

# Business Item

Community Development Committee



**Committee Meeting Date:** October 7, 2024

**For the Metropolitan Council:** October 23, 2024

## Business Item: 2024-274

City of Marine on St. Croix Historic Riverway Buildings and Rosabelle Future Land Use Comprehensive Plan Amendment, Review File 22256-2

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

### Proposed Action

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

1. Authorize the City of Marine on St. Croix to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for Land Use.

### Background

The City submitted the Historic Riverway Buildings and Rosabelle Future Land Use (FLU) comprehensive plan amendment on July 29, 2024. The Council received supplemental information in the form of updated Land Use tables on August 15, 2024. The amendment includes updating language relating to the City's intent to protect and preserve historic structures relative to the Lower St. Croix River District. The goal for this amendment is to create stronger language that the City could lean on in the event that a substandard, historic structure, such as the Marine Landing, was destroyed and needed a variance to rebuild within its existing footprint.

The amendment also proposes to reguide 15 acres at 990 Rosabelle Street from Rural Residential to Urban Residential. This is the City's first amendment to its 2040 Comprehensive Plan. The larger parcel (990 Rosabelle) is currently vacant with the large wetland while an existing home is located on the smaller parcel (980 Rosabelle). The parcels are under the same ownership. Due to the wetlands on the site, the City has indicated that much of the amendment area is undevelopable.

### Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies except for regional land use policy, and is compatible with the plans of other local communities and school districts. There is no regional or system impact resulting from the proposed change.

### Thrive Lens Analysis

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

### **Funding**

None.



# REVIEW RECORD

City of Marine on St. Croix

Historic Riverway Buildings and Rosabelle Future Land Use (FLU) Comprehensive Plan Amendment

Review File No. 22256-2, Business Item No. 2024-274

## BACKGROUND

The City of Marine on St. Croix is located in eastern Washington County, bordered by Scandia to the north and northwest, and May Township to the west and southwest. The St. Croix River is the eastern boundary, across which is Wisconsin.

*Thrive MSP 2040* (Thrive) designates Marine on St. Croix with a Diversified Rural community designation. The Council forecasts from 2020 to 2040 that the City will grow from 740 to 940 population and 340 to 400 households. The Council also forecasts that between 2020 and 2040, the City's employment will increase from 140 to 160 jobs.

The Metropolitan Council reviewed the City of Marine on St. Croix 2040 Comprehensive Plan ([Business Item 2009-88](#), Review File No. 22256-1) on July 24, 2019. This is the first comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The amendment includes updating language relating to the City's intent to protect and preserve historic structures relative to the Lower St. Croix River District. The goal for this amendment is to create stronger language that the City could lean on in the event that a substandard, historic structure, such as the Marine Landing, was destroyed and needed a variance to rebuild within its existing footprint.

The amendment also proposes to reguide 15 acres at 990 Rosabelle Street from Rural Residential to Urban Residential. The larger parcel (990 Rosabelle) is currently vacant with the large wetland while an existing home is located on the smaller parcel (980 Rosabelle). The parcels are under the same ownership. Due to the wetlands on the site, the City has indicated that much of the amendment area is undevelopable.

## OVERVIEW

### Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

### Consistency with Council Policies

The amendment is inconsistent with *Thrive MSP 2040* with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

### Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## PREVIOUS COUNCIL ACTIONS

- The Council reviewed the City's 2040 Comprehensive Plan Update on July 24, 2019 ([Business Item 2019-172](#), Review File No. 2225601).

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with Thrive MSP 2040 and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

## ISSUES ANALYSIS AND FINDINGS

### Conformance with Regional Systems

The amendment conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments are included below.

#### Wastewater Service

*Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs ([roger.janzig@metc.state.mn.us](mailto:roger.janzig@metc.state.mn.us))*

The amendment appears to address language in their comprehensive plan to better address the City's vision to preserve and strengthen historic buildings within the downtown area. The amendment does not reflect a proposed change in land use or redevelopment plans.

The parcels in which the amendment focuses on, is provided wastewater services through a communal collection and treatment system that is owned and operated by the City. Marine on the St. Croix is not connected to, nor served, by the regional wastewater system, and the Council has no plans to extend service to the City by 2050. There are not any wastewater concerns with the treatment proposed for the amendment site, and no impacts to the regional wastewater system.

### Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, housing, sub-surface sewage treatment systems, and water supply. Additional review comments are detailed below.

#### Forecasts

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

The amendment has a minimal impact on expected housing and land supply. No forecast adjustment is needed. The City's forecasts for population, households, and employment are shown below in Table 1 for reference.

*Table 1. Metropolitan Council City of Marine St. Croix Forecasts*

Category	Current Approved Forecast		
	2020	2030	2040
Population	740	840	940
Households	340	400	450
Employment	140	150	160

#### Thrive MSP 2040 and Land Use

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

*Thrive MSP 2040* identifies the City as a Diversified Rural community. The amendment proposes to re-guide land designated as a Rural Residential land use category, to the new designation category of Urban Residential land use category. The land is 15 acres in size, and is located at 990 Rosabell Street (see Figure 2).

The majority of the City's 2,676 acres are guided as Rural Residential (Single Family Rural), with an overall maximum residential density of 4 units per 40 acres. The City's 2040 Plan states that residential development in the Rural Residential land use district may have densities that are inconsistent with the 1 unit per 10 acre density policy by allowing up to 1 unit per 5 acres.



However, through the City’s subdivision ordinance, all residential development in this district must be cluster development, following specific guidelines for the preservation of open space, neighborhood design, and lot sizes.

The amendment proposes to reguide 15 acres at 990 Rosabelle Street from Rural Residential to Urban Residential. The Urban Residential land use, which permits 1.45 units per acre, is intended to preserve the historic platting pattern of the City’s oldest residential areas. The Council authorized the 2040 Plan with the understanding that the Urban Residential land use pattern would not expand, and that future development at the historic platting pattern would be limited to the areas already guided Urban Residential. The City categorizes this amendment as “housekeeping” and no development is associated with this amendment.

Council staff has advised the community that the amendment is unnecessary, and expansion of the Urban Residential area will result in a policy inconsistency. However, the community has stated its intention to move forward with the amendment as written. Additionally, the City provided information showing extensive wetlands on the site, which constrains development of additional individual parcels to the eastern portion of the site where there is limited access to Rosabelle Street. While the proposed change is inconsistent with density expectations for the Diversified Rural Community Designation, there is no regional or system impact resulting from the land guiding change. As mentioned above, there is no development currently associated with this land use change.

### *Advisory Comments*

Diversified Rural communities are expected to plan for growth in patterns that do not exceed 4 units per 40 acres. The amendment creates a policy inconsistency with the City’s Diversified Rural Community Designation and continues a pattern of development inconsistent with regional land use policy. However, due to the relatively small size of the amendment and site constraints, the inconsistency does not result in an impact to regional systems. The Council will work with the City to resolve policy inconsistencies in the comprehensive plan during the 2050 planning process.

### **Historic Preservation**

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

The amendment proposes to update language related to the City’s intent to protect and preserve historic structures relative to the Lower St. Croix River District. The proposal creates stronger language in the event that a substandard, historic structure was destroyed and needed to rebuild within its existing footprint. This is consistent with policy expectations for historic preservation established in the Metropolitan Land Planning Act.

### **Housing**

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

As a community without regional sanitary sewer, the City does not have a numerical share of the regional need of affordable housing, and the amendment does not inhibit Marine on St. Croix from implementing their housing element.

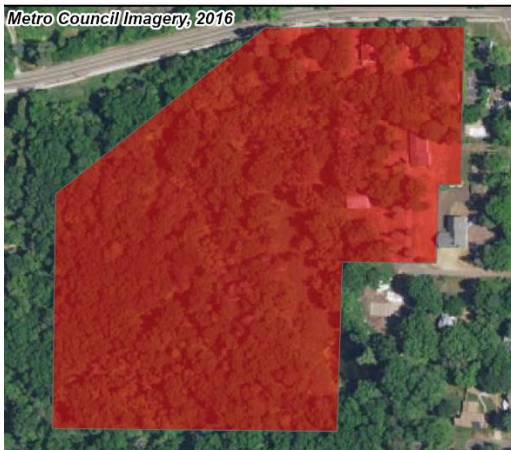
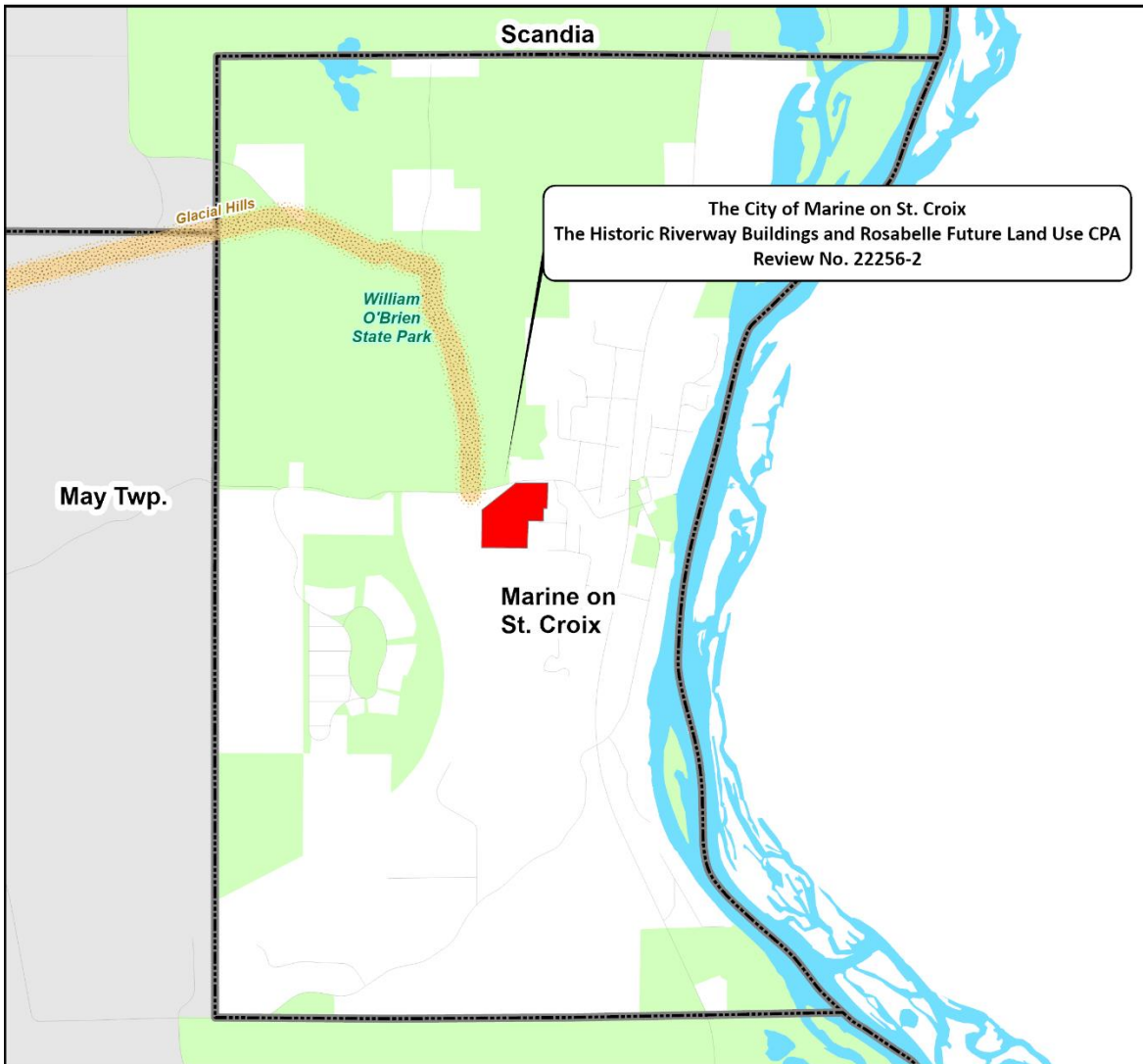
### **Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts**

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

### **ATTACHMENTS**

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current Future Land Use Guiding
- Figure 4: Proposed Future Land Use Guiding

**Figure 1. Location Map Showing Regional Systems**



**Regional Systems**

**Regional Transitways**

- Existing
- - - Planned Current Revenue Scenario
- - - Potential Increased Revenue Scenario

**Wastewater Treatment**

- M Meters
- MCES Interceptors
- L Lift Stations
- WTP MCES Treatment Plants

**Regional Highway System**

- Interstates
- US Highways
- State Highways
- County Roads
- Road Centerlines

**Regional Parks**

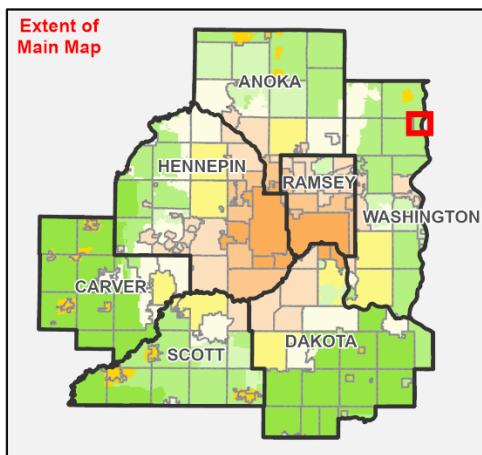
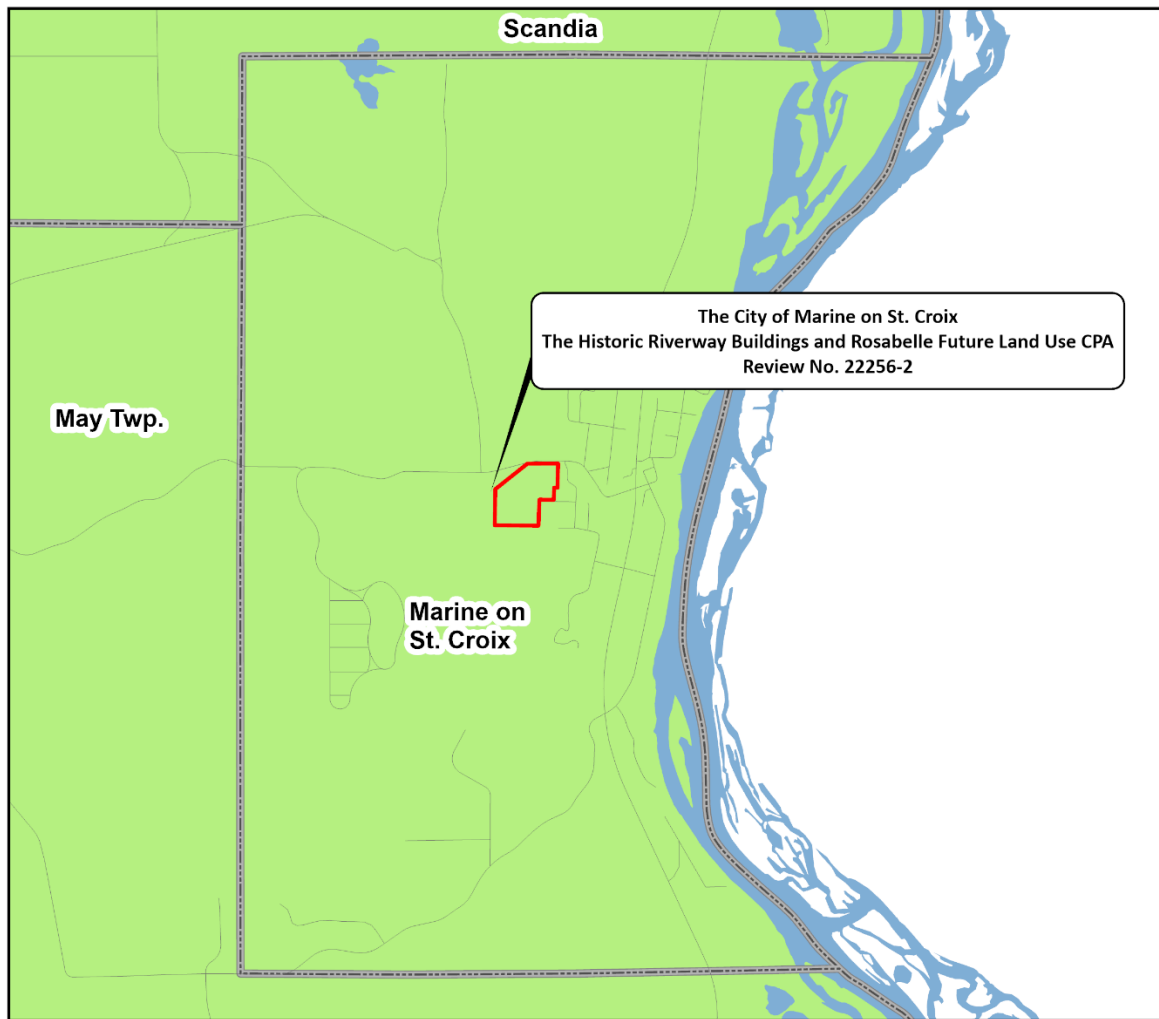
- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units
- Other Parks, Preserves, Refuges and Natural Areas

**Regional Trails**

- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned Regional Trails
- Regional Trail Search Corridors



**Figure 2. Location Map Showing Community Designations**



**ThriveMSP 2040 Community Designations**

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center



Figure 3. Current Future Land Use Guiding



**Legend**



- City Limits
- Parcels
- Waterbodies
- Aggregate Resources

**Future Land Use**

- Rural Residential (St. Croix Rural)
- Rural Residential (Single Family Rural)
- Urban Residential (St. Croix Urban)
- Urban Residential (Single Family Urban)
- Multiple Family Residential
- Commercial
- Public Semi Public
- Preservation Area
- Park & Recreation
- Railway/Roads
- Open Water

0 1,000  
 Feet





Figure 4. Proposed Future Land Use Guiding



### Legend



-  City Limits
-  Parcels
-  Waterbodies
-  Aggregate Resources

### Future Land Use

-  Rural Residential (St. Croix Rural)
-  Rural Residential (Single Family Rural)
-  Urban Residential (St. Croix Urban)
-  Urban Residential (Single Family Urban)
-  Multiple Family Residential
-  Commercial
-  Public Semi Public
-  Preservation Area
-  Park & Recreation
-  Railway/Roads
-  Open Water

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