

## Community Development Committee

Meeting date: June 15, 2020

For the Metropolitan Council meeting of June 24, 2020

**Subject:** City of Lakeland Shores 2040 Comprehensive Plan, Review File 22218-1

**District(s), Member(s):** District 12, Francisco J. Gonzalez

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175)

**Staff Prepared/Presented:** Jake Reilly, Senior Planner (651-602-1822)  
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

**Division/Department:** Community Development / Regional Planning

### Proposed Action

That the Metropolitan Council adopt the attached Advisory Comments and Review Record and take the following actions:

### Recommendations of the Community Development Committee

1. Authorize the City of Lakeland Shores to place its 2040 Comprehensive Plan into effect.
2. Revise the City of Lakeland Shores forecasts as shown in Table 1 of the Review Record.
3. Advise the City to provide to the Council the date the Water Management Office approves the final Local Water Management Plan (LWMP), and the date the City adopts the final LWMP. Also advise the City to provide the Council with a copy of the final adopted LWMP when available.

### *Advisory Comments*

The following Advisory Comments are part of the Council action authorizing the City of Lakeland Shores to implement its 2040 Comprehensive Plan (Plan).

#### **Community Development Committee**

1. As stated in the *Local Planning Handbook*, the City must take the following steps:
  - a. Adopt the Plan in final form after considering the Council's review recommendations as contained in the body of this report.
  - b. Submit one hard copy and one electronic copy of the Plan to the Council. The electronic copy must be submitted as one unified file.
  - c. Submit to the Council a copy of the City Council resolution evidencing final adoption of the Plan.
2. The *Local Planning Handbook* also states that local governments must formally adopt their comprehensive plans within nine months after the Council's final action. If the Council has recommended changes to the Plan, local governments should incorporate those recommended changes into the Plan or respond to the Council before "final adoption" of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governments must adopt official controls as identified in their 2040 comprehensive plans and must submit copies of the official controls to the Council within 30 days after the official controls are adopted. (Minn. Stat. § 473.865, subd. 1)
4. Local governmental units cannot adopt any official controls or fiscal devices that conflict with their comprehensive plans or which permit activities in conflict with the Council's metropolitan system plans (Minn. Stat. §§ 473.864, subd. 2; 473.865, subd. 2). If official controls conflict with comprehensive plans, the official controls must be amended within 9 months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

## Background

The City of Lakeland Shores is located along the eastern border of Washington County. It is bordered by the City of Lakeland to the west and the St. Croix River to the east.

The City submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. §§ 473.851 to 473.871) and the Council's 2015 System Statement requirements.

## Review Authority & Rationale

Minn. Stat. § 473.175 directs the Metropolitan Council to review a local government's comprehensive plan and provide a written statement to the local government regarding the Plan's:

- **Conformance** with metropolitan system plans
- **Consistency** with the adopted plans and policies of the Council
- **Compatibility** with the plans of adjacent governmental units and plans of affected special districts and school districts

By resolution, the Council may require a local government to modify its comprehensive plan if the Council determines that "the plan is more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans" (Minn. Stat. § 473.175, subd. 1).

The attached Review Record details the Council's assessment of the Plan's conformance, consistency, and compatibility, and is summarized below.

Review Standard	Review Area	Plan Status
Conformance	Regional system plan for Parks	Conforms
Conformance	Regional system plan for Transportation, including Aviation	Conforms
Conformance	Water Resources (Wastewater Services and Surface Water Management)	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent, with the proposed changes
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	Consistent
Consistency with Council Policy	Water Supply	Consistent
Consistency with Council Policy	Community and Subsurface Sewage Treatment Systems (SSTS)	Consistent
Compatibility	Compatible with the plans of adjacent and affected governmental districts	Compatible

## Thrive Lens Analysis

The proposed 2040 comprehensive plan is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

## Funding

The Local Planning Assistance team in collaboration with the Council's GIS unit offered mapping services to communities as part of the Local Planning Handbook update. This service was aimed at communities with limited staff resources to assist them with the Future Land Use mapping needs. Eligible communities were those with 2015 Net Tax Capacity (NTC) of at or below the median NTC; population of less than 5,000 people; and not part of a County Collaboration. The City of Lakeland

Shores requested and received this service in 2019 to support their 2040 comprehensive planning process.

**Known Support / Opposition**

There is no known local opposition to the 2040 comprehensive plan.

# REVIEW RECORD

## City of Lakeland Shores 2040 Comprehensive Plan

### Review File No. 22218-1, Business Item No. 2020-151

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

### Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

#### *Regional Parks and Trails*

*Reviewer: Colin Kelly, Community Development (CD) - Regional Parks (651-602-1361)*

The Plan conforms to the *2040 Regional Parks Policy Plan (RPPP)*. Washington County would be the Park implementing agency for Regional Parks System components in the City, however there are no Regional Parks System components in the City. There are no state or federal recreation lands in the City either.

#### *Regional Transportation, Transit, and Aviation*

*Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)*

The Plan conforms to the *2040 Transportation Policy Plan (TPP)* adopted in 2015. It accurately reflects transportation system components of the TPP. The Plan is also consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight.

### Roadways

The Plan conforms to the Roadways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials. The Plan accurately reflects the regional functional classification map of A-minor arterials and has delineated major and minor collectors.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting is consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials.

### Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges that the City is within Transit Market Area V.

The Plan conforms to the Transit system element of the TPP. The Plan acknowledges that the City is not within the Transit Capital Levy District and that the only transit services provided in this type of community are Transit Link dial-a-ride service and various ridesharing services.

### Aviation

The Plan conforms to Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions and addresses seaplane use.

The Plan identifies Minneapolis-St. Paul International Airport and the Lake Elmo Airport, which are 26 and 10 miles away, respectively.

### **Bicycling and Walking**

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. The Plan identifies existing and future segments of and connections to the Regional Bicycle Transportation Network (RBTN) and regional trails.

### **Freight**

The Plan is consistent with Freight policies of the TPP. The City is about ¼ mile south of Interstate 94 and is bordered by St. Croix Trail on the west. County State Aid Highway (CSAH) 18 also runs along the western border. The City appropriately plans for freight movements near and through their community given these nearby routes.

### **Transportation Analysis Zones (TAZs)**

The Plan conforms to the TPP regarding TAZ allocations. The City's TAZ allocations for employment, households, and population appropriately sum to the Council's city-wide forecast totals for all forecast years.

The planned land uses and areas identified for development and redevelopment can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the City's identified community designation in Thrive.

## **Water Resources**

### **Wastewater Service**

*Reviewer: Kyle Colvin, Environmental Services (ES) – Engineering Programs (651-602-1151)*

The Plan conforms to the 2040 Water Resources Policy Plan (WRPP). It represents the City's guide for future growth and development through the year 2040.

The City is entirely provided wastewater service through the use of Subsurface Sewage Treatment Systems or SSTS. The only exception is one privately owned Community Wastewater Treatment System. The Plan indicates continued wastewater services will be provided through the use of SSTS through 2040.

The Plan does not propose nor anticipates requesting connection to the Regional Wastewater Disposal system within the 20-year planning period; therefore, the City is not required to submit for approval of a Comprehensive Sanitary Sewer Plan.

The Metropolitan Council does not have plans to provide wastewater services to the community within the 2040 planning period.

### **Surface Water Management**

*Reviewer: Judy Sventek, ES – Water Resources (651-602-1156)*

The Plan is consistent with Council policy requirements and conforms with the Council's 2040 WRPP for local surface water management. The Plan satisfies the local surface water management requirements for 2040 comprehensive plans. Lakeland Shores lies entirely within the oversight boundaries of the Middle Saint Croix Watershed Management Organization (WMO).

### **Advisory Comments**

When available, we request that the City provide to the Council the date the WMO approves the final LWMP, and the date the City adopts the final LWMP. We also request that the City provide the Council with a copy of the final adopted LWMP.

## Consistency with Council Policies

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City’s Plan and find that it is consistent with the Council’s policies, as detailed below.

### Forecasts

*Reviewer: Todd Graham, CD – Research (651-602-1322)*

The Plan is complete for forecasts. Section 3.3 of the Plan describes land supply. The Plan states that there is no vacant, developable residential land, and no potential for additional housing. Given this situation, Council staff have advised and the Plan requests a forecast revision.

The Plan presents this revised forecast in Section 3.7 of the Plan as shown below in Table 1.

Table 1. City of Lakeland Shores Forecasts

	Census 2010	Estimated 2018	Council System Statement			Recommended Forecast		
			2020	2030	2040	2020	2030	2040
<b>Population</b>	311	320	310	320	330	310	<u>310</u>	<u>310</u>
<b>Households</b>	117	119	120	130	140	120	<u>120</u>	<u>120</u>
<b>Employment</b>	26	115	40	50	50	<u>100</u>	<u>100</u>	<u>100</u>

The Council will officially revise the forecast simultaneous with action on the Plan.

### Thrive MSP 2040 and Land Use

*Reviewer: Jake Reilly, CD – Local Planning Assistance (651-602-1822)*

The Plan is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. The Plan acknowledges the Thrive community designation of Rural Residential (Figure 2). Thrive describes Rural Residential communities as those with residential patterns characterized by large lots with no plans to provide urban infrastructure, such as centralized wastewater treatment. Many of these communities have topographical development limitations and a development pattern with lot sizes that generally range from 1 - 2.5 units per acre.

The existing land uses in Lakeland Shores are predominately residential (91%). There is a small area of existing commercial/office/warehouse land uses (9%) adjacent to the transportation corridor, County State Aid Highway (CSAH) 18. See Figure 3.

Lakeland Shores is a small, mostly residential city on the banks of the St. Croix River, just south of Interstate 94 and surrounded by the City of Lakeland. The Plan shows a continuation of the existing development pattern and does not propose any land use changes within the planning horizon, particularly given the lack of forecasted growth.

Rural Residential communities are expected to discourage future development of rural residential patterns and where opportunities exist, plan for rural development at densities that are not greater than 1 unit per 10 acres. The Plan is consistent with Thrive for land use and residential density policies for a Rural Residential community designation.

### Housing

*Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)*

The Plan is consistent with the *2040 Housing Policy Plan*. As of 2016, the City has about 120 single-family homes, and no multifamily units. Roughly six homes are rented. More than 20 housing units are currently affordable to households earning under 80% of Area Median Income (AMI), however, roughly

15 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. There are roughly seven units affordable to households with income at or below 50% AMI and nearly 10 cost-burdened households with incomes at or below 50% AMI.

The Plan identifies existing housing needs including the housing cost burden mismatch and continued maintenance of existing homes. The City does not currently have any publicly subsidized housing. The City does not have an allocation of affordable housing need in the 2021-2030 decade, as it is not expected to experience any sewer-serviced growth.

The housing implementation plan component of the Plan describes that the City will act as a steward for information and work with residents on housing matters as they arise by receiving any resident concerns as well as refer or introduce residents to the local tools available that may offer assistance. The City states that they will rely on the Washington County Community Development Agency to meet many of their housing needs, including referring interested residents to the community land trust.

## **Water Supply**

*Reviewer: Brian Davis, ES – Water Supply Planning (651-602-1519)*

The Plan is consistent with WRPP policies related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse.

The City of Lakeland supplies water to approximately half of the City of Lakeland Shores under a joint powers agreement. The City of Lakeland prepared a Local Water Supply Plan (LWSP) that was submitted to both the MN Department of Natural Resources (DNR) and Metropolitan Council and reviewed under separate cover. This LWSP was considered complete by the Council, and a review letter was sent to the DNR on April 4, 2017. The DNR approved the LWSP on November 29, 2017.

## **Community and Subsurface Sewage Treatment Systems (SSTS)**

*Reviewer: Kyle Colvin, ES – Engineering Programs (651-602-1151)*

Collective sewers are not available within Lakeland Shores. The Plan indicates there are approximately 117 individual SSTS in use and the Washington County Plan indicates that there is one privately-owned Community Wastewater Treatment System in operation within the City. Washington County is responsible for implementing their Development Code Chapter 4 SSTS Ordinance No. 206 within the City of Lakeland Shores. The County SSTS program and Ordinance No. 206 are consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and Council 2040 WRPP requirements.

## **Special Resource Protection**

### **Solar Access Protection**

*Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)*

The Plan is consistent with statutory requirements (Minn. Stat. § 473.859) and Council policy regarding planning for the protection and development of access to direct sunlight for solar energy systems as required by the Metropolitan Land Planning Act (MLPA).

### **Aggregate Resource Protection**

*Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)*

The Plan indicates, consistent with Council aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, that the majority of aggregate resource deposits that were originally available in the City have already been extracted.



## Historic Preservation

Reviewer: Jake Reilly, CD – Local Planning Assistance (651-602-1822)

Consistent with the Metropolitan Land Planning Act, the Plan includes Goal 1.5 to preserve the historic character of the City. The Plan includes a protection element for Historic Sites in Section 7 – Historic Preservation and also covers the Lower St. Croix National Scenic Riverway.

## Plan Implementation

Reviewer: Jake Reilly, CD – Local Planning Assistance (651-602-1822)

The Plan includes a description of and schedule for any necessary changes to the capital improvement program, the zoning code, the subdivision code, the SSTS code, and the housing implementation program.

The Plan, with supplemental materials, describes the official controls and fiscal devices that the City will employ to implement the Plan. Specific implementation strategies are contained in individual chapters of the Plan, including capital improvements planning.

## Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed Plan is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

## Documents Submitted for Review

In response to the 2015 System Statement, the City submitted the following documents for review:

- February 25, 2019: Lakeland Shores 2040 Comprehensive Plan
- December 5, 2019: Revised Comprehensive Plan Responding to Council Incomplete Items for Transportation, Land Use, Forecasts, Housing, Water Supply, Implementation, Surface Water Management, Individual Sewage Treatment Systems, and Special Resource Protection and Development.
- February 4, 2020: Local Surface Water Management Plan and Revised Comprehensive Plan Responding to Council Incomplete Items for Transportation, Housing, Surface Water Management, and Implementation.
- April 19, 2020: Updated Local Surface Water Management Plan

## Attachments

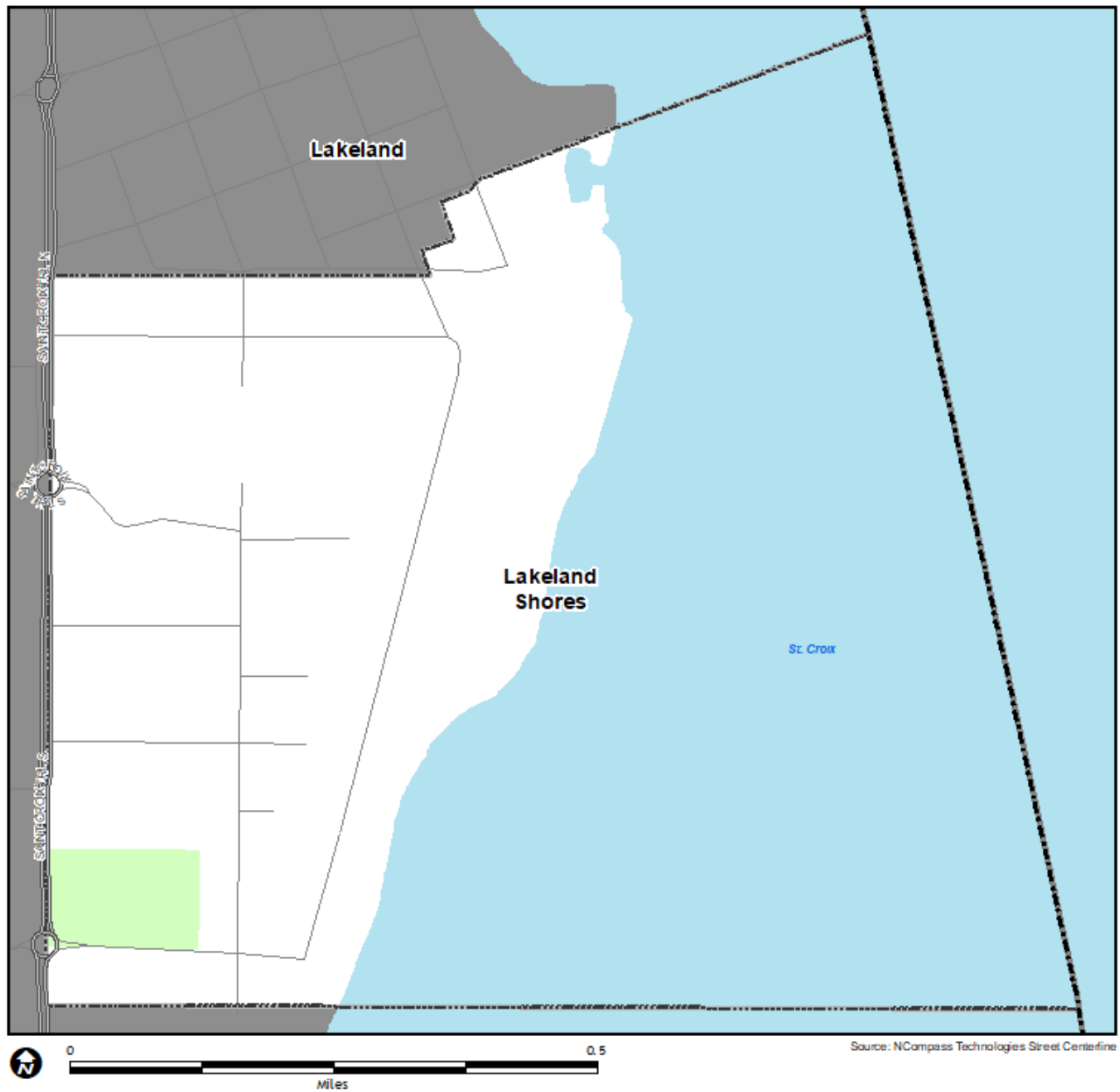
Figure 1: Location Map with Regional Systems

Figure 2: *Thrive MSP 2040* Community Designations

Figure 3: Existing Land Use

Figure 4: 2040 Future Land Use

Figure 1. Location Map with Regional Systems



**Regional Systems**

**Transportation**

**Transitways**

2040 Transportation System Policy - adopted January 2015

- Existing
- Planned Current Revenue Scenario
- Planned Current Revenue Scenario - CTIB\* Phase 1 Projects
- Potential Increased Revenue Scenario

**Regional Highway System**

- Existing Principal Arterials
- Planned Principal Arterials
- Existing Minor Arterials
- Planned Minor Arterials
- Existing Other Arterials
- Planned Other Arterials

**Recreation Open Space**

**Regional Parks**

- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units

**Regional Trails**

- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned

**Wastewater**

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

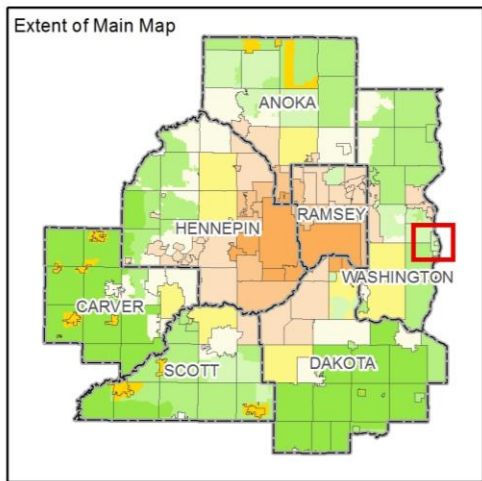
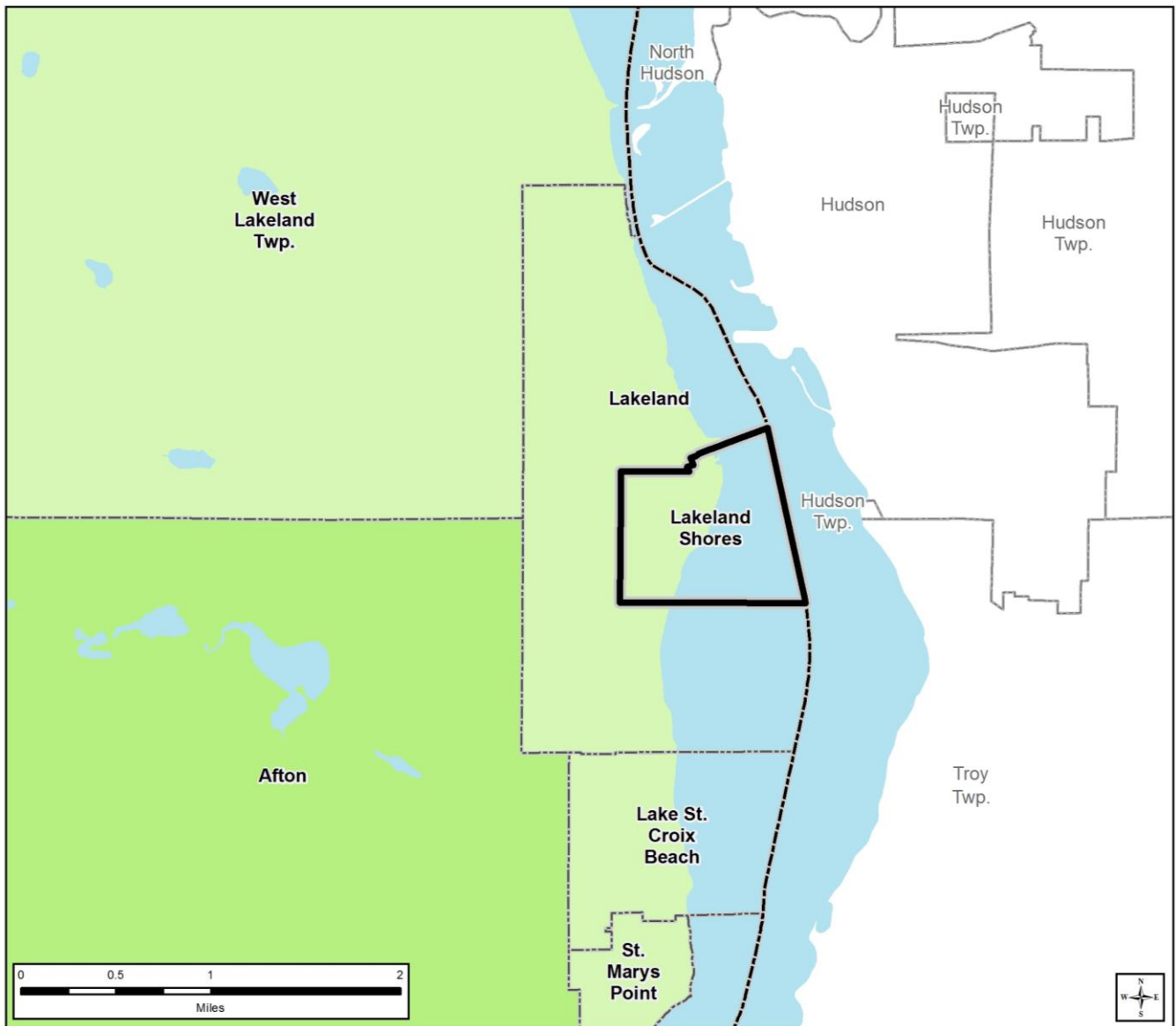
**Regional Park Search Areas and Regional Trail Search Corridors**

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors

- Local Streets
- Existing State Trails
- Other Parks, Preserves, Refuges and Natural Areas

\* Counties Transit Improvement Board (CTIB)

Figure 2. Thrive MSP 2040 Community Designations

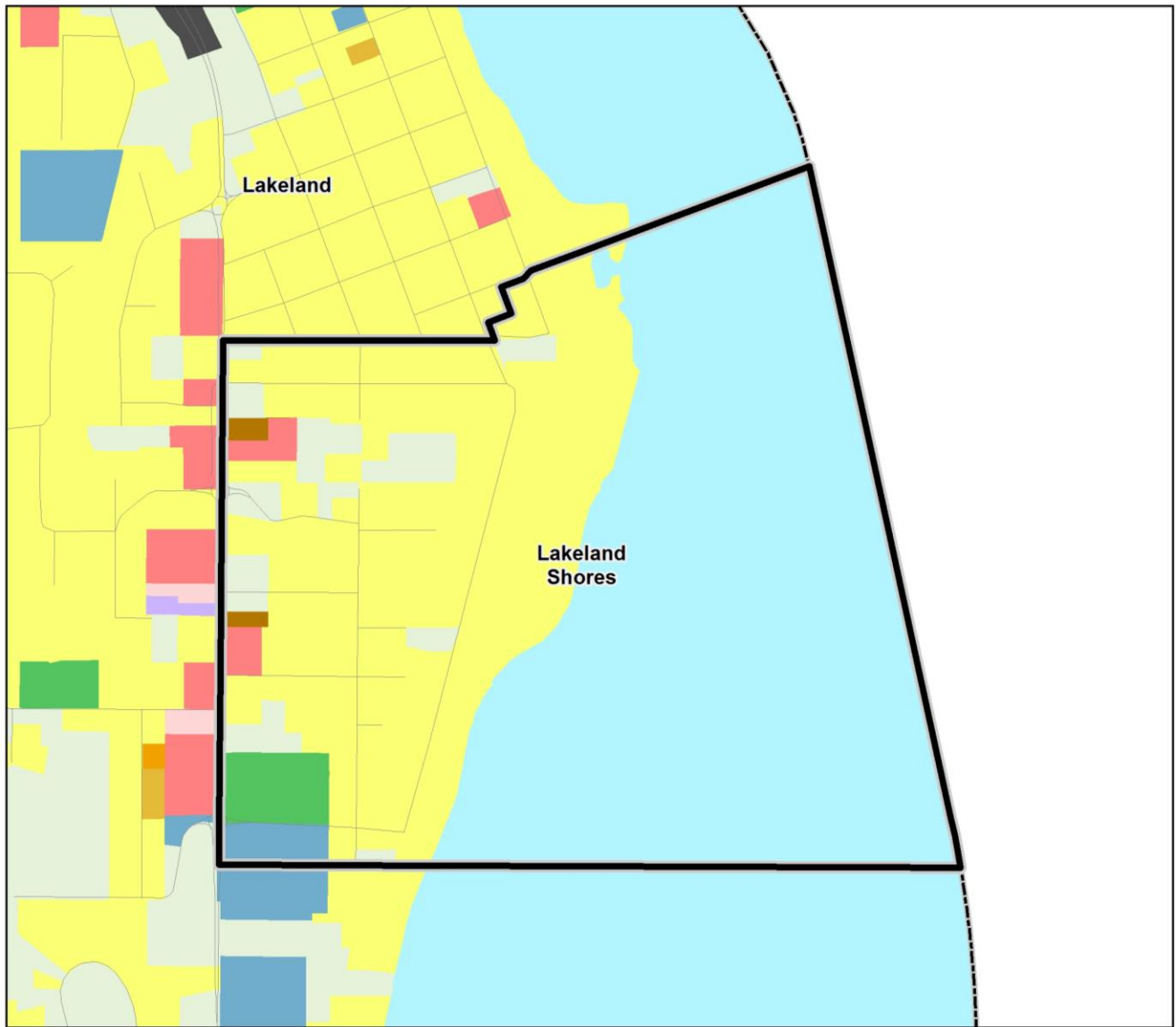


**Community Designations**

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

- County Boundaries
- City and Township Boundaries
- Lakes and Major Rivers

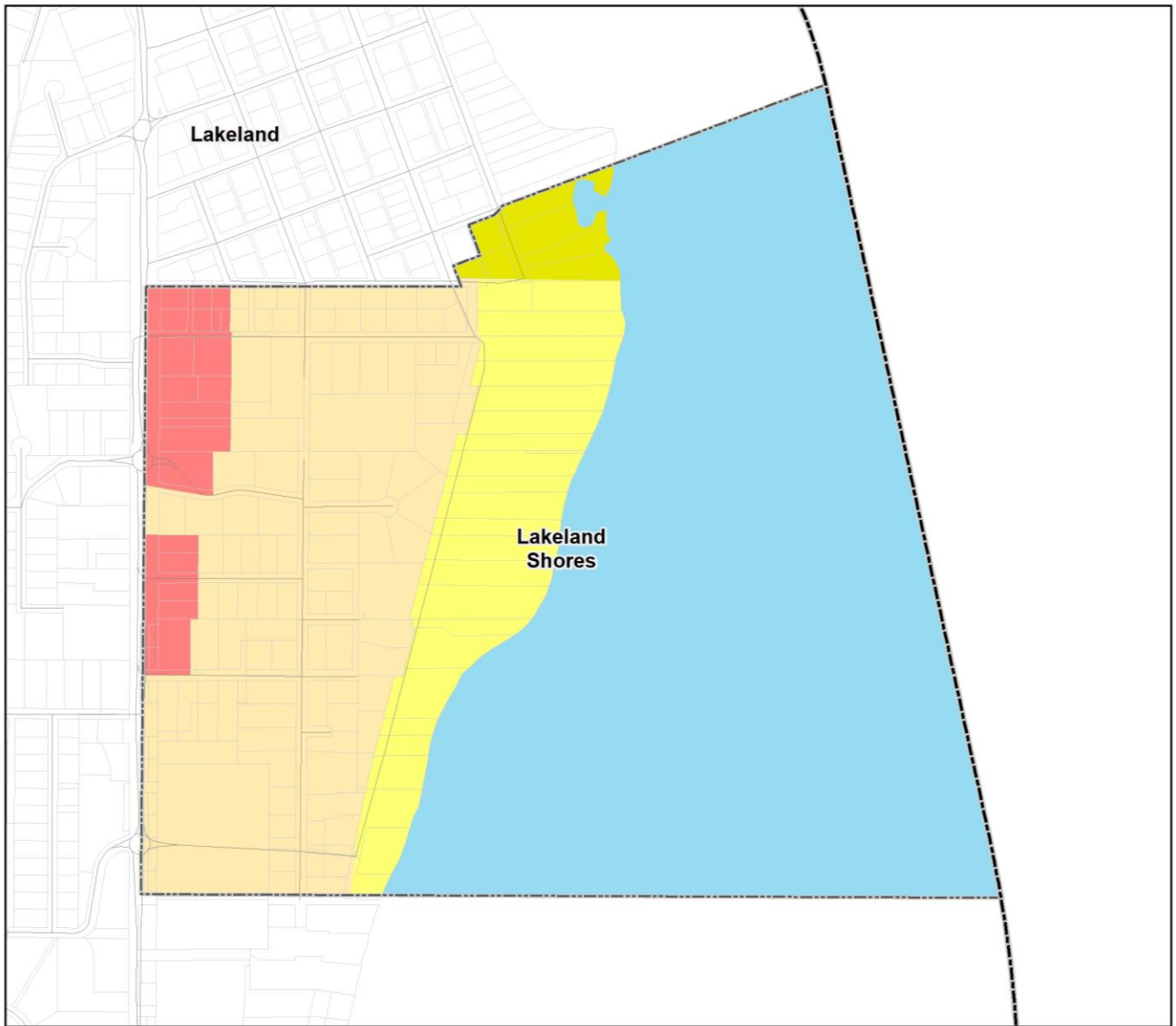
Figure 3. Existing Land Use



**2016 Generalized Land Use**

- |                             |                                |                              |
|-----------------------------|--------------------------------|------------------------------|
| Farmstead                   | Mixed Use Residential          | Major Highway                |
| Seasonal/Vacation           | Mixed Use Industrial           | Railway                      |
| Single Family Detached      | Mixed Use Commercial and Other | Airport                      |
| Manufactured Housing Park   | Industrial and Utility         | Agricultural                 |
| Single Family Attached      | Extractive                     | Undeveloped                  |
| Multifamily                 | Institutional                  | Water                        |
| Retail and Other Commercial | Park, Recreational or Preserve | County Boundaries            |
| Office                      | Golf Course                    | City and Township Boundaries |
|                             |                                | NCompass Street Centerlines  |

Figure 4. 2040 Future Land Use



**2040 Future Land Use**

- Commercial
- Residential
- River B - Single Family Residential
- Open Water
- River A - Single Family Residential

- County Boundaries
- City and Township Boundaries
- NCompass Street Centerlines