Hillcrest Master Plan

Draft Report as of April 20, 2022



DRAFT

Recommended by Planning Commission

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The City of Saint Paul, MN

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SAINT PAUL
MINNESOTA

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PREAMBLE

Every community owes its existence and vitality to generations from around the world who contribute their hopes, dreams, and energy to making the history that led to this moment. Some were brought here against their will, some were drawn to leave their distant homes in hope for a better life, and some have lived on this land since time immemorial. Truth and acknowledgement are critical to building mutual respect and connection across barriers of heritage and difference.

The Hillcrest site is located on the ancestral lands of the Dakota People. We acknowledge the Ojibwe, the Ho Chunk, and the other nations of people who also called this place home. We pay respects to their elders, past and present, and consider their treaties made by the tribal nations that entitle non-Native people to live and work on traditional Native lands. We also consider the many legacies of violence, displacement, migration, and settlement that influence us to this day



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.

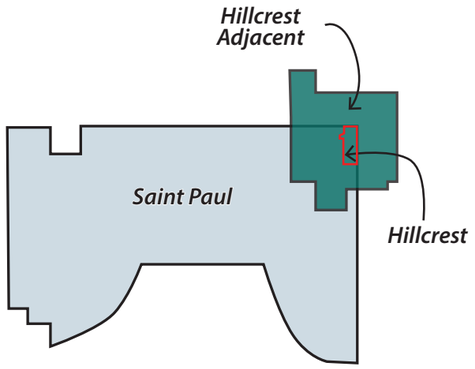
The Master Plan section is divided into topical chapters: (Land Use, Open Space, Transportation, Sustainability, Housing, Zoning, Phasing). The Land Use through Transportation chapters each begin with a description of its contents, followed by policies and site layouts, street sections and/or other images. The Housing, Sustainability, Zoning, Phasing, and Other Implementation chapters contain mainly 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 neighborhoods 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 di erences 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 n 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 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 co-mingling 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 8). 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.

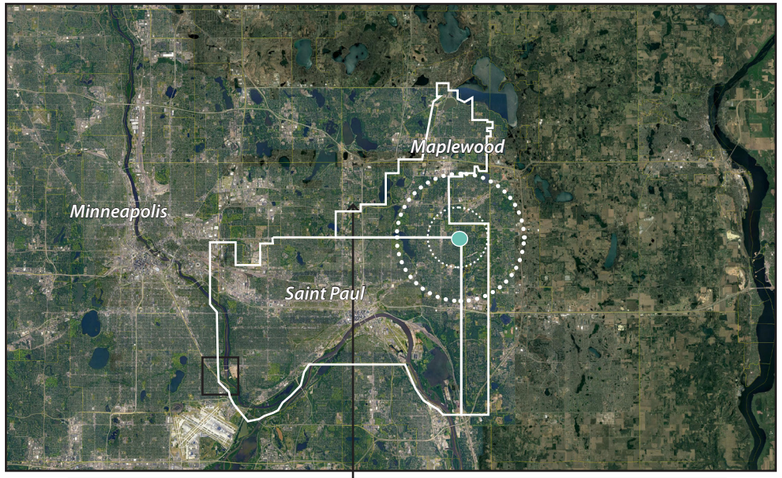
CITY AND REGIONAL CONTEXT

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.

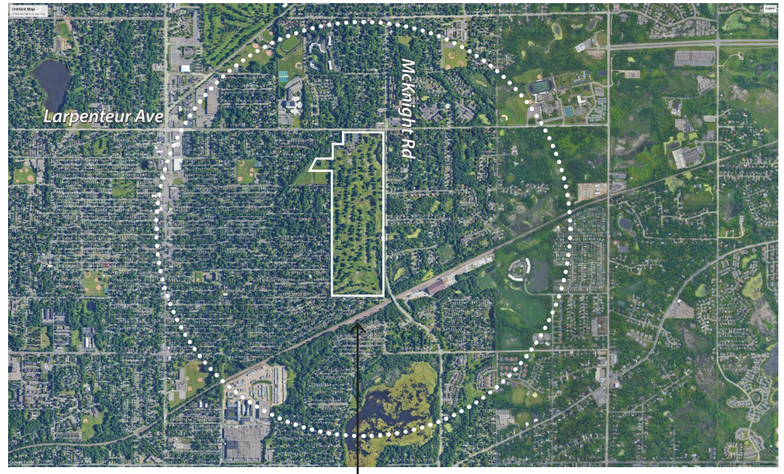
The broader East Side neighborhood is notable for its industrial history; its development coincided with the establishment of 3M, Hamm's Brewery, and Whirlpool Manufacturing. The neighborhood reflects these mid-century suburban development patterns.

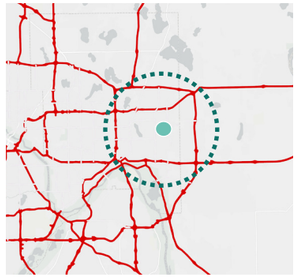
There is a range of local and regional parks nearby - including Phalen Regional Park and Maplewood Nature Center - with unique ecological benefits and recreational opportunities.

Saint Paul and the Greater East Side in the Region



Hillcrest in the East Metro

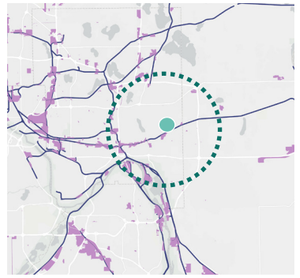




Regional Highways and Freeways

STREETS AND TRANSPORTATION

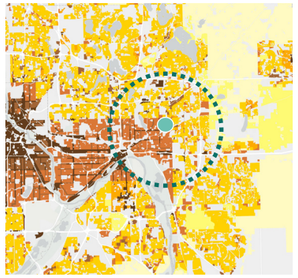
The East Side has access to the regional freeway system along all sides. This pattern has allowed the interior to be developed with primarily neighborhood patterns.



Industrial Land Use
Railroad

INDUSTRIAL CONNECTION

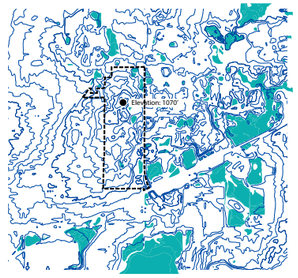
The East Side employment base was originally from industrial lands along rail lines that connected east/west across the upper Midwest. Throughout the 20th Century, employment transitioned to job centers along freeways and arterials.



Urban
Rural

HOUSING DENSITY

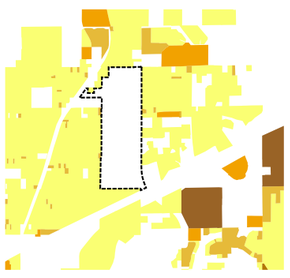
The site is located on a transition edge of housing density from medium suburban to low density suburban.



Wetlands
10 ft. Contours

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

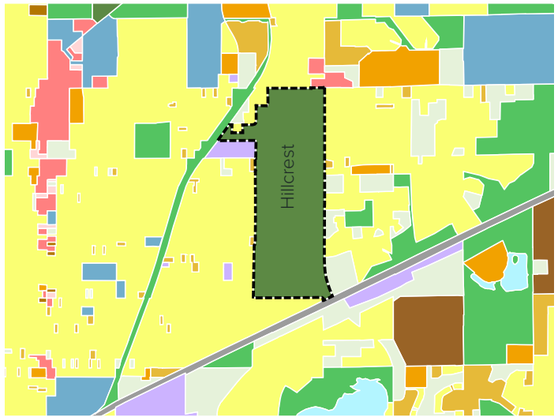
Located on the edge of Saint Paul, the Hillcrest site is between two different development and block patterns. The west is characterized by rectangular grid, the east is represented by cul-de-sacs and lower density housing.

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.



Low Density Residential
Medium Density Residential
Mixed Use and Commercial
Industrial
Institutional
Parks and Open Space
Transportation
Water

EXISTING LAND USE

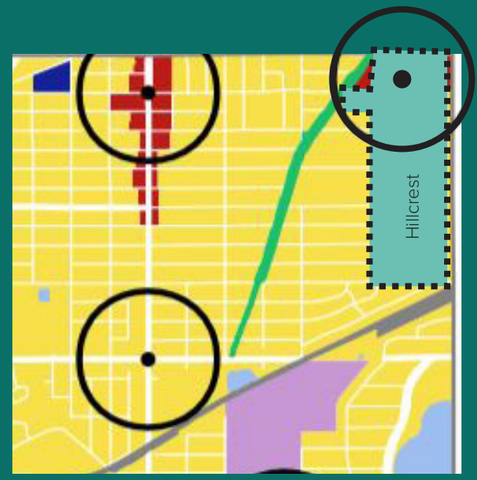
The site is primarily surrounded by residential neighborhoods. Redevelopment of the site can support the health of these neighborhoods by filling in housing gaps, providing additional green space, stable and living wage jobs, and goods and services within a short distance.

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.

Urban Neighborhood
Mixed use
Major Parks and Open Spaces
Industrial

Neighborhood Node

Opportunity site

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

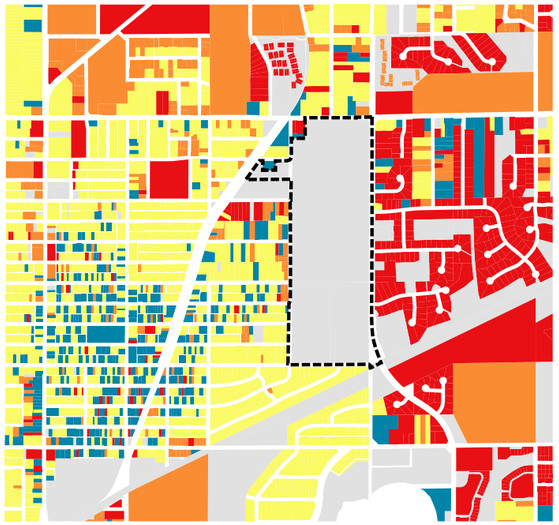
Many other Comprehensive Plan policies have been referenced in creating this plan, on details such as transportation, parks and open space, and water resources.

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, which the the City of Maplewood has guided for business and medium density development in their 2040 Comprehensive Plan.

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 di erent 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

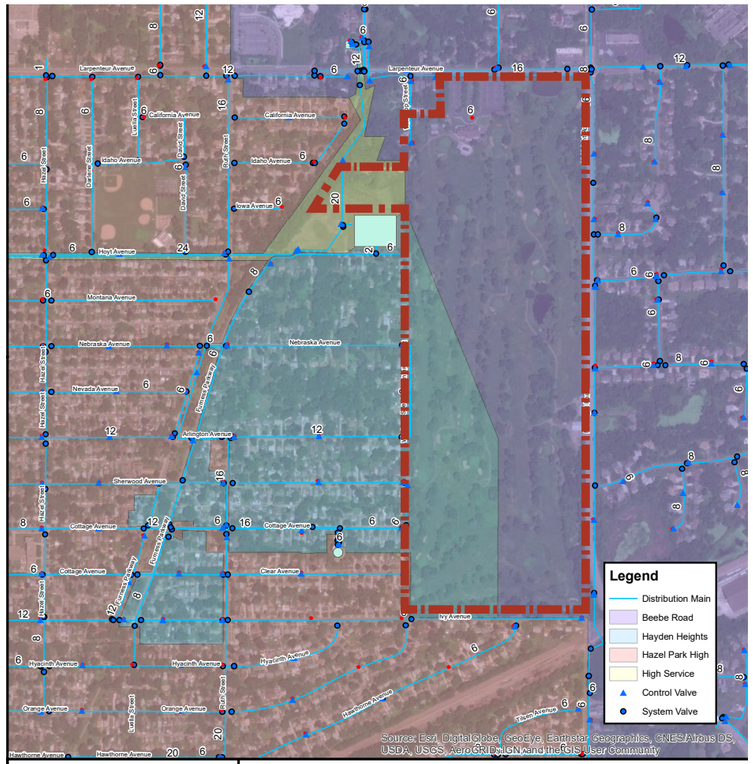
The site will receive water from the municipal water utility, St Paul Regional Water Services.

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 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

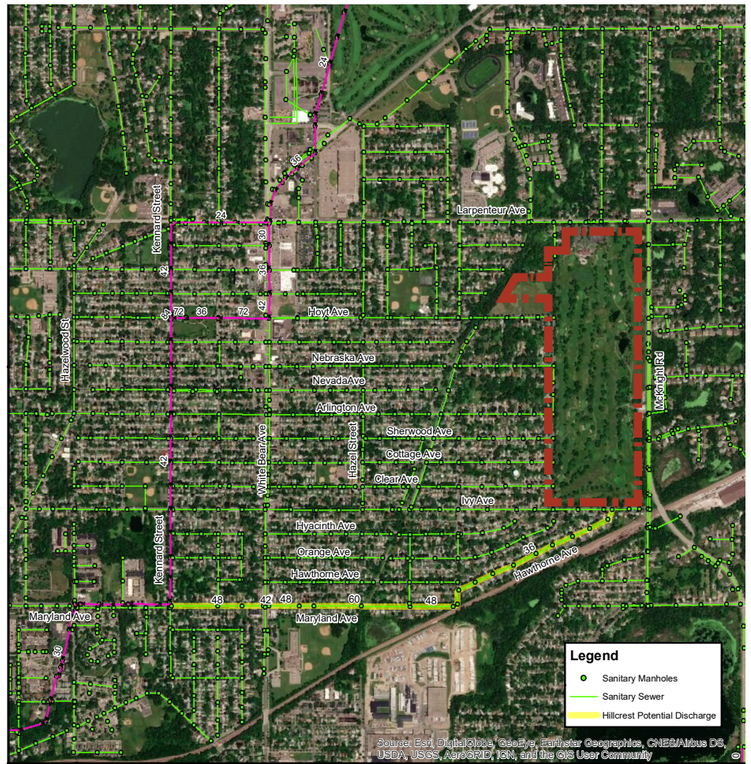
Similar to the water system, the site will connect to the existing municipal sanitary system. The north, east and west boundaries of the site have a mix of 8-inch and 12-inch gravity sewer. To the south there is a 36-inch diameter pipe that increases in diameter as it flows southwest along Hawthorne 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 preliminary utilities report, 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.

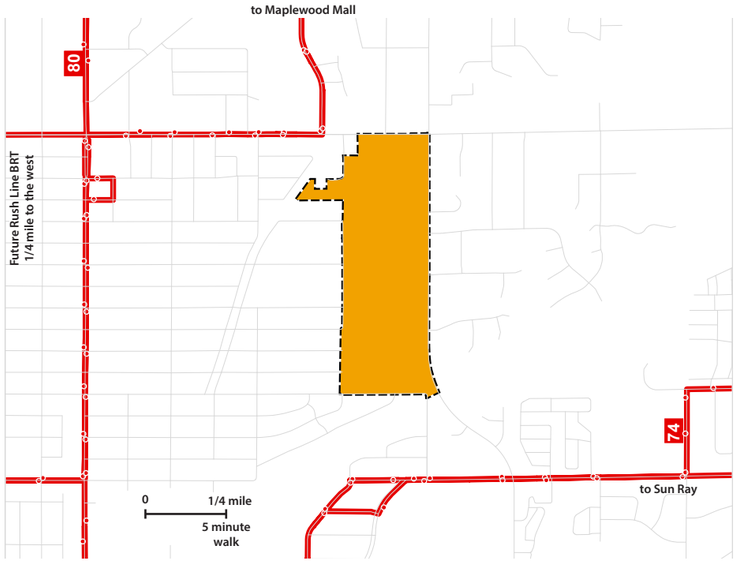
In addition, a streetcar system was gradually built across the region, stretching from Stillwater on the east to Excelsior on the west. The Hazel Park streetcar line served Hillcrest until 1954, running along Furness Parkway connecting downtown Saint Paul to Mahtomedi.

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 transportation. 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.

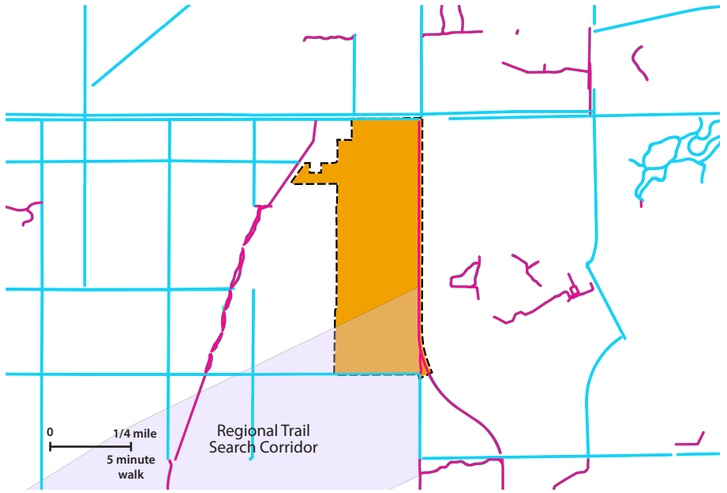
Although Furness Trail, the west side of McKnight, and the Larpenteur Avenue bike lanes are nearby, most streets adjacent to the site lack pedestrian and bicycle facilities to allow for safe non-motorized transportation.

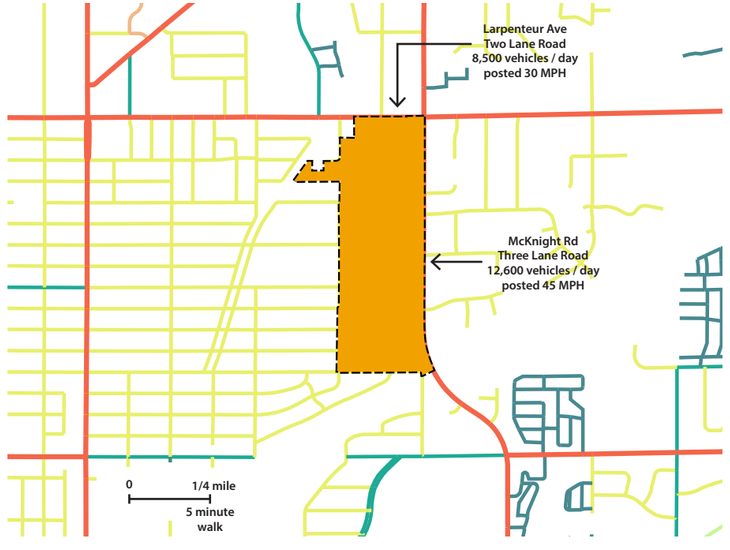
Click Here for a link to Transportation Report



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

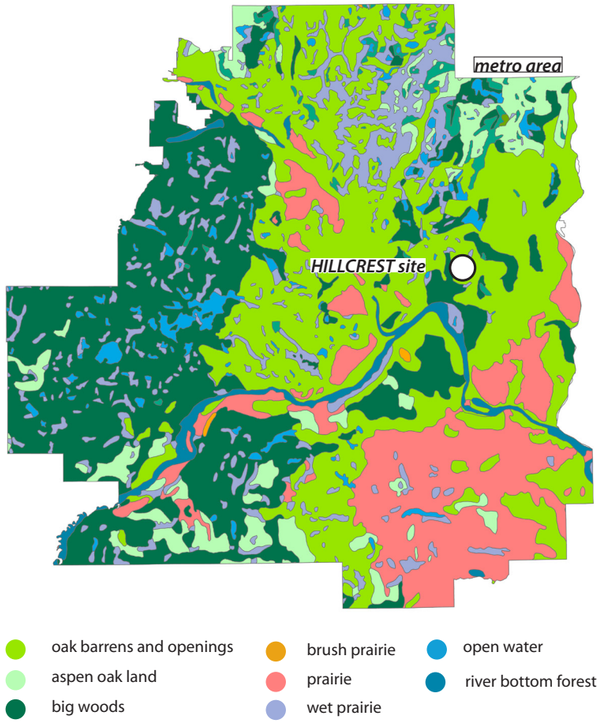
The site is located at the intersection of county roads Larpenteur Avenue E and McKnight Road N. It has direct access to MN-Highway 36 and Interstate 94. The site currently obstructs local tra□c connections between the Saint Paul neighborhood to the west of the site and the Maplewood neighborhood to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

TRAILS (RED) AND BIKE LANES (BLUE)

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.

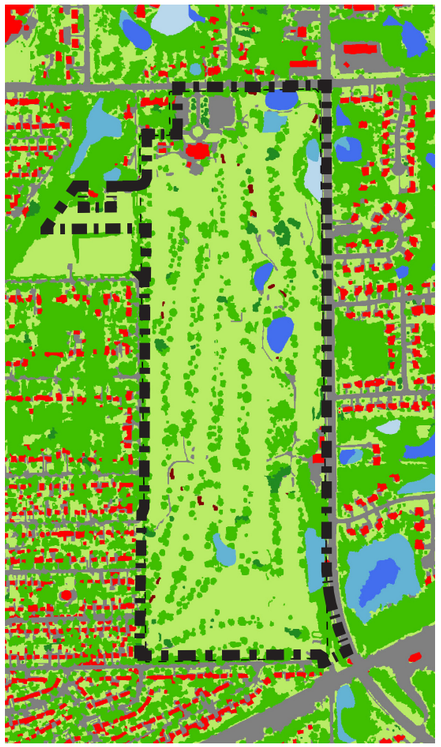
Presettlement Ecology

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.



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

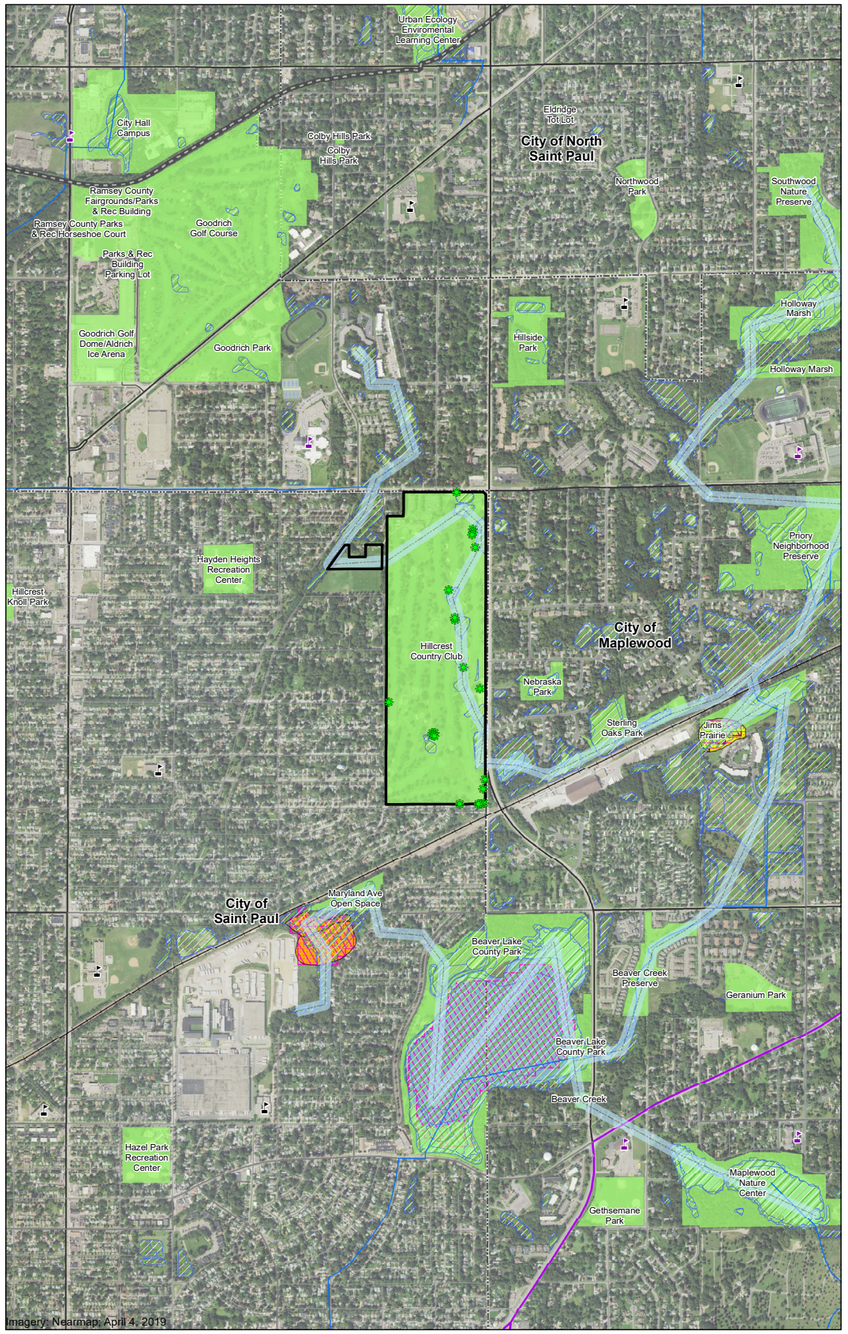
Open Space and Habitat Connectivity

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 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 o□ers 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.

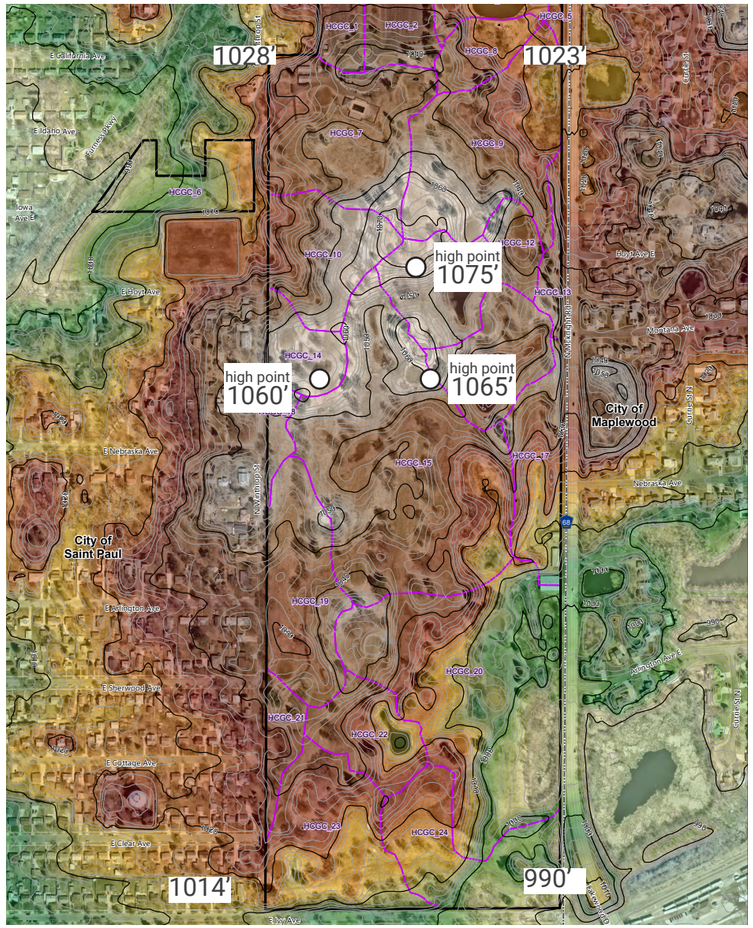
The site's slopes range from below 5% to over 30%, with variation throughout the site. Flatter areas on the site are located north of the high point, where the clubhouse and parking lot were located, as well as pockets in the middle of the site. Several of the wetlands are associated with the flat areas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

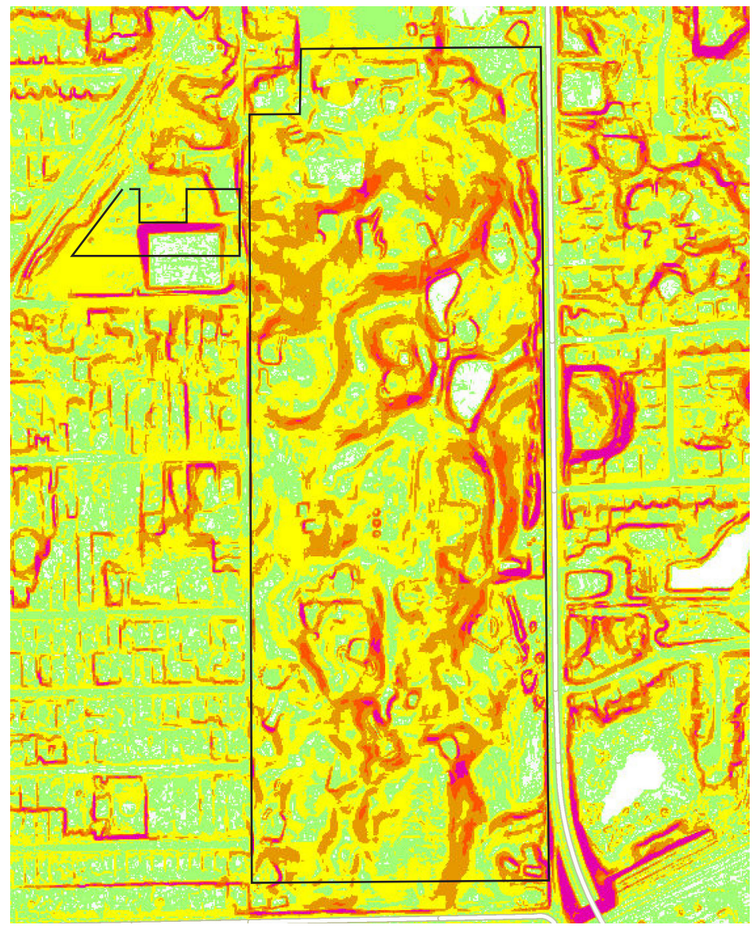
Other steep areas are along McKnight Road. When McKnight was built to modern standards, it was lowered, thereby requiring a retaining wall and steeper slopes along the site's eastern edge.

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



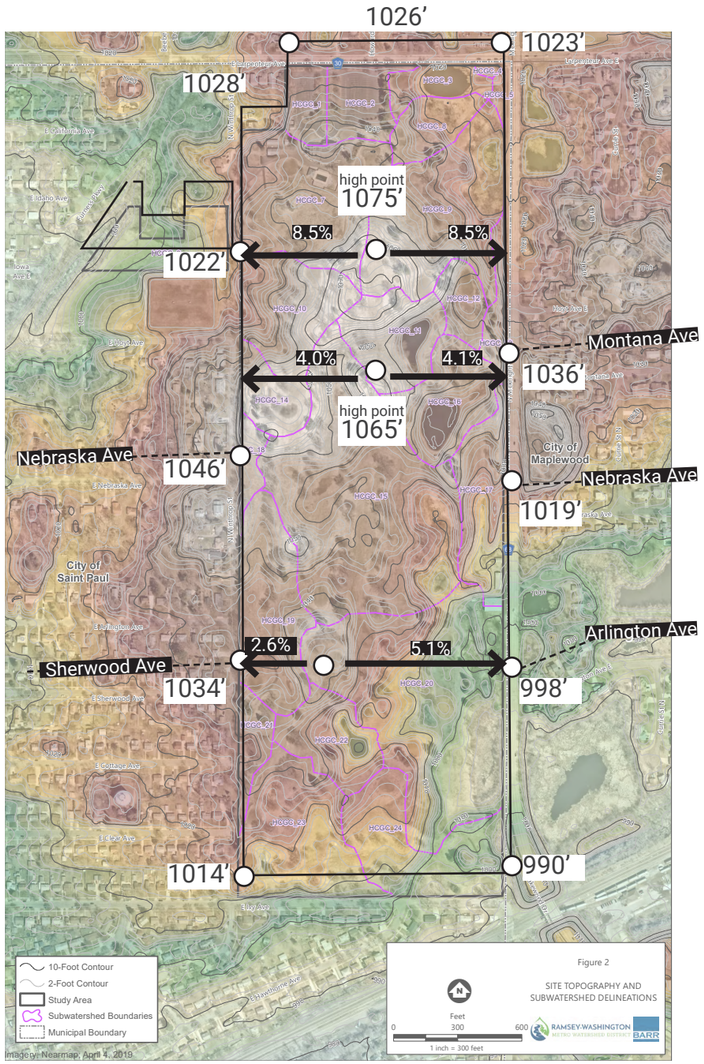
TOPOGRAPHY

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.

Pending further environmental assessment, it is probable that most of the wetlands will require dredging and remediation to remove mercury contamination

WETLAND INVENTORY

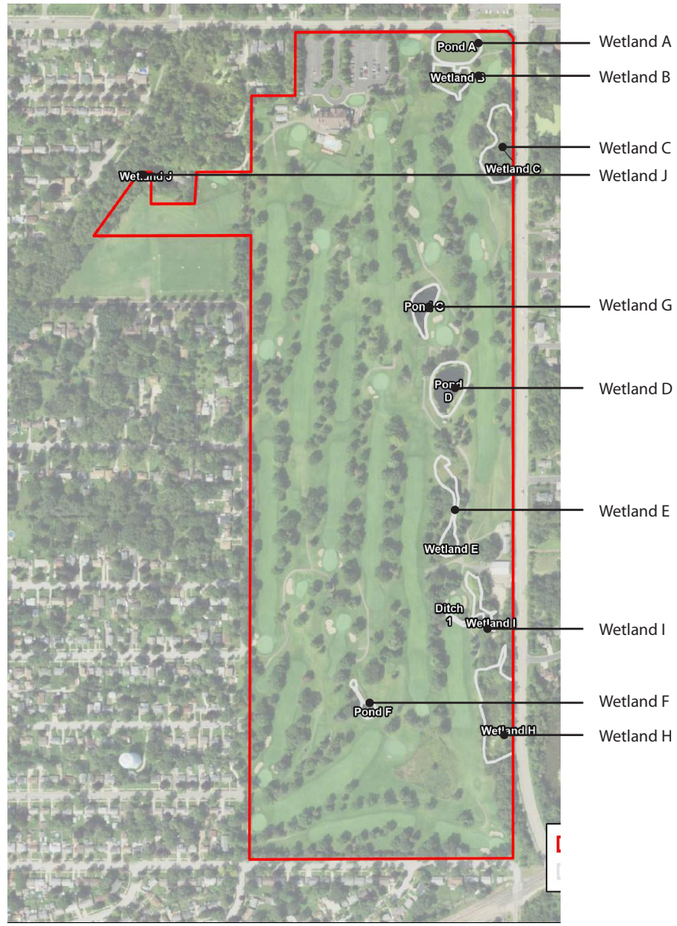
(FROM WETLANDS DELINEATION REPORT, JULY 2020)

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 Delineation Report

Click Here for a link to Wetlands and Existing Conditions 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.

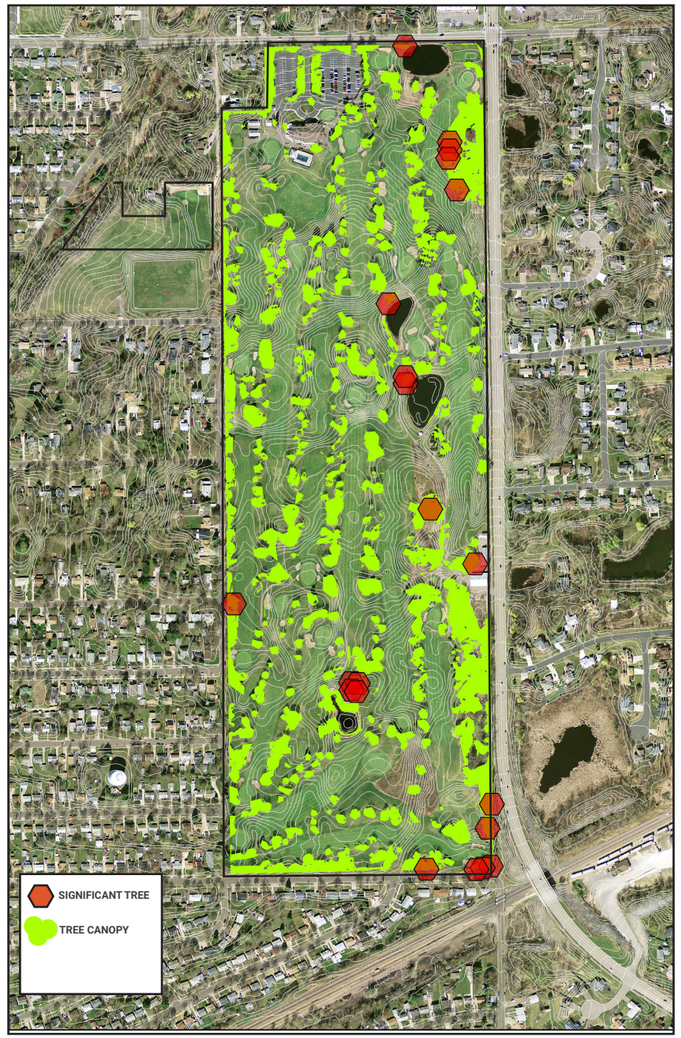
Tree Canopy

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. (source: Hillcrest Evaluation of Existing Conditions Prepared for Ramsey-Washington Metro Watershed District February 2020, Barr Engineering) Although protection of significant trees is desirable, most trees will need to be removed in the course of pollution remediation and site preparation.

Soils

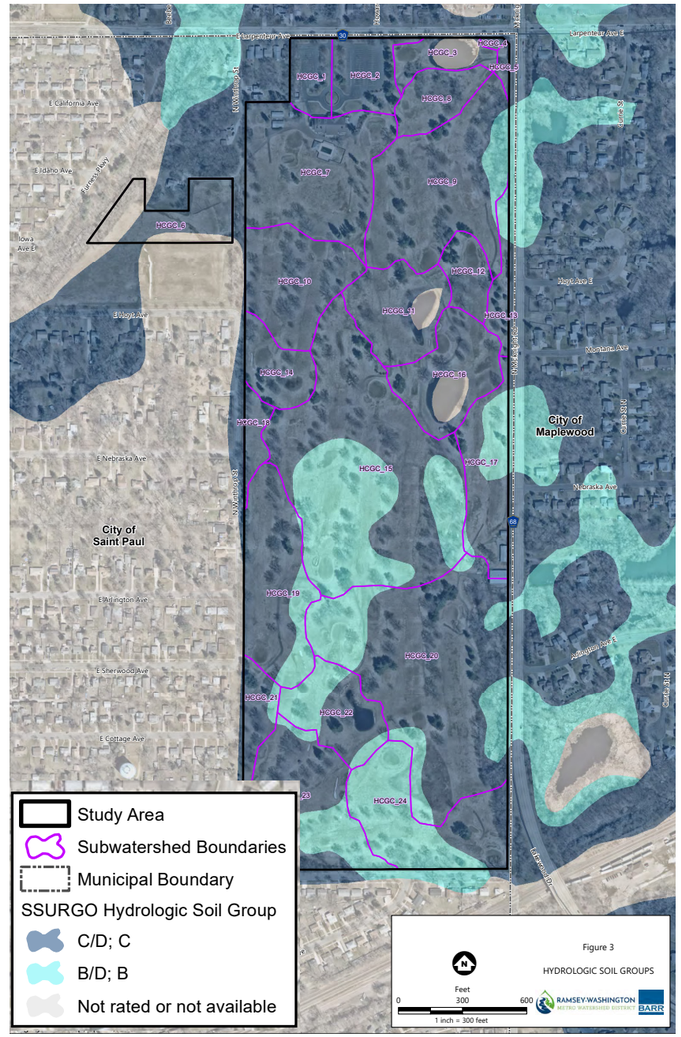
Although polluted with mercury near the surface, the site's soils are of significant ecological value, since mass grading did not occur to establish the golf course, and native soil profiles are generally intact (source: Hillcrest Evaluation of Existing Conditions Prepared for Ramsey-Washington Metro Watershed District February 2020). 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.

Click Here for a link to the Stormwater Report



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, such as reducing flooding off site, and making 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 though 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 21 of this document.









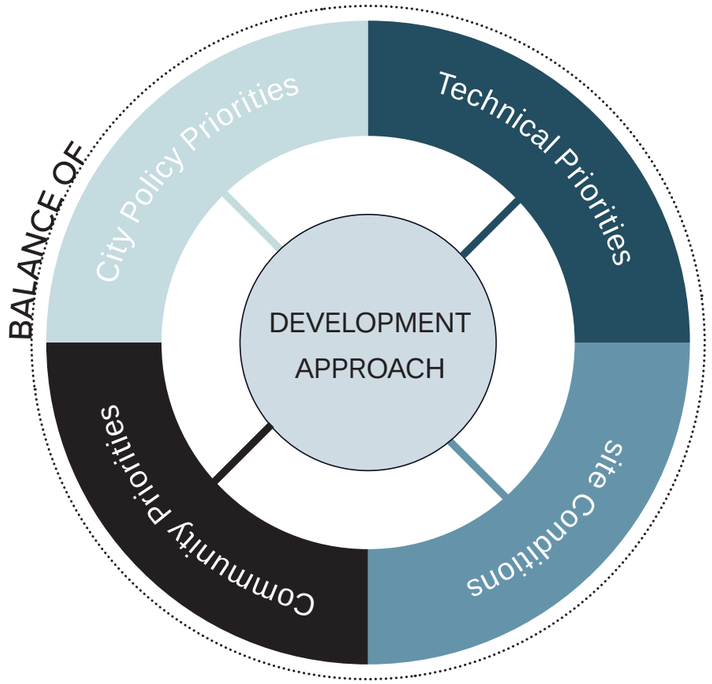
DEVELOPMENT APPROACH

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) drawing on adopted plans and other sources. The community priorities were affirmed by the Community Advisory Committee, as informed by broad community engagement. The community priorities are listed on page 21.

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. Site layouts 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

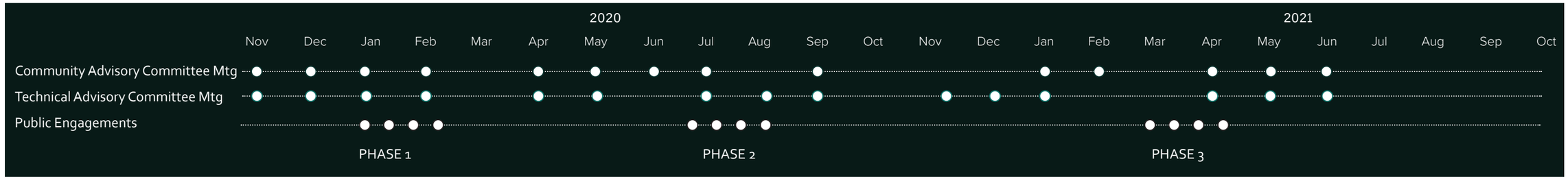
Open space will be owned by the City and the developer or future tenants and will be a combination of City Park space, passive park space, ecological restoration and privately owned publicly accessible spaces.



NEIGHBORHOOD NODE

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

PROCESS



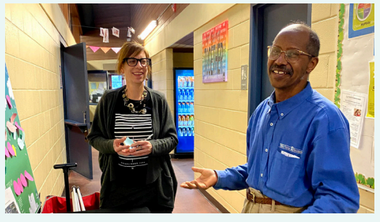
Phase 1 : Background and Priorities

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 this master plan.***

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

Click here for a link to the Phase 3 Engagement Details

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 usable 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.

MASTER PLAN

A primary component of this Plan is the arrangement and distribution of a variety Land Use categories that meets the market demand for housing and employment, fulfills the provisions in Ordinance 19-39 (see page 8) for summary) , are compatible with its surroundings, and ensures orderly and sustainable growth.

To that end, the Plan integrates residential, light industrial, open spaces with each other and with the surrounding areas to create a new neighborhood that is distinct from its surroundings but still well connected to them.

The new neighborhood will be distinct because it will have higher density housing and a considerable amount of jobs proximate to each other. Whereas these uses are often deliberately separated from each other with large buffers and distance, the Land Use Plan arranges light industrial and housing uses next to each other. With careful attention to development patterns, orientation of buildings and parking lots, design of public realm, and circulation patterns, The Plan creates a pattern whereby light industrial uses and housing can co-exist in proximity to each other.

Consistent with the 2040 Comprehensive Plan this master plan locates a dense mix of compatible uses at the neighborhood node, on the north portion of the site at the intersection of Larpenteur and McKnight Road - where it is most accessible to the surrounding community. The neighborhood node contains a new 5-acre City Park surrounded with dense housing, a modest amount of retail, and a portion of the light industrial employment area. The node is well connected to surrounding areas through street and trail extensions. The neighborhood node should contain amenities and spaces that appeal to all users in order to enhance social, economic, and cultural connections between a wide variety of people.

Housing is a key component to the Plan calling for approximately 1,000 new housing units in a range of housing types that meet the emerging needs of the community. In order to ease the transition to the new development, lower density housing is located on the west edge of the site, adjacent to the Hayden Heights neighborhood. New housing will be compatible, though not identical, to the single-family homes in Hayden Heights.

Select streets are extended into Hillcrest and the blocks are reoriented north south to create a narrow series of blocks with lower density housing that faces onto both Winthrop and Howard Street (the main north - south street). Care should be taken to ensure the design of housing on these blocks is respectful to the existing conditions to their west. This can include lower profile (2 story) buildings facing Winthrop and providing vehicular access to the blocks from it's perpendicular streets or alleys.

Higher density housing is located around the neighborhood node, where there is better access to transit, adjacent to a new park. As the population of the East Side continues to change, developers are encouraged to consider their existing and emerging needs – for example inter-generational housing, and alternative ownership models for a younger demographic are likely to be in demand as the community changes. Younger and older demographics. 1-person households, esp. older single women, are growing nationally, and two-person ownership housing geared at seniors but not exclusive to them, could be an important market rate product here.

Light industrial uses are the other main component of the Plan. The East Side has lost several thousand middle class low barrier to entry jobs over the past 50 years. By repositioning this site as one with a considerable amount of employment, the City has the rare opportunity to bring jobs close to its residents and address employment disparities between whites and people of color that exist in Saint Paul.

In order to position the site to attract new employers to the site, the Plan maximizes McKnight Avenue frontage for light Industrial land uses. Doing so will offer high visibility land to prospective employers willing to pay market rate for such property. Locating light industrial on McKnight Road also reduces the transportation impacts of this land use. By creating large light industrial blocks (with a flexible provision for an east west trail connection through them) the property owner has flexibility as to how they are developed.

The following table shows the approximate number of housing units and jobs that can be provided by this Plan.

APPROXIMATE DEVELOPMENT		
LAND USE	TOTAL HOUSING UNITS AND JOBS	
Lower Density Residential (+/-20 units/acre x 12 acres)	+/-240	+/- 1020 units
Higher Density Residential (+/-60 units / acre x 13 acres)	+/-780	
Light Industrial (+/-15-23 jobs/acre x 54)	+/-810-1242 jobs	

POLICIES

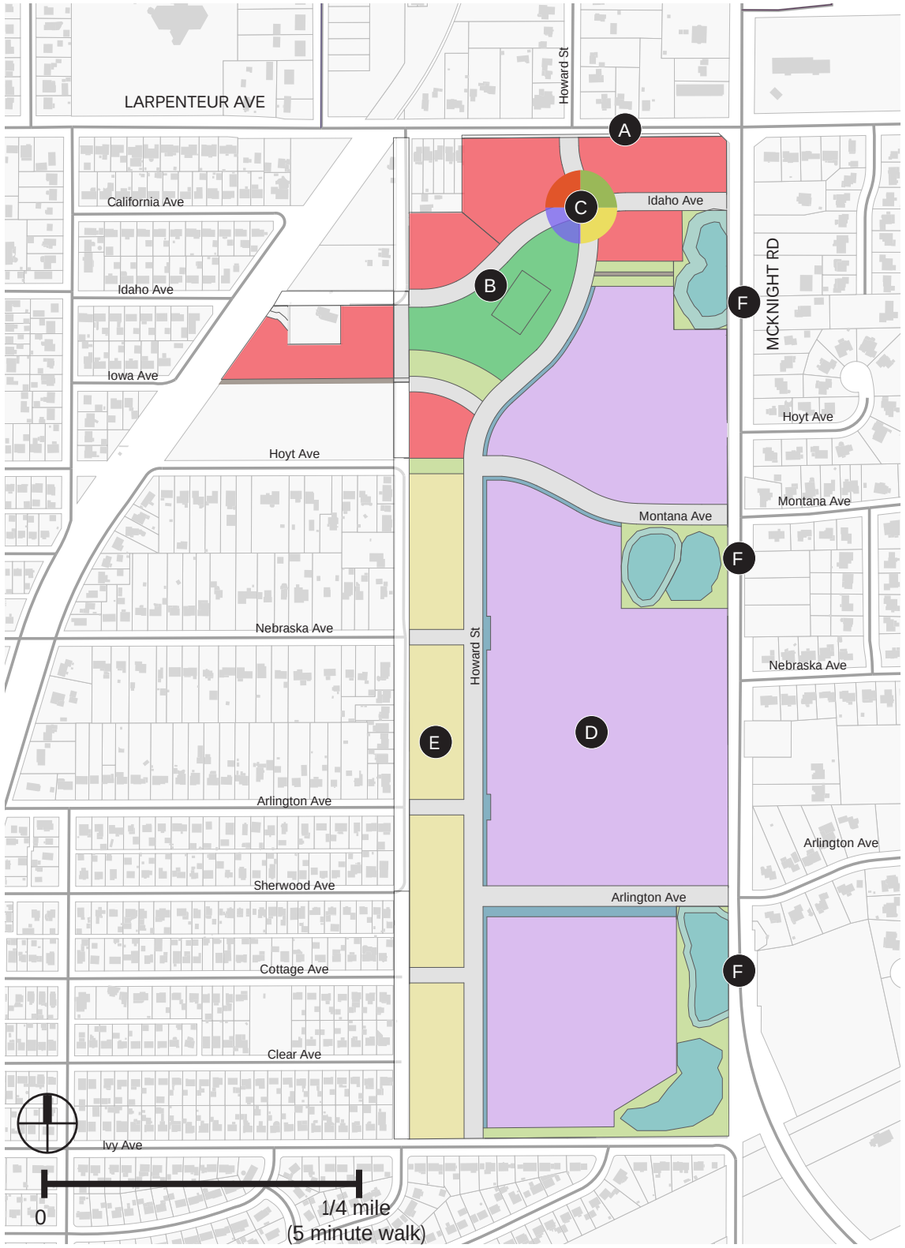
LUAP-1: Encourage high-paying jobs with low barriers to entry in light industrial areas, preferably with higher job densities (20+ jobs/acre)

LUAP-2: Encourage indoor community space to be established as part of private development near the neighborhood node.

LUAP-3: The Land Use Diagram on the following page shall govern land use layout except as otherwise specified by the Zoning Chapter.

LUAP-4: Provide preferences for racially and ethnically diverse communities to benefit from ownership and jobs opportunities in the light industrial area. Prioritize an equity-focused procurement process.

LAND USE CATEGORIES



Key Elements of the Plan

A. Higher density housing located at the primary corner of McKnight Road and Larpenteur, near the location of the designated Neighborhood Node.

B. A City Park, owned and operated by the City located at the Neighborhood Node. Park to be designed for active recreation, gatherings and events that facilitate community building.

C. A Neighborhood Node is located on the north side of the site where a variety of compact and relatively dense uses come together in a walkable environment.

D. Large flexible Light industrial blocks along McKnight Road.

E. Lower density housing along the seam with the existing neighborhood to the west.

F. Wetlands along McKnight Road are incorporated into the district stormwater system and are leveraged as a public asset as passive open space.

Lower Density Residential	12 ac
Higher Density Residential	13 ac
Light Industrial	54 ac
City Park	5 ac
Buffers and Passive Space	7 ac
Wetlands	6 ac
District Stormwater/Landscape Buffer	2 ac
Trail not in the ROW	.3 ac
Right of Way	14 ac
Neighborhood Node	



A: HIGHER DENSITY HOUSING (+/- 60 UNITS/ ACRE)

Higher density housing around the node provides new housing options and support for transit and retail.



B: CITY PARK

The park at the neighborhood node can become a place for community gatherings, cultural events and both programmed and unprogrammed recreation.



C; NEIGHBORHOOD NODE

Located on the north side of Hillcrest, the neighborhood node brings together several uses in close proximity to each other to create a place for gathering and activity.



D: LIGHT INDUSTRIAL

Light Industrial uses are located along McKnight and the Howard Street (the spine road) where they have direct and easy access to regional roadways.



E: LOWER DENSITY HOUSING (+/- 20 UNITS/ACRE)

Townhouses & small apartments help transition the scale of development from the Hayden Heights neighborhood to new development at Hillcrest.



F: PASSIVE SPACE

The wetlands and stormwater areas throughout the site can become places for habitat to flourish and for people to access quieter spaces.

ART AND PLACEMAKING OPPORTUNITIES

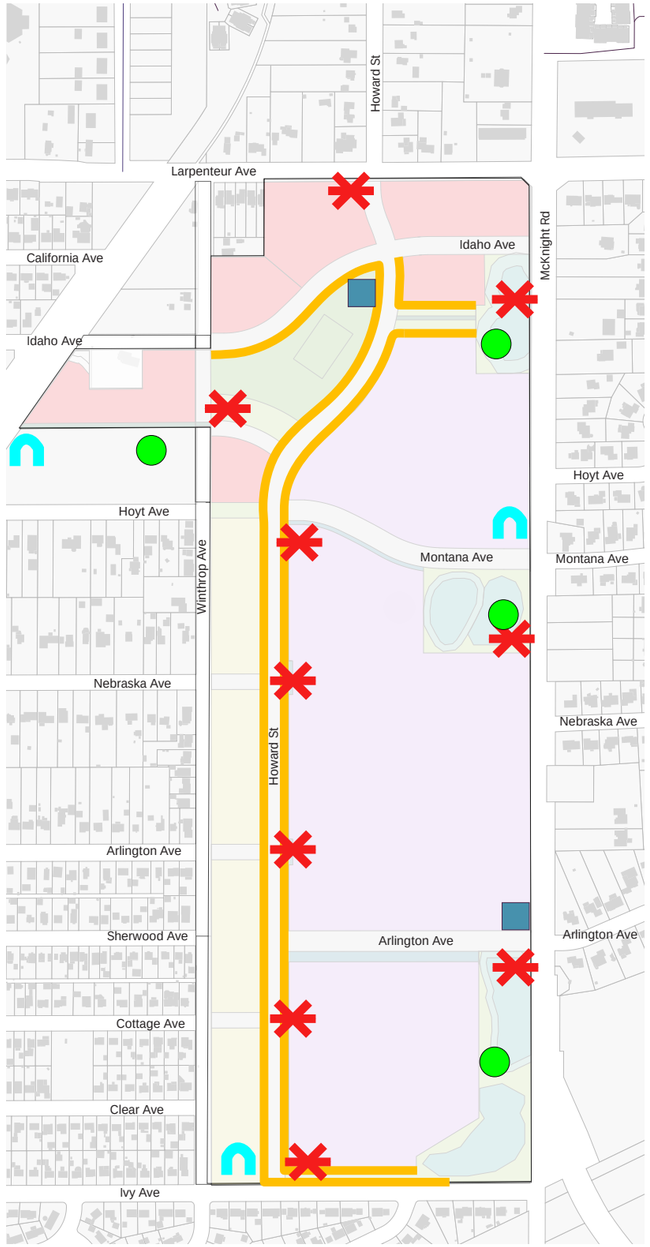
The City of Saint Paul's 2040 Comprehensive Plan and the 2009 Public Art Ordinance emphasizes the values of aesthetics, innovation, equity and sustainability. Public art is not required by this Plan but it is encouraged.

The City's 2009 public art ordinance states, "the city council believes that planning and development decisions should give aesthetic and social value equal weight with any project's functional and economic values. Public art strengthens public places and promotes Saint Paul's identity as a livable and creative city and a desirable place to live, work and visit." Planning for public projects like the Hillcrest Master Plan should involve artists from the earliest stages of conceptual design through implementation. An artist served on the planning team for the Hillcrest Master Plan.

Eligible City-funded capital projects to be operated by the City dedicate one percent (1%) of the project costs for art. Additionally, one-half percent (1/2%) of the City's total Capital Improvement Budget is appropriated for maintenance and restoration of art. No eligible projects are identified at this time, but may be in the future.

The ordinance goes on to define public art to include "publicly accessible original art that enriches the City and evokes meaning. It may include permanent visual art, performances, installations, events and other temporary works, preservation or restoration of unique architectural features, ornamentation or details. It may also include artist-designed infrastructure and structures themselves. Public art should consider the site, its context and audience. Public art may possess functional as well as aesthetic qualities; it may be integrated into the site or a discrete work."

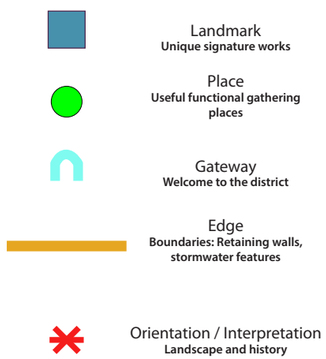
The proposed Guiding Principles on this page build upon the aesthetic cultural, historical, and social values expressed by residents throughout the engagement process, during the community forum, pop-up meetings and online surveys, and in priorities identified by the Community Advisory Committee. Although public art is not required by this Plan, the Guiding Principles will inform any art that is considered. The accompanying map suggests locations for different approaches to art and potential locations. See the following pages and the Appendix for art examples.

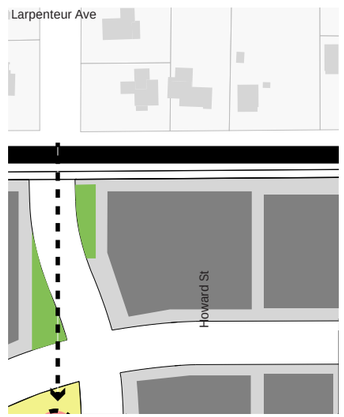


Guiding Principles

- Art signifies, unifies and connects public spaces and adds to the overall character of Hillcrest.
- Art is present throughout, not just in one location.
- Artful places enable the community to gather and get to know each other; a range of scales of places are provided to accommodate multi-generational gatherings, smaller groups, and individuals.
- Artful places are inviting to diverse users, functional and useful.
- Public and private spaces are defined and demarcated by the landscape (wetlands, green space, trails) and art.
- Art at the entrance to trails and along trails, on retaining walls, and in the streetscape, provides orientation and safely guides movement.
- Landform art and plantings connect people to nature; peacefulness and quiet are maintained through buffer zones and unique topography.
- Community is engaged and involved in aesthetic decision-making leading to investment in the outcome, pride-in-place, and ongoing support, maintenance and care of art and public places.
- Employment for artists, musicians, artisans and performers is part of the jobs program, recognizing local skills and talent.

SUGGESTED ART TYPES

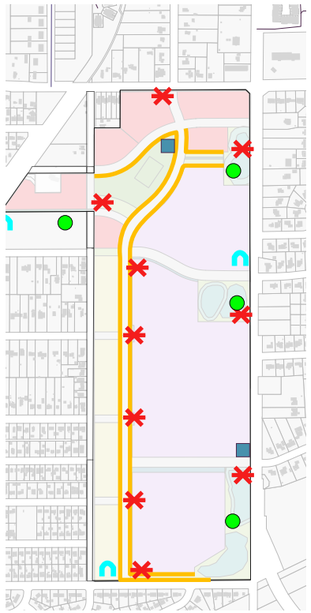




PLACEMAKING AT THE NODE

A slight shift in Howard Street opens up the view to a gateway to the Park and creates enhanced / widened sidewalks for amenities and stormwater

Click Here for a link to additional Public Art Examples



Landmark

Place

Gateway

Edge

Orientation / Interpretation

LANDMARK

Unique signature works





Holly Young Kincannon, Blackbird



Foster Willey, The Bee Way



James Brenner, Convergence



John Fleming, Willow Grove



Je□rey Barber, Cottontail on the Trail





Karl Unnasch, Bloodroot (day, night)

PLACE

Useful functional gathering places



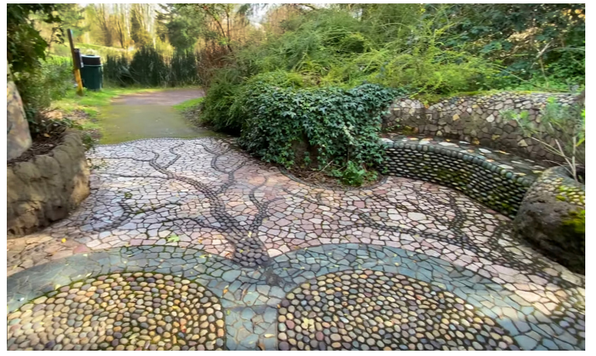
Whitesavage & Lyle, Maple Leaf



Lloyd Hamrol, Roxhole



4RM+ULA, Ten x Ten, Roger Cummings, Seitu Jones, Rondo Commemorative Plaza



Lorna Jordan, Waterworks Grotto



Jill Sebastian, Philosophers Stones



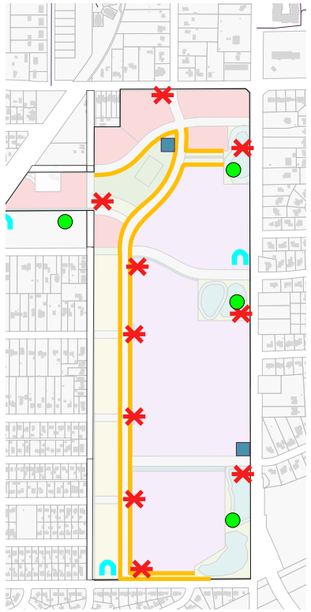
Matthew Geller, Nautical Swing



Herbert Bayer, Waterworks Park



Kinji Akagawa, Prairie Islands



LEGEND/KEY

- Landmark
- Place
- Gateway
- Edge
- Orientation / Interpretation

GATEWAY

Welcome to the district



Mary Lucking, Take the Long Way Home



Artist Unknown



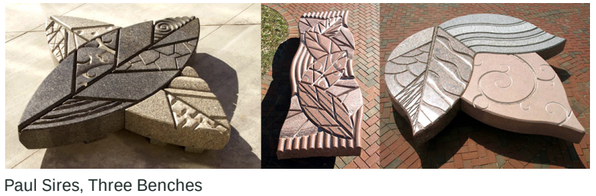
Lisa Elias, Arbor and Railings



Blessing Hancock with Poetry by Junauda Petrus, Nicollet Lanterns



Whitesavage & Lyle, Triumph of the Vegetables



Paul Sires, Three Benches

EDGE

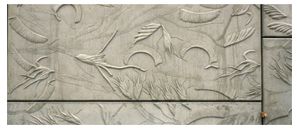
Boundaries: Retaining walls, stormwater features



Anjelica Pozo, Winding Wall of Fairfax History



Elizabeth Connor, Sweet Suite



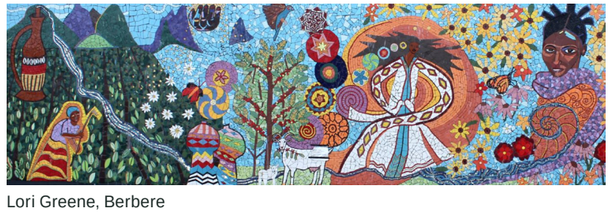
Carolyn Braaksma, Grasses (detail)



Ann Hamilton and Michael Mercil, Selby Avenue Bridge



Vicki Scuri and Mark Spitzer, Green Ribbon (vegetated MSE walls)



Lori Greene, Berbere

ORIENTATION / INTERPRETATION

Landscape and history



Betsy K Schulz, Harbaugh Seaside Trail



Jon Isherwood, Sotol Duet



Donovan Design, Titterud Park



City of Saint Paul Sidewalk Poetry Program

TRANSPORTATION

The backbone to the transportation component of the Plan is a right of way network made up of a hierarchy of streets that improves access to the site while supporting the Land Use and Parks/Open Space, Stormwater, and Public Arts components of the Plan. Special attention is given to creating a street and trail system that is equitable, safe, sustainable, and well connected. The proposed system improves access to the site, balances the needs of all users and protects the Hayden Heights neighborhood from truck traffic and unsafe conditions.

With over half of the developable land on the Hillcrest site dedicated to light industrial uses, it is important to ensure trucks have easy access to McKnight Road and do not traverse through the Hayden Heights neighborhood. Therefore, the Plan proposes two roads (one at Arlington Avenue and another at Montana Avenue) as the primary access points to the site. Industrial properties will have direct access to these two roads which in turn have direct and easy access to McKnight Road. McKnight Road connects conveniently south to Interstate 94 and north to MN 36 In addition to providing immediate access to McKnight Road, the remainder of the streets in the development are designed to prevent truck traffic from entering the neighborhoods.

The main organizing element in the Plan is a spine road: Howard Street that connects the length of the site from Larpenteur Avenue to Ivy Avenue. Howard Street is the only north south street in the development and will therefore be the main connection to the node, the edge of the park, as well as the primary address for much of the residential and light industrial development. It will also need to accommodate truck traffic and therefore should have a limited number of curb cuts to support a good pedestrian experience.

Howard Street will be designed as a mixed use-address, with a trail along its edge adjacent to a linear district-stormwater feature. This feature will become an opportunity for habitat, public art, wayfinding, and other amenities. Extra attention to the design of Howard Street will also allow it to serve as a buffer between housing and light industrial land uses.

While truck traffic will be discouraged from circulating through the existing neighborhoods, it is important for people in the existing neighborhoods to be able to access the new jobs, new neighbors, and new amenities developed at Hillcrest. Therefore, the existing street network in the Hayden Heights neighborhood is partially extended into the redevelopment to Howard Street.

The Neighborhood Node on the north side of the site should be the most accessible and easy to get to location on the site. It will have a mix of uses that are active throughout the day and week and therefore it should be well connected in all directions. The Plan recommends providing easy access for transit riders, pedestrians, cyclists, as well as people driving to the node.

While streets are an important component of the transportation at Hillcrest, trail connections will provide additional access and circulation within and beyond the site. The Hillcrest site sits adjacent to several existing and proposed local and regional trails and bikeways. Providing access to trails can help support healthy lifestyle by making walking and bicycling a safe and easy alternative to driving.

Building connections between the site and the trails along McKnight Road and Furness Parkway will ensure residents in Hillcrest can easily access nearby destinations such as Beaver Lake, Hayden Heights Park and Recreation Center, and the Heights Elementary School. Connecting the trails will also allow employees on site to access work by bicycle which will decrease traffic on local streets.

POLICIES

T-1: Establish a hierarchy of streets and trails to help manage movement and to provide access to properties.

The rights-of-way throughout Hillcrest will be the connective element of the public realm. Particular attention will be given to designing safe streets for the most vulnerable – including the elderly, the young, and those without cars. In addition, the rights-of-way will be designed to help create a healthy and green environment with adequate tree cover, stormwater features, and pollinator-friendly plantings where possible. Finalized dimensions will be approved by the Department of Public Works. Details and explanation of the Street Types are found on pages 29 to 33.

T-2: Plan for public art into the design of the streetscape

The design of the public rights-of-way is an opportunity to use art and creativity to celebrate the diverse cultures of the East Side and the unique physical features of the site. In addition, as a place where light industrial uses will exist alongside housing, it is also an opportunity to celebrate the unique mix of uses in the redevelopment. Consideration should be given to using street furnishings, retaining walls, seating, bus shelters, lighting, and landscape design as opportunities for artful expressions that celebrate the uniqueness of the people and the place.

T-3: Provide the highest level of transit service to the entire Hillcrest development

Currently the site is not served by any bus lines, and there are two bus lines within 1/4 mile. The City should continue to work with Metro Transit and other mobility services to increase public access to the site. Consideration should be given to extending existing lines to the site or to create high quality connections to planned BRT or LRT lines.

T-4: Create a multi-modal hub at the neighborhood node on the north side of the site.

The Neighborhood Node should be developed as a multi-modal hub – a place where people can transfer from one mode of travel to another. Multi-modal amenities (bus shelters, car share parking/charging, and all-weather bicycle storage should be prioritized within and adjacent to the neighborhood node. The amenities could be provided on both private and public property.

T-5: Discourage vehicular speeding on adjacent neighborhood streets.

The site is designed to discourage cut-through traffic and speeding, while still providing access to the site from the surrounding neighborhoods. Off-site improvements may also be needed to promote safety of all street users.

T-6: Support extensions of the sidewalk network east of McKnight Road to connect to new pedestrian crossings at controlled intersections.

T-7: Tree trenches or other means of visible green infrastructure are encouraged in the landscaped boulevards. Such designs can perform stormwater functions in the same space as landscaping, for more efficient and ecological land use

T-8: Limit the number and negative impact of curb cuts by:

- Developments on the same block should be arranged to share general vehicle and truck access driveways, except as topography and other obstacles make infeasible; and
- Driveway access to all development east of Winthrop Street should be from east-west streets to the extent feasible, rather than from Winthrop St or Howard St; industrial development may also directly access McKnight Road if permitted by Ramsey County.

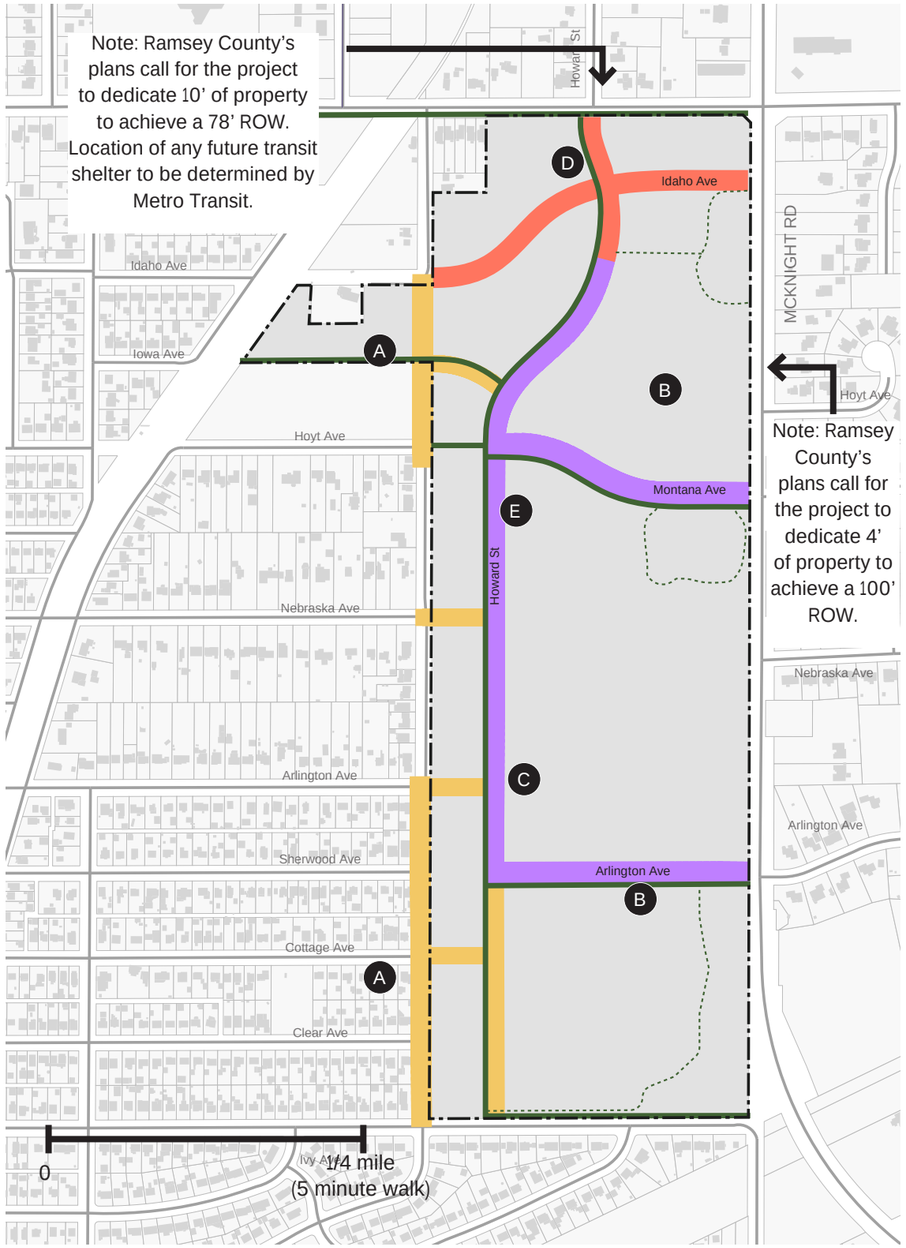
A mid-block driveway or alley is encouraged to serve development between Winthrop and Howard Streets.

These principles will improve safety and comfort for non-motorized transportation, and limit traffic impacts on the neighborhood to the west.

T-9: Provide an additional east-west trail connecting Howard Street and McKnight Road

Trail to be located between the Nebraska Ave alignment and the south edge of the wetlands adjacent to Montana Ave. The trail should generally be ADA-accessible and of a width and surface comparable to other trails on the site, except portions within the wetlands buffer areas may be designed differently to comply with wetlands regulations.

STREET TYPES



Key Elements of the Plan

A Winthrop extension to the north matches the existing design of Winthrop. To the south may be narrowed and placed as far east as possible in the right-of-way.

B Two industrial roads enter the site from the east and provide direct access to McKnight Road for industrial traffic. This will prevent significant impacts to adjacent neighborhood roads.

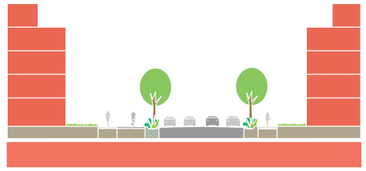
C Howard Street accommodates residential, commercial, and industrial traffic to various degrees. It also supports non-motorized traffic with a multiuse trail along its western edge.

D Streets around the node are designed with on street parking, and generous sidewalks. Pedestrians are supported through protected crossings, buffered expanded sidewalks, and amenity areas.

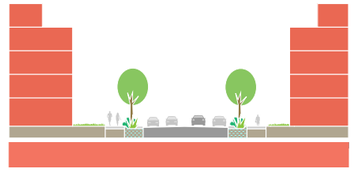
E Trucks permitted on all streets; however, the LIght Industrial streets will be designed with wider lane widths and turning movements. Access to Industrial properties from Howard is permitted, but not encouraged.

NORTH

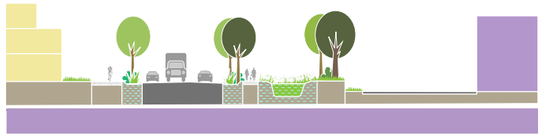
- NEIGHBORHOOD NODE STREETS (HOWARD AND IDAHO)
- LIGHT INDUSTRIAL STREETS - HOWARD / ARLINGTON / MONTANA
- NEIGHBORHOOD STREETS
- TRAIL
- PEDESTRIAN PATH



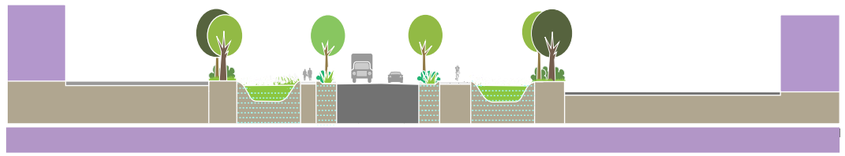
NODE - HOWARD STREET



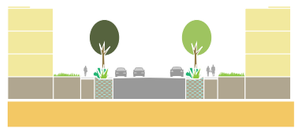
NODE - IDAHO AVE



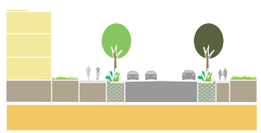
LIGHT INDUSTRIAL - HOWARD STREET



LIGHT INDUSTRIAL - ARLINGTON AND MONTANA AVE



NEIGHBORHOOD - TYPICAL



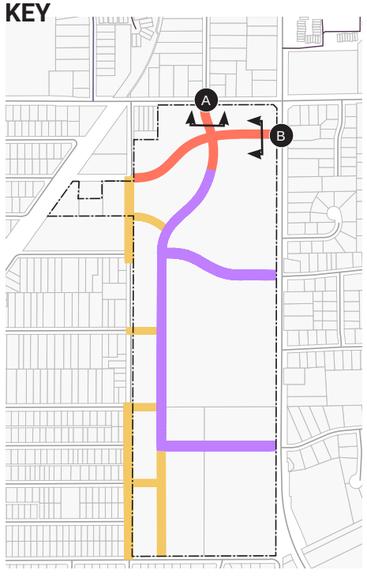
NEIGHBORHOOD - IOWA AND HOWARD

NOTE 1: Street sections are typical and may need to be modified due to topographic challenges and other factors

NOTE 2: trails along streets will be within the street rights-of-way and will be designed and constructed with the streets

STREET TYPES: NEIGHBORHOOD NODE

KEY



NORTH

NOTE:
For new developments and where opportunities are available to create additional setback, site designs should accommodate wider sidewalks with generous Boulevard/ Furnishing Zones. Source: Saint Paul Street Design Manual (p.23)

NODE - HOWARD		
DIMENSIONAL CRITERIA		
Minimum	Typical	
	82 ft	Right of Way Width
36 ft	38 ft	Pavement Width (includes gutter)
6 ft	8 ft	Sidewalk Width
6 ft	8 ft	Boulevard / Furnishing Width
2 ft		Frontage Zone
10 ft	12 ft	Two way bike trail

DESIGN FEATURES

- On-street parallel parking
- Intersection Bump-outs where feasible
- Street and Pedestrian-Scale Lighting
- Streetscape Furnishings (seating, planters,trash receptacles, bicycle racks)
- Tree-trench BMP's
- Street trees spaced 30'-40'

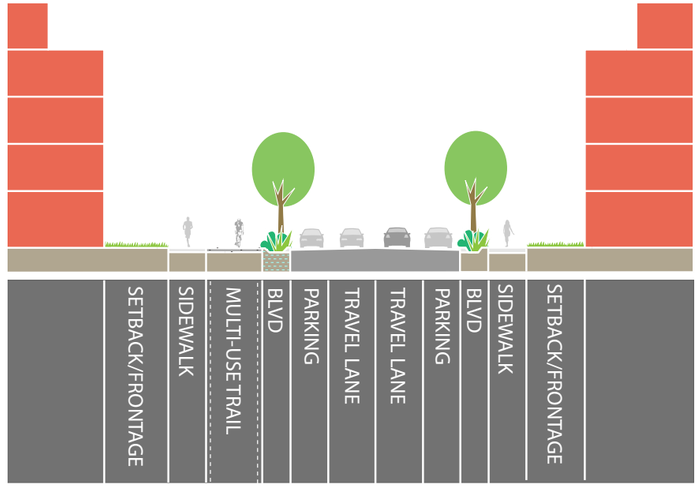
NODE - IDAHO		
DIMENSIONAL CRITERIA		
Minimum	Typical	
	70 ft	Right of Way Width
36 ft	38 ft	Pavement Width (includes gutter)
6 ft	8 ft	Sidewalk Width
6 ft	8 ft	Boulevard Width
2 ft		Frontage Zone

DIMENSIONAL CRITERIA

- On-street parallel parking
- Intersection Bump-outs where feasible
- Street and Pedestrian-Scale Lighting
- Streetscape Furnishings (seating, planters,trash receptacles, bicycle racks)
- Tree-trench BMP's
- Street trees spaced 30'-40'

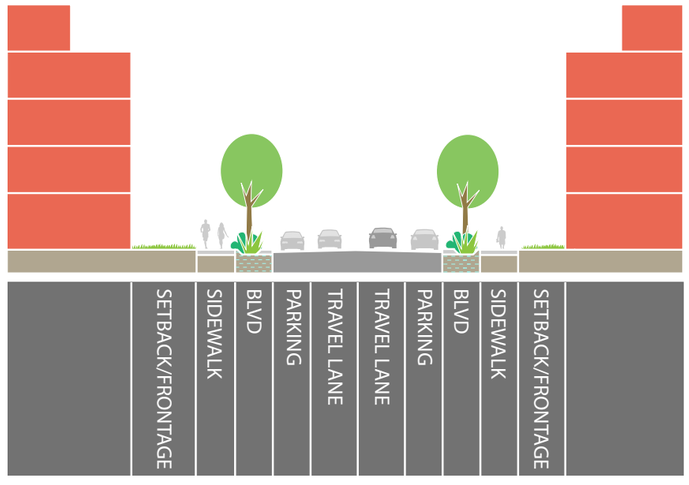
NODE - HOWARD STREET

A



NODE - IDAHO AVE

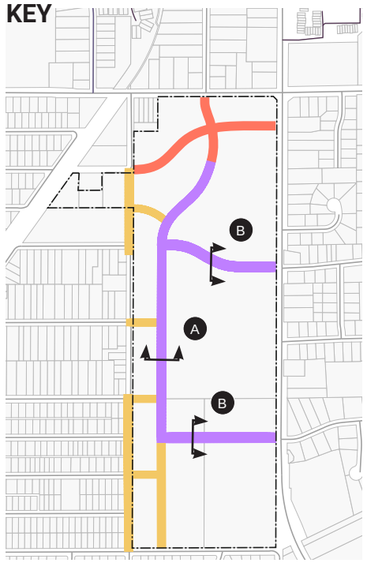
B



NOTE:
City Park on south side of Idaho west of Howard Street

STREET TYPES: LIGHT INDUSTRIAL

KEY



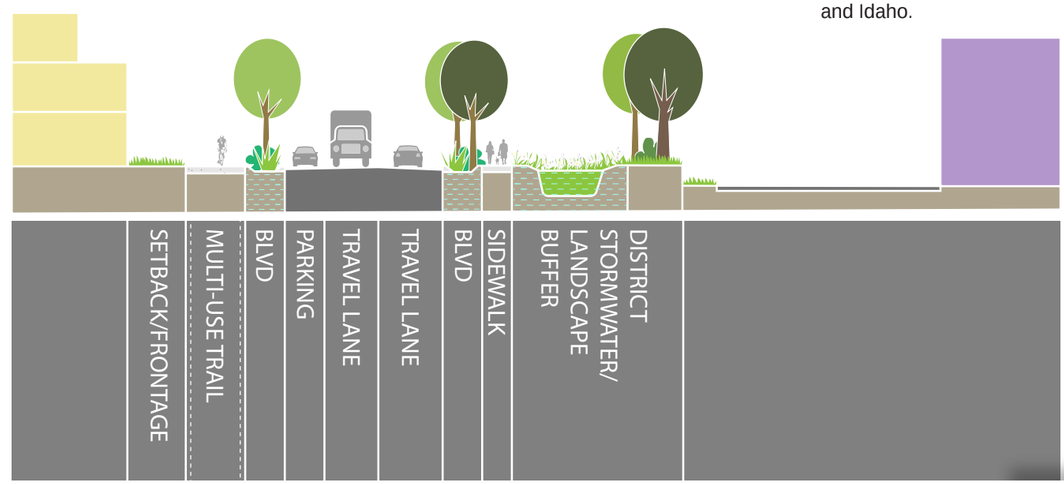
NORTH

LIGHT INDUSTRIAL - HOWARD		
DIMENSIONAL CRITERIA		
Minimum	Typical	
	80 ft	Right of Way Width (does not include District Stormwater/Landscape Buffer)
36 ft	40 ft	Pavement Width (includes gutter)
6 ft	6 ft	Sidewalk Width
6 ft	8 ft	Boulevard / Furnishing Width (see note)
2 ft		Frontage Zone (west side only)
10 ft	12 ft	Multi-use Trail
25 ft	25 ft	District Stormwater / Landscape Buffer
DESIGN FEATURES		
» District Stormwater / Landscape buffer feature along east side of street		
» On-street parallel parking on west side of street		
» Intersection bumpouts where feasible		
» Street and Pedestrian-Scale Lighting		
» Tree-trench BMP's		

LIGHT INDUSTRIAL - ARLINGTON AND MONTANA		
DIMENSIONAL CRITERIA		
Minimum	Typical	
	80 ft	Right of Way Width (does not include District Stormwater/Landscape Buffer)
32 ft	40 ft	Pavement Width (includes gutter)
6 ft	6 ft	Sidewalk Width
6 ft	8 ft	Boulevard / Furnishing Width (see note)
10 ft	12 ft	Multi-use Trail
25 ft	25 ft	District Stormwater / Landscape Buffer
DESIGN FEATURES		
» District Stormwater / Landscape buffer		
» Intersection bumpouts where feasible		
» Street and Pedestrian-Scale Lighting		
» Tree-trench BMP's		

LIGHT INDUSTRIAL - HOWARD STREET

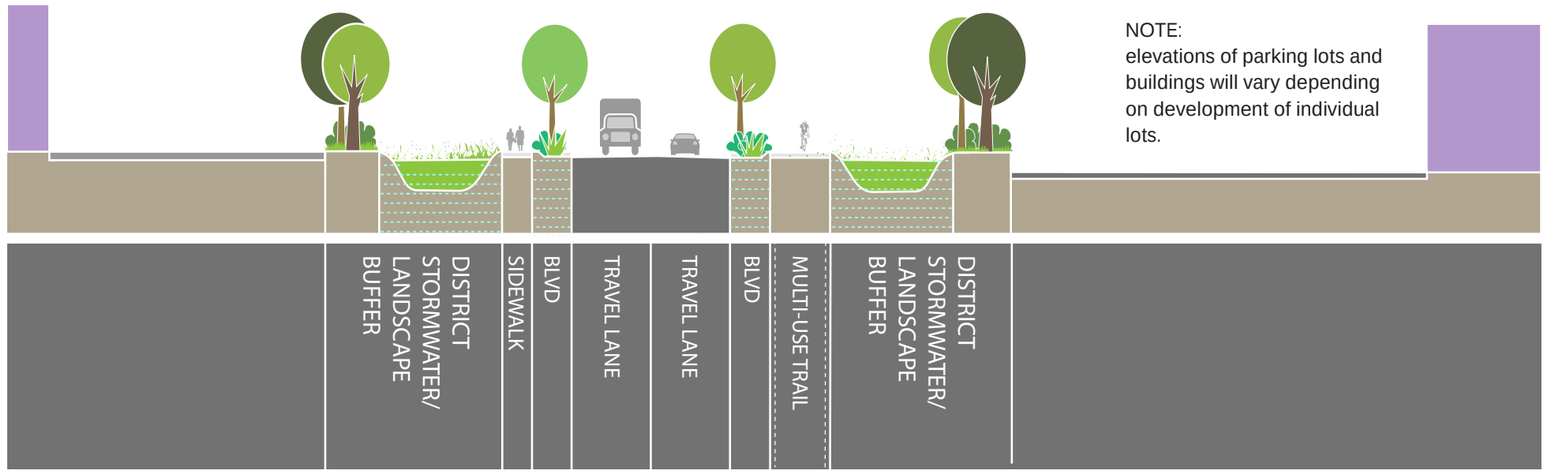
A



NOTE:
City Park on west side of Howard, between Hoyt and Idaho.

LIGHT INDUSTRIAL - ARLINGTON AND MONTANA AVE

B

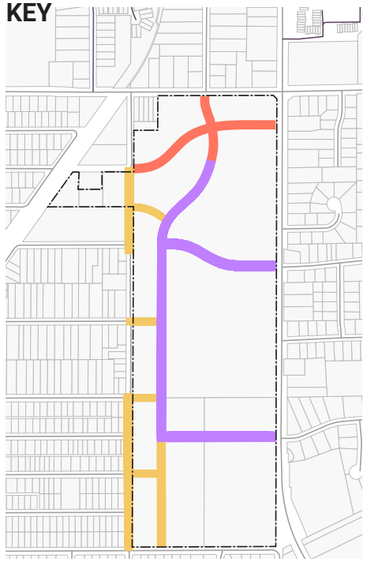


NOTE:
boulevard width may need to be expanded to truck turning needs at driveways.

NOTE:
elevations of parking lots and buildings will vary depending on development of individual lots.

STREET TYPES: NEIGHBORHOOD STREETS

KEY



NORTH

NEIGHBORHOOD - TYPICAL		
DIMENSIONAL CRITERIA		
Minimum	Typical	
	60 ft	Right of Way Width
29 ft	32 ft	Pavement Width (includes gutter)
6 ft	6 ft	Sidewalk Width
5 ft	8 ft	Boulevard / Furnishing Width
0 ft	2 ft	Frontage Zone

DESIGN FEATURES

- On-street parallel parking in front of new residential
- Intersection bumpouts where feasible
- Street and Pedestrian-Scale Lighting
- Streetscape Furnishings (seating, planters,trash receptacles, bicycle racks) adjacent to residential
- Tree-trench BMP's

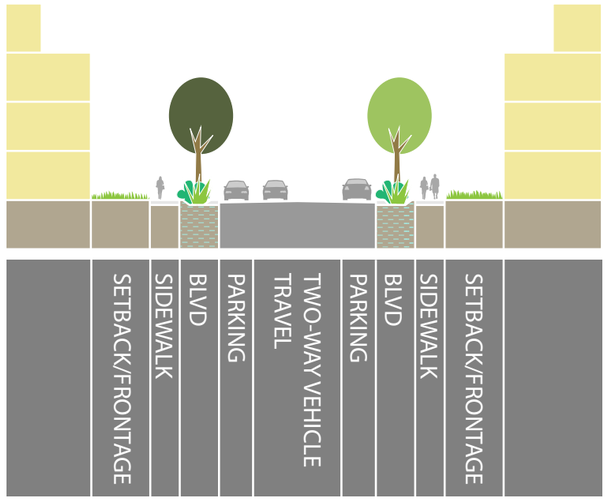
NEIGHBORHOOD - IOWA AND HOWARD		
DIMENSIONAL CRITERIA		
Minimum	Typical	
	66v ft	Right of Way Width
32 ft	32 ft	Pavement Width (includes gutter)
6 ft	6 ft	Sidewalk Width
6 ft	8 ft	Boulevard / Furnishing Width
10 ft	12 ft	Multi-use Trail
0 ft	2 ft	Frontage Zone

DESIGN FEATURES

- On-street parallel parking in front of new residential
- Intersection bumpouts where feasible
- Street and Pedestrian-Scale Lighting
- Streetscape Furnishings (seating, planters,trash receptacles, bicycle racks) adjacent to residential
- Tree-trench BMP's

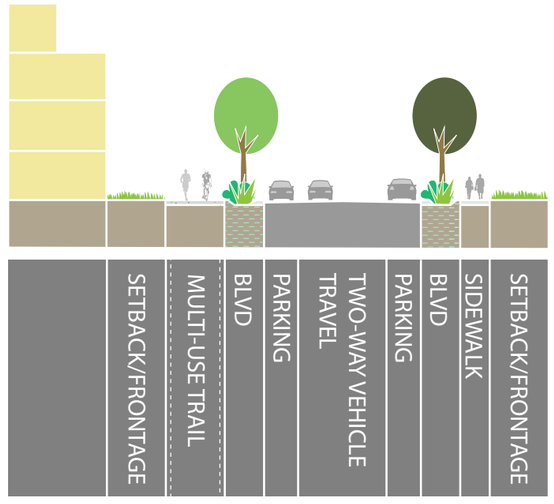
NEIGHBORHOOD - TYPICAL

A



NEIGHBORHOOD - IOWA AND HOWARD

B



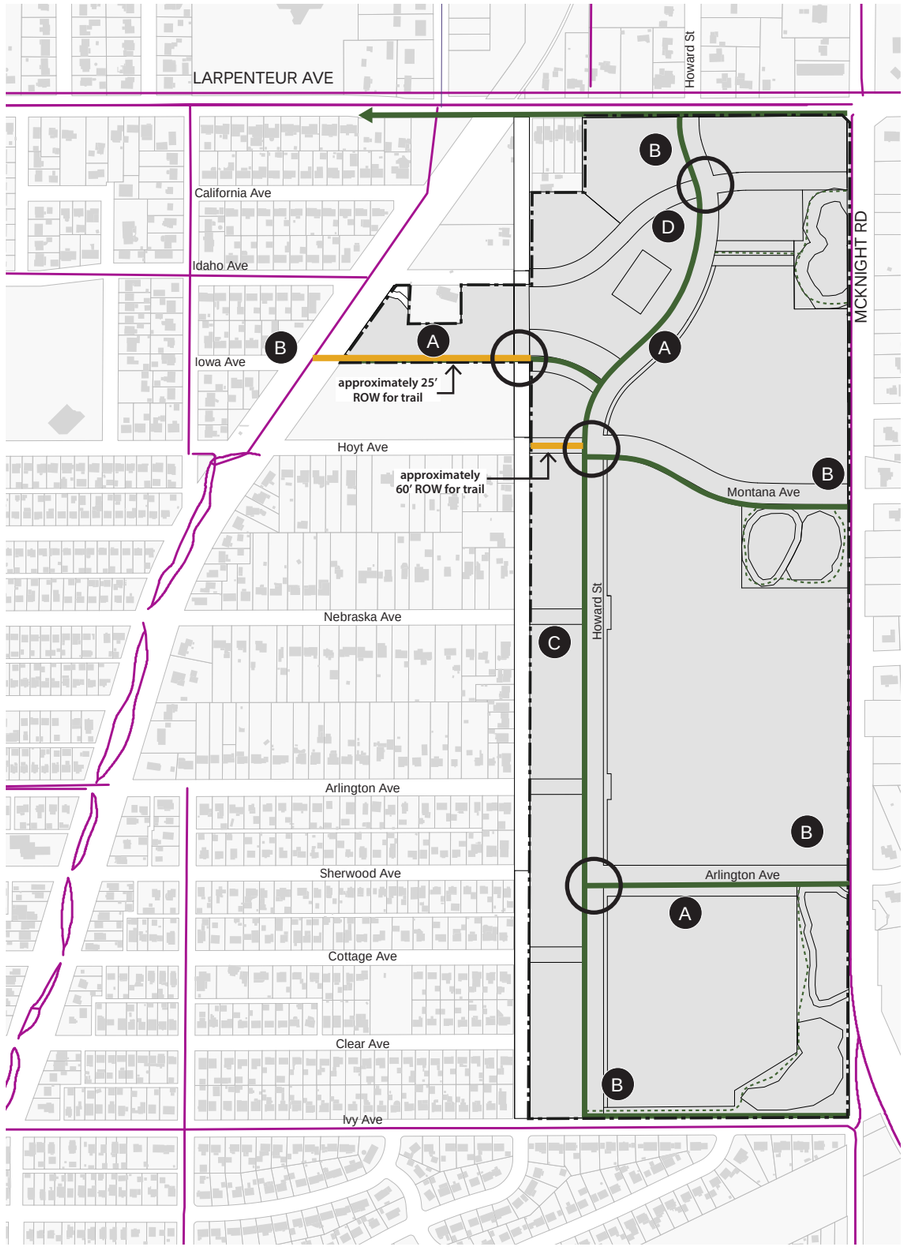
NOTE
Refer to land use plan for housing density.

NOTE:
Off site green space on west side of Winthrop, between Hoyt and south west corner of City Park.

NOTE:
City Park on east side of Winthrop south of Idaho.

NOTE:
Winthrop Street south of Sherwood may swing east within the right-of-way as feasible, if its centerline aligns with Orange's centerline at Ivy. This is the only portion of Neighborhood Streets expected to potentially be at the minimum dimensions for pavement, sidewalk, and boulevard widths.

TRAILS



Key Elements of the Plan

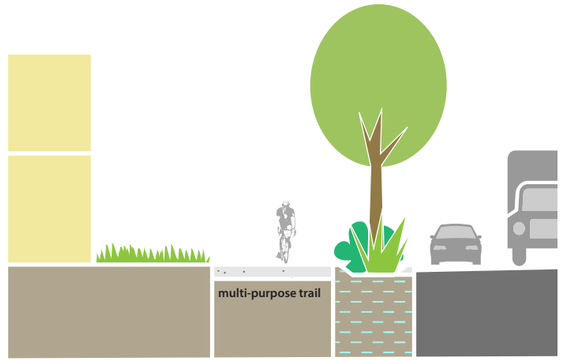
A With the exception of two trail segments (indicated on map in yellow) all trails are located along the street.

B Trails within the site connect to trails on McKnight and Furness as well as bike facilities on Larpenteur. The Public Art component of the Plan indicates these as locations for “Gateway” art.

C The trail along Howard will have very few driveway interruptions and will be a direct connection to the City Park.

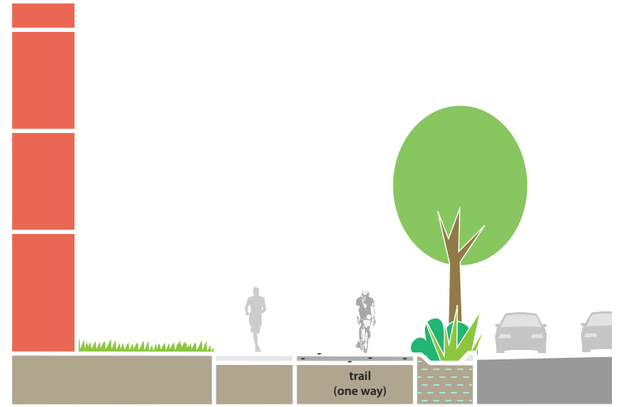
D Trail on Howard at the Node will be between the curb and sidewalk, thereby eliminating conflicts with building encroachments (door swings).

- TRAIL not along the Street
- TRAIL along the Street
- OFF SITE TRAIL OR LANE
- PROTECTED INTERSECTION CROSSING
- PEDESTRIAN PATH



TRAIL ON HOWARD, SOUTH OF THE CITY PARK

The trail along Howard will be located on the west side of the street, in front of residential buildings. Driveways along Howard should be minimized to reduce conflict with the trail. The trail will be 10’ wide with a 1’ clearance zone on both sides. Buildings along the trail must be set back from the trail to avoid obstructions such as door swings onto the trail.



TRAIL (BIKE FACILITY) ON HOWARD, AT THE NODE

The trail along the west side of Howard through the node will be located between a boulevard and a sidewalk, adjacent to potential mixed-use buildings. The trail will have a 2’ clearance zone on both sides. Buildings will have to be setback from the property line to ensure obstructions such as cafe tables and door swings do not encroach on the sidewalk.

PARKS AND OPEN SPACES

As they are throughout the City of Saint Paul, Parks and Open Spaces will be an important component to the success of the Hillcrest Redevelopment. Ordinance 19-39 sets the expectation that the property owner will deliver 5 acres of park space as a City Park as well as 15 acres of publicly accessible passive open green space that can also function accommodate existing and mitigated wetlands, as well as stormwater retention. The Plan arranges that acreage so it is connected, functional, accessible, and valuable to the entire community.

The Plan locates the City Park on the northern portion of the site in the middle of the neighborhood node and surrounded with a mix of uses, including the most dense housing in the development.

This park will be an important contributor to the vitality of the neighborhood node because it will be activated by the many different people who will be living and working in its proximity. The City Park will include space and amenities for both structured activities and informal play. The park will also be a key opportunity to highlight public art and community culture as it can host events and gatherings throughout the year.

Howard Street is a key component to the overall open space system. The Plan utilizes a shared, stacked green infrastructure approach along Howard Street to create a zone between residential and light industrial uses that supports active recreation, public art, habitat, tree canopy, and stormwater management. The design of Howard Street will include a 25' multi-purpose district stormwater/landscaping buffer along its eastern edge. This feature will perform a variety of functions including managing stormwater, supporting habitat, providing canopy coverage, improving the quality of the trail experience, and providing an opportunity for public art.

POLICIES

POS-1: Integrate the existing wetlands that are being preserved into the development by utilizing them as passive open space and as a stormwater feature for rate control.

POS-2: Create opportunities for privately owned public spaces at key locations.

In addition to the publicly owned spaces throughout the site (such as parks and trails) the Plan encourages land owners to create privately owned public spaces (POPS) that support the needs of the community and the property owner. These POPS throughout the site should be easily accessible by the public, outward facing, and support the public realm.

POS-3: Construct a green infrastructure stormwater system at a district scale that is integrated with trails, passive open space, public art and other amenities.*

The preferred district stormwater system concept, along the east side of Howard Street and south side of Arlington Avenue, is illustrated on page 36. Some of the site's stormwater will feed into the district system, and some of the site's stormwater will be handled through other means. The system design details, including proper size/extent, how water is directed to it, and ownership/maintenance are not established by this plan and will require significant collaboration between the City and private entities. The district stormwater design implemented could differ significantly from the preferred concept.

POS-4: Use public art and artists to activate public spaces and help highlight and celebrate unique features of the development, including the culture of the East Side.

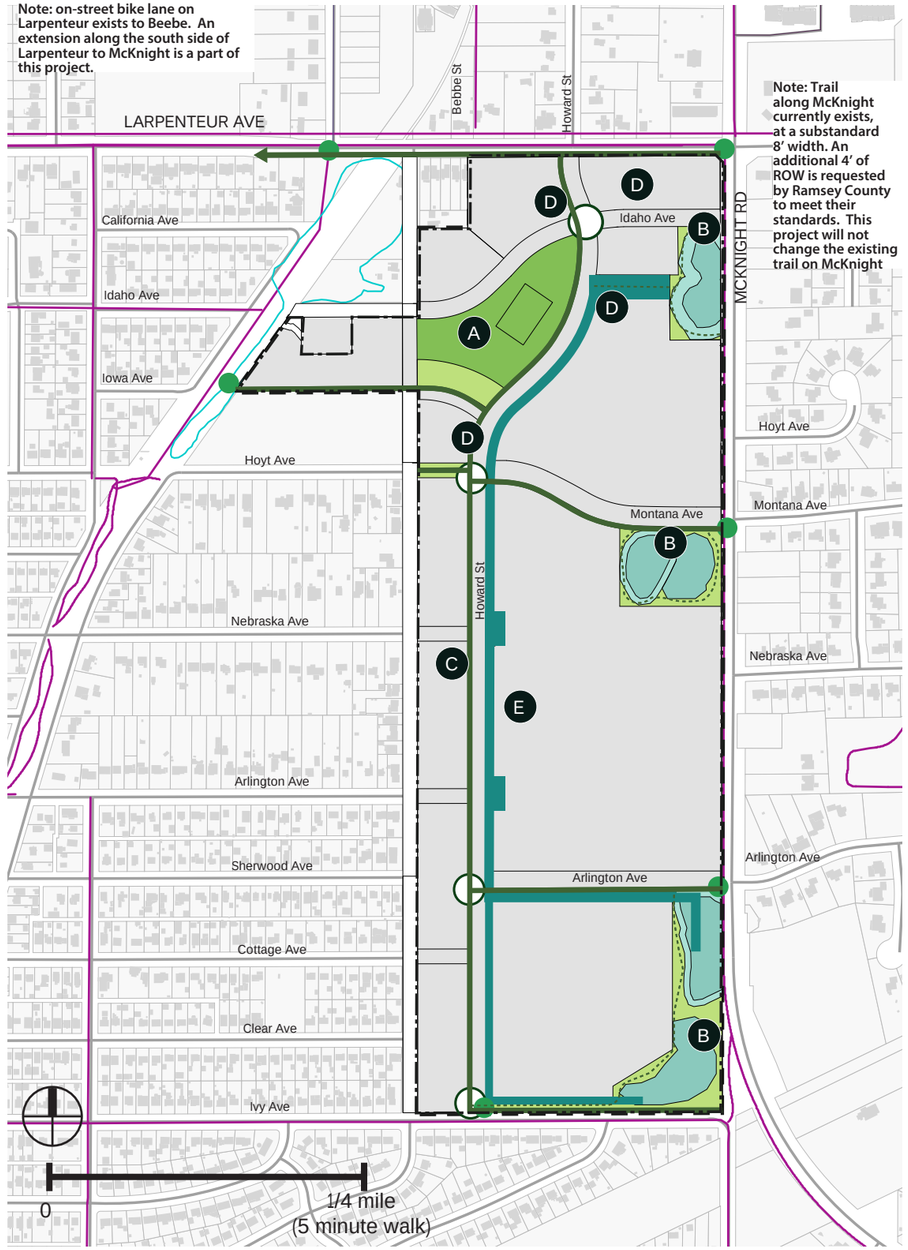
An important differentiator of the Hillcrest development will be its ability to celebrate what is unique about the place. Public art and artists should play a significant role in helping to define and bring attention to those qualities. The design and development of the public realm should include a broad range of opportunities to incorporate public art and to host cultural events. This can include (but is not limited to) the design of retaining walls, use of landscape art to highlight topography, stormwater features, pavilions, and play structures.

POS-5: Encourage provision of community garden space either on the site or nearby off-site.

Community gardens could be in passive open space not needed for wetlands or stormwater, on undeveloped lots (temporarily, until they are developed), or on portions of adjacent land owned or controlled by Saint Paul Parks and Recreation.

NOTE
Policies indicated with an asterisk* may be dependent on funding considerations.

PARKS AND OPEN SPACES



Key Elements of the Plan

A A 5-acre public city park is a central feature to the community node. The City will determine the park's design through a public process

B Wetlands located along the eastern edge of the site, provide opportunities for passive open space, informal trails, and habitat.

C A trail system connects through the site in all directions linking into adjacent existing trails including the Furness trail to the west, McKnight Trail to the east and southeast, and Larpenteur to the north.

D Small privately-owned public spaces (POPS) are encouraged adjacent to buildings throughout the site and especially at highly trafficked and/or highly visible locations.

E The District Stormwater feature along Howard Street becomes a linear connector across the site.

- CITY PARK
- DISTRICT STORMWATER/LANDSCAPE BUFFER
- PASSIVE OPEN SPACE
- WETLAND
- OFF-STREET TRAIL
- EXISTING OR PLANNED BIKE FACILITIES (OUT OF PROJECT SCOPE)
- INFORMAL TRAIL LOCATED IN PASSIVE OPEN SPACE
- PROTECTED INTERSECTION FOR TRAIL CROSSING
- EXISTING + NEW TRAIL CONNECTION POINT



DISTRICT STORMWATER AS GREEN INFRASTRUCTURE



CITY PARK



WETLANDS AS PASSIVE OPEN SPACE

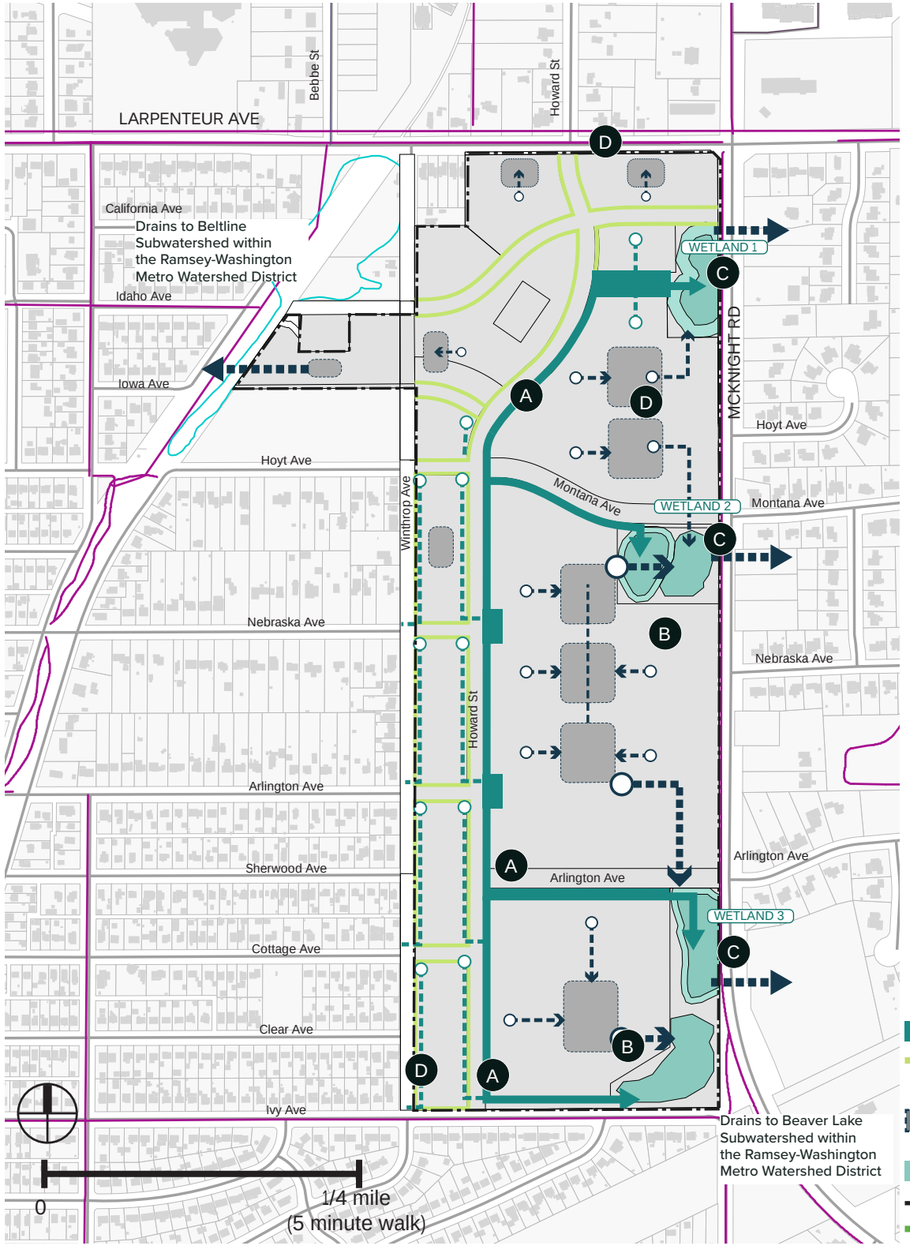


COMMUNITY EVENTS



PRIVATELY OWNED PUBLIC SPACE (POPS)

PREFERRED DISTRICT STORMWATER CONCEPT



Key Elements of the Concept

A A green infrastructure spine will run along Howard Street's east edge from Ivy to the neighborhood node to create a central District Stormwater feature. This area will collect and manage storm water from the adjacent public right-of-way as well as from select private residential parcels to the west of Howard Street. This area will be designed to maximize habitat potential as well as provide areas for public recreation and art. The feature may fluctuate in width between 15'-35' with the wider areas at intersections to create larger features to allow for visual buffering, additional flow and rate control, and habitat potential.

B To manage the volume of storm water, run-off from light industrial sites can be collected and managed using underground storage methods; eventually discharging to adjacent watersheds.

C Three existing wetlands on the eastern edge of the site will be preserved in place. Two additional wetland areas will be developed to replace wetland areas removed. These wetlands areas can receive treated storm water from the district green infrastructure features as well as the underground storage from private light industrial sites.

D In addition to the Howard Street District stormwater feature, all other public right-of-ways will include boulevards and tree trenches (where possible) between the public roads and public sidewalks to manage stormwater flows off of the public-right-of-way.



A : DISTRICT STORMWATER

A green infrastructure spine will run between Howard Street and private light industrial parcels.



A : DISTRICT STORMWATER

At key areas along district stormwater spine, the feature may widen to allow for additional rate and volume control, habitat, and recreation potential.



B : UNDERGROUND STORAGE

Highly impervious light industrial and residential sites may use underground storage methods to e□ectively manage the sites' stormwater loads.



C : WETLANDS

Three existing and two new wetland areas will provide flow and rate control for treated stormwater from the District Stormwater feature.



D: TREE TRENCH A

Tree trenches are encouraged to be located between the public road and public sidewalk. In low-density residential or in areas without adjacent parking, the tree trenches will designed to maximize growing area and stormwater volume.



D: TREE TRENCH B

Tree trenches are encouraged to be located between the public road and public sidewalk in the neighborhood node. In areas adjacent to higher density residential development and/or in areas with adjacent parking, the tree trenches will designed to support safe pedestrian circulation.

Sustainability and resiliency are core city values. The *2040 Comprehensive Plan* states that: "[Saint Paul is] a city that understands the importance of environmental stewardship of our abundant natural, historic and cultural resources, and ensures that future growth protects those resources." At Hillcrest, we have an opportunity to plan for best practices in sustainable development to benefit the health of residents, workers and ecological systems, and mitigate negative contributors to climate change.

In recent years, the City of Saint Paul has adopted numerous policies, plans, and ordinances that aim to make the City more sustainable and resilient. In addition to the Comprehensive Plan quoted above, the *Climate Action and Resiliency Plan* (2019) set ambitious goals of reducing carbon emissions citywide by 50% by 2030 and achieving carbon neutrality by 2050. The *Strategic Framework for Community Resiliency* (2015) has a guiding principle to incorporate climate change adaptation into relevant local and regional plans and projects. Finally, the City's innovative Sustainable Building Ordinance (2018) sets high sustainability-related standards for projects receiving more than $200,000 of city funding.

As site owner and partner, the Saint Paul Port Authority (SPPA) has a mission to create quality job opportunities, expand the tax base and advance sustainable development. The SPPA is independently seeking pre-certification at the platinum level in the U.S. Green Building Council's (USGBC) LEED for Cities and Communities (v4.1, Plan and Design) program. The certification process takes a holistic view of district-scale function and evaluates a wide variety of components including transportation, energy, and water use. Hillcrest would be among the first sites to receive this designation. The City supports this effort, and many of the goals and policies that follow complement those contained in the LEED for Communities certification structure. The SPPA also has a record of working with industrial, light industrial, and commercial users to develop innovative covenants that advance sustainability on a project-by-project basis. The City anticipates this valuable work will continue and prove to be an effective implementation tool for the policies found in this chapter.

The policies in this chapter expand on current requirements and do not duplicate existing state and local regulations that contribute to sustainability. For example, there are city, state, and watershed district requirements for stormwater treatment and discharge, Saint Paul Regional Water Services requirements for potable water monitoring, and zoning requirements for trees and in parking lots. An expanded list of sustainability-related regulations and tools has been developed and is included as an Appendix to this plan.

Click Here for a link to Sustainability Implementation

POLICIES

The following goals and policies are intended to reduce negative environmental impacts related to development and create a healthier site for the people of the neighborhood. All policies apply to public and private projects unless otherwise specified.

Implementation for policies indicated with an asterisk* may be dependent on funding considerations.

Topic 1: Carbon-neutrality site-wide.

POLICIES

S-1: Support site-wide strategies that reduce carbon emissions, such as alternative transportation options, well-connected and varied land uses, and meeting city-wide waste and diversion goals.

S-2: Strongly support registering and LEED-certifying all buildings greater than 5,000 square feet.

S-3: Strongly encourage all buildings to benchmark and report annual energy usage for all buildings using the U.S. Environmental Protection Agency's ENERGY STAR Portfolio Manager and the process outlined in Chapter 440 of the Legislative Code.

S-4: Meet energy demand using renewable energy sources to the greatest extent feasible, prioritizing on-site generation.

S-5: Restrict natural gas service to systems or devices for which an equivalent all-electric system or design is unavailable, impractical, not cost effective, or is determined to present an equity gap.

S-6: Pursue the integration of ground source energy systems such as geothermal energy at the site and/or district scale to reduce energy demand.*

S-7: Build electric vehicle supply equipment (EVSE) infrastructure to meet anticipated need, with the goal of installing Level 2 charging stations (240V) for at least 2% of all public and publicly-accessible parking spaces.

S-8: Construct private parking structures to be EV-Capable if the equipment is not installed when built.

S-9: Explore the possibility of incorporating a community solar garden.

S-10: Use trees along exterior building walls to provide shade and cooling except where solar access is needed for photovoltaic panels.

S-11: Plan for increased energy needs for cooling and potential on-site backup power.

S-12: Should more than $200,000 of City financing be applied to part or all of the site, the City's Sustainable Building Ordinance will apply.*

NOTE
Implementation for policies indicated with an asterisk* may be dependent on funding considerations.

Topic 2: Integrate development with the ecology of the site.

POLICIES:

S-13: Foster a robust urban ecology through complimentary elements such as robust tree canopy, green streets/corridors, and native vegetation.

S-14: Design to be hardy, primarily native, and connected.

S-15: To the greatest extent feasible and working around development, retain existing healthy native trees and vegetation.

- *Plant trees at a rate that, at maturity, will sequester at least as much carbon as was sequestered at the time the golf course was closed and meet the tree canopy goal identified in the 2040 Comprehensive Plan (LU-19).*
- *Plant species of trees and other vegetation that can adapt to anticipated climate change in the region and provide a variety of benefits such as pollution and habitat. Tree species selection is subject to approval by the City Forester.*
- *Use biologically diverse native prairie plantings instead of turf where feasible, with low-maintenance turf preferred when it is necessary.*
- *Design considering long-term maintenance needs.*
- *Plant at least fifty (50) percent of all landscaped area that is not turf or hardscape with species native to the state.*
- *Exotic invasive species are prohibited, such as European buckthorn and Tartarian honeysuckle.*

S-16: Wherever possible, connect new landscape areas to neighboring planted areas to increase its contiguous size.

S-17: Reduce light pollution to the greatest extent allowed by ordinance and the Department of Public Works.

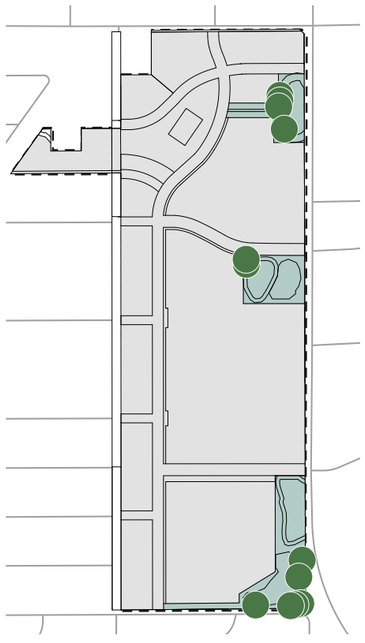
S-18: Mitigate the effects of the urban heat island through tools such as surface treatments, tree canopy, green roofs, etc.

S-19: Monitor outdoor air quality with metrics publicly displayed in key residential, commercial, light industrial, and sensitive areas.

S-20: Prepare a plan for vacant private parcels to be ecologically valuable and stable until developed.

S-21: Explore opportunities for community gardens.

S-22: To the greatest extent feasible considering contamination and working around development, retain existing healthy native trees and vegetation (see Figure below).



EXISTING HEALTHY NATIVE TREES
ADJACENT TO WETLANDS

Topic 3: Responsible material and waste stream management.

POLICIES

S-23: Pursue circular economy and eco-industrial strategies within employment-focused areas to reduce waste and increase efficiency of natural resource use.

S-24: Divert a minimum of 50% construction and demolition waste from buildings and strive for at least 75%.

S-25: Model embodied carbon for all construction per industry standards and building materials and techniques that lower embodied carbon to the greatest extent feasible.

Topic 4: Effective, integrated, and visible stormwater treatment.

POLICIES

S-26: Treat stormwater as a resource and maximize its co-benefits such as passive recreation and habitat creation.

S-27: Make the majority of stormwater infrastructure visible through a natural, "light touch" aesthetic that helps define the identity of the site, provide unique public and private amenities, and maximize use of land.

S-28: Use economies of scale where possible to make stormwater improvements more cost-effective.

S-29: Encourage roof catchment and reuse for irrigation needs.

Housing meets a fundamental need and is in short supply throughout the region, including in the Hillcrest area. According to a 2020 market study commissioned by the Saint Paul Port Authority for this project, there is a substantial amount of Naturally Occurring Affordable Housing (NOAH) in the site's market area, but demand continues to exceed the supply, with rental housing vacancy rates under 3 percent and the area's supply of for-sale homes well under two months over the past two years.

The market study also notes that existing market-rate rents in the area are at a level considered affordable to renters earning 80 percent Area Median Income (AMI), which is roughly equivalent to 79,000 for a family of four in 2021.

Because median income for Saint Paul renters is approximately $40,000, there is a strong need for affordable housing in the community, and development of the Hillcrest site should include affordable housing to meet the community needs in the Hillcrest area, consistent with Comprehensive Plan policy goals to improve access to affordable housing citywide.

These city-wide policy goals set out aggregate production targets as follows:

- For City/HRA-assisted new rental units, the Comprehensive Plan aspires that at least 30 percent will be affordable to households earning 60 percent of the AMI, of which at least one third will be affordable to households earning 50 percent of the AMI, and at least one third will be affordable to households earning 30 percent of the AMI.
- For City/HRA-assisted new ownership units, the Comprehensive Plan aspires that at least 20 percent will be affordable to households earning up to 80 percent of the AMI, and an additional 10 percent will be affordable to households at 60 percent of AMI.

These goals are calculated on a city-wide basis, though housing developed at Hillcrest provides an important opportunity to strive toward meeting the City's affordability goals.

In addition to the above affordability targets, this master plan offers the below housing type priorities for achieving a broad mix of housing types on the site:

Priority one: Rental housing, non-age-restricted

This category includes affordable general occupancy apartments and market-rate general occupancy apartments. Affordable rental housing should be integrated throughout higher-density residential areas, and include units to serve large families.

Priority two: For-sale homes

This category includes for-sale multifamily (e.g., twinhomes, rowhomes, detached townhomes) and for-sale single-family detached homes, with a greater emphasis on the former to provide for a diversity of missing middle ownership housing to the area and Saint Paul. Affordable ownership options should be integrated with market rate ownership options, and include units to serve large families.

Priority three: Age-restricted housing (ages 55+ or 62+)

This category includes independent living for-sale and rental options and senior housing with various service levels, and at a mix of affordability levels. Demand will continue to increase in the next two decades for this type of housing.

Affordable housing generally requires public funding or financial assistance, and none have been secured to date for this site. See Other Implementation Chapter for potential sources.

POLICIES

H-1: Cooperative ownership models of housing are encouraged.

H-2: Locate affordable units throughout the site's residential areas; do not cluster or concentrate them in one area.

H-3: Provide subsidized or unsubsidized affordable housing units at all of the following levels: 30%, 50%, and 60% of AMI.

H-4: Provide affordable home ownership opportunities.

To implement the Land Use designations in the Land Use section, the City will rezone the site from R2 One-Family Residential to several zoning districts, each with a master plan ("M") designation:

- T1M Traditional Neighborhood District
- T3M Traditional Neighborhood District
- ITM Transitional Industrial District

The new zoning districts will be shown in a map attached to the ordinance that will generally correspond with the map and land use designations on page 24 of this Master Plan as follows:

- T1M: "Lower-Density Residential"
- T3M: "Higher-Density Residential"
- ITM: "Light Industrial"

Areas labelled "City Park" or "Buffers and Passive Space" on the Land Use map will be zoned with the districts in which they are located. (See Land Use chapter for land use categories.) The zoning districts will extend to the street centerlines and will be adjusted with the street centerlines in the platting process.

The Zoning Code, including land use regulations and development standards, will apply to new development within the Hillcrest Master Plan area, except as specified in this master plan, including the Modifications section of this chapter and the following provisions that either adjust or clarify zoning requirements:

- No required minimum or maximum front yard setbacks for buildings in the ITM zoning district. This will allow for larger landscaped areas along sidewalks, art space along side-walks, and stormwater amenities to be potentially implemented in pursuit of more pleasant street frontages for pedestrians and other users.
- There shall be substantial tree and shrub landscaping east of Howard Street within the ITM-zoned land, west of any retaining wall or slope down to industrial lots. If this area contains district stormwater, the landscaping can be integrated into the stormwater feature to the extent feasible for vegetative health. If there is no district stormwater feature, then a landscape buffer generally at least 10 feet wide shall be provided in this area.
- Landscape plans shall be coordinated along the length of Howard Street through the site, under guidance of the City Forestry division.
- The entirety of Howard Street within the site is considered a "pedestrian-oriented area" for the purpose of IT Transitional Industrial district design standards.
- Block lengths may be as shown in the Land Use chapter, potentially modified as per the section below.
- For the purpose of meeting floor area ratio minimums, any single-story commercial buildings may be considered part of the same zoning lot as adjacent residential or mixed-use buildings on the same platted block in the same zoning district, regardless of whether there will be multiple owners or a single owner of said buildings.
- For the purpose of the Traditional Neighborhood district design standard for door and window openings, Howard Street and Winthrop Street shall be considered collector streets.
- The existing street network need only be extended into the site to the extent shown in the Transportation chapter.
- On-street parking need be provided only as shown in the Transportation chapter.
- Sidewalk widths shall be as prescribed in the Transportation chapter.
- There may be up to four rows of surface parking (two drive aisles) in front of buildings in the ITM Transitional Industrial District if there is at least four extra feet of perimeter landscaping width beyond the requirements of City Code Sec. 63.314.
- Murals and other art upon industrial buildings can satisfy the requirements of City Code Sec. 66.542(a)(2) in lieu of facade articulation if the Department of Safety & Inspections determines that the art has a similar visual impact from the street and can be adequately maintained.

ADMINISTRATIVE MODIFICATIONS

The following section provides parameters for potential "minor modifications" to the adopted Hillcrest Master Plan that may be approved administratively, as per Legislative Code Sec. 66.344(c). The following will be considered "minor modifications" if the Planning Administrator finds the specific changes consistent with the Master Plan's intent:

- Changes of land use category (see Land Use Plan on page 24) for less than 11.2 acres (10% of total site area), provided that the cumulative changes from the originally approved master plan also do not exceed 11.2 acres.
- Movement of a street or trail by up to 100 feet (centerline-to-centerline distance), provided it does not result in a block size of greater than 600 feet outside the industrial district, and does not move intersection locations at the site's exterior.
- Reduction or addition of trails if recommended by the City Engineer, provided it does not result in a block size of greater than 600 feet outside of the industrial districts.
- Reduction or expansion in the width of rights-of-way to accommodate (or eliminate) vehicular turn lanes, on-street parking, utilities , sight triangles or other right-of-way elements, if recommended by the City Engineer.
- Reduction or expansion of the widths of street travel lanes, trails, sidewalks, boulevards, or other right-of-way design elements, if recommended by the City Engineer.
- Any expansion of active or passive park space.
- Any additional or adjusted wetlands preservation, including buffers, required by wetlands regulatory authorities

The above list is not all-inclusive. The Planning Administrator shall have the right to determine other modifications to be "minor" under Legislative Code Sec. 66.344(c).

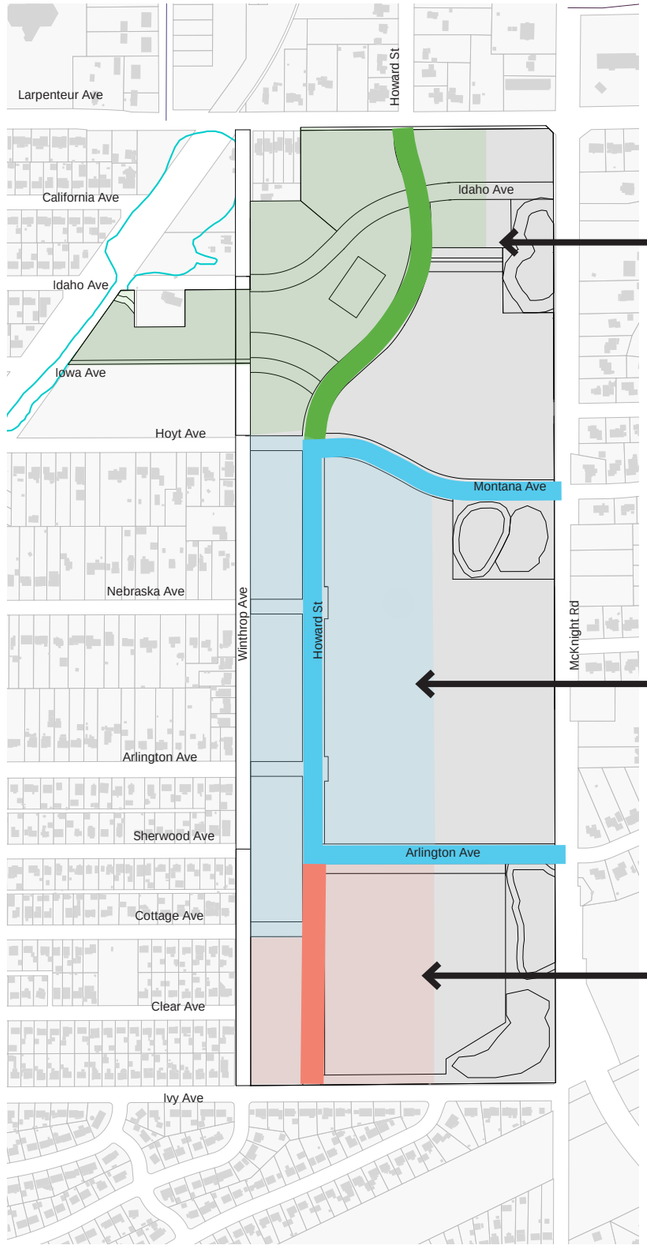
PHASING

It is expected that the project will be constructed in phases based on market demand. Not all infrastructure will be constructed in the first phase. Development of any lot shall include the water, sewer, stormwater, and transportation infrastructure necessary for its use, along with site development permits and other requirements under City Code. A Comprehensive Site Preparation and Infrastructure Plan that addresses water, sewer, stormwater, all transportation elements, energy systems, gas, and electrical must be approved through the City's Site Plan Review process prior to any vertical development, excluding any development related to energy infrastructure.

Additionally, the following will govern provision of transportation infrastructure in order to provide a functional network:

- Any development north of Montana Avenue that abuts or is west of Howard Street, including the City Park, requires the completion of Howard Street and its adjacent trail from Montana Avenue to Larpenteur Avenue.
- Any development abutting Howard Street between Montana Avenue and Arlington Avenue requires the completion of Howard Street between Montana Avenue and Arlington Avenue, as well as the completion of Montana Avenue and Arlington Avenue between Howard Street and McKnight Road.
- Any development, including utilities, south of Arlington Avenue that abuts Howard Street requires the completion of Arlington Ave and Howard Street and its adjacent trail south to Ivy Avenue.
- The entire east-west trail along Larpenteur Avenue to Beebe Road must be completed when any lot abutting Larpenteur Avenue is developed.
- Winthrop Street from Sherwood Avenue to Ivy Avenue must be completed when any lot abutting Winthrop Street south of Hoyt Avenue is developed.
- Winthrop Street from Idaho Avenue to Hoyt Avenue must be completed when any abutting lot is developed.
- Winthrop Street north of Idaho Avenue does not need to be developed along with any part of this site's development – it could be implemented by itself in the future.
- Any expansion of the existing trail in the McKnight Road right-of-way is not required in any phase of this development. It could be undertaken by others.
- Any soil remediation and wetland mitigation required by regulatory authorities may move forward at any time without necessarily triggering the need for other infrastructure.
- All construction and phasing plans are subject to review and approval by the Departments of Public Works, Safety and Inspections, and Parks and Recreation, as applicable. Prior to submittal of any plat application, the applicant will obtain written approval of all right-of-way dimensions from Public Works.

TRANSPORTATION PHASING



- Any non-industrial development north of Montana Avenue that abuts or is west of Howard Street, including the City Park, requires the completion of Howard Street and its adjacent trail from Montana Avenue to Larpenteur Avenue.

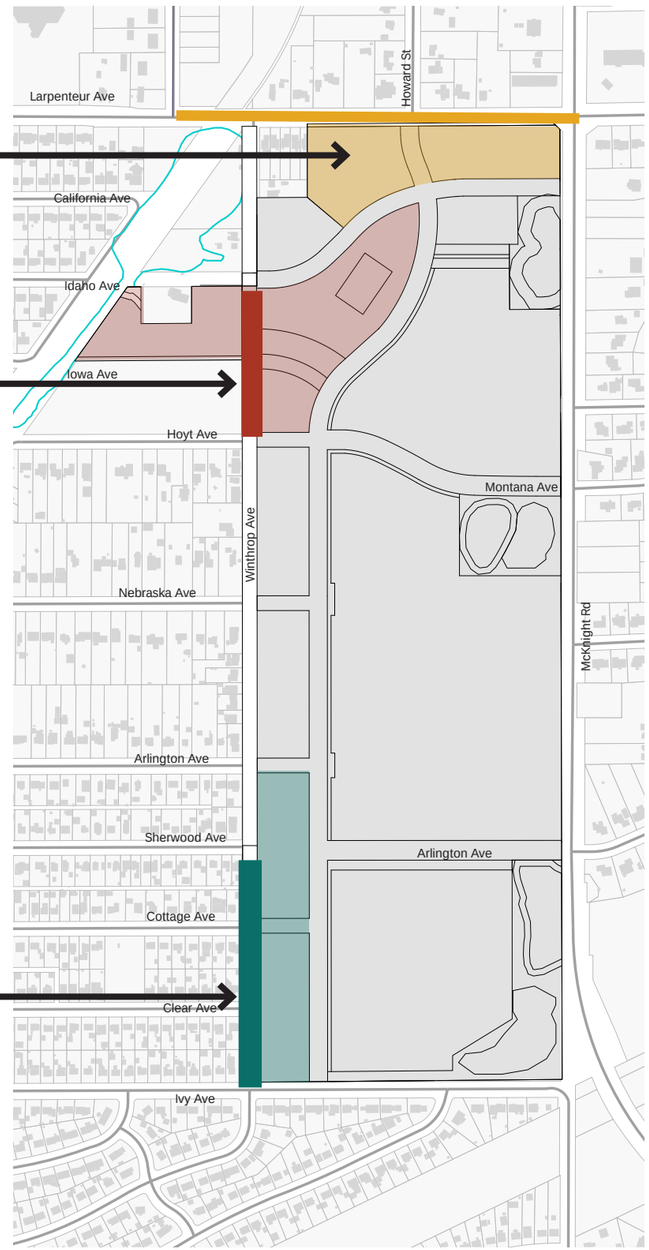
- Any development abutting Howard Street between Montana Avenue and Arlington Avenue requires the completion of Howard Street between Montana Avenue and Arlington Avenue, as well as the completion of Montana Avenue and Arlington Avenue between Howard Street and McKnight Road.

- Any development, including utilities, south of Arlington Avenue that abuts Howard Street requires the completion of Arlington Ave and Howard Street and its adjacent trail south to Ivy Avenue.

- The entire east-west trail along Larpenteur Avenue to Beebe Road must be completed when any lot abutting Larpenteur Avenue is developed.

- Winthrop Street from Idaho Avenue to Hoyt Avenue must be completed when any abutting lot is developed.

- Winthrop Street from Sherwood Avenue to Ivy Avenue must be completed when any lot abutting Winthrop Street south of Arlington Avenue is developed.



Development of the Hillcrest site will be governed by the policies, site layouts, and street sections of this Plan, except as potentially modified (see Zoning chapter). For the most part, land sales are expected to pay for the site's basic development. However, there may be a need for additional funding to implement this Plan, especially the district stormwater and sustainability policies marked with an asterisk (*) in the preceding chapters, and for any affordable housing, public art, or to fully develop the City Park. The following lays out potential funding sources to fully implement this Plan. Some sources are more likely to be obtained than others, and none are certain at this time. City financing for the development has not been budgeted and is not anticipated for most project elements.

District Stormwater

- **Ramsey-Washington Watershed District grant**. Funds might be available, and will need to be applied for.
- **Developer contribution**. Since stormwater needs to be addressed by individual properties to the extent it is not handled via a district system, the cost savings could be passed on to the site's developer or sub-developers.

Sustainability Measures

- **Foundation grants**. Some charitable foundations have prioritized sustainability.
- **Minnesota Department of Employment and Economic Development (DEED) gr**ants. These grants are very competitive.
- **Federal grants**. Funding to implement green energy projects has been considered several times recently by the federal government.
- **Property Assessed Clean Energy (PACE) financing**. SPPA has used PACE financing before and may be able to do so for certain aspects of clean energy on this site.

Affordable Housing

- **Section 8 vouchers**. Federal money is disbursed by the Saint Paul Public Housing Authority as Section 8 vouchers that pay part of qualifying renters' monthly rent at certain privately held apartments that accept the vouchers. (Section 8 waiting lists are typically very long.)
- **Low-Income Housing Tax Credits (LIHTC**). Federal tax credits that are awarded to developers in St. Paul by the Housing & Redevelopment Authority and Minnesota Housing Finance Agency in exchange for their maintaining affordability for 30 years at a specified level (20/30/50/60/80% AMI). The developer provides 10-year tax benefits (credits and deductions) in exchange for equity capital to the development from their investors.
- **Tax Increment Financing (TIF).** If approved by the City and HRA, a project for which an Affordable Housing TIF district is established, would receive tax increment assistant to reimburse eligible costs to fill a financing gap in the project. The tax increment assistance would be paid to the Developer from the taxes generated from the increased value of the properties within the TIF district over the life of the TIF district (up to 26 total years). Eligible projects would be income restricted, as follows: rental projects would require either 20% of the units assisted be restricted at 50% AMI or 40% of the units assisted be restricted at 60% AMI; ownership projects would require that 95% of the assisted units be sold to income qualifying households at 115% AMI. Is subject to the City having citywide TIF capacity within its self-identified limits.
- **Donations**. For example, Habitat for Humanity constructs for-sale affordable homes that use volunteer labor, donated supplies, donated land/land sale write-downs, and monetary donations to offset construction costs to keep the homes affordable to qualified buyers.
- **Other nonprofits**. Nonprofit housing development entities may also provide affordable housing. For example, Lutheran Social Services has partnered on several local affordable housing developments.
- **Special allocations from various levels of government**. There are occasional government allocations that fund affordable housing, such as the recent Emergency Rental Assistance or American Rescue Plan funds from the federal government.

Art

- **Eligible City-funded capital projects**' 1% allocation, per Public Art Ordinance.
- **Developer contribution**. The developer or sub-developers may wish to provide art to enhance their properties and/or as a means to meet zoning code requirements.

City Park

The Parks and Recreation Department will plan for the City park's design and programming, as informed by community engagement, after the master plan is complete. $2.5 million dollars have been committed by SPPA to develop the City Park. 2.5M is not estimated to be sufficient to implement the City Park depicted in this plan. Additional project resources will need to implement the City Park as depicted/contemplated.