



# Red Wing - West End Redevelopment Study

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Prepared By HKGI





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## Study Purpose

The City of Red Wing commissioned the West End Redevelopment Study in 2021, following the acquisition of the former Bauer Built property. The purpose of the study is twofold, to provide more direct guidance about the redevelopment of the former Bauer Built property, and to show precedents and possibilities for surrounding properties. It is intended to be used by City staff, the Red Wing Port Authority, elected leaders & commissions, and potential development partners. The study should be used to frame a forthcoming RFQ/RFP related to the former Bauer Built site.



## City Plans & Policies

### *Old West Main Streetscape (2021)*

The City of Red Wing is investing in a road & streetscape reconstruction that will bring pedestrian and safety enhancements onto Old West Main Street including additional vegetation, site furnishings, lighting, striping, bumpouts, and a bridge connection to Bay Point Park. Most street parking will be retained, and additional spaces will be provided on the alley behind the former Bauer Built site.





## **Red Wing 2040 Community Plan (2019)**

Red Wing developed their 2040 Community Plan to take a comprehensive look at how the City will move forward for the next 20 years. Parts of the plan focused on the Old West Main area, and the connections to the river. The Old West Main area was identified as a “Mixed Use Activity Center” in Red Wing. Mixed Use Activity Centers are described as:

*Activity centers are located in places where the community’s residents, employees and visitors are drawn together. Activity centers host a variety of activities with an emphasis mostly on commercial retail and service uses, institutions, and higher density residential. They are intended to provide a mix of uses that serve as great places to do business, learn, play, shop or simply enjoy a unique cultural experience.*

The plan goes on to suggest that:

*Redevelopment within activity centers should be a priority with the community focusing on infill or redevelopment within its existing centers to maximize the use of existing infrastructure systems. Old West Main is a primary example of an activity center whose land use pattern has aged and now aspires to be something different.*

*Although focused more on creating non-residential uses, activity centers can also include unique housing opportunities such as live/work, studio, or loft housing. Integration of residential uses into activity centers should focus on providing higher density housing near services, jobs and transportation corridors that serve pedestrians, bicyclists and vehicle drivers.*

Ideas and Principles for Old West Main included:

- » *As redevelopment occurs, develop a public pedestrian walkway along the terrace connecting the Red Wing Depot to the Pottery District.*
- » *Seek opportunities for a grade-separated crossing of the railroad tracks.*
- » *Establish other public spaces at key locations along the pedestrian connection on the terrace.*
- » *Mixed use development in this area should be a maximum of three to four stories so that views from the neighborhoods to the south are not blocked.*
- » *Underground and centralized parking should be utilized as much as possible.*
- » *Live/work concepts and incubator space for entrepreneurial startups should be emphasized.*



## Renewing Old West Main (2015)

The Renewing Old West Main plan emphasized improving the public realm in the area, an effort which is being realized with the streetscape improvements. The plan identifies the importance of creating off-street gathering locations and ensuring redevelopment occurs in a way that enhances the visual character of the district through site design (loading in the rear of buildings, creating defined entries when there are setbacks, getting away from parking between sidewalks and buildings). The plan also puts an emphasis on placemaking to activate the corridor. Green infrastructure is also desired as redevelopment occurs.



## Redwing Zoning Ordinance (Ongoing)

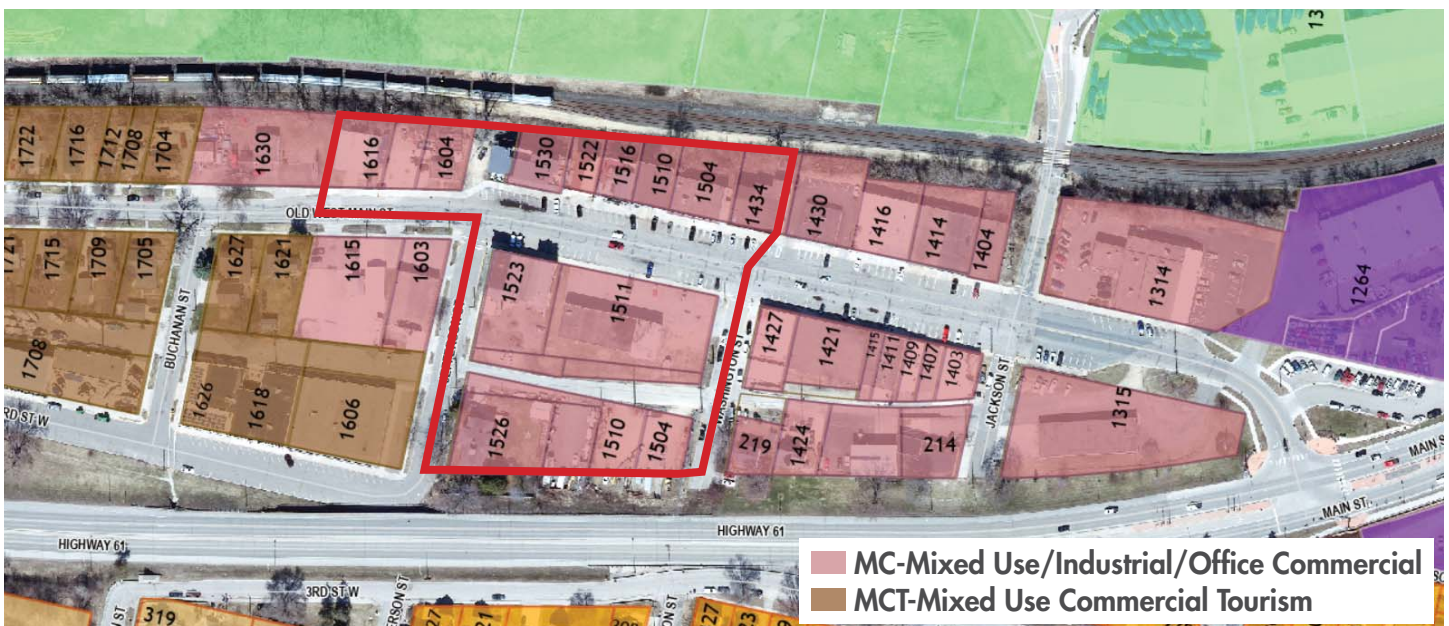
The City's Zoning Ordinance is the primary legal tool by which the City determines what is built and how buildings are used in a certain area. In the West End District, the primary zoning classifications are:

### MC-Mixed Use/Industrial/Office Commercial

*The intent of the Mixed-Use Industrial/Office Commercial district is to allow for a mix of compatible and integrated land uses that will enhance the economic vitality of the district. It is also the intent of the district to provide for a balance between commercial and light industrial uses within certain districts of the City. These district regulations are designed to provide for the orderly development of this area. This district allows for flexible and creative approaches to development concepts with mixed land uses that would not be permitted within standard zoning districts.*

### MCT-Mixed Use Commercial Tourism

*The intent of the Mixed-Use Commercial Tourism district is to allow for a mix of compatible and integrated land uses that will enhance the liveliness of the district. It is also the intent of the district to provide for a balance between tourist-oriented attractions, public recreational facilities, commercial, office, residential, neighborhood services and specialty shops within certain districts of the City. These district regulations are designed to provide for the orderly development of this area. This district allows for flexible and creative approaches to development concepts with mixed land uses that would not be permitted within standard zoning districts.*



# Site Analysis

## History



The West End has long been a landing spot for entrepreneurs starting and growing their businesses.

Old West Main is one of the City's longest standing neighborhoods. Stretching from the Pottery District in the west to 61 on the east, the area has been home to many of the City's industrial users, but also homes, saloons, breweries, stores, and even an elementary school. In 1951, Highway 61 was constructed, re-routing much of the traffic off of Main Street in the West End, and on to the highway a few blocks south. At the same time, the rise in automobile use strengthened the market for auto focused uses that found a home on Old West Main Street. While one of the oldest parts of Red Wing, the district has been defined by change.

## Existing Conditions

Today, the West End is an eclectic mix of uses, and the building stock reflects those differences. Uses range from auto repair shops to homes, apartments over retail, accounting and travel agency offices, a gym, a brewery, medical facilities, a bakery, a salon, stores, contractor headquarters, contractor yards, a guitar repair shop, bars and restaurants, a print shop, an auto dealership, a laundromat, and an art gallery. The carwash is being redeveloped into a different concept.

The area is becoming more of a food & drink node with Kelly's and Bayside in the study area, the brewery, planned coffee and other food uses down the street and restaurants in and around the Pottery Building.

## Circulation and Connectivity

Today, the majority of traffic in the area travels along Highway 61, which sits south and uphill of the West End District. Highway 61 sees approximately 23,100 vehicular trips per day past the area. Access into the area can occur at Bench Street or Clay Street, but the primary access comes where Old West Main Street ties back into 61 between Jackson Street and Cedar Street. This intersection has been emphasized through streetscape during the reconstruction of Highway 61 in 2016. Vertical banner poles, lighting, and brick column gateways notify people of the West End District. Currently, approximately 3,900 vehicles travel onto Old West Main Street from Highway 61. The intersection is about 1/2 a mile from downtown Red Wing.

The Cannon Valley Trail also connects near the district, traveling along Levee Road before heading out of town to Welch and Cannon Falls. The new pedestrian bridge will connect the trail to the West End District.

Distance to:

Downtown Red Wing:	1/2 Mile	Rochester:	45 Miles
Treasure Island:	10 Miles	Lakeville:	45 Miles
Lake City:	15 Miles	St. Paul:	45 Miles
Hastings:	25 Miles	Minneapolis:	55 Miles
Cannon Falls:	25 Miles		





Former Bauer Built Site & Parking



Future Bridge Site



Artisan Collective & Brazen Clothing



SWAT Salon



Rear of Former Bauer Built Site



North Side of Old West Main St



Future Bridge Site



ROW next to Kelly's

## Re/Development Framework

As discussed above, this plan addresses both the former Bauer Built redevelopment site, as well as potential options for the study area. As the most imminent redevelopment site, recommendations for the former Bauer Built site are more prescriptive, while discussion of other sites is intended to stay at a high level and represent what they could become.

In the event that the City acquires more land in the district, it is anticipated that it would occur on a willing seller/willing buyer basis. Otherwise redevelopment would likely occur through the market. Where proposed projects meet the goals outlined for the area, the City and Port Authority have tools available to assist in the redevelopment process and help close financial gaps that may exist.

### *Vision:*

A district defined by change, the West End district will continue to foster entrepreneurs, while enhancing its place as a unique and vibrant destination for residents and visitors alike.

### *Goals:*

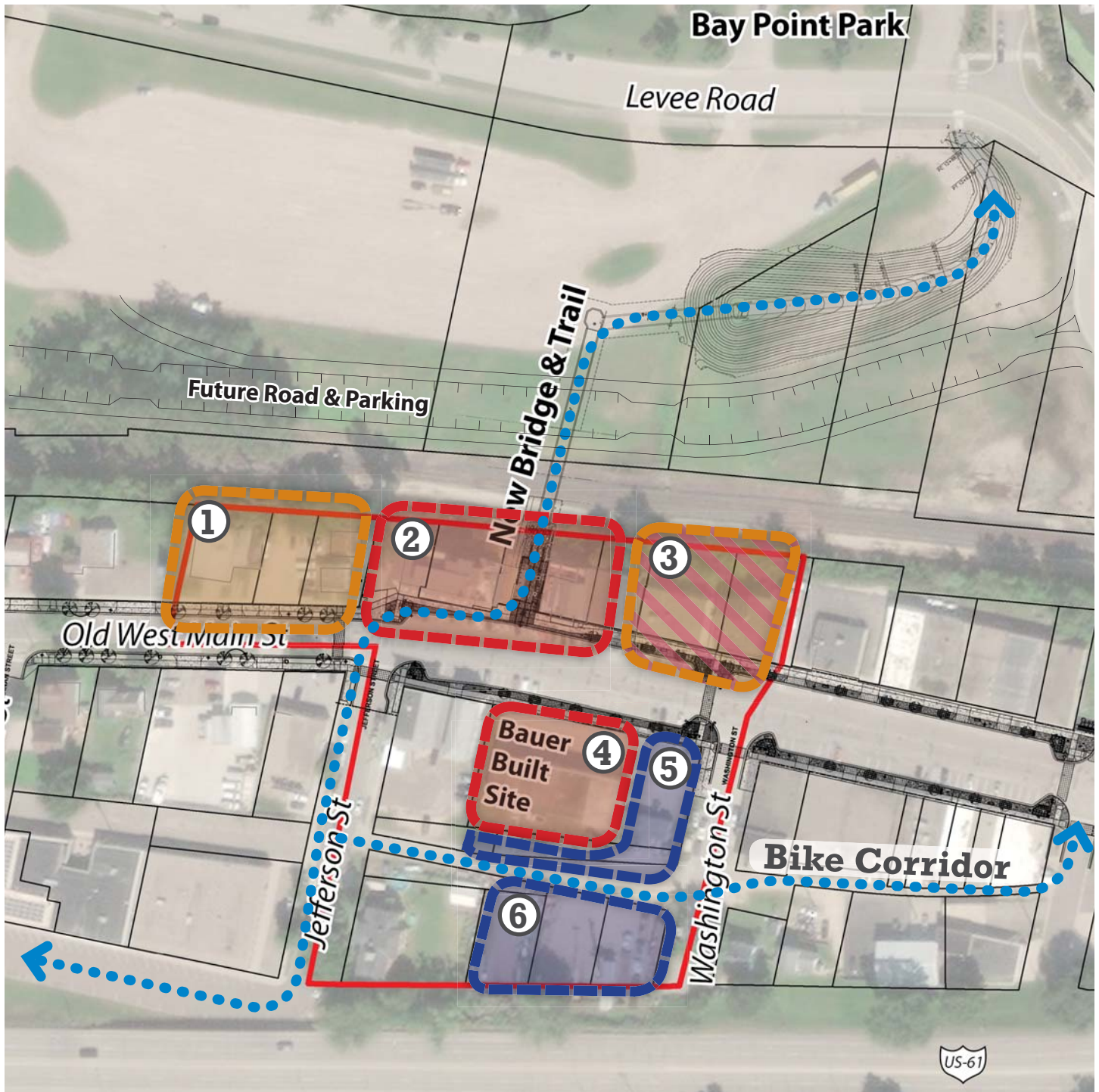
#### **West End**

- » Build on the existing range of uses to establish the West End as a destination
- » Maintain a place that is great for visitors, and also appreciated and used by residents
- » Create places that draw people to the district and encourage them to stay, visiting multiple locations
- » Increase parking capacity in the West End District
- » Encourage new development that is compatible with the rest of the district

#### **Former Bauer Built Site**

- » Create a food/drink/retail destination that brings more people into the West End District and encourages them to stay longer and patronize other local businesses as well.
- » Curate active uses between Old West Main Street and the building that enhance the vibrancy and human presence in the West End District
- » Develop a viable, economically sustainable and resilient project
- » Create a project that enhances the ecological functioning of the site
- » Provide public parking





- 1 - Residential or Mixed Use
- 2 - Eat/Drink/Entertainment
- 3 - Live/Work
- 4 - Former Bauer Built Site
- 5 - New Parking
- 6 - Explore Potential Parking

## *Redevelopment Approach*

For areas outside of the former Bauer Built Site and associated parking improvements, the intent of this study is to evaluate what could occur in given areas. Examples are provided to give property owners additional ideas. They should be considered as possibilities, not prescribed uses. The zoning in the area is fairly open and the City is evaluating the regulations to help support the district.

As noted above, the potential redevelopment of other properties within the study area are likely to occur through the development community, although the City and Port Authority may support redevelopment that meets these entities' goals. Development of additional parking will likely be done through the City or as a district initiative.

## *Live/Work*

The Lincare, Licensing/Guitar, and Exhaust Pros parcels have a limited effective parcel depths due to the topography falling off towards the north. There are approximately 50-60 feet from the right-of-way parcel line to the top of the slope. This depth limits larger redevelopment such as apartments that require 60-80 feet. One concept that could occur with those depths is the introduction of live/work townhome type products. These have a ground floor, public facing storefront with housing above. Residential and commercial units may be tied together, or be separated. A similar example of this form can be found across the street at the Artisan Collective building and the Go Brazen building. At 2-3 stories, buildings should provide residents with a view of the park and the river. This type of housing can support entrepreneurs and small businesses and provide housing for owners or employees.

These buildings currently contribute to the district and support existing businesses as they exist today. The potential for redevelopment should be considered as a future option, while supporting existing uses and possible re-uses within the existing buildings in the short and mid-term.



Examples of Live/Work Buildings



## *Eat/Drink/Entertainment*

Kelly's and Bayside (along with the Brewery) serve as dining anchors in the district, bringing evening activity to the area. These businesses have the potential to expand longer term, particularly with their outdoor footprint. Adjacent parcels and the right-of-way stub are logical possibilities for this growth. Additional activity would enhance the district for the same reasons it is desired at the former Bauer Built site. With the development of the former Bauer Built site, the area will continue to grow as a destination for residents and visitors, and Bayside and Kelly's are important parts of that equation.



Examples of Eat/Drink/Entertainment Destinations

## *Residential / Mixed Use*

Parcels west of the right-of-way stub may continue to be used as they currently are, but in the possibility of redevelopment, may make sense as medium/higher density housing. The parcel depths could support a double loaded corridor apartment building. Scale should allow residents on the north to see the park and river, but not block views from the uphill neighborhoods. This likely correlates to a 3-4 story building. Parking for residents will need to be provided inside the building. If the building incorporates commercial uses, they should front on Old West Main Street and make more sense on the east side.



Examples of Residential and Mixed Use Buildings

## *Additional Parking*

Demand for parking continues in the district, even with the new lot and alley parking. The City or district businesses may consider working with property owners south of the alley to purchase the parcels for development of another parking lot. To the extent that employee parking can be located in the south portion of the district, that will free up street and "front door" spaces for customers. These areas should be well lit and safe to walk to.

# Former Bauer Built Site Redevelopment

## Site Vision

The City envisions the redevelopment of the former Bauer Built site to become an active use on Old West Main Street, bringing more people and energy to this emerging district. The building is viewed as a unique structure that should be adapted to meet the needs of a future user.



*Incorporation of unique ideas such as utilizing the historic Red Wing Trolley as part of the concept is welcomed for redevelopment concepts*

Possible re-use scenarios could include a mix of the following uses:

- » Food Hall
- » Restaurant
- » Cidery/Brewery/Winery/Distillery
- » Business Condos
- » Event Space
- » Art
- » Retail Space/Market
- » Outfitter (based on river/hiking/trail/climbing/fishing etc. options in and around Red Wing)

## Development Considerations

- » Prior to sale of the building, the City will split the parcel and retain ownership of the east parking lot for use as public parking. Additional parking is also being planned in the alley behind the building on public right-of-way

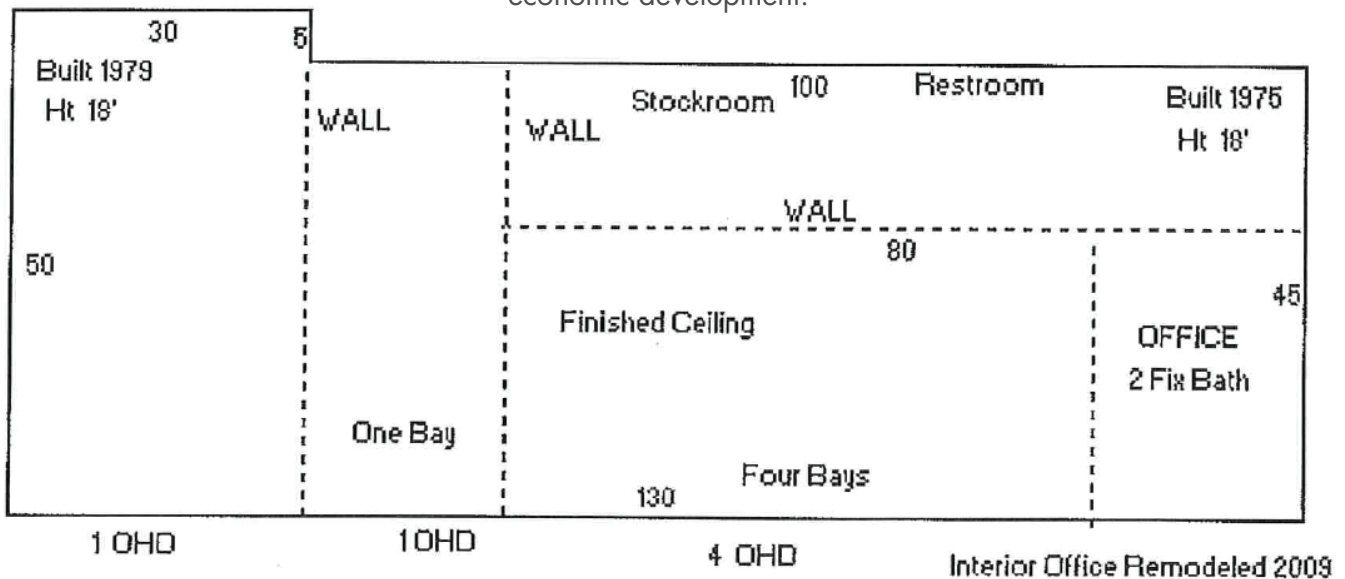




- » The City does not anticipate being the permanent owner of the building, but may be willing to work with prospective users to provide the building at a reduced cost as an economic development measure or to structure a deal that allows the user to take ownership of the building over time. This is consistent with the City and Port Authority's desire to build entrepreneurship and community wealth through ownership when feasible.
- » The City does not anticipate managing the building beyond ensuring that the terms of ownership and use that were agreed to with the owner are being followed.
- » The area between the building and Old West Main Street shall be designed, programmed, and used as active space, enhancing the vibrancy of the district. Examples of ways to activate the space include:
  - *Eating and Drinking*
  - *Games such as bag-toss or bocce ball*
  - *Fire pits*
  - *Small music/performance stage*
  - *Informal play areas (mounds, rocks to climb on, etc.)*
  - *Sculpture garden*
  - *Integration of food production (hops, herbs for restaurant, etc. – should not be the primary use)*
  - *Seating/Hang-out areas (benches, chairs, hammocks, etc.)*



- » The design of the redevelopment should interface well with the surrounding buildings and the streetscape
  - Creation of identifiable entries into the space
  - Good visibility in and out of the site
  - Delineated edge between the public sidewalk and the active space
  - Connectivity across the site, particularly with a well lighted path from Old West Main Street to the rear alley where additional parking will be located
  - "Back of house" elements such as trash and loading should occur on the rear of the building
- » The project should incorporate examples of sustainability in the redevelopment. These could include:
  - Enhanced Stormwater Treatment
  - Solar Panels or other alternative energy sources
  - Re-use of materials
  - Elements of local food production as discussed above
  - Energy efficient appliances/HVAC
  - Bicycle fix-it station, parking, & locks available to borrow for trail users
  - An electric car charging station is anticipated on the southeast corner of the project in coordination with the streetscape project.
- » The City and Port Authority have a strong desire for this site to become a successful business in the area for a long time to come. They also recognize that redevelopment can be require significant resources, beyond just purchasing the building. The City and Port Authority are willing to support this project using the applicable financial and regulatory tools that are available to them for economic development.



Existing Layout



## *Illustrative Renderings*

As part of the planning process, images were developed to:

- » Help illustrate development considerations
- » Understand how a concept might fit on the site
- » Give a “feel” of what is desired
- » Serve as inspiration

These renderings are not intended to imply that re-development must look just like this or that there is a preference for the uses shown. The City and Port Authority recognize that all prospective users will have their own unique vision for the site, how it is used, and the design elements that will make it special. A potential user should demonstrate how their vision matches the overarching goals of:

- » A unique destination that fits well into the existing district
- » Creating an active, vibrant space between the building and the street
- » Developing an resilient business that will be a part of the district for a long time to come
- » Incorporating sustainability into the re-development

























## Other Precedents

These precedents incorporate similar elements to what is desired at the former Bauer Built Site:



The Ocean - Food Hall, Roll Up Doors, Active Outdoor Space, Re-Use



Adventure Club - Brewery, Outfitter/Retail, Sculptures, Outdoor Space Activation



Milk Market - Food Hall, Food Prep Synergies, Activated Outdoor Space



Lynhall - Food focus with a variety of business models (eat/drink, cooking classes, tv studio, event space, cafe)



Holden Room/Glass House - Event Space, Cafe Incorporated, Adaptive Re-Use



Rocket Empire Machine - Startup Food Vendors, Brewery, Building Re-Use, Activation of Outdoor Space



The Shore - Local Focus, Roll Up Doors, Eat/Drink Focus, Adaptive Re-Use



Milk & Honey Cidery - Activated Outdoor Space, Performances, Cidery

## Next Steps/Implementation

These implementation actions essentially serve as the City's "to do list" for pursuing perspective users/developers at the former Bauer Built site.

1. Split the parcel or create a public parking easement on the parking lot portion of the former Bauer Built site. Ensure City uses are being directed
2. Develop a Request for Inquires (RFI) or a Request for Qualifications (RFQ) notice. The purpose of an RFI is to gain familiarity with the current market and prospective developers that may be interested in partnering with the City of Red Wing to develop The former Bauer Built site. An RFQ is typically used to negotiate a preliminary development agreement with the City.

An RFP Process may be used as well, but requires more upfront work and resources from a restaurateur, retailer, drink maker, or artist without knowing if they will get the project. If an RFP is used, ensure that the process balances the need to understand the type and viability of the project without becoming overly onerous. This will help keep the project accessible to a wider mix of prospective users, consistent with the entrepreneurial spirit of the district.

3. Use the West End Redevelopment Study as a resource for evaluating and guiding development proposals.
4. Evaluate the business plan, development proforma, and other financials to:
  - *Ensure the business plan is sound*
  - *Meet the requirements of potential funding sources and financial tools*
5. Partner with a user/developer to support the adaptive re-use of the former Bauer Built site. In the developer's agreement, ensure that the long term maintenance, operations, and ownership of the site are structured so that the site and building continue to be used appropriately and remain a valued part of the district.
6. Identify the City and Port Authority's roles in the redevelopment, particularly as it relates to supporting the public finance and funding tools. Consider focusing efforts on:
  - *Public facing portions of the project such as the active space between the street and the building*
  - *"Above and beyond" tasks such as innovative sustainability initiatives*
  - *Job creation/tax base revitalization*
  - *Financing tools, including the area's location within an Opportunity Zone*



