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# EQUITABLE DEVELOPMENT SCORECARD

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WEST SIDE  
community organization



# INTRODUCTION

The Equitable Development Scorecard is a tool that will answer the question, **“Who benefits from any new development coming to the West Side?”**.

This community document ensures that the voices of the residents are centered in decision making processes, while also building community power\*. It is used to make sure that the principles and practices of fair and just development, environmental justice, and affordability are applied to our community and that plans for economic development and wealth creation benefit all West Siders.

The West Side has a deep history of sheltering, housing, and being a community for immigrants from around the world. It has been a place where people are able to start fresh and prosper. The West Side community has built on this legacy by leveraging the mosaic of current economic opportunities to benefit our residents. The West Side Community Organization achieves this through support of economic development and land use projects that build wealth and resiliency in our community, diversify and strengthen the local economy, respect our heritage and culture, and revitalize the natural environment.

West Siders frequently have had little say on development moving into the West Side. As a result, community members have been displaced and development did not benefit the community that built the vibrancy, beauty, and history of the West Side. Our hope is that the community's voice is centered in guiding, planning, and shaping economic development through this scorecard. We seek to ensure the traumas of the past are not repeated, and healing practices take place. We dream and envision a West Side community where all residents can experience a healthy, sustainable environment that honors the intersections of social, economic, racial, and environmental justice.

This scorecard can be used in many ways by West Side community members, from scoring a proposed housing development to engaging with all stakeholders (residents, businesses and developers) and creating a community benefits agreement.\* Our intention is that it is always held and powered by community members first.

This scorecard was adapted from the Equitable Development Principles & Scorecard created by community organizations throughout the Twin Cities.

*Note: Words and phrases with an \* are defined in the Glossary.*



# HISTORY

The West Side is the only St. Paul neighborhood south of the Mississippi River. It has three distinct topographies: the bluffs, the terrace, and the flats. The West Side's identity pre-dates the City of St. Paul. When early merchant ships brought goods north to trade with the first peoples on this land, the Dakota, traders were often told to unload their vessels on the west side of their ships for trading. This area would become Dakota County and St. Paul, in Ramsey County, was established across the river. However, through a settlement over tax trade crossing the bridge into Ramsey County, the City of St. Paul acquired the land from Dakota County, and this area was officially called the "West Side" of St. Paul within Ramsey County.

The West Side was originally inhabited by the Dakota peoples, who live in the area with its diverse natural resources. They were forcibly displaced from the land throughout what is now St. Paul, including the West Side, by northern Europeans in the mid-1800s. French Canadians and New Englanders were the first non-indigenous residents of the Flats, followed by Irish and Germans. Due to political events in Russia, Russian Jews immigrated to the West Side Flats and by 1915, more than 70% of the Flats residents were Jewish. In the twentieth century, non-Jews such as Christian Syrians and Mexican Americans arrived to the Flats in significant numbers.

The Mississippi flooded every spring, directly affecting the Flats and its residents. In 1952, the flood was severe enough to show the vulnerability of frame houses\* on a floodplain. In 1956, the city's Port Authority announced the creation of Riverview Industrial Park, which would consume the land of the Flats. As a result of this decision, life for those living on the Flats changed quickly and significantly. In 1961, the city began buying the houses, only to tear them down in 1962. By the end of 1963, all the residents had been displaced from the Flats. In 1964, a flood wall was built. While the flood wall was necessary to protect the Flats, it was built solely to benefit industries rather than restore the families to their homes. The life of the industrial park was short-lived, yet left behind toxic sites that have affected generations.

Today, the West Side continues to be racially, ethnically and economically diverse. According to the Minnesota Compass report, "Planning District 3: West Side Neighborhood" (2018), 55% of West Side residents are people of color. The Metropolitan Council reports 75% of the West Side is an "Area of Concentrated Poverty" which means 40% of the residents have incomes at or below 185% of the federal poverty threshold. The West Side continues the legacy of being a historic immigrant community even today, with one in five residents born outside the United States and over a third (34%) speaking a language other than English at home (ACS 2012-2016). Given these statistics, it is easy to recognize the West Side's vulnerability to those interested in its rich natural resources. We strive to honor the original people of this land by creating a unified vision that protects our environment for future generations. Dakota people would say, '**Mitákuye Oyásin**'. **We are all related.**

# ANTI-DISPLACEMENT AND ANTI-GENTRIFICATION

The core question asked in the West Side Equitable Development Scorecard is “**Who decides and who benefits.**” When new developments and investment come into our community especially ones that seem to benefit our neighborhood, but we don’t address the social and economic impacts of these developments, we risk losing our neighbors and neighborhoods to gentrification. What does that mean? Some key principles of gentrification are:

**Disinvestment:** failed support, whether intentional or unintentional, of neighborhoods through little to no funds and development opportunities, as well as practices of extraction. It also looks like development of industries that poison the earth, air, and water. We realize that displacement is a result of rising rents and stagnant wages, gentrification happens if we don’t protect workers and regulate rising housing costs.

**Property Values:** lack of institutional support, neighborhoods may be considered “rundown”, “unsafe”, or “undesirable” so property values in these neighborhoods are lower than other neighborhoods, which in turn makes communities profitable to developers

**Displacement:** Developers, banks, and governments start to re-invest in disinvested neighborhoods, and higher income households move in and the current, lower income residents can no longer afford housing and/or lose businesses and cultural resources

**Disparate impact:** New, lower income community members can no longer afford to move into these neighborhoods, this can be known as exclusionary displacement.

Investment without displacement, and work of anti-displacement is investing and protecting family wage jobs, affordable, safe, and dignified housing with access to resources that fulfill our basic needs.

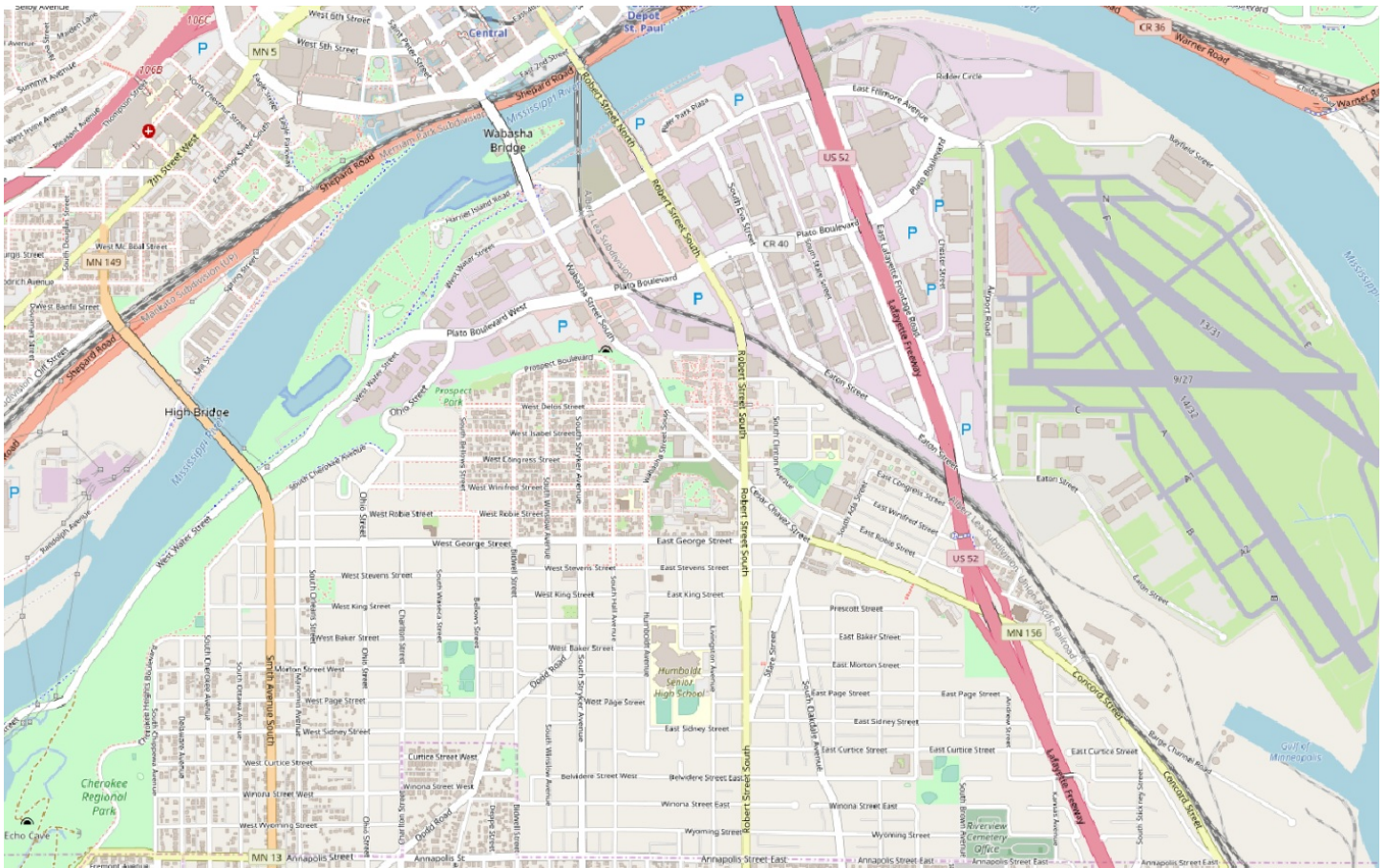
Gentrification centers short term profit over the health and wellbeing of low income communities and communities of color. It also places short term profit over the wellbeing of our land, water and air. Gentrification also commodifies housing, community, and culture.

Our communities deserve investment without displacement. Investment that allows for our neighborhoods to flourish while preserving our neighbors, and expanding our neighborhood where people call home.



# MAP

## Map of the West Side of Saint Paul



# INSTRUCTIONS

## Using the Scorecard

**Step #1:** Fill out the Project information on the next page. Then turn to page 6.

**Step #2:** Customize each Equitable Development Principle's scoring criteria according to your community's priorities. Not all criteria may apply to your community or project. You should tailor this Scorecard to be relevant to your specific purpose(s) and area. Feel free to take notes in the empty space and add, change, or put NA (not applicable) for items in the scale that do not apply to your community or project.

**Step #3:** Use the "Glossary" section to clear up any questions of content or definition. The "Bibliography" and "Other Resources" sections contain links to supporting documents.

**Step #4:** Hold conversations with your group around each criterion, and give each one a score.

**Step #5:** Add up all of the scores below for the Final Score, and you have completed the Scorecard.

## Scoring

1. Write the score from each section below, along with the maximum possible score for the section.  
(Points Earned/Max Possible)

**Equitable Community Engagement Practices Score** \_\_\_\_ / 40

**Equitable Housing Practices Score** \_\_\_\_ / 35

**Equitable Environmental Practices Score** \_\_\_\_ / 50

**Equitable Economic Development and Land Use Practices Score** \_\_\_\_ / 40

**Equitable Transportation Practices Score** \_\_\_\_ / 40

2. Add up all of the above scores to get a Total.  
\_\_\_\_ / 205 Total (Points Earned/Max Possible)

3. Turn the Total into a Final Score.  
Divide the total Points Earned by the Max Possible

**Write the Final Score here: \_\_\_\_\_/100**

# PROJECT

**Project/Plan Name:**

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**Location of Project/Plan:**

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**Is the project part of a bigger land use plan?** (circle) Y / N

If yes, please attach plan

**Public Investments(s):**

- ☐ Public Subsidy Funding amount and source
- ☐ Tax abatement amount and source
- ☐ Public land sale and amount
- ☐ Zoning changes/variances
- ☐ Infrastructure improvements (sewer/water, street, sidewalk, etc.)
- ☐ Other: 

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**Developer:**

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**Developer Contact Info:**

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**Public Agency:**

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**Public Agency Contact Info:**

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**Other Stakeholders:**

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**Description of the Project:**

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**Community Profile** (demographics—please attach additional information to the Scorecard)

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Equitable community engagement occurs when community members most affected are involved in the development process. On the West Side these communities may include low wealth people, people of color, indigenous people, people living with disabilities, families, senior citizens, and new immigrants. Additionally, it is important that neighborhood groups and community organizations are engaged in development projects. Impacts of effective community engagement may include community healing, reclaiming a healthy identity, reconnection with culture and spirituality, building relationships, and embracing individual and collective power.

# COMMUNITY ENGAGEMENT

\_\_\_\_ / 40 Add up scores below for Community Engagement

**SCORE** Give each score on a scale of 1 (low) to 5 (high)

____ / 5	a. Project was started by the community, or developers and planners partnered with the community to develop their community engagement plan BEFORE the project starts.
____ / 5	b. Developers involve community members within the first 30 days of the planning process. Engagement during pre-planning process scores additional points.
____ / 5	c. Developers have completed a culture and history tour of West Side with a West Side Community Organization member.
____ / 5	d. Throughout the project, or when significant changes occur, developers and planners engage with community members and respond to community priorities.
____ / 5	e. The community's vision for a project is created or approved by a group of residents that reflect the current populations of the West Side.
____ / 5	f. Development connects to, highlights, and respects community characteristics, local history, points of interest, and key features.
____ / 5	g. Development promotes qualities of a vibrant community - social connections, education, health, arts and culture, and safety.
____ / 5	h. The plan and project include the community's goals, priorities, and criteria for growth and reinvestment. Resource: West Side Community Organization Ten-year plan.



We want to ensure that all development makes affordable housing\* a priority. Equitable housing practices are important because when individuals and families have affordable, quality, and stable housing, they can make important choices about healthy food, health care, child care, education and other economic decisions without having to sacrifice other needs that impact livability.

# EQUITABLE HOUSING

\_\_\_ / 35 Add up scores below for Equitable Housing Practices

**SCORE** Give each score on a scale of 1 (low) to 5 (high)

___ / 5	a. Project offers rental housing options appropriate to development site (commercial or residential), incorporating options for mixed income housing.
___ / 5	b. Development supports mixed income housing. This includes proposed projects on the West Side outside of the original plan area. Resource: West Side Master Flats Plan
___ / 5	c. Project increases the number of affordable units to people at 30% of Area Median Income.*
___ / 5	d. Project and project materials matches the cultural landscape* of the neighborhood.
___ / 5	e. At least 20% of the project's units are affordable to current West Side households at or below 50% Area Median Income.
___ / 5	f. Project supports a range of household types or life stages that are dignified, safe, and designed with durable materials.
___ / 5	g. Developer Lease Agreement defines provisions for rent increases that assure the designated affordable housing units are maintained for at least 15 years (i.e residents who are at or below 50% of the area median income are not charged more than 30% of their income)

A key feature in our neighborhood is the Mississippi River. It creates a clear boundary, invites business, and offers recreation and opportunities to enjoy the outdoors. Development should be made with the existing community and the environment in mind. We are working towards a West Side where development and environmental justice go hand in hand, so all of our residents benefit from a healthy and sustainable environment.

# ENVIRONMENT

\_\_\_ / 50 Add up scores below for Environment

**SCORE** Give each core on a scale of 1 (low) to 5 (high)

___ / 5	a. Development plans include cleaning or repairing any negative environmental impacts* caused by development. Impacts include, but are not limited to, pollution of air, water, or soil; waste removal; replanting exposed soil to prevent erosion.
___ / 5	b. Development preserves public access to the river for all residents and no trail use will be restricted. Development does not disturb natural beauty of the riverfront or wetlands. Resource: West Side Flats Master Plan
___ / 5	c. Development promotes or maintains access to green spaces across the West Side. Any green space disturbed by development is replaced or restored.
___ / 5	d. Project's designed environment uses native plants and grasses, while removing and/or discouraging invasive plant species. It uses plants that are friendly to bees and butterflies, captures rainwater and prevents soil erosion.
___ / 5	e. Both new building and repair/improvement of existing structures use environmentally friendly and energy-efficient materials. Resource: Relative Energy Score and Energy Star
___ / 5	f. Development goal is zero waste production. Recycling and composting options will be mandatory.
___ / 5	g. Project is designed to make walking, biking, and the use of public transit simple, safe, and connected to the neighborhood. Resource: Complete Streets Design*
___ / 5	h. Management of property uses environmentally friendly practices and maintenance.
___ / 5	i. Design includes environmentally-responsible, resource-efficient materials and processes throughout the project's life span.
___ / 5	j. Project creates opportunities for green industry* to thrive on the West Side.

Economic development opportunities and land use on the West Side should reflect residents and small business of the West Side as a priority. Equitable economic development and land use positively impact livability on the West Side. Projects should create and provide job opportunities that drive long-term wealth opportunities for individual residents and the community. Upward mobility\* for the low-income residents and residents of color in the West Side is essential for economic justice\*.

# ECONOMIC DEVELOPMENT/ LAND USE

\_\_\_\_ / 40 Add up scores below for Economic Development and Land Use Practices

**SCORE** Give each score on a scale of 1 (low) to 5 (high)

____ / 5	a. New capital and investment opportunities are created to promote local small business development, arts/cultural-based businesses, and entrepreneurial opportunities, especially for women and people of color. These opportunities include affordable rental spaces for new businesses and skill-building for residents interested in starting their own business.
____ / 5	b. A diverse array of businesses owned by people of color are created and provide job opportunities for full-time employment of diverse skill sets.
____ / 5	c. Lease agreements give priority to neighborhood business opportunities.
____ / 5	d. Developers use workforce/education programs, such as HUD Section 3*, to connect residents to jobs and long-term employment and offers West Side residents first chance at these opportunities.
____ / 5	e. Developers give local community preference when hiring consultants, contractors, sub-contractors and developers.
____ / 5	f. Public funding decisions reward applicants who ensure that workers have living wage* jobs with benefits and the right to organize for labor agreements without fear of retaliation. Contractors must agree to sign the Sub-contractor Certification (see Exhibit A).
____ / 5	g. Project will ensure that there is a community-supported plan to maintain neighborhood affordability and avoid cultural and physical displacement.
____ / 5	h. Design contributes to distinct identities of local cultural heritage* through the presence, preservation, or addition of architectural assets with a Universal Design*.

Equitable transportation practices require walkable, livable, and affordable land use practices to ensure healthy living for the low-income residents and residents of color in the West Side. With its unique land patterns, traveling through the West Side can be a challenge, regardless of transportation method. Connections to other parts of the city and access to regional transportation systems is limited due to the neighborhood’s physical location and the overall transit infrastructure. Priority must be given to creating a more connected West Side.

# TRANSPORTATION

\_\_\_\_ / 40 Add up scores below for Transportation

**SCORE** Give each score on a scale of 1 (low) to 5 (high)

____ / 5	a. Project increases connections to all modes of public transit and makes walking, biking, and public transit an easy choice.
____ / 5	b. Project improves the public transportation infrastructure. Development includes transit benefits such as shade trees and other shade options, trash cans, places to sit, appropriate lighting, etc.
____ / 5	c. Promotes traffic calming and pedestrian safety. The project prioritizes the routes and paths that pedestrians and bicyclists naturally and easily use.
____ / 5	d. Development is recommended to be within a quarter mile of transit lines, promoting multi-modal access to green and other community spaces.
____ / 5	e. Parking accommodates bicycle use and storage, and does not limit access or passage to pedestrians and people with disabilities. Project encourages people to walk, bike, and/or use public transit.
____ / 5	f. Presence of GPS, other wayfinding systems, and mapping information for pedestrians, bicyclists, and transit users is provided. Transit information must be available in the predominant languages used on the West Side, with multi-language signage.
____ / 5	g. Developers commit to long term maintenance of transit stops and corners, such as snow clearance, tree trimming, clearing access to transit for people with disabilities.
____ / 5	h. Attractive, comfortable, accessible transit facilities are available or provided.

# GLOSSARY

**Affordability:** When a household can pay for something without having to sacrifice other basic needs. Housing is affordable, for example, when it requires no more than 30% of a family's monthly income.

**Area Median Income (AMI):** The median income for a specific area, which means that half of the people there earn above that, and half earn below. Income categories included: Extremely low income = 30% AMI; Very-low income = 50% AMI; Low-income = 60% AMI; and moderate income = 80% AMI

**Complete Streets:** Transportation policy and design approach that requires streets to be planned, designed, operated, and maintained to enable safe, convenient, and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation.

**Community Benefits Agreement:** Contract signed by community groups, government and developer that requires the developer to provide specific amenities and/or mitigations to the local community or neighborhood.

**Community Power:** Means that true decision making power is given to communities that live, work, or have cultural connections to the land in the areas that will be impacted by the project.

**Cultural Heritage:** An expression of the ways of living developed by a community and passed on from generation to generation, including customs, practices, places, objects, artistic expressions and values. Cultural Heritage is often expressed as either Intangible or Tangible Cultural Heritage.

**Cultural landscapes:** Landscapes that have been affected, influenced, or shaped by human involvement.

**Displacement:** Developers, banks, and government start to re-invest in disinvested neighborhoods, new and different business open, and higher income households move in. Current lower income residents can no longer afford housing and/or lose businesses and cultural resources that were important to the character and social networks of their communities.



# GLOSSARY

**Economic Justice:** Encompasses the moral principles which guide us in designing our economic institutions. To free each person to engage creatively in the unlimited work beyond economics, that of the mind and the spirit.

**Environmental Impact:** Possible adverse effects caused by a development, industrial, or infrastructural project or by the release of a substance in the environment.

**Equity:** Just and fair inclusion where all can participate and prosper. (PolicyLink, 2015)

**Equitable Development:** Happens when low-income communities and communities of color participate in and benefit from investments that shape their neighborhoods and regions, creating healthy, vibrant communities of opportunity.

**Frame House:** a house constructed with a skeleton framework of timber, as the ordinary wooden house.

**Green Industry:** Green industry does not harm the environment and provides products or services related to renewable energy, increased energy efficiency, clean transportation and fuels, agriculture and natural (water) resource conservation, and pollution prevention or environmental cleanup. [Based on definition by Indiana Business Review]

**HUD Section 3:** The Section 3 program requires that recipients of certain HUD financial assistance, to the greatest extent possible, provide training, employment, contracting and other economic opportunities to low- and very low-income persons, especially recipients of government assistance for housing, and to businesses that provide economic opportunities to low- and very low-income persons.

**Living Wage:** The amount of income needed to provide a decent standard of living. It should pay for the cost of living in any location.

**Livability:** The sum of the factors that add up to an individual, family, and/or community's quality of life - including the built and natural environments; economic prosperity; social stability; equity, and capital; educational opportunity; and cultural, entertainment and recreation possibilities. (Partners for Livable Communities, 2015).

# GLOSSARY

**Mixed income housing:** Diverse types of housing units, such as apartments, townhomes, and/or single-family homes for a people with a range of income levels.

**Universal Design:** The design of buildings, products or environments to make them accessible to all people, regardless of age, disability or other factors.

**Upward Mobility:** The capacity or facility for rising to a higher social or economic position.



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Abbott Park. About Cultural Landscapes <https://tclf.org/places/about-cultural-landscapes>

What Is Cultural Heritage [http://www.cultureindevelopment.nl/Cultural\\_Heritage/What\\_is\\_Cultural\\_Heritage](http://www.cultureindevelopment.nl/Cultural_Heritage/What_is_Cultural_Heritage)



# OTHER RESOURCES

*West Side 10-year Plan:* The document works to plan and prioritize improvements for the neighborhood by identifying needs, articulating priorities, and steering the changes, policies and investments initiated by developers, by the City and its agencies, and by local institutions and stakeholders. <https://www.stpaul.gov/DocumentCenter/View/4/62967.pdf>

*West Side Flats Master Plan:* The purpose of the West Side Flats Master Plan & Development Guidelines is to guide future private development and public infrastructure projects in the West Side Flats area. [https://www.stpaul.gov/sites/default/files/Media%20Root/Planning%20%26%20Economic%20Development/WSFMP\\_FINAL\\_121715\\_Web.pdf](https://www.stpaul.gov/sites/default/files/Media%20Root/Planning%20%26%20Economic%20Development/WSFMP_FINAL_121715_Web.pdf)

*Equitable Development Scorecard & Principles:* The Scorecard was created by Twin Cities, MN community leaders to ensure that the principles and practices of equitable development, environmental justice, and affordability are applied in all communities as they plan for economic development and wealth creation that benefits everyone. <https://www.metrotransit.org/Data/Sites/1/media/equity/equitable-development-scorecard.pdf>

*Equitable Development Scorecard & Principles, TRANSPORTATION Edition:* In the Twin Cities, many people frequently walk, bike, roll and/or use public transit because of personal choice, economic need, physical disability or for many other reasons. This Scorecard centers these community members. <https://cyclesforchange.org/wp-content/uploads/2018/08/Copy-of-Equitable-development-scorecard-final-July-2018.pdf>



**Exhibit A**  
**Subcontractor Certification**

**EXHIBIT [ ] TO SUBCONTRACT AGREEMENT**

**SUBCONTRACTOR CERTIFICATION**

- A. **No Undocumented Employees.** Subcontractor certifies that Subcontractor does not knowingly employ any undocumented employees.
- B. **Wage Enforcement.** Subcontractor shall report, and shall require its Sub-subcontractors to report, all complaints or adverse determinations of wage theft or payroll fraud against Subcontractor or its Sub-subcontractors to Contractor within seven (7) days of notification of the complaint or adverse determination. If an adverse decision is rendered against the Subcontractor, Contractor may terminate the Contract or exercise any other remedy under the Subcontractor or available under applicable law, including the right to withhold amounts otherwise owed to Subcontractor to protect Contractor against damage that may be incurred by Contractor. Subcontractor certifies that there has not been any adverse determination against Subcontractor within the proceeding 3-year period for wage theft or payroll fraud.
- C. **Worker's Compensation.** Subcontractor and its Sub-subcontractors and legal representatives shall comply with all laws, rules, regulations, and orders governing worker's compensation insurance. Subcontractor agrees to procure and maintain worker's compensation insurance as required by the Subcontract and applicable law.
- D. **Combating Trafficking in Persons.** Subcontractor shall comply with FAR § 52.222-50, requiring the Contractor to notify employees of the Government's "zero tolerance" policy towards trafficking in persons and to take action against employees or subcontractors that violate the policy. Subcontractor agrees that it will not engage in any unlawful trafficking of persons and will take all commercially reasonable measures to prevent and protect against the trafficking of persons by Subcontractor and its employees.
- E. **Human Rights.** Subcontractor shall conduct its activities in a manner that respects human rights as set out in The United Nations Universal Declaration of Human Rights. Subcontractor shall not use any form of child, slave, forced, bonded, indentured, or involuntary labor, including prison labor. Subcontractor shall not engage in human trafficking or exploitation, or import goods that have been manufactured, procured, produced, or transported by slavery or human trafficking. Subcontractor shall not retain employees' government-issued identification, passports or work permits as a condition of employment.
- F. **Wages and Benefits.** Subcontractor shall ensure that its workers are paid lawful wages, including overtime, premium pay, and equal pay for equal work without discrimination. There shall be no disciplinary deductions from pay. No cash payments to workers will be permitted.



- G. **Non-Discrimination.** Subcontractor shall ensure that no person shall on the grounds of race, color, religions, sex, sexual orientation, gender identity, handicap, familial status, or national origin be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any scope of work carried out by Subcontractor or any of its lower-tier subcontractors or labor suppliers.
- H. **Flow-Down.** Subcontractor shall require all lower-tier subcontractors and labor suppliers to certify compliance with the terms of this Exhibit.
- I. **Certification.** Subcontractor agrees that execution of the subcontract constitutes a certification on the part of the Subcontractor that it is compliant with all of the representations and requirements set forth in this Exhibit and that Subcontractor will remain in compliance with all terms of this Exhibit. Subcontractor agrees to indemnify, defend, and hold Contractor harmless from and against all damages, expenses, costs, claims, and liabilities (including attorneys' fees) suffered by Contractor as a result of Subcontractor's failure to comply with this Exhibit.

**IN WITNESS WHEREOF,** the undersigned has executed this Certificate as of the date of the Subcontract Agreement

Subcontractor:

\_\_\_\_\_

By: \_\_\_\_\_

Name: \_\_\_\_\_

Its: \_\_\_\_\_



Thank you to the many community members who comprised the drafting team and gave countless hours drafting, and revising this scorecard. Thank you to the community team that led the West Side engagement and input sessions throughout our neighborhood, giving up a year of evenings and weekends.” Thank you to all those who fearlessly shared their lived experiences with homelessness, and being priced out of this community. Finally, thank you to the WSCO staff, community leaders and board of Directors for bringing this tool to life.

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