

DMC Transportation Plan



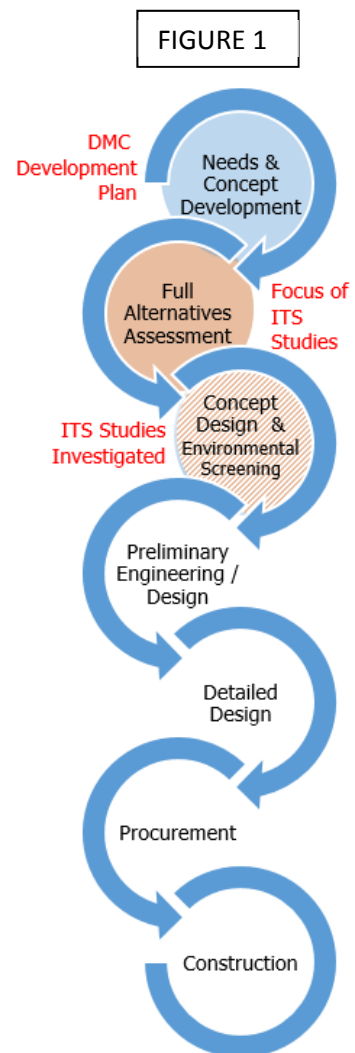
To: DMCC Board of Directors
From: DMC EDA and City of Rochester Staff
Date: June 14, 2018

INTRODUCTION

Minnesota Statute 469.40 provided for the establishment of a Destination Medical Center Development District (“District”) for the purpose of facilitating development of public infrastructure projects that support the state and local objective of creating a destination medical center. The statute establishing the Destination Medical Center provided for the preparation and adoption of a Development Plan that would be used to guide public investment in infrastructure in the District.

The transportation vision in the Plan was developed with a focus on access and mobility that would reduce dependency on private vehicle travel in the district while creating improved multi-modal travel connections. The DMC vision provides for enhanced transit services connecting the District to the community and the region, a frequent downtown transit circulator, an enhanced network of bike facilities providing connections to District destinations and across the District, safe walkable streets, and a parking strategy that emphasizes convenience for high turnover customer and patron needs while emphasizing peripheral and remote parking for long term, low turnover parking use with seamless, convenient connectivity to downtown.

Action by the Rochester Common Council in City Resolution #035-11 adopting the DMC Plan recognized the need to complete further study and refinement of transportation strategies including capital and service investment needs identified in the Plan in order to refine and update the planning level vision completed as part of the Development Plan. As shown in Figure 1, the project development process leading to construction of infrastructure or deployment of transportation services proceeds through an orderly series of steps. The ITS study process advanced the concepts in the DMC Development Plan by providing an in-depth assessment of options including concept level design and environmental screening in order to further evaluate at a more detailed level the transportation



solutions proposed in the DMC Plan for the purpose of confirming or adjusting project scope to best serve the needs of the City and the District and insure solutions that are cost effective.

In furtherance of the goals of the DMC Development Plan, the Rochester Common Council authorized funding for the Destination Medical Center Integrated Transit Studies (“Transit Studies”) for the purpose of providing a rigorous assessment of alternatives for vehicular, transit, pedestrian, and bicycle travel at a level of detail needed to generate confidence in the study’s findings, conclusions, and recommendations and support the economic development, sustainability and community livability goals of the DMC Development Plan. The Planning Process that was executed over the course of the past 18 months is illustrated in Figure 2.



The Integrated Transit Studies culminated in the preparation of individual study reports for each of the four studies and a series of supporting documentation including the Downtown Transit Circulator Study, the Street Use and Operations Study, the Parking and Travel Demand Management Study and the City Loop Study. The findings and conclusions are summarized in an Executive Summary which provides a framework of refined transportation solutions and strategies that support the economic development, livability and sustainability goals of the Destination Medical Center initiative.

PREFERRED SOLUTIONS BEING RECOMMENDED

A summary of the new or updated transportation solutions presented in the Executive Summary include:

1. **Travel Reduction / Travel Management Strategies:** Encourage a shift to more efficient modes of travel to reduce peak period congestion across portals into downtown and on downtown streets. Strategies include

- a. Establish a **Transportation Management Association (TMA)** to coordinate and deliver services, programs and incentives to businesses, organizations and employees
 - b. Ramp up **coordination of future TMA Services with Mayo Clinic Transportation Services** over time to take advantage of opportunities of scale and to proactively integrate TMA efforts with the services already provided by Mayo
 - c. Encourage use of **active transportation options** such as bike sharing
 - d. **Develop education programs and materials** targeting existing and future employers and employees to raise awareness of commute options
 - e. Establish a **Developer TDM Program** to work with developers of new sites or redevelopment to facilitate the delivery of on-site TDM services
2. **Parking Investment Strategy:** The parking investment strategy represents a modification from the DMC Development Plan concept in that development of new parking for commuter use will focus primarily outside the district while parking development in the district focuses on customer, patient, visitor, resident and event needs. Strategies include
- a. Develop primarily through the efforts of the private sector **approximately 8,000 spaces in the district for residents, patients, customers and visitors**
 - b. Develop approximately **8,600 additional spaces for commuters** primarily outside of the district, with approximately **2,650 spaces in remote park and ride lots** and **6,000 spaces on the periphery of downtown** in areas designated as Mobility Hub A (northwest) and Mobility Hub B (southeast)
 - c. In developing commuter **parking outside the district** explore options for providing parking **as part of mixed use development or as part of a Mobility Hub strategy** providing daily services and personal amenities at parking facilities
 - d. Coordinate public and private parking development policy in the district to **encourage shared management and use of district parking** to reduce the overall level of new parking supply needed in the district
3. **Transit Service Investment Strategy:** Strategic enhancement of transit services to supplement local community fixed route transit to attract commuters as well as additional daily non-work riders to transit services. Strategies include:
- a. **Downtown Bus Rapid Transit Circulator:** Create a rubber tired transit circulator within the DMC District incorporating the features of Bus Rapid Transit service with flexibility to provide for phasing in of service, adaptation of alignment to changes in development needs, and potential integration of autonomous transit technology. The circulator will target service to commuters using Mobility Hub parking areas, Mayo Clinic inter-campus traffic, and general internal circulation needs of all individuals within the DMC District

- b. **Accommodate development of the citywide Primary Transit Network** strategy defined in the City Comprehensive Plan on the Broadway Ave and 2nd St South travel corridors in the District. The PTN is an integrated land use and transit strategy to provide high quality, frequent BRT style service connecting the DMC District with other major destination or activity centers throughout the city and to attract housing and business development to sites along the PTN that will avail downtown workers and others of greater choice in housing served by convenient transit service
 - c. **Expand express transit service to remote park and ride lots** to accommodate the increase parking capacity to be developed at remote sites.
 - d. Work with service providers and Mayo to **identify feasible alternative locations to store and provide end-of-day boarding for regional commuter buses** that expect to see increased ridership, which are now accommodated on-street in the core area of the Heart of the City District.
 - e. The ITS Study identified preliminary design concepts for key Transit Mobility Streets including 2nd St SW and 3rd and 4th Ave West that reflect the **potential future need for dedicated transit lanes or shared lanes prioritized for transit** in order to meet the demand for transit service that is projected in the district.
4. **Street Investment Strategy:** As opportunities or needs arise to rebuild or upgrade street facilities, plan for improvements recognizing that certain streets service different primary functions and the character of the street is influenced by and in turn influences the land use character of the corridor. The Street Investment Strategy is built around the recognition of the following street types:
- a. Mobility Streets: Accommodate high volumes of traffic while providing basic facilities for other modes
 - b. Transit Priority Streets: Design features and operational priorities are transit oriented
 - c. Multi-modal Streets: Strive to accommodate a variety of modes in a balanced manner
 - d. “Main Streets”: Streets promote retail activity and pedestrian movement priority
 - e. Pedestrian Oriented / Shared Streets: Streets are designed to provide for flexible usage with a strong orientation to pedestrian and bicycle usage
 - f. Neighborhood Streets: Designed for low volumes of slow moving traffic

These principles are further articulated in the adopted Downtown Design Manual and these resources should be consulted when designing street improvements.

5. **Active Transportation Investment Strategy:** The DMC Development Plan encouraged more active transportation options through improvement to the quality of the downtown environment as well as investment in pedestrian and bicycle facilities.

The ITS Study further refined the concepts of the DMC Development Plan specifically in regards to the proposed City Loop, identifying a recommended alignment and developing a proposed design palette and design vocabulary for the facility. The ITS Study also refined the plan for a downtown bikeway network plan that had been previously defined through the Downtown Master Plan and City Bike Master Plan. The goal of this plan is to provide connections to major downtown destinations and providing as well as to establish routes through traverse across downtown

STAFF RECOMMENDATION

The DMC EDA staff and City staff would recommend the DMCC Board of Directors and Rochester City Council accept the ITS Study findings as presented in the Executive Summary, dated June 20, 2018, supported by the technical study information presented in the four individual study reports, as an updated and refined framework for the development and implementation of the transportation access and mobility vision defined in the DMC Development Plan.

In accepting the ITS Reports the DMCC and City Council supports the conclusions and recommendations of the study, with the understanding that individual projects or programs recommended in the ITS Executive Summary and Study Reports are subject to further action by the DMCC Board and Common Council through inclusion of individual projects in the DMC Capital Improvement Program, acceptance of project design following preliminary engineering and design, and/or approval of contracts for procurement or construction, and that specifically in regards to the following issues, additional study of the recommendations in the ITS Final Report may occur as directed by the Common Council and DMCC Board prior to advancing any associated project for implementation:

- a) Specific locations for public infrastructure investment in areas designated as Mobility Hub A and Mobility Hub B and the associated circulator connecting routes in the ITS Final Report are subject to further review and refinement as necessary to allow for the further consideration of joint public – private development opportunities that will achieve the land use and economic development goals of the City and DMC and take advantage of financing approaches that can attract private dollars to the provision of public infrastructure in these areas while meeting market driven business development needs and the transportation access and mobility needs in the District.
- b) Specific route(s) of the BRT circulator will be further studied to best reflect location of the Mobility Hubs, opportunities for economic development, operational efficiencies, and other considerations.
- c) Representations in the ITS Final Report of specific phasing of ITS recommendations are illustrative and are subject to change upon the development and ongoing refinement, review, and adoption of an ITS Implementation Plan and Schedule. The adopted Implementation Plan will include a plan for monitoring activity in the DMC District

against established benchmarks that will serve as indicators for triggering action on critical elements of the ITS Studies recommendations.

- d) Representations of specific right-of-way impacts on private property are illustrative and are subject to change based upon the development, refinement and review of geometric layouts or adoption of Official Street Map(s) identified in the ITS Implementation Plan and Schedule.
- e) Repurposing of any general purpose vehicle travel lanes for alternative use will be based on further analysis of the ability within the impacted street corridor to meet the demand for travel by persons within existing space constraints through a combination of multi-modal strategies that provide the capacity needed to meet projected travel demand while maintaining adequate vehicle operations.
- f) Removal of existing parking for customers, visitors, patients or residents due to a public infrastructure project will need to consider whether reasonable alternative parking for these parking users is available through a combination of development of new public and private parking resources, expanded shared use of existing parking resources, repurposing of existing commuter parking or pricing strategies that better match parking demand with parking supply.

FUTURE ACTIONS

Following acceptance of this report, DMC EDA and City staff will prepare a phased Implementation and Financing plan for Board/Council consideration (September 2018) and request for 2019 budget action (November 2018).

The ITS Executive Summary provides the basis for the development of this plan and will serve as a blueprint for delivering individual future Public Infrastructure Projects in support of the DMC economic development program and the sustainability and livability goals of the Plan. The Implementation Plan will effectively create a living document to guide future decision regarding project programming and development, which will be reviewed and updated as needed annually, and will provide guidance on the monitoring of changing conditions that will be important for identifying when triggers or benchmarks are met that signal the need to begin advancement of various elements of the overall plan.

The executive summary and full study reports of the [Integrated Transit Studies can be found here.](#)