



P2S

PLANNING
2 SUCCEED

Rochester Comprehensive Plan 2040

September 2025



Acknowledgements

Rochester Mayor & City Council

Kim Norton, Mayor

Randy Schubring, Council President

Patrick Keane, 1st Ward

Nick Miller, 2nd Ward

Norman Wahl, 3rd Ward

Andy Friederichs, 4th Ward

Shaun C. Palmer, 5th Ward

Dan Doering, 6th Ward

Rochester Planning and Zoning Commission

Ruchi Gupta, Chair

Jonathon Krull, Vice Chair

Jeremy Andrist

Bob Cline

John Eischen

Alissa Moe

Zach Pagel-Irvine

Lisa Ross

Nicolas Yost

Planning Lead

Rochester Community Development

Supporting Departments

Rochester City Administration
Rochester Public Works
Rochester Park and Recreation
Rochester Public Transit (RPT)
Rochester Public Utilities

Olmsted County Public Works
Olmsted County Public Health Services
Olmsted County Housing Redevelopment Authority

Supporting Consultants

Bolton & Menk Inc.

Special thanks to the Rochester community for providing us with over 7,000 ideas and opinions that helped inform this planning process and, ultimately, shape this plan document.

Map Disclaimer

The City of Rochester is not responsible for omissions or errors contained in the maps used in this document. Olmsted County and the City of Rochester Planning Department shall have no liability with respect to any loss or damage directly or indirectly arising out of the use of this data.

Section 508 Compliance

Section 508 is an amendment to the federal Rehabilitation Act of 1973. It ensures that people with disabilities have equal access to government information and services. Every reasonable effort has been made to make this document 508 Compliant. However, this document does contain complex data graphs, tables, and maps that may not be machine-readable. If you need assistance reading this document, please call the Rochester Community Development at (507) 328-2600.

Table of Contents

- SECTION 1 | A VISION FOR OUR FUTURE..... 1**
- Part 1 | Introduction..... 2
- Part 2 | What is a Comprehensive Plan? 5
 - Purpose of the Comprehensive Plan 5
 - Legal Scope and Authority..... 6
 - Supporting Planning Documents 7
 - P2S 2040 is a Living Document..... 14
 - Land Use vs. Zoning..... 15
- Part 3 | Forces Shaping Rochester’s Future 15
 - Demographic and Economic Driving Forces..... 15
 - Economic Development Profile..... 21
 - Employees & Unemployment 22
 - Education & Workforce of the Future..... 23
 - Cost of Living..... 24
 - Age of Housing Stock 24
 - Household Data..... 25
 - Accessible Housing & Access to Healthy Food 27
 - Visitor Data 27
 - Growth in Center City Development 29
 - Workforce Attraction 31
 - Natural Forces Shaping Rochester’s Development Patterns 32
- Part 4 | Current Land Use 36
 - Zoning 38
 - Historic Preservation..... 40
 - Residential Areas..... 40
 - Mixed Use Areas 42
 - Industrial Areas..... 44
 - Historic Development Patterns 46
 - Downtown Destination Medical Center Area 48
- Part 5 | Infrastructure, Transportation, and Transit 50
 - Capacity..... 50
 - Sewer Planning..... 54
 - Transit..... 55
 - Roadway Functional Classifications 59
 - Emerging Trends 61
 - Bicycle & Pedestrian Network..... 63
- Part 6 | Land Use Planning Analysis..... 65
 - Land Use Planning Assumptions 67



Part 7 The Development Vision	69
How Will P2S Expand Choice?	71
Rochester’s Development Vision & Map.....	74
Neighborhoods	76
Centers	78
Districts.....	81
Corridors.....	82
Summary Comments on Development Vision	84
Part 8 The Plan Framework	87
Community Vision 2040.....	87
Rochester Vision, Principles and Priorities 2022	88
Vision 2050 & Community Engagement	88
Core Principles for Plan’s Foundation	90
Key Strategies Guide Plan Implementation	92
SECTION 2 LAND USE FRAMEWORK.....	128
Part 1 Introduction.....	130
Stability & Change	133
Part 2 Building an Integrated Land Use & Transportation Framework	136
New Direction Reflected in the Plan	138
Mixed Use Development Strategy	139
Primary Transit Network Strategy	141
Infill & Redevelopment Strategy.....	150
Infrastructure Concurrency Strategy	151
Land Use Framework Overview.....	152
Transportation Framework.....	153
Anticipated Outcomes.....	154
Part 3 The Land Use Framework	156
Growth Management and Urban Service Area	157
Sanitary Sewer Capacity Constraints	160
Stability and Change.....	164
Future Land Use Text & Map.....	166
Land Use Categories	169
Guiding Future Land Use.....	193
SECTION 3 PUTTING THE PLAN TO WORK.....	196
Part 1 City-Wide Growth Patterns	197
Part 2 Goals and Policies	199
Goals and Policies	199
Comprehensive Plan Policy on Affordable Housing and Diversity	209
Part 3 Implementation	213
Introduction.....	213
Performance Measures and Fact-Based Analysis	214
Implementation Priorities	214



Priorities Related to the Land Use Framework	215
Priorities Related to the Transportation Framework.....	220
Part 4 Amendments.....	226
P2S Regular Review and Updates	226
General Criteria Applicable to All Proposed P2S 2040 Amendments.....	228
Specific Criteria Applicable to Future Land Use Map Amendments.....	229
Annexation and Development in the Urban Expansion Area	231
Application of the Plan and Relationship to Other City Plans.....	232

Maps

Section 1 | Maps

Vicinity Map	2
Demographic Indicators.....	20
Current Land Use	37
Zoning.....	39
Residential.....	41
Mixed Use.....	43
Industrial.....	45
Historic Development Pattern	47
Downtown Destination Medical Center Area	49
Transit: Primary Transit Network / BRT Vision.....	58
Roadway Functional Classification	60
Bicycle and Pedestrian Network	64
Rochester Area Development Vision	75

Section 2 | Maps

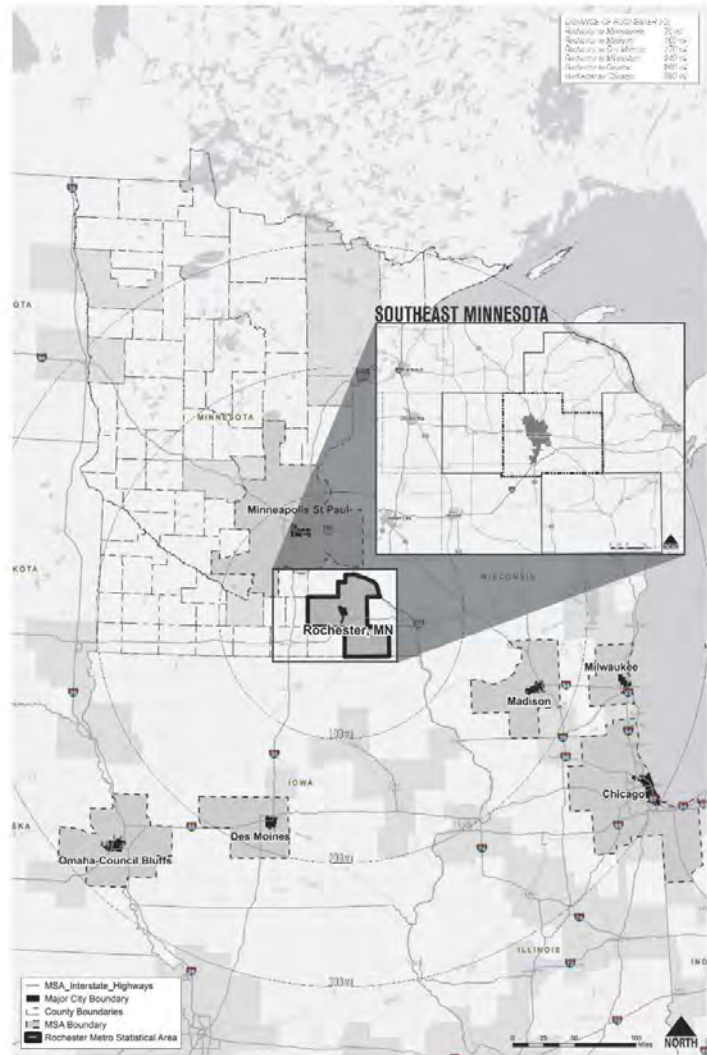
Proposed Primary Transit Network.....	143
Utility/Sanitary Sewer Growth Planning	161
Future Land Use	168



Section 1 | A Vision for Our Future

Part 1 | Introduction

Rochester is a unique city that enjoys a growing and diverse population, a high employment rate and percentage of the population that works and international connectivity, unlike other Midwestern communities of a similar size. As home to the Mayo Clinic and a large Rochester Technology campus (formerly IBM campus), in 2023, Olmsted County captured 5% of the total visitor spending in the State with \$656.9 million, as outlined in the Minnesota Visitor Economy 2023 Report. City residents overwhelmingly believe Rochester offers them a high quality of life, providing arts and entertainment typically found only in larger cities, along with an accessible parks and trails system that contributes to community identity and livability. Inclusion on Livability's 2024 top 25 places to live in the Midwest as number 8 provides recognition of Rochester's quality of life.



Rochester has experienced steady population growth throughout its history; it has grown to become the third-largest city in Minnesota and the largest city in the state outside of the Twin Cities. This trend is expected to continue through 2040, resulting in a more diverse community with a greater variety of economic, housing, transportation

WHAT IS A COMMUNITY?

Stanford University's Social Innovation Review defines "community" as a critical societal component:

First and foremost, community is not a place, a building, or an organization; nor is it an exchange of information over the Internet. Community is both a feeling and a set of relationships among people. People form and maintain communities to meet common needs.

Members of a community have a sense of trust, belonging, safety and caring for each other. They have an individual and collective sense that they can, as part of that community, influence their environments and each other.

That treasured feeling of community comes from shared experiences and a sense of—not necessarily the actual experience of—shared history. As a result, people know who is and isn't part of their community. This feeling is fundamental to human existence.

and social needs. If managed strategically, these changes will provide our city with major opportunities for a prosperous and sustainable pattern of growth and development.

Rochester also serves as the regional economic, transportation, and cultural hub of southeastern Minnesota and is within an hour's drive of the Twin Cities (see regional context map on page 2). Madison, Wisconsin and Des Moines, Iowa are a three-hour drive away. Rochester International Airport provides quick flights to larger cities in the Midwest and connections to other national airports. Rochester is a convenient destination for a significant number of regional commuters, national and global patients and business travelers, and other visitors.

Rochester's local economy is thriving, with a 2023 employment base of approximately 68,296 people in the labor force (ACS, 2023). Destination Medical Center (DMC) is a major economic development initiative that will increase and accelerate the demand for private development and public infrastructure in our city and its neighbors. Over the next 20 years, the target of the DMC is to grow the local employment base by 30,000 jobs and to more than double the number of visits to the city, and particularly the downtown core, by Mayo Clinic patients and companions, business travelers, and convention and event attendees. It is hoped that this and other economic development efforts will help to diversify our economy beyond the medical, technology and service sectors.

But a vital city is more than just a collection of buildings, roads and parks. It begins with a network of people who feel a sense of belonging, security

and wellness. It's a place where human interaction turns groups of houses into neighborhoods, transportation networks into social connections, and parks into gathering spaces. It's a community.

Competitive communities recognize that a successful city begins with its people and value the importance of human and social infrastructure to the overall well-being of its residents and visitors. Employment opportunities may draw residents to our city, but good quality affordable housing, livable neighborhoods and a vibrant cultural scene will keep them here. As Rochester plans the facilities and services needed to attract and retain visitors and residents, the community must strive to ensure it remains accessible and welcoming to all. Parks, open space, trails, childcare facilities, libraries and other cultural facilities should be equally accessible to all socioeconomic groups. Affordable housing choices and multiple travel options are needed to support residents and families. Our challenge is to build a community made up of inclusive neighborhoods that provide safe, secure and neighborly environments in which all of us can thrive. The City of Rochester is committed to supporting these quality-of-life factors as our community grows and evolves. It's the people and the human environment that transform a great city into an even greater community.



Community events like Thursdays Downtown bring our residents and visitors together.



Rochester is in an enviable position. Our local economy and quality of life are nationally recognized. We have significant opportunities ahead of us and if we successfully take advantage of them, we will continue to be one of the best places to live, work and raise a family for new generations of residents. Planning 2 Succeed: Rochester Comprehensive Plan 2040 (P2S 2040) will provide city decision makers and staff with a solid, fiscally sustainable framework for guiding our future by implementing coordinated strategies specifically designed to meet community needs.

Part 2 | What is a Comprehensive Plan?

Purpose of the Comprehensive Plan

The purpose of the comprehensive plan is to develop a vision, guiding principles, policies and actions to chart Rochester's course for the future. By identifying issues, staying ahead of trends and providing an opportunity to consider the future implications of today's decisions, the comprehensive plan can help ensure that growth makes our community better, not just bigger.

- ▶ A major benefit of adopting a comprehensive plan is that it takes a big picture view of the city, considering how all the different geographies and community systems are interrelated and interdependent. Some of the more important considerations that have come to the forefront during the P2S 2040 process include:
- ▶ Enhanced transit service is needed to expand the travel choices available to those looking for alternatives to driving to reduce their personal transportation costs.
- ▶ The design of the urban environment affects the livability of neighborhoods, economic success of business districts and viability of alternative travel modes such as transit, walking and bicycling.
- ▶ Infrastructure to serve both current and future growth requires attention to both maintaining the systems that are in place as well as strategic expansion where warranted.
- ▶ Land use patterns, density, natural features and geographic location greatly influence the capital cost to build infrastructure and the ability to sustain that infrastructure over time.

- ▶ Community growth patterns affect the cost and resources needed to provide key city services such as police and fire protection, transit, park and recreation facilities, educational systems and arts/cultural amenities.
- ▶ The city's physical and social health and well-being can be greatly enhanced by planning our built environment with health in mind.

Recognizing these relationships as an integral part of the planning process will help city leaders optimize resources and limited budgets to support a prepared, competitive and efficient community that can respond and adapt to change as needed.

Legal Scope and Authority

Minnesota Statutes 462.351 provides the policy justification for municipal planning in Minnesota. Minnesota Statutes Section 462.353, Subdivision 1, gives cities the general authority to carry on comprehensive municipal planning activities for guiding the future development and improvement of the municipality. This section also grants cities the power to prepare, adopt and amend a comprehensive municipal plan and implement this plan by ordinance and other official actions in accordance with the provisions of sections 462.351 to 462.364.

MN STATUTES 462.351

“The legislature finds that municipalities are faced with mounting problems in providing means of guiding future development of land to ensure a **safer, more pleasant and more economical environment** for residential, commercial, industrial and public activities, to preserve agricultural and other open lands and to promote the public health, safety and general welfare. Municipalities can prepare for anticipated changes and, by such preparations, bring about significant savings in both private and public expenditures. Municipal planning, by providing public guides to future municipal action, enables other public and private agencies to plan their activities in harmony with the municipality's plans. **Municipal planning will assist in developing lands more wisely to serve citizens more effectively, will make the provision of public services less costly and will achieve a more secure tax base.**”

Section 462.3535, Subdivision 4, states that the comprehensive municipal plan may establish an urban growth area (also referred to as the “urban service area”) for the urbanized and urbanizing area. This area includes the current city limits as well as those unincorporated areas that are planned for inclusion in the city

P2S 2040 shall be the city’s lead and overall policy guide for the growth and development of Rochester. All other plans related to the City’s growth and development, as well as related infrastructure plans, must be revised to be in conformance with this comprehensive plan. Future documents such as area plans, resource protection plans, and master plans, will be approved as amendments to P2S 2040 and shall refine the language of the comprehensive plan.

within a specified time frame. The city plan must establish a staged process for boundary adjustment, as lands within the urban growth area but outside the current city limits are annexed. The plan must also provide for the staged provision of urban services, including, but not limited to, water, wastewater collection and treatment and transportation.

Supporting Planning Documents

P2S 2040 integrates information and recommendations from various past and current plans. Some of these plans are of particular importance and are summarized below. The Rochester Urban Service Area Land Use Plan, once a separate document adopted as part of the City’s comprehensive plan, is now integrated into the P2S 2040 text.

While smaller communities often combine all of their physical development and municipal service plans into a single comprehensive document, Rochester does not; incorporating all of the topical plans the Rochester Common Council has adopted that make up the comprehensive plan into a single plan report would result in a very bulky, difficult-to-navigate document.

Subordinate Plans & Policies Guiding Implementation of the Comprehensive Plan

The following planning documents have been adopted by the City of Rochester Common Council to guide the implementation of the Comprehensive Plan. These

documents will continue to be vital tools for achieving the community's vision for the future.

Olmsted County Housing Study – 2025-2035 | The Olmsted County Housing Study (2025-2035) highlights key trends and projections for housing. Population growth is slowing, with a projected growth rate of nearly 10%. Baby boomers (ages 65 to 74) will grow by 11%, while those aged 75 to 84 are projected to grow by 25%, resulting in an increased demand for senior housing. There are 39 senior housing properties with nearly 3,300 units in the Olmsted County Market Area.

Rising mortgage rates and low supply have impacted the housing market coming out of the pandemic, so there is a continued affordability constraint. Over the last five years, an average of about 425 single-family homes were built per year, compared to nearly 900 units annually between 2000 and 2010. In addition, the supply of land is low, so the production of new subdivisions should be a high priority to accommodate future growth. The rental vacancy rate is only 3.1%, which is well below the market equilibrium, indicating pent-up demand for additional units.

The Olmsted County household growth is projected to grow by 12% from 2020 to 2030. In 2025, the median household income was estimated to be \$92,519 and is projected to grow 14% to \$105,305 by 2030, meeting the average annual increase of 2.8% in the Market Area, which is on par with the past ten years.

Demand for housing by 2035 includes: 4,822 single-family homes, 2,115 multi-family homes, 3,336 market rate rentals, 1,291 affordable rentals and 497 subsidized rentals. The demand for senior housing by 2035 includes 5,880 total senior housing units, broken down to 3,289 active adult units and 2,591 service-enhanced units.

2009 Resolution Establishing a Complete Streets Policy | The City of Rochester will seek to enhance the safety, access, convenience and comfort of all users of all ages and abilities, including pedestrians (including people requiring mobility aids), bicyclists, transit users, motorists and freight drivers, through the design, operation and maintenance of the transportation network so as to create a connected network of facilities accommodating each mode of travel that is consistent with and supportive of the local community, recognizing that all streets are different and that the needs of various users will need to be balanced in a flexible manner.

Comprehensive Plan Policy on Affordable Housing and Diversity | The Rochester Urban Service Area Land Use Plan includes a commitment to building an inclusive community. This policy includes supporting the availability of affordable housing in our

community and providing for safe, secure neighborhoods that are integrated by income class, race, ethnicity, age and ability. This policy will be retained as part of P2S 2040; the complete text is found in Section 3 of this document.

2nd Street Corridor Framework Plan | This plan was completed in 2009 and is intended to guide growth along the 2nd Street SW corridor that promotes development, connectivity and safety. The plan identifies and describes three districts within the corridor and identifies opportunity sites and issues related to parking, pedestrian/bike circulation and transit/transportation conditions. General design principles, goals and objectives guide development in the corridor, along with more detailed guidance for each district as appropriate. The plan also includes streetscape prototypes and implementation strategies for redevelopment, design, community organization, promotion and public improvements.

Rochester-Olmsted Council of Governments (ROCOG) 2045 Long Range Transportation Plan | The ROCOG Long Range Transportation Plan 2045 (September 2020) outlines the region's growth expectations, with projections of 15-20,000 new residents per decade and a total of 55,000 new residents by 2045. Key factors include the significant number of commuters (35% of the workforce), a growing population of seniors and the increase in single-person households. The plan emphasizes road network improvements, transit system optimization and multi-modal planning to accommodate future growth. Key initiatives focus on enhancing road safety, supporting public transit with strategic routes, developing park-and-ride facilities and promoting active transportation like biking and walking. Additionally, the plan highlights the importance of managing transportation demand and integrating environmental considerations into transportation projects. Collaboration between local, regional and state agencies is critical to executing these strategies, with a focus on developing sustainable, efficient infrastructure.

Downtown Master Plan Report | The Rochester Downtown Master Plan (August 2010) outlines a vision for downtown growth, focusing on livability, connectivity and sustainable development. It emphasizes enhancing pedestrian experiences, improving zoning regulations and establishing a transparent development review process. Key mobility initiatives include partnering with Mayo Clinic for better parking management, implementing demand-based pricing and exploring new transit options like a circulator shuttle or streetcar. Development projections anticipate the addition of 1,900 to 4,200 housing units and significant growth in retail, hotel and office spaces by 2030. Major projects include the University of Minnesota Rochester (UMR) campus, riverfront mixed-

use developments and research-oriented buildings connecting Mayo Clinic's core campus with educational facilities.

Active Transportation Plan | The Transportation Plan (October 2022) aims to enhance active transportation in the city with a focus on health, equity, safety, connectivity, resiliency and economy. Key goals include investing in accessible, enjoyable spaces for walking and biking, prioritizing equity and ensuring safety in all active transportation projects. The plan emphasizes the need for better connectivity to everyday destinations through low-stress streets, sidewalks and trails. Recommendations include enhancing ADA accessibility, improving GIS data collection for better infrastructure planning and fostering community engagement, especially with underrepresented groups. Key strategies for improving infrastructure include integrating green stormwater solutions, maintaining year-round facilities and expanding micromobility options. Public outreach is crucial, with plans for regular communication updates and educational sessions on the benefits of active transportation. Evaluation plans are also included to measure the effectiveness of these efforts and justify continued investment.

City of Rochester All-Hazard Mitigation Plan | While mitigation strategies and efforts cannot eliminate all threats and hazards, the City of Rochester endeavors to limit their potential physical, economic, and social impacts as much as possible. Preparation is the key to Rochester's ability to respond to and rebound from adverse situations. With the assistance of technical experts and community stakeholders, the purpose of Rochester's All Hazard Mitigation Plan is to identify and analyze those hazards most likely to impact the city, assess the community's ability to respond to these events and develop strategies to mitigate their impact. This plan was adopted in 2017.

Transit Oriented Development – Planning Study | The TOD Planning Study outlines the remaining demand for urban development, including 2,145 affordable and 2,381 market-rate residential homes, 327,500 square feet of retail, 737,000 square feet of office space and 711 new hotel rooms. The study emphasizes strengthening the Discovery Square innovation district and increasing downtown living by fostering a mixed-income, mixed-age community. It highlights the importance of capitalizing on identified opportunity sites for future development and establishing an affordable housing funding toolkit to preserve NOAH and support the construction of legally restricted affordable housing. Additionally, the plan stresses the need for adequate parking solutions for employees, residents and visitors in downtown areas.

P2S 2040 Goal Implementation | The P2S 2040 Goal Implementation outlines strategies for sustainable growth and development in Rochester. Key goals include

using urban area growth strategies to guide cost-effective development, increasing housing diversity with new Tax Increment Finance (TIF) subdivisions and low-to medium-density projects, and maintaining commitments to health, wellness, and the environment through the Sustainability and Resiliency Community Work Plan and greenhouse gas reduction goals. It emphasizes integrating land use and transportation planning through Transit-Oriented Development (TOD) zoning districts, including mixed-use transit areas and developing node and corridor-based opportunities. Other priorities include accommodating urban growth via infill and redevelopment, ensuring compatibility with surrounding areas and enhancing infrastructure for transit, biking, walking and motorized travel. A comprehensive transportation system is a focal point, with an emphasis on expanding the transit network, improving bike and walking infrastructure and supporting shared mobility services. Additionally, there is a commitment to maximizing the social, cultural and economic potential of the downtown area, guided by DMC plans.

Rochester Vision 2050 | Rochester Vision 2050 received over 990 comments from residents that provide the first steps in clarifying a mandate from the community. These responses have provided city officials and staff with a broader understanding and will lead to greater support and action regarding identified future desires for the city.

The following key areas were highlighted in the responses:

- ▶ **Housing Summary:** Housing affordability continues to be a critical issue. The City must work to strengthen existing collaboration efforts and remain committed to our long-term approach of connecting and integrating supply-side efforts with demand-side economic and educational strategies.
- ▶ **Education:** Prioritize and focus on education and building strong partnerships with city and community leaders. Apply particular focus on early childhood needs, education and funding and improve quality results.
- ▶ **Justice:** Continue to grow public services. Ensure that checks and balances are in place for equities, help the community to learn about the justice system and our constitution and improve citizenship and community service.
- ▶ **Culture and Arts:** Create more opportunities for art for the youth, art in public spaces, increase funding and celebrate cultural diversity.
- ▶ **Economic Vitality:** Encourage expansion and business development, create new tools to expand opportunities and diversify the economy.
- ▶ **Infrastructure:** More low-cost and/or no-cost public transit and maintain all infrastructure once it's built.

- ▶ **Natural Resources:** The most prominent response was a concern about development pressures removing green spaces in and around the city. Also, the need for a variety of public facilities and experiences and to maintain our current parks, including Silver Lake Park.
- ▶ **Health Care:** Health care affordability and access were the key topics in responses. Though it was also noted that this is not directly the City's responsibility.

Other Contributing Documents

Parks and Recreation System Plan | The Parks and Recreation System Plan, adopted in August 2016, identifies priorities for future system investments and sets direction for the system for the next twenty years. The plan includes an assessment of Rochester's current park and recreation system, facilities and programming and an overview of demographic, population and industry trends that will impact the City's system in the future. The plan establishes a vision and guiding principles for the park and recreation system along with goals, policies and strategies. The implementation section addresses priorities and funding recommendations and sources.

Olmsted County General Land Use Plan | This land use plan was created by the Olmsted County Planning Advisory Commission and studies the unincorporated areas of Olmsted County. The plan defines the function of Rochester's Urban Service Area and outlines the time horizon and development policies for those areas. This plan also defines a suburban development area and its development policies. The work of the Rochester-Olmsted Planning Department ensures that growth throughout the county's urbanizing areas is coordinated.

DMC 2020 Development Plan | The DMC 2020 Development Plan outlines significant growth in Rochester, with 7,700 new jobs added in healthcare, retail, hospitality, research and office sectors over the last five years, 80% of which paid \$75,000 or more. Private investment totaled \$963 million, focusing on public realm improvements, mobility options and key developments like Discovery Square and new housing. The plan also addresses housing needs, with 760 hotel rooms and 450 residential units planned, and 2,390 residential units, 230,000 square feet of office space and 238,000 square feet of retail space still to be developed. Mayo Clinic remains central to the City's economy, driving downtown vitality and contributing to a large share of jobs and visitors.

Mayo Clinic 5-Year Plan Update (2023) | The Mayo Clinic 5-Year Plan Update (2023) outlines the expansion of its 529.12-acre campus, which includes 17 million square feet

of building space and 42,500 employees. Parking facilities are a key focus, with 2,137 spaces dedicated to patients and a total of 17,732 spaces across various locations, including the central campus, west campus, Mayo Support Campus and off-site areas. The plan emphasizes increased use of buses, carpooling, bikes, shuttle services and park-and-ride lots, as well as linking to rapid transit efforts. Public lands like Saint Marys Park, Kutzky Park, and Central Park are highlighted, alongside improvements to key streets including 2nd Street SW, 14th Avenue SW, and Broadway Avenue. An update to this plan has been started and is anticipated to be adopted by the end of 2025. This update will “Look Backward”, summarizing what has been accomplished in the last five years, and will “Look Forward”, refining goals and policies for the next five years.

2015 Update of the RPU Infrastructure Study | Rochester Public Utilities (RPU) retained Burns & McDonald Engineering Co. to conduct an update to the RPU Infrastructure Plan that was started in 2005. The purpose of the update was to analyze RPU’s power supply needs from 2016 to 2035 to identify short, intermediate, and long-term infrastructure requirements for providing reliable, low-cost electric power and thermal energy to its customers.

Greenhouse Gas Emission Goals & Energy Action Plan (EAP) |

In September 2022, the Rochester City Council adopted updated, science-based greenhouse gas (GHG) emissions reduction goals, setting a more ambitious course for climate action. These goals include a 50% reduction in GHG emissions by 2030 and carbon neutrality by 2050. This commitment aligns Rochester with global efforts to combat climate change and builds upon previous initiatives, including the 2017 Energy Action Plan (EAP).

Originally adopted in July 2017, the EAP provided a framework for establishing energy consumption and carbon reduction targets. It outlined Rochester’s baseline and forecast for energy use and emissions, identified key opportunities for improvement and recommended best practices. While the EAP played a foundational role, the City's 2022 goals represent a significant step forward, reinforcing its dedication to deep decarbonization and long-term sustainability.

2020 Sanitary Sewer Wastewater Master Plan | Adopted by resolution on March 20, 2020. The Master Plan utilizes the existing system’s capacity restrictions, condition defects and the city’s future growth to assist the City in making decisions for capacity investment in the trunk sewer system to 2045. The Plan establishes pipe sizing and calculates planning rates based on topography while designing gravity service areas. The Plan also provides an overview of the process and standards used in developing

the recommended capital improvement projects, as well as summarizing the cost for each of the eight major sewer districts.

Sustainability and Resiliency Community Work Plan | The Sustainability and Resiliency Community Work Plan targets several key areas to enhance the city's long-term well-being. These areas include climate change adaptation, promoting a health-oriented city design, fostering vibrant neighborhoods, building a robust economy, ensuring accessible transportation and prioritizing environmental health. The focus is on creating a sustainable, healthy and economically stable community while preparing for potential threats to the stability and well-being of residents.

Comprehensive Surface Water Management Plan | The Comprehensive Surface Water Management Plan (CSWMP) was developed to reflect the many factors currently affecting and anticipated to affect the city concerning stormwater management and its water resources. The CSWMP encompasses the City's foundational principles of compassion, environmental stewardship, fiscal responsibility and sustainability, public safety, and social equity while employing the strategic priorities of quality services for quality living, affordable living and economic vibrancy and growth management. The final CSWMP will be a guiding document that will serve as the basis for storm water management practices, water resources management, infrastructure planning and funding into the future.

2023 Annual Report – Public Transit | The 2023 Annual Report – Public Transit highlights a total ridership of 705,283, with 108,255 service hours provided. Of this, 40,123 riders used the ZIPS service, which maintained a 90% on-time rate. A notable drop in ridership occurred in March, primarily due to a decrease in express route boardings following the opening of 800 new employee parking spaces in downtown Rochester.

P2S 2040 is a Living Document

While P2S 2040 generally has a 25-year time frame, it is not meant to be a static document. Periodic reviews are critical when changes in population and employment projections, major land use and infrastructure policy make amendments necessary. Such amendments to the plan must be made in a consistent, orderly way that recognizes the long-term impacts on the community.

Land Use vs. Zoning

The primary function of P2S 2040 is to serve as the land use plan for the City of Rochester. Land use designations are based on policies that guide the city's vision for growth and development. They are not always parcel-specific, nor does a land use designation give a parcel legal rights. Zoning, on the other hand, is parcel-specific and legally binding. The relationship between land use and zoning is that zoning districts must conform to the land use designation for the property. To fully implement this updated land use plan, amendments to the City's Unified Development Code (UDC) will be needed to reflect the policies and guidelines found in P2S 2040.

Part 3 | Forces Shaping Rochester's Future

The level of growth expected by 2040 will have significant impacts on the city's land use, transportation, neighborhoods, infrastructure, natural resources, municipal facilities and services, and budget. While natural constraints, such as topography and floodplains, physically limit how and where this growth can be accommodated, public outreach efforts yielded community insights on how to best guide future development and sustainably allocate resources.

Demographic and Economic Driving Forces

Table 1 highlights Rochester's anticipated growth in the next 15 years. The population is projected to increase by nearly 43,000 people; employment is expected to rise by 90,000 new jobs and approximately 20,000 new housing units will be added to the city's housing stock. As a regional employment center and international destination for medical care, it is crucial for the P2S 2040 framework to address and balance the needs of local residents, regional commuters and the city's unique patient and visitor population.

Demographic Profile | Rochester had a population of 121,395 in 2020. In 2024, the population had grown to 126,118 with a modest growth rate of 0.90% over the past year. The average household size is 2.35 people, and the median age of residents is 36.8 years old. The diversity index is 53.4, indicating a moderately diverse population. The median household income is \$87,576, with a median home value of \$328,314 and a median net worth of \$257,586.

The city has a relatively young population with a significant portion of residents in prime working age groups. 22.3% of residents are under 18 years old and 60.8% are between the ages of 18 and 64. Only 16.9% of the population is over 65 years old.

The home value and household income distributions demonstrate a range of housing costs and income levels within the community. A considerable portion of residents own homes valued between \$250,000 and \$500,000 and a similar proportion have household incomes between \$75,000 and \$200,000.

TABLE 1: PROJECTED GROWTH IN ROCHESTER THROUGH 2040

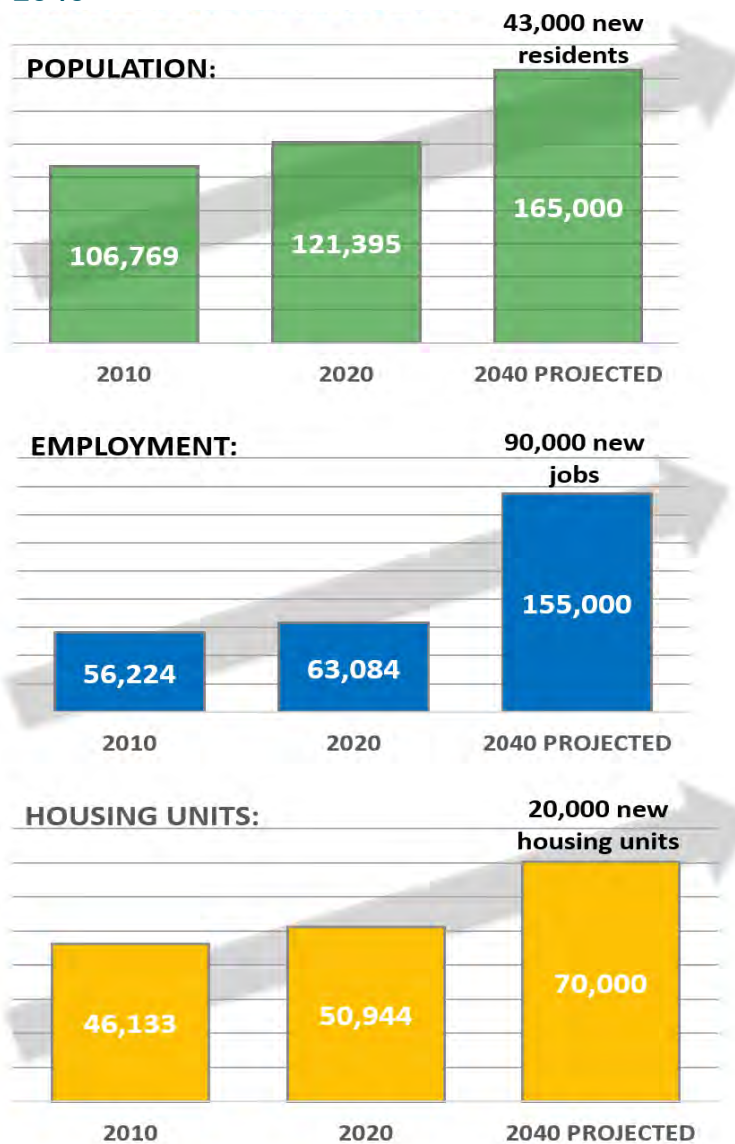
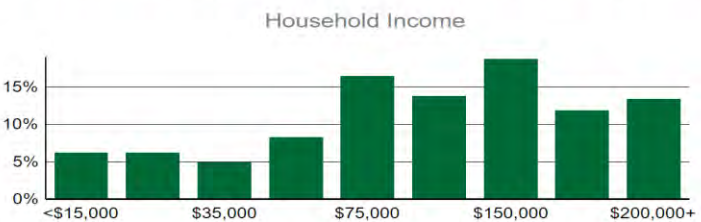
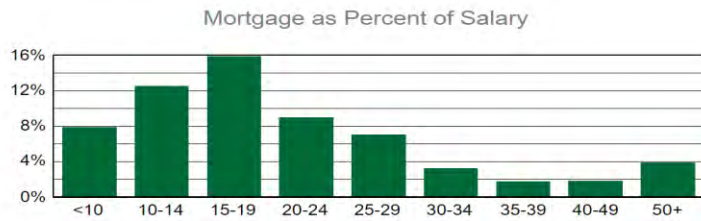


FIGURE 1: COMMUNITY PROFILE

COMMUNITY PROFILE

Rochester City, MN 2
Geography: Place

126,118	0.90%	2.35	53.4	36.8	\$87,576	\$328,314	\$257,586	22.3%	60.8%	16.9%
Population Total	Population Growth	Average HH Size	Diversity Index	Median Age	Median HH Income	Median Home Value	Median Net Worth	Age <18	Age 18-64	Age 65+



Source: Esri, ACS, Esri forecasts for 2024, 2018-2022, 2029.

Olmsted County is projected to experience a population growth of 10.7% between 2025 and 2035, a higher rate than the statewide average of 4.5% within the same timeframe. Notably, the number of residents aged 65 and older is expected to increase significantly, with a projected growth of 27.2%. While the population in most other age groups is also projected to grow, some age groups, such as 55-64 and 65-74 years old, are expected to decline slightly. This trend towards an aging population is consistent with statewide demographics and highlights the need for planning and services to accommodate the growing senior population in Olmsted County.

FIGURE 2: POPULATION PROJECTIONS

Population Projections by Age Group, 2025-2035				
Olmsted Co.	2025 Projection	2035 Projection	Numeric Change	Percent Change
Under 5 years	11,412	12,738	1,326	11.6%
5-14 years	22,216	24,093	1,877	8.4%
15-24 years	21,328	22,085	757	3.5%
25-34 years	24,894	29,799	4,905	19.7%
35-44 years	23,430	25,888	2,458	10.5%
45-54 years	19,346	23,259	3,913	20.2%
55-64 years	18,361	17,871	-490	-2.7%
65-74 years	17,040	15,696	-1,344	-7.9%
75-84 years	9,090	12,980	3,890	42.8%
85 years & over	3,629	4,616	987	27.2%
Total Population	170,746	189,025	18,279	10.7%

Source: Minnesota State Demographic Center

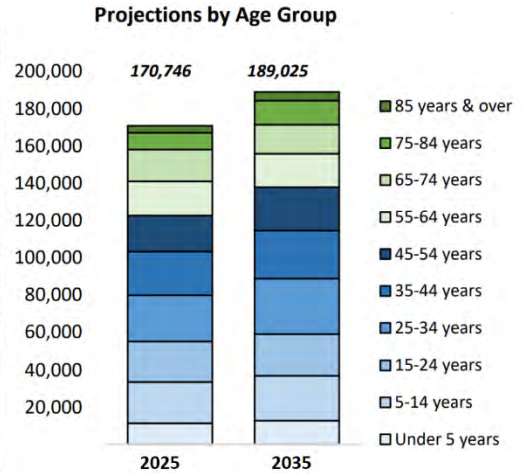
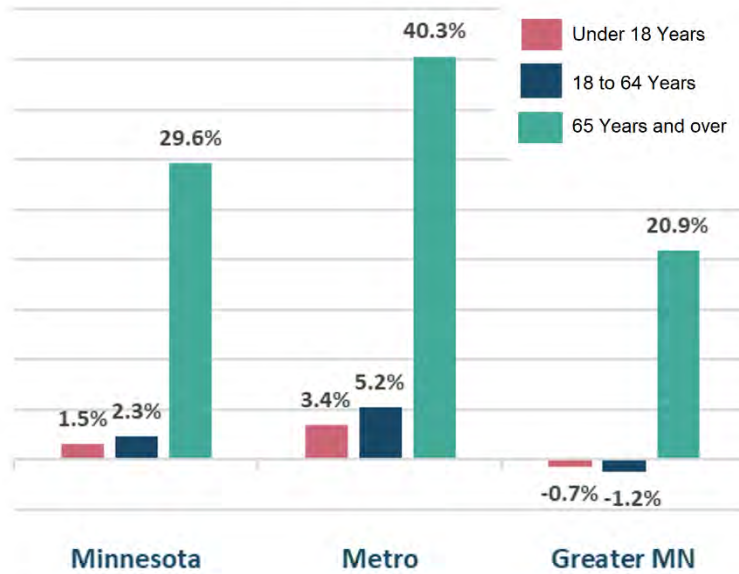


FIGURE 3: PERCENT CHANGE IN POPULATION SIZE BY AGE GROUP 2010-2018



Minnesota's population is aging, according to the data from 2010 to 2018. While the population under 18 years old has seen a decline in all regions, with the largest decrease in Greater MN (-1.2%), the population of seniors (65 years and over) has grown in all regions, with the most significant growth in Minnesota (5.2%). The working-age population (18 to 64 years old) has also seen growth in all regions, with the highest increase in the Metro area (40.3%).

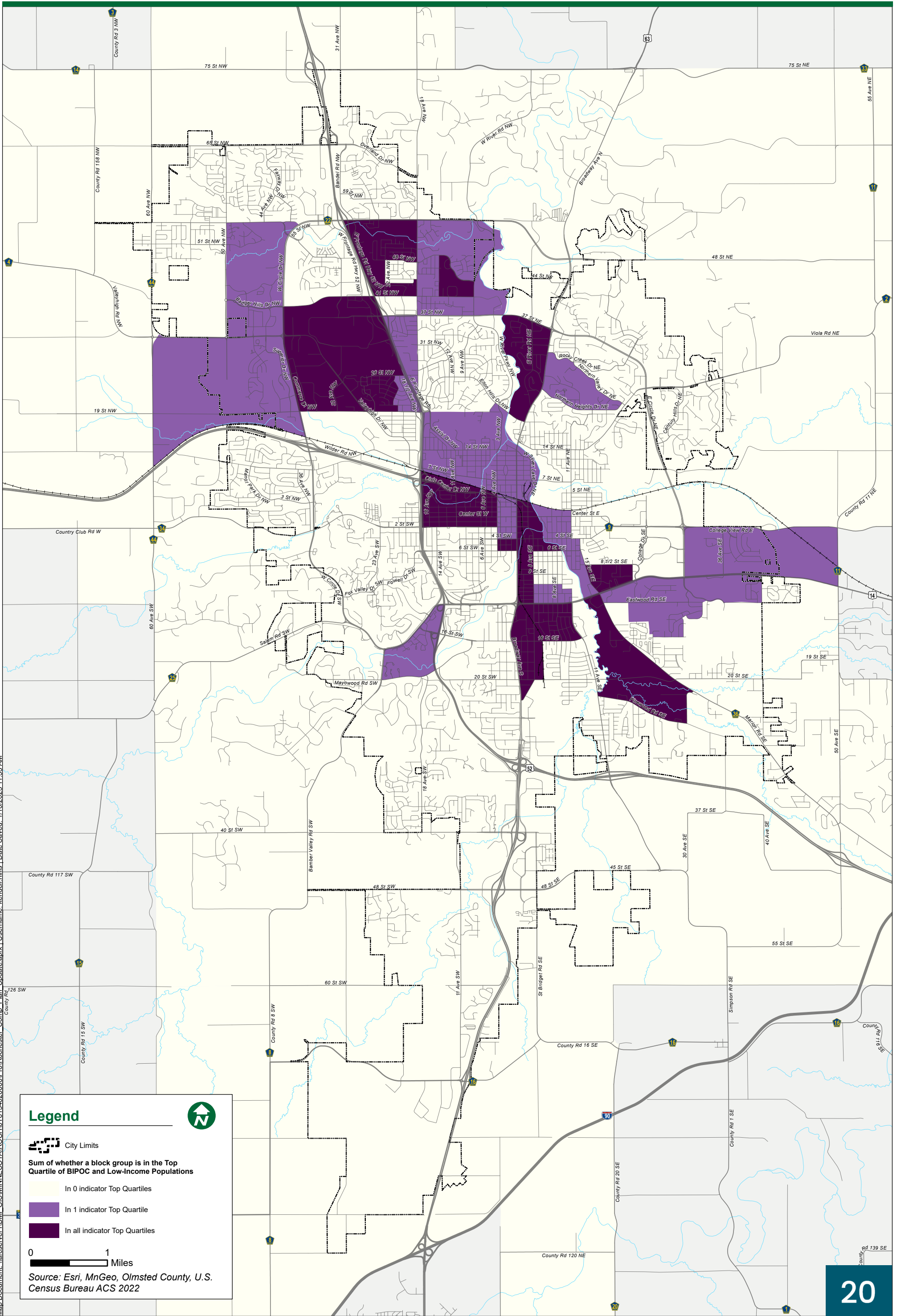
TABLE 2: 2020 ETHNICITY

2020 Ethnicity, Rochester, MN				
	2010	2020	Increase	% Increase
Total Population	106,769	121,395	14,626	13.7%
White	84,608	87,180	2,572	3.0%
American Indian	251	323	72	28.7%
Asian or Pacific Islander	7,250	9,525	2,275	31.4%
Black or African American	6,586	10,661	4,075	61.9%
Hispanic or Latinx	5,508	7,984	2,476	44.9%
Some other race	212	429	217	102.4%
Two or more races	2,354	5,293	2,939	124.9%

Source: U.S. Census Bureau, 2010 and 2020 Censuses

Race and Ethnicity | From 2010 to 2020, Rochester, MN, experienced a 13.7% increase in total population, rising from 106,769 to 121,395. Ethnically, the White population grew moderately by 3.0%, from 84,608 to 87,180. The American Indian population increased by 28.7%, while the Asian or Pacific Islander group grew by 31.4%. The Black or African American population saw the largest percentage increase, rising by 61.9%. The Hispanic or Latinx population grew by 44.9%. The "Some other race" category surged by 102.4% and the "Two or more races" group saw a remarkable increase of 124.9%.

As Rochester's population grows, communities of color represent a significant portion of this increase. However, these communities continue to experience disproportionately lower homeownership rates, as highlighted in the 2020 Minnesota Housing Report. Additionally, they are often concentrated in areas designated as Environmental Justice Areas by the Minnesota Pollution Control Agency. These disparities have profound implications for social determinants of health, including economic stability, access to quality housing, environmental conditions and overall well-being. As future planning and development efforts advance, it is critical to integrate equity-driven strategies that address these systemic challenges and promote sustainable, inclusive growth.



Map Document: \\arseserver1\B\GIS\MINNESOTA\ROCH\OT16134020000\Pro\Rochester_Comp_Plan_Update.aprx | User: kendl.hillis | Date Saved: 1/10/2025 11:53 AM

Legend

City Limits

Sum of whether a block group is in the Top Quartile of BIPOC and Low-Income Populations

- In 0 indicator Top Quartiles
- In 1 indicator Top Quartile
- In all indicator Top Quartiles

0 1 Miles

Source: Esri, MnGeo, Olmsted County, U.S. Census Bureau ACS 2022

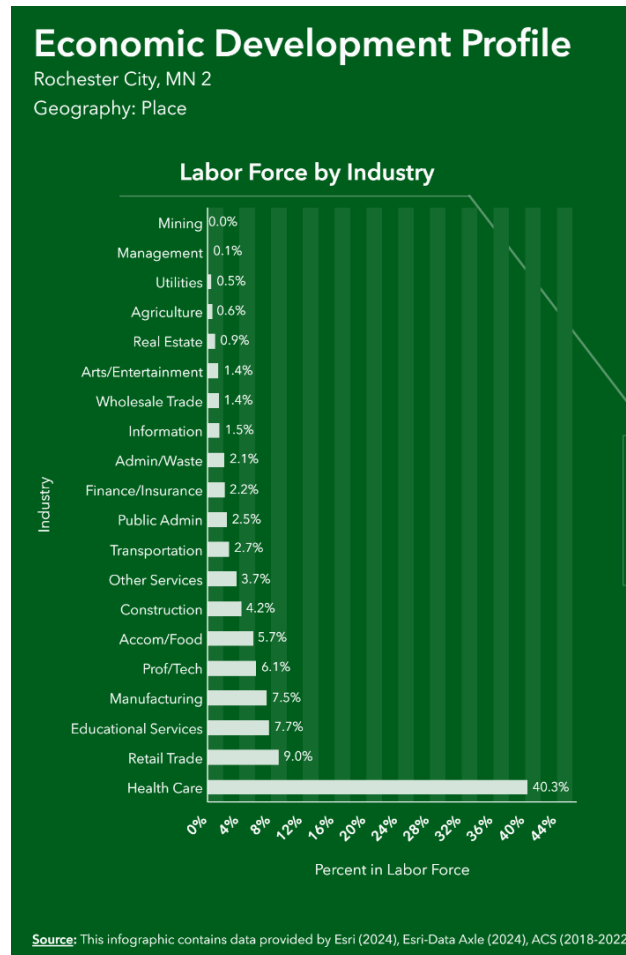
Economic Development Profile | In the Rochester labor force, the largest sector is health care, employing 40.3% of the workforce, followed by retail trade at 9.0% and educational services at 7.7%. Other notable sectors include manufacturing (7.5%), professional/technical services (6.1%) and accommodation/food services (5.7%). Smaller industries, such as construction, transportation, finance and public administration, make up the remaining 23.7% portion of the workforce, with agriculture and mining contributing the least.

In terms of commute times, the majority of workers in Olmsted County (67.1%) have commutes of 19 minutes or less, 18.5% commuting 20-29 minutes and 7.6% commuting 30-44 minutes. Only a small percentage of workers experience longer commutes, with 6.8% commuting 45-60 minutes or more.

Regarding transportation to work, Olmsted County workers used the following transportation methods to work: 79.9% of workers drive alone and 3.6% use public transportation. Walking and biking are less common modes of transportation, with 5.3%, and 11.2% of workers working at home. The labor force participation rate is 66%, with 4,566 businesses and 206,185 employees in total (Esri, 2024; Esri-Data Axle, 2024; ACS, 2018-2022; Esri-US, BLS, 2024; AGS, 2024).

Olmsted County has emerged as the 5th largest economy among Minnesota's 87 counties after recovering from the pandemic recession. The county has seen significant job growth, ranking 40th fastest growth in the past year and 31st fastest-growing since 2019. Between 2019 and 2023, the county added 1,312 jobs, a 1.3% increase. Olmsted County is home to 4,034 business establishments, with an annual average wage of \$75,785 and a total industry payroll of \$7.7 billion. Despite having a smaller labor force

FIGURE 4: LABOR FORCE BY INDUSTRY



compared to the state, the county has experienced a notable increase in employment in recent years (DEED QCEW Program).

Other key demographic and economic trends include:

Employees | The resident workforce of the area is expected to grow. The Southeast Planning Region is projected to experience a 5.1% increase in employment from 2020 to 2030, with total employment rising from 261,589 to 274,824. Several industries are expected to see notable growth, including accommodation and food services, which is projected to increase by 22.1%, and arts, entertainment and recreation, with a projected growth of 10.5%. Healthcare and social assistance, as well as administrative support services, are also expected to grow by 9.0%. Other industries such as construction, professional services and wholesale trade will see moderate increases, while retail trade and information are expected to decline slightly. The utilities sector is projected to see a small decrease of 0.9%, while sectors like transportation and warehousing, as well as management of companies, are expected to see strong growth, with increases of 6.5% and 8.1%, respectively (DEED, 2020-2030 Employment Outlook).

FIGURE 5: EMPLOYMENT PROJECTIONS, 2020-2030

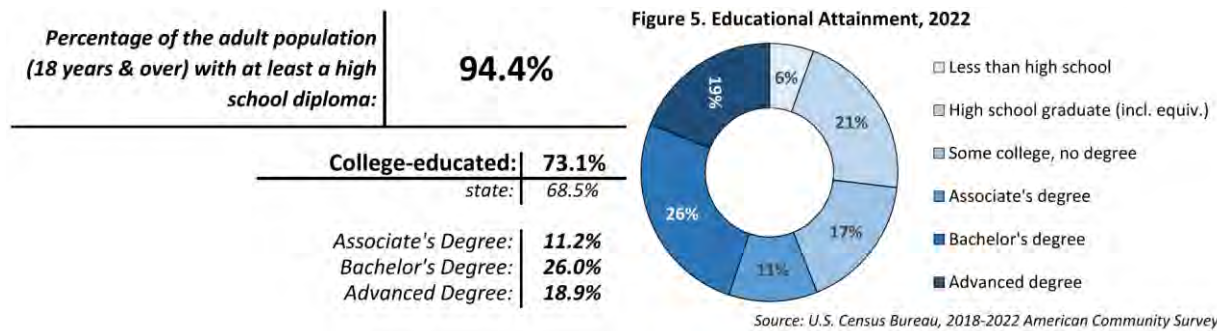


Unemployment | In 2023, Olmsted County had a lower unemployment rate of 2.2%, compared to the state's rate of 2.7%. The county's unemployment rate has declined since the pandemic recession, falling below its pre-pandemic rate of 2.7% in 2019.

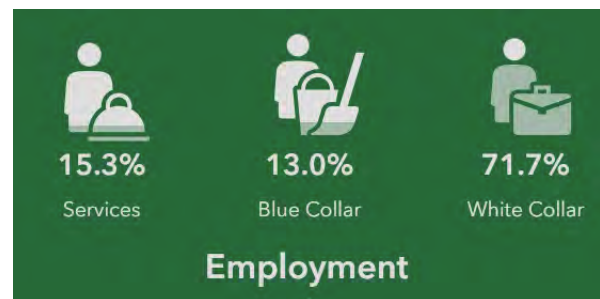
Although the number of unemployed workers in Olmsted County has increased in the past year, it remains lower than in 2019. Between 2008 and 2023, the county's labor force grew by 12,866 workers, or 16.5%. As of 2023, there are 91,063 available workers in the county, with 2,003 unemployed workers actively seeking work (DEED Local Area Unemployment Statistics).

Education | As of 2022, a substantial majority of adults in Olmsted County have at least a high school diploma (94.4%), significantly higher than the statewide average of 68.5%. Additionally, 73.1% of adults in the county are college-educated, surpassing the state average of 58.5%. This includes individuals with associate's degrees (11.2%), bachelor's degrees (26.0%), and advanced degrees (18.9%). Only 6% of adults in the county lack a high school diploma, highlighting the county's highly educated population compared to the state average.

FIGURE 6: EDUCATIONAL ATTAINMENT, 2022 AND EMPLOYMENT TYPES



The city's employment landscape is dominated by white-collar jobs, which account for 71.7% of the workforce. Blue-collar and service sector jobs follow, representing 13.0% and 15.3%, respectively. The substantial proportion of white-collar jobs is likely driven by the presence of the Mayo Clinic.



Workforce of the Future | With the projected increase in the number of jobs available, it will be critical to consider what is needed to attract and retain young adults, particularly those with college degrees, who will be highly sought after as the baby boom generation retires from the labor force and innovative technologies in the

workplace drive demand for new skills and knowledge. To date, this cohort has indicated a preference for communities with active and highly accessible downtowns, near restaurants and other cultural amenities, with a variety of housing and reliable transportation options. Since these young workers will be important to the economic prosperity of the region, it is critical for Rochester to consider how it can provide a competitive urban environment to attract this generation of future employees. Post-COVID-19 Pandemic, work from home and remote work opportunities have increased as well.

Cost of Living | Rochester's cost of living is slightly lower than the state average. The median monthly cost of owning a home with a mortgage in Rochester is \$1,788, while the state's median of \$1,818. Additionally, 17.4% of homeowners in Rochester allocate 30% or more of their income to housing costs, which is lower than the state average of 22.0%.

For renters, the median monthly rent in Rochester is \$1,193, just above the state median of \$1,178. Furthermore, 47.9% of renters in Rochester spend 30% or more of their income on rent, which is higher than the state's rate of 46.7%.

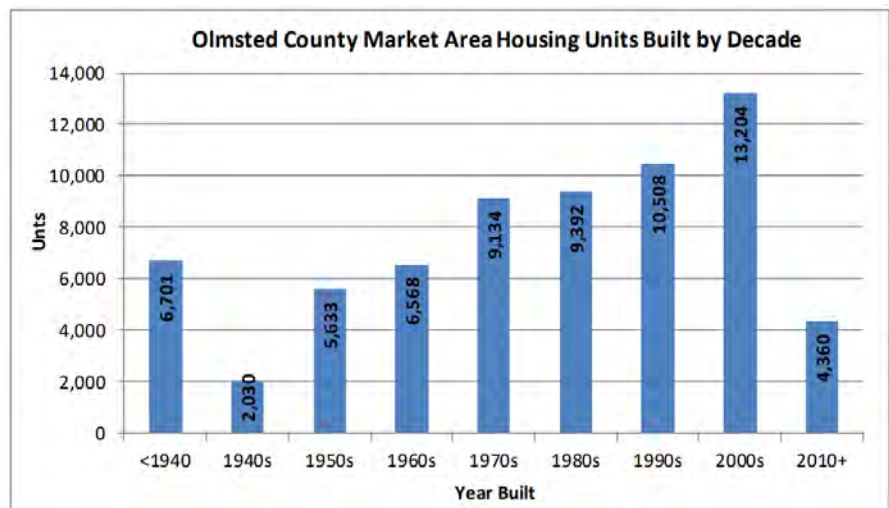
On the income front, Rochester residents earn more than the state average. The median household income in Rochester is \$90,420, compared to the state's median of \$84,313. Similarly, the median family income in Rochester is \$114,612, surpassing the state's median of \$107,072.

Age of Housing Stock |

According to the 2025 Maxfield Housing Study Needs Analysis for Olmsted County, the 2000s saw the highest number of units built, with 13,204 constructed

during the decade. In contrast, the 1940s experienced the lowest construction levels, with only 2,030 units built. The 1950s and 1960s marked a significant increase in construction compared to earlier decades, while the 1990s saw a notable surge,

TABLE 3: HOUSING UNITS BUILT BY DECADE

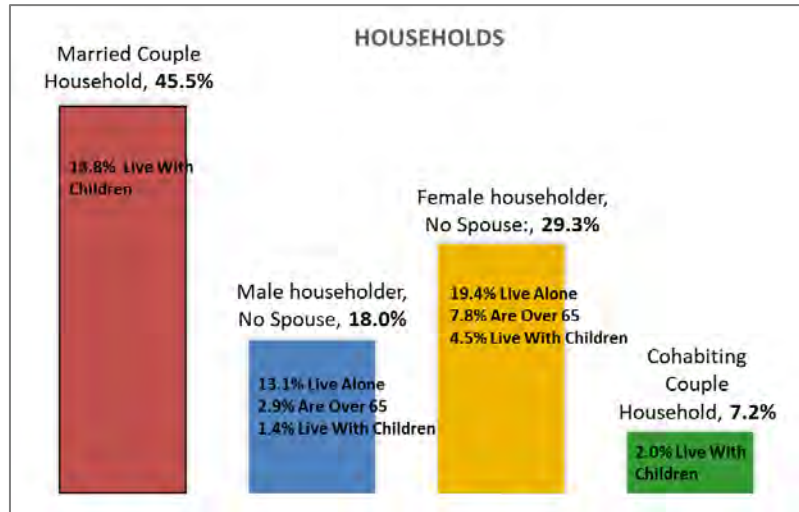


surpassing the 1980s. The 2010s and beyond continue to show growth, though at a slower pace than the previous decades.

Increased Number of Small Households | According to the

2020 ACS Census data for Rochester, the largest proportion of households consists of married couples, accounting for 45.5% of households, 18.8% of which have children. Male householders with no spouse account for 18% (1.4% of which have children), while female households with no spouse represent 29.3% of the total households (4.5% of which have children).

TABLE 4: HOUSEHOLDS



Cohabiting couple households represent 7.2% of households, 2.0% of which have children. A higher percentage of females live alone at 19.4% compared to males at 13.1%. Also, there is a larger percentage of females over 65 with no spouse at 7.8% compared to 2.9% of males. There is an expectation that greater demand for higher-density, mixed-use housing opportunities, including increased demand for downtown housing in particular, will materialize.

Increase in Number of Adults | By 2040, approximately 60% of Olmsted County (Rochester) residents will be between the ages of 18 and 64 (18.3% increase from 2024), representing the majority of the population. The senior population will increase by about 19%, according to the Minnesota State Demographer. With this increasing senior population, it is anticipated that more residents will look for housing options other than a traditional single-family home. The significant increase in our senior population will also lead to an increase in mobility-limited individuals. Older residents are less likely to drive, more likely to be disabled and increasingly reliant on walking, transit and other newly emerging mobility options to meet their travel needs.

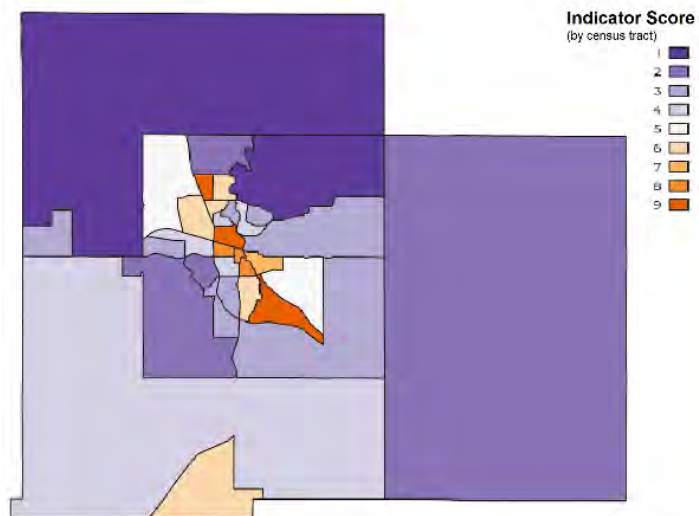
Lower-Income Households | The continued growth in health sector jobs in Rochester brings great economic opportunity in the medical services and technology fields but will also increase the number of lower-wage jobs in the health services, hospitality and retail

industries. Lower-income residents may lack access to a personal vehicle or struggle with the combined costs of shelter and a personal vehicle. Service-oriented and multiple-shift jobs present an additional challenge in that they often have varying work schedules that require travel outside of the typical morning and afternoon commute hours when transit service is most available. The greater economic diversity of our population will require us to think about how we can provide a high quality of life for people at all points along the income spectrum.

Accessible Housing | The 2023 American Community Survey 5-Year Estimate suggests that a little over 12,100 people with disabilities live in Rochester, or 12% of our total population. This number is likely higher given the number of people from around the world who come to Rochester for treatment at the Mayo Clinic and who temporarily stay in Rochester to recover. Every person's experience of their disability is different and requires different home accessibility features to meet their needs. Consequently, Rochester will need to prioritize housing options that are either built as accessible or can be easily modified to become accessible.

Over the last decade, Rochester housing advocates and experts have focused on boosting the supply of senior housing to accommodate the needs of our aging population. While there is some overlap, Rochester community leaders will need to devote the same kind of attention to ensuring disabled people have accessible and affordable housing options and can easily find those options.

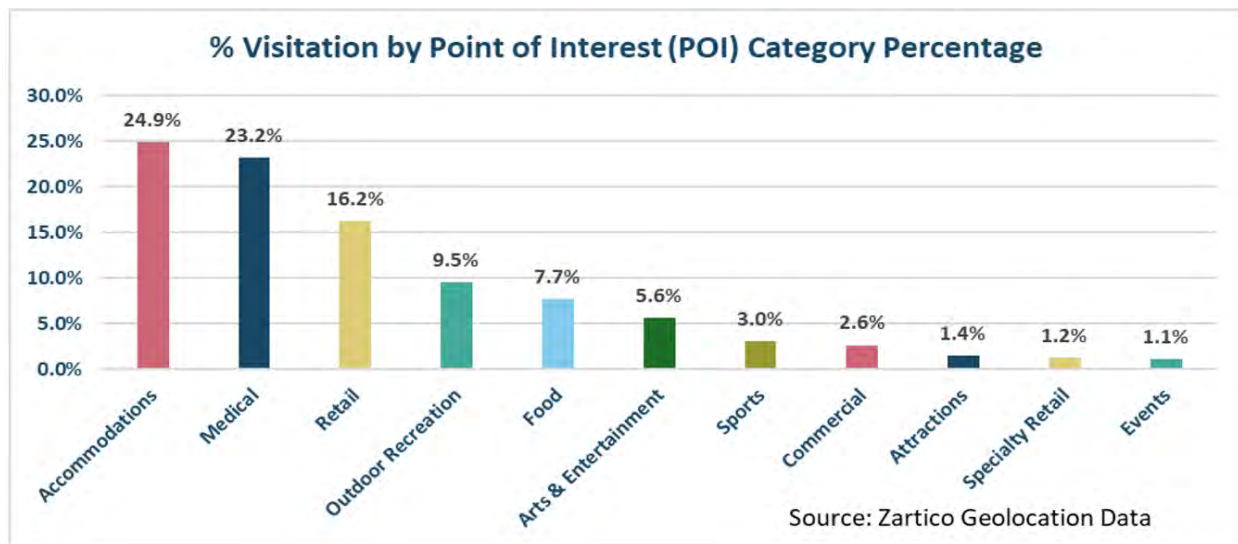
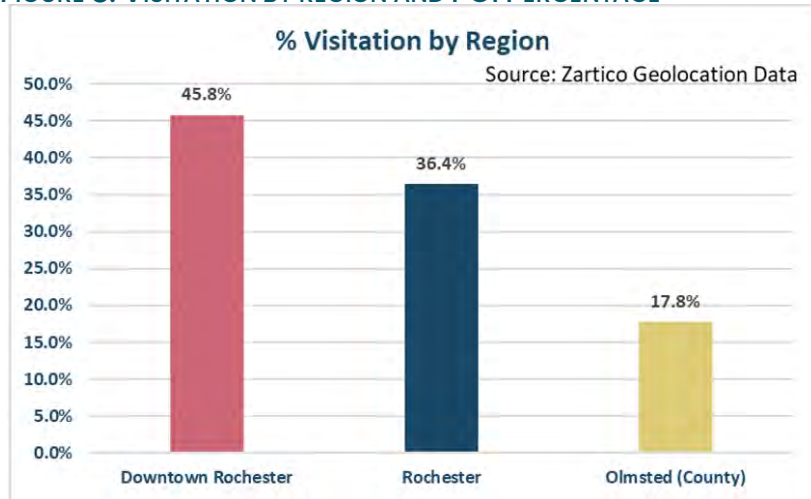
FIGURE 7: FOOD SECURITY ASSESSMENT



Household Access to Healthy Food | In 2021, the University of Minnesota completed a food security assessment for Olmsted County from data collected from the 2018 ACS. During the COVID-19 pandemic, over 14,000 residents, including 4,000 children, in Olmsted County experienced food insecurity. The assessment was centered on four ideas: how we can GROW, EAT, LEARN, and SHARE Olmsted County's food system so that every family has plenty to eat. The graphic to the right outlines where targeted food system interventions are needed most. The orange areas show where life expectancy is most impacted in Olmsted County.

Visitors and New Arrivals | Visitation to Rochester, Minnesota, is concentrated in its downtown area, which attracts the highest percentage of visitors at

FIGURE 8: VISITATION BY REGION AND POI PERCENTAGE



45.8%. The City of Rochester itself accounts for 36.4% of visitors, while 17.8% of visitors are from Olmsted County. Visitors are primarily drawn to accommodations (24.9%), followed by medical facilities (23.2%) and retail (16.2%). Outdoor recreation and food are also popular categories. Overall, the data indicates that Rochester's

downtown, along with its accommodations, medical services and retail, are the main attractions for visitors. The information is based on Zartico Geolocation Data.

Visitors book hotel rooms, eat at restaurants, visit places and attend events. On weekends, sports teams and conventions fill many of these facilities and seek similar dining and entertainment opportunities. Our residents enjoy partaking in the local arts and entertainment scene, be that an evening of civic theater or exploring the latest brewpub, and benefit from excellent education facilities. According to DMC: A 10-Year Evaluation, prepared in March 2025, the development of additional hotel space continues to be a crucial element for the long-term success of the Destination Medical Center (DMC) District. According to the 10-Year Evaluation Study, 2,449 hotel keys were used in 2000, 3,069 keys in 2015 and 3,494 keys by 2025, which helps to understand how frequently the current hotels were used in the past 25 years. The total number of hotels in 2025 is 693. The DMC District has planned for 1,380, leaving 687 hotel rooms to be developed in the remaining phases from 2025 to 2035. When considering the overall 20-year plan, the initial phases represent 50% of the total hotel room goal, highlighting the need for continued development to meet the district's long-term infrastructure requirements.

In addition, the 2025 Comprehensive Housing Needs Analysis for Olmsted County stated that because of Rochester's draw as a medical destination, there are a number of temporary and short-term stay housing accommodations in Rochester. The target market for these stays has been Mayo Clinic patients and families of those patients; however, other target markets include UMR students, Mayo Clinic faculty/staff, corporate relocations, etc. Establishments range from hotels, suites, apartments, townhomes or single-family homes, etc. Many of these furnished units offer weekly and monthly rates that have flexible rental agreements. In the DMC area, over the past decade, renter households grew by 27% compared to just 11% of owner households with 80% of all rentals being one or two-person households.

There has been a growing preference for non-traditional lodging choices as companies such as VRBO, Airbnb, Stay Alfred, Sonder and others make a splash in the rental and hospitality sector. However, single-family properties and townhomes still make up the majority of short-term rentals in Rochester.

Demand and bookings for short-term rentals were hit hard by the COVID-19 pandemic, especially when elective surgeries and patient volume at Mayo Clinic were down significantly. However, long-term, this business model will continue to evolve and gain market share as guests desire “experiences” and enjoy the comfort of home-like amenities, especially those seeking long-term medical care from Mayo Clinic.

Growth for Center City Development

The Destination Medical Center (DMC) is a public-private partnership designed to create local, regional and statewide economic opportunities by leveraging the growth of Mayo Clinic and other related health science and service businesses within Rochester. The DMC Plan provides a vision for transforming Rochester into a dynamic urban center that integrates Mayo Clinic’s medical campus with commercial, technology, residential, retail, hospitality and entertainment uses. It aims to create a global medical destination that both appeals to visitors and stimulates development and investment.

Three specific challenges must be addressed in order to make this economic opportunity a success.

Growth in Downtown Traffic with Limited Opportunity to Expand Capacity | With the expected growth in downtown jobs and visitors driven by the Destination Medical Center initiative, key arterial street corridors connecting regional highways to downtown are expected to experience significant increases in congestion during peak travel periods, unless an increasing share of travelers arriving downtown shift to other modes of travel for their trip into downtown. With limited ability to expand rights-of-way, adding significant vehicular capacity near downtown is not a feasible alternative to ease this



The ratio of downtown jobs to the regional population is very high when compared to other US cities. This ratio is projected to increase further over the next 20-30 years and will result in a widening gap between workforce demand and working age residents.

Source: DMC Development Plan

congestion. The DMC Plan and Downtown Master Plan recommend that a variety of transportation options be developed to support downtown access, with a goal of shifting commuter travel into downtown during peak periods from over 70% single occupancy vehicle (SOV) travel to 50% or less SOV travel. Since the most convenient commute option is to live near where you work, developing diverse, mixed-use residential opportunities in downtown and adjacent neighborhood areas is one part of the solution to reaching this goal.

Achieving a shift in downtown travel choice is affected not only by what happens downtown, but also by the intensity and distribution of land use throughout the city and the ability to attract regional travelers to alternative travel and parking options. In particular, local area growth and travel, P2S 2040 will need to encourage street design and land use changes that facilitate the ability to complete more trips by foot, transit or bike. This will require that land use and transportation development be considered jointly within the context of an integrated land use and transportation framework.

Limited Land and Increasing Property Values | The value of land downtown is increasing and the cost of land is high. Downtown is a small geographic area, with Mayo Clinic owning large portions and expanding its reach. The proximity to Mayo Clinic and Rochester's recession-proof medical economy are key factors that make the downtown area particularly attractive to developers. Attempting to meet the projected mobility needs of the downtown daytime populations without a shift in how people reach downtown would require an estimated eight to nine city blocks of six-story parking structures. In addition to the extremely high cost to construct parking (ranging from \$21,000 to \$30,000 per stall for structured parking), dedicating a large share of downtown land to parking would dramatically impact the vibrancy of downtown as a destination and could stunt physical development over time by diverting valuable land to a use that contributes little in the way of economic activity.

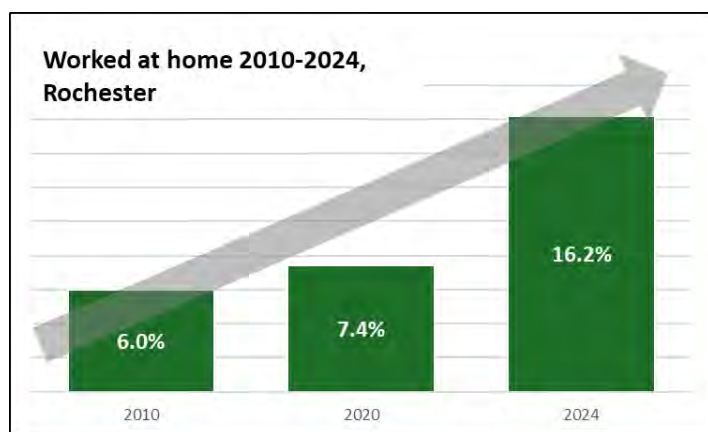
The intersection of challenges created by downtown traffic growth, workforce growth, parking and limited land (and right-of-way) available to support a continued auto-dependent approach to downtown development articulates one of the major objectives which P2S 2040 must address: the reduction in peak period auto commuting and increased utilization of transit, shared mobility services, and opportunities for walking and biking to meet a greater share of downtown transport needs.

Workforce Attraction

If current demographic trends continue, Rochester will face a significant labor force gap. To address this and ensure an adequate workforce for future employment needs, the community must take proactive steps.

- ▶ Rochester must focus on being an attractive community for people of all ages, races and socio-economic backgrounds as we compete to attract workers to the city.
- ▶ Net migration to Rochester will need to increase at a higher rate than it has historically.
- ▶ Labor force participation will need to increase, particularly among older adults.
- ▶ Regional commuting into Rochester for jobs will likely need to increase. However, working from home has more than doubled from 6% of the workforce in 2010 to 16.2% in 2024 due to COVID-19 and other factors.

TABLE 5: WORKED FROM HOME 2010-2024



Rochester must retain as much of its current workforce as possible while also taking steps to attract new residents. Mayo Clinic attracts health care professionals from around the world who have choices of where to live and work. At the same time, lower-wage jobs in the service sector are required to support our major industries. Many of the strategies outlined in this plan are designed to allow Rochester to accommodate a higher percentage of new residents than would otherwise be accommodated under historic growth and development patterns. Creating more affordable housing and building a greater diversity of housing types can help attract new residents and retain existing ones. Strategically increasing density in parts of our city will provide the opportunity for more people to live here while reducing the need for workers to commute from outside the city limits.

Natural Forces Shaping Rochester's Development Patterns

Various natural features have shaped Rochester's historical development patterns and will continue to influence future growth strategies.

Local Climate | The Rochester area has a "continental" climate; that is, the area's seasonal temperature variation is quite large. Winters are long and cold; summers are warm and humid. Severe

thunderstorms, potential tornadoes, damaging hail, winter storms and extreme cold and heat are routine in this part of the country; the impacts of climate change will increase these extreme weather events. As a result, flooding potential, stormwater runoff, temperature extremes and other weather impacts on road conditions will influence Rochester's development patterns and financial needs.

Topography | Rochester's flat to gently rolling terrain is marked by areas of steep slopes along a network of seasonal and permanent waterways. This topography can pose challenges to service extension and development. Water pressure issues, for example, necessitate the use of a two-level water system in order to serve the higher areas of the city. Development into the far northern reaches of the city's urban service area necessitates the use of sanitary sewer lift stations to move the sewer flow up to the high point so that gravity can take it the rest of the way to the city's water reclamation plant.



The devastating tornado of 1883 led to the founding of St Mary's Hospital

Geology | The area's geology is sensitive to activities occurring at the land's surface. The bedrock units that underlay the Rochester area form a sequence of aquifers that are the source of this region's drinking water supply. Mildly acidic groundwater is slowly dissolving the bedrock in this part of Southeast Minnesota, producing distinctive groundwater conditions and land features known as "karst." Karst aquifers are highly susceptible to groundwater contamination because cracks and sinkholes form pathways that funnel water and contaminants from the surface into the groundwater system. Surface pollutants can reach the bedrock nearest the ground surface throughout most of Rochester in a matter of hours to a few years.



Groundwater flow freezes when exposed at area road cuts.

Soils | Many of the Rochester area's soils are classified as "highly erodible", based on their tendency to wear away due to wind or water movement. This erosion can result in slope instability, particularly during storm events. Proper engineering and potential avoidance of these sites is critical as the city develops in these sensitive areas in order to prevent, for example, the landslides we have witnessed in other parts of the country.

Many of Rochester's soils are shallow to the water table, providing opportunities for contaminants to quickly reach the groundwater and the potential for localized water damage to basements and roads. Some of these soils are also considered "hydric", indicating the potential presence of sensitive wetland areas that development should avoid.

Floodplain soil is found along Rochester's perennial rivers and streams, intermittent streams and low areas. Their flood-prone nature may lead to safety concerns and hazardous, costly damage to adjacent structures, particularly where flooding is relatively frequent.

Groundwater | Virtually all of Rochester's water supply is drawn from the bedrock aquifers located 300-700 feet below the surface. This groundwater began as

precipitation that entered the soil and moved into these rock formations. While the Rochester area has very high-quality drinking water, local surface activities in sensitive locations and improper well construction and abandonment have introduced contaminants into the groundwater system. Since the underground flow of this critical water supply is toward the Rochester area, contaminants entering the aquifer from beyond the city limits will ultimately impact city water supplies. The City has made significant investments in groundwater protection through projects such as subsidizing the cost of sewer and water extension to 1700 homes with failing septic systems on the outskirts of Rochester.

While the aquifer closest to the surface in much of the city is contaminated to the point that it can no longer be used for potable water, a confining layer provides an 80-foot-thick sequence of rock formations that separates it from the source of most of Rochester's drinking water. Approximately half of the groundwater recharge for our primary water supply occurs where the "Decorah Edge" meets the lower aquifer. Therefore, alteration of the vegetation, soils and hydrology is constrained in these areas by zoning and wetland ordinances designed to protect our critical drinking water source.

Surface Water | All but the southernmost tip of Rochester's Urban Service Area drains into the Zumbro River watershed. The Root River watershed collects water in the far south. Both watersheds drain to the Mississippi River. Numerous reaches of the area's rivers and streams have been placed on the state's Impaired Waters List. A water body is considered "impaired" if it fails to meet one or more water quality standards in the federal Clean Water Act. Fecal coliform (a bacterium that can cause disease), turbidity (murky or muddy water) and mercury in fish are the impairments found in Rochester waters. These impairments are typically a result of human activity. While surface water is not a drinking water source in Rochester, recreational activities in impaired waters can impact human and animal health, and the karst geology can lead to the intermixing of surface water and the groundwater drinking supply.



Shoreland buffers help filter stormwater entering Silver Lake.

Wetlands and Riparian Areas | Wetlands have a wide range of natural functions, from controlling floods to filtering water pollutants to recharging groundwater. Retaining water on the landscape, rather than letting it rush into storm sewers, will help these features function as nature intended. Through its stormwater management programs, the City of Rochester is developing strategies to better conserve and utilize natural systems, such as wetlands, floodplains and shorelands for water quality and quantity control.

Floodplain Management | Rochester was built on the banks of the South Fork of the Zumbro River to take advantage of the water supply, the power of natural falls and, eventually, the manmade mill races. The city is laced with small creeks feeding the Zumbro, which has made the city subject to periodic severe flash flooding from heavy rainfall events. Working with the federal government, a flood control plan for Rochester was developed in 1976-77 and first submitted for funding in a bill to Congress in 1977. A devastating flood in 1978 further emphasized the need for this project; federal assistance was granted and the flood control project was completed in 1996. Floodplain management continues to this day, with the City



Impact of the 1978 Flood on the Mayo Civic Center.

choosing to adopt development standards that are more stringent than those currently mandated by the Federal Emergency Management Agency (FEMA). These updated standards are based on the National Oceanic and Atmospheric Administration's (NOAA) Atlas 14 precipitation frequency and intensity estimates to account for the effects of the increased number of intense storm events experienced here in recent years.

Part 4 | Current Land Use

Historic growth in the greater Rochester area has generally meant building new homes, retail and business centers, along with the sewers, roads and utilities needed to support them, on what used to be farmland or woodlands. A decline in development density has accompanied this pattern as the city has expanded outward. This decline helps explain why the growth rate of infrastructure has exceeded population and employment growth rates, as well as the change in tax capacity, resulting in a condition where the cost of maintenance and operations grows faster than the resources required to support those activities. This kind of growth is fiscally unsustainable.

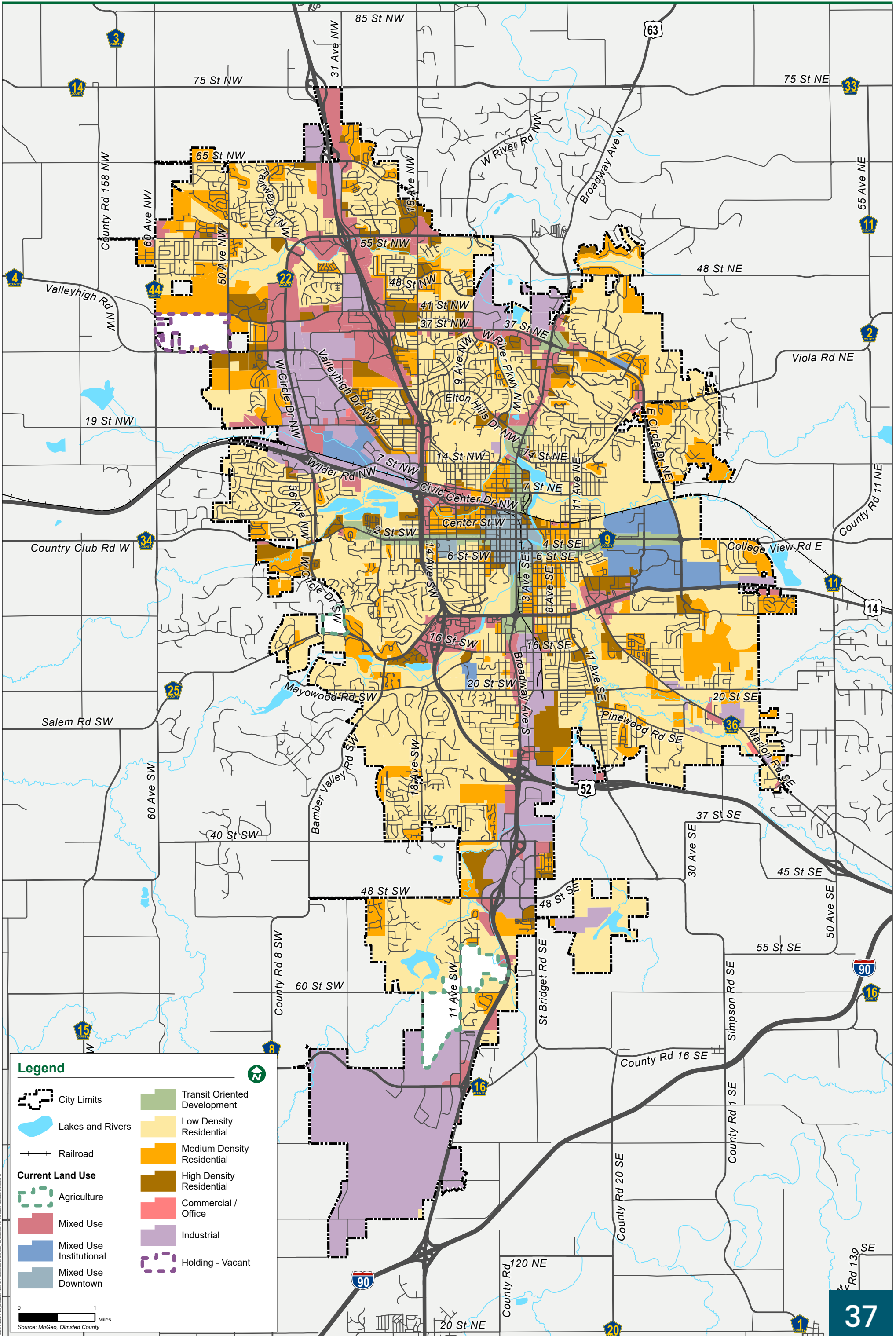
In addition to the fiscal challenges posed by growth patterns, changing trends related to housing, travel, lifestyle choices and the nature of work have brought into focus the need to evaluate development and public service practices. At the very least, the demands from a more diverse population for additional housing choices and travel options will require some level of adaptation that will provide the opportunity for people to have more affordable housing options, to walk or ride more and drive less.

Current Land Use | Rochester's land use is characterized by a diverse mix of residential, commercial, industrial and open space areas. The city has a well-defined urban core surrounded by suburban and rural developments.

Residential areas, which make up a significant portion of the city, feature a variety of housing densities, from single-family homes to multi-family units, with clusters in suburban areas. Commercial land use is primarily concentrated in the Central Business District and along major arterial roads, with additional smaller commercial centers scattered throughout the city. Industrial areas are strategically located on the outskirts, often near transportation corridors like highways and railways, reducing conflicts with residential areas. Open space areas, including parks, golf courses and natural areas, are integrated throughout the City, with large parks typically located along river corridors or at the City's periphery.

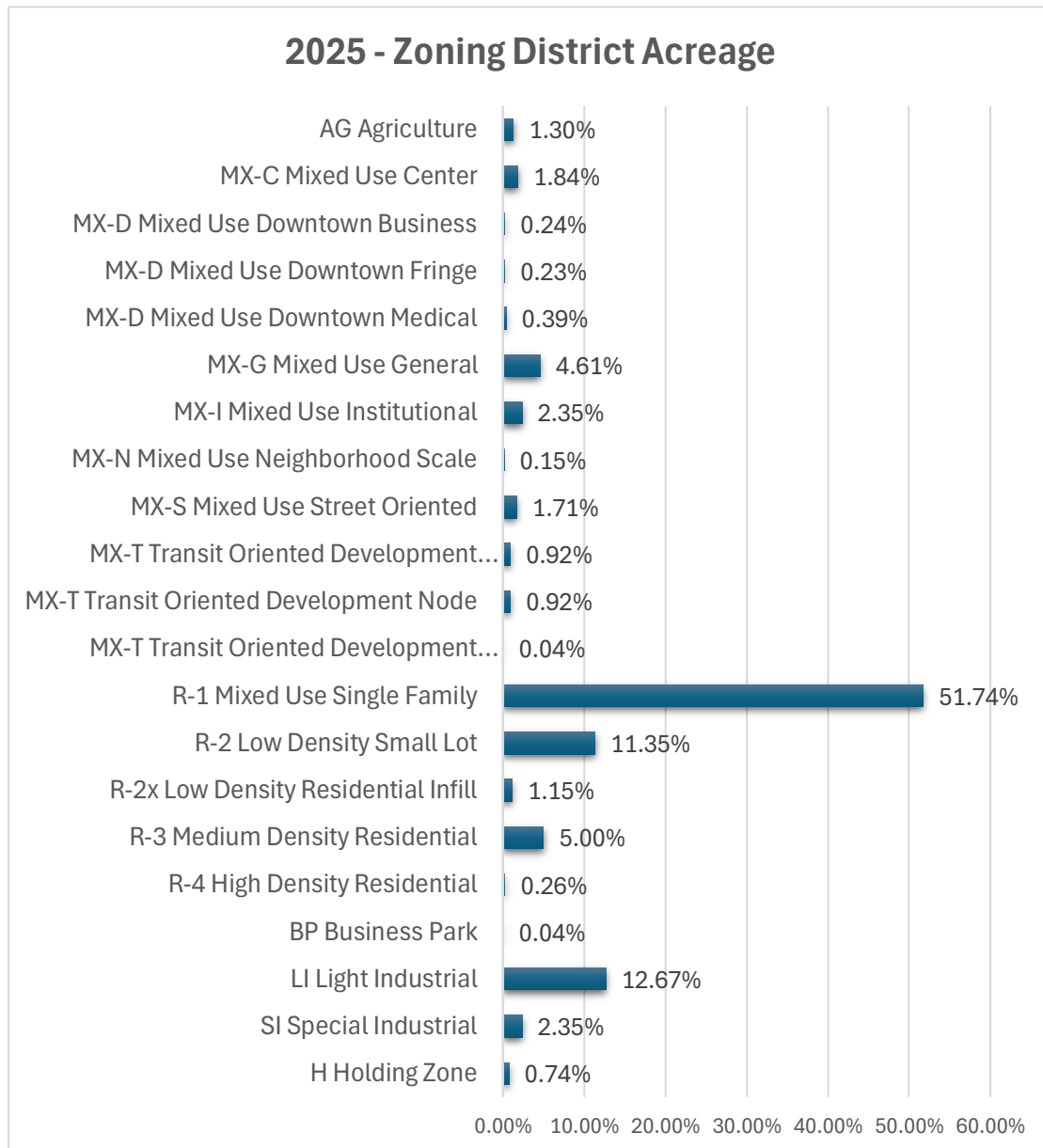
"Companies are recruiting and targeting the next generation of talented workers, the Generation Y/millennials who increasingly prefer urban lifestyles with mass transit."

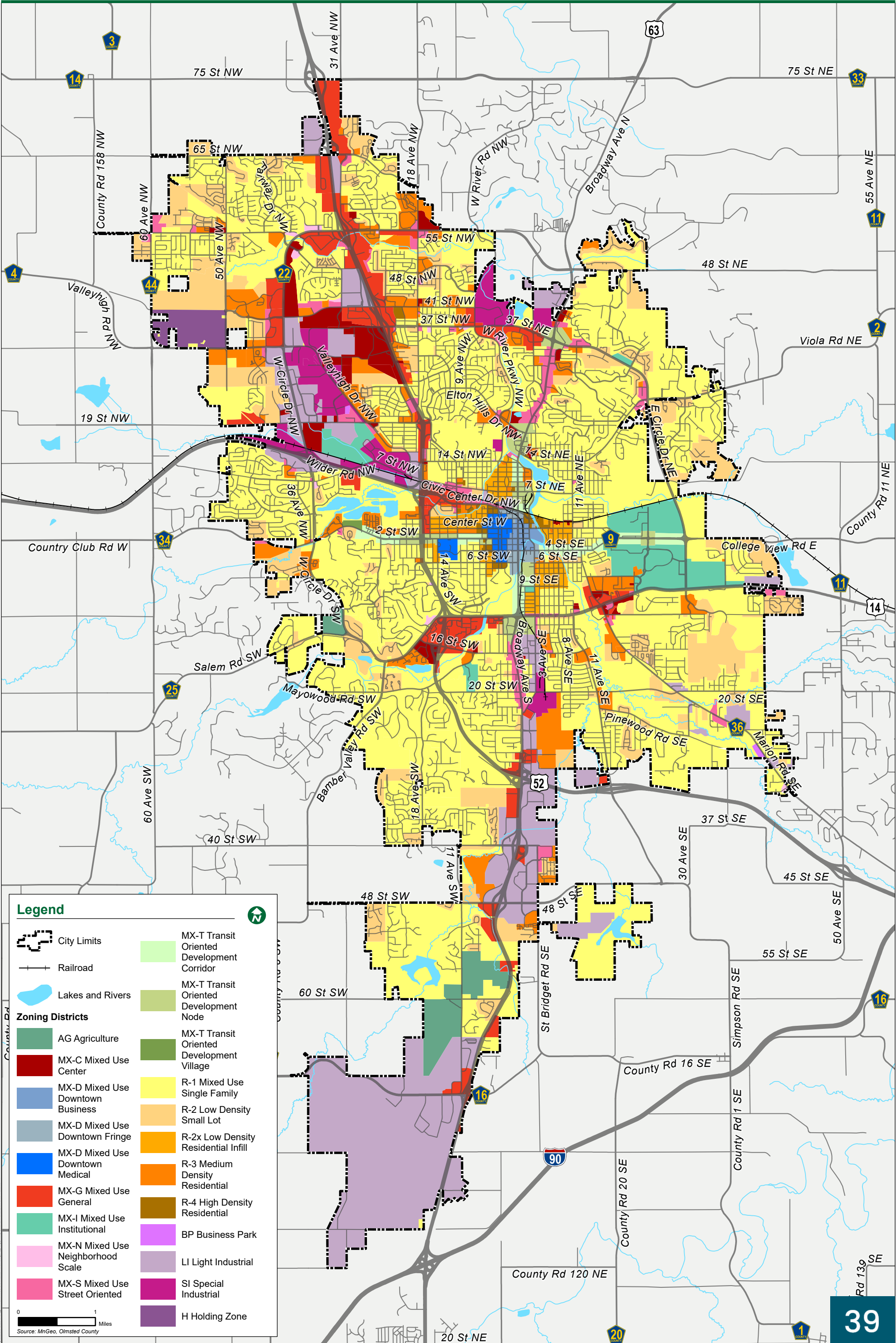
Urban Land Institute



Zoning | Rochester's Zoning Map divides the city into distinct areas based on land use. Low-Density Residential Zones (R-1) occupy a significant portion of the city, with 51.7% of the total acreage. Medium Density Residential Zones (R-3) are dispersed throughout the city, alongside Mixed-Use Street-Oriented areas (MX-S). The northern part of the city features a higher concentration of Mixed-Use General (MX-G) and Mixed-Use Center (MX-C) areas. Meanwhile, the southern part of the city is characterized by a greater presence of light industrial zones (LI).

TABLE 6: 2025 ZONING DISTRICT ACREAGES





Legend

- City Limits
- Railroad
- Lakes and Rivers
- Zoning Districts**
- AG Agriculture
- MX-C Mixed Use Center
- MX-D Mixed Use Downtown Business
- MX-D Mixed Use Downtown Fringe
- MX-D Mixed Use Downtown Medical
- MX-G Mixed Use General
- MX-I Mixed Use Institutional
- MX-N Mixed Use Neighborhood Scale
- MX-S Mixed Use Street Oriented
- MX-T Transit Oriented Development Corridor
- MX-T Transit Oriented Development Node
- MX-T Transit Oriented Development Village
- R-1 Mixed Use Single Family
- R-2 Low Density Small Lot
- R-2x Low Density Residential Infill
- R-3 Medium Density Residential
- R-4 High Density Residential
- BP Business Park
- LI Light Industrial
- SI Special Industrial
- H Holding Zone

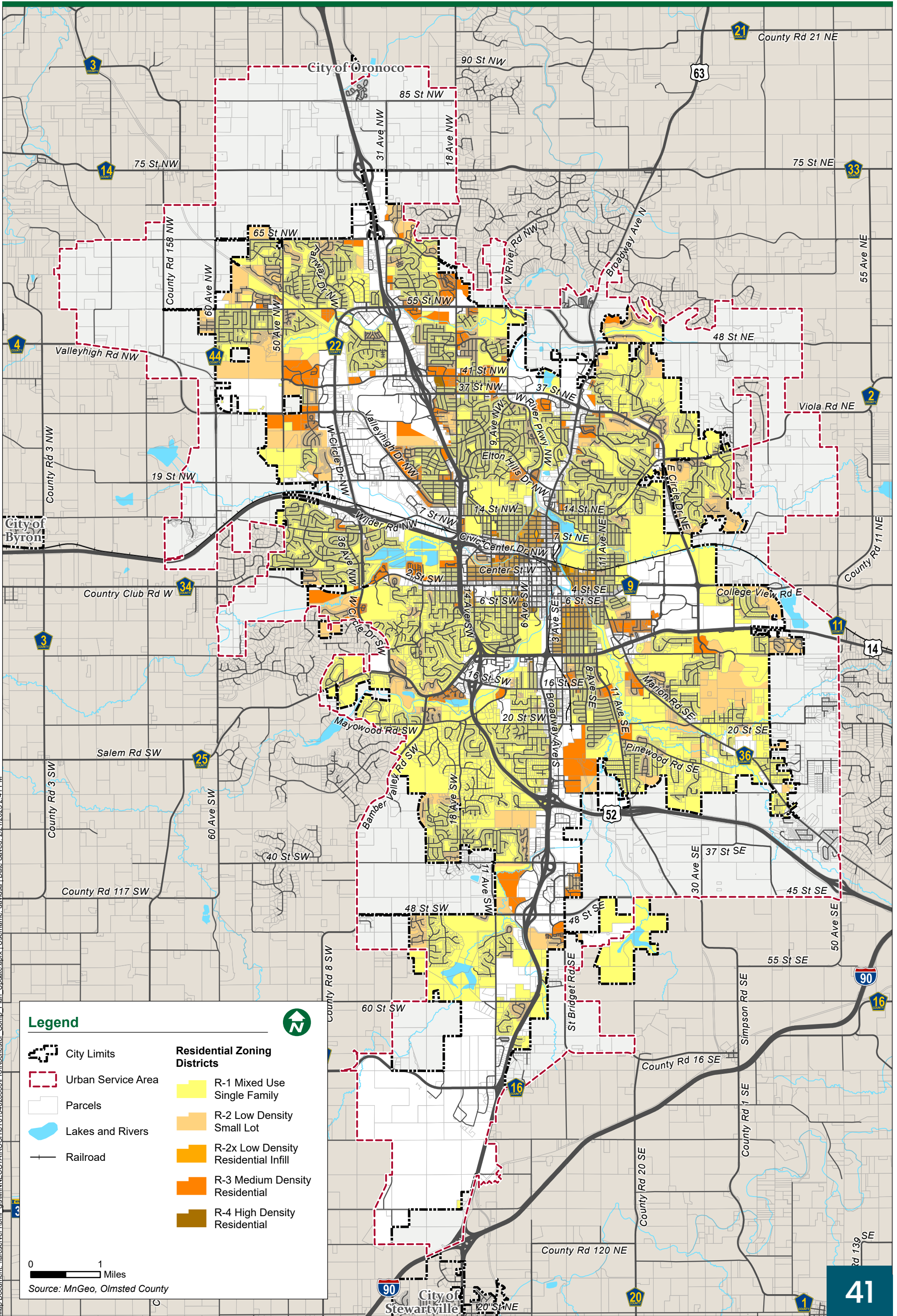
0 1 Miles
Source: MnGeo, Olmsted County

Historic Preservation | In 2023, the Heritage Preservation Overlay (HPO) was created as an overlay zoning district to identify properties identified as having or likely having historic significance, including those designated as “landmarks” and those listed on the inventory of historic properties maintained by the Heritage Preservation Commission. These properties include buildings, sites, structures, objects and districts that meet at least one of eight criteria for historic significance and have historic integrity.

Residential Areas | The spread of residential zoning districts in the northern half of the City of Rochester varies. The R-1 (Mixed Use Single Family) district is scattered throughout the city, with notable clusters in the north and central areas. The R-2 (Low Density Small Lot) district is concentrated in the northwest and northeast parts of the city, while the R-2X (Low Density Residential Infill) district has small clusters in central areas. The R-3 (Medium Density Residential) district is prominent in the northern and central regions. The R-4 (High Density Residential) district is primarily located in the central areas of the city.

In southern Rochester, the spread of residential zoning districts shows distinct patterns. The R-1 (Mixed Use Single Family) district is scattered throughout the city, with a cluster in the central regions. The R-2 (Low Density Small Lot) district is prevalent in the southeastern and southern parts of the city. The R-2X (Low Density Residential Infill) district is concentrated in small areas of the central region. The R-3 (Medium Density Residential) district is prominent in the southern part of the city. The R-4 (High Density Residential) district is sparse and primarily located in the central areas.

Future land use patterns will closely follow the City’s urban service areas, where water and sanitary sewer extensions are available. Increased mixed-use land uses and low-density residential uses located near the former IBM site and around Dakota Middle School, both primarily in the northwest quadrant, will likely see the largest increase in residential development.



Legend

- City Limits
 - Urban Service Area
 - Parcels
 - Lakes and Rivers
 - Railroad
-
- Residential Zoning Districts**
- R-1 Mixed Use Single Family
 - R-2 Low Density Small Lot
 - R-2x Low Density Residential Infill
 - R-3 Medium Density Residential
 - R-4 High Density Residential

0 1 Miles

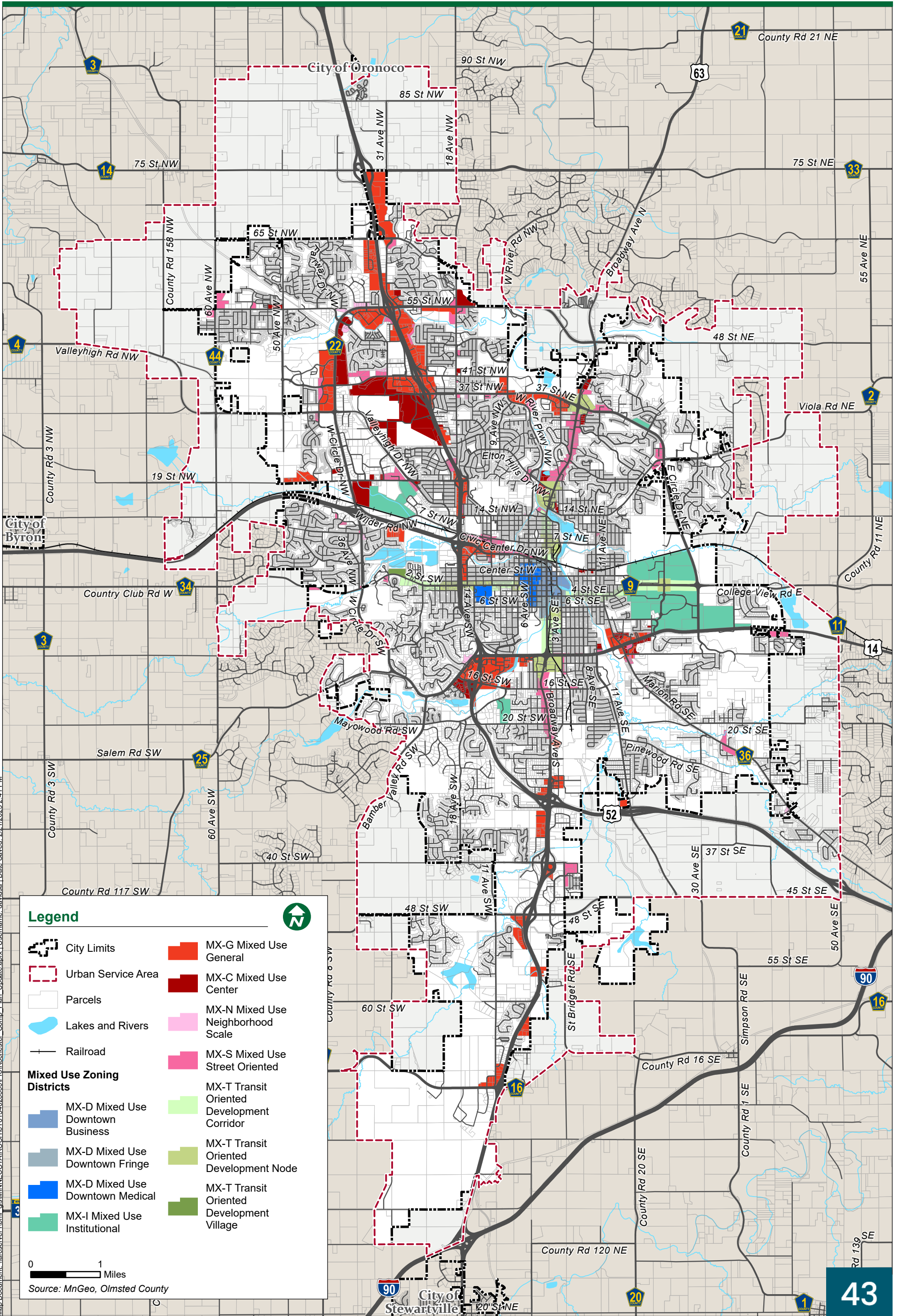
Source: MnGeo, Olmsted County

Map Document: \\arseserver1\hmi_gis\MINNESOTA\ROCH016134020000\Proj\Update.aprx | User: davis | Date Saved: 2/21/2025 2:41 PM

Mixed Use Areas | In northern Rochester, the spread of mixed-use zoning districts is varied across the region. The MX-I (Mixed Use - Institutional) district has two concentrated areas in the eastern and central parts of the city. The MX-G (Mixed Use - General) zone runs along Highway 52, splitting the city from north to south. The MX-C (Mixed Use - Center) district is prominent in the northern part of the city, along Highway 52. The MX-N (Mixed Use - Neighborhood Scale) zoning is sparse in the northern part. The MX-S (Mixed Use - Street Oriented) district is prevalent in the northern area, while the MX-D (Mixed Use - Downtown Medical) district is primarily located in the central region.

In southern Rochester, the spread of mixed-use zoning districts shows a concentration around key areas, such as the MX-G (Mixed Use - General) district is prevalent around the highways, providing a mix of uses in high-traffic areas. The MX-C (Mixed Use - Central) district is prominent in the central part of the city, focusing on mixed-use development in more urbanized areas. The MX-S (Mixed Use - Street Oriented) district is scattered throughout the central region, integrating street-level activity with surrounding developments.

Future mixed-use areas will continue to be located along arterial roadways, providing a blend of needed commercial, office and residential spaces largely in the northwest quadrant of the City and in redevelopment areas near downtown and the RCTC campus, where city services can be extended.



Legend

- City Limits
- Urban Service Area
- Parcels
- Lakes and Rivers
- Railroad
- MX-G Mixed Use General
- MX-C Mixed Use Center
- MX-N Mixed Use Neighborhood Scale
- MX-S Mixed Use Street Oriented
- MX-T Transit Oriented Development Corridor
- MX-T Transit Oriented Development Node
- MX-T Transit Oriented Development Village
- MX-D Mixed Use Downtown Business
- MX-D Mixed Use Downtown Fringe
- MX-D Mixed Use Downtown Medical
- MX-I Mixed Use Institutional

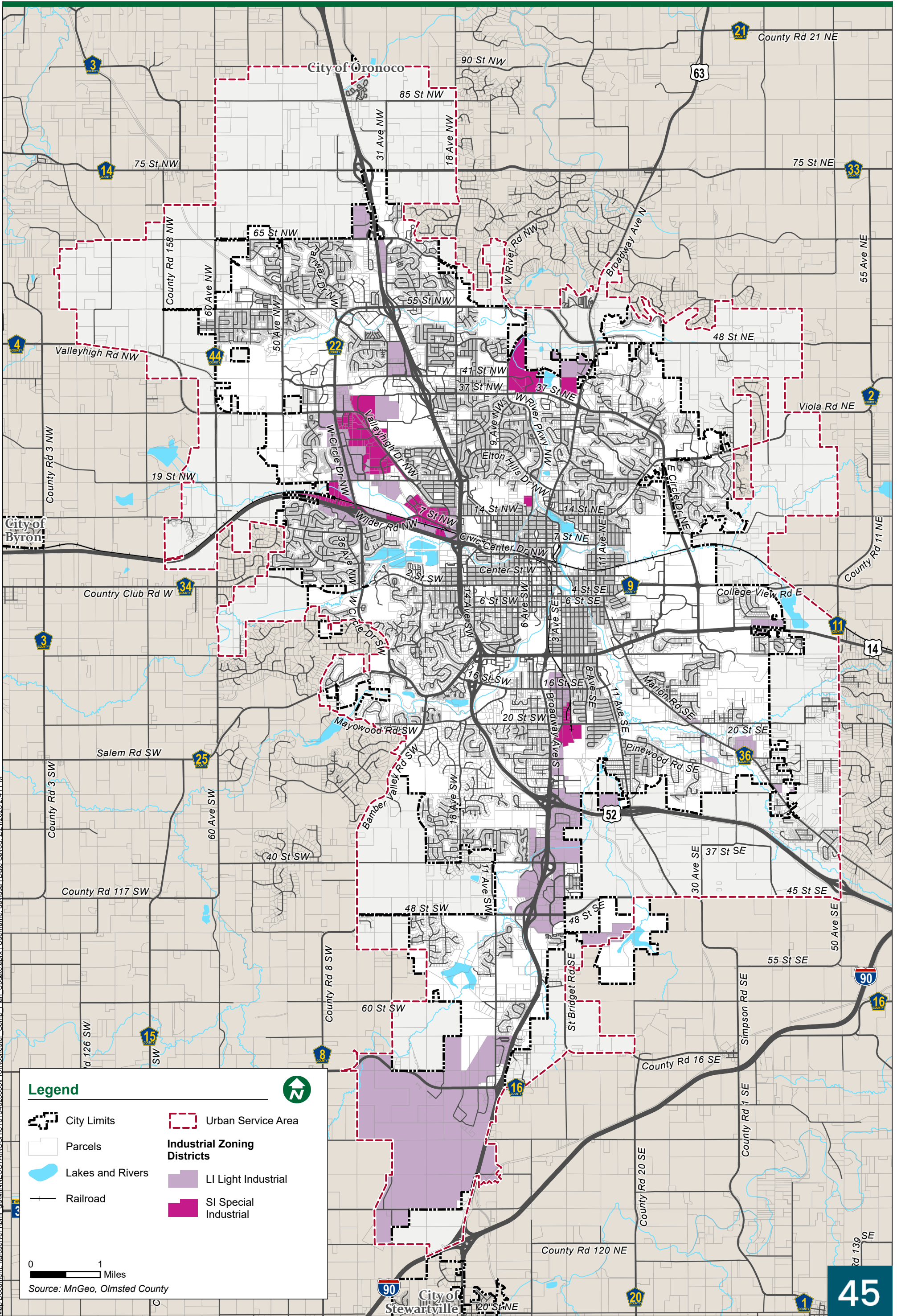
0 1 Miles
Source: MnGeo, Olmsted County

Map Document: \\arseserver1\hmi_d\gis\MINNESOTA\ROCH016134020000\Comp_Plan_Update.aprx | User: davis | Date Saved: 2/21/2025 2:41 PM

Industrial Areas | In northern Rochester, industrial zoning districts are concentrated in specific areas. The LI (Light Industrial) district features large clusters in the northern region, supporting less intensive industrial activities. The SI (Special Industrial) district is also prevalent in the northern part of the city, found within the same clusters, catering to specialized industrial uses.

In southern Rochester, industrial zoning districts are spread across various areas. The LI (Light Industrial) district has a large cluster in the southernmost part of the city, with additional smaller clusters near the city center. The SI (Special Industrial) district is found in one small section near the central part of the city, accommodating specialized industrial uses.

Future industrial sites were explored at the Industrial Land Development Open House held on December 11, 2024. The group identified possible industrial sites both within and outside of the current urban service area. All sites within the USA that are feasible for industrial uses will be evaluated.



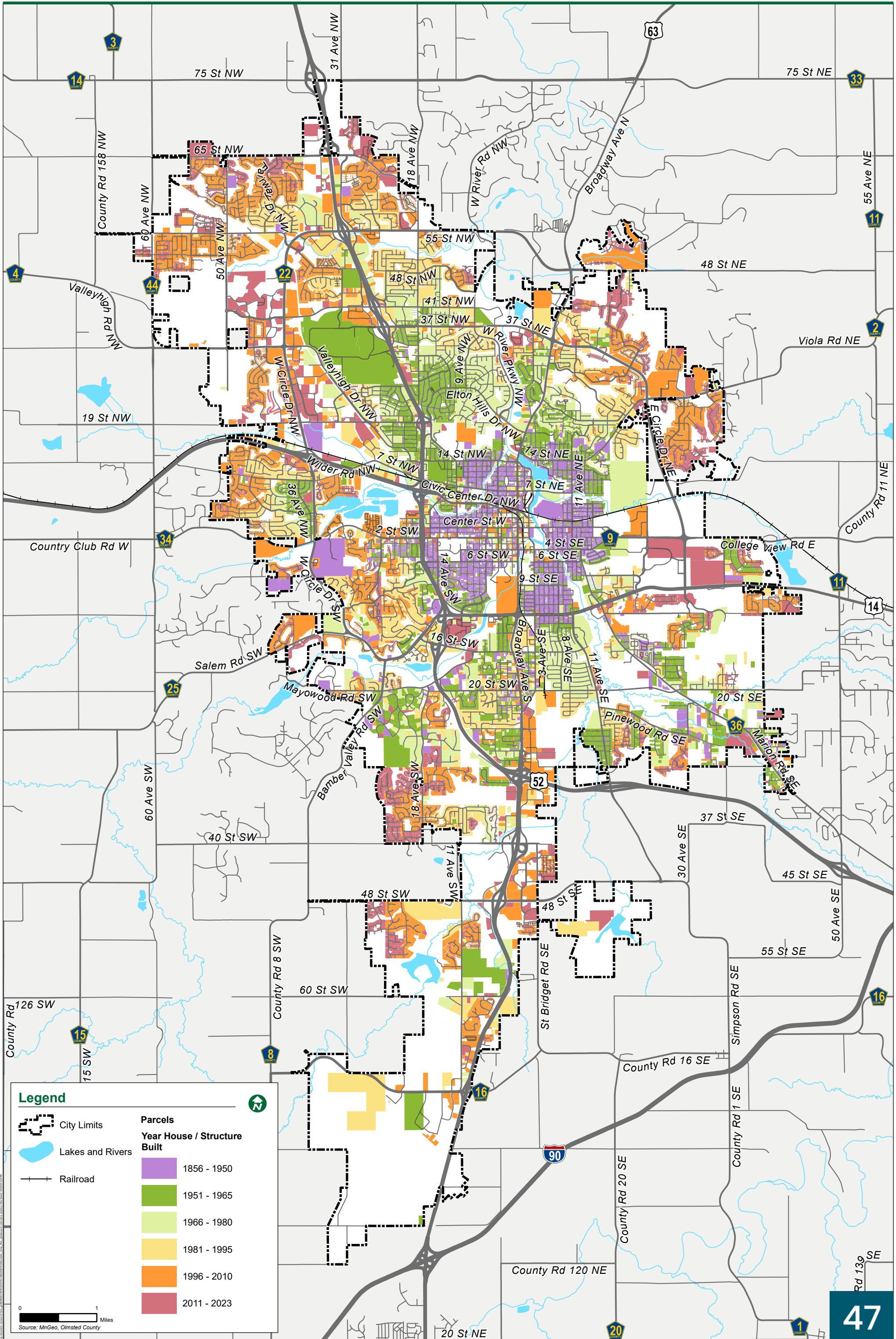
Legend

City Limits	Urban Service Area
Parcels	Industrial Zoning Districts
Lakes and Rivers	LI Light Industrial
Railroad	SI Special Industrial

0 1 Miles
Source: MnGeo, Olmsted County

Map Document: \\arseserver1\hmi_d\gis\MINNESOTA\ROCH016134020000\Comp_Plan_Update.aprx | User: davis | Date Saved: 2/21/2025 2:41 PM

Historic Development Patterns | The historic development patterns in Rochester show a clear progression of urban expansion over time. From 1856 to 1950, houses and structures were primarily built in the central downtown areas. Between 1951 and 1965, development began to move away from downtown, with clusters forming in the far north, west and south of the city. From 1966 to 1980, expansion continued further from the previous clusters in both the north and south. From 1981 to 1995, new developments were concentrated in the far north, west and southwest areas. From 1996 to 2010, construction occurred in northeast and northwest clusters, with sporadic development in the central areas. Finally, from 2011 to 2023, growth spread to the outer regions, including heavier growth to the west and limited growth to the east.



Legend

- City Limits
- Lakes and Rivers
- Railroad

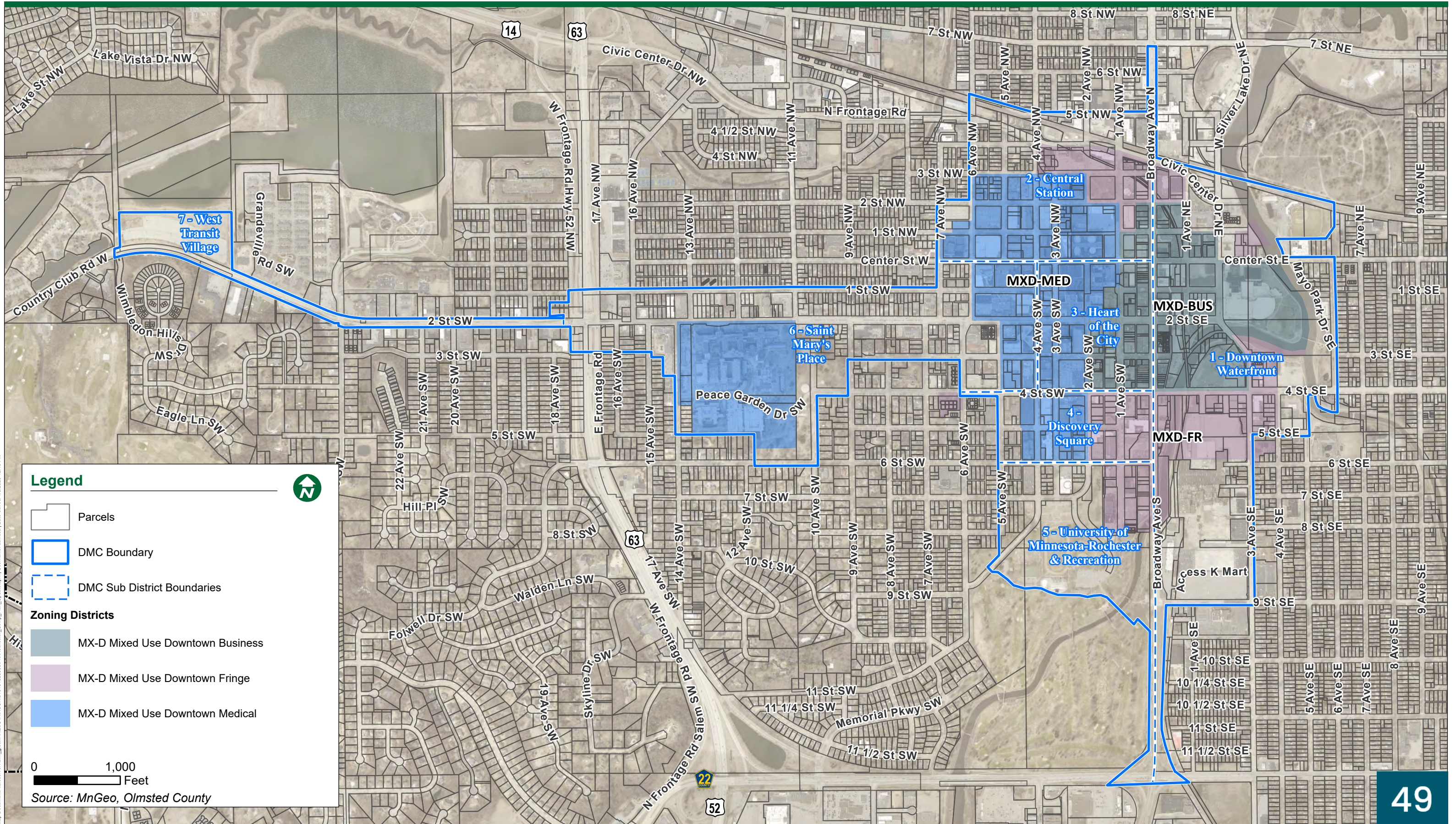
Parcels

Year House / Structure Built

- 1856 - 1950
- 1951 - 1965
- 1966 - 1980
- 1981 - 1995
- 1996 - 2010
- 2011 - 2023

0 1 Miles
Source: MnGeo, Olmsted County

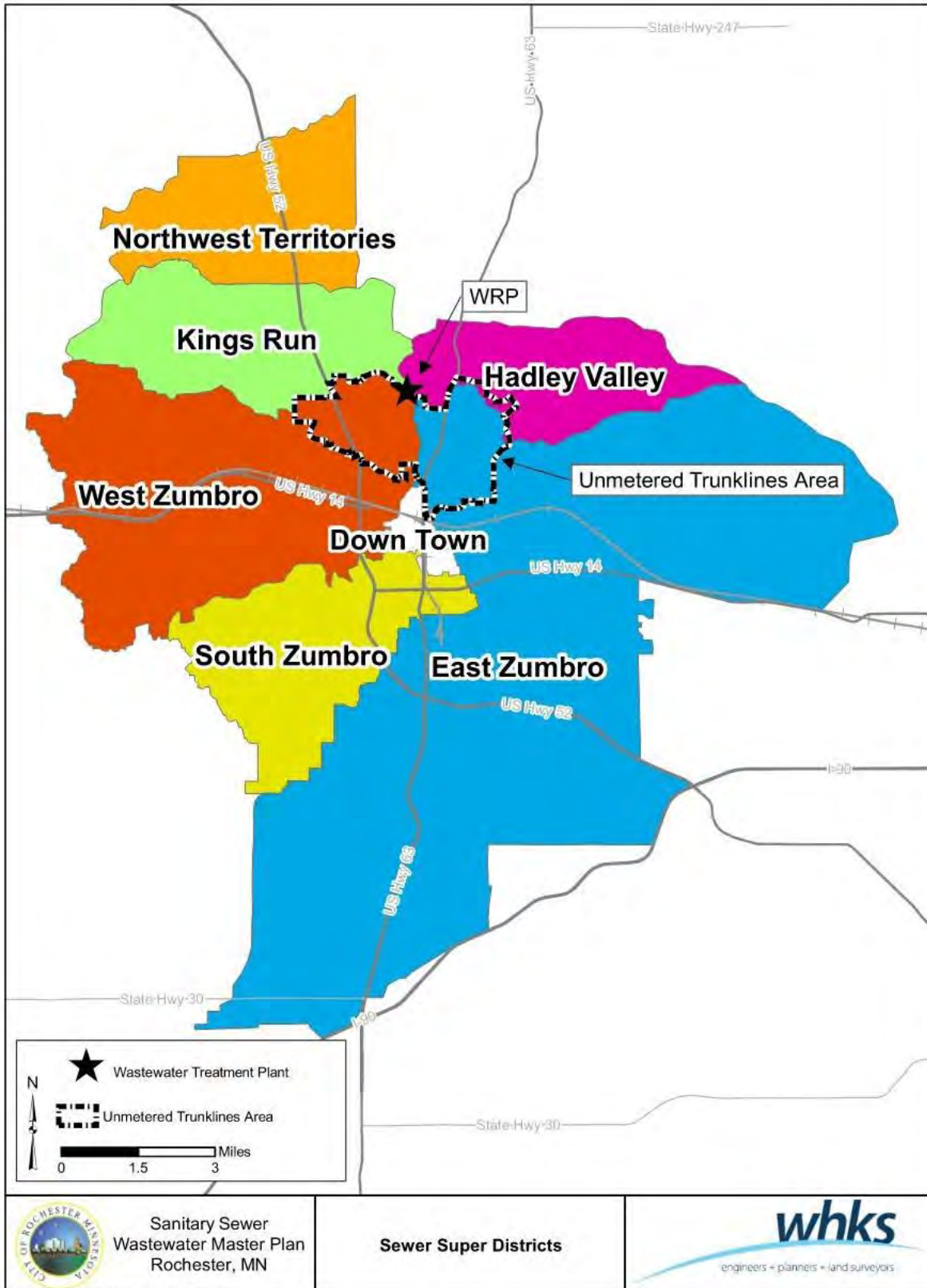
Downtown Destination Medical Center Area | The Mixed-Use Downtown Medical area is centered near the heart of the city, with an additional zone located near Highway 52. The Mixed-Use Downtown Business area is situated slightly east of the city center. The Mixed-Use Downtown Fringe areas are located north and south of the Downtown Medical and Business zones.



Part 5 | Infrastructure, Transportation, and Transit

Infrastructure Capacity | Our community must maintain and replace aging infrastructure, while also meeting new service needs and introducing innovative service options. Two major infrastructure systems that illustrate this issue are sanitary sewers and streets. The City's sewer collection system comprises six primary super sewer districts split into eight service areas. The Hadley Valley, Kings Run and portions of the West Zumbro (generally north of Highway 14 West) service areas currently have sewer capacity to serve new development due to significant City-led capital improvement projects sized for projected development. The remainder of the service areas have capacity constraints due to undersized infrastructure. While edge growth in our community has significantly increased since the 1990s, the ability to serve these areas with sanitary sewer relies on connections to much older trunkline sewer pipes, which create capacity bottlenecks. Based on Council feedback, the City has prioritized sewer capacity enhancements within the north half of the West Zumbro service area. Continued prioritizing and phasing of sewer capacity enhancements are necessary to ensure these infrastructure challenges can be addressed in a timely, coordinated manner.



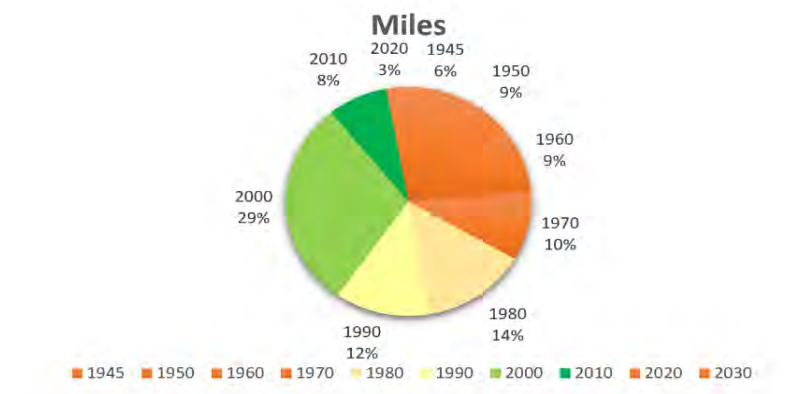
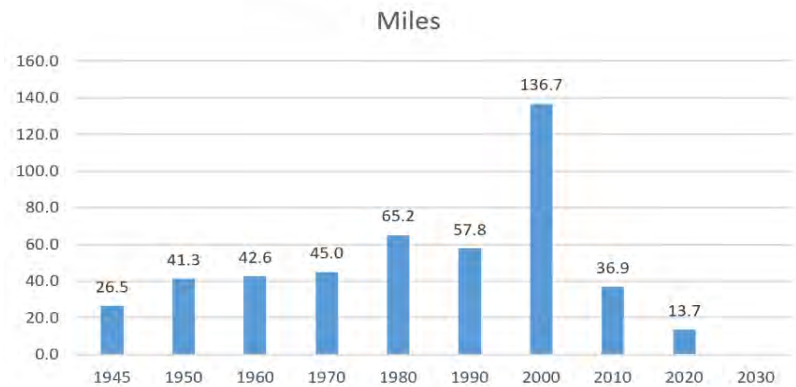


Street maintenance is another major issue. Streets generally require little capital maintenance in the first 12 to 15 years after construction. Soon after that period, a cycle of more expensive repairs begins that typically culminates in the need to reconstruct a street once it reaches an age of 50 to 60 years. The effectiveness of strategies for pavement maintenance is greatly diminished if funding is inadequate. Due in part to insufficient funding for maintenance in the past, it is now estimated that the City should be investing \$32 million per year in street maintenance strategies. The current annual investment in Rochester streets is about \$9 million. This type of shortfall creates an accelerating deficit over time, as illustrated by the following changes over the past 20 years:



- ▶ The number of constructed miles of streets the city maintains has grown from 7.4 miles in 1945 to 458 miles in 2023. Between 2010 and 2023, the City has built 50.6 miles of streets.
- ▶ In that same time frame, the deficit in funding for street maintenance has increased by 750%.
- ▶ The backlog of unmet reconstruction needs has increased by 1200%.

TABLE 7: MILES OF STREET CONSTRUCTED BY YEAR



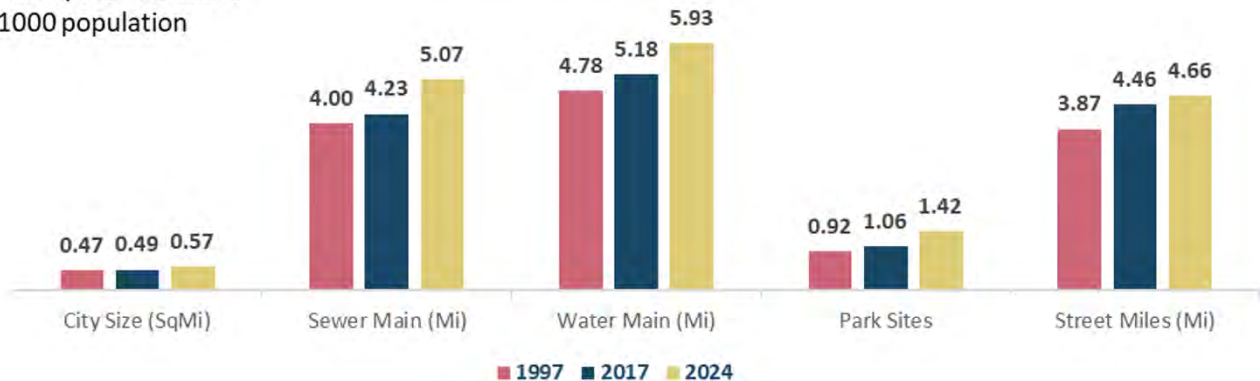
The costs for street maintenance will likely continue to grow due to the timing of when streets were built or annexed into the system. The graph below shows that given a street's typical 50 to 60-year lifespan, Rochester will likely see increasing reconstruction needs materialize continuously in the future as significant increases in the miles of street constructed each decade beginning in the 1950s continue to reach the end of their typical lifespan in the coming decades.

Maintaining our existing infrastructure will be challenging and costly, but we must explore options and opportunities related to budgeting, development and funding that could direct more dollars to the maintenance of infrastructure systems.

The total miles of roadways in Rochester, MN, have grown significantly from 1945 to 2020, with the most substantial expansion occurring in the 1990s, followed by notable growth in the 2000s and 2010s. The 2020s are expected to see moderate growth. Local streets make up the largest portion of the city's roadways (78%), with arterials (11%) and collectors (9%) following. The Central Business District and interstate roads account for smaller percentages.

TABLE 8: ASSESSING GROWTH IN THE CITY'S PHYSICAL FOOTPRINT – 1997, 2017, AND 2024

Figures reported as units per 1000 population



From 1997 to 2024, the City of Rochester experienced significant growth in its physical footprint. The city's land area has expanded notably, especially between 1997 and 2017. Infrastructure growth is evident in the substantial increase in the length of sewer and water mains. The number of park spaces has also risen significantly, indicating an emphasis on green spaces. Additionally, the city's street miles have grown, reflecting the expansion of its road network.

Sewer Planning | The City of Rochester is divided into eight Sanitary Service Areas, each with varying levels of active gravity main. In the northern part, the Northwest Territory and Hadley Valley have very little active gravity main, with these areas being small and located in the northernmost and northeast sections. To the west, the West Zumbro area has a moderate amount of active gravity main, covering a larger section. The Kings Run area in the northwest contains a large amount of active gravity main. In the southwest, South Zumbro has a moderate amount of active gravity main in a small section. The central Downtown/Silver Creek area features a complete active gravity main, although it is a very small section. In the southeastern part, East Zumbro: Bear Creek has sparse, moderate gravity main coverage in a large section. The eastern region includes East Zumbro: Silver Creek, with very little active gravity main, and East Zumbro: Willow Creek, which has sparse, moderate coverage in a large section extending to the southernmost part of the city.

Commuters | Olmsted County residents exhibit commuting patterns that reflect a strong local workforce. A significant 92.3% work within the county, with only 7.1% commuting outside the county but within Minnesota and a small fraction (0.5%) working out of state.

In Rochester, most commuters (72%) drive alone, while 4.2% use public transportation and 6.1% opt for alternative modes like walking or biking, and 1.7% use taxis, motorcycles or other transportation. Additionally, 16.2% work from home.

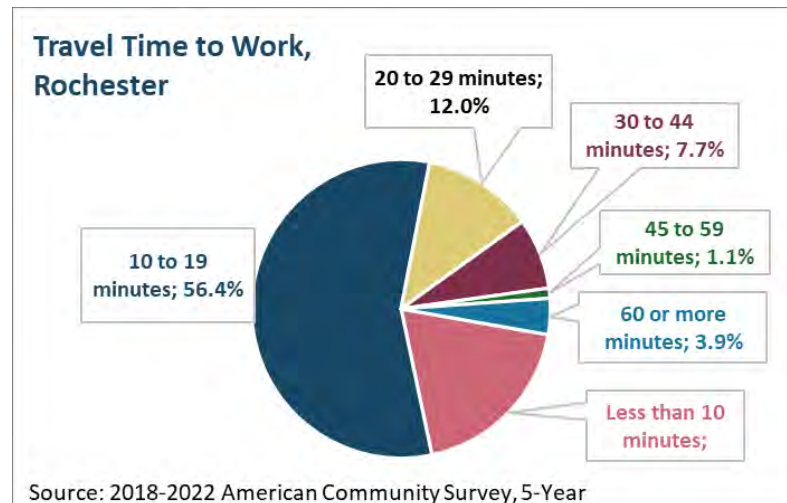
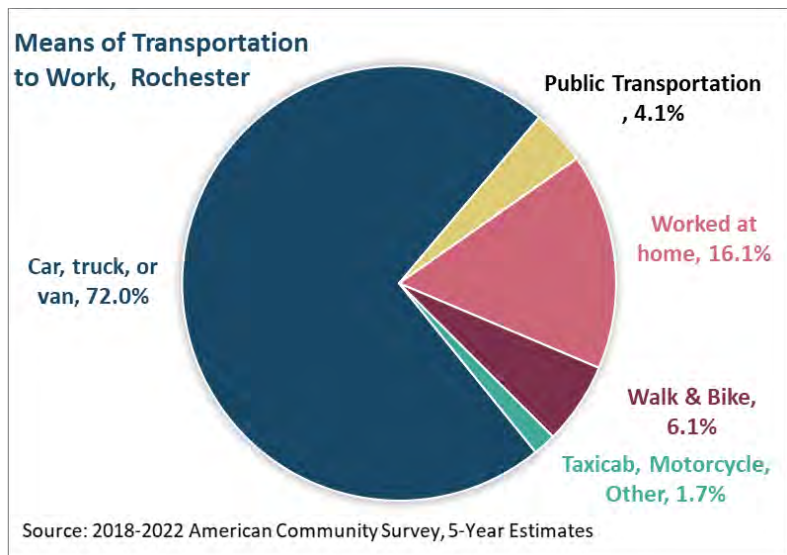
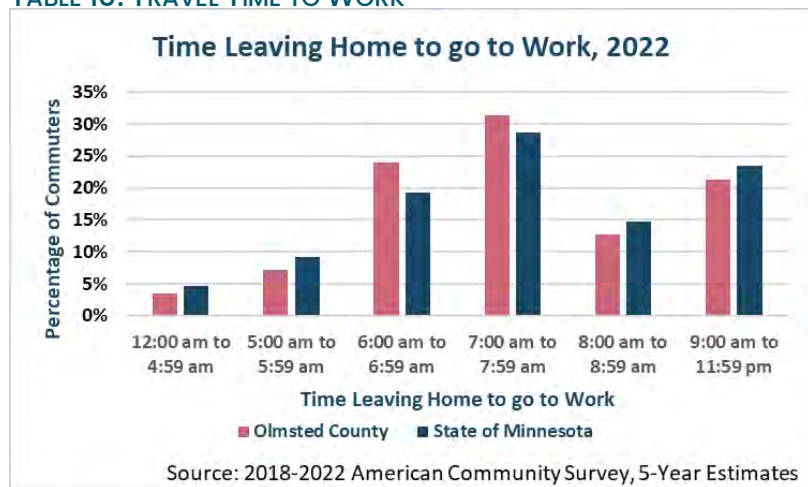


TABLE 9: MEANS TRANSPORTATION & TRAVEL TIME TO WORK

The average commute time is 17.4 minutes, with over half (56.4%) of commuters spending 10-19 minutes traveling to work. Compared to the state of Minnesota, Olmsted County and the City of Rochester have a higher percentage of residents working locally and a shorter average commute time. The County also has a slightly lower rate of solo drivers than the state average (2018-2022 American Community Survey, 5-year estimates). This lowering rate will increase demands on the regional transportation system but also presents a great opportunity to develop economically feasible alternatives to single occupant vehicle (SOV) commuting.

Transit | The current transit plan for Rochester emphasizes a connected network of transit-oriented development (TOD) centers designed to enhance accessibility and promote sustainable growth. The city's downtown core serves as the central hub, with TODs radiating outward in all directions—north, south, east and west.

TABLE 10: TRAVEL TIME TO WORK



The primary transit network includes Rochester Public Transit (RPT), which operates 32 fixed bus routes. Riders with disabilities can use the Zumbro Independent Passenger Service (ZIPS), which provides origin-to-destination paratransit services.

The market analysis completed for the Rochester Transit Development Plan, adopted in 2022, determined that downtown Rochester has the greatest demand for transit. Additional areas with high transit demand included Meadow Park, Slatterly Park, Homestead Park, Cimarron Park, Northgate Park and Crossroads Shopping Center.

The RPT fare analysis found that the current fare can support the agency's operations over the next five-year period. Based on the recommendations in the 2022 TDP Plan, the fixed-route weekday ridership forecast for RPT is expected to increase by 18% while the weekend ridership will increase by 8%.

A Title VI analysis determined that the proposed service changes outlined in the Plan would not result in disproportionate burdens on non-white or low-income populations.

A pilot micro transit service has been completed to determine the need for on-demand transit throughout the City. This pilot study focused on where people need transit services, but population densities are lower, making it less effective to serve those areas with a fixed-route bus. These routes can be amended as needed to best serve areas in the City.



Ridership on the ZIPS Rochester Public Transit's paratransit service decreased by about 27% between 2017 and 2021 due to COVID-19. RPT expects ridership to return at a rate of roughly 5% growth per year. To meet this increase in demand, 15 paratransit vehicles will be needed by 2031.



The 2022 Transit Demand Plan is currently being implemented over a period of five years. This schedule assumes service expansion as ridership continues to recover and resources allow.

RPT links TOD centers to the downtown area, ensuring seamless travel throughout the city. Additionally, several planned strategically placed park-and-ride locations on the city's outskirts will provide convenient access for commuters, encouraging the use of public transportation. This integrated approach reflects the city's commitment to reducing car dependency, fostering sustainable transportation options and supporting well-connected, vibrant communities across Rochester.

Construction of the LINK Bus Rapid Transit (BRT) service is currently underway. This 2.8-mile route along 2nd Street will connect downtown Rochester, Mayo Civic Center, Mayo Clinic campuses, and the Downtown Waterfront Southeast area. 2nd Street is one of the most heavily used corridors in the City, carrying more than 21,800 vehicles and 13,000 transit riders each day. The service is anticipated to begin in late 2026.

The Link BRT system is a transformative transportation investment designed to enhance mobility, ease congestion, and support the continued growth of Rochester. By providing a fast, fare-free, and reliable transit option, with 12 stops located along the 2.8-mile-long 2nd St corridor. Link will serve an estimated 11,000 commuters, residents, businesses, and visitors a day, strengthening downtown Rochester's accessibility and economic vitality.

The 2nd St SW corridor is one of the most heavily used corridors in the City of Rochester,

carrying more than 21,800 vehicles and 11,000 transit riders each day. The corridor is already near capacity and congestion causes significant delays for transit users, drivers, and others traveling through the area.

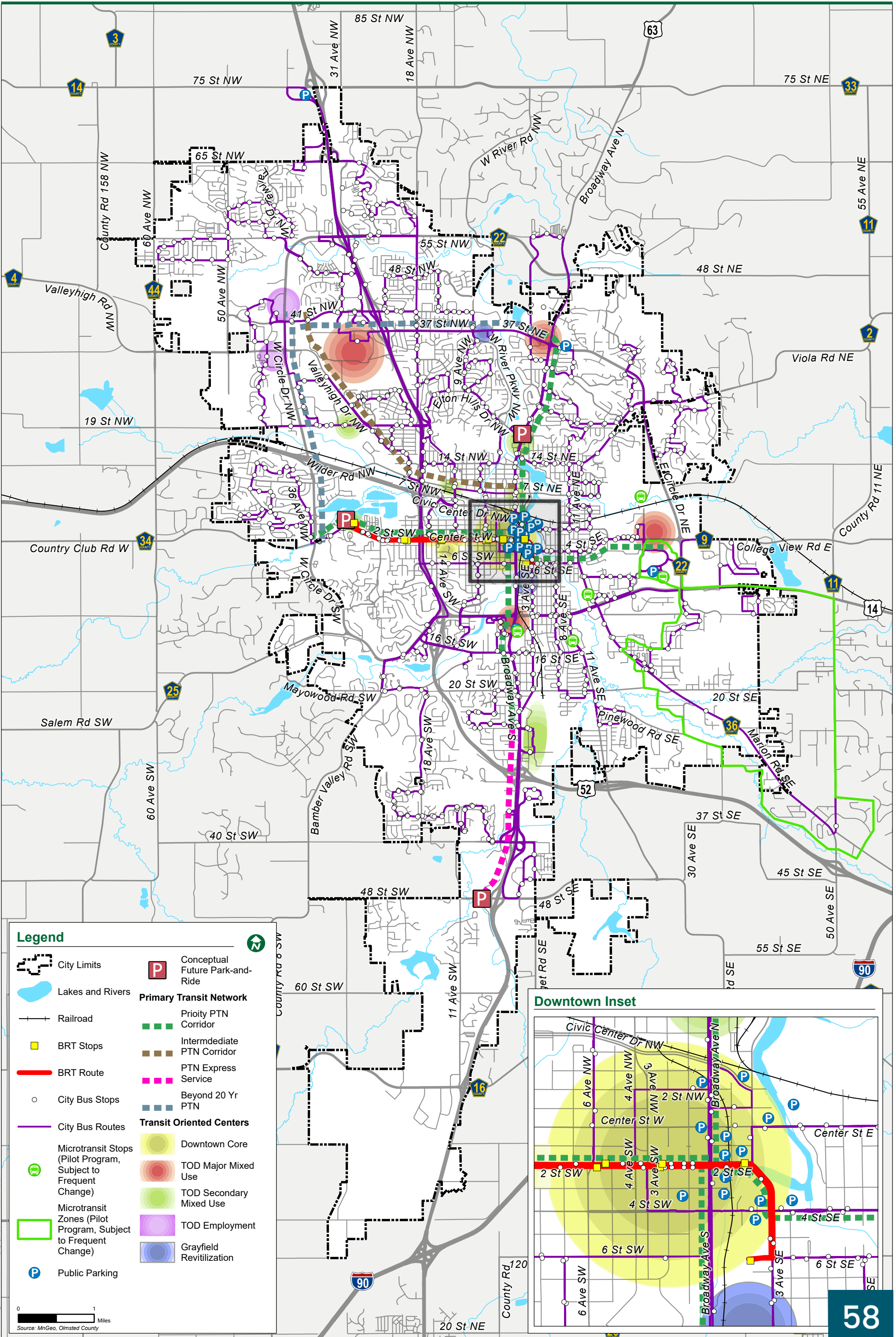
Link BRT is expected to:

- ▶ Expand transportation options
- ▶ Reduce the need for expensive parking
- ▶ Alleviate future congestion
- ▶ Prepare for downtown growth and support sustainable development
- ▶ Improve quality of life for residents, employees, and visitors
- ▶ Downtown is expected to grow dramatically in the coming years. Link BRT will help people take more trips downtown by riding transit, biking, walking, and carpooling.

Overall, transit ridership in Rochester has been on a somewhat steady decrease since the COVID-19 pandemic. However, ridership is expected to increase significantly in the near future thanks to the expansion of an estimated 2.5 million square feet of additional office and medical space at Mayo Clinic, downtown parking becoming more restricted, and Link BRT, which is scheduled to start service in 2026.

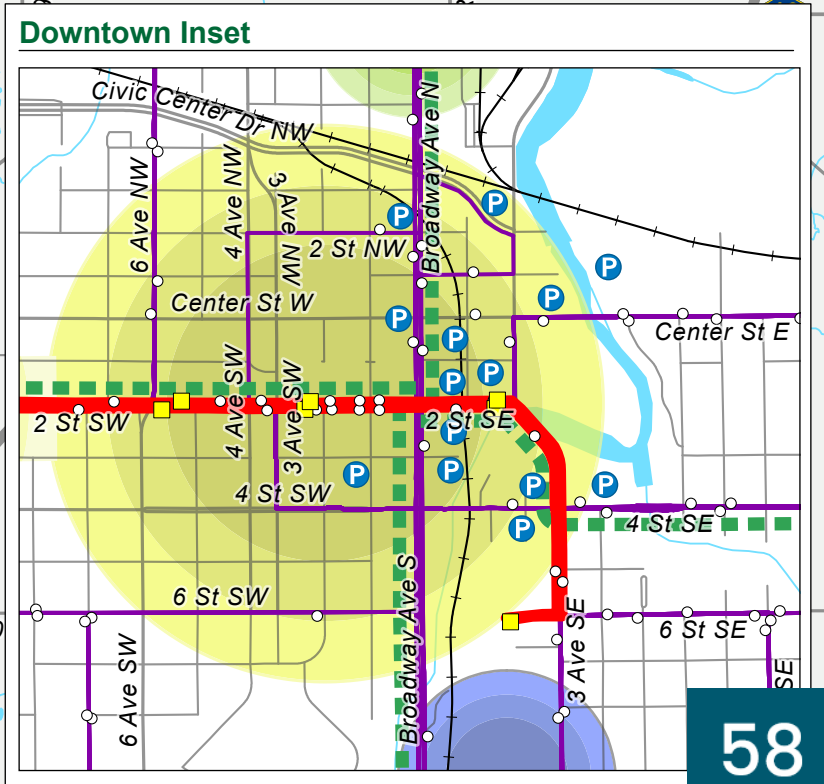


FIGURE 9: LINK BUS RAPID TRANSIT LINE



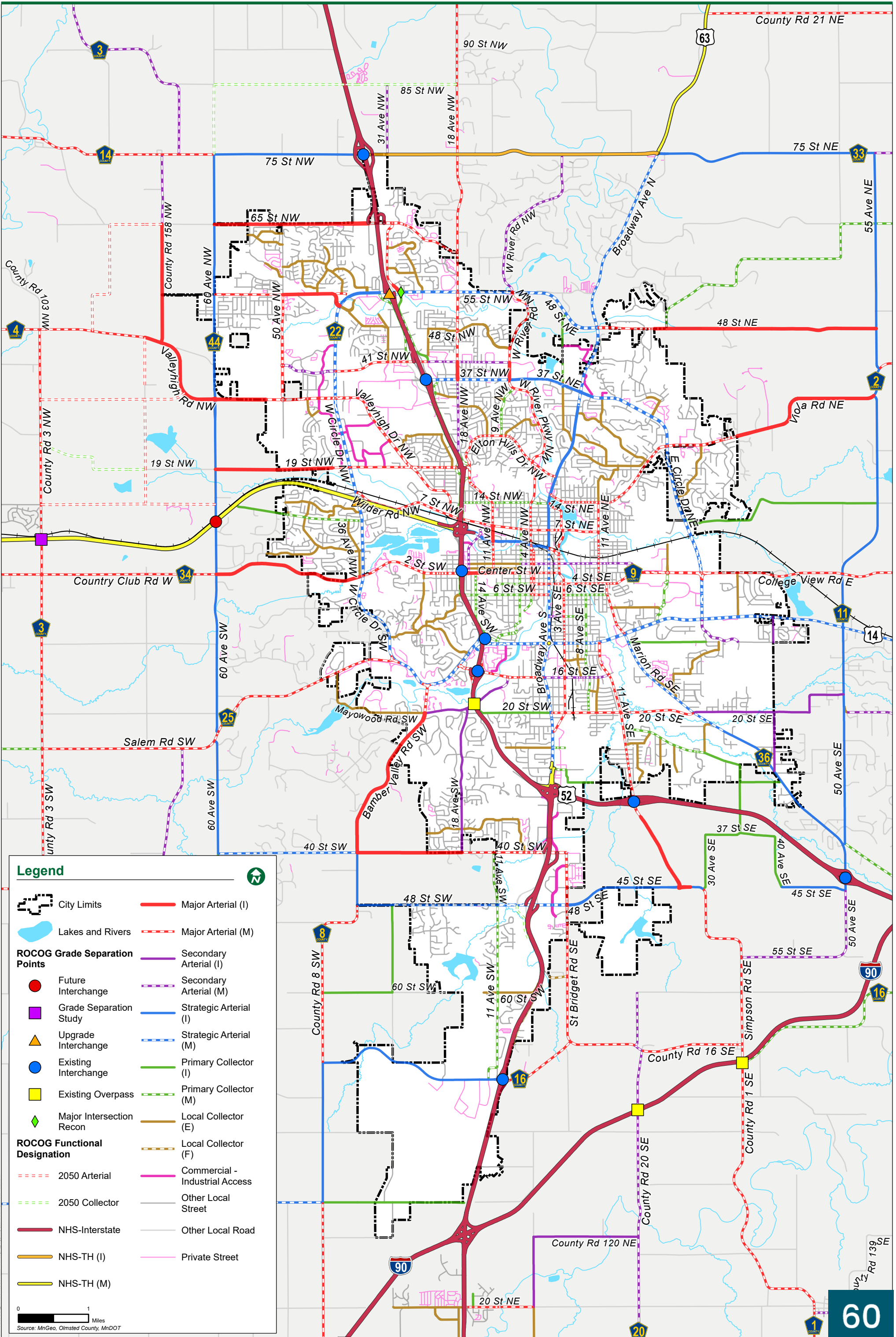
Legend

- City Limits
- Lakes and Rivers
- Railroad
- BRT Stops
- BRT Route
- City Bus Stops
- City Bus Routes
- Microtransit Stops (Pilot Program, Subject to Frequent Change)
- Microtransit Zones (Pilot Program, Subject to Frequent Change)
- Public Parking
- Conceptual Future Park-and-Ride
- Primary Transit Network**
 - Priority PTN Corridor
 - Intermediate PTN Corridor
 - PTN Express Service
 - Beyond 20 Yr PTN
- Transit Oriented Centers**
 - Downtown Core
 - TOD Major Mixed Use
 - TOD Secondary Mixed Use
 - TOD Employment
 - Grayfield Revitalization



0 1 Miles
Source: MnGeo, Olmsted County

Roadway Functional Classifications | The Roadway Functional Classification Map for the City categorizes roads based on their role and significance within the transportation network. The map highlights the National Highway System (NHS) with Interstate Highway 52 running north-south through the city. It also identifies numerous Major Arterials (M), which are vital roads throughout Rochester, particularly in the downtown area. Additionally, the map features several Strategic Arterials (M), which are longer, more dispersed roads designed to connect different city regions and enhance transportation flow.



Legend

- City Limits
- Lakes and Rivers
- ROCOG Grade Separation Points**
 - Future Interchange
 - Grade Separation Study
 - Upgrade Interchange
 - Existing Interchange
 - Existing Overpass
 - Major Intersection Recon
- ROCOG Functional Designation**
 - 2050 Arterial
 - 2050 Collector
 - NHS-Interstate
 - NHS-TH (I)
 - NHS-TH (M)
 - Major Arterial (I)
 - Major Arterial (M)
 - Secondary Arterial (I)
 - Secondary Arterial (M)
 - Strategic Arterial (I)
 - Strategic Arterial (M)
 - Primary Collector (I)
 - Primary Collector (M)
 - Local Collector (E)
 - Local Collector (F)
 - Commercial - Industrial Access
 - Other Local Street
 - Other Local Road
 - Private Street

Emerging Trends | By 2050, the arterial and collector network will likely extend into the western portions of the city, west of 60th Avenue NW.

► **Industrial Land Expansion**

Industrial land development is a critical component of sustainable economic growth. The American Planning Association (APA) emphasizes the importance of integrating industrial zones with transportation networks, utilities and employment-supportive land uses to enhance accessibility and productivity. When guided by environmental safeguards, infrastructure readiness and proper land use planning, industrial development can attract investment and minimize potential negative impacts on surrounding communities.

Over the past decade, the City of Rochester has seen a reduction in available industrial land due to available land being converted to serve residential needs. Additionally, lands that were slated for industrial development were developed for a more commercial purpose, further limiting true industrial development. Sites have been identified to assist further industrial development around the city, but further analysis will be needed as we approach 2040. The Unified Development Code (UDC) provides heightened design standards and buffers between industrial land and other uses that have historically been incompatible. By prioritizing mixed-use buffers, brownfield redevelopment and flexible zoning, the City can balance industrial expansion with environmental stewardship and urban livability.

► **Bold. Forward. Unbound**

Mayo Clinic's Bold. Forward. Unbound. initiative represents a transformative investment that will strengthen the region's healthcare leadership, economic vitality and innovation ecosystem. The initiative seeks to modernize facilities, expand research capabilities and integrate cutting-edge technology in the Medical Overlay District. Bold. Forward. Unbound. is also a driving catalyst for downtown Rochester, accelerating infrastructure investments, attracting complementary development, and reinforcing its role as the Heart of the City. This initiative ensures Mayo Clinic remains at the forefront of medical advancements while driving job creation and local business growth in Rochester.

Through Bold. Forward. Unbound., Mayo Clinic is not only enhancing patient care but also fostering long-term economic resilience and positioning the region for continued success. This initiative will serve as an economic and demographic driving force that will reinforce Rochester as America's City for Health.

► **Short Term Rentals**

Short-term rentals (STRs) can enhance tourism, stimulate economic growth and give residents a way to supplement their income. However, they also pose challenges related to housing affordability, neighborhood disruptions and

equitable access to housing. STRs in the City of Rochester make up less than 3% of the estimated 22,000 rental units. The City began regulating STRs in 2022, defining them as properties listed on common hosting platforms and rented for fewer than thirty days. These units are subject to the same regulations as other rental properties, with additional zoning and building code requirements that limit the number of STRs in multi-family buildings. Rochester's current approach emphasizes consistency in enforcement and aligns with general regulatory frameworks found in many cities.

Planning organizations like the Urban Land Institute (ULI) recommend adopting data-driven, locally tailored policies that protect long-term housing supply and preserve neighborhood character. Rochester already incorporates several best practices, including licensing requirements and active data collection to monitor STR activity. As the local housing market evolves, the City may consider building on this foundation by refining its policy tools to enhance transparency, evaluate community impacts and ensure continued alignment with land use goals, such as minimizing disruption, preserving affordability and supporting neighborhood stability.

► **Hybrid Work**

The rise of hybrid work has reshaped urban dynamics and reduced downtown office demand, while increasing demand for flexible live-work-play environments. In Rochester, the percentage of residents working from home has doubled since 2020, rising from 7.4% to 16.2%. This shift has led to lower commercial occupancy rates, impacting municipal revenues and providing opportunities for adaptive reuse and other creative solutions. Mayo Clinic is an anchor institution in the City's downtown, which has mitigated many of the negative impacts hybrid work can have on downtown areas.

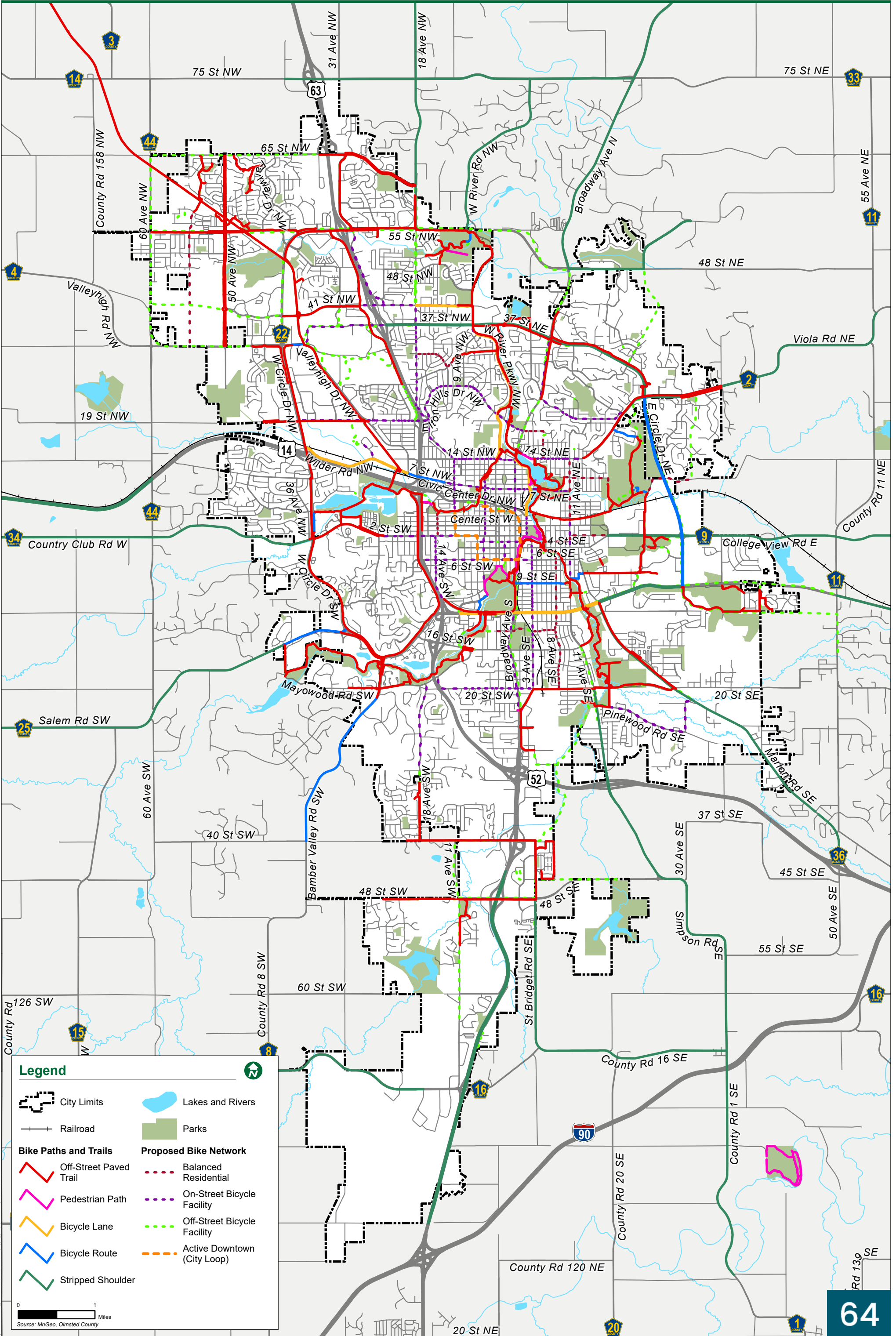
Additionally, the City of Rochester employs other solutions endorsed by the American Planning Association (APA), such as mixed-use zoning districts, transit-oriented development and complete street policies. By integrating these best practices, Rochester can enhance resiliency, promote equitable access to opportunities and create more sustainable and adaptive urban environments.

► **Adaptive Reuse**

Adaptive reuse strategies, such as second-floor conversions and office-to-housing conversions, provide a sustainable and economically viable development strategy for revitalizing underutilized urban spaces. The City of Rochester has employed these strategies in the downtown historic district by converting vacant upper floors of historic buildings into housing or mixed-use spaces. This, in turn, assists in activating the streetscape and relieving housing shortages.

The APA emphasizes these strategies as they provide key benefits such as preserving architectural heritage, lowering construction emissions compared to new builds and fostering vibrant, walkable communities. Rochester has been at the forefront of incentivizing this style of development by employing a flexible zoning code, tax incentives and streamlined permitting. By prioritizing adaptive reuse, Rochester can enhance its affordability, sustainability and economic resiliency.

Bicycle and Pedestrian Network | The City boasts an extensive network of off-street paved trails and plans to introduce numerous on-street bicycle facilities in the future. There are also proposals for an active downtown bike loop and the development of more off-street bicycle facilities to further enhance the city's cycling infrastructure.



Legend

- | | | | |
|--|------------------------|--|-----------------------------|
| | City Limits | | Lakes and Rivers |
| | Railroad | | Parks |
| | Off-Street Paved Trail | | Balanced Residential |
| | Pedestrian Path | | On-Street Bicycle Facility |
| | Bicycle Lane | | Off-Street Bicycle Facility |
| | Bicycle Route | | Active Downtown (City Loop) |
| | Stripped Shoulder | | |

0 1 Miles
Source: MnGeo, Olmsted County

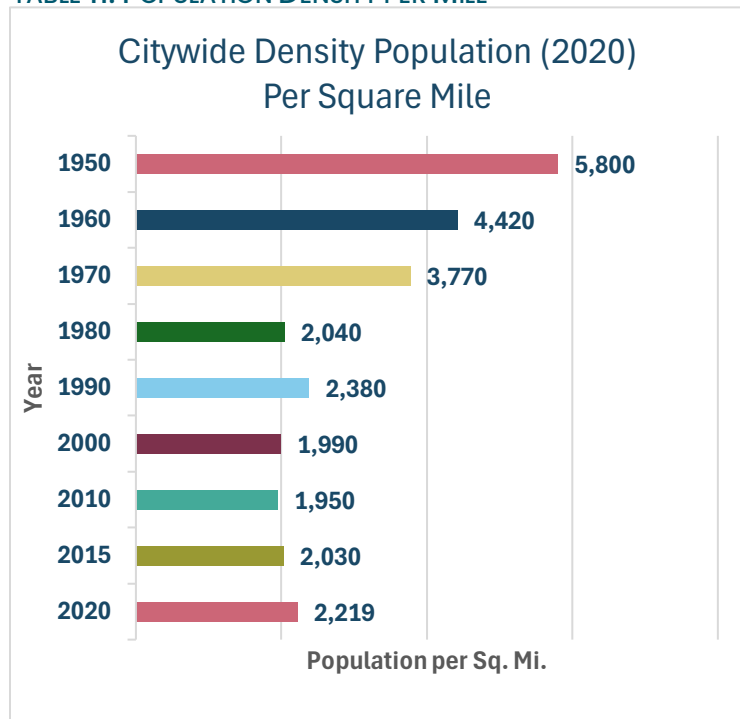
Part 6 | Land Use Planning Analysis

Historic growth in the greater Rochester area has generally meant building new homes, retail and business centers – along with the sewers, roads, and utilities needed to support them – on what used to be farmland or woodlands. This pattern of development has been accompanied by a decline in development density as the city has expanded outward. This decline helps explain a pattern where the growth rate in infrastructure has exceeded population and employment growth rates, as well as the change in tax capacity, resulting in a condition where the cost of maintenance and operations grows faster than the resources needed to support those activities. This kind of growth is fiscally unsustainable.

In addition to the fiscal challenges posed by growth patterns, changing trends relative to housing, travel, lifestyle choices and the nature of work have brought into focus the need to evaluate development and public service practices. At the very least, the demands from a more diverse population will require some level of adaptation that will create opportunities for people to have more affordable housing options, to walk or ride more and drive less, with less impact on the environment.

These issues and trends raise questions about how Rochester should grow—and what shape that future growth should take. In addition to anticipating that population and employment will grow by 35.9% and 145.7%, respectively, over the next 20 years, there are also areas where existing structures or buildings have exhausted much of their useful economic value and will likely need to be addressed through renovation or teardown. This combination of growth and redevelopment provides a significant opportunity to be more responsive to what residents want while simultaneously creating a more fiscally sustainable urban development pattern from a municipal service perspective.

TABLE II: POPULATION DENSITY PER MILE

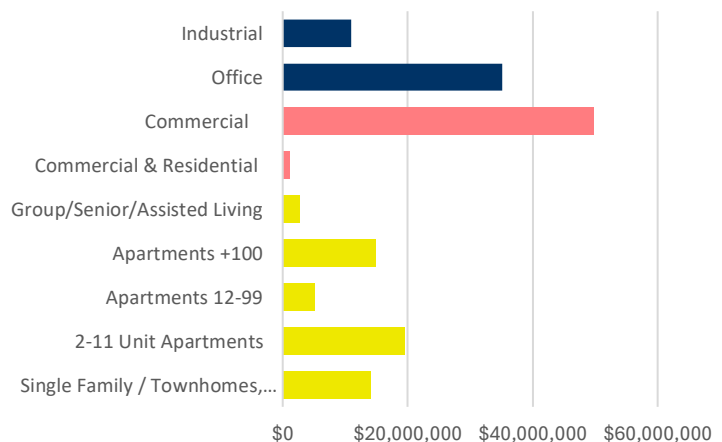


From the Scenario Planning analysis completed in the 2018 P2S 2040 Comprehensive Plan, we learned the following:

- ▶ Patterns of growth can support changes in travel behavior to create more capacity for economic development in the Central Business District area of Rochester, despite the steady increase in employment and visitor traffic anticipated downtown.
- ▶ Land use patterns can support a more pedestrian and transit-oriented pattern of development while being responsive to the community's desire for more choices in housing and transportation.
- ▶ Fiscal benefits for the City can be obtained through land use decisions by modifying the relative revenue/expense profile related to physical infrastructure and growth-related services such as transit and public safety.

There has been a significant amount of research and case studies in city planning and public finance fields related to the fiscal impacts of growth. Many of the studies approaching the question from a cost of growth and tax efficiency perspective have found that a more compact, less auto-oriented pattern of growth for a given level of development will generally have a greater positive net fiscal impact when comparing the level of anticipated tax revenue against the costs to the public to service the development.

FIGURE 10: 2024 TAXES GENERATED PER LAND USE



To illustrate this locally, using the tax records for 2024, you can see that more typically dense uses, such as commercial, office, industrial and apartments with 2 to 11 units and over 100 units, generated more taxes in significantly less acreage than lower density residential uses.

To dive further into the commercial land use efficiency question, three local commercial development areas found similar density results by looking at a traditional downtown

block in Rochester, the 1950-era Miracle Mile Shopping Center and the 1990s Rochester Marketplace development. **The results found:**

TABLE 12: COMMERCIAL VALUE COMPARISON PER ACRE

	SIZE (AC)	VALUE PER ACRE	PROPERTY TAX REVENUE PER ACRE
Traditional Block (Broadway & 2nd)	3.2	\$20,491,031	\$541,907
1950s Miracle Mile (shopping center only)	8.2	\$979,158	\$28,451
21st Century Target North	53.7	\$799,203	\$23,031

The value per acre and tax revenue of a traditional block in downtown Rochester is over twenty-three times that of the 1950s and 21st-century shopping centers. While all other similar traditional blocks may not currently have such high value and productivity, there exists the potential for higher productivity.

Land Use Planning Assumptions

Table 13 details current conditions and the set of assumptions related to population and employment growth that were used in the Land Use Planning Analysis. Of particular note in these assumptions is the greater share of new multi-family and senior housing assumed to be built in the future compared to single-family detached housing generated by the recent Maxfield Housing Study completed in 2025. Also note the smaller share of retail and office space growth compared to industrial and business space, which is anticipated given trends in online retailing and office space utilization. Noted at the bottom of the table is the growth in non-resident commuting, an important economic factor supporting the city’s workforce needs and contributing to the transportation and transit demand.

TABLE 13: BASELINE GROWTH ASSUMPTIONS

MEASURE	2018 CONDITIONS	CURRENT CONDITIONS (2025)	FUTURE CONDITIONS (2040)	GROWTH 2025-2040	% CHANGE
Population	110,000	121,395	165,000	43,605	+50%
Single Family Units	32,800	33,824 (6.9 UPA*)	37,122 (2035) (5,380 total ac)	3,298 (2035)	+9.7%
Multi-Family Units	16,000	19,026 (12.3 UPA*)	20,802 (2035) (1,691 total ac)	1,776 (2035)	+9.3%
Senior Housing Units	4,670	1,883 (12.3 UPA*)	2,333 (2035) 190 total ac)	450 (2035)	+23%
Jobs	106,900	63,084	155,000	91,916	+86%
Commercial	3,545 acres	3,743 acres	4,171 acres	428 acres	+11%
Medical Services & Sciences	139 acres **2,798,000 SF	529 acres **2,986,000 SF	**6,800,000 SF (2035)	**4,419,000 SF (2035)	65% Practice 23% Research
Industrial	4,993 acres	5,495 acres	6,575 acres	1,080 acres	+19%
Commuter Trips	2,010,046 trip	705,283 trips (2023)	Future trips to be estimated in future TDC Plan.		

*UPA – Units per acre (ac)

** DMC Plan 2020 Update; DMC 2015-2024 Economic, Fiscal, and Community Impact Analysis, and 2023 Five-Year Plan Update

Part 7 | The Development Vision

Informed by the priorities expressed by citizens and officials through the community engagement process, results from the Land Use Planning analysis and key trends and forces influencing urban development, a high-level Development Vision was crafted to



A traditional street grid and the South Fork Zumbro River influence Rochester's urban form.

guide the Land Use and Transportation Framework policies presented in Section 2 of P2S 2040. The Development Vision frames the city's "urban form", describing the major physical attributes of the community the Plan seeks to achieve in the future. During the city's formative stages, Rochester's

urban form consisted of a network grid of streets with lower-density residential neighborhoods and a single major higher-density, mixed-use downtown center. It included pedestrian-scaled buildings and streets accommodating multiple modes of transportation, built at a scale measured primarily by "walking time." Most residents could reach the shops and services they needed within a few blocks of their homes and workplaces.

Over the last half century, development patterns have changed in response to the automobile, largely driven by development models and regulations that encourage a more suburban form. This includes separating land uses and lower residential densities, thereby creating a reliance on the automobile to get from place to place. In parts of the city built during this period, roadways and development patterns designed around the automobile tend to detract from the pedestrian experience and affect neighborhood character. Rochester development has generally followed this style, with residential neighborhoods built at a low density of three to five units per acre and businesses typically set back some distance from the street to accommodate parking lots.

Rochester is experiencing the challenges common with this type of lower-density development, where initial development costs are paid by buyers, renters, owners or tenants, but costs of subsequent municipal operations and maintenance are the responsibility of the public. The low intensity of development makes it challenging to provide cost-effective transit service, further reinforcing an auto-dependent growth pattern, and services such as schools, fire and police find it increasingly difficult to meet desired service standards.

City residents have indicated an interest in a wider array of land uses, with more opportunity for mixed-use, pedestrian-oriented and transit-supportive development, in order to improve the fiscal and environmental sustainability of the city’s development pattern. It is understood that such a change will occur slowly and will not affect all development throughout the community; the desire is to provide a city where people have an opportunity for less auto-dependent lifestyle should they choose and where greater attention is given to design features in private and public spaces that will result in a physical environment that is more place based and human scaled.

The pattern and scale of streets, open spaces and buildings that make up Rochester’s urban form have a direct impact on how residents and visitors move about, access local shops and businesses, meet with friends and neighbors, and enjoy city amenities. Design policies implemented through the Unified Development Code can help direct the future development of streets and blocks that are efficient, pedestrian-friendly and provide attractive and interesting public spaces. While single-family neighborhoods will remain the predominant land use and cars the primary transportation choice, the Plan encourages a wider range of housing, business and industrial locations, and transportation options in a series of mixed use, mixed



Small-lot single-family housing.



Townhouses



Accessory Units



Residential over retail

Using Transit Oriented Development and a variety of residential densities and styles can add more housing options to the local market.

density corridors where a more purposeful integration of land use and transportation can occur to meet the diverse needs expressed by residents and business interests.

How Will P2S Expand Choice?

P2S 2040 creates a balanced approach to development that includes more infill and strategic redevelopment of underutilized properties, especially in areas where the ability to support increased residential and business activity with enhanced transit service is most promising. As was demonstrated in the Scenario Planning analysis outlined in the 2018 approved P2S Plan, urban development that better utilizes existing infrastructure offers the prospect of financial benefit in terms of avoiding infrastructure costs of development at lower densities on the urban fringe.

The strategy of higher frequency, high-quality transit service adjacent to higher, mixed-use densities along major corridors will connect major destinations in the city to the Central Business District and each other. This series of transit-oriented corridors will provide the opportunity to combine increased levels of residential population with employment sites and shopping options, supporting transit and enhanced pedestrian accessibility with a highly linked mix of both trip origins and destinations.

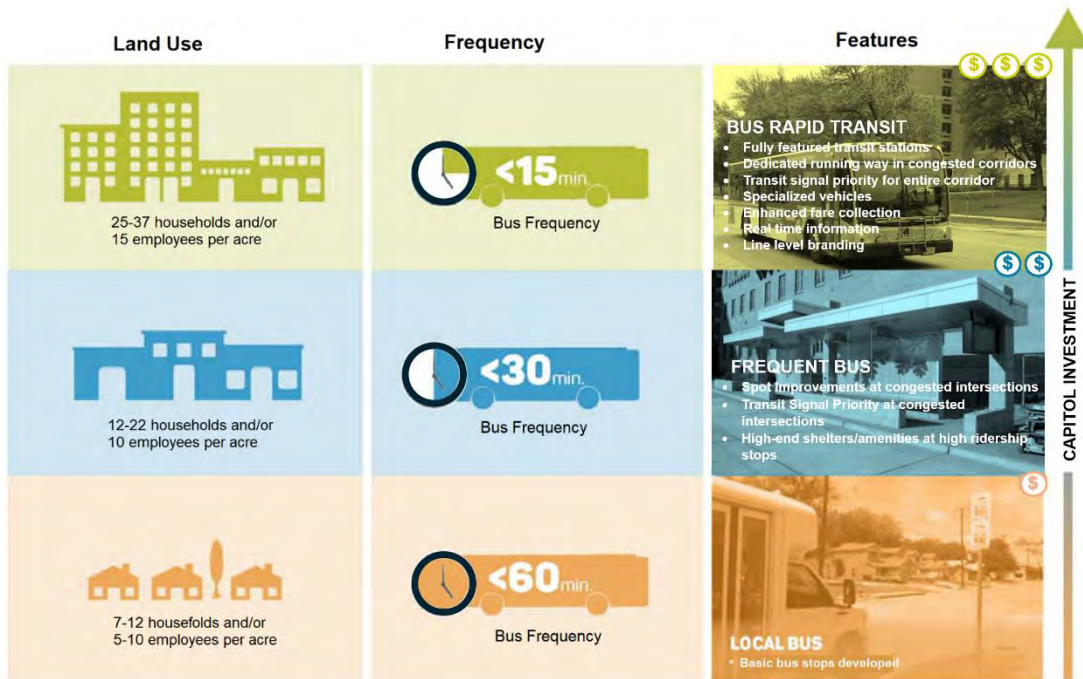
The key elements of this strategy include:

- ▶ Provide sufficient infill and redevelopment opportunities that broaden the variety of housing and business sites available in areas served by existing infrastructure, which are transit-supportive, pedestrian-oriented and compatible with nearby residential environments.
- ▶ Commit to developing transit- and pedestrian-supportive infrastructure that expands transportation choices in strategic locations that are convenient and attractive to the greatest number of potential users.
- ▶ Draw an increasing share of development “back to the city”, enhance the sustainability of existing infrastructure investment by reducing the pace at which infrastructure systems need to be expanded, while making more efficient use of existing infrastructure.

One of the critical implications of this strategic approach to future growth is to recognize the level of land use intensification needed to support the goal of higher frequency, higher quality transit service. For higher frequency transit service to succeed, a minimum level of housing or employment intensity along major transit corridors is needed to create the level of trip origins and destinations that can lead to increased transit ridership. Figure 11 highlights how the intensity of land use can affect the type of transit service that is feasible in a district or corridor area. Starting at the bottom of the chart, standard local bus service running at an off-peak frequency of 30 to 60 minutes (representative of Rochester’s current system) generally can be provided at a density of 10 to 20 residents per acre or 5 to 10 employees per acre. This type of service can be scaled to serve higher peak hour demand, but service in off-peak periods will be limited.

Rochester’s Downtown Master Plan established, and the DMC Plan reinforced, the need to reduce the share of single occupant work trips to downtown by a minimum of 30% over the next 20 years. This would maintain peak hour travel at levels that could be supported by the capacity of the street system.

FIGURE 11: DEVELOPMENT PATTERNS CAN INFLUENCE THE LEVEL OF TRANSIT SERVICE THAT CAN BE SUPPORTED

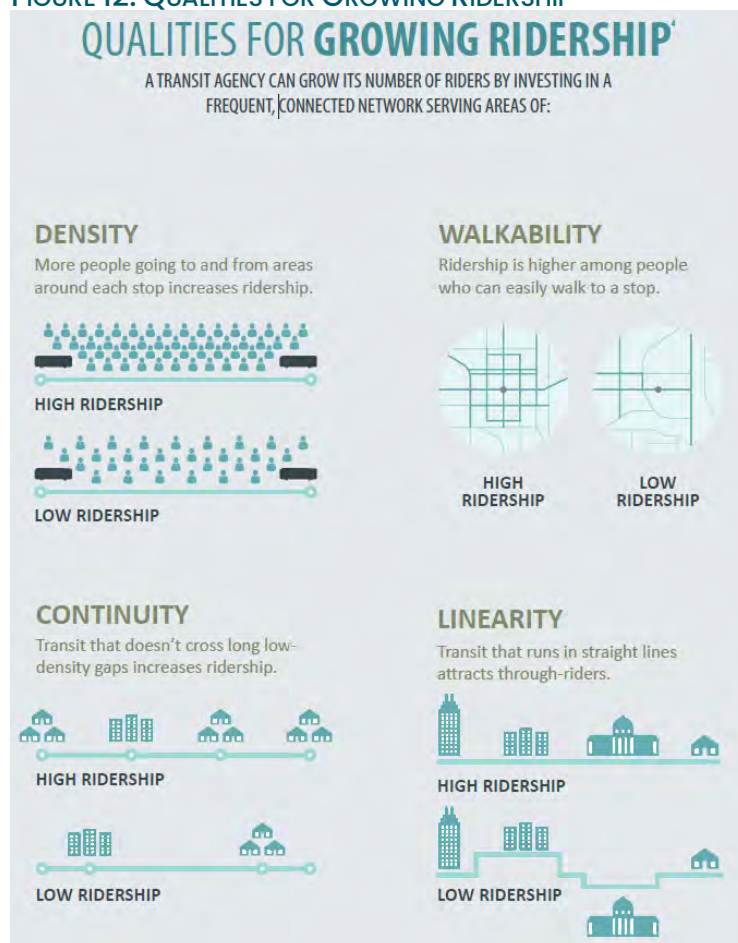


As land use intensity increases, service frequency and quality can be enhanced since the potential for ridership increases due to the higher development intensity. To create a system where transit becomes a convenient travel choice, there is a need to increase development intensity to levels of 35 residents or 20 employees per acre, which can support off-peak service with 15-minute frequency. It is at this point that the transit service offers sufficient frequency and convenience that people no longer need to rely on referencing a bus schedule and gain confidence that the bus service can meet most of their daily travel needs.

For P2S 2040, approved in 2018, an analysis was completed as part of the Scenario Planning process to identify a logical core transit network with the best potential to meet the following criteria:

- ▶ A minimum average density of 25 people per acre (combined intensity of residents and jobs)
- ▶ Corridors that are part of a logical route network linking major activity centers and destinations
- ▶ Route anchors that would include downtown Rochester and one or more other major transit generators (e.g., park-and-ride, university, major employer)

FIGURE 12: QUALITIES FOR GROWING RIDERSHIP



The core transit network identified was anchored by a north-south spine along Broadway Avenue and an east – west spine along 2nd Street SW and 4th Street SE that connect many of the major destinations in the community to the Central Business District and are within easy walking distance for a significant amount of the community’s residential population. These spines will serve as the initial focus of a core network, with potential extensions identified in later years to create connections to northwest Rochester

destinations such as the IBM campus area as part of a long-term, high-frequency transit network. The creation of a high-frequency network will also, over time, create the foundation for other types of transit service, such as neighborhood feeder routes, more crosstown connections and sub-area circulators outside of the downtown that will improve overall transit service in the city.

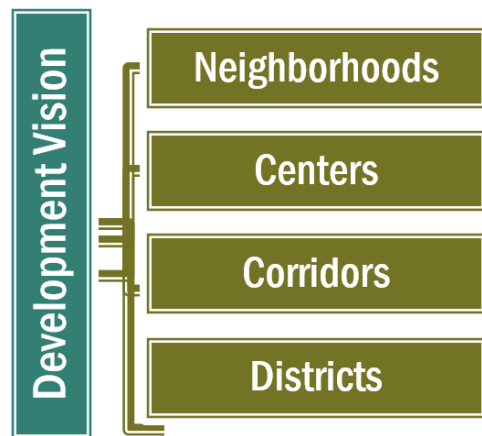
Rochester’s Development Vision

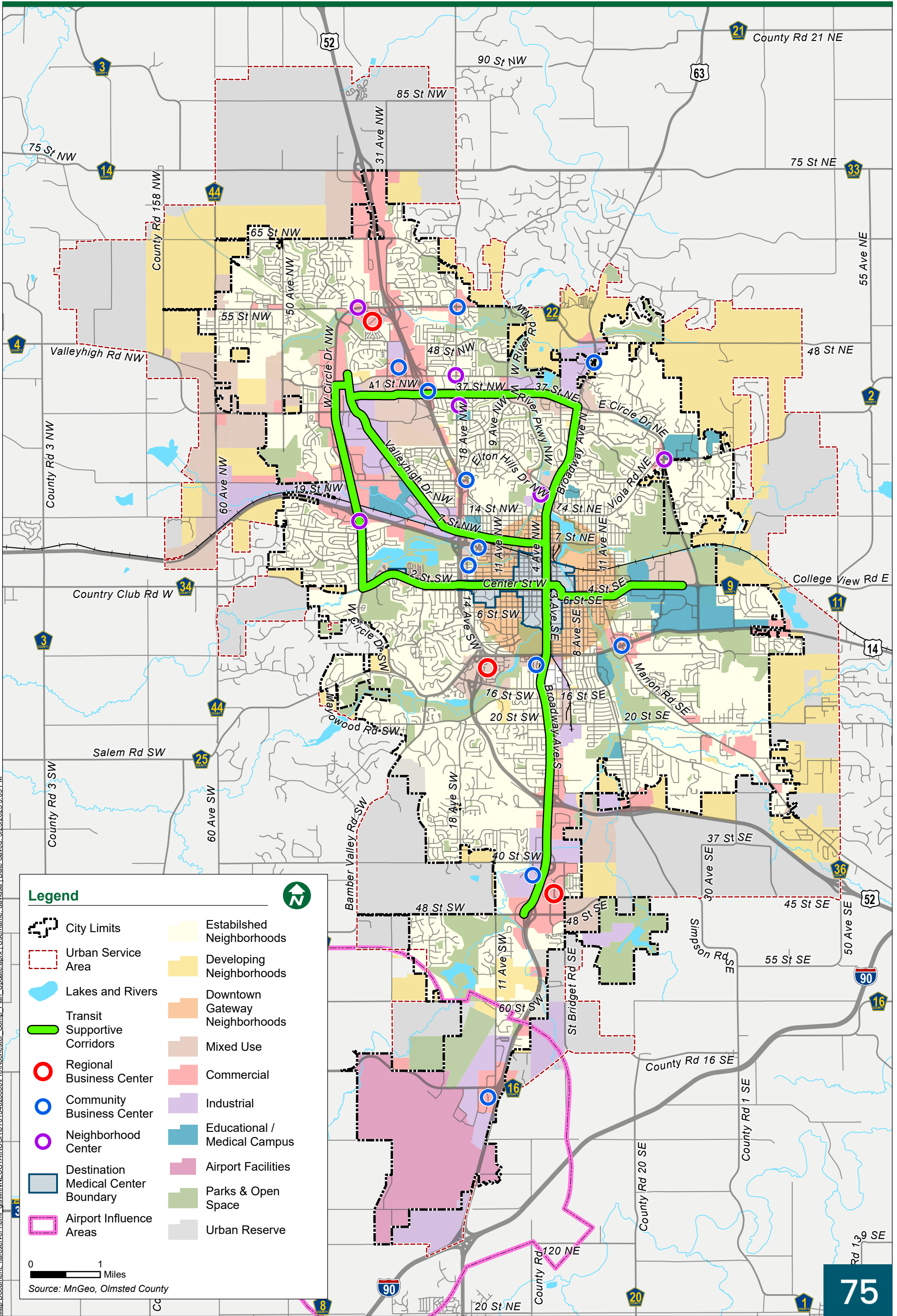
The Development Vision map identifies place types that highlight different developing land uses and corridors that exist or will be encouraged in Rochester’s urban service area. The use of place-based approaches to planning has been growing in recent years as a way to organize thinking about and develop policies for areas of distinct character, as well as the public actions and investment needed to support them. Mapping these place types reflects the Core Principles of the Plan, particularly by encouraging more diverse, mixed-use development areas supporting compact development, greater access to transit-oriented opportunities and expanded housing choices.

These place types should be thought of as land use “building blocks” that help to define the structure of the city. They incorporate human needs into the built environment and are generally categorized into one of the following four groups, as shown to the right.

Rochester’s Development Vision is illustrated in Figure 13. Designating areas on the Development Vision Map does not carry specific policy implications and only acquires the force of policy via references to the map in the P2S 2040 policy statements. The Plan intends to implement the development vision for growth and connectivity illustrated on the map through more specific policy tools, such as the Future Land Use Map, and through amendments to the City’s ordinances, such as adopting special overlay districts to implement preferred place-based development patterns.

FIGURE 13: DEVELOPMENT VISION





Legend

- City Limits
- Urban Service Area
- Lakes and Rivers
- Transit Supportive Corridors
- Regional Business Center
- Community Business Center
- Neighborhood Center
- Destination Medical Center Boundary
- Airport Influence Areas
- Established Neighborhoods
- Developing Neighborhoods
- Downtown Gateway Neighborhoods
- Mixed Use
- Commercial
- Industrial
- Educational / Medical Campus
- Airport Facilities
- Parks & Open Space
- Urban Reserve

0 1 Miles
Source: MnGeo, Olmsted County

Map Document: \\arseserver1\hmi_gis\MINNESOTA\ROCH\1016134020000\Proj\Rochester_Comp_Plan_Update.aprx | Username: davidse | Date Saved: 5/23/2025 3:09 PM

Neighborhoods

Three types of neighborhoods are identified in the Development Vision: Established Neighborhoods, Developing Neighborhoods and Downtown Gateway Neighborhoods.

Neighborhoods

A **neighborhood** is a geographic area in which the residents have a common sense of identity or perceive that they have common interests. Neighborhoods are a basic building block of the built environment in Rochester and are the areas that most residents consider “home”.

Neighborhoods can vary widely in size, composition and configuration, reflecting the diversity of its residents. Neighborhoods can be formed or united by any number of geographic or demographic factors. Neighborhoods should be **walkable** and **connected**, include a **mix of housing types**, with destinations such as **schools, parks, neighborhood shopping** and ideally some places of work within walking distance.

Rochester’s existing and new neighborhoods must be able to adapt to changing demands of its residents and the local environment. Auto-oriented neighborhood development, without sidewalks or access to transit, are lifestyle choices that the City should discourage, instead focusing on housing and transportation choices that promote sustainability and healthy lifestyles. Prior to the widespread availability of the automobile, Rochester’s neighborhoods provided urban design features that were sustainable such as a highly connected network of streets and sidewalks, street trees, pedestrian scaled blocks and buildings, and shared public spaces. Going forward, careful consideration must be given toward the quality of place and context, as well as sustainable and responsible design in Rochester’s neighborhoods.

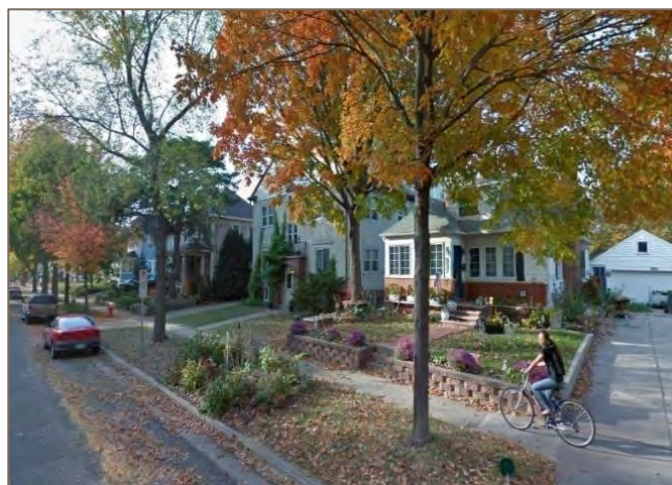
Established Neighborhoods |

The quality of Rochester’s established neighborhoods plays an important part in why many people choose to live here. They help to define the character of the city.

P2S 2040 includes policies to maintain and promote the distinct character and identity of these neighborhoods, providing housing at a variety of prices and styles to enable households at a range of economic levels, family life cycle and lifestyles to live within a community. Preserving existing housing and promoting homeownership should remain the focus in established neighborhoods, with modest opportunities for infill and redevelopment at a scale and character in keeping with the neighborhood while accommodating a broader mix of housing and low-intensity employment or neighborhood services.

Developing Neighborhoods | Developing neighborhoods reflect the opportunities that exist primarily near the edges of the city for the creation of new neighborhoods on lands previously not developed. These new neighborhoods should create a distinctive character that relates to the surrounding area and provide traditional development features such as connected streets and sidewalks, pedestrian-scaled blocks and buildings, tree-lined streets and neighborhood amenities like parks, open spaces and trails. A suitable network of connected streets that can effectively provide transit and service access should be incorporated into the planning of new neighborhoods. Development that promotes environmental sustainability and supports healthy lifestyle choices is encouraged.

Developing neighborhoods should provide a variety of housing types and sizes, with compatibly scaled commercial and employment opportunities allowable at the edges of the development on major streets. The different needs and characteristics of lower- and higher-density housing styles should be considered when locating these uses within a neighborhood.



Downtown Gateway Neighborhoods |

Immediately adjacent to the downtown business area are well-established core neighborhoods consisting of a variety of housing and limited small-scale commercial and institutional uses. In these areas, a combination of the new and old exists side by side; many neighborhood streets exhibit good examples of accommodating and encouraging the new while preserving and appreciating the old. Ensuring the continuity of neighborhood identity and character will be important as reinvestment and infill development occur. Future development should feature a carefully integrated mixture of various housing styles, sizes and densities, with attention paid to the area's walkability given its proximity to the many employment, commercial and cultural opportunities in the central development core. Over time, the mix of housing is expected to skew more toward attached single-family and moderate-density multi-family units rather than detached single-family units. Mixed-use development in the form of live-work spaces is encouraged and limited small-scale commercial and service uses are also appropriate.

Centers

Three types of centers are recognized in the Development Vision, including Downtown Rochester, Regional and Community Business Centers that are more auto-oriented, and Transit Oriented Development Nodes found along the planned high-frequency transit network.

Centers

Centers provide places of focused higher intensity development for residents to shop, work and gather. A differentiated web of centers provides opportunities for development that focuses on commercial activity, sites where a diverse set of mixed-use development **encourages and supports walkable urban development and enhanced transit services**, or sites where smaller centers emerge to support and promotes the development of distinct neighborhoods and districts within the community. Centers are generally located in highly accessible areas, in some instances more auto oriented and in others more transit oriented, spaced with consideration to trade area and population served.

This plan introduces the concept of transit-oriented centers, where transit service and walkability are prime characteristics that attract people, jobs and visitors, with the quality of design and a pedestrian orientation vital to their success. These new centers can support many other regional planning objectives, such as **increasing housing choices**, providing housing in **closer proximity to job opportunities**, enhancing the **cost effectiveness of transit**, and providing businesses with synergies from the concentration of possible customers and contacts.

Urban Center | The Urban Center encompasses Rochester’s central development core, serving as the primary business, cultural and government services in the city. It includes entertainment, restaurants, offices, retail, civic, cultural and historic amenities, and is highly connected to local and regional transit options. Expanding available housing, shopping, recreation and transportation in the Urban Center is key to Rochester’s desire to accommodate changing demographic needs and lifestyle desires in an active, highly walkable environment. The Urban Center will accommodate the widest mixture of uses and highest development densities, consistent with the development vision created by the Downtown Master Plan and DMC initiative.

Transit-Oriented Development Nodes | Transit-Oriented Development Nodes are sites of dense mixed-use development located at the crossroads of major urban streets with the Transit Supportive Growth Corridors identified in the Development Vision. With a mixture of residential, employment and shopping uses at densities supporting frequent and accessible high-quality transit service, it is expected that the evolution of these nodes will support the creation of a live/work environment with activity throughout the day. Design and connectivity are critical in these areas, with pedestrian amenities, transit orientation and construction that reflect the best features of traditional urban form. These nodes will vary in size and character, typically ranging in size from 40 to 100 acres, and are expected to have a city-wide or even regional draw.

Regional Business Centers | Regional Business Centers are concentrations of service and retail commercial uses that serve city residents as well as the larger regional area. They feature a large concentration of retail floor space, typically anchored by one or more major retail chain stores, with convenient and direct access to major highways that are part of the regional road network. Total building floor areas typically exceed 500,000 square feet and can be much larger, with large expanses of surface parking to serve their customers.

Community Business Centers | Community Business Centers feature commercial and service development of less than 500,000 square feet in size that accommodate a variety of small, medium and large-sized stores. Typically, the marketing formula for community scale retail calls for construction at a low-density, one-story scale with surface parking on the street side of the development, often featuring a full-service supermarket as an anchor tenant with or without other medium scale tenants such as hardware, apparel, booksellers, larger restaurants and sporting goods that draw from a city-wide customer base. Although these sites are traditionally more oriented to the automobile, they should be designed for pedestrian access and other modes of transportation to increase their compatibility with urban form and character, where feasible.

Mixed Use Neighborhood Centers | Mixed-Use Neighborhood Centers are comprised of a handful of small - and medium-sized businesses, typically focused in one quadrant of an intersection. These places primarily serve the needs of the immediate surrounding area, although they may also contain specialty stores that serve a larger urban or regional client base. Neighborhood business prosperity varies throughout the city and is affected by various factors, including the buying power of the surrounding area and competition from other commercial areas. The character of Mixed-Use Neighborhood Centers is defined by the limited scale of businesses operating in these locations. When located in

older historical areas, these nodes typically consist of traditional commercial storefront buildings, with a building typology and pedestrian orientation that is appropriate for the surrounding residential area. In newer residential areas, these developments will often exhibit an auto-centric orientation with parking located along the street frontage of the buildings. Where feasible, they should be designed for pedestrian and bicycle access by area residents.

The Key Center: Downtown Rochester

The City of Rochester, Olmsted County and the State of Minnesota have the unique opportunity to establish **the world's foremost medical destination** built around a vibrant and growing urban downtown. The Destination Medical Center (DMC) initiative will sustain and support a 24-hour community where employees can enjoy dinner after work without fear of missing their ride home, where patients and their families experience a multitude of activities connected by great streets and numerous mobility options, and where downtown residents can meet their daily needs within a short walk. Transportation investments serve as the connective fabric that ties the DMC vision together.



Downtown Rochester is the **most intense concentration of commerce** in the region and is composed of multiple districts, defined in the Downtown Master Plan and the Destination Medical Center Vision, that form the city's economic, cultural, and social center. Each district is defined by its concentration of land uses, destinations, public spaces, urban character and form. The downtown core is characterized by dense tower buildings, with lower-scale development radiating outward toward the Zumbro River and the surrounding single-family neighborhoods that ring downtown in all directions.

Together, they make up a compact, walkable and mixed-use destination. Redevelopment and revitalization are emphasized, supporting an urban design pattern that makes downtown a great place to work, play, learn, shop, and live.

As the major employment center within the region, with an estimated 200,000 daytime employees filling approximately 17.4 million square feet of non-residential space, the downtown has also begun to make significant strides in growing a residential base. The city has a significant number of new public and private development projects that will increase downtown's vitality, provide new uses and services, and transform the skyline. These projects indicate confidence in downtown Rochester that it will continue to build off the Mayo Medical Center business to strengthen its role as the city's premier destination.

The confluence and complexities of uses, scale, activities and physical spaces downtown require a finer level of detail than can be achieved using only the citywide policies that appear elsewhere in P2S 2040. The Downtown Master Plan, Destination Medical Center vision and DMC Design Guidelines will supplement the policies included in this plan to outline development values and strategic initiatives addressing all of the elements that contribute to a **vibrant, walkable and livable downtown**.

Districts

Districts are larger areas of activity, more general in nature than centers and not intended to precisely correspond to existing or future zoning districts. While in most cases, districts will feature a predominant type of land use, in many instances, there will be complementary or possibly conflicting uses located within the district, either as a legacy of historic development patterns or purposely planned for as part of new growth or redevelopment. Such areas are expected to remain relatively stable through the plan horizon with limited pressure for significant land use change or need for redevelopment or revitalization.

The Development Vision Map defines five types of districts: a commerce employment district, a campus area district such as the University Center on the east side of the city, an airport District, a parks and open space district and a development reserve district.

Commerce and Employment Districts | Commerce and Employment Districts typically include office, retail, entertainment, service or industrial buildings on individual lots in a typical subdivision setting, with each lot having individual access to the street network and limited or no coordination in terms of building design or urban form elements. These districts generally rely on the major street system to provide the auto-oriented access they rely on. In some instances, efforts will be made to create more of a campus-type development pattern with open spaces, landscaped parking lots and structures, screened service and storage areas, and landscaped buffers and boulevards all integrated into a park-like setting.

The Commerce and Employment District should be directly served by local transit, but given the intensity of development, this service will be more oriented to the peak period and limited during the off-peak.

Campus Districts | Campus Districts in Rochester include major medical and educational facilities and selected other sites dedicated to a concentrated range of

organizational activities and services, such as the Olmsted County Community Services Campus on the east side of the city. Campus facilities can feature urban and/or suburban-style character, but the development of these sites typically relies on integrated master planning to address the full spectrum of site planning issues from infrastructure and access to open space and urban design considerations.

Airport District | The Airport District encompasses the airfield and the area surrounding the Rochester International Airport. Key functions in this area include airport operations, landside access facilities, areas needed to mitigate environmental impact and complementary airport-oriented business development. Growth in this area is guided by the development and periodic updating of an Airport Master Plan and Airport Layout Plan.

Parks and Open Space | The Parks/Open Space category applies to permanent open space intended for recreational or resource conservation uses that benefit the community, such as parks and greenways. Also included are publicly owned lands managed for watershed protection, hazard prevention and the protection of important visual resources. Land with this designation is intended to remain in open space in perpetuity.

Development Reserve | The Development Reserve designation depicts areas within the Rochester Urban Service Area, generally comprised of open space, agricultural lands, or very low-density suburban style residential neighborhoods, that are in areas planned to receive municipal services in the future but not needed to meet development projections during the current planning horizon. Designation of the Development Reserve is important for considering long-term city growth patterns and in the planning of municipal infrastructure and transportation systems, which have useful life spans that far exceed the 25-year plan horizon.

Corridors

On the following page, five types of corridors are identified as place types in the Development Vision, except for Transit Supportive Corridors, as they are not currently mapped. The typology suggested for the non-Transit Supportive corridors generally correlates to the adopted Functional Classification of roadways found in the ROCOG Long Range Transportation Plan, which was updated in 2020, as shown in Table 14 below.

TABLE 14: ROCOG LONG RANGE TRANSPORTATION PLAN ROADWAYS

DEVELOPMENT VISION CORRIDOR	REGIONAL HIGHWAYS	URBAN HIGHWAYS	URBAN BUSINESS CORRIDORS	URBAN RESIDENTIAL CORRIDORS
Aligned ROCOG Plan Functional Designations	Interregional Corridors Strategic Arterials	Regional Major Arterials Major and Secondary Arterials with auto-oriented land use pattern	Major and Secondary Arterials serving commercial land use with stronger pedestrian and transit orientation	Urban Collectors Local Collectors

It is recommended that, as part of that update, work be completed to align the non-transit corridor types suggested here with the transportation-oriented focus of the ROCOG Transportation Plan in order to develop a consistent set of guidelines that can be used as the basis for development policy in both plans.

Regional Highway | Regional Highways are limited access roadways accommodating high volume and higher speed regional traffic flows. These corridors are typically separated from adjacent land uses by buffers or frontage road systems. Access to adjacent properties will be highly auto-dependent, with transit services generally consisting of regional or local express bus services or limited local service. Efforts to weave or integrate the environment of regional highways into the fabric of the community generally rely on landscaping, public art, gateway treatments, special lighting or design features on structures such as bridges to soften the edges of these corridors.

Urban Highway | Urban Highways are major street corridors that focus on moving vehicular traffic across the city, typically at somewhat lower volumes and lower speeds than regional highways. These routes are often important commuter routes with high peak period volumes, but volumes are more typical of other arterial streets during off-peak times. A defining feature of many of these corridors is that adjacent development has been sited with its “back turned” on the roadway, resulting in existing development patterns that are not transit supportive. Opportunities do exist, however, to promote greater integration of transit or bicycling in support of future enhanced transit service.

Transit Supportive Corridors | Transit Supportive Corridors form the backbone of a proposed high-frequency, high-quality primary transit network, providing a level of transit service featuring enhanced bus service or Bus Rapid Transit connecting the Downtown Urban Core to targeted Transit Oriented Nodes and major park and ride sites across the

city. A higher density and mix of uses along these corridors will strengthen surrounding urban neighborhoods and ensure the critical mass of ridership needed to support transit investments that provide more frequent and sustainable transit service. Along these corridors, new infill or redevelopment should feature a building design oriented towards the street, with the greatest intensity at or near the Transit Oriented Nodes. Pedestrian amenities within developments along transit-supportive corridors should be built to a higher level than those in other corridors.

Urban Business Corridors | Urban Business Corridors are characterized by denser residential and commercial development, where buildings may be brought forward to meet the street and sidewalk. Parking areas in these corridors are located to the side and/or rear of residential buildings but are often found in front of commercial buildings. These corridors generally host local bus service. Over time, efforts to improve these corridors into safer, more walkable environments should be pursued. Constraints and challenges in Urban Business Corridors may include inefficient site layout, access safety and congestion issues, inadequate landscaping, and limited pedestrian access and circulation. These high-visibility corridors, such as 15th Avenue SE, 3rd Avenue SE, and 3rd Avenue NE, would benefit from public investment or criteria to guide future infill or redevelopment towards a more traditional urban form.

Urban Residential Corridors | Urban Residential Corridors are predominantly residential streets that generally serve a major collector street function, with most lots fronting towards and having direct access onto that roadway. Design and development along Urban Residential Corridors is oriented towards the pedestrian experience and residential quality of life. These streets carry moderate volumes of traffic, yet they are important travel routes that will primarily serve neighborhood residents while accommodating some level of through traffic. In many cases, they are part of the city's regular route bus network.

Summary Comments on Development Vision

The Development Vision has been crafted to provide a high-level overview of the types of places that shape the city and how areas of the city are expected to change or remain stable in character over time. The Development Vision reflects community input and responds to changes, including demographic shifts, economic and technological change, and fiscal challenges. Among the most important changes the Development Vision has been crafted to reflect include:

Center City Economic Development | Rochester expects to see 25,000 to 30,000 additional jobs downtown by 2040, carrying more than 21,800 vehicles and 13,000 transit riders each day. While more residential housing is expected in the downtown area, the great majority of the workforce will still be commuting downtown. Given the capacity constraints of the downtown road network, RPT has collaborated with the DMC and Mayo Clinic to add Link BRT, a 2.8-mile route along 2nd Street that will connect downtown Rochester, the Mayo Civic Center, Mayo Clinic campuses, and the Downtown Waterfront Southeast area. Link BRT will operate from 5 a.m. to midnight on weekdays and 8 a.m. to midnight on weekends. Construction began in 2025, and opening day is anticipated in late 2026.

Revitalization and Redevelopment of Commercial Corridors & Centers | The natural turnover of commercial businesses, combined with forces of technological change affecting retail and business practices, is affecting the vitality of historic business areas within the city. Many of these areas have the benefit of high visibility, existing infrastructure and services such as transit that have the capacity to handle more growth. These underperforming or vacant retail areas present a challenge, but also a great opportunity for Rochester. Over the lifetime of this plan, many of these sites will redevelop; it is in the interest of the City to facilitate the revitalization of these into a more sustainable, livable development pattern. The Plan will provide more flexibility for the reuse of these properties and will promote enhanced transportation services to take advantage of what, in many cases, are prime locations.

Expanding Housing and Transportation Choice | Throughout the course of the public input phase of the original 2018 P2S planning process, as well as the engagement from the 2024 workshop, industrial development open house and the Mayor’s 2050 Vision survey, participants voiced an interest in having access to a greater variety of housing options and transportation choices. Driven particularly by individuals at the beginning or end of their working careers, the desires expressed echo those seen in many other cities and surveys throughout the United States.

A new understanding of the combined impact of housing and transportation costs on household finances drives the interest in having more affordable choices. While lenders and housing advocates have traditionally used 30% to 35% of household income spent on housing as the threshold for housing affordability, more recent work on housing affordability has identified transportation costs as an integral part of the affordability discussion. From the Center for Neighborhood Technology in 2024, approximately 23% of

households in the Rochester area spend more than 45% of their household income on housing and transportation, which is the level typically used to identify affordability.

TABLE 15: ROCHESTER AREA HOUSEHOLDS: SHARE OF HOUSEHOLD INCOME SPENT ON HOUSING & TRANSPORTATION

SHARE OF HH INCOME DEVOTED TO H+T	NUMBER OF ROCHESTER HOUSEHOLDS	PERCENT OF ROCHESTER HOUSEHOLDS	SHARE EXCEEDING 45% TARGET
<24%	886	2.2%	
24-36%	13,627	33.4%	
36-45%	16,729	41%	
45-54%	8,015	19.7%	23.4%
54-66%	1,407	3.4%	
66-78%	123	0.3%	
78-87%	0	0.0%	
87%+	0	0.0%	
Total	40,787	100%	

Source: Center for Neighborhood Technology 2024

By encouraging alternative housing and business activity (such as live-work spaces) integrated with improved transportation options that reduce the dependency on auto ownership, the Development Vision will provide opportunities for households to reduce their housing/transportation cost burden.

Transit Dependent Households | While the combined cost of housing and transportation is often framed by its impact on the majority of people in the workforce, a related issue identifies the limitations of the current transit system in meeting the needs of transit-dependent residents, such as households without a vehicle or the disabled. One of the biggest problems facing these populations is inconvenience; the current transit system, with its focus on bringing workers downtown, does not readily connect residents to other work sites, schools, or services at the times of the day when it is needed. The proposed high-frequency transit network can serve as a backbone for transit service in the community. It will create opportunities to rethink the future of transit service in the community in ways that can improve access for the transit-dependent population.

Part 8 | The Plan Framework

To translate the future Development Vision into policy, core principles were developed to inform the Land Use and Transportation Framework presented in Section 2. Based on the over 7,000 public comments received during the 2018 planning process, as well as over 990 comments received from the Mayor's Vision 2050, Community Engagement Open House, and the Industrial Land Development Open House from the 2024-25 planning process, the P2S 2040 Plan Framework formalizes the vision and principles the community is committed to building. It identifies what we hope to achieve with this planning effort and recommends tools to realize these shared aspirations.

Community Vision 2040 |

The 2040 Community Vision statement is a critical framing element for P2S 2040. It

synthesizes public input into a description of how the community wants the city to look, feel and function over the next two decades. It embodies what community members value most about their city and serves as their inspiration and commitment to work together to achieve it. It informs the goals, policies and strategies that give policymakers

Community Vision 2040

Rochester is a city that cares: where all people are treated with dignity and respect; where residents, employees, and visitors enjoy a high quality of life; where business and industry thrive; and where the land and environment are renewed and sustained for the benefit of all. It is a welcoming and diverse community:

Renowned for its reputation as a center for growth and innovation, its robust economy, and programs and institutions that support life-long learning;

Characterized by its safe and friendly neighborhoods, diverse and affordable housing options for people of all ages and backgrounds, thriving downtown, vibrant public spaces, and easy access to parks and recreational amenities;

Committed to health and wellness, not only of its people, but also of the air, water, and land they depend on for sustenance;

Connected both physically and socially balanced transportation options; well-planned streets, sidewalks, trails, and neighborhoods; and a hospitable cultural atmosphere; and

Dedicated to the sustainable and responsible use of public resources and provision of quality public services, supporting livability and long-term fiscal health.

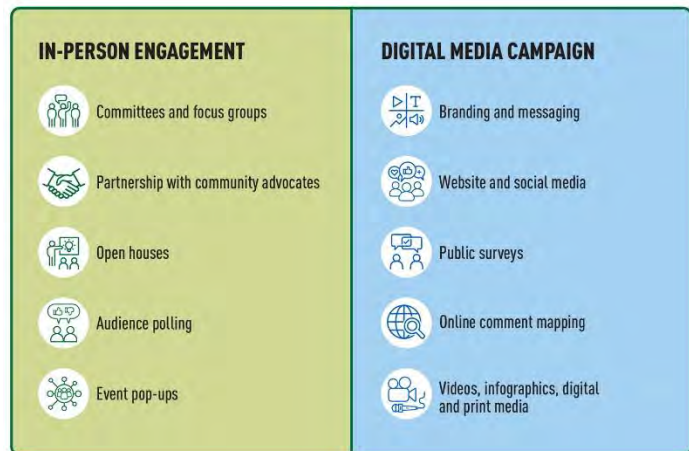
and elected officials the comprehensive perspective needed to make rational and disciplined decisions about Rochester’s future.

Rochester Vision, Principles and Priorities, 2022

This shares the same vision as the Community Vision 2040 above. Strategic priorities include affordable living, economic vibrancy and growth, and quality services for quality living. The strategic priority of Affordable Living focuses on housing variety and affordability, transportation options and access, an equitable regulatory landscape with creative incentives, and access to opportunities and amenities. The strategic priority of Economic Vibrancy and Growth Management aims to align with economic development partners, sustainably allocate resources, develop tools for the Comprehensive Plan, and adopt design guidelines reflecting Council and community values. The strategic priority of Quality Services for Quality Living aims to provide equitable cultural and recreational opportunities, ensure services reflect community needs, and maintain sustainable, cost-effective operations. The foundational principles are environmental stewardship, fiscal responsibility & sustainability, public safety, social equity and compassion.

Community Engagement

Vision 2050 | Vision 2050 features a 2024 survey that had 991 responses. The survey focused on key topics that included needs for Rochester 2050, priority areas for investment, economic vitality, housing, nutrition, healthcare, education, culture and art, infrastructure, justice, sustainability and natural resources. The survey also asked respondents questions about residency, employment, whether students plan to stay in Rochester or leave and demographic questions.



Community Engagement Workshop | The City of Rochester’s staff workshop was held at the Community Development offices on November 6, 2024. In attendance there were city employees from various departments, including Community Development,

Public Works, Transit and Parking, Communications, City Administration and Diversity, Equity and Inclusion. Participants discussed the scope of the Planning to Succeed Comprehensive Plan Update, including topics in residential, industrial, mixed-use and emerging trends. It also informed staff that the following items were not changing: the City’s Vision, the existing plan audit and certain Supplemental A data. Workshop discussion covered topics to be updated, whether to include certain available Supplemental A data, opportunities and issues, and a mapping activity.

Industrial Land Development Open House | On December 11, 2024, the Rochester Community Development team invited members of the development community and partner organizations to provide feedback on future industrial development sites. Groups present at the open house include Rochester Area Economic Development, Rochester Area Builders, Rochester Chamber of Commerce, Merchants Bank, Rochester International Airport, Minnesota Department of Natural Resources, North Rock Realty and Hexum Companies. The open house featured a mapping activity to identify future industrial areas spatially. Opinions shared include concerns about the lack of acreage and shovel-ready sites that can be marketed, with the city being reactive instead of proactive. It was suggested that large acreage required to support large industrial development should be located outside city limits to utilize sanitary sewer systems away from residential properties. Identified locations for these sites include 60th Avenue NW, Highway 14, the airport, and southeast of the airport near Highway 52 and I-90.

City of Rochester Mission Statement

A mission statement concisely captures the City’s purpose and actions it takes to fulfill its duties. While the vision statement describes the community’s desires for the future, the mission statement describes how that vision will be achieved.

“The mission of the City of Rochester is to provide a safe, attractive environment through the responsive, efficient, and cost-effective delivery of municipal services. The City will strive to enhance community pride by improving the physical, environmental, economic, cultural, and social quality of the community.”

Core Principles Set the Plan’s Foundation

The plan includes six core principles that recognize implementation of the Plan must be balanced, integrated, and multidisciplinary. The influence of the Core Principles is seen throughout the Plan as they help shape its goals and policies.



Integrate Land Use and Transportation | The attractiveness, accessibility, general feeling of safety and security, and livability of an area are influenced by the design of private development and public infrastructure. These features, in turn, influence the private and public economic value created in an area and personal decisions such as travel choices and personal property investment. The 2024 City of Rochester National Community Survey (NCS) results show that 63% of residents believe that the transportation system as a whole is good. Additionally, 68% of respondents believe that there is a good level of ease of walking. To continue to achieve these outcomes and increase the percentage of people satisfied with transportation and walkability, the Plan should foster land use patterns that can be efficiently served by well-planned transportation networks that include a variety of transportation choices. Transportation investments should support various walkable, mixed-use, and mixed-income development patterns that improve economic opportunity and the quality of life for residents and visitors. In the service of providing a range of choice, these forms of development are not being advocated universally across the city. The Plan will provide strategic direction, such as reinvestments in major gateways to the city center, where the principles of mixed use, transit and pedestrian-oriented development will be encouraged.



Emphasize Fiscal Sustainability | Sustainability is commonly defined as the ability to meet the needs of the present without compromising the ability of future generations to meet their own needs. Rochester’s fiscal sustainability relies on the City continuing to create economic value through growth and innovation, with a skilled workforce driving a strong, diverse economy that provides quality jobs. We must ensure, however, that municipal investments are based on an intentional strategy that makes wise use of the taxpayers’ dollars, does not sacrifice long-term stability for short-term gain and focuses on:

- ▶ **System maintenance:** Maintain existing infrastructure so it can continue to meet community needs and work efficiently;

- ▶ **System deficiencies:** Determine where infrastructure systems do not meet basic service levels or needs and who is and is not being served, to prioritize needed system enhancements; and
- ▶ **Future needs:** Assess where facilities need to be upgraded or replaced to avoid major problems or to meet growing demand.



Expand Housing Diversity | Rochester has a strong supply of safe, stable, affordable and attractive housing, much of which consists of single-family detached housing. Options are more limited for younger and smaller households, senior households and those with lower incomes. One of the biggest challenges for the region over the coming years will be to provide an ample supply of the right type of housing in the right locations to meet the needs of a diverse and growing population. Rochester's ability to attract the workforce it needs and retain those who already reside here requires an expanded range of housing and lifestyle choices.



Enhance the Integrity of Existing Neighborhoods | Rochester will change as the city continues to grow. Neighborhoods located along the edges of city development will see new housing units built on adjacent vacant properties, while redevelopment and infill opportunities will bring new residents into established neighborhoods. The core neighborhoods bordering Rochester's downtown, for example, have been experiencing some of these residential changes as developers have sought to serve the market demands for housing close to Rochester's main employment center. These changes can be positive for residents if they reflect and enhance the integrity of the existing neighborhoods. This plan needs to keep all residents' interests in mind by incorporating policies aimed at ensuring that Rochester's neighborhoods maintain and strengthen their vitality.



Improve Community Connectivity | Community connectivity involves a wide variety of components that collectively create a system that facilitates the convenient and efficient movement of people and goods to and throughout Rochester. The transportation and communication networks serving the city are critical to maintaining the high quality of life we value. The City, in partnership with other units of government and private development interests, needs to maintain and enhance accessibility while minimizing the impacts of this infrastructure. To the extent possible, rights-of-way serving these systems should be viewed as public assets that need to be aligned, planned and designed to serve multiple functions and a high quality of service.



Champion Social Equity and Environmental Justice | Rochester has a long history of inclusionary planning, recognizing and celebrating diversity in the community. The City’s mission statement and the Community Vision 2040 strongly support social, environmental and economic equity. Rochester has made a commitment to creating “a community that welcomes diversity and that provides a safe, non-discriminating environment with respect and opportunity for all.” In September 2017, the City Council adopted a resolution to affirm the Golden Rule-based “Charter for Compassion” and designate Rochester as a “City of Compassion.” Within this Resolution, the City committed to “infuse and reflect compassion within its policies, procedures and programming, including the ‘Planning 2 Succeed: Rochester Comprehensive Plan 2040’.”



Maintain Commitment to Health, Wellness, and the Environment | Rochester has a reputation as a “city for health,” and public input indicates that strong support exists for investing in measures that enhance the health and well-being of our residents and visitors. These sentiments extend beyond the human level to ecological protection, as expressed through support for initiatives such as protecting land critical to groundwater recharge. Attention to human and environmental health can be accomplished by designing development to work with nature and avoiding or minimizing potential health and safety impacts while providing opportunities for Rochester residents to lead healthy, active lives.

Key Strategies Guide Plan Implementation

The Core Principles are incorporated into strategies that will aid in plan implementation by informing the goals and policies found in Section 3 of this plan.



Integrate Land Use and Transportation Systems

Rochester cannot maintain current commute patterns and accommodate projected downtown growth. Therefore, we must take the opportunity to invest in systems that change the focus from moving vehicles into and through downtown to those that focus on moving people. While of particular importance relative to downtown, a focus on how we move people and how urban development patterns affect this should inform all transportation and land use planning.

For downtown to succeed, changes will be required in both our land use patterns and transportation systems. The transit system must provide a level of service that makes it easy for people to change their commuting habits. This transit investment can only be supported if land use patterns place a sufficient density of people and jobs near the transit routes to make them economically viable. When development proposals are approved that do not support this strategy, the overall ability to meet the challenges of the next generation will be limited.

It is important for the land use and transportation frameworks of the Plan to work in tandem to achieve the Community Vision and support its access and mobility policies. An integrated system of land use and transportation policies and guidelines for Rochester will help to respond to the following community growth issues:



- ▶ Lessen the pressure for new greenfield growth featuring low density and segregated land use patterns that have historically led to a high dependency on single-occupancy automobile trips;
- ▶ Encourage a pattern and style of land use that will support transportation options, enabling more efficient and connected development patterns that can support cost-effective transit with more frequent, dependable and quality service that captures more trips;
- ▶ Reduce the need for high-cost investment in road widening or new roads to decrease automobile congestion hot spots by providing more travel choices during peak travel times;
- ▶ Enable the City to grow its property tax base and increase tax revenues without extending infrastructure by fostering denser development in key areas; and
- ▶ Encourage development towards a pattern that will result in a more cost-effective and energy-efficient community with reduced climate impact, consistent with the City’s Sustainability and Resiliency Community Work Plan.



Emphasize Fiscal Sustainability

Municipal infrastructure (sewer, water, gas, electric and telecommunication infrastructure) is needed to serve future growth. The design and density of land uses and their geographic location greatly influence the capital cost to build infrastructure systems and the ability to sustain that infrastructure over time. As funding sources become less available, city leaders must employ strategies that protect public investments without overburdening current and future taxpayers.

Prioritize Existing Infrastructure Maintenance |

Rochester’s public assets include its water system, sanitary sewer, storm sewer, electric grid, roads and bridges, and parks and recreation facilities. With new growth and increased use of services, the public infrastructure system is increasingly stressed by a combination of growth pressures and maintenance needs due to aging facilities. In older parts of the city, including parts of downtown, public assets are nearing the end of their useful lives. Investment in existing facilities positively impacts the viability of the growth and development strategies described in P2S 2040.

► Water Supply

A high-quality potable water supply is critical to human, environmental and economic health; a city cannot thrive without good drinking water. Per the 2024 Rochester Public Utilities (RPU) Water Quality Report, RPU manages Rochester’s water supply and uses 31 wells located throughout the city to extract drinking water from underground bedrock aquifers. In 2024, the average amount of water pumped per day was 12,406,241 gallons. The State of Minnesota has designated a maximum groundwater withdrawal appropriation of 5.7 billion gallons per year for RPU and has issued a notice that no increase in the appropriation limit will be approved until further study is conducted to determine the sustainable yield capacity of groundwater aquifers. The capacity of the system is 35,882,000 gallons per day. The total amount of water pumped in 2024 was 4.53 billion gallons, representing about 80% of the appropriation limit. Peak water consumption occurred in 2007 when 30,229,000 gallons of water were pumped in one day, representing 84% of total capacity. RPU will need to continue planning for long-term water system improvements to address peak demands as well as general community growth that needs to be supported by the system. Projected demand for 2025 was estimated to be approximately 5.4 billion gallons.

A sustainable water supply meets the public demand and requires the responsible use of water, now and in the future, while avoiding unacceptable

social, economic, or environmental consequences. Rochester is committed to the sustainable growth of its potable water infrastructure system by adopting the following strategies:

- ▶ Provide quality water for human use;
 - ▶ Promote water conservation;
 - ▶ Continually assess and provide for preventative maintenance;
 - ▶ Continue to recognize water's value;
 - ▶ Plan for land use;
 - ▶ Prevent aquifer depletion; and
 - ▶ Prevent drawing contaminants into water wells.
- ▶ **Sanitary Sewer**
- Rochester's sanitary sewer system is designed to remove sewage from homes and businesses and deliver it to the City-owned and operated Water Reclamation Plant (WRP). The system comprises sanitary sewer interceptors (or mains), lift stations and the WRP. Lateral sewer pipes serve neighborhoods and businesses, while trunk sewer pipes (generally larger than 12-inch diameter) collect sewage from laterals and lift stations that pump sewage from lower areas of the city.
- Rochester's view of a sustainable sanitary sewer system means it is both economically sustainable and technologically superior in how it collects and treats wastewater to preserve and protect our natural resources. The City aims to accomplish this by:
- ▶ Managing volumes into the collection system;
 - ▶ Preventing hazardous substances from entering the system;
 - ▶ Providing for regular assessment and preventative maintenance;
 - ▶ Building reserve capacity into the system;
 - ▶ Staging development; and
 - ▶ Planning for phased system replacement.
- ▶ **Stormwater Management**
- Rochester's water cycle has become "urbanized" by the creation of human habitat with associated hard, or impervious, surfaces like streets, rooftops and even construction sites. These impervious surfaces prevent infiltration of precipitation, so when it rains or snow melts, this runoff (or stormwater) runs across both natural and constructed surfaces. When the water can't permeate the surface, it misses the soil filtration step where microorganisms consume

many pollutants. As a result, this change to urban areas causes lost recharge and more runoff that moves across the landscape at a faster pace. More and faster-moving water can cause erosion and collect pollutants as it moves, transporting them to receiving water bodies.

The City of Rochester has a history of stormwater management planning dating back to pre-1990. A utility fee was established in 2003 to help fund the program and demonstrate the important value that water resources have to the community. Sustainable stormwater management goals include protecting people and property from flooding, decreasing the demand on public stormwater drainage systems, lowering long-term operation and maintenance costs for both public and private infrastructure, supporting the health of streams and rivers, safeguarding drinking water sources, and fostering a healthier, more sustainable community. Effective stormwater management leads to a cleaner environment, reduced flood risks, lower costs and an improved quality of life for the community.

Review of the potential for implementing effective stormwater best management practices starts at an individual-site scale, while also being viewed at a larger watershed scale that expands beyond city limits. Sustainable stormwater management mimics nature by integrating stormwater into development and utilizing it as a resource, not a nuisance. This approach limits runoff and pollutants leaving a site, thereby reducing the effects of urbanization on water resources. The City's stormwater management plan elaborates on these strategies and in general, seeks to:

- ▶ Treat water as a resource, not a waste product;
- ▶ Design systems to mimic natural hydrology;
- ▶ Infiltrate, detain, or retain stormwater as close to where the rain falls as possible;
- ▶ Design stormwater management for water quality, quantity, and as an amenity;
- ▶ Be mindful of groundwater and stormwater interaction;
- ▶ Simplify sustainable stormwater BMP design, considering multiple, long-term goals; and
- ▶ Provide public education and involve stakeholders

► **Electricity**

It is common for utilities today to acquire all their energy from the market and sell energy from their resources into the market when it is accepted for dispatch. Currently, RPU purchases most of its energy under contract with the Southern Minnesota Municipal Power Agency (SMMPA). This contract is scheduled to expire in 2030. All of the energy RPU distributes above its Contract Rate of Delivery (CROD) with SMMPA is acquired from the regional MISO market. As a participant in the MISO market, RPU is required to, among other obligations, maintain capacity plus reserves above its peak load obligations. RPU maintains its capacity plus reserves through several diverse generation resources, which enable RPU to effectively and economically meet energy demand. It is the goal of the City of Rochester to be using 100% renewable electricity by 2030.

The Cascade Creek Combustion Turbines use fuel oil and natural gas to generate electricity.

The Lake Zumbro Hydroelectric Plant uses hydroelectricity to provide Rochester with a renewable energy supply. The 440-foot spillway and powerhouse are located across the Zumbro River.



The new Westside Energy Station (WES) is a natural gas-fired “peaking” plant that can provide quick-start power generation when needed.

In 2015, the Rochester Public Utilities (RPU) Infrastructure Study was finalized. The purpose of this study was to analyze power supply needs within the RPU footprint through 2035 and identify the short-term, intermediate, and long-term steps to be taken in order to continue to provide reliable, low-cost power. The study found that capacity and energy needs within the RPU footprint are projected to increase substantially through 2035. This presents an opportunity for RPU to consider expansion or new energy generation methods to accommodate the forecasted demand. It’s clear that the forecasted growth in population will generate more demand for RPU services. The City needs to plan for the long-term and explore RPU facilities expansion or new development to maintain the current high level of services that contribute to the overall quality of life in Rochester.

Survey data from RPU customers indicates that RPU must pursue a long-term strategy that balances affordable rates, system reliability and environmental sustainability. RPU aggressively pursues energy conservation efforts to the benefit of its customers, meeting conservation goals of 1.5% per year. The pending expiration of RPU’s contract with SMMPA will create more opportunities to address demand and load growth. The City of Rochester’s Energy Action Plan, the development of which RPU took an active role in, contains goals for building and transportation efficiency, renewable energy and other sustainability measures.

▶ **Asset Management**

Local entities do not have enough funding for every project in need of repair or improvement. The backlog of unmet street reconstruction needs, for example, has increased by 1200% in the past ten years. Deliberate use of asset management strategies helps city officials prioritize projects and make the most of limited tax dollars. Inventory databases, rating systems and unit price estimates to replace, repair or reconstruct public assets help department heads and officials evaluate, maintain and upgrade current and future infrastructure facilities by looking at impacts on the network as a whole rather than in isolation.



▶ **Prioritize Greenfield Development in Areas with Available Infrastructure**

With our community's current and projected infrastructure needs, development should initially be focused in areas with adequate infrastructure capacity. In the short term, development must be prioritized in the sewer super-districts with available capacity: Kings Run (NW) and Hadley Valley (NE). This type of development strategy will give the City time to formulate a phased plan for adding capacity across the community and make the city’s investment in an enhanced transit service more economically feasible.



Expand Housing Diversity

Rochester's demographic trends indicate that a wider variety of housing options are essential to meet the community's current and future needs, particularly as downsizing Baby Boomer households begin to look for housing options requiring less maintenance and upkeep, and a growing number of young adults seek affordable housing choices. As household sizes decrease and service jobs increase, there will be a need for additional smaller-size homes, resulting in shifts to higher housing densities in order to accommodate more housing units within the city limits. At the same time, there will likely continue to be an increase in the number of households at the upper end of the income scales, suggesting an increasing demand for higher-end housing. With Rochester facing a need to attract more labor to fill a growing job base, it is important that people can find the housing they need in neighborhoods that offer the amenities they want.

According to the 2025 Comprehensive Housing Needs Analysis for Olmsted County, the projected housing demand in Olmsted County from 2025-2035 will be 17,941 total housing units, including 6,937 for-sale units, 5,124 rental units and 5,880 senior housing units.

To meet the 2035 housing demand, over **4,820 single-family homes** will be needed in the Olmsted County housing market. It is further suggested that cities have a three-five-year lot supply to ensure adequate consumer choice. The supply of homes has remained tight since the pandemic, given higher construction costs, inflation and higher mortgages. Therefore, entry-level homes may require private-public partnerships or other incentives for these homes.

Given the aging demographics of the County, demand was calculated for **2,115 new multifamily for-sale units** by 2035 to be used by seniors or other smaller households. These units could develop into units such as townhomes, cottages or row houses. Of the total for-sale units, 84% are slated for Rochester.

To meet the 2035 rental demand, **5,120 units** are needed in Olmsted County. Of that, 3,336 are slated for market rate, 1,291 affordable and 497 subsidized units. Over 90% of the total demand is projected in the City of Rochester.

Preservation of existing housing stock is important, but it will not fully meet our housing needs. We must supplement our preservation efforts with responsible new residential development that:

- ▶ Is focused within the existing community’s footprint
- ▶ Fits within the character of existing neighborhoods
- ▶ Demonstrates that any incentives given are necessary for development
- ▶ Promotes fiscally responsible development

A portion of this new development should be focused on infilling lots and adding housing units to our existing neighborhoods. These areas create investment in our core neighborhoods, which already have the infrastructure needed for development.

Given what the commentary has expressed as housing needs, combined with information compiled as part of the assessment of existing conditions, two major strategies surface to diversify our housing stock: expand the range of housing options and increase the supply of affordable housing.

Increase Housing Options and Supply |

Rochester is expected to add another 43,600 people by 2040 – a 36% increase in population. These residents, a mix of Rochester natives and those moving to the city for employment or educational opportunities, will need places to live. New and existing neighborhoods located throughout the city will provide the bulk of their housing opportunities, and increasingly, residents have options to live downtown.

Rochester’s housing has historically developed in a series of concentric rings radiating out from downtown (Figure 14). The core neighborhoods around downtown generally filled in between 1854 and 1946. After World War II, another tier of housing evolved up until the mid-1980s, and since that time, newer neighborhoods have been created on the edges of the urban service area, pushing out to the city limits in many areas. The vast majority of the housing in these neighborhoods is single-family detached units, most of which are owner-occupied.

Recent Downtown plans have identified growing interest in expanding central city housing opportunities for those seeking a vibrant urban environment within a range of housing styles and an array of amenities. In 2020, the population in the DMC area was 3,471 or 3% of Rochester’s population, containing 5% of Rochester’s households. Residents in this area primarily live in high-rise senior and student housing properties. The percentage of people living downtown is expected to grow significantly due to the Destination Medical Center (DMC) initiative and an expansion of the student population outlined in the University of Minnesota Rochester (UMR) Master Plan. By 2030, over 1,800 people and roughly 1,240 households are projected to live downtown. In addition

THE PLAN FRAMEWORK

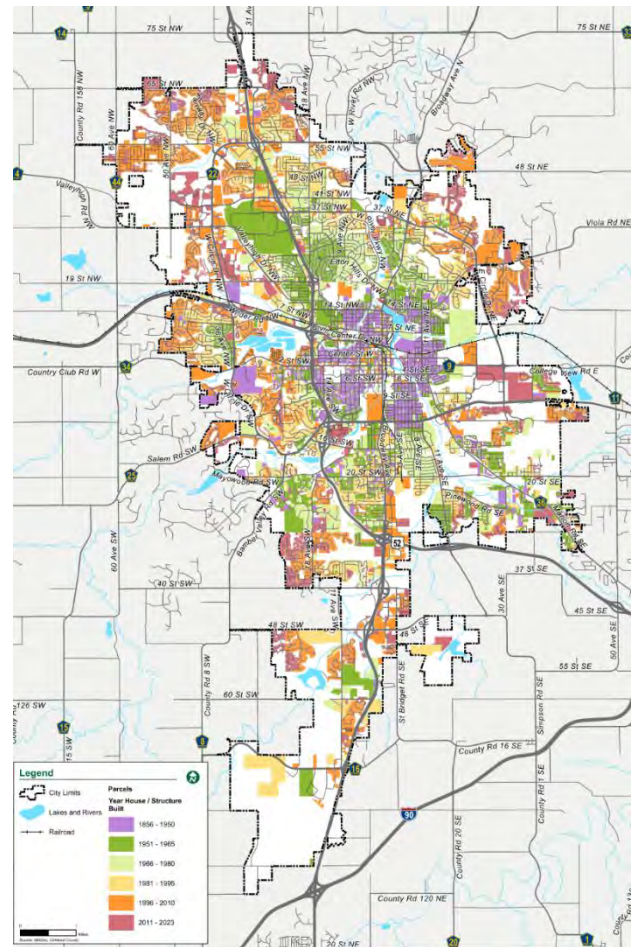
to housing in the core, single-family neighborhoods located adjacent to downtown are within an easy walking distance of job centers and most points of interest in the central business district. These mixed-use neighborhoods provide key opportunities for providing additional urban housing choices with great access to jobs and have the potential to reduce the proportion of household income devoted to transportation.

Even with efforts to expand available housing choices, there will continue to be a demand for single-family detached housing. This type of housing will be a desirable option for those who do not want the commute from or the yard maintenance of large lot suburban developments.

The housing market must provide a mix of rental and owner-occupied units. For some, homeownership may not be an option due to finances or employment circumstances. New residents may want to rent while they grow roots in the area. Millennials have different views of homeownership than previous generations. Seniors may want to downsize while remaining in the neighborhood they consider home.

The context for housing discussions is commonly based on market-rate housing products: single-family homes, townhomes, apartments and condominiums. Maintaining housing diversity, however, needs to go much deeper. Rochester’s commitment to social equity means that a diverse housing supply needs to include residences for all community members, including those with physical and mental challenges, those needing financial assistance, multigenerational families and veterans. It also needs to address housing for individuals and families experiencing homelessness.

FIGURE 14: HISTORIC RESIDENTIAL DEVELOPMENT PATTERNS



Improve Housing Affordability |

Like many cities across the state and nation, Rochester has a critical shortage of affordable housing — housing that, through subsidy or other means, costs no more than 30% of a household’s income. Based on the 2023 ACS, 23.8% of Rochester households were experiencing a “housing burden.”

According to the 2025 Comprehensive Housing Needs Analysis for Olmsted County, housing affordability presents a challenge for many residents. In 2020, in the City of Rochester, 61% of owner households could afford a home. By 2025, that was reduced slightly to 56% (a change of -5%). During the same time, roughly 37% of renters could afford rents, and by 2025, only roughly 33% (a change of -4.6%) could afford rents without being cost-burdened. In Olmsted County, an estimated 15% of homeowners and 48% of renters are considered “cost-burdened.” Among owners and renters earning less than \$50,000, 61% of owners and 86% of renters are projected to be cost-burdened.

Achieving the targeted need for affordable housing will require a combination of housing stock preservation and responsible new development. While we have neighborhoods that currently provide quality, affordable, “naturally” mixed-income housing choices, many homes in these areas are over 50 years old and will require improvements to remain competitive in the marketplace. Enhancing and preserving these housing units for future generations should be a priority in order to utilize existing infrastructure and maintain neighborhood character.

There should not be any differentiation in our expectations for market rate or affordable housing. The previously stated studies have shown that affordable housing projects that



Blighted properties (before, top) can be redeveloped to create multifamily housing (after, bottom) that fits within the neighborhood fabric.



Affordable starter homes promote entry into homeownership.

fit within the fabric of existing neighborhoods do not have any impact on property values. Policies that prioritize mixed-income, mixed-use projects in locations near amenities such as transit, employment, schools, grocery stores and services that cater to low to moderate income populations should be prioritized. Affordable housing projects should be dispersed throughout the city and designed so that there is no difference in materials or character from market-rate housing. A proactive housing policy that includes rental

housing locations, management, materials, inspections, and design may proactively mitigate any potentially negative impacts.

Rent and mortgage payments, however, only tell part of the affordability story. The true long-term affordability of housing also needs to factor in maintenance and transportation costs. Cheaper housing construction typically carries higher long-term maintenance and life-cycle costs; initial savings on lower-grade materials and fixtures often result in higher utility bills and repetitive replacement. In neighborhoods where transportation choices are limited, savings on housing costs can be more than offset by increased household expenses on vehicle ownership and maintenance, fuel and insurance costs. By applying the concept of “Location Efficiency,” which blends consideration of housing location and convenient access to multiple travel choices, Rochester can create affordable neighborhoods where mixed-use development combined with walkable streets and transit service can provide access to a mix of uses and services without the need to have a vehicle available for every trip or for every adult in a household.

Many jobs created by area employers rely on workers working at moderate wage rates. The ability of employers to attract these workers is adversely affected by the shortage of truly affordable housing. Housing, however, is a regional issue. Policy decisions made by the City will impact other communities in the region. The City has and should continue to lead by example and provide diverse housing types and styles that work for residents all along the socioeconomic spectrum.



Enhance the Integrity of Existing Neighborhoods

Rochester is a city of great neighborhoods. The attractiveness of these neighborhoods to existing and new residents is impacted by housing choices and the proximity of convenient services, schools, parks and other destinations. The strongest, healthiest neighborhoods offer quality affordable housing, good schools and accessible open spaces. Good access and connections to transit, safe streets, trails and other public spaces are also important.

Maintain Existing Stable Neighborhoods |

In order to enhance and maintain the integrity of existing neighborhoods, the City will need to provide sufficient investment to preserve the quality of public facilities and services and provide appropriate guidance on new uses and redevelopment to improve compatibility of uses.

The City will look to manage the development of vacant land and the alteration of existing structures in and adjacent to single-family neighborhoods to protect the character of these areas, preserve open space and maintain neighborhood scale. The City should promote the compatibility of uses, encouraging low to moderate intensity uses within predominantly residential neighborhoods, including but not limited to single-family, low-density multi-family and group homes. Encouraging the preservation or rehabilitation of historic buildings that have been sufficiently maintained will help to retain the neighborhood's character even as infill occurs alongside them. Other uses that reinforce and do not detract from the primary low-density, residential function of the neighborhoods may also be acceptable.

Infill in Neighborhoods |

Infill and redevelopment projects should set an enhanced standard of quality in existing neighborhood areas. Design should complement and extend the positive qualities of the surrounding development and adjacent buildings. However, compatibility with the design of existing buildings does not mean uniformity. Techniques providing transitions in features such as height, scale and massing, complementary features such as window and entry styles, streetscape character and parking or garage placement are representative of factors to consider when assessing compatibility.

THE PLAN FRAMEWORK

One issue will be finding exactly the “right” neighborhood housing mix. We need quality housing options in all areas and at all price points. However, we don’t want to saturate any residential neighborhood or housing price point with rental properties.

“Missing Middle” housing, a range of housing types compatible in scale with single-family dwellings, can help meet Rochester’s growing demand for walkable urban living while enhancing the integrity of our existing neighborhoods. These housing types were once commonly found in pre-1940s neighborhoods and historic examples of these can still be found in several of Rochester's core neighborhoods, including Historic Southwest, Kutzky Park, Slattery Park and East Side. Preserving these existing and adding additional duplexes, fourplexes and courtyard apartments interspersed with single-family homes – expand a moderate density that can support public transit, services, and amenities within walking distance. These homes typically have small to medium footprints with a structure width, depth and height similar to a single-family home. The mixture of these neighborhood building types results in the perception of low density, even though they often support more than 16 dwelling units per acre. Their simple construction, density and access to destinations increase the affordability of these units while creating a sense of community through neighborhood vitality and the integration of shared spaces.



Kutzky Flats is a local example of Missing Middle housing.



"Missing Middle" housing can help meet demands for walkable urban living.

The challenge is to create small spaces that are inviting, functional and comfortable

while ensuring these new housing types fit with the fabric of the neighborhoods in which they are developed.



Improve Community Connectivity

Moving people and goods will become increasingly more complex as the region grows, so will travel demand. It is expected that if new development follows historic land use patterns, vehicle miles of travel could increase from 700,000 to 1.4 million miles each day in the urban area over the next 25 years.

Keeping up with this anticipated growth in travel demand in an economically viable and environmentally sustainable way will require the City and its regional transportation partners to develop a more balanced transportation system that recognizes the continuing need to move vehicles while understanding that moving people, not vehicles, is the primary goal. To achieve desired travel convenience and reliability, options such as more transit capacity in selected corridors or districts, an improved job /housing and housing/services balance that puts more people within walking or biking distance of daily destinations, as well as additional road space in some parts of the area are all elements that will need to be part of the solution for providing adequate community connections.

Given the nature of travel throughout the day, with high peaks in the morning and late afternoon associated with typical employment and school schedules, plans should ensure that those areas with high job density or school populations are accessible via multiple travel modes — automobile, transit, bicycling, walking— in order for people to access a wider range of commuting options. A major benefit of providing more efficient, higher capacity commute options is the ability to support a greater level of economic growth in key centers of activity, such as the Central Business District.

Providing a more balanced transportation system will benefit residents with increased flexibility, reduced car dependency and the ability to pursue a healthier lifestyle. Planning facilities to ensure access for people of all ages and abilities is important. Research has also begun to show that



business activity benefits from being located in areas where quality transit and attractive pedestrian-oriented travel facilities are available.

Policies supporting access to public transit, safe pedestrian facilities and a connected bicycling network are an essential component of P2S 2040 and vital to achieving the vision of a thriving downtown, vibrant neighborhoods, robust economy and affordable living for people of all income brackets. Among key policy enhancements, the plan considers the following:

Enhancing the Transit Network |

Rochester benefits from high transit ridership for a city its size, primarily due to the number of commuters traveling to jobs downtown by bus each day. Employer policies limiting employee parking while providing free and subsidized transit passes help to support this level of transit usage. In addition to neighborhood bus stops, many downtown workers utilize the city's convenient park and ride lots, while others travel on private commuter bus services operating out of more than 40 regional communities.

Not all Rochester residents and visitors, however, have viable transit options. Rochester Public Transit (RPT) service is oriented towards bringing commuters to and from downtown, which is reachable from most neighborhoods within 15 minutes. While RPT is expanding evening and weekend service hours in response to ridership needs, transit is not available to many low-income residents working non-traditional hours, employees such as medical workers with evening shifts, students taking evening classes, or people wanting to linger downtown into the evening. Further, with most transit lines destined for downtown, people wanting to make trips that do not begin or end downtown face longer travel times. Many neighborhoods are not dense enough to justify the costs of providing more than once an hour service in off-peak hours. As discussed in greater depth in Section 2, the ability to expand transit beyond the successful commuter focused routes currently provided will require an integrated approach that marries land use and transportation strategies to support the development of a high quality, high frequency backbone of transit infrastructure that can serve as the platform for high-level services, such as bus rapid transit.

To support enhanced transit services, access to transit stops, particularly by people walking and bicycling, will be critical to maximizing the usefulness of the transit network. Making all transit stops comfortable and accessible is a priority.

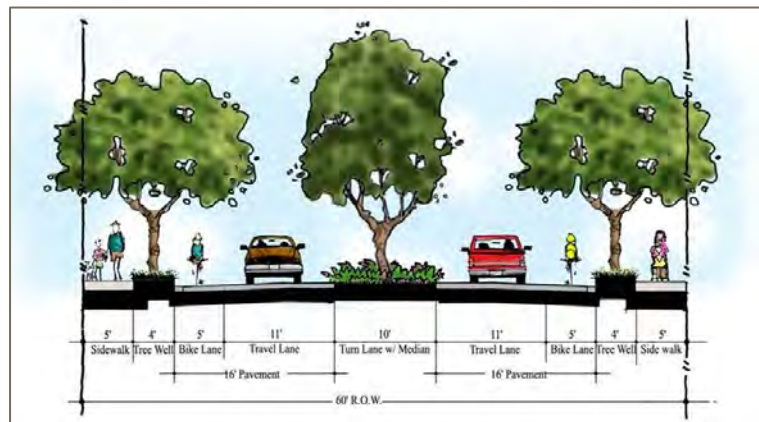
Zumbro Independent Passenger Service (ZIPS) is the City’s complementary paratransit system serving those unable to use the fixed route system due to disability. The importance of this type of service will likely grow in the future as the community sees a significant increase in the number of elderly. The coordinated land use and transportation strategy can help meet some of this need by improving the system’s efficiency by encouraging increased availability of mixed-use housing or accommodation of neighborhood services that will allow disabled and/or elderly residents to live closer to the goods and services they need.



ZIPS buses serve the needs of those unable to use the fixed-route city bus system.

Continue to Build Complete Streets |

In 2009, Rochester became the first city in Minnesota to adopt a “Complete Streets” policy. Complete streets are designed to accommodate all users by enabling safe access for pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Each complete street is designed for the unique needs of the community it serves, but may include features such as



“Complete Streets” are designed for everyone’s use.

sidewalks, bike lanes, bus lanes and safe crossing opportunities. Complete streets improve community connectivity by providing residents and visitors with choices in how they access the places they need to go to. While the goal of complete streets is to safely and conveniently accommodate all users and desired functions, this does not mean that all modes or functions will or should be equally prioritized on any given street segment.

Improve the Connectivity of the Rochester International Airport |

With a local economy anchored by world-class medical and technology organizations needing convenient access to national and world markets, the Rochester International Airport (RST) significantly contributes to the local economy. As a national and global destination, Rochester must ensure that RST provides quality travel connections to locations across the United States and the world. This facility is the third busiest commercial airport in Minnesota, following the Minneapolis-St. Paul International Airport and Duluth International Airport.



RST is served by Delta Connection, United and American Eagle for commercial flights and FedEx for cargo flights. In 2023, RST served 189,038 passengers. RST periodically undertakes master plan updates, with the most recent being in 2023. The master planning program for Rochester

International Airport aims to address several key development challenges. These include enhancing customer experience, particularly for those traveling to access Mayo Clinic services, refining aviation activity forecasts and optimizing the airfield layout to accommodate current and future aircraft needs. The plan also focuses on improving the landside configuration, including the passenger terminal, parking, rental car facilities, air cargo, general aviation hangars, flight training facilities and non-aeronautical development. Additionally, a capital improvement program will be developed to ensure the airport's long-term financial sustainability. The Airport Master Plan and an Airport Layout Plan were approved by the Federal Aviation Administration and the Minnesota Department of Transportation's Aviation Division. Accommodating and encouraging the growth of RST helps to sustain the local economy and generate more economic activity in Rochester and the surrounding area.



Champion Social Equity and Environmental Justice

Mixed-use development has been shown to be a more sustainable pattern of land use. While remaining sensitive to incompatible land uses, the establishment of

mixed-use areas can help address geographic inequities. P2S 2040 emphasizes Rochester’s continued evolution as a livable community supported by a convenient transit network. Livability and transit connectivity can promote environmental justice.

Create an Accessible Community for All |

Dividing our community by income or by race fosters inequity, isolation, barriers to communication, disproportionate exposure to adverse environmental conditions and ultimately divisiveness. What is true of income, class and race is also true of other groups within the community. Separating the elderly and the disabled from neighborhood life inappropriately isolates these residents from community life. Segregation in any form is detrimental to the long-term cohesiveness of our community and our quality of life, leading to family, neighborhood and ultimately community instability.

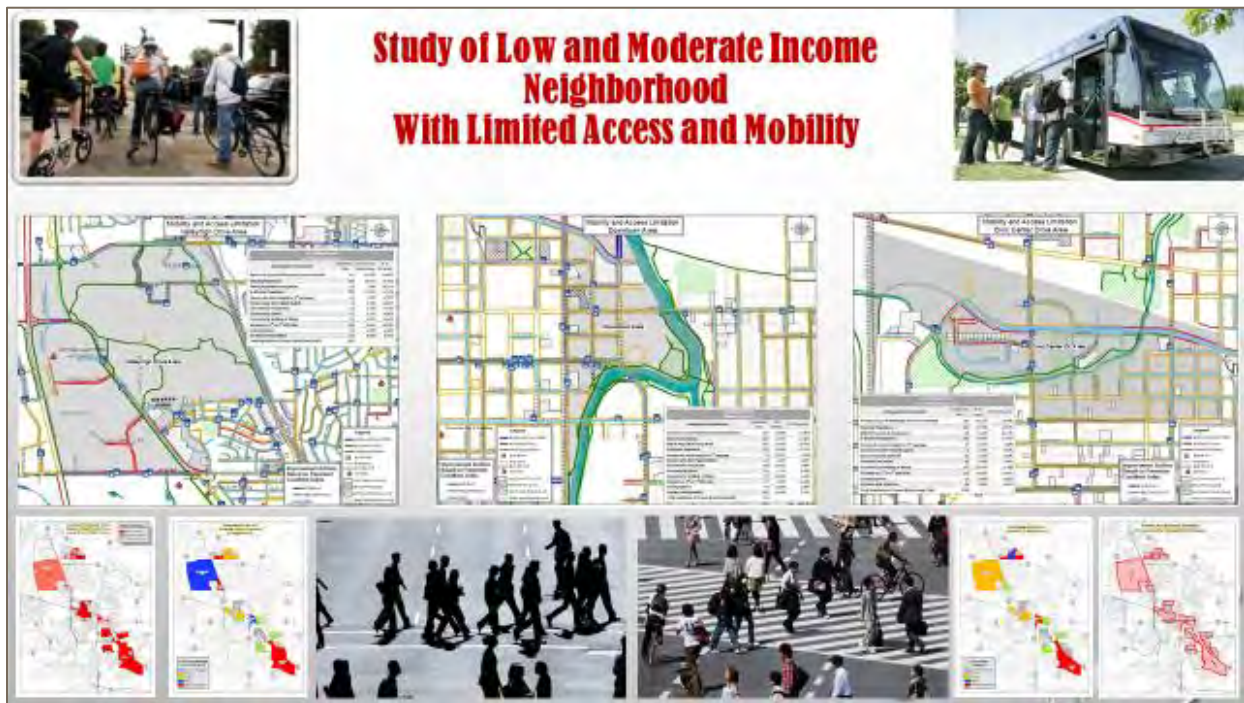
P2S 2040 seeks to equitably distribute public facilities and services throughout the community. Adequate public facilities and services enhance quality of life. Transit, parks, open space, trails, childcare facilities, libraries and other cultural facilities should be equally accessible to all socioeconomic groups. We are at a crossroads in our community. We can design our future to consist of integrated neighborhoods with an adequate supply of housing in a variety of price ranges. Or we can design our community to consist of concentrated pockets of lower-cost housing isolated from the remainder of the community. The experience of other cities in the US clearly indicates that integration is the more desirable future.

Enhance Mobility for the Transportation Disadvantaged |

As part of the City’s commitment to addressing the transportation needs of all households and individuals, the City should use an equity lens when making infrastructure and service decisions to ensure the spatial and temporal distribution of public investment over time is providing equitable transportation access for all groups including low-income communities, communities of color and the disabled. Equity considerations can be incorporated throughout the service infrastructure decision-making process — from long-range system plans, through project design and implementation, and needs to consider such factors as who pays, who is burdened and how people are included in the decision-making process.

A key to ensuring equitable opportunity is understanding where gaps in access may exist. In recent years, studies of access mobility and access gaps resulting in limitations on travel choice affecting low and moderate-income neighborhoods, the disabled and elderly, or those working 2nd and 3rd shift have been completed. These studies included identifying projects or actions for enhancing access and mobility to help people. The results of these efforts should be utilized when decisions regarding public investment priorities are considered, whether that be in Capital Improvement Programming, decisions regarding grant applications, or the distribution of programmatic funds such as Community Development Block Grant dollars.

FIGURE 15: ACCESS AND MOBILITY OF LOW- AND MODERATE-INCOME NEIGHBORHOODS





Maintain Commitment to Health, Wellness, and the Environment

Minnesota Statutes, as described earlier in this section, grant cities the authority to plan in order to ensure “a safer, more pleasant and more economical environment for residential, commercial, industrial and public activities” by promoting the “health, safety, morals and general welfare.”



Biking to do errands builds physical activity into our daily routines.

To many, the meaning of “health” in this passage is a historical reference to public health issues that were a consequence of early urban development. Unsafe water supplies, inadequate sewer facilities, unhealthy air quality, insufficient access to light, easily spread infectious disease and high risk of fire were consequences that early planning efforts attempted to address. By 1948, however, the concept of health was expanded when the World Health Organization determined that health “is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.” The link between overall public health and vitality now contains a broader list of environmental and social factors.

Consider “Health in All Policy” |

Since the release of the first Surgeon General’s Report on Physical Activity and Health in 1996, the importance of physical activity in the reduction of risk for chronic diseases has come to the forefront of public policy. The provision of parks, open spaces and recreational amenities is a well-accepted planning tool to promote physical activity. More recent work has shown how community design and development - where and how

we live, work, go to school and play - can place unintended constraints on our ability to be physically active.



Rochester is committed to a vision of “health in all policy,” helping to create a livable community that promotes positive physical, mental and environmental health for all. The City of Rochester has been a leader in promoting active living and community wellness, and that effort continues today. Initiatives ranging from Active Living Rochester to the Rochester Active Transportation Plan, adopted in 2022, which focuses on human-powered modes of mobility, to planning for Safe Routes to Schools as part of the Statewide Health Improvement Project (SHIP) to adoption of the Rochester Parks Master Plan have laid the groundwork for land use and development patterns that allow people to integrate physical activity into their daily routines, support access to employment and services, promote health equity and safety, and stimulate social and economic connectivity. This work is far from done and will need involvement from all sectors of our community if this vision is to be achieved. The environment we strive to protect will be healthier for everyone when we plan to maintain and create places considered safe, secure, accessible and attractive to active living.

Safe Routes to School

Safe Routes to School (SRTS) is a national initiative to create **safe, convenient** and **fun** opportunities for children to bicycle and walk to and from schools, with the goal of reversing the decline in children who walk or bike to school and the trends towards greater childhood obesity and inactivity. SRTS is aimed at promoting walking and bicycling to school as well as **improving traffic safety** around school areas through **education, encouragement, enforcement, engineering** and **equity** improvements.

Rochester has benefited from this program in the past through funds awarded for **targeted infrastructure projects**, such as a traffic calming project on 40th Street NW at Gage School and installation of speed feedback signs at various school sites. The program has also funded programs such as pedestrian and bicycle education and skills training, materials needed for encouragement or promotion activities such as **Walk to School Day**, development of school walk maps and **Walking School Bus** programs.



In 2022, representatives from Olmsted County Public Health Services (OCPHS), Olmsted Medical Center (OMC) and Mayo Clinic updated the joint community health needs assessment (CHNA) to determine what our highest priority health needs are. The P2S 2040 Plan will incorporate these wellness concerns into land use, transportation and quality of life strategies.

Promote Rochester as “America’s City for Health” |

One of the goals of the DMC is to help Rochester become an international attraction for those who are focused on wellness, not just coping with illness. That includes providing options for improving health and fitness, effectively managing the increase in visitors and residents, increasing the social connections that foster a vibrant community and attracting highly trained young professionals to keep Rochester at the top in the health care field.

The community values the benefits of a healthy lifestyle and neighborhood features that make it easy to practice healthy behaviors are appealing to their residents and visitors. Access to safe and convenient sidewalk networks, bike systems that can be used both for recreation and purposeful trips and sources of healthy foods. Along with elements that contribute to physical health, the inclusion of arts and culture and the design of urban public spaces help to provide a community that supports social health. Those who are more socially connected are healthier and live longer than their more isolated peers. These are becoming a quality-of-life priority for current and future Rochester residents when looking for a place to live. Land use and transportation policy can contribute to the ability of our built environment to facilitate healthy living goals.

Facilitate Active Living |

“Active Living” is defined as a way of life that integrates physical activity into daily routines. The ability to walk to school, bike to work or wheelchair roll to the store allows people to get the exercise they need without having to hit the gym every day. Lack of sidewalks, accessible curb cuts, bikeways that connect neighborhoods to frequent destinations or appealing public spaces inhibits these activities. Accessible neighborhoods are good for our health, good for business and good for social connection – they promote a sense of community.

Over the past two decades, Rochester has been a leader in promoting active living and community wellness, and that effort continues today. In 2007, the Rochester-Olmsted Planning Department entered into a contract with Blue Cross Blue Shield of Minnesota for Active Living Planning. This initiative laid the groundwork for amendments to the Rochester Zoning Ordinance and Subdivision regulations, the City’s comprehensive plan and other City policies to increase the supply and safety of an accessible non-motorized infrastructure. This work will continue to be supported through the goals of P2S 2040.



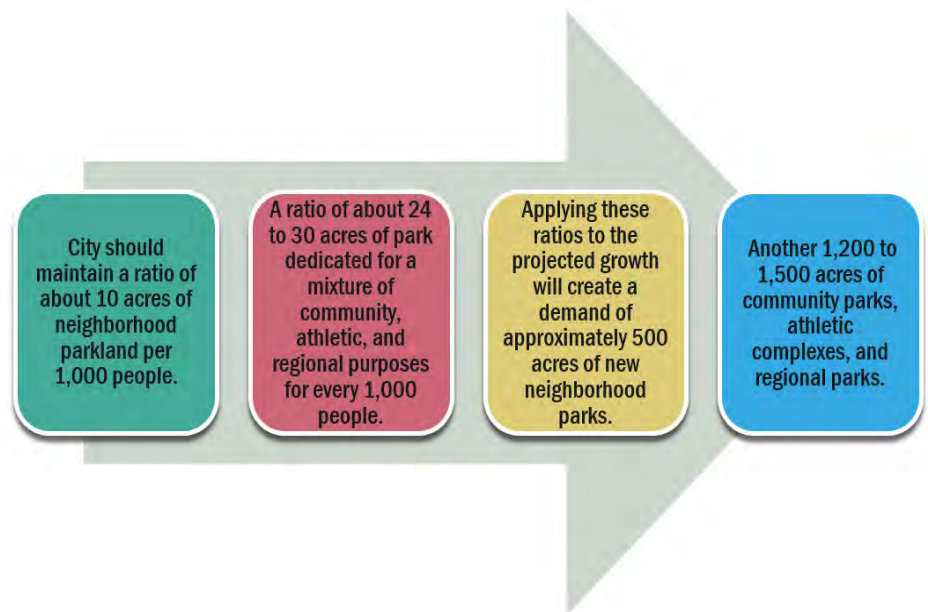
Community gardens provide access to fresh, healthy foods.

Invest in City Parks and Recreation Facilities |

When people talk about the places they love in a city, parks are typically at the top of list. For almost 150 years, Rochester’s parks have created civic identity and pride, as well as contributed to neighborhood identity, environmental sustainability, resident health and well-being, and economic development. The City’s existing system is thriving, with more than 4,500 acres of parkland, 142 parks, and 85 miles of trails. Maintaining and updating Rochester’s recreational offerings to keep them fresh, exciting and relevant in light of changing demographics and recreational trends is essential to the system’s continued success. Significant investment will be needed to restore aging parks and recreation facilities.

In 2016, the City adopted the Rochester Parks and Recreation System Plan to guide the preservation, expansion and programming of these vital community assets. The plan identified more than 30 goals, 100 policies, and 250 strategies focused on nine primary areas to guide the future of the parks and recreation system. The Park and Recreation System Plan is scheduled to be updated in 2026 to facilitate future expansion of the City’s park and recreation system to meet community needs as the population grows.

- ▶ Parks
- ▶ Sustainability
- ▶ Facilities
- ▶ Public Health
- ▶ Trails
- ▶ Public Art
- ▶ Natural Areas
- ▶ Management and Operations
- ▶ Programming



Promote Access to Healthy Food |

Access to healthy foods is another critical component of a sustainable lifestyle. Reliable access to affordable, healthy food is a fundamental factor in combating the prevalence of obesity and diet-related diseases. The four principles below frame ways to think about how the physical environment can improve access to affordable, healthy nutrition. As shown in the 2019 CHNA report, 47% of Olmsted County adults and only 25% of adolescents meet the recommended fruit and vegetable guidelines. From the same study, 94% of residents are not worried about running out of food, but 4% of adolescents skip meals because there isn't enough money to buy food.

Household Proximity

- ▶ Improve household proximity to healthy food

Food Production

- ▶ Increase food production and access to healthy food in residential settings
- ▶ Support increased local food production compatible with surrounding development

Transportation

- ▶ Enhance transportation systems that connect people to sources of healthy food

Businesses

- ▶ Support food-related businesses and activities



Improve Sense of Safety and Security |

Community safety can be empirically demonstrated, but people's perception of safety in public places and in their neighborhoods is of equal importance. According to the 2024 National Community Survey (NCS), 77% of respondents feel that Rochester is safe overall and 93% of residents feel safe in their own neighborhood during the day. One's feeling of personal security, as it relates to exposure to crime, is recognized as a social determinant of health that can affect a wide range of health outcomes and risks.

Neighborhood safety is not only felt through immediate threats to life and physical wellness, but also general unease that impacts long-term quality of life, which has a significant influence on population health outcomes. It can be an economic burden that results in lost wages, lowered productivity, increased medical costs and increased costs associated with law enforcement, court services and detention facilities.

The physical design of a neighborhood can impact the incidence and fear of crime while improving community vitality and overall quality of life. Design principles rooted in the traditional “eyes on the street” concept create safer spaces by making them well-used. Features such as good lighting, front porches, public art and active sidewalks help increase visibility, provide the perception of supervision and communicate care and protection.

Mitigate Natural, Technological, and Manmade Threats |

Health and safety are also impacted by natural, technological and human-caused threats. Hazard mitigation reduces disaster damage by proactively diminishing or eliminating long-term risk to life and property from weather, geological and human threats. Events such as tornadoes, hazardous chemical spills and terrorist attacks may result in the loss of life, property, infrastructure and income. The ability of a community to prepare, respond, mitigate and recover when confronted by these threats, however, may mean the difference between long-term devastation and systemic resilience.



Historic flooding led to building of Rochester’s flood control project.

Prior to 2017, the City of Rochester recognized the Olmsted County All-Hazard Mitigation Plan (AHMP) as the official mitigation plan for the city. Rochester has now established its own emergency management program and, in 2017, adopted its first AHMP focused solely on Rochester’s unique needs.

Environmental Health |

Environmental health is also important for our community’s overall well-being. Strategies that help promote clean air and water include the utilization of green infrastructure, incorporating Sustainability and Resiliency Community Work Plan tactics and making progress towards the City’s greenhouse gas emission goals.



Rain gardens treat stormwater at its source.
Source: Rochester Public Works

Green Infrastructure |

“Green infrastructure” is a strategically planned network of natural areas and open spaces, such as fields, wetlands, river corridors and forests, to provide flood protection, cleaner air and water, habitat and aesthetic appeal. It uses vegetation, soil and other natural elements to treat stormwater at its source while delivering environmental, social and economic benefits. Neighborhood or site improvements such as parks, rain gardens, green streets, green walls and roofs, community gardens and the urban forest can be an integrated part of the community’s green infrastructure system or as micro-area improvements serving small sites.

Greenhouse Gas Emission Goals & Energy Action Plan (EAP) |

In September 2022, the Rochester City Council adopted updated, science-based greenhouse gas (GHG) emissions reduction goals, signaling a more ambitious approach to combating climate change. These goals supersede previous targets set in the 2017 Energy Action Plan (EAP) and reflect the City’s commitment to aligning with global efforts in addressing climate change. The goals include a 50% reduction in GHG emissions by 2030 and carbon neutrality by 2050.

With initiatives such as transit-oriented development, fleet electrification and energy-efficient infrastructure already underway, Rochester has made significant progress in reducing emissions. These efforts are crucial in mitigating the impacts of climate change on the community, including threats to food production, infrastructure, economy and public health. Through focused strategies on building efficiency, electrification and sustainable development, Rochester aims to play its part in ensuring a sustainable and resilient future.

Within the last decade, the topics of sustainability and climate change have become increasingly relevant to land use and transportation planning. The need to conserve and manage energy costs, as well as public concern over climate change, are the primary drivers for this trend. With Rochester expected to grow faster than many other cities in Minnesota or even in the US, there will come an increased demand for energy use and, consequently, the potential for an increase in greenhouse gas emissions. How Rochester manages this growth will determine the increase in energy consumption and greenhouse gas emissions.

The City of Rochester supports the goals of the Minnesota Next Generation Energy Act of 2007 (NextGen) (Minn.Stat. 216B.169 Subd. 2a). The three primary NextGen goals include:

- ▶ Achieve 1.5% annual savings in retail energy costs
- ▶ Reach a 100% net renewable electricity production goal by 2030
- ▶ Achieve community-wide GHG emissions reductions of 50% by 2030 and carbon neutrality by 2050

In 2023, the state legislature updated these goals to reflect the state's Climate Action Framework. Minnesota's current goals are to reduce greenhouse gas emissions 50% by 2030 from the 2005 baseline and achieve net-zero emissions by 2050. As stated above, Rochester plans to follow this goal.

The scenario planning analysis performed as part of the P2S 2040 process evaluated alternative patterns of community development in order to assess the impact of different land use and transportation policy approaches on energy consumption, energy costs and greenhouse gas emissions. The key findings of this analysis are summarized in the following graphic and are reflected in the development vision crafted in this plan.

<p>A land use pattern that concentrates development in key nodes and corridors supports a more efficient transit system that results in fewer vehicle miles travelled and less dependence on automobiles.</p>	<p>The ability to capture more trips via transit results in fewer vehicle miles travelled and less dependence on the automobile, a significant contributor to energy consumption and greenhouse gas.</p>	<p>A mixed land use pattern, supporting trail/sidewalk system, and a network of complete streets create more walkable and bikeable neighborhoods further enabling fewer vehicle miles travelled.</p>
<p>Fewer vehicle miles travelled lessens the impact on traffic and roads and reduces the potential for traffic congestion which consumes more fuel.</p>	<p>Concentrating growth to vacant lands proximate to existing services and infrastructure supports a more efficient use of public facilities and services, reducing energy consumption and greenhouse gas emissions.</p>	<p>Redeveloping and or/revitalizing aging, underutilized development further increases the efficiency of infrastructure and services. It also results in the updating and modernization of buildings that can incorporate newer energy efficient and green building technologies.</p>

Incorporating the EAP objectives and strategies into the P2S 2040 land use and transportation framework will help ensure that development patterns will result in a more cost-effective, energy-efficient, and climate-friendly community. Key EAP recommendations include:

- ▶ **Develop transportation corridors and nodes and parking infrastructure that minimize VMT** | While this opportunity was not evaluated in any detail as part of the development of this EAP, the P2S process includes a detailed analysis of this significant impact and control opportunity to minimize VMT and GHG emissions from transportation.
- ▶ **Increased public transit to reduce single-occupancy trips** | The P2S has a goal of increasing transportation options. Increasing transit service options, bus routes, and hours of service could reduce single-occupancy vehicle trips and reduce traffic congestion and GHG emissions. RPT’s five-year Transit Development Plan (TDP) guides the City’s transit system, including service hours, frequency and routes. Increasing awareness of Rochester Public Transit (RPT) and its routes could further increase ridership and reduce vehicle miles travelled (VMTs), as could the geographic expansion and/or frequency of RPT’s service.
- ▶ **Electric charging stations** | There are a few electric vehicle (EV) charging stations in the City of Rochester, such as in the parking ramps downtown. The City of Rochester could provide additional EV charging stations and develop incentives and opportunities for residents and employees in the City of Rochester to own electric vehicles.

- ▶ **Increased greenways (pedestrian and bike traffic only)** | Promoting safe ways to make daily trips on foot or bike would encourage residents and employees to do so when possible. Adding greenways could also promote a culture of walkability that may extend sustainable social benefits into other aspects of residents' lives.
- ▶ **Expand sharing programs** | If the City of Rochester independently, or in collaboration with employers and community organizations, initiates and expands transportation sharing programs, single-passenger vehicle VMT could be reduced and transportation-related GHG emissions and energy expenditures could be reduced.
- ▶ **Sustainable building policies** | The adoption of sustainable building policies that apply to planning, design, construction and commissioning of new and significant modification construction projects presents a significant opportunity to mitigate GHG emissions.

Other Urban Amenities

Public Spaces |

The network of public spaces – streets and sidewalks, plazas, parks and open spaces – that connect the residents and visitors of Rochester also helps define the city's urban form. While open to public access, often without limitation, the design of our public spaces is dependent on the collaboration between the public and private sector developers. The character of public spaces is formed by the arrangement and details of the elements that define them, like building edges, public squares, and storefronts along a mixed-use corridor or homes that line a residential street.



Public spaces are successful when designed with people in mind for year-round use. Whether a sidewalk, plaza or park, public spaces need to function and draw people to use them by being interesting, attractive, comfortable and safe. Integrated amenities, such as weather protection, landscaping, public art, seating, bicycle parking and other features all work toward creating a pleasant and unique experience. A variety of sizes

and types of well-designed and programmed public spaces throughout the city will allow people to engage with their surroundings and gather with their community.

New public spaces must be created with careful attention to location, accessibility and sustainability. They should be encouraged close to where there is already activity or where there is a gap in the public space network and easy access is afforded to the site. A variety of uses and amenities for public space should be explored to maximize interest and functionality. Public spaces may also be green spaces, valued not only for their recreational or social contributions, but also for the ecological functions they serve in stormwater management and improving air quality.

Rochester’s urban design program addresses multiple scales related to humans’ perceptions of their environment and how these affect our interaction with the City and with each other. At their broadest scale, Rochester’s urban design standards help establish a recognizable district identity for the City and individual neighborhoods. The focus of these standards, however, is designing physical environments at a human scale and making spaces safe and comfortable for individuals of all physical abilities and cultural backgrounds.

Streets and Sidewalks | Street and sidewalk design is shaped by the relationships of land use, buildings, parking areas, sidewalks, landscaping, lighting and street furnishings. Recognizing that a connected street network and a well-designed streetscape can result in a positive, greater impact on the economic, environmental and social vitality of a community, policies are included to bring pedestrians and bicyclists back to the streets while seeking to reduce conflict with vehicular traffic caused by such factors as inappropriate speeds or turning conflicts. It is the City’s goal to provide greater amenities and improve mobility, livability and sustainability through well-designed streetscapes that provide multiple modes of transportation, adequate capacity and reduce impervious surfaces.



Public Art | Public art is art displayed in the city’s public realm. It can be integrated into many locations, such as streetscapes, entrances to neighborhoods, buildings, plazas and parks. Public art is an asset that can transform public spaces in Rochester,

encourage personal growth and creativity, increase public gathering and interaction, and enhance the city’s unique image.

As Rochester continues to grow more culturally diverse, the arts can introduce people to new cultures, traditions and art forms. Public art and cultural events, whether planned, permanent or temporary, allow residents and visitors to engage with the community and learn about cultural and historic traditions.

Multiple types of public art that are free and accessible to the public, including visual art, dance, festivals, music, theater, literature and photography have been a part of the City’s efforts. Both permanent or temporary nature are supported. City departments, including Parks & Recreation, Civic Music, Rochester Public Library, and Community Development, partner with each other and with organizations in the private non-profit and for-profit sectors to continue these programs. The City supports public arts by collaborating on grant projects, providing venues and encouraging artwork as a means to meet development design standards.

Currently, in 2025, according to the Downtown Rochester Public Art Map, there are about 70 pieces of public art around the downtown area. Rochester Downtown Alliance, Threshold Arts, the Rochester Arts Center and City of Rochester Parks & Recreation Department, though Art4Trails, support the ongoing display of visual arts along the public trail system.



Parking Facilities | Certain areas of the city generate demand far beyond their immediate boundaries and need to accommodate significant automobile traffic through the provision of parking facilities. While clearly a necessary element in an urban setting, parking facilities can have serious negative visual effects on their surroundings if not designed carefully. They can also break up streetscape continuity if not carefully designed and programmed. Any parking facility, regardless of whether it is a surface parking lot or a structured parking ramp, should be designed to blend in with its surroundings and fill important gaps in the urban fabric. Design guidance is provided in the City’s Unified Development Code and the DMC District Design Guidelines.

Natural Features | Rochester is blessed with dramatic and beautiful natural features that have shaped its development. Since early settlement, the lakes, creeks, karst topography and river have been important identifying features for the city. These sensitive landscape features should continue to inform development patterns and growth within the city.



The Zumbro River winds its way through the city, connecting several neighborhoods, parks, open spaces and small lakes together and providing a greenway connection to downtown Rochester. The river defines the eastern edge of downtown, carving its way through the Arts and Culture District. This district gets much of its identity from the river. Revitalization of the Zumbro River’s edge represents a tremendous opportunity for downtown Rochester. New developments coupled with redesigning and rebuilding public spaces along the waterway would bring improved landscape, continuous trail connections and open spaces along the river’s edge. Parks, plazas and trails should be located so that residents and visitors can visually and physically access the riverfront.



Heritage Preservation

Heritage preservation, one aspect of urban design, touches on many of the core principles and can be a part of the strategies identified earlier in this chapter. In the early 2010s, the City established a program for the protection of buildings, structures, sites, objects and districts with historical, community or aesthetic value to enhance the city's appeal. The historic landmark designation is a core aspect of Rochester's heritage preservation program and is used to sustain and attract economic growth. Initially, 13 individual landmarks were designated in 2017, a number which, by 2025, had grown to 19, plus two historic districts, Downtown and Pill Hill.

The designation of the Downtown Commercial Historic District in 2024 was part of a broader commitment to maximize the social, cultural and economic potential of the downtown area. It was done with the understanding that the loss of the district would be a loss of established infrastructure and a lost opportunity for the community as a whole. The Pill Hill neighborhood was designated after a group of residents and neighbors requested that the city designate their properties as historic.

The contribution of the heritage preservation program goes beyond its impact on the physical appearance of the city. It reminds us of who we are, where we have been and it celebrates the city's diverse cultural heritage. The program safeguards not just places but also the stories of Rochester's past. Often a source of civic pride, these stories can also help us recognize injustices of the past. Connecting us on an emotional level to the physical places in our community, moving beyond solely celebrating architectural and cultural achievements, the heritage preservation program can help champion social equity and environmental justice and improve our connections with each other as human beings.

As we continue to focus on integrating land use and transportation through redevelopment of the urban center and downtown gateway neighborhoods, we also need to ensure the continuity of neighborhood identity and character of these most historic places in our community are maintained. Through adaptive reuse of historic buildings, the preservation of naturally occurring affordable housing and strategic infill, designed to avoid the overshadowing of historic properties, a balanced approach can be found to meet goals of both affordable living and heritage preservation.

Heritage preservation is an endeavor that touches on all three aspects of sustainability, and it plays a role in both personal and community health. A 2007 National Trust for Historic Preservation campaign incorporated the ideas of embodied energy, stating, "The greenest building is one that is already built." There is evidence that connecting to one's culture and gaining a better understanding of one's heritage can improve

cognitive and physiological health for individuals. The case for heritage preservation and its relationship to community health is even stronger. Historic places have been found to further individuals' feelings of community belonging, empowerment and general sense of well-being, in particular when those are public places where the community gathers.

Conclusion

The Development Vision and Core Principles frame the City's future in terms of the physical form elements that the community will seek to preserve and strengthen as well as those elements where change is expected in response to the new or emerging needs. We must continue to make our city an attractive place by offering a high quality of life where **all** people can live the American Dream, regardless of socioeconomic status. Subsequent sections of P2S 2040 will discuss and identify policies and actions that support neighborhoods, centers, corridors and districts with the intent to lay the community framework necessary to ensure that growth is managed in such a way that it preserves our values, enhances our unique community and embraces all residents.



Section 2 | Land Use Framework

Page left intentionally blank

Part 1 | Introduction

Section 2 defines the framework that will guide the future pattern of development throughout the city and, in addressing both future land use and transportation, serve as a blueprint for the community's physical growth. The pattern of land use and the network of transportation facilities and services are key foundational elements influencing how the city will grow. It is important to consider land use and transportation as part of an integrated system, as they are linked in multiple ways with decisions in the land use realm affecting transportation and vice versa, as development occurs, including:

- ▶ The need for travel and street capacity is impacted by the level of development intensity and trip-generating characteristics of land uses in a travelshed. The design and function of transportation in turn affect the character and identity of a neighborhood, corridor or district.
- ▶ The feasibility of transit is impacted by the intensity of development and mix of land uses in an area. To enable transit to serve a greater role in meeting the travel needs of people, the type and design of land use must create the conditions that will support transit service.
- ▶ The pattern and form of development, along with the type of land use, affect the ability to serve local travel demand by walking and biking. Urban design and the distance between uses impact the attractiveness of walking and bicycling as a travel option.
- ▶ Business and industry depend on access to major roads to provide convenient employee and customer access as well as access to materials and shipping of goods. For certain businesses, access to rail and air transportation, which is often provided by the road network, is also important.
- ▶ Municipal infrastructure (sewer, water, gas, electric, telecommunication infrastructure) is needed to serve future growth and those systems often depend on transportation corridors to provide a place to locate.

Achieving the vision set forth in Section 1 will rely on policies, programs and the investment of public resources to guide public and private sector actions consistent with

the Plan’s vision and growth principles. The Land Use and Transportation Framework described in Section 2 creates the foundation for the policies found in Section 3 of the plan for the physical development of the city, providing guidance for decision makers in directing the distribution, intensity and pattern of land use activity in the city as well as the transportation investment that will support it. This guidance is crafted to support economic development and livability and, over time, will help the City achieve such goals as strengthening the vibrancy of downtown, revitalizing downtown area neighborhoods, redeveloping and reinvigorating the primary commercial corridors that also serve as gateways to the community and protecting important natural features through an extensive network of green infrastructure. A system of well-organized land uses creates possibilities for enhancing alternative transportation options, supporting business expansion, providing varied housing and residential neighborhoods for families and future residents to choose from and creating an attractive public realm while mitigating impacts and improving the compatibility of diverse land uses.

The policies and strategies described in Section 2 are designed to drive a more fiscally and environmentally sustainable pattern of development that reflects the community’s interest in accommodating a wider range of residential and non-residential development styles while encouraging an overall trend towards more compact development. This allows more people to live closer to work or other desired destinations and improves access to various transportation options. In doing so, the Plan will help to achieve the following important outcomes and community development priorities:

- ▶ Reduce the share of growth that occurs in a very low-density pattern located on the city's edge. This type of growth typically consists of single-use developments that require extension of new infrastructure and are almost exclusively dependent on private vehicle travel since density is generally not sufficient to support more than hourly off-peak transit service.
- **Regional and Community Business Centers, Regional and Urban Highway Corridors, Established Neighborhoods and Employment Districts** | As defined in the Development Vision, areas will continue to be provided to meet demand for housing or business development in settings more typical of the latter part of the 20th Century. These areas will need to rely more on private vehicle travel and have a lower level of transit accessibility. Desirably, more of this growth will happen in infill settings, taking advantage of existing infrastructure already in place and the overall share of development occurring in a low-density,

auto-oriented style will reflect a smaller share of the growth in the community. Even in these areas, however, increasing use of mixed-use and mixed-density development principles combined with design that fosters walkability and reflects complete street principles can help reduce vehicular travel.

- ▶ Encourage land use patterns at a level of intensity that will support more alternative transportation options. A land use pattern that targets development in key nodes and corridors at sufficient density to support frequent, dependable and high-quality transit service can reduce the growth rate in vehicle miles of travel and offer more travel choices for daily trips. Moderate increases in development intensity combined with transit that connects to where people frequently travel can help to reduce the ongoing need for investment in road system expansion.
 - **Transit-oriented Growth Centers and Transit Supportive Corridors** | In the Development Vision, nodes of development that benefit from proximity to and connectivity with frequent, reliable transit services that connect people to the city’s major job centers, education opportunities, institutions and cultural amenities are envisioned. These centers support moderate increases in development intensity without comparable increases in vehicular traffic by offering housing choices within a walkable distance to businesses, services and convenient transit.
 - **High Frequency, High-Capacity Transit Service** | The plan envisions a core network of Transit Supportive Corridors served by transit featuring higher frequency, longer service hours, faster travel times and enhanced amenities for riders. Along these corridors, transit use is facilitated by a highly pedestrian-friendly, transit-supportive level of growth, resulting in synergies that can make a more active and less dependent lifestyle viable.

- ▶ Enable the City to more effectively grow its property tax base and increase tax revenues by fostering infill, reinvestment and redevelopment in areas served with existing infrastructure and minimizing infrastructure expansion on the edge of the community.
 - **Mixed-use Development** | The Development Vision reflects a land use approach that supports the growing interest in mixed-use development. This concept is predicated on greater attention being given to identifying those conditions that need to be addressed to ensure an appropriate level of

compatibility and transition between existing uses and proposed infill and redevelopment, while providing for walkable pedestrian environments as part of a network of complete, multi-modal streets.

- **Revitalized Downtown Neighborhoods** | Given their walkable access to jobs and services in the center city, the Plan encourages added attention be given to the revitalization of downtown neighborhoods with improved pedestrian infrastructure and, where appropriate, selected reinvestment and redevelopment that will expand the opportunity for more people who choose to live in traditional or near-downtown neighborhood areas. The Riverfront Small Area Plan, Rochester Downtown Plan, DMC Development Plan and the Downtown Waterfront Southeast Small Area Plan are examples of how the City is planning and moving forward towards revitalizing its downtown neighborhoods.

- ▶ Encourage a more compact growth pattern that will reduce infrastructure and service costs.
 - **Utilize Existing Capacity** | The Plan encourages directing growth to areas already proximate to existing services with underutilized infrastructure capacity and to encourage the more efficient use of existing infrastructure, such as water and sanitary sewer, other public utilities and fire stations. This pattern of development, consistent with the City’s Sustainability and Resiliency Plan, will also result in a more energy-efficient community with reduced climate impact.

Stability and Change

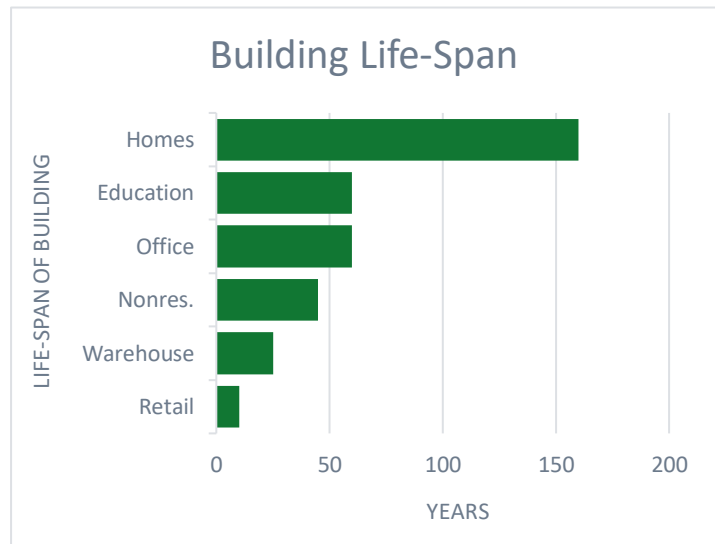
Over time, areas in a city will evolve, passing through different phases starting with a period of significant change resulting from new development, transitioning to periods of relative stability where the land use pattern is established and changes little over time. Eventually, potential periods of decline may result from disinvestment or significant economic change, leading to a new period of regrowth through reinvestment that results in revitalization of an area. At any given point in time, a significant share of the city will reflect stable conditions and preserving the established character of these areas will be an important goal. With purposeful and thoughtful attention to these cycles, the policies of P2S 2040 will seek to minimize the impact and periods of disinvestment and need for reinvestment by striving to balance the strong desire to preserve those areas with an established character, such as existing neighborhoods, with the need to direct and

manage the location, type and intensity of future development needed to reestablish stagnant properties or areas as assets to the community.

What kinds of land uses are likely to stay the same? | The foundation for any future land use map is based on existing land uses. Some land uses are less susceptible to change once they have been established. For example, single-family and lower-density residential neighborhoods tend to stay in place over long periods, with limited change or encroachment from other uses.

Similarly, functioning industry and utility facilities or areas do not tend to move because it is difficult to find new locations, though individual business entities may turn over. In contrast, retail, commercial, and light industrial land uses are more likely to change and do so in more rapid cycles, as shown in Table 16 from Arthur Nelson, University of Utah, based on the Department of Energy's Commercial Buildings Energy Consumption Survey.

TABLE 16: BUILDING LIFE-SPAN



What kinds of land uses are likely to change? | Underutilized commercial and light industrial properties should retain their existing uses, as infrastructure and roadways patterns are already available for the past uses. Vacant agricultural lands within or near the edge of the city, declining shopping centers, decommissioned schools and churches, empty office buildings and downtown parking lots are examples of the types of uses most likely to convert to different future use as long as infrastructure and surrounding land uses are supportive of these changes. A critical dimension to successful new development, particularly in the redevelopment of existing uses or infill on vacant sites in developed areas, is making sure that there are standards in place to guide the creation of compatible and attractive new developments while connecting them with the surrounding area. This helps projects become part of the existing urban fabric, ensuring that the edges of the new development provide appropriate transitions to adjacent neighborhoods

The Stability and Change Table 19 identifies areas where expected future growth and investment and which neighborhoods or business districts are anticipated to remain

relatively stable over the horizon of the plan. Plan policies seek to enhance those qualities in Areas of Stability that attracted people in the first place to a neighborhood or business location by encouraging the preservation of valued community characteristics while accommodating rehabilitation, improvement or redevelopment that is in character and scale with existing development. Where major change occurs, it will predominantly be the result of one of the following types of development:

- ▶ **Greenfield Development** | Development occurring on agricultural lands or other previously undeveloped land;
- ▶ **Infill Development** | Development on a vacant or substantially vacant tract of land surrounded by existing urban development; or
- ▶ **Redevelopment** | Development on a tract of land with existing structures where all or most of the existing structures would be razed and a new structure or structures built.

In these areas of change, the intent of the plan is to establish policies that provide needed flexibility to respond to varied and changing market demands. Policies to guide both growth on the edge of the city as well as infill and redevelopment in developed areas designated for growth are found in Section 3.

Part 2 | Building an Integrated Land Use and Transportation Framework

To create a truly integrated land use and transportation framework that will shape and direct growth and development in a manner consistent with the vision of this plan, the City’s policies, regulations and programs need to reflect five key tenets of urban form and community design:



Compact, Mixed, Diverse Land Uses | Rochester will develop areas of compact and diverse land uses to support greater use of alternatives to the private automobile, create attractive and active street corridors and expand affordable living opportunities by ensuring people can live near jobs and services or near frequent transit services and reduce their transportation costs. A diversity of land uses (including residential, commercial, institutional and recreational) within proximity of each other promotes walking, bicycling and transit and can reduce driving, particularly when sufficient intensity of development is present to support higher frequency transit service. A mix of land uses allows more daily needs to be met within shorter distances and creates a more interesting and active urban environment that makes traveling on foot, bicycle or transit feel safer and more attractive at all times of day and night.

Community Destinations | An integrated approach to land use and transportation relies on connecting high-demand development centers with high-quality transportation options supported by appropriate parking management and urban design policies. To provide a range of viable transportation options that suit the needs of residents and visitors, major destinations should be in locations efficiently served with frequent and reliable transit service that is competitive with private vehicle travel times. Transit will become more effective and efficient when it is linked to multiple destinations located along direct routes connecting major activity centers at end points to provide a steady flow of passengers. The proposed Primary Transit Network concept, envisioned to support these outcomes, is based on connecting existing or new activity centers along key transit corridors.

Complete Transportation Network | A well-connected street network shortens travel distances, opening up more options for people to travel quickly and conveniently by different modes to where they want to go. By creating a well-connected network of transportation corridors, the



Rochester transportation network will be enhanced to provide a balanced transportation system that provides efficient and reliable travel options.

Carefully Designed Streets and Facilities | With an emphasis on a more compact development pattern combined with a greater mix of uses and levels of intensity, urban form and design become critical considerations in both private and public realm development. Streets and other facilities should create a public realm that is safe and respectful of people walking, riding bicycles or accessing transit. Great street design can also activate retail districts and enhance the city’s public realm.

With mixed-use and mixed-intensity development envisioned in a greater variety of infill and redevelopment settings, it is also important that the plan provide policy guidance as to the type of design considerations that need attention in critical transition areas between existing land use and new development. These steps are needed to ensure the new development being introduced is compatible with the area and of an appropriate scale.

Comprehensive Transportation Options | Rochester’s transportation system serves a diverse range of people. People of all ages and abilities should be able to travel safely and comfortably, whether walking, pushing a stroller, using a mobility device, accessing transit, driving or riding a bicycle. The transportation system will provide comprehensive transportation options that reflect the needs of a diverse population and many types of trips.

New Directions Reflected in the Plan

The following pages discuss certain development strategies that are new to the City or given greater emphasis in P2S 2040 as compared to past City plans. These include:

Mixed-Use Development | Mixed-Use Development policy moves from primarily a site-oriented issue in past plans to becoming the fundamental basis for a set of land use districts that will encourage greater diversity and flexibility in certain planned growth areas of the city.

Transit-Oriented Development (TOD) | TOD policy is introduced as a key component of an integrated land use and transportation approach that will support enhanced transit service while creating a more pedestrian-oriented style of site development in designated growth-oriented transit corridors.

Primary Transit Network (PTN) | The concept of a PTN is introduced to Rochester as the framework for developing an identifiable transit infrastructure intended to create a sense of permanence through investment supporting a Bus Rapid Transit network that will attract private investment to growth-oriented transit corridors and nodes.

Infill and Redevelopment | P2S 2040 specifically lays out a vision for infill and redevelopment that seeks to attract more growth inward through greater attention to development character and recognition that a fiscally sustainable path for growth relies in part on making better use of existing public assets.

Mixed-Use Development Strategy

Mixed-use development, ranging from vibrant downtown environments to active urban centers, will include a range of housing, office, service and commercial land uses located in close proximity at various scales – on individual sites, in the context of nodal development, and along corridors.

P2S 2040 sets out to encourage broader use of mixed-use development principles in targeted areas to support the Plan’s Core Principles of integrating land use and transportation, expanding housing diversity and providing improved connectivity through a land use pattern that can support greater use of transit and pedestrian modes of travel—particularly in relation to travel associated with downtown and other major activity centers in the community. These forms of development represent substantial opportunities to promote a more diversified, sustainable pattern of land uses and activities that support numerous Comprehensive Plan policies. These include reducing the need for private vehicular travel, promoting a more walkable environment, making more efficient use of existing infrastructure and giving people a choice of housing near employment and activity centers that can help reduce total household transportation costs.

MIXED USE DEVELOPMENT

Mixed-use development is introduced as a major type of land use in the framework for Rochester. While mixed-use development has been accommodated on a site-specific basis within zoning districts, this plan recommends that it become the fundamental concept underpinning a set of new land use plan districts.

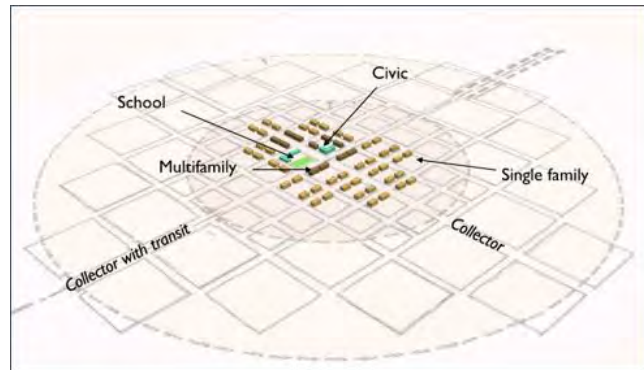
Styles of Mixed-Use Development

The Plan will encourage various styles and scales of mixed-use development, primarily in the downtown area and along transit-oriented growth corridors that will connect downtown to other major activity centers throughout the city. This development may take the form of a multi-block area or street-facing building development and may include:

- ▶ **Mixed-use Centers and Community Anchors** | A variety of Mixed-Use Centers and Community Anchors locations were identified in the Development Vision in Section 1. These nodes will serve as the focus for mixed-use development that can include office, retail, artisanal industry, cultural and institutional uses, and medium to

higher density housing. The pattern of job concentration and distribution represented by these nodal centers and campus settings is essential to support the transit-oriented growth areas and can contribute to more efficient use of infrastructure systems and delivery of public services.

Major Regional Mixed-Use Centers will include the downtown area as well as a limited number of TOD nodes, such as an envisioned revitalized Rochester Technology Campus area in northwest Rochester. Campus areas such as the eastside County Services campus and University Center are also envisioned as mixed development areas with a range of uses and activities that act as multipurpose "destinations."



Neighborhood Mixed Use Node



- ▶ **Mixed-use Corridors** | A mixed-use development pattern is also envisioned as the underlying development principle for a series of transit-oriented growth corridors envisioned to develop around the Primary Transit Network (PTN). These corridors are envisioned to be anchored by Community and Regional Mixed-Use Centers along with the downtown and other selected campus areas.

Along these corridors, between Centers and Campus districts, land use is envisioned to include a mix of small site development that exhibits a variety of uses as seen in the centers, but at a lower intensity and more in character with abutting residential areas. The mix of overall uses and level of development intensity created by Centers and development along these corridors will support more frequent transit service. Development will be expected to incorporate transit-supportive features such as pedestrian-oriented design and buildings that open to the street. The combination of Centers along with small site development will facilitate more pedestrian activity and higher utilization of transit for more trip purposes.

Primary Transit Network Strategy

This plan introduces Rochester to the concept of a Primary Transit Network (PTN).

The PTN will form a foundational element of Rochester's infrastructure. The concept of transit as a critical component of municipal infrastructure was largely lost many decades ago with the demise of trolleys and streetcars. Advancing PTN implementation actions and supportive land use policies will be the basis for creating long-lasting transit investments.

Convenience | A 10 to 20-minute frequency goal is ultimately envisioned on PTN corridors. This represents the point at which a person no longer needs to consult a schedule, and transfers can be easily made without considering the timing of connections, increasing the ease of using transit. This enhanced transit service will provide better service to commuters and has the potential to capture more non-work discretionary ridership while improving access to destinations for transit-dependent populations.

Permanence | The PTN is dependent on both service features and infrastructure investments. The PTN will be visibly permanent and something that the City and the development community can build with confidence. PTN corridors will see greater investments in transit stations, transit operations and customer amenities that can magnify the attractiveness of transit as a travel option and attract reinvestment and new investment to a PTN corridor

Synergy with land use | Increased investment in transit infrastructure and amenities will support transit-oriented development along PTN corridors, helping to reduce the impacts of new development on traffic and ensure transit investments are productive. The PTN reinforces that certain bus service corridors are as permanent as any rail

Key Terminology

Primary Transit Network (PTN) is a policy tool that identifies key corridors in Rochester where coordination of land use and transit infrastructure has the greatest opportunity to result in higher frequency and more sustainable transit service. The PTN is a policy statement about where the city will make the highest level of service and capital investment in transit. In general, the PTN requires a minimum concentration of jobs and housing to support a high level of service and acts as a guide for siting land uses and incentivizing developments that can create higher levels of transit demand.

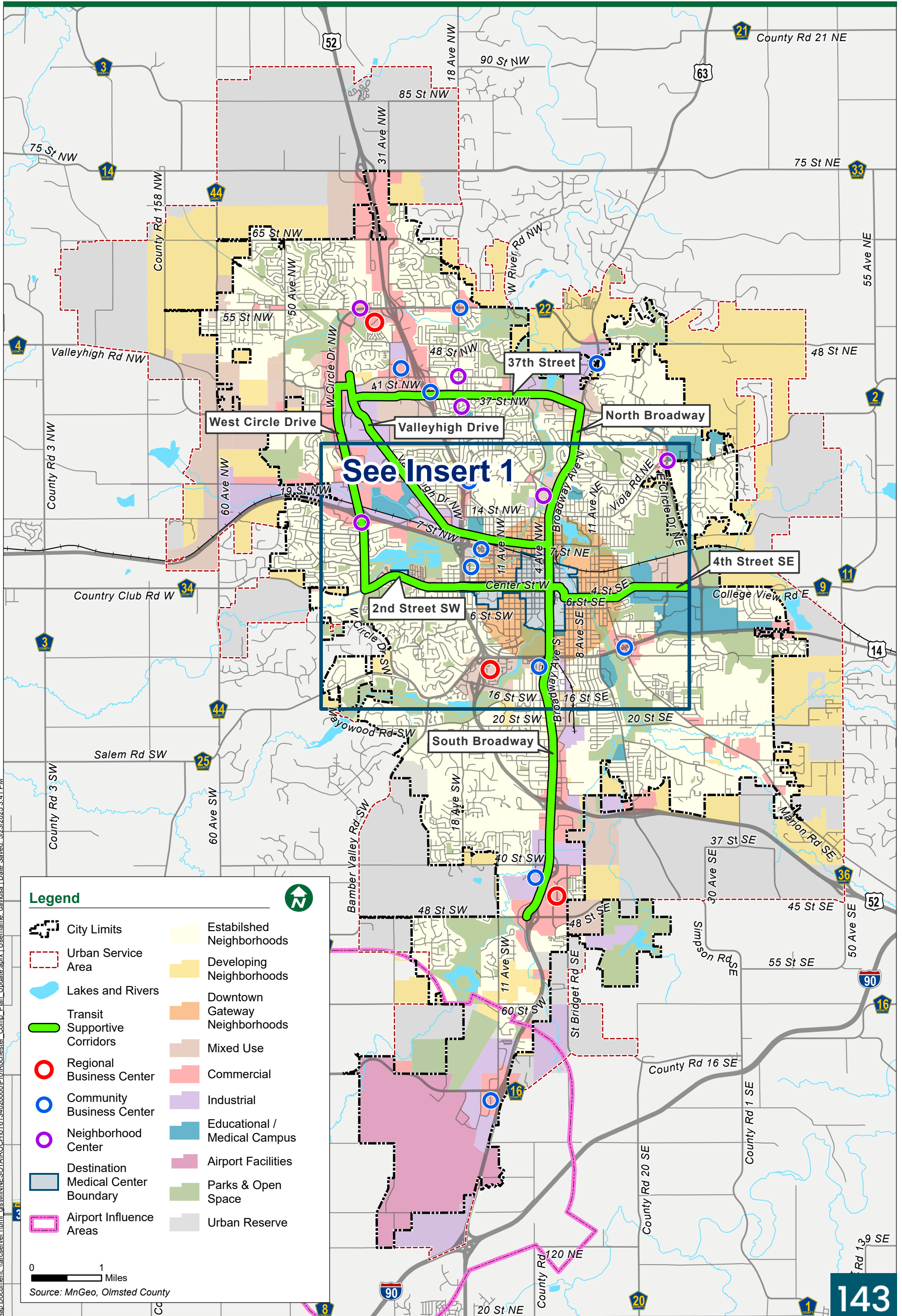
corridor and can therefore become the foundations of compact, walkable, transit-supportive neighborhoods.

The proposed Primary Transit Network is envisioned to serve the highest growth corridors, serving as gateways into downtown Rochester and to ultimately connect these corridors with higher intensity activity areas in northwest Rochester along 37th Street NW and West Circle Drive.

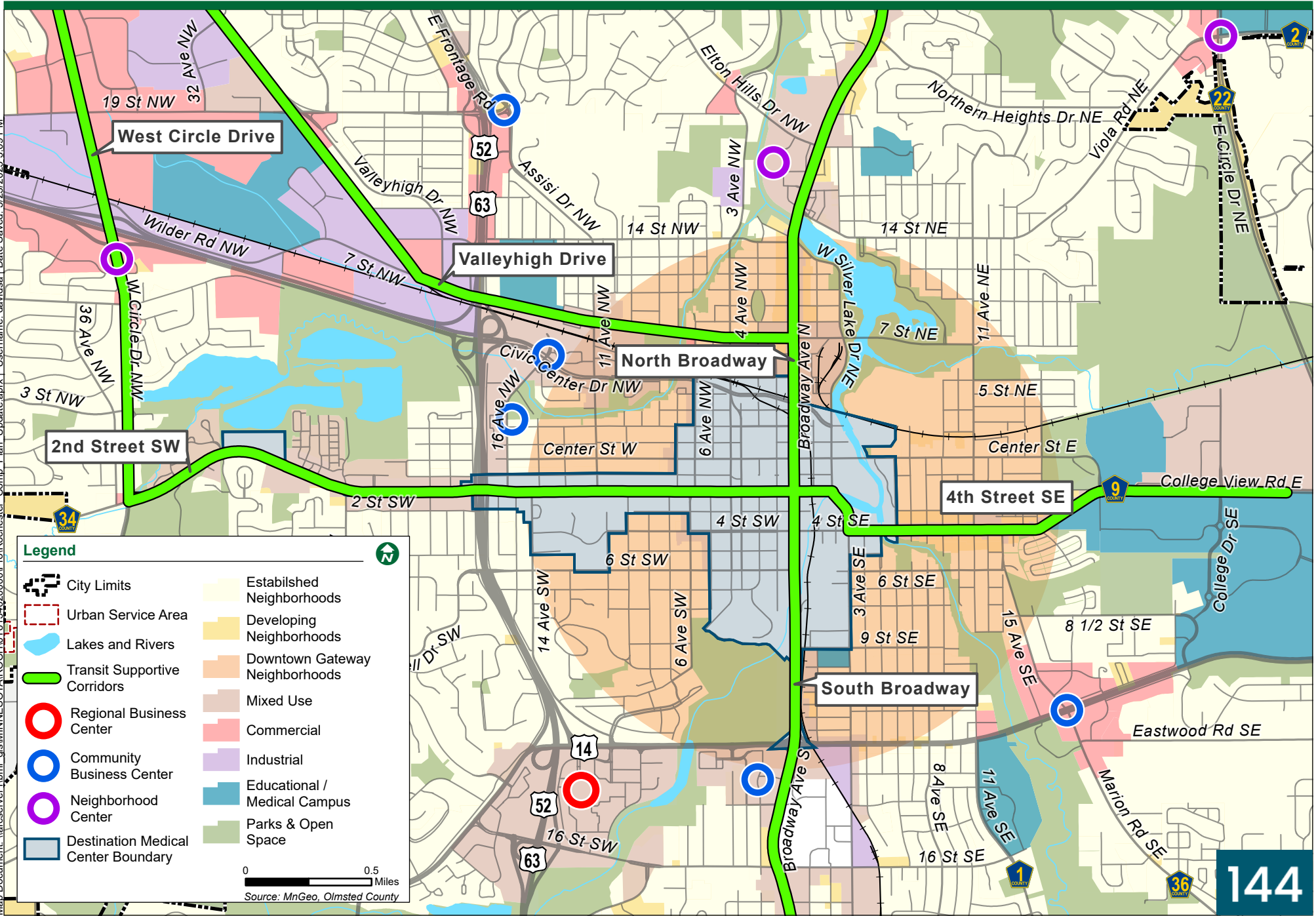
For the PTN network to be successful, it will be important that it aligns with and helps to drive:

- ▶ Transit service and capital investment priorities
- ▶ Arterial street design and signalization
- ▶ Transit passenger facilities investments
- ▶ Siting of future transit-oriented land uses
- ▶ Revitalization and redevelopment planning along PTN Corridors
- ▶ Downtown economic development

More so than in any other area of the P2S 2040 framework, the integration of land use with specific transit investment strategies is critical to advancing the vision of the PTN. The next section digs deeper into what is meant by the term “Transit Supportive Development”.



Map Document: \lars\server\hmi_gis\MINNESOTA\ROCH\16134020000\Proj\Rochester_Comp_Plan_Update.aprx | Username: davidsa | Date Saved: 5/23/2025 3:41 PM



Map Document: \\arcserver1\hmi_gis\MINNESOTA\ROCH\144\2025000\Proj\Rochester_Comp_Plan_Update.aprx | User: devidsa | Date Saved: 5/23/2025 3:09 PM

Legend

	City Limits		Established Neighborhoods
	Urban Service Area		Developing Neighborhoods
	Lakes and Rivers		Downtown Gateway Neighborhoods
	Transit Supportive Corridors		Mixed Use
	Regional Business Center		Commercial
	Community Business Center		Industrial
	Neighborhood Business Center		Educational / Medical Campus
	Destination Medical Center Boundary		Parks & Open Space

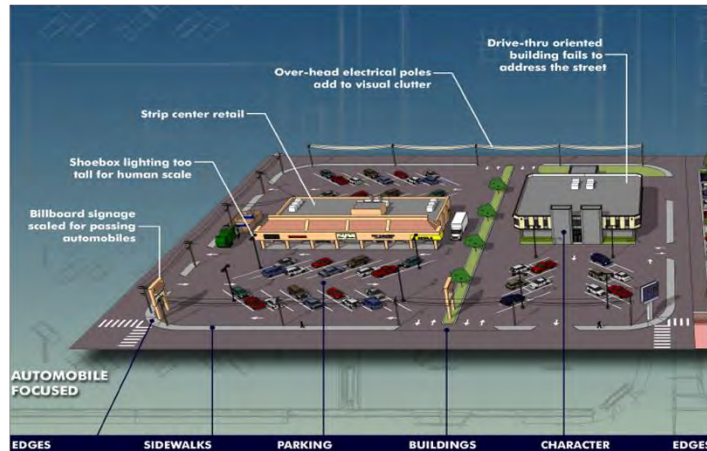
0 0.5 Miles
Source: MnGeo, Olmsted County

For the PTN to be successful in achieving the goal of providing a high-frequency, reliable transit experience, transit-supportive land use measures will be needed to create a mix and intensity of development that will generate the ridership needed for PTN investment to succeed.

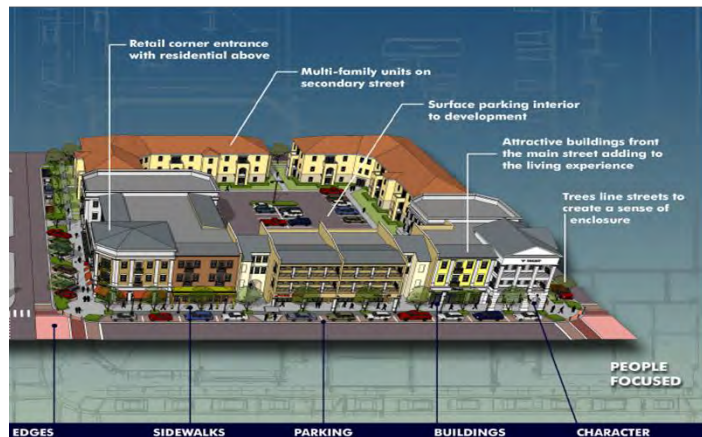
The term **Transit-Oriented Development** (TOD) is used to specifically refer to a style of development characterized by a concentration of higher-density mixed-use development around transit stations and along transit lines, such that the location and the design of the development encourage transit use and pedestrian activity. TOD typically contains a mix of uses such as housing, jobs, shops, restaurants and entertainment, providing more transportation and housing choices (including townhomes, apartments, live-work spaces and lofts). TOD design principles emphasize pedestrians and create a walkable environment that supports transit use. Figure 16 illustrates some of the key differences between an Auto-Oriented and Transit Transit-Oriented development pattern.

FIGURE 16: DEVELOPMENT PATTERNS BASED ON MODE OF TRANSPORTATION

Auto Oriented Development Pattern



Transit/Pedestrian Oriented Development Pattern



Establishing Synergies between the PTN and TOD in Rochester

An analysis of various arterial street corridors that could potentially provide the bones for a transit-supportive land use pattern and which could potentially accommodate the development of a Primary Transit Network was conducted. The purpose of this exercise was to identify a PTN network that would best blend land use objectives with transit

service objectives to support the intense economic development envisioned in downtown Rochester while supporting a broader array of land use styles and transportation options in appropriate areas throughout the city.

In order to identify the best corridors, an analysis was completed to study the location and density of population, jobs, retail, schools, as well as medical and human services in the city, the major determinants of transit demand. In particular, the following factors were considered:

- ▶ **Transit Dependency:** The concentration of low-income households, seniors, youth between 10 and 17, and zero-vehicle households in the community. The distribution of the existing population and employment density.
- ▶ The distribution of future population and employment density.

The results of this analysis identified candidate corridors that were further evaluated considering the following characteristics, which identify minimum qualitative benchmarks for determining the potential for success of higher frequency transit service. Existing conditions, combined with consistency with these qualitative benchmarks, identified the corridors with the best potential to create a logically connected primary transit network.

- ▶ A minimum average density of 25 people per acre (combination of residents and jobs)
- ▶ The corridor is part of a logical route network that links major activity centers and destinations
- ▶ Each corridor has anchors –start points and end points – that would either be

Broadway Avenue is a former State Trunk Highway that was turned back to the City in 2012 and is identified as a priority for early PTN implementation efforts. North Broadway, in particular, has considerable opportunity for redevelopment; transit investments in the corridor along with redevelopment in the form of transit oriented and transit supported land uses will be mutually supportive. Land uses along segments of the corridor are reminiscent of historic strip development and are underdeveloped. Its proximity to downtown and access to community assets (parks, schools, services, etc.), in combination with the community's growing interest in urban living with diverse housing and lifestyle choices that offer more opportunities to walk, bike, and use transit, make the corridor a prime area for redevelopment.

downtown Rochester or a major transit generator (e.g., park-and-ride, university, major employer)

Table 17 lists the seven corridors that were identified as having the best potential for creating a Primary Transit Network in Rochester. Of these corridors, only 2nd Street SW and 4th Street SE currently meet the criteria that would support consideration of deploying enhanced transit service. 4th Street SE, while not a highly intense development corridor, benefits from major generators at each end (downtown on the west end; the combined area of the Olmsted County Human Services and the University Center campuses on the east end) and its potential to serve future commuters through the development of park and ride facilities.

TABLE 17: DEVELOPMENT INTENSITY

CORRIDOR	EXISTING CONDITIONS	TREND SCENARIO	ADDITIONAL GROWTH NEEDED TO SUPPORT PTN	MAXIMUM FEASIBLE PPA* INTENSITY	COMMUTER PARK & RIDE POTENTIAL
	Existing PPA* Intensity	Projected PPA* Intensity	Growth needed to reach 25 PPA*		
2nd St SW	32.0 PPA	42.9 PPA	0	44-45 PPA	High
North Broadway	17	21.0	2,500	26-27	Medium
South Broadway	17.2	22.0	2,200	21-22	Medium
4th St SE	19.0	24.9	0	24-25	High
OTHER CORRIDORS STUDIED					
37th St NW	15.2	19.5	5,700	21-22	Low
Valleyhigh Drive	17.0	18.6	6,700	21-22	Low
West Circle Drive	10.2	15.5	9,700	16-17	Low

*PPA: Persons Per Acre; combining estimated number of residents and workers living or working within approximately ¼ mile of the identified corridor.

- Broadway Avenue North and South were the next set of corridors identified as having the best potential to support enhanced transit. Both corridors will need to attract additional growth, but the presence of land in need of revitalization, combined with the potential of these major downtown gateways to service major park and ride





demand and connect with other activity centers outside of downtown Rochester support their identification as part of the future PTN.

- ▶ The final set of corridors identified as part of the PTN, which would provide for a network serving major growth areas in Northwest Rochester, includes Valleyhigh Drive NW, 37th Street North and West Circle Drive. These corridors would take longer to reach targeted development intensities, but they provide the best opportunity to connect the system while serving major centers in the growing Northwest area of the city, such as potential transit-oriented development nodes at IBM and other key locations and connect Mayo Medical Center's Northwest Campus with their downtown campus.
- ▶ Table 18 summarizes the highest priority transit-oriented corridors identified as prime candidates to serve as part of the initial PTN.

To successfully transform these corridors into prime development locations that support high-quality transit service, the City will need development implementation strategies that address urban form and design, travel management, parking supply and management and investment in public spaces, including the right-of-way, to attract quality development. Among the measures that will need to be considered are:

- ▶ Development policies and programs are established, which enable and help catalyze reinvestment that is transit-oriented and transit-supportive;
- ▶ Small area plans that engage stakeholders and inspire transformation; and
- ▶ Property assembly of smaller parcels enabling larger-scale developments.

TABLE 18: HIGHEST PRIORITY TRANSIT-ORIENTED CORRIDORS

PTN CORRIDOR	DESCRIPTION	LOCATION
North Broadway	North Broadway has an urban/suburban character with the southern section of the corridor generally having buildings on smaller lots set close to the street and parking to the rear or sides, while the northern portion of the corridor has a more suburban feel with buildings set back and parking in front. The corridor exhibits a mix of uses. North Broadway presents many opportunities for near-term and mid-term mixed-use redevelopment. Desirable locations for transit-oriented development nodes are at 7th St North, the Elton Hills Drive / 14th St area and the 37th St area.	
South Broadway	South Broadway presents a potentially strong transit corridor. A variety of land uses and urban design character exists currently. There is an opportunity for land use change along Broadway where the dominant land use pattern consists of commercial uses with large surface parking areas. The likely near-term anchor point for this corridor would be a node stretching from 12th St South to 14th St, with potential secondary nodes at 16th St, 3rd Ave SE or 25th St.	
2nd St SW	2nd Street West currently represents a strong urban corridor with a mix of residential, institutional and commercial uses at a higher density of development. Expectations for redevelopment and expansion as part of the DMC development vision will further intensify the corridor and strengthen its function as part of the PTN network. The City has started to construct LINK, a 2.8-mile route along 2 nd Street that will include seven stations and will operate on weekdays and weekends. LINK is anticipated to be operational by late 2026.	
4th St SE	4th Street East connects downtown Rochester to the current campuses housing Olmsted County offices, Olmsted Community Hospital, Rochester Community & Technical College and the Greater University Center of Rochester. Between the two nodes, the corridor traverses a largely mixed single-family residential area with scattered low-density commercial development. Olmsted County Energy Park development provides an opportunity for new mixed-use greenfield development on the east end of the corridor. While limited prospects for intensifying development along the central portion of the corridor exist currently, future redevelopment could be facilitated through a small area or corridor planning process, as it holds potential and is a desirable location for more intensive use within walking distance of downtown.	

Transit supportive policies and incentives that encourage infill and redevelopment will need to be put in place to reach the long-term development intensity levels that support higher frequency transit use along the core PTN network of corridors. Policies and strategies that must be considered include:

- ▶ Specific Small Area plans for proposed Transit Centers and corridors,
- ▶ A Transit-oriented Development program establishing appropriate land development guidelines along the PTN corridors and
- ▶ An Infill and Redevelopment program to encourage and incentivize development along the PTN.

Infill and Redevelopment Strategy

Infill development is characterized by the development or redevelopment of undeveloped or underutilized parcels of land in otherwise built-up areas, which are usually served by or have ready access to existing infrastructure and services. Focusing development and redevelopment on infill sites takes advantage of this existing infrastructure while helping to steer development away from greenfield sites on the urban fringe, which are more expensive to serve with infrastructure and services.

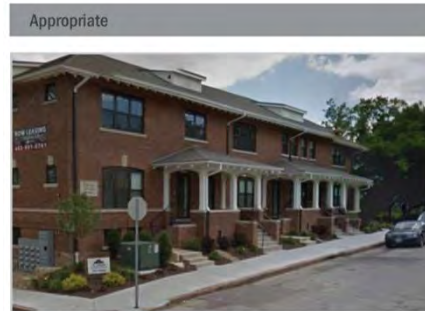
In recent years, infill and redevelopment in Rochester have become more common. This activity has focused largely on the downtown area and the neighborhoods surrounding downtown. The city has also seen more commercial redevelopment in areas as established arterial corridors, whose land use character could be characterized as strip commercial.

The P2S 2040 Plan encourages infill and redevelopment, prioritizing development in areas with existing infrastructure capacity. Fostering redevelopment was identified as a community priority throughout P2S community outreach efforts, with 82% of participants supporting compact development that maximizes use of existing infrastructure, 91% of respondents supporting enhanced transit services, and 53% preferring mixed-use development neighborhoods. Rochester's Vision 2050 responders encourage flexible zoning, more mixed-use developments, and alternative housing models to create more affordable housing. Responders also asked the City to create more "tools in the toolbox" to encourage development in both new and current businesses and employers.

Transit-Oriented Nodes and Corridors

P2S 2040 includes a Development Vision and Future Land Use Plan that encourages the diversification of land use and intensification of development in targeted growth corridors as a means to foster a transit-oriented development pattern supportive of greater diversity in residential and business location choice. To achieve this transition outside of the central development core, enabling the redevelopment and reuse of sites and buildings in strip

commercial areas will be key to the creation of the mixed-use corridors and centers envisioned in this plan. Residential mixed-use redevelopment should be encouraged in these areas, with transit enhancements targeted to support such redevelopment.



Elevated stoop and canopy at building entrances



No transitional element at building entrance

Infill & Redevelopment Design Guidelines - Omaha Planning

Infrastructure Concurrency Strategy

Public infrastructure — including transportation facilities, water, sewer, parks, schools and libraries – is essential to the health, safety and welfare of the community. To support fiscal sustainability, land development and capital expenditure decisions should align land use, development and infrastructure to make the best use of public and private investment. Using capital improvement programs can encourage development in the right place at the right time and minimize inefficient or underutilized public investment.

Feasibility of Service | Evaluate the physical feasibility and cost-effectiveness of extending urban public services to candidate annexation areas to ensure sensible investment and to set reasonable expectations.

Orderly Service Extension | Establish or improve urban public services in newly-annexed areas to serve designated land uses at established levels of service, as funds are available and as responsible engineering practice allows.

Coordination of Service Extension | Coordinate provision of urban public services to newly-annexed areas so that provision of any given service does not stimulate

development that significantly hinders the City's ability to provide other urban services at uniform levels.

Urban Growth Boundaries | To help guide the infrastructure development and Capital Improvement programming process, the Plan identifies Urban Service Areas that describe the geographical area expected to meet the City's development needs to the year 2040 and beyond. Reference to these urban growth boundaries should help inform and guide the timing of infrastructure development to serve new growth areas.

Land Use Framework Overview

P2S 2040 seeks to create a more sustainable and resilient community by balancing existing conventional development patterns with more compact growth styles. Consistent with the Core Principles identified in Section 1, the Plan encourages growth in and along transit-oriented centers and transit-supportive corridors as well as on lands with readily available utility capacity, thereby supporting continued urban growth while reducing the pace at which the city's footprint expands. By promoting an adequate supply and variety of housing options, the Plan responds to the desires and affordability needs of our changing population. Mixed-use development styles will accommodate greater flexibility in the business and housing markets while providing adequate land area for commercial and industrial needs.

Options will still be available for choosing housing or business sites in areas representative of the lower-density development patterns of recent decades. Opportunities for development on the edge of the city will exist where service capacity is available. Preservation of well-established neighborhoods and business districts is a Plan priority. The Plan, however, seeks to attract a greater share of development inward by emphasizing that greater attention be paid to reinvestment and revitalization in areas where convenient transit or walking connections to major destinations are available. Thus, infill and redevelopment of underutilized sites will be encouraged to meet the demand for new housing or business options in walkable, transit-supportive locations.

Key Elements of the Land Use Framework

Growth Management Map |

The Growth Management Map presents guidance on how the physical footprint of Rochester and its environs is expected to change over the 25-year horizon of the plan and where urban expansion can be anticipated. Designation of growth areas considers

future demand for developable land, the ability to service lands with infrastructure and public services and constraints on urban growth within Rochester’s urban fringe.

While it is the City’s goal to promote responsible growth by encouraging a more compact pattern of development, the Plan recognizes that growth on the edge of the city will continue to meet a portion of future development demand and growth of the city that is expected to occur beyond the 25-year scope of this plan. Land use and development need to be strategically considered over a longer time horizon to provide some additional context to near-term decisions.

Future Land Use Map |

The Future Land Use Map is the centerpiece of the Land Use Framework and one of the primary tools shaping future growth within the City. The Future Land Use Map serves as a policy tool to guide decision-making related to questions of appropriate zoning and development intensity throughout the city, providing a geographic framework for the City’s land use and zoning policies. The Future Land Use Map, along with the policies and strategies found in Section 3, is used to determine consistency of zoning requests with the vision and principles of the Plan, as well as inform planning around matters such as infrastructure capacity needs.

Transportation Framework Overview

The Transportation Framework recognizes the evolving nature of travel choices and the community’s desire for convenient, affordable and feasible alternatives. Walkable neighborhoods, convenient transit options and safe bike routes to destinations are among the features the community said are important and in need of improvement as the City moves into the future.

Changing Expectations for Transportation |

The Rochester Comprehensive Plan recognizes that transportation is not an end in and of itself. Rather, it is a means to realize the City’s goals in areas as diverse as health, economic growth, livability, affordable living and fiscal sustainability. Transportation affects goals in these areas in the following ways: economic growth, livability, placemaking, health, affordability of transportation and housing options and fiscal sustainability.

Guiding Transportation to Achieve the Community Vision |

A transportation system that provides reliable access to destinations throughout the urban area should include a variety of safe and convenient facilities, travel options, information services and management strategies. To provide for the mobility needs of all Rochester residents and visitors and not just those who can rely on access to a private automobile, the Transportation Framework includes policies regarding a range of physical networks and service strategies that are planned in concert, can expand and enhance travel choices, including:

- ▶ Major Street Network
- ▶ Pedestrian Systems
- ▶ Bicycle Networks
- ▶ Transit
- ▶ Shared Mobility
- ▶ Travel Options and Parking Management
- ▶ Complete Streets Policy
- ▶ Commercial Freight and Passenger Services
- ▶ Local Streets

Anticipated Outcomes

P2S 2040 seeks to achieve a balance between meeting the market for conventional development while providing the opportunity for the market to respond to a growing interest in more housing and business location choices available in mixed-use, more compact urban environments.

The benefit of capturing a greater share of future growth in more urban settings is that buildings, streets and public spaces are developed where it is more cost-efficient to install, operate and maintain infrastructure and provide certain services by taking greater advantage of existing unused infrastructure capacity. Development patterns favoring compact growth over conventional suburban or exurban growth patterns can

also contribute to lessening the dependence on the automobile by reducing distances between daily origins and destinations, making other modes such as transit or walking more feasible for travel and reducing the overall amount of vehicular travel needed during the day. By taking a balanced approach to development that encourages infill and redevelopment of underutilized properties, the community at large should be able to avoid expansion costs and direct more dollars to financing maintenance and improvements in existing areas.

The projections in this plan for more compact and transit-oriented growth may prove to be conservative if appropriate supports are set in place and successful models are demonstrated early in the planning period. Targeted transit enhancements can both lead and follow redevelopment, forming a virtual circle that can accelerate both private and public investment in transit-supportive elements.

The economic rationale for pursuing policies that support these principles is compelling. The successful execution of the Destination Medical Center Development Plan and vision of the downtown as a primary focus for medical services and commercial and cultural intensification will depend on getting more people in and out of Rochester's central core with less dependence on private vehicle travel. To achieve this, more diverse housing and transit options will need to become more convenient and attractive. A vision that offers more diverse land use, transportation and housing choices can anchor a development strategy attractive to private-sector interests because growth of more urban, mixed-use development supports the City's economic development goals and can create high-quality, economically sustainable neighborhoods and districts.

Part 3 | The Land Use Framework

The Land Use Framework will guide changes in Rochester’s physical form and function, providing guidance on where new growth will occur, where infill and redevelopment can be anticipated and what uses may be expected in different areas. It provides a basis for making decisions about future investments in infrastructure, transportation, parks, housing and community facilities and services. The Framework defines a series of geographies that reflect the consideration of factors that help to distinguish areas that warrant different land use policies and development considerations.

The Land Use Framework reflects a layered structure, with

- 1) **Growth Management Map** identifies the expected geographic footprint of future city growth over a 30 to 50-year timeframe
- 2) **Stability and Change Table 19**, which provides a strategic overview of where the most significant development activity is expected to occur in the city over the next 20-25 years, and
- 3) **Future Land Use Map** guides future land use in the vicinity of every parcel within the Urban Service Area and serves as a foundation for future zoning and development decisions.

The important principles of growth that will guide future development in the city are:

- ◇ Downtown will be a prime focus of future Rochester growth;
- ◇ Medium and higher density growth and development will be aligned along key transit-oriented nodes and corridors;
- ◇ Maintenance and, where needed, revitalization of mature neighborhoods through appropriate infill and redevelopment will be encouraged; and
- ◇ Growth on the edge of the city will be more fiscally sustainable with an emphasis on directing growth to areas where adequate infrastructure capacity exists to support the needs of future residents or businesses.

Growth Management

The Growth Management Map establishes the area that will potentially be affected by the future growth of Rochester and identifies developed and fringe suburban and agricultural areas that could accommodate urban development over the next 30 to 50 years.

Urban Area growth should facilitate cooperation between the City and neighboring jurisdictions on issues that will benefit the larger urbanized area, such as regional stormwater management, district sanitary sewer agreements and regional trails and open space.

The Growth Management Map highlights “tiers” of existing and future urbanization for the city and its surrounding area and refines the Urban Service Area boundaries identified in the Olmsted County General Land Use Plan (2022). The Growth Management Map also provides additional clarification on when urbanization may be expected to occur in different areas. The following tiers are highlighted on the Growth Management Map, which can be found on the City of Rochester’s Community Development website at rochestermn.gov/departments/community-development/plans-studies-reports.

Existing City Service Area | The Current Municipal Urban Service Area consists of property within Rochester’s city limits. All property within the USA has been designated on the Future Land Use Plan for residential, mixed-use use or non-residential development; these include areas where municipal water and sanitary sewer infrastructure is in place or easily extended to provide future service. Within the Current Municipal Service Area, staging development in certain areas will be required due to sanitary sewer capacity constraints discussed in the Stability and Change section of the Land Use Framework.

Near-Term Urban Expansion | Areas where sanitary sewer is readily available and can support urban-style development.

Near-Term Capacity-Constrained | Areas with constrained access to sanitary sewer due to potential upgrades within the system or the need for sewer extension and are included in the City of Rochester’s five-year Capital Improvement Plan.

Long-Term Urban Expansion | Areas that the City plans to serve with sanitary sewer within the next 10 to 25 years.

Urban Reserve Area Beyond 2050 | Areas that the City plans to serve with sanitary sewer, but not until after the year 2050. These areas are suitable for Interim Development. The Urban Reserve Area defines these areas most suitable for urbanization beyond the Urban Service Area. The Urban Reserve Area acts as a secondary reserve for growth if the City develops faster than anticipated, while identifying reserve areas for longer-term growth needs. Urban growth should not occur in the Urban Reserve Area unless adequate land area is exhausted in the Urban Service Area. The ability to extend urban services into this area is expected in a 20 to 30-year time frame. The Urban Reserve Area should be accounted for in future infrastructure planning, with long-term needs for water, sanitary sewer and transportation facilities considered when planning for projects in the Current Municipal Service or Urban Service Areas. Fragmented, leapfrog or inefficient development that could compromise future urban development, as envisioned in this Plan, should be avoided in this area.

Urban Service Area

Properties outside of the current city limits located within the Urban Service Area are considered prime areas for future development, subject to annexation, completion of feasibility studies regarding the availability of sanitary sewer and water service and agreement on how electric service will be supplied to the area.

In the Service Area, the goal of the City is to work with Olmsted County and the townships bordering the city to promote orderly growth. Factors to consider when identifying areas for future urban expansion include the cost-effectiveness of urban infrastructure extension, the location of critical environmental resources, the protection of prime agricultural land from premature fragmentation and the ability for existing land uses to retain economic viability before any urbanization activity. The intent is to preserve these areas at very low development

The City of Rochester continues to study the issue of sanitary sewer capacity in different sectors of the city. A 2020 Sanitary Sewer Master Plan identified infrastructure conditions that could limit the ability to provide sanitary sewer capacity for new development in the city. The City has begun strategically investing in growth management areas to extend and upsize the sewer system. The City's Capital Improvement Plan and Growth Management Map will continue to be updated based on strategic growth management decisions. A copy of the 2020 Sanitary Sewer Master Plan can be found on the City's Public Works Department page on the City's website.

densities that may be compatibly integrated with future urban development, minimizing scattered large lot development that poses future obstacles to efficient and cost-effective service extension. At the same time, the Urban Service Area is intended to prevent premature expansion of urban services by ensuring orderly and efficient expansion of future infrastructure.

Development in the Urban Service Area (USA)

The goal of the Urban Service Area (USA) is to identify areas where urban development is not expected to occur in any near-term time horizon but where municipal utilities could be expected in a 30 to 50-year time frame should city growth needs require it. The boundaries of the Urban Service Area (USA) are based on a high-level planning assessment of where the City may be able to extend sanitary sewer and water service in the future. Designation of the USA coordinates public preferences for maintaining an appropriate level of suburban or rural development choices within reasonable proximity to the urban center while protecting agricultural and other resource protection uses from premature fragmentation, facilitating the orderly and efficient transition from rural to urban development far in the future.

Should annexation or a proposal to move land into the Urban Service Area or Current Municipal Service areas be entertained, the same criteria for annexation into the Urban Service Area (listed above) should be considered along with the following criteria:

- ◊ Whether, based on careful analysis of available land and growth demands, there is a shortage of land in the Urban Service Area to meet market needs that warrants the need for conversion of additional land for urban development within the next one to five years
- ◊ Whether areas currently identified for Urban Service Area are determined to be unfeasible to serve with municipal services, warranting the addition of a comparable amount of land in lieu
- ◊ Whether unique fiscal or economic benefits to the City and County are anticipated as a result of the request that do not compromise achieving development of the Primary Transit Network and supportive land use patterns envisioned in this Plan

Sanitary Sewer Capacity Constraints

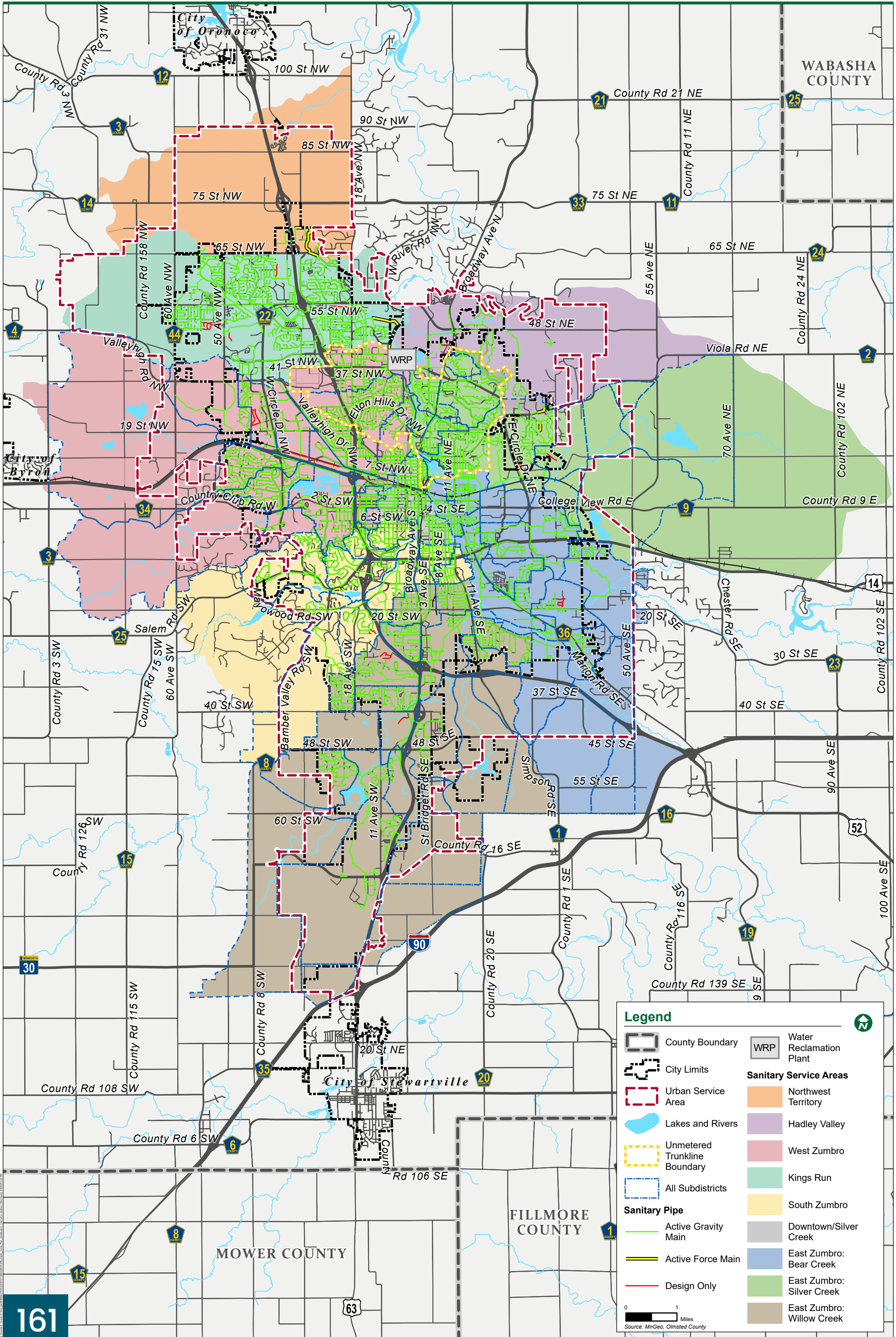
The Sanitary Sewer Collection System conveys wastewater from homes and businesses throughout Rochester to the Water Reclamation Plant for treatment. The Sanitary Sewer Collection System consists of a network of gravity mains, force mains, inverted siphons, access structures, lift stations and pressure relief points. There are over 500 miles of city-owned sewer pipe and over 12,000 city-owned structures. In addition to the structures owned by the city, there are over 28 miles of privately owned sewer pipe and 710 privately owned structures that convey wastewater to the Water Reclamation Plant.

In 2020, the City adopted an updated Sanitary Sewer Master Plan (Sewer Master Plan) to aid in the prioritization of capital improvement projects for maintaining aging or deteriorating infrastructures, as well as identifying capacity constraints that limit future development. The Sewer Master Plan also determined the infrastructure needed to expand the sewer system into undeveloped areas.

The sanitary sewer system, particularly the existing trunkline sewer network, was found to be a potentially limiting factor affecting the ability to develop lands in certain sewer districts throughout the southern two-thirds of the city. These capacity constraint findings inform priorities for the direction of growth through 2040 and key strategies for supporting the P2S Plan objectives.

In 2021, the City Council selected to expand sewer capacity in the West Zumbro Sewer District to open up more developable lands. Expansion of the sewer system began in 2023, and subsequent upsizing of existing infrastructure is ongoing with estimated completion in 2026.

In support of the P2S 2040 Plan and the Sewer Master Plan, the City updated its Growth Management Map to clearly show areas with available sewer capacity and constraints. This work suggested the following conclusions related to the Sanitary Sewer Districts shown below.



Legend

	County Boundary		Water Reclamation Plant
	City Limits	Sanitary Service Areas	
	Urban Service Area		Northwest Territory
	Lakes and Rivers		Hadley Valley
	Unmetered Trunkline Boundary		West Zumbro
	All Subdistricts		Kings Run
Sanitary Pipe			South Zumbro
	Active Gravity Main		Downtown/Silver Creek
	Active Force Main		East Zumbro: Bear Creek
	Design Only		East Zumbro: Silver Creek
			East Zumbro: Willow Creek

0 1 Miles
Source: MnGeo, Olmsted County

- ▶ It would be most cost-effective to promote growth in the Kings Run and Hadley Valley sewershed districts in the near term. These districts have the largest amount of available sewer capacity.
- ▶ The East Zumbro District covers a large geographic area composed of several subdistricts. The cost to rectify sanitary sewer capacity problems varies among the subdistricts and is affected by their distance from the Wastewater Treatment Plant and the location of constrictions along the East Zumbro trunkline sewer. Findings of note include:
 - The Willow Creek and Cub Foods subdistricts within the East Zumbro area have the least amount of sewer capacity for new growth. Substantial sections of the trunk line within these areas is near or at capacity under existing conditions. The cost to rectify the constraints in these areas is the highest within the East Zumbro District.
 - The remainder of the East Zumbro area north of TH 14 has limited available sewer capacity to serve future growth. Of the subdistricts within this area, additional capacity could most affordably be provided to the Silver Creek subdistrict at a relatively lower cost than improving service to the Willow Creek and Bear Creek subdistricts.
- ▶ The West Zumbro District also has substantial sections of trunk line sewer at capacity under existing conditions. The ability to accommodate new growth without major trunk sewer investment is limited and the cost to provide added sanitary sewer capacity in this district is relatively high compared to other areas.
- ▶ Previous study has found that a very small portion of the southeast area of the Northwest Territory District could be served with improvements to existing pipes and lift stations. The cost to upgrade the existing pipes and lift stations for this small sub-basin area is comparatively small, while the cost to service the remainder of the Northwest Territory district is high.

Given the existing sanitary sewer constraints that exist, it is recommended that a process be established to consider the following sanitary sewer capacity policy when new development is brought forward.

In areas where sewer capacity is not constrained, development can proceed under the standard development review process that has been in place prior to the adoption of this plan.

In areas where sewer capacity is limited or constrained, a technical assessment of the sewage generation characteristics of the proposed development in combination with assessment of remaining trunkline sewer capacity in the sanitary sewer subdistrict where the development is proposed should be completed to determine the availability of capacity and/or the potential scheduling of improvements to address this potential Adequate Public Facility deficiency.

The Growth Management Map highlights those areas where remaining sanitary sewer capacity is currently seen to be limited or constrained. These areas will undergo a more rigorous evaluation of the adequacy of municipal sewer facilities until capital investments are made to address identified capacity constraints. In some cases, these improvements may fall outside the timeframe of this plan. The City should complete additional work to develop a capital improvement plan to maintain existing assets and address longer-term limitations to city growth beyond the scope of this plan. As this work is completed, amendments to this Comprehensive Plan should be completed to reflect updated strategies and the work completed that removes existing constraints on sanitary sewer capacity.

Regional Sewer Service Systems

The City may be asked to collaborate on solutions to urgent public health issues involving the use of private or on-site sewage treatment systems. One such example is the Chester Heights Sanitary Sewer Service District. Participation in such joint efforts is consistent with the Plan and will further important goals such as protection of the City's potable water supply. The effects these efforts may have on the Development Vision and whether an appropriate sewer service framework can be established that is consistent with the Growth Management Plan should be considered. Consideration should be given to the effect such efforts may have on the Development Vision and whether an appropriate sewer service framework can be established that is consistent with the Growth Management Plan.

Stability and Change

Areas of Stability and Change have been identified based on property investment patterns, capacity to accommodate additional development and identification of areas best suited for expansion of housing choice and transportation development to create walkable, transit-oriented mixed-use districts. Table 19 includes the Stability and Change Classifications, which provides four types of areas, including growth, stability, change and development constraints.

TABLE 19: STABILITY AND CHANGE CLASSIFICATIONS

AREAS OF GROWTH	
Edge Growth	Edge Growth indicates areas of anticipated future development at the edge of the city, on lands currently not utilized for urban intensity development, where new neighborhoods or development areas will emerge and be served with future municipal infrastructure systems (sewer, water, other utilities).
Core Growth	Core Growth reflects the area typically associated with the central development core of Rochester, where the most intense level of future development is anticipated, with the highest levels of transit and pedestrian access contemplated to support the economic and cultural hub of the city. Under the vision of the Plan, downtown Rochester will continue to serve as the hub for a growing region.
AREAS OF STABILITY	
Established Residential Area	Established Residential Areas are intended to reflect predominantly residential land use that is least likely to see any change from their current land use or from the immediate development pattern/character of a neighborhood. These neighborhoods are anticipated to see a sufficient level of investment in existing properties such that they would be harmed by any significant level of incompatible redevelopment.
Established Business Area	Established Business Areas are intended to reflect those non-residential land uses least likely to see a change in the predominant existing development pattern/character, where reliance on auto-oriented access predominates and there appears to be a sufficient level of property investment to anchor property valuations and the viability of these areas for ongoing business activity.
Urban Service Area	Urban Service Areas are currently characterized by agricultural use, private open space or large acreage exurban-style development beyond the current city limits, where urban development beyond the 20 to 25-year horizon of the Plan could most feasibly be accommodated.
AREAS OF CHANGE	

<p>Transit-Oriented Growth Areas</p>	<p>Transit-oriented Growth Areas reflect the major urban transport corridors extending outward from the Downtown Core Growth area, where significant opportunities for new mixed-use residential and business development are envisioned, supported by the development of major transit infrastructure. These corridors and nodes will expand opportunities to reduce reliance of private vehicle travel by connecting significant concentrations of jobs, shopping and entertainment downtown with denser walkable, mixed-use development that will support frequent, higher quality transit service, by providing a greater diversity of housing and non-residential development that a growing numbers of people find attractive and desirable.</p>
<p>Residential Reinvestment Areas</p>	<p>Residential Reinvestment Areas are generally adjacent to the Downtown Core Growth area, where much of Rochester’s original or older housing stock is found. As downtown continues to grow and evolve, these neighborhoods will experience redevelopment pressures as growth in land value outstrips the value of older structures and the high level of accessibility to downtown makes this area prime for reinvestment.</p> <p>The challenge in these areas will be to strike a balance between a desire for neighborhood preservation and the economic logic of intensifying the land use as the transition occurs. Developing and ensuring the continuity of neighborhood identity and character will be important as reinvestment and infill development occurs. Challenges will include addressing infrastructure, inappropriate land uses, lack of open space, parking needs and buffering between uses, as well as the availability of certain services like neighborhood food outlets.</p>
<p>AREAS OF DEVELOPMENT CONSTRAINT</p>	
<p>Airport Protection Area</p>	<p>The Airport Protection Area is the area and environment around the Rochester International Airport airfield where development is constrained by local, state or national regulations to limit safety or security hazards associated with Airport facility operations.</p>
<p>Critical Natural Areas</p>	<p>Critical Natural Areas are characterized by concerns with the impact of natural processes such as flooding, the Decorah Edge, steep slopes and highly unstable soils that necessitate development limitations in perpetuity due to public safety issues.</p>

Future Land Use

The **Future Land Use Map** outlines the future land use of parcels within Rochester's Urban Service Area. It serves as a policy that guides future decisions and provides the geographic foundation for the City's land use and zoning policies. Detailed land use categories describe the types, characteristics and intensity of uses that may occur in different sectors of the City. This map is used along with the Plan's written policies to determine whether specific development proposals are consistent with the Plan. It is also used to define urban growth projections for roads, transit, parks, utilities and community facilities.

This map will evolve as updates to the Comprehensive Plan occur, keeping true to the overall vision while adjusting to new neighborhood plans, unforeseen opportunities and minor adjustments that will arise. The Future Land Use Map is the primary means to shape the City's future growth and key elements of the Transportation Framework, such as the PTN.

A total of 20 land use categories are designated on the Future Land Use Map, as listed in Table 20 and illustrated in the Future Land Use Map. These land use categories and the policies associated with each are described in detail in Tables 21 through 25.

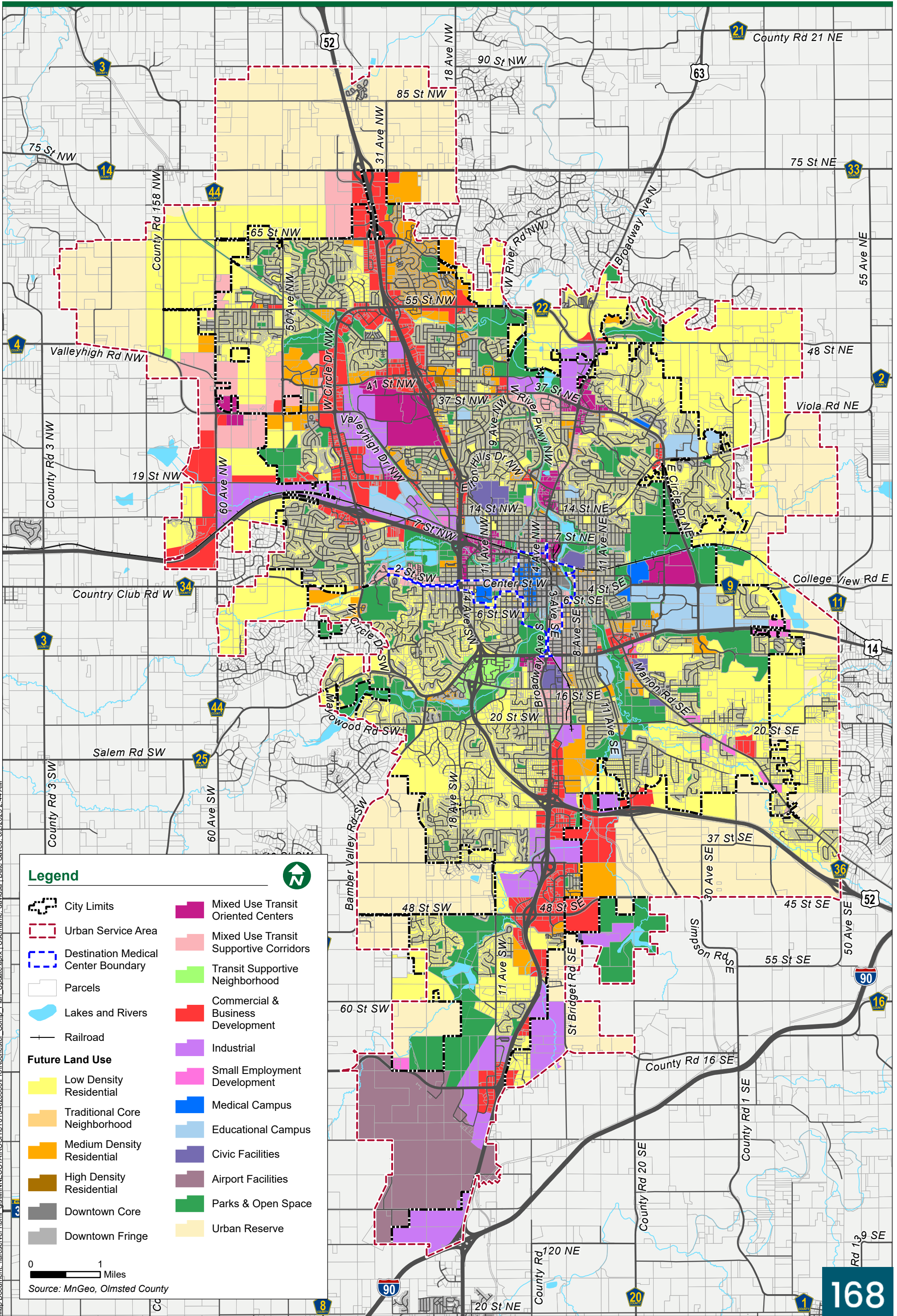
Future Land Use Category Descriptions

The key characteristics of each Future Land Use Map category are discussed in Tables 21 through 25, focusing on the following five elements:

- ▶ **Use Characteristics** | Discussion of the typical site and building characteristics of uses within the land use category
- ▶ **Range of Density/Intensity** | An indication of the development intensity typically associated with uses in the land use Category
- ▶ **Mix of Uses** | Discussion of the typical uses associated with the land use category
- ▶ **Locational Characteristics** | Considerations that are important to the siting or development of uses in the land use category
- ▶ **Transportation Requirements** | Discussion of the access or locational needs of typical uses relative to the transportation infrastructure of the community

TABLE 20: FUTURE LAND USE MAP CATEGORIES

<p>RESIDENTIAL TABLE 2-6</p>	<ul style="list-style-type: none"> ▪ Low Density Residential ▪ Traditional Downtown Neighborhood ▪ Medium Density Residential ▪ High Density Residential ▪ Neighborhood Destinations
<p>MIXED USE Table 2-7</p>	<ul style="list-style-type: none"> ▪ Downtown Development Core ▪ Downtown Development Fringe ▪ Mixed Use Transit Oriented Centers ▪ Mixed Use Transit Supportive Corridors ▪ Transit Supportive Neighborhood Corridors
<p>NON-RESIDENTIAL Table 2-8</p>	<ul style="list-style-type: none"> ▪ Commercial & Business Development ▪ Industrial Development ▪ Small Employment Development
<p>COMMUNITY ANCHORS Table 2-9</p>	<ul style="list-style-type: none"> ▪ Medical Campus ▪ Educational Campus ▪ Civic Facilities ▪ Airport Facilities
<p>PRESERVATION AREAS Table 2-10</p>	<ul style="list-style-type: none"> ▪ Parks & Open Space ▪ Urban Reserve ▪ Urban Influence Area



Map Document: \\arseserver1\hmi_d\gis\MINNESOTA\ROCH\16134020000\Comp_Plan_Update.aprx | User: david.s. | Date: 6/2/2025 2:44 AM

Table 21: Residential Categories

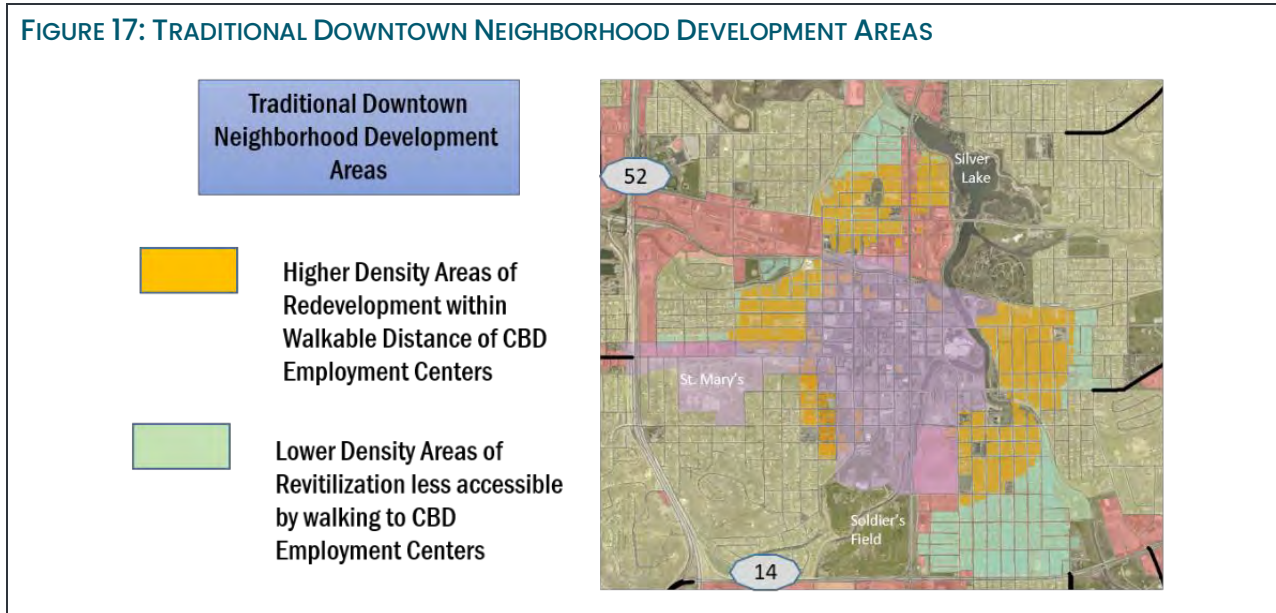
Residential land uses occupy the majority of the land area in the city. The Future Land Use Map reflects the wide variety of housing opportunities that exist in Rochester. While some residential land uses may occur in mixed-use areas, the four categories below describe the areas that are predominantly residential. Five categories of residential development are identified in the plan, including: Low Density Residential Development Areas, Traditional Downtown Neighborhood Areas, Medium Density Residential Development Areas, High Density Residential Development Areas and Neighborhood Destination Development Areas.

LOW DENSITY RESIDENTIAL DEVELOPMENT AREAS	
Characteristics	Neighborhoods are intended primarily for single-family housing in a detached or attached home configuration. Where appropriate, low-density residential areas may include other single, isolated uses that are of similar character, form and scale and supportive of neighborhood living (such as small-scale neighborhood groceries, convenience retail or small offices). While the low-density range allows a diversity of styles, the predominant use will be owner-occupied housing. It also allows for neighborhood public and institutional uses such as churches, neighborhood schools and parks. The City recognizes the need to protect and maintain areas of low-density housing to meet the market demand for stable residential neighborhoods.
Desired Pattern	Many of the low-density neighborhoods developed in the last half century tend to be exclusively residential and isolated from supportive neighborhood uses, requiring residents to rely more on driving to access shopping and employment destinations. In new neighborhoods, a more integrated pattern is encouraged to provide for small areas of neighborhood supportive service and retail uses on sites that may be less desirable for housing use due to impacts of major streets or nearby higher intensity use.
Range of Density	Density will vary but generally will be in the range of four to seven units per acre. Secondary neighborhood supportive uses, such as office or small convenience retail, shall be sensitive to the neighborhood context, with development at a compatible scale and design to the surrounding neighborhood homes and lot sizes.
Mix of Uses	Principal uses include single-family detached and attached housing and may include duplexes, townhomes and small-scale multi-family up to six units per building. Small-scale secondary uses, including small professional offices, live-work units or small neighborhood-oriented markets and shops, may be accommodated. Complementary public and institutional uses such as churches, schools, neighborhood parks and recreation facilities are appropriate in low-density areas.

<p>Location</p>	<p>Low-density residential uses are most suitable in areas with the following characteristics:</p> <ul style="list-style-type: none"> • Having varied terrain, but outside areas that are flood-prone, poorly drained or with slopes over fifteen percent • Buffered from the incompatible aspects (traffic/light/air/noise pollution) of industrial, commercial and high activity institutional uses • Served by neighborhood park, school and other public facilities within a half mile walking distance or less • Near neighborhood or community shopping services • Secondary uses should be located along the major street system or at the intersection of residential collector streets serving the area.
<p>Transportation Considerations</p>	<ul style="list-style-type: none"> • Local residential street designs are suitable to serve dwellings, which should have access to local residential streets • Residential areas shall also be designed to provide for an interconnected network of streets and pedestrian walks with inter-connectivity to adjacent developments, providing multiple ways in and out of the neighborhood, except where such connectivity is precluded by constraints resulting from the physical layout of existing development or environmental features. • Low-density residential development may be bounded by, but should not be penetrated by, major collectors or any arterial streets. • New neighborhoods should be served by connections to or have plans identified as to how the development will connect to the city-wide network of off-road trails and paths.
<p>Design Considerations</p>	<p>All housing styles in a low-density area should have individual outdoor entrances. Efforts should be made to avoid creating islands of attached or multifamily homes in the middle of a block of single-family detached homes. Multi-unit structures, along with small offices and retail/service, should be located on block corners or along the edges of multi-block neighborhoods of single-family dwellings.</p>
<p>TRADITIONAL CORE NEIGHBORHOOD DEVELOPMENT AREAS</p>	
<p>Characteristics</p>	<p>Established residential neighborhoods that incorporate a variety of moderate-density housing located near the central development core or major institutions, with small-scale retail and service businesses at locations along non-residential collector or arterial streets. This classification is intended to provide flexibility to allow for a range of housing styles that provide housing opportunities for households at various stages of their life cycle. Some buildings may have both housing units and businesses included.</p>
<p>Desired Pattern</p>	<p>The Traditional Core Neighborhood is typically more compact with small lots (typically between 4,500-7,000 square feet), an interconnected network of sidewalks and streets, and in some cases, alley-loaded garages or parking. This designation encompasses many of the City’s original neighborhood settlements. The incorporation of a variety of housing types and price ranges is encouraged to provide a choice of housing for residents in areas with convenient walking proximity to downtown.</p>

<p>Range of Density/ Intensity</p>	<p>Density varies, generally in a range of eight to 20 units per acre. Higher density may be accommodated on multi-lot sites in the blocks along the edge of neighborhoods abutting the downtown development core or along major travel gateways into downtown. Development at the higher end of the density range should be located primarily in areas whose access or proximity to downtown provides for a 15 to 20-minute walk time to the center of downtown or where access to public transit is available, providing a comparable travel time to the downtown transit center. Areas located further away from the downtown core should be developed at the lower end of the density range to accommodate the likelihood that households may be more auto-dependent, given longer travel times to downtown or major institutional destinations.</p>
<p>Mix of Uses</p>	<p>Principle uses include a variety of housing styles, including single-family and multi-family detached, attached or apartment/condominium styles. Secondary uses include small professional offices, live-work units and small neighborhood-oriented markets and shops. Complementary public and institutional uses such as churches, schools, parks and recreation facilities are also found in these neighborhoods.</p>
<p>Location</p>	<p>Traditional Downtown Neighborhoods are located in areas proximate to the Downtown Development Core and Fringe, as shown in Figure 2-12, where access to destinations in the urban core is walkable and a strong pedestrian orientation exists at a neighborhood scale. New development and/or redevelopment should be targeted towards areas along the periphery of the Downtown Development Core or Fringe or along the major streets in the area.</p>
<p>Transportation Considerations</p>	<p>Areas will typically have a traditional street grid with a fully connected sidewalk system and accessible transit, pedestrian and bicycle connections to the downtown core. Streets should have a high level of pedestrian amenities and streetscaping.</p>
<p>Design Considerations</p>	<p>Buildings are often on smaller lots and set closer to the street to form a street edge with a residential appearance. Primary building entrances should face the street front, with buildings oriented to the street. Off-street parking should be behind or to the side of the buildings. Policies for new non-single-family development should address architectural and site design to ensure projects complement or enhance neighborhood character and compatibility issues.</p>

FIGURE 17: TRADITIONAL DOWNTOWN NEIGHBORHOOD DEVELOPMENT AREAS



MEDIUM DENSITY RESIDENTIAL DEVELOPMENT AREAS

<p>Characteristics</p>	<p>Areas intended primarily for all forms of townhome development and apartment buildings, and, where appropriate, other uses of similar character and intensity that are supportive of medium-density neighborhoods. In some cases, portions of older single-family neighborhoods have been included in the medium density designation where locational characteristics indicate a potential need to encourage redevelopment of the area and where a significant number of apartment buildings or conversions of single-family units to multi-family use have already occurred.</p>
<p>Desired Pattern</p>	<p>Medium-density residential is generally suitable in areas where land is appropriate for residential use, but a gradual transition from low-density residential use to other higher intensity use is desired or appropriate or where other site characteristics, such as proximity to higher volume roadways, make use of the site for lower density residential use undesirable. What will distinguish sites for medium density residential use from sites for non-residential use will be convenient access to public transit, reasonable accessibility to open space areas, the ability to buffer a site from undesirable impacts of non-residential use such as noise, exterior lighting and/or parking and whether safe and secure multi-modal connectivity for not just cars, but also pedestrians and bicyclists, can be provided to the larger city network of sidewalks, trails and paths.</p>
<p>Range of Density/ Intensity</p>	<p>Density will vary but generally will be in the range of 20 to 40 units per acre, with densities at the lower end of the range appropriate for sites abutting low-density residential areas. Office and other Service/Retail uses should be scaled to provide for comparable per-acre vehicular traffic generation and building scale as the primary multi-family residential use.</p>

<p>Mix of Uses</p>	<p>Primary uses include residential multi-family, including townhomes, garden apartments, condominiums, zero-lot line dwellings or suburban style apartment complexes. Student housing and manufactured home parks also fit in this category. Supporting uses include neighborhood-oriented retail and services along major arterial and collector streets abutting the development area. Complementary public and institutional uses such as churches, schools, parks and recreation facilities are also appropriate.</p>
<p>Location</p>	<ul style="list-style-type: none"> • Medium-density residential uses are generally most suitable in areas: • Having levels to fairly rolling terrain, outside areas that are flood prone, poorly drained or have steep slopes • In close proximity (half mile to one mile) to employment centers or high activity/amenity locations such as near parks, recreation areas and major institutions • Buffered from the incompatible aspects (traffic/light/air/noise pollution) of industrial, commercial and high activity institutional uses • With neighborhood parks, school parks or mini-parks within ½ mile walking distance • Near neighborhood or community shopping facilities and services
<p>Transportation Considerations</p>	<p>This land use should have reasonably direct access to the major collector or arterial street system; the primary access should not be a local residential street that serves primarily single-family dwellings. The primary access street should generally meet the design criteria for a residential collector or non-residential collector street or a lower volume arterial street as classified in the Long-Range Transportation Plan. Site locations should be easily accessible to and have access within ¼ mile of the public transit network. The development site should have connectivity to the existing or planned city-wide network of trails and paths.</p>
<p>HIGH DENSITY RESIDENTIAL DEVELOPMENT AREAS</p>	
<p>Characteristics</p>	<p>Areas typically located near the fringe of the Downtown Development Core or major Campus Institutions, with multi-family residential designed with a strong vertical orientation (multi-story). Uses of similar character and intensity, not in conflict with long-term high-density multi-family residences, such as smaller format business and service uses, are also considered suitable for this designation. Areas adjacent to transit-oriented centers or sites adjacent to other regional or community centers intended for markets such as senior housing that generate low levels of vehicular traffic are appropriate if planned at the low end of the recommended density range.</p>
<p>Desired Pattern</p>	<p>High-density residential development will generally be found in areas adjacent to the Downtown Central Development Core or Fringe of the city in a traditional urban setting with relatively small blocks and a grid street system that contributes to a walkable urban environment. In such settings, it is important for buildings to make a positive contribution to the public realm by minimizing the shadowing of sidewalks as well as public and private spaces, while protecting the quality of life by providing access to natural light, views to</p>

	the sky and privacy and fitting harmoniously within the context of surrounding buildings.
Range of Density/ Intensity	Density will vary, but will generally be in the range of 40 to 120 units per acre, with higher densities permitted on sites located within a one or two-block distance of the downtown development core or downtown medical and educational campus areas. Ground floor commercial street frontage integrated into a residential building is encouraged.
Mix of Uses	Primary uses include high-rise apartment buildings and condominiums, hotels, senior housing or life care facilities providing housing within walkable proximity of downtown employment and services or which support community anchors such as major medical or educational institutions. Supporting uses include ground floor retail and service uses and above-ground office uses as part of a vertical mixed-use development with no more than a minor portion of the floor area devoted to non-residential uses. Free-standing office and service use of a lower intensity nature may be considered are not encouraged.
Location	High-density uses are most suitable in areas with the following characteristics: <ul style="list-style-type: none"> • Areas where there is demand from households desiring walkable proximity to a diverse urban environment, such as adjacent to major employment centers, the Downtown Urban Core or major institutional anchors in the community • Not adversely affecting adjoining low-density or traditional downtown neighborhood residential areas • Having convenient access to transit service, open space and other urban public spaces within ¼ mile walking distance
Transportation Considerations	<ul style="list-style-type: none"> • Having convenient pedestrian access to major employment centers, civic facilities and high activity commercial and service areas • Having strong connectivity to existing or planned pedestrian and bike infrastructure • Having access to frequent bus service either through proximity to multiple bus routes or location along a Primary Transit Network corridor
Design Considerations	Development should be compatible with the principles of walkable urban development, with architectural elements that add interest at street level, sidewalk widths consistent with adjacent high-intensity development areas, appropriate lighting and streetscaping provided. Building design principles and materials should promote a sense of quality and permanence, with design that contributes to a sense of enclosure and setbacks above a certain height (generally two to four stories) to allow daylight into streets and open spaces.
NEIGHBORHOOD DESTINATION DEVELOPMENT AREAS	
Characteristics	Neighborhood destinations contain the most intensive activity area in a neighborhood, typically drawing people from the neighborhood and outside

	<p>the neighborhood on a regular schedule. Uses characteristic of a neighborhood destination include institutions such as larger elementary schools or community churches, non-residential uses that exceed the small footprint of businesses permitted with the residential land use categories and recreation facilities. By providing a focal point for activity, a Neighborhood Destination helps define the neighborhood as a specific place. Because these uses are smaller in scale than community anchors such as middle schools or specialized sports facilities and are typically integrated in residential neighborhoods, they are particularly suited to a pedestrian-friendly design and character.</p>
Desired Pattern	<p>Neighborhood Destinations are not mapped in advance of development but are intended to recognize existing uses as well as potential future uses that should be approved only after consideration of site and locational characteristics.</p>
Range of Density/ Intensity	<p>The size and composition of a neighborhood destination use may vary depending on the location, access, surrounding neighborhood character, local desires and market considerations. The size will be controlled by meeting performance expectations relative to lot coverage, open space and the ability of the transportation system to accommodate access demand.</p>
Mix of Uses	<p>Neighborhood Destinations can include public or semi-public activities such as community parks, general recreation facilities, government buildings or schools; higher density special purpose housing such as assisted care facilities, commercial day care and pre-school facilities; and small commercial or office centers.</p>
Location	<p>Neighborhood destination uses should generally be located along major collector or arterial streets or, where anticipated traffic generation is similar to that generated by single-family dwellings on a per-acre basis, along residential collector streets. Sites should be generally located at the intersection of such streets so as to provide more street frontage with less abutting private property frontage.</p>
Transportation Considerations	<p>The site should be served by transit and should be served by a connected network of non-motorized facilities (sidewalks, trails, paths) that serve all residences within a ½ mile walking distance of the site. Traffic calming features may be needed to ensure that vehicular traffic operates in a manner consistent with the character of the neighborhood.</p>
Design Considerations	<p>The site should be laid out with generous green or open spaces, with buildings and structures set towards the center of the site and stepped down, transitioned and buffered towards abutting residential uses.</p>

Table 22: Mixed-Use Categories

There is a total of five Mixed-Use Development Area types identified in the plan, including: Downtown Development Core Area, Downtown Development Fringe Area, Mixed-Use Transit-Oriented Centers, Mixed-Use Transit Supportive Corridors and Transit Supportive Neighborhood Areas.

DOWNTOWN CENTRAL DEVELOPMENT CORE AREA	
Characteristics	As the physical and economic center of the city, the Central Development Core provides for the highest concentration of employment, activities that attract a high volume of visitors and a wide mixture of uses in an active, highly walkable environment. This area is intended to provide a range of work, social and recreational choices that draw people throughout the day and into the evening. The Central Development Core is home to the tallest and most intense building development in the city, with a variety of building types and heights ranging from 20+ stories. Building fronts are located at or close to public sidewalks and incorporate active street frontage designs. The area reflects the goals and objectives of the Downtown Master Plan and Destination Medical Center Vision. It includes creative open spaces that support community gathering and celebratory functions. The highest density of development (jobs and population) is provided in this area; it is the central hub of the city.
Desired Pattern	Mixed-use development projects primarily provide for uses mixed on a vertical scale. Development should follow traditional urban forms regarding building siting and massing to produce a pattern of development that provides a significant pedestrian and transit orientation and development integrated with its surroundings. Architectural and site design techniques should be used to define desirable pedestrian and public spaces; building fronts should include ground floor uses along with design features that will provide for active street frontages.
Range of Density/ Intensity	Typical FARs will generally be between 4.0 and 12.0, although higher intensities can be supported with appropriate strategies to manage transportation and site design issues. High residential densities of 50-200 units per acre are appropriate, depending upon context and very high densities over 200 units per acre may be considered.
Mix of Uses	The mix of uses includes a broad range of commercial and business services, office, high-density residential, lodging, food and beverage, entertainment, institutional uses and clean research and development activities. Uses that diminish transit and pedestrian character, such as automobile services or drive-thru uses, should be discouraged. Further guidance for specific subareas in the Central Development Core is

	provided by the Downtown Master Plan and Destination Medical Center Vision.
Location	Encompasses those areas typically identified as part of the Central Business District and adjacent areas south of the Canadian Pacific Railroad corridor, west of the Zumbro River and generally north of Soldier’s Field Golf Course and east of the Mayo Medical Center Central Subdistrict Campus area.
Transportation Considerations	<p>Transportation needs in the Central Development Core are uniquely supported by the convergence of a network of major streets that bring traffic into downtown; however, the capacity of these streets is unlikely to fully handle travel demand from the intensity of development anticipated in the Downtown Master Plan and DMC Plan. Strategies to move more people more efficiently within existing transportation corridors will be necessary. As a result, alternative mode enhancements and stricter management of parking will be considered as development proceeds in the area. Reducing vehicle travel demand into and within the downtown area will rely on:</p> <ul style="list-style-type: none"> • Expansion of the multiple public and private transit systems that serve the area, supported by development of a downtown circulator system; this expansion will require added transit infrastructure that will need to be considered during review of development • Expanded use of parking strategies such as shared parking, execution of travel demand management measures to reduce vehicular traffic, improved pedestrian and bicycle networks to enhance non-motorized accessibility and advanced wayfinding systems • Direct or indirect connections to the downtown skyway and subway system
Design Considerations	In the Central Development Core, vertical mixed-use buildings are encouraged and preferred over single-use buildings. Active street front uses with attractive pedestrian frontages and design that opens the building wall to allow visual interaction between sidewalk traffic and activities within the street-level building frontages are encouraged. Structures should maintain and reinforce the visual distinctiveness of downtown and its subdistricts. New buildings and public spaces should respect and be sensitive to design integrity by enhancing visual continuity and sense of place, using building materials and design features sensitive to the character of downtown and reflecting excellence and high quality in their design. Development should incorporate climate-sensitive site and building design practices. Development should incorporate the Destination Medical Center District Design Guidelines.
DOWNTOWN DEVELOPMENT FRINGE AREA	
Characteristics	The Downtown Development Fringe area provides a mix of uses like but more limited in scale than those seen in the Downtown Development Core.

	<p>The Downtown Development Fringe should provide a gradual transition between the more intensive business-oriented Downtown Development Core and adjacent lower-intensity, traditional residential neighborhoods. Land use intensity, both in terms of height and bulk, should decrease as distance from the central development core increases, further defining the transition between the urban core uses and adjacent neighborhoods.</p>
Desired Pattern	<p>Vertical mixed-use development is encouraged, although single-use residential buildings are appropriate as transitions to the lower intensity of abutting Downtown Traditional Neighborhoods.</p> <p>Development should be designed to produce compact, pedestrian-oriented development. Human-scale design and architectural elements are encouraged, including elements such as awnings, small storefronts, distinctive streetscapes and other human-scale building details.</p>
Range of Density/ Intensity	<p>Intensity will vary, but will typically reflect FAR ratios 2.0 to 6.0, with residential densities in the range of 40 to 80 units per acre. Higher intensity development will be located on blocks nearer to the central development core and lower intensity on blocks nearer adjacent downtown neighborhoods. Design factors such as transitional height limitations and setbacks will influence intensity levels.</p>
Mix of Uses	<p>In the Downtown Development Fringe area, the principal uses include medium to high density residential, lodging, professional offices, small shops and restaurants, neighborhood services, institutional uses and small-scale artisanal industries including live-work units.</p>
Location	<p>The Downtown Fringe is intended to apply in those areas of the larger Downtown Development area that provide for a transition between the intense central core area and traditional downtown neighborhoods, as well as along the 2nd Street SW corridor between the Mayo Medical Center Downtown campus and the Mayo-St. Marys Hospital campus.</p>
Transportation Considerations	<p>The Downtown Development Fringe Area will benefit from the downtown transportation system being developed to support the intensification of the central development core. The same network of major streets supporting the Central Development Core also serve the Downtown Fringe; anticipated capacity limitations will impact the Fringe as well. As a result, enhancing alternative modes and better management of parking demand will need to be considered in the Downtown Fringe to reduce vehicle travel demand.</p> <p>Developments will be expected to accommodate improvements to the downtown transit infrastructure, minimize the need for on-site parking and consider the role that travel demand management measures can play in reducing vehicular traffic generation associated with development. Pedestrian and bicycle amenities will also be important, as the Downtown Development Fringe is well situated to facilitate higher use of walking trips</p>

	and benefit from the eventual development of the City Loop—a high-quality urban trail proposed as part of the Destination Medical Center Vision that will interconnect all the various subdistrict areas with the downtown.
Design Considerations	Given the less intensive non-residential nature of the Downtown Development Fringe and higher proportion of residential housing anticipated in this area, there should be an emphasis on creating pedestrian-oriented streetscapes that provide for a safe and comfortable environment for travel within the area as well as from adjacent neighborhoods to the downtown development core. While not all buildings will have active street front uses, those that do should provide features that foster a sense of permeability. Non-active frontages should include details that will add interest to the pedestrian environment, supported further by attractive streetscapes and site landscaping. On-site parking should generally be provided within the building or, if provided outside, should be screened and landscaped to reduce its visual impact.
MIXED-USE TRANSIT-ORIENTED CENTERS	
Characteristics	Mixed-Use Transit-Oriented Centers are intended to create places that are unique in scale, development intensity and mix of uses. These include a range of medium to high-density housing along with a broad mix of employment, shopping and civic uses in distinctive “Urban Village” or “Urban Center” settings, within an easy walk of a transit stop or hub. Located at nodes along the Primary Transit Network (PTN), these locations benefit from a combination of good accessibility, access to open space or public amenities and capacity for increased development. The PTN Network will enhance access to these sites over time by providing increasing transit frequency and improved transit quality. Development in these centers will be pedestrian-oriented with a strong emphasis on design and street-level activity and range in scale from low- to mid-rise. It is important to highlight that transit-oriented development (TOD) is an approach rather than a pre-determined program of development, the object of which is to create pedestrian-friendly activity zones near major transit hubs along the PTN. TOD emphasizes land use densities that are sufficient to support transit, maximizing the number of residents and employees within a convenient walk of transit facilities. See the sidebar on page 105 for further discussion of TOD.
Desired Pattern	Development within a Transit-Oriented Center or Village should accommodate both appropriately scaled vertical and horizontal mixed-use and be organized along a density and intensity gradient that considers the pattern of surrounding land use areas and planned multimodal PTN transportation corridors. The highest density and intensity of development shall be located within walking distance to public civic spaces and existing or planned transit facilities. Given the anticipated density of development, parking solutions including reduced parking requirements, shared parking, additional on-street parking, structured parking and the provision of district

	parking facilities serving multiple uses should be explored to minimize the proliferation of parking serving single sites. Development of these centers should transition away from the most intense area near the core of the center by utilizing designs that “step down” towards existing adjacent neighborhoods and ensure that adjacent low-density residential uses are properly screened or buffered.
Range of Density/ Intensity	The range of intensity and density will generally vary; FARs will typically fall into the range from 1.0 to 3.0, with more intense FAR levels near the nodal center. Residential densities will typically range from 20 to 60 units per acre. The combined level of population and employment density in the center should exceed 25 persons per acre.
Mix of Uses	This land use is intended to accommodate a mix of uses: commercial (office/service/retail/ entertainment), civic-institutional, clean artisanal industries (without noise, odor, illumination or trucking impacts) and a range of multi-family residential styles and live/work structures. Uses should be discouraged that diminish the transit and pedestrian character of the center or village.
Location	Land uses will generally be concentrated within a ¼ to ½ mile radius of the center of the TOD node, which would typically be centered on the PTN corridor and its intersection with a major cross street or major access street to the area. The Mixed-Use Center will typically include an area of approximately 40-160 acres of developed land area once fully realized. The size of the center or village will generally enable a 10-minute or less walk to the centrally located transit hub from anywhere within the center and a 15 to 20-minute walk across the entire district.
Transportation Considerations	While the PTN corridor serving the Mixed-Use Center will provide primary access, these centers should be located where two or more transit service corridors or major collector/arterial streets provide good access from multiple directions. Mixed-Use Transit Centers should have a high level of pedestrian connectivity to surrounding residential areas, with a high-quality pedestrian environment featuring street-oriented buildings and attractive streetscaping within the center or village, while improving the ability to accommodate vehicular traffic through access management and street operations improvements.
Design Considerations	The development scale associated with this designation is intended to allow for more intense development in core areas of centers and along the PTN corridor near transit stations, while providing transitions to adjacent residential areas. New development should be subject to architectural and site design guidelines to ensure compatibility with the adjacent neighborhood character.
MIXED-USE TRANSIT SUPPORTIVE CORRIDORS	

<p>Characteristics</p>	<p>This designation is intended to encourage development of transit-supportive densities of commercial, residential and employment uses in both vertical and horizontal mixed-use configurations along the Primary Transit Network (PTN) corridors, where public services are planned to include development of high-quality, high-frequency transit service. The designation is applied along some of the city’s busiest, widest and most prominent streets that serve as gateways to the Central Development Core and other major urban development destinations. The intent is to transform these corridors over time into places that can succeed as attractive locations for lower intensity, mixed-use development, developed in a manner that is attractive and safe for pedestrians while continuing to play an important role in the City’s vehicular transportation system. This category is similar to the Mixed-Use Transit Supportive Centers category except that the density and intensity of land development are expected to be less than in the Mixed-Use Centers, with proper transition provided to adjacent low-density residential development.</p> <p>Where applied to roadway corridors characterized by “strip” commercial uses, the intent is to encourage infill and redevelopment to create a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses, a wider array of economically viable uses to replace uses experiencing declining customer traffic and sites exhibiting physical decline. Such areas may also represent opportunities for the introduction of higher density and/or mixed-income housing, with negligible impacts on nearby single-family neighborhoods. The historic auto orientation of these corridors should be transformed over time to provide a more balanced, multimodal environment that is more accommodating to transit and non-motorized users.</p>
<p>Desired Pattern</p>	<p>In Mixed-Use Transit Supportive Corridors, building fronts will be oriented towards the primary transit corridor. Corridor designations will generally extend no more than one block in depth along either side of the corridor. Safe, attractive transit stops and pedestrian and bicycle paths are provided. A variety of housing styles—apartments, condominiums, row-houses and houses on smaller lots—are located along or near the corridor. Buildings shall be oriented to define the street edge, fronting widened sidewalks with street trees, attractive landscaping, benches and easily accessible transit stops. Parking should be located to the rear of the building or the side where lots are shallow, with appropriate screening.</p>
<p>Range of Density/ Intensity</p>	<p>The range of intensity and density will generally vary, with FARs that generally fall into the range from 1.0 to 2.0 and residential densities that will typically range from 15 to 30 units per acre. FARs and building heights should be great enough to generate a combined population and employment density of 25 persons per acre to support planned high-quality transit service.</p>

Mix of Uses	This land use is intended to accommodate a wide range of mixed-use development, including neighborhood and community-oriented retail and service uses, clean, low-impact artisanal industrial uses and all types of low and mid-rise multiple-family dwellings such as senior housing, apartments, townhomes and similar attached housing.
Location	Areas of Mixed-Use Transit Supportive Development will be located along block faces facing a PTN corridor in areas located between Mixed-Use Transit-Oriented Centers.
Transportation Considerations	Mixed-Use Transit-Supportive Corridors should have a walkable pedestrian environment to provide strong pedestrian connectivity to transit stops and between uses. Street design should be typical of urban business or transit service districts, including wider sidewalks, attractive streetscaping, pedestrian-scale lighting and smaller-scale business signage. The ability to accommodate vehicular traffic should be enhanced through access management and street operations improvements.
Design Considerations	New development should be subject to architectural and site design guidelines to ensure compatibility with neighborhood character, with buildings that are of appropriate scale and intensity and developed in a broadly consistent manner. Building design should include architectural elements that add interest at the pedestrian level.

TRANSIT SUPPORTIVE NEIGHBORHOOD CORRIDORS

Characteristics	<p>Transit Supportive Neighborhood Corridors are primarily residential in character with intermittent commercial uses clustered at intersections of collector and arterial streets or where the corridor area is transitioning into more intense development centers or non-residential use areas. Scattered small, neighborhood-scale office or neighborhood service uses may be found in the more central parts of these corridors due to historical neighborhood development. Housing in these corridors typically will reflect of mixture of housing of various styles, sizes and densities, generally located within a five to ten-minute walk of a neighborhood serving commercial uses, civic or open space uses.</p> <p>New development can include low to medium density residential, along with small-scale commercial or office use. Small vertical mixed-use, generally two stories in height, with pedestrian-oriented retail, office or service uses at street level and upper story housing is appropriate. Parking lots should not dominate the frontage and should be located behind or on the side of buildings and screened from abutting single-family residential use. Conversion of residential uses in the middle of predominantly residential block areas to commercial use should be discouraged.</p> <p>Transit Supportive Neighborhood Corridors may support development of “Mini-centers” at selective intersection locations, which are intended to be small, mixed-use centers with residential use as a component. The</p>
-----------------	---

	<p>emphasis on residential is intended to add market demand for neighborhood businesses and to provide density to support enhanced transit service. Drive-through facilities, including gas stations and similar auto-oriented uses, should not be allowed.</p>
Desired Pattern	<p>Transit Supportive Neighborhood Corridors feature highly-connected street systems and sidewalk networks with development on smaller lots and street-facing buildings.</p>
Range of Density/ Intensity	<p>Typically, non-residential building sites will be developed with a FAR of less than 0.25, with residential densities in line with moderate or medium density residential land uses (an average of 10 to 25 units per acre).</p>
Mix of Uses	<p>Uses may include corner stores, restaurants, bakeries, hair salons, dry cleaners, video stores, small professional offices, retail banking or similar uses that fit the size, scale and intensity of the neighborhood setting. Live-work units should be accommodated, with integrated residential use highly encouraged. Moderate or medium density residential use is permitted, with more intensive residential development directed to areas near commercial nodes or where the corridor is transitioning to other predominant uses. New uses that diminish the transit and pedestrian-oriented character of the corridor should be discouraged, such as automobile service and drive-through uses.</p>
Location	<p>Transit Supportive Neighborhood Corridors are located along non-residential collector and arterial street corridors where public transit service is available throughout the workday at one-hour headways or better—providing interconnection to the Primary Transit Network—or along parts of the Primary Transit Network that abut established low-density neighborhood areas.</p>
Transportation Considerations	<p>Transit Supportive Neighborhood corridors will feature highly-connected street and pedestrian systems as well as safe access to the bikeway network, providing accessibility to employment areas as well as open space and recreation areas. The corridor will be served by transit facilities and services. The designated corridor may be a principal travel route for part of the city.</p>
Design Considerations	<p>Buildings at an appropriate scale and intensity compatible with nearby residential development are critical. Site design should maintain a largely residential building character. Buildings should be oriented to the street and provide convenient and easily identifiable sidewalk entries to encourage pedestrian access. Parking lots should not dominate the frontage and should be located behind or on the side of buildings.</p> <p>Street design may take on elements of the “Main Street” design concept discussed in Part 5 of this section to provide more of a village feel to the corridor.</p>

Table 23: Non-Residential Categories

Retail, service and employment areas provide desirable locations to capture future employment growth and support for a strong and diversified economy. These designations are intended to apply to larger concentrations of commercial and industrial uses. Such properties may not be expected to undergo redevelopment or a change in use over the Plan horizon and the immediate areas in which they are located may not be suitable for the introduction of mixed-uses. Three non-residential categories are identified in the plan, including: Commercial and Business Development Areas, Small Employment Development Areas and Industrial Development Areas.

COMMERCIAL AND BUSINESS DEVELOPMENT AREAS	
Characteristics	This category provides for a wide variety of retail, office and employment uses. It encompasses areas dominated by existing commercial uses and areas of proposed development where the predominant use is intended to be retail, office or employment. These areas typically exhibit a style of development referred to as suburban, with customers and employees primarily arriving by automobile and are typically located in areas with convenient access to major roadways featuring large setbacks from the street. Parking is provided by surface lots, often oriented to the street frontage of the development. Building heights generally range from one to two stories, consistent with historic commercial development patterns.
Desired Pattern	<p>Sites are often developed in a conventional subdivision style, with individual uses on individual lots and parking and other site amenities constructed separately for each use. Business centers in the style of a shopping center with common parking and coordinated overall site design may be used and are encouraged. Business development may also occur in the style of a Business or Office Park, where buildings are constructed in a “campus” like setting with coordinated access, parking, landscaping and stormwater management.</p> <p>Another predominant style of commercial and business development is the commercial corridor, a linear, auto-oriented pattern that stretches along the frontage of major roadways. New strip commercial areas should be discouraged, with existing development constrained to existing corridor areas and the revitalization of established commercial corridors is encouraged over time to promote the transformation of these areas into locations that are more walkable with a broader variety of uses. Constraints and challenges for commercial corridors to remain viable exist, as they typically will feature dated site design, with multiple mid-block driveway access, inadequate landscaping and limited pedestrian access and circulation. Most of these areas were developed in an ad-hoc manner, creating several parcels that have become functionally obsolete and more difficult to assemble than under a unified development scheme.</p>

	<p>Efforts should be made to enhance the economic vitality of commercial corridors through the introduction of a more pedestrian and transit-friendly pattern of development over time by infill and redevelopment. Those legacy commercial corridors located along future transit-oriented growth corridors are generally categorized into one of the transit-supportive mixed-use corridor categories to accommodate a broader mix of uses and promote a change in design character over a shorter period of time.</p> <p>Redevelopment of shopping centers, big box retail or other large-footprint commercial uses with large surface parking areas into a more traditional community design—with the introduction of a street and block grid comparable to the historic city grid—is encouraged to revitalize underused or abandoned large-footprint commercial areas.</p>
Range of Density/ Intensity	Intensity may vary, with typical development intensity in the range of 0.3 to 1.2 FAR.
Mix of Uses	Mixture of retail, service, office, research and development, lodging, entertainment, food and beverage and other customer-oriented businesses, including community and regional centers. Large footprint retail such as auto dealers, printers, home improvement stores and garden centers are also found in this category. Housing is not considered an appropriate use due to the lack of residential amenities and deleterious effects of commercial development, such as noise, lighting and traffic. The introduction of residential into predominant business areas also has the potential to restrict the range of uses that can occur in areas intended for the broadest range of non-residential use.
Location	Commercial and business areas typically abut or are located on sites with convenient automobile access to freeways, arterials or major collectors. They may border medium-to-high-density housing areas. Preferable site characteristics include areas with good visibility from passing major roadways.
Transportation Considerations	Lands in this category should be in areas with convenient access to regional or urban highways is available. Transit services should be available to improve employee accessibility and improve access for customers who do not have personal vehicles available to them.
Design Considerations	Sites should provide some type of physical buffer when abutting lower-density residential uses to reduce the impact of site lighting, traffic demand and truck noise. Office uses may be used to provide a transition between more intense retail uses and surrounding neighborhoods. Signage and other advertising should be attractive and in character with the building.
SMALL EMPLOYMENT DEVELOPMENT AREAS	
Characteristics	The Small Employment Development category is intended for areas that will be developed primarily with business and service uses of a non-retail nature, typically in a low-rise or flex space development pattern on smaller

	lots in areas of lower land value (in terms of value for non-residential use) that do not have prime access locations along higher volume major streets. These areas are typically found at the edges around more intense commercial or industrial areas, in small, isolated pockets of land leftover from earlier development eras and abutting residential uses in areas deemed as transitional zones.
Typical Pattern	Developments will predominantly feature a conventional subdivision pattern —uses developed on individual lots, with surface parking and minimal landscaping.
Range of Density/ Intensity	The range of intensity for uses is generally up to a FAR of 0.50 on contiguous sites that generally less than 10-15 acres in size.
Mix of Uses	Uses found in Small Employment Development areas typically include the headquarters of construction tradesmen, small specialty wholesalers, business services, repair services, equipment rental, creative services and small artisanal industrial users involving light assembly.
Location	Typically found adjacent to or abutting retail or industrial areas on sites that are relatively flat without major impediments to development. May also be located adjacent to mixed-use areas in older parts of the city where legacy non-residential development exists. Sites will generally be located near, but not directly fronting, major roadways.
Transportation Considerations	Local industrial or commercial streets will provide direct access to individual uses. These streets should connect directly to major collectors or arterials and not result in additional traffic on any residential streets.
Design Considerations	When abutting low, medium or traditional downtown residential use, suitable buffering or screening should be provided to lessen the impacts of lighting, noise and outdoor storage of trucks and materials.
INDUSTRIAL DEVELOPMENT AREAS	
Characteristics	<p>Industrial Development consists primarily of areas providing for economic activity in the realm of manufacturing, fabrication, assembly, storage and distribution of products and goods in a manner and character that may generate some external impacts due to the presence of regular heavy truck traffic or from noise or lighting. Office and/or research and development activities related to primary industrial activity are allowed and complementary retail and service uses should be limited in scale and carefully integrated with surrounding industrial uses.</p> <p>In addition to industrial activity, this category is intended to include public infrastructure sites such as the wastewater treatment plant, transit vehicles maintenance facilities and public works maintenance and storage yards that involve combinations of significant truck traffic and/or large areas of outdoor storage of materials or vehicles.</p>

	Levels of intensity in industrial areas will vary significantly depending on the use; however, a greater intensity of employment and building square feet is encouraged through creative design approaches. Since these uses tend to have greater external impacts than other commercial or business uses, they may require additional buffering or separation from nearby uses.
Desired Pattern	Industrial uses with greater environmental impact in terms of noise, odor, spill-over lighting or large outdoor storage areas should not be located adjacent to residential areas. All industrial uses adjacent to lower-density residential use should provide buffering either through landscaping, large setbacks and introduction of such transitional uses as office or open space.
Level of Intensity	FAR typically will be in the range of 0.5 to 1.0. New Industrial areas should be a minimum of 50 acres in size, with larger planned centers preferred to provide adequate space for buffering of adjacent uses.
Mix of Uses	Typical uses would be all manners of manufacturing, assembly and fabrication, maintenance and repair activities, research and development, small offices or office/showrooms and clean trade shops. Large footprint uses such as warehousing, distribution centers and other uses that are quasi-industrial and highway-oriented in character are also found in industrial areas. Uses with the potential for significant off-site impact, such as concrete plants, other extractive industries, junkyards /scrap yards and warehousing with outside storage of materials or equipment, are also appropriate for industrial areas with appropriate screening or buffering.
Location	Areas of industrial development should be fairly flat or level, with enough land available to provide buffers and landscaping to protect adjacent or nearby residential use or open space designations. Industrial areas may be located adjacent to higher-intensity commercial or mixed-use areas. Proposed industrial areas should have access to adequate sewer, water and power infrastructure to meet the needs of businesses in these areas.
Transportation Considerations	Reasonably direct access to arterial roadways should be available. While actual building sites do not need to abut a designated truck route, any proposed industrial development complex, when viewed as an entity, will have direct access to a nine or 10-ton truck route. Access to either rail or air transportation is also desirable. Although it is anticipated that industrial areas will be provided with transit service, not all sites within an area may be easily accessible by transit.
Design Considerations	Requires effective buffering and careful attention to site and building design if adjacent to less intense land uses. More intense industrial, in terms of externalities, will be subject to performance standards for environmental effects and nuisance mitigation.

Table 24: Community Anchor Categories

Community Anchors include medical, education and small and large-scale civic facilities that significantly contribute to the economic and cultural life of the community. They are generally designed through a master plan process, due to the highly integrated nature of infrastructure, transportation, parking and public service needs, as well as the more efficient approach master planning provides to address potential impacts to the community. Community Anchors defined in the plan include Medical Campus Area, Educational Campus Areas, Civic Facilities and Airport Facilities.

MEDICAL CAMPUS AREAS	
Characteristics	Areas include major hospitals, medical clinics and medical research, along with auxiliary and supportive uses, with campus-level infrastructure systems such as integrated on-site parking, utilities and open space guided by an overall institutional Master Plan.
Desired Pattern	Guided by the development of a Campus Master Plan
Density/Intensity	Varying densities will be established by the campus master planning process.
Mix of Uses	Primary uses include hospitals, medical clinics and medical research, with auxiliary uses such as outpatient or transitional housing for clients, lodging and related commercial, office and residential uses in the fringe areas of the district.
Location	Medical Campuses should be located on transit routes in areas with well-developed pedestrian facilities, providing interconnection to nearby residential areas and enhancing workforce access.
Transportation Considerations	Pedestrian-oriented design features should be incorporated with attention to streetscape, building frontage design and wayfinding. Management of parking to reduce the impact on street systems and nearby residential neighborhoods is important. The campus should be served by transit routes.
Design Considerations	Protect the livability of surrounding neighborhoods through adequate infrastructure and campus design. Minimize off-site impacts in collaboration with neighbors, especially to reduce automobile traffic and parking impacts. When appropriate, consider the use of parking structures to reduce the areas covered by parking lots, thereby making space available for infill and redevelopment opportunities. Campuses abutting lower-density residential areas should consider locating higher buildings towards the center of the campus facility and transitioning to lower buildings with generous open space in areas closer to the residential area to provide a buffer.
EDUCATIONAL CAMPUS AREAS	

Characteristics	This category applies to educational facilities for secondary and post-secondary education with sizable student populations planned as integrated campuses with educational, recreational, parking and open space components, which generate major peak period vehicular travel demand needs. Supportive retail may be integrated into the campus. Encourage post-secondary campus development that provides amenities and services not only for students but surrounding residents, emphasizing the role of campuses as centers of community activity.
Desired Pattern	Sites are typically developed under the guidance of an institutional master planning process.
Density/Intensity	Varying densities that will be guided by a master planning process.
Mix of Uses	This designation includes all education and support services and facilities that serve the mission of the campus, such as associated sport venues, residential student housing integrated into the campus and supportive retail or other uses targeted to campus customers.
Location	Location will vary to some degree based on facility type and size. Larger community and regional facilities should be located along major collectors and arterial streets to provide access from other areas of the community. Private facilities with smaller student populations may be able to adequately serve on secondary collectors as well as higher-order streets.
Transportation Considerations	Facilities should be located on and served by public transit routes with developed transit stops as part of the campus facility. All facilities should be located in areas with a well-developed network of pedestrian and bicycle facilities. The management of parking to avoid spillover effects in adjacent residential areas is important, as is minimizing the impact on any nearby residential streets.
Design Considerations	Minimize off-site impacts in collaboration with neighbors, especially to reduce automobile traffic and parking impacts. When appropriate, consider the use of parking structures to reduce the areas covered by parking lots, thereby making space available for infill and redevelopment opportunities. Campuses abutting lower-density residential areas should consider locating taller buildings towards the center of the campus facility and transitioning to shorter buildings with generous open space in areas closer to the residential area to provide a buffer. Uses such as parking lots or sports venues should be set back an appropriate distance from lower-density residential uses.
CIVIC FACILITIES	
Characteristics	Identifies facilities generally managed by public or non-profit entities that serve as gathering places for communal business, social, spiritual, sporting or entertainment purposes. Examples include Mayo Civic Center, Rochester Recreation Center, Olmsted County Fairgrounds and more. Smaller institutional uses, such as churches, are generally not mapped

	unless they are sites that are more than five acres in size. Institutional properties may be public or private.
Desired Pattern	Large site development will be guided by a master planning process, while smaller sites will be guided by general zoning district rules.
Density/Intensity	N/A
Mix of Uses	This category includes uses such as libraries, fire stations, police stations, government office buildings, arenas or stadiums, but not civic uses that are more industrial in nature, with maintenance yards or buildings, storage of materials and daily truck traffic associated with maintenance or service operations.
Location	Civic Facilities that generate a lot of traffic or noise may be most appropriate near major roads or near high activity centers, such as the Downtown Development Core or Fringe or jointly located with other community anchors such as Educational Campuses. Generally, smaller facilities that serve neighborhood residents are best located and most appropriate in the heart of the neighborhood(s) area(s) that it serves, with primary access to a collector or minor arterial roadway.
Transportation Considerations	Public facilities that are open for frequent public visitation should be located on transit routes and in areas with well-developed pedestrian facilities. Safe pedestrian access is a priority. Access requirements will generally relate to the size of the facility and the population it serves.
Design Considerations	Large facilities that generate significant traffic or include large buildings may require careful design and buffering when adjacent to less intense residential land uses.
AIRPORT FACILITIES	
Characteristics	The Airport Facilities property shown on the future land use map represents land utilized for the operations of the Rochester International Airport and associated commercial and industrial uses on land managed by the Airport Authority.
Desired Pattern	An Airport Master Plan and Airport Layout Plan identify the existing and proposed utilization of the airport property.
Density/Intensity	N/A
Mix of Uses	The predominant uses are aviation-related activities, along with a variety of complementary and other non-residential purposes located on airport property. Uses of abutting property are also managed through an airport zoning ordinance to discourage the siting of incompatible uses that may be impacted by effects such as noise, lighting or the risk of concentrations of people being impacted by hazards such as an airplane crash. Airfield Influence areas are identified as part of the Master Planning process to reduce the potential for impact.

Location	Applies to the Rochester International Airport environs and additional areas covered by the Airport Master Plan.
Transportation Considerations	Access to local airport facilities should be provided by arterial highways.
Design Considerations	The primary consideration for the Airport facility is restrictions established in Federal Aviation Administration (FAA) regulations that limit the height of structures in protected airspace to ensure the safety of airplane operations in the airport environs.

Table 25: Preservation Categories

This designation applies to existing large-scale parks and protected open spaces of citywide significance, which are expected to remain as open spaces in perpetuity. It also includes areas outside the city limits, which are anticipated to provide expansion areas for city growth.

PARKS AND OPEN SPACE AREAS	
Characteristics	Parks and Open Space areas are designated on the Plan to identify existing and future uses of a public recreational nature intended for community-wide or regional use, as well as areas that contain sensitive natural resources or land features. These areas include parcels of land owned by government or non-profit entities supporting the preservation of sensitive open spaces or natural features, as parks and recreational facilities and environmental corridors that link key destinations. This category includes public and private golf courses. Land with this designation is anticipated to remain in open space in perpetuity. Neighborhood park facilities are generally considered as an accessory to neighborhood development and not mapped on the future land use plan.
Desired Pattern	Park development involving some level of active use will usually be guided by the development of a park master plan. Passive use areas will generally retain their natural character, with limited development of facilities expected.
Range of Density/ Intensity	Varies, ranging from 1-3 acres to 100+ acres for regional facilities. When necessary, pocket parks or similar facilities may be smaller than one acre to provide open space in urban development core areas, where increased land values and development densities render the establishment of large public open spaces impractical.
Mix of Uses	Park uses will include a wide range of community and regional parks, trails, community gardens and recreational facilities, including playgrounds. Passive open space will include uses such as nature preserves, wildlife areas and urban hardscape parks.

Location	Varies based on facility type and size. Larger community and regional park facilities should have access available to arterials or major collectors to provide suitable access from other areas of the community.
Transportation Considerations	Parks and open space areas should be served by well-developed pedestrian facilities, as well as direct connections to the urban area trail and path network. Larger city or regional parks should be served by public transit services, particularly where the location includes venues to host larger events such as concerts, tournament sports, etc. For facilities with the ability to host events attended by large numbers of people, adequate parking should be provided or planned accommodations for off-site parking with shuttle service addressed during the site approval process.
Design Considerations	Where facilities abut residential land uses, the ability to buffer adjacent residents from noise, lights and other elements should be considered.
URBAN RESERVE AREA	
Land Use Objectives	<p>This area should be protected from development that would constrain the efficient expansion of urban growth. Inappropriate development would include low-density residential subdivisions on lot sizes ranging from to 10 acres per housing unit, along with other forms of rural development that would create lot sizes below 15-20 acres in size.</p> <p>Limit development in areas that would create a need for the upgrading of roads before they are scheduled in the jurisdiction’s capital improvements program. Where the proposed development will potentially increase the traffic volumes exceeding the current road capacity, provide for the cost of road improvements at the time of development.</p>
Preferred Development Style	<p>Rural-type services and development standards are often acceptable in the Urban Reserve Area, but certain minimum or maximum standards may be required in certain critical locations or in response to certain intensities of development.</p> <p>Uses in the Urban Reserve Area should be limited to agricultural-related uses and single-family residential at a density no greater than one unit per 10 acres. This limit will allow for more efficient infrastructure provisions once the market is ready and the City has determined that more intense development can be provided with urban services.</p> <p>Permit interim development consistent with the requirements of the Olmsted County General Land Use Plan and in a manner that will support long-term urbanization of the Urban Reserve Area. This can include standard subdivisions at a density of one unit per 10 acres of non-wetland area or clustered subdivisions, reserving at least 50% of the total buildable land as open space for future development with a street pattern that is compatible with the city’s local street design standards and space identified for future neighborhood park facilities.</p>
Sewer and Water Services	Areas within the Reserve Service Area may rely on individual or community sewage treatment systems as an interim solution, provided that the ability

	to extend municipal services to the sub watershed is not compromised and the City and affected township reach an agreement on orderly annexation of multi-parcel service areas. Individual on-site wastewater treatment systems are not ideal for suburban intensity development and are very costly when they fail.
URBAN SERVICE AREA	
Land Use Objectives	<p>The City shall encourage the County and surrounding Townships to retain large lot sizes and an overall gross density of no more than one house per 35 acres in areas without sewer that are intended to remain predominantly agricultural or rural. Permit agricultural/farmstead and strategically located rural non-residential with low requirements for water use and sewage treatment development in areas where municipal services are not expected over the next 30 to 40 years.</p> <p>Limit development in areas that would create a need for the upgrade of roads before they are scheduled in the appropriate jurisdiction’s capital improvements program. Where the proposed development will potentially increase traffic volumes exceeding the current road capacity, provide for the cost of road improvements at the time of development.</p>
Preferred Development Style	<p>In general, the existing density/intensity of land use is anticipated to remain in place over the planning horizon.</p> <p>Consistent with Agricultural Preservation designations in the County or Township Plans and ordinances, typical uses anticipated in the Urban Service Area would include farms and related agricultural uses; small-parcel farms for local food production; single-family detached dwellings at a minimum density of one per 20 acres; and limited recreational open space uses (golf courses, public parks, natural preserves, stables and riding academies)</p> <p>Provide for “conservation/open space subdivisions” that cluster housing with remaining buildable land area preserved for future sewered development.</p>
Sewer and Water Services	Developments that are built using some type of community sewage disposal system should be structured such that connections could be made in the future to municipal sewer systems.

Guiding Future Land Use

The Future Land Use Map provides a guide to the community’s preferred pattern of development, focusing on the mix and intensity of land uses across the city. The Future Land Use Map is not a zoning map, but is used in conjunction with governing principles, policies and strategies to provide direction to landowners, government staff and elected officials as they make specific land use decisions applicable to specific properties.

There is a general relationship between the land use categories found in the Development Vision Map and the Future Land Use Map that should be recognized and considered when assigning or considering amendments to the Future Land Use Map classifications. The relationship is not a one-to-one relationship; there are typically multiple Future Land Use Map classifications that can be appropriate with a given Development Vision designation and the classification applied should be considered in terms of factors such as accessibility, abutting area land uses and building character, buffering or transitional development needs and the adequacy of gray and green infrastructure. Not every land use classification is appropriate for every place type identified on the Development Vision Map; a balance needs to be struck between accommodating choice and diversity while protecting existing investment. The Future Land Use- Place Type Matrix (Table 26) identifies those Future Land Use classifications that are considered compatible with various Development Vision place types and should be used as a guide to identify the potential range of land use categories that could be considered for a particular development area or site within the Urban Area.

TABLE 26: THE FUTURE LAND USE - PLACE TYPE MATRIX

FUTURE LAND USE CLASSIFICATIONS	MIXED USE										NON RESIDENTIAL					COMMUNITY ANCHORS					PRESERVATION				
	Residential	Low Density	Traditional/Downtown Neighborhood	Medium Density	High Density	Neighborhood Destinations	Downtown Core	Downtown Fringe	Mixed Use Transit Oriented Center	Mixed Use Transit Supportive Corridor	Transit Supportive Neighborhood Corridor	Commercial & Business Development	Industrial Development	Small Employment Development	Medical Campus	Educational Campus	Civic Facilities	Airport Facilities	Park & Open Space	Urban Reserve	Urban Influence Area*				
PLACE TYPES FROM DEVELOPMENT VISION MAP																									
Neighborhoods																									
Established																									
Developing																									
Downtown Gateway																									
Centers																									
Urban Center / Downtown																									
Transit Oriented Node																									
Regional Business Center																									
Community Business Center																									
Mixed Use Neighborhood Center																									
Districts																									
Commerce/Employment																									
Campus																									
Airport																									
Park/Open Space																									
Development Reserve																									
Corridor																									
Regional Highway																									
Urban Highway																									
Transit Supportive Corridors																									
Urban Business																									
Urban Residential																									

* Urban Influence Area is beyond designated 20 year Designated Urban Service Area (RUSA); no Place Types are assigned outside of the RUSA

LEGEND

- Greatest Level of Compatibility between Land Use Class and Place Type
- Reasonable Level of Compatibility between Land Use Class and Place Type
- Low Level of Compatibility between Land Use Class and Place Type
- Land Use Classification should not be applied in Place Type



Section 3 | Putting the Plan to Work

Part 1 | City-Wide Growth Patterns

While the previous sections of this plan have chronicled its vision for the community, the principal purpose of P2S 2040 is to provide goals and policies that serve to turn this vision into a reality. Community members, business leaders, City staff, and government officials can look to this guidance when planning for current and future growth. P2S 2040 will be used to make decisions about proposed ordinances, programs, and capital budgets, particularly as they relate to land use and transportation. Finally, P2S 2040 will recommend an implementation strategy that will help us put our boots on and get to work to realize our collective vision.

The City of Rochester must ensure sufficient land, transportation systems, and infrastructure are available to sustain economic opportunities and strive to achieve a balance between residential, industrial, commercial, institutional, natural, and recreational land uses in the city through land development policies and decisions. The application of the Plan's goals and policies is intended to meet the following objectives:

- ▶ The Comprehensive Plan shall be the City's lead overall policy guide for the growth and development of Rochester. All other City plans related to the City's growth, development, and infrastructure should support and be consistent with the policies of the Comprehensive Plan.
- ▶ The City will encourage development and infrastructure to occur in a contiguous manner in order to accommodate growth in an orderly and economic fashion. This policy may be waived and services extended beyond the Urban Service Area Boundary if service extension is necessary to protect the public health, safety, or welfare due to imminent public health or environmental threats.
- ▶ The policies of the Plan are intended to create places, streets, and public spaces that, in aggregate, meet the needs of people at all stages of life and are visually attractive, safe, accessible, functional, and inclusive by providing for
 - The preservation of the character of existing single-family residential neighborhoods;
 - Downtown as a major mixed-use, high-intensity center with a growing residential population, expanded entertainment and cultural options, and an entrepreneurial environment for economic innovation and employment;

- An interconnected green network of parks, paths and trails, passive open spaces, and recreational facilities that support the community’s social and environmental goals;
 - Support for the revitalization of underperforming or declining development areas through infill and redevelopment such as the outer fringe areas of downtown, and mixed-use and transit corridors;
 - Creation of an integrated network of walkable, transit-oriented development nodes with sufficient residential and employment density to anchor higher frequency enhanced bus service in the short term and support a transition to a high-quality Bus Rapid Transit service over time;
 - Strategic redevelopment opportunity areas based on Transit Oriented Development principles along a Primary Transit Network that will anchor the physical revitalization of these corridors;
 - A diversity range of housing facilitated through new development on greenfield sites as well as infill and redevelopment in targeted areas;
 - Concentration of industrial use in major locations to protect such areas from the intrusion of incompatible uses and provide adequate separation and buffering from residential uses;
 - High-quality transit service as a basic and necessary component of the region’s transportation system in an increasingly competitive area for attracting employers, linking businesses to workers, and maintaining a high quality of life; and
 - Appropriate transitions from higher density and higher impact land uses to lower density and lower impact land uses.
- ▶ P2S 2040 will strive to encourage new development, redevelopment, and infrastructure investment to promote healthy communities and active lifestyles by providing or encouraging enhanced bicycle and pedestrian circulation, access and safety along roads near areas of employment, schools, libraries, and parks.
 - ▶ P2S 2040 will strive to encourage new development and redevelopment towards a more compact land use pattern to expand housing and transportation choices while supporting the efficient provision of public services, improving the

performance of transportation networks, preserving open space, and reducing the negative impacts of low-intensity and non-contiguous development.

Part 2 | Goals and Policies

Goals are broad statements that define our community’s hopes and vision of the future. **Policies** are more specific statements of intent that begin to define the approach to achieving goals. The following goals and policies are rooted in the Community Vision 2040 Core Principles and Key Strategies expressed in Section 1 of this plan. It is recognized that these goals and policies are intended to be carried out to the maximum extent practicable.

Goals and Policies

1. Utilize urban area growth strategies to guide sufficient, efficient, and cost-effective development.
1.1. The boundary of the Rochester Urban Service Area (USA) will remain as configured in this Plan, but limited amendments can be considered according to established criteria.
1.2. Require annexation of unincorporated areas within the City’s Urban Service Area as a prerequisite to receiving urban services. This requirement may be waived and services extended beyond the Urban Service Area if service extension is necessary to protect the public health, safety, or welfare due to imminent public health or environmental threats.
1.3. Focus growth in areas served by existing or planned utility infrastructure, such as sanitary sewer and water.
1.4. Utilize the provision of public facilities and services to direct development in desired directions consistent with this Plan, where it can be adequately served by public facilities and services such as: water, sewer, police, transportation, schools, fire, stormwater management and parks.
1.5. Approve development only when the appropriate transportation, water, stormwater and wastewater infrastructure is in place or programmed to be in place concurrent with the development.

1.6. Provide a low-maintenance, cost-effective water system that serves the City’s residents and businesses with high-quality and reasonably priced potable water for daily consumption and fire demand.
1.7. Utilize a sustainable stormwater management system to reduce or maintain existing runoff, control flooding, and maintain surface water resources.
1.8. Continue to invest in a reliable, sustainable, and affordable municipal power system.
1.9. Use a data-driven approach to ensure the long-term sustainability of existing systems by utilizing system condition and capacity inventory data, rating and risk assessment and unit cost estimates to evaluate and prioritize City infrastructure investments to inform decisions on development patterns by looking at impacts on the network as a whole.
1.10. Maintain a Future Land Use Plan and map that clearly identifies the preferred location and distribution of use types and desired density/intensity of use necessary to implement this Plan.
1.11. Utilize the Future Land Use Plan and map as the basis for zoning implementation.
2. Increase Rochester’s housing diversity and supply.
2.1. Support all people having fair and equal access to adequate, affordable housing, now and in the future.
2.2. Establish a diverse, community-wide mix of housing types that meets the needs of all residents.
2.3. Support housing in locations that contribute to a neighborhood identity, a sense of community and a welcome and inclusive residential environment.
2.4. Avoid creating isolated residential developments in locations that are not part of a larger neighborhood, compromise community values, or communicate unwelcomed or marginalized standards as a means to provide lower-cost housing.
2.5. Increase access to affordable, stable, and equitable homeownership opportunities, particularly for first-time buyers and historically underserved communities, by supporting the development of diverse housing types, down payment assistance programs and inclusive lending practices.

<p>3. Maintain the community’s commitment to health, wellness, and the environment. (Note: Section 1 contains a more detailed description of how to achieve the following policy statements.)</p>
<p>3.1. Employ a “health in all policy” approach to major policy and implementation decisions.</p>
<p>3.2. Improve household access to healthy food.</p>
<p>3.3. Support active and healthy living through design and investments in the built environment that will provide access for all people to multi-modal transportation choices, parks and open space, and recreation opportunities.</p>
<p>3.4. Improve the water quality of groundwater, creeks, rivers, wetlands, and lakes.</p>
<p>3.5. Reduce emissions generated from electricity through changes in supply as well as consumption.</p>
<p>3.6. Support the use of green infrastructure to improve health and environmental sustainability.</p>
<p>3.7. Ensure that our built environment and public structures are designed to promote public safety throughout our city.</p>
<p>3.8. Engage equitably with residents to create a safe, welcoming environment in all neighborhoods for people of diverse age, ability, race, ethnic and economic backgrounds.</p>
<p>4. Use a Development Vision to define the city’s character.</p>
<p>4.1. Create people-oriented places as an integral component of the urban development process.</p>
<p>4.2. Support preservation of structures and sites that represent our community’s heritage.</p>
<p>5. Integrate land use and transportation planning.</p>
<p>5.1. Ensure that transportation decisions, strategies, and investments are coordinated with and support the City’s land use policies and the objectives of this Plan.</p>

5.2.	Land uses and associated activities in the city will support a framework of transportation options that balances access and mobility, safety, quality of life, and the ability to provide adequate emergency response throughout the city.
5.3.	Work towards reducing the rate of growth in vehicle miles of travel and dependence on the private automobile by investing in mixed-use and TOD-style land uses.
5.4.	Land use planning decisions, management strategies and incentives will with the City's transportation and infrastructure capacities and vision.
6.	Develop Node and Corridor-based Transit-Oriented development opportunities.
6.1.	Develop a variety of housing, employment, recreation, retail and small civic uses within Transit Oriented development nodes along a Primary Transit Network to create a variety of destinations with an active street environment throughout the day.
6.2.	Support safe and convenient multi-modal transportation options. Promote walking, biking, transit use and consider features for accommodating emerging transportation technologies through incorporation of pedestrian-friendly design principles and transit-supportive density patterns in Transit Oriented Nodes and along the Primary Transit Network. Investment in transit features such as increased frequency of service and transit service advantages such as signal preemption and high-quality stations.
6.3.	Encourage development in nodes and corridors to include amenities that create a pedestrian-oriented environment and provide safe and secure places for people to sit, spend time, and gather. Ensuring TOD benefits all community members, including historically underserved populations
6.4.	Ensure appropriate transitions are made between mixed-use node and corridor areas and adjacent residential neighborhoods. Parking policies (reduced requirements, shared parking, etc.) aren't specifically mentioned.
7.	Create and maintain neighborhoods attractive to current and future residents.
7.1.	Provide selective investment and supportive regulatory measures that reflect the stability or need for revitalization that exists in individual neighborhoods across the city.
7.2.	Accommodate growth in newly developing neighborhoods of the city based on mixed-use development principles featuring a variety of housing types that promotes the vision of this Plan.

7.3. Encourage a compatible mix of housing options, community-serving institutional uses and neighborhood-oriented retail or service uses within the neighborhoods surrounding Downtown Rochester.
7.4. Design neighborhood streets that will serve multi-modal transportation needs, enhance safety, and contribute to the creation of a livable neighborhood environment.
8. Accommodate a greater share of future urban growth using infill and redevelopment techniques.
8.1. Infill and redevelopment within residential areas will be compatible with the established character of the neighborhood and will set an enhanced standard for quality in areas where transformative change of block level areas is deemed appropriate or the desired character of the neighborhood is not yet established.
8.2. Implementation of the City’s vision will require an increased emphasis on infill and redevelopment, placing a priority on reinvestment in areas where infrastructure capacity already exists and revitalization of underutilized areas to accommodate a significant share of new growth.
8.3. Encourage infill and redevelopment of strategic areas through actions including capital investment, public incentives and modification of development procedures and practices to reduce and resolve barriers to infill development and redevelopment.
8.4. Stimulate the revitalization and redevelopment of Rochester’s underperforming commercial corridors and centers through targeted economic development tools, zoning and use regulations, public investments in infrastructure and incentives.
9. Ensure new development is compatible with the surrounding area and community.
9.1. Address transitions between areas of differing types of activity and scale of development so that new development opportunities within the existing urban fabric are implemented without adverse impacts on local character and appearance.
10. Maximize the social, cultural, and economic potential of the urban center.
10.1. Create a vibrant and economically healthy downtown that serves as the civic, economic, educational, and cultural center of the city and region.
10.2. Increase the amount and range of housing choices available in the Downtown area and adjacent neighborhoods.

<p>10.3. Set a high standard for the quality of urban design, building design, and construction in Downtown, especially in the Central Business District by promoting building design and character that enhances the image and form of Downtown while providing appropriate transitions at the edges. Ensure standards protect and preserve the scale, character and architectural quality of historic places and buildings.</p>
<p>10.4. Develop design guidelines that carry forward the vision, design principles, desired character and development objectives stated in adopted plans for Downtown, recognizing that the design guidelines may set higher standards for the Central Business District than for the periphery of Downtown.</p>
<p>10.5. Downtown Rochester should be well served by the broadest range of transportation options, including infrastructure for bikeways, buses, greenway trails, roadways, sidewalks and local transit circulators, with an emphasis on bicycle, pedestrian and transit circulation and safety.</p>
<p>10.6. Manage traffic and parking impacts Downtown by establishing Parking and Travel Demand Management guidelines and programs that encourage travel by a variety of modes and minimize the amount of valuable downtown real estate devoted to long term, low-turnover parking use.</p>
<p>10.7. Coordinate various Downtown public parking resources, including parking garages, surface parking lots and on-street parking into a seamless system primarily for meeting the needs for short-term, high turnover parking for customers, visitors and event attendees.</p>
<p>10.8. Move toward coordinated management of parking and travel demand reduction programs based on a public-private partnership approach, with emphasis on shared use of parking facilities and the use of parking pricing to right-size the amount of new parking supply needed downtown.</p>
<p>11. Develop a comprehensive transportation system.</p>
<p>11.1. Offer residents, commuters, and visitors safe and attractive choices for local travel, including bikeways, pedestrian walkways, public transportation and roadways as well as an entrepreneurial environment that will attract shared mobility services.</p>
<p>11.2. Develop and implement policies and programs to aid in achieving mode shift targets for employment trips to and from the downtown.</p>
<p>11.3. Collect, track and report data on aggregate commuting and travel trends to determine movement toward mode shift targets and inform policy using a</p>

<p>combination of farebox data, passenger counters and longitudinal employer-household dynamics to collect rider information.</p>
<p>11.4. Maintain and enhance the current level of travel network connectivity as well as expand to incorporate Link BRT into our network.</p>
<p>11.5. The functional classification and street typology of the road system should guide the design and use of streets and highways to protect the community’s investment in the transportation infrastructure.</p>
<p>11.6. Provide, support and promote programs and strategies aimed at reducing the percentage of car trips and miles driven (for work and non-work purposes) to increase the efficiency of the transportation system and reduce demands on the downtown transportation system.</p>
<p>11.7. Work with developers to maximize the positive impact of new development on the downtown transportation system.</p>
<p>11.8. Support development of a mobility platform that pushes real-time transit, rideshare, vehicle sharing and other mobility service data to web and mobile platforms to connect users to a variety of information about transportation options.</p>
<p>11.9. Multiple modes of safe, affordable and convenient travel will ensure mobility for people of all ages and abilities. Multiple travel modes will make it easy to choose transportation options that support a healthy lifestyle. Innovative travel modes will be accommodated through flexibility in transportation system development.</p>
<p>12. Enhance the local transit network.</p>
<p>12.1. Create an environment in which transit can compete as a viable transportation choice and thereby increase ridership and reduce auto trips and parking needs.</p>
<p>12.2. Provide transit stops within easy walking distance of most residences and destinations. Design and locate transit stops as an integral part of these origins and destinations and provide adequate accessibility, lighting, security, pedestrian amenities, bicycle parking and weather protection.</p>
<p>13. Establish a Primary Transit Network (PTN).</p>
<p>13.1. Develop the Primary Transit Network to provide high-frequency and high-quality transit travel opportunities that link major activity centers and districts in the city, as well as connect to regional travel services such as park and ride locations. Priority segments for implementation include North and South Broadway, 2nd Street SW, and 4th Street SE.</p>

13.2. Promote land use density and urban design that supports transit, as well as walking and bicycle access to transit along PTN corridors.
13.3. Include amenities and other infrastructure in PTN corridors to specifically promote bicycling, the use of mass transit and walking.
13.4. Prioritize the highest level of service feasible on the PTN by incrementally improving service and extending the PTN as funding and the evolution of land use along the corridor permit.
14. Improve Rochester’s bicycle network to accommodate users with different skills and abilities.
14.1. Make bicycling a safe, easy and convenient mobility option for users of all ages and abilities.
14.2. Increase bicycle safety through education, enforcement and physical measures to increase awareness among cyclists, motorists and pedestrians of desired behaviors and actions in an increasingly multi-modal environment.
14.3. Enhance supporting facilities and services to make bicycle travel more convenient and improve in-trip and end-of-trip service quality. Identify actions and program projects to improve complementary accessory uses for bicycling.
14.4. Identify and secure funding for long-term maintenance of bicycle facilities, infrastructure and ongoing education and outreach programs.
15. Enhance Rochester’s walking infrastructure and conditions.
15.1. Pedestrian facilities will provide a safe, easy and convenient mobility option for people of all ages and abilities within a 10 to 20-minute walking distance of their trip origins. Connections will create a continuous and seamless pedestrian system with amenities to create an attractive pedestrian environment.
15.2. Improve the city’s system of sidewalks, trails, and paths to form a complete pedestrian network that links residents, visitors and workers across the city to transit, schools, workplaces, parks and trails, civic facilities and other activity centers.
15.3. Promote compact, walkable development patterns.
15.4. Improve safety and security at key pedestrian activity locations where conflicts exist.

16. Facilitate safe, efficient motorized travel.
16.1. Provide a safe and cost-effective roadway network that will provide reliable travel times for regional and local traffic within the limits of fiscal and environmental constraints.
16.2. Manage the impact of automobiles within the framework of a multi-modal transportation system to ensure safety for all users and sensitivity to the local land use context.
16.3. Manage traffic to improve traffic flow and mobility through a balanced approach that emphasizes lower-cost management strategies and respects other community values.
17. Enhance Park & Ride/Commuter Services.
17.1. Expand the use of park-and-ride facilities to reduce demand for vehicular travel on key roadways that serve as major gateways to downtown and to reduce the demand for downtown parking facilities.
17.2. Increase the use of regional transit or shared mobility services for commuters or day trips into Rochester by expanding the availability of services that provide regional accessibility.
18. Embrace and nurture shared mobility services and innovation.
18.1. Leverage existing and new partnerships to maximize technological opportunities, raise awareness of programs and services, and offer cost-effective programs/services for underserved populations or captive markets.
18.2. Experiment by implementing small-scale pilot projects which are limited in scope but may have the potential to make an impact for new travel solutions that work for residents, workers or visitors to the city.
19. Incorporate design considerations as an integral component of transportation system development.
19.1. The city's streetscapes will be designed with consideration given to the visual character and the experience of users and adjacent properties, recognizing that the layout of the street network and the streets themselves contribute to the character, form and scale of the city.

19.2. Ensure that the design of all non-local streets incorporates Complete Streets features, as appropriate, to facilitate compatibility between different modes of travel, including bicycling, driving, public transit and walking.
19.3. Transportation infrastructure will be designed to be sensitive to the surrounding land use context.
20. Maximize the benefits of transportation investment and maintenance.
20.1. The City will be a responsible steward of transportation resources by integrating land use and transportation investment to create affordable, accessible, low energy, low impact and efficient development patterns.
20.2. Use a “fix it first” strategy whereby the City’s top priority for investment of transportation dollars is to maintain existing roadway, transit and pedestrian and bicycle systems to ensure safe operation and long-term preservation of existing assets to maximize the useful life of roadways.
20.3. Capital projects will support the goals of this Plan, city-related elements of the ROCOG Long Range Transportation Plan and various City modal plans.
20.4. As development occurs, concurrent transportation investments should be made to support increased demands for travel.
21. Facilitate convenient and efficient commercial movement of people and goods to and throughout Rochester.
21.1. Support regional industry and local business and provide area residents with high-quality commercial transportation services.
21.2. Actively participate in conversations with other local municipalities, the State of Minnesota and regional leaders to collaborate on upgrading regional transportation infrastructure to support Rochester’s economic goals.
21.3. Protect the long-term viability of the Rochester International Airport as part of the City’s multi-modal transportation system.
21.4. Promote safe and efficient rail service to and within the Rochester area.

Comprehensive Plan Policy on Affordable Housing and Diversity

The Need for Affordable Housing |

The City of Rochester faces a critical need for affordable housing, with a significant portion of households, particularly renters, spending more than 30% of their income on housing. While housing cost burdens among homeowners have declined since 2010, nearly 48% of renters continue to experience affordability challenges. Rental vacancy rates remain low (3.1%), limiting options and increasing pressure on the market.

Rising home prices and mortgage rates have significantly impacted affordability. Since 2020, the median resale price for single-family homes has risen by 28%, while sales activity declined by 25%. At the same time, new single-family housing construction dropped 41% compared to previous years, exacerbating supply shortages. The income required to afford the median rent in Rochester now exceeds \$52,000 annually, while buying a median-priced home requires upwards of \$148,000–\$173,000 in income.

Current estimates show Rochester has approximately 54,500 housing units—34,500 for-sale and 20,000 rental units. Of those, only 2,244 general occupancy units and 414 units are deemed affordable or subsidized. Projections show a growing need for housing across all segments, with demand for over 5,000 additional for-sale units, nearly 4,700 rental units and more than 4,100 senior housing units by 2035.

To meet this demand and ensure long-term housing affordability, the plan recommends:

- Supporting diverse housing types, including twinhomes, detached townhomes and attached townhomes.
- Expanding the supply of platted lots to meet the recommended 3–5 year lot inventory.
- Encouraging public-private partnerships and incentives to lower new home construction costs.
- Promoting accessible multifamily housing for older adults.
- Continuing support for accessory dwelling units (ADUs) and exploring co-living arrangements.
- Allowing for smaller lot sizes and integrating modular housing within design standards.

- Advancing "missing middle" housing types (e.g., duplexes, fourplexes) to blend with neighborhood character and fill existing gaps in housing supply.

The Need for Integration |

Some neighborhood groups have opposed affordable housing proposals based in part on concerns about increased traffic, increased crime, and adverse impacts on property values. Opposition to affordable housing in areas adjacent to established neighborhoods threatens to exclude affordable housing from newly developing areas. Such exclusion may result in both a shortage of affordable housing as well as in a community that is segregated by income class. Segregation by income class may lead to de facto segregation by race in our community. Continuing to curtail the supply of sites for affordable housing in fringe locations will jeopardize the supply of affordable housing and will result in concentrating affordable housing in a few heavily impacted neighborhoods.

The 21st Century Partnership Diversity Task Force Report discusses the need to increase the supply of affordable housing and the need to provide affordable housing in scattered locations throughout area communities. Evidence from several national studies and research, including the Equity in Zoning Policy Guide developed by the American Planning Association, confirms that scattered subsidized and other lower-cost housing development does not adversely affect adjacent areas. On the other hand, studies indicate that segregating lower-cost housing in a few neighborhoods destabilizes those neighborhoods, leading to declining housing stock quality, declining performance in neighborhood schools and other social problems.

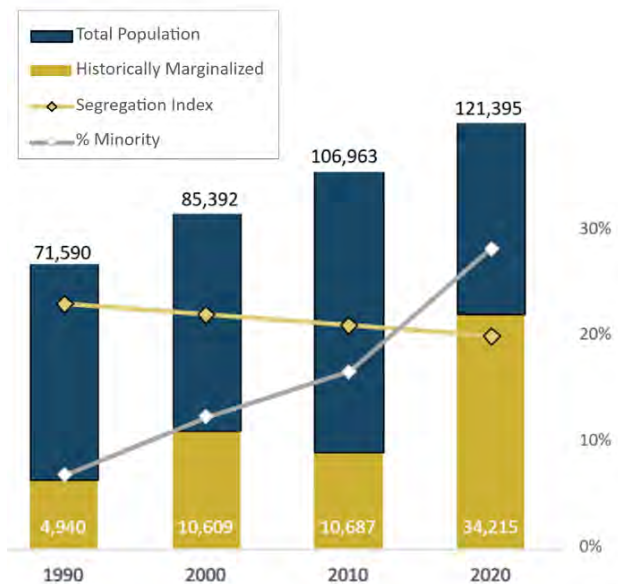
We are at a crossroads in our community. We can design our future to consist of integrated neighborhoods with an adequate supply of housing in a variety of price ranges. Or, we can design our community to consist of concentrated pockets of lower-cost housing isolated from the remainder of the community. The experience of other cities in the US indicates that integration is the more desirable future.

Dividing our community, either by income or by race, fosters inequity, isolation, barriers to communication and ultimately divisiveness. Income class segregation, even without corresponding race segregation, threatens the long-term cohesiveness of our community and our quality of life.

What is true of income class and race is also true of other groups within the community. Separating the elderly and the disabled from neighborhood life inappropriately isolates these residents from community life. Our challenge is to build a community made up of inclusive neighborhoods that provide safe, secure and neighborly environments in which all of us can thrive.

Segregation is measured using a statistic called the “dissimilarity index,” adjusted for random variations introduced by the size of the geographic unit used and the size of the historically marginalized population whose segregation is being measured. The closer to zero the index gets, the more equal the distribution of majority and historically marginalized populations. Using the census tracts that make up the Rochester and Four Township area (roughly equivalent to the Rochester Urbanized Area), we can measure and track trends in segregation based on race, ethnicity and income over the past four decades. In comparison with other metropolitan areas, Rochester’s levels of segregation are relatively low. Table 27 shows trends in the historically marginalized population and segregation since 1990.

TABLE 27: SEGREGATION INDEX



Given a large increase in the historically marginalized population from 2010 to 2020, (nonwhite and/or Hispanic taken as a whole) had actually declined. Income segregation (as measured by the dissimilarity index for persons in poverty) has stayed relatively constant over the period at around 32% to 35%.

The City of Rochester is committed to building an inclusive community, demonstrated in part by the implementation of its Diversity, Equity and Inclusion policy. To this end, the City of Rochester is committed to:

- ▶ Supporting the Olmsted County Human Rights Ordinance and the work of the Olmsted County Human Rights Commission, implementing the Ordinance;
- ▶ Supporting low-income tax credit housing and other high-quality subsidized housing opportunities in locations that are accessible to employment, neighborhood amenities and commercial services.

- ▶ Supporting well-designed private development proposals that include townhouses, condominiums, apartments and appropriate commercial uses as part of neighborhood development areas.
- ▶ Enforcing minimum standards for housing and enforcing such ordinances as the Disorderly Use Ordinance in order to address neighborhood concerns about crime and potential impacts on property values.
- ▶ Increasing the supply of land zoned for lower-cost housing, especially providing for mixtures of housing by style and cost.
- ▶ Providing for neighborhoods that are integrated by income class, race, ethnicity, age, and ability, and that are accessible to all modes of travel by all age and ability levels.
- ▶ Providing incentives to developers to accommodate affordable housing as part of well-planned neighborhoods.
- ▶ Communicating to neighborhood groups and community members:
 - that lower-income households are not equivalent to lower-quality families
 - that the "goodness" of a neighborhood is not measured by the price of its structures but by the character of its residents, and
 - that the quality of a community is not measured by the degree to which it is exclusive.
- ▶ Encouraging neighborhood organizations to create a welcoming environment in all neighborhoods for persons of diverse ages, abilities, races, ethnicities and economic backgrounds.

Measures of Effectiveness |

- ▶ For affordable housing: Track vacancies for owner and renter-occupied housing, the share of households paying more than 30% of income for housing costs and the ratio of housing costs to median income.
- ▶ For the enforcement of minimum standards of housing and crime-free neighborhoods: Record data counts of police calls and track housing violation data.
- ▶ For segregation: Use the "dissimilarity index," adjusted to reflect population size and historically marginalized proportions (in this case, low income and racial and ethnic minorities) in the community over time. The adjusted index is a measure of the

evenness with which two groups are distributed across the Census tracts that make up the Rochester Urbanized Area.

Part 3 | Implementation

Introduction

P2S 2040 establishes a broad vision for Rochester over the next 25 years. The community now must take on the task of implementing realistic strategies to translate the words and images into a physical reality. The adoption of P2S 2040 is the first step in the implementation process. The Plan's impact is dependent upon implementation. P2S 2040 will be used to guide private and public development by using the policies to determine public investment priorities and to act as a general framework for future development. The policies of the plan will be used to assess the appropriateness of proposed development projects, including zoning actions. All elements of the Comprehensive Plan come into play when assessing development applications, including both the narrative policies and applicable maps. Through this, P2S 2040 provides the flexibility to address changing conditions and adapt to new situations that may not be anticipated today.

This implementation element describes how the policies and actions recommended in P2S 2040 should be carried out. It addresses how the day-to-day administration of the development review process and linkages between the Comprehensive Plan and the Capital Improvement Program activities need to be updated or adjusted to reflect the policies of the Plan. It should be noted that previously adopted design guidelines and overlay districts associated with existing subarea and corridor plans will remain in effect and continue to be applied, although these will need to be reviewed and adapted to function within the framework of P2S 2040.

P2S 2040 is also intended to work in concert with the City's various functional master plans, including the Parks and Recreation Master Plan, the Long-Range Transportation Plan and other service and utility master plans. Implementation of P2S 2040 will require coordination and alignment between P2S 2040 and other City plans to ensure a collective vision that results in consistent policy recommendations.

Over the next three years, target actions are necessary for the implementation of P2S 2040. Actions are organized under the umbrella of the Plan's key elements, primarily

the Land Use Framework and the Transportation Framework. Framework plans should be reviewed annually and updated as needed to direct future planning management activities related to city planning.

Performance Measures and Fact-Based Analysis

The principles and policies of P2S 2040 are shaped by the community's vision for future growth and development. This vision is grounded in a fact-based analysis of existing conditions and future needs. Citizen surveys of community priorities, a land demand and transportation systems analysis, and buildout study were some of the tools employed as part of this planning process to create a reliable picture of Rochester's challenges and opportunities.

Successful implementation of the Plan will require regular review to evaluate where the community's vision is being successfully fulfilled and where challenges remain. To assist in this, the City should develop the tools needed to measure and monitor progress towards achieving established goals. In order to track the city's progress toward creating a more compact and connected community, specific benchmarks should be identified and efforts should be undertaken to measure changes in the overall pattern and intensity of development, transportation performance and the provision of services that the residents and visitors of the community have identified as important.

Implementation Priorities

Because P2S 2040 is a guide, the City relies on other tools such as the Unified Development Code, the annual operating budget and the Capital Improvement Program to implement the Comprehensive Plan. Priority actions outlined below are intended to focus the City's efforts and resources on actions that should be taken as soon as possible to ensure that future decisions are aligned with the goals and policies contained in this Comprehensive Plan. The actions outlined are not intended to address the steps needed to implement every policy contained in P2S 2040. Rather, they should be viewed as reflective of the city's highest priorities related to the Plan for the next one to three years. Some of these actions may reflect the continuation of ongoing City efforts and partnerships, while others represent movement in an altogether new direction for the City as a result of the planning process. Actions should be reviewed and updated periodically to reflect the City's accomplishments, available resources and potential shifts in policy direction.

The policy structure is intended to transfer important decisions about how a place should look, feel and function to the long-term planning stage. Changes to development regulations should identify what is needed and desired and develop a clear set of strategies or standards to guide private investment and development. To this end, important follow-up elements will include:

- ▶ Updated zoning regulations
- ▶ Transit supportive development standards
- ▶ Urban design policies/standards
- ▶ Travel demand management strategies
- ▶ Density incentives
- ▶ Coordinated land use and transit implementation phasing
- ▶ Other infrastructure phasing and prioritization
- ▶ Tools to enhance aesthetics

The current conditions maps found in Sections 1 and 2 of the Comprehensive Plan do not carry specific policy implications and only acquire the force of policy via references to these maps in the P2S 2040 policy statements. The intent is to implement the vision for growth and connectivity illustrated in these two maps through specific policy tools, such as the Future Land Use Map, and through amendments to the City's ordinances, such as the adoption of special overlay districts to implement the preferred development pattern in specific areas of the city. Likewise, the designation of centers does not carry with it any recommendations for specific uses, heights or densities for particular parcels and will be used by the City only as reference points during the review of any zoning map amendment or development plan review.

Land Use Framework Priorities

Review and Update the City of Rochester's Unified Development Code (Ordinance #2785) |

The City of Rochester has a history of amending its zoning and land development regulations to address changes in state or federal laws or as emerging technologies or development trends might merit different guidelines and standards. State zoning laws require that zoning regulations be consistent with a community's comprehensive plan.

Subsequent to the adoption of this plan, it is recommended that updated zoning regulations be adopted to reflect the policies of the Land Use Framework and to implement the vision of this Plan. It is the intent that one or more zoning districts can be applied to categories within the Future Land Use Map. For example, parcels in a transit-supportive corridor could be zoned for higher-intensity commercial or residential use. More desirably, they could be zoned for mixed-use corridor development, which would provide for the greatest diversity of use.

A review and update of Rochester’s Unified Development Code regulations should include the following components:

- ▶ Update the Unified Development Code to better reflect the future land use map classifications and associated land use recommendations to provide for higher-quality development and more predictability for residents, property owners and developers.
- ▶ Develop new tools in the Unified Development Code to provide additional flexibility and guidance related to the goal of encouraging compact, mixed-use development in targeted areas.
- ▶ During the update of the development regulations, consider changes to existing zoning districts or the creation of new districts that will result in development patterns that implement the City’s land use policies for more walkable, transit-supportive and compact development. Consider the use of minimum densities and requirements for more integrated mixed-use development.
- ▶ Reexamine standards for parking in downtown Rochester to reflect recognition of the availability and capacity of transit service, availability of alternative commute modes, access to off-site and on-street parking facilities, and the availability of joint-use parking in mixed-use areas.
- ▶ Consider incentives that offer a clearer and sure path to development entitlements.
 - Create a regulatory environment to promote the redevelopment of brownfields and grayfields into compact, mixed-use and walkable environments by:
 - Developing design expectations and objectives to be achieved;
 - Increasing development rights through changes in regulations, density bonuses and other incentives;

- Revising parking requirements that promote walking, biking and transit;
- Providing assistance in securing funding for redevelopment;
- Ensuring appropriate transitions to less intensive residential areas; and
- Expediting the permitting and approval process for developments meeting the design expectations and primary objectives.

Small Area Plans |

The preparation of area-specific planning studies is recommended for parts of the city where detailed direction or standards are needed to guide land use, economic development, transportation, urban design and other future physical planning and public investment decisions. The focus should be on areas and corridors that offer opportunities for revitalization or new residential, commercial and mixed-use development and redevelopment, as well as areas with challenges or characteristics requiring place-specific planning actions and public interventions. Small area plans will provide more detailed land use and development guidance for targeted areas around the city. These plans must be grounded in the community-wide vision and conform to this Plan, ensuring the “big picture” and systems are not lost when focusing on a small geographic area of the city. Initial areas on which to focus include:

- ▶ The following small area master plans have been completed in support of key nodes and corridors aligned with the highest priority segments of the Primary Transit Network:
 - The North and South Broadway Corridor Study focused on roadway configuration, traffic management and complete street configurations. Additional planning should focus on land use and redevelopment opportunities supportive of the Primary Transit Network corridor designation identified in P2S 2040.
 - The South Broadway and 12th Street SW node included an existing mass of shopping areas with surface parking areas that could be redeveloped. Long-term exploration of the reuse of the county fairgrounds, should the county fair ever be relocated, would benefit from a small area plan.
 - The Riverfront Small Area Plan focused on two riverfront sites of about 2.5 acres each along the Zumbro River on either side of the Government Center.

- These sites were evaluated and determined to be viewed as “campus” space that should develop with a balance of open space and development, along with continued flood protection and river access.
- The Downtown Waterfront Southeast Plan is approximately 60 acres in size and is located between downtown and the Slatterly Park and Sunnyside Neighborhoods. The plan outlines a future vision for a mixed-use urban district that embraces business, commercial, a variety of housing options, riverfront and public spaces in a cohesive, environmentally and equality-driven district.
 - ▶ The following small area master plans should be considered:
 - The Rochester Community and Technical College campus provides a high-profile area with available vacant land and a significant amount of existing office space that could be repurposed. The site has needs for roadway connectivity, is a potential site for a park and ride and is an anchor for the future PTN network. Small area planning should be a collaborative effort with major property owners, Rochester Public Transit and key agencies
 - The County-owned property at the intersection of CR 22 and CR 9 consists of the Human Services campus and adjacent undeveloped lands that can become steam-powered by the Waste-to-Energy facility.
 - The Silver Lake Power Plant site offers several strategic benefits for redevelopment. A small area plan will allow the City of Rochester to establish a clear and shared vision for the future use of the site, ensuring that redevelopment aligns with long-term community goals. Through early and meaningful engagement with residents, developers and other stakeholders, the City can ensure redevelopment is thoughtful, equitable and sustainable.
 - The proposed Regional Sports & Recreation Complex will provide state-of-the-art facilities for Rochester residents and regional tournaments. The complex will also strengthen the City’s sports tourism market by attracting state and local amateur sports, helping utilize the City’s 6,000 hotel rooms and area restaurants. The surrounding area has been identified for future investment through a future sanitary sewer extension, which will propel residential and commercial development.

Infill and Redevelopment Program

Implementation of the City’s vision will require an increased emphasis on infill and redevelopment that supports the conversion or reuse of underutilized lands already serviced with a full complement of public infrastructure and services. This can help achieve the goal of more compact, fiscally sustainable development and provide an opportunity to integrate mixed land use with multi-modal transportation opportunities. The following actions are intended to help encourage infill development within the community and to ensure that it is compatible with the city’s established neighborhoods.

Infill Standards | As part of the zoning code update, introduce new zoning districts, other zoning tools to accommodate infill or redevelopment within areas of change as well as for scattered site infill developed in areas of stability.

Infill Procedures | Consider changes to the procedures (including administrative review) for approving infill residential development proposals to improve consistency and predictability of the process that will ensure that such developments are compatible with the built environment of established neighborhoods into which they are placed.

Infill and Redevelopment Incentives | Assess opportunities for incentives or other economic development assistance that can be targeted to owners of properties in strategic revitalization areas. Target incentives for designated redevelopment areas and areas for public intervention to encourage strategic reinvestment that implements the Plan’s vision.

Developing Funding Resources | Develop specific funding resources to encourage private reinvestment in targeted areas.

Design Guidelines, Standards, or Pattern Books

Consider the development of design standards or guidelines that are highly illustrative of the key concepts and policies contained in this Comprehensive Plan related to:

- ▶ Transit-oriented and transit-supportive development; mixed-use development areas along the Primary Transit Network that abut lower-density residential areas;
- ▶ Infill and redevelopment in core downtown neighborhood areas;
- ▶ Development along the edges of the downtown fringe land use area that abuts adjacent lower-density residential areas; and

- ▶ Modernizing older housing stock.

These guidelines would define practices illustrating the desired physical form of buildings and site layout for developments in areas such as the transit-oriented growth corridors, where a multi-modal transportation environment featuring high-quality pedestrian facilities providing easy access to transit is envisioned. Key features include consideration of setbacks, building orientation, how building facades meet the public realm, location and amount of parking, building design and heights and activating the street level environment.

Capital Improvement Program

The Capital Improvement Program (CIP) is a financial planning tool that enables the City to plan for priority capital projects such as parks, street and drainage improvements, utilities and public facilities over a period of time. The CIP matches the cost of capital improvements to anticipated revenues and provides the policy framework for the allocation of funding. It is used as an alternative to considering individual public projects one at a time without reference to overall community priorities or fiscal capacity.

Since public dollars are limited, it is important to balance priorities with available resources and other funding source options to effectively leverage public expenditures. The principles and policies contained in P2S 2040 should be considered when updating the annual CIP. In particular, the City should continue to review, prioritize and fund capital projects that are consistent with and implement the Comprehensive Plan. In addition, the City should consider developing:

- ▶ A sustainable program for the maintenance of neighborhood streets;
- ▶ A long-term program to address sanitary sewer system deficiencies in order to more fully utilize the investment in areas where city services have been provided, but further development is constrained by limited sewer capacity; and
- ▶ A comprehensive building and grounds maintenance strategy.

Transportation Framework Priorities

The P2S 2040 Transportation Framework documents the vision for a long-term multimodal transportation system that will support the Rochester community well into the future. The Plan provides policy direction for decisions regarding implementation of

the transportation system to support the City’s vision and the Plan’s community development principles. The framework builds on previous plans, including the ROCOG Long Range Transportation Plan, the Rochester Area Bicycle Master Plan, the transportation elements of the Rochester Downtown Master Plan and the Destination Medical Center (DMC) Vision Plan, and the 2017 Transit Development Plan.

This section sets forth priority actions and strategies that should be undertaken in the short term to achieve the long-range goals for the ultimate transportation system that the City strives to achieve. A major goal of the P2S 2040 transportation element is to build on the Downtown Master Plan and DMC Vision Plan by closely integrating land use and transportation actions to support the key principles of the Comprehensive Plan, including encouraging compact, mixed-use development while improving connectivity, encouraging transit supportive development, supporting downtown mode shift targets and enhancing the integrity of existing neighborhoods.

Downtown Transportation |

Since 2020, the City of Rochester and various partners with interest in the success of Downtown, including the Mayo Clinic, University of Minnesota-Rochester (UMR), the Rochester Area Chamber of Commerce and others, have advanced planning for the downtown area through development of the Downtown Master Plan (2010) and the DMC Vision Plan (2014) and Link BRT. These efforts have identified various transportation and economic development goals, the most important being the need to shift a larger segment of commuter travel away from single-occupant private vehicle (SOV) use (from over 70% to under 50%). To achieve this, various efforts should be considered for advancement in the near-term future, including:

- ▶ Complete and begin implementation of the four DMC Integrated Travel Studies looking at street use, a downtown transit circulator system, development of a high-quality downtown “City Loop” urban trail for pedestrians and cyclists, and deployment/expansion of Travel Demand Management (TDM) and Parking Management (PM) strategies as a way to incent more people to consider travel alternatives.
- ▶ Identify mechanism(s) to facilitate delivery of Travel Demand Management (TMD) and parking management (PM) strategies or services, which may include initiation of a Transportation Management Organization or a broader Downtown Access Authority, along with the deployment of TDM programs and revised parking requirements for downtown development.

- ▶ Initiate efforts to implement the recommendations of the downtown circulator study with deployment of an initial circulator service or specific services to targeted circulator user markets.
- ▶ Pursue funding to program the initial development of an initial segment of the Downtown City Loop to serve as a catalytic public investment to attract private sector development to the district.
- ▶ Utilize the recommendations and principles developed in the street use study to begin project development work on priority street projects, including Broadway Avenue.
- ▶ Facilitate strategic growth outside of the downtown that supports implementing early phases of the Primary Transit Network.

Non-Motorized Travel |

During the development of P2S 2040, respondents to the Community Transportation Survey expressed a high level of support for addressing pedestrian and bicycling needs, with 80% identifying the need for better walking routes to serve the public, particularly children going to school, and 65% identifying the need for better bicycling routes throughout the city. The recommendations in P2S 2040 to advance the development of the pedestrian and bicycle network complement those found in the 2022 Rochester Active Transportation Plan and Chapter 12 of the 2045 ROCOG Long Range Transportation Plan. The following actions should be considered in the near term:

- ▶ Develop an action plan to improve non-motorized access that prioritizes safety and convenience in and near the Transit Oriented Development nodes and corridors as part of the package of actions supporting the proposed Primary Transit Network;
- ▶ Create a Safe Crossings Program to implement improved pedestrian crossings of major streets, including unsignalized, signalized and mid-block crossings, while also working with the Rochester School District and other educational entities to develop safe walking and biking to school programs that include infrastructure, education and encouragement elements;
- ▶ Revise the Primary Bicycle Network Map in the Bicycle Master Plan and ROCOG Long Range Transportation Plan to include new on-street connections identified in P2S 2040 that provide access to the transit nodes and other key destinations;
- ▶ Apply existing and future best practices to guide local planning, design and reconstruction of projects; and

- ▶ Continue to actively pursue various federal, state and non-profit funding opportunities to implement improvements to the bicycle and pedestrian environment in Rochester.

Travel Options/Transportation Demand Management (TDM) |

The use of innovative travel options and travel demand management programs will be of added importance in Rochester’s future as the daytime population of downtown in terms of workers, patients, visitors, residents and customers expands significantly as a result of dense downtown employment and the Destination Medical Center initiative. The expected doubling or tripling of the downtown daytime population expected to materialize over the next 25 years, creating an access challenge in that the downtown street portals or gateways are limited in terms of their physical capacity to handle growth in vehicular traffic. As a result, more efficient use of the available space needs to occur and can only be achieved by moving more people in and out of downtown via more efficient modes of travel such as transit, circulators, walking or biking. Improved utilization of available street space will involve pairing expanded or new travel alternatives with TDM programs and new parking management strategies in order to create an effective access strategy for Downtown Rochester.

- ▶ Develop a downtown parking management program that considers the use of the “SUMP” principles – **S**hared, **U**nbundled, **M**anaged and appropriately priced **P**arking – to minimize the amount of additional parking needed, increase parking efficiency and support mode shift, paired with Travel Demand Management guidelines and programs that encourage travel by a variety of modes. These principles should be applied not only downtown but in and along the Primary Transit Network nodes and corridors. Minimizing parking demand will have the added benefit of contributing to high-quality urban design and the creation of a more pedestrian-friendly environment in the key activity centers of the city.
- ▶ Review site development and parking codes and regulations to develop TDM supportive requirements. Integrate consideration of travel options into the development review process by requiring or incentivizing travel options in new developments with triggers for the requirement tied to factors such as geographic location, size of development or number of employees or residents.
- ▶ In conjunction with a Transportation Management Authority or Downtown Access Authority, create a centralized Commuter Program and online mobility platform with resources for individuals and businesses to promote, educate and guide people to resources related to local and regional transit, park-and-rides,

carpooling, bicycle parking, walking and biking routes and other transportation options information. The tool should provide real-time travel information and data tracking about various mobility choices and trends.

Park-and-Ride |

The network of public park-and-ride facilities that Rochester manages, along with the private facilities that Mayo Medical Center provides, is an important element of the system used to reduce downtown travel demand during peak hour periods. As the population of Rochester continues to grow, efforts will be needed to expand the Park-and-Ride system and integrate it more closely with the transit system serving the city.

The City, in coordination with key partners, should complete studies to identify future locations for permanent park-and-ride lots, including options to fund the advance purchase of sites for future use. As part of this work, locating mobility hub services at these locations should be considered as part of a package of services to make use of park-and-ride sites more attractive to potential users.

Transit |

Creation of a Primary Transit Network will form the foundation for a convenient and inviting transit system that will incentivize residential and commercial development along key corridors and create opportunities for people to choose a car-free or “car-lite” lifestyle in the future. To achieve this, incremental expansion involving the addition of higher frequency and more amenities is seen as the path to eventually developing a Bus Rapid Transit system serving the city. The City should coordinate transportation and land use planning and consider PTN corridor studies to define land use concepts and transportation investments that support desired changes and help achieve the ultimate PTN.

Street Design and Operations |

Street design has historically been driven by standards that responded primarily to the needs of motorists. With the adoption of a Complete Streets Policy in 2009, the City reset the relationship among different roadway users to give added emphasis to the needs of pedestrians, bicyclists and transit users. As the City moves into the future, continued interest in providing improved active transportation opportunities, transit-oriented development and enhancements to the public realm to support livable community goals will necessitate consideration of additional measures in the area of

street design and operations. Four focus areas have been identified for short-term attention, including:

Complete Corridors and Streets |

- ▶ Continue to use the Complete Streets Policy to prioritize accommodation of all modes in design, construction and maintenance of the transportation network in the city.
- ▶ Be open to new ideas, such as “bicycle boulevards” or shared streets and other techniques in appropriate locations to improve transportation choices for all modes of travel.

Context Sensitive Design |

- ▶ Recognize that maximizing the efficient trip carrying capacity of roadways may require improving the relationship between multiple modes of travel, adjacent land uses and urban design.
- ▶ Adopt Context Sensitive Solution practices to determine the most appropriate transportation improvements to minimize environmental impacts and serve adjacent and future land uses within a multi-modal network.
- ▶ Consider creation of Rochester Urban Area Street Design Guide to establish a process and set of standard principles for use in the street design process.
- ▶ Closely coordinate planning and engineering expertise to support design solutions addressing the changing and expected future context that may not be evident in the current design and land use.

Street Typology |

The Downtown Master Plan and the DMC Development Plan established the concept of “Street Typology” as a way to move beyond traditional street design classification to a system that guides the selection of street elements to support the desired character of the street based on its combined land use context and roadway function. These types of guidelines can be used to coordinate transportation investments with anticipated changes in land use to support community desires for high-quality design and place creation, and their creation can provide an opportunity to reexamine standards for public and private streets, pedestrian facilities, bicycle facilities, landscaping and street furniture.

- ▶ Development of updated local roadway standards should consider national best practices. Application of guidelines will typically occur through corridor or sub-area planning studies and can be used at the site development level.

Efficient Traffic Flow |

The City should continue to implement efficiency improvements to the overall roadway system. Measures to consider include:

- ▶ Continue to invest in enhanced traffic operations equipment and periodic updating of corridor signal timing plans;
- ▶ Develop a process that provides a framework for considering and comparing innovative measures, such as roundabouts, to traditional traffic signal controls, for selecting and implementing intersection safety improvements;
- ▶ Reexamination of Access Management requirements; and
- ▶ Reexamination of the Traffic Impact Study requirements in the Land Development Manual to include multiple modes of travel and travel demand management measures, including consideration of revisions to the use and definition of Level of Service, particularly as it relates to the downtown core area and other transit-oriented development areas

Part 4 | Amendments

P2S Regular Review and Updates

The development of the P2S Rochester 2040 Comprehensive Plan has been a multi-year process grounded in significant research, data analysis, community input, and consideration of alternative solutions. However, it is important to acknowledge that conditions in a growing and innovative regional center can change—often in a relatively short period of time—due to an evolving economy, potential changes in the marketplace, or lifestyle and workplace trends affecting housing, work, shopping and travel choices. Five years ago, the Destination Medical Center was not a factor in driving the future of the region, but it is now the critical economic development engine moving forward. As we look forward, the evolution of technology paired with the disruptive changes in areas such as housing, energy production and construction materials highlight the need to recognize the Plan as a living document that will need to be revisited to examine present problems, but plan for the future. In 2024, City staff

determined that a reexamination of the City’s residential, industrial, mixed-use land uses and emerging trends should be conducted. Therefore, a review of those key areas has been undertaken, updated and will be completed by 2025.

Acknowledging the potential pace and breadth of change that may affect the community in the years ahead, an evaluation and update of the Comprehensive Plan should be completed by the City every five years and include the following:

- ▶ Evaluation and updates of underlying assumptions that determine land use and transportation needs, including population, economic, demographic and transportation trends and projections.
- ▶ Evaluation of metrics that identify the direction the community is moving toward achieving mode shift targets in the Downtown Master Plan and transportation solutions that result from the DMC Integrated Transit Studies currently underway.
- ▶ Evaluation of metrics that identify whether the community is moving closer to achieving P2S 2040 Core Principles.
- ▶ Trends in housing needs, housing stock, diversity of housing options and availability of housing near the Primary Transit Network are anticipated to be served by 2040.
- ▶ Assessment of information from new or updated infrastructure studies, in particular information informing capacity, service areas, and costs.
- ▶ Assessment of changes occurring in transportation, including the status of autonomous/connected/electric vehicles (AV-CV-EV), the evolving role of Transportation as a Service (TaaS), local transit infrastructure investment and services, coordinated transportation management and new technologies that impact how cities grow and change.
- ▶ Consideration of a potential need to adjust the Growth Management Plan and designated Urban Service Area in order to maintain a 15–20-year supply of land area designated for urban growth.
- ▶ Evaluation of new or innovative strategies that contribute to the evolving compact urban form of the City.
- ▶ Analysis of trends impacting the City’s ability to compete with other economic regions and medical destinations.

- ▶ Changes in State or Federal law, rules or policies that inform local decisions about community growth and development.
- ▶ Whether the timing, phasing and feasibility of providing sanitary sewer, water, power and other public infrastructure supports orderly growth and is consistent with the City's ability to incur short- and long-term public facilities costs.
- ▶ The timing of development supports efforts to develop the Primary Transit Network (PTN) by affecting the viability of growth along those PTN Corridors identified as priority areas for redevelopment during the time horizon of the Plan.

Amendments to the Growth Management Map, including changes to the Urban Service Area, will only occur in conjunction with a full plan evaluation and update within a regular review cycle or by approval of development that extends the USA, which is approved by City Council.

General Criteria Applicable to P2S 2040 Updates and Amendments

All updates and amendments shall be evaluated for consistency with the following criteria:

- ▶ Changes have occurred since the adoption of P2S 2040 that necessitate the proposed amendment; and
- ▶ Resolving inconsistencies between policies in P2S 2040 is needed to ensure that the City's efficient growth and development; and
- ▶ Rochester's ability to achieve the goals of P2S 2040 will be improved or the operations of City government will be enhanced by the amendment; and
- ▶ Adoption of the proposed amendment is necessary to accommodate public policies that are not reflected in P2S 2040; and
- ▶ The proposed update or amendment is consistent with the P2S 2040 Core Principles described in Section 1; or
- ▶ Adoption of the proposed amendment is necessary to reflect consistency with changes in State and Federal laws, rules, and policies; or
- ▶ New strategies to meet community objectives warrant this change.

Specific Criteria Applicable to Future Land Use Map Amendments

The Future Land Use Map will be reviewed, and may be modified, in conjunction with the City’s regular review and update cycle.

A Small-Scale Land Use Map Amendment is any change to the future land use map that involves land areas 10 acres or less. A Small-Scale Land Use Map Amendment may be initiated by petition of the property owners or by agents of the property owners by written consent of the property owners.

All Future Land Use Map amendments shall be evaluated for consistency with the following criteria:

- ▶ The proposed amendment will address an unanticipated shortage of land designated and available for a proposed type of land use as evidenced by a detailed and objective market analysis commissioned by the City with costs covered by the applicant.
- ▶ The proposed amendment is consistent with the goals and strategies of the Integrated Land Use and Transportation Framework.
- ▶ The impact of and cost to municipal or regional utility agencies and on existing road and transit infrastructure as a result of the proposed land use change have been considered.
- ▶ An assessment of natural features on the proposed site has found that the site is suitable for urban development.
- ▶ The proposed redesignation will not adversely affect the supply of land designated for the type of land use the area in question is currently planned for.
- ▶ The fiscal impact of the proposed amendment is judged to have a positive net benefit to the community.
- ▶ The proposed Future Land Use Map amendment is consistent with and will help further the Vision, Principles and Goals of the P2S 2040 Comprehensive Plan and
 - Will not compromise the direction of the plan to create an integrated land use and transportation vision

- Will not compromise the strategies identified in the plan to implement the Primary Transit Network or the anticipated phasing of the Primary Transit Network identified in the plan
 - The development characteristics of uses in the proposed land use plan category as described in Tables 2-6 through 2-10 are compatible with surrounding land use classifications
 - The locational characteristics and transportation features of the site are consistent with the locational and transportation factors described in Tables 21 through 25 for the proposed land use.
- ▶ Where the proposed amendment involves the redesignation of land currently in a Non-Residential Area (Commercial & Business Development, Industrial Development, Small Employment Development) to a category of Residential Development or otherwise considered for Residential land uses, the following considerations should apply:
- The proposed residential site provides safe and convenient access to a minimum of 12 to 14 hours of transit service within a ¼ mile walking distance to an access point of such service.
 - Connection to the network of non-motorized transportation infrastructure, including access to pedestrian facilities and safe access to the city’s network of off-road trails and paths is available.
 - Access to passive or active public park space meeting the service standards of the City Park Plan is available.
 - The site provides adequate space to develop appropriate buffering between residential development and the adjacent non-residential use, which predominates in the area.
 - The site will not be impacted by the externalities from non-residential uses that predominate in the area, such as noise or exterior lighting.
 - The site provides adequate space to meet parking needs and will not create residential on-street parking demands on any non-residential business street.

- The character of the traffic on streets providing access to the site do not involve high volumes of truck traffic or peak hour commuter traffic that may compromise the travel safety of residents.
 - Existing business development in the area will not be impacted by residential intrusion into the area.
 - The site is adjacent to a residential neighborhood, or land planned for residential development, or is of sufficient size to be a complete neighborhood with amenities serving households with parks, access to schools and other features typical of a neighborhood.
 - Will not result in a small pocket of residentially developed land or isolated residential development that is not part of a larger neighborhood or area planned for residential neighborhood development.
- ▶ The proposed amendment is consistent with community goals and policies as expressed in other adopted plans of the city.

Annexation and Development in the Urban Service Area

Prior to annexation and/or development in the Urban Service Area, the following should be considered:

- ▶ Contiguity with the existing urban development patterns and present City limits
- ▶ Timing, phasing and feasibility of providing sanitary sewer, water and electric power to support orderly growth consistent with the Plan
- ▶ A fiscal impact assessment addressing the short and long-term allocation of public facility costs
- ▶ Whether the timing of development could compromise efforts to develop the Primary Transit Network (PTN) by affecting the viability of growth along those PTN Corridors identified as priority areas for redevelopment during the time horizon of the Plan

Application of the Plan and Relationship to Other City Plans

The Land Use and Transportation Framework established in P2S 2040 will guide a range of actions by the City on matters including development policy, development project evaluation, rezoning, capital improvement programming and budgets, organizational and personnel needs and matters related to land use or infrastructure policy decisions. As P2S 2040 is implemented, zoning guidelines and overlay districts will be reviewed and adapted to function within the Land Use and Transportation Framework. Existing area and corridor plans will be retained as supplementary information and serve as ongoing resources in the application of the plan.

The P2S 2040 Land Use and Transportation Framework is intended to work in concert with the City's various functional master plans, including the Parks and Recreation Master Plan, the ROCOG Transportation Plan, service and utility master plans, and City strategies that guide the delivery of services. Implementation of P2S 2040 will require coordination and alignment between this plan and these other plans and strategies to ensure a common vision and consistent policy approach. P2S 2040 will provide the primary guidance, direction and vision for the community. Where conflicts may exist between plan documents, the P2S Plan will supersede all other plan documents.