

**ROGERS  
DOWNTOWN  
MASTER PLAN**

DRAFT for Internal City Review  
September 24, 2020



# Acknowledgements

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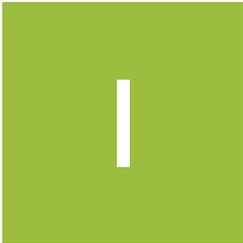
[www.c-d-g.org](http://www.c-d-g.org)

Future Main Street. Image courtesy of WSB.



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# Introduction

## About the Project

The City of Rogers is a prosperous community in northwestern Hennepin County, with a current population of 13,150 residents. Growing rapidly, it has almost quadrupled in size since 2000, when its population was 3,600. It is designated as both an Emerging Suburban Edge and Diversified Rural geographic planning area in the Metropolitan Council's 2040 Regional Development Framework.

Downtown Rogers is a traditional Main Street featuring a variety of historic buildings occupied by small retail shops. It is located south of I-94, between County Road 81 / Industrial Boulevard and the railroad tracks. Surrounded by automobile-oriented development, its small and older finer-grained district features small storefronts, sidewalk-fronting buildings and historic façades and is located along Main Street.

Though holding great potential, Downtown Rogers currently lacks several key characteristics that could strengthen its role as an organizing force for the City's development and as an economic engine for furthering the City's prosperity.

Recognizing the vital role that downtowns play in a community's civic, cultural and economic life, the City and its partners are seeking recommendations for leveraging existing assets in Downtown Rogers to develop and strengthen the City's "sense of place" and build a foundation for development and redevelopment that could take place in future years - a process where deciding what to protect, what to encourage and what to discourage are powerful and lasting markers for orienting Downtown's future evolution.

### PROJECT GOALS

- » Update the City's 2015 Downtown Plan
- » Develop a set of Urban Design Guidelines to guide new development and rehabilitation in the Downtown
- » Leverage Downtown's current historic assets by evaluating façades and identifying needs and costs to restore buildings and historic storefronts
- » Develop a toolkit for active downtown uses oriented to the needs of Downtown Rogers
- » Update the City's zoning regulations pertaining to placemaking opportunities and provide implementation strategies and regulatory recommendations to implement these changes

This report and its associated appendices include all of the results of this work.

## The Future Belongs to Small Towns

Ongoing health disruptions, economic uncertainties and concerns about quality of life are showing that the future will belong to communities that can still function as small towns - communities that are walkable, with convenient connection to daily needs, with varied local businesses and institutions, a strong identity, and necessary resources available in a convenient location.

Places that are able to offer these qualities while also being located within convenient distance to larger urban centers will be the ones that attract Millennials, young families and retiring seniors alike - because of their sense of community, natural assets, cultural amenities, and sense of independence.

Rogers is well positioned for this future. With assets that are part of its history and those that it has in progress or in place, Rogers will become one of those communities that emerges as a more desirable location for living and working.

Located just 30 minutes northwest of Minneapolis, and offering a diverse range of businesses, excellent schools, regional health care providers, extensive parks, and a small-town atmosphere, Rogers is poised to grow and thrive over the coming decades.

This new Downtown Rogers Master Plan is a route map that takes into account the updated circumstances of the “new normal,” and lays out a general direction for “what to do and when” to strengthen the City’s Downtown, organize the City’s future development, and achieve the community’s Vision and success.



*Walkable and connected streets draw residents and visitors and are good for business.*



*Cultural opportunities and connection to the arts draw visitors from a wide region.*



*Mixed-use development offering housing and commerce to residents and visitors is growing in small towns.*

## ■ This Plan - and Planning in the Time of COVID-19

Work on this plan commenced in January 2020, just before the arrival of COVID-19 in our state and region.

A full understanding of the economic impacts from the pandemic and its consequences for land development and business activity is still evolving as the work on this report concluded.

As economic activity resumes, two key considerations are important for cities as they navigate short- and medium-term planning and economic development initiatives:

- 1) The “new normal” will not be the same as the “old normal.” Rather, it will reflect a new configuration of uses, activities, and market preferences that will hopefully approximate some of the characteristics of the “old” but with new mixes of business activities and development investments that exhibit a measure of stability, and,
- 2) Cities will still need to continue working on the same issues that have always been at the top of their agendas: how to increase their tax base, attract population, stimulate economic activity, and build the places and systems (housing, institutions, transportation) that build quality of life for their citizens - while also increasing the resiliency of their communities.

The economic viability of potential types of investment and businesses previously thought as ideal for revitalizing downtowns (restaurants, shopping, bars and gathering places, mixed use developments) and which were sometimes challenging to implement in pre-COVID times have not yet found their stability in the market.

Additionally, the availability of investment resources - and the tolerance of developers for new and still-evolving risk - have not yet settled into our new circumstances.

Because there are so many unknowns and uncertainties at this time, this plan takes a more intentionally nimble and strategic approach toward its recommendations and implementation.

It begins by carefully studying the assets that are in place in Rogers today - its intrinsic qualities and potentialities. It develops and presents a Vision derived from previous and ongoing work, including the City’s 2040 Comprehensive Plan.

The plan then offers a set of standalone components of its Vision that recognize that an ambitious district-wide reorientation of the Downtown might not easily occur, but that discrete, piece-by-piece improvements might - and so the plan proceeds to identify those key improvements within a more focused or “zoomed-in” vision for individual sub-districts or focus areas.

## Current and Previous Planning

The City of Rogers has taken a proactive approach to planning for the Downtown's future. Several plans and initiatives play a significant role in shaping the recommendations of this 2020 Downtown Master Plan:

- » 2040 Comprehensive Plan
- » Main Street Streetscape and Improvements
- » Main Street Rogers Redevelopment Catalyst Project
- » 2015 Downtown Rogers Master Plan

### The 2040 Comprehensive Plan

The Rogers 2040 Comprehensive Plan identifies the strengthening of the Downtown district as a key goal for the City's long-term vibrancy, sustainability, and economic health. The Downtown District is also recognized as a critical social connector for residents and businesses and as a place for community gathering and activity.

Downtown-specific goals are discussed in several chapters of the Rogers 2040 Comprehensive Plan, including:

#### Chapter 3: Vision and Guiding Principles

##### Guiding Principle: Foster Economic Opportunity and Prosperity

*At the core of the Rogers economic engine is downtown ... economic stability for the community depends on re-energizing downtown by blending public and private investments to create a diverse and vibrant mix of business and employment opportunities, residential living and community activity that offers an authentic experience.*



*Strengthening Downtown's vitality and role in City life is an important priority for Rogers.*



*Imagine Rogers is the City's 2040 Comprehensive Plan..*

## Chapter 4: Land Use

The Land Use chapter updates the boundaries of the Downtown District and emphasizes the importance of rehabilitating historic properties and placemaking initiatives along Main Street: *“Where possible, reuse of existing historic buildings shall be a priority ... The reconstruction of Main Street ... shall include streetscape elements to establish a well-defined downtown area through the use of gateways and placemaking that restore and accentuate the historic character of Downtown Rogers to improve the pedestrian street-level experiences.”*

## Chapter 7: Economic Competitiveness

Downtown Rogers is discussed specifically as a contributor to the City’s economic growth and development: *“... an identified long-term economic competitive advantage for Rogers, and important to its economic stability, is a vibrant downtown ... Downtown Rogers is to fulfill a dual role as both a social district and hub of activity for the community ...”*

## Chapter 9: Transportation

Goals for the reconstruction of Main Street include *“... pedestrian and bicycle enhancements and streetscape elements to improve the walkability of downtown and its connection to Lions Central Park and adjacent neighborhoods.”*

## Chapter 11: Implementation

Downtown is a specific focus for implementation under “Foster Economic Opportunity and Prosperity” with numerous identified actions, including:

- » *Fund a streetscape plan and a small area plan to establish a vision and provide visual guidance of the desired urban environment and street-level pedestrian orientation for Downtown Rogers. Establish priority projects and timelines of work.*

- » *Redefine Downtown Rogers as a multi-purpose district for small business commerce, residential living and community gathering.*
- » *Pursue businesses that fit the desired Downtown Rogers image. Partner with landowners and developers to protect land prices or rental rates necessary to support those businesses.*
- » *Locate civic facilities, including City Hall, senior center and community center, central to Downtown Rogers to create and support public and commerce activities.*
- » *Complete exterior design standards for downtown buildings, store fronts and public spaces to create continuity and scale between the old and new built environments.*
- » *Perform assessment of existing buildings in Downtown Rogers to determine condition and cost to renovate and retain historic buildings of local significance. Identify funding sources to support entrance and façade restoration of buildings.*
- » *Retain affordable rental rates for downtown properties by partnering with existing landowners and developers to acquire properties, remove blight, renovate buildings and update exteriors, and complete infill development projects.*
- » *Establish transition zone and development standards for development adjacent to downtown to support the desired vision and targeted outcomes for Downtown.*

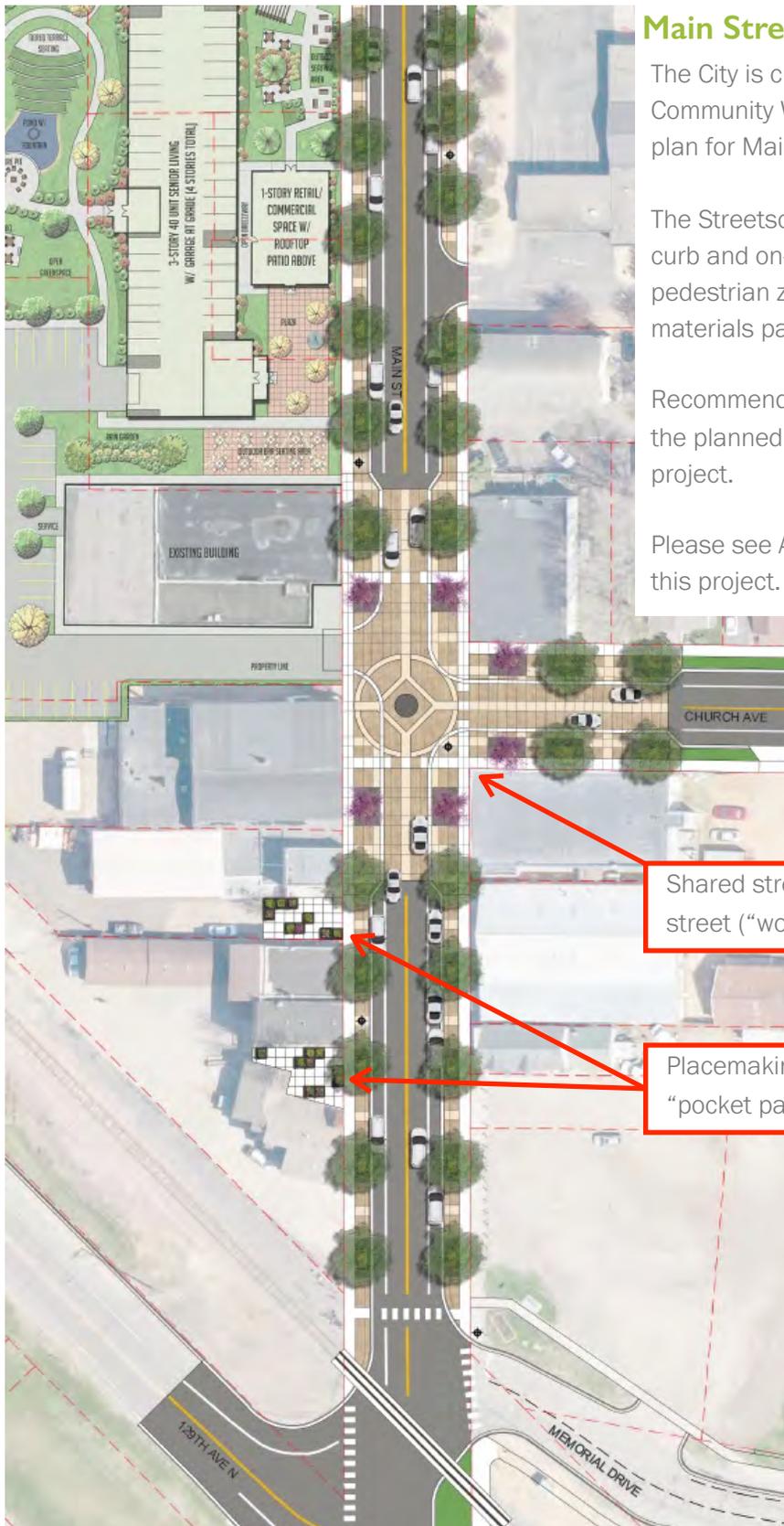
## Main Street Streetscape Project

The City is currently working with Hennepin County Community Works to complete a new streetscape plan for Main Street in Downtown Rogers.

The Streetscape Project will evaluate and propose curb and on-street parking locations and alignments, pedestrian zones and public gathering spaces, materials palette and other associated elements.

Recommendations will be implemented as part of the planned 2021 Main Street reconstruction project.

Please see Appendix A.5 for additional details about this project.



Shared street / Festival street (“woonerf”)

Placemaking “pocket parks”

Future Main Street. Image courtesy of WSB.



Proposed redevelopment by Duffy Development Company for the southwest corner of Main Street and John Deere Lane.

## Main Street Rogers Redevelopment Catalyst Project / Duffy Proposal

The 2015 Plan identified the set of parcels at the southwest corner of Main Street and John Deere Lane as a potential catalyst site for the Downtown District.

The City is currently working with Duffy Development Company to develop 40 units of senior housing, 64 units of workforce housing, a new senior center, and a one-story commercial building along Main Street.

The workforce housing units include 50 affordable and 14 market rate units. Ninety of the 104 total units will be affordable to households with incomes at or below 60 percent of the area median income.

"The City has actively supported the developer's efforts to obtain funding to close financing gaps. Funding includes tax increment financing of \$1.3 million and the following grant awards: Metropolitan Council Livable Communities (\$942,500), Minnesota Department of Employment and Economic Development Redevelopment program (\$350,000), and Hennepin County Affordable Housing Incentive Fund (AHIF) (\$600,000).



View of the proposed redevelopment on its site. Image courtesy of Duffy Development Company and Cole Group Architects.

As an affordable housing project, the development depends on tax credits through Minnesota Housing Finance Agency (MHFA), which is dependent on the Minnesota Legislature's approval of state bonding appropriations. If awarded tax credits are awarded the project could break ground in 2021.

## The 2015 Downtown Master Plan

In 2015, the City of Rogers completed a “Downtown Rogers Redevelopment Master Plan” (referred to as “the 2015 Plan” hereafter).

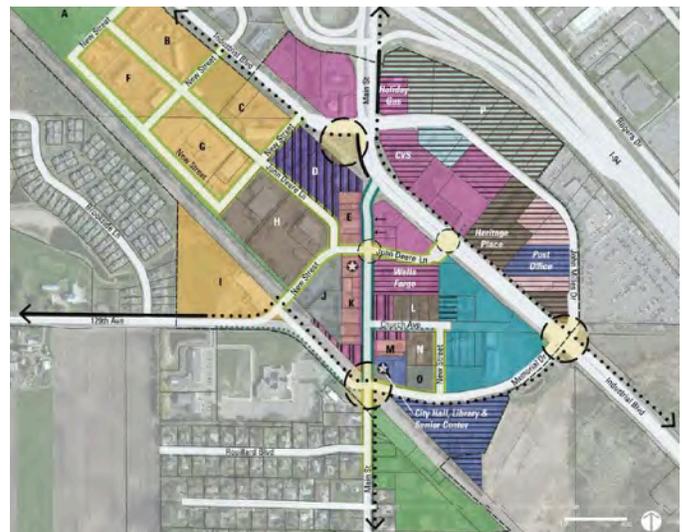
The 2015 Plan included market analysis, community engagement, inventory and analysis, and concept development activities centered on the Rogers Downtown District. One of the three concepts developed was selected for further exploration as part of 2015 Plan activities.

Due to changing current conditions, implementation goals, and needs, the City has embarked on this 2020 project to update the 2015 Plan and develop additional implementation tools, including a set of urban design guidelines, a façade evaluation and improvement program, and placemaking and activation recommendations.

The results from the 2015 Plan were used to inform the work and the recommendations of this 2020 Plan. Please note that its guidance and role are superseded by the work of the newer plan.



*Cover of the 2015 Downtown Master Plan.*



*The final redevelopment concept from the 2015 Downtown Master Plan by SRF Consulting Group, Inc., with Tangible Consulting Services and McComb Group, Ltd.*

# 2

## Existing Conditions

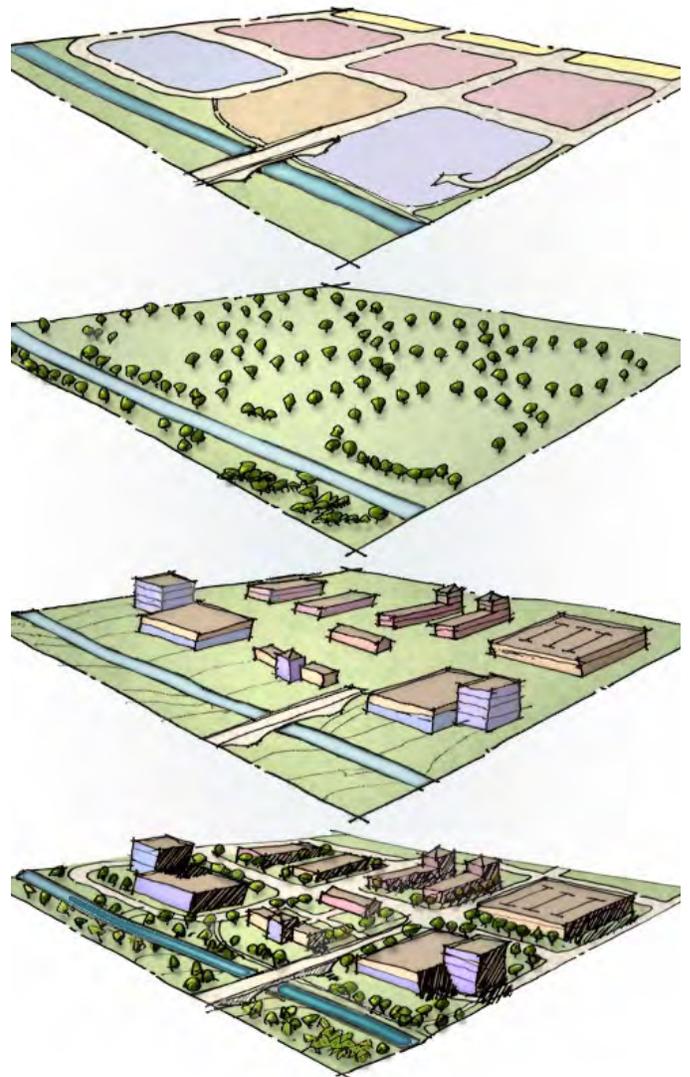
### A Framework of Systems

Cities, districts, and the places we experience are made up of several system or components overlaying and interacting with each other.

To understand the Downtown District's current conditions and future possibilities, this chapter looks at several systems that contribute to how Downtown looks and functions today, and the role that it plays in the larger Rogers community and region.

These systems include:

- » History, location and context
- » Land use and sub-districts
- » Buildings and structures
- » Transportation and mobility
- » Parking
- » Economic development and commercial activity



*Several systems, working together, form the experience and realities of a specific place.*

## History

The history of Downtown Rogers is intimately connected with the City's initial growth and development.

European immigrants began to arrive to what was then known as Hassan Township in the 1850s, drawn by the area's timber resources and potential for farmland and crop production. Shortly after, Hassan and Fletcher, two small trade centers serving the area's growing population, were developed.

Downtown Rogers, however, didn't begin its development until the 1880s, when the Great Northern Railroad built a depot near what is Main Street today on land it purchased under favorable terms from John Rogers. Timber extraction and trade activities facilitated by the new depot provided the impetus for economic growth and development, helping the City (centered around Main Street) to grow in population, businesses and importance. The City was incorporated in 1914, when its population was about 150 people.

The City grew slowly until about the mid 1970s, when its population began to increase more rapidly as a result of the construction of Interstate 94 and the growth in business activities and employment tied to companies locating their operations in newly-developable land.

As the City grew by annexing land from Hassan Township and expanding its footprint, the relative role and importance of the original Downtown District decreased. Fortunately, Rogers residents and leaders have recognized the District's importance for the City's heritage and for its future prosperity, and are now vigorously working to bring new vitality to this important asset.

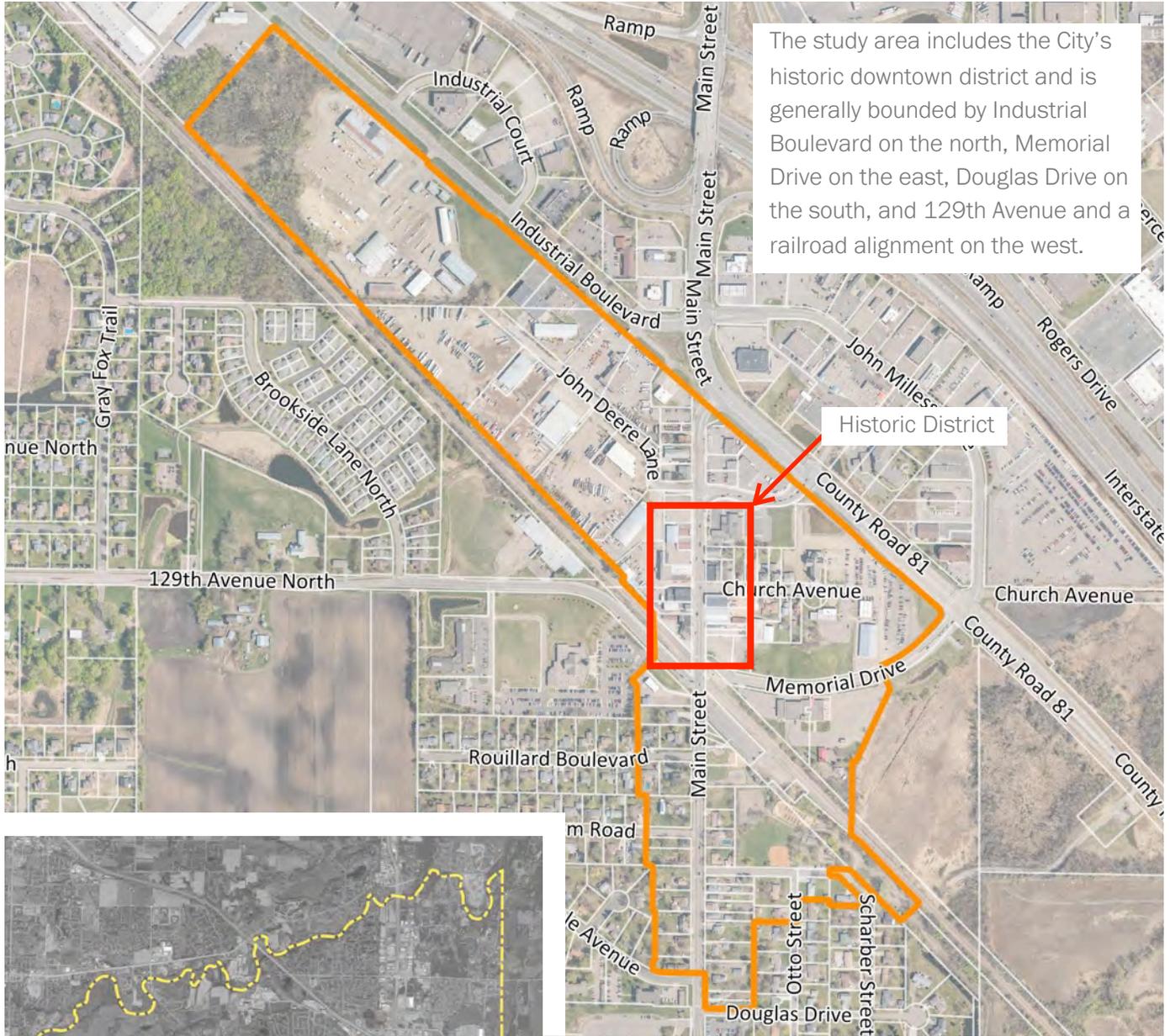


*A view of Main Street in its early days, looking north from the railroad crossing. The building on the left is today's Lilly Bees Pet Salon. Image courtesy of Hassan Rogers Historical Society.*

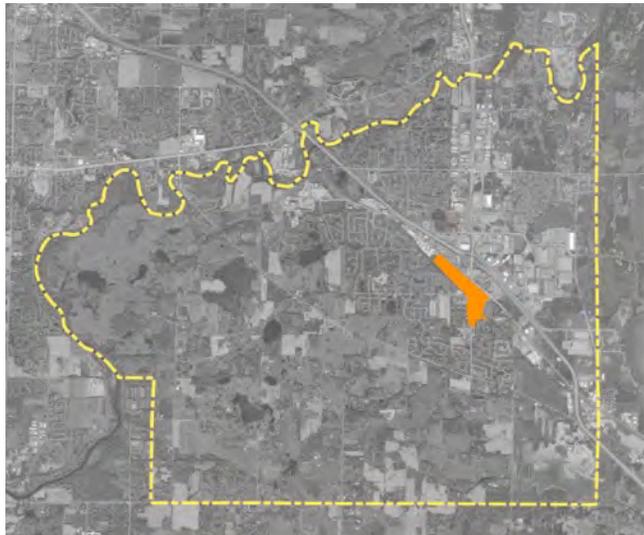


*1971 aerial view of Main Street Rogers (outlined in red) and surrounding farmlands. Image courtesy of Minnesota Historical Society.*

## Downtown District Location and Context



ABOVE: View of the Rogers Downtown District (area within the orange line). The Historic District is shown in red.



LEFT: The Downtown District (in orange) within the City limits.

## Existing Land Use and Urban Form

The City of Rogers includes areas classified as “Emerging Suburban Edge” and “Diversified Rural” under the Metropolitan Council’s 2040 Regional Development Framework. The Downtown District is located within the portion of Rogers designated as an Emerging Suburban Edge. According to this classification, higher-density and higher-intensity development, and economic development strategies focused along existing historic downtowns and commercial corridors, should be prioritized.

Today, the Rogers Downtown District encompasses a wide variety of conditions, land uses and urban development forms within a relatively compact area - from the tight historic pattern of walkable urbanism and storefronts in the vicinity of Main Street and Church Avenue to the “strip mall” configuration of businesses in the northwest corner of Main Street and John Deere Lane to the more traditionally suburban “automobile-oriented” uses and forms in the northeast and southeast corners of that same intersection.

Uses along Church Avenue include religious institutions and several residences. John Deere Lane and Industrial Boulevard, at the northwest portion of the District, include several large industrial and warehousing uses. Numerous automobile-oriented business uses and forms also currently exist along Industrial Boulevard and Memorial Drive. South of Memorial Drive, there are many fine residences as well as the Rogers Veterans Memorial and Lions Central Park.



View of the City’s Historic Main Street district.

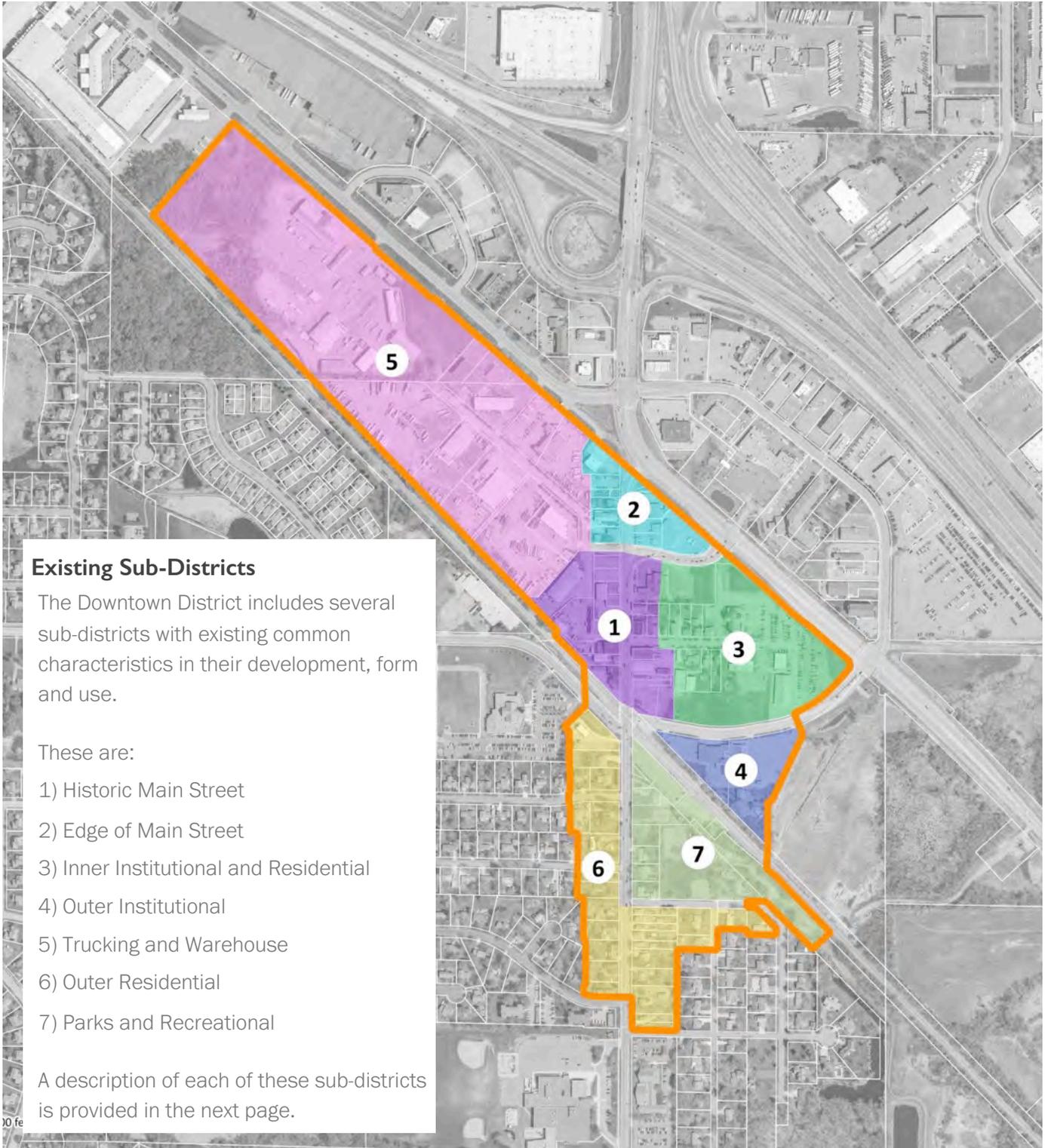


In the Historic Main Street district.



Land uses along Industrial Boulevard.

## Existing Sub-Districts Within the Downtown District



The framework of sub-districts helps to organize the configuration and timing of the recommendations provided in Chapter 3 of this plan.

### Description of Existing Sub-Districts:

- 1) **Historic Main Street:** This is the core of the Downtown Area. Buildings are closely spaced, generally of historic character, and follow traditional / walkable siting.
- 2) **Edge of Main Street:** Located north of the Historic District, buildings include a mixture of strip-mall and auto-dependent development forms, creating a less comfortable walking environment.
- 3) **Inner Institutional and Residential:** East of the Historic District, includes older homes and Mary Queen of Peace and Saint Martin’s Church and schools. The school was recently expanded into previously undeveloped land.
- 4) **Outer Institutional:** Separated from the main Historic District area by Memorial Drive, it includes the City’s Community Room and Fire Department facilities.
- 5) **Trucking and Warehouse:** Large industrial land uses dedicated to manufacturing and trucking-related warehousing, repair and sales. Located northwest of and adjacent to the Historic District, it is a source of significant employment and activity. It includes about half of all the land in the overall Downtown District.
- 6) **Outer Residential:** Separated from the main Historic District area by Memorial Drive and Highway 49, it is almost exclusively single-family residential.
- 7) **Parks and Recreational:** Site of Rogers Veterans Memorial and Lions Central Park, it is separated from the Historic District area by Memorial Drive and 129th Avenue North. The new Rogers Event Center in Lions Central Park is complete.



Set-back strip development in the Edge of Main Street district.



Truck storage and sales lot, Trucking and Warehouse district.

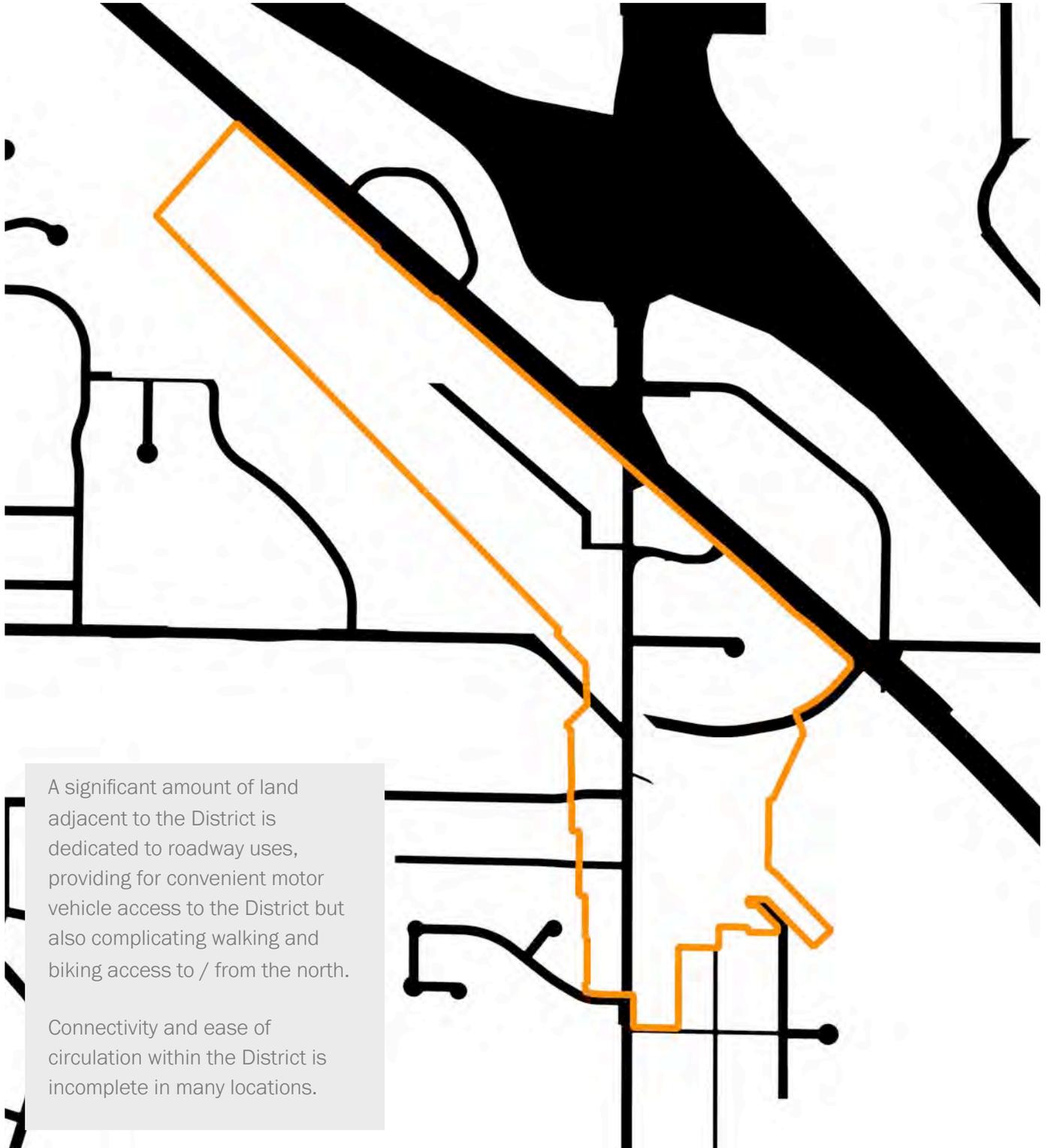


Looking toward Downtown from the Outer Residential district.

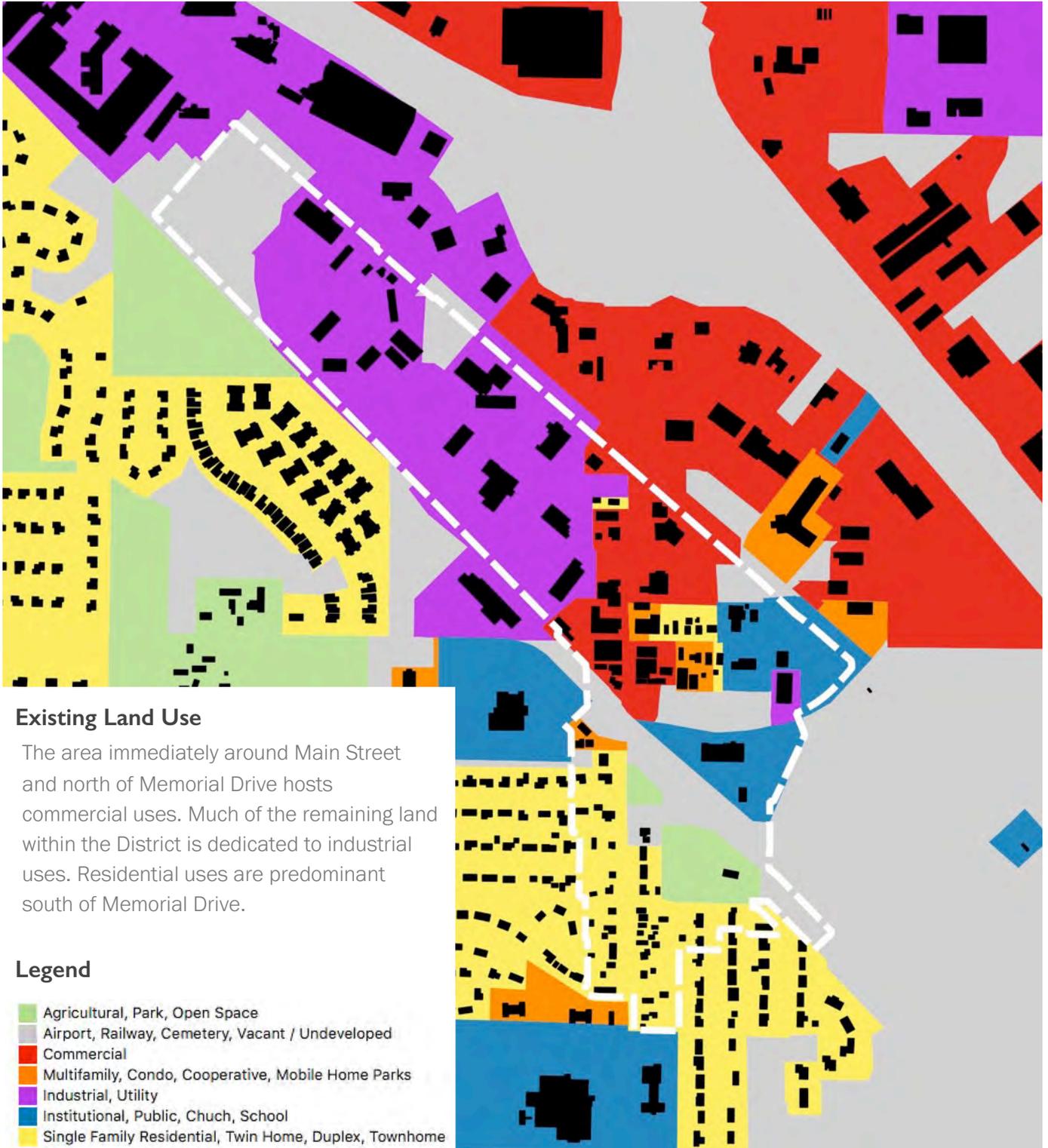
## Existing Buildings and Built Structures



## Existing Public Right of Way and Roadways



## Existing Land Uses



# Existing Buildings and Structures

## Height and Materials

Building characteristics, including overall height and materials, vary across the extent of the Downtown District. Generally, predominant height and materials across the existing sub-districts are:

### Historic Main Street

Two story brick and stonework, many now covered in wood siding, stucco or metal sheeting.



Two-story brick structure covered with metal sheeting in the "Historic Main Street" sub-district.

### Edge of Main Street

Tall one story wood or brick.



Commercial building at the "Edge of Main Street" district.

## Inner Institutional and Residential

Two story wood-framed houses, and brick historic church with newer precast concrete institutional buildings.



Church of St. Martin (built 1912) next to newer school in the "Inner Institutional and Residential" sub-district.

## Outer Institutional

Newer tall one story community building with facilities for Rogers Fire Department.



Church of St. Martin (built 1912) next to newer school in the "Inner Institutional and Residential" sub-district.

### Trucking and Warehouse

Large one or two story concrete block or metal-sheeted warehouse buildings



*Metal-sided warehouse / industrial building in the "Trucking and Warehouse" sub-district.*

### Outer Residential

One and two story wood-framed homes, some brick, most in good condition. About half built before 1940.



*Home along Main Street in the "Outer Residential" sub-district.*

### Parks and Recreational

Existing Veterans Memorial Park and site of the the City's new Event Center, completed in 2020.



### Building Age

Most buildings in the Downtown District were built before 1960. The majority of buildings along the Main Street / Church Avenue area predate 1960 and include a significant number of structures that are 100 years old or older - meaning that they have significant historical value, and that maintenance and rehabilitation are important priorities.



*Modified / repaired building lintel on a historic building along Main Street .*

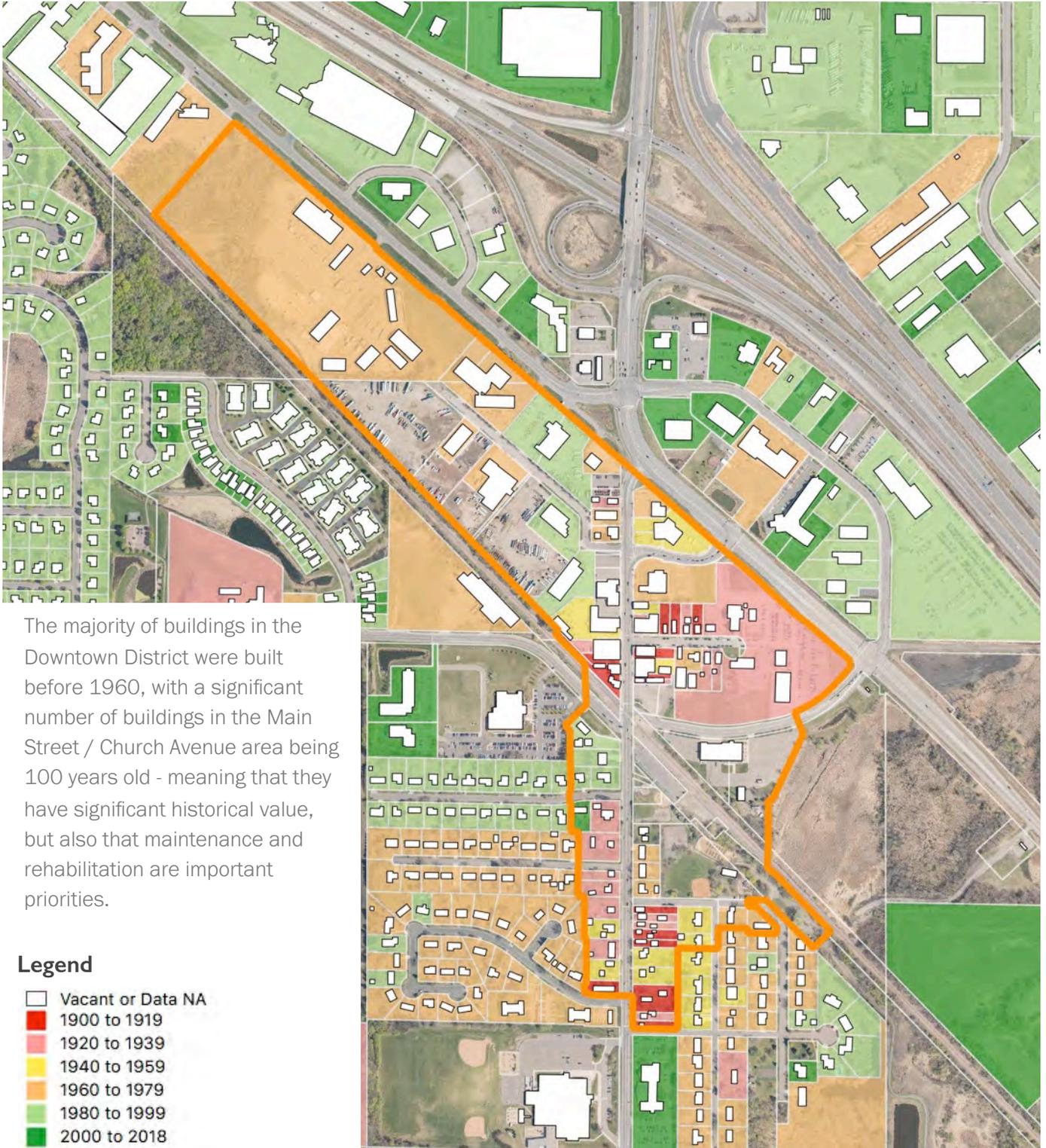
### Accessibility

Meeting ADA access guidelines may be challenging for some structures in the District. Entryways in several older buildings do not match the elevation of adjoining sidewalks, with some buildings installing exterior ramps to bring the structure into compliance. Compliance for internal circulation in two-story buildings may also pose issues for reinvestment.



*Entryway detail for a historic building along Main Street posing a barrier for wheelchair access.*

# Age of Existing Buildings



# Existing Transportation and Mobility



*Accessibility by a variety of modes, and a high level of walkability, are important components for a successful Main Street.*

The Downtown District, especially in and around the Historic Main Street district, has several key strengths that make it an attractive place for visitors, entrepreneurs, and investors.

The area enjoys convenient access to the regional roadway network, with adjacency to the Interstate 94 corridor and connection to County Road 150.

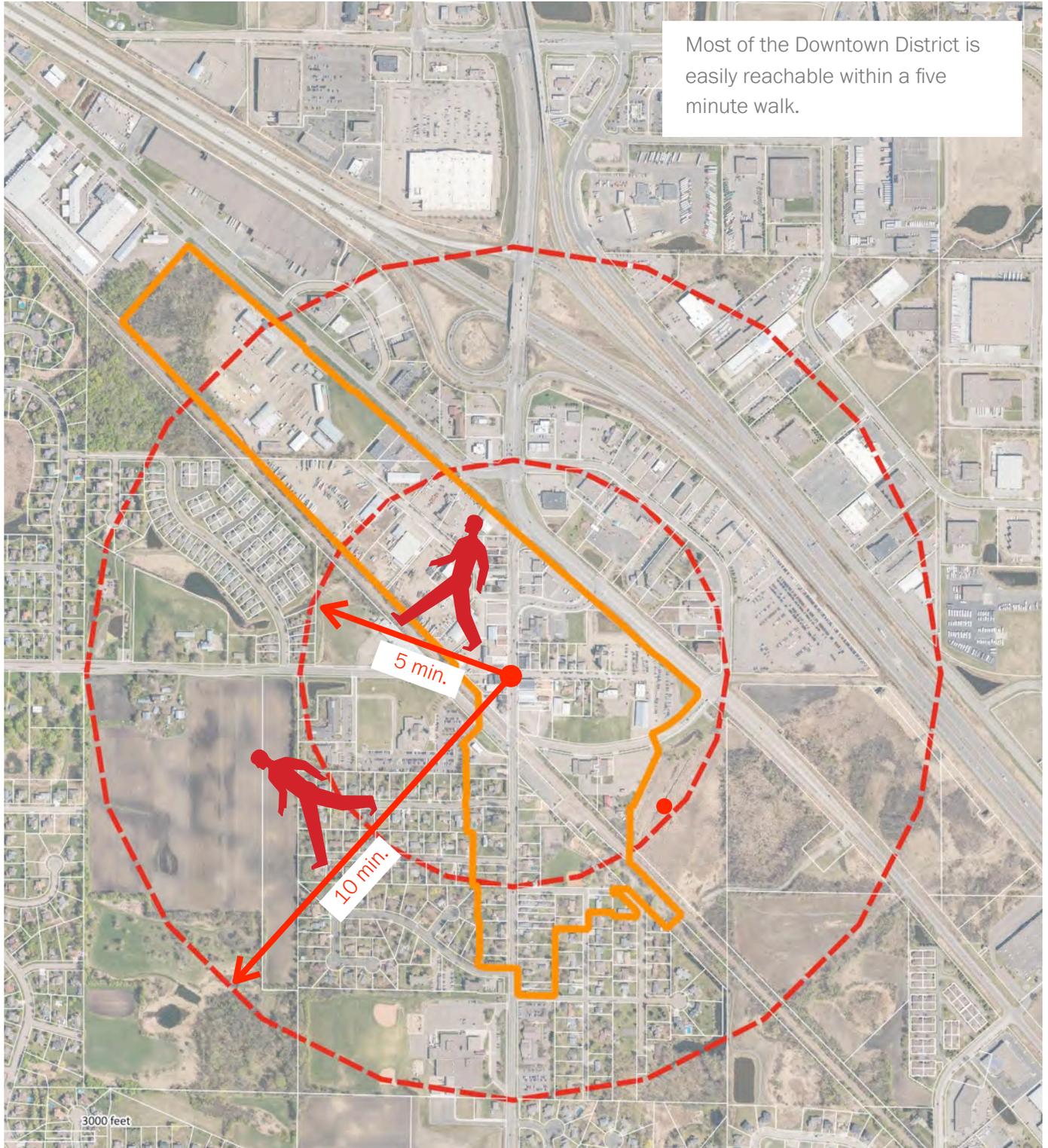
In addition, the Downtown District’s compact size offers a high potential for walking and biking to play a large role in how people experience its businesses and amenities. Strategic investments can help develop and cement the area’s reputation as a walkable and attractive destination for shopping and enjoyment.

Numerous parking lots and availability of land for development of new lots ensure a sufficient supply for new development that may occur.

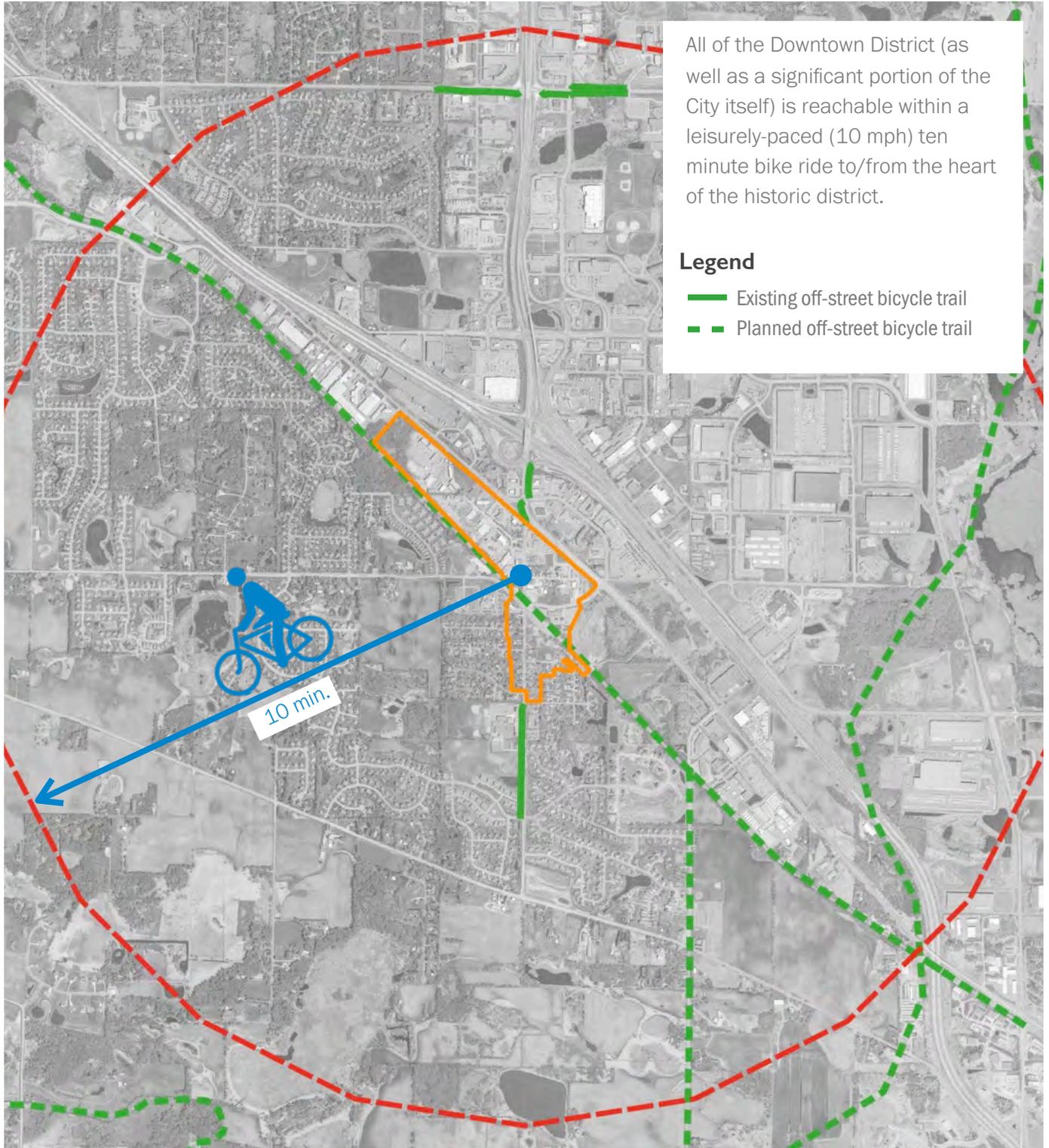


*The Rogers Downtown District offers excellent connectivity to the regional highway system.*

## ■ Pedestrian shed (5 and 10 minute walk)



## ■ Bike shed (10 minute bicycle ride at 10 mph)



# Existing Surface Parking



## Existing Traffic Levels (AADT)



## Existing Business Activity and Commercial Characteristics

### Employment Activity

According to the US Census Center for Economic Studies, there are 651 jobs within the Downtown District. Almost half of these jobs are in the manufacturing sector, with wholesale, transportation and warehousing constituting another quarter of jobs.

These jobs constitute about 6% of the City’s total of 10,302 jobs, highlighting the Downtown District’s current contribution to the City’s overall job base - especially notable given that the District, at 105 acres, is less than 1% of the City’s total land area of 16,800 acres.

### Use of Land by Economic Activity

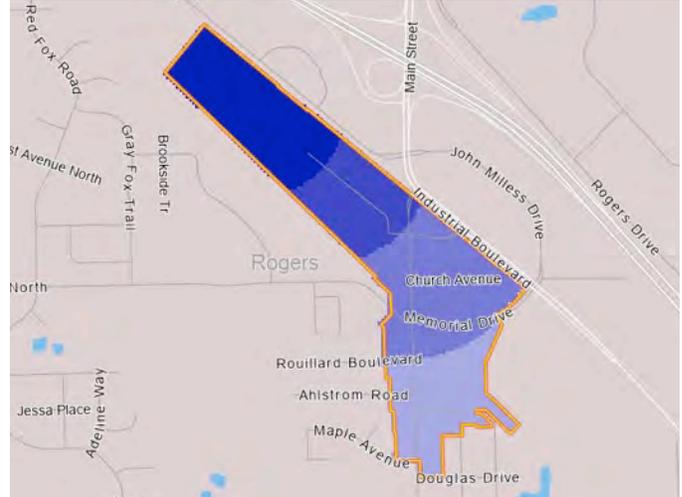
According to Hennepin County data, 32 of the 100 total land parcels in the Downtown District are classified as hosting commercial or industrial uses.

The majority of jobs are currently located within the District’s northwest section. Land in this area is organized as large parcels and is used for surface parking or outdoor storage, which are generally considered to offer lower economic returns for land in a Downtown District. This indicates a relatively inefficient use of land and a future opportunity for infill development.

### Market Observations

Manufacturing and warehousing activities are predominant in the northwest portion of the Downtown District (along Industrial Boulevard).

Along Main Street, service and retail uses are predominant. Service uses include banking and insurance services, while retail uses include antiques



Distribution of employment in the Rogers Downtown District  
Darker color indicates higher number of jobs. Source: US Census Center for Economic Studies.

Sector	Count	%
Construction	71	11%
Manufacturing	317	49%
Wholesale Trade	131	20%
Retail Trade	19	3%
Transportation and Warehousing	25	4%
Finance and Insurance	36	6%
Professional, Scientific, Technical Services	2	0%
Administration & Support, Waste Management and Remediation	23	4%
Educational Services	1	0%
Accommodation and Food Services	14	2%
Other Services (exc. Public Administration)	12	2%
<b>TOTAL</b>	<b>651</b>	<b>100%</b>

*Data: US Census Bureau Job Counts by NAICS Industry Sector 2017*

stores, several restaurants, and specialty food retailers.

Given how commercial land uses and spaces are distributed in the City, there is generally a greater number of vacant spaces available north of I-94 compared to south of the freeway. Competition for tenants may have tended to decrease rents overall in the District and surrounding areas, including north of I-94.

A more strongly-articulated Main Street experience, with an environment and feel that would be markedly different from what is available anywhere else in the surrounding area, would be likely to command higher rents and visitation supporting experience-based shopping, dining and living experiences.

At \$125,313, median household income in the City is more than 1.5 times higher than that for the Minneapolis-St. Paul-Bloomington region and tends to indicate that the trade area could support additional retail in Downtown Rogers.

## Competitiveness

There are three main strategies that could be used to build the Downtown District's success. These are:

- 1) Building on character
- 2) Growing the District's markets
- 3) Business recruitment / District marketing

### **Strategy 1: Building on character**

Any new and potential retail use along Main Street will be in competition with the numerous retail businesses located on the north side of I-94. To succeed, retail uses who choose to locate in the District will need to capitalize on the District's existing and potential competitive advantages.



*Downtown Rogers already draws visitors from a wide area. Strengthening its historic, walkable character and attracting additional destination businesses - like a craft brewery - will help it prosper. Image courtesy of Dimit Architects.*

## SOMETHING TO KEEP IN MIND

*Few retail categories are not already present in the general Rogers market area - but there are no competing retail areas nearby that have the type of character that Main Street could offer.*

Those advantages include Main Street’s urban form, its walkability, historic character, and quality as a real place connected to the City’s heritage. Though these qualities are not easily evident today, the “bones” of Downtown’s potential future are in place and ready to be leveraged as part of a coherent vision for the area.

Targeted investments that improve the public realm and strengthen the area’s uniqueness, character and charm can make it attractive and competitive for development and business investment.

Several existing buildings located near the intersection of Main Street and Church Avenue merit rehabilitation. Properly restored, these buildings will build the District’s quality of place and support the City’s goals.

As the Downtown District’s identity coalesces through strategic streetscape and development investments (some of which, like the Main Street streetscape improvements and new housing development, are already moving forward), as well as through targeted retail recruitment, other businesses that are suited to a pedestrian-oriented district will find Main Street attractive and will locate there.

### **Strategy 2: Growing the District’s markets**

A second component of a District strategy to compete successfully includes orienting and growing the District to meet the needs of the following three markets or audiences for the District’s goods and services:

» **Destination shoppers:** Several businesses along Main Street (especially the cluster of antique businesses) already attract a destination market. Additional retail offerings that are complementary to these businesses (for example, finishing or restoration), or are destinations in their own right (for example, a brewery or a pet store), can grow

the number of “destination shoppers” while also increasing the occupation rate and diversity of businesses currently located along Main Street.

» **Commuters:** Main Street businesses are conveniently located for commuters using I-94. Today (in 2020) about one-third of Rogers residents live south of the freeway and use County Road 150 / Main Street as part of their travel. Nearly all future residential growth in the City is expected to occur south of Downtown - and Main Street will be the direct connection to I-94 and other shopping areas. Main Street is and will increase its role as a convenient stop when entering or leaving town. Businesses that offer retail or service to commuters can grow this market - for example, a coffee shop, restaurant or supermarket from which a commuter could pick up food to take on the way home.

» **Residents:** Growing the mix of businesses available will attract retail and service trips from nearby households, and will help cement the District’s role in City residents’ daily lives. This may in fact be the key audience to focus on, as attachment to the District will also build civic engagement, investment and community pride.

### **Strategy 3: Business recruitment / District marketing**

The City, its partners and the Main Street business community have a role to play in attracting new businesses to Main Street. Marketing and recruiting businesses that benefit from and can help strengthen the desired pedestrian-oriented character of the District, and that respond to the needs of the three markets identified under Strategy 2 above will help build the District’s viability and success.

## Developer Perspectives

Numerous development and redevelopment projects are in progress or have been recently completed in the City. Multifamily, senior housing, industrial / commercial, and single-family residential subdivisions have efficiently progressed through the City's collaborative approval process to begin construction and move toward completion.

### Commitment to the Downtown District

The City is strongly committed to attracting development in the Downtown District, supporting Duffy Development's applications to secure nearly \$1.3 million in Minnesota Department of Employment & Economic Development and Metropolitan Council grant funding for the Main Street Rogers redevelopment project.

In addition, the City is also supporting the developer's application for additional grant funding and tax credits through Hennepin County. The project will bring new housing and commercial space to the corner of Main Street and John Deere Lane, with a 40-unit active living seniors apartment building and a 66-unit workforce and market rate apartment building.

### Strong Economics

The City's strong economic indicators make it an attractive location for businesses and developers:

- » Per Capita Income (\$43,179) is about 10 percent higher than that for the Minneapolis-St. Paul-Bloomington region
- » Median Household Income (\$125,313) is more than 1.5 times higher than that for the Minneapolis-St. Paul-Bloomington region



*Enclave Development's proposal for a 160-unit Class A apartment building with a mix of studio to three bedroom apartments, with fitness center, club room and courtyard. Image courtesy of Enclave Development.*



*View of Duffy Development's project, along Main Street in Downtown Rogers.*

## 2020 Developer Interviews

Three local developers were interviewed in summer 2020 to better understand the perspectives of the development community on development opportunities and constraints for the Downtown District. The comments received at the interviews are included here, with minor editing for clarity.

Key comments and insights include:

- » Redevelopment in Downtown Rogers brings the opportunity to revitalize and energize a sleepy thoroughfare ... it is an exceptional opportunity ... developing in the downtown area can make generational change that will draw current and future residents to populate and celebrate their community.
- » Residents will want connectivity to activated uses ... restaurants, bars, coffee, and grocery in very close proximity.
- » Downtown Rogers' market niche is place- and destination-oriented activities, i.e. a place to live, a place to eat and drink, a place to gather.
- » Initial residential (rental or for-sale), or retail, restaurant, or service space development in Downtown Rogers will require subsidy.
- » The creation of residential development will be vitally important to attracting other development. People need services and they look for those services to be convenient. As people congregate downtown, small retail and commercial business will follow. Future development plans should allow for this use along Main Street but not require it as part of development - these uses cannot be forced, they will come if they see an opportunity.
- » Rehabilitate existing architecturally- and historically-significant buildings to attract destination customers and residential renters and owners.

## WHAT DEVELOPERS SAID IN 2015

Four local developers were interviewed back in 2015 for their perspectives on the potential for development in the City's Downtown. Adding their perspectives to what developers said in the 2020 interviews provides additional insights on Downtown's opportunities and constraints. This is what developers said in 2015:

- » To be feasible, most projects will require some form of subsidy, from tax increment financing (TIF) to land value write downs and/or site assembly.
- » Main Street has strong potential for place-making. Sensitive redevelopment that builds on and supports the area's traditional downtown character will create a unique and desired user experience - and distinguish it from other commercial areas.
- » Attracting new retail to [mixed-use] development projects is usually challenging - sometimes a retail component has to be underwritten at \$0 rents to attract tenants.
- » There is interest in development along Industrial Boulevard.
- » The degree of connectivity to the Downtown core will determine the degree of interest in residential development west of Main Street.
- » Affordable housing should be part of the future residential mix for the District.
- » Residential markets could include a mixture of baby boomers and millennials, as well as young professional families and those working in the area.
- » Attractors for development in Downtown Rogers include its visibility and access, high area traffic counts, and the number of jobs in the community.

- » Encourage medium density residential rental and for-sale development that fits with and complements existing commercial buildings.
- » Provide and/or enhance public spaces and activities in the downtown area - the goal is to make Downtown Rogers a place people think about going to at least once a week.
- » Most developers do not know the benefits of investing in Downtown Rogers - providing data on population stats, current rent rates, income levels, and City's participation in development incentives will be helpful.
- » Developers need to know and understand that the City is willing to provide incentives that will result in the proforma working
- » Downtown certainly could use more multifamily with mixed income, but will need some connectivity to more services.
- » A transportation “hub” would help to attract residents. The current parking lot (park and ride) at the northeast corner of I-94 and 101 is just that, a parking lot. If space could be created in the downtown area for this purpose, it may create more activity. This would require coordination with Metro Transit and would be a massive accomplishment.
- » A flexible and creative public-private financial partnership would be a key ingredient for attracting and implementing new development.
- » Rogers has great employment centers within the community and within reasonable commuting proximity. With rents and costs of living skyrocketing in and around the core cities, doing something that offers different living styles with affordability could create a destination rental community.
  - With the right size piece of land, low basis, and a creative financial package, a nice rental row home or 8-plex walk up product with green space centered around a clubhouse, pool, and amenity package could happen. Possibly also incorporating a more traditional mid-rise building with workforce housing.
  - Creating a large enough community with economies of scale centered around a shared, quality amenity offering might make the economics work. The differentiation needs to be created in style of living in Rogers versus Maple Grove, Plymouth, Brooklyn Park, etc. and the rents need to be lower. If someone could create a rental community that lives more like a for-sale product that could be interesting.

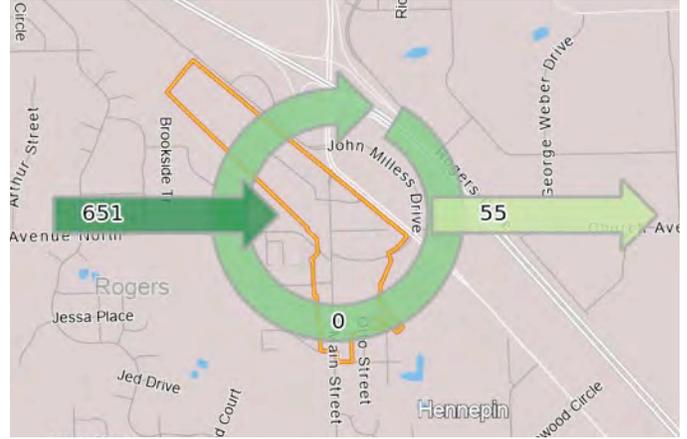
## ■ Land Use, Parking, and Redevelopment Potential in the District

Several inter-related observations stand out after analyzing existing conditions in the Downtown District:

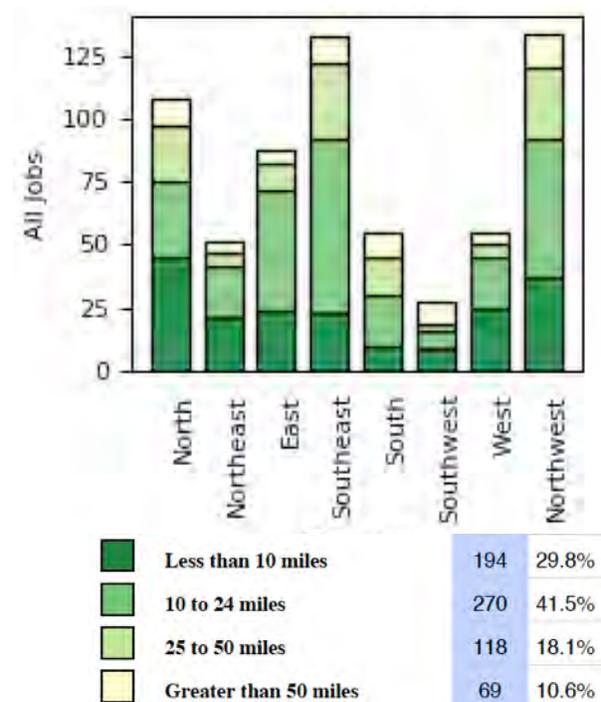
- » About half of the Downtown District’s total parceled land is used for surface parking, warehousing or outdoor storage, which generally offer lower-economic returns for land in a Downtown District. This indicates a relatively inefficient use of land and opportunity for infill development.
- » The existing surface parking, warehousing and outdoor storage uses currently in the District play an important role in the City’s economic health, contributing 651 jobs to the City’s 10,302 total jobs (or about 6% of the City’s total jobs) - this is especially notable given that the District overall, at 105 acres, is less than 1% of the City’s total land area of 16,800 acres.
- » Almost half of the jobs in the District are in the manufacturing sector, with wholesale, transportation and warehousing constituting another quarter of jobs.
- » None of the workers in the District reside within the District. More than 2/3 of District workers commute more than 10 miles to their jobs - highlighting potential demand for housing affordable to those income levels within the City, and particularly, in and around the Downtown District.

Some potential implications include:

- » Workers in and around the Downtown District may benefit from workforce and affordable housing currently being discussed in the community. Locating this housing in the Downtown District will support efforts to activate the district, and offer residents the opportunity be located within close proximity to services, amenities, transportation, education and jobs.



*Inflow / outflow analysis of workers in the Downtown District: all workers for the 651 jobs in the District come in from outside the District. All 55 workers currently residing in the District travel outside to their place of work. No people who reside in the District work inside the District. Source: US Census Center for Economic Studies.*



*Commute to work for District workers, by distance and direction. Source: US Census Center for Economic Studies.*

# 3

## Future Vision and Recommendations



Night markets. Image courtesy of undiscoveredsf.com.

This chapter describes the changes that are desired for the Downtown District.

The vision guiding the recommended changes responds to three key influences:

- » 2040 Comprehensive Plan
- » 2015 Downtown Plan
- » Evaluation of changing commercial/residential/job market conditions, and response to the Rogers community's aspirations and vision

Please note that in some cases new structures and land uses are recommended for privately-owned properties. The transition of these properties from their current use to the depicted use is expected to occur over time, in response to market demands, as property owners voluntarily sell, develop, or change the use of their land.

## Future Vision

The plan's vision is an aspirational statement describing the future of Downtown Rogers after the plan's recommendations are implemented. It was developed from the 2015 Plan's vision, from the comments and ideas gathered through the 2040 Comprehensive Plan, and refined through work with City Staff and other project partners.

### **The Downtown Plan's vision:**

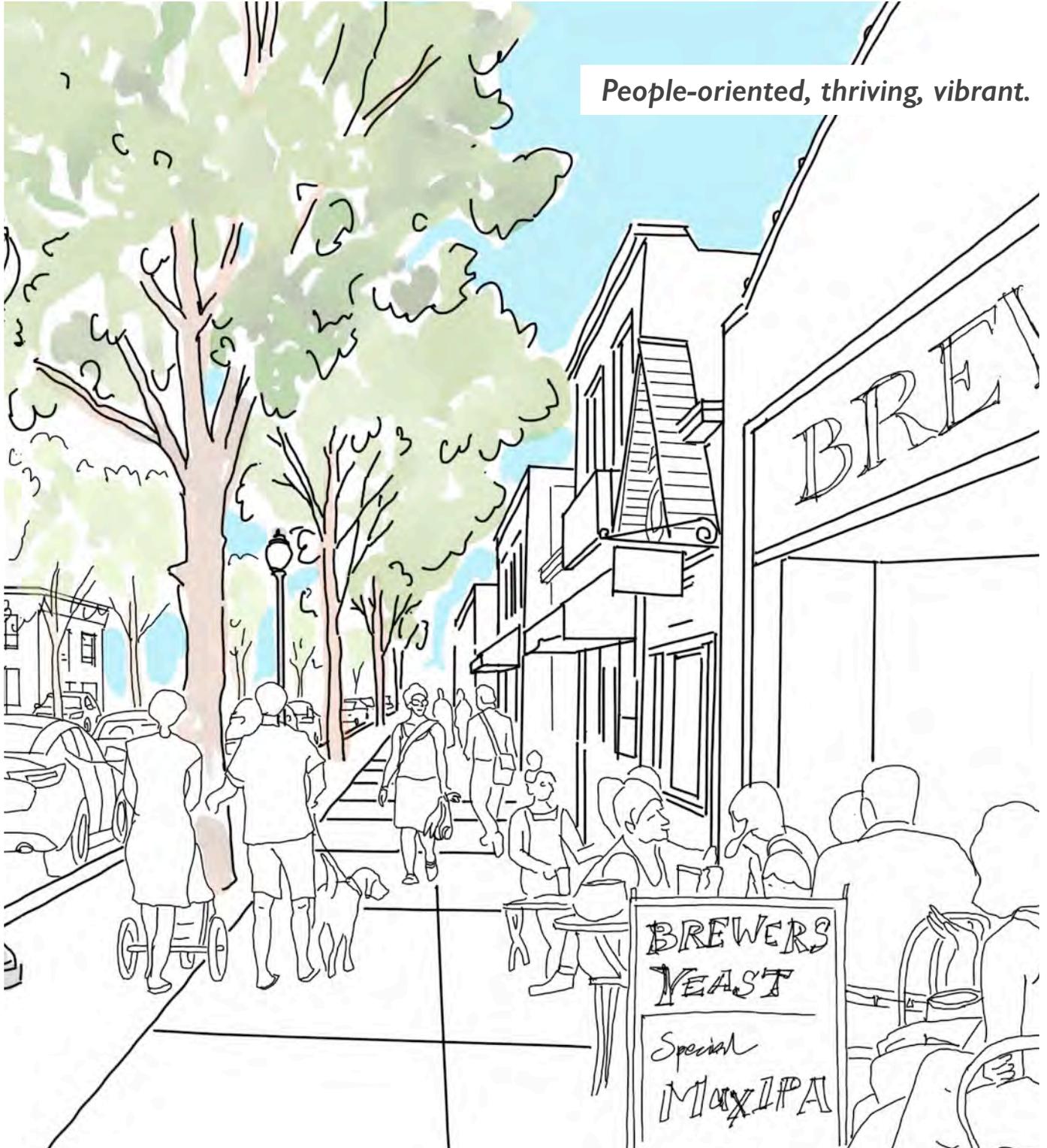
*Downtown Rogers is the vibrant, active and attractive heart of a prosperous and growing community. Its thoughtfully rehabilitated historic buildings provide an authentic sense of place, a bridge to the community's past, and stimulate economic activity for the entire district.*

*Downtown offers a unique and varied set of experiences - including arts, entertainment, retail, dining, housing, and community gathering places. It is an important social, employment and residential district for the community and attracts both local residents and visitors from throughout the region.*

*Downtown is walkable and connected to places and spaces that leverage and enhance Rogers' safe, comfortable and convenient network of streets and walkways to accommodate people walking, biking, and driving. Its public spaces invite people to gather while enjoying the uniqueness that is Downtown Rogers and connecting with one another.*

*The distinctive identity of Downtown is reinforced by a compelling branding strategy and a wayfinding system that orients visitors to their desired destinations.*

# Redevelopment Vision



*People-oriented, thriving, vibrant.*

## ■ Implementing the Vision

Implementing the plan's Vision and recommendations must take into account the variety of positive and negative circumstances operating in our current time and context, including the continued evolution of community retail businesses and job markets, the desire for more authentic and engaging personal experiences from the places where we live, shop and work, and the uncertainty COVID-19 has brought to the financing and economic development spheres.

To sustainably and market-responsively move forward, this plan takes a pragmatic and incremental approach for its recommendations. In general, the Vision that guides the plan can be summarized as one that leads the Downtown District toward a more coherently walkable and human-scaled form of building, siting, commerce and use, and that leverages its location and assets as a connector for places and people in Rogers. This type of development is sometimes described as “walkable urbanism.”

The challenge for the plan is, thus, to reinforce the Downtown District's existing walkable urbanism assets while growing their number and influence over the District. In a climate of uncertainty, where large redevelopment projects are less likely to occur, identification of increments or steps of development can help focus energy and financing resources.

### ***Incremental Urbanism***

The methods and goals of that can be used to increase the Downtown District's overall orientation toward walkable urbanism can be described in these steps:

- » Work with what exists today,
- » Find what matches the future vision for the District,
- » Work, over time, to strengthen and reinforce the desired qualities, by:
  - Keeping and strengthening / rehabilitating what works and strengthens community identity
  - Encouraging the development of structures and spaces that match the desired vision
  - Converting, when opportunities arise, places that don't match the desired vision into more amenable types

Though simple to state in this way, it will of course be more complicated and convoluted to implement. Over the next pages, this chapter describes the changes that are desired for the Downtown District.

**Please note: In some cases new structures and land uses are recommended for privately-owned properties. The transition of these properties from their current use to the depicted use is expected to occur over time, in response to market demands, as property owners voluntarily sell, develop, or change the use of their land.**

## Illustration: A Process of Transformation (AnyPlace, USA)



1

From current conditions, develop the framework to guide future change toward the vision



2

Invest in the district's public realm and pedestrian experience



3

Public realm investments catalyze key private development matching the overall vision

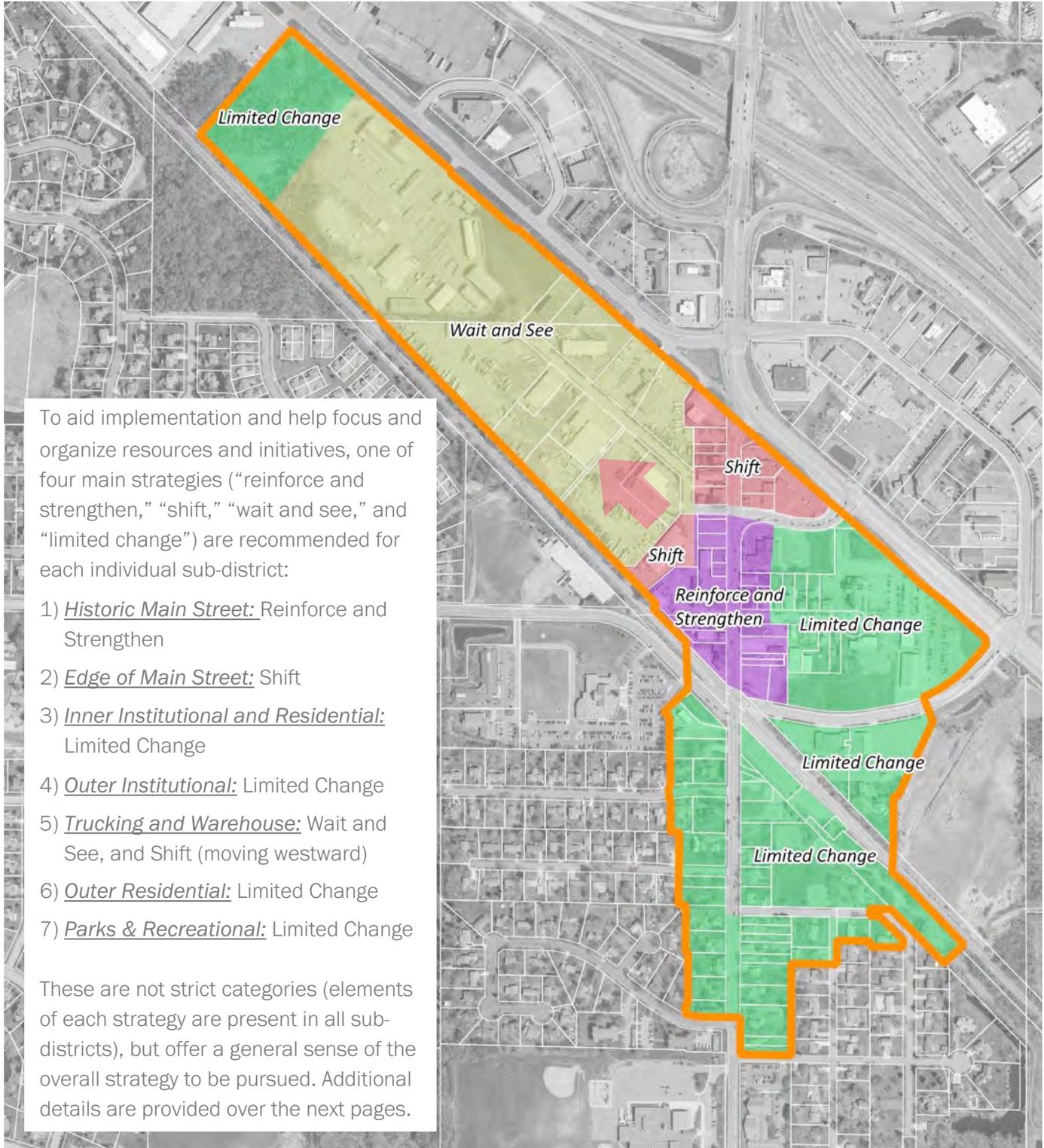


4

A thriving, inviting and successful place and destination

Images courtesy of Urban Advantage.

## General Strategies for Individual Sub-Districts



To aid implementation and help focus and organize resources and initiatives, one of four main strategies (“reinforce and strengthen,” “shift,” “wait and see,” and “limited change”) are recommended for each individual sub-district:

- 1) Historic Main Street: Reinforce and Strengthen
- 2) Edge of Main Street: Shift
- 3) Inner Institutional and Residential: Limited Change
- 4) Outer Institutional: Limited Change
- 5) Trucking and Warehouse: Wait and See, and Shift (moving westward)
- 6) Outer Residential: Limited Change
- 7) Parks & Recreational: Limited Change

These are not strict categories (elements of each strategy are present in all sub-districts), but offer a general sense of the overall strategy to be pursued. Additional details are provided over the next pages.

## Types of Strategies

Four general strategies were developed to aid implementation by focusing, phasing and organizing resources and initiatives. Recommendations for each individual sub-district are organized under one of these four types.

Please note that these strategies are not meant as strict or exclusive categories, as elements of each strategy are present in all sub-districts - their value is in offering a general sense of the overall strategy recommended for each individual sub-district to efficiently focus and phase resources to yield maximum synergy and achieve implementation of the plan's Vision.

### **STRATEGY 1: Reinforce and Strengthen**

Applicable to sub-districts where key assets that define the desired future identity of the overall Downtown District exist. These assets must be protected and enhanced through a variety of tools and approaches, including:

- » Preservation of locally-significant buildings
- » Enforcement of design guidelines
- » Steering and facilitation of compatible development
- » Support for compatible and Future Vision-supportive land uses and economic activity

### **STRATEGY 2: Shift (Reorient)**

Applicable to sub-districts where:

- » Productive activities are occurring today but where their form or function is not compatible with the long-term vision and desired identity of the overall Downtown District AND
- » Proximity to the overall Downtown District's key assets gives these sub-districts significant

influence over the potential for growth and improvement of those key assets

Keeping the current productive activities to the maximum extent possible while working to re-form, over time, the overall character of that sub-district is a key component of this strategy. Tools and approaches include:

- » Policy and economic support for reconfiguration of existing uses
- » Enforcement of design guidelines
- » Steering and facilitation of development that matches the desired future character of the overall Downtown District
- » Support for compatible and Future Vision-supportive land uses and economic activity

### **STRATEGY 3: Wait and See**

Applicable to sub-districts where:

- » Productive activities are occurring today but where their form or function is not compatible with the long-term vision and desired identity of the overall Downtown District and
- » Distance to the overall Downtown District's key assets reduces the influence of these sub-districts over the potential for growth and improvement of those key assets

### **STRATEGY 4: Limited Change**

Applicable to sub-districts where:

- » Due of distance, existing uses or low likelihood of redevelopment, limited change is expected or recommended within this Downtown Plan's planning horizon (5 to 10 years).

## Recommendations: Historic Main Street

### Strategy: Reinforce and Strengthen

The Historic Main Street sub-district is where Downtown's strongest assets of historic storefronts, compact development and walkable urbanism are located.

Accordingly, the plan makes the preservation and enhancement of these assets its principal focus.

Priority activities here include:

- » Rehabilitation of existing facades and structures
- » Improvement of the public realm, including expanded sidewalks, street trees and pedestrian lighting
- » Development of new buildings and structures, ranging from two to four stories, that reinforce and grow the District's qualities of walkable urbanism and historic character

### Catalyst development

Two sites provide key opportunities to energize the Downtown District's identity and jump-start redevelopment activities. The first site, located on the southwest corner of Main Street and John Deere Lane, has great visibility and connection to the District's existing assets. Planning for development of this site as senior apartments and workforce housing is currently ongoing, and has received strong policy and financing support from the City.

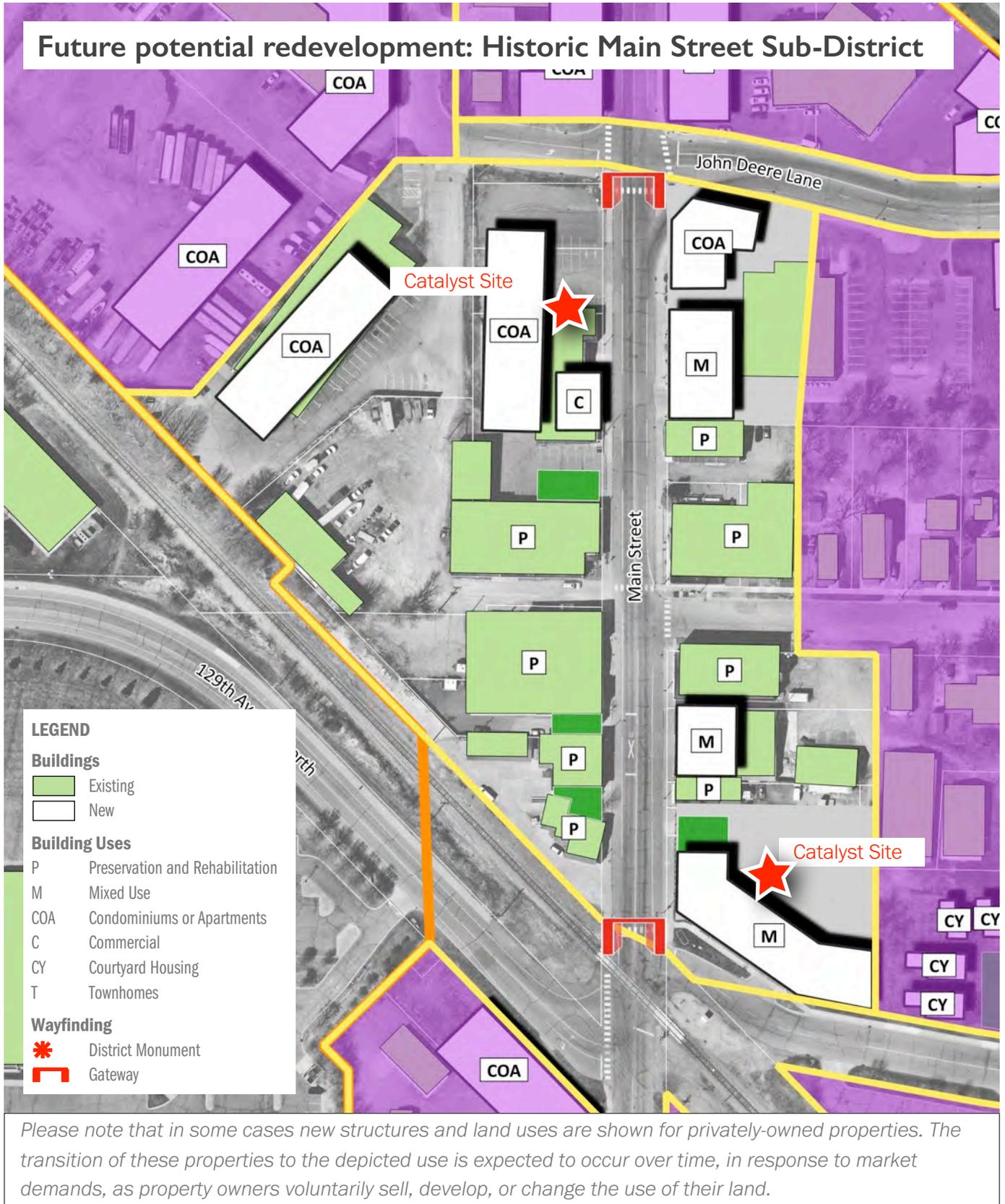
The second site, at the northeast corner of Main Street and Memorial Drive, has great potential to serve as a second anchor site and focus for the entire District. Sufficient land is currently available to accommodate a combination of uses, ranging from government, residential and commercial uses - including a relocated City Hall, Public Library, Co-Op grocery store or small supermarket, and a variety of condominium or apartment dwellings.



*Compact supermarket at street level with condominium apartments above along a community corridor, Minneapolis.*



*Reinforcing the sub-district's identity through wayfinding and signs will also be useful. Image: downtown gateway in Lafayette, Louisiana.*



## Recommendations: Edge of Main Street

### Strategy: Shift

The Edge of Main Street sub-district presents an opportunity to gradually, over time, re-orient how land is used in the Downtown District.

Two key goals include:

- » Growing residential uses to help populate and activate the center of the District
- » Providing a transition from the highway-oriented fabric of County Road 81 into the walkable urbanism of the Historic Main Street sub-district

To accomplish this, two distinct strategies are recommended:

- » For sites on the western side of Main Street: Work with current owners and potential developers to eventually replace the currently-existing structures with new buildings hosting two to four stories of residential uses
- » For sites along the eastern side of Main Street: Work with current owners and potential developers to transform areas currently used for off-street parking into buildable areas hosting residential and commercial development (two to four stories) while also working to keep current buildings with reconfigured access and parking

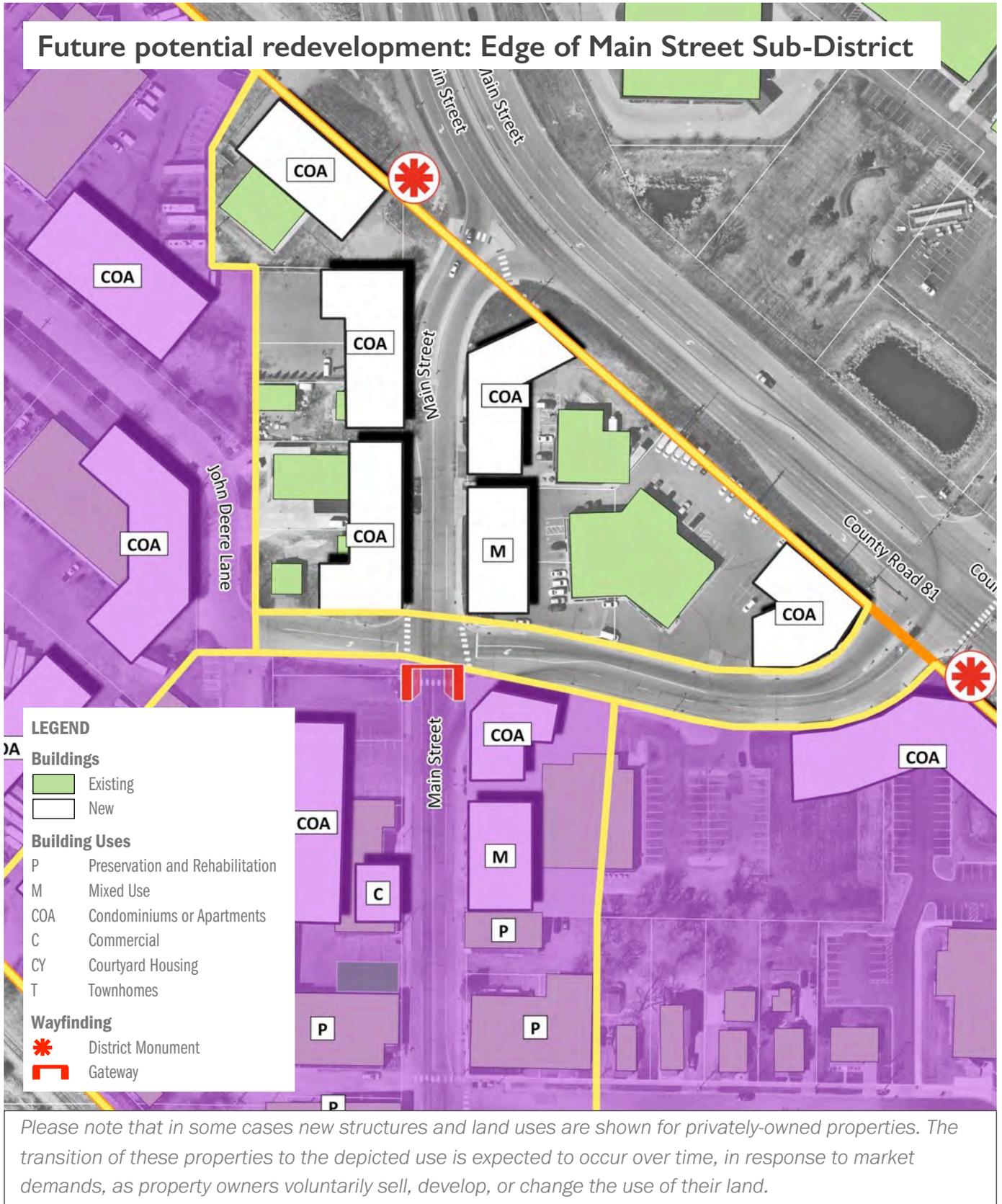
Other important components of the overall strategy for this sub-district include improvement of the public realm, including expanded sidewalks, street trees and pedestrian lighting to connect new residents and visitors to the Historic Main Street sub-district and other Downtown District locations.



Residential development of the type that may be considered along Main Street in this sub-district. Image courtesy of JLG Architects.



Development of current parking areas north of John Deere Lane for accommodating new residential and / or mixed use development.



## ■ Recommendations: Inner Institutional and Residential

### Strategy: Limited Change

In general, a limited amount of change is recommended for this sub-district, as it includes historic civic and religious institutions as well as numerous residential properties.

There are several opportunities, however, to consider how land is currently used along the edges of this sub-district - particularly along Memorial Drive and also near the entrance to the Downtown District at County Road 81 and John Deere Lane.

Along Memorial Drive, it may be possible to work with current owners and potential developers to transform areas currently vacant or hosting turf into sites for a variety of housing options, including townhomes, condominiums or apartments, and courtyard housing.

This housing could provide opportunities for new residents to easily move into the community while also offering options for current Rogers residents who are looking to transition into smaller housing to do so within their current community and within a walkable district that is conveniently located for their needs.

Similarly, new condominiums or apartments along John Deere Lane could host an additional number of residents within the District while also offering a connection to the St. Martin campus of Mary Queen of Peace Catholic Church - for example, providing an opportunity for senior housing associated with the Church.

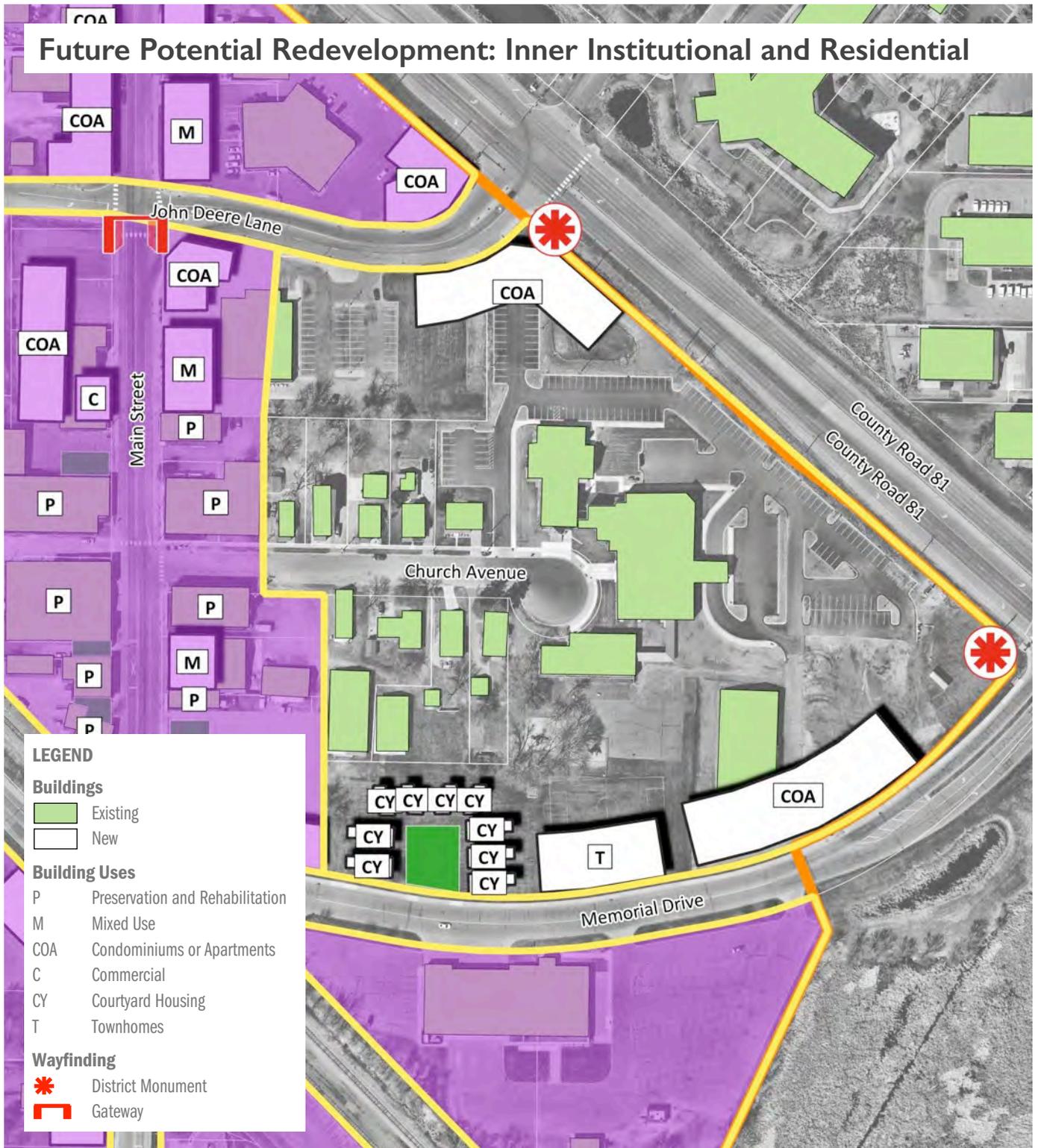
Improvement of the public realm, including expanded sidewalks, street trees and pedestrian lighting will help connect new residents and visitors to the Historic Main Street sub-district and other Downtown District locations.



*Courtyard homes (also known as “pocket neighborhoods”) feature shared green spaces and pedestrian-oriented design. Image: Danielson Grove, courtesy of Ross Chapin Architects.*



*View of a potential configuration for Courtyard Housing in this sub-district.*



Please note that in some cases new structures and land uses are shown for privately-owned properties. The transition of these properties to the depicted use is expected to occur over time, in response to market demands, as property owners voluntarily sell, develop, or change the use of their land.

## Recommendations: Outer Institutional

### Strategy: Limited Change

A limited amount of change is recommended for this sub-district, as it includes the City's recently completed Community Room and Fire Station.

The currently-existing parking lot serving those uses may also be a useful as a means of providing additional shared-parking capacity for businesses and activities along the Historic Main Street sub-district.

Over time, it may be advisable to consider potentially hosting smaller-footprint development over some portions of what is currently configured as parking lot, but it may be necessary to take into account access and turning radius requirements of the fire equipment located there, as well as needs of parking for meetings and events held at the Community Room.

If at some point the City were to relocate some or all of the functions currently existing there (for example, moving the Community Room functions to the new Event Center in the Parks and Recreational sub-district, or to a new City Hall on the southern Catalyst Site in the Main Street sub-district), then the site could be very attractive for development, as it is of a large enough size, consolidated, under City ownership, and adjoining to the Historic Main Street sub-district, a unique destination in the area.

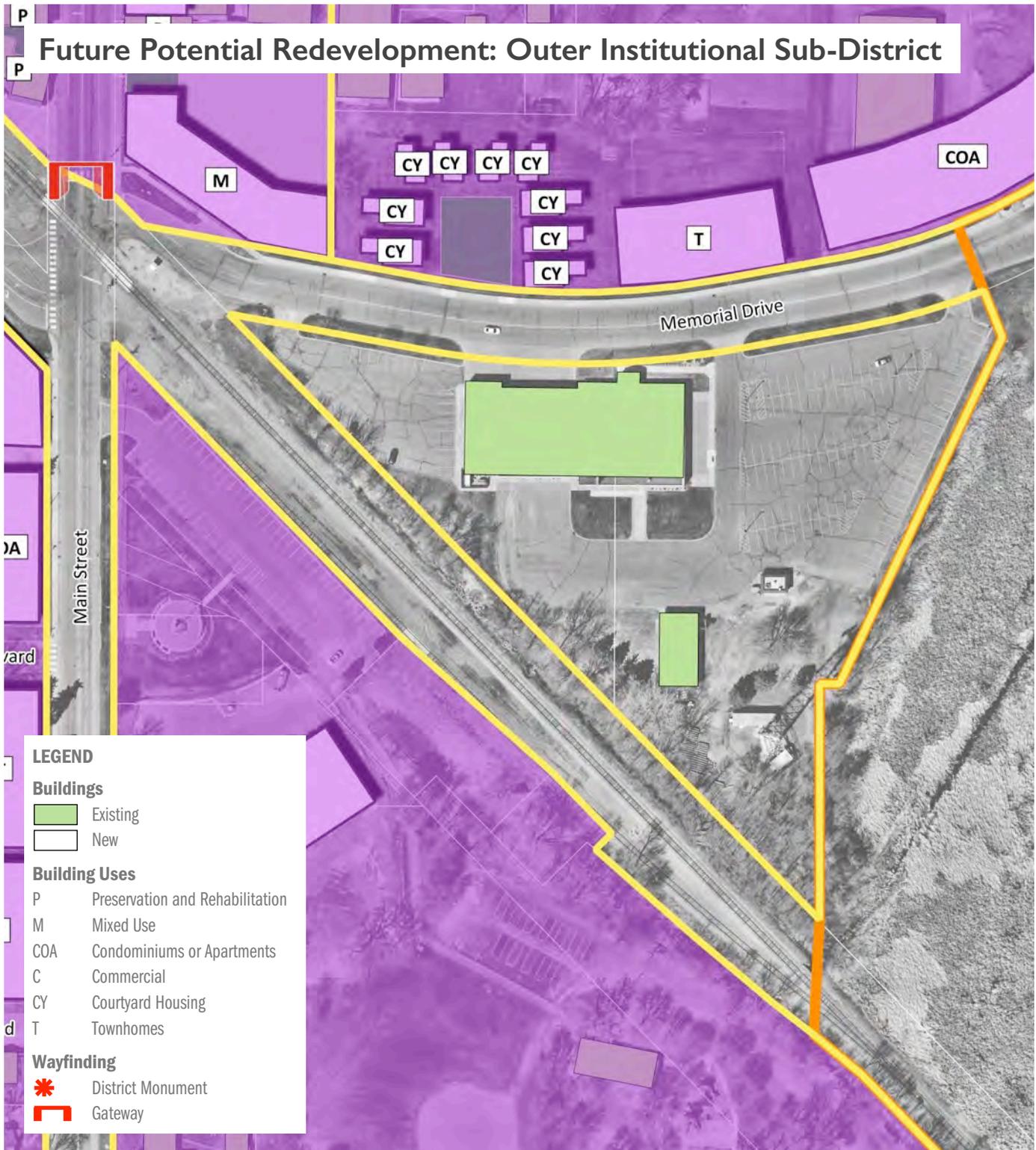
Improving the area's public realm, including building sidewalks, adding street trees and pedestrian lighting will help connect users of the parking areas, patrons of the Community Room, and other residents and visitors to and from the Historic Main Street sub-district and other Downtown District locations.



*The City's recently completed Community Room and Fire Station.*



*Sidewalks are currently not provided along this sub-district. Building them will help make shared parking from this sub-district accessible for other Downtown locations.*



Please note that in some cases new structures and land uses are shown for privately-owned properties. The transition of these properties to the depicted use is expected to occur over time, in response to market demands, as property owners voluntarily sell, develop, or change the use of their land.

## Recommendations: Trucking and Warehouse

### Strategy: Shift, and Wait and See

Over time, this sub-district is where the largest amount of change in the Downtown District could occur. Given its size and location, a significant amount of residential and commercial development could be accommodated over time, bringing additional residents and activity to the Downtown. Housing options could include townhomes, condominiums or apartments, and courtyard housing.

Change is expected to occur gradually, shifting current land use patterns at locations closest to Main Street (through the influence of development occurring there) and progressing in a northwestern direction over time.

Because land in this sub-district is currently in active use by large industrial, trucking and warehousing businesses, it will be important to work closely with current owners and potential developers to explore potential phasing of development as well as relocation of those productive activities to other areas in the City. Given current uncertainties in the development climate, as well as the important employment and economic contributions these businesses currently make to the City's economic base, a "Wait and See" and limited "Shift" approach is recommended.

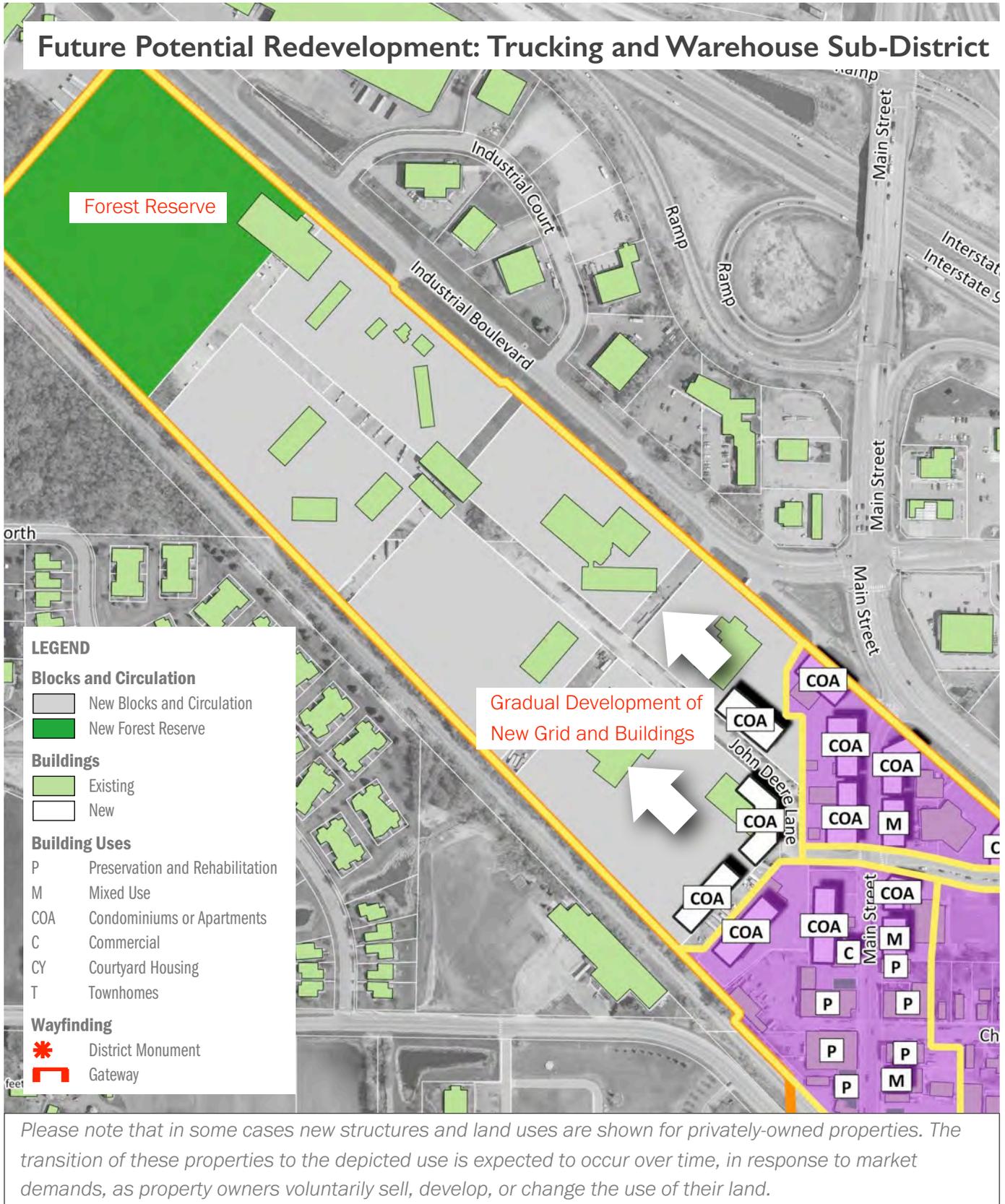
Connectivity and walkability will be key foundational elements for the success of development in this sub-district. Reconfiguring land and circulation into new street and block patterns will support walkability and seamless connection with other portions of the Downtown District.



*Residential development that may be accommodated here. Image courtesy of JLG Architects.*



*Residential and commercial development that may be accommodated here. Image courtesy of Lander Group.*



## Recommendations: Outer Residential

### Strategy: Limited Change

A limited amount of change is recommended for this sub-district, as it includes many well-kept homes in good condition and sited on larger lots.

Over time, it may be advisable to consider working with current owners and potential developers to transform some of those areas currently hosting lower-density residential uses into sites hosting a variety of housing options, including townhomes and condominiums or apartments.

This new housing could potentially be very attractive for new or existing residents who are searching for options within walking distance of the Historic Main Street sub-district. Additionally, it could provide a useful mix of starter homes for new households to move into the Rogers community.

Developing a limited number of 2-story rowhomes in this sub-district will match its current scale and bring additional residents into close proximity of the Historic Main Street sub-district and Lions Central Park, helping to populate and activate the center of Downtown and increase the customer base for its potential new businesses.

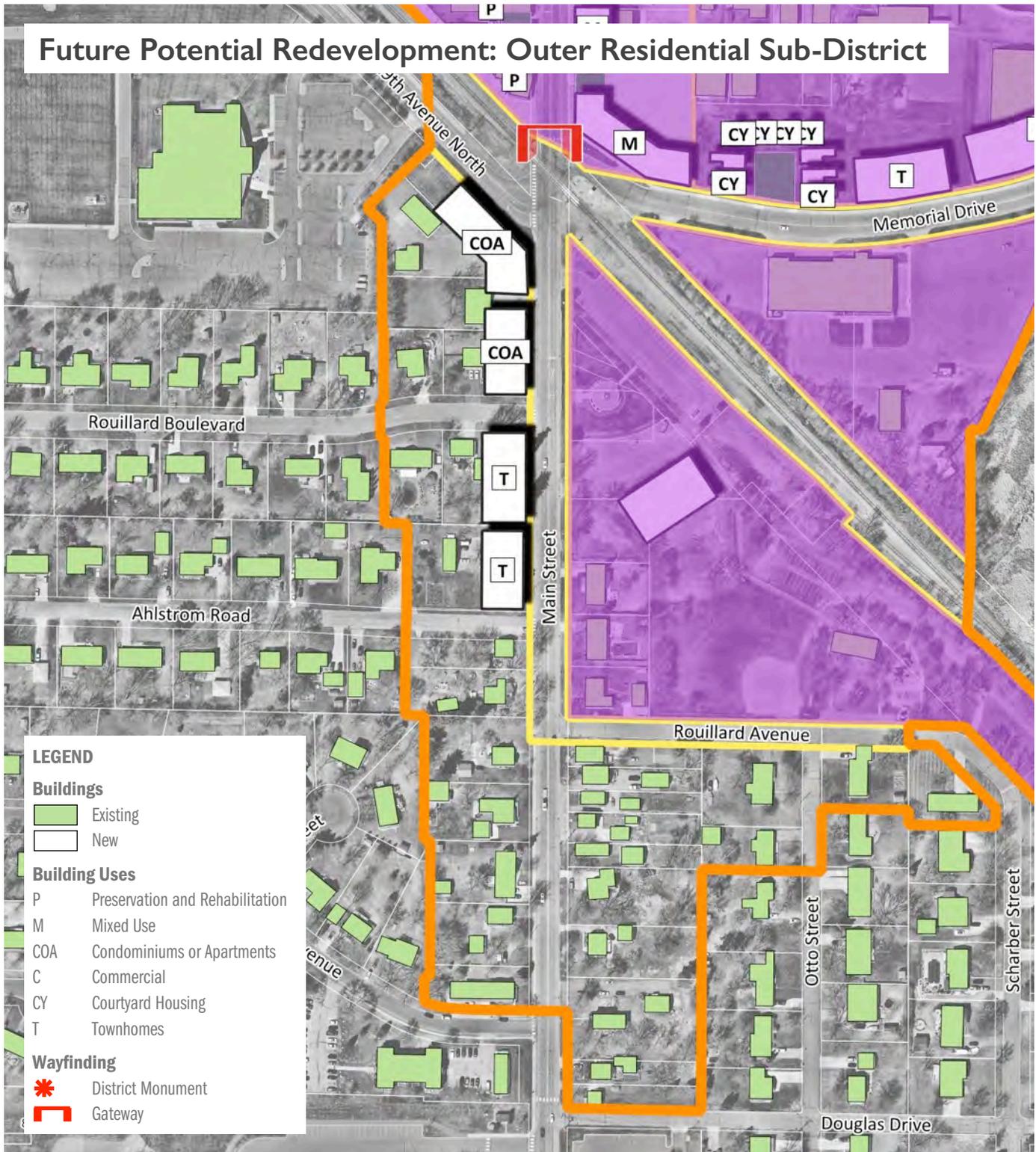
A key consideration for the success of this initiative is the development of improvements in the public realm, including expanded sidewalks, street trees, pedestrian lighting and improved crossing of the railroad line to seamlessly connect new residents to the Historic Main Street sub-district and other Downtown District locations.



*Condominiums or apartments that could be developed along the northern end of this sub-district, closer to Historic Main Street.*



*Townhomes of the type that could be developed along Main Street between Rouillard Boulevard and Ahlstrom Road.*



Please note that in some cases new structures and land uses are shown for privately-owned properties. The transition of these properties to the depicted use is expected to occur over time, in response to market demands, as property owners voluntarily sell, develop, or change the use of their land.

## Recommendations: Parks and Recreational

### Strategy: Limited Change

A limited amount of change is recommended for this sub-district that includes three key civic assets for the community: Lions Central Park, the Rogers Veterans Memorial Plaza, and the City's new Event Center. The currently-existing parking lot serves as the location for the City's Farmers Market.

In addition, the City's Parks, Open Space and Trails System Master Plan for Lions Central Park includes an ambitious vision for a destination park that will bring numerous visitors to the Downtown District, with new features that include a formal garden, dog park, artwork, a grand lawn, splash pad, playground, basketball and social areas, as well as trail connections and additional parking.

A key consideration for connecting park visitors and the energy of this new asset to the Historic Main Street sub-district and other Downtown District locations is the development of improvements in the public realm, including expanded sidewalks, street trees, pedestrian lighting and improved crossing of the railroad line.

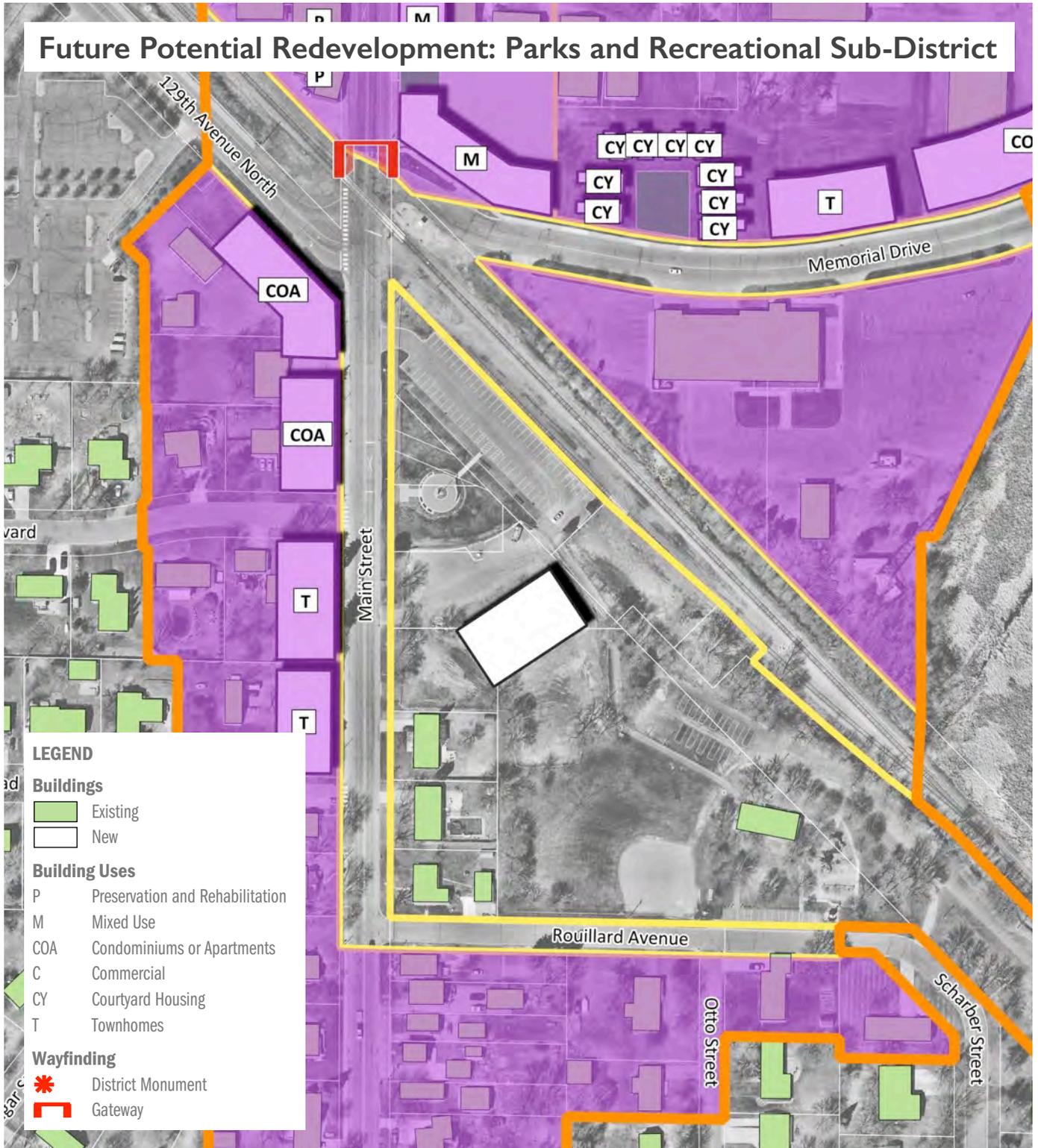


*Rogers Veterans Memorial is an important community landmark in this sub-district.*



*The new City of Rogers Event Center as it neared completion in June 2020.*





Please note that in some cases new structures and land uses are shown for privately-owned properties. The transition of these properties to the depicted use is expected to occur over time, in response to market demands, as property owners voluntarily sell, develop, or change the use of their land.



# Appendices

## Contents

The following appendices contain documents and information referenced in plan chapters or recommended for adoption as part of the 2020 Downtown Rogers Master Plan Update:

- » [Appendix 1](#): Urban Design Guidelines for New Development
- » [Appendix 2](#): Guidelines for Rehabilitation of Historic Façades
- » [Appendix 3](#): Outdoor Seating Guidelines
- » [Appendix 4](#): Wayfinding Plan
- » [Appendix 5](#): Main Street Streetscape Plan
- » [Appendix 6](#): Toolkit for Downtown Activation

# A.I

## Urban Character and Design Guidelines for New Development



*A more attractive, walkable, prosperous and memorable Downtown are the goals of this Plan's urban design guidelines.*

### Purpose

These Urban Character and Design Guidelines apply to new development in the Downtown District. A separate chapter includes guidance for rehabilitation of pre-1960 structures. The goal of these guidelines is to foster active and attractive places and spaces in Downtown that build on its identity and character. Its guidance responds to community priorities and ideas collected during the preparation of this 2020 Downtown Plan Update, the 2040 Comprehensive Plan, and other City initiatives.

In general, Downtown's built environment, including its streets, blocks, buildings and spaces should be human-scaled, adhere to compact development principles, promote pedestrian accessibility, and support economic activity and civic vitality.

### URBAN DESIGN GOALS

- » Foster a sense of place and community
- » Encourage improvement in the public realm
- » Improve connectivity and access
- » Preserve and improve the City's architectural heritage
- » Promote human-scaled and people-oriented designs
- » Improve economic vitality and quality of life

## ■ Three Scales for Guiding Urban Design

The Design Guidelines are organized in three scales:

- 1) The Downtown district overall, its circulation network and its streets and public spaces
- 2) Individual sites, made up of groups of parcels or specific blocks where development is proposed
- 3) The building itself

Recommendations are organized in this way to facilitate clarity in communicating the City's goals for each scale of development. This guidance is provided over the next sections.

Guidance for the District provides the framework for the organization of blocks and individual sites, for walking, biking and driving circulation, and the Downtown's public spaces, including its streets. The primary purpose of guidance for the District is to strengthen Downtown's qualities of place, and to establish a framework that invites development of building forms that strengthen the District's urban qualities.

Guidance for the Site focuses on guiding the placement and form of buildings in such a way that walkability, visual interest and user experience are improved.

The goal of guidance for the Building is to foster the development of attractive buildings, with durable materials and finishes, and that through their design, strengthen the public realm and improve the experience of visiting the Downtown.



View of the District.



View of a Site within the Downtown District.



View of a Building within the Downtown District.

## ■ Design Scale I: The District and the Public Realm

The **District** provides the framework for the organization of blocks and individual sites; for walking, biking and driving circulation, and for the Downtown’s public spaces, including its streets. The primary purpose of guidance for the District is to strengthen Downtown’s qualities of place, and to establish a framework that will invite development of building forms that grow and strengthen the District’s urban qualities.

### New Blocks / New Streets

Today, the Downtown District’s configuration as a set of large-size “superblocks” works for its current tracking and warehousing uses but hinders the District’s long-term vitality by limiting opportunities for connectivity, circulation, and development.

Over time, and as opportunities arise, this plan recommends working with current and future landowners to establish a new circulation framework, with smaller blocks, that provides the human-scaled foundation for the District’s future development.

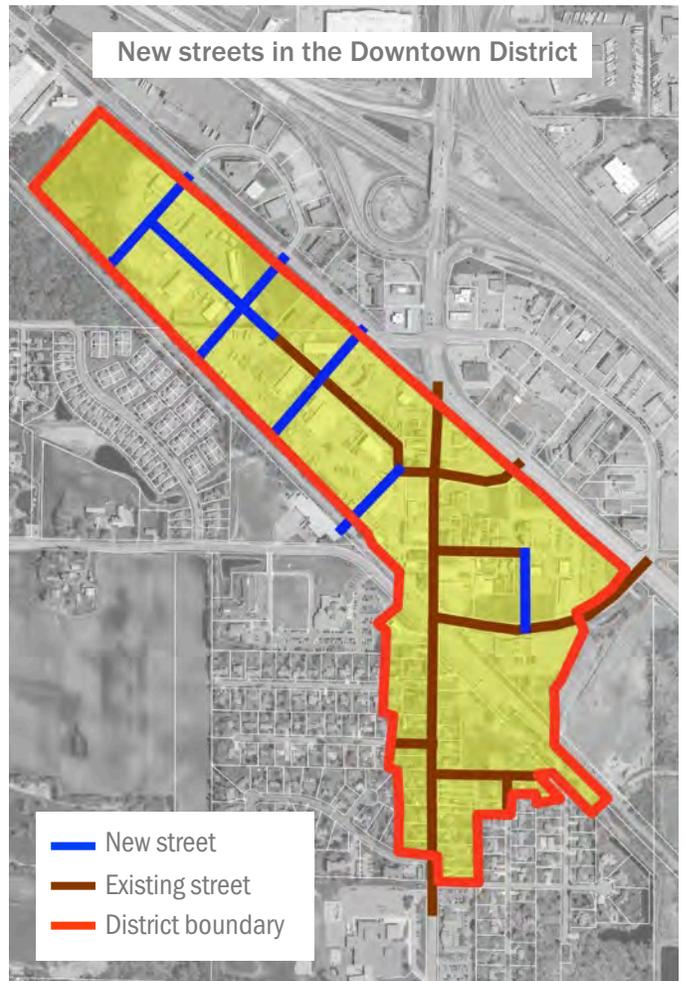
Previous adopted plans have also recommended developing the Downtown’s network of streets. Those recommendations are used as a foundation for the land and circulation framework recommended here.

In general, block lengths of 200 to 400 feet per face (up to a perimeter of 1,600 feet) are considered ideally sized for supporting walkability.

Including pedestrian and bicycle facilities along blocks, and considering opportunities to develop pedestrian-only connections within blocks will also work to increase walkability and bikeability for the District.



*View of the Downtown District.*



*Framework of new blocks and streets recommended for long-term redevelopment of the District.*

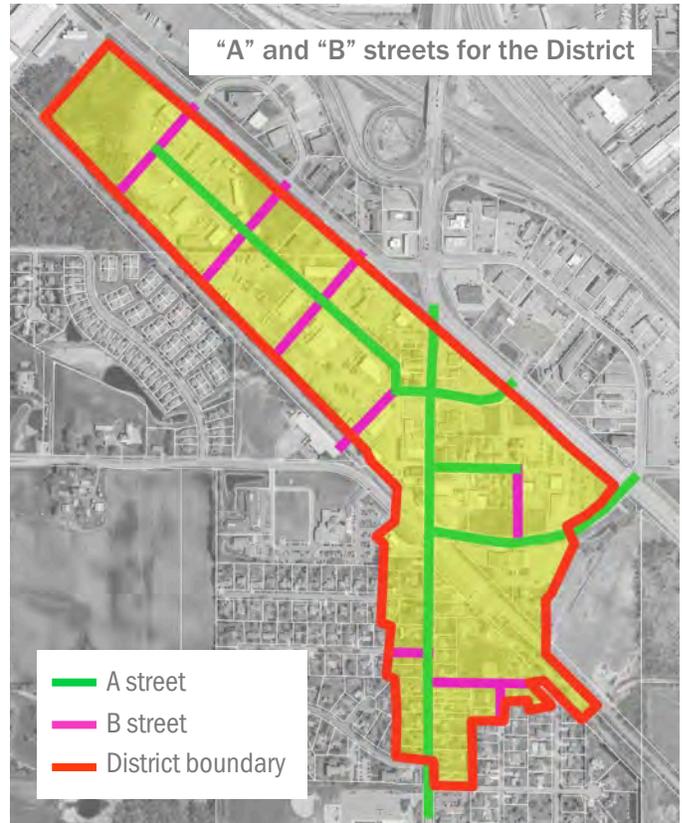
### Walkability Framework

Downtown streets are classified as “A” or “B” streets:

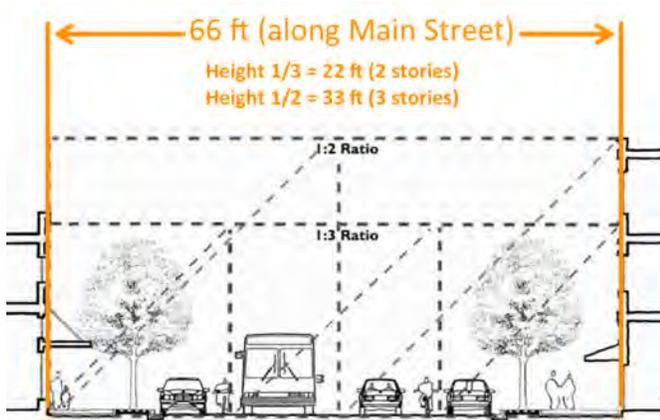
- » **“A” streets:** Priority streets for pedestrian circulation and experience. Ample sidewalks, active storefronts, outdoor dining, human-scaled design and calmed motor vehicle traffic are priorities for the public realm along these streets.
- » **“B” streets:** Pedestrian circulation and experience are still important (as in all Downtown streets), but less so than in the “A” streets. Service and other uses are more suitably accommodated on these streets.

### Enclosure

Enclosure is a measure of a space’s correspondence with human needs for comfortably-scaled environments, and refers to the definition of the public space along streets provided by the buildings along them. Enclosure is a key necessary component, though not by itself sufficient for the definition and success of walkable districts. Accepted ratios for the enclosure provided by building heights to vary from 1/3 to 1/2 of the width of the space between buildings.



Network of “A” and “B” streets in the Downtown District.



New buildings along “A” and “B” streets should be built along the “build-to” lines specified elsewhere in these guidelines, and be a minimum of two stories and a maximum of four stories.



A continuous set of buildings along a street provide sense of enclosure.

## Sidewalk Design

Sidewalks in the Downtown District are to be designed using the “four zone” system with recommended dimensions as follows:

Zone	Purpose	“A” street (min.)	“B” street (min.)
Frontage zone	Access to storefronts, displays, seating	2 ft	0 ft
Pedestrian zone	Walking area	8 ft	6 ft
Furniture zone	Trees and landscaping, outdoor seating	6 ft	4 ft
Curb zone	Street lights, signs, door access for parked cars	2 ft	2 ft
<i>Total</i>		<i>18 ft</i>	<i>12 ft</i>

In general, the goal for sidewalk design throughout the District is to enable the development of a high-quality streetscape that provides sufficient space to accommodate both pedestrian movement and “place-building” and business-supportive activities like outdoor dining, shopping, signs, outdoor displays and seating.

## Public Realm

Additional recommendations for improving the public realm (streets, sidewalks and public spaces) in the Downtown District include:

- » Increase green areas: install tree grates, root boxes and boulevards and plant street trees at 25 foot centers along all “A” and “B” streets in the District
- » Install pedestrian-scale lighting
- » Encourage restaurant and café businesses to use sidewalks in the summer



The “four zone” system for allocating sidewalk space.



Coordinate seating, lighting and other public realm elements.

- » Improve façades by opening and uncovering windows in District buildings
- » Provide streetscape elements and pedestrian amenities: benches, landscaping, planters and bicycle racks
- » Install public art

## Pedestrian Crossings

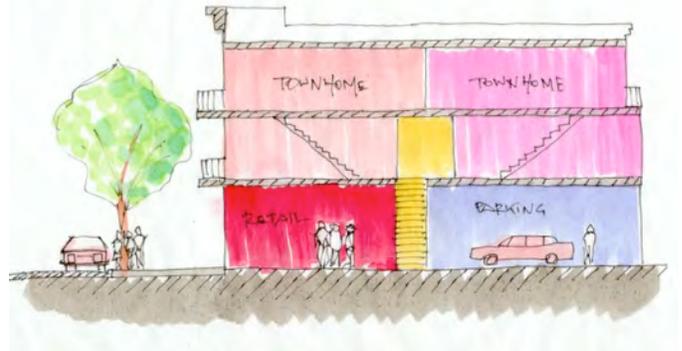
- » Develop District-wide initiatives to improve crossings and crossing safety along all District streets, especially for “A” streets
- » Provide curb extensions (“bumpouts”) at key intersections in the project area to shorten crossing distances, calm traffic and provide space for transit stops and shelters



Improve pedestrian crossings by marking crosswalks and adding curb extensions.

## Automobile Parking

- » On-street parking:
  - Provide parallel on-street automobile parking along all “A” and “B” streets
- » Off-street parking:
  - Off-street parking should be located behind, below, or above buildings
  - Surface parking lots adjacent to “A” streets are not permitted
  - Pedestrian paths from parking areas should connect to principal building entries, which are to be located along public streets
  - Parking lot edges should be buffered by plantings, railings, or low walls
  - The development and coordination of shared parking is encouraged
  - Off-site parking is allowed, and may be located up to 500 feet from the use served
  - Structured parking ramps shall include first floor commercial space



Off-street parking is to be provided behind, below, or above buildings.

## Allowable Building Uses; Pedestrian Orientation

- » Buildings along “A” streets should preferably include commercial and/or pedestrian-oriented uses in the first floor
  - Even if a commercial use is not feasible, principal pedestrian access (e.g., access to townhomes) should be along the “A” street
  - Upper floors may be any combination of commercial, office, or residential uses
- » Automobile-oriented uses, including drive-through facilities, automobile service uses, and other related uses are not permitted in the Downtown District



*Residential uses with principal access to the public street. Image courtesy of Lander Group.*

## Signs and Other Commercial Elements

The use of pedestrian-scaled signs and other traditional Downtown Main Street commercial elements is encouraged throughout the District.

- » Awnings, canopies and over-the-sidewalk overhead signs should be placed in locations that emphasize building uses and entrances

### SUPPORTING LOCAL BUSINESSES

A thriving business community will draw in visitors and customers who will enliven streets and sidewalks and build the District’s sense of place.

- » Invite visitors to the Downtown District through marketing and other efforts
- » Encourage restaurant and café businesses to use sidewalks in the summer; provide assistance to businesses navigating through the application and permitting process
- » Work with developers to ensure that the leasing and ownership agreements in new construction include provisions that allow commercial spaces to remain accessible to small businesses



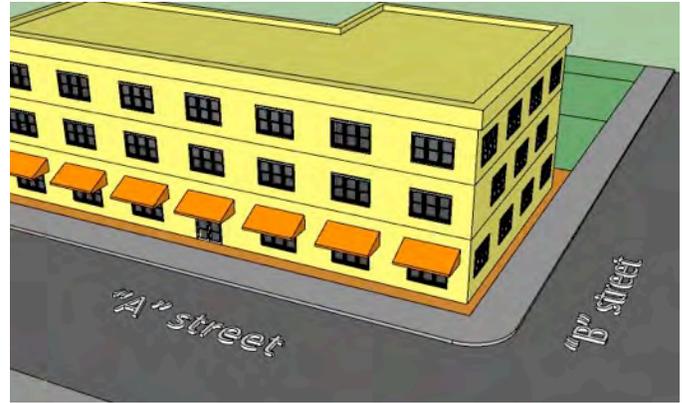
*Walkable urban street with most of the elements discussed in this and following sections of the Design Guidelines, including four-zone sidewalks, buildings sited to the front parcel line, first-floor commercial spaces, signs and awnings over storefront entrances, pedestrian-scale lighting, and on-street and off-street parking (structured parking ramp is above the ground floor stores). Image: Grand Avenue, Saint Paul.*

## Design Scale 2: The Site

The **Site** guides the placement and form of buildings in a development area or group of parcels in such a way that walkability, visual interest and user experience are improved.

### Building Orientation

- » The principal access to buildings should be located along the public street and should provide direct access to the sidewalks
- » Buildings with frontage along both “A” and “B” streets should be oriented to the “A” street
- » Corner entrances are encouraged for buildings on corner lots

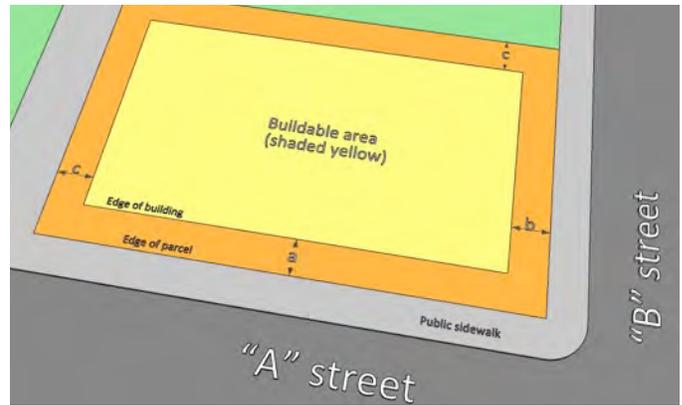


Orient principal building access to “A” streets.

### Building Placement and Setback

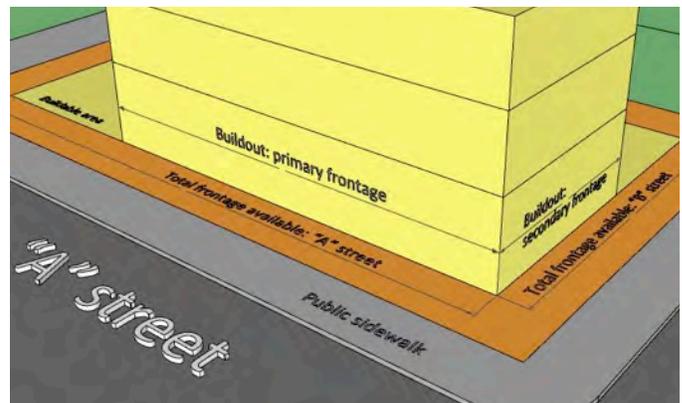
Setback dimensions are measured from the property line / edge of parcel and are used to determine the location of the “build-to” line:

Zone	Min.	Max.
Setback along “A” streets (a)	0 ft	5 ft
Setback along “B” streets (b)	0 ft	6 ft
Rear / side setback (c)	0 ft	3 ft
Frontage buildout along “A” street	70%	100%
Frontage buildout along “B” street	40 ft	100%



Setback dimensions (drawing is not to scale).

- » Buildings should be constructed toward the front lot lines adjacent to sidewalk edges
- » At least 70% of a building’s facade should be within 5 feet of the front lot lines along “A” streets
  - Recessed spaces, including plazas and other spaces which are set back more than 5 feet



Buildout diagram (drawing is not to scale).

from the “build-to” line are acceptable so long as the 70% minimum is observed

- » Awnings, balconies and architectural features may project beyond the “build-to” lines

## Cultural Resources / Adaptive Reuse

Cultural resources are assets to the cultural heritage of Rogers and should be protected from negative impacts.

- » Preserve historic buildings when feasible
  - For the purposes of these guidelines a structure built before 1960 is considered historic
  - When feasible, preserve a historic building in place through adaptive reuse
  - When preservation is not feasible, document the building in photographs or drawings before altering, removing or demolishing it



*The City's former post office. Adaptive reuse can help it continue to be an asset to the City's built environment.*

## Outdoor Public Spaces

Small-scale outdoor public spaces can enhance a site, providing a place for outdoor seating, business activity and congregation. Care should be taken to design these spaces at a scale that does not work against enclosure and continuity of Downtown streets. Development of space that can be shared among properties is encouraged. Potential spaces include:

- » Small plazas and parklets
- » Shared outdoor sitting areas for restaurants

## Water Management

Include stormwater management as part of a site's overall landscape planning. When possible, make use of natural processes to detain and filter water, irrigate natural amenities, and reduce loads on existing systems and neighboring properties.

- » Incorporate systems to provide separation of grit and oil from runoff



*Small space repurposed as an outdoor plaza and seating area for an adjoining coffee shop in downtown Bozeman, Montana.*

- » Include slow release ponds and overland flows through vegetative buffers to remove nutrients and pollutants
- » Design drainage systems to work as site amenities and landscape design (e.g., storm drain and basin as open landscaped feature with native grasses and rain gardens)
- » Design parking areas to reduce storm water runoff
- » Use regional ponding to improve site utilization

### Site Lighting

Site lighting should facilitate safe circulation and enjoyment for all users of the public realm. Light levels should be sufficient for safety while also reducing light spill onto adjacent properties.

- » Use differences in lighting design to respond to different needs (e.g., pedestrian scale lighting along sidewalks, higher intensity lighting near intersections)
- » Vary the level of lighting across parking areas to provide visibility and safety while reducing light spill
- » Provide pedestrian-scaled lighting along “A” and “B” streets
- » Shield light fixtures to prevent off-site glare
- » Maintain compatibility of light fixtures with architectural and site design elements

### Utilities and Service Areas

- » Utility boxes, service entrances, waste disposal areas and other similar uses are not permitted along “A” streets
  - Screen service entrances with walls or plantings
- » Position service areas to minimize conflicts with other abutting uses
- » Coordinate service areas in multi-building sites to lessen visual impacts, improve service efficiency, and reduce land consumption



*Stormwater feature to filter and detain runoff from parking area.*



*Orient lighting to provide a comfortable space for walking and for lingering at shops and public spaces.*

## Design Scale 3: The Building

The **Building** is to be attractive, made with durable materials and finishes, and through its design, contribute to the public realm and improve the experience of visiting the Downtown.

### Building Massing and Articulation

- » The planes of building walls should be visually interrupted / broken up in order to create human-scaled, visually interesting spaces. The maximum length of uninterrupted or unbroken wall should not exceed 30 feet
  - Reliefs, setbacks, bay windows, cantilevered roofs and other structures are encouraged
  - Blank walls (walls without windows or reliefs) along an “A” street are not permitted
- » Balconies and operable windows for the upper floors of buildings in the Downtown are encouraged



*Articulation along a building's front façade.*

### Building Materials

- » Buildings should be finished in traditional, durable materials consistent with a historic downtown, including brick, stone, concrete, metal, and glass
- » Exterior finishes should be durable, weather and moisture proof, and require low maintenance
- » The use of wood and non-rustproof metals for building exteriors is discouraged

### Storefronts and Façade Treatment

- » A minimum of 60% of a building's first floor façade should be windows or doors of clear or lightly tinted glass that allow views into and out of the building at eye level
  - The window area is measured between the height of 2 feet and 10 feet above the finished floor level of the first floor



*Full-height, openable storefront windows along a new building in Oak Creek, Wisconsin.*

- » Windows should be distributed in a more or less even manner
- » The use of reflective, opaque or heavily tinted (greater than 20%) glass at ground floor elevation
- » The finished first floor of buildings in the Downtown District should more or less match the elevation of the adjacent sidewalk

### Building Height

The number of stories included in a building contributes to its commercial viability and works with building siting to provide sense of enclosure to the street.

- » Building height is measured in number of stories
- » Buildings should generally be a minimum of two stories and a maximum of four stories along “A” or “B” streets in the Downtown District
  - A 15 ft. stepback is required above 3 stories for frontages on “A” or “B” streets



Three-story building in a new urban development, Oak Creek, Wisconsin.

### Allowable Building Uses; Pedestrian Orientation

- » Please refer to the guidance provided for the District Scale in these Urban Design Guidelines

### Signs and Other Commercial Elements

- » Please refer to the guidance provided for the District Scale in these Urban Design Guidelines

### Automobile Parking

The amount of automobile parking required for a building use in the Downtown district should not exceed 100% of the total specified as minimum by the City of Rogers Zoning Code, nor should it be less than 75% of that same total.

- » Please refer to additional guidance provided for the District Scale in these Urban Design Guidelines



Shared parking arrangement between a retail business (mostly daytime patrons) and a pub (evening patrons), Minneapolis.

# A.2

## Guidelines for Rehabilitation of Existing Structures and Historic Façades

### Purpose

Several pre-1960s buildings are of historic value to the City's Downtown District and its character. These structures offer opportunities for Rogers to build from its current assets, further its identity, and attract new visitors, residents and businesses.

Unfortunately, the majority of these buildings have, over time, had many of their architectural details and treatments covered up, altered or removed.

The purpose of these guidelines is to foster the rehabilitation of the historic structures along Main Street in the City's Downtown District. Rehabilitating these buildings will help to highlight the Downtown District's unique character and make it a more attractive destination for residents of the City and surrounding communities.

Please note that these guidelines apply to already-existing buildings built before 1960 and located along Main Street. A separate chapter of the Downtown Rogers Master Plan (Appendix 1) applies to new development in the Downtown District.



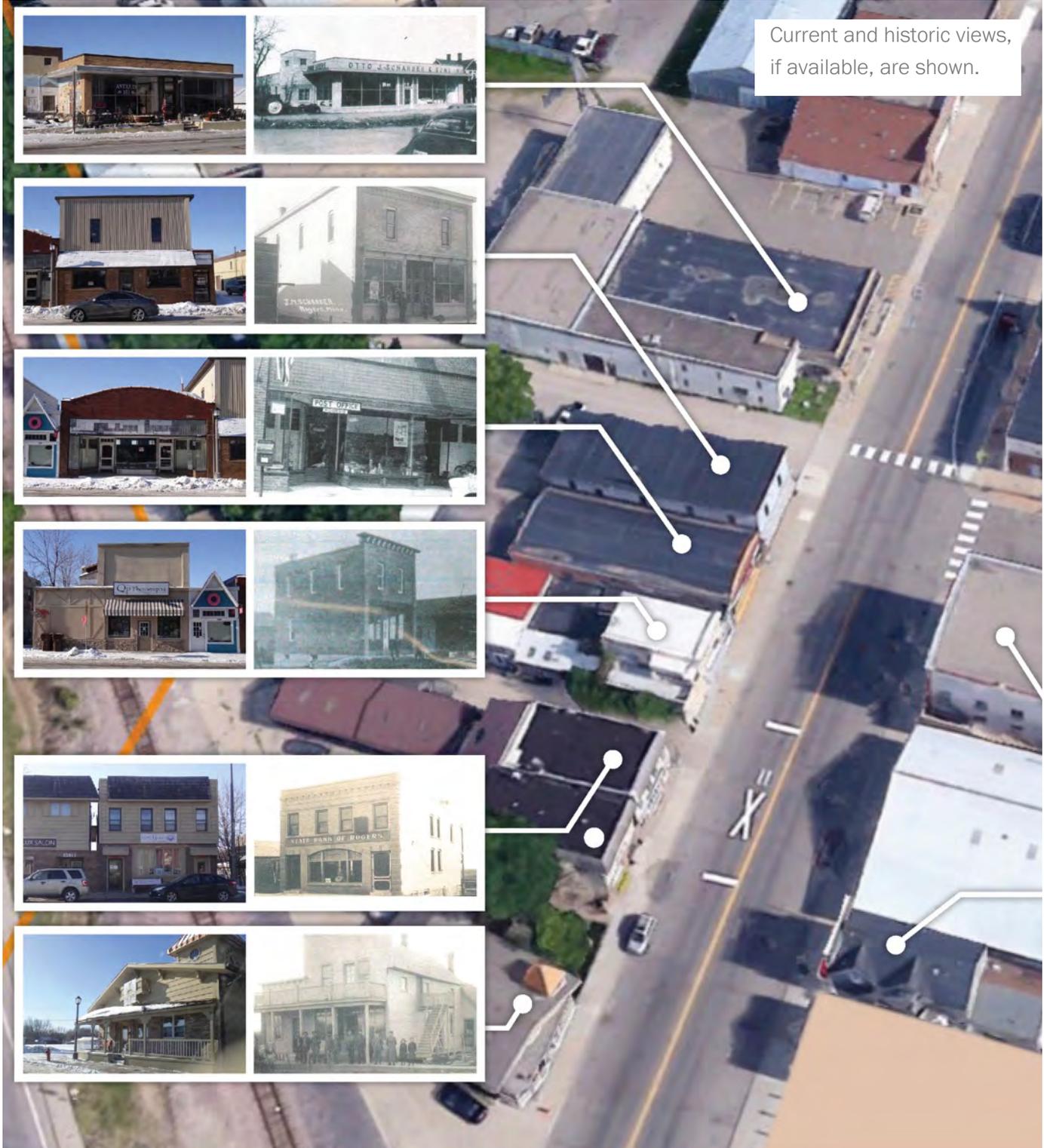
*Historic façade of the State Bank of Rogers building at its current location, 12819 Main Street.*

### GOALS FOR BUILDING REHABILITATION

The City's pre-1960s buildings are cultural resources and assets to the cultural heritage of Rogers and its residents.

- » Historic buildings should be protected from negative impacts
- » Historic buildings should be rehabilitated and adaptively reused when feasible
- » For the purposes of these guidelines a structure built before 1960 is considered historic

# Pre-1960s Buildings for Rehabilitation Along Main Street





## ■ Guidelines for Rehabilitation of Main Street Buildings

### Purpose

The purpose of rehabilitation guidelines for buildings along the Rogers Main Street area is to define standard treatments for the exterior renovation, restoration and maintenance of pre-1960s buildings within the geographic extent of the District.

The guidelines aim to foster the restoration, repair and preservation of District buildings' original exterior façades while incorporating updated materials and practices like thermal pane windows, and upgraded electrical circuitry, fire suppression and heating plants.

The goal of the standards is to improve the Main Street area's commercial attractiveness and civic vitality by exhibiting the authentic qualities of the City's pre-1960s buildings.

### The Guidelines Require:

- » Review and approval by Zoning Administrator of construction plans and building material samples
- » Application of the guidelines when more than ten percent (10%) of a building's front or street facing side exterior is the subject of construction activities / modifications
- » Use of authentic building materials (e.g., brick, cut / finished stone, painted steel, painted wood and transparent glass) when making repairs to pre-1960's buildings
- » Restoration of the original building's doorway and window opening patterns and sizes when making repairs or updates to these components
- » Restoration of the original building cornice and parapet detailing when making repairs or updates to these components



*A rehabilitated historic building (formerly drugstore) in use as a restaurant, Minneapolis.*

### FUNDING FOR IMPLEMENTATION

The City recognizes that in some cases significant investments will be necessary to rehabilitate buildings from their current condition. To support rehabilitation goals, the City is working to implement a Façade Improvement Matching Grant Program that will make available five year forgivable loans for up to \$25,000 (matched 1:1 with private investment from the building owner or business) to rehabilitate building façades.

Please see the following chapter in this section for additional details.

- » Screening of rooftop mechanical equipment using materials matching or highly compatible with the building's exterior
- » Exterior renovations and restorations to remove previously applied, non-original materials, awnings and signs
- » Surface parking lots to be located to the rear and or non-street facing side of the building

### The Guidelines Allow:

- » Replacement of original single pane windows with thermal pane windows that match traditional Main Street architecture
- » Replacement of wood frame doors and windows with steel or aluminum frame products
- » Replacement of exterior decorative steel or wood moldings with High-Density Polyurethane, PVC, Glass Fiber Reinforced Polymer (GFRP / fiberglass), and Glass Fiber Reinforced Gypsum (GFRG)
- » Decorative doorway and window awnings in fabric or metal
- » Externally illuminated projecting signs
- » Externally illuminated wall signs within a traditional horizontal running upper sign band
- » Internally illuminated indoor window signs not exceeding five (5) square feet
- » Restoration of original, historic painted wall signs
- » Installation of new painted murals of an artistic, non-advertising nature

### The Guidelines Prohibit:

- » Infilling or covering over original window and door openings
- » Mirrored , opaque or heavily tinted (greater than 20%) glass
- » Substitution of nontraditional window types and style such as transom or awning windows



*Illustration: Historic building where a storefront window, sign panels and skirtboard panels have been modified in a manner that is not consistent with the building's historical design.*



*Rehabilitation of the same building, including uncovering of window, restoration of sign panels, and installation of awnings.  
Illustration: Robert Roscoe, Design for Preservation and City of Minneapolis.*

substituted for double hung or fixed plate glass display windows

- » Use of building materials that are not consistent with the history, era, materials or type of the buildings (e.g., use of lap or panel siding, EFIS as a primary material, brushed and polished metal panels (steel, aluminum), concrete block masonry units, etc.)
- » Significant changes (more than 5%) in doorway and window opening shapes and sizes
- » Combining of adjacent building facades into a single, new façade
- » Filling/obscuring more than 25% of display windows with signs, temporary and/or permanent.
- » Roof or cornice signs
- » Free-standing pole or monument signs



*Illustration: Historic building where the original brick wall has been covered with wood siding and then painted, and a non-compatible canopy has been added.*



*Rehabilitation of the same building, including removal of wood panels, tuckpointing of brick, uncovering of transom windows, restoration of sign panels, and installation of awnings. Illustration: Robert Roscoe, Design for Preservation and City of Minneapolis.*

## ■ Façade Improvement Matching Grant Program

### Purpose

The purpose of the City of Rogers Façade Improvement Matching Grant Program (“Matching Grant”) is to increase business and civic vitality in the Rogers Main Street area by providing economic incentives to improve the appearance of building façades and stimulate private investment in area buildings.

### Eligibility to Apply for the Matching Grant Program

Building owners and commercial tenants, with property owner’s approval, can apply for a City of Rogers Façade Improvement Matching Grant if all of the following conditions are met.

- 1) They are located within the City of Rogers Main Street area.
- 2) The façade improvements are for a commercial business or commercial building.
- 3) The applicant is the property owner or a tenant with written permission from the property owner to make façade improvements to the building.
- 4) There are no delinquent bills, charges, or taxes due to the City.
- 5) The project results in permanent, external building improvements.
- 6) The property has conforming uses.
- 7) All façade improvements follow the principles and guidelines of the City of Rogers Building Code, Zoning Code, and the Façade Improvement Matching Grant Program.

For-profit and not-for-profit entities are eligible to apply, as long as the grant is used for a commercial building, including mixed-use buildings hosting both commercial and non-commercial uses.

A property owner who leases a commercial building for religious use is eligible to apply for the Matching Grant if the improvements do not promote the religious use and would remain in place regardless of changes in the tenant (e.g., tuckpointing, windows, lighting). Signs, stained glass windows, and murals, which would in typical cases be eligible, would be ineligible when used to promote a religious use.

## Eligible and Non-Eligible Improvements

### Eligible Improvements

The Matching Grant can be used for a wide variety of exterior, façade improvements. The work must be visible from a Main Street, along the building's front. Eligible improvements for the Matching Grants include:

- » Exterior painting or re-siding
- » Restoration of exterior finishes and materials
- » Masonry repairs and tuck pointing
- » Removal of architecturally inappropriate or incompatible exterior finishes and materials
- » Restoration of architectural details or removal of materials that cover architectural details
- » Repair, replacement, or installment of windows and doors (replacements must be architecturally compatible)
- » Window and cornice flashing and repair
- » Canopy or awning installation or repair
- » Murals
- » Installation or repair of exterior signage
- » Removal of barriers to access the building from the outside for people with disabilities
- » Exterior lighting
- » Window, wall, and hanging signs advertising the business name and identity

### Ineligible Improvements

The following activities are not eligible for the Matching Grants:

- » Improvements that are in progress or were completed prior to preliminary approval of the applicant's Matching Grants application
- » Routine maintenance that is not part of an eligible façade improvement project
- » Billboards
- » Roofing
- » Mechanicals and HVAC systems
- » Interior work
- » New construction
- » Pylon, temporary, or roof signs
- » Interior window displays
- » Security systems (including metal roll down gates, window bars, cameras)

- » Trash and mechanical enclosures
- » Fencing
- » Landscaping
- » Parking areas
- » Improvement to a building interior, rear, or side not visible from Main Street
- » Purchase of property

## Matching Grants Terms and Conditions

### General Terms

Matching Grants range from a minimum of \$5,000 to a maximum of \$25,000 per storefront or building. All grants must be matched by the property owner. The Matching Grant will pay only for 50% of the total project costs, up to the \$25,000 grant limit.

The Matching Grant is structured as a 5-year loan with no payments, with 20% of the loan being forgiven each year for 5 years. If the building is sold before 5 years, the balance of the loan must be repaid by the property owner.

The final design is subject to the review and approval of the City of Rogers. The City of Rogers reserves the right to require all property owners to comply with City ordinances.

The City of Rogers has the right to terminate any agreement under the Façade Improvement Matching Grant Program if a participant is found to be in violation of any conditions set forth in these guidelines, or if work is not completed within required timelines. In addition, the following requirements apply:

- » All work must be done in accordance with all local, state, and federal building codes, the City of Rogers Zoning Code, Downtown Design Guidelines, other applicable Downtown standards, and the rules and regulations for the Façade Improvement Matching Grant Program
- » Labor costs are only eligible to be covered by the grant if the labor is done by a third party who has no financial interest in the building (i.e. the building owner may not receive funds for labor that he/she completed on the project)
- » All construction must be made in strict compliance with any approval plans and applicable local, state and federal rules and regulations.
- » All work must be completed within 6 months from the date the grant is approved by the City and any applicable agreements, as required by the City, are executed

## Design Guidelines

All proposals/applications are required to follow the **Guidelines for Rehabilitation of Historic Structures** as detailed in the 2020 Downtown Rogers Master Plan Update. The guidelines ensure the appropriateness of the proposed work, and provide for compatibility with buildings and urban fabric of the Rogers Main Street area.

## Building Maintenance Requirements

Buildings receiving Matching Grant funds must receive proactive maintenance to ensure that the City of Rogers Matching Grant investment is protected and leading to the intended outcome for individual buildings and the Main Street area overall.

Maintenance activities include, but are not limited to:

- » Upkeep / painting of trim if peeling, fading, and/or flaking conditions exist
- » Staining of wood surfaces if fading
- » Tuck pointing may be required if loose mortar or brick exists
- » Stucco repair may be required if cracked, falling, or discolored conditions exist
- » Awning replacement or removal may be required if faded, torn or otherwise in disrepair
- » Windows should be in good repair, caulked and sealed as necessary

Buildings receiving funds from the Matching Grant Program will be inspected once per year by a City staff representing the program, on or around the anniversary date of the receipt of funds, to ascertain that proactive maintenance is being duly completed and that the City's investment is being properly stewarded by the building's owner.

Failure to adequately maintain the building and its associated improvements and to promptly respond to lawfully issued citations will result in termination of the Matching Grant loan, and the balance of the loan must be repaid by the property owner.

## Application Process

<< *Currently in development by City of Rogers* >>

# A.3

## Outdoor Seating Design Guidelines



### Purpose

Outdoor seating enlivens the public realm, supports placemaking in the Downtown District, and provides economic benefits to local businesses.

This section of the 2020 Downtown Plan provides guidance for implementing outdoor seating for food establishments in the Downtown area.

The intent of these guidelines for outdoor seating is to ensure quality outdoor seating areas, appropriate use of the public sidewalks for outdoor dining, and provision of safe movement for pedestrians and other users of the public realm in Rogers.

## General Considerations

### Types of Outdoor Seating Areas

Two main types of outdoor seating areas are contemplated by these guidelines:

- » Outdoor seating on the public sidewalk
- » Outdoor seating on privately-owned property

A third type of area - a continuous space combining seating on the public right of way and on privately-owned space - is addressed through the combination of guidance for each.



*Seating area along a public sidewalk.*

### Eligible Locations

Businesses serving food and beverages (restaurants, coffee shops and on-sale establishments) and located in the Business, Mixed Use and Limited Industrial zoning districts are eligible to apply for an outdoor seating permit.

The permit application allows the City to determine if:

- » The placement of the outdoor seating area does not interfere with the safe movement of pedestrians along the public sidewalk, and
- » That its materials and their arrangement meet the requirements of the City's Design Guidelines.



*Seating area on private property.*

### Circulation, Placement and Materials

Requirements for the configuration of the outdoor seating area and how it interacts with circulation space in the public right of way, as well as the types of materials that are to be used are as described in these Design Guidelines.



*Seating area on both public and private property.*

## Circulation

The seating area must not interfere with the safe movement of pedestrians and other users of the public sidewalk.

Sidewalk width as defined in this section includes the distance between the top of the gutter line and the edge of the public right of way, including the frontage zone, pedestrian zone, furniture zone and curb zone in the “four zone” system.

### For sidewalks narrower than 12 ft

- » A minimum of four feet of clear, unobstructed pedestrian walking space must be maintained between all obstructions (streetlights, signs, trees, non-ADA compliant tree grates, sandwich boards, etc.) and the edge of the outdoor seating area
- » To allow two or more wheelchairs, strollers, or pedestrians to pass each other, the four foot walking space must not exceed thirty feet in length, after which a minimum of a six foot wide space must be provided for a minimum of six feet
- » When two neighboring outdoor seating areas occur within a thirty foot zone, the six foot zone is equally shared between them

### For sidewalks wider than 12 ft

- » A minimum of six feet of clear, unobstructed pedestrian walking space must be maintained between all obstructions and the proposed edge of the outdoor seating area

### Vertical clearance

- » A minimum vertical clearance of 6.5 feet must be maintained between the pedestrian walking space and the lowest edge of umbrellas or awnings that extend over the edge of the outdoor seating area



*Space allocation within a wider (greater than 12 ft) pedestrian zone, and minimum vertical clearance from lowest edge of umbrellas.*



*Space allocation within a narrower pedestrian zone, and minimum vertical clearance from lowest edge of umbrellas.*

## Placement

Two types of placement are contemplated for outdoor seating areas along the public sidewalk:

- » Immediately adjacent to the main building
- » Curbside (in the streets furniture zone, on the other side of the pedestrian walkway in front of the main building)

### For adjacent placement

- » Location of the seating area must not conflict with entryways and access to the building
- » All emergency entrances and exits must be clear of obstructions at all times and provide a minimum clear space of four feet

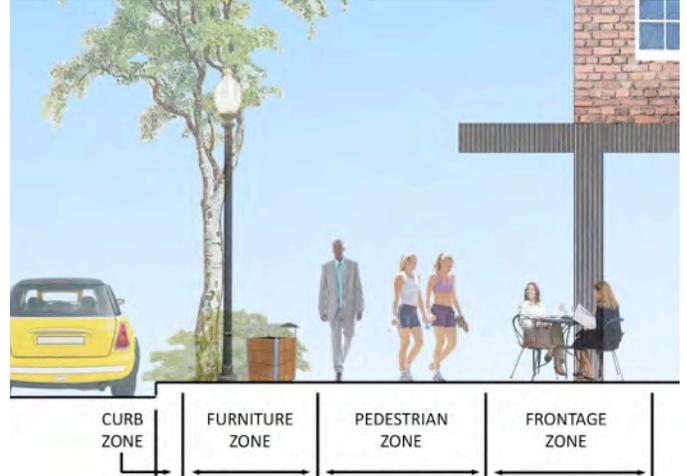
### For curbside placement

- » For safety and access a two foot clear zone from the curb line must be maintained (measured when chairs and tables are occupied)
- » Wait staff must not block the pedestrian walking space when taking or delivering orders
- » No portion of an outdoor seating area can be located within 10 feet of designated bus stop, taxi stand, traffic signal, crosswalk, pedestrian curb cut, or active loading zone

### Orientation of the seating area

To facilitate circulation, the edges of the seating area must, to the greatest extent possible, be arranged:

- » Along straight lines
- » Parallel to curb lines or building faces



The "four zone" system for allocating sidewalk space.



Outdoor seating using both the curbside furniture zone and the frontage zone.

## Delineation of the Seating Area

The location and the extent of the seating area are delineated using a variety of barrier materials. All outdoor seating areas must be located within a physically-delineated extent that matches the area identified in the establishment's application; operation of the outdoor seating area outside of the delineated area is not permitted.

### Means of delineating the seating area

Several approaches are available for demarcating the area of the outdoor seating space:

- » Fences (attached and freestanding)
- » Planters and hedges
- » Stanchions and rope
- » Semi-permanent tape (at each corner of the area and at every eight feet along its length)

Some materials are not permitted for use in delineating the seating area. These include:

- » Chicken wire (metal) or plastic fencing
- » Paint
- » Cardboard, paper or non-durable materials
- » Construction cones or construction fencing

Types and description of the proposed materials are to be submitted as part of the permit application for the City's review.

### Height of the delineation barrier

Barriers or fences used to mark the outdoor seating area must be 3 feet high or less. When using vegetation (trees or shrubs) in planters, the maximum height of the vegetation and planter combined must not exceed 6 feet while the planter itself should be 3 feet or less.



Stanchions used to delineate eating area along a public sidewalk.



Seating area without physical barrier along a public sidewalk.



Planters along a public sidewalk.

## Furnishings

### Tables, chairs, umbrellas

- » Furniture must be constructed of durable materials, including wood (teak or similar) or metal
- » Umbrella bases, canopies and structure must be generally contained within the outdoor dining area
- » Umbrellas are allowed to minimally encroach over the public walking area, but should maintain a minimum height clearance of 6.5 feet when overhanging the public walkway
- » Sandwich boards or menu stands must be located within the approved outdoor seating area
- » All furnishings must be well maintained and kept in good condition



*Metal chairs and umbrellas outside a restaurant in St. Paul.*

### Attachment

- » No permanent attachments to the public sidewalk or other public improvements are permitted
- » Existing public street furniture, such as benches, planter boxes, kiosks, and trash receptacles can only be moved with previous City approval; removal or relocation will be at the applicant's expense

### Outdoor heaters

- » Heaters using electricity or LP (liquefied petroleum) gas can be used to heat outdoor seating areas
  - Use of LP gas for use in any form of heating device must be identified in the permit application and meet City regulations



*Outdoor heaters can run on electricity or LP gas. Image: LP gas heater in Vancouver, Canada. Image courtesy of CHW.*

# A.4

## Wayfinding Plan



### Purpose

A wayfinding system is a comprehensive network of signs, monuments and markings that provide information about destinations and routes in a community. Wayfinding helps visitors and residents to easily find important commercial, employment, and recreation destinations in a community.

A wayfinding system will be particularly important for the City's Downtown District as it will help facilitate connections for visitors who wish to explore local assets, routes and destinations while at the same time helping to establish Downtown's unique identity and sense of place.

## General Considerations

A comprehensive wayfinding system (unified through consistent branding and design) will make it easier for residents, commuters, and visitors to find destinations, amenities and attractions in Downtown Rogers and nearby destinations.

This coordinated system of informational signs and structures will improve the movement of pedestrians, bicyclists and motorists by providing a mode-specific system that improves ease of circulation, offers efficient connection with desired destinations, and works as part of an integrated effort to develop a unique and recognizable identity for Downtown.

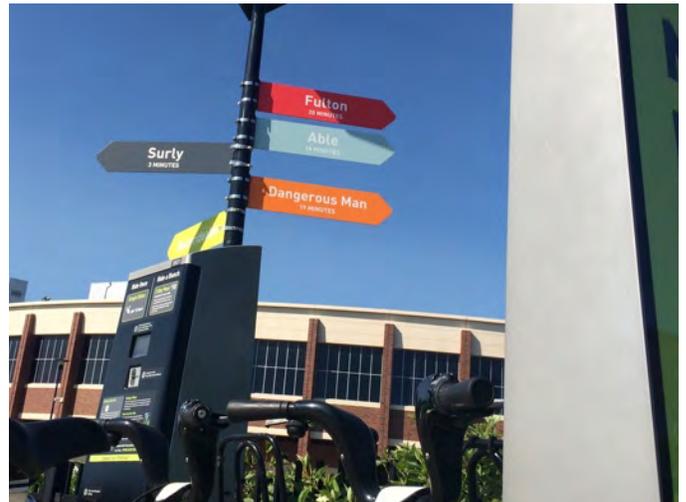
The Downtown District’s comprehensive wayfinding signage system will work in concert with other initiatives described in the Downtown Plan to foster a sense of place in the Downtown, enhancing the experience for residents, commuters, visitors while efficiently connecting its users to the destinations they seek and supporting their discovery of new ones.

### Goals

- » Develop a vehicular, bicycle and pedestrian wayfinding system for the District
- » Develop a wayfinding system that will respond to and contribute to the overall identity of the City
- » Provide signage that will direct visitors and residents to key Downtown destinations, nearby parking lots, key City amenities, and parks
- » Reduce visual clutter and provide consistency for City signage
- » Promote walking and bicycling, and “park once” strategies as the preferred ways for navigating and enjoying Downtown Rogers



*Gateway / monument sign welcoming visitors to City Center, Plymouth’s downtown district.*



*Directional sign at University of Minnesota campus orienting visitors and bikeshare riders to nearby restaurants and breweries.*

## Wayfinding Structures

It is recommended that the Downtown District's comprehensive wayfinding system include the following structures and sign types:

- » District Entrance Signs
- » Monument Signs
- » Directional Signs
- » Kiosks

### District Entrance Monuments

A monument is a built structure (generally of brick, stone, or other durable materials) that provides a clear sense of arrival into a district and helps to establish and reinforce its character.



*Potential placement for a District Entrance Monument for Downtown Rogers from County Road 81 into Main Street.*

### District Entrance Gateway

A gateway uses the shape of a gate to communicate entry into a district. These structures are generally made of metal and prominently display the district's name to communicate its identity and provide a sense of arrival for visitors.

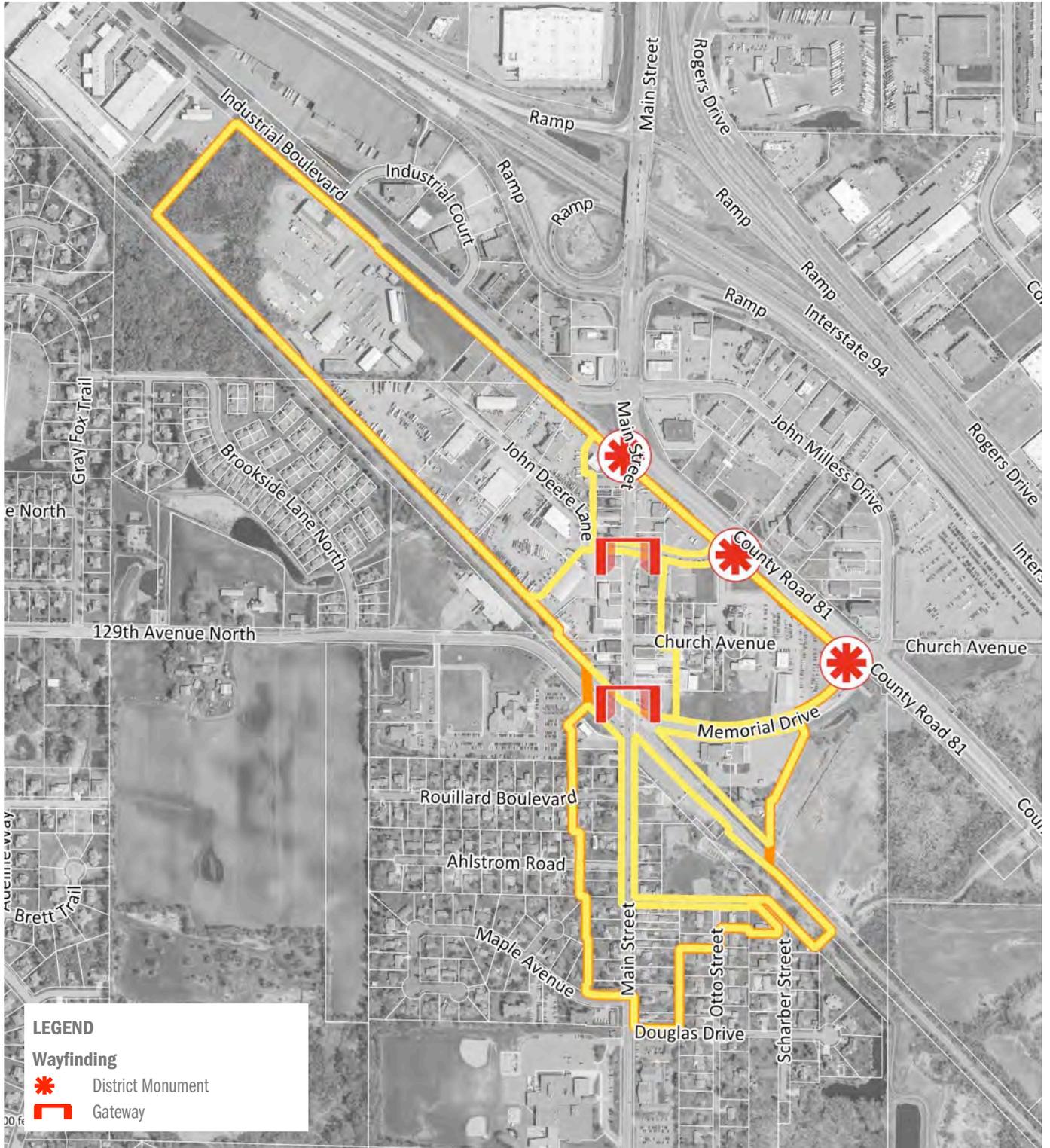
### Kiosks

Kiosks are smaller wayfinding elements that are placed at locations of specific importance or interest in a district, and communicate key information about historical or other assets as well as providing information about nearby destinations and recommended routes for reaching them.



*Potential placement and design for an Entrance Gateway into the Historic Main Street District.*

# Location of Wayfinding Structures



# A.5

## Main Street Streetscape Plan



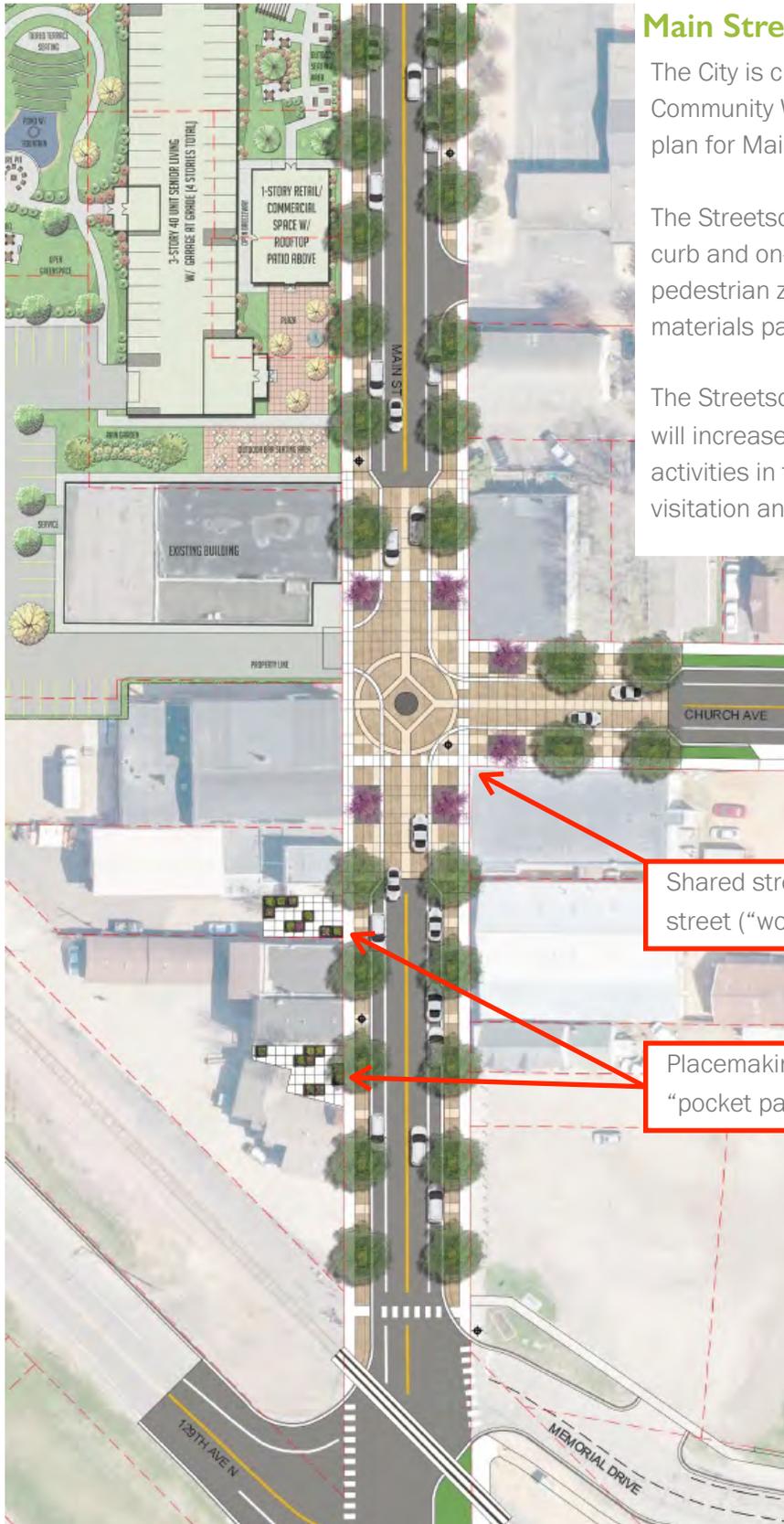
*The Streetscape Plan will enhance opportunities to host street festivals and activate public space in the district.  
Image courtesy of City of Maple Plain.*

### Introduction

The City is currently working with Hennepin County Community Works to complete a new streetscape plan for Main Street in Downtown Rogers. The **Rogers Main Street Streetscape Plan** will redesign Main Street from County Road 81 south to Rogers Elementary School.

A key goal for the streetscape plan is to create spaces for people and connect those spaces to businesses and residences in the downtown area. The plan includes new public spaces for downtown and other physical enhancements to improve and encourage pedestrian activity by calming traffic on Main Street.

The Streetscape Plan is a critical component of the Downtown Master Plan.



### Main Street Streetscape Project

The City is currently working with Hennepin County Community Works to complete a new streetscape plan for Main Street in Downtown Rogers.

The Streetscape Project will evaluate and propose curb and on-street parking locations and alignments, pedestrian zones and public gathering spaces, materials palette and other associated elements.

The Streetscape Plan will develop new spaces that will increase opportunity for activation and public activities in the Downtown District, increasing visitation and District vitality.

Shared street / Festival street ("woonerf")

Placemaking "pocket parks"

Future Main Street. Image courtesy of WSB.



*The new Main Street Streetscape will make important improvements for walkability in the District.*



*The new Main Street Streetscape will provide opportunity for hosting community events along Main Street.*

# A.5

## Toolkit for Downtown Activation



*Activation means inviting residents and visitors to enjoy the public realm. Image courtesy of Friendly Streets Initiative.*

### Introduction

Successful places connect people to their communities, and create opportunities for residents and visitors to enjoy a wide range of activities in a shared space. Public spaces that attract social interaction provide a strong sense of community identity and pride.

Placemaking, or re-imagining and enlivening public places as vibrant, healthy, interactive community centers, is a foundation for encouraging and supporting visitation and building a district's vitality.

### ACTIVATION GOALS

- » Foster a sense of place and community
- » Encourage improvement in the public realm
- » Improve connectivity and access
- » Preserve and improve the City's architectural heritage
- » Promote human-scaled and people-oriented designs
- » Improve economic vitality and quality of life

Effective placemaking is based on collaboration and community participation for the planning, design, management, and programming of public spaces.

Community outreach and education efforts coordinated by the City an/or allied organizations such as a Chamber of Commerce or Main Street Association can help build community understanding, improve the projects and their outcomes, and build an invested community of implementers for the pilot project and its more permanent implementation.

Many placemaking improvements can be done inexpensively and quickly by using “DIY” (“Do-It-Yourself”) or “tactical urbanism” techniques to quickly set up dynamic, accessible and customizable public places. These temporary improvements can lay the foundation for building long-term change.

## Key Resources

- » City of Minneapolis Parklet Program and Design Manual: <http://www.minneapolismn.gov/pedestrian/projects/WCMS1P-137752>
- » MnDOT’s Demonstration Project Implementation Guide: <http://www.dot.state.mn.us/saferoutes/documents/mndot-demonstration-project-implementation-guide-final.pdf>
- » Project for Public Spaces: <http://www.pps.org/reference/reference-categories/placemaking-tools/>
- » Tactical Urbanism 2: <https://www.cnu.org/sites/www.cnu.org/files/tacticalurbanismvol2final.pdf>



*Welcoming, people-centered places support a range of activities, from sitting, to people-watching, to socializing. Image courtesy of Project for Public Spaces.*



*A temporary traffic circle installed on a neighborhood street is an example of a “tactical urbanism” approach. Image courtesy of Santa Monica NEXT.*

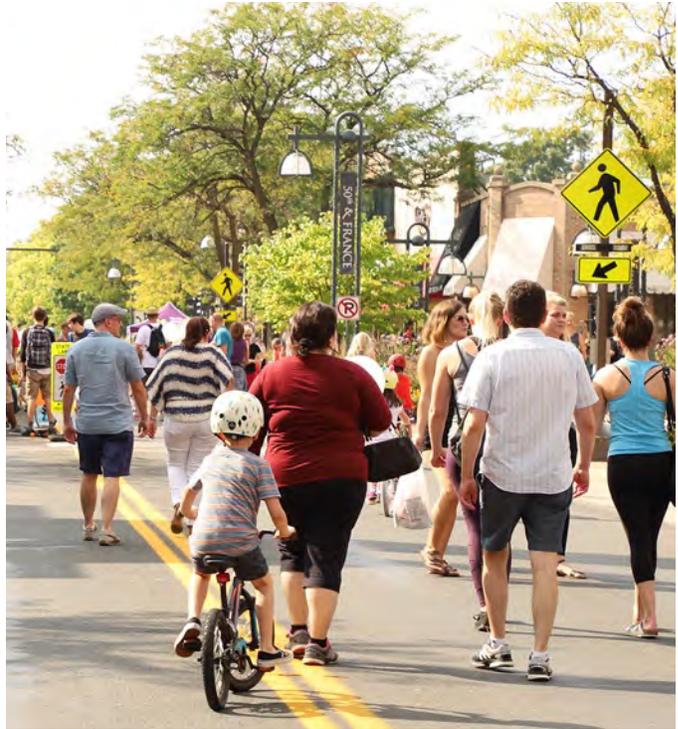
## What Can it Look Like?



Downtown Rogers is already a great place for convening. Image: Rockin Rogers and Lions Club of Rogers.



Parklets can help to inexpensively widen sidewalk and provide space for businesses and outdoor dining. Image courtesy of City of Minneapolis Parklet Program.



Events along principal streets in a community can help bring new visitors and activate local businesses. Image: Open Streets event in Edina, courtesy of City of Edina.

## Public Art Installations

Public art installations, including both permanent and temporary pop-up installations, can be used to bring people to public spaces that have been ignored or are changing. They help create interesting and colorful spaces that attract attention and contribute community pride and sense of place.

Public art installations support economic activity and community vitality by attracting visitors to commercial districts. They also help visitors orient themselves in a district, and can support wayfinding to parks, trails, transit stations and community destinations.

Installations can be permanent or seasonal, and can include sculpture, murals, and a variety of other media. Depending on the community's goals, the artwork can address the community's history and identity, respond to an issue, or be free-form artistic expression.

Community partnerships can help visualize the best approach for temporary installations. City organizations and business districts are often a source of funding along with other community partners. Importantly, the making of the art can also serve as a tool for community building, inviting a variety of people to participate in its creation and building their connection to that space.

### Resources

- » National Endowment for the Arts (NEA) Resources for Creative Placemaking: <https://www.arts.gov/artistic-fields/creative-placemaking/creative-placemaking-resources>
- » City of Austin TX Arts in Public Places: <http://www.austintexas.gov/tempo>



*Art installation at the Farmers' Market in Downtown Grand Forks, part of a larger arts and activation initiative throughout the City's Downtown..*



*Mural in the East of Downtown (EaDo) neighborhood of Houston, TX.*

## ■ Parklets and Pop-Up Streetscape Installations

Parklets are temporary sitting or outdoor dining spaces that are created by extending the sidewalk into the space used by one or two adjacent parking spaces. Parklets help re-imagine a street's human environment, and contribute to a district's sense of place by provide amenities and additional space for pedestrians as well as new opportunities for accommodating restaurant or business patrons.

Parklets can be temporary pop-up installations that are intended to be used for just a single day or for an entire season and even years.

Many cities in our region, including Minneapolis, now support the development of parklets in key commercial districts throughout the summer season (generally from April to October).

Parklets add more vegetation to the streetscape, and provide additional public space for visitors to sit, interact, and enjoy the street. A parklet is especially useful in locations where public space or seating is in short supply. Parklets can incorporate trees, hedges, planters and flower boxes, seating, tables, public art, and other elements.

### Resources

- » City of Minneapolis Parklet Program and Design Manual: <http://www.minneapolismn.gov/pedestrian/projects/WCMS1P-137752>
- » San Francisco Parklet Design Manual: <http://pavementtoparks.org/parklets/>



*Parklet used for additional outdoor seating spaces for a coffeshop. Image courtesy of City of San Francisco.*



*A parklet along a commercial street. Diagram courtesy of City of San Francisco.*

## Open Streets

Open Streets are community events that temporarily close automobile traffic in one or several main streets in a community for one day - and that invite users of all other modes (walkers, bicyclists, skaters and more) to freely travel and have fun along that same street.

Open Streets events offer residents the opportunity to enjoy a public space (the street) to which they have limited access in all other days, and to experience a part of their City in a new way.

Food vendors, music and bands, community information booths, and multiple fun activities are provided along the Open Streets route. The events are free, family-friendly and welcoming for all. Local businesses have prominent participation and gain many new customers during the events.

In addition to walking and biking, common activities include yoga, basketball, zumba, roller skating, performance art, chalk art, martial arts demonstrations, rock-climbing, bike repair, and musical performances, among others.

Open Streets have gained in popularity in the US over the last ten years. The first Open Streets event in our region took place in Minneapolis in 2011. Large-scale events now regularly take place in Minnesota as well as other cities in the country.

### Resources

- » Open Streets Minneapolis: <https://www.openstreetsmpls.org>
- » Open Streets Toolkit: <https://openstreetsproject.org/open-streets-toolkit/>



*At an Open Streets event along Minnehaha Avenue, in Minneapolis.*



*Piloting new bike facilities in Downtown Hopkins during the City's Open Streets event.*