

Hillcrest Master Plan

Saint Paul, MN

Draft Report as of October 15, 2021



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The City of Saint Paul, MN

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DRAFT

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ACKNOWLEDGEMENTS

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PREAMBLE

PLACE HOLDER



INTRODUCTION



THE PURPOSE OF THE PLAN

The purpose of this Plan is to serve as a guide for the redevelopment of the site. It establishes the policies and the physical framework of streets, land uses, stormwater, and open spaces that will create the structure within which the community will grow.

The Plan seeks to establish a balance point between flexibility and predictability. Flexibility for the property owner to attract tenants, sell land, and redevelop property. Predictability for the City and the neighbors (and future residents and business that will occupy the site) so they can invest with confidence.

STRUCTURE OF THIS PLAN

This Plan has two parts - Background and Master Plan. The Background section of this Plan describes the premise of the Plan, the physical setting of the site, the process to create the Plan (including community engagement), and the goals and priorities of the Plan.

The Master Plan section is divided into topical chapters: (Land Use, Open Space, Transportation, Sustainability, Housing, Zoning, Phasing). The Land Use through Transportation chapters each begin with a description of its contents, followed by policies and site layouts, street sections and/or other images. The Housing, Sustainability, Zoning, Phasing, and Other Implementation chapters contain only text. The policies, site layouts, and street sections are binding direction for the site's development, except as potentially modified (see Zoning chapter).

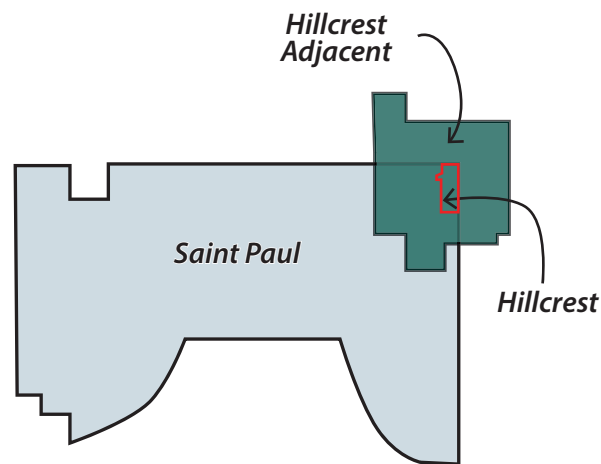
BACKGROUND



THE PEOPLE OF THE EAST SIDE

Today, the East Side of Saint Paul is a mosaic of people, institutions, and workplaces. It maintains its role as the gateway to Saint Paul by welcoming new Americans from around the world. Neighborhoods have grown together to become one plural community, and large workplaces have largely given way to hundreds of small and medium businesses.

The following tables compare data from the “Hillcrest Adjacent” US Census block groups to the entire city of Saint Paul.



| HOUSEHOLD INCOME | | |
|-------------------------|--------------------|------------|
| | Hillcrest Adjacent | Saint Paul |
| Less than \$35,000 | 25% | 34% |
| \$35,000 - \$49,999 | 18% | 13% |
| \$50,000 - \$74,999 | 21% | 18% |
| \$75,000 - \$99,999 | 14% | 12% |
| \$100,000 or more | 22% | 23% |
| Median Household Income | \$57,301 | \$52,841 |

Compared to the rest of Saint Paul, the neighborhoods adjacent to Hillcrest site have a greater percentage of households earning between \$35,000 and \$99,999 per year. However the same area has lower percentage of households earning less than \$35,000 and more than \$99,999. Hillcrest adjacent neighborhood are middle income with a slightly higher median income as compared to the City as a whole

| HOUSING UNITS | | |
|------------------|--------------------|------------|
| | Hillcrest Adjacent | Saint Paul |
| Owner Occupied | 75% | 49% |
| Renter Occupied | 25% | 51% |
| Median Rent Paid | \$1,102 | \$901 |

Compared to the rest of Saint Paul, the households around the Hillcrest site have a higher rate of homeownership. In addition, the average rent is approximately 10% higher. Larger unit sizes in this area may contribute to the differences in rent.

| RACE / ETHNICITY | | |
|---------------------------|--------------------|------------|
| | Hillcrest Adjacent | Saint Paul |
| White | 58% | 52% |
| Black or African American | 10% | 15% |
| Native American | 1% | 1% |
| Asian | 15% | 18% |
| Other | 0.3% | 0.2% |
| Multi-Racial | 5% | 4% |
| Hispanic | 11% | 10% |

Compared to the rest of Saint Paul, the population in the neighborhoods adjacent to Hillcrest is similarly diverse. A considerable percentage of residents in the Hillcrest area were not born in the United States. This has been an ongoing characteristic of the area as it has been the landing spot for generations of new Americans for over 150 years.

| YEAR MOVED INTO EXISTING UNIT | | |
|-------------------------------|--------------------|------------|
| | Hillcrest Adjacent | Saint Paul |
| 2010 or later | 42% | 52% |
| 2000 - 2009 | 22% | 24% |
| 1990 - 1999 | 14% | 12% |
| 1980 - 1989 | 18% | 11% |
| 1979 or earlier | 11% | 7% |

Compared to the rest of Saint Paul, households around Hillcrest tend to be slightly less transient. Nearly 60% of the households have been living in the same unit for over 10 years.

HISTORY OF THE SITE

The land that would eventually become the Hillcrest site is located in the greater Mississippi River Valley. This land was home to Dakota and Ojibwe peoples prior to removal or displacement in the 1800s. At the time of the Europeans’ arrival, the Hillcrest site was a deciduous savannah. The land entered private land ownership, was cleared, and cultivated as agricultural land and grazing land until the 1920s.

The Hillcrest Golf Course was designed and opened in 1921. At the time, the golf course was surrounded by undeveloped land. In 1945, at a time of heightened anti-Semitism, two members of the Jewish community identified the need for a club that would allow Jewish members. They purchased the club that year and it became one of the first and only exclusively Jewish golf clubs in the Twin Cities.

Hillcrest Golf Course expanded its membership in the 1970s and remained an active golf course through 2017, when it was closed for financial reasons. Its current landscape reflects this past use in its unique features - including mature trees, wetlands, and hills comingling with remnants of the golf course - flat areas where the tee boxes were positioned in front of cleared fairways (now overgrown) and once manicured putting greens.

Though the golf course has rolling hills, wetlands, and significant trees,

it was never a public park. And though it has natural features, it is a highly denuded site. Upon its closure, in 2017, it was deemed a brownfield due to the decades of mercury spray that was used to keep the manicured appearance of the golf course. Due to its decades of misuse and current mercury contamination, today it is unsuitable for use (or development) and will require significant remediation prior to re-development.

In 2019 the site was purchased by the St. Paul Port Authority (SPPA) using bonding authorized by the Saint Paul City Council via Ordinance 19-39 (see page 4). Ordinance 19-39 establishes the framework of the arrangement between the City and the SPPA. A main condition of the ordinance is the requirement to develop a Master Plan to guide the future of the site.

In the 2040 Comprehensive Plan, the City of Saint Paul identified the 112-acre site that was formally home to the Hillcrest Golf Course as one of thirty-five opportunity sites located with the city. These sites were selected for their development potential and will have a significant impact on Saint Paul’s vitality, tax base, and livability.

In the Fall of 2019, the City began the process of developing this Plan.

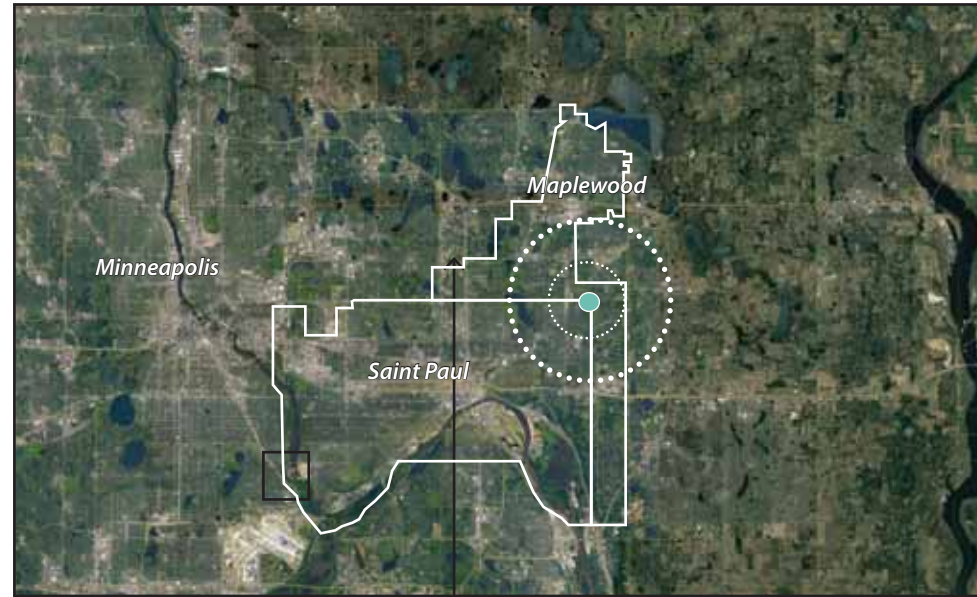
CITY AND REGIONAL CONTEXT

The 112-acre Hillcrest site is located in the far northeast corner of Saint Paul, on the boundary with Maplewood. The site is five miles northeast of downtown Saint Paul in the Greater East Side neighborhood.

The broader East Side neighborhood is notable for its industrial history; its development coincided with the establishment of 3M, Hamm's Brewery, and Whirlpool Manufacturing. The neighborhood reflects these mid-century suburban development patterns.

There is a range of local and regional parks nearby - including Phalen Regional Park and Maplewood Nature Center - with unique ecological benefits and recreational opportunities.

Saint Paul and the Greater East Side in the Region



Regional Highways and Freeways

STREETS AND TRANSPORTATION

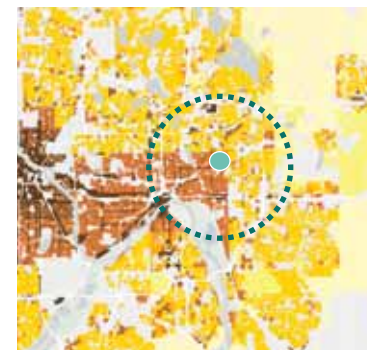
The East Side has access to the regional freeway system along all sides. This pattern has allowed the interior to be developed with primarily neighborhood patterns.



Industrial Land Use
Railroad

INDUSTRIAL CONNECTION

The East Side employment base was originally from industrial lands along rail lines that connected east/west across the upper Midwest. Throughout the 20th Century, employment transitioned to job centers along freeways and arterials.

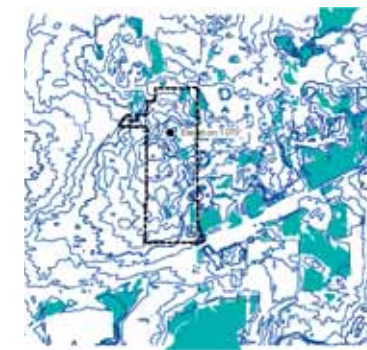


Urban
Rural

HOUSING DENSITY

The site is located on a transition edge of housing density from medium suburban to low density suburban.

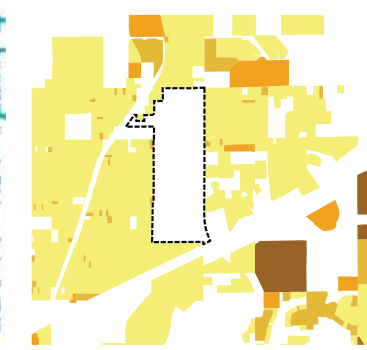
Hillcrest in the East Metro



Industrial Land Use
Railroad

TOPOGRAPHY AND WETLANDS

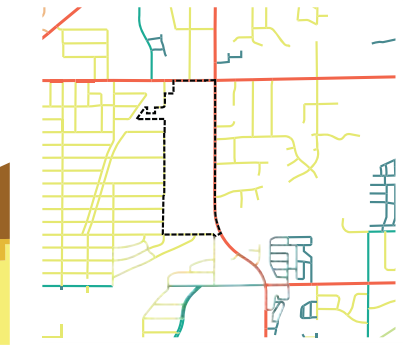
The Hillcrest site is located at the high point in Ramsey County. It has rolling hills and several wetlands that are part of a larger hydrological system.



Single family detached
Multifamily
Manufactured Housing

HOUSING AND NEIGHBORHOODS

The site is in a predominately residential area, surrounded by housing built between 1940 and 2000.



Local Streets
Arterials

STREETS AND TRANSPORTATION

Located on the edge of Saint Paul, the Hillcrest site is between two different development and block patterns. The west is characterized by rectangular grid, the east is represented by cul-de-sacs and lower density housing.

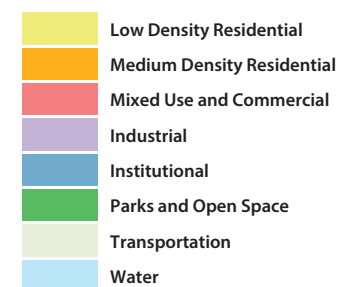
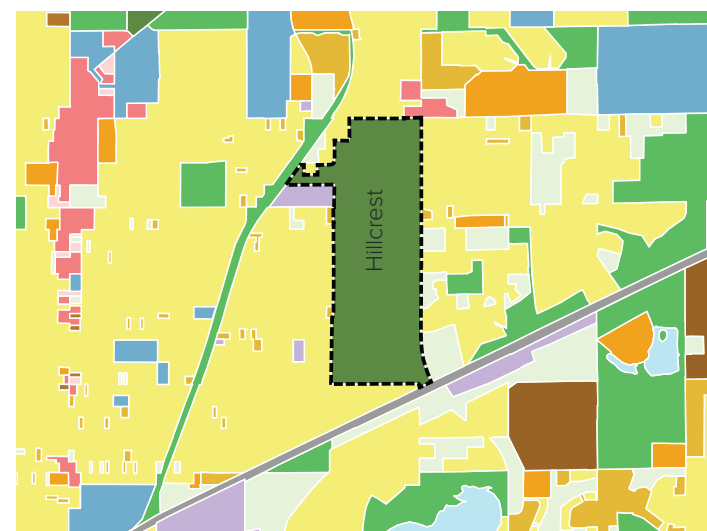
REGULATORY FRAMEWORK

Zoning and Land Use

The City of Saint Paul identified the Hillcrest site as one of its major opportunity sites in the 2040 Comprehensive Plan. An Opportunity site is guided by the Comprehensive Plan for redevelopment into a mix of uses including jobs, housing, commercial, and open spaces. The purpose of Opportunity sites is to create areas of greater density, better transit service, more jobs, and needed social and community infrastructure.

The north portion of the site is designated as a Neighborhood Node - a place where residents can walk to many of their daily needs.

The site is zoned R2 One-Family Residential. A rezoning ordinance will accompany the Master Plan to allow for a greater range and intensity of uses that align with the Comprehensive Plan's designated land uses.



EXISTING LAND USE
The site is primarily surrounded by residential neighborhoods. Redevelopment of the site can support the health of these neighborhoods by filling in housing gaps, providing additional green space, stable and living wage jobs, and goods and services within a short distance.

Ordinance 19-39

In 2019 the site was purchased by the St. Paul Port Authority (SPPA) using bonding authorized by the Saint Paul City Council via Ordinance 19-39. Ordinance 19-39 establishes the framework of the arrangement between the City and the Port Authority by establishing key expectations for the site's development, including:

- SPPA will prepare the site for development, including environmental remediation, public infrastructure, and ready development pads;
- Outside of affordable housing and advanced energy infrastructure, the project will pay for itself;
 - » No tax increment financing (TIF) will be requested for infrastructure;
 - » No further financial assistance will be requested from the City to complete the project; and
 - » SPPA will be responsible for the cost of any reasonable off-site improvements to public infrastructure required to serve or support the project;
- Parks and open space will be provided;
 - » The City's parkland dedication requirements will be met;
 - » SPPA will deliver approximately five (5) acres of active improved park via a contribution of \$2.5 million (note: the full cost to develop this acreage will probably exceed this contribution); and
 - » Approximately 15 acres of publicly accessible passive open space, buffers, and stormwater retention space;
- Mix of uses, including substantial light industrial; and
- A capacity to produce approximately 1,000 jobs and 1,000 housing units.

COMPREHENSIVE PLAN GUIDANCE



PROPOSED LAND USE - SAINT PAUL 2040 COMPREHENSIVE PLAN
The site is defined in the Comprehensive Plan as an Opportunity site with a Neighborhood Node located on the north portion of the site. The Saint Paul Comprehensive Plan has designated most of the area to the west as Urban Neighborhood.



[Click Here for a link to the City of Saint Paul Comprehensive Plan](#)

NEIGHBORHOOD NODES

Neighborhood Nodes are compact, mixed-use areas that provide shops, services, neighborhood-scale civic and institutional uses, recreational facilities and employment close to residences. They may be neighborhood centers, transit station areas, or urban villages and have often developed adjacent to major intersections or at former streetcar stops. Neighborhood Nodes serve a neighborhood's daily needs including access to food; reduce public infrastructure disparities; improve livability; and accommodate growth. Neighborhood Nodes are denser concentrations of development relative to the adjacent future land use categories. Neighborhood Nodes foster an equitable system of compact, mixed-use, and commercial centers across the city to increase access to community services (such as health care) and businesses, and support pedestrian-oriented neighborhoods.

URBAN NEIGHBORHOODS

Urban Neighborhoods are primarily residential areas with a range of housing types. Single family homes and duplexes are most common, although multi-family housing predominates along arterial and collector streets, particularly those with transit. Multi-family housing, schools, neighborhood parks, religious institutions and cemeteries may also be scattered throughout Urban Neighborhoods. Limited neighborhood-serving commercial may also be present, typically at intersections of arterial and/or collector streets.

MIXED-USE

Mixed-use areas are primarily along thoroughfares well-served by transit. The main distinguishing characteristic is a balance of jobs and housing within walking distance of one another.

OTHER POLICIES

Many other Comprehensive Plan policies have been referenced in creating this plan, on details such as transportation, parks and open space, and water resources.

Neighborhood Character

The Hillcrest site bridges St. Paul's Greater East Side and the City of Maplewood. Though both areas are primarily single-family residential, the differences in age of neighborhood development and jurisdictional design standards have created distinct and often divergent neighborhood characteristics between them. Despite the neighborhoods predominately residential character, there are small existing commercial properties at the northwest and northeast corners of McKnight Road and Larpenteur Avenue.

The far East Side of St. Paul is primarily composed of pre-1960 development. The residential development to the west of the Hillcrest site is notable for its grid layout, standard rectangular quarter-acre lots, wide, tree lined streets, and pedestrian friendly parkways. Open green spaces and recreation opportunities are conveniently located within the neighborhood. The Maplewood neighborhood to the east of the site was primarily developed for residential use after 1980. The neighborhoods are distinct for large homes, limited pedestrian infrastructure, focus on vehicular circulation, and lack of a grid street network.

The separation of Maplewood and East St. Paul is further reinforced through the current design and high traffic volume of McKnight Road as well as the use of walls and barriers along the edge of the current golf course. The development of the Hillcrest site will connect these differing neighborhood types and should identify features and development patterns that would be of benefit for all.



BLOCK STRUCTURE & AGE OF DEVELOPMENT

The site sits on the boundary of two different development patterns. To the west, the development from 1950s is defined by smaller parcels and strong grid. To the east, suburban residential development from the 1980s is defined by larger parcels, increased shared open space, and meandering roads.

ADJACENT SAINT PAUL NEIGHBORHOOD CHARACTER



ADJACENT MAPLEWOOD NEIGHBORHOOD CHARACTER



Utilities

EXISTING SYSTEM

As a former golf course, the utility network to the existing Hillcrest site is very limited. The vacant club house has water and sanitary service; however, the rest of the site does not have water or sanitary sewer infrastructure.

WATER SYSTEM

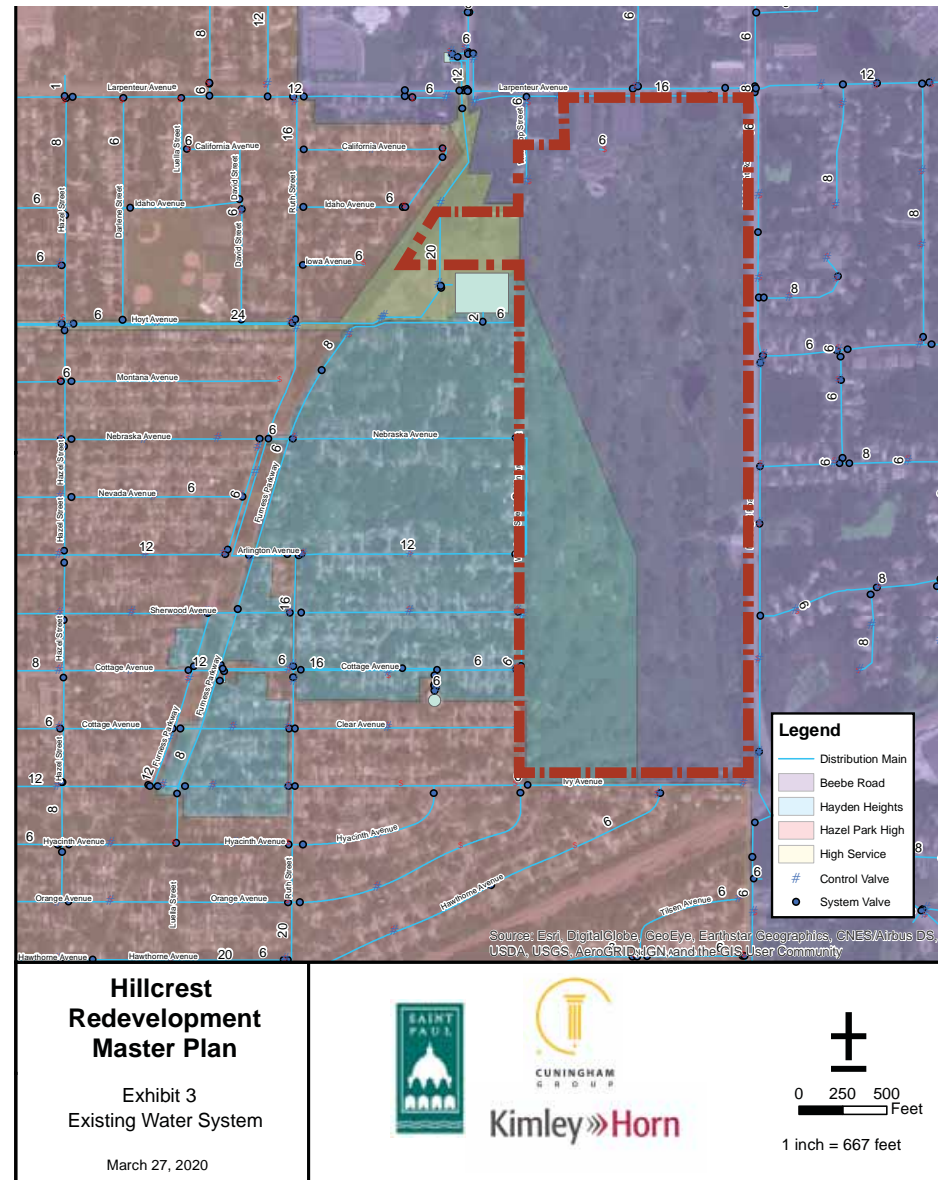
The site will receive water from the municipal water utility, St Paul Regional Water Services.

There are existing 16-inch distribution mains to the north and east boundaries of the site on Larpenteur Avenue and Mcknight Road. There are also a combination of 6-inch and 8-inch mains on the southern and western borders of the site. The Hillcrest site is unique because it is located between three different pressure zones. SPRWS would like to combine these systems into one pressure zone, and they are currently investigating this in their Infowater model.

SANITARY SYSTEM

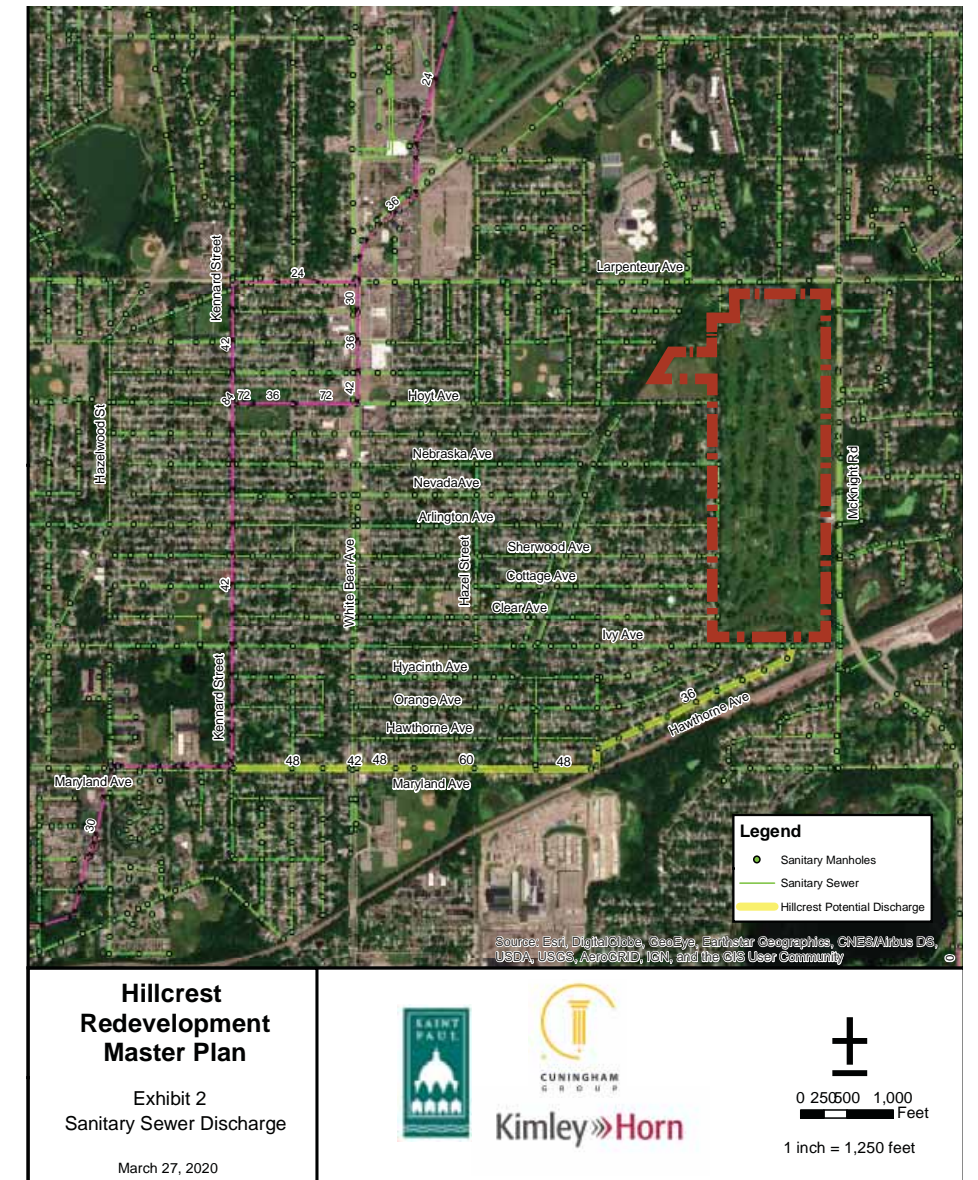
Similar to the water system, the site will connect to the existing municipal sanitary system. The north, east and west boundaries of the site have a mix of 8-inch and 12-inch gravity sewer. To the south there is a 36-inch diameter pipe that increases in diameter as it flows southwest along Hawthorne Ave to the intersection of Maryland Ave and Kennard St. where it discharges into an existing MCES interceptor 1-SP-214. Prior to discharging to the MCES interceptor, there is a short segment of 15-inch pipe. This may be a limiting factor during planning and design. Based on the topography and existing planning reports, it is anticipated the sanitary sewer system will flow south to the 36-inch Hawthorne Ave pipe.

[Click Here for a link to Utilities Report](#)



EXISTING WATER SYSTEM

The site will receive water from the municipal water utility, St Paul Regional Water Services and will connect to the existing water grid.



EXISTING SANITARY SYSTEM

There is no current infrastructure on the site.

Transportation

Transportation has played an important role in the growth of the Hillcrest area. Prior to freeway construction in the 1950s, the area was connected to Downtown Saint Paul and the Region via arterial roadways and a standard urban grid of rectangular blocks and local streets. Arterials were laid out across the East Side at half mile intervals, the areas in between were platted with local streets. The rectangular grid was occasionally interrupted by topography, natural features or rail lines.

Over time, arterials widened to handle the growing demand of an expanding region. However, the East Side had a unique commuting pattern due to the prevalence of industrial and manufacturing jobs. Despite the growth of Downtown jobs after World War II, many East Side residents maintained their more localized commuting patterns that connected neighborhoods to the several industrial areas throughout the east metro - many adjacent to rail lines.

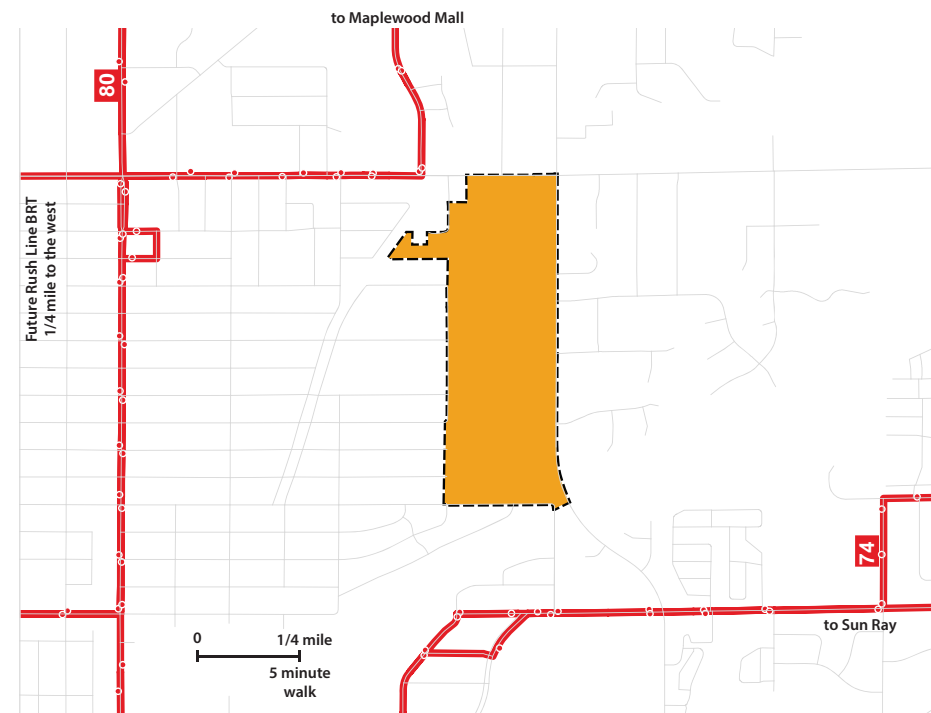
In addition, a streetcar system was gradually built across the region, stretching from Stillwater on the east to Excelsior on the west. The Hazel Park streetcar line served Hillcrest until 1954, running along Furness Parkway connecting downtown Saint Paul to Mahtomedi.

In the 1960s and 1970s, arterial streets were widened, American households purchased more cars and residents of eastern Saint Paul relied more on personal vehicles for transit. This dominance of vehicular traffic exists in the current suburban framework.

Currently, the site has limited connection to the public transit system. A single bus route stops near to, but not adjacent to the site's northern portion. A second route is within a walk of the southern edge of the site. There are no planned transit service extensions, although the jobs and housing planned for this site could be an important influencing factor for future service decisions.

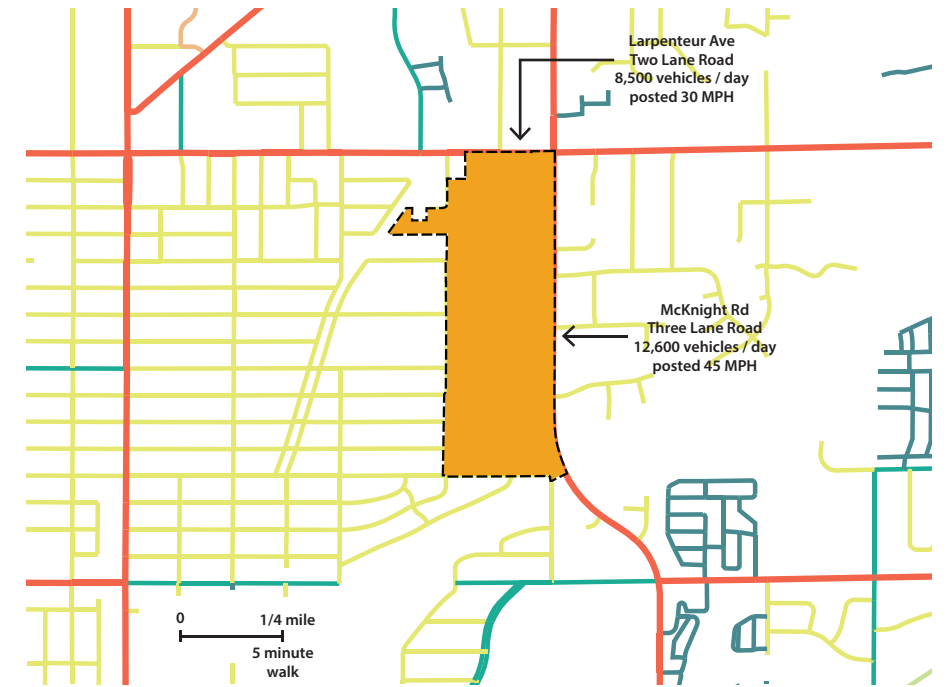
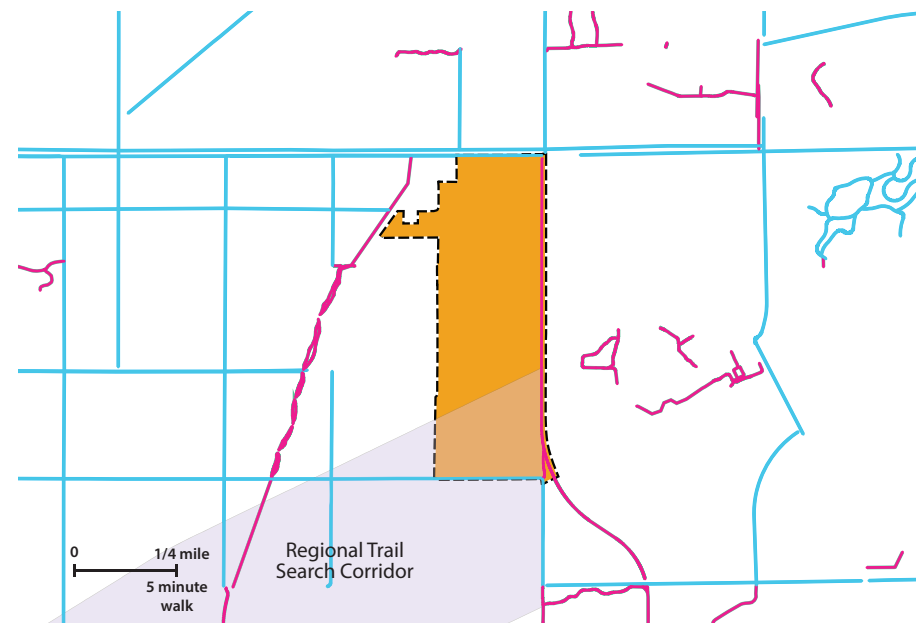
Although Furness Trail, the west side of McKnight, and the Larpenteur Avenue bike lanes are nearby, most streets adjacent to the site lack pedestrian and bicycle facilities to allow for safe non-motorized transportation.

[Click Here for a link to Transportation Report](#)



TRANSIT ROUTES

Two Metro area bus lines service the general area, but there are currently no stops adjacent to the site. The Plan will encourage improved transit service to the site in order to improve regional accessibility and encourage a mix of uses.



ROAD NETWORK

The site is located at the intersection of county roads Larpenteur Avenue E and McKnight Road N. It has direct access to MN-Highway 36 and Interstate 94. The site currently obstructs local traffic connections between the Saint Paul neighborhood to the west of the site and the Maplewood neighborhood to the east.

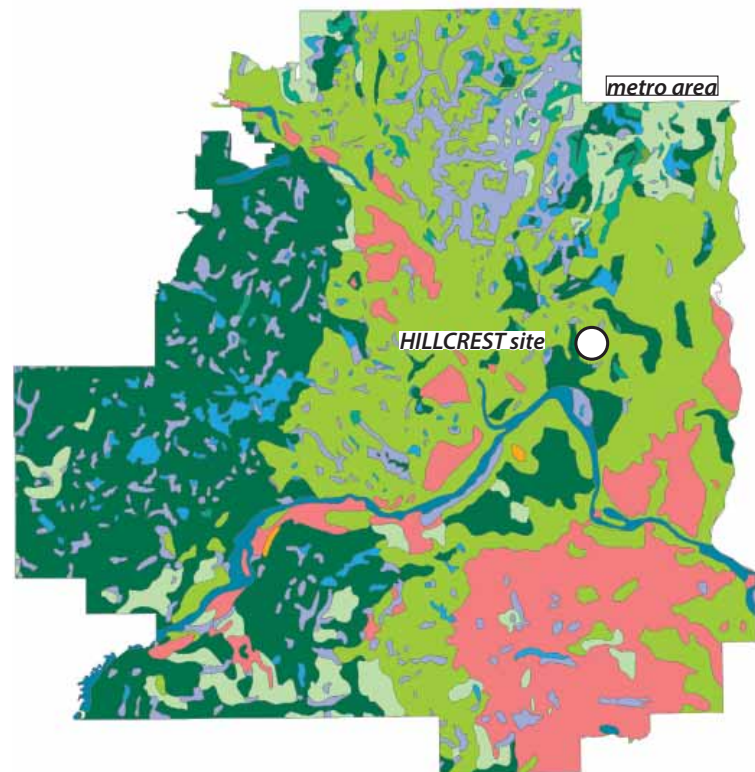
TRAILS

The site is adjacent to several local trails and bike lanes which access local and regional destinations. The Plan will encourage direct connections to these systems.

ENVIRONMENTAL SYSTEMS

Presettlement Ecology

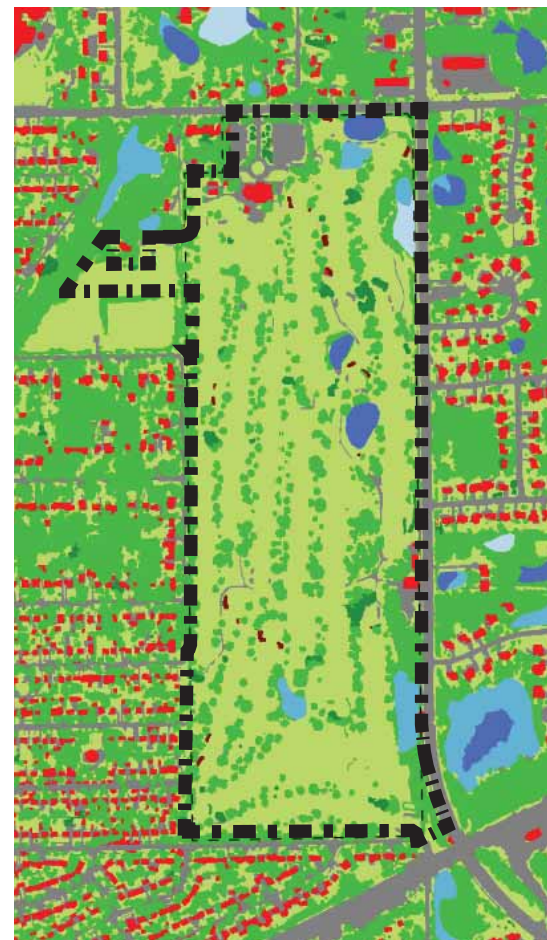
Prior to European settlement of the Mississippi River Valley in the early 1800s, the land that would eventually become Hillcrest Golf Course was covered by a deciduous savannah classified as oak barrens and openings. These deciduous savanna communities, which once stretched across Central Minnesota, are intermediate ecosystems, falling ecologically between forest and prairies in species make-up and form. They are significant for discontinuous adolescent tree canopy – often oaks – and high level of shrub and groundcover diversity, being home to species associated with both prairie and forest communities. These savannahs were historically maintained by fire and by grazing bison and elk. This disruption kept them in a perpetual adolescent state, never reaching full maturation into the big wood forests seen in other parts of the state. The limited tree canopy and relatively rich, dry soils made them highly desirable agricultural lands and were rapidly converted from their savannah forms into agriculturally productive, settled land.



- oak barrens and openings
- brush prairie
- open water
- aspen oak land
- prairie
- river bottom forest
- big woods
- wet prairie

Current Land Cover

The current land cover is a mix of freshwater ponds, emergent wetlands, shrub wetland, grasslands and shrubs, deciduous tree canopy, and coniferous tree canopy. This existing level of diversity in land cover type offers the opportunity to provide a unique site features, and support a diverse range of urban flora and fauna.



CURRENT LAND COVER
The Hillcrest site is currently defined by its lack of development and diverse range of landcover types.

- Deciduous Tree
- Grass/Shrub
- Building
- Lake/Pond
- Emergent Wetlands
- Impervious Surface
- Project Boundary

Pollution

The historic and repetitive agricultural practices used to maintain the golf course introduced significant levels of mercury contamination into the soil that remains to this day. An Environmental Site Assessment completed in June 2019 identified widespread, shallow mercury soil contamination concentrated around storage facilities and former course greens. Future redevelopment will include remediation strategies to ensure the health and well-being of the residents and surrounding environment. This will likely include removal of contaminated soils and the vegetation growing within it, dredging of wetlands and ponds, potential import of replacement topsoil, replanting of various plant communities, etc.. In order to do this, much of the first few feet of soil across the site will have to be tested and disturbed. This will likely result in the loss of most trees on the interior of the site.



KNOWN OR SUSPECTED AREAS OF IMPACTED SOIL REQUIRING EXCAVATION FOR SITE CLEANUP

- Former Greens
- Former Tee Boxes
- Former Fairways
- Former Maintenance Area Buildings
- Known or suspected areas of mercury contamination requiring excavation for site cleanup
- Berms with debris / solid waste

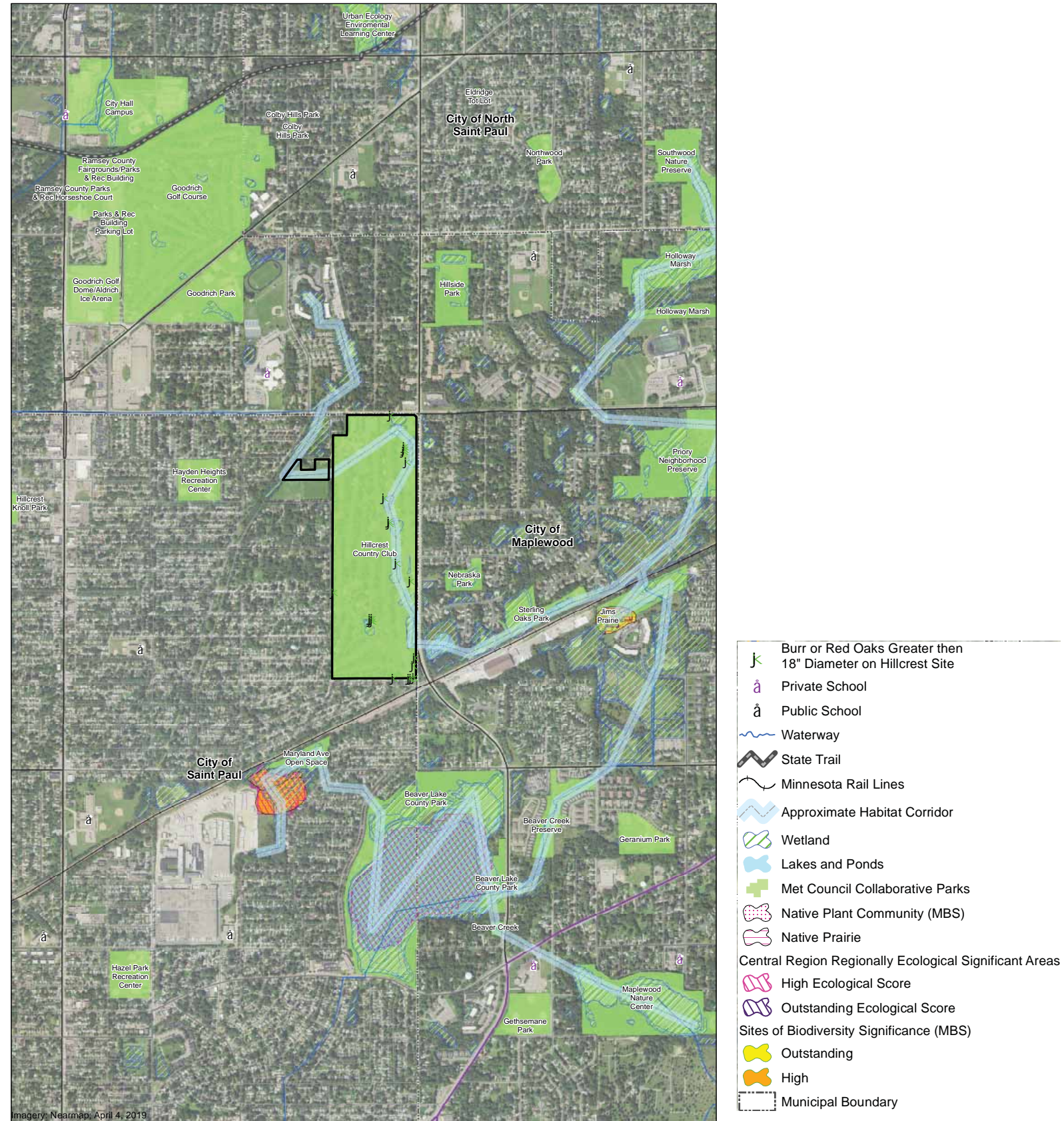
Open Space and Habitat Connectivity

The site's current mix of land covers - grasses, mature tree canopy, topographic variation, and wetlands - provide a diverse range of habitats for urban flora and fauna. While this plan will reduce overall open green space with the transition to development, the development should look for opportunities to enhance the ecological health of the site, maintain the diversity of habitat types, and connect to the larger suburban/urban ecosystems - including wildlife. Restoration efforts within the Hillcrest site may provide a crucial habitat connection between valuable natural resources in the vicinity of this site.

Connections between these natural resources have been severed by surrounding development resulting in isolated remnant natural communities. There may be an opportunity to restore these connections and provide natural resource habitat and native plant communities for protection of threatened, endangered, and special concern plant and animal species.

OPEN SPACE CONNECTIVITY

The Hillcrest site is adjacent and proximate to a range of open, green spaces from large park, golf courses, and nature preserves. This offers the unique opportunity to connect to the regional open space network.



Topography

One of the most unique features of the site is its rolling topography. The site's peak is at 1075' in the north of the site; its low point is 992' in the south of the site. The high point divides the site into a north third and a south two-thirds of the site. This topographic variation also creates unique microclimates and stormwater patterns. Further, this peak is the highest in Saint Paul.

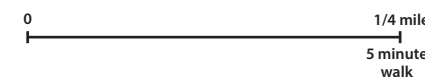
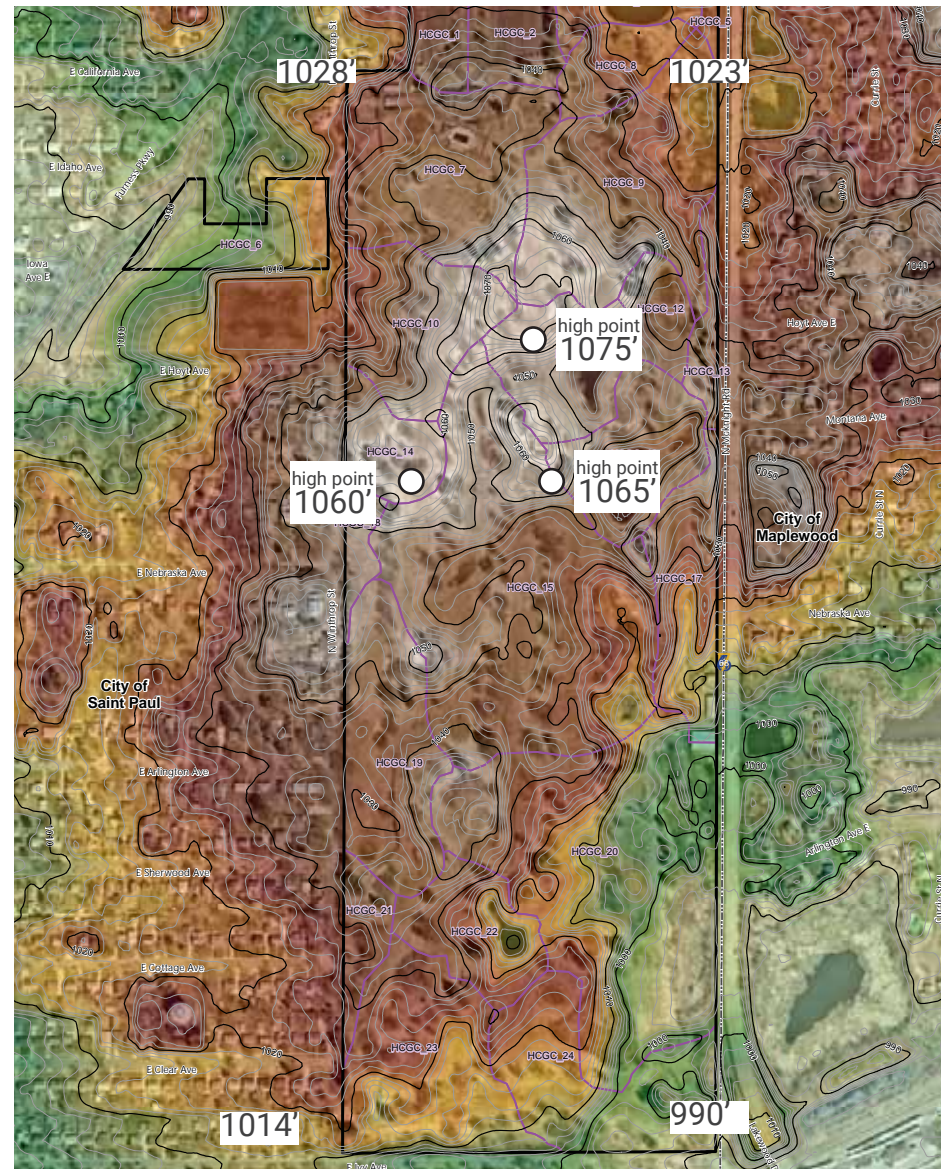
The site's slopes range from below 5% to over 30%, with variation throughout the site. Flatter areas on the site are located north of the high point, where the clubhouse and parking lot were located, as well as pockets in the middle of the site. Several of the wetlands are associated with the flat areas of the site - particularly those in the north.

The topographic variation creates unique challenges to the redevelopment of site. Each of the expected land uses - residential, light industrial, rights-of-way, and open space - have specific grading requirements. Light industrial sites generally need the largest, flattest development pads.

Many of the smaller plateaued areas on the site south of the high point are associated with the tee boxes and greens.

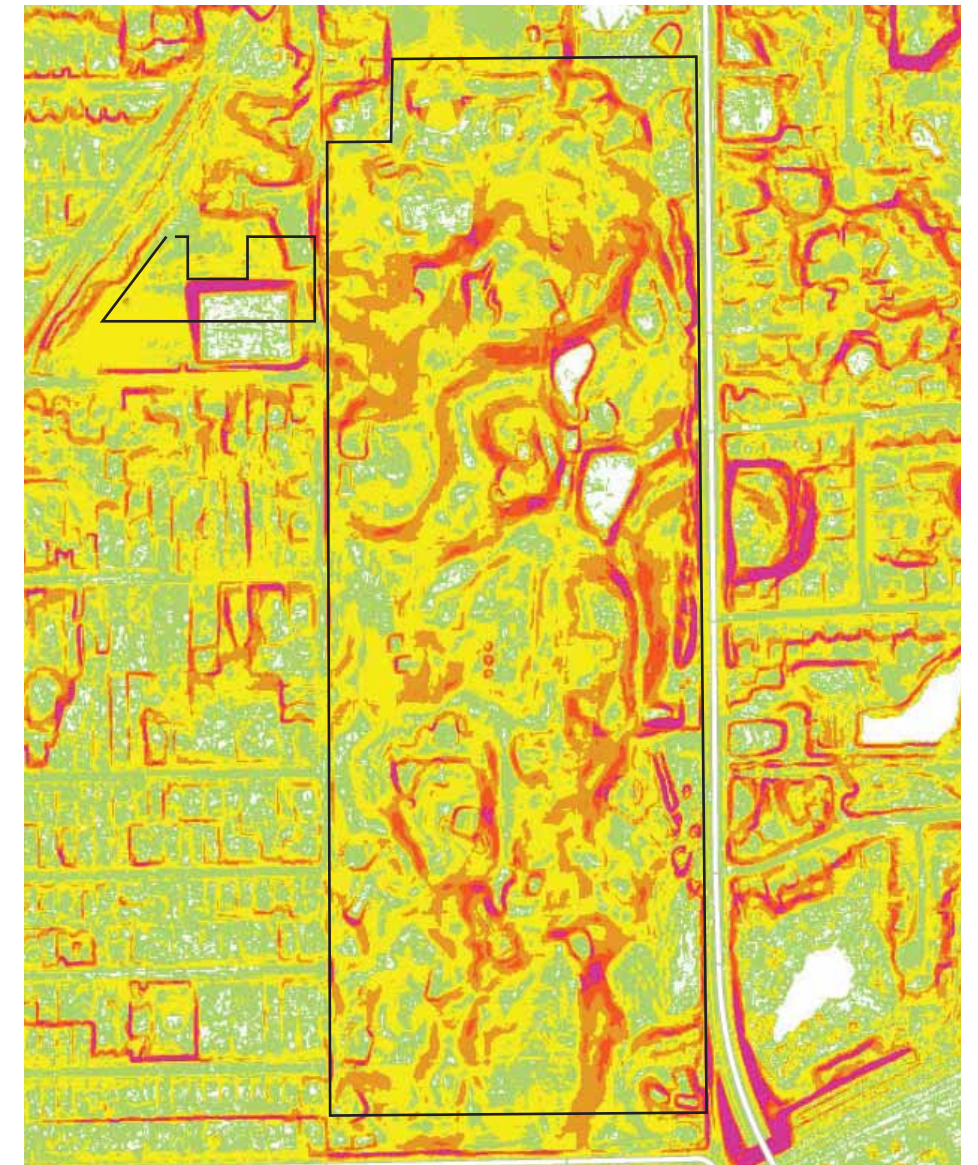
Other steep areas are along McKnight Road. When McKnight was built to modern standards, it was lowered, thereby requiring a retaining wall and steeper slopes along the site's eastern edge.

Development of the site will require extensive soil remediation, removal, and new fill brought onto the site. It is anticipated that land preparation will alter the topography considerably in places, and minimally in others.



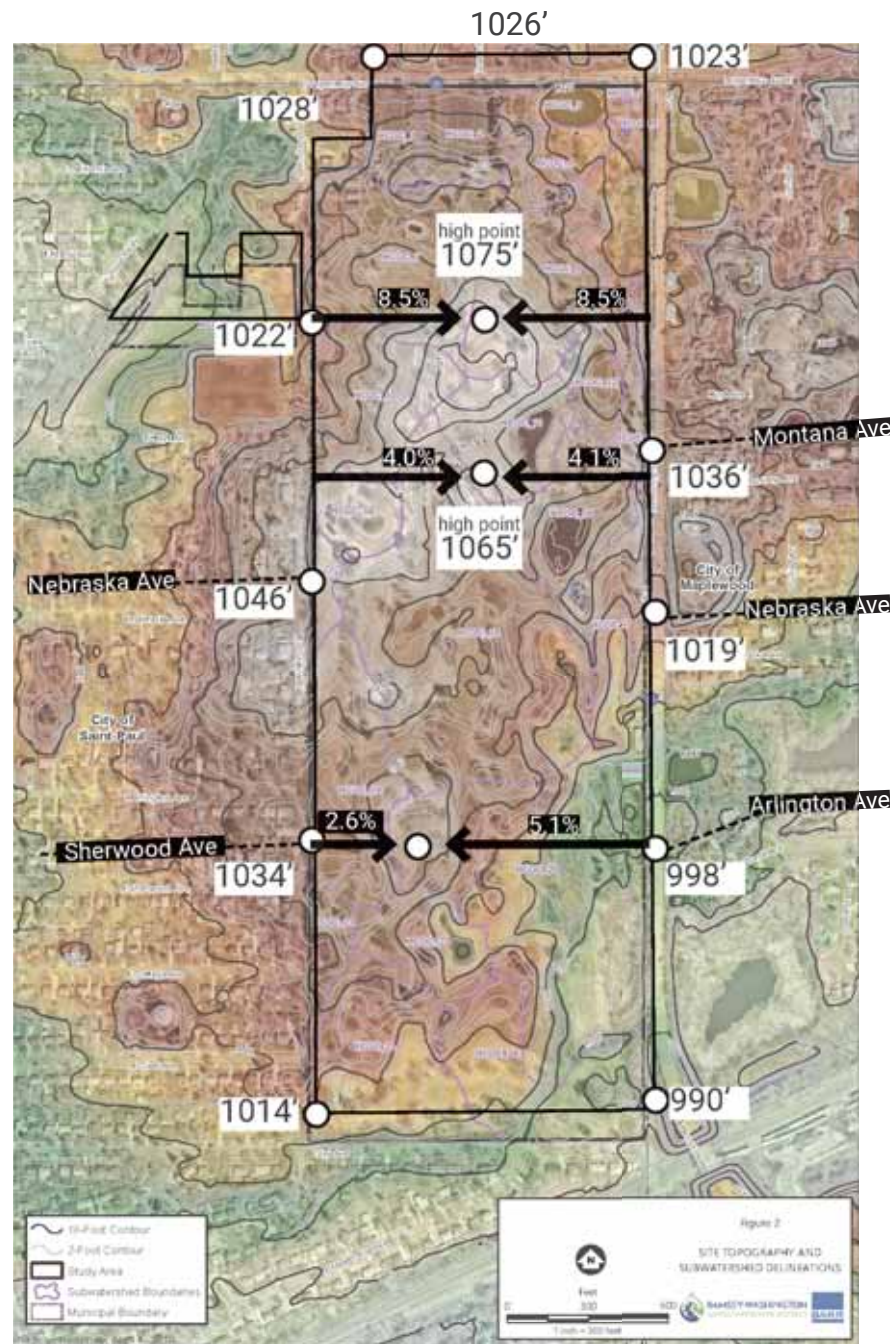
TOPOGRAPHY

There is significant grade change throughout the Hillcrest site, 1075' in the north of site to 992' in the south. Most notably, the site is home to the highest point in the City of Saint Paul.



SLOPE ANALYSIS

There is significant slope variation throughout the site, ranging from <5% to >30%. This presents unique challenges to the location of land use that demand large flat sites for development..



SLOPE MATCH

Any changes in the site slope is restricted by the slopes of the surrounding area. This is particularly important for placement of the rights-of-way.

Wetlands

Following the topographic patterns of the site, wetlands are primarily located in low elevations along the eastern edge of the site. The wetland areas are generally vegetated with a combination of native and non-native species.

A level 2 wetland delineation report was conducted in Spring 2020. A total of ten wetlands were identified and delineated. All potential wetland areas (mapped hydric soils, NWI signatures, and low depressional areas) were reviewed on-site and either delineated or determined to be upland.

| WETLAND INVENTORY (FROM WETLANDS DELINEATION REPORT, JULY 2020) | | | |
|--|--------|---------------------------------|--------------------------|
| Name | Size | RWMWD Management classification | Circular 39 Wetland Type |
| Wetland A | .68 ac | Manage C | Type 5 |
| Wetland B | .43 ac | Not Assessed | Type 3 |
| Wetland C | .93 ac | Manage B | Type 3 |
| Wetland D | .79 ac | Manage C | Type 3 |
| Wetland E | .49 ac | Not Assessed | Type 6* |
| Wetland F | .13 ac | Not Assessed | Type 3/6 |
| Wetland G | .39 ac | Not Assessed | Type 5 |
| Wetland H | .41 ac | Not Assessed | Type 4 |
| Wetland I | .04 ac | Manage C | Type 5 |
| Wetland J | .05 sc | Manage C | Type 1 |

*wetland E Type 6 designation modified to Type 7 per MWCA TEP (Oct. 2019)

[Click Here for a link to Wetlands Report](#)



WETLANDS

There are estimated to be 5.6 acres of wetlands on site of varying type. These wetlands are a significant site resource for their habitat, storm water mitigation, and site feature potential. Further, wetland regulations will inform potential development areas.

Tree Canopy

The site contains a substantial amount of mature tree canopy. In addition to adding habitat, beauty, and community character, the mature trees provide a high level of pollution mitigation in this urban area through removing CO2, particulates, and ozone. Twenty one trees, mostly mature oaks, have been identified by the City's consultants as significant to the site for their ecological benefits, health, age, and size. The oak stands located in the upland hill slopes are generally located near wetland areas with potential wet mesic prairie restoration opportunities. Although protection of significant trees is desirable, many trees will need to be removed in the course of pollution remediation and site preparation.

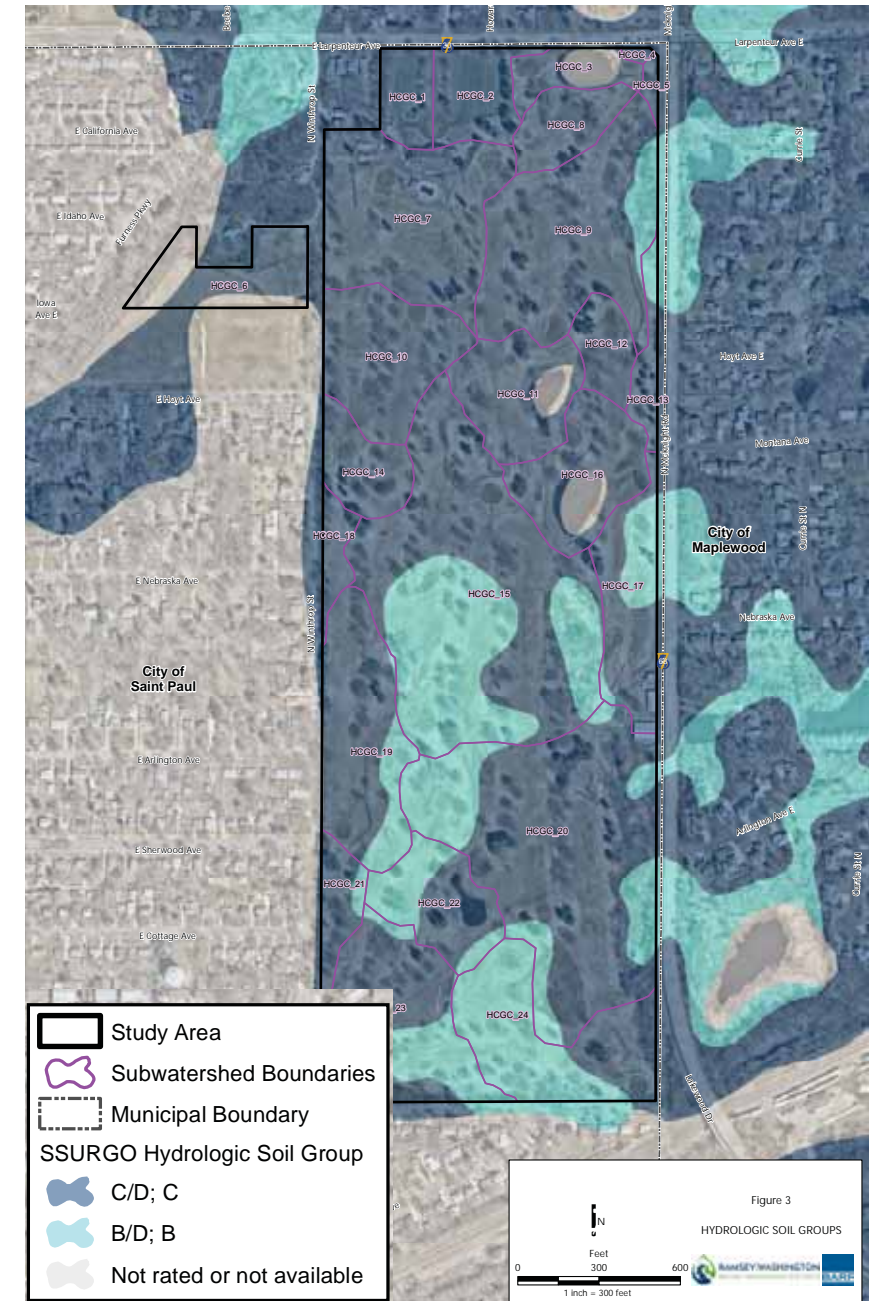
Soils

The site's soils are of significant ecological value, since mass grading did not occur to establish the golf course, and native soil profiles are generally intact. The site is predominately covered with high clay soils - class C/D. These soils have low infiltration rates, which will impact the stormwater management opportunities on the site.



TREE CANOPY

Trees originally planted when the golf course was initially built have matured and become a significant resource to the site. It is estimated that the site has roughly 33% tree canopy coverage – 36 acres of full canopy coverage. Of those, 21 trees have been identified as significant.



SOILS

The Hillcrest site is mostly comprised of clay soils -group C/D, C- with select areas silty - BD,B- soils. Clay soils have low rates of stormwater infiltration.

Climate

Trends

Consistent with worldwide trends, Minnesota is expected to see significant changes to climatic conditions in coming years; with the climate getting warmer and wetter. The average maximum daily temperature in the state is expected to raise 3 degrees, the frequency of extreme heat events is expected to increase by 200 percent, and the number of days below freezing is expected to decrease by 8 percent by 2040 (EPA, 2020). These shifting temperatures will mean changes to the overall energy use patterns of communities. While the increase in temperatures will reduce the overall number of heating days, rising temperatures and projected extreme heat events will increase the need for cooling of occupied buildings. The average yearly number of cooling degree days is expected to increase by 44 percent while the number of heating degree days is expected to decrease by 10 percent by 2040. New development should prioritize reduction of overall energy consumption through integration of sustainable energy systems and identify methods, both active and passive, that could help reduce overall energy needs.

Similar to temperature patterns, overall precipitation is expected to rise 6 percent, with 57 percent increase in the frequency of extreme precipitation events, by 2040 (EPA, 2020). These increases would significantly impact the overall stormwater burden on region's natural areas and infrastructure. The site's development can take steps to mitigate these climate impacts and make communities more resilient in the face of changing climatic conditions. (See Sustainability Chapter and Parks & Open Space Chapter.)

Energy Impacts

The changing climate conditions will also mean changing energy needs of communities. While the increase in temperatures will reduce the overall number of heating days, rising temperatures and projected extreme heat events will increase the need for cooling of occupied buildings. New development should prioritize reduction of overall energy consumption through integration of sustainable energy systems and identify methods, both active and passive, that could help meet these changing needs.

ADVISORY COMMITTEES

This Plan was created under the direction of the City of Saint Paul, in collaboration with stakeholders from the community. The process was guided by a Technical Advisory Committee (TAC) and Community Advisory Committee (CAC).

The TAC consisted of approximately 20 staff members from the City of Saint Paul, Ramsey County, Metro Transit, St. Paul Regional Water Services, the Ramsey Washington Watershed District, and the City of Maplewood, all public agencies with an interest and decisionmaking authority on the site and/or infrastructure surrounding it

The role of the TAC was to provide input to the formation of the Plan and to review the draft layouts and text prior to community engagement for technical and regulatory feasibility. The TAC met approximately monthly throughout the project discussing topics such as land use layouts, street and trail layouts and design, wetlands, transit needs, stormwater design, park needs, ownership and maintenance expectations, art, economic development trends, code interpretations, and more.

The CAC was formed in 2019 through an application process. The composition of the CAC included residents from both Saint Paul and Maplewood, as well as representatives from the business community, and individuals with a particular expertise in housing and multimodal transportation.

The role of the CAC was to help shape the Plan and to provide input in the public engagement process. Early in the process the CAC adopted a set of Community Priorities. These twenty three Priorities can be found on page ## of this document.



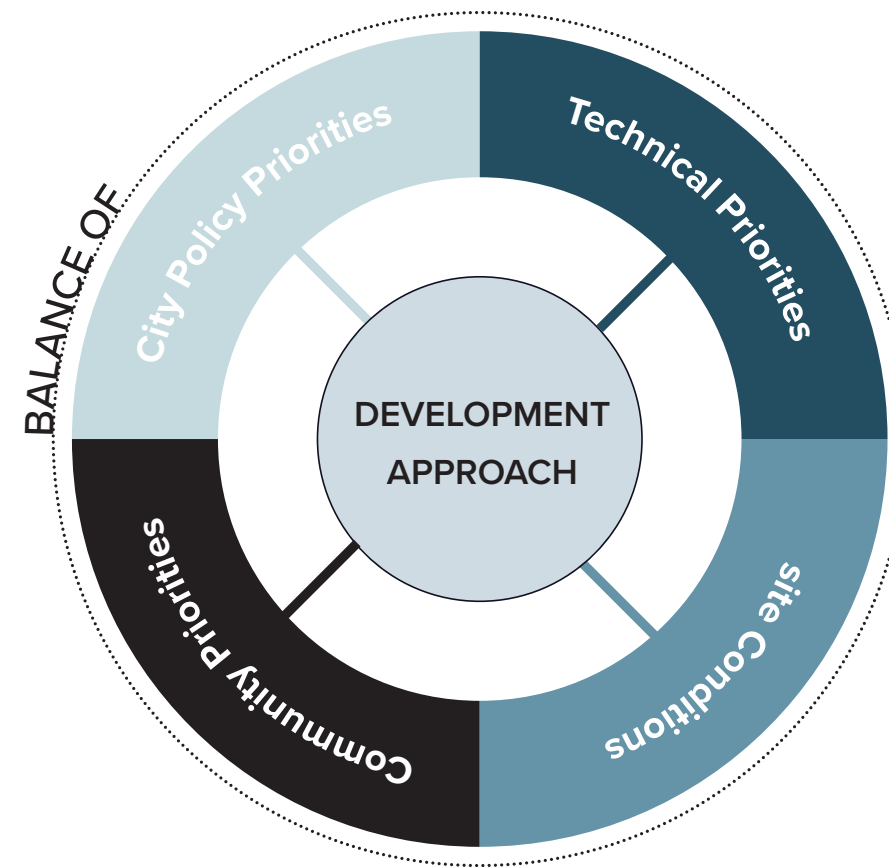
DEVELOPMENT APPROACH

Throughout Phase 1 of the planning process, the City and consultant team worked with the various stakeholders to establish the guiding policies, community and technical priorities, and site conditions. As with most redevelopment projects, the Hillcrest Master Plan follows a development approach that attempts to satisfy all four of these factors.

The technical priorities and City policy priorities were established by a Technical Advisory Committee in conjunction with the St. Paul Port Authority (SPPA). The community priorities were affirmed by the Community Advisory Committee, as informed by broad community engagement. The community priorities are listed on page 22

Among these priorities are key policy priorities of +/- 1,000 jobs; +/- 1,000 households; +/- 20 acres of parks, trails and open space; and establishment of a neighborhood node. These priorities guided creation of draft development approaches.

Throughout Phases 2 and 3, the team invited stakeholders to evaluate different approaches and scenarios against these policies, priorities and site conditions. Plans were adjusted after feedback from stakeholders.



+/- 1000 JOBS

The SPPA endeavors to bring approximately 1,000 jobs to the site in the form of light industrial, production, and modern manufacturing.



+/- 1000 HOUSEHOLDS

Housing at Hillcrest will likely occur in a range of styles, sizes and types - including, townhouses, apartments, cooperative living arrangements - to accommodate a diverse community of residents.



20 ACRES OF PARKS, TRAILS, AND OPEN SPACE

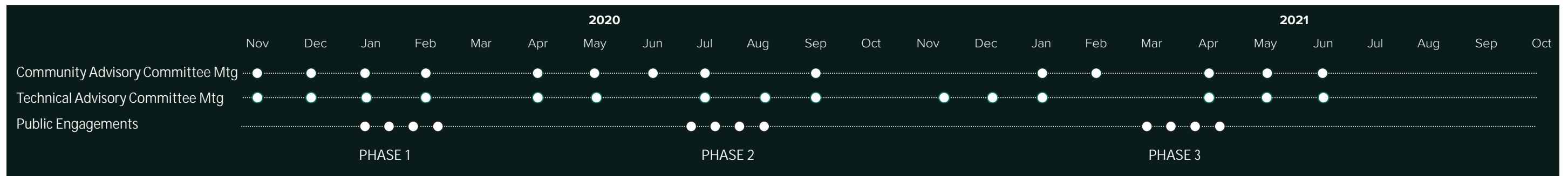
Open space will be owned by the City and the developer or future tenants and will be a combination of City Park space, passive park space, ecological restoration and privately owned publicly accessible spaces.



NEIGHBORHOOD NODE

Compact, mixed use area that provides shops, services, neighborhood-scale civic and institutional uses, recreational facilities and employment close to residences.

PROCESS



Phase 1 : Background and Priorities


IN PERSON COMMUNITY FORUM
160 attendees

POP UP MEETING (X3)
60 attendees

ON LINE SURVEYS
22 responses

TOTAL

+/- 220
engagements



The purpose of Phase 1 Engagement was to introduce the public to the project, to give background information, and to listen to participants visions and concerns for redevelopment of the site. Discussions were generally structured around community character, living/housing, working/jobs, and overall community priorities. **The primary themes that emerged in this round of engagement are summarized in the Community Priorities Section of the report.**

[Click Here for a link to Community Priorities](#)

[Click Here for a link to Phase 1 Engagement Report](#)

Phase 2 Engagement: Design Alternatives

SOCIAL PINPOINT AND ON LINE SURVEYS
480 responses

POP UP MEETING (X4)
85 attendees

ON LINE COMMUNITY MEETING 93 attendees

TOTAL

+/- 178
engagements

Phase 2 Engagement occurred late summer 2020, during the coronavirus pandemic. Special care was taken to ensure safety and access for participants. The only in person engagements were conducted via pop up meetings. which were also designed to reach the BIPOC community.

[Click Here for a link to Initial 4 Approaches](#)

[Click here for link to Phase 2 Public engagement Report](#)

Phase 3 Engagement: Two Finalist Scenarios

SOCIAL PINPOINT AND ON LINE SURVEYS
136 responses

POP UP MEETING (X8)
168 attendees

ON LINE COMMUNITY MEETING 150 attendees

TOTAL

+/- 312
engagements

Phase 3 Engagement occurred in Spring 2021, during the coronavirus pandemic. Special care was taken to ensure safety and access for participants. The only in person engagements were conducted via pop up meetings. which were also designed to reach the BIPOC community.

[Click Here for a link to the Finalist Scenarios](#)

[Click here for a link to the Phase 3 Public Engagement Report](#)

COMMUNITY PRIORITIES



Housing and Neighborhoods

- New development should *respect the quiet nature* of the existing neighborhood. Whereas we recognize that new development may open up our neighborhood, we value our trees, quiet streets, access to nature, and sense of a neighborhood. New development should not eliminate these qualities.
- Provide a *mix of housing options* on the Hillcrest site. This may include smaller single-family homes including two-three bedrooms for young families, cottages, twin and town homes, duplexes, live/work homes, affordable homes (many types), senior options (assisted and independent living cottages), and starter homes, all with yards and green space a priority.
- New housing should consider *emerging and existing family types* – such as multi-generational, extended, and single person households, cooperative housing arrangements, and intergenerational mixes.
- Housing (design and type) should *encourage pride in ownership* and in community.
- Housing should emphasize an interaction with other residents and with nature.
- Neighborhoods should be walkable with connections to nearby parks, schools, public transportation and other amenities.
- New development should help complete the Greater East Side by providing jobs, health services, pedestrian-accessible commercial and retail uses, and new housing that the East Side currently does not have.



Transportation and Access

- The site (and the area) need better public transportation connections. Therefore, the site should be developed in a manner that enables improved transit and encourages the use of public transportation.
- Avoid connections to the west that carry fast and high volumes of vehicular traffic. Connections into the site, if any, from the west, should be carefully designed so as to avoid excess traffic flow through the neighborhood. Many neighborhood streets do not have sidewalks, so pedestrian safety is a priority. If traffic is increased, provide sidewalks.
- Extend trails into the site, creating a pedestrian and recreational connection that allows people from the neighborhood to access the site, public spaces and businesses.
- Analyze the public services that will be necessary to provide for public safety such as additional fire and police, or a new elementary school.



Jobs, Employment, and Businesses

- New jobs on the site should be for a diverse working class, providing sustainable living wage jobs and have local hiring goals; stable jobs for skilled labor for all education levels, and not with high turnover rates.
- Ideally, new jobs would be green jobs.
- Development on the site should strengthen existing businesses and also support the growth of small, local, and entrepreneurial businesses. This can include (but is not limited to) provisions and allowances for home (and garage) based businesses, affordable commercial workspaces, co-working and collaboration spaces, incubators/accelerators and startup retail including small shops and kiosks.
- Any retail should be pedestrian-accessible, not automobile-based strip commercial. Attract distinctive small businesses like a coop grocery market, ice cream shop, small cafes, and entertainment venues.
- Industrial/manufacturing building types should integrate with the neighborhood's character and be located on the edges of the site near higher volume streets like Larpenteur and McKnight.



Open Space, Community Space and Nature

- Preserve and respect the unique topography and features of the site and maintain healthy mature trees. The rolling hills, wetlands and trees are valuable resources that define the site, perform important ecological functions, and for many are a part of childhood memories. Incorporate them into park space, gardens, wetlands and other amenities useable year-round to distinguish the site.
- The development should have ample green space, open space, and park space to support the needs of the people who will be living and working there and meet the City's green space and park requirements. These spaces should be connected to surrounding neighborhoods and Beaver Lake with multi-use trails and sidewalks.
- The site should have ample community spaces for people to gather and get to know each other and break down barriers – community center, swimming pool, picnic space, splash pad and playgrounds for young families, natural reserve for kids to explore, dog park and other public or semi-public elements that help create community. Also places for activities like community/educational gardens and a farmers market, and programming such as art in the park and community murals.