

Committee Report

Community Development Committee



Committee Meeting Date: August 19, 2024

For the Metropolitan Council: August 28, 2024

Business Item: 2024-218

City of Lakeland 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 21955-1

Proposed Action

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

Recommendations of the Community Development Committee

1. Authorize the City of Lakeland to place its 2040 Comprehensive Plan into effect.
2. Revise the City's forecasts as shown in Table 1 of the attached Review Record.
3. Advise the City to:
 - a. Send the updated Local Surface Water Management Plan to the Middle St. Croix Watershed Management Organization (MSCWMO) for their review and approval and notify the Council when the MSCWMO has approved the plan.
 - b. Provide the Council with the date that the City adopts the final Surface Water Management Plan.
 - c. Implement the advisory comments in the Review Record for Forecasts and Water Supply.

Summary of Community Development Committee Discussion/Questions

Senior Planner, Emma Dvorak presented the staff's report to the Committee. Emily Herold, Assistant Planner at MSA Professional Services, who serves as the current consultant for the City of Lakeland, was present. The Community Development Committee unanimously recommended approval of the proposed action at its meeting on August 19, 2024.

Business Item

Community Development Committee



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District(s), Member(s): District 11, Gail Cederberg
Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented: Emma Dvorak, Senior Planner (651-602-1399)
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)
Division/Department: Community Development / Regional Planning

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

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 - c. Implement the advisory comments in the Review Record for Forecasts and Water Supply.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Lakeland 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. § 473.864, subd. 1)
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 is located in eastern portion of Washington County. It is surrounded by the communities of Lakeland Shores, Lake St Croix Beach, Afton, and West Lakeland Township.

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.

The Metropolitan Council received the original Comprehensive Plan submittal on January 11, 2023. The plan was deemed incomplete for review and a letter was sent on February 7, 2023. The city resubmitted the 2040 Comprehensive Plan on May 21, 2024, and found it incomplete for review on June 13, 2024. The Council received supplemental information on July 16, 2024, and July 26, 2024. Council staff now finds the Plan complete for review. In accordance with state law, the Council has 120 days, or by Saturday, November 23, 2024 to complete its formal review of the Plan.

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
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 Metropolitan Council awarded the City a Planning Assistance Grant of \$10,000 to complete its 2040 comprehensive plan. The first half of this grant (\$5,000) was paid to initiate the local planning process in January 2017. The City did not submit their Comprehensive Plan by the contract deadline, despite an extension to December 2021, and therefore chose to forfeit the second half of the grant payment.

Known Support / Opposition

There is no known opposition.



REVIEW RECORD

City of Lakeland 2040 Comprehensive Plan

Review File No. 21955-1, Business Item No. 2024-XX

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 (Figure 1).

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 for the Regional Parks System element. Washington County is the Park Implementing Agency for Regional Parks System components in Lakeland, for which the Plan accurately describes the Regional Parks System components. Regional Trails located within the City include the planned Middle St. Croix Valley Regional Trail. There are no state or federal recreation lands in the City.

Regional Transportation, Transit, and Aviation

Reviewer: Joseph Widing, 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 and is consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight. The Plan is compatible with the plans of adjacent and affected governmental units.

Roadways

The Plan conforms to the Highway system element of the TPP. The Plan accurately reflects that there is one principal arterial (I-94) within the City's boundaries. The Plan also accurately reflects the regional functional classification map of A-minor arterials as of the time it was produced, which shows a single Minor Arterial (Washington CR 18 / TH-95).

The Plan identifies all the required characteristics of the community'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 was done 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 element of the TPP. The Plan acknowledges the City is within Transit Market Area V. The Plan adequately addresses regional dial-a-ride service availability. The Plan is consistent with the policies of the Transit system element of the TPP. The Plan addresses community roles related to its Community Designation.

Aviation

The Plan conforms to Aviation system element of the TPP. There is no airport in the regional aviation system facility located near Lakeland. The Plan notes that there are no bodies of water which are permitted for seaplane operations within City limits. The Plan includes policies that protect regional airspace from obstructions.

Bicycling and Walking

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. The Plan identifies a



Regional Trail Search Corridor (Middle St. Croix Valley) and acknowledges the Regional Bicycle Transportation Network (RBTN). There are two RBTN search corridors within City boundaries that are mapped and discussed in the Plan.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies I-94 as the primary freight movement route in and through the community. No regional freight issues nor major freight traffic generators were identified in Lakeland.

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 Metropolitan Council's citywide forecast totals for all forecast years.

The City's 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 community's Thrive designation and applicable TPP policies.

Water Resources

Wastewater Services

Reviewer: Kyle Colvin, Environmental Services (ES) – Wastewater Planning and Community Programs (651-602-1151)

The Plan conforms to the 2040 Water Resources Policy Plan (WRPP) for the wastewater system element. The Plan 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 individual private subsurface treatment systems, or SSTs. The Plan indicates continued wastewater services will be primarily provided using SSTs through 2040.

The Plan does not propose or anticipate requesting connection to the Regional Wastewater Disposal system within the 20-year planning period; therefore, the City is not required to submit a comprehensive sewer plan for approval.

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 to the Council's WRPP for local surface water management. The City lies within the oversight boundary of the Middle St. Croix Watershed Management Organization (MSCWMO). The City submitted a draft Local Water Management Plan (LWMP) update in January of 2023. Council staff reviewed and commented on the draft LWMP to the City and watershed management organizations in February of 2024. The City should alert the Metropolitan Council when the LWMP is approved by the MSCWMO. The Plan includes the LWMP in the Appendix.

Advisory Comment:

The City needs to send the updated Local Surface Water Management Plan (LSWMP) to the Middle St. Croix Watershed Management Organization (MSCWMO) for their review and approval. We ask that the City notify us when the MSCWMO has approved the plan. The City needs to provide the Council with the date that the City adopts the final Surface Water Management Plan.

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 consistent with regional policy. The City proposes a minor forecast revision to future

population. The City's revision of 2030 and 2040 population is found in Plan tables 2.1 and 5.1, and is as follows (changes underlined).

Table 1. Metropolitan Council City of Lakeland Forecasts

Category	Census 2020	Current Approved Forecast			Forecast Revision		
		2020	2030	2040	2020	2030	2040
Population	1,710	1,740	1,690	1,670	1,740	<u>1,750</u>	<u>1,720</u>
Households	695	690	700	710	690	<u>700</u>	<u>710</u>
Employment	197	380	410	440	380	410	440

The revision to 2030 and 2040 timepoints is acceptable; however, the City's revision of the 2020 timepoint is not. Met Council will waive requiring agreement on the 2020 population -- but also will not accept the City's number. In the five years since Council and City staff last discussed the forecast, the U.S. Census Bureau has counted the 2020 population as 1,710. Metropolitan Council will revise the Lakeland population forecast, effective with Council action on the Plan.

Met Council requires sufficient land supply to accommodate the growth forecast. The City describes an undeveloped land supply of 255 acres of Low Density Residential land at rural residential densities. This could accommodate approximately 100 homes; the forecast expects 20 additional households during 2020-2040. Met Council requires 2030 and 2040 forecasts assigned to transportation analysis zones, or portions of TAZs within the city boundaries. The City provides this in table 3.2. Lakeland has no sewer system (Chapter 5); residents use private septic systems. Therefore, sewer-serviced forecasts are not required or provided.

Advisory Comments

Council staff normally require that TAZ populations will summarize to the (newly revised) communitywide population total. Council staff will edit the TAZ populations to accomplish the appropriate communitywide totals prior to publishing these in Met Council's regionwide database.

Thrive MSP 2040 and Land Use

Reviewer: Emma Dvorak CD – Local Planning Assistance (651-602-1399)

The 2040 Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the Thrive community designation of Rural Residential (Figure 2). Thrive describes Rural Residential communities as having residential patterns characterized by large lots and do not have 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. 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.

Lakeland, located in Washington County on the St. Croix River and on I-94, offers easy access to employment centers in Woodbury, Downtown Saint Paul, and Minneapolis to the west, and Hudson, WI, to the east. Established in the mid-1850s by primarily farming settlers, Lakeland has gradually developed into a community with homes, parks, and small businesses. Today, Lakeland is a vibrant, year-round community with engaged residents, active parks, and a thriving business environment.

As shown in Figure 3, the two most dominant land use categories are Single Family Detached uses (31%) and Open Water (29%) which is the St. Croix River along the City's eastern border. There is an existing aggregate resource that is actively being mined and accounts for approximately 7% of the City's land area. There are also small areas of existing land uses for agriculture, retail/commercial, institutional, and parks.

The City is mostly developed but some small pockets of undeveloped land remain that have potential to be developed for residential or business uses. The Plan identifies policies that promote the enhancement and encouragement of preserving rural open space, agricultural, and residential uses.



The existing lot sizes typically range from 1/4-acre to 1 acre, with some larger lots along the St. Croix River. The community is served by a municipal water system, while individual properties rely on private wells and septic systems. While the predominant existing lot sizes are not consistent with the Rural Residential Community Designation, the Plan does indicate that future subdivisions will be consistent with regional policy and new development or redevelopment must comply with the Rural Residential density standards.

Housing

Reviewer: Olivia Boerschinger, CD – Housing (651-602-1327)

The Plan is consistent with the *Housing Policy Plan*. The City is primarily Rural Residential with 51% of current land use either single family residential or undeveloped. Approximately 71% of the City's housing stock was built more than 40 years ago, with the City stating anticipated new development may be in the form of tear-down and rebuild.

The City has some small areas of attached housing, such as duplex or small multi-family building mixed within the single-family neighborhoods, but the City has continued to reinforce low-density single family development to ensure that lots can be served by individual sewage treatment systems. The median housing value for the City's single-family homes was \$243,500, slightly below the regional average of \$247,900 (Minneapolis Association of Realtors).

The City has 735 housing units, with the housing stock being predominantly single-family detached housing. The City's existing housing assessment identified 731 housing units in 2016, and the Plan noted 4 new homes have been constructed since 2016. Council data show that 67.6% of those units are affordable to households earning 80% of the Area Median Income (AMI) or less. There are no publicly subsidized housing units, which is not uncommon for Rural Residential communities. About 17% of the City's households earning 80% AMI or less are currently housing cost burdened. The City does not have an allocation of affordable housing need in the 2021-2030 decade as it does not have municipal sanitary sewer and cannot develop at high enough densities to support new affordable rental housing developments.

The Plan notes the City's limited space for new development and prioritizes maintenance of existing housing stock and evaluation of current ordinances as it will impact any new development. The City has identified reviewing zoning and subdivision ordinances that would either inhibit housing priorities or offer opportunities to age in place. Other housing programs are provided through partnership with other government agencies such as Washington County CDA, and available to their residents.

Water Supply

Reviewer: John Clark, ES – Water Supply Planning (651-602-1452)

The Plan is consistent with the 2040 Water Resources Policy Plan policies related to sustainable water supplies. The City has an water supply system that serves residents in multiple nearby communities.

Advisory Comments

The plan could more clearly specify how many residents are served in each of the communities at present and over the planning horizon. Water demand projections in the community's local water supply plan use serviced population values greater than the future population estimates for Lakeland provided by the Council. This presumably includes additional future persons served in surrounding jurisdictions. However, the persons ascribed to each community served by Lakeland's system could be made more explicit in this Plan.

Coordinating water planning, emergency water management, and source water protection activities with all communities served by Lakeland's system is essential for the sustainability and resiliency of the system and water supply source. Lakeland may want to consider additional water conservation programs that encourage large water users to lessen lawn and landscape irrigation and other outdoor water uses through the addition of smart irrigation controllers, regular irrigation system audits, and replacing high input turfgrass species with low input varieties or native landscaping that requires less water, fertilizer, and other inputs.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan is consistent with the policies of the WRPP for community and subsurface sewage treatment systems. All City residents and commercial businesses are served by individual SSTS. The Plan indicates there are approximately 684 SSTS in operation in the city, and one private treatment system. Washington County administers the SSTS program within the City in accordance with Minnesota Rules Chapter 7080. City zoning ordinances requires County approval of SSTS design, installation, operation, and maintenance.

Special Resource Protection

Solar Access Protection

Reviewer: MacKenzie Young-Walters, CD – Local Planning Assistance (651-602-1373)

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). The Plan includes the required solar planning elements. The City supports private/personal installations and considers the systems as a contributor to the City's green network.

Aggregate Resource Protection

Reviewer: MacKenzie Young-Walters, CD – Local Planning Assistance (651-602-1373)

The Plan indicates, consistent with the Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, the location of significant viable aggregate resources deposits within the City. Many of these aggregate resources are located under existing residential developments, with a substantial portion of the aggregate resources located in undeveloped areas guided for a land use with zoning that would permit their extraction though a conditional use permit. The Plan acknowledges the importance of these non-renewable resources for infrastructure and recreational purposes, and an existing quarry accounting for approximately 7% of the City's land area is actively being mined.

Historic Preservation

Reviewer: Emma Dvorak, CD – Local Planning Assistance (651-602-1399)

The Plan appropriately addresses historic preservation within the community. The City has three properties listed on the National Register, though no known significant efforts have been made with respect to the protection of the properties. The Plan establishes a goal to honor the history of Lakeland and the aesthetics of the St. Croix River Valley and will work with interested parties in retaining historically significant properties in the community.

Plan Implementation

Reviewer: Emma Dvorak, CD – Local Planning Assistance (651-602-1399)

The Plan includes a description of the zoning, ordinances, and policies that support implementation. 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 the implementation section of the Plan.

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:

- January 11, 2023: 2040 CPU Original Submission
- January 17, 2023: Local water supply plan
- May 21, 2024: Updated comprehensive plan

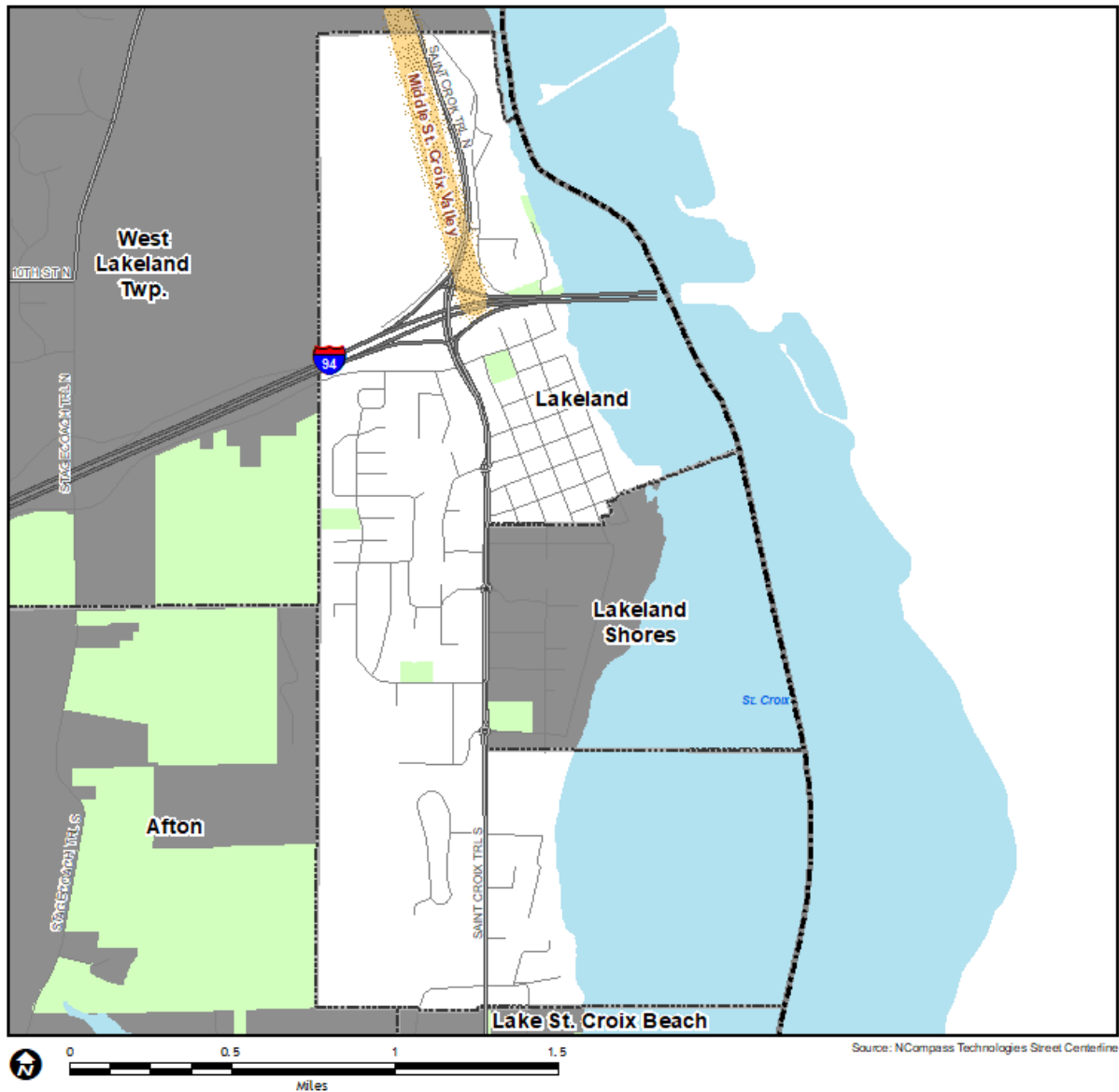
- May 23, 2024: Updates to water supply plan
- June 18, 2024: Notice to adjacent jurisdictions
- June 24, 2024: Resolution
- July 16, 2024: Water Supply Approval letters and resolution
- July 26, 2024: Updates to density
- July 30, 2024: 2040 CPU Updated Submission

Attachments

- Figure 1: Location Map with Regional Systems
Figure 2: Thrive MSP 2040 Community Designations
Figure 3: 2016 Generalized Land Use
Figure 4: 2040 Planned 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

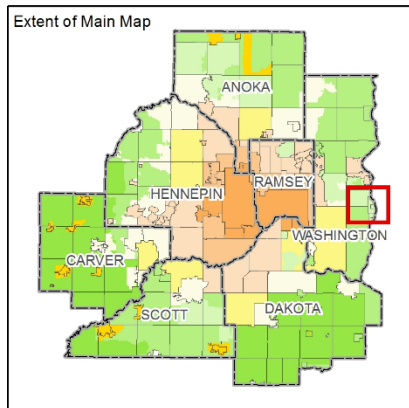
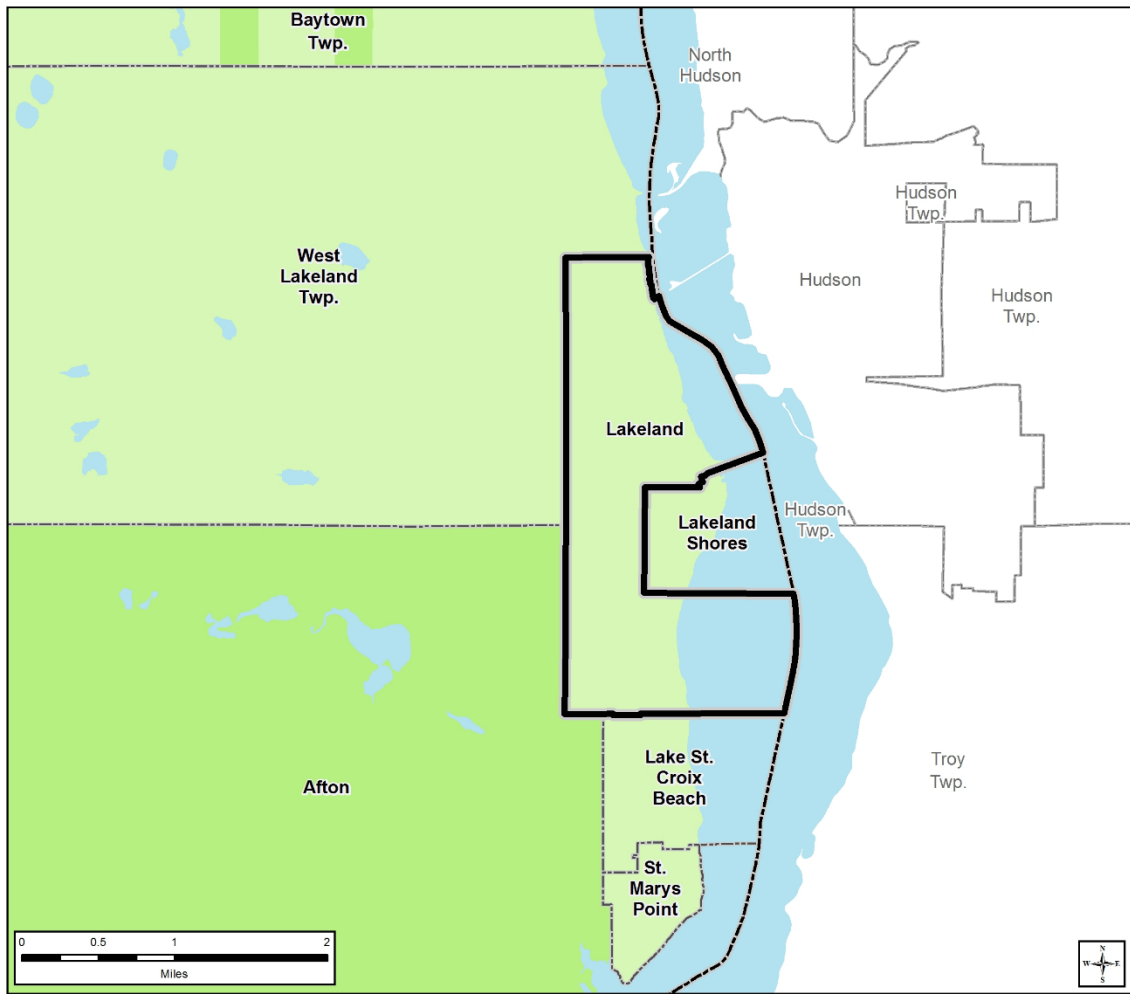
- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

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

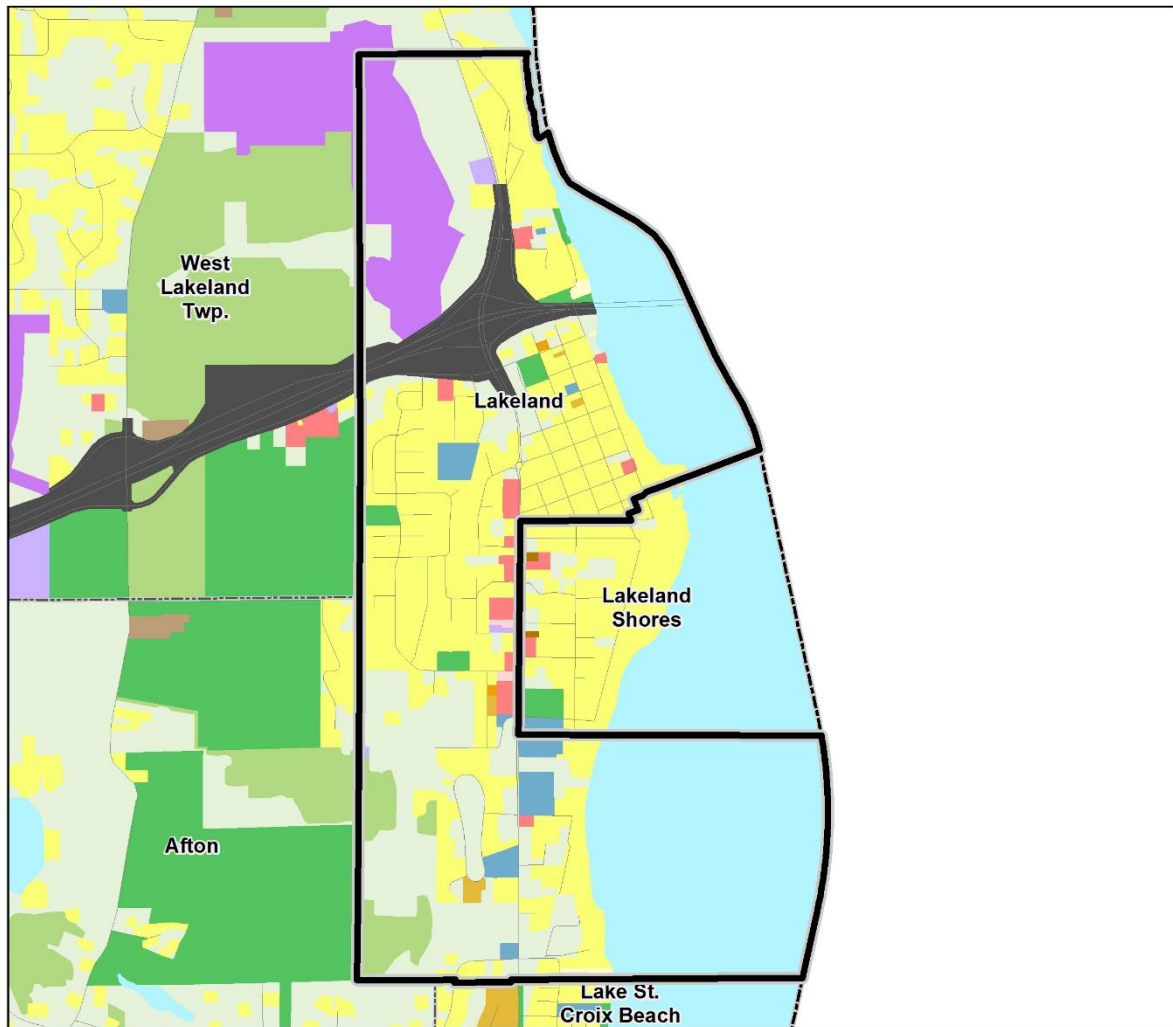


Community Designations

- 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. 2016 Generalized 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 Planned Land Use

