
CHAPTER 16

Plan Implementation

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OVERVIEW

Chapter 16 compiles the key actions and strategies recommended in the 2040 Long Range Plan in summary form along with lists of specific Planning and Project Development studies that are recommended for completion in order to address outstanding policy or program issues (Planning studies) or to facilitate corridor preservation and/or identification of preliminary design options (Project Development studies). Implementation of these recommendations and studies will be contingent upon a wide range of external factors, including but not limited to funding availability, the timing and significance of emerging needs, evolving socio-economic and development trends, as well as political and institutional considerations.

The first section of the chapter lists **Action Plan Items**. These items reflect a range of implementation matters which should receive attention going forward, ranging from on-going system management strategies to the refinement and implementation of policy. It should be noted that the studies and programs discussed in Chapter 4, Current Planning and Management Initiatives, also need to be consulted as applicable in response to current and future issues that may arise.

Table 16-1 on page 16-9 identifies **Project Development Studies** recommended for future consideration. Project Development studies are key for implementing the concept of corridor preservation, discussed in Chapter 6, which encourages the identification and protection of right of way needed for future projects while providing landowner and business interests direction so that private development plans can account for future transportation improvements. These studies also provide the opportunity to coordinate access, traffic operations and safety and design strategies that preserve existing capacity in order to reduce the need for future expansion.

Table 16-2 on page 16-11 identifies recommended **Planning / Policy Studies**. These studies are intended to address policy or system issues as opposed to the corridor orientation of the Project Development Studies, and are grouped by primary modal or policy concern.

These lists should be revisited periodically to determine if priorities have changed or new issues that need in-depth attention have arisen. The list should be referenced annually during the preparation of budgets, work programs and capital improvement programs by ROCOG, MNDOT and local road authorities to identify whether resources exist or funding is needed for the highest priority projects and whether consultants need to be retained to assist in project work.

Action Plan Items

The following sections summarize the key recommendations of the 2040 Long Range Plan. The measures identified reflect a range of considerations that should be used to guide design and operation of projects once the level of transportation need has risen to the point where action is required and funding and other available resources for project development have been identified.

Action Item Recommendations

Roadway

The **Network Classification maps** in Chapter 6, including the Functional Designation Map and Street Design Classification Maps, should be consulted to guide design, aid in establishment of priorities for capital programming purposes, and shape decisions such as general alignment location, right-of-way needs, access and connection spacing, modal features to provide, and expected level of service.

Right of Way Guidelines in Chapter 6 should be used in public sector studies such as corridor preservation studies and in responding to public and private development proposals in order to insure that adequate right of way is provided or protected to address future multi-modal improvement needs. Right of way is needed to accommodate the needs of multiple users, with particular importance given to the need for adequate area at intersections to accommodate turn lanes, medians, pedestrian refuge areas, bike facilities and bus stops along with through traffic lanes.

Funding should be secured to facilitate the completion of early corridor planning and environmental documentation work typically involving alternatives analysis, environmental assessment and tools such as official maps to preserve future right of way. These efforts typically will involve cooperative efforts between the City of Rochester, Olmsted County and MNDOT on major corridors where future improvements are anticipated.

Street Connection, Signal Spacing Guidelines and Level of Service criteria should be used to efficiently manage traffic flow and minimize traffic conflict along highway corridors. In an era of constrained resources, maximizing the efficiency of existing roadways is critical to meeting capacity demands, and managing the spacing of access and signals is one of the most effective means to accomplish that.

Complete Street principles and **Context-Sensitive Design** principles should be considered in all projects to reduce impacts of vehicular traffic to the community and to provide safe accommodations for bicycle and pedestrian users in all corridors.

Local Street Design promotes street connectivity, features to encourage slower vehicular travel speeds and minimization of through traffic, and adequate accommodation for non-motorized travel when designing neighborhood street systems. The plan recommends that as part of the design of any local street system an adequate network of Residential Collector Streets be provided in order to provide for the orderly dispersion of traffic within neighborhoods.

Local jurisdictions, Olmsted County and MNDOT need to place a priority on efforts to fund the preservation of the existing transportation network in order to maximize the efficiency and utilization of existing capital investment.

Transit

Continue to monitor the performance of routes on a regular basis and utilize the information gathered to modify or restructure the transit network on an ongoing basis to maximize financial performance.

As the Rochester Urban Service Area grows, alternative service concepts such as express service zones, cross-town routes and secondary hubs will need to be developed to supplement the current hub and spoke service design that has all routes radiating from the Downtown Transit Center.

Opportunities for integration of services on a regional basis should be considered where they make financial sense and can improve service, such as the possible interfacing of Stewartville's Heartland Express service with Rochester's fixed route transit service.

To address anticipated growth in travel demand and facilitate the accommodation of various users on the streets of downtown Rochester, the multi-modal recommendations of the Rochester Downtown Master Plan and the Destination Medical Center Development Plan should be implemented as opportunities arise and resources can be secured.

Development of additional Park and Ride facilities for both urban area and regional commuters should be pursued as one means to manage the flow of vehicular travel into the downtown core of Rochester. A Park and Ride Strategic Plan should be developed to identify targeted corridors or key locations in order to protect potential sites or facilitate advance land acquisition for future park & ride development.

High Capacity transit services such as urban streetcar or enhanced bus transit are recommended as part of the Destination Medical Center Development Plan to meet long term downtown travel demand in Rochester. Feasibility / Project Development studies are recommended to further assess these concepts and the potential changes or evolution in land use patterns needed to make such systems successful. Any action related to abandonment or sale of rail corridors should be carefully scrutinized for their future value as alternate transportation corridors before abandonment of any such corridor is approved.

Transit facilities should be coordinated with roadway improvements and pedestrian or bicycle projects should provide connectivity to public transportation service. Provision of transit accommodations should be considered as part of the basic package of adequate public facilities needed to support private development.

The City of Rochester's current partnership with the Mayo Medical Center to manage travel demand to reduce single occupant vehicle travel should be continued and expanded when feasible. Given the potential intensity of downtown development that could result from the Destination Medical Center initiative, a coordinated parking and downtown circulation strategy involving common management of parking resources linked to a multi-modal system of downtown circulation facilities and services should be implemented. The Destination Medical Center Plan recommends formation of a joint "Access Authority" with responsibility for both parking and access to all downtown businesses with a package of complementary parking and downtown circulation services.

To encourage more individuals to consider alternatives to private vehicle travel, transit marketing efforts and broader distribution of transit information and the number of outlets

where information can be accessed will be needed.

With regards to individuals unable to use regular route transit, continued coordination efforts with human service organizations in order to make more efficient use of available public transportation resources should be pursued.

Bicycle and Pedestrian

Municipalities should continue to require the development of sidewalk facilities and accommodation for planned bikeway facilities as part of the basic improvements in all new developments.

Appropriate bikeway and walkway accommodations should be included in all new highway construction projects, when improving or reconstructing existing bridges and roads, or as part of any park or open space development where the facility would provide an important link in the pathway network.

Jurisdictions should actively pursue grant funding and legislative appropriations to facilitate the construction of regional trails and major trail corridors in the urban trail network.

Transportation agencies, utility agencies and jurisdictions should coordinate opportunities for future joint development of paths or trails along utility corridors, railway corridors, and major stormwater management corridors.

In urban areas, efforts should continue to monitor pedestrian safety needs and provide safety improvements where necessary.

Jurisdictions should dedicate adequate funding to the maintenance of bikeway and walkway facilities.

ROCOG should work with Olmsted County and Mn/DOT to develop an investment plan for providing adequate width paved shoulders on

existing roads in suburban and rural areas to accommodate bicyclists and pedestrians, with priority given to those corridors most important to providing continuity and connectivity to major destinations such as small cities, regional parks or regional trails.

ROCOG should continue to work with trail committees and local jurisdictions to expand the regional trail network to facilitate recreation, tourism and commuter needs.

ROCOG and the City of Rochester should develop street level bicycle suitability information that could be distributed to the public as a means to encourage and promote bicycle travel.

ROCOG should continue to identify and work with partners to promote and encourage non-motorized travel. Examples of existing efforts include:

- Work with Active Living Rochester and Public Health agencies on Safe Community initiatives such as local “Share the Road” or “Ride Safely” campaigns
- Collaborate with parties such as the Mayo Medical Center on programs such as its Bicycle Commuting Mentorship program as a way to encourage more widespread use of non-motorized travel for commuting or other utilitarian purposes

ROCOG and the City of Rochester should continue efforts to encourage greater availability of secure and weather-protected bicycle parking at key destinations or in areas such as the Central Business District.

Freight & Commercial Passenger Transportation

Olmsted County and the Minnesota Department of Transportation should continue to expand the 10-ton route network to improve service and reduce access restrictions for rural businesses.

Road authorities should continue to monitor crashes involving heavy commercial vehicles to determine potential safety investment needs, and should seek funding to deploy safety improvements consistent with the Minnesota Statewide Heavy Vehicle Safety Plan.

Jurisdictions should monitor changes in freight rail traffic and be proactive in planning for rail/highway crossing safety improvements should heavy rail traffic levels increase.

ROCOG and local road authorities should continue to work with the Rochester International Airport to coordinate needed landside access improvements.

The Rochester community should be proactive in its involvement in future studies related to High Speed passenger rail service given its potential importance to the future economic development of the region.

Safety

ROCOG and its partner jurisdictions should continue to collaborate with local law enforcement, public health agencies and others on travel safety education and outreach activities.

ROCOG's partner road agencies should continue to coordinate with law enforcement agencies on targeted enforcement campaigns and initiatives.

ROCOG and its partner road authorities should continue to monitor crash data on a routine

basis to identify potential improvement needs that can be advanced into local capital improvement programs or advanced for state or federal grant funding.

ROCOG and its partner road agencies should develop a safety mitigation planning process to coordinate safety investments and improvements across jurisdictional boundaries.

Security

ROCOG and its partner agencies should continue to work with the Olmsted County and Rochester Emergency Management staff on preparedness and mitigation planning.

ROCOG and its partners should continue to participate in local emergency response drills and exercises.

ROCOG and its partner agencies should continue to be involved in periodic updates of the Olmsted County All-Hazard Mitigation Plan

ROCOG will continue to provide emergency responders with up-to-date electronic basemap products to facilitate 9-1-1 and dispatch services.

System Management

Local and regional road agencies should continue to coordinate the implementation of traffic management programs such as signal timing and coordination and deployment of ITS infrastructure in key corridors.

ROCOG and its partners should consider development of a Regional Concept of Traffic Operations agreement to provide an overall regional framework for traffic operations planning, programming and responsibilities.

Additional monitoring of the system to address congestion and other performance related metrics should be considered to provide a

foundation for performance-based assessment of the transportation system.

Corridor Preservation strategies should continue to be pursued. ROCOG should lead efforts to complete Early Project Development (EPD) activities in order to facilitate corridor preservation and early right-of-way acquisition as well as to provide a pipeline of projects that can be considered in response to new state or federal funding initiatives.

ROCOG should coordinate a regional Congestion & Crash Mitigation process to identify actions proactively that can improve the safety and performance of high volume corridors and reduce the need for future capacity expansion projects.

Asset Management

Agencies need to continue to collect and maintain facility condition and geometric data as well as traffic volume data in order to support system preservation activities.

Agencies should continue using quantitative performance measures for assets and monitor how well strategic goals are being met.

ROCOG and its partners should work with statewide partners on establishing data compatibility, interoperability and metadata standards to improve data sharing capabilities.

Local jurisdictions need to plan for the ongoing, incremental expansion of maintenance budgets to address the increasing costs of preserving growing and / or aging local road networks

Demand Management

The City of Rochester should continue to promote Travel Demand Management (TDM) strategies such as bus pass subsidy or guaranteed ride home programs and consider the introduction of parking cash-out or subscription services to the largest employers in

an effort to attract more employees to alternatives to private automobile commuting where feasible.

ROCOG and the City of Rochester should study how land use and community design can be used to promote greater reliance on alternative transportation modes including transit, walking and biking and potentially provide justification for development of high capacity transit services in the future. Developing pedestrian oriented or transit supportive policies reflecting an activity center or corridor-based approach to the placement of higher density residential and employment centers featuring mixed-use development and compact design styles should be explored. Opportunities for redevelopment that would promote more efficient utilization of existing infrastructure, particularly of greyfield sites and older industrial areas, should be investigated.

The City of Rochester should consider the impacts of parking policies on transit ridership and how to adjust those policies to promote transit use.

Environmental

Assessment of potential environmental implications of all regionally significant transportation projects should be completed as early as possible in order to gauge the feasibility of improvements for public investment planning and to provide guidance to public and private development interests.

ROCOG should continue efforts to coordinate with environmental and resource agencies throughout the development of plans and projects.

ROCOG should work with local jurisdictions to insure that land development regulations are consistent with goals of the Transportation Plan and that communities have tools in place to encourage corridor preservation and cost sharing on major improvement projects.

Financial

ROCOG should continue to monitor transportation funding needs at the system level and support efforts to increase revenues for transportation improvements

Coordination of Local, State and Federal Plans

ROCOG should ensure transportation plans are coordinated with area Land Use Plans and economic development initiatives as well as environmental policies and reflect the needs identified in those plans.

Public Involvement

ROCOG and its partners should continue to be proactive in providing opportunities for interested parties to participate in all project planning studies, and should insure that the Environmental Justice implications of major federally and state funded projects and actions are considered consistent with the guidelines included in ***A Matter of Fairness, ROCOG's Environmental Justice Protocol*** (which is being updated in 2015).

Major Project Development Priorities

Table 16-1 on the following page identifies a list of corridors where completion of Project Development activities has been identified as a priority. The projects that were identified for inclusion in this list reflect two key considerations. First, ROCOG and its partner transportation agencies are interested in completing the early phases of the traditional state/federal project development process for regionally significant projects or major local projects which may be candidates for federal funding in order to facilitate adoption of right of way protection measures while not jeopardizing future federal approvals for a project. The process which ROCOG has used provides a forum for identifying regulatory concerns, obtaining early public input, and securing early government approvals in an effort to meet the intent of NEPA (National Environmental Protection Act) requirements.

These early steps typically will include assessment of the purpose and need for the project, alternatives analysis, preliminary engineering work and completion of a state environmental assessment document. Without completing such work, local governments run the risk of preserving inappropriate corridors or allowing land uses and/or infrastructure improvements that could make the future project more expensive. Further, the designation of transportation improvements in comprehensive plans create expectations among policymakers and the public at large, which can prove to be problematic if a planned transportation facility needs to be moved or significantly amended at a later time once funding has been secured.

In addition to advancing regionally or locally significant projects, the second key consideration for ROCOG in identifying project development priorities is to provide clarity on future improvement needs in the Planning Areas identified on the Functional Designation Map found in Chapter 6. These are areas where potential need for a future facility has been identified but insufficient information is available to confirm that need, identify the type of facility potentially needed or the potential alignment such corridors should take. It would be desirable in these areas to complete early advance planning before alternatives are precluded due to changes in land use or development.

Table 16-1: Project Development / Corridor Preservation Studies

(Gray shading identifies projects in process; Tan shading identifies projects related to Destination Medical Center initiative)

Project Development Priorities							
	Interstate / Interregional Corridors	Strategic Arterials	Major Arterials	Secondary Arterials & Primary Collectors	Transit / Rail	Non-Motorized	
<p>Highest Priority</p> 	North Broadway Avenue Corridor Study (7th St N to 37th St N) (Rochester)		Complete Streets Planning on Existing Arterials identified in Yrs 1-2 of City CIP for pavement preservation or reconstruction	County Club Manor West - TH 14 Overpass (Collector Study)	ROCOG Participation in ZipRail Study	3rd St NW / West Circle Drive Ped/Bike Safety	
	South Broadway Avenue Corridor Study (12th St S to 28th St S) (Rochester)	South Circle Drive Highway Corridor Preservation Project (ROCOG)		40th St SE St Bridget's Rd to CSAH 1		North Broadway Bridge Crossing Study (part of North Broadway Ave Study?)	
	I-90 / TH 63 Interchange Concept Development Study (MnDOT)	Downtown Broadway Enhancement Project (DMC Year 1-5 Project) (12th St S to 7th St N)			Regional Bus Layover Relocation Project (DMC Year 1-5 Project)	City Loop Project (DMC Year 1-5 Project)	
				CR 125 / CR 147 Multi-modal Improvement Study		Chester Woods Trail Connection / University Center to CSAH 11	
<p>Lowest Current Priority</p>	Complete Alternative Analysis of Design Concepts / Byron Interchange (MnDOT)	Marion Rd - Eastwood Road Intersection Area Study (Olm-Roch)		6th St SE Bridge Study (DMC Year 10-15 Project)		DMC Shared Street Implementation Year 1-10 Projects (1st St SE / 2nd Ave SW / Civic Center Dr)	
<p>Potential Future Studies</p> <p>Moving these studies to Priority List dependent on outcome of Rochester Comprehensive Plan Update & Continued Monitoring of Conditions to confirm Need for Project</p>			CR 133 37th St to 55th St			Douglas Trail Bridge over 60th Ave NW	
	I-90 & TH 52 Interchange Upgrade		CSAH 3 Grade Separation on TH 14 W	40th Ave connection to CR 143 & CSAH 11 (Collector Study)			
	TH 14 East: 40 Av to Eyota	CSAH 4 Realignment west of 60th Avenue / 70th Ave & CSAH 3 Realign	50th Ave NW 65th St To 85th St	TH 14 West Reliever Road Study (34th St NW)	Transit Streets Makeover (Multiple DMC Projects) (Dependent on Findings of Circulator and Bus Redesign Project Planning)	Douglas Trail Bridge over 65th St NW	
			CSAH 1 TH 52 to 45th St SE	50th Ave NW 85th St to CSAH 12			
	Final Environmental Review and Official Map / Byron Interchange Study (HCPP)	Circle Drive Capacity Enhancement Studies: (Projected 4-6 lane Sections)	Super2 Design Feasibility Study: Regional Arterials (CSAH 1/25/34/2)	Fringe Area Local Collector Street Studies		Potential Projects 3rd/4th Ave West 2nd St S 4th St S	
	TH 63 Stewartville - Capacity Mitigation & Main Street Design Stdy		CSAH 8 CR 125 to 48th ST SW	Refer to Functional Designation Map in Chapter 6 for possible locations		Rail Crossing Safety Projects Prioritization Study	
TH 52: Chatfield - TH 52 Capacity Evaluation & Main Street Design Stdy	Outer Ring Route Super 2 Design Studies CSAH 11 / CSAH 14	70th Ave NW 14th St NW to CSAH 4					

Major Plan Refinement Studies

While the 2040 Long Range Plan has been developed based on the best available information as to the future transportation needs of the region, there are issues that go beyond the ability of the LRTP to resolve at this point in time. Some of these are issues requiring additional definition and analysis before practical solutions can be proposed.

Other issues exist that may require a level of detailed evaluation and discussion that are beyond the scope of the Long Range Plan or which cannot be completed within the timeframe set for the development of the 2040 Plan. In such cases additional targeted planning studies are recommended for consideration.

Table 16-2 identifies those study needs that have been identified in this plan or in other complementary studies (such as the Rochester Downtown Master Plan or Destination Medical Center Development Plan) requiring further detailed study and evaluation. These studies are grouped into six categories reflecting a range of modal and management considerations. This list should be reviewed periodically and efforts undertaken to fund or otherwise identify the resources needed to complete these studies.

Table 16-2: Recommended Planning / Policy Studies

(Gray shading identifies projects in process; Tan shading identifies projects related to Destination Medical Center initiative)

Planning Study Grid

	Funding & Investment	System Management	Sustainability	Transit	Non Motorized	Safety and Security
Highest Priority	Assist Local Partners in preparation of Grant Applications for Project Funding		Update Environmental Justice Policy	2015 Rochester Transit Development Plan Update	Assist DNR in completion of planning for Olmsted Co. portion of Stagecoach	Assist City of Rochester in Neighborhood Traffic Calming Studies as needed
			Integrated Downtown Circulator and Parking System Study (RDMP / DMC		Complete Rochester Safe Routes to School Evaluation	Assist in Education, Safety Awareness & Encouragement Initiatives of Active Living
	Phase I Highway Jurisdiction Evaluation Focus: State Aid Cities CSAH/MSAS coordination	Update Rochester LDM Access Management & Street Design Regulations (Anticipated P2S	Organizational and Startup Planning for Downtown Access Authority to manage parking and travel options programs	Bus Transit System Redesign Analysis / Study (RDMP / DMC / P2S Finding)		
	Develop ROCOG Performance Measures & Targets (Integrate with next LRTP Update)	Update 1998 ITS Scoping Study (Integrate with next LRTP Update)	Assessment of Transit Oriented Development (TOD) Opportunities to support High Capacity Urban Transit	Rochester Satellite Mobility Hubs / Urban Park & Ride Service Planning (TOP / DMC Finding)	Assist Stewartville - Rochester State Trail Connection Planning 1) Preliminary Study 2) DNR Master	Assist in periodic update of Hazard Mitigation Plans
	Phase II Highway Jurisdiction Evaluation Focus: Other Cities	Develop Regional Concept of Operations Framework		Regional Commuter Bus / Regional Park & Ride Service Planning (RDMP / DMC Finding)		
Lowest Priority	Phase III Highway Jurisdiction Evaluation Focus: Rural areas	Develop TSM Congestion and Crash Reduction Monitoring & Mitigation Program	Develop ROCOG Complete Streets Policy		Oronoco Connection to Douglas State Trail	Slow Moving Vehicle Policy