

## CHAPTER 5: HISTORIC VILLAGE FRAMEWORK PLAN

### INTRODUCTION

The purpose of this chapter is to update and build upon the 2004 Historic Village Area Guide Plan and goals and policies established through the 2008 Comprehensive Planning process. This plan establishes a more illustrative framework plan to guide future growth of public and private development, as well as to foster an economically viable Village and focus for the community. This 2008 update builds on the 2004 Plan by reinforcing the intent of the design principles and illustrating a plan consistent with the vision of the community. (See Figure 5.1)

The 2004 Historic Village Area Guide was the result of a long range planning effort by the City of Dayton and residents to revitalize the early settlement of the Village of Dayton. The intent was to promote commercial and residential redevelopment that is sensitive to the scale and character of the existing Historic Village and its surroundings. The resultant detailed policy, ordinance changes, and development guidelines act as important tools to serve this end and should be adopted as a part of this 2008 Comprehensive Plan Update and used as a reference for more detailed background.

Figure 5.1

HISTORIC VILLAGE FRAMEWORK PLAN



## GOALS AND POLICIES

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The City of Dayton worked with citizens to develop land use goals and policies. The goals and policies are the foundation of the plan, as they define what the community should look like in the future. The City's Future Land Use Plan is based on these goals and policies.

### HISTORIC VILLAGE

**Goal 1:** Create an implementation plan for revitalization of the Historic Village so that it can become a key Dayton focal point.

**Policy 1:** Promote a range of land uses and activities including commercial, residential, service, office, and public spaces to rejuvenate the Village.

**Policy 2:** Update and utilize the existing Historic Village plan as the design guidelines for redevelopment and new development within the Village.

**Policy 3:** Develop a strategy to rehabilitate, replace, and/or remove buildings that have deteriorated and detract from the general attractiveness of the area.

**Policy 4:** Identify significant historic buildings and/or sites and implement appropriate historic preservation methods.

**Policy 5:** Promote a mix of new commercial/retail and residential uses to the Village area.

**Policy 6:** Identify and plan for a new park and riverfront access or other public gathering areas.

**Goal 2:** Define the actual need, best location, and design criteria for on-street and off-street parking within the Historic Village.

**Policy 1:** Coordinate the planning of all parking facilities within commercial areas to conserve land, allow joint utilization, and provide appropriate loading and unloading facilities.

**Policy 2:** Encourage safe and attractive parking lots that include landscaping, lighting, and hard surfacing.

**Policy 3:** Create a pedestrian/bike friendly trail and sidewalk system within the Village and connections to the Village.

**Policy 4:** Create and implement a comprehensive streetscape system in the Village with decorative lighting, landscaping, sidewalks, boulevards, and parking areas.

## FLEXIBLE DECISION-MAKING FRAMEWORK

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The approach to this 2008 Plan is to provide a flexible decision-making framework and urban design principles to guide decisions related to the location of public institutions, private developments, street improvements, and other physical improvements to the Historic Village.

As stated in the 2004 plan, the Historic Old Village area of Dayton is unique in that it is an established neighborhood of residences, business, and institutional uses. Rivers bound the area on three sides and County Road 12 and Robinson Street goes through the middle of the Village. Sanitary sewer and municipal water were recently installed, many streets were rebuilt, and sidewalks were added.

The majority of the Village was originally platted in the late 1800's with 6,000 square foot lots (40' x 150'). Today, approximately 30% of those parcels are occupied by structures leaving approximately 70% as vacant. Because the Village area was built with private septic systems, most residents own multiple parcels with structures, typically with the house and accessory buildings on only one of the parcels. Given the recent access to sewer and

water utilities and the number of vacant lots, new development and redevelopment are likely.

### **DESIGN PRINCIPLES**

The design principles, along with the goals and policies, serve as a foundation on which the Historic Village Framework Plan is based. These traditional town planning principles contain urban design components that are essential to foster a viable and livable community. Traditional villages and small towns are characterized by a compact building pattern that strongly delineates street corridors and creates a comfortable pedestrian scaled environment.

#### **Principle 1 – Develop a Diverse Critical Mass of Activity with a Compact Mixture of Uses**

- The ultimate success of the Historic Village will be achieved by identifying expectations and capturing the opportunities available in the market.
- Stimulate market synergy by concentrating office, retail, and residential, civic, and cultural uses within a walkable distance.
- Integrate the projected commercial, office, civic, and residential uses into the framework plan in a manner which will maximize the potential for market synergy and to reinforce the urban design, redevelopment, and economic development objectives.

#### **Principle 2 – Define a Framework and Hierarchy of Open Spaces and Linkages**

- Re-focus commercial, residential, and infrastructure development efforts to improve connectivity between the Mississippi River, Robinson Street, and the Crow River while protecting the Rivers' environmental features.
- Provide parks and trails for a variety of recreational uses and community gatherings.
- Create pedestrian friendly linkages within a five to ten minute walking distance of the Historic Village.

#### **Principle 3 – Community Character and Place Making**

- Define those unique qualities of history, setting, and regional architecture, which contribute to the character of the Historic Village. These elements should be reinforced through architecture, public realm improvements, design standards, and promotional strategies to foster a genuine and memorable place.
- Develop and enforce strict development standards for new building construction, streetscape, landscaping, and signage.
- Reinforce traditional town planning and place-making principles by requiring building placement to shape streetscapes and open spaces within the Village.
- Reinforce the Historic Village character to create a heart for the community and build economic value over time.

#### **Principle 4 – Integrate a Network and Hierarchy of Streets**

- Foster a more walkable place by balancing pedestrian and vehicular needs within the street corridors.
- Improve on-street and off-street parking capacities through redevelopment efforts to assist with access, mobility, and traffic flow.
- Define a hierarchy of streetscape treatments for approach routes, and commercial and residential streets.

#### **Principle 5 – Environmental and Economic Sustainability**

- Integrate the principles of smart growth, urbanism, and green building to create a sustainable and viable redevelopment plan.



## FRAMEWORK PLAN

The Framework Plan is intended to guide future growth of public and private development in the Historic Village, as well as improvements to the public realm that may be integrated into a mutually supportive plan. The Framework Plan illustrates the intent of the design principles and, if followed, ensures that future development will be consistent with the vision of the community. (See Figure 5.1 – Historic Village Framework Plan)

The primary elements of the framework plan are as follows:

### CORE HISTORIC VILLAGE DISTRICT

The Historic Village core is nicely contained on the northeast and south by the Crow and Mississippi Rivers. The east boundary is defined by the river bluff and County Road 12. This district has remnants of a more compact small town development pattern and older buildings. The Village contains smaller scale structures which contribute to a more intimate neighborhood feeling. New development and

redevelopment should complement that scale and support the neighborhood character. (See Figure 5.2 – Historic Village Concept Plan)

The framework plan illustrates a concentrated mixture of uses, primarily along Robinson Street as well as residential and civic uses within a five minute walk of the intersection of Baxter Avenue "Parkway" and Robinson Street.

St. John's Church forms a powerful entrance element at the high point of County Road 12, as well as, the primary architectural icon of the Historic Village. Future land uses, open spaces, and streetscape should reinforce this quality. Gabled or terraced roofs should also be considered for buildings in this location to buffer views to rooftop utilities and to improve the entrance from the south.

Design guidelines for this district should include mixed-use commercial buildings and medium to higher density residential building types that reflect

Figure 5.2





a village character through building massing, roof forms, and materials. Higher density housing may come in many different forms. The framework plan illustrates conceptual footprints of only a few. Building types may include two to three story apartment flats, condominiums, row houses, townhouses, live-work buildings, auxiliary buildings, mixed-use buildings, and various senior housing types. Future buildings on the east end of Robinson Street need to consider the views from vehicles as drivers descend into the Village.

### **ROBINSON STREET**

The framework plan recommends emphasizing Robinson Street's role as the primary pedestrian scaled commercial street. The combination of compact mixed-use infill buildings built to the right-of-way, more businesses that serves the community needs, and an improved streetscape will reinforce Robinson Street's role as the community "main street." (See Figure 5.3 – View South Along Robinson Street)

**Figure 5.3**

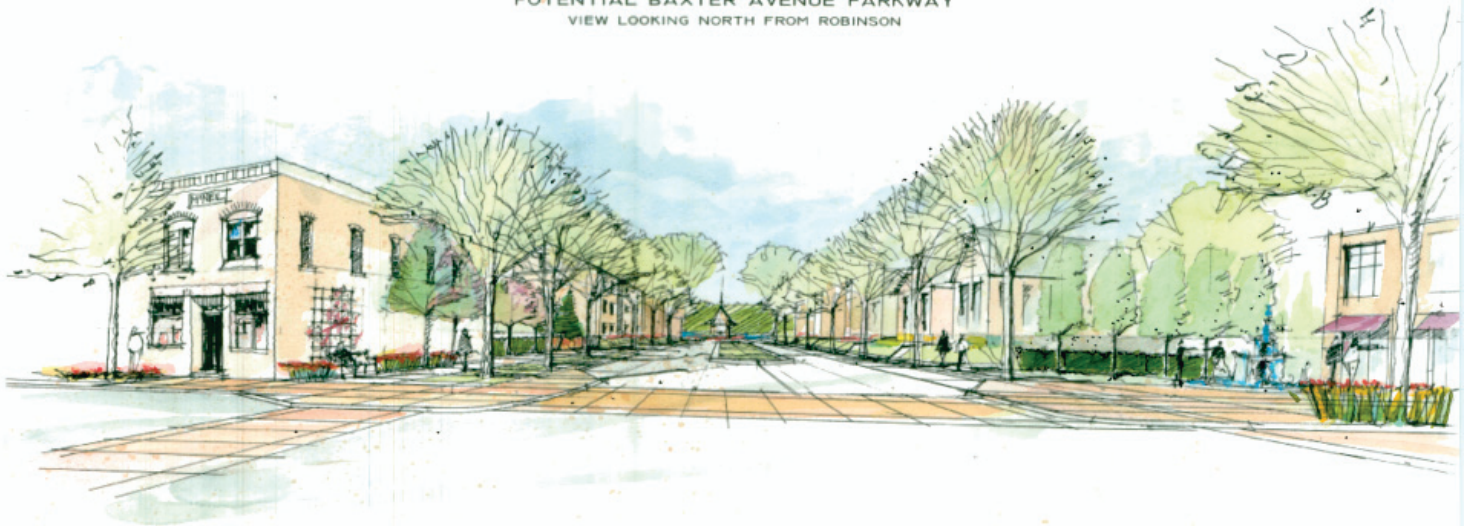
**VIEW SOUTH ALONG  
ROBINSON STREET**





**Figure 5.4**

POTENTIAL BAXTER AVENUE PARKWAY  
VIEW LOOKING NORTH FROM ROBINSON



### **BAXTER AVENUE "PARKWAY"**

The framework plan recommends incorporating a median and wide pedestrian promenade along Baxter Avenue "Parkway" to create an open space amenity that connects the main street businesses and residents to the Mississippi and Crow Rivers. The parkway will also provide a direct connection to the proposed community gathering space at Crescent Park on the Mississippi and the proposed pedestrian foot bridge at the Crow River. Treatments may include boulevard trees, distinctive lighting, entry monuments, landscaped medians, and directional signing. (See Figure 5.4 – Potential Baxter Avenue "Parkway")

### **VILLAGE SQUARE**

A small town square is suggested at the northeast corner of Baxter Avenue "Parkway" and Robinson Streets. A park in this vicinity would provide an amenity for Historic Village residents and patrons and a small gathering space in the commercial district for small community events. The park will also reinforce the Baxter Avenue "Parkway" open space spine.

### **MISSISSIPPI CRESCENT PARK**

An expanded open space and community gathering area on the Mississippi River is suggested in the framework plan as a focal point at the north end of Baxter Avenue "Parkway". This park may be created by realigning Levee Street into a crescent shape and widening the current open space. This park will add to the system of amenities needed to attract and retain residents and businesses in the Village area.

### **PARKING**

To foster a village character, the framework plan illustrates shared off-street parking areas behind and to the side of mixed-use buildings along Robinson Street. The use of shared parking and cross access and circulation easements between lots are important options for addressing future parking needs within the core Village area. As redevelopment occurs and the Robinson Street commercial corridor is reinvigorated, options for off-street commercial parking will have to be considered. A combination of private and public parking lots and easements is a most likely scenario.

The framework plan also illustrates on-street parking on most of the Village streets. On-street parking should be incorporated into the requirements for each business and residence to encourage efficient use of the land and to reduce the amount of needless impervious surface.

Underground parking should be encouraged for multiple residential and mixed-use buildings. The feasibility of a municipal parking structure is unlikely in the short or mid terms. However, a public surface lot should be designed to accommodate a parking structure in the future if the need should ever arise. The framework plan illustrates this space on the north side of Robinson Street at Dayton Avenue.

## HOUSING CHOICES

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Village housing consists almost entirely of single-family detached style structures. The City recognizes the need for a flexible approach to housing and the need for a variety of housing types. The framework plan illustrates the introduction of more choices to meet the life cycle housing needs of residents within the Historic Village including senior complexes, condominiums, apartments, and townhomes. Higher density residential uses are illustrated within the blocks north and south of Robinson Street fronting on the Baxter Avenue "Parkway," Crescent Park, and other open spaces.

### ROUNDBOUT AT EAST GATEWAY

A roundabout is proposed at the intersection of County Road 12 and Robinson Street to signal to motorists that they are entering the special Historic Village District. The intent is also to calm traffic within this segment, reduce the perceived scale of the street, and simplify turning movements.

### WEST GATEWAY ELEMENT

A thematic gateway element is proposed at the bridge at the west end of the Historic Village. The design of this gateway element may include trail heads with wayfinding components, public art, or monuments to welcome visitors to the City.

## PARKS, TRAILS, AND OPEN SPACES

The proposed plan illustrates an integrated network of trails connecting the Historic Village to the banks of the Crow and Mississippi Rivers, Slab Town, Goodin Island, surrounding open spaces, neighborhoods, and planned regional trails. The plan also illustrates natural features that make Dayton unique and should be protected to provide space for wildlife habitat, parks, and trails.

### CROW RIVER TRAILS AND OPEN SPACES

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The framework plan illustrates a trail connection along the entire Crow River shoreline within the Historic Village District. Given the privatization of

the majority of the frontage, some of these segments will be more feasible in the short term than others. However, the City does own shoreline at the ends of all the street rights-of-way and along the senior center. These are vital connections to the river to retain and to interconnect in the future.

A pedestrian bridge is suggested at the south end of the Baxter Avenue "Parkway" open space spine to link Slab Town to Robinson Street, Crescent Park, and the Mississippi River. A potential riverfront park is suggested on the steep and wooded property just to the west of the pedestrian bridge on the south shore of the Crow River. This park would help preserve the slopes and woods on the Slab Town side of the river.

## STREETSCAPE HIERARCHY

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The quality and character of streets and streetscape elements have a great deal to do with shaping the Historic Village character. A comprehensive streetscape system for the Village should be considered to reinforce the City's policy to strengthen the appearance of the City's gateways and key transportation corridors.

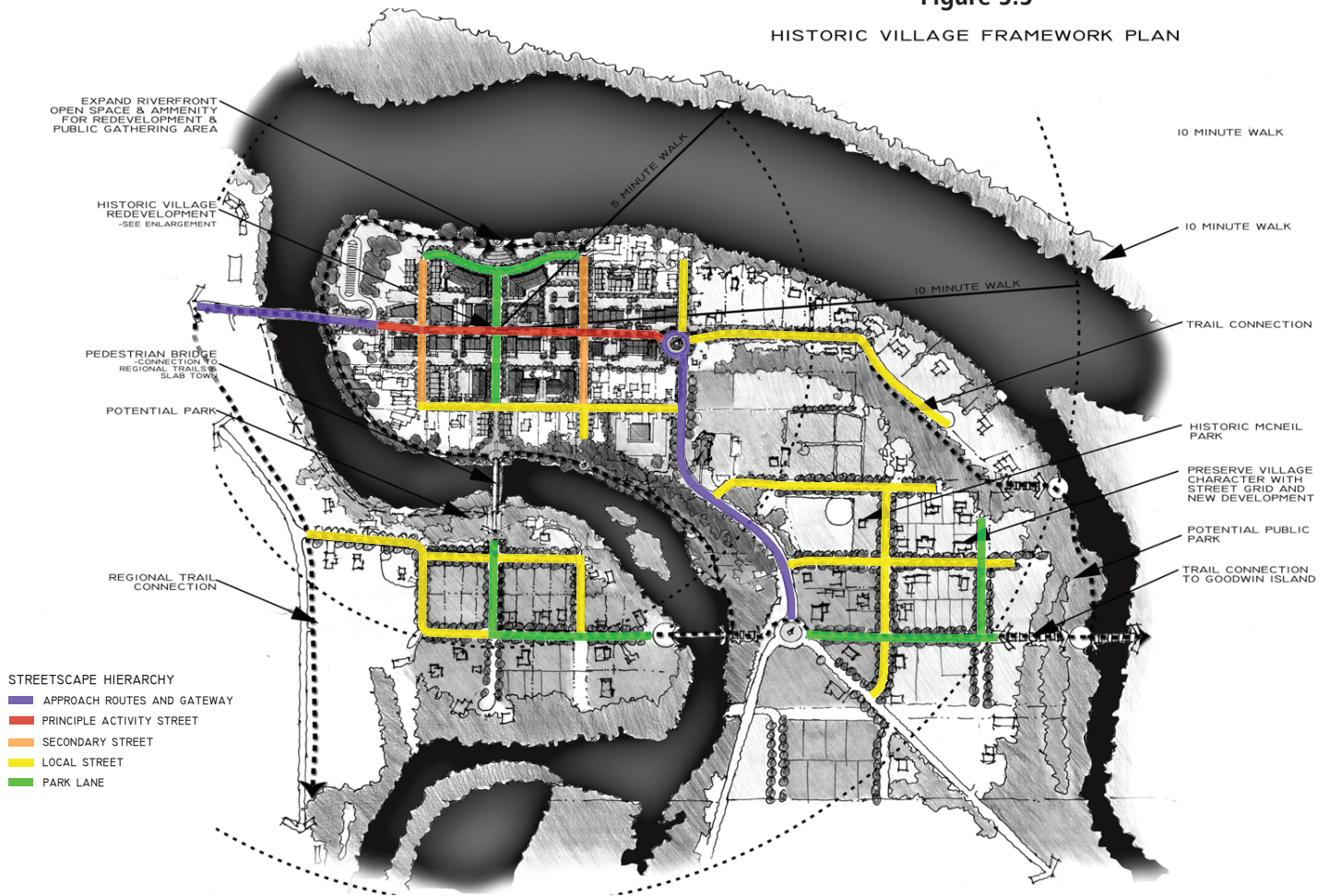
A hierarchy of streetscape treatments is recommended to strengthen the Village character and to respond to various street functions. The hierarchy of streets is illustrated on Figure 5.5 – Historic Village Framework Plan, Streetscape Hierarchy and is defined as follows:





Figure 5.5

# HISTORIC VILLAGE FRAMEWORK PLAN



## Approach Routes and Gateways

This category includes the segment of Dayton River Road from Brockton Avenue to Division Street. The streetscape treatment in this segment should signal to motorists that they are entering the Historic Village district. Every attempt should be made to calm traffic within this segment and to reduce the perceived scale of the street. Treatments may include boulevard trees, distinctive lighting, entry monuments, and directional signing. St. John's Church forms a powerful entrance element at the high point of County Road 12, as well as, the primary architectural icon of the Historic Village. Future land uses, open spaces, and streetscape should reinforce this quality. Gabled or terraced roofs should also be considered for buildings in this location to buffer views to rooftop utilities and to improve the entrance from the south.

## Principle Activity Street – Robinson Street

Robinson Street serves as the core retail, business, and cultural heart of the Village. This street should include on street parking and receive the most intense streetscape treatments. Traffic calming tactics such as street bump outs, additional stop signs, and designated crosswalks that utilize contrasting paving surfaces and expanding the trail network will help to control traffic and increase the ease and range of pedestrian circulation.

## Secondary Activity Streets

This category includes the entire cross streets within the Village that provide linkages between the neighborhoods, parking lots, and Robinson Street businesses. These streets will be treated with a moderate use of streetscape elements including tree lined boulevards, distinctive lights, and parallel parking bays defined by curb bumpouts, parking lot buffers, distinctive paving, and wayfinding elements.



### **Local Streets**

These streets serve as the neighborhood linkages to Historic Village and are primarily residential in character with sidewalks, tree lined boulevards, and street lighting.

### **Park Lane**

This is a small scale street with narrow lanes, generous tree lined boulevards, distinctive lights, and parallel parking bays defined by curb bumpouts. This category includes Levee Street which connects the parks along the riverfront.

## **PALETTE OF STREETScape AMENITIES AND ARTWORK**

A flexible palette of streetscape elements including pedestrian scaled lighting, benches, paving, and other street furnishings should be considered to be used within the public realm not only along Robinson Street but also along the cross streets and pedestrian linkages to create a memorable district within the City. Public art created by local or regional artists should also be considered to enrich the streetscape. These pieces should emphasize unique aspects of the City's history, icons, people, ecology, and spirit of the place, and could be incorporated into the design of gateways, district monuments, medians, wayfinding system, and gathering places.

## **IMPLEMENTATION STRATEGIES**

The best plans are of little value if they are not implemented. Implementation of the opportunities outlined in this document is dependent on proactive leadership of the community and an orchestrated collaboration between City officials and departments, county and regional governing authorities, the business community, civic organizations, property owners, and developers.

## **REDEVELOPMENT PRINCIPLES**

The approach to redevelopment of the Historic Village Plan area involves four interdependent principles that lay the foundation for long term successful community based economic and physical redevelopment. The four components include:

- Design and Planning Tools,
- Public Improvements
- Redevelopment Strategies
- Community Organization and Promotion

Following is an outline of these principles and associated recommendations. An outline of the associated actions steps and responsible entities follows each of the four components of the strategy.

### **DESIGN AND PLANNING TOOLS**

A primary goal of the framework plan is to create a "sense of place" and an attractive focus to the City of Dayton. The design of the streetscape, buildings, signs, open spaces, and landscaping must all work together to reinforce a strong, cohesive, and memorable identity. This section focuses on establishing the design and planning tools recommended to foster a built environment that reflects the values and expectations of the participants in this planning process.

**Amend the Zoning Ordinance** – If it has not been done already, adopt the recommendations, proposed ordinance revisions, and development guidelines defined in the 2004 Historic Village plan be codified into a new Historic Village Plan Zoning District.

**Expand the Mixed Use Land Use Designation** – Expand the mixed use land designation to conform to the 2008 Comprehensive Plan and to provide more flexibility for redevelopment in the Historic Village area.

### **Public Improvements**

The public improvements associated with the overall vision will act as a catalyst for reinvestment and represent a positive step toward ensuring a vital long-term business climate and livability for the Village. This section includes action steps that should be considered to integrate the improvements into an ongoing revitalization and community building strategy and to gain the most benefit from streetscapes, parks, and other public amenities.

**Coordinate Objectives with All City Departments** – The planning, engineering, and inspections departments, as well as a potential advisory group, should refer to the guidelines and associated public/private improvements and amenities when reviewing individual development proposals within the study area. Each proposed development should comply with the guidelines, reinforce the desired character of development, and contribute to creating a cohesive, pedestrian friendly, memorable, and economically viable place.

Developers should work with City Staff and refer to framework plan and guidelines prior to generating design concepts, in order to better understand the overall goals of the community and how their property fits into the context of the framework plan and expectations for public/private amenities.

The guidelines for site planning, building placement, parking lot edge treatments, and landscaping should be referenced during the site design phase of the project. Developers should also discuss the options for their particular site with City Staff to determine what streetscape or park amenities will be constructed as part of the site redevelopment or a larger public improvement project. Collaboration with existing property owners should occur at all stages of the planning.

**Place Projects in the Capital Improvement Plans** – City departments should refer to the components in the Framework Plan to coordinate, design, and budget for capital improvements and to define public/private partnerships to finance and maintain public realm improvements. City departments should refer to the schematic designs for the individual areas as a basis from which to develop more detailed plans for construction.

**Coordinate Staging and Funding with Hennepin County** – The City should share the redevelopment objectives with the county and determine schedules for street improvements and potential funding sources.

**Coordinate Staging and Funding with Redevelopment Projects** – Each major development parcel has street and/or park frontage that will be

phased in as the parcel develops. A determination of which improvements are public versus private and where the funding comes from will have to be made for each amenity.

**Define a Palette of Public Streetscape Amenities to be Used Throughout the Historic Village** – A variety of streetscape elements including pedestrian scaled lighting, benches, paving, and other street furnishings should be used within the public realm not only along Robinson Street but also along the cross streets and pedestrian linkages to create an identifiable and distinct district within the City.

**Define a Maintenance Strategy for Each Project** – The long term maintenance tasks and associated costs are a critical consideration for the success of the public amenities. A strategy should be created that defines a funding source, such as a special maintenance assessment district that assigns responsibility for maintenance of the various streetscape or park components. Responsibilities may be delegated between the City Staff, Hennepin County, property owners, volunteers, or a private contractor.

### **Redevelopment Strategies**

Phasing of redevelopment is a dynamic process and somewhat dependent on the issues and timing associated with each property and business. If the City is proactive in making redevelopment occur, as recommended by the Task Force, and is prepared to seize opportunities as they are presented, then the City can exercise more control over its future. To benefit all of the stakeholders, residents, businesses, and investors, the Historic Village Plan Area must have a solid economic foundation. It is important that any redevelopment serves to strengthen the economic viability of the area to ensure its competitiveness into the future.

## **RECOMMENDATIONS**

In order to maintain a solid economic base and to be prepared for changing market conditions and potential redevelopments, a long term strategy should be considered. The strategy should include the following:



- **Redefine Redevelopment TIF District** – An important step in the process of redevelopment is to establish a Redevelopment District and one or more Tax Increment Financing Districts.
- **Assemble Parcels Where Possible** – The City should work with individual property owners to enable the City to have the first right of purchasing parcels in the redevelopment district. This will give the City more control over assembling parcels where possible and the type of redevelopment to occur on each site
- **Define a Redevelopment Strategy for Assembled parcels** – Each parcel has a unique set of ownership, physical, financial, phasing, and other development parameters. The City should work with property owners, financial consultants, and legal and engineering staff to refine building and site value assessments, development proformas, and the City's role in redevelopment, financing, acquisition, and marketing of each site.
- **Solicit Development Proposals** – The City Staff working with its financial consultant and potential advisory group should begin the process of soliciting proposals from developers for each site. This will entail defining the City's role in the redevelopment of each site, writing a request for proposals, selecting a preferred list of developers to submit proposals, and defining a process for final selection of the developers and preparing development agreements.

## OTHER CONSIDERATIONS

- Provide current businesses with tools and the environment to sharpen their competitiveness.
- Define business retention and recruitment issues.
- Provide the City with tools to recruit new businesses and institutions to diversify and promote a solid economic base.
- Establish tenant improvement incentives and low interest loan programs for buildings, signs, and site improvements.

## COMMUNITY ORGANIZATION AND PROMOTION

No revitalization effort can succeed without a strong organization to support and guide it. The redevelopment strategy should build public/private partnerships and consensus among all the important players, bankers, civic groups, government, merchants, and individual citizens to ensure that the redevelopment benefits from a community wide vision of the future.

Currently, there are no civic organizations and/or public bodies involved in the management, promotion, and economic development of the Historic Village Plan Area. Organizing a diverse group of people to achieve the work tasks, build public/private partnerships, foster ongoing leadership, program events and promotions, and provide a voice for the area will be the key to long term success.

## COMMUNITY ORGANIZATION

### SHORT TERM RECOMMENDATIONS

Within the next year it is important to maintain the interest and momentum that was generated as part of the planning process and to establish the organizational and planning tools to foster involvement over time. These short term steps include:

- **Establish Advisory Group** – An “advisory group” should be appointed by the City Council that is committed to the Historic Village Plan Area and whose mission it is to see that redevelopment occurs according to the goals and objectives of the plan, to act as an advocacy group for the area, and to coordinate promotional campaigns and small projects.

The Advisory Group should consist of 10 to 15 representatives of the original Historic Village Plan Task Force, existing property owners, City of Dayton Planning and Public Works staff, City Council and Planning Commission, area businesses and residents.

- Establish Action Committees – This group could be an “umbrella” organization that orchestrates smaller committees to implement the plan objectives. The advisory group should be broken down into subcommittees to initiate the action steps outlined in the areas of promotion, design, redevelopment, and special short term projects.
- Implement Simple, Short-term Seed Projects – Implement simple short term projects such as farmers markets and festivals to bring more interest to the area.

## **PROMOTION**

Successful redevelopment requires coordinated marketing projects. The businesses within the Historic Village Plan Area should present a welcoming, consistent image from simple graphics to sophisticated sales events and festivals. This approach gears the promotional campaign to take advantage of the unique businesses and parks and plazas designed to accommodate public events.

## **RECOMMENDATIONS**

- Establish Advisory Group Subcommittees to address specific projects including graphic design of banners and other promotional materials, flower plantings, and special events programming.
- Create a website, newsletter, or column in a local newspaper, and/or poster to educate and promote the framework plan and overall objectives.
- Establish annual special events such as coordinated sidewalk sales, farmers markets, art and music festivals, and fundraisers for improvements or maintenance.
- Celebrate all accomplishments.