

## CHAPTER I - INTRODUCTION



This planning document is intended to manage the pace, location, and impacts of growth and development and reflects a basic philosophy of Scott County: the cross-jurisdictional nature of population growth issues (e.g., land use, transportation, natural resource preservation, parks and trails, and community services) can be guided and shaped to everyone's benefit through cooperative working relationships among the County's stakeholders and decision makers.

Scott County is one of seven counties in the Twin Cities Metropolitan Area as defined by the Metropolitan Land Planning Act. This Land Planning Act of 1976 requires all units of government within the seven-county metro area to prepare development plans for review by the Metropolitan Council. This document builds upon the County's 40+ years of long range planning and serves as an update to the 1981, 1996, 2001, and 2009 Scott County Comprehensive Plans prepared in response to the Land Planning Act.

### PLAN PURPOSE

The Scott County 2040 Comprehensive Plan Update (the 2040 Plan) is a document that serves several purposes:

- guides county residents and decision-makers to plan for future growth and development through 2040 and beyond;
- represents the goals and values of Scott County and a vision for maintaining a high quality of life;
- serves as a communication device between decision-makers, units of government, and property owners;
- fulfills a state-mandated requirement to prepare a plan that conforms to the regional growth plan developed by the Metropolitan Council; and
- provides the legal basis of the establishment of ordinances to carry out this 2040 Plan.

"The Comprehensive Plan shall contain objectives, policies, standards and programs to guide public and private land use, development, redevelopment and preservation for all lands and waters within the jurisdiction of the local government unit..."

- MN Statute (section 473.859, sub 1)

The 2040 Plan guides land use planning in ten townships: Belle Plaine, Blakeley, Cedar Lake, Helena, Jackson, Louisville, New Market, St. Lawrence, Sand Creek and Spring Lake (Credit River Township has undertaken its own planning authority). Scott County is the planning and zoning authority for these ten townships. A partnership decision-making process with township boards has been in place since 1969 when the Scott County Board adopted the first County zoning ordinance. The 2040 Plan coordinates regional land use, transportation, natural resource, and community facility planning with the Shakopee Mdewakanton Sioux Community and seven cities: Belle Plaine, Elko New Market, Jordan, New Prague, Prior Lake, Savage, and Shakopee – all of which have their own planning and zoning authority. Ensuring a degree of consistency among all of these plans is a major goal for this 2040 Plan.

## PLAN ELEMENTS

The content of the 2040 Plan is somewhat dictated by state statute and the Metropolitan Council. This Plan meets and surpasses these state mandates and reflects the range of issues important to Scott County residents. This planning document focuses on seven main elements:

**Land Use & Growth Management** – This required element guides residential density, commercial and industrial activity, and zoning within the ten townships. This element also addresses the rapid pace of urbanization occurring in the county. This 2040 Plan was developed utilizing a comprehensive methodology to analyze land use from an area-wide perspective, with consideration to both public and private utility systems. This approach considers the cross-



jurisdictional needs of transportation, storm water management, and public infrastructure thus transcending both township and municipal boundaries. A high degree of communication and joint/shared decision-making allows this approach to be successful.

**Transportation** – This required element provides the basic framework for development of the Scott County transportation system through the year 2040. It provides an extensive update to the County’s *2030 Transportation Plan*, which was adopted in 2009. There is a strong inter-relationship between the transportation element and other plan elements.

**Water, Natural & Agricultural Resources** – This required element provides goals, policies and implementation efforts that are directed at water, natural and agricultural resources. It provides updates to the County’s *Water Resources Plan*, which is a “stand-alone” policy document, but adopted as part of this 2040 Plan.

**Parks & Trails** – This required element provides a framework for development and long-range planning efforts in the area of Scott County regional parks and trails system. It provides an update to the County’s *2030 Parks & Trails Plan*, which was adopted in 2009. There is a strong inter-relationship between the parks and trails element and other plan elements, particularly transportation, water and natural resources, and safe, healthy and livable communities.

**Housing** – This required element – a brand new chapter in the 2040 Plan – focuses on providing a variety of housing choices that accommodate both rural and urban lifestyles.

**Economic Competitiveness**– This optional element focuses on goals, policies and strategies to ensure that Scott County develops in an economically sustainable manner and to ensure that growth is matched with the County’s ability to provide infrastructure and services.

**Safe, Healthy & Livable Communities** – This optional element identifies the county’s “human infrastructure” needs and provides workable goals and objectives which reflect those needs. It is based on detailed data analysis regarding demographic and social factors in the county. Due to the integration of both physical and social planning that occurred as part of this 2040 planning process, there is a high-degree of interaction between this and the other plan elements.

**Utilities & Local Government Facilities** – This optional element focuses on goals, policies and strategies to ensure adequate public and private utilities and supporting infrastructure to serve Scott County’s urban and rural land uses. The chapter covers sanitary sewer, drinking water, solid waste, gas, alternative energy, and electric utilities and services that support many of the other plan elements.

**Implementation & Metrics** – This optional element focuses what follow-up actions will be required to advance this Plan’s recommendations and bring our 2040 Vision closer to reality. It also includes a list of key performance indicators (KPIs) by which the public can track the progress this Plan is making toward achieving desired 2040 Plan outcomes. (Throughout the plan document, these key metrics are symbolized with a logo).



## PLAN PROCESS

The process to prepare the 2040 Plan involved an ongoing exchange of information, analysis, and response between public officials, citizens, County staff, technical work teams, and consultants. Preparation of this Plan, which began in 2016, was organized into seven phases:

**Phase 1: Planning Strategy & Tactics** – The initial phase involved organizing the overall direction of the 2040 planning process, and informing participants of the purpose, content and scope of the planning effort. The County Board reviewed and endorsed the overall strategy, approach and timelines to update the plan and engage the public on April 19, 2016.

**Phase 2: Inventory and Analysis** –

This second phase involved assembling the technical data needed to address the issues identified in Phase 1, and analyzing this data to establish a base from which to generate the Development Framework.

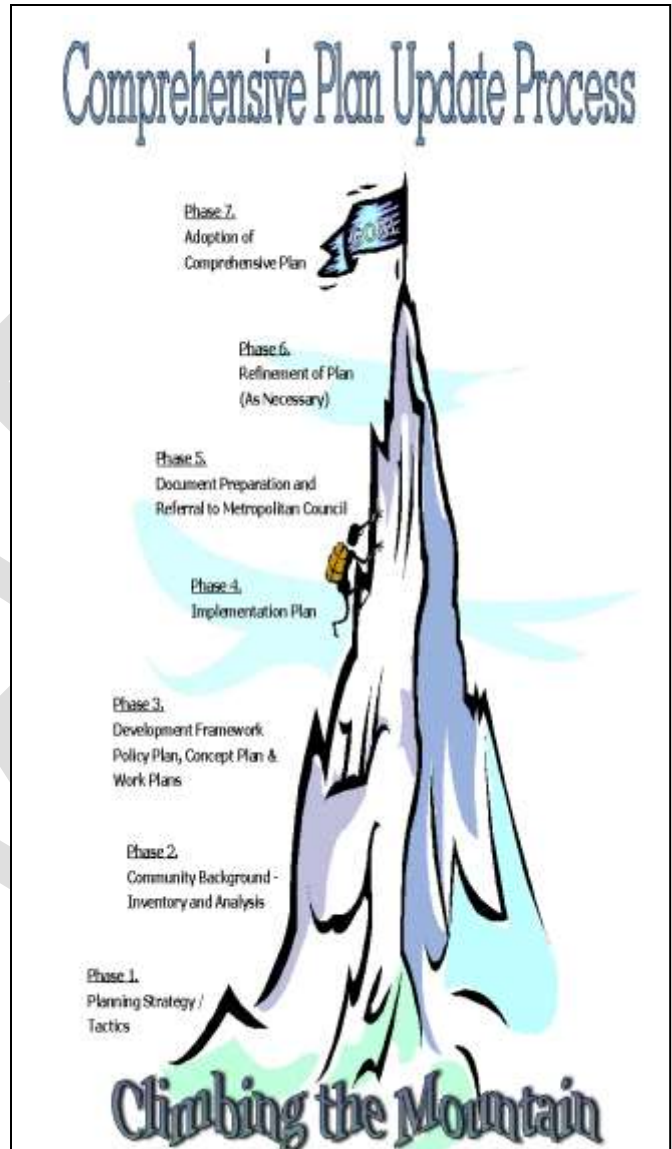
**Phase 3: Development Framework** – The third phase constituted actual plan formulation. This phase involved four rounds of meetings with Township groups, monthly presentations to the Planning Advisory Commission, regular work sessions with the Parks Advisory Commission and WMO Planning Commission, meetings with stakeholder groups such as developers and realtors, and regular meetings with city and tribal officials.

**Phase 4: Implementation Strategies** The fourth phase of the planning process involved programming implementation efforts. Based upon discussions with county, city and townships officials, projects and actions were prioritized as a means to organize and focus work to make the plan a reality. A detailed list and timeline was generated to identify the major actions Scott County should complete to implement the 2040 Plan.

**Phase 5: Document Preparation & Referral to Met Council** – The process of writing this 2040 Plan began in the fall of 2016 with members of advisory commissions providing review assistance on the various chapters. All thirteen chapters of this planning document were written by County staff. Consultants were retained only to provide expertise in the visioning and traffic modeling processes.

**Phase 6: Refinement of Plan** – In March 2018, the County hosted two open houses to invite the public the opportunity to review and provide input on the draft plan. About 70 people attended these sessions. In April 2018, a public hearing on the draft 2040 Plan was held by the Planning Advisory Commission. After the hearing, the draft plan was distributed to 65 neighboring communities and overlapping jurisdictions for a mandatory six-month review period. A total of xx jurisdictions responded, with xx providing written comments on the draft Plan. County staff incorporated these comments into the document before sending the 2040 Plan to the County Board for preliminary approval on \_\_\_\_\_.

**Phase 7: Adoption of Comprehensive Plan** – TO BE COMPLETED.

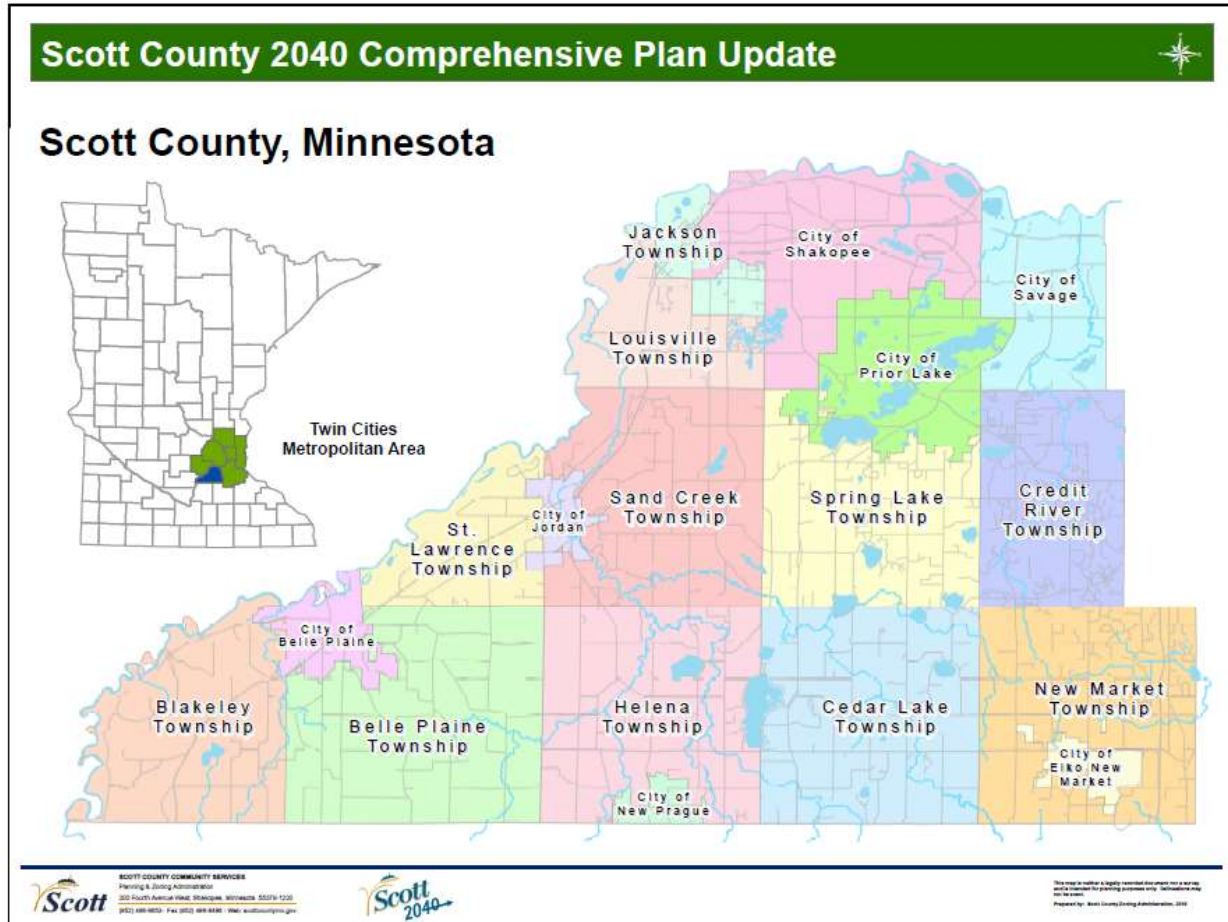




## PLAN FRAMEWORK

This 2040 Plan was not prepared in a vacuum; rather, the Plan takes into account the overall framework for planning at the state, regional, and local levels. Below are the key jurisdictions that influence long-range planning in Scott County:

**Map I-1**  
**Scott County Location and Jurisdictional Map**



### A. State of Minnesota

Minnesota's estimated 2016 population of 5.52 million is projected to grow to 6.8 million by 2070. This growth will be fueled by natural increase (more births than deaths) and by immigration from other states and foreign countries. Population growth is expected to be greatest in the Twin Cities' suburban counties. Statewide, the aging baby boomer generation will produce an explosion in the senior population.

Minnesota has 87 counties and 853 cities. In Minnesota, counties perform state-mandated duties such as property assessment, recordkeeping, road maintenance, administration of election and judicial functions, and police protection. In addition to these administrative duties, many counties provide other support duties like social services, corrections, child protection, library services, public health services, planning and zoning, economic development, parks and recreation, water quality, and solid waste management.

Several key state agencies participated in the preparation of this document by allowing staff attendance at work team meetings, and providing and reviewing planning documents. These agencies included the Department of Transportation (Metro District), Department of Natural Resources (Central Region), Department of Health and Human Services, and Department of Agriculture.

## **B. Metropolitan Council**

The Metropolitan Council is the regional planning agency serving the Twin Cities seven-county metropolitan area (Hennepin, Ramsey, Dakota, Anoka, Carter, Washington, and Scott). The Metropolitan Council works with 272 separate units of government—counties, cities, and townships—to provide: the region’s largest bus system and only light-rail transit system; wastewater collection and treatment; population and household forecasts; affordable housing opportunities; and planning, acquisitions, and funding for regional parks and trails.



In 2009, the Metropolitan Council found Scott County’s *2030 Comprehensive Plan Update* met all Metropolitan Land Planning Act requirements, conformed to the regional system plans including transportation, aviation, water resources management, and parks, was consistent with the *2030 Regional Development Framework*, and was compatible with the plans of adjacent jurisdictions. The Met Council authorized the County to put its comprehensive plan into effect without any plan modifications.

On May 28, 2014, the Metropolitan Council adopted *THRIVE MSP 2040* under the authority of state statutes. *THRIVE MSP 2040* is the vision for our region over the next 30 years. It reflects our concerns and aspirations, anticipates future needs in the region, and addresses our responsibility to future generations. *THRIVE MSP 2040* sets the policy foundations for systems and policy plans developed by the Council: Transportation Policy Plan; Water Resources Policy Plan; Regional Parks Policy Plan; and Housing Policy Plan.

Under state law, each city, township and county in the region is required at least every 10 years to prepare and submit a local comprehensive plan that is consistent with the Council’s system plans. All updated plans are due at the end of 2018. Scott County’s relationship to the Council’s policies, goals, strategies and investments are provided in the different elements of this 2040 Plan document.

## **C. Cities and Townships**

Scott County was established and organized by an Act passed in the legislature on March 5, 1853. Scott County has an area of 375 square miles. The eleven townships are: Belle Plaine, Blakeley, Cedar Lake, Credit River, Helena, Jackson, Louisville, New Market, St. Lawrence, Sand Creek, and Spring Lake. The seven cities are:

- Belle Plaine (founded in 1854, incorporated as a borough in 1873, incorporated as a city in 1974);

- Elko New Market (merged in January 1, 2007. New Market was organized as Jackson Township in May 1858, renamed New Market on October 12, 1858. Elko was platted in 1902, incorporated as a city in 1949);
- Jordan (platted in 1854, incorporated as a village in 1872, and as a city in 1891);
- New Prague (partly in Le Sueur County, founded in 1856, incorporated as a village in 1877, and as a city in 1891);
- Prior Lake (platted in 1875, incorporated as a city in 1891);
- Savage (platted in 1857, incorporated as a City in 1858);
- Shakopee (platted in 1854, incorporated as a city in 1857, reincorporated as a city in 1870);

Each city and township was provided a copy of this 2040 Plan in 2018 for the required 6-month review period.

#### **D. Shakopee Mdewakanton Sioux Community**

The Shakopee Mdewakanton Sioux Community (SMSC) is a federally recognized Indian Tribe exercising inherent powers of self-governance to protect that health, welfare, and safety of SMSC residents and members. The SMSC has a federally approved Tribal Constitution that establishes the form of government and the rights, powers, and duties of the Tribal Government. All land held by the SMSC (located in north-central Scott County) is held communally by all members. No individual members hold fee title to any land controlled by SMSC. Residential parcels are assigned to individuals and held on a leasehold basis. SMSC owns and operates Mystic Lake Casino, the largest Indian-gaming facility in Minnesota.

SMSC completed its last comprehensive plan in 2008 to establish a basis for development planning, provide data to allow the protection of natural resources, and to set a foundation for zoning ordinance revisions. The SMSC updated its comprehensive plan in 2018. The SMSC was provided a copy of this 2040 Plan in 2018 for the required 6-month review period.

#### **E. Neighboring Counties and Cities**

Scott County shares boundaries with six counties: Hennepin, Dakota, Rice, Le Sueur, Sibley, and Carver. The following plans or maps from these six counties were reviewed and consulted during the preparation of this 2040 Plan:

- *Dakota County 2030 and draft 2040 Comprehensive Plans;*
- *Rice County 2040 Comprehensive Plan;*
- *Carver County 2030 and draft 2040 Comprehensive Plan;*
- *Le Sueur County Land Use Plan (2007) and most current Zoning Map; and*
- *Sibley County Zoning Map.*

During the planning process, County staff had discussions and meetings with staff from neighboring Dakota and Carver Counties to discuss issues of mutual interest or concern. Because growth and development in the neighboring cities of Chaska and Lakeville have certain impacts on the County's land use, transportation, parks and trails systems, these community's plans were also reviewed and consulted during the planning process. Each adjacent county and city was provided a copy of this 2040 Plan in 2018 for the required 6-month review period.

## F. Soil and Water Conservation District

The Scott Soil and Water Conservation District is a political subdivision of the state of Minnesota established to carry out a program for the conservation, use, and development of soil, water and related resources. Five locally elected Scott Soil and Water Conservation District Supervisors provide leadership and governance. The role of the Elected District Supervisors is to develop policy, long-range plans, and budgets. It is the objective of the Scott Soil and Water Conservation District to carry out a well-rounded program of conservation. Assistance to land occupiers in applying proper practices to control soil erosion, reduce water pollution and aid in land resource planning will be made available on all lands within the District.

## G. School Districts

Nine public school districts have jurisdiction over portions of Scott County. Chapter XII includes a map and more descriptions of these school districts. Each district was provided a copy of this 2040 Plan for review and comment in 2018 for the required 6-month review period.

## H. Watershed Management Organizations / Watershed Districts

There are five watershed jurisdictions in Scott County: Scott WMO, Black Dog WMO, Scott County Vermillion Joint Powers Organization, Lower Minnesota River Watershed District, and Prior Lake–Spring Lake Watershed District. The boundaries of these watershed jurisdictions are shown on a map in Chapter VIII. Most of the county is within the Scott WMO. In 2018, Scott WMO prepared and adopted its *Comprehensive Water Resources Management Plan* for the purpose of managing surface and groundwater within the boundaries of the Scott WMO. The other watershed jurisdictions in Scott County have adopted similar water resource management plans. Each watershed district was provided a copy of this 2040 Plan in 2018 for the required 6-month review period.

## PLAN DESIGN

In 2016 Scott County invited students in grades K-8 from area schools and communities to help develop several designs and drawings for this 2040 plan document. The winning submissions are proudly featured on the cover page of this document, as well as on the cover page to certain elements.

The designs represent the unique aspects of the County from a youth perspective, from our lakes and farms, our parks and trails, our walkable neighborhoods, our winter streetscapes, to our place in the state and world. These images emphasize the importance of creating safe, healthy and livable communities for generations to come.

