

3.1 RELATIONSHIP TO METROPOLITAN PLANNING:

The City of Shakopee's 2030 Comprehensive Plan generally, and Land Use Section specifically are based on, and consistent with, the system statement issued by the Metropolitan Council, including projections for population, household and employment growth within the City's existing municipal boundaries.

The City of Shakopee and Jackson Township have an existing orderly annexation agreement. If it is to be effective and meaningful, planning for the 2030 timeframe for the City cannot be done in isolation from its neighboring cities and townships. It is for that reason that this chapter, as well as the Transportation; Sanitary Sewer; Parks, Trails and Open Space; and Natural Resources chapters include mapping and analysis for possible growth that may occur beyond 2030 and includes at least some (if not all) township areas.

Shakopee is not seeking review or approval from the Metropolitan Council of those parts of the 2030 Land Use, Transportation, and Parks, Recreation and Open Space Chapters that relate to areas currently outside the City's municipal boundaries. In future planning cycles, this analysis may serve as the basis for additional updates by the City, the townships and/or the County.

3.3 COMMUNITY CONTEXT:

Shakopee is a community with a long and proud history. The City was named the seat of Scott County in 1851, even before it was first incorporated as a city in 1857. In 2007, the City celebrated its sesquicentennial. For most of its history, the City functioned as the business and government hub of a largely agriculturally based county. In the 1980's, prior to the development of a river crossing that did not periodically flood, the Metropolitan Council termed Shakopee a "freestanding growth center." Since then, and with the development of the "new" Bloomington Ferry Bridge and TH 169, development has rushed out to meet the City of Shakopee and other similar outlying Metropolitan Area cities. As a result, Shakopee is now designated by the Metropolitan Council as a "developing suburb." Even so, because of its historic downtown, long established residential core, and longstanding industrial and commercial areas, Shakopee retains the characteristics that make it a full-service community, as opposed to merely a bedroom community for the Region's core cities of Minneapolis and St. Paul. These characteristics include:

- **A historic and largely intact downtown district** - Shakopee's Downtown development pattern was set in the 1800's and remains largely in place today. The Downtown is located near the banks of the Minnesota River. At its core are a number of buildings, some dating from the 1800s, that still serve important commercial purposes, and also provide housing in the Downtown. Because of the Downtown's uniqueness, years ago the City developed a specific zoning district (Central Business Zone/B-3) that accommodates its zero setback development pattern.
- **Major entertainment attractions-** Shakopee is unique in the Metropolitan Area as an entertainment and tourist destination. ValleyFair Amusement Park seasonally attracts visitors from the Metropolitan Area, Greater Minnesota and other states. ValleyFair's large but seasonal traffic generation requires that streets, sanitary sewer,

and water facilities be oversized. During the summer peak months about 1,200 employees are employed by ValleyFair, while during non-peak months there are only about 67 employees and virtually no customer traffic.

Canterbury Park horse racing track is another unique entertainment venue in the State of Minnesota. It is a large land use (occupying about 330 acres total) that has a variety of impacts on the City and its residents. Like ValleyFair, Canterbury Park attracts a large number of seasonal workers. The current owners have evolved the facility into an entertainment venue that now hosts antique shows, snowmobile motorcycle races, concerts and more. While a significant amount of vacant land has been reserved around the racetrack for future expansion or spin-off uses, the proximity of the racetrack to adjacent residential areas will pose future challenges for the use of the facility

- In addition to ValleyFair and Canterbury Park, the City is impacted by Mystic Lake casino and related enterprises of the Shakopee Mdewakanton Sioux (Dakota) Community (SMSC) in adjacent Prior Lake and the Renaissance Festival held six weeks each year in Louisville Township just south of the City limits.
- **Commercial/Industrial-** Shakopee has historically had a strong commercial and industrial tax base. The City is home to Valley Green Business Park, the second largest privately held industrial park in the State of Minnesota.

Shakopee has a number of strong commercial/retail facilities. Completion in 1998 of River City Centre on Blocks 3 and 4 in Downtown Shakopee added 28,000 square feet of retail space in the Downtown, as well as 52 residential units. Completion of the Scott County Justice Center and new Law Enforcement Center makes a positive contribution to the continued strength of Downtown by retaining and expanding the County’s campus in Downtown. Development of commercially guided and zoned properties at the intersection of CSAH 17 (Marschall Road) and STH 169, as well as along CSAH 18 has proceeded rapidly since the opening of STH 169 in November 1996.

Since the 1970s, the City has actively identified and guided areas that are ideal for industrial development, i.e., those having good highway and/or rail and good access to utilities services. The City’s goal is to reserve sufficient industrial land for the City’s ultimate development and regional needs so that possible, negative land use impacts can be concentrated in large areas rather than scattered throughout the city.

Major Industrial Employers:

| Employers | Products/Services | Employees |
|------------------------|--------------------------------|-----------|
| ADC Telecommunications | Mfg. Communications Components | 400+ |
| Seagate | Mfg. Computer Components | 1100 |

| | | |
|-------------------------|------------------------------|-----|
| Kmart | Warehouse/Retail | 424 |
| Anchor Glass Container | Mfg. Glass Bottles | 285 |
| Toro Company | Turf Care Products | 275 |
| Fremont Industries | Soap and Cleaning Compounds. | 106 |
| Conklin Company, Inc. | Mfg. Chemicals | 108 |
| CertainTeed Corporation | Mfg. Asphalt Shingles | 300 |
| Rahr Malting | Malt | 115 |
| Owens-Illinois | Corrugated Cartons | 100 |
| Chemrex | Synthetic Fibers and Resins | 100 |
| North Star Auto Auction | Large Scale Vehicle Auction | 220 |

(Source: City of Shakopee, 1998)

POPULATION, HOUSEHOLD AND EMPLOYMENT FORECASTS:

For the 2030 timeframe that is required to be addressed by this iteration of the City’s comprehensive plan, the City has relied on and used the Metropolitan Council projections set forth below. It is important to note that these projections are based on the current land area within the City of Shakopee, and do not address the possibility of annexation of additional township areas, or the development of township areas at urban densities.

| | Population | Households | Employment |
|-------------|-------------------|-------------------|-------------------|
| 2000 | 20,568 | 7,540 | 13,938 |
| 2010 | 39,500 | 15,000 | 17,800* |
| 2020 | 48,500 | 19,500 | 21,300 |
| 2030 | 52,000 | 31,500 | 31,021 |

* In 2008 Metropolitan Council staff had indicated to Shakopee planning staff that the City had already exceeded the 2010 employment projection.

These projections were used in the development of the Land Use, Transportation, Sanitary Sewer, Housing, and Water Supply chapters.

In addition, however, the City of Shakopee chose to take an additional longer range look at population, household and employment potential including adjacent areas in Jackson and Louisville Township. This exercise is not required under the MLPA, but its purpose is to give the City, the townships and Scott County some additional basis for post 2030 planning. Subsequent to the City undertaking this exercise, Scott County has included a 2050 scenario in its analysis in its 2030 Comprehensive Plan Update. The results of looking at these longer range projections are most in evidence in the Land Use, Transportation, Sanitary Sewer, and Water

Supply Plan. The pace at which annexation or urban style development might take place in Jackson and Louisville Townships is dependent on a number of factors, and so is difficult to predict. That is why, as noted again in each of these chapters, the City is not seeking Metropolitan Council review and/or approval of those portions of this Comprehensive Plan Update that deals with those long-range projections.

3.3 LAND USE CATEGORIES, ZONING CATEGORIES AND MAPPING:

The City’s Adopted 1999 Land Use Plan Map, proposed 2030 Land Use Plan Map and current zoning map follow the City’s Land Use Table at the end of the Land Use text.

3.3.1 LAND USE CATEGORIES

The Land Use Table accepted by the Metropolitan Council is found at the end of this chapter. The City’s 2030 Land Use Plan map contemplates that by the year 2030, any lands within the existing City limits will be served by municipal sewer and public water services. For that reason, the map does not designate areas for rural residential or agricultural use. To the extent that any such areas may still exist in the 2030 timeframe, it is expected that the agricultural preservation density would remain 40 acres per dwelling unit, while rural residential would remain 10 acres per dwelling unit. The Land Use Plan map includes the following residential categories and associated densities.

- **Single Family Residential** - About 1 unit per 2.5 acres for existing rural residential subdivisions that become served with sewer and water; 1 to 5 dwelling units per acre for new development.
- **Medium Density Residential** - 5.01 to 8 dwelling units per acre
- **High Density Residential** - 8.01 to 12 dwellings per acre (may go up to 14 dwelling units per acre with bonuses found in the zoning code).
- **Mixed Use** - From single family to high density densities noted above.

3.3.2 ZONING, RESIDENTIAL:

Because of its history, and the role it has and does play as a full-service community, Shakopee has a wide range of residential land use types and zoning districts. Downtown Shakopee provides an environment where commercial uses are common at street level, while residential units occupy the upper floors of Downtown buildings. The older portions of Shakopee are characterized by a grid street system, relatively small lots, and the development of a mixture of single-family and multiple family housing close to one another, as well as smaller commercial areas.

Much of the area that makes up modern Shakopee was annexed from Eagle Creek Township in the early 1970’s. To some extent, the character of these areas is reflected in the zoning classifications that the City has adopted for residential development. Because these areas were developed without municipal services, for a long time they evidenced an older, rural residential pattern of development and/or agricultural character. Since the year 2000 some of these areas have begun to be converted to more urban/suburban styles of development.

The wide range of residential environments in the City is reflected in the City's established residential zoning districts. These are;

Rural Residential (RR): The purpose of this zone is to allow low-density development where municipal services are not available. This zone allows a maximum density of 1 DU/10 acres. Prior to 1994, the zone allowed a density of 1 DU/2.5 acres, and several plats exist within the City that were originally platted at this density. These plats present challenges for the economic extension of public utilities and the development of adjacent and nearby lands.

Sewered Rural Residential Zone (SRR):

In 2006, in response to the desire of residents of one rural residential development to hook up to municipal sewer, the City adopted a new zone that allows existing rural residential plats to be served by municipal services and maintain the rural residential character established by their original project approvals. These are plats that typically have an overall density of 1 DU/acre. In many cases, these are plats that have been developed with more upper-end single-family housing, and this has led to a desire to retain their current character.

Low-Density Residential (R-1A):

The purpose of this zone is to provide for areas of the City where larger lot single-family development served by municipal water and sanitary services can occur. The requirements of this zone were revised in 2006, and it currently has a minimum lot width of 95 feet, and minimum lot area of 12,800 square feet.

Urban Residential Zone (R-1B):

The purpose of the R-1B Zone is to provide areas where single-family detached housing at a density of 3-5 dwelling units per acre that are served by municipal sanitary sewer and water can be developed.

Medium-Density Residential (R-2):

The R-2 Zone provides opportunities for the development of both single-family and housing at a density of 5-8 dwelling units per acre. This zone has most frequently been used to accommodate life-cycle housing development in the City.

High-Density Residential (R-3):

The R-3 Zone allows development of housing at densities of 8-12 units per acre, and up to 14 units per acre in PUDs in certain circumstances.

3.3.3 ZONING, COMMERCIAL LAND USES:

For much of its history, Shakopee served as a retail center for much of Scott County. While its role has changed over the years from the hub of a local agriculturally-based economy to providing a broader range of commercial services, because of its geographic location, the City continues to play an important role as a commercial center in the County. Over the years, the City has developed a number of zoning districts that address commercial needs.

Neighborhood Commercial (N-C):

The N-C Zone provides opportunities to develop smaller-scale, convenience retail and service businesses that can serve to enhance the walkability and livability of Shakopee’s neighborhoods.

Community Commercial (C-C):

The C-C Zone is intended for businesses that may serve the entire community, and may even have market areas that reach beyond the City’s borders.

Highway Business (B-1):

The B-1 Zone is intended for destination retail uses that have a strong need for visibility from major roadways, which generate significant traffic loading on roads and streets within the community, and require large areas for parking.

Office Business (B-2):

The B-2 Zone is intended for those uses which are less retail, and more service and professional in character. Chief examples of its use are the Scott County campus adjacent to Downtown Shakopee and the South Valley Medical Campus/St. Francis Hospital.

Central Business Zone (B-3):

The B-3 Zone was developed for Shakopee’s historic Downtown. It provides an area where mixed use is the norm and permitted; where zero-lot line development is accommodated; and where typical suburban off-street parking requirements are not applied.

Major Recreation (M-R):

Shakopee is a unique entertainment and hospitality destination in the Twin Cities Metropolitan Area as a result of being home to Valleyfair and Canterbury Park Racetrack. The M-R Zone grew out of the Race Track Zoning District that was originally developed to accommodate the Racetrack (then known as Canterbury Downs). It is a zone that specifically is intended to accommodate recreation and associated uses.

3.3.4 INDUSTRIAL LAND USE:

Shakopee is fortunate to be home to one of the largest privately developed business parks in Minnesota, i.e. Valley Green Business Park. Prior to the completion of the Bloomington Ferry Bridge and the “new” TH 169, it was home to both traditional heavy industrial and light industrial uses. The completion of these transportation improvements opened a new class of business development community to the City, including businesses like Seagate Technology, Q Logic, Open Systems and others.

Light Industrial (I-1):

The I-1 Zone is intended to accommodate industrial, office, and manufacturing uses that are relatively unobtrusive, and which can serve as transitions between more intensive industrial sites and residential or other, less intense business uses.

Heavy Industrial (I-2):

The I-2 Zone is intended for more intensive industrial uses with adequate utilities, transportation, and in locations that will not impinge on less intensive uses.

Business Park Development (BP):

The BP Zone was developed in response to the types of users who came to the City after the opening of the Ferry Bridge, and provides a zone with higher design standards than typical in other industrial zones.

3.4 LAND SUPPLY

The City’s projected land use by category is depicted on the accompanying table. An aspect of land use that is unique to the City of Shakopee (and only one other Metropolitan Community, i.e. the City of Prior Lake) is the location of vast stretches of land that are either owned in fee by the Shakopee Mdewakanton Sioux Community (SMSC) or held in trust in perpetuity by the federal government on behalf of the SMSC. The SMSC’s continuing acquisition of land and placement of lands in trust has already had a dramatic impact on the geography of development in the City. Lands held in trust for the SMSC are not subject to either local regulation or taxation and are not available for development that might meet the City’s or the Region’s growth needs. Because that is the case, the path of development has shifted from central Shakopee where there is abundant sanitary sewer capacity in the Prior Lake Interceptor to adjoining Jackson Township by means of annexation in an area where regional sanitary sewer capacity is limited at present.

The City’s Land Use table, which details the City’s land use projections to 2030 immediately follows the text of this chapter.

3.5 AGGREGATE RESOURCES

Central Shakopee is home to significant aggregate resources. However, a few years ago Aggregate Resources ceased mining operations on their site north of TH 169 in the City of Shakopee. This leaves one active aggregate mining operation in the City. Operated by Shakopee Aggregates, this site is located in the southwest quadrant of CR 16 and CR 83. This site is expected to be largely mined out and cease operations in the year 2013.

Additional aggregate resources appear to exist across CR 83 to the east. In recent years, the Shakopee Mdewakanton Sioux Community (SMSC) has acquired the properties under which these resources lie. Very soon, about 572 of the SMSC acres in this area will be placed in trust for the SMSC. This action will remove them from the City’s, County’s, Metropolitan Council and State regulatory jurisdiction. Based on what it knows of SMSC land use properties, the City expects it would be very unlikely that these properties would be mined. However, if the SMSC wishes to, while any of the properties are within the City of Shakopee’s zoning authority, the City would work with the SMSC to develop long-term mining and reclamation plans for these areas.

3.5 HISTORIC COMMERCIAL DISTRICTS AND HISTORIC PRESERVATION:

Shakopee's historic commercial districts developed along major transportation routes, including U.S. TH 169, U.S. Highway/CSAH 101, and CSAH 17/Marschall Road. With the opening of the "new" Bloomington Ferry Bridge in 1995 and "new" TH 169 in 1996, transportation patterns in Shakopee changed significantly, re-routing most commuter traffic away from the City's historic commercial districts. Because of concerns raised about this re-routing of traffic, in 2003 the City, working with Northwest Associated Consultants (NAC), analyzed these historic commercial areas, and developed specific plans intended to assure their long-term vitality. While the Metropolitan Council did not ultimately approve implementation of that comprehensive plan update, these areas are of continuing importance to Shakopee. Partially in response to concerns about those areas, the City has established a Historic Preservation Advisory Committee (HPAC), which has inventoried and identified fifty-three (53) historic structures and is developing policies for addressing such properties.

Because of the importance of these areas, the 2003 Update analysis and plans are included in this 2030 update. The use of the term "district" is not intended to denote a land use or zoning classification, but rather to provide a generalized and graphic way of depicting the geographic extent of these areas, each of which has a specific character and mix of land uses. A summary of comments and considerations identified in the 2003 Update for each of these districts is found at the end of the Section in Appendix A.

3.5.1 WEST END/JACKSON TOWNSHIP DISTRICT

This district is bounded on the north and west by the Minnesota River; CR 41 on the southwest; CR 78 or 130th Street on the south; and CR 17 on the east end of the District.

This larger area is critical to the long range planning for growth of the west end of Shakopee. Currently, the major commercial development in the West End/Jackson Township District is the Town Square Mall which is abutted on the east by single family and medium density residential development. Large tracts of land located southwest of the Town Square Mall are vacant. The northern part of the study area is developed with a lumber yard and a used auto facility. Land uses west of CR 69 include industrial development and a manufactured housing park.

The Town Square Mall was initially developed as a regional shopping facility; however, changes in tenant occupancy and the loss of both its grocery store and K-Mart anchor stores changed the focus of the mall to a neighborhood commercial center, and with the addition of a satellite facility for the Minnesota College of Business, a private educational environment.

WEST END/JACKSON TOWNSHIP LAND USE PLAN

Because there are areas in this district over which the City does not have land use or zoning authority, it should be made clear that as part of this 2030 Comprehensive Plan Update the City is seeking Metropolitan Council review only of those land uses that are currently within the City's boundaries. Guiding shown outside the City's current jurisdictional area is for the City's, Township's, and County's generalized planning use. Annexation of land from Jackson Township will necessitate specific amendment of the City's land use plan, and review by the Metropolitan Council

The proposed land use plan for the West End/Jackson Township District is dependent on street configurations that will serve the area. As a starting point, the plan anticipates a full diamond interchange at TH 169/CR 69. Land use development in the vicinity of the proposed interchange must be designed to preserve appropriate access in order to accommodate the future interchange. The district plan is intended to promote the City's position to support development of the interchange.

Vierling Drive is proposed to be extended westward to intersect with CR 69. This will provide a major east-west collector street that will connect the West End/Jackson Township District to residential land uses to the east, and serve an important reliever function for TH 169. A full intersection is illustrated at Vierling Drive and CR 69 to provide access to future industrial land use areas west of CR 69.

Tenth Avenue is shown as a frontage road along the east side of CR 69, linking the older portion of the City with the new Vierling Drive extension. This is intended to provide circulation and access to TH 169 at a point that would be identifiable and safe for residents and business customers, as well as truck traffic accessing and exiting the commercial area at this location.

West of CR 69, industrial land uses are proposed. There is a need for a service road that will extend from the north to the south to allow for future subdivision of this area for industrial uses. Connections at the Vierling Drive intersection and CSAH 41 are anticipated.

Along the southern side of the District, CSAH 78 or 130th Street is anticipated to be developed as an "A" Minor Arterial through this portion of the community, linking CR 17 to CSAH 41. Within the area south of TH 169, 17th Avenue will become a minor arterial street that will channel traffic from the proposed residential areas to major thoroughfares including CR 69 as an A Minor Arterial, CR 15 as a B Minor Arterial, and CRs 77, 79 and 17 as collector roads.

The proposed land use plan for the West End/Jackson Township District is illustrated on the following page.

Based on the aforementioned existing and future street improvements, the following land use classifications are proposed for the West End/Jackson Township District.

INDUSTRIAL

As Shakopee continues to grow it will be necessary for the City to consider identifying additional areas for industrial and business park development. Consideration must be given to good accessibility to, and visibility from, major traffic thoroughfares; areas that are unencumbered with environmentally sensitive features, or in which such features can be preserved without significant negative impact; and areas that provide relatively flat topography. Considering these characteristics along with existing development within Jackson Township, the area that lies between 115th Street and CR 69 and TH 169 appears to be appropriate. Expansion of industrial development in this area would be compatible with the current township development pattern, as well as Scott County Planning, and provide an area that is isolated from less intense land uses to allow an industrial park to be developed in an unencumbered fashion.

Access to the industrial areas would be provided via service roads connecting it to CR 69 at Vierling Drive and to the new TH 41 Minnesota River Crossing. These access points would provide immediate accessibility to TH 169 for interstate or inter-regional transportation.

Another feature that is offered by industrial land use at this location is that it provides a land supply that is expandable as the City continues to grow. This is highly desirable to maintain continuity in land use and development.

In looking at these land use features, an issue that must be addressed in the future is the existence of two manufactured housing parks. The larger manufactured housing park sits west of TH 169 in an area that is primarily designated for future industrial growth. As an interim use, it is anticipated that this manufactured housing park will continue to exist; however, long range plans should anticipate its future redevelopment and the relocation.

A smaller manufactured housing park exists east of TH 169. This area is also identified for either commercial or industrial land use. Again, the manufactured housing park is likely to remain as a long term interim use until such time as redevelopment is possible. However, the ultimate plans for this district suggest that this manufactured housing neighborhood is not an appropriate or compatible use with the more intense commercial and industrial land uses that are proposed.

The West End/Jackson Township District is characterized by abundant aggregate resources. The City should allow aggregate mining within areas that are identified for future commercial and industrial land uses provided proper end use plans are submitted for City approval that identify final grading, utility corridors, streets, and appropriate lot configurations that accomplish the City's long range land use goals.

COMMERCIAL

The land use plan proposes that the interchange be located at CR 69 and that the area including the Town Square Mall and adjoining properties retain a commercial land use pattern. Additionally, expansion of commercial land uses south of TH 169 to take advantage of the interchange location is strongly suggested. The introduction of the new commercial area into the City along with local street improvements (i.e., 10th Avenue and Vierling Drive extension) will enhance this area as a commercial location and demonstrate the City's commitment to the TH 169/CR 69 interchange. New commercial growth in this area will change shopping patterns and make the further commercial development of the West End more attractive and practical. The introduction of new commercial space will have an impact on other historic commercial districts; however, the opportunity that the interchange presents should not be overlooked in light of Shakopee's potential for future growth into the Urban Expansion Districts identified in the Scott County Comprehensive Plan for Jackson Township.

The commercial areas surrounding the CR 69 interchange will be the southwest gateway entrance to Shakopee. A gateway feature that announces Shakopee's identity and amenities should be established through appealing site design, architecture, and landscaping. A predominant feature unique to Shakopee such as a water feature and or landscaped entry monument should be incorporated into each of the City's gateway locations to establish the community's sense of place and to distinguish Shakopee as a separate community from other jurisdictions.

The land use patterns illustrated on the Land Use Plan, also anticipate expanding the commercial development to CR 15 to provide more of a neighborhood commercial area on the east side of the CR. As a neighborhood commercial area, Shakopee is not anticipating the same type of regional attractions for big box retailers that are found at the other interchange locations, rather this area would be limited in size and use to be compatible and serve the new residential neighborhoods proposed around it.

LOW DENSITY RESIDENTIAL

Low density residential uses are shown in two areas on the Proposed West End/Jackson Township District Land Use Plan Map. The first area lies between the Minnesota River Valley and 115th Street. The low density residential in this area is anticipated to take advantage of the buildable area that falls outside of the Minnesota River floodplain. Low density development in this location is perceived as desirable based on limited street access and the configuration of the buildable land left within this portion of the future City.

The second area for low density residential use lies north and south of 17th Avenue. Generally, building on the land use patterns that currently exist with larger unsewered lots within the Township, a low density residential neighborhood is proposed throughout this area. The residential development should take advantage of the proximity to natural features characteristic to this area.

The desire to create attractive neighborhoods promotes an internal street design with limited access to 17th Avenue (which is contemplated to be turned over to Scott County as a continuation of CSAH 16) and the existing CRs. Focal points for this area will be the new high school located south of 17th Avenue as well as a neighborhood park system that will be designed to address the needs of the various neighborhoods in the district. These should become centerpieces of the various neighborhoods interconnected by a system of pedestrian trails and sidewalks.

MEDIUM DENSITY RESIDENTIAL

With respect to medium density residential land use, the City will seek an overall plan for the area that provides a diversity of housing stock, mixture of densities and demonstration of neighborhood design that gives a sense of place rather than a standard suburban medium density subdivision. Emphasis will be placed on the neighborhood configuration related to open space, creation of a public neighborhood park, trail systems, and attractive streetscapes.

3.5.2 DOWNTOWN DISTRICT

The Downtown District is located generally between the Minnesota River and Third Avenue. The District is bounded on the west by CR 69 and the east by Spencer Street. Major access to the Downtown District is provided via First Avenue and the Highway 101/Minnesota River Crossing. The Downtown District is bisected by the Union Pacific Railroad which splits the District into north and south sections. The Downtown is the home of many historic buildings, the current City Hall and contains a mix of low and high-density housing as well as commercial, professional, retail and eateries. The Scott County Courthouse, Judicial Center and Law Enforcement Center are located southwest of the Downtown. The District has been the focus of recent redevelopment activities including reconstruction of the community library, River Center, and Scott County Housing and Redevelopment Authority senior apartments along with numerous private investments, building modifications and new construction.

Prior to the Highway 101 “mini-bypass,” opening of the Bloomington Ferry Bridge and TH 169 bypass, Downtown Shakopee was the premier commercial area for the community. The Downtown developed near the turn of the century with retail space that was appropriate for that period of time. The transportation improvements and subsequent opening of hundreds of acres of retail land along the TH 169 bypass has changed the focus of Downtown and provided an opportunity for business to re-locate or establish in other parts of the community that have higher traffic counts, increased visibility, better access, larger area, and few construction constraints. More contemporary retailers are looking for larger lots to accommodate larger buildings, all first floor retail sales, with parking lots immediately adjacent to their entrance. This type of facility is not available in the historic Downtown and as a result, more contemporary retailers look to areas that offer utility, land, and freeway access. Many people believe that Downtown Shakopee cannot compete with the new retail areas on a one-to-one basis and as such, believe a new focus for the Downtown is needed to establish it as a “niche” retail/commercial area that provides alternative opportunities for business.

DOWNTOWN DISTRICT LAND USE PLAN

Through the tactics interviews and open house sessions held in connection with the 2003 Comprehensive Plan Update, it became apparent that the retention, maintenance and upgrading of the Shakopee historic Central Business District was of vital importance to the community. This area of the community represents Shakopee’s historical identity and remains a vital piece of the community’s total composition. External elements that are affecting the downtown include:

- The “new” TH 169, which re-routed much of the regional traffic away from the Downtown and Riverfront/First Avenue Districts.
- The potential closing of CR 69 access to TH 169 which currently preserves the historic travel route into the Downtown from the southeast.
- The introduction of new commercial areas at the freeway interchanges which provide uncluttered supply of attractive commercial land with highway visibility and accessibility.

The aforementioned features changed the commercial focus of Shakopee from its historic commercial districts to new growth areas which is strongly reflected in the rapid development of the Marschall Road/TH 169 interchange area. As the City continues to take advantage of the interchange locations to promote additional commercial growth, the role of the Downtown District will certainly change in character. The commercial role of the Downtown District will likely move from a primary retailing land use to more of a service, office, entertainment, and specialty retailing focus.

COMMERCIAL CORE

Historically, growth within the Downtown Business District has expanded sporadically into adjoining residential neighborhoods, converting homes into businesses and interrupting cohesive residential neighborhoods. In looking to the future of the Downtown District, the proposed Downtown District land use plan attempts to consolidate and define the limits of the commercial core area, while providing land area for some business expansion and growth. Through consolidation of the commercial core, the City will concentrate its commercial redevelopment efforts within an area that is pedestrian-friendly and promote a high level of business interchange between Downtown businesses.

The commercial core provides for additional commercial expansion area between Scott and Spencer Streets, and extends south toward the Scott County campus in an attempt to integrate the campus with the Downtown. Within the core area, there are a number of existing single family homes. It is proposed that over time the houses would be converted to commercial land uses. Acquisition and land assembly may be important in bringing new development interests to the area or accommodating the in-place expansion of existing business. Historically, the City has been reluctant to acquire homes for redevelopment; however, as the community continues to mature, redevelopment will not occur without some public participation. Currently, the Scott County HRA has a program entitled “land banking” in which the HRA, in cooperation with the City, will acquire substandard or non-conforming homes that may be earmarked for redevelopment. Through this program, the homes are purchased as they come up for sale by willing sellers. This avoids the politically sensitive issue of eminent domain and costly relocation expenses. Acquired homes are maintained as rental properties until sufficient land is acquired to facilitate a private redevelopment project. The existing commercial development establishes the theme for the Downtown District, both architecturally and from a land use perspective. Generally speaking, buildings are located at or near the front lot line, with parking at the rear of the buildings, and an abundant supply of on-street parking. Streetscape with sidewalks throughout the central core promotes a uniform identity and a customer-friendly atmosphere.

In 1999, the City of Shakopee adopted downtown design guidelines for the revitalization of the Downtown/First Avenue area. These guidelines should continue to be implemented as a standard for all new development or redevelopment within the central core area with the intent of maintaining the historic theme of the Downtown.

Within the Downtown District, a number of well maintained older homes exist that contribute to the architectural theme of the Downtown. Opportunities may exist to retain these historic homes or perhaps convert the homes to office uses, while preserving the historic exterior appearance.

Related to the Downtown is the need for convenient parking, both for the central core area as well as the Scott County Courthouse. As the Courthouse expands, additional Courthouse traffic will be generated and parking demand will be increased. It will be advantageous for the parking lots to be located with access to both the Courthouse and the central commercial core area to allow for shared parking arrangements.

Currently, there are a number of parking lots within the Downtown that are shared at the rear of the buildings. This type of shared parking arrangement should continue to be promoted. An example of this arrangement exists north of First Avenue, near the Levee Apartments, along Fuller Street. The parking lot was improved and the intersection of Fuller Street and 1st Avenue was expanded into a full intersection. These improvements have increased accessibility and has made this area, a more recognizable connection to the central core.

This parking location is also advantageous for the expansion and development of Huber Park, which is a community park located between the Minnesota River and First Avenue, east of Lewis Street. Huber Park has been developed to offer attractions drawing both residents and non-residents alike to the Downtown. The availability of parking is essential to the success of any special events that will be conducted at the park as well as convenient access back into the central core of the Downtown.

As redevelopment occurs in the Downtown areas and new businesses are introduced, parking will become an issue that will require further attention. The City provides on-street parking and some public parking lots. Future redevelopment projects will need to expand available parking in the Downtown District, the following strategies are offered for consideration:

1. Redevelopment sites must be large enough to address the parking needs of new businesses.
2. Where 100 percent shared parking is provided, a reduction in the amount of required parking may be considered for redevelopment projects that lack area to accommodate its total required parking.
3. Where required parking cannot be provided in compliance with the City Code, the City may allow a reduction in the amount of parking provided a cash contribution to a Downtown parking fund is made. The parking fund would be used to help finance the development of public on-street or off-street parking stalls.

Contributing to the architectural theme intended for the central core area will be streetscape and on-street parking arrangements which contribute to and blend into the character of the Downtown. With the expanded commercial core area along Second and Third Avenue and proposed improvements west of Scott Street, it is expected that the streetscape treatments that

already exist in the core area will be extended to provide a unified appearance for all commercial areas within the Downtown.

A specific area of focus should be Fuller Street. A strong recommendation to open the Fuller Street/First Avenue intersection to a four-way intersection providing access north of First Avenue and street improvements that provide a view up to the Courthouse as a focal point of development, should be encouraged. Both building design and streetscape treatment are strongly encouraged along Fuller Street to provide a focal point accent for the Downtown. To encourage business interchange, the streetscape between the Downtown core and the Courthouse must provide sidewalks that encourage pedestrian travel between the two areas and shared parking arrangements.

PUBLIC / SEMI-PUBLIC USES

There are a number of public land uses within the Downtown that greatly contribute to the vitality of the central core. The Scott County Courthouse generally acts as an anchor for the Downtown due to its attraction of both employees and consumers to the area. The expansion of the County campus, including the Justice Center and Law Enforcement Center are seen as a benefit for this area in that it will contribute additional jobs and provide a greater attraction for Downtown. Planning for this area should focus on integrating the Courthouse with the central core area related to architecture, site design, pedestrian connections, and parking lot configurations. Circulation between the Courthouse facility and the central core area should be emphasized both for automobile and pedestrian access.

The City has recently constructed a new municipal library at the corner of Lewis Street and 3rd Avenue. This is another public use that contributes to the attraction of the Shakopee Downtown.

In discussions during tactics interviews, two areas of concern for the central core included the potential loss of the City Hall from Downtown and its relocation over to the Marschall Road location. From the City's perspective, the Marschall Road District provides an attractive and economic relocation site for the City Hall offering both sufficient land area to accommodate the proposed expanded building and needed parking for municipal employees. The Police building and Public Works/Engineering buildings are already located on Gorman Street in that corridor. The future loss of the City Hall from Downtown would present a challenge for the core area, finding a reuse of the building in a manner that will continue to contribute to the vitality of the Downtown.

There have also been discussions about the possible relocation of the post office from the Downtown to an industrial location. These conversations center on the idea that a new, larger post office will be required to address Shakopee's growing service area. The post office would like to maintain all their processing as well as delivery from one facility. The loss of the post office from the Downtown would be seen as a loss of another major attraction from the Downtown commercial core. Efforts should be examined as to how to retain this use within the Downtown area. One opportunity might be examining potential relocation on the west side of the District within the industrial area, near Apgar Street. The issue that results is the need for

land assembly to create a lot large enough to facilitate both the post office and their processing needs all on one site.

INDUSTRIAL LAND USES

Industrial land uses are proposed in the western portion of the District between First and Third Avenues. The industrial area incorporates Rahr Malting, which is a historical landmark for the City of Shakopee representing a major employer and tax contributor to the community. This is a heavy industrial use that is reliant on both large truck and rail access for raw materials and finish products. It is anticipated that Rahr Malting will continue to be a longstanding land use in this portion of the community and thus planning efforts must be undertaken to ensure that transportation routes remain available to facilitate ease of access and egress from the site to the major transportation corridors, i.e., TH 169.

The industrial land use pattern that is proposed incorporates land as far east as Apgar Street. This includes some additional smaller industrial uses that already exist in the Downtown. The departure of CH Carpenter Lumber Yard from the area offers a redevelopment opportunity for either the expansion of Rahr Malting or the introduction of a new industrial use. This site is compromised by the railroad right-of-way that bisects the property; however, the site's availability may present opportunities for alternative uses such as the post office.

MIXED USE

The River City Centre provides a strong example of a mixed use redevelopment, blending ground floor commercial with 52 senior apartments on the upper two floors. The blending of complementary land uses within the commercial core is encouraged to provide expanded commercial opportunities and build local market support through the introduction of additional housing within the Downtown area.

North of First Avenue, mixed use land use designation is proposed to accommodate existing residential, commercial land uses, and other uses. This area of the Downtown District is located away from the central core but is isolated by First Avenue and the Minnesota River corridor. Examination of the land uses in this area indicates that some of the residential uses and businesses exist in marginal conditions and offer opportunity for change in land use. Mixed use offers future redevelopment opportunities for either commercial or residential development, and is suggested for this area due to the limited size of the area, because the site is isolated from other land uses, and the site offers excellent access to major traffic corridors. The introduction of residential uses to this area would introduce both population and households that could serve as market support for the Downtown core commercial area.

Future redevelopment could also include a single project that would include a combination of commercial and residential land uses similar to the River City Centre.

The mixed land use designation provides some protection for the existing land uses in the area provided they are properly zoned and do not once again become non-conforming uses. The designation would accommodate property owners' opportunities for reinvesting or expanding their homes or businesses.

Northridge Court, developed by the Scott County HRA, has also contributed additional senior housing opportunities in Downtown. In addition, it replaced existing parking that was not well used with more useable parking on CSAH 101.

An additional element that has been identified by the City through the tactics interviews is the desire to provide a greater emphasis of development styles that may take advantage of the vistas along the Minnesota River corridor. The provision of higher density residential use offers opportunities for vertical development on the site that exposes river views that would not otherwise be taken advantage of with less intense land uses. The high density residential area will offer opportunities for taller buildings that provide an architectural statement for the downtown area and views into the river corridor area. High density residential development could also provide design flexibilities that could allow site sensitive architecture and integration with industrial land uses south of First Avenue.

LOW DENSITY RESIDENTIAL

The Downtown District includes a number of low density family areas. The following strategies address the low density land uses:

1. The Downtown District plan attempts to define the commercial core and other possible future land use redevelopment areas. This district definition should prevent the continuation of commercial uses dispersing into the established residential neighborhood south of the Downtown District.
2. A number of single family homes exist within the Downtown District. In order to protect the existing housing stock, the City amended its zoning to allow single family homes as permitted uses within the commercially designated areas of the Downtown. As a permitted use, the single family home may be maintained and expanded.
3. The Downtown District contains some single family homes with original historic architecture. Where possible, the City wishes to retain these structures and allow future conversion to commercial uses that will contribute to long range commercial goals for the area.

HUBER PARK

At the time that the 2003 Update was prepared, the Huber Park master plan had not been implemented. The grand opening of the park occurred in June of 2007 as a part of the City's sesquicentennial celebration. In addition to the major park improvements (performance structure, storage and restroom building, trails, picnic areas and community play structure), the Sommerville Street crossing at CSAH 101 was reconfigured with the cooperation of Scott County in order to make pedestrian access from the Downtown easier.

3.5.3 RIVERFRONT/FIRST AVENUE DISTRICT

The Riverfront/First Avenue District is located south of the Minnesota River and generally north of the railroad tracks with the west boundary being Sommerville Street and the east boundary about 200 feet east of Marschall Road. The District is characterized by abundant natural features along the riverfront with a mix of low to medium density residential housing dispersed along the Riverfront/First Avenue Corridor with commercial uses. There is not a clear pattern to the development and some vacant, underutilized and/or non-conforming buildings and lots are present. As First Avenue is also the CSAH 101 Corridor, the visual impression of the District is dominated by an urban highway appearance with little green or landscaped space. Generally, asphalt or gravel parking lots abut the sidewalks that are located on both sides of First Avenue. Newer construction is characterized by increased setbacks from First Avenue and landscaped yards. There is a mixture of building forward construction (typically older, historic buildings and homes) and uses utilizing larger front parking lots and exterior storage. A variety of businesses including fast food, sit down restaurants, auto sales, storage yards and offices along with a mix of older and historic residential homes and churches are located within the District.

LAND USE PLAN

Upon evaluating the physical characteristics of Riverfront/First Avenue District along with the issues and expectations identified through the tactics interviews, the following land use plan suggestions are made.

COMMERCIAL

While most of the Riverfront/First Avenue Corridor is currently zoned commercial, the commercial land use patterns have been sporadic and eclectic in overall design. The 2002 Scott County HRA Analysis of Commercial Land Absorption for Scott County and Shakopee suggested that Shakopee currently has an oversupply of commercial land use. This current supply, in addition to areas identified through the comprehensive planning process for new commercial growth, suggest the opportunity to reduce somewhat the commercial land supply along First Avenue. It is likely that market conditions may lead to some changes in the quantity and types of commercial uses along First Avenue.

The Land Use Plan attempts to build on existing strong businesses in the area. On the west end of this district, commercial locations currently exist between Fillmore and Spencer Streets and are proposed to continue to exist as an extension of the Downtown District. Additionally, the plan proposes a commercial node located at the intersection of Marschall Road and First Avenue. This high volume intersection is currently surrounded by entertainment and recreational commercial uses including restaurants, hotels, and the VFW. By concentrating the development at this single location, the City will be looking to promote an attractive commercial image along the balance of First Avenue.

In looking at the proposed commercial areas, the City should focus on land uses that will complement the existing in-place commercial businesses. Two areas of specific concern in this vicinity is the existing manufactured housing park (Valley Haven) located north of First Avenue and immediately west of Dangerfield's Restaurant and the automobile dealership south of First Avenue. The manufactured housing park is in a state of decline. The structures are showing

deterioration and the grounds are not well maintained. The overall impact of the manufactured housing park's existence is a negative impact on the surrounding commercial uses. The future relocation of the manufactured housing park will be essential for the future success of this commercial area.

A second area of concern lies south of First Avenue and east of Marschall Road. These sites have been occupied by uses (automobile dealerships in the recent past) that have historically relied on the traffic flow along First Avenue. With the diversion of traffic to the TH 169, such businesses may look at alternative sites at one of the TH 169 interchanges. This would leave two large sites available for future redevelopment. The type of commercial land uses for these locations should be complementary to the surrounding properties and the existing commercial businesses.

In the tactics interviews, concern was been raised with the eclectic appearance of many of the existing commercial uses. There is a desire for a uniform streetscape treatment that is similar to Downtown to be extended along First Avenue and Marschall Road. The importance of streetscape in establishing a community's character cannot be overstated. Features provided along a community's streets help make it spatially memorable. In this regard, streetscape along the City's Downtown transportation corridors is viewed as a step toward implementing a positive community image. In considering Downtown Area streetscape efforts, an identifiable image has already been established in the historic urban area and future efforts along First Avenue and Marschall Road should expand and reinforce that image.

While the reinforcement of the Downtown image along First Avenue and Marschall Road is believed possible, it should be recognized that an exact replication cannot be achieved due to expanded right-of-way and street width requirements, County access standards and the need for building setbacks. To emphasize the downtown character, it is suggested that a maximum 20 foot front yard setback be imposed for new redevelopment. This will make the building part of the streetscape and reduce the current emphasis on front yard parking and sales lots.

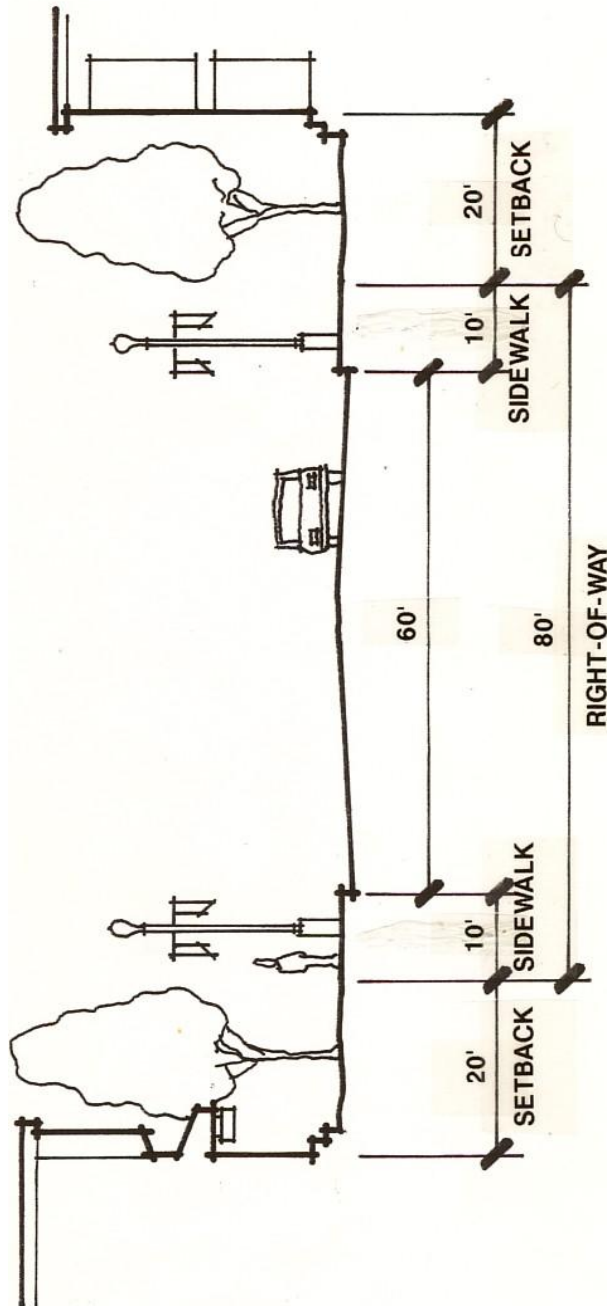
Streetscape improvements may exist within the public right-of-way, upon private property (front yard areas) or a combination of both. Along the First Avenue and Marschall Road corridors, it is recommended that both right-of-way and private property streetscape improvements be pursued. Boulevard areas (within the street right-of-way) should be devoted to pedestrian circulation/walkways, street furniture, planters, lighting etc. while private property improvements may primarily include plantings and business signage.

The following exhibits suggest streetscape improvements that may occur in conjunction with new redevelopment projects.

1. Right-of-Way Improvements. Due to the limited right-of-way and functional classification of these roadways, the proposed right-of-way improvements are primarily utilitarian, focusing on transportation (automobile, pedestrian, mass transit).
 - a. Prohibition of on-street parking on First Avenue and Marschall Road.

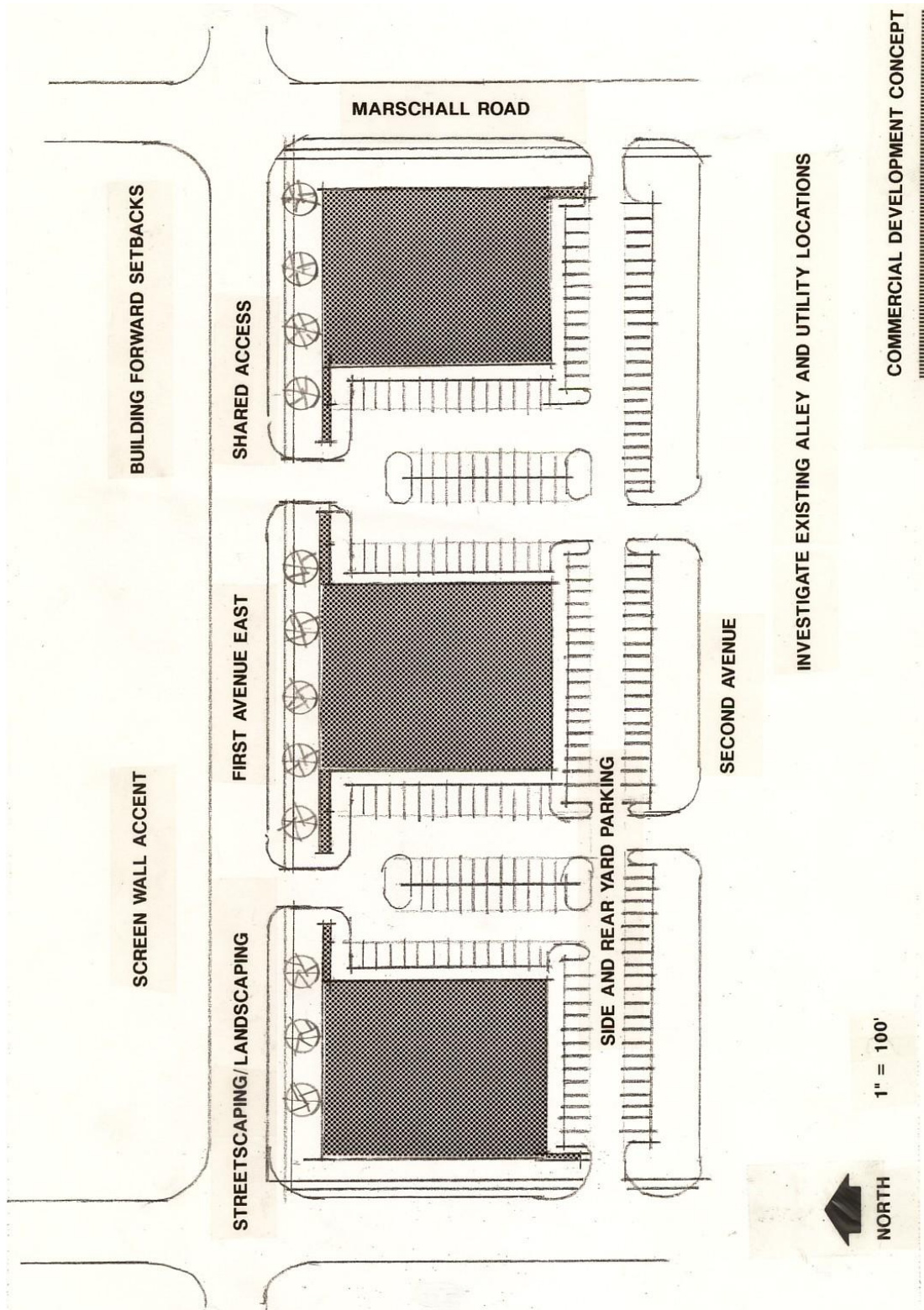
- b. Proposed improvements within the boulevard:
 - Sidewalks 10 feet wide extending from curb. Additional width is suggested to provide pedestrian safety and comfort along this high volume street. The wider sidewalk should also reduce maintenance pertaining to the care of grass areas.
 - Street lighting (duplicate the Downtown street lighting and banners).
 - c. Uniform signage.
 - d. Street furniture (benches, trash receptacles).
 - e. Mass transit stops.
2. Private Property Improvements. The private property improvements associated with new development or redevelopment would emphasize the aesthetic streetscape features.
- a. Expand buildings toward the streets.
 - b. Prohibit front yard parking, storage or sales lots. Parking lots would require proper screening from public rights-of-way using curtain walls that match the building design or landscaping.
 - c. Front yard landscaping could include the planting of canopy trees with uniform setbacks from the street and spacing that contributes to the streetscape appeal.
 - d. Front yard areas may be landscaped or designed with sidewalks or plazas to reduce landscape maintenance.
 - e. Front yards would also be available for uniform business signage.

Implementation of the streetscape improvement will likely occur incrementally along First Avenue or Marschall Road. Some of the improvements such as the right-of-way improvement may proceed with the private property improvements.



FIRST AVENUE STREETSCAPING CONCEPT

1" = 20'



MIXED USE

A mixed land use is proposed on both north and south of First Avenue. This land use classification is reflective of existing uses in the area and provides the City with some flexibility in evaluating its future redevelopment options.

The area along First Avenue has an eclectic land use pattern that includes both residential and commercial land uses. The mixed land use classification will allow these existing uses to continue as conforming uses. The future range of uses proposed within this mixed use area will be commercial land uses as well a variety of residential housing types designed in a manner that accomplishes the City's streetscape and design intentions.

Within the area, there exist a number of older homes that have historic architectural value that may offer opportunities for renovation and continued uses of residential homes or reuse as commercial or office land uses in the future.

Through the establishment of the mixed use land use classification and subsequently change in zoning that will reflect the mixed use intentions, existing homes that are currently non-conforming under the commercial zoning classifications will continue to be allowed as permitted uses, thus permitting the property owners opportunities for reinvestment of their homes and maintenance of their structures beyond means of retaining value and promoting a more desirable residential neighborhood.

LOW DENSITY RESIDENTIAL

The Riverfront/First Avenue District includes a number of low density single family areas. The following strategies address the low density land uses:

1. With a mixed land use classification, the City has the intention of allowing for a range of residential and commercial land uses within the same area. Within the mixed use zoning classification, performance standards will be established to ensure compatible land use relationships between the different uses.
2. The City will amend its zoning to allow single family homes as a use within the mixed use area designated within the Riverfront/First Avenue District. Existing single family homes will no longer be non-conforming and may be maintained and expanded as a means of retaining value and promoting reinvestment in these neighborhoods.
3. The Riverfront/First Avenue District contains some single family homes within the original historic architecture. Where possible, the City wishes to retain these structures through renovation to promote their continued use as residential housing units or their conversion to commercial uses that will contribute to the long range commercial goals for this area.

**SUMMARY OF RIVERFRONT/FIRST AVENUE DISTRICT
RECOMMENDATIONS**

1. Concentrate commercial land uses within the Riverfront/First Avenue Planning District.
2. Examine opportunities for the relocation and redevelopment of the manufactured housing park located north of First Avenue and west of Dangerfield's Restaurant.
3. Investigate redevelopment potential of the automobile dealerships south of First Avenue and east of Marschall Road. If these become available through dealership relocation, land uses that are complementary to the current restaurant and hospitality theme should be encouraged. Other potential uses that may be appropriate for the area would be offices which could benefit from their proximity to Shakopee's industrial park.
4. Examine commercial performance standards that encourage redevelopment to have building forward site design that utilizes the building architecture as an accent for the overall First Avenue streetscape.
5. Control access points from First Avenue into commercial sites. Locate parking between buildings and use accent walls or landscape screening to minimize their visual impact on First Avenue. Promote shared parking arrangements to minimize the overall parking demand within the commercial areas.
6. Establish uniform streetscape through sidewalks, landscaping, and street lighting that provides a uniform appearance along First Avenue. Streetscape treatments should continue through the commercial areas and into the proposed residential areas.

3.5.4 MARSCHALL ROAD DISTRICT

The Marschall Road District is comprised of the land uses located directly east and west of the section of Marschall Road situated south of First Avenue and north of Tenth Avenue. The District is characterized by development of a mix of professional offices, motels, fast food restaurants, convenience and strip center retail as well as high-density residential apartments. The majority of development along the Marschall Road Corridor appears to have been constructed within the past thirty years. Marschall Road is a CR and has been designed as an urban section A Minor Arterial street with sidewalks on both sides of the street.

LAND USE PLAN***COMMERCIAL***

The commercial development on Marschall Road represents a more contemporary design than the other historic commercial districts. The buildings are in good to excellent condition. Site plans generally reflect a suburban shopping center design in most cases with large parking lots along the street, forward of the building.

In evaluating the redevelopment potential of Marschall Road, it will take lower priority than the Riverfront/First Avenue and Downtown Districts. Redevelopment opportunities within the Marschall Road District will likely be less eminent, however, there will be opportunities to improve the overall appearance through the Marschall Road corridor as well as promote a higher degree of business interchange.

The introduction of the City Hall/Police Department site to the Marschall Road corridor area provides opportunity to add another exciting attraction to this commercial area. The City Hall/Police Department site design and building architecture should establish a theme that the City hopes to promote throughout the balance of the Marschall Road District. Design should emphasize quality exterior building materials, building orientation toward the street, and pedestrian-friendly connections along Eagle Creek Boulevard and Gorman Street.

Areas along First Avenue and Marschall Road may offer opportunities for redevelopment. The uses at this intersection include two auto dealerships that may select relocation sites near the higher traffic volume of TH 169 bypass. In the event that these sites become available, the redevelopment strategies should build on the existing commercial hospitality uses that are in the area, which includes the restaurants and hotels. Development standards should promote the buildings themselves as a streetscape amenity and push the buildings closer to First Avenue. Streetscape along First Avenue should emphasize landscaping, street lighting, and sidewalks to make the area a more pedestrian-friendly location.

The streetscape guidelines identified in the Riverfront/First Avenue District will be extended to the Marschall Road District.

There is a need to upgrade Marschall Road in order to adequately handle additional automobile traffic. With this upgrade, improvements for pedestrian movements, intersection crossings, signal timing, and overall streetscapes should be explored. Expressed in the comments received through the Tactics interviews, Marschall Road has a very commercial feel due to the width of the street and the lack of, or small size of, landscape materials and streetscape amenities at the edges. There are means to soften this appearance through enhanced landscaping, sidewalk, pedestrian furniture at major intersections, and street lighting. Through establishing a streetscape theme, there may be an opportunity to improve the overall appearance of the existing commercial areas while not requiring immediate redevelopment of individual sites. Infill development in this area should attempt to be coordinated with existing developments to promote more shared parking and pedestrian connections between buildings.

The Marschall Road District is surrounded by a concentration of medium density and high density residential developments as well as a number of single family neighborhoods. This immediate population should be encouraged to utilize the commercial locations along Marschall Road by providing interconnecting pedestrian ways and extending a coordinated streetscape theme down the adjoining cross streets.

Commercial composition of the various shopping centers should strive to promote or to provide businesses and services that would be attractive to the immediate residential neighborhoods.

Both the business tenant composition as well as the overall area design will be critical in maintaining the Marschall Road District as an attractive and inviting commercial area over time.

The Land Use Plan proposes to concentrate the commercial development by limiting future expansion. There will be opportunities for some infill development, but further expansion of the commercial area into the adjoining residential neighborhoods will be discouraged.

MEDIUM/HIGH DENSITY RESIDENTIAL

Additional medium and high density residential development is proposed along both sides of Eagle Creek Boulevard. High density residential land use is proposed in the vacant areas that lie north of Eagle Creek Boulevard between Marschall Road and Roundhouse Street. Additional high density and medium residential developments will provide both more market support and a compatible land use pattern with the adjoining commercial areas.

SUMMARY OF MARSCHALL ROAD DISTRICT RECOMMENDATIONS

1. The introduction of the City Hall site should establish an architectural and site design theme that the City hopes to encourage through the balance of the Marschall Road District. Elements should include appealing exterior finishes, shared parking arrangements, and a pedestrian-friendly entrance and circulation pattern around the perimeter of the City Hall site.
2. Redevelopment efforts will focus initially on the First Avenue/Marschall Road intersection as a means of establishing a gateway into the community and to address immediate redevelopment needs pertaining to the potential relocation of the car sales lots and other outdoor sales uses. A commercial hospitality theme that builds on existing strong anchors, including the hotels and restaurants, should be promoted. The introduction of new commercial uses should take into consideration the surrounding land uses of medium density and industrial and provide complementary and compatible land use mix that can serve the area.
3. In examining the future upgrade of Marschall Road, there is a need to provide a more appealing streetscape to soften the appearance of this major thoroughfare. Efforts should be undertaken to provide a pedestrian connection that runs parallel to both sides of Marschall Road and functional and safe pedestrian crossings at each of the major intersections.
4. In addition to the sidewalks or trail provisions, landscaping, street lighting, and street banners should be of an attractive design that will contribute to the overall appeal of the Marschall Road commercial areas. Efforts to integrate the individual commercial sites with the streetscape should be made by providing pedestrian connections into the commercial sites and into the adjoining residential neighborhoods as a means of providing a greater means of business interchange between the available local markets and the commercial sites.

3.6 EXISTING LANDMARKS AND DESIGN FEATURES

Within any City there are usually several landmark structures that provide visual focal points. These focal points are often the taller buildings or structures that help define locations within the City. These landmarks provide orientation for people moving in and through the community.

Within Shakopee these landmarks include:

- The Rahr Malting complex,
- The St. Mary's and St. Mark's Catholic Church steeples,
- River City Centre.
- Scott County Courthouse and Justice Center,
- Public water towers,
- Canterbury Park Grandstand,
- Valleyfair Amusement ride structures,
- Industrial structures for Peavey, Certain Teed and Anchor Glass.

Many of these structures are lit at night to create a unique contrast or image. These familiar landmarks are important elements in the city's overall design.

Less noticeable urban design features include the regular street grid in the urban core area and the CR system in the rural areas of the City. Combined with the Bloomington Ferry Bridge, the Shakopee Bypass and the Mini Bypass, the transportation network creates an important component to the urban design fabric in Shakopee. [Figure 2 illustrates many of these man made urban design features.]

3.6.1 Urban Design Considerations:

A visual assessment of Shakopee reveals the following geographic, resource, and design strengths;

1. Compact historic Downtown area;
2. Small town character of the Downtown and older, developed residential areas;
2. Residential streets in the core area with mature street trees.
3. Tree lined entrance into the City from the north across the TH 169 bridge.
4. The bluff and the highlands overlooking the City.
5. Mature conifer trees in the east 4th Avenue area near the industrial park.
6. Spacing and location of focal point structures and buildings in the community.

7. Dramatic views of the Minnesota River Valley from the Mini Bypass Bridge and the Bloomington Ferry Bridge.
8. Views from the highlands looking north over the City.

This same assessment reveals weaknesses that should be addressed whenever the opportunity arises, including the following;

1. Lack of attention to views of the City from the TH 169;
2. Lack of identity when entering into the City from all directions;
3. Major utility lines and facilities in visible locations;
4. Large number of arterial and county roads that criss cross the City.

The assessment reveals that while Shakopee has many of the key ingredients in place to insure that it remains a successful urban environment, it also faces several challenges that need to be met for the City to maintain and enhance the aesthetic character of the community.

3.6.2 Design Concepts

Residential, commercial, and industrial developments that feature quality architectural design, attractive landscaping, and other amenities are an asset to any community. Good general maintenance and attractive signage are inviting, and send the message that residents and businesses take pride in the community's appearance. Preservation of historic or architecturally significant buildings also signals that the community values these cultural treasures. To the casual observer the city's visual aesthetic quality is the most noticeable aspect of good design.

Other aspects of design also contribute to the city's aesthetic quality. Developments that are pedestrian friendly invite the public to browse and spend time. Smooth traffic flow makes it easier for customers to visit an establishment. Good design promotes efficient use of space, low maintenance cost, and more opportunity for open space.

Through good design, the negative effects of noise, fumes, glare, and litter can be reduced. Sensitive orientation of buildings can take advantage of sun in the winter and shade in the summer. Through sensitive design desirable views can be protected and undesirable sights can be screened. New developments can be made compatible with surrounding land uses. Successful designs provide a sense of continuity and architectural harmony. They provide transitions and buffers when more intense land uses abut low-impact uses. Examining the layout of adjoining properties helps determine where to locate access to avoid traffic conflicts and may suggest opportunities for creating open space or making pedestrian connections.

3.6.3 Design Components

In many cases design measures can be instituted with little or no additional costs. Often all that is required is forethought and coordination. Costs can be offset by more efficient designs and increased property values.

The following is a list of urban design components related to public and private lands:

| | |
|------------------------|----------------------------|
| <u>Public Realm</u> | <u>Private Realm</u> |
| Land Use Patterns | Site Planning |
| Transportation Systems | Buildings |
| Gateways and Entryways | Utilities |
| Corridors and Nodes | Parking Lots and Driveways |
| Streetscape | Landscaping |
| Utilities | Signs |
| Lighting | Lighting |
| Maintenance | Maintenance |

3.6.4 Implementation Mechanisms

A community can choose from a number of mechanisms to promote good design. For private sector projects, the level of requirements varies in degree from codes or ordinances to recommended guidelines. Community values, market resources, and political support dictate which methods to pursue. The following lists many of the implementation mechanisms for private projects.

| <u>Type</u> | <u>Mechanism</u> |
|---------------|--|
| Regulatory | Minimum standards for parking lot landscaping, screening, open space, transitions, access drives, etc. ; property maintenance regulations and codes. |
| Incentives | Zoning bonuses, grant/loan programs, tax abatement, historic preservation |
| Design Review | Review site plans and/or architectural plans with authority to mandate changes in design based on predetermined criteria or guidelines |
| Education | Design manual, Seminars, Pamphlets, and Awards |

3.6.5 Priority Areas

Not all design mechanisms should be applied on a citywide basis. Some level of design review may be desirable in the Downtown but not elsewhere in the City. Code enforcement may have more noticeable results if targeted in certain commercial, industrial or residential areas. Sign

regulations need to account for special characteristics in different districts. The following is a review of areas where such efforts should be focused:

3.6.6 Community Entrances

Five primary community entrance points will exist in the City after the completion of the TH 169. The Urban Design Plan, Figure 1, illustrates these entry points. The five primary entrances into Shakopee include:

- 1) The east entrance off of the Bloomington Ferry Bridge and TH101,
- 2) The north entrance into Downtown on the Mini Bypass Bridge,
- 3) The west entrance near the Shakopee Town Square mall on TH 169,
- 4) CR 17,
- 5) CR 83,
- 6) CR 18.

3.6.7 Corridors

Heavily traveled corridors such as the TH 169 offer a lasting image of the community and help establish a community's identity. Efforts along this corridor can produce distinctive results. The Bypass has been designed to be depressed in the center third of the City. This design will reduce noise impacts on the adjacent residential areas but also creates limited views of the City. The Bypass is at grade or elevated on the west and east ends in the City. Visibility is much greater in these areas. Signage and landscaping regulations in the Zoning Ordinance should be closely reviewed to consider potential impacts in these areas. Surplus Minnesota Department of Transportation right-of-way parcels may be available to the City for specific redevelopment projects that can enhance the community's image.

Additional planning and design within the next two to three years for Marschall Road, East and West 1st Avenue, and Canterbury Road (north of the Bypass) should be considered. As the community grows, CR16, CR17, CR 83 and CSAH 21 also become major corridors needing attention.

3.6.8 Downtown

The Downtown Riverfront Plan is a special study authorized by the Shakopee City Council in 1994. Figures 6 and 7 illustrate some of the conceptual themes developed in this plan. The projects recommended in this area plan should be brought into the next several years of capital improvement programming.

3.6.9 Streetscape

Over the past several years, the City has invested substantially in the Downtown Streetscape project, as well as the River City Centre project. As a result an attractive urban setting has been

established. Numerous building improvements have been and continue to be made in Downtown. Quality maintenance of the Downtown Streetscape should be continued by the City to keep the public properties clean and attractive. The Downtown Rehabilitation Grant Program has been a tremendous success in reshaping the image of Downtown. This program should be confirmed and updated as appropriate.

The residential neighborhoods in the urban core area generally have a consistent tree landscaping theme. Maintenance and replanting programs should continue or be enhanced to promote the City's street tree resources. The street tree program should be a part of urban street reconstruction projects where appropriate. An inventory of the street trees should be taken in the next two years as part of the program development.

3.6.10 Transition Areas

The need for transitions between properties occurs when industrial or commercial areas abut residential uses. In these cases transitions are important to protect and preserve the residential areas. Transitions should include a combination of open space, landscaping, and screening on private property and in the rights-of-way. Maintenance of these areas is essential to maintain the long-term benefits of such efforts. The tree planting program for Vierling Drive is one successful transition area project along a right-of-way in the City to date.

In 1994, residential development started to fill in the area west of Canterbury Park. Additional vacant land exists between the recent residential development known as Prairie Bend and the racetrack site. With the entertainment and commercial markets never reaching the anticipated growth in this area, the City has planned residential uses up to Shenandoah Street. With residential uses adjacent to the entertainment areas east of Shenandoah Street, additional landscaping and tree plantings would be desirable to buffer the uses. Designated as a collector street, the right-of-way width for this street should be sized to provide for the additional street tree plantings.

3.7 GOALS, STRATEGIES, AND TACTICS:

Because of the substantial relationships between the land use, transportation, sanitary sewer and other plan elements, there may be some redundancy between the goals, strategies and tactics set forth below. Wherever one of the other plan elements provides more specific, but not contrary, goals, strategies and tactics, those should control.

LAND USE

Goal 1. Preserve and enhance Shakopee’s natural resources that have been identified in the City’s Natural Resources Inventory and Natural Resources Plan.

Strategy 1.1. Encourage new development to occur in a pattern that minimizes the disruption of important identified natural resources and fosters natural resource corridor connections.

Tactics:

1.1.1 Development proposals that preserve existing wetlands or replace wetlands on site shall be preferred over proposals that create replacement wetlands.

1.1.2 Allow the protection of farmland prior to urbanization through the use of the Agricultural Preserves Act, which provides tax benefits and additional protection for areas identified for long-term agricultural use.

1.1.3 Coordinate with Scott County (which has ongoing maintenance authority within the City) on the siting, design, construction and maintenance of on-site sewage disposal systems that are consistent with the applicable requirements set forth in the Met Council’s Water Resources Management, Part 1, Wastewater Treatment and Handling Policy Plan.

1.1.4 Adopt a stormwater ordinance that addresses City-wide stormwater issues, including assessing the need for regional stormwater facilities and wetland preservation.

1.1.5 The City will continue development and maintenance of a geographic information system (GIS) to monitor development, public assets, and important natural resources.

MUSA STAGING

Goal 2. Promote new urban development that generally occurs adjacent to existing urban development, can be readily served by urban services, and uses land efficiently.

Strategy 2.1. The City will plan for the gradual and staged development of land in a manner that minimizes the public costs of providing public services.

Tactics:

2.1.1 Growth in population, households, employment, and commercial/industrial development will be projected using Census data, Metropolitan Council statistics and building permit information. Projections should be compared to actual growth figures on an annual basis to determine whether sufficient vacant land is available to meet current and future needs while avoiding market price distortions.

2.1.2 Developers shall be required to provide any and all of the infrastructure necessary to serve their proposed development. The City may require that infrastructure be oversized to meet the greater needs of the City, but the developer shall not be responsible for such infrastructure over-sizing costs.

2.1.3 The City will maintain a right-of-way management program to more fully and efficiently utilize the public lands. Street trees, pavement management, and sidewalk management will be addressed in this program.

2.1.4 The City will maintain accurate flood plain maps, and will use them to help identify locations for potential infill developments.

Strategy 2.2. The City will actively discourage urban development in areas that do not have access to a full range of City services (i.e. sanitary sewer, water, surface water drainage, and roadways).

Tactics:

2.2.1 Future unsewered residential subdivisions should be required to plan for re-subdivision of land when sewer service and/or water service becomes available. Clustering of lots and houses and transfer of density will be encouraged as long as the overall density of one house per 10 acres is maintained and safe septic tank operation is insured.

2.2.2 The minimum lot size for unsewered industrial land will remain twenty acres.

2.2.3 The City will continue to coordinate the land subdivision process with the Scott County's Recorder's Office so that all land subdivisions and divisions within the City of Shakopee are approved by the City prior to their recording at Scott County.

2.2.4 Undeveloped areas outside of the MUSA line will not be rezoned to allow commercial, industrial, or urban residential uses.

Strategy 2.3. Encourage balanced development of land suitable for commercial, industrial, and residential uses.

Tactics:

2.3.1 Sufficient tracts of land will be identified for future City-wide retail development in the vicinity of CR 69 and TH 169.

2.3.2 In order to foster long-term job creation, the City will reserve prime sites for industrial development even if in conflict with short-term residential and commercial development market forces. Prime industrial sites would be those with good rail and/or street access, large lots and a high degree of compatibility with surrounding uses and the environment.

2.3.3 Each urban zoning district shall be monitored annually and expanded as necessary to ensure that there is projected to be at least a five-year supply of developable sewerred land within each district.

2.3.4 Areas in the City which, at the date of adoption of this plan, bore a zoning classification inconsistent with the land use identified on the accompanying Land Use Plan map are intended by the City to be rezoned at the time of development or redevelopment.

NEIGHBORHOOD PLANNING

Goal 3. Create desirable and livable neighborhoods by encouraging residential development that is compatible with adjacent land uses and transportation facilities.

Strategy 3.1. Manage transitions between land uses of different intensity by utilizing setback requirement, berms, landscaping, berms, mixed-use development zones, open space, recreational areas, or other buffers.

Tactics:

3.1.1 Special areas studies should be prepared for areas with difficult land use transitions (e.g. the areas around Stagecoach Road, the areas in the CR 69 corridor).

3.1.2. Corridor plans should be developed for Marschall Road and First Avenue to improve transitions between land uses, retail vitality, overall appearance, and safety.

Strategy 3.2. Allow only uses within the City’s zoning districts that conform to the intent of the district.

Tactics:

3.2.1. The B-3 (Downtown Business) Zone should be reviewed, and if necessary, updated to allow maximum flexibility in the horizontal and vertical mixture of land uses as described in the Downtown Plan. Regulations should result in development that is compatible with the historic character of the core retail area, promotes public open space and provides a smooth transition to the surrounding established residential neighborhoods.

3.2.2. The commercial zoning districts (B-1 and B-2) should be reviewed and, if necessary, updated to ensure that there are appropriate standards to distinguish between neighborhood, city-wide, and regional shopping areas.

3.2.3 Areas in which the uses are inconsistent with the land use plan should be identified, and strategies should be developed to bring them into compliance or to redevelop them.

Strategy 3.3. Minimize potential conflicts between major streets and adjoining land uses.

Tactics:

3.3.1. Prohibit direct access from new residential lots to arterial and collector streets in urban districts at the time of platting.

3.3.2. Sight triangles shall be used to prevent obstructions that can create traffic hazards.

3.3.3. Review signage and lighting regulations to insure that they prohibit signage and lighting that may create traffic hazards.

3.3.4. Industrial and commercial areas should be located so that truck traffic may access them without using residential streets.

Strategy 3.4. Promote unified developments through the use of area plans or planned unit developments and by discouraging strip development.

Tactics:

3.4.1 An entire tract in common ownership must be planned before significant development is allowed in any part of the tract.

3.4.2 Zoning and subdivision powers shall be used to limit the number and spacing of curb cuts on roadways and encourage the use of shared driveways.

3.4.3. Commercial development shall be clustered at key locations instead of continuous strips of freestanding commercial uses.

3.4.4. Commercial lots should be sufficient in size and depth to provide for off-street circulation among neighboring businesses.

Goal 4. Improve the community's image in the mind of Shakopee residents and non-residents through physical improvements.

Strategy 4.1. Improve the appearance of major corridors.

Tactics:

4.1.1. The City will identify primary and secondary corridors for the community that will be developed through a public-private partnership to include a common landscaping theme.

4.1.2. The City will identify primary and secondary entry points for the community that will be developed through a public-private partnership to include common greeting/directional signage, monuments and/or landscaping.

4.1.3. Regulations will be developed and approved requiring land developers to plant and maintain trees along all of a new development's streets following a comprehensive planting plan.

4.1.4 The City will perform a complete review of its signage requirements to ensure that the requirements are flexible enough to identify each business given street conditions (speed, terrain, etc.) yet stringent enough to prevent dangerous traffic conditions, the obscuring of other business signage, and visual "clutter".

Strategy 4.2. Promote and require attractive private development through public regulations, by example, and market pressure.

Tactics:

4.2.1. The City will regulate and review the design of new commercial, industrial, and multiple-family residential sites, paying special attention to landscaping, signage, parking, trash handling, and lighting.

HISTORIC PRESERVATION:

Goal 5. Maintain and enhance ties to the City's natural and historic assets.

Strategy 5.1. Increase public use of the riverfront and strengthen its relationship to the Downtown.

Tactics:

5.1.1 Approve and begin implementation of the Riverfront Design Plan.

5.1.2 Link the Downtown to the river with pedestrian paths, roads, view lines, lighting, signage, and parks.

5.1.3 Work with the Minnesota Department of Natural Resources, the U. S. Fish and Wildlife Service, and the U. S. Army Corps of Engineers to improve public awareness and use of the river.

5.1.4 Look favorably upon private proposals to redevelop property for new housing along the river above the floodplain or to create new river-related commercial entertainment businesses.

5.1.5 Advocate the extension of the DNR trail eastward through Murphy's Landing to Fort Snelling.

Strategy 5.2. Develop a plan for historic preservation that contains strategies that seek to promote neighborhood restoration and economic development as well as preservation.

Tactics:

5.2.1. Develop and maintain a current inventory of structures and places with potential historical, architectural, and cultural significance.

5.2.2. Support the nomination of viable historical, architectural, and cultural structures and places to the National Register of Historic Places.

5.2.3. Take full advantage of national and state historic preservation programs, technical assistance, and opportunities that enhance and strengthen local efforts.

5.2.4. Develop a recognition program for outstanding private preservation activities.

5.2.5. Balance the application of historic preservation provisions with other goals and Strategies of the plan.

Strategy 5.3. Encourage preservation of buildings and places that have historical or architectural significance.

Tactics:

- 5.3.1. Prepare an ordinance that promotes the preservation of historic structures.
- 5.3.2. Create reasonable financial incentives to assist in the cost of rehabilitation or preservation.
- 5.3.3. Conduct a study to identify areas within the City that contain concentrations of historic structures and sites to determine whether to establish local historic preservation landmarks and/or districts.
- 5.3.4.. Encourage maximum flexibility in the application of the building code and zoning ordinance to make it easier to renovate and reuse historic or architecturally significant structures while maintaining life-safety features through the balance of the Marschall Road District.