

Safe Routes to School

A plan to make walking and biking to school a safe, fun activity.



June 23, 2023 Saint Cloud, Minnesota Lincoln Elementary School

The Vision

Walking, biking, and rolling to school is safe, comfortable, and fun for all students at Lincoln Elementary School.

THE 6 E'S

Safe Routes to School (SRTS) programs rely on six core strategies, called the "Six Es", to work towards their vision.

EQUITY - THE OVERARCHING E

Prioritizing positive outcomes for students from lower-income households; Black, Indigenous, and other students of color; students with disabilities; and other students who face disproportionate barriers to walking, biking, and rolling to school.

ENGAGEMENT

Working with students, families, school staff, and community members and organizations, especially those from priority Equity groups, to create and implement Safe Routes to School initiatives.

ENGINEERING

Developing Equity-focused changes to the built environment, designed and prioritized through community Engagement.

EDUCATION

Providing students and other community members, especially those from priority Equity groups, with skills and knowledge about walking, biking, and rolling.

ENCOURAGEMENT

Normalizing a culture of walking, biking, and rolling through incentive programs, events, and activities that center priority Equity groups.

EVALUATION

Measuring how Safe Routes to School initiatives are implemented (process evaluation) and what their impacts are (outcome evaluation), especially how initiatives Engage with and support priority Equity groups.



Acknowledgments

We gratefully acknowledge the participation of the following individuals and organizations in the development of this Safe Routes to School Plan.

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ORGANIZATION OF THIS REPORT

This report is designed to support and be accessible to multiple groups of people involved with Safe Routes to School in Saint Cloud, including students, caregivers, teachers, school administrators, public works staff, elected officials, and county and state employees. To help make the body of this report relevant to all readers—while also documenting all of the participation, analysis, and deliberation that went into development of the plan—some content has been moved to the Appendices.



SAFE ROUTES TO SCHOOL

A smart investment for our kids and communities

Safe Routes to School has many benefits for Minnesota, but **less than 1 percent of the state's transportation budget** is currently dedicated to it. **Demand across the state is growing:** in 2015, grant applications exceeded available funding by three to one.

SAFE ROUTES TO SCHOOL CAN:

Reduce the risk of PEDESTRIAN INJURY BY

Help build desirable communities by making it **EASIER AND SAFER FOR FAMILIES** and neighbors to walk and bike to school together.

BRING MORE RESOURCES to Greater Minnesota communities.

In 2015, **THREE OUT OF FOUR** Safe Routes to School state-funded **INFRASTRUCTURE GRANTS** were awarded to communities in Greater Minnesota.



Students who start walking or biking to school benefit from 47 MORE MINUTES OF PHYSICAL ACTIVITY PER WEEK.



Help reduce vehicle congestion & IMPROVE AIR QUALITY around schools.

Traffic-related air pollution INCREASES a child's risk of developing ASTHMA.

WHAT A \$6 MILLION STATE INVESTMENT IN SAFE ROUTES TO SCHOOL COULD MEAN FOR MINNESOTA



Leverage an additional \$2.6 MILLION in federal funds 1

Support implementation

IN 96 SCHOOLS,

reaching 24,400 students in grades K-8



in environmental costs FROM VEHICLE USE over 10 years



For references and more information, visit www.health.mn.gov/saferoutestoschool



Figure 1. Lincoln Elementary School students at dismissal.

Equity in SRTS

Particular groups and communities in the U.S. have disproportionate access to resources such as highquality jobs, schools, parks, healthcare, food, and bike and pedestrian infrastructure. Meanwhile, other groups of people have limited access to these resources, negatively impacting their health and wellbeing. These differences are not random—they are the results of government policy in the past and present, which has worked to the benefit of some and to the disadvantage of others, often along race, income, and gender lines. These group-based differences are forms of inequity.

Equity in Safe Routes to School is impacted by transportation system inequities—such as limited access to high-quality walking and biking infrastructure or the presence of highways in lowerincome and Black, Indigenous, and People of Color (BIPOC) neighborhoods—as well as inequities in related systems. For example, racial wealth inequities and racial discrimination in housing mean that BIPOC students may live further away from schools than their white peers from higher-income families.

Safe Routes to School works to address these inequities by prioritizing programs, infrastructure, and policy improvements that help individuals and groups with less access to resources, in particular those who don't have safe, convenient, and fun routes to school. By looking at demographic data, examining existing transportation services and policies, and speaking with members of the community, the Saint Cloud Safe Routes to School team worked to develop recommendations that support equity in walking and biking to school.

SCHOOL CONTEXT:

Lincoln Elementary School

PRINCIPAL:

Heather Ebnet

ENROLLMENT:

396

GRADES SERVED:

3-5 (2022-2023 School Year)4-5 (2023-2024 School Year)

SOCIO-ECONOMIC:

>90% of students eligible for free or reduced lunch.6.8% of students are experiencing homelessness.

DEMOGRAPHICS*

American Indian/Alaska Native, 1.5% Asian, 3.0% Black/African American, 60.9% Hispanic or Latino, 8.3% Other Indigenous Peoples, 0.3% Two or More Races, 6.6% White, Non-Hispanic, 19.4%

TOP 5 LANGUAGES SPOKEN BY STUDENTS IN DISTRICT*

English	5,801	
Somali	2,584	
Spanish	419	
Vietnamese	72	
Anuak	62	
Total Languages Spoken: 57		
Percent English Learners: 35.1%		
*Source: Minnesota Department of Education		



Figure 2. Active transportation bridge over MN Highway 23.



Figure 3. Eastgate Business Center along East St. Germain Street.



Figure 4. School buses leaving Lincoln Elementary School.



Student Demographics - Attendance Boundary



Figure 5. Lincoln Elementary School entrance.

ATTENDANCE BOUNDARY

Lincoln Elementary School is located at 336 5th Avenue SE in Saint Cloud, Minnesota. The school's enrolled population of 396 students is spread across third through fifth grades. Figure 6 shows that the school attendance boundary covers portions of the City of Saint Cloud. To the west of the Mississippi River in Stearns County, the boundary covers the Southside University, Lake George, and McKinley-Railroad Parks neighborhoods. The boundary to the east of the Mississippi River includes the Northeast-Wilson Park Neighborhood in Benton County. The boundary continues east in Sherburne County into Haven Township towards the Saint Cloud Regional Airport.



*Figure 6. Total student population. *Note the 2018-2019 school year included grades PK-fifth *Data courtesy of the Minnesota Department of Education.*





Figure 7. Lincoln Elementary School attendance boundary.



Student Demographics – BIPOC Population



Figure 8. Lincoln Elementary School students boarding school buses.

BIPOC POPULATION

The student population at Lincoln Elementary School encompasses children and families from a range of demographic groups, with 80.6% identifying as a member of the BIPOC community in the 2022-2023 school year. Since the 2018-2019 school year, the student BIPOC population has gradually increased to 85.6% in the 2020-2021 school year but dropped by five percentage points by the 2022-2023 school year. Compared to the City of Saint Cloud's BIPOC percentage population of 32.2%, the Lincoln student population is 48.4 percentage points above, according to the 2020 U.S. Decennial Census. As shown in Figure 9, the BIPOC population around the school ranges from 16.5% to 49.1%. At least one in three residents identifies as a member of the BIPOC community in the majority of the census block groups



Figure 9. Student BIPOC population by school year. *Note the 2018-2019 school year included grades PK-fifth. *Data courtesy of the Minnesota Department of Education.





Figure 10. Lincoln Elementary School - BIPOC Populations. * Data courtesy of the 2020 U.S. Decennial Census.



Student Demographics – Low-Income Households



Figure 11. Example of Wilson Apartments a public housing option near Lincoln Elementary School.

LOW-INCOME POPULATION

The surrounding neighborhoods around Lincoln Elementary School contain a range of household income levels as shown in Figure 7. According to the 2020 Decennial Census, the percentage of lowincome household range from zero percent to 39.4%. The highest levels of low-income households are in block groups west of the Mississippi River where many of the students from Saint Cloud State University (SCSU) live. The block group where the school site is located along with the block directly south of the school falls above the City of Saint Cloud's average number of the low-income household of 19.7%. The percentage of students eligible for free or reduced-priced meals has seen an increase, as shown in Figure 12. From the 2021-2022 to 2022-2023 school year, the percentage of eligible students has increased by at least 3.6 percentage points.



*Figure 12. Percent of students eligible for free or reduced-priced meals by school year. *If the percent of students eligible for free or reduced priced meal is above 90%, the actual number is not shown to protect privacy. *Data courtesy of the Minnesota Department of Education.*





Figure 13. Lincoln Elementary School - Low-Income Households. *Data courtesy of the 2020 U.S. Decennial Census.

Community in Context – Land Use

Figure 14. Example of single-family homes along Riverside Drive SE.

SURROUNDING LAND USE

There are many different land uses around Lincoln Elementary School. To the south of the school, there are mainly single-family residential homes. To the east of the school along Lincoln Avenue and US Highway 10 are primarily light industrial and corridor commercial spaces, some of which include food assets such as Cash Wise Foods Grocery Stores and Target. To the north of MN Highway 23 is St. Katharine Drexel School, along with a couple of churches, single-family homes, and apartments. Along St Germain Street are a variety of commercial businesses. There are single-family homes and residential units for SCSU students west of the Mississippi River. There are also many retail businesses.

Around this area are multiple rail lines owned and operated by Burlington Northern Santa Fe (BNSF). One line runs parallel to Lincoln Avenue SE, and the other spurs west toward the Mississippi River. Amtrak also uses the rail line and has a station in the area.

Figure 15. Example of neighborhood commercial spaces along St. Germain Street.

Figure 16. Lincoln Elementary School Surrounding Land Use.

Community in Context – Public Transit

Figure 17. Example of Metro Bus stop along Kilian Boulevard.

METRO BUS

Metro Bus operates fixed routes 6, 7, 9, 21, and 22 within the half-mile buffer around Lincoln Elementary School. There are 33 bus stops in this buffer, of which three have shelters. Route 6 starts at the downtown transit center and follows a counterclockwise route. Route 7 is currently suspended and has been since the COVID-19 pandemic began. Route 9 starts at the downtown transit center and follows a clockwise route around the neighborhoods southeast of the school. Routes 21 and 22 mainly services the City of Sauk Rapids to the downtown Transit Center.

Figure 18. Example of a Metro Bus.

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Figure 19. Metro Bus Routes and stops near Lincoln Elementary School.

Community in Context – Crashes

Figure 20. The intersection of East St Germain Street and Riverside Drive SE/Second Avenue NE.

CRASHES

Crash history is reviewed to determine locations where crashes appear to be more likely to occur and whether there may be an engineering solution or partial solution to help mitigate the crashes.

Over the 10 years between 2013-2022, 31 crashes within the half-mile buffer involving an active transportation user have occurred. There were 14 crashes involving a pedestrian and 17 crashes involving a person on a bicycle. There was one fatality, four serious injuries, 16 minor injuries, seven possible injuries, and three property damage-only crashes. These crashes mainly occurred along MN Highway 23 and St Germain St.

Of the 31 crashes, 77.4% were at an intersection, and 74.2% occurred during daylight. Eight, or 13.6%, of the crashes, involved someone who had been drinking alcohol. Of the eight half were motorists and half were active transportation users. Three of the crashes involved an active transportation user under 18.

Figure 21. Active Transportation Crashes.

Community in Context – Student Zones

Figure 22. School bus in front of Lincoln Elementary School during morning student drop-off.

MORNING ARRIVAL - BUSES DROP-OFF

Lincoln Elementary School buses enter the bus loading and unloading zone shortly before the 7:30 a.m. start time from either Fourth Street SE or Fifth Avenue SE, as shown in Figure 23.

During the Saint Cloud Area Planning Organizations (APO's) observations, we observed approximately 15 buses dropping off students. The majority of staff members were wearing safety vests.

Buses are instructed to pull up to the front school entrance. Not all students enter through the front doors of the school. Some follow the red, blue, or green line on the pavement to other doors around the school, depending on grade level. To get to the blue and green doors, students walk in the driveway, which serves as a one-way exit from the faculty parking lot. However, there was no vehicle traffic during the arrival time. Since the school is located at a dead end, the buses make a U-turn in the turnaround bulb to exit.

Multiple staff members were at the front of the school, welcoming and assisting students off buses. Two staff members were posted in the driveway near the sidewalk, greeting students as they arrived. Two more staff members were stationed further east, where the green and blue lines diverged. The staff was very attentive and always had eyes on the students. Whenever a group of students would stop in the driveway to talk, staff would encourage them to keep moving.

Lincoln Elementary School - Student Zones

Figure 23. Lincoln Elementary School - Student Zones.

Community in Context – Student Zones

Figure 24. Example of staff during student drop-off.

MORNING ARRIVAL - STUDENT DROP-OFF

Student drop-off is on Fifth Avenue SE at the school's south entrance. Parents started to appear for drop-off just after 7:00 a.m. A legally parked car on Fifth Avenue SE just before the parent drop-off area impacted queuing. Several cars had to queue in the driving lane, making traffic flow difficult for buses and opposing traffic. With the number of queuing vehicles, several vehicles were blocking access to driveways for residents to access Fifth Avenue SE. While no neighborhood vehicles were trying to back out or interact with school traffic during this observation, negotiating would have been difficult.

Staff begins the drop-off process by 7:15 a.m. The process was concluded at 7:30 a.m. Those parents arriving after 7:30 a.m. must pull forward into the bus drop-off area in front of the main entrance. The staff remains outside to assist in getting students into the school until 7:40 a.m. There was a total of 38 cars observed.

At the intersection of Fifth Avenue SE and Fourth Street SE is a crosswalk near where the buses drop off students. At this location are two staff members with safety equipment assisting students and parents who need to use the crosswalk.

Figure 25. Staff members at a crosswalk.

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Community in Context – Student Zones

Figure 26. Student bus picking up Lincoln Elementary School students. AFTERNOON DISMISSAL – STUDENT PICK-UP

School dismissal time is at 1:50 p.m. As buses arrive, they park adjacent to the curb on Fifth Avenue SE's east and west sides, including the turnaround bulb. Driveways from the faculty parking lot and the one residence on the west side of the street that has a driveway connecting to Fifth Avenue SE were all blocked by school buses during this time. No nonschool-related traffic was observed at this end of Fifth Avenue SE during dismissal time.

The Vice-Principal places small traffic cones and signs along the sidewalk indicating which bus should park at each location. The intent is for the same bus to be in the exact spot every day to help the students find the correct bus and avoid students accidentally getting on the wrong bus. However, given the space constraints, if a bus arrives late, all buses behind the missing bus in the queue will wait for it to arrive and take its place before they move up behind it and take their assigned place. Each class appears to be accompanied by its teacher to the bus pick-up location. Teachers have lists indicating the appropriate bus for each student and escort them to the bus locations. Students queue up for each bus on the sidewalk until the buses are ready to admit them.

Parents first appear for pick-up around 1:25 p.m. Vehicles begin to queue past the intersection with Fifth Street SE by 1:45 p.m. At approximately 1:53 p.m., staff began coordinating student pick-up.

Parents are assigned a number that corresponds with their student(s). Staff outside the school uses radios to inform staff inside the school of the numbers. Staff inside the school then instruct the appropriate students to head to the pick-up area. The staff calls out approximately 10 numbers corresponding to parents/guardians waiting for pickup. Approximately 40 vehicles were observed.

Infrastructure – Roadways

Figure 27. Minnesota Highway 23.

AVERAGE ANNUAL DAILY TRAFFIC AND ROADWAY FUNCTIONAL CLASSIFICATION SYSTEM

Active transportation facilities should be designed with functional classification, average annual daily traffic (AADT), speed limits, number of lanes, and land use context in mind. These characteristics help determine which active transportation facilities are warranted and how they should be designed.

The functional classification system of roadways is the process of grouping streets into classes based on their characteristics and how they intend to function. For example, Veterans Drive is an arterial designed to quickly move vehicles from one place to another, while Ridgewood Road is a collector route linking arterials and local roadways.

AADT measures the total number of vehicles using a roadway daily and can indicate a need for active transportation facilities along roads. High AADTs can create barriers for students crossing busy streets or create unsafe on-road bicycling conditions.

Based on MnDOT's most recent count data from 2017-2021, found in Figure 28, Minnesota Highway 23 has the highest traffic counts at 31,000, followed by US Highway 10 at 27,000, both of which are on the National Highway System. Minor arterials include St Germain Street, with a range of 9,200 towards US 10 to over 14,000 near the Mississippi River bridge crossing. The other minor arterial is Lincoln Avenue SE, with a range of AADT between 2,550 to 8,900 to the north. Major collector roadways include Wilson Avenue SE, Seventh Street SE, and Kilian Boulevard SE, with traffic volumes ranging from 1,750 to 5,800.

MN Highway 23 has a speed limit of 35 MPH west of Wilson Ave SE and 45 MPH to the east. US 10 has a speed limit of 50 MPH. All other roadways have posted speed limits of 30 MPH.

Lincoln Elementary School - Average Annual Daily Traffic (AADT) and Roadway Functional Classification System

Figure 28. AADT and Functional Classification around Lincoln Elementary School.

Infrastructure – Active Transportation Facilities

Figure 29. Example of the MRT sign along Riverside Drive SE.

ACTIVE TRANSPORTATION FACILITIES

Active transportation users (pedestrians and bicyclists) can utilize multiple facilities near the school, as shown in Figure 30. These facilities include shared use paths, sidewalks, signed bicycle lanes, and shared lanes for bicyclists.

Shared use paths are separated facilities typically along a roadway that can accommodate both pedestrian and bicyclist two-way travel. A signed bicycle lane must have a designated lane, pavement markings, and signage indicating it is a bike lane. A singed shared lane should have pavement markings and signage indicating it as a bike route.

Immediately around the school is a network of sidewalks that connect to the main arterial and collector roadways. Some noticeable areas without active transportation facilities include the roadways adjacent to Kilian Boulevard, Lincoln Avenue between Fourth Street SE and Seventh Street SE, and then around the MN Highway 23/US Highway 10 interchange. MN Highway 23 is a barrier at Lincoln Avenue SE because of the amount and speed of traffic. There is a bicycle/pedestrian bridge over MN Highway 23, which is an important asset for safety crossing MN Highway 23. MN 23 also goes over Riverside Drive SE, so there isn't a conflict between vehicles and active transportation users.

On the west side of the Mississippi River, there is the Mississippi River Walk, a signed shared lane for bicyclists along Third Avenue S, and a network of sidewalks.

A bicycle lane is along Wilson Avenue SE from MN Highway 23 to E St Germain St. Along Riverside Drive SE is a signed shared lane used by bicyclists. This bicycle route is part of the Mississippi River Trail (MRT). The MRT is a planned network of bicycle facilities that winds through 10 states to encompass the length of the Mississippi River.

Figure 30. Active Transportation Facilities around Lincoln Elementary School.

Infrastructure – Shared Use Path Pavement Condition

Figure 31. Example of sidewalk in poor condition on Third Avenue NE.

SHARED USE PATH PAVEMENT CONDITION

Shared use paths, sidewalks, and on-road bike facilities require regularly scheduled maintenance to remain usable. Potential maintenance includes but is not limited to; repainting, seal coating, crack sealing, resurfacing, reconstruction, and vegetation removal.

The Saint Cloud Area Planning Organization (APO) hired two consultants to measure the pavement quality of on-road and off-road facilities. In 2019 GoodPointe Technology was tasked to survey the on-road bike pavement condition. The Parks & Trails Council of Minnesota completed a pavement condition assessment of the off-road paved shared use paths in 2020.

As shown in Figure 32, the majority of shared use paths within a half mile around the school have pavement conditions in the very smooth to smooth category. The exception is that the Mississippi River walk on the west side of the river is in fair condition.

The bicycle route pavement condition is mostly in good condition, except for the Wilson Avenue SE bike lane.

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Figure 32. Shared Use Path Pavement Condition around Lincoln Elementary School.

Infrastructure – Crosswalk Pavement Markings

Figure 33. Example of marked crosswalk at MN Highway 23 and Wilson Avenue SE.

CROSSWALKS

A marked crosswalk can benefit pedestrians by directing them to cross at locations where appropriate traffic control exists, including traffic signals or stop signs. Crosswalks do not slow traffic or reduce pedestrian crashes but can alter drivers' behaviors. There are 45 crosswalks within the half-mile buffer around Lincoln Elementary School, as shown in Figure 35. These locations exist primarily on highvolume roads such as MN Highway 23, E St Germain St, Wilson Avenue SE, and other local roadways.

Figure 34. Example of a marked crosswalk on Fifth Avenue SE.

Figure 35. Painted Crosswalk Locations around Lincoln Elementary School.

Infrastructure - Detectable Warning Surfaces

Figure 36. Example of a detectable warning surface on a curb ramp at Fifth Avenue SE and Fourth Street SE.

DETECTABLE WARNING SURFACES

The Americans with Disabilities Act (ADA) became law in 1990. This law protects disabled persons against discrimination and allows them to experience the same opportunities of mainstream life that all Americans enjoy. In this act are specific infrastructure designs to help those with a disability use the transportation system safely.

One infrastructure design is a detectable warning surface with truncated domes designed to be felt through shoes or with a walking cane to alert those with visual impairment of any potential upcoming dangers, such as a curb drop or entry into a traffic roadway. Within the half-mile buffer around the school, there are 107 curb ramps with a detectable warning surface present and 94 curb ramps with none present. Another infrastructure design used for ADA compliance is audible pedestrian push buttons. These buttons provide visually impaired users audible information about the WALK and DON'T WALK signals at signalized intersections. The six signalized intersections (Fourth Avenue S/First Street S, E St Germain St/Riverside Drive SE, E St Germain St/Wilson Avenue NE, E St Germain St/Lincoln Avenue SE, MN Highway 23/Wilson Avenue SE, and MN Highway 23/Lincoln Avenue SE) all include these audible push buttons.

Traditionally as roadways and active transportation facilities are reconstructed or have major construction work done, curb ramps and audible push buttons are brought up to ADA compliance.

Figure 37. Detectable Warning Surfaces Around Lincoln Elementary School.

Infrastructure – Regulatory Signs

Figure 38. Example of a RRFB along Lincoln Avenue SE.

REGULATORY SIGNS

Regulatory signs provide information about road rules and traffic laws. This includes parking restrictions on school days between 8 a.m. and 4 p.m., such as those along Fourth Street SE and Fifth Avenue SE near the school. School starts at 7:30 a.m., so these signs are inaccurate and should be replaced.

There are two locations with rectangular rapid flashing beacon (RRFB) signs. One set of signs is located at the intersection of Wilson Avenue SE and First Street SE and is used by St. Katharine Drexel School students. The other location is along Lincoln Avenue SE and is used by the Quanex company to get their employees across the roadway safely.

There are many signs indicating bike routes.

The other type of sign is located near railroad crossings. Burlington Northern Santa Fe and Amtrak operate on these rail lines. Signs that warn of a rail crossing are posted for traffic in both directions.

Of all the signs, only one rail crossing sign is faded near the Lincoln Depot and should be replaced.

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Infrastructure – School Zone Signs

Figure 40. Example of a school advance warning sign along Wilson Avenue SE.

SCHOOL ZONE SIGNS

School advance warning signs are generally used in advance of the first school crosswalk sign encountered by each direction of traffic. School crosswalk signs should not be used at crossings other than those adjacent to schools or on established pedestrian routes.

There are 10 school advance warning signs in the school area. Three signs are located near St

Katharine Drexel School on Wilson Avenue SE. The other seven signs are closer to Lincoln Elementary School on Wilson Avenue SE and Fifth Avenue SE.

There are two parent drop-off and pick-up signs. One is located near Fifth Street SE, indicating where the pickup line begins, and the other is where the line ends. As stated earlier, vehicles are parking well beyond the designated drop-off/pick-up zones.

Figure 41. Signs are parent drop off only.

Figure 42. School Zone Signs.

Infrastructure – Future Projects

Figure 43. MnDOT interchange *Photo courtesy of MnDOT.

FUTURE PROJECTS

Generally, City and County governments annually approve a five-year capital improvement plan (CIP) containing programmed projects they expect to implement.

The City of Saint Cloud has two programmed projects in the half-mile buffer. The first project (2022-03) is along Wilson Avenue SE from MN Highway 23 to First Street NE, to be completed in 2023. This project includes reconstructing streets, bike lanes, sidewalks, sanitary sewer, water main and storm drain utilities, traffic signals, and street lighting.

The second project (2027-01) will include a mill and overlay of Lincoln Avenue SE from north city limits to Seventh Street SE in 2027.

Starting in 2023, MnDOT will reconstruct the US Highway 10 and MN Highway 23 interchange. This includes replacing bridges, reconfiguring on/off ramps, and creating new active transportation facilities.

Figure 44. Programmed Future Projects.

Figure 45. Sidewalk along Wilson Avenue SE.

Recommendations

Physical changes to the streetscape are essential to making walking, biking, and rolling to school safer and more comfortable.

An in-person walking and biking audit helped to inform specific recommendations to address the key identified barriers to walking and bicycling in Saint Cloud. Discussions with the Safe Routes to School Team and conversations with school and district staff, caregivers, students, community members, and city and county staff led to additional recommendations. Recommendations were prioritized based on community and stakeholder input, traffic and roadway conditions, proximity to schools, and proximity to and use by equity-priority populations. This plan does not represent a comprehensive list of every project that could improve conditions for walking and bicycling in the neighborhood. Instead, it calls attention to key conflict points and potential improvements. Recommendations range from simple striping changes and signing to more significant changes to the streets, intersections, and school infrastructure.

Engineering recommendations are described on the following pages. Recommendations are planninglevel concepts and will require additional study to confirm the feasibility and to finalize project prioritization.

Figure 46. Recommended Infrastructure Improvements.

Figure 47. High priority recommended infrastructure improvements.

A: US 10 and Highway 23 Interchange.

PRIORITY: High

RECOMMENDATION

Starting in 2023, MnDOT will be reconstructing the US Highway 10 and MN Highway 23 interchange. This includes replacing bridges, reconfiguring on/off ramps, and creating new active transportation facilities.

WHY IS THIS RELEVANT?

There are no active transportation facilities in this vicinity, and many crashes have involved active transportation users. Adding facilities for pedestrians and people who cycle will improve the connectivity of the active transportation network.

WHO WILL MAKE THIS HAPPEN? MnDOT.

HOW WILL THIS ADDRESS EQUITY?

Improved safety for students with disabilities and others needing to access the school through walking, biking, and rolling. The project is located within a disadvantaged area.

*Figure 48. Example of desire line across US 10. *Photo courtesy of Google.*

B: Wilson Avenue SE.

PRIORITY: High

RECOMMENDATION

The reconstruction of Wilson Avenue SE from MN Highway 23 to First Street NE will be completed in 2023. This project includes reconstructing streets, bike lanes, sidewalks, sanitary sewer, water main and storm drain utilities, traffic signals, and street lighting.

WHY IS THIS RELEVANT?

Based upon the APO's on-road pavement study in 2019, this section of bike lane pavement is in fair condition.

WHO WILL MAKE THIS HAPPEN? The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Figure 49. Example of Wilson Avenue SE.

C: Fourth Street SE and Fifth Avenue SE.

PRIORITY: High

RECOMMENDATION

Install new no parking during school hours signs along both sides of Fourth Street SE from Wilson Avenue SE to Fifth Avenue SE and then on both sides of Fifth Avenue SE from the end of the turnaround bulb to Fifth Street SE. No parking signs during school hours should also be considered on the east side of Fifth Avenue SE from Fifth Street SE to Sixth Street SE.

WHY IS THIS RELEVANT?

Based on the APO's observations, the current signs have the wrong school start time – 8 am instead of 7:30 am. The parent drop-off and pick-up line was observed to extend past Fifth Street SE. Two-way travel is challenging when vehicles are parked on the east side of the roadway along with parents waiting in the queue.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud and Lincoln Elementary School.

HOW WILL THIS ADDRESS EQUITY?

The project is located within a disadvantaged area.

D: Fifth Avenue SE.

PRIORITY: High

RECOMMENDATION

Add parent pick-up and drop-off signs on Fifth Avenue SE from where the current signs end near Fifth Street SE to Sixth Street SE.

WHY IS THIS RELEVANT?

Based on the APO's observations, the parent pick-up and drop-off line extends well beyond the current signs around Fifth Street SE.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud and Lincoln Elementary School.

HOW WILL THIS ADDRESS EQUITY?

The project is located within a disadvantaged area.

Figure 50. Example of No Parking Sign on Fourth Street SE.

Figure 51. Example of Parent Drop-Off Sign.

E: Riverside Drive SE.

PRIORITY: High

RECOMMENDATION

Install two high visibility marked crosswalks and appropriate signage on Riverside Drive SE on both sides of the MN Highway 23 bridge.

WHY IS THIS RELEVANT?

There are no crosswalks at either of these locations.

WHO WILL MAKE THIS HAPPEN? The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Improved safety for students with disabilities and others needing to access the school through walking, biking, and rolling. The project is located within a disadvantaged area.

Figure 52. Example of crossing at Riverside Drive SE.

F: Fifth Avenue SE and Seventh Street SE Intersection.

PRIORITY: High

RECOMMENDATION

Install high visibility marked crosswalks with appropriate at each leg of the intersection.

WHY IS THIS RELEVANT?

There is currently a marked crosswalk on the east leg of the intersection but none on the other legs.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Figure 53. Example of crossing at Fifth Avenue SE and Seventh Street SE intersection.

G: Kilian Boulevard SE and Seventh Street SE.

PRIORITY: High

RECOMMENDATION

Install a high visibility marked crosswalk with appropriate signage across Kilian Boulevard SE.

WHY IS THIS RELEVANT?

Kilian Boulevard is a major collector roadway with almost 6,000 vehicles per day. The boulevard makes the street crossing longer than the average two-lane roadway.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Improved safety for students with disabilities and others needing to access the school through walking, biking, and rolling. The project is located within a disadvantaged area.

H: Lincoln Avenue SE and Seventh Street SE.

PRIORITY: High

RECOMMENDATION

Install a high visibility marked crosswalk with appropriate signage across Lincoln Avenue SE. Repaint advanced stop bars at all legs of the intersection.

WHY IS THIS RELEVANT?

A minor arterial and major collector roadway meet at this intersection with 5,000 to 6,000 vehicles per day. The intersection is skewed at a 45-degree angle which can cause safety and operational issues.

WHO WILL MAKE THIS HAPPEN? The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Figure 54. Example of crossing at Kilian Boulevard SE and Seventh Street SE.

Figure 55. Example of crossing at Lincoln Avenue SE and Seventh Street SF.

Lincoln Elementary School Recommended Infrastructure Improvements - Medium Priority

Figure 56. Medium priority recommended infrastructure improvements.

I: Lincoln Avenue SE.

PRIORITY: Medium

RECOMMENDATION

Construct a sidewalk to fill the gap on Lincoln Avenue SE between Seventh Street SE and Fourth Street SE.

WHY IS THIS RELEVANT?

There is a gap in the active transportation network on this portion of Lincoln Avenue SE. This corridor is a minor arterial with over 6,000 vehicles per day. Along this corridor are important food assets along with the Lincoln Homeless Center.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Improved safety for students with disabilities and others needing to access the school through walking, biking, and rolling. The project is located within a disadvantaged area.

Figure 57. Example of Lincoln Avenue SE.

J: Lincoln Avenue SE.

PRIORITY: Medium

RECOMMENDATION

Construct a sidewalk to fill the gap on Lincoln Avenue SE between First Street SE and East Saint Germain Street.

WHY IS THIS RELEVANT?

There is a gap in the active transportation network on this portion of Lincoln Avenue SE. This corridor is a minor arterial with over 9,000 vehicles per day. Along the west side of the corridor desire line can be seen indicating a need for a safe facility.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Figure 58. Example of the desire line along Lincoln Avenue SE.

K: MN Highway 23 and Wilson Avenue Intersection.

PRIORITY: Medium

RECOMMENDATION

Reconfigure the existing sidewalk to follow the desire line.

WHY IS THIS RELEVANT?

A desire line on the southeast side of the intersection shows the path most active transportation users take to access the intersection.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Improved safety for students with disabilities and others needing to access the school through walking, biking, and rolling. The project is located within a disadvantaged area.

Figure 59. Example of a desire line at the intersection of MN Highway 23 and Wilson Avenue.

L: Riverside Drive SE.

PRIORITY: Medium

RECOMMENDATION

Construct a sidewalk to fill the gap on Riverside Drive SE in front of the Salem Lutheran Church parking lot.

WHY IS THIS RELEVANT?

There is a short gap in the active transportation network.

WHO WILL MAKE THIS HAPPEN? The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Figure 60. Aerial of Riverside Drive SE.

M: Seventh Street SE.

PRIORITY: Medium

RECOMMENDATION

Construct a sidewalk on Seventh Street SE from Lincoln Avenue SE to Frontage Road.

WHY IS THIS RELEVANT?

There are no active transportation facilities along this corridor, and students have to walk on the side of the road to access school bus stops.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Figure 61. Example of Seventh Street SE.

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Figure 62. Low priority recommended infrastructure improvements.

N: MN Highway 23.

PRIORITY: LOW

RECOMMENDATION

Construct a sidewalk that connects MN Highway 23 to Fourth Avenue SE/Riverside Drive SE, similar to the connection on the south side of MN Highway 23.

WHY IS THIS RELEVANT?

Accessing Riverside Drive SE requires the active transportation user to cross MN Highway 23 instead of using the underpass. Likewise, to access Fourth Avenue SE, the user must walk a longer distance along Wilson Avenue SE.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud and MnDOT.

HOW WILL THIS ADDRESS EQUITY?

Improved safety for students with disabilities and others needing to access the school through walking, biking, and rolling. The project is located within a disadvantaged area.

Figure 63. Aerial image of project location.

O: East Saint Germain Street.

PRIORITY: Low

RECOMMENDATION

Construct a regional bike lane along East Saint Germain Street.

WHY IS THIS RELEVANT?

Regional bike lanes were identified in the APO's Regional Active Transportation Plan.

WHO WILL MAKE THIS HAPPEN? The City of Saint Cloud.

HOW WILL THIS ADDRESS EQUITY?

Figure 64. Example of East Saint Germain Street.

P: MN Highway 23 and Lincoln Avenue SE.

PRIORITY: LOW

RECOMMENDATION

Install a leading pedestrian interval (LPI) at the intersection of MN Highway 23 and Lincoln Avenue SE. An LPI allows pedestrians to enter the crosswalk at an intersection 3-7 seconds before vehicles are given a green indication. Pedestrians can better establish their presence in the crosswalk before vehicles have priority to turn right or left.

WHY IS THIS RELEVANT?

This intersection is very busy, with upwards of 30,000 vehicles daily and a history of active transportation crashes. This recommendation was also in the APO's Regional Active Transportation Plan.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud and MnDOT.

HOW WILL THIS ADDRESS EQUITY?

Improved safety for students with disabilities and others needing to access the school through walking, biking, and rolling. The project is located within a disadvantaged area.

Q: MN Highway 23 and Wilson Avenue SE.

PRIORITY: Low

RECOMMENDATION

Install a leading pedestrian interval (LPI) at the intersection of MN Highway 23 and Wilson Avenue SE.

WHY IS THIS RELEVANT?

This intersection is very busy, with upwards of 30,000 vehicles daily and a history of active transportation crashes. This recommendation was also in the APO's Regional Active Transportation Plan.

WHO WILL MAKE THIS HAPPEN?

The City of Saint Cloud and MnDOT.

HOW WILL THIS ADDRESS EQUITY?

Figure 65. Example of crosswalk at MN Highway 23 and Lincoln Avenue SE intersection.

Figure 66. Example of crosswalk at MN Highway 23 and Wilson Avenue SE intersection.

R: Detectable warning surfaces in various locations.

PRIORITY: LOW

RECOMMENDATION

Install detectable warning surfaces where there aren't currently any. Conduct an ADA Transition Plan in the half-mile buffer around the school.

WHY IS THIS RELEVANT?

Updated active transportation facilities should include detectable warning surfaces.

WHO WILL MAKE THIS HAPPEN? The City of Saint Cloud.

The city of ballit cloud.

HOW WILL THIS ADDRESS EQUITY?

Figure 67. Detectable warning surface at MN Highway 23 and Lincoln Avenue SE intersection.

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Programs

Figure 68. Lincoln safety guards helping person across crosswalk.

Figure 69. Bike racks outside of Lincoln Elementary School.

Introduction to Programs

Programs are opportunities to increase awareness, understanding, and excitement around walking, biking, and rolling to school.

Programs are focused on educating students, families, and the broader community about walking and biking, as well as on building a culture that supports and normalizes walking and biking to school and other destinations. Because programs are low-cost and can often be implemented quickly by an individual school or the school district, they represent an important Safe Routes to School strategy that complements longer-term strategies, including infrastructure improvements and policy changes.

EXISTING PROGRAMS

Lincoln Elementary School and Saint Cloud School District 742 have been actively working towards providing safe and inviting spaces around school campuses for students. This foundation of encouraging student travel safety provides a valuable baseline for expanding programs to encourage more students to walk and bike.

PROGRAMS ALREADY ACTIVE AT OAK HILL COMMUNITY SCHOOL:

- District 742 Safe Routes to School Strategic Action Plan.
- Collaboration with local law enforcement.
- Arrival and dismissal policy.
- Staff crossing guards.

PROGRAM RECOMMENDATIONS

Conversations with school and district staff, caregivers, students, community members, and city and county staff led to the following program recommendations. Programs were tailored to meet the needs, capacities, and interests of the community and were prioritized based on existing programs, input from local stakeholders, the extent to which the program would serve priority equity populations, and the readiness of the school to launch the program.

RECOMMENDED PROGRAMS INCLUDE:

- Parent Workshop.
- Walk! Bike! Fun!
- Safety Equipment for Staff.
- School Safety Campaign.

- Community Encouragement.
- Walk/Bike School Days.

Figure 70. Example of a parent workshop.

PARENT WORKSHOP

Since parents are usually the ones deciding whether their children walk or bike to school, a workshop designed for them can provide the tools, resources, and support needed to begin walking or biking for transportation. Topics could include starting a walking school bus, carpool matching, launching a safety campaign, community discussion on how to be responsible drivers, or organizing an event, such as Walk and Bike to School Day.

When, where, and how will this be implemented? Ongoing discussion.

Why is this relevant and recommended?

Many parents do not feel comfortable allowing their children to walk or bike without an adult present.

How will this address transportation inequities?

This informational workshop would answer questions, address concerns, and provide information and resources to parents to help them decide whether to permit their children to transport themselves to school or not.

How will this be evaluated?

A parent survey and feedback from school leaders.

Who needs to be involved to make this happen?

School and district staff, PTSA/parents, local government and law enforcement, Bicycle Alliance of Minnesota, advocates/volunteers, League Cycling Instructors (League of American Bicyclists).

What is the timeline for implementation? Short term (1-2 years)

Figure 71. Students participating in a curriculum.

WALK! BIKE! FUN!

Pedestrian and Bike Safety Curriculum is a two-part curriculum designed specifically for Minnesota's schools. It is structured to meet Minnesota education standards and is an important part of the Safe Routes to School Program in Minnesota. Walk! Bike! Fun! helps students ages 5 to 13 learn traffic rules and regulations, the potential hazards to traveling, and handling skills needed to bike and walk effectively, appropriately and safely through their community.

When, where, and how will this be implemented? Ongoing discussion.

Why is this relevant and recommended?

This program will encourage students to have a positive reaction to walking and biking to school.

How will this address transportation inequities?

Safety Curriculum can promote excitement for active transportation by providing the skills and confidence to travel independently. Students can not be expected to transport themselves to school if they are not taught how to do so safely.

How will this be evaluated?

A parent and student survey as well as feedback from school leaders.

Who needs to be involved to make this happen?

School and district staff, PTSA/parents, local government, Bicycle Alliance of Minnesota, advocates/volunteers.

What is the timeline for implementation? Short term (1-2 years)

Figure 72. Example of crossing guards.

UPDATED SAFETY EQUIPMENT FOR CROSS GUARD STAFF

Staff members mentioned that some of the equipment was falling apart.

When, where, and how will this be implemented? Ongoing discussion.

Why is this relevant and recommended?

Having safety equipment that is well maintained will help make the crossing guards more visible and help with safety.

How will this address transportation inequities? Provide safety for staff and students.

How will this be evaluated?

If staff members are using safety equipment.

Who needs to be involved to make this happen? School and district staff.

What is the timeline for implementation? Short term (1-2 years)

Figure 73. Example of a school safety campaign.

SCHOOL SAFETY CAMPAIGN

A safety campaign is an effective way to build awareness around students walking and biking to school and to encourage safe driving behavior among parents and passersby. A School Traffic Safety Campaign can use media at or near schools such as posters, business window stickers, yard signs, and/or street banners - to remind drivers to slow down and use caution in school zones. This type of campaign can also address other specific hazards or behaviors, such as walking or bicycling to school, school bus safety, and/or parent drop-off and pick-up behavior.

When, where, and how will this be implemented? Ongoing discussion.

Why is this relevant and recommended?

Parents often indicate safety of intersections and crossings; traffic speed along the route; the amount of traffic, and driver behavior as barriers to allowing their kids walk or bike to school..

How will this address transportation inequities?

A school safety campaign might facilitate awareness of irresponsible driver behavior in the community.

How will this be evaluated?

A parent and student survey as well as feedback from school leaders.

Who needs to be involved to make this happen?

School and district staff, local government and law enforcement, PTSA/parents, advocates/volunteers, students.

What is the timeline for implementation? Medium-term (2-4 years)

Figure 74. Community engagement liaison.

COMMUNITY ENCOURAGEMENT

Community encouragement is aimed at ensuring compliance with traffic and parking laws in school zones. Encouragement activities help reduce common poor driving behavior, such as speeding, failing to yield to pedestrians, turning illegally, parking illegally, and other violations. Encouragement actions include School Zone Speeding Administration and Crosswalk Stings. Other implementation actions can be led by the school administration, such as parking lot 'citations

When, where, and how will this be implemented? Ongoing discussion.

Why is this relevant and recommended?

Parents often indicate safety of intersections and crossings; traffic speed along the route; the amount of traffic, and driver behavior as barriers to allowing their kids walk or bike to school.

How will this address transportation inequities?

Law enforcement patrolling nearby roadways might facilitate awareness of irresponsible driver behavior in the community.

How will this be evaluated?

A parent survey, feedback from PTSA leaders.

Who needs to be involved to make this happen? School and district staff, local government and law enforcement, PTSA/parents, advocates/volunteers.

What is the timeline for implementation? Medium-term (2-4 years)

Figure 75. Example of walk/bike to school day.

WALK/BIKE TO SCHOOL DAYS

National Walk to School Day and Bike to School Day attract millions of students and families to try walking, biking, and rolling to school every October and May. In addition, Minnesota celebrates Winter Walk to School Day in February. Additional education, encouragement, and enforcement programming can be used to promote the event, increase awareness, and expand participation. Walk/bike to school days can also take place more frequently if there's interest and capacity..

When, where, and how will this be implemented? Ongoing discussion.

Why is this relevant and recommended?

Parent and student often indicated walking and biking are healthy.

How will this address transportation inequities?

For parents to allow their children to transport themselves to and from school, education and engagement programs must first be in place. Then the school can provide encouragement programs such as Walk and Bike to School Days to increase walking and biking while empowering the youth.

How will this be evaluated?

A parent and student survey, feedback from PTSA leaders, and tallies of participating students.

Who needs to be involved to make this happen? School and district staff, local government and law enforcement, PTSA/parents, advocates/volunteers.

What is the timeline for implementation? Long term (4+ years)

Working for Change

Figure 76. Example of pedestrian only railroad crossing.

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Figure 77. Sidewalk in poor condition along Fifth Avenue SE.

Action Steps

This plan and planning process provide two critical ingredients for creating a more equitable transportation system in Saint Cloud: a prioritized set of infrastructure and program recommendations, and a network of caregivers, school staff, local government employees, and community members committed to improving walking and biking.

Figure 78. Underpass for BNSF railroad used by active transportation users.

FOR ALL COMMUNITY MEMBERS

A more equitable transportation system that prioritizes safe, comfortable, and fun opportunities to walk, bike, and roll benefits everyone. While this plan is focused on addressing connections to schools, many improvements will benefit people with no relationship to the schools because we all share the same streets, sidewalks, and trails. Likewise, many needed changes, such as reducing speed limits and normalizing walking and biking, extend far beyond the school system.

Your number one role as a community member is to advocate for changes that make walking, biking, and rolling safer, more comfortable, and more fun. Speak to elected officials, show up to community meetings, talk about walking and biking at school events and with school administrators, and organize and vote for candidates who support walking, biking, and public transit.

I AM A STUDENT OR CAREGIVER

Students and their families can have incredible influence when advocating for change in their school and broader community. For example, students and caregivers can support and lead SRTS initiatives including:

- Advocating for policy change and funding at City Hall.
- Developing campaigns to generate enthusiasm and improve social conditions for SRTS.
- Volunteering time to lead a Walking School Bus or organize a bike drive.
- Fundraising for SRTS programs and small infrastructure projects.

I AM A SCHOOL DISTRICT EMPLOYEE

School district staff bring an important perspective and voice to advocating for a more equitable

transportation system. By describing challenges and opportunities they see confronting their students and petitioning local elected officials for improvements, school district employees can support policy and infrastructure improvements that benefit their students and the broader community. Staff are also ideally positioned to implement the recommendations in this plan, whether it be a classroom-level curriculum or school district-wide policy around walking and biking.

I WORK FOR THE CITY OR COUNTY

As members of the governments that own, regulate, and maintain the roads, city and county staff can be instrumental in re-orienting transportation policies and infrastructure around walking and biking to schools and other destinations. City and county staff can leverage their expertise to identify, advocate for, and implement changes that contribute toward a more equitable transportation system. Key policies that staff can support include:

- Reducing lane widths and vehicular speed limits.
- Eliminating minimum parking requirements.
- Revising land use regulations to promote denser and more integrated land uses that promote walkable and bikeable trips.
- Prioritizing municipal maintenance and snow clearing of all pedestrian and bike facilities.
- Requiring complete streets infrastructure as part of all road resurfacing and reconstruction projects.

City staff can also use this report to support Safe Routes to School funding applications to programs such as MnDOT SRTS grants, Federal SRTS grants, and the Statewide Health Improvement Program (SHIP)

Figure 79. Kilian Boulevard.

DATA GATHERING TOOL

Multiple tools were administered while gathering the Lincoln Elementary School Safe Routes to School Plan data. Each instrument focused on collecting data for the six E's (evaluation, education, encouragement, equity, engagement, and engineering). This process used quantitative and qualitative data to formulate informed program and infrastructure recommendations.

WALKING AND BIKING AUDIT

A walking and bicycling audit were conducted around Lincoln Elementary School in the fall of 2022. This process involved gathering data about environmental conditions (social, built, and natural) that affect walking and bicycling. One objective of the audit is to document factors that help or hinder safe walking and bicycling. These factors include but are not limited to street lighting, sidewalk width, condition, traffic volume, bike lanes, topography, and presence of dogs, trash, and debris.

SCHOOL ZONE HAZARD OBSERVATIONAL ASSESSMENT

The School Zone Hazard Observational Assessment was conducted by in-person observation by multiple community volunteers at AM arrival and PM dismissal in the fall of 2022. This is a way to track hazards that decrease safety around schools. It. The tool separately tracks different travel modes and corresponding behaviors (i.e. distractions, illegal parking/pick up, unsafe crossing, or helmet usage.

