

INTRODUCTION

The City of Elko New Market is located in southeast Scott County, approximately 30 miles south of the Twin Cities metropolitan area. The City is also located on the southern boundary of the seven-county metropolitan area which is under the regional planning jurisdiction of the Metropolitan Council. The Metropolitan Council is the policy-making body, planning agency and provider of essential services for the Twin Cities metropolitan region.

In response to State Statute requirements and to ensure a valid representation of its community vision, the City of Elko New Market has conducted a planning process to update its Comprehensive Plan through the year 2040. The Comprehensive Plan is intended to define the land use, transportation, natural environment and infrastructure goals of the City as a means of defining Elko New Market's future growth and long-term vision.

Beyond the desires and needs of the local community, the Metropolitan Council's *Thrive MSP 2040* regional development guide establishes a regional context within which the City of Elko New Market must define its role and direct its future. *Thrive MSP 2040* mandates specific regional criteria that must be addressed in the City's 2040 Comprehensive Plan Update.

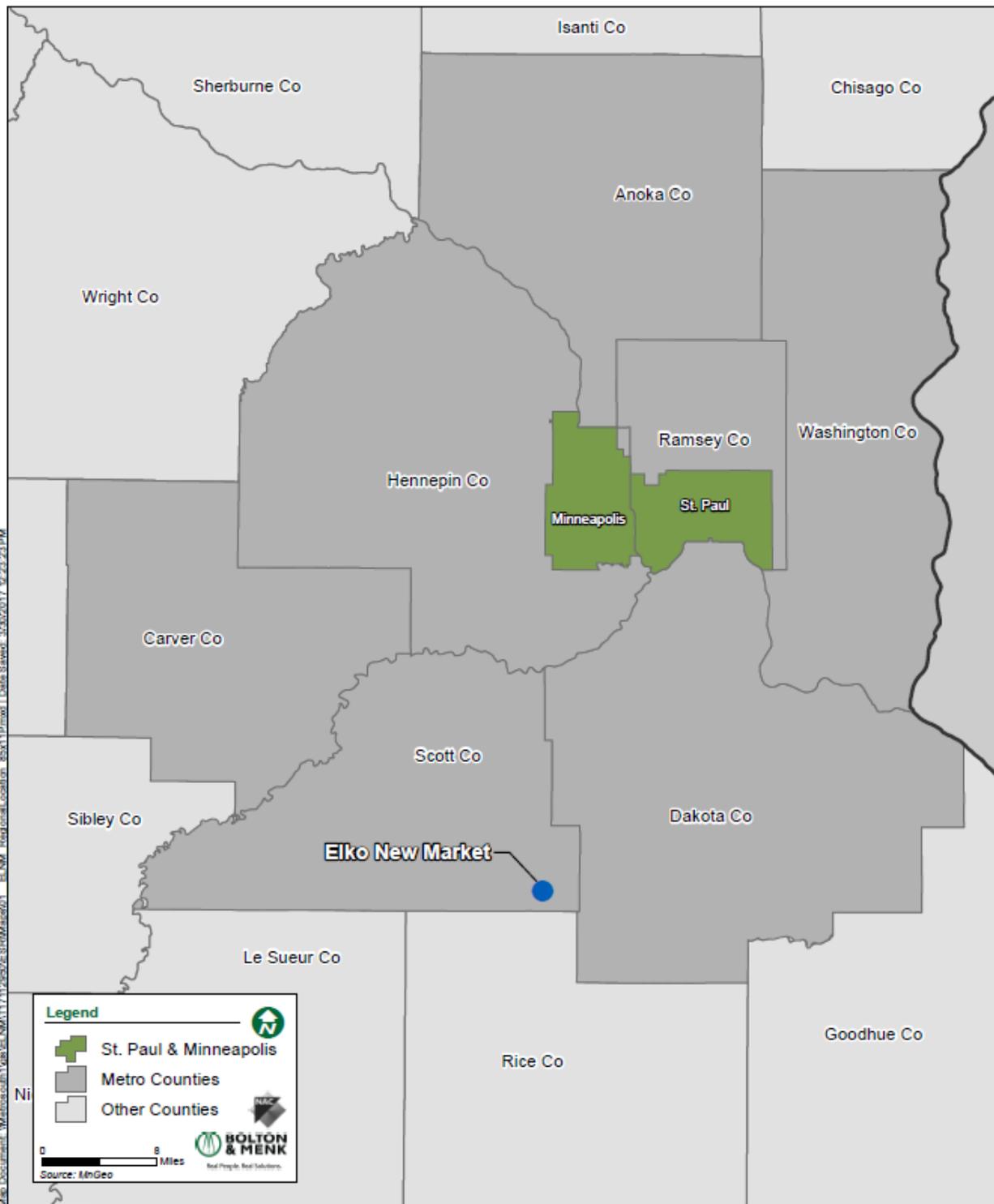
The City's past planning efforts and the regional planning documents listed below provide the foundation for Elko New Market's 2040 Comprehensive Plan Update.

- 1996 Elko and New Market Joint Comprehensive Plan
- 2004 2030 Regional Development Framework - Metropolitan Council
- 2005 Southeast Scott County Comprehensive Plan
(for the Cities of Elko, New Market and New Market Township)
- 2005 Master Plan and Development Guidelines for Downtown New Market
- 2008 Elko New Market 2030 Comprehensive Plan (as amended)
- 2009 Elko New Market Park and Trail Plan
- 2011 Elko New Market Economic Development Strategy Plan (as amended)
- 2014 Elko Original Townsite "Vision"
- 2014 Thrive MSP 2040 Regional Development Guide - Metropolitan Council

This introductory section describes the purpose of the Comprehensive Plan, outlines Plan update process, provides a historical, local planning perspective, and finally describes the regional context that defines Elko New Market's future planning efforts.



INTRODUCTION



COMPREHENSIVE PLAN PURPOSE

This Comprehensive Plan is part of an ongoing planning effort to guide growth and development within the City of Elko New Market and lands expected to be part of the City at some future point. It establishes concepts, principles, relationships, and patterns that will serve as a guide for decision making. These concepts allow the Plan to be interpreted more broadly than a zoning ordinance, for example, which is interpreted and enforced as regulations. To remain viable, the Plan must be flexible and dynamic, not static. It will need to respond to change, as well as guide it. It is recognized that the Plan may need to be amended periodically. Each amendment should however, be evaluated on its merits. This Plan serves several more specific purposes as explained below:

Goals

One of the primary purposes of any comprehensive plan is to document the goals and values for the community as established throughout a planning process. Such goals and values should have a direct relationship to the desired future vision of the community.

This Plan documents the goals and policies for the City of Elko New Market, considering the goals of the larger region, as well as the impact the goals and policies have on neighboring jurisdictions and related agencies (e.g. school districts). More specifically, the Plan identifies goals and policies for physical development in the areas of land use, housing, transportation, natural resources, parks and open space, surface and stormwater management, water supply, sanitary sewer, economic development, and intergovernmental cooperation. Considering that Elko New Market lies within the larger Twin Cities Metropolitan Area, this Plan must be consistent with the policy directions and strategies identified in the Metropolitan Council's *Thrive MSP 2040* regional development guide.

Management of Growth

Primary elements of this Plan focus on the need to manage growth and the desire to maintain a high quality of life in the community as growth continues.

The multi-jurisdictional nature of many of the issues associated with growth can be managed and shaped to everyone's benefit through cooperative working relationships among stakeholders and decision makers of the area and larger region. Historically, the City of Elko New Market has had positive working relationships with both Scott County and New Market Township. By continuing to work together, neighboring jurisdictions can best deal with the issues of growth such that goals and policies of one jurisdiction do not adversely affect an adjacent jurisdiction and the benefits of growth may be shared by all.

INTRODUCTION

The City of Elko New Market is designated as a “Rural Center” planning area in the Metropolitan Council’s *Thrive MSP 2040* regional development guide. The *Thrive MSP* development guide defines “Rural Centers” as local commercial, employment and residential activity centers which serve rural areas in the region. “Rural Center” communities are expected to plan for forecasted population and household growth at average densities of at least 3-5 units per acre for new development and redevelopment. In addition, “Rural Center” communities are directed to strive for high density commercial uses and compatible high density residential uses in the commercial core of the community to ensure efficient use of existing infrastructure improvements.

As a designated “Rural Center”, the City of Elko New Market intends to accept a share of the region’s projected growth. To be postured for continued growth, the City has or will update as necessary plans and ordinances to implement this Plan and accommodate growth in an orderly, fiscally responsive manner. The goals within this Plan are consistent with the Metropolitan Council’s policy directions and strategies for “Rural Centers” related to growth and land use, transportation, housing, and natural resources. As provided for in the *Thrive 2040* development guide, Elko New Market is interested in working with the Metropolitan Council to utilize their regional investments as a means of assisting in the responsible management of regional growth.

Communication Tool

The Comprehensive Plan serves as a communication tool between decision-makers, units of government, agencies, and property owners. It helps to guide stakeholders in making land use decisions by providing information as established in the planning process. For this reason, the need to update this Plan on a regular basis is significant. Communication of up-to-date information is essential in order to utilize this Plan to guide future development.

Legal Basis for Ordinances

The Comprehensive Plan provides the legal basis for the establishment of ordinances used to implement this Plan. The City of Elko New Market is responsible for land use and planning within its corporate City limits while Scott County serves as the land use authority for the township areas of the County. Scott County and surrounding New Market Township are active participants in the public hearing process by providing feedback and recommendations to Elko New Market City Officials. Having land use authority over unincorporated areas of the Comprehensive Plan study area, Scott County will utilize the City’s Comprehensive Plan to assist in the eventual implementation of the City’s Plan. This will be achieved primarily by imposing development limitations upon existing undeveloped lands which are slated for future urban development.



COMPREHENSIVE PLANNING PROCESS

Comprehensive Planning is a broad, problem solving process. As such, the effort involves well defined steps which begin with the identification of issues and goals, and progresses to proposed solutions and actions. Each step in the process builds upon that step which precedes it. The following is a list of general stages which have been or will be undertaken in Elko New Market's comprehensive planning process:

1. Issue Identification
2. Inventory / Community Profile
3. Policy Plan
4. Development of Plans
5. Implementation

Issue Identification

The first phase of Elko New Market's 2040 Comprehensive Plan planning process is to identify issues important to the community and stakeholders. This involves the collection of community stakeholder perspectives related to community vision, development issues and future City priorities. Received input and perceptions will guide the comprehensive planning process. As part of the issue identification phase, interviews and/or surveys were conducted with the City Council, Planning Commission, Park Commission, Chamber of Commerce representatives, local business owners, area developers, and residents.

Inventory/Community Profile

The second phase of Elko New Market's 2040 Comprehensive Plan planning process is the assembly of an inventory of existing conditions. The inventory information identifies the current social, environmental, and physical facts and trends that define the community. The inventory provides empirical data from which to build recommendations and strategies for future land use, housing, utility, park, and transportation planning. The inventory information is contained within each chapter of the Plan (natural environment, housing, land use, etc.)

Policy Plan

The third phase of the process involves the formation of the Policy Plan. The City will define desired community planning goals that it wishes to accomplish through 2040. Policies will then be formulated to define actions for accomplishing these desired goals. Also included in the Policy Plan will be goals and policies provided in the *Thrive MSP 2040* regional development guide for "Rural Center" communities.

Development of Plans

Phase four of the Plan involves the formulation of specific plans chapters which provide specific recommendations for land use, housing, natural environment, infrastructure, transportation, and parks and trails as directed by the Metropolitan Council's regional development guide. These recommendations give attention to both regional (as appropriate) and City issues. The following plans, while part of the 2040 Comprehensive Plan update, are separate documents and are included in this Plan by reference:

- Water Supply Plan (Appendix A)
- Wastewater Collection System Plan (Appendix B)
- Stormwater Management Plan (Appendix C)

Implementation

The fifth and final phase of the Comprehensive Plan update process is the Implementation phase. The Land Planning Act requires each community's development plans and regulations to be consistent with the Comprehensive Plan. Thus, this phase involves an analysis of the City's implementation tools such as development regulations (zoning and subdivision ordinances), capital improvement plans, and housing programs to ensure that they will effectively serve to implement the Comprehensive Plan's goals.

Throughout the Comprehensive Planning process, each phase will be presented and reviewed by the Elko New Market Planning Commission and City Council which serve as the designated Comprehensive Plan Review Committee. The Planning Commission and City Council are charged with developing a draft Comprehensive Plan document that addresses community issues and lays the foundation for community planning and land use development through the year 2040. Following the initial input and discussion, the Plan will be revised and formally reviewed through a public hearing by the Planning Commission and preliminary approval by the City Council. The process will be concluded with referrals of the Comprehensive Plan update to the surrounding jurisdictions and affected units of government as well as the Metropolitan Council, and final adoption by the City Council.

PLANNING HISTORY

The historic events surrounding the development of a community are an important part of providing baseline information in the planning process. To achieve a well-planned future, it is important to understand not only the current community, through demographic information or current land use, for example, but also its past. Understanding the history of the community can help to establish the nature of its character. This greater understanding can be utilized to create or maintain a sense of place which is unique to a community. It may also provide an indication of locations and or physical elements that should be taken into consideration as further

INTRODUCTION

development occurs. These could be areas that have historic or cultural significance, which should be preserved, or sites that may present development constraints. An analysis of historic events may provide clues as to the reasons that particular types of land uses are present, or are missing from a community. Knowledge of historic patterns of development within the region may present an indication of the future within the smaller community. In addition, knowledge of historic events may provide an indication of what the community will accept in terms of new development concepts.¹

Former City of New Market

It was during the early years of Scott County settlement that the former City of New Market began to develop into a community. German and Prussian emigrants first established the area known as Jackson (later the name would change to New Market), and by 1865, it was incorporated into a City whose social and civic activities were centered around the German Catholic Church. The incorporated area of the City initially included 320 acres, with only six blocks (approximately 17 acres) developed before 1898. By the late 1870s, the City included a post office, general stores, and several other businesses. A hotel was built in



Original hotel constructed in the 1890's

the 1890s. The City also had its own public school, which was closed in 1916, when the private parish school was opened. New Market was booming by the turn of the century, due in some part to the grain elevator and train station located in nearby Elko, which brought business activities into the area. By 1944, the City of New Market had grown to include approximately 50 acres of developed land; an area which included only 15% of the City's incorporated limits. Interstate 35 was constructed in the late 1960s which provided an entirely different mode of transportation into and out of the community. While a general store remained in operation until 1970, the advent of better transportation corresponded with the dwindling of business activity in New Market as larger shopping centers to the north developed. Even with the decline of businesses, construction of residential dwellings began to grow in the 1960s and 1970s. A moratorium on building due to lack of sewer capacity in the early 1980s halted virtually any new construction for a period of approximately five years. After cooperatively building a sewer system at the headwaters of the Vermillion River located in New Market Township with the neighboring City of Elko in 1987, construction of housing again began to rise by the end of the 1990s. Between

¹ Historical Information Source: *Southeast Scott County Comprehensive Plan (2005)*

INTRODUCTION

1997 and 2003, a period of only six years, the developed area of the City of New Market expanded from 320 acres of land (as initially incorporated) to approximately 790 acres.

Former City of Elko

Even with its proximity, development of the former City of Elko was quite dissimilar to that of New Market. In 1902, the Chicago-St. Paul Railroad platted the village which would later become the City of Elko. While the community grew around the railroad and other businesses in the village, it was not incorporated until 1949. While neighboring New Market was predominately a German Catholic community, the population of Elko included a large number of Scandinavian Lutherans. Elko had its own public school, perhaps due to the fact the New Market public school regularly included Catholic religious education in its coursework, and was primarily taught in German. The Elko public school merged with Lakeville in the 1950s, leaving the Elko/New Market community without a public school.

The Elko Speedway opened in 1964 and continues to attract people into the area. With the departure of the railroad from the City in 1977 and the construction of Interstate 35 in the 1960's, business activity slowly dwindled as it did in neighboring New Market. Elko also experienced a growth in housing construction between 1960 and 2000. Until the later part of the 1990's, housing construction in Elko surpassed that in New Market.



Elko Speedway, Circa 1975

City of Elko New Market

In October of 2005, City officials from Elko and New Market first met to discuss a possible merger. Recognizing potential financial benefits from such action, the City Councils of the two cities commissioned a study to examine potential impacts. Following a series of public meetings, a referendum was held in March of 2006 to consider the potential merger. The residents of the two cities voted overwhelmingly (84 percent) to approve the merger which formally became effective on January 1, 2007. As part of the 2008 Comprehensive Plan Update cycle, the New City of Elko New Market adopted its first Comprehensive Plan. Shortly thereafter, the first zoning and subdivision ordinance were adopted for the merged City.

REGIONAL PLANNING

As part of the mandated comprehensive planning process, the City of Elko New Market is required to coordinate its comprehensive plan in a manner consistent with the *Thrive MSP 2040* regional development guide as adopted by the Metropolitan Council.

To build the foundation for a prosperous, equitable, livable, and sustainable future, the *Thrive MSP* document identifies seven general policies to guide land use and regional development. These policies are as follows:

Orderly and Efficient Land Use: Align land use, development patterns, and infrastructure to make the best use of public and private investment.

Natural Resources Protection: Conserve, restore, and protect the region’s natural resources to ensure availability, support public health, and maintain a high quality of life.

Water Sustainability: Conserve, restore, and protect the quality and quantity of the region’s water resources to ensure ongoing availability, support public health, and maintain a high quality of life.

Housing Affordability and Choice: Promote housing options to give people in all life stages and of all economic means viable choices for safe, stable, and affordable homes.

Access, Mobility and Transportation Choice: Sustain and improve a multimodal transportation system to support regional growth, maintain regional economic competitiveness, and provide choices and reliability for the system’s users.

Economic Competitiveness: Foster connected land use options to provide businesses and industries with access to materials, markets, and talent.

Building in Resilience: Promote sensitive land use and development patterns to achieve Minnesota’s adopted greenhouse gas emissions goals at the regional scale, and to develop local resiliency to the impacts of climate change.

The *Thrive MSP 2040* regional development guide also provides the following specific growth strategies for “Rural Center” communities to ensure orderly and efficient land use:

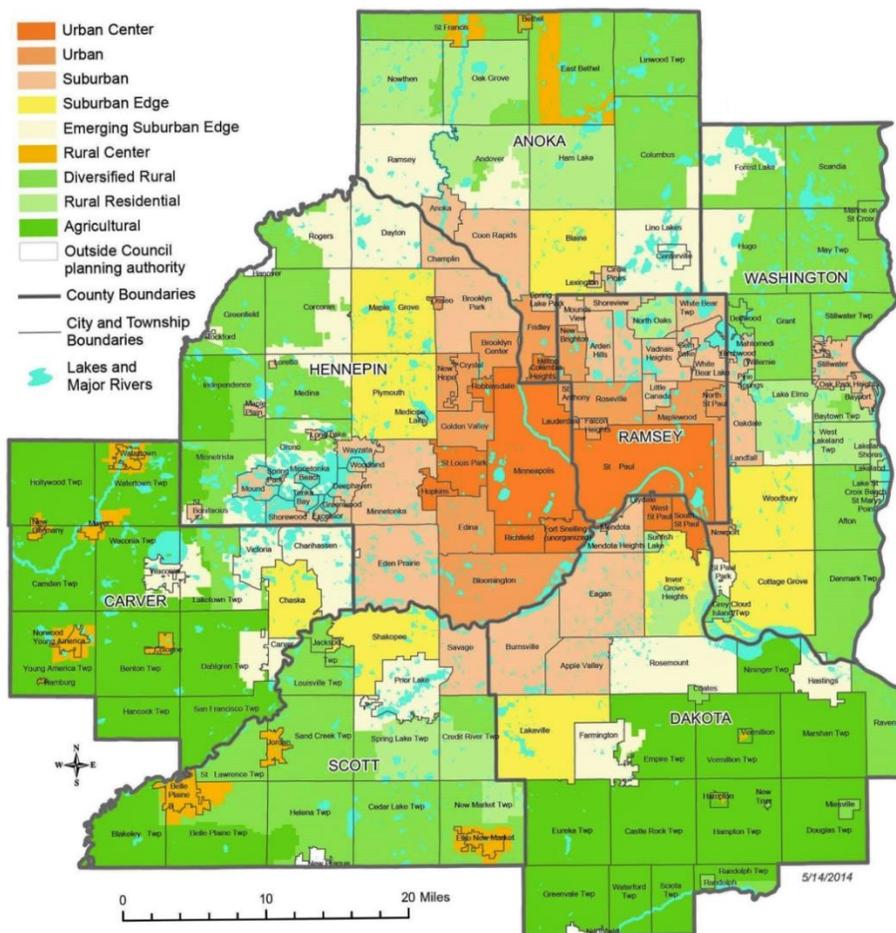
- Plan for forecasted population and household growth at overall average densities of at least 3-5 units per acre (for new development and redevelopment).
- Strive for higher-density commercial uses and compatible higher-density residential land uses in the commercial core of the community to ensure efficient uses of existing infrastructure investments.

INTRODUCTION

- Work with adjacent jurisdictions to execute orderly annexation agreements where forecasted growth exceeds land capacity within existing city boundaries.
- Work to focus forecasted growth in areas with existing infrastructure capacity to protect existing farm land and prime agricultural soils for the long term.
- Adopt ordinances that coordinate development with infrastructure availability.
- Identify areas that will accommodate post-2040 growth forecasts and implement strategies to preserve these areas for future growth. Plan for necessary infrastructure improvements.

As shown on the map below, the Metropolitan Council has classified the City of Elko New Market as a “Rural Center” community.

Community Designations



STUDY AREA

The study area for the 2040 Comprehensive Plan update extends well beyond the City's current municipal boundaries, but does not incorporate areas beyond the City's ultimate urban service area boundary (as established in the 2030 Plan).

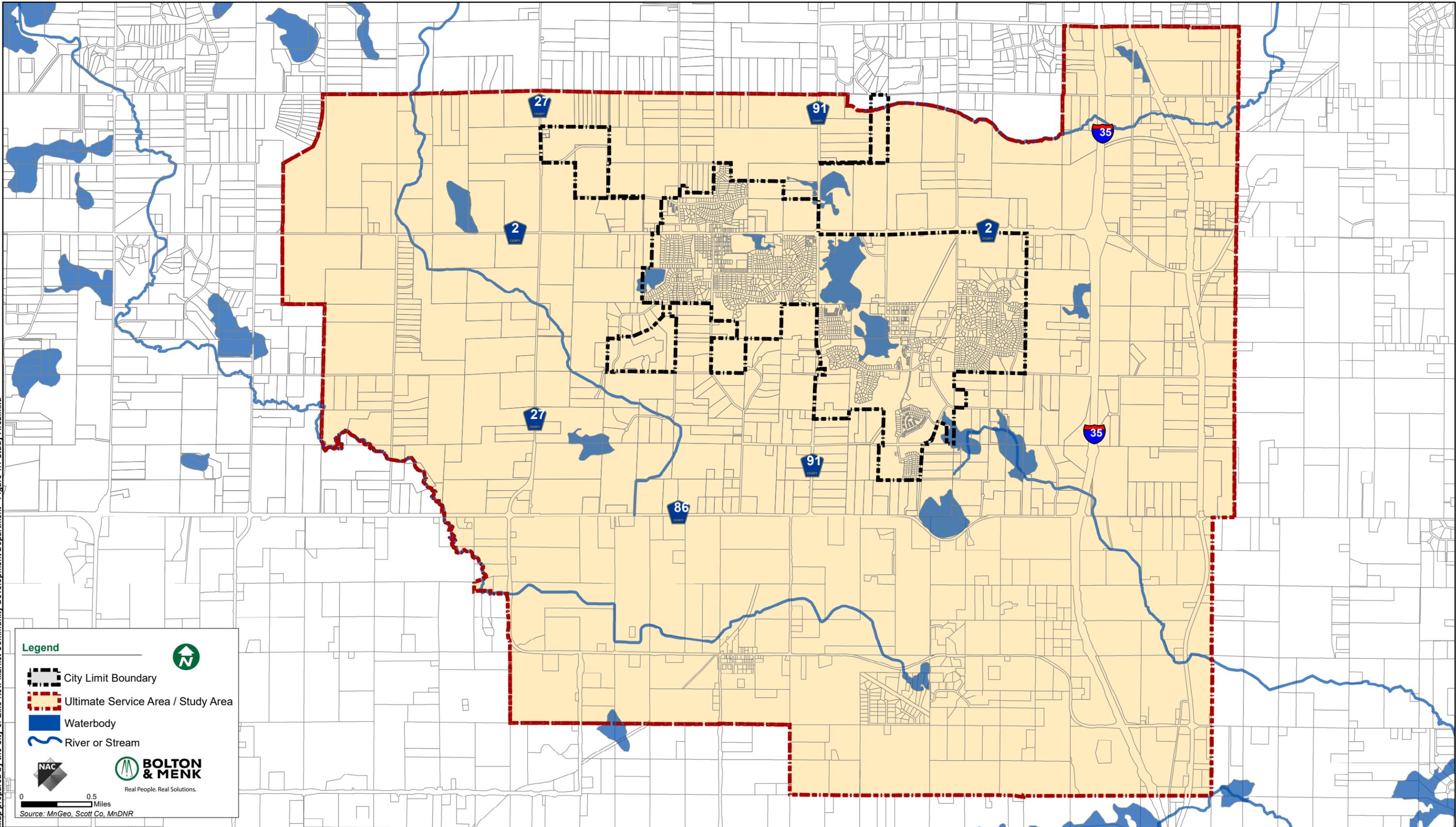
The City's 2030 Comprehensive Plan is a reiteration of the Southeast Scott County Comprehensive Plan which was approved in 2005 for the Cities of Elko, New Market and New Market Township. The study area of the 2030 Plan incorporates portions of Scott, Dakota and Rice Counties. In Scott County, all of New Market Township and portions of Cedar Lake and Credit River Townships are included. In Dakota County, portions of Eureka and Greenville Townships are included as well as a portion of the City of Lakeville. In Rice County, portions of Webster and Wheatland Townships are included.

The study area for the 2040 Plan update will follow the City's ultimate urban service area boundary. Thus, only portions of Cedar Lake and New Market Townships in Scott County and Webster Township in Rice County lie within the study area of the 2040 Plan Update. Generally speaking, the City's ultimate urban service area is bordered on the north by 250th Street, on the south by 50th Street (in Rice County), on the east by Interstate 35 and on the west by Zachary Avenue.

While certain land areas that were included in the 2030 study area being are excluded from the 2040 study area, it is important to note that the context of the study area and abutting physical features will be considered as part of the City's land use planning efforts (to provide an understanding of existing conditions and potential impacts). Also, to be noted is that opportunities for public feedback from surrounding jurisdictions will once again be provided as part of the 2040 Plan update.

The 2040 study area is depicted on Figure 1.1.

Map prepared by the City of Elko New Market Community Development Department - Figure 1.1 Study Area.mxd



Legend

- City Limit Boundary
- Ultimate Service Area / Study Area
- Waterbody
- River or Stream

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BOLTON & MENK
 Real People. Real Solutions.

0 0.5 Miles
 Source: MnGeo, Scott Co, MnDNR