

## METROPOLITAN COUNCIL'S 2030 REGIONAL DEVELOPMENT FRAMEWORK

### Regional Land Use Strategies

The Metropolitan Council's 2030 Regional Development Framework sets out four goals to guide the region's development. These goals shape the development plans for the region's infrastructure, and they guide the pattern of growth in the region. The four goals are:

1. **Efficient Growth.** Work with local communities to accommodate growth in a flexible, connected and efficient manner.
2. **Multi-Modal Transportation.** Plan and invest in multi-modal transportation choices, based on a full range of costs and benefits, to slow the growth of congestion and serve the region's economic needs.
3. **Housing Choices.** Encourage expanded choices in housing locations and types, and improved access to jobs and opportunities.
4. **Natural Resource Protection.** Work with local and regional partners to conserve, protect and enhance the region's vital natural resources.

## EXISTING LAND USES AND FUTURE LAND USE PLAN (DEVELOPMENT PLAN)

As a fully developed community, South St. Paul needs to create its future development opportunities. While the existing land uses have shown vacant (undeveloped) property in the city much of this area is not available for development due to the steep slopes of ravines and bluffs, some other vacant sites are brownfield sites which will require remediation to allow for redevelopment.

With the few remaining vacant and truly developable tracks of land, major new development will only occur through redevelopment of existing developed sites. Some residential infill development may occur in scattered locations throughout the City. The Future Land Use map for South St. Paul is very similar to the Future Land Use Map from the 1999 Comprehensive Plan. Some of the notable differences include the changes to the industrial area to incorporate more light industrial uses and fewer heavy industrial uses, and changes to the Concord Street corridor to reflect zoning changes to Mixed Use districts that were adopted in recent years.

[Existing and Future Land Uses in South St. Paul:](#)

# LAND USE

**(TABLE 5.01)**

**Existing and Planned Land Use Table (in acres)**

Within Urban Service Area	Allowed Density Range Housing Units/Acre		Existing (2010)	2015	2020	2025	2030	Change '10-'30
	Min.	Max.						
<b>Residential Land Uses</b>								
Low-Density Residential	1	5	1085	1085	1087	1087	1087	2
Medium-Density Residential	6	12	17	17	30	30	30	13
High-Density Residential	13	20*	62	62	75	100	134	72
Mixed Use Primarily Residential**	10	20*	22	22	26	26	26	4
<b>Commercial / Industrial Land Uses</b>								
	Est. Employees/Acre							
Commercial	1000		100	100	71	71	71	-29
Industrial	5000		517	517	535	535	535	18
Office	1000		33	33	33	33	33	0
Mixed Use Primarily C/I***	1500		72	71	71	71	71	-1
Extractive	0		28	28	0	0	0	-28
<b>Public/Semi Public Land Uses</b>								
Institutional			96	96	96	96	96	0
Parks and Recreation			237	237	237	237	237	0
Open Space			276	276	276	276	276	0
Rights of Way****			803	803	803	803	803	0
Utility			8	8	8	8	8	0
Railroad			52	52	52	52	52	0
Airport			201	201	201	201	201	0
<b>Subtotal Sewered</b>			3609	3608	3601	3626	3660	51
<b>Outside Urban Service Area</b>								
	Minimum lot size	Maximum lot size	Existing (2010)	2015	2020	2025	2030	Change 2010-30
Rural Residential 2.5 acres or less	N/A	N/A	N/A	N/A	N/A	N/A	N/A	0
Rural Residential 2.5 -10 acres	N/A	N/A	N/A	N/A	N/A	N/A	N/A	0
Rural Residential 10-40 acres	N/A	N/A	N/A	N/A	N/A	N/A	N/A	0
Agricultural 40+ acres	N/A	N/A	N/A	N/A	N/A	N/A	N/A	0
<b>Subtotal Unsewered</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	0
<b>Undeveloped</b>								
Undeveloped land*****			0	0	0	0	0	0
Wetlands*****	N/A	N/A	35	35	35	35	35	35
Bluff (slope > 18%) *****			0	0	0	0	0	0
Open Water, Rivers and Streams	N/A	N/A	346	346	346	346	346	346
<b>Total****</b>			3990	3989	3982	4007	4041	432

\* Densities above 20 units per acre are possible through Conditional Use Permit (CUP) or Planned Unit Development (PUD).

\*\* MU-C = 20% Residential

\*\*\*MU-R = 75%+ Residential

\*\*\*\*Variation from previous due to more up to date information on ROW and property size

\*\*\*\*\*ELU had undeveloped which is not mostly OS, some IND, some HDR and some LDR

\*\*\*\*\*In FLU, shown as Open Space / Open Water

\*\*\*\*\*In FLU, shown as Open Space

**(Map # 6)** illustrates the existing land uses within the City of South St. Paul

**(Map # 8)** illustrates the future land use plan for the City of South St. Paul

# LAND USE

**(TABLE 5.02)**

## Definition of Land Use Categories

<b>LDR: Low Density Residential</b> (1-5 units per gross acre)	Low-Density Residential allows single-family detached homes and low density attached units such as duplexes and twin homes. The corresponding zoning districts are R-1: Single Family Residential and R-2: Duplex Residence. Low Density Residential development ranges from 1 to 5 units per acre. The Metropolitan Council equivalent is "Single Family."
<b>MDR: Medium Density Residential</b> (6-12 units per gross acre)	Medium-Density Residential includes attached housing (townhomes and small apartment buildings), small lot detached townhomes, and manufactured housing (mobile homes) within the 1 existing manufactured home park (Healy Park). Single family and duplex units are also permitted within this land use category. The corresponding zoning districts are R-2: Duplex Residence, R-3: General Residence, and MH: Mobile Home District. Medium Density Residential ranges from 6 to 12 units per acre. The Metropolitan Council equivalent is part of "Multi-Family Residential."
<b>HDR: High Density Residential</b> (13+ units per gross acre)	High Density Residential includes dwellings other than single family detached houses at densities from 13-20 units in the base zoning district, such as; larger attached townhomes, apartments, and condominiums generally in a stacked or attached configuration. Densities above 20 units are possible through Planned Unit Developments (PUD's) or as Conditional Uses (CUP's). The corresponding zoning districts are R-3: General Residence and R-4: Multi-family Residential. The Metropolitan Council equivalent is part of "Multi-Family Residential."
<b>MU-R: Mixed-Use Residential</b> (75%+ residential) (Min. 10 units per gross acre)	A mixture of uses including residential, office and commercial. MU-R areas are areas guided for mixed use where the majority of the property is guided for residential development. Areas of MU-R include: South Concord, portions of property on the west side of Concord Exchange, the west side of Concord Street by Bryant Avenue, and the west side of Concord Street by Bircher Avenue. Densities above 20 units are possible through Planned Unit Developments (PUD's) or as Conditional Uses (CUP's). A minimum of 75% of the property in this area would be residential in nature.
<b>MU-C: Mixed-Use Commercial</b> (Min. 20% residential) (Min. 10 units per gross acre)	A mixture of uses including residential, office and commercial. MU-C areas are areas guided for mixed use where the majority of the property is guided for commercial development, however approximately 20 percent of the property guided for MU-C would be developed for residential development.
<b>COM: Commercial</b>	Includes retail sales/services, restaurants, hotels/motels, and for-profit entertainment/recreational facilities as well as general office buildings.
<b>OR: Office-Research*</b>	May include such uses as general office buildings, office-showrooms, research and development facilities, real estate offices, banks, and medical clinics. Office-research areas may include retail sales as part of a mixed office/office-research/retail sales Planned Unit Development (PUD).
<b>LI: Light Industrial*</b>	Includes office-showroom, office-warehousing, warehousing and storage, assembly and light manufacturing, and 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".
<b>I: Industrial*</b>	Includes anything that could go into a light industrial area, as well as some remaining general industrial uses such as the barge/bulk terminal, manufacturing, warehousing and storage. Industrial uses are generally located to the south of I-494 and east of Concord Street. The Metropolitan Council equivalent is part of "industrial".
<b>AIR: Airport</b>	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. The Metropolitan Council equivalent is "Airports".
<b>IN: Institutional*</b>	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".
<b>P: Parks &amp; Recreation*</b> (Includes existing and proposed park)	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."
<b>OS: Open Space*</b> (public and private)	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".
<b>WET: Wetlands</b>	Wetlands included in the National Wetlands Inventory (NWI). By definition, all Wetlands are considered to be "in use." The Metropolitan Council equivalent is "Wetlands".
<b>W: Open Water</b>	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".
<b>ROW: Right-of-Way</b>	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."

\*The 1998-1999 comp plan categories for Industrial High Performance, Industrial Medium Performance, Office Research Light Industrial, Special Residential

## LAND USE

*Zone, Bluff Preservation, Environmental Preservation, School, Planned Residential Development, and Existing and Planned Park have been removed from the (2030) Future Land Use Guide Plan and Map. The categories were replaced with Light Industrial (renaming of IHP category), Industrial (renaming of IMP category), Office Research (renaming of ORLI category), Open Space (for both Bluff and Environmental Preservation), Institutional, and Parks and Recreation. The areas located in the Special Residential Zone from the 1998-1999 plan were instead placed into the Low Density Residential, Medium Density Residential, and Open Space (for both Bluff and Environmental Preservation), Institutional, and Parks and Recreation categories. The new categories provide a better connection to typical industry terms as well as providing more clarity in their relationship to the City's Zoning regulations*

### **Residential – Existing Land Uses**

#### **Single Family Residential Development**

##### **Rediscover South St. Paul Redevelopments**

As of December 2008, the “Rediscover” program had acquired 100 properties to clear them and make lots available for sale to families committing to build a new single-family home valued at more than \$250,000. The program has created scattered site redevelopment of the housing stock within the City, providing new and “move-up” housing opportunities within established neighborhoods. While the program has sites scattered throughout the City, over 50 of the redeveloped properties have been within the East Roosevelt Neighborhood Strategy Area which was previously identified by the City as an area in need of reinvestment. The East Roosevelt Neighborhood Strategy Area was one of the first areas developed in the City and therefore many of the homes are the most distressed and in need of reinvestment.

##### **South Bluff, Wentworth Hollow, and Wilson Heights**

Over the last 10 years there have been 3 detached single family residential developments in South St. Paul, essentially creating new neighborhoods. The South Bluff development (1999) produced 9 single family lots. In 2001, the City and HRA developed Wentworth Hollow consisting of 13 single family lots. Finally, in 2003 the City and HRA purchased a former school site and worked with an adjacent property owner to develop the 19 single family lots in Wilson Heights. Additionally, there have also been new single family homes that were developed adjacent to these developments. All of these developments have added some needed “move-up” units to the community, providing opportunities for families to stay in South St. Paul that would otherwise move to another city for that type of housing.

#### **Multi-Family Residential Development**

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 in to a 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:

- A) Consistent with Transit Oriented Development (TOD) it provides better

## LAND USE

---

- access to public transit.
- B) Provides a buffer between single family residential property and commercial properties and traffic.
- C) 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 a 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.

### **LeVander Estates**

74 units (not age restricted) including 56 condominiums and 18 townhouses. The units began development in 2006. LeVander Estates is a redevelopment of the former single family residence of former Governor Harold LeVander.

### **Dakota Heights – (Dakota County CDA) Senior Apartment Building**

56 apartment units, age restricted for seniors. The development provides affordable residential units to seniors and provides programs for their residents. The site for the building was an open space split-off from the adjacent Luther Memorial Church. This is the 2<sup>nd</sup> Dakota County CDA senior building in the City. The first building, River Heights Terrace – 17<sup>th</sup> Avenue North and Thompson Avenue, has 54 units. A third CDA senior building is currently proposed for the former Thompson Heights school site at 15<sup>th</sup> Avenue North and Thompson Avenue.

### **Wakota on Fourth**

36 condominiums were developed in 2004 as part of a redevelopment of the area behind City Hall that included an old Masonic lodge and 2 commercial buildings.

### **Lincoln Park Townhomes**

The property located just west of Concord Street, on the north side of Poplar Street, includes 16 townhouse units and had also included an approved plan to develop 2 additional units.

### **Southview Estates**

The property, located northeast of Highway 52 at Southview Boulevard/20<sup>th</sup> Avenue, includes 16 townhouse units.

### **Residential – Future Land Uses**

Three sites offer the opportunity for new housing development: North Stickney, a capped

---

## LAND USE

demolition landfill on Bryant Avenue, and a fringe of another demolition landfill, the Dawn Way landfill, near Henry Avenue. These sites primarily provide opportunities for single family development, however, there may be some opportunities for multifamily residential at the Dawn Way landfill or at the Bryant Avenue site. While the land use inventory indicates almost 242 acres of vacant land, the majority of that property is guided for industrial development and would not be suitable for residential uses. Additionally, a large portion of the remaining vacant acres are unbuildable due to wetlands, bluffs, or ravines. The City has approximately 13 acres that are vacant or underdeveloped and could accommodate an addition residential development. The City does not have enough vacant residential land to meet the proposed forecast of an additional 877 households in the year 2030. Mixed use redevelopment on Concord Street and Concord Exchange that includes higher density residential or redevelopment of existing areas guided for higher density residential which currently house single family homes would be necessary to meet the 2030 projections.

### **Concord Exchange - Mixed Use (also see commercial section)**

Concord Exchange is the area just west of Concord Street centered on the intersection of Grand Avenue and Concord Exchange. Concord Exchange stretches from Wentworth Avenue on the north to Sixth Street on the south. This area is planned for mixed use redevelopment; particularly emphasized are commercial, residential, and office uses. This mixed use area provides some opportunity for higher density residential development. Residential projects must include at least 4 residential units in the CGMU zoning district, which includes the Concord Exchange area. The minimum density level is 10 units per acre.

### **North Stickney**

The area of the City north of Wilson Avenue and west of Stickney Avenue could provide some additional single family housing opportunities as a redevelopment area. This area is under utilized and could support additional homes, though development would also need to be sensitive to topography and vegetation.

### **Bryant Hill**

Just west on Bryant Avenue from the intersection of Bryant Avenue and Concord Street is the Bryant Hill area. This area was previously platted as Bryant Hill Stoppe and was approved with lots for 23 townhouses/condos and 7 single family homes. However, only 1 single family home was built and the remainder of the property is still vacant. The site is one of the last large parcels of undeveloped residential land in the City. The property is the former location of a demolition landfill which complicates development of the property and limits the possible end uses. Bryant Hill might be able to be reworked to accommodate additional units but the site may require additional environmental remediation and the units would likely require methane mitigation.

### **Dawn Way Landfill Site (periphery of landfill site)**

The Dawn Way Construction landfill is expected to be closed by 2020 and anticipated to be redeveloped over the next two decades. Due to the nature of the

## LAND USE

---

property, a former landfill, it likely would not be suitable for residential reuse except for two small portions along the western boundary and at the northwest corner of the site that were never used as part of the landfill. The main portion of the site would include primarily industrial property with potential for a new road to cross the site, which could connect South Street with Concord Street.

### **Southview and Marie**

The Southview and Marie area highlights an inconsistency between the Comprehensive Plan and the City's Zoning Ordinance. The area has been guided as Commercial with adjacent High Density Residential but the zoning is mostly Commercial with adjacent Single and Two Family Residential. There are some apartments in the area but nearly all of these uses are grandfathered.

Redevelopment of the Southview and Marie Area for higher density uses could be an integral piece in achieving the housing goals established by the Metropolitan Council. However, due to the massive amount of redevelopment that would be required it may be more prudent to plan and focus redevelopment of the area at certain nodes. Redevelopment in this manner would provide more housing units in areas close to these commercial streets to help support area businesses and reinforce the walkable street pattern of the area. Focused redevelopment nodes would also provide another benefit in that this type of redevelopment could also help establish Transit Oriented Development (TOD) through the area.

### **Thompson Heights – (Dakota County CDA) Senior Apartment Building**

The Thompson Heights site is 60 apartment units, age restricted for seniors. The development provides affordable residential units to seniors and provides programs for their residents. This is the former site of Lincoln Elementary school which was demolished in 2009. This will be the 3<sup>rd</sup> Dakota County CDA senior building in the City.

## **Commercial Land Use**

The City has two main areas of commercial development and some smaller nodes of commercial property. The main commercial areas are Concord Street (includes North Concord, Concord Exchange, and South Concord), and the Southview Boulevard and Marie Avenue area ("Southview & Marie").

While commercial development has lagged behind the development of the industrial and residential sectors, it remains a vital component of the community. Over the past 5 years the City has adopted new standards for development in the North Concord and Concord Exchange commercial areas to prepare the areas to be reborn as mixed-use areas. The City is interested in studying the standards and development potential of the commercial area along South Concord. The adjacent industrial properties and small size of many of the parcels will likely limit the types of uses that may work for South Concord.

## LAND USE

The community's commercial center is Southview Boulevard and Marie Avenue ("Southview & Marie"). The redevelopment and reinvestment in the Southview & Marie area figures to play a vital part in the community over the next few decades. Competition from the larger chain retailers in adjacent communities has placed pressure on the Southview and Marie businesses. Existing setback and parking standards often make development difficult in this area due to the smaller lot sizes and emphasis on site specific off-street parking standards. This is also an area that the City will have to study to determine if mixed-use and/or Transit Oriented Development (TOD) principles are appropriate land uses.

### **Concord Street**

Concord Street, traverses the City from its northern border with St. Paul at Annapolis Street, south to the Inver Grove Heights border at Linden Street. It is located just east of the base of the bluff of the Mississippi River and is also known as State Highway 156 to the north of Interstate 494, and is known as County State Aid Highway 56 (CSAH 56) to the south of 494. Early commercial and industrial development began along Concord Street. A number of businesses continue to thrive along the street, a variety of different uses: offices, housing (single and multi-family), restaurants, used car lots, and heavy industry.

Improvements needed along the corridor include:

1. Consistent design standards, including signage, lighting, and landscaping.
2. Improved landscaping.
3. Completion of sidewalks and trails.
4. Improved aesthetics such as; removing billboards and burying power lines.
5. Improved entry experiences.

### **Concord Exchange**

#### Concord Exchange – Existing Land Uses

Concord Exchange runs parallel to Concord Street and is located just to the west. Concord Exchange stretches from Wentworth Avenue on the north to Sixth Street on the south. Concord Exchange is the former alignment of Concord Street before the road was shifted to the east to be made into a state highway.

This area, at one time, was a vibrant commercial area occupied by banks, restaurants, bars, offices and varying retail and entertainment establishments catering to the workers at the Stockyards and the meat packing plants. However, this retail area understandably suffered with the closing of the meat packing industry, as the employees from those plants provided many of the patrons for this business area. The changing demographics, including a shift in the population concentration from South St. Paul and West St. Paul to the developing communities to the south, and the exponential growth of new retail developments

## LAND USE

in adjacent communities compounded the problem. While the City had seen success in the redevelopment of BridgePoint Business Park, development along Concord Exchange has been virtually nonexistent.

The pride of Concord Exchange and the signature building in South St. Paul is the Livestock Exchange Building (“Exchange Building”). Built in 1898, it served as the centerpiece for banking and livestock trade that went through what at one point in time was the largest stockyards in the world. The 5-story Exchange Building is one of three buildings in the City that are listed on the National Register of Historic Buildings. Currently, the Exchange Building is utilized as hotel/reception space for weddings and similar events on the upper levels and a popular nightclub and higher-end restaurant on the lower levels. Just to the north on Concord Exchange, the post office is still in operation in its beautiful and historic building. These two buildings help establish the sense of place on Concord Exchange upon which the City hopes to build.

In 2003, the City hired a consulting firm to develop a streetscape and redevelopment plan for the area. The resulting plan called for a mixture of commercial and residential uses that would encourage pedestrian traffic and blend in with the character of the Exchange Building and Post Office. The City then established a new CGMU: Concord Gateway Mixed Use zoning district for the area with design regulations as recommended in the redevelopment plan. The proposed mixture of uses provide new opportunities for commercial development and residential development which can help support the commercial property in the district and also provide housing for people working in the adjacent BridgePoint Business Park. While it has been 5 years since the CGMU zoning district was created, to date there has not been any new development in that district. The lack of available land for redevelopment, the need for additional land assembly, and the slow down of the economy have been some of the reasons for the delay.

A few of the businesses located in this area are somewhat industrial in nature and may be better suited for BridgePoint Business Park.

### Concord Exchange – Future Land Uses

In addition to the City’s continued commitment to develop BridgePoint Business Park, a new emphasis has been focused on the redevelopment and revitalization of the Concord Exchange area.

Concord Street and Concord Exchange are two areas identified for future mixed use redevelopment. The cornerstone of retail development will be the Exchange Building. The Exchange Building and Post Office help establish the character and sense of place on Concord Exchange that the City hopes to build off of through the CGMU Zoning District.

The Housing and Redevelopment Authority is actively acquiring blighted and

## LAND USE

outdated parcels along Concord Street in order to provide new mixed use and commercial development opportunities. Now that the redevelopment of the stockyards is complete, a new emphasis will be the redevelopment of Concord Street.

### **North Concord**

#### North Concord – Existing Land Uses

After creating the CGMU zoning district in 2003, the City created the NCMU: North Concord Mixed Use zoning district in 2004 to encourage similar development along north Concord Street.

North Concord is defined by Wentworth Avenue on the south and continues north along Concord Street to the City's northern border. North Concord has topographic challenges similar to Concord Exchange with the properties on the west side of Concord backing right up to the bluffs and steep grades. The topography makes the sites challenging for development and since portions of lots lie within bluff areas, it means that more land is necessary to assemble developable parcels.

As with Concord Exchange, a few of the businesses located in this area are somewhat industrial in nature and may be better suited for BridgePoint Business Park or other Industrial property.

#### North Concord – Future Land Uses

Like Concord Exchange, North Concord was also designated as a mixed-use zoning district (NCMU). However, the area is different than Concord Exchange in that there is less level ground between the bluff and the river on North Concord. Also because of the narrow and linear nature of the North Concord area it is not as logically set up for pedestrians. The City will need to review the zoning/land uses and determine if transit-oriented development or establishing different overlays/sub-districts within the NCMU zone would be a more appropriate approach.

### **South Concord**

#### South Concord – Existing Land Uses

The South Concord area includes the properties bordering Concord Street South of Interstate 494 to the City's southern border at Linden Street. The area contains a mixture of uses which include primarily commercial, office, and industrial north of Chestnut Street and mostly residential uses to the south of Chestnut Street. Additionally, the area is limited by adjacent uses and topographic features. The bluff to the west of the area limits development in that direction. The railway to the east of Concord Street and existing industrial uses and the rod and gun club limit the development potential on the east side of Concord Street. Additionally,

## LAND USE

---

there are existing single family residential properties on the east side of Concord Street in close proximity to these industrial uses. Unlike North Concord and Concord Exchange the South Concord area did not have additional planning or rezoning within the last 10 years.

As with Concord Exchange and North Concord, a few of the businesses located in this area are somewhat industrial in nature and may be better suited for BridgePoint Business Park or other Industrial property.

### South Concord – Future Land Uses

South Concord has not received the same level attention as some of the other commercial areas of the City but is certainly an important area. Currently, the South Concord area is primarily zoned for General Business and has several businesses. However, there are also a number of single-family homes, as well as, the City's only manufactured home park. While there is currently a mixture of different uses in the area, and conceptually the City believes that the area should have some form of mixed-use, the City will need to study the area and determine more specifically what the appropriate mixture might be.

### **Southview & Marie**

#### Southview & Marie – Existing Land Uses

Located in the main portion of the City, above the bluffs, the Southview & Marie commercial area has historically functioned as the City's "mainstreet." A mix of commercial and residential uses, this area caters to local residents at a scale welcoming to pedestrians. A recent addition to this area includes an upscale coffee shop. This area provides classic mainstreet services like a grocery store, dry-cleaning, banking, small office buildings, auto repair, florist, and local restaurants.

#### Southview & Marie – Future Land Uses

Unlike Concord Exchange, which historically provided commercial services to the City's industrial workers, Southview Boulevard and Marie Avenue developed as a retail area to serve the day to day needs of South St. Paul families. The area still serves as South St. Paul's commercial center and the location, tucked away from the main regional thoroughfares, has helped to preserve its character as a local business area. However, the location also makes it difficult to attract customers from outside of the City to visit the area. The City will review land uses and determine whether new regulations, which could incorporate mixed-use or transit-oriented development, would be appropriate to help invigorate this business area.

### **Central Square / 5<sup>th</sup> & 7<sup>th</sup> Avenues**

The property adjacent to Central Square Park along 6<sup>th</sup> Avenue North and 7<sup>th</sup>

## LAND USE

Avenue North is proposed to be mixed-use. The areas between Marie Avenue and Southview Boulevard along 5<sup>th</sup> and 7<sup>th</sup> Avenues South are also proposed to be mixed-use zones. Commercial and mixed-use redevelopment of these areas will be essential in connecting Marie Avenue to Southview Boulevard and providing focus around Central Square Park and will serve to strengthen this central commercial area.

### **Other Commercial Areas & Neighborhood Commercial Nodes**

Outside of the above noted areas, there are three distinguishable nodes of commercial property, two of which could be classified as “neighborhood” commercial: Thompson Avenue at 14<sup>th</sup> Avenue North and 15<sup>th</sup> Avenue North at 4<sup>th</sup> Street North, and 5<sup>th</sup> Avenue South at South Street. These commercial nodes provide retail and services primarily to neighborhood and City residents. These nodes are a part of the history and character of the City, and holdovers from the era when there were corner stores in many neighborhoods. The node at 5<sup>th</sup> Avenue South and South Street is essentially an extension of a larger commercial area from the neighboring City of Inver Grove Heights rather than a neighborhood commercial node.

### **Industrial Land Uses**

The City continues to redevelop the industrial area known as BridgePoint. The area was formerly occupied by the stockyards and meat packing plants and the properties have been redeveloped into new industrial employment opportunities. A potential impediment to office and industrial development in the 494 Corridor, BridgePoint, and in South St. Paul in general, are the nuisance issues (particularly foul odors) that are created from some of the industries associated with the former stockyards and meatpacking operations. Odors emanating from these types of uses have been identified as development barriers that will need to be overcome to achieve the City’s vision. The City will need to work comprehensively to resolve odor issues and other nuisances so that the City may achieve their vision for the future land uses.

Additionally, this Comprehensive Plan Update moves away from using the terms “High Performance Industrial” (HPI or IHP) and “Medium Performance industrial” (MPI or IMP) and instead replaces those terms with the more commonly used “Light Industrial” and “Industrial” designations. The High Performance Industrial and Medium Performance Industrial terms were something that the City had been using since the 1970’s from the City’s Industrial Area Planning Program, which sought to help plan development of the industrial area after the close of one of the major meatpacking plants. The 1970’s era terms had sought to combine general planning of land uses based on the type of industrial uses with performance standards for minimization of nuisances. An emphasis at the time was on the higher performance industrial uses being located by Concord Street and stepping down to medium performance further to the east. While locating aesthetically pleasing and high quality facilities adjacent to Concord Street is still an emphasis the surrounding industrial area has transitioned into a primarily light-

## LAND USE

---

industrial area with a few remaining pockets of general industrial uses. Another emphasis under this update is looking at the uses in the areas adjacent to I-494 which are some of the most visible properties in the city and can have a major impact on the perception of the city by the larger region. Additionally, the Zoning chapter of the City Code addresses performance standards such as site development standards and architectural requirements and also addresses nuisances to help prevent land uses from having a negative impact on each other.

### **BridgePoint**

#### BridgePoint – Existing Land Uses

The BridgePoint area of South St. Paul is the primary employment center in the community. BridgePoint is the area north of I-494, east of Concord Street and west of the Mississippi River. This area had historically been the home to two large meat packing operations and a large stockyards operation (once the largest stockyards in the world). Therefore, most of the industry in the City was devoted primarily to one industry. At the peak of their operations in the early 1960's, over 10,000 people were employed in the stockyards and meat packing plants. The plants closed in the late 1960's and 1970's which left the area struggling. The stockyards also began and continued consolidation of their operations, until their demolition in 2008.

In response, the City and South St. Paul Housing and Redevelopment Authority (HRA) seized the opportunity and began redeveloping the area to provide a place for modern commerce, in what has been the traditional employment center of the community. In order to create this business park, a number of buildings associated with the meat packing industry were acquired and demolished, new roadway and utility infrastructure was created, and new lots were platted. Presently, much of the area between Grand Avenue, Concord Street, Armour Avenue and the Mississippi River has been redeveloped with office/industrial developments. The last remnant of the stockyards closed in April of 2008 and will be developed in 2009 with an office/industrial development.

Since the stockyards began consolidation and subsequently left the community, the City began to diversify its industrial base. Industries currently located in the City include some holdover industries such as some slaughtering facilities and rendering, some truck-related services and meat packing. There are also varying types of light industrial and manufacturing, a commercial bakery, bottling, and offices in this area.

The entire Bridge Point Business Park is a Redevelopment and Tax Increment Financing district. This allows the City's HRA to assist businesses to relocate within the City. The City continues to market this area for additional industries.

## LAND USE

### BridgePoint Way

In 2000, the South St. Paul HRA platted the BridgePoint Way area into six 1 ½ acre lots for office/warehouse and office/showroom buildings. Some were developed as single user buildings and others house several businesses in office condominium spaces. All 6 of the lots have been developed.

### BridgePoint Station

The 11 acre site was approved in 2004 to be redeveloped for a mixture of office and retail uses. The development plan included 7 buildings including 1 retail pad, 1 neighborhood retail building, 2 buildings for neighborhood business, and 3 buildings for office and office/warehouse. Building 'B' one of the neighborhood business buildings was built in 2006, and is the only building of the development built as of December 2008. The range of uses proposed for BridgePoint Station should coordinate well with the adjacent uses; including larger employers in the BridgePoint area and the mixture of uses planned for Concord Exchange.

### BridgePoint – Future Land Uses

#### **BridgePoint Business Park**

In 2006, the last piece of the former stockyards was approved for to be redeveloped as an office warehouse development. As of December 2008, the demolition, site grading, and road construction had been completed with construction of the first of 3 office/warehouse buildings expected to begin in the summer of 2009. At full build-out the development would include approximately 316,000 square feet in 3 buildings.

#### **494 Corridor**

The Interstate 494 corridor through South St. Paul is an important gateway to the community and the City has identified the image of the community as seen from 494 as vital to redevelopment efforts elsewhere in the City. Going forward the vision is to have this corridor showcase the high quality redevelopment efforts in the area. The 494 Corridor would specifically focus on sites in the areas off of Interstate 494 located between Armour Avenue on the north, Richmond Street on the south, and Concord Street on the west. The 494 Corridor would establish limits on the types of uses and site and architectural standards similar to the developments occurring in nearby metro area communities. There are a few challenges in the 494 Corridor including two remaining heavy industrial facilities which generate odors, large amounts of exterior storage. Additionally, only a portion of the south side of the Corridor is protected by floodwalls/levees like the area north of 494.

## LAND USE

### Danner Property

The Danner site is a 38 acre piece of property located just south of Interstate 494 and bordered by Hardman Avenue on the west, the Mississippi River and Mississippi River Regional Trail (MRRT) to the east, and the Dakota Bulk Terminal and MRRT to the south. The site has been used as a temporary location for rock crushing for a local contractor and this interim use has helped to surcharge the site in preparation for redevelopment. The site offers an excellent opportunity for a higher finish office/industrial development similar to the development occurring in the neighboring cities like Saint Paul. The Danner site is seen as the potential cornerstone in achieving the improved image for the 494 Corridor.

### **Removing or Resolving Odor Issues**

One potential impediment to development in the 494 Corridor area, BridgePoint, and in South St. Paul in general, is the odors that are created from some of the holdover industries. Industrial activities such as rendering, hide processing, hide tanning, slaughtering/meat production and similar uses; create odors that affect the development potential of property in the area. Odors emanating from these types of uses have been identified as development barriers that will need to be overcome to achieve the City's vision. The City will need to work comprehensively to resolve odor issues; identifying sources of the nuisance odors, working with the industries to try to mitigate the odors, or if mitigating the odors are not possible or feasible then working with the industries to determine if there are alternate locations for those uses.

### **Dakota Bulk Terminal Industrial Area**

The area south of Richmond Street and east of platted Schumacher Road is currently composed of a handful of industrial businesses. The area includes the Dakota Bulk Terminal, a multi-modal bulk terminal that provides access via barge, rail, and truck. Also included in the area are the City's maintenance garage, a warehousing operation, and the South St. Paul Rod and Gun Club. The City garage and the warehouse operation provide some buffer for the nearby smaller commercial and residential properties from the impact of the bulk terminal and gun club. However, the uses, by their nature, may still limit the development potential of the neighboring areas along South Concord Street. These properties are not located along the main roadways of Interstate 494 or Concord Street and their distance from 494 minimizes their visual impact. This area will provide an area for "general industrial" to locate while not having much impact on the image of the 494 Corridor as perceived by the region. Because of the factors mentioned above, larger amounts of exterior storage would be permissible in this district than would be allowed in BridgePoint, the Danner Site, or the 494 Corridor.

## LAND USE

### **Dawn Way Landfill Site**

The Dawn Way Construction landfill is expected to be closed by 2020 and anticipated to be redeveloped over the next two decades. Due to the nature of the property, a former landfill, it likely would not be suitable for residential reuse except for two small portions along the western boundary and at the northwest corner of the site that were never used as part of the landfill. The main portion of the site would include primarily industrial property with potential for a new road to cross the site, which could connect South Street with Concord Street.

### **Public Land Uses**

#### Kaposia Landing (park) – Future Land Use

The City acquired 87 acres along the Mississippi River that was formerly a construction landfill to redevelop the property for future park use. The City utilized available funding to prepare the site for park development, construct the trail system through the park, construct the first portion of the access road and parking bays, and create a dog park on the site. The City developed a phased plan for development of the park starting with the dog park and trails, then the ballfields, and in the 3<sup>rd</sup> phase the construction of light standards and the park buildings.

#### Airport – Future Land Uses

The airport has very little property remaining for future development. The largest remaining tract of property was the 25 acre piece on the west side of the airport. In 2007, that tract was platted and the access roads to the site were installed. The City has a waiting list and is currently working with people on the waiting list to arrange construction of new hangars on this portion of the airport. The only other area remaining for expansion of the airport is within the city limits of Inver Grove Heights, where 6 hangar lots were created; 2 of those lots were developed and 4 lots are still available. Rehabilitation or redevelopment of existing airport buildings will be needed to provide for future airport uses.

In 1999, the most recent Airport Layout Plan (ALP) was completed and approved by the FAA in 2000. A new ALP will be created in 2009 and submitted for review to the FAA, MnDOT/Aeronautics, and the Metropolitan Council.

The airport's land use safety zone extends north and south of the airport property itself (**Map 18**). Land uses within these zones are predominantly residential in nature, specifically single family. A softball complex, community park, and community gardens are located directly adjacent to the airport. In the future, the airport may be required to acquire additional properties to increase the amount of vacant land within the safety zone. The City has identified 6 homes along South

## LAND USE

---

Street and 3 apartment buildings on Elrose Court that currently encroach into the safety zones. The City has opted to work with property owners when acquisition of property is necessary and to acquire the properties when the owners are ready to sell. The Federal Aviation Administration (FAA) has stated that since Fleming Field is in a built-up urban zone and allows the City great leeway since many of the buildings have been in the clear zones for over 50 years.

In addition, the airport may need to acquire avigation easements over properties at the north (and south) ends of the safety/clear zones and remove substantial trees which currently encroach into the runway clear zones. The City is working with the FAA to arrange tree removal, which would likely begin within the next year and continue for several years.

## HISTORIC PRESERVATION

### Historic Sites / Buildings

The City has a number of historic sites, including several that are on the National Register of Historic places. The renovated Castle Hotel (Exchange Building) is one notable example of a building on the National Register, and how preservation and adaptive reuse of historic structures can be an asset to the community. Some sites celebrate the City's Native American heritage noted in the Background chapter.

The City has a number of homes that date back to the end of the 19<sup>th</sup> century. While these homes are not on the National Register, they are still important to the historic fiber of the City. These interesting architectural sites could one day be a draw for recreational and tourist activities.

The local chapter of the Dakota County Historical Society is active within the community and has previously worked to have the Castle Hotel (Exchange Building) placed on the National Register. The City and the Historical Society will continue to work together to preserve the historic sites and edifices of the community when and where possible.

## ALTERNATIVE ENERGY USAGE / SOLAR ACCESS

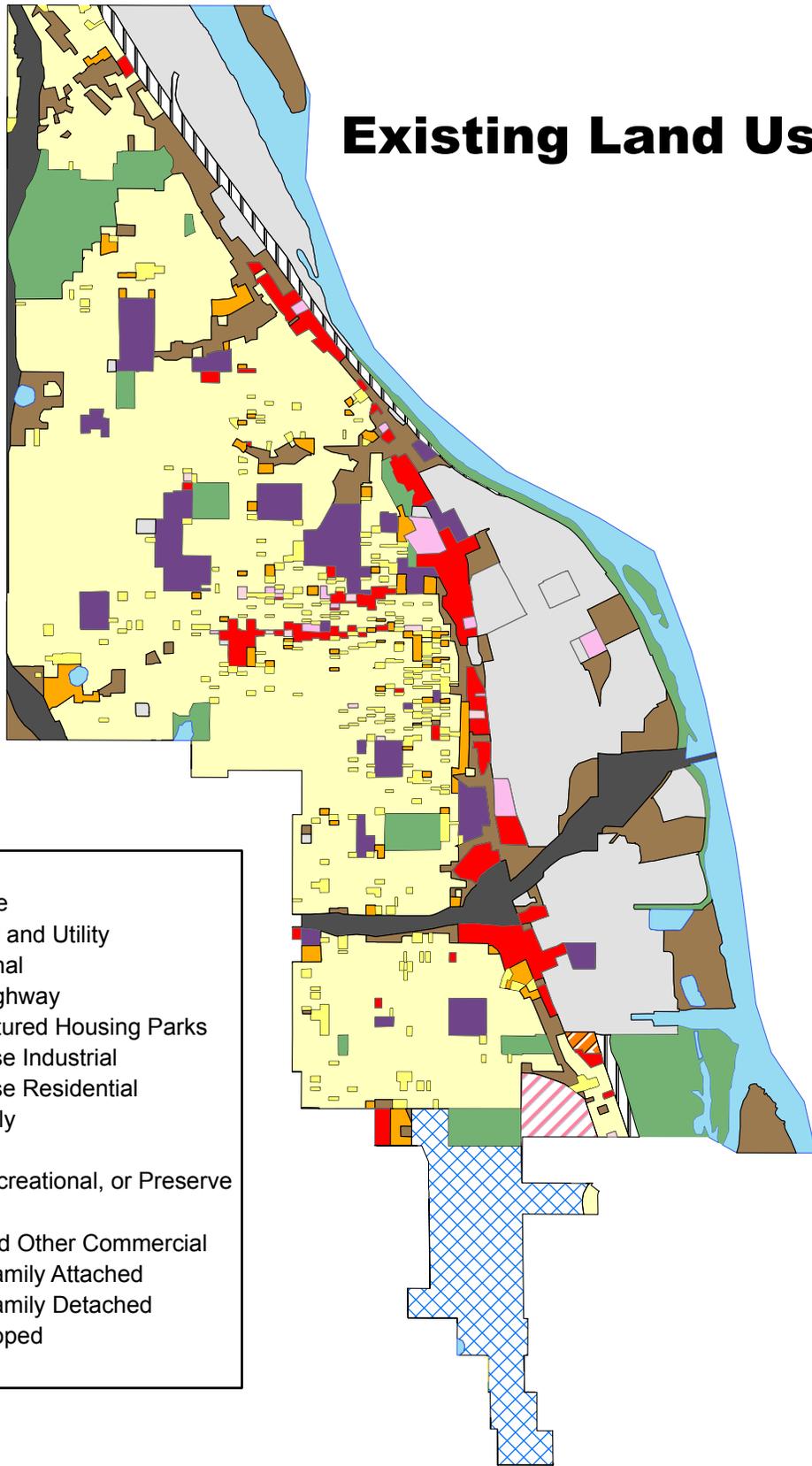
### Solar Access

South St. Paul City Code Section 118-265 protects solar access for active and passive solar systems in accordance with Minnesota Statutes (1978). Active solar systems require a Conditional Use Permit prior to installation. The City does not intend to amend or repeal this section.

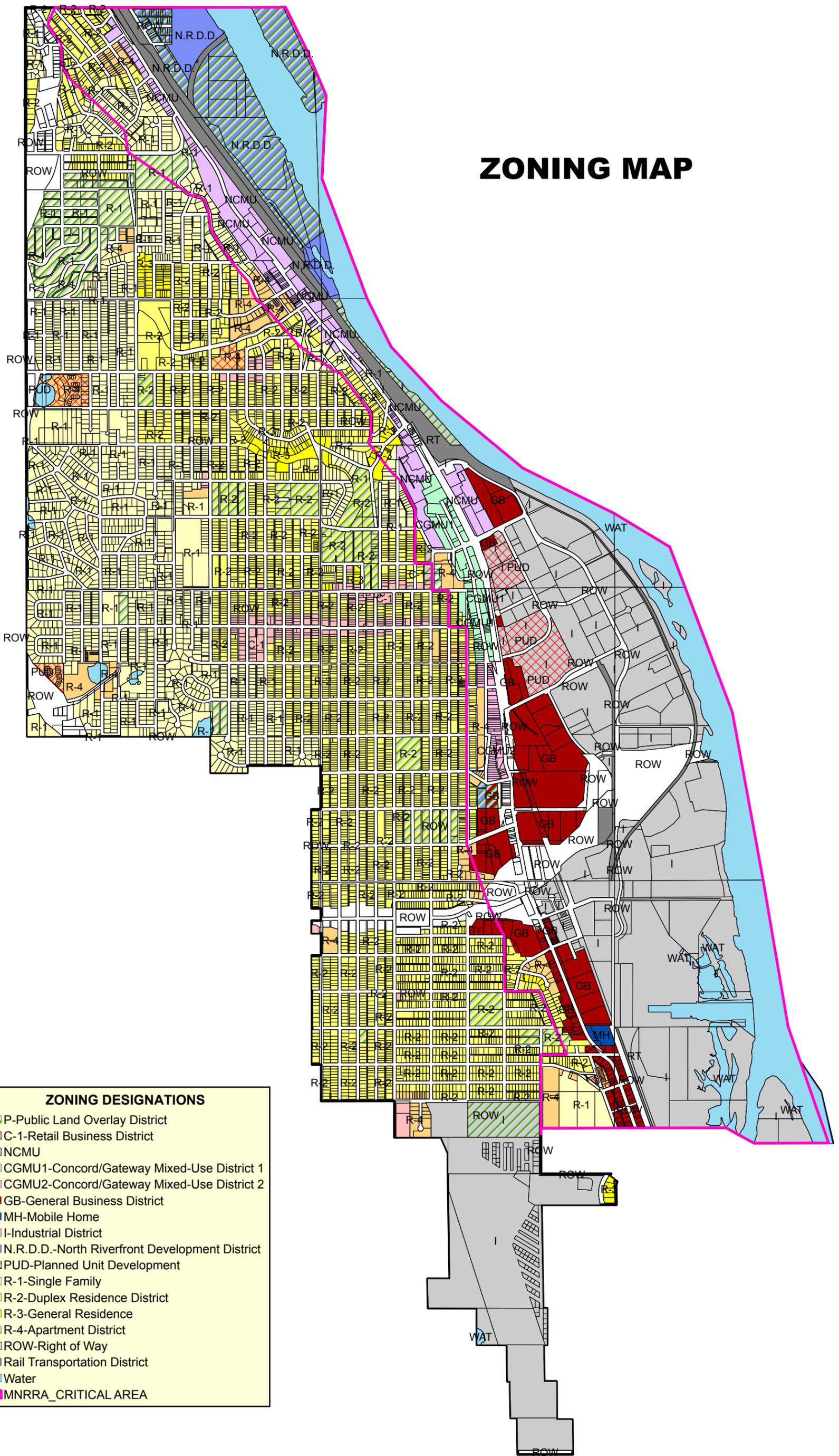
Consistent with State Statutes, the City will consider variances in circumstances where hardships are imposed because of the inability of structures to obtain direct sunlight for solar energy system because of existing zoning and subdivision ordinance provisions.

# Existing Land Use

- ✈ Airport
- ▨ Extractive
- Industrial and Utility
- Institutional
- Major Highway
- ▨ Manufactured Housing Parks
- Mixed Use Industrial
- Mixed Use Residential
- Multifamily
- Office
- Park, Recreational, or Preserve
- ▨ Railway
- Retail and Other Commercial
- Single Family Attached
- Single Family Detached
- Undeveloped
- Water



# ZONING MAP



## ZONING DESIGNATIONS

- P-Public Land Overlay District
- C-1-Retail Business District
- NCMU
- CGMU1-Concord/Gateway Mixed-Use District 1
- CGMU2-Concord/Gateway Mixed-Use District 2
- GB-General Business District
- MH-Mobile Home
- I-Industrial District
- N.R.D.D.-North Riverfront Development District
- PUD-Planned Unit Development
- R-1-Single Family
- R-2-Duplex Residence District
- R-3-General Residence
- R-4-Apartment District
- ROW-Right of Way
- Rail Transportation District
- Water
- MNRRRA\_CRITICAL AREA

## South St. Paul

Comprehensive Municipal Plan



