

LAND USE PLAN
FOR THE
ROCHESTER URBAN
SERVICE AREA

ROCHESTER & OLMSTED COUNTY, MINNESOTA

CITY

As amended through January 28, 2013

LAND USE PLAN
FOR THE ROCHESTER URBAN SERVICE AREA

This document was prepared for the City of Rochester, Olmsted County and the Rochester-Olmsted Council of Governments by the Consolidated Planning Department, Long-Range Division.

The document constitutes a comprehensive amendment to the adopted City of Rochester Land Use Plan and the Willow Creek Land Use Plan, as well as the second phase of the Olmsted County Land Use Plan.

The preparation of this document was financed, in part, through a Comprehensive Planning Grant from the Department of Housing and Urban Development and a Planning Grant from the Federal Highway Administration.

December, 1979

ABSTRACT

TITLE: Rochester Urban Service Area Land Use Plan

AUTHOR: City of Rochester Planning & Zoning Commission, Olmsted County Planning Advisory Commission, Consolidated Planning Department, Long-Range Division (ROCOG)

SUBJECT: Land Use Plan

DATE: December 1979

PLANNING AGENCY: Consolidated Planning Department (ROCOG)

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ABSTRACT: The major objective of the Plan is to establish areas of different land uses in order to promote the orderly, serviceable, compatible, and safe physical development of the City of Rochester's Urban Service Area.

ABSTRACT: The principal considerations in formulating the Plan are the adopted Growth Guidelines, population projections, employment forecasts, projections of housing needs, energy conservation, locational criteria, projected areas needed for individual land uses, and Rochester's urban service area capacities.

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RESOLUTION

WHEREAS, the Common Council of the City of Rochester, on March 18, 1963 duly adopted a "LAND USE PLAN" as a part of the comprehensive municipal plan for the City of Rochester, Minnesota, and environs; and

WHEREAS, the Planning and Zoning Commission of the City of Rochester after published notice and hearing held on February 15, 1979, adopted a proposed comprehensive amendment entitled the "Land Use Plan for the Rochester Urban Service Area," a comprehensive amendment to the City's "LAND USE PLAN," as amended; and

WHEREAS, in the period from February 16, 1979, through February 4, 1980, the Planning and Zoning Commission of the City of Rochester and the Common Council reviewed a number of minor changes to the LAND USE PLAN map, which the Common Council was of opinion would be desirable further amendments to the City's LAND USE PLAN; and

WHEREAS, attached hereto, identified as "Exhibit A" in a document entitled LAND USE PLAN for ROCHESTER URBAN SERVICE AREA (December, 1979), which is a certified copy of the proposed amendment to the City's LAND USE PLAN, recommended for approval by the Planning and Zoning Commission of the City of Rochester on February 15, 1979, as well as certain minor changes desired by the Common Council and reviewed by the Commission between February 16, 1979 and February 4, 1980; and

WHEREAS, since a public hearing held February 4, 1980, the Common Council and the Planning and Zoning Commission have reviewed two other minor amendments to the proposed amendment to the LAND USE PLAN not a part of "Exhibit A" hereto; and

WHEREAS, the Common Council is desirous of incorporating these additional amendments to the recommended amendments to the City's LAND USE PLAN.

NOW, THEREFORE, BE IT RESOLVED by the Common Council of the City of Rochester that the "LAND USE PLAN" as adopted on March 18, 1963 and as thereafter amended, is hereby further amended by adoption of the plan attached hereto as "Exhibit A" with the following exceptions or changes:

(1) In lieu of page 1 of "Exhibit A", substitute the text of pages 1 and 1A which are attached hereto as "Exhibit B"; and

(2) On page 90 (Map IV-37), the area shown bounded on the North by 18th Street Southwest, on the East by 1st Avenue Southwest, the South by 21st Street Southwest, and on the West by a line midblock between 1st Avenue Southwest and 3rd Avenue Southwest, should be classified as "low density residential" instead of "commercial".

Passed and adopted by the Common Council of the City of Rochester, Minnesota, this 34 day of MARCH, 1980.

R. J. Postus
President of said Common Council

Attest: Carole A. Jamin
City Clerk

Approved this 35 day of MARCH, 1980.

Chuck Gyzander
Mayor of said City

(Seal of the City of
Rochester, Minnesota)

CERTIFICATE

I, the undersigned, do certify that I am the Secretary of the Rochester Planning and Zoning Commission and that the attached document, identified as "Exhibit A" and entitled Land Use Plan for Rochester Urban Service Area (December, 1979), is a true and correct copy of a recommendation regarding a proposed land use plan amendment, approved by the Rochester Planning and Zoning Commission on February 15, 1979, following a public hearing duly noticed and held on January 31, 1979; and certain minor recommended map amendments reviewed by the Rochester Planning and Zoning Commission and the Common Council during the period of February 16, 1979 to February 4, 1980.

Dated this 19th day of March, 1980



Thomas O. Moore, P.E.,
A.I.C.P.

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Foreword

I. Intent

The Land Use Plan is intended primarily as a guide to community development. Its primary purpose will be to aid the Rochester Planning and Zoning Commission and the Rochester Common Council in reviewing and acting upon proposals affecting land use and land development. The Plan is intended to be descriptive of how growth should take place based upon the information, projections, studies, and land use options available to the Common Council as of the data of the Plan's adoption. To the extent that new information becomes available, past projections are shown untenable, or concepts of land use and control change, the Plan may be freely amended by the Common Council.

The Land Use Plan Map reflects opinions, based on presently known factors, as to the primary purposes for which generally identified areas should be used. There may be a number of reasonable alternative uses for these areas. Where these are proposed and shown to be consistent with the general intent of the policies in the Plan and the locational criteria listed in Chapter II, the Common Council may amend the Plan accordingly.

II. Use of this Document

The text and maps contained within this document represent the Land Use Plan for Rochester as adopted by the Common Council of the City of Rochester in March of 1980. The Council formally adopted the entire text and those portions of the Future Land Use Plan Map within the zoning jurisdiction of the City of Rochester; portions of the Future Land Use Map covering areas outside the City's zoning jurisdiction were endorsed in concept only. The effect of this is that amendments to the Plan for outlying portions of the Service Area will not be formally reviewed and acted upon by the Council; the Plan for these areas will not have the effect of an element of the City's Comprehensive Plan until these areas are annexed to the City or are otherwise brought under the City's zoning jurisdiction.

Four related concerns that should be kept in mind in the use of this document are presented below:

1. The Plan, and particularly the Plan maps, are subject to amendments. It will be necessary to check with the Consolidated Planning Department staff to determine updated planned uses for specific areas.
2. In adopting its Plan for the portion of the Rochester Urban Service Area outside the Rochester City Limits, the Board of Commissioners of the Olmsted County made substantial text and map changes, particularly, but not solely, in its treatment of low-density residential areas. For this reason, the County's Plan for outlying areas in the urban services area should be examined by those concerned with those areas.
3. The treatment of flood prone areas may change as the flood control project progresses. Areas where such changes may have a significant impact on the areas designated for urban uses include Meadow Park, Willow Creek, and Cascade Creek neighborhoods. Reference should be made to Chapter IV of the text for a review of these areas.

4. In general, because of printing costs and ease of correction, the neighborhood future land use maps presented in Chapter IV of the text are more accurate than the Future Land Use Map of the entire area. While the Future Land Use Map presented on page 13 serves as a guide to the general location of land uses throughout the City, the detailed maps presented in Chapter IV provide a more specific and accurate delineation of designated uses in the area.

Chapter I. Introduction

The Purpose of the Land Use Plan

The purpose of land use planning is to provide a consistent set of policies applied to general geographic areas that will guide decisions affecting the use of those areas. Such decisions include those made by both the private and the public sectors and, in particular, those decisions made by the public sector that affect private land use. It is a basic premise of local government land use planning that the community as a whole has a real interest in how private land is used. Land use decisions have an effect on the need for public expenditures and taxes; on environmental quality; on the consumption of energy, land, and other resources; and, where mixtures of incompatible uses occur, on the stability of property values. The adverse impacts of bad land use decisions are felt at the neighborhood and community levels and, in general, affect the quality of life of the entire area.

The authority to plan has been granted to cities by Minnesota state law for the purpose of insuring "a safer, more pleasant, and more economical environment for residential, commercial, industrial, and public activities" and of promoting the "health, safety, morals, and general welfare." To many the meaning of "health" in this passage is a historical reference to our most early public health issues that came about as consequence of urban development. Unsafe water supplies, inadequate sewerage facilities, unhealthy air quality, insufficient access to light, easily spread infectious disease, excessive noise, odors and glare, and high risk of fire conflagration were consequences that public planning first attempted to address. However, as early as 1948 the concepts of health were expanding when the World Health Organization's pronounced in its constitution 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 the level of overall public health and vitality now contains a broader list of environmental and social factors.

Since release of the first Surgeon General's Report on Physical Activity and Health (7/11/96), the importance of physical activity in the reduction of risk for chronic diseases has come to the forefront. The provision of parks, open spaces and recreational amenities is a well-accepted planning tool to promote physical activity in a community. More recent work has attempted to show 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. The promotion of the concept of health in our planning process will be in its broadened sense. The environment we strive to protect will be healthier for all our residents when we plan to maintain and create places that are considered safe, secure, accessible and attractive to active living.

A land use plan is part of the comprehensive municipal plan defined by State Statute as:

“a compilation of policy statements, goals, standards, and maps for guiding the physical, social, and economic development, both public and private, of the municipality and its environs and may include, but is not limited to, the following: statements of policies, goals, standards, a land use plan, a community facilities plan, a transportation plan, and recommendations for plan execution. A comprehensive plan represents the planning agency's recommendations for the future development of the community.”

The Land Use Plan itself is defined as:

a compilation of policy statements, goals, standards, maps, and action programs for guiding the future development of private and public property....”

The City of Rochester adopted a Land Use Plan in 1963. Along with the Growth Guidelines, the Thoroughfare Plan, and other public facilities plans and policy statements, the Adopted Land Use Plan makes up a comprehensive municipal plan.

The document presented herein is a comprehensive amendment of the 1963 Plan, extending its target date, enlarging the geographic area covered, and revising the land use designations.

The Plan also constitutes the second phase in the process of preparing a Land Use Plan for Olmsted. The first phase of that process culminated in the adoption in June, 1978, of the General Land Use Plan for the Olmsted County Area, which identifies urban service areas as growth centers and establishes recommended service area boundaries. The present document presents a more detailed plan for the use of land within the Rochester Urban Service Area, and will provide a consistent set of policies affecting areas outside the city limits of Rochester but within the future service expansion area. The Plan will thus provide the policy basis for County zoning and subdivision decisions, public facilities investments, and so on.

Enabling legislation for county planning includes the land use plan as one part of the comprehensive plan defined as:

“the policies, statements, goals and interrelated plans for private and public land and water use, transportation, and community facilities including implementation for plan recommendations documented in texts, ordinances, and maps which constitute the guide for the future development of the County or any portion of the County.”

Those portions of the Rochester Urban Service Area Land Use Plan pertaining to areas outside the jurisdiction of the Rochester Zoning Ordinance will join the General Land Use Plan for the Olmsted County Area, the Thoroughfare Plan, and other public facilities plans and policy statements to make up a County Comprehensive Plan.

The target date of the Plan presented in this document is the year 2000. Much of the background information on which the Plan is based is made up of projections of socio-economic information. The projections were developed with statistical techniques and have been reviewed by staff professionals, citizen groups, and community leaders to ensure that the projections are “reasonable.” However, even the most well founded projections must be regarded only as best estimates of future conditions. Policies established now may change over the next 20 years as new concerns arise or as existing concerns are examined from different perspectives. For this reason, a land use plan must be a dynamic document. An amendment process is provided in order to respond to changes in area conditions, needs, and policies. By continually updating the Plan, the area can be assured of having a current policy basis for making zoning and other land use decisions consistent with the general welfare of its residents.

The Process of Preparing the Land Use Plan

Citizen involvement is important in both the original preparation and the subsequent amendment of a land use plan. Starting with the formation of the Citizens Advisory Committee on Growth Guidelines through the final public hearing on the Land Use Plan, extensive efforts have been and will be made to ensure that every sector of the community has been heard from and that every citizen has had the opportunity to make his or her views known. Appendix E presents a detailed list of public meetings at which either the Growth Guidelines or the Land Use Plan have been reviewed prior to adoption.

Implementation of the Plan will require substantial changes in both County and City Zoning Ordinance and Subdivision Regulations, as well as reassessment of policies pertaining to the development of public facilities and parks. A number of suggested changes in development regulations and other plan implementation measures that are identified will require the cooperation of two or more political jurisdictions.

It is important to recognize that planning is an ongoing process. Where implementation measures fail to achieve desired results or carry with them undesirable side effects, such measures should be changed. Planning policies may have to be altered for the same reasons or because conditions have changed. Throughout all of the planning process, citizen involvement is essential.

Summary of the Plan Document

The Land Use Plan discusses plan recommendations at two levels: the general policy basis of the Plan and specific neighborhood analyses. Chapter II presents the general policy basis for the Plan, including the adopted Growth Guidelines, the locational criteria for various types of uses, and a summary of the proposed use designations. Chapter III addresses several major land use issues affecting major parts of the area, with discussions of land use problems and recommendations as to short and long-term policies that should be adopted to resolve or prevent these problems.

These issues include the problems of protecting existing and planned family-oriented residential areas from conflicts with other uses, of providing for the redevelopment of areas showing decay or pressure for conversion to other uses, and of extending public facilities to developing areas, among others. Several suggestions are made on ways to encourage development to occur in conformance with the Plan.

In order to facilitate the review of the Plan, the geographic areas covered by the Plan have been separated into neighborhood analysis areas, as shown on Map IV I. These areas have been identified on the basis of similarities in existing characteristics and location. Chapter IV presents discussions explaining how the general guidelines in Chapter II have been applied to each of the analysis areas. For each area, information is presented on existing development characteristics, locational characteristics, and other factors pertinent to land use planning. Based on this information and the general policy information presented in Chapter II, specific plan recommendations are presented.

A number of appendices accompany the body of the Plan Text, which provide in more detail the background data that was developed as a basis for the Plan and list public meetings that were held to solicit citizen suggestions for use in preparing the Plan. References are made to this information throughout the Plan Text.

Chapter II. Policies and Recommendations

Comprehensive Plan Policy on Affordable Housing and Diversity

The Need for Affordable Housing

The City of Rochester is suffering from a critical shortage of affordable housing (housing that, through subsidy or other means, costs no more than 30% of the household income of households earning 80% of the area's median income). The proportion of households in Rochester paying more than 30% for housing has increased from around 20% of households in 2000 to over 27% in 2010.¹ There were 11,430 households in Rochester paying over 30% of income for housing in 2010.

However, this understates the true extent of housing need. The true long term costs of affordable housing to the tenant or owner or the community can be represented using an index made up of

- H - The initial Housing construction or purchase cost is reflected in the rent or mortgage payment. Housing costs (excluding furnishings, supplies, and utilities) made up 21.9% of consumer expenditures in the U.S. in 2009². (Adding utility costs brings the housing cost share up to 29.3%.)
- E – The cost of Energy used to light or heat the apartment or house and the cost of energy used in travel. Utilities (electricity, heat, and so on) comprised 7.4% of total consumer expenditures in the US in 2009. Energy is one of the most volatile components of total housing cost. Energy codes have come a long way in the last 25 years, but there can still be huge difference between the best and the worst of construction. As a general rule, multifamily housing will always be more efficient than single family detached housing.
- A - The Associated costs, sometimes in the form of an association fee but more commonly showing up as maintenance, averaged 2.3% of consumer expenditures in 2009. The long term maintenance cost is typically inversely correlated with the upfront housing costs (H). Cheaper construction carries with it higher long term maintenance costs and higher life-cycle costs. Using interior and exterior materials that are designed to last no more than 10-15 years will reduce the upfront price but increase the life-cycle costs.
- T - The final component of examining the true cost of affordable housing is transportation (T). The energy cost of transportation and the costs of vehicle ownership, insurance, maintenance, and so on add significantly to household budgets, averaging 15.6% of U.S. consumer expenditures in 2009. Over the last decade public agencies have started to reflect the cost of transportation as part of the true cost of affordable housing. Most medium to large sized cities have the transit capacity to locate affordable housing in places that potentially eliminate all or most of this expense. By providing affordable housing opportunities in mixed use, mixed income, transit oriented areas we can create an environment where resources and opportunities are present without the need for expensive transportation options. The location of housing significantly affects transportation costs; correspondingly, providing for transit service and mixed use development can significantly improve the affordability of housing.

¹ US Census American Community Survey 2010.

² Source: U.S. Bureau of Labor Statistics, Consumer Expenditures in 2009, for all cited expenditure data. In effect, these figures represent averages for households. Because the share of basic necessity expenditures is low for very affluent households, the median household shares for these expenditures would be significantly higher.

In addition to associated costs that pertain to the resident, there are associated costs incurred by the city or other taxing authorities contributing to the cost of a project or absorbing costs as a result of a development. Such costs may include subsidizing new infrastructure such as roadway, water, sewer, or stormwater infrastructure. By examining the total Housing, Energy, Associated, and Transportation costs, we can make a better determination as to whether or not housing is truly affordable.

Many of the jobs that are created by area employees rely on workers working at moderate wage rates. According to a number of economic forecasters, the major impediment to the continued economic growth of the Rochester-Olmsted community will be difficulty in attracting the labor force needed to replace retiring baby boomers. The ability of employers to attract workers is adversely affected by the shortage of truly affordable housing.

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 both in 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 a number of national studies 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 clearly 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 clearly indicates that integration is the more desirable future.

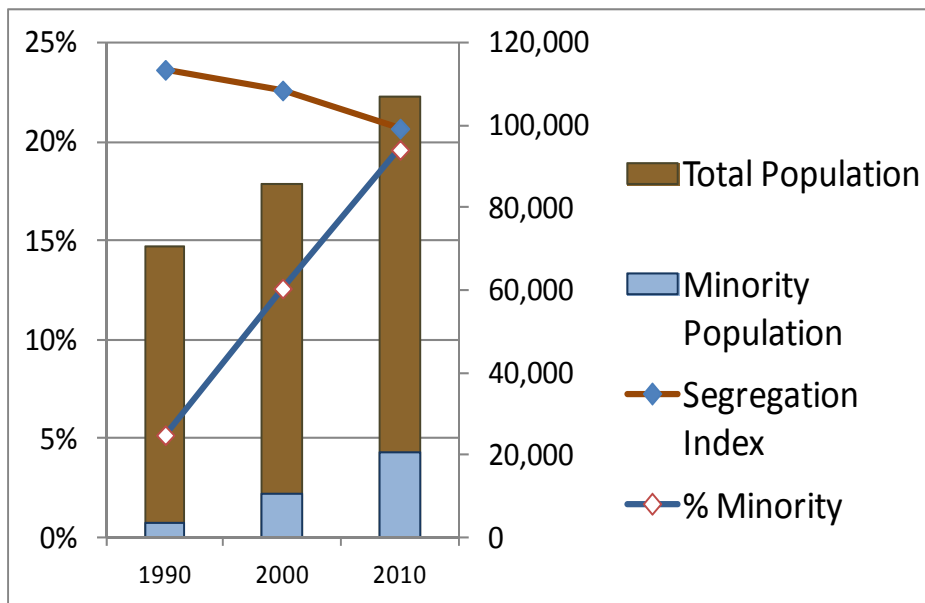
Dividing our community either by income or by race fosters inequity, isolation, barriers to communication, and ultimately divisiveness. Income class segregation, even without corresponding race segregation, is inimical to the long term cohesiveness of our community and to our quality of life. Community segregation leads to family, neighborhood, and ultimately community instability.

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 minority population whose segregation is being measured. Using the census tracts that make up the Rochester/Four Township area (roughly equivalent to the Rochester Urbanized Area), we can measure and track trends in race/ethnicity and income segregation over the past few decades. In comparison with other metropolitan areas, Rochester’s levels of segregation are relatively low. The following chart shows trends in minority population and minority segregation since 1990.



Despite a very large increase in the minority population over the preceding twenty years, by 2010 levels of segregation for minority populations (nonwhite and/or Hispanic taken as a whole) had actually declined.¹

Income segregation (as measured by the dissimilarity index for persons in poverty)

has stayed relatively constant over the period at around .32 to .35.

Implementing Rochester’s Diversity Policy

The City of Rochester is committed to building an inclusive community. 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 in implementing the Ordinance;
- Supporting low income tax credit housing and other subsidized housing of high quality, 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.

¹ These values are lower than those reported for the whole Rochester Metropolitan Area (consisting of Olmsted, Dodge, and Wabasha Counties), largely because rural areas around Rochester in Olmsted, Dodge, and Wabasha Counties have not grown during the period in which minority populations have increased, and because growing small cities in these counties have remained predominantly white. See, for example, http://www.censuscope.org/us/m6820/chart_dissimilarity.html.

- 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 up front 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 age, ability, race, ethnic, and economic backgrounds.

Measures of Effectiveness

- For affordable housing: vacancy rates for owner and renter occupied housing, the share of households paying more than 30% of income for housing costs, the estimated share of households paying more than 45% of income for HEAT costs, and the ratio of housing costs to median income.
- For the enforcement of minimum standards of housing and crime-free neighborhoods, police calls and housing violation data.
- For segregation, the "dissimilarity index," adjusted to reflect population size and minority proportions (in this case, low income and racial and ethnic minorities) in the community. 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. The closer to zero the index gets, the more equal is the distribution of majority and minority populations.

Growth Guidelines

Presented below is a list of the Growth Guidelines adopted by the City Council, the County Board, and several other area planning and governing bodies in spring of 1977. These Guidelines constitute the general policy basis of the Plan.

Some of the Guidelines presented below will be repeated in the following section on major issues in the Plan, in order to clarify the relationship between the Plan and the Guidelines and to present the specific interpretation given Guidelines in the Plan.

Recommended Growth Pattern

1. Growth should occur in conjunction with community services and facilities and existing growth centers and should be exemplified by the illustration of the Multiple Growth Center Concept.
2. All municipal service areas should be well defined and developed to accommodate and encourage new development.
3. Medium and high-density housing should be developed in close proximity to commercial, industrial, and institutional centers and public facilities and services.
4. Industrial development should be concentrated in industrial parks and should be permitted only in existing or planned public facility service areas.
5. Commercial development should be concentrated in growth centers, with regional, community, and neighborhood shopping facilities provided in the Rochester area and community commercial activities in the smaller growth centers.
6. Strip commercial development should be prohibited; commercial development should be concentrated in clusters.
7. Where possible, growth patterns should be structured so as not to interfere with residential neighborhoods, prime agricultural land, and significant environmental areas; prime agricultural land should be preserved.
8. Nonprime agricultural land and environmental areas located beyond designated growth areas should be retained for agricultural or open space uses where possible.
9. Residential development occurring in agricultural areas should be of very low-density, should be prohibited from locating in areas with existing uses (such as feedlots) which are incompatible with residential uses, should be located in close proximity to urban service areas, and on nonprime agricultural land where possible.
10. Preserve land, which has a unique recreational, geological, or environmental significance.

Public Sector Land Development

11. Develop systems of public facilities, especially water and sewer facilities, consistent with the multiple growth center concept, providing service core areas in the Rochester urban area, Byron, Stewartville, Chatfield, the Dover-Eyota-St. Charles area, Pine Island, and Oronoco.
12. A wide range of recreational activities should be provided in the area park and recreation systems. Where possible, recreational facilities should be provided in conjunction with educational uses or other related public facilities and programs.

13. Parkland acquisition should be concentrated in floodplain areas, quarry sites, and other areas of potential environmental and aesthetic appeal that present development problems for other uses.
14. Sites and buildings which exhibit a basic historical or architectural heritage for the people of the Olmsted County area should be preserved through public acquisition where possible or through the use of heritage preservation districts.

Private Sector Land Development

15. Adopt regulations encouraging planned unit developments, cluster subdivisions, provisions for common open space, and subdivision innovation.
16. Developments in service core areas, which are scheduled to receive sewer and water facilities within the imminent future, should be required to install water and sewer facilities at the time of construction, unless waived by the appropriate governing body.
17. Developments occurring within service core areas that are scheduled to receive sanitary sewer service within the distant future and that rely on individual sewage disposal systems should make provision for future lot splitting to accommodate sewer service.
18. Older commercial areas, which have a high potential for commercial activity and are not realizing that potential because of design obsolescence, should be redeveloped.

Natural Environment Systems

19. Development in the 100-year flood plain year flood plain should be regulated and limited to uses which are properly flood protected, do not have a detrimental effect on the floodway, channel, and are unharmed by flooding.
20. Protect aquifers in the Olmsted County area from pollution by proper management of sewage and solid waste disposal.
21. Preserve the public health, safety, and welfare by discouraging from development areas of wetlands, exposed bedrock, a high water table, soils subject to severe wind and water erosion, and soils of high and low permeability from development.
22. Preserve public access to water-based recreation sites.
23. Prohibit noticeable emissions of objectionable odors from industrial uses; curtail development in close proximity to open odor-producing activities such as feedlot operations and sewage treatment plants.

Locational Criteria

Several of the guidelines presented above could be considered as general planning principles, rather than as guidelines addressing specific growth problems affecting the City of Rochester and

its environs. A number of additional planning principles specifically applicable to the various use designations have been identified as criteria for determining the most suitable uses for given sites and the most suitable locations for specific uses.

The locational criteria must be applied in a manner consistent with the following land use planning principles:

1. The plan designations have been made based not only on locational factors but also on projected demand for various uses. Thus, a site that may be suitable for either a commercial or a residential use may be designated on the plan for residential purposes, based on projected land area needs. Within limits of projected needs (with allowances made for an excess of land supply over demand for each use designation), only the best sites have been identified for uses with greater intensity of use than low-density residential use.
2. An important goal of the Land Use Plan is to accommodate and encourage mixed density and mixed use development. While the locational criteria indicate suitability for the predominant use and the level of intensity of use in an area, it is not intended to designate areas exclusively for the uses indicated.
3. The Plan reflects the broad assumption that all of the urban service area is developable and can be put to reasonable private use. At the scale of specific parcels examined through detailed general development plans, some areas have limitations of terrain and other site constraints that make them unsuited for conventional development. In such cases, the Plan designation does not imply a right to develop in a conventional manner, but instead to realize a reasonable overall use sensitive to site constraints. Eventual use of sites with steep slopes, wetlands, and other site constraints may include clusters of uses on readily developable parts of the site with sensitive areas left as public or private open space.
4. The locational criteria for all the use designations reflect considerations of access, traffic characteristics, and road characteristics; other public infrastructure; proximity to other uses (especially those that can be nuisances for residential uses); and terrain. Due to their reliance on high capacity streets capable of handling large volumes of traffic and heavy commercial vehicles, the application of locational criteria for industrial use should be heavily weighted toward those criteria applying to the transportation system. Consistent with the overall intent of the Plan, other locational criteria for industrial uses should be evaluated as desirable but not essential site characteristics.

A. Locational Criteria for Residential Uses

1. Low density residential uses are most suitable in areas with the following characteristics:
 - a. Having terrain with variety, but outside flood prone or poorly drained areas, and areas with slopes over fifteen percent.
 - b. Bounded but not penetrated by major streets.
 - c. Buffered from the adverse influences of industrial, commercial, and high activity/high density residential areas.

- d. Served by park, school, and other public facility systems, especially bikeway and pedestrian systems.
2. Medium-density residential uses are most suitable in areas with the following characteristics:
 - a. Having level to fairly rolling terrain, outside flood prone or poorly drained areas, or areas with steep slopes.
 - b. In close proximity to commercial areas, employment centers, recreation areas, or other facilities that serve smaller households.
 - c. Having good access by means of collector, arterial, and expressway streets and transit systems to employment centers, commercial areas, and community facilities.
 - d. Buffered from the adverse influences of commercial, industrial, and other incompatible activities.
 3. High density uses are most suitable in areas with the following characteristics:
 - a. Having level to fairly rolling terrain, outside flood prone or poorly drained areas, or areas with steep slopes.
 - b. In close proximity to major shopping areas, major employment centers, recreational and cultural facilities, and other facilities that serve smaller households.
 - c. Having immediate pedestrian, highway, and transit access to commercial areas, community facilities, and major employment centers.
 - d. Buffered from the adverse influences of industrial and other incompatible activities.
 - e. Not adversely affecting adjoining low-density residential areas.

B. Locational Criteria for Commercial Uses

The commercial designation on the Plan encompasses a wide range of uses, including, for example, grocery stores, department stores, restaurants, gas stations, motels, and professional offices. These uses vary widely in the amount and kind of traffic generated, the size of the service area, the level of compatibility with more sensitive uses (such as residential areas), and the type and number of clientele. Because of the wide variation in types of commercial use, a number of sets of criteria have been developed to deal with groups of commercial uses having several common characteristics. These are presented below:

1. Neighborhood shopping centers, defined as small centers (four to eight acres in area) including stores catering to the daily or weekly convenience shopping needs and personal services needs of a neighborhood, are most suitable in areas with the following characteristics:
 - a. Located at the intersection of a collector street and/or higher-level streets.
 - b. Having relatively flat terrain.
 - c. Having good vehicular and pedestrian access.
 - d. With a projected service area population of at least 1,500 households with a radius of one-half to one mile.
 - e. Having at least enough land area to serve the fully developed neighborhood at the rate of 2.5 acres of land per 1,000 neighborhood households.

2. Community shopping centers of 15 to 25 acres in area and including some stores (such as variety stores or small department stores) selling longer term shopping goods, such as appliances or apparel, are most suitable in areas with the following characteristics:
 - a. Located at the intersection of an arterial with similar or higher level streets.
 - b. Having relatively level terrain.
 - c. With a projected service area of roughly 10,000 households within a radius of two miles.
 - d. Having good pedestrian, vehicular, and transit access.
 - e. Having at least enough land area to serve the fully developed service area at the rate of 1.5 acres per 1,000 households.

3. Regional shopping centers, defined as including one or more major department stores, or several specialty stores, are best suited in areas with the following characteristics:
 - a. Located at the intersection of a major arterial or higher level street with similar or higher level streets.
 - b. Having level terrain.
 - c. Having good pedestrian, vehicular, and transit access.
 - d. Having at least 40 acres of land suitable for commercial development.

The service areas of regional shopping centers in Rochester extend beyond Olmsted County to include Southeastern Minnesota, Southwestern Wisconsin, and Northeastern Iowa. Projections of area requirements for regional shopping centers and for other commercial uses have been made on the basis of projected employment growth, as explained in Appendix B.

4. Highway commercial uses, which include uses oriented primarily to serving the traveling public, such as gas stations, drive in restaurants, truck stops, motels, hotels, and so on, as well as uses requiring large areas of highway frontage, such as automobile dealerships, are most suitable in areas with the following characteristics:
 - a. On major highway approaches with access to a frontage road (or in the case of lodging establishments, in close proximity to major visitor attractions such as the medical complex).
 - b. Having relatively level terrain.
 - c. Providing for a concentration of similar uses.
 - d. Not detrimental to the safety or appearance of the surrounding area.

5. A number of other commercial uses that are less easily classified are listed below with recommended locational criteria:
 - a. Professional office uses. Major office uses, such as financial institutions, should locate in concentrations of similar uses in order to facilitate business transactions, to benefit from joint use of parking facilities, and so on. Office uses tend to draw customers from throughout the City and its environs; hence, site characteristics of good access and visibility are essential. Minor office uses should also be clustered where possible; if clustering is not possible, uses should be located on the fringe of established or proposed

community or regional shopping centers. Isolated office uses similar in character and intensity of use to, and not in conflict with, surrounding residential uses may be considered to be appropriate in areas designated predominantly for residential use.

- b. Business-serving commercial uses. Commercial uses primarily oriented toward services to other businesses, such as printing shops, sign painting companies, and so on, should also locate in close proximity to established or proposed community or regional shopping centers.
- c. Isolated neighborhood-oriented commercial uses. Currently, there are several small commercial uses, such as groceries and personal services businesses, located in residential areas of the City, providing needed convenient shopping and other facilities within walking distance of large parts of many of the City's established neighborhoods. It is proposed that zoning ordinances provide for this sort of use within residential use designations, especially in medium and high density planned unit developments, where the following conditions exist:
 - i. locational criteria “a”, “b”, and “c” of neighborhood shopping centers are met.
 - ii. no existing neighborhood shopping center is located within one-half mile of the proposed commercial use.
 - iii. adequate protection is given adjacent residential uses from adverse parking and traffic influences.

All types of commercial use other than those in B5a and B5c listed above should be allowed only in areas designated for commercial use.

- d. Recreational commercial uses. Private recreational commercial facilities of a low intensity of use, such as campgrounds, ski hills, and golf courses, should be accommodated in any area in the Land Use Plan, through zoning mechanisms that address potential noise, access, and other conflicts with residential development, or existing public open space uses, where pertinent. In general, recreational commercial uses should be allowed in areas that have good access, that are situated in such a way as not to adversely affect neighboring residential areas, and that have some significant natural feature making the area suitable for a recreational use. Such natural features might include streams, lakes, ponds, or other significant bodies of water; flood prone areas unsuited for other development; or steep or wooded hillsides. Zoning ordinances accommodating recreational commercial uses in a separate zone should not also routinely allow general commercial uses in that zone.

C. Locational Criteria for Industrial

The industrial use designation on the proposed Plan provides for such activities as manufacturing; transportation, communications, and public utilities industries; warehousing; and construction industries. While these types of uses differ significantly in the potential effect on surrounding uses, their locational requirements are very similar. Sites to be considered for industrial uses should have the following characteristics:

- 1. Having level terrain (less than 5% slope).

2. Having excellent access to transportation facilities, including direct access to a freeway, expressway, or arterial. Access to either rail or air transportation is also desirable.
3. Having adequate area available for industrial expansion, providing adequate space for buffer areas where needed, to protect adjacent residential use designations.
4. Served by utilities and public facilities.

The foregoing locational criteria have provided one basis for determining the proposed locations of major types of private land uses. Another major factor used in designating proposed land uses were the population, employment, and land area demand projections summarized in Appendices A and B. A third factor that was considered in designating proposed uses was the existing land use in the various areas within the Rochester urban area and recent trends in those uses. Where a significant amount of conversion has occurred from single family to higher density residential uses or where the structural characteristics of neighborhoods reflect a potential need for redevelopment, higher density residential designations have been assigned consistent with the foregoing locational criteria.

Finally, the suggestions of residents of those neighborhoods as expressed at public meetings on proposed land use plans were also considered. Where neighborhood goals and preferences indicate that areas may stabilize or that recent trends may be reversed, these factors have been taken into account.

D. Locational Criteria for Light Industrial/Business Parks

The light industrial/business park use designation on the Plan provides for a mix of selected industrial and commercial activities that may differ from each other in specific characteristics but that can reasonably be required to perform similarly. Such uses, however, are not easily incorporated into mixed-use residential buildings because of their unique floor area or floor plan requirements. The mix of uses would not include as wide a range as in an “industrial” area and specifically would not allow uses with dangerous or noxious processes or those requiring heavy truck traffic. Sites for these type of uses can either take advantage of their locations by acting as buffers between lower intensity land uses and higher intensity industrial or commercial areas or by being designed to be part of the fabric of a neighborhood to provide more shared-commute, bikeable or walkable employment centers that take advantage of an excellent transportation system for vehicular access but for more residential friendly uses that have a more limited transportation demand.

Sites to be considered for light industrial/business park designations should have the following characteristics:

1. Having terrain that can accommodate the development without the need to be quarried to create building pads or parking lots or result in the creation of slopes or cuts that cannot maintain a permanent vegetative cover.
2. Having excellent access to road transportation facilities located at the intersection of two arterials, an arterial and higher order or two higher order streets with existing or planned traffic control facilities.

3. Having adequate area available to provide buffers and landscaping to protect adjacent or nearby residential use or open space designations.
4. Served by utilities and public facilities.
5. Situated, shaped and sized so as not to reduce or deter the ability of residents of the area to walk as a mode of transportation and also allow the land use to be made part of and not separate from the neighborhood. Infill-locations, areas surround by or adjacent to established development on more than two sides, will be evaluated on their potential to incorporate the new development compatibly into the established area based on the existing road and land use patterns.

Use Designations

Based on the foregoing general policy statements and locational criteria and on the policy discussions and neighborhood analyses presented, in Chapters III and IV, the Plan designates several types of areas as shown on the Land Use Plan Map, page 14. The types of land use areas designated and the uses considered appropriate for those areas are listed below:

1. “Low density” residential areas, are intended primarily for single-family housing and, where appropriate, other single, isolated uses that are of similar character and intensity that are supportive of the neighborhood (such as neighborhood groceries or small offices). Uses would consist predominantly of single-family residences; however, any predominantly residential development of an overall low average density consistent in character and design with single family residential neighborhoods would be appropriate in areas designated for low density residential use.
2. “Medium density” residential areas are intended primarily for multi-unit housing developments and, where appropriate, other uses that are of similar character and intensity or 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 conversions of single-family units have already occurred.
3. “High density” residential areas are intended primarily for multi-family uses. Uses of similar character and intensity, not in conflict with long-term high-density multi-family residences, such as commercial facilities oriented to adjoining residences or office uses with a similar intensity of use, are also considered suitable for this designation.
4. “Commercial” areas are intended primarily for uses related to retail trade, temporary lodging, business and personal services, finance, insurance, real estate, and office uses of a similar character. Commercial uses range in intensity from professional offices, which may differ little in noise level, traffic volume, and appearance from residential uses, to high activity uses such as fast food restaurants, shopping centers, major office buildings, hotels, and gas stations.

5. “Medical/institutional” areas include major hospitals, medical clinics, major public office uses, educational facilities, and uses auxiliary to and in close proximity to medical facilities, such as hotels and motels.
6. “Industrial” areas are intended primarily for manufacturing, transportation related facilities, communications related facilities, privately owned utilities, warehousing and outside storage of materials and equipment, and uses of similar character. Typically, industrial uses are characterized by relatively high levels of truck traffic and noise. Commercial uses of an auxiliary nature to industrial uses would also be appropriate in this designation.
7. “Public” areas are intended for major government uses of a fairly high-intensity, such as the sewage treatment plant, the high schools, and the Rochester Community College.
8. “Open space and recreation” areas are designated on the Plan where existing and future uses are of a public recreational nature or where large amounts of land, which should remain open, are located. These areas include Department of Natural Resources areas, parks and recreational facilities, environmental corridor areas, and similar areas, excluding areas included in the “flood prone areas” designation.
9. “Flood prone areas” have been designated to indicate locations of floodways and other areas subject to flooding that should be protected from development and kept as open space. In some areas, this designation included park and other open space uses.
10. Historic sites have been designated on the Plan in order to indicate a need for special attention to ensure their preservation.
11. An “Airport Protection” designation has been superimposed on land use designations in the area surrounding the airport, in order to indicate that the area so designated is subject to special zoning restrictions which, in some cases, may be more stringent than the general criteria and standards addressed elsewhere in this text.
12. A “Central Business District” designation identifies the area of generally commercial land use in the “downtown” area of the City which reflects the goals and objectives of the Downtown Development District, but which is not specifically limited to the legal boundaries of the tax increment financing district. The “Central Business District” also includes areas of major governmental functions, such as the government and civic centers, as well as high-density residential uses. It is uniquely supported by a skyway or subway pedestrian circulation system and a public parking facility program. The highest density of development is provided in this area.
13. “Light Industrial/Business Park” areas are intended to provide attractive, high quality industrial/business park development with lower traffic generation characteristics than typical industrial or commercial areas because of the destination orientation of the uses in the developments; designed to promote walk-ability for tenants/employees, visitors and neighbors; and consisting of a mixture of uses that do not generate objectionable noise, odors or require large areas of outdoor storage. “Light Industrial/Business Park” areas are intended to provide a harmonious transition to adjacent lower intensity land uses by being designed with minimum modifications to the natural landforms; by conducting most business activity

and storage within buildings; by the design of high-quality and attractive buildings; by providing open space, landscaping, and sensitive grading to achieve a park or campus-like setting and by employing well-screened and appropriately located truck-loading areas and limited outdoor storage areas. Typical uses would be light manufacturing, assembly or maintenance and repair activities, research and development, small offices or office /showrooms, clean trade shops and limited or accessory warehousing. These areas may contain a limited amount of supportive retail and service uses developed at a scale and design that support the daily needs of the businesses and the employees in the immediate area and the nearby residential populations.

**RESERVED FOR THE
SINGLE, FULL-SCALE
VERSION OF THE FUTURE LAND USE PLAN MAP**

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TO OBTAIN A COPY OF THE ONE PAGE WALL MAP

Chapter III. Major Area Wide Issues Addressed in the Land Use Plan

There are a number of general policy questions that affect the entire Rochester Urban Service Area. The general policy issues addressed in this chapter are organized into categories according to the types of uses affected (residential, commercial, industrial, and so on) and to the types of area wide concerns affected (historical preservation, environmental concerns, public facilities policies, and so on). These issues help to clarify the interpretations given the Growth Guidelines as they apply to the Rochester Urban Service Area. In a few instances, additional long and short-term policies are suggested as a means to implement the Plan or to clarify the intent of the Guidelines.

Residential Uses

There are a number of related issues addressed in the Plan affecting residential uses, including questions of mixing uses and densities in residential areas, rehabilitation and/or redevelopment of housing in older neighborhoods, and the development and preservation of neighborhoods in all parts of the area. All of these are affected by such problems as increasing energy and housing costs, decreasing family sizes, mobility patterns of area households, and other national and local social trends. In order to clarify the policy intent of the Plan, some of these issues are discussed below.

Mixed Use in Residential Areas. It is the intent of this Plan to foster the development and maintenance of cohesive urban neighborhoods. This can be accomplished by providing for a harmonious mixture of land uses at the neighborhood level, and even at the level of individual developments, provided high standards of design are adhered to. Providing for a mix of land uses reduces the need for travel, thus reducing energy costs, while providing the flexibility in housing development necessary to meet future demand for affordable housing and respond to changes in the demographic makeup of area households.

It is essential in providing for land use mixes to recognize and plan to resolve the potential conflicts that may arise, and to determine appropriate land uses that may be included in a given area. Such determinations should be made in accordance with the general use designations and locational criteria presented in Chapter II, above. Two conflicts that have raised concerns in this area are those generated by allowing fairly large-scale apartment developments in low-density residential areas and allowing hotels and motels in high-density residential areas.

The use generally considered typical of low-density residential areas is the single-family residence. There are a number of factors that indicate significant differences between single-family and multi-family residential uses. Background studies for this Plan reveal that the average number of persons residing in single-family structure households in Rochester in 1970 was 3.94, while in multi-family structures, the average household size was only 1.64¹. Although multi-family household size varies depending on the type of structure, and probably also on the size of the unit itself, differences in average household size suggest a significant difference in the

¹ Based on 1970 Census figures. Preliminary updated household size estimates for the City of Rochester for 1978 provided by the State Demographer's Office are 3.66 persons per household for single-family structures, 1.97 for 2-4 unit, 1.32 for structures with 5 or more units, and 1.95 for mobile homes.

character of single-family and multi-family residences. Single-family areas have a high number of children per household, indicating a need for less traveled streets and a greater demand for recreational facilities such as playgrounds. Multi-family areas have fewer children present, which is usually associated with higher rates of labor force participation for adults in labor force age groups, increased traffic generation per acre of developed land, greater need for access to employment areas, different types of recreational needs and, in general, a different lifestyle.

Another significant difference between single-family and multi-family areas is the percentage of the area populations that are long-term residents of this area. There is a high degree of mobility for all types of households in Rochester. Of the 84,104 persons living in Olmsted County in 1970, almost one-fourth had moved into the County in the past five years. Of persons over five years old in Rochester in 1970, 30% had moved into the City in the past five years. Apartment dwellers were two to three times as likely to have moved into the area recently as residents of single-family structures. Shorter term residence and greater mobility may indicate a reduced interest and involvement in neighborhood activities among multi-family households (on the average) than among single-family households.

Finally, new multi-family structures are frequently quite different in architectural character and appearance from single-family structures because of their bulk, height, setback, and general design.

While it is recognized that single and multi-family uses are significantly different in many respects, the Plan nevertheless allows, and in some cases promotes, the mixture of these uses in low-density residential areas. Such areas are identified in older neighborhoods where structural and use characteristics indicate that a transition from single-family to higher density residential uses either has already occurred using existing structures or should occur with replacement of structures. Ensuring the viability of existing older neighborhoods may not be possible without encouraging redevelopment through such means as allowing higher density residential uses. The rehabilitation/redevelopment issue is addressed further below.

Mixtures of single and multi-family uses that arise as a result of planned unit developments in low-density areas are also consistent with the Plan. It is expected that the public benefit of the design advantages of such a development and the areas of open space created by such a development pattern will alleviate any problems that may result from mixing different types of residential uses.

Finally, it is felt to be desirable to provide for a range of densities and development styles in newly developing areas in order to provide flexibility in housing development, promote the development of affordable housing, ensure that the Plan can be responsive to changing social conditions in the area, and provide for the integration of multi-family uses into the fabric of neighborhood life. It should be emphasized that site design, the size and character of apartment structures, and the size of apartment units will all be critical in determining the success of mixed land use development, and will need to be addressed in the zoning decisions based on this Plan.

Differences between residents of high-density apartment complexes and condominiums and visitors lodging in motels and hotels are equally pronounced. Characteristics of motel visitors distinguishing them from apartment dwellers include greatly increased traffic generation, greatly reduced familiarity with and interest in the community, a correspondingly greatly increased need

for signs identifying places of lodging, and a greater need for access to major visitor attractions such as the medical complex, and to major transportation facilities. Motels and hotels are also characterized by late night traffic and activity not characteristic of long-term residential uses. For these reasons, temporary lodging establishments are more appropriately classified as non-residential uses. The Plan, therefore, is intended to provide chiefly for long-term residence and supportive uses in the high-density residential areas, and considers lodging establishments to be appropriate in the institutional or commercial designations.

Redevelopment/Rehabilitation. The older residential neighborhoods in Rochester require special consideration in land use planning. Because of aging structures and declining household sizes, demands arise in these neighborhoods for conversions of existing single-family structures into duplexes and four-plexes. Maintenance of large houses becomes burdensome, especially with declining incomes in the case of elderly homeowners, further promoting conversions to higher densities. As older large houses decline in value compared to new houses, the possibility of building new single houses of similar character in older neighborhoods at comparable prices decreases. Since neighborhood housing values have a significant impact on the sale price of housing, a new single-family house could be “overpriced” in an older neighborhood.

For these reasons, a few areas in some of the older low-density neighborhoods of the City that already have significant mixtures of apartment conversions and single-family houses have been designated as medium-density areas. Where this designation has been made, consideration has been given to the following factors:

1. Locational characteristics – Parts of some of the older neighborhoods are ideally located in terms of proximity to commercial and employment centers and recreational and cultural facilities and in terms of accessibility to these centers by transit, automobile, bicycle, or pedestrian modes of travel.
2. Conversion problems – In some areas, the widespread conversion of existing units to multi-family uses has created problems of parking availability, on-street parking, housing code enforcement, and increased traffic.
3. Structural deficiencies – Parts of some older neighborhoods show a higher incidence of older units or of units with overcrowding or structural or plumbing deficiencies, according to the 1970 Census. They also have lower estimated market values, according to current assessment information. These conditions could indicate higher costs associated with rehabilitation and greater need for redevelopment.
4. Structure size – Larger single-family units have a greater potential for conversion to multiple dwelling unit structures, as well as a potentially declining future demand resulting from lower family sizes. Portions of older neighborhoods with concentrations of larger units, therefore, show a potential for and a possible future need for such conversions.
5. Buffer areas – Parts of some neighborhoods abut high-density residential and even commercial uses. The Plan recommends that incompatible uses be separated by a suitable buffer (for example, a landscaped area between industrial and residential uses). A medium density designation, by reducing structure size and the density of dwelling units, provides a

suitable buffer between high intensity areas and low-density residential areas where natural buffers do not exist or cannot be easily developed.

The importance of the second, third, and fourth factors listed above depends to a great extent on assumptions as to future economic and demographic conditions. As explained in Appendix A, projections based on assumed future population characteristics show a declining demand for single-family residences, resulting from decreasing household sizes. It is assumed, based on analysis of past experience that preferences for larger dwelling units, in particular single-family units, will decrease along with household sizes. Factors that may influence these preferences include the increasing cost of housing construction, particularly for single-family units, and the increasing proportion of families with two incomes. Increased construction costs generate an overall inflation in housing values, which adds significantly to the cost of demolition and redevelopment, increases the demand for affordable older homes, and increases the economic feasibility of rehabilitation of older units. All of these factors tend to reinforce trends toward rehabilitation of existing units, whether for purposes of continued single-family use or of conversion to low level multi-family use. The increasing incidence of two-income families, normally associated with lower household sizes, may also mean that a higher proportion of families will be able to afford single-family houses. If housing choices are more dependent on income than on family size and if housing preferences continue to favor single-family units, then it may be economically feasible and desirable for older neighborhoods to remain as single-family areas. With housing prices currently rising at roughly three to four times the rate of increase in per capita income, however, newly forming households may not be able to afford single-family housing units in the future.

Because of the difficulties in predicting the impacts of current economic and demographic trends, the Plan represents a very cautious approach to identifying areas potentially suitable for gradual redevelopment from single-family to multi-family use. It is recommended that the Plan be reviewed on a regular basis in terms of its effect on rehabilitation and redevelopment in older areas, and of the effect of these activities on the preservation of the City's neighborhoods. In particular, care should be taken to ensure that the redevelopment of portions of neighborhoods to medium-density residential uses does not lead to accelerated deterioration of adjoining portions of the neighborhood.

Commercial Uses

Two major issues affecting commercial development are addressed in the Growth Guidelines. "Recommended Growth Pattern" guideline number six states that "strip commercial development should be prohibited; commercial development should be concentrated in clusters." "Private Sector Land Development" guideline number fourteen states that "older commercial areas which have a high potential because of design obsolescence should be redeveloped." These issues are addressed below.

Strip Development. In accordance with the Growth Guidelines, the Plan recommends that strip commercial development be avoided. There are several reasons for this recommendation. First, strip commercial development generates traffic problems, resulting from a high number of access points to the street. Where this occurs on a major arterial street, as is usually the case, the conflicts resulting from traffic entering and leaving the street lower the efficiency of traffic movement, increase traffic hazards, and result in inefficient use of the transportation facility.

Second, such development is inefficient from the perspective of land development and shopping efficiency. While clustered development permits sharing of parking facilities and pedestrian movement from bank to store to restaurant, strip development requires that each developed lot provide separate parking and that any movement among commercial uses be vehicular.

Finally, by stringing commercial uses along an arterial in an incoherent pattern, strip development maximizes the area in which conflict occurs between commercial and adjacent residential uses.

Conflict among uses resulting from strip development is intensified by the generally ugly appearance of such development. Because of the lack of cohesion in development and because of the orientation of strip development to traffic, such development has to be brightly lit, with large and frequently garish signs and architectural features, in order to attract the attention of motorists. A number of uses with these features distributed along a street incohesively gives the appearance of visual clutter. Such an appearance detracts from the property values of adjacent uses and ultimately from the values of commercial uses in the strip development area itself.

Finally, strip development should be avoided because the problems with design and character associated with such development lead to early obsolescence. As a strip development area ages and maintenance costs increase, the benefits of individual maintenance and rehabilitation efforts do not justify the costs unless the area as a whole is maintained. Because of the lack of cohesion in ownership and development patterns, maintenance, rehabilitation, and redevelopment efforts tend to be sporadic; hence, the strip developed area as a whole begins to decline.

Recognizing the disadvantages of strip commercial development, the Plan recommends that commercial uses be clustered in commercial centers distributed around the urban service area in a logical pattern related to future traffic movements and population (as discussed in Chapter II in reference to locational criteria). Several areas in the City of Rochester and the four surrounding townships already have experienced a considerable amount of strip commercial development, however. In these areas, it will be necessary to limit the adverse impacts of such development as much as possible by the following means:

1. Where possible, develop systems of frontage roads to reduce traffic problems resulting from strip development.
2. Require the use of landscaping and other buffering techniques between commercial uses and adjacent residential uses.
3. Enforce strict design standards for outdoor lighting, parking, and advertising in commercial areas.
4. Encourage cooperative, continuing efforts to maintain or redevelop older strip commercial areas in the City. Local governments should consider using tax increment financing or other means of public assistance in order to aid the redevelopment of such areas.
5. Where possible, redirect the use of marginal commercial strip areas to other more appropriate uses, as indicated by pertinent locational criteria.

Redevelopment of Older Commercial Areas. Local government should also encourage the redevelopment of older commercial areas. A prime example is the Central Business District area discussed in Chapter IV. Because of the age of the structures and the development pattern, the area is functionally obsolete, especially in comparison with modern shopping facilities such as Apache Mall. As a result of parking problems and the lack of pedestrian convenience, much of the major retail activity of the City has moved to outlying locations with better transportation access, cheaper land, more area for parking, and greater opportunities for coordinated design. As a result, older commercial areas attract an ever decreasing share of the area's commerce and face increasing difficulties in maintaining commercial facilities.

There are significant public benefits to be derived from aiding in the redevelopment of older commercial areas and significant problems affecting the public that can be avoided. Because the older commercial areas are generally close to the center of the community, their character and appearance affect the image of the community as a whole. In addition, blighted commercial areas could have a detrimental effect on the property values of neighborhoods for residential use. On the other hand, if older commercial areas can be redeveloped, property values should stabilize or increase and adjacent residential areas should become highly desirable, especially for smaller households and particularly in the Central Business District area. From an energy and public services standpoint: it is in the public interest to encourage the highest intensity of use in the central part of the urban area.

For these reasons, the public sector should act to encourage sound redevelopment of these areas. This should be done through the following means:

1. Develop public and private programs to eliminate parking deficiencies in older commercial areas.
2. Promote improved site design through such means as landscaping buffer areas between residential and commercial areas, developing enclosed shopping malls and pedestrian systems, and so on.
3. Encourage cooperative, continuing private efforts to maintain and redevelop older commercial areas in the City.
4. Use tax increment financing and other means of public assistance to aid in redevelopment.

The public sector should also ensure that public actions do not discourage redevelopment of older commercial areas. Among a number of public actions that discourage redevelopment (taxation chiefly of buildings and not land, and tax increases for redeveloped property, among others), one category that is closely related to land use planning is that of zoning excess areas for commercial use in newer parts of the urban areas, and of allowing high intensity commercial uses to locate in these areas. When commercial land is considered to be in short supply chiefly because of the failure of the private sector to maintain existing commercial uses, public actions which encourage commercial investment in new areas effectively discourage reinvestment in

older commercial areas. As the text¹ of the adopted Land Use Plan states (p. 101) , "...the City must afford adequate zoning protection to existing commercial areas by observing conservative policies ... in connection with proposed new commercial ventures requiring zoning district changes." Such policies are needed in order to prevent "...losses to private enterprise and adverse effects on the taxpayer..." and to maintain "...a relatively stable, gradually increasing tax revenue base...". For this reason, the Plan recommends that new commercial areas be developed only when there is a demonstrated need for increased commercial space.

Industrial Uses

Industrial uses, especially manufacturing uses, are one of the two most important sectors of the economy of the Rochester area. (Health services and related uses are the largest employment sector; these uses are discussed below in Chapter IV.) Because of the importance of industrial uses to the economy of the urban area, as well as to the surrounding region, providing an adequate supply of desirable land for industrial development is an important aspect of land use planning for the area. In order for land to be desirable for industrial uses, it must exhibit a number of important features, such as those expressed in the locational criteria cited in Chapter II. Especially important is the protection of industrial areas from conflicts with adjacent non-industrial uses. It is necessary in planning for the older industrial areas, which are not presently protected from these conflicts, as well as for future industrial areas that the potential for these conflicts be recognized. Two issues related to this concern are addressed below.

Providing Adequate Space for Industrial Growth. There are only a few general areas with large areas of undeveloped land designated for future industrial use in the future urban service area. These areas share characteristics of proximity to two or more transportation modes, level terrain, adequate area for future expansion, and potential for service by utilities and public facilities. Appendix B presents an analysis of land area needed for industrial growth, which shows that by the year 2000, roughly 1,120 acres will be needed for industrial uses. The Plan reserves roughly twice this area for future industrial use in order to avoid the creation of monopolies in industrial land, accommodate unexpected increases in industrial employment or in land needs for industry, and provide for industrial development in the park type setting that major national firms prefer for purposes of advertising and corporate image. Since all of the currently vacant land identified on the Plan as suitable for industrial development can be considered prime industrial land, it is important to reserve these areas for future industrial needs beyond the year 2000. For this reason, despite the apparent surplus of vacant land designated for industrial use on the proposed Plan, local governments should avoid the introduction of potentially incompatible uses into these areas or the piecemeal designation of parts of these areas for other uses. This will help to implement one adopted Growth Guideline stating that "industrial development should be concentrated in industrial parks and should be permitted only in existing or planned public facility areas."

The preservation of "prime" industrial areas can be assisted by accommodating a land use plan designation and a zoning district for low impact, low trip-generating light industrial/office park development district in areas with less restrictive access and terrain characteristics than current industrial designations. Appropriate areas for these types of industrial uses are much more

¹ The firm of Sego, Ladislav and Associates developed a full Land Use Plan for the City of Rochester of which only the Land Use Plan Map was adopted by the City Council in 1963.

abundant in the growth area and would relieve pressure to develop “prime” industrial areas for less than prime industrial uses.

Older Industrial Areas. Two of the major industrial areas of the City lie along railways that bisect the City. Both of these areas, which include the area between Fifth and Seventh Streets N.W. and between South Broadway and Third Avenue S.E., contain a number of older industrial structures with relatively small, shallow lots, and with mixtures of industrial and non-industrial uses. According to the (unadopted) text of the adopted Land Use Plan for the City of Rochester, “among the problems of Rochester’s existing older industrial development is the shallowness of the manufacturing districts, the absence of effective buffers to protect neighboring residential areas, and the ‘spot’ location of several plants in areas which are basically residential in character.” Recommended solutions to these problems include planting of trees, purchase of additional land for buffer areas, or construction of walls to reduce noise and eliminate unsightly views. Additional problems that have developed in recent years include restrictions on industrial development and expansion in some of the industrial areas and the transition of areas originally planned for industrial use to commercial and other uses. All of these problems raise questions as to what the long-term use of the older industrial areas should be. The Plan continues to designate these areas for industrial use; however, only those industrial-type uses that are least objectionable in terms of noise, odor, dust, truck traffic, light, and vibration should be allowed to locate in these areas. In addition, the City should act to encourage redevelopment of these areas to less objectionable industrial uses (such as warehousing and service industries), and should require adequate buffers between uses as redevelopment occurs. In those areas with concentrations of residential uses indicated on the Plan for future industrial use, the Plan designation should not be interpreted as allowing scattered industrial uses throughout the area, but only as promoting an orderly, non-disruptive expansion of industrial uses into the area. Thus, changes to industrial zoning classifications involving relatively large land areas adjacent to existing industrial uses and buffered from residential areas would be encouraged. Finally, public action should be taken to encourage such redevelopment through assistance in consolidation of property to be redeveloped and in developing redevelopment area plans, and perhaps also through tax increment financing or other public support of redevelopment projects.

Public Facilities

Several of the adopted Growth Guidelines for the Rochester area address issues related to public facilities. Some of these guidelines are presented below in abbreviated form:

- All municipal service areas should be well defined and developed to accommodate and encourage new development.
- A wide range of recreational activities should be provided in the area park and recreation system. Where possible, recreational facilities should be provided in conjunction with educational uses or other related public facilities and programs.
- Parkland acquisition should be concentrated in...areas of...environmental and aesthetic appeal that present development problems for other uses.

- Development in service core areas, which are scheduled to receive water and sewer services in the imminent future, should be required to install water and sewer facilities at the time of construction, unless waived by the appropriate governing body.
- Developments . . . scheduled to receive sanitary sewer service within the distant future . . . should make provision for future lot splitting to accommodate sewer service.

In general, the Land Use Plan incorporates the recommendations of agencies involved in the provision of public services and the development of public facilities and reflects these facilities and their service areas where appropriate. No attempt has been made to duplicate the efforts these agencies have made in developing plans for their various future activities, other than to review the Plan and the background material on population growth, demographic changes, and projected growth areas with affected agencies in order to insure consistency in information and provide a general framework for public facilities planning. In two areas, however, the Plan makes specific recommendations directly affecting public facilities. These areas, which are addressed in the Growth Guidelines cited above, concern water and sewer services and park facilities. These two public facility areas are discussed below.

Water and Sewer Facilities. As is discussed at some length in the Proposed General Land Use Plan for the Olmsted County Area, the availability of adequate water and sewer facilities extended into developing areas on a timely basis is of extreme importance to implementation of both the General County Plan and the Rochester Urban Service Area Plan. Both plans assume that concentration of development will occur with water and sewer services. It is on this basis that the land area calculations presented in Appendix B are developed, which show a surplus of potentially serviceable land for residential purposes within the proposed urban service area by the year 2000 of three times the projected need. Since this figure includes existing developed residential acreage, it is more meaningful to express this excess by comparing vacant land planned for residential use to projected growth. In these terms, the amount of land provided to house the population growth expected by the year 2000 is almost five times the amount needed. With the mix of low and medium density residential areas designated on the Plan, the 13,000 acres of vacant residential land could house roughly 65,000 households. There were roughly 25,100 households in 1978 in Rochester and the four surrounding townships; by the year 2000, there will be another 12,700 households. If these households consume four acres of land per household (the current average for non-municipal development in Olmsted County), the amount of vacant land needed will exceed the amount provided for on the Plan by about four times. Thus, the Plan depends on the assumption that a large proportion of development in the urban area will occur with municipal services.

This has not been the case in recent years. Septic tank development around the City of Rochester has generated a built in resistance to annexation, impeding extensions of services to areas beyond the existing service areas. County development regulations should ensure that these problems not increase and area townships and the City of Rochester should work to develop annexation agreements to more clearly identify service areas. Otherwise short-term shortages of serviced lots in the City and uncertainty on the part of prospective land developers in the vicinity of the City will occur. As a result, the City will gradually become surrounded by large lot subdivisions with a built-in resistance to the extension of water and sewer services, resulting from investments in individual water and sanitary facilities and from the economic burden of the extension of services across the required frontage of two-acre lots. If the City becomes completely

surrounded, a very inefficient residential development pattern will ensue, resulting in increased gasoline consumption, air pollution, road maintenance and snow removal costs, mail delivery costs, school transportation costs, and costs of other public and private services. In addition, due to bedrock conditions and the prevalence of development in major groundwater recharge areas, there is a great potential for groundwater pollution resulting from continued septic tank development.

The threat of groundwater pollution is, in fact, a major reason for including as much of Marion Township in the Urban Service Area as has been proposed. Several subdivisions in Marion Township lie along Bear Creek and Badger Run; both of these stream valleys have light soils with excessive drainage characteristics, leading to a high potential for infiltration of septic tank effluent into the groundwater. Many of the subdivisions in this area were platted prior to the two-acre minimum lot size requirement for individual septic tank developments. In many cases, this has resulted in septic tank problems, groundwater problems, and unusable lots. All of the other boundaries of the proposed Urban Service Area have been developed on the basis of existing development characteristics and potential problems or on public facility commitments already made by the County or the City.

In order to avoid potential health hazards and the threat of inefficient and uneconomical development, area governing bodies need to accomplish the following:

1. Adopt a commonly agreed upon plan for the extension of water and sewer services into developing areas. Such a plan should be consistent with the Land Use Plan and, in particular, with the phasing of growth shown on Map III-I. This map is based on the population projections presented in Appendix A, on the previously prepared public facilities plans, on recent trends in neighborhood growth, and on the Land Use Plan. Based on current calculations of projected need, the water and sewer plan should provide for 2,500 acres of additional serviced residential land by 1985.
2. Adopt consistent subdivision regulations and zoning ordinances allowing for short-term septic tank development but requiring that provision be made for connection to water and sewer services as they become available. All developments within the future urban service area should be required to make such provision; all other developments in areas with bedrock or soil conditions potentially unsuited for long-term septic tank development should also make such provision. Ordinances should also promote development within the urban service area by allowing cluster development and other options, which reduce development costs.
3. Use the extension of water and sewer services as much as is economically feasible to guide the direction of development in accordance with the Land Use Plan, rather than merely to respond to development pressures. Such a policy will give local governments the opportunity to promote orderly development in a positive manner, rather than negatively through regulatory devices. It should also help in reducing housing costs somewhat by anticipating needs for serviced lots and preventing temporary shortages in the number of lots available for building.

Phasing of Sanitary Sewer and Water Lines. In order to promote the orderly and cost effective development of the community as it expands, it is imperative that a general framework for sewer and water line extension is established. The extension of these services is normally provided to

areas anticipated to attain population density of at least three people per acre¹. This extension of these services occurs as a result of annexation or an agreement to annex over a period of time. Land use projections set forth in Appendix B of this text are used to predict the limits of service for commercial and industrial areas. These areas are considered to be serviced if they are located near the urban periphery. Map III-1 illustrates where it is reasonable to assume sewer and water lines may be extended by the years 1990 and 2000. The area currently receiving services is also identified.

Parkland Acquisition and Recreational Facilities. Recreation areas are considered to be one of the essential services that should be provided in the Future Urban Service Area. It is the intent of the Plan to encourage the acquisition of land for future park development, including neighborhood, community and special parks, as well as environmental corridors. Special emphasis should be placed on the following areas:

1. Parks to serve immediate neighborhoods, as well as community-wide parks to serve recreational needs.
2. Special parks to accommodate construction of facilities necessary in a comprehensive park system.
3. Environmental corridors along the rivers for trail development, including a minimum width of 200 feet where possible.
4. Natural resource based parks containing the following:
 - a. Impounded water areas with potential recreational values encompassing a minimum of 1.5 acres.
 - b. Sites with unique topographic relief and scenic vistas, with a minimum slope of 20 percent with at least a 100' vertical difference in elevation.
 - c. Wooded areas that would otherwise be denuded with urbanized development including a minimum of ten acres.
 - d. Wetlands of Type 2 and 3 (State and Federal Classification) that could be a value for wildlife and environmental education, and including a minimum size of 5 acres.

In general, parklands should be protected from any type of encroachment, including the construction of buildings, streets, highways, parking lots, utilities, and other structures, consistent with the need to balance recreational and environmental needs with other physical and social needs.

The Land Use Plan recommends that environmental corridors be established along the Zumbro River and portions of Bear, Willow, Silver, and Cascade Creeks. These corridors would connect existing and proposed parks and would provide a means of joining developing residential areas with recreational areas. Since most of the area included in these corridors would be in the floodway, dedication of land for corridor purposes could be accomplished without loss of

¹ Part 2: Extension of Sewerage Works, "Sanitary Sewer and Water Study." Rochester, Minnesota, August 1973, by the City of Rochester Public Works Department.

development value to prospective developers. Such a system would also help to preserve valuable wetland and wildlife habitat and aid in the protection of groundwater recharge areas.

In addition to these areas and existing parks already established in the Urban Service Area, there are several areas designated as park and open space on the Plan map in order to indicate future parkland acquisitions. In the event that plans to acquire these sites fall through, the properties should be redesignated for other uses permitting urban development.

Although the Plan does not address the specific locations needed for future neighborhood parks, it is recommended that newly developing areas be provided with park and playground area in accordance with accepted standards and with expected child and adult populations. Much more detailed studies need to be prepared for developing areas of the community, mapping all needed public facilities based on site characteristics and expected development patterns. Once general development plans are prepared, parkland acquisition should occur along with the development of other facilities such as schools, fire stations, and so on.

The following list summarizes the types of parks and related service area characteristics that should be provided as the urban service area develops.

Playlot

- Comprises three acres or less and intended for use of preschool age.
- Should include creative type play apparatus. Landscaping should stress playful use and aesthetic value.
- This type of park is generally for service of a small radius such as a housing development.

Neighborhood Playground

- Larger than a playlot, usually at least three acres and intended for elementary age.
- Generally includes playground apparatus, hard surface area for court games, tetherball, and a grass area for diamonds, football or soccer.
- This type of park generally services a neighborhood area where streets, geographical barriers, or distance precludes easy access to a neighborhood park.

Neighborhood Parks

- Minimum size of four acres and generally approximately ten acres and should be adequate to accommodate children through the eighth grade.
- This centrally located neighborhood park should incorporate playlots and neighborhood playground facilities. It should also be more extensively developed and include a shelter or recreation building, wading pool, tennis courts, lighted diamonds, winter sports areas and picnic areas.
- The intended service area is a large neighborhood, or an area serviced by an elementary school.

Community Park

- Contains from ten acres up to several hundred acres and intended for use of people of all ages.
- Should be strategically located with good pedestrian and vehicular access. Essentially all qualities of a playlot, neighborhood park should be incorporated into this type of park as should special type facilities for such as nature centers, lakes, or ice arena.
- This park should service an entire city. It does not have to include every possible type of facility hereto mentioned, but could include specialized facilities such as recreation centers, tennis clubs, ski hills, etc.

Special Use Parks

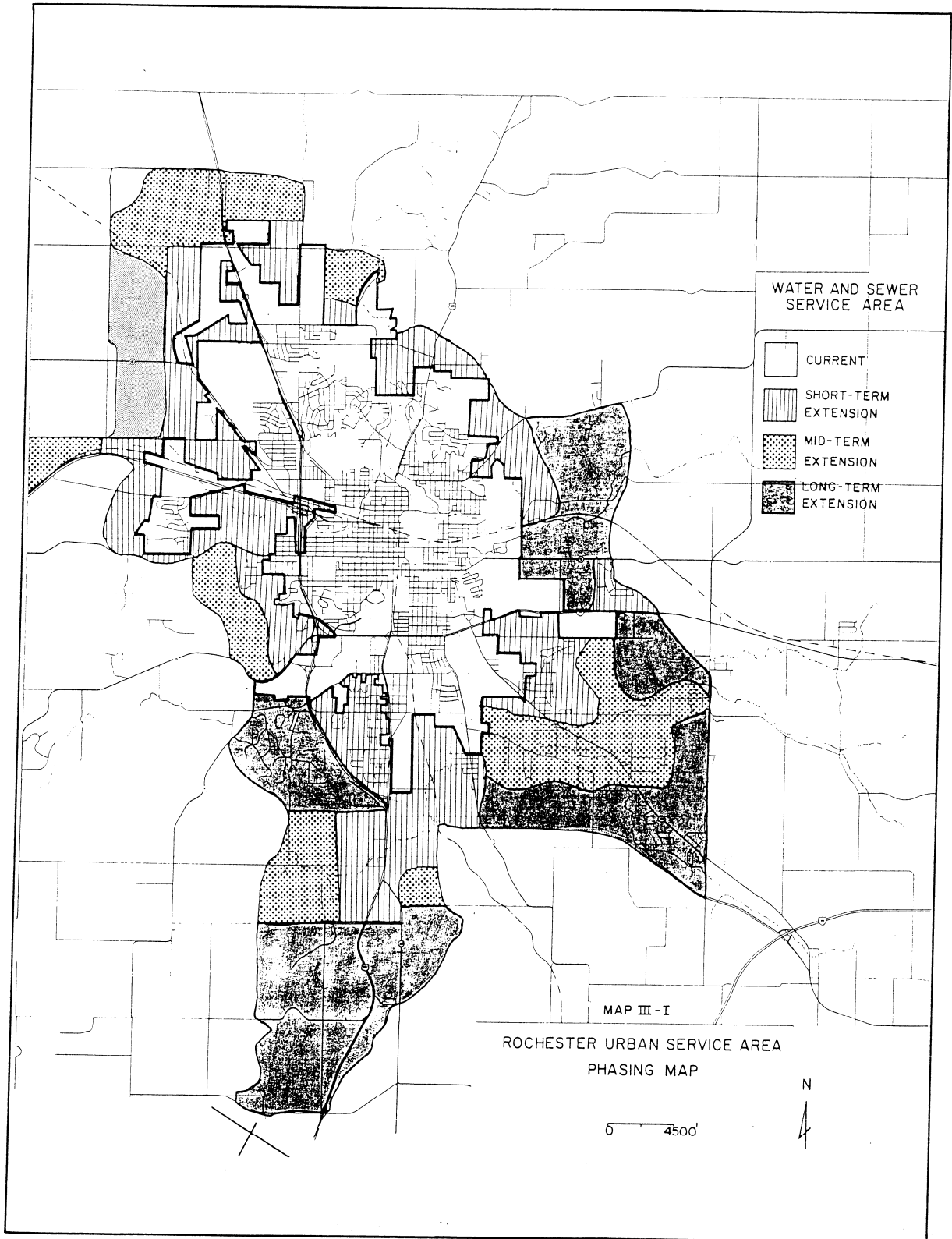
- Can comprise several hundred acres and is intended for large segments of the population.
- This type of park usually is designated around one special facility such as a recreation center, nature center, zoo, marina, botanical garden, cultural center, golf course or campground.
- This type of park should also service an entire city.

City Squares, Triangles and Parkways

- These types of parks generally comprise small parcels of land, sometimes used to link together major parks.
- They are intended to improve the neighborhood setting, provide scenic drives and bicycle paths.
- The squares, triangles, or parkways generally improve aesthetics and are available to a large segment of the population.

In summary, in order to meet future needs for parkland and recreational facilities, area governing bodies should:

1. Prepare general development plans for specific areas in advance of development, identifying sites for park acquisition and other public facilities. Such general development plans should be consistent with the Land Use Plan and the plans of area park departments: it may also be desirable to develop an overall Open Space and Recreation Plan for the area.
2. Modify subdivision regulations to facilitate the acquisition of sites for parks and other public facilities and to equitably distribute the costs arising therefrom.
3. Promote the implementation of the environmental corridors concept through cooperative efforts to acquire and link sections of the proposed system.



Environmental Concerns

A number of environmental and social concerns have been addressed in the preparation and review of the Land Use Plan for the Rochester Urban Service Area. The most important among these are described below.

Natural Environment. Those aspects of the natural and man-made environments affected by or affecting urban development are identified below, with a brief review of the recommendations of the Plan in regard to the problems addressed.

1. Preservation of environmentally significant areas. Prior to preparing general development plans for developing areas in the Rochester area, consideration should be given to identifying locally significant environmental areas, such as flood fringes, prairies, and wooded hillsides, that might not otherwise be held out of development but that might, nevertheless, provide significant native plant and wildlife habitat. From perspectives of air quality, aesthetics, development costs, groundwater quality, and floodwater storage, selected flood fringe areas in particular should be considered for inclusion in an “environmentally significant” designation that would protect these areas from intensive development. Especially since steep hillsides and wet flood fringe areas are marginal areas for development because of added development costs, those areas that are not favorably located in terms of the criteria listed in Chapter II for other than low-density residential uses should not be developed. In short, higher intensity designations should not be considered for land with marginal development potential solely or primarily in order to compensate for the added costs of developing those sites. Consideration should be given to identifying and reserving environmentally significant hillside and flood fringe areas from development.
2. Air quality. Air quality impacts of urban development include smoke and heat resulting from industry and public utilities; odors from industry and agriculture-related uses; dust from industry, agriculture, mineral extraction, and construction; and automotive exhaust fumes.

In the Rochester area, the major air pollutant originating from within the area that is affected by land use planning is transportation-related carbon monoxide. Rochester has been designated as a “non-attainment” area by the U.S. Environmental Protection Agency, indicating that the area currently does not meet air quality standards and may not meet them by 1982. The air pollutant of major concern is carbon monoxide, which originates chiefly from automobile exhausts. While preliminary studies indicate that improved auto emissions standards may eliminate the problem by 1982, attention should be directed toward ensuring that land use patterns will not generate undue traffic congestion and resultant air pollution. Specific examples of recommended land use related measures incorporated in the Plan that could lead to reduced traffic-related pollution include:

- a. locating medium and high density residential development in proximity and with good pedestrian, automotive, and transit access to major employers, commercial areas, and other major traffic generators;
- b. promoting a more concentrated development pattern overall to reduce total auto emissions and facilitate use of non-automotive modes of transportation;
- c. providing for dispersal of neighborhood commercial facilities in order to provide easy access to shopping from residential areas;

- d. providing for green areas throughout the area in order to absorb combustion by products and filter particulates from the air;
- e. requiring Planned Unit Developments to construct bus shelters to facilitate transit use;
- f. prohibiting drive-in facilities from locating in areas with potential carbon monoxide problems, such as downtown street canyon areas; and
- g. requiring residential developments to provide for pedestrian and bicycle needs and transit use.

A study is being conducted jointly by ROCOG, the Minnesota Pollution Control Agency, and the Minnesota Department of Transportation to assess the potential for improved air quality of a number of land use and other controls applicable to traffic-related air pollution. Results of this study may provide further indications of changes needed in the Plan to alleviate air pollution problems.

Other air pollution problems affected by land use planning (particulates and other forms of emissions than automotive) are controlled chiefly by the stationary controls of the Minnesota Pollution Control Agency. Odor and dust problems resulting from agriculture or extractive industries are addressed locally both by separating residential uses from uncontrollable sources and, for gravel pits, by requiring dust control as a condition of permit approval.

3. Water quality and supply. Water quality problems experienced locally resulting from urban development include groundwater pollution, resulting chiefly from septic tank effluent; and surface water pollution, resulting from erosion and sedimentation from hillside development, urban stormwater runoff, and inadequate treatment of industrial and domestic sewage. The plan addresses the problem of groundwater pollution by providing for the extension of water and sewer services to existing septic tank developments east of the City and to future developing areas in the vicinity of existing serviced areas. Sewer service extensions are particularly important in the Bear Creek and Badger Run Watersheds, both because of the high concentration of existing septic tank development lots of inadequate size in those watersheds, and because both streams cross the most important groundwater recharge area in the Rochester Urban Service Area. There is a significant potential for pollution even of deep aquifers, such as the Jordan sandstone layer (which the City of Rochester relies on for water supply) resulting from existing septic tank developments in these watersheds.

Solving surface water quality problems related to land use planning will require changing zoning and subdivision ordinances and development improvement standards. Local controls should promote a reduction in the average street area per land use (implying encouragement of higher density housing developments and cluster subdivisions, for example), in order to reduce stormwater runoff from pollutant-laden streets and to reduce erosion and sedimentation from street construction. Development of small-scale stormwater retention structures in new subdivisions would also aid in the reduction of pollution from stormwater runoff by containing the “first flush” of pollutants, releasing pollutants to the area's stream system in a more diluted form, trapping some of the sediments and other pollutants from runoff, and reducing stream channel erosion by reducing downstream water velocity.

Another way to reduce sedimentation of area streams resulting from urban development is the control of erosion from development sites. Erosion of soil from construction sites not only disfigures land and adds to construction costs, it also creates significant public costs.

These include, among others, silting in of area lakes and stream beds; increased turbidity of streams leading to fish kills; additional maintenance of streets, storm sewers, and catch basins; and reduced aesthetic value of the area's natural resources. On the average nationwide, construction increases soil loss through erosion to a level almost 700 times that of woodland and over 30 times the level of cropland. While undisturbed land loses soil at a rate of .18 tons per acre per year, construction site erosion averages 125 tons per year, with a range from 36.5 to 1,100 tons per acre per year depending on climate, topography, soil characteristics and management practices. Because of the prevalence of silt soils and sloping areas in the Rochester Urban Service Area, much of the area is highly susceptible to erosion, resulting in severe limitations for development. For this reason requiring erosion and sedimentation controls to be in place during and after construction of new developments is especially important in this area.

Other urbanization-related sources of water pollution, such as industrial and municipal sewage, are being corrected through the point source control programs of the Minnesota Pollution Control Agency and the construction of advanced wastewater treatment facilities by the City of Rochester.

4. Resource conservation. In conjunction with the General Land Use Plan for Olmsted County, the Rochester Urban Service Area Land Use Plan focuses to a significant extent on problems of resource conservation. Both Plans promote a more concentrated development pattern than would result from a continuation of current trends, leading to significant savings in transportation related energy costs. These would result chiefly from reduced commuter travel; increased feasibility of transit use and bicycle and pedestrian travel; and decreased energy expenditure in road construction and maintenance, school transportation, and the delivery of services to outlying areas. The Plan also promotes energy conservation by locating clusters of high and medium density housing in fairly close proximity to employment centers and commercial areas, thus reducing the length of trips made within the urban service area. Furthermore, by promoting the redevelopment of the CBD and allowing for a significant amount of multi-family development, the Plan promotes conservation in space heating, on the one hand because the CBD area has available steam heat from power generators, and on the other hand because multi-family housing uses less energy in heating. Finally, the Plan makes provision for future reliance on coal by locating future major industrial areas adjacent to rail lines.

Currently, the two most significant indigenous natural resources in the area are soil and mineral resources. Mineral resources include primarily sand and gravel deposits. Long-term gravel pits are recognized in the Plan as industrial uses, while short-term operations are identified according to the anticipated redevelopment use of the site. The County and Urban Service Area Plans do not prohibit the extraction of mineral resources, provided adjacent residential areas are not adversely affected.

The soils resources of Olmsted County rank among the best in the world in terms of agricultural productivity. The Plan provides for the protection of these resources for agricultural uses by promoting an expanded urban service area. It is intended that growth will be drawn to the area away from outlying rural areas where conflicts occur between farm and non-farm uses.

The conservation of other natural resources in the area is addressed elsewhere in the text.

5. Flood plain development. As pointed out above in this section, protection of flood plain areas from development would contribute to the preservation of groundwater quality and quantity and of environmentally significant areas. In conjunction with the proposals for stormwater runoff controls in new developments, flood plain development restrictions could also significantly reduce flood hazards.

Current policies allowing development in the flood fringe based on procedures developed by the Department of Natural Resources, provide for flood protection of the site being developed and of upstream areas, based on current levels of development and rates of runoff. This procedure fails to adequately account for increased flood hazards associated with urbanization, downstream impacts of reducing the flood storage capacity of flood fringe areas, and down, stream impacts of increased stream velocities (resulting in threats to the public safety, channel erosion, and loss of the other aesthetic value of urban streams). In addition, none of the other impacts mentioned above (loss of environmentally significant open space, ground water recharge, and so on) are accounted for.

For these reasons, it is recommended that ordinances controlling floodplain development be written so as to prohibit flood fringe development generally in undeveloped parts of the urban service area, based on criteria of capability for groundwater recharge and flood storage, impact on downstream flood hazards, and the availability of reasonable alternative uses. Flood fringe lands in developed areas should be regulated in the same manner as is currently practiced, recognizing economic limitations on the reasonableness of alternative uses. Open flood plains should help to store floodwaters, thereby reducing downstream flood volumes and velocities, aiding in groundwater recharge, contributing to the public safety, reducing the need for channelization, aiding in the maintenance of more natural waterways, and adding to the quality of urban open space.

6. Avoidance of hazards. Other than flooding, the two most important significant hazards associated with urban development in the Rochester area are noise, and major accidents.

Noise hazards associated with the airport, industrial activities, and highway traffic are considered in the Plan. The portion of the urban service area affected by airport noise to an extent limiting desirability for residential development has been identified using two methods, and is shown on Map C-4. It is recommended that industrial or agricultural uses locate in this area where appropriate. For the most part, potential problems associated with industrial noise have been avoided by separating residential from industrial areas. Where this has not been possible, it is recommended that buffers be established between industrial and residential areas to protect residential area from noise and unsightly views. The most significant highway noise problem area is located along Highway 52 North from 12th Street S.W. to 37th Street NW. Development in this area is generally commercial or industrial in nature. In some areas where residential uses are close to the highway significant differences in elevation protect residents from noise. Where undeveloped residential areas may be affected by highway noise, however, (as in Allendale subdivision), noise buffers should be installed during development. This applies as well to areas along other highways that may generate future noise problems. It is preferable to protect noise-sensitive uses in such locations than to reserve those locations only for noise-tolerant (commercial or industrial)

uses. Problems associated with strip commercial or industrial development outweigh problems associated with development of noise buffers.

“Accident” hazards include such catastrophic occurrences as airplane crashes, release of poisonous gases from industrial operations or freight transport, industrial or transportation related explosions and fires, and so on. Traffic accidents, which probably account for more lost lives and property locally, are not included in the discussion here because they have been adequately addressed in the Thoroughfare Plan and associated Transportation Policies. Airplane crashes have been dealt with by incorporating into the Plan the development patterns promoted by the Airport Zoning Ordinance, which limits the density of residential uses and provides for non-residential uses in areas affected by air traffic. For the most part, the location of catastrophic occurrences such as those listed is difficult to anticipate and thus to plan for. In general, however, the Plan addresses the need to protect residential areas from such events by separating residential areas from industrial areas and the railroad lines serving them. The southern portion of Meadow Park neighborhood is the only new residential area planned for that borders a railroad line. The line in question is slated to become only a spur line as connections to the south are abandoned. Industrial development in that area and industrial redevelopment areas bordering existing residential uses should be limited to those uses which do not require rail transport of hazardous substances.

Social Environment. The Plan addresses three important aspects of the social environment of the Rochester Area, including the preservation of areas and sites of historic significance, the maintenance of social equity in the distribution of housing in the area, and the equitable distribution of services in the area. There are a few sites designated on the Plan as areas of historic significance. In addition to these areas, other areas in the City are currently being considered for inclusion on a list of historically significant structures or areas. As with environmentally significant areas, the fact that a large amount of vacant land suitable for development is available within the future urban service area indicates that local governing bodies can and should act to restrict development in the vicinity of historic areas to that which will aid in preserving the area's historic character and appearance. Again, the public benefit derived from preserving historic areas is very significant. For this reason, it is recommended that a master list of historic sites and areas in the four-township area be prepared and that zoning subdivision regulations be modified to reflect the need for regulation of uses within and in close proximity to areas of historic significance.

The Plan attempts to avoid undue concentrations of low income housing by providing for dispersed locations of medium-density housing and for a wide range of densities within use classifications. Land development codes could further this goal by addressing mixtures of housing at different price ranges as a favorable factor in the approval of planned unit developments or other residential developments. Such approaches should be reviewed further during preparation of a housing plan for the area. The Plan also provides for a wide range of choice in housing by dispersal of housing density classifications throughout the various parts of the urban area.

The distribution of high and medium density housing reflects the availability of services within the urban service area. Where employment opportunities, commercial areas, cultural facilities, and medical facilities are most concentrated (that is, in the Central Business District), the highest density residential uses should occur. As reflected in the discussions

above (page 9 and pages 16 through 20), the Plan has based the locations of housing types on the availability of services within the area.

Conclusion:

These are some of the policy questions addressed in the Plan that have an area wide impact. Most of these policy questions are reflected in Chapter IV below, in the discussions of the Land Use Plan as it affects the identified neighborhoods or planning analysis areas. It should be clear from much of the foregoing analysis that several policy questions should be investigated in more detail in the future. Planning, after all, is an ongoing process. Based on presently available information, however, and the policy analysis presented above and in Chapter IV, the Plan provides a consistent and reasonable guide to meet the future land use needs of the area.

Chapter IV. Neighborhood Analysis

Purpose:

The preparation of the Land Use Plan has been aided by the delineation of 18 neighborhoods throughout the Rochester Urban Service Area. Neighborhoods have been identified by analyzing units of land, which have common characteristics of use and location. These neighborhoods are illustrated on Map IV-1. Additional planning studies, reports or small area plans for specific subset areas of these planning neighborhoods may be adopted as official amendments to the plan document in the future and may supersede, modify or reinforce the findings of the original neighborhood analysis. Each additional, adopted planning document shall be considered part of the plan and the specific document title and date of adoptions shall be referenced in the text of the plan document in the respective planning neighborhood(s) section.

This chapter presents a brief general narrative for each neighborhood. Existing land use, locational criteria, pertinent Growth Guidelines, and other factors influencing land use planning, such as the adopted Thoroughfare Plan, will be discussed, in addition to the recommended long range land uses.

Tables IV-1 through IV-4 present summary information on existing land use by neighborhood; projected area of future land uses based on the Plan by neighborhood; total area of each neighborhood; and area population and employment figures. Maps IV-2 through IV-40 show the existing land use and the proposed land use of the Plan for each analysis area. All of the existing land use information is current as of 1978.

#1. Kings Run Neighborhood

The northwest area of Rochester in recent years has been one of the fastest growing parts of the community. This has occurred due to the close proximity of IBM, a major employer, the convenient major transportation routes of the area, and the large amount of undeveloped land, which the community has been able to provide with water and sewer services.

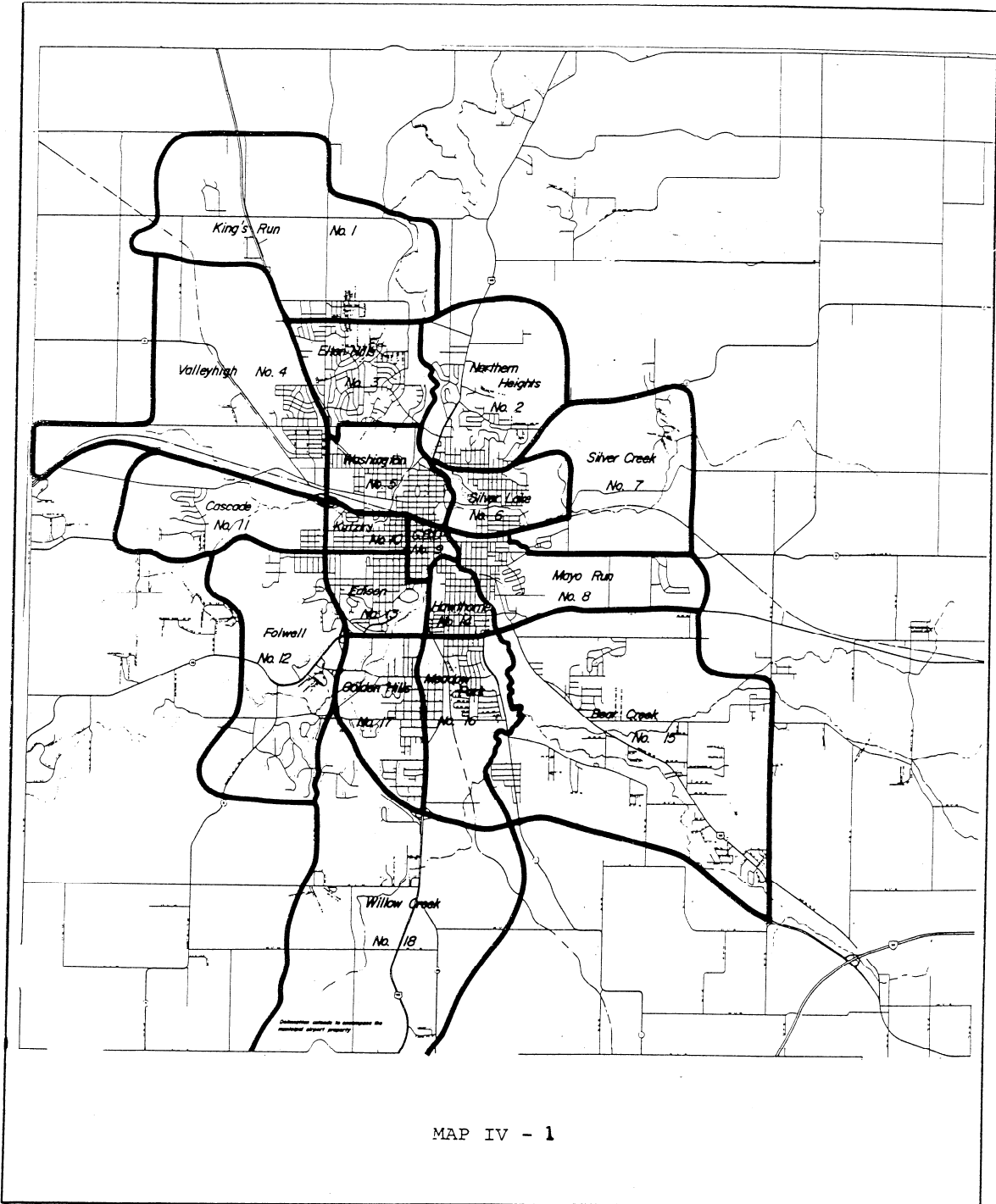
The neighborhood consists of approximately 3,400 acres, of which 380 acres is developed land, consisting mostly of multi-family residential use and single-family homes (including street and parkland).

This leaves approximately 3,020 acres for future development. Most of this area is included in the adopted orderly annexation agreement between Cascade Township and the City of Rochester, and the entire neighborhood is included in a service area outlined by the 1973 Rochester Sewer and Water Study. All of the area is expected to have water and sewer services available by the year 2000.

The neighborhood is served by U.S Highway 52, 37th Street N.W., and 18th Avenue N.W. In addition, the Thoroughfare Plan calls for constructing the northern and western portions of Circle Drive, connected collector streets, and West River Parkway. These routes provide efficient travel not only to areas immediate to the neighborhood but also to points throughout the community and beyond.

The locational criteria and Growth Guidelines cited in Chapter II justify the designation of areas of medium-density residential use and clusters of commercial use adjacent to the major roads.

Portions of the neighborhood's low-density residential areas adjoin major roads. Future Plan implementation efforts should establish transition areas between traditional single-family home areas and major roads by using additional yard areas, landscaping or buffering through a site plan review process, or by establishing a transitional low-density residential zoning district in such locations.



MAP IV - 1

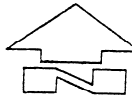
<p>PLANNING NEIGHBORHOODS</p>	 <p>NO SCALE</p>	<p>CONSOLIDATED PLANNING DEPARTMENT</p>
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TABLE IV-1: EXISTING NON-RESIDENTIAL LAND USE BY NEIGHBORHOOD

Neighborhood	Commercial Uses (#)	Industrial Uses (#)	Agricultural Uses (#)	Other Uses (#)	Parks Open Spaces Acres	Developed Acres	Undeveloped or Vacant Acres
Kings Run	47	47	186	21	162	380	3,020
Northern Heights	53	9	0	9	57	1,050	750
Elton Hills	24	4	3	35	41	1,000	200
Valley High	38	36	5	24	14	1,350	1,350
Washington	202	60	0	50	213	735	15
Silver Lake	22	1	0	16	256	576	30
Silver Creek	0	0	11	2	268	705	1,570
Mayo Run	77	50	4	54	389	1,110	260
CBD	318	55	0	67	19	187	0
Kutzky Park	162	11	0	39	22	280	5
Cascade	50	9	30	3	30	303	1,177
Folwell	22	7	38	16	30	1,375	1,085
Edison	77	4	0	56	180	642	25
Hawthorne	116	8	0	55	24	380	10
Bear Creek	64	31	250	17	280	2,260	3,400
Meadow Park	86	25	7	17	68	850	600
Golden Hill	133	2	4	14	39	955	170
Willow Creek	11	7	103	4	0	1,485	3,015
Total	1,502	366	641	499	2,092	15,623	16,682

TABLE IV-2: EXISTING RESIDENTIAL USE BY NEIGHBORHOOD

Neighborhood	Type of Unit			Estimated Household Population
	Single Family & Mobile Home Units	Two Family Units	Three or more Family Units	
Kings Run	898	38	1,069	4,614
Northern Heights	1,098	24	388	4,244
Elton Hills	2,174	32	419	7,859
Valley High	788	34	554	3,484
Washington	1,397	216	311	5,491
Silver Lake	1,124	56	0	3,821
Silver Creek	28	0	0	92
Mayo Run	1,233	322	546	5,501
CBD	44	48	454	907
Kutzky Park	612	332	1,198	4,429
Cascade	785	16	0	2,624
Folwell	690	8	163	2,534
Edison	1,018	164	769	4,813
Hawthorne	1,053	292	268	4,439
Bear Creek	1,946	20	78	6,581
Meadow Park	1,152	70	388	4,512
Golden Hill	576	16	176	2,192
Willow Creek	280	4	0	932
Total	16,896	1,692	6,781	69,069

**TABLE IV-3: FUTURE LAND USE BY NEIGHBORHOOD
(in gross acres)**

Neighborhood	Residential			commercial	industrial	public	Institutional	recreational, floodway, or open space
	low- density	medium- density	high- density					
1. Kings Run	1,532	211	0	171	38	0	0	507
2. Northern Heights	1,196	31	0	133	13	4	0	161
3. Elton Hills	774	49	0	29	0	0	0	32
4. Valley High	212	81	0	16	1,786	40	0	331
5. Washington	232	29	0	54	77	55	0	208
6. Silver Lake	244	0	0	0	0	0	0	85
7. Silver Creek	1,084	0	0	0	0	0	115	676
8. Mayo Run	326	88	31	24	15	174	6	400
9. CBD	0	2	31	68	0	0	86	2
10. Kutzky	26	65	28	31	3	0	0	28
11. Cascade	863	150	0	81	0	0	0	327
12. Folwell	1,617	34	0	60	0	0	0	284
13. Edison	279	17	21	10	0	0	32	139
14. Hawthorne	215	11	9	41	30	3	0	55
15. Bear Creek	3,827	100	0	83	27	32	0	812
16. Meadow Park	493	78	0	91	269	96	0	258
17. Golden Hills	648	15	0	126	0	0	0	84
18. Willow Creek	3,027	89	0	152	366	290	0	1,082
Total	16,595	1,050	120	1,170	2,624	694	239	5,471

**TABLE IV-4: PROJECTED YEAR 2000 POPULATION AND
EMPLOYMENT BY NEIGHBORHOOD**

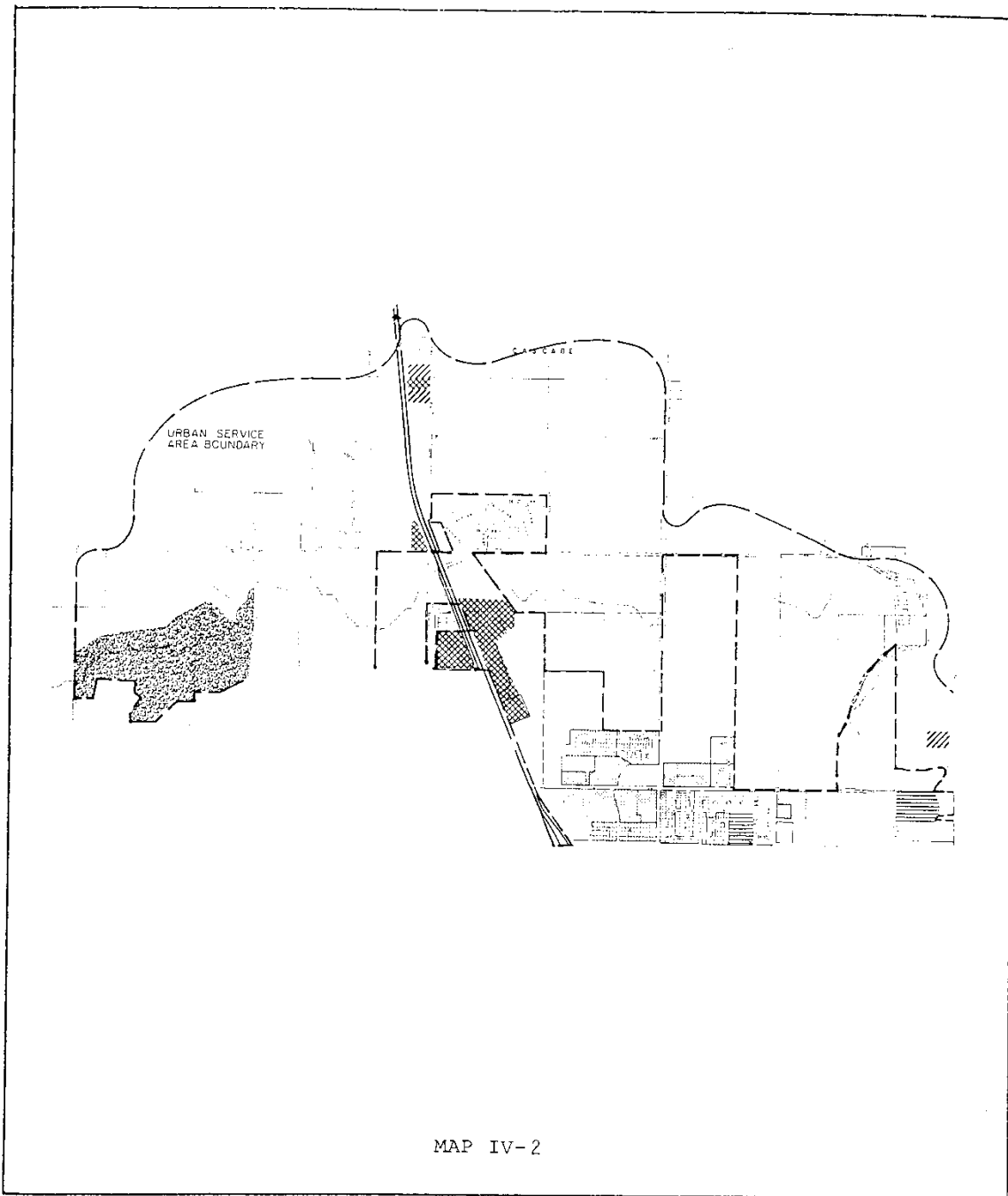
Neighborhood	Total Population	Total Employment
1. Kings Run	9,100	427
2. Northern Heights	5,670	1,652
3. Elton Hills	8,056	501
4. Valley High	3,854	10,921
5. Washington	5,390	6,057
6. Silver Lake	3,469	111
7. Silver Creek	1,208	430
8. Mayo Run	5,422	2,063
9. CBD	1,866	19,792
10. Kutzky	5,902	2,753
11. Cascade	4,141	991
12. Folwell	3,460	1,028
13. Edison	5,731	5,402
14. Hawthorne	4,550	2,273
15. Bear Creek	6,968	914
16. Meadow Park	5,535	2,121
17. Golden Hill	2,335	2,619
18. Willow Creek	2,473	445
TOTAL	85,130	60,500

The neighborhood will have a lineal park system traversing the entire area and connecting the residential areas with recreational areas. The trails should be wide enough to allow pedestrian and non-motorized vehicular transportation, including handicapped motorized vehicles, to travel freely without disturbing the privacy of adjoining residential uses. Small recreational areas should also be developed where needed along the trail system.

Because of its access characteristics, Kings Run Neighborhood will probably experience pressure to designate additional areas for commercial uses. The Plan provides an adequate supply of land for neighborhood commercial uses based on expected growth, as well as a considerable amount of land for highway commercial uses. For this reason, land should be designated for additional commercial area only if it can be demonstrated either that there is an unmet need for commercial space or that the specific site is better located for a commercial use than commercial areas designated on the Plan.

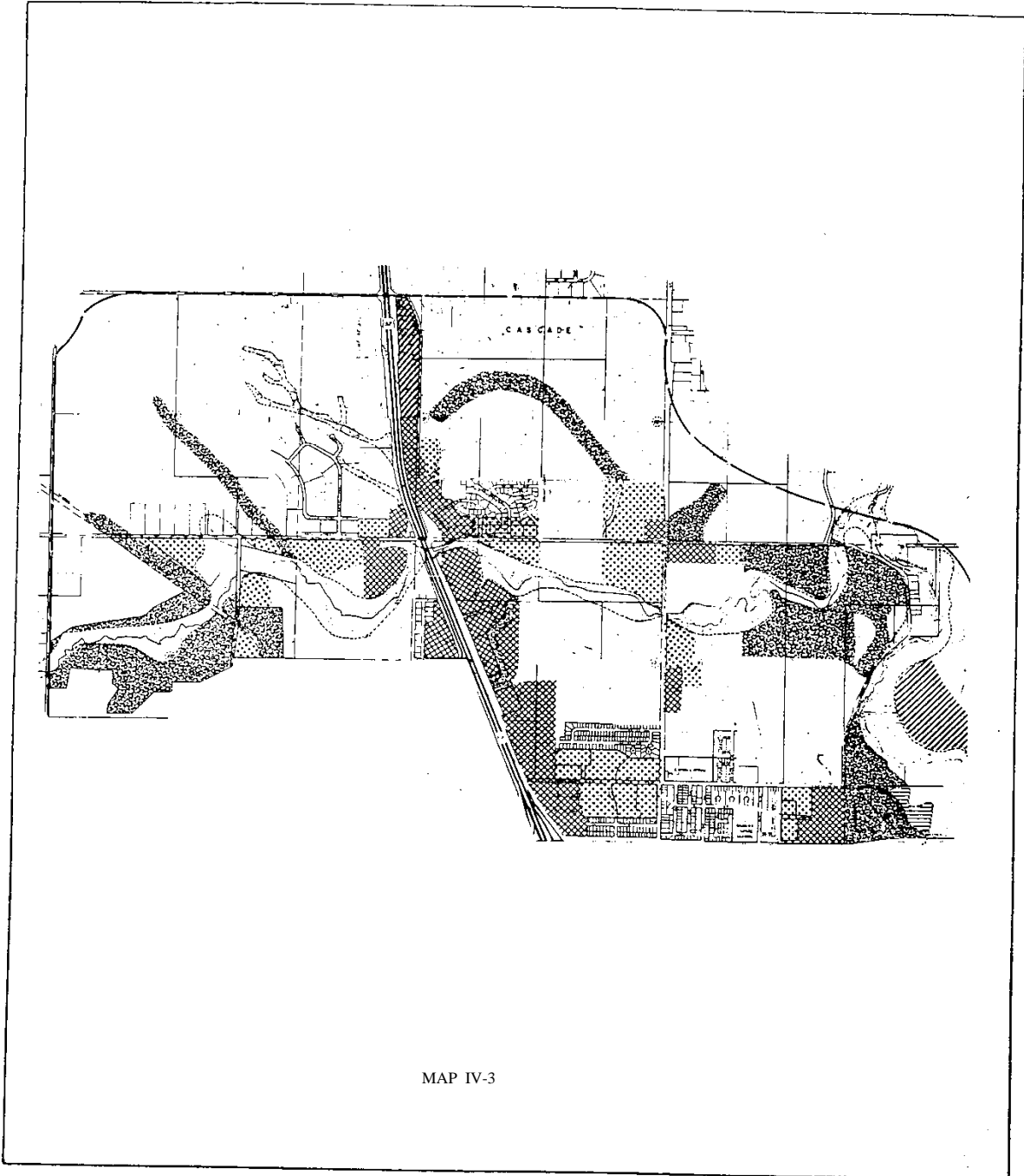
Another development factor affecting this neighborhood is the Wastewater Reclamation Plant. The Plan designates nonresidential land uses in close proximity to the plant in order to minimize the potential for odor nuisance. The Plan assumes long-term use of the plant at its present site. Other public facilities located in the neighborhood include the existing Robert Gage Elementary School, a new elementary school to be located north of 55th Street N.W. and west of U.S. Highway 52 and 55th Street N.W.

The following maps provide further information on existing and proposed future land use patterns in the Kings Run Neighborhood.













MAP IV-2

	SINGLE FAMILY RESIDENTIAL		COMMERCIAL	<p>KING'S RUN NEIGHBORHOOD</p> <p>EXISTING LAND USE</p>	<p>NO SCALE</p> <p>CONSOLIDATED PLANNING DEPARTMENT</p>
	MIXED SF/MF RESIDENTIAL		INDUSTRIAL		
	MULTI FAMILY RESIDENTIAL		PUBLIC FACILITIES		
	MEDICAL FACILITIES		OPEN SPACE		




MAP IV-3

 LOW DENSITY RESIDENTIAL	 COMMERCIAL
 MEDIUM DENSITY RESIDENTIAL	 MEDICAL
 HIGH DENSITY RESIDENTIAL	 INDUSTRIAL
 RECREATIONAL & OPEN SPACE	 PUBLIC FACILITIES
 FLOOD PRONE AREA	 HISTORIC AREA

KING'S RUN
NEIGHBORHOOD

FUTURE
LAND USE

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#2. Northern Heights Neighborhood

The Northern Heights Neighborhood consists of approximately 1,800 acres, of which approximately 1,050 acres are developed and 750 acres are undeveloped.

The neighborhood has predominantly single-family homes, two substantial commercial areas, and a limited amount of medium-density residential use. The housing in this area is generally in very good condition.

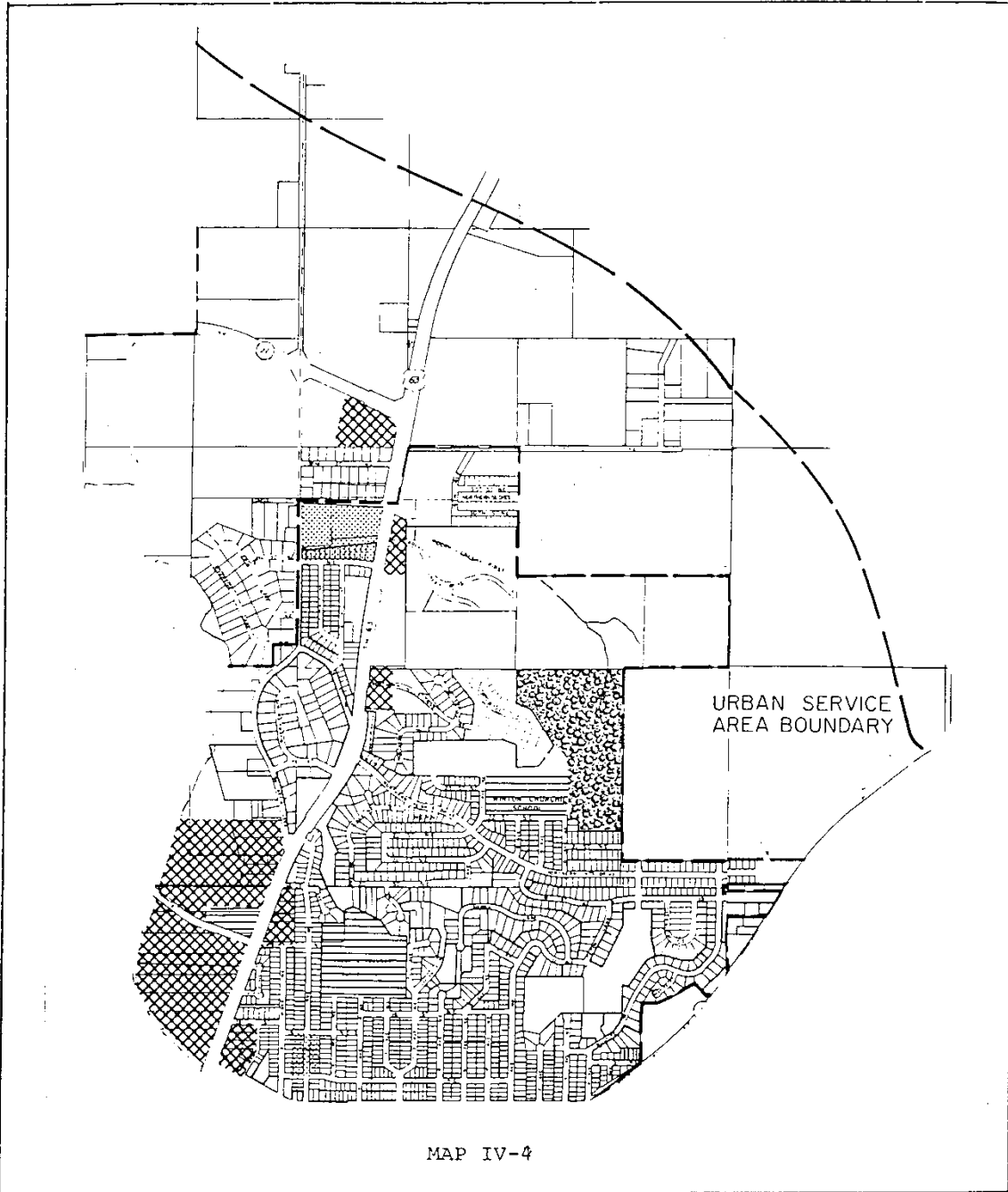
Several major roads serve the neighborhood, including Elton Hills Drive N.W., U.S. Highway 63, 14th Street N.W., 37th Street N.E., and future major roads extended from 37th Street N.E. and 11th Avenue N.E. In addition, the neighborhood will be bounded on the east by Circle Drive. There is a mix of land uses along the major roads, consisting of uses other than low-density residential use.









The neighborhood contains one elementary and one junior high school, both of which also provide recreation. The neighborhood currently has a large park adjacent to the junior high school and additional parkland is planned on the west side of the neighborhood along the Zumbro River, as part of an environmental corridor. There is also a new fire station proposed for the area east of U.S. Highway 63 and Northern Hills Drive.

The neighborhood will be under intense pressure for commercialization along the heavily traveled thoroughfares. Efforts should be made to prevent the development of unnecessary commercial areas or strip commercial development in this neighborhood.

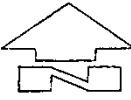
The plan for the neighborhood shows little change from its present general uses. Low-density residential use generally has been designated away from areas of heavily traveled roads and major interchanges. These areas consist of existing single-family homes and land for future low-density residential development. Existing commercial uses and medium-density residential uses have been considered compatible with the area. Areas have been designated for future commercial use and medium-density residential use in clusters around the intersection of 37th Street and Highway 63 North. The only industrial uses, which have been designated for this area, are two existing uses.

The following maps land use patterns provide further information on existing and proposed future in the Northern Heights Neighborhood.

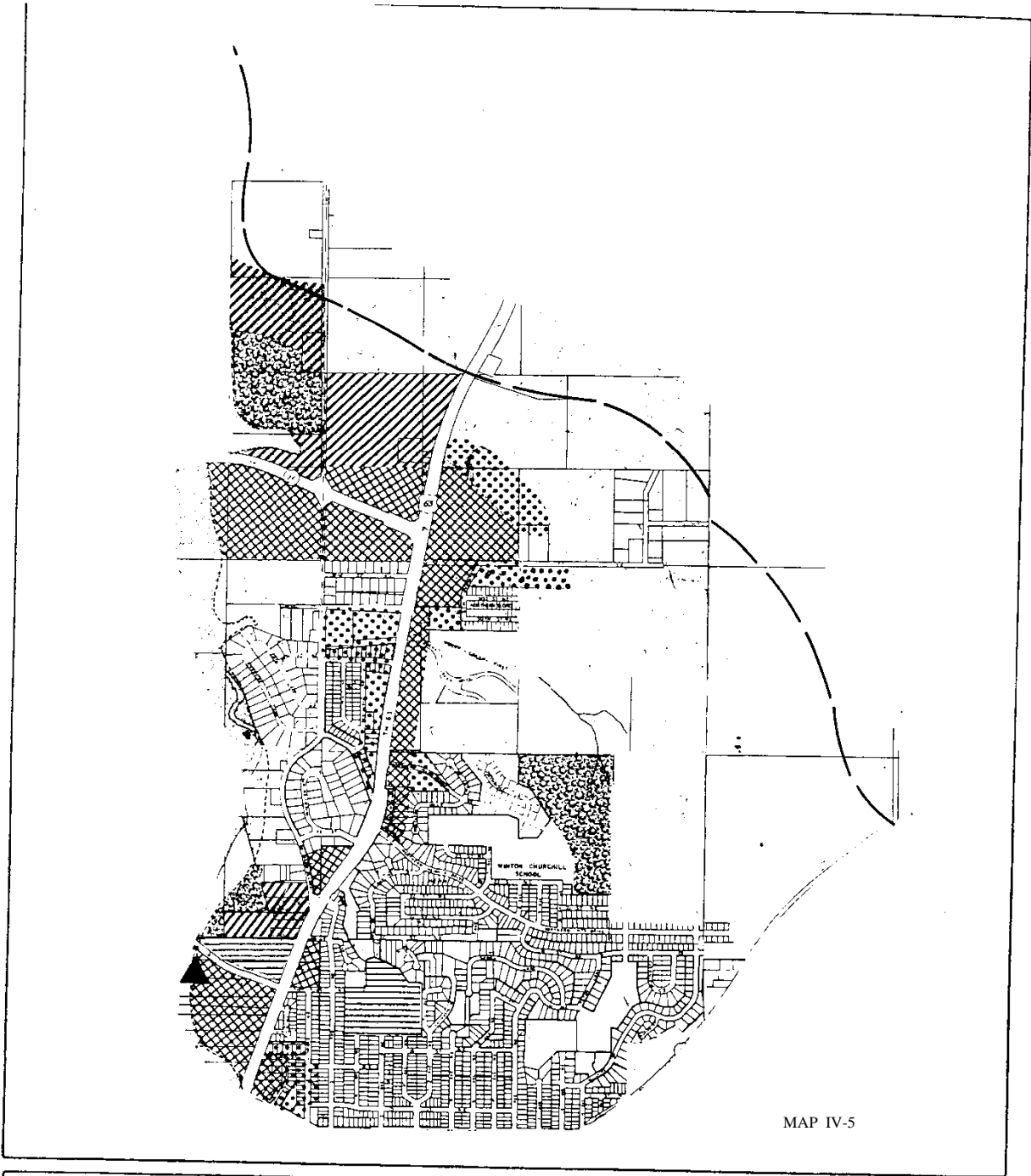


	SINGLE FAMILY RESIDENTIAL		COMMERCIAL
	MIXED S.F./M.F. RESIDENTIAL		INDUSTRIAL
	MULTI FAMILY RESIDENTIAL		PUBLIC FACILITIES
	MEDICAL FACILITIES		OPEN SPACE

NORTHERN HEIGHTS
NEIGHBORHOOD
**EXISTING
LAND USE**

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT



	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

NORTHERN HEIGHTS
NEIGHBORHOOD

FUTURE
LAND USE

NO
SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#3. Elton Hills Neighborhood

The Elton Hills Neighborhood consists of approximately 1,200 acres that are largely developed, excluding approximately 200 acres in the area southwest of the Water Reclamation Plant.

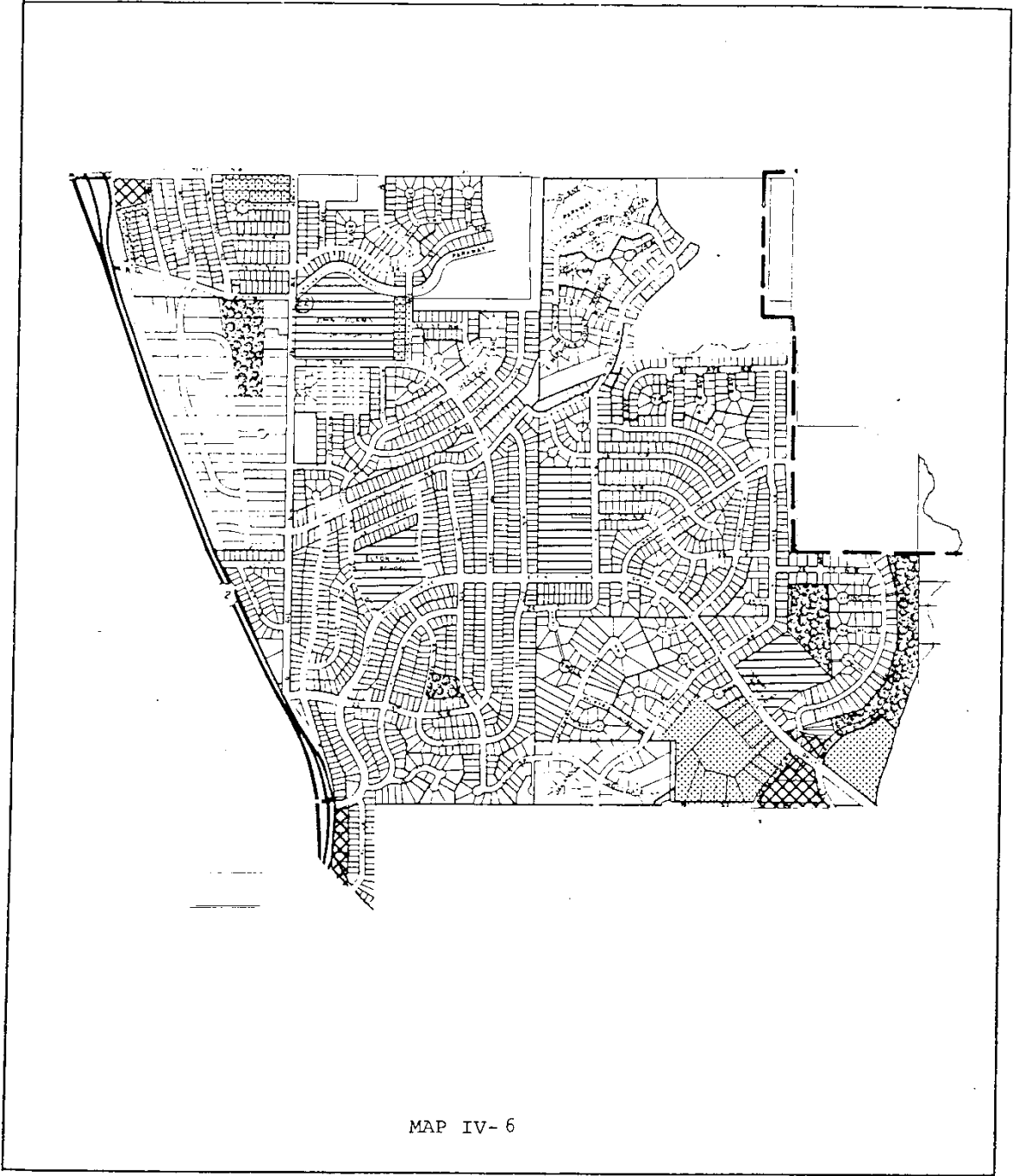
This neighborhood consists almost entirely of single-family homes, which were built within the past 20 years. The housing is generally in very good condition and has been developed largely on a curvilinear street pattern. A few commercial and medium-density residential uses are located along the major streets of the neighborhood.

The neighborhood is bounded by U.S. Highway 52, 37th Street N.W., and the future West River Parkway. Elton Hills Drive and Ninth Avenue N.W. run through the neighborhood. Most of the area is not traversed by major streets but is served by local residential streets. This and the sound condition of housing support the continuation of the area predominantly for single-family housing.









Some areas adjoining major roads have been designated for commercial or medium-density residential use. This has been done in order to reflect substantial existing uses, which are compatible with adjoining uses. Additional areas southwest of the Water Reclamation Plant and along West River Parkway are designated for new commercial and medium-density development. The area closest to the plant has been designated for nonresidential use in order to reduce the potential for odor nuisance. Other uses farther from the plant are generally residential and consist of medium-density residential use in the vicinity of major roads and low-density residential use areas served only by local streets.

The neighborhood has four schools and several parks. The Plan assumes the long-term use of the schools and parks and, in addition, two new parks in the vicinity of the Water Reclamation Plant and the Zumbro River. This establishes nonresidential development in the vicinity of the plant and provides recreational uses in accordance with the City's environmental corridor policy. The Plan also assumes long-term use of the fire station located immediately southeast of the intersection of U.S. Highway 52 and 19th Street N.W.


The following maps provide further information on existing and proposed future land use in this neighborhood.



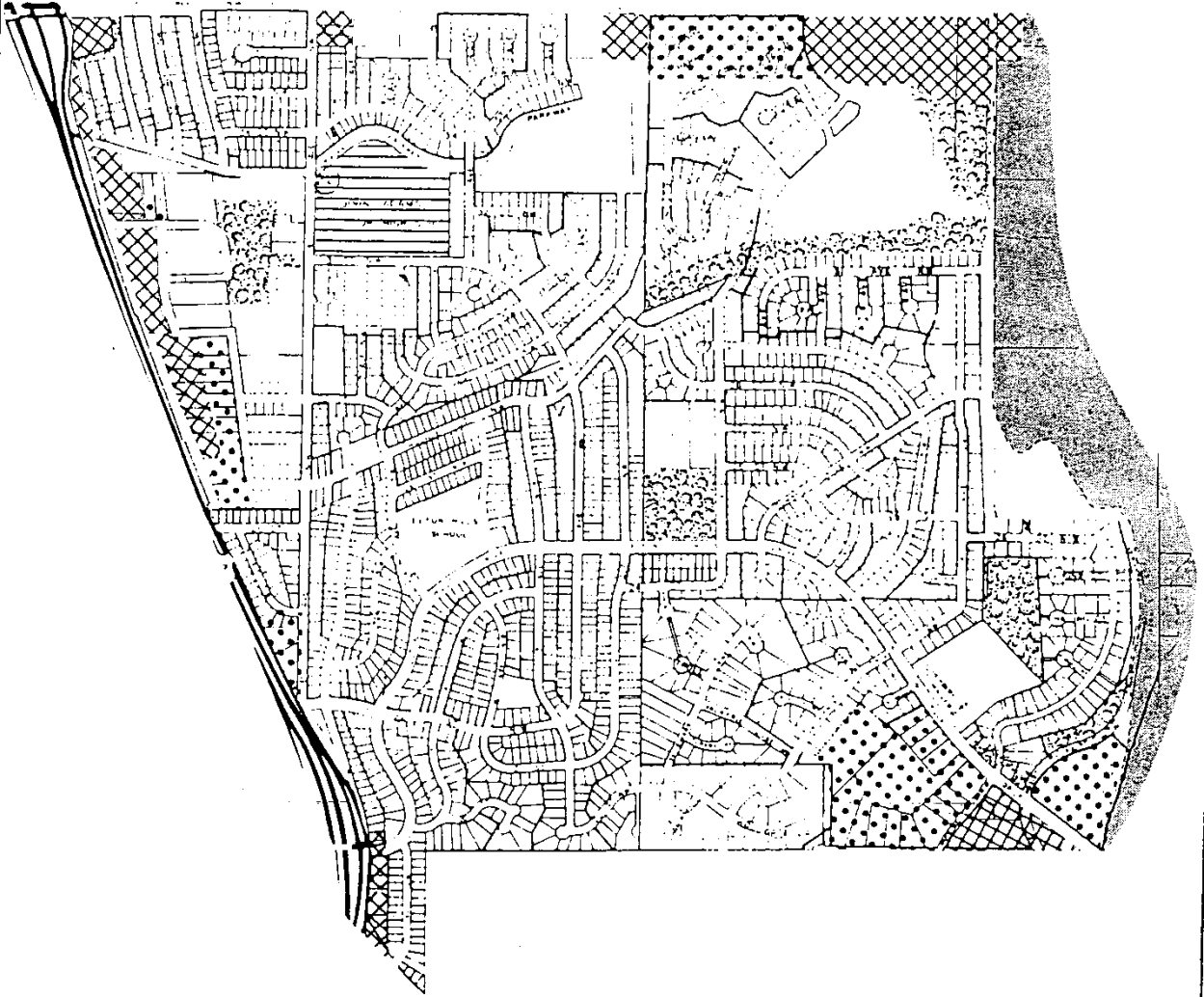
MAP IV-6

	SINGLE FAMILY RESIDENTIAL		COMMERCIAL
	MIXED S.F./M.F. RESIDENTIAL		INDUSTRIAL
	MULTI FAMILY RESIDENTIAL		PUBLIC FACILITIES
	MEDICAL FACILITIES		OPEN SPACE











ELTON HILLS
NEIGHBORHOOD
**EXISTING
LAND USE**

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT




MAP IV-7

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

ELTON HILLS
NEIGHBORHOOD

FUTURE
LAND USE

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#4. Valley High Neighborhood

This neighborhood consists of approximately 2,700 acres, of which approximately 1,350 acres are undeveloped and 1,350 acres are developed.

The neighborhood is dominated by IBM, a major employer, which occupies approximately 272 acres. Other smaller industrial uses are located in this neighborhood, as well as medium residential uses, low-density residential uses, and some commercial uses along U.S. Highway 52.

The area is bounded by Highway 52, Highway 14, and 50th Avenue N.W. The area is traversed by 7th Street N.W., 19th Street N.W., Valley High Road N.W., West Circle Drive, and collector streets to be extended from West Circle Drive. Railroad lines run northwest and southeast through the middle of the neighborhood and east and west through the southern portion of the neighborhood.

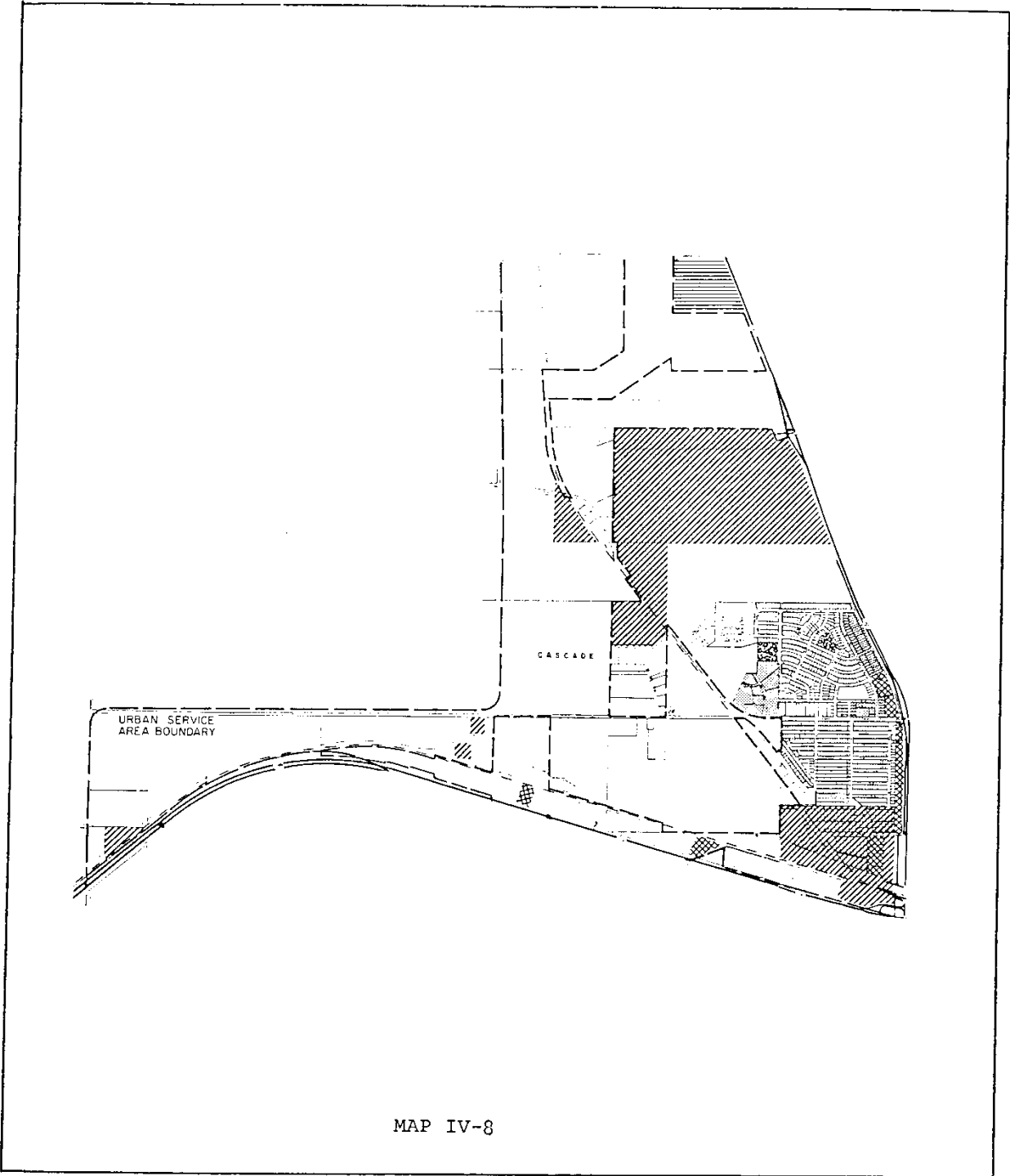
The excellent transportation facilities in the neighborhood (including rail service), the number of established industrial uses with considerable room to expand away from residential uses, and the ability of the community to provide services to the land support the continuation of industrial predominance in this area.

The neighborhood has one elementary school, which, in conjunction with two parks, is used for recreation. The Plan proposes the long-term use of these public areas and also identifies additional open space area toward the southern portion of the neighborhood in an area that is prone to severe flooding. Efforts should be made to ensure the compatibility of future industrial uses and residential uses in this neighborhood. Plan implementation measures should provide for sufficient setbacks and/or buffer areas, perhaps through the site plan review process, when industrial uses locate in close proximity to residential uses.

The Plan designates this neighborhood predominantly for industrial use along the major transportation routes of the area and also where industrial use can be extended away from established residential areas. Residential areas are designated generally for low-density use, except for areas close to major thoroughfares, which are designated for medium-density use.

Commercial uses are advocated along portions of major roads, usually in proximity to medium-density residential use.

The following maps provide further information on existing and proposed future land use in this neighborhood.

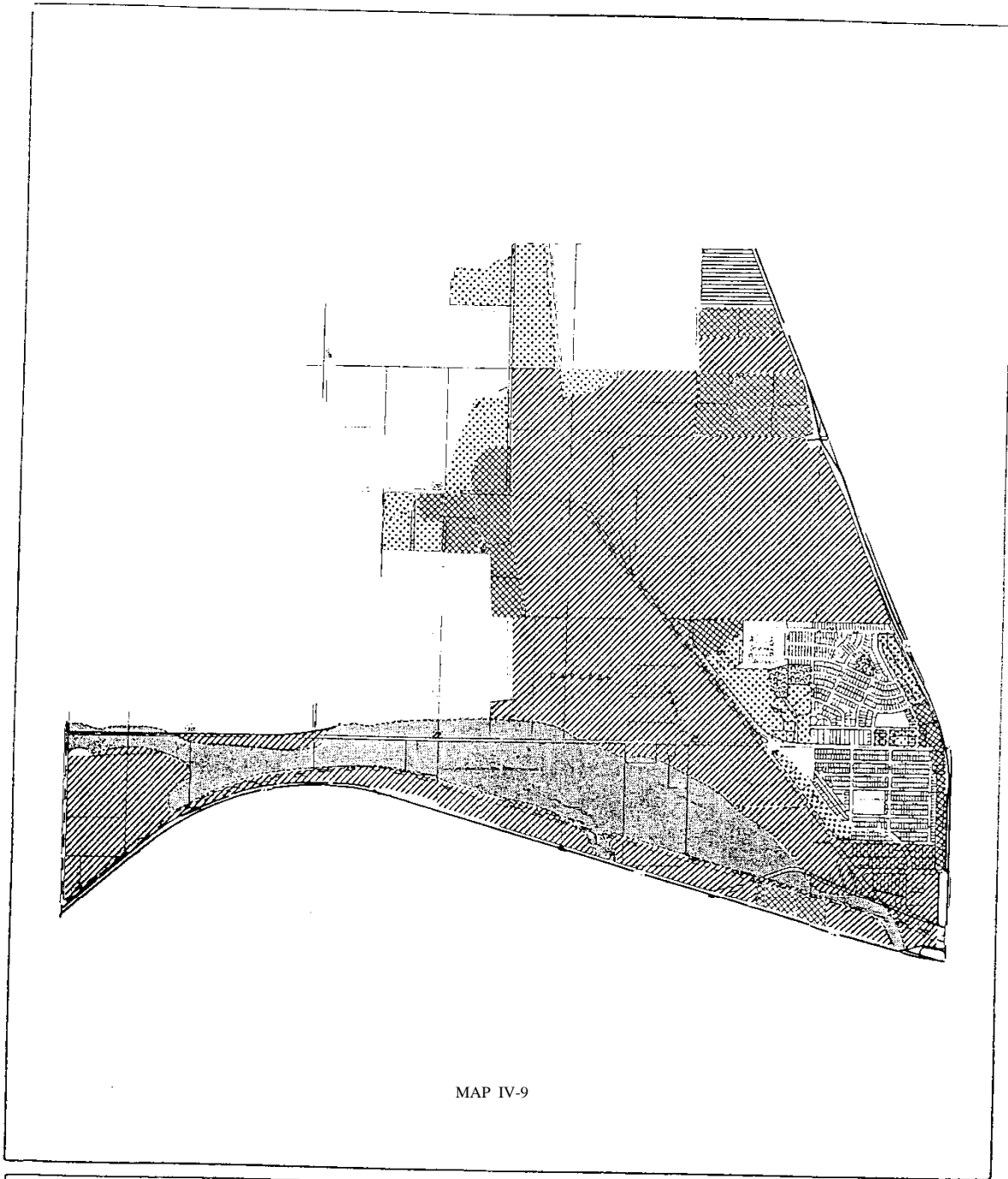


	SINGLE FAMILY RESIDENTIAL		COMMERCIAL
	MIXED S.F./M.F. RESIDENTIAL		INDUSTRIAL
	MULTI FAMILY RESIDENTIAL		PUBLIC FACILITIES
	MEDICAL FACILITIES		OPEN SPACE

VALLEYHIGH
NEIGHBORHOOD
**EXISTING
LAND USE**

NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT



MAP IV-9

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

VALLEYHIGH
NEIGHBORHOOD
FUTURE
LAND USE

NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#5. Washington Neighborhood

The Washington Neighborhood consists of approximately 750 acres, of which all but 15 acres are developed. The neighborhood consists predominately of single-family homes and the grounds of Assisi Heights. Some commercial, industrial, and multi-family residential uses are located adjoining major thoroughfares.

The neighborhood is bounded by Second Avenue N.E., Highway 52, and Fifth Street N.W., and traversed by Seventh Street N.W. A railroad lines runs east and west through its southern area.

Despite the major streets, the area has largely maintained its single-family character. A number of conversions of single-family homes to duplexes have occurred in proximity to U.S. Highway 63. Housing conditions are generally sound, although a few areas in the neighborhood show severe housing problems.

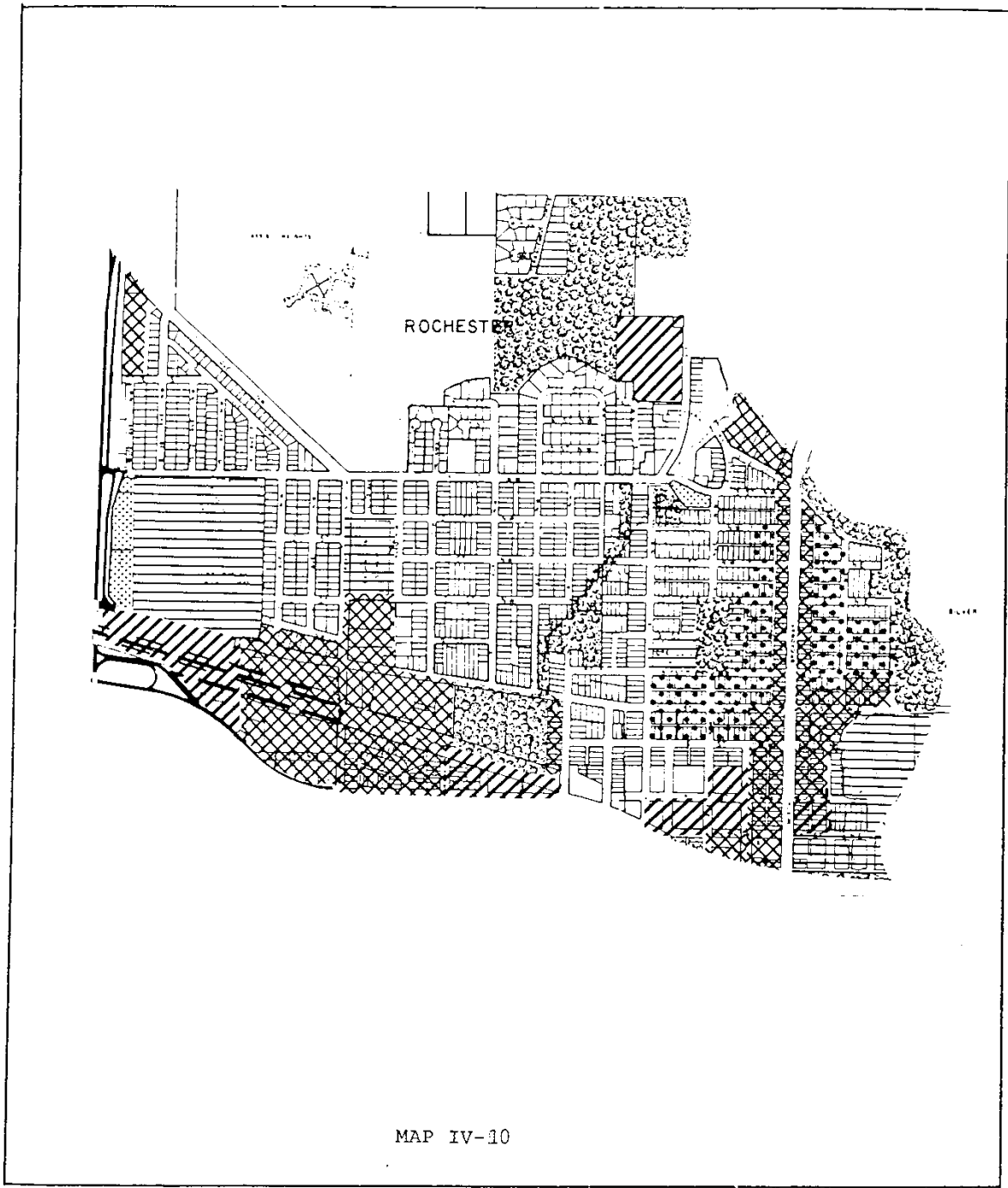
The Plan designates the interior of the neighborhood for low-density residential use. It also designates commercial, industrial, and medium and high-density residential areas to reflect existing uses. In addition, a small area for future medium-density use is designated along a segment of U.S. Highway 52 and between Silver Lake and North Broadway.

The area generally between 2nd Avenue N.E. and 11th Avenue N.W. in the vicinity of 7th Street is designated for industrial use, including some land presently used for single-family residential purposes. This designated indicates a transition to industrial uses during the next twenty to twenty-five years. The implementation of the plan will occur through the rezoning of property for industrial use. This rezoning should take place in a contiguous and orderly fashion in order to ensure that the extension of industrial use does not greatly disrupt transitional residential areas.









The Plan assumes long-term use of two elementary schools, the senior high school, the fire station, and the Rochester electric plant that are located in the neighborhood. The schools and several existing parks in the area provide recreation. The Plan assumes the continued use of these parks and outlines additional parkland along the Zumbro River and Cascade Creek, based upon the City's environmental corridor polity. The majestic Assisi Heights Convent occupies approximately 130 acres of land in the neighborhood and is designated by the Plan as a low-density residential area. Efforts should be made in the future to maintain and protect the character of this structure and the surrounding property.

The majority of the neighborhood is designated for low-density residential use. New medium-density residential areas are designated for some of the older residential areas, where locational criteria and the need to encourage redevelopment support long-term medium-density residential use. No further high-density residential use is advocated for this neighborhood, since it is incompatible with existing residential uses and since no part of the area is close to both major commercial and major employment centers. Commercial and industrial areas are designated to reflect existing uses.


The following maps provide further information on existing and proposed future land use patterns in the Washington Neighborhood.



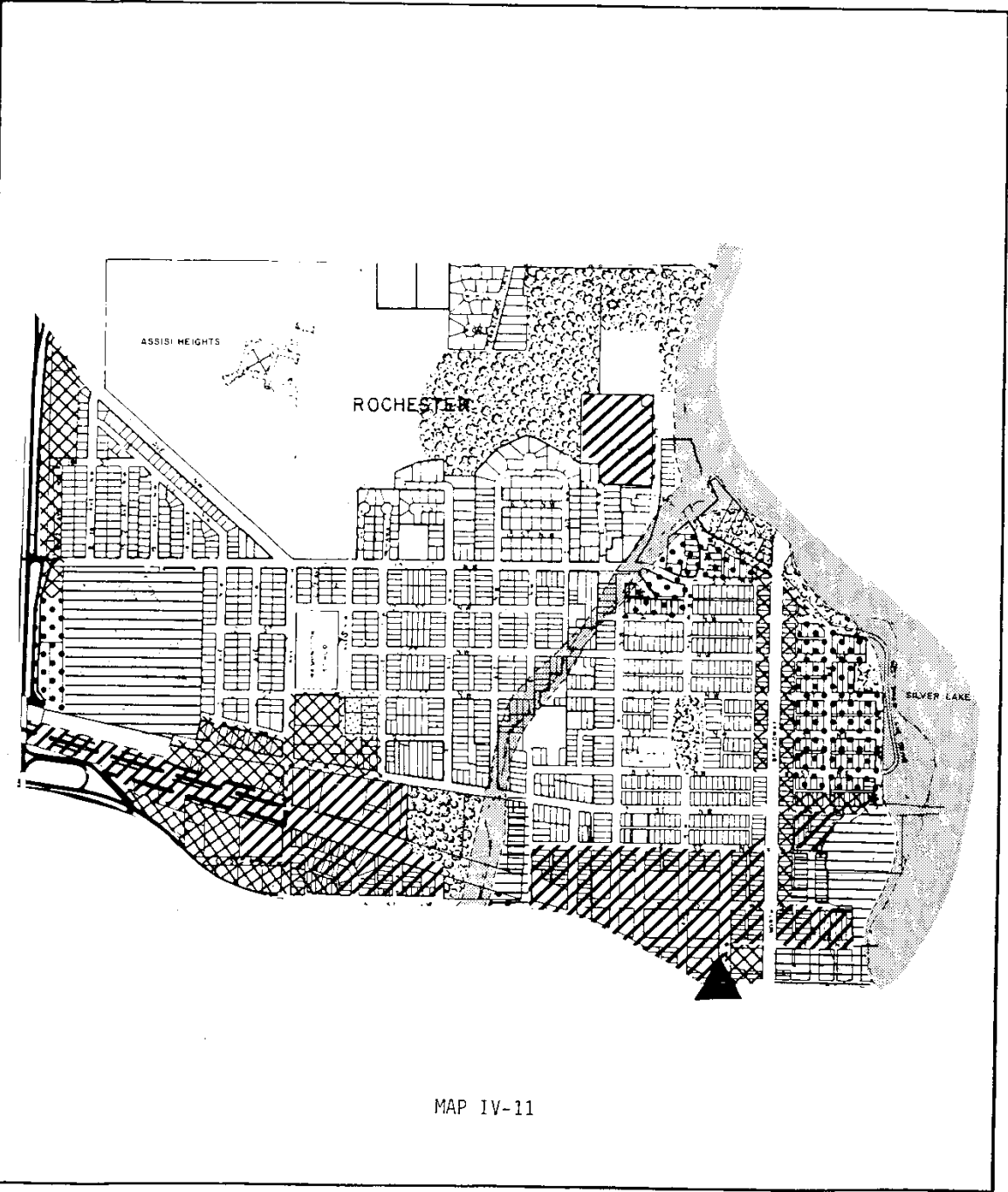
MAP IV-10

 SINGLE FAMILY RESIDENTIAL	 COMMERCIAL
 MIXED SF./M.F. RESIDENTIAL	 INDUSTRIAL
 MULTI FAMILY RESIDENTIAL	 PUBLIC FACILITIES
 MEDICAL FACILITIES	 OPEN SPACE

WASHINGTON
NEIGHBORHOOD
**EXISTING
LAND USE**

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT



MAP IV-11

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

WASHINGTON
NEIGHBORHOOD
**FUTURE
LAND USE**

NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#6. Silver Lake Neighborhood

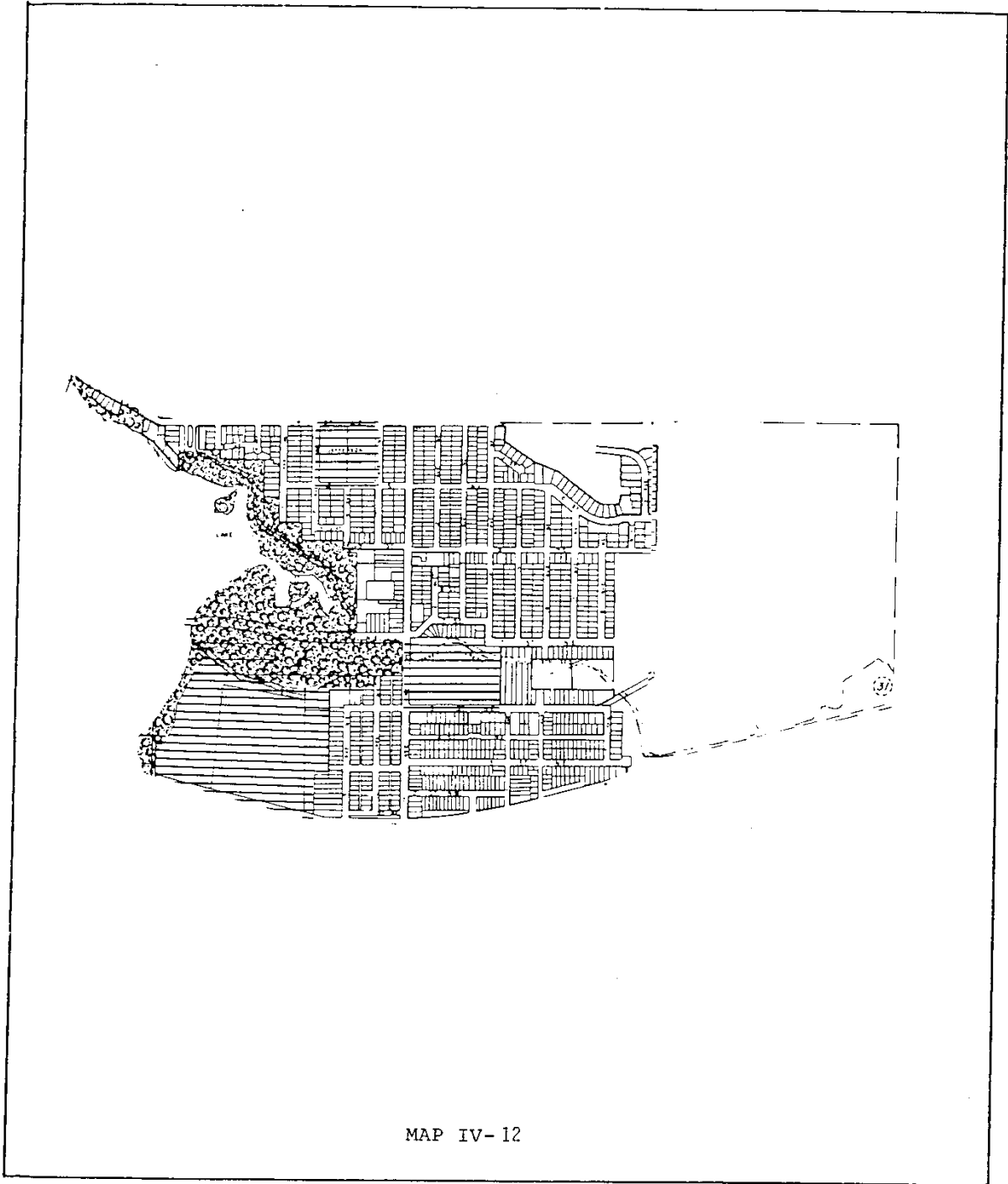
The Silver Lake Neighborhood consists of 606 acres, of which approximately 576 acres are developed and 30 acres are undeveloped. The neighborhood consists almost entirely of single-family residential homes, except for two cemeteries and Silver Lake and Quarry Hill Parks.

The neighborhood is bordered by 14th Street N.E. and Second Avenue N.E. and traversed by 11th Avenue N.E. and Seventh Street N.E. The area is served primarily by local residential streets.









The housing for this area is in very good condition and very few conversions of single-family homes have occurred.

The neighborhood has a public elementary school, which is recognized as a long-term use by the Plan. The Plan proposes that existing uses in this sound neighborhood continue, with the addition of an environmental corridor along Silver Creek connecting Silver Lake Park and Quarry Hill Park.


The following maps provide further information on existing and proposed future land use patterns in the Silver Lake Neighborhood.



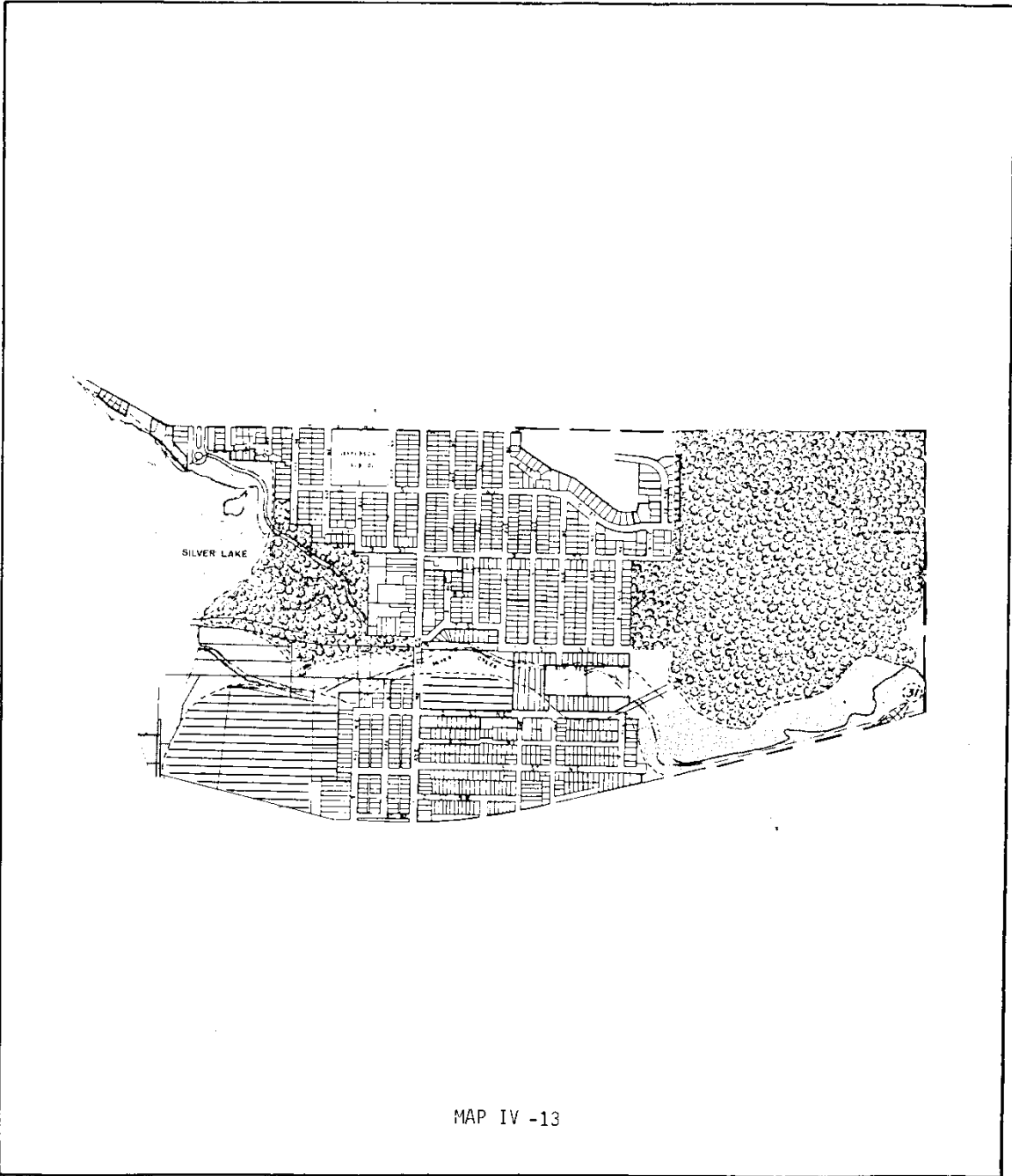
MAP IV-12

	SINGLE FAMILY RESIDENTIAL		COMMERCIAL
	MIXED SF/M.F. RESIDENTIAL		INDUSTRIAL
	MULTI FAMILY RESIDENTIAL		PUBLIC FACILITIES
	MEDICAL FACILITIES		OPEN SPACE











SILVER LAKE
NEIGHBORHOOD
**EXISTING
LAND USE**

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT




MAP IV -13

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

SILVER LAKE
NEIGHBORHOOD

**FUTURE
LAND USE**

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#7. Silver Creek Neighborhood

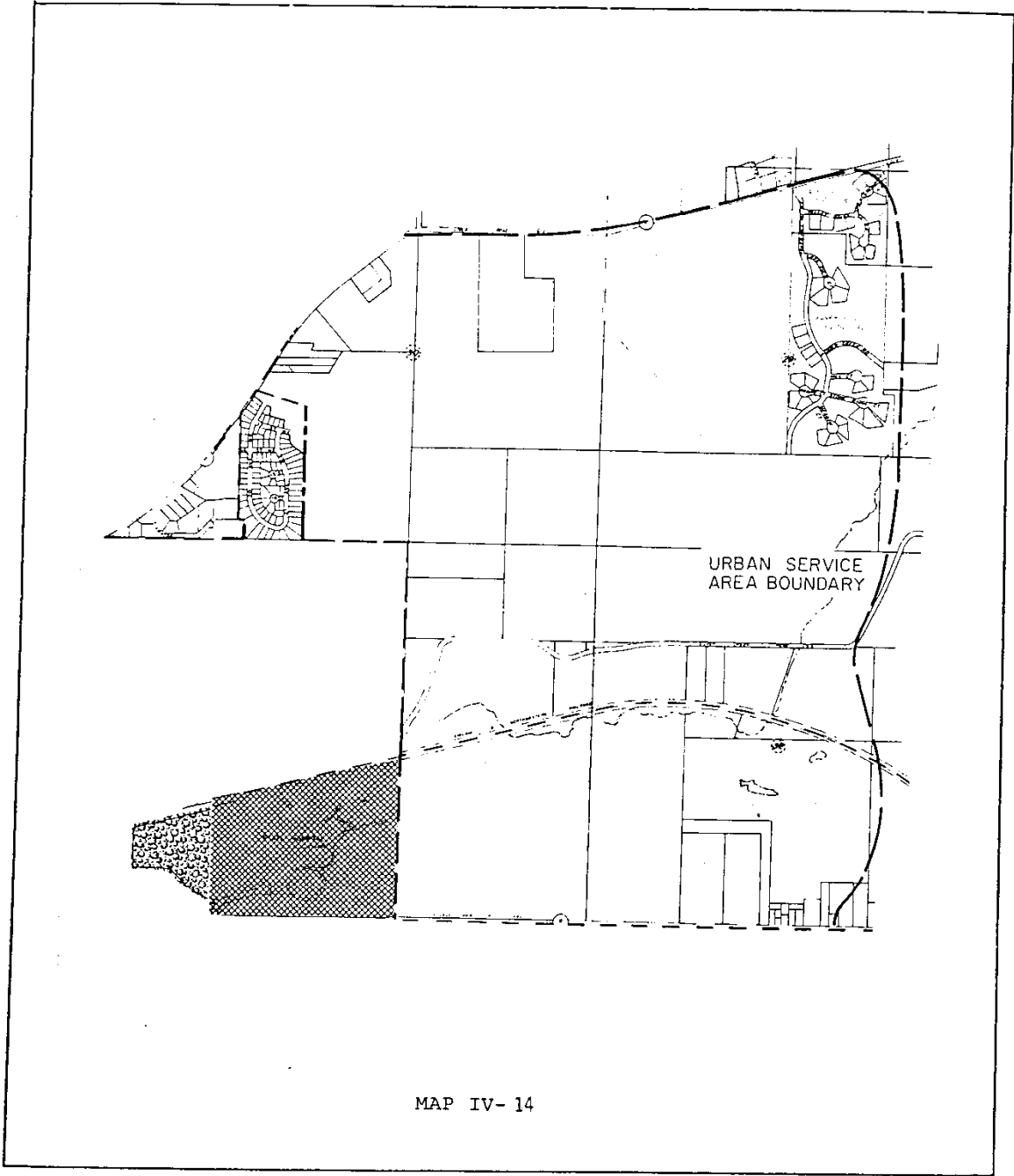
The Silver Creek Neighborhood consists of approximately 1,975 acres, of which approximately 1,570 acres are undeveloped and 705 acres are developed. The neighborhood contains approximately 292 acres of State-owned property, on which the State Hospital and Minnesota Department of Natural Resources Regional Headquarters are located. The remainder of the neighborhood consists of suburban residential uses and agricultural land. This area has had very little growth in the past 20 years.

The neighborhood is bounded by Viola Road N.E. and College View Road and is traversed by Silver Creek Road N.E. and the eastern portion of the future Circle Drive. There is also a railroad line that extends through the neighborhood.










The Plan designates the State Hospital property as institutional and the DNR property as parkland. Also, additional parkland is provided for the neighborhood east of the DNR property. The majority of the area has been designated for low-density residential use.

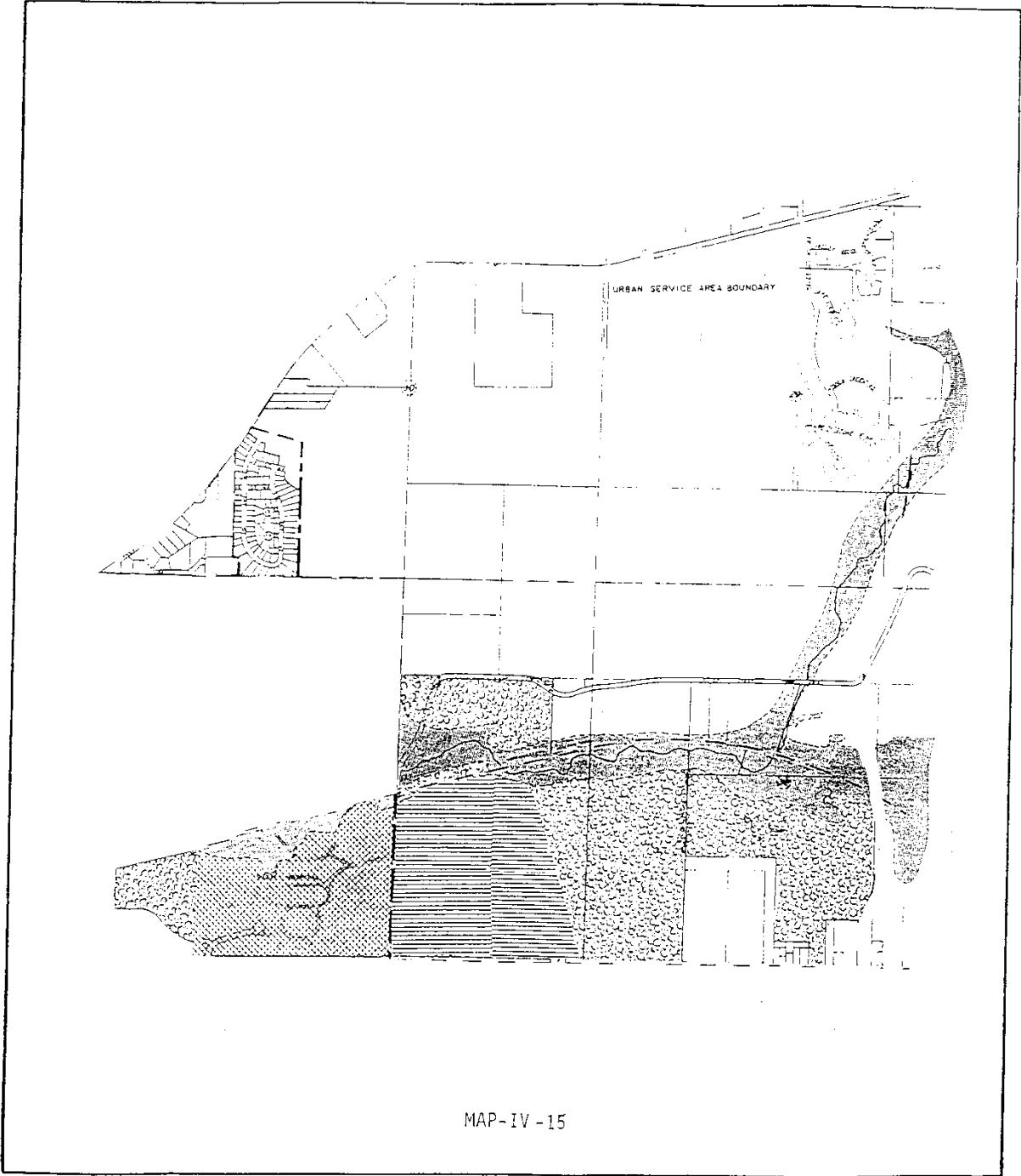
The neighborhood will retain its open space character in the future, since a considerable amount of open space is provided by area parks and the State Hospital. Low-density residential use will probably develop initially with on-site sewage disposal systems on large lots in much of the area, depending on water and sewer service plans. Developers in areas not planned for short-term water and sewer service should make provisions for future connection to community water and sewer services. Industrial use is not designated for this area since there are better locations for industrial use in the community and there is a sufficient amount of land provided at these locations for long-range needs.

The following maps provide further information on existing and proposed future land use patterns in the Silver Creek Neighborhood.













MAP IV- 14

 SINGLE FAMILY RESIDENTIAL	 COMMERCIAL	SILVER CREEK NEIGHBORHOOD	 NO SCALE
 MIXED S.F./M.F. RESIDENTIAL	 INDUSTRIAL		
 MULTI FAMILY RESIDENTIAL	 PUBLIC FACILITIES	EXISTING LAND USE	CONSOLIDATED PLANNING DEPARTMENT
 MEDICAL FACILITIES	 OPEN SPACE		

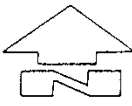


MAP-IV -15

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

SILVER CREEK
NEIGHBORHOOD

**FUTURE
LAND USE**



NO
SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#8 Mayo Run Neighborhood

There are approximately 1,270 acres of land in the Mayo Run Neighborhood, of which approximately 1,110 are developed and 260 are undeveloped. A large portion of the developed area consists of single-family homes, State-owned property for the Minnesota Department of Natural Resources (DNR), the Rochester Community College, and Rochester Vocational School. The neighborhood has a small number of multi-family structures and commercial uses adjoining some of the area's major roads. Several conversions of single-family homes to multi-unit structures have occurred in these areas also.

The neighborhood is bounded by College View Road and U.S. Highway 14 and is traversed by 15th Avenue S.E., 4th Street S.E., Center Street, and a portion of East Circle Drive.

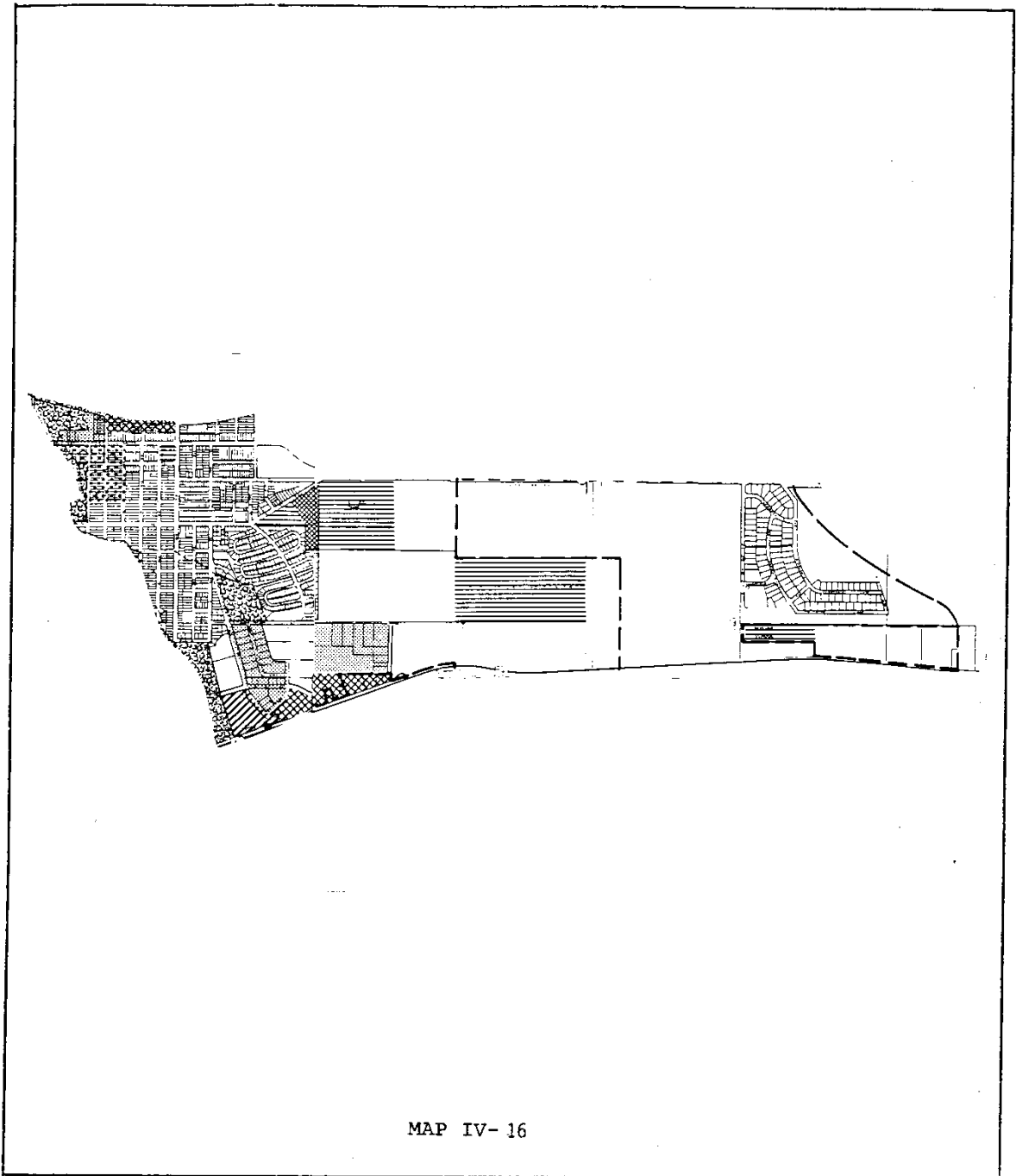
Two elementary schools, the Rochester Vocational School, and Rochester Community College are located in the neighborhood. Existing parks and State-owned DNR wildlife management areas are also assumed to be long-term open space, as well as an environmental corridor which follows Mayo Run from Mayo Park to the DNR wildlife management area. The Plan also assumes long-term use of the Olmsted County Hospital and the People's Power Cooperative.

The Plan designates high-density residential use in areas close to the Central Business District. Medium-density areas are designated in areas where there have been a significant number of conversions to multi-family use. In general, medium-density areas will act as buffers between high and low density areas.










Most of the neighborhood is designated for long-term low-density residential use. These areas are located between major streets where single-family housing is sound and on the neighborhood's outer limits where single-family homes may be built with on-site sewage disposal systems until community water and sewer services are provided.

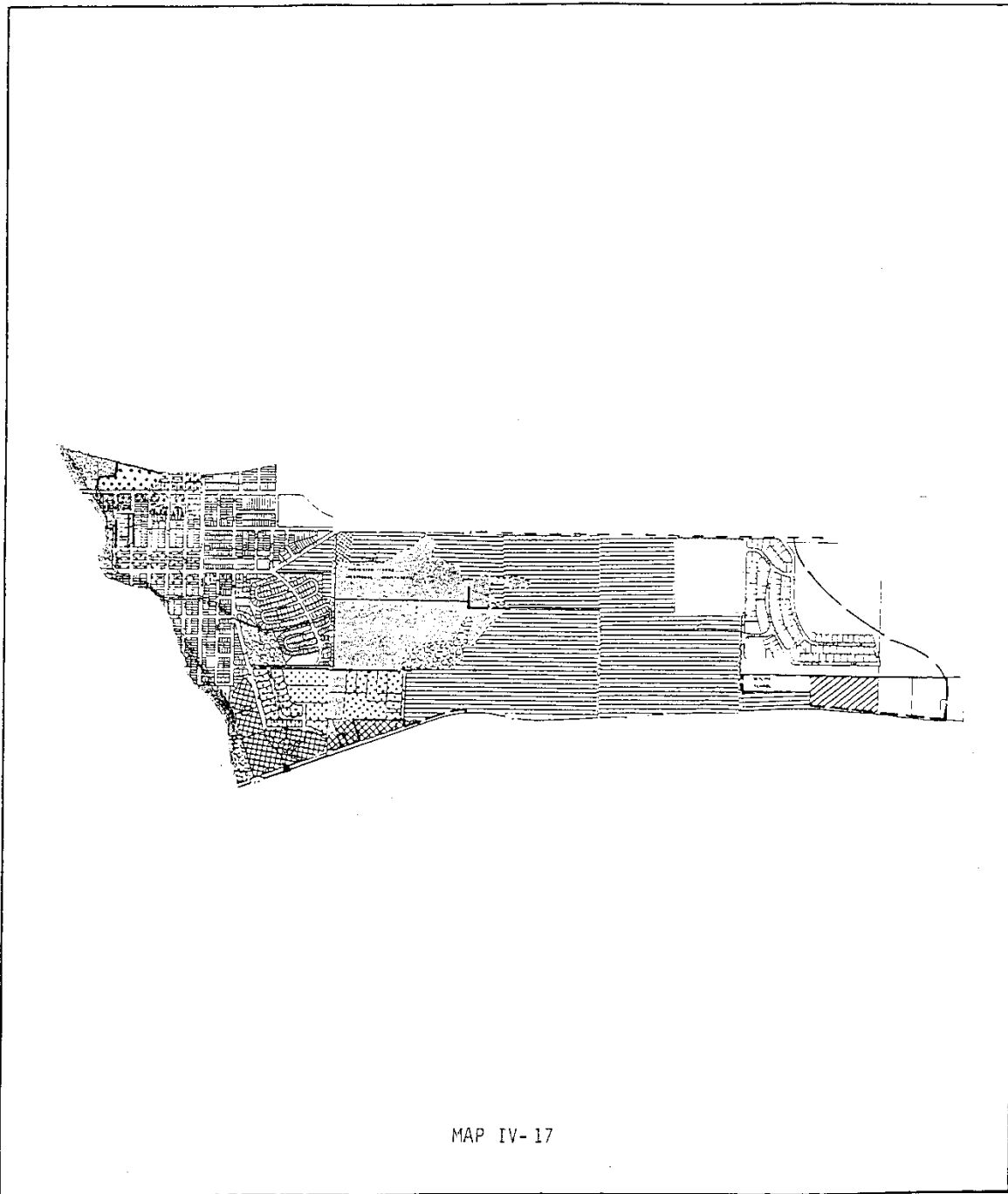
Commercial use is designated around the intersection of 12th Street S.E. and 15th Avenue S.E. This designation reflects substantial existing commercial use and provides for future commercial uses to be established. There are no industrial uses designated for this neighborhood.

The following maps provide further information on the existing and proposed future land use patterns in the Mayo Run Neighborhood.



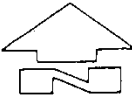










MAP IV-16

 SINGLE FAMILY RESIDENTIAL	 COMMERCIAL	<p>MAYO RUN NEIGHBORHOOD</p> <p>EXISTING LAND USE</p>	 <p>NO SCALE</p>	
 MIXED SF/MF RESIDENTIAL	 INDUSTRIAL			<p>CONSOLIDATED PLANNING DEPARTMENT</p>
 MULTI FAMILY RESIDENTIAL	 PUBLIC FACILITIES			
 MEDICAL FACILITIES	 OPEN SPACE			



MAP IV-17

	LOW DENSITY RESIDENTIAL		COMMERCIAL	 NO SCALE
	MEDIUM DENSITY RESIDENTIAL		MEDICAL	
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL	FUTURE LAND USE
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES	
	FLOOD PRONE AREA		HISTORIC AREA	
MAYO RUN NEIGHBORHOOD				CONSOLIDATED PLANNING DEPARTMENT

#9 Central Business District

The Central Business District contains 187 acres of land, all of which are developed. Of this area, roughly 40 percent is planned for commercial use, another 30 percent for medical/institutional use, and the remaining 30 percent split between park areas and high-density residential uses. In general, the Central Business District (CBD) is intended for very high intensity uses of land, whether for commercial, residential, or office/services purposes.

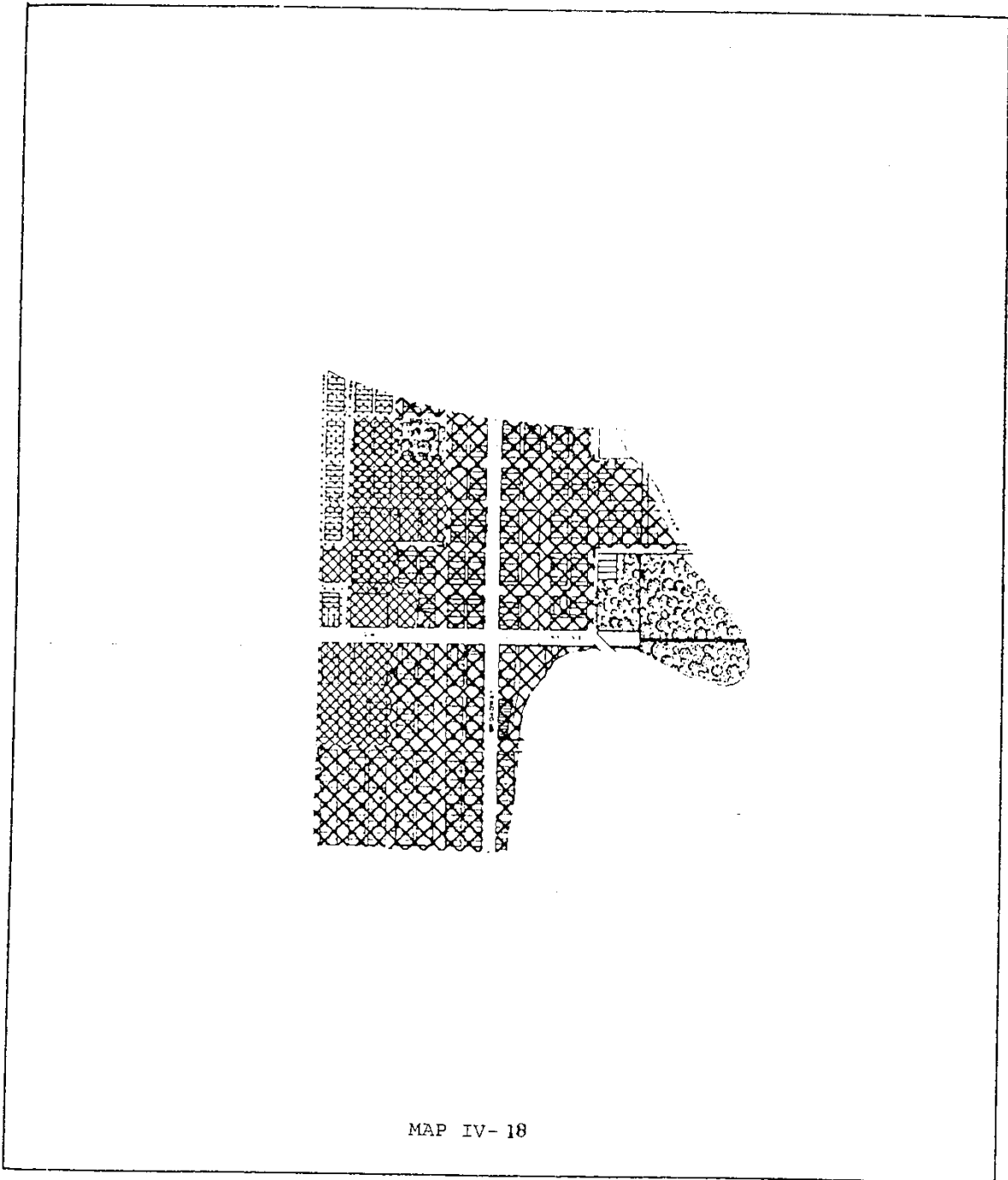
The CBD is bounded on the west by Fourth Avenue West, on the north by the Chicago and Northwestern Railroad tracks, on the south by Sixth Street S.W. and the Zumbro River, and on the east by the Zumbro River. Several major thoroughfares serve the area, including Center Street, Second Street South, Fourth Street South, Fourth Avenue West, Second Avenue West, Broadway, First Avenue East, and Second Avenue East. Public facilities located in the CBD include Mayo and Central Parks, the Mayo Civic Center, the Public Library, City Hall, and Central Fire Station. Several public utilities are also located in the CBD, including Franklin Station, Northwestern Bell Telephone, People's Natural Gas, and others. All of the above uses are consistent with the Plan.

In general, the Plan proposes that redevelopment in the CBD area proceed according to the Downtown Development District Plan and proposed private plans for expansion of the medical complex. These separate elements of the Plan are discussed briefly below.



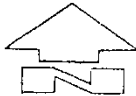






Downtown Development District Area. The Downtown Development District Plan divides the commercial portion of the CBD into three sub-areas, including a core area devoted to very high intensity commercial uses with a pedestrian orientation; commercial fringe vehicular traffic orientation; and high-density residential areas on the fringes of the CBD adjacent to the Zumbro River. The designation of these general areas on the overall Urban Service Area Plan is not intended to limit the development of mixed uses in some areas, or of mixed-use structures. All uses in the CBD should be of a very intense character, however, in order to realize the full potential of a concentrated commercial area. Thus, uses permitted especially in the core area should be limited to those that draw retail trade from a broad region or that bring a large number of potential shoppers into the CBD, such as hotels, major office uses, recreational uses. In a sense, especially because of the high level of financial involvement of local government in downtown redevelopment, the City should regard itself as being in a position similar to that of a major shopping center owner looking for tenants. Only those potential "tenants" that will contribute a high level of activity to the CBD core should be allowed to locate in the area.

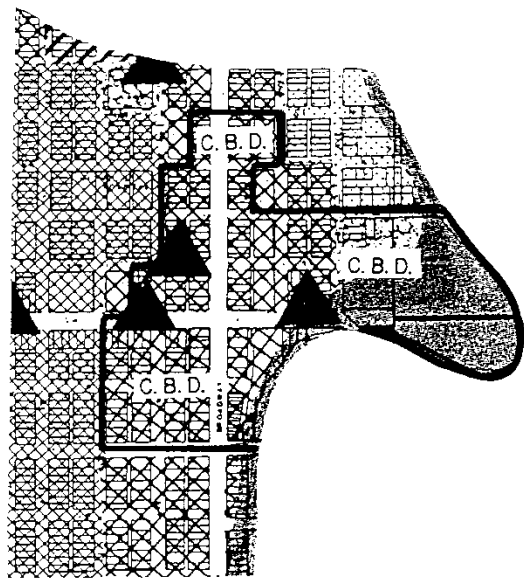
Medical/Institutional Area. The medical complex plans incorporated into the Plan call for extending the medical "campus" south of the existing complex and for closing part of Third Avenue S.W. to create a pedestrian area among the Clinic buildings and auxiliary uses in the area. The health services industry is the most important industry in Olmsted County and supports a large number of secondary industries, ranging from hotel, motel, and restaurant establishments catering to Clinic visitors to manufacturers of medical supplies and instruments. Because of the importance of the medical complex to the community's economy, it is essential that local government participate in making the area as pleasant as possible for Clinic visitors. The proposed plans of the medical complex aid in this effort and complement the plans for the balance of the CBD as well.

The following maps provide additional information on existing and future land use in the CBD area.













MAP IV-18

 SINGLE FAMILY RESIDENTIAL	 COMMERCIAL	C. B. D. NEIGHBORHOOD	 NO SCALE
 MIXED SF/M.F. RESIDENTIAL	 INDUSTRIAL		
 MULTI FAMILY RESIDENTIAL	 PUBLIC FACILITIES	EXISTING LAND USE	
 MEDICAL FACILITIES	 OPEN SPACE	CONSOLIDATED PLANNING DEPARTMENT	




MAP IV-19

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

C. B. D.
NEIGHBORHOOD

**FUTURE
LAND USE**

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#10. Kutzky Park Neighborhood

Definition of the Planning Area

The Kutzky park Planning Area is as originally defined in the Future Land Use Plan in 1978. The Kutzky Park planning neighborhood was and still is bounded by US Highway 52, Second Street SW, 4th Ave NW/SW and 5th St. NW (now Civic Center Drive). The Kutzky Park Neighborhood Association was officially established over part of the area in 1996. The KPNA boundaries are smaller than and are totally included within the original planning boundaries for the planning neighborhood. The KPNA boundaries are roughly described as 2nd St SW on the south, 16th Ave on the west, Civic Center Drive on the north and 6th Ave on the east.

Neighborhood History, Location and Characteristics

The first residence was built in the Kutzky Park neighborhood in 1863. August Kutzky himself built his second home at 718 West Center Street. This home remains as one of the neighborhood's architectural and historical anchors. 60 % of the single family homes in Kutzky Park were built between 1910 and 1930. These homes primarily consist of variations of the classic American four-square and bungalow, many influenced by the Arts and Crafts style. Homes built prior to 1900 are largely grouped on the east side of the neighborhood. Development of homes to the west of 11th Avenue began after 1900 and continued for 50 years. The residential areas north of Cascade Creek has the newest homes built in the 1950's through the late 60's. In 1952, the Miracle Mile Shopping Center was built along the west edge of the neighborhood. It was one of the first Shopping Center (multiple commercial tenants with private common pedestrian and automobile facilities) built in Greater Minnesota.

The location of Kutzky Park within Rochester is a great asset for the neighborhood. Convenient proximity to Rochester's major employer, thoroughfares, commercial amenities and services provides great potential for revitalization in Kutzky Park. The neighborhood is a compact and walkable urban neighborhood. Commercial areas exist within walking distance of all the residential areas of the neighborhood. To the south along 2nd Street, to the west toward TH 52, or to the north along the Civic Center Drive corridor there are restaurants, retail shops, personal services and offices within walking distance. A diverse range of uses are mixed throughout the residential areas of the neighborhood such as private schools, churches, rooming houses, semi-transient homes and shelters, home offices, a music studio, stained-glass shop, and a Victorian home converted to a gourmet restaurant.

The overall neighborhood density of residential development is over 6 units per acre. Census data indicates that Kutzky Park residents have fewer cars per housing unit than any other neighborhood in the City as well as the largest number of workers who walk to work outside of the downtown residents. Cascade Creek runs through the north edge of the neighborhood part of a system of public green space and recreation area with bike trails. Mature trees, a traditional grid of blocks and narrow streets enhance the traditional neighborhood characteristics of Kutzky Park.

A neighborhood survey conducted in 2004 identified these as the top five things people liked about the neighborhood:

1. Location or convenience

2. Architectural character or charm
3. Bike path, parkland and other amenities
4. Neighborliness or friendliness of neighbors
5. Mature trees

That same survey identified these as the top five things residents most disliked about the neighborhood:

1. Rental Property
2. Traffic speed or volume/one-way street operation
3. Property condition
4. Litter , noise, nuisances
5. Condition of infrastructure

Census Data

The Kutzky Park neighborhood is relatively demographically diverse. With a 2000 census population of 3,310 people, the diversity of the neighborhood is represented by a non-white population of 24.6% and 21% of all persons being of foreign-born.

33% of occupied housing units in Kutzky Park in 1999 were owner-occupied accounting for 40% of the population in occupied housing units. On average, 71% of occupied housing units in Rochester are owner-occupied. Higher home -ownership turnover occurs in Kutzky park with approximately 32% of homeowners living in the same house from 1995 to 2000 compared to 50% in Rochester taken as a whole. Between 1990 and 2000, 200 housing units were lost in Kutzky Park. Residential units were lost for non-residential development along the 2nd Street, for the Lourdes and Mayo parking facilities and by the conversion of existing homes to buildings with fewer units. Median owner-occupied value increased in Kutzky Park between 1990 and 2000 but at a slower rate than the rest of the community.

The median household income in 1999 dollars for Kutzky Park was \$33,107 and for the City of Rochester as a whole it was \$49,090.

Existing Land Uses

The Kutzky Park Neighborhood contains approximately 308 gross acres of land. About 45 acres of land is presently devoted to the major thoroughfares within and along the neighborhood boundaries. These major transportation corridors include parts of the rights of way for TH 52; Civic Center Dr (formerly 5th St. NW); 2nd St. SW; Center Street east of 6th Avenue; 4th, 6th, 11th, and 16th Avenues and the railroad right of way. Approximately 27 acres of land is public parklands located along the Cascade Creek corridor from 16th Avenue to Civic Center Drive (including the namesake “Kutzky Park”). There are approximately 56 acres of land devoted to local streets. The net area of private land in the neighborhood is approximately 207 acres.

As of December 31, 2005, there were 499 single family detached dwellings; 121 duplexes; 56 triplexes; 27 four-plexes; 73 buildings with over 5 units; and 11 licensed group residential care buildings or medical lodging guest homes. This amounts to a total of 1,888 housing units inclusive of the conventional housing, rooming units, guest and licensed capacities on 113 net acres of land.

There is approximately 34 net acres of commercial development in the neighborhood. The largest concentrations are along the west side of the area fronting TH 52 (dominated by the Miracle Mile Shopping Center), the Civic Center Drive corridor and the area along 2nd St SW immediately across from Saint Mary's Hospital. The commercial land is a mixture of retail, convenience services, restaurants, offices and automotive services.

Outside the Central Business District, the Kutzky Park neighborhood has the largest concentration of hotel/motel units with 884 rooms in 14 businesses on approximately 13 net acres of land.

The Mayo Clinic has developed approximately 11 acres of land used for part of their medical campus, located mostly east of 6th Ave from 2nd ST SW north. Mayo also has property used for a dental office and surface parking lots east of 11th Av SW along 2nd ST SW. The major clinic uses in the neighborhood are the Ozmun Building and parking garage along 2nd St SW between 4th and 6th Avenues; the 2338 space employee parking ramp on the entire block bounded by Center Street, 1st ST NW, 5th and 6th Aves NW and the under-construction Healthy Living Center just west of St. John's Church and north of the Ozmun Building along 6th Ave SW. The clinic medical properties have 2863 structured parking spaces and 499 spaces in seven surface lots.

Nine acres of the neighborhood is used for houses of worship, non-profit offices and Lourdes High School. These uses are clustered on the east half of the neighborhood. Lourdes High School is presently in the process of determining their long range goals.

Major Changes in the Neighborhood Since 1978

Major changes made by the public have taken place in the neighborhood since 1978. The flood control project for Cascade Creek and the South Fork of the Zumbro River, completed in 1994, resulted in the protection of all remaining residences from inundation by a 100 year event flood. The project required stream channeling of Cascade Creek and the removal of some homes, but the addition of bike and walking paths along the creek and two bike/pedestrian bridges added connectivity to the neighborhood. Civic Center Drive (old 5th Street NW) was reconstructed through the neighborhood from TH 52 and extended to directly connect to Broadway. The west side of the neighborhood along TH 52 has seen dramatic changes as a result of the highway expansion to 6 lanes and a new bridge at 2nd St. SW. The neighborhood elementary school (Lincoln) was closed and converted to the United Way Center. Central Junior High School (former high school) was razed and is now the site a Mayo Clinic parking lot being built as the Healthy Living Center and the Coffman Building (former high school- RCC – school administration offices) was demolished and its property is now part of the site of the Mayo Clinic Ozmun Building. The west end of the Ozmun building complex is the former Olmsted County Courthouse.

Major private non-residential developments that have occurred since the last include the razing of the block of homes north of Lourdes High School for a school parking lot; the construction of the 2,338 space Mayo Employee parking ramp east of Lourdes; the expansion of both Saint John's and Saints Anargyroi Churches; the addition of two medical treatment residential guest homes; the construction of three new multi-story motels on 2nd St. SW across from Saint Mary's Hospital and new restaurants north of Miracle Mile Shopping Center. There have no major

residential developments added to the neighborhood. The medical visitor temporary housing projects (such as Gift of Life or Hope Lodge) have been the only major housing additions to the neighborhood.

“Imagine Kutzky” Planning Process

In 2003, a privately funded, neighborhood involvement planning process known as “Imagine Kutzky” was started. The “Imagine Kutzky” neighborhood planning effort was a cooperative initiation of the Kutzky Park Neighborhood Association, “First Homes” (Rochester Area Foundation’s housing program) and the Rochester Area Foundation. In 2005 the City of Rochester awarded CDBG funding to continue the effort.

“Imagine Kutzky” was begun as a way to find solutions to recurring problems, as well as to encourage and promote neighborhood-friendly redevelopment. The planning process followed was based on a book entitled **Planning to Stay** by William Morrish and Catherine Brown. Using the planning steps outlined in their book, Kutzky park neighborhood leaders and residents embarked on the following process:

1. **Organizing** – *Agreeing to meet and work together for a common purpose:* Developed structure and process, acquired funding, developed partnerships.
2. **Gathering** – *Evaluating what kind of neighborhood we have:* Gathered historic data, demographic, physical and geographic data, sought input through a series of neighborhood workshops and a survey developed by the Planning department, met with community leaders and city officials, and consulted an advisory board representing non-resident stakeholders in the neighborhood.
3. **Ordering** – *Deciding what kind of neighborhood we want:* Created a mission statement and preliminary vision plan.
4. **Making** – *Creating a plan for what kind of neighborhood we can make:* Sought community feedback for the preliminary vision plan, identified specific neighborhood improvement projects, created a final vision plan approved by the Kutzky Park neighborhood Association membership.
5. **Taking Action** – *Putting the plan to work in the neighborhood:* Established neighborhood leadership to lead plan implementation, establish collaborations and partnerships to implement neighborhood improvements.

Through proactive, inclusive and long-range visioning and planning, a mission, goals, objectives, and potential strategies for neighborhood improvement were developed in the form of the Imagine Kutzky Vision Plan.

Imagine Kutzky Vision Plan

The “Imagine Kutzky” planning process adopted as its mission statement the following:

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

The “Imagine Kutzky” plan addresses ways to meet the challenges and improve the neighborhood. Through encouraging redevelopment in targeted areas; building density as redevelopment occurs to recover population losses; maintaining existing unique character through preservation of high-quality, historically and architecturally rich properties that serve as

neighborhood anchors; and addressing urban-design principles that maximize the walkable, mixed-use urban character traits already established in Kutzky Park – the desirability and liveability of the neighborhood will be enhanced. This will lead to revitalization that will benefit the downtown area and in turn the entire community.

Addressing land use is one portion of a larger set of improvements suggested in the “Imagine Kutzky” Vision Plan. The vision plan addresses the following major categories – Neighborhood Streets; Land Use and Urban Design; Public Open Space; and Homes and Yards. Each area has a goal, a list of objectives and a list of potential strategies that as of this time have not been evaluated by the City for their efficacy but are included to assist in the future discussions and appraisal of future action plans. The Kutzky Park Vision Plan is presented as follows:

NEIGHBORHOOD STREETS

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

Objectives:

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

Potential Strategies:

- Develop a long-range plan to phase in the following traffic-calming measures as a part of City’s Capital Improvement Plan:

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

LAND USE and URBAN DESIGN

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

Objectives:

- Encourage a compatible mix of land uses that protect natural and built assets and create a sense of place.

- Connect mixed-use areas with a network of landscaped “green” streets and walks.
- Ensure that development contributes to the social and economic life of the community through quality design of the physical environment.
- Strengthen small business activity in commercial and mixed-use areas that is compatible with the social and physical make-up of the neighborhood.
- Encourage quality building practices that are enduring and will accommodate future alternative uses.
- Encourage the design and placement of buildings that incorporate human scale design details and promote pedestrian and non-motorized vehicle usage.
- Preserve historic structures when feasible and encourage adaptive re-use.
- Encourage demolition of unsafe and condemned buildings and infill with architecturally compatible uses
- Preserve and create walkable commercial and mixed-use areas
- Create on-site parking that:
 - ❖ is carefully and judiciously placed as to not create a void breaking the continuity of the neighborhood
 - ❖ assures safe vehicular and pedestrian circulation, minimizes negative visual impact and is well landscaped
 - ❖ integrates parking with buildings whenever feasible through interior site design and podium parking using structures whenever feasible
 - ❖ discourages over-supply of parking by setting caps on parking and facilitating shared parking
- Use the following basic urban design principles when developing commercial and mixed-use areas:
 - ❖ Build to the sidewalk (i.e. property line).
 - Create a strong “streetwall” in which each building meets or comes close to the sidewalk.
 - Locate the inside floor level as close as possible to the level of the sidewalk outside.
 - ❖ Make the building front “permeable”.

- Connect the inside of the building and the sidewalk outside with windows and doors.
 - Prohibit mirrored glass or window coverings that block visibility.
- ❖ Prohibit parking lots in front of the building.
 - Put on-site parking above, below, behind, or beside the building.
 - Allow on-street parking. Stop-and-go parking is essential to neighborhood shopping districts.

Potential Strategies:

- Prohibit surface parking lots as a principal use.
- Create design guidelines and standards that shape the character of new development to the existing neighborhood character and are in accordance with the Land-Use Plan.
- Adjust parking standards to reflect neighborhood assets and characteristics of the neighborhood such as walkability, close proximity to downtown, amenities and employment and comparatively lower numbers of vehicles owned by residents of the neighborhood.

PUBLIC OPEN SPACE

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

Objectives:

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

Potential Strategies:

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

HOMES AND YARDS

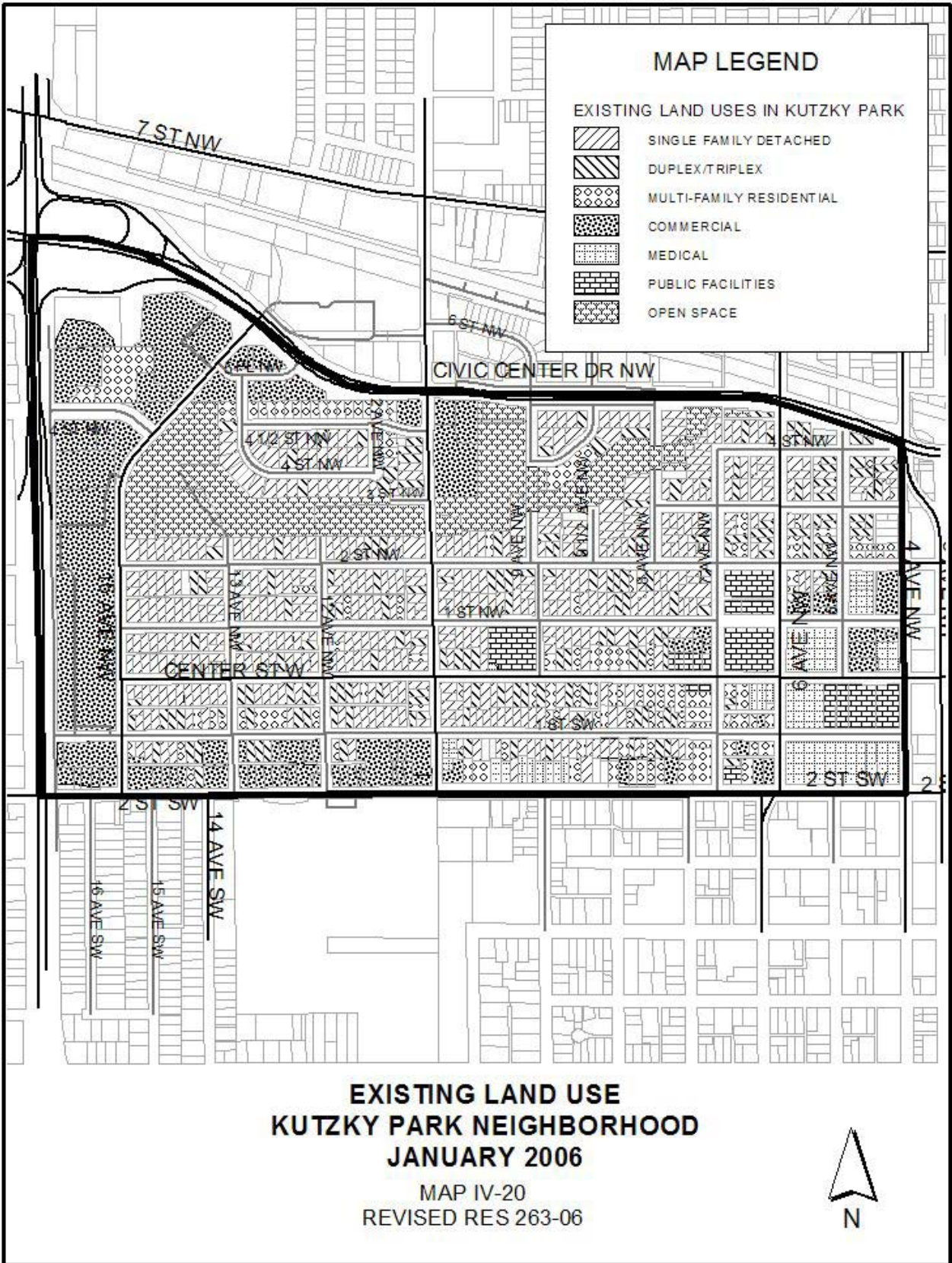
Goal: Preserve and restore the charm and historic character of the neighborhood.

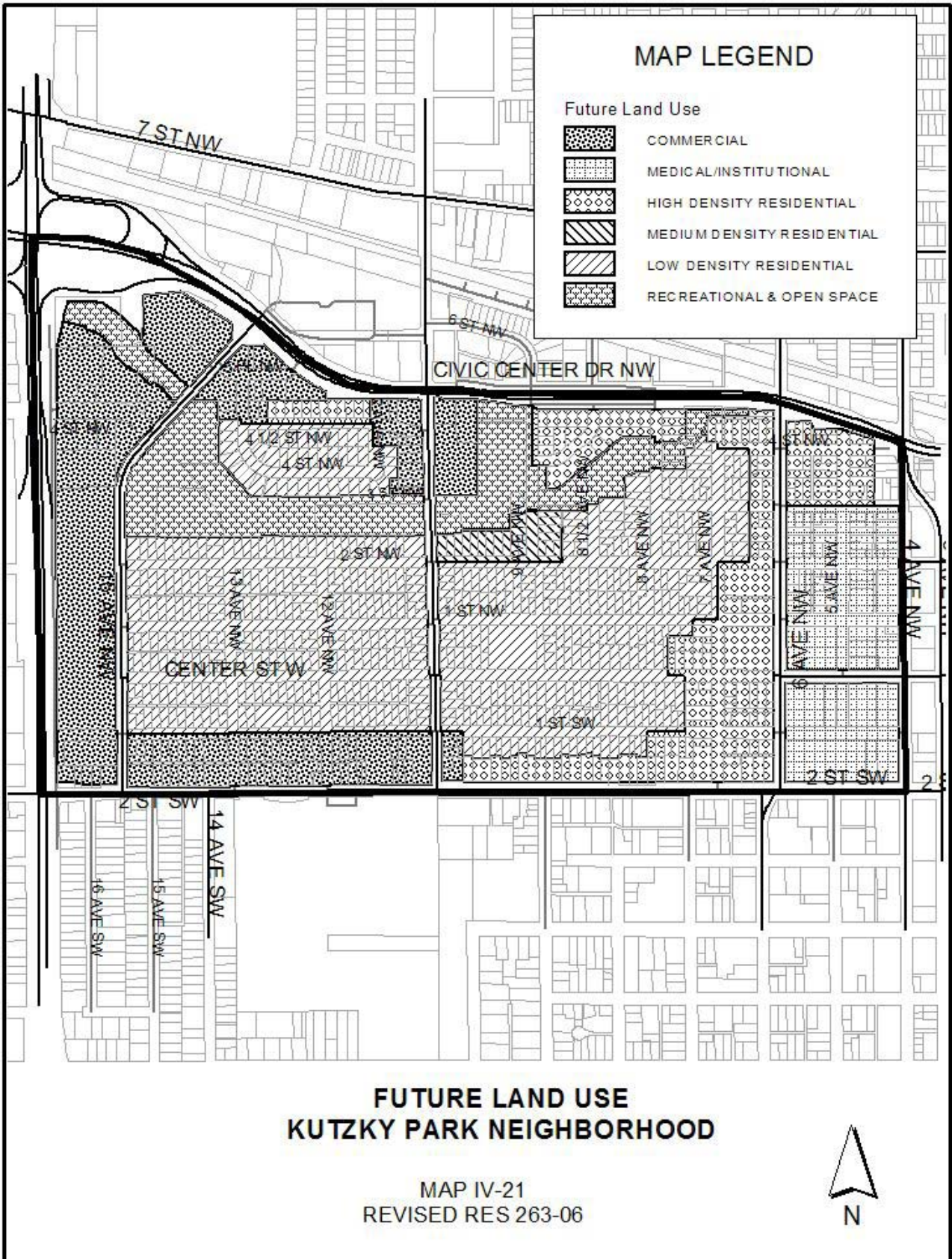
Objectives:

- Require review and site plan approval prior to issuance of demolition permit
- Establish regulations to protect historic structures and encourage adaptive reuse.
- Encourage reinvestment into former single-family homes that have been converted into multi-unit apartments.
- Identify blighted or crime-ridden properties and work closely with the Building Safety Department and law enforcement to identify key issues, solve problems and make improvements.
- Encourage infill development with well-designed compatible new structures.
- Maintain affordable housing that contributes to socio-economic diversity and the diversity of housing stock.
- Encourage remodeling projects that maintain the character of homes through incentives and guidelines.

Potential Strategies:

- Prohibit further conversion of single-family homes to multi-unit apartments.
- Carry out a windshield survey to inventory types of housing stock and property conditions; identify improvement needs and target investment areas.
- Create/identify funding programs that provide incentive and opportunity for those undertaking rehabilitation and reinvestment in residential structures.
- Build a partnership program between landlords and neighborhood residents.
- Produce architectural guidelines and/or standards for new housing development and major remodels.
- Encourage home ownership and owner occupied rental property.
- Work with the First Homes Heritage Homes program to identify at-risk homes in need of renovations.
- Work with First Homes Community Land Trust program to ensure that certain homes are renovated and contribute to neighborhood character, yet remain affordable.





See Rochester 2nd Street Corridor Framework Plan adopted on December 7, 2009.

#11. Cascade Neighborhood

This neighborhood consists of 1,480 acres, of which approximately 303 acres are developed and 1,177 acres are undeveloped. The undeveloped area consists largely of undeveloped land between Country Club Manor Subdivision and U.S. Highway 52. A portion of the undeveloped area is currently being quarried for gravel. Also, much of the surrounding area is low laying ground, which is prone to flooding and does not have good drainage. The area, which is developed, consists predominantly of single-family residential use and commercial use adjoining the neighborhood's major roads. There are also two parks in the neighborhood.

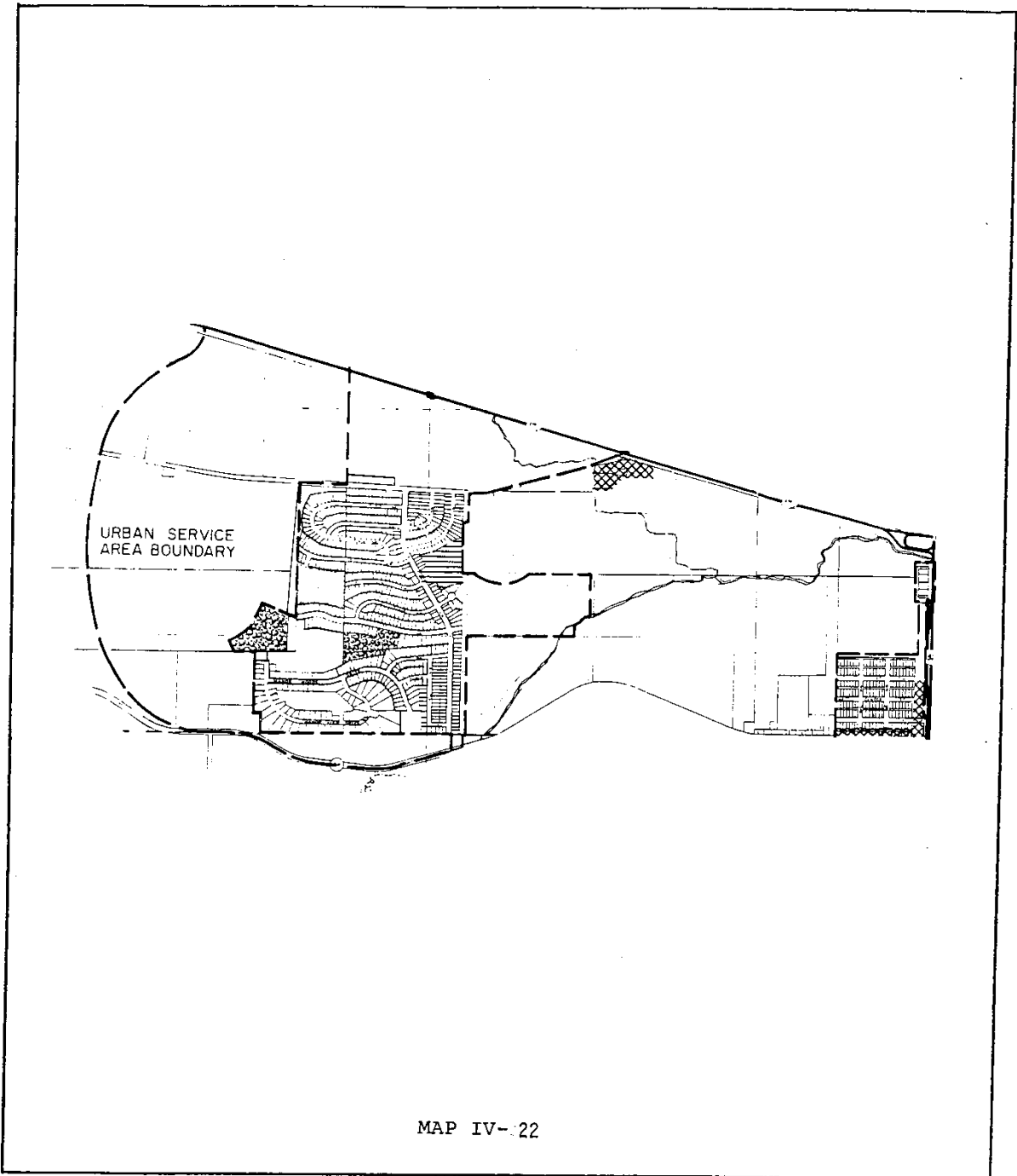
The neighborhood is bounded by Second Street S.W., U.S. Highway 52, and U.S Highway 14, and will be traversed in the future by a portion of West Circle Drive and a road extending north from Second Street S.W. to West Circle Drive.

The Plan assumes long-term use of the existing elementary school. In addition to the existing parks, a large amount of parkland is designated in the vicinity of a future flood control lake, which will result from sand and gravel extraction. An environmental corridor is designated in the floodway of Cascade Creek.

Map IV-23 presents the future land use plan for this area in the absence of a flood control project. Since much of the area is undeveloped flood fringe, a large part of the area between Country Club Manor subdivision and U.S. Highway 52 is designated as flood prone. This area is therefore generally undevelopable except where exceptions may be made, based on the criteria identified in Chapter III, above.

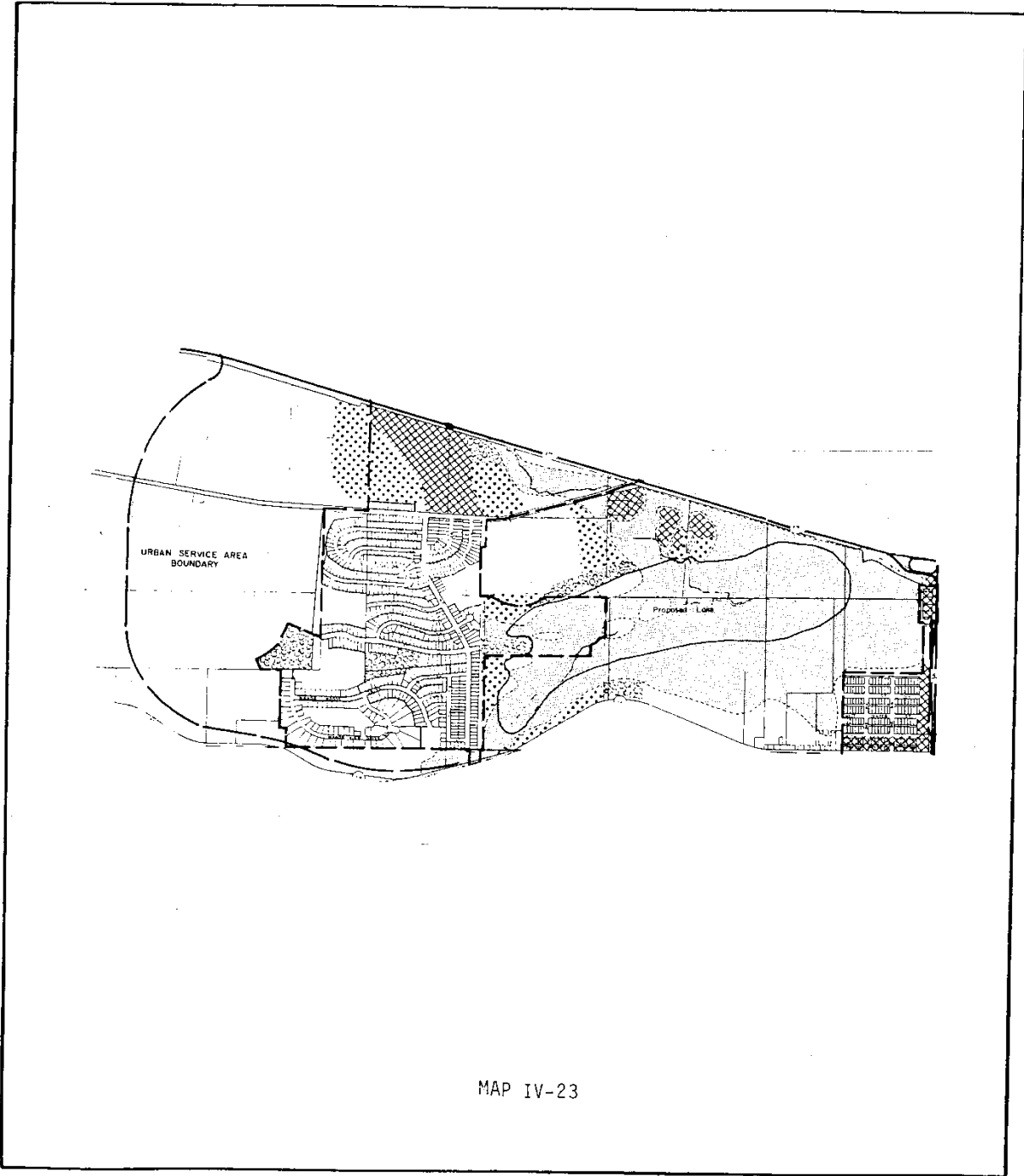
Map IV-24 presents the intended uses of this area following implementation of the flood control project. Because of the recreational potential of this lake, the Plan recommends providing for public access to all shores and identifies sites adjoining the lake for future parks. In addition, medium-density residential areas are identified in some areas adjoining the lake where other locational criteria are met. Low-density residential areas will generally expand into adjacent areas that are suitable for development and protected from traffic nuisances. The Plan proposes commercial areas where substantial existing commercial uses are located adjacent to U.S. Highway 52 and Second Street S.W., and also adds clusters of commercial use along major roads and medium-density residential uses in the Country Club Manor area. No long-term industrial uses are planned for this area.

The following maps provide further information on existing and future proposed land use patterns.













MAP IV-22


SINGLE FAMILY RESIDENTIAL	COMMERCIAL	<p>CASCADE NEIGHBORHOOD</p> <p>EXISTING LAND USE</p>	NO SCALE CONSOLIDATED PLANNING DEPARTMENT
MIXED S.F./M.F. RESIDENTIAL	INDUSTRIAL		
MULTI FAMILY RESIDENTIAL	PUBLIC FACILITIES		
MEDICAL FACILITIES	OPEN SPACE		

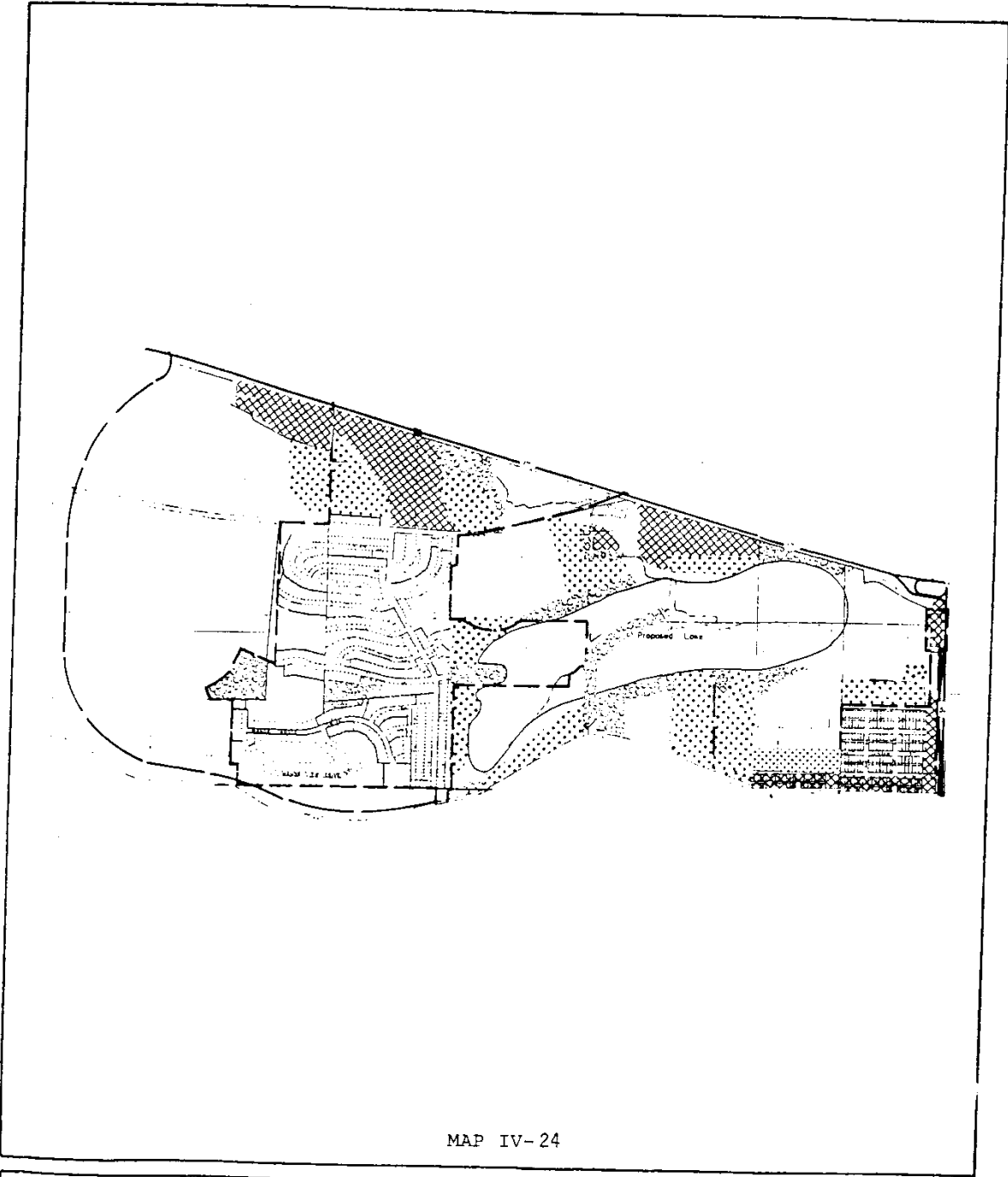


MAP IV-23

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

CASCADE
NEIGHBORHOOD
**FUTURE
LAND USE**

 NO
SCALE
CONSOLIDATED PLANNING
DEPARTMENT



MAP IV-24

LOW DENSITY RESIDENTIAL	COMMERCIAL	<p>CASCADE NEIGHBORHOOD</p> <p>FUTURE LAND USE</p>	NO SCALE CONSOLIDATED PLANNING DEPARTMENT
MEDIUM DENSITY RESIDENTIAL	MEDICAL		
HIGH DENSITY RESIDENTIAL	INDUSTRIAL		
RECREATIONAL & OPEN SPACE	PUBLIC FACILITIES		
FLOOD PRONE AREA	HISTORIC AREA		

#12. Folwell Neighborhood

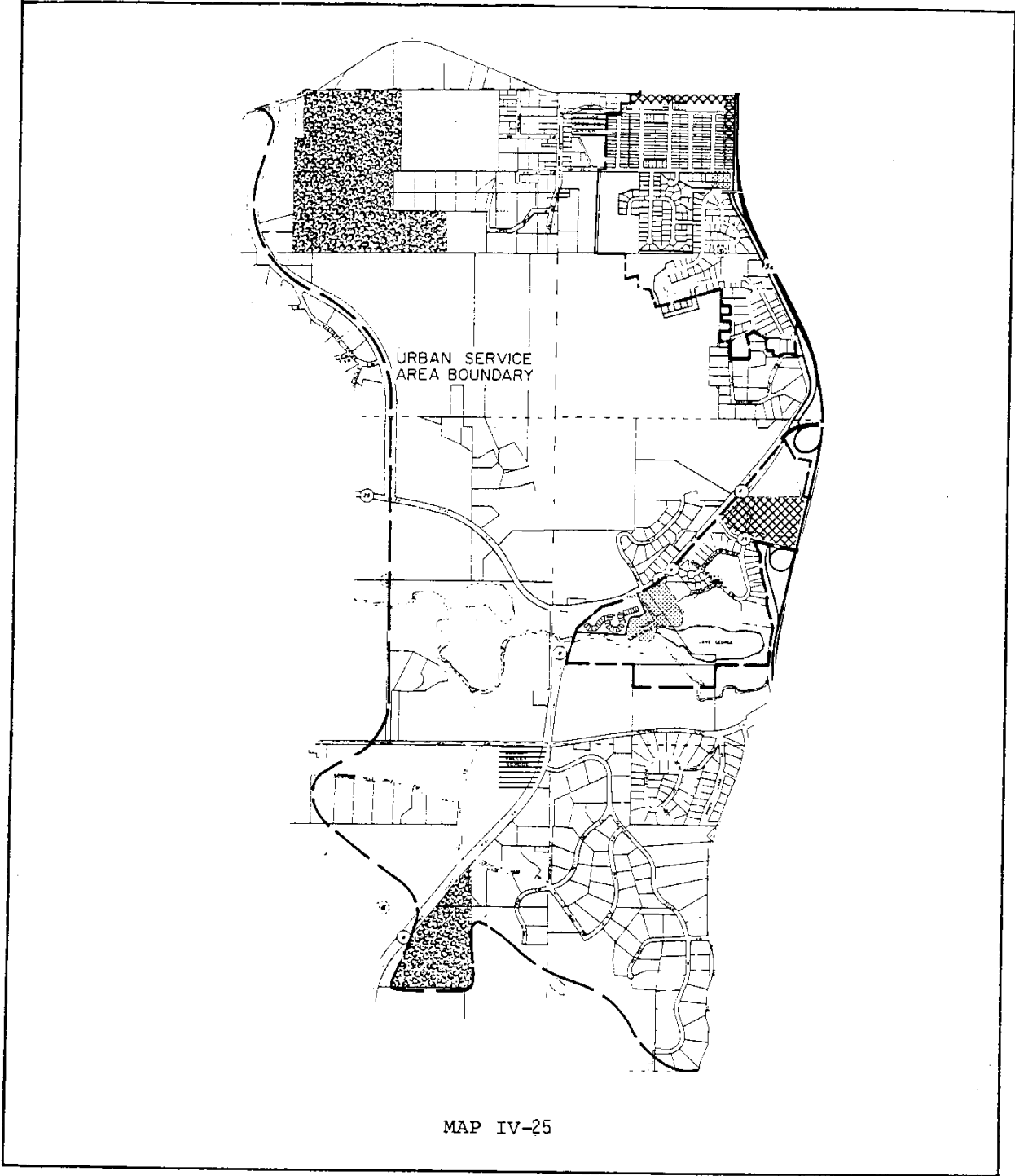
This neighborhood consists of approximately 2,470 acres, of which approximately 1,375 acres are developed and 1,085 acres are undeveloped. The developed area consists predominantly of single-family homes. A large number of these homes are on large suburban residential lots. There is some commercial development adjoining Second Street S.W. and U.S. Highway 52. A quarry is now located in part of the area designated in the Plan for low-density residential use. The Rochester Golf and Country Club is also located in this neighborhood.

The neighborhood is bounded by Second Street S.W., portions of U.S. Highway 52, County Road #147, and West Circle Drive. The area is traversed by Salem Road S.W., Bamber Valley Road S.W., and Maywood Road S.W.; in the future new major roads extended 23rd Avenue S.W. and Folwell Drive SW will also serve the area.









The Plan assumes long-term use of the elementary school and the fire station located in the neighborhood. An environmental corridor is designated for the area along the Zumbro River

The Plan designates the area almost entirely for low-density residential use. Medium-density residential uses will continue in their present locations. Commercial uses in the neighborhood will continue at their present sites. A small amount of additional commercial area is designated near the intersection of Salem Road and U.S. Highway 52. No long-term industrial uses are shown for this area.


The following maps provide further information regarding existing and future land use patterns of Folwell Neighborhood.

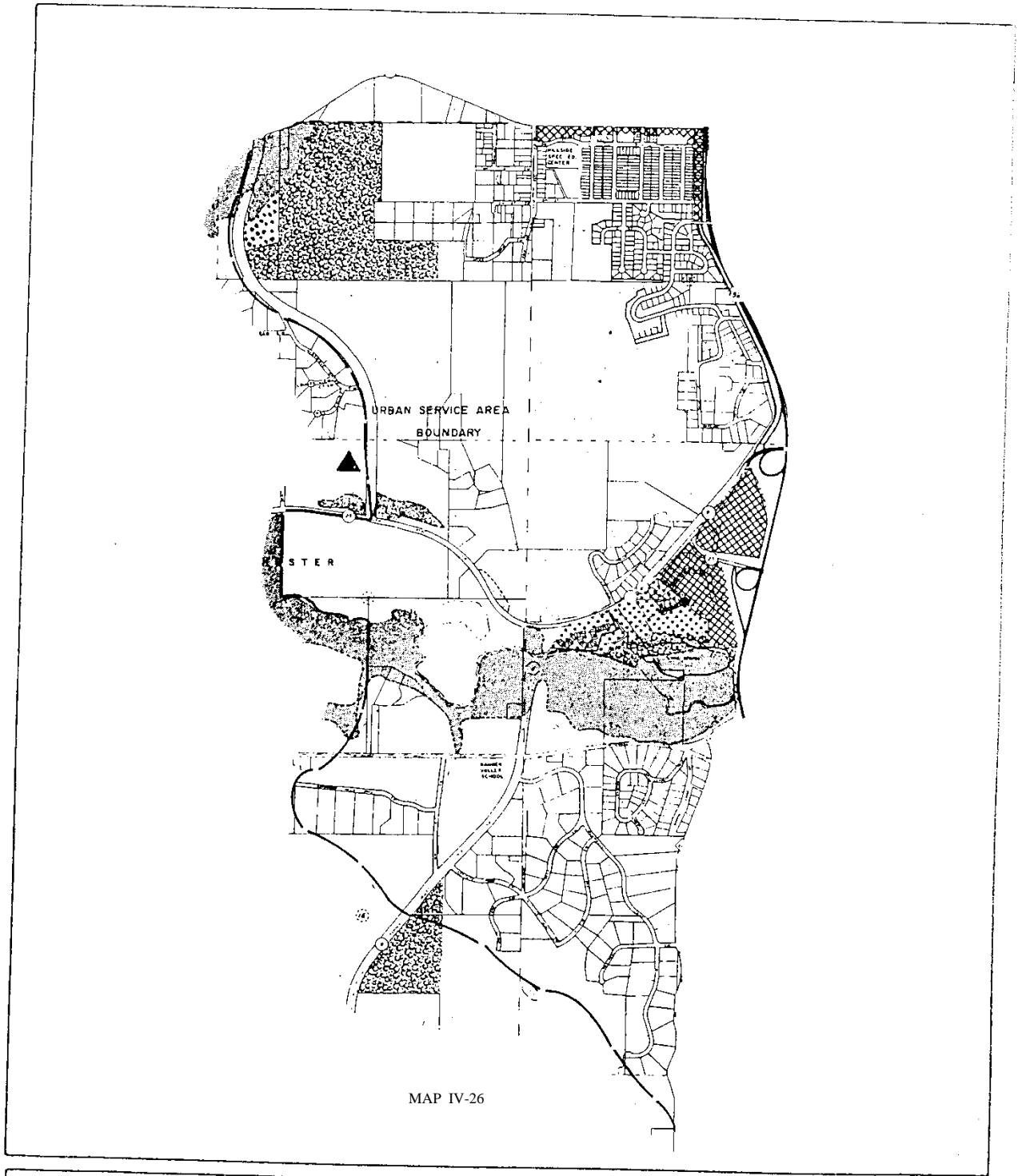


MAP IV-25

	SINGLE FAMILY RESIDENTIAL		COMMERCIAL
	MIXED S.F./M.F. RESIDENTIAL		INDUSTRIAL
	MULTI FAMILY RESIDENTIAL		PUBLIC FACILITIES
	MEDICAL FACILITIES		OPEN SPACE

FQLWELL
NEIGHBORHOOD
**EXISTING
LAND USE**

 NO
SCALE
CONSOLIDATED PLANNING
DEPARTMENT



MAP IV-26

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

**FOLWELL
NEIGHBORHOOD**
**FUTURE
LAND USE**

NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#13. Edison Neighborhood

Edison Neighborhood consists of a total of 667 acres, of which all but 25 acres are presently developed. The neighborhood is bounded on the north by Second Street S.W.; on the east by Fourth Avenue S.W., Sixth Street S.W., and South Broadway; on the south by 12th Street SW; and on the West by Highway 52. Fourth and Sixth Streets SW, Memorial Parkway, and Sixth Avenue S.W. run through the neighborhood. The major streets serving the area range from collector to freeway in classification and provide excellent access to the neighborhood, especially in the northern portion. A number of bus routes also serve the area.

Roughly 50 percent of the neighborhood is currently developed in low-density residential uses. The remaining area includes Soldiers Field Park, St. Mary's Park, and the Plummer House, accounting for roughly 25 percent of the total land area; St. Mary's Hospital and the Mayo Clinic's Community Medicine Building, accounting for 10 percent of the total area; several higher density residential uses, accounting for 5 percent of the total land area; commercial uses (chiefly motels and isolated neighborhood and highway service uses) along Second Street S.W. and the eastern blocks of Sixth Street S.W.; and two elementary schools. In the northern and eastern parts of the low-density area, a number of small-scale multi-family uses have developed as a result of conversions. The area, in general, is dominated by large older houses, many of which may have historical significance.

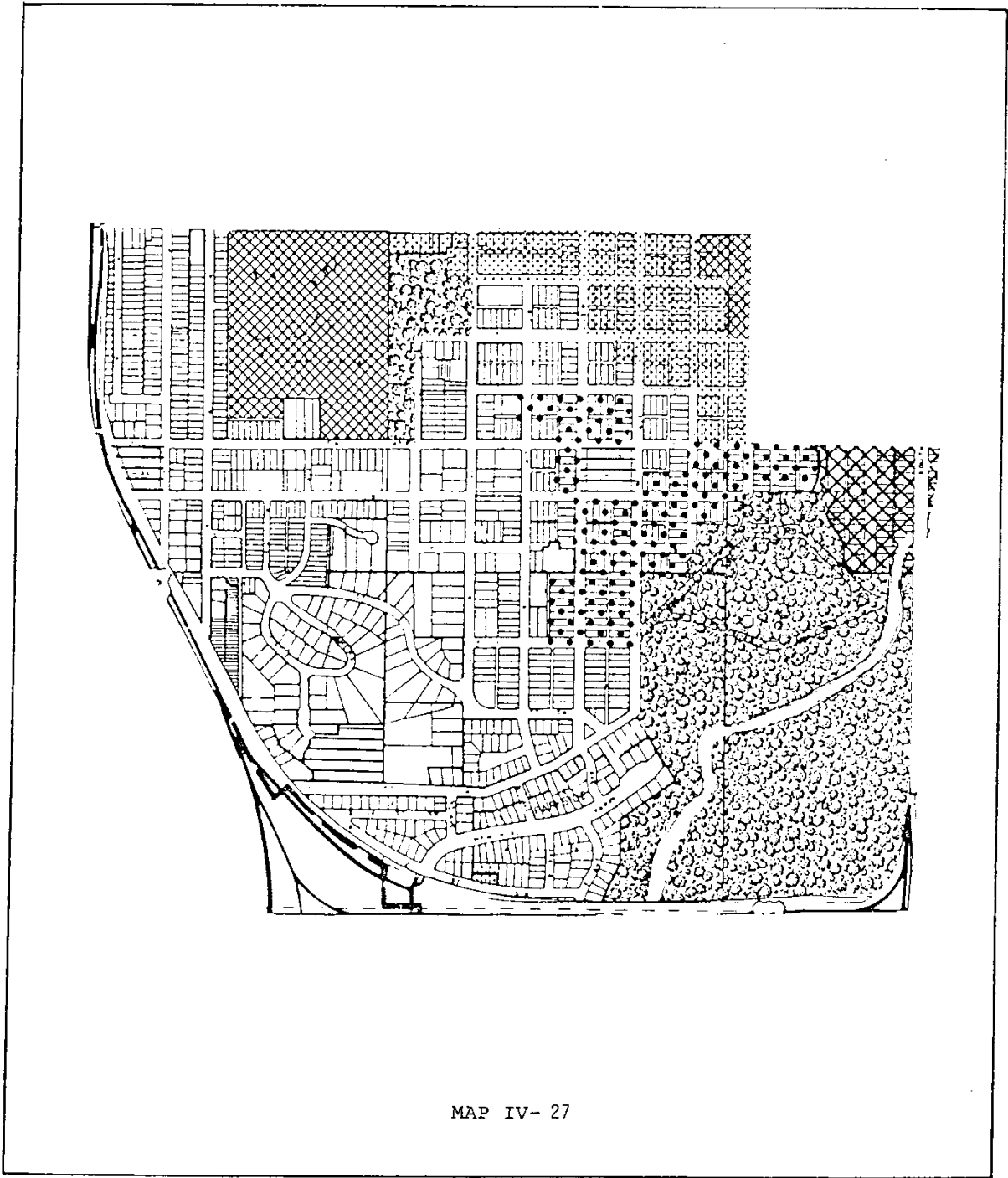
In view of the decline in household size projected for the next 20 years and the resultant shift in demand away from large single-family houses, it is expected that a number of conversions will occur in those portions of the neighborhood closest to the Central Business District. In addition, due to the excellent location of the area for higher density residential uses, significant redevelopment to higher densities is planned for the northern and northeastern parts of the neighborhood. Much of the area is within walking distance, generally, of major employers and commercial uses. In addition, the area is well served with parks and cultural amenities, making the designated areas highly desirable for high-density residential use. Where necessary, the boundaries of the high-density residential designations have been separated from low-density areas by medium-density designations. These areas are intended to provide a transition in intensity of use, density of development, and structural character between high and low-density areas. Medium-density areas have also been designated where a relatively large number of conversions have occurred. It is proposed that physical, characteristics of the area, such as the difference in elevation between Second and Fourth Streets S.W., be used as buffers between incompatible uses.

Due to the large number of motels and other temporary lodging establishments in this area, it should be reiterated that, as discussed in Chapter III, such uses should not be considered suitable in high-density residential areas. High-density residential uses should be considered part of the residential neighborhood and are considered to have few significant use characteristics in common with commercial lodging establishments.









The Plan proposes that those parts of the neighborhood not designated for redevelopment at higher residential densities continue in their present use designations. Thus, low-density residential uses will continue to be the predominant use of the land area of the neighborhood. Park and school uses and institutional uses should be continued as well. Established commercial

areas are planned to continue in their present locations; however, the Plan calls for no expansion of these areas.


Further information on existing and proposed development in Edison Neighborhood is provided in the following maps.



MAP IV- 27

 SINGLE FAMILY RESIDENTIAL	 COMMERCIAL
 MIXED SF./M.F. RESIDENTIAL	 INDUSTRIAL
 MULTI FAMILY RESIDENTIAL	 PUBLIC FACILITIES
 MEDICAL FACILITIES	 OPEN SPACE

EDISON
NEIGHBORHOOD
**EXISTING
LAND USE**

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT



MAP IV-28

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

EDISON
NEIGHBORHOOD
**FUTURE
LAND USE**

NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

See Rochester 2nd Street Corridor Framework Plan adopted on December 7, 2009.

#14. Hawthorne Neighborhood

The neighborhood consists of approximately 390 acres, of which 380 acres are developed. Existing uses in the neighborhood include primarily single-family homes. A significant number of commercial uses and industrial uses are located along U.S. Highway 63; additional commercial uses are located along 12th Street S.E., Fourth Street S.E., and at the intersection of Third Avenue S.E. and Ninth Street S.E. A significant number of conversions of single-family use to multi-family structures have occurred in the area north of Seventh Street S.E. The area has two elementary schools, which provide recreation in addition to two parks in the neighborhood.

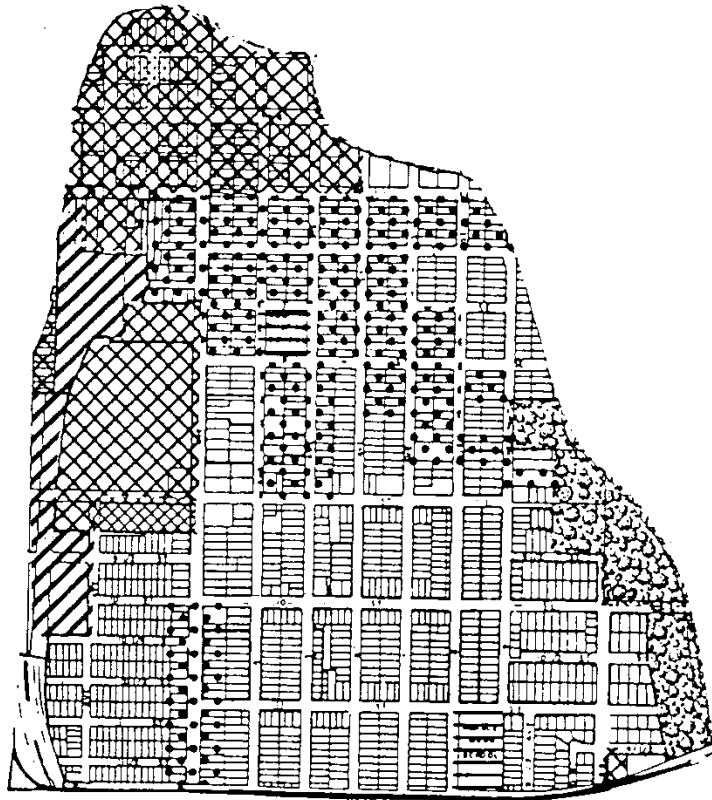
The neighborhood is bounded by 12th Street S.E., U.S. Highway 63, and portions of Bear Creek and the Zumbro River. The area is traversed by Third Avenue S.E., Fourth Street S.E., and Sixth Street S.E. The area is also served by a railroad line running parallel to U.S. Highway 63.

The Plan assumes long-term use of the area's existing parks and schools, and recommends the establishment of additional parkland along Bear Creek as part of an environmental corridor. Low-density residential use is advocated where few conversions to multi-family structures have occurred and in areas served primarily by residential streets. A limited area is designated for medium-density use in areas with good access to the CBD and where a large number of conversions to single-family houses to multi-family housing have occurred. Commercial and industrial uses for the neighborhood are planned to continue at their present locations since they are well established, compatible with the area, and have excellent transportation access.










The area between South Broadway and 3rd Avenue S.E. from 4th Street S.E. to 12th Street S.E., designated for industrial use, includes land presently used for single-family residential purposes. This designation indicates a transition to industrial uses during the next twenty to twenty-five years. The implementation of the plan will occur through the rezoning of property to industrial districting. However, this rezoning should take place in a contiguous and orderly fashion in order to provide a more compatible extension of industrial use in transitional residential areas.

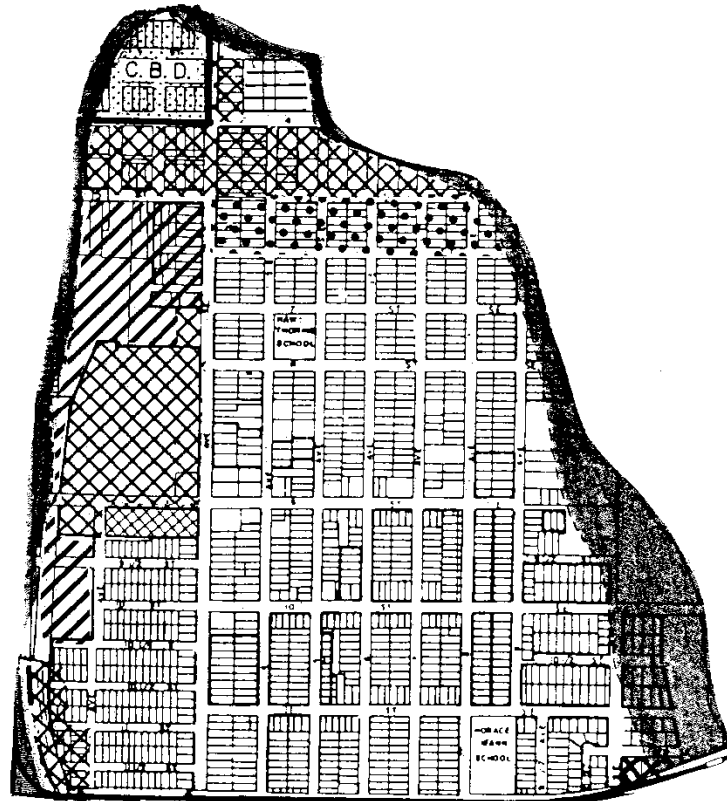
Office and medical uses south of Ninth Street S.E. and west of Third Avenue S.E. are also recommended for long-term use.

The following maps provide further information on existing and future proposed land use patterns in Hawthorne Neighborhood.














MAP IV- 29

	SINGLE FAMILY RESIDENTIAL		COMMERCIAL	<p>HAWTHORNE NEIGHBORHOOD</p> <p>EXISTING LAND USE</p>	 <p>NO SCALE</p>
	MIXED S.F./M.F. RESIDENTIAL		INDUSTRIAL		
	MULTI FAMILY RESIDENTIAL		PUBLIC FACILITIES		
	MEDICAL FACILITIES		OPEN SPACE		
				<p>CONSOLIDATED PLANNING DEPARTMENT</p>	



MAP IV-30

<ul style="list-style-type: none">  LOW DENSITY RESIDENTIAL  MEDIUM DENSITY RESIDENTIAL  HIGH DENSITY RESIDENTIAL  RECREATIONAL & OPEN SPACE  FLOOD PRONE AREA 	<ul style="list-style-type: none">  COMMERCIAL  MEDICAL  INDUSTRIAL  PUBLIC FACILITIES  HISTORIC AREA 	<p>HAWTHORN NEIGHBORHOOD</p> <p>FUTURE LAND USE</p>	 <p>NO SCALE</p> <p>CONSOLIDATED PLANNING DEPARTMENT</p>
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#15. Bear Creek Neighborhood

The neighborhood contains approximately 5,660 acres of land, of which less than half is developed. Approximately 85 percent of the neighborhood has not developed with sanitary sewer service. The neighborhood consists predominantly of “leap frog” suburban-residential type uses and scattered strip commercial and industrial uses along U.S. Highway 14 and Marion Road S.E. (formerly U.S. 52). Land between the areas of development is generally used for agricultural purposes. The area has four parks, in addition to two elementary schools, which provide recreation for the area.

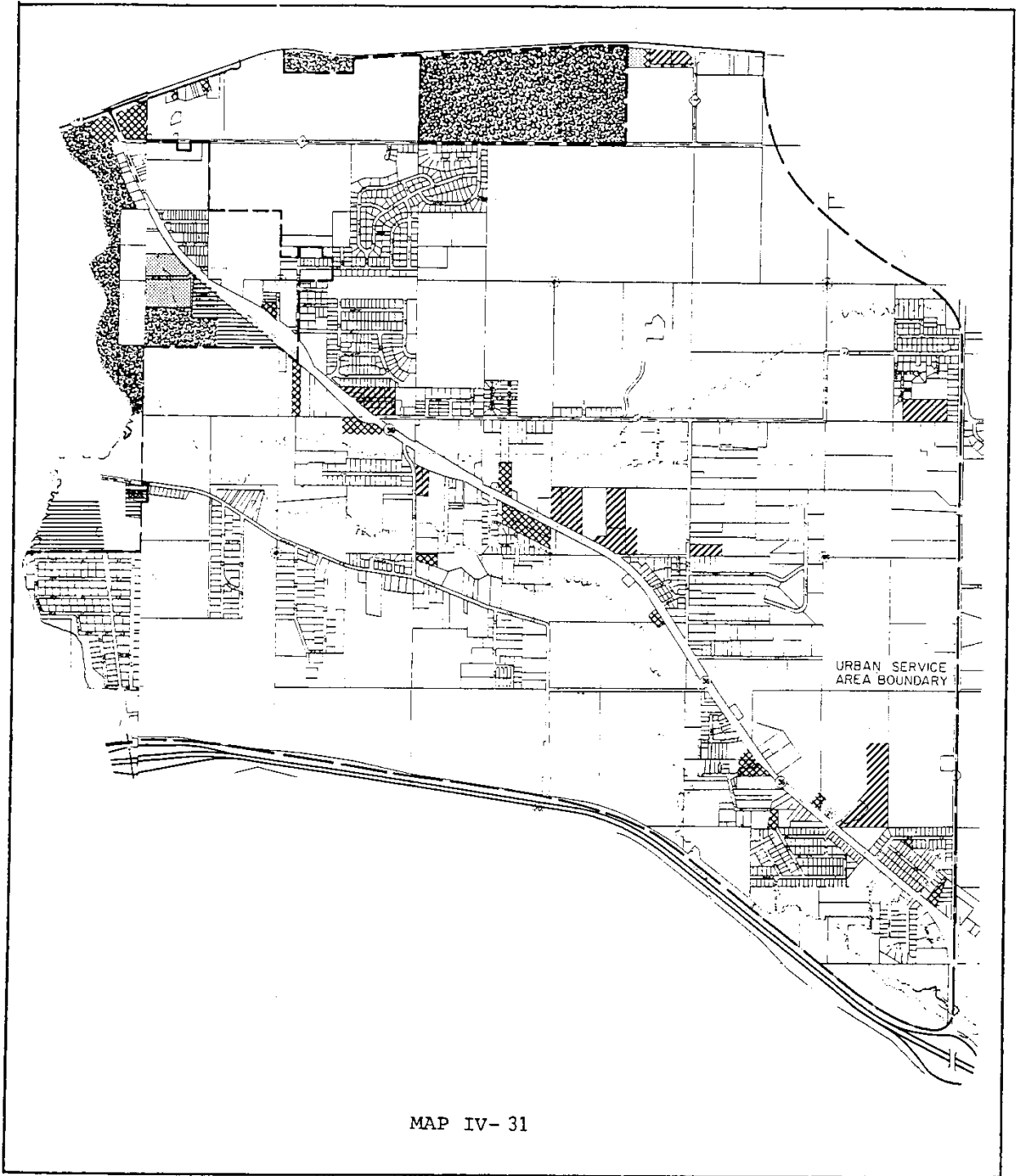
The neighborhood is bounded by U.S. Highway 14, County Road 11, and U.S. 52 and is traversed by County Road 1, Marion Road S.E., and future alignments of Pinewood Road, 20th Street S.E. (extended), and Eastwood Road S.E., 40th Avenue S.E. (extended), and Eastwood Road S.E., 40th Avenue S.E. (extended), and 24th Avenue S.E. (extended).

The neighborhood has been identified as in need of water and sewer services, especially due to its location on two major groundwater recharge areas of significance to the entire Rochester Urban Service Area. In addition, there are several wells in the area, which have been contaminated from seeping septic tanks. This health problem has been documented by the Olmsted County Health Department. These conditions should be alleviated as soon as possible by extending sanitary sewer and water service to the neighborhood. In the meantime, future development should continue to meet the current health regulations pertaining to development with individual septic tanks and wells. These developments should also provide for connection to water and sewer services as these services become available.









The Plan encourages low-density residential use for the neighborhood where there are existing low-density residential uses and in areas removed from existing and future major roads. In instances where low-density residential uses adjoin the major roads, provisions should be incorporated into Plan implementation ordinances to require necessary setbacks and buffering. Medium-density residential uses have been located generally in areas close to commercial uses and reserves of land for future development. Commercial and industrial uses are designated where substantial compatible uses are now located. There are also areas designated along major roads, which provide land for future commercial use to serve the needs of this large neighborhood. No new substantial industrial development is advocated for this area.

The Plan assumes long-term use of existing and proposed parks and schools and the cemeteries, and recommends that environmental corridors be established through parkland acquisition along Bear Creek and Badger Run. This site has been suggested by the Rochester Public School Board for a school to replace the antiquated Central Junior High School/Coffman complex.


The following maps provide further information regarding the existing and proposed future land use pattern of the Bear Creek Neighborhood.

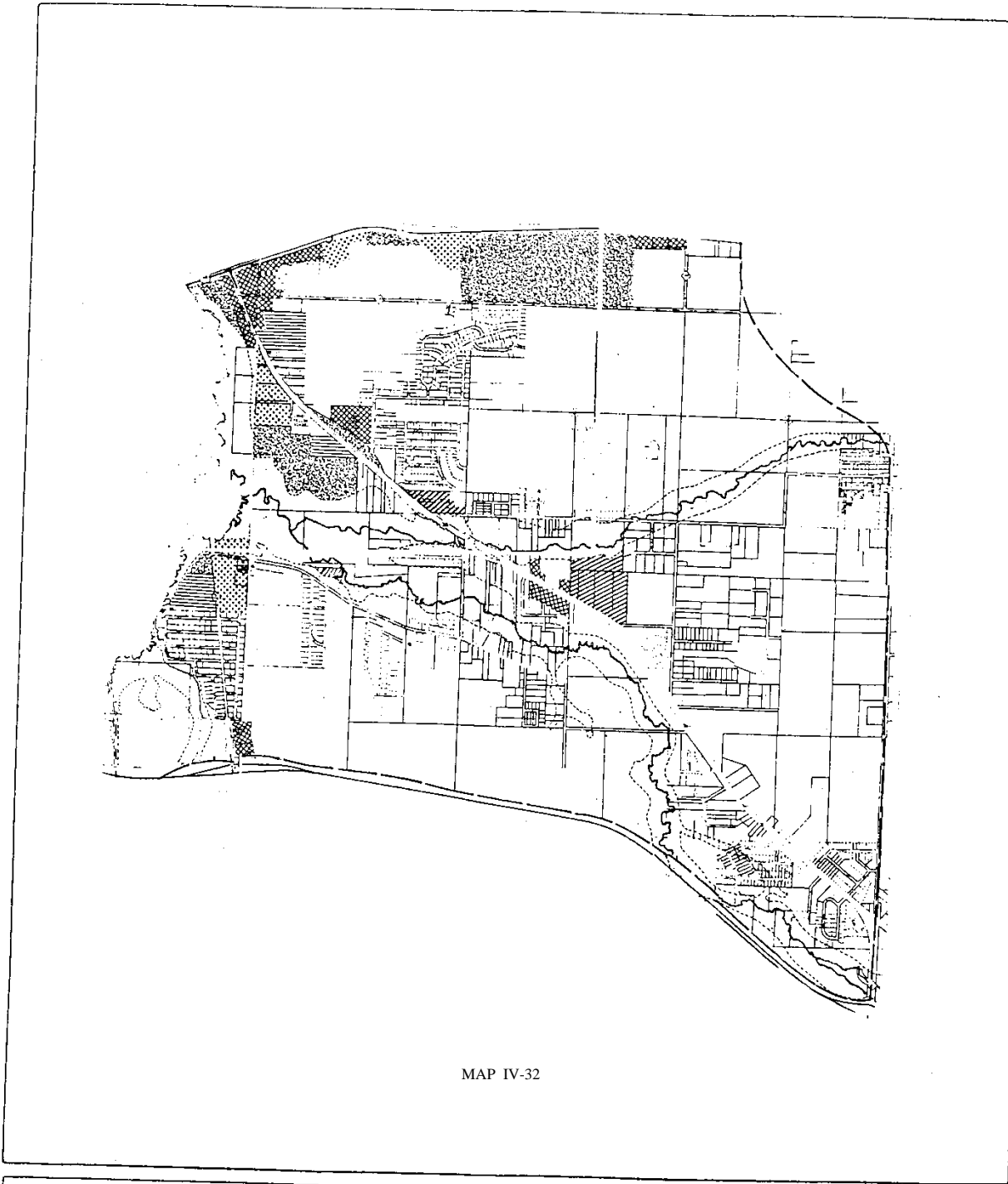


MAP IV- 31

 SINGLE FAMILY RESIDENTIAL	 COMMERCIAL
 MIXED SF./M.F. RESIDENTIAL	 INDUSTRIAL
 MULTI FAMILY RESIDENTIAL	 PUBLIC FACILITIES
 MEDICAL FACILITIES	 OPEN SPACE

BEAR CREEK
NEIGHBORHOOD
**EXISTING
LAND USE**

 NO SCALE
CONSOLIDATED PLANNING
DEPARTMENT



MAP IV-32

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MIXED USE RESIDENTIAL		MEDICAL
	MEDIUM DENSITY RESIDENTIAL		INDUSTRIAL
	HIGH DENSITY RESIDENTIAL		PUBLIC FACILITIES
	RECREATIONAL & OPEN SPACE		HISTORIC AREA
	FLOOD PRONE AREA		

BEAR CREEK
NEIGHBORHOOD
FUTURE
LAND USE

NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#16. Meadow Park Neighborhood

There are approximately 1,450 acres in the Meadow Park Neighborhood, of which approximately 850 acres are developed and 600 acres are undeveloped. The neighborhood consists largely of single-family homes and a limited amount of medium-density residential use. The housing is generally in good condition. Existing industrial and commercial uses are located in the vicinity of Third Avenue S.E. and U.S. Highway 63. Major recreational facilities include Bear Creek Park and the Olmsted County Fairgrounds, in addition to two elementary schools and a senior high school.

The neighborhood is bounded by U.S. Highway 63, U.S. Highway 52, and 12th Street S.E. This area is traversed by 11th Avenue S.E., 20th Street S.E., 16th Street S.E. and Third Avenue S.E. Also a railroad line traverses the area.

As with Cascade Neighborhood, the Plan for Meadow Park Neighborhood may be influenced by implementation of the flood control project. If by reason of the implementation of flood control (or for any other reason) it is determined that flood fringe areas on downstream flooding is eliminated, the flood fringe areas designated "flood prone" on Map IV-34 would change in designation to those uses shown on Map IV-35.

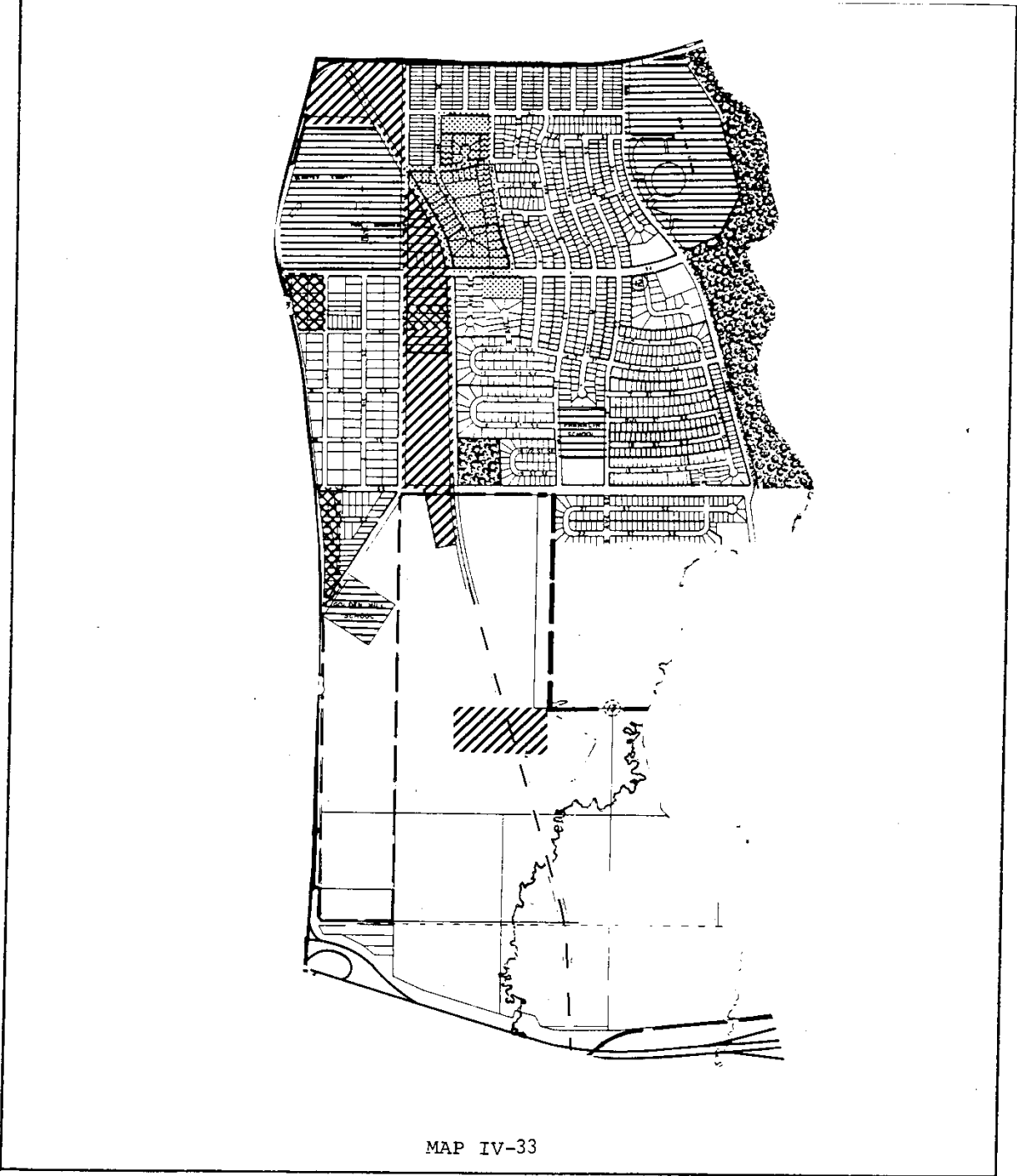
The Plan assumes long-term use of the neighborhood schools and parks, as well as additional parkland along Bear Creek and an environmental corridor along Willow Creek. The Plan also indicates a future fire station location in the vicinity of Third Avenue SE and 20th Street SE. Commercial uses are generally recommended for long-term use at their present locations and at the intersection of U.S. Highways 63 and 52. Medium-density residential use is designated for areas along major roads where a number of single-family homes have been converted to multi-family structures, where medium-density residential use is presently located, and south of 20th Street SE along the railroad line. Low-density residential uses are designated for areas protected from the adverse effects of industrial use. Industrial uses are designated for this area reflecting a substantial amount of existing industrial use in the area west of Third Avenue SE that is irreversible and has excellent transportation access (including rail). Other industrial uses are shown in the area routes of road and rail and open undeveloped land for future industrial uses. Suitable buffers should be provided between residential and industrial areas.

The area generally between 12th Street SE and 20th Street SE from South Broadway to the area immediately west of 3rd Avenue SE is primarily designated for industrial use and includes land presently used for single-family residential purposes. The designation indicates a transition to industrial uses during the next twenty to twenty-five years. The implementation of the Plan will occur through the rezoning of property for industrial use. This rezoning should take place in an orderly fashion in order to provide a more compatible extension of industrial use in the transitional residential areas.









It is recognized that parts of the areas will remain predominately residential in character for the foreseeable future. In order to protect existing residences from adverse influences and to enhance the residential quality of the area, it is recommended that the following actions be undertaken:

1. Ordinances should be amended to require suitable buffer yards where industrial or commercial areas abut residential zones.
2. Provision should be made for improving pedestrian access to recreation areas either at the Fairgrounds or at Franklin School, and possibly a public play area within the neighborhood.
3. Residential development of a similar character and intensity should be accommodated in the interior of the area.

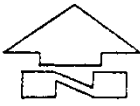
The following maps provide further information regarding the existing and proposed future land uses in the Meadow Park Neighborhood.



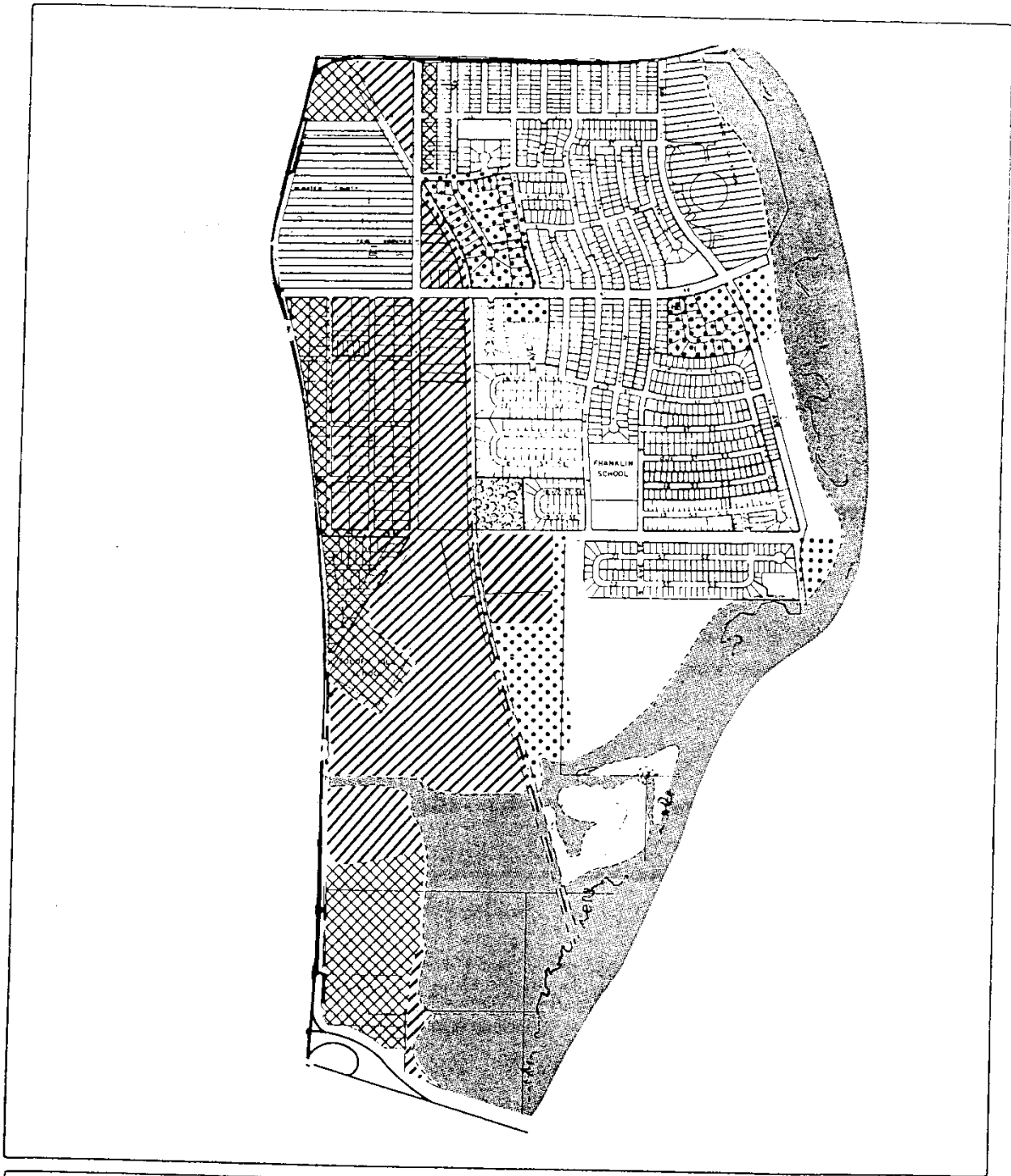
MAP IV-33











 SINGLE FAMILY RESIDENTIAL	 COMMERCIAL
 MIXED SF/M.F. RESIDENTIAL	 INDUSTRIAL
 MULTI FAMILY RESIDENTIAL	 PUBLIC FACILITIES
 MEDICAL FACILITIES	 OPEN SPACE

MEADOW PARK
NEIGHBORHOOD
**EXISTING
LAND USE**

 NO SCALE

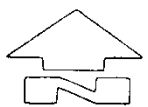
CONSOLIDATED PLANNING
DEPARTMENT



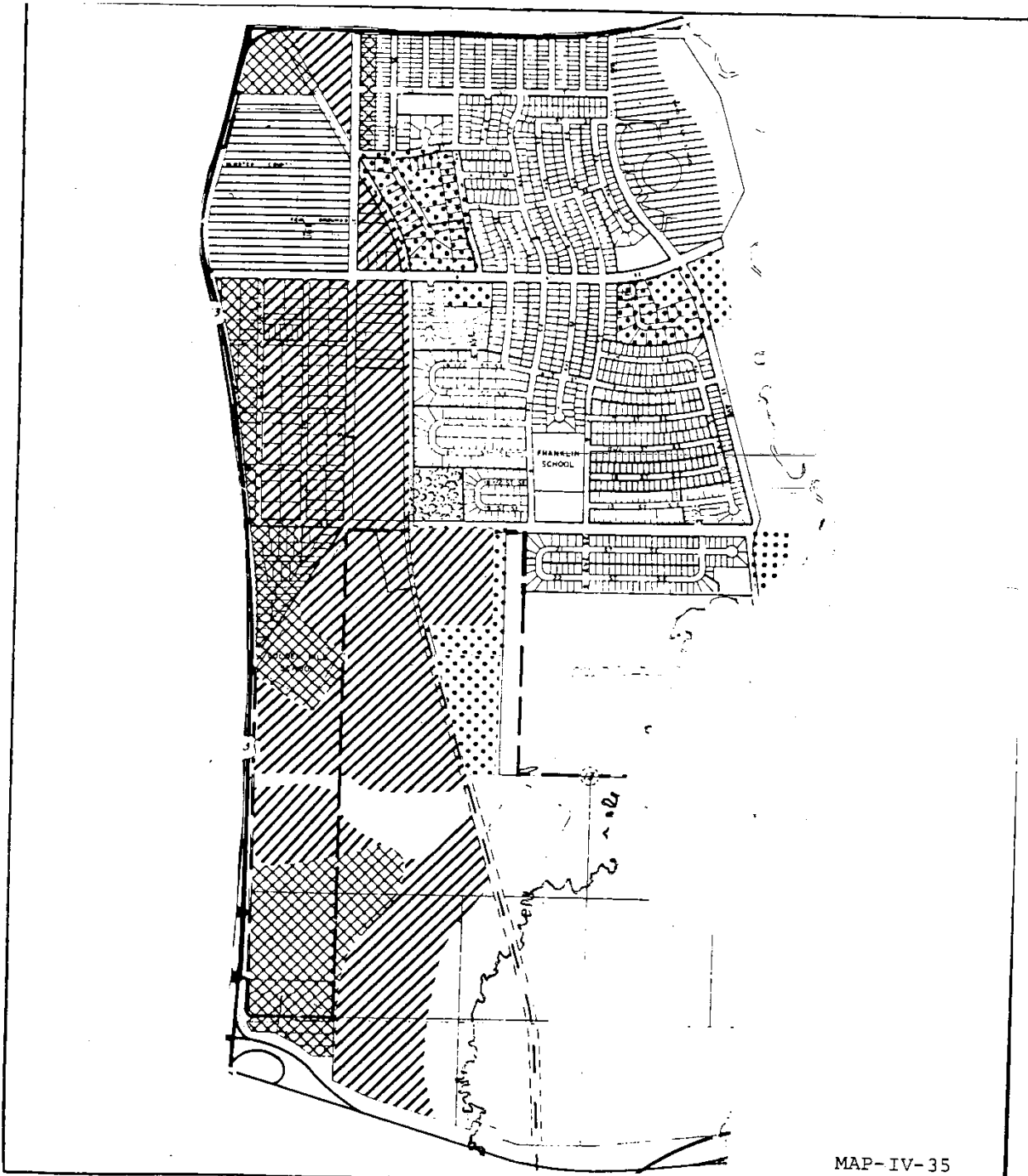
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	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

MEADOW PARK
NEIGHBORHOOD

**FUTURE
LAND USE**

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT



MAP-IV-35

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

MEADOW PARK
NEIGHBORHOOD

**FUTURE
LAND USE**

NO
SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#17. Golden Hill Neighborhood

Golden Hill Neighborhood consists of approximately 1,125 acres of which approximately 955 acres are developed and 170 acres are undeveloped.

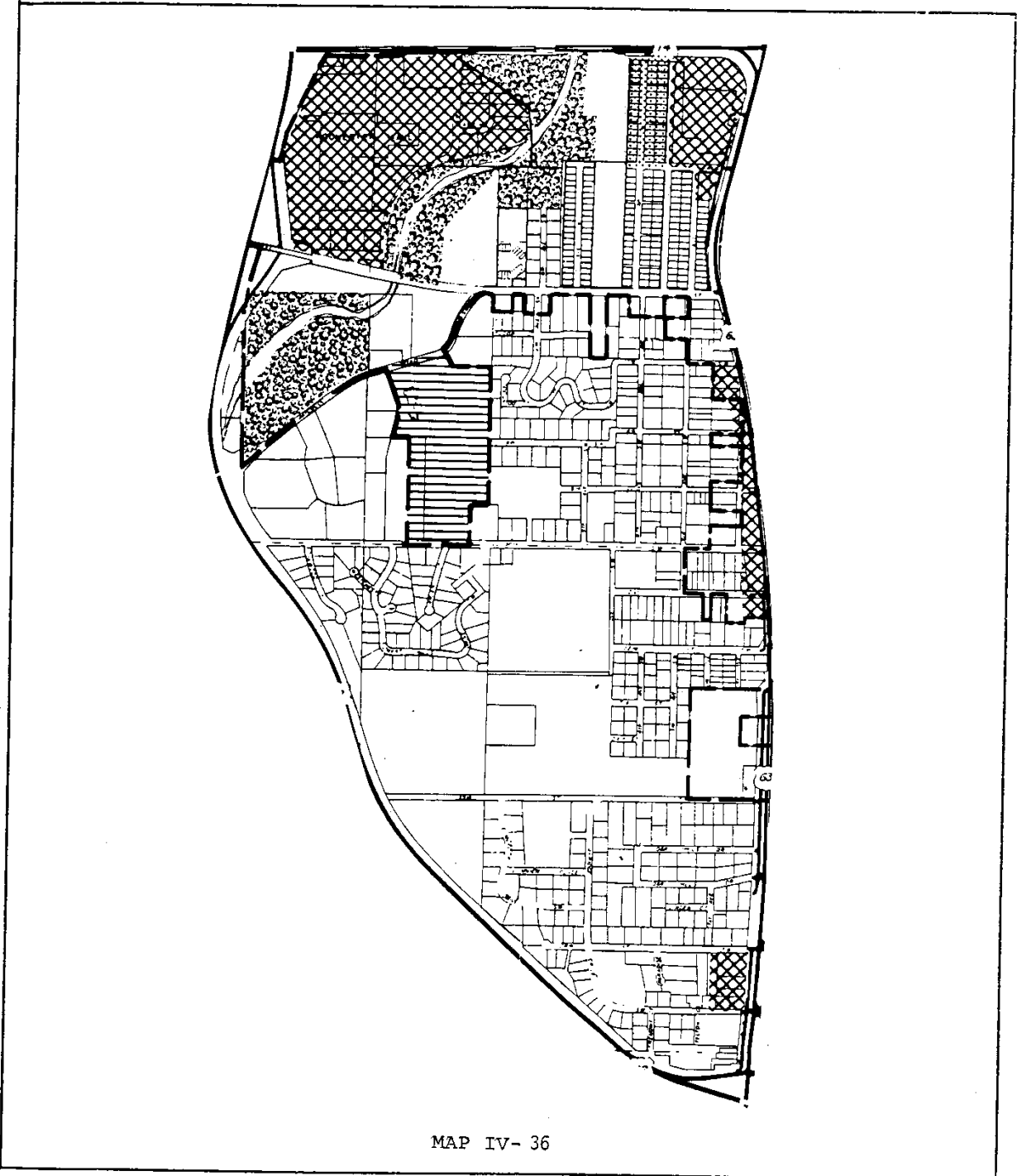
The existing land uses in the neighborhood are basically single-family homes and commercial uses along U.S. Highway 63, Apache Shopping Center, and Crossroads Shopping Center. A small amount of medium-density residential use is located adjacent to 12th Street S.W. and Crossroads Shopping Center. There is also a park along the Zumbro River in the vicinity of the Minnesota Bible College.

The neighborhood is bounded by U.S. Highway 52, U.S. Highway 63, and 12th Street S.W. The area is traversed by 20th Street S.W., 16th Street S.W., and Mayowood Road SW.

The neighborhood is in need of water and sewer services. According to Olmsted County Public Health Department records, several wells in the area have been contaminated by septic tank effluents. These conditions should be alleviated as soon as possible by extending sanitary sewer and water service to the neighborhood. Because of bedrock conditions and existing problems, new development should take place only with public water and sewer services provided.

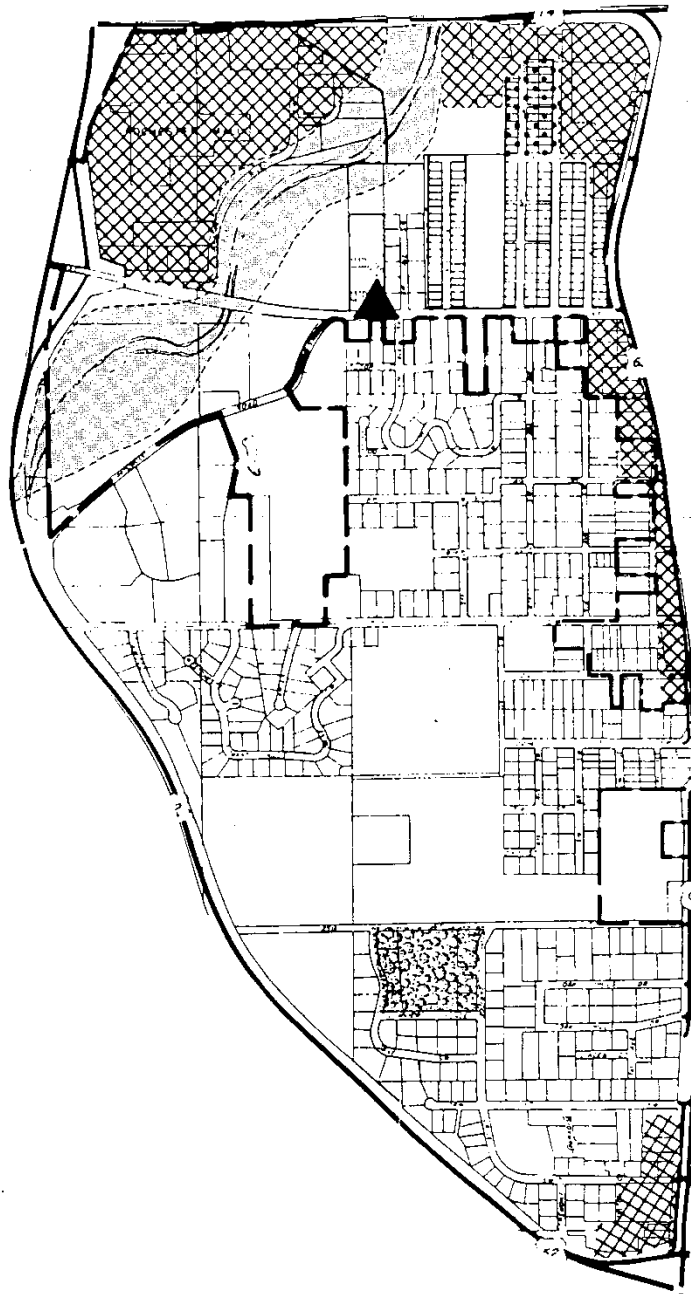
The Plan indicates the continuation of all uses at their present locations since they are largely compatible and in accord with the locational criteria cited in Chapter II. The Plan also designates an additional park in the southern portion of the neighborhood.

The following maps provide additional information on existing and proposed future land use patterns in the Golden Hill Neighborhood.













MAP IV- 36

SINGLE FAMILY RESIDENTIAL	COMMERCIAL	<p>GOLDEN HILLS NEIGHBORHOOD</p> <p>EXISTING LAND USE</p>	NO SCALE CONSOLIDATED PLANNING DEPARTMENT
MIXED S.F./M.F. RESIDENTIAL	INDUSTRIAL		
MULTI FAMILY RESIDENTIAL	PUBLIC FACILITIES		
MEDICAL FACILITIES	OPEN SPACE		




MAP IV-37

	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MEDIUM DENSITY RESIDENTIAL		MEDICAL
	HIGH DENSITY RESIDENTIAL		INDUSTRIAL
	RECREATIONAL & OPEN SPACE		PUBLIC FACILITIES
	FLOOD PRONE AREA		HISTORIC AREA

GOLDEN HILLS
NEIGHBORHOOD

**FUTURE
LAND USE**

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

#18. Willow Creek Neighborhood

The Willow Creek Neighborhood consists of approximately 4,500 acres, of which approximately 3,015 acres are undeveloped. The neighborhood includes the Willow Creek Sanitary Sewer District, which extends from Rochester's current southern municipal limits to the Rochester Municipal Airport. The land in this neighborhood is used predominantly for agriculture and suburban residences. The Rochester Municipal Airport occupies a large amount of land in the southern portion of the neighborhood. Small commercial and industrial uses are located adjacent to U.S. Highway 63 and County Road 16. The Willow Creek Golf Course is the only major recreational facility in this neighborhood.

This neighborhood is bounded by U.S. Highway 52 and County Road 147 and is traversed by U.S. Highway 63. County Road 16, 48th Street, 60th Street, County Road 147, and 40th Street will be upgraded to provide a collector and arterial system in the future. Additional interconnecting roads may also be needed.

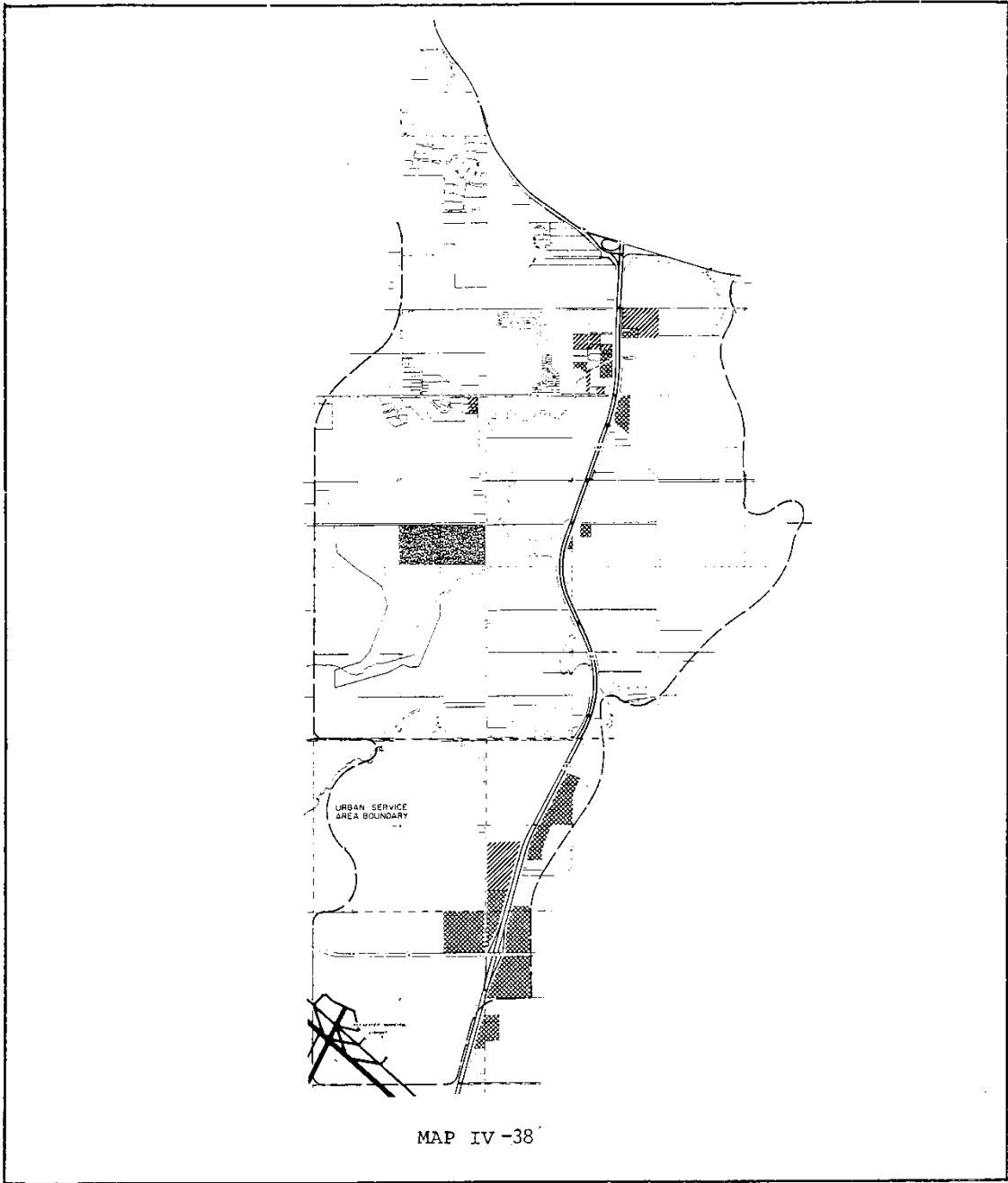
There are no existing public facilities in the neighborhood besides the municipal airport. The Plan recommends that residential uses be curtailed in the vicinity of the airport and replaced with non-residential uses in order to reduce noise nuisances. Open space areas are planned for approach zones, as delineated by the Airport Zoning Ordinance.









A fire station northwest of the intersection of U.S. Highway 63 and 48th Street and an elementary school south of 40th Street S.W. have been designated in the Plan for this neighborhood.

In the original Willow Creek Service Area Land Use Plan a density provision was established which stated that there should be no more than 2.25 residential units per acre, or the commercial or industrial equivalent. Due to these limitations, the area was planned almost entirely for long-term low-density residential use. No medium density use was planned for the area. Based on revised population projections, however, it is not now expected that the capacity of the sewer line will constrain development. For this reason, medium density areas have been identified at the intersection of 48th Street and Highway 63. This location will have good access to employment and commercial centers, especially after Highway 63 is upgraded to a freeway. Commercial use is provided by the Plan at points along U.S. Highway 63, reflecting compatible existing uses and new uses that could be established to service the Willow Creek Neighborhood in the future. The Plan advocates industrial use where existing compatible industrial uses are located and where sites are suitable for future development in the vicinity of the municipal airport.


As with Cascade and Meadow Park Neighborhoods, the Plan for Willow Creek Neighborhood may be influenced by implementation of the flood control project. If it is determined that the adverse affects of flood fringe development are mitigated in this area, use designations for flood fringe areas would change in accordance with Map IV-40.

The following maps provide further information regarding existing and proposed future land use patterns in the Willow Creek Neighborhood.

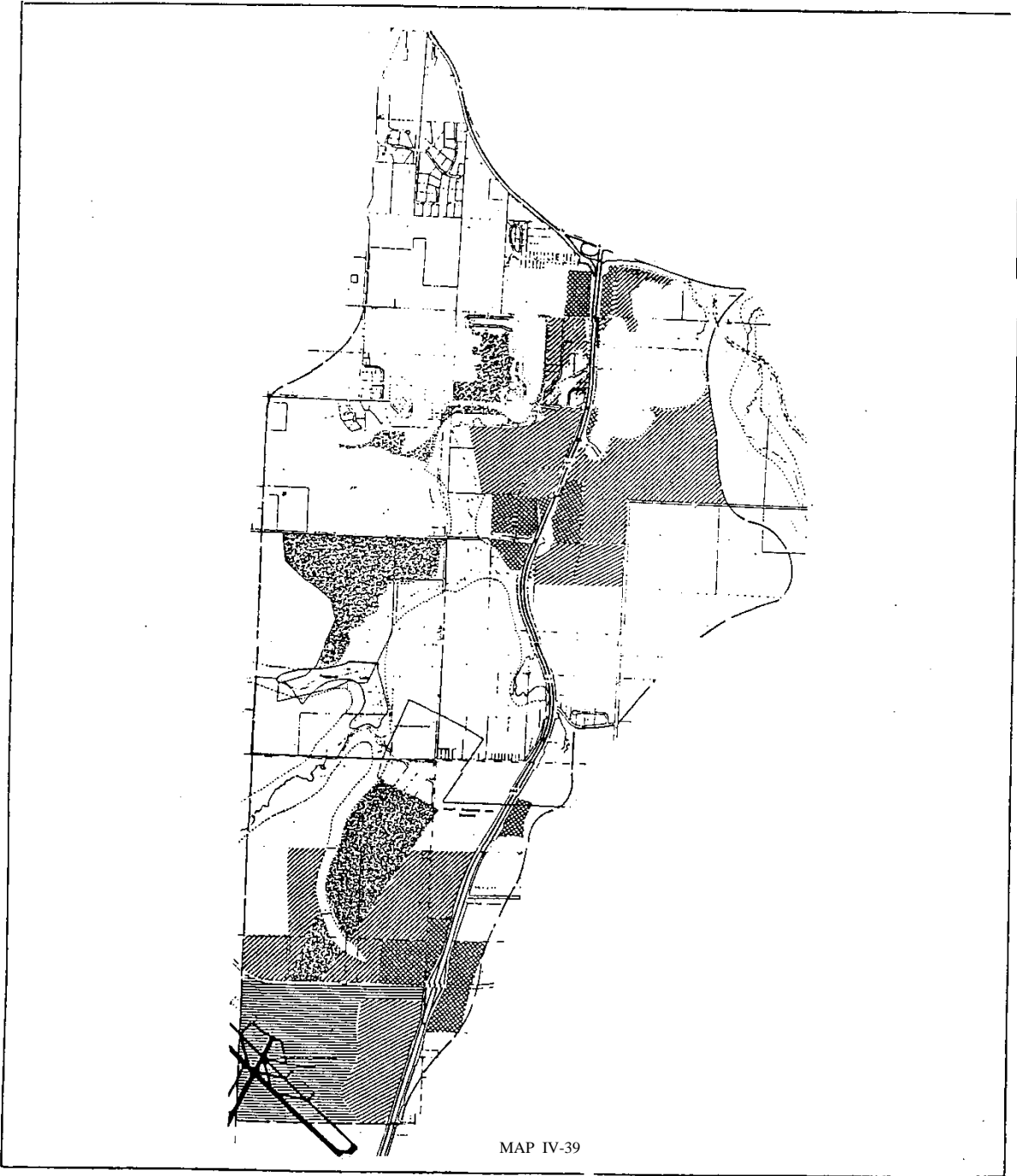


 SINGLE FAMILY RESIDENTIAL	 COMMERCIAL
 MIXED SF/M.F. RESIDENTIAL	 INDUSTRIAL
 MULTI FAMILY RESIDENTIAL	 PUBLIC FACILITIES
 MEDICAL FACILITIES	 OPEN SPACE

WILLOW CREEK
NEIGHBORHOOD
**EXISTING
LAND USE**

 NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT



MAP IV-39

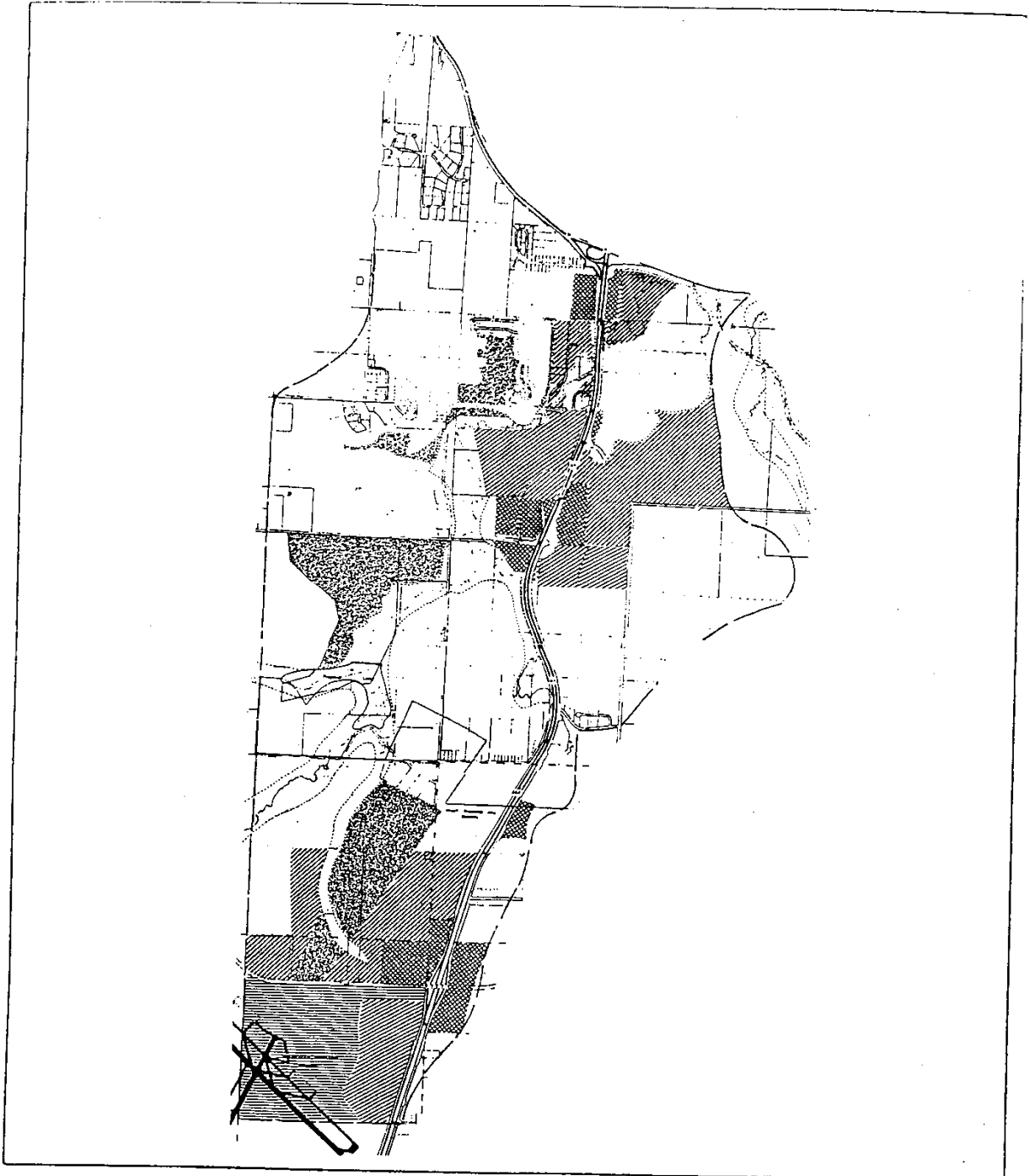
	LOW DENSITY RESIDENTIAL		COMMERCIAL
	MIXED USE RESIDENTIAL		MEDICAL
	MEDIUM DENSITY RESIDENTIAL		INDUSTRIAL
	HIGH DENSITY RESIDENTIAL		PUBLIC FACILITIES
	RECREATIONAL & OPEN SPACE		HISTORIC AREA
	FLOOD PRONE AREA		

WILLOW CREEK
NEIGHBORHOOD

FUTURE
LAND USE

NO
SCALE

CONSOLIDATED PLANNING
DEPARTMENT



LOW DENSITY RESIDENTIAL	COMMERCIAL
MIXED USE RESIDENTIAL	MEDICAL
MEDIUM DENSITY RESIDENTIAL	INDUSTRIAL
HIGH DENSITY RESIDENTIAL	PUBLIC FACILITIES
RECREATIONAL & OPEN SPACE	HISTORIC AREA
FLOOD PRONE AREA	

WILLOW CREEK
NEIGHBORHOOD

**FUTURE
LAND USE**

NO SCALE

CONSOLIDATED PLANNING
DEPARTMENT

Chapter V. Amending and Updating the Plan

Planning is a process which provides a basis for considering future conditions while making today's decisions. The Plan outlines this basis as it is currently conceived, based on lengthy policy discussion and the analysis of a great deal of background information. The Plan is not intended, however, to pre-empt the decisions future policy makers may wish to make regarding land development. For this reason, amendment and updating procedures are provided which will allow for the continuing orderly revision of the Plan in response to changing conditions and policy decisions. These procedures are outlined below.

Amendment Procedure

It is proposed that the Plan Text will be adopted by both the City of Rochester and Olmsted County, that the Rochester City Council will adopt only those portions of the Plan Map under the jurisdiction of the City's Zoning Ordinance (including Orderly Annexation areas, where applicable), and that the Olmsted County Board will adopt those portions of the Plan Map for areas under the jurisdiction of the County Zoning Ordinance. The amendment process would also fit into this framework.

Amendments to the general portions of the Plan Text would require review by all planning and governing bodies. Amendments to the Plan Map could be initiated by the property owner affected, by City or County governing bodies or planning commissions, or by the townboard of an affected township.

The County Board would act on Plan amendments under its jurisdiction following public hearings conducted by the County Planning Advisory Commission and the Board itself, and following recommendations from the Rochester Planning and Zoning Commission. Because the City Council will not have adopted the Plan Map for areas beyond its zoning jurisdiction, it will not be necessary for either City body to conduct hearings prior to making recommendations on proposed amendments.

Within the City's zoning jurisdiction, Plan amendments would entail formal public hearings by both the City Council and the Rochester Planning and Zoning Commission. It will not be necessary for County planning or governing bodies to regularly make recommendations on Plan Map changes within the City's jurisdiction.

In order to prevent unnecessary duplication of effort and to recover some of the costs of staff processing of land use plan changes, proposals for plan changes originating from private individuals will be processed according to the following procedures:

1. No application for a land use plan change will be accepted for processing prior to one year after the date that any application concerning the same property was acted upon by the County Board or City Council.
2. A fee for processing will be charged equivalent to the fee charged at the time of application for applications for changes in zoning district boundaries in the appropriate jurisdiction.

3. In the processing of the application, the appropriate Commission and governing body will consider all land uses appropriate for the parcel, in accordance with the locational criteria, use designations, and other policy guidance provided by this text.

Update Procedure

In order to provide for the continued update of the Plan on a comprehensive, as opposed to piecemeal, basis, a procedure should be established to review all parts of the Plan in all geographic areas in the Rochester Urban Service Area according to a reasonable schedule. This should be accomplished in two ways.

In developing areas, the Plan should be updated in accordance with the general development planning process, as carried out by the Commission with the aid of Planning Department Staff. Where a general development plan differed significantly from the Plan, the amendment process described above would again be followed. A comprehensive review of the Plan should also be undertaken by both Planning Commissions every five years. In order to ensure adequate citizen participation and input, information and discussion sessions should be held on a ward basis within the City and on a township basis in unincorporated areas of the Urban Service Area.

The advantages of these procedures are clear. Chief among them is the benefit of having an up-to-date Plan in effect for all parts of the area. By updating the Plan at the neighborhood level, whether existing or future, the Commissions and their respective governing bodies can be assured that the Plan has had extensive citizen involvement and that it reflects current data and policy pertaining to land use.

Appendix A. Population and Employment Projections for Planning Purposes, Rochester Urban Service Area

Introduction

Among the most important factors affecting land use decisions for a community are the amount and types of employment and the population levels in the area. Population growth affects communities by producing a need for additional land for residential uses, expansion of schools, water and sewer systems and other public facilities, and frequently by diminishing the amount of land available for agricultural and open space uses. The type of population growth is also important. If there are low birth rates and a large proportion of the population growth is made up of people in household-forming age groups, the average household size will decline and the number of dwelling units required to house the population will increase faster than the rate of population growth. Changes in the number of persons employed in an area are also of major importance. These changes affect not only the amount of commercial and industrial land needed, but also the area's population growth or decline and its income distribution. These, in turn, partly determine the amount and character of housing that will be needed.

For these reasons, it is necessary in preparing a land use plan to examine past and current trends and to review and revise population and employment projections. A report summarizing the results of such a study for the Rochester-Olmsted Council of Governments area was published in July of 1977. The report revises the population projections for the area based on economic base theory and the "cohort component" projection technique. By this method, deaths are predicted by applying death rates specific to five year age and sex categories; births are predicted by applying projected fertility rates to the forecasted total number of women of childbearing age; and migration is projected based on growth in employment opportunities.

The material presented below is based on that report, extracting the portions of the report most pertinent to the Rochester Urban Service Area and its environs and expanding on that information where appropriate for more detailed land use planning.

Employment Projection

Table A-1 presents information on employment by place of work for the City of Rochester over the past several years. Table A-2 presents information on projections of employment by place of work for selected years between 1970 and the year 2000. Table IV-3 in Chapter IV presents this information for the same years broken down by neighborhood analysis area. The projections are based on a comparison of this area's employment experience with projections prepared for the State as a whole and current trends in total state employment, and on economic base theory, relating employment growth in industries oriented to markets outside of the area (such as agriculture, manufacturing, or health services) to employment growth in supporting industries (such as retail trade, personal services, business-related services, and so on). The projections arrived at in this way were distributed among neighborhood analysis areas and traffic analysis zones by examination of current businesses and their 1974 employment levels, new businesses established since 1974, and areas planned for non-residential uses.

Population Projections

While employment in Olmsted County is projected to double between 1970 and 2000, population is expected to increase by only 50 percent from 84,104 to 123,800, as a result of declining fertility rates and increasing labor force participation rates. The percentage of persons aged 18 or less is expected to decline from 37 percent to 23 percent of the total population, with a concomitant decline in the percentage of households with children present from 50 percent to 33 percent. Because a greater percentage of population growth is concentrated in the household-forming age groups, the average household size is projected to decline by 25 percent for the County, from 3.23 persons per household to 2.40 per household by the year 2000. Thus, the number of households will also double between 1970 and 2000, from 25,202 to 50,000. For the Rochester area, the percentage of the population aged 18 or less will decline from 34 percent in 1970 to 18 percent by 2000; average household size will decline from 3.01 to 2.24 persons per household; and the number of households will increase from 17,046 to 35,600. Only 25 percent of the households will have children present, compared to 45 percent in 1970 and 41 percent in 1975.

The share of this growth that will occur in the Rochester Urban Service Area is projected to decline slightly from the share received by the City between 1960 and 1970. Table A-3 presents information on County and City population growth from 1950 to the present, showing that especially in the years since 1970, the share of County growth accounted for by Rochester has declined. Despite this recent decline, however, it is projected that by 2000 the Urban Service Area will account for 69 percent of total County population. In other words, between 1978 and 2000, the Urban Service Area will attract 60 percent of the County's population growth. This reversal in the trend of local population distribution is based on two factors. First, since small households tend to prefer larger urban areas with convenient services and recreational opportunities, as the County's population is increasingly made up of smaller households, an increasing share of the population can be expected to live in the Rochester area. Second, the concentration of growth in urban service areas called for in the Growth Guidelines adopted by the Olmsted County Board of Commissioners and the City of Rochester Common Council should increase growth in the Rochester Urban Service Area.

The distribution of population among areas within the Rochester Urban Service Area has been projected based on building trends, trends in household sizes, desirable land use patterns, and public facility constraints. Older stable single-family areas are expected to decline in population as their households age and the number of children decreases; areas in transition to higher densities are projected to increase in population slightly; and new developing areas are expected to experience large population increases.

Implications

The major implications of the population projections for the Rochester area relate to the impact of demographic changes on housing demand and public facilities needs. Based on statistically derived relationships between household size and housing type preference and between presence of children in households and housing type preference, it is projected that the percentage of the Rochester area housing stock in multi-family units will increase from around 40 percent in 1970 to between 55 percent and 60 percent by 2000. Some of this increase in multi-family units may occur as the result of conversions of existing single-family uses to duplexes or three or four unit

structures. New construction will also probably be heavily weighted toward multi family units. Roughly two thirds of the housing units built in Rochester in 1977, for example, were in multi-unit structures.

The decline in the household size also implies a number of changes in public facilities needs. School enrollments are projected to decline at least until the mid-1980's with an accompanying decline in the area wide need for playground facilities. Recreation and education demands of older age groups should increase as the number of people in these age groups increases. Finally, rule-of-thumb figures used in the past to estimate sewage generation, solid waste generation, water needs, and travel per household will have to be revised to reflect changing household characteristics.

**TABLE A-1: NONAGRICULTURAL WAGE AND SALARY EMPLOYMENT
CITY OF ROCHESTER**

**ANNUAL AVERAGES AND GROWTH RATES
1966, 1970, & 1976**

	<u>Average Annual % Change</u>					
	1966	1970	1976	1966-70	1970-76	1966-76
TOTAL EMPLOYMENT	26,256	30,208	35,571	3.56%	3.76%	3.08%
Construction	1,178	1,426	1,045	4.89	-5.05	-1.19
Manufacturing	6,078	6,527	7,654	1.80	2.69	2.33
Transportation ¹	866	1,008	1,508	3.87	6.94	5.70
Wholesale Trade	287	307	522	1.70	9.25	6.16
Retail Trade	4,845	5,556	6,133	3.48	1.66	2.39
Finance ²	841	950	1,073	3.09	2.05	2.47
Service	9,269	10,715	13,613	3.69	4.07	3.92
Government	2,632	3,420	3,671	6.77	1.19	3.38
Other	260	299	352	3.56	2.76	3.08

**TABLE A-2: EMPLOYMENT BY PLACE OF WORK
FOR CITY OF ROCHESTER**

Place of Work	1970	1980	1990	2000
Construction	1,426	1,300	1,600	2,000
Manufacturing	6,527	8,580	10,750	12,000
Transportation	1,007	1,765	2,550	2,800
Trade	5,863	7,430	9,900	11,500
Finance, Insurance & Real Estate	950	1,190	1,390	1,700
Government & Service	14,135	19,715	26,000	30,475
Total Employment	29,908	39,980	52,190	60,475

¹ Transportation employment includes communications and utilities; finance includes insurance and real estate.

² Transportation employment includes communications and utilities; finance includes insurance and real estate.

TABLE A-3: CITY OF ROCHESTER'S SHARE OF OLMSTED COUNTY GROWTH

	Olmsted County Population	Rochester Population	County Growth (net change)	Rochester share of County Growth	% of County Growth in Rochester
1950	48,228	29,885			
1960	65,532	40,663	17,304	10,788	62.3%
1970	84,104	53,766	18,622	13,103	70.6%
1976 ¹	89,701	57,034	5,507 (70-76)	3,268 (70-76)	58.4%
1978 ²	91,800	57,800	7,606 (70-78)	4,034 (70-78)	52.4%

¹ Source: Census Bureau estimates released in Spring, 1978, based on administrative records (births, death, and tax returns).

² Source: Consolidated Planning Department estimate, based on building activity and estimate of household size by type of dwelling unit.

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Appendix B. Land Area Calculations

Projections of land requirements for various uses by the year 2000 have been accomplished by a number of methods. Commercial and industrial land area requirements have been projected on the basis of the employment projections presented in Appendix A. Ratios of employment to acreage were calculated for various types of industrial and commercial use and compared with standard figures for the same types of uses. Industrial area requirements were then calculated directly from the ratio derived; over twice as much industrial land is identified on the future land use map as is projected to be needed by the year 2000 according to this method.

Total commercial area requirements were calculated according to the same method. The results were then compared with those of an alternative method comparing existing population and commercial acreage with projected future population. Comparable results were generated. Population projections by neighborhood were then used to identify needed area for neighborhood and community shopping centers. Based on service area standards and locational criteria, such uses were distributed throughout the various neighborhoods. Other commercial uses were distributed throughout the future urban service area according to their locational requirements only.

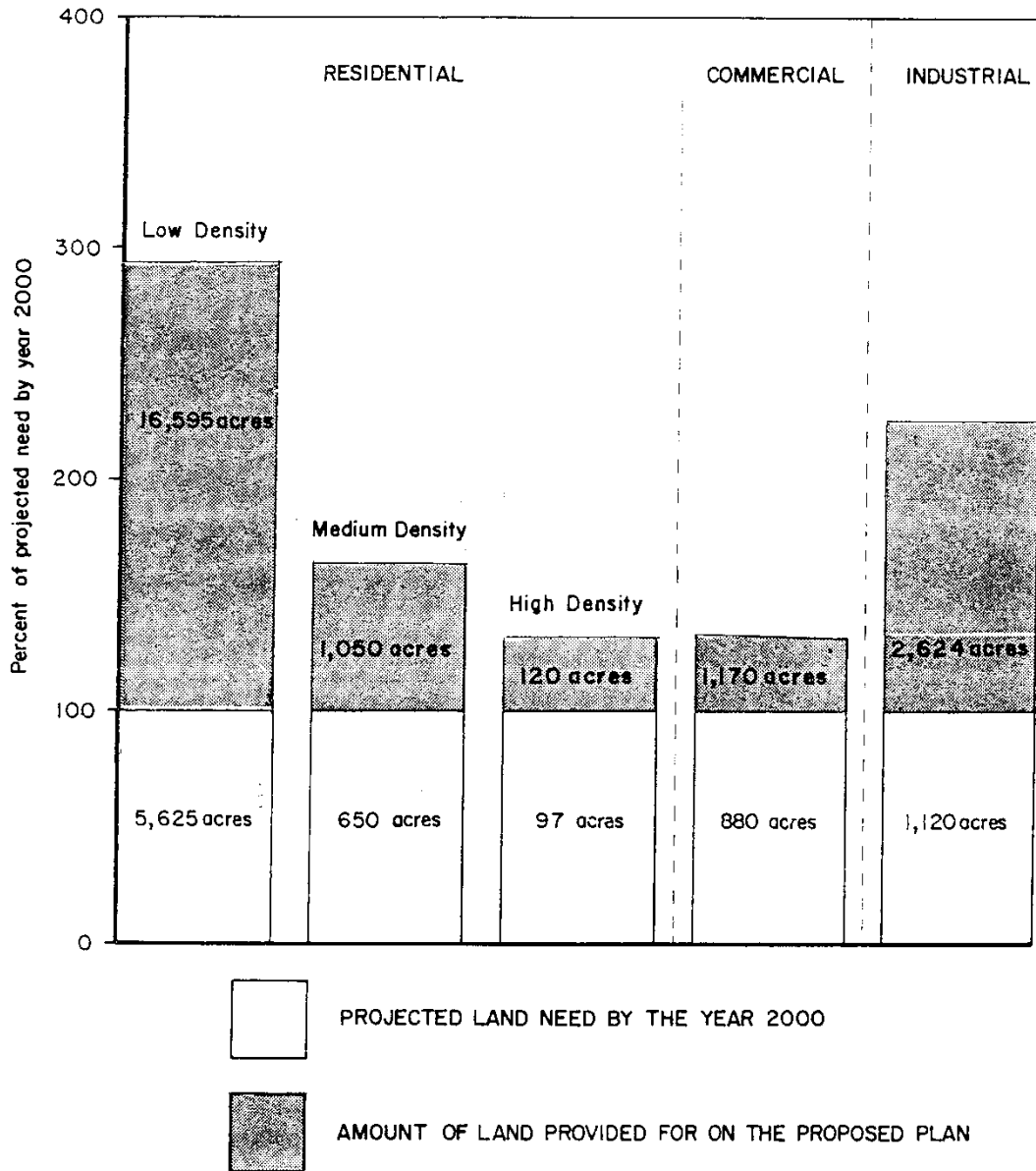
The projection of residential land needed was based on the population and household growth projections presented in Appendix A. Based on the projected mix of single and multi-unit housing, projections of housing need were made by structure type, and an estimate made of the distribution among the various density classifications. Using typical density ranges for existing development, total acreage needs were calculated and divided among area neighborhoods according to existing development characteristics and locational requirements.

Projections of land needed for most other uses (for example, schools, parks, medical services, public facilities, roads and streets, and so on) were developed by other agencies and incorporated into this plan without significant modification.

Table IV-3, in Chapter IV, presents land area figures by use designation for the Rochester Urban Service Area according to the proposed plan. Figure B-1 compares these land “supply” figures with projected demand derived according to the methods described above. In all cases, a significant surplus of land supply over projected use is shown, in keeping with the goal of providing land for all types of uses in enough area to prevent the development of monopoly situations in land of certain zoning classifications or land use plan designations.

FIGURE B-1

Projected Need and Proposed Supply of Land for Various Uses in Rochester Urban Service Area



Appendix C. Development Constraints

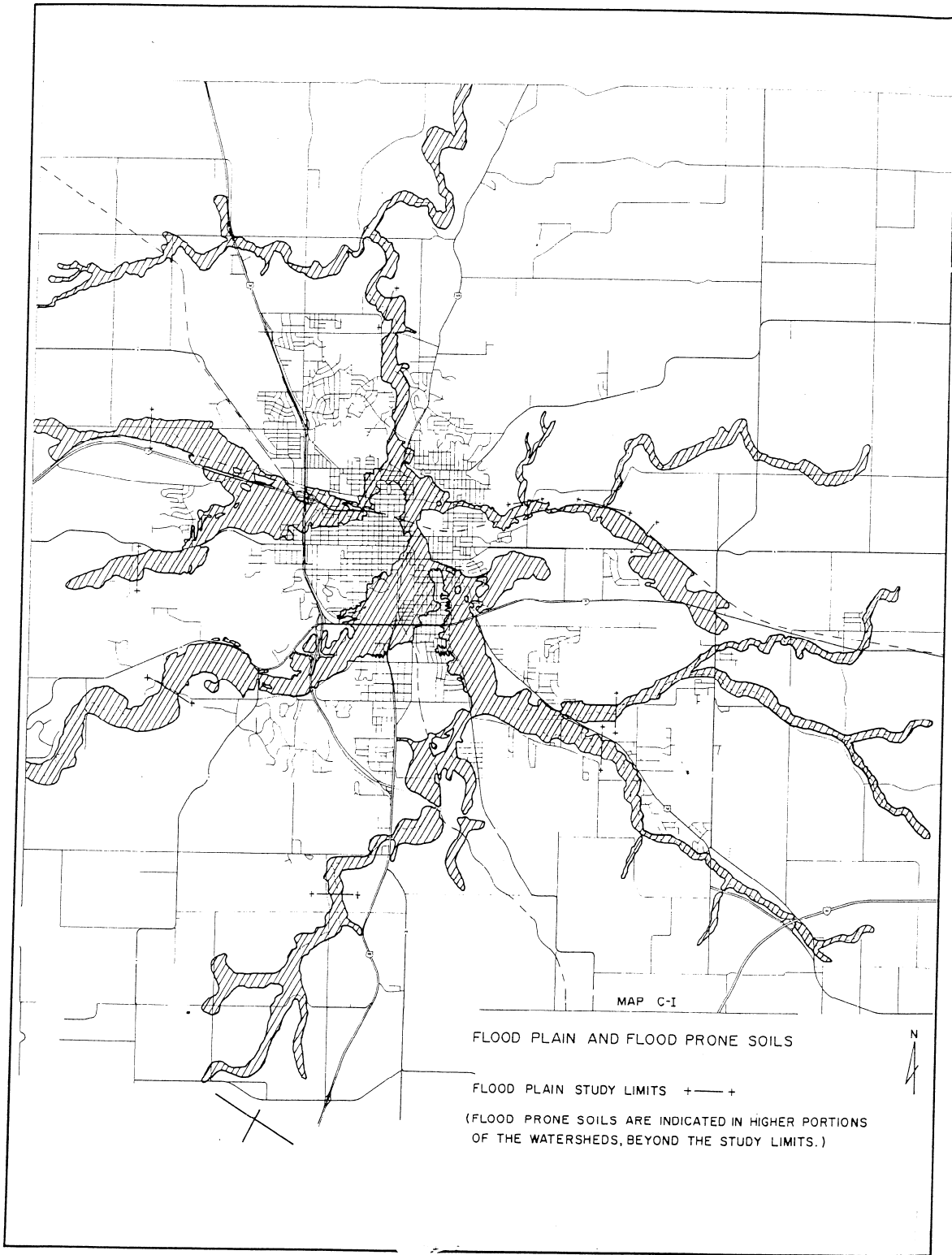
Maps C-1, C-2, and C-3 present information on some of the natural features of the Rochester area that should be of concern in planning development in the urban service area. Map C-1 delineates areas prone to flooding, based on the delineation of flood fringe and floodway prepared by the Minnesota Department of Natural Resources for the City of Rochester, and on soils information in outlying parts of the area.

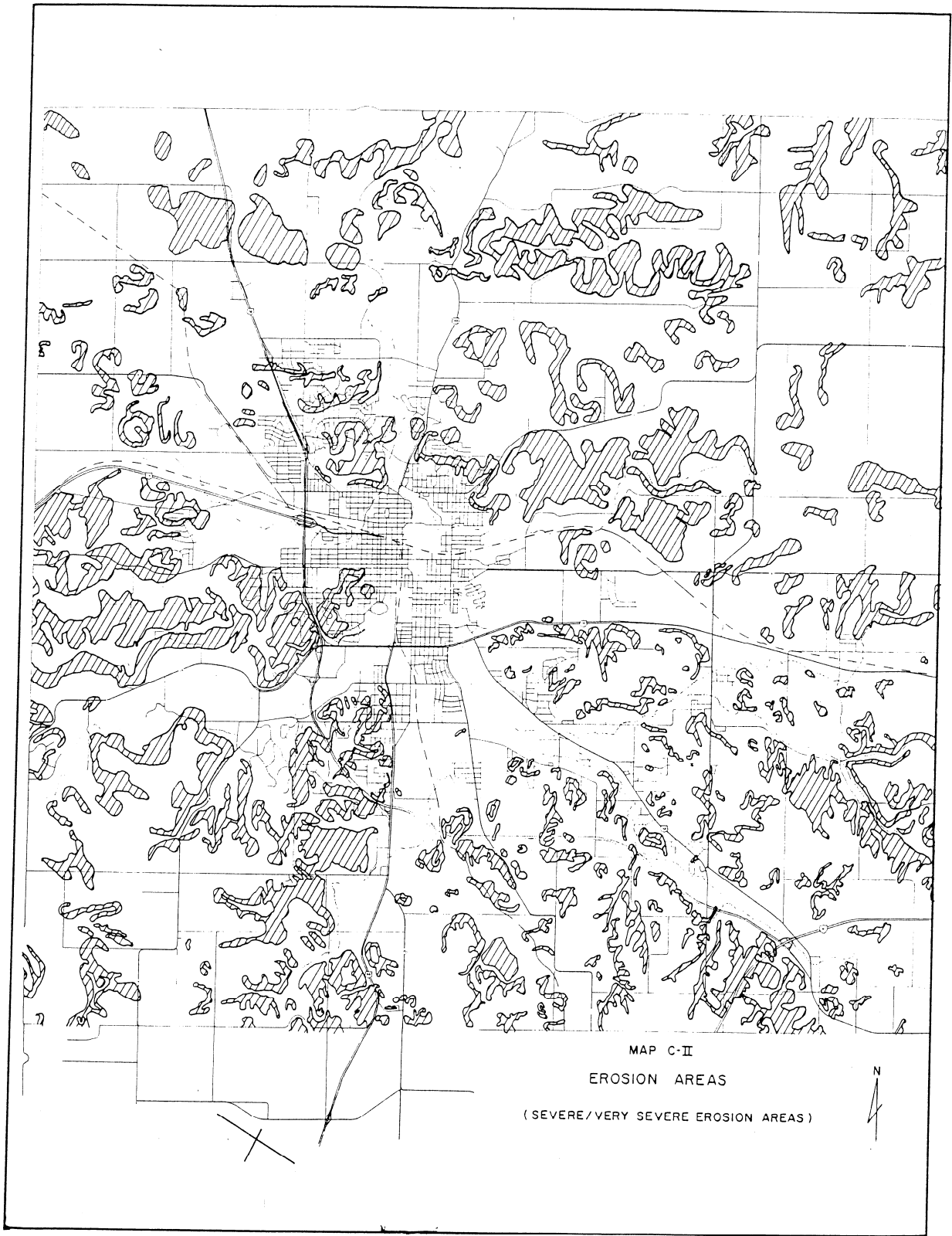
Map C-2 indicates areas of high erosion potential, based on soils data and a rating system developed by the Soil Conservation Service. The rating system is based both on steepness of slope and soil texture and ranked soils into categories of slight, moderate, severe, and very severe erosion potential. Map C-2 shows general boundaries of areas with high concentrations of soils with severe and very severe erosion potential.

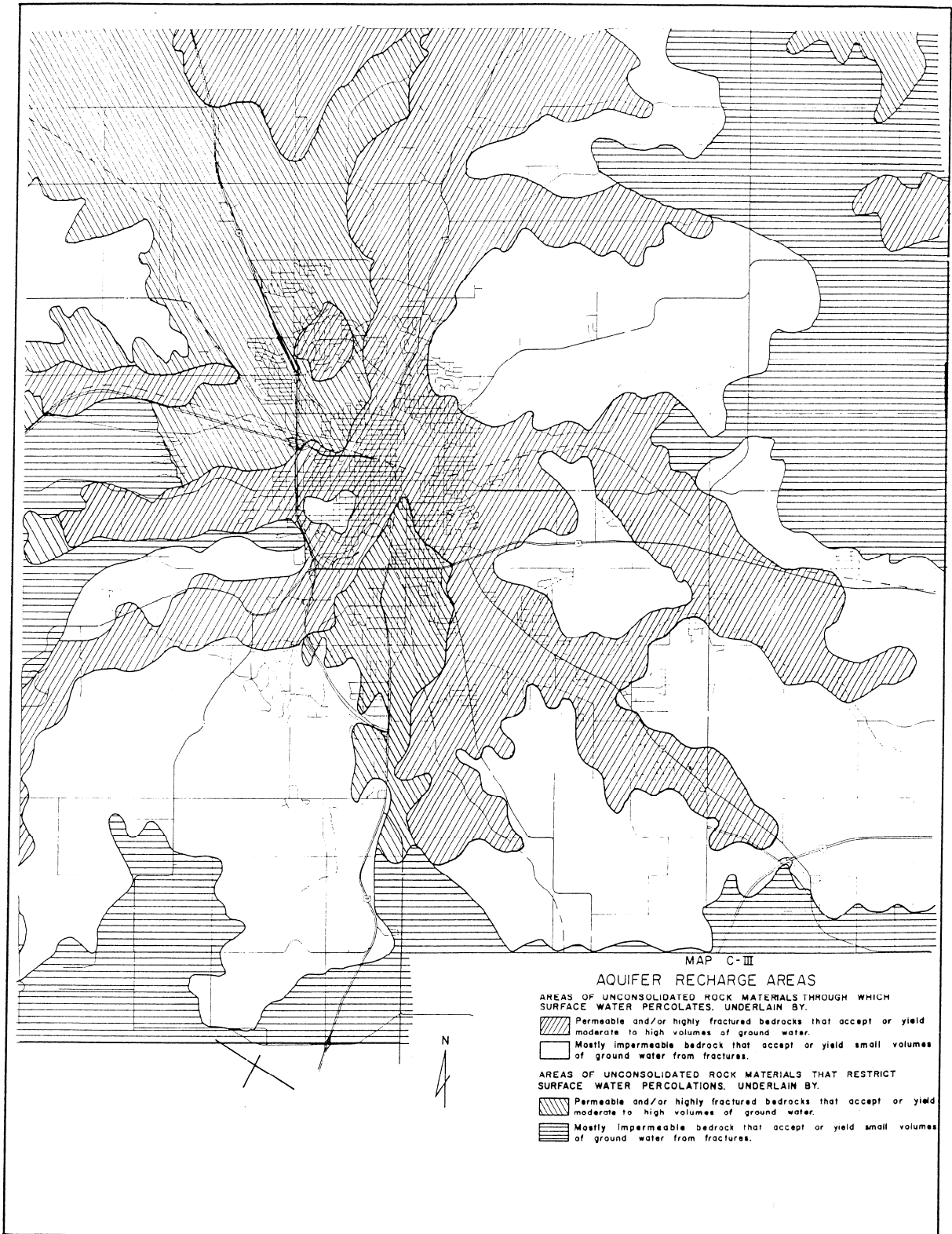
Map C-3 is a very generalized representation of aquifer recharge areas, based on the 1973 water quality management planning undertaken by the Olmsted County Department of Development. The map is based on a very general soil classification system, and is further generalized to reflect concentrations of soils rather than actual soil and bedrock area boundaries. Further work is being undertaken by the Planning Department to identify different types of recharge areas based on more detailed soils maps and soils characteristics data.

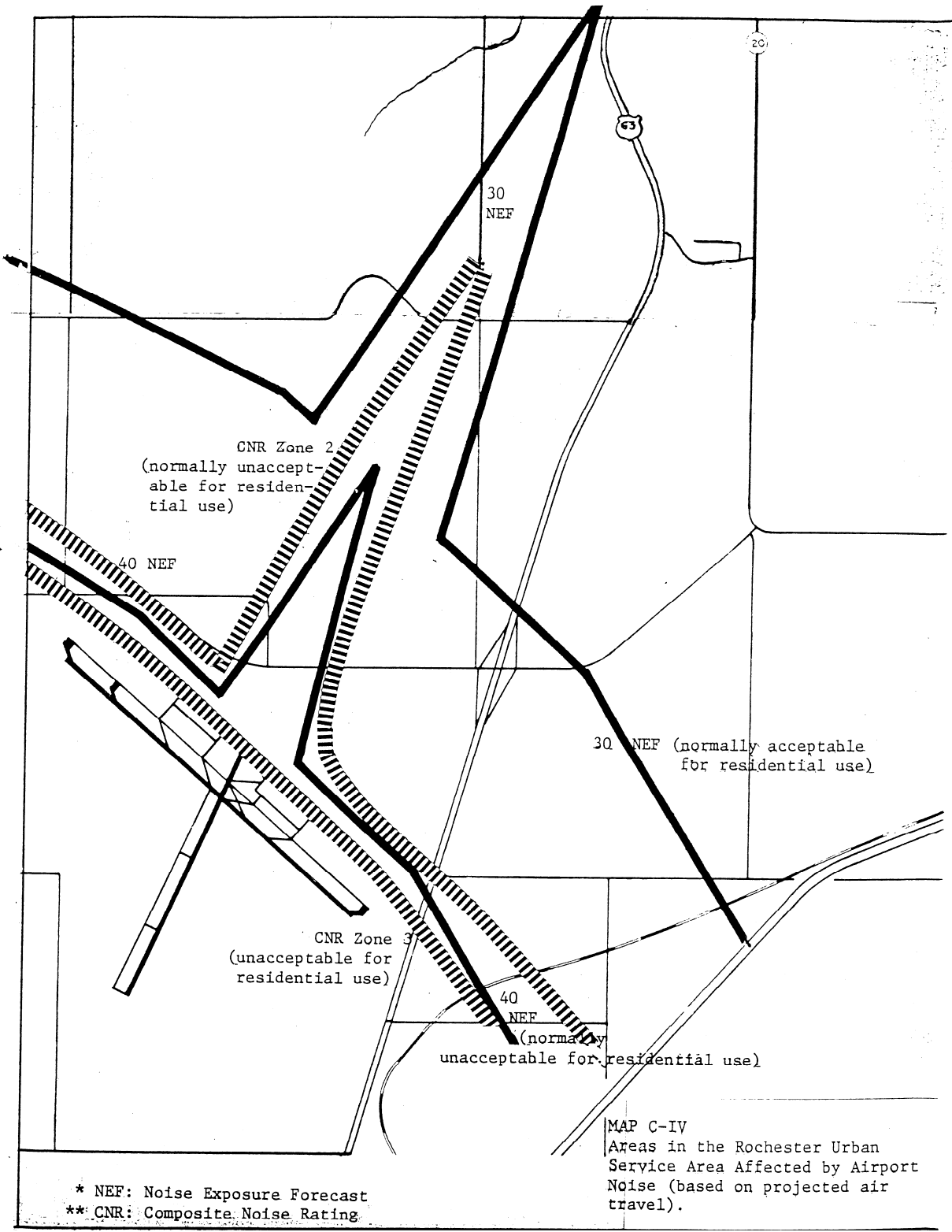
Map C-4 presents information on airport noise hazards, based on two methods identified by the U.S. Department of Housing and Urban Development as means of measuring noise hazards, and on available projections of future air travel.

Finally, Map C-5 presents a composite of existing land use as of 1977 for the Rochester Urban Service Area. Existing land use is an important factor to be considered in delineating the long-term use of developed areas.









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Appendix D. Public Facility Information

Information regarding public facilities and services and related private facilities and services is presented on the following summary tables for parks, fire protection, schools, sewage treatment, and water service for Rochester. The information was collected by surveying the applicable reports, staff, or consultants who have assisted staff. The adequacy of the afore-mentioned facilities and services was evaluated by taking account of nationally recognized standards and the opinions of the local lead staff or consultants. Notes to the Tables make reference to a series of technical memoranda prepared for each public facility type. These are available for review at the offices of the Planning Department.

Rochester Facilities – Data Summaries

Table D-1

Educational Facilities¹

Public School District	Location of Facilities	Number of Facilities	Capacity of Facilities	Demographic Trends of Students Attending School	New Sites and Facilities Plans of Schools
Rochester	Rochester area	21 Elementary Schools 3 Special Education Schools 3 Junior High Schools 2 High Schools	Generally speaking, Rochester schools of all levels have adequate space to accommodate students.	General decline until 1990, then a restabilization and a gradual increase is projected to occur.	No expansion of facilities ² or new school sites is projected at this time. Proposals of the school administration have suggested that three elementary schools be closed, one elementary school be converted to a special education center, and the three former special education schools be closed.
	Oronoco	1 Elementary School			

Parochial Schools

Rochester Catholic Schools	Rochester	3 Elementary/Junior High Schools 1 High School	Facilities have capacity to accommodate the current number of students enrolled.	Population is expected to stabilize.	No expansion or new facility sites are anticipated.
Rochester Christian Baptist School	Rochester	Facility containing grades through junior high school. Next fall this will be extended to high school level also.	Facility has capacity to accommodate the current number of students enrolled.	Population is expected to gradually increase.	No facility expansion or new facility sites are anticipated.
Rochester Faith Baptist School	Rochester	Facility containing grades through high school.	Facility has capacity to accommodate the current number of students enrolled.	Population is expected to gradually increase.	If expansion occurs, it will be on the present facility site.
Rochester Lutheran School	Rochester	Facility containing grades through 8 th grade.	Facility has capacity to accommodate the current number of students enrolled.	Population is expected to stabilize.	No expansion or new facility sites are anticipated.

¹ See technical memorandum on “General Background Data, Fire Services, ROCOG Area,” dated January 6, 1977, for a full account of the above.

² A new site for Central Junior High School has been recommended by school administration since the data report was prepared.

Table D-1 (continued)

Post-Secondary Schools

Rochester Area Vocational Technical Institute	Rochester	One facility contains all the classes, excluding a few classes, which are held in the extraneous sites around Rochester.	Facility is operating at its capacity level to accommodate the number of students enrolled.	Population is expected to stabilize or gradually increase.	If expansion occurs, it is expected to take place at the existing site. No new facility sites are anticipated for the future.
Minnesota Bible College	Rochester	One facility contains all the classes.	Facility has capacity to accommodate the current number of students enrolled.	Population is expected to stabilize or gradually increase.	If expansion occurs, it is expected to take place at the existing site. No new facility sites are anticipated for the future.
Rochester Community College	Rochester	Facilities located on the campus serve all RCC classes.	Facility has capacity to accommodate the current number of students enrolled.	Population is expected to stabilize or gradually increase.	If expansion occurs, it is expected to take place at the existing site. No new facility sites are anticipated for the future.
Mayo Undergraduate and Graduate School of Medicine	Rochester	Buildings of and adjacent to the medical complex serve as the facilities.	Facility has capacity to accommodate the current number of students enrolled.	Population is expected to stabilize or gradually increase.	If expansion occurs, it is expected to take place at the existing site. No new facility sites are anticipated for the future.
Health Related Services Education	Rochester	Buildings of and adjacent to the medical complex serve as the facilities.	Facility has capacity to accommodate the current number of students enrolled.	Population is expected to stabilize or gradually increase.	If expansion occurs, it is expected to take place at the existing site. No new facility sites are anticipated for the future.

Table D-2

Fire Facilities¹

Volunteer or Full-Time Force	Number of Fire Facilities	Adequacy of Existing Fire Facilities	New or Expanded Fire Facilities Planned for the Area	Average Amount of Time Needed to Reach Furthest Point in Service Area that is in Olmsted County	Size Limitations of Service Area	Service Arrangement With the Public	Insurance Services Office Rating of Fire Service On A 1-10 Scale, with 1 Being the Highest Rating
Full-Time	Four	Adequate	Five	10 minutes	Generally None	Contractual agreements with local units of government.	Three ²

¹ See technical memorandum on “General Background Data, Fire Services, ROCOG Area,” dated January 6, 1977, for a full account of the above.

² Rating applies to the City of Rochester only; the Townships of Cascade, Haverhill, and Rochester received a rating of nine, while Marion Township received a rating of eight. These Townships are served by the R.F.D. within the Rochester Service Area.

Table D-3**Recreation Facilities¹**

Areas of Existing Parkland²	Adequacy of Amount and Distribution of Parkland³	Projected Acres of Parkland Needed for the Year 2000⁴	Plans for future Parkland
1,595.5 acres. The above total consists of 177.5 acres of school property used for park activities; also 60 acres of the total consists of County fairgrounds property used for park activities. The remaining 1,358 is municipal park property.	Parkland is distributed fairly well, excluding the northwest par of Rochester, which is the area which has fewer parks in comparison to other parts of the City. The current estimated population of 57,100 people should be served by an approximate minimum of 1,142 acres of public land for park activities.	Based on a projected population of 86,173 people for the year 2000, it appears that approximately 1,723.46 acres of public land for park activities is a reasonable target amount needed to serve the municipality at that time.	868 acres is earmarked for future public land to be used for park activities.

Table D-4**Sewage Disposal Facilities⁵**

Sewage Disposal System	Adequacy of Treatment Facility	New or Expanded Sewage Facilities Planned	Projected Population to be Served by the Year 2002⁶
Sanitary Sewer	The present plant is projected to have adequate capacity until 1985.	The current plant has been approved by the City Council and MPCA for expansion at its present location, excluding the proposed effluent standards. The expanded plan should be in operation by mid-year 1981.	130,600 people

¹ See "Public Recreation Data Summary, ROCOG Area," dated March 16, 1977, for additional information.

² Acreage estimates are based upon information received from the School and Park Departments of the local jurisdictions.

³ Adequacy of parkland is measured by standard of one acre per 50 people.

⁴ Population projections are based upon April, 1977, updated figures from Economic Analysis: Rochester SMSA, ROCOG, August, 1973.

⁵ See technical memorandum on General Background Data, Sewage Disposal Systems, ROCOG Area, for a full account of the above.

⁶ Population projections based on Economic Analysis: Rochester SMSA, ROCOG, August, 1973. This information was used for design purposes by consulting engineers.

Table D-5

Water Facilities¹

Type of Water System

Predominantly municipal; some industries and other large users rely on their individual wells; also, a small number of residences receive service from another source other than from the municipality.

Adequacy of System

Sufficient

Planned Improvements²

Within the next ten years, a need for five wells and seven water towers is projected. Some of the improvements are already reflected in the 1977-82 Rochester Capital Improvements Program.

¹ See technical memorandum on "General Background Data, Water Systems, ROCOG Area," dated December 14, 1977, for a full account of the above.

² None of the areas planned for improvement have, or are scheduled to have, a water treatment plant.

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Appendix E. Citizen Involvement Documentation

Different techniques of citizen participation have repeatedly occurred throughout all phases of updating the Rochester Urban Service Area Land Use Plan and policies upon which the Plan is predicated. Major citizen participation techniques have included a broad based Citizen Growth Guidelines Committee, which was primarily responsible in establishing a policy foundation for the Plan. This Committee consisted of development professionals of the Rochester area and citizens who are not directly involved with land development but represent a cross-section of community interests. Also, citizen surveys were conducted with people throughout the Rochester area in order to receive input regarding issues, policies, and land use planning. Other techniques of citizen participation have included input regarding Growth Guidelines and the Plan from community and professional interest groups of the Rochester Area. Other input has occurred from well-advertised citizen informational meetings. Further review of the Plan with the Rochester Planning and Zoning Commission, the Olmsted County Planning Advisory Commission, the Rochester City Council, and the Rochester-Olmsted Council of Governments has led to additional input. The following tables list opportunities for citizen participation that have occurred prior to consideration of the Plan at public hearings.

Table E-1

January 18, 1977	Rochester Planning & Zoning Commission and Olmsted County Planning Advisory Commission Public Hearing on Growth Guidelines.
January 26, 1977	Rochester Planning & Zoning Commission Public Hearing and Supportive Recommendation on Growth Guidelines.
February 28, 1977	Rochester City Council, Olmsted County Board of Commissioners, and Rochester-Olmsted Council of Governments Public Hearing and Subsequent Ratification of Growth Guidelines.
January 24, 1978	Citizen Involvement Meeting Regarding Proposed City Land Use Plan.
January 30, 1978	Citizen Involvement Meeting Regarding Proposed City Land Use Plan.

Table E-2

Citizen Survey on Development and Conservation Issues.

Downtown Development Advisory Board: Review and Supportive Recommendation on Growth Guidelines.

League of Women Voters: Review and Supportive Recommendation on Growth Guidelines.

Rochester Area Chamber of Commerce: Review, Supportive Recommendation, and Suggestions on Growth Guidelines.

Rochester Area Home Builders Association: Review of Growth Guidelines.

Rochester-Olmsted Area Citizens Growth Guidelines Committee: Review, Ratification, and Supportive Recommendation on Growth Guidelines.

Olmsted County Planning Advisory Commission: Review of Proposed Rochester Urban Service Area Land Use Plan.

Rochester Area Chamber of Commerce: Review, Supportive Recommendation, and Suggestions on Proposed Rochester Urban Service Area Land Use Plan.

Rochester Area Home Builders Association: Review of Proposed Rochester Urban Service Area Land Use Plan.

Rochester Association of Neighborhoods: Review of Proposed Rochester Urban Service Area Land Use Plan.

Rochester Planning & Zoning Commission: Extensive Review of Proposed Rochester Urban Service Area Land Use Plan.

Rochester Park Board; Review, Supportive Recommendation, and Suggestions on Proposed Rochester Urban Service Area Land Use Plan.

Appendix F. Environmental & Historical Assessment

The Plan as documented in this text attempts to balance a number of conflicting pressures on land use in a fair and reasonable way. It is the intent of this Appendix to describe ways in which this process of balancing pressures has affected the concerns of environmental protection and historic preservation. As in the case of all factors affecting land use, trade-offs have been made among environmental concerns and between environmental and social concerns. These trade-offs will be described below.

Plan Summary. In general, the Plan calls for concentrating development, extending public services to areas surrounding the current service area, and thereby helping to protect prime agricultural land and reduce public services costs. Within the urban service area, the Plan encourages concentrating high-density residential uses into areas with full community services and in close proximity to CBD employment and commercial centers; dispersing medium-density residential uses throughout the area in locations with good access to and in close proximity to other major employment, commercial, and recreation centers; and designating for low-density residential use those areas that are in the interior of neighborhoods with quieter streets. A degree of flexibility in design is incorporated into the policies applying to residential development, accommodating both mixes of residential structure types and mixed use. Commercial and industrial uses are to be clustered in locations with good access and level terrain. The strengthening of established neighborhoods and the redevelopment of older commercial and industrial areas is encouraged.

The Plan recommends that floodways and other sensitive areas be protected from development and that ordinances be adopted to control stormwater runoff and erosion related to development activities. Specific policies are also cited concerning noise and accident hazards, land use impacts on air pollution and groundwater recharge, and open space acquisition.

Environmental Impacts. The policies promulgated in this Plan are intended to promote the amelioration of environmental degradation, reduce the waste of natural resources, and promote the design of the urban environment in harmony with the natural environment. The fact of continued urban growth inevitably means that a certain amount of disruption to the natural and social environment will occur, however. In a number of instances, efforts to reduce adverse environmental impacts of development can be expected to generate effects detrimental to other aspects of the environment. A number of examples of the compromises made in balancing development pressures with environmental concerns are presented below.

1. **Concentration of Development.** Concentrating development in general, and specifically the concentration of high-density residential development near the CBD, of industrial development in industrial parks, and of commercial development in commercial clusters, should lead to reduced travel. This should lead to reductions in energy consumption, in prime agricultural soil loss, in the expenditure of materials and resources in road construction and maintenance and other public services, and in the total amount of air pollution generated in the area. Adverse impacts that could be generated include higher concentrations of pollutants in high intensity development areas, increased land costs for development and increased development pressure on environmentally sensitive areas that might be marginal for development except for the fact of their existing services.

2. **Strip Commercial Development.** Associated with concentrating non-residential development in clusters is the policy of prohibiting strip commercial development. Beneficial affects of this policy include marginal energy savings, probable savings in air pollution, definite improvements in public safety and the visual quality of the area, and significant long-term public and private economic savings. Because of this policy, however, street and highway frontages are in some cases designated for future residential development, thus placing noise sensitive uses adjacent to noise generators. The policy thus would require the design of residential subdivisions along highways to address noise buffers. This in turn may add somewhat to housing costs in those sites, although this may be offset by an increase in the supply of land for housing.
3. **Extending Public Services.** Also associated with the policy of concentrated development is the policy of extending water and sewer services to urban fringe areas. In a fairly large portion of Marion Township, existing septic tank development poses a significant threat to groundwater quality, due to soil and bedrock characteristics. The extension of services to this area could lead to improvements in groundwater quality, or at least, should prevent groundwater degradation. As with all development, however, an increase in the percentage of ground surface covered with impermeable surfaces may lead to increased runoff and reduced absorption of rainfall into the groundwater system. Encouraging higher density development may thus improve groundwater quality but reduce groundwater quantity.
4. **Erosion/Runoff Controls.** The Plan recommends controlling soil loss during construction and the establishment of stormwater runoff retention structures on site in newly developing subdivisions, both of which may alleviate the problems of increased runoff following development. Again, both recommendations may also have the adverse effect of increasing housing costs, all other factors being equal.
5. **Floodplain Development.** A policy is recommended reserving from development both floodway areas and flood fringe areas that are significant groundwater recharge areas, that contain significant flood storage areas, or that are remote from existing service areas. While protecting flood fringe areas from development will aid in the protection of groundwater supplies, create additional open space, and preserve existing wildlife habitat, this policy will further reduce the supply of land for housing thus potentially increasing housing costs (depending in part on the remaining excess of potential supply over actual demand). In addition, by reducing the overall density of development, such a policy may lead to increased travel distances and air pollution. It is expected, however, that the net effect of the policy will be beneficial, due to the added factor of flood protection to developed urban areas that are not flood protected, and to the reduced impact of expected increases in flood flows resulting from development in outlying watersheds.
6. **Environmental Preservation.** Related to controls on flood plain development are policies calling for the preservation of land areas with significant recreational, geological or environmental characteristics. In conjunction with policies calling for parkland acquisition in floodways, quarries and other areas with development constraints, such a policy would have the effect of preserving important environmental areas. Adverse consequences again would include reduced overall density and correspondingly increased travel distances and air pollution, as well as increased housing costs.

7. **Flexible Development Regulations.** Offsetting the effect of environmental preservation on housing costs somewhat is the policy calling for increased use of PUDs, cluster subdivisions, and common open space in development. The residential use designations and related discussions of mixed land use in residential areas are intended to allow for a great deal of flexibility in design in a manner sensitive to environmentally significant areas. Such policies would have the effect of offsetting the costs of leaving out of development areas of an environmentally sensitive character. They also could lead to an increase in the amount of usable open space, to reduced travel (thus noise and air pollution), to reduced housing costs, and to increased diversification of neighborhoods by age and income group.
8. **Redevelopment of Commercial Areas.** The Plan calls for redevelopment of older commercial areas, particularly the Central Business District. In the CBD such a program could have a positive effect on the environment by removing visual blight. In addition, because of its central location in the area, its accessibility by transit and bicycle, and its proximity to residential areas and good pedestrian access, redevelopment of the CBD could help to reduce total travel and auto emissions by creating jobs downtown that would otherwise locate in outlying office or commercial areas. Energy consumption could be reduced not only as a result of reduced travel, but also because of the opportunity to heat space with “waste” steam heat from the electrical generating plant and the Franklin Station.

The chief adverse environmental impact of downtown development would be an increase in the concentration of air pollutants, resulting from increased travel in the CBD and the street canyon, high-intensity development that would take place. It is expected that the CBD will meet ambient air quality standards by 1982 (chiefly as a result of auto emission controls); however, it will still probably experience the poorest air quality of any area within the Rochester Urban Service Area.

Unavoidable Adverse Impacts of Plan Implementation. Based on the above discussion, the following material summarizes the three chief adverse environmental effects of implementation of the Plan.

1. **Loss of Prime Agricultural Land.** Much of the land in the Northwest portion of the Future Urban Service Area, and a fair portion of the undeveloped land in the other outlying portions of the area, is considered prime agricultural land. Urbanization will cause the irreversible loss of this land to non-agricultural use. It is expected, however, that making this land available for relatively high-density urban development will save a far larger area of prime agricultural land by providing an alternative to non-farm suburban and rural residential development relying on septic tanks.
2. **Increased Runoff.** Despite proposed mitigation measures such as stormwater retention structures, which will affect the rate of stormwater runoff, the total quantity of runoff will probably increase with urbanization, with a concomitant decline in groundwater recharge and increase in surface water pollution. Increased suburban development (on septic tanks) would also increase the rate and quantity of runoff, and over a larger area, but perhaps to a lesser extent. Increased rural non-farm development (also on septic tanks)

would probably increase the rate and quantity of runoff only slightly, due to reliance on existing road systems. Either alternative, however, would threaten groundwater quality.

3. **Increased Concentration of Air Pollution.** As explained above, although the total quantity of air pollutant emissions should be reduced, due to the increased feasibility of transit, pedestrian, and bicycle travel and reduced travel distances, the concentration of those pollutants may increase.

Plan Alternatives. Alternatives to the basic urban service area concept were considered chiefly at the level of the General Land Use Plan for the Olmsted County Area. During the preparation and review of that Plan, alternative growth patterns calling for distinct development areas in most townships throughout the County, for an expanded area identified for future suburban development, and for an exclusive agricultural use area were reviewed and evaluated. The adopted County Plan identifies a limited area for suburban subdivision development, located only within the four townships immediately adjoining the City of Rochester. The County Plan also includes non-farm residential uses in agricultural designations, but proposes allowing such uses only on a very strictly regulated basis.

Within the framework of the County Plan, the Rochester Urban Service Area Plan has been limited in the evaluation of alternatives to basically three types; future land use map changes, of which there have been many; changes in use designations; and alternative policy positions. Land use map alternatives have included a number of minor changes in the designation of specific parts of the Urban Service Area. In addition, major alternatives have been considered in the delineation of several uses. The size and location of medium-density residential areas, the location of high-density residential areas, the types of locations of commercial uses, and the treatment of older industrial areas have all been reviewed through a process of evaluating alternatives. The concepts of small size and dispersed locations for medium-density residential areas were selected on the basis of concerns related to energy conservation, reduction of air pollution, and an improved social environment. Concentrating high-density residential uses in the areas surrounding the Central Business District responds to concerns for energy conservation and reduction of air pollution also, reflecting 1970 Census information on work trip characteristics and automobile ownership. Map alternatives concerned with commercial use relate chiefly to the question of strip commercial development discussed above. The issue of industrial redevelopment is primarily one of mixing incompatible land uses. In several areas of the City, industrial and residential uses are in close proximity and in conflict. Where the predominant use is planned to be industrial, redevelopment to industrial use will be allowed to occur only as an orderly expansion of existing industrial areas, and not on a piecemeal basis throughout the mix area. In terms of exposing residents to noise and traffic, this alternative is considered better than the policy of treating residential use in industrial areas strictly as not in conformance with the Land Use Plan. Over the long run, it is probably also preferable to the policy of designating such areas for residential use and treating existing industrial uses as not in conformance with the Plan.

The most significant alternative to be considered affecting use designations was the question of uses considered appropriate in the low-density area. The recommended Plan allows for mixed use and mixtures of structure types, provided consistency in character and design with single-family neighborhoods is maintained. An alternative wording limited uses in the low-density areas to single-family houses, with provisions for conversions of existing units to multi-family

use only in older low-density areas. The medium-density areas were correspondingly expanded to allow for a broader range in density. The recommended proposal allows for a greater degree of flexibility in development, at the expense of a degree of certainty as to characteristics of future development on the part of low-density area residents. The increased flexibility should promote clustered housing, reduced street areas, a greater mix of social and income groups within the area, and reduced travel and energy consumption resulting from the allowance for neighborhood oriented commercial uses in low-density areas. The proposal also offsets some of the increases in housing cost that may result from other policies in the Plan.

The most important environmental issue addressed concerned alternative means of addressing flood fringe development. The policy of allowing flood fringe development “automatically” throughout the urban service area was evaluated extensively and rejected, chiefly on the basis of the reasons described in Chapter III.

Finally, a major policy alternative presented to the public proposed encouraging redevelopment of the Central Business District by restricting commercial zoning in outlying parts of the service area, where proposed uses could be appropriate in the downtown area. Such a proposal would have generated the same environmental benefits and costs as are attributed to downtown redevelopment with the added costs of increased travel distances from outlying parts of Rochester's market area, and correspondingly increased energy consumption. The policy was also felt to be an unreasonable restriction of private development opportunities.

Long and Short-Term Effects. In general, the Plan attempts to avoid both long-term and short-term adverse effects of urban development on the natural environment. Four examples of the relationship in the Plan between short-term and long-term effects on the environment are presented below:

1. A short-term environmental problem, erosion from construction sites, is addressed in the recommendation that development related ordinances be modified to require control of erosion during and after construction. This will also generate such long-term benefits as improved surface water quality, increased lake life, and reduced public expenditures.
2. The Plan accommodates gravel pits as short-term uses of land ultimately intended for other purposes. Short-term problems such as traffic, dust, and noise adjoining residential areas are tolerated in order to gain the benefit of resource conservation. Over the long run, such lands should be restored and used for other urban purposes compatible with neighboring uses.
3. The Plan encourages redevelopment in the Central Business District. Short-term problems that may result include increased traffic downtown and an increased concentration of air pollution in the Central Business District. These problems may be offset somewhat by short-term reductions in total travel and emissions City-wide. As auto emissions improve, traffic and parking improvements are made, and increased use is made of transit, long-term benefits would include significantly reduced travel, air pollution, and energy consumption.
4. The Plan recommends that new development control soil erosion and storm water runoff, and restrict development from areas that will result in added flood hazards elsewhere in

the area or will unduly reduce groundwater recharge. All of these protect the natural environment in both the short and long terms, in the short-term; however, they may adversely affect the social environment, adding to the initial cost of housing construction by shifting environmental costs from the general public to those benefiting from new development. A number of other proposals may have this effect as well, including recommendations for dedication of parkland and installation of capped sewers. It is hoped that this short-term effect will be offset by recommendations allowing increased flexibility in development and streamlining the development approval process

Irreversible/Irretrievable Resource Commitments. The only irreversible resource commitments recommended by the Plan are those occasioned by urban development in general. Due to recommended increases in overall density within the Urban Service Area over the current trend, the total land area committed irreversibly to urban uses will be reduced.

Applicable State, Federal, & Local Environmental Controls. Table F-1 lists agencies, regulations, and programs affecting local environmental decisions reflecting in the Plan.

Table F-1

<u>Legislation or Regulation</u>	<u>Environmental Controls Agency</u>	<u>Program</u>
<u>Federal:</u> National Environmental Policy Act	U.S. Environmental Quality Council	Environmental impact statements
Clean Air Act of 1970 and 1977 amendments	Environmental Protection Agency	Ambient air quality standards
Federal Water Pollution Control Act of 1972	Environmental Protection Agency	Wastewater Treatment Plant Study & Construction funding; river basin planning; area wide water quality planning; especially non-point sources including soil erosion & stormwater runoff.
Noise Control Act of 1972, Safe Drinking Act of 1974	Environmental Protection Agency	Outdoor noise standards, standards for drinking water quality
Flood Control Program	Army Corps of Engineers	Flood Control
Soils Conservation Program	Soil Conservation Service	Soil erosion control (with cooperation of landowners)

Table F-1 (continued)

<u>Legislation or Regulation</u>	<u>Environmental Controls Agency</u>	<u>Program</u>
<u>State:</u> Minnesota Environmental Policy Act	MN Environmental Quality Council	Environmental review process
Shoreline Management Act	MN Department of Natural Resources (DNR)	Development along waterways
PCA air, pollution, noise, and surface water quality regulations	MN Pollution Control Agency	Water quality standards
Drink Water Quality Standards	Minnesota Health Department	
Flood Plain Management Act	DNR	Flood plain management
<u>Local:</u> Zoning Ordinances	Consolidated Planning Department	Height, bulk, density & use of structures & areas
Subdivision Ordinances	Consolidated Planning Department	Layout of streets, blocks, lots, easements, dedication of public lands
Activities carrying out state and federal environmental programs	ROCOG, Olmsted County Health Dept., local Soil and Water Conservation District, Rochester Public Services, Dept., Rochester Public Utilities Dept., Consolidated Planning Dept.	See above

Historic Preservation. The Plan calls for efforts to improve the information available on structures and areas of historical significance in the Rochester Urban Service Area, and to develop a better system for protecting sites and areas identified as historically significant from the adverse influences or incompatible development. The benefits of such a program will include a better awareness of the area’s history among the public, a more sensitive approach to development in historic areas on the part of developers, and the retention for future generations of the artifacts of the past. The Plan has no discernible adverse impacts on historic sites or areas; historic preservation can be accommodated within the framework of all of the Plan’s proposals.

The major primary alternative to the Plan would be to do nothing in the way of improving our knowledge of the area’s history. Such a policy would risk the destruction of valuable historic structures and the disruption of historic areas by inappropriate development.

The State and local historical societies have been involved in the development of information required to delineate historic sites and areas, and have augmented the National Register of Historic Places somewhat. A list of sites in the Rochester area that have been identified by the Minnesota Historical Society as having historical significances is presented in Table F-2.

Table F-2.

Historic Places in the Rochester/Four Township Area

<u>Site or Area</u>	<u>Significance</u>
Calvary Episcopal Church	Religion
Chateau Theatre	Architecture, Theater
Dodge Farm	Architecture, Agriculture
Plummer Building	Medicine
Dr. William J. Mayo House	Medicine
Mayowood	Architecture, Medicine
Plummer Gardens.....	Medicine
Railroad Depot.....	Architecture, Transportation
Tondro Mill.....	Milling
Toogood Barns.....	Architecture, Agriculture
Whiting House	Architecture

Source: Minnesota Historical Society