

## 5 • Drawing from Other Plans

### Overview/Summary

One important function of a ROCOG Plan is to bring together pertinent parts of previous plans and plans produced by other planning entities that contribute to a ROCOG Plan Update. Jurisdictions in Olmsted County that adopt comprehensive land use plans and system level transportation plans include Olmsted County, the City of Rochester and the small cities outside of Rochester. In the case of Olmsted County and Rochester, the system level transportation plan they rely on is this ROCOG Long Range Transportation Plan, although the City of Rochester also uses the transportation sections of their comprehensive plan. This chapter summarizes the land use plans for Olmsted County and Rochester and contains the small city Thoroughfare and Land Use Plan maps, which have been prepared at the municipal level to guide investment in each of the seven communities outside the Rochester area. Most of the small city plans have been updated in the last ten years under contracts with private planning consultants.

It is also important to note that with a required update every five years, the Plan is done after, during, and just

prior to a number of other on-going community, state, and federal planning work. The following sections summarize the plans that have been considered in the preparation of this ROCOG Long Range Transportation Plan.

### Statewide and District Plans

The following statewide and district plans have contributed to the formation of this ROCOG plan.

#### Minnesota GO Family of Plans

Minnesota GO is a 50-year vision of the future of transportation in the state, across all modes, adopted in 2011. The plan recognizes the importance of a comprehensive statewide transportation system in any attempts to achieve maximum benefits in health, commerce, the natural environment, and people's overall wellbeing. Where Minnesota GO lays out the vision for a better future, the Family of Plans go into more detail about how to achieve that better future as it relates to each of the various transportation modes.

- **Statewide Multimodal Transportation Plan**  
This plan, adopted in 2017, serves as the overall

guiding document for the Family of Plans, outlining transportation priorities for the system as a whole that will inform the goals of the individual mode plans. In this way, the Statewide Multimodal Transportation Plan ensures that the various modal plans that make up the Family of Plans are working toward common, shared goals, even while each plan responds to the unique realities and challenges of each mode. Where the Minnesota GO vision identifies what the state is trying to achieve, the Statewide Multimodal Transportation Plan details how the state will achieve it. The Statewide Multimodal Transportation Plan establishes five goals for open decision-making, transportation safety, critical connections, system stewardship, and healthy communities, and identifies.

- **State Aviation System Plan**

The State Aviation System Plan is being updated during the preparation of this LRTP. The most recent plan is from 2012. This plan sets goals in the areas of safety; mobility and access; financial opportunity and responsibility; operations; and preservation and asset management. The plan notes a significant gap between the system's capital needs and the expected funds that will be available over the 20-year span of the plan.

- **Statewide Bicycle System Plan**

Adopted in 2016, this plan envisions a bicycle network

that is safe, comfortable, and convenient for all users. The plan recognizes bicycling's important role in improving quality of life in communities throughout the state. The plan notes that support for bicycle infrastructure is strongest for those facilities that separate bicycles from auto traffic and those that serve local and regional bicycling. The plan sets goals for safety and comfort, local bicycle network connections, state bicycle routes, and increased ridership.

- **Statewide Freight System and Investment Plan**

This plan was adopted in 2018. Following the emphasis on integrated balance among various modes in the state's freight policy, this plan establishes goals in the areas of supporting the state's economy, improving mobility, preserving infrastructure, safeguarding the people, and protecting the environment and communities.

- **Minnesota State Highway Investment Plan**

Adopted in 2017, this plan links the Minnesota GO vision and the goals of the Statewide Multimodal Transportation Plan to the long-term development of the state's highway system by identifying financially constrained investment needs. In planning for the infrastructure projects necessary for the state's highway system to meet federal and state performance-based targets, the plan estimates about twice as much in project costs as will likely exist in

funding. The plan lays out an Investment Direction, which is not project-specific, but instead recommends categories of investment and size of investment given the limited resources expected.

- **Minnesota Walks and the Statewide Pedestrian System Plan Community Engagement Report**

These documents together constitute the Statewide Pedestrian System Plan. Last adopted in 2016, the current plan is in the process of being updated. The plan is focused on development of safe, comfortable, convenient, and desirable places for people to walk or use a mobility device throughout the state. After identifying various obstacles to walking, the plan sets goals for universal access and use of pedestrian networks in the following categories: roadway and street design; land use and the built environment; fostering creativity and partnerships; listening and planning; Minnesota winter and year round upkeep; and building a culture of walking.

- **Statewide Rail Plan**

Adopted in 2015, this plan addresses safety and efficiency in the state's freight and passenger rail networks as a constituent part of an integrated multimodal transportation system. The rail system is particularly important to the state's commodities industries for getting their products to market, as well as for the state's manufacturing industry which is reliant on rail for the delivery of raw materials. The

rail system has further complications, relative to other modes, since it has an unusual amount of private-sector ownership and operations responsibilities to the infrastructure.

- **Greater Minnesota Transit Investment Plan**

This plan, adopted in 2017, follows the transit vision in Minnesota GO and the transit goals of the Statewide Multimodal Transportation Plan by identifying the financing necessary to achieve 90% of the transit needs in Greater Minnesota by 2025, and strategizes when certain transit investments can be made with regard to available funds. The plan outlines a series of goals designed to meet the projected growth in annual transit rides in Greater Minnesota by 4.8 million by 2025.

- **Transportation Asset Management Plan (TAMP)**

This 2019 plan updated the original 2014 plan, and serves as a comprehensive guide to maintaining the state's pavements, bridges, culverts, deep stormwater tunnels, overhead sign structures, high-mast light tower structures, noise walls, signals, lighting, pedestrian infrastructure, buildings, and intelligent transportation systems. The recommendations of the plan were driven by the need to increase the consideration of lifetime maintenance costs in capital project decisions, reducing agency risk, building on work that has come before, and improving data management.

## Other State and District Plans

- **District Freight Plan**

This plan is scheduled to be developed between mid-2020 and mid-2021.

- **Strategic Highway Safety Plan**

This plan was adopted in early 2020 as a tool for building a highway culture in which traffic-related deaths and injuries are no longer acceptable (the ultimate aim of the Toward Zero Deaths effort). The plan recommends actions to be taken within 1-2 years, and other actions to be taken within 3-5 years, that will improve highway safety and result in fewer deaths on Minnesota's roads. These recommendations revolve around issues concerning inattentive drivers, impaired drivers, intersections, speed, lane departure, unbelted drivers and passengers, older drivers, pedestrians, younger drivers, work zones, commercial vehicles, and motorcyclists.

- **MnDOT District Safety Plan**

A 2016 analysis of state highways in the MnDOT Districts in Greater Minnesota identified high-risk intersections and highway segments and proposed some strategic investments for them that would result in improved safety on rural and urban roadways in District 6.

- **Minnesota Statewide Regional Intelligent Transportation Systems (ITS) Architecture Plan**

Updated in 2018, this plan provides guidance for implementing ITS initiatives cost-efficiently, based on stakeholder input concerning transportation needs. A key part of the implementation of ITS initiatives is sequencing them properly, since they are interrelated, and thus the implementation of some of them depends on other initiatives already being in place. The recommended initiatives further the goals of the plan:

- ▶ Improve the Safety of the State's Transportation System
- ▶ Increase Operational Efficiency and Reliability of the Transportation System
- ▶ Enhance Mobility, Convenience, and Comfort for Transportation System Users
- ▶ Improve the Security of the Transportation System; Support Regional Economic Productivity and Development
- ▶ Preserve the Transportation System
- ▶ Enhance the Integration and Connectivity of the Transportation System
- ▶ Reduce Environmental Impacts

- **MnDOT District 6 Bicycle Plan**

Adopted in 2019, this plan builds on MnDOT's 2016 Statewide Bicycle System Plan by identifying bicycle

infrastructure priorities in the 11-county region of MnDOT's District 6 in Southeastern Minnesota.

- **MnDOT District 6 10 Year Capital Highway Investment Program 2019-2028**

This document builds on the 4-year State Transportation Improvement Program (STIP) and ROCOG's own 4-year Transportation Improvement Program (TIP) to present a ten-year program of planned street and highway improvements in the 11-county region of MnDOT's District 6 in Southeastern Minnesota.

- **MnDOT Complete Streets Policy**

Effective in 2016, MnDOT must include considerations for modes other than automobiles in all phases of planning, project development, operation, and maintenance. The goals of the policy are to reduce conflict between various modes of transportation, while increasing the share of trips made by walking, bicycling, and transit.

## Local Transportation & Land Use Plans

The following local and regional plans have contributed to the formation of this ROCOG plan:

- **Planning 2 Succeed: Rochester Comprehensive Plan 2040 (P2S 2040)**

In 2018, Rochester adopted its first new

comprehensive plan in 37 years. This plan recommended that the City of Rochester maintain its current corporate limits as much as possible as it grows, and that it encourages infill development instead of expansion into undeveloped lands currently outside the City. Significantly, the comprehensive plan promulgates the concept of nodes and corridors: concentrations of mixed residential, commercial, retail, office, and transportation uses connected by high-capacity, high-frequency transit, envisioned as bus rapid transit (BRT). This concept of nodes and corridors adapted the ambitious plans for downtown—seen already in the Downtown Master Plan and the Destination Medical Center Plan—into a scaled-up formula that applied the ethos of density and the primacy of transit to the rest of the city.

- **Destination Medical Center Development Plan**

On March 23, 2015, The City of Rochester adopted Resolution No. 133-15 authorizing the DMC Plan as amended. This ambitious plan was prompted by questions about how the City of Rochester, Olmsted County, the state of Minnesota, and the Mayo Clinic could maintain and grow the region's position as a premier destination for medical care. This meant planning a future for Rochester that focused on patients, their companions, medical staff, and other employees in downtown Rochester. The result was a DMC Plan that saw the singular importance of the mode shift recommended in the Downtown Master

Plan and recommitted to it. The DMC Plan calls for the daily share of commuter trips downtown by private car to be reduced to 43% by 2035, down from 71% in 2015. Accomplishing this, according to the plan, would require much more development of downtown residences, so that more downtown employees could walk to work; the development of bicycle and pedestrian infrastructure downtown; and the establishment of a Downtown Circulator—a high-capacity, high-frequency transit mode that would move people from large parking reservoirs into downtown. This plan will be updated in 2020.

- **Destination Medical Center: Integrated Transit Studies**

In 2018, the City of Rochester finished a set of four interdependent plans that explored the details necessary to realize the vision of the 2015 DMC Plan. These plans focused on the City Loop active transportation features; Street Use, Street Operations, and Complete Streets; Parking and Transportation Management Authority; and the Transit Circulator (now known as Downtown Rapid Transit). These plans were guided by the overarching principle of the DMC Plan, that downtown Rochester could only be successful with infrastructure that supported greater density along the Rapid Transit route and a lower proportion of trips made by private cars.

- **Rochester Downtown Master Plan**

Adopted in 2010, the Downtown Master Plan identified the need to reduce the proportion of trips downtown made by private cars. A key strategy identified by this plan to achieve that goal was the establishment of parking management policies and other travel demand management measures that would provide commuters with alternatives to driving and parking a car downtown. This plan set a goal of reducing the proportion of trips to downtown made by private car to 50% by 2030. Subsequent plans (especially the DMC Plan and P2S 2040) have recognized the importance of this goal and have made it even more aggressive.

- **Rochester Transit Development Plan**

This 5-year plan was adopted by the City of Rochester in 2017 to guide the expansion and growth of Rochester Public Transit (RPT), with the needs of the DMC project and the infill/density recommendations of Planning 2 Succeed informing the transit system's development. This plan focuses on how RPT's system could be more useful to more riders. Some of the key recommendations would expand off-peak service, allowing more riders to utilize RPT's service outside of the traditional heavy-use morning and afternoon peak hours.

- **Rochester Area Bicycle Master Plan**

This plan was adopted by the City of Rochester in

2012 and identifies needed bicycling infrastructure that will improve system connectivity and increase the usability of the bicycle and pedestrian network for both recreation and transportation. An update to this plan is expected by the end of 2020.

- **Downtown Circulator TOD Study**

This study is underway during the preparation of the LRTP. As an outgrowth of the DMC Plan and the Integrated Transit Studies, the TOD study will examine the proper siting and design of transit stations along the Downtown Circulator (now known as Downtown Rapid Transit) route, with emphasis on placemaking and economic development, along with optimized transit operations.

- **Downtown Transit Circulator Small Starts Grant Development**

This study is underway during the preparation of the LRTP. As an outgrowth of the DMC Plan and the Integrated Transit Studies, the Circulator project development will recommend the mode choice and route alignment for the downtown Circulator (now known as Downtown Rapid Transit). The process thus far has resulted in a locally preferred alternative of bus rapid transit on a route from the western park-and-ride terminus along 2 St SW, and then south along Broadway Ave. to the southeastern park-and-ride terminus at Graham Park/Seneca site.

- **TH 14 West / Byron Area Corridor Analysis**

This analysis is underway during the preparation of the LRTP. This examination of US-14 between the Cities of Rochester and Byron will result in recommendations about upgrades to interchanges and traffic capacity in this important and growing commuter corridor.

- **CR 104 Corridor Plan**

This study, completed in 2006, recommended County Road 104/60 Ave NW in Rochester as a major arterial corridor that would form part of a beltway around the outer edge of the Rochester urban area.

- **TH 63 South Corridor Plan**

This 2010 study was part of a larger study of improvements to access to Rochester International Airport. This study considered the implications of changes to roadways of various classifications that intersect US-63 between Rochester and Stewartville.

- **Rochester Parks and Recreation System Plan**

This 2016 plan takes a comprehensive look at the needs of the City of Rochester parks, natural areas, and trails. Trails are identified as crucial in making the parks and recreation system accessible by the most people possible. The plan also characterizes trails as an important transportation option for public health and sustainable transportation.

- **North Rochester Transportation Study**

This study, undertaken in 2011-2012, examined the

transportation needs in far northwest Rochester, following up on a similar study conducted in 2005-2006. Though the study was not formally completed due to budget constraints, it did result in some recommended projects for improving access to US-52 at 55 St NW and 65 St NW.

- **Broadway Corridor Study**

This 2015 study proposed systematic improvements to the length of Broadway Ave. from 37 St NE to the interchange with US-52 in the City of Rochester. The study broke Broadway into seven zones: three north of downtown, and four south of downtown (downtown was not included in this study, as it was within the DMC boundary and was being well studied by the DMC Plan at the time). By applying complete streets guidelines to the designs and recommendations, this study envisions a cohesive design for multiple transportation modes along the length of the City of Rochester's main north-south roadway.

- **Rochester 2nd St SW Corridor Plan**

This 2009 plan examined the expected growth along 2 St SW, between Rochester's essential institutions, the Mayo Clinic downtown and St Marys Hospital. The plan's vision for this corridor is a place designed at human scale, where pedestrian, bicycle, and transit modes are elevated in priority compared to today, and where automobile traffic is moderated.

- **Rochester Complete Streets Policy**

Adopted in 2009, this policy explicitly recognizes the needs of pedestrians, cyclists, and transit riders, and states that they must be considered at the beginning of planning for new and reconstructed developments and street projects. The goal of the policy is to balance the long-dominant needs of motorists and freight handlers with other, traditionally unconsidered users of the road, and to make non-motorized travel in Rochester safer and more attractive.

- **Mayo Medical Center Master Plan**

Last adopted in 2016, this plan is updated every five years. The plan itemizes the capacities of properties across the Mayo Clinic's varied properties throughout Rochester, providing this LRTP with valuable information on parking lot and Mayo patient and employee shuttle ridership.

- **Airport Master Plan**

The Management Company of Rochester International Airport completed its most recent update of the AMP in 2009. ROCOG and MnDOT District 6 initiated a Subarea Transportation Plan and Corridor Preservation Study to address the need for improved access to Trunk Highway 63 and the upgrading or realignment of perimeter roads serving the airport. A new Airport Master Plan is underway and is anticipated to be completed by the third quarter of 2020. Once all the work is done and the Master Plan

and Airport Layout Plan are submitted to the FAA, the Master Plan will be adopted by the City of Rochester (with input from the Airport Company Board and the Airport Commission) and the Airport Layout Plan approved by the FAA. There will be one more opportunity for public input, tentatively planned for late June of 2020.

- **Regional Transportation Coordinating Council Plan**

MnDOT completed the 2017 Regional Transit Coordination Plan for Southeast Minnesota, focusing on how to streamline dispatching, share data, and improve communication among various transportation providers in the 11-county region.

- **Olmsted County ADA Transition Plan**

Adopted in 2018, this plan details the ways in which Olmsted County Public Works plans to make all public rights of way accessible to all users, regardless of disability.

- **County Highway Safety Plan**

This 2009 plan was conducted as part of a comprehensive effort to identify safety priorities that will contribute to a reduction in serious injuries and deaths in crashes on County roads.

- **SE Minnesota Towards Zero Deaths Program**

Begun in 2005, this partnership of 11 counties has worked toward reducing traffic fatalities and serious injuries by changing the culture of driving. The

program emphasizes enforcement, engineering, education, and emergency medical and trauma services.

- **DNR State Trail Planning: Stagecoach Trail and Whitewater Country Trail**

The Stagecoach Trail Master Plan of 2012 recommends linking several state trails in and west of Rochester, to be used by pedestrians, bicyclists, skaters, cross-country skiers, horseback riders, and snowmobilers on various segments along the trail. The Whitewater Country Loop State Trail Master Plan of 2008 recommends a similar connection between trails in Rochester and points farther east.

- **Olmsted County Land Use Plan**

This 2014 plan addresses the land use projections for the coming decades, focusing on how to limit urban sprawl and thus maintain effective and efficient utility and transportation systems.

- **Journey to Growth**

This effort, begun in 2014, was organized around the goal of diversifying the regional economy by promoting entrepreneurship and business development in areas such as manufacturing, agriculture, and technology.

- **Olmsted County Capital Improvement Plan**

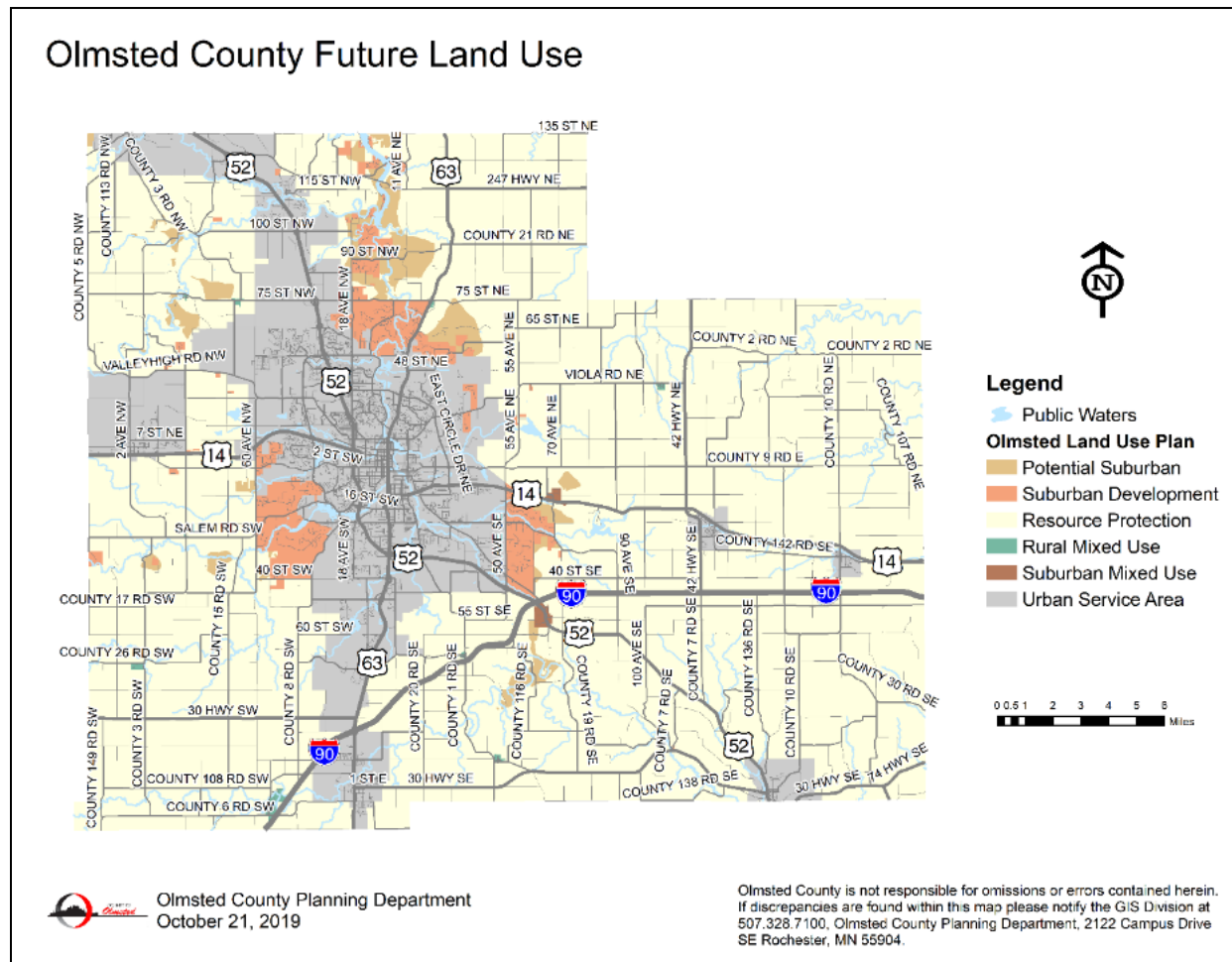
Included in the 2019-2023 Capital Improvement Plan (CIP) is a twenty-year forecast of transportation projects that will be needed in Olmsted County. While

costs are estimated for these projects, sources of funding are not yet identified.

## ROCOG Area Future Land Use Plans

The Olmsted County and Rochester Land Use Plans recognize a 50-year Rochester Urban Service Area (RUSA) for planning purposes. Within the RUSA boundary

**Figure 5-1: Olmsted County Future Land Use Map**



the City has adopted a Future Land Use Plan as a guide to community development by providing a consistent set of policies applied to general geographic areas to guide future land use decisions. The primary purpose of the Land Use Plan is to inform the review and approval of proposals affecting land use and land development and assist in planning for future capital improvement needs. In relation to development of the transportation plan, the land use plan assists in identifying the intensity and character of travel demand, the types of design or program features to be considered in different areas of the community, and the timing of future improvement.

### Rochester Downtown Master Plan and DMC Development Plan

To assist in applying the principles of the Land Use Plan and refine future plans for development, periodically the City of Rochester or other public agencies will complete major subarea or corridor plans, and private sector developers will prepare master General Development Plans for smaller areas as a first step in the city development approval process. In the last decade, two major efforts looking at future downtown development have been undertaken: (1) the Rochester Downtown Master Plan, a joint effort of the City of Rochester, the Rochester Chamber of Commerce, the Rochester Economic Development Authority and the University of Minnesota-Rochester; and (2) the Destination Medical Center Development Plan, led by the Destination Medical Center Corporation in cooperation with the City of

Rochester. These plans provide high-level visionary guidance to future land use and public space development in the downtown area of Rochester as well as to needed downtown mobility improvements.

**Figure 5-2: Example of Graphic Guidance from 2015 Destination Medical Center Master Plan**



It is expected that employment downtown will approximately double in the next generation to over 60,000 jobs in the DMC district. In addition, downtown housing is expected to grow from approximately 1,000 units currently to as many as 3,500 units over the planning horizon, and the University of Minnesota-Rochester will develop a new campus at the south end of downtown with capacity for 5,000 students, well above the current level of 500 students they are serving in

rented space in a downtown mall adjacent to the Mayo Medical Center.

### Small City Land Use and Thoroughfare Plans

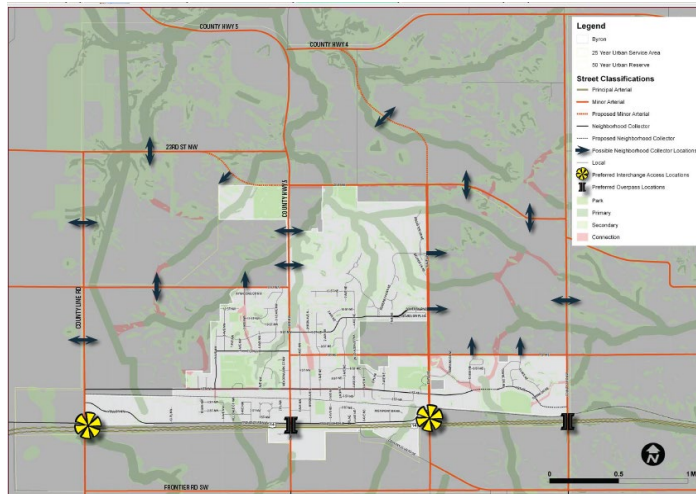
Most of the small cities in Olmsted County have prepared and adopted major street plans, which are illustrated in this section. In instances where a city has not prepared a transportation system plan, an illustrative Major Street Plan has been developed by ROCOG for the purpose of identifying a local major street network consistent with ROCOG's System Development Guidelines and access management principles, taking into consideration the land use plans for the community. It is recommended that those communities without an adopted or recognized plan utilize the illustrative plans included herein as a starting point and eventually develop a major street plan. Beginning on the next page are graphics illustrating the most recent land use and transportation plans that have been prepared and adopted by small municipalities in Olmsted County. The following paragraphs highlight the vintage of each plan and other notes relative to its status.

ROCOG is focused on planning for regional travel patterns, and small city land use and thoroughfare plans informed the planning of facilities and services serving regional travel needs and the identification of projects associated with these regional networks, which are

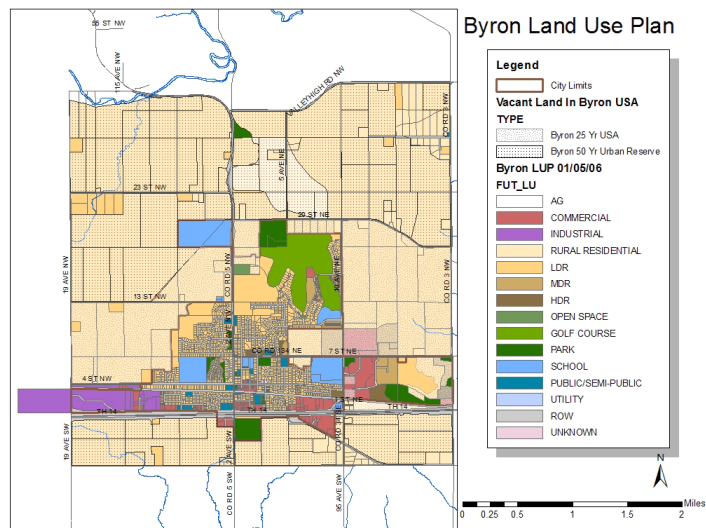
primarily state and county highways and transit and active transportation facilities and services that serve regional travel.

- **Byron:** The plan for Byron is adopted as part of Byron's comprehensive plan and was last updated in 2010 (Figures 5-3 & 5-4).
- **Chatfield:** The land use plan for Chatfield was adopted as part of a Comprehensive Plan update completed in 2015 (Figures 5-5 & 5-6).
- **Dover:** The plan for Dover is an illustrative plan reflecting current municipal limits and known development plans. Plan was shown as illustrative in the ROCOG 2040 Plan (Figures 5-7 & 5-8).
- **Eyota:** The Land Use plan for Eyota was formally adopted in 2008 but had been used as a guide for a number of years prior to that (Figures 5-9 & 5-10).
- **Oronoco:** In 2012, the Rochester-Olmsted Planning Department prepared a future land use map for Oronoco (Figures 5-11 & 5-12).
- **Pine Island:** The city of Pine Island completed a Comprehensive Plan update in 2010 (Figures 5-13 & 5-14).
- **Stewartville:** The city of Stewartville adopted an updated land use plan as part of a Comprehensive Plan updated completed in 2009 (Figures 5-15 & 5-16).

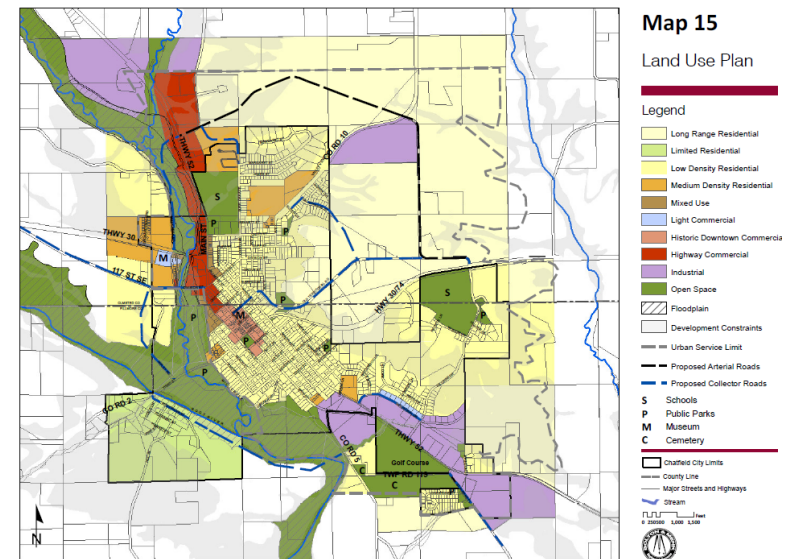
**Figure 5-3: Byron Area Thoroughfare Plan**



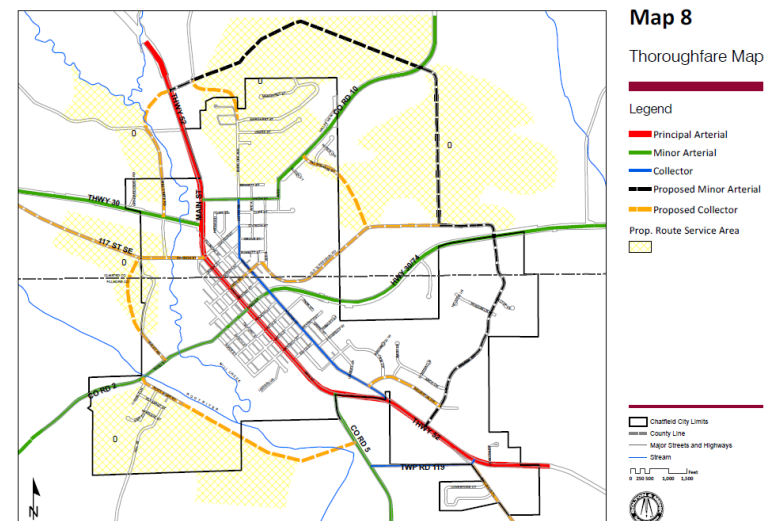
**Figure 5-4: Byron Land Use Plan**



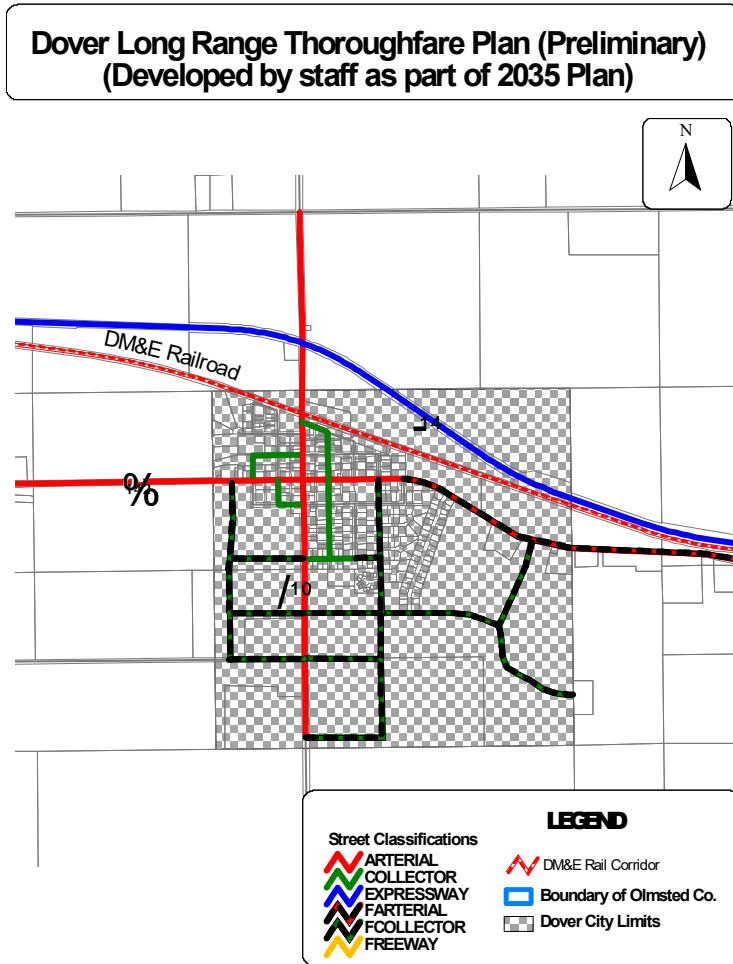
**Figure 5-5: Chatfield Land Use Plan**



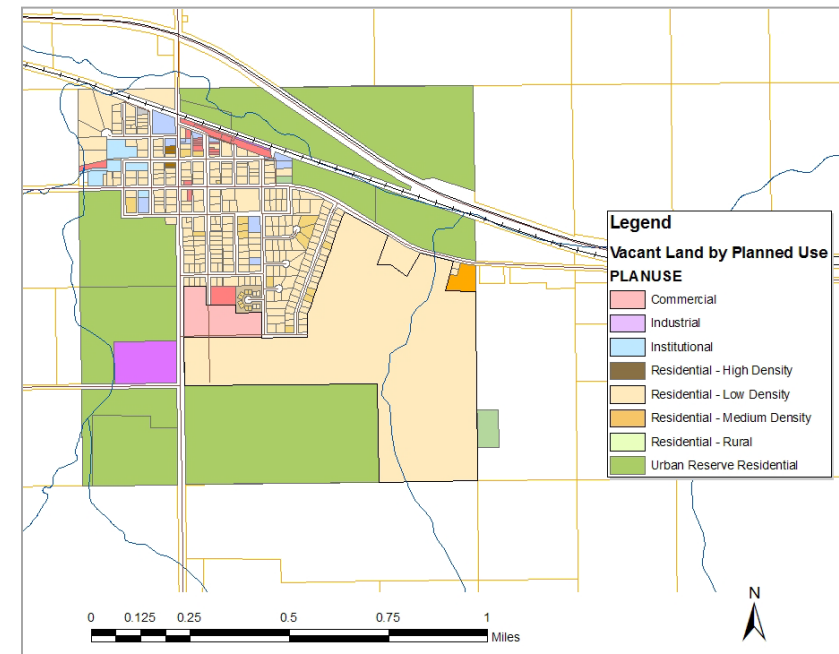
**Figure 5-6: Chatfield Area Thoroughfare Plan**



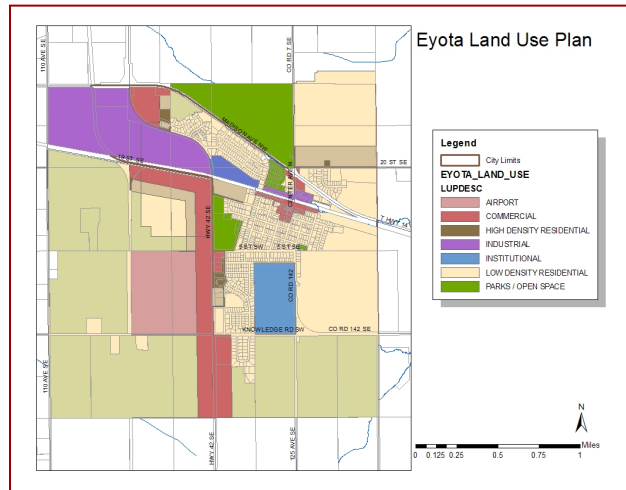
**Figure 5-7: Illustrative Dover Area Thoroughfare Plan**



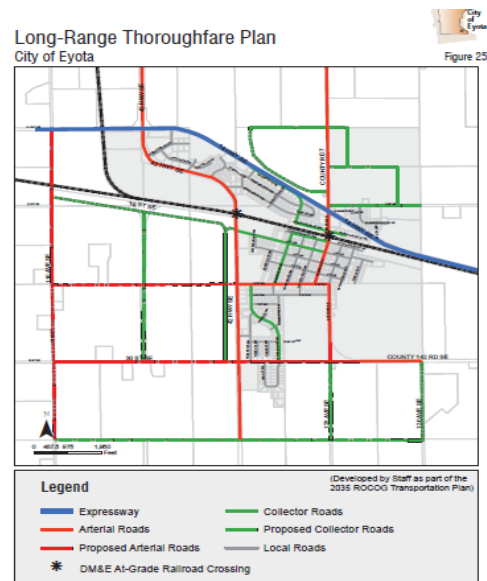
**Figure 5-8: Dover Land Use Study**



### Figure 5-9: Eyota Land Use Plan



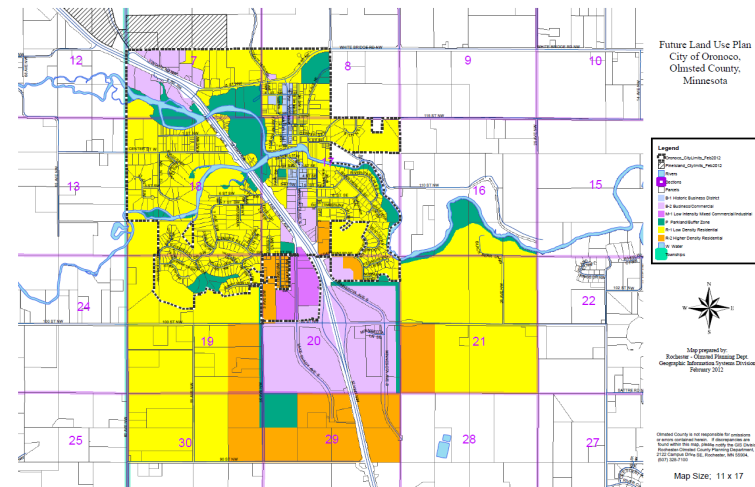
### Figure 5-10: Eyota Area Thoroughfare Plan



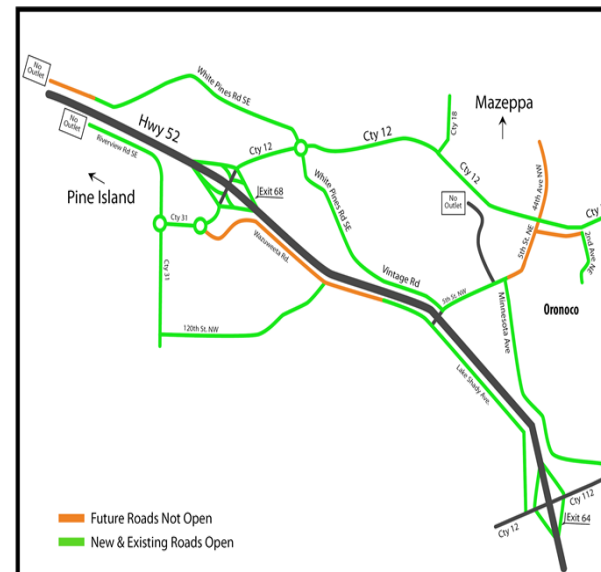
City of Elyria - Comprehensive Plan - 2009

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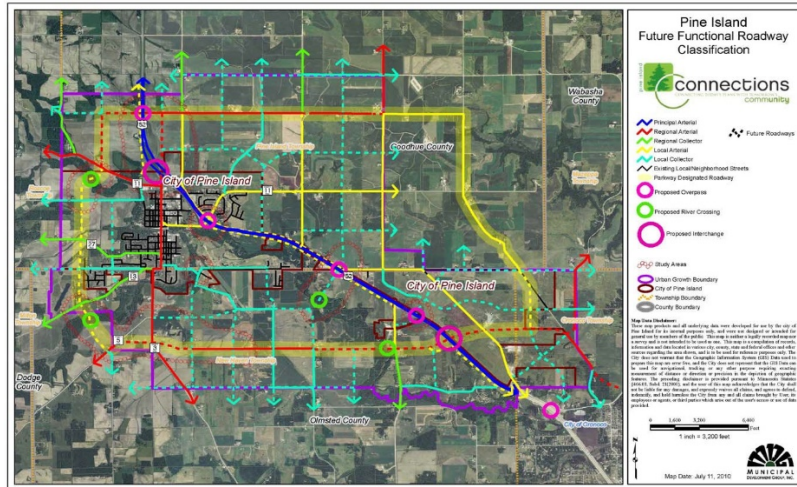
### Figure 5-11: Oronoco Land Use Study



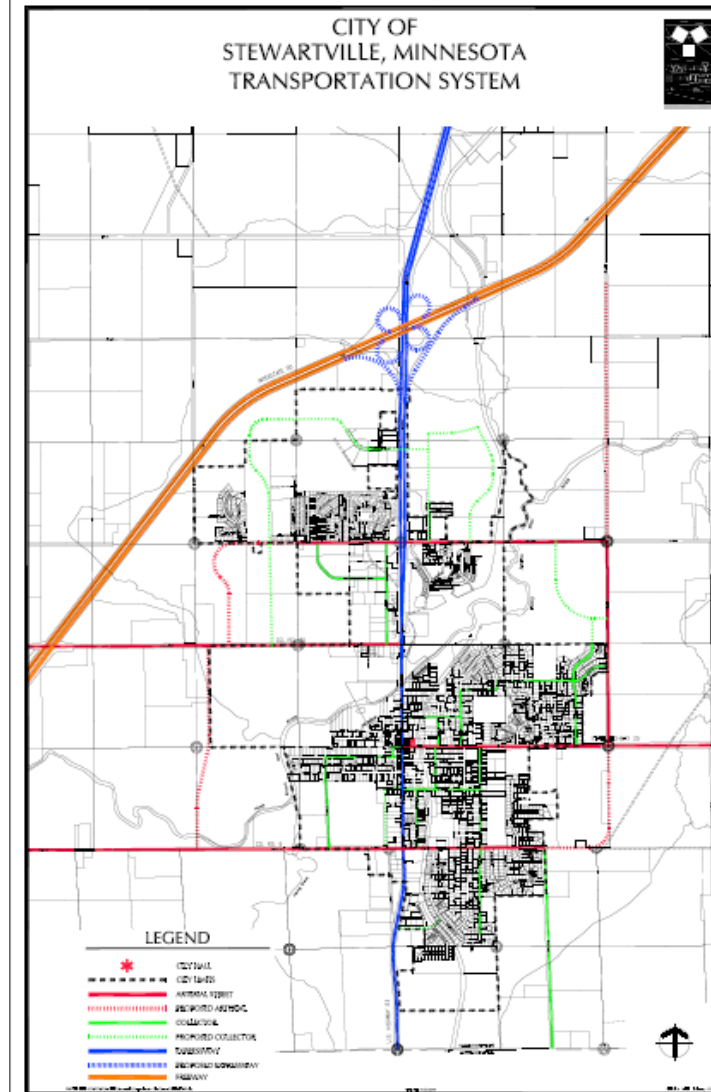
### Figure 5-12: Illustrative Oronoco Area Thoroughfare Plan



**Figure 5-13: Pine Island Area Thoroughfare Plan**



**Figure 5-15: Stewartville Area Thoroughfare Plan**



**Figure 5-14: Pine Island Land Use Plan**

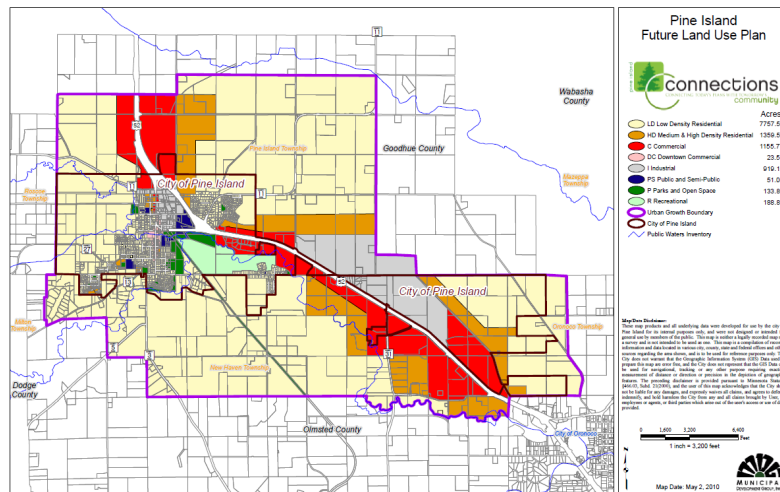


Figure 5-16: Stewartville Land Use Plan

