



CITY OF SOUTH ST. PAUL MEETING AGENDA

PLANNING COMMISSION

City Council Chambers
125 3rd Ave N
South St. Paul, MN 55075

Wednesday, March 5, 2025
7:00 PM

1. ROLL CALL

2. APPROVAL OF AGENDA

3. MINUTES

A. 2.05.25 Planning Commission Meeting Minutes

4. NEW BUSINESS

A. ~~Planning Commission Rules of Order~~

B. ~~Planning Commission Officer Elections~~

5. PUBLIC HEARINGS

6. OTHER BUSINESS

A. Hardman Triangle Conceptual Master Plan and District Stormwater Guide Discussion

B. Required Planning Commissioner Training

7. STAFF UPDATES

A. Staff Update: Joint Worksession on March 10th

8. ADJOURNMENT

**MINUTES OF MEETING
SOUTH ST. PAUL PLANNING COMMISSION
Wednesday, February 5, 2025**

MEETING CALLED TO ORDER BY CHAIR FELTON AT 7:00 P.M.

Present: Tyler Fehrman
Tim Felton
Geoff Fournier
James Hart
Andrew Hoffman
Brienne Miller
Michael Healy, Planning Manager

Absent: None

- 1) APPROVAL OF AGENDA – Mr. Healy noted that Item 5.C had been withdrawn by the Applicant - Motion to approve the agenda as amended– Fournier/ Miller (6-0).
- 2) APPROVAL OF MINUTES - January 8, 2025 - Motion to approve as presented - Fehrman/ Fournier (6-0).

3) NEW BUSINESS

None

4) PUBLIC HEARINGS

A. Conditional Use Permit for an Adult Daycare in the Southview Shopping Center

Mr. Healy presented the staff report. The Applicant is Emadeldin Ibrahim. The Applicant applied for a Conditional Use Permit (CUP) to operate an Adult Daycare in Suite 205 at the Southview Shopping Center. The Applicant currently owns Mercy Adult Daycare in Saint Paul. The proposed adult daycare would operate with support from the assistant director at Mercy Adult Daycare. The proposed daycare would not provide care to individuals with significant medical needs and would not have a commercial kitchen on site. The clients of the day care would be seniors who are generally independent but looking for socialization and structure. The anticipated hours of operation are from 8 AM to 8 PM Monday through Friday. The Planning Department worked with the Police Department and South Metro Fire Department to draft the “conditions of approval” which include many of the requirements for a State License but provide the City with the ability to address problems at the local level.

Chair Felton asked if the State set the criteria for clients through the licensing process. Mr. Healy stated that it was his understanding that the staffing and building code requirements are impacted by the type of client being served. Mr. Healy stated he would defer to the Applicant on this question.

Commissioner Miller asked if there was enough parking at the site. Mr. Healy explained that shopping centers have a designated amount of parking which is more than enough to serve this suite and the additional suites at the property. Mr. Healy added that with CUPs, the City has the option to address parking on a case-by-case basis, but that this was not necessary here.

Chair Felton asked if there is currently a kitchen facility in the suite. Mr. Healy replied that the previous tenant of the suite was Anytime Fitness and that there was likely not a kitchen facility in the suite. The Applicant confirmed there was not a kitchen facility in the suite.

Chair Felton called the Applicants forward. Ashley Kendrick and Emadeldin Ibrahim came forward to speak to the application. Chair Felton asked the Applicants if they had anything they wanted to share about the business. Mr. Ibrahim shared that their business in Saint Paul often gets calls from interested clients in South St. Paul. Their Saint Paul facility is full which prompted their interest in opening a facility in South St. Paul. Mr. Ibrahim stated that their Saint Paul location has been open for almost 5 years.

Chair Felton asked if they have criteria for their clients such as age or cognitive ability. Ms. Kendrick stated that they do. Their clients must be at least 55 years old and must be self-sufficient as they do not offer services such as memory care.

Commissioner Fehrman asked if the Applicants had reviewed the conditions of approval for their CUP and if they had any questions. Ms. Kendrick stated that they do not have any questions about the conditions.

Commissioner Hart asked what type of activities or services would be provided at the facility. Ms. Kendrick stated that the main objective is to offer social opportunities for elders. They also planned to offer light fitness programming to encourage movement.

Chair Felton asked if the facility would have individuals come in and play music for the clients. Ms. Kendrick stated they do not offer this at their current facility but would like to offer it at the South St. Paul facility.

Commissioner Fournier asked about the number of clients being served at the Saint Paul location. Ms. Kendrick stated that they have 68 clients at the Saint Paul location due to the size of the facility. The South St. Paul location would be larger which would allow them to serve up to 86 clients.

Chair Felton asked the Applicants if they have had any calls to Police or Fire Department to assist at the Saint Paul location. Ms. Kendrick stated that they have not.

Chair Felton thanked them for being at the meeting.

Chair Felton opened the public hearing.

No correspondence had been received prior to the meeting and no one was present to speak on the item.

Chair Felton closed the public hearing.

Motion to recommend approval of Conditional Use Permit for an Adult Daycare in the Southview Shopping Center - Fehrman/Hoffman (6-0).

B. Ordinance Updating Parking Requirements for Residential and Mixed-Use Properties

Mr. Healy presented the staff report. This ordinance was presented at the previous meeting as a discussion item. Mr. Healy stated that he would give a full presentation for the item for the benefit of the public and to highlight

any updates. Mr. Healy added that the city attorney has made minor adjustments to the language of the proposed ordinance.

City's current parking ordinance is outdated and makes attracting investment and developers to the city difficult. It also does not match South St. Paul's walkable, small town character. The current ordinance requires parking variances for almost all residential and mixed-use developments. The ordinance would effectively make the parking requirements for residential and mixed use developments in the MMM, Mixed Markets and Makers District apply city-wide. Under the ordinance, single-family homes would require at least 2 off-street parking stalls. Two-family homes would require at least 3 off-street parking stalls and three-family homes would require at least 4 off-street parking stalls. Multi-family properties and mixed-use properties would require at least 1 off-street parking stall per unit for studio/one-bedroom units and at least 2 off-street parking stalls for larger units. There would also be special provisions to encourage mixed-use development in walkable, commercial areas that are near transit lines. The Planning Commission and City Council have frequently been utilizing the proposed standards via variances and the Planned Unit Development process. The changes to the parking standards would improve the City Code and make it possible to develop the Hardman Triangle without parking variances. Staff view the proposed ordinance as the minimum that is required to align the City Code with market forces.

Commissioner Miller asked staff to clarify the parking requirement for a mixed-use building with 4 or fewer dwelling units. Mr. Healy explained that the ordinance applies to buildings that are zoned commercial and are located within half a mile of a bus stop (which would include Concord Street, Southview Boulevard and Marie Avenue). The idea is that in these situations where there are a limited number of dwelling units and the building is located near public transit, the City would not impose a minimum parking requirement and would allow the private sector to address parking needs for the site.

Chair Felton opened the public hearing.

No correspondence had been received prior to the meeting and no one was present to comment on the application.

Chair Felton closed the public hearing.

Motion to recommend approval of Ordinance Updating Parking Requirement for Residential and Mixed- Use Properties - Hart/Hoffman (6-0).

5) OTHER BUSINESS

None.

6) STAFF UPDATES

Commissioner Fehrman shared that Neighbors Inc. was hosting a bagging challenge on Saturday, February 8th and Sunday, February 9th from 10:00 AM to 4:00 PM as a fundraiser for the organization. Additional volunteers were needed and more information could be found on Facebook.

Mr. Healy reminded everyone that applications for the Boards and Commissions seats are due on February 7th.

7) ADJOURNMENT

Motion to adjourn- Fehrman/Hoffman (6-0).



PLANNING COMMISSION AGENDA REPORT

DATE: March 5, 2025
DEPARTMENT: Planning & Zoning
PREPARED BY: Ryan Garcia, Michael Healy
AGENDA ITEM NUMBER: 6.A.

MEETING TYPE

Regular Meeting

AGENDA ITEM

Hardman Triangle Conceptual Master Plan and District Stormwater Guide Discussion

ACTION TO BE CONSIDERED OR DESIRED OUTCOME

Planning Commissioners should discuss the Hardman Triangle Master Plan and District Stormwater Guide and ask City Staff any questions they might have regarding the plan or next steps for developing the Hardman Triangle. *SSP Economic Development Authority (EDA) Director Ryan Garcia will be in attendance to help present the plan and answer questions.*

OVERVIEW

Background

The City's [2040 Comprehensive Plan](#), adopted by City Council Resolution 2019 - 180, formalized the City's intentions to "Establish a community mixed-use destination area in the vicinity of the Hardman/Concord Triangle" (Goal 4.26). In early 2020, the City's [Hardman Triangle Redevelopment Plan](#), which established a framework for development of a vital mixed-use district at this key location in the community, was prepared through multiple joint worksessions of the EDA and Planning Commission and approved in March 2020. Maxfield Research and Consulting conducted a market study as part of the project and the market study determined that mixed-use commercial/residential redevelopment would have a high probability of success. This plan for creating a new walkable mixed-use village has served as the basis for the City's economic development activities in the area. The plan calls for breaking up the Hardman Triangle superblock with new system of local roads and developing new housing and commercial-retail businesses (restaurants, retail stores, indoor commercial recreation, etc.).

The 2020 Redevelopment Plan established a high-level framework to demonstrate the development potential of the Hardman Triangle, but it was not intended to establish with any detail how new public infrastructure within the Triangle would be laid out internally or integrate into existing public infrastructure at the site's edges. With this in mind, on November 4, 2024 the EDA approved a proposal for professional services with Tushie Montgomery Architects (TMA) and Barr Engineering to develop a District Master Plan to provide a specific focus for the following elements of future site development:

- Future site and development parcel boundaries
- Refined development and land-use mix
- Future street and utility rights-of-way
- Future green space
- Site and regional stormwater management infrastructure and facilities

The Hardman Triangle Conceptual Master Plan and District Stormwater Guide is being presented to the City Council and EDA for review and approval at their March 3rd meetings. City Staff and the EDA want the Planning Commission to have familiarity with this document because it will shape the development applications that will be before the Planning Commission for review in the coming years as redevelopment starts taking place on the Hardman Triangle.

Status of Hardman Triangle Redevelopment Activities

The EDA already owned some land on the Hardman Triangle when the redevelopment plan was adopted in 2020. Since that time, the overall Concord/Grand redevelopment vision has gained even more momentum. Two major market-rate multifamily residential projects- the Yards and the Back Yards- were successfully delivered across the street from the Hardman Triangle and both buildings have high occupancy rates. The EDA has continued to acquire land on the Hardman Triangle with the purchase of Twin City Pallet in 2021 and Concord Fresh Meats in 2024. The EDA now controls enough land on the Hardman Triangle that it is possible to start planning infrastructure, designing the layout of future buildable lots, and preparing for the first phase of redevelopment which will take place at the corner of Concord Street and Grand Avenue.

The EDA entered into a preliminary development agreement with ZAS, LLC in November of 2024 to construct a two-phase development on the Hardman Triangle consisting of a 145-unit apartment building, a restaurant, and a destination indoor entertainment use (currently targeted as an indoor pickleball and other commercial/recreational uses business) in the first phase and a second residential building with up to 115 units in a second phase. The EDA and ZAS, LLC worked together with Tushie Montgomery Architects and Barr Engineering to prepare the Conceptual MasterPlan and District Stormwater Guide.

Highlights of the Master Plan

Some of the key issues addressed in the master plan include the following:

- Existing subsurface conditions (Page 4) are critical factors that shape the development possibilities for the Hardman Triangle.
 - Weak, slow-draining soils and underlying swamp deposits are highly susceptible

to ongoing settlement under heavy weight. What this means is that multi-story buildings especially cannot be supported by the current soils as they will be at ongoing risk of foundation cracking, etc., so "ground improvement" techniques are necessary to support most buildings in this area.

- Groundwater is very near the surface throughout the site. This limits the ability to excavate for underground parking, which in turn limits the overall feasible density of development at the site. Thankfully, the grade change between Concord Street and "ground level" within the Hardman Triangle allows for a level of underbuilding parking so that the Concord Street frontage will not be lined with the wall of a parking garage.
- Current zoning allows for up to 75 dwelling units per acre. Given the conditions mentioned above and the associated costs related to these and other challenges (environmental), residential development will likely need to come close to this density to be economically viable (between 570 - 680 units overall).
- The plan incorporates the Restaurant/Destination Retail component (approximately 35,000 square feet) which has been proposed as part of the ZAS preliminary development agreement, and also envisions potential future mixed-use and commercial development (envisioning a mid-format grocer and other retail uses totaling another 40,000+ square feet) along Hardman Avenue. These future uses are conceptual, and the sites are laid out to allow for flexibility of uses and scales of development along Hardman.
- An interconnected public roadway system, with on-street parking and sidewalk, is proposed to be introduced within the triangle as development progresses south to north. Alignment with existing Bridgepoint Drive for the main north-south entrance into the district from Grand attempts to mitigate the challenges of offset intersections and acknowledges the transition from more industrial-focused traffic (to the south) to the more residential/retail proposed within the triangle.
- To most efficiently and feasibly develop this neighborhood, the plan suggests that a central, "district" stormwater management area be implemented as development progresses from south to north at the site. This central stormwater feature, in addition to serving a critical water quality and flood management function, is envisioned to serve as a mostly passive recreational/park feature for the neighborhood and community.

Role of the Planning Commission in Implementing the Hardman Triangle Master Plan

The Planning Commission will have direct involvement in implementing the Hardman Triangle Master Plan through the following actions:

1. The entire Hardman Triangle is currently guided “mixed-use” in the comprehensive plan. The western part of the Hardman Triangle is currently zoned “Concord Gateway Mixed Use Subdistrict 1” which is the same zoning that is in place along Concord Exchange. The eastern part of the Hardman Triangle is currently zoned “GB-General Business.” The City will likely need to update its zoning code and zoning map to fully implement the Hardman Triangle vision and the Planning Commission will discuss any proposed zoning changes, hold a public hearing, and offer a recommendation.
2. Subdividing the Hardman Triangle into buildable lots and new road right-of-way will require the preparation of one or more preliminary plats. The Planning Commission will review each preliminary plat, hold a public hearing, and make a recommendation to the City Council. The Planning Commission will also review each final plat before it is recorded with Dakota County to create the new buildable lots.
3. Each individual development project will require some type of City approval (site plan review, conditional use permit, variance, Planned Unit Development, etc.). The Planning Commission currently reviews all major development projects in the CGMU and GB zoning districts and provides a recommendation to the City Council.

ACTION TO BE CONSIDERED OR DESIRED OUTCOME

Planning Commissioners should discuss the Hardman Triangle Master Plan and District Stormwater Guide and ask City Staff any questions they might have regarding the plan or next steps for developing the Hardman Triangle.

LINKS

2020 Hardman Triangle Redevelopment Plan-

<https://www.southstpaul.org/DocumentCenter/View/7618/Hardman-Triangle-Study>

SOURCE OF FUNDS

The Metropolitan Council awarded the EDA with a Livable Communities Demonstration Account Pre-Development Grant for master planning in the Hardman Triangle. The EDA

provided grant-matching funds through the City's Development Fund (20284). A Preliminary Development Agreement with ZAS, LLC was approved by the EDA and Council November 4 of 2024, and this agreement included an escrow payment that can also be used to offset these and other pre-development /consultant costs.

ATTACHMENTS

1. Site Location Map
2. Hardman Triangle Conceptual Masterplan and Stormwater Guide

ATTACHMENT 1
SITE LOCATION MAP



Hardman Triangle Masterplan

Conceptual Masterplan & District Stormwater Guide



Hardman Triangle Masterplan

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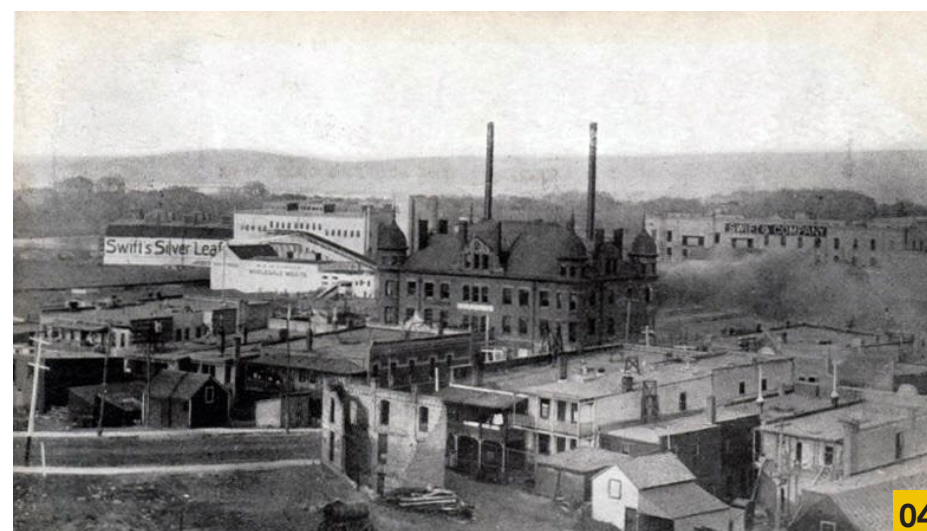
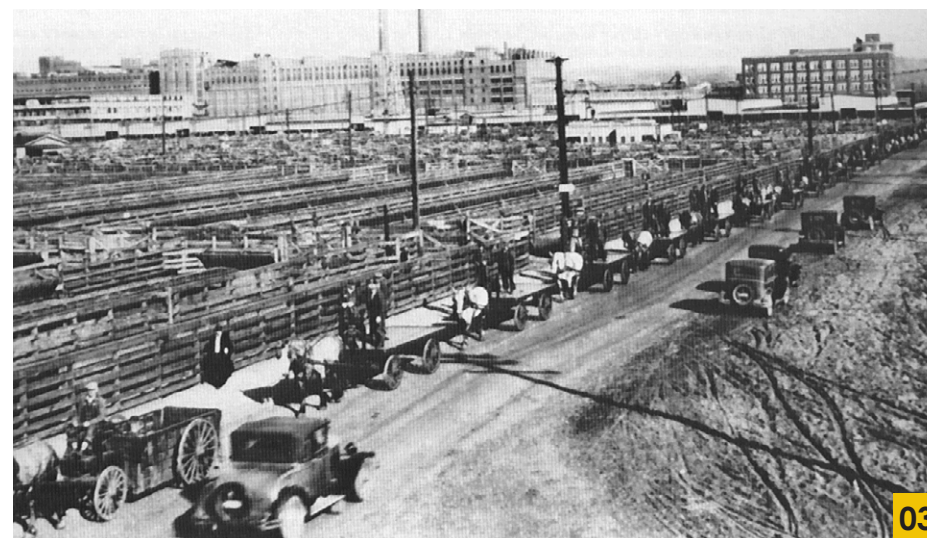
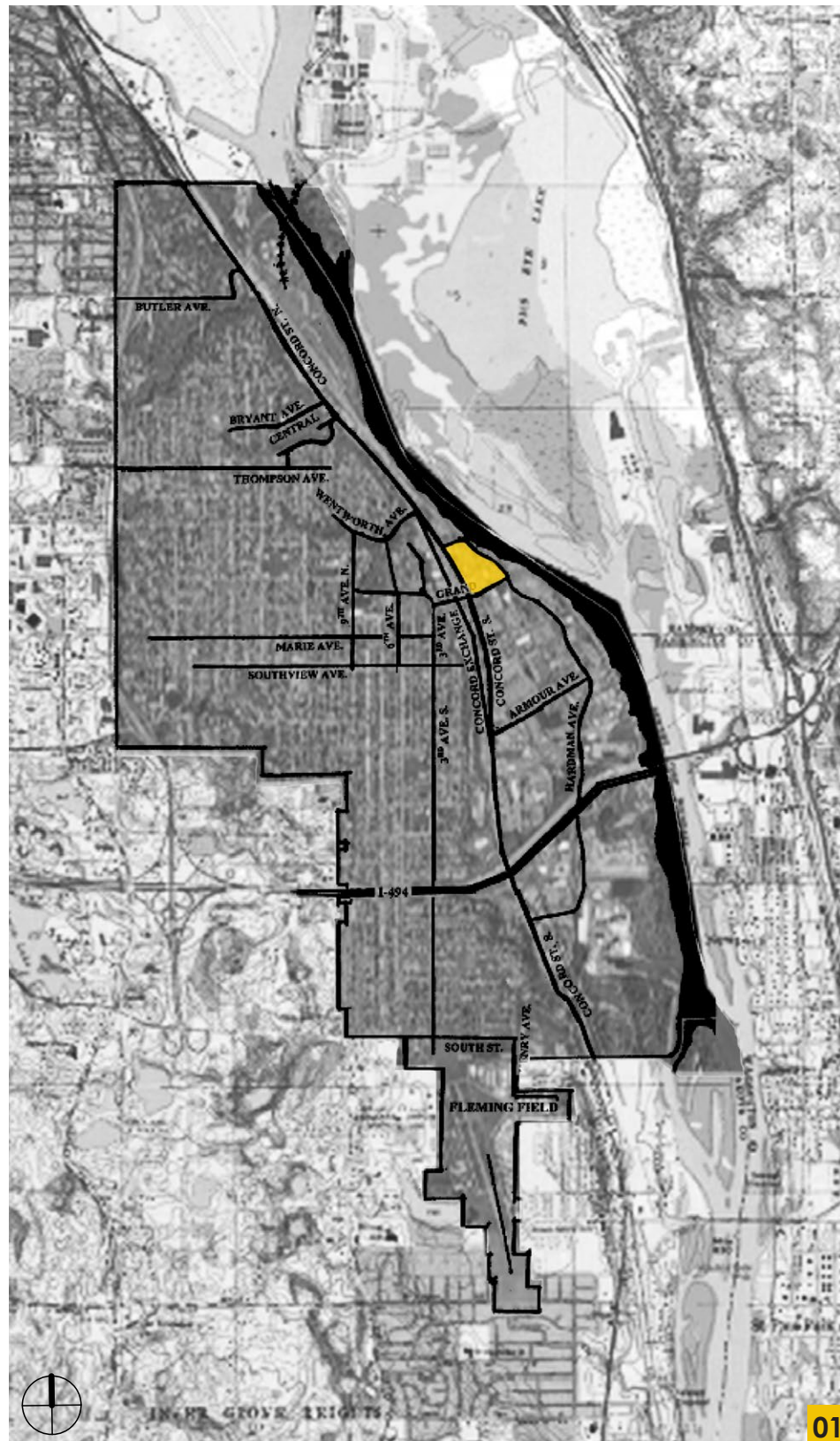
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Hardman Triangle Masterplan

Section 01 | **Hardman Triangle Site**



01 Site | Site Background



History

The Hardman Triangle is a small but historically significant area in South St. Paul, Minnesota. Located at the intersection of Concord Street, Grand Avenue, and Hardman Avenue, it lies in the heart of the city.

In the late 19th and early 20th centuries, South St. Paul was a major industrial hub, driven by the meatpacking industry and railroads. For many years, the Hardman Triangle played a key role in the city's economic activity, housing a variety of businesses, industrial firms, and transportation services. However, as industrial activity shifted elsewhere, the area experienced a decline.

Today, the Hardman Triangle represents a unique blend of South St. Paul's industrial heritage and its evolving modern landscape. The area has transformed into a mixed-use neighborhood, reflecting the city's shift from heavy industry to a more diverse, vibrant community.

- 01** Dakota County Historical Society Historic SSP Map (W. G. Wolston)
Overlaid Dakota County GIS
- 02** South St Paul Historic Road Photo, Early 1920s
(Lois Glewwe - South St Paul Voice, 2005)
- 03** Hardman Site Historic Aerial Photo,
("South St Paul Future" Site)
- 04** Swift Packing Plant, South St Paul, Early 1910s,
(LakesnWoods - Dakota County Photo Gallery, Postcard Collection)

01 Site | Architectural Context



Surrounding Architecture

The Hardman Triangle's origins trace back to the early 20th century when South St. Paul was an industrial powerhouse. The area was once filled with warehouses, factories, and other commercial buildings that supported the city's role as a major hub, especially in the meatpacking and stockyards industry. The architecture of the time was typically of early-20th century industrial design---large, utilitarian brick buildings, wide loading docks, and steel framed structures that served the needs of the industrial economy.

In recent years, the Hardman Triangle and the surrounding area has undergone a transformation. Efforts to revitalize the area have turned it into a modern, mixed-use urban space. The new architecture blends restored historical buildings with sleek, contemporary design. Modern buildings featuring clean lines, glass facades, and open layouts now sit alongside the older industrial structures creating a dynamic contrast that honors the past while embracing the future.

The area's development emphasizes pedestrian-friendly spaces, including parks, public squares, and gathering areas that foster community interaction. This transformation is part of a larger trend of re-purposing industrial areas for modern needs, while preserving their historical character and identity.

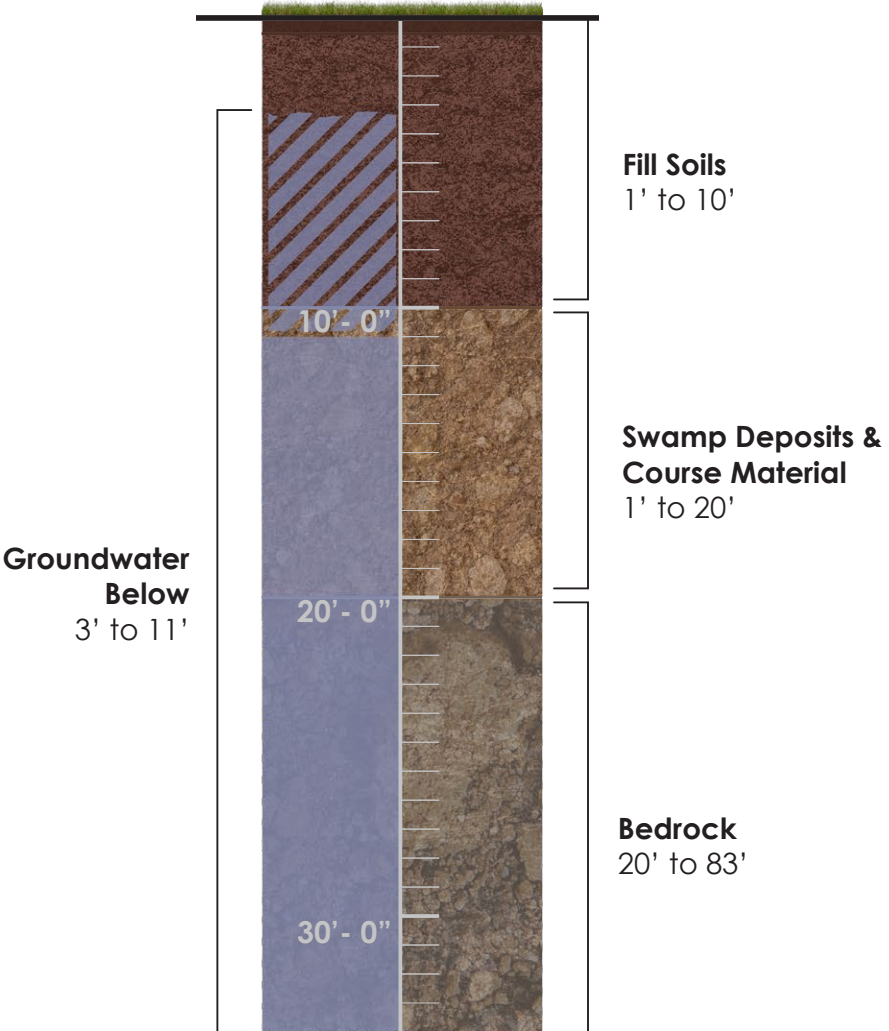
Today, the Hardman Triangle is a vibrant mix of South St. Paul's industrial legacy and its modern aspirations---transforming from an industrial zone to a sustainable, community-focused urban space that integrates both old and new architecture.

- 01 Former Armour Site 1919, St Paul Pioneer Press, Feb. 2021
- 02 Concord Exchange Building, Google Street View, May 2023
- 03 Former Concord Exchange Building Addition 1939, Library of Congress
- 04 151 Grand Ave W, The Yards, Google Street View, May 2023
- 05 130 Hardman Ave N, Google Street View, May 2023

01 Site | Existing Subsurface Conditions

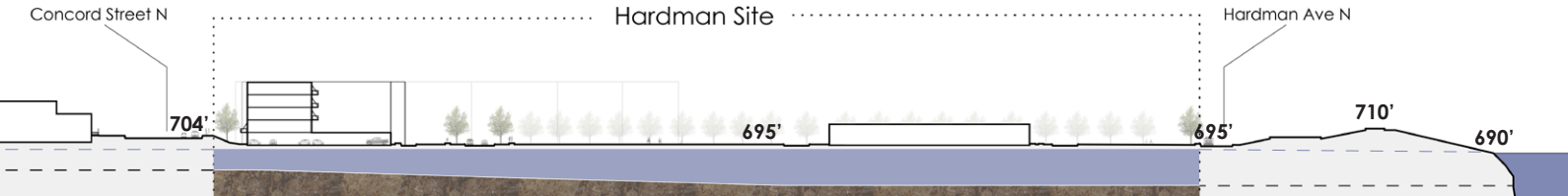


Geotechnical Exploration 2022, 2024 1" = 300'



Site Soil Diagram

1 Groundwater 3.5' Bedrock 22'	4 Groundwater 9.5' Bedrock 23.25'	7 Groundwater 7.5' Bedrock 23'	10 Groundwater 11' Bedrock 57'	13 Groundwater 4' Bedrock 31.75'
2 Groundwater 4' Bedrock 19.5'	5 Groundwater 5.5' Bedrock 24.5'	8 Groundwater 14' Bedrock 28'	11 Groundwater 9.5' Bedrock 83'	
3 Groundwater 3' Bedrock 19.5'	6 Groundwater 4' Bedrock 31.75'	9 Groundwater 11.5' Bedrock 29.5'	12 Groundwater 5' Bedrock 42'	



Soil

The Hardman Triangle site consists of a mix of fill soils, including silty sands, clayey sands, and sands with silt, with depths ranging from 1 to 10 ½ feet. These soils are weak, slow-draining, and prone to freeze-thaw cycles. Beneath the fill, swamp deposits are highly compressible, low-strength, and slow-draining. Below these, coarser materials like silty sands, sands, and sands with silt have moderately low strength and moderate compressibility, with varying drainage speeds and frost susceptibility. Interspersed clayey sands and sandy lean clays have low to moderate strength, high compressibility, and moderate frost risk. At deeper levels (20-83 feet), high-strength, low-compressibility Dolostone bedrock is present, which is very slow-draining.

Groundwater

Groundwater is present across the site at depths ranging from 3 to 11 feet. Due to the layering of slow-draining soils and faster-draining materials, perched water levels are probable.

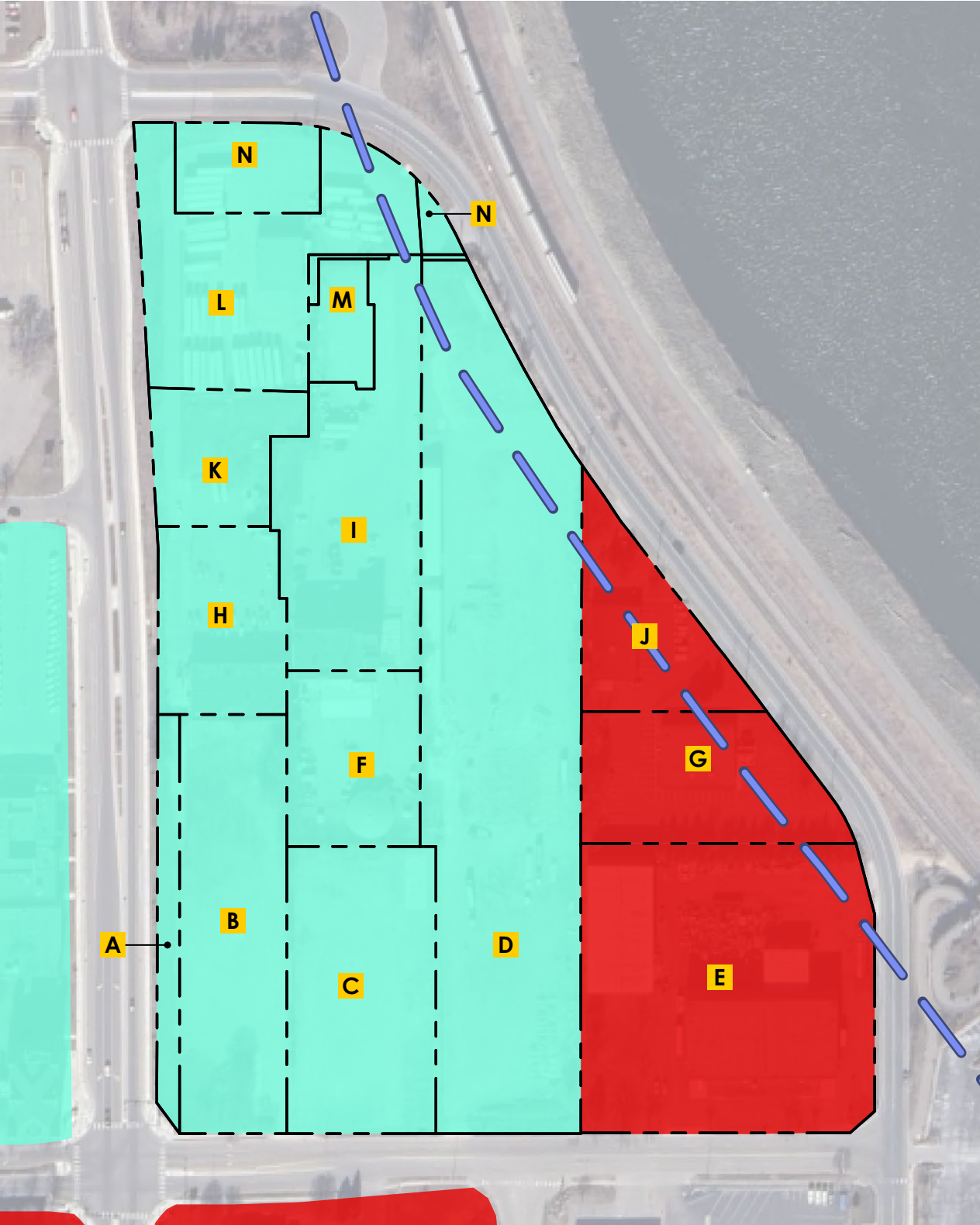
Building Footing Considerations

Given these conditions, excavation and refilling for building support structures would require extensive and costly efforts. To ensure structure stability, deep foundations extending to the bedrock would be ideal for supporting future building footings and slabs across the Hardman Triangle site. Site surcharging as a ground preparation technique can be a viable option for site support of lighter buildings in lieu of deep foundation options.

Takeaways

- 1. Foundations:** Options include foundation systems of driven piles, micropile foundations, rammed aggregate piers, with structural slabs at grade, site surcharging for lighter buildings.
- 2. Groundwater:** Given groundwater depths of 3-11', underground parking opportunities will be limited, if possible at all, and special consideration will need to be taken at elevator pits, drain tile and footing design.
- 3. Bedrock:** Generally, bedrock is highest at the west boundary of the Hardman Triangle, approximately 19' below grade (boring 3), and lowest at the east of the site approximately 85' under grade (boring 11).

01 Site | Existing Parcels & Zoning



Zoning Map (February 2024)

1" = 200'

A	N/A	SSP Development Vacant
B	N/A	SSP Development Vacant
C	135 Grand Ave E	SSP Development Vacant
D	139 Grand Ave E	SSP Development Vacant
E	200 Hardman Ave N	SRM Prop. INC Occupied
F	134 Hardman Ave	Long Cheng Prop. INC Occupied
G	266 Hardman Ave	United Food & Comm Workers Occupied
H	240 Concord St N	SSP Development Vacant
I	130 Hardman Ave	Pao C Yang Occupied
J	222 Hardman Ave	Binder & Binder LLC Occupied
K	N/A	SSP Development Vacant
L	302 Hardman Ave N	Coury Prop. LLC Occupied
M	N/A	SSP Development Vacant
N	Hardman Ave N	City of South St. Paul ROW
CGMU-1 - Concord Gateway Mixed Use Subdistrict 1		
GB - General Business		
Shoreland Overlay (300' to Mississippi River, OHWL)		
*All of the properties in the Hardman Triangle have CA-UM MRCCA Zoning		

Concord Gateway Mixed-Use

The purpose of the Concord Gateway mixed-use (CGMU) district is to facilitate compact, mixed-use development made mutually compatible through careful planning, urban design and coordinated public and private investment. The mixture of land uses within the district is essential to establishing the level of vitality and intensity needed to support retail and service uses. The placement of building edges and the treatment of building, parking, landscaping, and pedestrian spaces is essential to creating the pedestrian-friendly environment envisioned for the CGMU.
City Code Section 118-125.a

Takeaways

Increased density aligns with the forecasted city growth in population, households and employment.

- 75 units/acre (other city mixed use: 60 units/acre)
- *City approval required for density transfer options exceeding 75 units/ acre
- Build-to-line setbacks apply to front and side yard
- At least 60% of the street frontage of any lot shall be occupied by the building facades meeting the build-to line (0-10 feet)
- Building height: 50' maximum, except as allowed by conditional use permit, 24' minimum (MRCCA - 65' maximum or as allowed by conditional use permit)
- Shoreland Overlay: The total area of all impervious surfaces on a lot shall not exceed 30% of the total lot area, and no structure shall exceed 35 feet in height, unless such structures are approved as part of a planned unit development.
- City has approved several with ~70% impervious area without DNR opposition

01 Site | Conceptual Masterplan Objectives



Marketable Site Boundaries

Identify and plan potential future property parcels on the Hardman Triangle site, strategically positioned and sized to support a mix of residential and commercial development. A centrally located park will be incorporated to seamlessly connect both residential and commercial areas, while also serving as a key site for stormwater management.

Right-of-Way

Right-of-way planning will accommodate vehicle circulation, additional site parking, pedestrian movement, and necessary utilities throughout the Hardman Triangle site. Most of the site's right-of-way will feature residential or commercial developments on one side, with open space and parks on the opposite side, fostering a strong community connection within the overall development.

Stormwater

The stormwater collection system across Harman Triangle will be designed to efficiently manage and filter runoff, ensuring compliance with city standards. The park's centralized design will integrate various methods of stormwater collection and filtration, enhancing both functionality and environmental sustainability. These features will be seamlessly incorporated into the park's public spaces, providing an interactive experience for visitors while promoting ecological responsibility.

Phasing

The proposed parcels, right-of-way, and stormwater management infrastructure are designed to accommodate phased development opportunities. The stormwater plan outlined ensures sufficient capacity, allowing for either full installation or a phased approach that meets applicable standards while aligning with the city's development goals and the future parcels needs.

Hardman Triangle Masterplan

Section 02 | **Conceptual Masterplan**



02 Masterplan | Proposed Masterplan



Conceptual Masterplan

1" = 200'

1	Multifamily Residential 1.376 acres 110,800 FSF 123 units shown 103 units allowed* 117 - 149 parking stalls 1.21 ratio
2	Retail 1.701 acres 52 - 127 parking stalls
3	Multifamily Residential 2.089 acres 139,000 FSF 145 units shown 169 units allowed* 157 - 210 parking stalls 1.45 ratio
4	Retail 1.761 acres 53 parking stalls
5	City Park Stormwater Management 3.454 acres 40 parking stalls
6	Mixed Use Multifamily Residential 2.389 acres 162,900 FSF 176 units shown 179 units allowed* 170 - 200 parking stalls 1.12 ratio
7	Mixed Use Multifamily Residential 3.052 acres 180,000 FSF 128 units shown 228 units allowed* 172 - 210 parking stalls 1.64 ratio
8	Public Right of Way 3.062 acres 32 parking stalls
* City approval required for density transfer options exceeding 75 units/ acre	

Marketable Land

The proposed re-platting of the 18.7 acre Hardman Triangle site creates 12.5 acres of developable land across 6 parcels. Mixed use, residential and retail uses align with the permitted uses in the CGMU-1 zoning district.

Greenspace

A centralized 3.5 acre park becomes a dedicated space acting as both a canvas for stormwater management and community interaction.

Right-of-Way

A city owned right-of-way corridor through the Hardman Triangle site with access from Grand Avenue and Hardman Avenue is at the core of the development. This right-of-way corridor will be home to the public utilities to each parcel.

679 residential units possible on developable parcels per Comprehensive Plan update to 75 units per acre*

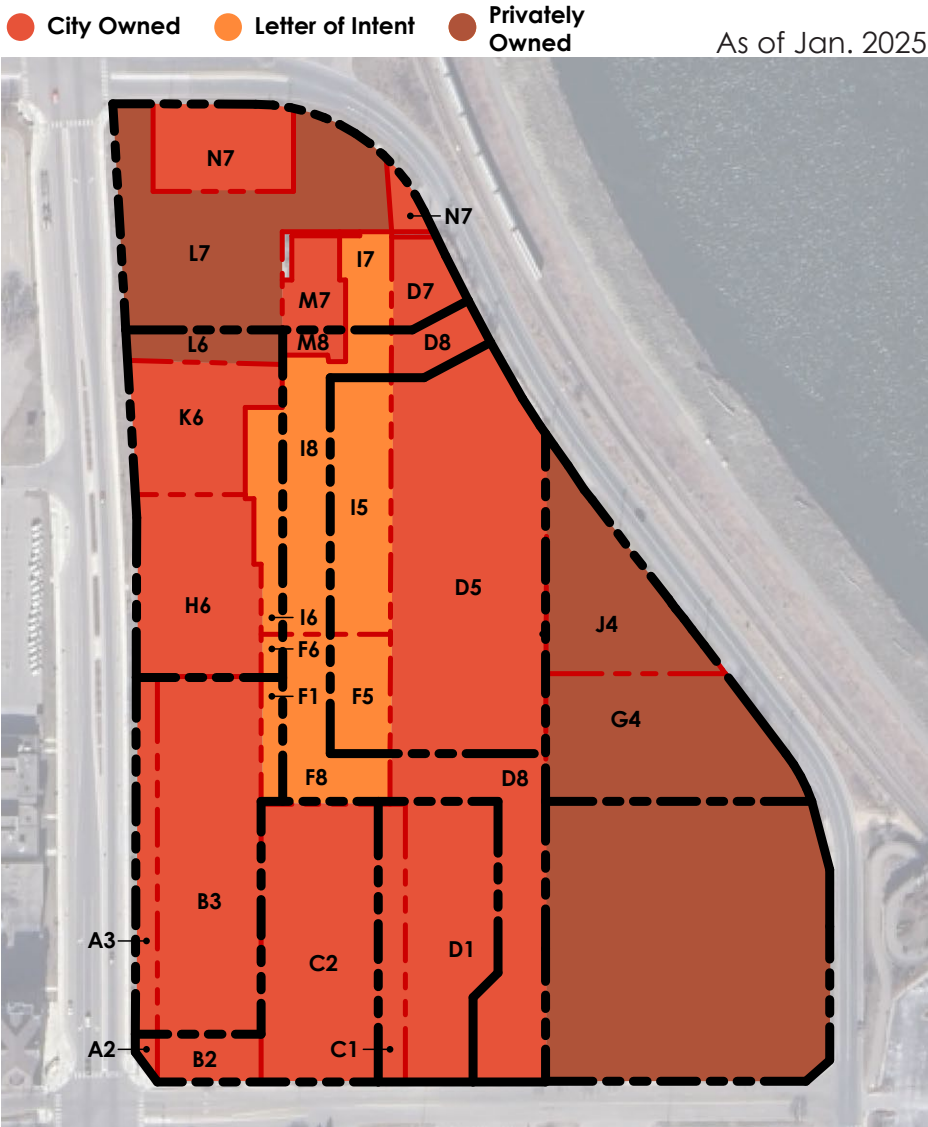
02 Masterplan | Proposed Parcel Boundaries/Plats



- 1 Multifamily Residential
1.376 acres
 - 2 Retail
1.701 acres
 - 3 Multifamily Residential
2.089 acres
 - 4 Retail
1.841 acres
4A 0.591 acres | ROW Option A
4B 0.290 acres | ROW Option B
 - 5 City Park | Stormwater Management
3.374 acres
5A 0.73 acres | ROW Option B
 - 6 Mixed Use | Multifamily Residential
2.389 acres
 - 7 Mixed Use | Multifamily Residential
3.052 acres
 - 8 Public Right of Way
2.471 acres
- Legend:
Future Development Area
City Park & Stormwater Management
Shoreland Overlay (300' to Mississippi River, OHWL)

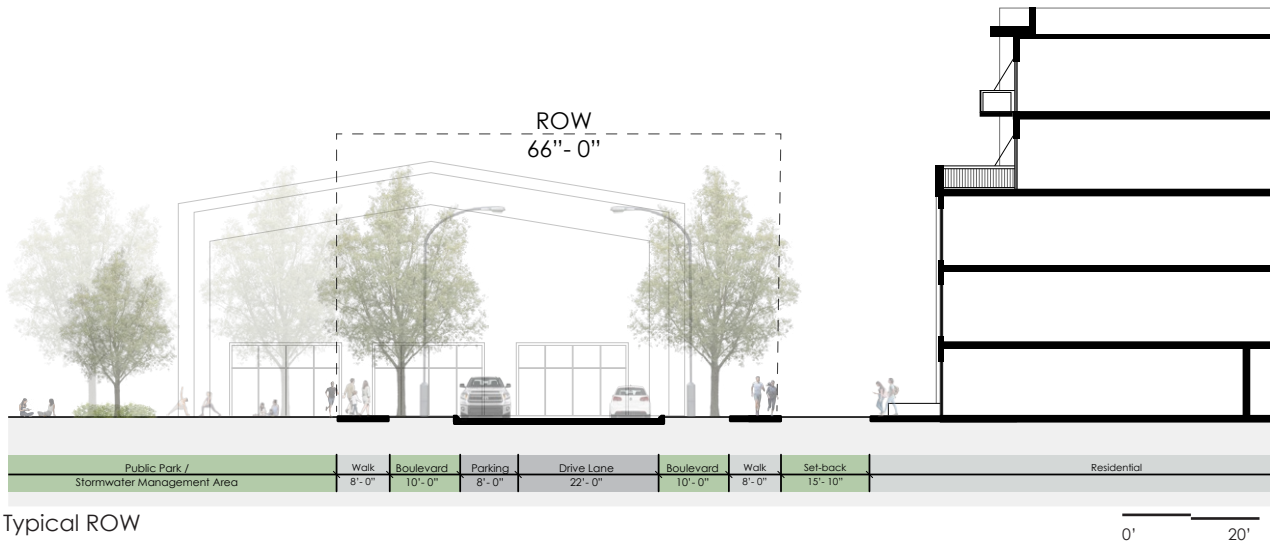
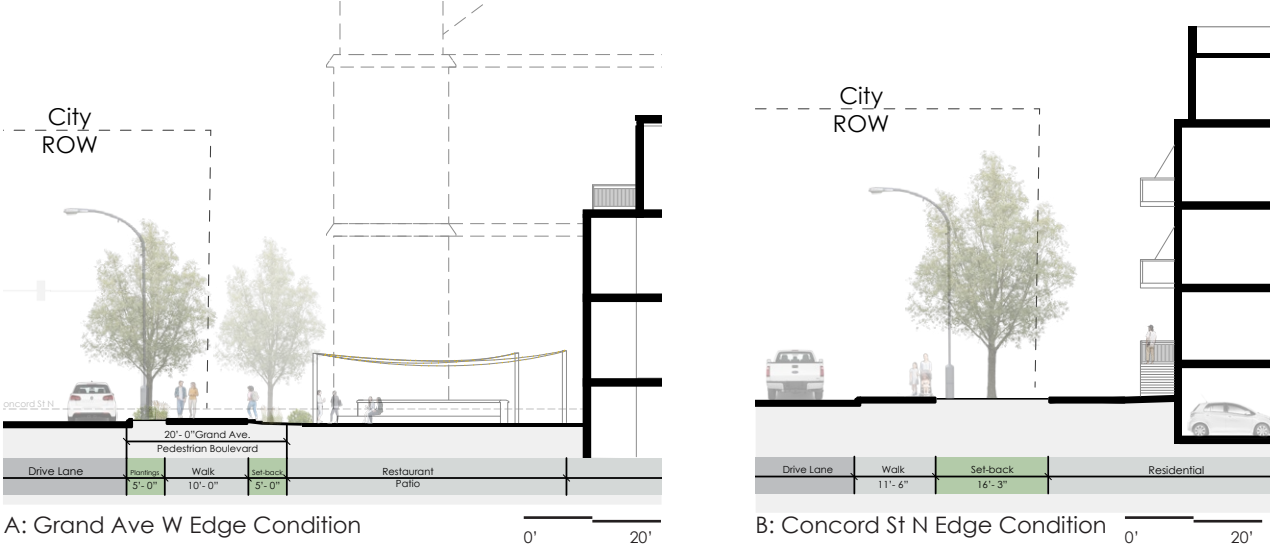
Marketable Plat Plan 1" = 200'

“The placement of building edges and the treatment of building, parking, landscaping, and pedestrian spaces is essential to creating the pedestrian-friendly environment envisioned for the Concord Gateway Mixed Use District.”
-City Code (Section 118-125)



Current Ownership Conditions 1" = 300'

02 Masterplan | Right-of-way



- 4A **Note:**
- 4B ROW location to be determined based on future parcel development requirements and constraints.
- 5A
- X **Note:**
Roadway and ROW geometry to be developed in coordination between City of South St. Paul and Roadway Engineer to consider width, curvature, radius and alignments.

Public Site Connection

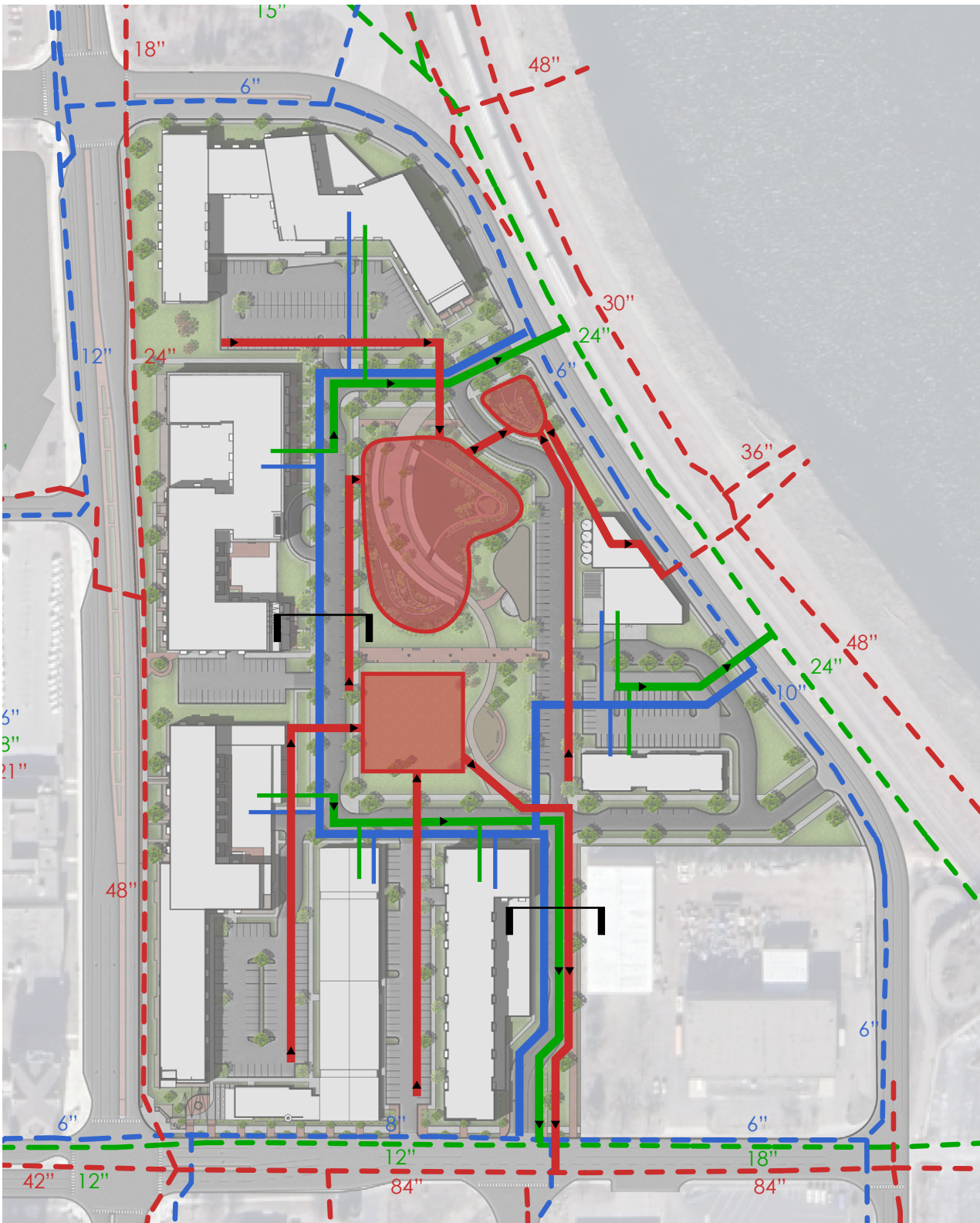
The right-of-way through Harman Triangle will accommodate essential public utilities, facilitating connections across the site. It will also serve as a dedicated area for transportation and parking, strategically located between the building perimeters and public spaces. This design ensures seamless circulation and efficient access while integrating functional infrastructure into the overall layout.

● Phase 1 ● Phase 2 ● Phase 3



Right-of-Way Plan

02 Masterplan | Concept Utility Plan

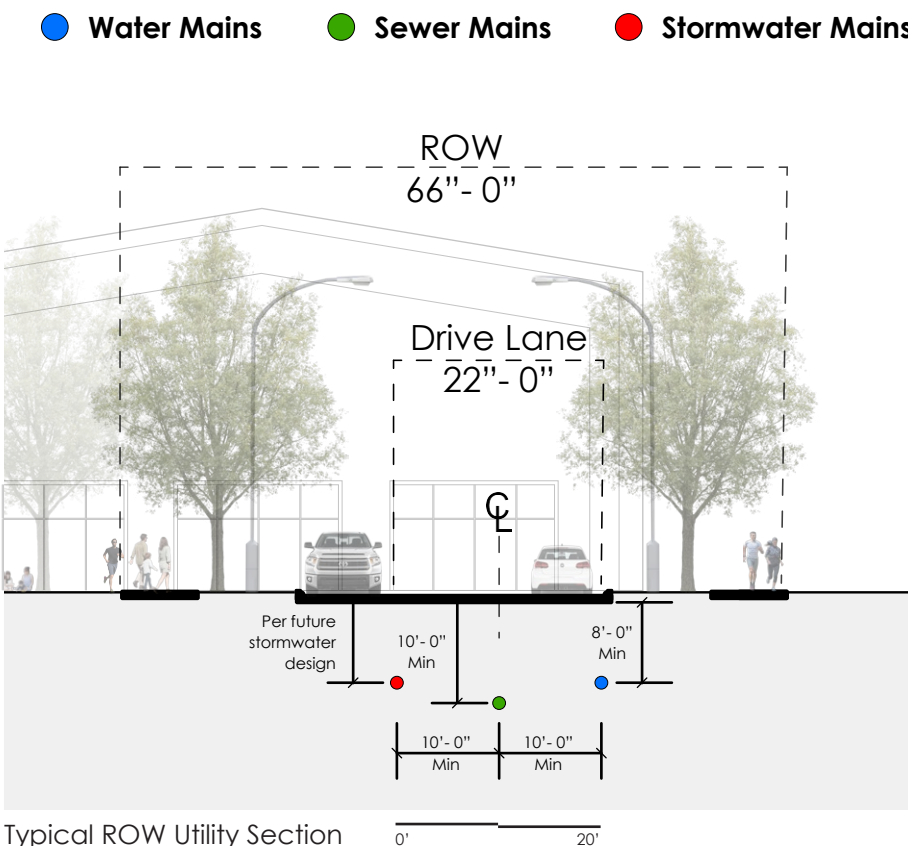


Utility Plan

- Existing Water Main
 - Proposed Water Main
 - Existing Sewer Main
 - Proposed Sewer Main
 - Existing Stormwater Main
 - Proposed Stormwater Main
- Xcel power lines to be installed underground (coordinate as future lots are developed)

Utilities

The proposed developments will be connected via Grand Avenue and Hardman Avenue through a planned right-of-way. Service connections can be phased to ensure access to all utility services located to the south and east of the Hardman Triangle site. This approach will facilitate seamless infrastructure integration for the development.



02 Masterplan | Stormwater



City Park / Stormwater Plan

1	1.376 acres 0.234 acres Pervious 1.143 acres Impervious
2	1.633 acres 0.289 acres Pervious 1.412 acres Impervious
3	2.256 acres 0.275 acres Pervious 1.814 acres Impervious
4	1.841 acres 0.500 acres Pervious 1.341 acres Impervious
5	3.374 acres 2.374 acres Pervious 1.061 acres Impervious
6	2.389 acres 0.383 acres Pervious 1.903 acres Impervious
7	3.052 acres 0.849 acres Pervious 2.071 acres Impervious
8	3.063 acres 0.882 acres Pervious 2.124 acres Impervious

Phase 1

Phase 2

Phase 3

Stormwater Main

City Park / Stormwater Management

Given the subsurface groundwater elevations and the relatively level grades at the Hardman Triangle site, it is recommended to implement above-ground best management practices (BMPs) to effectively control stormwater across the entire park parcel

Phased BMP treatment of the entire Hardman Triangle site can be accomplished with phasing of the site stormwater as new developments come online.



Underground Storage & Treatment



Surface Filtration

02 Masterplan | Proposed Site Massing



Render: View of NW portion of District Stormwater/ Public Park



Render: Aerial View of District Stormwater/ Public Park

Community Stormwater Interaction

The surface stormwater system creates a vibrant environment for the community and fosters engagement via network of walking paths and seating areas throughout.

Hardman Triangle Masterplan

Section 03 | Conceptual Stormwater



03 Stormwater | Types of BMPs

Underground Storage and Treatment:

Stormwater is collected in an underground chamber and routed through filters.



37th Ave. - Minneapolis



Contech CMP Detention System

Surface Filtration:

Basin carved into surface landscape collects water that is filtered through media and routed downstream.



Lynmar Basin, Edina MN



Hassenbank Stormwater Park – Woodbury, MN

Enhanced Filtration:

Enhanced filter media is needed to achieve >50% total phosphorus reduction.

Media physically traps particulate phosphorus bound to sediment.

Media chemically reacts to bind dissolved phosphorus in stormwater (e.g., iron, calcium carbonate).



Seasons Park CC-17 Filter – Woodbury, MN



03 Stormwater | Education, Habitat & Connection



- 01 Towerside, Minneapolis
- 02 Seminary Pond Iron Enhanced Sand Filter
- 03 SEA School & Wildwood Park, Golden Valley

Multi-Benefit Opportunities

Visible and safely accessible stormwater management features provide opportunities for public engagement. Educational signage, trails, and seating areas provide passive recreation. Vegetative BMPs also provide biodiversity, pollinator habitat, and other ecological benefits.

Stormwater features provide an opportunity for social spaces, education, and vegetative habitat while providing treatment.

03 Stormwater | Rate Control Considerations



Stormwater Sizing Plan

1" = 200'

- Watershed Divide
- ⊕ Existing Discharge
- Flow Direction

Existing Stormwater Conditions

The existing conditions of the site drain similar watersheds to storm sewer along Hardman Ave and Grand Ave. Existing storm sewer outlets are undersized relative to new Atlas 14 precipitation amounts and intensities. Existing pipes restrict flow, requiring storage on-site to meet rate control requirements.

Stormwater needs of the site are based on the land use characteristics of each parcel (e.g., percent impervious of each parcel) and stormwater performance requirements of the City of South St. Paul, Lower Mississippi River Watershed Management Organization (LMRWMO), and MPCA's Construction Stormwater General Permit (CSW). Design Standards for rate control require approximately equal distribution of runoff to be directed to Hardman Ave and Grand Ave.

Barr used models to evaluate the proposed site design and identify and size best management practices (BMPs) to achieve the required volume control, water quality and rate control performance. Barr used HydroCAD and PCSWMM to estimate hydrology and hydraulics for the existing and proposed conditions. Barr used P8 to model the pollutant reduction of phosphorus and sediment for the proposed BMPs.

Stormwater Standards			
	City of South St. Paul	LMRWMO	MPCA CSW
Volume Control	Capture and retain on-site 1.1 inches of runoff from the impervious surfaces in post construction conditions.	Reduce volume equal to 1 inch of runoff from impervious surfaces (if volume reduction is feasible).	Not applicable due to the next increase of impervious area <1 acre.
Water Quality	Meet via volume control; or treat to 60% total phosphorus removal if infiltration is not feasible.	Meet via volume control; or treat to 50% total phosphorus removal if infiltration is not feasible.	Not applicable due to the next increase of impervious area <1 acre.
Rate Control	No increase in peak flow from the site during the 2-year, 10-year, and 100-year, 24-hour storm events as compared to pre-redevelopment conditions.	No increase in peak flow from the site during the 2-year, 10-year, and 100-year, 24-hour storm events using Atlas 14 precipitation values as compared to redevelopment conditions.	None.

03 Stormwater | Layout & Phasing



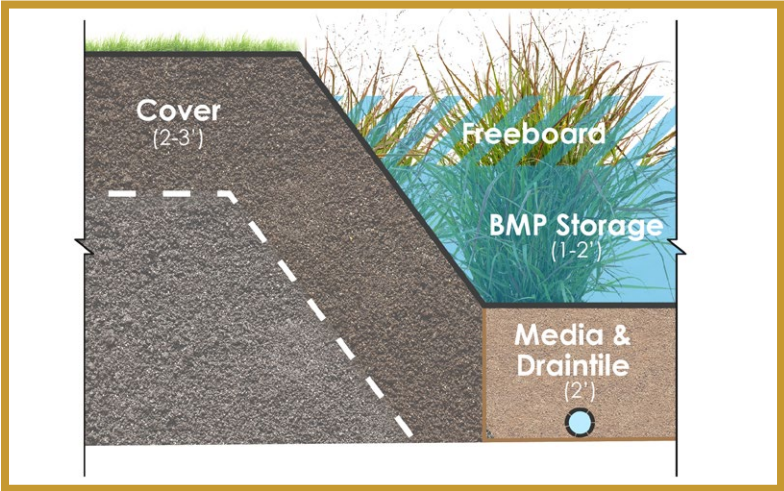
Stormwater Phasing Plan

1" = 200'

- Stormwater Main
- Phase 1
 - BMP at 0.40 acre Footprint
 - BMP at 0.35 acre Footprint
- Phase 2
 - BMP at 1.30 acre Footprint
 - BMP at 0.40 Footprint

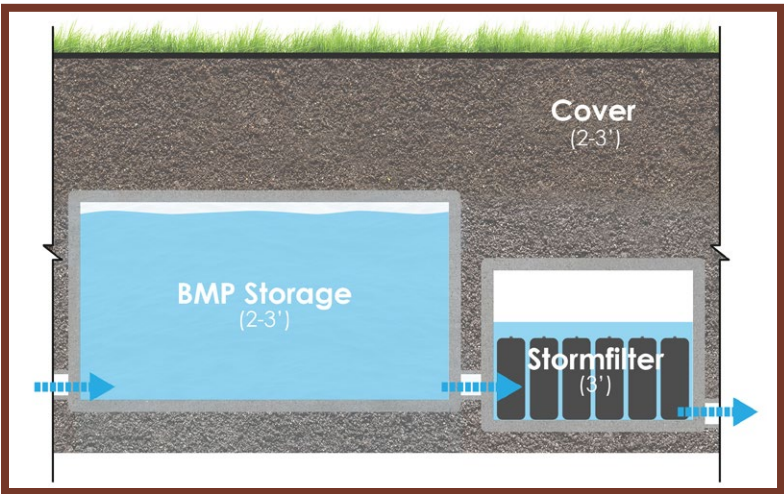
Proposed Above Ground Filtration at North

Treating parcels 4, 5, 6, 7 and north half of ROW
Treatment Volume = 0.57 acre-feet
Storage Volume = ~3 acre-feet + freeboard
BMP footprint = 0.4 - 1.3 acres



Proposed Underground Filtration at South

Treating Parcels 1, 2, 3 and south half of ROW
Treatment Volume = 0.43 acre-feet
Storage Volume = ~0.8 acre-feet
BMP footprint = 0.35 - 0.4 acres



03 Stormwater | BMP Design & Sizing Constraints



- 01 Surface Filtration
- 02 Surface Filtration
- 03 Underground Storage & Treatment

Existing Site Conditions

Infiltration at the site is not feasible due to high groundwater levels and the potential for soil contamination, which prevents on-site volume control. As an alternative, the City allows water quality treatment using filtration practices sized for a volume equivalent to the volume control requirement.

Limited vertical drop between the existing ground surface and downstream storm sewer networks also impacts the design of feasible best management practices and requires larger footprints to store and treat stormwater runoff than would otherwise be needed.

Proposed BMPs

The design, layout, and size of each proposed BMP reflects the need to meet volume control, water quality, and rate control requirements. The existing storm sewer discharging towards Hardman Avenue and Grand Avenue restrict flow under current conditions, resulting in stringent rate control requirements. To achieve future peak flows at or less than current conditions (and thus meet rate control requirements), significant on-site storage is needed, particularly in the proposed surface filtration system discharging towards Hardman Avenue. Essentially, under current conditions and in large storm events, there is significant unintentional on site flood storage which would need to be accommodated in a proposed redevelopment.

The footprint of the surface filtration system in the north end of the site could be significantly reduced (approximately 0.4-acre footprint) if the system were designed only for water quality considerations without rate control considerations. Further study of the regional storm sewer system downstream of the site is needed to determine if there is capacity in the system to allow greater discharge rates from the site. Alternatively, other methods of rate control could be employed on site, such as the use of restricted outlets on building rooftops to store and slowly release runoff from large rain events.

03 Stormwater | Hydrologic and Hydraulic Analysis

Storm Sewer System	Required Treatment Volume (ac-ft)	Planned Treatment Volume (ac-ft)	P8 Modeled Average TSS Reduction (%)	P8 Modeled Average TP Reduction (%)
Hardman Avenue Discharge	0.57	0.8	89%	74%
Grand Avenue Discharge	0.43	0.8	88%	73%

Treatment volume exceeds requirements due to need for additional storage. Volume for north surface filtration assumes 1 foot of storage over basin bottom footprint. Preferred design may use only smaller portion of the basin for treatment.

Technical Results

Barr used the hydrologic, hydraulic and water quality models (HydroCAD, PCSWMM, and P8) to assist in the conceptual design of the proposed stormwater practices to meet the City's and LMRWMO's stormwater requirements. See Appendix A.

Preliminary concept-level analysis demonstrates that the proposed BMPs meet all requirements and:

- Treat a volume in excess of 1.1" of runoff from the impervious surfaces
- Achieve peak flow rates equal to or less than existing conditions for the 2-year, 10-year, and 100-year 24-hour storm events
- Achieve total phosphorus reduction >60%

Storm Sewer System	Existing 2-yr, 24-hr Peak Flow (cfs)	Future 2-yr, 24-hr Peak Flow (cfs)	Existing 10-yr, 24-hr Peak Flow (cfs)	Future 10-yr, 24-hr Peak Flow (cfs)	Existing 100-yr, 24-hr Peak Flow (cfs)	Future 100-yr, 24-hr Peak Flow (cfs)
Hardman Avenue Discharge	18.9	3.8	18.9	9.1	18.9	16.3
Grand Avenue Discharge	20.9	13.1	31.5	17.4	32.1	32.2

Note: Under existing conditions, discharge to Hardman Ave via 24" pipe exceeds capacity for 2-year, 24-year event and greater

03 Stormwater | Next Steps & Future Considerations



Conceptual Masterplan

1" = 200'

Hardman Triangle Stormwater

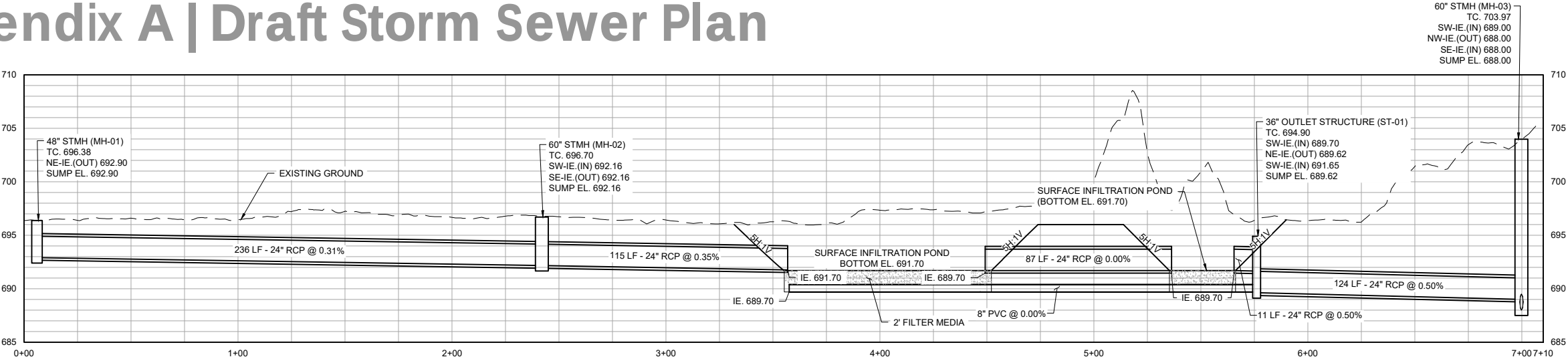
The Hardman Triangle district-scale stormwater analysis demonstrates that developing district-scale (regional) stormwater systems can effectively and efficiently manage stormwater across multiple parcels and the proposed City right-of-way to meet the City's and LMRWMO's requirements, in a manner that can be stacked with public space needs. An observation is that rate control considerations drive the storage volumes necessary in the proposed BMP design. This is particularly true for the proposed surface filtration system at the north end of the site. Barr Engineering recommends the following for future study and considerations:

1. Performing additional analysis of the regional stormwater system may determine that increased peak flow rates relative to current conditions may be permissible without adverse upstream or downstream impacts. On-site rate control features (e.g., roof top storage) may also provide storage upstream of proposed BMPs.
2. Work with potential developers, relevant City departments, and LMRWMO to strategize about critical considerations in developing a successful district-scale stormwater management plan. Key questions to discuss and develop strategies include determining which entity will lead, and which entities need to be involved in each of these critical steps:
 - a. Planning
 - b. Development of a legal framework
 - c. Design and construction. Depending on phasing, there may be multiple leads.
 - d. Ownership
 - e. Operations and maintenance

DRAFT

[illegible]

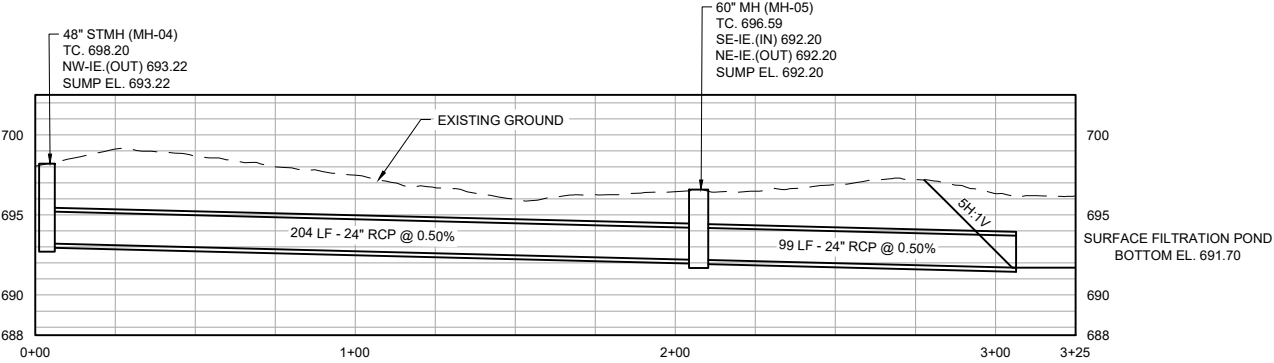
04 Appendix A | Draft Storm Sewer Plan



1 PROFILE: STORM SEWER

0 30 60
HORIZONTAL SCALE IN FEET

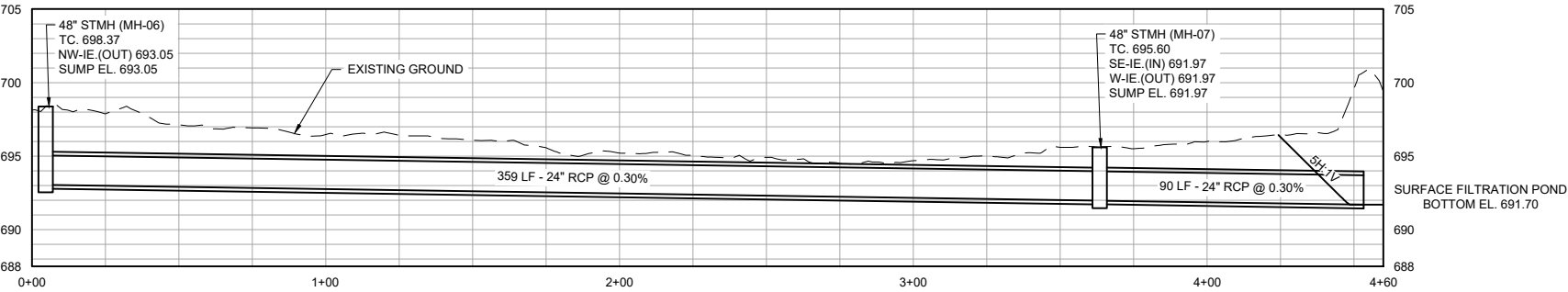
0 6 12
VERTICAL SCALE IN FEET



2 PROFILE: STORM SEWER

0 30 60
HORIZONTAL SCALE IN FEET

0 6 12
VERTICAL SCALE IN FEET



3 PROFILE: STORM SEWER

0 30 60
HORIZONTAL SCALE IN FEET

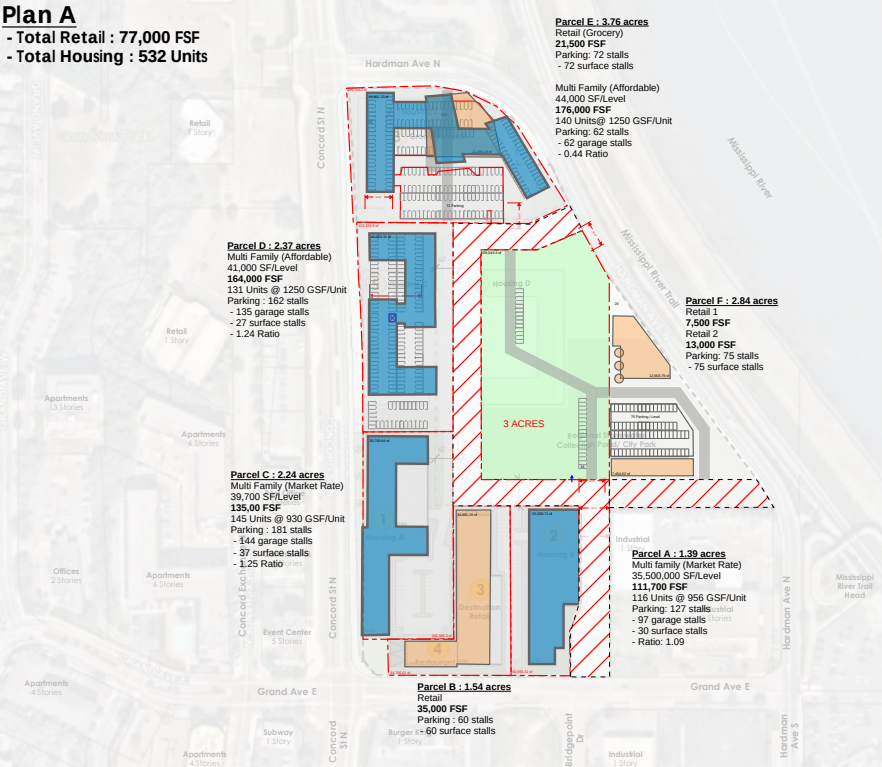
0 6 12
VERTICAL SCALE IN FEET

PRELIMINARY DRAFT
NOT FOR CONSTRUCTION

					CLIENT							BARR			Project Office:			Scale		AS SHOWN			CITY OF SOUTH ST PAUL			HARDMAN TRIANGE STORMWATER ANALYSIS			BARR PROJECT No.	
					PERMIT										BARR ENGINEERING CO.			Date		01/17/2025			SOUTH ST PAUL, MINNESOTA			SOUTH ST PAUL, MN.			23/19-1552.00	
					BID										4300 MARKETPOINTE DRIVE			Drawn		EPF						STORM SEWER PROFILES			CLIENT PROJECT No.	
					CONSTRUCTION										SUITE 200			Checked		SGW									DWG. No.	
					RECORD										MINNEAPOLIS, MN 55435			Designed		BARR									REV. No.	
					RELEASED TO/FOR							Corporate Headquarters:			Ph: 1-800-632-2277			Approved		NDC									C-02	
					DATE RELEASED							Minneapolis, Minnesota			Ph: (952) 832-2601														A	
												Fax: (952) 832-2601			www.barr.com															
NO.					BY																									
					CHK.																									
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04 Appendix B | Masterplan Study

CENTRAL PARK - Option #1



1 | Schematic Masterplan
SCALE: 1" = 200'-0"

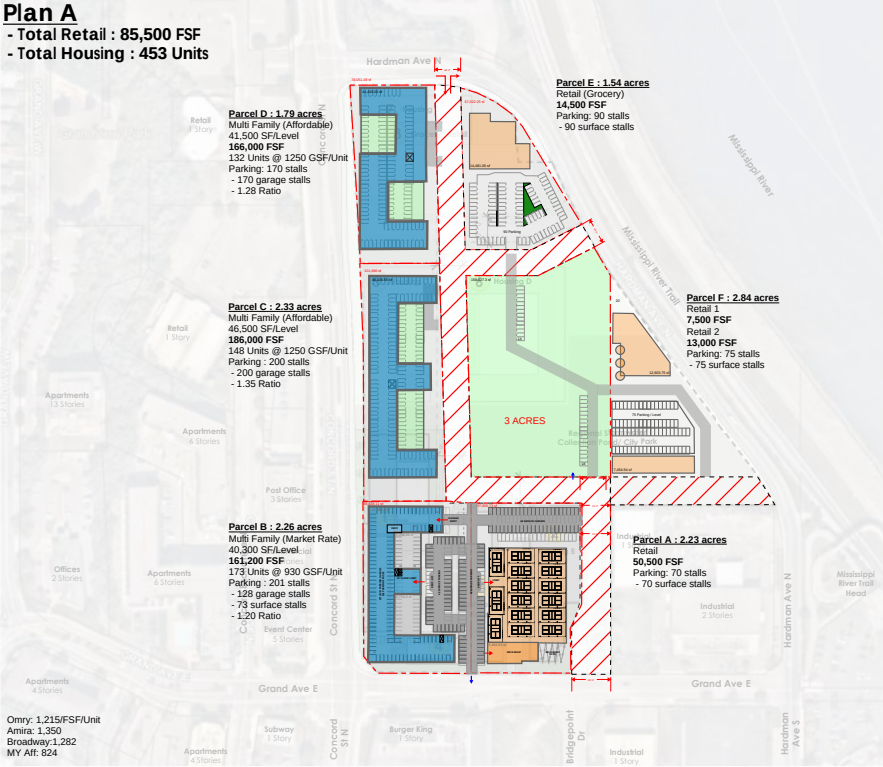
Schematic Redevelopment | 11/4/2024

Hardman Triangle - South St Paul | 224214A

Schematic Masterplan | P1.4



CENTRAL PARK - Option #2



1 | Schematic Masterplan
SCALE: 1" = 200'-0"

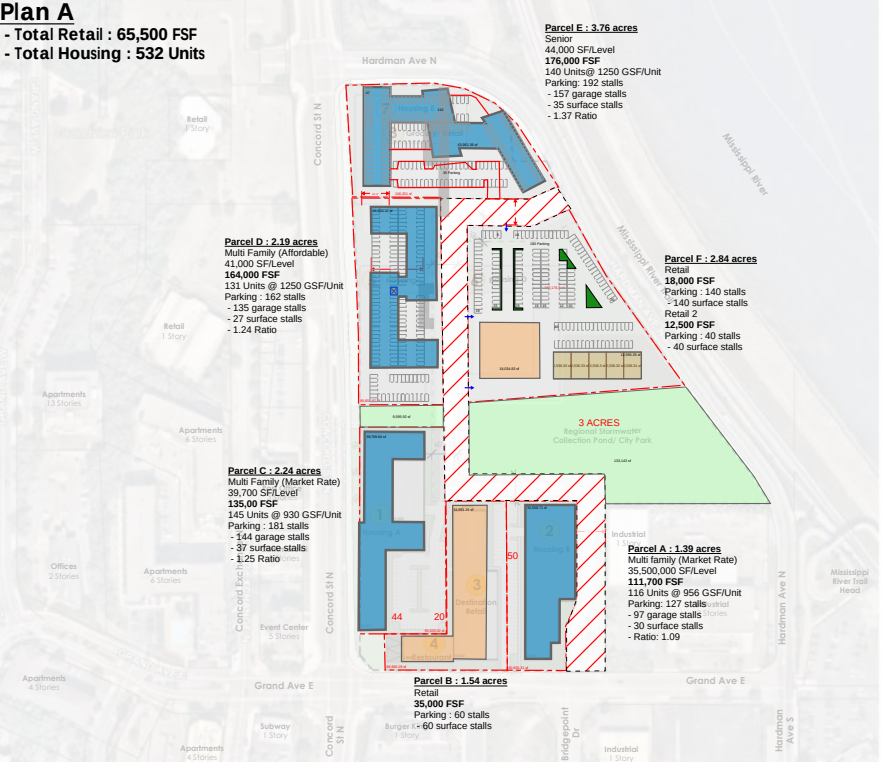
Schematic Redevelopment | 11/4/2024

Hardman Triangle - South St Paul | 224214A

Schematic Masterplan | P1.5



E/W PARK - Option #1



1 | Schematic Masterplan
SCALE: 1" = 200'-0"

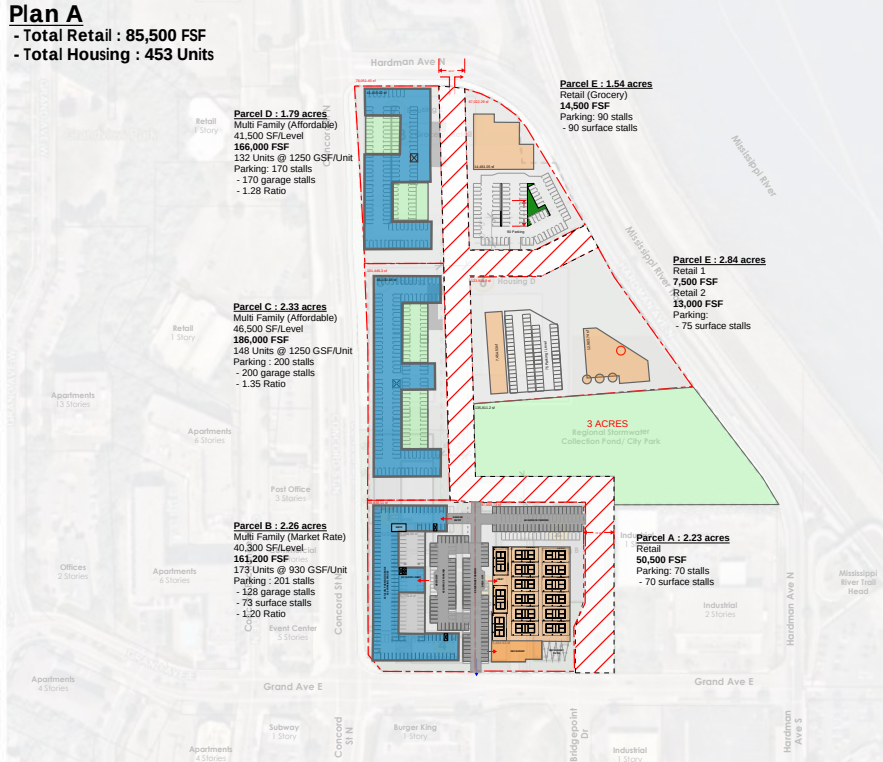
Schematic Redevelopment | 11/4/2024

Hardman Triangle - South St Paul | 224214A

Schematic Masterplan | P1.2



E/W PARK - Option #2



1 | Schematic Masterplan
SCALE: 1" = 200'-0"

Schematic Redevelopment | 11/4/2024

Hardman Triangle - South St Paul | 224214A

Schematic Masterplan | P1.3





PLANNING COMMISSION AGENDA REPORT

DATE:

March 5, 2025

DEPARTMENT:

Planning & Zoning

PREPARED BY:

Michael Healy

AGENDA ITEM NUMBER:

6.B.

MEETING TYPE

Regular Meeting

AGENDA ITEM

Required Planning Commissioner Training

ACTION TO BE CONSIDERED OR DESIRED OUTCOME

The Planning Commission should select a date and time that will work for a training session with the City Attorney.

OVERVIEW

Background

Unlike most of the City's boards and commissions, the Planning Commission is required to exist by State Statute and has specific responsibilities that are laid out in State Statute. When the Planning Commission reviews a land use application (i.e. a variance, a conditional use permit, or a rezoning request), the findings that the Planning Commission adopts are part of the City's official record. If the City is challenged in court for approving or denying the land use application, the official record plays an important role in determining whether a judge will side with the City or not. If the Planning Commission fails to adopt adequate findings or fails to review a conditional use permit or a variance using the mandatory review criteria that are laid out in State Statute, this can have significant negative legal and financial consequences for the City and its taxpayers. A judge may find that the City's land use decision was "arbitrary and capricious" and they can throw out the City's approval or denial and make their own determination about the land use application.

For many years, new Planning Commissioners and new City Councilmembers received a land use and law training from the City Attorney as part of their onboarding processes. At some point, the Planning Commission stopped receiving this training, and it was only provided to City Councilmembers. New Planning Commissioners have instead been provided with written training materials prepared by the American Planning Association and the League of Minnesota Cities. New Planning Commissioners have then been invited to sit down with the City Planner prior to their first meeting to discuss the materials and ask any questions that they have about their new role.

There has been significant turnover on the Planning Commission over the past five years and the City Council wants to provide the Planning Commission with additional training resources going forward to ensure that all Statutory requirements are being met. The City Council has directed City Attorney Kori Land to provide all seven sitting Planning Commissioners with a comprehensive training in land use planning and Minnesota law. This training will be considered mandatory for all Planning Commissioners and will be provided each year to new members who are joining the commission. Incumbent commissioners who have already received the training will likely receive some type of refresher every year or two, but those details are still being worked out with the City Attorney's office.

Scope of the Training Session

City Attorney Kori Land is an experienced (and fun!) presenter who has prepared a roughly 2 1/2 hour crash-course in Minnesota Law and land use planning. She will cover variances, conditional use permits, interim use permits, nonconforming ("grandfathered") uses, attaching legal conditions of approval to permits, case studies, and more.

What is Needed From Planning Commission

Ms. Land is not available on the first Wednesday of the month, so the training session will need to take place outside the regular Planning Commission meeting schedule. The training will take roughly 2 1/2-3 hours and the City has budgeted for providing a light supper of Jimmy John's sandwiches for all seven commissioners if the training is going to take place over dinnertime. The Planning Commission is asked to decide the following:

1. What time does the Planning Commission want this training to take place?

- 5 PM to 8 PM
- 6 PM to 9 PM
- 7 PM to 10 PM

2. Which of these dates will work for all seven Planning Commissioners?

- Thursday, March 20th
- Tuesday, March 24th
- Thursday, March 27th
- Thursday, April 3rd
- Thursday, April 10th
- Thursday, April 17th
- Thursday, April 24th
- Tuesday, April 29th
- Wednesday, April 30th

What Happens if a Planning Commissioner Misses the Training?

This training is considered mandatory, so any Planning Commissioner who is unable to attend the main session will need to set up a make-up session with the City Attorney to remain in good standing as a member of the Planning Commission. To keep training expenses down, it would be ideal if all seven Planning Commissioners could attend the same training session.

SOURCE OF FUNDS

The City's budget for legal expenses will cover the cost of the City Attorney training. The Jimmy John's sandwiches will be paid for using the Planning Department's training and conference budget.

ATTACHMENTS

None



PLANNING COMMISSION AGENDA REPORT

DATE:

March 5, 2025

DEPARTMENT:

Planning & Zoning

PREPARED BY:

Michael Healy

AGENDA ITEM NUMBER:

7.A.

MEETING TYPE

Regular Meeting

AGENDA ITEM

Staff Update: Joint Worksession on March 10th

ACTION TO BE CONSIDERED OR DESIRED OUTCOME

Staff is informing the Planning Commission about an upcoming optional joint worksession meeting, no action is required.

OVERVIEW

Upcoming Joint Worksession Meeting

The next Planning Commission-City Council Joint Worksession to discuss the South Concord Corridor Study has been scheduled for Monday, March 10th at 7 PM. This will be the third joint worksession focused on this corridor study. The first joint worksession was a kickoff meeting with a Strengths-Weaknesses-Opportunities-Threats (SWOT) exercise. The second joint worksession was a discussion of the market study that the consultant team completed for the corridor. The purpose of this third discussion is to develop a preliminary consensus about what the vision is for the future of the South Concord Corridor.

Attendance at the joint worksession is not mandatory for Planning Commissioners, but this is an opportunity to play a larger role in the corridor study. The project team will prepare a "corridor vision" based on guidance provided at the Joint Worksession, and City Staff will bring this vision document to a regular Planning Commission meeting for a recommendation and a regular City Council meeting for final approval.

Background

The "South Concord Corridor" refers to land that is in the southeastern corner of South St. Paul between Interstate 494 and the community's southern border with Inver Grove Heights. The corridor sits at the bottom of a 100-foot-tall river bluff. The bluff forms the corridor's western boundary, and the Mississippi River forms its eastern boundary. The backbone of the corridor is Concord Street, a north-south arterial road that is owned by Dakota County and was the main thoroughfare in the region until the construction of US-52 in the 1970's. There are two steeply graded local roads that provide connectivity between the South Concord Corridor and the

residential neighborhoods at the top of the bluff. A large part of the South Concord Corridor consists of industrial properties located between Concord Street and the river which are served by a small network of low-amenity local roads. The local road network serving the industrial businesses is punctuated by multiple at-grade railroad crossings.

South St. Paul adopted its 2040 Comprehensive Plan in October of 2020. The adopted comprehensive plan identifies the South Concord Corridor as a future redevelopment area and calls for a study of the corridor to take place within 5-10 years. The City's official zoning map and the 2040 Comprehensive Plan's future land use map are not currently in alignment when it comes to many of the parcels on the South Concord Corridor. State Statute requires that the zoning map and future land use map be brought into alignment, but this task cannot be completed until the City completes its study and determines what the long-term vision is for this corridor.

Selection of Swanson Haskamp Consulting, LLC as Project Consultant

The City released a Request for Proposal (RFP) for the corridor study in June of 2024. The City received four proposals and selected a proposal from Swanson Haskamp Consulting, LLC with Michael Lamb Consulting, LLC as a subcontractor. This same team of consultants assisted the City with the successful North Concord Mixed Use District Update project in 2021.

Overview of Project Scope

The project consists of three main tasks:

1. Complete a market study of the corridor. *This task is complete*
2. Develop a corridor vision. *This task is the focus of the Joint Worksession on March 10th.*
3. Implement the corridor vision. *This task will begin after the corridor vision has been formally adopted. Implementation may include updates to the future land use map, updates to the zoning map, and updates to the zoning code.*

Links

Memo from May 28th City Council Worksession meeting with additional project background:
https://www.southstpaul.org/AgendaCenter/ViewFile/Agenda/_05282024-1319

Project webpage with maps & historical documents related to the South Concord Corridor:
<https://www.southstpaul.org/909/South-Concord-Corridor-Zoning-Study>

SOURCE OF FUNDS

This project has a \$60,000 “not to exceed” budget. A Redevelopment Incentive Grant (RIG) from the Dakota County Community Development Agency (CDA) is covering \$25,000 of that cost. The remaining \$35,000 is being covered by the South St. Paul Economic Development Authority’s Redevelopment Fund.

ATTACHMENTS

1. Map of South Concord Corridor

**ATTACHMENT 1
MAP OF THE SOUTH CONCORD CORRIDOR**

