FRAMEWORK PLAN
ROCHESTER 2ND STREET CORRIDOR

FEBRUARY 2009

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City of Rochester
Rochester Area Foundation

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Executive Summary

This document contains the details of a the Second Street Corridor in Rochester, Minnesota. The study was conducted over the past 20 months by a committee comprised of business and property owners, Mayo Foundation representatives, neighborhood residents and city representatives at large. It is obvious that the overarching importance of this street and immediate surrounds to the city cannot be overstated: for a large number of visitors this corridor will provide them their first view of Rochester; many will spend their entire stay within its boundaries; it is home to our most important, recognizable, and treasured world-class institution, the Mayo Foundation. Anchoring one end is Saint Marys Hospital and the other, Mayo Clinic and downtown Rochester. Along this corridor are places of compassion and hope that extend hospitality and lodging to the sick and their families. These places reflect the goodness of the health care professionals and volunteers who staff them and give substance to our rich tradition of healing in this unique community. The entirety of this place should be made to reflect this greatness of the spirit of humanity.

As the corridor has evolved over the past century, its growth and success have posed some challenges, including traffic congestion, pedestrian and bicycle safety concerns, commercial expansion, parking issues, and growing pains for the surrounding residential neighborhoods. Key market factors that influence the timing and nature of development along the Second Street Corridor include:

- The Second Street Corridor is an important commercial corridor that is at the center of activities (medical and lodging) that drive the Rochester economy.
- Nearly 50% of all jobs in Rochester are located within walking distance of the corridor.
- Growth in medical and lodging uses is projected to be very strong, which indicates demand could continue to increase along the corridor for new medical and lodging uses.
- Demand will increase for housing that is convenient to jobs along the corridor for both lower-skilled and higher-skilled employees.

Purpose

The purpose of this plan is to create a strategy to manage future growth within the corridor in a manner that will foster an attractive destination with strong businesses, vibrant neighborhoods, and beautiful places; a street that is safe, comfortable, and convenient for motorists, pedestrians, bicyclists, and transit users.

Community Participation

As the report will detail, the vision created for this place was assembled with community input. The major forces, issues, and opportunities associated with the corridor have been defined through a series of interactive committee meetings, business owner interviews, community workshops, and interviews with developers. The public was invited to study the maps and photographs of what currently exists and to imagine what they would like it to become. What resulted was an urban village—pedestrian-friendly and designed to provide places for residents and visitors to meet, socialize, and find the goods and services they need for daily living. New transportation modes were envisioned that include walkways, bikeways, and improved public transit. Automobile traffic, though essential, was to be moderated by new street designs that give pedestrians easier movement. This place would have bike paths, green ways, and public spaces.

Goals and Objectives

The goals and objectives have been refined and adopted by the Second Street Corridor planning partnership and have driven the creation of the Framework Plan.

Goal:
Develop Second Street as an attractive destination that has strong businesses, vibrant neighborhoods and beautiful places; a street that is safe, comfortable and convenient for travel via automobile, foot, bicycle, and transit.

Objective 1:
Improve the pedestrian and bicycle experience to and within the corridor by creating a pedestrian-friendly streetscape and by strengthening the pedestrian connections between nearby points of interests: neighborhoods, recreational trails and open spaces, and downtown.

Objective 2:
Improve the bus system service for those living, working, and traveling in and through the corridor.

Objective 3:
Safely manage the movement of vehicles to destinations in and through the corridor.

Objective 4:
Promote design excellence in all aspects of the corridor; design new development to fit into its surroundings and integrate well with existing neighborhoods.

Objective 5:
Increase commercial points of interest along the street.

Objective 6:
Increase housing density and housing opportunities.

Objective 7:
Seek opportunities to consolidate parking, access and servicing. Provide creative opportunities for meeting parking requirements without allowing it to dominate the streetscape.

Framework Plan

The purpose of this framework plan is to illustrate the intent of the design principles, goals and objectives and to offer a guide to manage growth within the Second Street Corridor.

A. General Corridor Recommendations

Land Use

The objectives for the land use plan include the following recommendations:

1. Increase commercial points of interest along the street.
2. Increase housing density and housing opportunities within the corridor.
3. Encourage high activity and supportive uses that support a vibrant neighborhood.
4. Encourage mixed-use blocks along Second Street with the goal of improving walkability and connectivity.
5. Preserve the character of the existing residential neighborhood along First Street SW.

Open Space

The primary objectives for the open space system is to create stronger connections between existing amenities and provide better meeting places for all types of activities such as outdoor festivals, coffee and lunch breaks, and art displays. Key recommendations include:

1. Create several small urban gathering spaces along Second Street.
2. Where sidewalks are less than 10' wide, setback buildings 2-4 feet to create wider sidewalks for outdoor seating and streetscape amenities.
3. Encourage the use of arcades as an option to create more sidewalk space and retain development potential particularly in the Gateway and St. Marys District

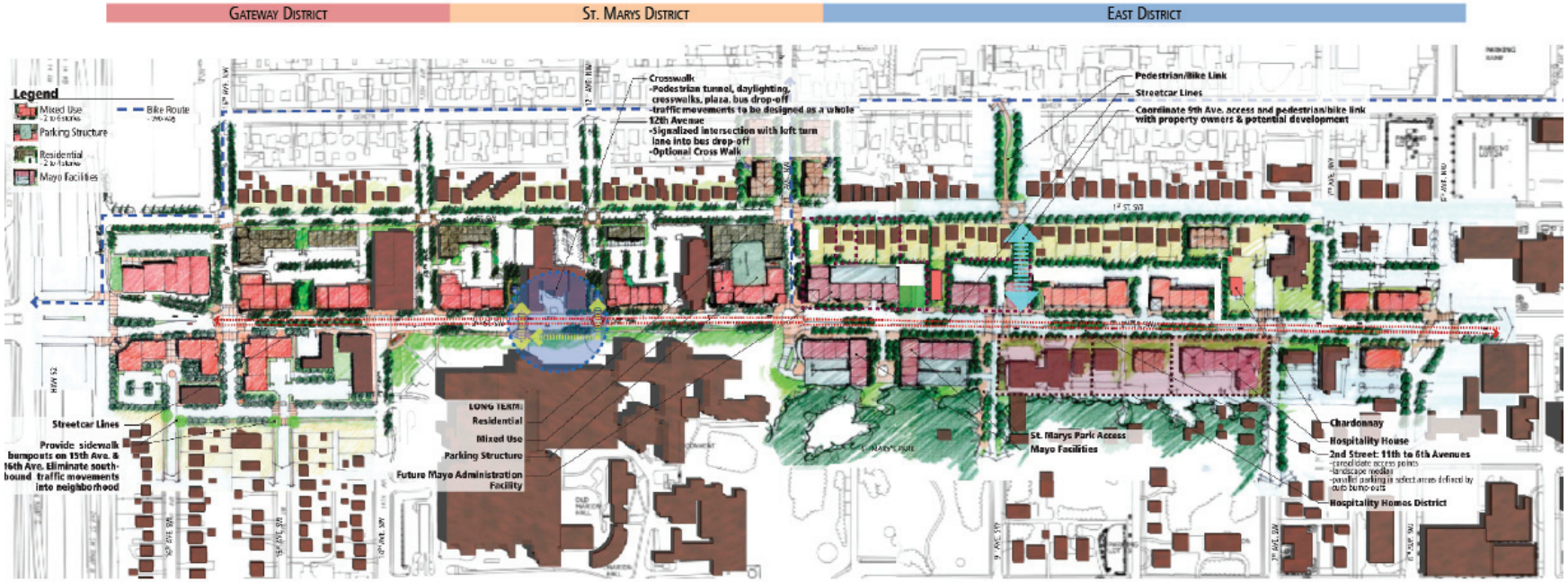


Figure 1- Corridor Framework Plan

Built Form

The placement, scale and character of buildings is the most important component of the built environment that will shape the Second Street corridor and determine its long-term success as an attractive destination. Key recommendations include:

1. Concentrate density and intensity along Second Street.
2. Encourage buildings on Second Street to contain active store fronts and wide sidewalks.
3. New buildings along Second Street are encouraged to be designed as Green buildings to meet a minimum of LEED Silver criteria.
4. Define guidelines and standards for site design, building massing, façade treatments, building materials, signs and sustainable design practices.

Pedestrian and Bicycle Recommendations

The Framework Plan provides opportunities for increasing pedestrian and bicycle use by:

1. Finding a safe (dedicated) route for bicycles between Sixth Street SW and Civic Center Drive from west of HWY 52 to downtown.
2. Working with the neighborhoods to identify inter-neighborhood bicycle routes,
3. Encouraging employment policies which promote the use of bicycles as a mode of transportation.

Parking

The overall intent is to seek creative opportunities to meet parking requirements by consolidating parking into efficient shared underground or structured parking facilities, as well as maintaining on street parking in front of businesses. New policies should be encouraged that reduce parking requirements for buildings where the owners and occupants provide transit passes.

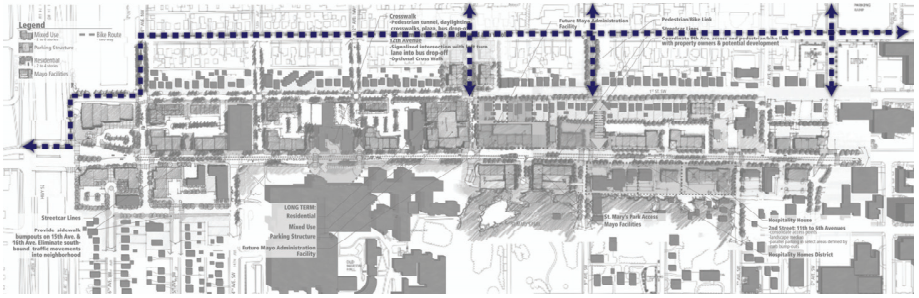


Figure 2- Bicycle Routes

Transportation

The long-term strategy, as the city grows and evolves, is to transition Second Street into a multi-modal corridor serving this future Urban Village and the downtown with transportation choices including improved bus facilities, pedestrian and bicycle facilities, and a fixed rail streetcar system. In the short-term, emphasis is placed on enhancing the pedestrian travel experience, decreasing the number of conflict points between various transportation modes and improving vehicular circulation and safety by improving access control and reducing conflict points. The plan does not call for accommodating significant increases of single-occupancy vehicles.

B. Districts

The Second Street Corridor Plan project area consists of three districts, each possessing its own distinct character and defined by the mix of land uses, architecture and open space.

The Gateway District includes the area from Highway 52 east to Fourteenth Avenue SW. This area serves as the entry into the corridor from the west. The primary objective for this district is to create a distinctive entrance to the corridor and downtown by framing the edges with signature mixed-use buildings, strengthening connections to the west by improving the streetscape including street level land uses completing bicycle trail links, and scaling down the perceived size of the street by incorporating landscaped medians.

Figure 3- Gateway District

The St. Marys District is between Fourteenth Avenue SW and Eleventh Avenue NW and is characterized by the St. Marys Hospital campus on the south side of Second Street and a mix of commercial, office and hospitality uses to the north. The framework plan proposes reinforcing the north side of the street as a more dense, active urban village that provides a place to "bring people together" and serves citizens and patients with housing, lodging and places. The plan also reinforces the importance of St. Marys Hospital's architecture and campus setting, to the character and economic viability of the corridor.

The East District is between Eleventh Avenue NW and Sixth Avenue. This district has the greatest opportunity to evolve into a mixed use urban village providing more housing choices, restaurants and businesses that serve the neighborhoods, while at the same time preserving the residential character and historical buildings to the north and east. A better link to the Kutzky Park neighborhood will be formed by adding a bicycle and pedestrian link near the Ninth Avenue block. The consolidation of access points (driveways) will improve pedestrian safety, streamline vehicular movements and improve the development potential of building sites. A wide landscaped median will transform the expansive street, beautifying the entrance to downtown Rochester.

Implementation

The report details a great many things that can and ought to be done but there are five specific items that need to be mentioned here that can and should happen soon.

- First, the City should adopt this plan in its entirety as part of the overall comprehensive city plan.
- Second, the extended right-of-way for Second Street and the other proposed new streets and pocket park spaces should be placed on the official city map so that these parcels are acquired and dedicated to public use as they redevelop.
- Third, the planning department should implement a change in zoning for the district and the adoption of design standards that support this plan; the core neighborhoods zoning ordinance could serve as the foundation for this change.
- Fourth, the proposed streets, parks, and mass transit plans should become part of the City's Capital Improvements Plan.
- Finally, we ask that those interested in seeing this vision become reality form an alliance like the RDA that will continue to meet and plan for the implementation of these changes.

Figure 4- East District

I. Introduction

The Second Street Corridor plays many roles within the City of Rochester, Minnesota. It is the primary gateway into downtown, provides a connection from the city to the region's busiest highway, and introduces visitors to this great city. Anchored on the west by St. Marys Hospital and on the east by the Mayo Clinic, Second Street is the front door to these renowned healthcare institutions. Heavily used by shuttle buses, city buses, pedestrians, and motorists, Second Street provides a vital connection for this center of commerce.

As the corridor has evolved over the past century, its growth and success have posed some challenges, including traffic congestion, pedestrian and bicycle safety concerns, commercial expansion, parking, issues and growing pains for the surrounding residential neighborhoods. The residents of downtown, Historic Southwest, Folwell, and Kutzky Park represent mostly young professionals and retirees. These are the household types that are fueling the strongest demand for new housing throughout the region and the nation. Such trends bode well for the long-term prospects of development and redevelopment along the Second Street Corridor.

Key market factors that will influence the timing and nature of development along the Second Street Corridor include:

- The Second Street Corridor is an important commercial corridor that is at the center of activities (medical and lodging) that drive the Rochester economy.
- Nearly 50% of all jobs in Rochester are located within walking distance of the corridor.
- Growth in medical and lodging uses is projected to be very strong, which indicates demand could continue to increase along the corridor for new medical and lodging uses.
- Demand will also increase for housing that is convenient to jobs along the corridor for both lower-skilled and higher-skilled employees.

Figure 1.1- Second Street Corridor

Purpose

The purpose of this plan is to create a strategy to manage future growth within the corridor in a manner that will foster an attractive destination with strong businesses, vibrant neighborhoods, and beautiful places; a street that is safe, comfortable, and convenient for motorists, pedestrians, bicyclists, and transit users. To this end, the plan:

- Offers a guide for growth that is flexible and will respond to fluctuating market conditions.
- Ensures that potential growth of both private redevelopment and improvements to the public realm will be orderly, predictable, and sustainable, as well as integrated into a mutually supportive plan for the Second Street Corridor.
- Responds to the vision desired by the community.
- Maximizes the potential for market synergy and reinforces urban design, redevelopment, and economic development objectives.
- Will improve the experience within the corridor by creating pedestrian-friendly streetscapes and by strengthening the connections with nearby points of interest.
- Promotes design excellence in all aspects of the corridor.
- Outlines implementation strategies for amenities and infrastructure improvements.

The Second Street Planning Project developed out of the interaction of several different forces. In 2004 and 2005, the Rochester Area Foundation—through the First Homes Initiative—began working closely with the increasingly active Kutzky Park Neighborhood Association to identify and evaluate solutions for addressing the physical deterioration of the neighborhood (which includes the north half of Second Street). In 2007, Imagine Kutzky, the long-range visioning and planning effort that developed out of this collaboration, began to formally pursue a new zoning ordinance for the neighborhood.

Early in this process, the Rochester Area Foundation recognized that the importance of the Second Street Corridor was not limited to the Kutzky Park neighborhood. This area, which serves as a gateway to many Rochester visitors, supports the city's principle employment institution and visitor destination, and has been the recipient of significant investment by the business community, is vital to a wide variety of stakeholders, including the community as a whole. Because of its importance, the Rochester Area Foundation advocated for the exclusion of the Second Street Corridor from the Kutzky Park zoning ordinance and expansion of the project into the community realm.

Although the Foundation sought the involvement of an expanded set of stakeholders, it believed in the highly collaborative process used by the Kutzky Park neighborhood in developing its vision for the future. The Rochester Area Foundation aspired to support the use of a similar method to achieve a vision plan for the Second Street Corridor. Representatives from the Foundation approached the City of Rochester in the summer of 2007 to collaborate on the effort. Having previously considered completing a long-range plan for this area, the City willingly agreed to partner with the Rochester Area Foundation to develop a vision and implementation plan. Together they pursued the development of the project's steering committee and the selection of a consultant to lead the project.

Second Street Planning Project Partnership

The planning process was guided by a collaboration between the city of Rochester, Rochester Area Foundation and the Second Street Planning Project Steering Committee which consisted of 10 representatives of the following organizations and constituencies:

- Rochester Area Foundation, First Homes
- Kutzky Park Neighborhood Association
- Historic Southwest Neighborhood Association
- Folwell Neighborhood Association
- Business and property owners along Second Street, including Mayo Clinic
- Rochester City Council

Place Making

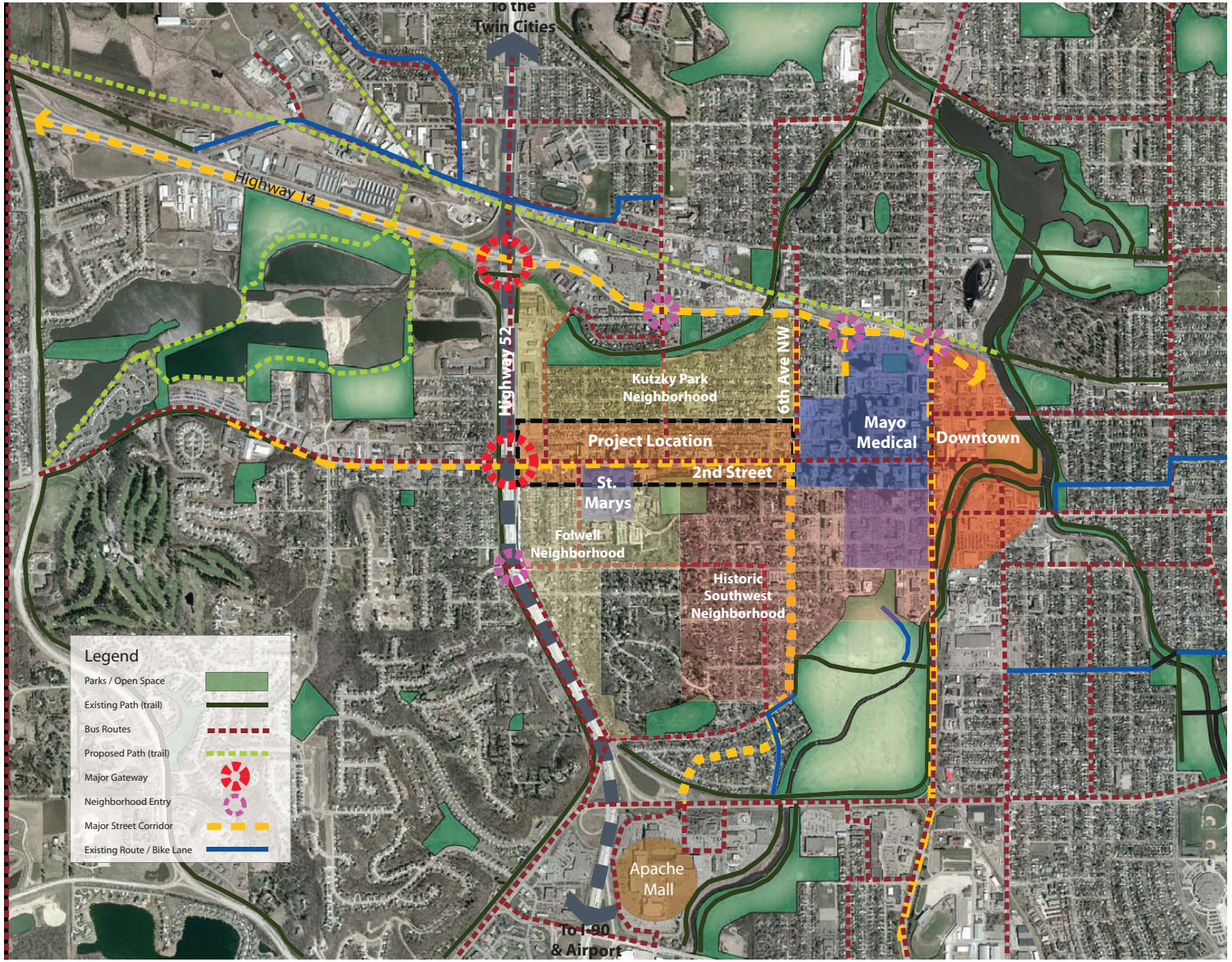
This framework plan responds to the unique qualities of the setting and addresses land uses, open spaces, building massing, pedestrian and bicycle connections, parking, and transportation systems to foster a genuine and memorable place. This plan illustrates how to capitalize on numerous redevelopment opportunities while simultaneously:

- Creating a distinctive entrance to the corridor and downtown
- Clearly defining edges and transitions to neighborhoods
- Calming traffic while improving mobility
- Balancing vehicular needs with pedestrian safety and comfort, inclusive of all modes of transportation
- Improving the climate for reinvestment

Study Area

The corridor planning project area is generally bordered on the west by Highway 52, on the north by First Street SW, on the east by 6th Avenue, and on the south by Third Street SW and the St. Marys Hospital campus. The Second Street Corridor also serves as a common boundary for the Historic Southwest, Folwell, and Kutzky Park neighborhoods. The project area contains a variety of commercial, office, residential, hospitality, and medical-related uses.

Figure 1.2- Regional Context



Process

The intent of the process was to create a redevelopment strategy that reflects the vision and character desired by the community. The Steering Committee met 12 times, including a community workshop and an open house. The process was conducted over the course of 12 months and involved the following four phases:

Phase 1: Background Research, Analysis, and Community Visioning
Phase 2: Framework Plan
Phase 3: Implementation Strategies
Phase 4: Final Document Preparation

The scope included an evaluation of existing site and market conditions; public participation through the task force, workshop and an open house, and interviews; identification of key issues, goals, objectives, and a vision for the Second Street Corridor; testing of alternative concepts and selection of a preferred plan; and the creation of implementation strategies.

Communication Efforts

A key to the success of the planning process was to ensure that project stakeholders were informed about the planning process and that they were familiar with the work that had been done to date. New materials were produced after each workshop for use on the project website and in newsletters, as well as distribution to local media.

II. Community Participation

Collaborative, Community-Based Planning

Some of the community's greatest assets for this plan are the knowledge, interest, and contributions that its citizens, businesses, local officials, and advisory commissions made to the development of the community's vision and next-generation plan. The planning process provided opportunities for community involvement in creative and practical ways to help shape the future of the Second Street Corridor. The major forces, issues, and opportunities associated with the corridor have been defined through a series of interactive committee meetings, business owner interviews, community workshops and open houses, and interviews with developers.

The results of the community exercises have been synthesized into goals, objectives, policies, and implementation programs to shape the vision for the corridor and guide the creation of the Framework Plan.

Observations From Business and Property Owners

The Second Street Corridor study area is home to roughly 40 businesses and has approximately 90 property owners. A deliberate effort was made to include these property and business owners in the planning process. Consultant Team members interviewed individual property owners within the project area to provide them an opportunity to convey their future plans, insights, and concerns regarding the needs and opportunities for the corridor. Comments included :

- The principal client base for corridor business is Mayo employees and visitors. There is a need for more patient-related uses.
- On-street parking is not as important as traffic flow.
- Need better pedestrian crossing on Second Street.
- The charm of the existing traditional architecture should be retained.
- Plan for future development so it is not piecemeal and it all fits together.
- Adding more green space and amenity attractions would bring a cohesive feeling to Second Street.
- Coordinate utilities with upgraded street construction.
- Develop design guidelines to promote a unification of efforts by the public, private, and institutional interests.

Community Workshop

A gymnasium full of interested citizens participated in the community issues and visioning workshop on December 12, 2007. The workshop provided an informal forum for stakeholders to share concerns, hopes, and opportunities regarding the future of the Second Street Corridor. Participants were informed that the information gathered from the workshop would be used to augment the background analysis, to assist with defining issues and opportunities, and to shape goals and policies, as well as to drive alternative plans and strategies for the Second Street Corridor.

The format for this informal open house included:

- 10 Topic Area Stations: Each topic area station included a facilitator and recorder, background plans, topic questions and questionnaires, a comment map/aerial photo, and drawing and writing utensils. The 10 topic area stations were:
  - Overall Corridor Comment Map
  - Gateway District
  - St. Marys District
  - East District
  - Transportation 1: Vehicular
  - Transportation 2: Bicycle/Pedestrian
  - Parking
  - Public Space
  - Land Use
  - Visual Preference Survey

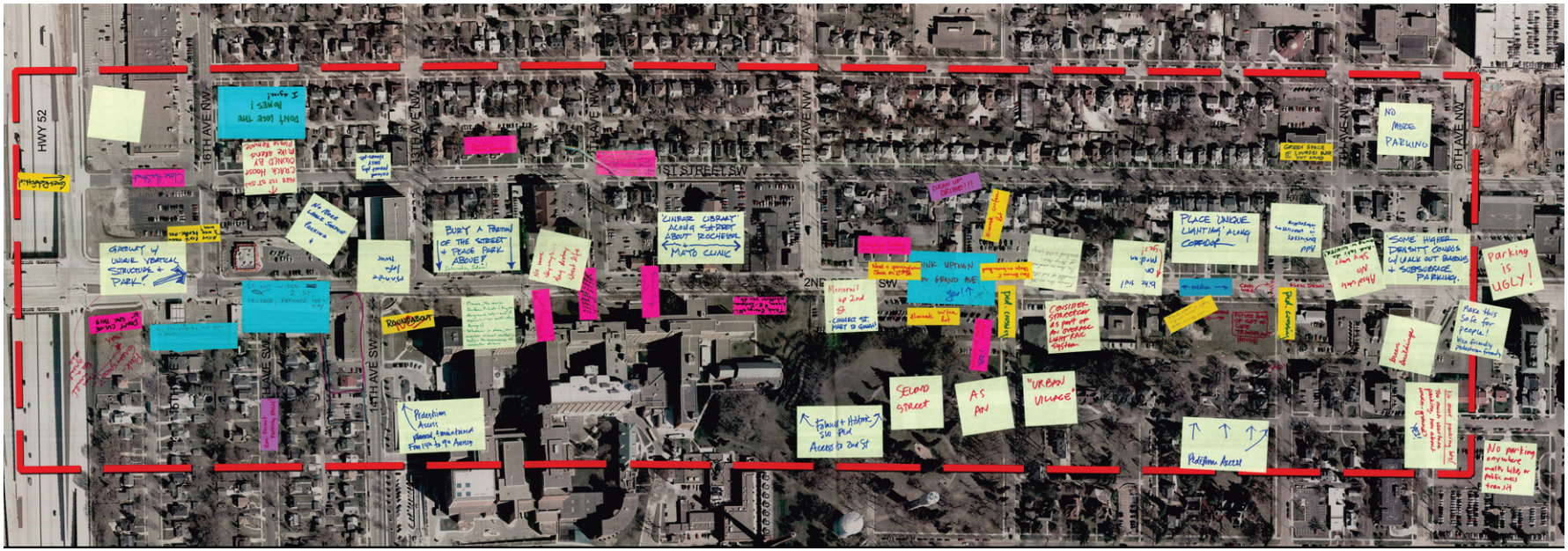


Figure 2.1- Overall Corridor Comments

Figure 2.2- Example Comment Sheet

Survey of Visual Preferences

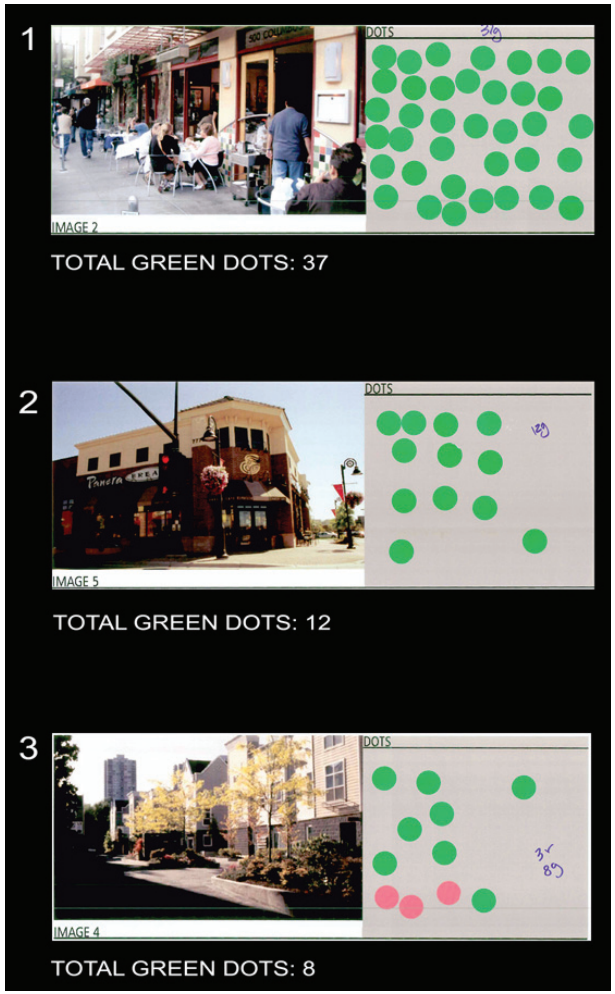
One of the stations was dedicated to a survey of visual preferences. The purpose of the survey is to identify development characteristics the community feels are positive and should be encouraged, and characteristics that should be avoided. This information informed the creation of strategies to encourage positive development. Images of existing conditions in the Corridor were contrasted with those from other areas highlighting general image and character, building types, and streetscape treatments.

Figure 2.3- Overall Visual Preference Survey Results

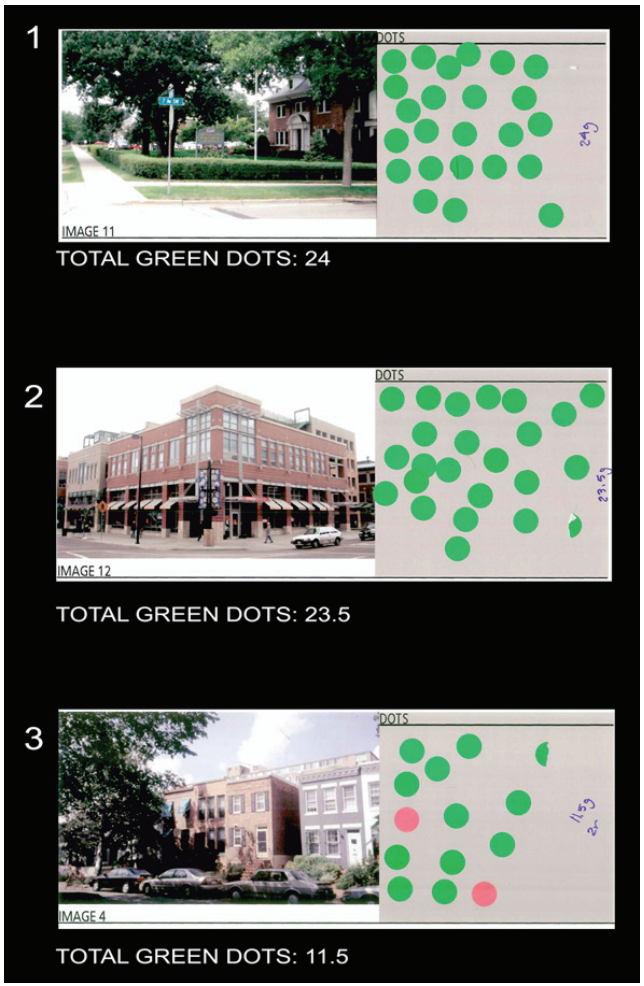
Participants placed green dots on their most preferred images and red dots on the least preferred images for the built environment along the Second Street Corridor.

Preferred Images

General Image and Character



Building Types



Streetscapes

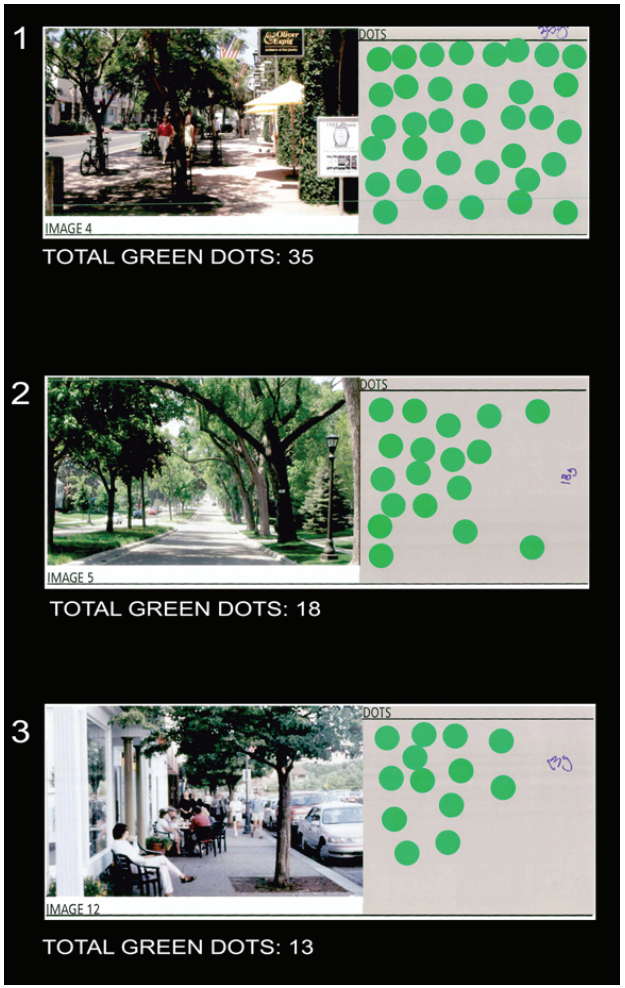


Figure 2.4- Visual Preference Survey Preferred Images, top 3 in each category shown

Participants at the community workshop were given the opportunity to fill out survey forms pertaining to the subject matter of each topic station. Following is a full summary of the responses. Participants were asked to rank the objectives in order of their priorities, beginning with the most important.

A. Redevelopment

When event attendees were asked to prioritize objectives for the redevelopment of Second Street

Items marked as **Most/More Important**:	
Improve the safety, appearance and image of the 2nd Street Corridor	22%
Create an attractive gateway to the city	20%
Strengthen the vitality of the neighborhoods	17%
Strengthen the economic vitality of existing businesses; attract and retain new businesses	13%
Develop solutions for parking and traffic challenges	10%
Support the goals of downtown revitalization	6%
Other	4%
Quickly move cars through the area to and from downtown destinations	1%
Leave it to the market	0%

Responses for other (4%):
Ensure infrastructure (streets, water and sewer) is capable of handling current and future needs of the neighborhood; ensure infrastructure can be upgraded to support changes (water runoff and sewage); be creative and move quickly or "the market" will decide for us all.

B. Transportation Improvements

Rank the following transportation improvements in order of your priorities.

Items marked as **More/Most Important**:	
Improve public transit system	27%
Improve pedestrian crossings	24%
Develop priority for buses/transit	14%
Reduce traffic in neighborhoods	14%
Accommodate increasing vehicle traffic	4%
Other: slow traffic (2), bike connections across 52, make street pedestrian and bike-friendly	4%
Increase parking	4%
Speed traffic Flow	4%
Maintain on-street parking	3%
Leave it alone	3%

C. Transportation Modes

Rank the priority of transportation modes in the corridor for the FUTURE.

Modes marked as **Most Important**:	
Pedestrians along Second Street	28%
Public Transit	18%
Bicycles	13%
Pedestrians Across Second Street	13%
Commuter buses	10%
Car pools	10%
Cars	10%
Other	0%

D. Parking

Rank the following ideas with regard to parking for the future of Second Street

Items marked as **Most Important**:	
Other: Less parking	54%
More on-street parking	21%
More public parking ramps	17%
More parking lots	8%
Leave it alone	0%

E. Public Spaces

Rank the following types of public space in order of your priorities for Second Street's future.

Items marked as **More/Most Important**:	
Boulevards with trees	29%
Public Park Space	14%
Natural Areas	13%
Public Art	13%
Landscaped Medians	13%
Trail Connections	9%
Historical Markers	7%
Other: Urban Plazas	4%

F. Land Use: Future Land Uses

Rank the following future land uses in order of your preferences.

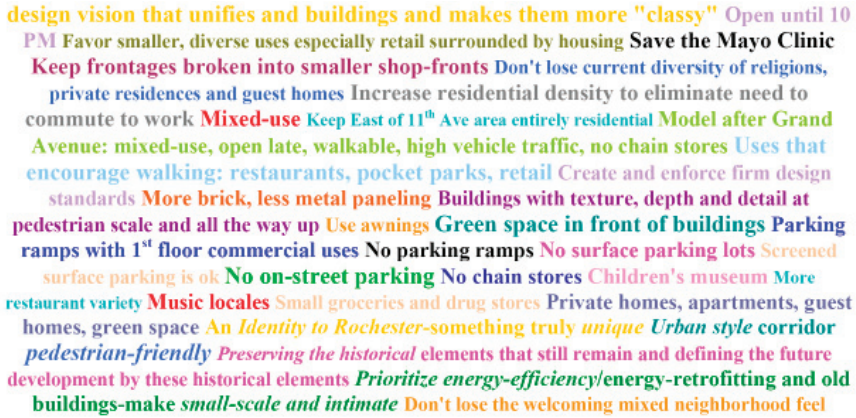
Items marked as **Most/More Preferred**:	
Restaurants	24%
Mixed-Use: 1-3 stories	17%
Mixed-Use: 4-6 stories	16%
Commercial: retail stores	14%
Residential: 1-3 stories	10%
Residential: 4-6 stories	6%
Bars/pubs	6%
Mixed-Use: 6+ stories	5%
Residential: 6+ stories	2%
Commercial: drive-through	0%

Vision

The Second Street project does not speak with one voice but contains many different interests, ethnic groups, socioeconomic groups and histories. Each voice possesses opinions, concerns and ambitions with respect to the future development of the Second Street Corridor, which we are trying to include throughout this process. The following excerpts have been selected as broadly representative of the many voices that we've heard. Some are competing, some are supportive, but all are interesting and important.

Idea Montage

A *walkable, historical*, mid-income district that is *alive* with *pedestrians* and *locally owned small businesses* **Reduce cars and streets to make more open space** connected green spaces are important **we do not need additional parks/open space on 2nd Street just better access to existing parks** parks and gathering places encourage pedestrianism and community *we need space for people to sit-benches play chess, checkers, etc.* **Second Street should be the city meeting place** make it like Burlington VT downtown-they have a much more lively downtown after 5PM and on weekends Look at topography for natural drainage open space connections to River/Creek **Retain the** *character of a small city*, **with the strong** *ethical standards* **of a city that is aware of its role as** *a leader* now **in** *energy conservation and innovation* **Separate vehicles from pedestrians Turn it into only green space - except one transit system** Acquire properties with limited access and turn them into parks Smaller, intimate park(s) like peace gardens **Midway plaza with seating** International crossroads in 30 years **Set standards for advertising/signage within the corridor** Portable planters **Intersections have places to sit with information** Dark Brick-paved walks Kiosks in key areas w/ announcements of City functions tree-lined urban boulevard **Minimize conflicts between local business and through traffic** Use intersection only for turn offs not individual drives limit cars to one lane in each direction with turn lanes **Think green** "Complete street" design **Find an alternative to continuous bus traffic between downtown and St. Mary's** Decrease peak traffic by alternating employee shift changes **Transit tunnel from TH52 to downtown Consider an electric streetcar/PRT as part of overall mass transit system have nice bus stops Have more secure places to park bicycles** I'm concerned about my property rights Provide incentives for businesses to be pedestrian and bike-friendly Convert 2nd Street: 11th-6th to pedestrian mall **Put in a people mover** Opposed to a skyway, pedestrian bridge or tunnel under 2nd **Safe walking/crossings on 2nd Street in designated areas** Pedestrian connections to neighborhoods Creation of interesting side streets or visual opportunities via murals along the way **Buffer pedestrians from traffic Widen pedestrian sidewalks on both sides** Green space as buffer from street to sidewalk **Provide incentives for businesses to be pedestrian and bike-friendly** Provide a safe way to get people from street across Second **Pedestrian J-walking is a major issue** Visitors to St. Mary's need better access to hospital Keep 2 lanes of traffic with public transport-not stinky buses though **Grants or financing for restoration of historic homes** Left turn signal at the 6th Ave Semi-historic with some contemporary aspects **Should honor existing historical buildings Similar style as the neighborhood Appropriate scale, less than 3 stories** Our buildings and neighborhoods create *a welcoming image* and declare that we *value environment, alternative energy use* and *people* **Classy, classic large windows, brick/stone large door with high ceilings on main floor** Without it being overly burdensome, there should be a



Developer Interviews

The Second Street Study project team compared notes on the vision for the corridor with those experienced in developing real estate. The goal was to ensure that the results of the planning process would include the highest and best use of available resources and to assist in producing a final plan that would be both creative and responsible. Participants met with local and regional developers, with those experienced in developing housing, commercial, and mixed-use real estate in urban markets. Developers included both those with experience and those without experience developing along the Second Street Corridor in Rochester. Following is a summary of the main ideas that resulted from those discussions:

1. There was general support for the idea of a vision and a comprehensive plan for Second Street. This plan, provided it is followed and implemented, will become a major attractor to the site because it creates clear expectations for all involved.

2. Land acquisition could become a challenge to the implementation of the plan and, therefore, the City should become more actively involved if it desires to achieve the vision.

3. Public improvements called for in the plan include landscaped medians, wide sidewalks, pocket parks, planters, pavers, street realignment, streetcar, and shared parking opportunities. These are believed to add value and developers would likely be willing to pay.

4. A major feasibility challenge in meeting the plan is providing enough on-site parking. While the density and height called for in the plan is appropriate for this real estate, parking-related market forces and—to a lesser extent—zoning controls, such as minimum parking requirements, make achieving the vision difficult. Three ideas were put forth to remedy this situation:

   A. Creation of a City-owned ramp
   B. Privately-owned shared parking structure
   C. Fixed rail

III. Background

All previously prepared reports, studies, and other documents having a bearing on the Second Street Corridor have been assembled and reviewed to gain an understanding of key findings, objectives, and policies that may have a bearing on this current planning effort. The studies include:

- Neighborhood planning efforts in Kutzky Park, including the Property Inventory and Analysis (PIE) and Visual Preference Survey
- Mayo Five Year Plan (Ellerbe consultant)
- Downtown Bicycle Study 2008

Following are the key findings of each study. More complete summaries are in the Appendix.

Imagine Kutzky Vision Plan

In November 2005, the Kutzky Park neighborhood completed a year-long visioning process for the preservation and future growth of the neighborhood. The first step in implementing the recommendations defined during the planning process was creating a land use plan amendment. This land use plan amendment was presented to the City of Rochester Planning and Zoning Commission and was unanimously recommended. The plan was approved by the City Council in May of 2006.
The overall Mission Statement for the Imagine Kutzky Vision Plan is:

"To preserve, enhance and promote Kutzky Park as a vibrant and sustainable, mixed-use urban neighborhood."

This plan was incorporated into the Second Street Framework Plan to the extent possible.

Action Plan
General Goals for taking action on:

1. Formation of public/private partnerships to achieve long-range goals of the neighborhood
2. Promote open, timely, honest, and continuous communication with all neighborhood stakeholders
3. Work to receive commitment to this planning process for the preservation and redevelopment of the neighborhood from agency officials and local leaders
4. Work to change community perceptions about Kutzky Park through advocacy, education and Public Relations & Marketing strategies

Specific Goals for taking action are:

1. Preparation and adoption of a special zoning overlay district and land-use plan amendment for Kutzky Park area

2. Preparation and adoption of a design-guidelines handbook with text and graphics

3. Conduct market research analysis of existing commercial and residential conditions and climate; do market assessment to determine types of appropriate and successful future development in Kutzky Park

4. Develop and recruit a Kutzky Park Citizens Advisory Committee to Imagine Kutzky to guide revision process of the vision plan

Key planning goals are as follows:

a. Neighborhood Streets: Create a safe, functional and attractive street system that balances the needs of automobiles with the needs of pedestrians, mass transit and bicycles

b. Open Space: Make the public open space system a unifying feature of the neighborhood that strengthens it's unique identity.

c. Land Use and Urban Design: To create a sustainable, compact, cohesive urban neighborhood where residents can live, work, shop and play.

A Property Inventory and Evaluation (P.I.E.) was conducted in September of 2005 as part of the Historic Kutzky Park Neighborhood Plan. This study evaluated the architectural quality and historic preservation value of the buildings within the Kutzky Park Neighborhood. The results of the P.I.E. study have been considered in determining future land use configurations and a location for a north to south connection from 2nd Street to First Street.

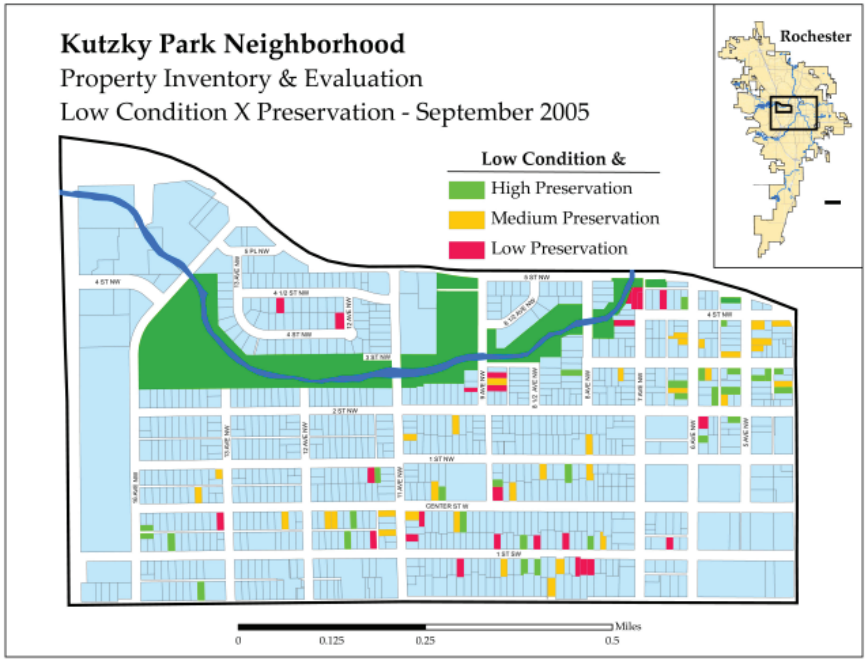


Figure 3.1- Kutzky Park Neighborhood Propoerty Inventory and Evaluation

Mayo Clinic Five-Year Plan Update - 2006

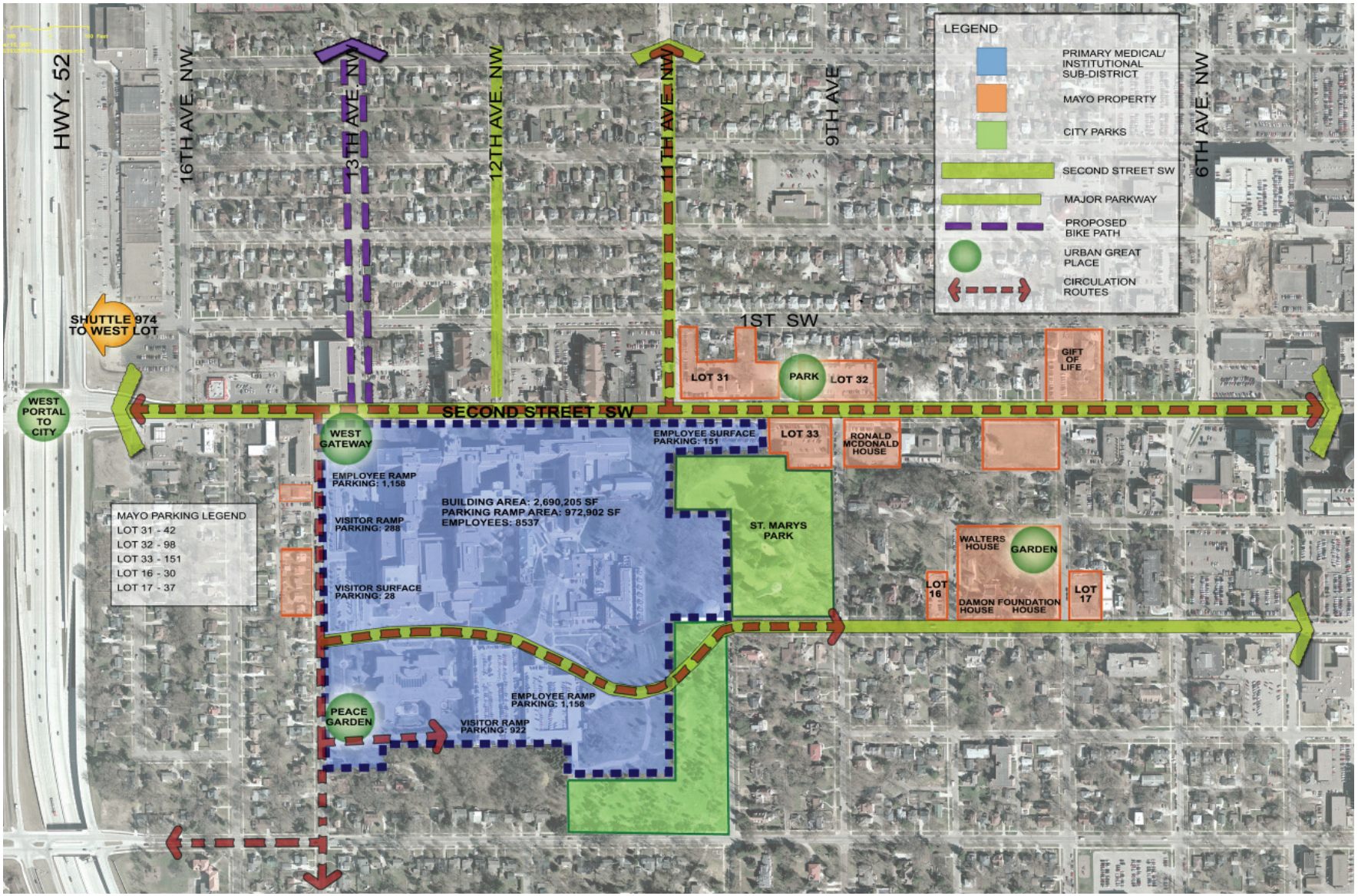
Mayo Clinic prepares a five-year document update for the Medical Institutional Campus Special District as a requirement by the City of Rochester Code of Ordinances.

The Five-Year Plan update demonstrates Mayo Clinic's support for the Special District land use and zoning controls. Mayo Clinic facilities and operations are organized around the concept of integrated multi-campus functional interrelationships.

Specific sections of the 2006 Plan update that have a direct effect on the 2nd Street Corridor planning project are:

1. Campus boundary plans and sub-district boundaries
2. Mayo property ownership
3. Comprehensive transportation and parking strategies and plan
4. Loading and materials handling programs and enclosed pedestrian circulation plans
5. Utility infrastructure
6. Campus landscape and green space plans
7. Potential projects in the next five-year period

Figure 3.2- 5 Year Mayo Plan



Sub-District Descriptions
The functional areas are defined within the Special District as follows:

Primary Medical-Institutional – The two areas, which correspond to the Mayo Clinic and and St. Marys Hospital ("West Sub-District") campuses, create a Medical Institutional Special District with two subdistricts, each with their own zoning constraints.

Transition – Transition Areas are located at the periphery of the West Primary Medical-Institutional Subdistricts. These are intended to provide a buffer, or physical transition, between large-scale, active uses and neighborhood residential.

Mayo Property Ownership
The drawing illustrates the extent of current property ownership by Mayo Clinic within and adjacent to the Primary Medical-Institutional Subdistricts.

The total area of Mayo-owned parcels in the St. Marys West Subdistrict is 53 acres.

Comprehensive Transportation and Parking Strategies Plan
The Five-Year Plan defines a comprehensive transportation program to meet the needs of the Mayo Clinic patients, staff, and paramedical employees. Patient and employee transportation needs represent a dynamic situation necessitating constant balancing and adjustment. Mayo's committed goal is to meet those needs, providing a viable option for all. The integration of St. Marys Hospital and the Mayo Clinic has allowed better flexibility in meeting the goal by generating a larger critical mass of operation and providing the opportunity for cross-utilization of many Rochester campus resources.

Transportation and Parking
Patients – Once patients and visitors have arrived in Rochester, hotel/motel courtesy vans and the Mayo patient shuttle (which carries approximately 600 people per day between downtown and St. Marys) significantly reduce the need for individual vehicles.

The visitor/patient parking ramps at Saint Mary's provide 558 spaces for patient use, including 28 designated for Emergency Room use.

Staff and Paramedical Employees – Currently, Mayo Medical Center has 12,617 staff, resident, employee, and student parking spaces, 2,356 of which are at St. Marys. Historically, the estimated demand for and provision of employee parking has been about 50% of total employees on the downtown and St. Marys campuses. Mayo encourages individuals to use alternate means of transportation so as to not further contribute to the downtown traffic congestion and pollution, and to assist in energy conservation. This is accomplished through:

1. The subsidized bus program, utilized by over 12,000 employees, offers convenient routes, monthly discount passes, and coupon books. Employees depend upon this service, which includes charter service to nearby cities, extended city bus routes to surrounding communities, and city bus service with specific routes and stops serving the Mayo campuses.
2. Use of carpool vehicles, bicycles, and motorcycles as alternatives have been encouraged with special parking privileges.
3. The employee shuttle service between the campuses carries over 4,000 employees daily to meet business needs and reduce the number of vehicles traveling between sites during the course of the workday.
4. Approximately 900 to 1,000 employees daily utilize the park and ride lots at Wal-Mart, Bethel Lutheran, Cub, and Shopko parking lots.
5. Of all the employees who qualify for campus parking at St. Marys or the downtown campus and who accept parking privileges, about 50% utilize parking on any given day, due to the variables of shift schedules, vacations, education and meeting absences, as well as general business needs outside of Rochester.

Material Distribution Concept
The Mayo Five-Year Plan states that the systems for material receipt and distribution are predicated on the idea of decentralized receiving and storage to reduce on-campus congestion and pollution.

Key Elements:

- Interconnecting subway system allows low-impact materials movement between docks and facilities.
- Pneumatic Tube and Electronic Track Vehicle (ETV) within and between nearly all Mayo downtown and St. Marys campus facilities carry records, specimens and other small items.

Utility Infrastructure
Mayo steam, chilled water, and electricity generation are centered around Franklin Heating Station, Prospect Utility Plant, and St. Marys power plant, with distribution through the subway utility tunnels.

Urban Greenspace
The Mayo Five-Year Plan defines a plan to utilize public and private lands to create a unique green space network within the City of Rochester. Mayo is committed to improving and expanding green spaces on its campus, as evidenced by a number of significant open space developments that have been completed in the last five years.

Public Parklands
The area around the West Subdistrict has substantial public parklands, including St. Mary's Park and Kutzky Park to the northwest. With its large campus area, St. Marys already has significant topographic and open green space attributes. A park to be located along Second Street on Mayo-owned property was also identified in the Five-Year Plan.

Gateways and Campus Portals
Gateway locations have been established at the campus edges where approaches and entries occur. A major gateway into the City and St. Marys Campus has been identified at Second Street Southwest at 14th Avenue near its intersection with Highway 52. Gateway portals can be either structural or landscape.

Boulevards
The Mayo Five-Year Plan identifies area streets that should be enhanced to improve the overall character. These streets could be treated as boulevards, which may include double tree plantings, special lighting and amenities, and a landscape understory/surface texture. The streets identified within the Second Street Corridor planning project area are Second Street and Fourth Street.

Green Spaces and Places
The 49-acre St. Marys campus has significant green space with the sensitively landscaped buffer along Tenth Avenue and Sixth Street Southwest, as well as highly developed areas such as the Peace Garden and Edith Graham Courtyard. The Patient Plaza and green space at the Mayo Gateway at Fourteenth Avenue and Second Street is made possible by locating the visitor parking underground.

Green Pathways
Enhanced pedestrian and bike path connections should be established through the Kutzky neighborhood linking Cascade Creek with the St. Marys Campus, as well as a link from the Cascade Creek Pedestrian/Bike Path into downtown.

West Medical Subdistrict Construction Projects
The following pages contain a listing of potential Mayo projects that may occur within the Central and West Subdistricts and the Mayo Support Campus Special District during the next five years. The list of potential projects is divided by probable function, either Parking or Support.

Parking
W-201 Patient/Employee North Parking Ramp on surface lot #33, on Second Street at 11th Avenue S.W.
W-203 Parking Lot #31 on 11th Ave. S.W.

Support
W-305 skyway/subway connections north across Second Street and/or west across 14th Avenue S.W.
W-310 New utility and pneumatic tube connections between Central and West Subdistricts. To be coordinated with reconstruction of 1st Avenue S.W.
W-312 Construct a six-inch pneumatic tube system.

Downtown Bicycle Study 2008

The Downtown Bicycle Study was initiated in response to interest expressed by local bicycle advocates during development of the Rochester-Olmsted Council of Governments (ROCOG) 2035 Long Range Plan. ROCOG was organized in November of 1971 to provide comprehensive planning services to member local units of government. ROCOG was organized to respond to requirements in the Federal-Aid Highway Act requiring all urbanized areas of more than 50,000 population to have an organization, designated by the Governor of the state, that is responsible for implementation and maintenance of a regional transportation planning program, including preparation of a Long Range Transportation Plan and an annual Transportation Improvement Program, which identifies a multi-year list of transportation improvements supported by federal funding.

The following excerpt summarizes the pertinent findings and recommendations from the Downtown Bicycle Study 2008 study:

The ROCOG Bicycle-Pedestrian Advisory Committee (BPAC) began to work on this issue in 2006 with the establishment of a Downtown Bike Lane Working Group. Their charge was to look at opportunities for developing bicycle infrastructure including on-street bike lanes, bike routes and other bicycle-related enhancements such as bike parking that would make bicycling more attractive as an option for utilitarian travel.

Feasiblity of Bicycle Facilities on Downtown Streets

In this section of the report individual street corridors are assessed in terms of the feasibility of developing on-street bike facilities that meet the guidelines of the State Bikeway Design Manual, and the potential benefit that developing a facility on a given corridor might provide. The assessment considers existing roadway widths, traffic volumes, and parking conditions.

Potential Benefits of Improving 2nd Street SW

The benefit of improving 2nd St SW with bike facilities is that it has the potential of providing a direct route from areas east and west of downtown to a number of major destinations in the downtown area. However, significant barriers exist to establishing a continuous bicycle facility along the corridor.

Implementing Bike Facilities on 2nd Street SW

Implementing the Design Manual recommendation of 6' bike lanes is only feasible east of Eleventh Ave and would require removal of on-street parking. West of Eleventh Ave installation is not feasible unless the roadway can be widened. In the downtown core (east of 4th Ave) removal of parking as well as the on-street bus stop area and passenger loading zones at the Mayo Building would be needed in order to implement bike lanes. Alternative facilities such as Wide Curb Lanes or Shared Lane facilities are not recommended in the Design Manual for use on this corridor due to the heavy volume of traffic. Actual volume per day (vpd) is 19,400 west of Eleventh and 17,800 between 11th and 6th. These types of treatments are only recommended for use where daily traffic levels are 10,000 vehicles per day or less. To facilitate east-west travel from west of TH 52 to downtown, consideration should be given to the concept of an Alternate Bicycle Route(s) through the Kutzky Park neighborhood as an alternative to the 2nd St corridor for providing service to/ from or through downtown.

Recommended Network

Based on the findings from the corridor analysis a proposed network of improvements has been developed for consideration. Projects are proposed in phases to reflect consideration of factors such as ease of implementation and the importance of the travel service they would potentially provide. Actual implementation would be subject to further consideration by the Rochester City Council and Public Works Department.

Area 1: Southwest

Phase I projects

1st St SW – Develop 1st St SW as an Alternative Route Corridor to 2nd St SW extending from 4th Ave to 16th Ave. West of 7th Ave, improvements would be in the form of signage, with the corridor designated as a bike route and consideration given to installing Share the Road signs along the corridor. East of 7th Ave, where traffic volumes are greater and the street is wider, a shared lane facility with either shared lane pavement markings or a diagonally striped lane treatment considered. At the west end of the corridor, at the intersection of 1st St SW with 16th Ave,consideration will need to be given on how best to connect the corridor back to the 2nd St SW bridge over TH 52. A new development, Shoppes on 2nd , is proposed in the southwest quadrant of this intersection which will have a new cross section on 1st St SW that

would permit a wide curb lane to be developed from 16th Ave to the East Frontage Road, and a concrete path connection south to 2nd Street on the east side of the frontage road could be utilized to make the connection back to 2nd Street and across the TH 52 bridge.

Future Southwest Area Considerations

4th St SW: A bike lane from 4th Ave to 6th Ave could be developed to provide the eastern segment of a bike route extending from the downtown medical campus west to St Marys Hospital to serve travel between these areas. The attractiveness of such a route is compromised to some degree by the steep grade on the St Marys property at the west end of the corridor.

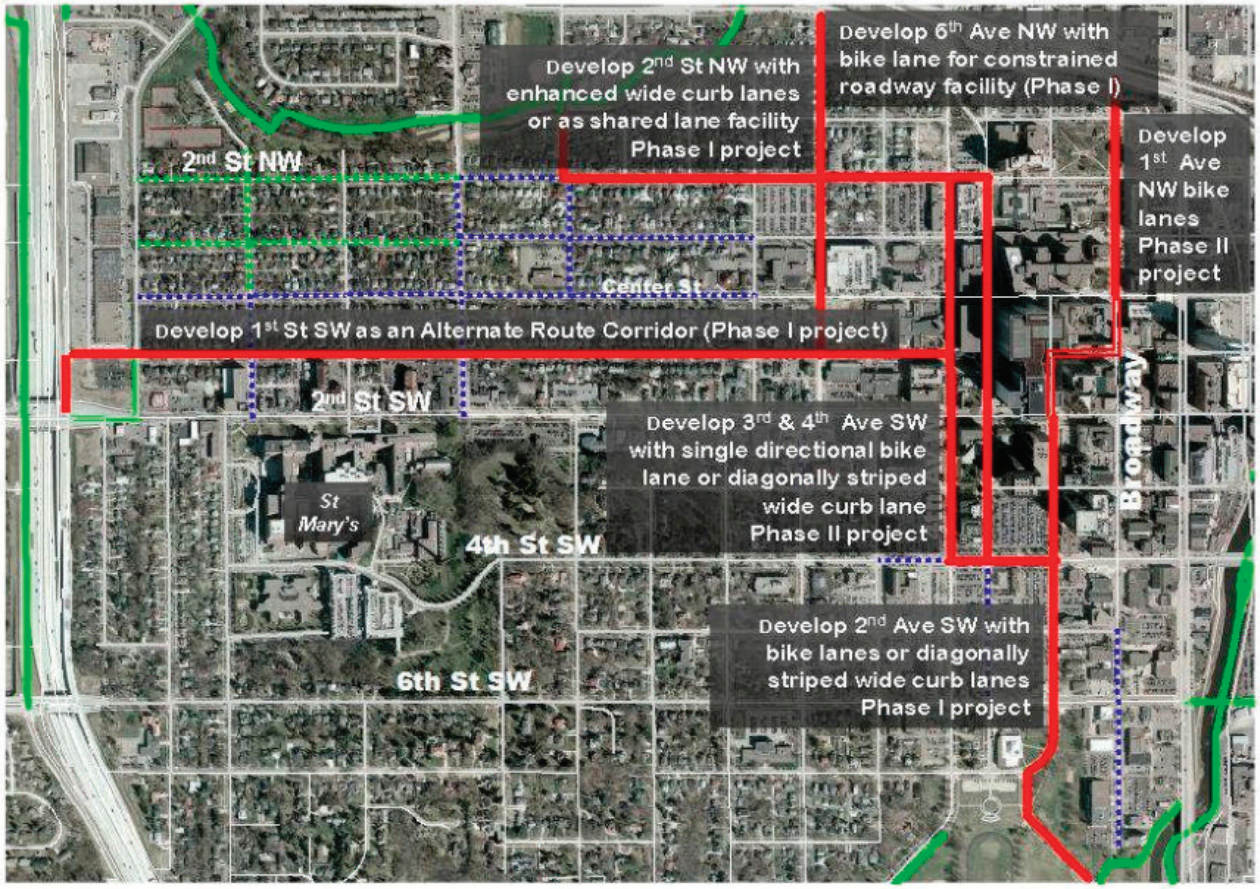


Figure 3.3- Recommended Downtown Bicycle Facility Development from 2008 Downtown Bicycle Study

IV. Summary of Existing Conditions

This chapter provides an analysis of current conditions along the Second Street Corridor and summarizes pertinent information regarding development patterns, districts, land use and zoning, ownership, pedestrian and bicycle circulation, opportunity sites, transportation, and parking.

Development Pattern

The Second Street Planning Project area consists of both traditional compact urban development patterns and conventional auto-oriented development patterns. The core area along Second Street between Fifteenth Avenue SW and Eleventh Avenue NW is characterized as a more traditional development pattern which includes more closely-spaced buildings that collectively shape the street corridors and create a more compact, pedestrian-friendly environment.

The remainder of the project area is characterized by widely spaced buildings set back and isolated from the street in order to accommodate highly visible parking lots. In these areas, the land uses are compartmentalized. As a result, streets and signs have been designed to accommodate the motorists, creating a cluttered environment lacking a distinct sense of place. The ultimate challenge for these areas is to balance the functional needs of vehicles with those of pedestrians, to create a sense of personal safety and comfort while also nurturing a memorable image.

Figure 4.1- Current Development Pattern

Districts

The Second Street Planning Project area is divided into three main districts, each possessing its own distinct character defined by the development patterns, mix of land uses, architecture, and open spaces. The three districts include the Gateway District, the St. Marys District and the East District. The character and unique aspects that define each of the three districts is outlined below.

Figure 4.2- Districts

The Gateway District

This district includes the area from Highway 52 east to Fourteenth Avenue SW. This area serves as the entry into the corridor from the west and is characterized by a concentration of auto-oriented commercial/retail uses and some large contiguous undeveloped parcels. The development pattern is generally suburban in nature, with most of the buildings set back from the streets with parking lots in front. A mix of residential uses begins approximately one block to the north and south of the Second Street Corridor.

Issues

- The area lacks a distinctive image as a gateway into the Mayo medical campus and downtown Rochester.
- Pedestrian space within the right-of-way is very limited east of Sixteenth Avenue and presents a constraint for projected traffic flow.
- The concentration of several undeveloped parcels at the west end of the district creates an opportunity to enhance this area as a community focus and gateway.
- The wide busy street creates a barrier for bicyclists and pedestrians.
- Multiple driveways create pedestrian/vehicular conflicts and awkward traffic movements.
- There are poor transitions between commercial and residential land uses.
- There is encroachment of traffic from commercial areas into residential areas.
- Street parking for St. Marys employees is in great demand and spills into residential areas.

The St. Marys District

The St. Marys district is between Fourteenth Avenue SW and Eleventh Avenue NW and is characterized by the St. Marys Hospital campus on the south side of Second Street and a mix of commercial, office and hospitality uses to the north. The development pattern on the north side of Second Street is generally more compact and urban in nature, with most of the buildings closely spaced together and located at the property line. This district has numerous businesses that have expanded from one half to one full block depth moving the transition from commercial to residential uses from the alley to First Street to the north. Most parking in this district is located either on-street or behind existing buildings. A mix of residential uses begins approximately one block to the north and south of the Second Street corridor.

Issues

- A pedestrian crossing mid-block at the current transit drop-off in front of St. Marys' front entrance creates a safety issue.
- Space within the right-of-way is very limited east of Sixteenth Avenue and presents a constraint for projected traffic flow.
- Vehicles along Second Street create traffic back-ups and safety issues.
- The busy street creates a barrier for pedestrians.
- Narrow sidewalk on the north side limits space for streetscape and pedestrian amenities.
- There are poor transitions between commercial and residential land uses to the north.
- There is encroachment of traffic from commercial areas into residential areas.
- Eleventh Avenue is major connection north.
- Parking is in great demand and limited to individual private lots and few on-street parking spaces.
- There is no shared parking.

The East District

The East district is between Eleventh Avenue and Sixth Avenue. The north side of this district is characterized by a mixture of low rise multi-family residential, commercial, office and hospitality uses as well as Mayo employee parking facilities. Most of these uses occupy a half block in depth. Several large homes on the east end have been converted to commercial uses such as the Chardonnay restaurant and the Gift of Life Transplant House. The north half of the blocks between Eleventh and Sixth Streets is characterized by several historically significant homes that have been converted to multi-family residential dwellings.

The south side includes a St. Marys parking lot set into the bluff line between Eleventh and Ninth Avenues. The Ronald McDonald House, a series of 2-3 story apartment buildings and small offices, as well as, the future home of the Gift of Life expansion are located between Ninth and Seventh Avenues. The block between Seventh and Sixth Avenues includes a church, 3-story apartments and several small office and retail uses. A small family-owned grocery is located on Sixth Avenue leading into the Historic Southwest Neighborhood.

Issues

- Numerous potential redevelopment sites exist throughout the district.
- The Second Street R.O.W. expands to 100 feet from Eleventh Avenue east to downtown. The wide busy street creates a barrier to pedestrians.
- The long continuous block between Eleventh Avenue NW and Sixth Avenue NW creates vehicular, bicycle and pedestrian access issues as well as promotes faster driving speeds along Second Street.
- There is a need for a pedestrian and vehicular connection along Second Street north to First Street SW.
- Streetscape treatments are not consistent throughout the district.
- There are poor transitions between commercial and residential land uses.
- Traffic from commercial areas filters into residential areas.
- Numerous access points exist along Second Street creating traffic management issues.

Land Use and Zoning

Generally, the existing land uses reflect the corresponding zoning designations. The Gateway District is zoned for B-4 General Commercial -which allows for the most intensive commercial uses -and B-1 Restricted Commercial. This is reflected in the transition from auto-oriented gas stations and chain restaurants at Sixteenth Avenue to the smaller hotels and businesses to the east at Fourteenth Avenue. The St. Marys District includes CDC-MED Central Development Core-Medical, B-1 Restricted Commercial, R-3 Medium Density Residential, and PUD Planned Unit Development zones. These zoning designations are reflected in the land uses including, the St. Marys Hospital on the south side, as well as the mix of businesses, hospitality and residential uses on the north side of the block. The East district is zoned primarily for residential uses and uses that are considered to be compatible with residences such as offices and hotels/hospitality houses. The zoning designations include CDC-RES Central Development Core –Residential, CDC-FR Central Development Core – Fringe, and R-4: High Density Residential.

Description of Zoning Districts:

The character of the three districts within the Second Street Corridor is a direct reflection of the segmented pattern and standards of the current zoning. The following

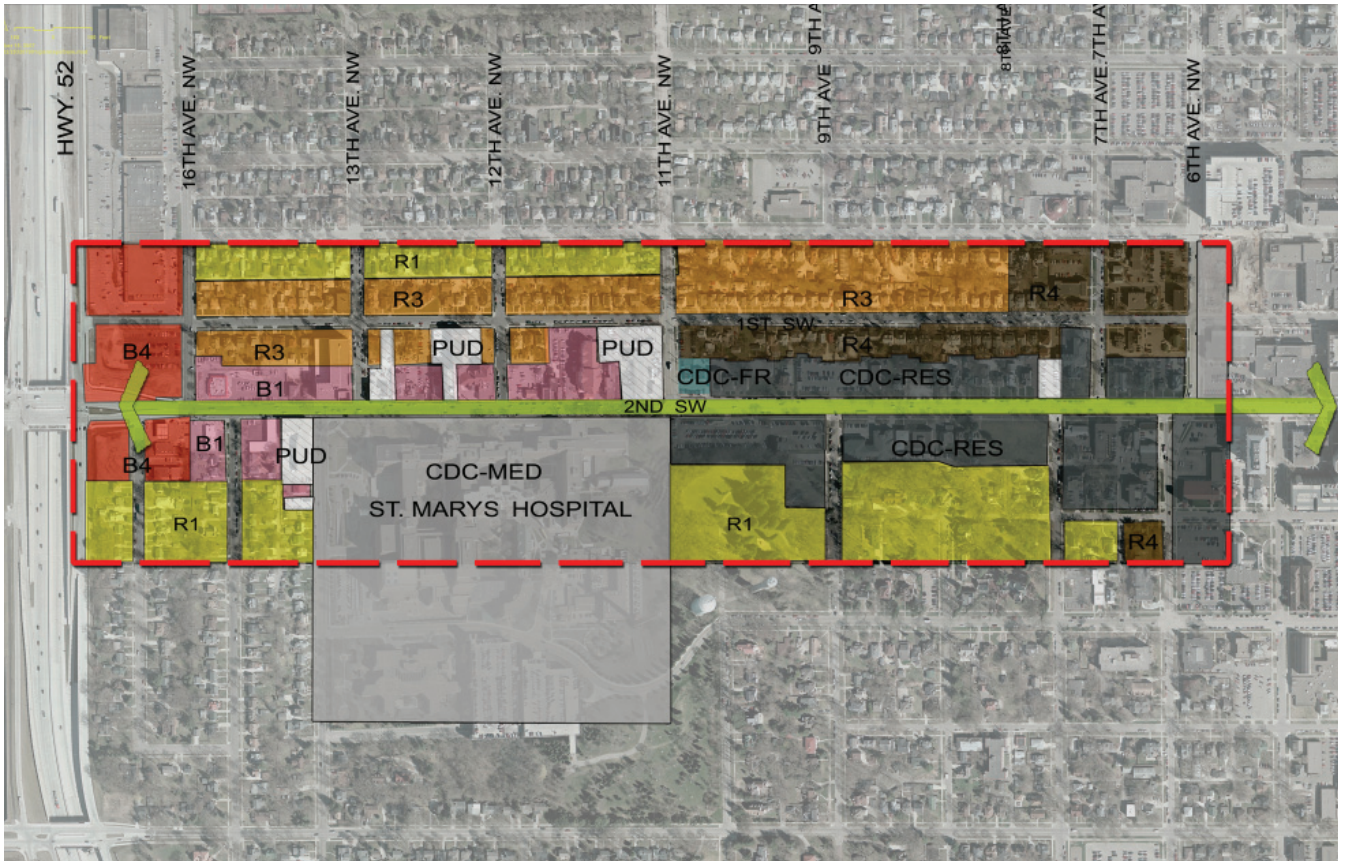


Figure 4.3- Current Zoning

paragraphs specify the purpose and intent of the zoning districts found within the Second Street Project Area.

Central Development Core: The intent of this district is to provide for the highest intensity of commercial, residential and medical/institutional development within the City of Rochester, resulting in a mixture of uses that are mutually supporting and which will optimize in-place public facilities and contribute to the creation of a sound tax base for the downtown area.

The Central Development Core is composed of four subareas described as follows:

1. **Medical Area:** Those areas within the Central Development Core designated as "medical" on the Land Use Plan, wherein it is the intent to preserve and enhance the area primarily for medical facilities and major public and quasi-public uses, along with related supporting facilities and uses.
2. **Central Business District (CBD):** Consistent with the goals of the plan for the Downtown Development District, that portion of the area designated as "central business district" on the Land Use Plan, where it is the intent to develop the highest intensity of concentrated and integrated retail, financial, office, service and entertainment uses, with an emphasis on pedestrian amenities.
3. **Fringe Area:** That portion of the Central Development Core which lies outside the identified "central business district", "medical", and "high density residential" designations on the Land Use Plan, where it is the intent to provide a location for less intensive commercial and service uses which are necessary or tend to support and enhance the activities within the CBD area.
4. **Residential Area:** Those areas within the Central Development Core designated as "high density residential" on the Land Use Plan, where it is the intent to preserve and enhance the development of high intensity multi-family residential in conjunction with a mixture of low intensity service/retail uses.

R-3 Medium Density Residential: This district is intended to maintain areas developed predominantly with multi-unit residential buildings outside of the Central Development Core, or areas of existing low density development where the need to encourage redevelopment has been identified on the Land Use Plan. Certain supportive non-residential uses, and compatible residential infill development, consistent with the policies of the Land Use Plan, are provided for.

R-4 High Density Residential: This district is intended to maintain areas for multi-family residential uses of the highest intensity, along with supportive commercial, office and service uses of similar intensity, in locations with proximity to the Central Development Core and major employment centers.

B-1 Restricted Commercial District: This district is intended to maintain and provide for areas of low intensity business uses that are located adjacent to residential areas but along major thoroughfares so as not to encourage customer traffic through the adjacent residential areas.

B-4 General Commercial District: This district is intended to provide for areas of concentrated commercial development outside the Central Development Core, oriented towards thoroughfare locations because of the access and visibility those locations provide, and consistent with the locational criteria for such uses in the Land Use Plan. Uses in the district are generally of a type providing service to the residents of the entire region or community.

P.U.D. Planned Unit Developments: Unique and separate zoning districts established by action of the Rochester Common Council on specific parcels of land according to the provision of the previous Rochester Zoning Code Ordinance No. 1659 as amended. The use of land and buildings within the boundaries of a Planned Unit Development District continues to be governed by unique set of development plan documents approved by a Resolution of the Common Council which may include but are not limited to site plans, grading plans, amenity/landscaping plans, architectural plans and ownership association documents.

The existing CDC Districts in the St. Marys and East Districts promote an urban development pattern that is somewhat in keeping with the vision of the corridor as an "urban village." These districts could be augmented to promote a mixture of uses and to include more detailed design guidelines addressing façade and roof treatments, building materials, landscaped buffer options, street level uses and other urban design components.

The B-4 General Business and B-1 Restricted Commercial Districts in the Gateway and St. Marys Districts are intended for more low intensity conventional auto oriented uses and will result in a more suburban development pattern than that envisioned for the Second Street Corridor.

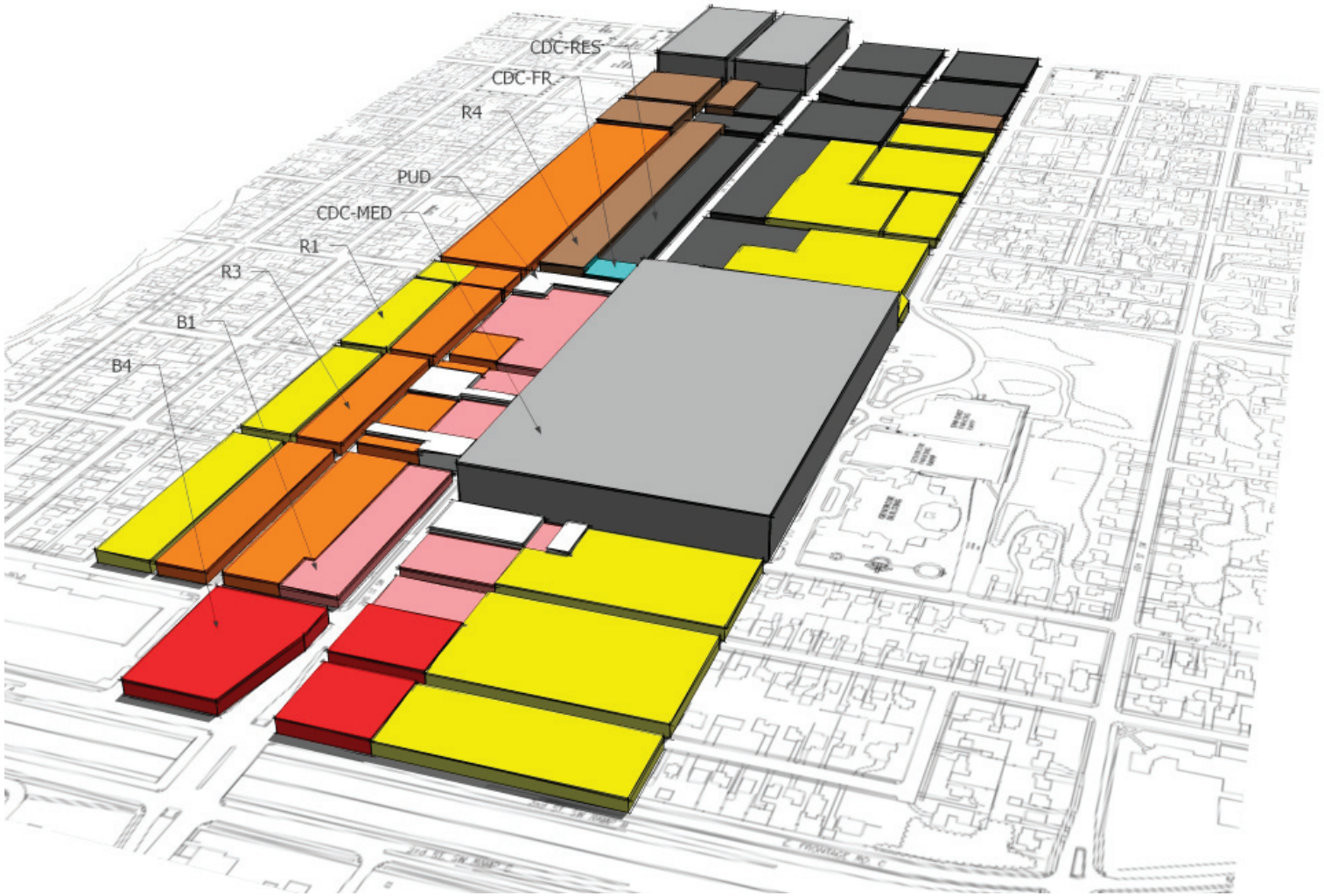


Figure 4.4- Existing Zoning & Building Heights

Site Ownership

The Second Street study area has approximately 90 property owners. The significant number of different property owners contributes to the variety of small lot developments and consequentially, the numerous access points along the corridor. Many of the smaller contiguous parcels, particularly in the East District, have been assembled under single ownership. Potential redevelopment sites along the corridor tend to have a more unified ownership which in the long term will facilitate larger redevelopment infill projects and improved access management.

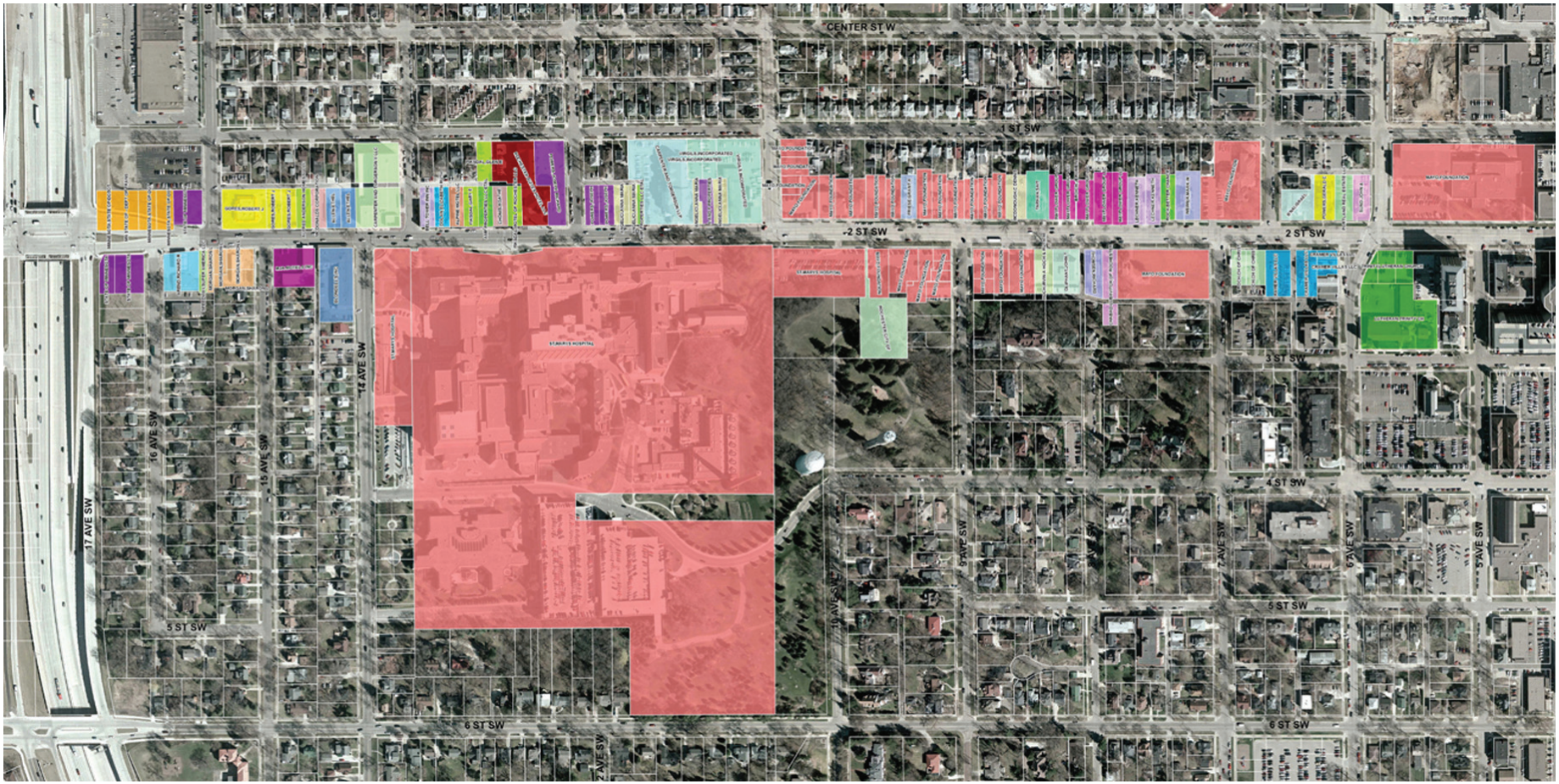


Figure 4.5- Ownership

Pedestrian and Bicycle Circulation

Within the current Second Street project area there are limited facilities for pedestrians and bicyclists. Most of the sidewalk area along Second Street is narrow and not conducive to the creation of a friendly, walkable street corridor. The Second Street Corridor is also characterized by long continuous street blocks without any designated pedestrian crossings which results in numerous conflict areas where pedestrians will cross at mid-block areas along the corridor. There are currently no existing or planned on-street bicycle lanes along the Second Street Corridor. Bicyclists can be seen utilizing the outside drive lanes along Second Street to commute along the corridor.

As part of the Mayo Five Year plan there was a recommendation to provide a new bicycle and enhanced pedestrian connection along Thirteenth Avenue NW from Second Street through the Kutzky neighborhood linking the Cascade Creek bike trail to the St. Marys Campus.

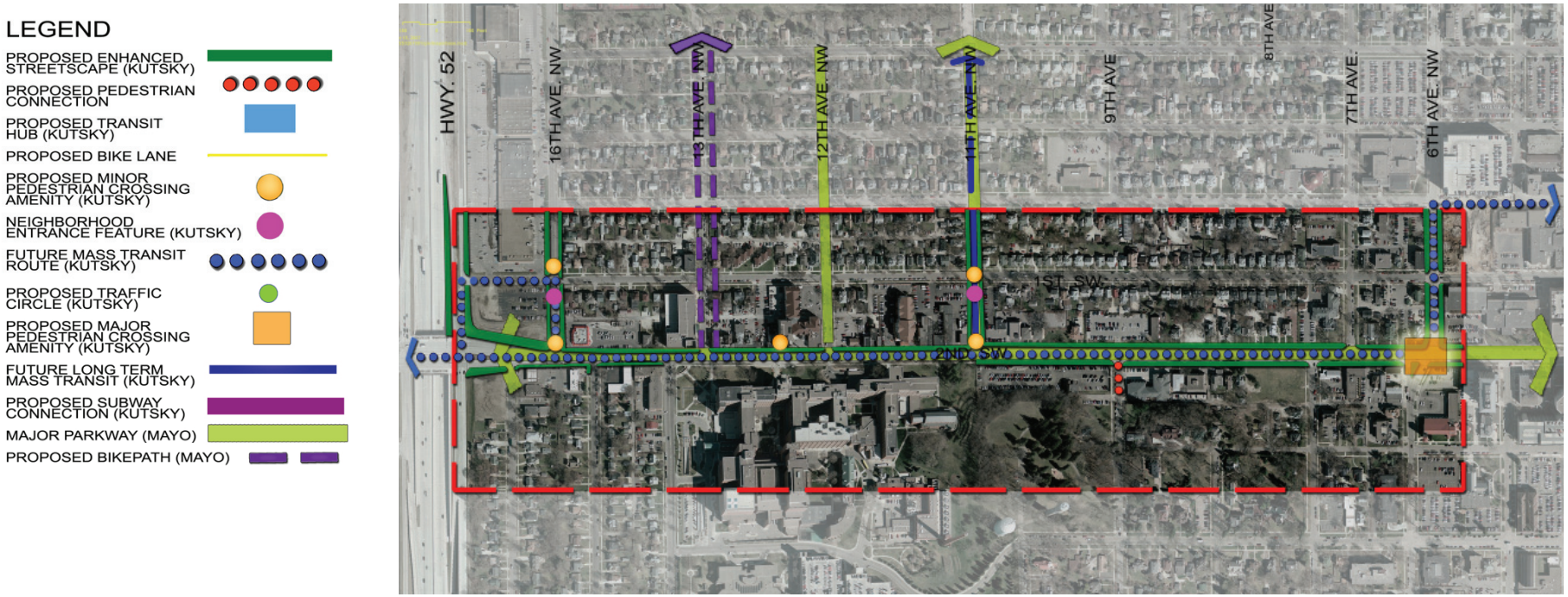


Figure 4.6- Transportation (Imagine Kutzky and Mayo 5 Year Plan)

Opportunity Sites

The Imagine Kutzky Vision Plan identifies a series of opportunity sites within the Second Street Corridor project area. The potential opportunity sites were evaluated by utilizing information derived from the Kutzky Park Neighborhood P.I.E. evaluation and knowledge of proposed or potential redevelopment within the project area. The opportunity sites are mapped to show those parcels owned by the Mayo Clinic, those parcels which currently have a redevelopment plan or should be redeveloped in the short-term and those parcels which have a long term redevelopment potential.

Figure 4.7- Opportunity Sites (Imagine Kutsky and Mayo 5 Year Plan)

Summary Transportation and Traffic Overview

The majority of background data and information on the Transportation Section of the Second Street Corridor is contained in the Traffic & Parking Working Session Document dated November 28, 2007, which is contained in the Appendix. The document was amended via the meeting minutes of November 29, 2007. Information from this report was condensed and presented to the Taskforce on December 5, 2007. Therefore, these documents will be referenced in each pertinent section of this final report and will not be reproduced in detail in this summary.

Historical and Projected Traffic Volumes

Daily average number of vehicles traveling on Second Street:

Gateway: 23,200
St. Marys 19,500
East: 17,800

Daily average number of vehicles projected for 2035:

Gateway: 41,000
St. Marys: 30,000
East: 25,000

Level of Service: see Appendix reference 1 & 2.
Historical and Projected Traffic Counts are shown on the following chart.

Projected counts were obtained from the latest ROCOG Thoroughfare Plan Update and indicate a modest growth rate in traffic volumes of 1.2 % to 1.8% in the Second Street Corridor. Even with these modest growth rates projected counts for the year 2035 are expected to be beyond the capacity of the existing street.

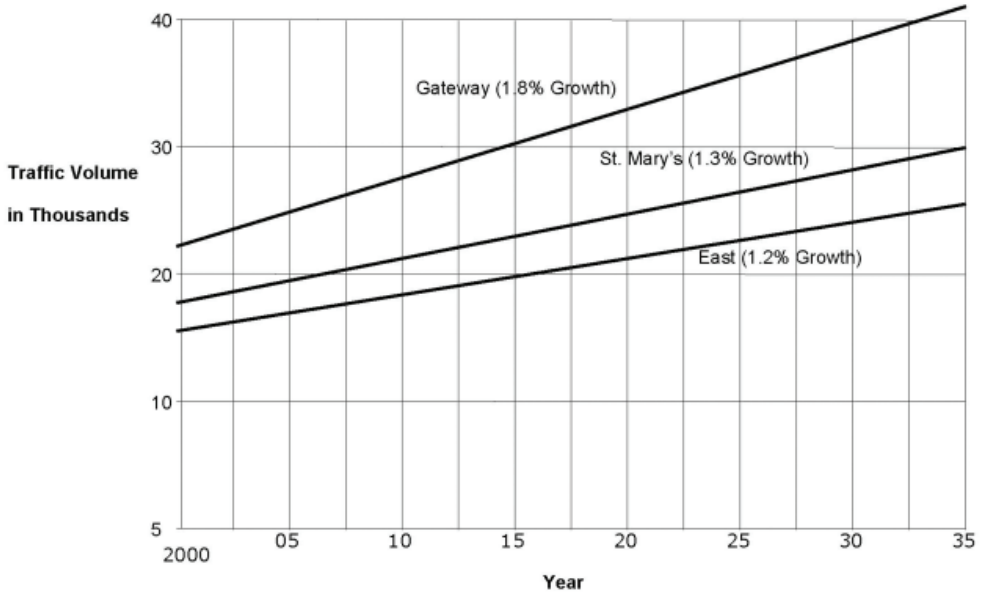


Figure 4.8- 2nd Street Traffic Volumes

Level of Service Definition: LOS is the Level of Service for a roadway. The daily capacity of any individual roadway is based upon many factors which may include the number of lanes provided, the number of access points per mile, the number of signalized intersections per mile, percentage of truck and/or bus traffic, and the physical grade of the roadway. This is a qualitative measure describing operational conditions within a traffic stream, generally in terms of service measures such as speed, freedom to maneuver, traffic interruptions, and comfort. An LOS of A represents the best results with little or no delay. An LOS of F represents the worst results with excessive delay and queues. An LOS of D is usually the lowest accepted by most agencies.

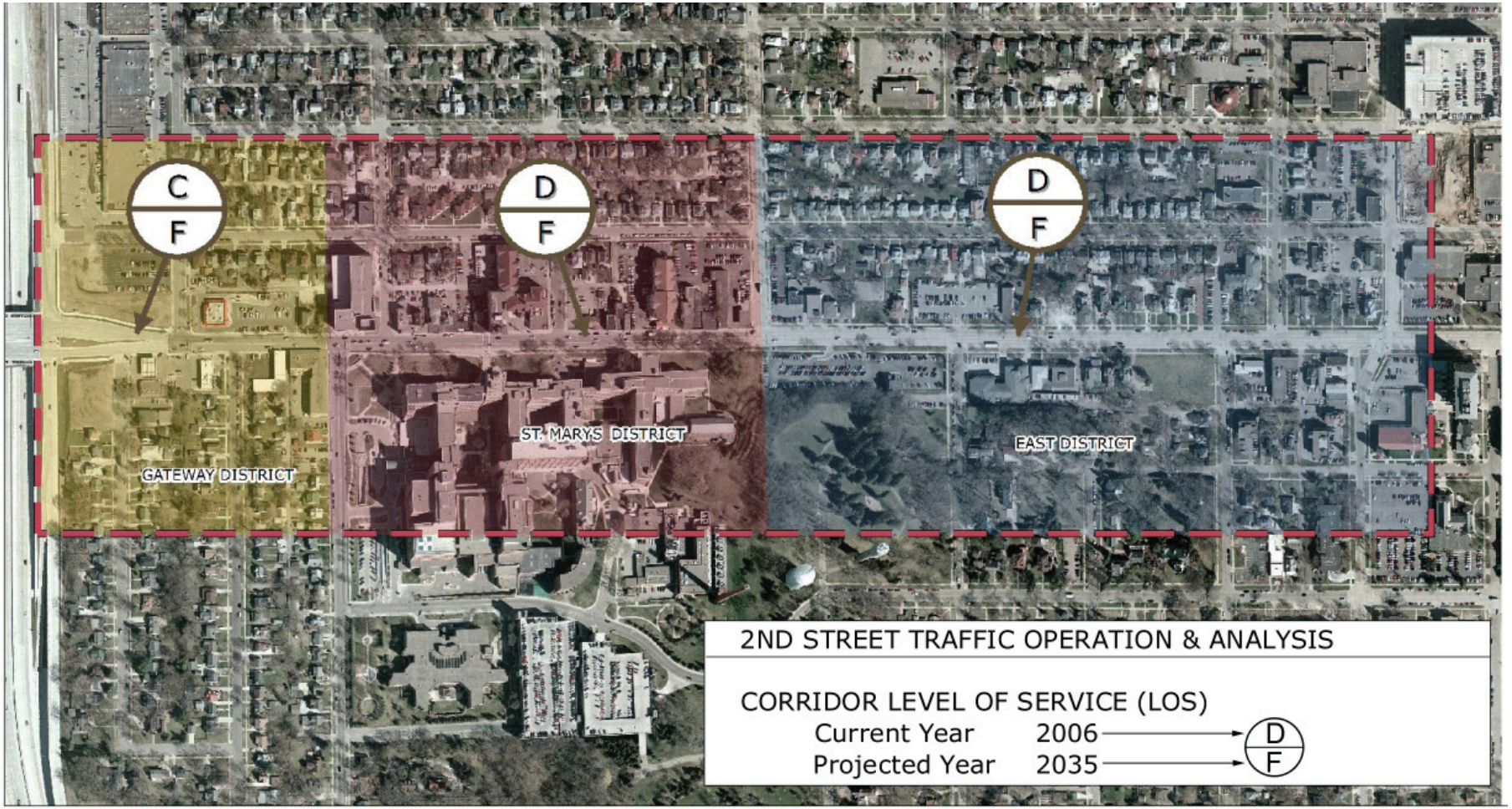


Figure 4.9- 2nd Street Traffic Operation & Analysis

Corridor Capacity

The daily capacity of any individual roadway is based upon many factors which may include the number of lanes provided, the number of access points per mile, the number of signalized intersections per mile, percentage of truck and/or bus traffic, and the physical grade of the roadway. However, for planning purposes, a generalized average daily traffic (ADT) threshold for the roadway is used. Table 2 shows the generalized ADT volume thresholds for a roadway type and a number of lanes in terms of level of service (LOS). This is a qualitative measure describing operational conditions within a traffic stream, generally in terms of service measures such as speed, freedom to maneuver, traffic interruptions, and comfort. An LOS of A represents the best results with little or no delay. An LOS of F represents the worst results with excessive delay and queues. An LOS of D is usually the lowest accepted by most agencies.

It is important to remember that this information is for planning level purposes only. While Table 2 is a good guide, there are existing two-lane roads that are accommodating higher daily volumes of traffic than assumed in this table.
Based upon the information in Table 2 and the projected volumes in figure 2, the LOS for each segment of the study corridor can be determined.

Figure 4.10
Generalized Average Daily Traffic Volume Thresholds

Facility Type	Maximum ADT Volume at Level of Service				
	A	B	C	D	E
2-Lane Roadway-					
Without Turn lanes	3,000	4,500	6,500	8,500	10,000
With Right Turn Lanes	4,750	7,200	10,300	13,500	15,900
3-Lane Roadway-					
Without Turn lanes	5,250	7,900	11,400	14,900	17,500
With Right Turn Lanes	7,500	11,250	16,250,	21,250	25,000
4-Lane Roadway-					
Without Turn lanes	7,100	10,700	15,400	20,100	23,700
With Right Turn Lanes	9,600	14,400	20,700	27,100	31,900
5-Lane Roadway-					
Without Turn lanes	10,100	15,200	21,900	28,600	33,700
With Right Turn Lanes	12,600	18,900	27,200	35,600	41,900

Bus Facilities: At the present time Second Street serves four (4) distinct bus systems; those being the Rochester city bus system, the Commuter bus system, Mayo's employee shuttle and Mayo's Intercampus shuttle system.

- The Rochester city bus system is provided by 12 separate bus routes that operate on Second Street SW with over 286 bus runs on a typical day. Passenger shelters are provided at the St. Marys pedestrian crossing. Bus stops are marked at other major loading locations.
- The Rochester City Lines' commuter bus system provides morning & evening service to over 48 area communities. These buses stop on Second Street at the St. Marys pedestrian crossing for employees working at St. Marys.
- Mayo's employee shuttle bus picks up employees at the remote parking lots and drops them off at the hospital.
- Mayo's intercampus shuttle provides 6 minute headway service from the downtown campus to the hospital

These four systems hold the key to serving the future transportation needs on Second Street. Transit expansion in all four systems can provide an increased level of service for many users while at the same time the diversion of more trips to transit will reduce congestion and delay. Expansion of the City bus system is currently in the City's CIP. This expansion includes longer bus hours during the day, service to more neighborhoods, addition of more buses, expansion of bus shelters and improved signing. The possibility exists that "bus congestion" might become a future problem within the corridor at St. Marys. The city is considering Bus Rapid Transit at this time. Long-range planning for a possible streetcar system has been provided for in the Framework Plan.

Identified Alternatives: Transportation alternatives were identified early in the study that would result in reducing traffic volumes while at the same time increasing the levels of service. This included zoning and land use techniques that would encourage use of transit, bicycling and walking. Thus wider sidewalks, improvements at major crosswalks, bicycle route connections and bicycle parking opportunities are proposed. Geometric improvements to the roadway would include center islands, narrower lanes, access consolidation and turn restrictions, all of which will improve the capacity of the street without adding more through travel lanes. In locations this change will require additional right-of-way.

Parking

Parking in the Second Street Corridor is provided mainly by private parking lots which are usually dedicated to one particular building. This parking is supplemented with public parking on the streets, portions of which are controlled by parking meters during the busy time of day while the remaining on-street parking is controlled by time limits. Many of the parking lots were established prior to the current zoning regulations. These older lots lack the amenities of landscaping, screening and setbacks required by the current code. The multitude of lots, each with their own driveway on Second Street SW results in a negative impact to traffic and also to pedestrian activity on the sidewalks. Many of the small lots are inconvenient to the users as their turning movements are tight and there is no overflow capability during busy times. Unlike most commercial corridors, access to convenient, available parking has not been defined as a major issue within the Second Street Corridor.

Number of off-street parking spaces per district:

Gateway : 503

St. Marys District : 479 (public), 2763 (at St. Marys)

East District : 602

The on-street metered spaces are not controlled after meter enforcement hours, therefore the spaces are filled with long-term users such as employees or hospital visitors and are not always available to short-term shopping or restaurant customers.

East District: Second Street from Sixth Avenue to Eleventh Ave. (Un-metered parking)

This section of Second Street has a 2-hour limit for parking on both sides of the street from Seventh Avenue to Eleventh Avenue during the hours of 7:00 AM to 5:00 PM Monday through Saturday. This was established prior to 1978 for the purpose of controlling all-day employee parking, and to keep some parking open for adjacent land uses. It is interspersed with several No Parking zones for bus stops and turn lanes. There are approximately 36 parking spaces on the north side and 34 parking spaces on the south side in this section. The No Parking zones are as follows:

- No parking 2:00 AM to 6:00 AM December 1 to April 1 for efficient snow removal.
- No parking on the south side from 6th Ave to a point 250 feet west for left turn lane.
- No parking on the north side from Sixth Avenue to Seventh Avenue for left turn lane.

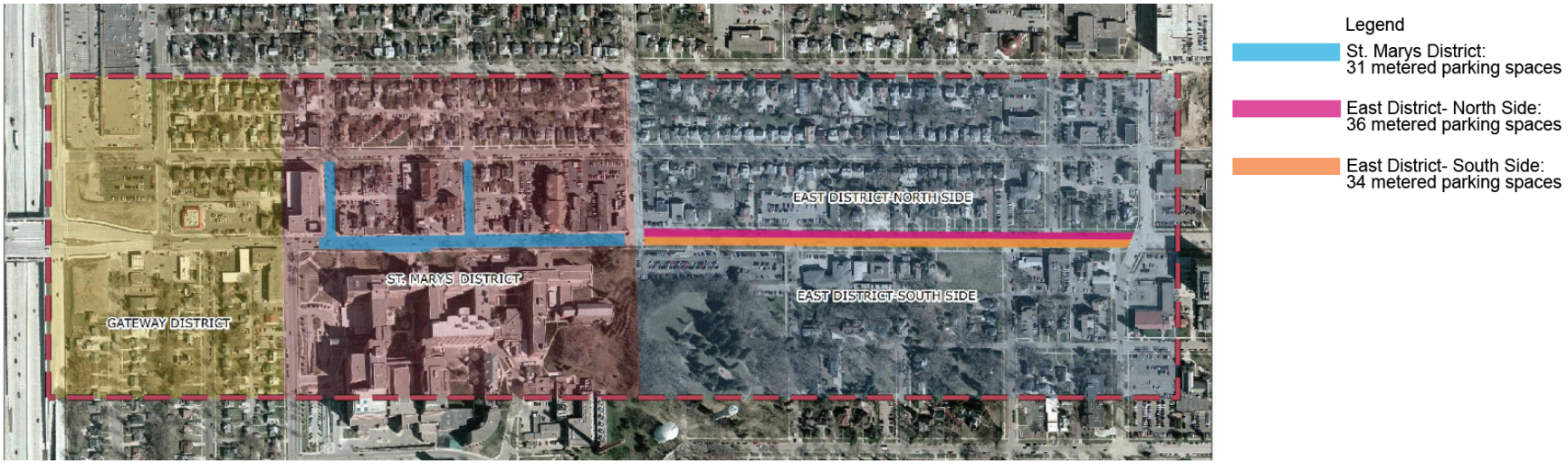


Figure 4.11 - On-Street Parking

- No parking on the south side from 75 feet east of Ninth Avenue to 100 feet west of Ninth Ave.
- No parking on the south side from 280 feet east of Eleventh Avenue to Eleventh Avenue for a turn lane.

St. Marys District: Second Street from Eleventh Avenue to Thirteenth Avenue (Metered Parking)

The section of Second Street has 90 minute metered parking from 8:00 AM to 5:00 PM Monday through Friday. During the evenings and weekends, the on street parking is unrestricted except as listed below. The metered parking was established prior to 1978 for the purpose of providing turn-over parking for the adjacent business. There are 17 parking spaces in this section along with 7 metered spaces on Twelth Avenue and 7 metered spaces on Thirteenth Avenue. The metered parking is interspersed with several No Parking zones and loading zones as follows:

- No parking 2:00 AM to 6:00 AM December 1 to April 1 for efficient snow removal
- No parking on the south side from Eleventh Ave to TH 52 for a traffic lane, except for a bus stop and a taxi area in front of St. Marys Hospital which are located in a widened area outside of the traffic lanes.
- No parking on the north side from Eleventh Avenue to ½ block west for a turn lane.
- No Parking on the north side from Thirteenth Avenue to Seventeenth Avenue for a traffic lane.
- 5 – Loading zones for various businesses to share.
    1. Passenger Loading Zone at 1131 - Second Street SW
    2. Passenger Loading Zone at 1203 - Second Street (Canadian Honker) (2 spaces)
    3. Passenger & Commodity Loading Zone at 1217 - Second Street (Rainbow Café)
    4. Passenger Loading Zone at 1235 - Second Street (Clock Tower)

I. Evaluation of shared access and parking opportunities both on-street and off-street

This section is to identify one or two possible parking lots/ramp sites for public parking along with those shown in the Mayo Long Range Plan. The existing land uses in sub-area 1 have been developed with their own off-street parking. There is less of a dependency on the on-street parking. Therefore no sites for off-street public parking are indicated for sub-area 1. However. In sub-area 2, there appears to be a much stronger demand for parking. The suggested locations identified are listed below.

1) 1100 Block: A public lot/ramp to be located north of the alley.
2) 1200 Block: A public lot/ramp to be located north of the alley.
3) 1300 Block: A public lot/ramp to be located north of the alley.

II. Parking counts along Second Street during peak hours to define use & need.

The parking data was collected on Tuesday November 27, 2007 during the peak traffic hours of 7:00 Am to 10:00 Am and from 3:00 PM to 6:00 PM. The actual data is attached in the appendix. The following conclusions can be made from the data:

1) East District (non-metered) has 41 % usage in the AM period.
2) East District (non-metered) has 18 % usage in the PM period.
3) St. Marys District (metered) has 73 % usage in the AM period.
4) St. Marys District (metered) has 68 % usage in the PM period.

III. Future parking needs

Future parking strategies should seek to provide a convenient and adequate parking supply without allowing it to dominate the streetscape. Creative solutions should be explored to meet parking requirements such as consolidating parking into efficient shared underground or structured parking facilities, reducing parking requirements for new buildings where employees are provided transit passes, as well as, encouraging property owners to combine surface parking lots in the rear of their buildings and to connect them to side streets allowing for the reduction of curb cuts. In addition, on-street parking should remain in front of businesses.

V. Principles, Goals & Objectives

The design principles, goals and objectives serve as a foundation on which the Second Street Plan is based. These urban design principles have been derived through the community participation process and common tenets for livable communities. These principles are essential to maintain a viable and livable community, as well as a memorable place.

Many of the design principles presented in this chapter strive to form a positive image of the Second Street Corridor through improvement of the public realm and streetscape. The design of parks and open space, street corridors, parking lots, sidewalks, signs, landscaping, streetscapes, and the interrelationship between differing land uses shape the public realm. These principles, applicable to both public and private development, will be combined with the goals and objectives to drive the creation of the framework plan.

Develop a Critical Mass of Activity with a Diverse Mixture of Uses

- Create a vibrant community and stimulate market synergy by concentrating a variety of office, retail, residential, civic, and cultural uses within a walkable distance
- Provide choices in housing, shopping, recreation, transportation, and employment. Variety creates lively neighborhoods and accommodates residents in different stages of their lives

Integrate a Network & Hierarchy of Street Treatments

- Treat streets as part of the open space system, not as barriers
- Accommodate all modes of transportation
- Define a hierarchy of treatments for approach routes, commercial and residential streets
- Balance vehicular and pedestrian needs

Define a Framework & Hierarchy of Public Spaces and Linkages

- Provide parks and plazas for a variety of uses and a focus for community gatherings
- Open spaces & streets provide a framework for redevelopment
- Create pedestrian friendly linkages within a 5 to 10 minute walk of the corridor

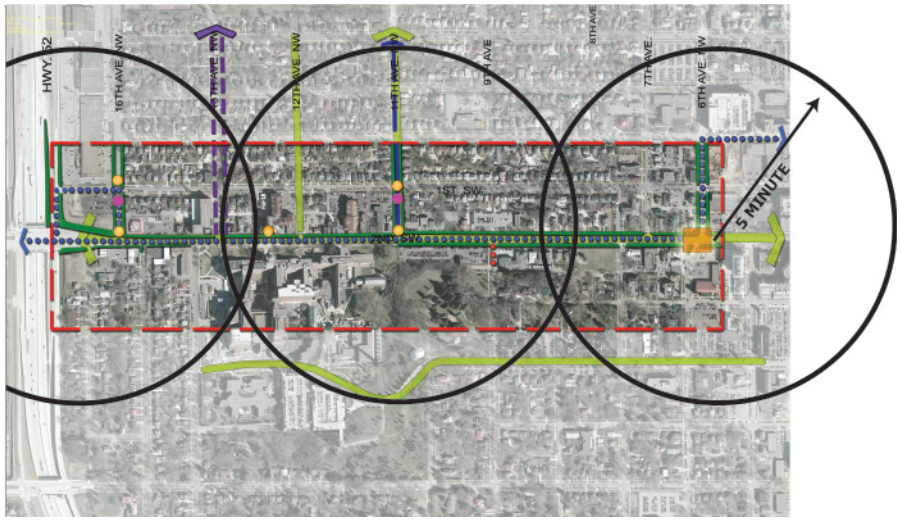


Figure 5.1- Five minute walk radii from major intersections along Second Street SW

Encourage High Quality Architecture

- Reinforce an urban development pattern through proper placement, alignment, proportion, and materials
- Place buildings to reinforce streetscapes, open spaces, pedestrian accessibility and provide convenient parking buffered from view
- Design excellence is the foundation of successful and healthy communities

Foster Environmental and Economic Sustainability

- Integrate the principles of smart growth, urbanism, and green building to create a sustainable redevelopment plan
- Design infill development along the corridor to take advantage of existing services and infrastructure
- Include micro-basins, rain gardens, street tree filters, permeable pavements, depressed parking lot islands and other low impact stormwater treatments where possible
- Encourage the use of green roofs, cradle to cradle materials, and energy efficient construction techniques
- Meet minimum LEED standards for new buildings and neighborhood design
- Encourage people to walk, bike, and use public transit to reduce traffic congestion, protect the environment and encourage physical activity

Second Street Planning Project Goal and Objectives

The goals and objectives outlined in this section have evolved from the outcomes of the community participation exercises as well as in response to the analysis of background information and existing conditions. The goals and objectives have been refined and adopted by the Second Street Corridor Planning Project Steering Committee; they drive the creation of design alternatives for the Framework Plan.

Goal:
Develop Second Street as an attractive destination that has strong businesses, vibrant neighborhoods and beautiful places; a street that is safe, comfortable and convenient for travel via automobile, foot, bicycle, and transit.

Objective 1:
Improve the pedestrian and bicycle experience to and within the corridor by creating a pedestrian-friendly streetscape and by strengthening the pedestrian connections between nearby points of interests: neighborhoods, recreational trails and open spaces, and downtown.

Objective 2:
Improve the bus system service for those living, working, and traveling in and through the corridor.

Objective 3:
Safely manage the movement of vehicles to destinations in and through the corridor.

Objective 4:
Promote design excellence in all aspects of the corridor; design new development to fit into its surroundings and integrate well with existing neighborhoods.

Objective 5:
Increase commercial points of interest along the street.

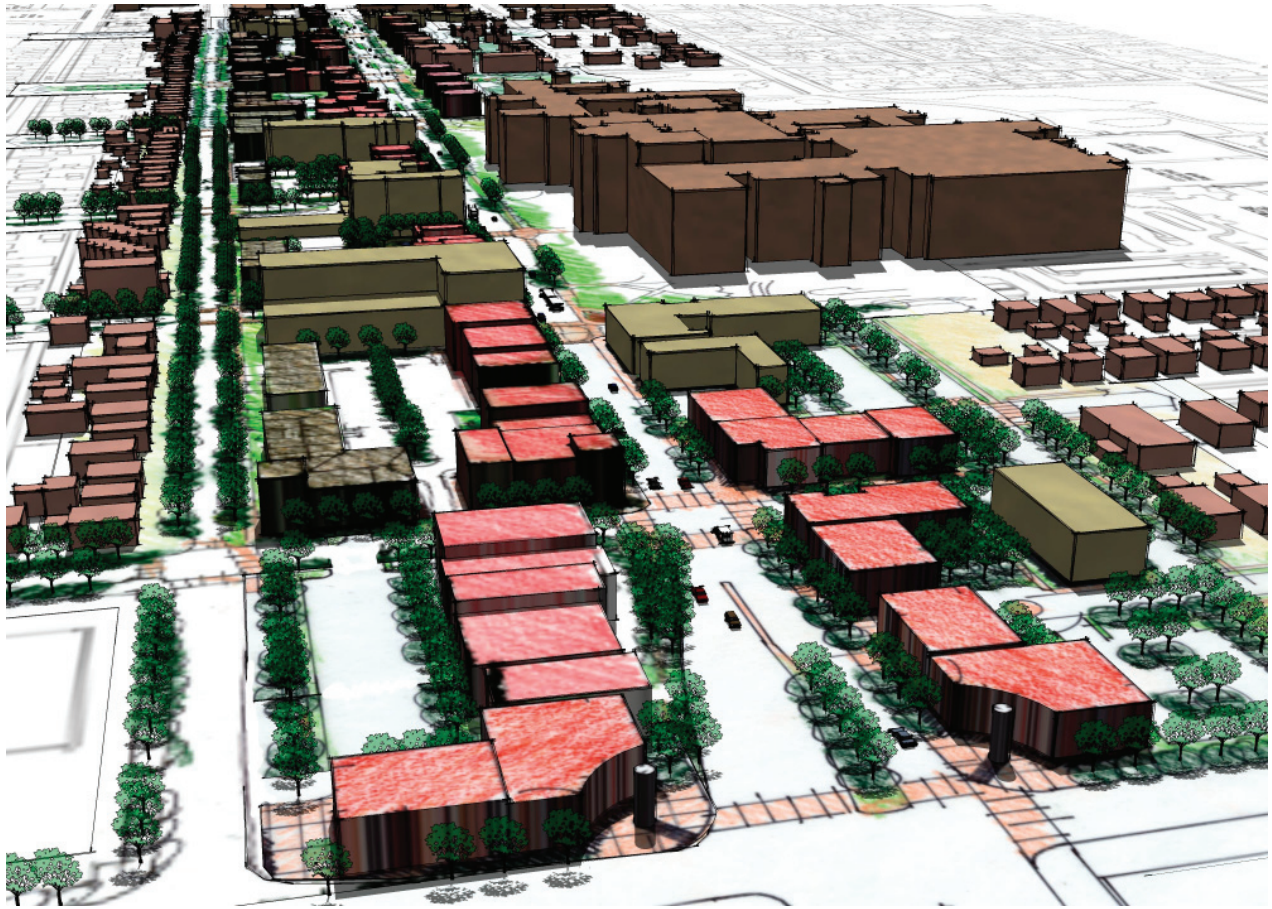
Objective 6:
Increase housing density and housing opportunities.

Objective 7:
Seek opportunities to consolidate parking, access and servicing. Provide creative opportunities for meeting parking requirements without allowing it to dominate the streetscape.

VI. Framework Plan

A. Overview

The purpose of this framework plan is to illustrate the intent of the design principles, goals and objectives and to offer a guide to manage growth within the Second Street Corridor which will foster an attractive destination with strong businesses, vibrant neighborhoods and beautiful places as well as a street that is safe, comfortable and convenient for travel via automobile, foot, bicycle, and transit.



As outlined in the market study, the demographic composition of residents in the Downtown, Historic Southwest, Folwell, and Kutzky Park neighborhoods consist mostly of young professionals or lower-income retirees; these are the household types that are fueling the strongest demand for new housing throughout the region and the nation. Such trends bode well for the long-term prospects of development and redevelopment along the Second Street Corridor. Key market factors that will influence the timing and nature of development along the Second Street Corridor include the following:

- The Second Street Corridor is an important commercial corridor that is as at the center of activities (medical & lodging) that drive the Rochester economy
- Nearly 50% of all jobs in Rochester are located within walking distance of the Corridor
- Growth in these key activities is projected to be very strong, which indicates demand will continue to increase along the corridor for new medical and lodging uses
- In addition, demand will also increase for housing that is convenient to jobs along the corridor for both lower-skilled and higher-skilled employees (i.e., workforce and high-end housing)
- Retail along the western end of the Corridor will be dependent upon the increase in jobs as retail in this area primarily supports daytime workers instead of neighborhood residents

To this end, the Plan

- Offers a guide for growth that is flexible and may respond to fluctuating market conditions
- Ensures that potential growth of both private redevelopment and improvements to the public realm will be orderly, predictable and sustainable as well as integrated into a mutually supportive plan for the Second Street Corridor
- Captures the opportunities projected in the market in a manner that improves the overall livability of the corridor
- Improves the pedestrian and bicycle experience to and within the corridor by creating a pedestrian-friendly streetscape and by strengthening the pedestrian connections with nearby points of interests: neighborhoods, recreational trails, open spaces, and downtown
- Improves the bus system service for those living, working, and traveling in and through the corridor. Promotes design excellence in all aspects of the corridor; designs new development to fit into its surroundings and integrates well with existing neighborhoods

B. Place Making

This framework plan responds to the unique qualities of the setting and overlays land uses, opens spaces, building massing, pedestrian and bicycle connections, parking, and transportation systems to foster a genuine and memorable place. This plan illustrates how to capitalize on numerous redevelopment opportunities while simultaneously:

- Creating a distinctive entrance to the corridor and downtown
- Clearly defining edges and transitions to neighborhoods
- Taming traffic while improving mobility
- Reinforcing the character districts
- Improving the climate for reinvestment

The recommendations presented with this plan represent a consensus of the Second Street Corridor Planning Partnership resulting from lengthy reviews and refinement of numerous alternatives. Recommendations for the entire corridor are followed by more specific recommendations for the Gateway, St. Marys and East Districts.

The primary components of the framework plan include:

- Land use
- Open space
- Built Form
- Pedestrian and bicycle recommendations
- Parking
- Transportation

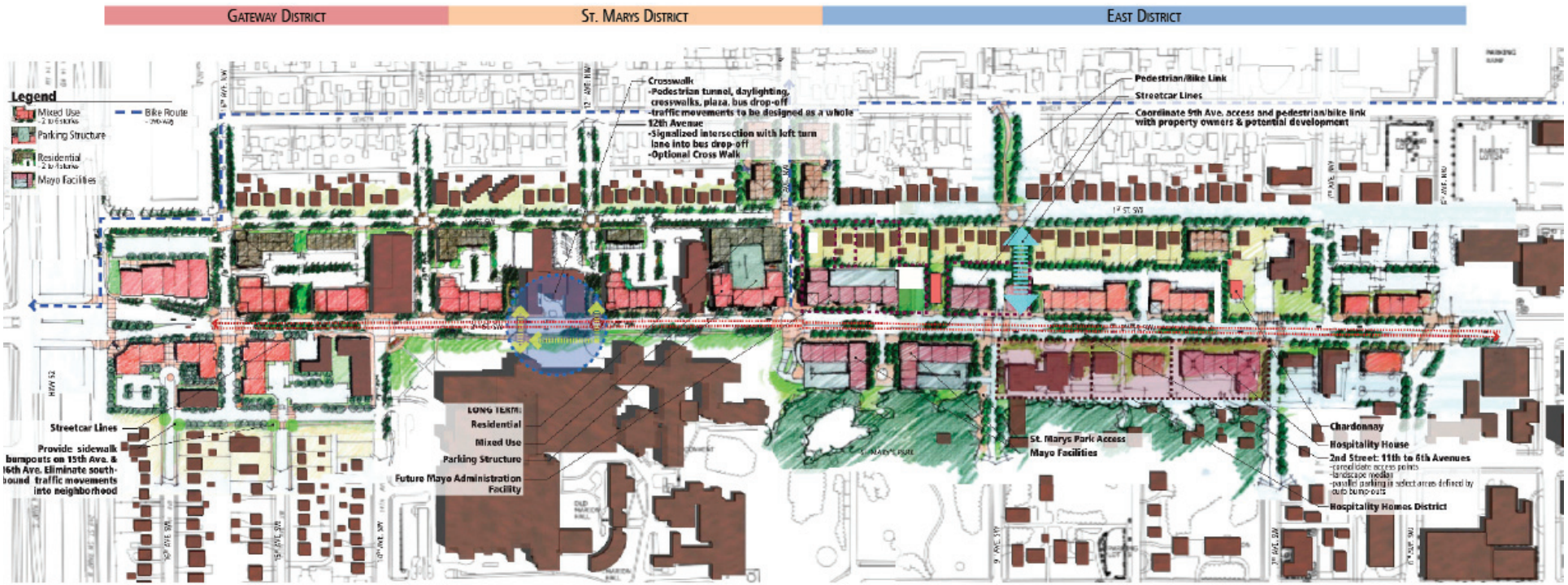


Figure 6.2- Corridor Framework Plan

C. General Corridor Recommendations

I. Land Use

The objectives for the land use plan are to increase commercial points of interest along the street, increase housing density and housing opportunities, and encourage high activity and neighborhood uses.

Recommendations:

1. Discourage one-story commercial building forms.
2. Encourage mixed-use blocks along Second Street with the goal of improving walkability and connectivity.
3. Create transitions between Second Street and adjacent neighborhoods by encouraging medium to high density residential facing First Street SW in the Gateway and St. Marys Districts.
4. Preserve the character of the existing residential neighborhood along First Street SW in the East District.

Open Space

The primary objective for the open space system is to create stronger connections between existing amenities and to provide better meeting places for all types of activities such as outdoor festivals, coffee and lunch breaks, and art displays.

Recommendations:

1. Create several small urban gathering spaces along Second Street.
2. Where sidewalks are less than 10' wide, setback buildings 2-4 feet to create wider sidewalks for outdoor seating and streetscape amenities.
3. Encourage the use of arcades as an option to create more sidewalk space and retain development potential particularly in the St. Marys District.
4. Create a wayfinding system for downtown, public transit, businesses, parks, and Mayo buildings.
5. Strengthen the connection between Second Street and St. Marys Park on the top of the bluff.

II. Built Form

The placement, scale and character of buildings is the most important component of the built environment that will shape the Second Street Corridor and determine the long term success as an attractive destination with strong businesses, human scale, vibrant neighborhoods and an attractive place for investment. The primary objective with this section is to promote design excellence in all aspects of the corridor and to design new development to fit into its surroundings and respond to neighborhood transitions with **building massing** and architecture. The intent is to reinforce a compact urban development pattern with well-designed, attractive, functional, safe buildings that reinforce a distinct identity for Second Street that is unique from Downtown.

Recommendations

1. Concentrate density and intensity along Second Street.
2. Encourage buildings abutting all neighborhoods to step down to a range 2 ½-4 stories to where new developments meet the existing neighborhoods.
3. Encourage buildings on Second Street to contain active store fronts and wide sidewalks.
4. New buildings along Second Street are encouraged to be designed as Green buildings to meet a minimum of LEED Silver criteria.
5. Define guidelines and standards for site design, building massing, façade treatments, building materials, signs and sustainable design practices.

Excelsior and Grand

Building Massing: Describes the three dimensional organization of buildings within the scale of their surroundings.

The figure below illustrates the framework plan which recommends stepped building envelopes to achieve neighborhood transitions and facilitate greater development intensity along 2nd Street.

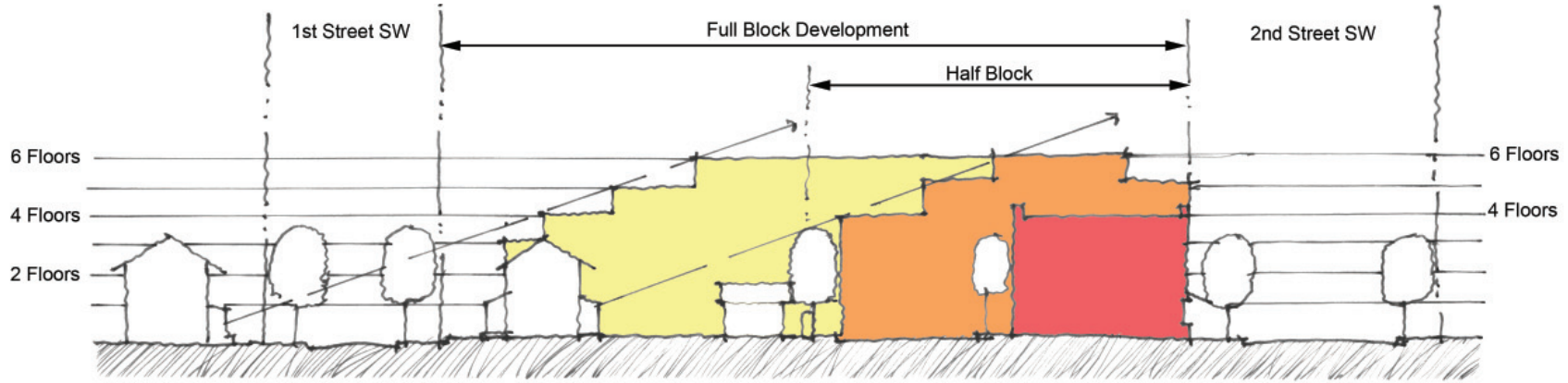


Figure 6.3- Proposed Building Envelopes

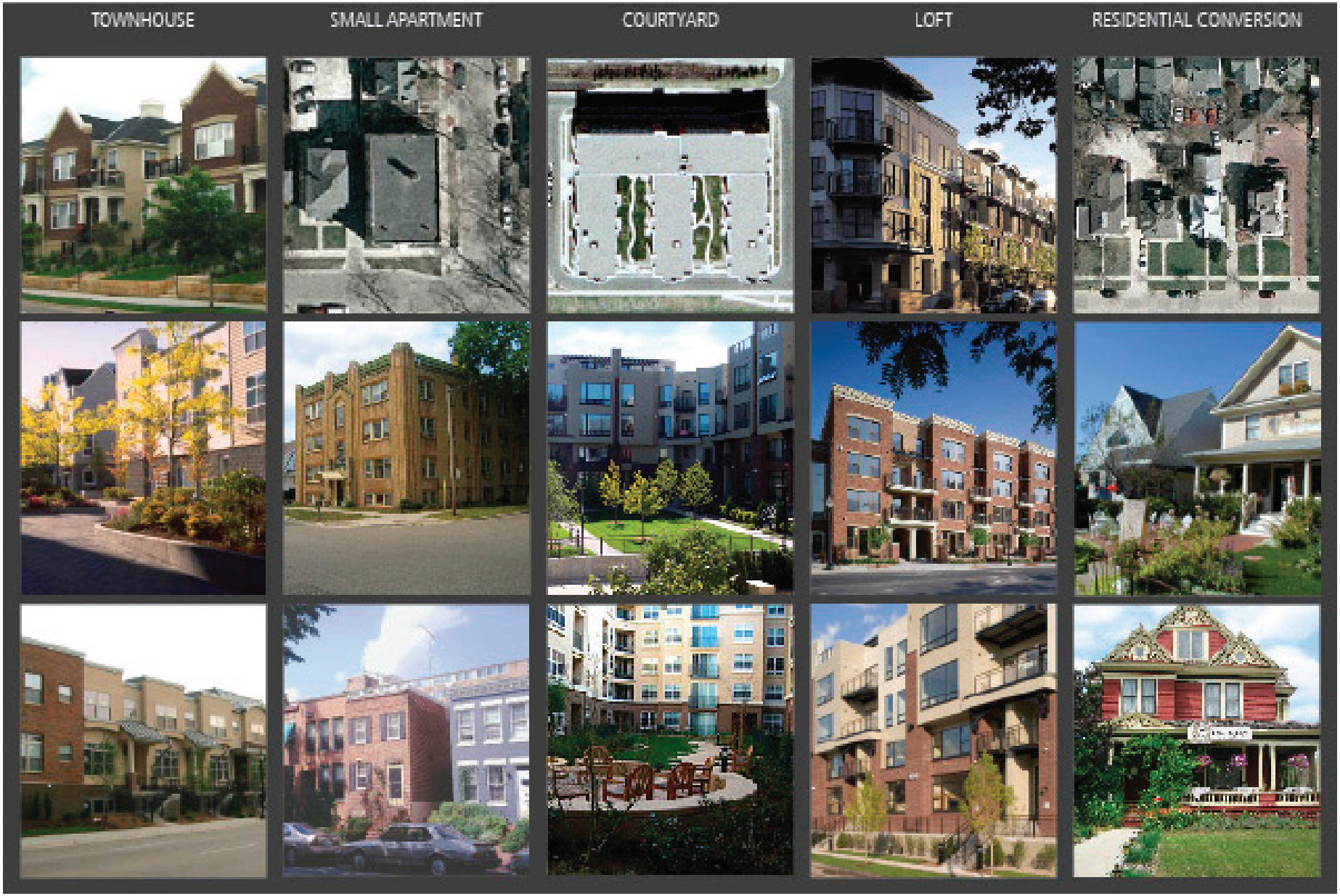
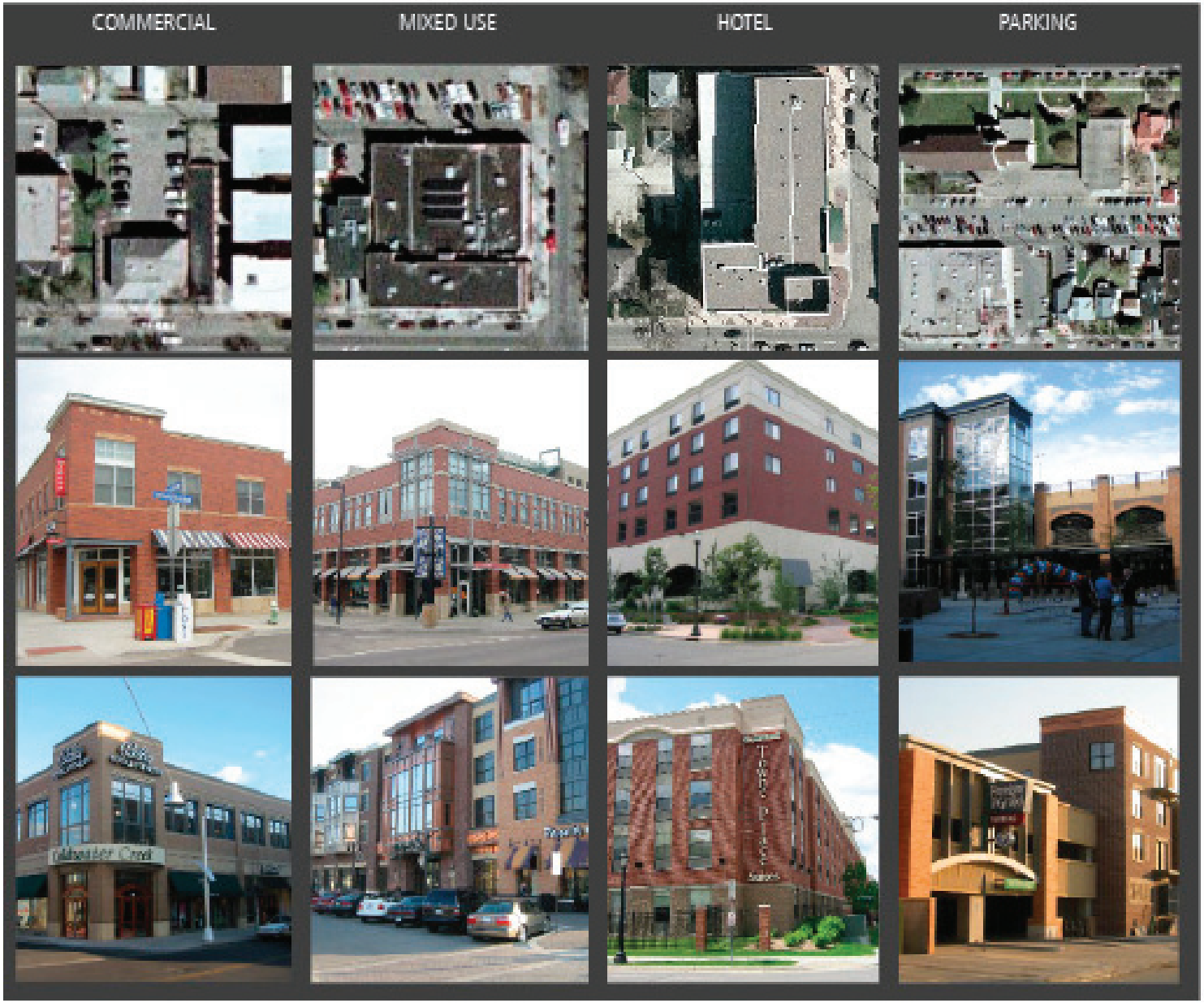


Figure 6.4- Building Types and Character


COMMERCIAL
MIXED USE
HOTEL
PARKING

III. Pedestrian and Bicycle Recommendations

One of the most important components expressed by the community is an interconnected, comfortable and accessible pedestrian and bicycle system. Walking and biking to many are preferred modes of transportation and a major force for fostering a livable community. This Framework Plan promotes a safe and inviting pedestrian and bicycle experience to and within the corridor by creating a hierarchy of pedestrian-scaled streetscape treatments and by strengthening the connections between nearby points of interests, off-street trails, open spaces, and downtown. Street and streetscape improvements, described in later sections, will play a large role in improving the public realm and the environment for pedestrians.

The Framework Plan provides opportunities for increasing pedestrian and bicycle use. Connections to the planned bicycle route north of and parallel to Second Street are recommended at Eleventh Avenue and at Ninth Avenue. Additional bicycle parking facilities are to be located along the corridor to encourage more trips by bicycle. The width of traffic lanes should be reduced where possible to provide more space for wider sidewalks. Sidewalk bump outs are also recommended where possible to decrease cross walk distances, provide more sidewalk space, and define parking bays.

Recommendations

1. Encourage centralized bicycle parking (such as on-street bicycle corrals) at convenient locations for bicyclists to park their bikes and walk to places along Second Street.
2. Work with the neighborhoods to identify inter-neighborhood bicycle routes. Improve bicycle and pedestrian connections across HWY 52 to nearby neighborhoods, downtown and the recreational trails .
3. Find a safe (dedicated) route for bicycles between Sixth Street SW and Civic Center Drive from west of HWY 52 to downtown.
4. Encourage employment policies such as the Mayo pilot program for radiology and surgery employees which provides bicycles for intercampus trips, as well as, reimburses expenses for commuter bicyclists in accordance with recent federal legislation.
5. Provide wider sidewalks for pedestrians throughout the corridor.
6. Improve safety and appeal of pedestrian crossings by highlighting with alternative paving materials, in-pavement lights, and signage.
7. Incorporate streetscape elements such as more street trees, planters, monuments, public art, kiosks and benches to create a more inviting and comfortable sidewalk environment and promote more sidewalk activity.
8. Provide a north to south pedestrian and bicycle link in the vicinity of Ninth Avenue.
9. Incorporate a "linear library" or interpretive system between downtown and the gateway district that tells the story of the area.
10. Incorporate a mid-corridor rest area between St. Marys Hospital and Sixth Avenue.

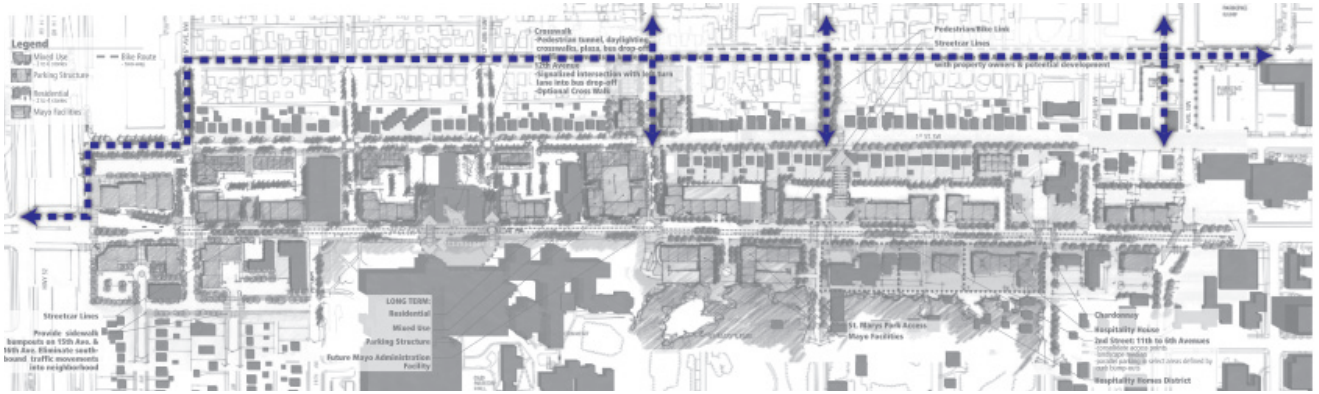


Figure 6.5- Bicycle Circulation

IV. Parking

One of the key objectives of this plan is to provide a convenient and adequate parking supply without allowing it to dominate the streetscape. The overall intent is to seek creative opportunities to meet parking requirements by consolidating parking into efficient shared underground or structured parking facilities, as well as maintaining on-street parking in front of businesses. The Framework Plan recommends maintaining on-street parking in the majority of the corridor, along with a shared system of existing and new off-street facilities to reduce the amount of land needed for parking. This shared system may require a task force to be established to promote this option. New policies should be encouraged that reduce parking requirements for new buildings where the owners and occupants provide transit passes.

Recommendations

1. Remove on-street parking only to increase pedestrian safety or increase transit usage.
2. Encourage shared parking practices between complimentary uses which could allow for better utilization of larger lots.
3. Encourage property owners along Second Street to combine parking lots in the rear of their buildings and to connect them to side streets allowing for the reduction of curb cuts, the addition of on-street parking, and minimizing of left turn lanes.
4. Promote the use of alternative modes of transportation to reduce the need for excessive parking.
5. Encourage parking structures to be on the interior of the block and visually integrated with the architecture. If the garage face is visible to the street or neighborhood, it should be visually-pleasing and mitigate the detrimental impact of vehicle noise and light to the neighborhood.
6. Where possible, mixed-use buildings should mask parking structures and encourage active uses on the street level.
7. Buffer surface parking lots from public view through the use of trees, shrubs, railings, walls and / or a combination of these elements.
8. Consider public "District Parking" structures to serve multiple needs within the Second Street Corridor.
9. Lower the development requirements for parking where employer- or landlord-sponsored bus passes are provided.

V. Transportation

An efficient transit system is a fundamental need for the long-term viability and economic development of the corridor. Current transportation issues include conflicts between vehicles (left turns, bus stops, etc.), conflicts between various modes of transportation, excessive driveway curb cuts and through traffic in neighborhoods and sidewalk congestion in the immediate vicinity of bus stops in the St. Marys District. The Framework Plan begins the transition away from single car usage and encourages alternate modes of transportation such as bicycle, transit and streetcar. The plan does provide some increased efficiency to the traffic lanes by consolidating access points, providing interconnected parking areas for rear access and elimination of several conflict points.

Primary short term objectives for Second Street are to improve the bus system service for those living, working, and traveling in and through the corridor, safely manage the movement of vehicles to destinations in and through the corridor, improve pedestrian and bicycle facilities, and set the stage for creating an urban village with appropriate land uses and densities as well as create a more appealing streetscape environment. Specific transportation recommendations are outlined for each district in the following sections.

The long-term strategy, as the city grows and evolves, is to transition Second street into a multi-modal corridor serving this future Urban Village and the downtown with transportation choices including improved bus facilities, pedestrian and bicycle facilities, improved access control and vehicular movements and a fixed rail streetcar system.

As Rochester continues to grow, a modern streetcar will enable more people to travel more efficiently, without the need to widen the streets. A streetcar system will help meet the transportation needs of those who live and work within the corridor and downtown as well as encourage development along Second Street and support long-term economic growth. The following excerpts from a study by the Tuscon Regional Transit Authority outline some of the benefits of a fix rail electric streetcar system:

- Portland, Ore. spent $60 million on a 2.5- mile streetcar route, which resulted in $1.4 billion in private development. Tampa, Fla., spent $80 million for a 2.5-mile route, resulting in $1 billion in private redevelopment.*
- The streetcar project will lead to an increase in public/private partnerships and mixed-use developments including commercial, retail and residential, generating millions of dollars in economic development.
- Smarter in-fill development and, in turn, better land use development will lead to a reduction in urban sprawl.
- Overall increase in retail sales taxes to benefit local jurisdictions' general funds for government services.
- As an electric-powered vehicle, its technological capabilities can be connected to future energy technologies, helping to reduce future oil demands.
- A streetcar project, may be eligible for a 50 percent matching federal earmark, utilizing federal transportation dollars that residents currently pay in taxes. The earmark will help return some of those dollars to the region.
- The streetcar system, integrated with other public mass transit, offers an alternative to seniors and others who can no longer drive other vehicles or walk.

Recommendations

1. Establish a task force composed of community leaders that would promote more efficient use of existing parking resources, promote transit options, and help implement transportation recommendations along Second Street.
2. Support transit by promoting land uses and development densities that create and support transit uses, such as high density housing, employment and retail. Encourage new developments to provide transit facilities (shelters, waiting and boarding areas).
3. Provide a higher level of signing to identify transit stops and to provide riders schedule and route information.
4. Lower the development requirements for parking where employer- or landlord-sponsored bus passes are provided.
5. Reduce traffic lanes to 11' and assign more width to sidewalks.
6. Improve streetscape on cross streets one block north and south of Second Street.
7. Improve crosswalks by defining with sidewalk bump-outs where possible and contrasting paving.
8. Consolidate access points where possible.
9. Plan for the long-term inclusion of fixed rail transit (streetcar) within the corridor.
10. Improve streetscape by incorporating more street trees, ornamental lighting, benches, and other street furnishings.
11. Improve bus stops: shelters, user friendly, themes, artwork, sculpture.
12. Incorporate a landscaped median within the Gateway and East Districts to improve the corridor as a grand entry into the city, reduce the perceived scale of the street, and provide a traffic calming effect.

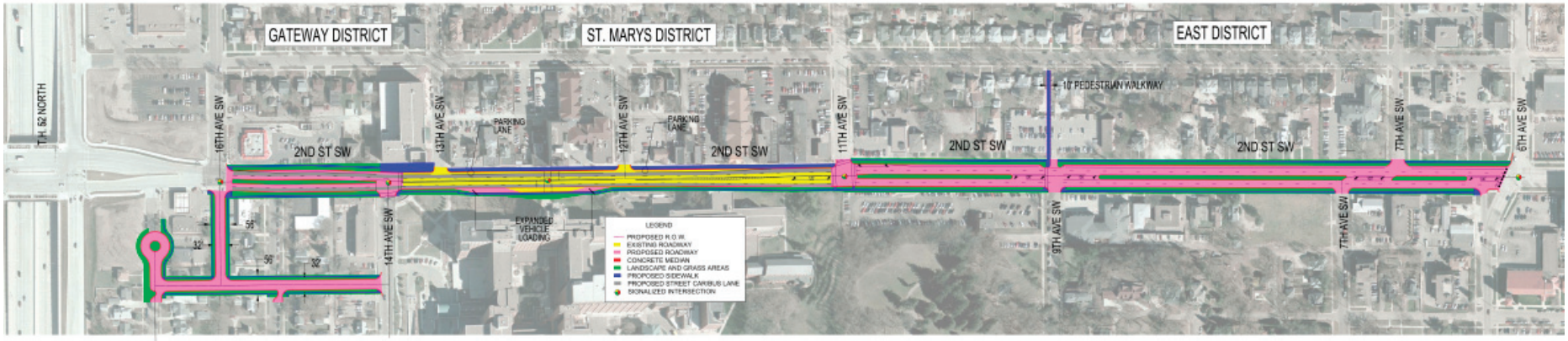


Figure 6.6- Potential Street Configuration

Proposed Gateway District Building Massing and Streetscape Treatments

D. Districts

The Second Street Planning Project area is divided into three districts, each possessing its own distinct character and defined by the mix of land uses, architecture and open space.

I. Gateway District

The primary objective for this district is to create a distinctive entrance to the corridor and downtown by framing the edges with signature mixed-use buildings, strengthening connections to the west by improving the streetscape- including street level land uses- completing bicycle trail links, and scaling down the perceived size of the street by incorporating landscaped medians.

Recommendations:

Land Use

1. Reinforce the Gateway District by framing the street with signature buildings, improving the streetscape, adding open space and public art.
2. The final plan for the site at the northwest corner of Sixteenth Avenue and Second Street should shape the Gateway to Second Street either through building placement, streetscape or both.

Figure 6.7- Gateway District Framework Plan

3. Maximize the redevelopment potential to the gateway district by consolidating access points and development parcels.
4. Expand mixed-use redevelopment to include all Second Street frontage up to the intersection of Fourteenth Ave. Provide shared parking behind buildings. Provide high density residential to face First Street.
5. New buildings should be a minimum of 2 stories and a maximum of 6 stories.

Open Space

1. New buildings to have a street level build-to line a minimum of 14 feet from street curb to provide more sidewalk space.
2. Encourage the use of **arcades** to expand the sidewalk width while maintaining development potential.
3. Provide or otherwise secure open space at SE corner of Hwy 52 and Second Street for a sculpture/gateway monument.

Arcade: An Arcade is an architectural form where the building overlaps the sidewalk above while the ground floor remains set back from the lot line. To be useful, the arcade should be no less that 12 feet.

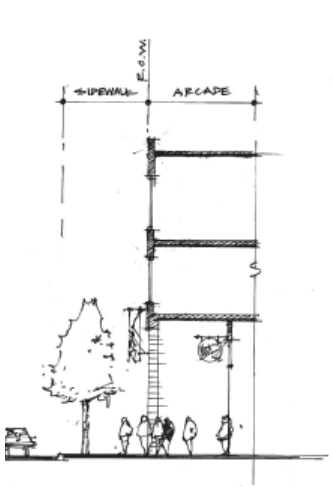


Figure 6.8- Example of an Arcade

Transportation

In the Gateway district, the Framework Plan calls for a bicycle connection from the TH52 bridge to the east/west planned route north of Second Street. Increased efficiency in traffic flow is provided by consolidating the access points along the south side of Second Street at Fifteenth & Sixteenth Avenues into a common signalized intersection at Sixteenth Avenue North. This requires construction of a new section of Third Street to connect the Avenues to the signal. An official street map is recommended in this area to show the new roadways and the right-of-way needed for both the new roadways and an expanded ROW along Second Street. Protection of the neighborhood to the south is recommended via installation of directional restraints at critical locations.

1. **Officially map** the planned additional right-of-way for Second Street SW.
2. Acquire additional right-of-way in the Gateway District as the opportunity arises.
3. Improve bicycle and pedestrian connections across HWY 52, from downtown, nearby neighborhoods, downtown and the recreational trails.
4. Incorporate a bike lane linking HWY 52 Bridge to preferred east/west bike route (West Center Street/First Street).
5. South: Close Fifteenth & Sixteenth Avenues south of Second Street. Reconnect these via a new Sixteenth Ave signalized intersection to meet up with Sixteenth Ave going north. Connect new Third Street to Fourteenth Ave SW. Install bollards to block traffic from heading south on Sixteenth and Fifteenth Avenues at Third Street SW.

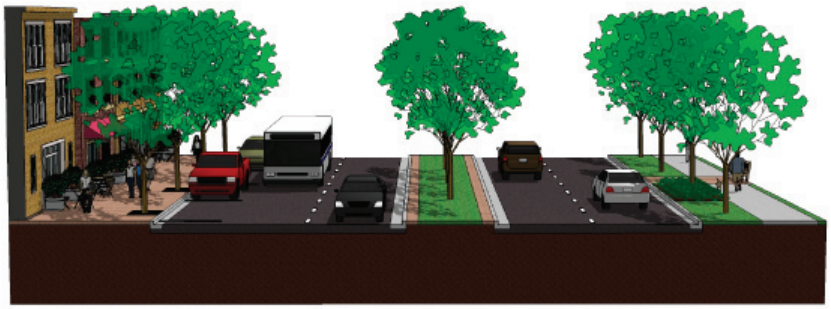


Figure 6.9- Proposed Gateway Street Section

6. The proposed street cross section from Sixteenth to Fourteenth avenues includes 16 foot sidewalk and boulevard space on the north and south sides, parallel parking on the north side two through lanes in either direction, and a 12 foot landscaped median.

Official Map: Official mapping is a specific strategy used to preserve a future roadway corridor. The local government develops an official map that defines the centerline and right-of-way needed for a future roadway (right-of-way is generally wider than the roadway itself). The local agency holds a public hearing showing the location of the future roadway and incorporates the map into their transportation or comprehensive plan. Official mapping is a formal process, allowed by state statute, that enables both public and private property owners to adjust their building plans equitably and conveniently before investments are made. The process also allows the local government to influence development adjacent to the proposed corridor to encourage compatible land uses.

If a property owner directly affected by the proposed corridor requests to develop the property, agencies have six months to initiate acquisition of the property to prevent development of the parcel. If the parcel is not purchased, the owner is allowed to develop it in conformance with current zoning and subdivision regulations.

Key Points:

1. Cities have the right to preserve land in advance for roadways that are needed in the future.

2. Advanced notice of the roadway location provides property owners with opportunities to adjust plans before making investments.

(Source: Summary of [Minnesota] State Statutes for Official Maps, Section 462.359)

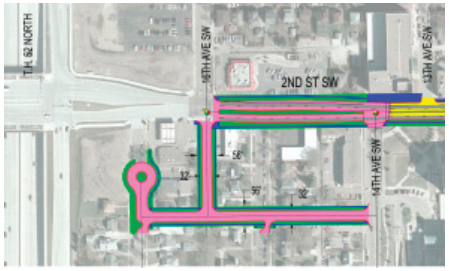


Figure 6.10- Gateway District Potential Street Layout

II. St. Marys District

The framework plan proposes reinforcing the north side of the street as a more dense, active urban village that provides a place to "bring people together" and serves citizens and patients with housing, lodging, entertainment, and pocket parks to hang out at for a while. The plan also reinforces the importance of St. Marys Hospital's architecture and campus setting to the character and economic viability of the corridor.

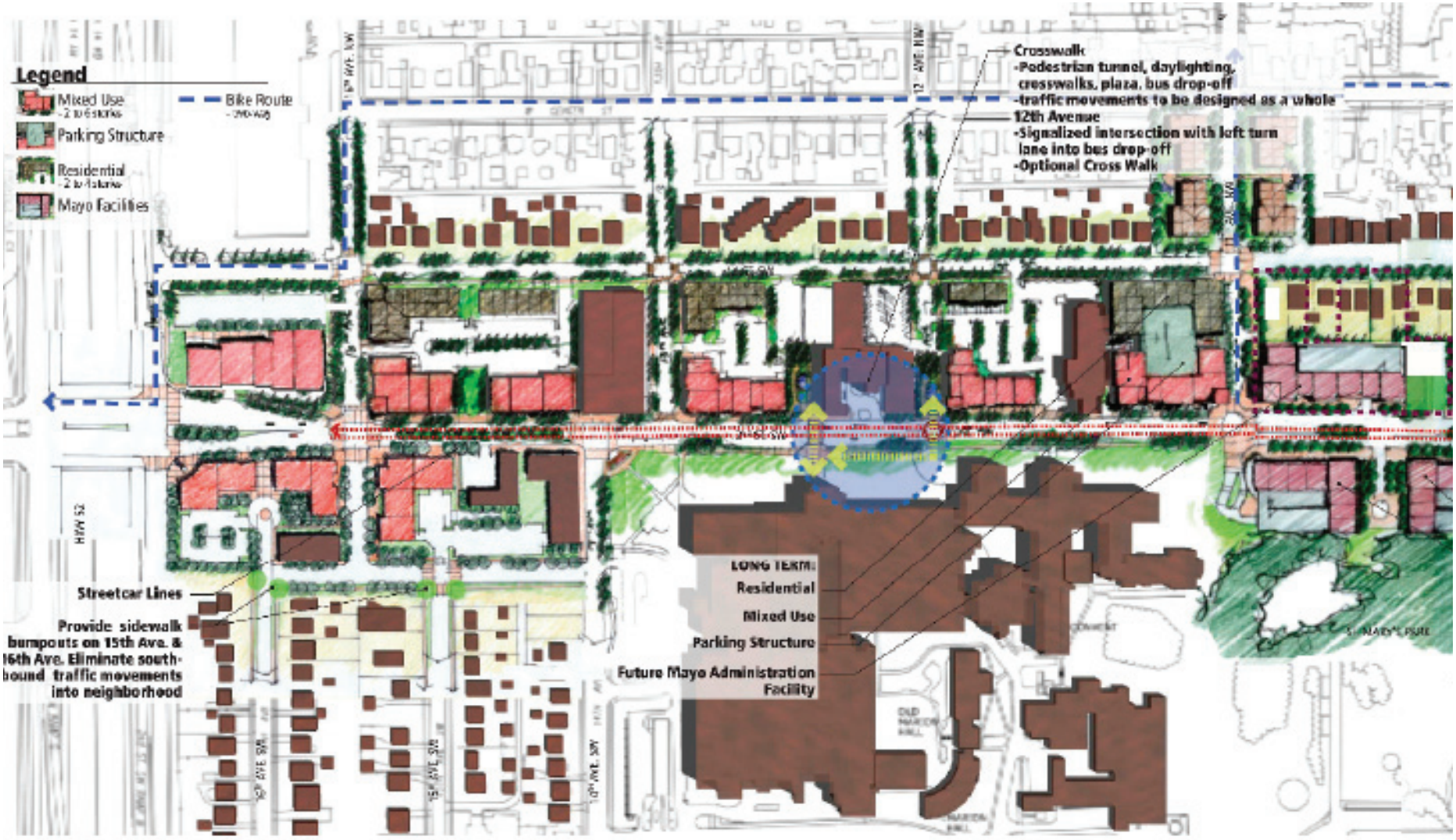


Figure 6.11- St. Marys District Framework Plan

Recommendations:

Land Use

1. Preserve St. Marys as the dominant architectural and institutional feature
2. Infill 2-6 story mixed-use building at NE corner of Twelth Ave and Second Street. Look for opportunities for shared parking with adjacent properties.
3. Encourage 2-6 story mixed-use buildings along Second Street. Step down to 2 ½-4 story residential uses facing First Street.
4. Encourage medium- to high-density residential buildings fronting on First Street at the intersection of Twelth Ave.
5. Redevelop properties at NE corner of Thirteenth Ave and Second Street to include a 2-6 story mixed-use building. Look for opportunities for shared parking.

Open Space

1. Widen the sidewalk/boulevard in areas where the traffic lane is away from the curb line, but the distance is too narrow for a parking lane.
2. Improve streetscape by incorporating more street trees, pedestrian-scale lighting, benches and other street furnishings.
3. Encourage the use of arcades to expand the sidewalk width while maintaining development potential.
4. Encourage Mayo to better utilize the St. Marys setback for active open space uses

Figure 6.12- Section illustrating a potential arcade on north side of 2nd Street

Transportation

In this district the ROW is constrained to what is currently available and this limits the opportunity for improvements to the transportation system. Increased efficiency will be obtained through the recommended improvements of access consolidation, longer bus drop-offs and intersection **bump-outs** for pedestrian crossings. On-street parking is retained on the north side of Second Street and a bicycle connection at Eleventh, Twelth or Thirteenth Avenue is recommended to the east/west route planned north of Second Street.

1. Maintain parallel parking along north side of Second Street except to increase pedestrian safety or for transit usage.
2. Expand city bus drop-offs to 2 or more bays in each direction.
3. Provide a bike route on Eleventh, Twelth or Thirteenth Avenue from Cascade Trail to St. Marys.
4. Improve mid-block crosswalk at St. Marys entry by defining with sidewalk **bump-outs** and contrasting paving.
5. Add a traffic signal at Twelth Avenue that provides for left turn movements for buses into the St. Marys bus drop-off.
6. Consider a crosswalk at 12th Avenue.
7. Explore opportunities for a subway connection under Second Street connecting the Francis Building tower on the St. Marys campus to a public "daylight" location in a pocket park on the north side of Second Street (possibly in a pedestrian plaza located on a closed off Twelth Avenue).
8. The proposed street cross section includes 11 foot minimum sidewalks and an 8 foot parking lane on the north side, 11 foot wide thru lanes and turn lanes, and 12 feet for boulevards and sidewalks on the south side.

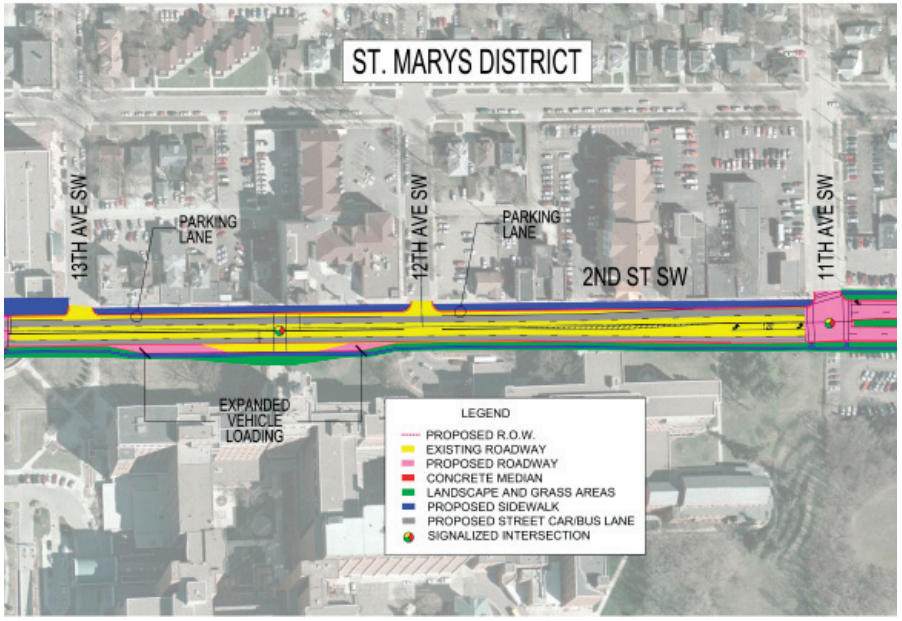


Figure 6.13- St. Marys District Potential Street Configuration

Bumpouts: Curb extension at intersection that reduces the roadway width from curb to curb. They "pedestrianize" the intersection by shortening crossing distance for pedestrians and drawing attention to pedestrians via raised peninsulas.

III. East District

This district plays multiple roles in the city, unifying medical, business, and residential uses, cultural and religious aspects of the community. This district has the greatest opportunity to evolve into a mixed-use urban village providing more housing choices, restaurants, and businesses that serve the neighborhoods, while at the same time preserving the residential character and historical buildings to the north and east.

Recommendations:

Land use

1. On the south side between Eleventh and Seventh Avenues, infill Mayo properties with Mayo/office facilities and structured parking.
2. North along First Street: Maintain single-family dwellings on the northside between Sixth and Ninth Avenue and infill medium-density residential between 7th and 8th Avenues. Between Sixth and Seventh, infill 2-6 story mixed-use/ residential buildings facing 2nd Street with parking at the interior of the block.
3. NE corner of Eleventh and Second Street: Mayo Administration building site with structured parking at interior of block.
4. North: Infill 2-6 story mixed-use commercial/residential along Second Street frontage up to Chardonnay. Half-block depth with structured and underground parking as feasible. Improved buffers between existing single-family dwellings and parking areas.

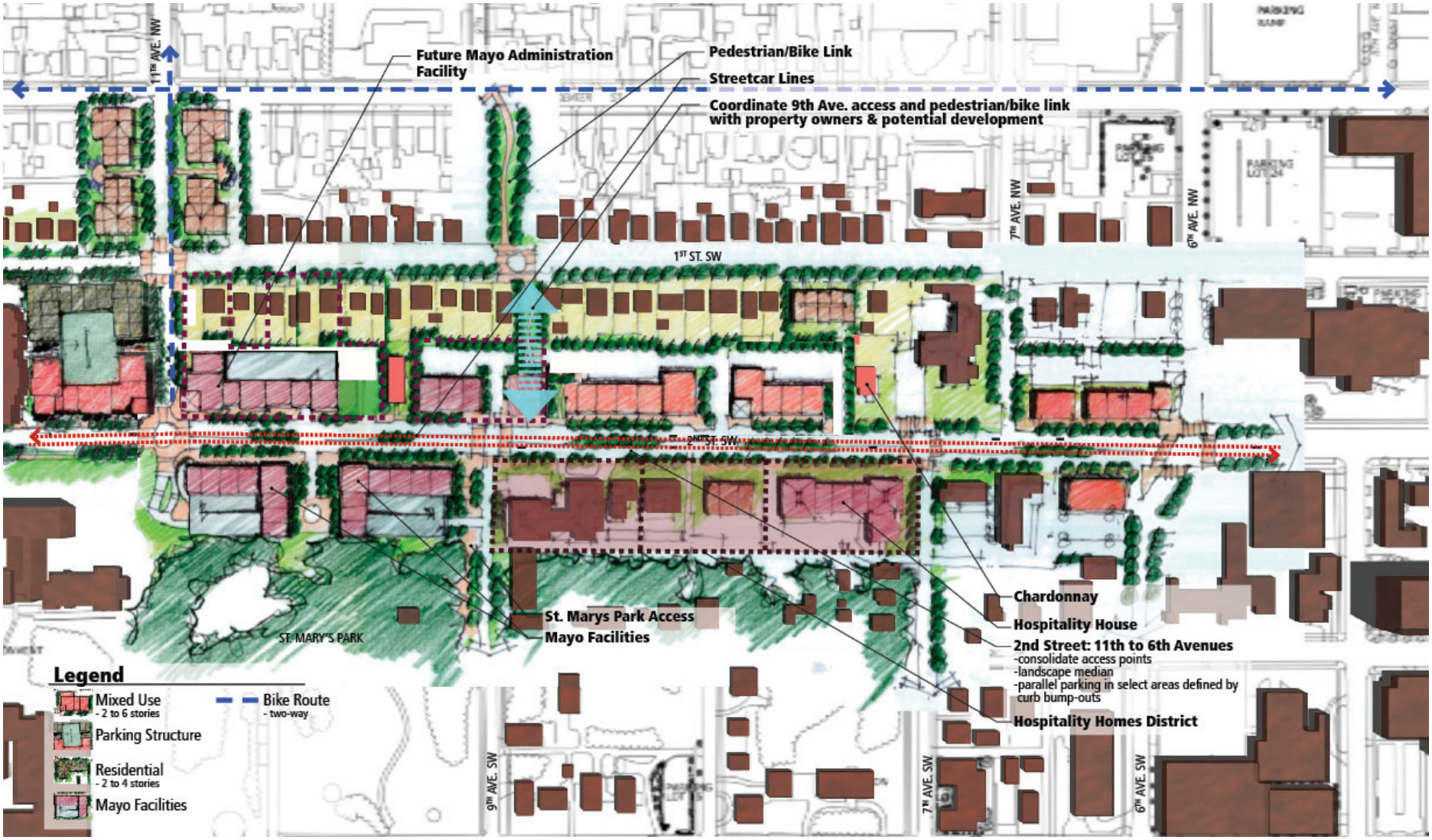


Figure 6.14- East District Framework Plan

Open Space

1. Ninth Avenue extension: Provide a bike and pedestrian link between Second and First Streets near Ninth Avenue. Extend connections north of First Street to West Center Street and existing bikeway.
2. Urban pocket park off-set at the intersection of Ninth Ave extension and Second Street. Provide for possibility to have some commercial uses front directly on the park.

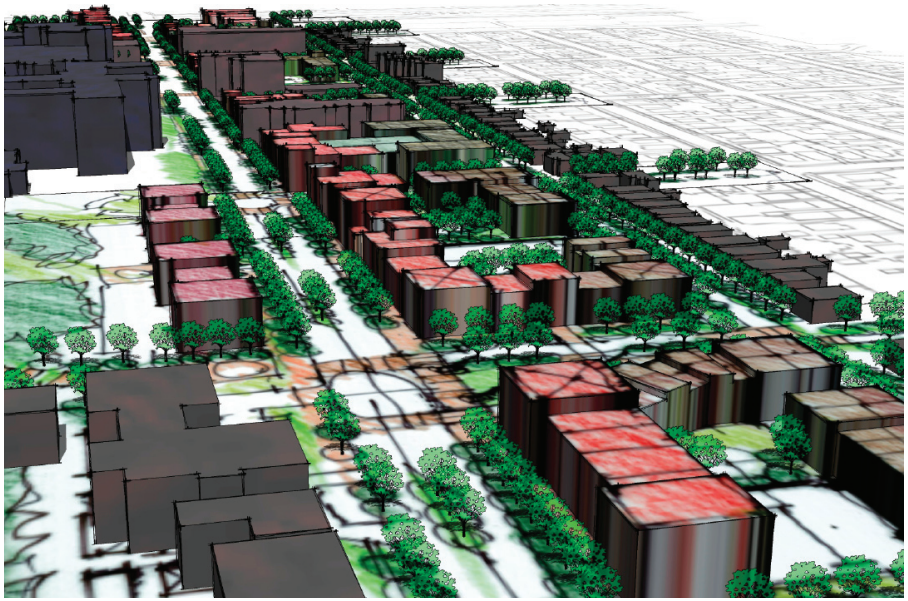


Figure 6.15- East District Potential Building Massing

Transportation

Access management is a key objective in this district. The long-term plan calls for consolidating access points to the properties primarily on the north side and providing interconnected circulation through parking areas behind future buildings. By reducing the number of access points and locating primary points of access at cross streets and secondary at mid-block locations, traffic will flow more smoothly and the likelihood of crashes will be reduced.

On-street parking would be retained on the north side of the street. Traffic lane width would be reduced where possible with the additional width assigned to wider sidewalks. Bicycle traffic would be accommodated by the planned east/west route north of Second Street.

1. Incorporate shared parking behind new businesses on north side of 2nd Street.
2. Maintain on-street parking throughout district (north side only).
3. The proposed street cross section from Sixth to Eleventh Avenues includes 16 feet of sidewalk and boulevard space on the north and south sides, parallel parking on the north side, two thru lanes in either direction, and a 12 foot landscaped median.
4. Remove parking on the south side.

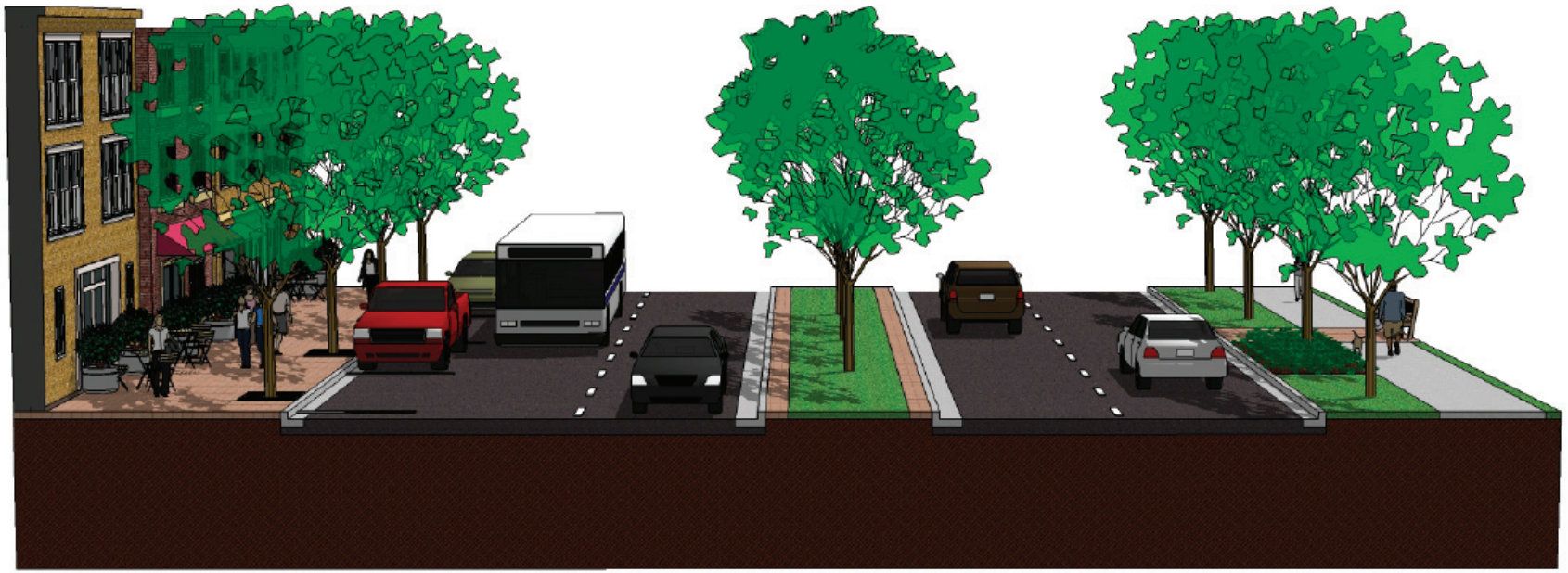


Figure 6.16- East District Proposed Street Section

E. Streetscape

The quality, function and scale of the streets have a great deal to do with shaping the character of the Second Street Corridor. A goal of the framework Plan is to provide an integrated system of streets, bikeways, transit lines, and pedestrian paths throughout the Second Street Corridor. The intent of this section is to present ideas and to define a range of costs for the streetscape for budgeting purposes and inclusion in the City of Rochester's Capital Improvement Plan (CIP).

Design Principles:

- **Reinforce Identity of Each District**
  The design concept for Second Street is to celebrate the diversity and history of the corridor by designing the street environment to respond to the unique business and neighborhood needs, as well as the qualities of each district.

- **Provide Continuity throughout the Corridor**
  The design is intended to provide a thread of continuity throughout the corridor, yet have some elements that change as you progress from east to west.

- **Provide a Flexible Palette of Streetscape Elements**
  The design of the streetscape should be adaptable to a variety of site conditions and at the same time provide an armature for layers of change and activity. Vertical streetscape elements should be emphasized such as lighting, trees, bus shelters, identification signs, and artwork, to create a sense of enclosure and human scale, define edges, and create a positive identity for the corridor.

  Elements should be functional and simple in design and able to withstand the snow, salt, sandblasting from snow plows, vandalism, and other urban conditions. The streetscape elements should contribute to a sense of safety and comfort and promote walking and biking throughout the corridor.

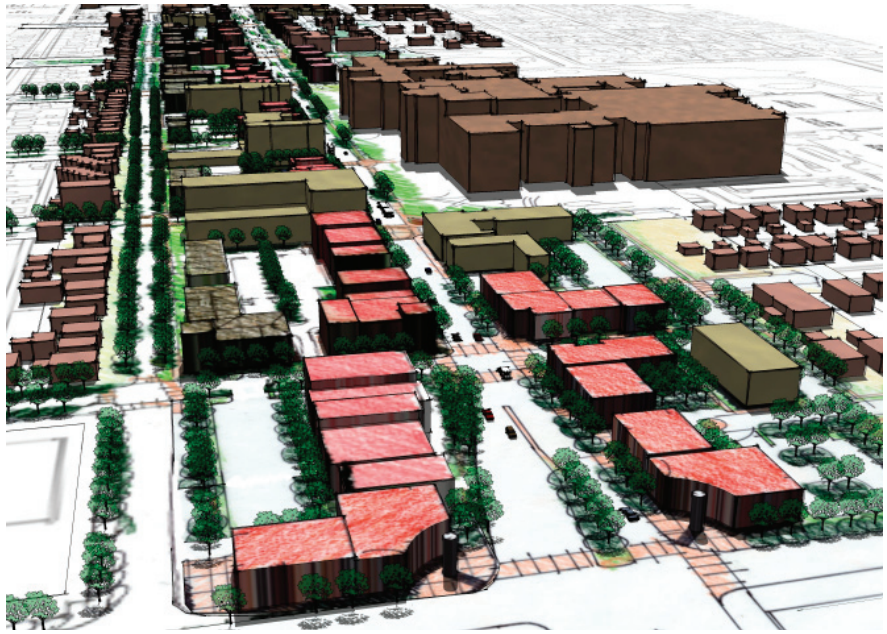


Figure 6.17- Future Second Street Corridor Building Massing

Streetscape Types

Three types of streetscape treatments have been created to emphasize and respond to the proposed street corridor design prepared by the city staff, as well as, the role and function of each district. A preliminary cost estimate has also been produced that provides a range of costs associated with the different street types.

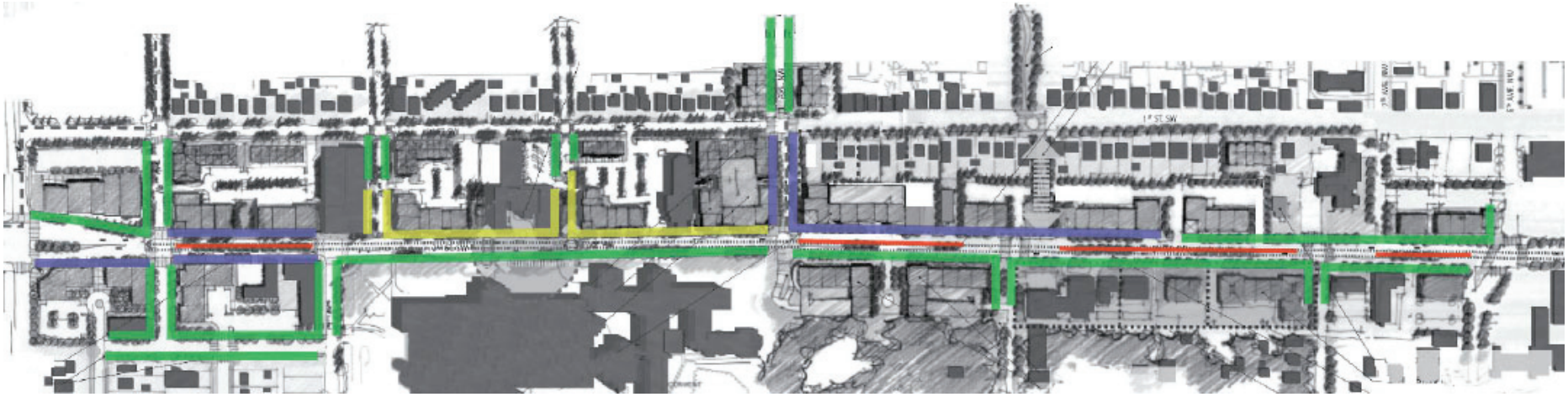


Figure 6.18- Streetscape Types

Streetscape Types

Type A

Type B

Type C

Type D

Type A Streetscape: Gateway and East District

This streetscape type is located in the areas the Gateway district and north side of the East district where wider, minimum 14 foot, sidewalks are desired. These segments are anticipated to have the most intense urban redevelopment and heaviest pedestrian activity. To accommodate intense sidewalk activity the streetscape treatments include:

- Primarily decorative paving from the back of curb to the building faces.
- Street trees with a variety of ground layer treatments including walkable surfaces such as tree grates or pervious paving in highly traveled or café spaces, to larger open planting areas and/or raised planters.
- Space is also available for other elements such as, pedestrian level lighting, benches, public art, kiosks, transit shelters, etc.

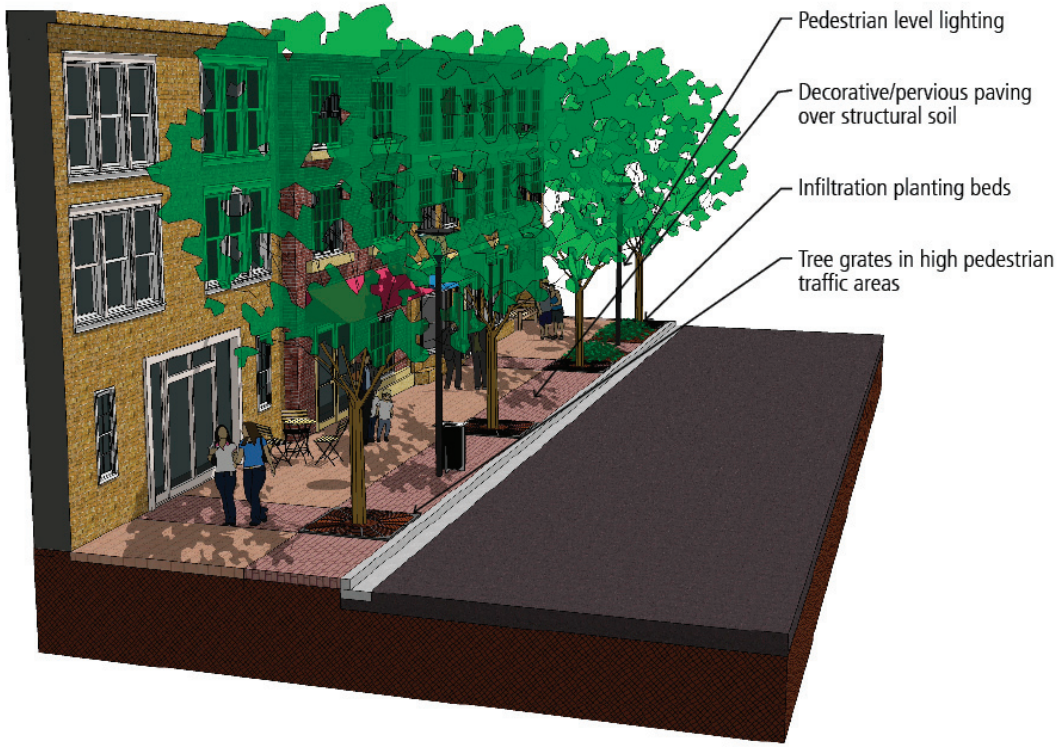


Figure 6.19- Type A: Gateway and East District Streetscape

Type B Streetscape: St. Marys District

This streetscape type is located primarily on the north side of the St. Marys district where the right-of-way is restricted and may only accommodate an 11 foot wide sidewalk. These segments are located in areas that currently have significant sidewalk activity which will increase as redevelopment occurs. To accommodate this type of activity the streetscape treatments include:

- Primarily decorative paving from the back of curb to the building faces.
- Street trees with walkable ground layer treatments such as tree grates or pervious paving.
- Space is also available for other elements such as lighting, benches, public art, kiosks, transit shelters, etc.
- Building arcades are also encouraged in these areas to provide more sidewalk space while maximizing development potential.

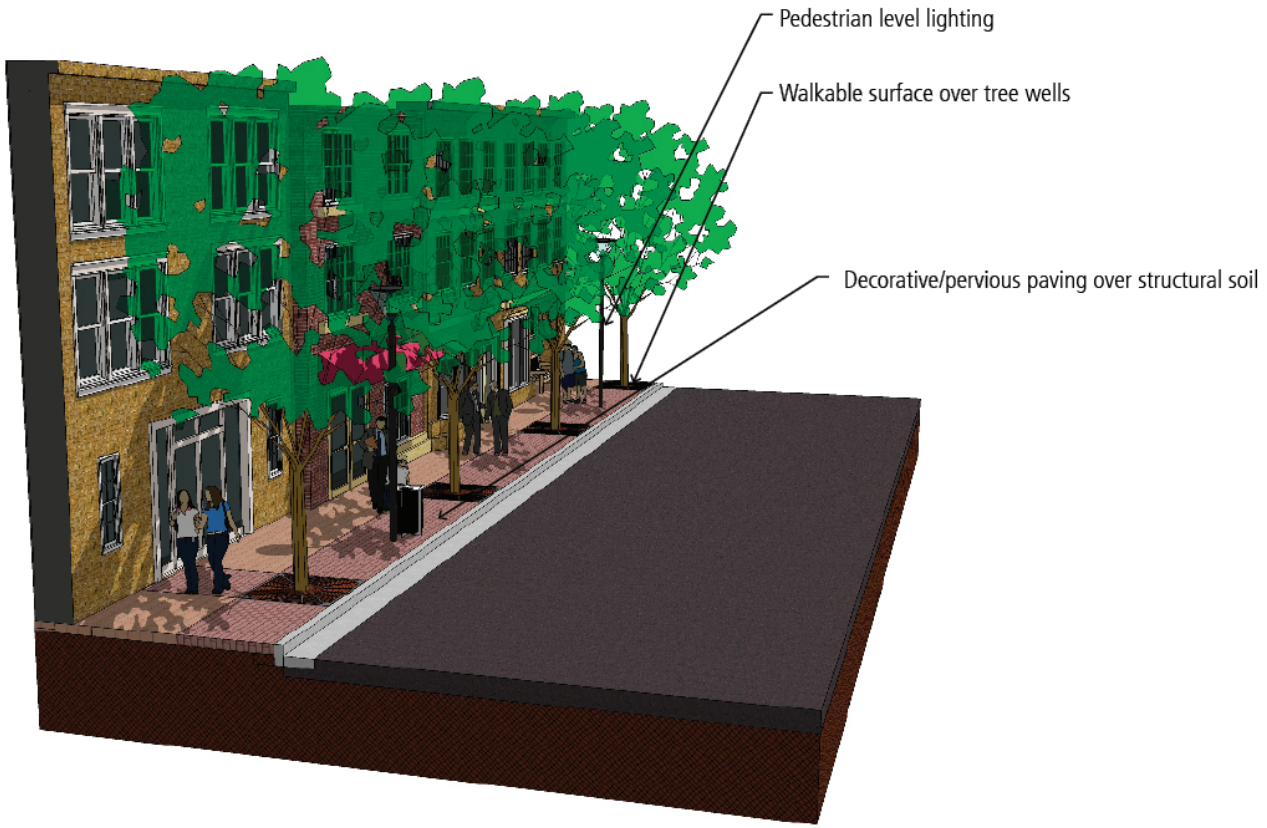


Figure 6.20- Type B: St. Marys District Streetscape

Type C Streetscape: All Districts

This streetscape type is located primarily in front less urbanized institutional or residential segments such as along the south side of the St. Marys and East Districts. These segments are anticipated to have less intense urban redevelopment and pedestrian activity. This treatment includes:

- 6 to 8 foot walks primarily of concrete with select areas of more decorative paving materials.
- 6 to 8 foot wide boulevards with street trees and a variety of ground layer treatments including grass, small rain gardens, and/ or perennial planting beds.
- Space is also available for other elements such as pedestrian level lighting, benches, public art, kiosks, transit shelters, interpretive monuments, etc.

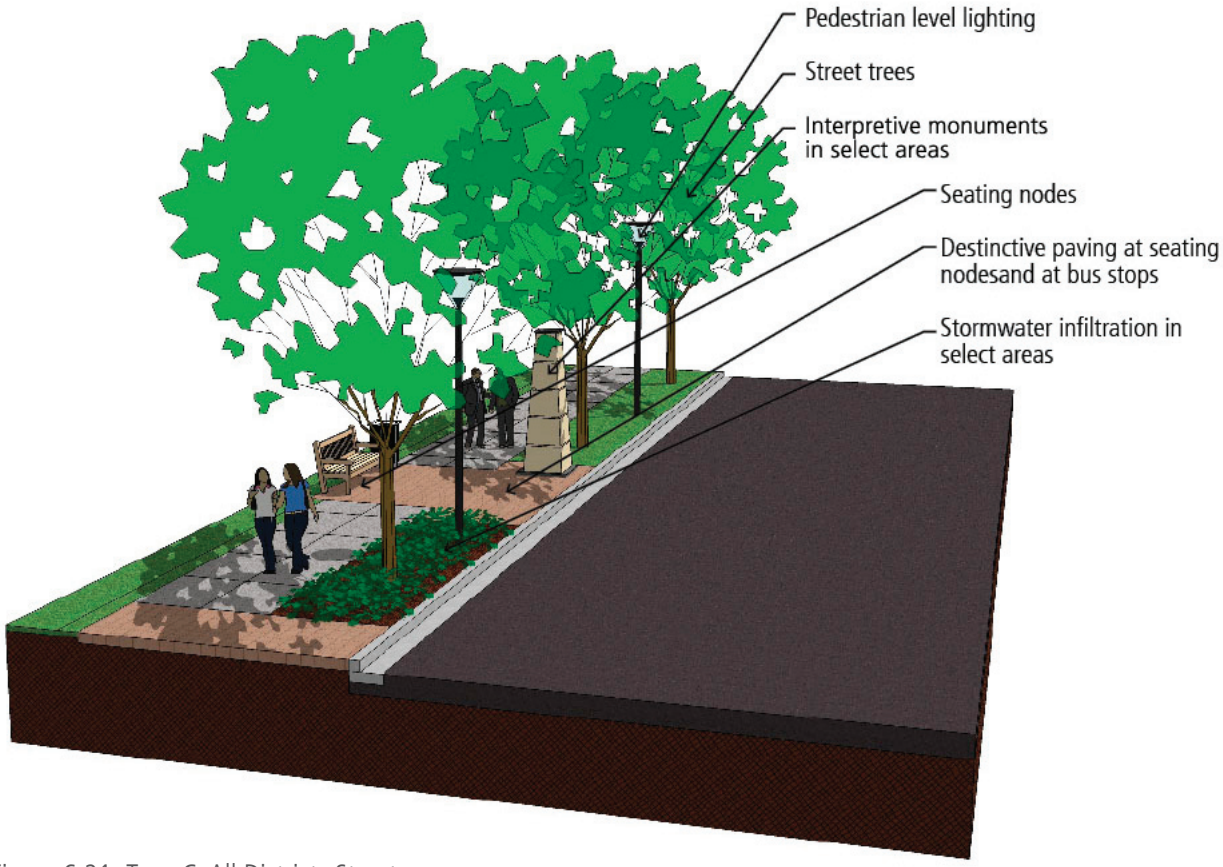


Figure 6.21- Type C: All Districts Streetscape

Overall Streetscape Costs

Following is a summary of the potential costs for all streetscape types within Second Street Corridor in 2008 dollars. These costs do not include street and utility reconstruction. A detailed preliminary cost estimate for the various streetscape treatments is located in the Appendix.

TYPE A-
- Cost/LF - $360-$515
- Total LF - 2,920
- Total cost range - $1,051,200-$1,503,800

TYPE B-
- Cost/LF - $320-$475
- Total LF - 1,680
- Total cost range - $537,600-$798,000

TYPE C-
- Cost/LF - $245-$285
- Total LF - 8,975
- Total cost range - $2,198,875-$2,557,875

MEDIANS-
- Cost/LF - $165-$170
- Total LF - 2430
- Total cost range - $400,950-$413,100

CROSSWALKS-
- Cost/segment - $6,000
- Total segments - 27
- Total cost - $162,000

TOTAL COST - $4,350,625 - $5,434,775

Streetscape elements to consider:
The combination, quality, function and scale of the streetscape elements have a great deal to do with shaping the character and identity of the Second Street Corridor. Prior to defining specific streetscape elements, consideration should be given to the following streetscape design & implementation steps:

1. Define program, theme, and components
2. Create an advisory group or sub-committee to guide the creation of a streetscape plan and the design of each component
3. Define costs, budget, and funding sources
4. Define maintenance expectations, strategy and funding sources
5. Design components to meet budgets, phasing, and maintenance requirements
6. Prepare interim and long term plans and "Kit of Parts" or design manual to guide future phases
7. Prepare design development and construction documents as needed by phase
8. Coordinate with public works and redevelopment projects

Following is an outline of some of the basic elements to consider:

District Monuments
Locate at Primary Entry Points & Transit Stops
Reinforce Corridor Identity

Pedestrian Crossings
Contrasting decorative paving, enhanced lighting, imbedded pavement lighting , and crosswalk signal timing should be considered to improve the pedestrian crossings.

Transit Stops

The transit stops are one of the most active pedestrian gathering spaces and identifying elements within the corridor streetscape and should be designed to be more comfortable and dignified to attract more ridership. The stops can be enhanced with the use of new shelters, kiosks, monument signs, decorative paving, newspaper corrals, and public art.

Sidewalk Treatments

Several options exist for sidewalk paving materials, decorative concrete treatments, concrete pavers, exposed aggregate concrete, brick and stone and/or several combinations of these materials. One approach is to use a simple, economical pattern and material in the less traveled areas and a more intense use of decorative materials and patterns in special gathering areas, entry points, and bus stops.

Lighting

Provide both Street and Pedestrian Level Lighting

Options:

A. Street lights in medians with pedestrian level on sidewalks

B. Light both street and sidewalk with single pole

C. Both street and pedestrian level lights on sidewalk

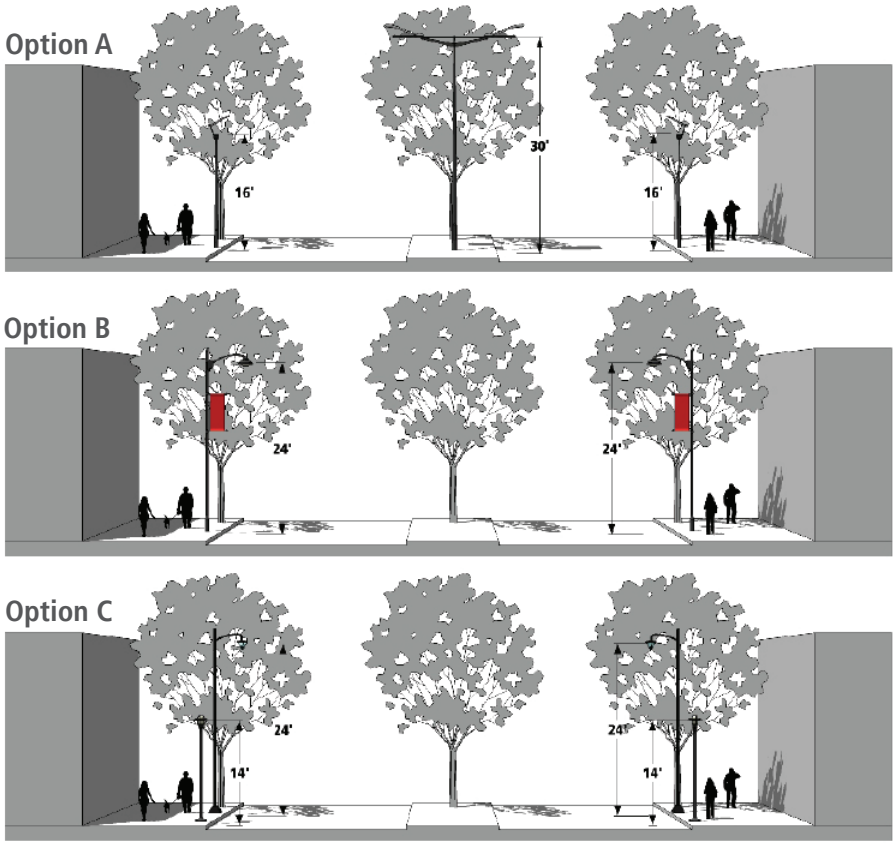


Figure 6.22- Lighting Examples

Landscaped Medians

Landscaped medians are proposed in the long term within the Gateway and East Districts to:

- Reduce the perceived scale of the street, and reinforce the corridor as a gateway to Rochester.
- Provide a safe refuge for pedestrians attempting to cross the avenue
- Provide a traffic calming effect by reducing the perceived width of the street.

The landscape design of the medians should be cost effective and low maintenance. The treatment must also be able to withstand the extreme urban conditions posed by road salt, sandblasting from snow plows, and drought. The medians should be equipped with both irrigation, drain tile and an uncompacted planting soil mix.

The recommended treatment is to utilize overstory trees as the main component to provide a sense of enclosure to the street and allow for visibility underneath the canopies. Entry areas to the corridor should be planted more intensively with perenials and low growing shrubs.

Several options exist for ground layer treatments ranging from low maintenance materials such as stone mulches and decorative paving to higher maintenance treatments like ground covers, perennials, shrub massings and grass. The final selection of materials will depend on the commitment the city is willing to make toward maintenance and initial installation costs.

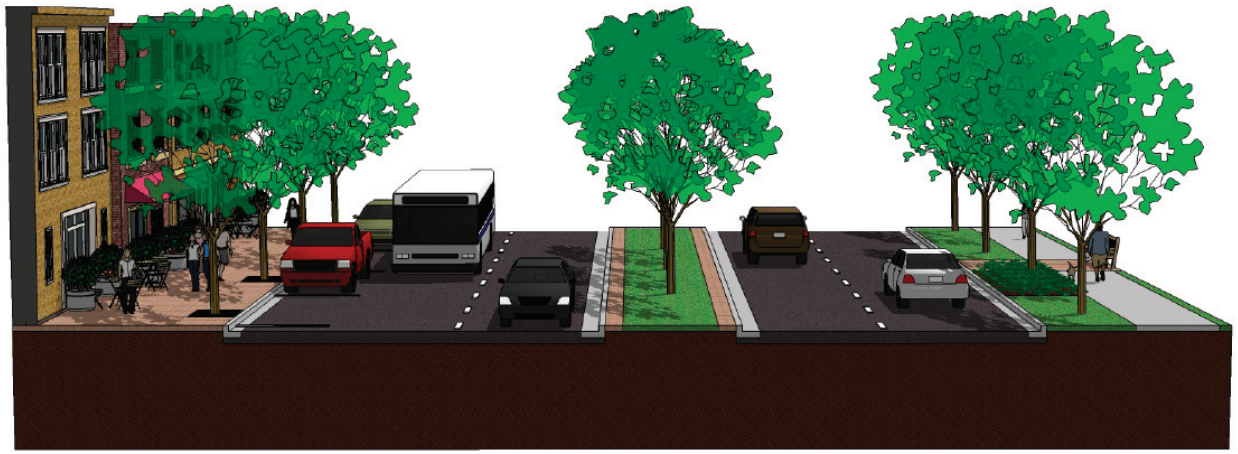


Figure 6.23- Landscaped Medians

Wayfinding Signs & Kiosks

A cohesive system of wayfinding signs and kiosks should be considered to help direct visitors to public parking, institutions, amenities, and other places of interest throughout the corridor as well as to inform them about community events, history, and other items of interest.

Plant Materials

Plant materials should be selected based on their ability to survive the urban conditions of snow, salt, drought, and in some areas, compacted and alkaline soils. Seasonal interest, form and texture are also considerations.

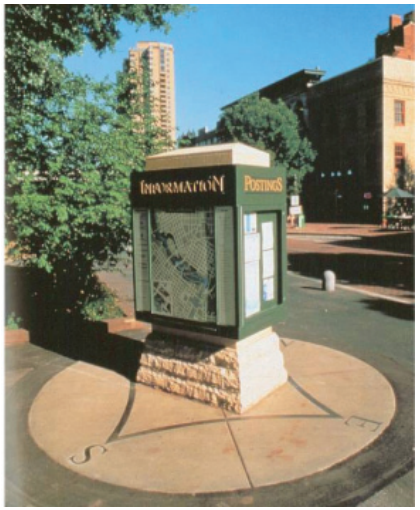
In the commercial areas, overstory trees could be clustered to maintain visibility to shops and signs and to avoid a regimented appearance. Clustering also facilitates the creation of large beds of uncompacted modified soil to promote plant vitality. Where possible, trees should be located between the curb and sidewalk to create an edge between pedestrian and vehicular zones and to help create a sense of enclosure to the street and sidewalks.

Street Furniture

The benches and trash receptacles should be chosen based upon their compatibility with the overall design theme, ease of maintenance, recycling collection, and durability.

Parking Lot Edge Treatments

One of the objectives of the streetscape is to provide solutions for the treatment of parking lot edges that are flexible and may adapt to a variety of site conditions and budget constraints. To enhance the image of the area, parking lot buffers are proposed along all the parking lot frontage. The buffers can be a combination of low walls or decorative railings, hedges and trees.



Public Art and Interpretive Elements

Consideration should be given to incorporating public art created by local or regional artists to enrich the streetscape. Interpretive elements such as a linear library could be included to emphasize unique aspects of the corridor's history, icons, people and spirit of the place, and could be integrated into the design of gateways, district monuments, signs, kiosks, paving, bike racks, medians, and/or gathering places or transit stops.

Low Impact Stormwater Catchment Systems

Figure 6.24- Example Streetscape Infiltration System

VII. Implementation Strategies

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

The Second Street Corridor has been evolving into its current pattern of development for nearly 120 years. Even with a strong commitment, it will take a number of years before many of these recommendations take full shape. Although the City's role in this process is an important one, the success of this effort will not be possible without the full support and participation of landowners, citizens and the development community.

A concerted effort has been made throughout this project to involve a broad cross-section of the community. Business owners, residents, elected and appointed officials, and community leaders have been invited to provide input and guidance. Their participation has improved the study and their continued participation and support will be critical in sustaining the community's commitment over time. The optimum results for this effort will only come if this study is also embraced by the private sector and if it guides both public and private investment over time.

The approach to redevelopment of the Second Street area involves four interdependent components that lay the foundation for long-term successful community-based economic and physical redevelopment. The four components include:

- Design and planning tools
- Redevelopment strategies
- Community organization and promotion
- Public improvements

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

A. Design and Planning Tools

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

Recommendations:

1. Adopt this document as an addendum to Rochester's Comprehensive Plan.

This design framework plan should be adopted as part of the Rochester Comprehensive Plan. The Comprehensive Plan is the City's central statement of policy and could be amended by reference to this document without having to make extensive changes to the land use, transportation, parks, and other chapters of the Comprehensive Plan. This plan is intended to be flexible and could be reviewed and amended as circumstances change.

2. Define and Adopt Design Guidelines

Overall improvement of the Second Street Corridor area must go beyond the improvement of the street rights of way. Design Guidelines should be refined to reinforce the character of the built environment desired by the community and conceptually illustrated in this document. The guidelines refer to public and private improvements, renovations, and redevelopment of buildings within the Gateway, St. Marys, and East Districts. The purposes of the guidelines are to:

- Foster high-quality architecture and site planning consistent with the vision desired by the community
- Maintain an urban development pattern
- Protect public and private investment in the corridor

Guidelines, by definition, are qualitative design goals for new and existing buildings. Guidelines set forth the generalized components that will foster the desired character for the corridor. The guidelines should be reinforced through specific design standards defined in an amended zoning district for the corridor. Design Guidelines should address:

- Site planning
- Parking lot edge treatments
- Commercial and residential building types
- Franchise architecture
- Façade treatments
- **Distinct modules**
- Ground level expression
- Signs
- Wayfinding system
- Roof design
- Sustainable/green energy saving building practices

Distinct Modules: In architecture, a unit adopted to regulate the dimensions, proportions or construction of the parts of a building.

Site Planning

The placement of buildings along the Second Street Corridor has a profound effect on the character of the pedestrian environment. Buildings should be placed close to the street, with primary entrances on the street. Buildings should be placed on corners at street intersections, to emphasize and define those intersections. Parking areas should be placed behind or to the side of buildings. In the Gateway and St. Marys District, future buildings should be setback and/or arcades utilized.

Parking Lot Edge Treatments

Parking lots are a necessity in most mixed-use areas in the United States. They can, however, break up the continuity of an otherwise unified sculpted area. Parking lot frontage on pedestrian streets should be reduced, and their edges and interiors should be extensively landscaped. A combination of edges, ornamental railings, bollards, trees, and other methods should be used to buffer parking lots from pedestrian spaces.

Commercial and Residential Building Types

Buildings should address the street, particularly at intersections, providing unique corner treatments, windows, and access points to create interest at the street level. Multi-level and mixed-use buildings also add significant benefit to the corridor, as their mass helps to define and frame the street. Buildings fronting on Second Street should be a minimum of two stories or 32 feet in height and a maximum of six stories or 84 feet in height. The plan recommends concentrating density along Second Street and stepping down toward the residential district along First Street. Building heights should be carefully sculpted to maintain solar access to neighboring properties, particularly on the north side of the block in the East District.

Residential buildings may take different forms, such as townhomes and condominium or apartment buildings. They should address the street, be constructed of high-quality materials, and possess various roof lines and a clear but approachable differentiation between public and private space. They should also include interior parking and plaza spaces in order to provide residents opportunities to access the buildings and relax outdoors sheltered from the street.

Franchise Architecture

Chain establishments typically desire a specific architectural motif, in order to emphasize consistency in their network and attract regular customers. In many cases, this standardized architecture conflicts with the urban character desired by the community. There are ways, however, of incorporating the franchise's desired signage and even some building treatments, while still encouraging the basic principles of commercial building design listed above. Franchise establishments should still address the street with windows, prominent entrances, and unique corner treatments.

Facade Treatments

Commercial/mixed-use should have a well-defined base, middle, and top. The base or ground floor should appear visually distinct from the upper stories through the use of a change in building materials, window shape or size, an intermediate cornice line, awning, arcade or portico, or similar techniques. The base or ground floor of the building should include elements that relate to the human scale, including texture, projections, doors, windows, awnings, canopies, or ornamentation.

Distinct Modules

The primary facade(s) of buildings 40 feet or more in width should be articulated into smaller increments through use of different textures, division into storefronts with separate display windows, ornamental features such as arcades or awnings, or by division of the building mass into several smaller segments.

Ground Level Expression

Ground level expression refers to the way in which a building meets the street. This building/pedestrian interface is a crucial part of urban design and should provide visual interest, opportunities for sociability, and overall pedestrian safety and comfort. As stated above, windows and clear entrances enhance a building's appearance on the street, and may be further augmented by awnings, pocket plazas, outdoor cafe seating, and plantings.

Signs

Commercial districts, with their many businesses vying for attention, can become cluttered with signs. Signs should address the scale of the pedestrian, be simple in materials and message, and enhance the overall street environment. This is not to say that signs cannot be colorful, unusual, or noticeable- in fact, interesting signs can add a memorable dimension to a commercial area. In essence, signs should effectively communicate the character of the business they advertise without overwhelming the pedestrian streetscape.

Wayfinding System

It is our understanding that the City is currently developing a wayfinding system for the downtown area to direct visitors to public facilities, parking, amenities, and places of interest. As a main entry into the city, Second Street could also be a primary corridor to demonstrate the new wayfinding system.

Roof Design

A building's roof line can establish its individuality and interest within the context of a commercial area, and variety in roof lines from building to building can add visual interest to a mixed-use area. Some techniques that add interest include varying heights and cornices within an otherwise unified design scheme, using roof line changes to note entrances or commercial bays, and establishing contrasting roof lines at street corners.

Sustainable/Green Energy Saving Building Practices

New and renovated buildings should be encouraged to incorporate more sustainable and green energy-saving building practices, including low-impact stormwater treatments such as green roofs, micro basins, rain gardens, street tree filters, permeable pavements, and depressed parking lot islands, as well as cradle to cradle materials and energy-efficient heating and cooling systems. The City should explore adopting minimum standards and incentives to encourage the development of "green" buildings without forcing excessive costs or other burdens upon developers, building owners or occupants.

3. Amend the Zoning Ordinance to Include Form-Based Zoning Districts

If design guidelines can be visualized and defined in quantitative terms, they can be expressed in a form-based zoning code. A form-based code is the most effective and legally sound way for City staff to administer design standards Definitive standards, developed in response to reasonable goals and objectives adopted as part of the comprehensive plan, can discourage legal challenges and better withstand them as well.

City staff would most likely be the entity reviewing development applications and administering the design standards. In discussions with the staff, the recommended approach is to:

a. Create entirely new formed-based districts for the corridor.

b. Refine the design guidelines outlined above and include as design standards in the new districts.

c. Consider including incentives for developers to meet the design criteria such as a streamlined review process and/or reduced parking requirements if public

parking is available, shared parking agreements are in place, on-street parking is available, or transit passes are provided to employees.

B. Redevelopment Strategies

To benefit all of the stakeholders, residents, shoppers, businesses and investors, the Second Street area must have a solid economic foundation. It is important that any redevelopment serves to strengthen the economic viability of the area to ensure its competitiveness into the future.

Recommendations:

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

1. Define the City's Role in Redevelopment: Historically, the City has encouraged the private sector to take the lead on redevelopment efforts in terms of acquiring and assembling parcels, relocating businesses, clearing and preparing sites, and other components of the process. The City should take the lead in all public infrastructure improvements. In addition, there are key opportunity sites within the Gateway District, in which the City should consider participating more significantly. Recommendations include:

a. The City should first develop an official map and have parcel owners dedicate easements for the right-of-way as redevelopment occurs.

b. The City should secure and hold for the purpose of furthering the plan, the Mn/DOT-owned lot at the southeast corner of Second Street and the east frontage road.

c. The SuperAmerica site has a significant impact on the redevelopment potential and vision for the corridor. For redevelopment to occur as recommended in the framework plan for the Gateway District, the City may have to play a more significant role and consider securing an option on the SuperAmerica site to hold for purposes of assembly.

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2. Define a Redevelopment Strategy for Key Sites:

Each targeted site has a unique set of ownership, physical, financial, phasing, and other development parameters. The City should work with its legal, planning, and engineering staff to refine building and site value assessments and the City's role in redeveloping, financing, acquiring, and marketing key sites.

3. Consider Redevelopment Financial Incentives such as Tax Increment Financing and /or Tax Abatement: It is our understanding the City of Rochester has not used TIF for blilght removal other than in the downtown. A fair amount of redevelopment has occurred without the use of TIF dollars.

4. Assemble Parcels Where Possible: The City should work with individual property owners to enable the City to have the first right of purchasing parcels in the redevelopment district. This will give the City more control over assembling parcels where possible and the type of redevelopment to occur on each site.

5. Solicit Development Proposals: The City staff, working with a potential advisory group, should begin the process of soliciting proposals from developers for key sites. This will entail defining the City's role in the redevelopment of key sites, writing a request for proposals, selecting a preferred list of developers to submit proposals, and defining a process for final selection of the developers and preparing development agreements.

6. Other considerations include:

a. Define business retention and recruitment issues.

b. Provide current businesses with tools and the environment to sharpen their competitiveness. Consider including incentives for developers to meet the design criteria such as a streamlined review process and/or reduced parking requirements if public parking is available, shared parking agreements are in place, on-street parking is available, or transit passes are provided to employees.

c. Provide the City with tools to recruit new businesses and institutions to diversify and promote a solid economic base.

d. Establish tenant improvement incentives and low-interest loan programs for buildings, signs, and site improvements.

e. Build public private partnerships.

C. Community Organization and Promotion

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

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

Successful redevelopment requires coordinated marketing projects. The businesses within the Second Street Corridor should present a welcoming, consistent image from simple graphics to sophisticated events and festivals.

Recommendations:

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

1. Establish the "Second Street Alliance" A group modeled on the Rochester Downtown Alliance (RDA) could be formed to see that redevelopment occurs according to the goals and objectives of the plan, to act as an advocacy group for the area, and to coordinate promotional campaigns, redevelopment, and public improvement projects. The Alliance could be a public/private nonprofit corporation composed of a broad range of people representing property owners, business leaders, bordering neighborhoods, the City, and others with a direct stake in enhanced business and economic development conditions within the Second Street Corridor. As with the RDA, the Second Street Alliance could be a membership organization with a paid executive director and a special services district to help meet its goals.

2. Define Roles in Redevelopment The proposed Second Street Alliance should determine its' role in redevelopment such as, offering financial incentives, assembling properties, soliciting development proposals and marketing each site.

3. Implement Simple, Short-term Seed Projects such as:

a. Interim streetscape Improvements

- Seating nodes and benches
- Gateway landscaping, street trees
- Public art
- Interpretive monuments/linear library
- Bicycle facilities

b. Banner designs, flower plantings.

c. Create a website, newsletter or column in a local newspaper, and/or poster to educate and promote the framework plan and overall objectives.

d. Establish annual special events such as a farmers' market, arts and music festivals, and fundraisers for improvements or maintenance.

e. Celebrate all accomplishments.

D. Public Improvements

The public improvements associated with the Second Street Framework Plan will act as a catalyst for reinvestment and represent a positive step toward ensuring a vital long-term business climate and livability for the area. This section includes action steps that should be considered to integrate the improvements into an ongoing and community-building strategy, and to gain the most benefit from transportation, streetscape, and other public improvements.

1.Coordinate Objectives with all City Departments

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

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

The guidelines for site planning, building placement, parking lot edge treatments, and landscaping should be referenced during the site design phase of the project. Developers should also discuss the options for their particular site with City staff to determine if parking lot edge treatments will be constructed as part of the site redevelopment or a larger public street improvement project.

2. Place Projects in the Capital Improvement Plans: City departments should refer to the components in this manual to coordinate, design, and budget for capital improvements and to define public/private partnerships to finance and maintain public realm projects. City departments should refer to the designs for the individual areas as a basis from which to develop more detailed plans.

Project Phasing

Phasing of redevelopment is a dynamic process and is somewhat dependent on the issues and timing associated with each property and business. If the City is proactive in making redevelopment occur, as recommended by the task force, and is prepared to seize opportunities as they are presented, then the City can exercise more control over its future. The project area includes relatively few but large parcels and street projects that lend themselves to distinct separate redevelopment projects. Following is an outline of a preliminary phasing plan:

Potential Public Improvements

Short-term (Next 2-5 years)

a. For the Gateway District, the City should first develop an official map and have parcel owners dedicate easements for the right of way as redevelopment occurs.

b. Refine interim and long-term streetscape improvement plans.

c. Implement interim streetscape improvements, including:

- Seating nodes and benches
- Crosswalk improvements
- Gateway landscaping, street trees
- Wayfinding signs
- Bus shelters/schedules
- Distinctive pedestrian-scaled lighting
- Bicycle facilities
- Demonstration/testing area for long-term streetscape improvements -could be done along with a redevelopment project

d. Initiate a Streetcar Feasibility Study: A Streetcar Feasibility Study should be conducted to lay the groundwork for transportation improvements that are designed to meet the long-term objectives of the 2nd Street Corridor Framework Plan and the City of Rochester as a whole. Much can be learned from the experiences of numerous North American cities that have functioning streetcar systems or new lines under active planning. The City of Minneapolis recently completed a streetcar feasibility study which offers a model that the City of Rochester could consider for defining planning criteria, implementation steps and funding mechanisms. The City of Minneapolis Streetcar Feasibility Study http://tcstreetsforpeople.org/sites/tcstreetsforpeople.org/files/StreetcarFinalReport.pdf

Mid-Term (3 to 15 years)

a. Detail design of street and streetscape improvements.

b. Implement road and streetscape improvements:

- Medians
- Turn lanes
- Roadway lighting
- Subway/tunnel crossing
- Distinctive sidewalk paving
- Transit improvements (improved bus facilities/streetcar)

c. Implement remaining short-term improvements,

d. Update regional traffic growth modeling studies and projected volumes on Second Street. Consider ongoing research regarding the effect of mixed-use development on regional vehicle miles traveled and traffic generation.

e. Identify and evaluate short-term and long-term public projects to relieve traffic use/congestion of Second Street Corridor (i.e. Civic Center Drive).

3. Coordinate Staging and Funding Sources: The City should share the redevelopment and public improvements objectives with other agencies and private entities that may be potential sources of funding.

4. Coordinate Staging and Funding with Redevelopment Projects: Each major development parcel has associated street, streetscape, open space, and utility improvements that should be coordinated to reinforce the objectives of the Framework Plan. Many of the associated public improvements can be phased in as the private parcel develops. A determination of which improvements are public versus private, and where the funding comes from, will have to be made for each element on a site-by-site basis.

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

Appendix A: Second Street Planning Project: Community Workshop Surveys

Second Street Vision Surveys

Participants at the community workshop were given the opportunity to fill out survey forms pertaining to the subject matter of each topic station. Following is a full summary of the responses. Participants were asked to rank the objectives in order of their priorities, beginning with the most important.

Items marked as the **Most/More Important:**

Improve the safety, appearance and image of the 2nd Street Corridor	29%
Create an attractive gateway to the city	20%
Strengthen the vitality of the neighborhoods	17%
Strengthen the economic vitality of existing businesses; attract and retain new businesses	13%
Develop solutions for parking and traffic challenges	10%
Support the goals of downtown revitalization	6%
Other: adequate infrastructure capacity (2), be creative and move quickly with project	4%
Quickly move cars through the area to and from downtown destinations	1%
Leave it to the market	0%

Items marked as the **Least/Less Important:**

Leave it to the market	34%
Quickly move cars through the area to and from downtown destinations	30%
Support the goals of downtown revitalization	13%
Strengthen the vitality of the neighborhoods	7%
Strengthen the economic vitality of existing businesses; attract and retain new businesses	5%
Develop solutions for parking and traffic challenges	5%
Create an attractive gateway to the city	4%
Improve the safety, appearance and image of the 2nd Street Corridor	0%

Transportation Surveys

Rank the following transportation **improvements** in order of your priorities.

Items marked as **Most/More Important:**

Improve public transit system	27%
Improve pedestrian crossings	24%
Develop priority for buses/transit	14%
Reduce traffic in neighborhoods	14%
Accommodate increasing vehicle traffic	4%
Other: slow traffic (2), bike connections across 52, make street pedestrian and bike-friendly	4%
Increase parking	4%
Speed traffic Flow	4%
Maintain on-street parking	3%
Leave it alone	3%

Items marked as the **Least/Less Important:**

Speed traffic flow	22%
Increase parking	22%
Accommodate increasing vehicle traffic	19%
Maintain on-street parking	15%
Leave it alone	14%
Improve pedestrian crossings	4%
Develop priority for buses/transit	4%
Reduce traffic in neighborhoods	1%
Improve public transit system	0%
Other	0%

Rank the priority of transportation **modes** in the corridor for the FUTURE.

Modes marked as **Most Important:**

Pedestrians along Second Street	28%
Public Transit	18%
Bicycles	13%
Pedestrians Across Second Street	13%
Commuter buses	10%
Car pools	10%
Cars	10%
Other	0%

Modes marked as **Least Important:**

Cars	64%
Commuter buses	18%
Pedestrians across Second Street	9%
Bicycles	9%
Pedestrians along Second Street	0%
Car pools	0%
Public transit	0%
Other	0%

Other information: several respondents indicated equal priority among the various modes.

Rank the following transportation **improvements** in order of your priorities

Items marked **Most/More Important:**

Dedicated bicycle lane on 2nd Street	19%
Improved pedestrian/bicycle connections to/from Second Street	18%
Improved connections to recreational bike trails	15%
Wider sidewalks	14%
Better Pavement Markings	7%
More/better bicycle storage on/near Second Street	6%
Increased safety through law enforcement	6%
Other: raised crosswalks (2), better connectivity to/from workplaces(2), grade separated pedestrian crossing, PRT	6%
Longer cross times at crosswalks	5%
Turn Second Street into pedestrian-only mall	4%

Items marked as the **Least/Less Important:**

Turn Second street into pedestrian-only mall	41%
Longer cross times at crosswalks	18%
Better pavement markings	13%
Dedicated bicycle lane on Second Street	10%
Improved connections to recreational bike trails	5%
More/better bicycle storage on/near Second street	5%
Wider Sidewalks	3%
Increased safety through law enforcement	3%
Other*: public transit corridor*	3%
Improved pedestrian/bicycle connections to/from Second Street	0%

Parking Surveys

Rank the following ideas with regard to **parking** for the future of Second Street

Items marked as **Most Important:**

Other: Less parking	54%
More on-street parking	21%
More public parking ramps	17%
More parking lots	8%
Leave it alone	0%

Items marked as **Least Important:**

More parking lots	50%
More public parking ramps	35%
More on-street parking	15%
Leave it alone	0%
Other	0%

Land Use Surveys

Rank the following **future land uses** in order of your preferences.

Items marked as **Most/More Preferred:**

Restaurants	24%
Mixed-Use: 1-3 stories	17%
Mixed-Use: 4-6 stories	16%
Commercial: retail stores	14%
Residential: 1-3 stories	10%
Residential: 4-6 stories	6%
Bars/pubs	6%
Mixed-Use: 6+ stories	5%
Residential: 6+ stories	2%
Commercial: drive-through	0%

Items marked as **Less/Least Preferred:**

Commercial: drive-through	35%
Residential: 6+ stories	23%
Residential: 1-3 stories	10%
Residential: 4-6 stories	8%
Mixed-Use: 6+ stories	8%
Bars/pubs	8%
Commercial: retail stores	6%
Restaurants	0%
Mixed-Use: 4-6 stories	0%
Mixed-Use: 1-3 stories	0%

Public Space Surveys

Rank the following **types of public space** in order of your priorities for Second Street's future.

Items marked **More/Most Important:**

Boulevards with trees	29%
Public Park Space	14%
Natural Areas	13%
Public Art	13%
Landscaped Medians	13%
Trail Connections	9%
Historical Markers	7%
Other: Urban Plazas	4%

Items marked **Less/Least Important:**

Historical Markers	21%
Natural Areas	19%
Public Art	19%
Landscaped Medians	17%
Trail Connections	12%
Public Park Space	12%
Boulevards with trees	0%

Appendix B: Developer Interviews

The Second Street Study project team compared notes on the vision for the corridor with those experienced in developing real estate. The goal was to ensure that the results of the planning process would include the highest and best use of available resources and to assist in producing a final plan that would be both creative and responsible. Participants met with local as well as regional developers, with those experienced in developing housing, commercial and mixed-use real estate in urban markets. Developers included both those with experience and those without experience developing along the Second Street Corridor in Rochester. Following is a summary of the questions posed to the developers and their responses:

1. **As a developer, what is the most attractive aspect of redevelopment in this corridor?**
   Location-near St. Marys, between St. Marys and Mayo Clinic/downtown; the presence of a comprehensive plan for the area; design standards (especially building materials)--confidence that a laboriously-conceived and well-designed project will not be adjacent to a cheap-looking project; the location is the gateway/door to the Clinic and downtown

2. **What is the least attractive aspect of redevelopment of the corridor?**
   Providing adequate parking within individual development sites; the lack of alternative modes of transportation: any increase in development creates large demand for parking; old and hodge-podge buildings currently along the street

3. **What land uses do you see as most viable (by district)?**
   Clinic-Related Retail (not destination retail)/Service/Specialized Housing in St. Marys District; Housing/Institutional Support/Specialized Housing in East District; Office/Hotel in Gateway District; Destination retail; should be viewed as an extension of downtown

4. **What competing developments might hinder development on Second Street?**
   Downtown or other high-density housing development: Condos, etc.; too many hotels

5. **What are your thoughts about current market conditions as they relate to the Second Street Project?**
   It's a great time to be planning

6. **What would be the minimum parcel size that could feasibly be developed in this area?**
   a. What is the feasibility of developing the half-block depth lots in the East District? Feasible—but parking on site is challenging; higher density residential along 1st is challenging due to the parking needs of residents; current lot sizes are not sized to develop anything of significance that meets the vision—City should be VERY aggressive in acquisition; it is nice to have courtyards in the middle of blocks, only very limited amount of half-block development is feasible
   b. What thoughts do you have regarding the placement of a new alley in the East District? Essential if only half-block development; Needed for dumpsters etc.; don't know;

7. **Is the proposed structured parking feasible? Would the market bear the required lease rates?**
   Yes-apparently works for Canadian Honker and hotels;

8. **What are the barriers to developing shared parking opportunities with other uses on the street?**
   In the St. Marys District where parking is most needed, potential for shared parking is not great because the redevelopment that has already occurred has provided its own parking: there are not many contiguous redevelopment parcels that are adjacent; timing of projects; (are there utilities in the alleys?); 3 hotels that are new; organization

9. **What kind of outside participation (public or other source) would be needed to make these development projects feasible?**

   a. **Incentives**—TIF and Abatement are useful for redevelopment; very important because of small lots

   b. **Parking Requirements**—fixed rail would assist with funding of/ and tenant attraction for projects; very important because of small lots; City parking requirements for neighborhood uses is too high esp. restaurant;

   c. **Localized Parking Structure**—Would assist with flexibility in meeting site design requirements and desires; would assist in creating a destination-type atmosphere (vs. stop-and-go); helps to stimulate development; helps to organize multiple project owners; very important because of small lots; important that such a structure be public because private market cannot compete with City ramps/rates

   d. **Site Acquisition and Preparation**
   VERY important because of small lots

10. **Do you see the proposed public improvements (small parks, wider sidewalks, landscaped medians, etc.) as adding value to potential commercial/residential projects along the street?**
    Learn from Peace Plaza—very successful

    a. **Which public improvements add value to potential projects?**
    A comprehensive plan for the area; Public plaza/mini parks—especially deep sidewalk vs. an alley-type park; small gathering places or small outdoor dining areas; well-maintained and coordinated landscaping and planters; wider sidewalks (14 ft); pedestrian amenities: pavers, bump-outs, railings, attractive passages to parking; increased sidewalk width for outdoor seating and streetscape amenities is great; parking structures that have either active uses on first level or appearance of activity; centralized bicycle corrals; transit facilities as part of comprehensive plan important; Gateway district artwork/monument would be very nice; design standards would benefit everyone developing/owning along 2nd Street; realignment of 16th Ave connection to 2nd Street; amenities that allow people to stroll; Learn from Peace Plaza—very successful.

    b. **Which public improvements do not add value to potential projects?**
    Overly-burdensome zoning regulations hamper creativity and enthusiasm can detract from the achieving the best possible project—PUD-type of process works best; pocket park in St. Marys District is on too valuable a piece of land

11. **What are the barriers to developing mixed-use projects (both commercial and housing) in this corridor?**
    Land acquisition; additional parking is desperately needed

12. **Land Use and Transportation**
    Concentrating density and intensity along 2nd Street is great but transportation drives development; fixed rail allows the addition of intensive development that will not be possible without massive structured parking; addition of fixed rail to the plan and accumulated land sites will attract bigger, more visionary developers who can get the job done; fixed rail would assist with funding of/ and tenant attraction for projects; very important because of small lots; Parking needs necessitate that the development that is achieved does not match up with what seems to belong or "fit" on a site; trolley would be a big benefit to the area—it would change the type of development that would be produced; would see the benefit of the trolley to the area and would be willing to help pay for it

13. **Additional thoughts or comments**
    It is stupid to try to preserve the SF character of the residential homes along 1st Street SW; One large urban gathering space is better than several small spaces; the commercial strip should tie into Mayo Campus and downtown; Green buildings should be encouraged; bicycle routes identifies within and between neighborhoods a great idea; on-street parking is not critical; property owners need more than encouragement to do something—they need to be firmly told; not more than 2-3 bus stops in district: exhaust decreases the atmosphere and large number of stops decrease the atmosphere as a place to stroll; reduction of traffic lane size is good—use to accommodate pedestrians/transit users; exposed aggregate is a great material to use for contrasting pavement—not brick; close off the street at 12th Ave to encourage larger development; comprehensive plan will need a "keeper" of the design, some entity or group to act as a mediator/ helper between developer and zoning ord. admin. staff

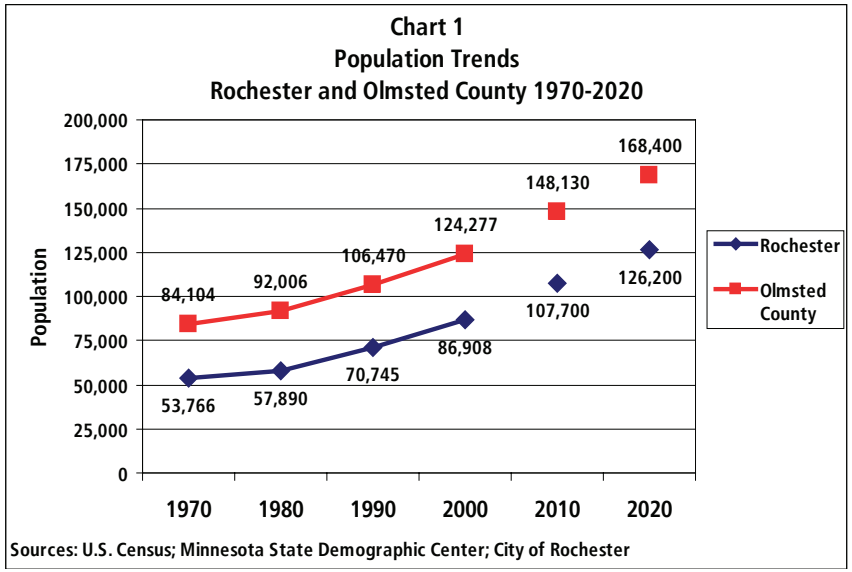
Appendix C: Second Street Corridor Market Analysis

INTRODUCTION

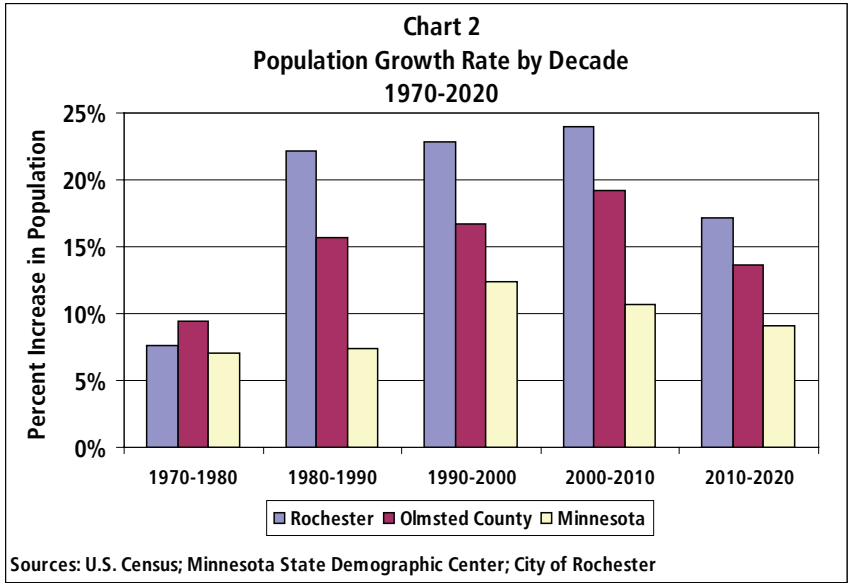
This report is a technical memorandum that summarizes findings from a market analysis conducted by Bonestroo in October and November of 2007. The market analysis is part of a larger planning effort to create a neighborhood plan for the 2nd Street Corridor in Rochester, Minnesota. The Corridor extends from 6th Avenue Southwest on the east to Highway 52 on the west. The market analysis was conducted during an early phase of the planning process and was intended to provide participants and stakeholders an understanding of the market conditions that will impact the potential for future development or redevelopment along the Corridor. Findings from this analysis were presented to the Plan's steering committee on November 14, 2007.

REGIONAL POPULATION GROWTH TRENDS

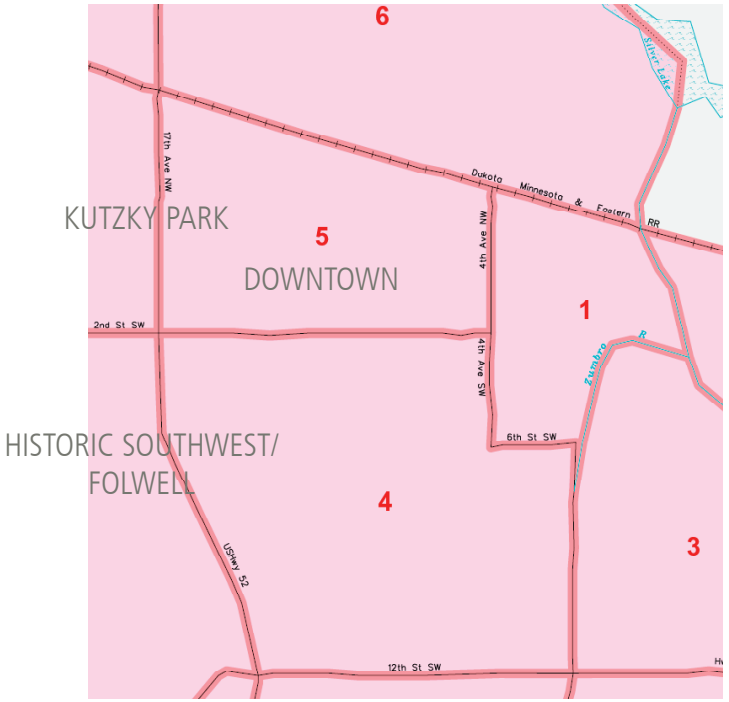
Rochester is a rapidly growing community. According to Chart 1 on the following page, Rochester had a population of just under 54,000 in 1970. By 2000, the City's population had increased to nearly 87,000. This impressive growth is anticipated to continue into the near future. The City's population is forecasted to approach 108,000 by 2010 and then exceed 126,000 by 2020. Although annexation of surrounding jurisdictions will contribute to future population growth of the City, the vast majority of this growth will be the result of natural increase and in-migration. This can be seen in Chart 1 in how the population of Olmsted County not in Rochester (i.e., one must subtract the Rochester figures from the Olmsted County figures) will have increased from about 30,000 in 1970 to more than 42,000 by 2020.



Rochester is an important growth center in the State of Minnesota. Chart 2 displays how Rochester's population growth rate has substantially outpaced the State growth rate since 1980 and is anticipated to continue to do so through 2020.



MAP 1: CENTRAL ROCHESTER CENSUS TRACTS



Charts 1 and 2 emphasize the importance of Rochester as a growing community in which new places of employment and new housing will need to be created in order to meet forecasted growth trends.

CENTRAL CITY DEMOGRAPHIC TRENDS

In analyzing the market potential of redevelopment along the 2nd Street Corridor between 6th Avenue SW and Highway 52, Bonestroo reviewed a number of demographic characteristics of neighborhoods surrounding the Corridor. Fortunately, Census Tracts 1, 4, and 5, as defined by the U.S. Census Bureau, closely align with what are generally considered the neighborhoods of Downtown, Historic Southwest/ Folwell, and Kutzky Park. The location of these Census Tracts are displayed in Map 1.

Chart 3 displays population trends for the three central Rochester neighborhoods. According to the Chart, Folwell and Kutzky Park experienced a substantial decline in population from 1970 to 2000, while Downtown experienced a substantial increase. Looking forward, though, it is forecasted that the population in Folwell and Kutzky Park will grow modestly through 2020 and that Downtown will continue its recent trend of population growth as well. The turnaround for Folwell and Kutzky Park is based on new housing development that has occurred in those neighborhoods since 2000. If new housing development were to cease or, conversely, far exceed recent trends, then the population forecasts would need to be revised.

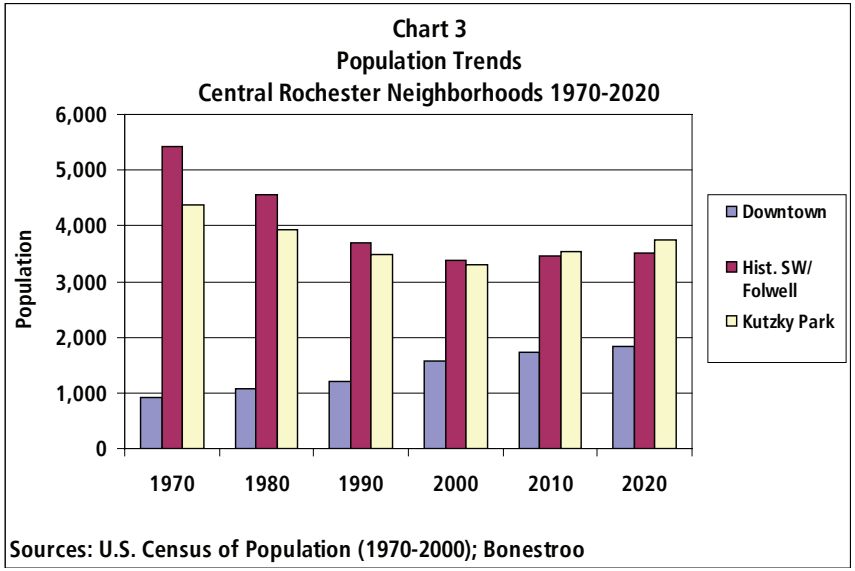


Chart 4 presents trends in the median age for each of the three neighborhoods analyzed and for Rochester, Olmsted County, and Minnesota. From the chart, we can see that the median age has increased every decade since 1970 for each neighborhood analyzed as well at the regional and state level. Therefore, regardless of the geographic scale, the overall population appears to be aging. This is important because an aging population will affect commercial development through the types of retail stores demanded. It will also affect the demand for housing as older households often prefer housing units with lower-maintenance and better accessibility to goods and services.

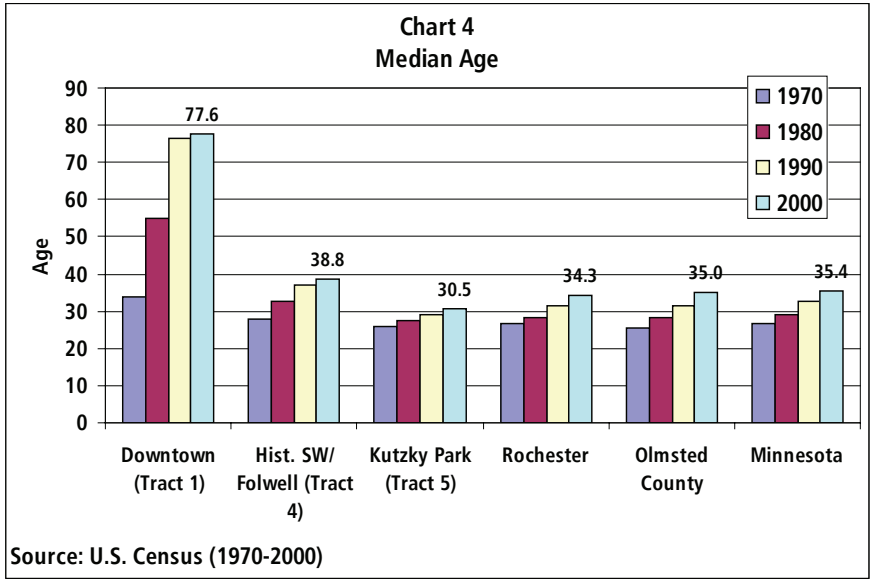
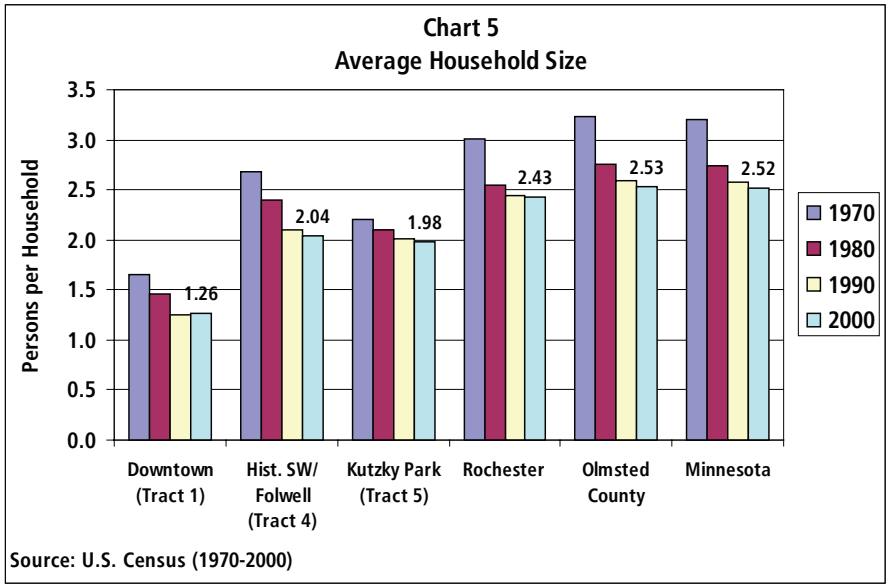


Chart 5 depicts the average household size. According to the chart, there is a clear trend toward decreasing household size. Like Chart 4, this trend can found among central Rochester neighborhoods as well as throughout the Rochester region or the State. Decreasing household size is the result of several factors. First, the population is aging, and older households tend to have fewer persons. Second, birth rates have declined since the 1960s. Therefore, families with young children, which often bolstered the average size of households, have been declining not only in numbers but also the number of children per household. Third, the relative affluence of the typical household has increased substantially since the 1960s and this affluence has translated into greater demand for housing desired by single-person or two-person households, who otherwise would have lived as borders or part of an extended-family situation.



Although Chart 5 reveals broad changes in household size, it also reveals that neighborhoods in central Rochester have markedly lower household sizes than those found at the regional or State level. The dramatically low figures in the Downtown are explained by a high percentage of housing that is targeted to seniors. The other two neighborhoods marked by a higher percentage of rental housing and a general shift in preference among families with young children to live in larger, more affordable housing units further away from central Rochester.

Chart 6 displays the homeownership rate since 1970. Generally, homeownership has been on the rise since 1970. Among central Rochester neighborhoods, the experience has been more varied. Within Downtown, homeownership has always been very low and as of 2000 was at only 12 percent. In Kutzky Park, homeownership declined from about 35 percent in 1970 to nearly 30 percent by 1990. However, it elevated slightly during the 1990s to 33 percent. Historic Southwest/Folwell is in stark contrast to Downtown and Kutzky Park in that its homeownership rate has over 10 percent since 1970 and is much closer to the rate found throughout Rochester.

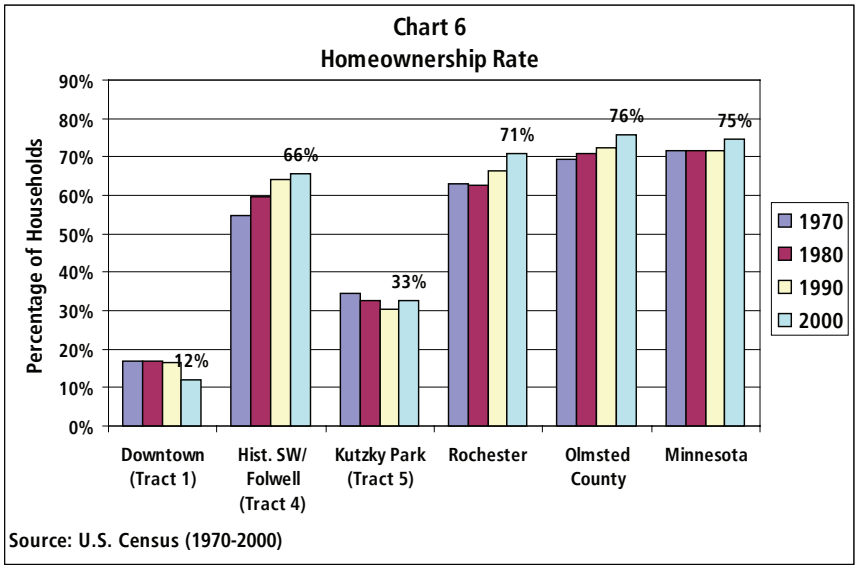


Chart 7 presents data on median household income. Downtown and Kutzky Park have decidedly lower median household income than compared to the regional or State median income. Interestingly, though, Historic Southwest/Folwell, has a median income substantially higher than the Rochester or Olmsted County median income.

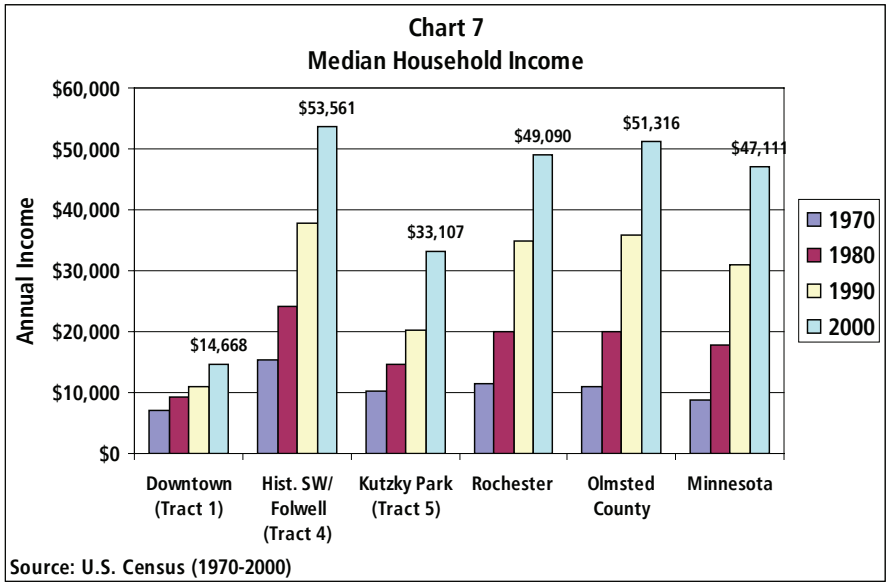
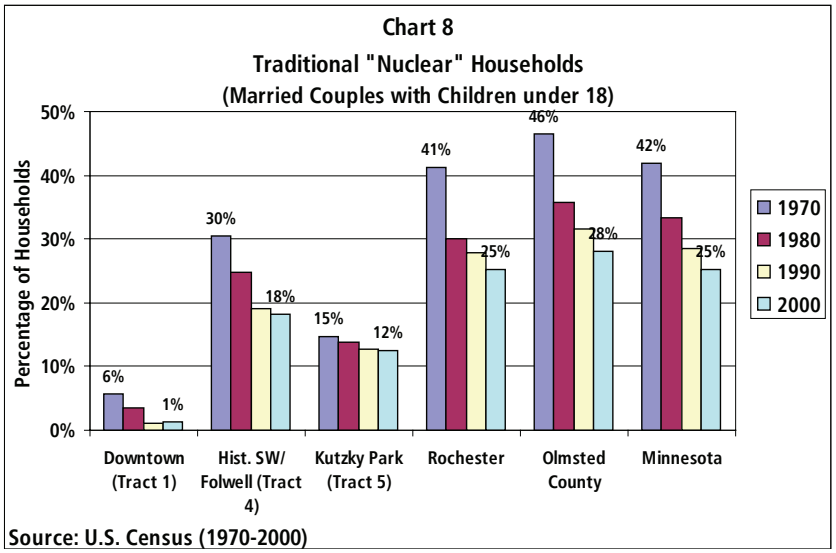


Chart 8 depicts how traditional "nuclear" families, married couples with children under 18, have declined in prominence since 1970. Such households constitute about one-quarter of all households in Rochester. Within the central Rochester neighborhoods, the lack of traditional nuclear families is even more pronounced. Less than one out of five households in such neighborhoods are traditional nuclear families. This demographic change will have a profound impact on the built environment since it suggests that most new homes desired over the foreseeable future will need to be designed to meet the needs of non-traditional families as opposed to traditional families. This will likely result in greater demand for lower-maintenance housing, single-level living, and more access to amenities such as parks, trails, restaurants, and shopping.



In summarizing the demographic trends of central Rochester neighborhoods, we can conclude several important findings. One, the demographic profile of these neighborhoods mirrors the profile of central city neighborhoods in other large cities. Namely, such neighborhoods are characterized by a growing population attracted to the convenience of being accessible to jobs and numerous amenities. This group is made up of a disproportionate number of young and old persons who primarily rent their homes, though there is a significant sector of affluent households who live in highly desirable owner-occupied homes as well.

REGIONAL EMPLOYMENT TRENDS

Since 1990 the unemployment rate in Olmsted County has consistently remained below the state and national rate (see Chart 9). A low unemployment rate is typically characteristic of a growing region with a healthy economy. It suggests that employment growth continuously outpaces the available supply of labor, which results in-migration as well as upward pressure on wages.

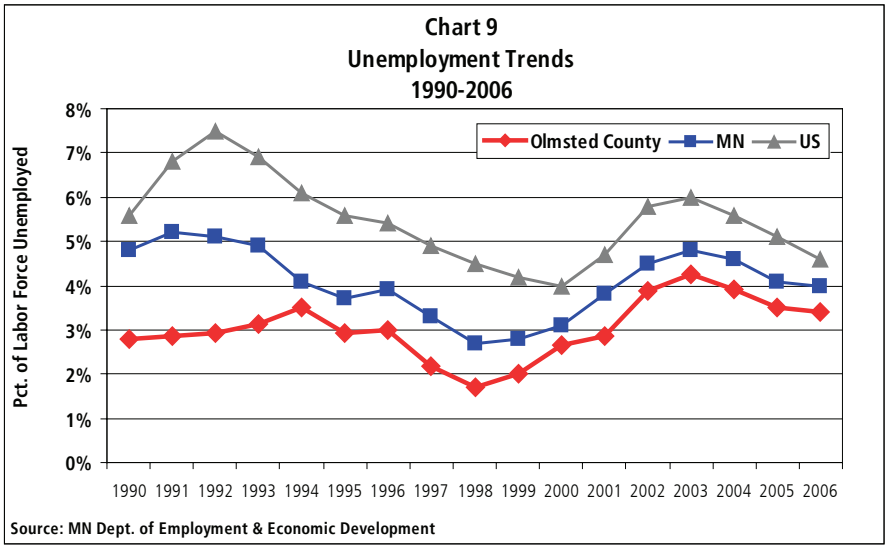


Chart 10 compares the distribution of jobs by industry in Rochester to the state and nation. According to the chart, Rochester has a very high percentage of jobs (46%) in the Healthcare/Education sector compared to Minnesota (22%) and the United States (13%). This is not surprising given the prominence of the Mayo Clinic. Nonetheless, it clearly demonstrates how important Healthcare is to Rochester's economy.

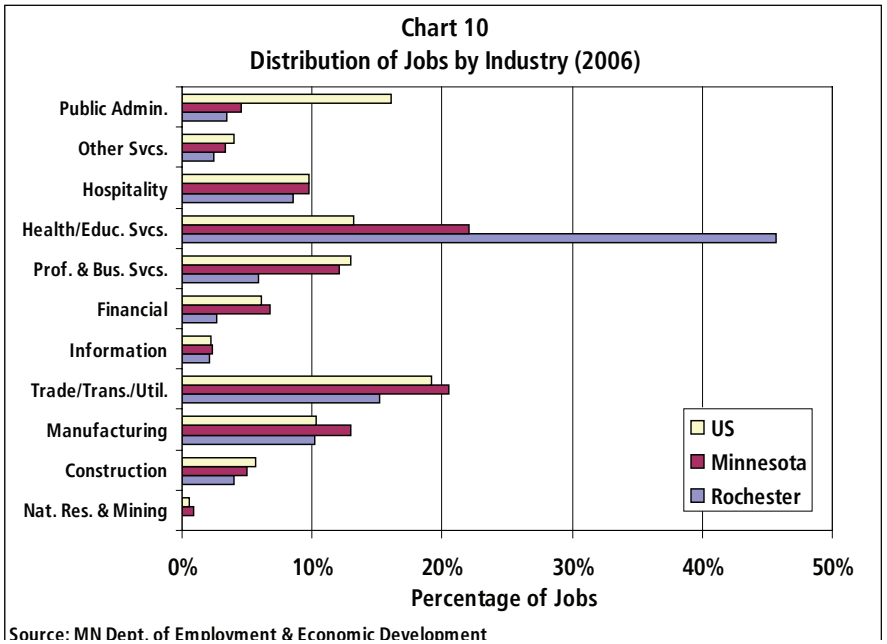


Chart 11 displays the percentage change in jobs by industry from 2000 to 2006 in Rochester, Minnesota, and the United States. The chart illustrates which industries have been growing the most since 2000. In Rochester, the biggest growth in jobs has been in the Hospitality (13%), Healthcare/Education (25%), and Information (94%) sectors. The remarkable growth in the Information sector has been primarily due to a large phone center expansion at a local cable provider. At the state and national level, the biggest percentage growth has been in the Healthcare/Education sector (19% and 18%, respectively). This bodes well for continued growth of the Rochester economy since it indicates that the Healthcare/Education sector is a key driver of growth nationally and that Rochester's economy is strongly tied to that industry sector.

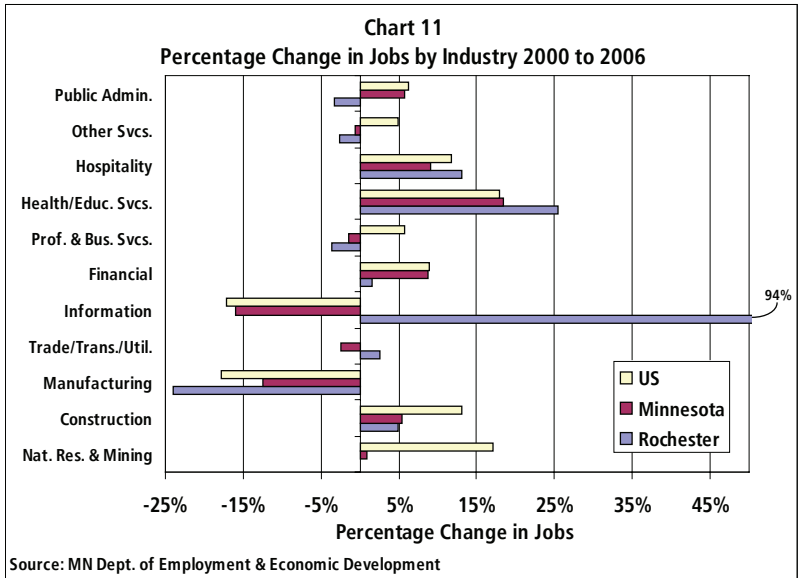


Chart 12 displays the numeric change in jobs by industry sector from 2000 to 2006 in Rochester. This chart emphasizes the importance of the Healthcare/Education sector to Rochester's economy. In the seven year span, the sector accounted for the overwhelming majority of new jobs. Without the jobs generated by this sector, losses from other industry sectors would have resulted in net job decline during the time period displayed.

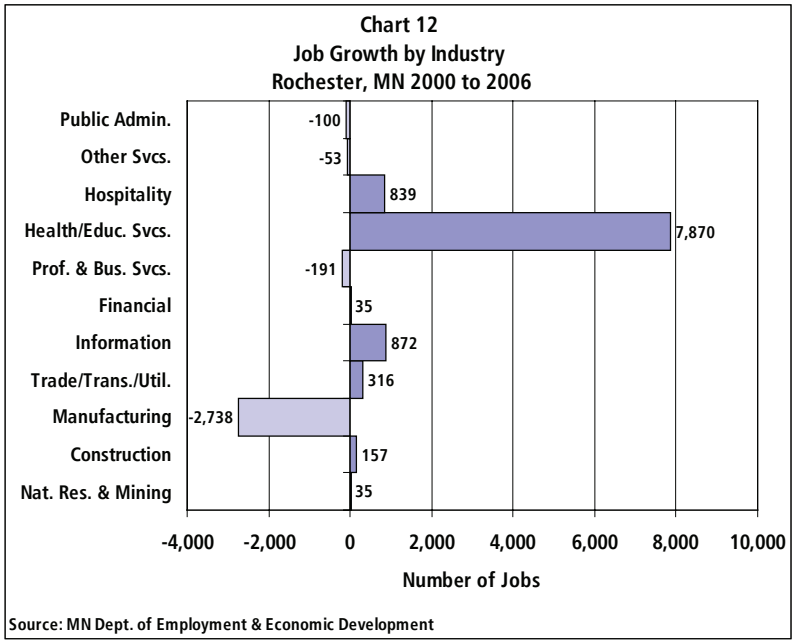
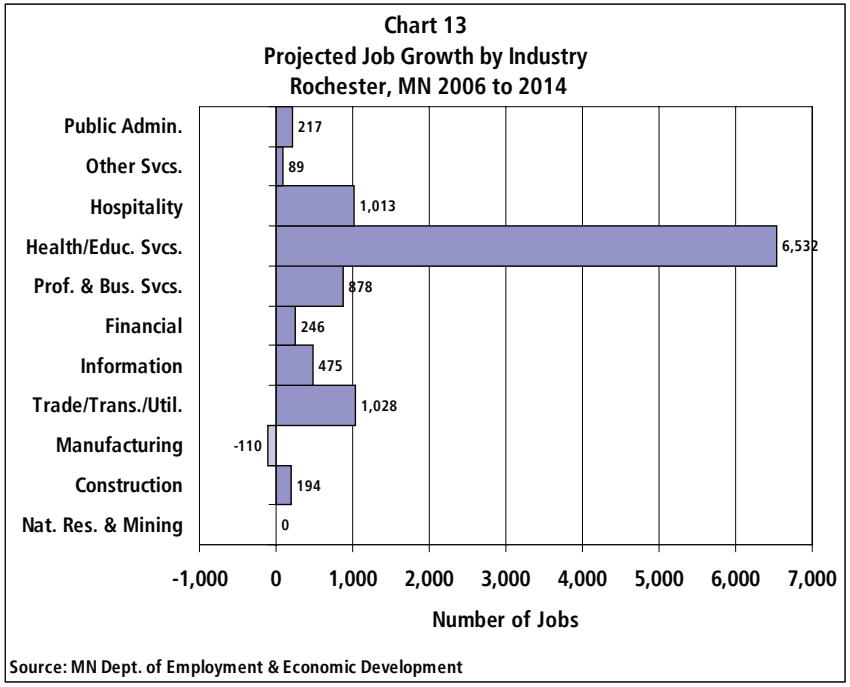
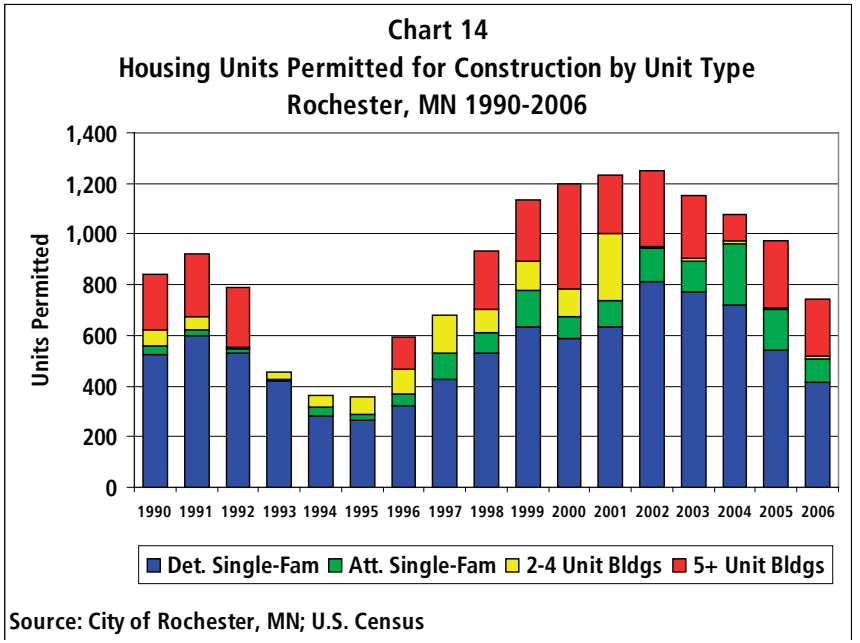


Chart 13 presents data on job growth projections prepared by the Minnesota Department of Employment and Economic Development. According to the chart, Rochester is anticipated to have a net increase of over 10,500 jobs from 2006 to 2014, nearly two-thirds of which will be in the Healthcare/Education sector. Again, this demonstrates the importance of the Healthcare industry to Rochester's economy, but the chart also indicates strong growth is anticipated in ancillary sectors, such as Hospitality, Trade, and Professional Services.



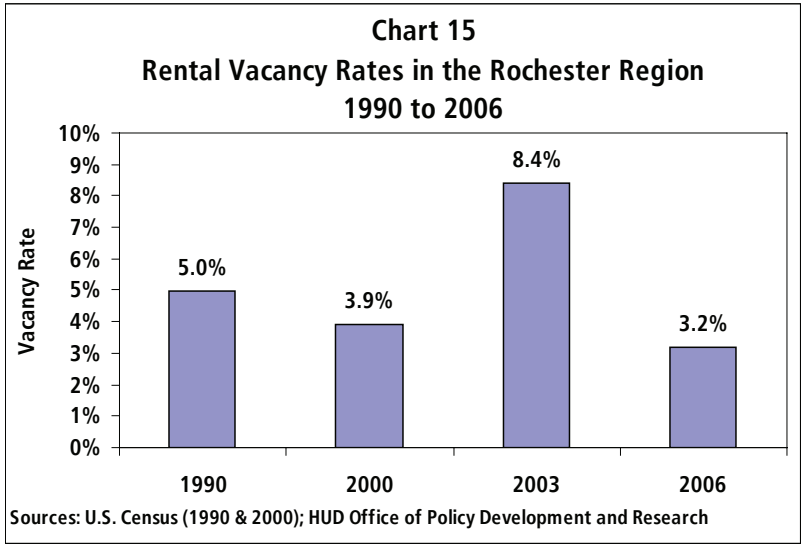
RESIDENTIAL CONSTRUCTION TRENDS

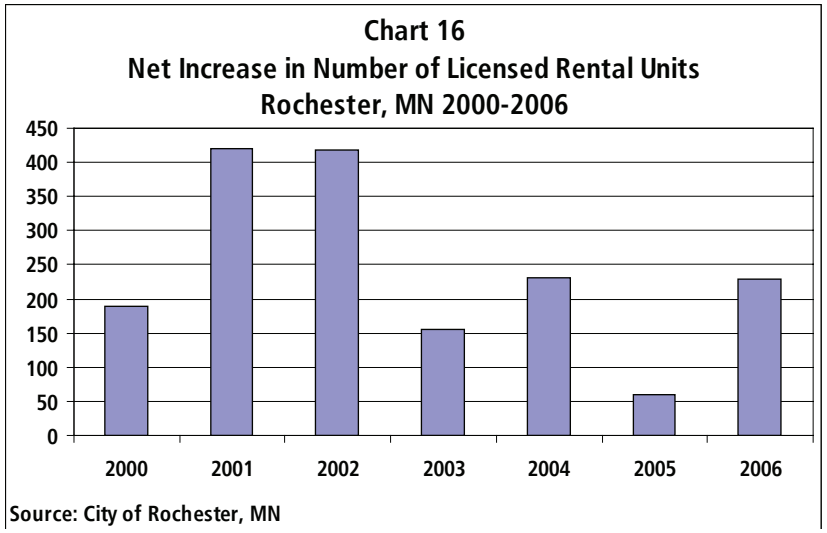
Chart 14 displays residential construction in Rochester since 1990. From the chart, it is evident that residential construction is cyclical nature with periods of peaks and troughs. Single-family construction peaked most recently in 2002 when nearly 800 units were permitted for construction. By 2006, that number had fallen to around 400. Multifamily construction, though cyclical in nature as well, is prone to larger variations from year-to-year. For several years during the mid-1990s it was almost non-existent. By 2001, over 600 multifamily units were permitted for construction, almost equaling single-family production. Like single-family homes, though, multifamily construction has been trending downward over the last three to four years. Despite the current slow down in construction, recent trends corroborate findings from the demographic analysis earlier in this report. Namely, increases in the number of older households and smaller households are driving demand toward more multifamily product types.



RENTAL MARKET TRENDS

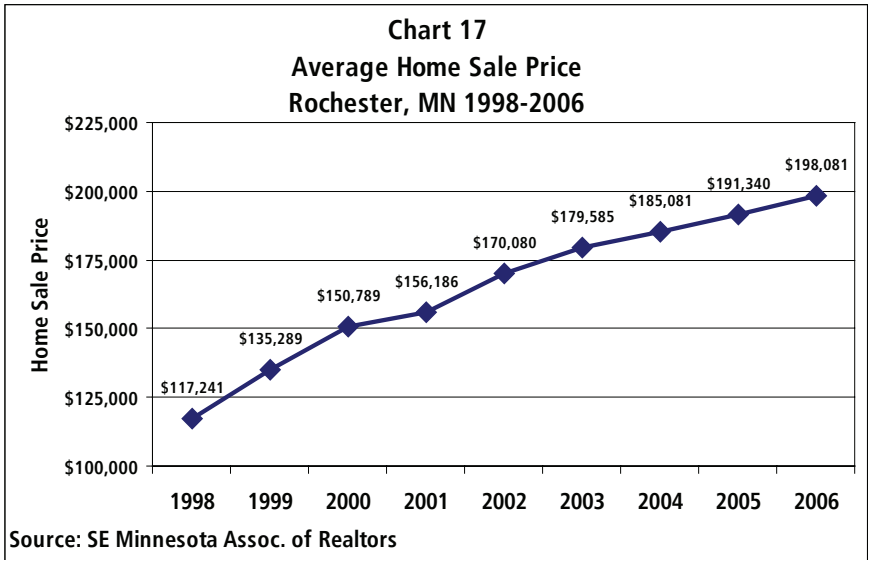
In 2007, the regional HUD office in Minneapolis conducted a study of the Rochester housing market. The report presented data on overall vacancy rates among area apartments since 1990 (Chart 15). According to the report, the vacancy rate declined throughout the 1990s as the construction of new rental units failed to keep pace with job growth. However, several large apartment projects were completed in 2001 and 2002 (Chart 16), which resulted in a sharp increase in vacancies. Since 2003, though, continued job growth and a slow down in apartment construction allowed excess units to be absorbed by the market, which has resulted in this most recent decline of the vacancy rate.





FOR-SALE MARKET TRENDS

According to Chart 17 Rochester experienced rapid appreciation in home prices during the late 1990s and early 2000s. Between 1998 and 2002, the average annual increase in the sale price of a home was over 10%. Since 2002, the average annual increase has moderated to about 3.5% with indications that 2007 figures, which had not been released at the time of this research, may even represent a slight decline.



Between 2000 and 2005, annual sales increased from 1,900 to 2,400 (Chart 18). As price appreciation flattens, or even declines, sales activity has begun to slow down.

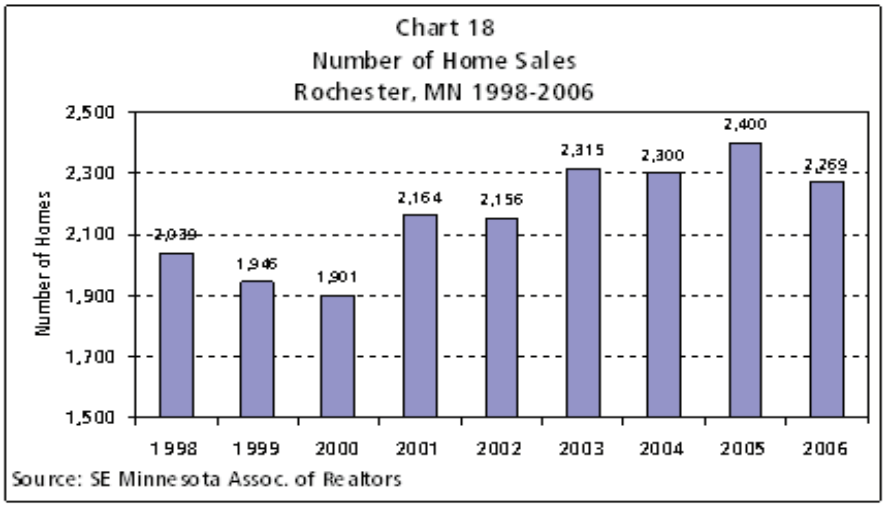
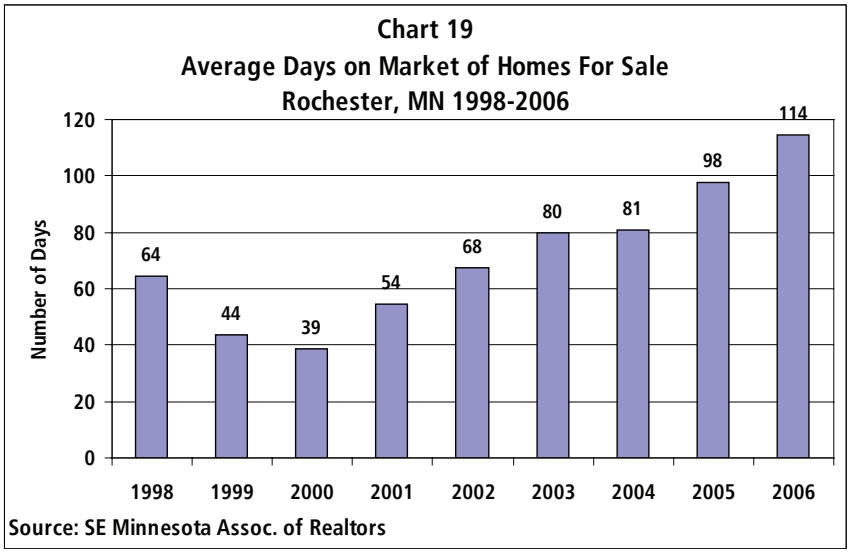
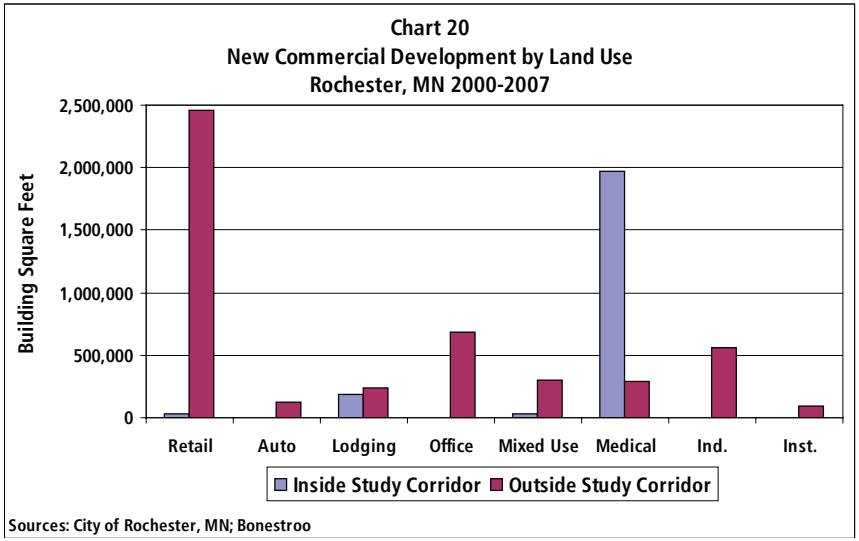


Chart 19 displays average days on the market. Between 2000 and 2006, the average time it has taken to sell a home in Rochester has increased nearly three-fold from 39 days to 114 days. The increased amount in time is a reflecti reflection of excess supply of homes for sale.



COMMERCIAL DEVELOPMENT TRENDS

Chart 20 displays data on the development of new commercial properties in Rochester since 2000. The chart further breaks down the data based on whether the development occurred within the 2nd Street Corridor Study Area, which is defined as the neighborhoods of Downtown, Historic Southwest/Folwell, and Kutzky Park, or outside of the Study Area. Based on building permit data provided by the City of Rochester, the chart shows that the land use categories of Retail and Medical have resulted in the most development since 2000. Because the Study Area is fully developed, it is interesting to note that a significant overall percentage of new development occurred in this area. The vast majority of this development, however, is the result of Mayo Clinic expansions and construction of new lodging facilities. Nonetheless, this is an important distinction in that projected job growth is projected to be strongest in these two industry sectors.



CONCLUSIONS

From an analysis of demographic and economic data, we can see that Rochester is a rapidly growing community. This growth is driven by the community's deep roots in the Healthcare industry. Although this strong growth has contributed to an impressive expansion of the metropolitan area, close in neighborhoods have been affected as well. Construction of new medical and lodging facilities are increasing the number of employees in such neighborhoods. Meanwhile, recent developments of new housing have stopped decades-long declines in population. Although the demographic composition of residents in Downtown, Historic Southwest/Folwell, and Kutzky Park consist mostly of young professionals or lower-income retirees, these are the household types that are fueling the strongest demand for new housing throughout the region and the nation.

Such trends bode well for the long-term prospects of development and redevelopment along the 2nd Street Corridor. However, if development is pursued in the short-term (i.e., within three to five years), the for-sale housing market is slow and any new development will need to recognize these conditions. Challenging markets do not always preclude any development, however. Projects that are well positioned and designed appropriately for the market may do well despite an overall market malaise.

Key market factors that will influence the timing and nature of development along the 2nd Street Corridor include the following:

- The 2nd Street Corridor is evolving into an important commercial corridor that is as at the center of activities (medical & lodging) that drive the Rochester economy
- Nearly 50% of all jobs in Rochester are located within walking distance of the Corridor
- Growth in these key activities is projected to be very strong, which indicates demand will continue to increase along the corridor for new medical and lodging uses
- As important, though, demand will also increase for housing that is convenient to jobs along the corridor among both lower-skilled and higher-skilled employees (i.e., workforce and high-end housing)

- Retail along the western end of the Corridor will be dependent upon the increase in jobs as retail in this area primarily supports daytime workers instead of neighborhood residents
- The eastern end of the Corridor (i.e., CBD) will be able to support additional retail provided the pedestrian character of the environment is preserved and, especially, enhanced (e.g., streetscape improvements, re-use and adaptation of existing buildings, and in-fill of vacant parcels)

Appendix D: Imagine Kutzky Vision Plan

The historic Kutzky neighborhood completed a year long visioning process for the preservative and future growth of the neighborhood in November of 2005. The first step in the implementation of the recommendations that were defined during the planning process was the creation of a land use plan amendment. This land use plan amendment was presented to the City of Rochester Planning and Zoning Commission and was unanimously recommended. The plan was approved by the City Council in May of 2006.

The overall Mission Statement for the Imagine Kutzky Vision Plan was:
"To preserve, enhance and promote Kutzky Park as a vibrant and sustainable, mixed-use urban neighborhood."
This plan was incorporated into the Second Street Framework Plan to the extent possible

ACTION PLAN

General Goals for taking action on:

1. Formation of public/private partnerships to achieve long-range goals of neighborhood
2. Promote open, timely, honest, and continuous communication with all neighborhood stakeholders
3. Work to receive commitment to this planning process for the preservation and redevelopment of the neighborhood from agency officials and local leaders
4. Work to change community perceptions about Kutzky Park through advocacy, education and Public Relations & Marketing strategies

Specific Goals for taking action are:

1. Preparation and adoption of a special zoning overlay district and land-use plan amendment for Kutzky Park area
2. Preparation and adoption of a design-guidelines handbook with text and graphics
3. Conduct market research analysis of existing commercial and residential conditions and climate; do market assessment to determine types of appropriate and successful future development in Kutzky Park
4. Develop and recruit a Kutzky Park Citizens Advisory Committee to Imagine Kutzky to guide revision process of the vision plan

NEIGHBORHOOD STREETS

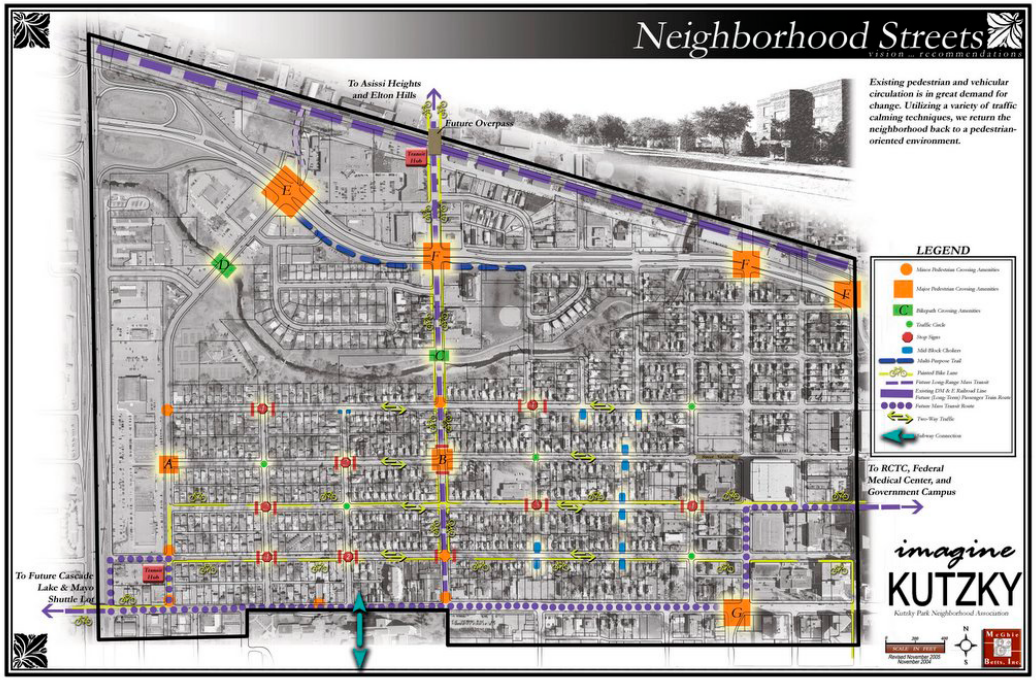
Goal: Create a safe, functional and attractive street system that balances the needs of automobiles with the needs of pedestrians, mass transit and bicycles.

Objectives:

- Reduce cut-through traffic by introducing a comprehensive traffic-calming program in the neighborhood.
- Encourage and promote alternative modes of transportation.
- Encourage outdoor dining and street activity such as vendors and musicians on the sidewalks of 2nd Street SW.
- Invest in the public realm and make streets safe, comfortable and attractive for pedestrians, bicycles, and vehicles.
- Increase public safety and street vitality by creating and maintaining human scale design elements through the placement and orientation of buildings, parking and streetscape materials.
- Reduce traffic speeds to an average of 20 mph through traffic calming measures.
- Reduce the amount of non-resident parking on residential streets.
- Provide an appropriate mix of parking to meet the needs of residents and businesses.

Recommendations:

- Work with Public Works to develop a long-range plan to phase in the following traffic-calming measures as a part of City's Capital Improvement Plan:
  - Return First Street SW, Center Street West, First Street NW and Second Street NW to two-way traffic.
  - Create a basket weave of stop signs and traffic circles throughout the neighborhood.
  - Add mid-block chokers, neck-downs on strategic corners, and painted parking lines.
  - Add pedestrian street crossing elements (such as bold, white reflective paint, special colored paving, etc.) through a hierarchy of crossing treatments based on street type.
  - Narrow streets where feasible to slow traffic and preserve existing street trees.
- Add bike lanes where appropriate to facilitate safe bicycle transportation.
- Provide wide, accessible sidewalks, street trees, landscaping, decorative lighting and street furniture to selected enhanced streetscape areas.
- Design building openings that are oriented to the street, including well illuminated windows and welcoming entrances.
- Develop an on-street parking strategy that uses the following criteria:
  - Provides for parking on both sides of street in mixed-use, commercial and high-density residential areas
  - Provides for parking on only one-side in low-density residential areas
  - Encourages the use of angle parking in mixed-use and commercial areas
- Encourage the development of a St Mary's parking facility to accommodate employee and visitor parking needs and relieve demand on neighborhood streets. Utilize permit parking where needed.



OPEN SPACE

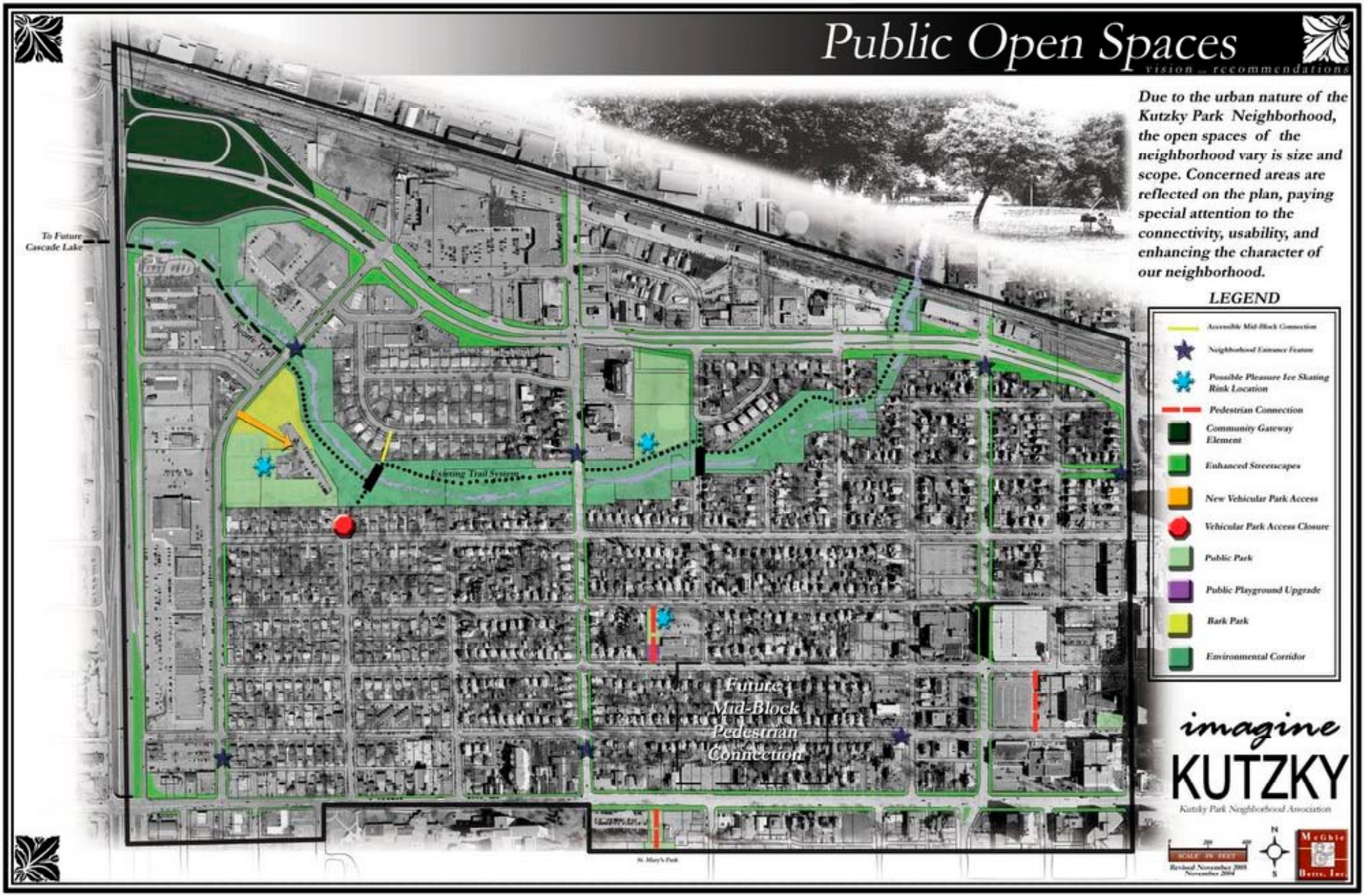
Goal: Make the public open space system a unifying feature of the neighborhood that strengthens it's unique identify.

Objectives:

- Strengthen the neighborhood's connection to the natural environment by improving pedestrian access to existing open spaces.
- Create a variety of open space types (trails, woods, athletic fields, plazas, etc.) to accommodate changing demographics.
- Establish a healthy urban ecology by protecting and restoring native vegetation and animal habitats.
- Intensify the use of natural storm water management and sustainable landscape practices to enhance water quality.
- Strengthen neighborhood identify through development of entrance features at key locations (signs, historic markers, etc).
- Emphasize the Civic Center Drive entrance to the city as a Community Gateway through landscaping and beautification.

Recommendations:

- Kutzky Park Neighborhood Association continues the official "adoption" of Kutzky Park and Cascade Creek through semi-annual park clean-up events.
- Eliminate non-user parking in tennis center parking lot year-round.
  - Change current parking restrictions from 'three-hour parking, May 1 through September 30, Monday through Friday' to 'three-hour parking, Monday through Friday."
- Explore the feasibility of the following park programming improvements in Kutzky Park:
  - Adding a Dog Park
  - Adding a leisure ice skating rink
  - Relocating the basketball court to a more site appropriate location within Kutzky Park
  - Improving the public availability of programming and facilities at the Tennis Center to capitalize on this asset within the neighborhood Center to capitalize on this asset within the neighborhood
- Close off the 13th Avenue NW vehicular entrance to Kutzky Park, converting to pedestrian-only entrance, and adding vehicular access to the Kutzky Park parking lot from 16th Avenue NW.
- Upgrade playground equipment at United Way site through city Parks Department.
- Create pedestrian access from 2nd Street SW to St. Mary's Park.
- Create or improve safe path connections where needed, prioritizing Cascade Creek path connection at 11th Avenue NW and future connection to Cascade Lake at 16th Avenue NW.
- Make the existing mid-block connection near the 13th Avenue foot-bridge more accessible.
- Work with public and private interests in securing property for new mid-block connections;
  - West Center Street to 1st Street SW between 11th and 7th Avenue
  - West Center Street United Way playground site to 1st Street NW


Public Open Spaces
vision ... recommendations
Due to the urban nature of the Kutzky Park Neighborhood, the open spaces of the neighborhood vary is size and scope. Concerned areas are reflected on the plan, paying special attention to the connectivity, usability, and enhancing the character of our neighborhood.
To Future Cascade Lake
Existing Trail System
Future Mid-Block Pedestrian Connection
LEGEND
Assessible Mid-Block Connection
Neighborhood Entrance Feature
Possible Pleasure Ice Skating Rink Location
Pedestrian Connection
Community Gateway Element
Enhanced Streetscapes
New Vehicular Park Access
Vehicular Park Access Closure
Public Park
Public Playground Upgrade
Bark Park
Environmental Corridor
imagine
KUTZKY
Kutzky Park Neighborhood Association
N
S
McGhie Betts, Inc.

LAND USE AND URBAN DESIGN

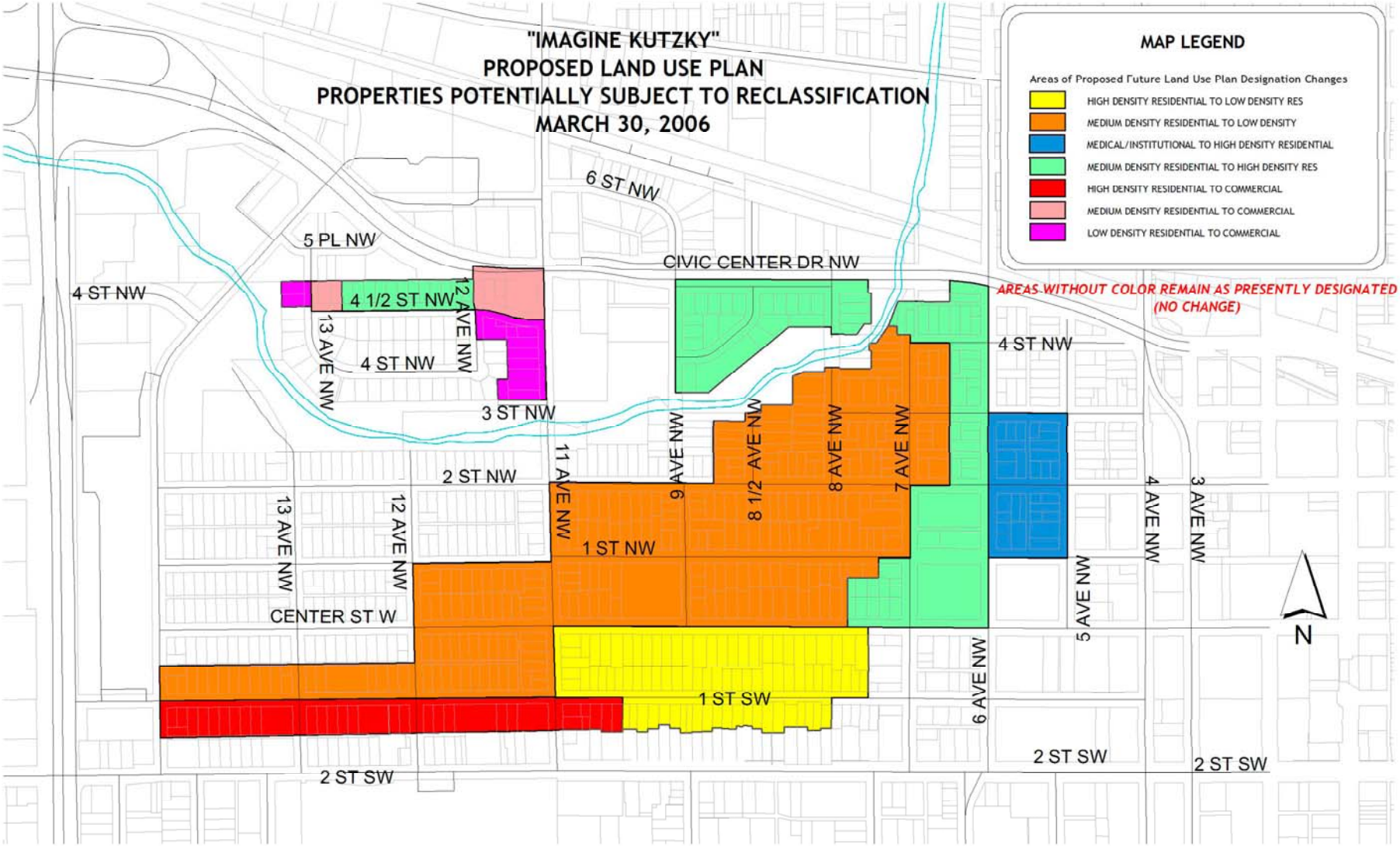
Goal: To create a sustainable, compact, cohesive urban neighborhood where residents can live, work, shop and play.

Objectives:

- Develop a long-range land use plan that encourages a compatible mix of land uses, protects natural and built assets and creates a sense of place.
- Connect mixed-use areas with a network of landscaped "green" streets and walks.
- Ensure that development contributes to the social and economic life of the community through quality design of the physical environment.
- Strengthen small business activity that is compatible with the social and physical make-up of the neighborhood.
- Encourage quality-building practices, which are enduring and will accommodate future alternative uses.
- Encourage the design and placement of buildings that incorporate human scale design details and promote pedestrian and non-motorized vehicle usage.
- Preserve historic structures when feasible and consider adaptive re-use.
- Encourage demolition of unsafe and condemned buildings and infill with architecturally compatible uses
- Preserve and create walkable commercial and mixed-use areas
- Create on-site parking that:
  - is carefully and judicially placed as to not create a void breaking the continuity of the neighborhood
  - assures safe vehicular and pedestrian circulation, minimizes negative visual impact an is well landscaped
  - integrates parking with buildings whenever feasible
- Use the following basic urban design principles when developing commercial and mixed-use areas:
  - Build to the sidewalk (i.e. property line).
    - Create a strong "streetwall" in which each building meets or comes close to the sidewalk.
      - Locate the inside floor level as close as possible to the level of the sidewalk outside.
- Make the building front "permeable".
  - Connect the inside of the building and the sidewalk outside with windows and doors.
    - Prohibit mirrored glass or window coverings that block visibility.
- Prohibit parking lots in front of the building.
  - Put on-site parking above, below, behind, or beside the building.
    - Allow on-street parking. Stop-and-go parking is essential to real shopping districts.

Recommendations:

- Prohibit surface parking lots as a principle use.
- Amend the existing land-use plan to include the Imagine Kutzky Vision plan.
- Change neighborhood zoning where needed through a Special Zoning solution (such as a form based overlay zone, new zoning ordinance, etc.).
- Create design guidelines and standards that shape the character of new development to the existing neighborhood character and are in accordance with the Urban Design objectives in the Imagine Kutzky Vision Plan.


"IMAGINE KUTZKY"
PROPOSED LAND USE PLAN
PROPERTIES POTENTIALLY SUBJECT TO RECLASSIFICATION
MARCH 30, 2006
MAP LEGEND
Areas of Proposed Future Land Use Plan Designation Changes
HIGH DENSITY RESIDENTIAL TO LOW DENSITY RES
MEDIUM DENSITY RESIDENTIAL TO LOW DENSITY
MEDICAL/INSTITUTIONAL TO HIGH DENSITY RESIDENTIAL
MEDIUM DENSITY RESIDENTIAL TO HIGH DENSITY RES
HIGH DENSITY RESIDENTIAL TO COMMERCIAL
MEDIUM DENSITY RESIDENTIAL TO COMMERCIAL
LOW DENSITY RESIDENTIAL TO COMMERCIAL
AREAS WITHOUT COLOR REMAIN AS PRESENTLY DESIGNATED (NO CHANGE)
6 ST NW
5 PL NW
CIVIC CENTER DR NW
4 ST NW
4 1/2 ST NW
12 AVE NW
13 AVE NW
4 ST NW
3 ST NW
11 AVE NW
9 AVE NW
8 1/2 AVE NW
8 AVE NW
7 AVE NW
4 ST NW
2 ST NW
13 AVE NW
12 AVE NW
1 ST NW
4 AVE NW
3 AVE NW
5 AVE NW
CENTER ST W
N
1 ST SW
6 AVE NW
2 ST SW
2 ST SW
2 ST SW

Appendix E: 2nd Street Corridor Traffic Operational Analysis/Assessment

I. Introduction

The study analyzes the 2nd Street Southwest Corridor from 6th Avenue to TH 52. It is based upon the existing daily traffic volumes provided by the City Public Works Department and also the projected daily traffic volumes provided by ROCOG. The study provides a planning level assessment of the capacity of the 2nd Street Corridor. This assessment will allow for a generalized corridor capacity on a daily basis to determine the impacts of the existing land uses and the City-projected changes. Intersections that were examined as part of this study include:

- 2nd Street & West Frontage Road TH 52.
- 2nd Street & East Frontage Road TH 52.
- 2nd Street & 16th Avenue.
- 2nd Street & 14th Avenue.
- 2nd Street & 11th Avenue.
- 2nd Street & 6th Avenue.

II. Data Collection

2000-2006 Historical Traffic Volumes
Historical Traffic Counts for the years 2000 – 2006 were obtained from the MnDOT website. These counts are conducted by-annually and are adjusted based upon day of week and month of year. They have been used to compute a historical traffic growth factor that can be compared to projected growth factor. Current turning movement counts have also been obtained. These are from the City of Rochester Public Works Department, and are counts taken in 2006 for the Traffic Signal Retiming Study.

Table 1

2nd Street SW Traffic Volumes														
Year	2000	2002	2004	2006	2000-2006 Historic Traffic				2035 ROCOG Traffic Projections range					
Source	MnDOT	MnDOT	MnDOT	MnDOT	Growth	Ratio			Range			ratio		
Location						2006 volume /2000 volume	Growth Factor	yearly % growth	low	high	Recommended Volume *	2035 volume /2000 volume	Growth Factor	yearly % Growth
6th-11th	17,300	16,200	19,900	17,800	500	1.029	1.0047	0.474	28,000	33,700	26,000	1.783	1.017	1.667
11-16th	18,700	18,900	19,000	19,500	800	1.043	1.0070	0.76	17,000	28,000	29,800	1.203	1.005	0.530
16-TH 52	22,400	22,300	21,700	23,200	800	1.036	1.0059	0.584	33,700	43,750	42,300	1.729	1.016	1.577

* These volumes were recommended by the Working Session Members

Dates of Turning Movement Counts (all are 6:45-8:45AM & 3:30–5:45 PM)

Intersection	Date Counted
• 2nd St & W Frontage Rd TH 52.	11-09-2006
• 2nd St & E Frontage Rd TH 52.	11-14-2006
• 2nd St & 16th Avenue.	11-19-2006
• 2nd St & 14th Avenue.	11-16-2006
• 2nd St & 11th Avenue.	11-28-2006
• 2nd St & 6th Avenue.	11-29-2006

Projected Traffic Volumes

Projected Traffic Counts for the year 2035 were obtained from the ROCOG staff. These are presented graphically and are attached in the appendix. They show the Average Daily Traffic in a range. For this study, the average of the range is used. However, the working session members adjusted these to be the numbers seen in the chart.

ROCOG also provides Projected Turning Movements Counts from the Model. However these must be adjusted to account for new information that has been discovered since their generation and also converted to Peak Hour Movements. A peak hour factor of 11.4% has been used for this study. It is calculated by dividing the current year park hour traffic by the current year ADT. For 2nd Street at the East Frontage Road this equals 2,657 / 23,200 = .114

III. Traffic Analysis

A. Corridor Details

The roadway currently has 2 through lanes in each direction with left-turn lanes provided at the following locations:

- East & West Bound at 6th Avenue
- East Bound at 11th Avenue
- East Bound at 16th Avenue
- Dual East Bound at the East Frontage Road
- Dual West Bound at the West Frontage Road

In addition, there are right turn lanes provided at the following locations:

- West Bound at 11th Avenue
- West Bound at the East Frontage Road

B. Corridor Capacity

The daily capacity of any individual roadway is based upon many factors which may include the number of lanes provided, the number of access points per mile, the number of signalized intersections per mile, percentage of truck and/or bus traffic, and the physical grade of the roadway. However, for planning purposes, a generalized average daily traffic (ADT) threshold for the roadway is used. Table 2 shows the generalized ADT volume thresholds for a roadway type and a number of lanes in terms of level of service (LOS). This is a qualitative measure describing operational conditions within a traffic stream, generally in terms of service measures such as speed, freedom to maneuver, traffic interruptions, and comfort. An LOS of A represents the best results with little or no delay. An LOS of F represents the worst results with excessive delay and queues. An LOS of D is usually the lowest accepted by most agencies.

It is important to remember that this information is for planning level purposes only. While Table 2 is a good guide, there are existing two-lane roads that are accommodating higher daily volumes of traffic than assumed in this table.
Based upon the information in Table 2 and the projected volumes in figure 2, the LOS for each segment of the study corridor can be determined.

Table 2
Generalized Average Daily Traffic Volume Thresholds

Facility Type	Maximum ADT Volume at Level of Service				
	A	B	C	D	E
2-Lane Roadway-					
Without Turn lanes	3,000	4,500	6,500	8,500	10,000
With Right Turn Lanes	4,750	7,200	10,300	13,500	15,900
3-Lane Roadway-					
Without Turn lanes	5,250	7,900	11,400	14,900	17,500
With Right Turn Lanes	7,500	11,250	16,250,	21,250	25,000
4-Lane Roadway-					
Without Turn lanes	7,100	10,700	15,400	20,100	23,700
With Right Turn Lanes	9,600	14,400	20,700	27,100	31,900
5-Lane Roadway-					
Without Turn lanes	10,100	15,200	21,900	28,600	33,700
With Right Turn Lanes	12,600	18,900	27,200	35,600	41,900

Level of Service (With no roadway changes)

Segment	Current Volume	Current LOS	Year 2035 Projected Volume	Projected LOS
6th-11th	17,800	D	26,000	F
11-16th	19,500	D	29,800	F
16-TH 52	23,200	C	42,300	F

C. Current Intersection Volumes

The current year p.m. peak hour volumes of the study intersections were analyzed using the Synchro/SimTraffic software package, which uses the methodology presented in the Highway Capacity Manual. These results are also presented in terms of Level of Service. More detailed LOS results and queue analyses are provided in the appendix of this report.

Rochester 2nd Street Corridor
Existing Conditions

Signalized Intersection

2nd Street & 6th Avenue		NB on 6th Ave			SB on 6th Ave			EB on 2nd Street			WB on 2nd Street			Total
		Left	Through	Right	Left	Through	Right	Left	Through	Right	Left	Through	Right	
AM Peak Hour	**Volume**	59	399	18	42	129	33	166	599	180	30	328	51	
	Delay	29.8	20.8	17.2	36.4	18.2	8.8	25.9	8.6	12.5	30.1	9.8	8.3	13.8
	LOS	**C**	**C**	**B**	**D**	**B**	**A**	**C**	**A**	**B**	**C**	**A**	**A**	**B**
	Lanes	1	1		1	1		1	2		1	2		
	Queues	76	274		58	110		161	168-209		49	86-111		
PM Peak Hour	**Volume**	101	168	24	71	408	104	54	453	124	55	770	85	
	Delay	75.7	20.9	14.7	33.2	26.6	22.9	49.7	14.4	16.8	33.4	18.6	16.8	22.9
	LOS	**E**	**C**	**B**	**C**	**C**	**C**	**D**	**B**	**B**	**C**	**B**	**B**	**C**
	Lanes	1	1		1	1		1	2		1	2		
	Queues	182	248		123	418		83	176-198		67	237-268		

Signalized Intersection

2nd Street & 11th Avenue		NB on 11th Ave			SB on 11th Ave			EB on 2nd Street			WB on 2nd Street			Total
		Left	Through	Right	Left	Through	Right	Left	Through	Right	Left	Through	Right	
AM Peak Hour	**Volume**				159		77	55	1,083			321	67	
	Delay				23.3		8.7	12.0	6.2			4.2	3.5	7.2
	LOS				**C**		**A**	**B**	**A**			**A**	**A**	**A**
	Lanes				1		1	1	2			2	1	
	Queues				134		41	54	163-189			81-70	39	
PM Peak Hour	**Volume**				149		105	105	475			978	164	
	Delay				27.7		14.8	24.3	4.2			7.1	6.8	8.7
	LOS				**C**		**B**	**C**	**A**			**A**	**A**	**A**
	Lanes				1		1	1	2			2	1	
	Queues				131		71	94	84-96			141-137	46	

Signalized Intersection	2nd Street & 14th Avenue		NB on 14th Ave			SB on 14th Ave			EB on 2nd Street			WB on 2nd Street			Total
			Left	Through	Right	Left	Through	Right	Left	Through	Right	Left	Through	Right	
	AM Peak Hour	Volume	241		113					890	407	130	293		
		Delay	44.3		14.0					8.9	12.3	208.4	55.1		30.8
		LOS	**D**		**B**					**A**	**B**	**F**	**E**		**C**
		Lanes	1		1					2			2		
		Queues	277		143					261-318			733-616		
	PM Peak Hour	Volume	418		128					500	182	167	800		
		Delay	41.1		17.9					10.9	13.1	53.9	23.9		23.9
		LOS	**D**		**B**					**B**	**B**	**D**	**C**		**C**
		Lanes	1		1					2			2		
		Queues	516		195					210-235			490-504		

Signalized Intersection	2nd Street & 16th Avenue		NB on 16th Ave			SB on 16th Ave			EB on 2nd Street			WB on 2nd Street			Total
			Left	Through	Right	Left	Through	Right	Left	Through	Right	Left	Through	Right	
	AM Peak Hour	Volume	1	1	1	90	1	80	155	1,287	1	1	491	42	
		Delay	0.0	11.1	14.4	30.7	29.4	14.9	10.9	7.2	0.0	0.0	5.8	4.2	8.2
		LOS	**A**	**B**	**B**	**C**	**C**	**B**	**B**	**A**	**A**	**A**	**A**	**A**	**A**
		Lanes	1	1			1		1	2			2		
		Queues	6	10			141		113	249-275			87-141		
	PM Peak Hour	Volume	8	6	9	79	5	272	133	692	8	19	1,276	113	
		Delay	41.5	32.3	3.8	46.7	53.1	34.2	39.0	12.9	8.8	78.8	48.2	53.5	37.5
		LOS	**D**	**C**	**A**	**D**	**D**	**C**	**D**	**B**	**A**	**E**	**D**	**D**	**D**
		Lanes	1	1			1		1	2			2		
		Queues	22	35			320		160	211-226			407-438		

Signalized Intersection

2nd Street & TH 52 East Frontage Rd		NB on E Frontage Rd			SB on E Frontage Rd			EB on 2nd Street			WB on 2nd Street			Total
		Left	Through	Right	Left	Through	Right	Left	Through	Right	Left	Through	Right	
AM Peak Hour	**Volume**	119	108	251				136	1,279			253	290	
	Delay	42.2	40.3	22.5				46.8	9.5			9.2	4.6	15.2
	LOS	**D**	**D**	**C**				**D**	**A**			**A**	**A**	**B**
	Lanes	2		1				2	2			4	1	
	Queues	99-168		167				105-119	157-173			67-92-17-0	103	
PM Peak Hour	**Volume**	156	176	84				233	577			687	617	
	Delay	46.4	43.7	16.8				49.3	14.3			15.0	15.8	21.6
	LOS	**D**	**D**	**B**				**D**	**B**			**B**	**B**	**C**
	Lanes	2		1				2	2			4	1	
	Queues	196-190		134				122-133	172-167			89-114-159-337	339	

Signalized Intersection

2nd Street & TH 52 West Frontage Rd		NB on W Frontage Rd			SB on W Frontage Rd			EB on 2nd Street			WB on 2nd Street			Total
		Left	Through	Right	Left	Through	Right	Left	Through	Right	Left	Through	Right	
AM Peak Hour	**Volume**				721	116	200		660	108	323	97		
	Delay				65.7	70.2	33.3		54.0	49.4	39.2	25.1		53.2
	LOS				**E**	**E**	**C**		**D**	**D**	**D**	**C**		**D**
	Lanes				2		1		4		2	2		
	Queues				413-421		255		58-179-384-405		128-138	84-85		
PM Peak Hour	**Volume**				324	94	164		424	195	251	689		
	Delay				44.2	43.2	23.7		31.7	22.2	32.3	8.1		25
	LOS				**D**	**D**	**C**		**C**	**C**	**C**	**A**		**C**
	Lanes				2		1		4		2	2		
	Queues				174-155		214		84-109-155-219		130-139	144-147		

D. Projected Intersection Volumes

ROCOG also provides Projected Turning Movements Counts from the Model. However these must be adjusted to account for new information that has been discovered since their generation and also converted to Peak Hour Movements. A peak hour factor of 11.4% has been used for this study. It is calculated by dividing the current year park hour traffic by the current year ADT. For 2nd Street at the East Frontage Road this equals 2,657 / 23,200 = .114

IV. Identified Priority Needs and Traffic Improvements

Several priority needs and traffic improvements were identified in a working session with the City DPW staff. The following ideas were identified and prioritized. A review of the concepts will follow that will allow for an evaluation of the effectiveness of traffic & pedestrian flow with regards to operations and safety. Revisions to the concepts will be made to ensure maximum safety & traffic flow.

At this time these are only suggestions going into the working session.

1. Replace the pavement with new concrete pavement.
2. Add right turn lanes for all intersections with signals, where feasible.
3. Move the Mayo Shuttle bus access from 12th Avenue to 11th Avenue.
4. Synchronize the traffic signals all hours which meet warrant # one, weekdays & weekends.
5. Increase the private driveway spacing to meet the current Thoroughfare plan standards.
6. Provide an off-street indoor waiting area for transit passengers for both directions at St Marys Hospital.
7. Eliminate left-turns from minor side streets 9th Avenue, 12th Avenue, 13th Avenue, 15th Avenue and 16th Avenue West.
8. Remove parking from 6th Avenue to 11th Avenue.
9. Widen the sidewalks and boulevards from 6th Avenue to 11th Avenue.
10. Review the current City of Rochester 6-year Capital Improvement Plan (CIP) for projects.
    a) St. Mary's transit hub – expand the passenger waiting and shelter area, signage.
    b) Reconstruct 2nd Street SW from 2nd Avenue to 6th Avenue with concrete pavement
    c) Signal Optimization – yearly.

V. Conclusions & Recommendations

Based upon the information presented in this report, the following recommendations have been drawn regarding the

- Traffic volumes are expected to continue to increase as more jobs are created within the corridor.
- 2nd Street Corridor can not be expected to accommodate all of the desired trips. Expansion of capacity on parallel routes is needed along with continued transfer of trips to transit & non-motorized methods.
- Addition of a right turn lane for east bound traffic at 14th Avenue would be valuable.
- Management of access into driveways and minor side streets would also be valuable.

VI. Appendix

- MnDOT bi-annual traffic count data for 2000, 2002, 2004 and 2006 -4 sheets
- City of Rochester turn count data for AM & PM hours at 6 signalized intersections in the corridor.
- ROCOG 2035 Traffic Projections - 4 sheets
- SimTraffic Performance Report Existing PM – 3 sheets

Meeting Minutes
2nd Street Corridor Neighborhood Planning & Design
Working Session Meeting
Thursday November 29, 2007 – 2:00 PM
Rochester Public Works

Attendance: City – R. Freese, G. Shannon
Bonestroo – G. Martin, D. Rossman, D. Trangsrud

1. **Review of Proposal Elements 109 & 110**
   This was reviewed with No comments, it has been reviewed by the main Taskforce.

2. **Review of Draft Traffic Report Task 109** This was reviewed with the following comments:

   a. Page 1 – year 2035 ROCOG Traffic Projections, use 26,000 for east district, 29,800 for St. Marys District and 42,300 for Gateway District.

   b. Page 2 – Data Collection: add a chart with the number of driveways in each district.

   c. Page 3 – LOS 2035 add "with no roadway changes" to the chart, and all levels at LOS "F".

   d. Page 5 – Traffic Improvements #2; add "where feasible"

3. **Review of Draft Parking report Task 110**
   This was reviewed with the following comments:
   a. Revise the note on hours and days of the current parking restriction from 6th to 11th to read: "during the hours of 9:00 AM to 5:00 PM Monday thru Saturday.

4. **Identify Priority Needs, Traffic and Improvement**
   See the current CIP 2007-2012
   St. Marys transit hub - expanded passenger waiting and shelter area, signage - 2008
   Reconstruct 2 St SW from 2 Av SW to 6 Av SW with concrete pavement. – 2008
   Signal Optimization (Labor & materials) – yearly

Appendix F: Streetscape Detail Costs

Following is a detailed cost estimate for the three streetscape types illustrated in the framework plan.

DESCRIPTION	UNIT	TOTAL EST. QUANTITY	ESTIMATED TOTAL UNIT COST	ESTIMATED TOTAL COST
STREET TYPE A BASE COSTS (1 Block Face: 15' width, 300' length = 4500 total SF)				
UNIT PAVERS	SF	4020	$5.00	$20,100.00
PED RAMP FORMING AND GRADING	EA	2	$175.00	$350.00
TRUNCATED DOMES (8' ramp)	SF	32	$50.00	$1,600.00
TREE PLANTER TREATMENTS (potentially grates, pavers, soil, plants)	SF	480	$26.00	$12,480.00
OVERSTORY TREES	EA	8	$400.00	$3,200.00
STRUCTURAL SOIL (8CY per tree)	CY	64	$100.00	$6,400.00
AGGREGATE BASE (6" depth)	CY	75	$14.00	$1,050.00
ORNAMENTAL PEDESTRIAN LIGHTS (incl. base, conduit, footing)	EA	4	$8,000.00	$32,000.00
BENCHES	EA	2	$1,800.00	$3,600.00
WASTE RECEPTACLES	EA	1	$1,300.00	$1,300.00
DRIP IRRIGATION ALLOWANCE	LS	1	$3,500.00	$3,500.00
STREET TYPE A BLOCK FACE SUBTOTAL				**$85,580.00**
25% SOFT COSTS	(Design fees, contingency, inflation)			$21,395.00
STREET TYPE A TOTAL BASE COSTS				**$106,975.00**
STREET TYPE A - ADD ON COSTS				
WAYFINDING SIGNAGE	LS	1	$5,000.00	$5,000.00
ORNAMENTAL RAILINGS/FENCES (incl. decorative posts)	LF	42	$300.00	$12,600.00
KIOSK	EA	1	$18,000.00	$18,000.00
GFI RECEPTACLES WITH WIRING	EA	4	$400.00	$1,600.00
				$37,200.00
25% SOFT COSTS	(Design fees, contingency, inflation)			$9,300.00
TOTAL OF BASE COSTS				$106,975.00
STREET TYPE A TOTAL w ADD ON COSTS				**$153,475.00**
Streetscape Type A Base Cost per LF		$106,975	/ 300 lf =	**$356.58**
Streetscape Type A w Add on Cost per LF		$153,475	/ 300 lf =	**$511.58**
Total LF of Streetscape Type A *=	**2916**			
Cost Range for Streetscape Type A *=		**$1,039,797.00**	**to**	**$1,491,777.00**
* See 9-23-08StreetscapeCostDiagram				

STREET TYPE B BASE COSTS (1 Block Face: 11' width, 300' length = 3300 total SF)				
UNIT PAVERS	SF	2980	$5.00	$14,900.00
PED RAMP FORMING AND GRADING	EA	2	$175.00	$350.00
TRUNCATED DOMES (8' ramp)	SF	32	$50.00	$1,600.00
TREE PLANTER TREATMENTS (potentially grates, pavers, soil, plants)	SF	320	$26.00	$8,320.00
OVERSTORY TREES	EA	8	$400.00	$3,200.00
STRUCTURAL SOIL (8CY per tree)	CY	64	$100.00	$6,400.00
AGGREGATE BASE (6" depth)	CY	55	$14.00	$770.00
ORNAMENTAL PEDESTRIAN LIGHTS (incl. base, conduit, footing)	EA	4	$8,000.00	$32,000.00
BENCHES	EA	2	$1,800.00	$3,600.00
WASTE RECEPTACLES	EA	1	$1,300.00	$1,300.00
DRIP IRRIGATION ALLOWANCE	LS	1	$3,500.00	$3,500.00
STREET TYPE B BLOCK FACE SUBTOTAL				**$75,940.00**
25% SOFT COSTS (Design fees, contingency, inflation)				$18,985.00
STREET TYPE B TOTAL BASE COSTS				**$94,925.00**
STREET TYPE B - ADD ON COSTS				
WAYFINDING SIGNAGE	LS	1	$5,000.00	$5,000.00
ORNAMENTAL RAILINGS/FENCES (incl. decorative posts)	LF	42	$300.00	$12,600.00
KIOSK	EA	1	$18,000.00	$18,000.00
GFI RECEPTACLES WITH WIRING	EA	4	$400.00	$1,600.00
				$37,200.00
25% SOFT COSTS (Design fees, contingency, inflation)				$9,300.00
TOTAL OF BASE COSTS				$94,925.00
STREET TYPE B TOTAL w ADD ON COSTS				**$141,425.00**
Streetscape Type B Base Cost per LF		$94,925	/ 300 lf =	**$316.42**
Streetscape Type B w Add on Cost per LF		$141,425	/ 300 lf =	**$471.42**
Total LF of Streetscape Type B *=	**1677**			
Cost Range for Streetscape Type B *=		**$530,630.75**	**to**	**$790,565.75**
* See 9-23-08StreetscapeCostDiagram				

STREET TYPE C BASE COSTS (1 Block Face: 15' width (7' walk, 8' blvd), 300' length = 4500 total SF)				
STANDARD 4" CONCRETE	SF	1800	$4.50	$8,100.00
UNIT PAVER ACCENTS	SF	300	$6.00	$1,800.00
PED RAMP FORMING AND GRADING	EA	2	$175.00	$350.00
TRUNCATED DOMES (6' ramp)	SF	24	$50.00	$1,200.00
SOD BLVD (incl. 6" of topsoil)	SF	2300	$0.50	$1,150.00
OVERSTORY TREES	EA	8	$400.00	$3,200.00
MODIFIED TOPSOIL FOR TREES (6 CY per tree)	CY	48	$15.00	$720.00
AGGREGATE BASE (6" depth)	CY	41	$14.00	$574.00
ORNAMENTAL PEDESTRIAN LIGHTS (incl. base, conduit, footing)	EA	4	$8,000.00	$32,000.00
BENCHES	EA	2	$1,800.00	$3,600.00
PAVER BENCH NODES	SF	100	$6.00	$600.00
WASTE RECEPTACLES	EA	1	$1,300.00	$1,300.00
SPRAY IRRIGATION ALLOWANCE	LS	1	$3,500.00	$3,500.00
STREET TYPE C BLOCK FACE SUBTOTAL				**$58,094.00**
25% SOFT COSTS	(Design fees, contingency, inflation)			$14,523.50
STREET TYPE C TOTAL BASE COSTS				**$72,617.50**
STREET TYPE C - ADD ON COSTS				
LINEAR LIBRARY SIGNAGE	LS	1	$8,000.00	$8,000.00
GFI RECEPTACLES WITH WIRING	EA	4	$400.00	$1,600.00
				$9,600.00
25% SOFT COSTS	(Design fees, contingency, inflation)			$2,400.00
TOTAL OF BASE COSTS				$72,617.50
STREET TYPE C TOTAL w ADD ON COSTS				**$84,617.50**
Streetscape Type C Base Cost per LF		$72,618	/ 300 lf =	**$242.06**
Streetscape Type C w Add on Cost per LF		$84,618	/ 300 lf =	**$282.06**
Total LF of Streetscape Type C *=	8972			
Cost Range for Streetscape Type C *=		**$2,171,747.37**	**to**	**$2,530,627.37**

MEDIAN COSTS (1 Block: 12' width, 220' length = 2630 total SF)				
STANDARD 4" CONCRETE	SF	**286**	$4.00	$1,144.00
ORNAMENTAL AGGREGATE MULCH	CY	**20**	$50.00	$1,000.00
STEEL EDGER (between mulch and plant beds)	LF	**177**	$3.00	$531.00
MODIFIED TOPSOIL FOR TREES (6 CY per tree)	CY	**30**	$15.00	$450.00
PERENNIALS/ORN GRASSES (incl 8" topsoil in plant bed)	EA	**520**	$16.00	$8,320.00
OVERSTORY TREES	EA	**5**	$400.00	$2,000.00
SCULPTURAL ELEMENTS	EA	**6**	$2,000.00	$12,000.00
IRRIGATION ALLOWANCE	LS	**1**	$3,000.00	$3,000.00
STREET TYPE TYPICAL MEDIAN SUBTOTAL				**$28,445.00**
25% SOFT COSTS	(Design fees, contingency, inflation)			$7,111.25
STREET TYPE C TOTAL BASE COSTS				**$35,556.25**
MEDIAN - ADD ON COSTS				
GFI RECEPTACLES WITH WIRING	EA	**3**	$400.00	$1,200.00
				$1,200.00
25% SOFT COSTS	(Design fees, contingency, inflation)			$300.00
TOTAL OF BASE COSTS				$35,556.25
MEDIAN TOTAL w ADD ON COSTS				**$37,056.25**
Median Base Cost per LF		$35,556	/ 220 lf =	**$161.62**
Median w Add on Cost per LF		$37,056	/ 220 lf =	**$168.44**
Total LF of Median *=	**2426**			
Cost Range for Median *=		**$392,088.47**	**to**	**$408,629.38**
CROSSWALK COST (Per segment:: 60' street width x 10' walk width = 600 SF)				
THICKENED ACCENT CROSSWALK PAVING	SF	600	$8.00	$4,800.00
25% SOFT COSTS	(Design fees, contingency, inflation)			$1,200.00
CROSSWALK TOTAL COSTS				**$6,000.00**
TOTAL CROSSWALK COSTS (27 Segments total)	27	x	$6,000.00	**$162,000.00**
Total Streetscape Cost Range for Rochester		**$4,296,263.58**	to	**$5,383,599.49**
* See 9-23-08StreetscapeCostDiagram				

Costs are for streetscape treatment from future back of curb to ROW. Median costs are from future back of curb to back of curb.
Costs do not include rough grading, mobilization, excavation, demolition, utility and streetwork.
Irrigation ccst is projected to include costs of a cabinet, meters, backflow preventer.

Appendix G: Potential Funding Sources

Potential Funding Sources

This section is intended to provide a preliminary assessment of state and federal funding options, as well as development tools the City could consider for the 2nd Street public improvements and redevelopment projects.

Because this is a relatively complex redevelopment project involving multiple stages and design elements, this list should not be considered comprehensive, but rather a starting point to begin to evaluate potential funding sources as the project is programmed for implementation.

Two important notes: First, it should be understood that the federal government's Transportation Finance Act called SAFETEA-LU, which governs the distribution of transportation funding to the states, will expire in 2009. The reauthorization of this Act will have an impact on the types of programs and degree of funding for each federal program governed by the new law.

Second, in almost all cases, grant and loan financing provided by the federal or state government must be made to a public entity, (i.e., a county, city or township). This means that the Rochester Area Foundation will generally have to work with a public sponsor in going after many of these funding opportunities.

1. Federal and State Potential Funding Sources

a. Federal Transportation Enhancement (TE) Program

The TE program is a competitive program administered by the Mn/DOT District 6 Area Transportation Partnership that offers funding for activities intended to help expand transportation choices and enhance the transportation experience through 12 eligible TE activities related to surface transportation. These activities include landscaping and scenic beautification, pedestrian and bicycle infrastructure programs, historic preservation, and environmental mitigation. One or more of these 12 activities must constitute at least 70 percent of the project cost. Other activities such as paving a parking lot, constructing buildings, or providing restrooms must constitute no more than 30 percent of the project cost.

The next solicitation will take place in the spring and summer of 2010, and Mn/DOT is anticipating that approximately $2 million will be available for TE projects in the district to be programmed in 2014 and 2015.

b. Federal Surface Transportation Program (STP)

Like the federal TE program, the federal STP program also is administered by Mn/DOT and solicits projects every two years. This competitive program typically favors projects that involve new construction/reconstruction resulting in operational or safety improvements. However, transportation enhancements and construction to accommodate other transportation modes (i.e. walking, biking, streetcars, buses) are also eligible to receive funding under this program. Another eligible project type under the STP program that could be applicable is modification of public sidewalks to comply with American with Disabilities Act (ADA) standards.

The next solicitation for federal STP funds will be out in the summer of 2009. Projects selected for funding would be programmed in 2013 and 2014. Once again, the STP program is highly competitive and projects selected for funding are typically roadway improvement projects focusing on safety and mobility improvements.

c. Minnesota Transportation Revolving Loan Fund (TRLF)

Minnesota's TRLF operates in much the same way as a commercial bank, offering loans and other types of financial assistance to eligible borrowers to finance transportation projects. (The term "other financial assistance" means loan guarantees, lines of credit, credit enhancements, equipment financing leases, bond insurance, and other forms of financial assistance.) Project types eligible to be funded through the TRLF include streetscaping and other enhancement items, pre-design studies; acquisition of right of way, road and bridge maintenance, repair, improvement, or construction; rail safety projects; signs; guardrails; and protective structures used in connection with these projects.

If a determination is made to pursue TRLF funding, the project sponsors should work with the following organizations to ensure eligibility for funding: 1) Mn/DOT District 6 representatives who oversee the district's Area Transportation Partnership (ATP); and 2) the Minnesota Public Facilities Authority (PFA), who essentially serves as the "banking authority" for the program.

2. Department of Employment and Economic Development (DEED) Development and Redevelopment Grants and Loans: The Minnesota Department of Employment and Economic Development (DEED) offers a number of different financial and technical resources grants to communities and businesses for the purpose of fostering business growth and addressing revitalization needs. Eligible activities include certain redevelopment projects, street improvements supporting certain economic development projects, housing and commercial rehabilitation, and cleanup of contaminated sites.

DEED has recently implemented a "one-stop shopping" application for a variety of funding programs intended to foster and promote economic development. The "Business Development/Infrastructure Application" is a process that allows eligible applicants to apply for multiple funding sources through just one application.

There may be future development projects within the Second Street corridor that could be eligible for DEED-administered grants. Once these development plans are firm, DEED staff should be consulted to determine potential eligibility for funding through these grant and loan programs.

3. Environmental Grants and Loans: Depending on the specific public benefits anticipated by the project, there may be some additional opportunities to attract grant or low-interest loan funding through programs that address environmental objectives. One DNR source is identified below. Environmental programs such as this are possibilities, but will not likely provide the level of funding that is possible under the federal Transportation Enhancement program, discussed above.

- Department of Natural Resources – Habitat Improvement Grants Habitat Enhancement projects include restoration of native plant communities, reforestation, protection of wetlands, and abatement of soil erosion. Plantings must consist only of native species

Development Tools

The following section provides a brief discussion of the tools currently available to the City to consider for redevelopment within the Second Street Corridor. A complete examination of the tools available to the City is not possible in this document, but providing an overview of the most commonly used finance tools is helpful. This discussion focuses on the highlights of those tools.

Overview of Statutory Authority

Every statutory power contains a unique set of authorizations and restrictions. Understanding these provisions is a key to effective use. In some cases, the city may have several options. For example, public improvements can be financed with special assessments, special service districts, housing improvement areas, tax abatement, and tax increment financing.

Some key sources of statutory authority come from the following:

- Constructing public improvements and levying special assessments – Chapter 429
- Constructing, operating, and maintaining water, sanitary sewer, and storm-water utility systems – Section 444.075
- Creating and using special service districts – Sections 428A.01 through 428A.101
- Creating and using housing improvement areas – Section 428A.11
- Establishing and using tax increment financing districts – Sections 469.174 through 469.1791
- Making and using tax abatement levies – Sections 469.1812 through 469.1815
- Powers granted to cities through housing and redevelopment authorities – Sections 469.001 through 469.047
- Powers granted to cities through economic development authorities – Sections 469.090 through 469.1081
- Lease financing for real and personal property – Section 465.71

These statutes are available on the Internet at www.revisor.leg.state.mn.us/stats.

Finance Tools

Economic development actions require a framework for financial decision-making. The investment of public dollars to achieve economic development objectives should be guided by several key principles:

- Financial resources are limited. The city has limited funding to apply to economic development initiatives, so the use of resources must be targeted to achieve the greatest effect on the community.
- Financial decisions require long-term perspective. The current use of financial resources may reduce monies available in the future. In evaluating short-term opportunities, it is important to question the long-term impact on community development.
- Public funds should lead to private investment. While this section focuses on public finance actions, economic development cannot become reality without private investment. The use of public funds should be targeted to actions that encourage private investment in Rochester.

1. Tax Increment Financing: Tax increment financing (TIF) is the primary development finance tool available to Minnesota cities. TIF is simple in concept, but complex in its application. Through tax increment financing, the property taxes created by new development (or redevelopment) are captured and used to finance activities needed to encourage the development. The challenge in using TIF lies with the complex and ever-changing statutory limitations.

Some key sources of statutory authority come from the following:

- Constructing public improvements and levying special assessments – Chapter 429
- Constructing, operating, and maintaining water, sanitary sewer, and stormwater utility systems – Section 444.075
- Creating and using special service districts – Sections 428A.01 through 428A.101
- Creating and using housing improvement areas – Section 428A.11
- Establishing and using tax increment financing districts – Sections 469.174 through 469.1791
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- Lease financing for real and personal property – Section 465.71

These statutes are available on the Internet at www.revisor.leg.state.mn.us/stats.

Pooling

The term pooling refers to the ability to spend money outside of the boundaries of the TIF district. For redevelopment districts, not more than 25% of revenues can be spent on activities outside of the TIF district. The limit is 20% for all other districts. Monies spent on administrative expense count against this limit. This limit reduces the ability of TIF to pay for area-wide improvements and to use excess revenues to support other development sites.

Timing Constraints

Timing factors must be considered in creating a TIF district. Establishing a district too far in advance of actual development may limit future use. Within three years from the date of certification, the City must undertake activity within the district. The statutory criteria of activity include issuance of bonds in aid of a project, acquisition of property, or the construction of public improvements. Without qualifying activity, no tax increment can be collected from the district. Within four years from the date of certification, the city or property owners must take qualifying actions to improve parcels within the district. All parcels not meeting these statutory criteria must be removed (knocked down) from the district. Upon future improvement, any parcel so removed may be returned to the district. After five years from the date of certification, the use of tax increment is subject to new restrictions. Generally, tax increment can only be used to satisfy existing debt and contractual obligations. The geographic area of the TIF district can be reduced, but not enlarged, after five years from the date of certification.

2. Tax Abatement: Tax abatement acts like a simpler and less powerful version of tax increment financing. With TIF, the City controls the entire property tax revenue

from new development. Under the abatement statute (Minnesota Statutes, Sections 469.1812 through 469.1815), the City, county, and school district have independent authority to grant an abatement.

Uses

Abatement in Minnesota works more like a rebate than an abatement. The City (and other units abating taxes) adds a tax levy equal to the amount of taxes to be abated. The revenue from the abatement levy can be returned to the property owner or retained and used to finance development activities. Tax abatement can be used to finance the key redevelopment actions in the downtown: land acquisition, site preparation, and public improvements.

Tax abatement is perhaps best suited as an incentive for reinvestment in existing property. While TIF deals with only the value from new development, abatement can apply to both new and existing value. This power provides the means to encourage rehabilitation of commercial buildings and housing. The City could agree to abate all or part of the municipal share of taxes to encourage reinvestment tied to the plan.

The statute grants the authority to issue general obligation bonds supported by the collection of abated taxes. The proceeds of the bonds may be used to pay for (1) public improvements that benefit the property, (2) land acquisition, (3) reimbursement to the property owner for improvements to the property, and (4) the costs of issuing the bonds. These bonds can be issued without an election and are not subject to the debt limit.

Limitations

State law places several important limitations on the use of tax abatement:

- In 2003, the State Legislature increased the total taxes abated by a political subdivision in any year to an amount that may not exceed the greater of 10% of the current levy or $200,000.
- If one political subdivision declines to abate, then the abatement levy can be made for a maximum of 15 years. If the City, county, and school district all abate, then the maximum period drops to 10 years.
- The duration of the abatement can be extended to 20 years if it is for a "qualified business" as defined in the statute. This provision is targeted toward industrial development applications.
- Taxes cannot be abated for property located within a tax increment financing district.

3. Special Assessments: Public improvements are often financed using the power to levy special assessments (Minnesota Statutes Chapter 429). A special assessment is a means for benefiting properties to pay for all or part of the costs associated with improvements, and to spread the impact over a period of years. This tool can be applied to both the construction of new improvements and the rehabilitation of existing improvements.

Uses

Special assessments can be used to finance all of the public improvements resulting from the plan. Eligible improvements include sanitary sewer, water, storm sewer, streets, sidewalks, street lighting, park, streetscape, and parking.

Special assessments provide a means to borrow money to finance public improvements. Chapter 429 conveys the power to issue general obligation improvement bonds to finance the design and construction of public improvements. Important factors in the use of improvement bonds include:

- A minimum of 20% of the cost of the improvement must be assessed against benefited properties.
- Beyond the 20% threshold, any other legally available source of municipal revenue may be used to pay debt service on improvement bonds.
- Improvements bonds are not subject to any statutory debt limit.
- Improvement bonds may be issued without voter approval.

Limitations

The amount of an assessment cannot exceed the benefit to property as measured by increased market value. There are also practical considerations. In growth areas, cities must decide how to allocate costs between current and future development.

Assessment policies must consider how to make this allocation and the financial resources needed to carry future costs until development occurs. For reconstruction, the challenge becomes determining how much benefiting property owners should pay for enhancing an existing improvement. Within this limitation, several factors will shape the amount of the assessment.

- The amount of the assessment must be 20% or more of the improvement cost to allow the issuance of bonds.
- Local improvement policies and/or decisions made on previous projects often create parameters for assessments. Likewise, assessment decisions should be made with consideration of the potential implications for future similar projects.
- The assessment must strike a balance between equity and feasibility. Properties that benefit from improvements should pay a fair share of the costs. The assessment must be affordable for both the property owner and the City. Reducing the assessment to the property requires the City to allocate other revenues to the project.

4. Special Service District: A special service district is a tool for financing the construction and maintenance of public improvements within a defined area. Minnesota Statutes, Sections 428A.01 through 428A.10 govern the creation and use of special service districts. This legislation is currently scheduled to sunset in 2009. A special service district provides a means to levy taxes (service charge) and provide improvements and service to a commercial area.

Uses

A special service district can be applied to both commercial and industrial areas. The district can provide an alternative means of financing the construction of any of the public improvements discussed previously with special assessments. The service district approach avoids the benefits test imposed by special assessments; the test for the district is that the amount of service charges imposed must be reasonably related to the special services provided. The costs of parking, streetscape, or stormwater improvements, for example, may be better spread across a district than through assessments to individual properties.

An important use of the special service district is the maintenance of public improvements. Some of the improvements described in the plan require a level of maintenance above the typical public improvement. Items such as banners and planted materials must be maintained and replaced. Higher levels of cleaning and snow removal may be needed. Without a special service district, these costs are typically borne through the General Fund of the City or a private group such as a Chamber of Commerce.

Limitations

The use of a special service district is subject to some important constraints:

- The process to create a special service district and to levy taxes must be initiated by petition of property owners and is subject to owner veto. The use of a special service district requires a collaboration of property owners and the City. There are two separate steps in the process: (1) adoption of an ordinance establishing the service district, and (2) adoption of a resolution imposing the service charges. Neither step can be initiated by the City; the City must be petitioned to undertake the processes to create a special service district and to impose service charges. At a minimum, the petitions must be signed by owners representing 25% of the area that would be included in the district, and 25% of the tax capacity subject to the service charge.
- The actions of the City Council to adopt the ordinance and the resolution are subject to veto of the property owners. To veto the ordinance or the resolution, objections must be filed with the City Clerk within 45 days of initial City Council action to approve. The objections must exceed 35% of area, tax capacity, or individual/business organizations in the proposed district.
- The service charge applies solely to non-residential property. State law limits the application of a service charge to only property that is classified for property taxation and used for commercial, industrial, or public utility purposes, or is vacant land zoned or designated on a land use plan for commercial or industrial use. Other types of property may be part of the service district, but may not be subject to the service charge.

5. Housing Improvement Area: The City has the power to establish a special taxing district to make improvements in areas of owner-occupied housing (Minnesota Statutes, Sections 428A.11 through 428A.21). The housing improvement area is similar in concept to the special service district. It is a special taxing district that can be used to finance a variety of improvements. However, there is an important

administrative difference with the housing improvement area. The City has the ability to assign the procedures for imposing "fees" and administering the area to another "authority," such as the HRA or EDA.

A housing improvement area is a defined collection of parcels. The area may cover a single housing project or a broader area within the downtown.
The City has the power to levy a "fee" on the housing units in the area. This fee may work like a property tax or may be spread using another approach determined by the City. The fee can be collected through the property tax system.

Uses
The statute allows each city to define the nature of housing improvements. This tool can be used to finance any form of public improvement, including streetscape, parking, and trails. A housing improvement area can also be used for private improvements that are part of new or existing housing developments.

Limitations
The City does not have the unilateral power to establish a housing improvement area. The process must be initiated by petition of property owners. In addition, the actions to establish the area and impose the fees are subject to veto by the property owners. These potential complications become moot if the area is set up at the beginning of the development process. Typically, there is a single property owner at this stage of the process. In existing neighborhoods, this tool allows residents to take the initiative to improve local parks.

6. Utility Revenues: The City operates three municipal utilities: water, sanitary sewer, and stormwater. The revenues from the operation of these utilities are available to pay for capital improvements in support of community development initiatives. State law (Minnesota Statutes, Section 444.075) gives the authority to pledge these revenues to general obligation bonds for utility system improvements.

7. Street State Aid: The City receives state aid for the construction and maintenance of the local streets. This aid can only be used for streets designated for inclusion in the local state aid street system. These revenues can also be pledged to pay debt service on bonds issued for the construction and maintenance of state aid streets (M.S. 162.18).

8. Street Reconstruction: A relatively new municipal power is the ability to issue bonds to finance street reconstruction projects (M.S. 475.58). To use this authority, the streets to be reconstructed must be part of a "street reconstruction plan" that describes the streets to be reconstructed, the estimated costs, and any planned reconstruction of other City streets over the next five years. The issuance of the bonds must be approved by a vote of all of the members of the governing body following a public hearing. The issuance is subject to a reverse referendum provision. The City must hold an election prior to issuance if petitioned by voters within 30 days of the public hearing. Unlike most municipal debt, these bonds are subject to the debt limit.

9. Lease Revenue Bonds: Public buildings can be financed through the issuance of lease revenue bonds.

This tool combines two pieces of statutory authority. A housing and redevelopment authority (or EDA using these powers) has the ability to issue revenue bonds to finance projects pursuant to a redevelopment plan. These projects can include the construction of public buildings. Most HRAs do not, however, have sufficient revenues to secure these bonds. A city can provide this revenue through a lease purchase agreement with the HRA. The authority for the lease comes from Minnesota Statutes, Section 465.71.

In considering the use of lease revenue bonds, several factors should be noted:

- The lease is not a long-term, binding obligation in the form of most City bond issues. The lease is subject to a statutory "annual appropriation" pledge. In simple terms, the City Council has the right not to appropriate funds to pay the lease in any fiscal year. This action would, however, mean forfeiture of the facilities financed with the lease.
- If the amount of the lease exceeds $1,000,000, then the obligation is subject to the statutory debt limit. This limit equals 2% of the taxable market value of property.
- A levy by the City to make payments on lease revenue bonds qualifies as a special levy under the current levy limit system. A levy to pay debt of another political subdivision is an eligible special levy. Although an HRA is a part of City government, it is technically a political subdivision.

10. Capital Improvement Bonds: Capital improvement bonds are the newest capital finance power for Minnesota cities. This authority was granted by the State Legislature in 2003. Through this authority, the City can issue bonds to finance the acquisition or betterment of a city hall, a public safety facility, or a public works facility. The statute does not define the precise nature of public safety or public works facilities. This debt authority is subject to several procedural requirements and limitations:

- The bonds must be issued pursuant to an approved capital improvements plan.
- The issuance is subject to a reverse referendum petition. The total principal and interest due in any year on all outstanding capital improvement bonds may not equal or exceed 0.05367% of taxable market value of the City.

11. Local Sales Taxes: Local governments are generally prohibited by statute from imposing sales taxes. Nevertheless, the legislature has authorized, through special legislation, a number of local sales taxes. These local taxes have differed significantly in their characteristics and administration. In 1997, the legislature adopted model statutory language regarding imposition and administration of new and existing local sales taxes.

Steps That a Local Government Must Follow to Impose a Local Sales Tax
A political subdivision must get special legislation authorizing the imposition of the sales tax. The statute requires that the governing body of the political subdivision pass a resolution indicating its desire to impose the tax prior to requesting the enabling legislation. The resolution must include information on the proposed tax rate, the amount of revenue to be raised and its intended use, and the anticipated date when the tax will expire. This resolution requirement was added during the 1998 session.

In 1999 the legislature began requiring a political subdivision to hold a local referendum at a general election2 before imposing an authorized local sales tax. The revenue may only be used to fund specific capital improvements, which must be identified at least 90 days before the referendum. This codified existing practice, since most special legislation authorizing local taxes passed in recent years already imposed this requirement.

It is our understanding a sales tax was authorized in the City of Rochester in 1983.

This tax has been renewed three times, in 1989, 1992, and 1998. Initially enacted at 1.0% to raise $16 million for a civic center and $16 million for flood control; the rate was lowered to 0.5% in 1992. The 1998 extension allows the city to raise another $76 million for various higher education, transportation, and sewer capital projects. The tax was further extended in the 2005 special legislative session to allow another $40 million to be raised for a joint road project with Olmsted County.

Source: INFORMATION BRIEF Minnesota House of Representatives
Research Department, 600 State Office Building St. Paul, MN 55155
Pat Dalton, Legislative Analyst
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