

## CHAPTER V - LAND USE & GROWTH MANAGEMENT

To manage growth and guide land use decision-making in Scott County over the 25-year planning horizon, this chapter contains background information on historic planning practices, existing land use patterns, and recent development trends. The purpose of this inventory is to identify areas, intensities, and timing for potential future development as well as areas for long-term preservation. In consideration of future land use in Scott County, this chapter includes countywide build-out scenarios based on existing and anticipated future urban service capacities. This chapter concludes with goals, policies, a 2030 Planned Land Use map with accompanying descriptions, and growth management strategy recommendations.

### HISTORY OF COUNTY LAND USE PLANNING

Scott County has a long history of land use planning, dating back to the 1960s:

- **1969:** Scott County Board of Commissioners entered into a partnership with the eleven townships to become the planning and zoning authority for all of the unincorporated area. The two-year interim zoning ordinance required a minimum lot size of 2½ acres, but developers were able to rezone and plat lots of 15,000 square feet.
- **1971:** The County Board adopted the first Comprehensive Plan, Zoning Ordinance, and related ordinances. Lots could be platted anywhere in the unincorporated area to 2½ acres.
- **1981:** The 1981 Scott County Comprehensive Plan (the first plan adopted in response to the Metropolitan Land Planning Act of 1976) identified many areas, including all of Spring Lake, Cedar Lake, and Credit River townships as “General Rural Use,” a category that allowed 2½-acre minimum lot sizes. This planning designation and policy resulted in many small-lot rural residential subdivisions platted in eastern townships.
- **1995:** The Bloomington Ferry Bridge opened, creating a major transportation crossing connecting Scott County with the southwest Twin Cities metropolitan area. The bridge drastically reduced travel times to the I-494 freeway loop and downtown Minneapolis. This started a major housing boom in Scott County.
- **1996:** The 1996 Scott County Comprehensive Plan Update recognized some of the difficulties in achieving orderly urban growth into areas with existing small-lot rural subdivisions and changed course by promoting “Urban Transition” areas. These “Urban Transition” areas were designated around or along the edge of the cities. The recommended density in these urban transition areas was one unit per 10 acres. The 1996 Comprehensive Plan recommended rural residential development at “one unit per 10 acre” densities for southern Spring Lake, eastern Helena, and all of Cedar Lake townships; and “one unit per 40 acre” densities from Blakeley, Belle Plaine, western Helena and western Sand Creek townships. “Official maps” were prepared for each township that had various degrees of consistency with the County plan. Inconsistency between the 1996 Comprehensive Plan and the County’s Zoning Ordinance at the time resulted in 2½-acre density in much of the eastern portion of the county.

- **2001:** The next update occurred in 2001 (following a fourteen month subdivision moratorium) with the 2020 Comprehensive Plan. Building from policies established in the previous plans, the 2020 Plan established “Urban Expansion Areas” around the cities. These areas anticipated municipal services within the next 40 years. As such, the 2020 Plan recommended low-density “one unit per 40 acre” residential development in these areas to facilitate logical, orderly, and efficient urban expansion in the future. For the first time, the 2020 Plan recommended various options to cluster residential development in the urban expansion and rural residential areas.

## A. Historical Sites

Scott County supports the preservation and maintenance of structures of historic or architectural significance. Figure V-1 provides a description of historic sites in Scott County that have been placed on the National Register of Historic Places. Despite the fact that these buildings or sites are on the National Register, they may still be in danger of being lost to demolition or altered beyond recognition (as current historic preservation regulations do not prohibit the destruction or alteration of buildings on the Register). There are other architecturally interesting or historic structures in Scott County. Although they may not warrant inclusion on the National Register, the County may want to examine ways to keep these buildings structurally sound so that future generations may be exposed to Scott County’s past.

<b>Property Name</b>	<b>Address</b>	<b>City/Town</b>	<b>Year of Construction</b>	<b>Listing Date</b>
Episcopal Church of the Transfiguration	Walnut and Church Sts.	Belle Plaine	1869	4/17/1980
Hooper-Bowler-Hilstrom House	Court and Cedar Sts.	Belle Plaine	Ca. 1871	4/17/1980
Strunk-Nyssen House	Off Hwy. 169	Jackson	Ca. 1856, Ca. 1880	4/17/1980
Foss and Wells House	613 S. Broadway St.	Jordan	1858	4/17/1980
Jordan Brewery Ruins	S. Broadway St.	Jordan	1864	4/17/1980
Jordan Historic District	Water St. and S. Broadway	Jordan	1860-1917	4/17/1980
St. Mary’s Church of the Purification	County Road 15	Louisville (Marystown)	1882, 1893, 1920	4/17/1980
Inyan Ceyaka Otonwe		Louisville	1800-1850	2/12/1999
New Market Hotel and Store	Main St.	Elko New Market	1897	4/17/1980
Kajer, Wencl, Farmstead	County Road 2	New Market Twp.	1918-1920	4/17/1980
Church of Saint Wenceslaus	W. Main St.	New Prague	1907-1908, 1914	2/19/1982
Mudbaden Sulphur Springs	County Road 63	Sand Creek	1915	4/17/1980
Coller, Julius A., House	434 S. Lewis St.	Shakopee	1887	4/17/1980
Early Shakopee Residences	411, 419 E. 2 <sup>nd</sup> Ave.	Shakopee	Ca. 1865	4/17/1980
Shakopee Historic District	1 <sup>st</sup> Ave.	Shakopee		4/17/1980
Bisson, Abraham, House	County Road 57	St. Lawrence	1884	4/17/1980
Maka Yusota (Boiling Springs)		Savage		1/16/2003

**Source:** Minnesota Historical Society

## EXISTING LAND USE

An accurate depiction of Scott County's current land use pattern is an important step in planning for a desired future land use pattern. To illustrate the distribution of land uses throughout the unincorporated area, a land use inventory was conducted and mapped in 2005 utilizing the County's Geographic Information System (GIS) and tax assessment data. Figure V-2 titled "Existing Land Use Summary, 2005" divides the eleven townships into several categories (see sidebar).

The land use pattern in the unincorporated area is primarily agricultural or undeveloped. When the land area of the cities is excluded, roughly two-thirds of the county is mapped in the *Agricultural/Undeveloped* designation. Most of the larger farm holdings are located in the county's southwestern corner. There are also expansive agricultural areas in Helena, Sand Creek, and St. Lawrence townships.

As depicted on Figure V-3, much of the townships' *Single Family* residential uses are located in the eastern townships (Spring Lake, Credit River, New Market and Cedar Lake). *Single Family* uses make up about 25 percent of the county's unincorporated land area, with most development in the 2-15 acre lot size range. There is also significant rural *Single Family* residential development in Jackson, Louisville, Sand Creek, and Helena townships. There are very few areas of *Multi-Family Residential* use in the unincorporated areas, and three *Manufactured Home* parks (Buena Vista, Jackson Heights, and Mobile Manor).

Mapped *Institutional* uses include churches, utilities, fairgrounds, and government buildings, which represents less than one percent of the unincorporated land base. There are approximately 11,000 acres of *Parks/Open Space* owned or managed by local, regional, state, or federal public agencies and, in some cases, private homeowner associations. Most of the *Commercial* and *Industrial* land uses are concentrated along the Highway 169 corridor or the County Road 2 interchange along Interstate 35 and make up less than two percent of the unincorporated land base. *Commercial* and *Industrial* areas include warehouse distribution facilities, contractor shops, manufacturing plants, highway-oriented retail businesses, and showrooms. The larger *Extraction-Mining* uses are located along the Minnesota River and Highway 169 corridors.

Overall, the existing land use pattern reflects the continued direction of growth of the Twin Cities metropolitan area to the south and west of its core. Scott County has experienced the strongest growth to the north and east where there is close proximity to major highways that access the Twin Cities region (TH 169, TH 13, and Interstate 35). Major growth followed the Bloomington Ferry Bridge in 1995; future major roadway connections, such as the proposed State Highway 41 river crossing (connecting TH 169 to new TH 212) will also likely lead to additional major growth patterns.

### **Existing Land Use Categories**

#### **Residential:**

- *Single Family (under 2 acres)*
- *Single Family/Farmstead (2 to 15 acres)*
- *Single Family/Farmstead (15 to 40 acres)*
- *Manufactured Home*
- *Multi-Family Residential*

#### **Agricultural/Undeveloped:**

- *Agricultural/Undeveloped (over 40 acres)*
- *Agricultural/Undeveloped (under 40 acres)*

#### **Park & Open Space:**

- *Parks/Open Space*
- *Golf Course*

#### **Non-Residential:**

- *Commercial*
- *Industrial*
- *Extraction – Mining*
- *Utilities*

#### **Public/Institutional:**

- *Institutional*
- *Municipalities/Tribal land*

**Figure V-2  
Existing Land Use Summary, 2005**

<b>Land Use Category</b>	<b>Number of Parcels</b>	<b>Number of Acres</b>	<b>% of Total Area<sup>1</sup></b>	<b>% of Unincorp. Area</b>
<b>Residential</b>				
Single-Family (Under 2 Acres)	1,611	1,204.5	0.6%	0.7%
Single-Fam/Farm <sup>2</sup> (2-15 Acres)	4,539	28,754.6	13.4%	16.5%
Single-Fam/Farm <sup>2</sup> (15-40 Acres)	523	13,212.0	6.1%	7.6%
Multi-Family Residential	6	24.6	0.0%	0.0%
Manufactured Homes	10	119.9	0.1%	0.1%
<b>Subtotal</b>	<b>6,689</b>	<b>43,315.5</b>	<b>20.2%</b>	<b>24.9%</b>
<b>Non-Residential</b>				
General Commercial	173	967.3	0.5%	0.6%
Commercial - Golf Course	23	940.9	0.4%	0.5%
Industrial	37	353.1	0.2%	0.2%
Extraction - Mining	12	664.3	0.3%	0.4%
Utilities	16	61.3	0.0%	0.0%
<b>Subtotal</b>	<b>261</b>	<b>2,986.8</b>	<b>1.4%</b>	<b>1.7%</b>
<b>Public/Institutional</b>				
Institutional - Church	34	369.7	0.2%	0.2%
Institutional - General Public	27	291.7	0.1%	0.2%
Institutional - School	1	0.5	0.0%	0.0%
<b>Subtotal</b>	<b>62</b>	<b>662.0</b>	<b>0.3%</b>	<b>0.4%</b>
<b>Parks &amp; Open Space</b>				
Parks/Open Space - Federal	53	2,581.0	1.2%	1.5%
Parks/Open Space - Private	29	314.1	0.1%	0.2%
Parks/Open Space - Regional	66	2,638.1	1.2%	1.5%
Parks/Open Space - State	169	5,249.3	2.4%	3.0%
Parks/Open Space - Township	48	2,63.9	0.1%	0.2%
<b>Subtotal</b>	<b>365</b>	<b>11,046.3</b>	<b>5.1%</b>	<b>6.4%</b>
<b>Agricultural<sup>3</sup>/Undeveloped<sup>4</sup></b>				
Agricultural/Farmstead <sup>2</sup> / Undeveloped (Over 40 Acres)	1,146	90,331.1	42.0%	52.0%
Agricultural/Undeveloped (Under 40 Acres)	2,690	25,420.0	11.8%	14.6%
<b>Subtotal</b>	<b>3,836</b>	<b>115,751.1</b>	<b>53.9%</b>	<b>66.6%</b>
<b>Municipal/Tribal Land</b>	<b>39,060</b>	<b>41,122.7</b>	<b>19.1%</b>	<b>N/A</b>
<b>Total</b>	<b>50,273</b>	<b>214,884.5</b>	<b>100%</b>	<b>100%</b>

<sup>1</sup> May not total 100% due to rounding

<sup>2</sup> "Farmstead" includes agricultural land that has an aggregate building value greater than \$50,000. Parcels less than 40 acres with an aggregate building value less than \$50,000 are classified as "Agricultural/Undeveloped."

<sup>3</sup> "Agricultural" land includes parcels classified in the Scott County Taxation Database (June 2005) as "Agricultural" or exhibit evidence of recent agricultural activity.

<sup>4</sup> "Undeveloped" land includes parcels that are not classified in the Scott County Taxation Database (June 2005) as "Agriculture" and have an aggregate building value of less than \$50,000.

**Source:** Scott County GIS, Scott County Taxation

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**PLACEHOLDER FOR FIGURE V-3  
EXISTING LAND USE INVENTORY, 2005**

# Scott County 2030 Comprehensive Plan Update

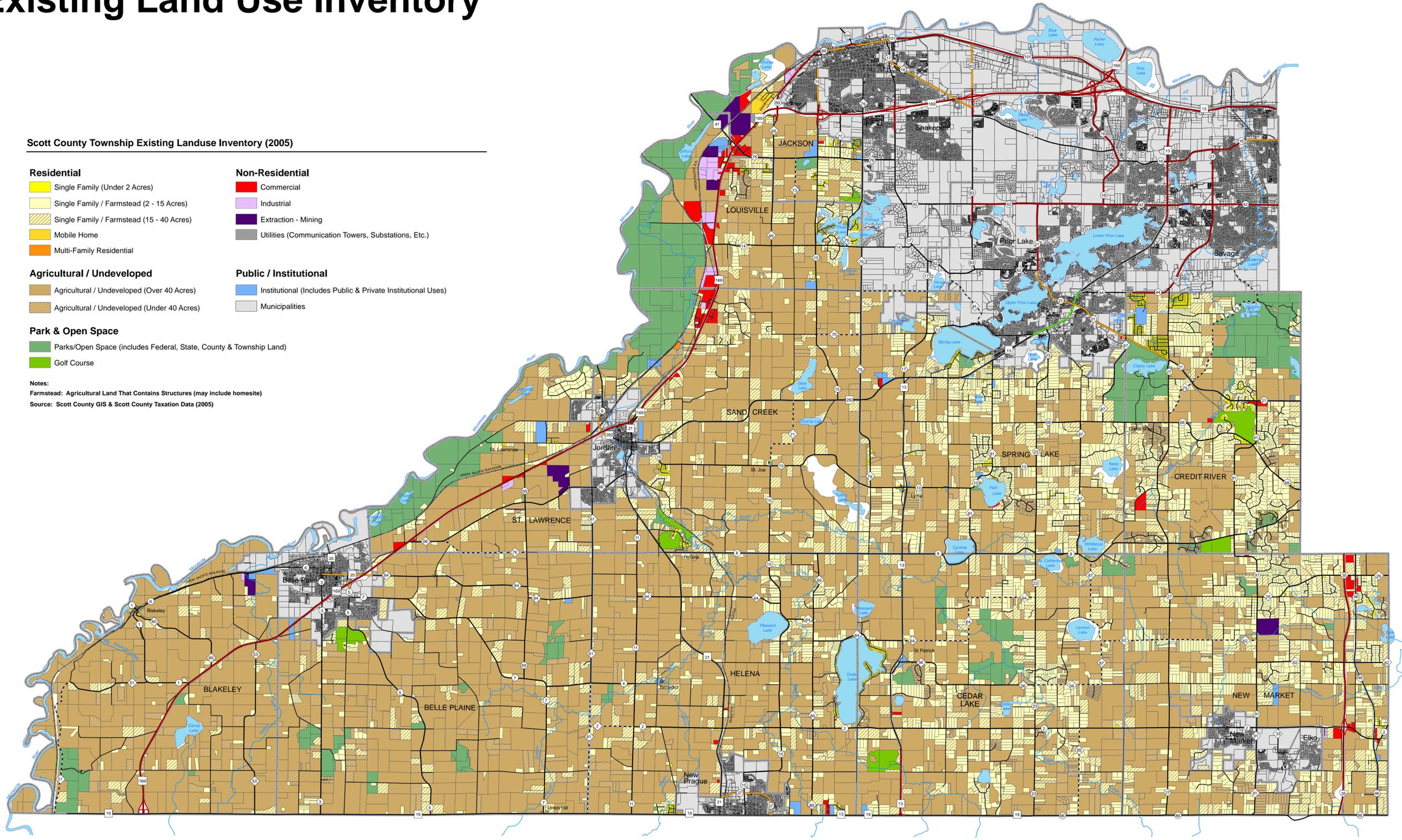


## Existing Land Use Inventory

Scott County Township Existing Landuse Inventory (2005)

- |  |  |
|--|--|
| <b>Residential</b>   | <b>Non-Residential</b>                                       |
| Single Family (Under 2 Acres)                                      | Commercial   |
| Single Family / Farmstead (2 - 15 Acres)                           | Industrial   |
| Single Family / Farmstead (15 - 40 Acres)                          | Extraction - Mining  |
| Mobile Home  | Utilities (Communication Towers, Substations, Etc.)          |
| Multi-Family Residential   |  |
| <b>Agricultural / Undeveloped</b>                                  | <b>Public / Institutional</b>                                |
| Agricultural / Undeveloped (Over 40 Acres)                         | Institutional (Includes Public & Private Institutional Uses) |
| Agricultural / Undeveloped (Under 40 Acres)                        | Municipalities   |
| <b>Park &amp; Open Space</b>                                       |  |
| Parks/Open Space (includes Federal, State, County & Township Land) |  |
| Golf Course  |  |

Notes:  
 Farmstead: Agricultural Land That Contains Structures (may include homesite)  
 Source: Scott County GIS & Scott County Taxation Data (2005)



## A. Residential Development Trends

Scott County experienced a housing boom in the early 2000s. From May 2001 (when the development moratorium was lifted in the eleven townships) through 2006, the County approved nearly 1,000 lots and issued 1,200 building permits for new homes in the unincorporated area (see Figure V-4). Figures V-6 through V-9 show where most of this new development has occurred since 2001. As shown on these maps, the eastern portion of Scott County absorbed the bulk of this recent growth, with most new lots or homes created in Credit River, Cedar Lake, and New Market townships. New residential development remained steady in the cities, with Shakopee and Prior Lake seeing most of the new growth. In 2003 and 2004, these two cities were among the fastest growing communities in the Twin Cities metropolitan area. In late 2006 and 2007, new residential development slowed countywide with the downturn in the housing market. In 2007, the total number of new homes permitted in the eleven townships dropped to 67.

**Figure V-4  
New Lots & Homes Approved by LGU, 2001 to 2006**

Minor Civil Divisions	2001		2002		2003		2004		2005		2006		Total 2001-2006	
	Lots	Homes	Lots	Homes										
Belle Plaine TWP	0	8	7	10	25	13	21	9	0	10	7	6	60	56
Blakeley TWP	0	3	2	1	5	2	5	1	0	2	2	0	14	9
Cedar Lake TWP	9	43	27	45	71	34	55	43	30	29	26	16	218	210
Credit River TWP	16	50	103	53	48	76	104	76	82	70	2	63	355	388
Helena TWP	1	18	15	21	40	17	34	15	39	17	0	9	129	97
Jackson TWP	0	4	3	6	0	3	0	0	0	1	0	5	3	19
Louisville TWP	0	6	4	15	0	8	3	6	0	6	1	8	8	49
New Market TWP	0	49	8	34	19	23	9	23	21	24	7	18	64	171
St. Lawrence TWP	0	5	0	2	0	2	0	1	0	0	0	1	0	11
Sand Creek TWP	4	23	2	11	0	5	5	11	2	7	3	2	16	59
Spring Lake TWP	27	37	25	22	18	19	27	21	5	22	4	5	106	126
<b>Township Total</b>	<b>57</b>	<b>246</b>	<b>196</b>	<b>220</b>	<b>226</b>	<b>202</b>	<b>263</b>	<b>206</b>	<b>179</b>	<b>188</b>	<b>52</b>	<b>133</b>	<b>973</b>	<b>1,195</b>
Belle Plaine	245	224	102	181	112	149	116	150	136	104	298	58	1,009	866
Elko	122	35	81	56	135	90	37	73	0	47	0	84	375	385
Jordan	152	87	81	87	195	78	94	103	103	90	46	62	671	507
New Market	108	127	161	76	0	96	0	65	74	18	54	60	397	442
New Prague*	133	114	25	82	18	86	92	40	175	46	0	52	443	420
Prior Lake	494	455	447	813	104	516	206	300	380	196	393	320	2,024	2,600
Savage	230	478	299	176	236	233	146	323	181	256	243	149	1,335	1,615
Shakopee	349	789	1,168	587	779	1,087	727	745	700	658	249	279	3,972	4,145
<b>City Total</b>	<b>1,833</b>	<b>2,309</b>	<b>2,364</b>	<b>2,058</b>	<b>1,579</b>	<b>2,335</b>	<b>1,418</b>	<b>1,799</b>	<b>1,749</b>	<b>1,415</b>	<b>1,283</b>	<b>1,064</b>	<b>10,226</b>	<b>10,980</b>
<b>Scott County**</b>	<b>1,890</b>	<b>2,555</b>	<b>2,560</b>	<b>2,278</b>	<b>1,805</b>	<b>2,537</b>	<b>1,681</b>	<b>2,005</b>	<b>1,928</b>	<b>1,603</b>	<b>1,335</b>	<b>1,197</b>	<b>11,199</b>	<b>12,175</b>

\*Scott County portion only \*\*Does not include new lots platted or homes built in the Shakopee Mdewakanton Sioux Community  
**Source:** Scott County Planning Department, Metropolitan Council

Since 2001, the County has encouraged cluster developments in designated rural residential and urban expansion areas to preserve future development options for larger outlots or parcels. From 2001 to 2005, the County approved 40 plats in the Rural Residential Reserve Area. Of this total, 23 plats were rezoned for cluster development to create smaller lots. (The 17 remaining, large-lot conventional plats created 38 lots at a density of one unit per 10 acres non-

wetland.) Over this same time period, the County approved eight plats in the Urban Expansion Area and all were rezoned for cluster development on smaller lots with the majority of land area reserved for future urban development.

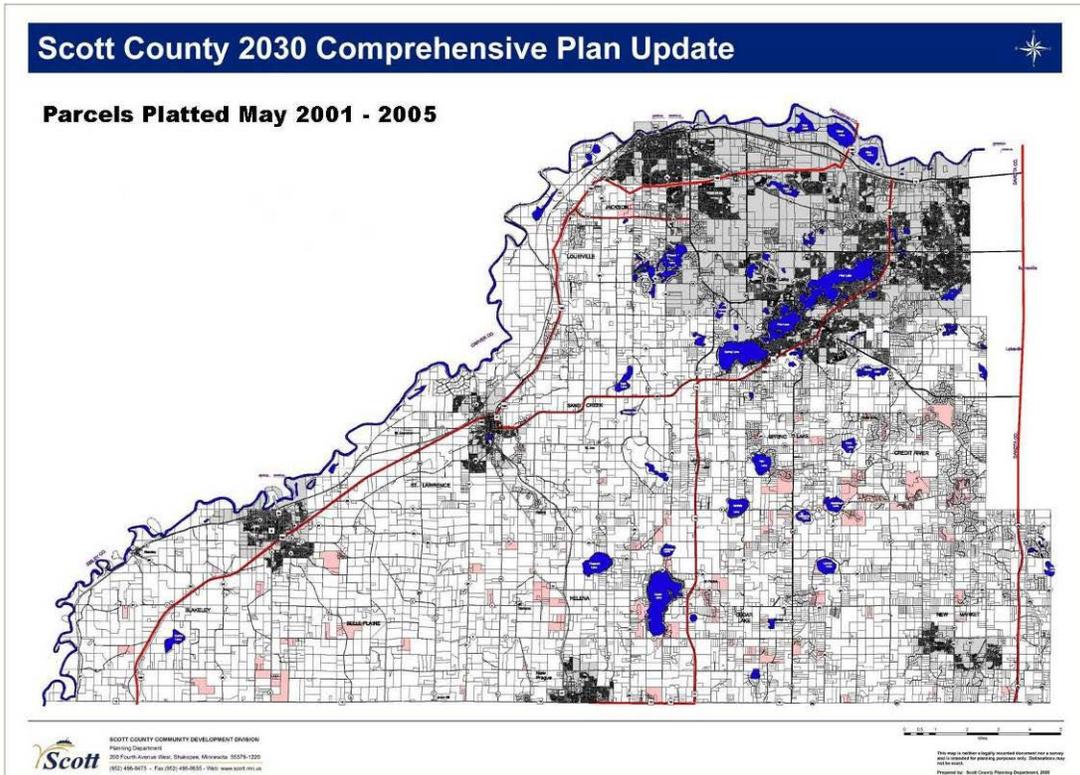
From 2001 to 2005, the County approved 16 plats with 250 lots in the Rural Residential Growth Area. These plats created 2½-acre minimum lots at a density of one unit per 2½ acres non-hydric. The County approved seven open space design (OSD) development plats (South Passage, Monterey Heights, Territory, Grand View Arbour, Silver Maple Bay Estates, Stonebridge, and St. Catherine’s on the Lake). These plats created a total of 492 small (20,000 sq. ft. minimum) lots served by a publically-owned community sewage treatment system. Introduced in the 2020 Comprehensive Plan, OSD developments provide: smaller, clustered residential lots; contiguous open space for agricultural production, scenic enjoyments, recreational use, and/or land retained for future development; and neighborhood amenities. The County provided density bonus incentives for OSD developments utilizing community sewage treatment systems.

Along with the rapid housing growth in the county, certain townships have experienced an overall increase in housing density (or number of housing units per town land area). Figure V-5 shows the changes in overall housing density in each township from 2000 to 2005. For example, the overall housing density in Belle Plaine Township went from one home per 92 gross acres in 2000 to 1 home per 75 acres in 2005 – an 18 percent change.

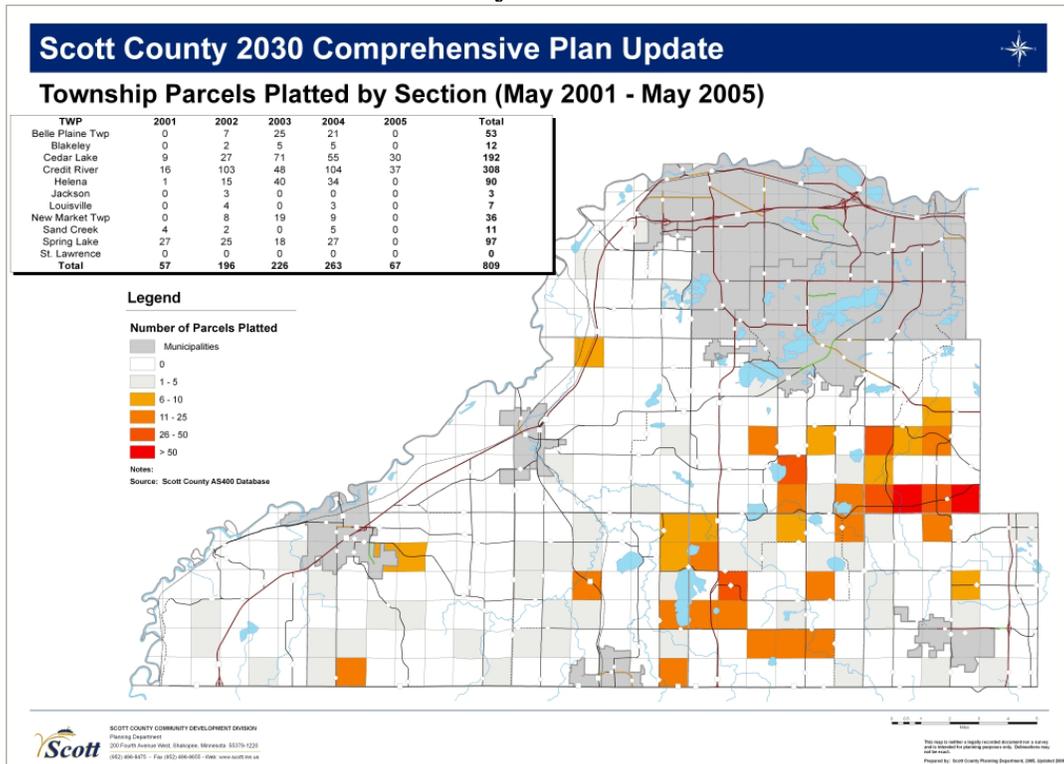
<b>Figure V-5 Change in Housing Density, 2000 to 2005</b>			
<b>Minor Civil Divisions</b>	<b>2000 Housing Density per Gross Acre (One home per ___ gross acres)</b>	<b>2005 Housing Density per Gross Acre (One home per ___ gross acres)</b>	<b>% Change in Housing Density, 2000-2005</b>
Belle Plaine TWP	92	75	18%
Blakeley TWP	111	105	6%
Cedar Lake TWP	32	25	22%
Credit River TWP	12	10	19%
Helena TWP	46	38	16%
Jackson TWP	9	8	10%
Louisville TWP	24	22	10%
New Market TWP	22	18	17%
St. Lawrence TWP	60	51	14%
Sand Creek TWP	42	37	12%
Spring Lake TWP	17	14	14%

Source: Scott County Planning Department, 2006

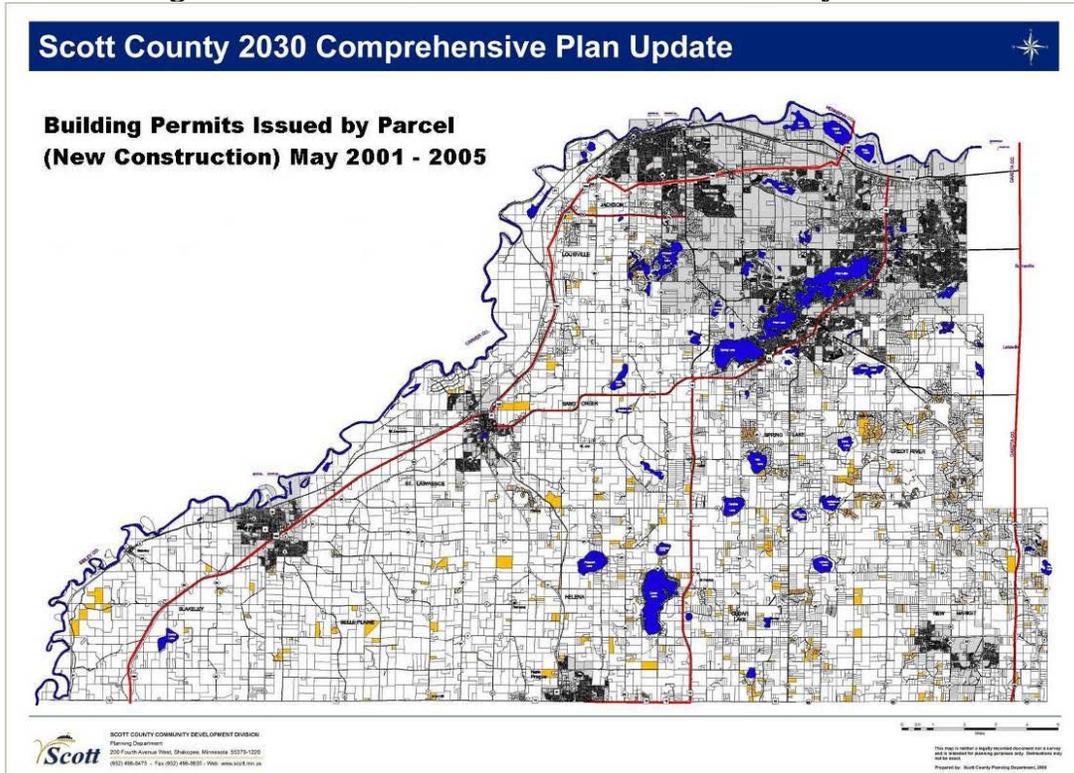
**Figure V-6  
Parcels Platted, 2001 to 2005**



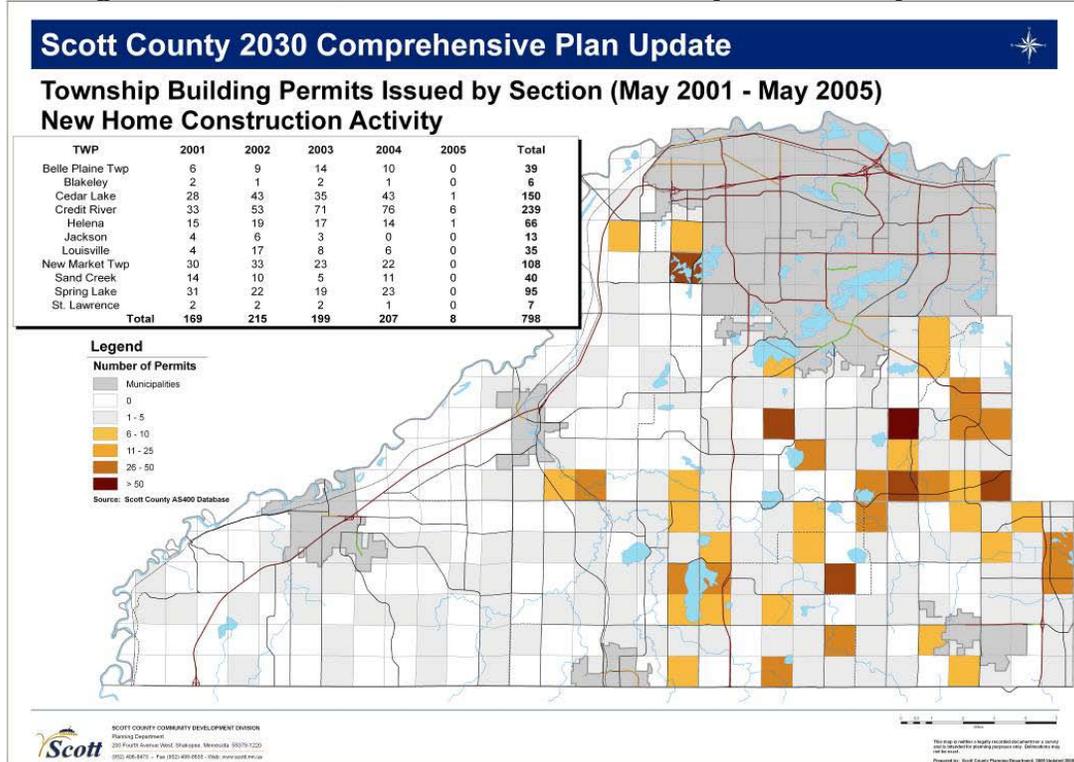
**Figure V-7  
Parcels Platted by Section, 2001 to 2005**



**Figure V-8**  
**Building Permits Issued (New Home Construction), May 2001 to 2005**



**Figure V-9**  
**Building Permits Issued (New Home Construction) by Section, May 2001 to 2005**



## B. Non-Residential Development Trends

Over a 10-year period (May 1995 to May 2005), the County issued 227 conditional use permits (CUPs) and 39 interim use permits (IUPs), primarily for non-residential land uses. Of the 227 CUPs, 38 permits were issued for home extended businesses such as cabinet shops, food catering, and small engine repair. Most of the IUPs were issued for gravel mining operations. Figure V-10 lists the ten most common categories of uses issued CUP/IUPs over the past decade.

According to a 2005 inventory of commercially zoned property in the eleven townships, there are approximately 450 acres zoned C-1 for general commercial uses; 2,820 acres zoned I-1 for rural industrial uses; and nearly 1,600 acres zoned UBR (Urban Business Reserve) intended for future commercial development connected to and served by urban services. Most of the commercially zoned properties are located along the TH 169 corridor in Sand Creek, Louisville, and Jackson townships. Spring Lake and New Market townships also have areas of commercially and industrially zoned properties at major roadway intersections.

General CUP Type	Number
Home Extended Business	38
Essential Services/Towers	28
Advertising Sign	18
Commercial Outdoor Recreational Uses	13
Commercial Nursery/Greenhouse	8
Manufacturing, Processing, Packaging	8
Mining	7
Kennels	7
Leasing Structure	7
Sales Lot - Motor Vehicles	7

**Source:** Scott County Planning Department, 2006

A 2006 study titled “Commercial/Industrial Land Supply Analysis for Scott County, Minnesota” conducted by Maxfield Research, Inc., found nearly all of Scott County has plentiful land for non-residential development through the year 2015, particularly in the cities. The cities of Shakopee and Prior Lake are expected to see the greatest demand for commercial land development during this time frame. The report found the eleven townships (particularly Jackson, Louisville, Sand Creek, Spring Lake, and New Market) have abundant supplies of commercial land. The report notes there is a demand for commercial development in the unincorporated areas, especially along TH 169 (Jackson and Louisville) and Interstate 35 (New Market), due to the lower cost of land and limited infrastructure costs in the unincorporated areas. However, the report recognizes much of the demand for commercial and industrial land in the townships may be related to the future demands of nearby cities as their boundaries and utilities are extended. This analysis was prepared for the Scott County HRA (now known as Community Development Agency) and is available on-line at [www.co.scott.mn.us](http://www.co.scott.mn.us).

The primary sector of the county’s industrial market (including all cities) is warehouse/bulk distribution/showroom space. The office market in Scott County is not particularly established compared to other metro counties. The Maxfield Research analysis found the county’s retail market relatively healthy due to increased population growth. Future retail development will generally follow “rooftops” as they spread further and deeper into Scott County.

### C. Land Market Trends

Real estate transaction data from the Scott County Taxation Department provides some insight into the county's land market. The Department compiled all land sales that occurred from January 2004 to January 2006. This data provides the use, zoning classification, price, and acreage of each land sale that occurred over this time period. Figure V-11 shows a summary of recent land sales data by township, zoning classification, and conversion into city development.

Based on 14 land sales, an acre of land zoned primarily for farming (Agricultural Preservation District, A-1) sold for \$8,203 on average over this time period. An acre of land zoned primarily for rural residential development (Rural Residential Reserve, RR-1) sold for \$14,727 on average, based on 22 land sales. Land located close to one of the cities and zoned for future urban development (Urban Expansion Reserve, UER) sold for \$16,115 on average, based on seven land sales over this two-year period.

While the total number of land sales is small and the length of time period limited, these statistics do provide a general overview of the county's recent land market trend, which shows land closer to one of the cities selling for a higher price per acre than land some distance from the cities and intended for continued agricultural use. Land that was immediately adjacent to one of the cities and converted into residential or commercial development with urban services sold for \$108,986 per acre, on average, over this time period.

<b>Figure V-11 Recent Land Sales, 2004 to 2006</b>		
<b>Location/Type</b>	<b>Number of Land Sales</b>	<b>Average Price/Acre</b>
Belle Plaine TWP	8	\$11,356
Blakeley TWP	5	\$6,320
Cedar Lake TWP	10	\$11,333
Credit River TWP	1	\$19,834
Helena TWP	10	\$15,879
Louisville TWP	1	\$31,682
New Market TWP	2	\$19,943
Sand Creek TWP	3	\$14,011
St. Lawrence TWP	2	\$12,527
Spring Lake TWP	5	\$14,041
Land Zoned A-1 Ag. Preservation	14	\$8,203
Land Zoned RR-1 Rural Res.	22	\$14,727
Land Zoned UER Urban Exp.	7	\$16,115
Land Converted to City-type Residential or Commercial Development	9	\$108,986

**Source:** Scott County Taxation Department, 2006

## ULTIMATE BUILD-OUT DEVELOPMENT SCENARIOS

*While this section focuses on planning issues beyond the 2030 planning horizon and, therefore, beyond the required time frame set by the Metropolitan Council, it is important to document as it sets the context and framework for the goals and policies reflected in this chapter.*

In 2006, the Scott County Planning Department completed a comprehensive build-out analysis for Scott County. A build-out analysis estimates the maximum number of lots and/or homes allowed in a community at time of full build-out given certain development limitations (e.g., zoning, natural constraints, or other development constraints). This type of analysis requires certain parameters, assumptions, and criteria. This analysis is not 100 percent accurate because some assumptions must go into the model and some things just cannot be predicted with certainty. However, this type of analysis can be a useful tool to:

- Show whether or not current land use plans and policies will result in the type of future that residents want for Scott County;
- Demonstrate the range of possibilities and impacts if different land use policies were implemented; and
- Demonstrate what regional systems (transportation, wastewater treatment, stormwater, parks, and trails) will need to be in place to serve Scott County at full build-out.

Scott County previously completed a build-out analysis, albeit on a smaller scale, as part of the Southeast Scott County Comprehensive Plan prepared from 2003 to 2005. County staff felt it was necessary to identify land uses for the planning area (New Market Township, City of Elko New Market, and portions of Rice County) at time of full build-out to provide these communities foresight beyond the commonly used 20-year planning horizon. This analysis was fueled in large part by the Metropolitan Council's decision in 2002 to extend sewer interceptor service to Elko New Market to serve this rapidly expanding rural growth center.

This analysis was seen as a way for these communities to: a) plan for expensive infrastructure long term; b) calculate the costs of growth; and c) utilize available resources. As part of this analysis, the city and townships began identifying which areas would likely anticipate urban densities and which areas would likely remain rural. From this ultimate build-out effort, the city and townships developed a joint plan for an interconnected road system to serve the area; as well as a natural resource corridor map and a designation of ultimate urban expansion areas.

The 2006 countywide build-out analysis focused on two sets of conditions: baseline and future. The baseline conditions analysis is an "as is" approach based on currently adopted land use plans. The future conditions analysis is a "what if" approach based on projected land use changes and expected development trends. Both approaches were built using the same and most current GIS parcel database for Scott County and assume the same natural resources and development constraints.

### **A. Baseline Build-Out Analysis**

The baseline analysis looked at how parcels of land are guided for today and what development potential remains given density restrictions and environmental constraints. This analysis used the County's 2020 planned land use map (as amended in 2005) as the baseline condition. It assumed that areas guided for Agricultural would build out at an overall density of 1 home per 40 acres; Rural Residential would build out at an overall density of 1 home per 10 acres; and Rural Residential Growth would build out at an overall density of 1 home per 2.5 acres. Results from this baseline analysis found that the current plan of Scott County includes enough

developable land to more than double the population in the unincorporated area at full build-out. The current population of 23,700 residents in the eleven townships could swell to around 37,000 to 41,000 residents.

The baseline analysis assumed that areas guided for Urban Expansion would build out at an overall density of 3 units per acre. When total build-out for the seven cities and surrounding Urban Expansion Areas are included, this baseline condition model suggests a total Scott County population of 400,000 to 500,000 residents at time of full build-out.

## **B. Future Build-Out Analysis**

The future “what if” conditions build-out analysis employs two models based on long-range sanitary sewer service plans: Model #1 is based on the *known* capacity limits for each of the regional or local wastewater treatment plants (WWTPs) serving Scott County (Blue Lake WWTP, Seneca WWTP, Empire WWTP, Belle Plaine WWTP, Jordan WWTP, and New Prague WWTP). These known capacity limits are as reported in long-range sanitary sewer service plans and studies prepared by the Met Council or local communities. Model #2 assumes a new regional wastewater treatment plant will be sited somewhere along the Minnesota River. This new WWTP will increase sanitary sewer service capacity for Scott County beyond 2030 and, therefore, allow more land area for urban-type development.

### **Model #1 – Based on Known Sanitary Sewer Service Capacities**

Question: “*What if all of the cities in Scott County develop to the fullest capacity of their wastewater treatment plant designs and sanitary sewer service infrastructure and the remaining portions of the county develop at rural densities as guided by the regional wastewater collection and treatment authority (Met Council)?*”

Model #1 is based on the *known* capacity limits for each of the local or regional wastewater treatment plants serving Scott County (see Figure V-12). Each city has prepared or is in the process of preparing updated long-range sanitary sewer service plans. These plans include an ultimate sanitary sewer service area boundary based on the known capacity of the plant and sewer line infrastructure system serving the area. Figure V-12 shows the ultimate sanitary sewer service areas for each local or regional treatment service provider. Each community’s long-range sanitary sewer service plan also estimates how many people can be served within the ultimate sanitary sewer service area based on future land use maps and projected household sizes. Below is the reported population that each city can serve when their respective ultimate sanitary sewer service area is fully developed:

- ⊕ Elko New Market: 80,000 residents (Source: *Southeast Scott County Comp Plan*)
- ⊕ New Prague: 70,000 residents (40,000 residents estimated portion within Scott County) (Source: *Comprehensive Sanitary Sewer Plan for 2026 Service Area; City of New Prague Comprehensive Plan, 2004*)
- ⊕ Belle Plaine: 23,000 residents (Source: *Draft City of Belle Plaine 2030 Comp Plan*)
- ⊕ Jordan: 92,000 residents (Source: *May 2006 City of Jordan Wastewater Plan*)
- ⊕ Prior Lake: 46,000 residents (Source: *City of Prior Lake Engineering Department*)
- ⊕ Savage: 42,700 residents (Source: *City of Savage Planning Department*)
- ⊕ Shakopee: 75,000 residents (*Estimated by the Scott County Planning Department. City’s long-range sanitary sewer service plan currently being prepared*)

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Cities Estimated Total: 399,200 residents

Model #1 assumes the county's land area *outside* of these ultimate sanitary sewer service areas will be built out in accordance to the densities guided by the Metropolitan Council's *2030 Framework Planning Areas Map* (1/40 for Agricultural Areas, 1/10 for Diversified Rural Areas, and 2½-acre lot densities for Rural Residential Areas).

If all remaining eligible, developable parcels in Scott County *outside* of the mapped ultimate sanitary sewer service areas were built-out in conventional large-acre plats (40-acre, 10-acre, 2.5-acre lots) as guided by the Met Council's *2030 Framework Planning Areas Map*, the County's unincorporated area could add 5,600 to 5,700 new homes. With an estimated 6,500 homes existing today outside the mapped service areas, this means the total population in the unincorporated area would total approximately 37,000 to 41,000 residents. When adding the urban population under Model #1, Scott County's total population at full build-out would total approximately 430,000 residents.

### **Model #2 – Based on a New Regional WWTP**

Question: *“What if a new regional WWTP is built and brought on-line to serve urban development beyond the current ultimate sanitary sewer service areas?”*

Model #2 assumes that a new regional WWTP will be sited somewhere along the Minnesota River to serve Scott County. This new treatment plant will increase sanitary sewer service capacity for Scott County beyond 2030. Figure V-13 shows, very generally, the ultimate sanitary sewer service area boundary for the new regional treatment plant. The boundary line was determined by examining existing lot patterns, topography, wetlands and water bodies, and sub-watershed boundaries. Model #2 assumes build-out densities of 3 units per gross acre for the expanded urbanized areas that would be served by this new regional WWTP. Model #2 assumes 2.5-acre lot densities for the remaining portions of the county that would not be served by any regional WWTP.

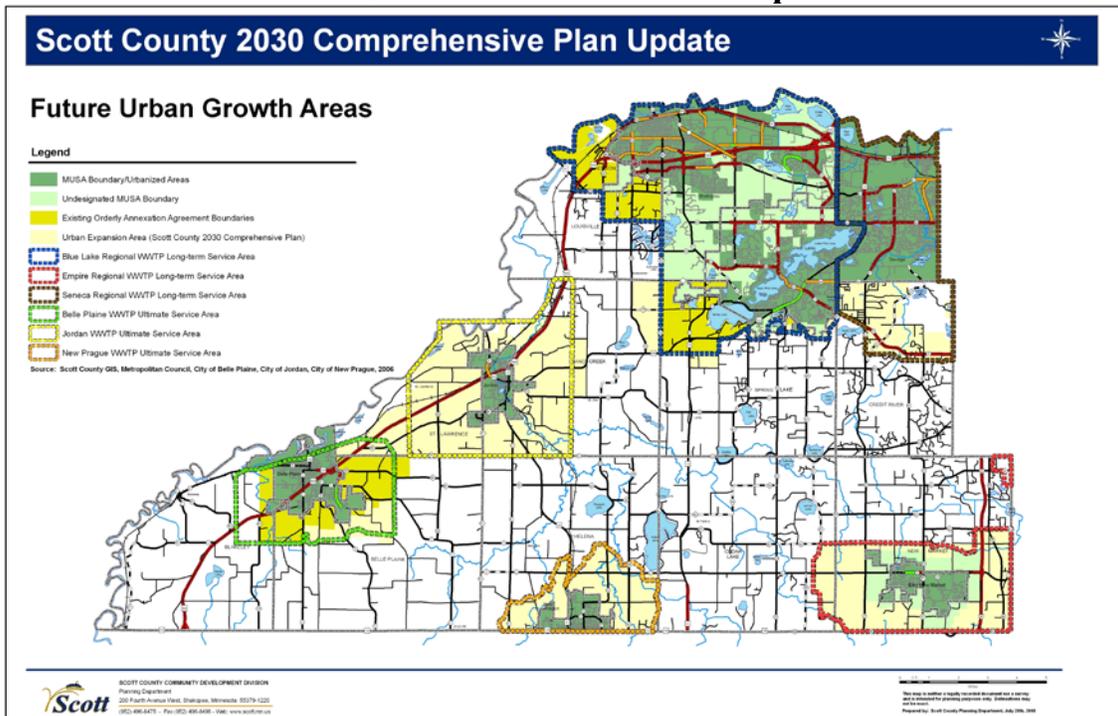
Under Model #2, if all remaining eligible, developable parcels in the new regional WWTP service area were developed at urban density development (3 units per acre; mix of single family, two-family, and multi-family homes), there is enough developable land area to add 586,000 residents. There is enough developable land in the remaining portion of the county that would not be served by a regional WWTP to accommodate roughly 31,500 residents. When adding the total urban population from Model #1 (399,200), Scott County's total population at full build-out under Model #2 would total approximately one million residents at some point in the future.

### **Build-Out Models Summary**

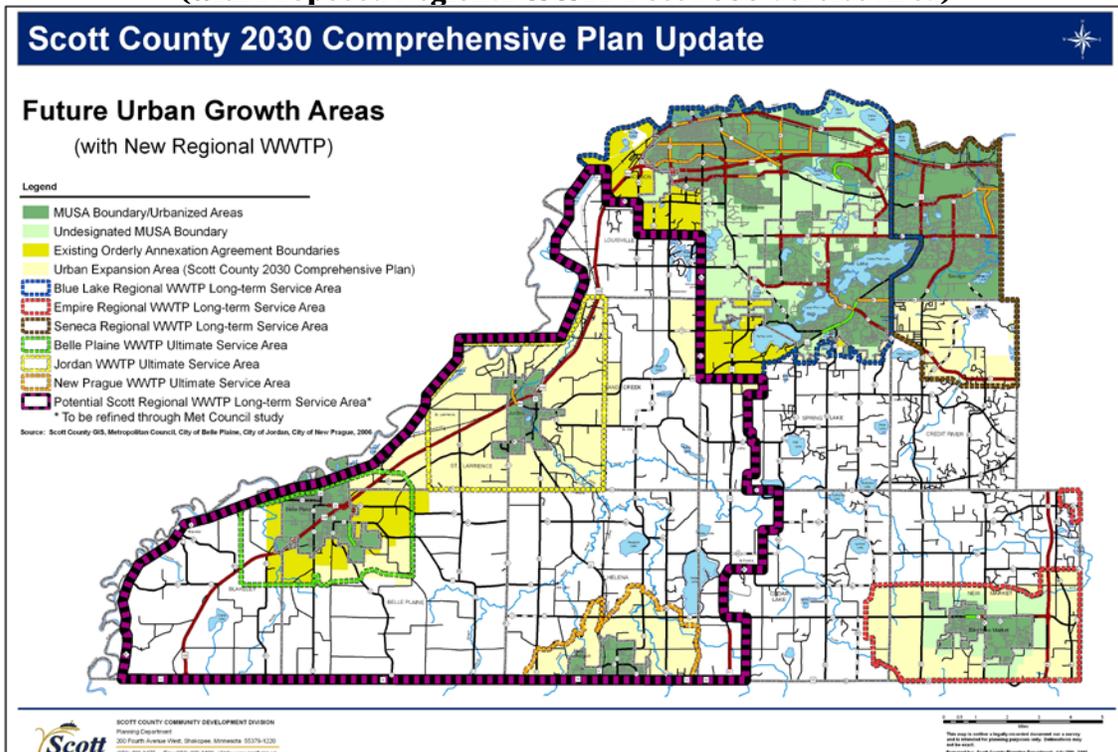
In summary, under Model #1, Scott County could reach a population of about 400,000 residents at full build-out if each city develops to the fullest capacity of their sanitary sewer service capabilities and the rural areas outside the ultimate sanitary sewer service areas are allowed to develop into 40-, 10-, or 2.5-acre lots with on-site septic systems as guided by the regional wastewater collection and treatment authority. If a new regional WWTP is built to serve Scott County post-2030 and increase capacity for urban development, the county could reach a population of over one million residents at some point in the future.

*(Note: In context, the Twin Cities Metropolitan Area is projected to reach 3.7 million people by 2030. Should Scott County reach one million residents, the Twin Cities will likely have a population of over 7 million - similar to today's Chicago metropolitan area population. There would be many other challenging growth issues the County and metropolitan area would need to address at that time, i.e. transportation, social services, crime, etc.)*

**Figure V-12  
Future Urban Growth Areas Map**



**Figure V-13  
Future Urban Growth Areas Map  
(with Proposed Regional WWTP Post 2030 Service Area)**



## LAND USE AND GROWTH MANAGEMENT GOALS AND POLICIES

The unprecedented rate of growth in Scott County during the 1990s and early 2000s has raised issues with regards to its impact on public services, including transportation and parks, stormwater management, natural environment, ground water and compatibility of land uses. The Scott County Board of Commissioners, recognizing these issues, has identified the need for a growth management strategy. Goals and policies, based on the Scott County 2030 Vision and Strategic Challenges, are provided to define and guide Scott County's growth management efforts, focusing on the unincorporated areas. Goals and policies are defined below:

**Goals:** These are broad statements that express general public priorities about how the County should approach growth and development over the next 25 years. These goals are driven by the 2030 Vision & Strategic Challenges as defined in Chapter IV.

**Policies:** These are rules or courses of action used to ensure plan implementation and to accomplish the goals. These policies are intended to be used by decision-makers to implement this 2030 Plan Update through ordinances and other official controls.

### A. Process and Collaboration

**Goal #V-1    Develop a cohesive countywide land use pattern that insures compatibility and functional relationships among activities and between jurisdictions.**

- a.     Build on Scott County's strengths—such as environmental quality, open space, strong industrial and commercial areas, prime farm land, recreation and entertainment facilities, quality local government, and excellent school and park amenities—to realize the County's 2030 Vision.  
*Reason: This policy reflects an overarching theme in the 2030 Vision. Scott County has many valuable resources. New development should be designed to coexist with existing development, and be compatible with the environment.*
- b.     Working with the cities and townships, plan for a range of lot sizes, densities, land use types, and residential lifestyle choices for rural and urban residents.  
*Reason: This policy reflects the 2030 Vision. Offering a range of development options to meet different housing markets and individual preferences will result in a more diverse, well-balanced, and prosperous community.*
- c.     Prepare and adopt a land use plan for the unincorporated portions of Scott County that designates land use areas and guides development to appropriate areas in order to ensure desirable land use patterns that provide for public infrastructure, protect the natural environment, preserves farmland, and minimize conflicts.  
*Reason: The County has been the planning authority for the unincorporated areas since 1969. Rapid growth requires planning for adequate and sufficient infrastructure while preserving natural resources and farmland.*
- d.     Provide for and encourage on-going opportunities for public participation—including township officials, cities, stakeholders, property owners, and employers—in the planning and development review process.

- e. **Public Value Incentive Policy:** Use flexible zoning tools, such as Planned Unit Developments (PUDs) or clustering, and leverage traditional development controls (i.e., zoning, land subdivision regulations) where appropriate, to encourage the private sector into a collaborative development track that could include density bonuses in exchange for public values that promote varied housing options, improve public infrastructure systems, and encourage natural resource protection. Public values, depending on the land use category and specific site conditions, could include but are not limited to the following:
- **Publicly Managed Utilities:** Providing publicly managed sewer and water utilities, such as a community sewage treatment system (CSTS), a planned service district for individual sewage treatment systems (ISTS), and/or a community water supply system, with an operating, financial, and management plan that is controlled by a public entity with taxing authority to insure proper maintenance, management, and financing that is approved by the Township and County. Developments with publicly managed systems in the urban expansion and urban transition areas should be designed for compatibility with and connections to future urban services and include a plan for legal and financial conversion to urban services.
  - **Public Roadway/Transitway:** Providing any additional new dedicated public road right-of-way, above and beyond 60 feet from the road centerline, for an existing or new collector or arterial roadway as identified in County or Township long-range transportation plans, as amended, or as identified in an approved Alternative Urban Areawide Review (AUAR) or Detailed Area Plan (DAP) if required for the subject area. Or, providing right-of-way for supportive local roads along major arterials or public transit facilities as identified in County or Regional long-range transportation corridor or transit plans, as amended, or as identified in an approved AUAR or DAP if required for the subject area.
  - **Public Parkland:** Providing any additional dedicated public parkland, above and beyond the County's dedication requirement, for a regional, county, or town park if the subject parcel is located in or adjacent to a regional, county, or town park search area or proposed park boundary as identified and mapped in Scott County's Parks & Trails Plan, as amended.
  - **Public Trailway:** Providing any additional dedicated public trail right-of-way, easements, or trail construction, above and beyond the County's dedication requirement, for a regional, county, or town trailway if the subject parcel is within a regional, county, or town trail search corridor as identified and mapped in Scott County's Parks & Trails Plan, as amended, or as identified in an approved AUAR or DAP if required for the subject area.
  - **Regional Stormwater Management:** Providing any additional land, above and beyond 3 percent of the land area reserved for on-site stormwater management if regional stormwater management is considered feasible for the site by the County, the Township, or the applicable Watershed Management Organizations, or as identified in an approved AUAR or (DAP) if required for the subject area.
  - **Natural Resource Conservation:** Conserving critical natural resource areas as identified and mapped in the County's natural resource management plans, as amended, the Natural Areas Corridor Map included in this plan as Figure VIII-4, or as identified in an approved AUAR or DAP for the subject areas. A long-term stewardship management program involving a

combination of stewardship, endowment funds, and/or contract for long-term maintenance is required.

- **Wetland Restoration:** Restoring the hydrology and native plant communities of five or more acres of drained, altered or disturbed wetlands not including restorations for the purposes of mitigation and banking. A long-term management program involving a combination of stewardship, endowment funds, and/or contract for long-term maintenance is required. Public value density bonuses may be granted, even if restoring the wetland is not possible at the time of development because the restoration spans and affects additional properties, for the dedication of easements and endowment that would enable restoration and long-term management in the future when similar rights are obtained from other affected properties.
- **Livable and Sustainable Neighborhoods:** Providing a variety of housing types such as lifecycle and senior housing, utilizing environmentally friendly building designs, utilizing on-site alternative energy sources and water and energy conservation practices, and/or implementing other sustainable development and active living design practices as defined in the Scott County Zoning Ordinance.

*Reason: Providing a more collaborative and public values-driven approach allows for more creativity in the development process, holds greater promise for win-win outcomes for the public and the developer, and works toward achieving the County's 2030 Vision.*

- f. To the maximum extent possible, development policies and regulations shall be applied consistently and uniformly on similarly sited parcels.  
*Reason: Inconsistently applied policies and regulations are not fair, result in inconsistencies with adopted policies, and open the door to legal challenges that question the entire system.*
- g. Geographic land use designations and related zoning classifications shall be changed only when it can be demonstrated that such modifications are in the best long-term interest of the County. Other than special procedures for rezonings, such land use and zoning changes shall occur only when they will promote land use compatibility, meet the goals and policies of the County's Comprehensive Plan, and be based on a) changes in conditions or b) errors/inconsistencies with the Comprehensive Plan.  
*Reason: Land use zoning should not be changed simply to accommodate a proposed use, but should be established and maintained to the extent necessary to assure compatibility of adjacent land uses.*
- h. The County will not approve a development or subdivision that includes, but is not limited to, any of the following:
  - is inconsistent with Scott County's adopted Comprehensive Plan, Detailed Area Plans, or long-range transportation corridor plans or studies;
  - the proposed local road or lot access location is inconsistent with the County's adopted Minimum Access Spacing Guidelines along all current and future Principal Arterials and A-Minor Arterials as established in the County's Transportation Plan or in long-range transportation corridor plans or studies;
  - lacks necessary adequate local paved roads (or plans for future paved roads) to serve the subdivision or development;

- lacks adequate sanitary sewer and potable water capabilities;
- lacks adequate storm water drainage, storm water treatment facilities, or storm water management either within the development site or downstream;
- is inconsistent with Scott County’s environmental protection regulations.

*Reason: The County has clear standards for approval of developments and subdivisions.*

**Goal #V-2 Coordinate growth management and land use planning between the County, townships, and cities.**

- a. County staff shall be proactive – individually or through SCALE – in collaborating and communicating with city and township staff on mutual planning issues such as urban expansion, annexation, land use, transportation, natural resources, farmland preservation, sanitary service and inspection, and parks, trails, and recreation.

*Reason: Joint planning studies and collaboration between cities, townships, and the County leads to better, more efficient planning.*

- b. In advance of formal plan submittals, encourage cities to share, coordinate and communicate planning issues of mutual concern with the County during the preparation of comprehensive plans or system plans. Continue to share draft plans and plan amendments as required by the Metropolitan Land Planning Act and the Metropolitan Council.

*Reason: The exchange of information between local jurisdictions leads to better, more efficient planning and provides enhanced customer service to residents.*

- c. Coordinate the following township responsibilities with the Development Review Team (DRT) process:

- Storm water management system maintenance;
- Township road planning for supportive roadway systems and continuity;
- Local parks and trails planning;
- Weed control management;
- Wetland Conservation Act enforcement;
- Subordinate Service District establishment; and
- Community Sewage Treatment Systems (CSTS) or publicly managed ISTS management.

- d. Coordinate long range transportation and other infrastructure plans that will support and direct future growth and allow for planned road right-of-way and infrastructure improvements.

*Reason: Planning for road needs to accommodate planned development is the most efficient way to meet transportation needs for a region and ensure public safety.*

- e. Continue to require three-way agreements between the County, townships, and developers to address responsibilities for project implementation. Explore the feasibility of adding cities to these agreements for development within urban expansion areas.

*Reason: This will improve coordination between responsible parties, provide technical and enforcement support to townships, and ensure that projects are developed as approved.*

**Goal #V-3 Support forms of government capable of planning and providing public utilities and services for urban development within the urban expansion area.**

- a. Encourage townships that have land within the urban expansion area to consider, with appropriate administrative support, incorporation, consolidation with adjacent cities, joint powers agreements, meaningful orderly annexation agreements, or contractual agreements for extension/provision of urban services and renegotiation of existing outdated agreements that do not currently function.  
*Reason: Determining the timing and location of where and how to stage urban service extensions throughout the County is a key 2030 Strategic Challenge. Agreement by the local governments on plans for ultimate development of the land within the urban expansion area allows land owners to realize the full potential value of their land and plan for development.*
- b. In evaluating the appropriate governmental options for Metropolitan Urban Service Area (MUSA) expansion, as well as local municipal service area expansions, affected cities and townships must consider physical and financial viability of providing public utilities and services to urban expansion areas.  
*Reason: This is needed to reasonably determine the location of future urban expansion areas.*
- c. Proactively coordinate and facilitate a process to assist townships and cities in establishing orderly annexation agreements and identify outside resources to address infrastructure extension costs in areas where there are existing needs.  
*Reason: There are statutory provisions to enable land use planning within orderly annexation areas to best address future city growth plans. The County is in a unique position as the third party to engage the parties in productive problem solving.*
- d. Promote cooperation between the County, cities, and townships for planning and implementing strategies for extending utilities within future urban areas where some of the costs of extending public services may be a partial responsibility of the local government jurisdiction.  
*Reason: There are existing subdivisions adjacent to cities that have well and septic problems that should be connected to municipal services for public health reasons. However, the cost to bring services to these older subdivisions may exceed the assessable costs resulting in an overall cost to existing utility customers for providing this service to these homes. The County should work with the cities and townships to find ways to recover costs for extension of municipal services by ensuring the availability of additional developable land that could be served by municipal services in conjunction with extending the service to existing homes to help recover the high cost for extending the trunk lines. Conversely, there are areas where vacant, developable land is adjacent to existing subdivisions with well and septic problems. Extension of sewer service to some vacant areas should also include the provision of service to nearby problematic areas.*
- e. Promote cooperative efforts to solve public health hazards when a hazard can be corrected or controlled by public resources (sewer/water service, code enforcement, inspection, sharing infrastructure costs, etc.).

*Reason: Failing sewers and contaminated wells that cannot be economically repaired or replaced without municipal services lead to public health threats. Lack of aggressive code enforcement can lead to blighted neighborhoods. It is in the public interest to work toward correction and prevention of these conditions.*

## **B. Growth Management**

### **Goal #V-4 Manage growth and land use development in a historically balanced manner that distributes the opportunity for growth and development throughout Scott County, is fiscally responsible, and will result in the staging of infrastructure investments to support growth.**

- a. Recognize and plan for Scott County's share of the projected metropolitan growth for the Twin Cities region over the next two decades.  
*Reason: Met Council projects another one million residents will be added to the Twin Cities regional population by 2030. Scott County's share of this regional growth is approximately 100,000 additional residents. Met Council is projecting that, by 2030, roughly 85 percent of the County's population will reside in a city; and the remaining 15 percent residing in the unincorporated area.*
- b. Support MUSA expansion and compact growth patterns that stimulate development within cities and take advantage of in-place municipal infrastructure for most of the growth in the county.  
*Reason: This policy provides for utilization of existing city services rather than costly duplication by the County or townships. It also results in better utilization of land and more tax value per acre to pay for services, while sustaining the township areas.*
- c. Support the preservation, dedication, and acquisition of right-of-way along existing and planned major transportation corridors prior to anticipated road improvements.  
*Reason: Increased populations lead to congested roads if transportation corridors are not improved and expanded to meet demand. Preserving future right-of-way prior to development reduces acquisition costs and allows for better design and integration with the surrounding area.*
- d. Developers, not existing taxpayers, shall pay for their proportionate share of initial and incremental costs for needed and planned infrastructure related to or resulting from new development.  
*Reason: Development should pay its fair share for required initial and incremental improvements. This is especially applicable to residential development that provides a relatively low tax return to cover the increased demand for services, such as roads and storm water management systems.*
- e. Facilitate discussions with and between the cities and townships to review infrastructure/development fees and infrastructure funding programs and consider implementing a common, countywide fee structure for development.  
*Reason: Providing similar infrastructure planning and fees within the local jurisdictions will improve efficiency, develop potential partnerships or cost sharing opportunities, and will make it easier for developers and future residents to review development fees.*

- f. Continue to maintain and implement a Capital Improvement Program (CIP), to properly finance public improvements, including transportation, parks and trails, and other public facilities, to adequately support growth.  
*Reason: An orderly CIP eliminates drastic swings in taxation levels and provides a systematic and planned way of providing these services.*
- g. Encourage cities and townships to develop Capital Improvement Programs to address their needs for future and improved infrastructure.
- h. New development shall provide sufficient land area to accommodate a protected backup location for replacement of the proposed sewage treatment system.  
*Reason: This is consistent with State standards and allows for a backup location should the primary location be damaged or should the system fail.*
- i. Support efforts that serve to implement the urban development goals for the urban expansion area.  
*Reason: Developing a consensus on issues related to governance, annexation and jurisdictional boundaries is a key 2030 Strategic Challenge. The concept of concentrating people near their place of work and providing convenient access to needed services to reduce time and cost of travel for society and improve public safety and health is the core purpose of urban development. Improved roads and transportation has made it possible for improved accessibility for township residents to those services that are available within cities. However, dispersal of residents who are employed in cities into the unincorporated areas increases public cost for road construction and maintenance as well as for emergency and police services.*
- j. Consider the feasibility of establishing a Transfer of Development Rights (TDR) program that would allow development rights to be transferred from “sending areas” where land preservation is desired to “receiving areas” where development is planned.  
*Reason: This type of land use implementation tool could help achieve some of this Plan’s goals related to agricultural preservation, reserving land for future urban development, and protecting important natural resources.*

**Goal #V-5 Promote higher-intensity, higher-density urban growth and development within Scott County’s cities.**

- a. Support infill urban development within existing city boundaries to maximize the use of existing infrastructure.  
*Reason: The cost for existing infrastructure has already been paid by local developers, residents, and taxpayers. Using this value before opening other areas to development is the most efficient use of tax revenue and service fees.*
- b. Support and encourage the expansion of the Metropolitan Urban Service Area (MUSA) and/or locally provided service areas within the remaining undeveloped portions of Scott County’s cities that capitalizes on in-place utility and service investment.  
*Reason: The most cost efficient method of accommodating the majority of higher-density residential growth is within urban service areas.*

- c. Encourage the provision of public utilities in a planned, orderly fashion that encompasses larger areas—rather than in a piece-meal, parcel-by-parcel fashion—so jurisdictions can plan for parks and trail links, school sites, utilities, street interconnections, local collectors, and minor arterial roadways.  
*Reason: Larger area planning allows for better and a more efficient extension of services and utilities.*

**Goal #V-6 Plan for and reserve areas beyond existing city boundaries for both short-term and long-term (post-2030) urban expansion.**

- a. Establish an urban expansion area (Tier I) sized to accommodate urban growth based on each cities' ultimate urban service capacity. The configuration of the urban expansion area will be reflective of the service capacity of available and planned services, including public sewer, water, roadways, and storm water management.  
*Reason: Expansion of existing urban development is more efficient than duplicating services. Preserving the ability for expansion of urban services into undeveloped land allows for recovery of costs for the extension of urban services to be paid for by the developer and not taxpayers or existing utility customers.*
- b. Establish an urban transition area (Tier II) sized to accommodate long-term (post-2030) urban growth based on the anticipated urban service area for a future regional wastewater treatment plant. The future regional wastewater treatment plant will provide additional urban sewer capacity for post-2030 growth.  
*Reason: In order to meet the long-range (post 2030) needs of the growing population of the southwest metro area in Scott County, the Metropolitan Council is considering construction of a future treatment plant to serve the western portion of the county. The siting of a new treatment plant will greatly increase the amount of land available for urbanization; therefore it is important to preserve this land for future urban development while providing land owners limited near-term development opportunities that are consistent with future urban uses.*
- c. The boundaries for the urban expansion and transition areas (Tiers I and II) shall be reviewed periodically and adjusted if new conditions warrant modifications.  
*Reason: New technologies or treatment plant expansions could add additional sanitary sewer service capacities.*
- d. Develop standards for interim development uses to allow for future conversion to sewer development when urban services become available.  
*Reason: Once urban services are provided to an area, homes and businesses are generally required to connect to these services and abandon their private septic systems and wells. Planning for these future connections makes the transition to urban services more efficient and cost effective to both property owners and the public.*
- e. Promote compatible land use patterns on shared boundaries between urban and rural uses as a means of protecting future urban expansion and transition areas.  
*Reason: Some land use development is reasonable where it will be compatible with future urban services growth.*

- f. Within the urban expansion areas, the County and townships shall discourage premature development, subdivisions or land use patterns that may obstruct the logical future extension of utilities.  
*Reason: Premature development is essentially development that is allowed to occur in the absence of a plan for the ultimate optimum development of an area. Unplanned premature development can thwart future planned optimum development of an area. Since cities do not yet have "build out plans" for areas adjacent to their current boundaries, it is prudent to preserve the opportunity for optimum utilization of a reasonable amount of land around cities for future urban development. This will greatly improve the long-term economics of the County and region.*
- g. New development and land use changes in urban expansion areas and orderly annexation areas shall be reviewed by the corresponding city for consistency with their comprehensive plan.  
*Reason: As cities and townships continue to grow in Scott County, land use compatibility becomes a major issue in the urban expansion areas where annexation is expected to occur. Any land use change or development that occurs within urban expansion areas should be reviewed for consistency with the comprehensive plan of the city that will be annexing the land in the future. This will assist in reducing land use incompatibility between current and future developments.*
- h. The developer and/or benefiting property owners shall assume all or the significant majority of improvement/service costs, and agree to pay costs associated with extending services to serve their property.  
*Reason: Development of land is a business controlled by market influences. Cities require developers to pay for the costs of public infrastructure needed to accommodate their developments. Developers are attracted to the unincorporated areas in part to avoid these costs. There is a market for these rural properties, which attracts some city residents into the country. As more and more people disperse into areas outside of cities where public services investments have been made and into rural areas which lack those services, new rural residents begin demanding these public services. Provision for public services to a dispersed community is more costly than it is in established higher-density cities. The result is an increased need for public revenue (taxes) from all residents to accommodate this growth.*

**Goal #V-7 Foster a low-density, rural land use pattern in limited areas that are planned for long-term unsewered development to preserve open space and natural resources.**

- a. Work with the Met Council to identify long-range sanitary sewer service areas and develop land use strategies for the balance of the county's land area that will likely never be served by public sewer service.  
*Reason: The County and Met Council are studying areas that will remain in rural residential development without urban services. The County recognizes that where urban expansion can occur, it should occur as it is the most cost-effective use of land to accommodate residential needs. Therefore, it will be necessary to identify the realistic expansion capabilities of existing utilities,*

*especially municipal sewer, in defining the urban expansion areas. At this time, it is believed to be unrealistic to anticipate total upsizing of trunk sewers to accommodate future growth. It is also recognized that, because of preexisting development and physical barriers, portions of Scott County will remain in a permanent non-sewered condition (assuming current technology). This policy reflects the need to define those likely boundaries to preserve the ability for future expansion of urban services in a cost-effective manner.*

- b. Generally limit development to residential and complimentary uses that can be serviced by individual or community sewage treatment systems and private or community water supply systems.

*Reason: The areas proposed for rural residential development have been selected because of the improbability of the extension of urban services into these areas in the long term. Development should, therefore, be limited to uses compatible with the existing low-density housing in the area and uses which can sustain these basic services indefinitely.*

**Goal #V-8 Support the staging of long-term, unsewered residential development through a phased basis, following a logical, planned sequence for road upgrades, storm water management, park, trails and open space planning, etc., to serve each staged area in a coherent, fiscally-responsible manner.**

- a. The Planning Commission will evaluate land supply every five years from the date of plan adoption to assess the overall staging of development in the planned rural areas, taking into consideration the following criteria:

- infrastructure needed to support growth;
- availability of land for development; and
- local township road planning and storm water management system maintenance capabilities.

- b. Prior to rezoning parcels in a staged growth area, require a detailed planning process to address cumulative effects of proposed development on natural resources, transportation, and storm water management and identify effective mitigation strategies. This detailed planning process could take the form of an Alternative Urban Areawide Review (AUAR) process that follows all state requirements and procedures or the form of a Detailed Area Plan (DAP) that includes:

- A build-out analysis of the study area given planned densities;
- Locations for regional surface water ponds and drainage system;
- Locations for township collector roads;
- Township road access to County highways and interconnections;
- Need and location of turn-lanes and by-pass lanes;
- Condition of existing roads and bridges and identification of where improvements are needed;
- Available water supply for drinking water and fire safety;
- Well locations, water tower sites, and other water supply needs;
- Locations for parks and trails;
- Identification of areas where necessary public infrastructure such as storm water management plans and systems, roads, and utilities are in place;
- Opportunities for connectivity of local roads and reduction of cul-de-sacs;

- Focusing traffic onto a completed local road system and allowing for safer traffic exchanges on County roads; and
  - Providing for sustainable and desirable long-term development to maintain and preserve the natural and cultural character of the staged growth area.
- c. Perform the “community role” in accommodating growth in Rural Residential Areas as identified in the Metropolitan Council’s 2030 Regional Development Framework.

*Reason: Staging growth allows for immediate interconnection of roads rather than long term cul-de-sacs. Staging significantly reduces the conflicts of land uses that currently exist between residential and agricultural uses. Staging allows for upgrades of township roads by developers and reduces the cost burden on existing residents whom otherwise would not need the road improvements. Townships under State law are responsible for maintenance of storm water management systems in platted subdivisions and must maintain the storm water systems constructed by developers so that residents can be assured that storm water will continue to be managed as originally engineered.*

**Goal #V-9 Support development concepts that maximize wise use of land and, outside of the rural residential growth areas, preserve options for future development.**

- a. Provide a flexible development option with incentives (including densities based on gross acreage) for developers to build communities that preserve buildable land for the future while enhancing the sense of a neighborhood.
- Reason: This development option provides for higher density rural residential developments while preserving buildable land for the future when infrastructure and services are able to accommodate increased housing density.*
- b. Promote flexible development opportunities that include:
- Protection of natural resources;
  - Neighborhoods that preserve permanent open space for environmental, recreational and leisure purposes, and fosters a sense of community;
  - Efficient use of land;
  - Potential for reduced infrastructure costs without compromising road connectivity;
  - Preserves land for future density when infrastructure is available; and
  - Opportunities for affordable and lifecycle housing (i.e., accessory dwelling units).

*Reason: This provides development alternatives and preserves future options.*

**Goal #V-10 Encourage larger-scale development that is accompanied by a sufficient level of supportive site design, services, and facilities (i.e., roads, stormwater management systems, parks, trails, sewer, water, access).**

- a. Encourage larger-scale development to efficiently provide corresponding public infrastructure and support facilities including, but not limited to, roads, storm water management systems, sewer, water supply, parks, trails, fire, medical, police protection, etc.

*Reason: Typically, small scale developments by individual land owners or developers completed in a piece-meal fashion are less likely to provide regional infrastructure, such as roads, sewer systems, storm water management systems, parks, and trails. Assembling this type of regional infrastructure can be more efficient and cost effective in larger-scale developments.*

- b. Limit direct access to principal arterial, major collector, and arterial roadways.  
*Reason: Provide safe access to higher speed traffic conditions on roadways, which are designed to move traffic efficiently.*

### **C. Land Use Compatibility**

#### **Goal #V-11 Promote a compatible land use pattern that limits existing and potential conflicts and respects private property rights.**

- a. When considering growth in the unincorporated area, guide new land uses to areas where similar uses are located and plan for transitional areas along natural or physical barriers (i.e., topography, drainageways, transportation routes, etc.) to minimize potential impacts.  
*Reason: Not all land uses are compatible and issues between abutting uses may create conflicts, such as noise, odor, lighting, and traffic. As a result, existing land uses may pre-commit the land use of surrounding properties to maintain compatibility and reduce conflicts.*
- b. Assure that incompatible land uses are not located close to one another, and that appropriate measures—such as larger lot size requirements while maintaining large setbacks, requiring additional landscape screening, and/or orientating lots and buildings, equipment, vehicle parking, and exterior storage away from surrounding land uses—are used in instances where incompatibilities may otherwise occur.  
*Reason: This can minimize the potential number of complaints about noise, odor, lighting, and traffic often associated with incompatible uses.*
- c. Guide the location and overall site design, including landscaping and screening, of utility facilities and structures (substations, water towers, lift stations, pole structures, etc.) in a way that they are compatible with surrounding land uses.  
*Reason: An example of incompatible land uses is a utility facility, such as an electric substation or architecturally plain public water well, within a residential development. Even though these facilities are necessary in order to supply services to homes, they tend to be received negatively by neighboring residential property owners due to the appearance and design of taller complex infrastructure, lack of landscaping, construction noise, and traffic generation. Some of these issues may be perceived rather than based on actual facts. Regardless, these facilities should be located in areas with more compatible land uses, such as commercial, industrial, or agricultural areas that do not impact as many residents.*
- d. Residential lots abutting larger residential lots, hobby farms, or farms shall not be considered incompatible land uses. The County encourages best management practices for farming operations.

- e. Adequate lot sizes and soundly constructed buildings of sufficient size shall be required for all types of development.  
*Reason: Lots which require on-site sewage systems, individual wells, and storm water management facilities must be larger than those served by municipal services. Larger size lots also provide more flexibility and options for the changing needs of the owners which otherwise would encroach and jeopardize the areas needed for these basic facilities. Poorly constructed buildings require premature replacement, lead to blight conditions, and adversely impact surrounding property market values.*
- f. Allow institutional uses such as churches or other uses in the unincorporated areas provided that **all** traffic, access spacing, infrastructure, utility setbacks, storm water management, and compatibility issues are sufficiently addressed.  
*Reason: Institutional uses tend to generate large amounts of traffic, impervious surfaces, and sanitary service needs. As a result, these uses should be responsible for the impacts they create.*

**Goal #V-12 Ensure that land use and development is compatible and harmonious with the natural environment.**

- a. Identify and evaluate all critical and sensitive environmental features in Scott County.  
*Reason: It is important to identify and map all environmental features that should be protected before any land use changes occur.*
- b. The preservation, restoration, and enhancement of shoreland and wetland environments in their natural state shall be encouraged. Where desirable and practical, development which complements these features and that which is in conformance with federal, state, and local regulations shall be promoted.  
*Reason: This is a federal and state policy supported by regulations. This reduces erosion caused by excessive storm water runoff, enhances the natural features of the environment, contributes to ground water recharge, and improves air quality.*
- c. Instead of the County's traditional development controls (i.e., zoning, land subdivision regulations), encourage a planned unit development (PUD) track that could include density bonuses in exchange for public values such as preserving, protecting, or enhancing natural features.  
*Reason: Providing a more collaborative and public values-driven approach allows for more creativity in the development process and holds greater promise for win-win outcomes for the public and the developer. This policy addresses a 2030 Strategic Challenge by promoting an accepted approach to natural and environmental resource protection in the context of growth.*

**Goals #V-13 Maintain, protect, and where necessary upgrade the character of established neighborhoods, which includes elimination of non-conforming and incompatible uses.**

- a. Encourage the redevelopment of substandard, obsolete, or blighted properties including the removal of unsafe or hazardous structures inconsistent with the proposed land use changes.

*Reason: Unless integrated into the neighborhood design, leaving old farm buildings that were designed for agricultural uses in a residential development that consists of more expensive construction often results in citizen complaints, potential locations for illegal uses, attractive nuisances, and property devaluation.*

- b. Provide land use transitions and/or proper buffering or screening between distinctly different types of land uses.  
*Reason: This can minimize the potential number of complaints about noise, odor, lighting, and traffic often associated with incompatible uses.*
- c. Property values shall be protected through the harmonious relationship of land uses, roads, natural features, and the maintenance of properties.  
*Reason: Property values and taxable valuations are driven by market influences. Properties with good access, adjacent natural amenities, and compatible land uses have higher market values.*
- d. Encourage nonconforming uses and structures to be brought into conformity with current standards over time.
- e. Consider establishing a county-wide rental housing inspection and licensing program to maintain an adequate and quality supply of affordable rental housing.

**Goal#V-14 Allow reasonable access to solar energy by controlling artificial blockage of solar radiation through reasonable zoning and building codes.**

- a. Continue to follow, and update as necessary, zoning regulations such as building setbacks and height requirements to ensure reasonable access to solar energy.  
*Reason: Scott County recognizes the need to regulate structures and vegetation on individual properties, to the extent necessary to provide access to solar energy, by reasonably regulating the interests of neighboring property holders. The use of solar energy collectors is subject to natural constraints imposed by the diversity of topography and natural features within the limits of Scott County.*
- b. Continue to ensure solar access protection rights are maintained and find new ways to allow for the use of alternative energy systems.

**Goal #V-15 Encourage protection of valuable historical sites to preserve the County's sense of history.**

- a. Development proposals should be reviewed carefully for impacts to valuable historical sites.
- b. Federal laws protecting Native American historical sites shall be adhered to.
- c. Coordinate review of any developments that may have a potential to impact historical sites with affected communities and with the Scott County Historical Society, State Historical Society, and Shakopee Mdewakanton Sioux Community.

- d. Encourage preservation and maintenance of structures and surrounding properties of historic or architectural significance.
- e. Support efforts that preserve and protect historic structures and neighborhoods within the cities.

## **D. Residential Development Design**

### **Goal #V-16 Support and encourage clustered developments that respect the overall planned density for the area and that minimize the impact of development on the environment and significant natural features.**

- a. Encourage the placement of housing units in a manner that preserves significant natural resources.  
*Reason: Natural resources enhance the quality of life in residential areas and improve market values. Natural areas also help improve storm water runoff conditions.*
- b. Encourage innovation in subdivision design and housing development through the use of devices such as the cluster unit development concept, sustainable development practices (low impact development, best management practices, etc.), environmentally friendly building (green roofs, energy efficient materials, LEED certified construction, etc.), and development techniques that conserve land and increase value, provided desired densities can be maintained.  
*Reason: This policy reflects the 2030 Vision. Innovation can improve marketability and thus value as well as provide for living feature enhancements for residents.*
- c. Continue to ensure that accessory uses and structures are compatible with the overall land use in the area.  
*Reason: Residential living in the unincorporated areas affords opportunities not often allowed in city residential communities and is one of the reasons people seek this living option. However, accessory uses and structures should be consistent with the surrounding and planned land uses so as not to present incompatible land uses or decreased surrounding market values.*

### **Goal #V-17 Support the development of subdivisions that provide opportunities for residents to maintain active lifestyles in order to promote healthy living and help reduce the costs of preventative health care.**

- a. Parks, trails, walking paths, and open space should be encouraged in the design of new residential developments, and connected to adjoining developments and regional systems if possible, to provide opportunities for residents to maintain active lifestyles near their homes.  
*Reason: The results of an inactive population and its potential health-related problems can lead to major increases in health care costs and lower quality of life standards for a community. The development of trails in residential areas can help promote exercise.*

## **E. Commercial/Industrial/Extraction Land Uses**

### **Goal #V-18 Guide higher intensive commercial and industrial development into areas where urban services and infrastructure are available.**

- a. The majority of new, high intensive commercial and industrial growth should occur in the seven cities.  
*Reason: Commercial and industrial development is accompanied with relatively intensive demands best provided by municipal services. These include: storm water management, treatment of industrial/commercial wastewater not compatible with individual sewage treatment systems, fire protection, traffic, and water supply.*

### **Goal #V-19 To promote building durability and expand the local tax base, encourage commercial/industrial development of high architectural and aesthetic quality in the unincorporated areas.**

- a. Identify specific planned areas where low intensity commercial and industrial uses (i.e., small businesses with outside storage) can locate in the unincorporated area under appropriate standards for infrastructure and aesthetics.  
*Reason: There is an unmet need for industrial/commercial areas where outside storage is allowed within the county. However, these types of businesses are not often aesthetically desirable to surrounding uses without well-designed and maintained sites with extensive landscaping.*
- b. In the initial DRT process, inform new business prospects of the initiatives, objectives, and regulations that may assist them in the construction, maintenance, or renovation of their properties.  
*Reason: Education is far less expensive than enforcement. Acceptance of policies and regulations by an informed public is easier to achieve than by a skeptical, uninformed public.*
- c. Encourage preservation and maintenance of commercial/industrial structures and surrounding properties of historic or architectural significance.

### **Goal #V-20 To enhance Scott County's image, encourage commercial/industrial development of high architectural and aesthetic quality along TH 169, STH 13, and I-35 corridors**

- a. Review standards that encourage businesses to construct aesthetically pleasing buildings and sites that enhance, rather than detract from, the visual appeal of the County's major transportation corridors.  
*Reason: Higher architectural and more aesthetic buildings hold their value longer, improve the tax base, and attract other higher value businesses.*
- b. Support private redevelopment of commercial/industrial properties which contain deteriorated building conditions, obsolete site design, blighted signs and billboards, incompatible land use arrangements, and/or under-utilization of the site, especially in the highly visible TH 169 and I-35 corridors.  
*Reason: Land valuation is driven by market demand. Investments in properties and new developments are less likely to occur in areas appearing to be blighted.*

**Goal #V-21 Identify and reserve land along arterial transportation routes for future commercial or industrial development that will be served by urban services.**

- a. Commercial/industrial areas should only be identified and reserved where compatible with existing and planned land uses and infrastructure.  
*Reason: This type of land use often presents incompatibility problems such as noise, dust, traffic, odor, lighting, etc.*
- b. Hold land in commercial/industrial reserve areas until either: a) urban services are extended to the area; b) annexation of the land into a city occurs; or c) supplies of existing vacant commercial/industrial land are substantially depleted.  
*Reason: Areas that have been generally guided toward commercial/industrial development which are anticipated to receive urban services that will significantly improve the value of the land and tax base should be protected from being developed with land uses which would conflict with the future development to commercial/industrial.*
- c. Work with the cities to preserve future commercial/industrial land in future urban and orderly annexation areas. For proposed rural commercial or industrial development in orderly annexation agreement areas, apply the same site design (landscaping, screening, lighting, building materials, etc.) and performance standards as required by the municipality.  
*Reason: This will reduce premature development and provide an efficient extension of services, and ensure compatibility with neighboring properties.*

**Goal #V-22 Preserve and protect non-metallic mineral deposits.**

- a. Identify significant deposits of non-metallic minerals (sand, gravel, and aggregate), and where appropriate, consider preservation and protection for future access and resource-based activities that provide for a diverse, regional, and sustainable economy and environment.
- b. Gravel mining shall be allowed as an interim land use as appropriate within the following land use planning categories: Agricultural Preservation, Agricultural Transition, Urban Expansion, Urban Transition, Rural Residential Reserve, Commercial/Industrial, and Commercial/Industrial Reserve Areas. Extraction shall follow strict standards for operations and end use reclamation.  
*Reason: Gravel resources are needed by society. Gravel removal operations are generally compatible land uses in industrial and rural areas. However, mining should be looked at as an interim use rather than an end use of the land. End uses should be compatible with surrounding land uses and in conformance with the comprehensive plan.*
- c. The siting and operation of gravel mining operations shall consider compatibility with adjoining and planned land uses and mitigation measures to reduce nuisance concerns such as noise, dust, hours of operation, and traffic.
- d. Restrict portable concrete/asphalt plants to permitted gravel mining operations.  
*Reason: Temporary concrete and asphalt plants present land use concerns similar to gravel mining operations and are generally associated with gravel*

*mining in areas where road construction is occurring sufficiently to sustain their viability.*

- e. Encourage aggregate resources to be extracted prior to development of an aggregate-rich site.

*Reason: Due to increasing demand and shrinking supply of construction grade resources, aggregates should be removed from a site before development occurs.*

## **F. Agricultural Uses**

### **Goal #V-23 Protect and preserve agricultural uses and the economic viability of farming operations.**

- a. The preservation of agricultural uses and operating farms within the agricultural areas shall be a priority in all planning and development decisions.

*Reason: Maintaining expansive farming areas is an important element of the County's 2030 Vision and directly addresses one of the Strategic Challenges. Prime agricultural land is a resource that should be protected at a priority reflective of its relative benefit to society.*

- b. Limit residential development in the areas planned for long-term agriculture to very low densities that preserve the majority of the land for agricultural purposes.

*Reason: Residential development in long-term agricultural areas should be limited due to the importance of agriculture on the local economy and the lack of necessary infrastructure to handle new growth.*

- c. Support local, state, and federal programs designed to assist farming operations, support conservation and natural resource management programs, and provide educational and public informational services.

*Reason: Agriculture is a local industry that provides jobs and taxes for residents. Conservation programs protect natural and water resources that enable agriculture to be sustainable.*

- d. Promote a locally-based food production system by preserving small lot farms used for fruit and vegetable production; supporting public institutions in purchasing food grown within the County; assisting in improving connections between local food producers and consumers; and assisting local governments in developing strategies that will promote a locally-based food production system.

- e. Establish a farmer advisory group to engage the farming community in forming recommendations regarding maintaining the viability of farming and preserving farmland in Scott County. The group should consist of farmers from a variety of farming operations within Scott County.

*Reason: Receiving input from the farmer advisory group will help position the County to develop and implement policies that support farmers and their farming operations to ensure agriculture remains a viable industry.*

### **Goal #V-24 Encourage agricultural land uses to operate in a manner that is consistent with this Plan's goals and policies for water and natural resources and parks, trails, and open space.**

- a. Agricultural land uses should be encouraged to utilize best management practices and observe conservation practices that prevent erosion and preserve natural resources.  
*Reason: Agriculture is an intensive land use because it has the potential for significant impacts on storm water conveyance systems, ground water resources and air quality. Agriculture is a necessary land use for society but can be accomplished with reduced adverse impacts by adhering to recognized best management practices. Failure to do so can destroy the long-term productivity of the land and contaminate ground water resources for future generations, resulting in flooding, erosion problems, and air pollution.*
- b. New or expanding feedlots resulting in over 500 animal units or more shall be regulated to minimize impacts on existing residences and the environment.  
*Reason: Large feedlots present the potential for greater impacts to the environment than traditional smaller labor intensive operations. Feedlots and resulting manure management present increased concerns for ground water protection, air quality, storm water runoff, insect control, and public health. These intensive land uses should be controlled to prevent adverse impacts that are detrimental to society and the long-term economy of the area.*

**Goal #V-25 Protect active farming operations from the encroachment of conflicting residential land uses through the use of clustering.**

- a. Clustering of residential development shall be limited to areas where it can be demonstrated that it does not conflict with agricultural uses.  
*Reason: Clustering of residential uses into areas, which are less productive and which do not conflict with the primary land use, provides for some economic support to farmers who have land less suitable for farming. It also provides a residential living option to satisfy this relatively small market need.*

**Goal #V-26 Support the protection of farming from nuisance violations when conflicts between agricultural uses and residential development occur.**

- a. When nuisance complaints and conflicts occur between agricultural practices and land uses, agriculture—because of its long and vital economic benefits and historical roots—will be considered to be the prevailing land use.  
*Reason: Farming remains a vital industry in parts of central and southwestern Scott County. While growth continues in the unincorporated areas, responses from the Scott County 2030 Comprehensive Plan Update Public Opinion Survey indicated residents support the longevity of agricultural practices and protection of farmers' rights from new developments.*
- b. Encourage townships to adopt Right-to-Farm ordinances based on state regulations. Nuisance violations related to non-agricultural operations shall not be protected by Right-to-Farm ordinances.  
*Reason: To protect farmers from nuisance complaints and help sustain agricultural uses, Right-to-Farm ordinances have been established throughout the state and nation. These ordinances prevent neighboring property owners from filing nuisance complaints based on conventional agricultural operations.*

## PLANNED LAND USE

To guide future land use development, this chapter includes a 2030 Planned Land Use map (Figure V-15). The 2030 Planned Land Use map guides areas for farming, housing, business, and industry in the unincorporated area with a range of densities and intensities based on the 2030 Vision and goals for land use and growth management. It is intended to guide day-to-day development decisions, as well as provide the standards and principles for updating the County's zoning ordinance and other official development controls.

The 2030 Planned Land Use map shows five broad designations—agricultural, urban, rural, commercial, and park/open space—with ten planned land use sub-categories along with lakes, rivers and streams, roads, hamlet/town centers, and municipalities. The following is a definition of each major planned land use category and a description of the corresponding zoning district(s) that can implement each category. Figure V-14 defines different residential development opportunities and guided densities and lot sizes for each land use category.

### A. Agricultural Planning Designation

The agricultural designation includes a two-tiered approach to mapping and identifying areas for long-term farming and agricultural uses. Tier 1 (*Agricultural Preservation Area*) is guided for long-term farming activities. Tier 2 (*Agricultural Transition Area*) is guided for interim agricultural uses prior to urban densities beyond the 2030 planning horizon. Both tiers allow for low density residential development, but require the majority of land be preserved for long-term farmland or future urban development.



#### **Agricultural Preservation Area**

The purpose of this planning category is to protect and preserve agricultural uses and the economic viability of farming operations by limiting residential development to very low densities. Agriculture is recognized in the 2030 Vision as an important part of the economy, history, and quality of life. As a result, and due to the limited infrastructure in this area, development at densities higher than one unit per 40 acres shall be determined to be premature. This planning category most closely corresponds with the Met Council's Agricultural Planning Area in the 2030 Regional Development Framework. Farmland within this category zoned at a density of one unit per 40 acres and meeting all other eligibility requirements shall be considered "certified" eligible for the Metropolitan Agricultural Preserves Program.

- Typical Uses: Larger-scale farms and related agricultural uses including feedlots and livestock raising; small-parcel farms for local food production; single-family detached dwellings; institutional uses; and limited recreational open space uses (golf courses, public parks, conservation areas, natural preserves, stables and riding academies)
- Corresponding Zoning: County zoning districts most compatible with this plan category include Agricultural Preservation (A-1) and Agricultural Preservation Density (A-3).

## **Agricultural Transition Area**

The purpose of this planning category is to protect agricultural uses as an interim land use before eventual urbanization occurs beyond the 2030 planning horizon. This planning category most closely corresponds with the Met Council's Agricultural Planning Area in the 2030 Regional Development Framework. Farmland within this category zoned at a density of one unit per 40 acres and meeting all other eligibility requirements shall be considered "certified" eligible for the Metropolitan Agricultural Preserves Program.

- Typical Uses: Larger-scale farms and related agricultural uses including feedlots and livestock raising; small-parcel farms for local food production; single-family detached dwellings; institutional uses; and limited recreational open space uses (golf courses, public parks, conservation areas, natural preserves, stables and riding academies)
- Corresponding Zoning: County zoning districts most compatible with this plan category include Agricultural Preservation (A-1) and Agricultural Preservation Density (A-3).

## **B. Urban Planning Designation**

The urban designation includes a two-tiered approach to mapping and identifying future urban growth areas. Tier 1 (*Urban Expansion Area*) is guided for eventual urban densities and mapped consistent with each city's long-range sanitary sewer service area. Tier 2 (*Urban Transition Area*) is guided for interim agricultural and rural uses prior to urban densities beyond the 2030 planning horizon and mapped within the potential Long-Term Service Area for a future regional wastewater treatment plant to serve western and central Scott County. Both tiers allow for interim residential development prior to urbanization, but require the majority of land be preserved for future urban development.



### **Urban Expansion Area**

The purpose of this planning category is to preserve areas around cities for future urban expansion and development. The boundaries of the urban expansion areas reflect each city's long-range sanitary sewer service plans based on known capacities of existing regional or local treatment facilities. This planning category most closely corresponds with the Met Council's Agricultural and Diversified Rural Planning Areas in the 2030 Regional Development Framework. Farmland within this category zoned at a density of one unit per 40 acres and meeting all other eligibility requirements shall be considered "certified" eligible for the Metropolitan Agricultural Preserves Program. The County shall also consider support from the adjacent city in its review of enrollment applications.

- Typical Uses: Larger-scale farms and related agricultural uses; small-parcel farms for local food production; single-family detached dwellings; cluster residential developments with buildable land area preserved for future sewered development; institutional uses; and limited recreational open space uses (golf courses, public parks, conservation areas, natural preserves, stables and riding academies)
- Corresponding Zoning: County zoning districts most compatible with this plan category include Urban Expansion Reserve (UER), Urban Expansion Reserve Cluster (UER-C), Agricultural Preservation (A-1), and Agricultural Preservation Density (A-3). Other zoning districts, such as Rural Residential Single Family (RR-2) and Rural Residential Suburban Single Family (RR-3), could be applied on a limited basis in this plan category but only for existing conditions.

## **Urban Transition Area**

The purpose of this planning category is to reserve areas for future urban development beyond the 2030 planning horizon when planned regional sanitary sewer service capacity is increased to serve western and central Scott County. The boundaries of the urban transition area reflect the potential Long-Term Service Area for the future regional wastewater treatment plant. This planning category most closely corresponds with the Met Council's Agricultural and Diversified Rural Planning Areas in the 2030 Regional Development Framework. Farmland within this category zoned at a density of one unit per 40 acres and meeting all other eligibility requirements shall be considered "certified" eligible for the Metropolitan Agricultural Preserves Program.

- **Typical Uses:** Larger-scale farms and related agricultural uses; small-parcel farms for local food production; single-family detached dwellings; cluster residential developments with buildable land area preserved for future sewered development; institutional uses; and limited recreational open space uses (golf courses, public parks, conservation areas, natural preserves, stables and riding academies)
- **Corresponding Zoning:** A new zoning district that reflects the recommended base and cluster density options, lot sizes, and typical uses is needed to implement this plan category. Agricultural Preservation (A-1) zoning can be retained for existing conditions and could be applied to support on-going farm operations. Other zoning districts, such as Agricultural Woodlands (A-2), Agricultural Preservation Density (A-3), Rural Residential Single Family (RR-2), and Rural Residential Suburban Single Family (RR-3) could be applied on a limited basis in this area but only for existing conditions.

## **C. Rural Planning Designation**

The rural designation includes a two-tiered approach to mapping and identifying areas for rural uses that are not planned to be served by regional or municipal public sanitary sewer service. Tier 1 (*Rural Residential Growth Area*) is guided for long-term rural residential densities and lot sizes at 2½-acres or smaller. The Rural Residential Growth Staged Area will be guided for these densities after the completion of a detailed planning study. Tier 2 (*Rural Residential Reserve Area*) is guided for long-term rural residential densities and lot sizes ranging up to 10 acres in size. Both tiers provide a range of residential densities, housing opportunities, lot sizes, and related compatible uses in areas that are not planned for urban services.



### **Rural Residential Reserve Area**

The purpose of this planning category is to reserve land for additional rural residential development when the necessary infrastructure has been planned and, in some cases, developed. This planning category most closely corresponds with the Met Council's Rural Residential Planning Area in the 2030 Regional Development Framework. Farmland within this category zoned at a density of one unit per 40 acres and meeting all other eligibility requirements shall be considered "certified" eligible for the Metropolitan Agricultural Preserves Program.

- **Typical Uses:** Single-family detached dwellings; small-parcel farms for local food production; cluster residential developments; institutional uses; limited recreational open space uses (golf courses, public parks, conservation areas, natural preserves, stables and riding academies); and smaller-scale agricultural and related uses

- **Corresponding Zoning:** County zoning districts most compatible with this plan category are Rural Residential Reserve (RR-1) and Rural Residential Reserve Cluster (RR-1C). Other zoning districts, such as Agricultural Preservation (A-1), Rural Residential Single Family (RR-2) and Rural Residential Suburban Single Family (RR-3), could be applied on a limited basis in this plan category but only for existing conditions.

### **Rural Residential Growth Area - Staged**

Consistent with the County’s adopted 2020 Comprehensive Plan, the purpose of this planning category is to encourage reasonable residential growth in areas which will likely never be served by a regional or municipal public sanitary sewer system, but currently lack the necessary infrastructure to adequately support additional growth. Existing growth patterns have determined this area to be developed at densities similar to the Rural Residential Growth Area when proper road connections and stormwater planning have been identified. With the completion of an Alternative Urban Areawide Review (AUAR) or Detailed Area Plan (DAP) that adequately accommodates for future roads, stormwater, natural resource protection, etc., this area will be appropriate for densities similar to the Rural Residential Growth Area. Policies in this category encourage the use of individual or community sewer and water supply systems and the tight cluster concept to preserve significant natural resources and encourage the sense of rural community. This planning category most closely corresponds with the Met Council’s Rural Residential Planning Area in the 2030 Regional Development Framework. Farmland within this category zoned at a density of one unit per 40 acres and meeting all other eligibility requirements shall be considered “certified” eligible for the Metropolitan Agricultural Preserves Program.

- **Typical Uses:** Single-family detached dwellings; cluster residential developments; institutional uses; limited recreational open space uses (golf courses, public parks, conservation areas, natural preserves, stables and riding academies)
- **Corresponding Zoning:** County zoning districts most compatible with this plan category are Rural Residential Reserve (RR-1) and Rural Residential Reserve Cluster (RR-1C). After completion of a detailed planning study, the County zoning district most compatible with this plan category is Rural Residential Single Family (RR-2). Other zoning districts, such as Agricultural Preservation (A-1), Rural Residential Suburban Single Family (RR-3), could be applied on a limited basis in this plan category but only for existing conditions.

### **Rural Residential Growth Area**

The purpose of this planning category is to promote reasonable residential growth in those areas where infrastructure and similar growth patterns exist. This area will likely never be served by a regional or municipal sanitary sewer system. Therefore, policies in this category encourage the use of individual or community sewer and water supply systems and the tight cluster concept to encourage the sense of rural community. This planning category most closely corresponds with Met Council’s Rural Residential Planning Area in the 2030 Regional Development Framework.

- **Typical Uses:** Single-family detached dwellings; cluster residential developments; institutional uses; limited recreational open space uses (golf courses, public parks, conservation areas, natural preserves, stables and riding academies)
- **Corresponding Zoning:** The County zoning district most compatible with this plan category is Rural Residential Single Family (RR-2). Other zoning districts, such as Rural Residential Suburban Single Family (RR-3), could be applied on a limited basis in this plan category but only for existing conditions.

## **D. Commercial Planning Designation**

The commercial designation provides land use categories for commercial and industrial development, as well as areas to be reserved for future commercial development.



### **Commercial/Industrial Area**

The purpose of this planning category is to provide areas for commercial and industrial development in the unincorporated areas to expand the local tax base and allow for economic development. This category is intended to provide land for uses with limited traffic and water usage, outdoor storage, and other uses that may not be appropriate in the urbanized areas. New development will be allowed provided all necessary infrastructure (septic, storm water treatment, interconnected road system, public safety, etc.) is available.

- Lot Size : 2.5 acres (minimum); lot size could be less than 2.5 acres as part of a Planned Unit Development (PUD) provided all septic and storm water requirements are satisfied
- Typical Uses: General commercial and retail uses; contractor yards; warehousing; offices; manufacturing and processing; outdoor sales and display uses; agricultural and related uses
- Corresponding Zoning: County zoning districts most compatible with this plan category include the General Commercial (C-1) and Rural Industrial (I-1) districts. New zoning districts may be needed to implement this category if more detailed commercial corridor studies identify a need for customized use and/or performance standards.

### **Commercial/Industrial Reserve Area**

The purpose of this planning category is to reserve land for future commercial and/or industrial development with urban services. The land will be limited to residential development at a very low density until urban services are provided.

- Typical Uses: Agricultural and related uses; single family detached dwellings
- Corresponding Zoning: The County zoning district most compatible with this plan category is Urban Business Reserve (UBR).

## **E. Park/Open Space Planning Designation**

The park/open space designation provides a land use category for both recreation and natural and wildlife habitat areas. Land areas within this category are publicly owned or privately owned inholdings within an approved regional park boundary.

### **Park/Open Space**

The purpose of this planning category is to protect significant natural resource and wildlife habitat areas and provide recreational opportunities for residents.

- Typical Uses: Parkland and related uses; natural and wildlife habitat areas
- Corresponding Zoning: County zoning districts most compatible with this plan category are Agricultural Preservation (A-1), Agricultural Woodlands (A-2), Agricultural Preservation Density (A-3), Urban Expansion Reserve (UER), Urban Expansion Reserve Cluster (UER-C), Rural Residential Reserve (RR-1), Rural Residential Reserve Cluster (RR-1C), Rural Residential Single Family (RR-2), Rural Residential Suburban Single Family (RR-3), and Urban Business Reserve (UBR). Applied zoning districts should be consistent with the surrounding area.

**Figure V-14  
Residential Land Use Category  
Densities (Units/Gross Acre) and Lot Sizes**

<b>Land Use Category</b>	<b>Base Density</b>	<b>Cluster Density with smaller lots</b>	<b>Cluster Density (w/PUD and Public Value Incentives)<sup>1</sup></b>
<b>Agricultural Preservation Area</b>	1/40 <sup>2</sup> (40-acre lot min.)	1/40 (2.5-acre lot max.)	Not applicable
<b>Agricultural Transition Area</b>	1/40 <sup>2</sup> (40-acre lot min.)	1/40 (2.5 acre lot max.)	Up to 4/40
<b>Commercial/Industrial Reserve Area</b>	1/40 (40-acre lot min.)	Not applicable	Not applicable
<b>Urban Expansion Area</b>	1/40 (40-acre lot min.)	Not applicable	Up to 1/10 Up to 1/5 w/publicly managed utilities <sup>3</sup> (with developable land reserved for future urban development)
<b>Urban Transition Area</b>	1/40 (40-acre lot min.)	1/10 (1- to 2-acre lot sizes) (with developable land reserved for future urban development)	Up to 1/8 Up to 1/4 w/publicly managed utilities <sup>3</sup> (with developable land reserved for future urban development)
<b>Rural Residential Reserve Area</b>	1/10 non-wetland (10-acre lot min.)	1/8 (2.5-acre lot) (with developable land reserved for open space or future development)	Up to 1/5 Up to 1/2.5 w/publicly managed utilities (with developable land reserved for open space or future development)
<b>Rural Res. Growth Area - Staged</b>	Same as Reserve Area; Same as Growth Area after planning study	Same as Reserve Area; Same as Growth Area after planning study	Same as Reserve Area; Same as Growth Area after planning study
<b>Rural Residential Growth Area</b>	1/2.5 (1- to 2-acre lot sizes)	Not applicable	No maximum density

<sup>1</sup> Density to be negotiated as part of the public values incentive program.

<sup>2</sup> Existing heavily wooded parcels zoned Agricultural Woodlands (A-2 District) are eligible for a gross density of 1 unit per 10 acres.

<sup>3</sup> Planned Unit Developments on publicly managed sewer and water are eligible for additional density, such as PUDs with planned future urban lots with interim individual sewage treatment systems (ISTS), or lots served by a community sewage treatment system (CSTS), and community well under a Subordinate Sewer District. Lots and interim rural neighborhood shall be designed for future urban service standards.

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**PLACEHOLDER FOR FIGURE V-15  
2030 PLANNED LAND USE MAP**

# Scott County 2030 Comprehensive Plan Update

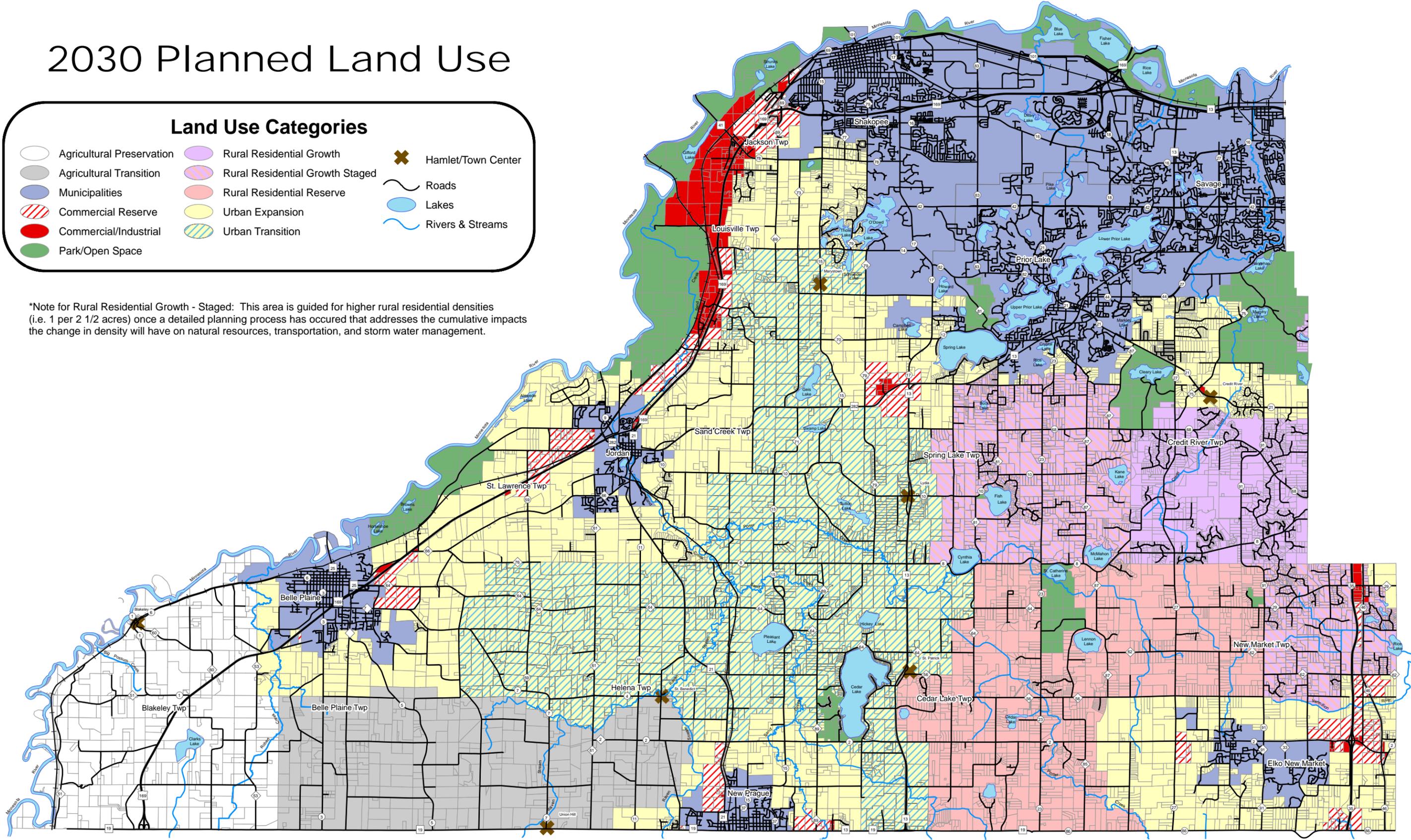


## 2030 Planned Land Use

**Land Use Categories**

	Agricultural Preservation		Rural Residential Growth		Hamlet/Town Center
	Agricultural Transition		Rural Residential Growth Staged		Roads
	Municipalities		Rural Residential Reserve		Lakes
	Commercial Reserve		Urban Expansion		Rivers & Streams
	Commercial/Industrial		Urban Transition		
	Park/Open Space				

\*Note for Rural Residential Growth - Staged: This area is guided for higher rural residential densities (i.e. 1 per 2 1/2 acres) once a detailed planning process has occurred that addresses the cumulative impacts the change in density will have on natural resources, transportation, and storm water management.



## CONSISTENCY WITH OFFICIAL CONTROLS

According to Minnesota state laws §§473.858 and 473.865, a local governmental unit shall not adopt any official control or permit activity which is in conflict with its comprehensive plan. Upon completion of the 2030 Plan Update, the County will review its official controls, including the Zoning Ordinance and Zoning Map, to identify possible inconsistencies between the adopted plan and official controls. An inconsistency would be any official control that is in direct conflict with the goals and policies of the 2030 Comprehensive Plan Update.

The County will not approve any development applications or rezonings that are inconsistent with the densities defined in the 2030 Planned Land Use map and its planned land use categories. The 2030 Plan Update identifies which zoning districts are generally consistent with each of the land use classifications. Zoning districts not specifically identified under each land use classification may also be allowed if the resulting density and type of development are consistent with the Comprehensive Plan. Should an inconsistency between the 2030 Planned Land Use map and Zoning Map occur, the densities and general uses described in the 2030 Plan Update shall supersede the rules in the Zoning Ordinance.

## PROJECTED DEMAND/COMPARISON WITH 2020 LAND USE PLAN

Figure V-16 shows gross and developable acreages for each 2030 land use planning category. For the purposes of the table, twenty percent of the gross acreage was estimated to be undevelopable due to wetlands, floodplain, steep slopes, right-of-way, and other building constraints.

<b>Figure V-16</b>		
<b>2030 Planned Land Use Categories, Scott County</b>		
<b>Land Use Category</b>	<b>Gross Acres</b>	<b>Developable Acres*</b>
<b>Agricultural Planning Designations</b>	<b>31,868</b>	<b>25,494</b>
Agricultural Preservation Area	15,958	12,766
Agricultural Transition Area	15,910	12,728
<b>Urban Planning Designations</b>	<b>82,059</b>	<b>65,647</b>
Urban Expansion Area	43,571	34,857
Urban Transition Area	38,488	30,790
<b>Rural Planning Designations</b>	<b>42,995</b>	<b>34,397</b>
Rural Residential Reserve Area	20,161	16,129
Rural Residential Growth Area	8,092	6,474
Rural Residential Growth Area - Staged	14,742	11,794
<b>Commercial Planning Designations</b>	<b>7,852</b>	<b>6,282</b>
Commercial/Industrial Area	2,623	2,098
Commercial/Industrial Reserve Area	5,229	4,183
<b>Municipalities</b>	<b>39,116</b>	<b>N/A</b>
<b>Park/Open Space</b>	<b>12,283</b>	<b>N/A</b>
<b>Lakes</b>	<b>8,526</b>	<b>N/A</b>
<b>Total</b>	<b>224,699</b>	<b>131,802</b> (Unincorporated areas only)

\* Note: Developable Acres assumes 80 percent of gross acreage is developable

The 2030 Planned Land Use map shows enough developable land guided for a range of rural densities to accommodate the Met Council's 2030 population and household projections for the unincorporated area. As discussed in Chapter III, an additional 4,881 households in the eleven

townships are anticipated over the next 25 years. Assuming these projected households were built on a range of 40-, 10-, 5- and 2.5-acre lots, there is a need for at least 60,000 to 70,000 acres of platted, developable land to accommodate this growth. However, this 2030 Plan Update promotes strategies such as clustering, planned unit developments, and public value density bonuses that could absorb this number of projected households using half the land area (30,000–40,000 acres of platted, developable land). It is important to note that only a portion of total platted acreage is actually developed when cluster techniques are utilized. Scott County advocates cluster plats with outlots preserved for further subdivision opportunities in future land use plans or once urban services are provided.

Figure V-17 compares the 2030 Planned Land Use map with the previous plan’s 2020 Land Use Map. While the general philosophy of preserving land around the cities for future urban development is maintained, the 2030 Planned Land Use map takes the approach a step further. The two-tier system of urban expansion and transition acknowledges the future added capacity in regional wastewater treatment to serve urban development post 2030. This two-tier system increases the total amount of land guided for eventual urban development from the previous land use plan. The total land area guided for commercial and industrial uses has also increased since the last plan, primarily in response to the County working more closely with the cities to reserve their future commercial and industrial areas from premature development. (More information on designated land use categories in the 2020 Comprehensive Plan is available in Appendix B).

<b>Figure V-17 Comparison of 2020 and 2030 Land Use, Scott County</b>				
<b>Land Use Category</b>	<b>2020 Plan</b>		<b>2030 Plan</b>	
	<b>Acres</b>	<b>% Total*</b>	<b>Acres</b>	<b>% Total*</b>
<b>Agricultural Planning Designations</b>	<b>53,387</b>	<b>23.8%</b>	<b>31,868</b>	<b>14.2%</b>
Agricultural Preservation Area	53,387	23.8%	15,958	7.1%
Agricultural Transition Area	N/A	N/A	15,910	7.1%
<b>Urban Planning Designations</b>	<b>46,610</b>	<b>20.7%</b>	<b>82,059</b>	<b>36.5%</b>
Urban Expansion Area	46,610	20.7%	43,571	19.4%
Urban Transition Area	N/A	N/A	38,488	17.1%
<b>Rural Planning Designations</b>	<b>64,907</b>	<b>28.9%</b>	<b>42,995</b>	<b>19.1%</b>
Rural Residential Reserve Area	47,043	20.9%	20,161	8.9%
Rural Residential Growth Area	7,646	3.4%	8,092	3.6%
Rural Residential Growth Area - Staged	10,218	4.5%	14,742	6.6%
<b>Commercial Planning Designations</b>	<b>4,834</b>	<b>2.2%</b>	<b>7,852</b>	<b>3.4%</b>
Commercial/Industrial Area	3,338	1.5%	2,623	1.1%
Commercial/Industrial Reserve Area	1,496	0.7%	5,229	2.3%
<b>Municipalities</b>	<b>35,792</b>	<b>16.0%</b>	<b>39,116</b>	<b>17.4%</b>
<b>Park/Open Space</b>	<b>10,643</b>	<b>4.7%</b>	<b>12,283</b>	<b>5.5%</b>
<b>Lakes</b>	<b>8,526</b>	<b>3.8%</b>	<b>8,526</b>	<b>3.8%</b>
<b>Total</b>	<b>224,699</b>	<b>100%</b>	<b>224,699</b>	<b>100%</b>

\* Note: May not total 100 percent due to rounding

## **RELATIONSHIP WITH ADJACENT AND OVERLAPPING PLANS: CONFORMITY, CONSISTENCY AND COMPATIBILITY WITH REGIONAL FRAMEWORK**

The 2030 Plan Update's land use and growth management goals, policies, and accompanying 2030 Planned Land Use map is generally consistent with the policies of the Metropolitan Council as expressed through the *2030 Regional Development Framework* (see Figure I-2 in Chapter I). This Plan Update clearly recognizes the importance of staging urban service areas in a rapidly developing county, and most of its policies revolve around this overarching principle.



Developing communities within the Metropolitan Urban Service Area (Prior Lake, Savage, Shakopee) are encouraged to plan for compact growth and mixed- or multiple- use development and redevelopment. The 2030 Plan Update recognizes that growth in the serviced cities reduces demand in unserved, rural, and semi-rural locations. Rural Centers and Rural Growth Centers (Belle Plaine, Elko New Market, Jordan) and New Prague are all encouraged to grow in a manner that respects their established character and the limitations of their urban service systems. While Scott County does not have land use and planning authority in the municipalities, the land use plans adopted by these seven cities were evaluated and helped shape the County's 2030 Planned Land Use map. All seven cities are encouraged to expand their urban service area in a gradual manner based on analyses of available land, forecasted growth, and the capacity of local and regional systems. The 2030 Planned Land Use map states a preference for where these expansions should occur in the townships (within mapped Urban Expansion Areas in the short-term and Urban Transition Areas in the long-term).

In the unincorporated service area, housing densities are proposed to be kept relatively low. Density policies range from 1 unit per Quarter-Quarter section in areas guided for agricultural use to generally 4 units per Quarter-Quarter section in the transitional farming and urban expansion areas. For areas within a potential Long-Term Service Area of a future regional wastewater treatment plant, this plan promotes clustering residential development at densities greater than one unit per 10 acres (with guided density ranging from 1 per 8 to 1 per 4 acres) but in a manner that will preserve buildable land for future sewered development (see Chapter XI for more discussion on specific guidelines for this flexible development approach). Densities of 10 to 16 units per Quarter-Quarter section are guided in areas that are not planned for long-term urban services. These rural areas guided for additional housing density will be required to complete more detailed planning and analysis to assess impacts on local and regional transportation, storm water management, and parks and trails systems.

Also consistent with regional policy, commercial and industrial development is directed to the cities where there are adequate urban services and infrastructure. Commercial and industrial growth in unsewered areas continues to be limited, but opportunities remain (through commercial/industrial guided land, farm-related businesses, and home extended businesses in residential areas) to meet the Metropolitan Council's employment forecasts for each of the townships. The total land area guided for commercial and industrial uses provides a sufficient supply of developable land that satisfies the ten-year commercially-zoned land market demand projected in the *2006 Commercial/Industrial Land Supply Analysis for Scott County, Minnesota*.

The 2030 Planned Land Use map supports the Council's policies regarding regional transportation, parks and trails, and sewers. The County's updated transportation plan was based on the 2030 land use plan. Its modeling assumptions reflect the growth expectations in

both the urban and rural areas. In addition, the map was shaped by the joint study between the County and Metropolitan Council to identify a site and ultimate service area for a future regional wastewater treatment plant.

The policies in this 2030 Plan Update are designed to protect the quality of the County's groundwater, surface water and other sensitive natural features such as wetlands and steep slopes.

The 2030 Plan Update employs innovative techniques to accomplish regional goals. In the unincorporated service areas, this Plan Update encourages developers and land owners to utilize the PUD/public value incentive program, when possible. This option requires clustering to preserve open space with additional density in exchange for "public values" such as: additional dedicated right-of-way for County highways earmarked for needed expansion or extension to serve the regional system; additional dedicated land or easements for regional parks and regional trails; or dedicated or permanently preserved land identified as a regional natural corridor.

## **LAND USE AND GROWTH MANAGEMENT IMPLEMENTATION STRATEGIES**

Zoning alone will not effectively implement all of the goals and policies and the overarching vision reflected in the 2030 Planned Land Use map. This 2030 Plan Update recommends three broad implementation strategies to achieve the desired vision for the future of Scott County: a) adopt a planned unit development (PUD) ordinance; b) establish a public value incentive program; and c) stage and pre-plan areas guided for rural residential growth.

These three broad strategies should be further researched and eventually acted upon after the adoption of the 2030 Plan Update. The following sections describe these broad strategies.

### **A. Planned Unit Development Ordinance**

Planned Unit Development (PUD) is a tool that provides flexibility in zoning and subdivision regulations (lot sizes, setbacks, street widths, land use mix, etc.) in return for public benefits, such as improved site design or street patterns, common design themes, clustering of homes to preserve unique open space or natural features, and creation of amenities or dedication of land that benefit the community. PUDs can provide a consistent, unified development pattern by encouraging neighborhood-scale projects instead of supporting development on a parcel-by-parcel basis.

PUDs leverage traditional development controls (i.e., zoning, land subdivision regulations) where appropriate, to encourage the private sector into a collaborative development track that could include density bonuses in exchange for public values that promote varied housing options, improve public infrastructure systems, and encourage natural resource protection. After the adoption of this 2030 Plan Update, the County should amend the zoning and subdivision ordinances to incorporate a PUD process.

### **B. Public Value Incentive Program**

In order to achieve the 2030 Vision and implement the 2030 Planned Land Use map that allows for efficient urbanization and natural resource conservation, an alternative development track is encouraged through the Planned Unit Development (PUD) process. As part of this process,

additional density may be negotiated in exchange for Public Values. The list of County-identified public values eligible for potential density bonuses is provided in Goal #V-1e. of this Chapter. Providing one or more of the County-identified public values may increase the base density depending on the underlying zoning.

After the adoption of this 2030 Plan Update, the County should refine and incorporate a Public Value Incentive Program and amend the County's zoning and subdivision ordinances.

### **C. Staging and Pre-Planning Rural Residential Growth**

This 2030 Plan Update recommends an Alternative Urban Areawide Review (AUAR) or Detailed Area Plan (DAP) be completed before areas guided for Rural Residential Growth Area-Staged are rezoned for higher rural densities. In completing this detailed planning, the County will perform its "community role" in accommodating growth in Rural Residential Areas as identified in the Metropolitan Council's 2030 Regional Development Framework. This role includes the following:

- Plan and develop interconnected local streets, adequate water supply, and properly managed individual sewage treatment systems to accommodate local growth forecasts;
- Plan land use patterns that will facilitate groundwater recharge to protect the region's water supply;
- Protect the rural environment. Locally oversee the management and maintenance of alternative wastewater treatment systems such as community drainfields to avoid the environmental and economic costs from failed systems;
- Ensure financial and environmental accountability for installation, maintenance, remediation and management of any permitted private wastewater treatment systems;
- Plan for and construct local transportation infrastructure including trails sufficient to serve local needs;
- Construct an interconnected local public street system;
- Adopt improved design techniques for access management;
- Develop and implement comprehensive plans that provide land appropriate for a variety of affordable and lifecycle housing options;
- Adopt local housing goals and implementation plans;
- Use local official controls and resources to facilitate development of a range of housing densities, types, and costs;
- Approve and permit proposed housing developments in light of population forecasts, existing housing stock, and current and future community and regional needs, as appropriate; and
- Adopt conservation subdivision ordinances, cluster development ordinances, or environmental protection provisions in land use ordinances.

Potential components of a DAP are identified in Goal #V-8 of this Chapter. An AUAR is an environmental assessment of a geographical area that analyzes potential impacts of land use and development on characteristics and quality of the land. This process follows the Minnesota Environmental Quality Board Rules. It is used as an area wide planning tool to analyze new developments that have related actions due to such items as local and arterial roadways, subdivision connections, related watershed or wetlands, lakes and streams, open space corridors, or other similar physical conditions. Land development can alter groundwater, surface water, and wetland quality, as well as lead to erosion and contamination of soils if not properly analyzed. The AUAR models development patterns and determines the impact these patterns would have on the environment through an area wide and flexible approach.

An AUAR or DAP is beneficial for areas that may ultimately become developed. All environmental features are identified, showing which areas should be protected and where development is appropriate. Larger study areas improve the outcome of an AUAR or DAP by including the impact of surrounding developments within the study area. Since major growth is anticipated in the County with certain townships expecting to become fully developed, township-wide (or large portions of townships) AUARs or DAPs would prepare for this future development in a manner that protects environmental features and helps coordinate open space corridors, trails, road networks, and the like. The following are benefits AUARs or DAPs would provide for the County and the townships:

Transportation related benefits include:

- Provides completion of environmental studies for County road upgrades or connections (an EIS does not do this);
- Determines future township road connections;
- Establishes locations for township collector roads;
- Provides traffic volume projections on County/township roads;
- Identifies where traffic calming techniques are needed;
- Identifies the need and location of turn lanes and by-pass lanes; and
- Evaluates the condition of existing bridges and roadways and identifies where improvements are needed.

Other benefits include:

- Establishes the line between land available for future urban services and land unlikely to receive urban services;
- Provides detailed growth management strategies for the timing and staging of growth within the townships;
- Prepares a ghost plat showing maximum build-out of the study area;
- Assists in stormwater planning;
- Identifies available water supply for drinking water and fire safety;
- Identifies water system needs (well locations, water towers, etc.);
- Shows stormwater volume and rate control;
- Identifies locations for regional surface water ponds; and
- Assists in dedicating greenway corridor opportunities.

In 2008, Scott County received grant assistance from the McKnight Foundation and financial contributions from Spring Lake, New Market, and Cedar Lake Townships to undertake a DAP for the entire Rural Residential Growth – Staged and Rural Residential Reserve Areas. This DAP study is scheduled for completion in late 2009.

## **TOPICS AND AREAS FOR FURTHER DETAILED PLANNING**

In addition to recommending follow-up implementation strategies, this 2030 Plan Update also recommends certain topics and sub-areas be looked at in more detail after the adoption of the plan. These topics and sub-areas include: highway commercial corridors, hamlets, rural cluster development design guidelines, and transfer of development rights.

### **A. Highway Commercial Corridors**

Four major roadway corridors pass through Scott County (U.S. Highway 169, MN Highway 13, MN Highway 19, and Interstate 35), making these roadways highly visible entrance points into the county. These entrance points should be cleaned up to visually show the quality atmosphere Scott County offers. This can be done by encouraging higher architectural standards for commercial and industrial development and reducing the number of billboard signs along these

roadways. The County could also promote quality design, such as monument signage, brick facades, or adding architectural features to the exterior of the building. Protecting natural features, such as bluffs and forested areas, would also improve the appearance of these scenic corridors and maintain a quality atmosphere for residents and travelers.

To implement the 2030 Plan Update, Scott County should prepare planning studies along major highway commercial corridors and encourage the design of attractive commercial developments to enhance the appearance of these corridors. These studies could be conducted jointly with the townships and cities. These studies could reinforce the following ideas:



- Establish design standards to encourage commercial developments with high architectural and aesthetic characteristics that enhance, rather than detract from, the visual appeal of the county's major roadways.
- Ensure all commercial developments adequately accommodate frontage/backage road and collector road facilities and satisfy access spacing requirements for major roadways.
- Protect scenic bluff areas along the Highway 169 corridor from commercial and industrial development.
- Establish sign requirements that enhance the quality and attractiveness of signage along major roadways.
- Encourage beautification of corridors entering and exiting the county.

## B. Hamlets

Existing hamlets are generally small, but distinct areas of five to twenty-five modestly-sized lots surrounded by a rural landscape of open space preserved for agriculture, park land, or the conservation of environmental features. Lydia, Marystown, and St. Patrick are examples of existing hamlets in Scott County. These hamlets were established prior to the current zoning standards and consist of a number of small residential lots with a couple buildings maintained for retail or office space and local churches. The hamlets are surrounded by large tracts of agricultural land, creating well-defined boundaries and unique communities. In Scott County, hamlet lots are serviced by individual septic systems.



With the development of future hamlets, rural lifestyles may become more available for low- and moderate-income households. Hamlets could accommodate the rural lifestyle for individuals that cannot afford 2.5- or 10-acre lots but want to live in the countryside. They also allow for densities that are more conducive to supporting a convenience center or small retail store in the rural areas. In addition, public facilities, such as libraries, senior service centers, or fire stations, could be located in hamlets to serve rural areas while accommodating a centralized population.

The future of Scott County’s hamlets should be further studied after adoption of the 2030 Plan Update. As part of these future studies, Scott County could determine whether existing hamlets should be protected to maintain the current lifestyle for residents or should be phased out gracefully. Also, the County could determine whether new hamlets will be allowed through such tools as PUDs and public value density credits.

### **C. Rural Cluster Development Design Guidelines**

This 2030 Plan Update seeks to minimize the visual and natural impact of rural residential development to the greatest extent possible. However, further study and analysis on this topic is recommended to consider the range of other effective methods to achieve a more harmonious balance between development and the natural environment.



In order to coordinate and guide the design of rural residential development and to protect the area’s natural resources, planning and design should adhere to the following overarching principles:

- Protection of sensitive natural areas and features;
- Promotion of sustainable development and healthy lifestyle practices;
- Maintenance of substantial open space and enhancement of open vistas;
- Minimizing the visual impact of development through clustering and concealment; and
- Preservation of Scott County’s distinct character.

The following strategies to achieve these overarching planning and design principles should be looked at for further study and consideration:

- Integrate development with existing topography and vegetation patterns (i.e., minimal site grading);
- Integrate development with existing landscape patterns (fields, fencerows, woodlands, farmsteads, and natural features);
- Integrate sustainable development and environmentally friendly building practices that reduce the impact of development on the environment, promote alternative energy sources, and encourage multi-modal transportation (carpooling, biking, transit);
- Integrate recreational amenity options (trails, parks, play areas) into development to promote healthy lifestyles; and
- Minimize visual impact of development through sensitive home pad siting and driveway locations.

The County might consider charrettes or other design-oriented workshop sessions to explore these and other strategies. The County might consider developing an illustrative handbook or guide to assist property owners, developers, town officials, and others to better understand the County’s planning and design principles and strategies.

### **D. Transfer of Development Rights Program**

Transfer of development rights (TDR) is a land use tool used to provide incentives for the preservation of land by allowing growth to be moved to areas more conducive for development.

TDR programs establish “sending” zones where property owners can sell their unused development rights while still maintaining the rights to use their land for farming or other purposes. Developers can buy these development rights to build additional housing units in designated “receiving” zones where development has been determined to be more suitable based on existing infrastructure systems and growth management strategies. TDR programs allow the market to determine the value of development rights purchased and sold.

Transferring development rights is not a new concept within Scott County. Development rights have been allowed to be transferred between adjoining properties. Cluster developments also utilize the transfer of densities to group residential lots into a centralized location, maintaining large tracts of land as open space. Scott County’s TDR options could be enhanced to achieve a number of goals pertaining to growth management and open space preservation. By allowing the transfer of development from one area to another, growth pressures can be reduced in “sending” zones while still accommodating the same overall amount of growth expected to occur, but in areas where major improvements would not be required. This would work well in agricultural areas where the protection of farming from nearby growth pressures has been defined as a major goal. Farmers would be able to sell their development rights to developers while leaving farmland untouched and still providing landowners the opportunity to profit from their land’s rising values.

The County could also use a TDR program to preserve land within designated natural resource corridors by sending development rights within the corridor to “receiving” zones just outside of the corridor. A conservation easement would be established along the natural resource corridor, protecting the land from future development. This transfer would retain anticipated development in the same geographical area, but would assist in preserving the natural resource corridor as well. TDRs could also be used to provide incentives for the utilization of Community Sewage Treatment Systems (CSTS) and planned unit developments (PUDs). By encouraging developers to purchase additional development rights so they can achieve more units within PUDs, benefits would include the preservation of land (in the “sending” zone and preserved open space in the PUD), right-of-way acquisition in both the “sending” and “receiving” zones, and the creation of clustered developments on community sewer systems.

Scott County might consider implementing a transfer of development rights program. A potential TDR program could include the following ideas:

- Establish “sending” zones in Agricultural Areas most suitable for future development. Provide the sale of development rights in these areas at rates higher than would be allowed in the zoning district.
- Establish “sending” and “receiving” zones along natural resource corridors identified in the Parks and Trails Plan to promote the dedication of conservation easements along these corridors.
- Establish “receiving” zones in Urban Expansion Areas, requiring projects utilizing development credits implement a PUD project with a community sewer system.
- Establish “receiving” zones in Rural Residential Growth Areas where land is not expected to be sewered.
- Monitor the sale and purchase of development credits through platting and deed restrictions. Require land where development credits are removed be platted as outlots and record the transaction as a deed restriction on the property.