

# C Community Development Committee

For the Metropolitan Council meeting of July 14, 2010

## ADVISORY INFORMATION

**Subject:** City of Lakeland 2030 Comprehensive Plan Update  
Review File No. 20519-1

### Proposed Action

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

### Recommendations of the Community Development Committee:

1. Authorize the City of Lakeland to put its 2030 Comprehensive Plan Update into effect.
2. Change the planning area designation for the City from Diversified Rural to Rural Residential in the *2030 Regional Development Framework*.
3. Advise the City to:
  - a. Send to the Council the dates that the watershed management organization approved the City of Lakeland's local surface water management plan.
  - b. Implement the advisory comments in the Review Record for Local Surface Water Management and Land Use.

### Summary of Committee Discussion / Questions

Senior Planner LisaBeth Barajas presented the staff report and proposed actions to the Community Development Committee.

Committee member Wulff asked whether a comprehensive plan amendment would be needed when the existing gravel mine ceases operation. Barajas responded that it is possible depending on what the City and property owner decide should occur on that property. At this point, discussions have only been initiated, but nothing has been solidified. Certain developments may require an amendment, such as a large-scale residential development, which may increase the City's household and population forecasts.

Committee member Bowles asked why the population forecast is declining while the household forecasts increases. Barajas responds that an aging population results in a smaller household size.

Committee member Haas Steffen asked what would occur in communities like this with on-site septic systems on waterfront lots after storm events if homes or systems are destroyed. Barajas indicated that most of the homes in Lakeland are not affected by most storm events due to the topography and many sitting up on the bluff. City Administrator Mark Nagel also described the City's cooperation with Washington County for maintaining ISTS in the community and restates that the most of those homes are on the bluffline. Nagel also describes the City's ordinances that apply to those properties to address those issues.

Motion to approve was seconded and passed unanimously.



# Community Development Committee

Meeting date: June 21, 2010

**Business Item**  
**Item: 2010-230**

## ADVISORY INFORMATION

<b>Subject:</b>	City of Lakeland 2030 Comprehensive Plan Update
<b>District(s), Member(s):</b>	District 12, Council Member Sherry Broecker
<b>Policy/Legal Reference:</b>	Minnesota Statutes 473.175
<b>Staff Prepared/Presented:</b>	LisaBeth Barajas, Principal Reviewer, 651-602-1895 Phyllis Hanson, Local Planning Assistance Manager, 651-602-1566
<b>Division/Department:</b>	Community Development / Planning & Growth Management

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## ADVISORY COMMENTS

### City of Lakeland 2030 Comprehensive Plan Update and Tier II Comprehensive Sewer Plan

Review File No. 20519-1 – Council Business Item No. 2010-230

The following Advisory Comments are part of the Council action authorizing the City to implement its 2030 Comprehensive Plan Update (“Update”) and approving the City’s Tier II Comprehensive Sewer Plan:

#### Community Development Committee

1. The Council-adopted *Local Planning Handbook* states that the City must take the following steps:
  - a. Adopt the Update in final form after considering the Council’s review recommendations; and
  - b. Submit one electronic copy and one hard copy of the Update to the Council. The electronic copy must be organized as one unified document.
  - c. Submit to the Council a copy of the City Council resolution evidencing final approval of the Update.
2. The Council’s *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, local governments should incorporate those recommended changes into the plan or respond to the Council before “final approval” of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governmental units must adopt official controls as described in their adopted comprehensive plans and must submit copies of the official controls to the Council within 30 days after 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 nine months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

## Background

The City of Lakeland is located in east central Washington County on the shore of the St. Croix River. The City is bordered by West Lakeland Township to the west and north, the City of Lakeland Shores and the St. Croix River to the east, the City of Lake St. Croix Beach to the south, and the City of Afton to the southwest and west.

The *2030 Regional Development Framework* (RDF) identifies the City as a Diversified Rural planning area (see Figure 2). The City submitted its City of Lakeland 2030 Comprehensive Plan (Update) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. 473.175) and the Council's 2005 System Statement requirements.

## Rationale

1. Does the proposed Update conform to Regional Systems Plans?
2. Is the Update consistent with Metropolitan Council policies?
3. Is the Update compatible with the plans of adjacent governmental units and plans of affected special districts and school districts?

### Conformance with Regional Systems Plans

- |   |     |
|---|-----|
| 1. Regional Parks   | Yes |
| 2. Transportation, including Aviation   | Yes |
| 3. Water Resources Management<br>(Wastewater Services and Surface Water Management) | Yes |

### Consistent with Council Policy Requirements

- |  |     |
|--|-----|
| 1. Forecasts   | Yes |
| 2. Housing   | Yes |
| 3. <i>2030 Regional Development Framework</i> and Land Use | Yes |
| 4. Individual Sewage Treatment Systems (ISTS) Program      | Yes |
| 5. Water Supply  | Yes |

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

- |                             |     |
|-----------------------------|-----|
| Compatible with other plans | Yes |
|-----------------------------|-----|

## Funding

None.

## Known Support / Opposition

There is no known opposition.

## REVIEW RECORD

### Review of the City of Lakeland 2030 Comprehensive Plan Update

#### STATUTORY AUTHORITY

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plans (plans) and plan amendments to the Council for review and comment (Minn. Stat. § 473.864, Subd. 2). The Council reviews plans to determine:

- *Conformance with metropolitan system plans,*
- *Consistency with other adopted Plans of the Council, and*
- *Compatibility with the Plans of other local jurisdictions in the Metropolitan Area.*

The Council may require a local governmental unit to modify any plan or part thereof if, upon the adoption of findings and a resolution, the Council concludes that the Update 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).

Each local government unit shall adopt a policy plan for the collection, treatment and disposal of sewage for which the local government unit is responsible, coordinated with the Metropolitan Council's plan, and may revise the same as often as it deems necessary. Each such plan shall be submitted to the Council for review and shall be subject to the approval of the Council as to those features affecting the Council's responsibilities as determined by the Council. Any such features disapproved by the Council shall be modified in accordance with the Council's recommendations (Minn. Stat. § 473.513).

#### CONFORMANCE WITH REGIONAL SYSTEMS

##### Regional Parks

*Reviewer: Jan Youngquist, CD – Regional Parks System Planning, (651-602-1029)*

The Update conforms to the *2030 Regional Parks Policy Plan*. There are not any existing or proposed regional park facilities in the City.

##### Transportation

###### *Roads and Transit*

*Reviewer: Ann Braden, MTS – Systems Planning, (651-602-1705)*

The Update conforms to the *2030 Transportation Policy Plan (TPP)* adopted in 2004 and addresses all the applicable transportation and transit requirements.

The City is served by I-94, a principal arterial that runs through the northern part of the City. The City is also served by two "A" Minor Connectors: County Road 18 that connects to I-94 from the south, and TH 95 that connects to I-94 from the north. The City lies within Transit Market Area IV. Service options for Market Area IV include dial-a-ride, volunteer driver programs, and ridesharing. Rural dial-a-ride service is provided by Human Services, Inc.

###### *Aviation*

*Reviewer: Chauncey Case, MTS – Systems Planning, (651-602-1724)*

The Update conforms to the TPP and is consistent with Council aviation policy.

##### Water Resources Management

###### *Wastewater Service*

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

The Update conforms to the *2030 Water Resources Management Policy Plan (WRMPP)*.

The Update summarizes the City's vision for the next 20 years or to year 2030. The City

is entirely provided with wastewater service through the use of private wastewater systems, or ISTSs. The Update indicates that continued wastewater services will be provided through the use of ISTS through 2030.

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

The Metropolitan Council does not have plans to provide wastewater services to the community within the 2030 planning horizon.

### **Surface Water Management**

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

The Update conforms to the WRMPP for local surface water management. The City lies entirely within the Middle St. Croix Watershed. The Board of Water and Soil Resources (BWSR) approved the Middle St. Croix Watershed Management Organization’s watershed management plan in 2005.

The City submitted a local surface water management plan (LSWMP) in May 2009 that was reviewed under separate cover. The LSWMP was found to be consistent with Council policies and the Council’s WRMPP.

### Advisory Comments

The Council’s May 2009 LSWMP review determined that the City needs to adopt wetland management standards. In addition, the City needs to send to the Council the date that the watershed approved the LSWMP as well as the date that the City adopted the final SWMP. The City also needs to submit to the Council the final version of the LSWMP once adopted.

## **CONSISTENCY WITH COUNCIL POLICY**

### **Forecasts**

*Reviewer: Dennis Farmer, CD - Research, (651-602-1552)*

The Update is consistent with the Council’s forecasts for the City. The Update contains the required forecasts, which are used consistently throughout the document. Table 1 shows the Council’s System Statement Forecasts for the City.

**Table 1. System Statement Forecasts for Lakeland**

	2010	2020	2030
Population	1,880	1,790	1,760
Households	700	710	710
Employment	420	500	600

### **2030 Regional Development Framework and Land Use**

*Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)*

The Update is consistent with the *2030 Regional Development Framework* (RDF) for land use, with a planning area designation change to Rural Residential. The RDF currently designates the City as a Diversified Rural community, indicating that those communities include a mix of a limited amount of large-lot residential development and clustered housing with agricultural and other rural land uses. The RDF directs Diversified Rural communities to develop at residential densities no greater than 1 unit per 10 acres. The Update indicates that this designation does not fit the existing or planned land use of the City because of existing, historic development patterns that already exceed the prescribed density for Diversified Rural areas.

With this Update, the City requests a change in geographic planning area designation from Diversified Rural to Rural Residential. According to the RDF, Rural Residential areas are those that are currently developed at one unit per 2.5 acres or greater densities and do not have plans to provide urban infrastructure, such as centralized wastewater treatment. Most of the City was platted as small residential lots ranging in size from roughly half an acre to 1.5 acres, served by on-site sewage treatment systems (see Figures 3 and 4). The City does not have plans to serve the community with a municipal wastewater system, nor does the Metropolitan Council plan to extend regional wastewater services to the community within the 2030 planning horizon. Council staff finds the City's request to be reasonable and supports the change in geographic planning area to Rural Residential.

The City is 1,881 acres, with 549 of those acres covered in water. After water, single-family residential uses comprise the majority of the land use within the community, while an existing mining operation covers about 202 acres in the northwest portion of the City. The Update indicates that there are about 158 acres of vacant land within the community, but much of this land is encumbered by steep slopes, sensitive natural resources, and other development constraints. The remaining vacant land is sufficient to accommodate the forecasted household growth.

The City plans to accommodate its forecasted 10 additional households on existing, vacant lots. As the City does not expect much forecasted growth or change, the City plans to maintain the existing zoning as their future land use guide (see Figure 4). As shown in Table 2, the City's primary land uses will remain as single-family residential land uses.

**Table 2. Planned Land Use Districts**

District	Primary Uses	Acres
A-2	Agricultural	121
R-1	Low density single family residential uses	523
R-3	Medium density single family and multi-family residential uses	448
RB	Retail Business district	48
SCRD	Single family residential uses along the St. Croix River	192
<b>TOTAL</b>		<b>1332</b>

*Information adapted from comprehensive plan text, the City's Zoning Ordinance, and Metropolitan Council GIS*

The Update has identified the potential for additional development in the northwestern portion of the community. This section of land is about 202 acres and is currently used as a gravel mining operation, which the Update indicates is scheduled to have extraction completed in the near future. The Update further indicates that aggregate processing will likely continue on this site with materials from nearby communities, but other portions of the property may be available for reclamation and redevelopment. The City has initiated discussions with the property owner about future development plans for the site, but plans have not been finalized yet.

### Advisory Comments

The City is advised that future redevelopment plans for the current northwest mining site may result in a land use guiding change and require an amendment to the City's comprehensive plan. That amendment will need to be submitted to the Council for review.

### **Housing**

*Reviewer: Linda Milashius, CD – Livable Communities, (651-602-1541)*

The Update fulfills the affordable housing planning requirements of the MLPA. The City is a community that does not have a numerical share of the regional need of affordable

housing. The Update provides an assessment of the housing stock and provides goals and policies that state that the City will work to provide a mix of housing types and opportunities and to improve the housing stock through better maintenance and code enforcement. The City will continue to partner with the Washington County HRA to address affordable and lifecycle housing issues within the community.

### **Community and Individual Sewage Treatment Systems (ISTS)**

*Reviewer: Jim Larsen, CD – Local Planning Assistance, (651-602-1159)*

The Update is consistent with the WRMP for ISTS. The Update indicates that the entire community is served by ISTS. There are presently 690 systems serving residences and 16 serving institutional, commercial, and other non-residential users. Washington County has been delegated the responsibility for carrying out all ISTS program oversight for the City. The County's ISTS program is consistent with MPCA Rules and with Council policy.

### **Water Supply**

*Reviewer: Sara Smith, ES – Water Supply Planning, (651-602-1035)*

The Update and the City's water supply plan (WSP) are consistent with the policies of the WRMP. The Council recommends that the City continue to implement conservation programs targeted at reducing residential water use.

### **Resource Protection**

#### ***Historic Preservation***

*Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)*

The Update addresses historic preservation in the community as required by the MLPA. The Update contains a policy to encourage residents to maintain historic structures and architecture. The Update also lists the historical sites in the community.

#### ***Solar Access Protection***

*Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)*

The Update appropriately addresses the protection of access to solar energy as required by the MLPA. The Update describes the City's policy to protect access to direct sunlight in support of solar energy systems, as well as the City's permitting requirements for solar energy systems.

#### ***Aggregate Resources Protection***

*Reviewer: Jim Larsen, CD – Local Planning Assistance, (651-602-1159)*

The Update contains a section on aggregate resources protection as required by the MLPA. The Update identifies the presence of extensive ongoing gravel mining operations in the northwest part of the City. The Council's aggregate resources inventory indicates the presence of additional aggregate resources in the southwest part of the City, but their location adjacent to existing residential development and Regionally Significant Ecological Area lands will likely preclude future mining in that area.

## **PLAN IMPLEMENTATION**

*Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)*

The Update includes a description of and schedule for any necessary changes to:

- Capital Improvement Program Yes
- Zoning Code Yes
- Subdivision Code Yes
- ISTS Code Yes
- Housing Implementation Program Yes



The Update contains an Implementation Plan, which describes the official controls and fiscal devices that the City will employ to implement the Update. The Implementation Plan also describes the City's capital improvement program, including the substantial investments that the City has budgeted for street improvements, stormwater drainage, and the City's shared water utility, among other local projects and improvements.

## **COMPATIBILITY WITH PLANS OF ADJACENT GOVERNMENTAL UNITS AND PLANS OF AFFECTED SPECIAL DISTRICTS AND SCHOOL DISTRICTS**

The City submitted its Update to the adjacent communities, Washington County, affected school districts, affected watershed districts, and other special districts for comment on June 17, 2009. There do not appear to be any conflicts with the plans of adjacent and affected jurisdictions.

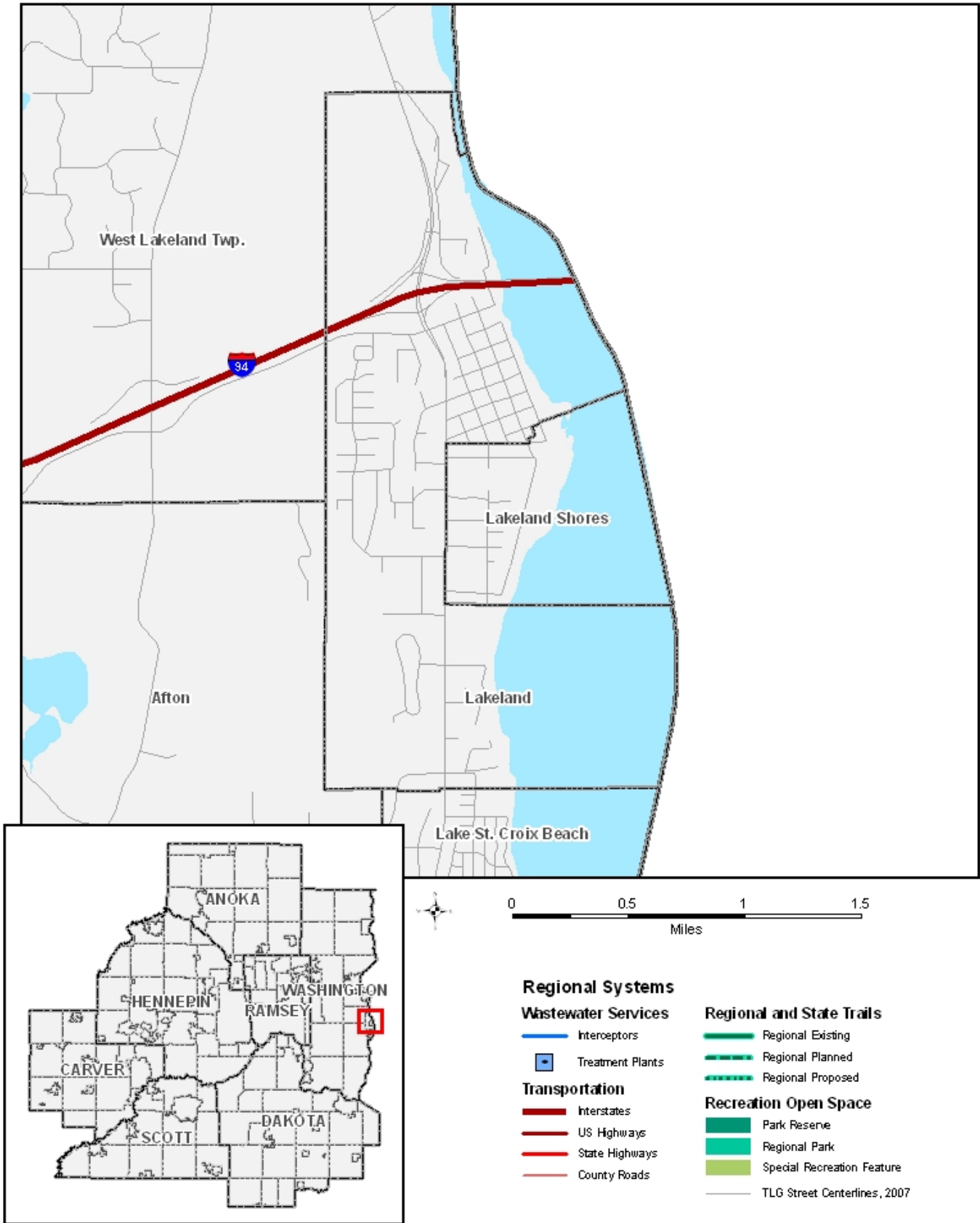
## **DOCUMENTS SUBMITTED FOR REVIEW**

- City of Lakeland 2030 Comprehensive Plan (March 10, 2009)
- Revisions to aggregate resources, aviation, ISTS, land use, implementation, and surface water management (April 23, 2010)

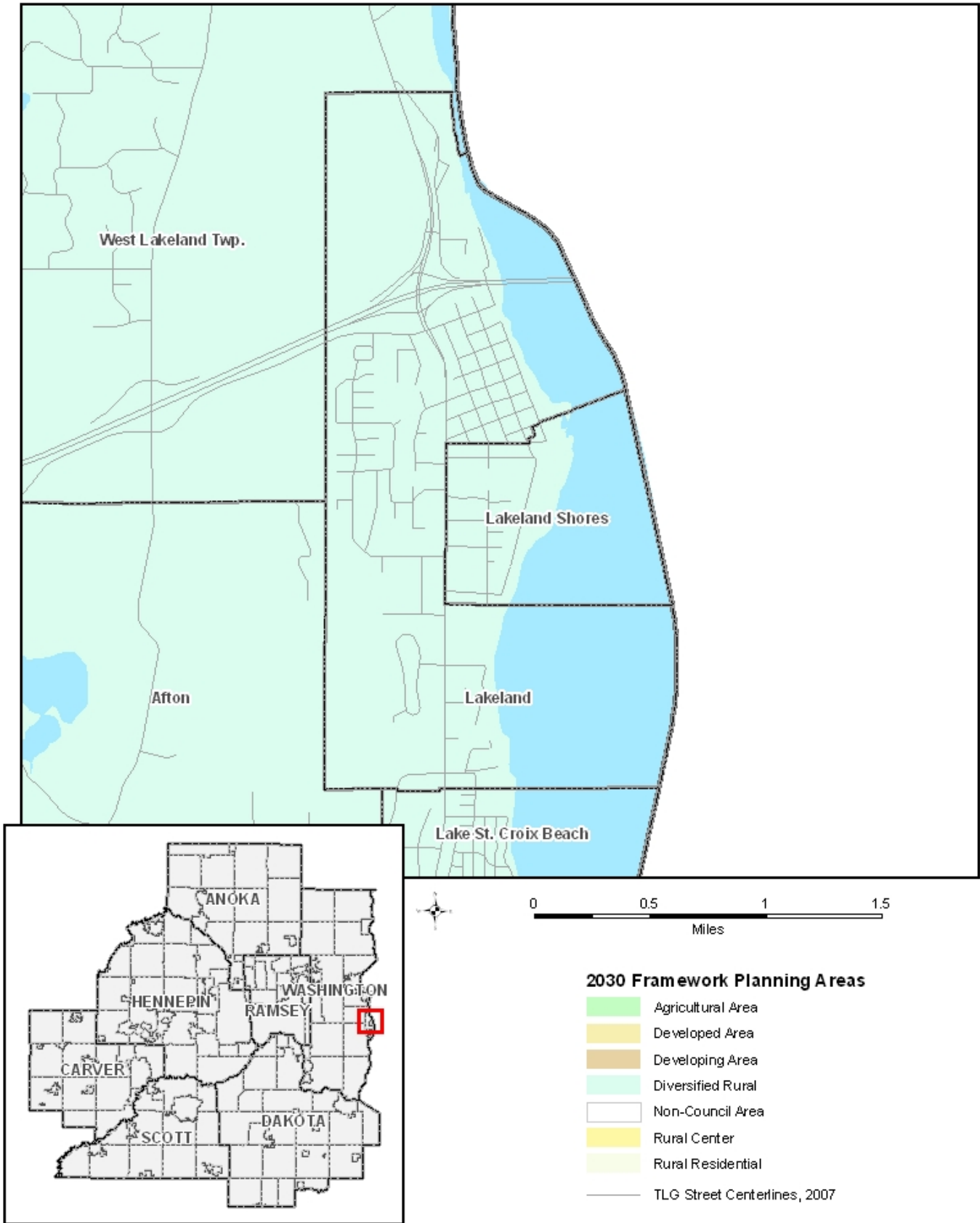
## **ATTACHMENTS**

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: 2030 Land Use

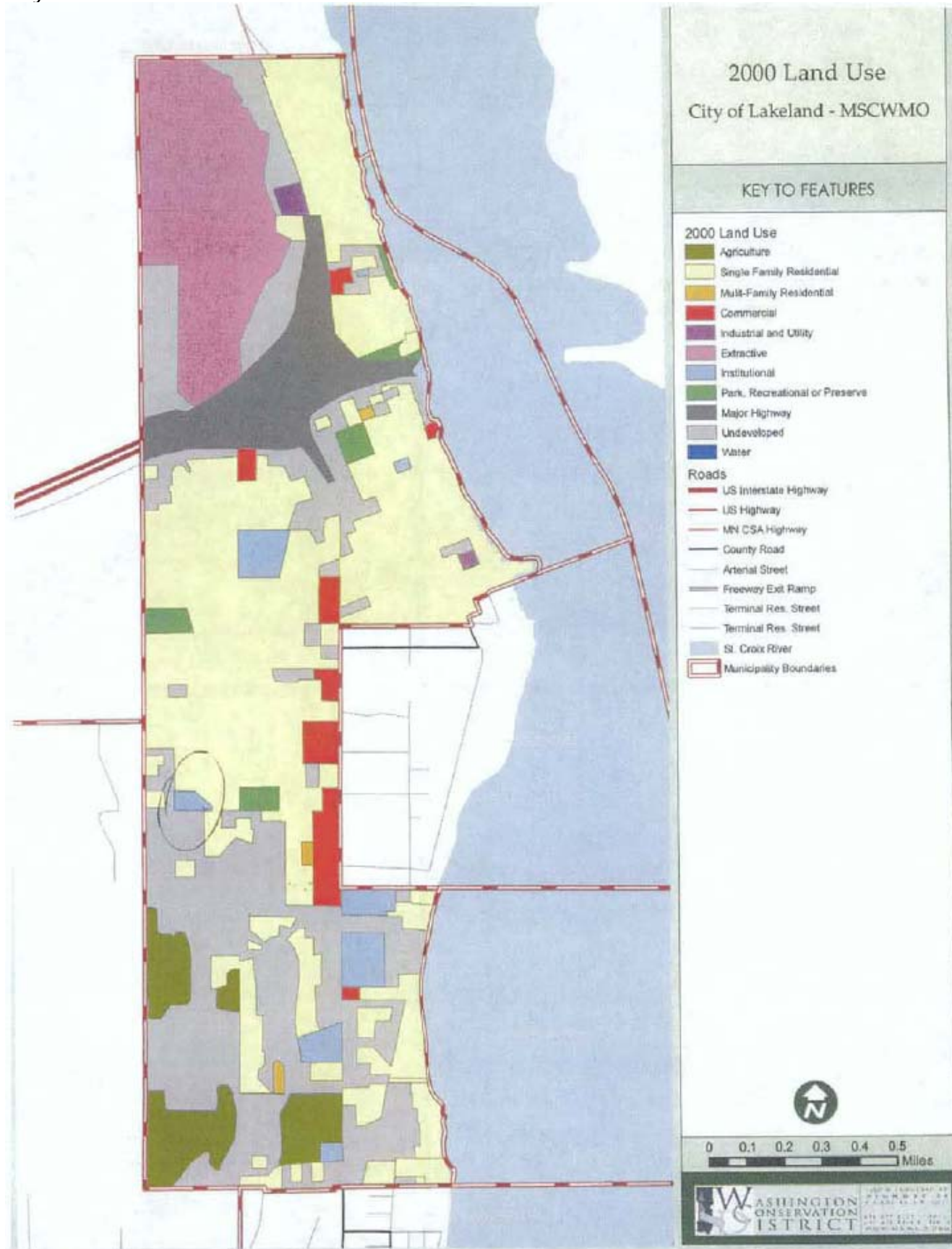
**Figure 1. Location Map with Regional Systems**  
City of Lakeland



**Figure 2. 2030 Regional Development Framework Planning Areas**  
 City of Lakeland



**Figure 3. Existing Land Use**  
City of Lakeland



**Figure 4. 2030 Land Use**  
City of Lakeland

