

Business Item

Community Development Committee



Committee Meeting Date: January 20, 2026

For the Metropolitan Council: February 11, 2026

Business Item: 2026-17

City of South Saint Paul South Concord Small Area Plan Comprehensive Plan Amendment, Review File 22398-5

District(s), Member(s):	District 12, Mark Jenkins
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Merritt Clapp-Smith, Planning Analyst (651-602-1567) Angela R. Torres, Senior Manager (651-602-1566)
Division/Department:	Community Development / Regional Planning

Proposed Action

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

1. Authorize the City of South Saint Paul to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the Review Record for Wastewater Services.

Background

The City submitted the South Concord Corridor Small Area Plan comprehensive plan amendment on November 7, 2025. The Council received supplemental information in the form of updated Land Use tables on December 1, 2025. The amendment proposes several changes to the City's future land use map, re-guiding 18.46 acres from Mixed Use to Commercial, 11.89 acres from Light Industrial to Commercial, 82.49 acres from Light Industrial to Industrial, 3.42 acres from Medium Density Residential to Mixed Use, and 5.57 acres from Utility to Industrial. These changes are concentrated in the City's southeastern corner, south of I-494 and east of Concord Street South. This is the City's fourth amendment to its 2040 Comprehensive Plan.

Rationale

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

Thrive Lens Analysis

On February 12, 2025, the Council adopted Imagine 2050, which builds on policy direction in Thrive MSP 2040. Under the Thrive lens, the proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local

governments and the Council to implement. These policies and strategies are interrelated and taken together, serve to achieve the outcomes identified in Thrive.

Funding

None.



REVIEW RECORD

City of South Saint Paul

South Concord Corridor Small Area Plan Comprehensive Plan Amendment

Review File No. 22398-5, Business Item No. 2026-17

BACKGROUND

The City of South St. Paul (City) is located along the northern border of Dakota County, bordered by St. Paul to the north, West St. Paul to the west, Inver Grove Heights to the south, and Newport to the east.

Thrive MSP 2040 (Thrive) and *Imagine 2050* designate South St. Paul with an “Urban Center” and an “Urban” community designation, respectively. The Council forecasts from 2020 to 2050 that the City will grow from 20,769 to 21,500 population and 8,432 to 9,200 households. The Council also forecasts that between 2020 and 2050, the City’s employment will increase from 5,863 to 7,600 jobs.

The Metropolitan Council reviewed the City of South St. Paul 2040 Comprehensive Plan ([Business Item 2020-229 JT, Review File No. 22398-1](#)) on September 23, 2020. This is the fourth comprehensive plan amendment since the 2040 Plan was reviewed.

The Council adopted *Imagine 2050* in February 2025. Consistent with the procedures adopted in [Business Item 2025-113](#), the Council is reviewing this item under both Thrive and *Imagine 2050*.

REQUEST SUMMARY

The amendment proposes several changes to the City’s future land use map and South St. Paul 2040 Comprehensive Plan Table 4.2: Future Land Use 2040, re-guiding 18.46 acres from Mixed Use to Commercial, 11.89 acres from Light Industrial to Commercial, 82.49 acres from Light Industrial to Industrial, 3.42 acres from Medium Density Residential to Mixed Use, and 5.57 acres from Utility to Industrial. These changes are concentrated in the City’s southeastern corner, south of I-494 and east of Concord Street South. The purpose of the amendment is to align future land use guiding with the City of South St. Paul’s adopted South Concord Corridor Small Area Plan and anticipated rezoning actions.

OVERVIEW

Conformance with Regional Systems

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

Consistency with Council Policies

The amendment is consistent with the *Thrive MSP 2040*, *Imagine 2050*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

Compatibility with Plans of Adjacent Jurisdictions

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

PREVIOUS COUNCIL ACTIONS

- The Council acted on the 2040 Plan on September 23, 2020 ([Business Item 2020-229 JT, Review File No. 22398-1](#)).
- The Council authorized the Grand/Exchange Mixed Use Area amendment on December 22, 2021 ([Business Item 2021-239, Review File No. 22398-2](#)). The amendment proposed



changes to the City's future land use map and text associated with 58.7 acres guided as Mixed Use. The request designated the identified sites as the Grand/Exchange Mixed Use Area. The new category proposed to have a density range of 25 to 75 units per acre.

- The Council administratively reviewed the Aligning the Land Use Chapter with City Policy Goals amendment on February 2, 2023 (Review File No. 22398-3). The amendment consisted of three parts. The first part changed the guiding land use of multiple parcels across the City (totaling approximately 14 acres) to better align the future land use map. The second part revised the density ranges of four guiding land uses. It increased the maximum density of the Low/Medium Density Residential and the Medium Density Residential land use categories from 8 to 15 units per acre and 12 to 20 units per acre, respectively. It also decreased the minimum density of the High Density Residential and Mixed Use land use categories from 20 to 13 units per acre and 25 to 13 units per acre, respectively. The third part of the amendment corrected a mapping error by changing the guiding land use of a parcel with an existing family home from Mixed Use to Low Density Residential.
- The Council administratively reviewed the Future Land Use Updates for City-Owned Facilities amendment on June 24, 2025 (Review File No. 22398-4). The amendment reguided 0.24 acres from Right-of-Way to Commercial, 7.87 acres from Open Space and Institutional to Commercial, 3.03 acres from Open Space to Institutional, and 4.66 acres from Institutional to Industrial.

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with Thrive MSP 2040, Imagine 2050, and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

ISSUES ANALYSIS AND FINDINGS

Conformance with Regional Systems

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

Regional Parks

Reviewer: Colin Kelly, Community Development (CD) – Regional Parks (651-602-1361)

The proposed amendment conforms to the Regional Parks and Trails System and is consistent with Council policy. There is one unit of the Regional Parks and Trails System in the vicinity of the proposal to re-guide several parcels in the South Concord Area. The Mississippi River Regional Trail travels through the South Concord Area. The amendment acknowledges the proximity of the regional trail and notes that "Dakota County owns the regional trail and has asked that the City work to ensure that new development in this area has adequate trail connections. The City is taking this request seriously and recently approved a new light industrial development that includes a new paved trail connection in an area that was missing connectivity." Council staff appreciate the City's responsiveness to Dakota County's request and the City's support for a new paved trail connection. The proposed land use change will not adversely impact Mississippi River Regional Trail or the Regional Parks and Trails system more broadly.

Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs ((651-602-1119)

The proposed amendment conforms to the 2040 Water Resources Policy Plan (WRPP) and the 2050 Water Policy Plan. The amendment is being driven by the re-guiding of Land Use for several parcels in the South Concord Area, as identified in the table below. The land use changes implement plans adopted by the City in the South Concord Corridor Small Area Plan and implement planning objectives identified for the area in the City's 2040 Comprehensive Plan.

Advisory Comments

Metropolitan Council Interceptor (7111-1&2) runs north to south through this site. The interceptor was built in 1971 and is a 54 inch Reinforced Concrete Pipe. There are specific processes that must be followed before encroachment on our property or a direct connection to our Interceptor can be made. Before encroachment on our property an Encroachment Agreement will be required, and before direct connection to the Metropolitan Council Interceptor a Sewer Connection Permit will be required.

To obtain a Sewer Connection Permit or an Encroachment Application, contact Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services.

To assess the potential impacts to our interceptor system; prior to initiating any project, preliminary plans should be sent to Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services.

Transportation

Reviewer: Joe Widing, Metropolitan Transportation Services (MTS) (651-602-1822)

The proposed amendment for transportation conforms to the regional transportation system and is consistent with regional policy.

The amendment proposes to reguide land south of I-494 along Concord St. to commercial from mixed use and to reorient commercial/light industrial guidance nearer to I-494, and is not anticipated to have any impact on the transportation system. The area is already predominantly industrial and commercial with large industrial use off the Mississippi River, including a river freight terminal and more commercial uses along Concord Street. As this is not anticipated to result in substantially different development from what is there today, it is not expected to result in any impacts to the regional transportation systems. It is unlikely that the area would have turned over to more mixed uses as previously guided and the re-guiding better reflects the reality of uses in the area today and into the future with proximity to the interstate system, freight railroads, and the existing freight river terminal.

Transit

Reviewer: Stephen Baisden - Metro Transit (MT) (612-349-7361)

The proposed amendment in regard to transit conforms to the regional systems and is consistent with regional policy.

As the City mentions in the section titled "Other Relevant Information" that they do not expect the project changes to have any significant impact on regional transportation. Council staff agree that the changes would not significantly impact transit ridership or plans for service. Since Metro Transit operates Route 71 in this South Concord area, it is good to see that nearly all of South Concord Street will be guided as some type of Mixed Use or Commercial use.

Consistency with Council Policy

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

Forecasts

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

The City offers that the plan amendment does not affect the communitywide forecast. Council staff find current and potential redevelopment sites have proposals or concept plans with substantial housing additions. Council staff find that South St. Paul has land supply and capacity to accommodate the current forecast. No forecast adjustment is needed.

Table 1. Metropolitan Council City of South Saint Paul Forecasts

Category	Census 2020	Current Approved Forecasts		
		2030	2040	2050
Population	20,769	20,900	20,900	21,500
Households	8,432	8,700	8,900	9,200
Employment	5,863	7,100	7,200	7,600

Thrive MSP 2040 and Land Use

Reviewer: Merritt Clapp-Smith, CD – Local Planning Assistance (651-602-1567)

The amendment is consistent with land use for *Thrive MSP 2040*. The Met Council adopted *Imagine 2050* February 12, 2025 and has designated South St. Paul as “Urban” community designation. The amendment is also consistent with land use policy for *Imagine 2050*.

The amendment proposes re-guiding 18.46 acres from Mixed Use to Commercial, 11.89 acres from Light Industrial to Commercial, 82.49 acres from Light Industrial to Industrial, 3.42 acres from Medium Density Residential to Mixed Use, and 5.57 acres from Utility to Industrial (Figures 3a and 3b).

The proposed changes are generally located in the City’s southeastern corner, south of I-494 and east of Concord Street South (see Figure 1). The purpose of the amendment is to align future land use guiding with the City of South St. Paul’s adopted South Concord Corridor Small Area Plan and anticipated rezoning actions.

The 3.42 acres of land proposed for reguiding from Medium Density Residential to Mixed Use is already developed and is not anticipated for redevelopment before 2040. The reguiding aligns the land use category with the mixed use district immediately adjacent to the south.

Housing

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

The amendment is consistent with the Council’s Housing Policy Plan. The Plan currently provides sufficient land to address its share of the region’s 2021-2030 need for affordable housing, which is 101 units. The proposed amendment includes changes to land uses that do not impact the City’s inventory of land guided to support the development of low- and moderate-income housing for the 2021-2030 planning decade.

This amendment continues to allow the City to implement the housing element of their 2040 Plan and to address their share of the region’s affordable housing need for 2021-2030. As of this amendment, the Plan will be guiding approximately 15 acres of higher density residential land such that at least 39 units could be built. The City is a current participant in the Livable Communities Act program, and most recently received \$471,800 in TBRA Cleanup funding in 2025.

Water Supply

Reviewer: John Clark, Environmental Services (ES) – Water Supply (651-602-1452)

The proposed amendment is consistent with Water Policy Plan policies regarding sustainable water supplies. The proposed land use changes do not impact South St. Paul’s Local Water Supply Plan or water supply related information. Any new development associated with the land use designation changes should be accounted for in the community’s future water demand projections for 2040.

Surface Water Resources

Reviewer: Steve Christopher, Environmental Services (ES) – Surface Water (615-602-1033)

The proposed land use changes do not appear to have any surface water resource impacts.

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

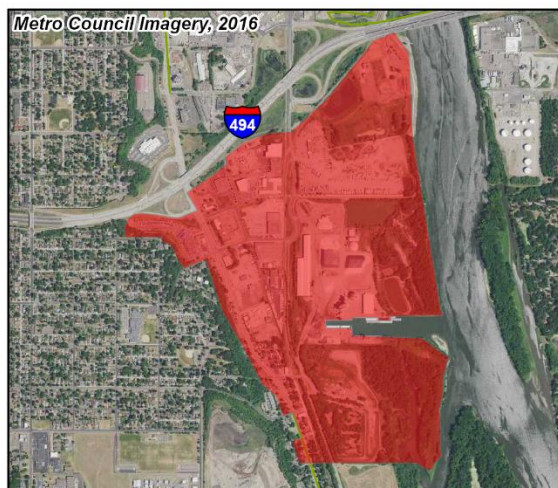
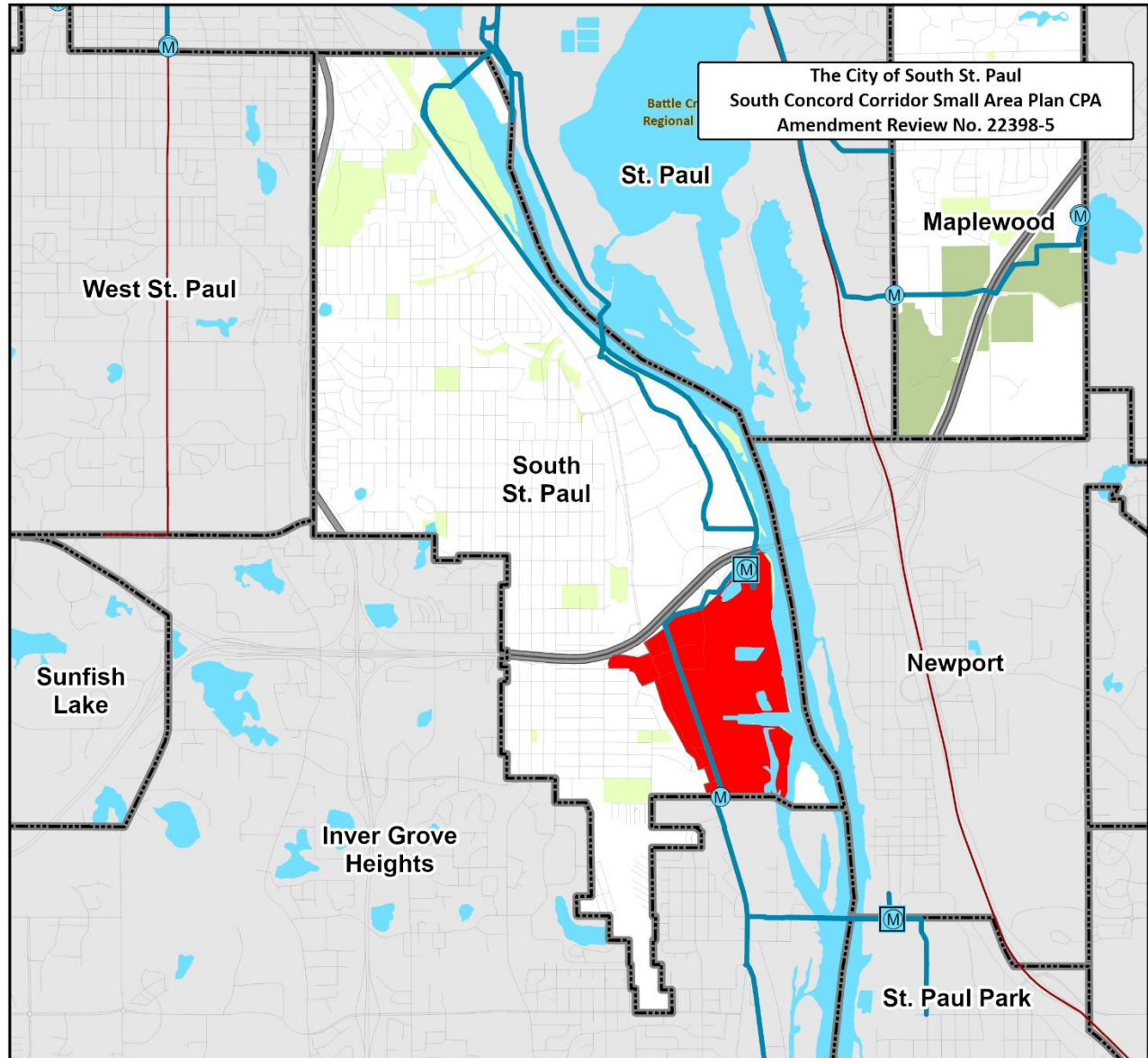
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

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



Figure 1. Location Map Showing Regional Systems



Regional Systems

Regional Transitways

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

Wastewater Treatment

- Meters
- MCES Interceptors
- Lift Stations
- MCES Treatment Plants

Regional Highway System

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

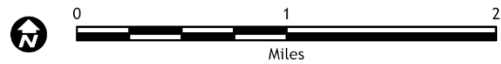
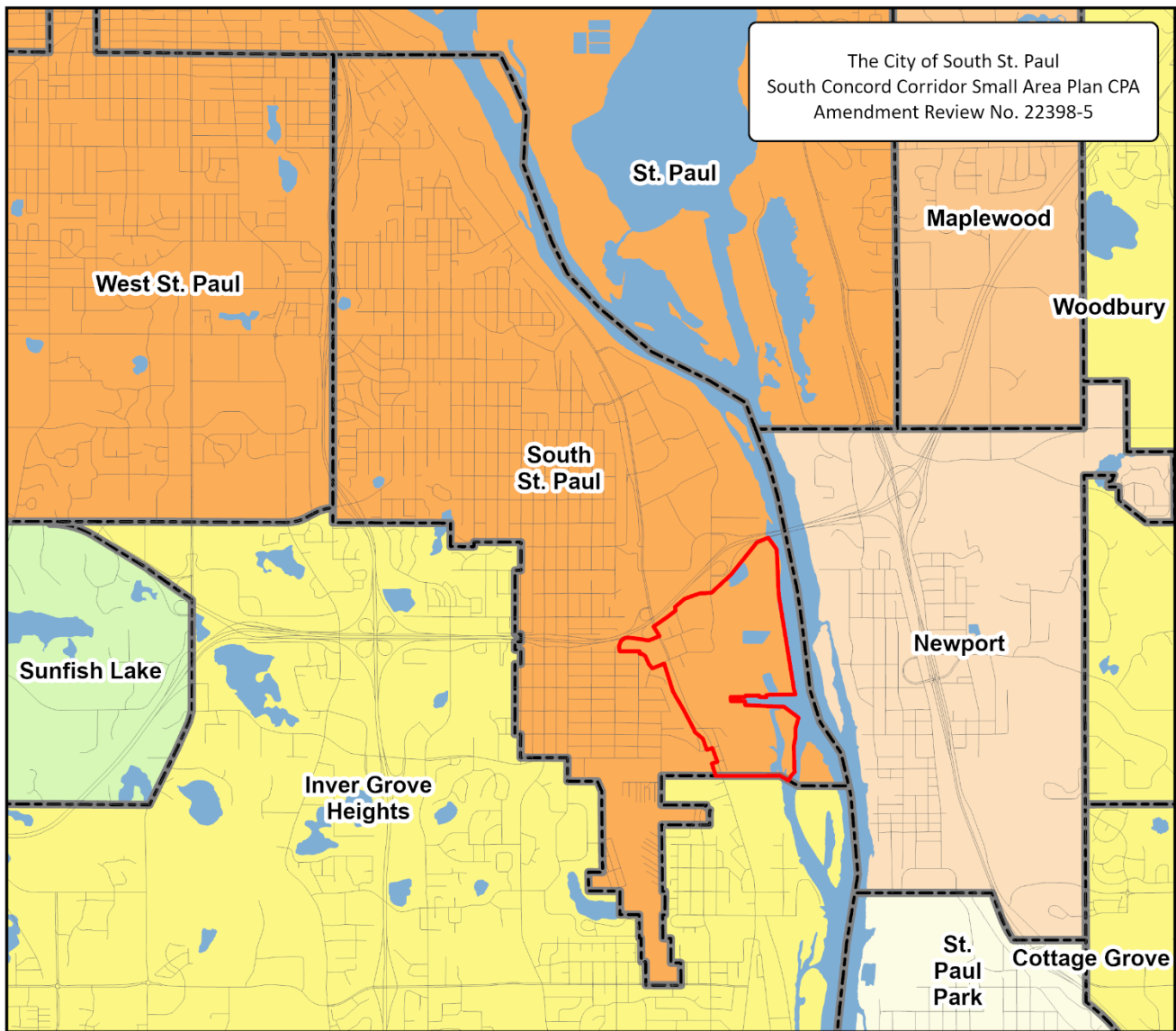
Regional Parks

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

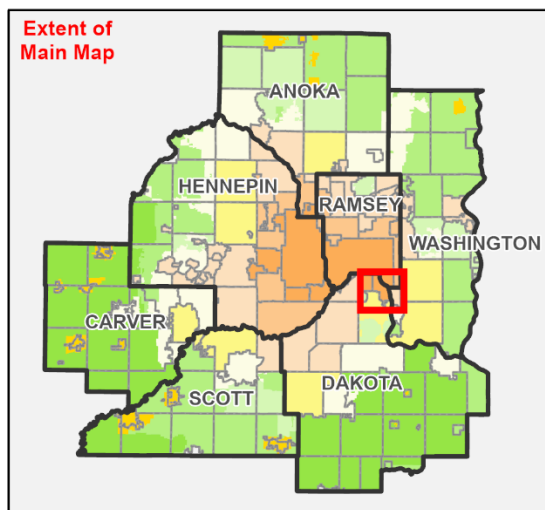
Regional Trails

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

Figure 2. Location Map Showing Community Designations



Metropolitan Council



ThriveMSP 2040 Community Designations

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

Figure 3a. Current Land Use Guiding

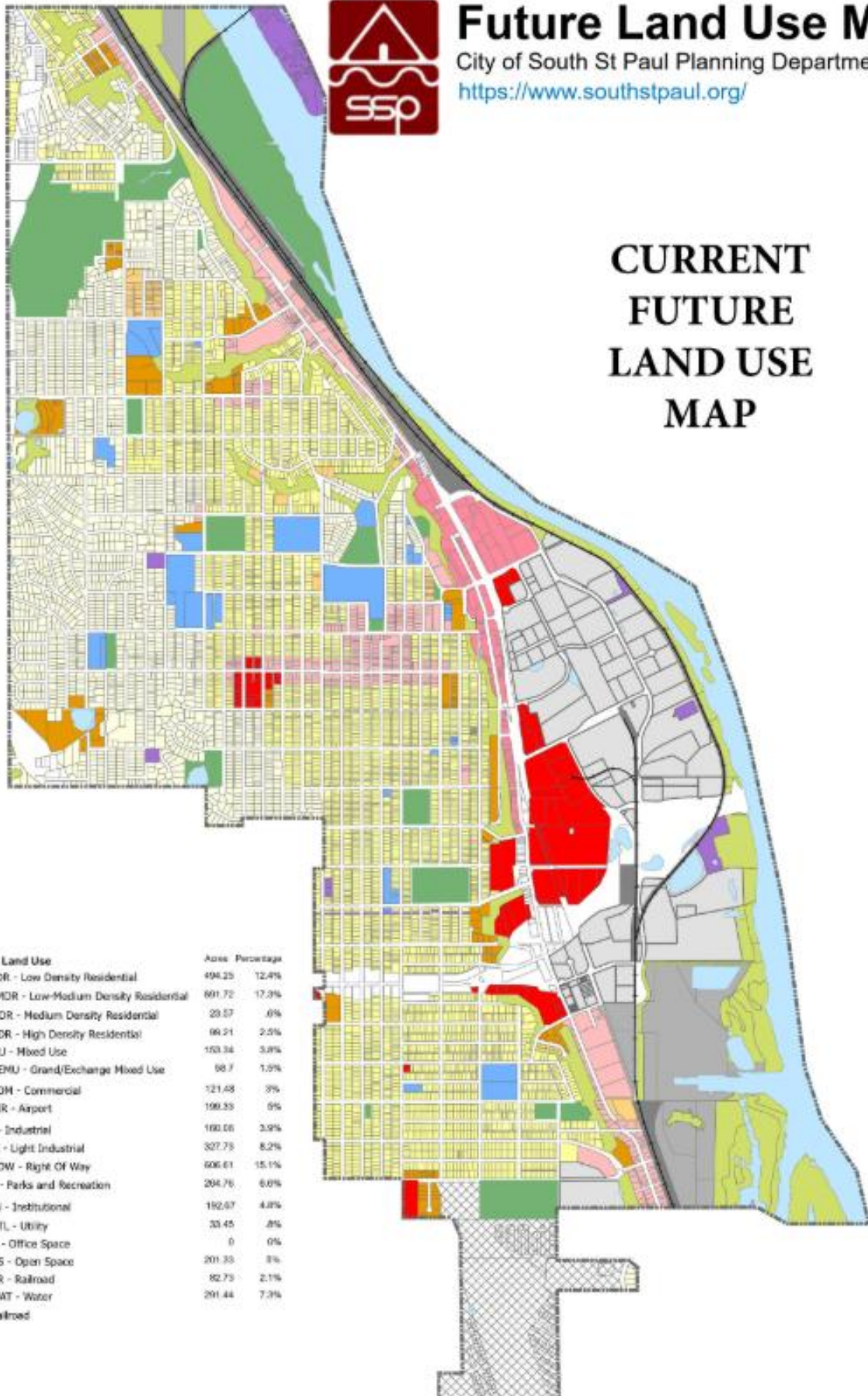


Future Land Use Map

City of South St Paul Planning Department

<https://www.southstpaul.org/>

CURRENT FUTURE LAND USE MAP



Res. density its/Acre	Future Land Use	Acre	Percentage
1-5	LDR - Low Density Residential	494.25	12.4%
6-15	LMDR - Low-Medium Density Residential	691.72	17.3%
6-20	MOR - Medium Density Residential	29.57	.6%
13-60	HDR - High Density Residential	66.21	1.6%
13-60	MU - Mixed Use	153.34	3.8%
25-75	GEMU - Grand/Exchange Mixed Use	98.7	2.5%
	COM - Commercial	121.48	3%
	AJR - Airport	190.33	4.8%
	I - Industrial	160.06	3.9%
	LI - Light Industrial	307.79	7.6%
	ROW - Right Of Way	606.61	15.1%
	P - Parks and Recreation	204.76	5.1%
	IN - Institutional	162.57	4.0%
	UTL - Utility	33.45	.8%
	O - Office Space	0	0%
	OS - Open Space	201.33	5.0%
	RR - Railroad	82.73	2.1%
	WAT - Water	201.44	5.0%
	Railroad		

Figure 3b. Proposed Land Use Guiding



Future Land Use Map

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

PROPOSED FUTURE LAND USE MAP



Res. Density Units/Acre	Future Land Use
1-5	LDR - Low Density Residential
6-15	LMDR - Low-Medium Density Residential
6-20	MDR - Medium Density Residential
13-60	HDR - High Density Residential
13-60	MU - Mixed Use
25-75	GEMU - Grand/Exchange Mixed Use
	COM - Commercial
	AIR - Airport
	I - Industrial
	LI - Light Industrial
	ROW - Right Of Way
	P - Parks and Recreation
	IN - Institutional
	UTL - Utility
	O - Office Space
	OS - Open Space
	RR - Railroad
	WAT - Water
	Railroad