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CITY OF LAKELAND

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# Comprehensive Plan

JUNE 2009



## City of Lakeland

**A Municipal Corporation Existing Under the  
Laws of the State of Minnesota**

**Lakeland,  
Minnesota**

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# TABLE OF CONTENTS

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	<u>Page</u>
1.0 INTRODUCTION.....	1
1.1 Process.....	1
2.0 MISSION STATEMENT.....	2
3.0 COMMUNITY GOALS.....	2
3.1 Goals.....	2
3.2 Policies.....	3
4.0 COMMUNITY BACKGROUND.....	4
4.1 Location.....	4
4.2 Historical Background.....	4
4.3 Population Growth.....	5
4.4 Housing Profile.....	5
4.5 Household Income.....	6
5.0 LAND USE.....	6
5.1 Introduction.....	6
5.2 Physical Features.....	7
5.3 Soils.....	7
5.4 Land Use Plan .....	8
5.5 Land Designation .....	8
5.6 Definition of Zoning Districts.....	9
5.7 Existing Land Use.....	10
6.0 HOUSING .....	11
7.0 PUBLIC FACILITIES.....	13
7.1 Transportation.....	13
7.2 Aviation.....	16
8.0 PARKS AND OPEN SPACE.....	17
9.0 WATER RESOURCES MANAGEMENT.....	19
9.1 Surface Water Management.....	19
9.2 Solid Waste.....	20
9.3 Sanitary Sewer.....	20
9.4 Water Supply.....	21
10.0 ECONOMIC DEVELOPMENT.....	22
10.1 Historical Preservation.....	23
10.2 Solar Access Protection.....	23

11.0	INTERGOVERNMENTAL COORDINATION.....	23
12.0	IMPLEMENTATION PLAN.....	24
12.1	Local Controls.....	24
12.2	Capital Improvement Program.....	25
12.3	Housing Implementation Program.....	27

## Appendix A-I

A	List of Historical Sites
B	Road/Highway System Traffic Volumes 2007
C	Annual Average Daily Traffic Volume (2030 Forecast
D	Transit Taxing District
E	Notice of Proposed Construction or Alteration
F	Instructions for Completing FAA Form 7460-1
G	City of Lakeland Park Inventory
H	Geologic Features
I	Available Drinking Water Aquifer

## Map Appendix

Map 1	Bedrock Geological Formation
Map 2	Surficial Geology
Map 3	Minnesota Land Cover
Map 4	Soil Suitability
Map 5	2000 Land Use
Map 6	Current Zoning/2030 Future Land Use
Map 7	Aggregate Resources
Map 8	Regionally Significant Ecological Areas
Map 9	Wetlands
Map 10	Ground Water Sensitivity to Pollution

## **1.0 INTRODUCTION**

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This document is an update to the City of Lakeland Comprehensive Plan (2000-2020) finalized by the City Council in November 2002. The update is submitted to the Metropolitan Council in response to its most recent update to its 2030 Regional Development Framework. Under State Law, the Metropolitan Council is responsible for guiding the development of local comprehensive plans for government entities in the seven-county Twin Cities Metropolitan area.

Included in its Metropolitan Development Guide, released in 2005, are plans for four regional systems: Aviation, Transportation, Regional Parks, and Water Resources Management. Each local government was issued a Systems Statement on these topics to be addressed in its Comprehensive Plan update.

### **1.1 Process**

A Comprehensive Planning Committee was created during spring 2007 with the task of producing the Comprehensive Plan Update and submitting it to the Metropolitan Council by year end 2008.

The Comprehensive Plan Committee included Richard Glasgow, Sharon Lee, Joe Paiement, and Diane Wirth (Planning Commission), Mark Nagel (City Administrator), Chris Wallberg (Clerk/Zoning Administrator), Jim Gilles (Water Department), Matt Kline (Transportation and Surface Water Management), Lakeland residents Louis Jambois (Intergovernmental Relations) and Simon Wirth (Introduction), as well as contracted consulting staff of John Parotti (City Engineer) of Short Elliott Hendrickson, Inc. and Nick Vivian (City Attorney) of Eckberg, Lammers, Briggs, Wolff & Vierling P.L.L.P.

The Comprehensive Planning Committee used the previous Comprehensive Plan (2000-2020) as a baseline. This approach addresses the City Council's objective of preserving the intent and direction of the current Comprehensive Plan. The Comprehensive Planning Committee also used the resources provided by the Metropolitan Council in preparation of the Comprehensive Plan Update.

As required by the Metropolitan Council's 2030 Regional Development Framework, Lakeland's 2008 Comprehensive Plan Update includes extensive new information, particularly on land use and water resources.

The water resources section will comply with the new requirements of the Middle St. Croix Water Management Organization (WMO) that mandates a Local Surface Water Management Plan for all entities within its jurisdiction.

The draft was submitted for review to the Lakeland Planning Commission who held a Public Hearing on May 6, 2008 to ask for community input. The Lakeland City Council also reviewed it at a Special Meeting held on Thursday, May 8, 2008. As required by

the Metropolitan Council, the updated Comprehensive Plan was submitted to adjoining communities for review and comment the week of June 16, 2008 and then forwarded to the Metropolitan Council for their review.

After reviews were made and comments received, a Public Hearing was held on January 13, 2009 with approval from the Planning Commission and subsequent approval by the City Council on January 20, 2009 for sending to the Metropolitan Council. The Storm Water Management Plan will be submitted separately.

## **2.0 MISSION STATEMENT**

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The City of Lakeland will provide cost effective and efficient public services focusing on maintaining and enhancing business, cultural, recreational, and environmental qualities of the Community.

## **3.0 COMMUNITY GOALS AND POLICIES**

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### **3.1 Goals**

1. To assure a strong line of communication between citizens, staff, and elected officials and to encourage citizen input in the development, redevelopment, and operation of the City of Lakeland.
2. To increase transit options available to the City of Lakeland's residents.
3. To develop and redevelop the City of Lakeland in accordance with a plan developed by the Community and coordinated with Washington County, the Metropolitan Council, and adjacent governmental units.
4. To develop and redevelop the City of Lakeland consistent with the aesthetics of the St. Croix River Valley.
5. To preserve the historic character of the City of Lakeland.
6. To meet the public safety needs of the City of Lakeland.
7. To provide a mix of housing types to meet the needs of the residents of the City of Lakeland and attract new residents.
8. To maintain and integrate City of Lakeland neighborhoods.
9. To satisfy the cultural and recreational needs of the City of Lakeland residents.
10. To assure safe traffic circulation in the City of Lakeland with well maintained streets that are multi-modal (for walking, biking, and driving).
11. To encourage the maintenance of onsite sewer systems.
12. To maintain a quality water system for our customers.
13. To strive to be a "green" community.

14. To promote and encourage growth by the City of Lakeland's existing businesses and to attract new businesses.
15. To meet the City of Lakeland's adopted fiscal policies, while keeping public expenditures at the lowest level necessary for providing essential services.

## **3.2        *Policies***

The City will adopt the following policies to achieve these goals:

1. To complete and implement the Lakeland Comprehensive Plan in accordance with applicable laws, regulations, and rules with annual reviews of the Plan to insure that all standards are met.
2. To integrate City codes, plans, and programs for a coordinated approach to achieving the goals.
3. To expand joint planning and joint agreements with other public and private entities for cost effective provisions of public services.
4. To improve Lakeland's residential housing through maintenance programs and increasing "life cycle" housing opportunities.
5. To preserve and protect Lakeland's natural environment.
6. To have a strong business community that provides jobs, tax base, and commercial services.
7. To develop an integrated, computerized operating budget model to assist the City Council in financial planning.
8. To develop a Capital Improvements Plan, in conjunction with Policy #2, to integrate future parks, public works, and public safety capital needs.
9. To work towards the renovation of the City of Lakeland's parks and trails.
10. To provide quality, cost effective public works services, including snowplowing, street repair, street improvements, and street sweeping.
11. To continue to improve the City of Lakeland's departmental operations leading to more efficient and effective use of taxpayer dollars.
12. To upgrade the communications channels available to the citizens of Lakeland to improve citizen knowledge of, and participation in, City decision-making processes.
13. To develop land use regulations to protect groundwater resources based on completed studies and rankings of groundwater recharge areas.
14. To assure coordination with other LGUs for groundwater sensitive areas, wellhead protection areas, water use contingency and allocation plans, and other groundwater issues where the plans may affect other jurisdictions.
15. To require a groundwater monitoring plan or groundwater protection plan as part of a permit application for businesses that store, use, or transport hazardous materials and for properties formerly used as a waste disposal site or waste transfer facility, and where available, using wellhead protection plans to assist with this process.

## **4.0 COMMUNITY BACKGROUND**

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### **4.1 Location**

The City of Lakeland is located in eastern Washington County along the scenic St. Croix River. Lakeland is located off Interstate 94 at Exit 258.

### **4.2 Historical Background**

Lakeland has a long history in the development of Minnesota. This area (between the St. Croix and the Mississippi) was opened for settlement as a result of the Treaties of 1837 between the US Government and the Sioux and Chippewa Indian Tribes. The early immigrants were Swedish, German, Scottish, and English and were mainly involved in farming and lumbering. In 1838, a trading post was located on the bluff in Lakeland.

As early as 1840, a small settlement existed on the present site of Lakeland. In 1849, Lakeland saw Oliver's Ferry, a rope operated ferry from Lakeland across the St. Croix to Hudson. By 1850, there were four sawmills located at Lakeland and the Lakeland Hotel was opened as a boarding house for lumbermen. Originally Lakeland was named 'Shanghai Coulee' after a breed of chicken raised by a resident in Lakeland.

In 1855, a two story schoolhouse was built and used until 1948. Freeman C. Tyler was appointed Postmaster of Lakeland and Mitchell Y. Jackson bought a farmstead in Lakeland. Today, a subdivision of Lakeland is known as Jackson Farms. By 1857, this area was the center of business activity, having at one time fourteen stores, shops, and dwellings with a population of 2,400 people. The township of Lakeland was officially organized in 1858.

The 1870's saw the Hastings and Stillwater Railroad Company operating through Lakeland and later the Chicago, Milwaukee, and St. Paul Railroads also came through Lakeland. The Hudson Toll Bridge opened in 1912 and was replaced in 1951 with a larger bridge located down river to the south. In 1985, a second bridge was added directly north of its location. In 1995, a third bridge was built between the two bridges and after construction was completed, the 1951 bridge was removed.

Lakeland was incorporated in 1951 and remained relatively rural in character until the 1960's. It was at that time that a housing boom occurred along with new commercial development along Highway 95 (CSAH 18). *(See Appendix A – List of Historical Sites)*

### 4.3 Population Growth

The statistics below illustrate the trends in population with the City of Lakeland, surrounding communities, and Washington County. Between 1980 and 2000, the City's population has remained fairly constant. As illustrated in the table, stagnant growth and even slight decline in population has also been the norm in many surrounding communities.

This lack of growth is attributed to the City of Lakeland being a fully developed community. Projections show that while Washington County as a whole will continue to grow in population, the area of the County along the St. Croix River consisting of a cluster of small river towns, which includes the City of Lakeland, is projected to decline in population.

	1980	1990	2000	2010*	2020*	2030*
St. Mary's Point	348	339	344	370	350	340
Lake St. Croix Beach	1,176	1,078	1,140	1,140	1,100	1,080
<b>Lakeland</b>	1,812	2,000	1,917	1,880	1,790	1,760
<b>Households</b>			691	700	710	710
<b>Employment</b>			374	420	500	600
Lakeland Shores	171	291	355	350	320	320
Afton	2,550	2,645	2,839	3,250	3,650	4,050
Washington County	113,545	145,880	201,130	258,542	316,083	365,590

Source: U.S. Census 1990, 2000 \*Metropolitan Council Project

### 4.4 Housing Profile

The following illustrates the year in which housing was constructed in the City of Lakeland. The largest percentage of housing (42.4 percent) was built in 1970 to 1979. A majority (68.4 percent) of the housing stock was constructed after 1969.

YEAR STRUCTURE BUILT	Housing Units	Data Percent
Total	662	100.0
Built 1999 to March 2000	0	0.0
Built 1995 to 1998	12	3.5
Built 1990 to 1994	18	2.7
Built 1980 to 1999	131	19.8
Built 1970 to 1979	281	42.4
Built 1960 to 1969	78	11.8
Built 1950 to 1959	43	6.5
Built 1940 to 1949	21	3.2

Source: U.S. Census Bureau

## **4.5 Household Income**

The 1999 U.S. Census data regarding median family income for the City of Lakeland and Washington County is noted below. The 1999 Census data referencing per capita income is also shown. The City of Lakeland has a higher per capita income and median family income than that of the County as a whole.

	Per Capita Income	Median Family Income	Average Family Income
City of Lakeland	\$30,019	\$76,530	\$79,772
Washington County	\$28,148	\$74,576	\$87,627

*Source: U.S. Census 2000*

## **5.0 LAND USE**

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### **5.1 Introduction**

The basic intent of the Comprehensive Planning process is to provide a well founded and coordinated decision-making framework to guide both public and private development and community improvements. In this regard, this document represents the development framework to guide land use decisions for the City of Lakeland. The Land Use section assists policy makers in ongoing decision-making. Since the maps and plans in the Comprehensive Plan may be quickly outdated, reliance on a land use map for guidance on a specific issue may be difficult for decision-makers. However, the relative consistency of community goals and policies ties the land use activities together over the long term.

The Land Use Plan is the basic plan for growth and development in the Community. It establishes the general parameters and issues, as well as goals which are to be achieved. It further defines and establishes direction for the basic elements of the development regulations that will be updated after the planning process is completed. The Land Use Plan is divided into three sections. The Physical Profile section describes the basis for Lakeland's Comprehensive Plan. The current designation diversified rural planning area is identified for the City of Lakeland in the Metropolitan Council's 2030 blueprint. This section also includes population and land development projections and analysis of existing uses which serves as the basis for the current plan. The Goals and Policies section follows with the City's land use goals and policies which give the City direction in accomplishing its vision. Finally, the Land Use section of the Comprehensive Plan concludes with the City's Land Use Plan which provides the framework to guide community growth and improvements.

The Lakeland City Council has approved both zoning and subdivision ordinances to implement the Comprehensive Plan. The City of Lakeland has incorporated necessary funds in its Annual Budget to maintain both supply and quality of water by allocating \$6,000 in the 2009 Budget and adding to that amount each year to implement the prioritized projects identified in the LSWMP. The City began budgeting \$25,000 per year to upgrade the City's three parks - the Park's Advisory Board is currently developing a Capital Improvements Program and has received a 50-50 grant from Great River Greening for a stabilization project for the City-owned beach on the St. Croix River. Finally, the City includes \$300,000 per year in its Annual Budget for upgrading approximately 2 miles of streets per year. In total, nearly 40% of its Annual Budget goes to implementing road, parks, water, and storm water improvements.

## **5.2 Physical Features**

The Lakeland area is a river valley with the St. Croix River on the east of a relatively flat, sandy valley floor some fifty feet above the river. The valley slopes up on the west to a plateau. There is a significant amount of tree cover in the bluff area. The slopes in the bluff area sometimes exceed 12 percent. Much of the land on the valley floor is relatively level and lacking a tree cover. (*Map 1 – Bedrock Geological Formations and Map 2 – Surficial Geology display the geological of Lakeland. Map 3 – Minnesota Land Cover Classification System shows the location of vegetation types in the City of Lakeland*)

## **5.3 Soils**

Using soils survey information provided by the Washington County Soil Conservation District, the soils in Lakeland have been reviewed to determine their suitability to accommodate onsite sewage treatment systems. The suitability of the soil is determined by a number of factors such as how permeable each soil type is and what the environmental repercussions may be of onsite sewage treatment.

Knowing the types of soil is a useful tool in determining possible problem areas as they pertain to the treatment of sewage. Although the soils maps are an indication of the soil types within each boundary, there may be pockets of differing soils within those boundaries. Also, it should be noted that the information in the soils survey is reasonably accurate only to depths of three to five feet below the surface. The attached soil suitability map for Lakeland indicates the degree to which each soil type is limited in the treatment of onsite sewage. (*Map 4 - Surficial Soils by Hydrologic Drainage Classification*) The limitations range from slight to severe. Slight limitations are those which are generally favorable for sewage treatment and the limitations are minor and easily overcome. Severe limitations are those which are very unfavorable for sewage treatment and the limitations will require special designs and increased costs and maintenance.

According to the soils map, the vast majority of Lakeland is considered to have moderate limitations. Many of the areas with moderate limitations tend to have rapid infiltration rates. With this type of soil, there is a possibility the sewage effluent may not be properly filtered by the soil to remove contamination before it is introduced into any nearby private water wells. However, with special design and maintenance, these moderate limitations for onsite sewage treatment systems can be minimized.

The steep slopes in Lakeland are predominately located along both the east and west boundaries of the city. There are severe limitations to the treatment of onsite sewage in these areas. Instead of permeating down through the soils, sewage effluent in steep slope areas would have negative effects on public health. For this reason, onsite sewage treatment systems are not installed in steep slope areas.

When the soils and land use maps are compared, it shows that much of the developed land in Lakeland has moderate limitations for using onsite sewage treatment systems. Since onsite sewage treatment systems have been successfully constructed and operated in these areas for many years, it shows that the suitability of onsite sewage treatment systems cannot be determined by the use of the soils map alone. Testing must be performed on each site to determine if the site is suitable for sewage treatment and the specific location on the site where the system should be placed.

## **5.4        *Land Use***

Lakeland is a small rural community located in the urban fringe of the Twin Cities. Currently, Lakeland has no centralized sewer system which is a limitation on development.

## **5.5        *Land Designation***

Lakeland has a wide variety of land use, given its unique characteristics and location. The majority of land in Lakeland is comprised of residential land use. Residential land use in Lakeland utilizes approximately 977 acres. Other land uses in Lakeland include commercial (retail business), highway, and public recreation. When looking at existing conditions and land uses, it is possible that Lakeland may already be close to full development due to land use and physical constraints. Examples of the physical constraints are the bluff line and the St. Croix River.

Lakeland currently has 51 Conditional Use Permits. It is served by three City parks and one beach. The Lakeland Beach provides public access to swimming in the St. Croix River. A non-conforming use facility is also present that provides private boat access to the St. Croix River.

Lakeland is part of a joint power organization that manages a bike trail that parallels the St. Croix River and CSAH 18 in southeastern Washington County. Local residents, as well as others from this community and western Wisconsin, use these facilities.

Commercial uses include retail businesses such as balloon launching, storage, and printing services. One large supplier of crushed aggregate products presently has a plant that occupies an area of 26 acres. This business presently operates within a residential zone and has future reclamation plans. Most of Lakeland is fully developed, and thus little residential and/or commercial property remains at this time.

## **5.6 Definition for Zoning Districts**

The Community of Lakeland is divided into the following basic Zoning Use Districts (*Map 6 – Current Zoning/2030 Future Land Use*):

- |      |   |
|------|---|
| A-2  | Agricultural<br>Provide rural low density housing in agricultural districts on lands not capable of supporting long-term, permanent commercial food production. A-2 District lot sizes will provide for marginal agriculture and hobby farming.   |
| R-B  | Retail Business<br>Provide land for Retail Business, primarily shopping, in areas where there is or will be the greatest demand for such services and in areas capable of supporting the intensive use of the land demanded by retail businesses.   |
| R-1  | Residential Single Family<br>Provide low density residential areas in rapidly developing rural settings. R-1 Districts will provide lots large enough to maintain a semi-rural setting, but lots not large enough to support commercial agriculture. R-1 Districts will provide a buffer between agricultural districts and urban, or rapidly developing districts. |
| R-3  | Residential Single Family<br>Provide residential suburban lots for those people who desire larger lots than are provided for in an urban area.  |
| SCRD | St. Croix River District Overlay<br>Conserve and protect the natural scenic values and resources of the St. Croix River Valley in order to maintain the high standard of environmental quality indicative of one of the few remaining wild rivers in the nation.  |

## Areas by Zone

A-2	Agricultural	122 acres
R-B	Retail Business	46 acres
R-1	Residential Single Family	532 acres
R-3	Residential Single Family	445 acres
SCRD	St. Croix River District/ Overlay District	178 acres

## 5.7 Existing Land Use

Given its unique configuration – long and narrow - the City of Lakeland has a wide range of land uses. Comprising a total of 1,323 acres, approximately 74% is residential land use, or 977 total acres. Paved roads make up 16.2 miles. At first look of vacant residential land, it would seem there is plenty of room for development, but nearly all this land has extensive steep slopes, limited access, and severe limitations for septic systems. It does, however, contribute to the City’s reputation for wooded, private residential lots, where homeowners preserve open space, trees, and the 603 acres of water and wetlands. It is this land use, along with the beautiful bluff line and the St. Croix River that has made Lakeland one of the most desirable places to live in the East Metro. (*Map 5 - 2000 Land Use* pictorially shows the current land use in the City and *Map 6 - Current Zoning/2030 Future Land Use*)

As noted in the Housing section, a stated goal and policy is to expand “life cycle” housing in the Community, particularly for senior citizens. However, any new multi-family housing will be through redevelopment of existing property in the City.

Another significant land use in Lakeland is mining, which comprises 202 acres in the City’s northwest corner. At about 15% of the total land use, the redevelopment of this acreage in the future will be a generator for growth, along with infill residential and commercial redevelopment. More on the future plans of the mining operation owned and operated by Aggregate Industries is discussed in the Economic Development section. As the attached map, (*Map 7 – Aggregate Resources*) indicates, there are also aggregate resources in the southwestern part of the City that could be mined, but due to rugged terrain and existing single-family residential development, it is unlikely that these resources will be mined.

With approximately 40 businesses, the existing land use shows 46 acres dedicated to retail business use. Most of these acres are along CSAH 18. Further discussion of the business base is in the Economic Development section, but City goals and policies are aimed at helping the existing business base grow, attracting new neighborhood service businesses, and redeveloping underutilized commercial properties. This will help diversify the City’s tax base in the future.

While the number of acres in each land use is not expected to change dramatically over the next 20 years, there will be an effort to better balance the land use types in Lakeland to achieve both housing and economic development goals and policies through redevelopment of underutilized land uses. It is not expected that the Metro Urban Services Area will be extended to Lakeland in the foreseeable future, so the City will likely not face pressure for development of remaining vacant land. (*Map 6 – Current Zoning/Projected 2030 Land Use*) Therefore, the City's current zoning map will serve as the City's 2030 projected land use due to the lack of projected growth for the City.

## **6.0 HOUSING**

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The City's single-family residential housing is the largest developed land use in the Community. There are 711 homes in Lakeland, according to the 2000 Census, with 696 occupied. A total of 662 (95%) were owner-occupied, while the remaining 34 (5%) were renter occupied. The amount of rental housing is far below the state average for communities at 25%; however, the housing density is 338 units per square mile. The median rent, according to the 2000 Census data, was \$750/month; while the median home value was approximately \$185,000 which is a low estimate given recent housing value trends.

The housing in Lakeland includes 683 single-family homes, 16 duplexes, and 12 quads. There are no apartment buildings in the City of Lakeland, although zoning has always allowed for them to be constructed. The age of the median house in Lakeland is about 35 years with over 40% of the housing being built in the 1970's. The single-family homes in Lakeland, when compared to those statewide, tend to be a little larger – 7.2 rooms as compared to 6.6 rooms – while the rental units are about 33% larger in terms of rooms and the statewide average. This is primarily due to the fact that most of the rental housing is single-family units. Finally, the housing stock, while aging with 75% of the homes built before 1980, remains in good shape with only a 2% vacancy rate and substandard structures making up only 1% of the houses.

Given the above statistics and trends, it is clear that Lakeland does not provide 'lifecycle' housing for its residents, an adequate amount of rental housing, and that most of the housing stock will reach an age where substantial rehab may need to be done. As a result, the City's goals and policies 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.

To aid in the presentation and maintenance of existing housing, the City will continue to participate in housing rehab programs sponsored by the Washington County HRA, including the Housing Voucher Program. The City would like to supplement the HRA's programs, since funding is limited, with housing rehab programs from other vendors such as the Greater Metropolitan Housing Corporation, the Housing Resource Center, and the Center for Energy and Environment. Also high on the list of potential housing

programs is weatherization and home repair grants/loans for smaller projects. These cooperative arrangements with non profit and public organizations will be the key element of the city's plan to improve and maintain its housing stock, because the City does not have the staff capacity to conduct these programs.

The City plans to undertake a comprehensive study of its housing maintenance needs, and then develop programs to address identified needs.

A far more complex issue will be to address the lack of multi-family housing in the community, as the City is over 95% developed. A prime example is that there is no senior housing in the community, which many residents have expressed a desire to have available as the Lakeland population ages. More than that, there is no rental building in the City with greater than 4 units of housing. The difficulty in providing "lifecycle" housing opportunities is the lack of developable land, so, with one exception, any progress towards this goal will depend on redevelopment of existing parcels.

The City is currently working with the owners of Lakeland Plaza to reconfigure their site to add a parcel for potential senior housing along CSAH 18. This location is good for this use, because it near all city services, including a bank, branch library, fitness center, elementary school, and the Post Office. As property redevelops, the City will look at higher density use and the possibility of a financial commitment to achieve its goals and policies in this area.

Extensive gravel mining operations are conducted in northwestern Lakeland. The owner, Aggregate Industries, is required to maintain a plan currently calling for the rehab of the pit into R-1 zoning on completion of their activities in the next 20 years. While the mining and pit areas would require extensive reclamation and improvement before any building is feasible; however, much of the remaining vacant land is flat and has soils suitable for building. The City and owner have initiated discussions on a phased PUD approach to redevelopment that would include more housing types than single-family, as well as possible office space and some commercial and/or light industrial. It is anticipated that some of the land would be developed/redeveloped within the next decade. It is this project that would offer the best opportunity for the City of Lakeland to diversify its housing base, along with some small parcels in the southern part of the City west of CSAH 18.

There are limiting factors to the development of rental housing in Lakeland. First and foremost is the cost of property because a person would likely have to knock down a building which adds to the construction costs. Second, several parcels would have to be assembled. Third, there is no public transportation in Lakeland. Finally, Lakeland lies outside the Metropolitan Service Area and there are no plans to extend it. Given these constraints, the City of Lakeland will focus on improving and maintaining the existing housing stock, while looking for cost-effective opportunities to diversify its housing stock in the future.

## **7.0 PUBLIC FACILITIES**

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### **7.1 Transportation**

There is one principal arterial and two minor arterials serving the City of Lakeland. Interstate 94 is the principal arterial running east and west within the northern portion of the Community. County State Aid Highway (CSAH) 18 is a minor arterial running south of Interstate 94 the length of the City essentially cutting the City in half lengthwise. Minnesota State Highway 95 bisects Lakeland north of Interstate 94. It should be noted that CSAH 18 and State Highway 95 are the same road – south of I-94 it is CSAH 18, while north of I-94 it is State Highway 95. Interstate 94 is a three lane highway in each direction, and CSAH 18 and State Highway 95 is both one lane in each direction. The other streets in Lakeland are local streets that provide access to residential neighborhoods and sporadic commercial districts. CSAH 18 serves as a connecting route for people who live in the St. Croix Valley and commute to the Twin Cities and the northeast metro. Residents from as far south as Denmark Township use the highway to connect with Interstate 94 or with Minnesota State Highway 95 North. Traffic on CSAH 18 has increased since 1996 and will continue to increase in the future according to Minnesota Department of Transportation estimates. In preparation of the CSAH 18 reconstruction project (planned to begin summer 2008), Washington County researched current traffic counts and turns onto the highway within Lakeland. (*Appendix B - 2007 Traffic Volume*)

According to Washington County, projected traffic volumes for the year 2030 are as follows: 14,000 vehicles per day on CSAH 18 south of Interstate 94, 8,200 vehicles per day on CSAH 18 south of 7<sup>th</sup> Street South, and 16,300 vehicles per day on Minnesota State Highway 95 north of Interstate 94. These projections are down slightly from a 1996 projection report by Minnesota Department of Transportation. Projected traffic for Interstate 94 at the intersection of CSAH 18 is 106,000 vehicles per day, roughly an increase of 1.5 times the current levels of 77,000 (2005). The City of Lakeland falls within Traffic Analysis Zone #113 according to Washington County data. (*Appendix C – 2030 Annual Traffic Volume*)

CSAH 18 will be undergoing a reconstruction within Lakeland in the summer of 2008, with a completion date set for summer of 2009. The reconstruction was initiated by Washington County and allowed the City and its citizens to have input on what the redesign should include. Residents cited the need for increased safety precautions with the new design. These precautions included reducing traffic speed, eliminating the practice of illegal passing on the right, and making pedestrian crossing capabilities on CSAH 18. The design attempts to take into account all of these considerations, plus reduces the number of accesses to CSAH 18 as per Washington County access management guidelines which are subscribed to by the City of Lakeland.

Roundabouts will be installed in three locations: 5<sup>th</sup> Street North, Division Street, and 4<sup>th</sup> Street South. The roundabouts are being constructed in order to reduce vehicle speed

along the CSAH 18 corridor from Interstate 94 to the Afton Lakeland School. Their construction will also allow for better traffic flow from City streets that connect to CSAH 18. Crosswalks will be installed in tandem with the roundabouts in order to allow pedestrians a safer crossing due to the reduced speed of the motor vehicles. Lighting will also be provided surrounding the roundabouts. This will better ensure improved vision during night driving.

The creation of turn lanes on the reconstructed CSAH 18 will also be a feature to improve safety. The current highway motorists exhibit a habit of passing on the right in no passing lanes when motorists in front of them are making left hand turns. The new left turn only lanes along CSAH 18 will look to eliminate this concern.

Minnesota Department of Transportation, Washington County, and Lakeland policy is to limit access points to reduce traffic hazards of vehicles entering minor arterial roads. The reconstruction will not decrease access points onto CSAH 18 from any City street; however, left turn access to south bound CSAH 18 from the following streets will not be permitted due to a median barrier: 2<sup>nd</sup> Street South, 1<sup>st</sup> Street South, 4<sup>th</sup> Street North, Upper 4<sup>th</sup> Street North, and Upper 5<sup>th</sup> Street North. This safety feature will promote the use of the roundabouts for entering onto CSAH 18 and eliminate traffic attempting to cross the highway.

The intersection of CSAH 18 and 8<sup>th</sup> Street North will not be reconstructed with the current CSAH 18 project. However, safety concerns and possible design ideas need to be mentioned in this plan. The intersection of CSAH 18 and 8<sup>th</sup> Street North is located on the northern edge of Lakeland just south of the Interstate 94 exit ramp and turn signals.

During certain times, the intersection can be quite difficult to navigate because of the length of the intersection (two through lanes and two turn lanes on south bound CSAH 18 and two through lanes and two turn lanes on northbound CSAH 18), traffic flow, and high vehicle speeds. The intersection has seen increased traffic flow recently due to a sports complex and a large church built to the west along the frontage road. An overall increase in truck traffic is another reason. The frontage road is a connector route for the weigh station for trucks going north onto Minnesota State Highway 95 and south onto CSAH 18 after they exit the scale at the weigh station. This culmination of traffic has led to a safety hazard at the intersection according to St. Croix Valley residents.

The Minnesota Department of Transportation will not allow the installation of signal lights at the intersection. Their reasoning is that the intersection is too close in proximity to the signal lights for the on/off ramp access to Interstate 94 just to the north.

One possible scenario is to install a median across CSAH 18 effectively eliminating left turns and cross traffic from 8<sup>th</sup> Street North in both the east and west bound directions. The median would be fashioned to still allow traffic traveling north and south on CSAH 18 to make left hand turns onto 8<sup>th</sup> Street North and the frontage road. The only concern with this set up is that it would cause an increase in traffic flow southbound from the

frontage road onto CSAH 18 down to the first roundabout. From there, the traffic can continue southbound or return northbound to intersect with Interstate 94 or Minnesota State Highway 95. If a solution can be agreed upon, the County has programmed funding in their 2009 CIP.

Vehicle speed and concurrent safety issues have been raised before by citizens within Lakeland. Lakeland worked closely with Washington County to install a speed radar LED sign. This was in response to concern about speeding vehicles leading up to the flashing school signs. The city of Lakeland and Washington County have worked together on numerous safety issues and will continue to provide safe driving and pedestrian conditions within the Community.

The current status of the City's residential roads is to progressively reinvigorate them. The City is reconstructing deteriorating roads according to a rating system and recently constructed roads are being maintained with a crack seal and seal coat application. The streets budget allows the City to effectively rebuild roughly one stretch of street on average each year and any routine maintenance that may occur throughout the year.

The City, in conjunction with the City Engineer, works off a ten year capital improvement plan. Residential roads are rated every year and based on the ratings and project costs; a decision is developed as to which roads get routine maintenance and which are reconstructed.

In recent years, Lakeland has taken to grinding existing asphalt roads and replacing the underlying road base if necessary. Initial road work in the City seems to suggest that the older City streets were installed without a necessary layer of Class 5 gravel beneath the surface, and therefore are deteriorating at a more pronounced rate. The City is also incurring larger road costs due to the need to install storm water drainage in certain areas of the City. Storm water will be discussed in another section of this plan.

The City of Lakeland, in conjunction with the five other cities in the valley, operates a paved trail running parallel to CSAH 18. This trail is used year round; in the summer, bikers, walkers, runners, and people on roller blades frequent the path, and in the winter, snowmobilers and cross country skiers are the main users. The trail serves a recreational purpose and has a significant usage rate. In 2005, the trail was crack sealed for maintenance purposes and following the CSAH 18 project, the trail will be seal coated. This general maintenance is a cooperative effort with the five cities to maintain a desirable and highly used recreational trail. The CSAH 18 project will also be installing a new portion of the recreational trail along the west side of CSAH 18. This new portion is a joint effort between Lakeland and Washington County and will run from 5<sup>th</sup> Street South to 5<sup>th</sup> Street North. The new trail will better serve the businesses on the west side of CSAH 18 by allowing pedestrians improved access to these businesses.

The City of Lakeland lies outside the Transit Taxing District by 5 miles. (*Appendix D - Market Area IV/Transit Taxing District*) The nearest Metro Transit Park-N-Ride facility is planned for the Manning Avenue/I-94 intersection. It is expected that Lakeland

residents would use this facility, perhaps linking with the Human Services, Inc. Transporter that provides dial-a-ride to Lakeland residents. Local churches provide volunteer drivers for senior citizens and disabled residents providing the links to these volunteer drivers via the City newsletter and as phone calls requesting the service are received. In addition, the Minnesota Department of Transportation provides a well used carpool parking lot at the northeast corner of I-94 and CSAH 95 intersection (average of 45 cars during a recent 2 week visual survey). Finally, the City of Lakeland will participate in the I-94 Corridor Study spearheaded by Washington County and MnDOT beginning in 2009 which may increase transit options to Lakeland residents in the future.

The transportation system in Lakeland is evolving to fit the needs of the City. The reconstruction of CSAH 18, the increased maintenance and reconstruction of City streets, increasing transit options, and the maintenance of the recreation trail are all indicators that Lakeland is attempting to enhance the quality of our small town. It is the City's policy to monitor road conditions and keep our streets safe for our residents.

## **7.2 Aviation**

The City of Lakeland does not have an airport. The City's passenger and freight needs are served by the Minneapolis-St. Paul International Airport operated by the Metropolitan Airports Commission. This airport has changed significantly since the 1999 Comprehensive Plan – Lindbergh Terminal square footage grew by 46.1% from 1.9 million square feet to 2.8 million square feet; the number of Lindbergh Terminal gates increased from 66 to 117; there is a larger Humphrey Terminal; the number of parking spaces has grown 75%; and the airlines serve 131 nonstop markets which is second only to Denver, Colorado on a per capita basis.

Located approximately 10 miles northwest of Lakeland is the Lake Elmo Airport which is one of several "reliever" airports operated by the Metropolitan Airports Commission. The airport has 2 runways under 4,000 feet long and is designed to accommodate primarily the private and recreational flyer operating single- and twin-engine propeller aircraft. It also serves the business sector higher performance single- and twin-engine aircraft and an occasional small jet aircraft. There are more than 40,000 takeoffs and landings annually, and more than 200 private aircraft are based at the facility including several owned by Lakeland residents. (Source: MSPairport.com).

Unique to the City of Lakeland is that it is the current home of 2 private ballooning companies that make balloon ascents and descents throughout the year pending weather conditions. These balloon companies are strictly regulated by the Aeronautics Division of MnDOT and FAA.

The St. Croix River is used by seaplanes for takeoff and landing practice on an occasional basis. The Aeronautics Division of MnDOT regulates and monitors seaplane operations.

The Metropolitan Council's Transportation Policy Plan reflects Federal Regulation Title 14, Part 77, which establishes standards and notification requirements for objects affecting navigable airspace. All municipalities must protect airspace from potential electronic interference and obstructions to air navigation. As proof that they have done so, they must include a policy and text regarding their notification to the Federal Aviation Agency (FAA). To meet this requirement, the City will require that whenever there is construction or alteration to a facility building that would affect the region's airspace, exceeding 200 feet above ground level at certain distances from aviation facilities, the City will notify the FAA by submitting Form 7460-1. (*Appendix E - Form 7460, F – Instruction for Completing FAA Form 7460-1*)

## **8.0      PARKS AND OPEN SPACE**

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The City of Lakeland maintains 3 public parks – Crocker, Cully, and Humphries – a trail system, and beautiful Lakeland Beach on the St. Croix River. The City of Lakeland Parks' Inventory (*Appendix G*) is included and outlines the facilities and equipment for each of the parks.

One of the policies of the City of Lakeland is 'to work towards the renovation of the Community's parks and trails' to meet current safety standards and needs. In January, 2008, the City Council formed a Parks Advisory Commission charged with developing a short term and long term parks improvement plan to upgrade and maintain the parks and beach.

Short term needs identified included the following: new playground equipment at each of the 3 parks, restoration of the City Beach and parking lot, improving parking and lighting at each of the 3 parks, improve the ball diamonds, better parks maintenance, evaluate the use of each park to identify new needs, e.g. soccer field and Frisbee golf, and develop external funding sources for park improvements. Long term needs will be identified in a 5 year Capital Improvement Plan, plus the City of Lakeland will continue to seek opportunities to coordinate and expand its parks and trails system.

To provide financing for parks improvement projects, the City Council approved a \$25,000 increase in the 2008 Budget which will increase as fiscal constraints allow. These funds will be used primarily to upgrade the playground equipment in each park over the next 3 years. All of the playground equipment added will be different than what is available at the Afton-Lakeland Elementary School that has a large playground and has rebuilt 2 tennis courts. It is expected that some the funds will be used to "match" grants and loans from outside sources for the renovation of the ball diamonds.

In 2008, the City of Lakeland will begin to do its own snowplowing, as Washington County has decided not to continue this contract service for residents. As a result, the City of Lakeland plans to add a fulltime employee to add to the current 2.5 person Public Works staff to not only handle snowplowing duties in the winter, but also do parks

maintenance in the summer. It is anticipated that this will substantially improve the maintenance of the 3 parks and the City's trail system.

The City of Lakeland has started to set aside funding for the renovation of the beach on the St. Croix River. The beach is considered the "gem" of the City's park system, since it has a sandy shoreline and shallow waterline which makes it perfect for wading and young children. Its improvement is a major aim of the Parks Advisory Board and this Comprehensive Plan.

In 2007, the parking lot added more class 5 to make it easier for patrons to park their vehicles and overgrown brush and trees were removed to improve accessibility. A grant for more substantial renovation was applied for, but the DNR turned it down. However, a plan for improvements did result along with cost estimates, and future funding assistance will be sought.

In addition to its own parks, the City of Lakeland has worked cooperatively with surrounding cities to enhance park and recreational opportunities for its citizens. The primary example is the five-city bike/hike trail developed by the City of Lakeland, along with Lakeland Shores, Lake St Croix Beach, St Mary's Point, and Afton along CSAH 18 right-of-way. Each city owns and maintains the portion of the trail that passes through its boundaries. It also attracts bikers from all over Minnesota and Wisconsin. The Quinlan Avenue parking area is used by many bikers as a starting point for riding all the way from Stillwater to Afton and south. The road improvements to CSAH 18 in 2008 and 2009 which include a complete repaving of the bike trail in Lakeland and Lakeland Shores should enhance biker safety and drainage of the bike trail. Along with the project will be a new bike trail on the west side of CSAH 18 from 5<sup>th</sup> Street North to Lakeland Village.

The City of Lakeland is fortunate to have the Lucy Winton Bell Athletic Fields just to the west of the Community. This extensive, privately run complex provides the venue for youth baseball and soccer in the St Croix River Valley. The City has contributed funding to the nonprofit organization operating the athletic complex, as it benefits Lakeland youth.

The City also works with the Stillwater Area School District, which operates Afton-Lakeland Elementary School in Lakeland and Lakeland Shores. This partnership allows Lakeland residents to use the extensive playground equipment at the school, along with the recently-installed tennis courts and open space for pickup games.

Finally, residents' health options have been expanded by the new Snap Fitness facility located at Lakeland Plaza. Although privately owned and operated, this facility has filled a need for indoor exercise equipment for Lakeland residents.

The City of Lakeland will continue to look for opportunities to maintain, renovate, and expand its parks and trails system, as well as work to protect regionally significant ecological areas (*Map 8 – Regionally Significant Ecological Areas and Map 9 – National*

*Wetlands Inventory*). While it does have a Parks Dedication Fee for new construction, the lack of buildable land will mean that the Community will have to depend on its own financial resources, along with grants and loans from external sources, to achieve its goals and policies now and in the future.

## **9.0 WATER RESOURCES MANAGEMENT**

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### **9.1 Surface Water Management**

The City of Lakeland is located entirely within the Middle Saint Croix Water Management Organization area. It is Lakeland's policy to carry out the practices and principles outlined within the MSCWMO storm water management plan. The plan looks to take a proactive approach in the preservation of our natural resources, and Lakeland desires to follow this approach. (*Map 10 – Groundwater Sensitivity to Pollution*)

The City of Lakeland is currently in the process of producing their Storm Water Management Plan. When the plan is completed, it will be submitted to the Met Council and the MSCWMO for review and acceptance. The plan will be consistent with the MSCWMO plan, and upon adoption of the local plan, the MSCWMO plan will also be adopted by the City.

In February 2008, Lakeland passed a resolution to create a storm water drainage fund. The fund will be used for projects related to storm water drainage issues that occur throughout the City. This initiative on Lakeland's behalf is an attempt to deal with and plan for any storm water issues that may present themselves in the future. The first project to be funded is restoration of a deep gully on the Afton-Lakeland border – this \$165,000 project is being coordinated by MSCWMO and will be starting in fall 2008.

The current procedure involving storm water management within Lakeland is based on sound professional judgment by our City's Engineer and City Staff. The management is based on best management practices and on the National Urban Runoff Programs principles and practices. Major redevelopment projects within the City are using both of these programs in order to control any storm water runoff that the project produces.

The City is also working towards a complete drainage system for the City as a whole. A surface water drainage area map was created in 1988 to better understand the runoff within Lakeland and then implement various controls in an attempt to control this drainage. The City has updated portions of the 1988 map with new modeling to ensure that the past plans are still viable with the future plans of the system. The City is working overtime to install storm sewer, cut ditches, and install and replace culverts in order to redirect storm water runoff to predetermined settling ponds and grass swales. The City is also encouraging homeowners to install rain gardens and other runoff control features in an effort to lessen the amount of runoff within the City's system. As a

demonstration of encouragement, the City has installed a rain garden at City Hall and is planning on installing rain gardens in other locations throughout the City.

The City of Lakeland is working towards a community effort in curbing the effects storm water runoff has on the City and on the St. Croix River which is located adjacent to Lakeland. Lakeland is well prepared for future storm water issues within the City due to the policies and plans that are currently in place. (*Appendix H - Bedrock Layers in South Washington County, Appendix I - Geologic Cross-Section: East-West through Washington County.*)

## **9.2 Solid Waste**

The City of Lakeland has no landfill facilities within its municipal boundaries. The City operates under an “open” system of hauling requiring licenses from companies serving the Community. Lakeland is currently serviced by Maroney Services, Inc and Waste Management, Inc. The license holders are encouraged to comply with all existing Washington County and State of Minnesota laws related to the disposal of solid waste.

The City of Lakeland contracts with Maroney Services, Inc to handle recycling services for curbside pickup for all residents. The City has a goal of expanding recycling to businesses during the term of this Comprehensive Plan. Along with the other 4 cities in the Lower St. Croix River Valley, the City of Lakeland was honored for the high recycling participation rate by its residents by Washington County.

Residents are encouraged to take brush such as limbs, trees, and shrub trimmings to the Aggregate Industries brush site under an agreement with the company. This unique, cooperative effort between the City and one of its largest businesses is available the first Saturday of the month from April through October.

The City of Lakeland, in conjunction with the other Lower St Croix Valley cities, sponsors a spring cleanup day either the last Saturday in April or first Saturday in May. This allows residents to drop off nearly everything from appliances to tires. Starting this year, the City of Lakeland is participating in the expansion of the spring cleanup program by adding e-waste to the materials collected. It is a stated goal of the City of Lakeland to become a “greener” community in the coming years.

## **9.3 Sanitary Sewer**

Sanitary sewer is not currently available to the City of Lakeland. The sanitary sewage disposal needs have been met through use of individual sewage treatment systems (ISTS) for which program oversight has been delegated to Washington County. There are a total of 706 on-site disposal systems in the City - 690 residential and 16 serving institutions, commercial, and/or industrial uses. In addition, the Metropolitan Council has not identified the City of Lakeland for inclusion in the Metropolitan Urban Services

Area (MUSA) through the year 2030. The City plans to continue current policies and practices with regard to the use of ISTSs for sewage treatment.

## **9.4 Water Supply**

The City of Lakeland has submitted its water supply plan to the DNR and Metropolitan Council. The plan has come back from review with a checklist of changes needed and is currently being analyzed by City Staff a second time. Upon completion of the changes, the water supply plan will be resubmitted to the DNR and Metropolitan Council for final review. The current plan can be viewed at Lakeland Water Utility.

The water supply system was installed in 1991 which makes it fairly new in terms of longevity. The Class "C" system is owned and operated by the City of Lakeland and provides water to Lakeland, Lakeland Shores, Lake St. Croix Beach, and several homes in St. Mary's Point. The latter two cities have a joint powers agreement with the City of Lakeland to provide them water. The utility is also equipped to handle the city of St. Mary's Point, but at this time, they have not opted to install the infrastructure within their city.

The system has two local wells that are treated by onsite treatment plants for the removal of iron and manganese. Chlorine is added to the water for disinfection, sulfur dioxide is added to combat taste and odor issues, and fluoride is added as a State mandate. Both wells are designed with a maximum operating capacity of 1,000 gallons per minute (gpm). Currently, the turbine pumps that pump the water are only rated for 750 gpm. In the future, larger capacity pumps could be installed if increased demand requires it.

The utility's primary users are residential houses. As of May 2008, there are 900 homes connected to the water system. The annual water production of the facility in 2007 was 98.4 million gallons. This rate is expected to increase at approximately 3 million gallons per year at 3% growth estimates.

In emergencies, the City has a 100 kilowatt (kW) backup mobile generator that will run one treatment plant and the capacity to hook up a rental generator at the other plant. The City of Lakeland also works with the cities of Hudson, Stillwater, and Bayport for any needs they face.

## **10.0 ECONOMIC DEVELOPMENT**

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The City of Lakeland does not have an Economic Development Plan; however, the retention and expansion of the business base is one of the stated Comprehensive Plan goals. Since the only large piece of available land for development is the gravel mining operation owned by Aggregate Industries in the northwestern corner of the City, the focus of economic development will be on redevelopment of existing buildings and underused parcels.

The City of Lakeland has initiated discussions with Aggregate Industries regarding the future use of the land currently being used for gravel mining. The remaining natural aggregate is scheduled to be mined by the end of 2010; although the processing of mined aggregate from West Lakeland Township will continue to be in Lakeland. It is anticipated that some of the land may be available for development in the next 5 to 10 years. To assist in outlining available options for the property and provide support to Planning Commission cases, the City hired a planning consultant, SRF, in October 2007.

The City of Lakeland recognizes that most of the increase in its business tax base will result from redevelopment and expansion of the City's current small firms and the reuse of underutilized commercial parcels. To this end, the Lakeland City Council approved a Tax Increment Financing District and Business Subsidy Program containing the Lakeland Plaza parcels, along with an empowering boundary that took in most of the business district along CSAH 18. The City has negotiated a Development Agreement with the owners of Lakeland Plaza that will yield a \$4.1 million renovation of the Community's primary neighborhood retail business center. Along with that project, the City and the developer will realign 5<sup>th</sup> Street to connect to the planned roundabout in front of the Afton-Lakeland Elementary School and Lakeland Plaza which will create two more large commercial parcels for future redevelopment into office, a daycare, and senior housing. Already, a vacant gas station has been removed, and the subsequent environmental cleanup has been completed on the site.

As a branch of the Washington County Public Library, the Lakeland Post Office, and the local branch of U.S. Bank are in the same area, the City will explore the possibility of moving the City offices to the redeveloping area to create a more defined "city center" for the Community.

A goal of the Comprehensive Plan is to better utilize the commercial parcels in the City. It is anticipated that City staff and consultants will begin to catalogue vacant land for development and work with property owners and developers on appropriate uses for those identified parcels, develop a business retention plan to identify and assist existing businesses' expansion plans, and develop a commercial rehabilitation loan program perhaps with the assistance of the Washington County HRA helping finance building improvements. With the assistance of the City Council, a newly created Business Advisory Board, and interested citizens, the above information will be consolidated into a

comprehensive development and redevelopment plan to guide the expansion of the City's business base.

## **10.1      *Historical Preservation***

At this time, there is no specific plan for historical preservation in the City of Lakeland. However, residents are encouraged to maintain historical structures to preserve the historical architecture and cultural appeal.

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

The City of Lakeland has a policy in effect to protect solar access. The main purpose is to protect access to direct sunlight for solar energy systems to help offset the projected scarcity and high costs of conventional fuels. Solar systems are allowed in all districts of Lakeland meaning residential, commercial, and industrial, etc. However, the system must be in compliance with the permitting standards enforced by the City. Individuals or residents must apply for a building permit from the City Building Inspector in order to begin construction. Through this process, the individual or resident may be required to submit a solar energy system or solar energy structure plan.

## **11.0      *INTERGOVERNMENTAL COORDINATION***

Communities in the Lower St. Croix Valley have a long standing tradition of working together on common goals and objectives. A forum for ongoing discussion and cooperation was formed in order to assure a regular, sustainable dialogue among the jurisdictions. This forum, called the Lower St. Croix Valley Alliance, is a consortium of cities and Washington County. Attendance at Alliance meetings is voluntary and usually consists of one or more elected officials from each member city and the County Commissioner representing this district. City members include Afton, St. Mary's Point, Lake St. Croix Beach, Lakeland Shores, and Lakeland. West Lakeland Township often participates in the meetings, as does the city of Lake Elmo. This forum has been very useful for issues such as the reconstruction of County State Aid Highway 18, the repaving of the multi-city bike trail, sharing and financing the municipal water system, redevelopment of the Lakeland shopping center, public safety at Afton-Lakeland School, surface water management, and other issues.

Because of its topography and proximity to the St. Croix River, the City of Lakeland is also active in surface water management issues. Staff of the Middle St. Croix Water Management Organization is actively participating in the creation of this plan and are actively engaged in development and redevelopment decisions made within the City. The City also participates in the St. Croix Land Use Advisory Group, a body consisting of local jurisdictions in Minnesota and Wisconsin along with each state's Department of Natural Resources, to share information and coordinate policies that affect development

on and near the River. The City has also maintained a long standing relationship with the Minnesota Department of Natural Resources on issues affecting the status of the St. Croix as a federally designated Scenic and Recreational Riverway.

In addition to, and often in concert with the Lower St. Croix Valley Alliance, the City of Lakeland actively engages in other coordination and cooperative activities as well. The City is an active member in an ad hoc County Administrator's organization. This group, consisting of City Administrators from the entire County, meets quarterly at the County Courthouse with the County Administrator and Assistant Administrator. The purpose of this group is to share information and ideas that affect all jurisdictions in Washington County. Recent topics have included the surge in mortgage foreclosures, transportation funding, and drinking water quality on the west side of the County. Issues of course will come and go, but participation in an organization of this nature is extremely beneficial to Lakeland because it allows the City to tap the knowledge and experience of the County's larger, better financed jurisdictions.

The City of Lakeland has developed, and will continue to develop, relationships with other levels of government on an as needed basis to coordinate activities on specific subjects or issues. Examples of these include the City's relationship with the Minnesota Department of Transportation on the Park and Ride Lot along Interstate 94, and the City's relationship with Washington County on individual sewage treatment management.

Finally, the City of Lakeland is a member of the Association of Metropolitan Municipalities (Metro Cities) and League of Minnesota Cities in order to engage with other jurisdictions throughout the Metro region on region wide issues.

The City of Lakeland finds value in all of its relationships with other jurisdictions and intends to continue to nurture those relationships in the future.

## ***12.0 IMPLEMENTATION PLAN***

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Throughout the previous sections of the plan, a number of implementation methods for achieving the mission statement, goals, and policies for the City of Lakeland have been discussed. This section will summarize those implementation methods.

### ***12.1 Local Controls***

In general, the Plan will be implemented by the use of local controls, which the City of Lakeland has adopted and enforced. It should be noted that the City is currently undergoing an update of the City ordinances, which is scheduled for completion in 2009. Therefore, the specifics of each ordinance discussed below will likely be revised from its current form to eliminate inconsistencies and to insure conformance with the Comp Plan over the next couple of years.

All administrative responsibilities begin and end with the Lakeland City Council, which is responsible for the implementation of the Plan. The Planning Commission assists in the implementation of the Plan by holding Public Hearings, investigating each application, and making recommendations to the City Council who makes the final decision. The investigation of each application, as it pertains to the local controls listed below, is conducted by the Zoning Administrator/City Clerk, and assisted by a team consisting of the Planning Consultant, City Engineer, and City Attorney; while the Building Inspector handles permits and inspections once an application is approved.

The City of Lakeland utilizes the following local controls:

1. The Zoning Ordinance implements the primary elements of the City's Comp Plan by establishing the type, location, and intensity of uses through the City.
2. The Floodplain Ordinance protects development from floodwaters and floodplain areas that carry and discharge regional floods by limiting development in those areas.
3. The Sanitary Sewer Ordinance governs the installation, inspection, and maintenance of septic systems. The City issues septic system permits, inspects installation of all septic systems, and maintains files and plans of all permits.
4. The Subdivision Ordinance regulates the division of all property in Lakeland.
5. The Mining Ordinance establishes uniform performance standards for sand and gravel extraction and for land reclamation.
6. The Lower St. Croix River Bluffland and Shoreland Maintenance Ordinance protect the natural environment and aesthetics of this wild and scenic river.
7. The City Building Code which incorporates the State and International Building Codes.

In addition to these local controls, the City of Lakeland works closely with Middle St. Croix Water Management Organization, the Minnesota Department of Natural Resources, the U.S. Army Corps of Engineers, the Minnesota Pollution Control Agency, and the Metropolitan Council on reviews of proposed developments that pertain to their jurisdictions and advice on ordinance revisions that affect their rules and regulations. Also, assisting with advice and comments on germane development proposals are the Lower St. Croix Valley Fire Department, the Washington County Sheriff's Department; and the Washington County Highway Department. It is the effective collaboration of all these parties that will determine the success in implementing the Comprehensive Plan and achieving the goals and policies outlined in the Comprehensive Plan.

## **12.2      *Capital Improvement Program***

In the past 2 years, the City of Lakeland has focused on capital improvement programming for streets, parks, and surface water management. The City has allocated approximately \$325,000 per year for street improvements, which include improved storm water drainage, replacement of water pipes, and road resurfacing. With the

assistance of the City Engineer, SEH, all of the City's streets have been graded and prioritized for repair, resurfacing, and replacement. The City has also used County and State funds to improve the roads – the CSAH 18 Project is nearing completion that includes 3 roundabouts, improved storm water drainage, new landscaping, and resurfacing of the major arterial in Lakeland. Nearly 25% of the City's entire budget is spent on implementing the streets improvement program.

Beginning in 2008, the Lakeland City Council began budgeting \$25,000 per year for improvement of the City's 3 parks and beach, along with its trail system. The City Council and staff are currently working on capital improvement plans for each park and the beach. We have started with Humphries Park by purchasing new playground equipment, increasing the handicapped accessibility to the park with paved trails, and paving the small parking lot. The City's major baseball field will be enhanced with the help of a Twins Grant that will provide new dugouts and seating. The City has also received a matching grant from Great River Greening for upgrading the parking lot for the beach. The maintenance of the parks and beach will be better with the hiring of a FT Public Works employee who does snowplowing in the winter and works in the parks during the summer. The City Council remains committed to improving the parks to better the quality of life in Lakeland.

Finally, as part of the Comprehensive Plan, the City has undertaken the development of a Surface Water Management Plan, scheduled for final completion in July 2009. The City obtained a loan from the Metropolitan Council for  $\frac{3}{4}$  of the cost to complete the SWMP. In 2009, the City Council, in anticipation of the need to fund projects to implement the SWMP, began budgeting \$5,000 for this purpose. While this will not be enough to carry out the SWMP, it represents a start and a commitment by the City Council to implement the results of the SWMP.

The City of Lakeland has a Water Utility that serves Lakeland, Lakeland Shores, and Lake St. Croix Beach. It has a capital improvement program to maintain and upgrade the current system. An example is the improvement done on 5<sup>th</sup> Street in conjunction with the upgrade of CSAH 18 last year - the City's water improvements were bid as part of the County project saving rate payer dollars. The City will continue to take advantage of these opportunities to "piggyback" on other larger County and State projects to upgrade the water system. The current system is adequate to accommodate any growth in single-family and light commercial uses, so there are no major plans for expanding the water system. The costs of maintaining and upgrading the water system are built into the rates.

There is no expansion of the Metropolitan Council Environmental Services Sewer System planned for Lakeland. No capital expenditure program is planned for a municipal sewer system, so individual sewer treatment systems will continue to be used on private properties. The City will continue to work with Washington County to insure that these individual systems are kept to standards.

The City of Lakeland has and will use property tax revenues, grants, loans, TIF, fees, and other revenue sources to pay for these improvements. The CIP for each of these areas will be reviewed periodically. Sound financial planning will be utilized so that the tax burden is not significantly increased on individual property owners in fulfilling the CIP.

### **12.3      *Housing Implementation Program***

There are very few parcels left to develop in Lakeland, and the City is not required to contribute to the region's need for low and moderate income housing for 2010 – 2020.

As noted in the Policies section, the key to Lakeland's housing future will be in improving the maintenance and rehabilitation of the City's aging housing stock. In implementing this policy, the City will establish a working relationship with the Washington County Housing and Redevelopment Authority, as well as other public and private vendors of housing rehab programs. The City has been using interns to catalogue homes in need of rehabilitation and code enforcement, so that more targeted housing rehab programs can be implemented cost effectively.

Also noted in the Policies section is the need for senior housing in Lakeland. The City has established a TIF District, in conjunction with the redevelopment of the Lakeland Village neighborhood center that would be suitable for senior housing development. On the list of City goals is to make a concerted effort to work with the developer to make this project happen for the Community, now that a potential financing vehicle, TIF, is available.

In summary, the City of Lakeland will continue to monitor the condition and encourage the maintenance and rehabilitation of its housing stock, as well as take advantage of development and redevelopment opportunities to increase "life cycle" housing in the Community.

**City of Lakeland  
Comprehensive Plan**

**Appendix**

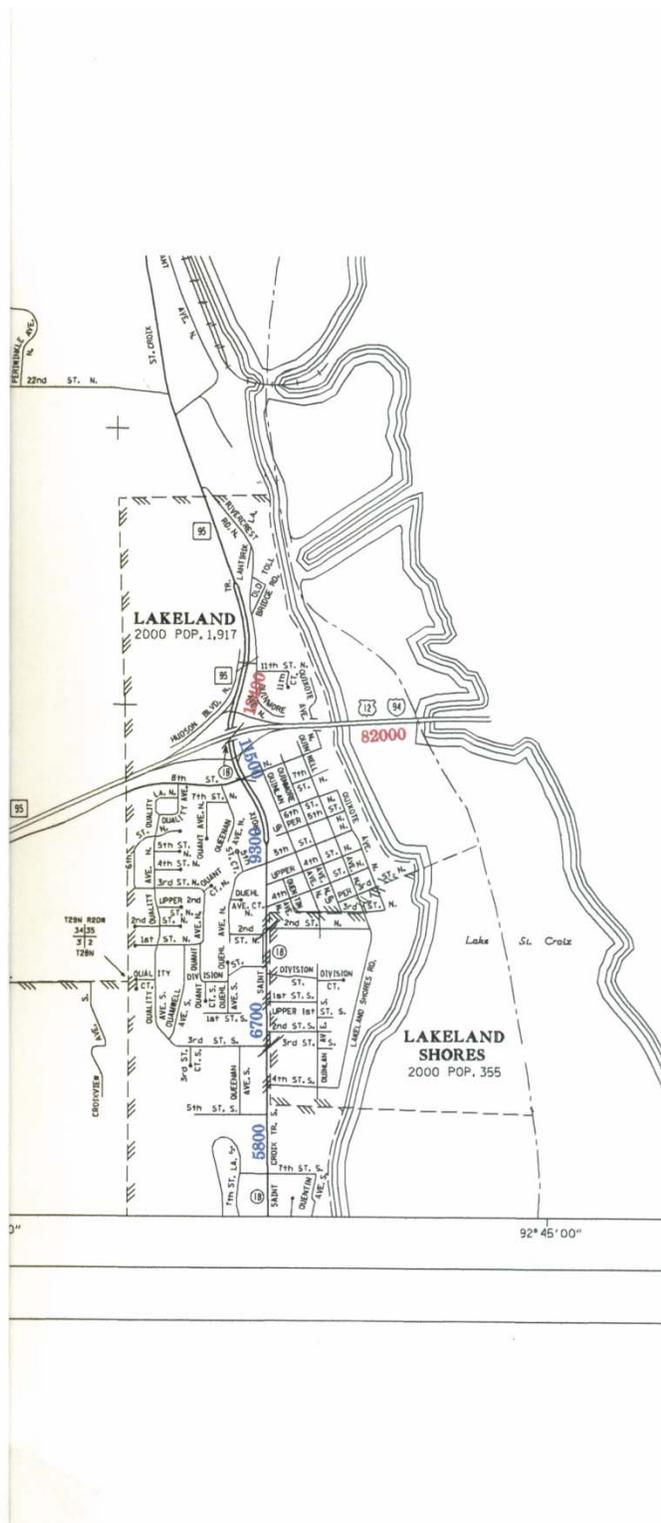
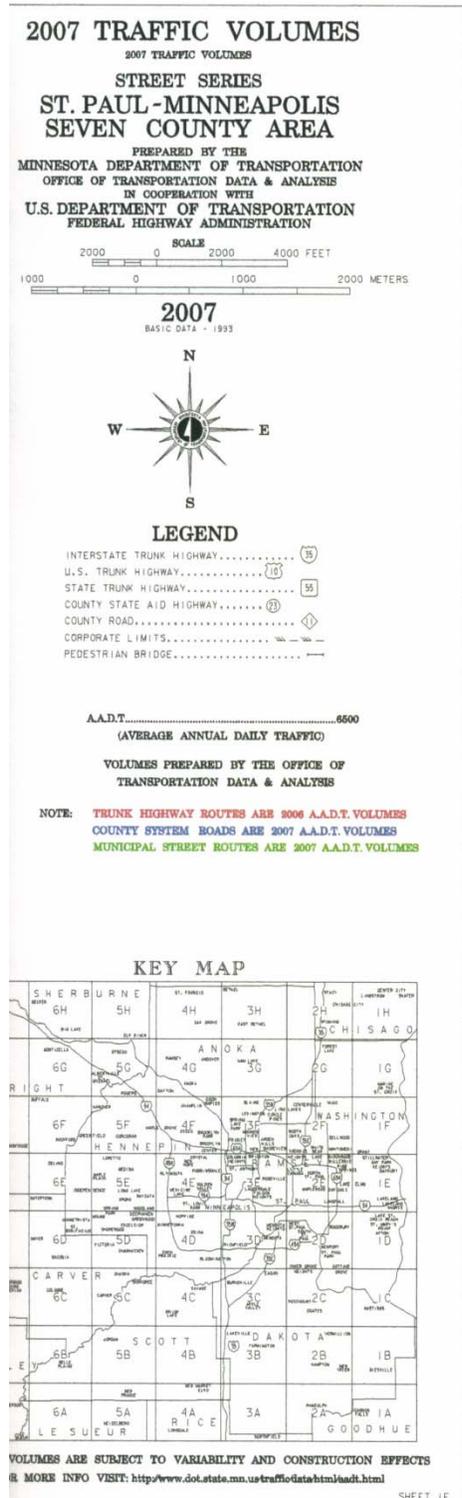
		Page
A	List of Historical Sites	2
B	Road/Highway System Traffic Volumes 2007	3
C	Annual Avg. Daily Traffic Volume (2030 Forecast)	4
D	Transit Taxing District	5
E	Form 7460-1	6
F	Form Instructions	7
G	City of Lakeland Park Inventory	8
H	Geologic Features	9
I	Available Drinking Water Aquifer	10

# Appendix A

## List of Historical Sites

- **Congregational Church** - 768 Quinnell Avenue North  
This church was built in 1867.
- **Sam Sanderson store and Post Office** - 760 Quinnell Avenue North  
This structure was saved and restored as an architect's office until January 1999 when the building was razed.
- **Baptist Church** – current City Hall at 690 Quinnell Avenue North  
Built in 1868, this structure also served as a Swedish Lutheran Church, community club meeting place, and a school house.
- **Oldest listed house in Lakeland** – 647 Quinnell Avenue North
- **Grout House** – 661 Quinnell Avenue North (John T. Chyphers home)  
This house is significant because of its early construction date and its unique architectural features. This was originally the stagecoach stop.
- **Louis Olson Home** – 641 Quinmore Avenue North  
Louis Olson, a prominent businessman, operated a ferry service.
- **Andrew Nelson Home** – 620 Quixote Avenue North  
This structure was built by a sawmill owner.
- **Site of Railroad Station** – depot building currently located at 16625 Upper 4th Street North.  
Used as a tool shed.
- **May's Nursery building** – 16880 4th Street North  
This structure was originally built as a hotel for sawmill workers. Later this became Stokely Van Camp Canning factory. A portion of the building was razed in 1984; the brick warehouse portion is still being used for storage purposes.
- **Bahnemann house** – 16737 8th Street North  
Bahnemann was a prominent lumberman.
- **Staples Jackson home** – 820 Quinmore Avenue North
- **Dickenson home** – located on 8th Street North  
This was the home of a prominent 1860's family.
- **Henry Tyler home** – located at 1544 Rivercrest Road North  
This was the home of a prominent 1860's family.
- **Captain John Oliver** – 1544 Rivercrest Road North  
A Greek revival built in 1849. John Oliver, a former British Naval Officer and Boston harbor pilot operated a ferry service in this area between 1850 and 1869.
- **Mitchell Y. Jackson** - 16376 7th Street South  
Bought a farmstead in Lakeland that is today a subdivision known as Jackson Farms.
- **R. H. McCoy sawmill** – Rivercrest Road North  
Built in 1886 north of the depot and near the present swimming beach, was still running night and day in 1900.
- **Old blacksmith's house** - 16660 6<sup>th</sup> Street North  
Still have blacksmith items in the garage.

# Appendix B

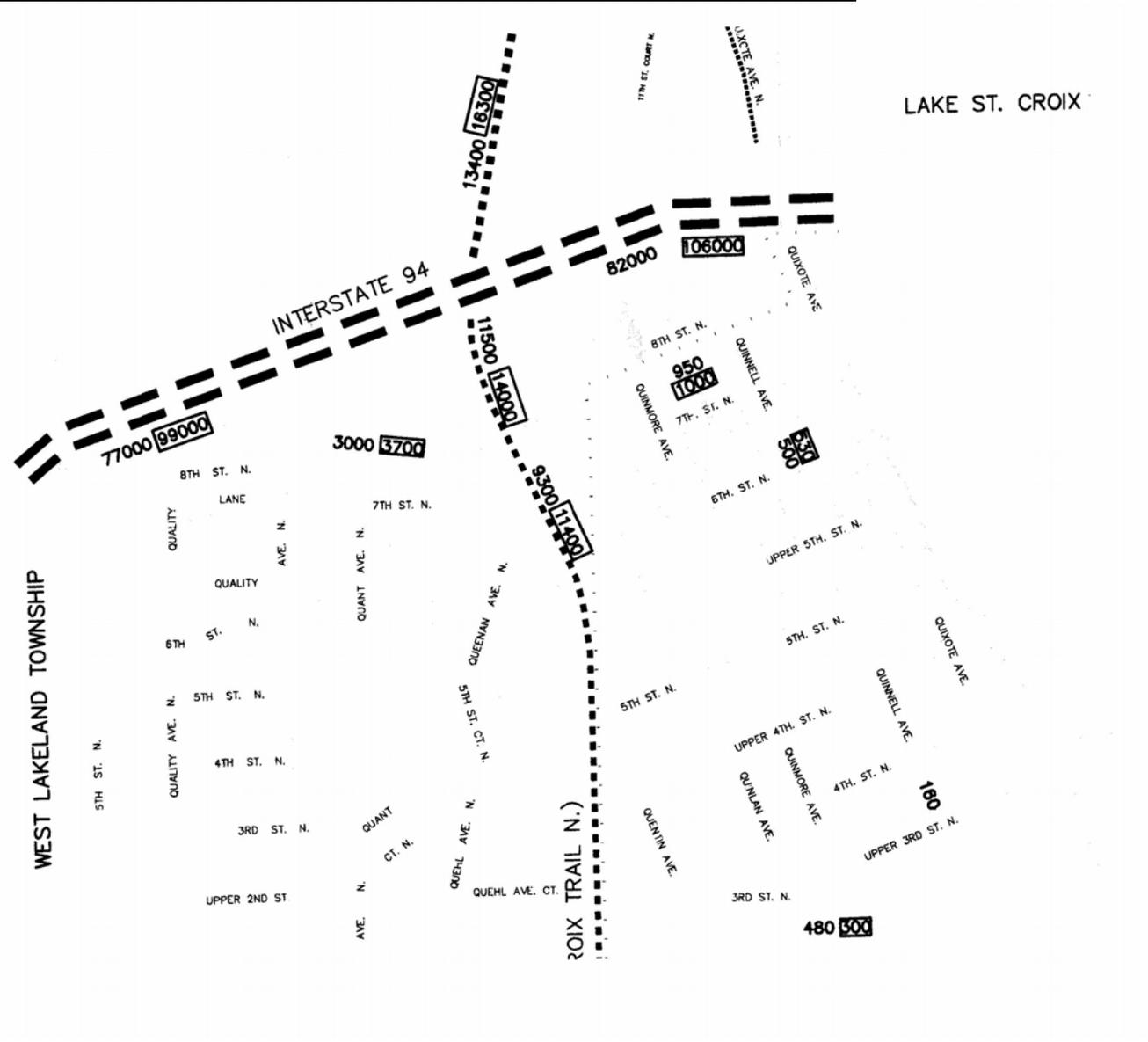


# Appendix C

## City of Lakeland

### transportation

<div style="border-bottom: 2px dashed black; width: 100%;"></div>	principal arterial	<div style="border-bottom: 2px dotted black; width: 100%;"></div>	0000 annual average daily traffic volume (2006) (minnesota department of transportation)
<div style="border-bottom: 2px dashed black; width: 100%;"></div>	minor arterial	<div style="border-bottom: 2px solid black; width: 100%;"></div>	0000 annual average daily traffic volume (2030 forecast) (minnesota department of transportation)
<div style="border-bottom: 2px solid black; width: 100%;"></div>	local-paved surface	<div style="border-bottom: 2px solid black; width: 100%;"></div>	
<div style="border-bottom: 2px solid black; width: 100%;"></div>	local-gravel surface	<div style="border-bottom: 2px solid black; width: 100%;"></div>	
<div style="border-bottom: 2px solid black; width: 100%;"></div>	unimproved right of way	<div style="border-bottom: 2px solid black; width: 100%;"></div>	
<div style="border-bottom: 2px solid black; width: 100%;"></div>	private road	<div style="border-bottom: 2px solid black; width: 100%;"></div>	
<div style="border-bottom: 2px solid black; width: 100%;"></div>	bike trail	<div style="border-bottom: 2px solid black; width: 100%;"></div>	







# Appendix F

## INSTRUCTIONS FOR COMPLETING FAA FORM 7460-1

PLEASE TYPE or PRINT

**ITEM #1.** Please include the name, address and phone number of a personal contact point as well as the company name.

**ITEM #2.** Please include the name, address and phone number of a personal contact point as well as the company name.

**ITEM #3.** New Construction would be a structure that has not yet been built.

Alteration is a change to an existing structure such as the addition of a side mounted antenna, a change to the marking and lighting, a change to power and/or frequency, or a change to the height. The nature of the alteration shall be included in **ITEM #21** "Complete Description of Proposal".

Existing would be a correction to the latitude and/or longitude, a correction to the height, or if filing on an existing structure which has never been studied by the FAA. The reason for the notice shall be included in **ITEM #21** "Complete Description of Proposal".

**ITEM #4.** If Permanent, so indicate. If Temporary, such as a crane or drilling derrick, enter the estimated length of time the temporary structure will be up.

**ITEM #5.** Enter the date that construction is expected to start and the date that construction should be completed.

**ITEM #6.** Please indicate the type of structure. **DO NOT LEAVE BLANK.**

**ITEM #7.** In the event that obstruction marking and lighting is required, please indicate type desired. If no preference, check "other" and indicate "no preference" **DO NOT LEAVE BLANK.** **NOTE:** High Intensity lighting shall be used only for structures over 500' AGL. In the absence of high intensity lighting for structures over 500' AGL, marking is also required.

**ITEM #8.** If this is an existing tower that has been registered with the FCC, enter the FCC Antenna Structure Registration number here.

**ITEM #9 and #10.** Latitude and longitude must be geographic coordinates, accurate to within the nearest second or to the nearest hundredth of a second if known. Latitude and longitude derived solely from a hand-held GPS instrument is NOT acceptable. A hand-held GPS is only accurate to within 100 meters (328 feet) 95 percent of the time. This data, when plotted, should match the site depiction submitted under **ITEM #20.**

**ITEM #11.** NAD 83 is preferred; however, latitude and longitude may be submitted in NAD 27. Also, in some geographic areas where NAD 27 and NAD 83 are not available other datums may be used. It is important to know which datum is used. **DO NOT LEAVE BLANK.**

**ITEM #12.** Enter the name of the nearest city and state to the site. If the structure is or will be in a city, enter the name of that city and state.

**ITEM #13.** Enter the full name of the nearest public-use (not private-use) airport or heliport or military airport or heliport to the site.

**ITEM #14.** Enter the distance from the airport or heliport listed in #13 to the structure.

**ITEM #15.** Enter the direction from the airport or heliport listed in #13 to the structure.

**ITEM #16.** Enter the site elevation above mean sea level and expressed in whole feet rounded to the nearest foot (e.g. 17'3" rounds to 17', 17'6" rounds to 18'). This data should match the ground contour elevations for site depiction submitted under **ITEM #20.**

**ITEM #17.** Enter the total structure height above ground level in whole feet rounded to the next highest foot (e.g. 17'3" rounds to 18'). The total structure height shall include anything mounted on top of the structure, such as antennas, obstruction lights, lightning rods, etc.

**ITEM #18.** Enter the overall height above mean sea level and expressed in whole feet. This will be the total of **ITEM #16** + **ITEM #17.**

**ITEM #19.** If an FAA aeronautical study was previously conducted, enter the previous study number.

**ITEM #20.** Enter the relationship of the structure to roads, airports, prominent terrain, existing structures, etc. Attach an 8-1/2" x 11" non-reduced copy of the appropriate 7.5 minute U.S. Geological Survey (USGS) Quadrangle Map MARKED WITH A PRECISE INDICATION OF THE SITE LOCATION. To obtain maps, contact USGC at 1-800-435-7627 or via internet at "<http://mapping.usgs.gov>". If available, attach a copy of a documented site survey with the surveyor's certification stating the amount of vertical and horizontal accuracy in feet.

**ITEM #21.**

- For transmitting stations, include maximum effective radiated power (ERP) and all frequencies.
- For antennas, include the type of antenna and center of radiation (Attach the antenna pattern, if available).
- For microwave, include azimuth relative to true north.
- For overhead wires or transmission lines, include size and configuration of wires and their supporting structures (Attach depiction).
- For each pole/support, include coordinates, site elevation, and structure height above ground level or water.
- For buildings, include site orientation, coordinates of each corner, dimensions, and construction materials.
- For alterations, explain the alteration thoroughly.
- For existing structures, thoroughly explain the reason for notifying the FAA (e.g. corrections, no record or previous study, etc.).

**Filing this information with the FAA does not relieve the sponsor of this construction or alteration from complying with any other federal, state or local rules or regulations. If you are not sure what other rules or regulations apply to your proposal, contact local/state aviation and zoning authorities.**

**Paperwork Reduction Work Act Statement:** This information is collected to evaluate the effect of proposed construction or alteration on air navigation and is not confidential. Providing this information is mandatory for anyone proposing construction or alteration that meets or exceeds the criteria contained in 14 CFR, part 77. We estimate that the burden of this collection is an average 19 minutes per response. An agency may not conduct or sponsor, and a person is not required to respond to a collection of information unless it displays a currently valid OMB control number. The OMB control number for this collection is 2120-0001. Comments concerning the accuracy of this burden and suggestions for reducing the burden should be directed to the FAA at: 800 Independence Ave. SW, Washington, DC 20591, Attn: Information Collection Clearance Officer, ABA-20

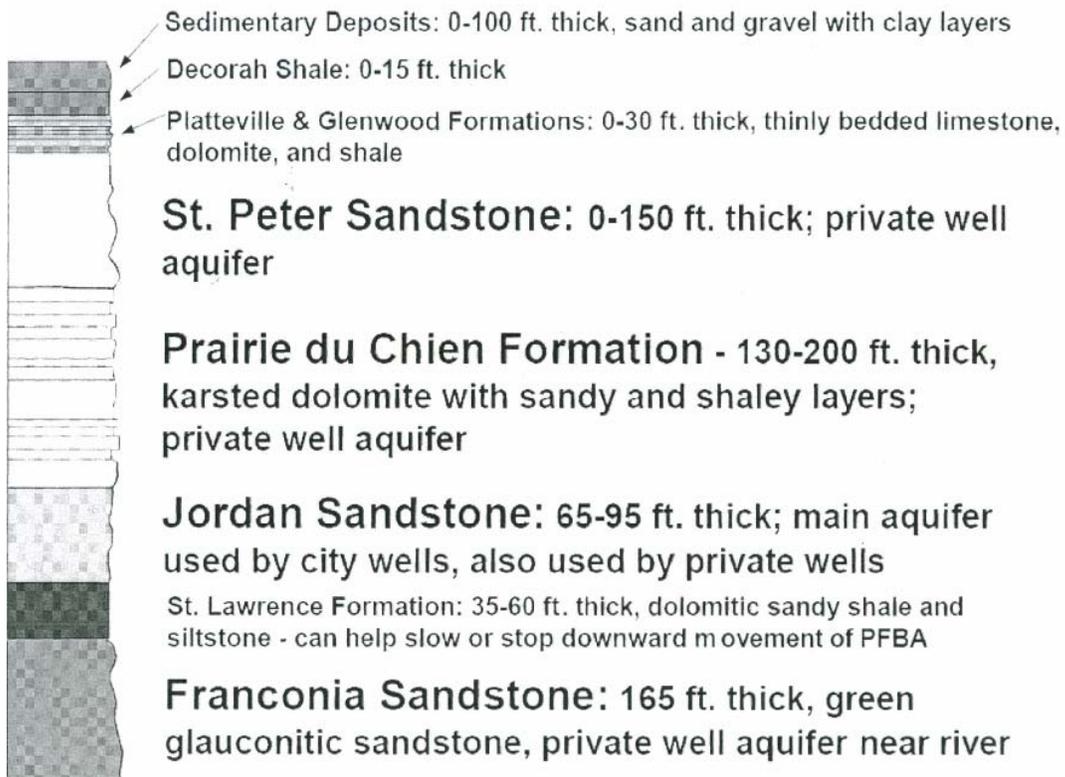
# Appendix G

## City of Lakeland Park Inventory

	<u>Cully Park</u>	<u>Crocker Park</u>	<u>Humphries Park</u>
Baby Slide		1	
Baby Swing		2	2
Backstop	1	1	
Ball Diamond	1	1	
Basketball Court	1		
Benches	1	2	
Bleachers		1	
Drinking Fountain	1		
Glider	1	1	
Jungle Gym		1	1
Merry Go Round			1
Picnic Table	2	1	1
Restrooms	1	2	
Sandbox			1
Spring Horses	2		
Swings	4	5	
Teeter Totter	1		1
Tire Swing	1		1
Trash Receptacles	2	2	1
Volleyball Court	1		

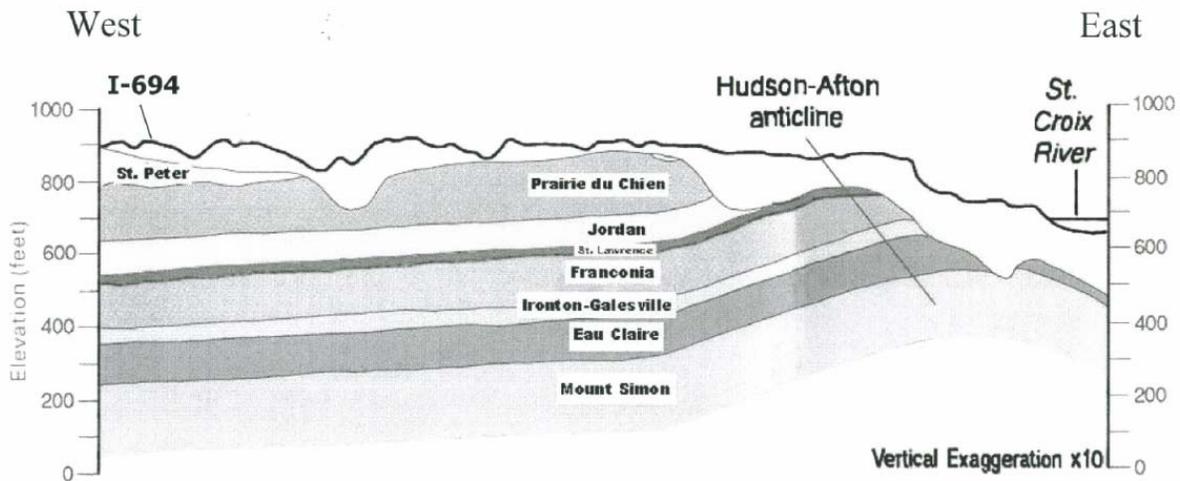
# Appendix H

## Bedrock Layers in South Washington Co.



# Appendix I

## Geologic Cross-Section: East-West Through Washington Co.



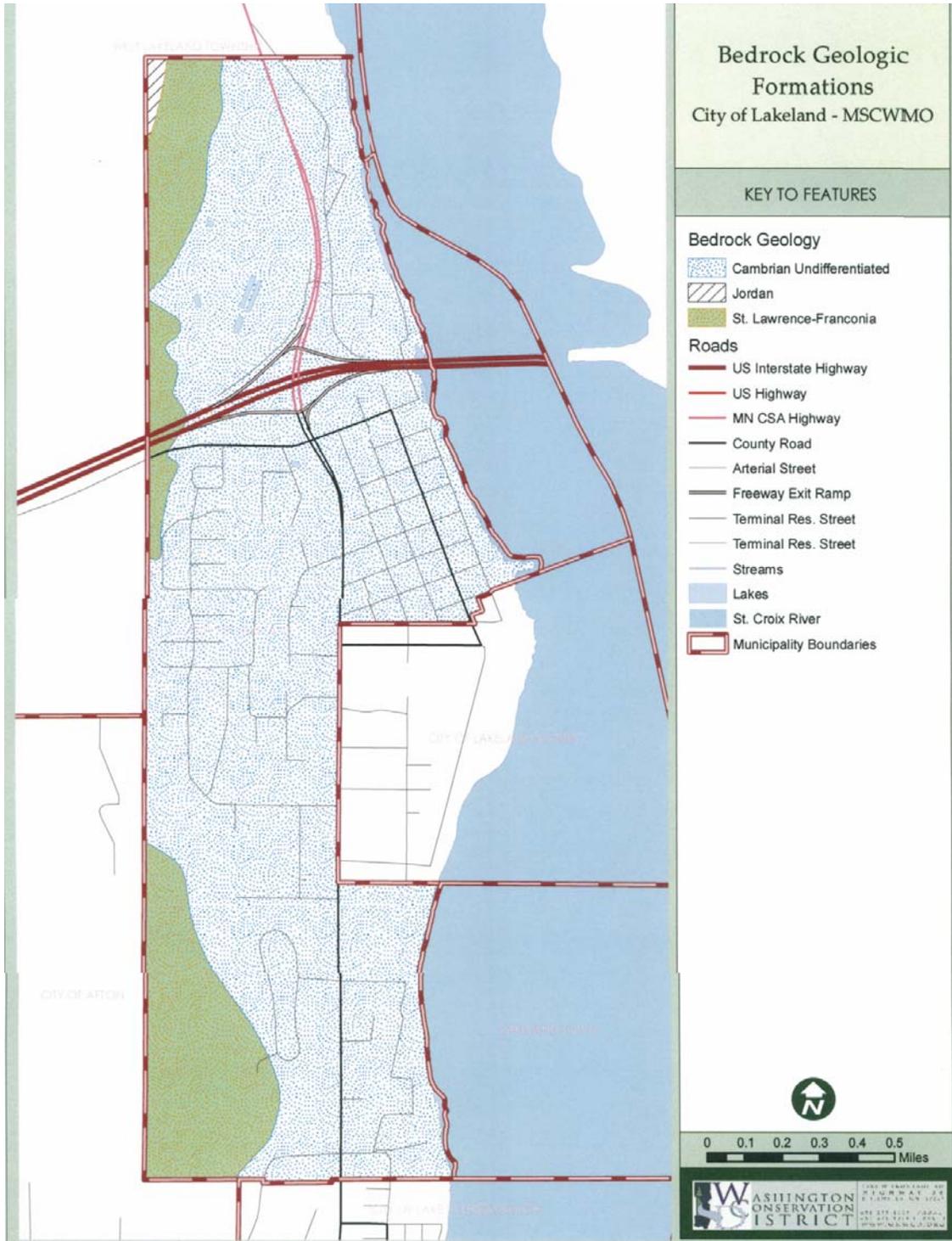
Geologic cross section of the Hudson-Afton anticline in the area of West Lakeland Township, approximately 2 miles south of Baytown Township. (Figure modified from Fig. 2, Mossler and Bloomgren, 1990)

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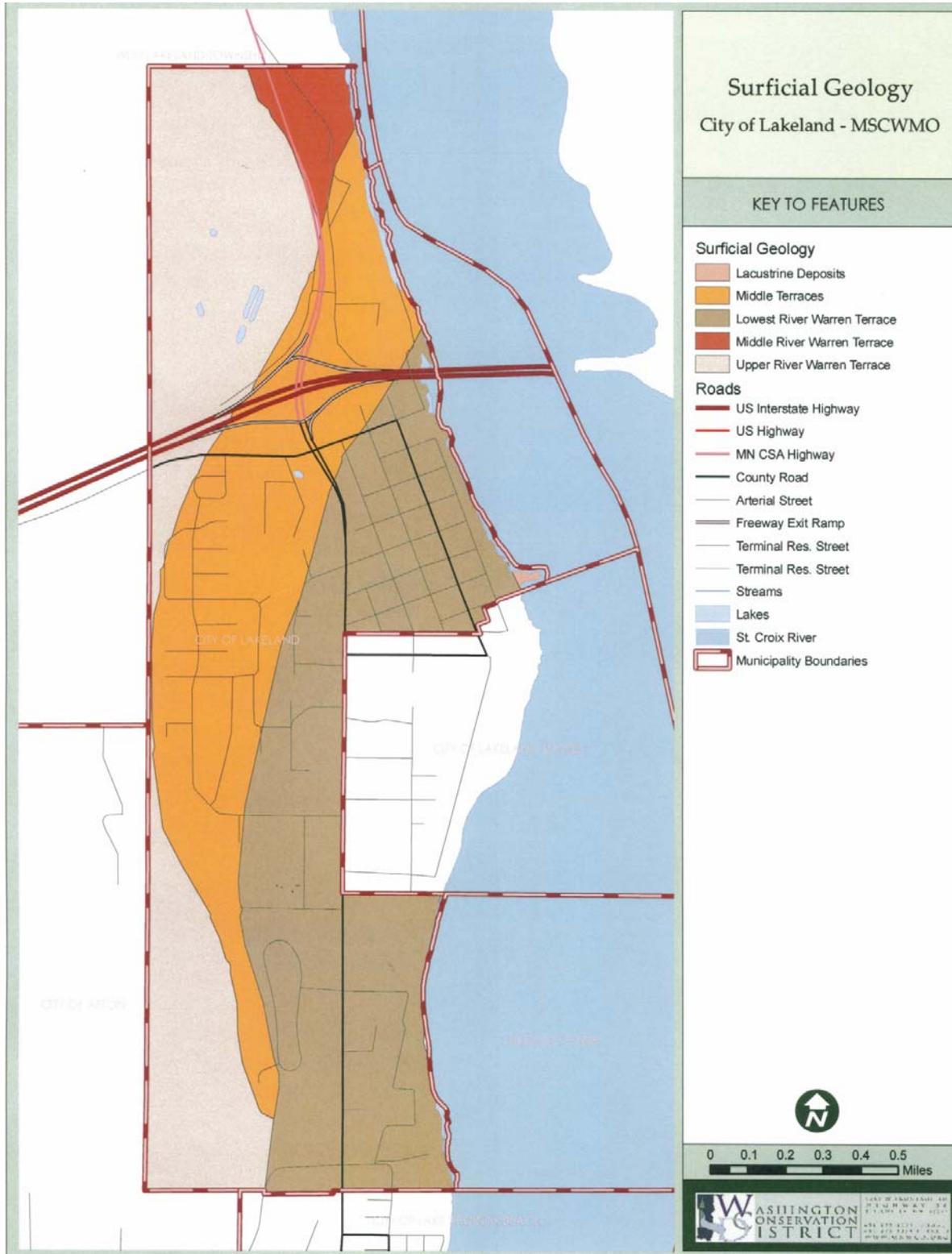
**City of Lakeland  
Comprehensive Plan  
MAP Appendix**

		Page
Map 1	Bedrock Geological Formation	2
Map 2	Surficial Geology	3
Map 3	Minnesota Land Cover	4
Map 4	Surficial Soils by Hydrologic Drainage	5
Map 5	2000 Land Use	6
Map 6	Current Zoning	7
Map 7	Aggregate Resources	8
Map 8	Regionally Significant Ecological Areas	9
Map 9	Wetlands	10
Map 10	Ground Water Sensitivity to Pollution	11

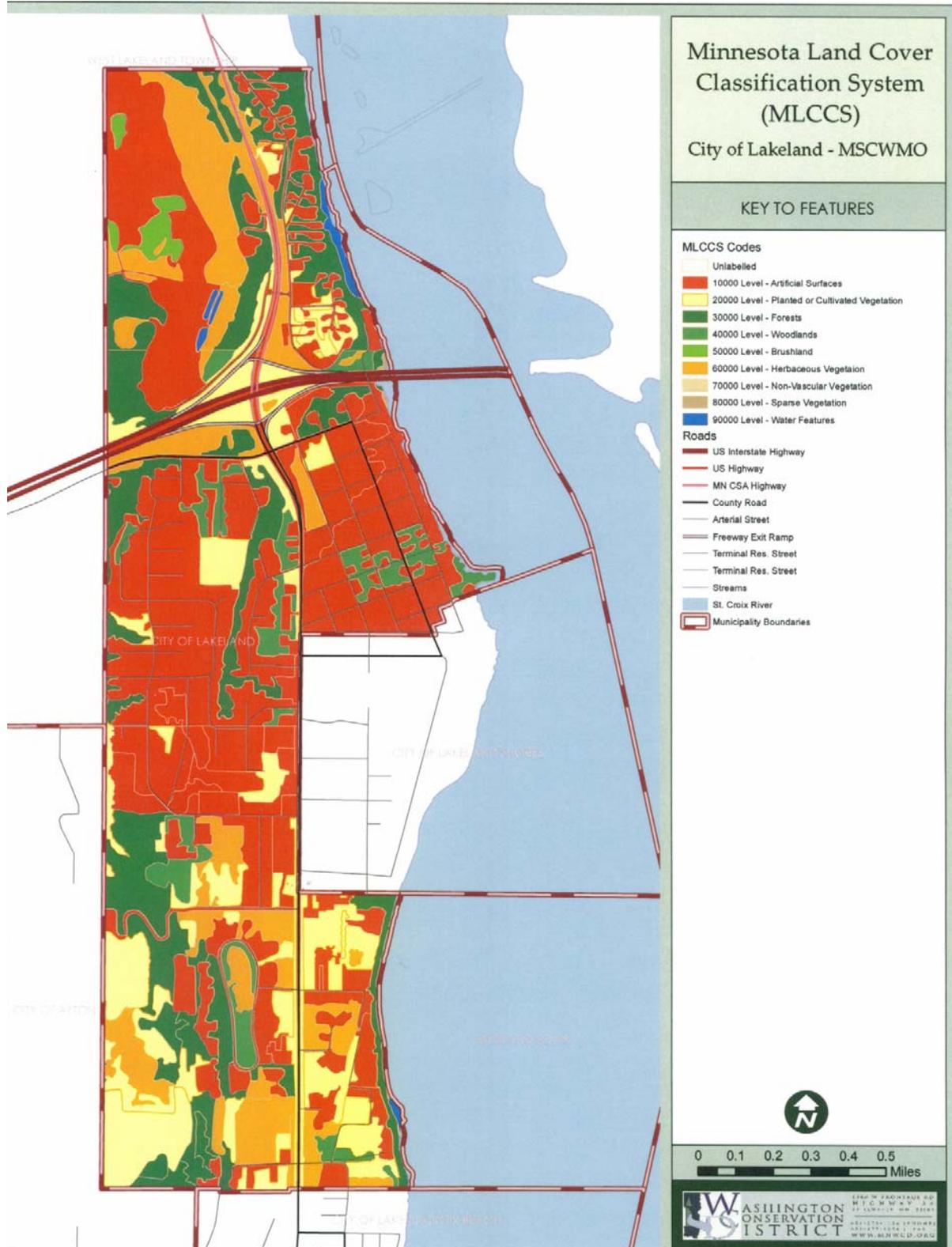
# Map 1 - Bedrock Geological Formation



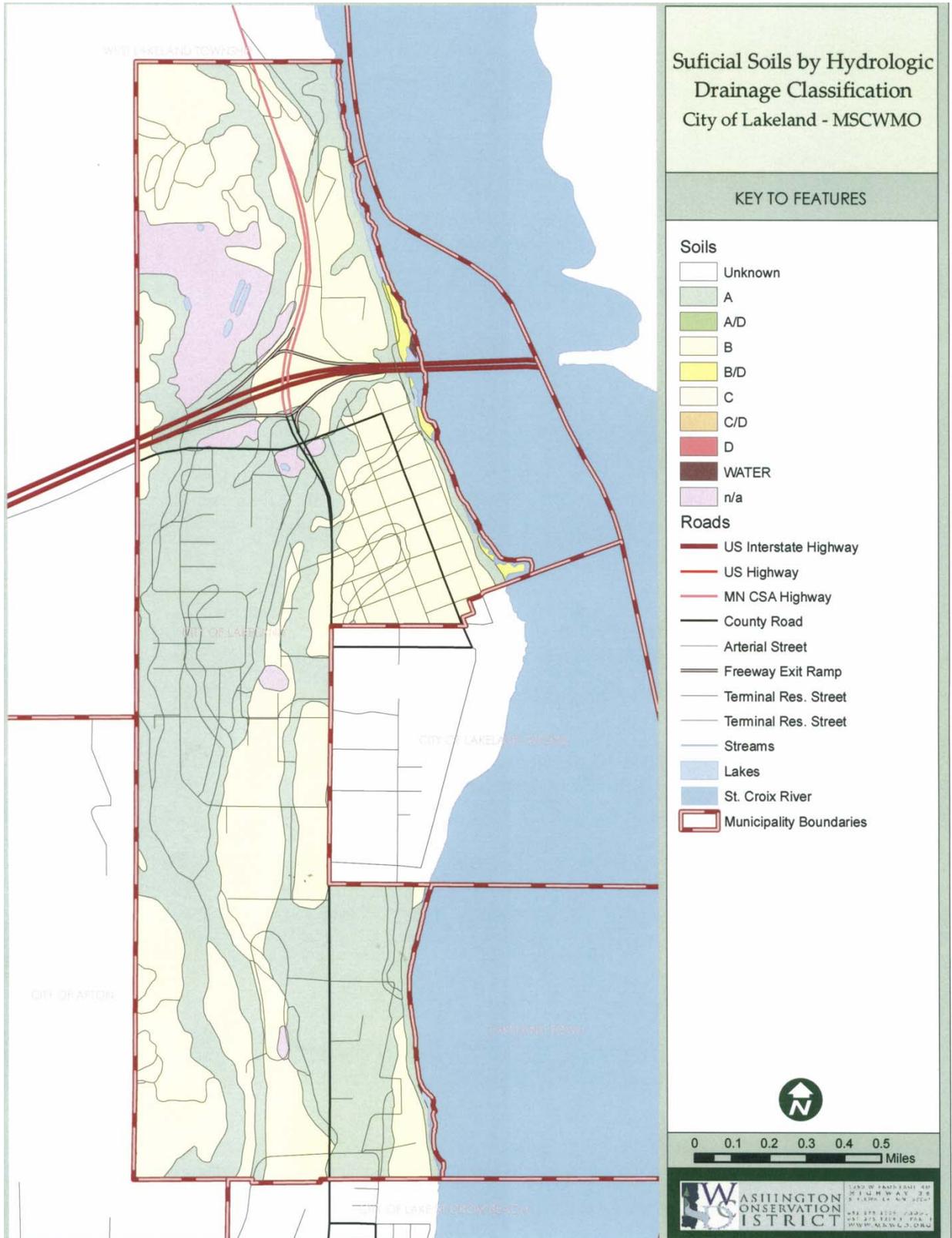
# Map 2 - Surficial Geology



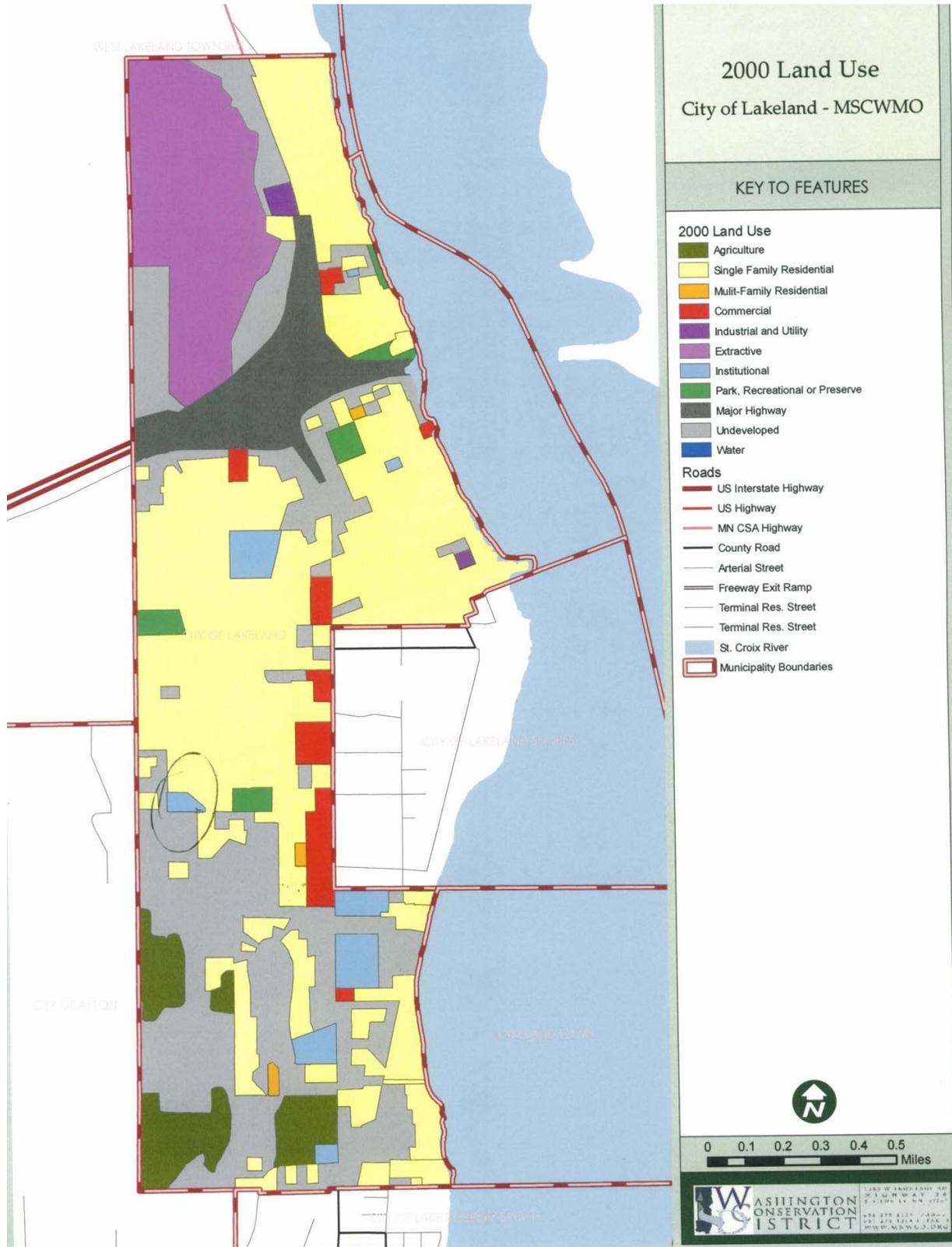
# Map 3 - Minnesota Land Cover



# Map 4 – Surficial Soils by Hydrologic Drainage



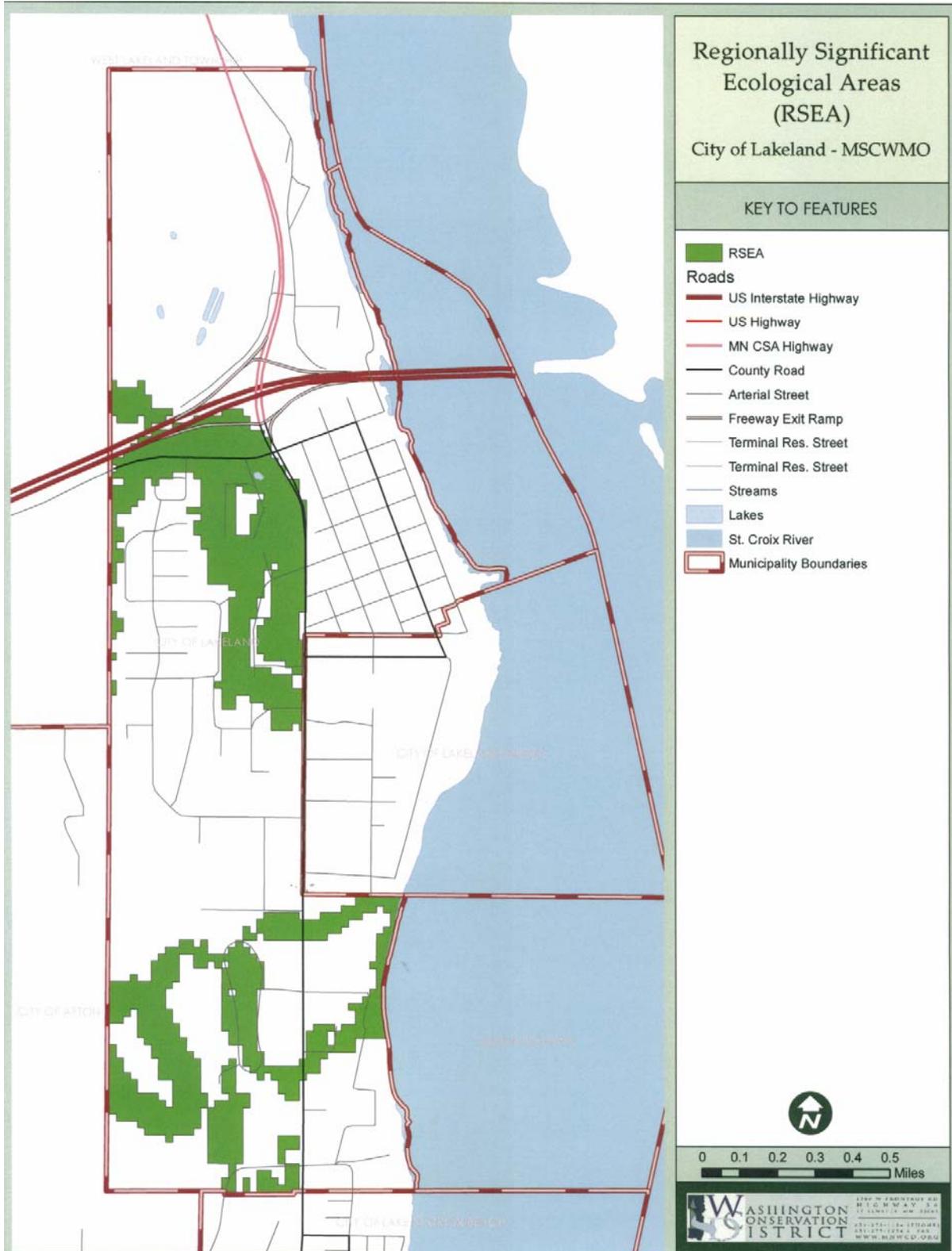
# Map 5 - 2000 Land Use



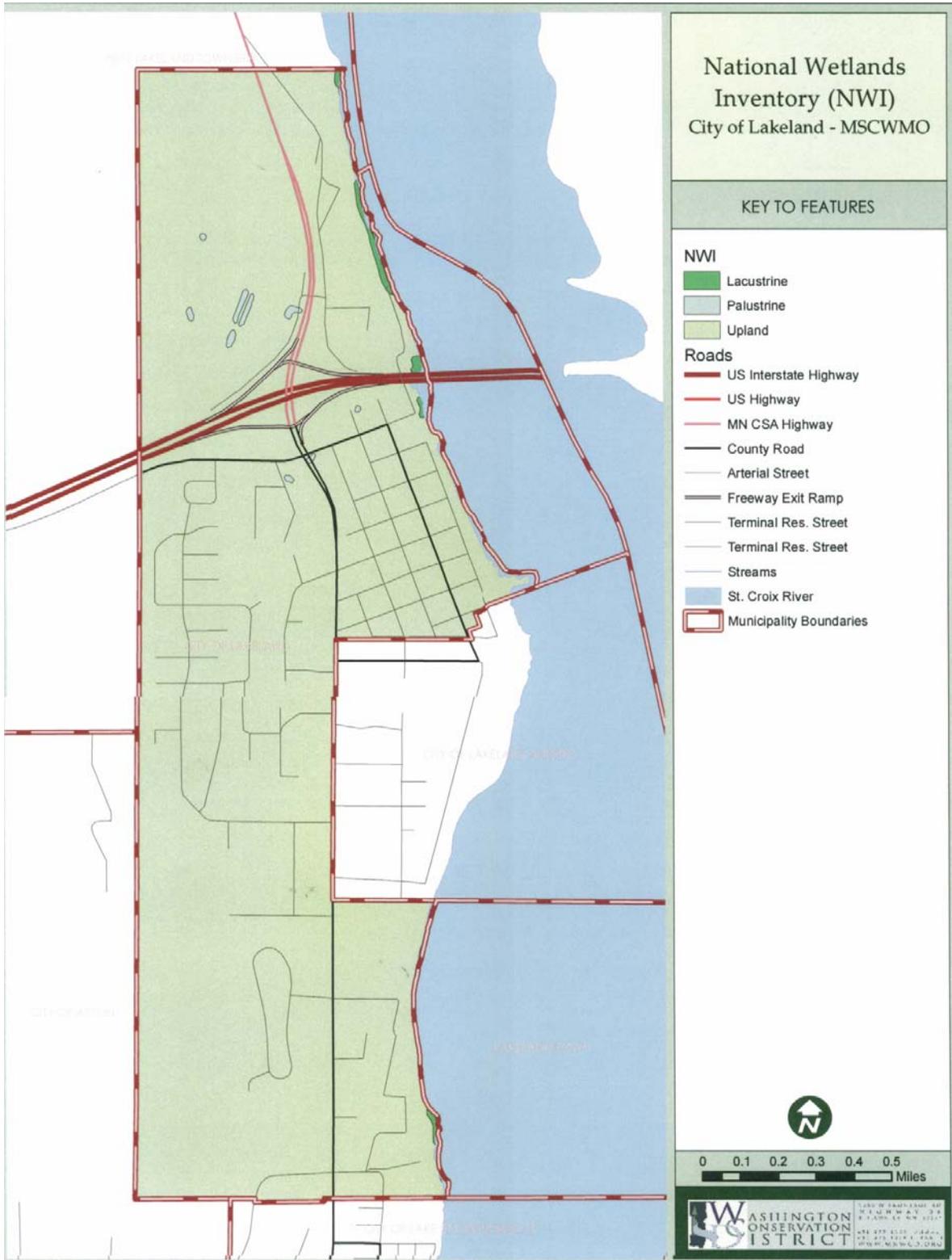




# Map 8 - Regionally Significant Ecological Areas



# Map 9 - Wetlands



# Map 10 - Ground Water Sensitivity to Pollution

