



Development Framework for Downtown Rosemount

July 2004

Prepared for:

City of Rosemount, Minnesota

Rosemount Port Authority

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Introduction

This document represents the Development Framework (“Framework”) for the revitalization of Downtown Rosemount. The purpose of this Framework is to create and maintain Downtown in a manner consistent with the community vision. The Framework identifies and guides actions needed to achieve the vision.

The Framework consists of four sections:

1. Vision and Principles describes Rosemount’s vision and guiding principles for the revitalization of Downtown. The vision and principles set forth community aspirations for the future of Downtown.
2. The Redevelopment Framework contains the guide for public and private investment in Downtown. The Redevelopment Framework describes the type and character of development desired for this area.
3. The Implementation section presents proposed public actions and investments needed to realize the desired changes in Downtown. Implementation of this Framework will be an evolutionary process which will occur over time and not overnight. The City hopes that public involvement, as exemplified by this Framework, will attract new private investment to Rosemount.
4. Community Context summarizes the background information and public input used to shape this Framework.

Downtown Area

The area described as "Downtown" Rosemount lies along Highway 3 (South Robert Trail) between 143rd Street and County Road 42. The illustration on the following page (Figure 1) shows the Downtown Study Area in context of the broader community setting.

Rationale for Redevelopment

Downtown Without City Involvement

To evaluate the need for redevelopment, consider what the future of Downtown would be without an active City role in redevelopment. That future Downtown is likely to look and function in a manner very similar to the Downtown of 2004. Existing buildings remain in place. Enhancements to the exterior of the buildings will be driven solely by the needs and ability to pay of individual businesses. New construction may occur on vacant land owned by the Port Authority and St. Joseph's Church.

Any commercial market demand for new businesses will be consumed only by new development along County Road 42. The lower cost of developing on open land along County Road 42, combined with the physical environment of Downtown, means new development is not likely to seek locations in Downtown. Redevelopment is more expensive than a comparable develop-

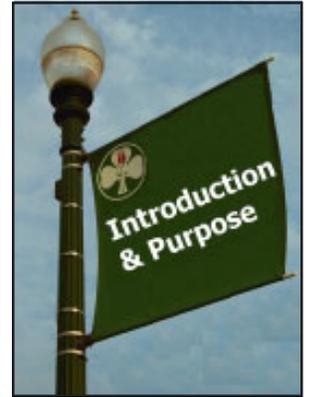




Figure 1
Downtown Study Area

ment on vacant land like that on County Road 42. Redevelopment creates additional costs (for the demolition of buildings, clearance of the site, and the relocation of existing uses) that are not present on vacant land.

Redevelopment must also consider potential additional costs to clean up contamination of a site or structure. It may require the time-consuming assembly of smaller parcels into a viable development site. None of these factors are present on vacant commercial sites found along County Road 42 or elsewhere in the community.

Failure to establish and undertake a redevelopment plan requires citizens to accept the potential for blight to affect properties in Downtown. In this context, blight means the physical deterioration of a building resulting from the lack of reinvestment in a business due to low operating revenues. At some point, the deterioration also discourages maintenance and improvement of adjacent properties. In these circumstances, reinvestment cannot be recaptured by increased sale value or additional operating income. When this happens, blighted conditions spread.

Building a Better Business Environment

Successful redevelopment makes Downtown a better business environment. Retail businesses cannot exist without customers. Attracting more people to Downtown increases the potential customer base for every Downtown business. Redevelopment will attract more people into Downtown due to the following:

- Making Downtown a more attractive and interesting place will tap the target market that includes vehicles passing through Downtown on Highway 3, the growing residential population near Downtown, and people looking for a more interesting shopping and entertainment experience.
- The setting must be both attractive and functional. While appearances may produce the initial visit, function is the key to a lasting customer relationship. Downtown must provide a combination of convenience, service, and amenities that makes shopping in Downtown a better experience than competing options.
- Redevelopment seeks to establish a broader base of supporting businesses. The goal of redevelopment goes beyond having people visit Downtown. The goal is to convert the visit into a regular pattern of shopping. This goal depends on providing goods and services desired by the community. Some current businesses are destinations. As the number of destination businesses increases, all businesses benefit from the ability to attract new customers.
- New housing in Downtown puts potential customers at a business's front door. Not all sites in Downtown are suited for commercial development. Encouraging residential development on these sites expands the resident population of Downtown. These residents will spend time in Downtown and provide the opportunity for a business to convert them into customers. The addition of more residents into Downtown also

serves to showcase the area as a vibrant, active place where people want to be.

- Public facilities attract people into Downtown. An important new facility is the scheduled public library. The library provides a new reason for residents to come into Downtown. Increasing the prominence of Central Park accomplishes the same result. Bringing people into Downtown creates the potential for businesses to capture new customers.

The displacement of existing businesses is not an objective of the Development Framework. In reality, some businesses may not be able to remain Downtown. Still, removal of a business's existing building does not inevitably mean that the business must leave Downtown. Careful implementation of the Framework will provide new locations for those businesses that are willing to move and capable of relocating to a new site.

As in many business decisions, economics will be a primary factor in redevelopment decisions. Lower rents have attracted some businesses to Downtown. The same low rents are part of the economic barrier to revitalization by existing property owners. Making redevelopment sustainable requires increasing the revenue capacity of a Downtown property. Existing businesses will be able to generate additional revenue in a more successful Downtown business environment, allowing them to maintain a presence in the area.

The activity described in this Framework will take place at various times. Revitalization of Downtown cannot take place immediately and all at once. It is an evolutionary process of projects growing from the success of other projects. Some of the features contemplated in this Framework may be many years away, even though they require the groundwork to begin sooner. Other features must take place more quickly to spur the success of revitalization. Those features are indicated here by a specific timeframe, in many cases "one-to-five years" because of the available funding mechanisms.

Community Objectives

In evaluating the role of the City in influencing the future of Downtown, it is important to recognize that building a better business environment is not the only objective for Downtown. There are community objectives that influence the planning process.

Downtown is not just another business district. There is no other place in Rosemount like Downtown. It helps define and provide identity to the community. Its character is unlike other commercial areas in Rosemount or within surrounding communities. Ironically, new suburbs across the region are trying to create downtown areas where none currently exist. Maintaining and enhancing the character of Downtown helps set Rosemount apart from other Metro area suburbs.

Downtown is part of Rosemount's heritage. While few historically significant buildings remain, the historic pattern of development remains intact. Downtown connects Rosemount to its roots as a small town. This neighborhood was the focal point of the community. It was a thriving

business district with a car dealer, grocery store and lumberyard. Downtown retains qualities and characteristics of the old Rosemount. These elements may be lost without a concerted effort to retain them.

Committee Findings

The Downtown Redevelopment Committee reached a consensus on a series of goals for revitalization of Downtown.

- Downtown must be a gathering place, featuring services and retailing that will attract families for repeated visits.
- A revitalized Downtown should have design standards that are consistent enough to maintain a sense of continuity but flexible enough to provide variety.
- Pedestrian improvements, especially in ways to cross Highway 3, must create a strong element of "walkability" for Downtown.
- Revitalization should offer businesses the option of owning their own buildings or leasing affordable space.
- Extra effort should be made to keep existing businesses in Downtown or elsewhere in Rosemount.
- Several existing buildings should be maintained if at all possible, including the former St. Joseph's church, Fluegel's, the Geraghty building, and Ace Hardware.
- Opportunities should be created for building ownership both for existing Downtown businesses and for the kind of startups that entrepreneurs have historically created Downtown.
- Revitalization must include ways to moderate the higher rents that the process may cause.
- The best site for a library is the location of the former St. Joseph's church. Other Downtown possibilities would reduce the tax base and take up space that could be used by commercial activities.
- A revitalized Downtown should reflect its history to honor the community's heritage and to distinguish it from suburbs with artificial downtowns.



Importance of Vision

According to an old story, two stonemasons were asked what they were doing. The first said, "I'm cutting this stone into blocks." The second replied, "I'm on a team that is building a cathedral."

This story describes the role of a vision to guide the revitalization of the Downtown area. Without a vision, development works much like the first stonemason. New pieces are added without a clear picture of what is being built. With a vision, the City has a picture of the "cathedral" that Downtown Rosemount can become. Every public and private project must help to build the future, not just fit cleanly with the next "stone block."

The Vision for Downtown described below provides a broad and enduring view of Downtown Rosemount. The Vision serves several purposes:

- The Vision serves as a tool for evaluating proposals, projects, ideas and new directions: "How does this action fit with the Vision?"
- Creating a Vision Statement allows a shared understanding of community desires for the future.
- The Vision encourages the community to consider the future, even a future that is twenty years distant.
- The Vision provides an anchor in times of conflict and change - a way of finding common ground and shared values.
- The Vision encourages imagination, recognizing that the direction it sets will shape the reality of the future.
- The Vision creates energy and enthusiasm for maintaining the commitment to the Development Framework.

Vision for Downtown

The historic Downtown in Rosemount connects the community to its small-town roots. Downtown provides a wide variety of community-oriented businesses that blends retail, professional services, civic, and residential uses into a unique and dynamic neighborhood, attracting people of all ages. The scale and character of development fits the traditional "Main Street" vision. Downtown is the community's gathering place. Rosemount's Downtown is the place for people who want big-city amenities with small-town attitude.

Guiding Principles

Downtowns are evolutionary places. The Downtown of today evolved over many years. Elements of the historic Downtown Rosemount mix with other pieces that have been added over time. The Development Framework provides an outline for guiding the changes that lie ahead.

The revitalization of Downtown Rosemount relies on a set of principles that, if pursued, will allow Downtown to evolve consistently with the vision articulated by the community. These guiding principles provide the foundation of this Framework and will be used by the community to review proposals for change in Downtown.

- **Maintain Downtown as a place of commerce**

Downtown will be a unique and successful place of business. Although Downtown no longer serves as the "central" business district, it is an important element of the Rosemount economy. The primary focus of Downtown is street-level retail, offices, and entertainment.

- **Use housing to keep Downtown vital**

Housing complements the commercial development objectives of Downtown and also provides the economic capacity to undertake revitalization. Housing provides a redevelopment option for locations not suited to business uses. The location constraints mean that housing beyond the Highway 3 corridor will put potential customers "in the backyard" of Downtown businesses.

- **Keep the heritage and identity of Rosemount**

Downtown embraces Rosemount's small-town heritage. It is a collection of small businesses oriented to the needs of the community in product and service. Through redevelopment and revitalization of existing structures and businesses, Downtown will once again become Rosemount's Main Street honoring the community's history even as it builds toward the future.

- **Use public places to attract and define**

Downtown is the civic center of Rosemount. Consider all of the public facilities that bring people to Downtown: City Hall, the Post Office, Rosemount Elementary School, Rosemount Middle School, Rosemount High School, the National Guard Armory and Community Center. A new library will soon be added to this mix. Parks and recreational facilities have a significant presence around Downtown, particularly Central Park, adjacent to City Hall. All of these public places attract people. They help to define Downtown as the focal point of the community. Future public investments will look to add points of special interest -- elements that are unique and memorable.

- **Balance the needs of cars and people**

Downtown must be a place that accommodates both the car and the pedestrian. The experience of visiting Downtown must be supported by convenient access and ample parking for vehicular travel. Revitalization plans must provide the means to create effective solutions for the entire Downtown and not just for individual businesses.

Once people park their cars, they become pedestrians. Downtown must also provide a "walkable" environment. Buildings, public spaces, and streetscapes should be built

with a sense of human scale with attention to the form, size, and materials that encourage people to move around Downtown. Parking lots should be built with a similar degree of attention to aesthetics, making them "humanized" and more comfortable places for people.

Overview

The Concept Plan is a tool for shaping development in a manner consistent with the vision for Downtown. The Development Framework uses a variety of illustrations to depict the potential redevelopment and revitalization of Downtown. The Concept Plan is not a specific blueprint, but rather a series of concepts and opportunities for change. The actual design of each site will be determined through negotiations between the City and private parties seeking to invest in Downtown. The designation of Existing Building (Reinvestment) simply sets an initial strategy for a site and does not preclude future redevelopment.

Land Use

The Concept Plan for the future of Downtown Rosemount involves five types of land use: commercial, residential, office, mixed use, and civic. The City will use its Comprehensive Plan and zoning regulations to guide land use in the manner depicted in the Framework. Although the Concept Plan depicts a particular land use for each block, it has been suggested by Committee members that other land uses may also be suitable in those locations. For example, the Concept shows residential on lands not directly fronting Highway 3 because it is believed those properties would be less desirable for commercial use. Should the marketplace provide commercial opportunities on sites currently designated as residential, the Committee would not be averse to having a commercial development so long as it is consistent with general tenets and goals of this Framework document.

Commercial

Commercial land uses in Downtown consist of retail, service and office businesses.

Retail businesses provide the sale of goods and commodities to the public. The interaction between the business and the customer -- shopping -- is an essential factor in this type of commercial land use. Retail uses typically produce a high amount of vehicle trips compared with other commercial land uses. Traffic, access, and visibility influence the location of retail uses. Retail uses occur at street level.

For the purposes of the Development Framework, the feed mill operations of Fluegel's are viewed as retail commercial. The Framework seeks to sustain the feed mill and related operations, but not to attract additional uses of that kind (significant outside storage and multiple buildings housing one business) to Downtown.

Service businesses provide a wide range of professional services. Examples of service businesses include law, health care, banking, accounting, and real estate. Services typically entail less business/customer interaction than retail. Many services can be obtained without visiting the premises of the business. This relationship is different for each type of service business. The nature of the interaction with the customer influences the location for service businesses. Services may provide viable uses for upper floors of mixed use buildings.

Office businesses closely resemble services. Many businesses located in an office setting provide



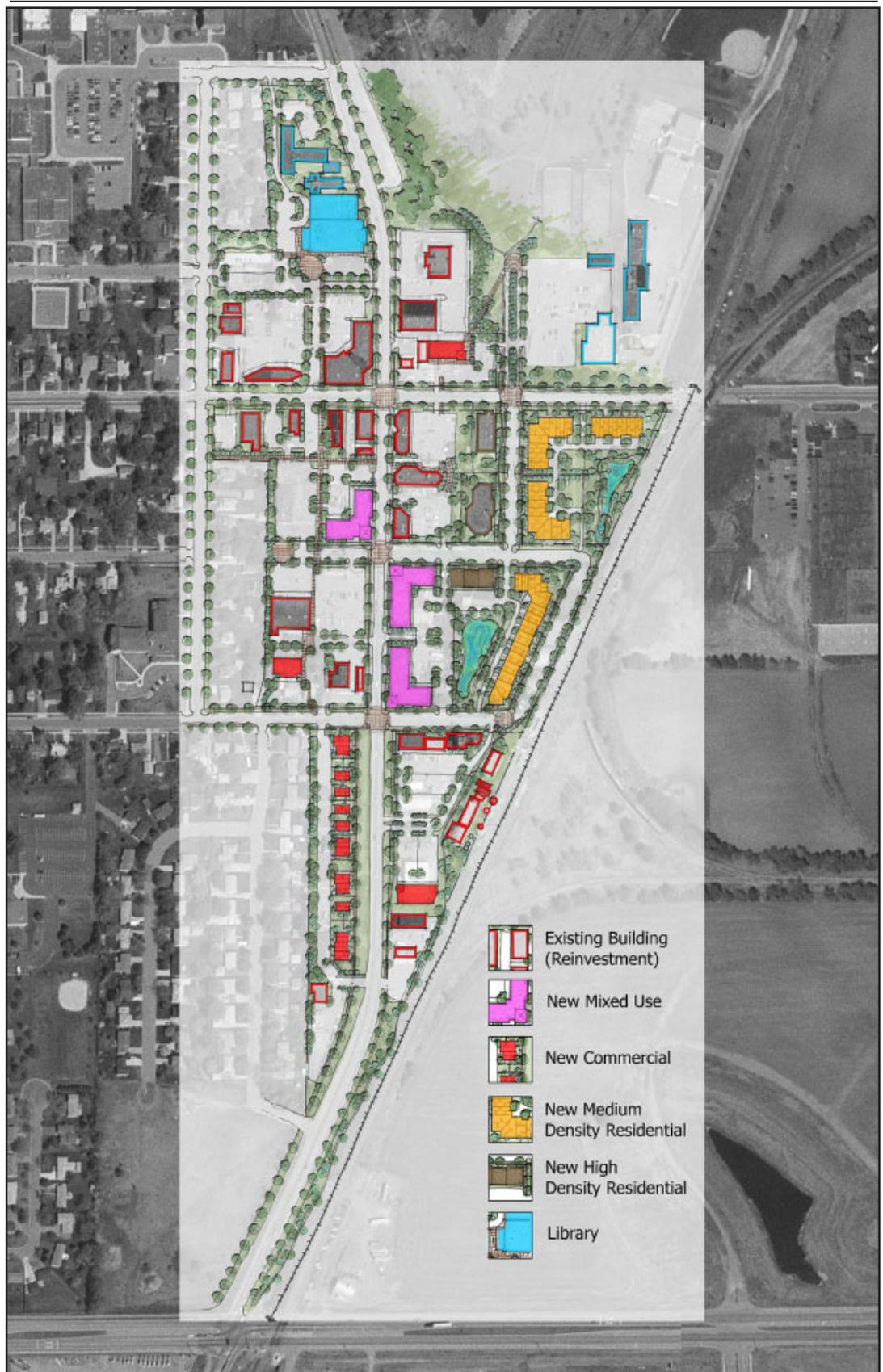


Figure 2
 Concept Plan for Downtown Rosemount

professional services. From a land use planning perspective, it is important to distinguish office uses from other commercial activities. The "pure" office use entails minimal amounts of interaction with customers. Employees are the primary activity generators for offices. Office uses should be directed to locations not desirable for retail activities.

Residential

Residential land uses in Downtown will be medium or high density.

Medium density residential development will be single family attached housing. The housing units will be organized horizontally in a townhouse or row house manner.

High density housing refers to multiple family dwellings. The existing residential structures along Burma Avenue are examples of this land use. High density housing may take the form of apartments, condominiums, cooperatives, or other similar styles of dwellings.

Housing may also occur as part of mixed use structures. This form of housing will occur above street level and be similar in character to high density housing.

The residential designation found in the Concept is intended solely to guide development of the property for housing. The Redevelopment Framework shows medium- and high-density housing as a "preferred" alternative for certain locations. Either pattern is an acceptable form of residential land use. Market and economic factors will shape the type of housing at each location.

Mixed Use

Although not prevalent in the current Downtown, mixed use buildings are a traditional downtown development. Many "main street" settings are built with multi-floor buildings. Retail (or other commercial) businesses occupy the street level. The floors above street level are occupied

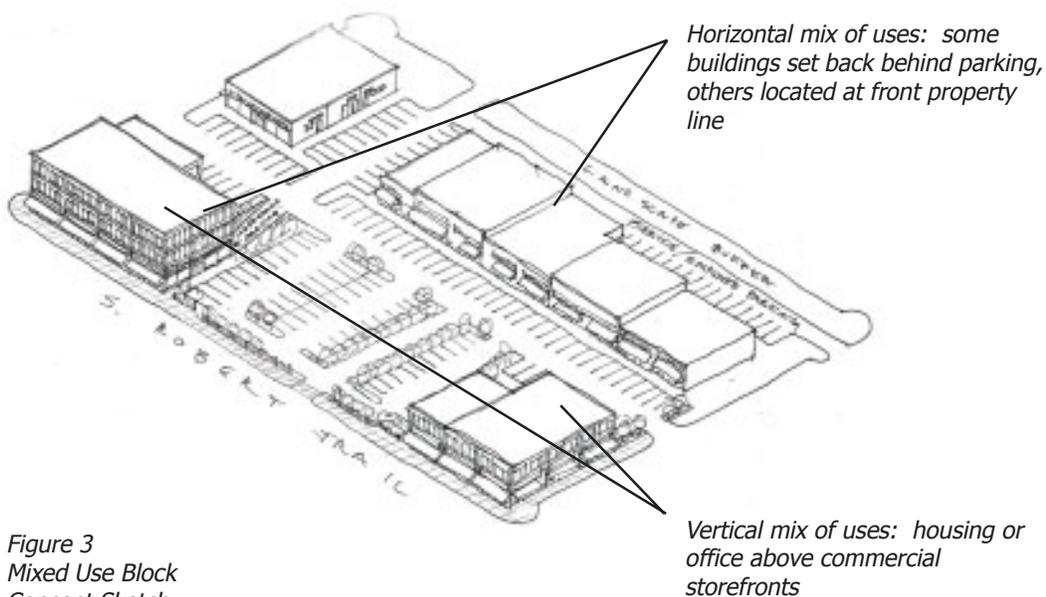


Figure 3
Mixed Use Block
Concept Sketch

by housing, office, or service business uses that do not need the access or visibility of the street level.

Civic

Civic land uses represent public and institutional activities in Downtown. The key new civic use depicted in the Concept is a local library. It is possible that other civic uses will locate with the library in the redevelopment of the St. Joseph's Church site (see discussion of this opportunity site).

The Post Office is another important civic use located within the Development Framework area. Retail postal operations are an important part of the plan for Downtown.

Central Park is an essential element of the Concept for Downtown. The Park provides a unique opportunity for people to gather and play in Downtown.

Other civic uses lie on the edge of Downtown, including City Hall, the Community Center, and the Rosemount schools campus. All of these civic uses create identity and a source of attraction for Downtown.

Existing Dynamics

Downtown Rosemount exists in an active and dynamic environment. Actions that have been taken or are under consideration influence redevelopment in Downtown. The existing dynamics provide context for the changes described in this Development Framework.

Brockway Redevelopment

The City is negotiating with Contractor Property Developers Company for the redevelopment of the Brockway Glass Factory and the surrounding golf course. This project influences Downtown revitalization for two reasons:

1. The proposed Brockway redevelopment results in more than 600 new housing units. These homes increase the population in the trade area for Downtown. This growth was considered by Maxfield Research Inc. in its analysis of housing demand for Downtown.
2. The City has created a redevelopment tax increment financing (TIF) district that includes both the Brockway property and key parcels in Downtown. Use of tax increment financing has significant financial implications for Downtown revitalization. The preliminary financial analysis suggests that the Brockway redevelopment will produce tax increment revenues that could be used to support Downtown redevelopment projects. A potential risk to this approach is the statutory time constraints of a TIF district. Under the current concept, the use of financing from the Downtown-Brockway TIF District must be obligated for use on redevelopment projects within five years of District certification.



*Brockway Redevelopment Project
Concept Sketch Plan*

Library

A branch of the Dakota County Library System will be built in Rosemount. The current schedule calls for design in 2006 with construction complete in 2008. As part of this process, the City must acquire and pay for the library site. The site selection process identified three potential locations:

- St. Joseph's Church.
- Ratzlaff Block (the east side of Highway 3 between 146th and 147th Streets)..
- Immediately east of the Community Center (commonly known as the Sunrise Lumber site).

Each of these sites is acceptable to Dakota County.

The Downtown Redevelopment Committee recognized, however, that the location of the library influences the Development Framework. The library provides another source of attraction to Downtown. The location of the library influences development planning for adjacent properties. The decision not to select a site requires an alternative plan for the use of the property. Wherever it is built, the library should be supported with both street and trail improvements.

Interpretive Corridor

The City is studying the construction of an interpretive trail corridor connecting Downtown and the Mississippi River. The trail could create an amenity for Downtown similar to the Cannon Valley Trail in Cannon Falls. Planning for the Interpretive Corridor and Downtown must take a coordinated approach. Among the issues for the Downtown Redevelopment Plan are:

- Physical connections between Downtown and the Corridor.
- Parking facilities and other improvements in Downtown needed to support the Corridor.
- Linkages with other trails and green space in Downtown.
- Opportunities for the Corridor to provide a catalyst for redevelopment.

School Facility Improvements

On June 8, 2004, voters in the Rosemount-Apple Valley-Eagan School district (ISD 196) approved funding for \$68 million of capital improvements to existing school facilities. The improvement program includes adding fourteen classrooms and labs at Rosemount High School, five classrooms and labs at Rosemount Middle School and eight classrooms at Rosemount Elementary School.

There are several potential relationships with the School District and revitalization in Downtown:



*Potential sites of
Rosemount Library*



Existing trail in Central Park



*Rosemount Middle School
and Rosemount
Elementary School*

- Planning should consider the use and physical connections between the schools and a potential library on the St. Joseph's site.
- Public school needs could provide options for the reuse of the school portion of St. Joseph's facility.
- The schools may have site and facility needs that could be met through redevelopment within the Downtown area.
- The overall school campus provides a location for trail connections.

The District's bus maintenance facility is located on the southern edge of Downtown in the southwest quadrant of the South Robert Trail/County Road 42 intersection. Relocation of the bus maintenance facility would be the catalyst for the redevelopment of this quadrant. Redevelopment of this area should also involve discussions with Carlson Equipment about its ability to relocate its business, which would facilitate the redevelopment of the entire quadrant. Although not in the Downtown Study Area, this site is part of the southern gateway to Downtown. Redevelopment at this location should be considered in context of the implications for Downtown.

Genz-Ryan

Genz-Ryan has indicated an interest in relocating from three parcels along South Robert Trail. The business's needs have outgrown this site. Relocation provides an immediate opportunity for redevelopment. The City should facilitate the relocation of Genz-Ryan and the redevelopment of this site. The industrial nature of the current land use is not consistent with the vision for Downtown. Should Genz-Ryan move from the current site, the City should make sure that appropriate regulatory measures are in place so that another industrial user does not occupy the site.

42 Intersection Area

A purchase agreement exists for the vacant parcel on the northwest corner of the County Road 42/South Robert Trail intersection. The developer intends to build an ALDI grocery at this location. This project could not proceed until a moratorium on development expired on May 1, 2004. The property owner has been told by the City that a mixed commercial use project should be investigated for the site.



*Aldi grocery store in
Champlin (MN)*

Public Investments

Certain public actions and investments should occur in Downtown regardless of the form of private redevelopment. This section describes the framework for public investment in the revitalization of Downtown. These elements are depicted in Figure 5 on the next page.

Gateways

An objective of the Framework is to establish an identity for Downtown Rosemount. One way to establish this identity is by defining the Downtown "area" through the use of gateways. A gateway element consists of physical improvements, either manmade or natural, that indicate a visitor has entered Downtown. The photo on the right illustrates one approach through the monument sign used in St. Louis Park. The key physical gateways for Downtown Rosemount occur at the following points:

- Highway 3 at 143rd Street
- Highway 3 at County Road 42
- 145th Street at Cameo Avenue
- 145th Street on west side of rail line

Enhanced Streetscape

Enhanced public improvements in the right-of-way (streetscape) are another way to define the identity of Downtown. The change in the nature of the street alerts people that they have entered Downtown. Streetscape improvements also help to make the area more attractive.

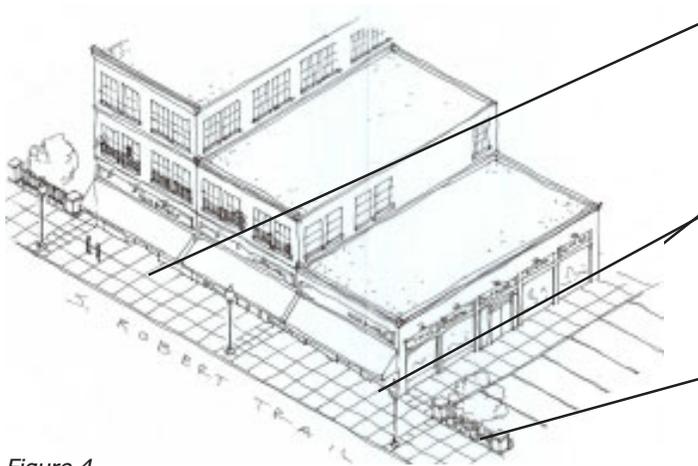
Rosemount has started the process of incorporating the streetscape into the Downtown environment through the use of decorative streetlights and banners along Highway 3 and 145th Street (see photo on right). These enhancements should be added to other key Downtown streets including 146th Street, 147th Street and Burma Avenue. The streetscape in Downtown should be enhanced as part of the revitalization process.



Gateway monument in St. Louis Park



Existing streetscape improvements on Highway 3 (north of County Road 42)



Combination of streetscape elements and building facade detail create inviting pedestrian environment, contribute to "downtown" image

Side entries should get "storefront" building detail, street side should get similar level of detail even if no entry is located here

Where buildings don't front street, "street wall" should be continued with streetscape elements such as ornamental fences and plantings.

*Figure 4
Building/streetscape Relationship
Character Sketch*

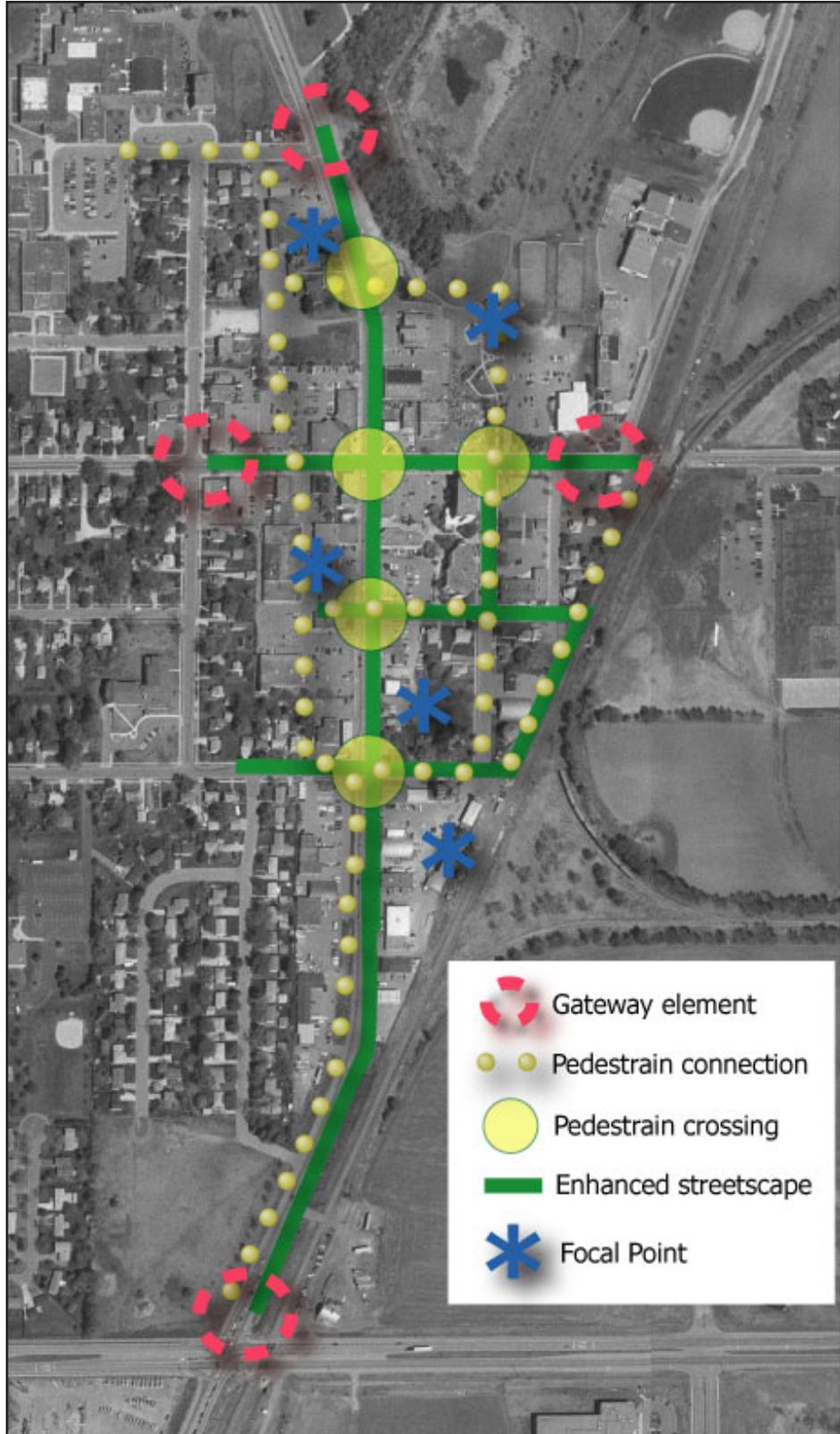


Figure 5
 Framework for Public Investments

Pedestrian Connections

The vision and guiding principles for Downtown seek to create an environment that supports pedestrian movement or “walkability.” The highlighted pedestrian connections (see Figure 5) show key locations for pedestrian movements in Downtown. Some pedestrian movements occur within Downtown to encourage people to park their cars and explore Downtown on foot. Other designated connections seek to connect Downtown with the broader community. These connections provide a safe and convenient way to reach Downtown without using an automobile.

Pedestrian Crossings

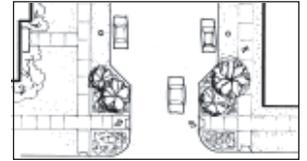
Movement in Downtown means crossing busy streets. With one exception (145th Street and Highway 3), these crossings must occur without any traffic control device. The identified pedestrian crossings represent the most important locations. Improvements in the street and right-of-way should alert drivers to the presence of pedestrians. The sidewalk and trail system should guide pedestrians to these locations. As part of the public meetings there was a suggestion to add a pedestrian overpass across Highway 3. While the current plan does not depict an overpass, there may be the opportunity in the future to provide this access, depending upon funding availability and approvals from the Minnesota Department of Transportation, which regulates Highway 3.

Focal Points

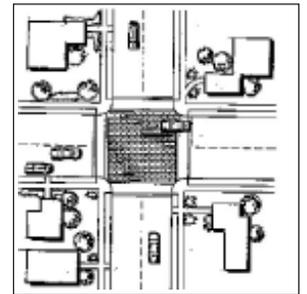
While not representing additional public investments, the identified "focal points" represent key visual features of Downtown. These focal points help to establish the character and identity of Downtown. The primary focal points are:

- St. Joseph’s Church and steeple
- Central Park
- Fluegel’s feed mill
- Future architecture and design for the redevelopment in “core block” area

The Framework works to sustain and enhance the prominence of these features in Downtown.



"Bump-outs" extend the curb/sidewalk area further into the street. The use of bumpouts indicates the presence of an intersection and reduces the length of the crossing for pedestrians.



A raised intersection uses different paving materials to denote a key pedestrian crossing.



Signs and street striping alert drivers and direct pedestrians to the location of key crossings.

Focus Areas

The Development Framework divides Downtown into eight "focus areas." These areas allow for a more detailed discussion of the opportunities and approaches for key locations in Downtown. The Focus Areas are:

- St. Joseph's Church
- Crossroads North
- Crossroads South
- Core Block West
- Core Block East
- Legion Block
- Genz-Ryan
- Fluegel's

St. Joseph's Church

Site Overview

The relocation of St. Joseph's Church provides the catalyst for redevelopment of this site. Church operations have moved to new facilities on Connemara Trail and Biscayne Avenue. St. Joseph's School will continue to operate in the existing facilities until it is feasible to relocate the school.

This site is one of three identified locations for the Rosemount branch of the Dakota County Library System.



St. Joseph's Church Area



Figure 6
Site Overview - St. Joseph's Church

Development Concept

A public library is the preferred use of this site. Several factors support this alternative:

- The use results in no loss of tax base. The property is already tax-exempt.
- The proximity to Rosemount Elementary School and Rosemount Middle School allows for strong physical and programmatic connections.
- The timing of library construction fits the need to finance and build replacement school facilities.

The library will not require the entire site. Additional planning is needed to determine the location of the library on the site and other uses of this property. The scope of the Downtown planning process did not include any analysis of the condition of the site and buildings located on the St. Joseph's campus. The viability and cost of rehabilitating the school and church, as well as the rectory and other outbuildings, are not known. These factors influence the feasibility of reusing or replacing the school structures.



Figure 7
Development Concept - St. Joseph's Church

The preferred alternative places the library on the southern portion of the site. The remaining buildings would be used to house other public uses that are compatible with the library. Potential uses include a senior center and a youth center. If reuse of the facilities proves impractical, other approaches to the site may be required. Alternative approaches include:

- Library located on southern portion of the site. Other buildings are replaced with public or private senior housing.
- Library replaces school buildings on northern portion of the site. Southern portion developed with housing.
- Library on south side with remaining property being sold for development, either commercial, housing, or a combination of the two.

This focus area also includes commercial uses along 145th Street. The Concept does not seek physical changes in these properties. The objective of the Concept is to enhance the environment for businesses at these locations and encourage private reinvestment.

Key Elements

Any redevelopment of this site should include the following elements:

- Retention of the main church building and steeple. The steeple is an important community landmark and source of identity for Downtown.
- Monumentation, landscaping, and other improvements to mark the north gateway to Downtown.
- Trails and sidewalks to provide safe connections with public schools.
- Improvements to enhance the pedestrian crossing at 143rd Street and Highway 3. This location forms a key link with Central Park and the expanding neighborhoods east of Highway 3.
- Improvements to enhance pedestrian connections with the core of Downtown. The objective is to establish a safe and inviting link between the library and Downtown businesses. These pedestrian links are one means of helping businesses capture users, and therefore potential shoppers, attracted to Downtown by the library.

Implementation

The Concept for the St. Joseph's Church site requires a series of actions over the next one to five years. Steps needed to implement this Concept include:

- Negotiate acquisition of the property with St. Joseph's Parish.
- Create a plan for the reuse or replacement of existing buildings on the site.
- Conduct ongoing discussions with the public school district about collaborative needs and projects.

- Work with Dakota County to define parameters for the library with the creation of a conceptual site master plan.

Core Block West

Site Overview

The Core Block West area lies on the west side of Highway 3 (South Robert Trail) between 145th Street and 147th Street. Located in the heart of Downtown, this area is a critical redevelopment location. The character of development in the Core Block West will set the tone for identifying the overall image of Downtown.

The focus for this area is the Rosemount Plaza Shopping Center. Redevelopment of this building is a key element of the overall plan for the revitalization of Downtown. Several factors suggest that the character of this building is not likely to change without public intervention.

- Indicated need for reinvestment. SEH performed an analysis of buildings in Downtown to determine the ability to qualify structures for inclusion in the tax increment financing (TIF) district. In evaluating whether a building meets the statutory TIF standard as structurally substandard, SEH estimated the cost of improvements needed to bring the building up to current building code. The estimated improvements for the Shopping Center are high and do not include costs for improvements to enhance the exterior appearance of the building. It is unlikely that leasing the building in its current condi-



Core Block West Area



Figure 8
Site Overview - Core Block West

tion will produce adequate revenue to support these improvements.

- **Functional Obsolescence.** The physical design of the building is ill suited to the type of commercial development sought in Downtown. The building provides no exterior access to businesses. All access comes from a split-level interior common space which is inconsistent with current retailing desires. The split level design makes it impractical to reconfigure the building to provide individual storefronts with exterior access.
- **Blight.** Buildings that cannot be maintained in a manner comparable to their surroundings become potential sources of blight. Blight represents the physical deterioration of an area due to the surrounding conditions. When the physical condition of a property deteriorates, there is a disincentive for reinvestment in adjacent properties. The investment cannot be recouped by sale of property or through higher lease rates. Without reinvestment, the cycle of physical deterioration and blight spreads. This concern is an important factor when considering redevelopment plans for the Core Block West.

Development Concept

The plan for this area focuses on the redevelopment of the Rosemount Plaza Shopping Center, Save More Automotive and Shenanigan's. The preferred concept replaces these buildings with a new mixed use building. The factors supporting this concept include:

- Creating a commercial environment that is different from the suburban strip mall design already available at other locations.
- Producing a sufficient mass of new development to make redevelopment financially feasible.
- Establishing a development pattern that complements the Core Block East concept. The northern portion of the western block would mimic the Ratzlaff block redevelopment concept in character and massing. The private drive entrance into the Core Block West would mirror 146th Street and would provide the primary entrance into the redevelopment site.

On the southern portion of the block, the Concept shows a new commercial building on 147th Street, replacing three existing homes. The building location helps to define a driveway access from 147th Street to the northern commercial area. This drive reduces the dependence on access from Highway 3. The Concept anticipates that this initiative will be driven by market forces. Potential catalysts for this change include:

- Ability to acquire houses when offered for sale to assemble the development site.
- A developer proposal to redevelop adjacent properties.

The remainder of the properties in this area may be targeted for revitalization. The objective of the Concept is to enhance the environment for businesses at these locations and encourage private reinvestment. The City will respond to redevelopment proposals as offered by develop-



Figure 9
Development Concept - Core Block West

ers. The local Post Office is located adjacent to the Master Plan area at 145th Street and Cameo Avenue. The Plan seeks to sustain the Post Office at this location. An ongoing dialogue between the City and the Postal Service will enhance the ability to retain a downtown presence while meeting the service needs of a growing community.

Key Elements

Any redevelopment of this site should include the following elements:

- Retain and enhance the Geraghty Building as an element of heritage and character in Downtown. If future redevelopment plans require removal of the building, the character and design of the building should be emulated in the new redevelopment.
- Promote uses, building character, and site design to enhance the core of Downtown.
- Align the primary access point for the block with 146th Street. This improvement will facilitate movement of pedestrians and vehicles.

- Enhance the streetscape. Additional public streetscape improvements should build on previous investments and avoid duplication of expense. Future improvements will add green space and materials and seek to improve pedestrian spaces.
- Coordinate access and parking. Shared parking creates an opportunity to provide an adequate overall supply while preventing duplication. Reducing unneeded parking helps to maximize the development potential of Downtown.
- Enhance the pedestrian crossings of Highway 3 at 146th Street and 147th Street. These crossings form strong connections between the eastern and western redevelopment projects along Highway 3.
- Enhance pedestrian connections with the library. The objective is to establish a safe and inviting link between the library and Downtown businesses. These pedestrian links are one means of helping businesses capture users, and therefore potential shoppers, attracted to Downtown by the library.
- Provide buffer between commercial development and the adjacent residential neighborhood.

Implementation

Initiating redevelopment in the Core Block West area makes a desirable "first step" project for implementation. Redevelopment in Core Block West strengthens the heart of Downtown. It allows additional streetscape improvements to be made in the Highway 3 corridor. It proclaims that redevelopment will occur in Downtown Rosemount.

The redevelopment concept for Core Block West requires a series of actions over the next one to five years. The timing of redevelopment is influenced by the use of tax increment financing. This area is included in the Brockway-Downtown TIF district. Under current state law, commitments to use tax increment revenues from this district must be made within five years.

Steps needed to implement this concept include:

- Engaging current property owners in discussions about property acquisition options and interest in relocating within Downtown.
- Soliciting proposals for redevelopment. The ability to evaluate the financial feasibility of redevelopment in this area will be enhanced when working directly with a developer familiar with redevelopment issues.

Core Block East

Site Overview

The Core Block East focus area lies east of Highway 3 between 146th Street and 147th Street. It consists of the parcels known as the "Ratzlaff Block" and property adjacent to the rail line. This area offers a desirable location to initiate redevelopment in Downtown.

- Like the Core Block West, this area lies in a critical location, in the heart of Downtown.



Core Block East Area

- Redevelopment of this area plays an important role to define the future development pattern and character of Downtown.
- The City has already assembled part of the property. The Port Authority owns the back half of the block.
- The intensity of existing development is less than at other locations in Downtown.



Figure 10
Site Overview - Core Block East

Development Concept

The preferred concept for this area includes a combination of mixed use and residential development. The Concept anticipates two or three floors of housing over street-level retail. The nature of the redevelopment project will be shaped by economics, market forces, and the need to provide adequate parking.

Core Block East provides an excellent opportunity to introduce a new mixed use form of development to Downtown. A multi-story building along Highway 3 complements the planned mixed use development in Core Block West. The resulting patterns "stagger" these multi-story buildings along Highway 3 to avoid a potential canyon-like effect and to create parking that is clearly visible from the street.

The housing component of a mixed use project should be supported by other housing to be built in Core Block East. Extending the development to the rail line creates a larger neighborhood in Downtown. The residential element of the mixed use development is less isolated. For



Figure 11
Development Concept - Core Block East

the remainder of the area, the Concept shows a combination of medium- and high-density housing. The intent of this illustration is to establish that either residential use is possible at this site. The housing style will be evaluated and set through negotiations with a developer.

The Concept also illustrates the desired approach to storm water management for Downtown. The Concept illustration shows a rain garden as part of this site. Rather than a fixed element of this Concept, it highlights the need to provide facilities for managing storm water in the area. Looking for shared, area-wide solutions will minimize constraints to revitalization. Storm water management systems can also be designed to provide a green amenity to Downtown.

This concept reroutes Burma Avenue. Without the removal of Burma, the eastern parcels pose a difficult development challenge. The size of the site and the proximity to the rail line limit the redevelopment potential of these parcels. The new Burma Avenue alignment helps to establish a buffer between the housing and the rail line.

Key Elements

Any redevelopment of Core Block East should include the following elements:

- Promote uses, building character, and site design to enhance the core of Downtown.
- Strengthen pedestrian connections with Central Park and the remainder of Downtown.
- Enhance the streetscape. Additional public streetscape improvements should build on previous investments and avoid duplication of expense. Future improvements will add green space and materials and seek to improve pedestrian spaces.
- Coordinate access and parking. Shared parking provides an adequate overall supply while preventing duplication. Reducing unneeded parking helps to maximize development potential of Downtown.
- Enhance the pedestrian crossings of Highway 3 at 146th Street and 147th Street. These crossings form strong connections between redevelopment projects on both sides of Highway 3.
- Extend streetscape improvements and provide parking on 146th Street and 147th Street.

Implementation

Given the characteristics of this area, the Core Block East becomes a strong candidate for an initial redevelopment project. As with the Core Block West, redevelopment of this site strengthens the heart of Downtown. It allows additional streetscape improvements to be made in the Highway 3 corridor. It establishes that redevelopment will occur in Downtown Rosemount.

Steps needed to implement this concept include:

- Engage current property owners in discussions about property acquisition options and interest in relocating within Downtown.
- Solicit proposals for development. The ability to evaluate the financial feasibility of redevelopment in this area will be enhanced when working directly with a developer familiar with redevelopment issues.

Crossroads North

Site Overview

The name for this area refers to the nature of the adjacent streets. Highway 3 and 145th Street form the "crossroads" of Downtown. These streets are the primary routes carrying people into and through Downtown. The traffic signal at this intersection is the only traffic control device on Highway 3 in Downtown.

The redevelopment focus for this area lies with the parcels adjacent to 145th Street. The key action underlying this concept is the relocation and redevelopment of Polfus Implement. Acquisition of a portion of the Polfus site is needed to enhance the entrance to Central Park. The site is already crowded, and the business may not be viable with a smaller site.



Crossroads North Area

Street design and traffic patterns may challenge the long-term viability of a service station at this location. Access to the station occurs at the intersection. Access will become more difficult as traffic volumes increase on South Robert Trail and 145th Street.



Figure 12
Site Overview - Crossroads North

Development Concept

The preferred alternative shows the redevelopment of the service station and Polfus parcels. This redevelopment could take the form of a new building or an expansion of the existing service station. This concept includes the acquisition of land to expand and enhance the entrance to Central Park.

The buildings on the other three quadrants of this intersection are oriented to the street, helping to define the character of the Crossroads. Redevelopment of Crossroads North should contribute to this identity. The Concept uses public improvements at the intersection, with the building set back from the street. On the other hand, redevelopment creates an opportunity to orient a new building to the street in a manner that complements the existing setting.

Key Elements

Any redevelopment of Crossroads North should include the following elements:

- Promote use and building character compatible with prominence of the Highway 3/145th Street "crossroads."
- Promote greater visibility of and access to Central Park, with capacity to capitalize on the potential attraction of the Interpretive Trail Corridor.

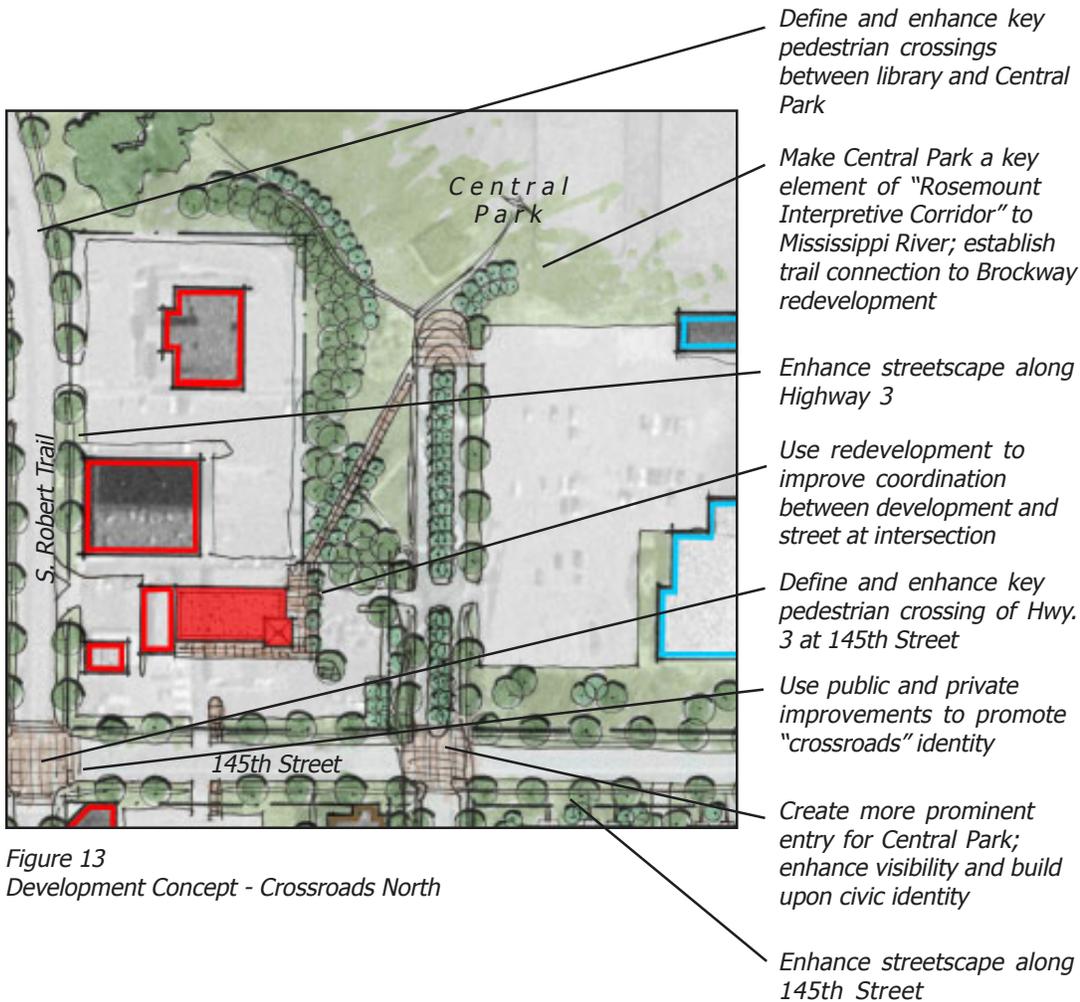


Figure 13
Development Concept - Crossroads North

- Strengthen pedestrian connections and streetscape with the park entrance and Burma Avenue.

Implementation

Redevelopment in Crossroads North may be triggered by one of the following:

- Opportunity to acquire either the service station or the Polfus parcels.
- Need to make improvements at Central Park related to Interpretive Corridor. Subsequent implementation will be determined by circumstances at the time these actions are taken.

Crossroads South

Site Overview

This area consists of three single-story commercial uses and two high-density residential buildings. The focus of the Plan is revitalization of the commercial structures. The current businesses at this location are Celts, McDivot's Pub, and Rosemount Family Dental/Morning Glory's Cafe.



Crossroads South Area

The redevelopment issues facing these parcels mirror those of the Crossroads North:

- The appearance and site design are inconsistent with the development objectives for Downtown. Successful redevelopment at other locations in Downtown will make this appearance more out of place.
- The parcels would be difficult to redevelop individually.

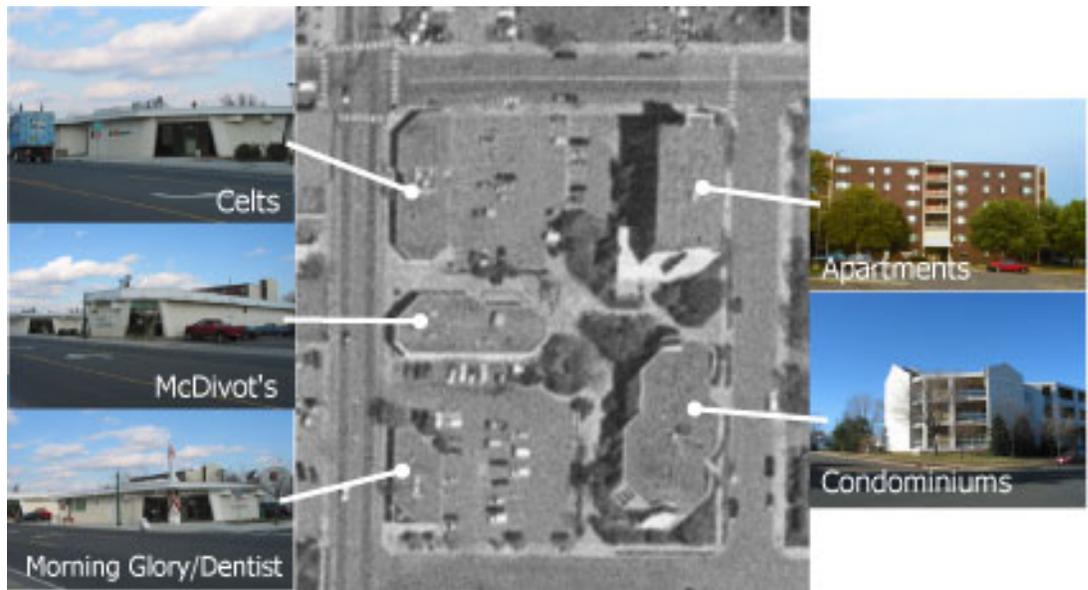


Figure 14
Site Overview - Crossroads South

Development Concept

The Concept shows enhancement of the existing buildings and sites. This Concept requires the City to work with existing property owners to make the buildings and sites more attractive. The establishment of design guidelines or the creation of redevelopment concepts for adjacent properties will provide guidance for the nature of these improvements. Financial incentives from the City may be needed to facilitate these changes.

Full redevelopment of the commercial parcels is not targeted as a city-led initiative. This status does not preclude private efforts to undertake a larger scale redevelopment of this area.

Key Elements

Any redevelopment of Crossroads South should include the following elements:

- Promote use and building character compatible with prominence of Highway 3/145th Street "crossroads."
- Strengthen pedestrian crossings at 145th Street and 146th Street.
- Improve street character in conjunction with improvements on adjacent blocks.

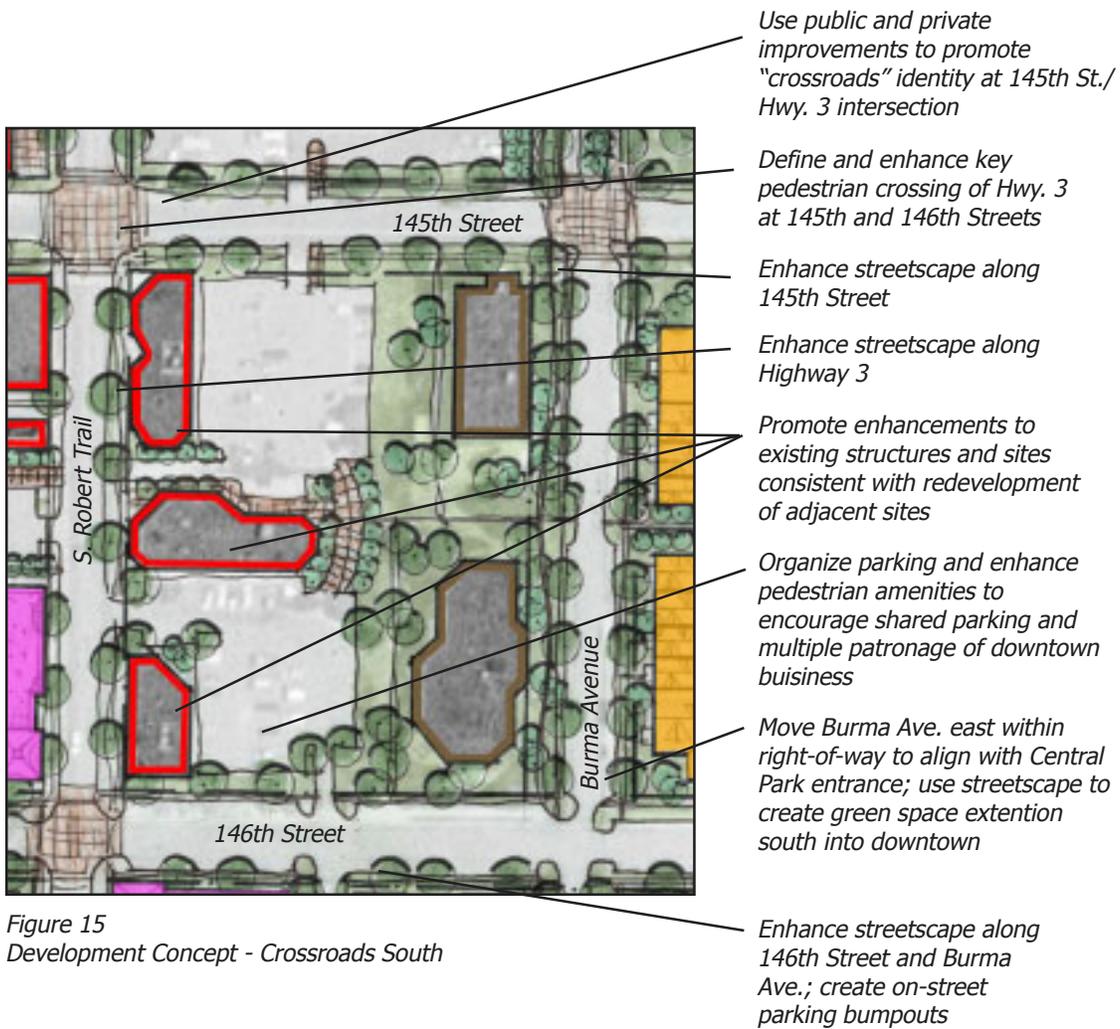


Figure 15
Development Concept - Crossroads South

Implementation

Several steps may lead to the revitalization of the Crossroads South area:

- Determine guidelines for building and site improvements.
- Discuss options with property owners.
- Evaluate need and options for financial assistance.

Legion Block

Site Overview

This area includes the American Legion and the houses along Burnley Avenue.

Development Concept

The Concept for this area reflects the current environment in Downtown. Over the next one to five years, capacity for new commercial development will be directed to the core areas of Downtown. It is assumed that housing becomes the only near-term option for the redevelopment of this area. Successful redevelopment in other locations may expand future options for



Legion Block Area



Figure 16
Site Overview - Legion Block

the Legion Block area. If the market indicates that commercial uses would be viable in these locations, the City would entertain them on this block.

The Concept shows a medium-density housing use. This form of housing fits the character of the area and would be viable in Downtown. The Concept does not eliminate high-density housing as an acceptable use at this location.

The Concept combines all existing parcels into a redevelopment site. Burnley Avenue would be vacated in conjunction with redevelopment. This larger site provides a more viable option for redevelopment. Closing Burnley Avenue eliminates an access point, which improves traffic safety along 145th Street.

Proximity to the rail line must be considered in the redevelopment of this area. The Concept orients development away from the tracks. Construction techniques can help to mitigate noise and vibration from trains.

Redevelopment of the Legion Block creates the opportunity to align Burma Avenue better with the entrance to Central Park. Improvements to Burma Avenue should enhance this street as a pedestrian link between Central Park and the core of Downtown.

Key Elements

Any redevelopment of the Legion Block should include the following elements:

- Provide a housing style compatible with Downtown.
- Use site design and construction quality to mitigate impact of the rail line.

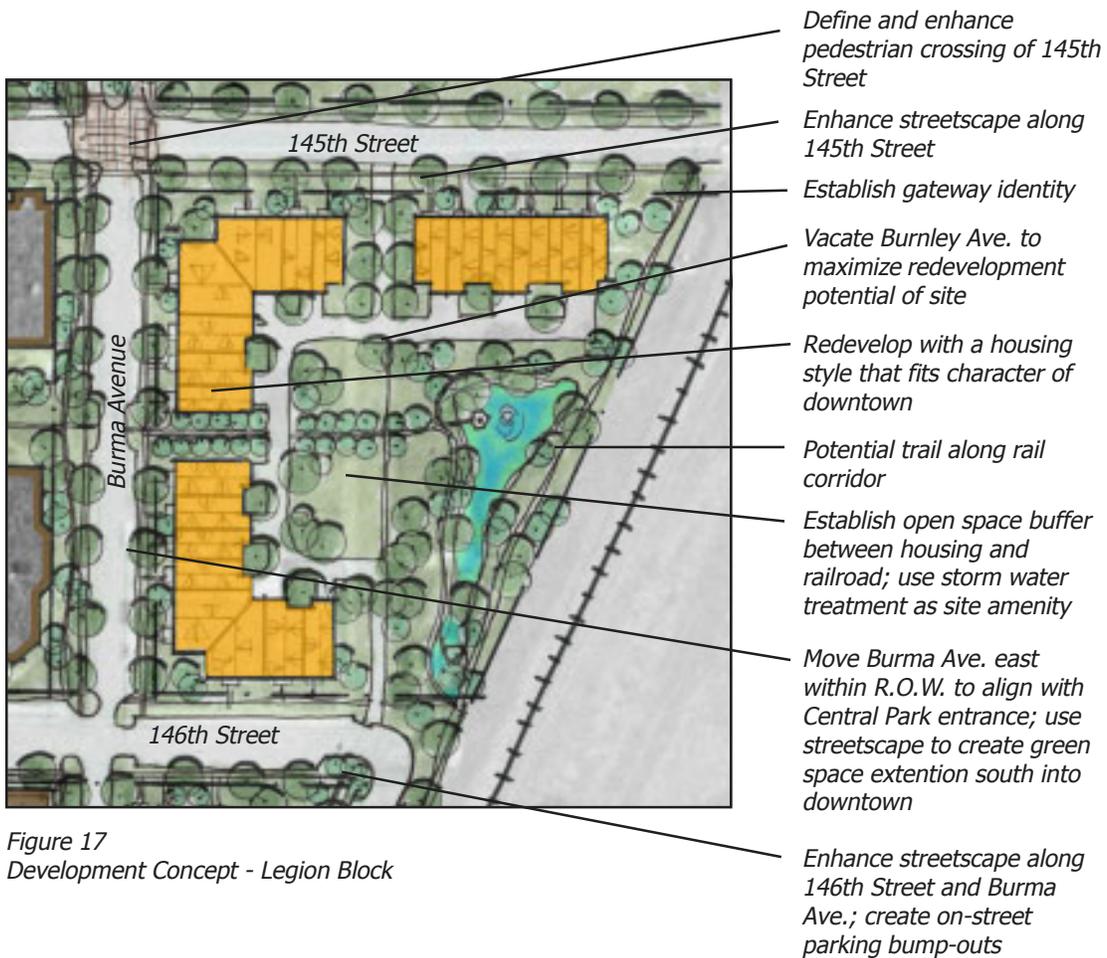


Figure 17
Development Concept - Legion Block

- Vacate Burnley Avenue and improve traffic flow on 145th Street.
- Strengthen pedestrian connections and streetscape with park entrance and Burma Avenue.
- If commercial uses are viable on the site, the City should also explore those options.

Implementation

The ability to acquire the American Legion becomes the catalyst for redevelopment. Steps to implement this concept include:

- Determine long-term plans of the Legion and obtain right of first refusal to acquire property.
- Acquire residential parcels as they are made available for sale.



Genz-Ryan Area

Genz-Ryan

Site Overview

It appears that Genz-Ryan will be relocating from the site. In the short term, the site may be rented to a new user in its existing condition. Ultimately, the City will seek to redevelop the site to be more consistent with the desired nature of Downtown.

The challenge to redevelopment comes from the configuration of the property and the costs of redevelopment. The quantity of development that will fit on this site may not create the financial capacity to support redevelopment.

Development Concept

The preferred Concept shows a commercial condominium approach to development. The Concept grew out of several factors:

- The desired character of Downtown revolves around a collection of small businesses.
- There is a desire to provide opportunities for small businesses to own their buildings.
- This approach provides an opportunity to relocate businesses that could be displaced by other redevelopment in Downtown.
- The concept could mimic the character of the existing residential-based businesses along Highway 3.

Although there is a growing market for single-level office condominiums, there is no existing model for the retail-oriented approach depicted by the Concept. Implementing this Concept will require City leadership to work out the details and to attract a developer. The Genz-Ryan property provides the best opportunity for creating this form of development in Downtown.

An alternative approach for the redevelopment of this site seeks to build a stronger core of businesses related to Fluegel's. Businesses oriented to home improvement and landscaping would complement current uses at Fluegel's. A farmers' market at this location ties into the agricultural heritage of the feed mill.



Figure 18
Site Overview - Genz-Ryan

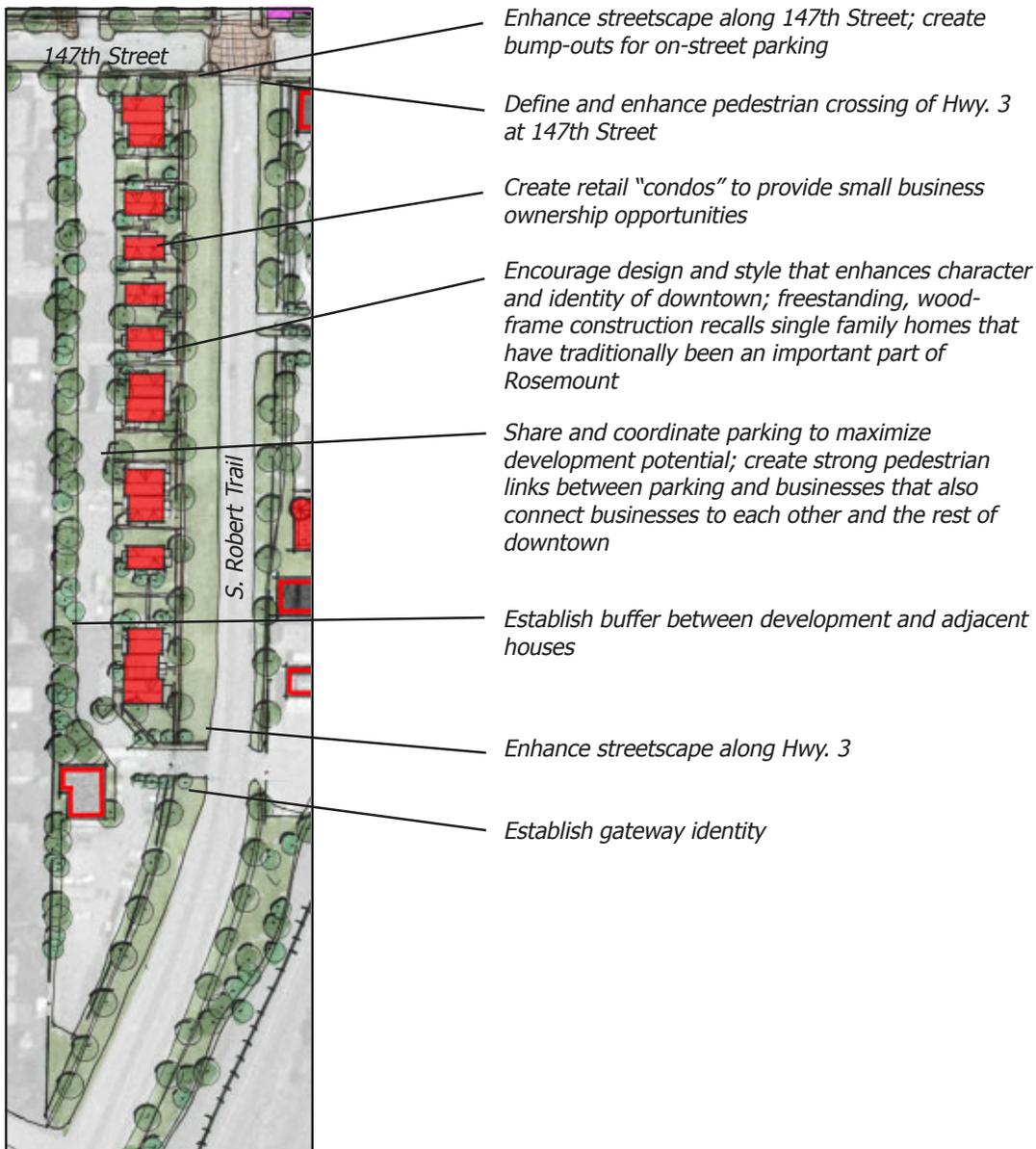


Figure 19
Development Concept - Genz-Ryan

Key Elements

Any redevelopment of the Genz-Ryan site should include the following elements:

- Strengthen pedestrian connections from County Road 42 and the Downtown core.
- Strengthen pedestrian crossings at Highway 3/147th Street.
- Coordinate traffic access, circulation, and parking.
- Provide a buffer between commercial development and the adjacent residential neighborhood.

A "commercial condo" concept for redevelopment of the Genz-Ryan site: individual business owners occupy owned space in association-maintained site with shared parking. Building style is reminiscent of traditional wood frame housing that is common in Rosemount and other small towns.



Figure 20
Concept Sketch
Commercial Condo Redevelopment

Implementation

The key to the redevelopment of this site is the relocation of Genz-Ryan. If relocation is not a near-term action, the City should explore options for preventing the conversion of the property to a similar use. One option would be obtaining the right of first refusal to purchase the property. The City's participation will be needed to change the character of this property. Additional investigations are needed to evaluate the viability of redevelopment on this site. Ultimately, these explorations should occur with a potential developer.



Fluegel's Area

Fluegel's

Site Overview

The retail and feed mill elements of Fluegel's operation are key elements of Downtown. The Concept seeks to sustain these businesses. The focus of redevelopment is on the under utilized portions of the site and the redevelopment of the "NAPA" building.

The storage facilities on Burma Avenue are part of Fluegel's operation. The relocation of these facilities has implications for both this site and Core Block East.

Development Concept

The Concept shows a new commercial building on the south end of the Fluegel's property. This property offers a variety of reconfigurations as part of a redevelopment project. The development should complement and support the surrounding uses.

Key Elements

Any redevelopment of Fluegel's should include the following elements:

- Preserve and sustain feed mill and current operations as elements of Downtown identity.
- Strengthen pedestrian crossings at Highway 3/147th Street.
- Improve street character along 147th Street to support plans for Core Block East.

Implementation

Given the other redevelopment needs in Downtown, it is not likely that this area will be a City-led initiative in the near term. Catalysts for redevelopment may come from the following actions:



Figure 21
Site Overview - Fluegel's

- Discuss long-term plans and opportunities for redevelopment with owners of Fluegel's.
- Consider redevelopment options that may occur in planning for redevelopment of Genz-Ryan property.

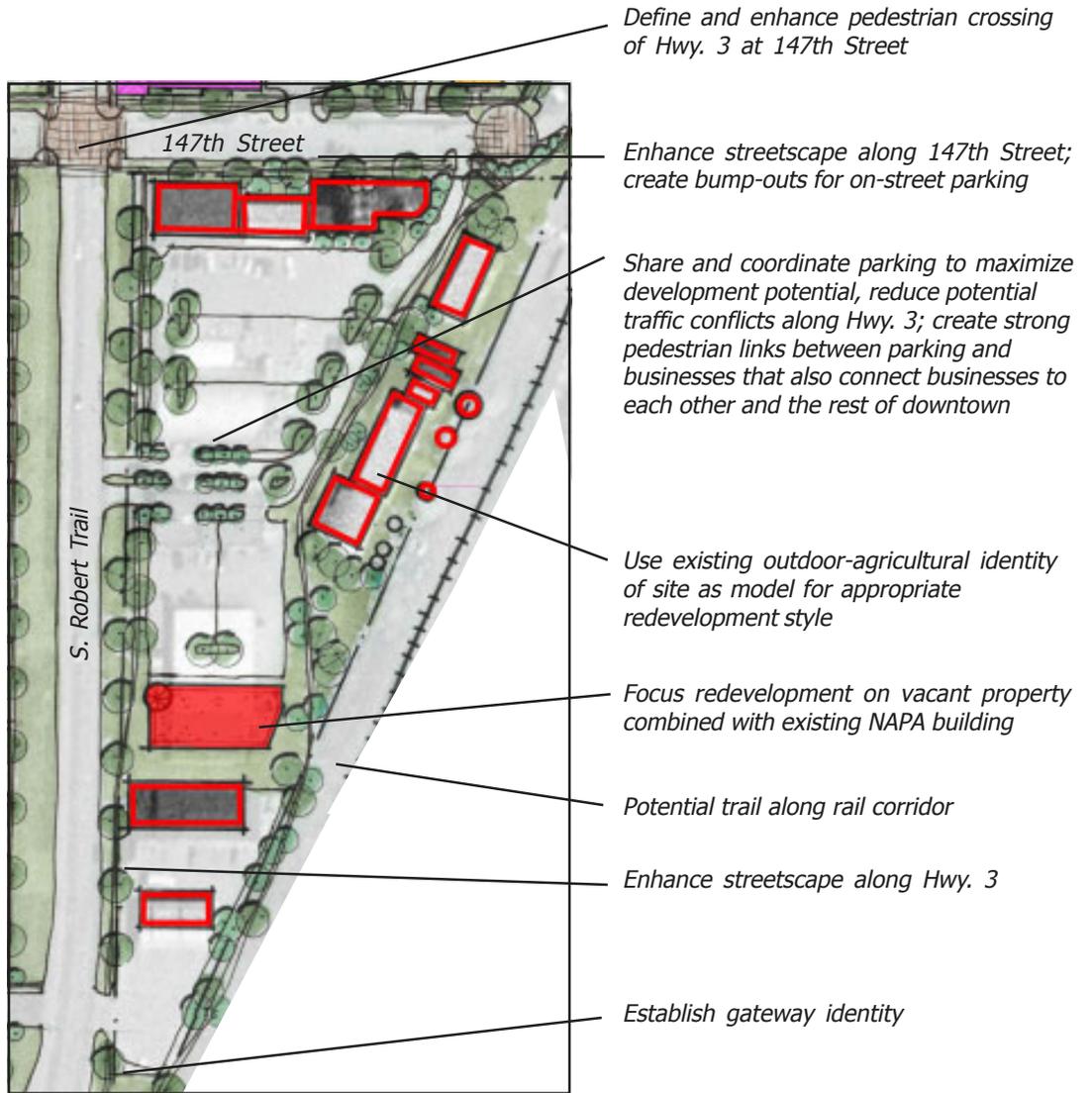


Figure 22
Development Concept - Fluegel's

Introduction

Without clear direction on implementation, the Development Framework risks remaining little more than a sheaf of papers. This section focuses on the keys to achieving the vision presented in this Framework.

The experience of Rosemount and of other cities shows that several factors are important ingredients for successful redevelopment:

- **Patience:** The vision for this Framework cannot be implemented overnight. The time-frame for implementing this Framework reflects its evolutionary nature; it looks forward over a period of years. Redevelopment often requires the patience to wait for the right things to happen, rather than making changes simply to be seen doing something.
- **Commitment:** Commitment to the Framework and patience go hand-in-hand. This Framework does not simply seek to attract development to Downtown; it also seeks to move Downtown toward a vision for the future. There is a difference. Commitment to the Framework means the willingness to actively promote public and private investments that achieve the vision, and to deter developments that do not meet the objectives of the Framework. Not all of these decisions will be easy.
- **Financial Reality:** A large portion of the implementation strategy discusses roles and responsibilities for the City. Implementing the Framework requires the careful investment of public funds, but the private side of the financial equation must not be overlooked. New development and existing businesses will pay for part of the improvements called for in the Framework. Implementing the Framework seeks to balance the investment in Framework initiatives with the creation of a financial environment that sustains businesses.
- **Strategic Investments:** If financial support for the Framework was unlimited, the need for strategic decisions would be less important. With limited funds, though, every expenditure is crucial. It is not possible to undertake immediately all of the initiatives described in this Framework. Needs and opportunities not contemplated in the Framework may arise in the future. Every investment must be evaluated for its impact on achieving the vision for the future of Downtown Rosemount.

The Concept Plan provides a guide for private and public investments to revitalize Downtown in a manner consistent with this Framework. The following strategies will assist the City in implementing the Framework and realizing the vision for Downtown.

Downtown Investment Plan

This Framework identifies a variety of public investments to facilitate and support redevelopment in Downtown. A "downtown investment plan" follows the concept of a capital improvements plan. It provides a comprehensive means of linking expenditures and funding. With



limited financial resources, this approach enhances the ability of the City to make the most effective use of available funding. It also provides a means of identifying investments that are not initially linked to a source of funding. A proactive approach creates time to explore alternative funding strategies.

Potential public investments that should be considered in the preparation of a Downtown investment plan include:

- Acquisition of St. Joseph's site.
- Central Park improvements related to redevelopment.
- Construction of non-library public uses on the St. Joseph campus.
- Enhancements to existing streetscapes on Highway 3 and 145th Street.
- Gateway improvements
- New streetscape improvements on 146th Street, 147th Street and Burma Avenue.
- "Opportunity" acquisition of property within the study area.
- Pedestrian improvements.
- Public open space and gathering places in Downtown.
- Revitalization incentives.

Not every investment in this list will be made by the City of Rosemount using public funds. The objective is to identify public actions that will require funding and can compete successfully for available resources.

Land Use Controls

The City manages land use with several different tools. The primary tools are the City's Comprehensive Plan and the adopted Zoning Ordinance. Existing land use controls should be reviewed and revised as necessary to ensure consistency with this Framework. This step allows development to occur that fits the Framework. These modifications will also prevent land uses that do not conform with the Downtown Concept.

Comprehensive Plan

The Framework for the revitalization of Downtown should be made part of the Comprehensive Plan either by incorporation into the document or by reference. The City's Comprehensive Plan sets the framework for development within the entire community. Based upon the Comprehensive Plan, other land use controls such as the zoning ordinance are created. These zoning regulations, for example, must be consistent with the Comprehensive Plan and in that way the City ensures that development conforms to the community's goals. The currently adopted Comprehensive Plan does acknowledge redevelopment of Downtown and does recognize that a mix

of land uses, including residential, would be acceptable.

Zoning

Some changes in zoning regulations will be required to implement the Framework for Downtown. The housing envisioned by the Concept requires a change from a commercial to a residential zoning district. Another option is create a new "mixed use" zoning district that could permit uses either commercial or residential as envisioned by the Downtown Concept. The zoning ordinance should also address building massing and site development parameters so that future development is consistent with the Framework devised by the Downtown Redevelopment Committee.

Parking

The City has regulations that govern the minimum requirements for off-street parking associated with new development. The current regulations deal with size of stall and aisles, location of parking, and number of stalls based upon use. This Framework seeks to provide an adequate supply of parking (off- and on-street) while maximizing the potential for private redevelopment. The application of current standards should be evaluated in conjunction with initial development projects. It may be that modifications to existing regulations are necessary to achieve the current Concept Ordinance revisions may be considered due to shared parking opportunities, complementary users, or the provision of some on-street parking.

Design Guidelines

The City may wish to create and adopt design guidelines for Downtown. Design guidelines are a tool primarily to improve the visual quality of buildings, although they may also impact the physical massing of individual structures. It is intended that the design guidelines provide assistance to developers and property owners to help in understanding what the City is looking for in Downtown. Design guidelines address many aspects of development, including structure size and appearance, building materials, signage, site configuration, lighting, and landscaping. These regulations can be implemented by adopting them by ordinance or can be a prerequisite to receiving public financing for redevelopment projects.

Attracting Investment

The Framework for Downtown Rosemount will be implemented by attracting private investment to Downtown. This investment will come from existing property owners and from new development partners for the City.

Solicitation of Proposals

The Committee's process has raised awareness about the potential for revitalization in Downtown Rosemount. For purposes of this Framework, redevelopment means demolition of existing structures and construction of a new building or buildings consistent with the design framework. A potential development partner may be apparent at the time of implementation. If not,

the City may use a request for proposal (RFP) process to obtain a private development partner for a redevelopment project. The RFP allows the City to explain its objectives and to find the developer best suited to bring the segments of the design framework to fruition in this area. The steps in the RFP process include:

- Prepare and distribute RFP
- Select preferred development partner
- Negotiate preliminary development agreement.
- Approve final development agreement by Port Authority.
- Planning review and approval process.

Specific steps for seeking development proposals are discussed later in this section.

Revitalization

Revitalization is an important outcome of this Framework. In the Concept Plan, revitalization is used where existing structures will remain and will be upgraded to bring them closer into compliance with Framework goals. The City hopes to create an environment that encourages property owners to invest in the betterment of existing buildings and sites, perhaps through financial incentives. Tools to create that environment include:

- Grants for initial architectural and design work.
- Low interest loans to finance improvements.
- Use of public funds in matching grant program for qualifying improvements.
- Technical assistance for property owners wishing to explore revitalization projects.

The City and the Port Authority should take steps to establish a specific revitalization assistance program following adoption of this Framework. Without a commitment to this program, revitalization of existing structures may be set aside as resources are applied to other, larger redevelopment initiatives.

Land Acquisition

Opportunities may arise to acquire land not related to a current development proposal. It is advantageous to have the ability to purchase land at key locations when offered for sale by property owners. This approach offers several benefits:

- A "willing seller" purchase often reduces the long-term land expense and the public cost of redevelopment.
- The assembly of land enhances the potential for redevelopment. Land costs are certain and the delays to assemble a site are reduced.
- Control of land minimizes the need for condemnation.

The challenge of acquiring and banking land in advance of redevelopment is funding. The City will be looking into funding alternatives for land acquisition as well as specific redevelopment projects.

Public Financial Assistance

Revitalization or redevelopment of Downtown will not occur without the financial assistance of the City of Rosemount. The need for public financial assistance comes from several factors:

- Redevelopment projects examined elsewhere during the planning process were not financially feasible without public assistance. This is because projected revenues available from the new development do not cover the costs of redevelopment. This "gap" between revenues and expenditures stems from a variety of causes. The main reason is that land costs are higher. The price of a redevelopment site includes land and structures. Further, redevelopment includes costs for demolition and clearance of existing structures. There are also expenses (direct or indirect) for the relocation of existing businesses. Often these additional costs cannot be passed on through higher lease rates or sale prices.
- The Framework seeks a higher level of design and building materials in Downtown. The framework anticipates that the City's Downtown will create a showcase area for the community and therefore higher quality design and materials are anticipated. City financial participation in redevelopment provides a means of achieving this goal.
- The redevelopment of Downtown requires a series of public improvements to complement and support private investment. It is expected that some infrastructure such as public roads and utilities will need upgrading to support anticipated new development. The City, in accordance with the Design Framework, is also looking forward to creation of additional public or gathering spaces.
- Revitalization, rather than full-scale redevelopment, is also costly and limited by some of the same factors as the redevelopment process. The current economic environment of Downtown may not generate enough additional income for the property owner to invest in enhanced building facades or signage. Public financing may be needed to support a portion of the cost of improvements.

Preliminary financial analysis performed by Ehlers & Associates verifies the need for public financial assistance in the redevelopment of Downtown. The analysis examines the costs and revenues associated with several potential redevelopment projects contained in this Framework. The analysis shows that the estimated costs of acquiring the land and preparing it for development (demolition, clearance, and relocation) exceed a reasonable price that would be paid by a developer. Ehlers's analysis did not account for any additional development expense due to enhanced private or public improvements that would increase the funding gap even more.

Use of TIF

Tax increment financing (TIF) is the primary development finance tool available to Minnesota cities. TIF will be an important tool for the revitalization of Downtown. This section discusses the role of TIF in Downtown.

Existing Plans

In 1979, the City of Rosemount and its Housing and Redevelopment Authority (the predecessor of the Port Authority) adopted the Rosemount Redevelopment Plan. The project area for the 1979 Redevelopment Plan encompassed all of Downtown, with the exception of the St. Joseph's Church site and Central Park. The 1979 Plan described the objectives for encouraging redevelopment of Downtown and the actions to be taken to achieve the stated objectives.

The redevelopment objectives listed in the 1979 Plan were:

- a. Remove structurally substandard buildings for which rehabilitation is not feasible.
- b. Acquire and remove economically or functionally obsolete or under utilized buildings
- c. Acquire land which is vacant, unused, underused, or inappropriately used, and public or semipublic properties already devoted to a public use which are under utilized.
- d. Acquire property of irregular form and shape or inadequate size which has prevented normal development.
- e. Eliminate blighting influences which impede potential development.
- f. Encourage the retention and expansion of existing intensive businesses.
- g. Preserve and encourage the rehabilitation and/or expansion of structures which will remain.
- h. Provide land for the expansion of existing businesses.
- i. Provide redevelopment sites of such size and character to assure the redevelopment of the area.
- j. Construct new buildings and improvements for sale, for lease in whole or in part by private individuals, firms, partnerships, or other private interests or to public agencies.
- k. Eliminate or correct physical deterrents to the development of land.
- l. Provide adequate streets, utilities, and other public improvements and facilities to enhance the area for both new and existing development.
- m. Achieve a high level of design and landscaping quality to enhance the physical environment.
- n. Create effective buffers, screens, and/or transitions between residential and non-residential uses to minimize the potential blighting effect of divergent land uses.

-
- o. Improve the financial base of the City.
 - p. Provide the maximum opportunity, consistent with the needs of the City, for development by private enterprise.
 - q. Provide increased employment opportunities and as much as possible seek businesses which would employ the unemployed and under-employed.
 - r. Provide a retail service level required by the residents of the community.

These objectives demonstrate the long-term nature of redevelopment planning. The objectives identified by the City in 1979 remain relevant twenty-five years later. The 2004 Development Framework validates many of these objectives. Only one of these objectives is no longer applicable to Downtown. Objective f. (Encourage the retention and expansion of existing intensive businesses) does not fit the desired character of Downtown. Downtown under the new Framework will be a collection of smaller, community oriented businesses. Site intensive retail uses will be guided to other locations in Rosemount.

The current revitalization needs of Rosemount add several new objectives to this list:

- Maintain and enhance structures that define the heritage and identity of Rosemount.
- Encourage appropriate residential development in Downtown to facilitate redevelopment and to provide additional market for Downtown businesses.
- Build and maintain systems that provide for the safe and efficient movement of vehicles and pedestrians in Downtown.

The 1979 Plan also identified the means for achieving community redevelopment objectives. The stated public actions were:

- a. Clearance and redevelopment
- b. Rehabilitation of buildings to remain.
- c. Construction of buildings and other improvements.
- d. Vacation of rights-of-way.
- e. Dedication of new rights-of-way.
- f. Installation and/or improvement of streets and alleys.
- g. Replacement and improvement of public and private utilities and facilities.
- h. Other project improvements.

All of these actions remain necessary steps for the revitalization and redevelopment of Downtown. This list should be expanded to include the acquisition of land and the assembly of suitable development sites.

2004 Plan

In 2004, the Port Authority established the Downtown-Brockway TIF District. This TIF District includes many of the parcels in the Downtown area (see map in Figure 23). The District also includes the parcels that will be redeveloped at the Brockway Manufacturing site. Combining the Brockway project with Downtown affects the implementation of the Development Framework.

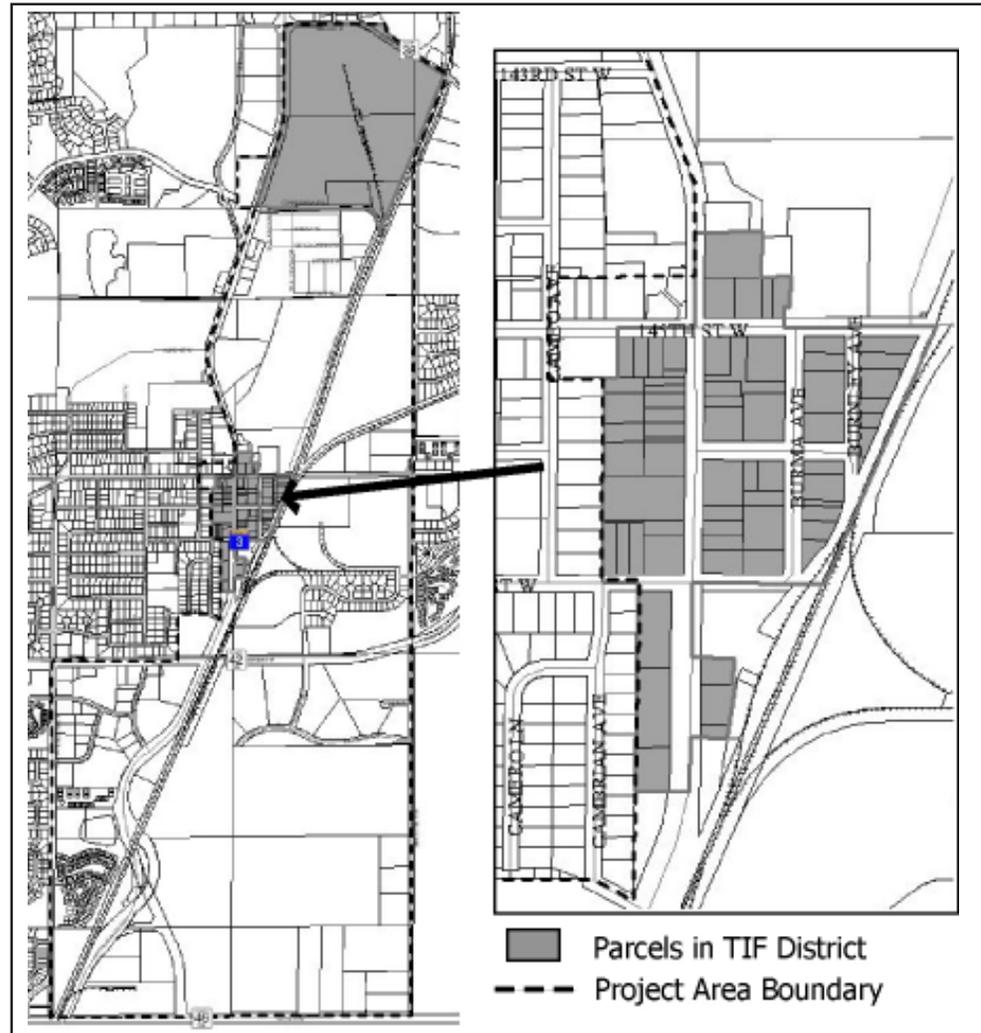


Figure 23
Downtown Brockway TIF District

- The TIF District enhances the ability to establish mutually supportive connections between the residential development on the Brockway property and the business development in Downtown.
- The ability to use TIF as a tool for redevelopment in Downtown is established. The City will be able to plan for redevelopment with greater certainty about the public's ability

to generate funds to facilitate private investment.

- Tax increment revenues can be applied to achieve the highest impact on redevelopment. The redevelopment needs of some sites may require more financial support than can be realized from the tax increment generated from the site alone. The configuration of the TIF District allows flexibility in allocating revenues to locations of greatest need.
- The establishment of the TIF District initiates important timing constraints. Commitments for the use of tax increment revenues from this District must be made within the next five years.

The revenues from this TIF District will be used to undertake redevelopment in Downtown by financing the following actions:

- Acquiring land and assembling suitable redevelopment sites.
- Demolishing existing structures and preparing sites for development.
- Providing parking facilities needed to support redevelopment.
- Construction of public improvements needed to attract and sustain private development.

Special Service District

A special service district is a tool for financing the construction and maintenance of public improvements within a defined area. Minnesota Statutes Sections 428A.01 through 428A.10 govern the creation and use of special service districts. This legislation is currently scheduled to expire in 2007. A special service district provides a means to levy taxes (service charges) and fund improvements to and services for a commercial area.

Uses

A special service district has several applications for Downtown Rosemount.

- The district can provide an alternative to special assessments as a means of financing some of the public improvements in Downtown. The service district approach avoids the benefits test imposed by special assessments. The test for the service district is that the amount of service charges imposed must be reasonably related to the special services provided. The costs of shared parking or streetscape improvements, for example, may be better spread across a district than through assessments to individual properties.
- A special service district can provide for maintenance of public improvements. Some of the improvements described in the Framework require a level of maintenance above the typical public improvement. Items such as banners and planted materials must be maintained and replaced at a faster rate than that expected for streets or utilities. A

higher standard of cleaning and snow removal may be expected in Downtown. Without a special service district, these costs are typically borne through the General Fund of the City.

- A special service district provides a means of operating the "retail condo" development concept proposed for the Genz-Ryan site.

Use of special service districts should be considered during the negotiation of a development agreement. If the City is going to use a special service district, the City should seek agreement to a petition and waiver of veto and other objections related to the use of a special service district. The development agreement must address both the establishment of the service district and the levy of a service charge.

Limitations

The use of a special service district is subject to some important constraints:

- The process to create a district and to levy taxes must be initiated by petition of property owners and is subject to owner veto. The use of a special service district requires a collaboration of property owners and the city. There are two separate steps in the process: (1) adoption of an ordinance establishing the service district and (2) adoption of a resolution imposing the service charges. Neither step can be initiated by the City; the City must receive a petition to undertake the processes to create the special service district and to impose service charges. At a minimum, the petition must be signed by owners representing 25% of the area that would be included in the district and 25% of the tax capacity subject to the service charge.
- The actions of the City Council to adopt the ordinance and the resolution are subject to veto of the property owners. To veto the ordinance or the resolution, objections must be filed with the City Clerk within 45 days of initial City Council action to approve. The objections must exceed 35% of area, tax capacity, or individual/business organizations in the proposed district. The specific veto requirements depend on the nature of the service charge.
- The service charge applies solely to non-residential property. State law limits the application of a service charge only to property that is classified for property taxation and used for commercial, industrial, or public utility purposes, or is vacant land zoned or designated on a land use plan for commercial or industrial use. Other types of property may be part of the service district, but may not be subject to the service charge. A housing improvement area could be employed for owned housing elements of a redevelopment project.

Implementation Initiatives

This section lists implementation actions and timelines associated with key redevelopment projects.

St. Joseph's Church

Actions

- Negotiate acquisition with Parish.
- Create strategy for use of the school and other buildings on the site based on plans of Parish to relocate the school and the feasibility of rehabilitating existing structures.
- Seek necessary commitments from Dakota County to construct library on this site.
- Work with County to design the library building and site in a manner consistent with this Framework.
- Create plan for the preservation and use of church or investigate alternative uses of the property.
- Establish design and funding plan for public improvements to occur in conjunction with library development.

Timeline

Some of these actions are already underway and will be ongoing through library construction, currently planned for 2008.

Core Block East

Actions

- Solicit proposals for redevelopment of this area.
- Initiate discussions with property owners in this area about the acquisition of property and interest in relocating elsewhere in Downtown or other parts of Rosemount.
- Work with Fluegel's to undertake a feasibility study to relocate storage facilities on this site.
- Establish design and funding plan for streetscape improvements to occur on 146th Street and 147th Street in conjunction with redevelopment.

Timeline

Redevelopment of this area is considered the "first step" project for Downtown. A request for development proposal would be prepared and distributed during Summer 2004. The goal is to initiate construction of a redevelopment project within the next 24 months.

Genz-Ryan

Actions

- Initiate discussions with Genz-Ryan on long-term plans and the ability to acquire the site.
- Conduct additional investigation of issues related to "retail condo" approach for this site including design objectives and management strategies for site.
- Conduct additional financial feasibility analysis to refine estimate of potential gap and the need to earmark other funding sources for this project.
- Solicit proposals for redevelopment of this area.

Timeline

The timing of redevelopment will be driven by the decision of Genz-Ryan's owners to move their facilities to another location. This action creates the opportunity and incentive for public involvement in redevelopment. Continued planning in preparation for redevelopment should occur immediately to prepare the City for prompt action. These preparations will enhance the ability to prevent a new "industrial" user from occupying this site.

Core Block West

Actions

- Initiate discussions with property owners in this area on the acquisition of property and interest in relocating elsewhere in Downtown or other parts of Rosemount.
- Conduct additional financial feasibility analysis to refine estimate of potential gap and the need to earmark other funding sources for this project.
- Solicit proposals for redevelopment of this area.

Timeline

Public actions to facilitate redevelopment in Core Block West is influenced by plans for Core Block East. Options for approaching the redevelopment of Core Block West include:

- Include target sites in Core Block West as potential development areas in the request for proposals related to Core Block East.
- Explore options for Core Block West as part of the negotiations with the developer selected for Core Block East.
- Use knowledge gained from Core Block East solicitation and negotiation to guide developer recruitment approach for Core Block West.

It is important that actions on this site occur within a timely fashion in consideration of the five-year window created by the Downtown-Brockway TIF District. The ability to apply tax increment revenues to the redevelopment of this block from parcels in the District may be needed to achieve the desired redevelopment outcomes.

Introduction

The Development Framework grew out of information collected and considered by the Downtown Committee over a nine-month period. This section of the Framework highlights some of the key data sources that contributed to the planning process

Existing Characteristics

A series of maps were prepared to illustrate existing characteristics of the Downtown area.

Land Use

Figure 24 contains land uses in Downtown in Fall 2003. All parcels containing a business activity are designated as "commercial". The land use map does not distinguish among the types of the commercial activity. Current uses range from small retail buildings to more industrial-like uses (Genz-Ryan and Fluegel's feed mill). Residential uses are either single family houses (low-density) or apartments/condominiums (high-density). Public/semi-public uses in Downtown include City Hall, Central Park, St. Joseph's Church and the Post Office. Vacant parcels owned by the Rosemount Port Authority are shown in this category.

Zoning

Zoning designations show the current land use controls that apply to property in Downtown (Figure 25). With two exceptions, all of the planning area is zoned for commercial uses. The majority of the properties are zoned C2 Community Commercial with some parcels zoned C3 Highway Service Commercial.

- The two multiple-family housing projects along Burma Avenue, an apartment and condominium development, are zoned High Density Residential (R-4).
- The St. Joseph's Church site is zoned Public Institutional (P/I).

Ownership

Parcel data from the City's geographic information system (GIS) was used to analyze property ownership patterns in Downtown. The majority of parcels are currently owned by Rosemount residents (see Figure 26). Only two parcels in the entire Downtown are owned by parties located outside of Minnesota.

Property Valuation

Property values provide an indicator of the level of investment and the potential acquisition expense. The map in Figure 27 uses the estimated market value for taxes payable in 2003. These values are typically lower than the likely sale price of a parcel. Property values are provided on a parcel by parcel basis. The data for some parcels have been combined where appropriate to reflect a single use that covers multiple parcels (as with Genz-Ryan). The thicker lines in Figure 27 show aggregated parcels.





Figure 24
Land Use (2003)

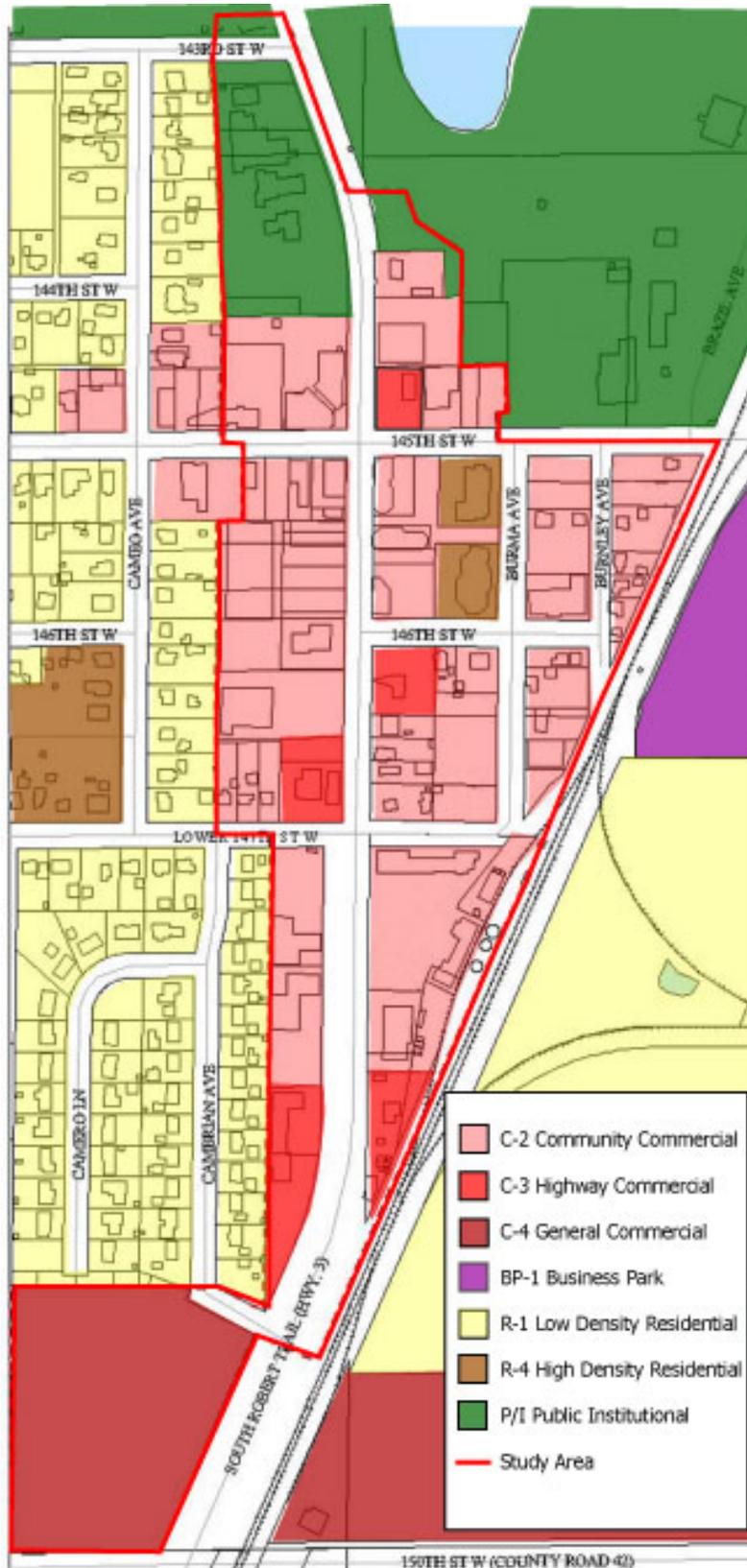


Figure 25
Zoning (2003)



Figure 26
Residence of Property Owner (2003)



Figure 27
Estimated Market Value (2003)

Market Research

Market research provides a context for redevelopment planning. This research examines the type, form, and quantity of new development that could occur in Downtown Rosemount. It provides support for the assumption that public efforts to facilitate redevelopment can attract private investment into Downtown.

As part of the planning process, Maxfield Research prepared an Update of Market Potential Analysis for Downtown Rosemount. This update included a look at the commercial, office, and housing market within the downtown area. The 116-page Maxfield report contains substantial information about market potential in Downtown. Among Maxfield's findings are:

- The primary source of retail demand for Downtown development comes from neighborhood and specialty businesses. The analysis estimates that 33,000 to 59,000 square feet of this type of retail development could be supported through 2008.
- Downtown provides a market for additional office development. Maxfield estimates the capacity to support 20,000 to 27,000 square feet of new office space from 2003 to 2010.
- Maxfield recommends that "adding housing should be a high priority of the City as it proceeds with redevelopment in Downtown." Maxfield finds strong demand for housing that fits in Rosemount. Although the amount of housing demand for the community cannot be solely achieved in Downtown, a significant amount of housing can be incorporated into the Downtown redevelopment process as depicted by the Concept Plan. Further, Maxfield believes that adding housing to Downtown can be a "catalyst for commercial development."
- Maxfield projects demand for more than 500 housing units through 2010. The housing types include for-sale townhouses and condominiums, market rate apartments, and senior housing.

The Maxfield analysis helps to direct the type and scale of new development. It is important to note that although demand exists, the amount is not limitless. Part of the redevelopment process involves directing this demand to locations where new investment provides the greatest positive effects.

Planning Process

Downtown Redevelopment Committee

This 13-member group served as the steering committee for the planning process. The Committee met eight times from September 2003 to June 2004. The Committee developed the Development Framework document and Concept Plan for Downtown through guidance and input to staff and consultants. Several actions helped the Committee's work.

Redevelopment Project Tour

The Committee took a tour of downtown redevelopment and development projects at the outset of its planning process. The tour provided Committee members with exposure to actual results of city-led redevelopment efforts. The tour included the following locations:

- Burnsville (Heart of the City)
- Richfield (77th/66th and Lyndale)
- St. Louis Park (Excelsior and Grand)
- Edina (Grandview Square)
- Osseo (Downtown)
- Maple Grove (Arbor Lakes)
- Hopkins (Downtown)

Viewing real development sites exposed Committee members to a variety of development forms and supporting public improvements. The tour began the process of considering what is possible and what is desirable in Downtown Rosemount.

Preliminary Site Assessment

The Downtown Redevelopment Committee provided guidance and input used to create the Development Framework for the redevelopment of Downtown. An important part of members' input came from a preliminary site assessment. At the December 2003 meeting, members of the Committee divided into four groups. Each group was charged with the task of reaching consensus on the appropriate redevelopment approach for each building in the Study Area. The results of this exercise appear in Figure 28.

Redevelop (red on map) shows properties where the replacement of existing structures is desirable. Revitalize (yellow) reflects parcels where changes occur in the context of enhancements to existing structures and sites. Sustain (green) parcels indicate locations where no changes are needed to realize the future vision for Downtown. If the group did not reach a consensus, then the parcels remain white. The Lund Property at the southwestern end of the Study Area is vacant and was not considered in this exercise.

While this assessment is unscientific, it provides insights into the initial views of Committee members. These assessments can be used to compare and contrast redevelopment concepts presented in this Framework.

Public Guidance

Public participation was an important part of the planning process. Public participation occurred through a designed exchange of information at four key junctures in the process. This exchange of information involved providing participants with information about the status of the planning project and seeking public guidance needed to proceed with the next step in the process.



Figure 28
Downtown Committee Site Assessment

Open House #1

The first public open house was held on October 2, 2003 at the Rosemount Community Center. Approximately 35 people were in attendance. The purpose of the open house was to introduce the public to the planning process and to gain insights on popular views about Downtown. The session was organized around a series of "stations." Each station focused on a different topic and was accompanied by a staff member or consultant as an informational resource. The open house also provided an opportunity for people to offer thoughts on several topics:

- Aspects of the current Downtown that people like.
- Aspects of the current Downtown that people do not like.
- Things that people would like added to the Downtown.
- Views on the draft plan created in 2002.

Few of the open house participants filled out the survey forms posing each of these questions

Open House #2

The second open house in the process, on February 5, 2004, gave the public an opportunity to learn about and react to initial redevelopment concepts. A seven-page evaluation form was used to gain public guidance on general and specific concepts for redevelopment. The open house used both a formal presentation and one-on-one discussions to inform participants about redevelopment possibilities. Attendance at the open house was not a prerequisite for completing an evaluation form. Approximately 60 people attended the second open house. The evaluation forms were made available online and at City Hall. A total of 27 evaluation forms were submitted for consideration by the Committee.

Open Forum

An April 12 open forum occurred in response to the public's request for a less-structured question-and-answer session about plans for Downtown. A four-person panel responded to questions provided by the public. The panel members were Mike Baxter (Committee and Port Authority chair), Kim Lindquist (Community Development Director), Mark Ruff (fiscal consultant with Ehlers & Associates) and Rusty Fifield (planning consultant with Hoisington Koe-gler Group). Approximately 100 people attended this open forum.

Public Hearing

The final public meeting in the planning process took place on July 6, 2004 as a hearing during the City Council's consideration of the Development Framework for Downtown Rosemount.