

# APPENDIX E: SAINT CLOUD CITY PROFILE

With portions located within Benton, Sherburne, and Stearns counties, the City of Saint Cloud is bounded by Sartell, Sauk Rapids, and Waite Park.

Known as "The Granite City," Saint Cloud's early growth and development were influenced by its location on a national rail line and the advantage of its position on the Mississippi River. Saint Cloud has become a significant regional retail and employment hub for central Minnesota. The City is also a major transportation hub with I-94, MN 23, MN 15, and US 10 connecting the region with the rest of the state. Bicycle routes of national and regional significance meet in Saint Cloud, such as the Lake Wobegon Trail and the Beaver Island Trail, a component of the Mississippi River Trail. The city continues to grow and is challenged to expand the transportation network to keep pace with the demands of a regional economic center.

### **DEMOGRAPHICS**

According to the U.S. Census Bureau's 2014-2018 American Community Survey (ACS) Five-Year Estimates, the City of Saint Cloud has a population that has grown 14.2% since the year 2000.

The City of Saint Cloud strives to provide equitable service to all segments of the community in its transportation planning investments. The APO tracks specific population demographic subsets known as traditionally underrepresented populations at a regional level. This includes the following:

- People-of-Color (Black/African American alone; American Indian and Alaska Native alone; Asian along; Native Hawaiian and other Pacific Islander alone; some other race; two or more races; Hispanic or Latino descent regardless of race).
- · Households with low-income.
- People with disabilities.
- People with limited English-speaking capabilities.
- Households without access to a motor vehicle.
- Persons over the age of 65.
- Persons under the age of 18.

In recent years Saint Cloud has attracted a large immigrant and ethnically diverse population. A look at the demographic makeup in Saint Cloud finds that people-of-color currently comprise nearly one-quarter of the City's population. Though incomes generally are rising, almost one in five households are considered low-income. Saint Cloud has a comparatively young population, with nearly 20% of its residents under the age of 18. See Figure E.2 below for other details.



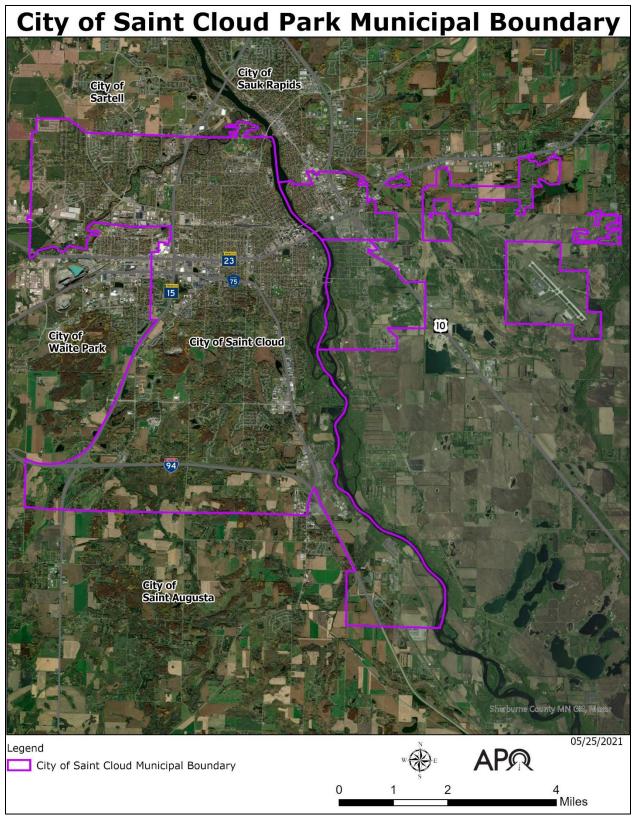


FIGURE E.1 - CITY OF SAINT CLOUD.



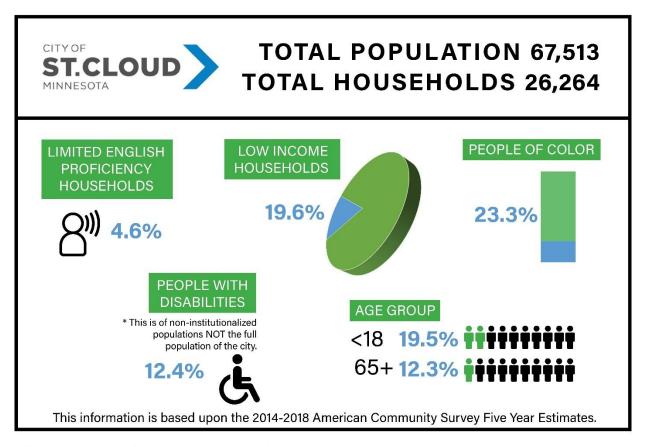


FIGURE E.2 – DEMOGRAPHIC PROFILE OF SAINT CLOUD.

### **EXISTING LAND USES**

How cities use the land within their boundaries (i.e., residential, commercial, industrial) impacts the transportation network and the modes of travel available or desirable to users. Land use can play a role in developing a transportation system that is mode-friendly to motorized and non-motorized users. Understanding the city's land use types and how areas are intended to develop in the future is helpful in reviewing how the transportation system serves these uses.

As part of developing the City's 2015 Comprehensive Plan, the city conducted a land use inventory. The current land use pattern within the city is shown in Figures E.3 – E.5.

Each part of the City of Saint Cloud has distinctive characteristics and a widely varying range of land use and development. As noted in the Comprehensive Plan, the city is somewhat divided relative to natural features such as the Mississippi and the Sauk Rivers and transportation features such as its principal highways and rail alignments.

In giving a general overview of land uses and facilities for such a large city, the following discussion will review characteristics for the north, south, and east portions of Saint Cloud.

For purposes of this analysis:

 North Saint Cloud generally refers the area north of 22<sup>nd</sup> Street S and west of the Mississippi River.



- South Saint Cloud generally refers to area south of 22<sup>nd</sup> Street S and west of the Mississippi River.
- East Saint Cloud will generally refer to the portion of the city east of the Mississippi River.

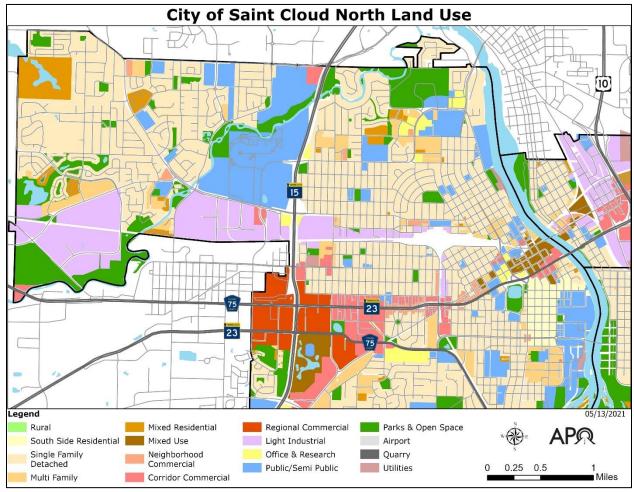


FIGURE E.3 - LAND USES WITHIN NORTH SAINT CLOUD.

### **NORTH SAINT CLOUD**

North Saint Cloud includes areas of significant commercial use. This consists of the Crossroads Center, market squares, and shopping complexes along Division and Second Street S. Many retail and entertainment amenities are concentrated in the downtown area.

Much of north Saint Cloud is developed for residential use, with the many schools and parks available to northside residents. This area is the focus of the region's health care network and his home to Saint Cloud Hospital. In addition, this section of Saint Cloud includes Saint Cloud State University (SCSU) and many industrial parks located in close proximity to the BSNF rail line.

North Saint Cloud is home to many of the city's oldest neighborhoods. But, recent residential growth can also be found in this section of the city – particularly in the northwestern area.



The City's general goal from the land use plan is to provide infill and redevelopment on the north side. The city seeks to address service needs for neighborhoods and other current uses.

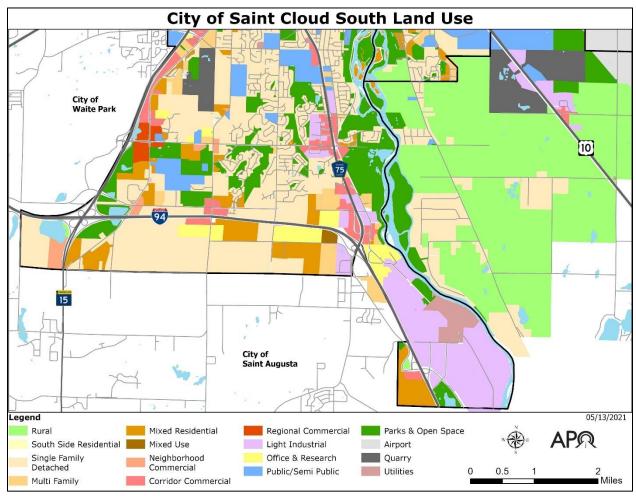


FIGURE E.4 - LAND USES WITHIN SOUTH SAINT CLOUD.

### **SOUTH SAINT CLOUD**

South Saint Cloud can be defined by its areas of mixed-use, single family residential developments, and the parks and schools that serve them. Areas of commercial and industrial development follow Roosevelt Road and I-94.

The city regards south Saint Cloud as its primary growth area. The city is promoting development opportunities south of 33<sup>rd</sup> Street S and north of I-94. The city also sees growth potential along West Saint Germain Street, Oak Grove Road, and 40<sup>th</sup> Street S.

The City's goal is to complement services to the existing neighborhood and commercial areas of south Saint Cloud and expand services to support future growth and development.



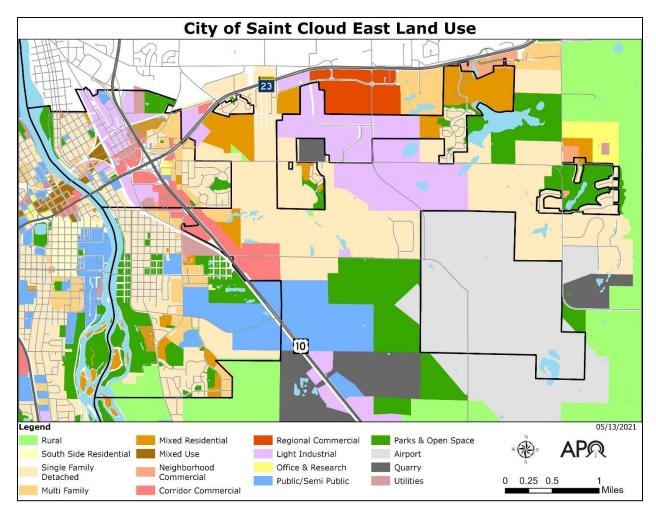


FIGURE E. 5 - LAND USES WITHIN EAST SAINT CLOUD LAND.

### **EAST SAINT CLOUD**

Many established residential neighborhoods and public parks are east of the Mississippi River. Along and near US 10 and Lincoln Avenue is a mix of residential uses along with light industrial and commercial activity. New residential and industrial development can be found further east of US 10 and south of MN 23. This area is also home to the Saint Cloud Regional Airport.

The city seeks to focus on infilling vacant areas in east Saint Cloud as well as encouraging new development near the airport.

Understanding how the city plans to develop in the future will inform the type of transportation system needed. Residents and visitors will only reach these destinations through the transportation network that is available to them.



### TYPES OF ACTIVE TRANSPORTATION INFRASTRUCTURE

Saint Cloud has a variety of infrastructure designed specifically for active transportation users. Some are integrated into the roadway network, such as bike lanes (on-road facilities). Others are separated from the roadway network, such as sidewalks and shared use paths (off-road).

Complementing the on- and off-road active transportation network is the transit network operated by Saint Cloud Metro Bus.

Bicyclists and pedestrians can rely on both the on- and off-road network and the Metro Bus system to reach their destinations.

### **ON-ROAD FACILITIES**

The City of Saint Cloud has 46.2 lane miles of on-road bicycle facilities which include signed bicycle lanes, signed paved shoulders, and signed shared lanes.



FIGURE E.6 - BIKE LANE ON OAK GROVE ROAD IN SAINT CLOUD.



About one-third of this network are dedicated bicycle lanes found primarily south of SCSU and along Cooper Avenue. However, much of these on-road miles are part of the nationally recognized Mississippi River Trail (MRT).

### Mississippi River Trail (MRT)

The MRT, a planned network of bicycle facilities encompassing the length of the Mississippi River, enters the City of Saint Cloud on both sides of the river having split at the Sauk Rapids bridge.

The western section of the MRT briefly follows Ninth Avenue N before making its way along Sixth Avenue N in front of Saint Cloud Hospital. From there, the MRT makes its way through downtown Saint Cloud along Fifth Avenue N before crossing MN 23 and continuing south near the SCSU campus. After a brief two block split near Eighth Street S, the facility reconnects with the eastern section near the intersection of University Drive S and First Avenue S. From there, the MRT follows the off-road Beaver Island Trail facility to 38<sup>th</sup> Street S where it once again becomes an on-road facility following Clearwater Road and ultimately CSAH 75 outside of the city limits.

The eastern section enters Saint Cloud from Sauk Rapids's River Avenue S. Following Saint Cloud's Riverside Drive NE, the MRT does a brief jog to Kilian Boulevard SE before connecting with University Drive S. The MRT then heads west across the University Bridge before reconnecting with its western counterpart.

The MRT has been identified as one of the Minnesota Department of Transportation's (MnDOT's) high priority corridors for bicycle routes due to its interjurisdictional nature – spanning from northern Minnesota to Louisiana – and high potential of connecting to other regional active transportation facilities.

### **OFF-ROAD FACILITIES**

### **Shared Use Paths and Trails**

There are 46.9 miles of shared use paths that provide neighborhoods access to many of the City's parks, recreational areas, and schools. Of the nearly 47 miles of shared use paths 9.5 miles are unpaved trails found primarily within city parks.

One of the most well-known shared use paths within the City of Saint Cloud is the Beaver Island Trail.

### **Beaver Island Trail**

Named for a small cluster of islands within the Mississippi River south of SCSU, the Beaver Island Trail is a continuous shared use path starting at the university and running south along the river. North of the campus, portions of the facility have been piecemealed to include sidewalk and bike route sections along Fourth Street S and Third Avenue S. After the intersection of Division Street, the facility once again becomes a shared use path following the Mississippi River behind the Rivers Edge Convention Center before ending near Cathedral High School.

### **Sidewalks**

Approximately 236 miles of sidewalks are located within Saint Cloud. A highly integrated network of sidewalks that follow a grid system is found within the City's core development



area. The presence of sidewalks in different parts of the City vary depending upon when the subdivision was built.

For a better description, the active transportation network for Saint Cloud has been identified within six areas of the city, shown in E.7 – E.12. South and East Saint Cloud (as defined in the previous section) have remained the same. North Saint Cloud, however, has been further subdivided to show the network in the core Central Business District (CBD) and SCSU area, the north-central area, west-central area, and the northwest area.

### **CBD AND SCSU AREA**

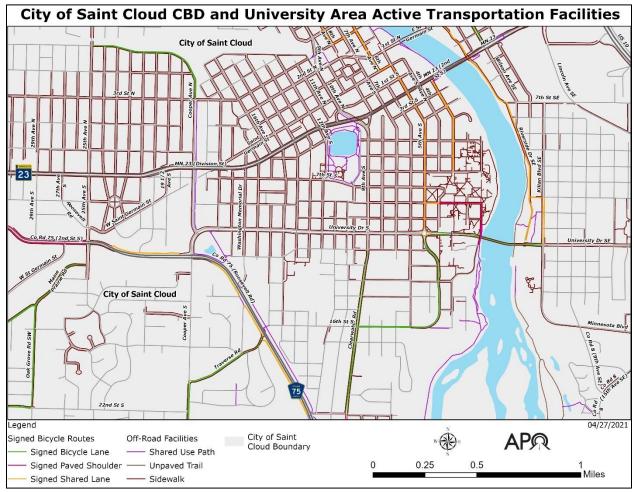


FIGURE E.7 – ON- AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN THE SAINT CLOUD CBD AND SCSU AREA BY TYPE AND LOCATION.

The CBD and SCSU area have several on-road active transportation facilities. Signed bicycle lanes can be found along Clearwater Road, Oak Grove Road, and Cooper Avenue N. Additional on-road facilities are also located along CSAH 75/Roosevelt Road and just north of the downtown area. It should be noted that many of the on-road bicycle facilities in this area of the city are below the MnDOT design guidelines for posted vehicle speeds and traffic volume.



The most notable off-road facility in this area is the Beaver Island Trail. However, off-road facilities can also be found around Lake George, Cooper Avenue, and CSAH 75/Roosevelt Road.

Much of this area is also served by sidewalks – which primarily follow the existing street grid network.

### **NORTH-CENTRAL SAINT CLOUD**

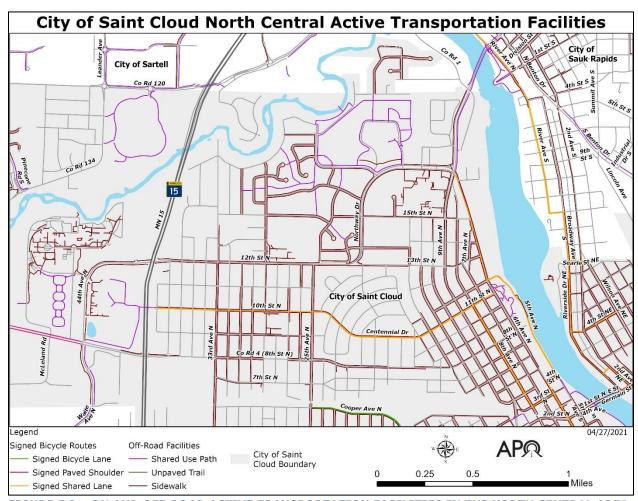


FIGURE E.8 – ON AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN THE NORTH CENTRAL AREA OF SAINT CLOUD BY TYPE AND LOCATION.

In contrast to the previous area, north-central Saint Cloud has very few on-road active transportation facilities. However, this area does have a signed shared lane along  $10^{\rm th}$  Street N/Centennial Drive serving as an on-road connection between the Apollo High School pedestrian bridge and the downtown area.

The off-road network throughout this area (as seen in Figure E.8) is fairly inconsistent. A cluster of shared use paths can be found around the Whitney Park, the VA, CentraCare Health Plaza, and Hester Park areas. And while sidewalks are seen closer to the downtown and Saint Cloud Hospital area, several areas including near Madison Elementary School, are lacking a connected sidewalk network.



### **WEST-CENTRAL SAINT CLOUD**

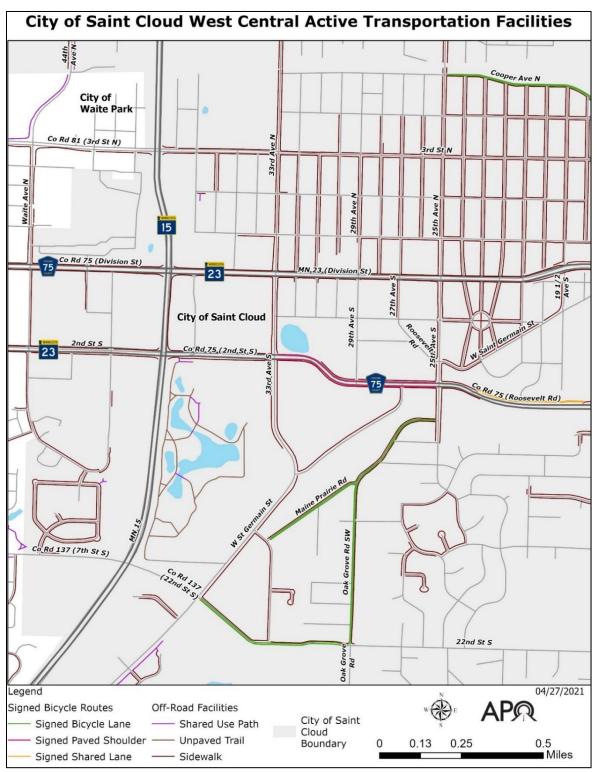


FIGURE E.9 – ON- AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN THE WEST CENTRAL AREA OF SAINT CLOUD BY TYPE AND LOCATION.

The west-central area of Saint Cloud faces many challenges for active transportation users due to the presence of the high vehicle traffic corridors of MN 23, MN 15, and CSAH 75.



Several plans and studies have identified these roadways as major barriers for bicyclists and pedestrians.

Few on-road facilities are found within this section of Saint Cloud, primarily concentrated south of CSAH 75 along 22<sup>nd</sup> Street S, Maine Prairie Road, and Oak Grove Road SW. CSAH 75/Second Street S also has some on-road facilities (signed paved shoulders); however, these facilities do not meet design standards per MnDOT guidance.

Neighborhoods in the west central Saint Cloud area have mixed levels of off-road active transportation facilities. Where the street grid network is present, the sidewalk network is rather robust – though gaps do remain (particularly between Third Street N and Cooper Avenue N). In newer developed areas south of CSAH 75, there is a definite lack of sidewalks within many residential areas.

Rounding out the active transportation infrastructure within the west central region is a series of unpaved walking trails within Heritage Park near the Stearns History Museum and Costco.

### NORTHWEST SAINT CLOUD

On-road facilities within the northwest Saint Cloud area found in two locations: Veterans Drive/Eighth Street N between 44<sup>th</sup> Avenue N and Anderson Avenue and along Rolling Ridge Road between CSAH 4 and just west of Cypress Road. A continuous connection between these two facilities is piecemealed together with a combination of shared use paths and sidewalks. But even still, gaps do remain.

The Lake Wobegon Trail passes through the southern portion of this area. Additional shared use paths and the majority of sidewalks within this region are concentrated in the neighborhood surrounding Westwood Parkway. Sporadic sidewalks are also located in residential areas between CSAH 4 and Pinecone Road S as well as just south of 322<sup>nd</sup> Street.



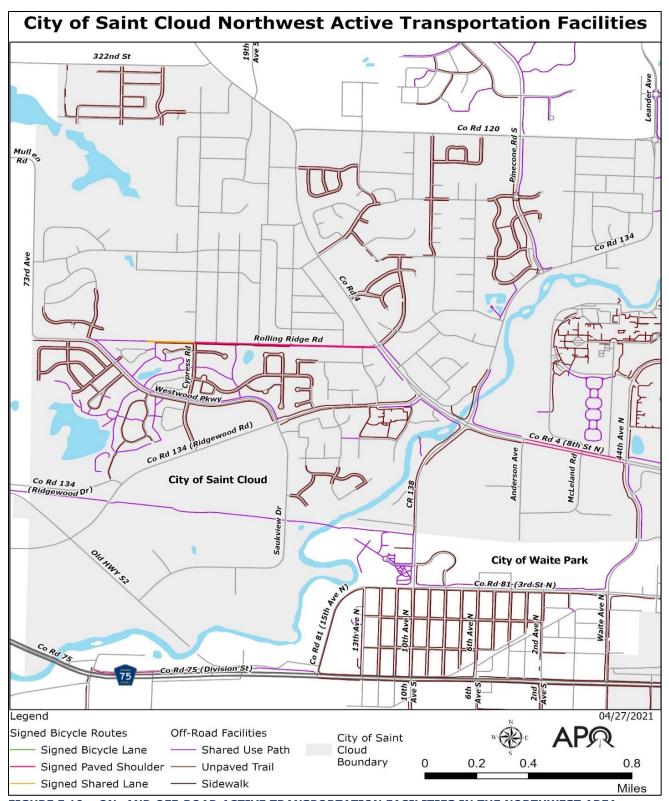


FIGURE E.10 – ON- AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN THE NORTHWEST AREA OF SAINT CLOUD BY TYPE AND LOCATION.



### **SOUTH SAINT CLOUD**

Running through the southern portion of Saint Cloud, the MRT once again becomes an on-road facility – splitting from the Beaver Island Trail. This signed paved shoulder facility continues south outside of the city's municipal boundary. Other on-road facilities within this portion of Saint Cloud include signed bicycle lanes along Cooper Avenue S.

Major off-road facilities within the south Saint Cloud section include the Beaver Island Trail along the Mississippi River and the shared use path constructed along 33<sup>rd</sup> Street S. A slight gap in the latter remains but is planned to be added during the expansion of 33<sup>rd</sup> Street S within the next few years.

Some residential areas – clustered south of 33<sup>rd</sup> Street S between Cooper Avenue S and Oak Grove Road SW – do have sidewalks. Several residential areas within this section of Saint Cloud, however, do not have access to active transportation facilities.

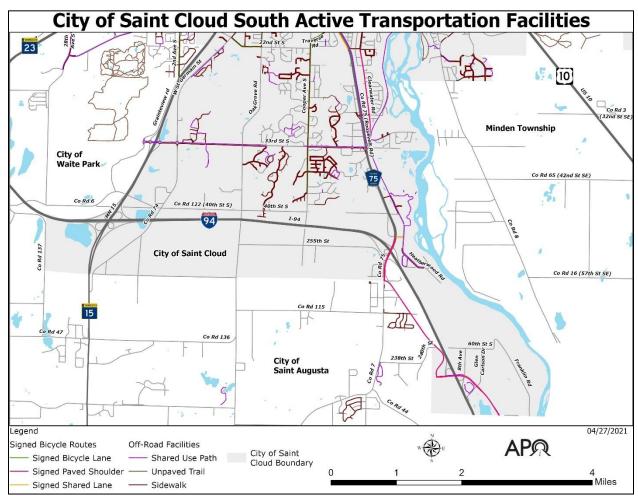


FIGURE E.11 – ON- AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN SOUTH SAINT CLOUD BY TYPE AND LOCATION.



### **EAST SAINT CLOUD**

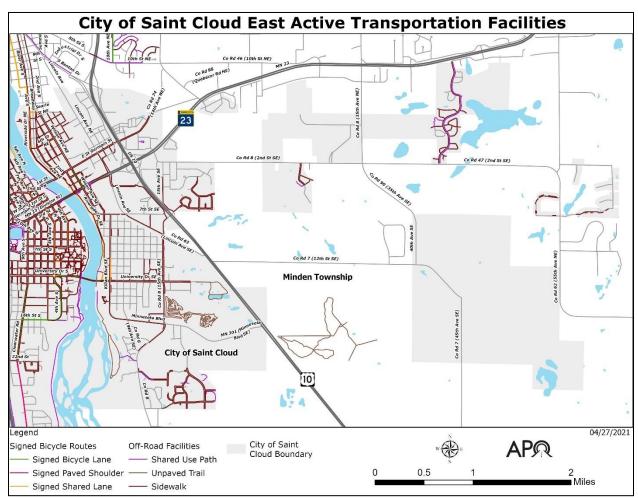


FIGURE E.12 - ON- AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN EAST SAINT CLOUD BY TYPE AND LOCATION.

In general, much of the east side of Saint Cloud lacks active transportation facilities. However, despite the lack of facilities, the east side's three Mississippi River crossings do allow for active transportation users to access the city's downtown CBD.

The MRT serves as this sections only on-road facility with the route following Riverside Drive NE, jogging slightly to Kilian Boulevard SE before crossing the Mississippi at University Bridge. It should be noted that facilities on University Bridge are under-designed for bicycles.

Off-road facilities (primarily sidewalks) are found in residential developments near Wilson Park along the Mississippi River. However, much of the area south of MN 23 and west of US 10 is lacking any active transportation facilities.

Unpaved trails are located in Riverside Park and George Friedrich Park. This section of the city also is home to the Jail Trail near the Saint Cloud Department of Corrections facility.



### TRANSIT SERVICES AND INFRASTRUCTURE

As the urban public transit provider, Saint Cloud Metro Bus is responsible for the daily management, operation, and maintenance of Fixed Route (FR) and Dial-a-Ride (DAR) systems within Saint Cloud, Waite Park, Sartell, and Sauk Rapids.

### **FIXED ROUTE SERVICE**

Metro Bus currently operates on a hub and spoke system. This means, for the most part, all FR buses start and end in the same location traveling in a circular type loop around the metro. Except for the ConneX on demand FR service in Sartell, all Metro Bus routes provide service to Saint Cloud. The majority of FR service hubs out of the downtown transit center (510 First Street S). Other hubs include the Crossroads Center (Route 33) and Encore Capital Group on McLeland Road (Route 10).

Routes 4, 6, 7, 8, 9, 10, 11, and 12 provide exclusive service to the City of Saint Cloud. Route 4 primarily serves north Saint Cloud via Veterans Drive/Eighth Street N and Ninth Avenue N. Routes 6 and 7 provide bi-directional service to east Saint Cloud neighborhoods both north and south of the MN 23/US 10 interchange. Routes 8 and 9 cover similar areas with service around the University Drive area. Route 10 (the only exclusive Saint Cloud route not based out of the transit center) primarily provides service to industrial areas of northwest Saint Cloud along CSAH 4 and Ridgewood Road. Portions of west central Saint Cloud are serviced by Route 11 following roadways such as University Drive, Roosevelt Road, and Maine Prairie Road. The Route 12 is the southernmost Metro Bus route providing along Clearwater Road to McStop near I-94. The route also deviates to Tech High School on 33<sup>rd</sup> Street S three times a day while school is in session.

Routes 1, 2, 3, and 5 provide varying degrees of service to the City of Waite Park. However, since these are based out of the transit center, several stops do occur within the City of Saint Cloud.

This is also like the services provided by routes 21, 22, and 33 (which provide transit access to Sauk Rapids) and the Route 31 (with access to Sartell).

It should be noted that the route patterns listed here were in place prior to the beginning of the COVID-19 global pandemic. Due to several changes (including the need to social distance on buses, decline in ridership, and staffing issues) Metro Bus has made several temporary changes to its service including suspending Route 7. It is anticipated that service will be returned to normal at some point in the future.

Figure E.13 shows the full location of each of these routes within the City of Saint Cloud.



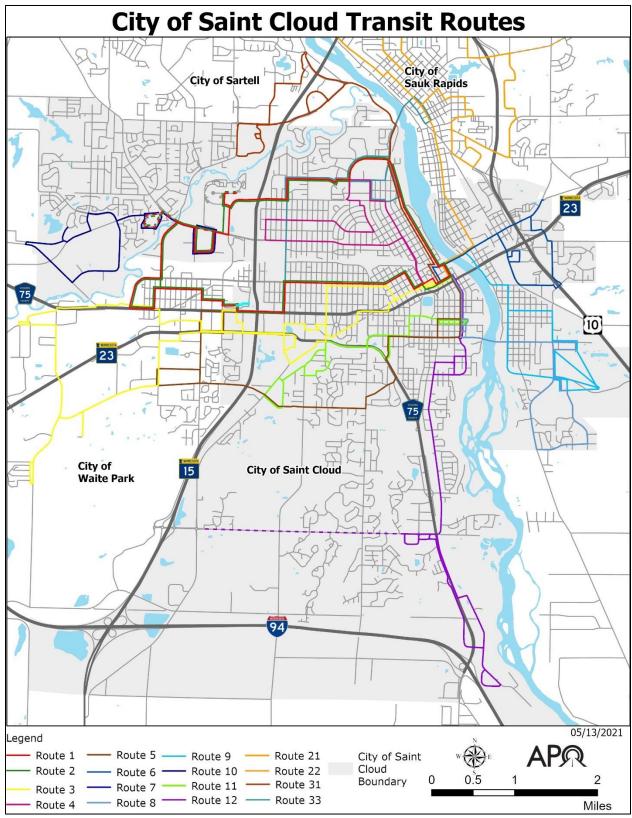


FIGURE E.13 - METRO BUS FIXED ROUTE SERVICE.



All fixed route transit stops within the Metro Bus system are signed. Several stops, particularly those with a large number of people boarding and alighting tend to have benches and shelters.

Figures E.14 – E.16 show the location of transit stops in north, south, and east Saint Cloud (respectively) and their proximity to active transportation infrastructure. shows the location of transit stops in north Saint Cloud and how close they are to active transportation infrastructure. For the most part, stops within north Saint Cloud particularly in the CBD and SCSU area, have some active transportation facility access. As routes move further away from the downtown, access to active transportation greatly diminishes.

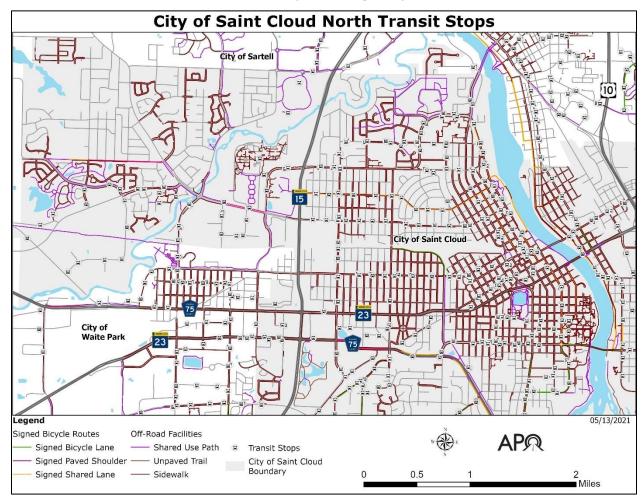


FIGURE E.14 - TRANSIT STOPS RELATIVE TO THE ACTIVE TRANSPORTATION SYSTEM IN NORTH SAINT CLOUD.



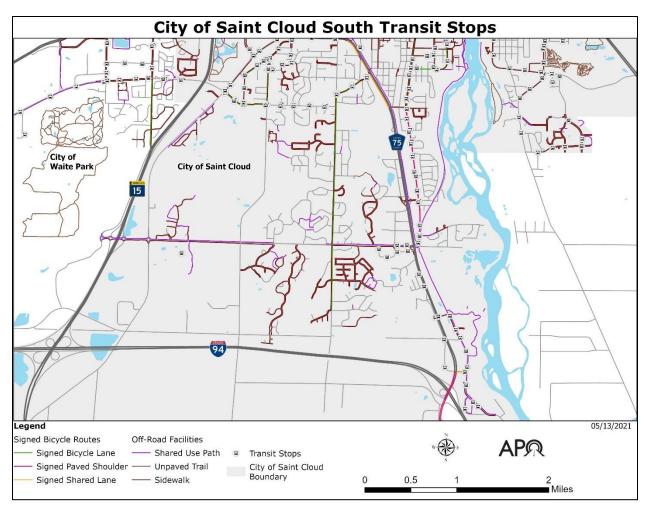


FIGURE E.15 – TRANSIT STOPS RELATIVE TO THE ACTIVE TRANSPORTATION SYSTEM IN SOUTH SAINT CLOUD.



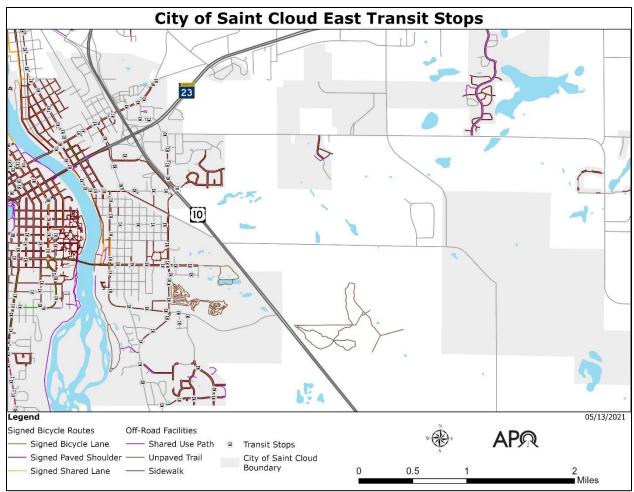


FIGURE E.16 – TRANSIT STOPS IN RELATION TO THE ACTIVE TRANSPORTATION SYSTEM IN EAST SAINT CLOUD.

### **OTHER TRANSIT SERVICES**

In addition to its FR system, Metro Bus provides paratransit services to Saint Cloud residents. Dial-a-Ride (DAR) is an operator-assisted paratransit service provided for those unable to use fixed routes. The DAR service area is approximately a three-quarter mile buffer around the FR system.

## CONDITION OF ACTIVE TRANSPORTATION INFRASTRUCTURE

If the existing active transportation infrastructure is in poor condition, it may cause safety issues, inconvenience for the user, or result in the underutilization of the facility. Keeping the system in good condition assures safety and a comfortable experience.

Data on the current pavement conditions for on-road and off-road active transportation facilities within the City of Saint Cloud was collected from areawide surveys performed for the APO, as discussed in Chapter 2.



### **ON-ROAD FACILITIES**

### **Pavement Condition and Striping**

In 2019 GoodPointe Technology collected pavement and striping condition data on the existing on-road bicycle routes in Saint Cloud.

Pavement condition was evaluated using a Digital Inspection Vehicle (DIV) – a specialized vehicle equipped with cameras and laser sensors to detect pavement distress and roughness. As shown in Figures E.17 and E.18, of the 20.9 total lane miles designated as signed shared bicycle facilities most are in good or satisfactory condition.

### City of Saint Cloud North and East Bicycle Route Pavement Condition City of City of Sartell Sauk Rapids 10 15 City of Saint Cloud City of Waite Park Legend 07/20/2022 Signed Bicycle Route APR Pavement Condition Very Good - Fair City of Saint Cloud - Good - Poor 0.5

FIGURE E.17 - CONDITION OF PAVEMENTS SIGNED AS BICYCLE ROUTES IN NORTH AND EAST SAINT CLOUD.



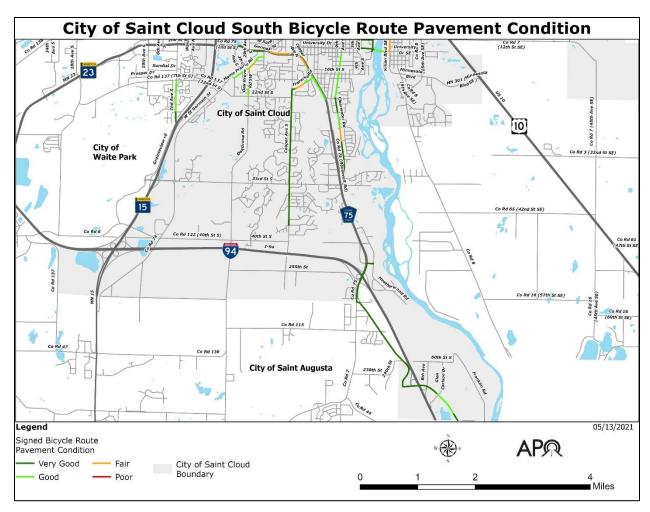


FIGURE E.18 - CONDITION OF PAVEMENTS SIGNED AS BICYCLE ROUTES IN SOUTH SAINT CLOUD.

Striping conditions of on-road facilities were rated from a visual inspection. A majority of on-road facilities are not designated by pavement markings. For those lane miles that were striped, a majority appear to be in good to fair condition. See Figures E.19 and E.21 for more details.



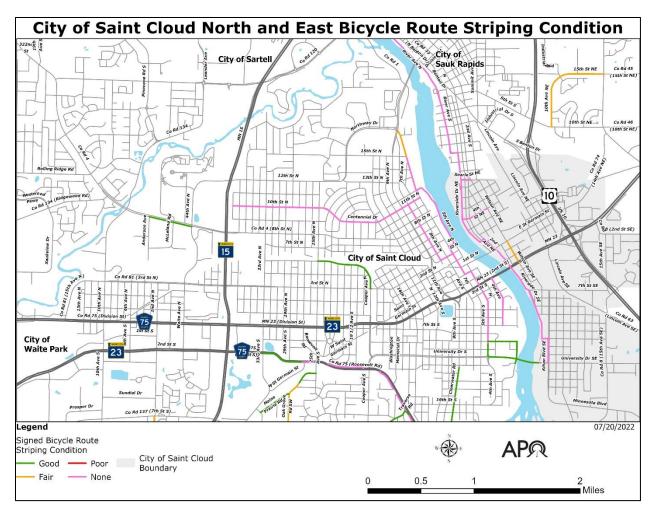


FIGURE E.19 - STRIPING CONDITION OF SIGNED BICYCLE ROUTES IN NORTH AND EAST SAINT CLOUD.



FIGURE E.20 - BUFFERED BIKE LANE ON OAK GROVE ROAD IN SAINT CLOUD.



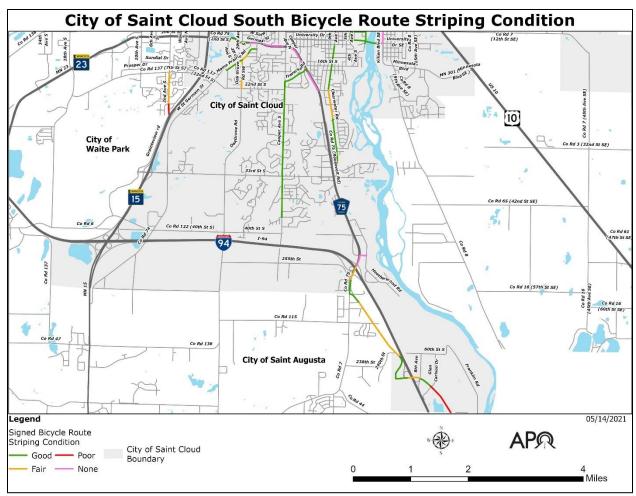


FIGURE E.21 - STRIPING CONDITION OF SIGNED BICYCLE ROUTES IN SOUTH SAINT CLOUD.

### **OFF-ROAD FACILITIES**

### **Condition of Off-Road Shared Use Paths**

The Parks & Trails Council of Minnesota conducted a pavement condition assessment of most shared use paths within the APO in 2020. The Council used a specially equipped electronic bicycle with instruments aboard to record the "bumpiness" of the pavement throughout the MPA.

The study concluded much of the City's facilities are in good or "smooth" condition, however, some areas in parks or neighborhoods need improvement. Approximately 28% of all shared use paths in Saint Cloud were identified as "rough" or "very rough" conditions. Examples of these can be found in the facilities around Whitney Park and along the Beaver Island Trail. See Figures E.22 – E.24 for more details.



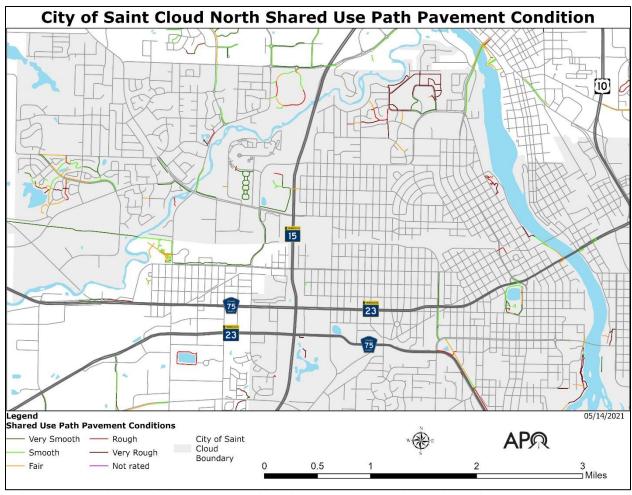


FIGURE E.22 - CONDITION OF PAVEMENTS ON SHARED USE PATHS IN NORTH SAINT CLOUD.



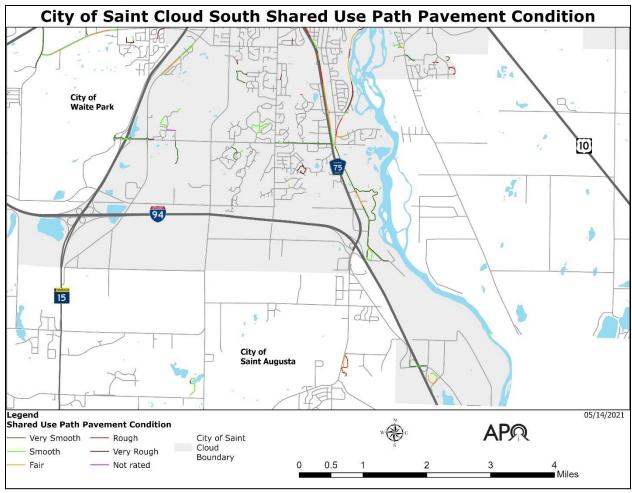


FIGURE E.23 - CONDITION OF PAVEMENTS ON SHARED USE PATHS IN SOUTH SAINT CLOUD.



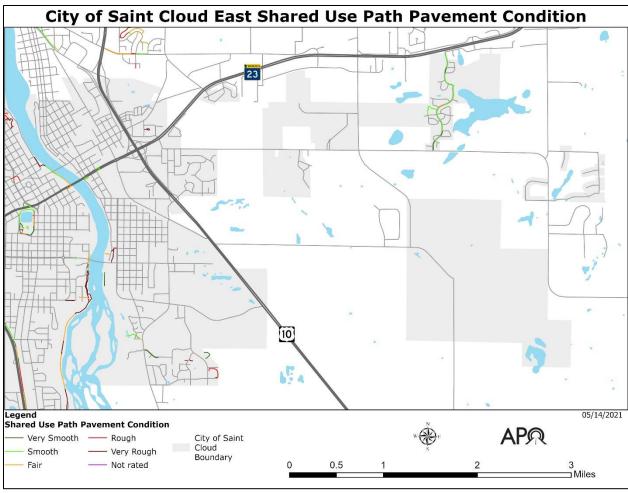


FIGURE E.24 - CONDITION OF PAVEMENTS ON SHARED USE PATHS IN EAST SAINT CLOUD.

### SAINT CLOUD PLANS FOR ACTIVE TRANSPORTATION

The <u>2015 Comprehensive Plan</u> (<a href="https://bit.ly/3h6dIR1">https://bit.ly/3h6dIR1</a>), adopted in 2016 and the supplementary <u>East End Vision Small Area Plan</u> (<a href="https://bit.ly/3qNpVxa">https://bit.ly/3qNpVxa</a>) approved in 2019, provide the current planning framework for transportation in Saint Cloud.

Saint Cloud has also made a commitment to improving active transportation within its boundaries. This has included the adoption of a Complete Streets policy and the city's recent designation as a Bicycle Friendly Community (BFC).

Finally, several of the city's major roadway networks (MN 23, MN 15, US 10, and CSAH 75) have been studied not only in terms of motor vehicle traffic, but for active transportation users as well.

### **2015 COMPREHENSIVE PLAN**

As stated in the 2015 Comprehensive Plan, Saint Cloud seeks to create a highly connected transportation network that facilitates access and mobility to accommodate all users regardless of age and ability. Saint Cloud's plan includes strategies to recognize and address



bicycle and pedestrian barriers by investing in projects that improve connections. The city will improve and expand its transportation network with bicycle and pedestrian-friendly designs.

### **Active Transportation Needs as Identified in the Comprehensive Plan**

In addressing the comprehensive plan's commitment to improving facility connections and addressing barriers, the city seeks an improved response to meeting the transportation access needs of underserved areas. Priority will be given to providing active transportation infrastructure in areas around schools and destinations often used by youth and senior citizens. The plan prioritizes improved connections between core neighborhoods and other districts. It also emphasizes that care should be given in the placement and design of facilities and crossings along major roadway corridors.

A primary objective from the 2015 Comprehensive Plan is to provide safe, non-motorized access to local and regional park facilities. Among the city's objectives are to maintain and improve the existing parks as well as expand both the park system and active transportation facilities serving them as opportunities arise. The city also seeks to improve usage and access to the Mississippi River.

Saint Cloud's 2019 East End Vision Plan outlines goals and strategies for redeveloping east Saint Cloud. This includes constructing transit-oriented development (TOD) features around the Amtrak station. The City's Vision Plan objective is to create a walkable urban environment with streetscape designs that address access and safety needs for active transportation users. The plan also calls for expansion of the bicycle network and additions to bus routes.

### **2011 COMPLETE STREETS**

In 2011, the City of Saint Cloud became the first community in the region to adopt a <u>Complete Streets Policy</u>. In implementing this policy, the City seeks to achieve equity for its transportation system, balancing the needs of all ages and abilities. With its commitment to Complete Streets, the city aims to ensure safe travel for pedestrians, bicyclists, transit users, and others. The city considers the access needs for all users as it improves roadway networks to serve new development. Road designs will close gaps and address deficiencies consistent with the land use context. As it develops projects, the city will anticipate and respond to future demand for walking, bicycling, and transit usage.

### 2017 BICYCLE FRIENDLY COMMUNITY

For its work in promoting active modes, Saint Cloud received its designation as a Bronze level Bicycle Friendly Community (BFC) in 2017 from the League of American Bicyclists. The League cited the city's continued efforts to accommodate and encourage safe and convenient bicycling as the reason for its current designation.

### TRANSPORTATION STUDIES

Recent studies of relevance in defining transportation issues and planning solutions for the City of Saint Cloud are the <u>2020 TH 15 Corridor Study</u> (https://bit.ly/3t3Hf3K), the <u>2016 US-10 Pedestrian Crossing Report</u> (https://bit.ly/3G5XaCC), and the <u>2007 TH 23 and CSAH 75 Corridor Study</u> (https://bit.ly/3HB2GgG). These planning studies analyzed current and



future traffic and facility conditions for critical corridors with reference to bicycle and pedestrian access needs.

### **CITY ORDINANCES**

Along with various citywide planning efforts, <u>Saint Cloud City Code</u> (https://bit.ly/2Rx6cUu) has established several ordinances pertaining to the active transportation system and its users. The city also follows <u>Minnesota Statutes</u> (https://bit.ly/2QNegkf) regarding enforcing the operation of bicycles within the city.

Article 19 of the Land Development Code outlines provisions for active transportation with new street construction or reconstruction. With building or rebuilding urban collector and arterial streets, the city ordinance calls for the addition of 5-foot sidewalks on both sides of the street. Any missing segments shall be brought into compliance with current codes. At the time of reconstruction, sidewalks shall be built on at least one side of all other roadways. If there is already an existing off-road pedestrian facility (such as a shared use path), consideration may be given to foregoing the sidewalk on one side of the roadway. The minimum width of sidewalks adjacent to residential properties is 5-feet and 6-feet for commercial or industrial properties. Properties will be assessed for the full cost of installation (City Code Section 19.4). All construction is supervised by the city engineer and must meet the city engineer's standards (City Code Section 640).

Sidewalk maintenance is the responsibility of the owner or occupant of the property abutting the sidewalk. Snow and ice removal must occur within 24 hours of the snow or ice event. If the persons responsible do not comply, the city may assess the costs of removal (City Code Section 680). No one shall leave obstructions that would prevent the use of sidewalks or crossings (City Code Section 600). The city may provide notice to property owners that defective sidewalks must be repaired at the owner's expense. If the owner does not comply, the city may make repairs and assess the owner for costs (City Code Section 650).

The city ordinances place restrictions on the use of sidewalks within the Saint Cloud CBD. Sidewalk usage in the CBD is limited to pedestrians. Bicycles are not allowed, nor are skates or skateboards (City Ordinance 635).

In addition, city ordinances do not allow vehicle parking on a sidewalk or within 20 feet of a crosswalk (City Ordinance 700).

### SYSTEM USAGE

Understanding bicycling and walking behavior on the active transportation network within the City of Saint Cloud can help in a couple of ways. The purpose of collecting system usage data is to measure the change in usage over time, prioritize the investment of new and existing infrastructure, and assist in planning and designing future facilities. It is essential to know how well current facilities address the user's needs.

#### **BICYCLE AND PEDESTRIAN COUNTS**

APO staff regularly place a MnDOT-owned portable bicycle and pedestrian counter along shared use path locations throughout the MPA, including several locations within the City of



Saint Cloud. In addition, counts are taken at a location on the Beaver Island Trail where MnDOT has placed a permanent counter.

### **Portable Counting Program**

The MnDOT counter uses two different types of counters simultaneously. The Pneumatic TUBE counter uses two sets of tubes placed perpendicular to traffic. When a cyclist passes over the tubes, this counter can record that cyclist and determine which direction that person was heading. Meanwhile, the PYRO-Box utilizes infrared technology to measure people's body heat who pass in front of its sensor. This counter, much like the TUBE counter, can identify travel directions. While the PYRO-Box can detect bicyclists and pedestrians, it cannot definitively distinguish between the two. When used in conjunction with the TUBE counter, APO staff can calculate pedestrian traffic from the PYRO-Box by subtracting the bicyclists from the total count.

The APO regularly deploys the counter at six counting locations throughout the city:

- 1. The pedestrian bridge over MN 15 at Apollo High School.
- 2. The Greenway Trail by North Junior High School.
- 3. The Mississippi River Walk behind the River's Edge Convention Center.
- 4. Beaver Island Trail #1 (south of SCSU).
- 5. Beaver Island Trail #2 (behind Toppan Merrill).
- 6. CSAH 75/Roosevelt Road trail (near Oak Ridge Lane).

After the completion of the 33<sup>rd</sup> Street S facility, APO staff plan on adding this location to the Saint Cloud active transportation count program.

Location	Dates Counted (2019)	*Weekday Total	*Weekday Average	*Weekend Total	*Weekend Average
Apollo Ped Bridge	07/01 - 07/07	338	68	157	79
<b>Greenway Trail</b>	06/24 - 06/30	365	73	120	60
Mississippi River Walk	05/27 - 06/02	706	141	300	150
Beaver Island Trail #1	09/03 - 09/09	940	188	371	186
Beaver Island Trail #2	06/10 - 06/16	657	131	196	98
CSAH 75/ Roosevelt Rd	08/27 - 09/02	481	96	144	72

FIGURE E.25 - 2019 PEDESTRIAN COUNTS FROM THE SAINT CLOUD LOCATIONS.

<sup>\*</sup>Due to inaccuracies with the portable TUBE counter data, apo staff were only able to calculate pedestrian usage.



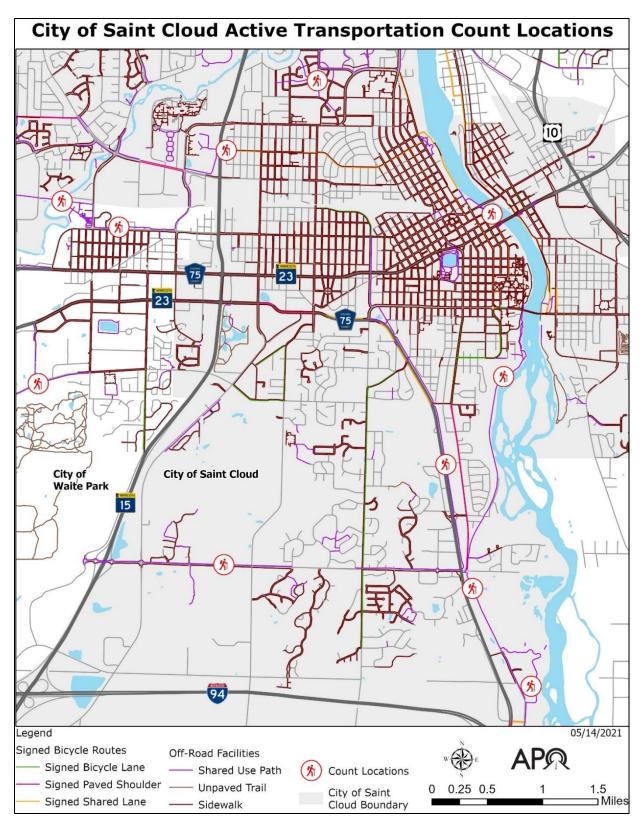


FIGURE E.26 – LOCATIONS WHERE THE APO REGULARLY DEPLOYS AUTOMATIC BICYCLE/PEDESTRIAN COUNTERS.

Of note,  $33^{\mbox{\tiny RD}}$  Street S was not added to the APO's counting program until 2021.



With these portable counters, APO staff monitors the daily usage of shared use paths for one-week intervals at these specific locations. However, the portable counters are owned by MnDOT. As a result, various agencies and jurisdictions can (and have) utilized the counters throughout the year, impacting the consistency in obtaining data. As a result, one of the six locations were not counted in 2020.

Location	Dates Counted (2020)	Weekday Average Bike	Weekday Average Pedestrian	Weekend Average Bike	Weekend Average Pedestrian
Greenway Trail	06/02 - 06/08	3	108	3	74
Mississippi River Walk*	07/29 - 08/10	N/A	172	N/A	157
Beaver Island Trail #1	06/09 - 06/15	8	413	20	575
Beaver Island Trail #2	07/22 - 07/28	N/A	199	N/A	152
CSAH 75/Roosevelt Road	07/08 - 07/14	14	85	28	103

FIGURE E.27: 2020 BICYCLE AND PEDESTRIAN COUNTS FROM THE SAINT CLOUD LOCATIONS.

\*THE MISSISSIPPI RIVER WALK HAD THE COUNTER DEPLOYED FOR LONGER THAN ONE WEEK. ON DAYS THAT WERE COUNTED TWICE, APO STAFF CALCULATED A DAILY AVERAGE.

The Beaver Island Trail #1 location is one of a handful of sites throughout the MPA that has counts done seasonally – winter, spring, summer, and fall. Due to weather conditions, these seasonal counts are done using only the PYRO-Box counter. This counting program is relatively new (beginning in 2020), so limited data is available.

Figure E.28 shows counts at the Beaver Island Trail #1 taken at different times of the year. It is evident that usage of the facility varies depending on the seasons.



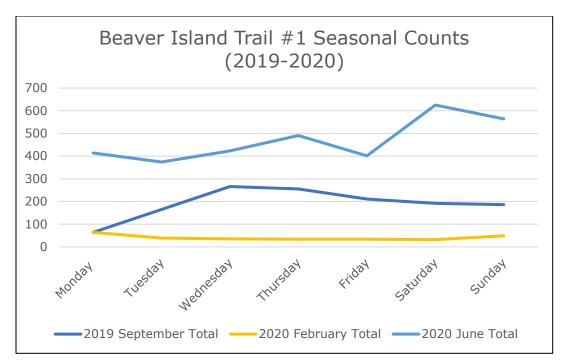


FIGURE E.28 - BEAVER ISLAND TRAIL #1 SEASONAL COUNT DATA BY DAY OF WEEK AND TIME OF YEAR.

Beaver Island Trail Permanent Counter

In 2016 MnDOT installed two permanent counters on the Beaver Island Trail south of SCSU.

The ReCycled Post Counter – much like the PYRO-Box counter – utilizes infrared technology to measure the body heat of people who pass in front of its sensors.

The ZELT Range – like the TUBE counters – is designed to measure the number of bicyclists. However, this style of counter is incorporated into the pavement in a diamond zig-zag pattern.

Since these counters have been in place since 2016, they provide the best available data set to track active transportation trends within the Saint Cloud MPA.

Due to weather conditions and other factors, count data will fluctuate by time of day and time of year. Averaging monthly day of week counts from four years of data provides a reasonable indication of how the Beaver Island Trail is utilized.



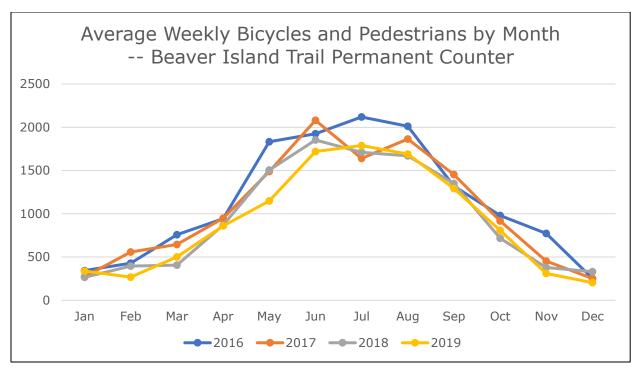


FIGURE E.29 – AVERAGE WEEKLY BICYCLES AND PEDESTRIANS BY MONTH AT THE BEAVER ISLAND TRAIL PERMANENT COUNT STATION.

As expected, a pronounced seasonal variation is consistently shown from year to year. Usage is relatively low in the winter months. It increases steadily as the weather improves in the spring, with peak usage in the summer from June through August. Average daily counts drop off in the cooler months of September and October.

Figure E.30 shows annual average counts by day of the week for bicycles and pedestrians. Adding the average daily counts shown below together results in a weekly average count of about 1,000. However, as Figure E.29 states, actual counts on the Beaver Island Trail can be double that number in the summer months, and in the winter months, they can be half that number or less.



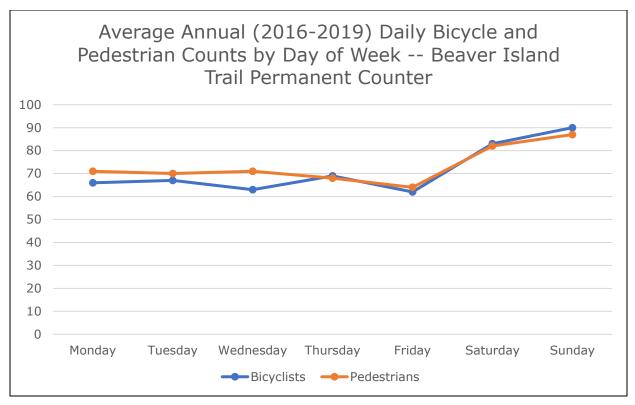


FIGURE E.30 – AVERAGE (2016-2019) DAILY BICYCLE AND PEDESTRIAN COUNT BY DAY OF THE WEEK AT THE BEAVER ISLAND TRAIL PERMANENT COUNTING STATION.

#### **DESTINATIONS**

Common destinations for active transportation users include schools, food assets, large employers, and parks. Food assets are grocery stores/supermarkets, specialty food stores, meat markets, convenience stores, and non-profit community food services. Employers listed have 100 or more full- and/or part-time employees. A closer look at these destinations are shown in Figures E.33 through E.38.

### **Schools**

Schools and colleges within Saint Cloud are among the City's largest employers. Chief among the city's centers for higher learning is SCSU and Saint Cloud Technical and Community College (SCTCC). Saint Cloud District #742 operates nine public schools within the city limits. These schools, listed in Figure E.31, are scattered throughout the city.



Name	Address	Grades Served	Approximate Number of Students Served
Apollo High School	1000 44 <sup>th</sup> Ave N	9-12	1,441
Lincoln Elementary	336 5 <sup>th</sup> Ave SE	3-5	449
Madison Elementary	2805 9 <sup>th</sup> St N	PK-5	710
North Junior High	1212 29 <sup>th</sup> Ave N	6-8	904
Oak Hill Community School	2600 County Rd 136	PK-5	838
South Junior High	1120 15 <sup>th</sup> Ave S	6-8	1,072
Talahi Community School	1321 University Dr SE	PK-2	554
Tech High School	4200 33 <sup>rd</sup> St S	9-12	1,651
Westwood Elementary	5800 Ridgewood Rd	PK-5	415

FIGURE E.31 – THE NINE SAINT CLOUD SCHOOL DISTRICT PUBLIC SCHOOLS LOCATED WITHIN THE CITY OF SAINT CLOUD.

Each of the schools and colleges within Saint Cloud has some degree of access to active transportation facilities and is served by Metro Bus. A mix of sidewalks and shared use paths has expanded over time to improve access and safety for students who bike or walk to each school, though gaps remain in some areas. Safe Routes to School plans have been prepared or are in the process of being developed for many District 742 schools to address areas of need.

### **Food Assets**

Grocery stores and other food destinations are found throughout Saint Cloud, though primarily found in the downtown CBD and along the city's primary commercial corridors – Division Street, Second Street S, and US 10. Because these corridors carry a high volume of vehicular traffic, access to these destinations can be difficult for active transportation users to reach.

While many food assets in Saint Cloud are typically along some active transportation facility – either a sidewalk, shared use path, or transit stop – people who walk or cycle often need to cross roadways with many fast-moving cars to get to these destinations.



# **Large Employers**

Saint Cloud is home to many of the region's largest employers. Among the highest employers are the health care networks of CentraCare and the Saint Cloud Veteran's Administration (VA) Center. The State of Minnesota, which includes SCSU, SCTCC, the Department of Corrections, and other regional services, is a major employer.

As with food assets, large employers are often situated along high-volume vehicular routes that are often a barrier to access for many active transportation users. The Mississippi River and the BNSF Railroad can present barriers to employment centers and other destinations as well.

Most large employers in Saint Cloud are located on or near Metro Bus fixed routes through access to sidewalks, and shared use paths vary.

#### **Parks**

The City of Saint Cloud has over 95 parks of varying size and function within the city limits. This includes 11 regional and seven semi-regional parks. As noted in the Comprehensive Plan, the city intends to provide park access within a half-mile of all homes. The city seeks to meet this need by providing an extensive network of shared use paths and on-road bicycle facilities that are well-connected to parks and greenways.

The larger parks within Saint Cloud are generally served with sidewalks or shared use paths. Residential areas near the City's core are more likely to have active transportation facilities to access the city's parks. It should be noted that many of Saint Cloud's smaller neighborhood parks, especially in outlying areas, have limited or no sidewalk access.



FIGURE E.32 – CLEMENS/MUNSINGER GARDENS IN SAINT CLOUD.



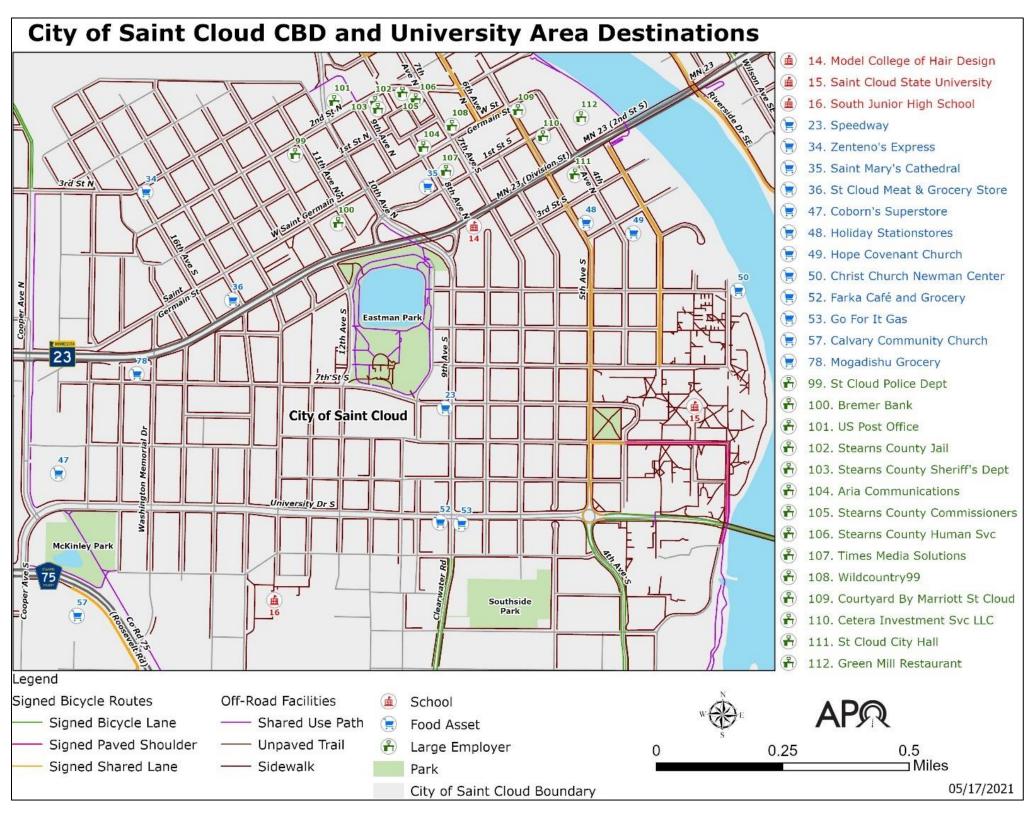


FIGURE E.33 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN THE CBD AND SCSU AREA.



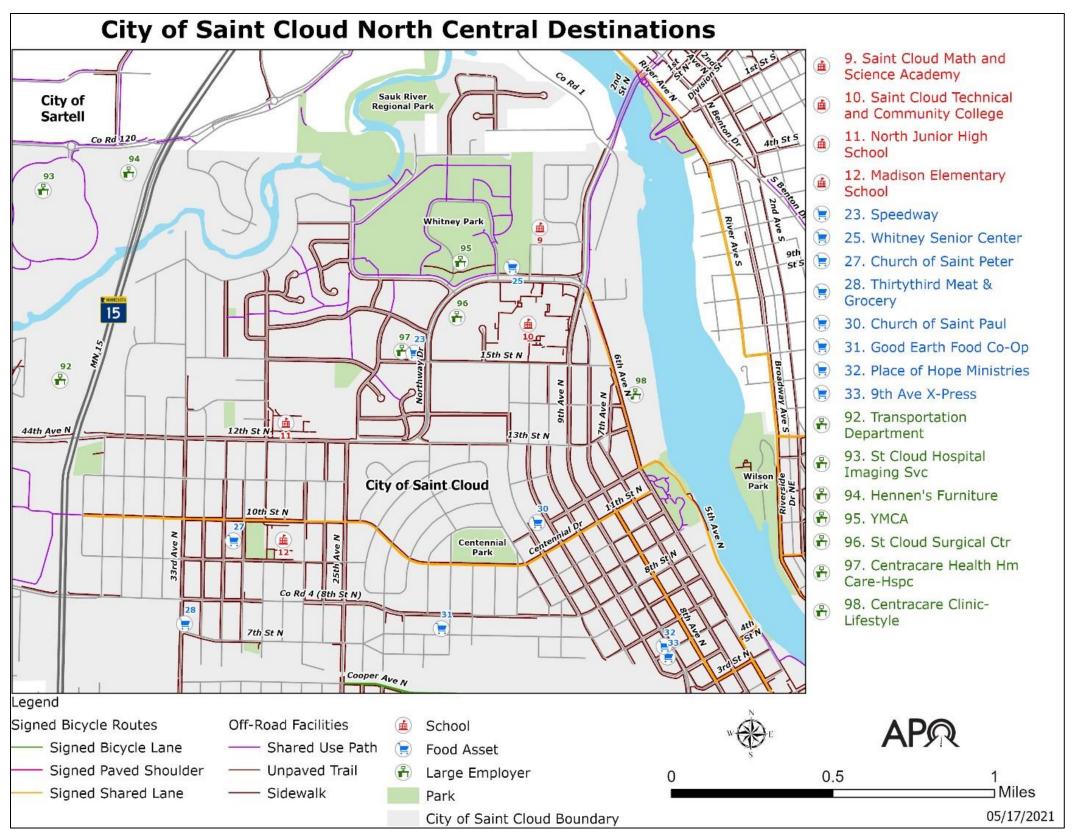


FIGURE E.34 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN THE NORTH CENTRAL AREA OF SAINT CLOUD.



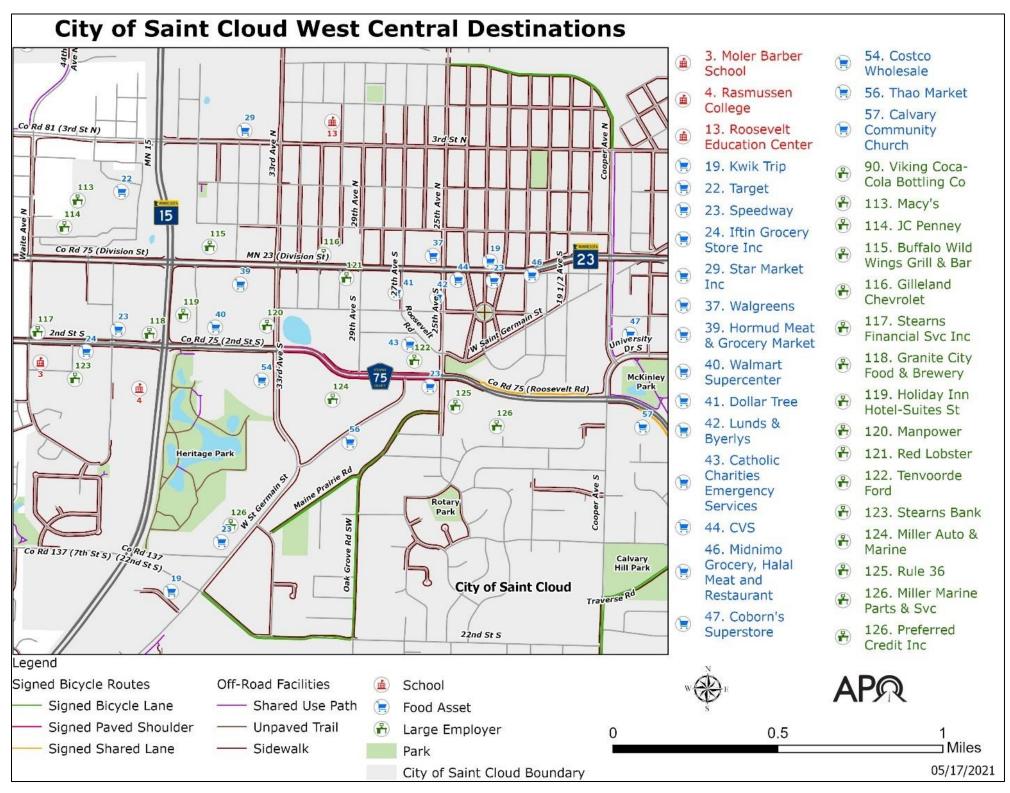


FIGURE E.35 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN THE WEST CENTRAL AREA OF SAINT CLOUD.



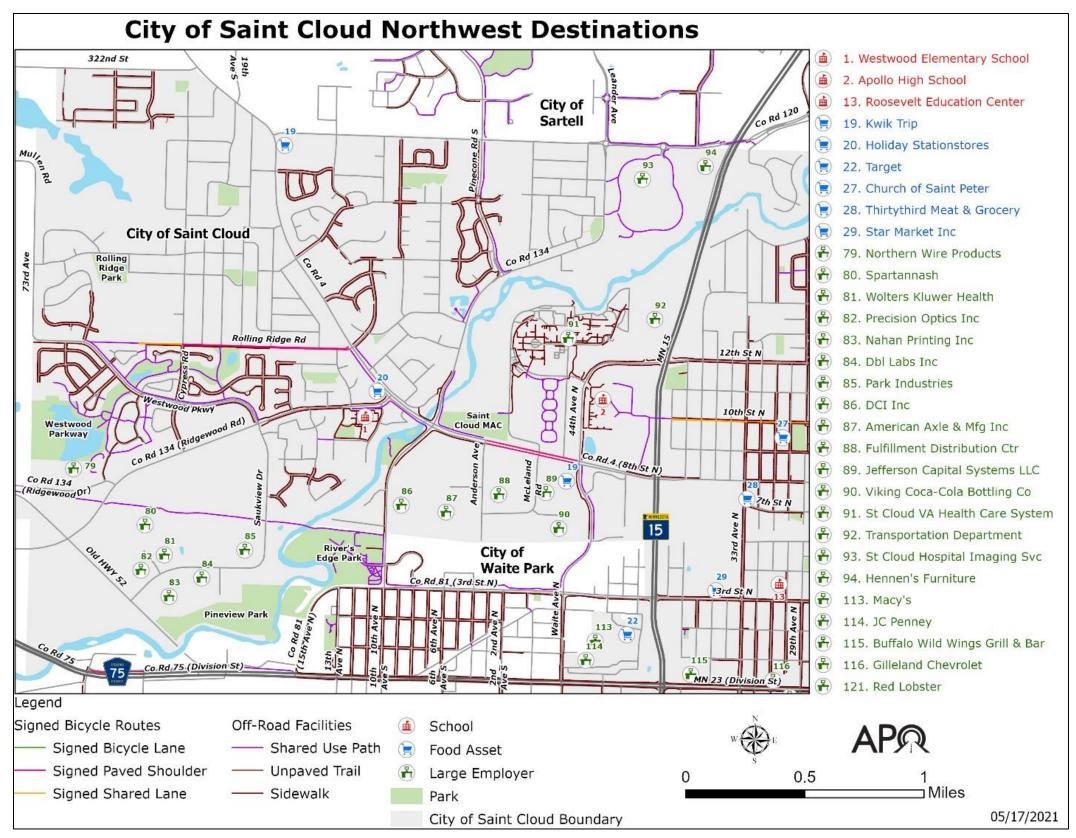


FIGURE E.36 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN THE NORTHWEST AREA OF SAINT CLOUD.



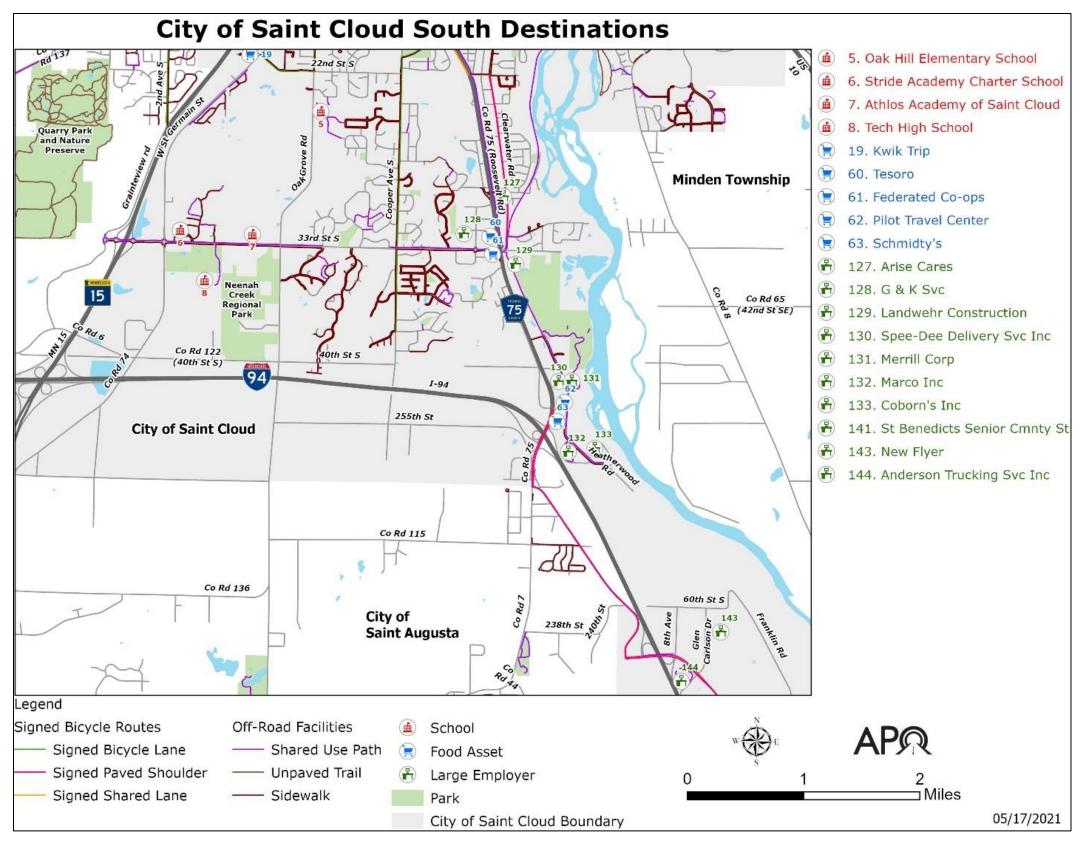


FIGURE E.37 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN SOUTH SAINT CLOUD.



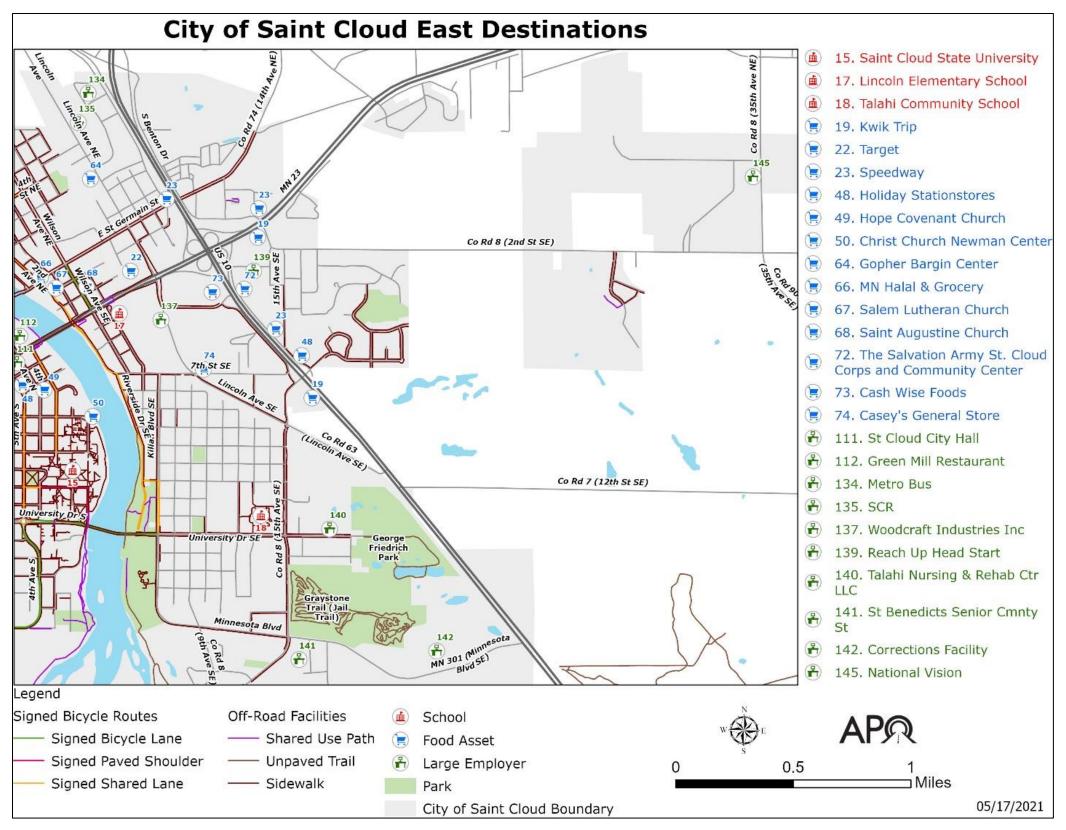


FIGURE E.38 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN EAST SAINT CLOUD.



# **SAFETY**

According to the Minnesota Department of Public Safety (DPS), fatalities, serious injuries, and minor injuries involving bicyclists and pedestrians rose within the Saint Cloud MPA through 2019.

Within the City of Saint Cloud, DPS crash data shows 460 total crashes involving active transportation users and vehicles occurred in the 10 years between 2010 and 2019. Twelve of these crashes resulted in a pedestrian fatality – primarily located in the downtown and east side areas of the city.

City of Saint Cloud staff examined crashes within the city between 2010 and 2019 including those involving bicyclists and pedestrians. This review noted a high incidence of crashes on MN 23, US 10, Saint Germain Street, and Fifth Avenue, all corridors with high levels of active transportation users. The report identified possible deficiencies where these crashes occurred: limited visibility, poor lighting, crossings not within the proper signal interval, and inadequate walk and clearance times. The report concludes that crashes will tend to increase as traffic volumes increase.

Crash locations for the six subareas are indicated in Figures E.39 through E.44.

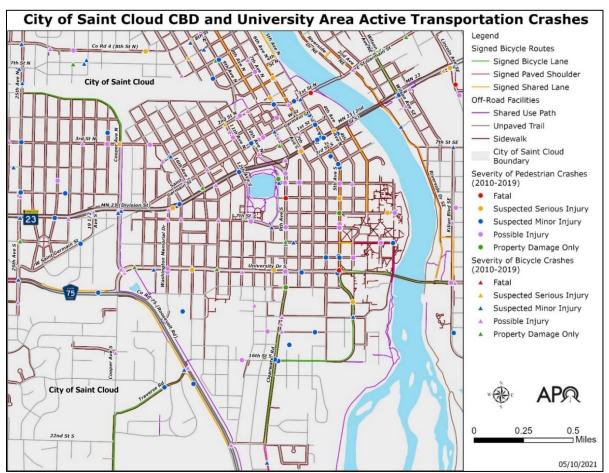


FIGURE E.39 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN THE CBD AND SCSU AREA OF SAINT CLOUD.



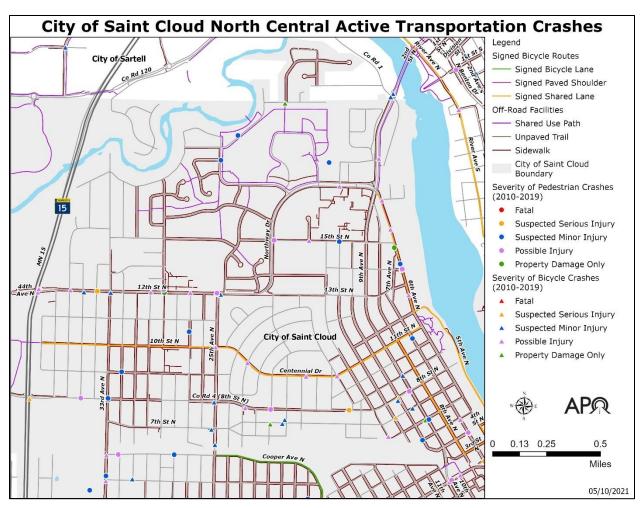


FIGURE E.40 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN THE NORTH CENTRAL AREA OF THE CITY OF SAINT CLOUD.



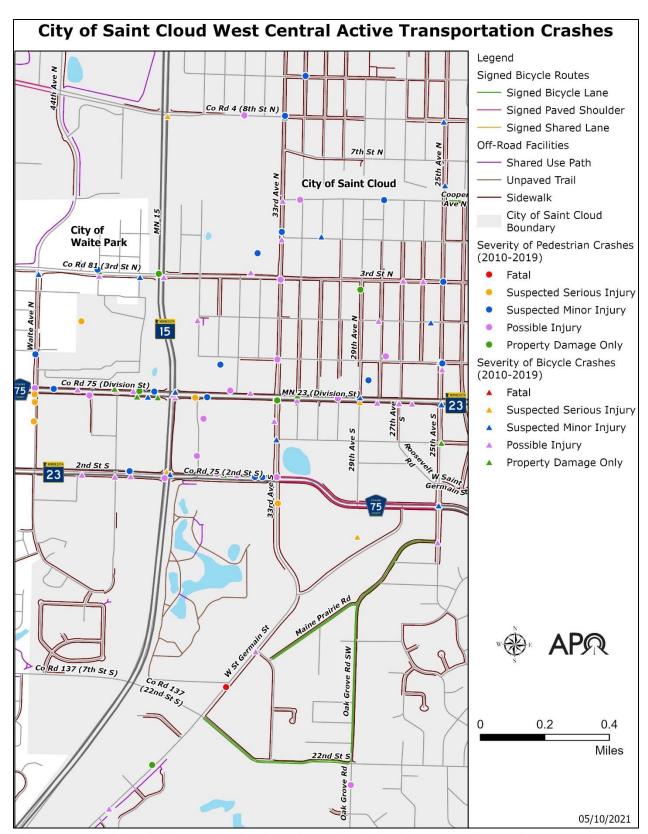


FIGURE E.41 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN THE WEST CENTRAL AREA OF THE CITY OF SAINT CLOUD.



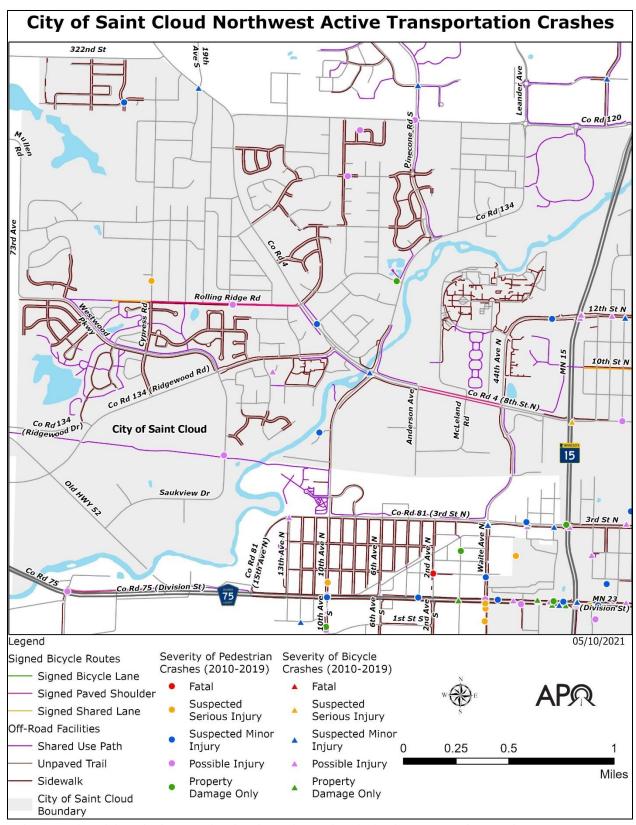


FIGURE E.42 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN THE NORTHWEST AREA OF THE CITY OF SAINT CLOUD.



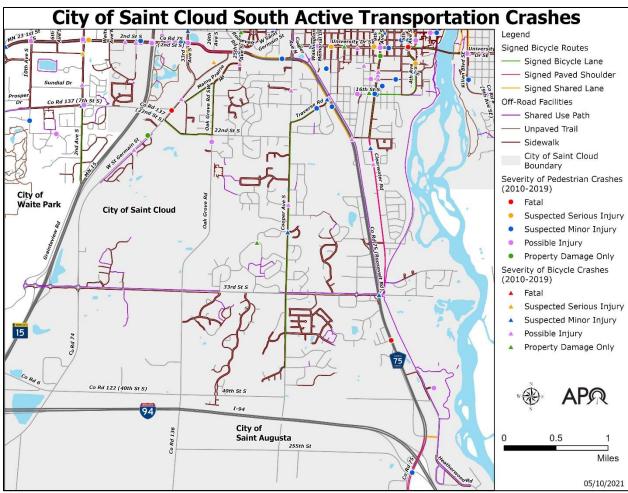


FIGURE E.43 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN SOUTH SAINT CLOUD.



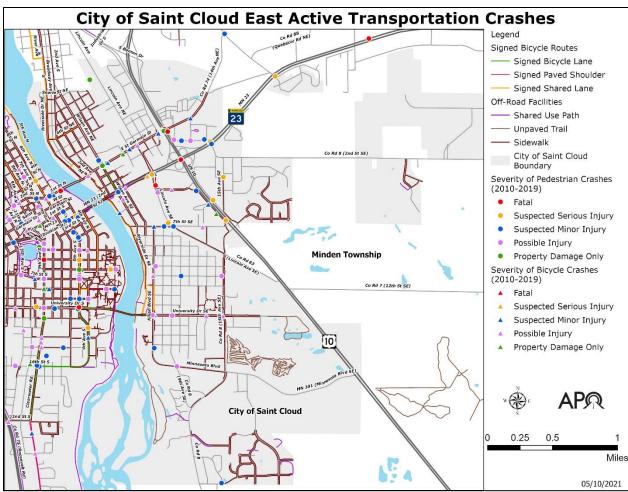


FIGURE E.44 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN EAST SAINT CLOUD.

# PROGRAMMED AND PLANNED IMPROVEMENTS

The City of Saint Cloud maintains a Capital Improvement Program (CIP), which identifies short-term projects and long-range concepts designed to improve active transportation facilities. The CIP also indicates anticipated future revenues that may be available to implement such projects.

Following its policy on Complete Streets and consistent with the City's Americans with Disabilities (ADA) Transition Plan, Saint Cloud has proactively identified and addressed issues and concerns for those who use the active transportation network.



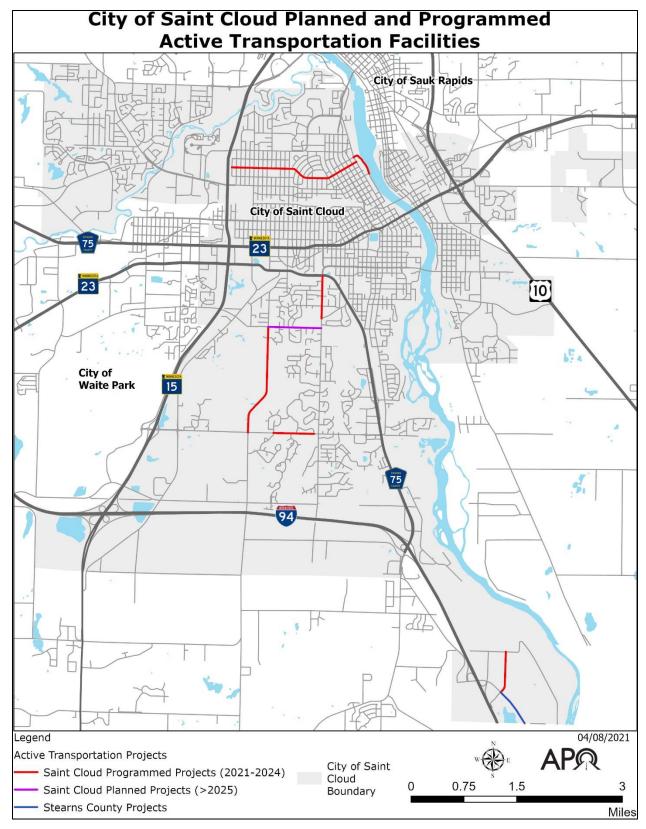


FIGURE E.45 – PLANNED AND PROGRAMMED ACTIVE TRANSPORTATION PROJECTS FOR THE CITY OF SAINT CLOUD.



The City of Saint Cloud has programmed funding to complete the following projects:

- Construct a new shared use path to follow Fifth Avenue N along the Mississippi River to connect the Beaver Island Trail.
- Reconstruct 33<sup>rd</sup> Street S from 26<sup>th</sup> Avenue S to Cooper Avenue S with a sidewalk on the south side and a paved shared use path on the north side.
- Reconstruct County Road 136 (Oak Grove Road) from 22<sup>nd</sup> Street S to 33<sup>rd</sup> Street S with the addition of bike lanes.
- Reconstruct Cooper Avenue S from CSAH 75 to Traverse Road to include new bicycle lanes and sidewalks.
- Construct the Beaver Island Trail connection from the existing trail at Saint Cloud's Wastewater Treatment Facility to the city's southern border.
- Extend the Lake Wobegon Trail with bicycle lanes along the 10<sup>th</sup> Street N/Centennial Drive/11<sup>th</sup> Street N corridor.

In addition to the projects above led by the city, MnDOT has programmed funding to reconstruct the MN 23 and US 10 interchange to include multimodal access improvements.

Longer-term (though currently unfunded) goals for the City's active transportation network include completing the remaining network gap along 22<sup>nd</sup> Street S with the planned connection from Oak Grove Road to Cooper Avenue.

Figure E.45 shows the locations for the City's programmed and planned projects.

# **ACTIVE TRANSPORTATION NEEDS ASSESSMENT**

APO staff performed a citywide analysis of facility and other needs for active transportation users to supplement and inform current city planning efforts. The intent of this assessment, conducted in coordination with City staff and representatives, was to identify active transportation needs within the city and assist in prioritizing those needs in the event funding becomes available.

### GOALS AND OBJECTIVES FOR ACTIVE TRANSPORTATION

The regional goals and objectives for active transportation as adopted by the APO provide a starting point for the Saint Cloud needs assessment.

Those goals were:

- 1. Improve bicycle and pedestrian safety and comfort.
- 2. Improve active transportation connections to desired destinations.
- 3. Improve the condition of active transportation infrastructure.
- 4. Provide equitable access to active transportation facilities for all people of all abilities.
- 5. Promote an interconnected regional active transportation network.

The evaluation factors were equally applied for assessing needs within each city and across the MPA. The goals, objectives, and factors used to evaluate services and needs relative to each objective are detailed in Chapter 4. Performance ratings from the evaluation of factors for Saint Cloud are shown in Figure E.46.



Saint Cloud			2019
Number of Non-Motorized Fatalities and Suspected Serious Injuries Five Year Rolling Average			4.2
Percentage miles of arterials & collectors that have a sidewalk or shared use path (SUP) on at least one side			52.9%
Percent of destinations that fall within distance categories	Schools	0 Ft (Asset Served by AT Facility)	83.3%
		1-310 ft (One block or less)	5.6%
		311-930 ft (Two to three blocks)	11.1%
		> 931 ft (Four or more blocks)	0.0%
	Food Assets	0 Ft (Asset Served by AT Facility)	78.3%
		1-310 ft (One block or less)	6.7%
		311-930 ft (Two to three blocks)	6.7%
		> 931 ft (Four or more blocks)	8.3%
	Large Employers	0 Ft (Asset Served by AT Facility)	58.8%
		1-310 ft (One block or less)	8.8%
		311-930 ft (Two to three blocks)	10.3%
		> 931 ft (Four or more blocks)	22.1%
	Parks	0 Ft (Asset Served by AT Facility)	64.8%
		1-310 ft (One block or less)	7.4%
		311-930 ft (Two to three blocks)	13.0%
		> 931 ft (Four or more blocks)	14.8%
	Transit Stops	0 Ft (Asset Served by AT Facility)	64.3%
		1-310 ft (One block or less)	19.2%
		311-930 ft (Two to three blocks)	9.3%
		> 931 ft (Four or more blocks)	7.2%
Percent of street crossings that do not meet full ADA standards			58.6%



Saint Cloud	2019
Miles of Active Transportation facilities per 1,000 residents in EJ/Title VI Sensitive Areas in comparison to non-sensitive areas	12.3:2.5
Percent mileage of Regional Priority bicycle facilities that do NOT exist	44.7%
Percent of on-road bicycle facilities with poor pavement	1.9%
Percent of SUP with rough/very rough pavement	27.9%

FIGURE E.46 - SAINT CLOUD PERFORMANCE REPORT CARD (2019).

#### **NEEDS ASSESSMENT METHODOLOGY**

From the goals and objectives framework, APO staff, in coordination with Saint Cloud city staff and community volunteers, developed the following methodology to address critical gaps in the current active transportation system. It should be noted that while this process does not account for every gap or need in the network, it does focus on addressing gaps utilizing existing data as it relates to the region's active transportation goals and objectives.

The APO's active transportation needs assessment methodology was broken into three phases. Beginning with an in-depth analysis of transportation networks, APO staff identified issues and needs within individual communities across the region. This cursory review led to a more detailed analysis of active transportation needs for focus areas identified within each city and ultimately the identification of jurisdictional-level project recommendations – Phase 2. In the final phase, local and regional needs identified in the previous phases were prioritized according to the degree goals and objectives would be addressed.

# Phase 1: Evaluating Needs for the City of Saint Cloud

In order to begin this evaluation, APO staff reviewed needs and service area gaps relative to the factors listed under goals 1-4. APO staff compiled a series of maps and data that detailed the city's existing active transportation conditions. Utilizing the objectives and applying factors (as identified in Chapter 4), staff began to dive into the existing conditions data to look for network gaps or areas of concern (i.e., high crash locations, locations of under-designed on-road/off-road facilities).

Figures E.47 through E.49 summarize the findings for the north, south, and east areas of Saint Cloud.

Considered along with the factors were the comments from the APO's initial public input along with comments from city staff. Areas where multiple issues were revealed when the factors were applied became the focus of further review and analysis.



#### Analysis of Areas of Need - North Saint Cloud 2 Underserved Demographic A No Adjacent PIB Facilities 1 High humber of Fatalities 3 Under Design Guidelines 2 High Humber of Injuries 1 Access to Destinations 2 Access to Transit Her 1 On Road Conditions Connectivity Factors 2 Of Road Conditions Equity Factors **Potential Treatments Issues** ligh volume minor arterial, concentration of Pedestrian and bicycle crossing improvements, facility crashes, below standards (speed, volume, X 5th Avenue North X X X X X destinations (employers, food assets), poor sidewal design options, add facilities, traffic calming. pavements, vulnerable populations. High usage collector, concentration of crashes, below standards (speed, volume), destinations Pedestrian and bicycle crossing improvements, facility 5th Avenue South X X X X X X X (SCSU, food assets), poor bike lane pavements, design options, add facilities, traffic calming. vulnerable populations. High volume collector, concentration of crashes, Pedestrian and bicycle crossing improvements, facility **University Drive** X X X X X underdesigned for traffic volume, destinations design options, add facilities, traffic calming. (SCSU, food assets), vulnerable populations. Minor arterial, concentration of crashes, fatalities, Pedestrian and bicycle crossing improvements, facility X 9th Avenue South X X X X destinations (park, food assets), vulnerable design options, add facilities, traffic calming. populations. Principal arterial, concentration of crashes, crossing East Division (Cooper Pedestrian and bicycle crossing improvements, facility X X X X X safety concerns, destinations (employers, food Ave to 5th Ave N) design options, add facilities, traffic calming. assets), vulnerable populations. Minor arterial, concentration of crashes, crossing 2nd Street N/1st Street Pedestrian and bicycle crossing improvements, facility X X safety concerns, destinations (employers, food Х Х X design options, add facilities, traffic calming. assets), vulnerable populations. Principal arterial, concentration of crashes, crossing MN 15 (3rd St N to 2nd Pedestrian and bicycle crossing improvements, facility X X X X X safety concerns, destinations (employers, food design options, add facilities. St S) assets), vulnerable populations. Principal arterial, concentration of crashes, crossing Pedestrian and bicycle crossing improvements, facility 2nd Street South/CR 75 safety concerns, below design standards (speed, X X X design, add facilities, bring intersections to ADA (Waite Ave to Cooper) volume, shoulders), destinations (employers, food standards. assets), vulnerable populations. Principal arterial, concentration of crashes, crossing West Division (Waite Pedestrian and bicycle crossing improvements, facility X X X X X safety concerns, destinations (employers, food design options, add facilities, traffic calming. Ave to Cooper) assets), vulnerable populations. 12th Street N/ Minor arterial, concentration of crashes, destinations Pedestrian and bicycle crossing improvements, facility X X **Northway Drive** (schools, park, employers), vulnerable populations. design options, add facilities, traffic calming. Major collector, concentration of crashes, Pedestrian and bicycle crossing improvements, facilit 6th Ave N X X X X destinations (schools, park, employers), vulnerable design options, add facilities, traffic calming. Major collector, lacks facilities, destinations Pedestrian and bicycle crossing improvements, facility X CR 134/Ridgewood Rd X X industrial park), vulnerable populations. design options, add facilities, traffic calming. Minor arterial, underdesigned for volume, lacks Pedestrian and bicycle crossing improvements, Veterans Dr (CR 4) X X X X facilities, destinations (food assets, industrial park) upgrade facility design, add facilities, bring intersections to ADA standards. ulnerable populations.

FIGURE E.47 - NORTH SAINT CLOUD NEEDS ANALYSIS.



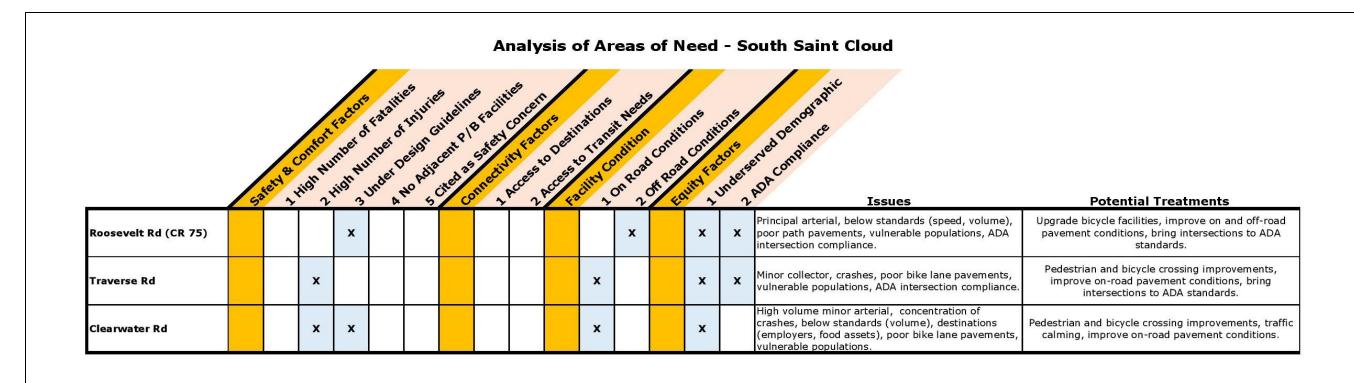


FIGURE E.48 - SOUTH SAINT CLOUD NEEDS ANALYSIS.



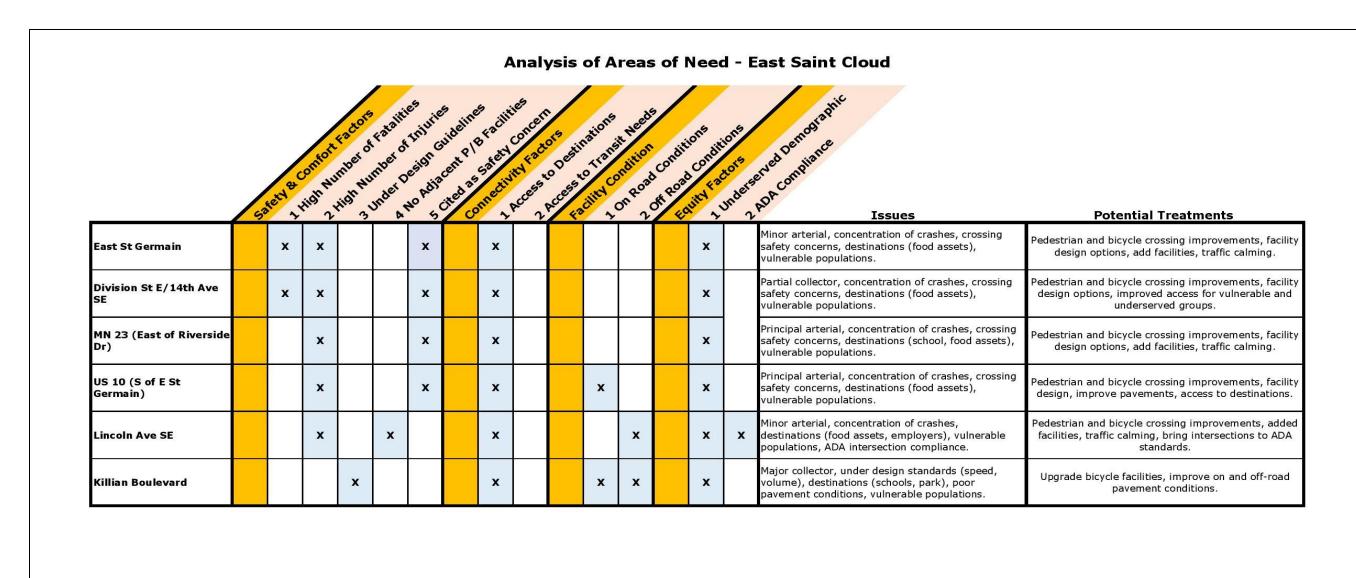


FIGURE E.49 -EAST SAINT CLOUD NEEDS ANALYSIS.



# **Phase 2: Analysis of Saint Cloud Focus Areas**

From the process described for the review of needs and gaps for the City of Saint Cloud, the following areas have been identified as priority areas for improvements.

- West Division area.
- Second Street S area.
- University Drive area.
- East Division Street area.
- US 10/Lincoln Avenue area.

These focus areas have similar characteristics in common. All include high volume minor arterials or collectors, which active transportation users often cross. As a result, each of these four areas are high crash locations for bicyclists and pedestrians. In addition, each of these areas have several destinations of interest for active transportation users.

Being able to assure that pedestrians and bicyclists can safely cross roadways like CSAH 75, MN 23, MN 15, and US 10 (all with heavy vehicle traffic) have been identified in the City's plans and regional transportation studies as an ongoing challenge. Given the growing vehicle traffic in Saint Cloud, these safety issues have increased significantly. The history of crashes with the potential for more dangerous conflicts between vehicle traffic and active transportation users, coupled with the need to improve access, led to identifying these focus areas.

Each of these areas has many destinations active transportation users seek. While there may be connecting facilities within these areas to reach these destinations, people's ability to safely cross main thoroughfares within these focus areas has been an ongoing concern.

APO staff working in conjunction with city staff for each focus area further analyzed needs and issues and worked to identify possible solutions.

#### West Division Area

The West Division focus area includes the length of Division Street from 41<sup>st</sup> Avenue S to Cooper Avenue S, as shown in Figure E.50. In the City's Comprehensive Plan, this area is identified as a retail and employment hub and a gateway into Saint Cloud that transitions toward the Downtown Area.

West Division Street has been identified as a focus area due to its high level of activity from all transportation modes, the number of crashes involving pedestrians or bicyclists, crossing safety concerns, and the presence of several destinations.

#### **NEEDS AND ISSUES**

Division Street is the primary east/west transportation corridor for the Saint Cloud region. The high level of traffic congestion on roadway has often been cited in local and regional plans as a significant issue. This area of Saint Cloud, which includes Crossroads and other large retail centers, is also a primarily commercial area for the city and a regional attraction.



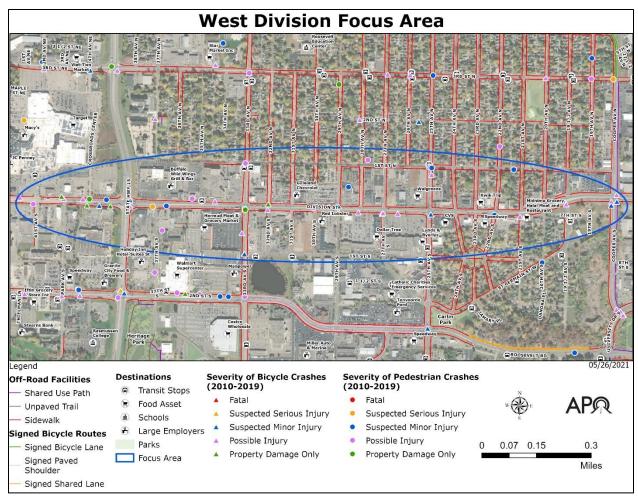


FIGURE E.50 - WEST DIVISION STREET FOCUS AREA IN SAINT CLOUD.

The average daily traffic on this section of Division Street ranges from 14,250 to 17,000 vehicles. The posted speed is 35 mph. The volume of vehicle turning movements at full access intersections is very high. The high traffic volume and the large number of active transportation users crossing Division Street to reach their destinations contribute to the high incidence of crashes.

Within the area along the West Division Street corridor shown in Figure E.50, there have been over 30 crashes reported involving pedestrians and bicyclists between 2010 and 2019. Many of these crashes occurred at signalized intersections, with multiple crashes at Cooper Avenue, 33<sup>rd</sup> Avenue, and MN 15. In addition, several crashes recorded were in mid-block areas of Division Street.

The City's Comprehensive Plan states Division Street is a prime mobility corridor. As such, priority must continue to be given to vehicle movements while safely accommodating other users. Along both sides of Division Street, there are sidewalks with signal-controlled intersections and crosswalks for active transportation users at regularly spaced intervals. The City's plan recommended eliminating many driveways or parking curb cuts along the corridor to reduce conflict points that may result in safety issues.

Long distances for pedestrians to cross Division were identified in the Comprehensive Plan as problematic for safe crossings. Extending medians, providing pedestrian refuge areas and



bump-outs to shorten crossing distances, and controlling vehicle speeds are recommendations from the Comprehensive Plan to improve crossing safety on west Division.

The APO's MN 15 corridor study also reviewed the performance of Division Street intersections within the area between 33<sup>rd</sup> Avenue and Waite Avenue in Waite Park relative to the comfort of pedestrians and bicyclists. While pedestrian volumes that cross at the intersection of Highway 15 and Division are minimal, the volume of vehicle traffic presents a significant safety issue for those who choose to do so. The MN 15 study notes that marked crosswalks used with other safety strategies such as refuge islands, curb extensions, and appropriate signage will improve pedestrian safety along Division Street.

While the Comprehensive Plan identifies the need to accommodate all modes, no signed bicycle routes are within the West Division area of focus. The City's plan does include a concept for a future bicycle route that would follow 33<sup>rd</sup> Avenue and cross Division Street.

#### **RECOMMENDATIONS**

This plan reiterates many of the recommendations from the Comprehensive Plan to make crossing Division Street safer. Recommended improvements are as follows:

- At the signalized intersections on Division Street, consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time.
- Consider adding curb extensions (bump-outs) at intersections on Division Street to reduce the crossing distance for pedestrians.
- Consider fencing or barriers along Division Street to discourage mid-block crossings.
- Add a north/south bicycle facility connection to cross Division Street at 25<sup>th</sup> Avenue or 33<sup>rd</sup> Avenue.

### Second Street S Area

The Second Street S focus area encompasses the roadway from Thielman Lane (abutting the City of Waite Park) to just east of 25<sup>th</sup> Avenue S. This focus area – as illustrated in Figure E.51 – includes several retail and office parks and serves as a significant retail and employment corridor for the City of Saint Cloud.

Crossing concerns, the presence of many destinations, facility designs below MnDOT guidelines, and the number of crashes involving pedestrians or bicyclists elevated this corridor to be a focus area.

#### **NEEDS AND ISSUES**

The 2020 MN 15 corridor study identified the intersections of Second Street S and both MN 15 and 33<sup>rd</sup> Avenue as hot spots for crashes. High traffic volumes and speeds from MN 15 along the Second Street S corridor often create conflicts that contribute to crashes – including those involving active transportation users.

The average daily traffic on Second Street S east of MN 15 ranges from 10,900 to 12,500. West of MN 15, traffic volumes increase to an average of 15,000 vehicles per day. The posted speed on Second Street S is 40 mph. In addition to the traffic volumes and speeds, this stretch of roadway experiences a high volume of turning movements at the intersections of MN 15, 33<sup>rd</sup> Avenue S, and 25<sup>th</sup> Avenue S. Vehicle traffic levels and desires of active transportation users to reach their destinations are likely factors in the high incidence of crashes.



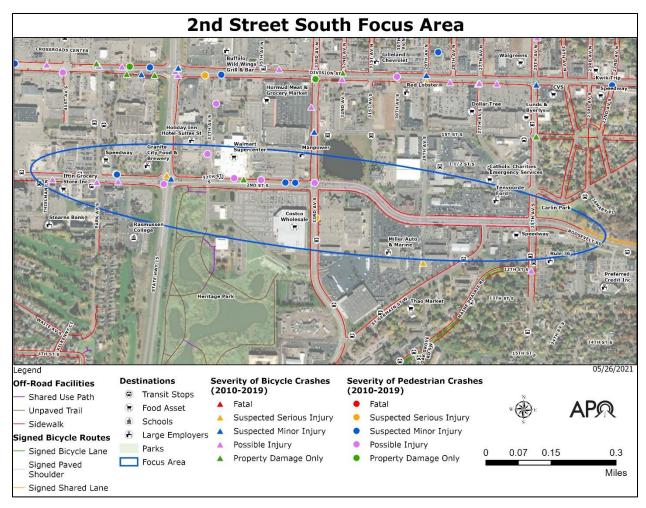


FIGURE E.51 - SECOND STREET S AREA OF FOCUS IN THE CITY OF SAINT CLOUD.

Between 2010 and 2019, 15 active transportation related crashes have occurred in this area mainly between Thielman Lane and 33<sup>rd</sup> Avenue S. Most of these crashes occur mid-block involving active transportation users who are not using the signalized crosswalks.

Second Street S does have an on-road bicycle facility within this focus area. A signed bicycle lane runs east of 33<sup>rd</sup> Avenue S and continues through the rest of the focus area. However, this facility does not meet current MnDOT design guidelines for vehicle traffic volume and shoulder width. The 2020 MN 15 study noted this area in particular due to the lack of appropriate dedicated bicycle facilities. The study notes the existing paved shoulders do not provide a comfortable bicycle experience except for the most confident users.

In addition, the MN 15 corridor study examined the crossing experience for pedestrians and bicycles based on levels of service scores. The study suggests measures could be implemented to improve the comfort level for pedestrians at signalized intersections. The MN 15 study recommends signals and marked crosswalks associated with other safety strategies such as refuge islands, curb extensions, and appropriate signage. New streetscape and crossing improvements ensure that sightlines are not obstructed. The corridor study also suggests adding more sidewalks and a separated shared use path along this focus area.



#### **RECOMMENDATIONS**

- Consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time at the signalized intersections.
- To improve safety at pedestrian crossings, consider adding curb extensions (bumpouts) at intersections on Second Street S to reduce the crossing distance for pedestrians.
- Consider adding fencing or barriers along Second Street S to discourage mid-block crossings.
- To improve comfort and safety for cyclists, remove the bicycle lanes on Second Street S and replace them with a shared use path along the south side of Second Street S.
- Complete sidewalk gaps on Second Street S and add sidewalks along the Park Avenue and 29<sup>th</sup> Avenue S connections to Second Street S.

# **University Drive Area**

The University Drive focus area encompasses University Drive from Cooper Avenue S to Killian Boulevard east of the Mississippi River. Several major cross streets such as Ninth Avenue S and Fifth Avenue S are also included in this area. This focus area provides access to SCSU and South Junior High School along with other destinations such as Coborn's, and several parks.

This area was selected due to usage from a variety of transportation modes, the number of crashes involving active transportation users, under-designed facilities, and the presence of a variety of destinations.

#### **NEEDS AND ISSUES**

As well as being the primary access for SCSU, University Drive is a high-volume east/west minor arterial. The traffic volume on University Drive ranges from 17,400 to 19,500 vehicles per day. The posted speed on this road is 30 mph. University Drive was designed primarily to provide for vehicle mobility – thus the current four lane roadway with a raised median.

However, given its proximity to SCSU and an abundance of multifamily dwellings, this corridor experiences a heavy amount of active transportation traffic. In particular, the intersection of University Drive and Fifth Avenue S is a major conflict point between vehicles and active transportation users.

Nearly a dozen crashes along this corridor between active transportation users and vehicles have been reported between 2010 and 2019. This includes one fatality.

In addition, the on-road bicycle lane facilities on University Drive – between Fifth Avenue S and Kilian Boulevard – do not meet MnDOT design guidelines given the amount of traffic on this corridor.



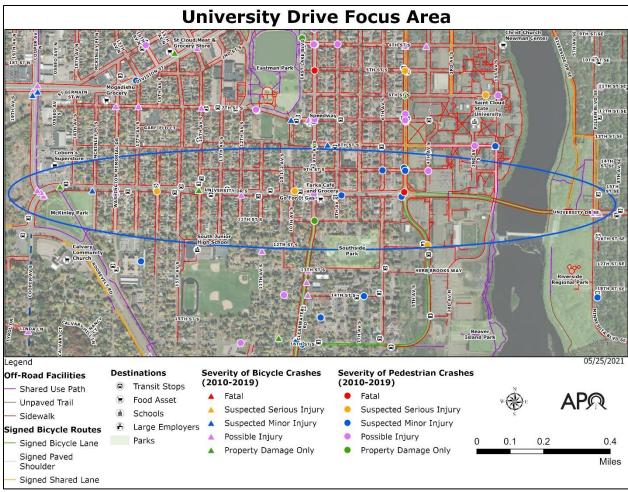


FIGURE E.52 - UNIVERSITY DRIVE FOCUS AREA IN SAINT CLOUD.

#### **RECOMMENDATIONS**

- To improve safety at pedestrian crossings, consider adding curb extensions (bumpouts) at intersections on Fifth Avenue S and University Drive to reduce the crossing distance for pedestrians.
- At appropriate locations, implement crossing devices that assist pedestrians by increasing driver awareness, such as Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs).
- Consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time at the signalized intersections.
- Along the northwest edge of McKinley Park, adjacent to University Drive/Cooper Avenue S, widen the sidewalk to create a 10-foot wide shared use path, closing a gap in the bicycle facility network.
- Add a high visibility marked crosswalk at the 12<sup>th</sup> Avenue S intersection with University Drive.
- Improve the University Drive intersection with Ninth Avenue S by modifying driveway curb cuts to adjacent businesses, providing more spacing and fewer conflict points.
- To improve comfort and safety for cyclists, add buffer separation or rumble strips to the bicycle lanes on University Drive.



 Consider adding a raised crosswalk or other safety improvements at the Fifth Avenue S roundabout.

#### East Division Street Area

The East Division Street focus area includes much of the Saint Cloud CBD along with two Mississippi River crossings. This corridor was selected for further analysis due to its multimodal usage, the number of active transportation related crashes, crossing concerns, under designed facilities, and the access this area provides to underrepresented populations.

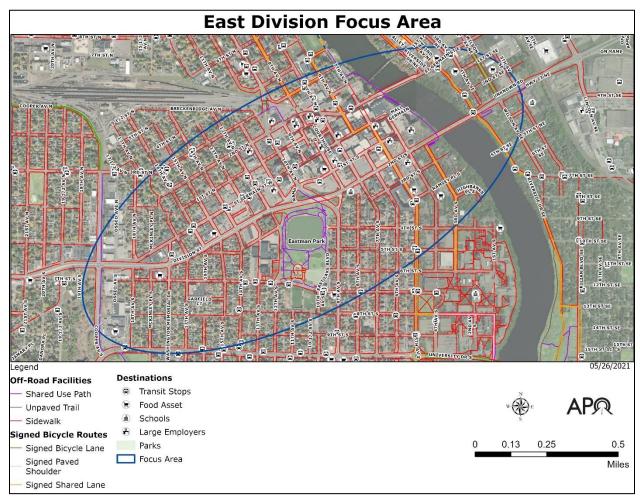


FIGURE E.53 - EAST DIVISION STREET FOCUS AREA AND DESTINATIONS WITHIN THIS CORRIDOR.

#### **NEEDS AND ISSUES**

As identified in the Comprehensive Plan, Saint Cloud's goal for the downtown area is to improve the comfort level for pedestrians. More public spaces and gathering areas should be available downtown as walking destinations. The Comprehensive Plan includes strategies to address barriers to pedestrian usage. Among the recommended facility safety improvements in the CBD are adding pedestrian refuge islands along Division Street, crossing enhancements such as signal timing improvements, and the use of safety technologies for pedestrians at signalized crosswalks.



The Comprehensive Plan seeks to make downtown Saint Cloud a "bike-friendly and bike accessible district." Other goals from the Comprehensive Plan are to provide greater connectivity for all transportation modes, improve transportation connections beyond the downtown area, and add facilities to underserved areas.

As earlier noted, Division Street, a four-lane divided highway with a raised median, is the City's primary retail and employment corridor area and a principal transportation route. The many retail, entertainment, and employment destinations within the downtown area attract all transportation modes.

The average daily traffic along East Division Street ranges from 15,000 to 17,000 vehicles. The posted speed is 35 mph. The Comprehensive Plan notes that the traffic volumes and speeds along Division are barriers to crossings. As with West Division Street, high traffic levels coupled with the number of active transportation users who cross Division Street to reach their destinations are likely factors in the frequency of crashes.

Over 20 crashes have been reported involving pedestrians and bicyclists from 2010 to 2019 along this corridor. Crashes also occur along high-volume routes leading into and through downtown Saint Cloud – Fifth Avenue, Ninth Avenue S/10<sup>th</sup> Avenue S, West Saint Germain Street, and Second Street N. Many of these crashes resulted in serious injuries and fatalities to pedestrians. These crashes occur both at intersections and mid-block locations. Crash locations within focus area and their severity are shown in Figure E.54.

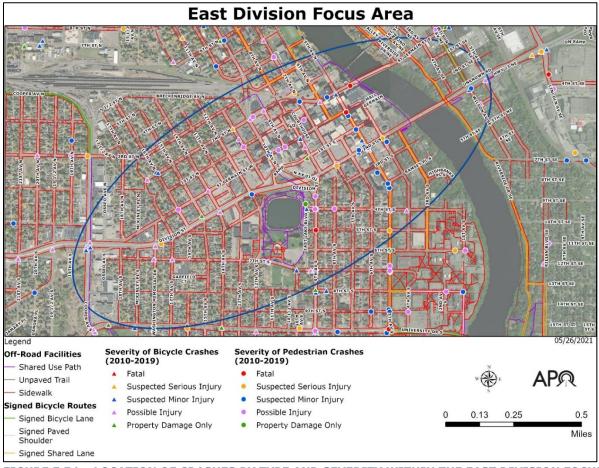


FIGURE E.54 – LOCATION OF CRASHES BY TYPE AND SEVERITY WITHIN THE EAST DIVISION FOCUS AREA.



#### **RECOMMENDATIONS**

- To improve safety at pedestrian crossings, consider adding curb extensions (bumpouts) at intersections on Fifth Avenue, Seventh Avenue, and 10<sup>th</sup> Avenue to control speeds and reduce the crossing distance for pedestrians.
- Implement crossing devices that assist pedestrians by increasing driver awareness, such as Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs).
- Consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time at the signalized intersections.
- To improve comfort and safety for cyclists, consider removing the bicycle lanes on Fifth Avenue and replace with a shared use path.
- Widen sidewalks and remove parking from the north side of West Saint Germain Street to provide more space for pedestrians.
- Add on-road bicycle facilities or a shared use path on Seventh Street S to connect the SCSU campus area to Lake George.

# US 10/Lincoln Avenue Area

The US 10/Lincoln Avenue focus area encompasses several major roadways including MN 23 and East Saint Germain Street. This east-end gateway to Saint Cloud has several large retail and employment sites making it a very attractive area for multimodal users.

As such, further analysis was completed on this area due to several factors: high traffic volumes, its multimodal nature, crash history, crossing concerns, and its abundance of destinations.

#### **NEEDS AND ISSUES**

Several high vehicle traffic roadways converge in this focus area and have been identified in many local and regional plans as significant barriers to active transportation users.

Main north/south roadways in this area include US 10 and Lincoln Avenue. US 10 is a four-lane divided highway with a raised median. Average daily traffic along this stretch of US 10 ranges from 12,500 to 13,250 vehicles with a posted speed of 50 mph. Lincoln Avenue is classified as a minor arterial. North of East Saint Germain Street, this roadway has two-lanes and carries approximately 6,400 vehicles a day. South of East Saint Germain Street, Lincoln Avenue widens to a four-lane roadway which includes a center median and dedicated turn lanes. Traffic volumes increase in this section of Lincoln Avenue to between 6,200 and 8,000 vehicles per day. Lincoln Avenue then narrows to a three-lane roadway south of Fourth Street SE as vehicle traffic volumes decrease to 2,550 vehicles per day.

In addition to these two roadways, two large east/west roadways also traverse this area. MN 23 within the focus area has an average daily traffic reporting between 11,950 and 15,500 vehicles. East Saint Germain Street through the focus area currently carries between 9,200 and 9,600 vehicles per day.

The active transportation network is severely lacking within this focus area. There are no bicycle facilities and much of the area lacks sidewalks which prevent many active transportation users from safely reaching their destinations. The 2019 East End Vision Plan proposes additions and improvements to bicycle and pedestrian networks on the east side, which could occur with the proposed redevelopment of the east side commercial district.



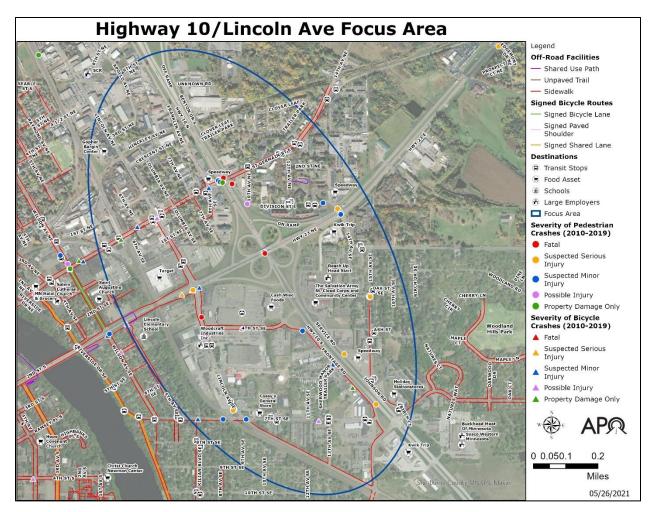


FIGURE E.55 - HIGHWAY 10/LINCOLN AVENUE FOCUS AREA IN SAINT CLOUD.

This focus area has a high number of fatal and serious crashes involving active transportation users. US 10's intersections with both MN 23 and East Saint Germain have reported pedestrian fatalities occurring between 2010 and 2019. Additionally, this area also has several crashes located at or near the intersection of Lincoln Avenue and MN 23.

Saint Cloud city staff's review of crashes during this time period described several deficiencies within east Saint Cloud. Staff's review recommended crosswalk improvements, advance warning devices, adjusted signal timings, and lowing of speed limits to try and mitigate crashes in this focus area.

To assist in addressing some of these conflict points, as part of the programmed MN 23/US 10 interchange reconstruction project, MnDOT, Benton County, and the City of Saint Cloud have planned to incorporate active transportation design elements into the project. This includes adding a shared use path along MN 23 between Lincoln Avenue and 14<sup>th</sup> Avenue SE as well as a new Fourth Street SE roadway overpass outfitted with active transportation facilities.

#### **RECOMMENDATIONS**

• Add a shared use path and other safety improvements for pedestrians and bicyclists with the reconstruction of the US 10/MN 23 interchange.



- Complete the proposed redesign of Lincoln Avenue N as identified in the 2019 East End Vision Small Area Plan, adding a center turn lane and sidewalks.
- Reconfigure Lincoln Avenue S with a three-lane design and wider separated sidewalks or shared use paths.
- Reconfigure East Saint Germain Street as a three-lane roadway with center turn lanes and the addition of dedicated bicycle lanes.
- If four-lane configurations are retained, implement crossing devices such as Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs).
- Consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time at the signalized intersections.

# **Phase 3: Evaluating Needs for the Region**

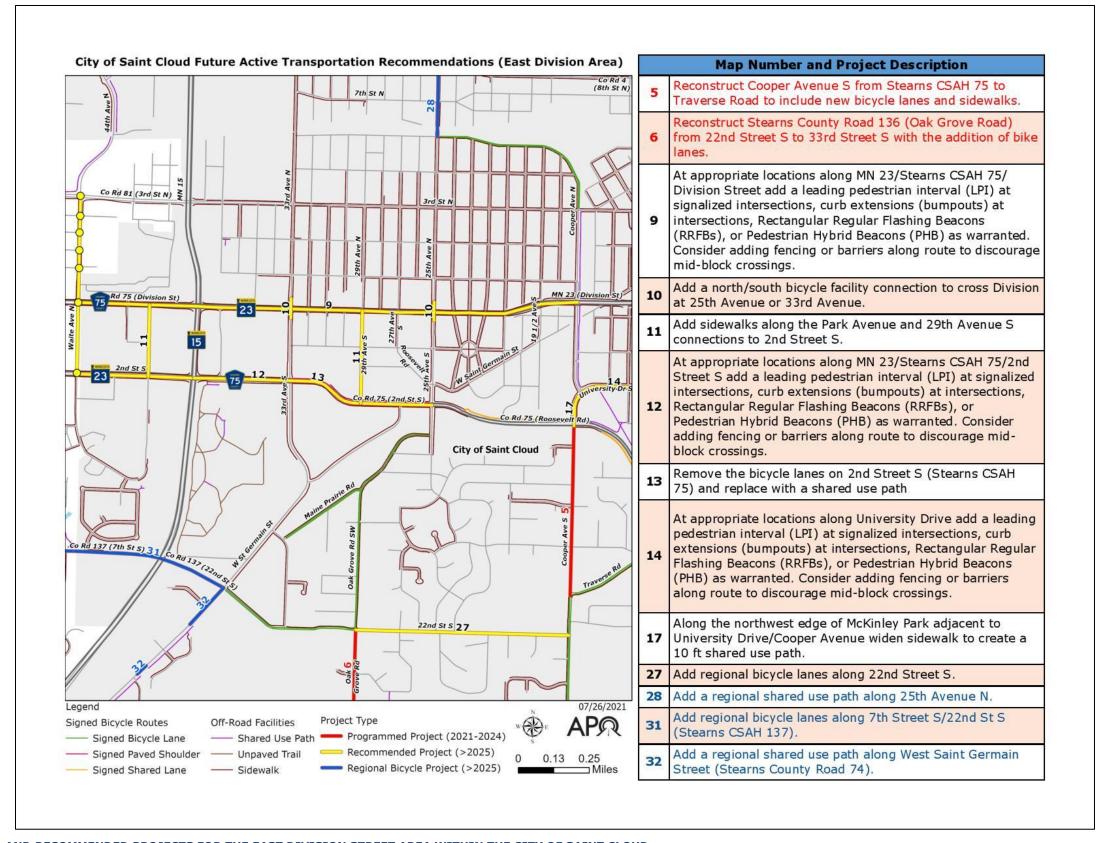
The final phase of the needs analysis was to identify improvements to the regional facility network within the City of Saint Cloud. These projects would assist in achieving an interconnected active transportation network that satisfies regional needs.

Regional bicycle facilities will logically connect cities and other parts of the planning area outside of Saint Cloud and include potential links to areas outside the planning region. Projects that connect the area regionally will provide an approximate spacing of two miles between facilities. In structuring a regional system, the preference is to complete gaps with shared use paths over on-road facilities.

Recommended regional facilities to extend the existing bicycle network within Saint Cloud and to other communities are as follows:

- In north Saint Cloud, build regional connections that follow 25<sup>th</sup> Avenue, Northway Drive, County Road 134, and County Road 120.
- Complete connections on 16<sup>th</sup> Street S, 22<sup>nd</sup> Street S/County Road 137, West Saint Germain Street /County Road 74, and Cooper Avenue in south Saint Cloud.
- In east Saint Cloud, connect Killian/Minnesota Boulevard to the east and County Road 8 to the south.
- Build connecting bicycle facilities along East Saint Germain Street and 14<sup>th</sup> Avenue SE.
- Add bicycle facilities that follow the proposed Southwest Beltway alignment.
- Add connecting links from local routes to regional bicycle facilities using shared use paths along Ridgewood Road/County Road 134 and along 40<sup>th</sup> Street S/County Road 122.





 $FIGURE\ E.56-PROGRAMMED\ AND\ RECOMMENDED\ PROJECTS\ FOR\ THE\ EAST\ DIVISION\ STREET\ AREA\ WITHIN\ THE\ CITY\ OF\ SAINT\ CLOUD.$ 



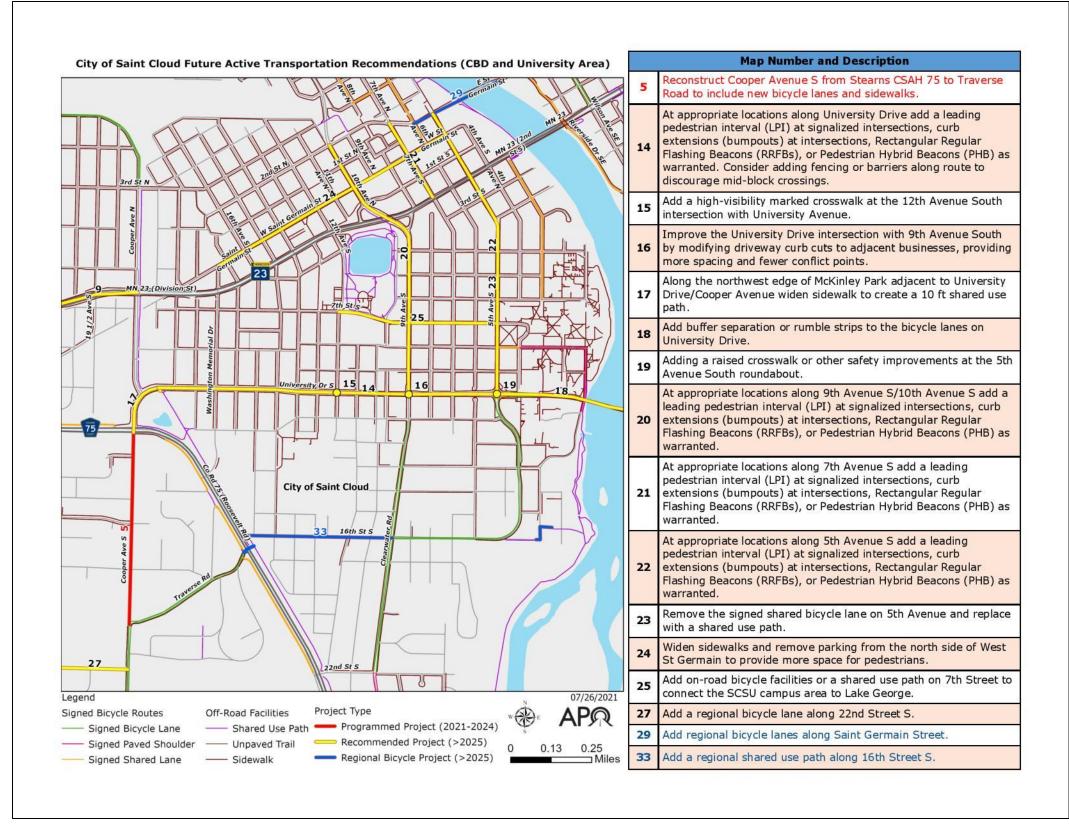


FIGURE E.57 - PROGRAMMED AND RECOMMENDED PROJECTS FOR THE CBD AND SCSU AREA OF THE CITY OF SAINT CLOUD.



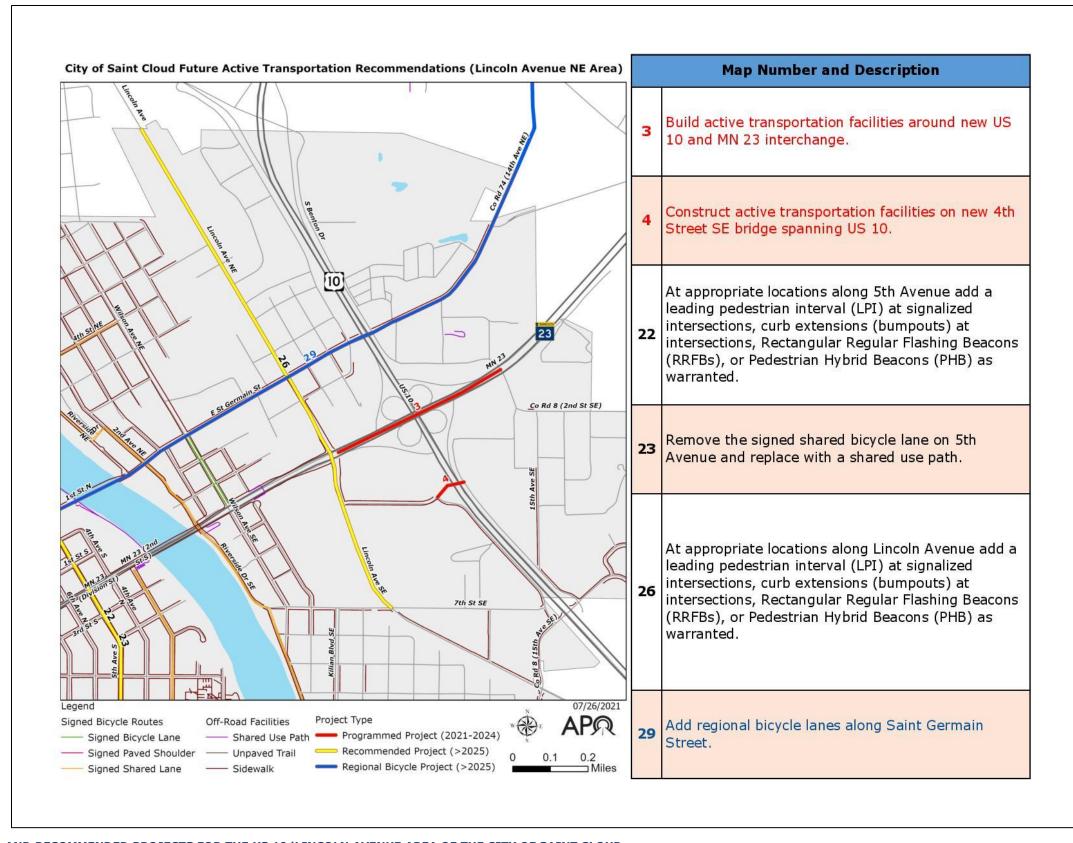
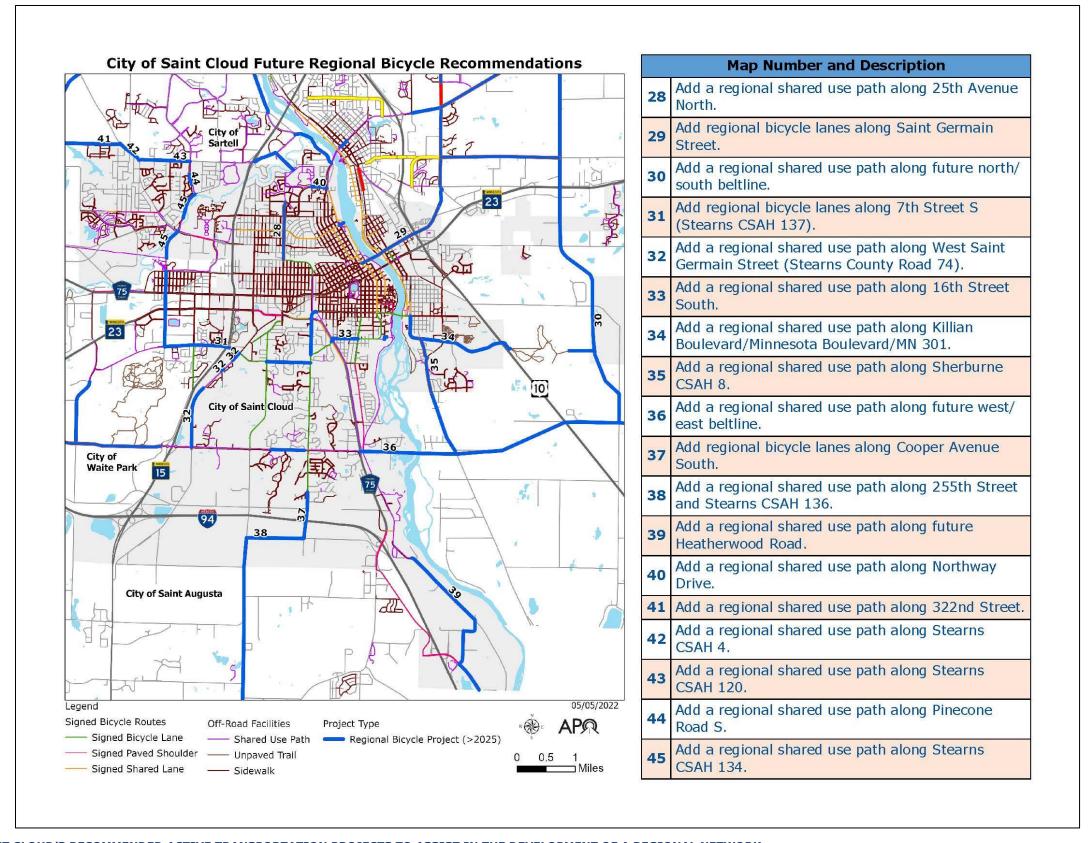


FIGURE E.58 – PROGRAMMED AND RECOMMENDED PROJECTS FOR THE US 10/LINCOLN AVENUE AREA OF THE CITY OF SAINT CLOUD.





 $FIGURE\ E.59-CITY\ OF\ SAINT\ CLOUD'S\ RECOMMENDED\ ACTIVE\ TRANSPORTATION\ PROJECTS\ TO\ ASSIST\ IN\ THE\ DEVELOPMENT\ OF\ A\ REGIONAL\ NETWORK.$ 



# DRAFT REGIONAL ACTIVE TRANSPORTATION PLAN PROJECT SURVEY INPUT

The draft regional active transportation plan project survey was available for public comment between June 15 and July 15, 2022, via ArcGIS Survey123. The survey asked participants to rate each proposed project from one to five stars, one being the lowest priority and five being the high priority. Below are the results for the City of Saint Cloud Projects. More information on the public input process can be found in Appendix F.

Project Number	Average Stars
Saint Cloud Project 9	2.8
Saint Cloud Project 10	2.8
Saint Cloud Project 11	2.8
Saint Cloud Project 12	2.3
Saint Cloud Project 13	2.5
Saint Cloud Project 14	3.2
Saint Cloud Project 15	3.2
Saint Cloud Project 16	3.0
Saint Cloud Project 17	3.2
Saint Cloud Project 18	3.7
Saint Cloud Project 19	3.0
Saint Cloud Project 20	2.8
Saint Cloud Project 21	2.4
Saint Cloud Project 22	2.7
Saint Cloud Project 23	3.3
Saint Cloud Project 24	2.8
Saint Cloud Project 25	3.4
Saint Cloud Project 26	2.3

FIGURE E.60 -PROJECT SURVEY RESULTS.

#### **Public Comments**

The 40th St S or County Rd 6 reconstruction should have had an offroad bicycle path added. Cars are killers and we don't need more trails next to cars! Get with the program.

Stop wasting Taxpayers money.

FIGURE E.61 -PUBLIC COMMENTS.