



CITY OF
ROCHESTER
MINNESOTA

City Council Agenda
City Council - Study Session
January 23, 2023
3:30 p.m.

Attending and Viewing the Meeting:

View Meeting: Cable TV on Channels 180 or 188 (Spectrum), or Channel 80 (MetroNet).

Join via Zoom: <https://bit.ly/2OGnZYB>

Listen via Zoom: Call: 1-312-626-6799 Webinar ID: 912 4541 8192 Passcode: 162027

Vision, Principles, and Priorities for the City of Rochester

A. Presentation Items

- A.1. Soldiers Memorial Field Park Improvements**
- A.2. Affordable Housing Program Updates**
- A.3. Study Session Schedule**

ROCHESTER VISION, PRINCIPLES, AND PRIORITIES



Strategic Priority:
Affordable Living

Areas of Focus

- Housing variety and affordability
- Transportation options and access
- Equitable regulatory landscape and creative incentives
- Access to opportunities and amenities

Strategic Priority:
Economic Vibrancy and Growth Management

Areas of Focus

- Create clarity, alignment and unity with economic development partners in defining city leadership and community values
- Establish competitive and sustainable approach to effectively allocate DMC resources, Legislative allocations, and city revenue
- Develop implementation tools and strategies for Comprehensive Plan to ensure current decisions reflect future projections
- Adopt design guidelines that better reflect Council and community values

Strategic Priority:
Quality Services for Quality Living

Areas of Focus

- Cultural and Recreational opportunities that provide access and equity
- The organization and Services reflect changing demographics and needs identified by community
- Operations are sustainable, integrated, and easy to navigate
- Service delivery is optimized, cost effective, and reflect our Foundational Principles

In order to achieve these priorities, the Council has committed to a legislative and process structure that emphasizes **Strategic Governance and Inclusive Decision-Making**:

- Service delivery models consider partnerships where City is not always the leader
- Decision-making is informed by citywide communication and engagement strategy with Diversity/Equity/Inclusion (DEI) at the forefront
- Teammates create work plans/annual commitments aligned with Foundational Principles and Strategic Priorities
- Policy and operational actions reflect equitable community investment



REQUEST FOR ACTION

Soldiers Memorial Field Park Improvements

MEETING DATE:

January 23, 2023

ORIGINATING DEPT:

Parks & Recreation

AGENDA SECTION:

Presentation Items

PRESENTER:

Michael Nigbur, Consultant
Team and Co-Design
members

Report Narrative:

Consistent with the Park System Plan, the Soldiers Field Master Plan, and approval of the funding utilizing the Referendum dollars, we have embarked on a path to engage with our community through a modified co-design process whereby the community has guided the aquatics improvements contemplated for Soldiers Memorial Field Park along with the playground areas and west shelter. Discussions also briefly occurred regarding the basketball courts and the trail connections north and south.

This dedicated group of individuals representing various members of our community included: senior population, youth, LGBTQ+, immigrants, those from different cultures, nearby neighbors, biking community, swimming, physically diverse, cognitively diverse, and economically challenged. This group thoughtfully considered the needs, the desires of the community, the challenges, the competing space needs of other users, and funding necessary to support the project. The co-design process not only allowed community members the ability to participate along the entire spectrum of engagement, the co-design group was empowered to put forth this preferred plan.

The co-design process was coordinated by our consulting team including HKGI, a landscape and planning design firm; Ramaker, a design firm that specializes in aquatics, many of which are constructed across the U.S.; and Miller Dunwiddie, an architectural design firm known for historical design. Gill Design, a golf course architect with course designs across the Midwest, while they did not work with the co-design group directly, they reviewed the group's concepts and provided feedback to minimize golf impacts.

In the end, after a series of several hour meetings reviewing multiple plans, having discussions with their groups, debating nuances of various design components including how big the pool area should be, and weighing all of the information, they landed on a preferred plan for the community. The plan includes renovating the existing bath house, adding a second building for aquatic infrastructure and support services for pool operations, 50 meter pool space, large slides, both splash pad and wading pool area, the highly desired lazy river, and a large deck space. The plan also contemplates replacing the current trail, and a new west shelter, restroom area, and nature play which the co-design group preferred to place near the pool. While this plan does have some slight impacts on the golf course, the impacts are significantly less than the master plan contemplated. Golf impacts anticipated from this plan include shifting of Tee No. 3, some minor impacts associated with grading the trail for the area around Green No. 4 and possible Tee No. 5. There is an option to adjust a part of Tee No. 1 but it is not required at this time.

The staff's commitment to review a no golf option and co-design group's knowledge that there is significant opposition by the golf community for any golf impacts, pushed a review of a very limited golf impact. While even though the greater community was accepting of golf changes, the co-design group chose to put forth an alternative to their preferred plan to make sure an aquatics project does advance. This alternative provides the Council an option to have even less impact. This alternative keeps the aquatics and trail the same but shifts the shelter, restroom, and nature play to the west side of Gibbs Drive and south of the playground. This preferred alternative does have a slightly higher cost, primarily due to additional sewer line construction and additional parking space construction. Other slight impacts for the south trail remain the same.

Overall, the aquatics and the adjoining trail are fitting snugly into what space is available, compromising on some aesthetics for the aquatics in exchange to limit the golf impacts. The co-design group, also understanding the funding constraints, does wish to support this plan that is currently more than the current \$18.5 million budget and encourages Board and Council to appropriately fund this project.

The contemplated project budget has evolved from being funded solely from Referendum dollars to also being funded by Federal and State grants along with DMC funding. The most recent budget discussion had been approximately \$18.5 million, current project cost estimates are almost \$21 million. Current funding includes: Federal Grant of \$5 million, State Grant of \$250K, DMC funding of \$10 million, and identified Referendum funding for Soldiers Field of \$7 million (\$22.5 million).

At the study session, the parks team will be looking for Council to provide guidance on selecting the design option desired for aquatics, play, and west shelter; the budget for the project; and timing of design advancement for an anticipated construction start of spring of 2023 for the aquatics, and later in 2023 for the remaining park improvements.

Priorities & Foundational Principles:

Quality Services for Quality Living

Prepared By:

Mike Nigbur

Attachments:

[Exhibit - Soldiers Field Preferred Concept](#)

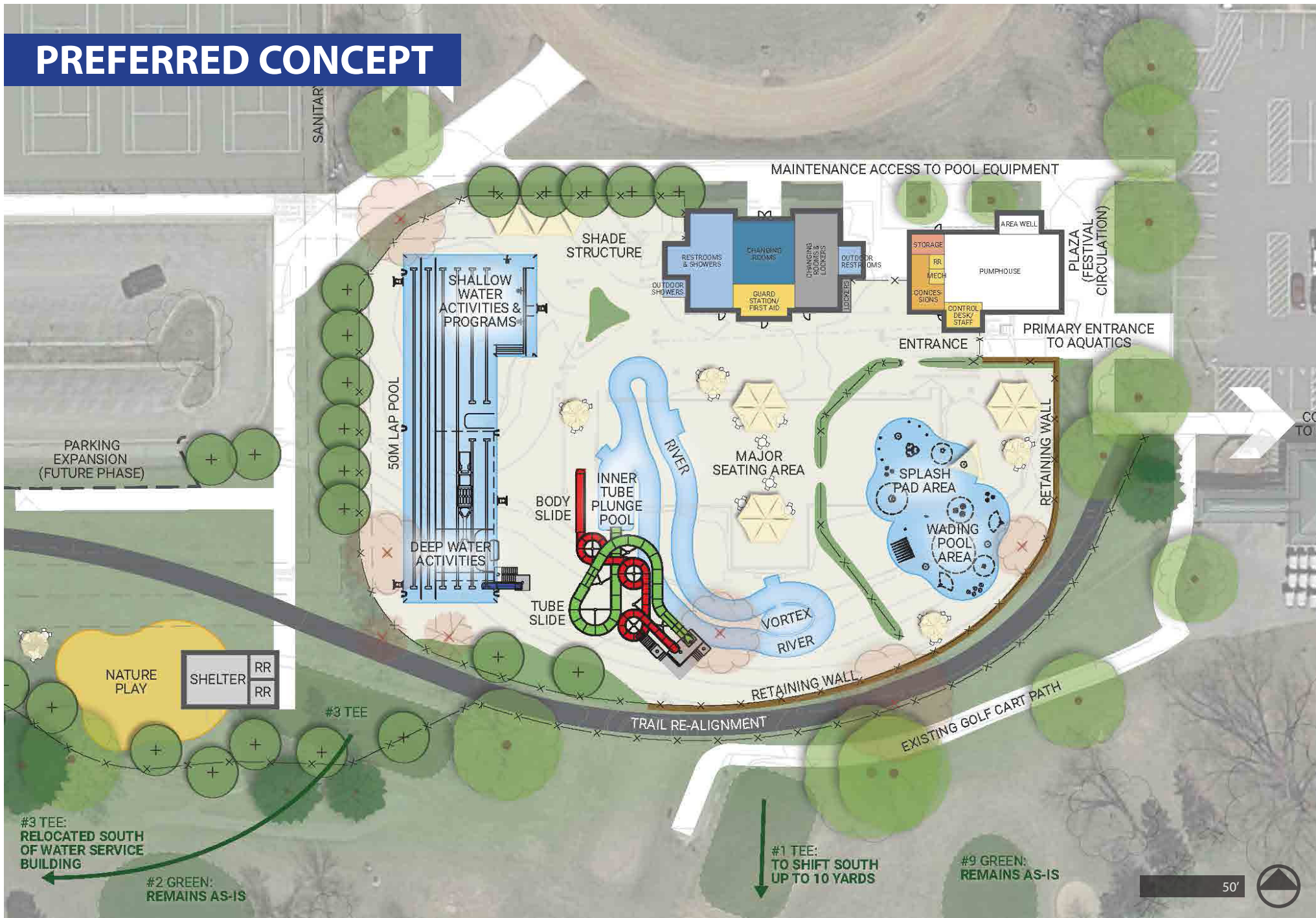
[Exhibit - Soldiers Field Alternate Concept](#)

[Table - Preferred Concept Cost Estimate January 2023](#)

[Report - Soldiers Field Golf Course Improvement Impact Study and Assessment](#)

[Presentation - Soldiers Field Concept Development](#)

PREFERRED CONCEPT



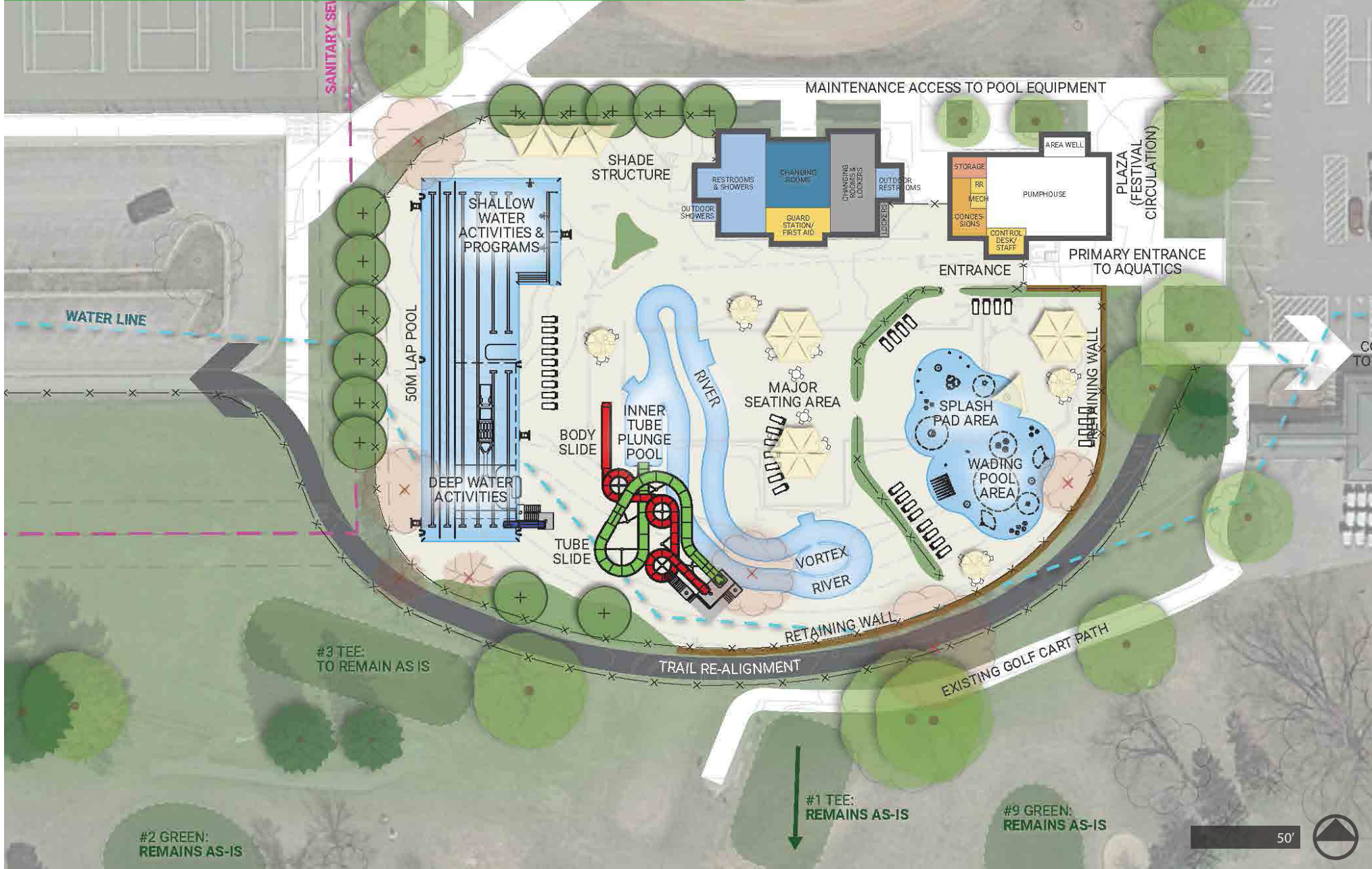
SOLDIERS FIELD - AQUATICS FOCUS AREA
Preferred Concept 1/5/2023

PREFERRED CONCEPT



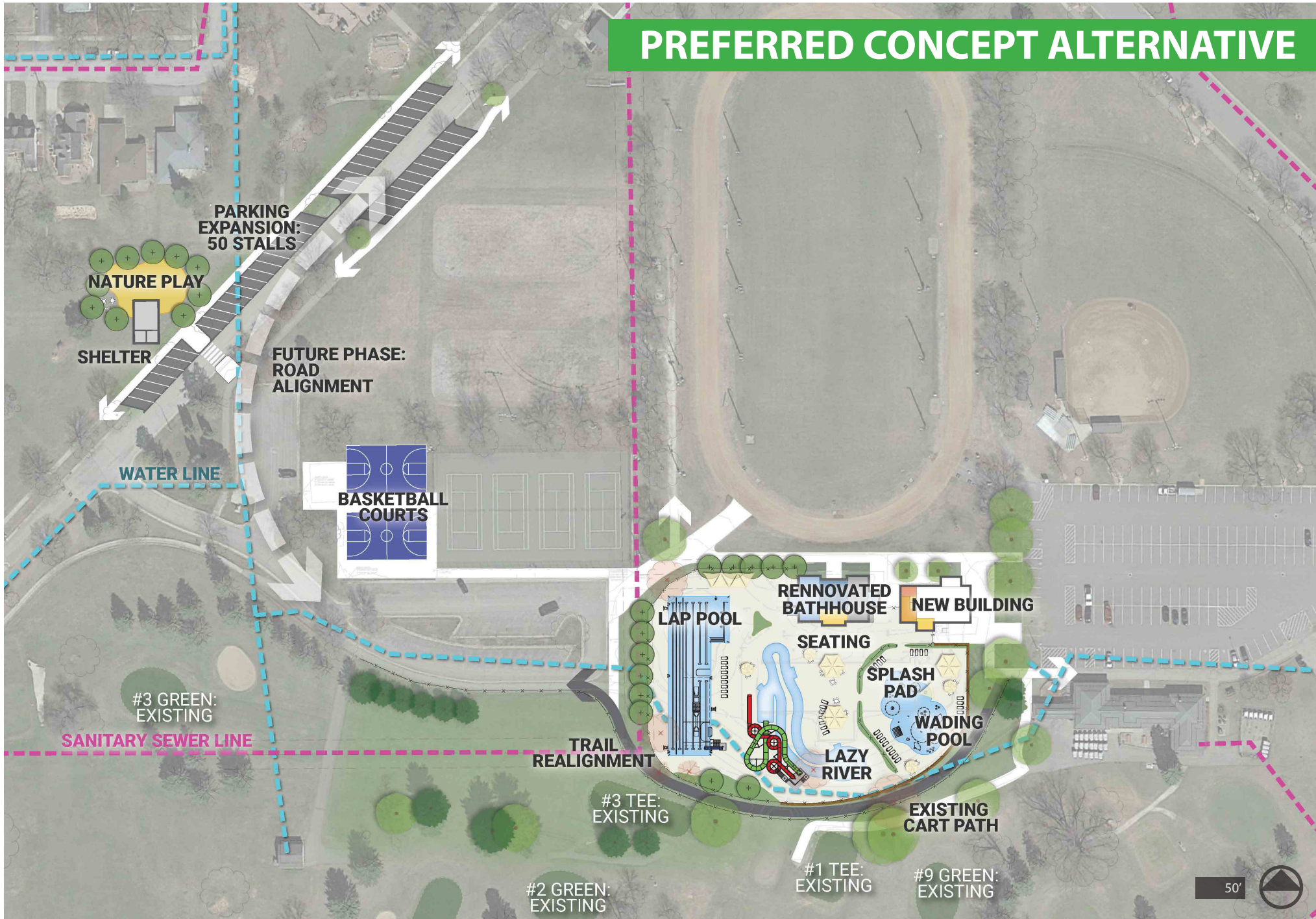
SOLDIERS FIELD - AQUATICS FOCUS AREA
Preferred Concept 1/5/2023

PREFERRED CONCEPT ALTERNATIVE



SOLDIERS FIELD - AQUATICS FOCUS AREA
Preferred Concept Alternative 1/5/2023

PREFERRED CONCEPT ALTERNATIVE



SOLDIERS FIELD - AQUATICS FOCUS AREA
Preferred Concept Alternative 1/5/2023

1.5.2023

Soldiers Field Concept Level Cost Estimate

PREFERRED CONCEPT	Estimated Cost	Notes
Preferred Aquatics Concept	\$12,000,000	Includes modifications to golf
West Nature Play + Shelter	\$600,000	Located near aquatics
Parking + Track Improvements	\$200,000	35 stalls; scope of work for track improvements TBD
Basketball Courts	\$150,000	2 courts
East Playground Improvements	\$850,000	Inclusive play addition, renovation of existing shelter
Downtown Riverwalk	\$750,000	Allowance; concept design in-progress
Southwest Trail Extension	\$500,000	Includes modifications to golf, bridge re-use
Construction Subtotal	\$15,050,000	
Mobilization: 8%	\$1,204,000	
Design/Engineering: 15%	\$2,257,500	
Inspections/Fees/Permits	\$100,000	VERIFY
Contingency: 10%	\$1,505,000	
Project Total	\$20,116,500	



Soldiers Field Golf Course Improvement Impact Study & Assessment

Submitted to: Mr. Mike Nigbur
Parks & Forestry Head
Rochester Parks & Recreation
201 4th Street SE, Room 150
Rochester, MN. 55904



Prepared by: Garrett Gill, ASCGA & Mike Kraker, GCA
Gill Design, Inc., Golf Course Architects
W7843 810th Ave, River Falls, WI. 54022



Date: January 4, 2023

Introduction:

Gill Design, Inc., Golf Course Architects (GDI) was retained, working in conjunction with Rochester Parks & Recreation (RP&R) staff and Hoisington Koegler Group Inc. (HKGI) staff to:

- Identify and assess potential impacts and conflicts to existing golf course features and play at Soldiers Field Golf Course due to expansion of the proposed aquatic center and regional trail system at Soldiers Field Park, and
- Provide recommendations and design guidelines to address identified impacts and conflicts.

Part 1 of the Report includes:

- Background and historical information about the golf course,
- Review of the findings from the on-site visit conducted on October 20, 2022,
- Review of existing routing and character of the golf holes, constraints and existing topography, soils, hydrology and vegetation,
- Review of the current plans for expansion of the aquatic center,
- Safety analysis of impacted play areas, and
- Suggestions and recommendations to RP&R staff and HKGI consultants to avoid or address impacts to the golf course.

Part 2 of the Report will be prepared following review of Part 1 by RP&R staff and HKGI consultants and will include making recommendations and preparing design guidelines to address impacts. Design guidelines to include:

- Schematic plans to reflect location of proposed new golf features, impacts to existing trees and necessary grading, drainage, irrigation, cart path and restoration work,
- Opinions of cost of the proposed identified golf improvements, and
- Scheduling and prioritization recommendations of proposed work to minimize conflict with operations.

Background and Historical Significance:

As noted from the Soldiers Memorial Field History reference provided to GDI by RP&R, Soldiers Field Golf Course was established in 1925 by the American Legion from submarginal pastureland. The course originally started as 6 holes, then 9 with sand greens. Eventually the course was expanded to 18 holes with bent-grass greens. Design credit for the eventual 18 hole course is given to Hugh Vincent Feehan, also recognized and given credit as the designer of Detroit Lakes County Club, Detroit Lakes, MN and the Virginia Municipal Golf Course, Virginia, MN.

Over the years the course has been modified from the original design. The Zumbro River was relocated to its present position in 1933 by the State Highway Department. In 1992 a significant flood event resulted in the remodeling of the course by Gerald (Gerry) Pirkl and Donald G. Brauer.



The current layout plays as a par 70/71 golf course with three sets of tees ranging in length from approximately 4,940 yards to 5,720 yards. The course is rated:

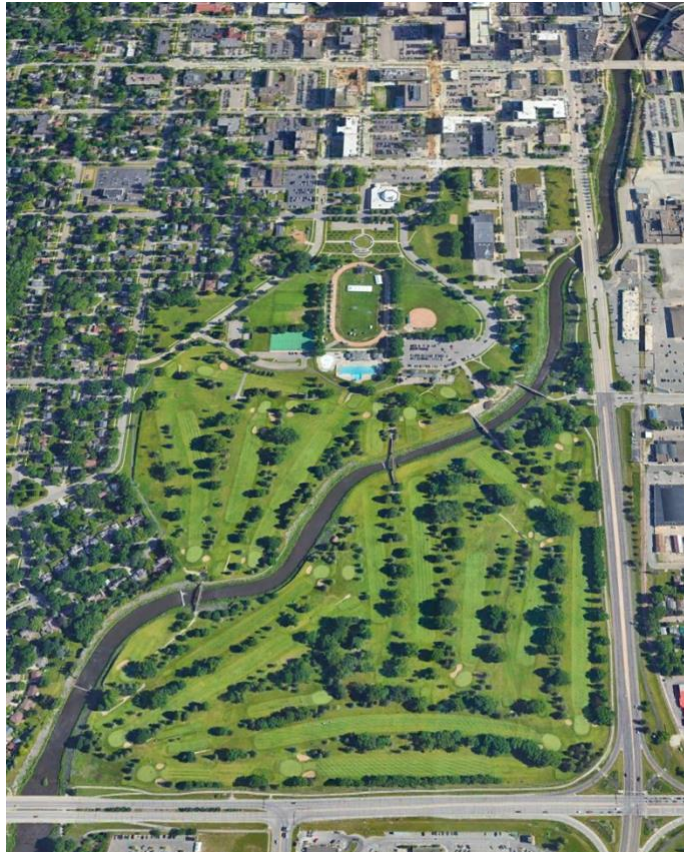
- Blue 67.2/121 (men)
- White 66.4/119 (men); 71.4/125 (women)
- Red 63.8/114 (men); 68.2/118 (women)

Soldiers Field Golf Course is within the midst of the City of Rochester downtown metro area, is easily walkable, a shorter course but still challenging. Golfers identify with the course as having great greens and being fun to play. In addition to the historic character of the course, mature trees and the Zumbro River provide challenge and aesthetically compliment the course. Pro-shop staff are welcoming and friendly, and the course is well maintained. The attached

Townies Grilled Philly Subs provides great food and beverage selections. The course is played by local patrons of all ages, abilities, and skill levels. The Soldiers Field course compliments and fills the gap between the other RP&R golf course venues. The 18 hole Eastwood and Northern Hills golf courses target golfers that enjoy a longer, more challenging course. The 9 hole Hadley Creek Golf Learning Center focuses on player development for all ages and skill levels.

In February 2022 the City of Rochester accepted a National Golf Foundation report recommending further evaluation of the Rochester Municipal Golf System. The approved resolution outlined three options:

- Maintain existing complement of courses and develop a strategy to fund the recommended \$722,500 per year needed to support the Capital Improvement Projects and the appropriate level of annual operating support, and the cost of additional operations needed (e.g. maintenance staffing, marketing, other service level enhancements) to maintain the complement of courses and better preserve the value of new investment in an improved system.
- Optimize the Rochester Municipal Golf System: a) evaluate the opportunities and challenges associated with repositioning each; b) identify high-level future uses for each, and c) assess the long-term financial impact associated with maintaining or repositioning each.
- Maintain the existing complement of courses with the current level of funding and identify service and user experience reductions needed over time.



At this point, the final status of Soldiers Field Golf Course has not been determined. The Soldiers Memorial Field Park Master Plan approved in 2014 reflects reducing the course to 9 holes south of the Zumbro River. Since this time RP&R has received numerous responses and requests from course patrons and residents to maintain the course as 18 holes.

GDI considers the course to be historically significant due to its age, almost 100 years, and the classic golf architectural style of the course owed to Feehan during the 'golden era of golf'.

William K. Horlitz notes in his opinion piece on September 17, 2022 to the Post Bulletin “A study of the chronology of golf courses in Minnesota reveals that Soldiers Field was the first 18-hole municipal golf course that was built in outstate Minnesota.” He goes on to state “Feehan’s design clearly flows from the inspiration of noted golf architects of his time, most notably A. W. Tillinghast, who designed the Rochester Golf and Country Club at the same time”

Site Visit & Constraints to Construction:

On October 20th, 2022, a site visit was made to develop familiarity and context of the proposed impacts to the golf course from the expansion of the aquatic center complex and the regional trail system.

The weather was sunny, pleasant, about 50°. Numerous golf groups were on the course playing and enjoying the day.



The entire 18 hole course was walked and photographed. The golf course was in good condition with dense turf noted on greens, tees, and fairway areas. The entire course is irrigated. The Zumbro River provides the source of water. The pumping station is located on the south side of the river, northeast of Hole No. 6 green.

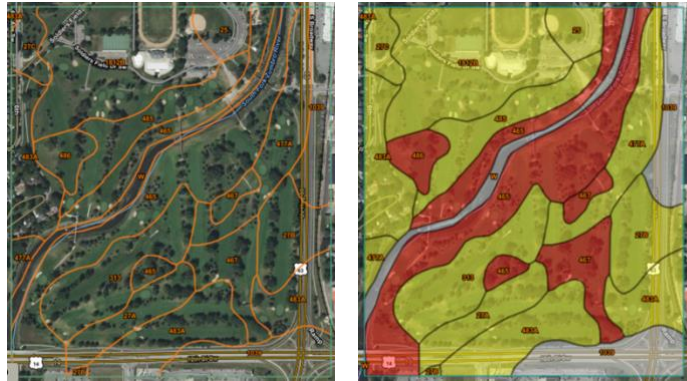
The existing golf course site pose no constraints to golf course construction activities. General observations and findings are presented below:

- Due to the relative proximity of golf holes to each other, golfer safety is a factor on the course. Several holes have fencing protecting tee areas from errant shots from nearby tees or fairways.
- Over the years, trees have been planted between the fairways. Most of the trees are mature and consist of silver maple, sugar maple, linden, black walnut, ash, and spruce. Some varieties of trees pose problems on the golf course, specifically, silver maple due to its extensive surface root system and black walnut because of their copious nut production in the fall.
- Numerous new tree plantings were noted throughout the course reflecting an interest in replacing diseased, damaged, and less desirable trees.
- Site topography is gently rolling with slopes ranging in the 2% to 6% range. The primary natural feature of the

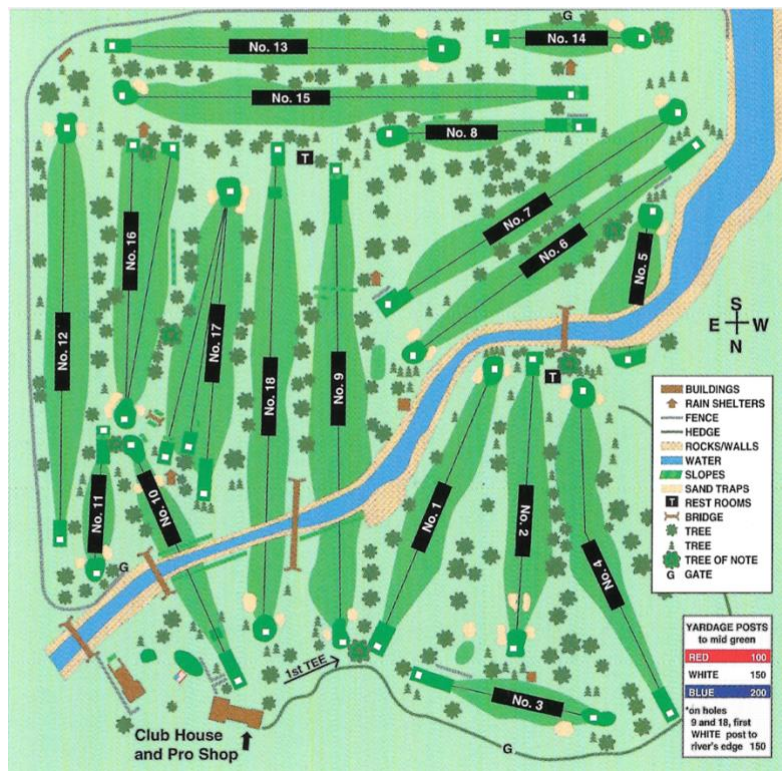


property is the Zumbro River that dissects the golf course. The northern and southern limits of the course generally surface drain towards the river.

- Site soils consist of loams and silty clay loams. Soils are suitable for sustaining golf course fairways with irrigation. Golf areas in closer proximity to the Zumbro River are more prone to flooding. If needed, geotechnical explorations will be done to determine sub-surface water levels.



- The present positioning and routing of holes accommodates returning 9s. The golf round is easily managed from the pro-shop to start from either Hole 1 or Hole 10. The course has relatively small flat greens averaging about 3,500 SF in size.
- The course is moderately sand bunkered which gives the course character.
- In most cases, tees are large enough to sustain the number of rounds played. Smaller forward tees have been added on several holes.
- The typical fairway averages about 28 yards in width.
- The front 9 plays shorter than the back as par 34. Hole 9 is the only par 5 on the front. The back 9 plays as par 36 or 37 depending on which tees are played on Hole 12.



Proposed Aquatic Center Expansion Plan & Regional Trail Expansion Plan:

The Master Plan for Soldiers Memorial Field Park was approved in 2014. As part of the plan, the pool facility and bathhouse are to be improved in conjunction with expanded aquatics that will increase the size of the existing facility with new facilities that include a new lap pool,

splash pad, shallow play pool, deep water play pool, and lazy river. Other amenities include new lounges, shaded seating, and landscaping.

The proposed improvements expand south into the existing golf course. The initial conceptual plans impacted existing No. 9 green, No. 1 tee area and No. 3 tee area. Specifically, the impacts to the golf course would include:

- Relocation of the golf course path from the clubhouse area to No. 1 tee,
- Relocation of No. 9 green with resulting loss of yardage and possibly loss of par,
- Relocation of No. 1 tee with resulting loss of yardage, no loss of par,
- Relocation of No. 3 tee with resulting loss of yardage, no loss of par,
- Tree removal for the construction of new No. 3 and realignment of the approach area,
- Possible need for protective fencing to protect golfers on new No. 3 tee from errant approach shots to No. 2 green, and
- Possible need to relocate No. 4 tee to the west to increase the safety margin from errant shots on the realigned No. 3 tee shot towards existing No. 3 green and from errant tee shots on No. 4 tee.



The Master Plan also identified the need to expand the regional trail system pathway from No. 4 green / No. 5 tee area along the west bank of the Zumbro River to the existing trail along 12th Street SW.

The proposed trail realignment would impact the No. 4 green area and the No. 5 tee area. Specifically, the Impacts to the golf course could include:

- Possible relocation of No. 4 green with resulting loss of yardage, no loss of par,



- Placement of protective fencing to protect users of the path from errant shots on hole No. 4,
- Relocation or change in the location of No. 5 tee area, and
- Placement of fencing to separate users of the path from patrons of the golf course at the No. 5 tee area.

Safety Analysis:

As a basis and rationale for recommending relocation and position of new golf features (greens, tees, fairways, and bunkers) to accommodate the expansion of the aquatic center, GDI completed a safety analysis of the impacted holes.

As referenced in the graphic, overlap of safety corridors from adjacent holes represents potential for congestion, slow play, and possible injury.

Proximity of safety corridor limit to golf greens, tees, bunkers, or fairway area represents potential for risk of injury from errant shots.

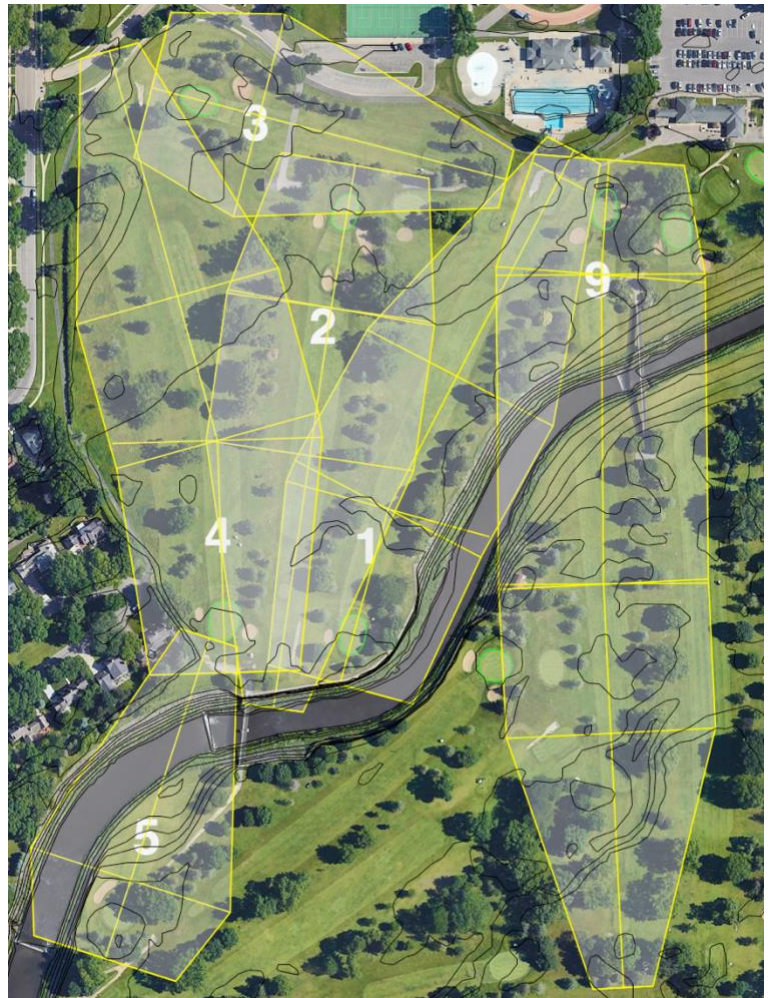
Mitigating or aggravating factors such as topography, prevailing wind and vegetation are not included in this assessment.

Disclaimer: Safety corridor is illustrative only. The absence of overlap does not guarantee safety.

Corridor schematic adapted from Golf and Law, Golf Course Safety, Security and Risk Management, Michael J. Hurdzan, PhD., Hurdzan Golf, LLC Publication, Columbus, OH c2018

Numerous conflicts currently exist within the impacted holes. Most notably in the following areas:

- Hole 2 fairway with errant shots from No. 1 and No. 4 fairways,
- Hole 2 tee with errant approach shots to No. 1 and No. 4 greens,
- Hole 2 green from errant shots on No. 3 tee,
- Hole 3 tee shots going out of bounds to right (north) onto park roadway and trail, and
- Hole 1 tee from errant shots to No. 9 green.



Suggestions and Recommendations:

On October 24th, 2022 GDI was invited to participate in video Teams meeting with RP&R and HKGI staff. GDI presented initial observations based on the site visit, and review of the planning reports and presentation material provided as presented below:

- Soldiers Field Golf Course is a historical asset to the City of Rochester and serves an important role in providing a quality recreational opportunity to its residents.
- Expansion of the aquatic center and pool area is possible without significant impacts to the playability and enjoyment of the golf course.
- Expansion of the trail system near No. 4 green and No. 5 tee is possible without significant impacts to the playability and enjoyment of the golf course.

GDI made the following planning recommendations:

- Shift planned aquatic center activities to avoid impacts to No. 9 green. Rationale:
 - Hole 9 is the only par 5 on the back 9. Relocating the green south would significantly change the character and play of the hole.
 - Constructing golf greens and surrounds is expensive. Golfers would be required to play an even shorter, temporary green for approximately one year until the new green is ready to play.
- As depicted in the current aquatic center expansion plan, relocate No. 1 tee to south of its present location. Rationale:
 - The hole will be shortened in length by approximately 10 yards but remains a quality par 4 hole. A portion of the existing tee can remain in play and not disturbed. This reduces somewhat the risks from errant shots to Hole 9 green.
 - Approach shot to the green remains unchanged.
- As depicted in the current aquatic center expansion plan, relocate No. 3 tee to south of the existing water services building. Hole will now play approximately 120 yards. Rationale:
 - This tee location represents the safest and longest option. There is less risk of errant shots leaving the course.
 - A shorter length par 3 will add variety otherwise not present on the front 9.
 - Tees are relatively easy and fast to construct.
- Incorporation of the trail system adjacent to the property line in the vicinity of No. 4 green and No. 5 tee will require the placement of a protective barrier fence to protect and separate trail users from errant golf shots towards No. 4 green. Hole 5 will play slightly shorter due to the trail system. Rationale:
 - Protective fencing has been used throughout the golf course to protect golfers and non-golfers from errant golf shots.

- The addition of decorative barrier / protective fencing in this area does not alter the play of the hole. It will remain a dramatic tee shot over the river.

On October 30th, 2022 GDI requested a video Teams meeting with HKGI staff to review and discuss the three (3), more detailed, concepts for the aquatic center presented by HKGI to RP&R staff and others.

The concepts reflected the shifting of the aquatic center elements to avoid direct impacts to Hole 9 green per GDI recommendations.



GDI requested the meeting to:

- Investigate the possibility of shifting the proposed new pathway from the pro shop to Hole 1 tee further north to maintain a 30 foot or greater distance from the back of Hole 9 green to the path. Rationale:
 - Moving the path maintains the same level of relative safety for golfers on the path as presently exists,
 - Avoids conflicts in play from golfers using the path to play Hole 1 or the practice green, with golfers playing Hole 9, and
 - Provides safer staging area for golfers waiting to play Hole 1.
- Investigate the possibility of shifting the proposed new fence lines further north behind Hole 2 green. Rationale:
 - Proposed fencing line does not provide enough space behind green for play and possible future golf cart path routing. We recommend a minimum distance of 30 feet from the edge of the green to any separation fencing.

Summary:

Expansion of the proposed aquatic center and regional trail system at Soldiers Field Park, with the revisions and improvements as suggested in this report, will not adversely impact the playability, character, or enjoyment of the Soldiers Field Golf Course. The course remains 18 holes with a par of 70/71.

The proposed expansion of the aquatic center will reduce the overall length of the front 9 by approximately 70 yards. The proposed golf course improvements do work to improve the safety of the course to park users and will add variety to the play of the par 3 holes on the front 9.

The improvements and revisions suggested in this report will not result in any loss of play, use of temporary greens or changes in the golf operation.

HKGI staff have been very receptive to making the changes in the aquatic center expansion plan to minimize the impacts to the golf course.

Following review of this report by RP&R staff and HKGI, GDI will update the report and proceed with Part 2 and prepare design guidelines, schematic plans, phasing recommendations, and cost estimates for the proposed work.

Respectfully submitted,

Garrett Gill, ASGCA, Mike Kraker, GCA
Gill Design, Inc., Golf Course Architects



**CITY OF ROCHESTER
CITY COUNCIL WORK SESSION
JANUARY 23, 2023**



SOLDIERS FIELD CONCEPT DEVELOPMENT

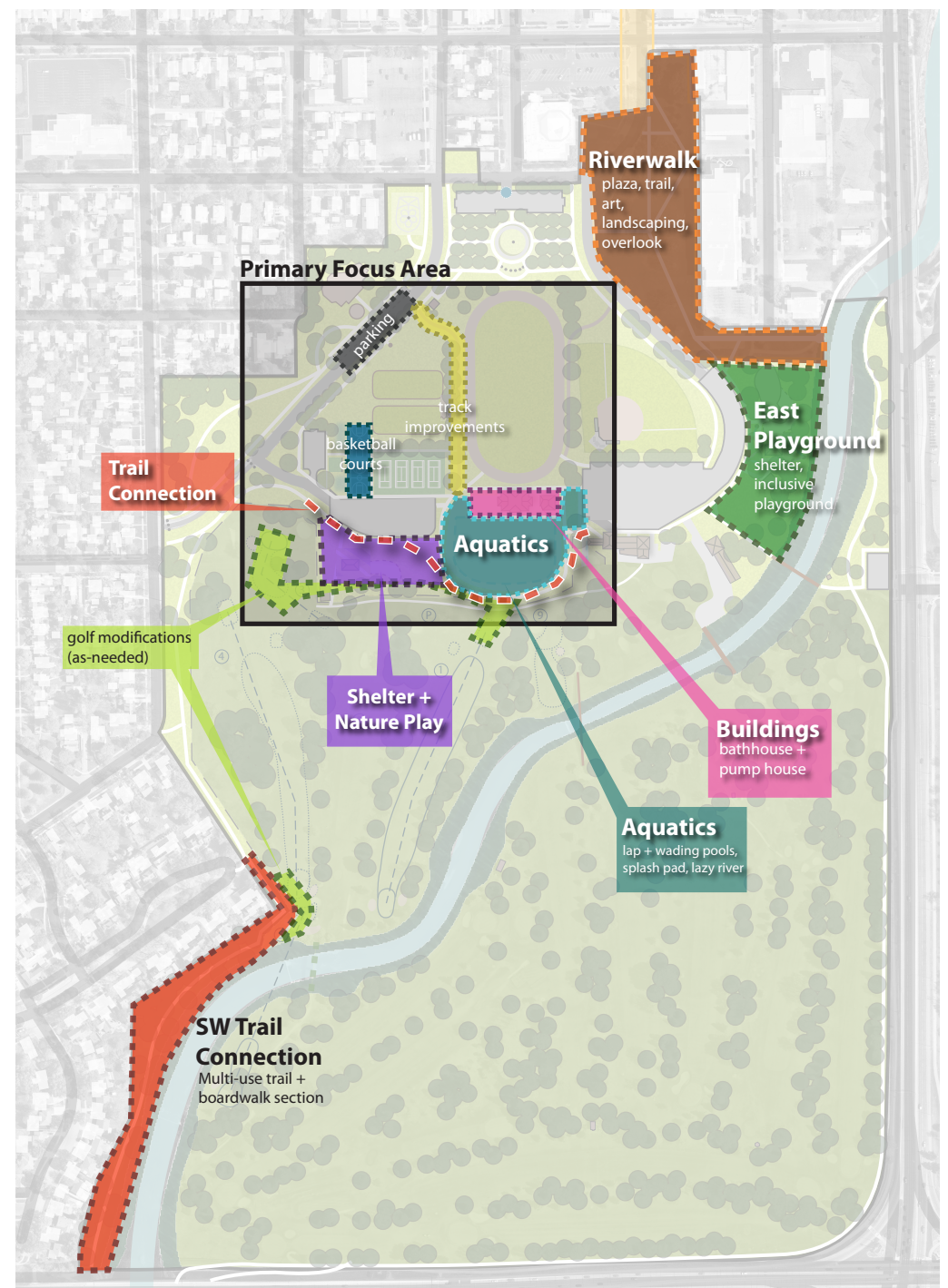


PHASE 1 OVERVIEW

PROJECT PURPOSE:

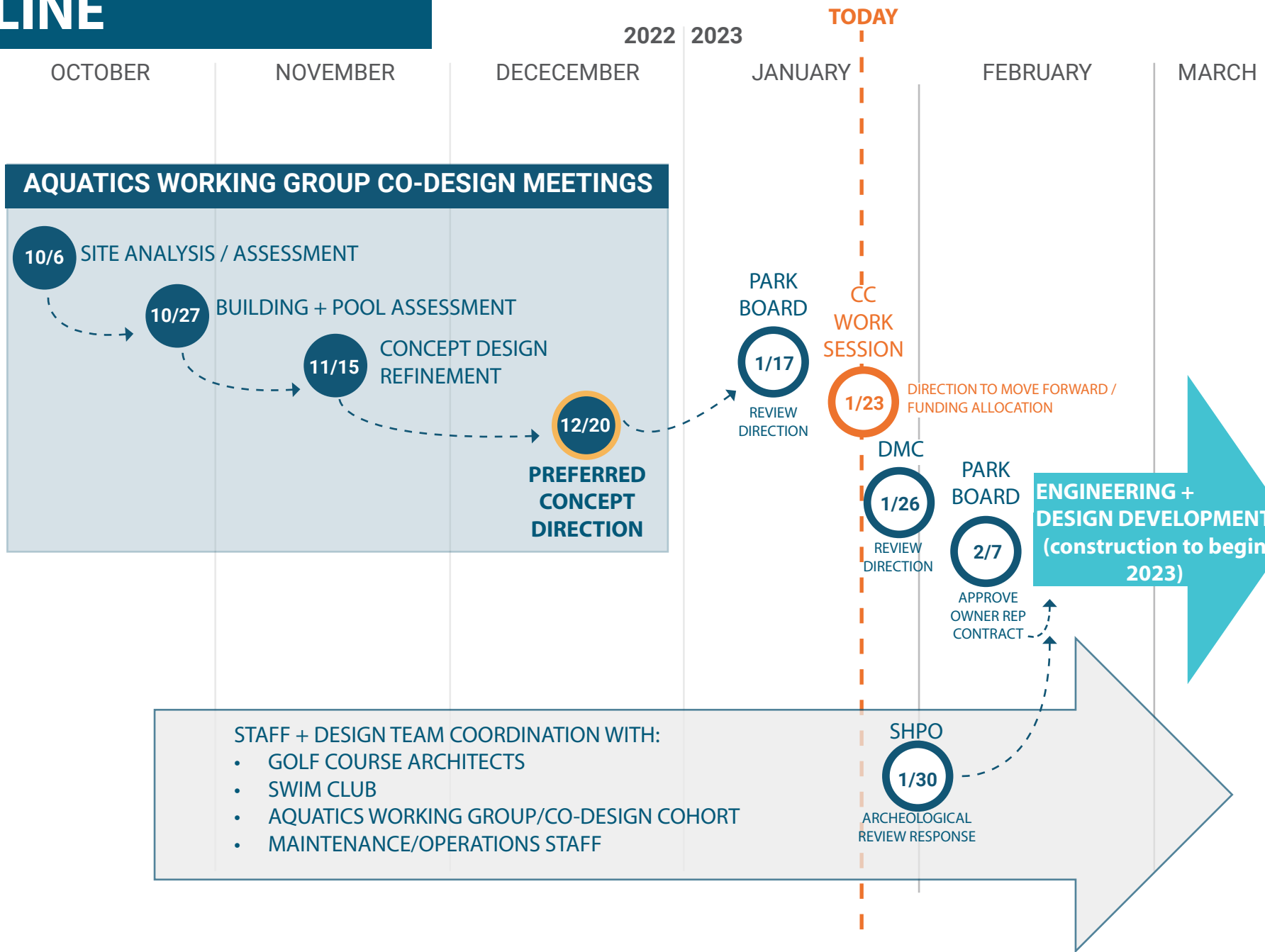
Guide the concept design for improvements identified in the recently approved Soldiers Field Master Plan for near-term implementation

- **Aquatics (primary focus area) upgrades, to include bathhouse and equipment space redesign**
- East Playground Expansion
- Southwest Trail Connection
- Downtown River Walk Connection
- Basketball Courts + Parking Expansion
- Modifications to golf course as needed



TIMELINE

MASTER PLAN



SOLDIERS FIELD CONCEPT DEVELOPMENT

AQUATICS WORKING GROUP (CO-DESIGN)

AQUATICS WORKING GROUP CO-DESIGN MEETINGS AND OUTCOMES

1 SITE ANALYSIS / ASSESSMENT

- Overview and background presented from Master Plan process
- Group discussion on needs, accessibility, inclusion, definitions and ideas

2 BUILDING + POOL ASSESSMENT

- Presentation of findings from assessment of existing bathhouse, pumphouse and pool assessment
- Discussion on pros/cons of preserving bathhouse and pumphouse, other aquatics features
- Presentation of a few test layouts to generate discussion

3 CONCEPT DESIGN REFINEMENT

- Presentation and discussion of (3) site layout concepts and (3) building concepts
- Review and discussion of detailed costs and quantities throughout

4 PREFERRED CONCEPT DIRECTION

- Confirmed refined concept with alternate
- Answered 'big questions'
- Discussed priorities

GOALS FOR AQUATICS CONCEPT

Re-design of bathhouse and aquatics:

- **Accessible, inclusive and all-gender** approach to changing areas and restrooms, with a variety of group or individual areas
- **Right-size spaces** for staff, storage, concessions
- Find a balance with aquatics features to **accommodate a wide variety of users** throughout the day and season
- Improve **sight lines, entry sequence, maintenance access** throughout
- Include **gathering/seating/shade areas** with quiet areas
- Acknowledge historic site plan, **spaces/uses adjacent to aquatics**

OTHER CONSIDERATIONS FOR AQUATICS

Desire to increase the patron count and capacity to serve up to 1,200 visitors per day (today, approx. 800 - 900 capacity)

- Increased pool features with higher capacities
- Increased number of fixtures (toilets, showers, etc.) within the bathhouse to accommodate more users
- Increase the amount of deck space to accommodate more users

Improve **efficiency and access for pool equipment** (above and below grade)

Determine whether to **renovate the bathhouse, or build completely new structure**

Determine whether any **aquatics features should be salvaged and renovated** (ie-- wading pool or slides)

Consider how circulation and **access to splash pad** could be accommodated for the shoulder season

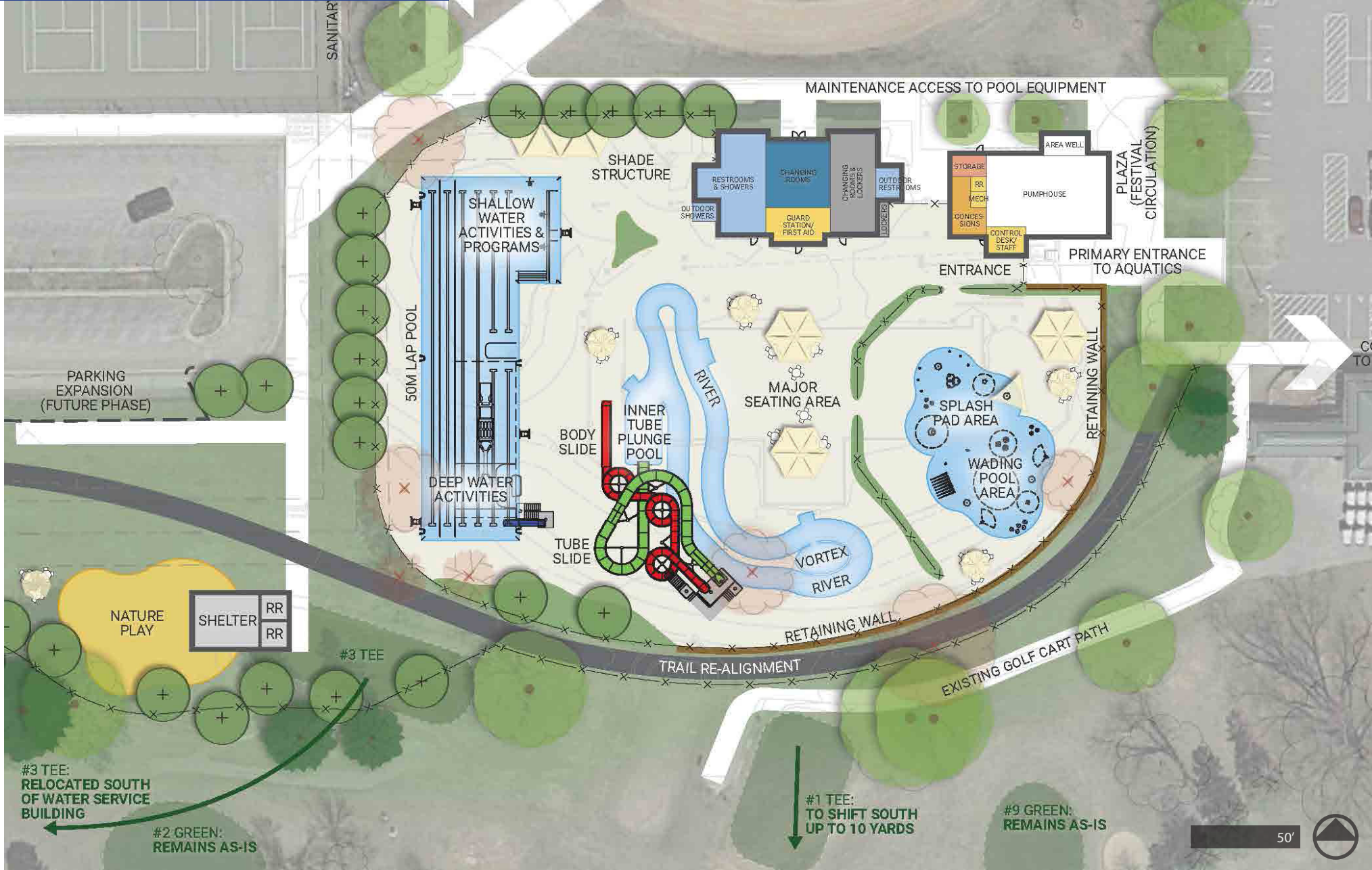
Improve the **entry sequence for people with a variety of needs** (parents, caregivers, young children, etc.)

PREFERRED CONCEPT



SOLDIERS FIELD - AQUATICS FOCUS AREA
Preferred Concept 1/5/2023

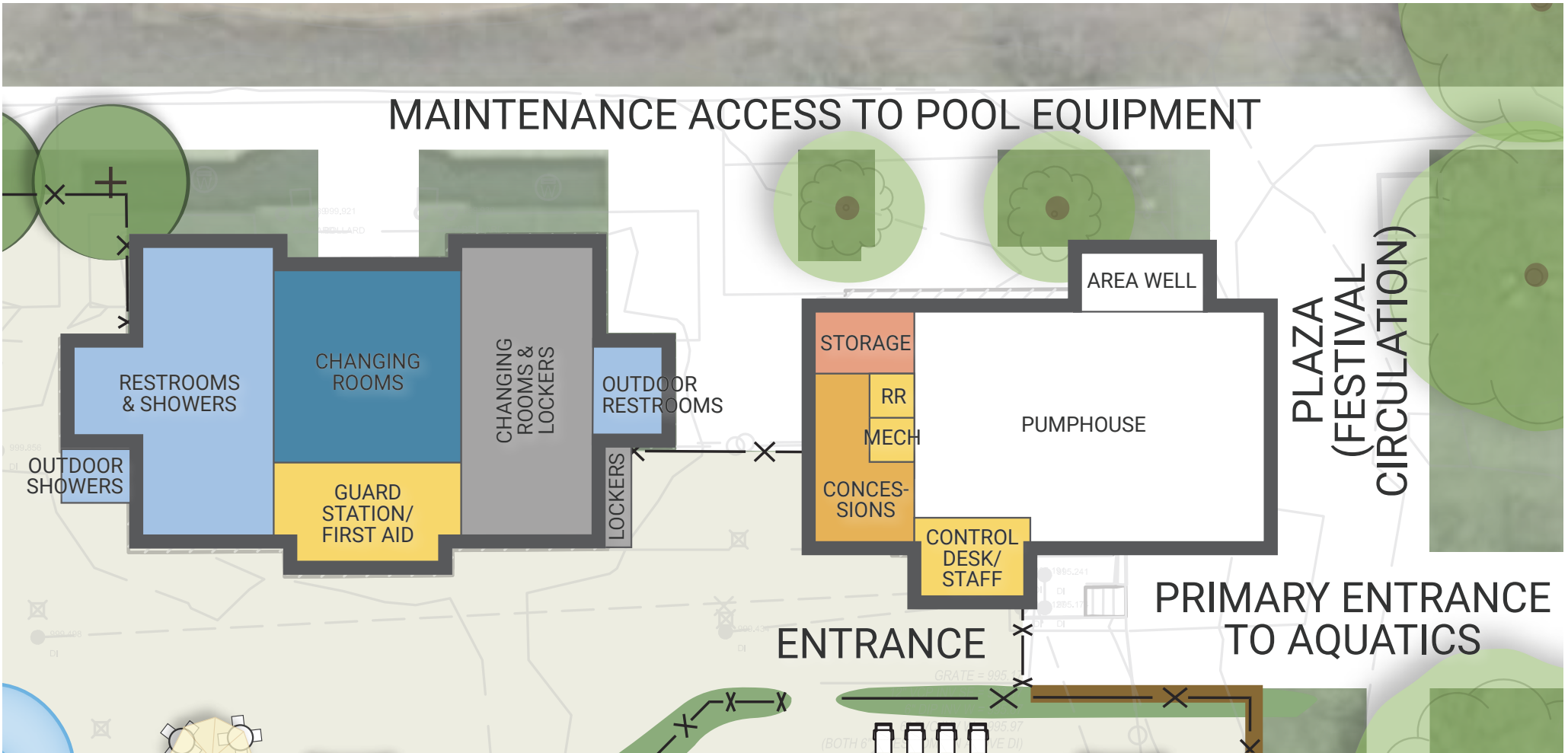
PREFERRED CONCEPT



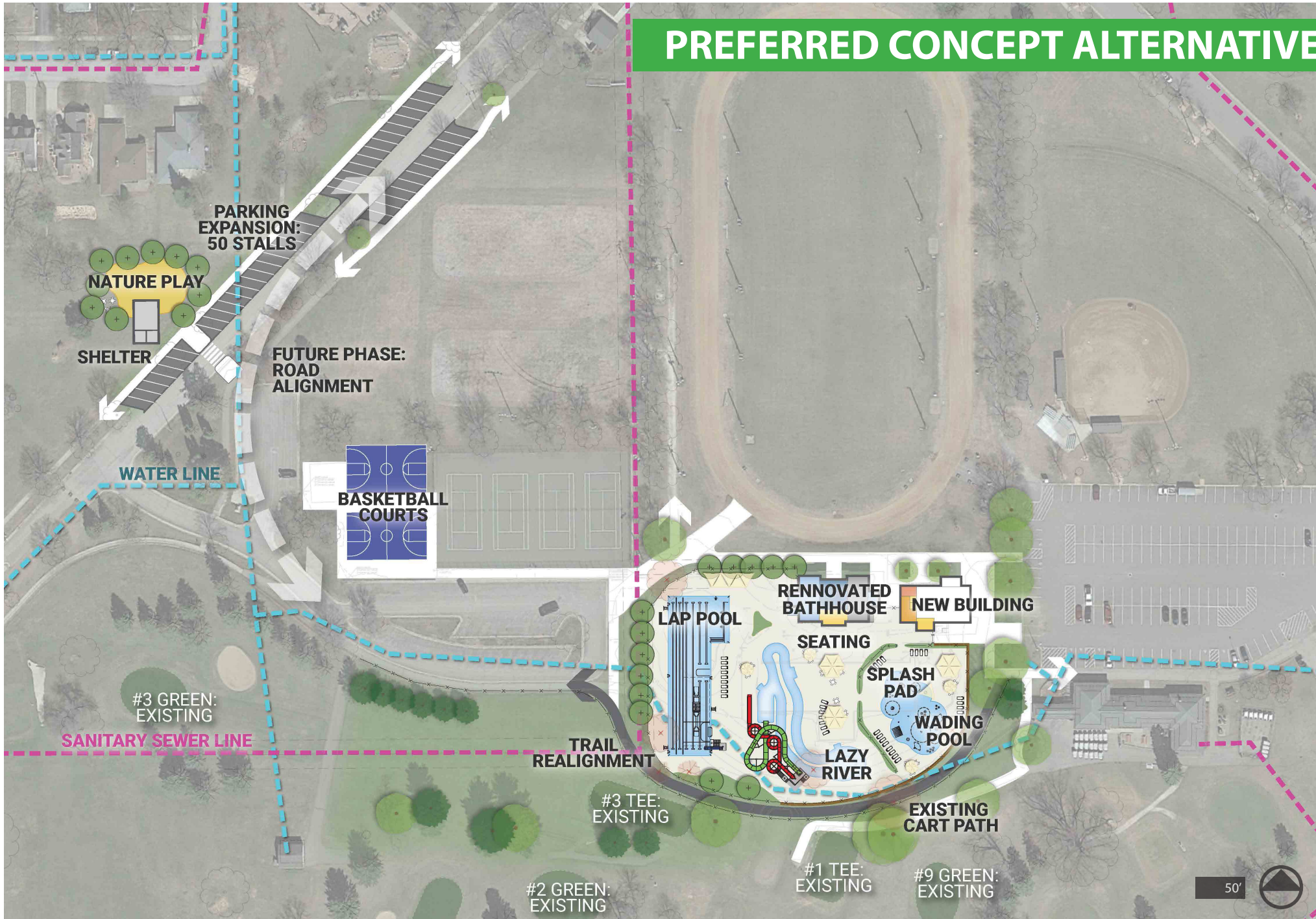
SOLDIERS FIELD - AQUATICS FOCUS AREA
Preferred Concept 1/5/2023

PREFERRED CONCEPT

MAINTENANCE ACCESS TO POOL EQUIPMENT

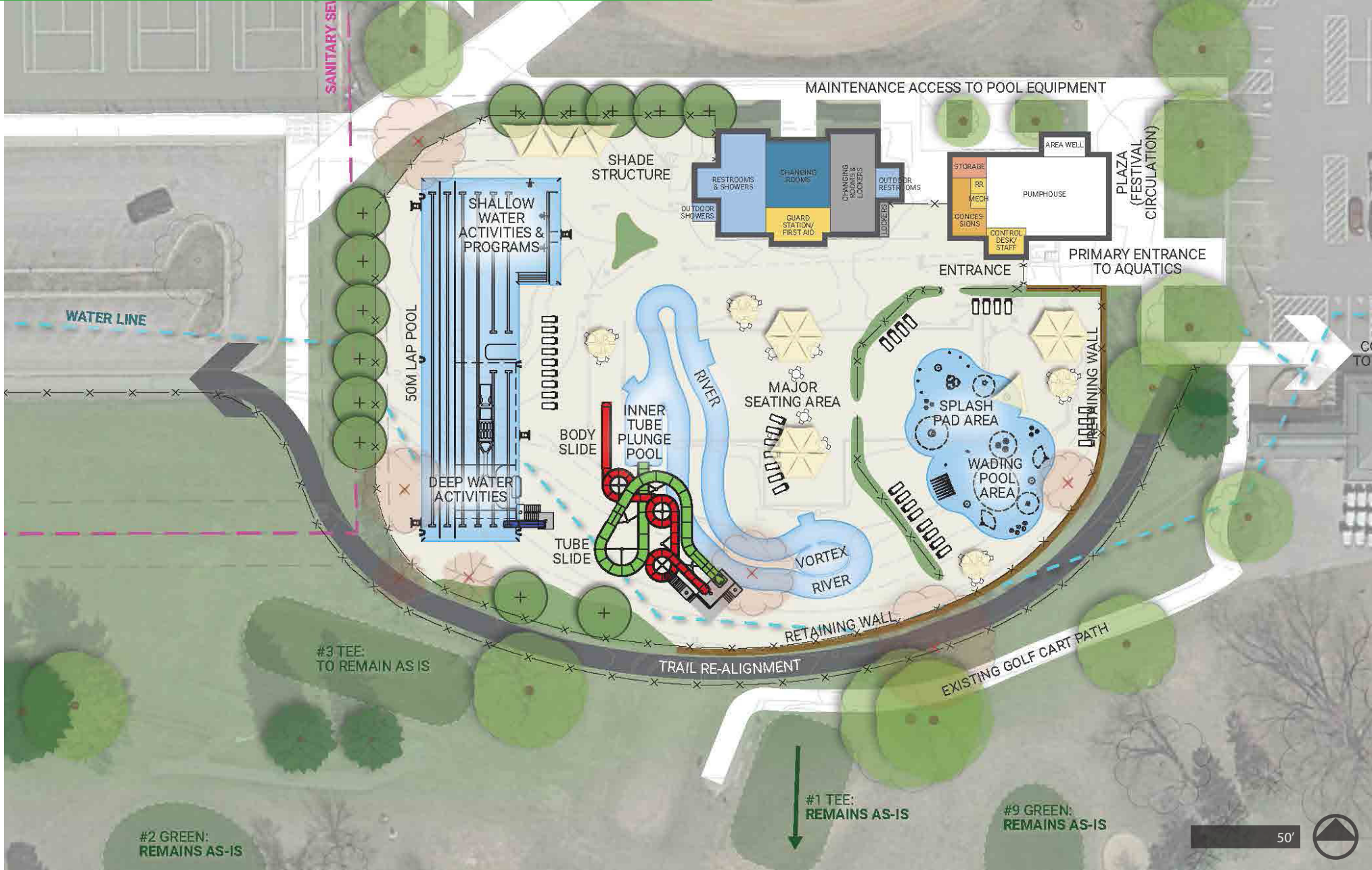


PREFERRED CONCEPT ALTERNATIVE



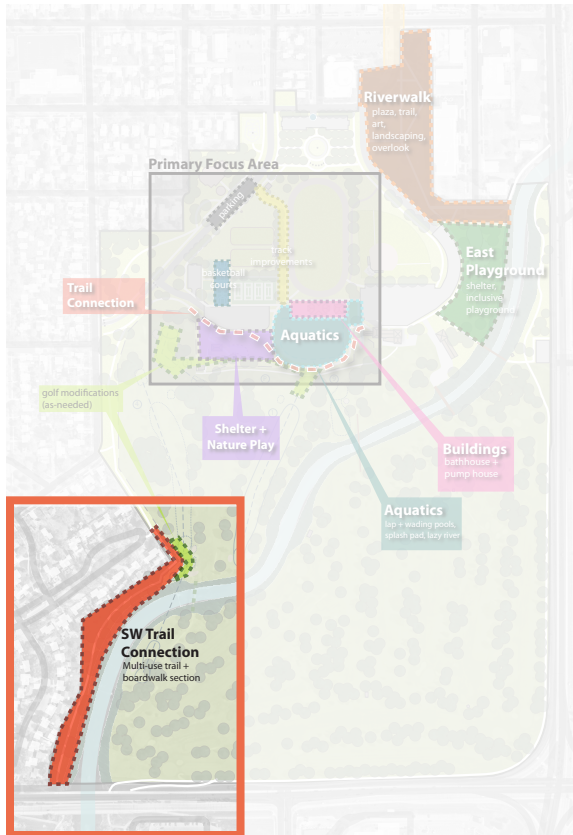
SOLDIERS FIELD - AQUATICS FOCUS AREA
Preferred Concept Alternative 1/5/2023

PREFERRED CONCEPT ALTERNATIVE



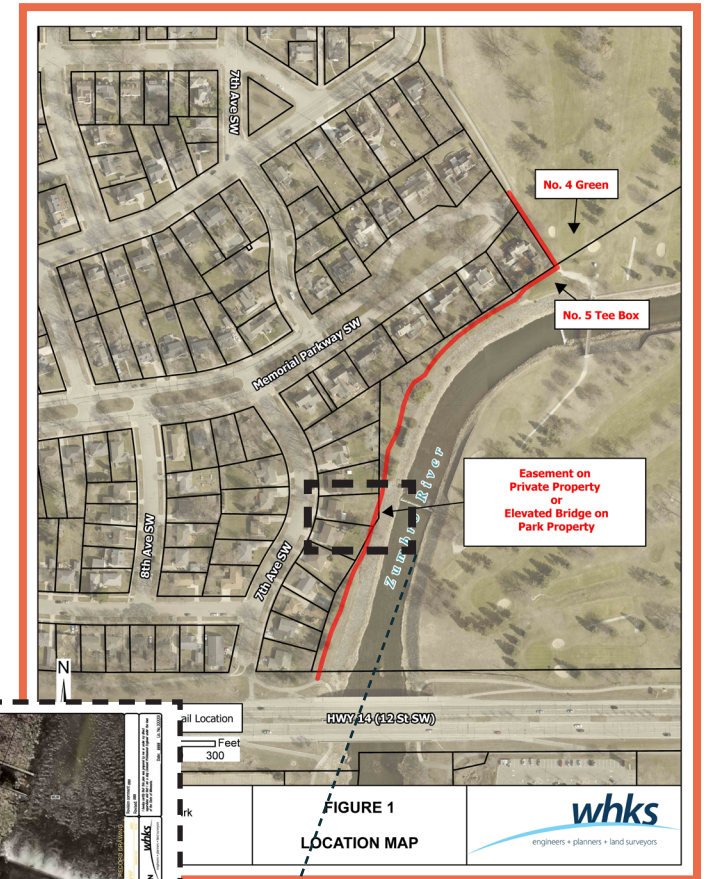
SOLDIERS FIELD - AQUATICS FOCUS AREA
Preferred Concept Alternative 1/5/2023

OTHER PHASE 1 PROJECTS

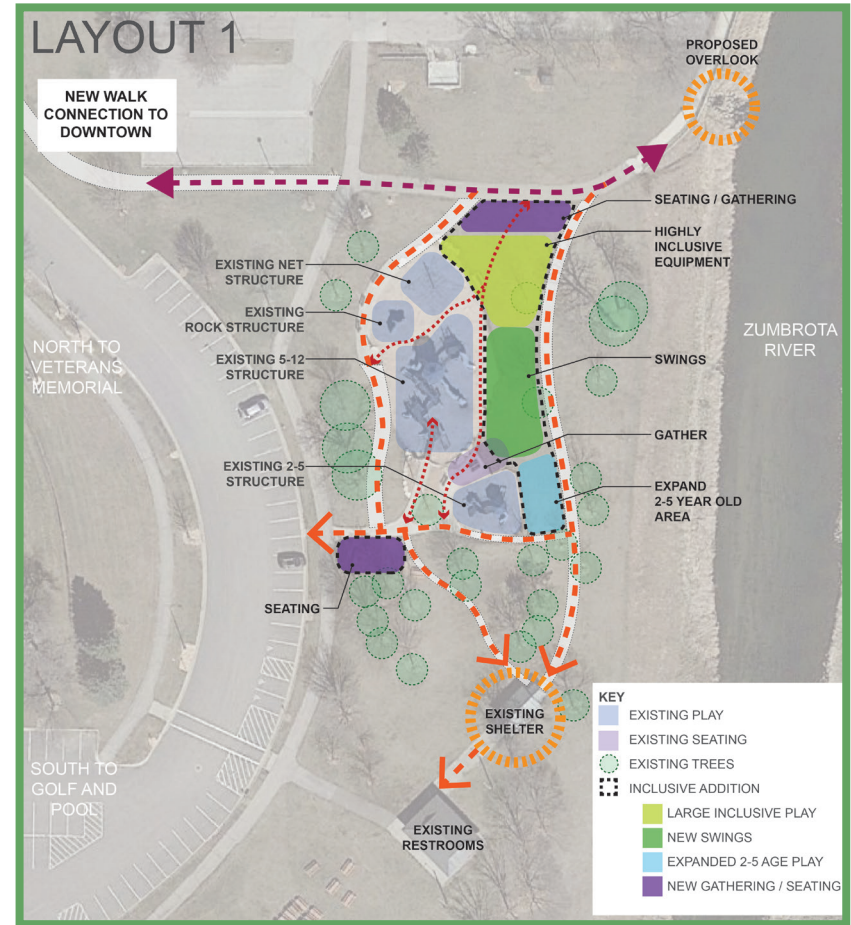
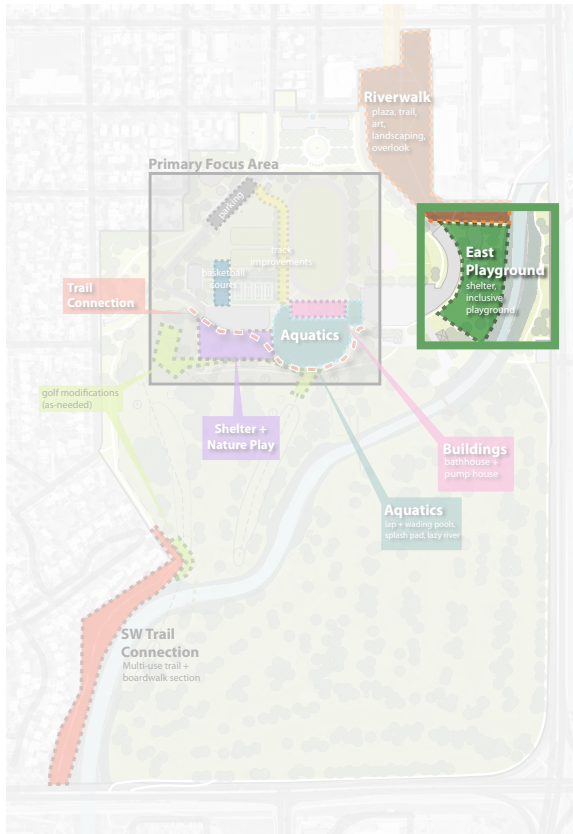


SOUTHWEST TRAIL

- 12' wide asphalt surface with a 1' clear zone on each side
- Area of constraint will have a 10' wide section, with likely a bridge section segment where slopes are steep
- Re-use of existing bridge across Zumbro River



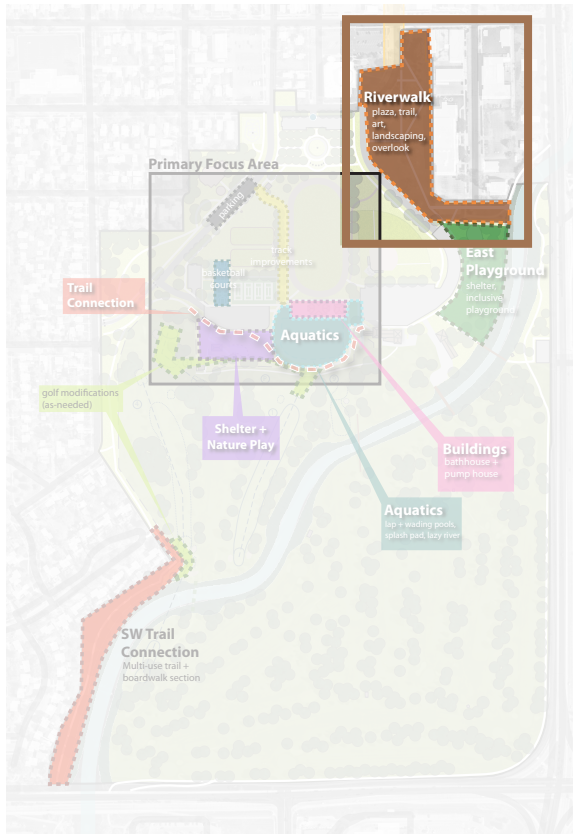
OTHER PHASE 1 PROJECTS



EAST PLAYGROUND

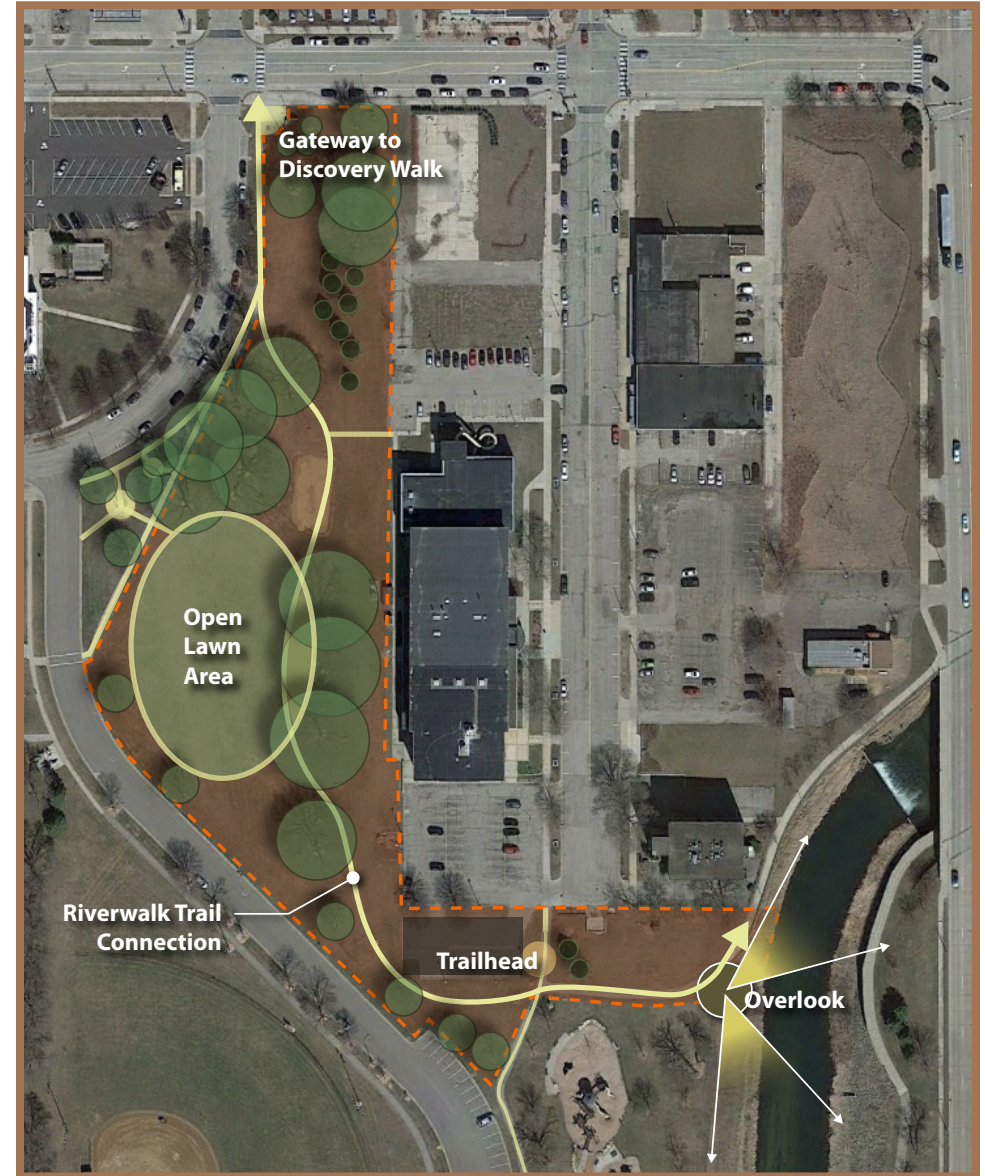
- Enhanced entries and connections with ADA walks to north and west
- Swings are centered in the middle of the expansion area
- Expansion of 2-5 age area with inclusive equipment
- Perimeter walkway connection to Riverwalk, existing shelter

OTHER PHASE 1 PROJECTS



DOWNTOWN RIVERWALK

- Organic path connection to River + overlook
- Areas for seating
- Lawn space preserved
- Pathway lighting and uplighting
- Public art + focal point + gateway elements



COSTS/ALLOCATIONS

Concept Level Cost Estimate

Preferred Aquatics Concept	\$12M
West Nature Play + Shelter	\$600K
Parking + Track Improvements	\$200K
Basketball Courts	\$150K
East Playground Improvements	\$850K
Downtown Riverwalk	\$750K
Southwest Trail Extension	\$500K
<i>Design/Engineering (15%)</i>	<i>\$2.26M</i>
<i>Inspections/Fees/Permits</i>	<i>\$100K</i>
<i>Contingency (10%)</i>	<i>\$1.5M</i>
<i>Mobilization (8%)</i>	<i>\$1.2M</i>
Estimated Total	\$20.1M

Funding Allocations

Federal Grant	\$5M
State Grant	\$250K
DMC funding	\$10M
City Referendum	\$7M
Total Funds	\$22.5M



REQUEST FOR ACTION

Affordable Housing Program Updates

MEETING DATE:

January 23, 2023

ORIGINATING DEPT:

Community Development

AGENDA SECTION:

Presentation Items

PRESENTER:

Taryn Edens

Report Narrative:

The Community Development and Public Works Departments will share updates on the current state of housing, housing programs, infrastructure projects supporting housing, and forecast concepts in the pipeline.

Current Housing Environment:

1. Housing Needs Assessment top five housing priorities
2. Comprehensive Plan future growth distribution

What Has Been Done:

1. Housing programs
2. Housing Coalition initiatives
3. Housing code update
4. City initiated land use plan amendment
5. Infrastructure improvements supporting housing

Barriers to Housing Production:

1. Private impacts
2. Public impacts

Looking Forward:

1. Fee reimbursement program
2. Unified Development Code
3. Local Options Sales Tax
4. Community Land Trust
5. Finance/policy forecasting tool project
6. Pre-development support for emerging developers
7. Parcel disposition

Priorities & Foundational Principles:

Affordable Living

Prepared By:

Taryn Edens

Attachments:

[Presentation - Affordable Housing Update January 23, 2023 Council Study Session](#)



2023 Housing Update

City Council Study Session
January 23, 2023



Introduction



Housing is a puzzle.


Not one solution.



THE LIFE CYCLE OF HOUSING VARIETIES:




1-2 Person Household




Accessory Dwelling
1
Adu
400 - 800 SF

ADUs grant the option of aging in place - living in a detached unit on same property with family or a caregiver, and in familiar neighborhood.



Garden Cluster
3+
Gc
800 - 1400 SF


Offers open space cared for by an HOA, which enables residents to enjoy community space without the maintenance.



Multiplex
4+
Mu
500 - 1400 SF


The scale fits well in more dense environments and provides transportation options and greater proximity to services.

1 Person Household




Accessory Dwelling
1
Adu
400 - 800 SF

This is an affordable living option that fits numerous neighborhood contexts, providing flexibility and options for being mobile.



Courtyard Apt
4+
Co
600 - 1200 SF


The living space, scale, and shared amenities of this housing type fit well with a social lifestyle on a limited budget.



Multiplex
4+
Mu
500 - 1400 SF


Much like live/work, the scale of a multiplex means it is often suited for environments where friends, daily needs, and activities are nearby.

1-2 Person Household




Garden Cluster
3+
Gc
800 - 1400 SF

These homes provide the privacy of detached units while providing the built-in community of shared communal areas.



Multiplex
4+
Mu
500 - 1400 SF


Ability to downsize in square footage and price while maintaining close connections to neighbors and friends.



Rowhouse
3+
Rh
800 - 1600 SF


Rowhomes can be a smart option for those looking to maintain independence, privacy, and proximity to family and amenities.

2 Person Household




Live/work
4+
Lw
1200 - 2000 SF

This housing option gives young professionals proximity to transit, jobs, and entertainment.



Rowhouse
3+
Rh
800 - 1800 SF


More living space with greater privacy in a housing type that fits many different neighborhood characters.



Triplex
3
Tr
800 - 1400 SF


Triplexes are compatible with single family settings, and are often a more affordable option for those just starting out.

Large Household




Courtyard Apt
4+
Co
600 - 1200 SF

Children and families benefit from playing and interacting in shared open spaces that are still private for residents.



Live/work
4+
Lw
1200 - 2000 SF

Offers proximity to all daily needs and activities, while reducing or eliminating commute times and maximizing family time.



Duplex
2
Du
1000 - 1800 SF

Duplexes provide both private open space and the flexibility of having more livable area within the home.





What Does the Environment Currently Look Like?

TOP FIVE HOUSING PRIORITIES PER MAXFIELD FINDINGS

1. New homeownership opportunities
2. Increase homeownership for People of Color
3. Housing for those earning less than 50% Area Median Income
4. Create additional senior housing options
5. Preservation of our current housing stock

6 SLIDE

Comprehensive Housing
Needs Analysis for
Olmsted County, Minnesota

Prepared for:
Olmsted County
Rochester, MN

2020



Maxfield

Research & Consulting

7575 Golden Valley Road

Suite 385

Golden Valley, MN 55427

612.338.0012

www.maxfieldresearch.com



Comprehensive Plan Future Growth Distribution

- P2S aims to create 26,000 new housing units through 2040 to meet our growth needs
- P2S aims to direct 78% of that growth within the current City Limits.
- P2S aims to create 22% of that housing in Urban Expansion Areas.

•KEY TAKEAWAY

P2S aims to redirect just 6% of edge growth under the trend scenario to growth inside City Limits.

TABLE 1-1: BASELINE GROWTH ASSUMPTIONS

MEASURE	CURRENT CONDITIONS	FUTURE CONDITIONS	GROWTH 2015-2040	% CHANGE
Population	110,000	165,000	55,000	+50%
Housing Units	48,800	74,800	26,000	+53%
Single Family	32,800	41,600	8,800	+27%
Multi Family	16,000	33,300	17,300	+108%
Senior Housing	4,670	6,650	1,980	+42%

TABLE 2-3: EXISTING AND FUTURE GROWTH DISTRIBUTION

GEOGRAPHIC SUBAREAS/EXISTING CITY AND URBAN EXPANSION AREA	2015	2040 TREND	2040 P2S	2015	2040 TREND	2040 P2S
	Estimated Housing Units			Distribution of Housing		
Downtown / DMC District	2,935	5,180	5,770	6%	7%	8%
Downtown Neighborhoods	4,751	4,860	5,720	10%	7%	8%
Transit Oriented Corridors	10,536	14,890	17,850	21%	21%	25%
Existing Urban Areas / Future Infill Area	20,912	27,230	26,140	42%	38%	37%
Urban Expansion Areas	8,332	18,965	15,660	17%	27%	22%





Plats vs Building Permits

	2015	2016	2017	2018	2019	2020	2021	2022 (Thru Oct)
SF Permits	364	418	429	347	289	238	233	145
Platted Lots	222	375	424	229	193	111	205	283

NOTE-

- 81 Lots have received preliminary approval
- 8,800 units over 20 years ~440 units/year



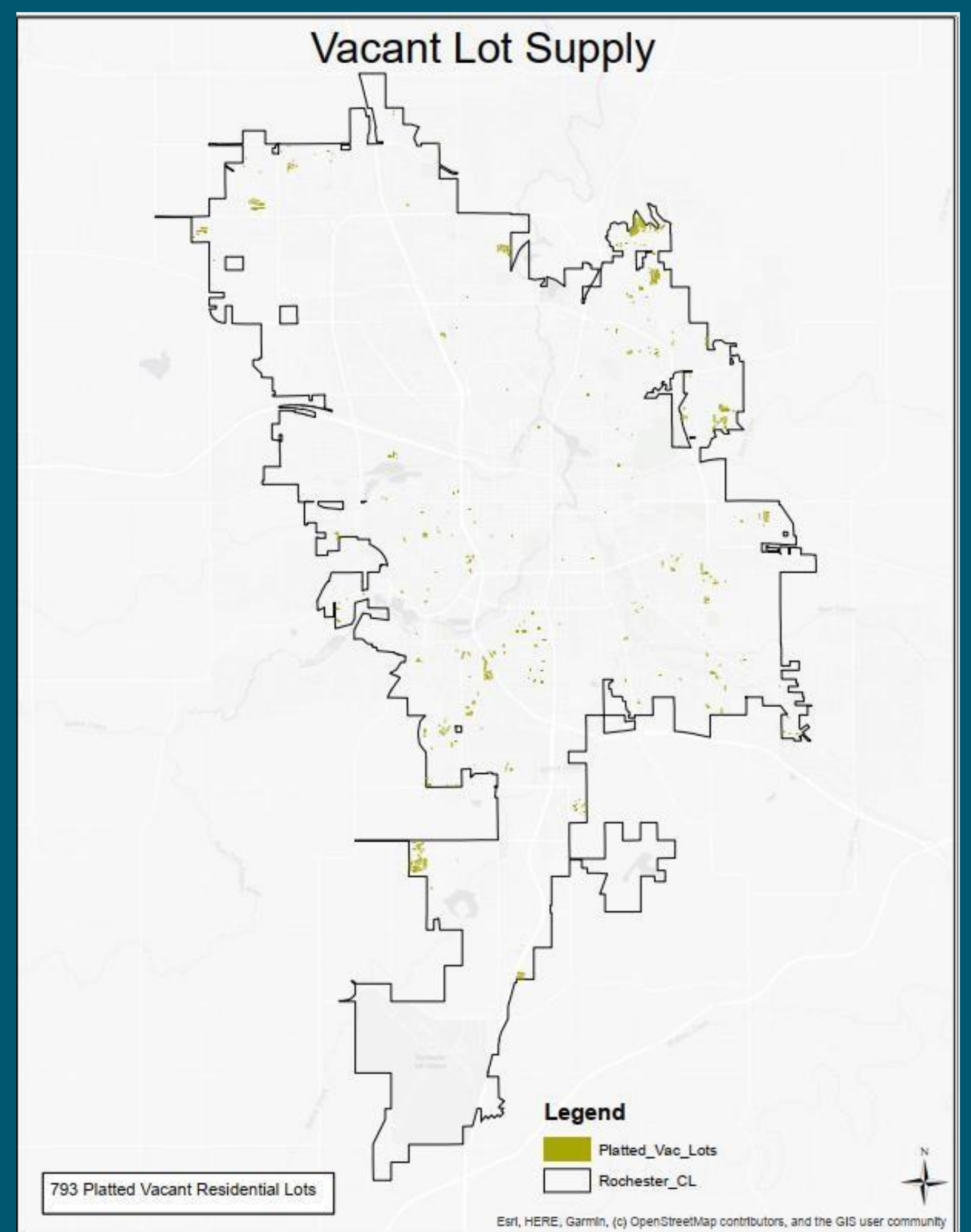


Vacant Platted Lots

- **793 Vacant Platted Parcel**
- **3-year lot supply demand based 2019-2021 single family building permits: 760**

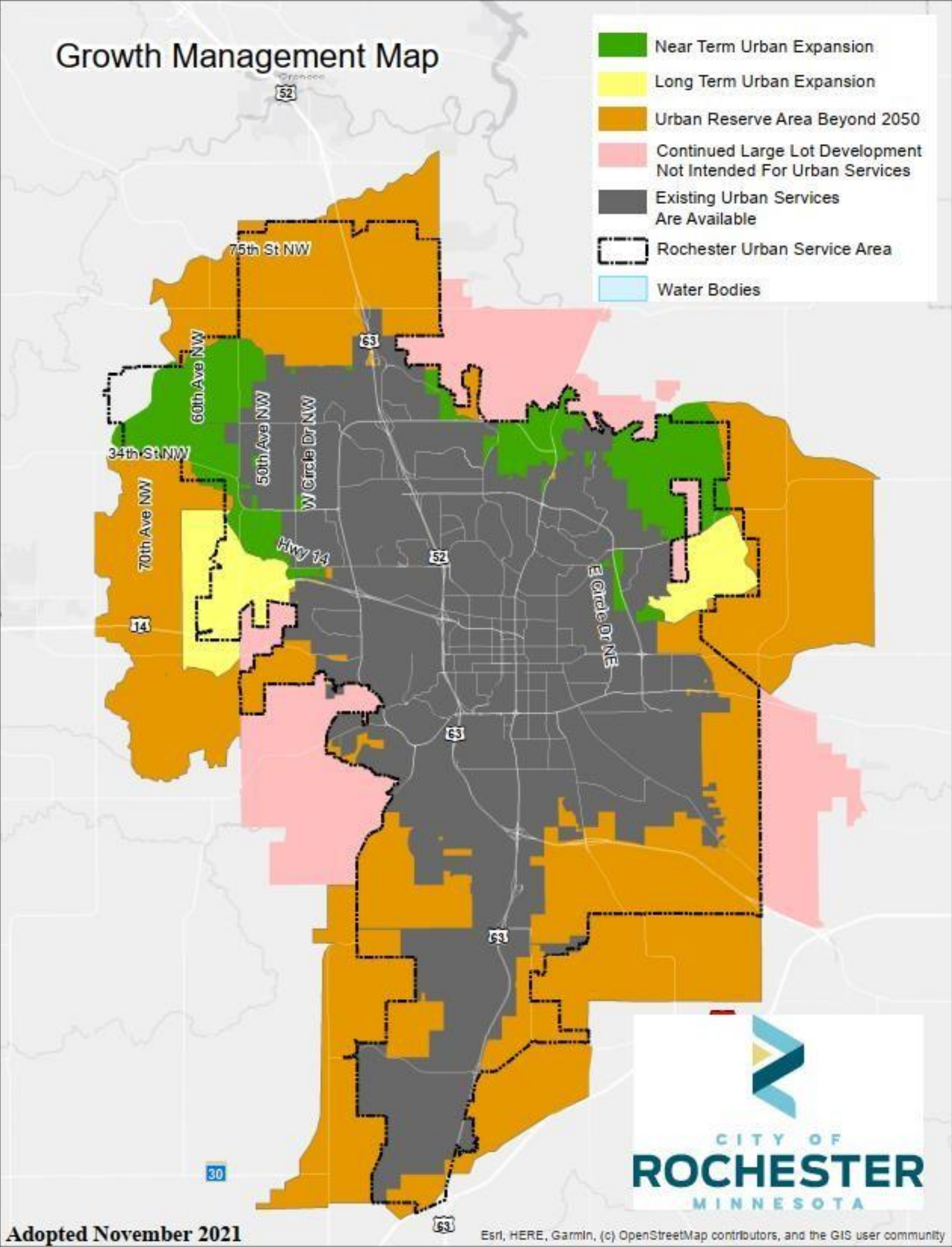
SLIDE

201 4TH STREET SE, ROCHESTER, MN
55904





Approved Growth Management Map



SLIDE

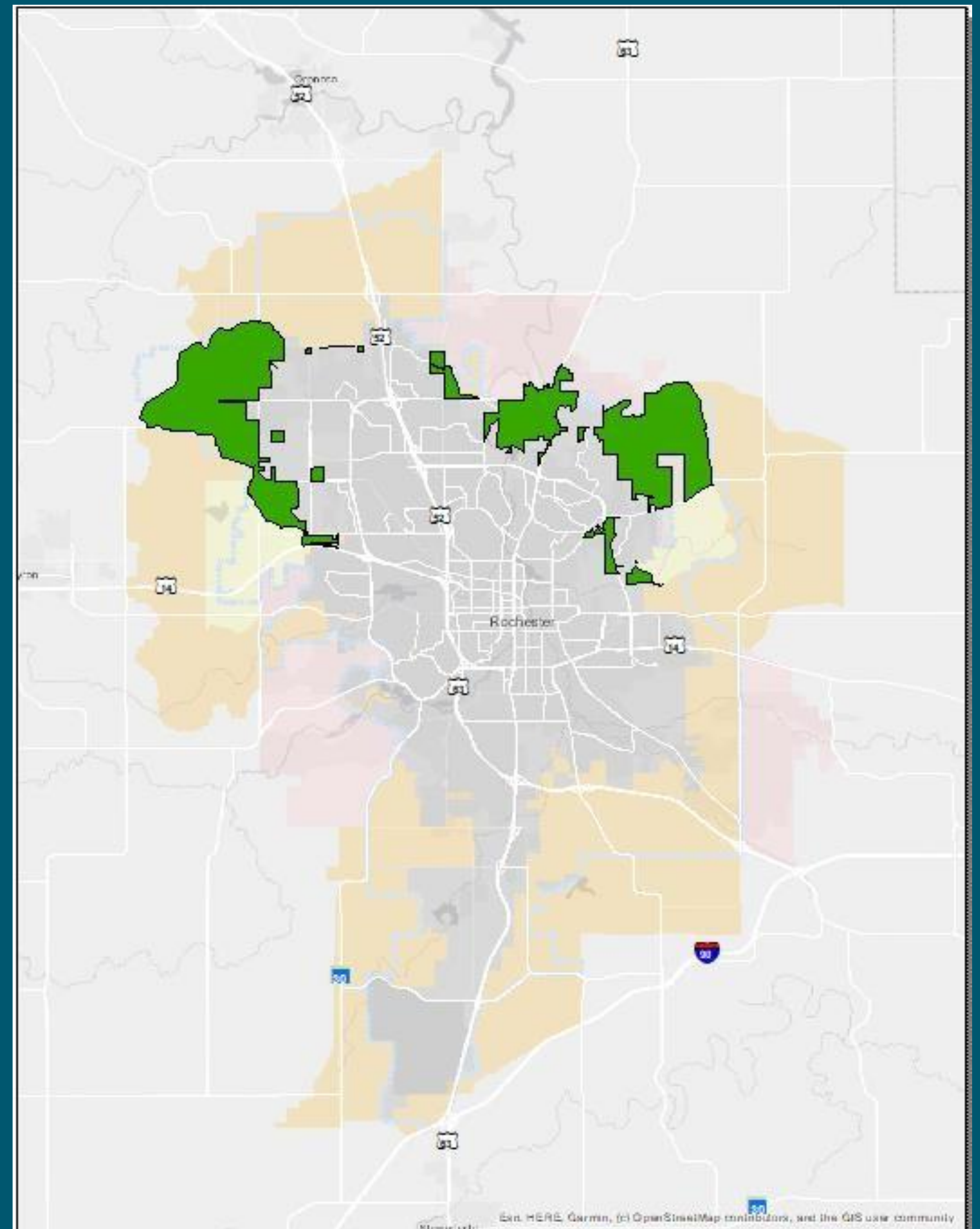
201 4TH STREET SE, ROCHESTER, MN 55904



Near Term Growth

Near term growth is focused on these areas:

- Hadley Valley
- Kings Run
- Portion of the West Zumbro Watershed District



SLIDE

201 4TH STREET SE, ROCHESTER, MN
55904

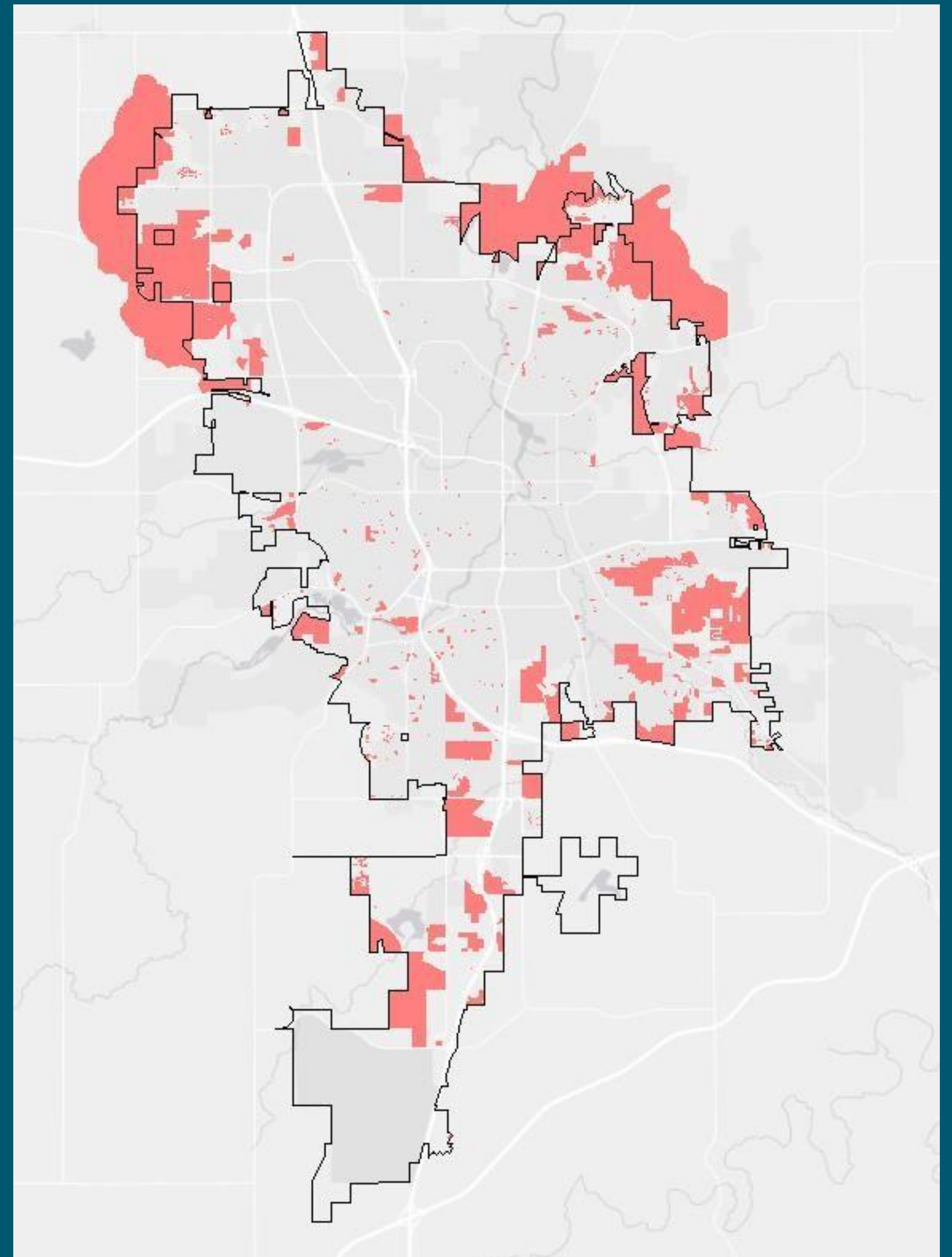


Vacant Developable Land

- 7,900 Acres
- 5,530 Developable Acres
- 22,120 Low Density Units (4 Units per Acre)
- 44,240 Low-Medium Density Units (8 Units per Acre)

NOTE:

P2S Aims to create 26,000 new housing units through 2024 (8,800 of which are single family) to meet our growth needs.



SLIDE

201 4TH STREET SE, ROCHESTER, MN
55904



Tracking Total Housing Units

Year	Single Family Dwellings	Two-Family Dwellings	Townhomes	Multi-Family	Total Number of Housing Units
2022 (thru 11/03)	148	4	30	746	928
2021	219	2	28	575	824
2020	224	0	41	288	553
2019	233	0	56	888	1177
2018	261	0	85	785	1131
2017	333	0	92	724	1149
Total	1418	6	332	4,006	5762

NOTE-

- 26,000 units over 20 years ~1,300 units/year





What Has Been Done & What We Are Doing



Affordable Housing Programs and Resources

15 SLIDE

- Community Development Block Grant, Single-Family Dwelling Rehab Loan Program, and Rental Rehab Loan Pilot Program
- Tax Increment Financing (TIF)
- State Lead Hazard Remediation Grant
- Fee Reimbursement Pilot Program
- ADU Pilot Program
- 4d Program
- City Parcel Disposition





Housing Coalition Metrics

ROCHESTER AREA HOUSING COALITION - HOUSING BLUEPRINT MEASUREMENT			
COMMUNITY PRIORITY	KPI 1	KPI 2	KPI 3
INCREASE HOMEOWNERSHIP OPPORTUNITIES	# HOUSING UNITS PRODUCED FOR OWNERSHIP BY NUMBER OF BEDROOMS AND SOURCE OF PRODUCTION	# LOTS ACQUIRED	FUNDING LEVERAGED
INCREASE BIPOC HOMEOWNERSHIP	# NEW BIPOC OWNERS FROM COALITION FROM FUNDING PARTNERSHIPS AND LOCAL LENDING AGENCIES.	# BIPOC OWNERS MOVING ONTO SECOND HOME PURCHASE FROM FUNDING PARTNERSHIPS AND LOCAL LENDING AGENCIES.	FUNDING LEVERAGED
SENIOR HOUSING OPTIONS	# AFFORDABLE SENIOR UNITS (55+) BY AFFORDABILITY	# PEOPLE SERVED	FUNDING LEVERAGED
50% AND 30% AMI AND BELOW RENTAL	# OF NEW AFFORDABLE INCOME RESTRICTED UNITS CREATED AND LENGTH OF AFFORDABILITY OF PERIOD.	# PEOPLE SERVED	FUNDING LEVERAGED
PRESERVATION	FUNDING LEVERAGED	# OF UNITS MAINTAINED AS AFFORDABLE THROUGH COALITION NOAH FUNDING	# UNITS CONTRIBUTED TO AND MAINTAINED AS AFFORDABLE THROUGH COMMUNITY LAND TRUST





Housing Code Update



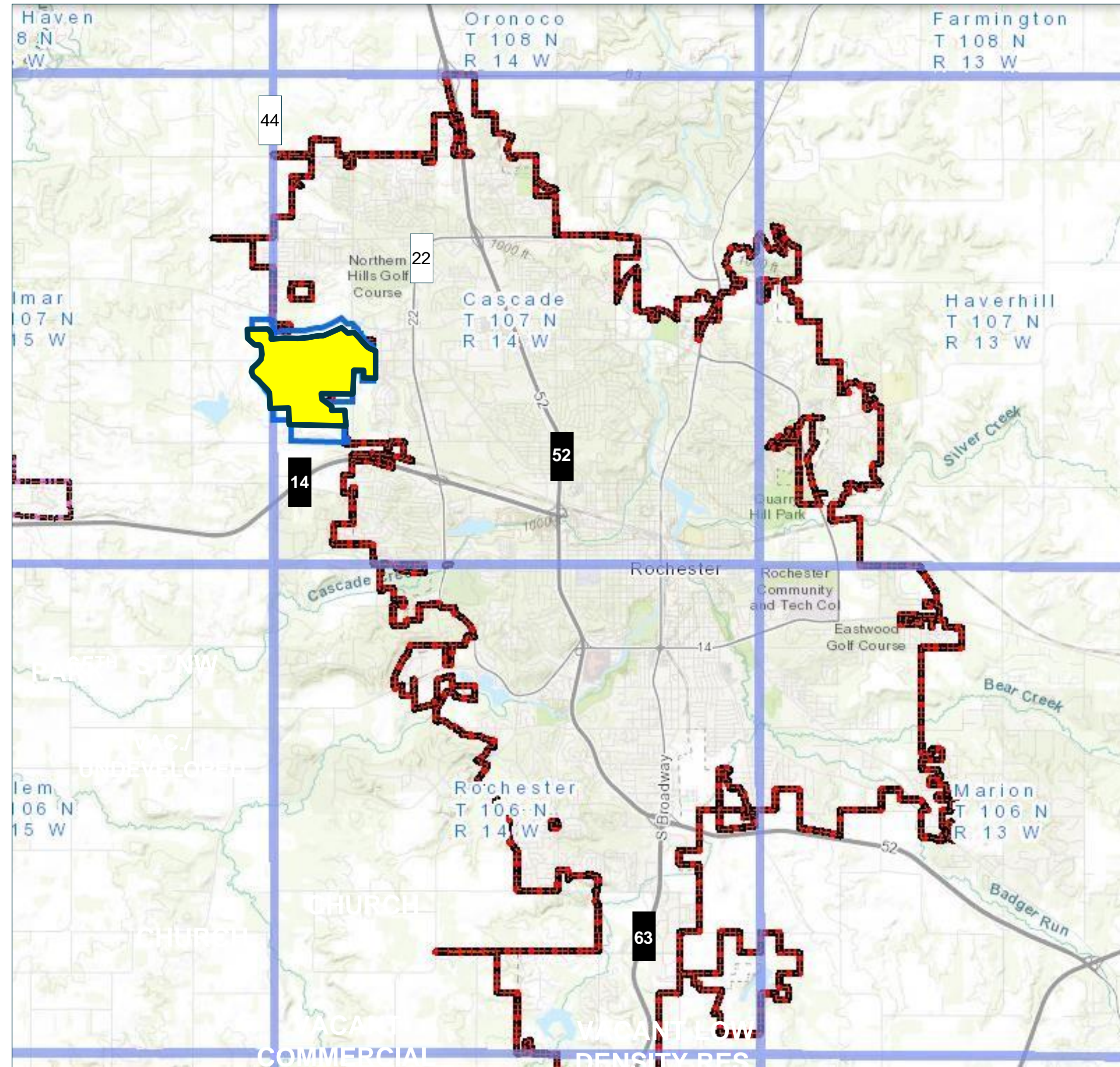
- Supports quality of living
- Incentivizes compliance
- Gathers more data
- Grows customer services





City Initiated Land Use Plan Amendment

950 AC.



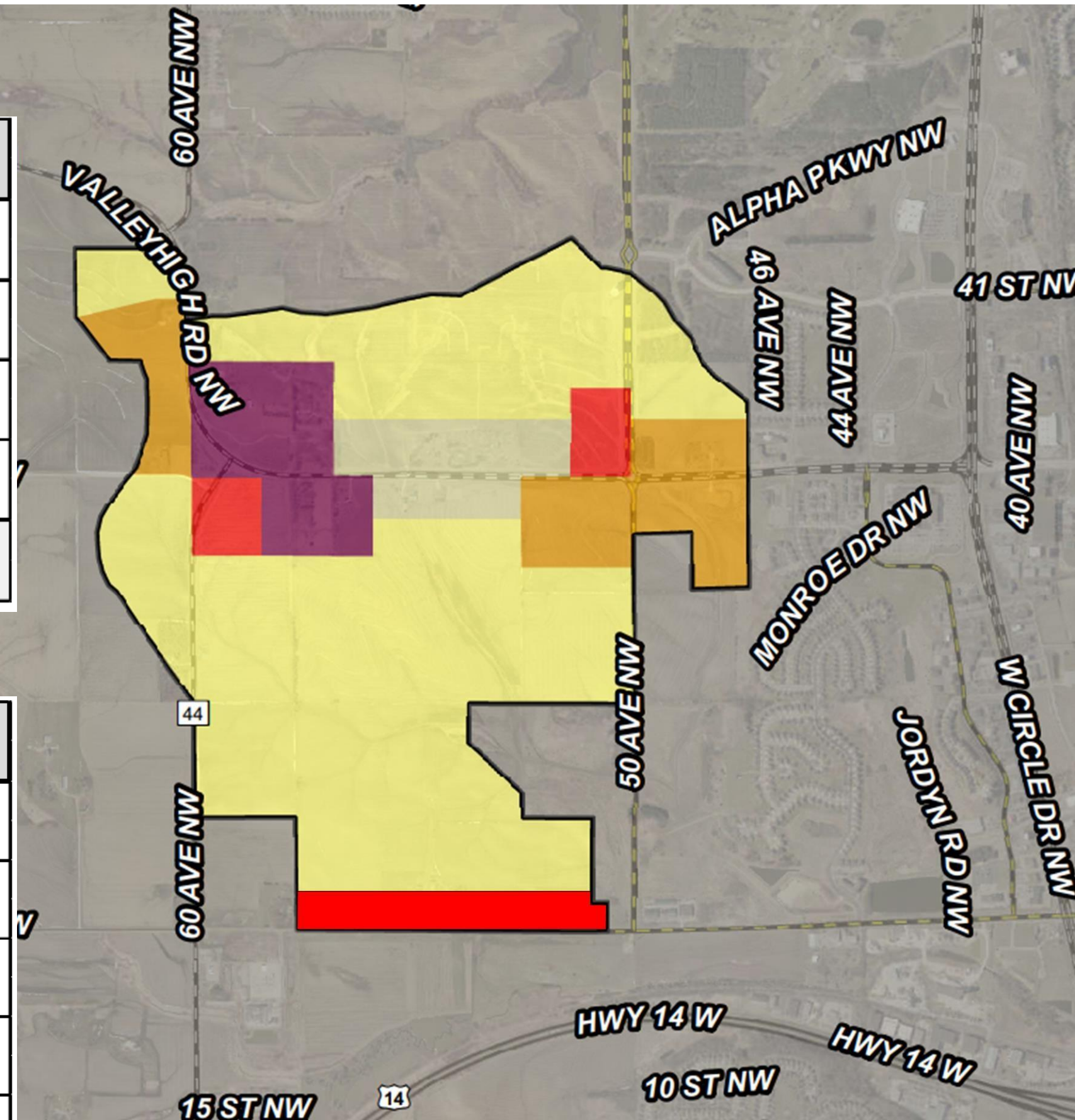


EXISTING LAND USE

Land Use Designation	Acreage	% of Total Amendment
Low Density Residential	30 acres	3%
Transit Supportive Neighborhood Corridor	32 acres	3%
Industrial	291 acres	31%
Urban Reserve	597 acres	63%
Total Acres	950 acres	100%

PROPOSED LAND USE

Land Use Designation	Acreage	% of Total Amendment
Low Density Residential	661 acres	65%
Medium Density Residential	116 acres	12%
Community & Business Development	33 acres	7%
Mixed Use Transit Oriented Centers	79 acres	8%
Mixed Use Transit Supportive Corridors	61 acres	6%
Total Acres	950 acres	100%



Infrastructure Improvements Supporting Housing

1. Proposed West Zumbro sewer expansion project

- Contribution agreements with landowners - January 2023
- Engineering plans and specifications - early February 2023
- 60% of the developable land covered by contribution agreements then we can put the project out for bids in February 2023
- Goal to start construction by May 2023
- Scope of sanitary sewer installed will be dependent on contribution agreements and easements. Map shows general area.

(*Study session on this item in February 2023)





Infrastructure Improvements Supporting Housing, continued...

2. Complete street and utility projects along higher volume corridors.

- 2nd Street (Uptown) – construction in 2013. Redevelopment followed
- North Broadway Phase 1 – construction 2021 and 2022 – multi-family housing developments
- North Broadway Phase 2 – estimated construction 2024-2025

3. Northwest projects: 65th Street roadway and pedestrian improvements, talking with developer about extending 55th Street, Pebble Creek Pond provides stormwater treatment for future subdivisions.

- Better access to schools and developable acres
- Anticipate future growth in this area





Infrastructure Improvements Supporting Housing, continued...

4. Transit Oriented Development (TOD) Corridors – i.e. Link Rapid Transit Project

- Neighborhood Revitalization
- More affordable housing
- Congestion relief, improved air quality, and other environmental benefits
- Improved safety for pedestrians and cyclists





What Issues Do We Keep Hearing?

Private Impacts

Supply/chain deficiencies

Availability of contractors or developers

Financing

Land costs

Interest rates

Building is outpacing available land

Market demand

Limited inventory

Material costs





Public Impacts

- Fees
- Lot availability
- Gaps for building one and two family dwellings
- Gaps for multifamily





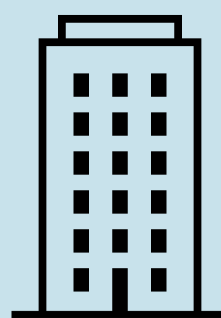
Looking Forward



Owner Occupied Housing

City: Fee Reimbursement Program

First Homes: Community Land Trust



Renter Occupied Housing

State: Low Income Housing Tax Credits

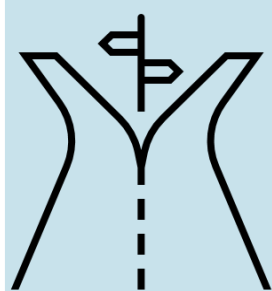
City: Zoning flexibilities and Tax Increment Financing



Housing Supply

Coalition for Rochester Area Housing: Financial/Policy Forecasting Tool and predevelopment support for emerging developers

City: Parcel disposition



Infrastructure/ Indirect Investments

City: Local Options Sales Tax and Capital Improvement Projects



THANK YOU



REQUEST FOR ACTION

Study Session Schedule

MEETING DATE:
January 23, 2023

ORIGINATING DEPT:
City Administration

AGENDA SECTION:
Presentation Items

PRESENTER:
Alison Zelms

Report Narrative:
The Study Session Schedule as of January 23, 2023.

Priorities & Foundational Principles:
Quality Services for Quality Living

Prepared By:
Heather Heyer

Attachments:
[Schedule - Study Session Schedule as of January 23, 2023](#)

2023 Study Session Calendar for Council Packet

Review Date	Topic	Responsible Department	Estimated Time	Meeting Location
01/30/23	Joint Library Board/Council Meeting	Library	150 Minutes	Rochester Public Library Auditorium
02/06/23	Active Transportation Plan Next Steps	Administration	45 Minutes	Council Chambers
02/06/23	BRT	Administration	45 Minutes	Council Chambers
02/06/23	Council Meeting			Council Chambers
02/13/23	Riverfront development	Administration	30 Minutes	Council Chambers
02/13/23	West Zumbro Sewer Expansion Project Update	Public Works	30 Minutes	Council Chambers
02/13/23	HPC and Proposed Historic District	Community Development	45 Minutes	Council Chambers
02/20/23	President's Day - Meeting Moved to Wednesday			
02/22/23	Council Rules of Procedure	Administration City Attorney	90 Minutes	Council Chambers
02/22/23	Council Meeting			Council Chambers
02/27/23	Strategic Priorities Update	Administration	150 Minutes	Council Chambers
03/06/23	City Parcel Disposition	Community Development	30 Minutes	Council Chambers
03/06/23	Zoning Map update	Community Development	45 Minutes	Council Chambers
03/06/23	Council Meeting			Council Chambers
03/13/23	Council Learning Session	Administration	Other	TBD
03/20/23	<i>Tentative - High Performance Government Impact Team Update</i>	Administration City Clerk Finance Human Resources IT	30 Minutes	Council Chambers
03/20/23	Sustainability Update	Administration	45 Minutes	Council Chambers
03/20/23	Council Meeting			Council Chambers
03/27/23	(Possible Cancellation due to NLCS conference)			
03/27/23	<i>tentative - 150 Minutes Available</i>			Council Chambers
04/03/23	<i>Tentative - RPS Superintendent and Olmsted County Administrator updates</i>	Administration	60 Minutes	Council Chambers
04/03/23	30 Minutes Available			Council Chambers
04/03/23	Council Meeting			Council Chambers
04/10/23	GIS construction map project	Community Development	30 Minutes	Council Chambers
04/10/23	UDC update and potential amendments	Community Development	30 Minutes	Council Chambers
04/10/23	90 Minutes Available			Council Chambers
04/17/23	WRP Liquid Treatment and Solids Handling Upgrade update	Public Works	Other	Council Chambers
04/17/23	<i>Tentative - Public Services Team Update</i>	RPU	30 Minutes	Council Chambers
04/17/23	45 Minutes Available			Council Chambers
04/17/23	Council Meeting			Council Chambers
04/24/23	Council Learning Session	Administration	Other	TBD
05/01/23	90 Minutes Available			Council Chambers
05/01/23	Council Meeting			Council Chambers
05/08/23	150 Minutes Available			Council Chambers
05/15/23	90 Minutes Available			Council Chambers
05/15/23	Council Meeting			Council Chambers
05/22/23	<i>Tentative - Community Enrichment Impact Team Update</i>	Civic Music Library Parks and Recreation	30 Minutes	Council Chambers
05/22/23	90 Minutes Available			Council Chambers
05/29/23	Memorial Day - No Meeting			
06/05/23	Building Permit/Plan review update	Community Development	Other	Council Chambers
06/05/23	75 Minutes Available			Council Chambers
06/05/23	Council Meeting			Council Chambers
06/12/23	Comprehensive Surface Water Management Plan update	Public Works	45 Minutes	Council Chambers
06/12/23	105 Minutes Available			Council Chambers
06/19/23	Juneteenth - Meeting moved to Wednesday			
06/21/23	<i>Tentative - Public Safety Impact Team Update</i>	City Attorney Fire Police	30 Minutes	Council Chambers
06/21/23	60 Minutes Available			Council Chambers
06/21/23	Council Meeting			Council Chambers
06/26/23	150 Minutes Available			Council Chambers
07/03/23	No Meetings			
07/10/23	90 Minutes Available			Council Chambers

Review Date	Topic	Responsible Department	Estimated Time	Meeting Location
07/10/23	Council Meeting			Council Chambers
07/17/23	150 Minutes Available			Council Chambers
07/24/23	90 Minutes Available			Council Chambers
07/24/23	Council Meeting			Council Chambers
07/31/23	No Meetings			
08/07/23	90 Minutes Available			Council Chambers
08/07/23	Council Meeting			Council Chambers
08/14/23	Council Learning Session	Administration	Other	TBD
08/21/23	90 Minutes Available			Council Chambers
08/21/23	Council Meeting			Council Chambers
08/28/23	150 Minutes Available			Council Chambers
09/04/23	Labor Day - Meeting Moved to Wednesday			
09/06/23	90 Minutes Available			Council Chambers
09/06/23	Council Meeting			Council Chambers
09/18/23	90 Minutes Available			Council Chambers
09/18/23	Council Meeting			Council Chambers
09/25/23	No Meetings			
10/02/23	90 Minutes Available			Council Chambers
10/02/23	Council Meeting			Council Chambers
10/09/23	Council Learning Session	Administration	Other	TBD
10/16/23	90 Minutes Available			Council Chambers
10/16/23	Council Meeting			Council Chambers
10/23/23	150 Minutes Available			Council Chambers
10/30/23	No Meetings			
11/06/23	90 Minutes Available			Council Chambers
11/06/23	Council Meeting			Council Chambers
11/13/23	150 Minutes Available			Council Chambers
11/20/23	90 Minutes Available			Council Chambers
11/20/23	Council Meeting			Council Chambers
11/27/23	Council Learning Session	Administration	Other	TBD
12/04/23	90 Minutes Available			Council Chambers
12/04/23	Council Meeting			Council Chambers
12/11/23	90 Minutes Available			Council Chambers
12/11/23	Council Meeting			Council Chambers
12/18/23	No Meetings			
12/25/23	No Meetings			