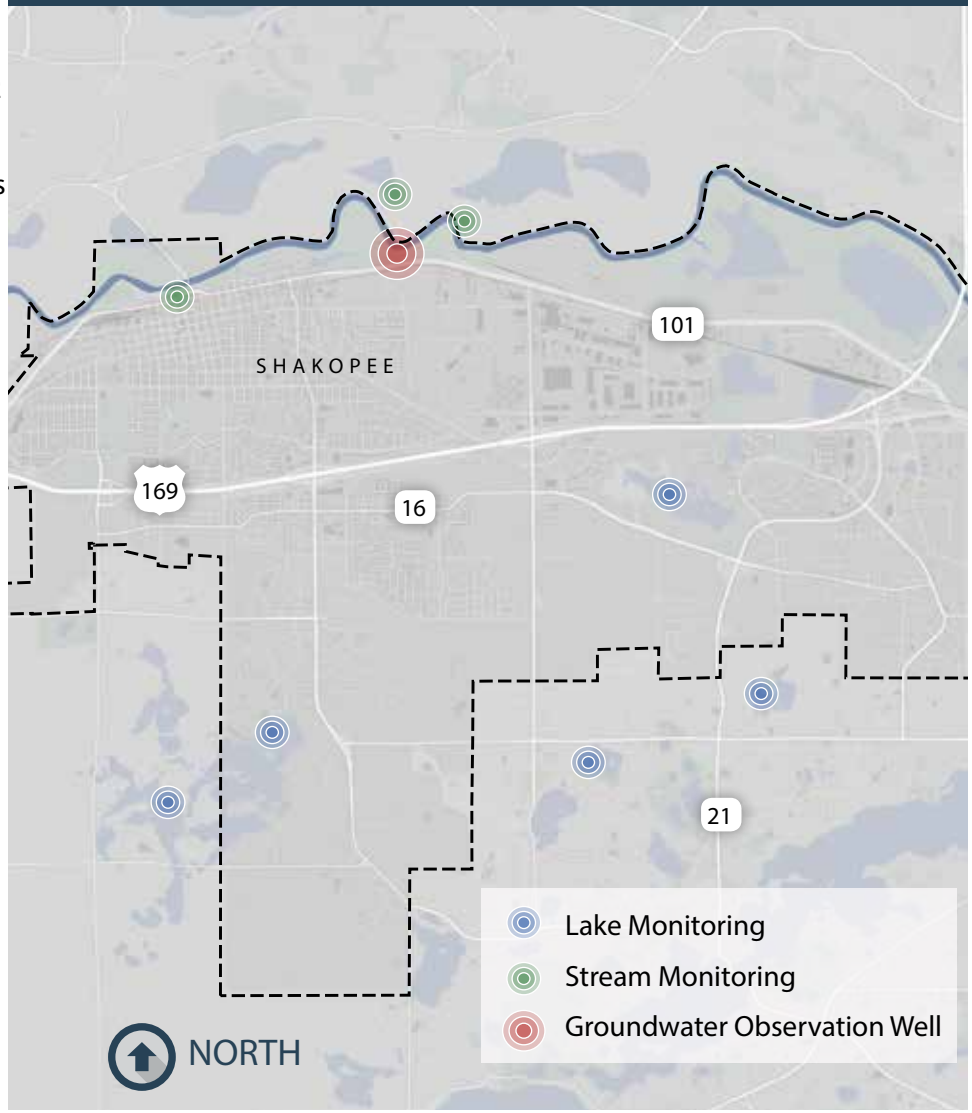
A precious resource, groundwater is stored in underground, natural aquifers. These aquifers can be accessed via public utilities as well as private well systems. The Scott County Geologic Atlas completed in 1982 contains information on aquifers, depth to groundwater table, and areas sensitive to groundwater pollution. The Scott County Comprehensive Groundwater Plan contains groundwater information, issues and policies for Scott County. Additionally, Shakopee Public Utilties Commission (SPUC) enforces a Wellhead Protection Plan to maintain drinking water resources and keep out possible pollutants. These documents should be referenced for more information of area ground water information and initiatives which are taking place in Shakopee.

## WATER QUALITY MONITORING SYSTEMS

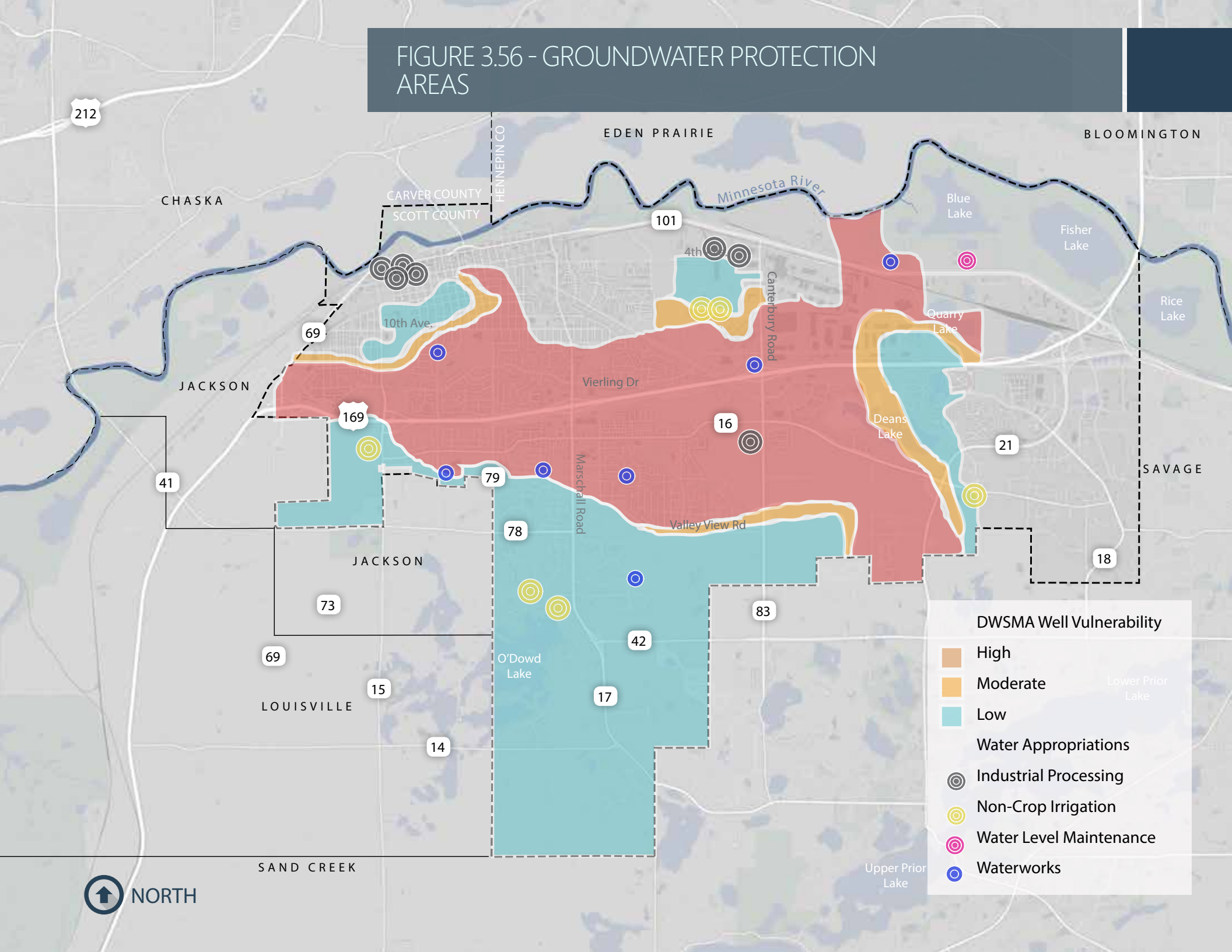
Public water supplies are regulated by Minnesota Department of Health (MDH). MDH has administered provisions of the federal Safe Drinking Water Act (SDWA), the SDWA requires municipalities to provide clean, safe drinking water that meets federal standards for a list of pollutants. This requires periodic testing of drinking water and requires corrective actions be taken when contaminants are found in unsafe levels. To ensure water quality a system of monitoring stations are located in and along local lakes and streams and rivers.

Information from the water quality monitoring systems was adapted from the Scott County Groundwater Report, 2016.

**FIGURE 3.55 - WATER QUALITY MONITORING**



# FIGURE 3.56 - GROUNDWATER PROTECTION AREAS



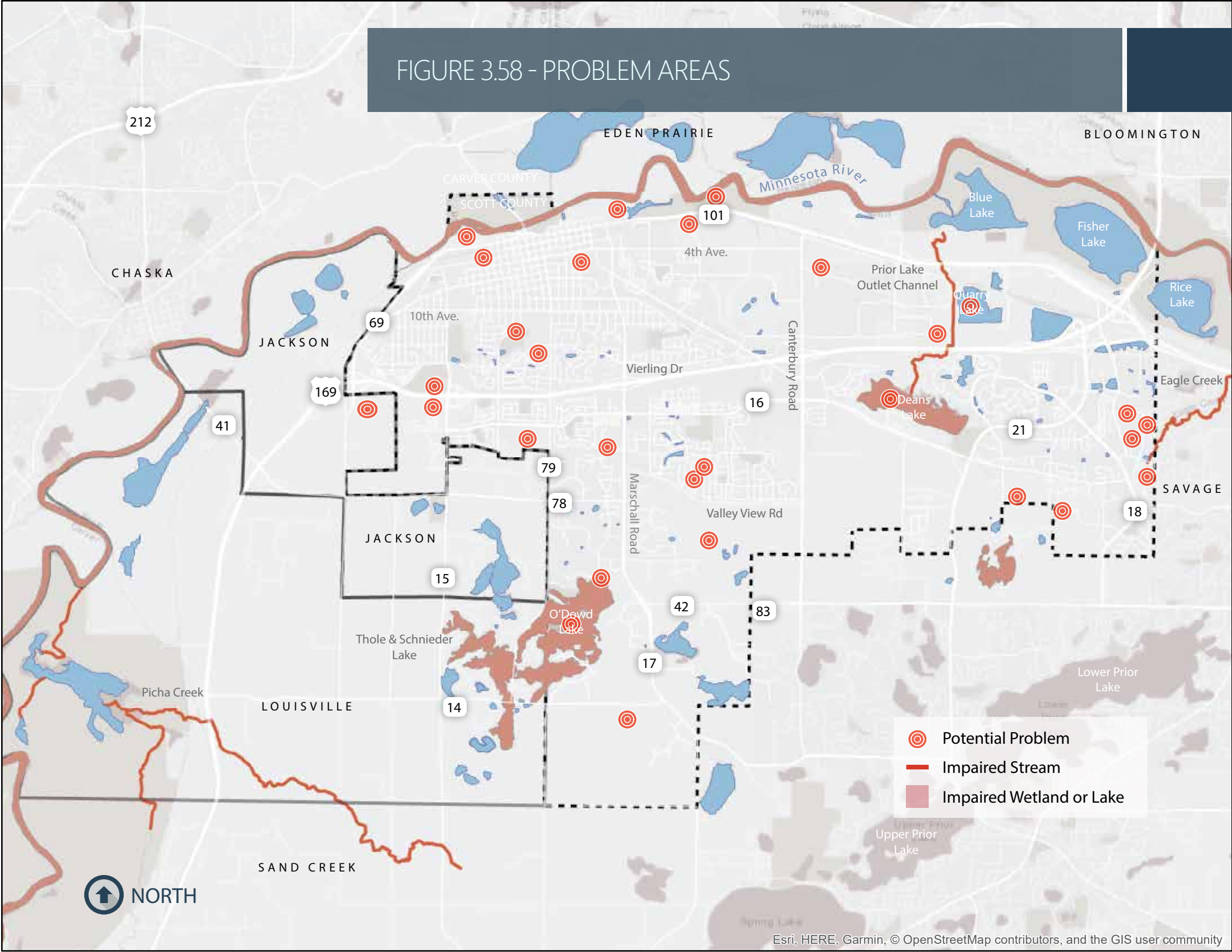
## IMPAIRED WATER

Impaired Waters: The Minnesota Pollution Control Agency is required to publish a list of impaired waters, which are lakes and streams in the state that are not meeting federal water quality standards. For each body of water on the list, the MPCA is required to conduct a study to determine the allowable Total Maximum Daily Load (TMDL) for each pollutant that exceeds the standards. Impaired waters in Shakopee, or those receiving discharge from Shakopee include the following:

**FIGURE 3.57 - IMPAIRED WATER BODIES**

| Impaired Water | Affected Use | Pollutant | Year Added | Completion |
|---|---|---|---|---|
| O'Dowd Lake (70-0095-00) | Aquatic Consumption, Aquatic Life | Mercury in Fish Tissue, Fishes Bioassessments | 1998, 2018 | 2008, Not Complete |
| Unnamed Creek, Prior Lake Outlet Channel (07020012-728) | Aquatic Life | Aquatic Macroinvertebrate Bioassessments, Fishes Bioassessments | 2018 | Not Complete |
| Pike Lake (70-0076-00) | Aquatic Recreation | Excess Nutrients | 2002 | Not Complete |
| Eagle Creek (07020012-519) | Aquatic Recreation | Fecal Coliform | 2018 | Not Complete |
| Minnesota River (07020012-505 | Aquatic Consumption, Aquatic Recreation | Mercury, PCBs, Turbidity, Dissolved Oxygen (DO) | 2004 | TMDL approved for mercury and DO, 2018 for turbidity & TSS |
| Minnesota River (07020012-506 | Aquatic Consumption, Aquatic Life | Mercury in Fish Tissue and Water Column, PCBs, Turbidity, Nutrient/ eutrophication biological indicators | 1998, 1998, 1998, 2016 | 2008 TMDL approved for Mercury, 2018 for Turbidity & TSS |
| Thole Lake (70-0120-02) | Aquatic Consumption | Mercury in Fish Tissue, Excess Nutrients | 2002, 2008 | 2008 TMDL approved for Mercury, Not Complete |
| Schneider Lake (70-0120-02) | Aquatic Consumption | Mercury in Fish Tissue | 2008 | 2008 TMDL approved fo Mercury |
| Picha Creek (07020012-579) | Aquatic Life | Aquatic Macroinvertebrate Bioassessments, Fishes Bioassessments | 2004, 2018 | Not Complete |

# FIGURE 3.58 - PROBLEM AREAS



# OTHER UTILITIES

## PRIVATE UTILITIES

Service related to electric, natural gas, telecommunications and solid waste and recycling are provided by private or independently operated companies. These services are developed by private companies under various authorities granted by state and local authorities. While the city does not directly control these utilities, they are a critical component to livability and quality of life in Shakopee.

## ELECTRIC

Electric services within the city are municipally owned and independently operated by Shakopee Public Utilities. The Shakopee Public Utilities Commission hires its own employees, sets its own budget, adopts rules and regulations and fixes rates for electric service. A portion of industrial land along County Highway 101 in Shakopee receives electric service from Xcel Energy.

## NATURAL GAS

CenterPoint Energy provides natural gas service to Shakopee's residential and commercial buildings.

## TELECOMMUNICATIONS

The city has franchise agreements with two cable television providers, Comcast and CenturyLink. Additional television, Internet and cable providers are available throughout the city.

## SOLID WASTE AND RECYCLING

The city contracts with Republic Services to provide residential garbage, yard waste and recycling services. Commercial business, however, may contract with any city-licensed waste hauler.

# ISSUES & OPPORTUNITIES

Addressing inflow, infiltration, and blockage is a continual challenge. Inflow refers to clear water entering the sanitary sewer system from a single point such as a sump pump, foundation drain, or sewer access covers. Infiltration is the seepage of groundwater into sewer pipes through cracks or joints. Blockage occurs when pipes are clogged or obstructed by solids or tree roots. Unlike sewage wastewater, water from inflow and infiltration is clean and does not require treatment. Minimizing the volume of inflow and infiltration preserves pipe capacity for sewage conveyance, reducing treatment costs and potentially guards against premature infrastructure improvements. Blockage must clearly be avoided for the system to work effectively. The city makes an extra effort to upgrade manholes and mains to address inflow and infiltration in its annual street construction projects.

## ISSUES

- Growing frequency and size of major rain events, drought, extreme heat, ice storms and snow events
- Flooding and erosion
- Aging infrastructure
- Ongoing operations and maintenance expense
- Growth and demand for services

## OPPORTUNITIES

- Completion of projects with mutual benefits to water quality, water quantity, natural resources, recreation, beautification and health
- New technologies and innovations
- Improve aesthetics, recreation and natural habitats

# METROPOLITAN URBAN SERVICE AREAS

## METROPOLITAN URBAN SERVICE AREA

Local comprehensive plans for communities with regional wastewater service must identify the timing and staging of lands available for urban development through the planning horizon in 10 year stages. In many cases, communities also identify areas planned for longer-term urbanization, described as urban reserve areas or long-term service areas. These areas planned for new development are expected to ultimately achieve a minimum net residential density of three dwelling units per acre when wastewater services become available.

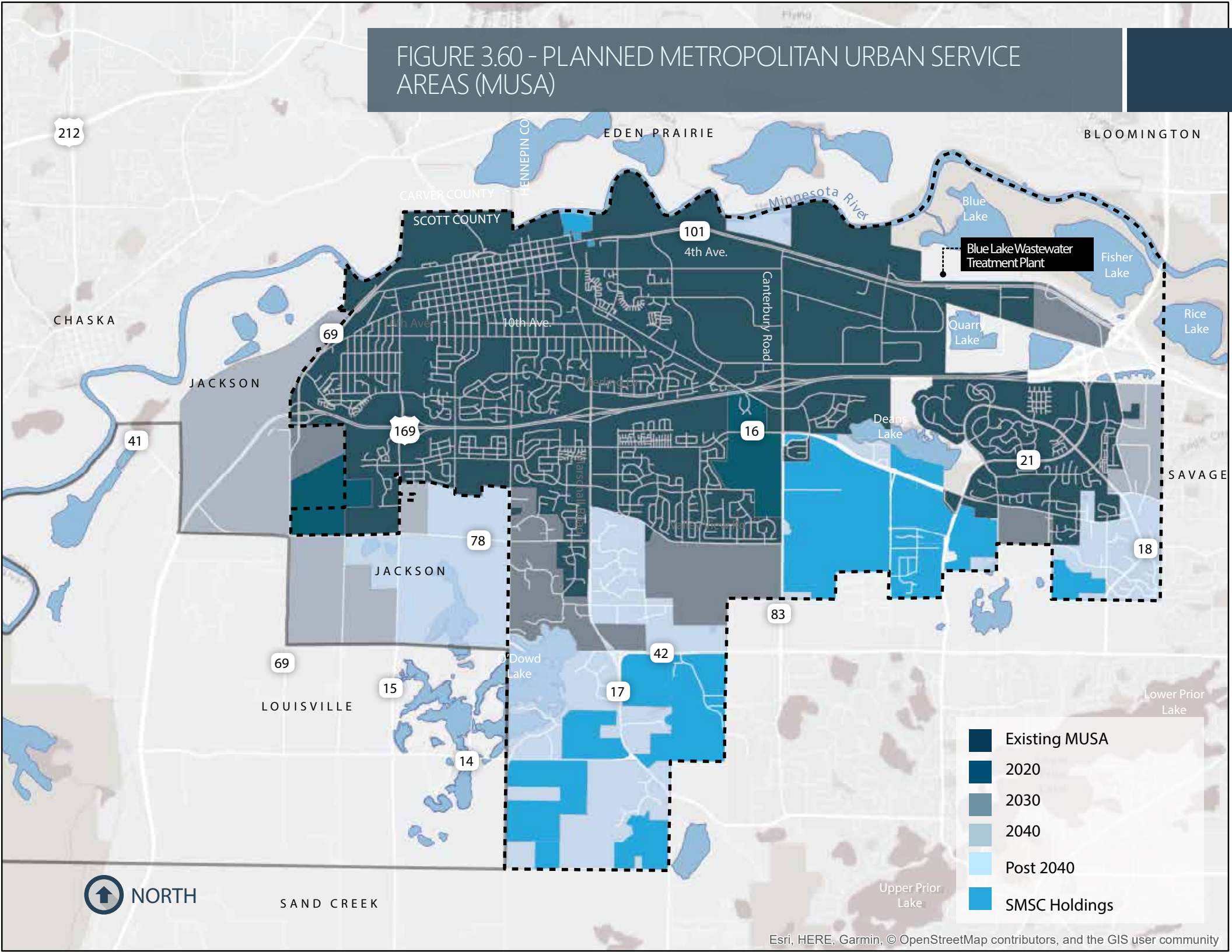
To ensure an adequate supply of urban land to accommodate future regional growth the Council continues to monitor the region's land supply. Monitoring includes tracking the designation of guided land uses, enforcement of minimum urban density standards in sewered areas, and planning for additional area in which the Council will ensure that regional services are provided (i.e. MUSA) in the next decennial round of comprehensive plans that extends the planning horizon an additional decade  In addition, the Council continues to run the Plat Monitoring Program, which tracks and reports annually on density trends of residential development in all Suburban Edge and Emerging Suburban Edge (formerly "Developing") communities.

**FIGURE 3.59 - MUSA PROJECTIONS (SEWERED AND UNSEWERED)**

| Forecast Year | Population | | Households | | Employment |
|---|---|---|---|---|---|
| | Sewered | Unsewered | Sewered | Unsewered | |
| 2010 | 34,646 | 2,300 | 11,942 | 780 | 18,331 |
| 2020 | 45,500 | 2,300 | 15,530 | 770 | 25,700 |
| 2030 | 53,650 | 2,250 | 18,650 | 750 | 29,100 |
| 2040 | 60,500 | 2,100 | 21,400 | 700 | 32,800 |

Information was adapted from the Met Council Urban Service Area Implementation Guidelines, April 2017

# FIGURE 3.60 - PLANNED METROPOLITAN URBAN SERVICE AREAS (MUSA)



# INFRASTRUCTURE

## GOALS & STRATEGIES

# 1

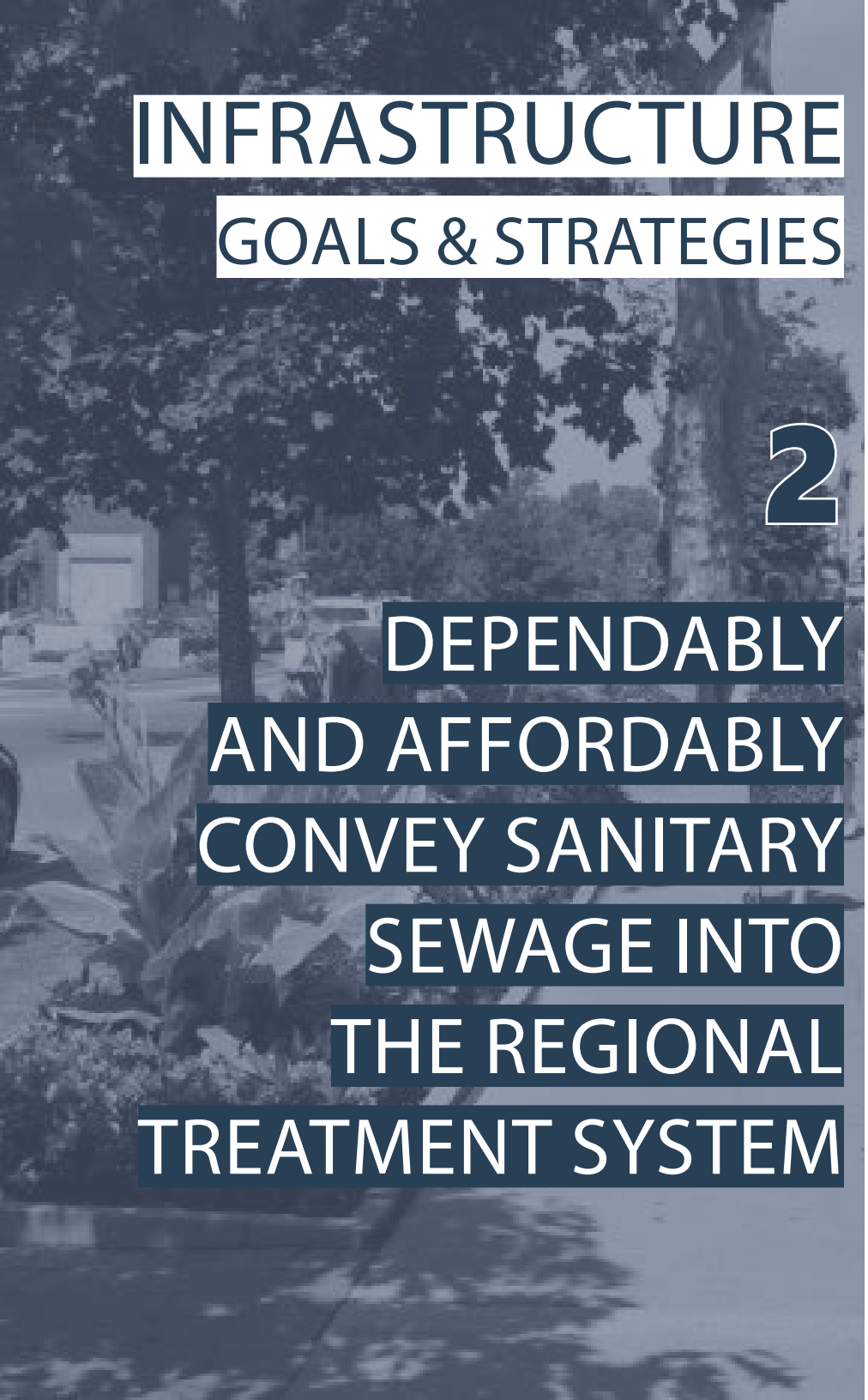
# PROVIDE A HIGH QUALITY PUBLIC WATER SUPPLY IN A COST-EFFECTIVE, EFFICIENT AND EFFECTIVE MANNER

### 1A Protect the quality and quantity of groundwater

» Continue to implement programs and policies to encourage or compel the reduction of excess water consumption

» Restore wetlands to promote groundwater recharge

» Continue to work with Shakopee Public Utilities Commission in ensuring the highest quality and most cost effective water supply for Shakopee today and tomorrow.



# INFRASTRUCTURE

## GOALS & STRATEGIES

# 2

# DEPENDABLY AND AFFORDABLY CONVEY SANITARY SEWAGE INTO THE REGIONAL TREATMENT SYSTEM

### 2A Maintain an effective and efficient sanitary sewer collection system.

» Continue the phased sewer infrastructure replacement, rehabilitation and maintenance program

» Continue proactive efforts to reduce and eliminate inflow and infiltration.

» Continue to implement and encourage proactive water conservation efforts.

### 2B Work with the Metropolitan Council Environmental Services (MCES) to ensure coordinated local and regional sanitary sewage conveyance and treatment.

» Continue to periodically review and evaluate sewer collection network capacity and treatment capacity in conjunction with MCES to ensure long-term viability of the system.

» Continue to encourage proactive regional planning and assessments of the long-term treatment facility needs.

» Continue to work with the Metropolitan Council on the coordination of regional interceptor sewer lines.

# INFRASTRUCTURE

## GOALS & STRATEGIES

# 3

# ENSURE THE SURFACE AND GROUND WATER MANAGEMENT SYSTEM PROTECTS CITY AND NATURAL RESOURCES COST EFFECTIVELY

### 3A Continue to protect and improve the quality of the surface water system within and downstream of the City

» Maintain or improve the quality of water in lakes, streams and rivers within or immediatly downstream of Shakopee with proactive stormwater and runoff policies and practices

» Protect and enhance recreational facilities and fished wildlife haitat throughout Shakopee

» Protect wetlands in conformance with all state and federal requirements

» Address flooding and large rainwater events proactively

### 3B Continue to protect and improve the quality of the City's drinking water

» Educate and inform the public on pertinent water resource managment issues and increase public participation in water management activities

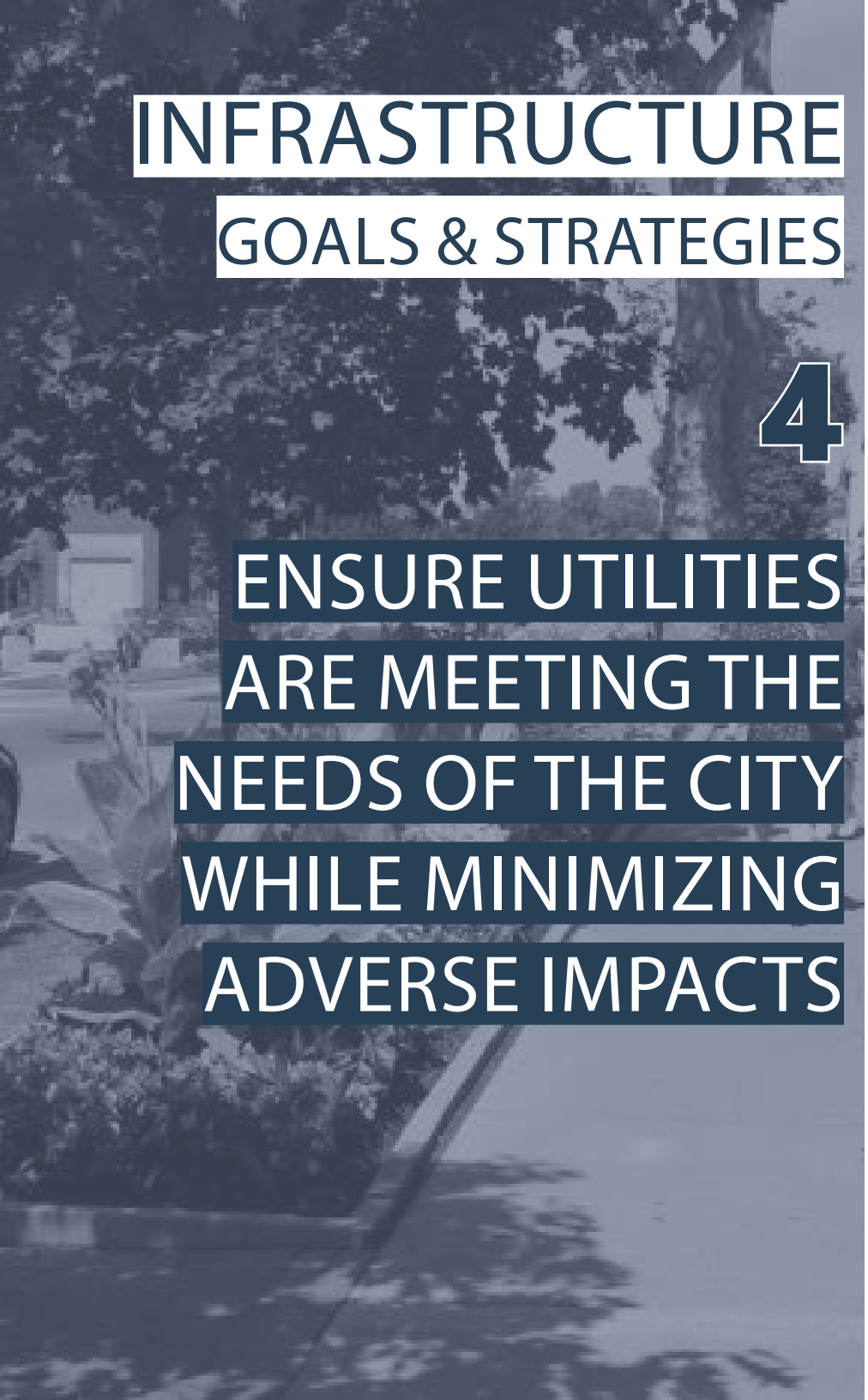
» Conitnue to protect the quality and supply of groundwater resources through conservation programs and limiting I/I as possible

### 3C Continue to protect water resources in a cost effective and effiecient manner

» Limit public expenditures that are necessary to control volumes and rates of runoff

» Continue to implement an annual inspection and maintenance program as required by the City's NPDES permit

» Use available funding mechanisms to construct and maintain a sustainable stormwater management system



# INFRASTRUCTURE GOALS & STRATEGIES

# 4

# ENSURE UTILITIES ARE MEETING THE NEEDS OF THE CITY WHILE MINIMIZING ADVERSE IMPACTS

## 4A Work with private utility organizations and Shakopee Public Utilities in addressing future needs and mitigating negative impacts

» Require new or expanded utility service structures to be substantially screened or landscaped

» Minimize the impact of private infrastructure on development and redevelopment by working with landowners and utility providers to relocate and expand services where appropriate

» Encourage opportunities to improve the aesthetics of existing and new utility service structures

» Limit public expenditures that are necessary to control excessive volumes and rates of runoff from private development



SECTION IV

# THE NATURAL ENVIRONMENT

# INTRODUCTION

The natural environment includes the land, water, flora and fauna that underpin all life in Shakopee. These natural resources provide the both the backdrop and the opportunity spaces for parks and recreation. Preserving Shakopee's natural resources are prerequisites to a healthy, sustainable community. Providing access to them with parks and trails is a major contributor to the high quality of life in the city.

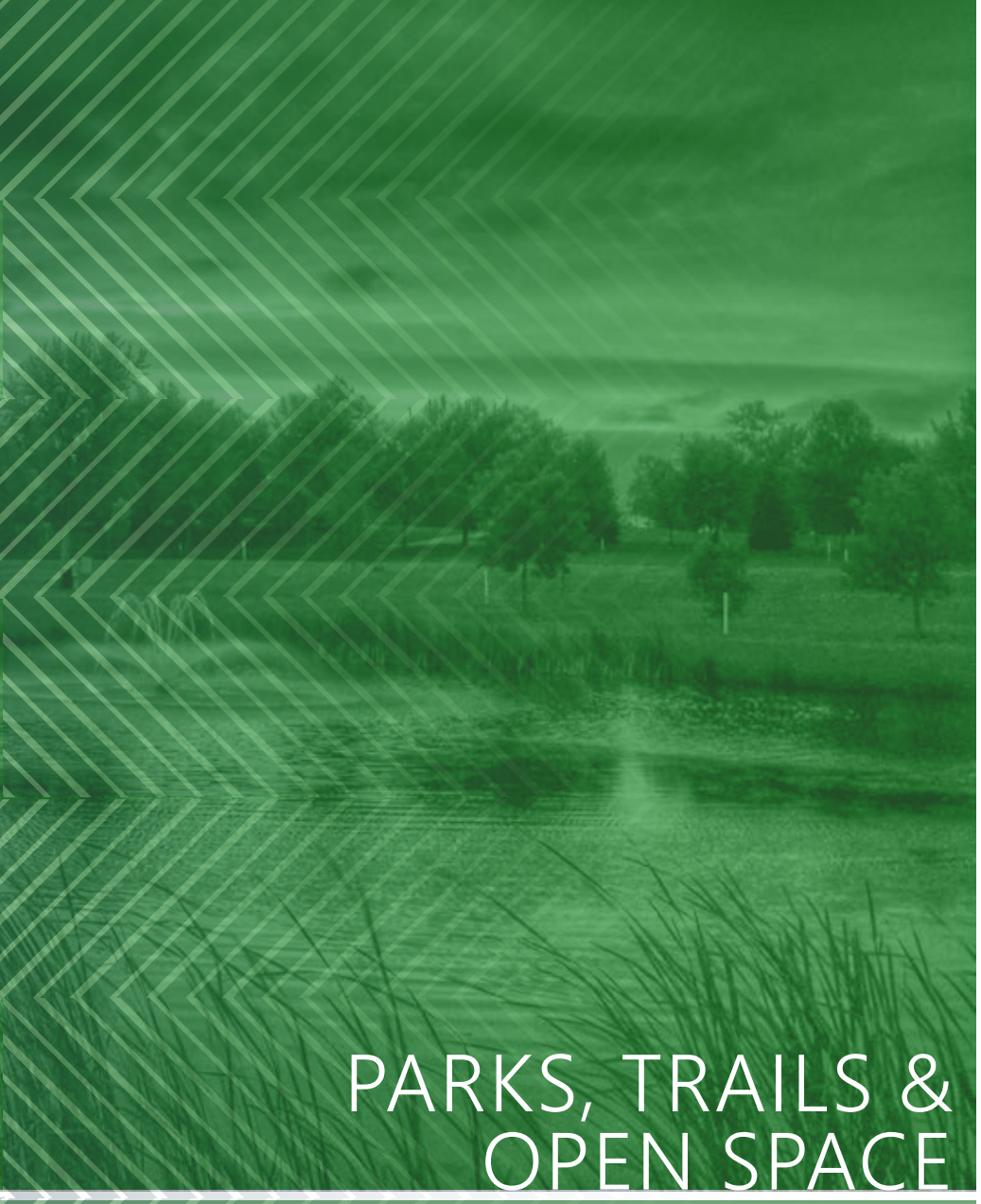
As Shakopee grows, the already-pressing issues of conversation of sensitive areas will only become more important. Decisions made today will impact the ability of natural resources to thrive as well as the ability of humans to enjoy the natural world.

This section details the existing conditions, issues and opportunities, and goals and strategies that will enable Shakopee to manage its natural and water resources in ways that are beneficial for both humans and nature. The goals and strategies respond to the community priorities for parks, recreation and trails including maintenance and improvements, connections and wayfinding signage. Also, the river was identified as one of the city's biggest underutilized assets. People want access to it, and strategies tailored to this goal are defined.

This section contains actions steps to reconnect our city to our river, parks and other community open spaces with emphasis on access, trail connections, recreation, programming, natural beauty and ecological sensitivity, divided into three elements:

- Parks, Trails & Open Space
- Natural Resources
- Resilience

Envision Shakopee advances our city's resilience and improves our quality of life with measures to protect our environment while also celebrating our natural features by creating experiences for residents and visitors to enjoy. The Plan contains action steps to reconnect our city to our river, parks and other community open spaces with emphasis on access, trail connections, recreation, programming, natural beauty and ecological sensitivity.



# PARKS, TRAILS & OPEN SPACE

A robust parks, trails and open space system is essential to Shakopee's high quality of life. Parks and recreation improve community wellness, connect individuals to ecological value and stewardship, promote cultural understanding and foster economic viability.

More and more, individuals and businesses are making the decision of where to establish their home by considering the proximity and quality of amenities available to them. Park and trail amenities are a key factor in this decision-making trend, and a growing amount of research reports significant economic return for investments in parks and trails. The following goals, strategies and recommendations ensure Shakopee is positioned to benefit from this trend and that parks, trails and open space continue to be an essential component of the high quality of life in Shakopee.

# OVERVIEW

This element of the plan provides an overview of Shakopee's parks system including facilities and amenities, trails system including local and regional routes and open space system including undeveloped and protected areas. The plan responds to the community priority that emerged through the Envision Shakopee community engagement process that found Shakopee residents, employees and visitors desire additional park and trail connections across the city. The plan also supports the mission of the Shakopee Parks & Recreation department to provide, develop, protect and enhance excellent park and recreation services, open spaces and natural resources that contribute to a high-quality of life for residents. A variety of issues and opportunities related to parks, trails and open space are considered. These include:

- Opportunities to leverage the value of the Minnesota River and transform it from one of the city's biggest underutilized assets into a regional destination
- A community desire for additional improvements, connections and wayfinding signage along the trail system
- The need for accessibility and safety improvements
- Strategies for leveraging investments in parks to foster economic development
- Opportunities for collaboration across city departments to coordinate parks investments with land use, housing and economic development strategy

## GOALS FOR PARKS, TRAILS & OPEN SPACE

1. Activate parks and facilities
2. Provide passive parks and open space
3. Support and strengthen trail systems
4. Embrace the Riverfront
5. Enrich programming
6. Manage and govern as a community effort



# EXISTING CONDITIONS

## SHAKOPEE'S PARKS & OPEN SPACE SYSTEM

The Shakopee parks system contains 920 acres of parks and open space. This represents roughly 20 acres per 1,000 residents, an exemplary ratio—compared to the 9.6 acres per 1,000 residents, as recommended by the National Recreation and Park Association. These 920 acres are organized into thirteen community parks, eighteen neighborhood parks, two tot lot parks and one specialty facility. Currently, 45 percent of residents live within a 10-minute walk of a neighborhood park and 20 percent of residents live within a 10-minute walk of community park. Shakopee Parks include a wide variety of active, passive, developed and undeveloped park areas.

## PARK TYPES

In addition to Shakopee's parks, schools and community centers serve as park-like amenities for surrounding neighborhoods. Other opportunities for park space include Shakopee's existing tree cover and open spaces. See Issues & Opportunities, as well as Goals & Strategies, for more discussion on future opportunities for Shakopee's park system. The park types are defined as follows.

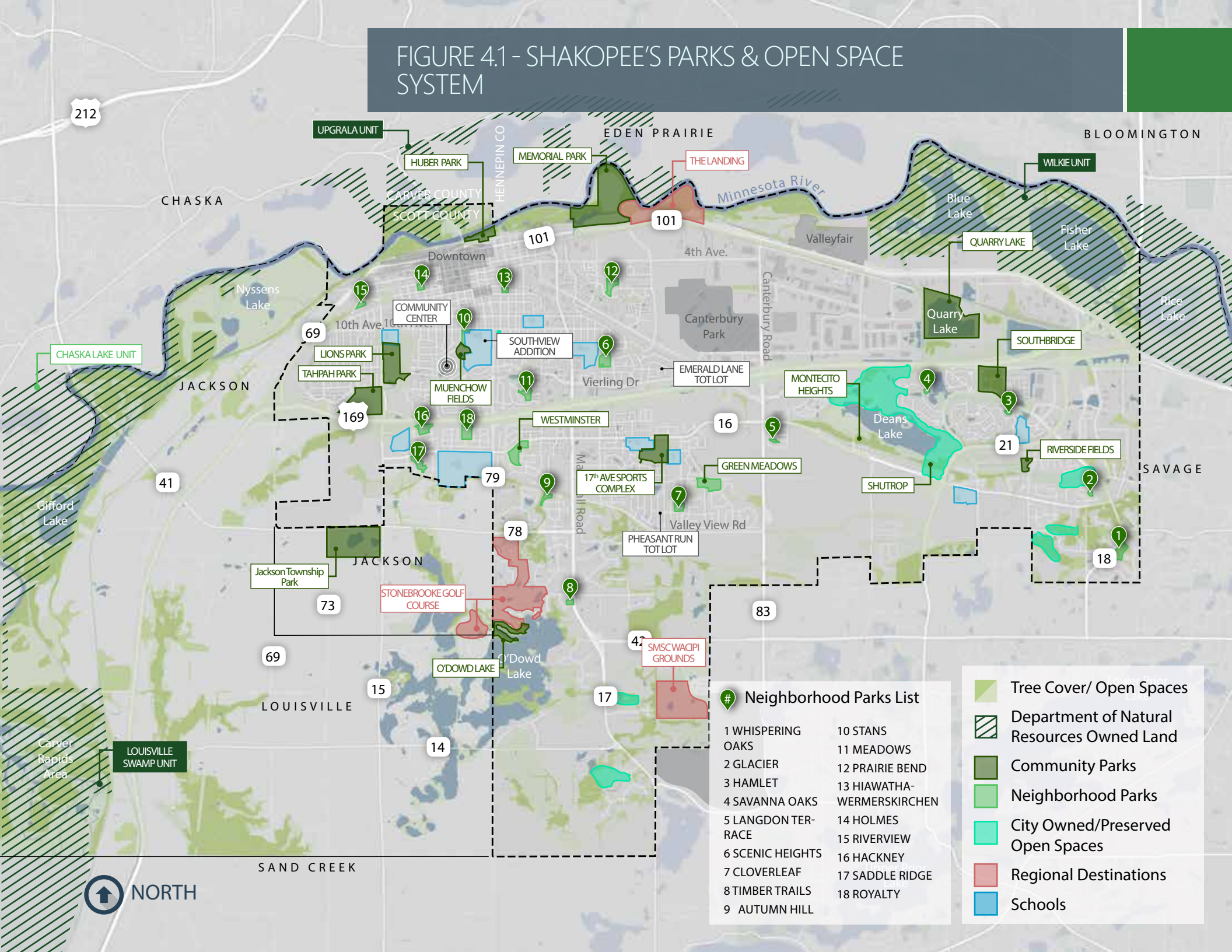
Community Parks
Shakopee's 13 Community Parks are larger, ranging from 5 to approximately 140 acres, contain more amenities and open space than Neighborhood Parks, and have both a local and regional draw. All developed Community Parks have off-street parking and trail systems. The majority contain natural/open space areas, picnic shelters, playground equipment and restroom facilities. Other amenities vary from park to park in a broad range including those listed below in the Neighborhood Parks description, as well and athletic fields. Some parks include specialty facilities, such as swimming and disc golf in Lions Park, the boat landing at O'Dowd Lake, dog park at Southbridge, and amphitheater at Huber Park. One Community Park, Shutrop, is undeveloped but marked for future improvements. Quarry Lake is currently undergoing improvements with phase one complete.

Neighborhood Parks
Shakopee's 18 Neighborhood Parks range from just under an acre to approximately 12 acres in size. Neighborhood Parks typically contain playground equipment to serve surrounding residential neighborhoods with children. The majority of neighborhood parks contain basketball courts, trails and informal playfields. Some contain gazebos, picnic shelters, grills and natural/open space. Other amenities include baseball diamonds, hockey, horseshoes, ice skating, volleyball courts and more.

Tot Lot Parks
Tot lots are small park spaces developed with playgrounds serving young children living in the immediate vicinity. Shakopee has two, Emerald Lane and Pheasant Run. These parks are on the smaller side, with one just under an acre and the other less than half an acre, and contain playground equipment designed for children ages 2 – 12.

Undeveloped / Natural Open Space Areas
Preservation of open space serves a variety of needs and functions. Open space preserves natural habitats, allows animal movement among a built environment, provides visual relief, connects people to nature and preserves significant natural resources. Open space areas may include trails, picnic areas or special use facilities such as fishing piers.

# FIGURE 4.1 - SHAKOPEE'S PARKS & OPEN SPACE SYSTEM



## OTHER RECREATION AMENITIES & DESTINATIONS

### Shakopee Community Center

In 2017, the city completed a significant upgrade and expansion of the Shakopee Community Center. The new, state-of-the-art facility offers fitness equipment, gyms, a walking track, pool, skating rinks, a senior center, fitness classes and meeting space. It is also home to the Shakopee Ice Arena, Enigma Teen Center and Shakopee Skate Park.

### Schools

Shakopee's school grounds and facilities also serve as park and recreation amenities to neighborhoods. The city partners with the Shakopee Public School District to allow for shared use by the public. While schools use the facilities during daytime weekday hours, sports associations and the public may use many of the facilities during evenings and weekends. Facilities include playgrounds, athletic fields and courts, paths and seating. A number of city parks are also co-located with schools, providing larger integrated open spaces and economies of scale for joint maintenance of some grounds between the city and school district.

### Regional Destinations

Shakopee holds a unique position in the region as an entertainment destination and is part of the RiverSouth "Land of Big Fun" partnership. The Valleyfair amusement park, Canterbury Park horse track and the nearby Mystic Lake Casino and Renaissance Festival collectively draw over 10 million visitors to Shakopee and Scott County annually.

Shakopee is also located along the Minnesota Valley State Recreation Area and Trail system, a regional greenspace and recreational linkage that also connects with the The Landing - Minnesota River Heritage Park and Huber Park, the city's premier downtown and riverfront gathering space.






## TRAILS

Shakopee's networked system of more than 70 miles of leisure and transportation trails provide paths for walking and bicycling across the city. The trail system provides users the opportunity to experience the natural landscape of the river valley, as well as connecting them to destinations throughout the city. Regional trail connections include the Minnesota Valley State Trail and the Scott West Regional Trail.

Minnesota Valley State Trail
Owned and operated by the Minnesota Department of Natural Resources, the multi-use Minnesota Valley State Trail parallels the Minnesota River from Belle Plaine to the Bloomington Ferry trailhead in Bloomington. It runs along the northern border of Shakopee, just north of Highway 101. The 11.5-mile section of trail from Chaska to Bloomington is paved and a popular biking route. Portions of the trail are part of the Minnesota Valley State Recreation Area. It is also a designated snowmobile trail.

A trail bridge across the Mill Pond channel at Memorial Park was closed due to safety concerns in 2015 and was removed in 2016. The city is working on location and funding options to replace this important crossing.

Scott West Regional Trail
The Scott West Regional Trail connects Cleary Lake Regional Park and Spring Lake Regional Park in Scott County. Approximately 13.25 miles of the trail are open, with another 4.8 miles in the planning stage. When fully complete, the trail also will connect to Murphy-Hanrehan Park Reserve, the Minnesota Valley State Trail and nearly to the Minnesota River Bluffs LRT Regional Trail.The only segment which will not feature dedicated bicycle infrastructure will be a short on road segment in Carver County. The City would like to see the investment made to complete the trail to the Minnesota River Bluffs LRT Regional Trail.

Dean Lake Trail
The Dean Lake Trail is a scenic trail that connects the Dean Lake area to the Southbridge area. The trail includes a loop that contains boardwalks over wetlands.





Quarry Lake Trail
Funded in part by a grant from the Shakopee Mdewakanton Sioux Community, this newly constructed trail connects Quarry Lake Park to Gateway Drive in the Valley Green Business Park. The trail provides access to the new 111-acre Quarry Lake Park, the first phase of which was completed in 2016.

Scenic Heights to Tahpah Park Drainage Way Trail
This 3-mile, paved trail runs through the heart of Shakopee, running east to west from Scenic Heights Park to Tahpah Park. The mostly sunny path runs through several parks and adjacent residential neighborhoods. It also provides access to the Shakopee Community Center.

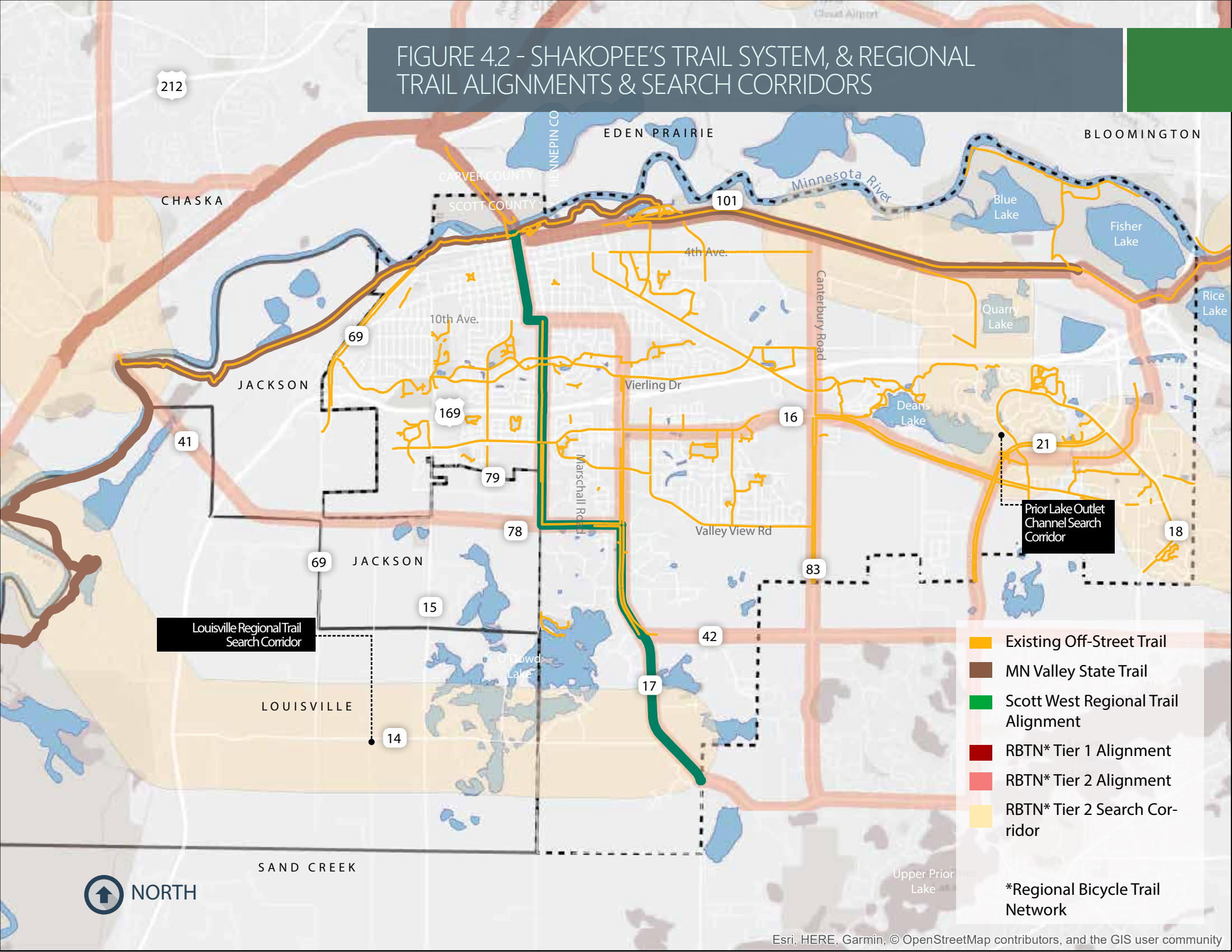
Regional Bicycle Trail Network (RBTN)
In addition to the Minnesota River Valley State Trail and Scott COunty Regional Trail mentioned above, Shakopee has a number of regional trail search corridors and alignments which are served by both existing city and state trails and planned facilities.

- RBTN Alignments: Shakopee is home to both Tier 1 and Tier 2 regional trail alignments. The only tier 1 alignment runs along Minnesota River on the north end of Shakopee and follows the County Road 101 bridge north into Chaska and Carver County. This alignment is complete and covered by the MN River State Trail and the County Road 101 bridge. Tier 2 alingments criss cross the city both north/south and east/west. These alignemnts have been partially built out through a mixture of off-street city trails and the Scott County Regional Trail. The regional trail alignment gaps are currently being considered for future city trail projects.
- RBTN Search Corridors: There are mutliple search corridors within the city of Shakopee or adjacent Townships. All search corridors are designated as Tier 2 which means they have lower priority than Tier 1 Search Corridors. These corridors are: the Louisville Regional Trail Search Corridor, which follows County Road 14 through the southern end of shkaopee and Louisville Township. The other Tier 2 Search Corridor is the Prior Lake Outlet Regional Trail, this corridor follows the Prior Lake Outlet Channel from Prior Lake through the eastern side of Shakopee.





# FIGURE 4.2 - SHAKOPEE'S TRAIL SYSTEM, & REGIONAL TRAIL ALIGNMENTS & SEARCH CORRIDORS



# ISSUES & OPPORTUNITIES

Throughout the Envision Shakopee community engagement process, one of the recurring themes that arose as a community priority was the desire for additional park and trail connections. Residents consistently cite Shakopee's abundant open space, extensive trail system and quality parks and recreation offerings as one of the city's greatest assets. However, they have also noted that safe and convenient access and navigation to parks and trails is difficult in a number of places, and there are a variety of improvements that could enhance the user experience throughout Shakopee's park system. In some cases, these needs are very location-specific — some at the neighborhood level and others with community-wide importance. There area also opportunities for design improvements and programming at the system-wide scale that can be implemented over time through consistent policies and guidelines.

Residents, business owners and community groups have also consistently emphasized the importance of the Minnesota River to Shakopee's heritage and identity, and its role within the city's recreation system and tourist economy. In particular, many have noted that although the city has transformed Huber Park into a great public gathering space, Downtown Shakopee's riverfront remains an under-utilized asset, as it is difficult to access, both physically and visually.

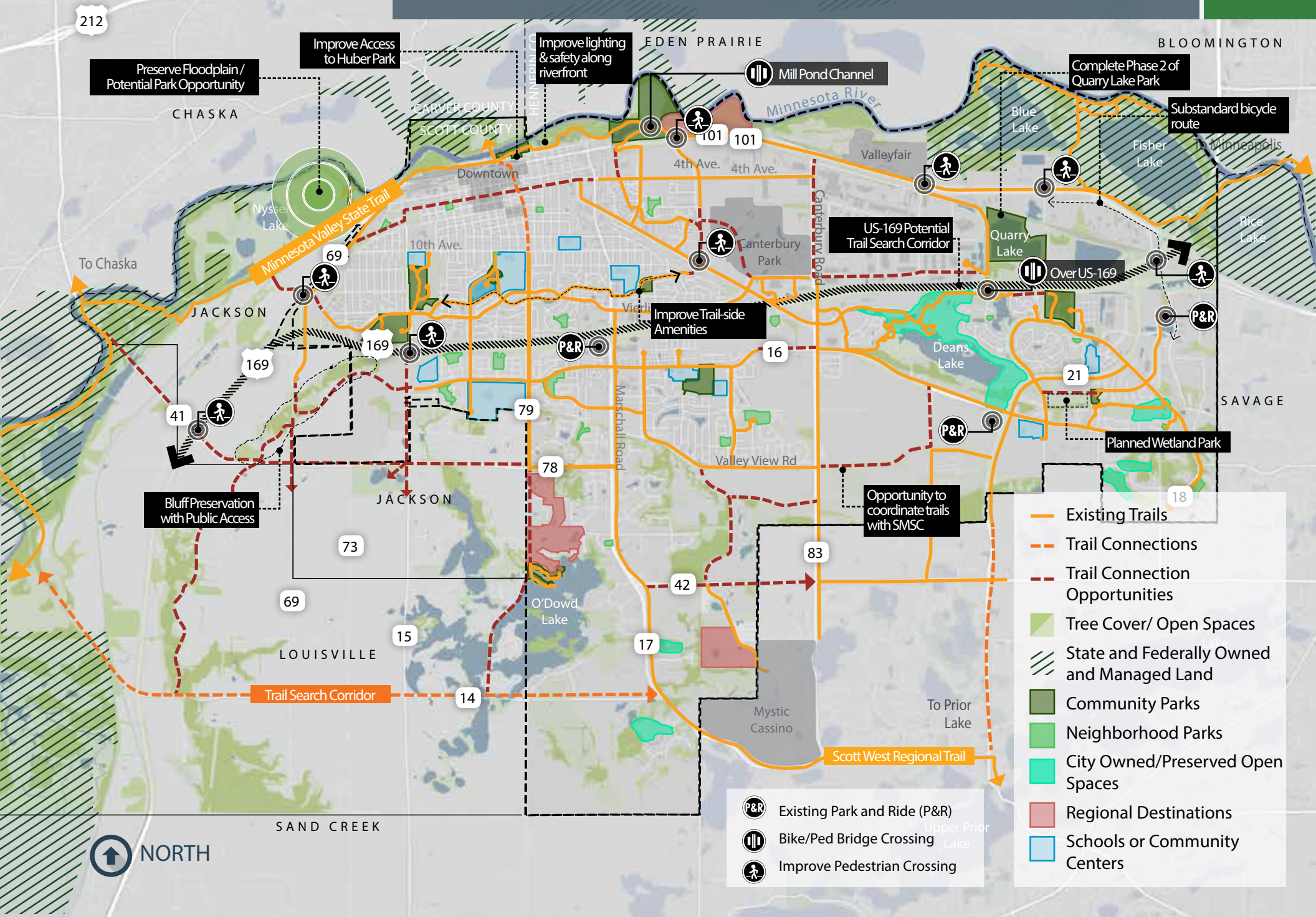
## CHALLENGES

- 101 and 169 are barriers to trail connection and access to the river
- Lighting and safety improvements are barriers to park enjoyment for all users
- Residents desire updated playgrounds and facilities with full accessibility to all ranges of age and ability
- As the city grows, development interests will compete with open space

## OPPORTUNITIES

- Shakopee has abundant parks and natural resources to draw more park space from
- The extensive trail system is an opportunity for Shakopee to market as a regional destination for trail use, especially if key gaps in the system are addressed
- Multiple Regional Trail Alignments and Search Corridors exist within Shakopee and could serve as vital links in the local trail network and open up regional partnerships to install infrastructure in these corridors
- The plan can protect Shakopee's open spaces, parks, and recreation opportunities with many strategies including land use and development regulations

# FIGURE 4.3 - ISSUES & OPPORTUNITIES



## EMBRACE THE RIVERFRONT

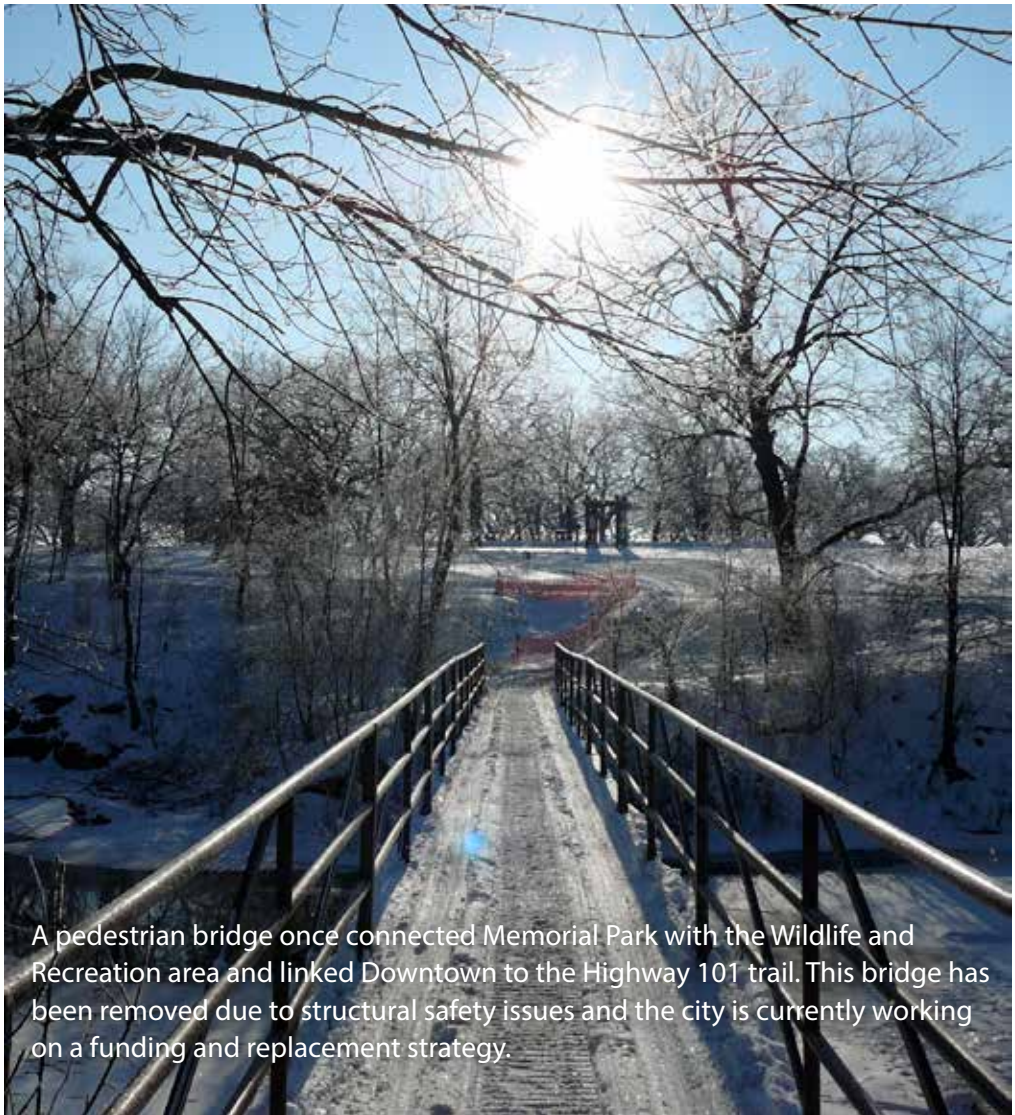
The Minnesota River is Shakopee's most significant natural asset and residents would like better access to it. Increasing the natural beauty and value of the river and its wide channel of wetlands and scenic landscapes that are protected by the mostly contiguous Minnesota Valley National Wildlife and Recreation Area. This protected natural area is open to the public and managed by the U.S Fish and WIldlife Services and Minnesota Department of Natural Resources. It contains the Minnesota Valley State Trail which connects the Minnesota Valley State Recreational Area in Belle Plaine all along the river to Fisher Lake just outside of Shakopee near Highway 169.

While the Minnesota Valley State Trail follows along the general path of the river, many public comments during the planning process noted that it is underused. Reasons for this included lack of signage to help users find the trail, barriers to crossing Highway 101 to get to it, lighting, safety and visibility concerns, and difficulty accessing the water with boats or kayaks. While there are barriers today, the riverfront is recognized as an incredible opportunity for Shakopee. Huber Park is a favorite gathering place in the community and celebrated for its recent improvements, though many residents would also like to see it programmed more extensively and to advertise that programming more widely. Likewise, pedestrian access to Huber Park across Highway 101 should be enhanced to better integrate the park with Downtown, capitalizing on the recent public realm and new plaza improvements at the First Avenue entrance to the Downtown business district.

Opportunities to open up views, vistas and physical access to the river, both in Downtown and beyond should be explored. The multiple different agencies and organizations which own and manage the riverfront will require an increased collabortion in the future to truly unlock the potential of the Minnesota River greenway. The City should look to partner with U.S Fish and WIldlife, Minnesota DNR, Scott County, Three Rivers Park District, the SMSC and private land owners for any future projects to maximize shared assests to respond to resident interest in the Minnesota River Valley.

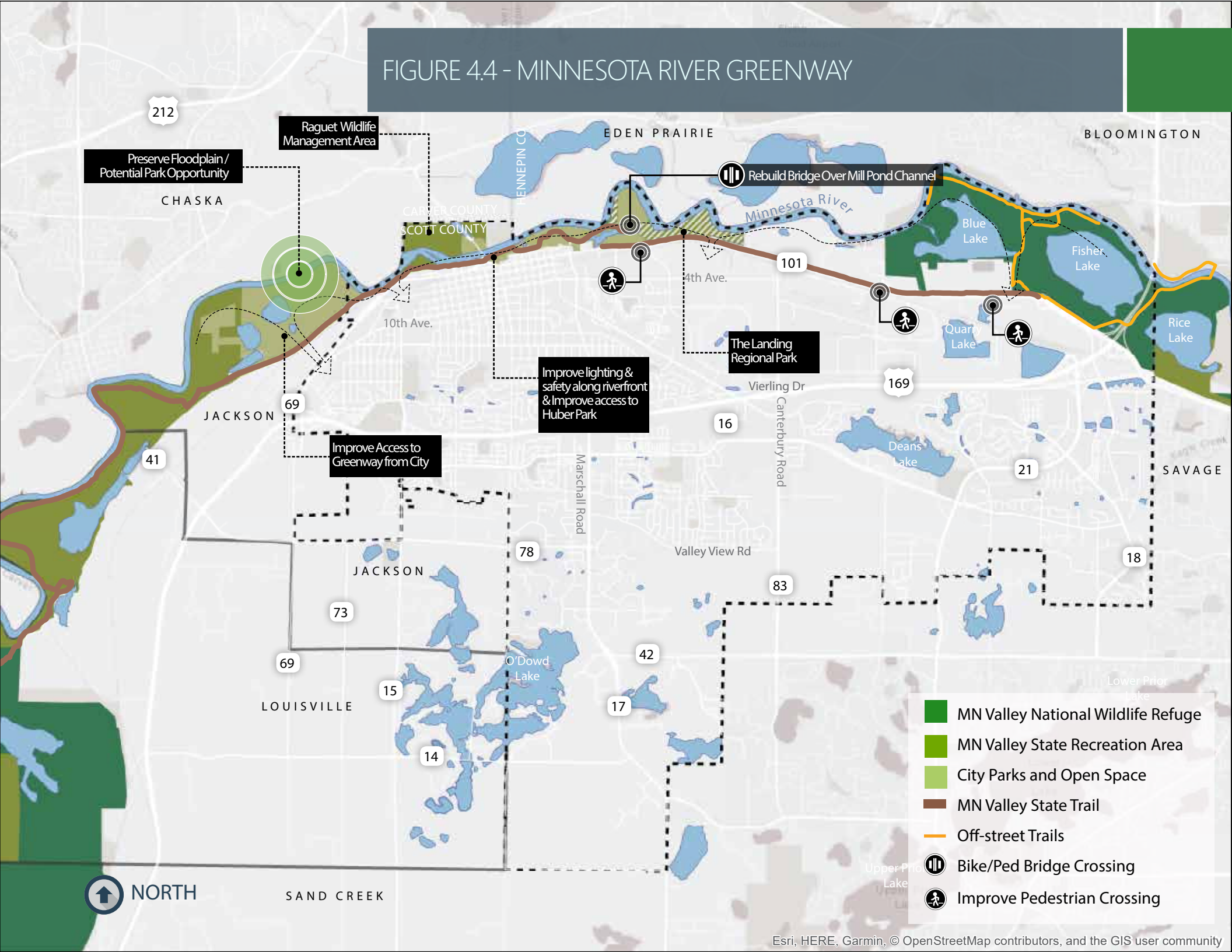


Shakopee residents enjoying a show at Huber Park.



A pedestrian bridge once connected Memorial Park with the Wildlife and Recreation area and linked Downtown to the Highway 101 trail. This bridge has been removed due to structural safety issues and the city is currently working on a funding and replacement strategy.

# FIGURE 4.4 - MINNESOTA RIVER GREENWAY



## FILL GAPS IN THE TRAIL SYSTEM

Shakopee is considered a regional recreation destination, and the trail system is on its way to being part of this recreational draw. However, disconnections in the trail system can lead to confusion. Many bicycle riders are not comfortable shifting to riding on the street amidst vehicle traffic when they reach a gap in the trail system. Similarly, people on foot are less likely to choose to use a trail if they know gaps in the system will take them far out of their way. Community priorities identified during the planning process emphasized the need to improve trail connections, and multiple comments specifically noted the need for a trail connection across Highway 169 near Southbridge.

In order to know which improvements will have the greatest impact, the first opportunity is to identify the major gaps/barriers to safe access to parks from pedestrian and bicycle networks. The Parks and Recreation, Public Works and Planning departments should collaborate to ensure safe and convenient connections to parks within and across the roadway system. Also, planning policy can ensure private development connects to trails and pedestrian pathways. Private and public improvements should connect amenities in the most direct routes possible, to maximize utility and use. To avoid user confusion and to cross-promote Shakopee amenities, opportunities for increased signage and wayfinding should be explored throughout the trail system. This signage could also promote local businesses and other Shakopee attractions. When making these improvements, metrics for tracking trail use should be in place so the city can celebrate and promote successful investments and provide data to guide future strategic investments.

**TRAIL GAP AT HAUER TRAIL**



## ACCESSIBILITY TO ALL AGES AND ABILITIES

Community feedback indicated that some facilities, especially playgrounds, need improvements that all users of differing abilities can enjoy. This includes accommodating young children as well as older kids who may be in wheelchairs or have other accessibility needs.

As Shakopee plans for parks and facilities needs, improvements can be prioritized to consider the needs for all users. Amenities that are accessible for all abilities can be promoted in parks communications to ensure users know what is available across the parks system. Accessibility standards for the aging population should also be taken into consideration when implementing parks improvements, so all residents are able to enjoy the parks.

## LIGHTING & SAFETY

Lighting and safety concerns in and around parks were mentioned in the community engagement process, with specific concerns along the riverfront trail. Lighting improvements should be a priority for park and trail investments in high-use areas, especially in places where the community identifies feeling unsafe. Safety concerns can also be addressed with investments such as increased police patrol or a dedicated parks safety patrol.



A traditional playground in Holmes Park.



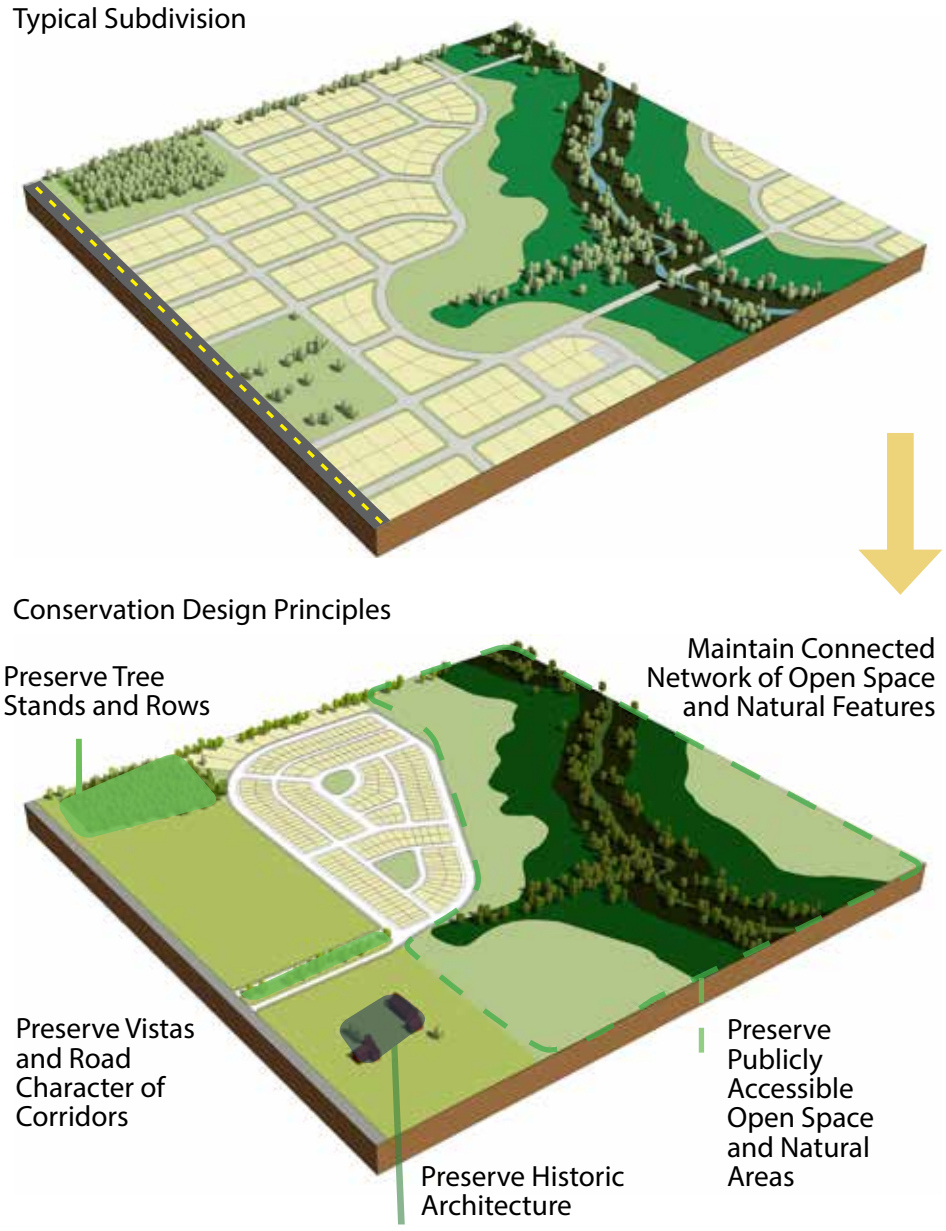
The Fun For All accessible playground in Lions Park.

## DEVELOPMENT AND OPEN SPACE

The Shakopee community highly values open space and natural amenities. Throughout community outreach, concerns were raised about the potential for future development to compromise the amount and quality of open space and natural features as Shakopee grows. Open space preservation should be a core design objective for new greenfield residential development.

One strategy is to implement conservation design or "cluster development" patterns as development occurs in rural transition areas at the edges of the city. The diagrams to the right identify the distinct advantages to conservation design. This approach provides an opportunity to preserve significant natural features and larger amounts of open space as a functional neighborhood amenity. As development occurs, adjacent open spaces and natural features such as stream corridors, woodlots, tree rows and bluffs should be connected together into a continuous greenway and trail system.

**FIGURE 4.5 - OPENSPACE CONSERVATION DEVELOPMENT DESIGN**



## LEVERAGING INVESTMENTS AND PARTNERSHIPS

Shakopee recently completed a significant addition and renovation project at the community center, representing a substantial public investment in the city's recreation system. While most comments from the community engagement process were supportive of continued parks and trails investments, there is also a strong desire to ensure that public investments with taxpayer dollars are strategic, founded in principles of wise-use, and not duplicative with investments that could otherwise be made by the private market.

As noted in the Economic Competitiveness section of this plan, it should be noted that parks and trail amenities, particularly in the Downtown and riverfront areas, are recommended as part of a larger economic development strategy for the City of Shakopee. Strategic investments here can be leveraged for continued financial returns and value creation to benefit the city as a whole.

The city can also explore opportunities for public-private partnerships to continually enhance the parks and open space system and to communicate the value of those investments and partnerships to the community. This could occur through parkland dedication, capital improvements and maintenance agreements with new development. It could also occur through programs that support local business activity within parks and recreation facilities, such as food vending or fitness instruction.

Shakopee has also successfully leveraged grant funding opportunities and partnerships with other jurisdictions and agencies, including the school district and the SMSC, and should continue to pursue these and other collaborative efforts to maximize efficiencies and ensure the greatest value and returns on investment for the community.

## FIGURE 4.6 PARKS AND TRAILS ARE A GOOD INVESTMENT

### INVESTMENT IN PARKS HAS BEEN SHOWN TO LEAD TO…

**$1,500**
ANNUAL PER CAPITA HEALTHCARE SAVINGS
SOURCE: THE LAND & WATER CONSERVATION FUND

**$2.8 B**
STATEWIDE ECONOMIC IMPACTS IN MINNESOTA
SOURCE: NATIONAL RECREATION & PARK ASSOCIATION

**25%**
INCREASE IN EXERCISE WITH ACCESS TO ACTIVE PLACES
SOURCE: CENTERS FOR DISEASE CONTROL

**$38 B**
AIR POLLUTION SAVINGS NATIONWIDE
SOURCE: US FOREST SERVICE

**$14B**
SAVINGS IN INFRASTRUCTURE COSTS
SOURCE: FEATHERSTONE ET AL.
LOCATION: PHILADELPHIA, PA

**+50%**
INCREASE IN EDUCATED 25 – 34 YEAR OLDS
SOURCE: CITY OBSERVATORY
LOCATION: NASHVILLE, TN

↑ mental health
SOURCE: NATIONAL RECREATION & PARK ASSOCIATION

↓ crime
SOURCE: CENTERS FOR DISEASE CONTROL

↓ preventable disease
SOURCE: AMERICAN JOURNAL OF EPIDEMIOLOGY, 2011

↑ property values
SOURCE: CONSERVATIONTOOLS.ORG

# PARKS, TRAILS & OPEN SPACE

## GOALS & STRATEGIES



1

# PLAN HIGH-QUALITY PARKS & FACILITIES



### 1A Conduct a Parks and Recreation Master Plan process to provide a detailed parks and recreation strategy and recommendations for the parks system in accordance with Comprehensive Plan recommendations

» Define a shared vision for parks, trails and recreation that is shaped by the community and that contains an action strategy for capital improvements, rooted in best practices, informed by national trends and maximizes the community benefit of public investments in parks and trails

### 1B Coordinate transportation planning, zoning and subdivision regulations to optimize access to and from all parks

» Review appropriate plans, regulations and ordinances, following the adoption of the Comprehensive Plan, to ensure it aligns with the newly adopted plan and points to implementation

» Include new and existing documents such as the zoning code, subdivision regulations, thoroughfare plan, design guidelines, etc. in this review process

### 1C Plan a park system that is accessible to all

» Ensure park and facility designs are accessible to the broadest range of individuals regardless of difference in age, ethnicity, mobility level, income, etc.

» Considerations may include type and design of facilities, access to parks via transit, discounted or sliding scale programming fees, signage in multiple languages, etc.

## 1D Provide park spaces within walkable distance of all Shakopee residents

» Ensure residents have access to one or more parks, trails or greenways within one-half of a mile, or approximately a 10-minute walk of their home

» Safe and convenient connections and crossings are critical to ensuring residents can access nearby parks and trails

## 1E Maintain an above average ratio of park space acres per 1,000 residents

» Shakopee currently provides 20 acres per 1,000 residents. The city should strive to maintain a higher-than-average ratio even in times of population growth. Standard recommendations are at least 6 acres per 1,000 residents

» Levels of service vary for park types and should be addressed in a detailed Parks Master Plan

## 1F Establish unifying design elements across all parks

» Unifying elements of design should characterize all parks as part of a single, connected system, while still allowing each park its own scale and character

» Develop design guidelines to unify elements such as signage and wayfinding

» Additional universal recommendations may address safety, access, lighting, tree planting, benches, furnishings, trail connections and/or pedestrian connectivity to adjacent neighborhoods

## 1G Identify target areas for new parks

» These areas may include, but are not limited to, parks and open space within any new West End development such as the bluff area, new riverfront park opportunities, areas containing significant natural features, areas that would fill critical gaps in the trail system and opportunities for contiguous open greenway connections

## 1H Increase diversity of play experiences

» Update or add playgrounds to increase the types and amounts of activities children of all ages and abilities can partake in

» Improvements may include nature play areas, play structures design for accessibility, digital interactive elements, continuous play design and/or immersive educational play



# 2

# PROVIDE PASSIVE PARKS AND OPEN SPACE



## 2A Approach passive space and open space planning as a system connected to active park uses, natural resources, regional and county parks

» Construct a linear and loop park and trail system to create a continuous park setting throughout the city

## 2B Identify and maintain target levels of service for passive and active parks

» Adopt a ratio of passive space to active space to ensure a balance of experiences for park users, conservation of environmentally sensitive areas, mediation of environmental impact and clustering of active uses when appropriate in park spaces to promote accessibility

» Appropriate metrics should be identified through a detailed parks master plan process

## 2C Improve the natural setting of all park spaces

» Target the most beautiful, unique, historically significant and/or environmentally sensitive areas for growth when purchasing/allocating land for parks

» Encourage native, drought resistant, edible and pollinator friendly landscapes on park properties

» Enhance landscaping, trees and natural settings in existing active parks to provide shade, interest and ecological benefits

## 2D Require dedicated open space in residential development

» Update design guidelines, subdivision requirements and zoning code to ensure the amount and quality of public open space on development parcels

» Open space types should be calibrated to different zones and encourage preservation of high-quality, usable, contiguous, publicly accessible green spaces in residential subdivision development plans



BIG IDEA 6
KNIT THE COMMUNITY BACK TOGETHER

# 3 SUPPORT AND STRENGTHEN TRAIL SYSTEMS

Goals & Strategies

## 3A Promote trail use, connectivity and construction, including local and regional trail systems

» Consider trail proximity and potential for connection in all site planning and road improvement project planning

» Participate as a leader or stakeholder in regional and state trail systems planning efforts

» Promote trails in city communications

» Rebrand trails, as necessary, to boost their value, usage and regional draw. Start by renaming and rebranding of the amenity currently referred to as the Drainage Trail.

## 3B Collaborate with public and private groups to ensure consistent, high-quality trail maintenance

» Apply for and secure funding to build and maintain trails

» Promote, initiate and/or support volunteer groups to aid in regular trail maintenance such as trash pick up, debris removal and safety monitoring

» Promote and/or initiate formal commitments from organizations and groups to aid in trail maintenance. This could function as an Adopt-A-Trail programs that becomes an extension of the city's existing Adopt-A-Park program.

## 3C Align parks planning with transportation planning

» Ensure the implementation of pedestrian and bicycle friendly street design on roadways, especially those connecting neighborhoods to parks and trails

» Identify gaps/barriers in safe access to parks via pedestrian and bicycle networks and prioritize improvements in these areas

## 3D Require connections to adjacent local and regional trail system for approval of development proposals when applicable

» When housing developments, commercial sites or corporate campuses build new paved areas or significantly improve existing paved areas, they should be required to connect to adjacent sidewalks and trails

» Distance criteria should be considered to incentivize connections to nearby, but non-adjacent trails

## 3E Continue to improve and install educational and directional trail system signage

## 3F Collaborate across city departments to ensure broad success of parks and trail systems

» Support and promote the plan's recommendations for natural resources, land use and transportation

» Meet quarterly with leaders of these efforts to celebrate successes, discuss upcoming challenges, coordinate capital improvements and set shared goals

## 3G Promote unpaved trails in natural areas

» Unpaved trails for hiking or trail running should be added to natural areas such as in riverfront park development, Dean Lakes, wooded area and the bluff recommended for public open space in the West End

» Possible mountain bike/hiking trails in open spaces areas

## 3H Promote paved shared-use trails in all large-scale residential developments

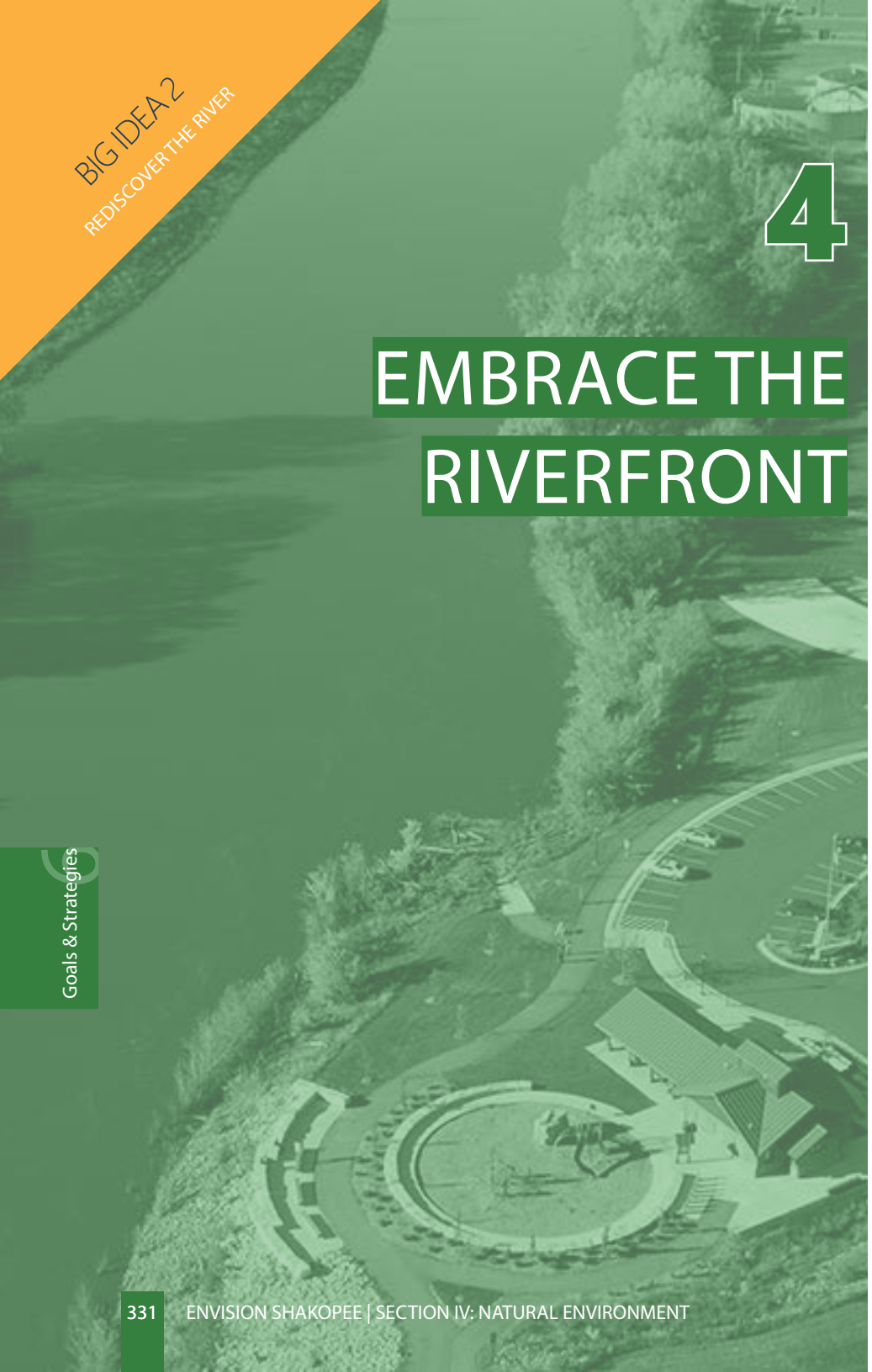
» Shared-use trails for walking, running and bicycling should follow national best practices and city design guidelines

» Trails should form usable loops within developments and connect to city and regional trails as often as possible

## 3I Promote on-road improvements to connect trail systems where applicable

» Sharrows, bike lanes, etc.

# 4 EMBRACE THE RIVERFRONT





## 4A Increase access to the Riverfront

- Increase access points to the river in number and quality
- Ensure multi-modal accessibility including wheelchair access
- Explore options for water trails such as canoe and kayak launch sites and signage
- Integrate directional and informational signage with Downtown revitalization efforts
- Coordinate with MN-DNR and surrounding communities to provide contiguous access to public spaces along the river



BIG IDEA 7
CONNECT PEOPLE TO NATURE

# 5 ENRICH PROGRAMMING

## 5A Incorporate programming into the Parks Master Plan process

» Conduct programming assessment as part of any parks planning process to ensure collaboration across departments

» Collaborate on programming decision-making and recommendations that reflect national trends and community desires

» Ensure facilities planning is aligned with programming needs

## 5B Increase and enrich programming in all applicable venues throughout the Shakopee parks system

» Offer programs of differing depth, length and variety that showcase a diversity of arts, history and culture

» Programs may include events, festivals, seminars and active recreation group activities



# 6 MANAGE AND GOVERN AS A COMMUNITY EFFORT



## 6A Embed collaboration into internal organizational structure

» Engage leaders across departments to meet regularly to celebrate successes, discuss upcoming challenges and share goals

» At the meetings, select delegate(s) to assemble and refine information for sharing back to departmental teams

» Organize public information into concise talking points for all staff, especially those who are public facing and answer questions from citizens or the media

» Clarify non-public information and share with all who need to know in order to perform at their best in their role

## 6B Encourage wide participation in parks and recreation planning through diligence in communication

» Conduct multimedia - online, email, radio, television, print - outreach campaigns to invite broad audiences to public participation events

» Send out monthly or quarterly newsletters to inform the community of upcoming events, volunteer opportunities and organizational updates

» Conduct outreach sessions and educational programming at local schools and community organization meetings to broaden the audience

» Collect demographic and contact information from attendees

## 6C Promote coordination, collaboration and partnerships among local and regional public agencies

» Potential partners may be local school districts, parks or trail advocacy groups, community groups, adjacent park districts or the Shakopee Mdewakanton Sioux Community

» Efforts may include strategies for park planning and development, strategies for aligned programming, opportunities for shared services, plans for trail connection and other aligned implementation efforts

### 6D Promote coordination, collaboration and partnerships with private industry stakeholders who are pursuing initiatives aligned with the mission of Shakopee parks

» May include corporate health initiatives, leadership or team development efforts, community outreach campaigns, organized charity initiatives and other aligned initiatives

### 6E Emphasize use of data and metrics to plan and coordinate parks and recreation

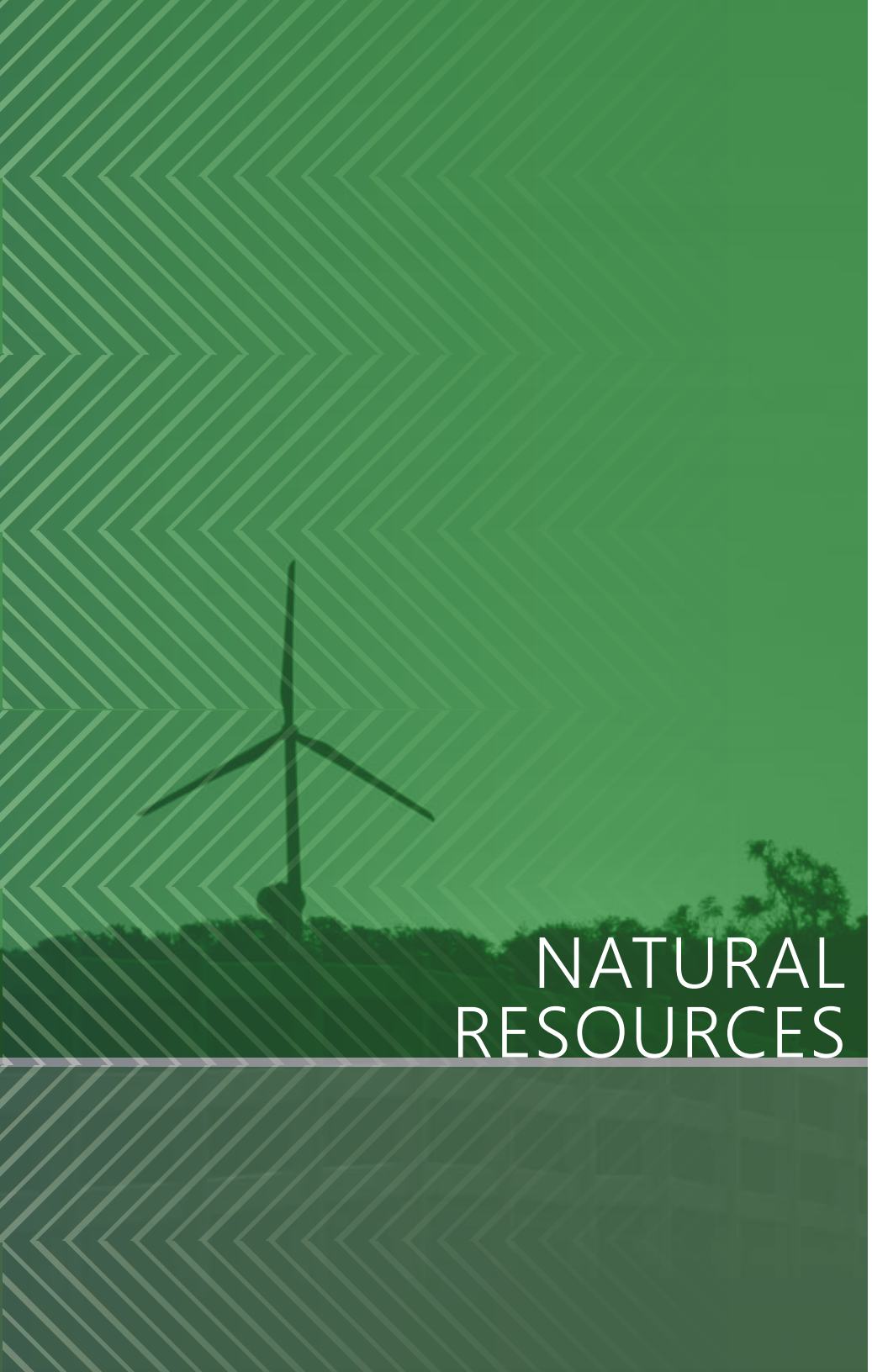
» Measure and track data such as program participation, demographic data of participants, all associated costs of fees, budget and spending, allied organizations and contact information, descriptive statistics of all parks, facilities, amenities, maintenance and improvements

» Conduct regular city-wide surveys to measure participation and satisfaction

» Collection program evaluations and comment cards in park facilities

» Measure data against national trends and local benchmarks

### 6F Evaluate Maintenance and Budget Needs



# NATURAL RESOURCES

Shakopee can connect with the natural environment and celebrate our natural features by preserving and enhancing our water and land resources.

Shakopee can cultivate an ethic of stewardship and promote sustainable development practices that will allow humans, wildlife and plant life to flourish in Shakopee for years.

# OVERVIEW

This element of the plan details the existing conditions, issues and opportunities, and goals and strategies that will enable Shakopee to manage its natural land and water resources in ways that are beneficial for both humans and nature. The plan responds to community desires for high-quality parks and open space as well as a high value for community aesthetics.

The land, water, flora and fauna that underpin all life in Shakopee are prerequisites to a healthy, sustainable community.

As Shakopee grows, the already-pressing issues of conservation of sensitive areas will only become more important. Decisions made today will impact the ability of natural resources to thrive as well as the ability of humans to enjoy the natural world.  A variety of issues and opportunities related to natural resources are considered. These include, but are not limited to:

- Opportunities to enhance and protect the Minnesota River
- Protection and enhancement of community character and aesthetics
- Ecological challenges and opportunities for conservation
- Protection of open space and farmland

## GOALS FOR NATURAL RESOURCES

1. Protect, preserve and enhance Shakopee's water resources
2. Protect and preserve Shakopee's open space and other natural resources
3. Encourage and require high-quality, environmentally-sensitive land development
4. Strengthen beneficial connections between the natural world and built environment
5. Cultivate a culture of environmental awareness, stewardship and respect



# EXISTING CONDITIONS

From its earliest days, the City of Shakopee has been defined by the Minnesota River, its floodplain and wetlands, and the bluffs that overlook these prominent features.

Today, the majority of contiguous tree cover and natural open space are in these same community-defining areas. At the same time, these high-quality natural features have been largely seperated from the heart of the city and have been pushed to the outer edges of Shakopee to the south and west.

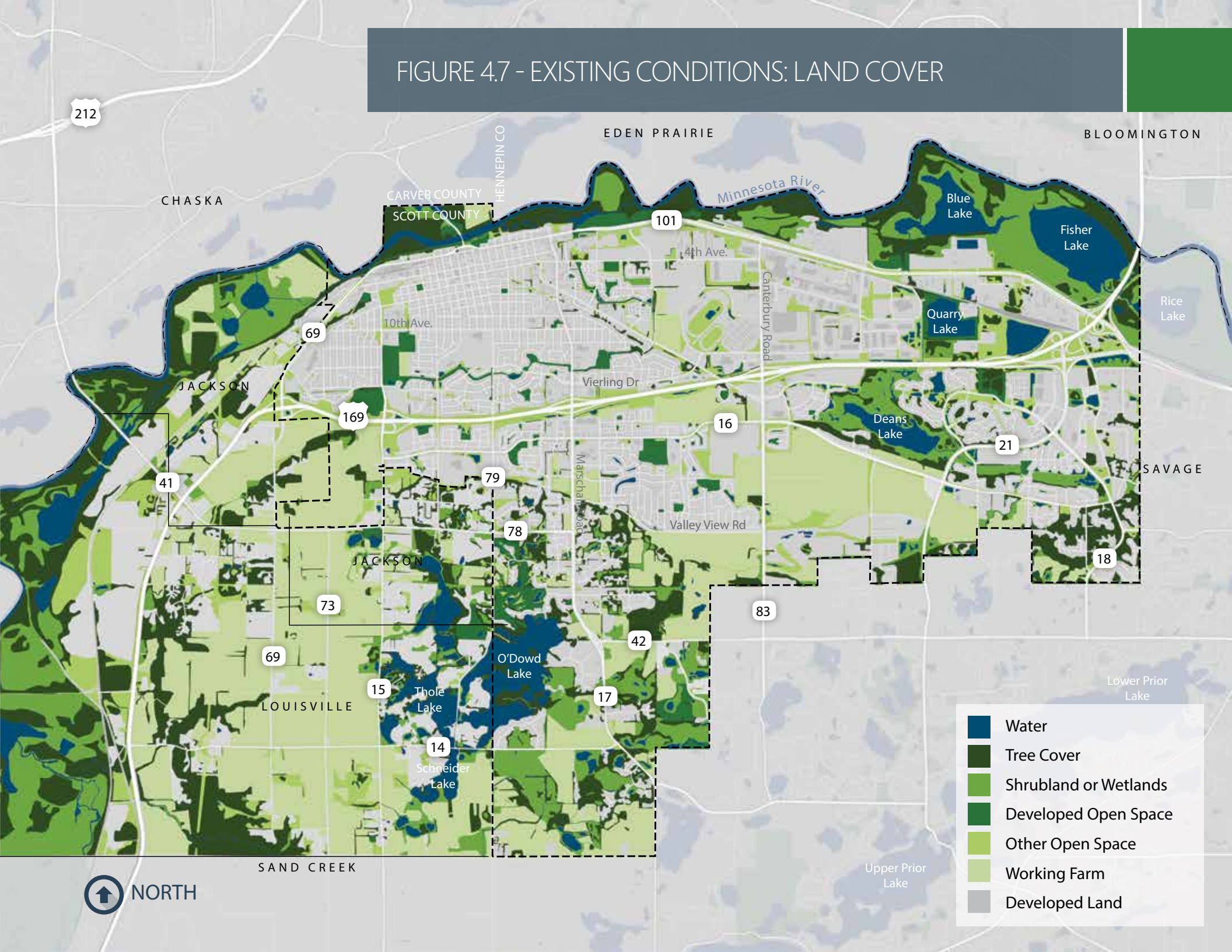
The built environment, which has shifted from the riverfront to Highway 169 and its arterial roads, has impacted the natural environment in several key ways: one, it has reduced the overall acreage of undisturbed land; two, it has constrained or eliminated natural wildlife corridors within the city; and three, it has placed greater environmental stress on wetlands and other key water resources, such as Deans Lake.

Additionally, in the area south of Highway 169, Shakopee features an abundance of working farmland which, while developed by humans, has less significant impacts on natural and water resources than the city's urban core. In these areas, agricultural uses impact stormwater which in turn impact our wetlands, streams and lakes.





# FIGURE 4.7 - EXISTING CONDITIONS: LAND COVER



# ISSUES & OPPORTUNITIES

As Shakopee continues to grow, the city must balance new development with environmental protection and remediation. In particular, the city should address the following issues and opportunities:

- The Minnesota River: A high-quality river environment provides an important opportunity for human engagement and a crucial requirement for many native flora and fauna. A functional riverine ecosystem depends on healthy streams, wetlands and floodplains. Protecting and rehabilitating these elements will strengthen the overall system and improve quality of life for humans and nature alike.
- Parks and recreation: Where possible, existing and new facilities should allow people to engage the natural world. Additionally, the enjoyment of water resources is impacted by the quality of water and the health of wetland, riverine and lake-based ecological systems.
- Community character: There exists widespread concern that continued development will diminish Shakopee's community character. In particular, this concern includes the farmlands and rural area south of Highway 169 and the city's lakes and wetlands, the quality of which is especially susceptible to development.
- Environmentally-sensitive areas: Of particular concern are the high bluffs overlooking the Minnesota River, which feature environmentally-sensitive steep slopes; contiguous open space, which serve as wildlife corridors; and wetlands, rivers, streams and lakes.

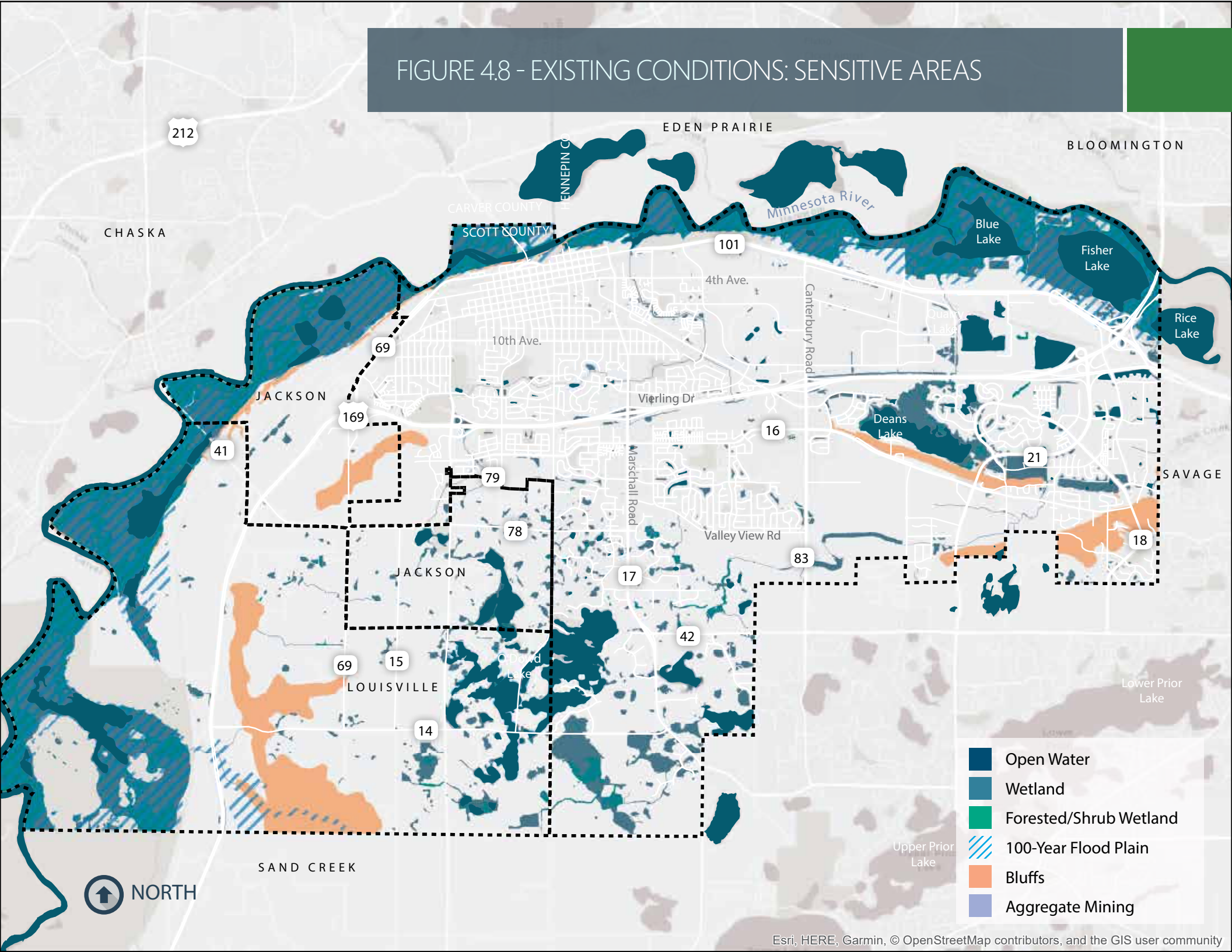
## CHALLENGES

- Growth presents a challenge to open space and natural resources such as wetlands, habitats and bluffs
- Stormwater runoff presents challenges for steep slopes along bluffs and erosion

## OPPORTUNITIES

- The Minnesota River is an incredible natural asset that spans the northern extent of the city
- Protecting natural resources supports the priority the community has set for high quality parks and recreation opportunities
- Natural resources add to the beauty and character of the community

# FIGURE 4.8 - EXISTING CONDITIONS: SENSITIVE AREAS



# AGGREGATE RESOURCES

## EXISTING CONDITIONS

Shakopee has had a long history with aggregate resource extraction, which even today continues on wthin city limits and within the nearby townships of Jackson and Louisville. This history has led the city to defining policies and plans to address this extraction and any land use conflicts which could be present with mining and urbanized land uses. The single site within the municipal boundaries of Shakopee is the site located at the intersection of Canterbury Road and County Road 16. This site is in the process of back filling previously mined land and is the subject of a Conditional Use Permit which is required to be reapproved annually at which future development of the site is discussed and actively planned for.

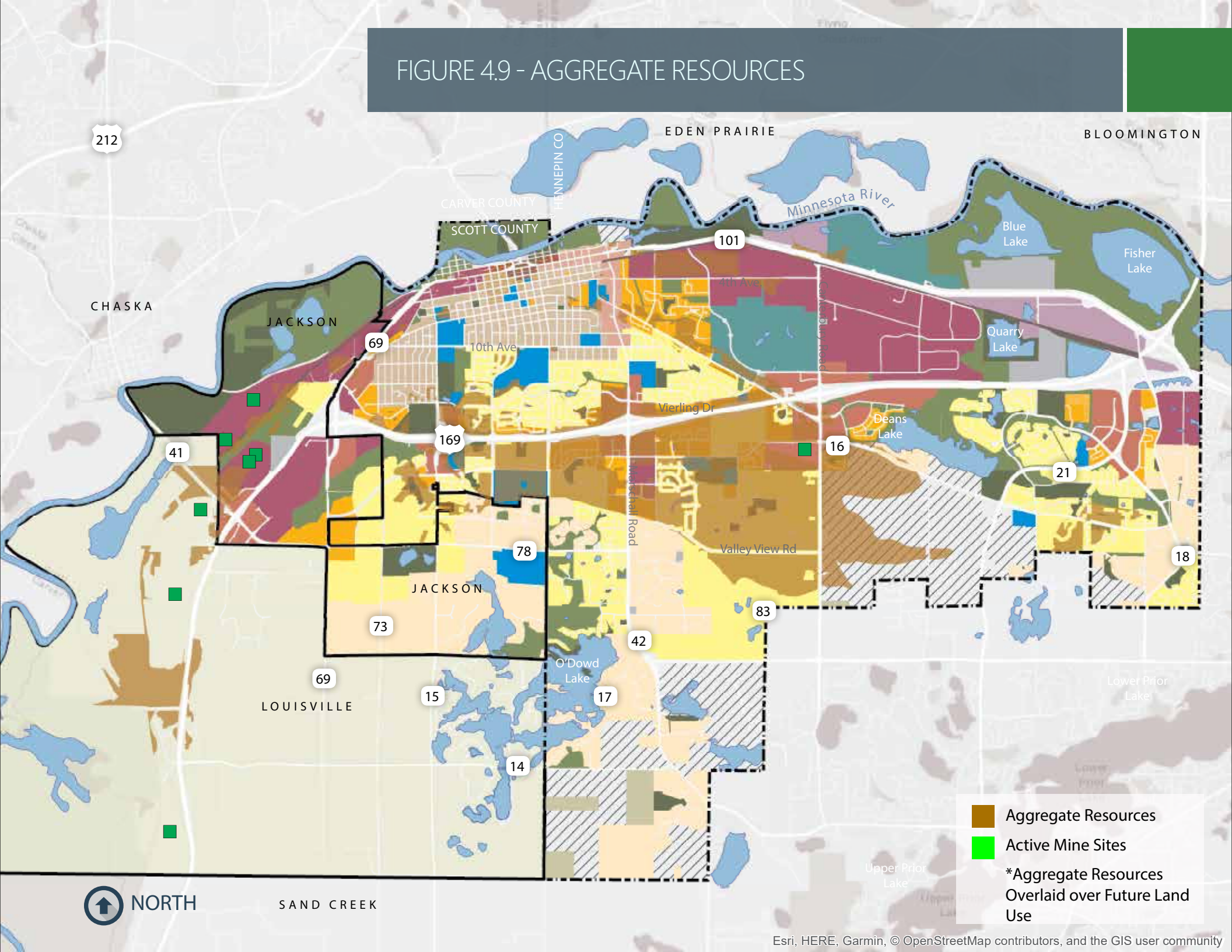
Sites within Jackson Township have historically been administered by Scott County and this situation is not forseen to change before the sites are filled and ready for redevelopment. Additionally, sites further south in Louisville Township are also administered by Scott County and are displayed on figure 4.9 for reference only and are not intended to be displayed as under municipal administration.

Municpal policies in place to minimize land use conflicts are the aforementioned CUP process in addition, City policy dictates any land used for aggregate resource extration be covered by the Mining Overlay Zone which contains specfic requirements a resource extraction operation is required to follow including required setbacks from adjacent urbanized uses. A copy of the most recently approved CUP for the existing mining site will be included within the appendix of this Plan as figure A.XX.

**SHAKOPEE GRAVEL SITE TODAY**



# FIGURE 4.9 - AGGREGATE RESOURCES



# POLICY AREAS

## WATER RESOURCES

The first key policy area concerns the protection and improvement of Shakopee's water resources. This plan details a goal and series of strategies to preserve, promote and ensure clean surface water and groundwater for humans and wildlife alike. Additionally, water resources policy must include planning and partnerships to ensure that local policies address specific local needs and conform with regional standards and practices.

## OPEN SPACE & NATURAL RESOURCE CONSERVATION

The second key policy area is rooted in the ecological importance of open space and land-based natural resources. This plan details goals and strategies to: protect, preserve and enhance open space and wildlife and native vegetation; codify land development regulations to minimize environmental degradation; and cultivate a culture of environmental stewardship through education and outreach initiatives.





BIG IDEA 7
CONNECT PEOPLE TO NATURE

# NATURAL RESOURCES GOALS & STRATEGIES



## 1 PROTECT, PRESERVE AND ENHANCE SHAKOPEE'S WATER RESOURCES

### 1A Identify and follow best practices for surface water preservation and remediation

» Continue to preserve and restore rivers, streams and wetlands to provide floodwater retention, groundwater recharge, nutrient assimilation, wildlife habitat, shoreline protection and safe drinking water

» Continue to improve existing drainage infrastructure and promote use of alternative stormwater design solutions such as rain gardens, pervious hardscaping and on-site stormwater treatment

### 1B Identify and follow best practices for groundwater use and protection

» Assess the vulnerability of groundwater resources, estimate dates of resource exhaustion and plan for mitigation

» Partner with Shakopee Public Utilities to identify and protect groundwater recharge areas and vulnerable aquifers

» Create a watering ordinance, water-wise landscaping ordinance and guidance, and WaterSense purchasing program

### 1C Identify and conform to water resource-related plans and partnerships

» Continue to implement existing plans and strategies, including Shakopee Comprehensive Surface Water Management Plan and enforce the Shoreland and Floodplain Ordinances and Wetland Conservation Act

» Consider adopting and using Minnesota's Minimal Impact Design Standards (MIDS) to address site stormwater runoff and pollution

» Coordinate water resource planning and protection efforts with adjacent jurisdictions



# 2 PROTECT AND PRESERVE SHAKOPEE'S OPEN SPACE AND OTHER NATURAL RESOURCES



## 2A Identify and follow best practices for open space management

» Continue to protect existing woodlands, bluffs and steep slopes

» Coordinate open space plans with adjacent jurisdictions

» Apply local, state and federal standards and regulations for open space protection, preservation and restoration

## 2B Identify and follow best practices for wildlife and vegetation management

» Develop a plan to minimize invasive and exotic plants and animals

» Update plan to preserve wildlife habitat and travel corridors

» Conitnue to work with partners to develop a conservation easement program for preserving wildlife habitats

» Develop policies to prevent habitat fragmentation and altering of high-quality natural areas

» Conduct a Natural Resource Inventory and Assessment

## 2C Maintain a healthy urban tree canopy

» Improve the community's overall tree canopy to improve health, safety and wellbeing

» Encourage and promote tree planting on private property by supporting tree sales

» Maintain recognition as Tree City USA

» Continue to expand the urban tree canopy through street and park projects

» As tree canopies improve, consider staffing needs to properly and responsibly care for the asset



# 3 ENCOURAGE AND REQUIRE HIGH-QUALITY, ENVIRONMENTALLY-SENSITIVE LAND DEVELOPMENT

## 3A Incorporate environmentally-responsible practices into land subdvision and development regulations

- » Consider impacts to native threatened or special-concern species when reviewing land use development
- » Encourage roadway design to follow existing contours of landscape
- » Curtail development that disturbs natural corridors or environmentally-sensitive areas that have been identified
- » Adopt or amend city codes and ordinances to support sustainable and environmentally protective land use development
- » Incorporate protection of priority natural resource areas through the subdivision and development process
- » Adopt a conservation design policy and use a conservation design tool in negotiating development agreements
- » Incorporate woodland best management practices addressing protection of wooded areas into zoning or development review

## 3B Incorporate environmentally-responsible site design practices into plan approval and review processes

- » Continue to require low-impact development requirements, such as on-site stormwater management techniques and tree replacement for new development
- » Adopt a revised and updated landscaping ordinance
- » Require use of native vegetation in areas disturbed by new development
- » Consider site density, placement and buffer requirements to minimize land disturbance and reduce on-site erosion from new greenfield development



# 4

# STRENGTHEN BENEFICIAL CONNECTIONS BETWEEN THE NATURAL WORLD AND BUILT ENVIRONMENT



## 4A Adopt and implement plans and policies to protect parks and transitional natural areas

- » Refine urban forestry plan for street tree planting and management
- » Continue to preserve natural resources in areas in or adjacent to parkland
- » Continue to strategically acquire natural space and corridors for future parkland
- » Review and refine city-wide natural resources corridor system

## 4B Cultivate opportunities for engagement with the natural world

- » Develop passive parks and recreation facilities to draw the community into nature
- » Develop low-impact trail systems that balance community connections with wildlife corridor protection



# 5 CULTIVATE A CULTURE OF ENVIRONMENTAL AWARENESS, STEWARDSHIP AND RESPECT

## 5A Encourage and conduct environmental education and outreach initiatives

» Educate the public on environmentally-responsible alternatives to traditional landscape practices (ex. herbicide and pesticide use as well as sustainable, native alternatives to traditional lawns and landscape vegetation)

» Support or develop outreach tools and activities to promote water quality initiatives, residential stormwater management, recycling and composting, etc.

## 5B Support community efforts to promote environmentally-responsible practices

» Support or establish demonstration projects for environmental remediation and enhancement

» Support or create programming and events for active transportation as trail and pathway systems are developed

## 5C Educate the public about the threat of invasive species to the natural world

» Provide materials for identifying invasive animal and plant species with instructions on what to do if spotted

» Support or host events to promote awareness of invasive species and best practices for preventing their expansion



# RESILIENCE

Cities mus be resilient and prepared for response to unforeseen factors such as climate change, hazards and disaster. Planning with resilience in mind helps to ensure long-term economic vitality and the health, safety and wellness of the community.

# OVERVIEW

The National Oceanic and Atmospheric Administration defines "resilience" as "the capacity of a community, business, or natural environment to prevent, withstand, respond to, and recover from a disruption."[1]

For Shakopee, the city and its partners must be prepared to withstand and thrive despite the various interruptions and disruptions—both acute or long-term—it will confront in the coming years.

Therefore, Shakopee must take steps to prioritize sustainable energy production and consumption, develop resource-efficient building and infrastructure systems, utilize sustainable design practices in public spaces, prepare responses to hazards and natural disasters and cultivate its local food system.

This section details strategies and recommendations to protect the city's natural, infrastructure and financial resources for future generations.

1 (https://toolkit.climate.gov/content/glossary)

## GOALS FOR RESILIENCE

1. Develop public renewable energy production systems
2. Encourage private renewable energy production systems
3. Promote and integrate resource-efficient systems into public and private facilities
4. Integrate sustainable design and management practices into public spaces
5. Develop community systems and policies for hazard prevention and mitigation
6. Encourage and support the development of a strong local food system

# EXISTING CONDITIONS

## SOLAR

The Metropolitan Council provides solar resource calculations for each of the communities within its region, including Shakopee. These calculations include overall gross solar potential and gross solar rooftop potential for solar capture. It should be noted that, according to the Metropolitan Council, "the calculations estimate the total potential resource before removing areas unsuitable for solar development or factors related to solar energy efficiency."

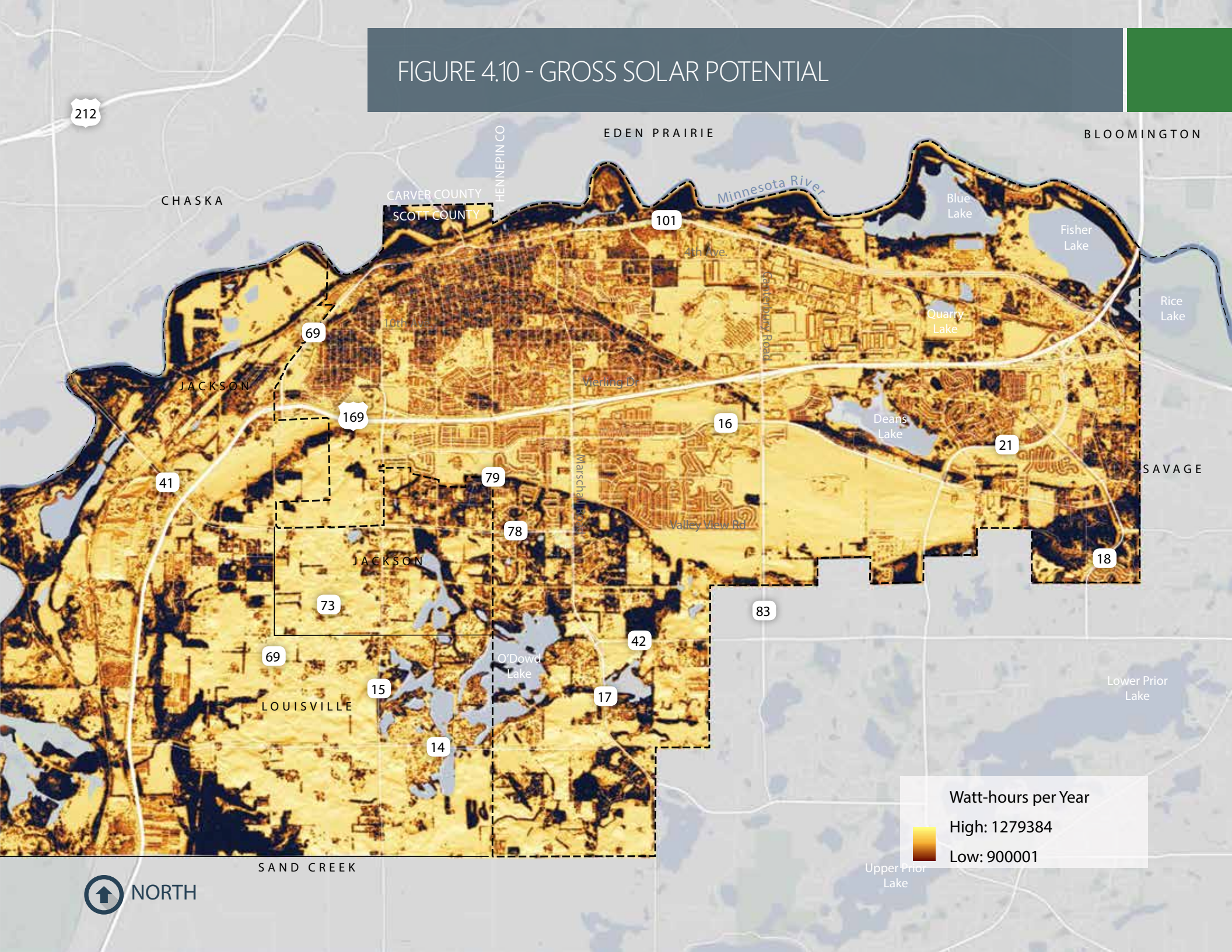
Furthermore, according to the Metropolitan Council, the gross solar generation potential and the gross solar rooftop generation potential for Shakopee "are estimates of how much electricity could be generated using existing technology and assumptions on the efficiency of conversion." This calculation assumes a current industry-standard conversion efficiency of ten percent; of course, this rate may very well increase in the coming years.

- Gross Solar Potential (Mwh/yr): 52,233,086
- Rooftop Solar Potential (Mwh/yr): 2,884,096
- Gross Solar Generation Potential (Mwh/yr): 5,223,308
- Rooftop Solar Generation Potential (Mwh/yr): 288,409





# FIGURE 4.10 - GROSS SOLAR POTENTIAL



## WIND

In 2010, as part of The Minnesota Municipal Power Agency's (MMPA) Hometown Windpower program, a wind turbine was installed at the Shakopee Public Utilities facility on Sarazin Street. The 0.16 megawatt (MW) wind turbine helps to provide local, clean, and sustainable energy to the community. Additionally, the MMPA has expanded its portfolio of renewable resources to include power from the 78 MW Black Oak Getty Wind Farm located in Stearns County and the 44 MW of wind energy from the Oak Glen Wind Farm in Blooming Prairie.

The SMSC community has also invested in renewable energy with the 2009 construction of the 262-foot, 1.5 MW wind turbine located at the SMSC Wacipi (Pow Wow) Grounds in south Shakopee.

## CLEAN BURNING FOSSIL FUEL

Shakopee Energy Park (SEP), a recently completed commercial operation is producing electricity from clean-burning natural gas. The 46 MW facility located ear Canterbury Park uses fuel-efficient reciprocating engines to generate local, reliable power for Shakopee as well as contributing to the overall power supply for all MMPA member communities.







# ISSUES & OPPORTUNITIES

In a changing environment, with increasingly frequent and severe weather events, the City of Shakopee has an opportunity to address community resilience directly through policies and actions to mitigate the severity and negative impacts of hazards, disasters and climate change. Additionally, Shakopee has an opportunity to harness new energy-related technologies to create a more livable, healthy, thriving place; and to become a community that is increasingly self-sufficient in food production and water management.

In the field of solar energy, production, storage, and distribution are changing rapidly. In many ways, we are still in the early days of solar adoption and the potential for significant advances in the field, from solar cell efficiency to financial structures for system installation and solar-to-traditional-grid distribution, mean that it is more important than ever to preserve space for solar generation.

For Shakopee, this preservation of solar resources includes the placement of landscape vegetation; the protection of south-facing rooftops, walls and lots; and the ability to use part of existing lots for use by detached collector systems.  Furthermore, in Minnesota, solar access can be challenging because of it lower winter solar altitude, where the atmosphere itself can absorb considerable sunlight and limit solar collection.

## CHALLENGES

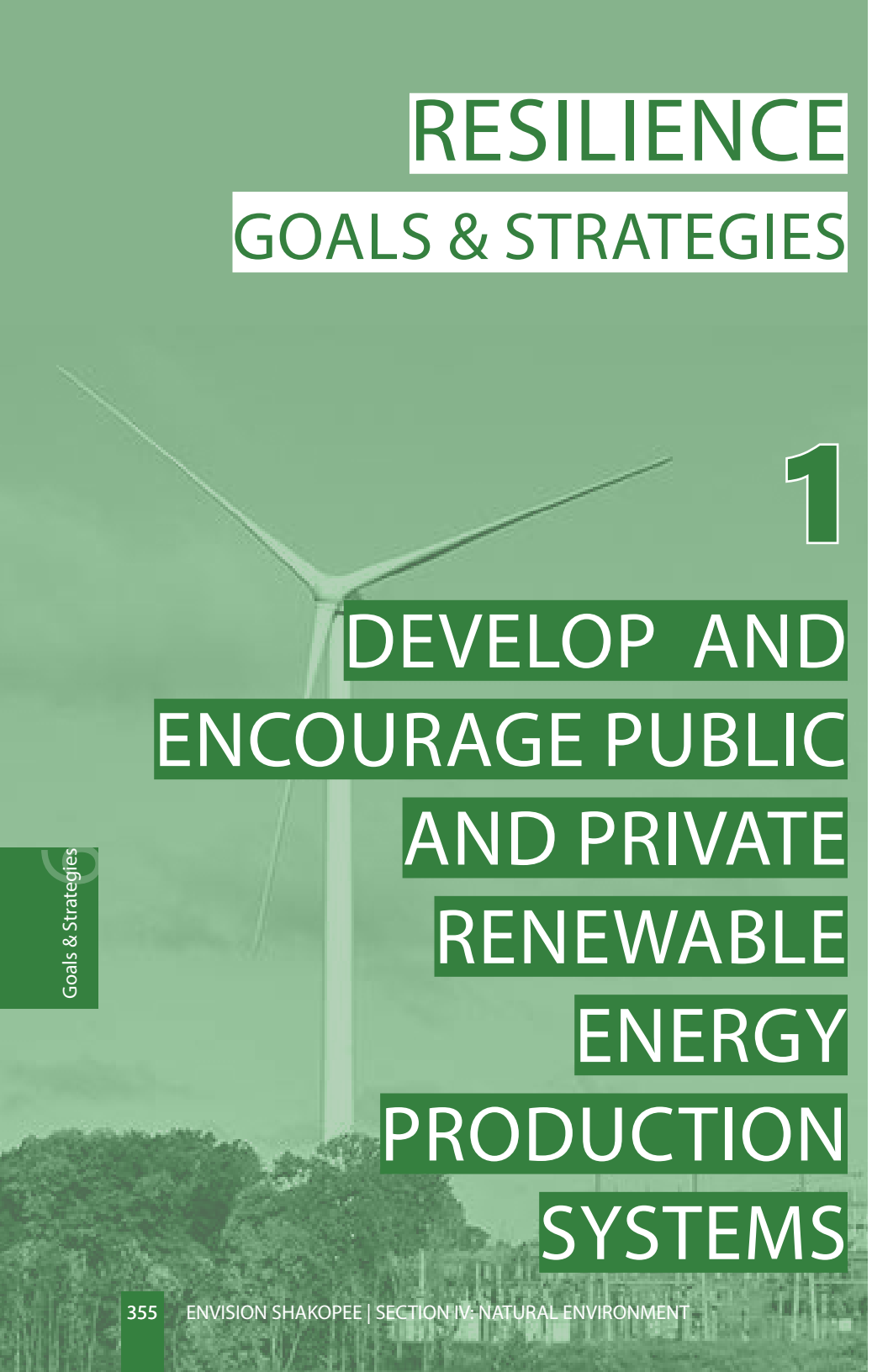
- Increasing energy prices and environmental costs
- Rapid change in the field of renewable energy
- Low winter solar altitude for solar energy production

## OPPORTUNITIES

- Preservation of solar resources including vegetation, building site design, and collector systems
- Technological advances in renewable energy production and storage
- Advances in energy efficiency for buildings, vehicles, and other everyday technologies.
- Growing awareness of the value of sustainable design principles and local food systems

# RESILIENCE

## GOALS & STRATEGIES



# 1

# DEVELOP AND ENCOURAGE PUBLIC AND PRIVATE RENEWABLE ENERGY PRODUCTION SYSTEMS



### 1A Reserve and preserve appropriate public space for renewable energy production.

- » Preserve the ability of south-facing rooftops, walls and lots to serve as solar energy generation areas
- » Ensure landscaping in public spaces and surrounding public buildings will not prevent adequate solar collection should solar energy systems be installed
- » Utilize best practices to reserve appropriate land for future wind production facilities

### 1B Integrate renewable energy systems into city projects.

- » Introduce solar energy systems into existing city facilities and infrastructure
- » Design new public facilities and infrastructure to ensure they can serve as solar energy production sites
- » Consider small-scale wind energy production facilities in public facilities
- » Explore biomass as a potential fuel for city facilities
- » Encourage investment in electric grid infrastructure to ensure reliability and resiliency to weather-related disruptions

## 1C Develop regulations to allow the utilization of renewable energy production systems in privately-owned properties

» Ensure current ordinances reflect best practices in the use and placement of solar energy systems on private property

» Require solar-supportive practices for new development

» Consider small-scale wind energy generation systems for farm, office, commercial, and residential properties

## 1D Conduct education and outreach efforts to promote the use of renewable energy production systems

» Host or promote events to educate the public on the benefits of private solar and wind energy

» Educate property owners and tenants on best practices for landscaping that will allow for future solar and wind energy development



# 2 PROMOTE AND INTEGRATE RESOURCE-EFFICIENT SYSTEMS INTO PUBLIC AND PRIVATE FACILITIES



## 2A Encourage the use of commercial and residential waste reduction practices

- » Promote on-site composting facilities in business and residential settings
- » Explore community-wide organics recycling, composting,and other waste reduction opportunities

## 2B Integrate energy-efficient technologies into public facilities

- » Incorporate water-reduction technologies in city-owned buildings and facilities
- » Establish a policy for fuel efficiency standards for city fleet vehicles
- » Conduct an energy audit of city-owned buildings in order to improve their environmental sustainability

## 2C Encourage energy-efficient practices in private facilities

- » Allow for and encourage green roofs on residential and commercial buildings
- » Allow for and encourage electronic vehicle charging stations
- » Encourage adaptive reuse of existing/historic buildings



# 3 INTEGRATE SUSTAINABLE DESIGN AND MANAGEMENT PRACTICES INTO PUBLIC SPACES

## 3A Develop the city's streets into a safe, connected, environmentally- and financially-sustainable transportation network

- » Integrate active transportation facilities into new roadway projects to improve walkability and provide multimodal options
- » Design roads to improve the safety of all users, including motorists, cyclists, pedestrians and transit users
- » Where possible, integrate stormwater mitigation materials and facilities, such as pervious pavement and bioswales
- » Install energy efficient street lamps and traffic signals
- » Design arterial roads to be compatible with future transit-oriented development projects
- » Base material choices on overall life cycle costs rather than initial costs

## 3B Utilize environmentally-friendly landscaping practices in roadway projects

- » Establish an urban forest policy and program to improve air quality and mitigate the urban heat island effect
- » Ensure vegetation is selected for its natural resilience and ability to provide additional benefits, such as to pollinators

## 3C Utilize environmentally-sensitive design and maintenance practices for city parks and public spaces

- » Where appropriate, select native vegetation for turfgrass, flowers, shrubs and trees
- » Mitigate stormwater using on-site techniques such as bioswales, rain gardens and pervious pavers



# 4 DEVELOP COMMUNITY SYSTEMS AND POLICIES FOR HAZARD PREVENTION AND MITIGATION



## 4A Explore a comprehensive strategy for climate change mitigation

» Develop a citywide climate action plan to establish clear, realistic greenhouse reduction goals and strategies

» Develop water management policies to ensure an adequate water supply during periods of severe drought

» Develop a flood preparedness strategy to address more frequent and severe flooding

## 4B Develop strategies and policies to ensure an organized approach to disaster recovery

» Facilitate regular training for first responders to severe weather events

» Develop a municipal disaster response plan

» Facilitate public education to promote general awareness of city's disaster response plan

» Develop municipal response plan to address extreme heat and localized flooding events.

» Incorporate strategies to stop the spread of possible infectious diseases

## 4C Ensure site development standards and policies are updated to reflect best practices for sustainable development

» Consider requiring stormwater infrastructure than can handle more severe weather events

» Encourage siting of buildings to enable passive heating and cooling

» Explore Livable Communities Act funding for brownfield remediation



BIG IDEA 9
POSITION FOR THE NEW ECONOMY

# 5 ENCOURAGE AND SUPPORT THE DEVELOPMENT OF A STRONG LOCAL FOOD SYSTEM

## 5A Encourage residential and community food production

» Facilitate the development of new community gardens

» Consider designation of public lands for community gardening

» Permit the raising of chickens, goats and bees in specified residential neighborhoods

» Encourage residential and commercial composting of food waste for use in small-scale agriculture

## 5B Promote community access to healthy foods

» Encourage the sale of healthy and/or local produce at retail and grocery stores

» Encourage coordination between schools and growers to provide fresh foods to schoolchildren

» Encourage partnerships between local restaurants and growers

» Promote local farmers markets, including mobile markets




# SECTION V
# GOVERNANCE

# INTRODUCTION

## PLAN ELEMENTS

The Governance section of Envision Shakopee guides growth and development policies, goals and strategies in three general areas:

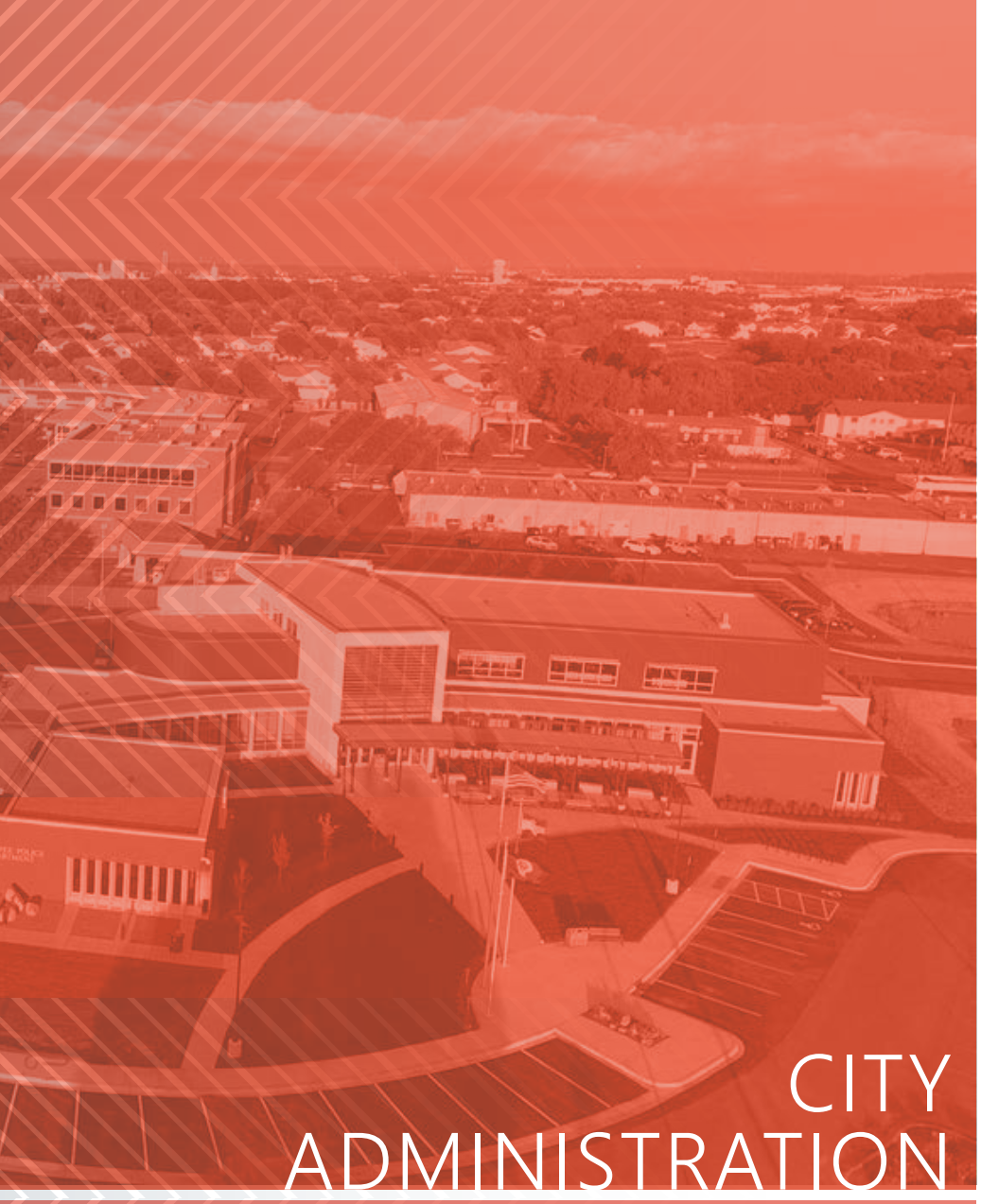
- City Administration
- Communication and Engagement, and
- Finance

Through the development of the community priorities as part of the Envision Shakopee planning process, residents have been excited about this new approach to planning for the city's future but have also expressed concerned the city will not stick to its plan as leadership changes over time. It is critical that planning and public investments be strategic, connected to a long-term plan and in-line with the community's values.

Residents have also expressed a desire for more consistent and transparent communications from city government, especially on the city's website. For example, more details about proposed development projects and better information about events and festivals. There is a desire for improved communication and collaboration between the city, its neighboring jurisdictions and other government agencies.

As Shakopee considers its opportunities for investment, growth and improvements, people also want to know that city leaders are strategically considering short-term and long-term financial impacts. Acting as stewards of the public's resources, the city should balance the needs of current and future generations while maintaining the overall fiscal health of the city.

**Envision Shakopee is strategic and forward-thinking, while building on the community's values today. The Plan affirms transparency between the city and our residents with systems of communication that promote ongoing conversations and collaboration; foster consistent processes for decision-making, establishing expectations and achieving desired outcomes.**



# CITY ADMINISTRATION

Strong structure and leadership are critical to a city's ability to serve its residents, businesses, visitors and stakeholders. The city will continue to evaluate and improve itself as an organization in order to provide services in the most efficient, effective and cost-conscious while maintaining strong customer service.

Shakopee will be an organization that values those it serves, supports its employees, embraces change and innovation, provides high quality services. Decisions are made in a strategic manner supported through data and community input while protecting the public health, safety, welfare and quality of life of those who live, work, play and learn in Shakopee.

# OVERVIEW

The Department of Administration supports the city's core services and acts a liaison for the City Council. The department's main functions include:

- City Administrator: Support, enhancement, compliance and implementation of City Council policy
- City Clerk: Maintain official city records, including city code and public meetings, and administers city, county, state and federal elections
- Communications: Public relations and communications
- Facilities: Maintenance and upkeep of city buildings
- Human Resources: Employment and labor relations
- Information Technology: Computer, technology, and telecommunications support

This section addresses the following areas:

1. Organizational Development
2. Staffing and Resource Needs
3. Customer Service
4. Support to Elected and Appointed Officials

## GOALS FOR CITY ADMINISTRATION

1. Align city organization and management to advance the goals of Envision Shakopee
2. Create a supportive workplace culture
3. Improve Human Resource processes
4. Support elected and appointed officials



# CITY GOVERNMENT

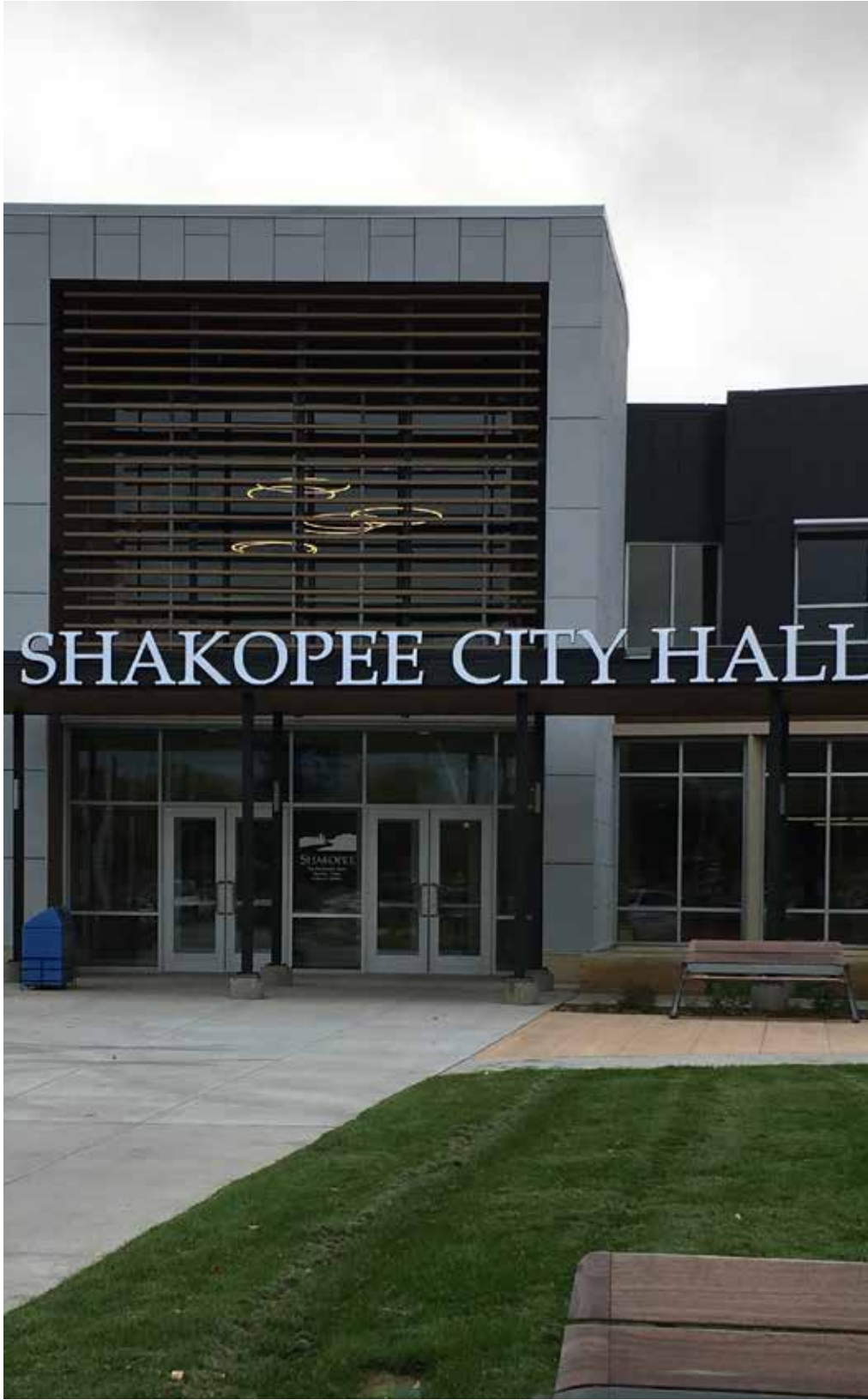
The City of Shakopee is governed by a five-member City Council, which includes a mayor and four at-large City Council members. The mayor and council members serve four-year, staggered terms. Each has one vote apiece on all legislative matters.

Daily operation of the city is performed by various departments under the supervision of a city administrator. City services are provided by a staff of approximately 150 full-time, 200 part-time, and more than 300 seasonal employees. The city provides services in the areas of public safety, parks and recreation, planning and zoning, building inspections, public works (streets, sanitary sewers and storm sewers), and general administration.

The mayor and City Council are the elected policy makers for the City of Shakopee. Their responsibilities include:

- Adopting and enforcing ordinances
- Establishing public and administrative policies
- Appointing the city administrator and administrative staff
- Creating boards and commissions
- Managing the city's financial operations, including levying taxes, approving a budget, auditing expenditures and borrowing money
- Transacting all other city business as required by law.

The five members of the City Council also serve as the Economic Development Authority (EDA).



## BOARDS AND COMMISSIONS:

The city has four active boards and commissions that advise and assist the City Council in setting policy:

» Bicycle Advisory Committee: The Bicycle Advisory Committee promoted active living and provide safe and accessible routes to cyclists in the community. The committee is responsible for promoting commuter and recreational bicycling, advocating for bicycling infrastructure improvements, encouraging safe riding through education and involving residents to become interested in bicycling issues throughout the city.

» Park & Recreation Advisory Board: The Park & Recreation Advisory Board makes recommendations to the City Council on policies, programs and development actions related to park and recreation services.

» Planning Commission / Board of Adjustments & Appeals: The Planning Commission assists the City Council in reviewing and analyzing development proposals and in enforcing the city's zoning and subdivision ordinances. Commission members also act as the Board of Adjustment and Appeals (BOAA).

  The Planning Commission reviews rezoning, platting, the relocation of dwellings; and when acting as the BOAA reviews zoning, conditional use permits and sign variances. The City Council makes final decisions concerning rezoning and platting applications and considers appeals of Planning Commission decisions.

» Police Civil Service Commission: The Police Civil Service Commission administers the civil service personnel policies of the Shakopee Police Department, conducts civil service examinations for the department, makes recommendations to the City Council concerning appointments and promotions and handles disciplinary matters within the police force.

  The City Council also appoints members to the Shakopee Public Utilities Commission (SPUC), which oversees the operation of the publicly owned water and electric utilities. It is composed of five members who serve three-year terms.

## ADMINISTRATION

Appointed by the City Council, the city administrator serves as the chief administrative officer in the City of Shakopee. The Administrator is responsible for day-to-day oversight of city operations, providing direction for all city departments regarding the policies and goals established by the Council, handling citizen inquiries and acting as liaison to the mayor and City Council. The Department of Administration supports the city's core services and acts as a liaison for the City Council.

# ISSUES & OPPORTUNITIES

Shakopee residents have been excited about this new approach to planning for the city's future and want assurance that the city will advance the objectives of the plan. It is critical that planning and public investments be strategic, connected to a long-term plan and in-line with the community's values.

» People want more information from city government, especially on the city's website. For example, more specifics about proposed development projects and better information about events and festivals. There is also a desire for improved communication and collaboration between the city, its neighboring jurisdictions and other government agencies.

» As Shakopee considers its opportunities for investment, growth and improvements, people want to know that city leaders are strategically considering short-term and long-term financial impacts. Acting as stewards of the public's resources, the city should balance the needs of current and future generations while maintaining the overall fiscal health of the city.

## ORGANIZATIONAL DEVELOPMENT

During the Envision Shakopee planning process, staff throughout all city departments were engaged to identify issues and opportunities to improve how the city government operates. Staff identified a number of things that make Shakopee city government a great organization:

- The Staff – city staff members are professional, easy to work with, friendly and strive for the same goals,
- A Supportive Atmosphere – as an employer, the city supports its staff's work/life balance. In keeping with Shakopee's family-friendly identity, family comes first.
- An Innovative Workplace Environment – use of new technology is encouraged and there is an ability to try new things,
- Leadership – the administration is focused on moving the city toward its vision for the future, and not on micro-management of staff

Opportunities to make the city an even better organization include:

- Internal Communications – sometimes the flow of information is not consistent, making it difficult for staff to understand some decisions, or to know that priorities are being aligned across different departments.
- Continued Innovation – continue to encourage new ideas
- Direction – ensure that long-term strategy and vision are consistently filtered from the administration and throughout all departments
- Modern Workplace Environment – continue to improve technology, provide flexibility and right-size staffing levels

## PRIORITY AREAS

- Strategic Planning
- Internal Communications
- External Communications
- Policies and Standards
- Employee Retention

## STAFFING & RESOURCE NEEDS

The modern-day workplace has rapidly evolved with the introduction of new technologies, expectations, generational differences and preferences, growing diversity and changes to available resources. As an organization, the City of Shakopee will need to continue to evolve and adapt to meet demands.

- Opportunities to improve staffing and resource needs:
- Exploration of employee recruitment efforts
- Exploration of employee retention efforts
- Creating a supportive and healthy workplace culture
- Improving Human Resource processes, on-boarding and management systems
- Ongoing investments in staff and professional development such as education, technology training, safety and diversity and inclusion

Opportunities to improve staffing and resource needs:

- Exploration of employee recruitment efforts
- Exploration of employee retention efforts
- Creating a supportive and healthy workplace culture
- Improving Human Resource processes, on-boarding and management systems
- Ongoing investments in staff and professional development such as education, technology training, safety and diversity and inclusion

## SUPPORTING ELECTED AND APPOINTED OFFICIALS:

As leaders and decision makers, it is important that elected and appointed officials are provided the support, resources and training to make legally sound, effective and fair decisions. Many decisions elected and appointed officials face are complicated, technical and/or controversial, which can be difficult for those serving as volunteers or those new to their role. Moving forward, the city can explore opportunities to support its elected and appointed officials in their leadership role by:

- Orienting new elected and appointed officials to the city and their role through onboarding
- Providing ongoing training and education
- Sharing information in innovations, trends and successful projects

Additionally, the city can play a proactive role in helping to recruit and support new boards and commissions members. As the city grows and diversifies it'll be even more important that boards and commissions are representative of the community. The city should encourage and support volunteers from various backgrounds, neighborhoods, genders, cultures and generations.



## CUSTOMER SERVICE

At their core, all municipal governments are customer service organizations. City government exists to advance the health, welfare and quality of life for the residents of the community. Community concerns with public communications are directly related to the function of Shakopee city government as a customer service-oriented organization. As experts of particular areas related to city government, it is the responsiblity of all city staff to participate in active communication to ensure full responses and information sharing is provided to community members.

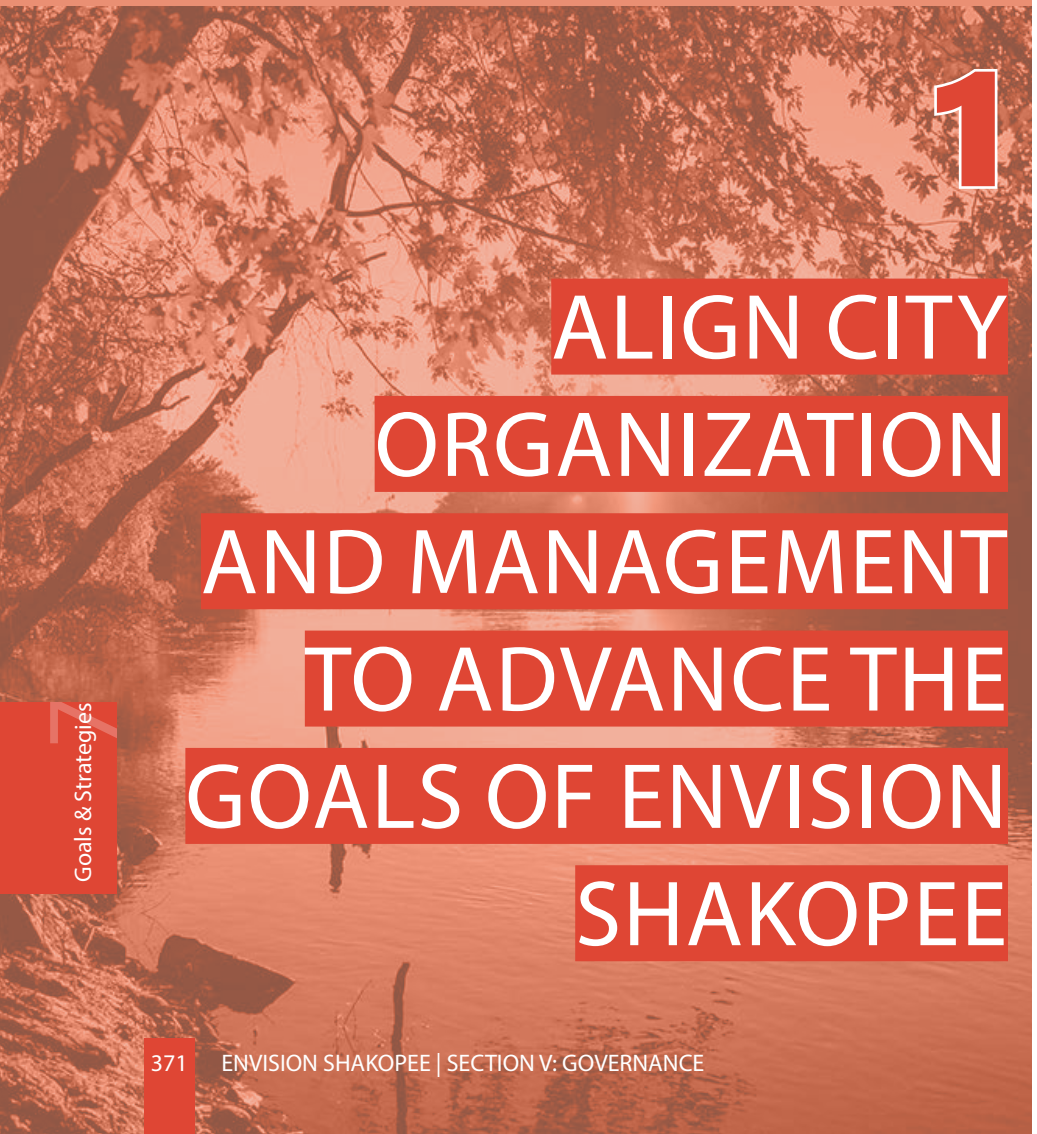
Opportunities to improve customer service include:

- Internal communications
- Transparency
- Promptness
- Consistent messaging
- Abide by city-wide core values
- Accessibility of information



# CITY ADMINISTRATION

## GOALS & STRATEGIES



# 1 ALIGN CITY ORGANIZATION AND MANAGEMENT TO ADVANCE THE GOALS OF ENVISION SHAKOPEE





### 1A Evolve the city's internal organizational structure to better meet needs and expectations

» Engage leaders across departments to meet quarterly to celebrate successes, discuss upcoming challenges and share goals

» At the meetings, select delegate(s) to assemble and refine information for sharing back to department teams

» Organize public information into concise talking points for all staff, especially those who are public-facing and answer questions from citizens or the media

» Clarify non-public information and share with all who need to know in order to perform at their best in their role

» Periodically evaluate organizational structure and make improvements as necessary

» Focus organizational structure around operations and outcomes

» Emphasize to all city staff their role as communicators and representatives of the organization

### 1B Provide high level of service to residents and business

» Regularly review and evaluate city operations for opportunities to improve effectiveness and efficiency and reduce expenses

» Commit to electronic government services to provide flexibility and ease of access to residents and businesses

## 1C Consider Envision Shakopee a living document

» Update and revise the document as necessary to incorporate new data, priorities, projects and programs

» Consider a mid-point update to the plan sometime in 2023-2024

» Create an annual report to monitor and celebrate progress made

» Consider development-driven comprehensive plan amendments by balancing flexibility and community priorities



# 2

# CREATE A SUPPORTIVE WORKPLACE CULTURE

## 2A Support a workplace culture of health

- Continue to support the Wellness Committee and explore opportunities to expand its body of work
- Explore other opportunities to control health care costs through preventative measures

## 2B Support ongoing investments in staff and professional development

- Provide regular opportunities for inhouse trainings to improve safety, workplace culture, use of technology and process improvement
- Support staff in their efforts to receive or maintain work-related certificates, licenses and/or degrees
- Explore opportunities to provide equity, diversity and inclusion trainings



# 3 IMPROVE HUMAN RESOURCE PROCESSES

## 3A Improve employee management systems

- Implement a performance management process
- Explore opportunities to consider diversity and equity in the workplace
- Regularly update Human Resource processes and procedures

## 3B Improve employee recruitment

- Explore efforts to recruit a more diverse workforce
- Consider partnerships with other organizations, such as Scott County, to share job information
- Regularly review job descriptions and pay structure to match market expectations

## 3C Improve employee retention

- Regularly survey employees to gauge workplace culture, issues and performance
- Explore opportunities to modernize the workplace, staying abreast of changing workplace expectations including, but not limited to, use of technology, salary and benefit packages and work flexibility
- Create a consistent onboarding process for new staff



# 4 SUPPORT ELECTED AND APPOINTED OFFICIALS

Goals & Strategies

## 4A Provide tools and opportunities that enable individual and organizational success

» Administer onboarding to elected and appointed officials

» Provide ongoing training to elected and appointed officials

» Provide information including role descriptions, expectations and other resources to prospective elected and appointed officials

» Increase opportunities and reduce barriers for prospective board and commission volunteers

» Explore opportunities to increase the diversity of board and commission members to reflect the population of Shakopee



# COMMUNICATION & ENGAGEMENT

As a democratic society, it's important to foster and support civic engagement and involvement. Participating in a democratic society, however, can sometimes be time consuming or difficult. Shakopee will continue to evolve its communications and engagement efforts to make participation easier, flexible and accessible.

As the means through which people access and consume information evolves, Shakopee will evolve the way it shares information. Shakopee will strive to employ communications best practices, promote and protect the city's reputation, and create, manage and execute communications strategies in real-time and in a manner which is accessible to all. Shakopee communications will be authentic, creative, responsible and a trusted source of information.

# OVERVIEW

The City of Shakopee communicates with residents, businesses and media through a variety of mediums, including the city's newsletter, website, government access cable television channel, e-newsletter, social media, news releases and various other sources. Shifting means of accessing information, consumption of media and an overload of information make communications an ever-evolving and increasingly challenging, yet critical task. The city must provide communications in a fashion that is easy to understand, access and consume. This can be done by focusing on the following areas:

1. Internal Communications:
   - » Ensuring that city staff receive information in a timely, concise and efficient manner is critical to the success of the organization. Success in a modern-day, cross functional organization demands strong internal communication.

2. External Communications:
   - » Residents and businesses have asked for more information, whether it is regarding community events, construction or proposed developments. The city will work to increase the accessibility and transparency of information.

3. Community Engagement:
   - » Including residents, businesses and stakeholders in planning and decision making helps to create a community in which people feel valued, heard and proud.

## GOALS FOR COMMUNICATION

1. Provide efficient and effective internal communications as a government organization
2. Provide consistent and responsive external communications to the public
3. Provide authentic opportunities for community engagement



# ISSUES & OPPORTUNITIES

## INTERNAL COMMUNICATION

The City of Shakopee has an engaged a number employees committed to providing high-quality service to residents, businesses and visitors. Strong internal communications systems are essential to helping employees provide the highest level of service.

Internal communication comes in two forms: informal and formal. Informal communication are those networks that ensure necessary information is flowing horizontally and vertical through departments. Formal communication uses more dedicated hubs of communication sharing, such as intranets and employee newsletters, in which organizational information is made available to all staff.

Opportunities to improve internal communication include:

» Engaged staff body that recognizes value of improved internal communication

» Existing use of intranet and employee newsletters, email lists, etc.

## EXTERNAL COMMUNICATION

The City of Shakopee strives to communicate in ways that are transparent, responsive, accessible and proactive. We want our external audience to:

- Trust us and perceive the city as honest, truthful and open
- Understand the value of city services
- Know where they can find information and how to accomplish tasks
- Feel comfortable interacting with the city

To do these things, the city must provide consistent and responsive external communications that tell the organization's story; communicate issues, concerns and needs early; respond to public appropriately and timely; and ensure information and tasks are easy and accessible for all community members.

Changing demographics, however, and rapidly evolving technology are altering how the city communicates with the public. This shift poses challenges for the city as it must deliver consistent information through multiple channels to a variety of audiences. There is no one-fits-all solution to communicating essential information. The city must balance its limited resources with the need to communicate to all audiences where they are.

Opportunities to improve external communication:

- Engaging, accessible and easy-to-use website and digital communication tools
- Continued brand development
- Network of community liaisons, particularly in diverse and hard-to-reach populations
- Consistent messaging
- Communications Plan

### ISSUES

- Wide range of public communication preferences
- Evolving communications tools and methods
- Delivering consistent messaging across the organization
- Limited resources

### OPPORTUNITIES

- Increased use of digital communication tools, such as the City's website, social media and video
- Continued use of the City's brand and writing style guidelines to ensure consistent messaging
- Build upon the City's network of community liaisons
- Development of a citywide strategic communications plan

## COMMUNITY ENGAGEMENT

The Envision Shakopee planning process emphasized community engagement as a foundational element of establishing priorities and a strategic vision for the city. There has been much appreciation in the community for this approach, and some of the public feedback has specifically focused on the fact that such community engagement efforts have not been commonly or consistently undertaken in the past.

Citizens sometimes feel that the city is not sharing information about decision-making, or about potential public investments or private development proposals. Likewise, many feel that the city has not done enough to genuinely engage the public and elicit opinions as part of its decision-making processes.

Opportunities to improve community engagement include:

- Plain language communications
- Videos
- Vary the location of meetings and events
- Town Hall meetings
- Partnerships
- Staff out in the community

### ISSUES

- Perceived lack of information sharing from the city
- Ability to connect with hard-to-reach populations
- Perceived lack of inclusivity and accessibility

### OPPORTUNITIES

- Increased use of videos and digital communication tools
- Expressed desire from community to be more involved



# COMMUNICATION

## GOALS & STRATEGIES

# 1

# PROVIDE EFFICIENT AND EFFECTIVE INTERNAL COMMUNICATIONS AS A GOVERNMENT ORGANIZATION

1A Create an internal communications protocol to improve efficiency and effectiveness of staff communications at all levels

1B Conduct an organizational audit to determine opportunities to streamline communications and flow of information

1C Expand use of the city's intranet platform and newsletter to communicate more information about city policy, departmental initiatives, public projects and development activity



# 2 PROVIDE CONSISTENT AND RESPONSIVE EXTERNAL COMMUNICATIONS TO THE PUBLIC

2A Regularly review and update the city's website to ensure accurate and up-to-date information is available to the public

2B Conduct a city brand audit

2C Provide proactive communications about capital improvement project, public policy deliberations and private development proposals

2D Adopt an authentic and approachable communications style that emphasizes the community's priorities and responds to their concerns

» Research and develop ways to open communications to broader audiences, accessible to a full range of users. For example, people and business owners from diverse cultural backgrounds, of varying abilities, lifestyles, etc.

2E Develop and regularly update a strategic communications plan that highlights the city's communication goals over a three to five-year period



BIG IDEA 8

FOSTER CIVIC LIFE IN CIVIC SPACES

3

# PROVIDE AUTHENTIC OPPORTUNITIES FOR COMMUNITY ENGAGEMENT

Goals & Strategies

- 3A Adopt a community engagement policy to guide public engagement efforts across all city initiatives
- 3B Use a variety of community engagement strategies that are convenient and accessible to different segments of the population to increase participation and public feedback on large community projects
- 3C Build authentic partnerships with other government agencies and community groups as a means to reach additional and hard-to-reach populations
- 3D Create community engagement reports for all large projects to incorporate and report on community feedback for project outcomes
- 3E Integrate accessible and interactive online community feedback opportunities as part of the city's website and on dedicate project web pages or web platforms
- 3F Use mobile/smart phone communications technology to provide convenient, real-time community engagement options






# FINANCE

As stewards of the public's resources, all decisions are made that consider the short- and long-term financial considerations, value the public's tax dollars and strive to keep maintenance, operations, debt obligations and other costs as low as possible. The city strives to maintain low taxes and a strong bond rating while protecting the community's assets, maintaining a high quality of life, supporting economic development, and protecting the health and safety of the community.

# OVERVIEW

The Finance Department is responsible for financial management in the City of Shakopee overseeing all financial activity. Those responsibilities include cash management, debt administration, budgeting, financial planning, accounting and financial reporting, risk management and implementation of financial and internal controls.

The City Council has final authority for adopting the city's annual budget, reflecting Shakopee's priorities for the programs and services the city provides and establishing the property tax levy.

As Shakopee considers its opportunities for investment, growth and improvement in the community, the community wants to know that city leaders are strategically considering short-term and long-term financial impacts. Acting as stewards of the public's resources, the city should work to balance the needs of current and future generations and the built, economic, community and natural environments while maintaining overall fiscal health of the city. Opportunities to address and improve financial operations include:

1. Stewardship of Financial Resources

2. Transparency of Decisions

## GOALS FOR FINANCE

1. Provide quality stewardship of the city's financial resources
2. Maintain and improve Shakopee's financial rating
3. Establish systems for ongoing effectiveness & efficiency in facilities & operations



# FINANCE

## GOALS & STRATEGIES

# 1

# PROVIDE QUALITY STEWARDSHIP OF THE CITY'S FINANCIAL RESOURCES



1A Leverage outside resources by seeking grant, philanthropic and other funding opportunities to reduce the financial burden on taxpayers while enabling innovative and necessary projects and programs to continue.

1B Maintain financial policies that reflect the current environment and ensure strong internal controls.

1C Maintain stable tax and utility rates to avoid large swings in the tax levy or utility charges.

1D Diversify revenues to reduce the reliance on property taxes

1E Consider strategic investments in the community which may result in shared benefits and/or cost savings

1F Continue to budget only for needs and eliminate any unnecessary budget appropriations to ensure fiscal conservation.



# 2 ENSURE FINANCIAL TRANSPARENCY

2A Maintain financial transparency in all transactions

2B Any year-end surplus or other one-time dollars should be directed towards one-time capital investments and should not be geared towards operational needs that require continuous funding

2C Continue to seek different avenues of public input on budget priorities. Provide an easy to understand summary budget that tells a story of the city's financial position

2D Continue receiving the Government Finance Officer Association's Certificate of Achievement for Excellence in Financial Reporting



# 3

# ENSURE LONG-TERM SUSTAINABILITY

3A Continue planning for future infrastructure needs by preparing the 5-year Capital Improvement Plan (CIP). The CIP aids in balancing needs against limited financial resources.

3B Beyond the CIP, long-range forecasting will continue to be needed to ensure sustainability. These long-range forecasts need to be prepared for the General Fund, Internal Service Funds, and Enterprise Funds. Long-range forecasts aid in maintaining a stable tax rate as future spikes in needs can more easily be anticipated and planned for.

3C Maintain a strong bond rating to minimize the impact of borrowing

3D Consider both short-term capital investment cost and long-term maintenance, operations and replacement costs when making financial and project decisions



# 4 ESTABLISH SYSTEMS FOR ONGOING EFFECTIVENESS & EFFICIENCY IN FACILITIES & OPERATIONS

## 4A Implement cost savings measures

- Research and implement methods to reduce energy use and/or increase use of renewable energy
- When economically feasible, consider options to establish environmentally-sensitive purchasing policies
- Consider opportunities to reduce printing and mailing as a cost savings and environmental benefit
- Explore opportunities to reduce miles traveled by staff through use of technology or carpooling

## 4B Maintain and improve facilities as needed

# IMPLEMENTATION

# INTRODUCTION

## IMPLEMENTATION

Envision Shakopee provides a long-range vision for the community, while also serving as a guide for how the community can turn that vision into reality over time. The plan establishes high-level community priorities, a broad set of recommended goals, strategies and tactics to address those priorities, and some big ideas to inspire the community to action. Some recommendations in the plan may be relatively easy to accomplish in a short period of time, but implementing the plan and its many recommendations will not happen all at once, and most objectives will likely be reached incrementally. Indeed, many recommendations and envisioned opportunities are highly aspirational, and will require the community to prioritize what it wants to achieve, how quickly it wants to do so, and how it wants to allocate resources toward the goal.

Implementation of priority initiatives will require concentrated efforts among a variety of interested parties, from city government and elected officials, to private entities, community organizations, and other government agencies over the course of many years. This plan is a starting point for those activities, which might include additional studies and more focused planning initiatives, the creation of new task forces or implementation partnerships, fund raising and capital programming, and many other targeted efforts.

Shakopee has experienced a great deal of change over the past few decades, which has brought with it challenges related to growth and understandable concerns about the community's identity and what the future holds. This plan is designed to guide Shakopee toward harnessing change and maximizing opportunities for all of our residents and stakeholders. With strategic investments and partnerships, thoughtful policy development, on-going community engagement and deliberate decision-making, Shakopee can position itself as a community of choice in the years to come.

Envision Shakopee will be implemented through a variety of tools including:

- Projects that improve public infrastructure and facilities, including roads, sewers, parks, trails, sidewalk, utilities, and public facilities such as City Hall, fire stations and the community center,
- Policies as rules and regulations that govern the community,
- Plans that provide detailed strategic study of an area or issue,
- Programs, initiatives or other offerings which may include events, support or education,
- Practices or ways of doing work, and
- Public Education and Engagement which involves working with the community to build awareness of an issue, provide education, and engage in finding solutions.



# IMPLEMENTATION TOOLS

## PROJECTS

The city is responsible for constructing, maintaining and replacing its streets, parks, facilities, infrastructure and equipment. Envision Shakopee presents a set of possible projects that the city and its partners could undertake to improve the livability and vitality of the community. As the community decides to take on any of these improvements, they must be included in, and budgeted for, in a Capital Improvement Program.

### Capital Improvement Program

A Capital Improvement Program (CIP) is a five-year plan to provide and maintain public facilities for the residents and businesses of Shakopee, balanced against constraints of available resources.

Capital improvements are the projects that require the expenditure of public funds for the acquisition, construction or replacement of the infrastructure necessary for communities. Capital planning is critical to the continuation of essential public services, as well as being an important component of a community's economic development program.

The city should update and adopt a new five-year CIP on an annual basis. Upon adoption, the capital improvement planning process would mirror the goals of Envision Shakopee.

PRIORITY PROJECTS

Many projects rated as high priority in the community engagement process culminate in the 12 Big Ideas for Shakopee. As the community strives to implement the Big Ideas, several transportation and infrastructure projects will be involved.
The City should prioritize identifying the critical projects needed to catalyze implementation of the Big Ideas and incorporate them into the CIP. Other projects that may be included as priorities in the CIP will be identified as the high priority plan goals are being studied and implemented. Goal statements from the plan that were identified as high priority and also include projects as part of their implementation are marked in the implementation matrix at the end of this section.



# POLICIES

Envision Shakopee lays out an aspirational vision for the community. However, it is the rules and regulations documented in the City Code which set the legal framework for implementing the vision on a day-to-day basis. The City Code is a set of adopted ordinances which regulate all components of the community. The following outlines some of the City Code amendments which will need to be made or explored in order to implement Envision Shakopee.

POLICY RECOMMENDATIONS IN THIS PLAN AND FOLLOW-UP PLANS

Policy recommendations are found throughout Envision Shakopee, within the Issues & Opportunities discussions of several sections as well as within the Goals & Strategies of every section. The plan recommends review and revision of city policy to align with the goals and intent of Envision Shakopee, including applicable governance, land use, housing, transportation, and etc. policies. Following is a discussion of existing official controls that includes zoning code, subdivision policy and water resources. These policies should be examined and updated as needed to enable the implementation of the goals of this plan.

## Official Controls

ZONING CODE

The City of Shakopee exercises its zoning authority to regulate the use and development of land within the city. Zoning is intended to promote and protect the health, safety and welfare of the community and its residents.

The zoning code, adopted by the City Council, defines the current rights that owners have for their properties by dividing the city into zoning districts. The ordinance regulates the types of uses which can occur in each zoning district, as well as the specific building and development standards for each zoning district (residential, commercial or industrial). The district boundaries are depicted on a zoning map.

The city intends to update its zoning code to meet current market expectations, realities, land use patterns and community aspirations and to be in alignment with Envision Shakopee. After some study, the city may pursue a wholesale overhaul of its zoning code. In many ways, the existing zoning code is cumbersome, outdated and difficult to use and understand.

The current zoning code outlines the following zoning districts:

| ZONE | PURPOSE |
|---|---|
| Agricultural Preservation Zone (AG) | Preserve and promote agriculture in the unsewered areas of the city which are suitable for such use, prevent scattered and leap-frog non-farm growth, and prevent premature expenditures for such public services as roads, sewer, water, and police and fire protection. |
| Rural Residential Zone (RR) | Allow low-density residential development in areas which are not served by municipal urban services. |
| Sewer Rural Residential Zone (SRR) | Allow low-density residential development in areas that were platted prior to September 2006, and which are served by municipal urban services. |
| Low-Density Residential Zone (R-1A) | Allow large-lot single-family development in areas of the city served by sanitary sewer and water. |

| | |
|---|---|
| Urban Residential Zone (R-1B) | Provide an area for residential development where public sanitary sewer and water are available. |
| Old Shakopee Residential Zone (R-1C) | Provide an area for the continuation of existing residential development and development of existing lots in the older residential areas where public sanitary sewer and water are available. The combination of small lots is encouraged. |
| Medium-Density Residential Zone (R-2) | Provide an area which will allow 5.01 to 8 residential dwellings per acre and also provide a transitional zone between. |
| Planned Residential District (PRD) | Provide areas for the mixed-use development; including single-family detached, medium-density, and high-density residential, as well as compatible community commercial and service uses. By allowing mixed-use development, the PRD provides a mechanism for providing a range of housing types and easy accessibility to services either within a single development or area of the city. |
| Multiple-Family Residential Zone (R-3) | Provide an area which will allow 8.01 to 12 multiple-family dwelling units per acre, and also provide a transitional zone between single-family residential areas, medium-density residential areas, and other land uses. |
| Neighborhood Commercial (N-C) | Provide areas for the development of low-intensity, service-oriented uses for the surrounding immediate residential areas. Immediate residential areas are understood to be those that are generally within five-minutes walking distance of a neighborhood commercial area. |
| Highway Business Zone (B-1) | Provide an area for business uses fronting on or with immediate access to arterial and collector streets. |
| Community Commercial (CC) | Provide areas that allow the concentration of general commercial development for the convenience of city residents and the greater city trade area, space for larger community facilities and institutions that may be appropriately located in commercial areas, and provide adequate space to meet the parking, loading and traffic management needs of larger scale commercial development. |
| Office Business Zone (B-2) | Provide an area for offices and related service uses, in an area where general retail is excluded. The Zone is intended for areas identified in the comprehensive plan for office use or for transitional areas between residential and more intense uses. |

| | |
|---|---|
| Central Business Zone (B-3) | Provide a zone which accommodates the unique character of the central business area in terms of land uses and development patterns. |
| Major Recreation Zone (MR) | To create a high-quality environment for large amusement and recreation attractions with a regional draw, with a high degree of land use compatibility and street efficiency. It is further the intent of the Zone to protect existing landscape features, to preserve open space, to sensitively integrate development with the natural landscape, and to require the planning of entire land ownerships as a unit rather than permit piecemeal or scattered small developments. |
| Light Industry Zone (I-1) | Provide an area for industrial, light manufacturing, and office uses which are generally not obtrusive and which serve as a transition between more intensive industrial sites and residential and business land uses. |
| Heavy Industry Zone (I-2) | Provide areas for the development of office, business, and light industrial uses meeting high standards of design and construction and having close proximity to major transportation corridors and/or other industrial zones. |
| Business Park Zone (BP) | Provide areas for the development of office, business, and light industrial uses meeting high standards of design and construction and having close proximity to major transportation corridors and/or other industrial zones. |
| Planned Unit Development District | Encourage innovation, variety, and creativity in site planning and architectural design; promote flexibility in land development and redevelopment; maximize development compatibility; encourage the planning of large parcels of land as a unit; provide for greater efficiency in the use of land, streets, and energy; preserve and protect environmentally sensitive site features and historically significant features; preserve open space; and provide quality living, working, shopping, and recreating environments for residents and visitors.<br><br>It is not the intent of this section to establish a separate zoning classification. |

| | |
|---|---|
| Mining Overlay Zone (MN) | Provide an area for mining the City's sand and gravel deposits while recognizing and providing for the long-term use of the land. The Mining Overlay Zone allows for the use of naturally occurring resources but requires that care be taken to leave the land ready for immediate or eventual reuse consistent with the comprehensive plan. |
| Old Shakopee Business Overlay Zone (B-1C) | Provide an area for the continuation of existing commercial development and development of existing lots in the older business areas for uses fronting on or with immediate access to arterial and collector streets. The combination of small lots is encouraged. |
| High Density Residential Zone (R-4) | Provide areas for the development of high density residential uses that are in close proximity to collector and arterial roadways or transit. The High Density Residential zoning district allows for the development of multiple-family housing from 14.01 units per acre to 40 units per acre, and provides increased housing choices and affordability in the community. Increased density also allows for the clustering of units near environmentally sensitive areas and the downtown and riverfront area. |

SUBDIVISION CODE

The subdivision code establishes the regulations, requirements and procedures for platting of land within the city. Much like the zoning code, the subdivision code is intended to protect the health, safety and well-being of the community.

The subdivision code outlines the city's design standards for new development, including standards for grading, erosion control, storm sewer, sanitary sewer, utilities, street lights, streets and alleys, sidewalks and trails, lots and blocks, and parks and landscaping.

In conjunction with study and review of the zoning code, the city will explore necessary changes and updates to the subdivision code.

WATER RESOURCES

The City Code outlines rules, regulations and procedures related to water and infrastructure. The city will update the code as necessary to implement the goals of Envision Shakopee.

» Sanitary Sewer: Chapter 52 of the City Code outlines rules, regulations and procedures related to the city's sewer system

» Stormwater: Chapter 53 of the City Code outlines rules, regulations and procedures related to the city's stormwater sewer system

» Water Resources: Chapter 54 of the City Code outlines rules, regulations and procedures related to the city's stormwater management, wetland management, and erosion and sediment control.

# PLANS

## Strategic Planning

The comprehensive plan lays out a wide-sweeping and aspirational vision for the next 20 years. To implement the plan in a reasonable and realistic manner, it will be important for the city to conduct regular strategic planning that identifies priorities, analyzes new and shifting data trends and circumstances, assesses available resources and continually engages the community.

The City Council will be encouraged to continue its history of outlining priorities on an annual basis. From the stated priorities, staff shall create an annual work plan for each department to execute the priorities.

## Functional Area Plans

Envision Shakopee's chapters outline the general direction for the city's land use, housing, parks, transportation and infrastructure. The comprehensive plan does not, nor is it intended to, provide a deep analysis or plan for each of these planning elements.

Functional area plans or system plans are intended to serve as more detail-oriented and specific plans, focused on expanding and addressing the goals as outlined in the comprehensive plan. The city should explore conducting plans in the following areas:

### SMALL AREA PLANS

The various sections of this plan outline changes city-wide with some direction provided for specific areas or neighborhoods. Small area plans are like a comprehensive plan, yet different in scale, identifying more granular issues, opportunities and action items.

The city should conduct small area plans for areas of importance, potential redevelopment or improvement and/or new construction or annexation. Small area plans should be conducted on an as-needed basis.

### PARKS, RECREATION & TRAIL PLAN

In the summer of 2018, the city began the process of creating a new park system master plan. The plan is intended to review and update plans for the park system, recreational programming, maintenance and operations, budgeting, community engagement, communications, connections to the river, trail improvements and natural and open space preservation. The plan should be completed sometime in the spring or summer of 2019.

### TRANSPORTATION PLAN(S)

Providing transportation options and a safe and balanced transportation system is a priority of the community. Achieving the transportation goals laid out in Envision Shakopee will require some careful planning. The city should undertake a process in which it reviews its transportation plans and policies, likely leading to the adoption of a Complete Streets policy. Safety around the city's schools was specifically raised as a concern. The city expects to partner with other agencies to pursue a city-wide Safe Routes to School plan.

### HOUSING PLAN

The affordability of housing has consistently been raised as a concern of the community. The city should consider studying housing issues, exploring opportunities to set the stage for more housing options as well as reduce costs, including regulatory barriers.

ENVIRONMENTAL STEWARDSHIP

The city should explore opportunities to be better stewards of the environment and natural resources through the GreenStep Cities program. In addition to the GreenStep Cities Program, the city should continue to grow its collaborative relationship with the SMSC in restoring natural areas along the Minnesota River, preserving historical areas and sensitive environments.

ECONOMIC DEVELOPMENT

The city's businesses provide job opportunities, fun and interesting things to do, goods and services necessary for modern life and a strong tax base. It is important for the city to foster economic growth. The city should explore opportunities to improve its economic development services, programs and initiatives.

COMMUNITY ENGAGEMENT

Engaging the community in matters of public policy is critical to the success of public endeavors. Engagement builds pride and ownership in the community and reveals new and innovative ideas, projects and programs. The community engagement related to Envision Shakopee, in which the community was engaged early and often, showcases the potential success of approaching projects differently. The city should explore opportunities to better engage and communicate with the public.

# PROGRAMS

The city offers a variety of programs to its residents including civic, social, educational and recreational. Envision Shakopee lays out several possible program improvements for which the city will explore.

Programs the city should continue, improve, or introduce include:

» Community events and festivals such as Rhythm on the Rails

» Transportation policy education and safety programs such as Safe Routes to School

» Education and networking programs for entrepreneurs, business owners and developers such as Business Round Table

» Recreation programs identified in the upcoming Parks & Recreation master planning efforts

» Community education programs identified as priorities through other planning processes or community feedback

» Environmental education programs concerning community services such as stormwater management, recycling, river ecology, or other priorities identified in allied plans

# PRACTICES

To provide services in an efficient and effective manner, while maintaining high-quality customer service and supporting the needs of all residents requires a careful and strategic approach. How the services are provided is as important as what services are offered. Additionally, the internal operations and functionality of the city are critical to being a high functioning organization. The city should explore its policies – formal and informal – to better serve the public and its employees.

## Community Engagement

As previously described, engaging the community is necessary and critical to the success of projects as well as a best practice of good government. The city should explore opportunities to better engage the community, including residents of all backgrounds, experiences, ages, races, income levels, language and geography.

COMMUNICATIONS

External

The City of Shakopee communicates with residents, businesses and media through a variety of mediums, including the city's newsletter, website, government access cable television channel, e-newsletter, social media, news releases and various other sources. The city should continue to stay abreast of new mediums and ways to reach its residents and businesses.

Internal

To function as one unit, it is important for the city to have strong internal communications. With a staff of hundreds across multiple departments, it is important, although sometimes difficult, to share information, news and resources across silos and work units. The city will explore opportunities to increase and improve internal communications.

HUMAN RESOURCES AND ADMINISTRATION

As of 2018, the city employs approximately 150 full-time, 200 part-time and more than 300 seasonal employees. As workplace and employee expectations and needs change, the city should adjust accordingly to remain a competitive and supportive workplace. The city should consider necessary changes to its internal human resource process and procedures.



# PUBLIC EDUCATION AND ENGAGEMENT

In addition to the services it provides, the city regularly educates and engages the community on a variety of issues from public safety to government services to community happenings. The city should continue to explore and leverage opportunities to educate and engage the community.

Education and engagement opportunities include:

» Informational updates and opportunities for hands-on participation in any future planning effort, policy update or initiation of new program or service

» Continued use of e-newsletter and press releases for community outreach

» Embeded feedback systems in city services such as regular surveys on websites, in water/utility bills, and made available at the community center





# FUNDING SOURCES

## Government Funds

The city maintains 24 individual governmental funds. Information is presented separately in the city's annual budget and budget report. The major funds include the General Fund, Economic Development Authority Special Revenue Fund, the Capital Improvements budget, Community Center and Ice Arena, City Hall Fund and TIF District No. 17 Capital Project funds.

## Proprietary Funds

The city maintains three different types of proprietary funds. Enterprise funds are used to report the same functions presented as business-type activities. The city uses enterprise funds to account for its sewer, storm drainage and refuse operations. Internal service funds are an accounting device used to accumulate and allocate costs internally among the city's various functions. The city uses internal service funds to account for its fleet of vehicles and mobile equipment, its major buildings, the replacement park assets, information technology items, insurance funding and for employee compensated absences. All of these services predominantly benefit governmental, rather than business-type functions.

# IMPLEMENTATION MATRIX

## How to Use the Implementation Matrix

The following matrix includes a row for every goal statement in the plan, as found in the Goals & Strategies pages of each plan chapter. The matrix columns identify potential next steps to aid in accomplishing the action steps, including implementation tools, leaders and partners, priority level and cost. The implementation tools are those mechanisms discussed in this chapter, including projects, policies, plans, programs, practices, partners, and promotion. The leaders and partners include key departments, agencies, and stakeholders needed to accomplish the goals. The priority level for each goal (low, medium, and high) is based on the stakeholder and community feedback gathered in the engagement efforts of the planning process. The costs provide a relative range associated with the implementation tools identified for each goal.

| | GOAL | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| **THE ECONOMIC ENVIRONMENT – ECONOMIC DEVELOPMENT & COMPETITIVENESS** | | | | | | | | |
| 1 | Retain and Expand Shakopee's Industrial Base | | • | | | • | • | • |
| 2 | Attract New Industrial Users | • | • | • | | • | • | • |
| 3 | Support the Diversity of Shakopee's Business Mix | | | • | | | • | • |
| 4 | Leverage Downtown for Economic Development | • | | • | • | | • | • |
| 5 | Improve Shakopee's brand in the region as a fun, livable and business-friendly community | | | | | • | • | • |
| 6 | Remove barriers to economic development | | • | | • | • | • | |

| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| 1 | L: Planning & Development<br>P: Chamber | | • | | • | • | • | |
| 2 | L: Planning & Development<br>P: Chamber | | • | | • | • | • | • |
| 3 | L: Planning & Development<br>P: Chamber | | | • | • | • | • | |
| 4 | L: Planning & Development<br>P: Chamber | | • | | • | • | • | |
| 5 | L: Planning & Development<br>P: Chamber | • | | | • | • | • | |
| 6 | L: Planning & Development<br>P: Chamber | | | • | • | | | $-$$ |

| | GOAL | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| **THE COMMUNITY ENVIRONMENT – HOUSING** | | | | | | | | |
| 1 | Expand and Diversify Housing Types | | • | • | • | | • | • |
| 2 | Preserve and Utilize Existing Assets for Housing | | • | | • | | • | • |
| 3 | Utilize Greenfield Sites for Strategic Growth | | • | • | | | • | • |
| **THE COMMUNITY ENVIRONMENT – QUALITY OF LIFE** | | | | | | | | |
| 1 | Adopt land use policies and practices that improve quality of life | | | • | • | | | |
| 2 | Prioritize public health and safety | | • | • | • | • | • | • |

| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| | | | | | | | | |
| 1 | L: Planning & Development<br>P: County, Private Developers | | • | | • | • | • | • |
| 2 | L: Planning & Development<br>P: County, Private Developers | | • | | • | • | • | |
| 3 | L: Planning & Development<br>P: County, Private Developers | | | • | • | • | | |
| | | | | | | | | |
| 1 | L: Planning & Development | | | • | • | • | | |
| 2 | L: All City Departments<br>P: Scott County Public Health | | • | | • | • | • | • |

| | GOAL | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| **THE COMMUNITY ENVIRONMENT – SENSE OF PLACE** | | | | | | | | |
| 1 | Celebrate Shakopee's history, culture and community identity | • | • | • | • | • | • | • |
| 2 | Build on Shakopee's unique assets | • | • | • | • | • | • | • |
| 3 | Foster a sense of neighborliness | • | • | • | • | • | • | • |
| 4 | Ensure neighborhoods are safe, healthy, welcoming and supportive places to live, work, learn and play | • | • | • | • | • | • | • |







| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| 1 | L: All City Departments<br>P: Community | | • | | • | • | • | |
| 2 | L: All City Departments<br>P: Community | • | | | • | • | | |
| 3 | L: All City Departments<br>P: Community | | • | | • | | | |
| 4 | L: All City Departments<br>P: Community | | | • | • | • | • | |







| | GOAL | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| **THE BUILT ENVIRONMENT – LAND USE** | | | | | | | | |
| 1 | Align land use and development mechanisms with Envision Shakopee goals | | • | • | | | | |
| 2 | Emphasize community character in design | | • | • | | | | |
| 3 | Grow Strategically | • | • | • | • | • | • | • |
| 4 | Prioritize redevelopment opportunities | • | • | • | • | • | • | • |
| 5 | Target increased density in areas that are connected to amenities and transit | | • | • | | | • | • |
| 6 | Promote infill development | | • | • | | | • | • |

| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| 1 | L: Planning & Development | | | • | • | • | | |
| 2 | L: Planning & Development<br>P: Private Developers | | • | | • | • | | |
| 3 | L: Planning & Development<br>P: Private Developers | | | • | • | • | • | • |
| 4 | L: Planning & Development<br>P: Private Developers | • | | | • | • | • | • |
| 5 | L: Planning & Development<br>P: Private Developers, MET Council | • | | | • | • | • | • |
| 6 | L: Planning & Development<br>P: Private Developers | • | | | • | • | • | • |

| GOAL | | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| **THE BUILT ENVIRONMENT – TRANSPORTATION** | | | | | | | | |
| 1 | Balance the needs of all transportation users | • | • | • | • | • | • | • |
| 2 | Elevate transportation partnerships | | | | • | • | • | • |
| 3 | Develop city and neighborhood mobility plans | | • | • | | | | |
| 4 | Develop a safety plan | | • | • | | | | |







| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| 1 | L: Engineering<br>P: Planning & Development, Scott County | | | • | • | • | • | |
| 2 | L: Engineering<br>P: Planning & Development, Scott County | • | | | • | | | |
| 3 | L: Engineering<br>P: Planning & Development, Scott County | | • | | • | • | | |
| 4 | L: Engineering<br>P: Planning & Development, Scott County | | • | | • | • | | |








| | GOAL | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| **THE BUILT ENVIRONMENT – INFRASTRUCTURE** | | | | | | | | |
| 1 | Provide a high quality public water supply in a cost-effective, efficient and effective manner | • | • | • | • | • | • | • |
| 2 | Dependably and affordably convey sanitary sewage into the regional treatment system | • | • | • | • | • | • | • |
| 3 | Ensure the public + private surface water management system | • | • | • | • | • | • | • |
| 4 | Ensure private utilities are meeting the needs of the city while minimizing adverse impacts | • | • | • | • | • | • | • |








| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| | | | | | | | | |
| 1 | L: SPUC<br>P: Engineering | | | • | • | • | • | • |
| 2 | L: Engineering<br>P: Planning & Development, Met Council | | | • | • | • | • | • |
| 3 | L: Engineering<br>P: Planning & Development, Watershed Districts | | | • | • | • | • | • |
| 4 | L: Engineering<br>P: Planning & Development, Private Utility Providers | | | • | • | • | • | • |







| | GOAL | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| **THE NATURAL ENVIRONMENT – PARKS, TRAILS & OPEN SPACE** | | | | | | | | |
| 1 | Plan high-quality Parks & Facilities | | | • | | | | |
| 2 | Provide passive parks and open space | • | • | • | • | • | • | |
| 3 | Support and Strengthen Trail Systems | • | • | • | | | • | • |
| 4 | Embrace the Riverfront | • | • | • | • | • | • | • |
| 5 | Enrich programming | | • | • | • | • | • | • |
| 6 | Manage and govern as a community effort | • | • | • | • | • | • | • |

| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| 1 | L: Planning & Development, Parks, Engineering/Public Works | | | • | • | • | • | |
| 2 | L: Planning & Development, Parks, Engineering/Public Works | | • | | • | • | • | • |
| 3 | L: Planning & Development, Parks, Engineering/Public Works | | | • | • | • | • | • |
| 4 | L: Planning & Development, Parks, Engineering/Public Works | | | • | • | • | • | • |
| 5 | L: Planning & Development, Parks, Engineering/Public Works | • | | | • | • | | |
| 6 | L: Planning & Development, Parks, Engineering/Public Works | • | | | • | • | | |

| | GOAL | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| **THE NATURAL ENVIRONMENT – NATURAL RESOURCES** | | | | | | | | |
| 1 | Protect, preserve and enhance Shakopee's water resources | • | • | • | • | • | • | • |
| 2 | Protect and preserve Shakopee's open space and other natural resources | • | • | • | • | • | • | • |
| 3 | Encourage and require high-quality, environmentally-sensitive land development | • | • | • | • | • | • | • |
| 4 | Strengthen beneficial connections between the natural world and built environment | • | • | • | • | • | • | • |
| 5 | Cultivate a culture of environmental awareness, stewardship and respect | • | • | • | • | • | • | • |

| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| | | | | | | | | |
| 1 | L: Planning & Development, Parks, Engineering/Public Works | | • | | • | • | • | • |
| 2 | L: Planning & Development, Parks, Engineering/Public Works | | • | | • | • | • | • |
| 3 | L: Planning & Development, Parks, Engineering/Public Works | | • | | • | • | • | • |
| 4 | L: Planning & Development, Parks, Engineering/Public Works | | • | | • | • | • | • |
| 5 | L: Communications<br>P: Public Works/Engineering, Parks, Planning | | • | | • | • | • | • |

| | GOAL | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| **THE NATURAL ENVIRONMENT – RESILIENCE** | | | | | | | | |
| 1 | Develop and encourage public and private Renewable energy production systems | • | • | • | • | • | • | • |
| 2 | Promote and integrate resource-efficient systems into public and private facilities | • | • | • | • | • | • | • |
| 3 | Integrate sustainable design and management practices into public spaces | • | • | • | • | • | • | • |
| 4 | Develop community systems and policies for hazard prevention and mitigation | • | • | • | • | • | • | • |
| 5 | Encourage and support the development of a strong local food system | • | • | • | • | • | • | • |

| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| 1 | L: Planning & Development, Parks, Engineering/Public Works | • | | | • | • | • | • |
| 2 | L: Planning & Development, Parks, Engineering/Public Works | • | | | • | • | • | • |
| 3 | L: Planning & Development, Parks, Engineering/Public Works | | • | | • | • | • | • |
| 4 | L: All City Departments | | | • | • | • | • | • |
| 5 | L: Planning & Development, Parks, Engineering/Public Works | • | | | • | • | | |

| | GOAL | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| **GOVERNANCE – CITY ADMINISTRATION** | | | | | | | | |
| 1 | Align city organization and management to advance the goals of Envision Shakopee | • | • | • | • | • | • | • |
| 2 | Create a supportive workplace culture | | • | • | • | • | • | • |
| 3 | Improve Human Resource processes | | • | • | • | • | • | • |
| 4 | Support elected and appointed officials | | • | • | • | • | • | • |
| **GOVERNANCE – COMMUNICATION & ENGAGEMENT** | | | | | | | | |
| 1 | Provide efficient and effective internal communications as a government organization | • | • | • | • | • | • | • |

| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| | | | | | | | | |
| 1 | L: Administration<br>P: All Other Departments | | | • | • | • | • | • |
| 2 | L: Administration<br>P: All Other Departments | | • | | • | • | | |
| 3 | L: Administration<br>P: All Other Departments | | • | | • | • | | |
| 4 | L: Administration<br>P: All Other Departments | | | • | • | • | | |
| | | | | | | | | |
| 1 | L: Communications<br>P: All Other Departments | | | • | • | • | | |

| | GOAL | IMPLEMENTATION TOOLS | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | PROJECTS | POLICIES | PLANS | PROGRAMS | PRACTICES | PARTNERS | PROMOTION |
| 2 | Provide consistent and responsive external communications to the public | • | • | • | • | • | • | • |
| 3 | Provide authentic opportunities for community engagement | • | • | • | • | • | • | • |
| **GOVERNANCE – FINANCE** | | | | | | | | |
| 1 | Provide quality stewardship of the city's financial resources | • | • | • | • | • | • | • |
| 2 | Ensure financial transparency | • | • | • | • | • | • | • |
| 3 | Ensure long-term sustainability | • | • | • | • | • | • | • |
| 4 | Establish Systems for Ongoing Effectiveness & Efficiency in Facilities & Operations | • | • | • | • | • | • | • |

| | LEADERS (L) & PARTNERS (P) | PRIORITY LEVEL | | | COST | | | |
|---|---|---|---|---|---|---|---|---|
| | | LOW | MEDIUM | HIGH | $ | $$ | $$$ | $$$$ |
| 2 | L: Communications<br>P: All Other Departments | | | • | • | • | | |
| 3 | L: Communications<br>P: All Other Departments | | | • | • | • | | |
| | | | | | | | | |
| 1 | L: Administration<br>P: All Other Departments | | | • | • | | | |
| 2 | L: Administration<br>P: All Other Departments | | | • | • | | | |
| 3 | L: Administration<br>P: All Other Departments | | | • | • | | | |
| 4 | L: Administration<br>P: All Other Departments | | | • | • | | | |