

## CITY OF SAVAGE COMPREHENSIVE PLAN

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Appendix A                      Water Resource Management Plan

## CHAPTER 1: INTRODUCTION

The City of Savage is located approximately 16 miles south of downtown Minneapolis, in the northeastern portion of Scott County. The outer boundaries of the City encompass an area about three miles from east to west and five miles north to south (approximately 17 square miles). The northern border of the City is the Minnesota River, across which lies the City of Bloomington in Hennepin County. To the east is the City of Burnsville in Dakota County, to the south is Credit River Township, and to the west are the cities of Shakopee and Prior Lake.

### PLAN OVERVIEW

The 2040 Savage Comprehensive Plan is a statement of what the community wants to become and an ongoing planning effort to guide growth and development within the community. Comprehensive planning often involves planning for people and jobs that are not yet here. The Metropolitan Council develops population, housing and employment forecasts as a component of a city's System Statement to help set realistic goals and policies to plan for the future needs and trajectories of the community over the decades to come.

The Plan identifies City policy for the physical development of the community in areas of land use, housing, transportation, parks, open space and trails, water resource management, water supply, sanitary sewer facilities, natural resource management, and economic development. Successfully accommodating growth and development within Savage in a sustainable manner requires a proactive strategy to address future concerns, desires and needs of the community. The Comprehensive Plan provides a strategy and framework for achieving consensus in developing policies, objectives and strategies aimed at orderly and sustainable accommodation of metropolitan growth. The intent is to provide a solid foundation from which specific implementation actions can take place.

### Purpose

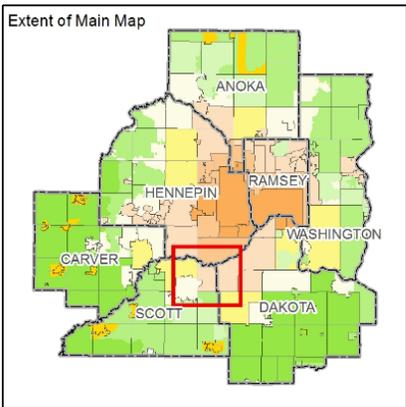
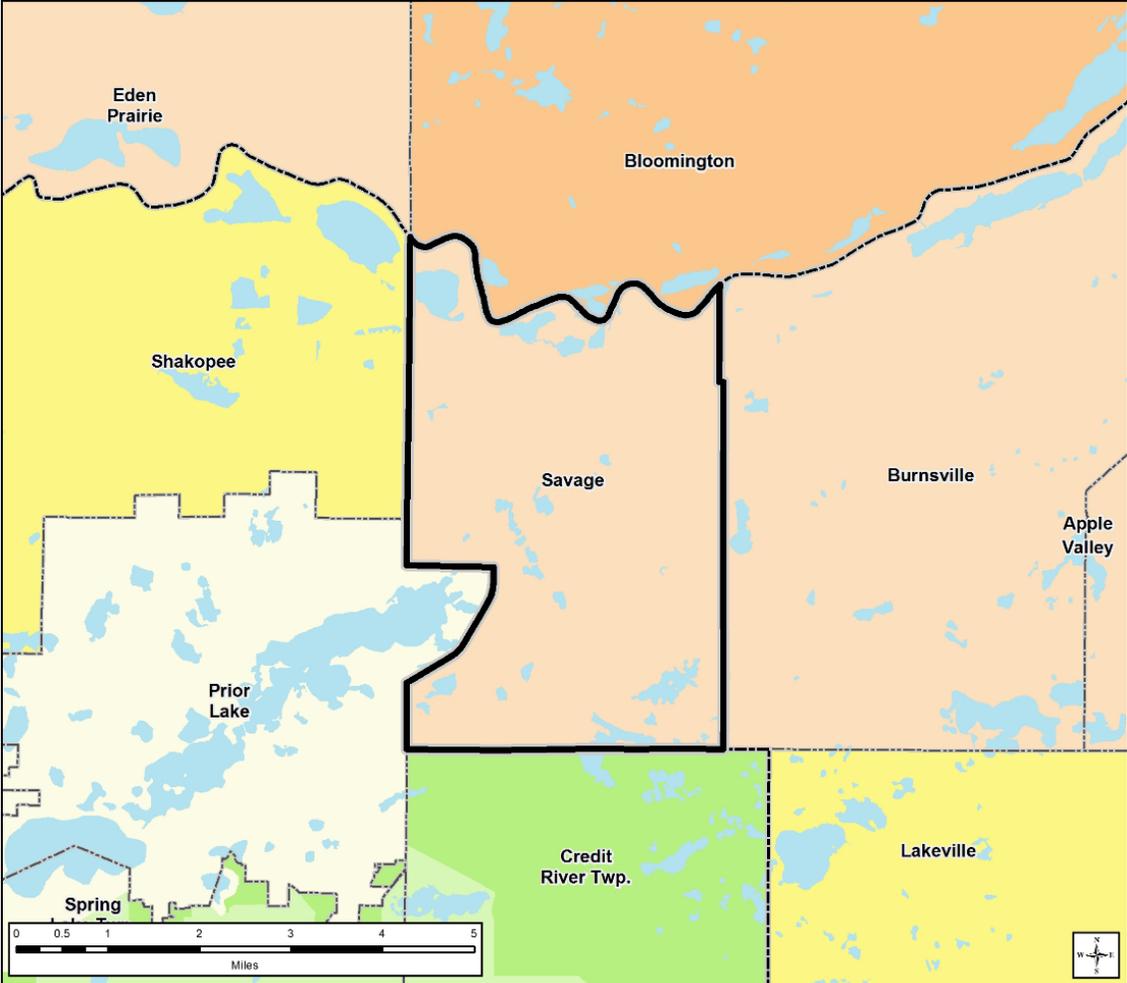
The 2040 Savage Comprehensive Plan was prepared in accordance with the Metropolitan Land Planning Act (Minnesota Statutes, sections 473.851 through 473.871) and the policies of the Metropolitan Council. The Comprehensive Plan conforms to the Metropolitan Council's system statement for Savage dated September 17, 2015.

## Metropolitan Council's Role in Regional Growth

To coordinate regional policies and guide growth and development, the Metropolitan Council has developed Thrive MSP 2040. This document establishes goals, policies and action steps for communities to use as a framework in developing comprehensive plans. By conforming to the regional goals established by the Metropolitan Council, the shared vision for the region can be achieved, that being a region prosperous, equitable, livable and sustainable. The document guides regional growth through the year 2040 and designates the City of Savage as "Suburban" for policy and planning purposes. Suburban communities experienced continued growth and expansion during the 1980s and early 1990s, and typically have automobile-oriented development patterns at significantly lower densities than in previous eras. Suburban communities are expected to plan for forecasted population and household growth at average densities of at least 5 units per acre for new development and redevelopment.

FIGURE 1-1: RELATIONSHIP OF SAVAGE TO METROPOLITAN AREA

**Community Designations**  
**City of Savage, Scott County**



**Community Designations**

Outside Council planning authority	Emerging Suburban Edge
Agricultural	Suburban Edge
Rural Residential	Suburban
Diversified Rural	Urban
Rural Center	Urban Center

County Boundaries  
 City and Township Boundaries  
 Lakes and Major Rivers

## Planning Process

The Comprehensive Plan is a compilation of twelve separate planning documents.

- South Savage Subarea (SRF Consulting Group, Inc.)
- Sanitary Sewer (City of Savage)
- Hamilton Area (Hoisington Koegler Group)
- TH 13 Beautification Plan (Hoisington Koegler Group)
- City of Savage Housing Element (Nancy Reeves and Associates)
- Transportation (SRF Consulting Group, Inc.)
- Park, Open Space and Trails (Hoisington Koegler Group)
- Water Resource Management Plan (WSB)
- Alternative Areawide Review (City of Savage)
- Alternative Water Source (Barr Engineering Company)
- Water Conservation (HNTB Corporation)
- City of Savage Water Plan

Each document has been integrated with the others to form chapters of the Comprehensive Plan. Documents that consist of a large amount of technical data and explanatory text are presented in summary format. To view plan components in greater detail, readers are referred to the original documents, which are referenced in this Plan and are available through the City's Community Development Department.

## COMMUNITY BACKGROUND

### History of Savage

The City of Savage has been one of the fastest growing communities in the Twin Cities Metro Area over the last three decades; its population more than doubled during the

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1990's and has steadily increased over the period from 2000 to present. The community was founded as the Village of Hamilton along the Minnesota River and valley. In 1902, Marion Willis Savage purchased 400 acres of land in the town of Hamilton to stable his horses. In that same year he acquired Dan Patch, the famous horse that set a world record when he paced the mile in 1:55 minutes at the 1906 Minnesota State Fair. In 1904 Hamilton was changed to Savage to honor the man who brought world-wide attention to this small community. Savage remained a relatively small town for the next several decades. It was not until after World War II that residential development began above the river bluffs.

On April 28, 1969, the village of Savage was consolidated with the adjacent Glendale Township to form the existing 17-square-mile City. Between 1980 and 1990, the Savage population grew from approximately 4,000 residents to 9,900, representing an annual increase of 9.6 percent. Between 1990 and 2000, the population grew from 9,900 residents to 21,115, an annual increase of 11.3 percent. Growth between 2000 and 2010 was moderate, but steady, with an annual increase of 5.8 percent, despite the impacts of the recessionary period. The Twin Cities Metropolitan Council estimated that the 2016 population in Savage was 30,285, which yields a similar annual increase to the previous decade.

TABLE 1-1: HISTORIC POPULATION AND EMPLOYMENT

	<b>Total Population</b>	<b>Households</b>	<b>Employment</b>
<b>2016*</b>	30,024	10,069	7,650
<b>2010</b>	26,911	9,116	6,753
<b>2000</b>	21,115	6,807	5,366
<b>1990</b>	9,906	3,255	3,180
<b>1980</b>	3,954	1,234	3,125
<b>1970</b>	3,115	828	1,920

\*METC Estimate

### Regional Growth Dynamics

The Twin Cities metro area has seen increased growth over the past twenty years and has increased in population by almost 400,000 since the year 2000 according to Metropolitan Council estimates. With this growth has come increased prosperity – new

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jobs, rising incomes, added tax revenue, higher property values and the highest rate of home ownership in the nation.

But, as many Twin Citians have already discovered, accommodating growth is not always easy. Traffic congestion and commuting times have increased. Prices for new and existing homes have risen faster than incomes. And new development has meant increased demand for costly urban services and increased pressure on vital natural resources.

Although the population increases in the City of Savage outpace many other Twin Cities metropolitan municipalities, the entire metro region is experiencing pressures that necessitate comprehensive planning strategies to adequately accommodate growth. High rates of job expansion, low overall unemployment rates, high per capita income and an abundance of scenic and natural amenities have made the Twin Cities metropolitan area an attractive place to live, work and raise a family. This prosperity and growth is expected to continue over the next 20 years, resulting in increased migration to the Twin Cities area and higher demands for personal and social services, housing and employment. It should be noted that growth slowed significantly during the late 2000's as the full impact of the 2008 recession began to be felt regionally, and while development in Savage has increased since 2010, it still has not reached the same level that existed prior to the recession.

By the year 2040, The Metropolitan Council forecasts a regional population of 3,738,000, which is an increase of approximately 888,000 since 2010. Overall, the Twin Cities metropolitan area is expected to add 374,000 households by the year 2040, representing a growth rate of approximately 25 percent over the 30-year period from 2010 to 2040. The anticipated allocation of this growth to individual counties, as projected by the Metropolitan Council, is presented in [TABLE 1-2](#). This data suggests that the two southwestern counties, Carver County and Scott County will have the highest growth rates among all seven counties and will add a total of 58,721 households by the year 2040.

Guiding the intensity, type and location of this development is the responsibility of the Metropolitan Council working in partnership with local municipalities, counties and townships.

TABLE 1-2: HOUSEHOLD PROJECTION AND RATE OF CHANGE 2010-2040

County	2010 Households	2040 Households	Rate of Change 2010-2040
Anoka	121,227	171,930	29%
Ramsey	202,691	246,450	18%
Hennepin	475,913	601,530	21%
Scott	45,108	74,130	39%
Carver	32,891	62,590	47%
Dakota	152,060	204,950	26%
Washington	87,859	130,090	32%
<b>Total Metro</b>	<b>1,117,749</b>	<b>1,491,670</b>	

Source: US Census, 2010; and Metropolitan Council, 2015

### The City's Role in Regional Growth

The City of Savage is within the seven-county metropolitan area under the jurisdiction of the Metropolitan Council, and must, therefore, adopt a comprehensive plan covering land use, transportation, housing, infrastructure and other community needs.

According to Metropolitan Council growth projections, the City of Savage will add approximately 4,231 households and grow to 14,300 total households from 2015 to 2040. To accommodate this growth, this Comprehensive Plan indicates that Savage will need to develop at 5 dwelling units per acre as indicated by the Suburban community designation. Significant portions of the southern part of Savage, where larger tracts have been available, are currently developing, meaning that remaining development will be primarily infill in nature. Further, the City Council recognizes the need for housing of all types in order to provide housing opportunities for residents no matter what age or socio-economic status. To this end, it is the intent of the Comprehensive Plan to provide guidance and to ensure that anticipated growth can be accommodated, while responding to housing needs for all residents.

### Existing Land Use

Existing land use can be thought of as what actually exists on the ground at the present time, regardless what has been planned or what zoning regulations exist. The most accurate depiction of what land uses currently exist in Savage comes from the City's own geographic data to provide current land use types by acreage. TABLE 1-3 shows the existing land use in the City of Savage.

As a suburban community, little land in the City remains undeveloped.

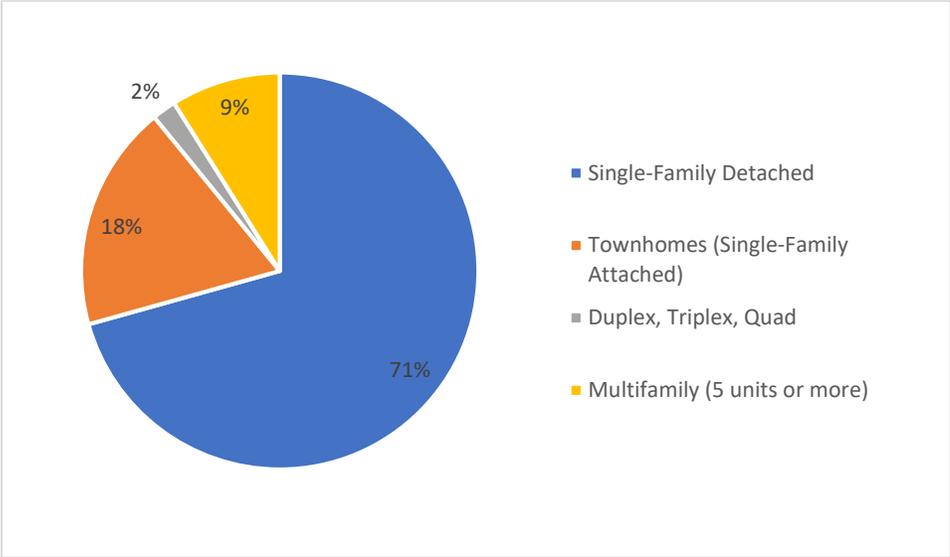
TABLE 1-3: EXISTING LAND USE TYPE BY ACREAGE

	Total Acres	Percent
<b>Low Density Residential</b>	3,370	31.8%
<b>Medium Density Residential</b>	361	3.4%
<b>High Density Residential</b>	58	0.6%
<b>Mixed Use</b>	140	1.3%
<b>Commercial</b>	263	2.5%
<b>Industrial</b>	841	7.9%
<b>Institutional</b>	360	3.4%
<b>Business park</b>	100	0.9%
<b>Park</b>	1,756	16.6%
<b>Public</b>	49	0.5%
<b>Right-of-way</b>	1,405	13.3%
<b>Railroad</b>	74	0.7%
<b>Open Space</b>	726	6.9%
<b>Water</b>	527	5.0%
<b>Vacant</b>	563	5.3%
<b>Total</b>	10,593	

### Existing Residential Uses

Residential land uses make up about 36 percent of Savage’s total land area. Of the residential land, single-family detached homes are the predominant residential type at 71 percent of the total units in the city. [FIGURE 1-4](#) depicts the housing unit type mix in Savage.

FIGURE 1-4: HOUSING UNIT TYPE



Source: U.S. Census Bureau Decennial Census and Metropolitan Council Housing Stock Estimates

**Housing Market Responses to Regional Growth**

Savage’s easy access to the regional transportation system and strong residential character has resulted in historically steady residential development, though since the 2008 recession the number of single family permits has declined until recently. The preference for single-family structures is a direct result of available land, convenient access, local subdivision and zoning regulations and perceived market demand, although recent permit activity in the City has been predominantly higher density multi-family development.

The Twin Cities region will need much more housing in the next 30 years, but population changes are shifting consumer preferences for various types of units. The new-housing market, which has historically favored single-family housing on larger lots, is responding with a shift toward smaller single-family lots and attached homes, as well as multi-unit development. This trend continues to strengthen as baby-boomers grow older. The growing share of attached housing and rental units – housing attractive to singles, young couples without children, “empty nesters” and others – enriches the stock of available housing, makes available single-family homes to first-time and “move-up” buyers, and offers opportunities to improve connections with work places, retail, services and entertainment.

The vision for future housing in the City of Savage is to grow into a community with a full range of housing types and costs, so as to provide life-cycle housing responding to the needs of the metropolitan area population. The City will strive to create a unified community of neighborhoods offering a variety of housing choices and interconnecting with commercial developments and other features of the community.

### **Existing Commercial and Institutional Land Use**

Savage has many commercial and industrial districts, and together they make up about 14 percent of Savage's land area. The majority of Savage's industrial land is in the northern portion of the city. Major commercial centers include the areas along Egan Drive, and the areas along Highway 13 West.

### **Existing Public Land Uses**

Five percent of Savage's land area is made up of institutional and utility land uses. These include civic buildings and city-owned land. An additional 30 percent of Savage's land is devoted to outdoor recreation or sport areas and open spaces that include parks and water.

## **Parks and Natural Resources**

Many factors influence an individual's decision on where to live, work, and raise a family. Chief among these is access to unique natural resources and recreational amenities. Savage is well-blessed in both these attributes, and the City of Savage understands this connection and is committed to a proactive planning process ensuring that the highest quality of open space and recreational facilities are provided for its residents.

The community of Savage currently has 23 established city parks with a combined park area of 430 acres. The two largest parks, Savage Community Park (located along Dakota Avenue, north of CSAH 42) and Hidden Valley Park (located along Glendale Avenue, south of CSAH 16) are each 45 acres in size and represent the diversity of recreational amenities offered within the Savage park system. Savage Community Park contains various playing fields and is designed for active recreational activities, while Hidden Valley Park is designed with a passive setting more apt for picnics and quiet gatherings. Both parks are designed as "community" parks with regard to their use by residents of the City.

Savage is fortunate to be the home of two regional park facilities: Murphy-Hanrehan Park Reserve located in the southeast corner of the City, and the James Wilkie sector of the Minnesota Valley Natural Wildlife Refuge Area located adjacent to the Minnesota River in the northwest corner of the City.

Natural resources have significant scenic amenity value, provide important ecological functions and establish a sense of community and attachment for individual residents. Usually, natural resources distinguish communities from one another, and many communities are known for a particular or unique natural resource. Natural resources in Savage include the Credit River, Savage Fen Wetland Complex, Eagle Creek, and Boiling Springs. Recognizing the unique characteristics of these natural areas, and the potential threats to their integrity by urban development in Savage, the City has been proactive in studying these areas and making recommendations for preserving them. As a result, many natural resource areas have been protected, including the creation of the Eagle Creek Aquatic Management Area and proposed plans for the creation of the Credit River Greenway.

The southern portion of Savage is known primarily for the Murphy-Hanrehan Regional Park, but it also has considerable areas of woodlands, surface water resources and other natural resource amenities that will continue to attract residents well into the future. An important issue and one of the main elements of this Plan will be the preservation of natural resources and the balancing of growth and resource protection. Water resources, including the Savage Fen Wetland Complex and Eagle Creek, are discussed in depth in Chapter 4 (Natural Resource Management Plan). Plans detailing the provisions of City water supplies and sanitary sewers are dealt with in Chapter 8 (Water Supply Plan) and Chapter 9 (Sanitary Sewer Plan), respectively.

### Transportation's Role in Regional Growth

From its inception, transportation has shaped the community of Savage. A steamboat landing, located at the point where the Credit River meets the Minnesota River, marked the beginning of what was then called the town of Hamilton. Initially urban development clustered along the Minnesota River capitalizing on the ease of river transportation at the turn of the century. Savage still has a functioning port on the Minnesota River served by barge companies operating in conjunction with the Upper Mississippi Waterway System. The presence of the railroads located just north of present-day TH 101 and TH 13, constructed between 1865 and 1870, were also influential in Savage's early development.

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POPULATION CHARACTERISTICS

The City of Savage has utilized Metropolitan Council forecasts of population, households and employment, as outlined in **FIGURE 1-5**. These forecasts are used throughout the Comprehensive Plan as a basis for physical plans and policies. The chart below shows census population data for Savage, indicating that Savage has grown rapidly over the last 30 years, and is projected to continue growing through 2040.

FIGURE 1-5: HISTORIC AND PROJECTED POPULATION

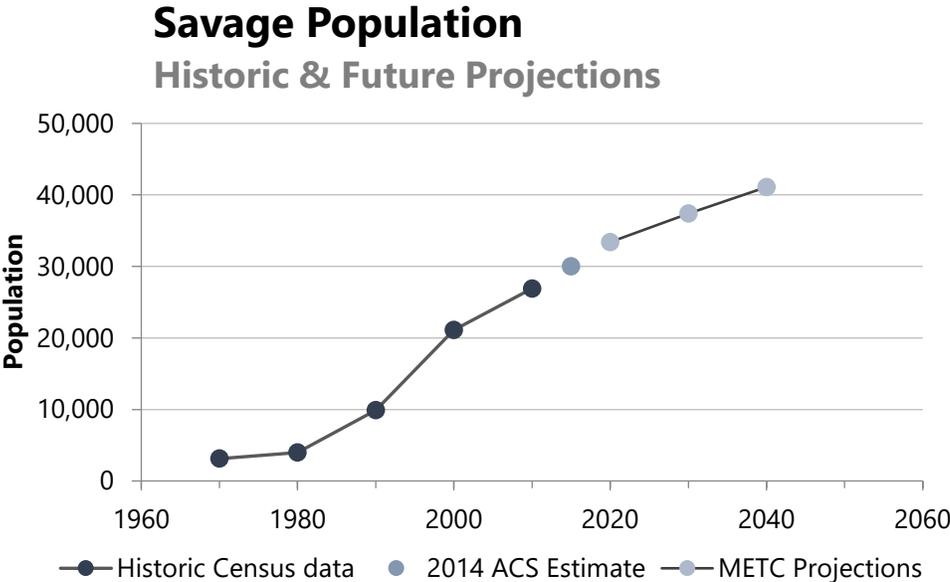


TABLE 1-5: POPULATIONS, HOUSEHOLD, AND EMPLOYMENT

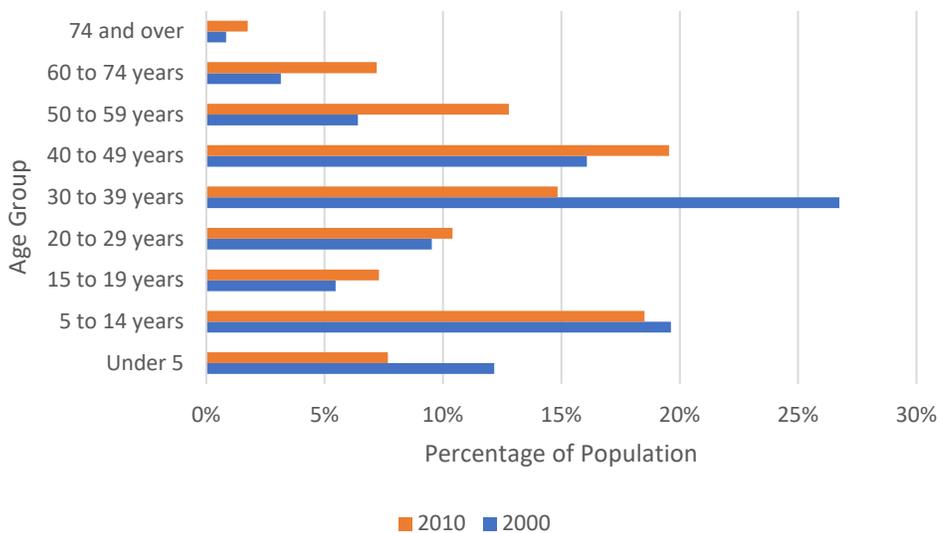
Forecast Year	Population	Households	Employment
2010 (Census)	26,911	9,116	6,753
2020	33,400	11,600	8,100
2030	37,400	13,000	8,800
2040	41,100	14,300	9,400

Source: Metropolitan Council, Census 2010

### Age Demographics

Like many other communities around the country, Savage is experiencing an aging population. The percent of the population within the 50-59, 60-74 and 74 and over age groups have all increased from 2000 to 2010. Providing adequate housing and services for residents of all ages has been and will continue to be a priority for the City of Savage. As older residents age out of their homes, Savage is seeing an increase in younger residents and families.

FIGURE 1-6: POPULATION BY AGE



Source: 2012-2016 ACS 5-Year Estimates

### Household Income

The median and average household income in Savage is generally consistent with other nearby communities as shows below. The median and average household income is

slightly higher when compared to Scott County as a whole, and generally higher than nearby communities, except for Prior Lake.

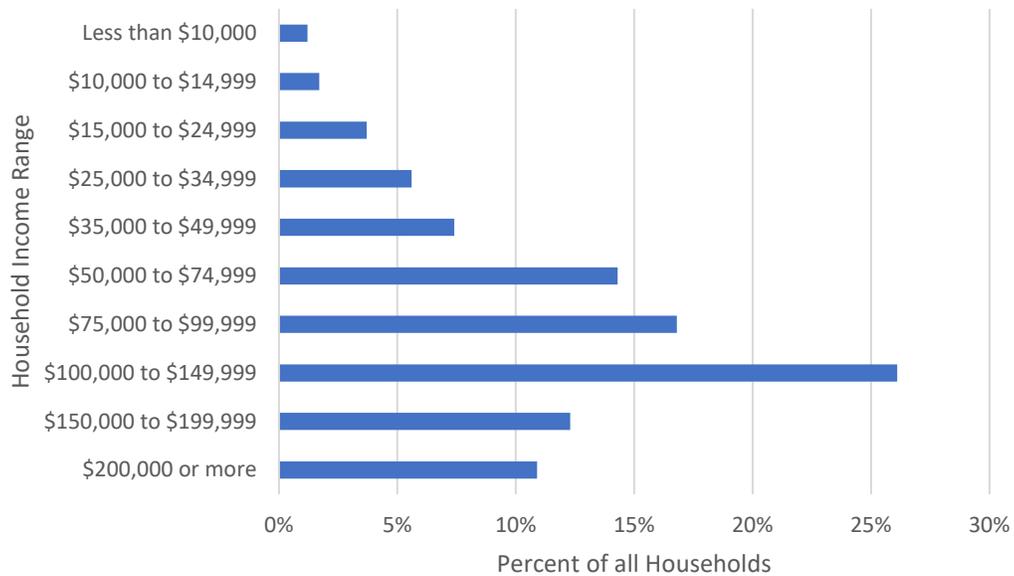
TABLE 1-6: MEDIAN HOUSEHOLD INCOMES OF SURROUNDING COMMUNITIES

	Median Household Income	Average Household Income
<b>Savage</b>	\$97,584	\$117,328
<b>Prior Lake</b>	\$101,128	\$115,592
<b>Burnsville</b>	\$66,225	\$80,683
<b>Apple Valley</b>	\$83,450	\$100,304
<b>Shakopee</b>	\$79,648	\$95,098
<b>Scott County</b>	\$90,198	\$107,134

Source: 2012-2016 ACS 5-Year Estimates

Savage households have a wide range of annual incomes. Over half of households make between \$50,000 and \$150,000. About 20 percent of households make less than \$50,000 while 23 percent of households make more than \$150,000 (see FIGURE 1-8).

FIGURE 1-8: HOUSEHOLD INCOME DISTRIBUTION



Source: 2012-2016 ACS 5-Year Estimates

### Poverty Rate

About five percent of Savage residents are living below the poverty line, which is slightly lower than average compared to other surrounding communities. The percentage of Savage residents living below the poverty level has increased steadily from 3.7 percent in 2012.

TABLE 1-7: POVERTY RATES OF SURROUNDING COMMUNITIES

	Percent below poverty
<b>Savage</b>	5.20%
<b>Prior Lake</b>	5.50%
<b>Burnsville</b>	9.60%
<b>Apple Valley</b>	6.80%
<b>Shakopee</b>	6.90%
<b>Scott County</b>	5.70%

Source: 2012-2016 ACS 5-Year Estimates

### Education

Savage’s population is educated, with over 40 percent of residents holding a bachelor’s degree or higher. Maintaining a highly educated workforce is just one key component to attracting new employers to Roseville.

TABLE 1-8: EDUCATIONAL ATTAINMENT

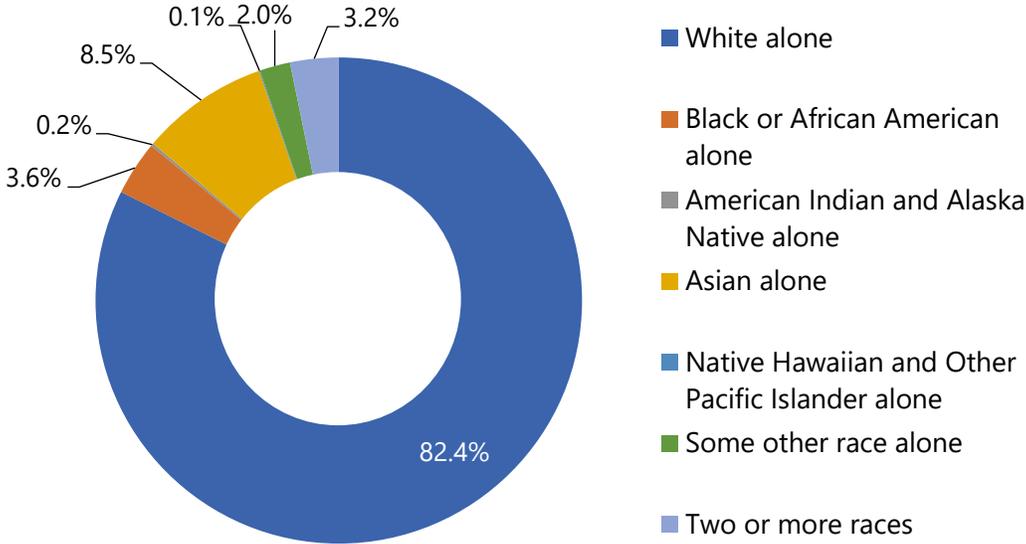
Education Level	% of Population
<b>Did not graduate high school</b>	4.3%
<b>High school graduate (includes equivalency)</b>	18.8%
<b>Some college, no degree</b>	20.4%
<b>Associate degree</b>	13.4%
<b>Bachelor’s degree</b>	31.2%
<b>Graduate or professional degree</b>	11.9%

Source: 2012-2016 ACS 5-Year Estimates

### Race

Similar to other nearby communities, Savage is seeing an increase in racial diversity among its residents. From 2010 to 2016, the rate of non-white individuals in Savage increased from 13.5 percent to 17.6 percent. It is anticipated that the number of non-white individuals in Savage will continue to grow as a percentage of the overall population. Asian, not Hispanic is the second largest racial ethnicity in Savage after White, not Hispanic at 8.5%.

FIGURE 1-11: RACIAL DEMOGRAPHICS



Source: 2012-2016 ACS 5-Year Estimates

### Summary

As can be seen from the data provided, Savage is continuing to grow, but still maintains the residential character that makes it an attractive place to live. The following chapters of this comprehensive plan will provide more detailed information as to how the envisions its next 30 years and how it will address future growth as it relates to land use, housing, parks and open space, transportation, and water and sewer infrastructure. This plan will be used to guide the City’s policies and insure that the regional goals of the Metropolitan Council are incorporated as part of the local decision-making process.