

An aerial photograph showing a wide river on the left with several barges. To the right of the river is a green baseball field with a dirt infield. Further right is a multi-lane highway with many cars. The background shows a mix of green trees and some buildings.

# 4 • LAND USE

The City of South St. Paul's land use plan plays a key role in shaping future development and redevelopment in the City. As a fully developed community, South St. Paul needs to be proactive in identifying, supporting, and catalyzing future redevelopment opportunities. While there may be some areas shown as undeveloped on the existing land use map, the vast majority of these are not available for development due to environmental constraints like steep slopes, floodplain, or wetlands. In addition, some undeveloped sites are actually brownfields that will require remediation to allow for redevelopment.

With few vacant and truly developable tracts of land, major new development will only occur through redevelopment of existing developed sites. As noted in Chapter 3's Policy Plan, the City recognizes that its long-term success is directly related to its ability to redevelop and reinvigorate underutilized areas. The City seeks to continue to build on its successful transformation of the historic meat-packing area to a business and employment center. It also seeks to preserve and enhance the vitality of existing residential neighborhoods and the Concord, Southview Hill, and Thompson Avenue areas. The land use plan will provide a guide to the location, intensity, and nature of future redevelopment and establish the framework in which future redevelopment will occur.

As identified in subsequent sections of this chapter and in the Economic Development chapter, the City anticipates redevelopment occurring in key districts throughout the community. Most of these areas, like along Concord Boulevard and in the Southview Hill district, are designated for mixed use. While the intensity of the uses may be different depending on the context of the district, mixed use is generally intended to support a mix of residential, office, and commercial uses. The mixed-use designation provides opportunities to accommodate forecasted growth and densities consistent with the City's designation as an "Urban Center", including potential affordable housing.

## Existing Land Use

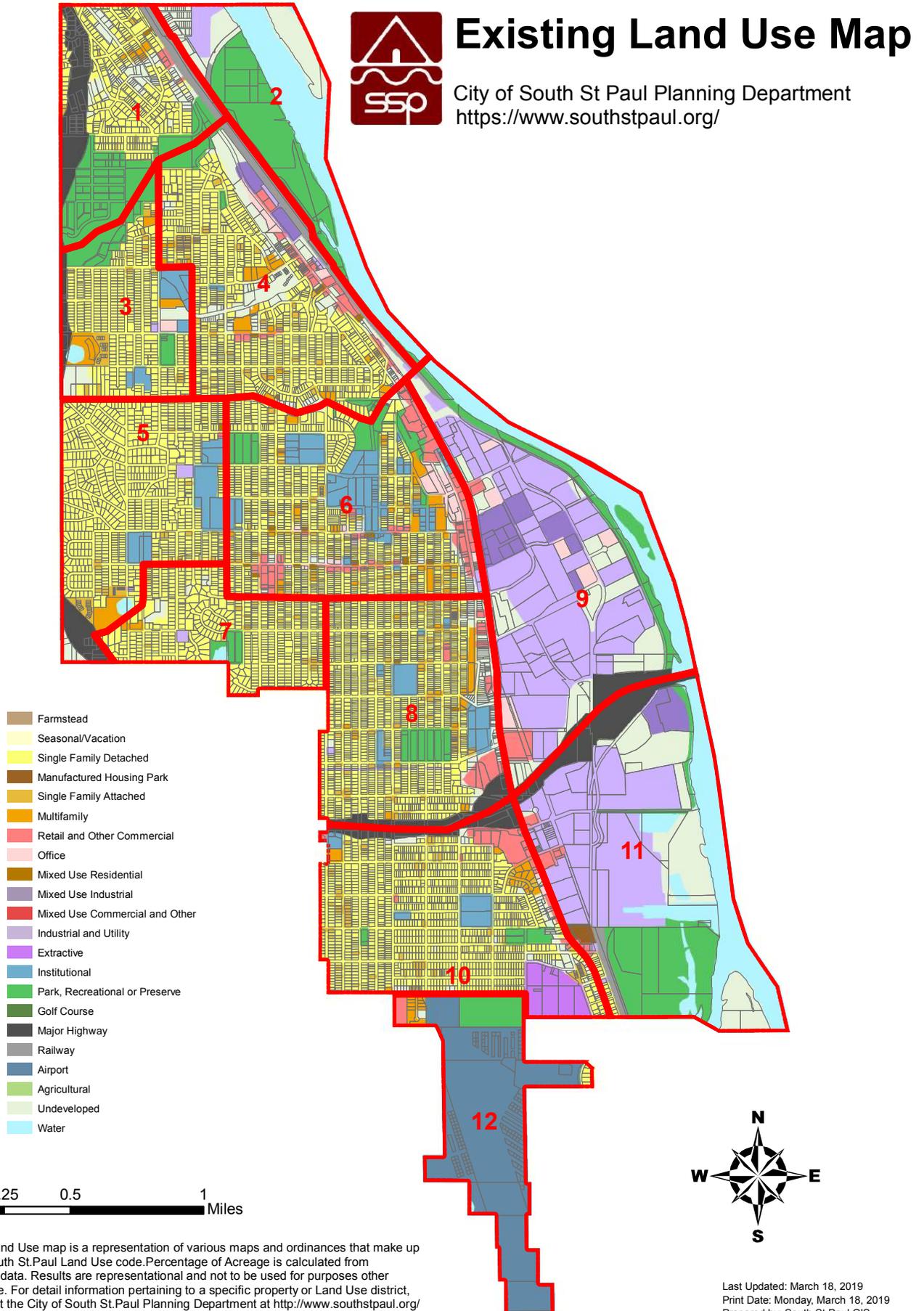
As seen in Table 4.1, the largest existing land use in South St. Paul is Single Family Detached, with almost 38 percent of the gross land area. The next largest existing land use category is Industrial and Utility with almost 11 percent. As these two land uses almost make up half of the city, it becomes apparent that South St. Paul has a history of balancing employment and residential needs.

Geographically, most residential and institutional uses are located above the bluff, while industrial areas are generally below the bluff. Another interesting features is the airport which takes up over five percent of land area in the city. There are also a number of undeveloped areas along the river.

Table 4.1: Existing Land Use, 2016

Existing Land Use	Gross Acres	Percent
Farmstead	0.00	0.00%
Seasonal/Vacation	0.00	0.00%
Single Family Detached	1,513.80	37.91%
Manufactured Housing Park	4.13	0.10%
Single Family Attached	116.10	2.91%
Multifamily	79.89	2.00%
Retail and Other Commercial	114.65	2.87%
Office	42.04	1.05%
Mixed Use Residential	7.07	0.18%
Mixed Use Industrial	57.23	1.43%
Mixed Use Commercial and Other	0.00	0.00%
Industrial and Utility	433.03	10.84%
Extractive	27.63	0.69%
Institutional	141.26	3.54%
Park, Recreational or Preserve	390.65	9.78%
Golf Course	0.00	0.00%
Major Highway	162.06	4.06%
Railway	51.75	1.30%
Airport	201.68	5.05%
Agricultural	0.00	0.00%
Undeveloped	359.16	8.99%
Water	291.44	7.30%
<b>Total</b>	<b>3,993.56</b>	<b>100.00%</b>

Figure 4.1: Existing Land Use



# Future Land Use Designations

LDR: Low Density Residential (1-5 u/ac):

Low-Density Residential allows single-family detached homes and low density attached units such as duplexes and twin homes. Low Density Residential development ranges from 1 to 5 units per acre. The Metropolitan Council equivalent is "Single Family."

LMDR: Low-Medium Density Residential (6-8 u/ac):

Low-Medium Density Residential allows single-family detached homes and low-density attached units such as duplexes and twin homes within this land use category. The Metropolitan Council equivalent is part of "Single Family Residential" and part of "Multi-Family Residential." Low-Medium Density Residential ranges from 6 to 8 units per acre.

MDR: Medium Density Residential (6-12 u/ac):

Medium Density Residential includes attached housing (townhomes and small apartment buildings), small lot detached townhomes, and manufactured housing (mobile homes) within the one existing manufactured home park (Healy Park). Single family and duplex units are also permitted within this land use category. Medium Density Residential ranges from 6 to 12 units per acre.

HDR: High Density Residential (20-60 u/ac):

High Density Residential includes dwellings other than single-family detached houses at densities from 20 units to 60 units per acre in the base zoning district, such as; larger attached townhomes, apartments, and condominiums generally in a stacked or attached configuration. Densities above 20 units should be guided through development specific plans such as Planned Unit Developments (PUD's) or as Conditional Uses (CUP's). The Metropolitan Council equivalent is part of "Multi-Family Residential." A switch to a minimum average density of 20 units per acre is consistent with Metropolitan Council's standard for "Urban Center" communities.

MU: Mixed-Use (25-60 or 75 u/ac):

The Mixed-Use category is intended to allow for developments which combine residential, office, retail, and commercial uses through planned development. These uses may be mixed within the same building (vertical mixed use) or may be in separate buildings that are mixed within the same area (horizontal mixed use). Overall, throughout all mixed-use areas, 40% of development is expected to be residential. The exact mix of uses will depend on the site and will need to be sensitive to the development context. Mixed-use development within the Southview Hill area is expected to be of lesser scale than sites identified along Concord Street due to the size of remaining developable sites and the context of the surrounding neighborhood. A switch to a minimum average density of 25 units per acre is consistent with Metropolitan Council's standard for "Urban Center" communities.

## High Density Residential

Due to the diverse nature of the City and the way South St. Paul developed it is not uncommon to find multi-family residential development mixed into a low density residential area or single-family zoning district. However, most of the intermixed multi-family buildings are grandfathered structures and could not be built in the same location today.

The intent for Multi-Family development is that this type of development be located along major roadways, at major intersections, and by large open spaces. The purpose of locating multi-family residential development in these locations is that:

- » It is consistent with Transit Oriented Development (TOD) and provides better access to public transit.
- » It provides a buffer between single-family residential property and commercial properties and traffic.
- » The large open spaces allow the perceived impact of the density from the multi-family residential development to be offset by the open space.

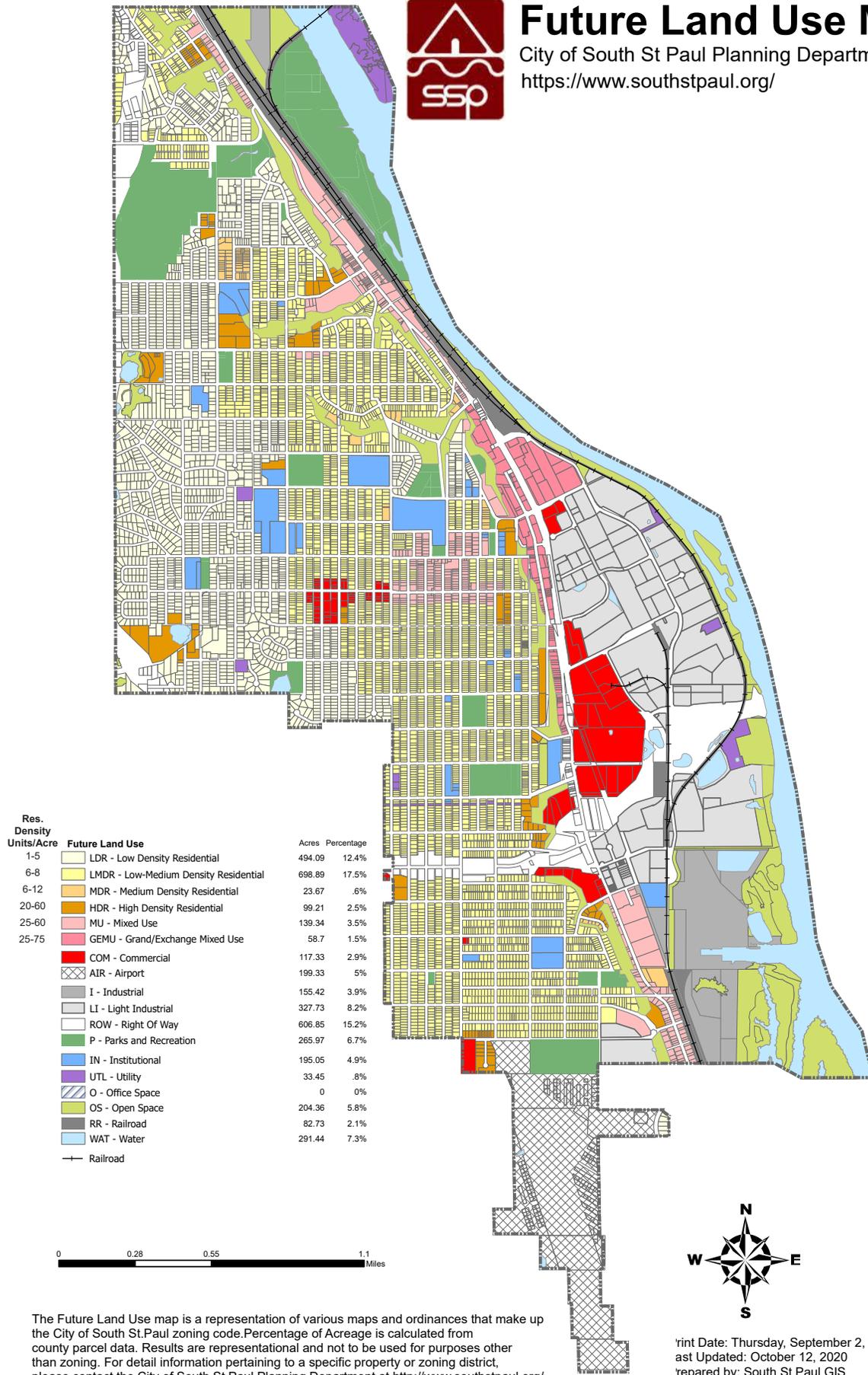
Additionally, exceptions should be made for the location of multi-family residential as an adaptive reuse of historic buildings listed on the National Register. Currently there are 3 buildings listed on the National Register, of which 2 are located in single family residential areas. These buildings are either too large or oddly configured to be effectively reused as single-family residential property. Preservation of these historic buildings is desirable and critical to preserving the character of the community. Due to the challenges adaptive reuse may present, allowing multi-family residential reuse of these existing structures provides a reasonable use which should be compatible with adjacent residential properties.

Figure 4.2: Future Land Use

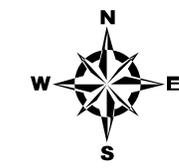


# Future Land Use Map

City of South St Paul Planning Department  
<https://www.southstpaul.org/>



The Future Land Use map is a representation of various maps and ordinances that make up the City of South St.Paul zoning code. Percentage of Acreage is calculated from county parcel data. Results are representational and not to be used for purposes other than zoning. For detail information pertaining to a specific property or zoning district, please contact the City of South St.Paul Planning Department at <http://www.southstpaul.org/>



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 Last Updated: October 12, 2020  
 Prepared by: South St Paul GIS

Table 4.2: Future Land Use 2040

Future Land Use	Gross Acres	%
LDR - Low Density Residential	494.09	12.4%
LMDR - Low-Medium Density Residential	698.89	17.5%
MDR - Medium Density Residential	23.67	0.6%
HDR - High Density Residential	99.21	2.5%
MU - Mixed Use	139.34	3.5%
GEMU-Grand/Exchange Mixed Use	58.7	1.5%
COM - Commercial	117.33	2.9%
AIR - Airport	199.33	5.0%
I - Industrial	155.42	3.9%
LI - Light Industrial	327.73	8.2%
ROW - Right of Way	606.85	15.2%
P - Parks and Recreation	265.97	6.7%
IN - Institutional	195.05	4.9%
UTL - Utility	33.45	0.8%
O - Office	0.00	0.0%
OS - Open Space	204.36	5.8%
RR - Railroad	82.73	2.1%
WAT - Water	291.44	7.3%
<b>Total</b>	<b>3,993.56</b>	<b>100.00%</b>

The maximum density in this category is 60 units per acre except in the Grand/Exchange Mixed-Use area the maximum density is 75 units per acre.

Mixed Use sites that include high density residential buildings should utilize the criteria listed above for multifamily development when siting buildings and use design to ensure that the proposed building is sensitive to the context of the development site.

COM: Commercial:

Includes retail sales/services, restaurants, hotels/motels, and for-profit entertainment/recreational facilities as well as general office buildings.

O: Office:

May include such uses as general office buildings, office-showrooms, research and development facilities, real estate offices, banks, and medical clinics.

LI: Light Industrial:

Includes office-warehouse, office-showroom, warehousing and storage, assembly and light manufacturing, utility installations, offices. Retail sales are also permitted as an accessory use on light industrial sites. Light Industrial uses are found throughout BridgePoint Business Park (the area bordered by Concord Street on the west, the Mississippi River on the east, and I-494 on the south) and also some properties south of I-494 in high visibility areas. Metropolitan Council equivalent is part of "Industrial".

I: Industrial:

Includes anything that could go into a light industrial area, as well as some remaining general industrial uses such as the barge/bulk terminal, warehousing and storage, and some railroad uses. Industrial uses are generally located to the south of I-494 and east of Concord Street. The Metropolitan Council equivalent is part of "Industrial".

AIR: Airport:

Public or Private airports and related activities including the restricted land or buffer area where development is prohibited. The airport area in South St. Paul is the entire Fleming Field Municipal Airport area. This area is generally located south of South Street and Airport Road, bordered by Henry Avenue and Airport Road on the east, 70th Street (Inver Grove Heights) on the south, and 5th Avenue/Carmen Avenue (Inver Grove Heights) on the west. The Metropolitan Council equivalent is "Airports".

IN: Institutional:

Includes educational facilities at all levels, cemeteries, religious facilities, social or health care facilities (excluding clinics), and administrative or service installations at all levels of government. The Metropolitan Council equivalent is "Institutional".

**P: Parks & Recreation:**

Parks and Recreation (P) areas are city and school district owned public parks and recreation lands. These spaces differ from Open Space as the P classification is primarily for active recreation activities improved with ballfields, playgrounds, sports/exercise equipment, and may include trail corridors and picnic areas. The Metropolitan Council equivalent is "Parks and Recreation."

**OS: Open Space:**

The Open Space (OS) classification applies to lands guided for future permanent public or private open space and is intended to provide for the preservation of sensitive natural areas and protection and enhancement of wildlife habitat. Open Space differs from Parks and Recreation (P) as the OS classification includes passive natural areas that typically do not include planned facilities or programs as found in a typical city park or school district recreation area. Open Space lands may include trails, picnic areas, public fishing, resource protection or buffer areas, preservation of unaltered land in its natural state for environmental or aesthetic purposes, and the DNR boat launch area. The Metropolitan Council equivalent is "Open Space".

**WET: Wetlands:**

Wetlands included in the National Wetlands Inventory (NWI). By definition, all Wetlands are considered to be "in use." The Metropolitan Council equivalent is "Wetlands".

**W: Open Water:**

Permanently flooded open water, rivers and streams, not including wetlands or periodically flooded areas. In South St. Paul the majority of this area is the Mississippi River. By definition, all Open Water is considered to be "in use." The Metropolitan Council equivalent is "Open Water".

**ROW: Right-of-Way:**

Public or private rights-of-way within the city including all existing and reserved or platted city, county, state, and federal right-of-way. This includes rights-of-way for roads, transit and/or pedestrian rights-of-way whether by easement or by fee title. By definition, all Right-of-Way is considered to be "in use." Metropolitan Council equivalent is "Right-of-Way."

## Natural Resource Planning

The City of South St. Paul recognizes the importance of the city's natural resources such as the Mississippi River National flyway. The preservation of these resources is discussed further in the Surface Water Management Plan and the Critical Area Plan.

# Phasing of Growth

## Forecasted Growth

Thrive MSP 2040, established by the Metropolitan Council, includes forecasts for households, population and employment for the years 2020, 2030, and 2040. These forecasts were developed with input from the City of South St. Paul and are updated periodically. Forecasts are based on historic trends, 2010 Census data, current demographic data, annual monitoring of building permits, employment data and comprehensive plans. The ability of the City to accommodate the forecasts for population, households, and employment is explored below.

Table 4.3: Growth Forecasts

	2010	2016	2020	2030	2040
Population	20,160	20,407	20,800	21,600	22,000
Households	8,186	8,351	8,400	8,850	9,100
Employment	8,557	6,649	5,900	7,000	7,500

Source: HKGI, Metropolitan Council, South St. Paul (Dec. 2021). This table was updated in 2022 due to the Grand/Exchange Mixed Use Area Comprehensive Plan Amendment.

## Staging of Development and Redevelopment

As a developed community, South St. Paul will most likely experience only a limited amount of growth through the year 2040. Most of the growth will occur through redevelopment as there are very few vacant, developable properties remaining in the city. Table 4.5 summarizes the anticipated household growth due to new development and redevelopment, and Table 4.6 shows anticipated growth in employment based on development.

Table 4.4: Anticipated Net Acres of Redevelopment Phasing

	2016-2020	2021-2030	2031-2040	Total
Future Land Use	Net Acres	Net Acres	Net Acres	Net Acres
Low Density Residential	0.0	0.0	0.0	0.0
Low-Medium Density Residential	0.0	0.0	0.0	0.0
Medium Density Residential	0.0	0.0	0.0	0.0
High Density Residential	0.0	2.8	0.0	2.8
Mixed Use	3.4	0	0	3.4
Grand/Exchange Mixed Use	0	8.6	20.9	29.5
Commercial	7.5	1.3	.4	9.2
Airport	0.0	0.0	0.0	0.0
Industrial	0.0	3.2	0.0	3.2
Light Industrial	9.2	0.0	2.8	12.0
Institutional	0.0	0.0	0.0	0.0
Office	0.0	0.0	0.0	0.0
<b>Total</b>	<b>20.1</b>	<b>15.9</b>	<b>24.1</b>	<b>60.0</b>

Note: This table was updated in 2022 due to the Grand/Exchange Mixed Use Area Comprehensive Plan Amendment.

As shown, the overall net density for new development in South St. Paul is likely to be above 20 units per acre for every decade, which exceeds the minimums for the community's urban center designation requirement. The range of new housing units also meets the projections for each decade. The amount of redevelopment is difficult to predict as it is hard to know the timing of the private sector, so these tables should be used as an indication on what is possible, and phasing when it is likely to occur, not required to occur. Most of the new housing units will be constructed in redevelopment projects as there are a limited number of undeveloped parcels.

Table 4.5: Potential Residential Unit Phasing

Future Land Use	Density (u/oc)		% Res	2016-2020		2021-2030		2031-2040		Total	
	Min	Max		Min Units	Max Units	Min Units	Max Units	Min Units	Max Units	Min Units	Max Units
Low Density Residential	1	5	100%	0	0	0	0	0	0	0	0
Low-Medium Density Residential	6	8	100%	0	0	0	0	0	0	0	0
Medium Density Residential	6	12	100%	0	0	0	0	0	0	0	0
High Density Residential	20	60	100%	0	0	56	167	0	0	56	167
Mixed Use	25	60	40%	34	82	0	0	0	0	34	82
Grand/Exchange Mixed Use	25	75	40%	0	0	86	258	209	627	295	885
<b>Total</b>				<b>34</b>	<b>82</b>	<b>142</b>	<b>425</b>	<b>209</b>	<b>627</b>	<b>385</b>	<b>1,134</b>
<b>Total U/A</b>				25.0		22.8		25.0		24.1	

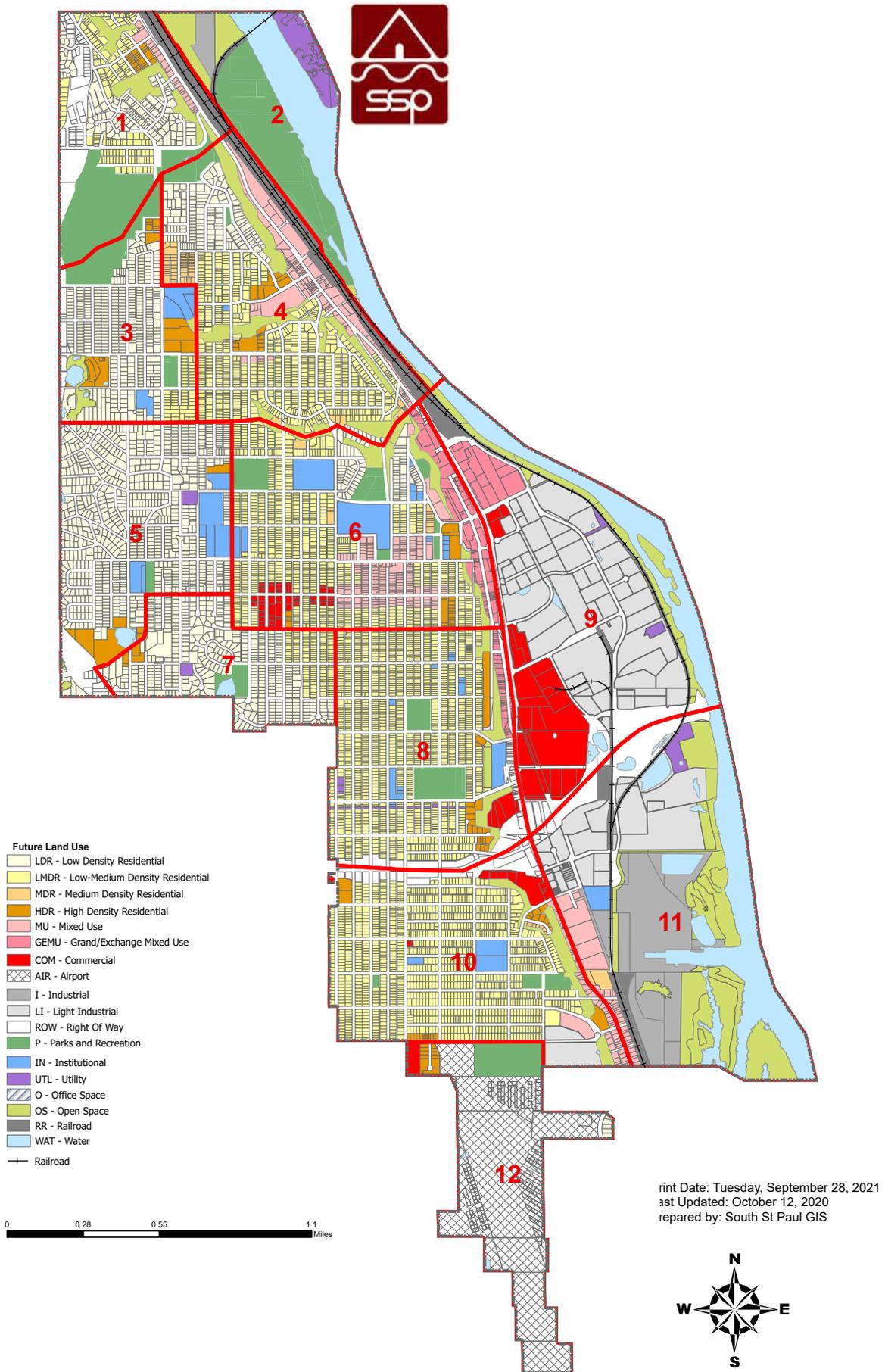
Note: This table was updated in 2022 due to the Grand/Exchange Mixed Use Area Comprehensive Plan Amendment.

Table 4.6: Potential Employment Phasing

Future Land Use	FAR		Sq. Ft./ Job	% Non-Res	2016-2020		2021-2030		2031-2040		Total	
	Min	Max			Min Jobs	Max Jobs						
Commercial	0.2	0.5	800	100%	67	67	14	36	4	11	86	114
Light Industrial	0.2	0.4	1,500	100%	65	65	0	0	16	32	81	97
Industrial	0.3	0.5	1,500	100%	0	0	28	47	0	0	28	47
Institutional	0.1	0.3	1,200	100%	0	0	0	0	0	0	0	0
Office	0.2	0.5	600	100%	0	0	0	0	0	0	0	0
Mixed Use	0.5	0.7	700	60%	19	19	0	0	0	0	19	19
Grand/Exchange Mixed Use	0.5	0.7	700	60%	0	0	160	224	390	546	550	770
<b>Total</b>					<b>151</b>	<b>151</b>	<b>202</b>	<b>307</b>	<b>410</b>	<b>589</b>	<b>764</b>	<b>1,047</b>

Note: This table was updated in 2022 due to the Grand/Exchange Mixed Use Area Comprehensive Plan Amendment.

Figure 4.3: Planning Districts

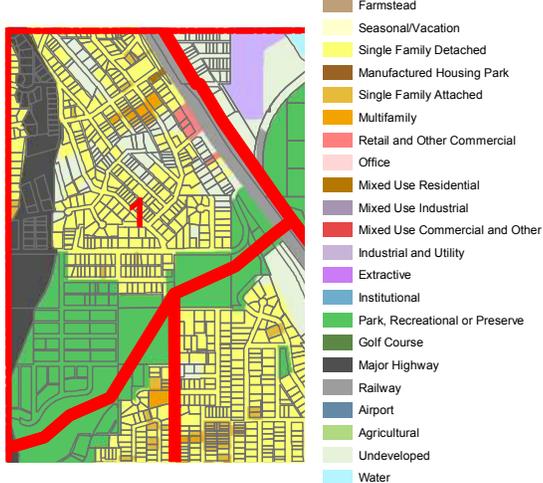


# Planning Districts

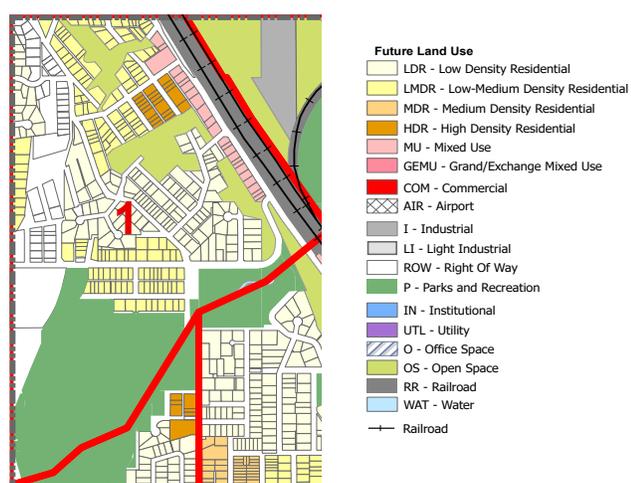
## District 1

District 1 is bordered on the west by Highway 52 and the City's western border, on the north by Annapolis Street which is the City's northern border, on the south by the expansive open space of Kaposia Park and Simon's Ravine, and on the east by the Union Pacific Railroad line.

Existing Land Use



Future Land Use



## Land Use Issues

District 1 is primarily a residential area which is largely separate from the remainder of the City due to roadways and topography. Highway 52 runs along the western side of this district and a small sliver of the district is isolated on the western side, accessible through West Saint Paul. At the south side of this district is the large Kaposia Park, Simon's Ravine and River-to-River Greenway (R2RG) regional trail which provide a beautiful recreational setting but also separate this area from most of the community.

The District 1 area is primarily detached single-family residential homes or low-density residential property and is characterized by several other ravines and steep slopes. As with Simon's Ravine, these features provide buffering between residential properties and lead to smaller neighborhoods than the grid system found in much of South St. Paul. This district has also had over 30 new single-family homes built since the year 2000, including the Wilson Heights area; which is a significant cluster of new development for a fully developed community like South St. Paul.

An area of high density residential is located south of Bircher Avenue and east of Motor Avenue but the newest apartment units in this area were built in the late 1960's. Areas designated as Open Space in this district relate to the location of the ravines and bluffs, which are also subject to the Mississippi River Critical Corridor Area (MRCCA). There are presently just a handful of businesses in District 1 that are located along the west side of Concord Street in an area that is guided and zoned for mixed-use development. The natural features, slopes, and rail infrastructure in the area also create physical limitations on the development potential of this district.

### **Future Land Uses**

The largest potential for land use change in this area would be the redevelopment of the west side of Concord Street below the bluffs from Butler to the City's northern border. This area is zoned NCMU (North Concord Mixed Use) and guided for Mixed-Use. Mixed-Use was selected as it allows for the most flexibility in development as it could include a mixture of commercial and residential uses spread out within the district or may be a mixture of those uses within the same building. However, given the proximity to heavy industrial uses in Saint Paul, the lower traffic counts on this section of Concord Street, and the natural features which limit development to a very shallow strip of land along the west side of Concord Street, redevelopment of this area may prove to be challenging to develop and likely will require more flexibility. Redevelopment should take place at the toe of the bluff which is where development has historically occurred, leaving the bluff intact as open space / buffer between this area and the Single Family Residential neighborhoods above the bluff. Today this area is home to approximately three businesses and approximately ten houses.

Most of the residential land in this district has already been developed. However, there is an area of undeveloped residential property located in a triangular area east of Highway 52, north of Wilson/Outlook Avenue, and west of Stickney Avenue that could be developed for more single-family housing. This area provides an opportunity for new single-family homes similar to the adjacent development in Wilson Heights.

## District 2

The District 2 area is bordered on the west by the Union Pacific Railroad switching yard and tracks, on the north by the City's northern border, on the east by the Mississippi River and the City's eastern border, and on the south by Wentworth Avenue.



### Land Use Issues

District 2 is another section of the City that is largely separated from the rest of the community. There are only 2 access points from the remainder of the community into this area including a vehicle bridge at Bryant Avenue and one pedestrian bridge at Simon's Ravine, just south of Butler Avenue. Access to the northernmost part of this district is currently only possible by crossing from a property in neighboring Saint Paul. The majority of this district is the 87-acre Kaposia Landing park (formerly referred to as Port Crosby) which was a former construction landfill area that was cleaned and capped for redevelopment as a park. The development of the Kaposia Land site has been a long time coming with construction of the bridge to the property in 2002 and cleanup of the park site beginning in 2006. However, development of the park space began in earnest with the 2010 voter approved parks levy which provided the first phase of funding beginning on the north side of the park with 4 lighted softball fields, a lighted baseball field, concessions/restrooms and parking. A sizable dog park also runs along the western side of this park, abutting the Union Pacific Railway property. Future phases of park development call for a play structure, picnic lawn, a pavilion, bocce/lawn game areas and other recreational amenities.

## Future Land Use

The existing Mississippi River Regional Trail (MRRT) is planned to be extended north from the Kaposia Landing park area via a bridge over the Union Pacific railway, to the northern portion of Planning District 2, and connecting from their via trail and other pedestrian ways to Harriet Island Regional Park in Saint Paul. This trail would run along the western side of Planning District 2, through property owned by the City of South St. Paul, and would be just east of the Union Pacific railway property. The start of this trail construction is expected to begin in 2019.

East of the MRRT, there is approximately 5-6 acres of City owned property that is currently undeveloped. This undeveloped land has largely been forgotten as the only access to this property comes from Barge Channel Road in Saint Paul and then would require access to the site through either the Saint Paul Police Impound lot to the north or the Alter Recycling properties that are to the northeast and east of this property. Additional study of this area would be needed to determine the highest and best future land use(s) for this area but the current lack of access to the property certainly limits the possibilities for future development. The site may provide an opportunity for locating a solar garden.

East of the City property is a 17-acre parcel owned by Alter Recycling. The western half of this parcel is currently used for sporadic exterior storage and sorting for Alter's metal recycling operation and there is an old rail spur separating the two halves of the Alter parcel. Additionally, there is an old building pad on the western half of the parcel where the building was removed but the pad was retained and is currently used for salt storage. The eastern half of the parcel is largely undeveloped from the railroad spur and east to the Mississippi River. Most of Alter's operation including their barge slip and their buildings are located in Saint Paul, in the area just north of the City's border. The existing trees and vegetation along the southern part of this parcel provide an essential buffer between the heavy industrial uses to the north and the City's substantial investment in Kaposia Landing to the south.

## District 3

District 3 is bordered on the west by Highway 52 / the City's western border, on the north by Kaposia Park and ravine, on the east by 19th Avenue north of Bromley Street and 17th Avenue south of Bromley Street, and on the south by Wentworth Avenue.

Existing Land Use



Future Land Use



### Land Use Issues

This area of the community is largely single-family housing that dates to the 1950's but the district also includes three locations of high density residential: Parkwood Drive, LeVander Estates, and the former Divine Redeemer Hospital site. The LeVander Estates development began construction in 2006 and includes a condominium building and townhouses that provided some new housing choices to the area. The Divine Redeemer Hospital site sits at the eastern edge of this district and is part of an expansive block of property. The southern 8.4 acres of this block includes a former medical office building built in 1970, a senior apartment building was added to the area in 1997 and an assisted living facility was added in 2000. The hospital use left the site years ago and for a while the building was used as a nursing home. However, the use ceased and the building was demolished in 2013 leaving a three acre parcel vacant. District 3 also is home to Northview Park that has the only City run outdoor swimming pool. Northview Park is located south of the Divine Redeemer site. The south side of Kaposia Park borders the north side of District 3 and includes an open green space area and skating rink (during the winter months). At the southern border of District 3 is Wentworth Avenue, which will have a new sidewalk built along the south side of the street in 2019. There is already sidewalk on the other main east-west street, Thompson Avenue, but very few of the streets in the area have sidewalk connecting to these main roadways.

## Future Land Use

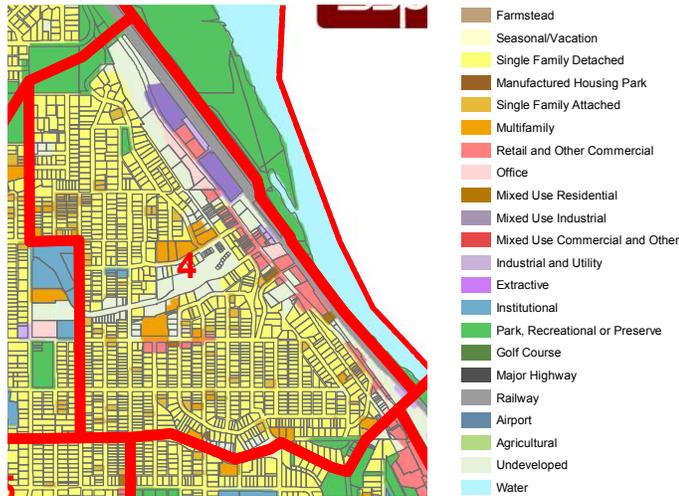
The Divine Redeemer site is one of the last sizeable undeveloped parcels and is surrounded by some larger scale buildings such as an office building, a senior apartment building, and an assisted living apartment building. The undeveloped property is just over 3 acres in size and given the open space, nearby park, and access to a transit line, provides an excellent location for quality high-density residential development. Open space on the eastern side of the site provides an opportunity to buffer development from single-family homes on that side while the slope at the western side of the property provides an opportunity to utilize that grade change and minimize the perceived height of structures viewed from the west. While the former hospital operator still operates an office building at the southwestern corner of this site, it is not a typical location for such a facility and it would likely be difficult to fill that space if the current user was to vacate. Moving forward, the office property may also provide an opportunity for high density residential either in conjunction with the former hospital parcel or as a stand-alone reuse or redevelopment of the site. Careful attention will need to be paid to ensure access to both sites can be provided in a way that minimizes impacts on the surrounding area.

Northwest of 20th Avenue North and Wentworth Avenue is a roughly one-acre parcel of land owned by the First Presbyterian Church of South St. Paul. The parcel is currently used as a community garden site that is operated by the church but does offer some possible space for development. This parcel was platted to meet the size standards for single-family residential lots but would need to have street or driveway access extended to the site along with any utilities necessary for development. Given that the site could only accommodate a few homes, development on the site would be dependent on the market price for the development outweighing the cost of the utilities and other site improvements.

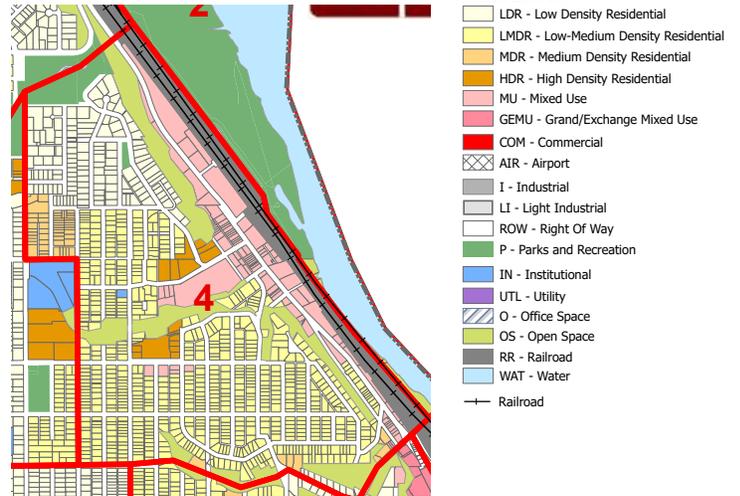
## District 4

District 4 shares the western border with the eastern border of District 3; 19th Avenue north of Bromley and 17th Avenue south of Bromley. It is bordered on the north by Simon's Ravine, on the east by the Union Pacific Railroad, and on the south by the platted Wentworth Avenue Right of Way.

### Existing Land Use



### Future Land Use



## Land Use Issues

This district has a number of different land uses / neighborhoods:

Planning District 4 has a wider variety of development than District 3 and the housing is typically older with the majority of it constructed prior to 1950. Within the single-family land uses in this district, there are four sections of larger lot sizes for single family residential within this district. These four areas of larger lot sizes include: north of Hawley Avenue stretching from the western district border to the bluffs on the east, the end of Stewart Lane north of Thompson Avenue, six single family lots created around the Thompson Heights senior building located just northeast of Thompson Avenue and 15th Avenue North, and at the far southeastern side of the district in the Wentworth Hollow area. The Wentworth Hollow development, which straddles Planning Districts 4 and 6, includes 12 single-family homes that were built in the early 2000's and offered another opportunity for "move-up" housing within the community. The Thompson Heights development also included six larger single-family lots with the first of these lots developed in 2017. These single-family residential areas described above have lot sizes that range from  $\frac{1}{4}$  to  $\frac{1}{2}$  of an acre and are designated R-1: Single Family Residential on the City's Zoning Map.

The remaining areas of single-family development within District 4 tend to be less than  $\frac{1}{4}$  of an acre and development generally occurred prior to 1950, and in some cases as early as the 1890's (two of the first homes built in South St. Paul are located in Planning District 4). Single-family homes in this area are designated R-2: Single and Two-Family

Residential on the City's Zoning Map. This area also has occasional duplexes and small apartment buildings that can still be found mixed into the neighborhoods.

Planning District 4 has three areas where medium density residential or high density residential is designated. North of the Divine Redeemer site, mentioned in Planning District 3, there is an area of single-family attached housing that is shown as medium density residential. Northeast of the intersection of 15th Avenue and Thompson Avenue are the Thompson Heights senior apartments which are the newest of the three senior apartment buildings in South St. Paul that were built and managed by the Dakota County Community Development Agency. Finally, east of 15th Avenue North and centered on Bryant Avenue there is one of the City's largest areas designated for high density residential. There are currently six apartment buildings built in this area on the northern side of Bryant Avenue. The south side of Bryant Avenue currently has a couple of single-family homes but has previously been approved for a mixture of single-family homes and condominiums.

At the eastern edge of Planning District 4 is the North Concord area centered on Bryant Avenue and Concord Street. This has also been known as "South Park" which is one of the first areas of development in the community. The area currently has a mixture of commercial, office, residential, and some industrial uses but the parcels are all quite shallow and development typically extends right up to the toe of the bluff. Heading south from this area along Concord Street there are some business sites located on narrow parcels between the road and adjacent railroad. Across from the Thompson Heights development there is a small stretch of neighborhood oriented commercial property.

### **Future Land Use**

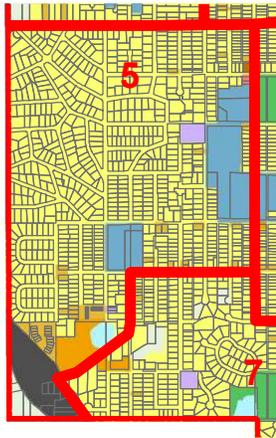
Most of the property in District 4 is fully developed and substantial land use changes are not anticipated. Given the development of the new park at Kaposia Landing, with the only access via bridge at Bryant Avenue, and the connection up Bryant Avenue to the large mixed-use parcel and connection provided to the surrounding community, the node at Bryant and Concord could be one of the key areas of development over the next 20-30 years. Similar to the issue noted in District 1, the topography in District 4 presents a challenge for development and redevelopment. In particular, the topography makes for shallow parcels for development, which require more frontage to have adequate development space, and poses challenges for accommodating parking on the sites. The City should study this development node to provide more clarity on future land uses and provide direction on specific development or zoning standards. The City should also work to preserve historic buildings in the area by encouraging adaptive reuse of the structures and using demolition as a last resort when buildings are determined to be beyond reclamation.

The section of Concord Street, which runs through South St. Paul, from Annapolis Street to Interstate 494, is proposed to be reconstructed in 2021. The proposed reconstruction of this central artery of the community provides the ability to update the road design, accommodate more modes of transportation, and can enhance the character of the adjacent land uses.

## District 5

Planning District 5 is bordered on the west by Highway 52 and the City's western border, on the north by Wentworth Avenue, on the south by 20th Avenue South and Southview Boulevard, and on the east by 15th Avenue.

Existing Land Use



Future Land Use



## Land Use Issues

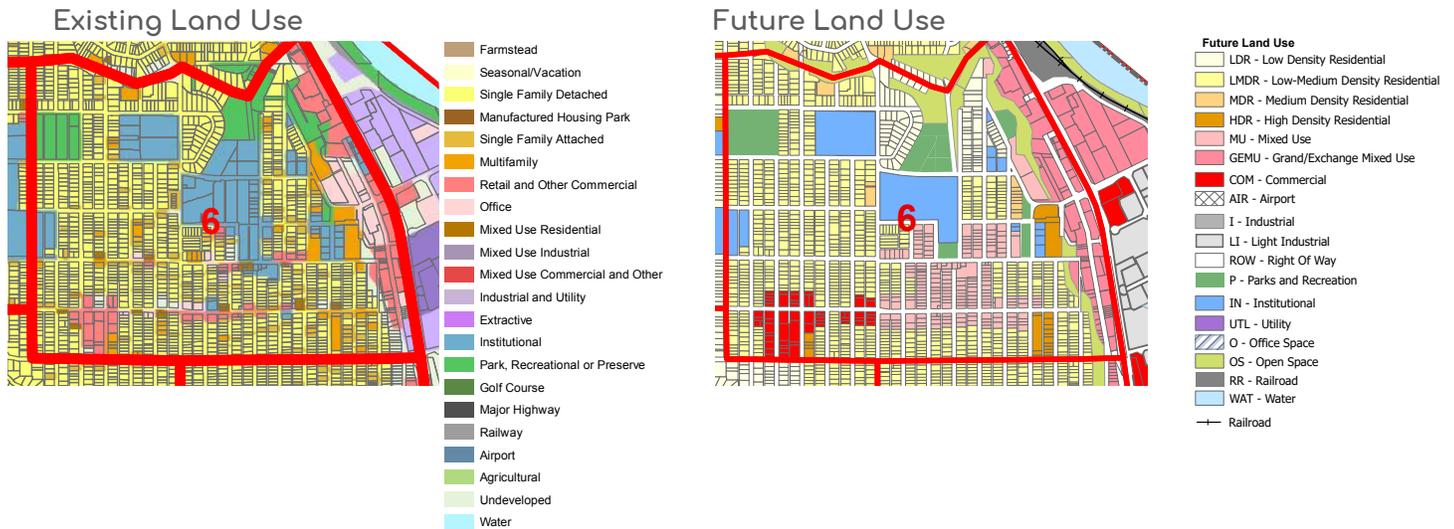
District 5 is predominantly single-family homes, most of which were developed in the 1950's or later. The area is not developed on the same street grid system as the older part of the community to the east. The northern and western parts of this district have a more variable street pattern, which gives the area a suburban feel when compared to the older areas of the community. At the intersection of Highway 52 and Southview Boulevard there is a large high-density residential development known as Waterford Green that was developed in the early 1990's. The development provides some diversity to the housing stock and was one of the last large residential developments until the construction of LeVander Estates (District 3) in 2006. District 5 also includes 14 acres of cemetery and approximately 6 acres from the former Jefferson school site.

## Future Land Use

The biggest future land use questions for District 5 surround the future use of the Jefferson school site. The entire six acre site is owned by the South St. Paul School District, and the former school building was recently demolished. The eastern side of the property currently includes a softball field, play structure, sliding hill, skating rink, and accessory building. While this eastern side of the property is not a City park, the community has come to regard it in much the same way. The closest City parks are Veteran's Field and Seidel's Lake (which does not have any play structures or ballfields) so without some park space at this location the area would be underserved. The Jefferson school site is currently undeveloped, save for the amenities noted above. Future redevelopment of the site is anticipated to be institutional (school/school district uses) but another option would be residential uses. Further study would be necessary to determine the best land use for the site. When redeveloped, some portion of the property should be designated for park space.

## District 6

Planning District 6 is bordered on the west by 15th Avenue, on the north by Wentworth Avenue and the Wentworth Ravine, on the east by Concord Street, and on the south by 3rd Street South.



### Land Use Issues

This district is the city center area and includes one of the main retail areas, Southview Hill, along with six churches, four parks, two schools, the South St. Paul School District office, City Hall, the Dakota County Historical Society and Museum, the City's historic library, two senior apartment towers, and the Concord Exchange commercial area. This area also has a mixture of single-family housing, duplexes, and small apartments that surround these non-residential elements. The area was built on a street grid pattern with lots that were platted at 40-foot wide and sidewalks that connect most of this central area of the community. Residential properties in this area are on average some of the oldest sections of the community (along with District 8). The topography of the northern and eastern parts of this district includes ravines and bluffs which provide for some beautiful vistas but also create difficulty in trying to connect the majority of the community to the area below the bluffs.

There is one area of larger lot single-family residential within this district that is generally located between 9th Avenue, Wentworth Avenue, 4th Avenue and 3rd Street North. Single-family homes in this area tend to have lot sizes around  $\frac{1}{4}$  of an acre and the zoning designates these areas as R-1: Single-Family Residential. The remaining single-family homes in District 6 tend to have lot widths of 40 feet (around  $\frac{1}{8}$  of an acre) and are designated as R-2: Single and Two-Family Residential on the City's Zoning Map.

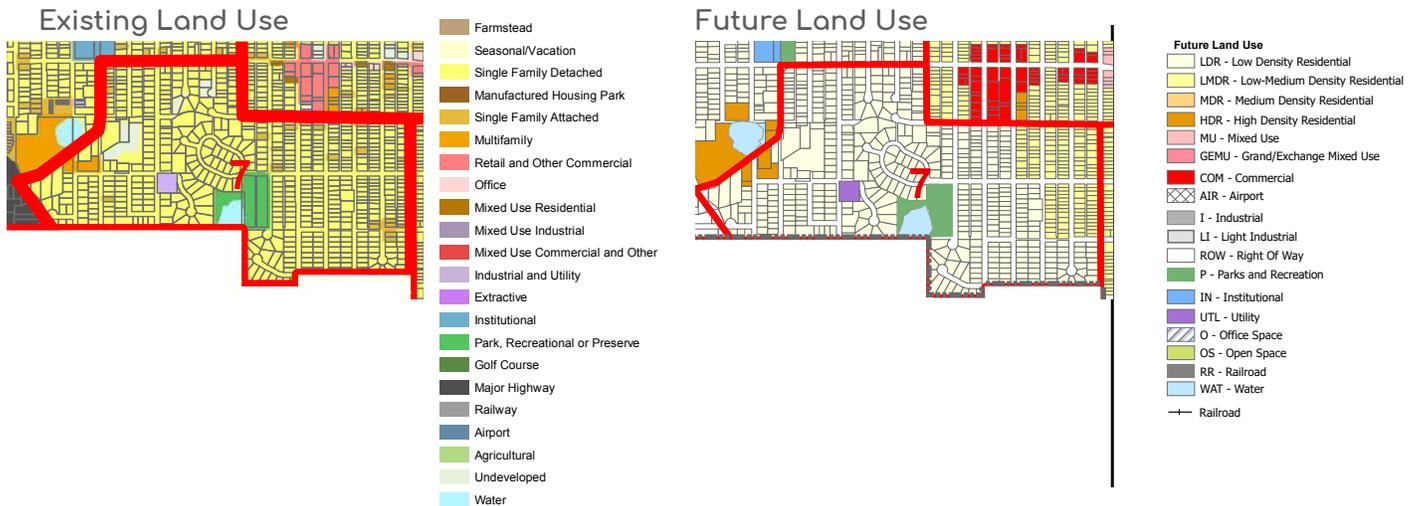
## Future Land Use

The Southview Hill area is the heart of the community centered on the east-west streets of Southview Boulevard and Marie Avenue and the north-south streets of 5th Avenue and 7th Avenue. The existing mixture of residential, commercial, some small offices, and civic institutional spaces gives the area its authentic character. In 2014, the City finished a study on the Southview Hill area that recommended changes to the future land use and zoning to strengthen and reinforce the character of the area. The study determined that most of the area was guided as High Density Residential or Commercial but there were few remaining undeveloped parcels. Additionally, while much of the area was guided in a narrow band of commercial the size of those parcels tended to be too small for standard retail development, and the traffic counts in the area would not meet the standards of conventional “box” retailers. The study recommended changing future land uses from a narrow band of Commercial surrounded by High Density Residential, to two nodes of development surrounded by Low Density Residential (or low-medium) which correlated with the existing development pattern. The node at 12th-13th Avenues and Southview was proposed to be a standard commercial node similar to the development that was already in the area. The development node centered near the area of Southview Boulevard / Marie Avenue and 5th Avenue / 7th Avenue was proposed to be a mixed-use area that would allow for uses that are consistent with the walkable character of the area. The mixed-use designation is also consistent with the organic mixture of single-family homes, commercial, civic institutions, and small apartments that are all currently present in this area. The Southview Hill study included several open houses, which were well attended, and opportunities for online citizen engagement. One of the notable elements from that engagement was the public support for improving or even expanding Central Square Park. The Central Square Park is on South St. Paul School District property rather than city property, but the park is thought of as the “town square” and hosts many of the essential civic events and celebrations that contribute to South St. Paul’s character. The park currently includes a play structure, picnic lawn, and a sunken amphitheater but the park could stand some revitalization. The City should work together with the School District to see that this park space is preserved and improved so that it can continue to provide recreation space and the central gathering space for the community. In addition, the study identified several catalyst sites where development / redevelopment could best help to revitalize the area. Some of these sites have since been developed but the Economic Development Authority (EDA) owned site just west of Central Square is an opportunity for mixed-use redevelopment.

Another major development area in Planning District 6 is the Concord Exchange area centered on Concord Exchange and Grand Avenue. This area historically provided commercial businesses that served the community as a whole but also catered specifically to the industries to the east such as the packing houses, stockyards, and slaughtering operations that were prevalent. As those industries vanished from the community and commercial development followed metropolitan trends and spread further into the suburbs the impact felt distinctly in this area. Urban Renewal cleared several of the old buildings that lined Concord Exchange and left it a shadow of its former commercial self, pockmarked with parking lots and vacant parcels. Development in this area has recently begun to pick up momentum with substantial renovations of long-vacant buildings into a glass-blowing studio and a market rate apartment building. The area is guided mixed-use and the area has a mixed-use zoning district, which was established in 2004. Additional planning for this area should be undertaken to further refine development opportunities within the area but also for the connections that this area can provide to Southview Hill and the rest of the community which are up the "hill" to the west, and for the connections that the area can help foster with the Mississippi River via Hardman/Concord Triangle area (District 9).

## District 7

Planning District 7 is bordered on the west by Highway 52 and Southview/20th Avenue, on the north by Southview Boulevard and 3rd Street South, on the east by 15th Avenue and 9th Avenue, and on the south by the City's southern border.



### Land Use Issues

The dominant land use in Planning District 7 is single-family residential development. On average, the homes in this area are the newest in the community with the majority of them constructed in the 1980's. The western portion of the district is zoned R-1: Single Family Residential while the northeastern part of this district includes a handful of blocks that are zoned R-2: Single and Two-Family Residential. The southern side of the district abuts an area of neighboring Inver Grove Heights, which is cut off from the remainder of that community by Highway 52 to the west, and Interstate 494 to the south. The western portion of this area of Inver Grove Heights includes a large townhome development while further east the area is more single-family homes that are consistent with the abutting single-family homes in South St. Paul. Along the southern border of the city, in the middle of Planning District 7, is the northern part of Seidel's Lake. The lake straddles the border between South St. Paul and Inver Grove Heights and the two communities have looked at opportunities to establish a loop trail around the lake that residents of either community can enjoy.

### Future Land Use

As a fully developed area with few, if any remaining vacant parcels there are not many changes anticipated in this area during the time of this plan. The primary future land use issue in this district is the development of Seidel's Lake Park. The park has not be developed so it is currently just open space. However, as the park is only City park space in at least 1/2 of a mile it is an important amenity for recreational space in the community. Furthermore, the opportunities to work with Inver Grove Heights and develop a trail system that loops around all of Seidel's Lake would provide a unique recreational amenity that is not present elsewhere in the community.

## District 8

District 8 is bordered on the west by 9th Avenue South and the City's western border, on the north by 3rd Street South, on the east by Concord Street, and on the south by Interstate 494.



### Land Use Issues

Planning District 8, like Planning District 6, is one of the areas with the oldest housing in the community. In previous Comprehensive Plans, the area was identified as the East Roosevelt Strategy Area, which placed an emphasis on housing programs and plans to benefit the area. Over 50 of the new homes built in this district since 1990 were redeveloped through the City's Rediscover South St. Paul program which acquired residential properties that were underdeveloped or in poor shape and cleared the lots to make way for new construction. District 6 is a mix of single-family homes, a large park, recreational sports fields, some institutional uses, some high-density residential properties along the bluff, and below the bluff a continuation of the Concord Exchange area mentioned in District 6, and one large commercial parcel. The large commercial parcel is a former car and truck dealership site that began redevelopment into a new car dealership in late 2018. The single-family homes in District 8 generally have lot sizes that are around a tenth of an acre and the corresponding zoning is R-2: Single and Two-Family Residential. The area also includes several duplexes, and a few triplexes or small apartments that have been mixed in with the single-family development.

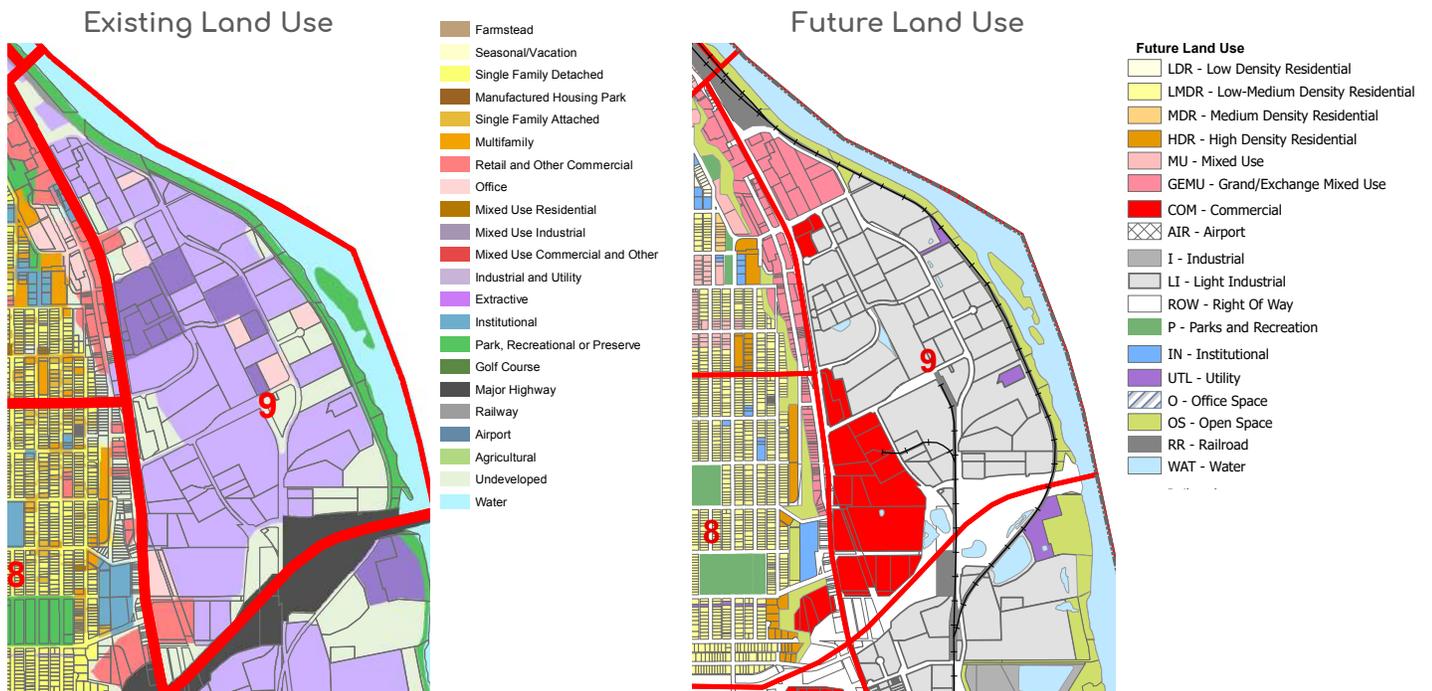
## Future Land Use

In Planning District 8 the only major changes to future land uses from the last Comprehensive Plan are along the eastern border. The property along both sides of 1st Avenue South was shown in the previous Comprehensive Plan as Medium Density Residential but the area was already fully developed and primarily by single-family homes on small lots that averaged about 40-feet wide (roughly one-tenth of an acre), which is just like the rest of the district. These smaller lot sizes for single-family homes are common in District 8, which gives the area an average density of 6-8 units per acre, and would have placed them in the Medium Density Residential in the last Comprehensive Plan. In this Comprehensive Plan Update, the area has been designated as Low-Medium Density Residential (LMDR) to highlight the difference in density from the larger lots in the newer development areas that are located to the west. The densities on 1st Avenue were similar to the remainder of the homes in District 8 and have been incorporated into the LMDR land use category. The benefits of the density on is that the area is already built to a scale that is walkable and can support bicycling and transit as modes of transportation within the community. Given the proximity to the Southview Hill area in District 6, there are also opportunities to maximize the benefits of the existing scale of development.

Below the bluff, the district includes a section of the Concord Exchange development area that was discussed in District 6. This section of Concord Exchange is different in that there is only development space on one side of the street giving the area the look and feel of a frontage road. The properties here were included in the CGMU zoning district but were given a separate CGMU-2 sub-district, which allowed smaller minimum heights and slightly reduced architectural standards. The area is supposed to look similar to the buildings in the development area to the north and provide for pedestrian oriented design but recognizes that the frontage road feel would likely result in a slightly different type of development. The Kaposia Club restaurant developed in 2018 on a long-time vacant parcel in this area, providing an example of the type of uses and look for future developments in this area.

## District 9

District 9 is bordered on the west by Concord Street, on the north by Wentworth Avenue, on the east by the Mississippi River and City's eastern border, and on the south by Interstate 494.



### Land Use Issues

Planning District 9 is the portion of the community that once housed the stockyards and meat packing industry, and there are still a few vestiges of those former uses but much of the area has been transformed into a thriving business park known as BridgePoint. Most of the property between Grand Avenue and Armour Avenue has been developed over the last 30 years but the same level of development has not occurred south of Armour Avenue or north of Grand Avenue. The City's one large block of regional commercial property located between Concord Street and Farwell Avenue and South of Armour Avenue is guided Commercial and zoned GB: General Business. While there has been some new commercial development in this area, such as the Kwik Trip convenience center, the area still has a mixture of older industrial facilities as well. North of Grand Avenue and bordered by Concord Street and Hardman Avenue is a large triangle of property which once was home to the Swift meat packing plant. This Concord/Hardman Triangle property today still includes several buildings that date back to the Swift era and several of the uses in this area have large amounts of exterior storage.

## Future Land Use

Future land uses in District 9 are guided similarly to the last Comprehensive Plan Update with most of the property in the district shown as Light Industrial. The block between Concord Street and Farwell Avenue, south of Armour Avenue will be designated Commercial, as it was in the last Comprehensive Plan Update. The commercial designation would allow for offices and commercial / retail uses which may be supportive of the office/industrial properties in the BridgePoint area or may be too large to work in the Concord Exchange mixed-use area to the west.

In addition, the City has been working for many years to obtain a parcel of excess right-of-way from MnDOT that is located at the southwestern corner of the district that the City would like to add as Commercial property.

The emphasis will also remain on improving the uses and aesthetics as well as decreasing areas of extensive exterior storage for in the area south of Armour Avenue, referred to in the last update as the "494 Corridor". There is a continued emphasis on mitigating the presence of odors from odor causing land uses. New land uses and expansions require determination to confirm that the land use will not generate objectionable odors, while the City teams with a consulting company to help determine the sources of odor complaints for existing uses.

North of Grand Avenue the City has guided the properties for mixed-use which is a change from the previous designation of Office-Research from the last update. The area would provide a link from the rest of the community west of Concord Street, to the river, something that has long been desired by the community. The area would need further study to provide better guidance on land uses and the economic market for uses in the area.

## District 10

Planning District 10 is bordered on the west by the City's western border/9th Avenue, on the north by Interstate 494, on the east by Concord Street, and on the south by South Street.



### Land Use Issues

Planning District 10 is dominated by small lot single-family homes and some duplex uses. The majority of the homes in this area were built since 1945. Kaposia Education Center, built in 1996, is the elementary school and ECFE site in this district and is the newest school in the community. Below the bluff, the district also includes a large commercial car dealership site and the western side of the properties along Concord Street South which area a mixture of residential and commercial uses. High-density residential apartment uses are present at the northwest corner of the district and the northeast corner across from the car dealership. The area includes two smaller parks and is across the street from the large McMorrow Field (District 12). At the southeastern corner of the district is the northern half of the Dawn Way landfill site. The demolition landfill straddles the border between South St. Paul and Inver Grove Heights and is currently operated by Frattalone companies.

### Future Land Use

Areas of future development for District 10 are anticipated in a few locations; the west side of Concord Street, the Dawn Way landfill site, and the vacant parcel at the corner of South Street and 5th Avenue South. The parcel at South Street and 5th Avenue South had zoning approval for a 28-unit apartment building in the summer of 2017 but the development never occurred. The area is guided for High Density Residential and zoned for multifamily residential development.

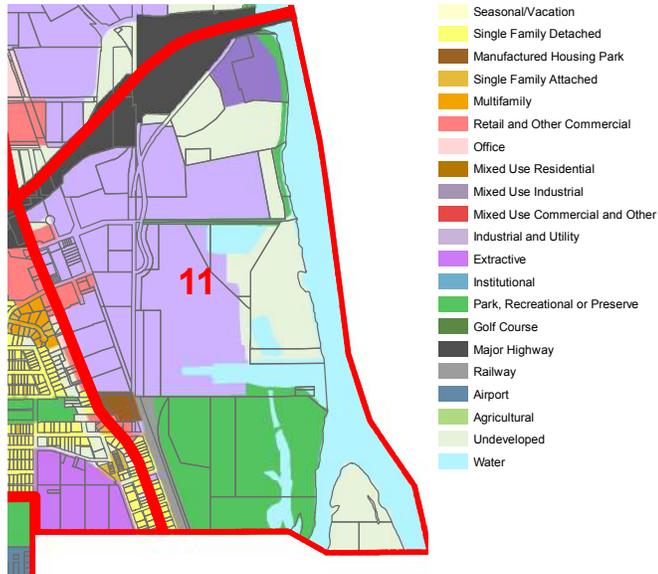
When the Dawn Way Landfill site was last purchased, one part of the agreement was a land use plan for the eventual redevelopment after closure of the landfill site. The plan for the site included primarily light industrial uses with an area of low residential and mixed-use along the northern portion of the site abutting the existing residential uses. The landfill site land use plan also included a possible road or transportation link through the site that could connect from Henry Avenue at the top of the hill to Poplar Street at the bottom.

The west side of Concord Street south of Richmond Street is a mixture of businesses and homes that abut the toe of the bluff. These properties have been guided as mixed-use though further study will be necessary to determine the best mixture of land uses both on the west side of Concord Street and those across Concord Street which are in Planning District 11.

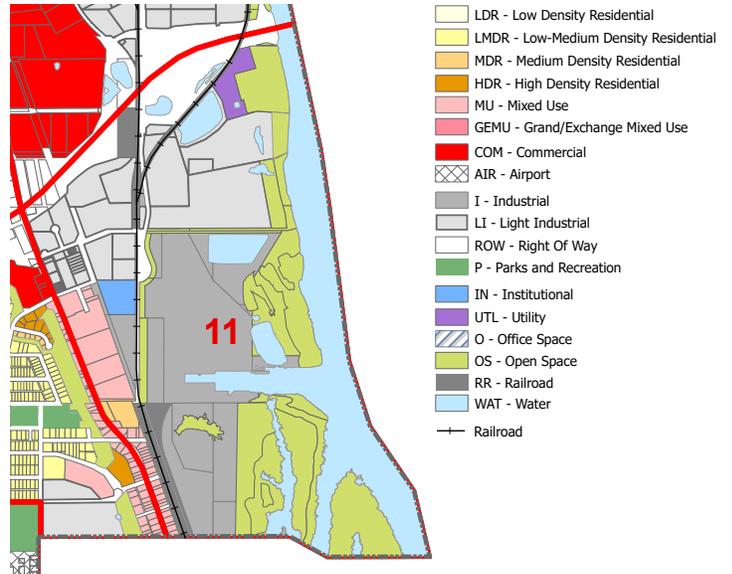
# District 11

Planning District 11 is bordered on the west by Concord Street, on the north by Interstate 494, on the east by the Mississippi River, and on the south by the City’s southern border at Linden Street.

## Existing Land Use



## Future Land Use



## Land Use Issues

The land uses in Planning District 11 are a range of industrial, commercial, and some residential uses. The area includes one of the largest privately owned properties in the community, the 90+ acre Kinder Morgan – Dakota Bulk plant which deals in bulk commodities transported by barge or rail. The area also includes a gun club site, the only manufactured home park in the city, a smattering of single-family homes, and the 30+ acre Danner site. The Mississippi River Regional Trail (MRRT) winds its way along the river through this district and then along the Union Pacific Railroad tracks before continuing into Inver Grove Heights. At the northeast corner of this district is the DNR boat launch property, which includes a fishing pier, the only public boat launch site in the community, and on the property’s western side, is the community garden.

## Future Land Use

The area north of Richmond Street and the regional trail includes properties that are very visible from Interstate 494 and are an area that the City again is stressing the important of aesthetics, and trying to minimize areas of exterior storage. Similar to District 9, this area also has a continued emphasis on reducing the impact of odor generating land uses. New land uses and expansions require determination to confirm that the land use will not generate objectionable odors, while the City teams with a consulting company to help determine the sources of odor complaints for existing uses.

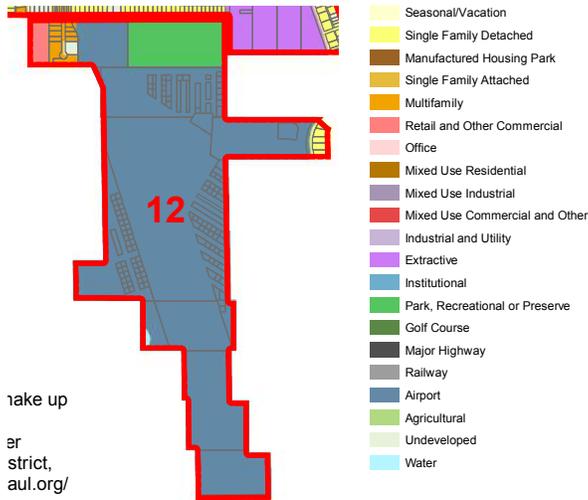
The Danner property is the largest development site in the community and the character and appearance of development at this location is vital to the community's development potential in the BridgePoint area or this office/industrial area south of the Wakota Bridge. The City has worked with ownership and prospective developers to get necessary approvals in place to allow development of the site.

The properties on the east side of Concord Street and between Richmond Street and Spruce Street are guided for mixed-use but many of these parcels have been contractor's yards and similar uses in the past. In addition, the sites have a split zoning with the western half being commercial and the eastern half as industrial. The mixed-use designation would be consistent with planned future land uses on the west side of Concord Street and could help to provide a buffer between the industrial uses to the east and residential properties west of Concord Street. Additional study of these parcels will be necessary to refine the land uses and determine the market for the properties.

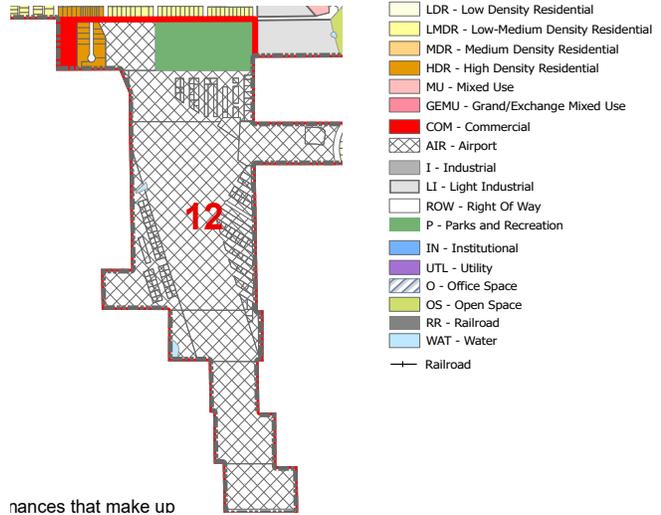
## District 12

Planning District 12 is bordered on the west by the City's border at 5th Avenue and the edge of the airport, on the north by South Street and Airport Road, on the east by Henry Avenue as well as Cromwell Court and South Gate Road, and on the south by 70th Street East.

### Existing Land Use



### Future Land Use



## Land Use Issues

Planning District 12 is the location of the City's municipal airport, as well as the large McMorrow Field Park. A 1960's shopping center and area of High Density Residential are located at the northwest corner of this district, while a small area of new single-family homes from the early 2000's sits at the far eastern extremity of the district. McMorrow Field was recently renovated and changed from a softball-oriented park to a flat field park for sports such as soccer and football. Properties in this district are also subject to restrictions for uses and building heights based on their proximity to the airport.

## Future Land Use

The commercial and high density residential land uses at the far northwestern part of this district are dated and in need of some updating. This area should be studied to determine what could be done to improve this corner of the community.

# Special Resources

## Historic Preservation

South St. Paul is a community that is rich in history and tradition. The City was incorporated in 1887 and still includes some homes dating back to this era. Historic buildings and places help to frame the character of the community and give it a unique feel. The community includes three buildings on the National Register including; the Historic Concord Exchange Building (1887), the Serbian Home cultural center (1924), and St. Stefan’s Church (1924). The City will encourage the preservation of these structures and celebrate the historic places and buildings that provide the community with unique architecture and help to reinforce the community’s small town feel.

In addition, the Comprehensive Plan acknowledges the importance of historic preservation and the sustainability benefits of reutilizing existing buildings by emphasizing reuse of existing buildings wherever possible and using demolition of buildings as a last resort where buildings are no longer salvageable.

## Solar and Alternative Energy

Solar energy and alternative energy resources present an opportunity for the community to provide a more sustainable future. As a developed community, there is not much remaining land to accommodate stand-alone alternative energy sites. However, much of the BridgePoint and Wakota industrial areas show excellent solar power potential and could be accommodated there as permitted accessory uses. The City will work with property owners in these areas to explore the potential for rooftop solar gardens, which generally require buildings that have a footprint larger than 50,000 square feet. Rooftop solar generation potential in South St. Paul is projected at 94,139 - megawatt hours per year. The City will also consider sites with limited development/redevelopment potential for solar gardens or solar farms either as a longer-term resource or as a transitional use. Finally, the City should develop regulations and performance standards, which allow properties to utilize solar and other alternative energy systems while ensuring potential impacts on adjacent properties are mitigated.

The Land Use chapter of the Comprehensive Plan builds off the major assumptions and overall goals cited in the previous chapter and the overall vision for the community and guides land uses to achieve the community’s vision.

Table 4.7: South St. Paul Solar Potential

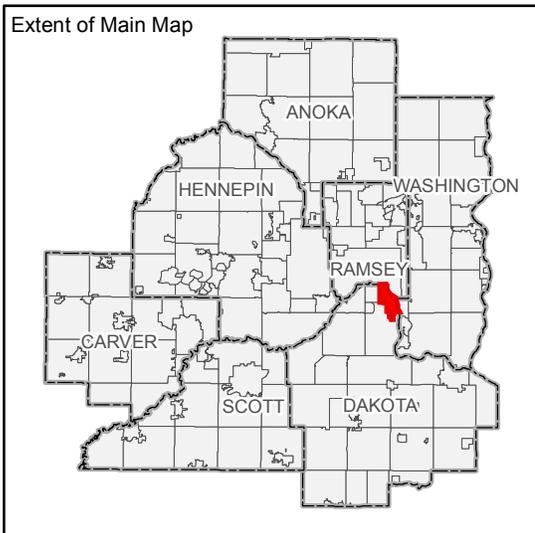
Gross Potential (Mwh/yr)	Rooftop Potential (Mwh/yr)	Gross Generation Potential (Mwh/yr)	Rooftop Generation Potential (Mwh/yr)
8,289,784	941,393	828,978	94,139

Source: Metropolitan Council

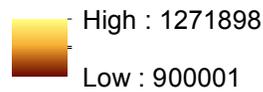


**Aspects of Sustainability:**  
» Energy  
» Land Use/Buildings

Figure 4.4: South St. Paul Gross Solar Potential



**Gross Solar Potential  
(Watt-hours per Year)**



-  Solar Potential under 900,000 watt-hours per year
-  County Boundaries
-  City and Township Boundaries
-  Wetlands and Open Water Features

Source: University of Minnesota U-Spatial Statewide Solar Raster.

# Goals and Policies

## General Land Use Goals and Policies

**Goal 4.1:** Consider the critical importance of safe and adequate site access in all land use decisions.

Policy 4.1.1: Evaluate all site plans and land use decisions through an equitable lens that includes accessibility for those of all abilities, ages, and those using alternative modes of transportation.

Policy 4.1.2: Prioritize infrastructure improvements that improve usage and passage by those of all abilities, ages, and those using alternative transportation modes.

Policy 4.1.3: Review zoning standards and policies to make certain that regulatory structures align with desired redevelopment outcomes in all key opportunity areas.

**Goal 4.2:** Keep South St. Paul as an attractive place to live, work, and play by promoting sustainable land-use patterns, land-use changes, and new developments that contribute to the preservation and enhancement of the community's vitality and sense of identity.

Policy 4.2.1: Promote and provide for informed and meaningful citizen participation in planning and review processes.

Policy 4.2.2: Ensure that the City's official controls are maintained to be consistent with the 2040 Comprehensive Plan.

Policy 4.2.3: Protect the small town look and feel of the community. Capitalize on the existing small town character of commercial areas by utilizing mixed-use development and traditional urban design standards to revitalize nodes such as Southview Hill, Concord Exchange, North Concord, and South Concord.

Policy 4.2.4: Ensure high-quality design, innovation, sustainability, and aesthetic appeal in private and public development and redevelopment, with emphasis on efficient site access, appropriately sized parking areas, and overall beautification through the adoption and utilization of year-round landscaping and site design standards, guidelines, principles, and other criteria.

Policy 4.2.5: Maintain orderly transitions between different land uses in accord with the general land-use guidance of the Comprehensive Plan by establishing or strengthening design standards.



### Aspect of Sustainability:

» Land Use/Buildings

- Policy 4.2.6: Encourage improvements to the connectivity and walkability between and within the community's neighborhoods, gathering places and commercial areas through new development, redevelopment, and infrastructure projects. Encourage improvements that support alternative transportation such as bicycling and transit.
- Policy 4.2.7: Reduce land consumption for surface parking by encouraging construction of structured parking facilities, shared parking facilities, and other strategies that minimize surface parking areas while providing adequate off-street parking.
- Policy 4.2.8: Encourage and support new development, redevelopment, and infrastructure improvements that incorporate and protect alternative energy sources, such as solar access, geothermal, and wind.
- Policy 4.2.9: Support and facilitate cutting-edge telecommunications and transportation infrastructure to all local centers of economic activity, business, industrial and office areas.
- Policy 4.2.10: Use creative placemaking and public art to ensure excellent urban design, develop a unique community character, and activate public spaces.

**Goal 4.3:** Maintain and improve the mix of residential, commercial, employment, parks and civic land uses throughout the community to promote a balanced tax base and to anticipate long-term economic and social changes.

- Policy 4.3.1: Review the Land Use Plan regularly to ensure its usefulness as a practical guide to current and future development. Whenever practicable, coordinate the Plan with plans of neighboring communities, the county, school districts, and the most current Metropolitan Council system plans.
- Policy 4.3.2: Promote and support transit-oriented development and redevelopment near existing and future transit corridors.
- Policy 4.3.3: Encourage a broad mix of commercial businesses within the community to diversity and strengthen the tax base and employment opportunities.



**Aspect of Sustainability:**  
» Maintenance



**Aspect of Sustainability:**  
» Environment

**Goal 4.4:** Identify underutilized, deteriorated, or blighted properties and guide them toward revitalization, reinvestment, or redevelopment consistent with community goals and good planning and development principles.

Policy 4.4.1: Support the use of small area master plans for small redevelopment areas.

Policy 4.4.2: Promote redevelopment that reduces blight, expands the tax base, enhances the mix of land uses in the community, and achieves other community objectives.

Policy 4.4.3: Apply strategies to effectively enforce City codes related to maintenance of buildings and property.

**Goal 4.5:** Protect, improve, and expand the community's natural amenities and environmental quality.

Policy 4.5.1: Promote the use of energy-saving and sustainable practices during all phases of development including land uses, site design, technologies, buildings and construction techniques.

Policy 4.5.2: Protect or enhance the appearance of the major natural features of South St. Paul such as steep slopes, ravines, floodplains, wetlands and the river edges as important elements in the appearance of the community and nearby neighborhoods.

Policy 4.5.3: Seek to use environmental best practices for further protection, maintenance, and enhancement of natural ecological systems including lakes, lakeshore, wetlands, natural and man-made storm water ponding areas, aquifers, and drainage areas.

Policy 4.5.4: Promote preservation, replacement, and addition of trees within the community.

Policy 4.5.5: Existing and future development of businesses and industry, shopping, transportation, housing, entertainment, leisure, and recreation opportunities shall be in harmony with the commitment the City of South St. Paul has made to its environment and quality of life, without compromising the ability of future generations to meet their own needs.

**Goal 4.6:** Create meaningful opportunities for community and neighborhood engagement in land-use decisions.

Policy 4.6.1: Utilize traditional and innovative ways to notify the public, the community, and neighborhoods about upcoming land-use decisions as early as possible in the review process.

- Policy 4.6.2: Encourage meetings between the land-use applicant and affected persons and/or neighborhoods for changed in land-use designations and projects that have significant impacts, prior to submittal of the request to the City.
- Policy 4.6.3: Provide for and promote opportunities for informed citizen participation at all levels in the planning and review processes at both the neighborhood and community level.
- Policy 4.6.4: Ensure adequate and diverse representation of the appropriate stakeholders in land-use studies and advisory bodies.

## Residential Area Goals and Policies

**Goal 4.7:** Encourage residential development that provides a diverse housing stock to meet the evolving needs of the community.

- Policy 4.7.1: Guide areas for high-density housing development, moderate density housing, and single-family housing.
- Policy 4.7.2: Support existing residential areas through enforcement of property maintenance and rental licensing codes.
- Policy 4.7.3: Plan for areas that can accommodate work force housing and areas that can accommodate affordable housing. Plan for areas to accommodate senior housing and assisted living housing.
- Policy 4.7.4: Encourage development of new single-family housing through scattered site development programs.
- Policy 4.7.5: When looking at redevelopment sites for residential development review the Parks Master Plan and park service areas, require park space where the property can fill a gap in the park service areas.
- Policy 4.7.6: Explore the potential of the sparsely developed residential area north of Wilson Heights and west of Stickney Avenue for new infill single-family housing. Explore zoning changes for the area to encourage this development.
- Policy 4.7.7: The former Jefferson school site is currently owned by the South St. Paul School District and as one of the larger undeveloped sites offers an opportunity for either school/community service or residential development. Work with the School District to identify the highest and best uses for this site. Include some neighborhood park space on this parcel to fill a gap in the park service area.

Policy 4.7.8: The former Divine Redeemer hospital site, northeast of Thompson Avenue and 19th Avenue, offers another opportunity for infill residential development. Plan the area for an intensive mix of residential development that can take advantage of the surrounding high-density residential properties, proximity to Northview Park and access to public transit. Ensure that development uses setbacks, stepped back building heights, and quality architectural character and site design are used to be sensitive to the single-family homes across the street from the site.

**Goal 4.8:** Design new neighborhoods to be attractive, walkable and interesting. These new neighborhoods will have better streetscape, site planning, building architecture, signage, and lighting.

Policy 4.8.1: Use regulations and incentives to produce new infill neighborhoods that are attractive, diverse and have lasting value. Require infill and redevelopment buildings to be designed with sensitivity to their context, including features such as land use type, building height, bulk and placement, architectural details, parking, landscaping and lighting.

Policy 4.8.2: Adopt subdivision and zoning regulations that mandate interconnected local streets, sidewalks on at least one side of all local and collector streets and trees along all streets where boulevard widths allow.

Policy 4.8.3: Design and maintain local streets for land access while making them less attractive to sub-regional and regional traffic through the use of traffic calming techniques. Decrease the width of new local (minor) residential streets from current standards. Fully interconnect new local residential streets and discourage the construction of cul-de-sacs where other alternatives are feasible.

Policy 4.8.4: Reduce rebuilt residential streets in width to the extent that on-street parking and other demands allow. Extend the established pattern of streets into new neighborhoods through the platting process, while being sensitive to work around natural topography like bluffs, ravines, and wetlands.



## Aspect of Sustainability:

» Land Use/Buildings

## Commercial Area Goals and Policies

**Goal 4.9:** Plan for areas of regional and community commercial development that can support the varying needs of the region and community.

- Policy 4.9.1: Direct new commercial development to Concord Street and the Southview Hill area to help establish a critical mass necessary to sustain commercial development.
- Policy 4.9.2: Recognize the changing nature of retail/commercial development as more traditional retail areas transform into mixed-use areas and more retail is carried out online with more demand for office/warehouse uses to handle the needs of this trend.
- Policy 4.9.3: Do not focus on big box retail development, which is already focused in the adjacent communities of West St. Paul and Woodbury. Focus on mixing retail into mixed-use areas with residential, service retail, and nurturing a craft economy that encourages unique retail opportunities, small start-ups uses, and supports residential and employment uses in the community.

**Goal 4.10:** Plan for a continued node of community commercial development in the Southview Hill area centered on Southview Boulevard and the block between 12th and 13th Avenue.

- Policy 4.10.1: Emphasize an area of community commercial area in the Southview Hill area that will provide retail and commercial services (such as grocery stores, local banks, moderate sized offices, restaurants, and service stations) primarily to South St. Paul residents.
- Policy 4.10.2: Support development and redevelopment of the area where parking is limited by encouraging joint parking agreements between properties, that can help accommodate parking for multiple businesses, or by decreasing minimum parking requirements for parking in this area.
- Policy 4.10.3: Partner with the local businesses to identify unifying streetscape and landscape improvements for the area.
- Policy 4.10.4: Work with area businesses to address Southview Hill business district style signage directing people to this area of town.
- Policy 4.10.5: Market the “Southview Hill” area through the community and surrounding region to establish an identity that is regionally identifiable.
- Policy 4.10.6: Explore ways implement improvements (that are consistent with the City’s Economic Development Strategy) through cost-sharing programs like low-interest loans, grants, donations, and volunteerism.



**Aspect of Sustainability:**

» Budget/Economy

Policy 4.10.7: Encourage private sector investment in redevelopment and rehabilitation of existing buildings in this area. Build off the recent development of the MidWestOne Bank and renovation of an existing office building for Allstate and the License Center.

Policy 4.10.8: Encourage a strong pedestrian link throughout Southview Hill and the surrounding neighborhoods as well as between "Southview Hill" and the mixed-use and regional commercial area of Concord Exchange/ Grand Avenue.

**Goal 4.11:** Identify the highest and best land uses for the existing community commercial area at 5th Avenue South and South Street.

Policy 4.11.1: The community commercial area at 5th Avenue South and South Street currently provides opportunities for retail and services serving the surrounding neighborhood and is adjacent to community commercial uses in Inver Grove (gas station, fast food, and pharmacy).

Policy 4.11.2: Develop a small area plan to identify the highest and best land uses for the existing community commercial area, amend the future land use to be consistent with the small area plan.

Policy 4.11.3: If changes to the future land uses for the area, investigate ways to assist transitional uses for the area while the area redevelops.

**Goal 4.12:** Small nodes of neighborhood commercial uses was once commonplace in South St. Paul but gradually many of these uses have been redeveloped. Only a few small pockets of neighborhood commercial remain. Explore ways to help these uses transition to be consistent with the future land use plan.

Policy 4.12.1: Neighborhood commercial uses shall only include small offices, and limited service retail where the scale, hours, and parking demand are very limited and the impacts on adjacent residential uses should be minimal.

Policy 4.12.2: Policy 6.12.2: Explore the use of Interim Use Permits (IUP's) and/or Nonconforming Use Permits to accommodate transitional uses for these neighborhood commercial nodes until such time as the properties are ready for redevelopment.

Policy 4.12.3: Ensure that transitional uses are consistent with the intent of neighborhood commercial uses and do not negatively impact adjacent residential uses.

**Goal 4.13:** Plan for an area of high quality regional commercial development on Concord Street north of Interstate 494

Policy 4.13.1: Plan for an area of regional commercial that can accommodate uses that meet regional needs (such as offices, new car dealerships, hotels, offices, restaurants, etc.) and can support the primary employment uses of the BridgePoint area.

Policy 4.13.2: Establish architectural and site design standards which encourage high quality, high amenity buildings that provide a good image for this “front door” area of the community and complement the quality of development in BridgePoint.

Policy 4.13.3: Encourage redevelopment of uses with high amounts of exterior storage and low levels of architectural and site design.

Policy 4.13.4: Work with the State of Minnesota to acquire the excess property adjacent to 494 and develop the site with a regional commercial or office uses.

## **Industrial / Employment Area Goals and Policies**

**Goal 4.14:** Provide a variety of office and industrial development opportunities in order to create a strong and diverse tax base.

Policy 4.14.1: Guide parcels for potential office and industrial development.

Policy 4.14.2: Identify parcels that can be used as “transitional” industrial uses; office, research and development or light manufacturing.

Policy 4.14.3: Continue to develop, redevelop, and expand the existing BridgePoint Business Park area east of Concord Street to provide a vibrant employment center for the community.

Policy 4.14.4: Encourage development of companies that will provide primary wage earner jobs.

Policy 4.14.5: Revisit the work from the South Concord Corridor planning and transportation studies and consider updated land uses for the area south of Interstate 494 and east of Concord Street.

Policy 4.14.6: Provide high quality architectural and site design standards to underscore the quality of development for the area.

Policy 4.14.7: Explore zoning changes to encourage areas for high quality office and industrial development.

**Goal 4.15:** Establish enhanced design and site development standards for the 494 Corridor Area (from the edge of the residential areas above the bluff to the Mississippi River and from Armour Avenue to Richmond Street) to present a positive image from the community's "front door".

Policy 4.15.1: Develop zoning regulations to apply to this corridor to ensure that development will be high quality office/ industrial/retail comparable to the development standards set by the nearby cities of Saint Paul and Cottage Grove.

Policy 4.15.2: Develop architectural, signage, and landscaping standards/performance standards for new development and redevelopment of existing sites and buildings to provide an area that will be attractive and present a positive view of the image from Interstate 494, the "front door" of the community.

Policy 4.15.3: Identify parcels of land suitable for office and regional commercial uses (such as restaurants, banks, and hotels) in the corridor and encourage their development as office or regional commercial uses which enhance the appeal of the area as an employment center.

Policy 4.15.4: Work with Progress Plus to market parcels in the corridor to restaurant, office, and high finish office/ industrial users.

Policy 4.15.5: The Danner property and excess portion of the adjacent MCES site together provide approximately 40 acres of property which could be the cornerstone for the redevelopment of the 494 Corridor area. Work with the owners of the Danner property to ensure that property is developed consistent to the new standards.

**Goal 4.16:** Actively work to redevelop and encourage redevelopment of land uses which inhibit the orderly development/ redevelopment of the business park due to their nuisance factors (such as excessive odors, large amounts of exterior storage, extremely poor aesthetics or property maintenance).

Policy 4.16.1: Identify land uses which exhibit nuisance factors.

Policy 4.16.2: Work with property owners to determine if nuisance factors can be mitigated and if they can be mitigated, encourage nuisance mitigation.

Policy 4.16.3: Require nuisance mitigation as part of new construction as well as for expansions and renovations to properties that exhibit nuisance factors.

Policy 4.16.4: Encourage redevelopment of the properties with these nuisance factors where the nuisances cannot be mitigated or where mitigation of the nuisances would not be financially feasible.

Policy 4.16.5: Work with adjacent communities and government agencies to address regional nuisances.

**Goal 4.17:** Assist existing industries that do not exhibit nuisances in maintaining a presence in the City.

Policy 4.17.1: Explore incentives for industries to expand or relocate in South St. Paul which are consistent with the City's Economic Development Strategy.

Policy 4.17.2: Identify programs that will assist industries to stay competitive in a global and changing marketplace.

Policy 4.17.3: Evaluate the impact of ordinance changes on existing businesses and minimize adverse impacts.

**Goal 4.18:** Prepare and adopt design guidelines for the office and industrial areas that will ensure lasting value and a relatively high level of investment in exterior materials and site improvements.

Policy 4.18.1: Use architectural standards to encourage better quality and higher value buildings.

Policy 4.18.2: Explore zoning changes to encourage higher quality development with fewer potential nuisances.

Policy 4.18.3: Establish site design and performance standards to encourage less exterior storage or excessive pavement areas and more utilization of the site for buildings and landscaping.

Policy 4.18.4: Ensure there is adequate infrastructure, transportation access, and telecommunications capacity so that these office and industrial areas are highly competitive in the metropolitan region.

**Goal 4.19:** Ensure that Fleming Field Airport remains a community focal point and important facility for the generation of commerce in South St. Paul.

Policy 4.19.1: Update the current airport zoning ordinance.

Policy 4.19.2: Work to achieve the runway clear zones (particularly 40 to 1 approach) as established by the FAA where feasible.

Policy 4.19.3: Concentrate commercial airport buildings and operations at the airport in the area adjacent to the Fleming Field Terminal Building. Locate recreational airport users on all other areas of the airport.

Policy 4.19.4: Ensure there is adequate infrastructure, transportation access, and telecommunications capacity for industries located at the airport.

## Mixed-Use Goals and Policies

**Goal 4.20:** Improve the community's mix of land uses by encouraging mixed medium and high-density residential uses with high-quality commercial and employment uses in designated areas.

Policy 4.20.1: Develop and utilize master plans, as official controls, for redevelopment areas in order to achieve an appropriate mixture of uses in the mixed use areas designated on the 2040 Future Land Use Map.

Policy 4.20.2: Facilitate the improvement, environmental remediation, and redevelopment of underutilized, properties dominated by exterior storage and heavy-industrial land in designated locations into a compatible mixture of residential and employment uses.

**Goal 4.21:** Promote and support the development of mixed-use areas that have a rich mix of related and mutually reinforcing uses within walking distance of each other.

Policy 4.21.1: Encourage a mix of two or more uses within each development project either within the same building or horizontally on the site. Consider development within its context and the potential for existing development to provide a mixture of mutually supportive land uses.

Policy 4.21.2: Plan for a sustainable community by promote increased concentrations of jobs and housing at development nodes in order to efficiently use existing transportation and utility infrastructure while reinforcing alternative modes of transportation such as walking, biking, and transit.

Policy 4.21.3: Develop small area master plans and official controls to ensure development is context sensitive, and that all mixed-use development is cohesive, compact, and pedestrian-oriented, consisting of high-quality design, efficient parking strategies, and appropriate site landscaping.

Policy 4.21.4: Promote and support the provision of a robust system of public spaces within mixed-use areas such as parks, plazas, pathways, streets, and civic uses to encourage community gathering and connections.

Policy 4.21.5: Discourage piecemeal development that does not achieve the goals and policies for mixed-use areas.



### Aspects of Sustainability:

- » Land Use/Buildings
- » Energy

**Goal 4.22:** Improve the appearance of Concord Street using the reconstruction of Concord Street, improving bicycle and pedestrian amenities, and planning for quality mixed use development adjacent to Concord Street.

Policy 4.22.1: Encourage the reconstruction of Concord Street to include improved streetscaping and pedestrian and bicycle amenities.

Policy 4.22.2: Create an off-street trail or sidewalk along Concord Street's entire length. Through the Concord Exchange area, which is planned for walkable pedestrian scale development, have the pedestrian access run along Concord Exchange before reconnecting with Concord Street.

Policy 4.22.3: Explore aesthetic improvements like the removal of billboards and placing overhead wires under-ground.

Policy 4.22.4: Carefully regulate the land uses along Concord Street that have the potential to create adverse secondary land use impacts.

Policy 4.22.5: Promote Concord Street through the River Heights Chamber of Commerce and Progress Plus.

Policy 4.22.6: Coordinate land use planning along Concord Street with the cities of St. Paul and Inver Grove Heights.

**Goal 4.23:** Continue to support Southview Hill as the historic, social, and psychological heart of the city.

Policy 4.23.1: Review signage and other wayfinding devices and work with the chamber and area businesses to help people coming from outside of the community to find the Southview Hill area.

Policy 4.23.2: Encourage improvements through cost-sharing programs like low-interest loans (where consistent with the City's Economic Development Strategy), grants, donations, and volunteerism.

Policy 4.23.3: Continue to work with the South St. Paul School District to preserve Central Square as the "town square" and central community gathering space.

Policy 4.23.4: Partner with residential properties and local businesses to identify unifying streetscape and landscape improvements for the area.

Policy 4.23.5: Encourage a strong pedestrian link between Southview Hill and the larger scale mixed-use area centered on Concord Exchange/Grand Avenue. Reinforce this link through design and streetscaping standards.

Policy 4.23.6: Explore using streetscaping and signage on Southview Boulevard, Wentworth Avenue and 15th Avenue to provide visual linkages between Highway 52 and the Southview Hill area.

- Policy 4.23.7: Review zoning standards to ensure mutually supportive land uses and complementary architectural character.
- Policy 4.23.8: Excessive surface parking interrupts the character of the area and is an inefficient use of land. Emphasize sustainable design that supports walkability and reduces reliance upon surface parking lots. Consider decreasing the required parking minimums, adding community parking lots, or allowing flexibility for increased bicycle parking or other innovative ways of providing transportation access to uses in the area.

**Goal 4.24:** In the Southview Hill area, emphasize a node of neighborhood mixed use generally located in the area of Southview/Marie and 5th/7th Avenues that will build on the existing mixture walkable residential, commercial, and institutional uses. Promote redevelopment that is walkable, dense, diverse, and is complementary with the pedestrian scale and architectural character.

- Policy 4.24.1: Support development and redevelopment of the area where parking is limited by either providing public parking lots that can help accommodate parking for multiple businesses, or by decreasing minimum requirements for parking in this area.
- Policy 4.24.2: Utilize the Southview Hill plan as a guide for redevelopment of the area.
- Policy 4.24.3: Prioritize redevelopment of sites identified in the Southview Hill plan as catalyst sites.
- Policy 4.24.4: Establish a distinct mixed-use zoning district for the area which allows infill development while respecting the established pedestrian scale of the area.
- Policy 4.24.5: Explore the concept of Southview Hill as a financial services and business services area for the community.
- Policy 4.24.6: Work with area businesses to address “Southview Hill” business district signage to help establish a regional identity for the area and to help direct people to this part of town.
- Policy 4.24.7: Plan revised streetscaping and street lighting for main roads in the Southview Hill area (7th Avenue, 5th Avenue, and Marie Avenue) that provide a consistent character to Southview Boulevard.
- Policy 4.24.8: Actively work to redevelop 5th and 7th Avenues between Marie and Southview to provide better linkages.
- Policy 4.24.9: Plan the City-owned parcel on 7th Avenue by Central Square for mixed-use with Residential, or moderate to high density residential, which is similar to the scale and design quality of the Wakota on Fourth condominiums that are located behind City Hall.

Policy 4.24.10: Improve the linkage between the Southview Hill area and Concord Street. Explore streetscape and design as ways to visually link the two areas.

**Goal 4.25:** Create a community mixed-use destination area in the vicinity of Concord Street and Grand Avenue which capitalizes on the historic and natural resources of the City, close proximity to the Mississippi River and the recreational amenities that proximity provides.

Policy 4.25.1: Create a “gateway” at Grand Avenue that would link Concord Exchange, east along the Grand Avenue sidewalk, to the Mississippi River Regional Trail (MRRT) pedestrian overpass. Explore additional streetscaping, signage, and public art to enhance the connection to the river.

Policy 4.25.2: Redevelop Concord Exchange with a mixture of housing, offices, retail shops, artisan establishments, and restaurants that will enhance the environment formed by the Historic Concord Exchange building and the historic South St. Paul Post Office.

Policy 4.25.3: Provide decorative signage and decorative pedestrian lighting connecting the Mississippi River Regional Trail (MRRT) to Concord Exchange with a strong sensitivity to avoiding negative aesthetic impacts and avoiding excessive glare.

**Goal 4.26:** Establish a community mixed-use destination area in the vicinity of the Hardman/Concord Triangle.

Policy 4.26.1: Explore a mixture of residential, office, retail, and service uses and encourage uses that can provide improved bicycle and pedestrian connections from the mixed-use and residential property west of Concord Street with the recreational amenities along the river, and exhibits a high level of architectural and site design.

Policy 4.26.2: Establish a small area plan and market study for the Hardman Triangle area.

Policy 4.26.3: Proactively work with property owners in the area to coordinate redevelopment of the Hardman Triangle. Explore opportunities to retain businesses from this area within the community.

Policy 4.26.4: Coordinate development of the Hardman Triangle area with the Concord Exchange mixed-use area, just west of the area across Concord Street, to ensure that uses are complementary.



Aspect of  
Sustainability:

» Maintenance

**Goal 4.27:** Establish a community mixed-use destination area in the vicinity of Concord Street and Bryant Avenue which capitalizes on the available property for development on Bryant Avenue, access to Kaposia Landing park, and proximity to the Mississippi River.

Policy 4.27.1: Prepare a small area plan for the North Concord Mixed Use area that can help to target specific development types that would be consistent with the highest and best use for that area.

Policy 4.27.2: Explore potential uses in the North Concord Mixed Use area which can provide complementary services to Kaposia Landing park and the residential properties up Bryant Avenue.

Policy 4.27.3: Explore the potential of this area for transit oriented development which can take advantage of the proximity to Saint Paul and the existing transit routes.

**Goal 4.28:** Create a clear long-term vision for the planned mixed-use area for the South Concord Corridor area along Concord Street from Interstate 494 to the City's southern border.

Policy 4.28.1: Establish a new small area plan for the South Concord Corridor and develop zoning regulations to ensure that the area is developed consistent with that plan.

Policy 4.28.2: Explore a mixture of residential, office, retail, and service uses along South Concord Street and encourage uses that can provide improved bicycle and pedestrian connections to recreational amenities along the river, takes advantage of the proximity of the area to the Interstate system, can act as a buffer from industrially guided properties east of Concord Street and exhibits a high level of architectural and site design.

Policy 4.28.3: Build off of the information from previous South Concord planning efforts (2009) which identified challenges for the development of this area, including: properties on the west side of Concord Street are very shallow due to the bluffs which limits available space for development, access to some properties to the east can be interrupted for up to 20 minutes at a time due to the location of property road access and location of the rail line, most of the properties south of 494 and east of Concord Street are not protected by the levee and some may be subject to occasional flooding, adjacent heavier industrial uses can limit the appeal of properties in the area.

Policy 4.28.4: Explore using Interim Use Permits (IUP's) or Nonconforming Use Permits as a way to allow uses that may not be consistent with the long term plans for the area, but can coexist in this area while it transitions toward the planned Mixed-Use area identified in the small area plans.

**Goal 4.29:** Plan for a mixture of residential, service commercial, and light industrial uses for the Dawn Way construction landfill site.

Policy 4.29.1: Plan for the eventual re-use of the Dawn Way construction landfill site (south of Poplar Avenue) to include a mixture of residential, commercial and light industrial uses.

Policy 4.29.2: Future redevelopment of the site may also include an east-west transportation link through the site to provide better connections to the area above the hill, the airport, and to Concord Street.

Policy 4.29.3: Locate commercial or light industrial uses on the southern portion of the property which can align with the airport uses to the west. New residential uses should be located along the northern part of this property to help buffer commercial and light industrial uses from existing residential uses.

Policy 4.29.4: Work in conjunction with the City of Inver Grove Heights to plan for the eventual re-use of the entire Dawn Way construction landfill site and ensure there is a coherent development pattern between the two portions of the property.

## Historic Preservation and Special Resource Goals and Policies

**Goal 4.30:** Protect significant historic places and architectural properties.

Policy 4.30.1: Identify historical, architectural, cultural, and archaeological resources. Data shall be collected, reviewed, and evaluated on a regular basis.

Policy 4.30.2: Develop a Historic Preservation Plan to protect significant historical and architectural properties and districts.

Policy 4.30.3: Engage the community to identify and preserve important historical and architectural properties. Preserve the character of those properties but also be sensitive to the needs of the property owners.

Policy 4.30.4: Integrate Historic Preservation into all relevant aspects of comprehensive planning in the City, including land use, zoning, housing, parks and trails, and transportation planning.

Policy 4.30.5: Encourage the conservation of existing historic resources through public education and, for locally designated historic properties and historic districts, by design review of proposed exterior changes.

Policy 4.30.6: As an established community with a well-established history, the existing buildings help to reinforce the qualities and character that makes South St. Paul a unique and appealing community for existing residents as well as new development. Reutilizing existing buildings is also far more sustainable, utilizing far less waste than demolition and construction of new structures. Encourage adaptive reuse of existing buildings and use demolition only as a “last resort” when properties are determined to be beyond reclamation.



**Aspect of Sustainability:**  
» Energy

**Goal 4.31:** Protect and promote options for the employment of solar energy.

Policy 4.31.1: Encourage protection of existing solar collectors from shading by development and vegetation on adjoining parcels. Consider shadow cast studies and actively enforce existing setback and height limits that help preserve solar access.

Policy 4.31.2: Discourage new development from prohibiting use of solar technologies through protective covenants.

Policy 4.31.3: Consider solar access in formulation of plans for public and private landscaping.

Policy 4.31.4: Consider variances, or flexible regulations for zoning and subdivision standards to promote the use of solar energy.

Policy 4.31.5: Encourage the use of solar power when feasible. In particular, encourage the use of rooftop solar on the large industrial buildings within BridgePoint.

Policy 4.31.6: Allow rooftop solar installations as a permitted accessory use.

Policy 4.31.7: Exempt rooftop solar installations from height limitations or allow rooftop solar installations to extend 10-15 feet above the maximum height for a building.

Policy 4.31.8: Encourage the development of solar gardens.

Policy 4.31.9: Explore opportunities for ground-mounted solar development on properties where redevelopment potential is severely limited or as a transitional use.

Policy 4.31.10: Establish regulations to require pollinator friendly landscaping for ground-mounted solar gardens or solar farms.

Policy 4.31.11: Encourage and support public awareness of technological advancements in the use of solar energy.



## Aspects of Sustainability:

- » Energy
- » Land Use/Buildings

**Goal 4.32:** Protect and promote options for alternative energy and low impact development.

Policy 4.32.1: Encourage use of alternative energy systems such as small wind power generation and geothermal.

Policy 4.32.2: Encourage the development of zero net energy buildings. Explore incentives for development that utilize alternative energy systems such as solar, wind, and geothermal.

Policy 4.32.3: Exempt rooftop wind energy conversion installations from height limitations or allow rooftop installations to extend 10-15 feet above the maximum height for a building.

Policy 4.32.4: Establish zoning standards for alternative energy installations and establish permitting processes that area predictable, transparent, and documented.

**Goal 4.33:** Protect drinking water resources and prevent groundwater contamination.

Table 4.8: Land Use Actions

Action	Time Frame	Same As
<p>Action 4.1: Create a small area/corridor plan for the North Concord Corridor (from the northern City Border to Wentworth Avenue). This plan should focus on:</p> <ul style="list-style-type: none"> <li>» Establishing architectural and design standards that promote traditional urban design</li> <li>» Promoting a mix of uses as well as reducing parking requirements, or creating consolidated public parking areas</li> <li>» Placemaking and wayfinding</li> <li>» Establishing connections to Concord Exchange and Kaposia Landing by enhancing the bicycle and pedestrian network and taking advantage of the 2021 reconstruction of North Concord Street</li> <li>» Looking for ways to make Concord a future high-frequency transit corridor</li> </ul>	0-5	Action 5.1; Action 7.1
<p>Action 4.2: Create a small area/corridor plan for the Concord Exchange Corridor (Concord Street and Concord Exchange from Wentworth Avenue to Interstate 494). This plan should focus on:</p> <ul style="list-style-type: none"> <li>» Building off the historical significance of the Concord Exchange building and surrounding area along Grand Avenue</li> <li>» Creating connections for bicycles and pedestrians to the Southview Hill Area to the west, Hardman Triangle to the east, North Concord Corridor to the north, and South Concord Corridor to the south</li> <li>» Through decorative signage and placemaking, this area should act as a gateway on Grand Avenue from Concord to the Mississippi River to the East</li> <li>» Planning for the extension of Concord Exchange</li> <li>» Looking for ways to make Concord a future high-frequency transit corridor</li> </ul>	0-5	Action 5.2; Action 7.2
<p>Action 4.3: Update the South Concord Corridor Plan, which was established in 2009 and had an unadopted update in 2012. The update should focus on:</p> <ul style="list-style-type: none"> <li>» Development and redevelopment potential of the mixed-use areas along the corridor as well as the industrial areas between the corridor and the Mississippi River</li> <li>» Establishing design standards to integrate well with the 494 Commercial area to the north as well as Concord Street as a corridor as a whole</li> <li>» Emphasizing bicycle and pedestrian connections, especially from the corridor to the Mississippi River</li> <li>» Looking for ways to make Concord a future high-frequency transit corridor</li> </ul>	5-10	Action 5.3; Action 7.3

Action	Time Frame	Same As
<p>Action 4.4: Continue to follow the Southview Hill Area Plan, established in 2014, and update as needed in the future. The implementation of the plan and future updates should focus on:</p> <ul style="list-style-type: none"> <li>» Emphasizing the small-town character and traditional urban design of the area</li> <li>» Placing a greater emphasis on identifying economic development opportunities as well as placemaking, wayfinding, and streetscaping improvements</li> <li>» Marketing the businesses of the commercial core around 12th and 13th Avenues as well as the mixed use catalyst sites near 5th and 7th Avenues identified in the Plan</li> <li>» Seeking out opportunities through zoning changes to increase the diversity of housing types in the area as well as decreasing parking standards or establishing centralized parking in the area</li> </ul>	5-10	Action 5.4; Action 6.1
<p>Action 4.5: Conduct a Redevelopment Master Plan for the Hardman Triangle Area. This plan should focus on:</p> <ul style="list-style-type: none"> <li>» Completing a market study to identify what mix of uses can feasibly thrive within the area</li> <li>» Establishing official controls, such as zoning standards, to accomplish the plan</li> <li>» Establishing design standards and creative concepts for redevelopment of the area</li> <li>» Promoting a mix of uses that fit between the Concord Exchange Core to the West, the Mississippi River to the East, and BridgePoint Business Park to the South</li> </ul>	0-5	Action 5.5
<p>Action 4.6: Conduct a market study and design plan for the 494/Armour Avenue Commercial Area. This Plan should focus on:</p> <ul style="list-style-type: none"> <li>» Establishing the area as a regional commercial hub, and to act as a "front door" from 494</li> <li>» Finding uses that complement the businesses with BridgePoint Business Park</li> <li>» Emphasizing architectural design, landscaping, and use standards</li> </ul>	10+	Action 5.6
<p>Action 4.7: Establish zoning changes to the North Stickney area to promote new single-family residential development similar to nearby Wilson Heights.</p>	10+	Action 6.2
<p>Action 4.8: Work with the School District to identify the highest and best uses for the former Jefferson School site, with possibility of residential uses and the inclusion of some neighborhood park space on this parcel to fill a gap in the park service area.</p>	5-10	Action 6.3; Action 9.4
<p>Action 4.9: Adopt subdivision and zoning regulations that mandate interconnected local streets, sidewalks on at least one side of all local and collector streets, and trees along all streets where boulevard widths allow.</p>	5-10	Action 7.5

Action	Time Frame	Same As
<p>Action 4.10: Update the current airport zoning ordinance to:</p> <ul style="list-style-type: none"> <li>» Ensure that the airport remains an attractive place for recreational aviation and encourages new development or aviation related businesses</li> <li>» Continue to use the existing architectural design standards, established in Airport Rearrangement 3rd and 4th Addition plats, and apply these standards to all new hangars and redevelopment of existing hangars</li> </ul>	10+	Action 7.6
<p>Action 4.11: Establish zoning standards for alternative energy installations and establish permitting processes that are predictable, transparent, and documented. Standards should address the following:</p> <ul style="list-style-type: none"> <li>» Allow rooftop solar installations as a permitted accessory use</li> <li>» Exempt rooftop solar installations from height limitations or allow rooftop solar installations to extend 10-15 feet above the maximum height for a building</li> <li>» Establish regulations to require pollinator friendly landscaping for ground-mounted solar gardens or solar farms</li> </ul>	5-10	Action 8.1
<p>Action 4.12: Plan the former Divine Redeemer site for an intensive mix of residential development that can take advantage of the surrounding high-density residential properties, proximity to Northview Park and access to public transit</p> <ul style="list-style-type: none"> <li>» Ensure that development uses setbacks, stepped back building heights, and quality architectural character and site design are used to be sensitive to the single-family homes across the street from the site</li> </ul>	0-5	Action 6.5
<p>Action 4.13: Explore using Interim Use Permits (IUP's) or Nonconforming Use Permits as a way to allow uses that may not be consistent with the long-term plans for areas identified in this plan for changes, but can coexist in these areas while it transitions toward the changes proposed within small area plans.</p>	ongoing	
<p>Action 4.14: Develop a Historic Preservation Plan to protect significant historical and architectural properties and districts.</p>	10+	
<p>Action 4.15: Add information to city policies and guidance about the importance of taking wildlife movement into consideration. Consider referencing the MnDNR's Best Practices for the Protection of Species and the Roadways and Turtles Flyer.</p>	0-5	
<p>Action 4.16: Amend the Zoning Map to align in with the 2040 Land Use Plan.</p>	0-5	