

11. IMPLEMENTATION

The 2040 Comprehensive Plan provides high-level, long-term guidance for making decisions about the community's future growth, redevelopment, and infrastructure investments. It is the City's most important tool, but its goals, policies, and actions can only achieve the community's vision for the future if the Plan is used regularly. Using the Comprehensive Plan requires striking a balance between adhering to the enduring values described in the Plan and adapting to conditions that will change over the life of this Plan. Implementation of city-led initiatives will also involve further planning and budgeting to ensure new actions can be fully achieved and sustained over time.

Use of the Plan

The Plan as a Guide to Decision Making

The plan will be used by the City in the day to day operations of local government. City Staff will reference plan goals and policies to support elected and appointed officials in carrying out their responsibilities in making key decisions relative to public investments, plans and studies, growth, and redevelopment. Requests for land use applications and development projects will be evaluated based on consistency with the plan.

The Plan as a Marketing Tool

The ideas represented in the 2040 Comprehensive Plan include a number of strategies that will require coordinated efforts by many different public, private, and non-profit entities. As an adopted policy plan, the 2040 Comprehensive Plan can help solidify the support, commitment, and collaboration needed to mobilize the community. The plan should be referenced, celebrated and promoted both within the community and to the region. In essence, the plan becomes the document that is provided to prospective businesses, residents or investors or potential grantors/philanthropists.

Roles and Responsibilities

South St. Paul has established multiple advisory boards and commissions to guide decision-making and provide an opportunity for citizen involvement. Each of these boards and commissions has a role in the implementation of the 2040 Comprehensive Plan. While ultimately the City Council has the final decision-making and policy-establishing authority, each of the boards and commissions provide valuable advisory insight in their area of expertise. Currently the City's boards and commission include:

- » Airport Advisory Commission
- » Central Square Board
- » Charter Commission
- » Civil Service Commission
- » Economic Development Advisory Board (EDAB)
- » Library Board
- » Lower Mississippi River Watershed Management Organization (LMRWMO)
- » NDC4 Commission
- » Parks and Recreation Advisory Commission
- » Planning Commission

The Plan as a “To-Do List”

The 2040 Comprehensive Plan is the City’s to-do list. Actions listed in each chapter should serve as a resource for city departments, boards, and commissions as they establish and review annual work programs. A consolidated list of all actions is provided at the end of this chapter for easy reference (Note: This will be added once the plan has completed its review to ensure that final wording on all actions is included).

Implementation Tools

Annual Review and Amendments

To ensure that the Comprehensive Plan remains a useful tool for guiding growth, it will be periodically monitored and modified to reflect changing conditions and to correct errors identified through its implementation. Any amendments will be completed using the process outlined in state statutes and the City Code.

Official Controls

Official controls are key tools for implementing the 2040 Comprehensive Plan and must be consistent with the Comprehensive Plan. The City’s Official Controls can be found in the City’s Code of Ordinances. Examples of the official controls that will be used for the implementation of the comprehensive plan include: Zoning (Subpart B, Chapter 118), Subdivisions (Subpart B, Chapter 114), Utilities, including sewer, water, and street lights (Chapter 62). A review of the official controls for conformance with the 2040 Comprehensive Plan will occur once adopted. Modifications will be made as needed by 2021. The City’s existing zoning districts, as listed Table 11.1, are in conformance with the future land use plan.

While the zoning districts and land use categories are generally consistent, the official zoning map will need to be modified to reflect changing land use designations. Amendments to the zoning regulations and the official zoning map will be made within nine months of the adoption of the 2040 Comprehensive Plan.

Policy Plans

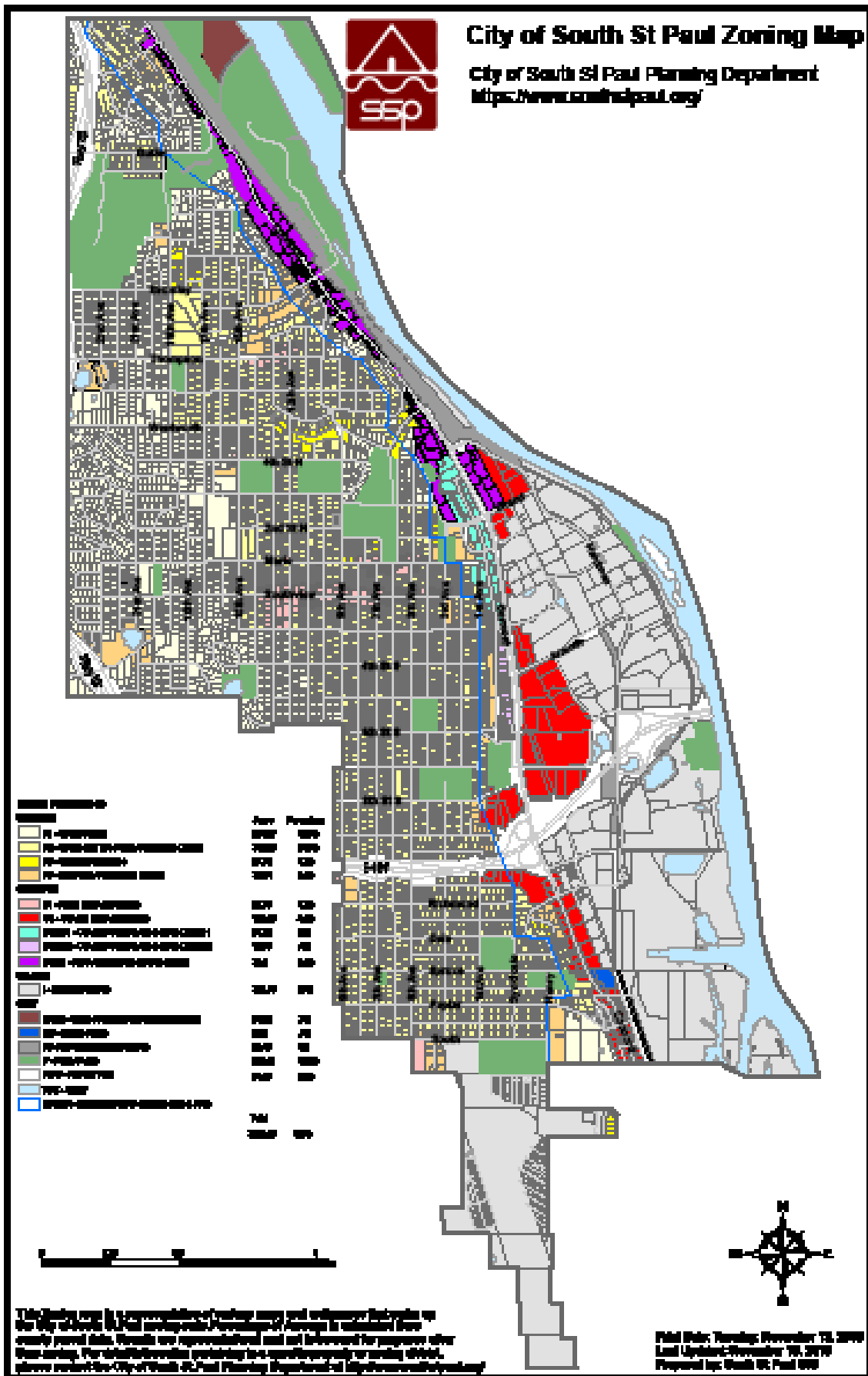
The 2040 Comprehensive Plan refers to other policy plans that the City of South St. Paul uses to guide city systems, actions, and investments. These plans include the Economic Development Strategy 2017-2020 Plan, and the Storm Water Management Plan (2012) . These plans serve as ongoing tools for implementing the goals and policies in the Comprehensive Plan. These plans may be updated and modified without updating the Comprehensive Plan.

Note that additional tools specific to housing are included in Chapter 05 Housing.

Table 11.1: South St. Paul Zoning Districts

Abbreviation	Zoning District
R-1	Single-Family Residential District
R-2	Single and Two Family Residential District
R-3	General Residential District
R-4	Multifamily Residential District
CGMU	Concord Gateway Mixed-Use District
NCMU	North Concord Mixed-Use District
C-1	Retail Business District
GB	General Business District
EB	Existing Business Overlay District
I	Industrial District
MH	Mobile Home District
NRDD	North Riverfront Development District
RT	Railroad Transportation District
PUD	Planned Unit Development Overlay District

Figure 11.1: South St. Paul Zoning Map



Specific Area and Topic Plans

The City uses specific area and topic plans as tools for implementing the Comprehensive Plan. Current plans that will continue to provide direction to the City include:

- » Safe Routes to School – Lincoln Center Elementary Plan (2010)
- » South Concord Corridor Plan (2012 - never adopted by Council)
- » South Concord Redevelopment Transportation Plan (2013)
- » Levee Extension Study (2014)
- » Southview Hill Plan (2014)

The City will continue to use these and additional plans to provide the information needed to implement the Comprehensive Plan. Future studies may ultimately lead to Comprehensive Plan amendments.

To find the latest CIP and complete budget documents, visit www.southstpaul.org.

Capital Improvement Plan

State Law requires that the implementation program for the Comprehensive Plan contain a capital improvement program for transportation, sewers, parks, water supply and open space facilities. The 2040 Comprehensive Plan serves as the foundation for ongoing capital improvements planning by the City. The City has created a capital improvement plan (CIP) that matches the estimated project costs over a five-year period with funding sources. The CIP allows the City to prioritize projects and to make best use of available revenues. By looking at future needs, the City is better able to find funding sources to fill gaps and to coordinate projects with other jurisdictions. The CIP is updated and approved annually. The City's adopted 2018-2022 CIP is included as an appendix to the Comprehensive Plan.

Fiscal Devices

Tax Increment Financing

Tax increment financing (TIF) is the primary development finance tool available to Minnesota cities (Minnesota Statutes, Sections 469.174 through 469.179). TIF is simple in concept, but complex in its application. Through tax increment financing, while the existing property taxes are still collected (base), the additional property taxes generated by the new development/redevelopment (increment) are captured and used to finance activities needed for the development to occur. The challenge in using TIF lies with the complex and ever-changing statutory limitations. These complexities make it impractical to provide a thorough explanation of tax increment financing as part of this Plan. Instead, this section highlights the use of TIF as it relates to the implementation of the Plan.

Tax increment financing can be used to finance all of the important implementation actions facing the city: land acquisition, site remediation and preparation, parking, and public improvements. There are statutory requirements for coordinating acquisition and disposition of public lands and the use of tax increment financing. According to State Law (M.S. Section 462.356, Subd. 2), publicly owned land within the City cannot be acquired or disposed of until a finding has been made as to compliance with the Comprehensive Plan. Tax increment financing (TIF) is the only finance tool formally tied to the Comprehensive Plan. As a matter of policy, similar evaluation applies to other forms of public financial assistance. In agreeing to provide financial assistance to private development, it is reasonable that the City Council determine that the development furthers the objectives of the Comprehensive Plan.

Tax Abatement

Tax abatement acts like a simpler and less powerful version of tax increment financing. With TIF, the city controls the entire property tax revenue from new development. Under the abatement statute (Minnesota Statutes, Sections 469.1812 through 469.1815), the city, county and school district have independent authority to grant an abatement. Acting alone, the city cannot use tax abatement to generate the same amount of revenue as TIF. Nonetheless, tax abatement provides a valuable tool for the downtown initiatives. Certain projects may be of sufficient importance to encourage county and/or school district abatement and achieve additional funding capacity.

Abatement in Minnesota works more like a rebate than an abatement. The city (and other units abating taxes) adds a tax levy equal to the amount of taxes to be abated. The revenue from the abatement levy can be returned to the property owner or retained and used to finance development activities. Tax abatement can be used to finance key redevelopment actions; such as land acquisition, site preparation and public improvements. Tax abatement is perhaps best suited as an incentive for reinvestment in existing property. While TIF deals with only the value from new development, abatement can apply to both new and existing value. This power provides the means to encourage building rehabilitation and storefront improvements. The city could agree to abate all or part of the municipal share of taxes to encourage reinvestment tied to the plan.

The statute grants the authority to issue general obligation bonds supported by the collection of abated taxes. The proceeds of the bonds may be used to pay for (1) public improvements that benefit the property, (2) land acquisition, (3) reimbursement to the property owner for improvements to the property, and (4) the costs of issuing the bonds.

Economic Development Levy

The City's Housing and Redevelopment Authority has the ability to levy for funding to support housing, mainly the two senior housing buildings that are owned by the City.

Partnerships

Implementation of the Comprehensive Plan will require cooperation and coordination with many other local governments, agencies, organizations, and businesses.

Public Education and Outreach

Implementation of the Comprehensive Plan affects the whole community. Public outreach allows interested and affected individuals and organizations to have the opportunity to participate in the decision-making process. The City has a number of public education and outreach tools available including the City newsletter; the City's website, special mailings and publications; public hearings; community or neighborhood meetings; and workshops . The City will use these tools to involve the public in the Comprehensive Plan implementation process.

Implementation Actions

Table 11.2: Implementation Actions

Action	Time Frame	Same As
Chapter 4: Land Use		
<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"> » Establishing architectural and design standards that promote traditional urban design » Promoting a mix of uses as well as reducing parking requirements, or creating consolidated public parking areas » Placemaking and wayfinding » 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 » Looking for ways to make Concord a future high-frequency transit corridor 		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"> » Building off the historical significance of the Concord Exchange building and surrounding area along Grand Avenue » 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 » Through decorative signage and placemaking, this area should act as a gateway on Grand Avenue from Concord to the Mississippi River to the East » Planning for the extension of Concord Exchange » Looking for ways to make Concord a future high-frequency transit corridor 		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"> » 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 » 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 » Emphasizing bicycle and pedestrian connections, especially from the corridor to the Mississippi River » Looking for ways to make Concord a future high-frequency transit corridor 		Action 5.3; Action 7.3

Action	Time Frame	Same As
Chapter 5: Economic Development		
<p>Action 5.1: 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"> » Establishing architectural and design standards that promote traditional urban design » Promoting a mix of uses as well as reducing parking requirements, or creating consolidated public parking areas » Placemaking and wayfinding » 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 » Looking for ways to make Concord a future high-frequency transit corridor 		Action 4.1; Action 7.1
<p>Action 5.2: 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"> » Building off the historical significance of the Concord Exchange building and surrounding area along Grand Avenue » 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 » Through decorative signage and placemaking, this area should act as a gateway on Grand Avenue from Concord to the Mississippi River to the East » Planning for the extension of Concord Exchange » Looking for ways to make Concord a future high-frequency transit corridor 		Action 4.2; Action 7.2
<p>Action 5.3: 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"> » 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 » 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 » Emphasizing bicycle and pedestrian connections, especially from the corridor to the Mississippi River » Looking for ways to make Concord a future high-frequency transit corridor 		Action 4.3; Action 7.3

Action	Time Frame	Same As
<p>Action 5.4: 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"> » Emphasizing the small-town character and traditional urban design of the area » Placing a greater emphasis on identifying economic development opportunities as well as placemaking, wayfinding, and streetscaping improvements » 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 » 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 		<p>Action 4.4; Action 6.1</p>
<p>Action 5.5: Conduct a Redevelopment Master Plan for the Hardman Triangle Area. This Plan should focus on:</p> <ul style="list-style-type: none"> » Completing a market study to identify what mix of uses can feasibly thrive within the area » Establishing official controls, such as zoning standards, to accomplish the plan » Establishing design standards and creative concepts for redevelopment of the area » 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 		<p>Action 4.5</p>
<p>Action 5.6: 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"> » Establishing the area as a regional commercial hub, and to act as a "front door" from 494 » Finding uses that complement the businesses with BridgePoint Business Park » Emphasizing architectural design, landscaping, and use standards 		<p>Action 4.6</p>
<p>Action 5.7: Study and adopt architectural design guidelines/standards for BridgePoint Business Park. These standards should focus on:</p> <ul style="list-style-type: none"> » Encouraging investments in high-quality exterior materials and site improvements » Creating lasting value in industrial and business uses, encouraging vibrant employment » Providing opportunities for "green" development and infrastructure, especially solar power systems 		<p>Action 4.7</p>
<p>Action 5.8: Evaluate proposed development sites for erosion prevention and bank and slope stabilization issues and require restoration as part of the development process.</p>		<p>*Critical Area</p>

Action	Time Frame	Same As
Chapter 6: Housing		
<p>Action 6.1: 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"> » Emphasizing the small-town character and traditional urban design of the area » Placing a greater emphasis on identifying economic development opportunities as well as placemaking, wayfinding, and streetscaping improvements » 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 » 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 		Action 4.4; Action 5.4
Action 6.2: Establish zoning changes to the North Stickney area to promote new single-family residential development similar to nearby Wilson Heights.		Action 4.8
Action 6.3: 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.		Action 4.9; Action 9.4
Action 6.4: Amend zoning and subdivision ordinances to allow for the construction of diverse housing types in a wider variety of zoning districts throughout the City.		
<p>Action 6.5: 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"> » 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 		Action 4.13
Action 6.6: Identify neighborhoods where increased lighting or other infrastructure changes would improve safety and livability.		

Action	Time Frame	Same As
<p>Action 6.7: Implement a city-wide neighborhood beautification strategy</p> <ul style="list-style-type: none"> » Evaluate existing programs relating to neighborhood beautification and determine possible change or improvements (i.e. tree trimming and planting) » Identify vacant parcels too small for development that could become pocket parks or neighborhood green space to be adopted and beautified by neighborhood groups » Evaluate implementation of a neighborhood specific streetscape theme (neighborhood identification signs, replacement trees specific to a neighborhood, etc.) 		
<p>Action 6.8: Implement improved rental-housing regulations, ensuring that rental properties exhibit proper maintenance.</p>		
<p>Action 6.9: Establish criteria for City involvement in helping to manage vacant buildings and properties.</p>		

Action	Time Frame	Same As
Chapter 7: Transportation		
<p>Action 7.1: 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"> » Establishing architectural and design standards that promote traditional urban design » Promoting a mix of uses as well as reducing parking requirements, or creating consolidated public parking areas » Placemaking and wayfinding » 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 » Looking for ways to make Concord a future high-frequency transit corridor 		Action 4.1; Action 5.1
<p>Action 7.2: 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"> » Building off the historical significance of the Concord Exchange building and surrounding area along Grand Avenue » 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 » Through decorative signage and placemaking, this area should act as a gateway on Grand Avenue from Concord to the Mississippi River to the East » Planning for the extension of Concord Exchange » Looking for ways to make Concord a future high-frequency transit corridor 		Action 4.2; Action 5.2
<p>Action 7.3: 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"> » 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 » 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 » Emphasizing bicycle and pedestrian connections, especially from the corridor to the Mississippi River » Looking for ways to make Concord a future high-frequency transit corridor 		Action 4.3; Action 5.3

Action	Time Frame	Same As
Action 7.4: Construct a trail connection at Bromley Street; signage, information kiosk to show linkage to Kaposia Park and Dakota County River to River Greenway Trail (R2RG).		Action 9.2
Action 7.5: 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.		Action 4.10
Action 7.6: Update the current airport zoning ordinance to: <ul style="list-style-type: none"> » Ensure that the airport remains an attractive place for recreational aviation and encourages new development or aviation related businesses » 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 		Action 4.11
Action 7.7: Develop a citywide trail map, especially for off-street trails <ul style="list-style-type: none"> » Identify and prioritize missing connections between city sidewalks and trails 		Action 9.7
Action 7.8: 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		
Chapter 8: Infrastructure		
Action 8.1: Establish zoning standards for alternative energy installations and establish permitting processes that are predictable, transparent, and documented. Standards should address the following: <ul style="list-style-type: none"> » Allow rooftop solar installations as a permitted accessory use » Exempt rooftop solar installations from height limitations or allow rooftop solar installations to extend 10-15 feet above the maximum height for a building » Establish regulations to require pollinator friendly landscaping for ground-mounted solar gardens or solar farms 		Action 4.12
Action 8.2: Amend ordinances to allow and encourage landscaping alternatives to manicured lawns.		

Action	Time Frame	Same As
Chapter 9: Parks, Open Space, Trails, & Recreation		
<p>Action 9.1: Follow the Parks Master Plan to continue to improve Kaposia Landing into a premier community park for the city</p> <ul style="list-style-type: none"> » Focus on implementing Phase II and optimizing the connection with Bryant Avenue to the North Concord Corridor » Construct the Mississippi River Regional Trail (MRRT) extension to the northern border of the city in 2019 		
Action 9.2: Construct a trail connection at Bromley Street; signage, information kiosk to show linkage to Kaposia Park and Dakota County River to River Greenway Trail (R2RG)		Action 7.4
Action 9.3: Plan and implement bank erosion control and stabilization measures in Simon’s Ravine and Kaposia Park Ravine, particularly west of 19th Avenue on the north side of the ravine.		
Action 9.4: 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.		Action 4.9; Action 6.3
<p>Action 9.5: Develop the Wakota Trailhead and Overlook at the DNR Boat Launch site and adjacent trail property</p> <ul style="list-style-type: none"> » Include a multi-purpose park building with restrooms, information kiosk at the DNR boat launch » The building could serve as a southern trailhead for the Mississippi River Regional Trail (MRRT) 		
<p>Action 9.6: Convert the portion of the former Metropolitan Council Environmental Services (MCES) land along the Mississippi River into recreational facilities or open space for the City</p> <ul style="list-style-type: none"> » Per the standards and guidelines of Executive Order 79-19 » This shall include working with MRCCA to improve and restore natural habitat and restore natural vegetation 		*Critical Area 1
<p>Action 9.7: Develop a citywide trail map, especially for off-street trails</p> <ul style="list-style-type: none"> » Identify and prioritize missing connections between city sidewalks and trails 		Action 7.7
Action 9.8: Update the Parks Master Plan.		
Action 9.9: Install security cameras throughout the park system with the goal of “having eyes” on every city park		
Action 9.10: Initiate tree planting and maintenance programs in all parks and open space areas.		*Critical Area 2
<p>Action 9.11: Acquire scenic and pedestrian easements along the Mississippi River consistent with open space and trail needs</p> <ul style="list-style-type: none"> » Make permanent measures (such as public acquisition, conservation easement, deed restrictions, etc.) that protect PCAs a high priority 		

Action	Time Frame	Same As
Chapter 10: Critical Area Plan		
Action 10.1: *To be added later*		