

## Active Transportation Advisory Committee Agenda

Wednesday, August 11<sup>th</sup>, 2021, 10:30 am – 12:00  
noon Great River Regional Library, Bremer Room  
1300 W. St. Germain Street, St. Cloud MN 56301

- 10:30 am – 10:40 am Call to Order  
Introductions
- 10:40 am – 11:00 am Review Draft Active Transportation Plan, Chapter 4  
(*Attachment A*)  
Vision, Goals, Objectives, and Measures  
Needs Assessment Methodology  
    1. Evaluation Needs within Cities  
    2. Evaluating the Region  
Developing Plans and Projects for a Connected Areawide Network  
Comments from ATAC members on Chapter 4 Draft
- 11:00 am – 11:40 am Discuss the Draft Active Transportation Plan Profiles  
(*Attachment B*)  
Review and Discuss Issues and Recommendations for Focus Areas
- Sauk Rapids
  - Sartell
  - Saint Joseph
  - Waite Park
  - Saint Cloud
- Review Proposed Regional Network  
Comments from ATAC members on Profiles and Recommendations
- 11:40 am – 11:50 am Timelines and Next Steps (*Attachment C*)  
Review Schedule for ATP Draft Review and Public Engagement  
Schedule for FY 2026 Transportation Alternative (TA) Projects  
Next ATAC meeting – January 2022
- 11:50 pm- 12:00 Other Announcements

## English

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## Somali

Ururka Qorsheynta Deegaanka ee Cloud Cloud (APO) wuxuu si buuxda u waafaqsanahay Cinwaanka VI ee Xuquuqda Xuquuqda Rayidka ee 1964, Cinwaanka II ee Sharciga Naafada Mareykanka ee 1990, Amarka Fulinta 12898, Amarka Fulinta 13116 iyo qawaaniinta iyo qawaaniinta la xiriira. APO waa u furan tahay dhammaan dadka awooda oo dhan. Qofka u baahan dib-u-habeyn ama dejin, caawimaad gargaar ah, adeegyo turjumaad, adeegyo turjubaan, iwm, si uu uga qeyb galo kulan dadweyne, oo ay ku jiraan helitaanka ajendahaan iyo / ama ku lifaaqan qaab kale, ama luqadda fadlan la xiriir APO. 320-252- 7568 ama at [admin@stcloudapo.org](mailto:admin@stcloudapo.org) ugu yaraan toddobo (7) maalmood kahor kulanka.

## Spanish

La Organización de Planificación del Área de Saint Cloud (APO en inglés) cumple plenamente con el Título VI de la Ley de Derechos Civiles de 1964, con el Título II de la Ley sobre los Estadounidenses con Discapacidad de 1990), de la Orden Ejecutiva 12898, de la Orden Ejecutiva 13116 y los estatutos y reglamentos relacionados. La APO es accesible para todas las personas de todas las capacidades. Una persona que requiere una modificación o acomodación, ayudas auxiliares, servicios de traducción, servicios de interpretación, etc., para poder participar en una reunión pública, incluyendo recibir esta agenda y/o archivos adjuntos en un formato o idioma alternativo, por favor, contacta a la APO al número de teléfono 320-252-7568 o al [admin@stcloudapo.org](mailto:admin@stcloudapo.org) al menos siete (7) días antes de la reunión.



1040 County Road 4, Saint Cloud, MN 56303-0643

*T. 320.252.7568 F. 320.252.6557*

TO: Active Transportation Development Committee  
FROM: Fred Sandal, Associate Transportation Planner  
RE: Proposed Draft Active Transportation Plan Chapter 4  
DATE: July 28, 2021

Chapter 4 of the ATP discusses the goals, objectives, and methodology for identifying active transportation needs both at the individual community level and for the region as a whole. Following the recommendation from ATAC and the Transportation Advisory Committee (TAC), the goals and objectives for active transportation were adopted in total by the APO Policy Board on April 8, 2021.

The attached draft includes these goals and objectives along with new text describing proposed measures that identify how well the current network performs relative to the goals and objectives. **Figure 4.5 of Chapter 4 is a “report card” on the status of current facilities** for the combined cities according to these measures. The performance measures also provide a means of tracking progress over time toward meeting ATP objectives.

This new Chapter 4 draft also includes a description of each step of the Phase 1 methodology used to identify safety and connectivity needs within each of the APO member cities. From analysis using the factors, maps and data that relate each of the objectives, APO staff identified locations with gaps or deficiencies. Looking at where multiple needs were found determined areas of focus within these cities to receive more detailed analysis. The focus area analysis is found in the needs assessment section of the five city profiles.

Phase 2, which developed in part from the Phase 1 findings, examined needs to expand the bicycle facility network to meet the needs of users as they cross from one city or area of the MPA to another. This analysis also considered how to best connect the regional network to facilities outside the MPA. Figure 4.9 illustrates the proposed future regional network.

The needs assessments and recommendations identified in each of the city profiles (Attachment B) follows the methodology described in chapter 4.

Suggested Action: Review and comment on the performance measures and the active transportation facility needs assessment methodology.

# CHAPTER FOUR: GOALS, OBJECTIVES, AND EVALUATING NEEDS

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## VISION STATEMENT

Through a comprehensive overview of the region’s active transportation facilities and their usage, various regional planning documents, and public input, the following vision for the area’s active transportation network was developed.

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*The Saint Cloud MPA strives to provide a regionally-coordinated and well-maintained active transportation network allowing for safe, efficient, convenient, and comfortable walking and bicycling access to local and regional destinations for all users of all abilities.*

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To accomplish this vision, a series of goals and objectives have been developed to direct and guide the ATP as well as future project development and implementation by APO member jurisdictions. For each goal, specific measurable actions (i.e., objectives) were identified to help the region reach the desired goal. From there, various factors were analyzed to determine the degree to which objectives are being met.

Performance measure were also defined and will be used to track progress toward achieving the ATP’s goals and objectives.

As a component of the APO’s long-range planning document – [MAPPING 2045](https://bit.ly/3rAtNBj) (https://bit.ly/3rAtNBj) – these goals and objectives are consistent with those outlined in the MTP.

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## GOALS, OBJECTIVES, EVALUATION FACTORS, AND PERFORMANCE MEASURES

### GOAL 1: SAFETY AND COMFORT

*Goal Statement: Improve bicycle and pedestrian safety and comfort.*

Public safety data shows a growing number of fatalities and serious injuries involving pedestrians and bicyclists across the MPA. According to early public input findings, residents who walk or bicycle often feel the available active transportation networks they use unsafe or stressful due to vehicle traffic and speeds. Public feedback indicates there is a clear desire for facilities separated from the flow of vehicular traffic.

To assist in achieving this goal, the APO has adopted the following objectives.

*Objective 1.1: Reduce the number and severity of crashes involving pedestrians and people who cycle.*

An important and identifiable measure of improved safety is a reduction of the number of bicycle and pedestrian fatalities – especially in areas prone to crashes. Crashes that result in death or serious injury typically involve motor vehicles.

To evaluate this objective, APO analysis has considered the following factor:

- *Locations within the MPA with crashes involving a bicyclist and/or pedestrian with particular attention to areas where fatal and serious injury crashes occur and areas with multiple crashes.*

*Objective 1.2: Improve the comfort level of active transportation facilities where necessary.*

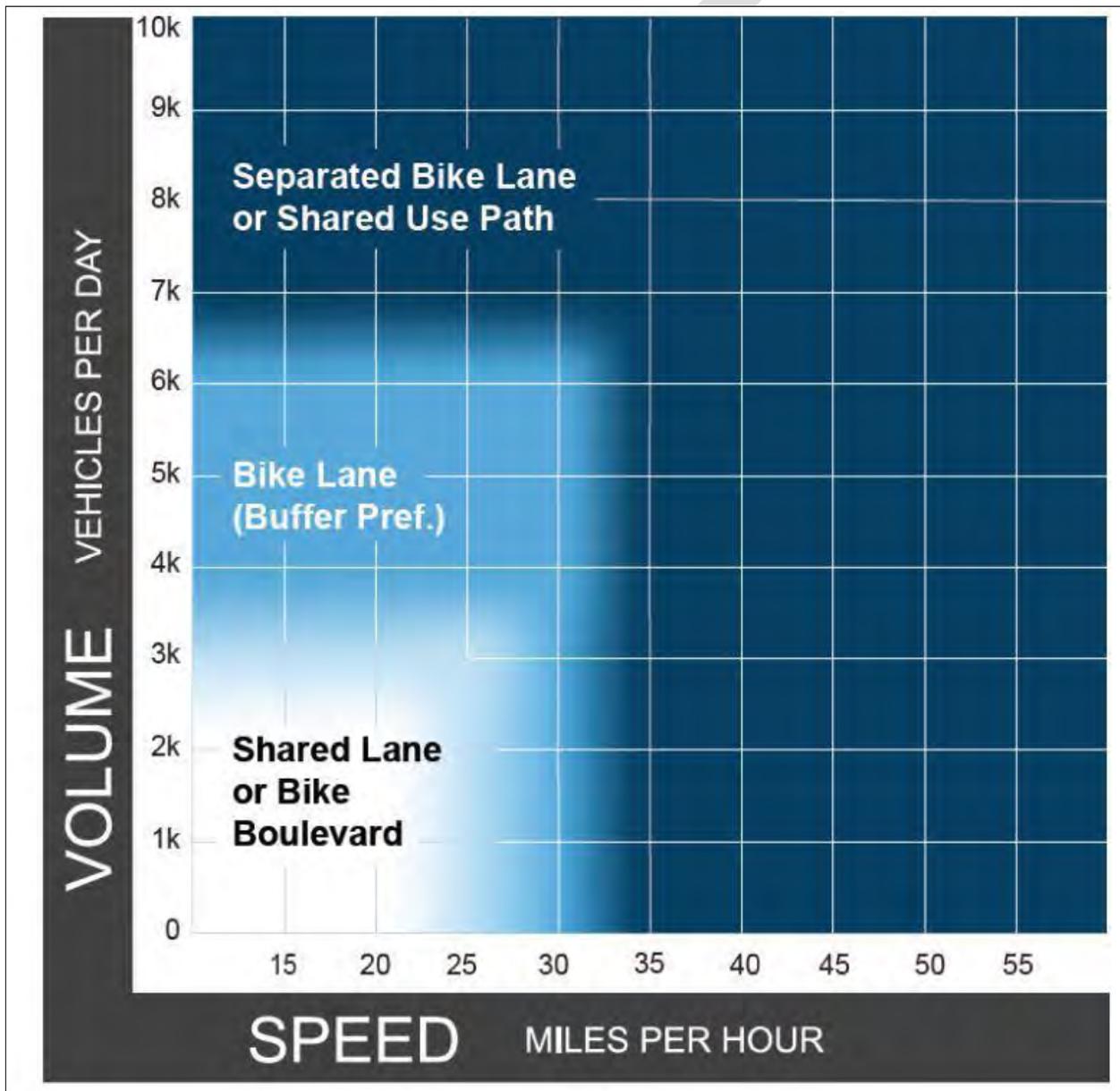


FIGURE 4.1 – MNDOT FACILITY SELECTION GUIDANCE BASED ON VEHICLE VOLUMES AND SPEED

CREDIT: FHWA BIKEWAY SELECTION GUIDE

The [MnDOT Bicycle Facility Design Manual](https://bit.ly/3aSwSXu) (https://bit.ly/3aSwSXu) identifies the preferred design for on-road bicycle facilities based upon the volume of vehicular traffic and posted speeds. On-road bicycle facilities which meet these design guidelines can create a more comfortable and safer setting for on-road bicycle users. (See Figure 4.1)

For off-road bicyclists and pedestrians, the presence of sidewalks and/or shared use paths can assist in creating a sense of comfort. This is especially true along corridors involving collector and arterial roadways because these roadways are designed for higher traffic volumes and speeds. Many cities within the MPA recognize this need by requiring active transportation facilities to be built on a least one side of the road as new development occurs. Many jurisdictions also seek opportunities to add (or retrofit) active transportation facilities along roadways as part of the road (re)construction process.

APO analysis has considered the following factors to address user comfort:

- *Locations within the MPA where current on-road bicycle facility infrastructure does not meet the MnDOT design guidelines for the given traffic volume and speeds.*
- *Locations along arterial and collector roadway corridors within the MPA that do not currently have a least one adjacent sidewalk and/or shared use path.*

For measuring performance and attainment of these goals and objectives, this document establishes the following measures:

- *The regional five-year rolling average of non-motorized fatalities and suspected serious injuries.*

The Federal government requires all MPOs and States to report on non-motorized fatalities and serious injuries as a five-year rolling average. Rather than developing a new or alternative measure, the APO chooses to utilize the established performance measure.

- *The percentage, by jurisdiction, of centerline miles of arterial and collector roadways that have a sidewalk or shared-use path on at least one side.*

All of the cities in the MPA have established policies to require sidewalk on at least one side of all collector and arterial roadways. Using that policy goal as a performance measure is achievable and efficient and will help the **APO's member jurisdictions understand how well** they are meeting their own policy goal. We have expanded the performance measure to consider the presence of shared-use paths as well since they can also be used by pedestrians.

## **GOAL 2: CONNECTIONS TO DESIRED DESTINATIONS**

*Goal Statement: Improve active transportation connections to desired destinations.*

While it is no secret that walking and biking serve as forms of exercise or recreation, a good portion of people rely on (or opt to use) active modes to meet many of their regular **transportation needs. Early public input findings indicate users of the MPA's active** transportation network want to be able to access places like jobs, schools, grocery stores, and transit. However, infrastructure gaps can discourage users or make completing those trips unsafe.

To monitor progress in achieving this goal, the APO has identified the following objectives:

*Objective 2.1: Improve connectivity to high demand destinations for bicyclists and pedestrians.*

To address this objective, APO analysis evaluated the following factor:

- *Locations across the MPA within one-quarter mile of a park, food asset, school, or large employer.*

**INSERT PHOTO OF COMMON BIKE/PED DESTINATION (IDEALLY WITH A BIKE RACK WITH BIKE(S) IN IT)**

*Objective 2.2: Improve bicycle and pedestrian connections to and from transit stops.*

As noted previously, all transit trips start and end with some form of active transportation. Ensuring access to existing fixed route transit stops helps provide connections to the desired destinations listed above and can help facilitate regional travel within the Metro Bus service area.

**INSERT PHOTO OF METRO BUS WITH BIKE IN BIKE RACK OR BUS WITH PASSENGERS**

To evaluate this objective, APO analysis considered the following factor:

- *Locations across the MPA within one-quarter mile of a fixed-route transit stop.*

For measuring performance and attainment of these goals and objectives, this document establishes the following measures:

- *The percentage of high-demand destinations within a jurisdiction that fall within certain distance categories based on how far the destination is from an active transportation facility.*

High demand destinations include schools, parks, large employers (i.e., over 100 employees), and food assets such as grocery stores. For purposes of this analysis, given the sheer number of parks, the APO recommends focusing on larger parks with more assets such as playground equipment, basketball courts, etc. Further, the analysis is simplified by focusing on those destinations that have no connection to the active transportation network rather than attempting to evaluate and categorize the various qualities of all connections to all destinations.

- *The percentage of transit stops within a jurisdiction that fall within certain distance categories based on how far the stop is from an active transportation facility.*

Every transit trip starts and ends as a pedestrian or bicycle trip. Ensuring that transit stops have appropriate active transportation network connections can be important to facilitating the safe conveyance of bus riders to their destinations. Like with the high-demand destinations (above) it is far easier to focus on those transit stops that do not have any active transportation connection rather than trying to measure the quality of connection at all transit stops.

### **GOAL 3: FACILITY CONDITIONS**

*Goal Statement: Improve the condition of active transportation infrastructure.*

Initial public outreach efforts indicated a desire to maintain the existing infrastructure in good condition. Pavement condition surveys conducted in 2019 and 2020 provide reliable

data on the current condition of almost all on-road bicycle and off-road shared use path facilities.

While most on-road bicycle facilities (83.6%) are in good condition – as of 2019 – there are still areas particularly along the Mississippi River Trail (MRT) through parts of Sauk Rapids in need of attention. Similarly, a good portion of shared-use paths in the MPA are in good condition (60.8%) as of 2020. However, there are still areas that are in need of corrective maintenance – approximately 37% of shared-use paths in the metro are in fair to very rough condition.

**INSERT PHOTO OF ROUGH SUP OR BIKE LANE PAVEMENT**

As such, the following objective has been identified:

*Objective 3.1: Improve the state of good repair for active transportation facilities.*

To evaluate this objective, APO analysis included:

- *Locations across the MPA where the existing pavement condition of active transportation facilities are rated in the lower half of their respective condition report.*

For measuring performance and attainment of these goals and objectives, this document establishes the following measures:

- *The percentage, by jurisdiction, of on-road bicycle routes for which the pavement condition is rated as poor.*

In 2019, the APO procured a vendor to measure the pavement condition of all on-road bicycle facilities. Pavement quality ratings for on-road facilities are shown in Figures 2.22 and 2.24. It is well established that the pavement quality can have a significant impact on the ride comfort of bicyclists – more so than motorized vehicles because pavement roughness is felt much more acutely by bicycles than by motorized vehicles. Focusing the performance measure on the poorest pavement quality is both easier and more efficient for staff and is also expected to also focus available resources to addressing the poorest pavement quality.

- *The percentage, by jurisdiction, of shared-use paths for which the pavement condition is rated as poor.*

In 2020, the APO procured a vendor to measure the pavement condition of all shared-use paths. Pavement quality for the shared use paths in the MPA is shown in Figure 2.26. Focusing the performance measure on the poorest pavement quality is both easier and more efficient for staff and can focus available resources to address the poorest pavement quality.

## **GOAL 4: EQUITABLE ACCESS**

*Goal Statement: Provide equitable access to active transportation facilities for all people of all abilities.*

The APO and its member jurisdictions are committed to providing a transportation system that is available and accessible to all ages and abilities. This involves a holistic approach to transportation planning which factors in motorized and non-motorized users of the system.

Rather than focusing strictly on equal access – an even distribution of tools and resources regardless of need – equitable access to transportation calls for a customization of options that identify and address inequalities so all people can reach their full potential. This could include additions like curb cuts and other accessible design standards. Or it may involve prioritizing areas where people are more likely to rely on walking or biking for transportation, are more vulnerable to unsafe traffic conditions, or have experienced historic disinvestment. An example could be areas with high concentrations of low-income households or households without vehicle access.

To accomplish this goal, the APO has developed the following objectives:

*Objective 4.1: Provide comfortable facilities and access for people of all ages and abilities.*

Each APO member jurisdiction has identified a desire to provide comfortable access to persons with disabilities in accordance with the Americans with Disabilities Act (ADA). Cities and counties within the planning area have either adopted or are in the process of preparing ADA Transition Plans.

While municipal plans focus more on city owned buildings and other property, the county plans (Benton, Sherburne, and Stearns) have identified specific intersections in need upgrading to guarantee ADA compliance.

To evaluate this objective, APO analysis considered the following factor:

- *Existing facilities at intersections that are not yet ADA compliant as documented in ADA transition plans.*

County ADA Transition Plans classify intersections into three tiers with Tier 3 being identified as intersections in most need of ADA compliance infrastructure upgrades. Tier 2 **intersections, while “substantially compliant” and generally “work well” are** likely not critical need areas for the purposes of the ATP.

*Objective 4.2: Improve access to active transportation facilities in areas with high concentrations of vulnerable and underserved populations.*

Studies show certain demographic groups may be more dependent upon access to active transportation. The presence of these demographic population segments as identified in **Chapter 3 are important to consider both when evaluating the region’s existing network and planning for the future.**

To evaluate this objective, APO staff have identified the following factor:

- *Examining Environmental Justice Sensitive Area block groups rated at 4 or more (see Figure 4.X) within each city and observing the relative presence or absence of active transportation infrastructure within those block groups.*

Priority consideration is given to concentrations of households with low-income and concentrations of households without access to a vehicle as these groups may be more dependent upon active transportation modes.

For measuring performance and attainment of these goals and objectives, this document establishes the following measures:

- *The percentage, by jurisdiction, of street pedestrian crossings (i.e, crosswalks, etc.) that do NOT meet ADA accessibility standards.*

ADA accessibility has been required since 1993. For newly constructed streets this usually is not a problem. However, many existing issues only get addressed when a street is repaved or reconstructed. This performance measure aims to focus attention on those legacy street crossings that need to be updated to meet ADA accessibility standards.

- *The average per capita, by Census block group identified as an Environmental Justice Sensitive Area rated 4 or higher, of centerline miles of active transportation facilities (sidewalks, shared-use paths, and on-road bicycle routes) as compared to the per capita center-line miles in non-sensitive areas.*

To help meet Federal requirements for Environmental Justice (EJ), Title VI, and the Americans with Disabilities Act the APO collects data at the Census block group level regarding where people of color, people with low income, and other traditionally underserved populations are concentrated.

DRAFT

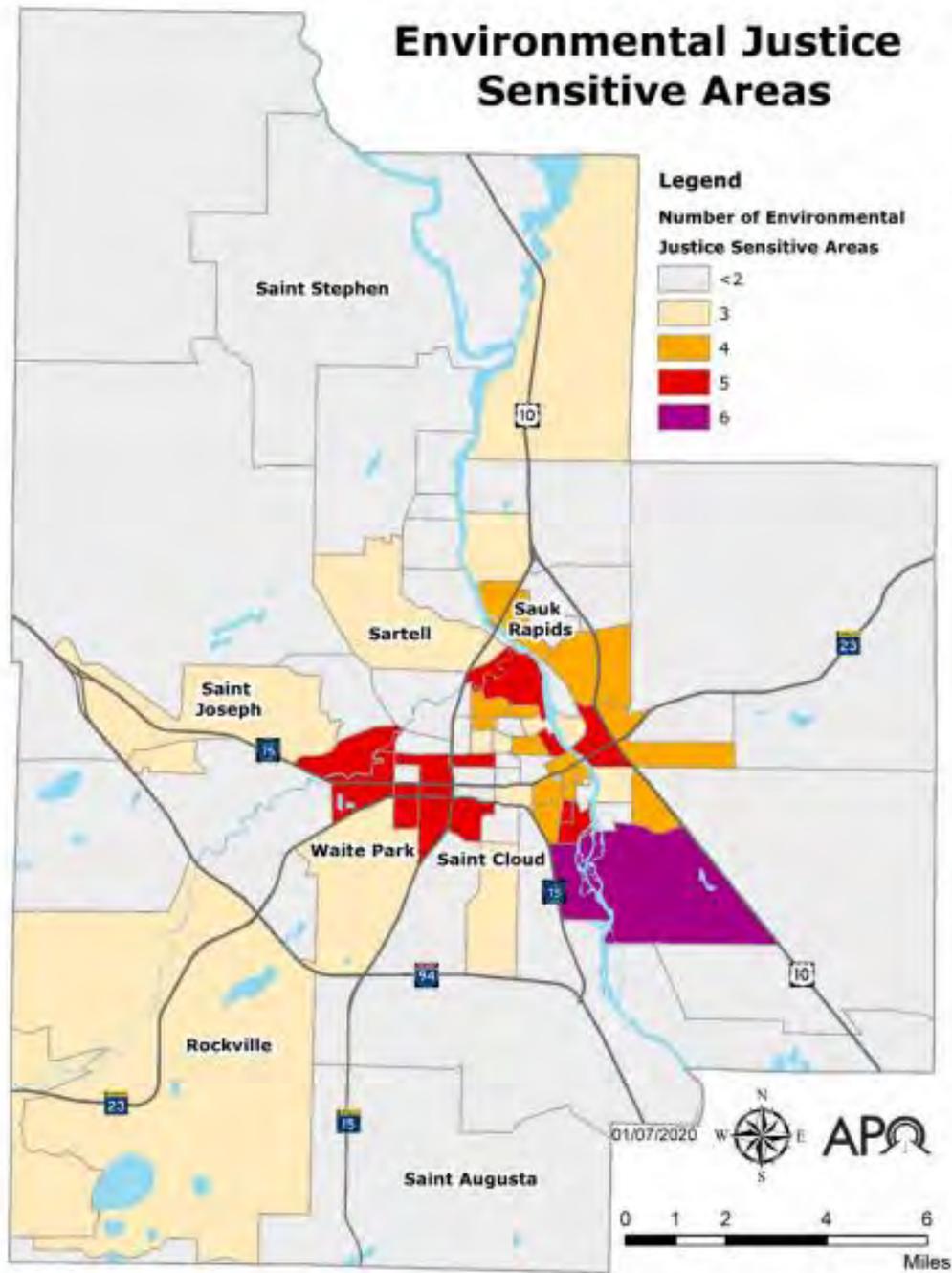


FIGURE 4.2 – APO EJ AND TITLE VI SENSITIVE AREAS MAP ENCOMPASSING MINORITY POPULATIONS, LOW-INCOME HOUSEHOLDS, PEOPLE WITH DISABILITIES, LIMITED ENGLISH PROFICIENCY POPULATIONS, ZERO VEHICLE HOUSEHOLDS, PEOPLE OVER THE AGE OF 65, AND PEOPLE UNDER THE AGE OF 18.

DATA COURTESY OF U.S. CENSUS BUREAU

This performance measure will focus on those sensitive areas that score 4 or higher. It will be calculated by adding up the miles of active transportation facilities within each sensitive area that scores 4 or higher and dividing it by the number of people who live in that block

group, resulting in a per-capita estimate of active transportation facilities for each of the areas that score 4 or higher. This will provide a range of values for the most sensitive areas in the region, and help focus attention on those areas most in need of additional investment.

Figure 4.5 (page 12) provides a summary of findings relative to the objectives under goals 1-4 using the above-described performance measures.

## **GOAL 5: REGIONAL CONNECTIVITY**

*Goal Statement: Promote an interconnected regional active transportation network.*

This goal encompasses both regional facilities and improvement needs currently within the MPA and future expansion that would extend to neighboring regions.

In the same way that roadway and transit networks have expanded to serve the needs of an interdependent metropolitan planning area, a coordinated system of pedestrian and bicycle facilities will serve the needs of a growing region. Those who walk or use a bicycle often count on reliable access to both local and regional travel destinations. In addition to filling these needs, every local jurisdiction derives shared economic benefits from an areawide network that connects communities within and beyond the MPA.

To aid in accomplishing this goal, the APO has identified the following objectives:

### ***Objective 5.1: Improve connectivity across the APO's planning area.***

Residents who use active transportation facilities often desire or need to reach destinations that are outside of their own communities. When area residents were asked to identify their desired routes for walking and bicycling during the ATP public engagement, it was revealed that bicycle routes often cross into other local jurisdictions. What was shown is that users are not confined to the city in which they may begin a trip and will often seek destinations and services throughout the region.

**INSERT WIKIMAP ILLUSTRATION OF TRIP DESIRES**

### ***Objective 5.2: Improve connectivity with communities outside of the MPA's boundaries.***

System connectivity for bicycling and other active transportation needs also goes beyond the MPA area. The MnDOT District 3 Bicycle Plan indicates that the MPA will be the nexus for at least seven regional priority corridors. Bicycle facilities provided along these priority corridors are planned to reach other areas throughout the state. Filling gaps along these corridors will help address these interregional connectivity needs.

While providing access for short trips is essential for many, also addressing the needs of bicyclists that may have longer commuting needs or recreational desires is important. Completing connections to transportation networks and services outside of the confines of the MPA will help address these needs. With better access comes more attention to our area and usage that has a proven benefit to local and regional economies.

**INSERT GRAPH ABOUT WHY THIS IS IMPORTANT.**

To further evaluate this objective, APO staff have identified the following factors:

- *Locations for connections within and between two or more regional corridors.*

- *Locations for connections between local facilities and regional corridors.*

Attention was given to the usage or function of each bicycle or pedestrian facility and whether it primarily serves regional or local travel desires. Consideration was given not only to how facilities that serve a regional function may be improved or expanded but how access to the regional network from each community may be improved.

For measuring performance and attainment of these goals and objectives, this document establishes the following measures:

- *The number, by jurisdiction, of existing sidewalks that do not cross jurisdictional boundaries from one city to another.*

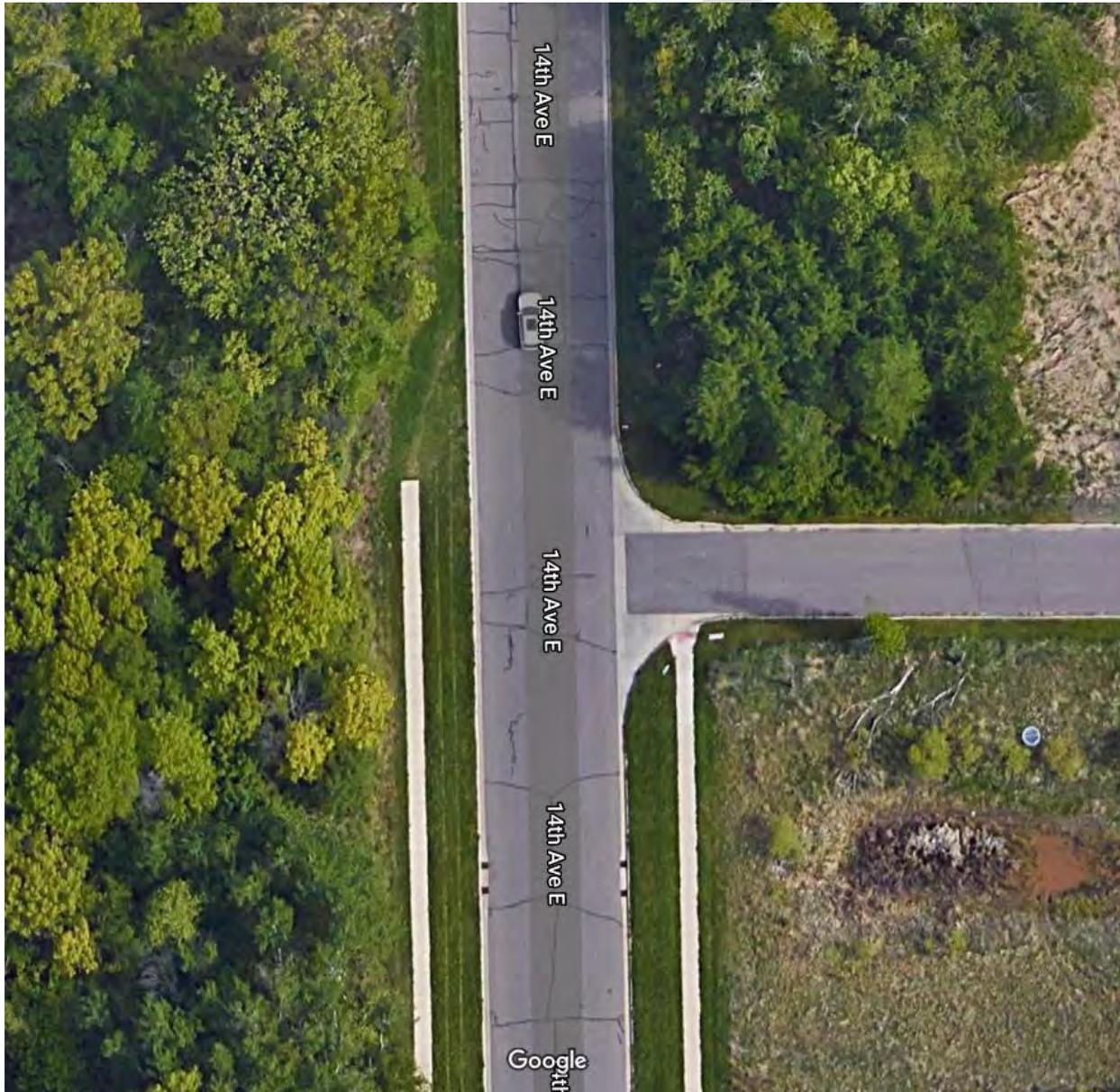


FIGURE 4.3 – SIDEWALK ENDING AT A CITY BOUNDARY.

From a regional perspective, interjurisdictional coordination in constructing sidewalks is important. Often these interjurisdictional facilities connect residential areas with commercial areas, food assets, and jobs. A sidewalk that simply ends without making that connection does little good. This performance measure is intended to highlight specific areas where those connections are lacking.

- *The percentage, by jurisdiction, of the Regional Priority Bicycle Network centerline miles that exist.*

Later in this chapter, the process for designating regional bicycle facilities and connecting to the local network is discussed. The intent is to stitch together a network of shared-use paths and on-road bicycle facilities to provide a regional network such that a person could safely and comfortably ride their bicycle from one side of the metro area to the other.

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## NEEDS ASSESSMENT METHODOLOGY

While there are variety of constraints that may make it difficult to address many of the needs in the local active transportation network, it is nonetheless important to understand the limitations of the current system. The starting point for any planning process is knowing where the problem areas lie. Identifying and analyzing needs informs discussion of priorities and a systematic approach toward addressing critical infrastructure gaps.

APO staff, in coordination with staff from member jurisdictions and community volunteers, have developed the following methodology to address critical gaps in the current active transportation system. It should be noted that this process does not account for every gap or need in the network. Rather, this methodology focuses on addressing higher-priority needs utilizing existing data relating to the goals and objectives previously outlined in this chapter.

**The APO's active transportation needs assessment methodology was broken down into three phases.** This three-phase process began with an in-depth analysis of transportation networks, identifying issues and needs within individual communities across the region. This cursory review led to a more detailed analyses of active transportation needs for focus areas identified within each city. From local area concerns, the perspective then expands to the larger region. The findings and discussions at the local level informed a larger examination of connectivity and related needs for the region as a whole. For the third and final phase, local and regional needs as identified in the previous phases were prioritized according to the degree goals and objectives would be addressed.

### PHASE 1. EVALUATING CURRENT FACILITIES AND SERVICE NEEDS BY JURISDICTION

To begin the regional needs assessment, APO staff first began by identifying transportation infrastructure needs within each of the five cities within the planning area. Active transportation trips, by their nature, often tend to be short trips started and completed close to where people live. Starting at this microlevel not only helped APO staff understand the make-up of the individual communities (and neighborhoods) but also allowed staff to take a careful look at critical gaps not necessarily evident at a larger geographic scale.

The Phase 1 analysis followed the methodology outlined below.

Step 1. Review of Needs and Gaps Relative to the Local System.

APO staff began with a cursory analysis of the existing infrastructure and how much service is currently being provided. Data was compiled for each municipality specific to each of the factors listed under ATP goals 1-4. From there, staff developed physical maps of areas in each city with existing infrastructure and other features based on each of the outlined factors.

For example, staff developed a quarter-mile buffer around desired destinations throughout each city – schools, parks, food assets, large employers – and examined the existing active transportation infrastructure surrounding and within each quarter-mile buffer area.

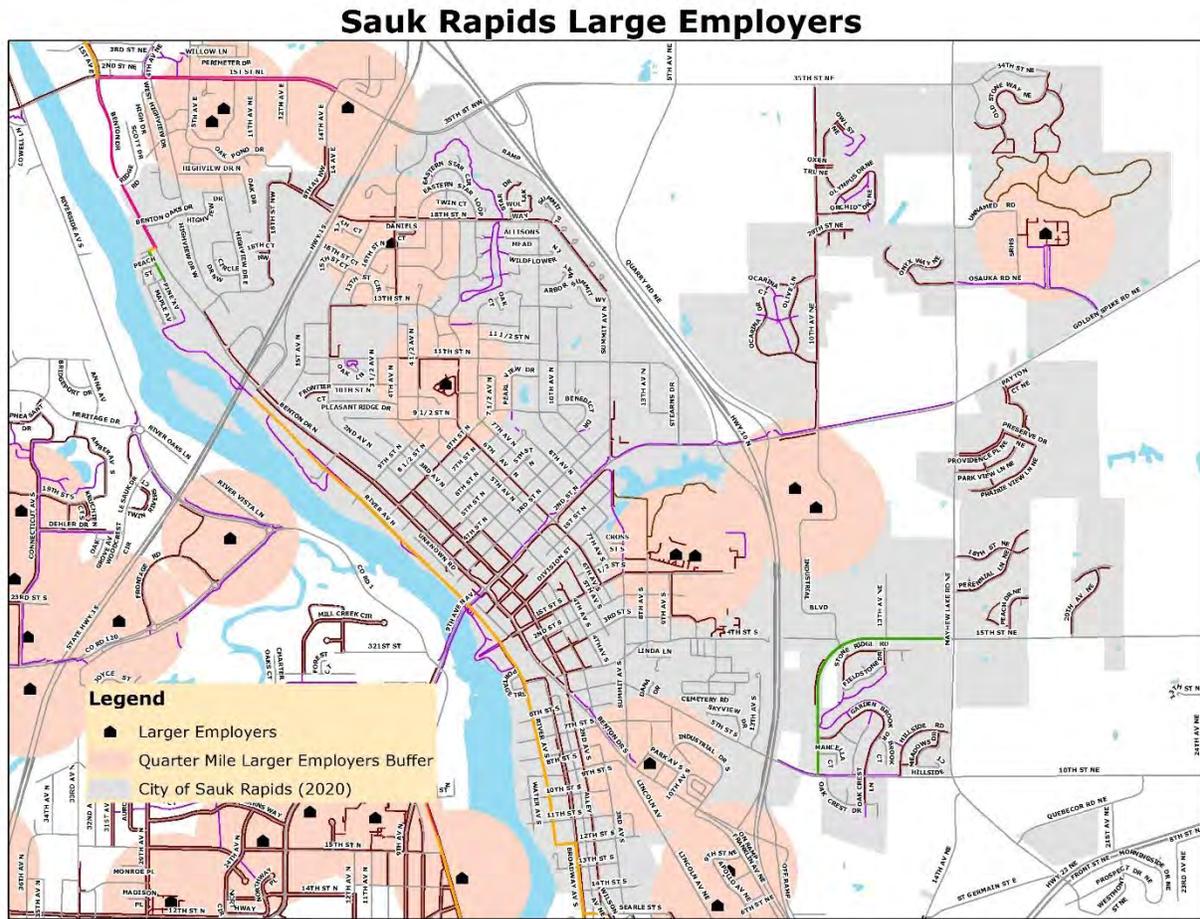


FIGURE 4.4 EXAMPLE MAP SHOWING FACILITIES WITHIN A QUARTER MILE BUFFER OF A DESTINATION TYPE

The active-transportation facilities in place, their condition, the history of crashes involving pedestrians and bicycles, current usage, and common destinations were among the data considered in the initial review. Comments that were documented through public engagement avenues for the ATP provided additional data.

From these individual mapping exercises performed for each of the factors, locations with multiple issues or concerns relative to ATP objectives were identified. These areas of need rose to the top based upon the number of times they were specifically identified as deficient or lacking from the review of maps and factors.

After completing an initial review, APO staff began discussions with the respective city staff (planning, engineering, and law enforcement among them) to gain their perspectives and discover additional issues unique to the community that might not have been noticed with the initial analysis.

Summary Measures for All Five Cities			2019
Number of Non-Motorized Fatalities and Suspected Serious Injuries Five Year Rolling Average			7.8
Percentage miles of arterials & collectors that have sidewalk or shared use path (SUP) on at least one side			51.9%
Percent of destinations that fall within distance categories	Schools	0 Ft (Asset Served by AT Facility)	86.6%
		1-310 ft (One block or less)	2.9%
		311-930 ft (Two to three blocks)	8.6%
		> 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)	9.2%
		311-930 ft (Two to three blocks)	8.3%
		> 931 ft (Four or more blocks)	4.2%
	Large Employers	0 Ft (Asset Served by AT Facility)	60.7%
		1-310 ft (One block or less)	7.9%
		311-930 ft (Two to three blocks)	13.5%
		> 931 ft (Four or more blocks)	18.0%
	Parks	0 Ft (Asset Served by AT Facility)	76.0%
		1-310 ft (One block or less)	4.8%
		311-930 ft (Two to three blocks)	7.7%
		> 931 ft (Four or more blocks)	11.5%
	Transit Stops	0 Ft (Asset Served by AT Facility)	59.4%
		1-310 ft (One block or less)	19.5%
		311-930 ft (Two to three blocks)	11.7%
		> 931 ft (Four or more blocks)	9.4%
Percent of street crossings that do not meet full ADA standards			73.3%
Miles of Active Transportation facilities per 1,000 residents in EJ/Title VI Sensitive Areas in comparison to non-sensitive areas			4:5
Percent mileage of Regional Priority bicycle facilities that do NOT exist			46.7%
Percent of on-road bicycle facilities with poor pavement			6.8%
Percent of SUP with rough/very rough pavement			20.3%

FIGURE 4.5 – PERFORMANCE REPORT CARD FOR ALL FIVE CITIES (2019)

From the measures of performance that were identified earlier in this chapter, APO staff prepared “report cards” to quantify existing conditions within each individual city as they relate to ATP goals and objectives. Figure 4.5 provides a summary of the results from the five cities considered in combination.

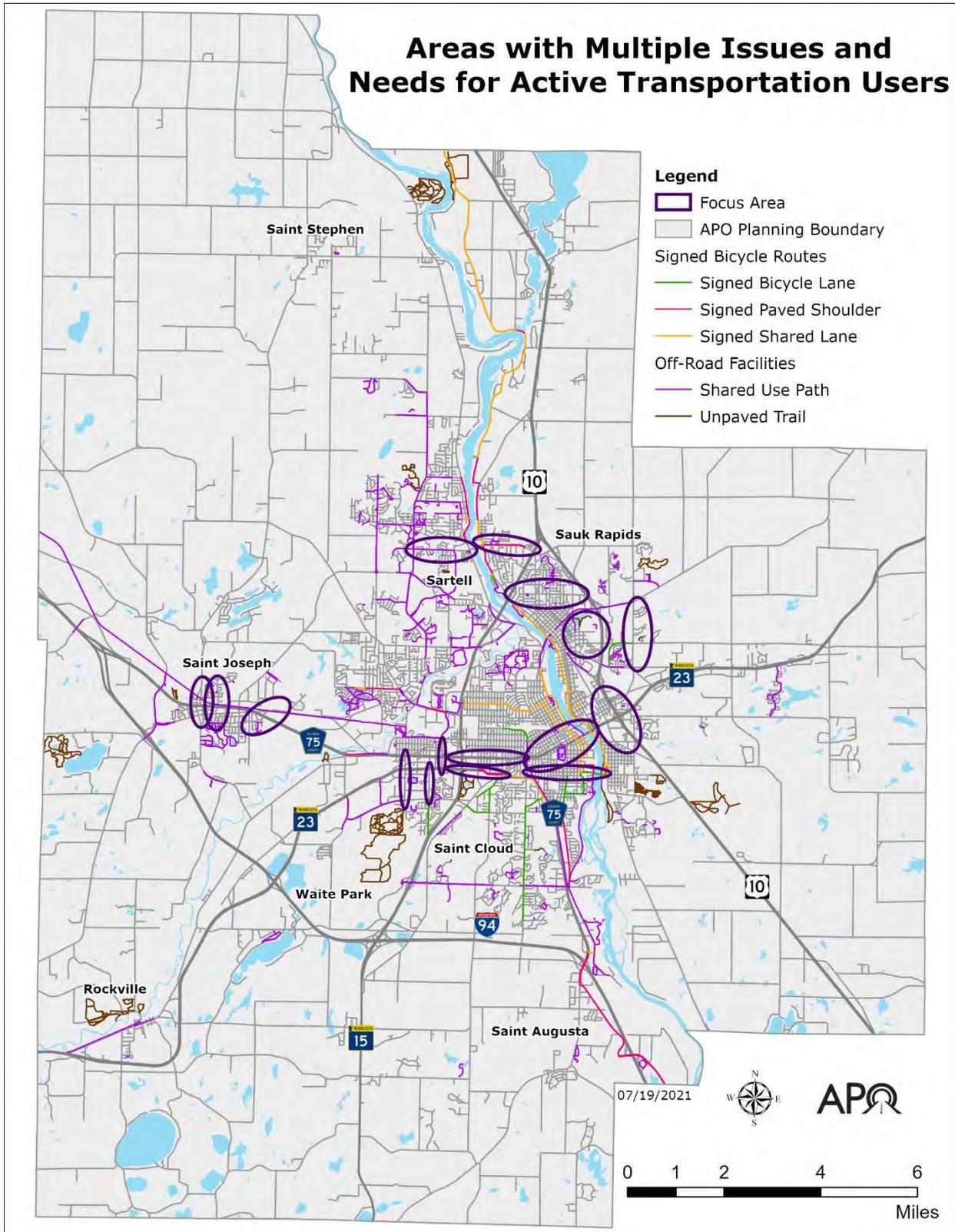


FIGURE 4.6 – AREAS OF FOCUS

Step 2. Analysis of Focus Areas

Data review relative to factors, coupled with issues and barriers identified through the APO’s initial public outreach helped establish areas within each municipality in need of a closer look. Areas where multiple areas of need were identified after examining each of the factors determined the focus areas within each city which would receive more detailed analysis. Figure 4.6 shows the areas that were identified across the region.



FIGURE 4.7 EXAMPLE OF ROADWAY FACILITY AND USAGE DATA CONSULTED IN FOCUS AREA ANALYSIS

To further understand these focus areas, APO staff began a deeper dive into the data surrounding these specific locations. Among the data reviewed were traffic speeds and volume, crash locations, pedestrian crossings, signals, and existing right-of-way. The analyses considered land use and how neighborhoods and businesses are being served in these areas, providing a clearer picture of the respective issues within focus areas.

Detailed analysis helped to further define critical service gaps and deficiencies. Current barriers that prohibit safe access and opportunities for solutions were considered.

APO staff then consulted again with jurisdictional staff to further vet these focus areas, identify any plans and projects that have begun to address to these issues, and jointly determine other possible remedies to confront these concerns.

After concluding these steps, the resulting analysis of facilities and usage, assessments of the areas of need, and recommended projects to address them were compiled into five city profiles, included as Appendix x. The needs analysis for the focus areas within each of the cities using the above methodology is summarized in spreadsheet form within the profiles. This analysis of issues is followed by facility recommendations to address areas of need.

### **Summary Findings and Recommendations for Area Cities**

Many common issues and barriers for active transportation users were found within the areas with multiple needs. Within each of the city profiles are project recommendations for consideration in future planning and programming. Recommendations for project improvements are based on the land use and transportation facility context, the issues found, and the opportunity to modify or enhance the facilities in place within the available right-of-way. They consider accepted traffic engineering guidance from FHWA and MnDOT for balancing the needs of vehicle traffic and active transportation users.

#### *Improving User Safety and Comfort*

Mapping locations from the history of accidents over ten years often revealed concentrations within specific areas suggesting issues and concerns that could be addressed with facility improvements. Typically, these were areas with a high volume of vehicle traffic coupled with high usage from active transportation users. Crossing safety improvements or designs that better accommodate the safety of bicycles and pedestrians are suggested for areas experiencing a high number of crashes and injuries.

Those cities with on-road facilities had some segments of roadways designated for bicycle use that did not meet the MnDOT design guideline for the posted vehicle speeds, the maximum average daily volume of traffic, or the minimum width of shoulders. The average cyclist is not comfortable and may not be safe using such facilities on which they must compete with vehicle traffic. Safety is improved when facilities are either upgraded to meet the standard, vehicle speeds are lowered, or the facility is modified to widen the bike lanes or delineate/separate them from vehicle traffic.

#### *Improving Connections in Areas with Gaps*

Analysis revealed that within each city there remain collector and arterial roadways that are without adjacent active transportation facilities. As roadways are expanded or rebuilt, the responsible jurisdiction has opportunities to fill these gaps.

The focus areas identified for each city include a description of the destinations sought by active transportation users and whether they are adequately served with the existing system. Maps of the facility network show where gaps exist. The profiles suggest areas where additions to the local network of sidewalks and shared use paths would permit users to reach their destinations. Additions that would improve access to schools, food assets, parks, and large employers are noted, as are connections that will benefit vulnerable or underserved demographic groups. The profiles include some additions that would better connect local facilities to the regional network.

Grade-separated facilities were recommended in several areas to allow bicycles and pedestrians to cross major roadway barriers.

#### Maintaining Existing Facilities in Good Condition

The pavement condition of on-road bicycle facilities and shared use paths within the cities is generally good though within every city are segments that were rated in fair or poor condition, as indicated. Designated funding to allow facility maintenance on an ongoing basis where needed are recommended for both on-road bicycle facilities and off-road shared use paths.

#### Improving Service to Sensitive Areas

Analysis of facility mileage by block group found that there are currently fewer facilities in areas where there is high percentage of groups that are traditionally underserved than in other areas of the MPA. Targeting facility investments that improve access and connectivity in these areas will achieve more equity and better serve many who may be more reliant on active transportation.

What was learned from the examination of specific needs within each city in Phase 1 would inform the broader discussion of how to improve the regional network.

## **PHASE 2. EVALUATING FACILITIES AND SERVICE NEEDS ACROSS THE REGION AND TO NETWORKS OUTSIDE THE REGION.**

Having reviewed local priorities and areas of need, attention turned to analysis that examined connectivity needs at the larger regional level. This phase of analysis relates specifically to **ATP goal 5**. Among the primary purposes of the ATP is to identify and advance projects that fulfill the vision of a coordinated *regional* network of walkways, bikeways and related facilities.

Existing facilities were identified and mapped as the first step in developing a regional network. For identification of potential regional bicycle facilities, four basic guidelines were used: 1) use currently existing facilities as much as possible, 2) focus on longer, continuous facilities and corridors to help facilitate longer, regional trips, 3) aim for a distance between regional corridors of about 2 miles to help ensure a good geographic distribution of regional facilities, and 4) give preference to shared-use paths whenever possible as they were identified as the preferred facility type in the early public-input phase of this planning process. For bicycle facilities, staff assessed both connections between cities within the region, and potential connections between the APO planning region and other nearby cities outside the planning region.

Pedestrian trips by their nature tend to be of shorter distance. Therefore, to assess important “regional” sidewalk connections, analysis focused on seamlessly connecting existing sidewalks across city boundaries and connecting existing residential neighborhoods in one city with jobs and food assets that are within a half-mile but in another city.

#### Step 1. Review of Regional Bicycle Connectivity Needs Within the MPA.

The response from ATP public engagement indicates active transportation users do not confine their trips to their own community. They often want to be able to reach destinations in neighboring communities. Just as vehicle travel depends upon roadways that cross jurisdictional lines, bicyclists and other active transportation users rely on facilities that provide regional connectivity.

An initial review of facilities region-wide examined how effectively the current active transportation network satisfies travel connectivity needs between cities and to nearby towns and cities.

Logical connections and potential projects that would help complete network gaps were analyzed for feasibility and effectiveness. Direct paths would be used when feasible. Typically, connecting routes follow collector or arterial roadways. In addressing connectivity needs, the system would strive to achieve an approximate spacing of two miles between regional facilities. From area findings that the public strongly prefers separated shared use paths, the preference is to complete gaps with the construction of shared use paths over on-road facilities.

Regional connectivity analyses also considered how to best extend pathways from existing local facilities to efficiently reach these planned regional routes.

Once critical issues and gaps were identified from a regional perspective according to these guidelines, APO staff developed systemwide mapping with potential connections that would complete the network.

#### Step 2. Review of Connectivity Needs to Areas Outside the MPA.

As earlier referenced, connecting the APO’s regional network to other areas will further fulfill service needs and bring visitors from other areas, providing tourism and associated economic benefits to area communities.

The APO service area forms a centrally located hub to which networks from other areas are leading. Figure 4.8 from the MnDOT Statewide Bicycle Plan and District 3 Bicycle Plan shows how corridors from networks being developed in other parts of the state are envisioned to connect with the Saint Cloud metropolitan area. While participants in MnDOT’s plan development process suggested the priority ranking indicated in the figure, MnDOT’s Statewide Plan is clear in assigning the actual responsibility of identifying and prioritizing connecting routes to the MPO and local partners.

#### Step 3. The Regional Bicycle Network Plan

The results of the regional analysis applying goal 5 factors and connectivity guidelines across the region and indicating future extensions to communities beyond the boundaries of the MPA was began at the staff level. Initial concepts were reviewed, validated and further refined through coordination with city and county planning and engineering staffs, then with APO committees (ATAC and TAC). The analysis was then shared with the public for their review and comment. Consideration was given to comments received from the public

engagement process. The plan for the regional network was again reviewed at the committee level and then by the APO Policy Board.

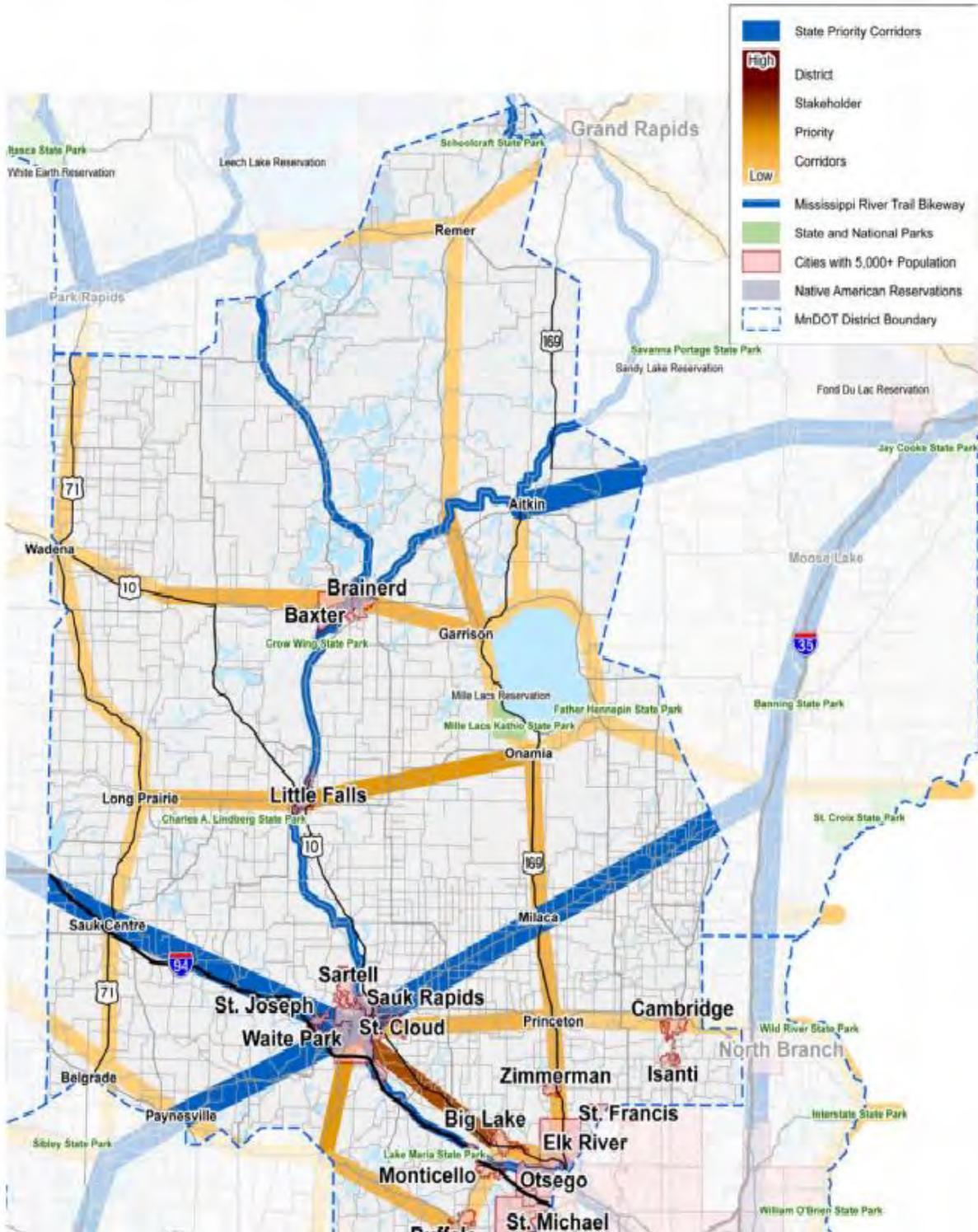


FIGURE 4.8 PRIORITY CORRIDORS AS IDENTIFIED IN MNDOT BICYCLE PLANS

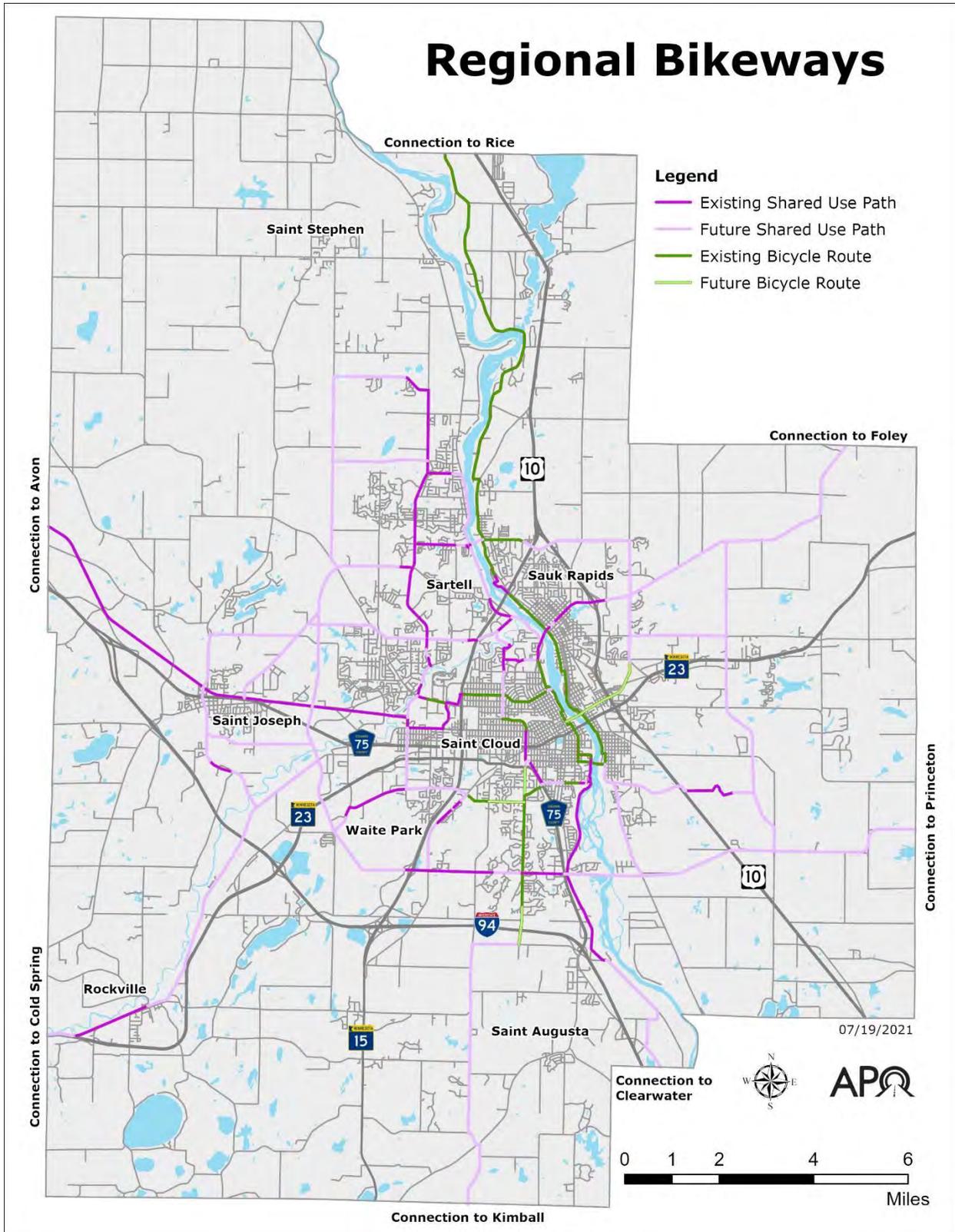


FIGURE 4.9 REGIONAL ACTIVE TRANSPORTATION FACILITY NETWORK



1040 County Road 4, Saint Cloud, MN 56303-0643

T. 320.252.7568 F. 320.252.6557

TO: Active Transportation Development Committee  
FROM: Fred Sandal, Associate Transportation Planner  
RE: Proposed Draft City Active Transportation Profiles  
DATE: July 28, 2021

Please review the five attached active transportation profiles for Sauk Rapids, Sartell, Saint Joseph, Waite Park, and Saint Cloud.

Included is an overview of facilities and usage within each city, a description of current plans and ordinances, and an analysis of needs from the methodology discussed in ATP Chapter 4. Particular attention is given to focus areas, the areas within cities where multiple **needs were identified relative to the APO's objectives for active transportation**. Here APO staff performed more detailed analysis to uncover issues and identify possible solutions. In addition to identifying priority needs within focus areas, each of these profiles lists projects that are proposed to complete the regional network.

Project recommendations are listed and summarized in mapping that is found in the final pages of each city profile.

These five city profiles will become appendices to the body of the ATP. These profiles are intended as a guide city planning and to substantiate requests for funding to enable projects that address active transportation needs. The data, analysis and recommendations will be available to jurisdictional staff and policy makers as a reference when determining how and where to apply available funding.

Suggested Action: Review and comment on the profiles. Provide feedback to staff on the information, analysis, findings, and recommendations from the profiles.

# APPENDIX A: CITY PROFILE - SAUK RAPIDS

Located on the east bank of the Mississippi River, the City of Sauk Rapids in Benton County **takes pride in maintaining a “small town” flavor consistent with its historic roots. Keeping** the relaxed small town feel of Sauk Rapids has been a continuing objective for the city with new growth and redevelopment.

**One of the city’s most identifiable features is its downtown, serving as both a gateway to** visitors and a convenience to city residents. Sauk Rapids is also distinguished by the many recreational amenities associated with the Mississippi River, an extensive system of regional and local parks, and a network of highly rated schools. The City also has an expanding network of locally owned and maintained active transportation facilities to serve those who live and work here and the many visitors from outside the community.

---

## DEMOGRAPHICS

The City of Sauk Rapids is becoming an increasingly urbanized area, particularly east of US **10 with plans for new residential development. According to the U.S. Census Bureau’s 2014-2018 American Community Survey (ACS) Five-Year Estimates**, the City of Sauk Rapids has a population that has grown 24.5% since the year 2000.

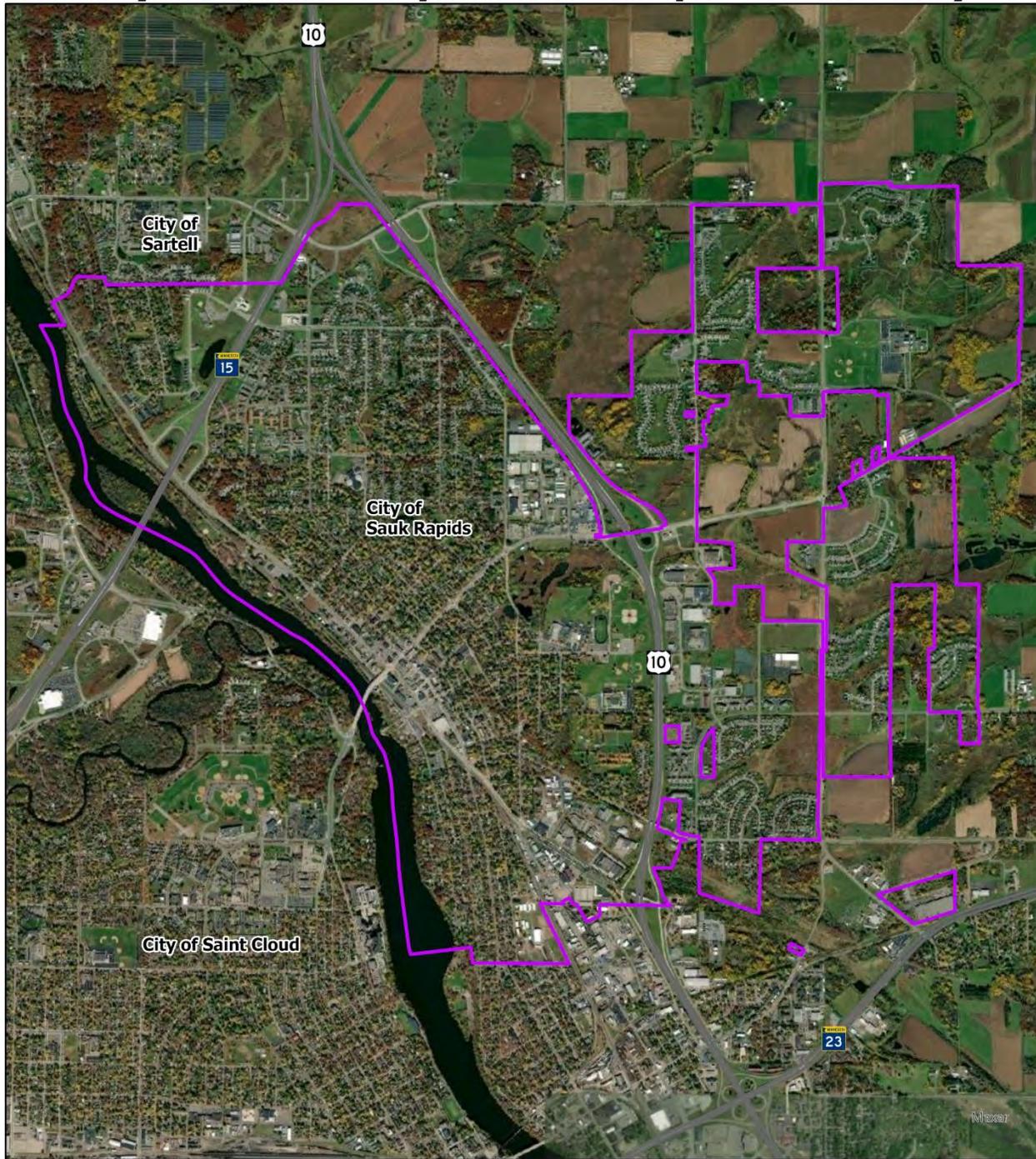
The City of Sauk Rapids is mindful of the need to provide equitable service to all segments of the community in its transportation planning investments. At a regional level, the APO tracks specific population demographic subsets known as historically underrepresented populations. This includes the following:

People-of-Color (Black/African American alone; American Indian and Alaska Native alone; Asian alone; Native Hawaiian and other Pacific Islander alone; some other race; two or more races; Hispanic or Latino descent regardless of race).

- Persons 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.

A look at these particular demographics in Sauk Rapids finds that approximately one-quarter of the city’s population is under age 18. In addition, approximately one in 10 people within the city have a disability. Almost one in five households are considered low-income. See Figure A.2 below for other details.

# City of Sauk Rapids Municipal Boundary



Legend  
[Purple outline] City of Sauk Rapids Municipal Boundary



FIGURE A.1 – CITY OF SAUK RAPIDS

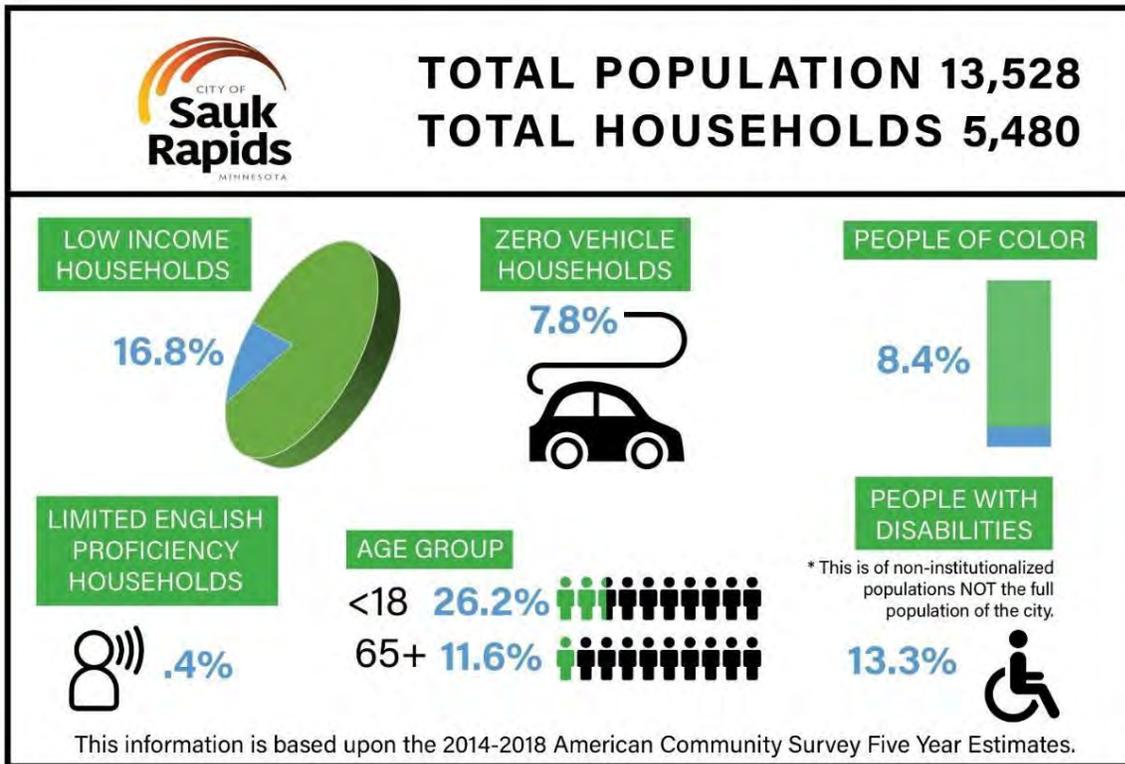


FIGURE A.2 – DEMOGRAPHIC PROFILE OF SAUK RAPIDS

## 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. The linkage between existing land use and transportation often has an impact on communities and can play a role in developing a transportation system that is mode-friendly to motorized and non-motorized users.

As a city situated on the Mississippi River and surrounded by two major roadways – MN 15 to the west and US 10 to the east – the City of Sauk Rapids contains a variety of different land uses.

## City of Sauk Rapids Land Use

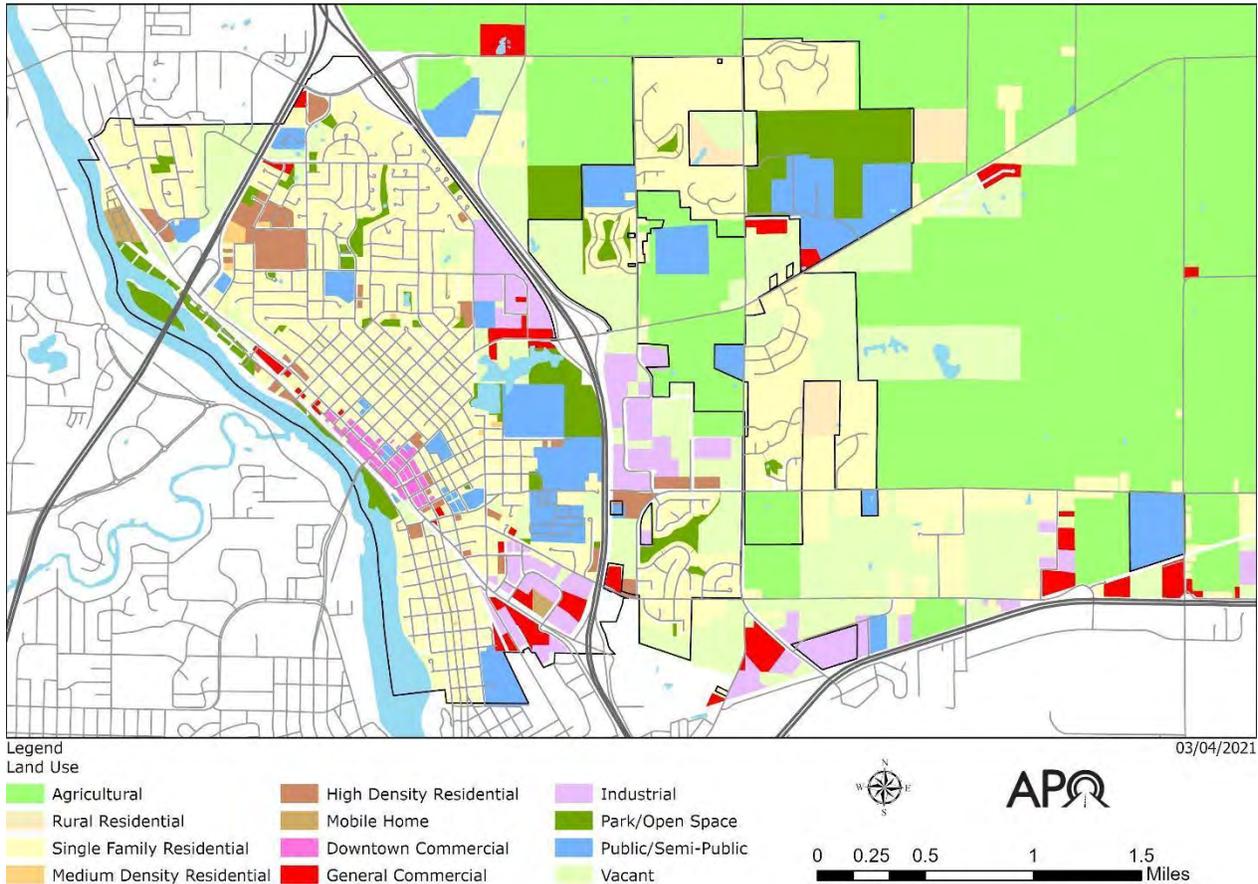


FIGURE A.3 – SAUK RAPIDS LAND USES

As part of developing the City’s 2005 Comprehensive Plan, the city conducted a land use inventory. This inventory was subsequently updated in 2008, as displayed in Figure A.3. Though somewhat dated, it remains relatively accurate according to city staff. As shown, the majority of Sauk Rapids consists of residential areas, particularly single-family homes, though more multiple family uses have been added in recent years. Concentrations of mixed use and medium density residential use are located near MN 15 and US 10. In the nearly two decades since the comprehensive plan was adopted, the city has focused on infilling the vacant areas to the east of US 10 with residential development.

The largest cluster of commercial use is found in the downtown area along the Mississippi River while most of the industrial use is concentrated in areas around US 10. A number of large Sauk Rapids’ industrial businesses are located on Industrial Boulevard east of US 10 (i.e., J-Berd Mechanical and Hardware Distributors, LTD), along Stearns Drive to the west of US 10 (i.e., Coleman Co.) and in the south part of the city along and near Benton Drive (i.e., Talon Innovations and C & L Distributing).

The downtown area is the city’s commercial hub and a major gateway to Sauk Rapids with many retail and service destinations. Other areas of commercial activity are along Benton Drive, the area near the Second Street North interchange with US 10 and along 18<sup>th</sup> Street NW near MN 15.

Scattered throughout the city are several acres of park land and open space including neighborhood parks along with major parks such as Bob Cross Nature Preserve, Municipal Park, and Lions/Southside Park.

An understanding of the city's land use types and how areas are intended to develop in the future is helpful in reviewing how these uses are served by the transportation system. Residents and visitors will only reach these destinations through the transportation network that is available to them.

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## TYPES OF ACTIVE TRANSPORTATION INFRASTRUCTURE

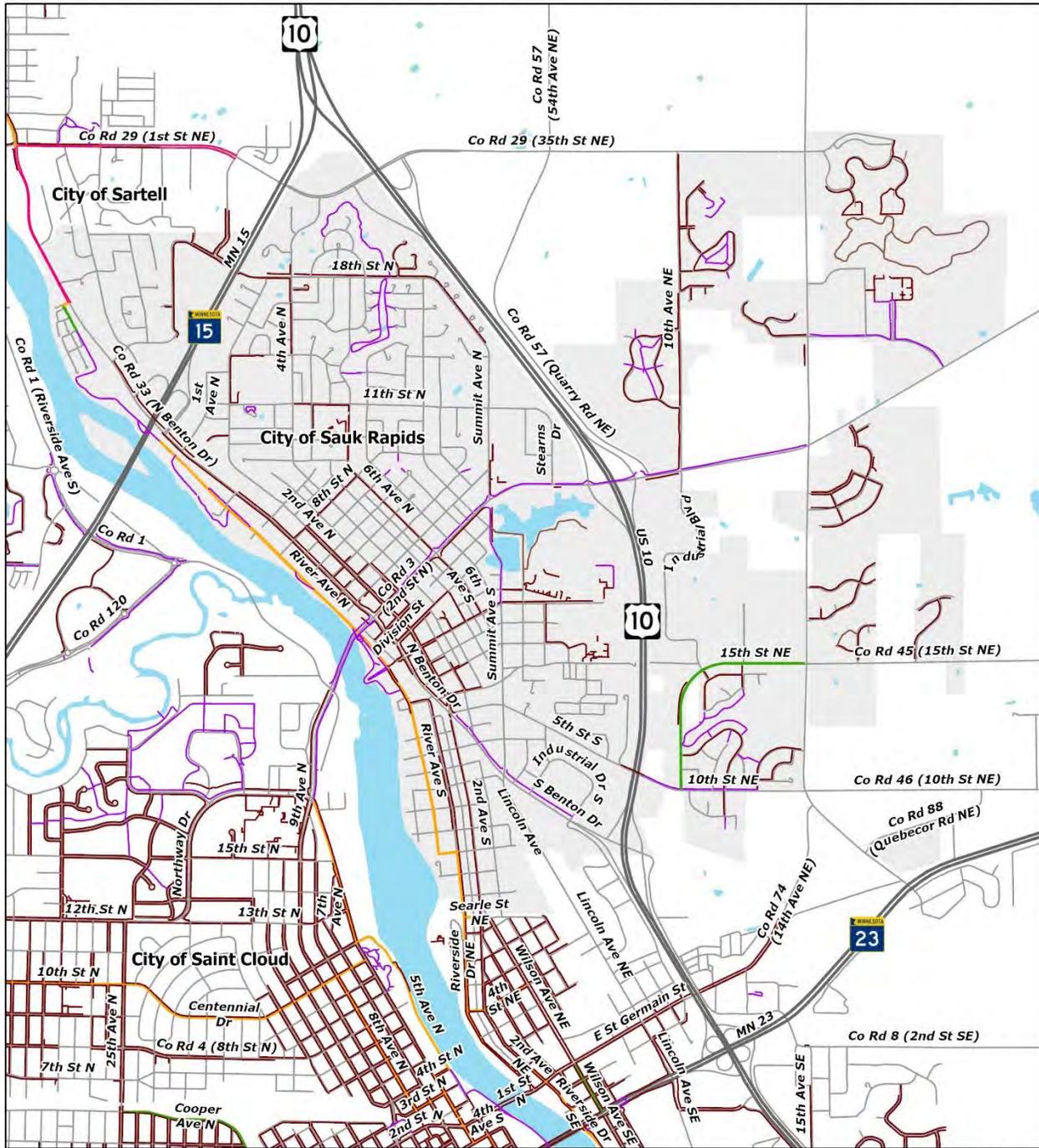
Sauk Rapids has a variety of infrastructure designed specifically for active transportation users. Some are integrated into the roadway network such as bike lanes (on-road facilities). Others are separated from the roadway network such as sidewalks and shared use paths (off-road).

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

Taken together, bicyclists and pedestrians can rely on both the on- and off-road network and the Metro Bus system to reach their destinations.

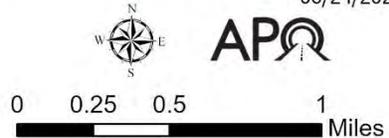
**INSERT PHOTOS OF ACTIVE TRANSPORTATION USERS WITHIN THE CITY OF SAUK RAPIDS TO FILL THIS WHITE SPACE.**

# City of Sauk Rapids Active Transportation Facilities



Legend

- |                       |                     |                              |
|-----------------------|---------------------|------------------------------|
| Signed Bicycle Routes | Off-Road Facilities | City of Sauk Rapids Boundary |
| Signed Bicycle Lane   | Shared Use Path     |                              |
| Signed Paved Shoulder | Unpaved Trail       |                              |
| Signed Shared Lane    | Sidewalk            |                              |



06/24/2021

FIGURE A.4 – ON AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN SAUK RAPIDS BY TYPE AND LOCATION.

## ON-ROAD FACILITIES

To serve bicyclists, the City of Sauk Rapids has 7.5 lane miles of on-road bicycle facilities including signed bicycle lanes, signed paved shoulders and signed shared lanes. Over half of these on-road miles are part of the nationally recognized Mississippi River Trail (MRT).

### The Mississippi River Trail (MRT)

The MRT, a planned network of bicycle facilities encompassing the length of the Mississippi River, winds its way through the City of Sauk Rapids. The MRT enters Sauk Rapids from northwest along Benton Drive before following along Garden Avenue. At the Sauk Rapids Regional Bridge the MRT splits with one route crossing the bridge and continuing into Saint Cloud and another route following Sauk Rapids' River Avenue. As a nationally recognized bicycle route and being close to the Great River Road Scenic Byway (which includes portions of Benton Drive), this facility is regionally significant to the city.

In addition, the MRT has been identified as one of the Minnesota Department of Transportation (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 12.8 miles of shared use paths that provide neighborhoods with access to many of the city's parks, recreational areas, and schools. This includes 10.2 miles of paved shared use paths and 2.6 miles of unpaved trails, much of which offer walking access within Bob Cross Park and Mayhew Creek Park.

One of the most notable paved shared use paths in Sauk Rapids is the facility along Second Street N/CSAH 3 from the Sauk Rapids Bridge to Mayhew Lake Road which provides the only east/west active transportation facility connection across US 10. Another is the Ox Cart Trail that follows the Mississippi River, parts of which are within four city riverside parks.

### Sidewalks

While sporadically located in residential developments – particularly in new developments east of US 10 – the sidewalk network in the City of Sauk Rapids is most commonly found along the downtown commercial district. Approximately 28 miles of sidewalks are located within Sauk Rapids. Much of these sidewalks are around the city's elementary and middle schools and along some of the city's parks.

---

## TRANSIT SERVICES AND INFRASTRUCTURE

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

# City of Sauk Rapids Transit Routes



**Legend**

- Route 21 & 22
- Route 33
- City of Sauk Rapids Boundary



06/24/2021

FIGURE A.5 – METRO BUS FIXED ROUTE SERVICE

## **FIXED ROUTE SERVICE**

Metro Bus provides fixed route transit service to the City of Sauk Rapids seven days a week through routes 21, 22, and 33.

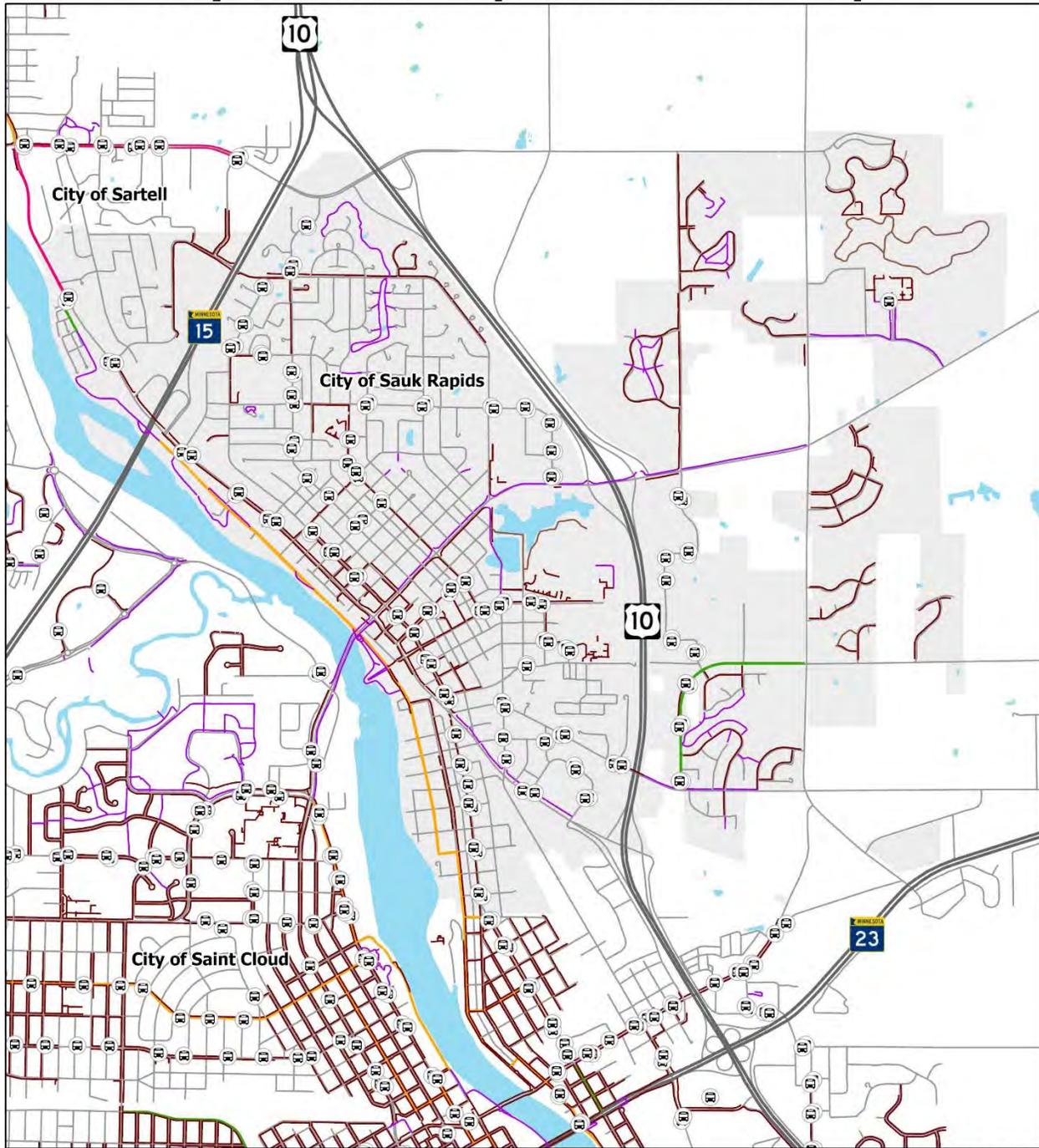
Routes 21 and 22 provide service to roughly the same areas within Sauk Rapids, however they operate from different directions. In addition, Route 21 operates Monday through Friday, while Route 22 provides seven-day service. It is also important to note that Route 21 does deviate from its regular fixed route three times during the day to provide service to Sauk Rapids-Rice High School while school is in session. With this deviation, several areas including around Industrial Boulevard and Pleasantview Elementary School are not served by Route 21.

**The Coborn's site in downtown Sauk Rapids serves as a transfer point for Route 33, one of the few Metro Bus fixed routes that does not start or end at the downtown transit center.** This crosstown route connects downtown Sauk Rapids to Crossroads Center.

All fixed route transit stops for these three routes are signed. Several stops, particularly in the downtown area include benches and shelters.

DRAFT

# City of Sauk Rapids Transit Stops



Legend

- |                       |                     |                              |
|-----------------------|---------------------|------------------------------|
| Signed Bicycle Routes | Off-Road Facilities | Transit Stops                |
| Signed Bicycle Lane   | Shared Use Path     | City of Sauk Rapids Boundary |
| Signed Paved Shoulder | Unpaved Trail       |                              |
| Signed Shared Lane    | Sidewalk            |                              |



06/24/2021

FIGURE A.6 – TRANSIT STOPS IN RELATION TO THE ACTIVE TRANSPORTATION SYSTEM

Figure 6 shows location of transit stops and how close they are to active transportation infrastructure. Transit stops for destinations in the downtown area typically include sidewalk access. As shown, while some transit stops are connected to active transportation facilities, many locations with Metro Bus stops lack on- or off-road facilities for those who need to walk or bike from their bus stop to their homes and destinations.

Fixed route service extends to some neighborhoods and the industrial park east of US 10 though service does not yet extend to many outlying areas of the City with newer development east of US 10 and north of CSAH 3.

## OTHER TRANSIT SERVICES

Metro Bus also offers additional transit service for Sauk Rapids residents. Dial-a-Ride (DAR) is an operator-assisted paratransit service provided for those who are unable to use fixed routes. West of US 10, Sauk Rapids residents may also use ConneX, a curb-to-curb and/or door-through-door on demand service, to access various destinations throughout the neighboring city of Sartell.

---

## CONDITION OF ACTIVE TRANSPORTATION INFRASTRUCTURE

If the condition of existing infrastructure is poor or ill-equipped for the end user, it may be inconvenient or underutilized. For those who are using them, infrastructure that is rough or in disrepair could be unsafe and result in accidents and injuries. Keeping the system in good condition assures safe use by all users.

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

### 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 Sauk Rapids.

Pavement conditions along roadway segments were scored using a visual inspection methodology. As shown in Figure 7, of the 3.6 total centerline miles signed as shared bicycle facilities, 1.7 centerline **miles are in "fair" or "poor"** condition. This includes the majority of the MRT mileage that runs through the City along River Avenue. The remaining mileage was **rated "good" or "satisfactory."** (*Note: some portions of Benton Drive were reconditioned in 2020 after the pavement conditions shown below were measured.*)

Striping conditions were also rated from a visual inspection. In the City of Sauk Rapids, only 2.5 lane miles are striped. The striped lanes along 15<sup>th</sup> Street NE/10<sup>th</sup> Avenue NE and north Benton Drive are **rated "fair."** The striping on Garden Avenue which is part of the MRT corridor is **rated "poor."**

# City of Sauk Rapids Bicycle Route Pavement Condition



**Legend**

Signed Bicycle Route  
Pavement Condition

- Very Good
- Good
- Fair
- Poor

City of Sauk Rapids Boundary



06/24/2021

FIGURE A. 7 – CONDITION OF SIGNED SHARED BICYCLE ROUTES

# City of Sauk Rapids Bicycle Route Striping Condition

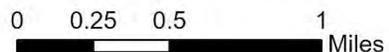


**Legend**

Signed Bicycle Route  
Striping Condition

- Good
- Fair
- Poor
- None

City of Sauk Rapids Boundary



06/24/2021

FIGURE A.8 - STRIPING CONDITION OF SIGNED SHARED USE BICYCLE ROUTES

## OFF-ROAD FACILITIES

### Condition of Off-road Shared Use Paths

The Parks & Trails Council of Minnesota completed a pavement condition assessment of almost all shared use paths within the APO in 2020. Using a specially equipped electronic bicycle, a Parks & Trail Council staff member rode the shared-use paths throughout the metropolitan planning area – traveling in both directions – while instruments aboard the bicycle recorded the “bumpiness” of the pavement.

The study concluded that while several facilities such as the shared use path along Second Street N/CSAH 3 are in good or “smooth” condition, some areas, particular neighborhood facilities need improvement.

Approximately 15% of all shared use paths in Sauk Rapids were identified as being in “rough” condition. Nearly half of the city’s paths were rated as “fair,” much higher than the average for the region as whole.

Since the facility condition survey was conducted, the City of Sauk Rapids has reconstructed River Avenue south of 2<sup>nd</sup> Street N with the addition of new shared use paths. As part of the 2020 reconstruction of Benton Drive, the city extended the shared use paths south of Summit Avenue.

DRAFT

## City of Sauk Rapids Shared Use Path Pavement Condition



**Legend**

**Shared Use Path Pavement Conditions**

<span style="color: green;">—</span> Very Smooth	<span style="color: red;">—</span> Rough	City of Sauk Rapids Boundary
<span style="color: lightgreen;">—</span> Smooth	<span style="color: darkred;">—</span> Very Rough	
<span style="color: yellow;">—</span> Fair	<span style="color: purple;">—</span> Not rated	

06/24/2021

0 0.25 0.5 1 Miles

FIGURE A.9 – SHARED USE PATH PAVEMENT CONDITION (2019)

## SAUK RAPIDS PLANS FOR ACTIVE TRANSPORTATION

The [2005 Comprehensive Plan](https://bit.ly/2YvB3Rt) (https://bit.ly/2YvB3Rt) and the [2011 Transportation Plan](https://bit.ly/2YvPR2I) (https://bit.ly/2YvPR2I) for the City of Sauk Rapids provide the current planning framework for transportation. Both recognize the significance of planning to accommodate non-motorized modes as means to relieve growing congestion on roadways. Each of the city's plans cite the need for new or improved roadway facilities which include infrastructure for bicycles and pedestrians and for expanding the off-road system as the area grows.

As a guide to transportation and other investments, the City of Sauk Rapids maintains a [Capital Improvement Program \(CIP\)](https://bit.ly/3p8I9HV) (https://bit.ly/3p8I9HV). The CIP includes projected long-term 20-year needs along with short term projects, identified based to anticipated future revenues.

### 2005 COMPREHENSIVE PLAN

Ensuring safe and convenient travel for non-motorized users is one of the main transportation goals identified in the Sauk Rapids Comprehensive Plan. To accomplish this goal, the city's plan includes promoting bicycling, walking, and transit opportunities and includes a discussion on expanding the existing network of trails and other infrastructure. The plan suggests strategies to design and maintain roadways that accommodate all travel modes. The city seeks to achieve a balance between the need to efficiently move traffic through the region and to provide local access to homes and businesses. The city strives to meet the facility needs of pedestrians along with those of automobiles.

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

Among issues cited in the 2005 Comprehensive Plan is the lack of transportation infrastructure (all kinds) to accommodate growth, especially for developing commercial and industrial areas. The Comprehensive Plan includes specific strategies to provide routes from residential to commercial areas that are pedestrian friendly, placing much focus on improving the pedestrian environment in the city's downtown area. Strategies call for a more complete network of sidewalks and additional wayfinding signage to the city's river facing parks.

In addition, the plan states the importance the city places on connecting neighborhoods with sidewalks and expanding the network of parks and trails/shared use paths.

### 2011 TRANSPORTATION PLAN

Bicycling and walking, as identified in the city's 2011 Transportation Plan, is both a recreational and commuting need for Sauk Rapids residents. Using a multimodal approach – including expanding the network of bike lanes, sidewalks, and shared use paths – the city strives to develop an active transportation network which complements the roadway system.

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

According to the city's Transportation Plan, the primary barrier to bicycle and pedestrian trips is the limited ability to cross primary arterials. With few roadway crossings and only one shared use path that crosses US 10, the highway remains a significant barrier for

residents who rely on walking and biking to get to schools, jobs, or other destinations on the other side of the highway.

The Transportation Plan calls for additional shared use paths around the high school along with developing neighborhoods along CSAH 1/Mayhew Lake Road. In addition, the plan recommends expanding roadways shoulders and designating additional bike lanes to better serve the needs of all users.

The plan also calls for addressing the lack of active transportation infrastructure surrounding schools and local parks. It is suggested that sidewalks and shared-use paths be provided where there is adequate right-of-way and that the city should reserve the right to increase minimum right-of-way requirements for future roadways if needed to accommodate active transportation modes.

---

## CITY ORDINANCES

Along with various citywide planning efforts, [Sauk Rapids City Code](https://bit.ly/3tCM1TY) (https://bit.ly/3tCM1TY) has established several ordinances pertaining to the active transportation system and its users.

City Code Section 12 outlines provisions for active transportation with new street construction or reconstruction. A sidewalk and trail network shall connect new and existing subdivisions. With new construction or reconstruction of urban collector and arterial streets, city ordinance calls for a minimum five-foot (unstriped) bicycle route or (striped) lane plus the addition of five-foot sidewalks (on both sides of the street) if possible. The construction of reconstruction of rural collector and arterial streets shall include five-foot bicycle routes or lanes plus a five-foot sidewalk or trail (shared use path) of eight to twelve-foot width. The sidewalk and trail network may also be adjacent to local streets as determined. The adjacent active transportation network may extend to residential, commercial or industrial **development. The city's Sidewalk/Trail Committee plans and makes recommendations to** the Planning Commission and City Council for improving the network (City Code Section 12.08).

Sidewalk maintenance, in particular snow and ice removal, is the responsibility of the landowner or tenant whose property is abutting the sidewalk. Snow removal must occur within 24 hours of the snowfall event. If the persons responsible do not comply, the city may assess the costs of removal. (City Code Section 8.04)

In addition, city ordinances also outline designated parking areas for nonmotorized vehicles and call for speeding restrictions of 5 mph within city parks.

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## SYSTEM USAGE

An understanding of bicycling and walking behavior complements information on the available active transportation network within the City of Sauk Rapids. It is important to know how many people are using the system, where they need and/or desire to go, and how well current facilities are addressing those 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 three spots within the City of Sauk Rapids.

The MnDOT counter actually uses two different type of counters simultaneously. The Pneumatic TUBE counter uses two sets of tubes that are placed perpendicular to traffic. When a cyclist passes over the tubes, this counter can not only record that cyclist, but also determine which direction that person was heading. Meanwhile, the PYRO-Box utilizes infrared technology to measure the body heat of people 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 out the bicyclists from the total count.

With these portable counters, APO staff monitors daily usage of shared use paths for seven-day intervals at specified 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, no 2020 count data was collected in the City of Sauk Rapids.

As stated earlier, the APO regularly deploys the counter at three counting locations throughout the city:

1. The Ox Cart Trail in Island View Park.
2. The Helix Spiral at the Sauk Rapids bridge.
3. The shared use path along Second Street N/CSAH 3 just south of Seventh Avenue N.

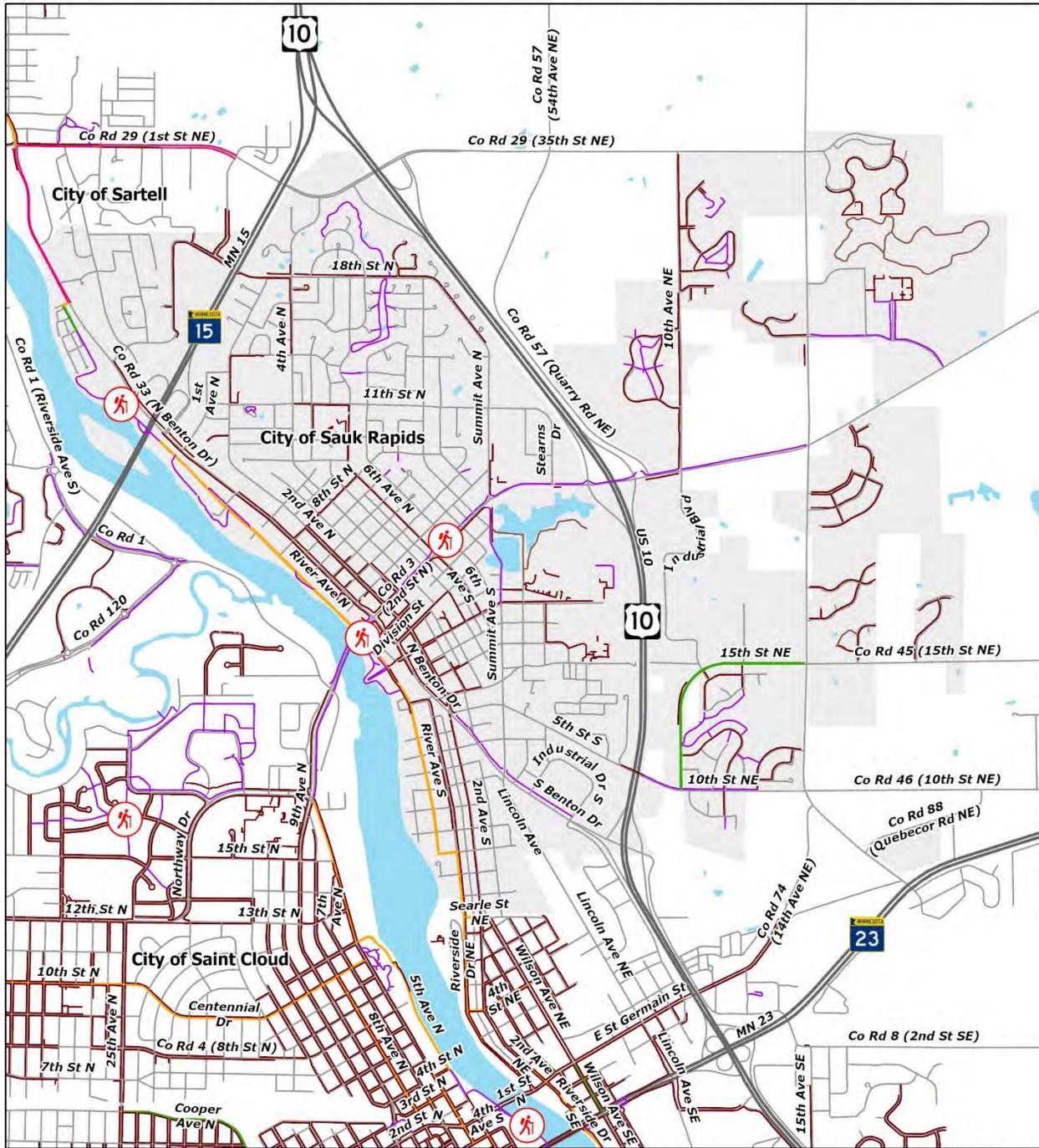
Ideally, all three of these locations are counted each summer. The Helix Spiral location is one of a handful of locations throughout the MPA that has counts done seasonally – winter, spring, and fall. Due to weather conditions, these seasonal counts are done using only the PYRO-Box counter. This type of counting program is relatively new (beginning in 2020) so limited data is available.

Location	Dates Counted (2019)	Weekday Average Bike	Weekday Average Pedestrian	Weekend Average Bike	Weekend Average Pedestrian
Ox Cart Trail	07/08 – 07/14	2	114	0	125
Helix Spiral	07/15 – 07/21	3	81	3	104
Second Street N	07/22 – 07/28	2	50	1	27

FIGURE A.10 – 2019 BICYCLE AND PEDESTRIAN COUNTS FROM THE THREE SAUK RAPIDS LOCATIONS.

As found in Figure A.10, summer pedestrian usage of these three facilities is rather high with average weekday counts ranging between 50 and 114 users.

# City of Sauk Rapids Active Transportation Count Locations



Legend

Signed Bicycle Routes	Off-Road Facilities	Count Locations
Signed Bicycle Lane	Shared Use Path	
Signed Paved Shoulder	Unpaved Trail	City of Sauk Rapids Boundary
Signed Shared Lane	Sidewalk	

FIGURE A.11 – LOCATIONS WHERE THE APO REGULARLY DEPLOYS AUTOMATIC BICYCLE/PEDESTRIAN COUNTERS

Figure A.12 is the one-week winter seasonal count on the Helix Spiral in 2020. As seen below, usage of this facility in the winter can be correlated to outside temperatures.

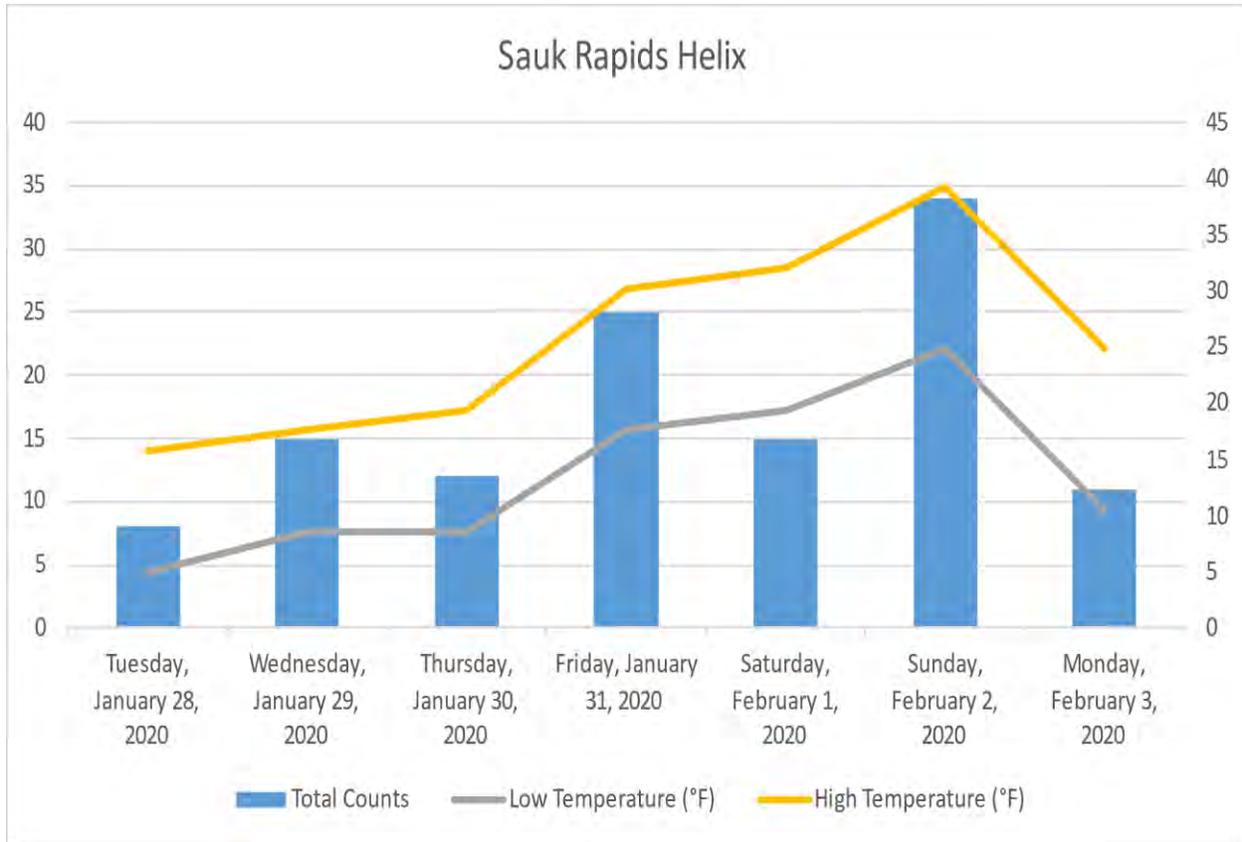


FIGURE A.12 – 2020 WINTER COUNTS INFORMATION AT THE SAUK RAPIDS HELIX SPIRAL IN COMPARISON TO DAILY HIGH AND LOW TEMPERATURES.

## DESTINATIONS

Common destinations for active transportation users include schools, food assets, employers, and parks.

Food assets are defined as grocery stores/supermarkets, specialty food stores, meat markets, convenience stores, and non-profit community food services. Employers listed are those that have 100 or more full- and/or part-time employees.

Figure A.13 shows the locations of these destinations within the City of Sauk Rapids.

### City of Sauk Rapids Active Transportation Destinations

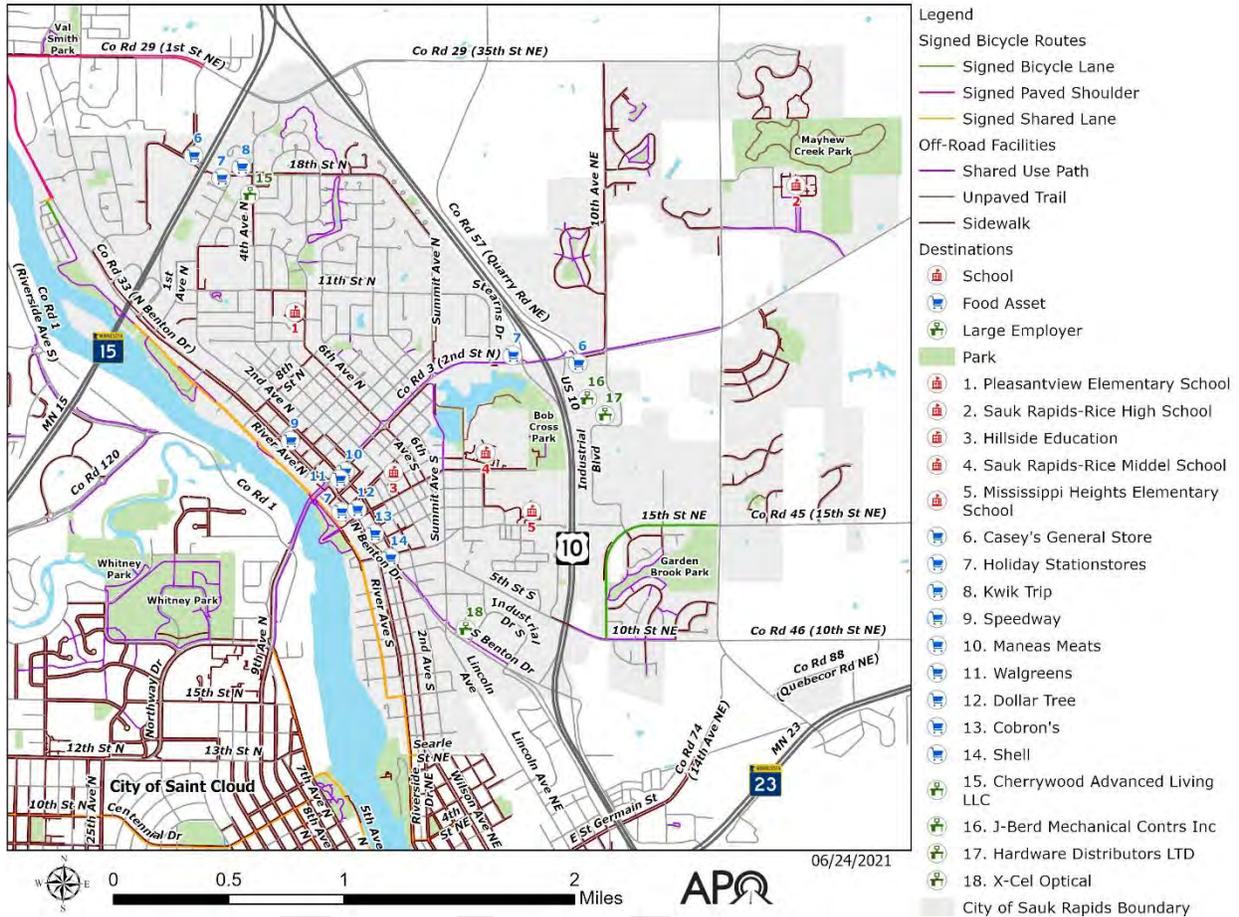


FIGURE A.13 – DESTINATIONS FOR ACTIVE TRANSPORTATION USERS

#### Schools

Among the city’s largest employers, the Sauk Rapids-Rice School District operates five public schools within city limits. Rice Elementary School, located in Rice, is also part of the SR-R district.

The 2011 Transportation Plan cited safety concerns with crossing and traffic speeds in many of the school areas. And while a mix of sidewalks and shared use paths have expanded over time to improve access and safety for students who bike or walk to each of the schools, gaps still remain in some of these areas.

Name	Address	Grades Served	Approximate Number of Students Served
Hillside School	30 Fourth Ave. S	Early Childhood/Adult Basic Education	N/A
Pleasantview Elementary School	1009 Sixth Ave. N	K-5	800
Mississippi Heights Elementary School	1003 Fourth St. S	K-5	1,040
Sauk Rapids-Rice Middle School	901 First St. S	6-8	1,060
Sauk Rapids-Rice High School	1835 Osauka Road	9-12	1,300

FIGURE A.14 – THE FIVE PUBLIC SCHOOLS LOCATED WITHIN THE CITY OF SAUK RAPIDS.

### Food Assets

As shown in Figure A.13, grocery stores and other food destinations are mostly found in the **downtown commercial area. This includes Coborn’s, Manea’s Meats, Walgreens, Dollar Tree,** and a variety of small convenience stores. Other food asset hubs are located around the US 10/CSAH 3 interchange and locations along 18<sup>th</sup> Street N and 18<sup>th</sup> Street NW near the intersection of MN 15.

Food assets are typically along some sort of active transportation facility – either a sidewalk or a shared use path. In addition, food assets such as those in the downtown area are often located near transit stops.

### Large Employers

**Large employment centers within Sauk Rapids are located within the city’s industrial areas.**

As shown in Figure 12, two major employers (J-Berd and Hardware Distributors, LTD) can be found along Industrial Boulevard east of US 10. Other major employers are located along Industrial Drive S and Benton Drive S. In northern Sauk Rapids, Good Shepherd Community serves as another major employer for the city.

Most large employers are located on Metro Bus fixed routes though access to sidewalks and shared use paths varies. It is worth noting here again that US 10 is effectively a barrier to active transportation facilities. Workers who live west of US 10 would need to travel miles out of their way to reach these employers by active transportation modes.

## Parks

The City of Sauk Rapids has 24 parks within city limits. While most are small neighborhood parks, the city does define six parks as being regional – Island View Park, Municipal Park, Lions and Southside Parks, Bob Cross Park, and Mayhew Creek Park.

These larger parks and several of the newer neighborhood parks in Sauk Rapids are generally well served with sidewalks or shared use paths. As a result, residential areas near these parks are more likely to have active transportation facilities.

**It should be noted that many of the city’s smaller neighborhood parks have limited or no sidewalk access.**

In the park plan component of the 2005 Comprehensive Plan, the city identified the need to **grow its park and recreation system. The City’s plan is to expand and improve existing** paved and unpaved trail systems between these parks. River park facilities are planned to connect with the downtown area and to other community parks and trail systems.

**Strategies include integrating the city’s parks with regional parks and trails plans.**

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## SAFETY

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

Specifically, within the City of Sauk Rapids, DPS crash data has indicated 27 crashes involving active transportation users and vehicles have occurred in the 10-year period between 2010 and 2019. See Figure 14 for locations and severity.

While most of these crashes occurred in the downtown area and resulted in minor injuries, it is important to note that during this time frame, two pedestrians were killed. A death resulted from a crash on US 10 near CSAH 3 in 2013. A pedestrian died from a crash on Benton Drive near MN 15 in 2016. Both accidents involved pedestrians in the lane of traffic on high-speed arterials that were struck by vehicles.

Of the 27 locations citywide with crashes involving pedestrians and bicyclists from 2010 to 2019, eleven injury crashes (41 percent) occurred in the downtown area.

Crash history is reviewed to determine if there are particular 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. It is unclear from the DPS crash reports whether physical conditions at the crash locations were a contributing factor or if physical changes to the facilities may help mitigate future crashes. DPS crash reports do not indicate a common theme or roadway infrastructure/design flaw as a contributing factor. Some reports cited careless behavior or inattention to traffic laws on the part of the bicyclist or pedestrian. The accidents may be due to the high number of both vehicles and active transportation users in this area which increase the likelihood of possible conflicts.

### City of Sauk Rapids Active Transportation Crashes

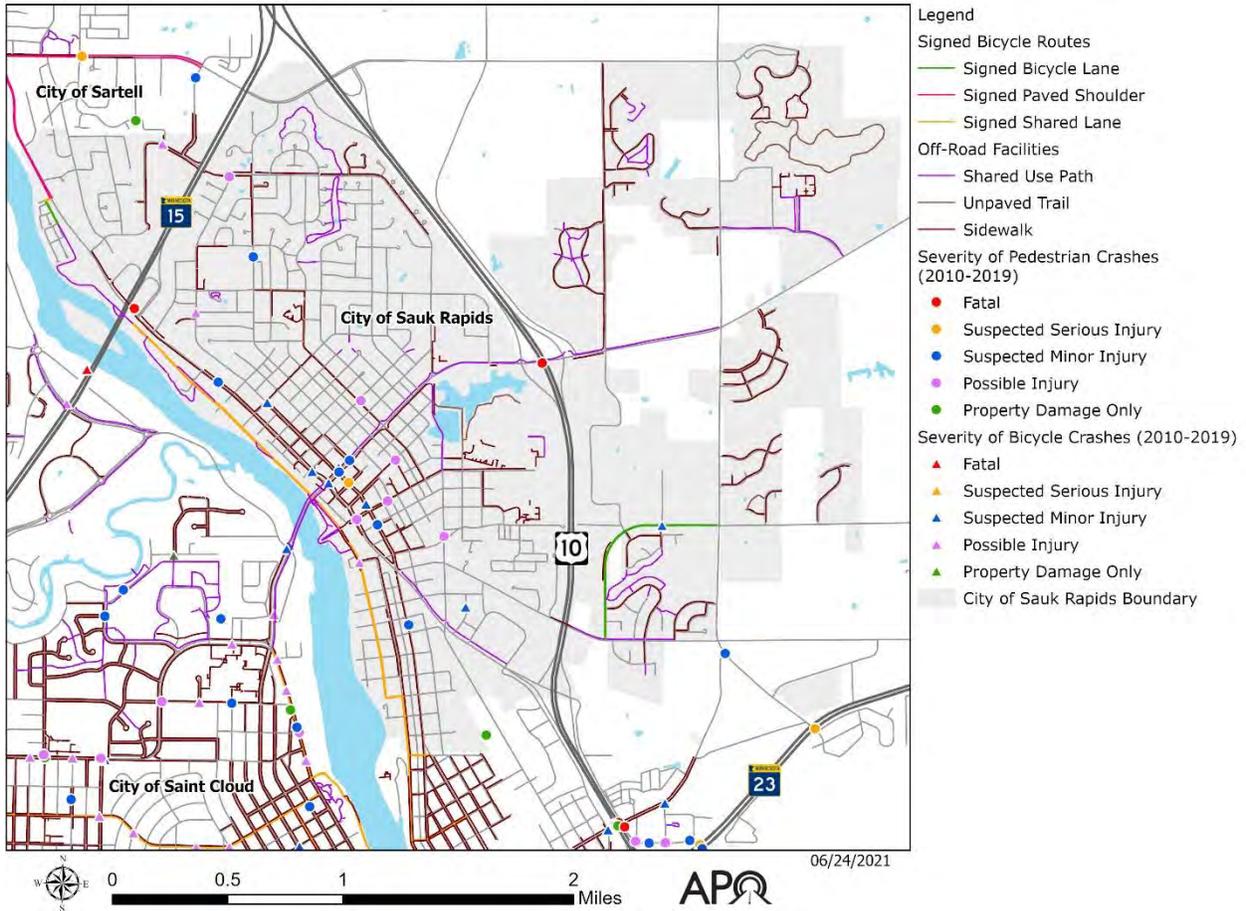


FIGURE A. 15 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS (2010-2019)

**FILL WHITE SPACE WITH RELEVANT PHOTO**

## Downtown Area Crash Locations



FIGURE A. 16 – DOWNTOWN AREA LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS

## PROGRAMMED AND PLANNED IMPROVEMENTS

As referenced earlier, the City of Sauk Rapids 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. Projects from the CIP may be eligible for available Federal funding and inclusion in the APO Transportation Improvement Program (TIP).

One such project identified in the CIP is the 2021 construction of a shared use path along Mayhew Lake Road (CSAH 1) from Golden Spike Road NE (CSAH 3) to Osauka Road NE. The roadway reconstruction of Second Avenue S from Benton Drive to 10<sup>th</sup> Street S in 2024 includes the possible addition of sidewalks. The city includes the upgrade of shared use paths and sidewalks with its program of road reconstruction projects.

### City of Sauk Rapids Programmed and Planned Projects Active Transportation Facilities



**Legend**

- Active Transportation Projects
- Programmed Project (2021-2024)
- Planned Project (>2025)
- City of Sauk Rapids Boundary



06/24/2021

FIGURE A.17 – EXISTING NETWORK WITH PROGRAMMED AND PLANNED FACILITIES

Long term (though currently unfunded) goals for **the city's active transportation network** include the following:

- Extending the shared use path north from Osauka Rd NE to the city water tower, then east to 29<sup>th</sup> Street NE. This would connect to the existing and planned network of sidewalks serving neighborhoods in northeast Sauk Rapids.
- Constructing a grade separated pedestrian bridge across US 10 connecting Fourth Street S to 10<sup>th</sup> Avenue NE. This would provide access to Mississippi Heights Elementary School.

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## ACTIVE TRANSPORTATION NEEDS ASSESSMENT

To supplement and inform current city planning efforts, APO staff performed a citywide analysis of facility and other needs for active transportation users. The intent of this assessment, performed 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 areawide goals and objectives for active transportation as adopted by the APO provide a starting point for the Sauk Rapids needs assessment. The goals, objectives, and the factors used to evaluate services and needs relative to each objective are detailed in Chapter 4. The evaluation factors were equally applied for the assessments of needs within each city and across the MPA.

### NEEDS ASSESSMENT METHODOLOGY

From the goals and objectives framework (see Chapter 4), APO staff, in coordination with Sauk Rapids 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 down into three phases.** This process began with an in-depth analysis of the Sauk Rapids transportation network, identifying issues and needs within the city from the review of data and factors. The findings from this cursory review led to a more detailed analyses of active transportation needs within specific focus areas in Sauk Rapids.

In the second phase, APO staff coordinated with Sauk Rapids and other APO member cities (Saint Cloud, Saint Joseph, Sartell, and Waite Park) to begin a discussion on exploring **connections between each of the cities and areas outside of the APO's planning area.** In the third and final phase, local and regional needs as identified in the previous phases were prioritized according to the degree goals and objectives would be addressed.

Sauk Rapids			2019
Number of Non-Motorized Fatalities and Suspected Serious Injuries Five Year Rolling Average			0.6
Percentage miles of arterials & collectors that have sidewalk or shared use path (SUP) on at least one side			38.6%
Percent of destinations that fall within distance categories	Schools	0 Ft (Asset Served by AT Facility)	100%
		1-310 ft (One block or less)	0.0%
		311-930 ft (Two to three blocks)	0.0%
		> 931 ft (Four or more blocks)	0.0%
	Food Assets	0 Ft (Asset Served by AT Facility)	100%
		1-310 ft (One block or less)	0.0%
		311-930 ft (Two to three blocks)	0.0%
		> 931 ft (Four or more blocks)	0.0%
	Large Employers	0 Ft (Asset Served by AT Facility)	25.0%
		1-310 ft (One block or less)	25.0%
		311-930 ft (Two to three blocks)	25.0%
		> 931 ft (Four or more blocks)	25.0%
	Parks	0 Ft (Asset Served by AT Facility)	92.9%
		1-310 ft (One block or less)	0.0%
		311-930 ft (Two to three blocks)	0.0%
		> 931 ft (Four or more blocks)	7.1%
	Transit Stops	0 Ft (Asset Served by AT Facility)	34.9%
		1-310 ft (One block or less)	23.3%
		311-930 ft (Two to three blocks)	23.3%
		> 931 ft (Four or more blocks)	18.6%
Percent of street crossings that do not meet full ADA standards			80.0%
Miles of Active Transportation facilities per 1,000 residents in EJ/Title VI Sensitive Areas in comparison to non-sensitive areas			3.1:3.9
Percent mileage of Regional Priority bicycle facilities that do NOT exist			46.3%
Percent of on-road bicycle facilities with poor pavement			41.8%
Percent of SUP with rough/very rough pavement			14.4%

FIGURE A-18 – SAUK RAPIDS PERFORMANCE REPORT CARD (2019)

### Evaluating Needs for the City of Sauk Rapids

The initial phase of the analysis, to identify service gaps within the City of Sauk Rapids, followed a two-step process.

The first step was to review needs and gaps relative to the factors listed under goals 1-4. APO staff compiled a series of maps and data which detailed the existing active transportation conditions for the city. Utilizing the goals, objectives, and applying factors, 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).

Figure A.19 provides a summary of the findings for the City of Sauk Rapids.

### Areas of Need - City of Sauk Rapids

Location	Safety & Comfort Factors										Connectivity Factors		Facility Condition		Equity Factors		Issues	Potential Treatments	
	1 High Number of Fatalities	2 High Number of Injuries	4 No Adjacent P/B Facilities	5 Cited as Safety Concern	1 Access to Destinations	2 Access to Transit	1 On Road Conditions	2 Off Road Conditions	1 Underserved Demographic	2 ADA Compliance	1 Access to Destinations	2 Access to Transit	1 On Road Conditions	2 Off Road Conditions	1 Underserved Demographic	2 ADA Compliance			
CSAH 3 (2nd St N) - Benton Dr to 3rd Ave N			X														X	Downtown area - crashes with injuries, intersections not ADA compliant	Pedestrian and bicycle crossing improvements, traffic calming, bring intersections to ADA standards.
CSAH 33 (Benton Dr N) - TH 15 to CSAH 3			X														X	One fatality (TH 15), crashes with injuries (downtown), intersections not ADA compliant	Pedestrian and bicycle crossing improvements, traffic calming, bring intersections to ADA standards.
11th Street North																		Major collector without adjacent facilities, serves school destination (Pleasantview), speed & safety concerns for students, lacks transit stops.	Construct sidewalks or shared use paths, crosswalks or crossing improvements, reduce speeds.
Summit Ave S - 1st St S to Benton Dr																	X	Major collector without adjacent facilities, serves school destinations (elem, middle school), speed & safety concerns, high percentage of low income & zero vehicle households.	Construct sidewalks or shared use paths, crosswalks or crossing improvements, reduce speeds.
River Ave N																	X	Signed shared lane with 30 mph speed (25 mph is the guideline). On road pavement condition (fair/poor). Oxcart Trail in rough condition.	Reduce speeds, add signage, striping bike lanes, improve pavements.
River Ave S																	X	Signed shared lane with 30 mph speed (25 mph is the guideline). On road pavement condition (fair).	Reduce speeds, add signage, striping bike lanes, improve pavements.
Benton Dr S - Summit Ave to Hwy 10																		Minor Arterial without adjacent facilities, serves major employers, speed & safety concerns in the overpass area.	Construct sidewalks or shared use paths, manage speeds.
Mayhew Lake Rd - North of CSAH 3																	X	Minor arterial without adjacent facilities, neighborhoods not connected, serves high school, high percentage aged 18 or younger. Funded project completes gap from CSAH 3 to Osauka Rd NE.	Future project identified: connect from Osauka Rd NE to sidewalks at 29th St NE.
Mayhew Lake Rd - South of CSAH 3																	X	Collector without adjacent facilities, neighborhood sidewalk facilities not connected, high percentage of low income & zero vehicle households.	Construct sidewalks or shared use paths to connect current facilities.
Industrial Boulevard																	X	Serves large employers, transit stops with limited P/B facilities. High percentage of low income & zero vehicle households.	Construct sidewalks or shared use paths to serve current transit stops, businesses.
Industrial Drive S																	X	Serves large employers, transit stops with limited P/B facilities. High percentage of low income & zero vehicle households.	Construct sidewalks or shared use paths to serve current transit stops, businesses.
5th St S - Summit Ave to Hwy 10																	X	Major collector without adjacent facilities, transit stops with limited P/B facilities, service to large employers, high percentage of low income & zero vehicle households.	Construct sidewalks or shared use paths to serve current transit stops.
4th St S - 4th Ave S to Mississippi Heights Elementary School																	X	Area with schools, transit stops with limited P/B facilities, high percentage of low income & zero vehicle households.	Construct sidewalks or shared use paths to serve current transit stops, neighborhoods and schools. Future project: Hwy 10 pedestrian crossing.

FIGURE A.19 – SAUK RAPIDS NEEDS ANALYSIS

Considered along with the factors were the comments from the APO's initial public input along with comments from city staff.

In the next step, areas where multiple issues were revealed when the factors were applied became the focus of further review and analysis.

### **Areas of Focus**

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

- 11<sup>th</sup> Street North area.
- Sauk Rapids-Rice Middle School and Mississippi Heights Elementary area.
- Mayhew Lake Road (Benton CSAH 1) area.

For each of the focus areas, APO staff, working in conjunction with the city, further analyzed needs and issues, identifying possible solutions to address network gaps.

#### **11th Street North Area**

The 11<sup>th</sup> Street North focus area includes the length of 11<sup>th</sup> Street from Summit Avenue to First Avenue N along with the connecting transportation network and land use, as shown in Figure A.20. This was identified as an area of focus due to traffic speed, safety concerns, limited facilities, and the location of Pleasantview Elementary School.

#### NEEDS AND ISSUES

11<sup>th</sup> Street North is one of only a few continuous east-west collector roadways in the City of Sauk Rapids and as such often sees relatively high vehicle traffic. A 2015 traffic count estimated 1,650 vehicles use 11<sup>th</sup> Street North daily. The posted speed on 11<sup>th</sup> Street is 30 mph.

The area surrounding 11<sup>th</sup> Street N is primarily residential with an abundance of single-family homes. Many homes along 11<sup>th</sup> Street have direct driveway access directly to the street. Young children use 11<sup>th</sup> Street to get to and from Pleasantview Elementary. Eleventh Street also serves the Good Shepherd Community - a church plus care facilities and congregate housing for older adults. The eastern end of the corridor is light industrial in nature, providing a good number of jobs. The 11<sup>th</sup> Street corridor, therefore, is a conduit facilitating the flow of workers to and from those jobs.

While there is a small section of sidewalk on this collector roadway – between Fourth Avenue N and Sixth Avenue N – the roadway is not outfitted with much active transportation infrastructure. There are also several transit stops along the corridor.

### 11th Street North Focus Area



Legend

Off-Road Facilities	Signed Bicycle Routes	Destinations	
— Shared Use Path	— Signed Bicycle Lane	🚶 Transit Stop	📍 Focus Area
— Unpaved Trail	— Signed Paved Shoulder	🍷 Food Asset	
— Sidewalk	— Signed Shared Lane	🎓 Schools	
		🏢 Large Employer	

0 0.25 0.5 Miles

FIGURE A.20 – 11TH STREET NORTH AREA OF FOCUS

Local public safety officials report concerns with vehicle speeds and the safety of children walking and/or biking to Pleasantview Elementary. Concerns, especially with crossing the intersection of 11<sup>th</sup> Street N and Sixth Avenue N, have been noted by the city as part of the 2011 Transportation Plan.

City ordinance calls for a minimum five-foot (unstriped) bicycle route or (striped) lane plus the addition of five-foot sidewalks (on both sides of the street) with reconstructed urban streets where possible.

The city, recognized the concern for safety in this school area, has made some improvements to active transportation facilities. A new sidewalk, additional crosswalks and signage were added to the section of 11<sup>th</sup> Street between 4<sup>th</sup> Avenue and 6<sup>th</sup> Avenue with the implementation of a Safe Routes to School project in 2014. **With the city’s restriping of 11<sup>th</sup> Street in 2021, the driving lanes have been narrowed and the shoulders widened, which should help to calm vehicle traffic, though on street parking will remain.**

To further address needs for the 11<sup>th</sup> Street North area, it is suggested that investments be directed to improvements along this corridor as follows.

## RECOMMENDATIONS

- The city's Transportation Plan called for additional crosswalks along the corridor, traffic control devices, and warning flashers to address safety needs. This plan reiterates these recommendations, especially near Pleasantview Elementary. Consider implementing crossing devices that assist pedestrians by increasing driver awareness such as Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs).
- Add additional sidewalk on at least one side of the roadway from at least 2<sup>nd</sup> Avenue North on the west end all the way into the industrial park and following the Stearns Drive right-of-way connecting into the existing shared-use path on 2<sup>nd</sup> Street North. This will help provide an important continuous active transportation connection across US 10. The sidewalk will also help provide needed access to existing transit stops.
- The posted speed limit and traffic volume on 11<sup>th</sup> Street North suggest that an on-road bicycle facility would be relatively safe and comfortable for most users. The existing pavement is 42 feet wide. This appears to be sufficient for two five-foot wide bicycle lanes (one in each direction), two twelve-foot wide driving lanes, and one eight-foot wide parking lane. While parking is currently permitted on both sides of the roadway, it was the observation of APO staff that the parking lanes are rarely used and therefore parking on one side of the street should be adequate to meet demand. Painting both the parking lane and the bike lanes on the pavement should also help control any excess speeds on the corridor by visually tightening the drivable area.

### **Middle School/Mississippi Heights Area**

The area surrounding both Sauk Rapids-Rice Middle School and Mississippi Heights Elementary School was identified as a focus area due to speed and safety concerns and the limited facility access to the two public schools.

This area of focus includes much of Summit Avenue South and the network of streets that provide access to the city's centrally located elementary and middle schools.

**Sauk Rapids-Rice Middle School/Mississippi Heights Elementary School Focus Area**

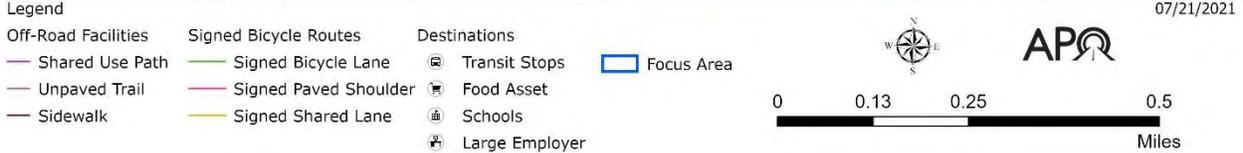
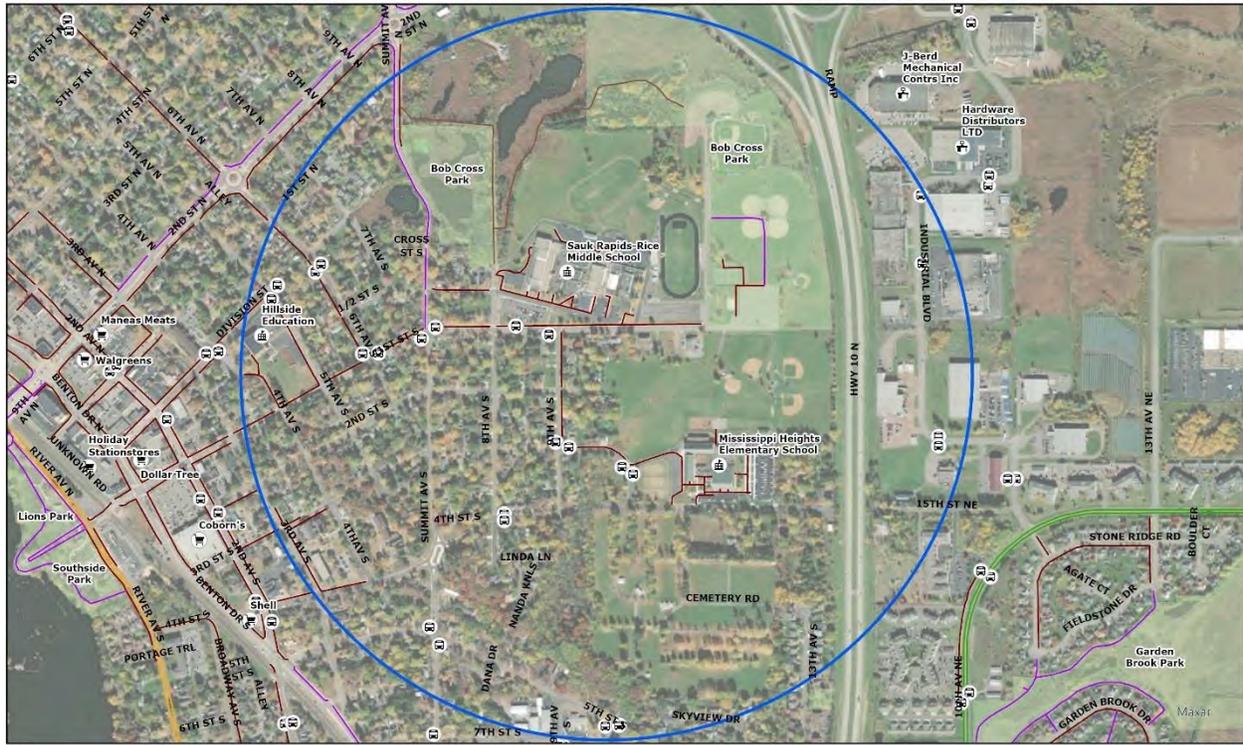


FIGURE A.21 – MIDDLE SCHOOL AND MISSISSIPPI HEIGHTS AREA OF FOCUS

NEEDS AND ISSUES

Vehicles often use Summit Avenue as one of the few crosstown north/south routes. Daily traffic on Summit Avenue was measured at about 1,850 vehicles in 2015. At the same time Summit Avenue and other streets are used by those walking or biking to the nearby schools.

Fourth Street South, while a local street, is the main access to Mississippi Heights Elementary. At present there are no active transportation facilities on Fourth Street.

Within the focus area the land use is mostly single-family residential. The residential area surrounding both the middle school and Mississippi Heights Elementary School has a higher number of low-income and zero vehicle households – two types of demographic groups that have been known to rely more heavily on active transportation.

That said, aside from sidewalks along First Street S and Ninth Avenue S, this area is predominately lacking in active transportation infrastructure, including access to transit stops along Summit Avenue S and Fourth Street S.

As noted in the 2011 Transportation Plan, there are also concerns with the speed of vehicle traffic along the Fourth Street corridor. Crossing safety along Summit Avenue and Sixth

Avenue were also identified as safety concerns in the Transportation Plan. Also noted was the difficulty for vehicles on Summit Avenue and Fourth Street to see bicycles and pedestrians.

Concerns from the public have been expressed with vehicle speeds approaching the roundabouts on Fourth Street South and Summit Avenue and the safety of children who walk or bike on these streets.

The city does have plans for a new grade-separated shared-use path under or over US Highway 10, providing a direct connection between the elementary school and the residences on the east side of US 10. However, funding has not yet been identified.

### RECOMMENDATIONS

- **This plan reiterates and reinforces the city's plan for a grade-separated shared-use path at US 10, connecting 4<sup>th</sup> Street South with 15<sup>th</sup> Street NE, allowing for school-aged children to safely traverse the highway.**
- Further, to improve safe access to the schools and for other nonmotorized users, adding sidewalks or shared use paths along Fourth Street South is recommended. If this is impractical, the city may consider the possibility of alternative routes for pedestrians and bicycles such as Third Street S. A continuous active transportation facility from US 10 to the existing sidewalks at the edge of downtown (i.e., 3<sup>rd</sup> Avenue South at Third Street or Fourth Street) would be ideal.
- East of US 10, it is recommended that a continuous sidewalk or shared-use path be constructed along 15<sup>th</sup> Street NE to the Pheasant Ridge Apartments and to Stone Ridge Road.
- Marked crosswalks on Summit Avenue (especially at 3<sup>rd</sup> Street South and 4<sup>th</sup> Street South) will improve safety and serve as a visual reminder to drivers to expect pedestrians crossing their path of travel. They may also help address the speeding concern as expressed by the public.

### **Mayhew Lake Road Area**

The focus area shown in Figure A.22, CSAH 1 (Mayhew Lake Road) from CSAH 3 to 10th Street NE, was identified due to the lack of connected facilities to residential neighborhoods in a growing part of the city and service needs for an area with a high percentage of low-income and zero vehicle households.

# Mayhew Lake Road (Benton CSAH 1) Focus Area

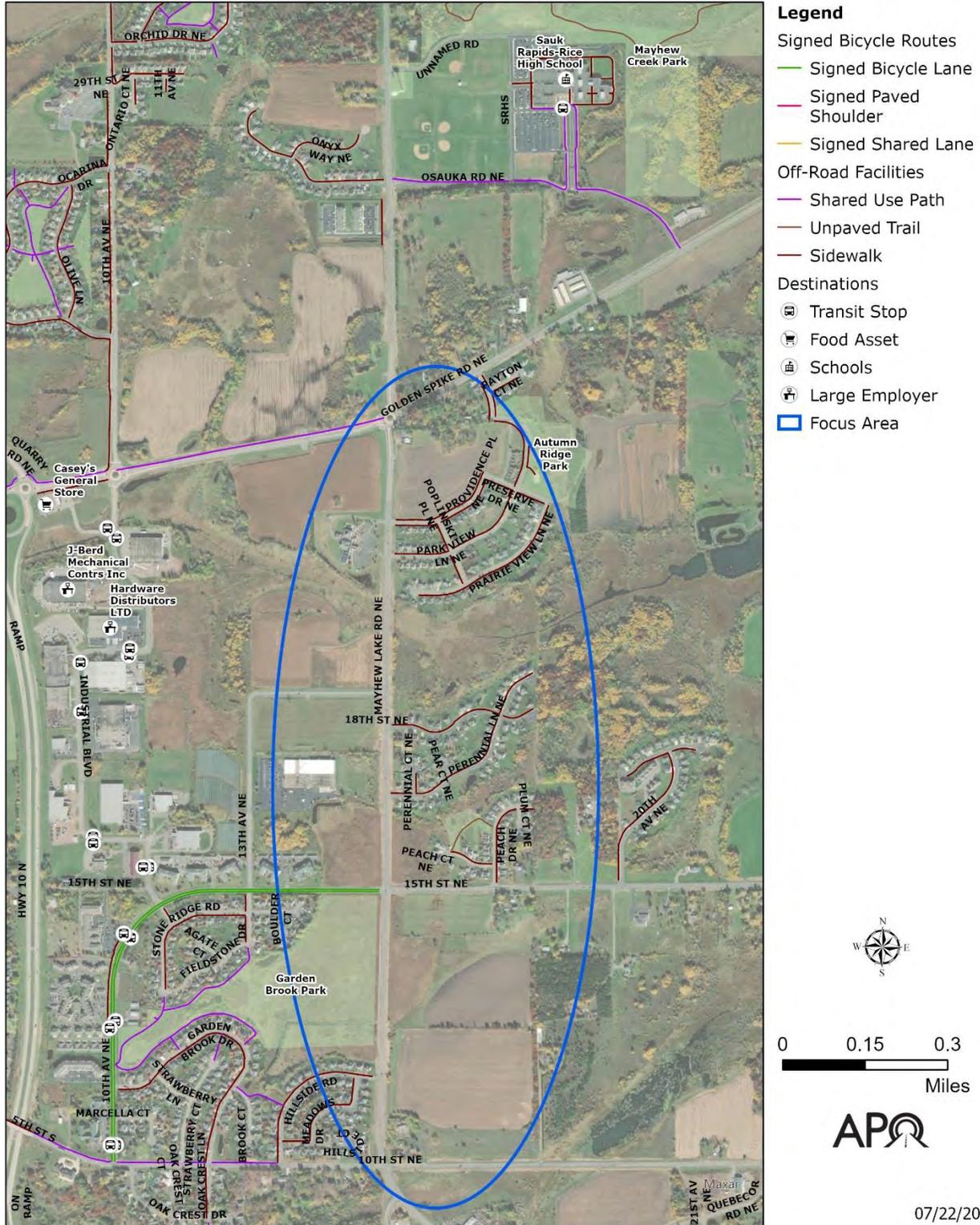


FIGURE A.22 – AREAS OF FOCUS SOUTH OF CSAH 3

### NEEDS AND ISSUES

The housing developments along Mayhew Lake Road NE south of CSAH 3/Golden Spike Road NE – which for the most part contain sidewalks – **are missing connections to the city's** larger active transportation network. Residential subdivisions along 15<sup>th</sup> Street SE are also missing connections to the larger network. This includes access to the shared use path along CSAH 3 which leads to the high school and connects to downtown. The relative high volume of motor vehicles (3,300-4,800 vehicles per day) and posted speed (55 mph) along Mayhew Lake Road are significant safety concerns for bicycles and pedestrians.

Much of this area is undeveloped. Vacant land along these corridors offers areas with infill potential. New residential or other types of land use in the Mayhew Lake Road area will also need connections.

### RECOMMENDATIONS

- Construct a new shared use path along south Mayhew Lake Road from CSAH 3 (aka, Golden Spike Road) to 10<sup>th</sup> Street NE. Mayhew Lake Road currently has a rural cross-section - which is to say, there are open drainage ditches on both sides of the roadway. But this corridor is destined to become a significant arterial roadway in this fast-growing part of Sauk Rapids. There should be sufficient right-of-way to add a shared-use path on at least one side of the corridor. Doing so would add a vital connection between all of the subdivision and neighborhood sidewalks and paths that currently terminate at Mayhew Lake Road.
- Strong consideration should be given to connecting a new shared-use path along Mayhew Lake Road to the recommended shared-use path grade separated crossing of US 10 (see previous section) via 15<sup>th</sup> Street NE, thus connecting many east-side neighborhoods with the central part of Sauk Rapids and the downtown area. Continuing the path to 10<sup>th</sup> Street NE would allow the facility to link into the network on the south end.
- Consider a shared use path connection east of Mayhew Lake Road to 20<sup>th</sup> Street NE.

## **Evaluating Needs for the Region**

The second phase of the needs analysis is to identify improvements to the regional facility network within the city of Sauk Rapids and its planning area. These are projects that address goal 5 objectives for 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 Sauk Rapids 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 network within Sauk Rapids include shared use paths along 35<sup>th</sup> Street NE (existing County Road 29), north along Mayhew Lake Road (County Road 1) and east along 15<sup>th</sup> Street NE (County Road 45).

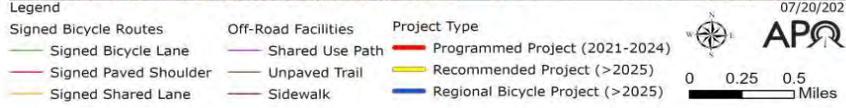
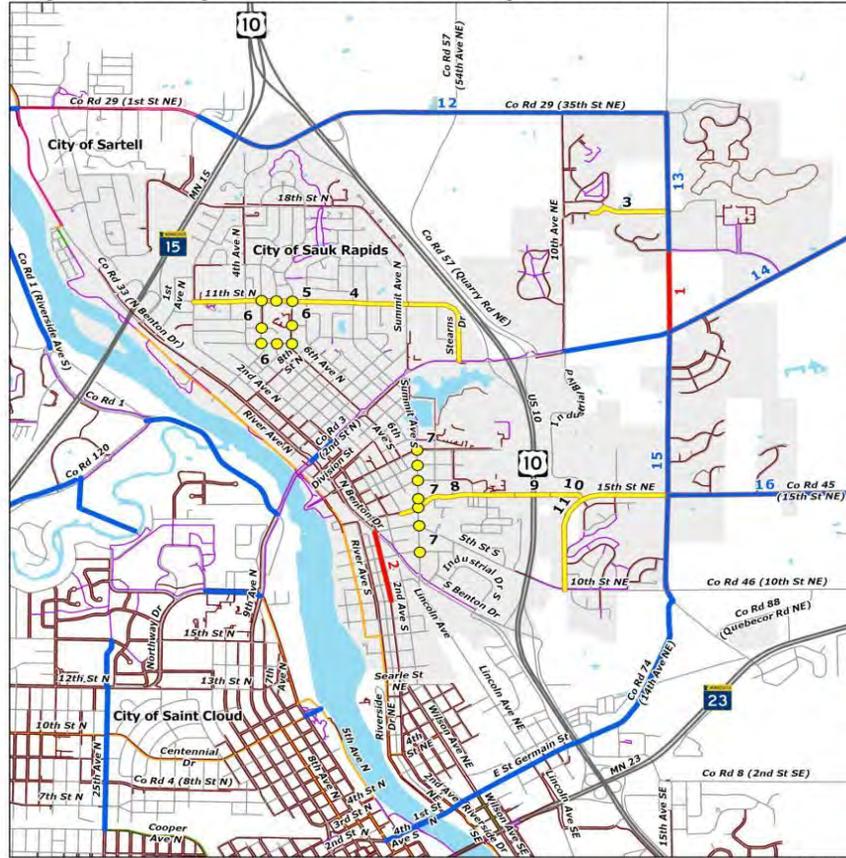
## SUMMARY OF SAUK RAPIDS RECOMMENDATIONS

For consideration in identifying local priorities, the following is a summary of the suggested improvements to the local active transportation network from the ATP needs assessment, proposed connections to fill gaps in the regional network, and an estimate of costs.

Figure A.23 is a map with a full list of programmed projects and recommendations.

Project	Description	Est. Cost??
1	Install additional crosswalks, traffic control devices, and warning flashers near Pleasantview Elementary.	
2	Additional sidewalk on at least one side of 11 <sup>th</sup> Street from at least 2nd Avenue North to the industrial park, and down Stearns Drive to 2nd Street North.	
3	<b>Paint in 5' wide bicycle lanes on each side of 11<sup>th</sup> Street.</b>	
4	Construct grade separated shared use path crossing of US 10.	
5	Add sidewalks or shared use paths along 4th Street South.	
6	Continue path or sidewalk east of US 10 to Pheasant Ridge Apartments and Stone Ridge Road.	
7	Add marked crosswalks on Summit Avenue.	
8	Construct a shared use path along Mayhew Lake Road from CSAH 3 to 10th Street NE.	
9	Construct a shared use path connecting 15th Street NE to the east-side network.	
10	Construct for the regional network a shared use path connection following existing County Road 29.	
11	Extend the shared use path along Mayhew Lake Road north to provide a regional connection with County Road 29.	
12	Construct for the regional network a shared use path connection along County Road 45 east from County Road 1.	

**City of Sauk Rapids Future Active Transportation Recommendations**



Map Number and Description	
<b>1</b>	Construct regional shared use path along Mayhew Lake Road (Benton CSAH 1) from Osauka Road NE to Golden Spike Road (Benton CSAH 3).
<b>2</b>	Reconstruct of Second Avenue S from North Benton Drive to 10th Street South with the inclusion of sidewalks.
<b>3</b>	Build a shared use path along future roadway extension of 29th Street NE traveling east of the water tower.
<b>4</b>	Construct a sidewalk on at least one side of 11th Street N/Stearns Drive.
<b>5</b>	Paint in a 5 foot wide bicycle lane on each side of 11th Street N.
<b>6</b>	Install additional crosswalks, traffic control devices, and warning flashers near Pleasantview Elementary.
<b>7</b>	Paint marked crosswalks along Summit Avenue.
<b>8</b>	Add sidewalks or shared use paths along 4th Street S connecting to Mississippi Heights Elementary School.
<b>9</b>	Construct a grade separated active transportation bridge crossing of US 10.
<b>10</b>	Build a shared use path from proposed bridge over US 10 along 15th S NE/Industrial Boulevard.
<b>11</b>	Construct a shared use path along 15th Street NE.
<b>12</b>	Build a regional shared use path along 35th Street NE (Benton CSAH 29).
<b>13</b>	Extend the regional shared use path along Mayhew Lake Road (Benton CSAH 1).
<b>14</b>	Construct a regional shared use path along Golden Spike Road (Benton CSAH 3).
<b>15</b>	Build a regional shared use path along Mayhew Lake Road (Benton CSAH 1).
<b>16</b>	Construct a regional shared use path connection along 15th Street NE (Benton County Road 45) east.

FIGURE A.23 – PROGRAMMED AND RECOMMENDED PROJECT

DRAFT

## APPENDIX B: CITY PROFILE - SARTELL

Straddling two shores of the Mississippi River, the City of Sartell has grown from a small town which supported a lumber and paper industry to become a major growth center within the MPA. The city's many recreational areas and parks are a popular draw both locally and from the nearby region. The City of Sartell has a large and expanding network of locally owned and maintained active transportation facilities to serve those who live and work here and the many visitors from outside the community.

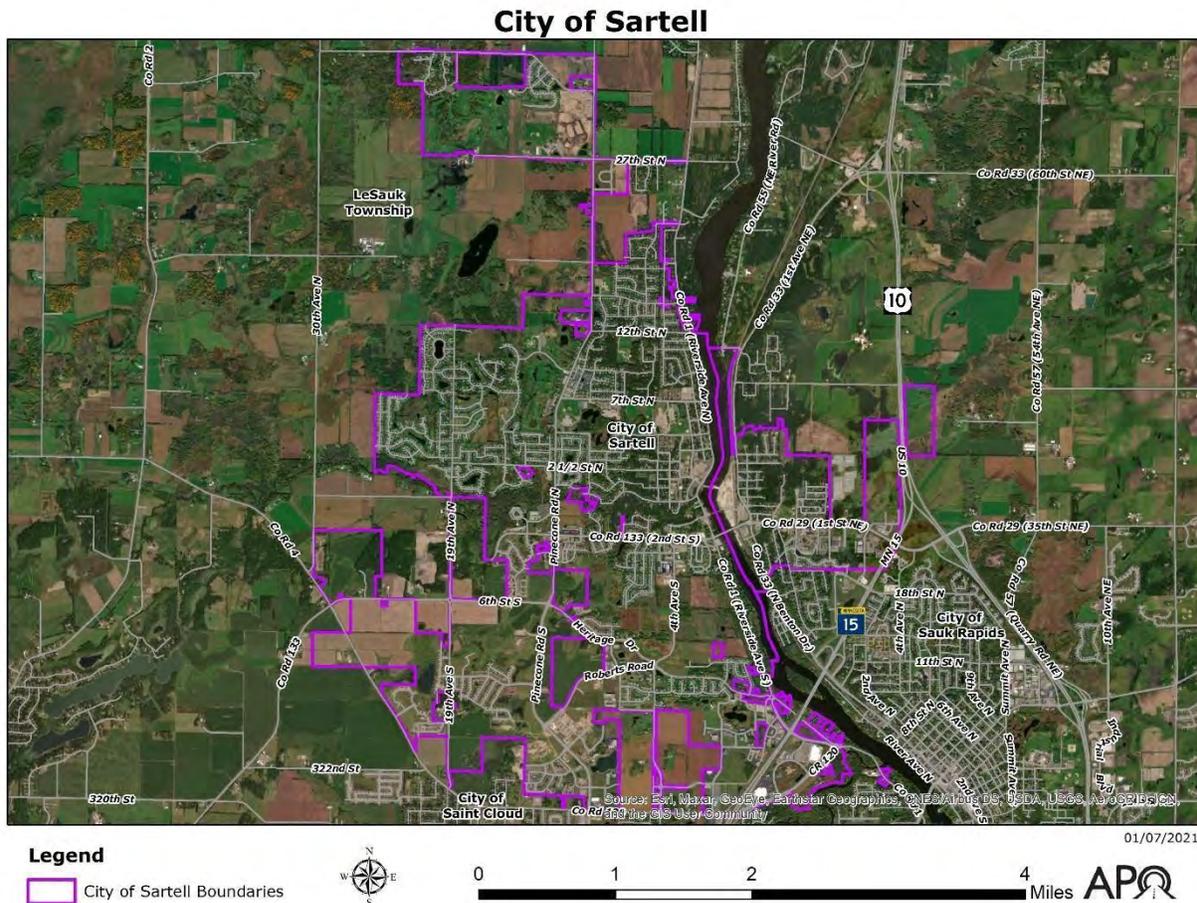


FIGURE B.1 – CITY OF SAUK RAPIDS

### DEMOGRAPHICS

The City of Sartell is currently the most rapidly growing municipality in the APO's MPA. According to the U.S. Census Bureau's 2014-2018 American Community Survey (ACS) Five-Year Estimates, the City of Sartell's population that has grown 43.5% since the year 2000.

The city is mindful of the need to provide equitable service to all segments of the community in its transportation planning investments. At a regional level, the APO tracks specific population demographic subsets known as historically underrepresented populations. 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).
- Persons 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.

A look at these particular demographics in Sartell finds that close to 30 percent of the city’s population is under age 18. Approximately one in 10 residents are people of color. About 9 percent of those within the city have a disability. One in 20 households are without a vehicle. See Figure 2 below for other details.

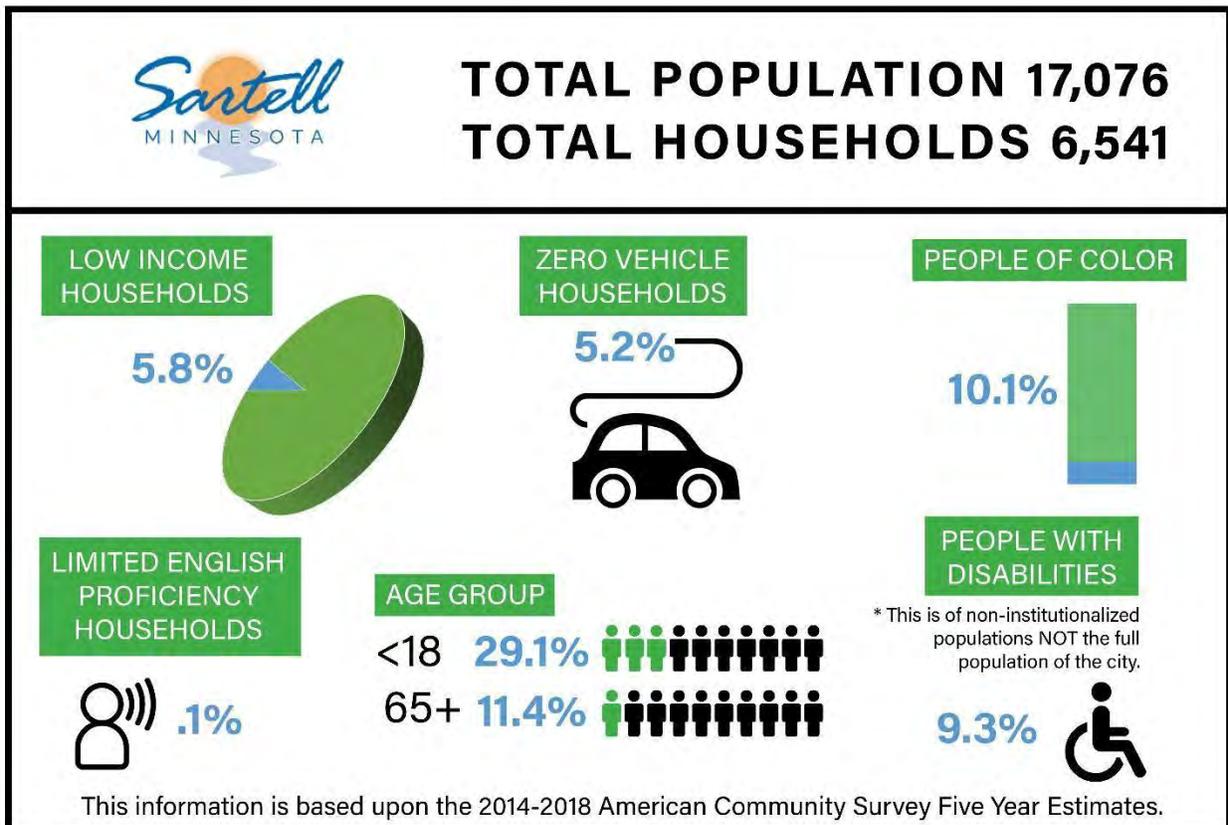


FIGURE B.2 – DEMOGRAPHIC PROFILE OF SAUK RAPIDS

## 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. The linkage between existing land use and transportation often has an impact on communities and can play a role in developing a transportation system that is friendly to both motorized and non-motorized users.

Due to its location relative to the rivers, major highways and its unique pattern of development over time, the City of Sartell lacks a centrally focused downtown area. Rather **the city's residents and visitors are served** by a number of small centers of commercial, office and industrial uses.

As described in the Comprehensive Plan, the City of Sartell is working to respond to the needs and desires of a complex mix of urban and rural land uses. While many homes in Sartell are within easy access of services, other newly developing areas of Sartell are more distant and secluded. The current pattern of land use within the city is shown in Figures 2 and 3.

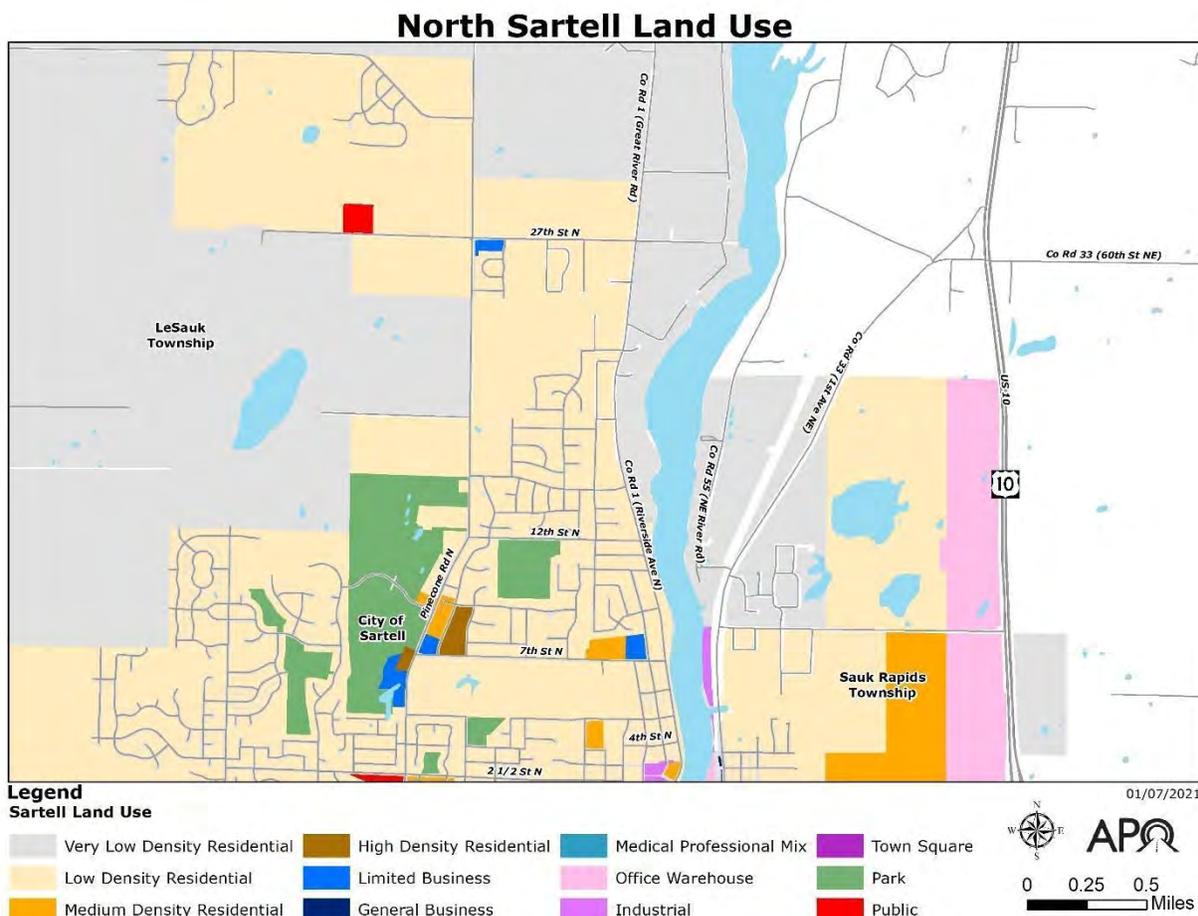


FIGURE B.3 – NORTH LAND USES AS IDENTIFIED BY THE CITY OF SARTELL IN 2019

### South and East Sartell Land Use

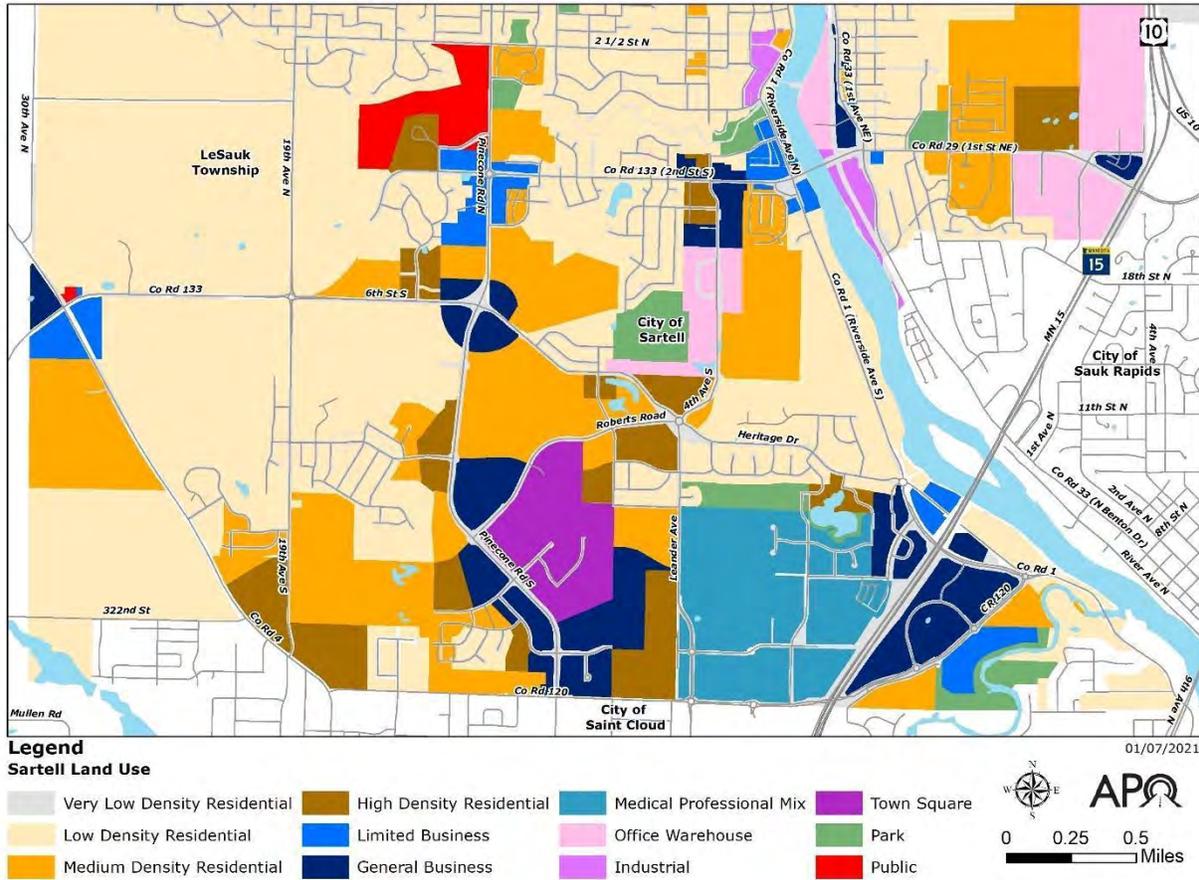


FIGURE B.4 – SOUTH AND EAST LAND USES AS IDENTIFIED BY THE CITY OF SARTELL IN 2019

The many different areas of growth that have emerged throughout the City of Sartell have their own distinctive land uses.

East Sartell generally refers to that part of the city east of the Mississippi River. Among a mix of various residential types and densities are assorted business and industrial uses. The City’s plan is to further expand commercial development on the east side, particularly along US 10.

West of the Mississippi in the core area of Sartell is a mix of low and medium density residential uses with pockets of retail and other commercial uses along Pinecone Road and Riverside Avenue. Between 5<sup>th</sup> Street N and 7<sup>th</sup> Street N is the campus area for three of Sartell’s public schools. The Dezurik manufacturing facility on Riverside Avenue is a long-established industrial site.

A complex mix of more recent land use development extends south to the city’s border with Saint Cloud. The Highway 15 approach to the Sartell bridge has become a highly attractive commercial area for the city and region with several large retailers. West of Highway 15 is a growing medical complex with a variety of treatment centers.

Spread throughout the city are many acres of parkland, open space and greenways. West of Pinecone Road are two of the city's large regional parks. West of Pinecone to County Road 4 and north to 35<sup>th</sup> Street N are patches of newly developing areas, primarily low-density residential use. The city's new high school is in north Sartell.

An understanding of the city's land use types and how areas are intended to develop in the future is helpful in reviewing how these uses are served by the transportation system. Residents and visitors will only reach these destinations through the transportation network that is available to them.

---

## TYPES OF ACTIVE TRANSPORTATION INFRASTRUCTURE

Sartell has a variety of infrastructure designed specifically for active transportation users. Some are integrated into the roadway network (on-road facilities). Others are separated from the roadway network (off-road).

Complementing the on- and off-road active transportation network is the transit network operated by Saint Cloud Metro Bus. Bicyclists and pedestrians often rely on both the facility network and the Metro Bus system to reach their destinations.

Taken together, bicyclists and pedestrians have the ability to rely on both the on- and off-road network and the Metro Bus system to reach their destinations.

### ON ROAD FACILITIES

To serve bicyclists, the City of Sartell has 6.7 lane miles of on-road bicycle facilities including signed paved shoulders on portions of the Mississippi River Trail (MRT) and signed shared lanes along the Great River Road.

#### The Mississippi River Trail (MRT)

The MRT, a planned network of bicycle facilities encompassing the length of the Mississippi River, follows the east shore of the river through the City of Sartell. The MRT follows the Northeast River Road and continues south to Sauk Rapids. As a nationally recognized bicycle route this on-road facility is regionally significant to the city.

In addition, the MRT has been identified as one of the Minnesota Department of Transportation (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.

#### The Great River Road Scenic Byway

West of the river, Riverside Avenue, sometimes referred to as the West River Road, is part of the Great River Road Scenic Byway, another route of regional significance. The Great River Road crosses to the east side of the Mississippi at the Sartell bridge then continues south joining the MRT into Sauk Rapids.

**City of Sartell Active Transportation Facilities (Northern Half)**

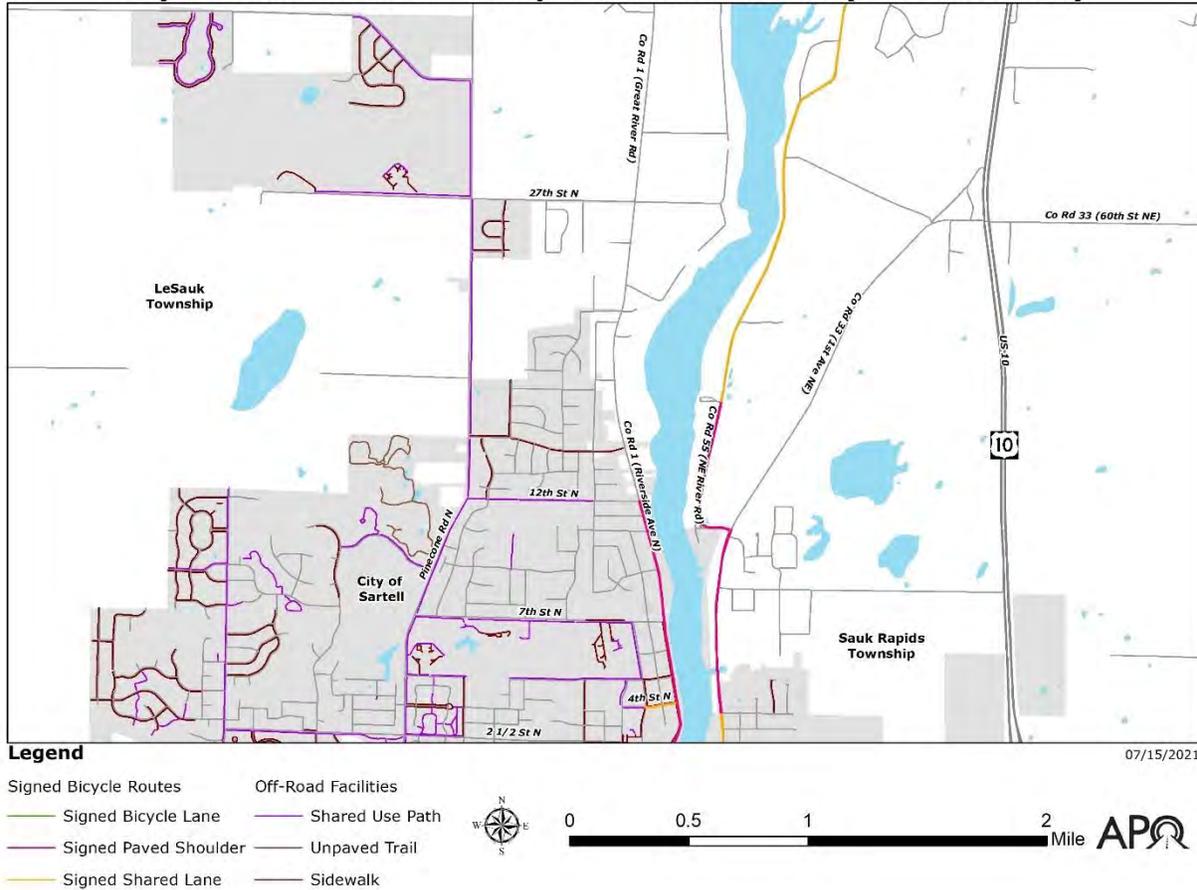


FIGURE B.5 – ON AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN NORTH SARTELL BY TYPE AND LOCATION.

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### City of Sartell Active Transportation Facilities (Southern Half)

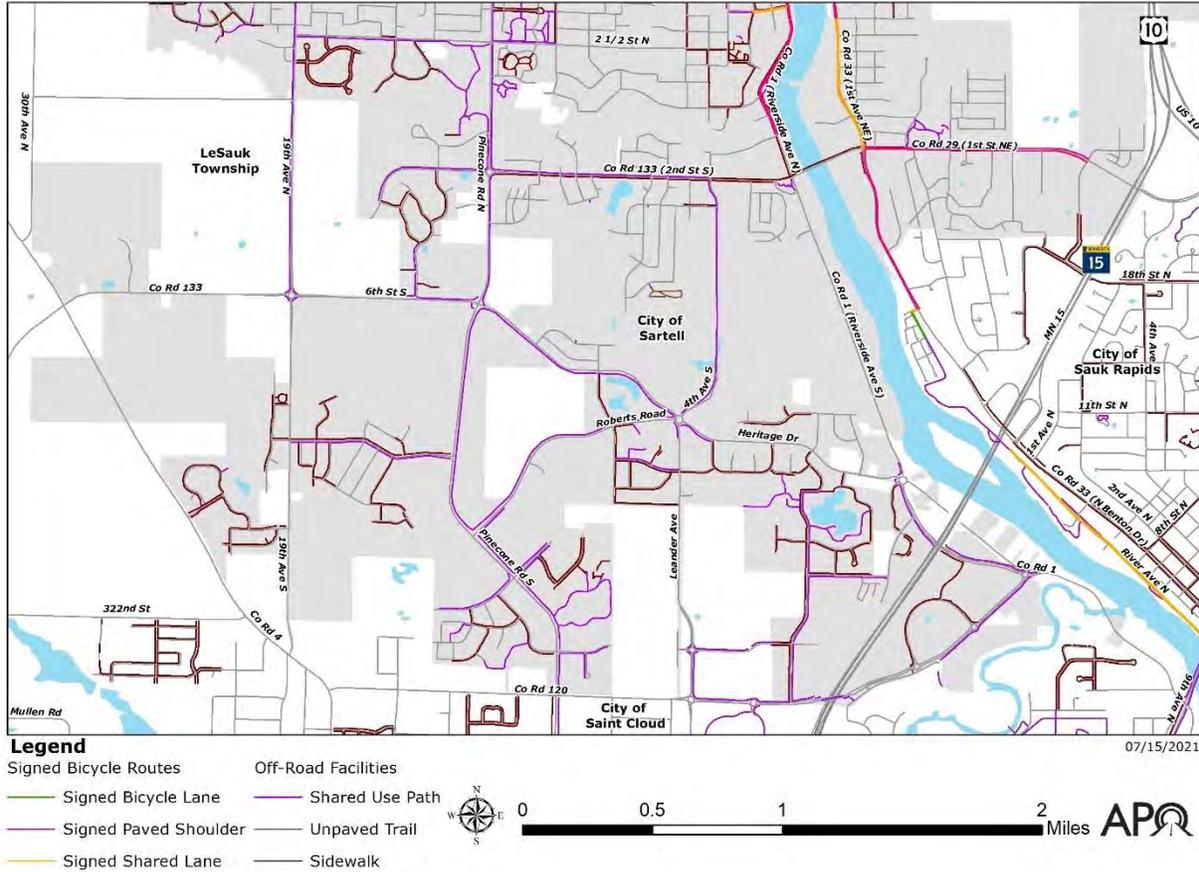


FIGURE B.6 – ON AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN SOUTH AND EAST SARTELL BY TYPE AND LOCATION.

## OFF-ROAD FACILITIES

### Shared Use Paths and Trails

There are 32.3 miles of shared use paths that provide Sartell neighborhoods with access to the city’s parks, recreational areas and schools. Within Pinecone Central Park are 1.8 miles of unpaved trails.

A continuous shared use path follows along Pinecone Road from the Oak Ridge Elementary School to the southern city boundary. Throughout the city other shared use paths generally follow many north-south and east-west collector routes.

### Sidewalks

There are 32.5 total miles of sidewalks in the City of Sartell. Sidewalks provide access to the city’s schools and parks and are prevalent in the city’s newer neighborhoods to the west and north.

Figures B.5 and B.6 show the locations of shared use paths and sidewalks in relation to parks, schools, and other features according to the most recently available data.

---

## TRANSIT SERVICES AND INFRASTRUCTURE

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

Figure 6 shows each of the Metro Bus fixed routes within the City of Sartell and the ConneX service area.

### FIXED ROUTE SERVICE

Metro Bus provides fixed route transit service to the City of Sartell seven days a week through routes 21, 22, and 33. Currently fixed route service is available to portions of east and south Sartell.

In east Sartell residents can access Routes 21 and 22 which is the primary service route for Sauk Rapids. While these routes provide service to the same areas within east Sartell, they operate in different directions. Route 21 operates according to a weekday schedule and Route 22 provides seven-day service. Route 21 and Route 22 offer a system of signed bus stops, some with shelters and benches.

With stops in southeast Sartell, Route 31 connects riders to the downtown Transit Center in Saint Cloud and provides stops at CentraCare and parts of north Saint Cloud. From the Transit Center riders can connect to other Metro Bus routes.

Figure 7 provides a closer look at locations of transit stops in relation to active transportation infrastructure. Transit stops where provided along fixed route service routes typically include sidewalk access.

### OTHER TRANSIT SERVICE

While fixed route service is limited to certain areas, nearly all Sartell residents have access to the Metro Bus ConneX service. ConneX provides curb-to-curb and door-to-door on demand service seven days a week throughout the city of Sartell.

Dial-a-Ride, an operator-assisted paratransit service provided for those who are unable to use fixed routes, is available to those who qualify.

# City of Sartell Transit Routes

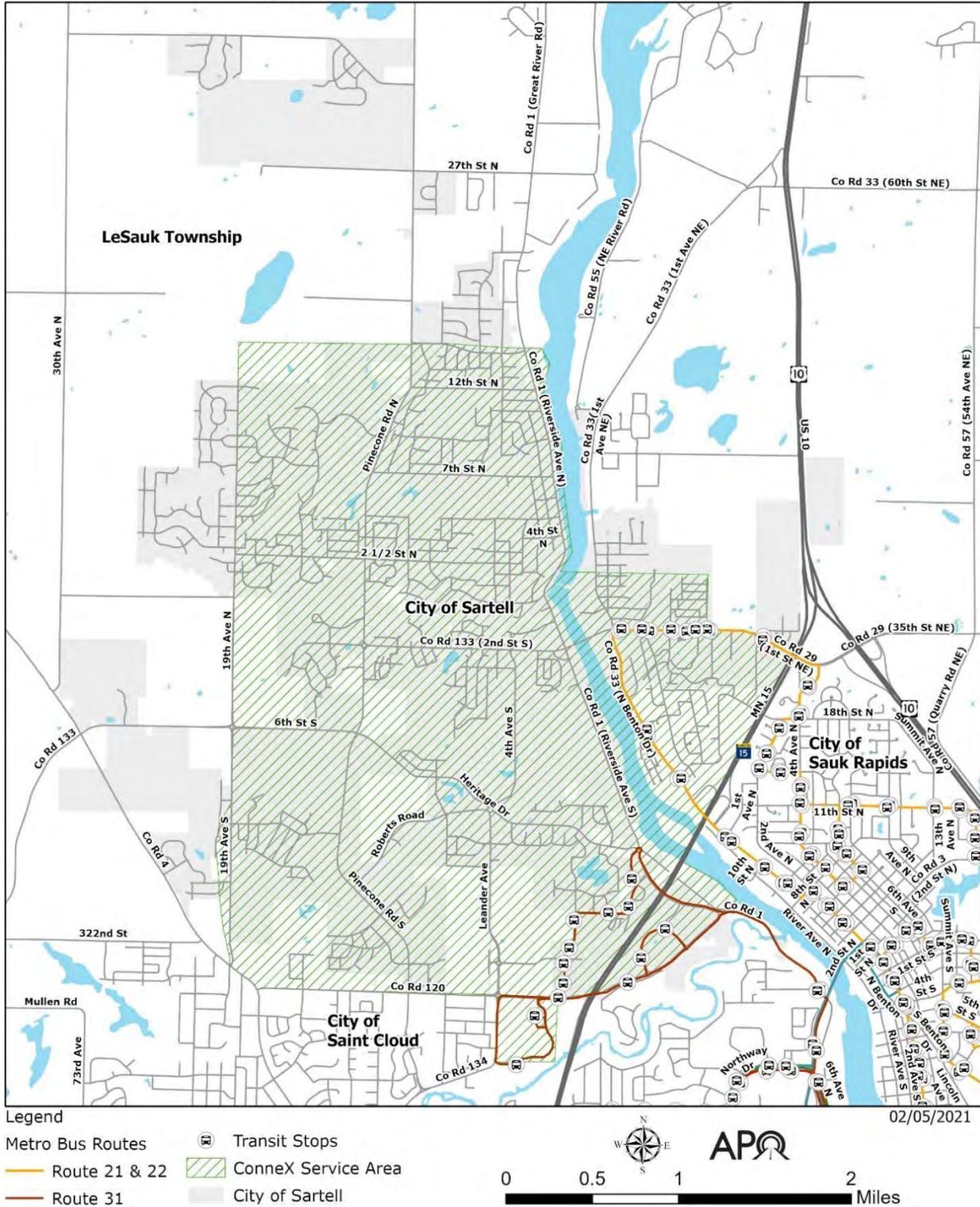


FIGURE B.7 – METRO BUS FIXED ROUTE AND CONNEX SERVICE TO THE CITY OF SARTELL

## South and East Sartell Transit Stops

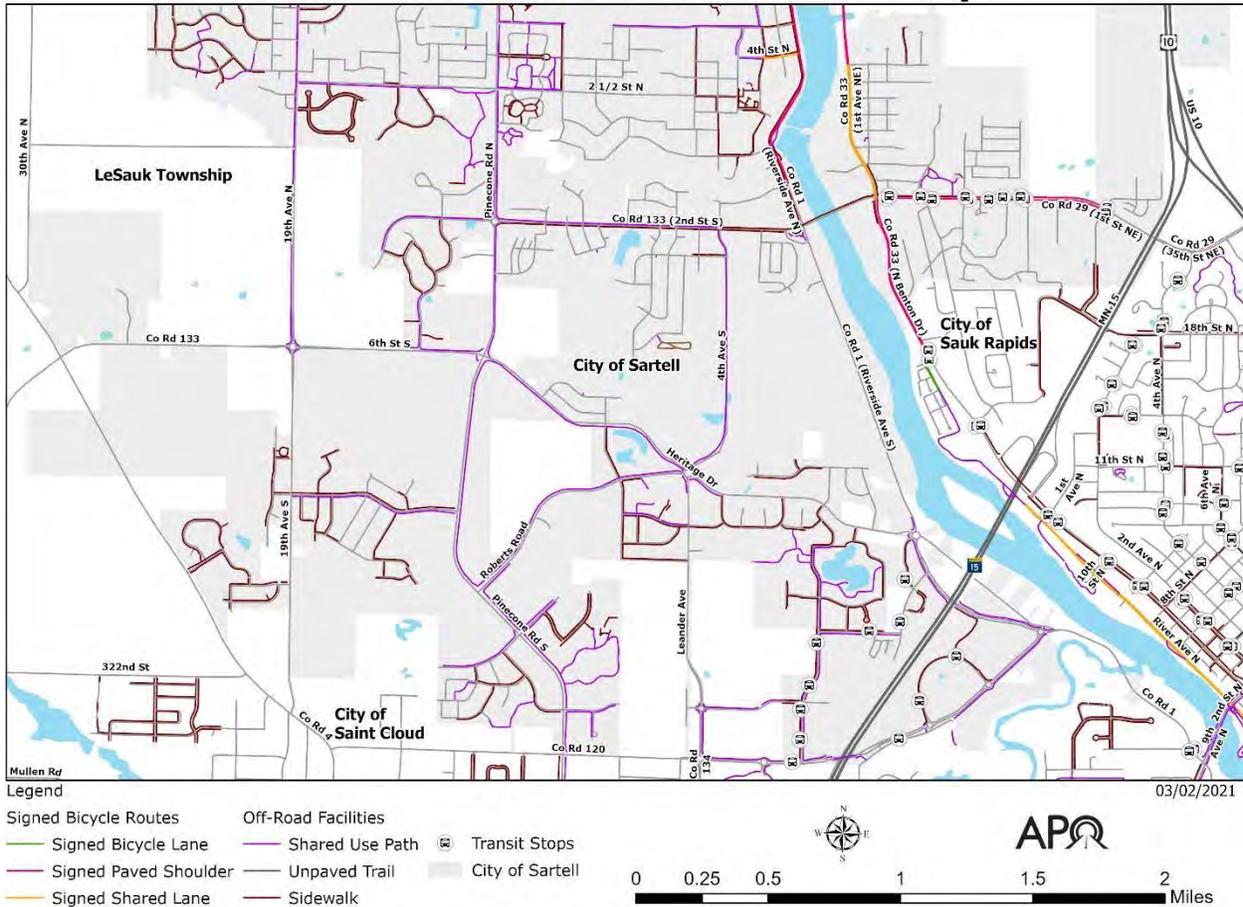


FIGURE B.8 – TRANSIT STOPS RELATIVE TO THE ACTIVE TRANSPORTATION SYSTEM

## CONDITION OF ACTIVE TRANSPORTATION INFRASTRUCTURE

If the condition of the in-place infrastructure is poor or ill-equipped for the end user, it may be inconvenient or underutilized. For those who are using them, infrastructure that is rough or in disrepair could be unsafe and result in accidents and injuries. Keeping the system in good condition helps ensure the safety of all users.

Data on the current pavement conditions for on-road and off-road active transportation facilities within the City of Sartell 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 Sartell. This includes the shared bicycle lanes on 1<sup>st</sup> Ave NE and the marked paved shoulders on Riverside Avenue and 1<sup>st</sup> St NE.

Pavement conditions along roadway segments were scored using a visual inspection methodology. All of the lane miles signed as shared bicycle facilities along portions of the Great River Road and the MRT within Sartell were rated from the 2019 study as being in good or satisfactory condition.

**North Sartell Bicycle Route Pavement Condition Index**

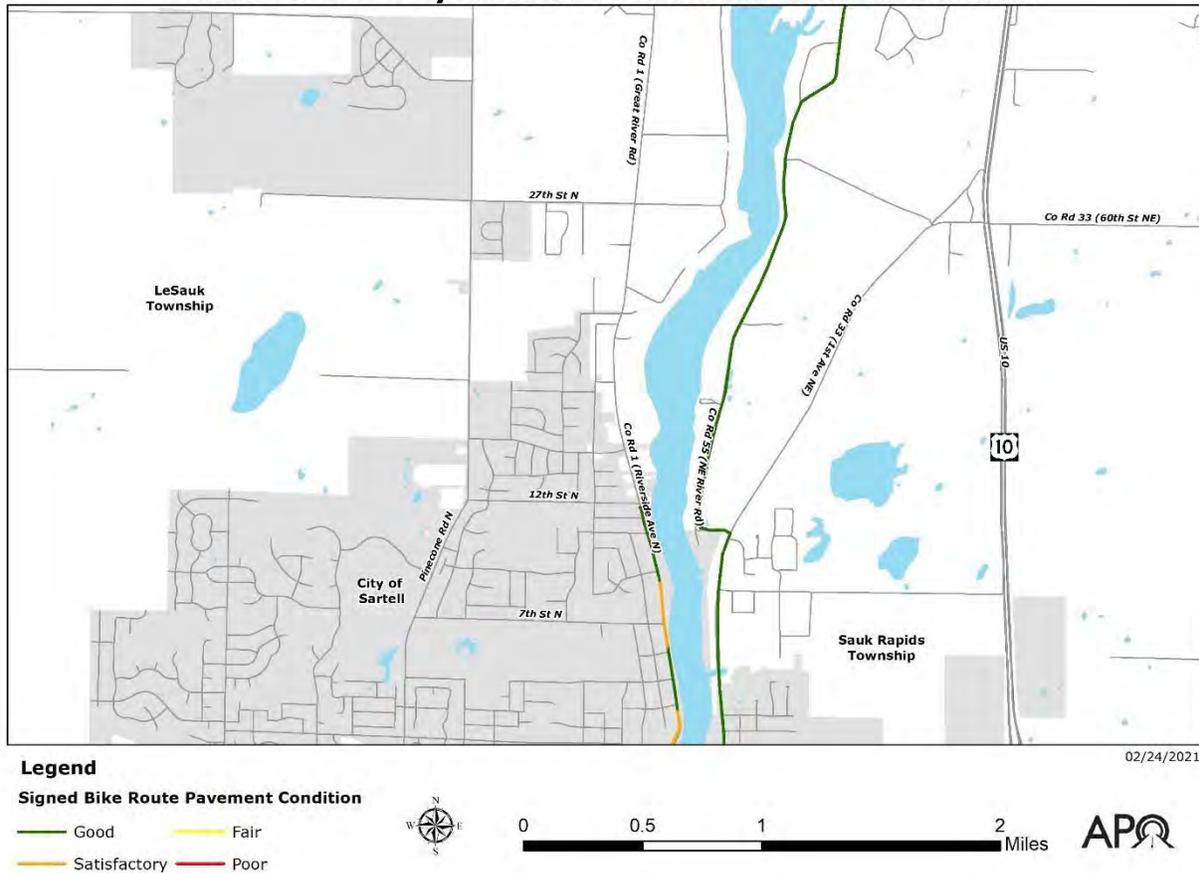


FIGURE B.9 – CONDITION OF PAVEMENTS SIGNED AS BICYCLE ROUTES IN NORTH SARTELL

**South and East Sartell Bicycle Route Pavement Condition Index**

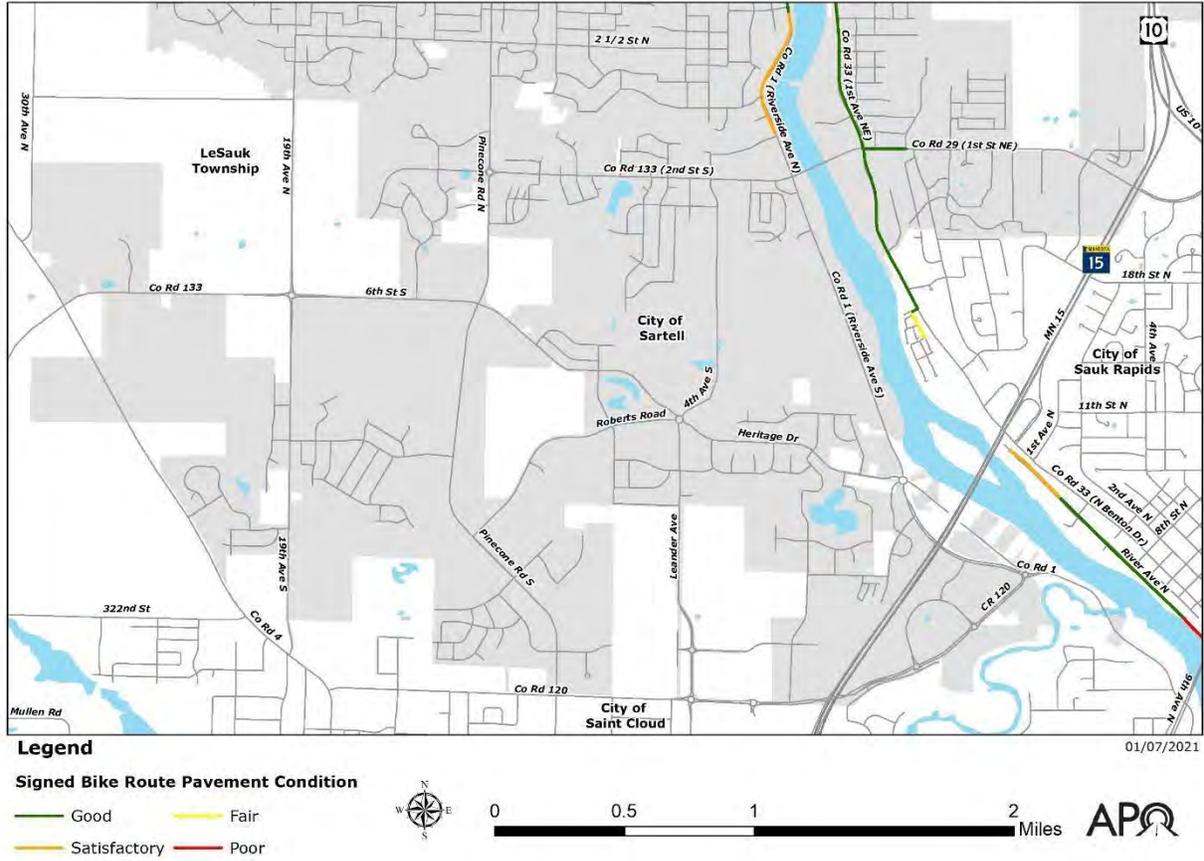
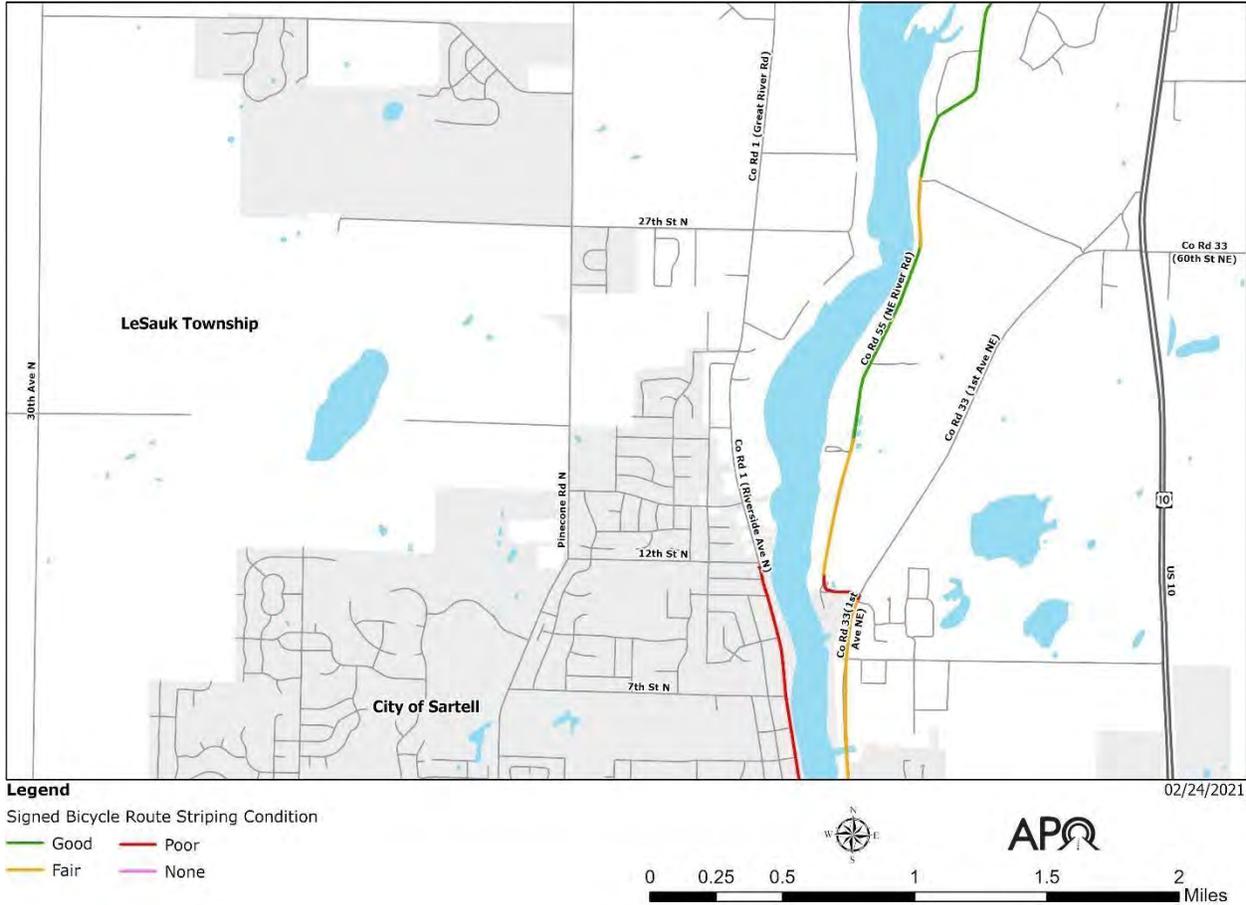


FIGURE B. 10 – CONDITION OF PAVEMENTS SIGNED AS BICYCLE ROUTES IN SOUTH AND EAST SARTELL

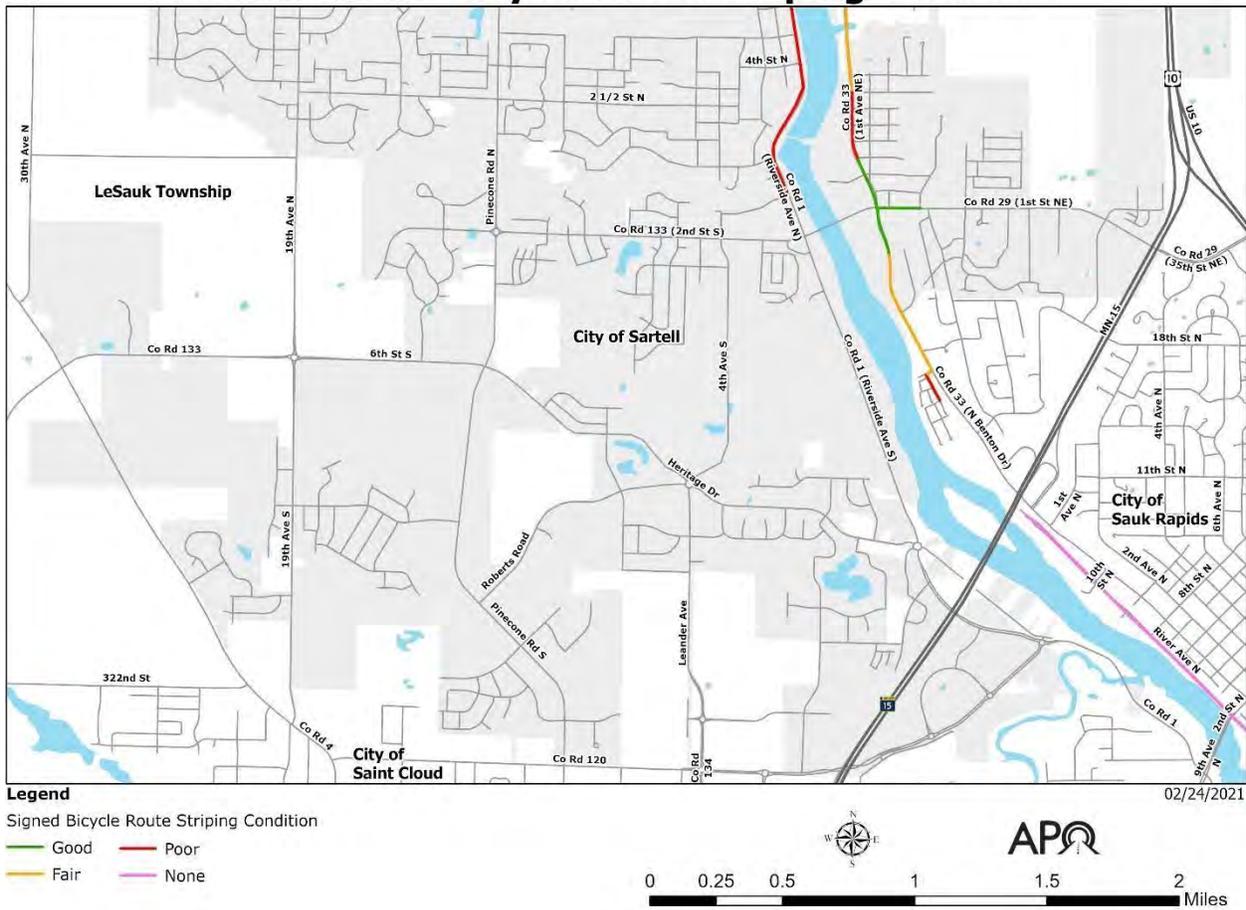
Striping conditions were also rated from a visual inspection. In the City of Sartell, 5.4 lane miles are striped. The striping where provided on Riverside Avenue was rated "poor." As shown in Figure 10 and 11, much of the striping on NE River Road, 1<sup>st</sup> Avenue NE, and Benton Drive was rated "poor" or "fair." Most of the striping on NE River Road north of the boat ramp was rated "good."

### North Sartell Bicycle Route Striping Condition



FIGURES B.11 – STRIPING CONDITION OF ON-ROAD BICYCLE FACILITIES IN NORTH SARTELL

## South Sartell Bicycle Route Striping Condition



FIGURES B.12 – STRIPING CONDITION OF ON-ROAD BICYCLE FACILITIES IN SOUTH AND EAST SARTELL

## OFF-ROAD FACILITIES

### Condition of Off-road Shared Use Paths

The Parks & Trails Council of Minnesota completed a pavement condition assessment which includes the city's off-road paved shared-use paths in 2020.

Pavement conditions along shared-use paths in the City of Sartell are shown in Figures B.13 and B.14. While conditions are generally better in Sartell than the average for the region as whole, about 16 percent of the city's paths were rated as "rough/very rough" and about 21 percent "fair." About 62 percent of shared use paths in Sartell received a rating of "smooth" or "very smooth."

**North Sartell Shared Use Path Pavement Condition**

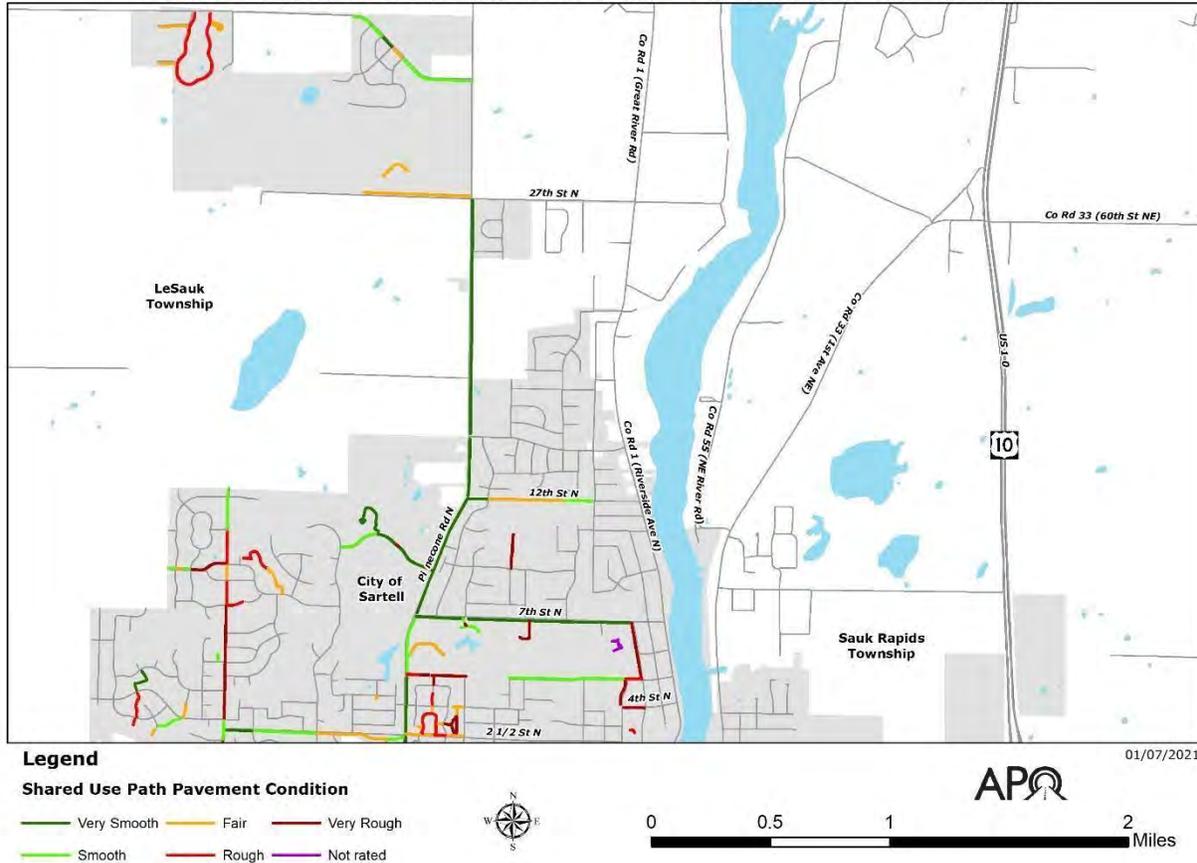


FIGURE B.13 – CONDITION OF PAVEMENTS ON SHARED USE PATHS IN NORTH SARTELL

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**South and East Sartell Shared Use Path Pavement Condition**

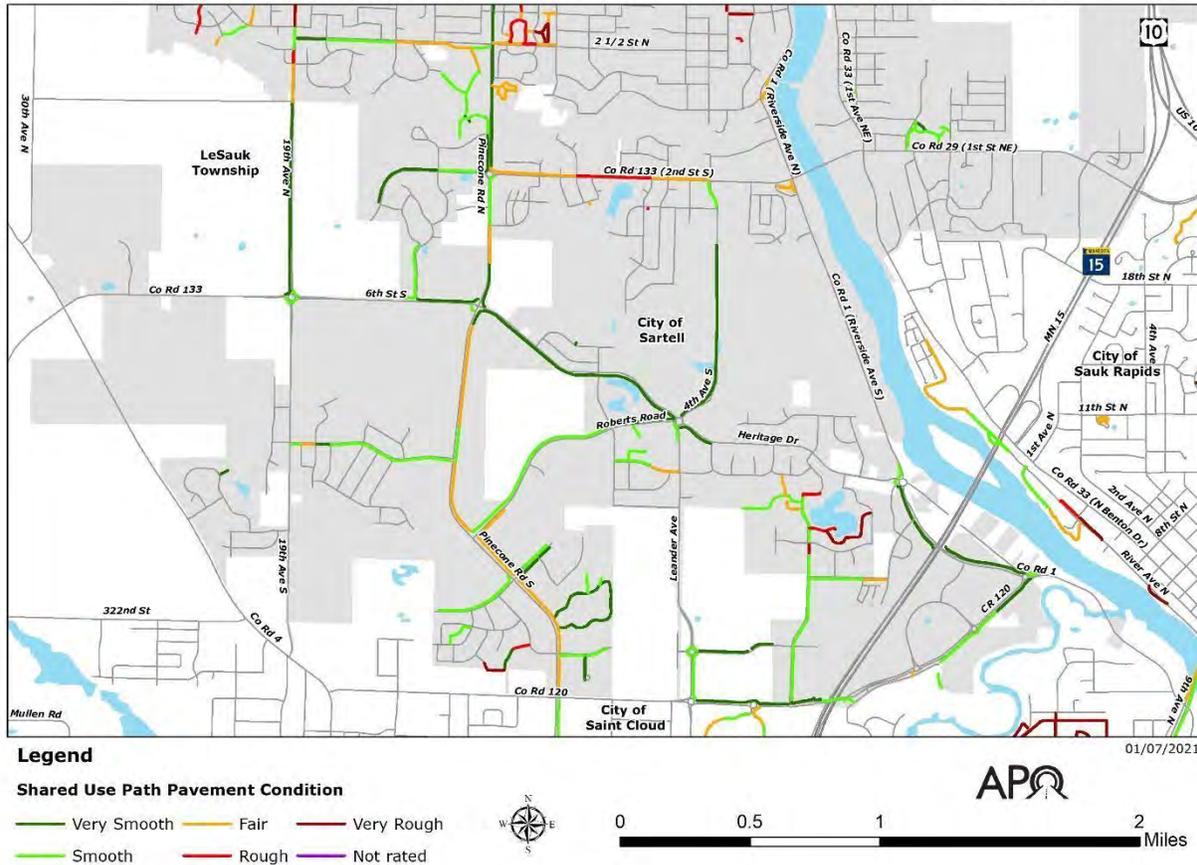


FIGURE B. 14 – CONDITION OF PAVEMENTS ON SHARED USE PATHS IN SOUTH AND EAST SARTELL

**SARTELL PLANS FOR ACTIVE TRANSPORTATION**

**2016 COMPREHENSIVE PLAN**

Policy and decision-making guidance for the City of Sartell is provided in the [2016 Comprehensive Plan](https://bit.ly/3jcd2UJ) <https://bit.ly/3jcd2UJ>. The Comprehensive Plan identifies goals and strategies that support an active and healthy community with services that enhance the quality of life for residents and families.

Active Transportation Needs as Identified in Comprehensive Plan

The transportation component of Sartell’s **2016 Comprehensive Plan** notes that the growing volume of traffic on its roadways and intersection crossing safety among commonly cited concerns from residents. In response, the City seeks to improve traffic management and safety for all users. As stated in the plan, while there is a need for moving traffic through **Sartell, the city’s efforts are focused on encouraging travel modes that will lessen the need** for cars to get people to their destinations. The plan includes strategies to minimize congestion and improve safety for all users. The City plan promotes traffic calming -- road

designs that reduce speed and volumes as a means of improving safety for pedestrians and bicyclists. Roads with design elements such as narrowing lane widths and installing roundabouts are encouraged.

**Among the goals are for parks and open spaces are to expand the city’s network of trails** (shared use paths) and sidewalks, completing connections to parks and neighborhoods. The plan also calls for addressing needed connections to schools. Remaining missing links are to be completed to fully connect local neighborhoods and the region. Strategies include periodic review with plans and projects that add to and maintain a network that will **encourage safe, unrestricted use of trails. The city’s plan states that** developing areas and newly created parks are to be included in this network.

## 2018 COMPLETE STREETS

The City of Sartell adopted a [Complete Streets Policy](https://bit.ly/3aGNJfo) (https://bit.ly/3aGNJfo) in 2018. 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 seeks 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

Sartell received its designation as a Bronze level Bicycle Friendly Community in 2019. The League of American Bicyclists assigns this **status in recognition of the city’s efforts to** accommodate and encourage safe and convenient bicycling within the community.

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## CITY ORDINANCES

Along with various citywide planning efforts, the [Sartell City Code](https://bit.ly/3rIAzES) (https://bit.ly/3rIAzES) has established many ordinances pertaining to the active transportation system and its users.

City Code Section 11 outlines provisions for active transportation within new developments in the city. Sidewalks, trails and pathways shall be in proximity to parks, schools, shopping centers and other service areas of a similar nature. They must conform to city design standards and be ADA compliant. Trails and walkways are to continue from those existing surrounding areas. Every new subdivision must have a sidewalk or trail on at least one side of every public or private street. (City Code, 11-5-4). Sidewalks shall be built to a width of 6 feet or greater (City Code 11-6-9).

In Sartell snow and ice must be removed from public sidewalks by the owner or occupant of the premises within twelve hours of a snow or weather event. Failure to do so is considered a nuisance (City Code 4-6-3). The city will recover its costs to eliminate the nuisance. (City Code 4-8-7).

**The City's ordinances affirm Minnesota statutes** in recognizing that bicyclists have the same rights and duties as a driver of a vehicle (City Code 6-3-1). Cyclists must respect pedestrian usage. Within a business district, bicyclists cannot ride on the sidewalk. Cyclists in Sartell shall yield right-of-way to pedestrians. (City Code, 6-3-3). If you are walking, legally you must cross roadways only at intersections (City Code 6-1-12)

**Sartell's city code is unique in defining and regulating self-propelled wheeled devices (SPWDs).** SPWDs include in-line skates, skateboards, roller-skates, rollerskies, wagons, and strollers. Operators of these devices have the same rights and duties as a driver of a vehicle. (City Code, 6-5-2) As such, they may use city streets, though not more than two abreast and they must always yield to pedestrians. (City Code 6-5-4).

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## SYSTEM USAGE

An understanding of bicycling and walking behavior must supplement information on the available and programmed facilities for Sartell. It is important to know how many are using the system, where people need and desire to go and how well current facilities are addressing those 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 three spots within the City of Sartell.

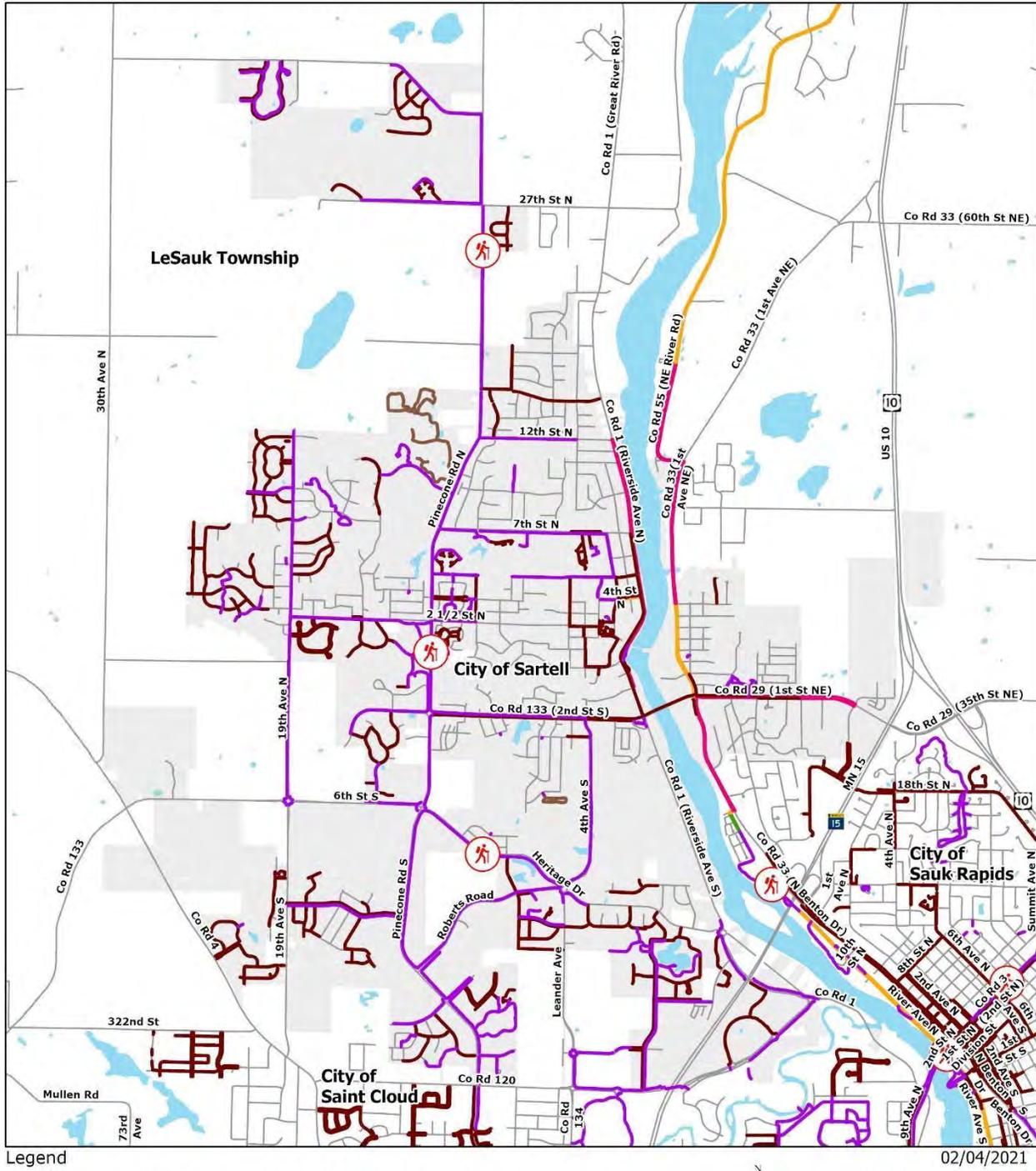
The MnDOT counter actually uses two different type of counters simultaneously. The Pneumatic TUBE counter uses two sets of tubes that are placed perpendicular to traffic. When a cyclist passes over the tubes, this counter can not only record that cyclist, but also determine which direction that person was heading. Meanwhile, the PYRO-Box utilizes infrared technology to measure the body heat of people 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 out the bicyclists from the total count.

With these portable counters, APO staff monitors daily usage of shared use paths for seven-day intervals at specified 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, no 2020 count data was collected in the City of Sartell.

As stated earlier, the City of Sartell has three counting locations throughout the city:

1. The shared use path along Heritage Drive west of 7<sup>th</sup> Avenue S.
2. Pinecone Road Trail #1, west of 1<sup>st</sup> Street N.
3. Pinecone Road Trail #2, west of 7<sup>th</sup> Avenue S.

### City of Sartell Active Transportation Count Locations



Legend

Signed Bicycle Routes	Off-Road Facilities	Count Locations		
Signed Bicycle Lane	Shared Use Path	City of Sartell		
Signed Paved Shoulder	Unpaved Trail			
Signed Shared Lane	Sidewalk			

FIGURE B. 15 – LOCATIONS OF AUTOMATIC COUNTERS OF BICYCLE AND PEDESTRIAN USAGE IN SARTELL

All three of these locations are ideally counted each summer.

Location	Dates Counted (2019)	Weekday Average Bike	Weekday Average Pedestrian	Weekend Average Bike	Weekend Average Pedestrian
Heritage Drive	08/19 – 08/25	2	73	1	53
Pinecone Road Trail #1	08/12 – 08/18	10	227	14	209
Pinecone Road Trail #2	08/05 – 08/11	11	104	6	99

FIGURE B.16 – 2019 BICYCLE AND PEDESTRIAN COUNTS FROM THE THREE SARTELL LOCATIONS.

The APO’s counts indicate that shared use paths receive significant usage, particularly from pedestrians. The counter on Pinecone Road west of 1<sup>st</sup> Street N records the highest number of users, averaging over 220 pedestrians per day in the summer months. The counts at other locations during comparable weekday and weekend periods indicate the variation in usage.

### DESTINATIONS

Common destinations for active transportation users include schools, food assets, employers, and parks.

For the purposes of this plan, APO staff are primarily looking at public schools. Food assets are defined as grocery stores/supermarkets, specialty food stores, meat markets, convenience stores, and non-profit community food services. Employers listed are those that have 100 or more full- and/or part-time employees.

Figure B.17 and B.18 shows the locations of these destinations within the City of Sartell.

## North Sartell Active Transportation Destinations

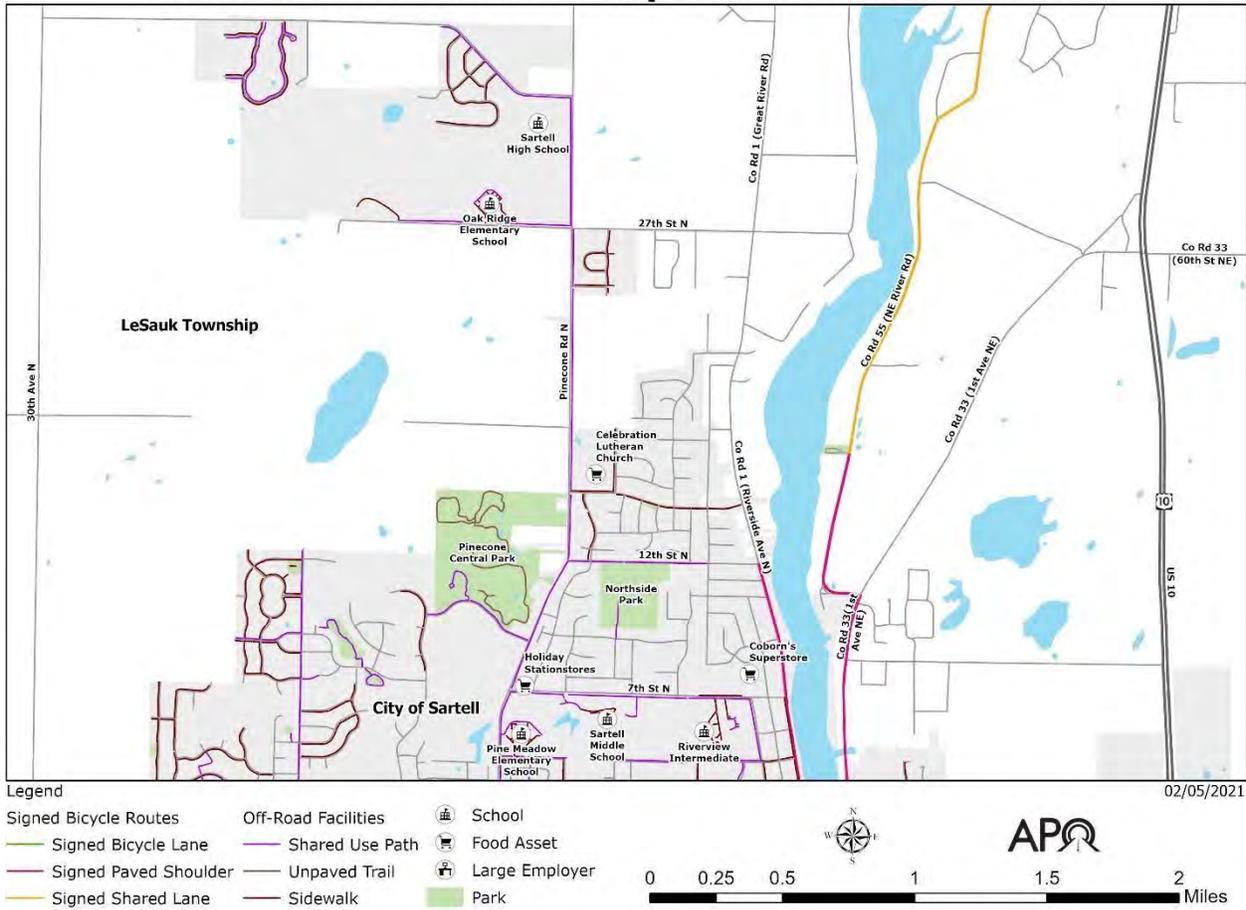


FIGURE B.17 – DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN NORTH SARTELL

## South Sartell Active Transportation Destinations

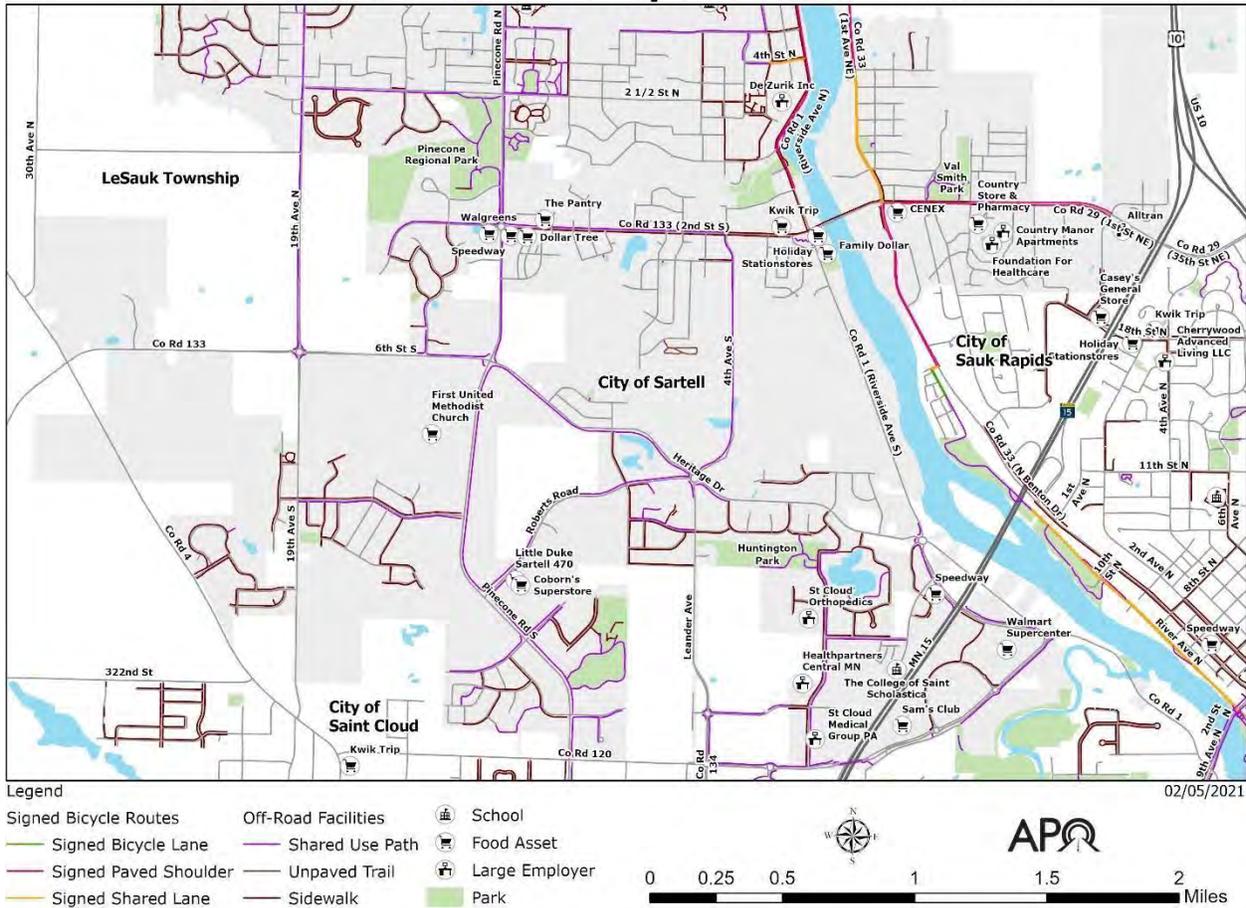


FIGURE B.18 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN SOUTH AND EAST SARTELL

### Schools

While residents of the City of Sartell have access to three different school districts, most of the students are enrolled in the five public schools operated within the city by the Sartell-St. Stephen School District (ISD #748).

These schools are also among the City's largest employers. A mix of sidewalks and shared use paths has expanded over time for the students who bike or walk to each of the City's schools, though some gaps in the area around the schools remain.

ISD #748 encompasses most of the city though it should be noted that east Sartell is part of the Sauk Rapids-Rice School District (ISD #47) and portions of southwest Sartell are included in the Saint Cloud School District (ISD #742). Other schools are the St. Francis Xavier Catholic School on 2<sup>nd</sup> Street North and the College of St. Scholastica north of Highway 15.

Name	Address	Grades Served	Approximate Number of Students Served
Oak Ridge Early Learning Center	1111 – 27 <sup>th</sup> St North	Early Childhood	750
Pine Meadow Primary School	1029 5 <sup>th</sup> St North	1-2	675
Riverview Intermediate School	627 Third Ave N	3-5	700
Sartell Middle School	748 7 <sup>th</sup> St North	6-8	775
Sartell High School	3101 Pinecone Rd North	9-12	1200

FIGURE B. 19 – THE FIVE PUBLIC SCHOOLS LOCATED WITHIN THE CITY OF SARTELL.

The Sartell Comprehensive Plan suggests safe routes to school (SRTS) planning that includes the addition of sidewalks and safe crossings as needed to best serve students who bike or walk to each school.

#### Food Assets

As shown in the figures, grocery stores and other food destinations are mostly found in the city's commercial hubs.

**Walmart and Sam's Club, large shopping centers located in south Sartell between Highway 15 and County Road 120, are also among the city's primary employment centers.** Fast food and other food destinations are also in this area. Food assets in east Sartell include a variety of convenience stores. Along Pinecone Road is a commercial town square with a **Coborn's superstore.** Another area with several food destinations along Pinecone Road is around the intersections with 2<sup>nd</sup> Street North with a Walgreens and other stores. Two churches that serve as food distribution centers are also shown.

Food assets are typically along some sort of active transportation facility – either a sidewalk or a shared use path.

#### Large Employers

Many commute to their workplace using modes other than a vehicle. Some are dependent upon facilities that will enable them to walk, bike or use public transit to get to their jobs.

**The DeZurik manufacturing site centrally located along the Mississippi River is the city's largest employer.** The Dezurik facility which makes valves for municipal & industrial applications began in 1925.

**Many of the city's largest employers are found among the growing complex of medical treatment facilities in south Sartell along Connecticut Avenue which includes St. Cloud**

Orthopedics and Central Minnesota Health Partners. These health service centers are close to Metro Bus service routes.

Major employers in east Sartell are the Country Manor Apartments and the Foundation for Health Care.

**These and other large employers within the city’s commercial and industrial hubs are shown in Figures B.17 and B.18. Access to large employment sites from sidewalks and shared use paths varies as indicated.**

### Parks

The City of Sartell has 28 public parks as well as public greenspaces along the Mississippi and Watab Rivers. The city defines three regional or special use parks – Pinecone Central Park, Pinecone Regional Park, and the Sauk River Regional Park.

**The City’s goal for parks and open spaces from the 2016 Comprehensive Plan is to preserve and expand upon connections to parks from its network of trails. The City seeks to ensure that the city’s residents are within a short walking distance of parks and recreational opportunities.**

Parks in Sartell are generally served with nearby sidewalks or shared use paths. Residential areas nearest the parks are more likely to have pathways to get to them. It should be noted **that many of the city’s smaller neighborhood parks have limited or no sidewalk access.**

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## CRASH HISTORY

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

Specifically, within the City of Sartell, DPS crash data has indicated 25 crashes involving active transportation users and vehicles have occurred in the 10-year period between 2010 and 2019. See Figure B.20 and B.21 for locations and severity.

While most of these crashes resulted in minor injuries, it is important to note that during this time frame, one pedestrian was killed, and two accidents resulted in serious injuries to a pedestrian and a bicyclist. A death resulted from a crash on 2<sup>nd</sup> Street S near Horizon Avenue in 2019 when a pedestrian was struck by a vehicle. Dark and rainy conditions may have been contributing factors. There were two serious injuries from vehicle crashes, one with a pedestrian on 1<sup>st</sup> Street NE in 2012 and another in 2016 when a cyclist was struck by a vehicle at the intersection of 4<sup>th</sup> Ave S.

## North Sartell Crashes

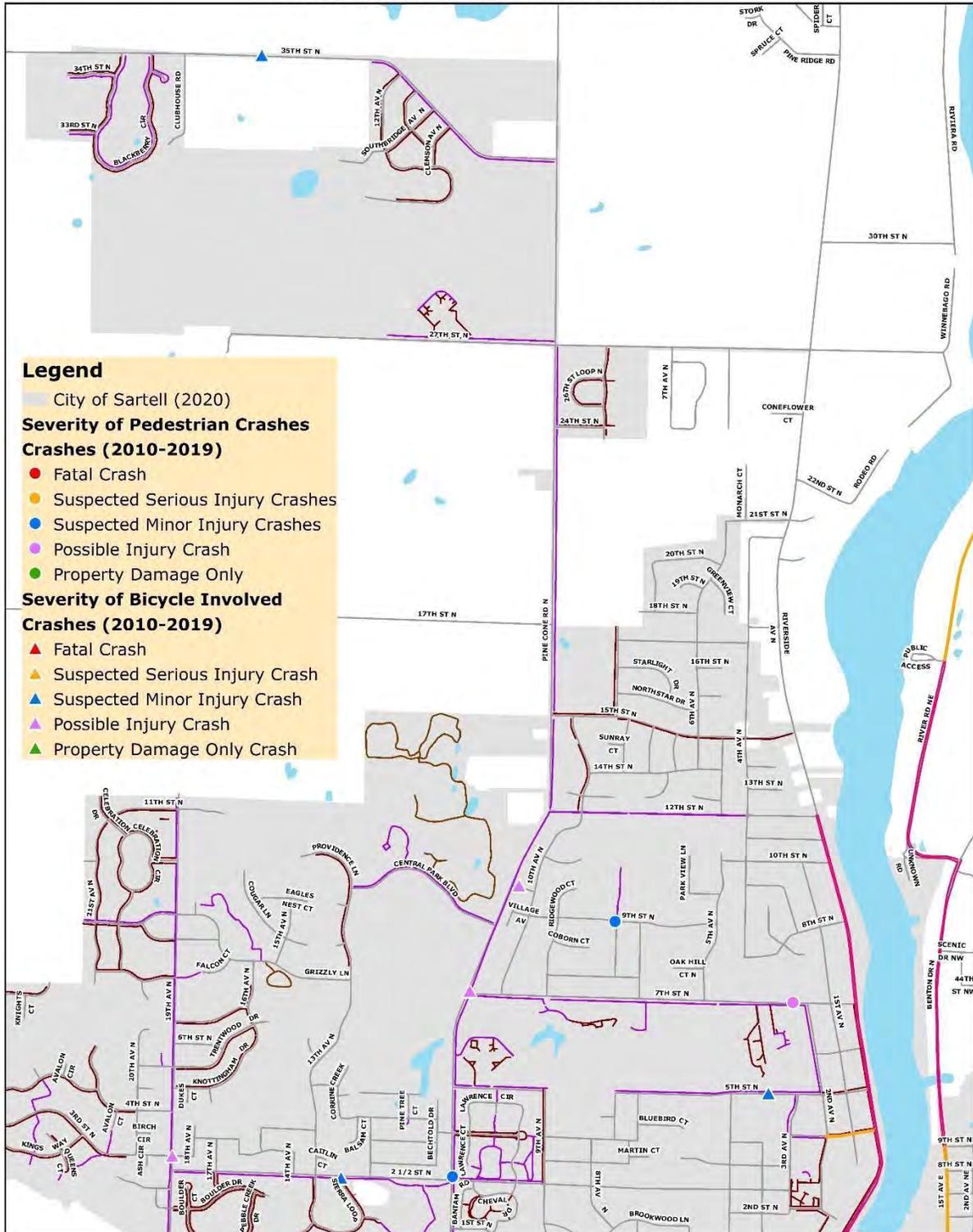


FIGURE B.20 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN NORTH SARTELL

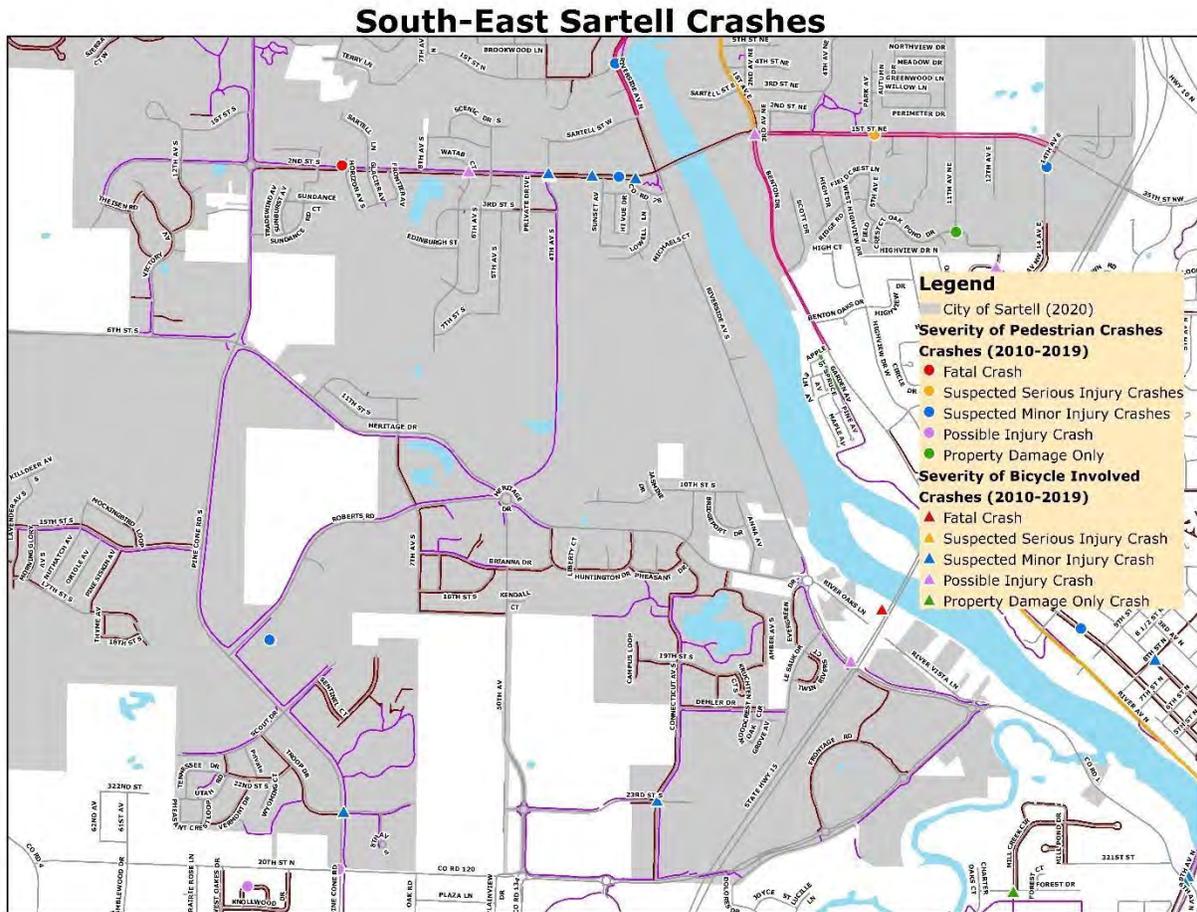


FIGURE B.21 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN SOUTH AND EAST SARTELL

According to accident reports, drivers involved in crashes often reported that they failed to see the person. It is unclear from a review of DPS crash reports whether facility design may have been a contributing factor in these crashes or if behaviors were at fault.

## PROGRAMMED AND PLANNED IMPROVEMENTS

Following its policy on Complete Streets and consistent with their ADA Transition Plan, the City of Sartell has been proactively identifying and addressing issues and concerns for those who use the active transportation network.

In 2017 the city did a study of pedestrian crossing operations at thirteen locations. The study examined pedestrian usage, speed, volume, and conditions at these intersections. New crossing treatments, possible additions and other improvements were among the **recommendations from the city’s analyses to address to these issues**. Nearly half of these locations have since been improved with city and county projects.

Sartell adopted an Americans with Disabilities Act (ADA) Transition Plan in 2019. This includes the evaluation and prioritization of additional improvement needs for ramps at pedestrian crossings.

The city is allocating funding annually to systematically implement pedestrian crossing improvements.

In response to Safe Routes to School (SRTS) plans, Sartell schools and the City of Sartell implemented SRTS facility improvements in 2020 including upgraded sidewalks on 7<sup>th</sup> Street N, 2 ½ Street N, 2<sup>nd</sup> Avenue N, and 5<sup>th</sup> Avenue N. Improvements also included adding a marked crosswalk on 5<sup>th</sup> Street N at the east entrance of Pine Meadow Elementary.

City planners and engineers prepared the Sidewalk and Trail Gap Plan in 2019 to identify planned connections and assign priorities for adding shared use paths and sidewalks to the current network. **Based on the city's planning analysis and response from community residents**, the City of Sartell has identified projects to close gaps consistent with priority needs. Many connections have been made and others are soon to be completed.

Consistent with **the city's evaluation through various studies and plans**, the City of Sartell has programmed funding to complete these projects to complete connections and extend service to areas of need:

- Reconstruct 19<sup>th</sup> Avenue from CSAH 4 to CSAH 133 (Sixth Street S) to include the addition of sidewalks.
- Extend the current shared use path on Heritage Drive from Huntington Drive S to Amber Avenue S. This will include the installation of two marked crosswalks at 7<sup>th</sup> Avenue S and Connecticut Avenue S.
- Extend Scout Drive to Dehler Drive to include shared use paths.
- Added sidewalks with the Eagle Ridge and Arbor Ridge residential developments.
- With the Stearns County reconstruction of CSAH 1 (Riverside Ave) from Sartell Street to 12<sup>th</sup> Street, city to complete the shared use path along the Mississippi River.
- A shared use path along 7<sup>th</sup> Street N to fill the gap from 2<sup>nd</sup> Avenue N to Riverside Avenue N.
- A shared use path along 12<sup>th</sup> Street N to fill the gap from 4<sup>th</sup> Avenue N to Riverside Avenue N.
- Adding sidewalk to fill a gap along 13<sup>th</sup> Avenue N connecting Grizzly Lane.
- Adding sidewalk to fill a gap along 3<sup>rd</sup> Street N connecting 19<sup>th</sup> Avenue N.

**Long term (though currently unfunded) goals for the city's active transportation network** include completing the remaining network gaps with planned connections. Programmed and planned facilities to connect current routes to the larger regional network are shown in Figures B.22 and B.23.

### North Sartell Programmed and Planned Active Transportation Facilities

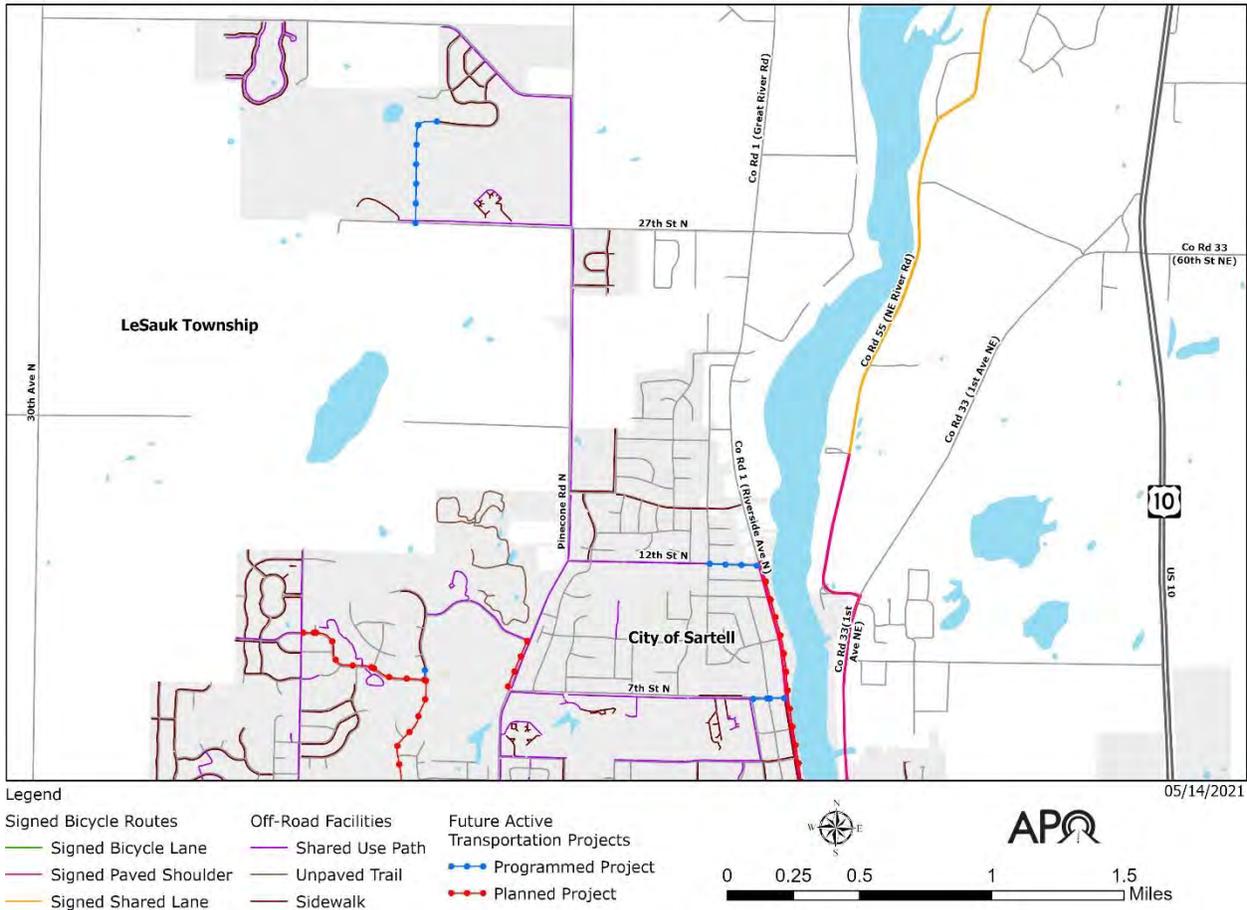


FIGURE B.22 — PROGRAMMED AND PLANNED FACILITIES IN NORTH SARTELL

**South and East Sartell Programmed and Planned Active Transportation Facilities**

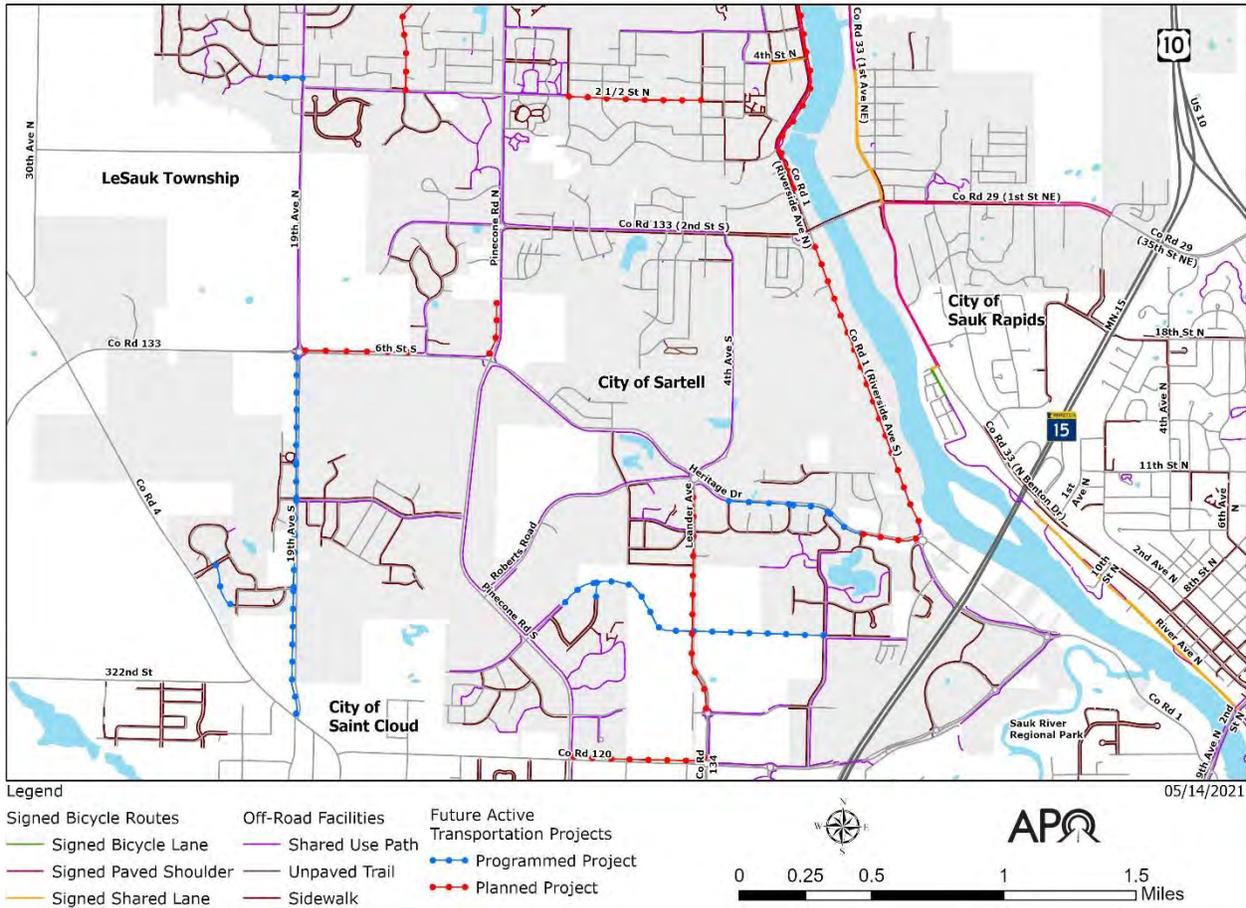


FIGURE B.23 – PROGRAMMED AND PLANNED FACILITIES IN SOUTH AND EAST SARTELL

**ACTIVE TRANSPORTATION NEEDS ASSESSMENT**

To supplement city’s programming and priority needs identification, the APO performed a citywide analysis of facility and other needs for active transportation users. The intent of this assessment, performed in coordination with city staff and representatives, is to identify additional areas of high need that the City may be able to address with future projects as funding becomes available.

**GOALS AND OBJECTIVES FOR ACTIVE TRANSPORTATION**

The areawide goals and objectives for active transportation as adopted by the APO provide a starting point for the Sartell needs assessment. The goals, objectives, and the evaluation factors are detailed in Chapter 4. The evaluation factors were equally applied for the assessments of needs within each city and across the MPA. Performance ratings from the evaluation of factors for Sartell are shown in Figure B.24.

Sauk Rapids			2019
Number of Non-Motorized Fatalities and Suspected Serious Injuries Five Year Rolling Average			0.4
Percentage miles of arterials & collectors that have sidewalk or shared use path (SUP) on at least one side			60.2%
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)	0.0%
		311-930 ft (Two to three blocks)	16.7%
		> 931 ft (Four or more blocks)	0.0%
	Food Assets	0 Ft (Asset Served by AT Facility)	88.9%
		1-310 ft (One block or less)	0.0%
		311-930 ft (Two to three blocks)	11.1%
		> 931 ft (Four or more blocks)	0.0%
	Large Employers	0 Ft (Asset Served by AT Facility)	85.7%
		1-310 ft (One block or less)	0.0%
		311-930 ft (Two to three blocks)	14.3%
		> 931 ft (Four or more blocks)	0.0%
	Parks	0 Ft (Asset Served by AT Facility)	93.8%
		1-310 ft (One block or less)	0.0%
		311-930 ft (Two to three blocks)	6.3%
		> 931 ft (Four or more blocks)	0.0%
	Transit Stops	0 Ft (Asset Served by AT Facility)	73.9%
		1-310 ft (One block or less)	8.7%
		311-930 ft (Two to three blocks)	8.7%
		> 931 ft (Four or more blocks)	8.7%
Percent of street crossings that do not meet full ADA standards			82.8%
Miles of Active Transportation facilities per 1,000 residents in EJ/Title VI Sensitive Areas in comparison to non-sensitive areas			0.0:4.2
Percent mileage of Regional Priority bicycle facilities that do NOT exist			30.6%
Percent of on-road bicycle facilities with poor pavement			0.0%
Percent of SUP with rough/very rough pavement			4.4%

FIGURE B.24 – SARTELL PERFORMANCE REPORT CARD (2019)

## NEEDS ASSESSMENT METHODOLOGY

From the above framework APO staff, in coordination with Sartell city staff and community volunteers, have 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 down into three phases. This process began with an in-depth analysis of the Sartell transportation network, identifying issues and needs within the city from the review of data and factors. The findings from this cursory review led to a more detailed analyses of active transportation needs within specific focus areas in Sartell.

In the second phase, APO staff coordinated with Sartell and other APO member cities (Saint Cloud, Saint Joseph, Sauk Rapids, and Waite Park) to begin a discussion on exploring **connections between each of the cities and areas outside of the APO's planning area**. In the third and final phase, local and regional needs as identified in the previous phases were prioritized according to the degree goals and objectives would be addressed.

### Evaluating Needs for the City of Sartell

The initial phase of the analysis, to identify service gaps within the City of Sartell, followed a two-step process.

The first step was to review needs and gaps relative to the factors listed under goals 1-4. APO staff compiled a series of maps and data which detailed the existing active transportation conditions for the city. Utilizing the goals, objectives, and applying factors, 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). Considered along with the factors were the comments from the **APO's initial public input** along with comments from city staff.

In the next step, areas where multiple issues were revealed when the factors were applied became the focus of further review and analysis.

**Analysis of Areas of Need - City of Sartell**

	Safety & Comfort Factors										Connectivity Factors		Facility Condition		Equity Factors		Issues	Potential Treatments	
	1 High Number of Fatalities	2 High Number of Injuries	3 Under Design Guidelines	4 No Adjacent P/B Facilities	5 Cited as Safety Concern	1 Access to Destinations	2 Access to Transit	1 On Road Conditions	2 Off Road Conditions	1 Underserved Demographic	2 ADA Compliance								
<b>Stearns CR 133 (2nd St S)</b>		X	X															Business/Residential area - crashes with injuries & one fatality, shared use path needs upgrades	Crossing improvements, upgrade shared use path. (City reviewed roundabout at Pine Cone Rd. in 2017 - recommended RRFB.)
<b>Benton CR 29 (1st St NE)</b>			X	X							X							Minor arterial - injury crashes, underdesigned for traffic volumes, area with many large employers, food assets, zero veh hhs, elderly.	Pedestrian and bicycle crossing improvements, facility design, improved access to large employers, multifamily development.
<b>2 1/2 St N</b>			X								X							Minor arterial - lacks east/west connectivity, serves large employer, neighborhood shared use paths rated "rough."	Look at feasibility of completing gap, upgrade shared use paths.
<b>5th St N</b>											X							School area - current gap, "rough" shared use paths.	Complete gap, upgrade shared use paths. (City shows a planned connection on 5th Street.)
<b>7th St N</b>					X						X							School area - current gap, "rough" shared use paths.	Complete gap, upgrade shared use paths. (City shows a planned connection on 7th St )

FIGURE B.25 – WAITE PARK NEEDS ANALYSIS



## NEEDS AND ISSUES

People in nearby neighborhoods use or cross 2<sup>nd</sup> Street South to reach a number of food destinations and other services. Average daily traffic on 2<sup>nd</sup> Street is 11,700 vehicles with a posted speed of 35 mph. Of the 25 locations within Sartell with crashes involving pedestrians and bicyclists, seven crashes (28 percent) including a fatality and a serious injury occurred within the 2<sup>nd</sup> Street S area.

A shared-use path runs along the north side of the roadway from Pinecone Road as far east as 4<sup>th</sup> Ave S. Between 4<sup>th</sup> Ave S and the Mississippi River, there is a sidewalk on the north side. On the south side of the roadway, there is sidewalk along the length of the 2<sup>nd</sup> Street corridor. Much of the shared use path along the north side of 2<sup>nd</sup> Street S is in fair or rough condition (see Figure B.14).

**The city's 2017 study of pedestrian crossings reviewed concerns for crossing safety with the volume of traffic at the roundabout with Pinecone Road and suggested potential improvements.**

Review of crash data shows seven incidents occurred on 2<sup>nd</sup> Street S within the focus area between 2010 and 2019. As noted previously, one of those crashes resulted in a fatality. Two crashes occurred at the intersection of 4<sup>th</sup> Avenue S, one of which resulted in a serious injury. The other crashes on 2<sup>nd</sup> Street resulted in suspected minor injuries with one **"possible injury" crash. A review of the** DPS crash reports reveals that in most instances the cyclist or pedestrian was properly crossing at the intersection but were not seen by the driver of the vehicle. From some reports it appears drivers seeking a gap to merge into heavy flowing traffic on 2<sup>nd</sup> Street South failed to notice them.

Figure B.26 provides a more detailed view of the area between 4<sup>th</sup> Avenue and the Sartell bridge to better show the locations where crashes have occurred. This may be the more critical area of need given the service destinations for pedestrians and bicyclists on either side of the roadway and the speed and volume of vehicle traffic.

## 2nd Street South (Stearns CSAH 133) Crash Locations

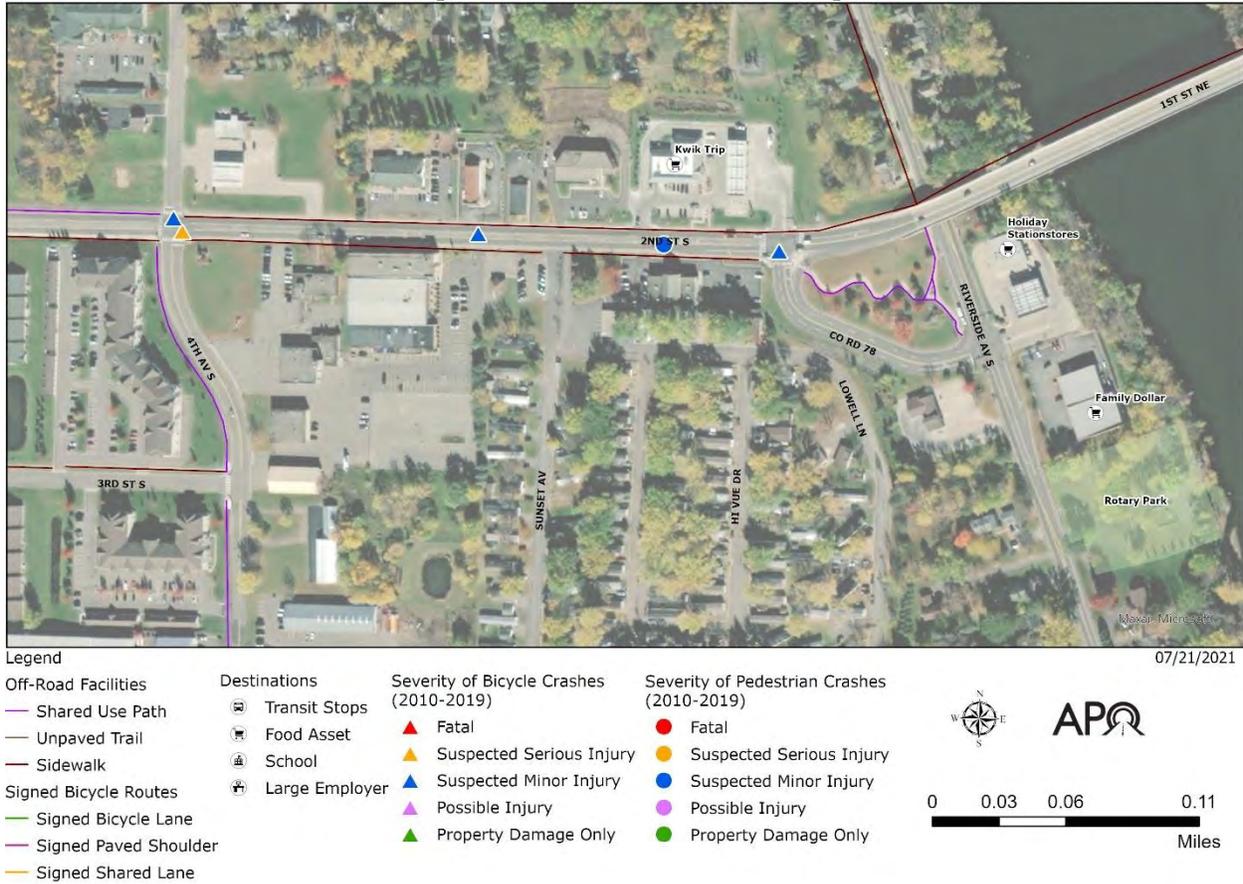


FIGURE B.27 – DETAIL OF 2<sup>ND</sup> STREET SOUTH CRASH LOCATIONS

### RECOMMENDATIONS

Further study is suggested. Crossing improvements that increase driver awareness may be warranted along 2<sup>nd</sup> Street South at the locations where crashes have occurred, particularly between 4<sup>th</sup> Ave S and CR 78. **There’s a variety of potential safety improvements that are available including warning signs, marked crosswalks, and flashing beacons.** But some effort should be made to determine the most appropriate infrastructure solution if there is one.

**While the condition of the city’s shared-use paths is generally better than the regional average, that is partly due to the fact that so much of the city’s infrastructure is new.** The city should consider designating funding specifically for maintaining existing active transportation infrastructure, including routine investments like crack filling and seal coating to extend the life of the pavements.

#### 1<sup>st</sup> Street NE Area

This focus area includes much of east Sartell along 1<sup>st</sup> Street NE from the Mississippi River to Highway 15. This was identified as an area of focus due to the potential safety issues with the volume of traffic and some injury crashes, its many destinations for walking and

biking (major employers, food assets), and concentrations of residential use with a large number of zero vehicle households and persons aged 65 and older.

### 1st Street NE (Benton CSAH 29) Focus Area

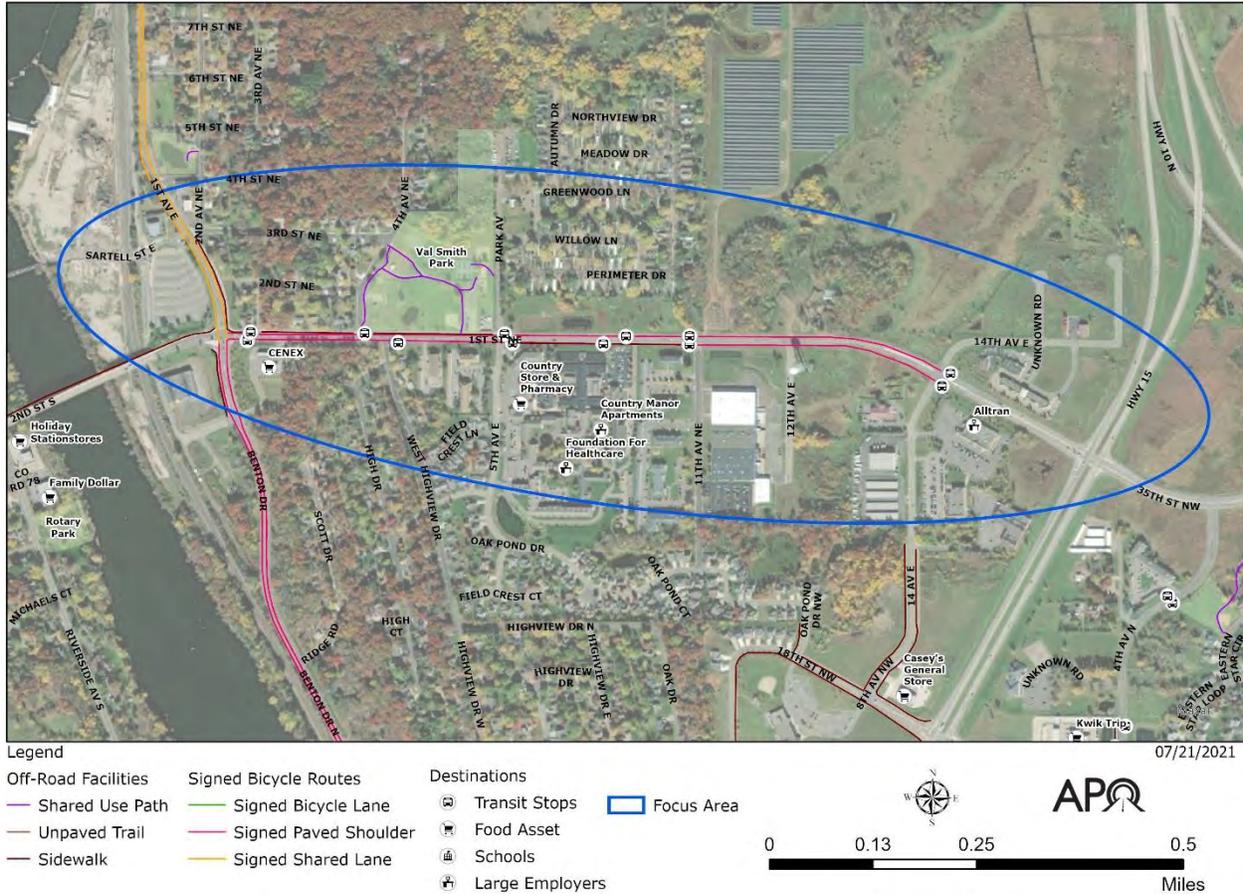


FIGURE B.28 - 1<sup>ST</sup> STREET NE AREA OF FOCUS

### NEEDS AND ISSUES

County Road 29 (1<sup>st</sup> Street NE) is the only direct east-west road connection from the Sartell bridge to Highway 15. The roadway has signed bicycle lanes from Benton Drive to 14<sup>th</sup> Avenue. However, the corridor carries an average of 7,900 vehicles per day at a posted speed limit of 35 mph, and in that context, MnDOT design guidelines (see figure 4.1) recommend a separated shared-use path.

Except for the existing facilities that follow 1<sup>st</sup> Street NE, neighborhoods of single family, multifamily and manufactured housing in east Sartell are missing shared use paths or sidewalks. Also lacking facility access are two employment centers south of 1<sup>st</sup> Street (Alltran, Country Manor Apartments). There is a six-foot-wide sidewalk along the north side of 1<sup>st</sup> Street NE between the Sartell Bridge and Park Avenue. There is also a shared use path that leads into Val Smith Park. At Park Avenue, the sidewalk shifts over to the south side of 1<sup>st</sup> Street and runs as far as 11<sup>th</sup> Avenue. Importantly, there are no active

transportation facilities for those who need to reach the nearby neighborhoods, housing complexes and businesses.

Of note, the city and Benton County have recently rebuilt much of the east side transportation network. The sidewalks along 1<sup>st</sup> Street NE were rebuilt in 2018 by Benton County. Streets in the eastside neighborhood were reconstructed by the city in 2019 and 2020. At that time, the city considered including new sidewalks but encountering strong opposition from neighborhood residents did not deem this need as a priority for inclusion.

The city boundary between Sartell and Sauk Rapids roughly follows the centerline of Highview Drive North, about 1/3 mile south of 1<sup>st</sup> Street. There are several instances of existing sidewalks in the Sauk Rapids neighborhoods that simply stop at the Sartell city boundary. Completing these connections (and perhaps adding more) would allow both Sartell and Sauk Rapids residents to reach the food assets and employers on the Sartell side of the boundary.

According to ACS Census data, east Sartell south of 1<sup>st</sup> Street is an area with impacts to many traditionally underserved groups. A significant percent of households in this area are below the poverty line. A high proportion do not have access to a vehicle. Data indicates east Sartell also has a high concentration of adults aged 65 and over and persons with disabilities. For these groups of which many may be dependent upon active transportation, there is a higher degree of need in providing facility access.

### RECOMMENDATIONS

Given the concentration of zero-vehicle households and adults over the age of 65, providing more continuous facilities and connections in this neighborhood seems like it may be important. The lack of access to homes and employment centers suggests the need for projects that would add sidewalks or shared use path connections to and from 1<sup>st</sup> Street NE. Connections to the south would appear to be warranted along 5<sup>th</sup> Avenue, 11<sup>th</sup> Avenue and 14<sup>th</sup> Avenue NE. North of 1<sup>st</sup> Street, a sidewalk along Park Avenue would provide access to the large manufactured housing complex.

Priority should be given to connecting to the existing Sauk Rapids sidewalks that terminate at the Sartell city boundary.

While the on-road bike lane is well executed, the city should complete a small planning study to determine if a shared-use path is feasible along the corridor. It bears noting that the existing sidewalk adjacent to 1<sup>st</sup> Street is six feet wide, and the minimum width for a shared-use path is eight feet, so it may not take much to convert the sidewalk into a shared-use path.

Between 2010 and 2019 there was one suspected serious injury crash at the Park Avenue intersection involving a pedestrian. There is a marked crosswalk there, but the city should investigate and consider other potential safety measures at that intersection since that is where the northside sidewalk shifts to the southside.

### Evaluating Needs for the Region

The second phase of the needs analysis is to identify improvements to the regional facility network within the city of Sartell and its planning area. These are projects that address goal 5 objectives for 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 Sartell 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 as priority regional facilities are to extend the existing network within Sartell with continuous bicycle facilities along Riverside Avenue, 2<sup>nd</sup> Street South and 1<sup>st</sup> Street NE. Also adding shared use paths along County Road 133, County Road 120, 15<sup>th</sup> Street N and 35<sup>th</sup> Street N to the west as part of the regional network.

## SUMMARY OF SARTELL RECOMMENDATIONS

For consideration in identifying local priorities, the following is a summary of the suggested improvements to the active transportation network from the ATP needs assessment and an estimate of costs.

Project	Description	Est. Cost??
1	Install flashing beacon along 2 <sup>nd</sup> Street South at 4 <sup>th</sup> Avenue or at other location as determined from study.	
2	Add more crosswalks and signage along 2 <sup>nd</sup> Street South.	
3	Add sidewalks from 1st Street NE into neighborhood areas to connect areas of housing and businesses.	
4	Convert sidewalk on 1 <sup>st</sup> Street NE into shared use path.	
5	Install a warning flasher at Park Avenue on 1 <sup>st</sup> Street NE.	
6	Upgrade shared use paths in poor condition.	
7	Extend pedestrian facilities across the Mississippi River crossing at 2 <sup>nd</sup> Street South and 1 <sup>st</sup> Avenue NE.	
8	Complete pedestrian and bicycle facilities along Riverside Avenue.	
9	Extend regional networks with shared use paths west along County Road 120, County Road 133, 15 <sup>th</sup> Street North, and 35 <sup>th</sup> Street North.	

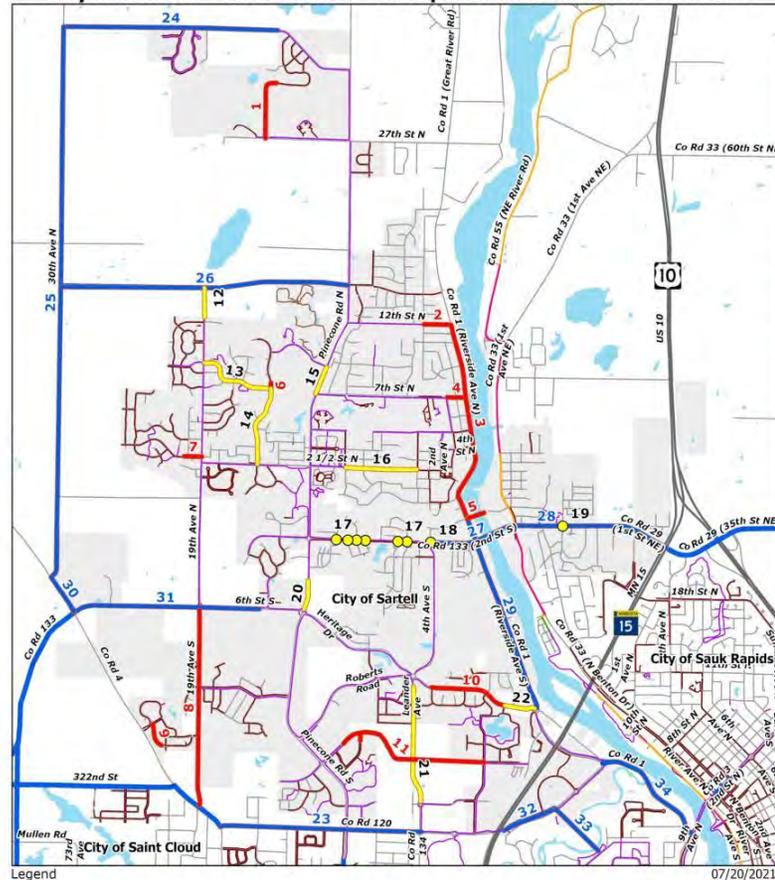
The above recommendations are suggested to supplement other locally identified needs and projects to address active transportation needs.

The city of Sartell through its internal planning and needs identification process has identified additional connections as priorities for funding. The projects identified below address priority gaps in the active transportation network and provide needed connections to the regional system.

Project	Description	Est. Cost??
1	Complete the gap in the 4 <sup>th</sup> Avenue South shared use path.	
2	Complete the gap in the Heritage Trail shared use path.	
3	Complete gaps along Pinecone Road to include pedestrian crossing improvements.	
4	Extend shared use paths along Heritage Drive, Leander Avenue, 19 <sup>th</sup> Avenue North and South, and Roberts Road.	
5	Complete and extend shared use paths from Scout Drive and Dehler Drive.	
6	Complete other gaps as identified to connect local and neighborhood systems to the regional network.	

Figure B.29 is a map with a full list of programmed projects and recommendations.

**City of Sartell Future Active Transportation Recommendations**



Map Number and Description	
1	Install a sidewalk along 12th Avenue N.
2	Fill the gap along 12th Street N with a shared use path.
3	Construct a shared use path along Riverside Avenue N (Stearns CSAH 1).
4	Fill shared use path gap along 7th Street N.
5	Convert decommissioned Mississippi River bridge to pedestrian facility.
6	Complete sidewalk gap along 13th Avenue N.
7	Fill sidewalk gap along 3rd Street N.
8	Install a shared use path along 19th Avenue S.
9	Complete sidewalk connection along Sandstone Loop S to Arbor Parkway.
10	Construct a shared use path along Heritage Drive.
11	Install a shared use path along future Scout Drive.
12	Complete the 19th Avenue N shared use path connection.
13	Construct a shared use path on Grizzly Lane.
14	Construct a sidewalk along 13th Avenue N.
15	Install a shared use path on west side of Pinecone Road N.
16	Construct a shared use path connection along 2 1/2 Street N.
17	Add more crosswalks and signage along 2nd Street S (Stearns CSAH 133).
18	Install flashing beacons along 2nd Street S (Stearns CSAH 133).
19	Install a warning flasher at Park Avenue on 1st Street NE (Benton CSAH 29).
20	Construct a shared use path on west side of Pinecone Road S.
21	Install a shared use path along Leander Avenue
22	Complete shared use path gap along Heritage Drive.
23, 32	Construct a regional shared use path along Stearns CSAH 120.
24	Install a regional shared use path along 35th Street N.
25	Install a regional shared use path along 30th Avenue N.
26	Construct a regional shared use path along future 15th Street N corridor.
27	Construct a regional shared use path along 2nd Street S (Stearns CSAH 133).
28	Convert sidewalk on 1st Street NE (Benton CSAH 29) into a regional shared use path.
29, 34	Construct a regional shared path along Riverside Avenue S (Stearns CSAH 1).
30	Install a regional shared use path along Stearns CSAH 4.
31	Construct a regional shared use path along 6th Street S (Stearns CSAH 133).
33	Install a regional shared use path to connect path across Sauk River in Saint Cloud.

FIGURE B.29 – PROGRAMMED AND RECOMMENDED PROJECT



## APPENDIX C: CITY PROFILE – SAINT JOSEPH

The City of Saint Joseph is a gateway community for visitors entering the MPA from the west and features the Lake Wobegon Trail, a popular facility for both residents who use active transportation and visitors from other areas. Saint Joseph proudly identifies itself as a small-town community with a rich history dating to the 1850s. The downtown area is much valued for its variety of locally owned businesses and pedestrian friendly amenities. Saint Joseph is also a regional center for education, home to the College of Saint Benedict (CSB) and the Kennedy Community School.

**According to the U.S. Census Bureau’s 2014-2018 American Community Survey (ACS) Five-Year Estimates**, the City of Saint Joseph has a population that has grown 32.5% since the year 2000.

The City of Saint Joseph is mindful of the need to provide equitable service to all segments of the community in its transportation investments. At a regional level, the APO tracks specific population demographic subsets known as historically underrepresented populations. This includes the following:

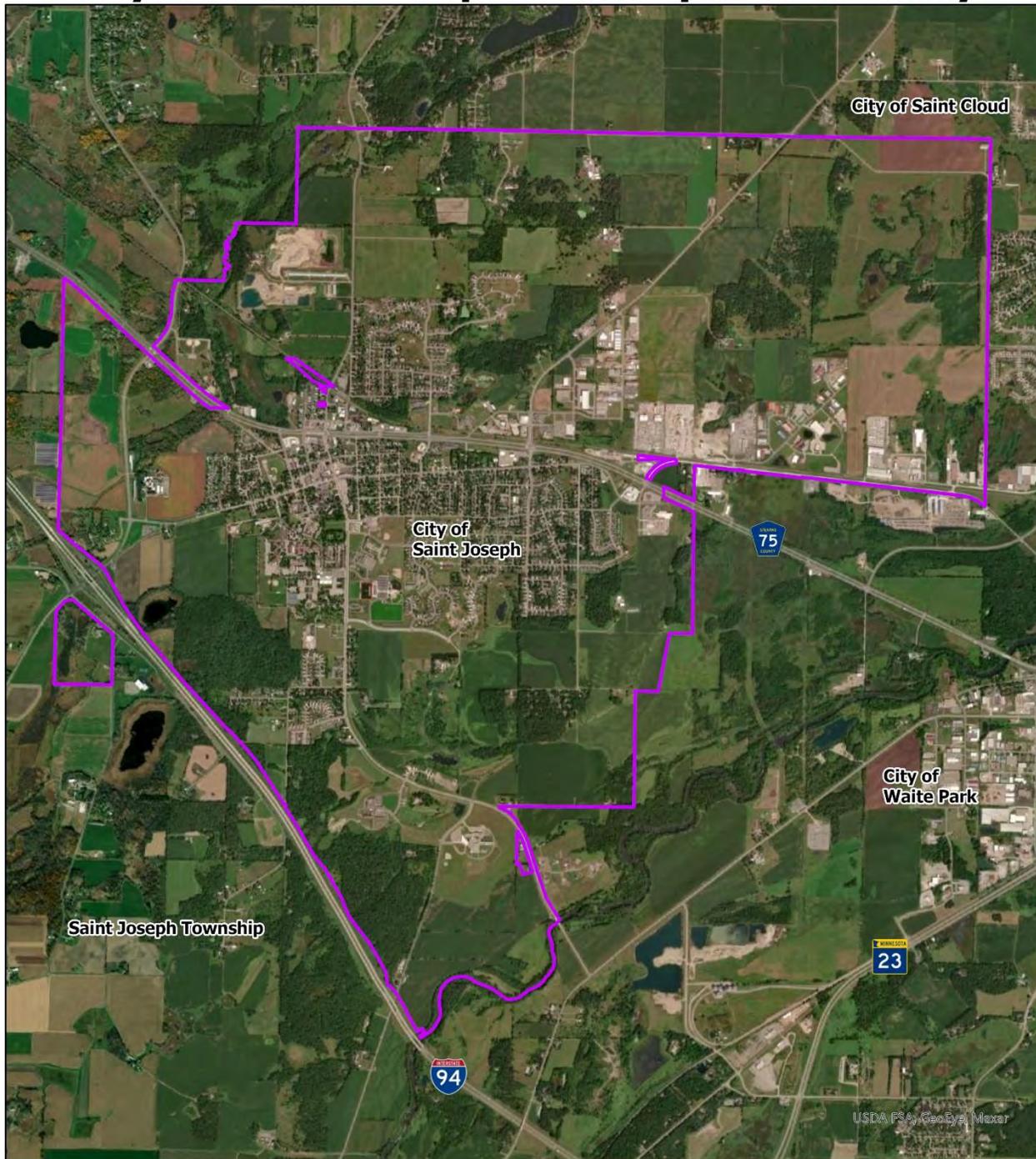
- People-of-Color (Black/African American alone; American Indian and Alaska Native alone; Asian alone; Native Hawaiian and other Pacific Islander alone; some other race; two or more races; Hispanic or Latino descent regardless of race).
- Persons with low-income
- People with disabilities.
- People with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

A look at these particular demographics in Saint Joseph finds that the largest of these groups is in the proportion of households with low incomes (16.6%). The city has a fairly large number of residents aged 65 and over (11.6%). In addition, approximately one in 10 people within the city have a disability.

The City of Saint Joseph has a low median age (21.7 in 2018) which reflects the large number of college age students within the city. According to the city’s Comprehensive Plan, students from the College of Saint Benedict and Saint John’s University make up 30 percent of the city’s population.

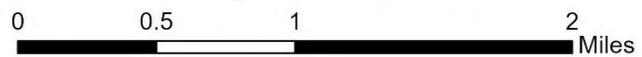
See Figure C.2 below for other details.

# City of Saint Joseph Municipal Boundary



Legend

 City of Saint Joseph Municipal Boundary



03/17/2021

FIGURE C.1 – CITY OF SAINT JOSEPH.

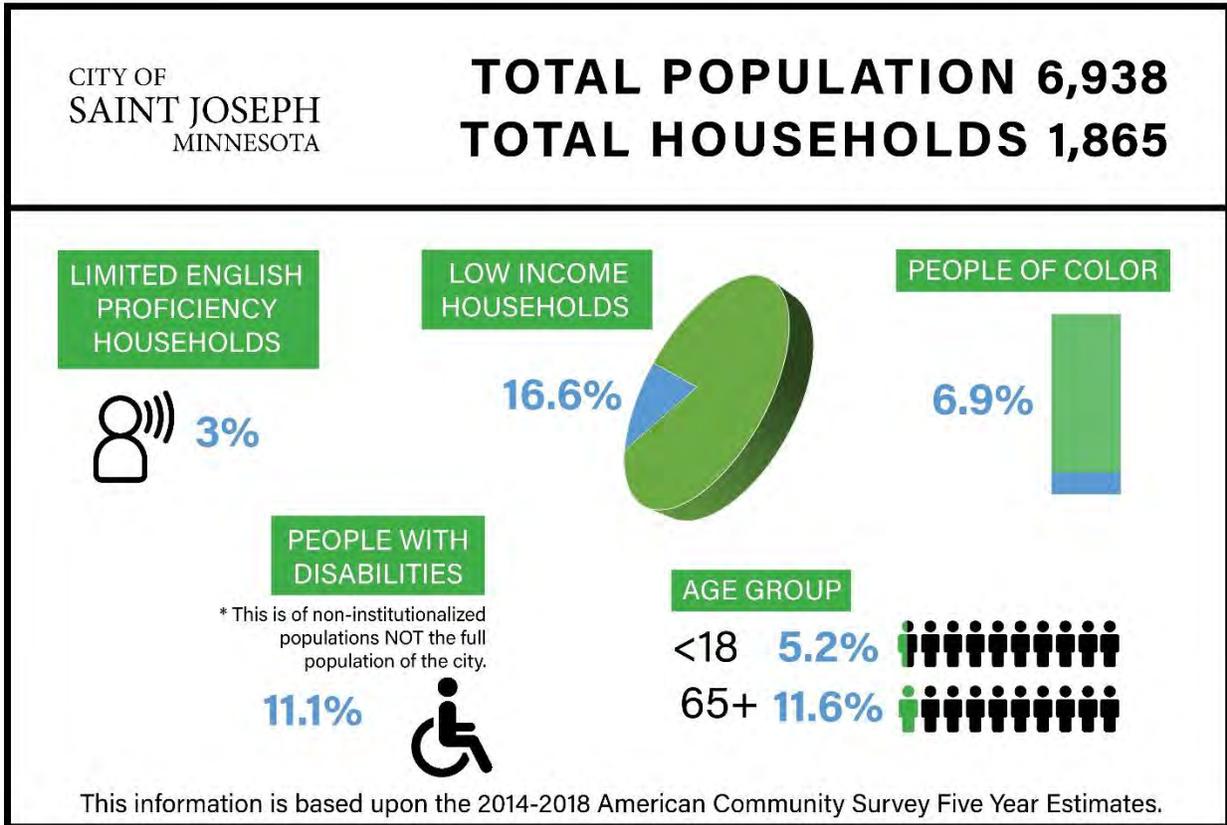


FIGURE C.2 – DEMOGRAPHIC PROFILE OF SAINT JOSEPH

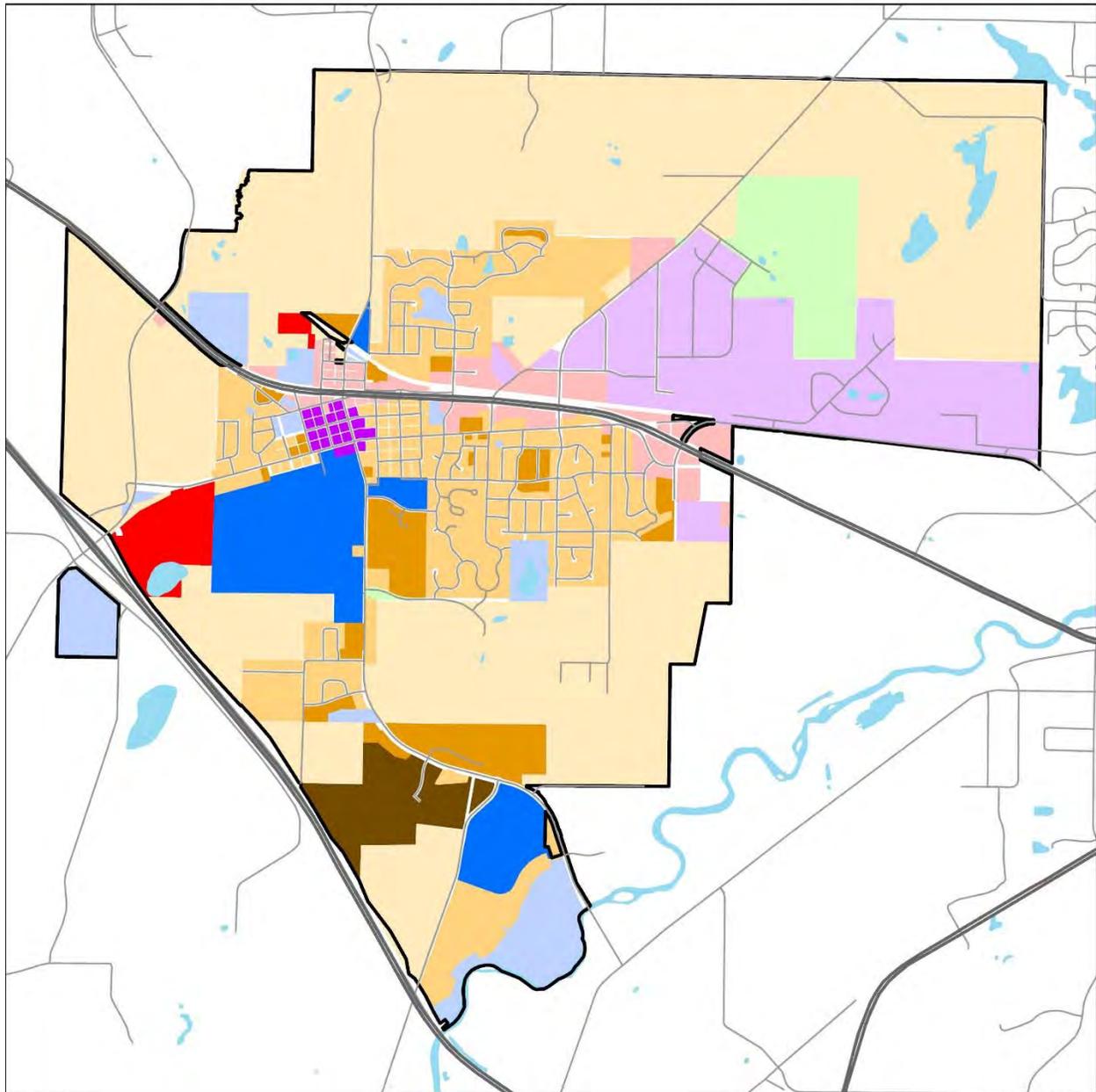
## EXISTING LAND USES

How cities use the land within their boundaries (i.e., residential, commercial, industrial, etc.) impacts the transportation network and the modes of travel available or desirable to users. The linkage between existing land use and transportation often has an impact on communities and can play a role in developing a transportation system that is mode-friendly to motorized and non-motorized users.

In part based on a land use inventory that was developed with **the City’s 2018 Comprehensive Plan**, the city identified existing and proposed land uses as shown in Figure C.3. Most of the city consists of single-family residential uses with various areas of multiple family use as identified. The city continues to experience growth of new housing development primarily to the south along County Road 121 (aka, College Avenue South).

**Much of the city’s retail and commercial activity is focused in the downtown area near the college.** As shown, various businesses are located along much of the CSAH 75 corridor. Light industrial uses are located along the County Road 133 and County Road 134 corridors on the city’s north side.

# City of Saint Joseph Land Use



Legend  
 Land Use

03/05/2021

- |  |   |
|--|---|
| <span style="display:inline-block; width:15px; height:15px; background-color:#c8e6c9; border:1px solid black;"></span> Agricultural                | <span style="display:inline-block; width:15px; height:15px; background-color:#ff0000; border:1px solid black;"></span> General Business               |
| <span style="display:inline-block; width:15px; height:15px; background-color:#ffe0b2; border:1px solid black;"></span> Rural Residential           | <span style="display:inline-block; width:15px; height:15px; background-color:#9c27b0; border:1px solid black;"></span> Central Business District      |
| <span style="display:inline-block; width:15px; height:15px; background-color:#ffb74d; border:1px solid black;"></span> Single Family Residential   | <span style="display:inline-block; width:15px; height:15px; background-color:#ffb399; border:1px solid black;"></span> Highway Business               |
| <span style="display:inline-block; width:15px; height:15px; background-color:#e67e22; border:1px solid black;"></span> Multiple Family Residential | <span style="display:inline-block; width:15px; height:15px; background-color:#d1c4e9; border:1px solid black;"></span> Light Industrial               |
| <span style="display:inline-block; width:15px; height:15px; background-color:#8d6e3c; border:1px solid black;"></span> Supportive Care District    | <span style="display:inline-block; width:15px; height:15px; background-color:#2196f3; border:1px solid black;"></span> Educational and Ecclesiastical |
|  | <span style="display:inline-block; width:15px; height:15px; background-color:#bbdefb; border:1px solid black;"></span> Public                         |



FIGURE C.3 – SAINT JOSEPH LAND USES

Two large areas from the land use map are identified as “educational and ecclesiastical.”

One is the CSB campus area which includes the college, student housing and the St. Benedict’s Monastery. Further south is the area that includes Kennedy Community School. West of the school are the senior living and care facilities of Country Manor.

Variously located throughout the city are 78 acres of parkland. This includes assorted neighborhood parks, the Lake Wobegon Trail Visitors Center, and a public open space preserve along the Sauk River.

An understanding of the city’s land use types and how areas are intended to develop in the future is helpful in reviewing how these uses are served by the transportation system. Residents and visitors will only reach these destinations through the transportation network that is available to them.

---

## **TYPES OF ACTIVE TRANSPORTATION INFRASTRUCTURE**

Saint Joseph has a network of sidewalks and shared use paths specifically for active transportation users. These are off-road facilities separated from the roadway network. Bicyclists and pedestrians rely on the available off-road network to reach their destinations.

The roadway network within Saint Joseph does not at this time include bicycle lanes or other on-road facilities for bicyclists.

## City of Saint Joseph Active Transportation Facilities

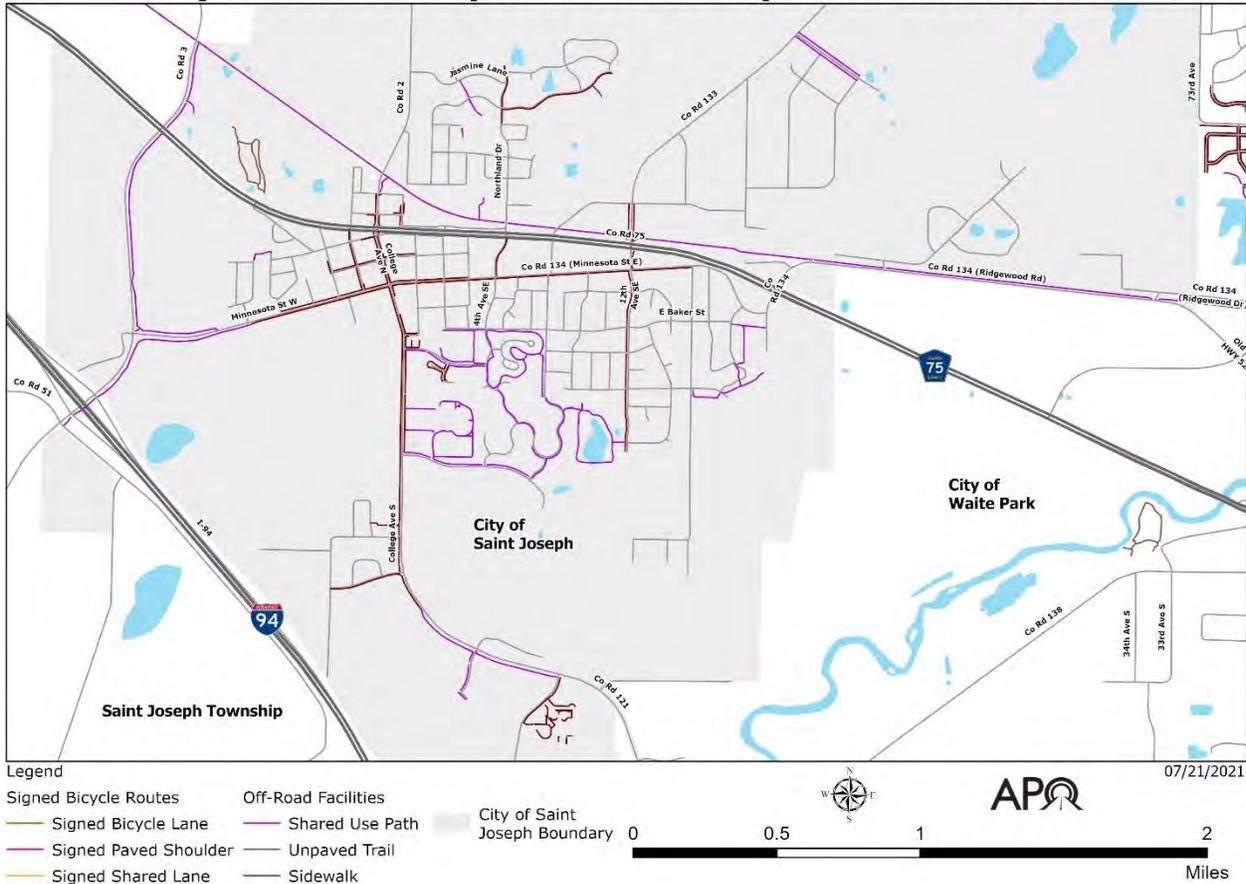


FIGURE C.4 – OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN SAINT JOSEPH BY TYPE AND LOCATION.

### OFF-ROAD FACILITIES

#### Shared Use Paths and Trails

There are 13.1 miles of shared use paths within the city. This includes the Lake Wobegon Trail, a regionally significant facility connecting the MPA to cities to the west, such as Avon, Albany, and Osakis. The Lake Wobegon Trail comprises 3.6 miles of the shared use paths within the city and is maintained by Stearns County. The shared use path along County Road 3 and County Road 2 connects the Lake Wobegon Trail to Minnesota Street and areas of south Saint Joseph. Other shared use paths mostly serve southside neighborhood areas and Klinefelter Park.

Many of these paths provide neighborhoods with access to the city’s parks, recreational areas, and schools. There are 0.7 miles of unpaved trails, mostly walking paths within the Millstream Park.

#### Sidewalks

Sidewalks in the City of Saint Joseph are most commonly found in and around the downtown commercial district. Approximately 8.4 miles of sidewalks are located within Saint Joseph. Much of the city’s sidewalks are along College Avenue, Minnesota Street and other parts of the downtown area. There is also a continuous sidewalk along much of 12<sup>th</sup> Avenue SE.

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## TRANSIT SERVICES AND INFRASTRUCTURE

The Jefferson Lines College Connection and the Tri-Cap Transit Connection provide transit services to residents of St. Joseph. The College Connection offers scheduled pickups and **drop offs at CSB with stops at St. John’s University, SCSU, south Saint Cloud on Clearwater Road**, and the Metro Bus Transit Center in downtown Saint Cloud. Tri-Cap is a public transit service that provides dial-a-ride service from curb to curb to other parts of the MPA with call ahead reservations.

The areawide transit network operated by Saint Cloud Metro Bus that provides Fixed Route (FR) and Dial-a-Ride (DAR) systems for much of the metropolitan area does not at present provide direct services to those who live in Saint Joseph.

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## CONDITION OF ACTIVE TRANSPORTATION INFRASTRUCTURE

If the condition of existing infrastructure is poor or ill-equipped for the end user, it may be inconvenient or underutilized. For those who are using them, infrastructure that is rough or in disrepair could be unsafe and result in accidents and injuries. Keeping the system in good condition assures safe use by all users.

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

### OFF-ROAD FACILITIES

#### Condition of Off-road Shared Use Paths

The Parks & Trails Council of Minnesota completed a pavement condition assessment of almost all shared uses paths within the APO in 2020. Using a specially equipped electronic bicycle, a Parks & Trail Council staff member rode the shared-use paths throughout the metropolitan planning area – traveling in both directions – while instruments aboard the **bicycle recorded the “bumpiness” of the pavement.**

The study concluded that while several facilities such as the shared use path along County Road 3 and the Lake Wobegon Trail **are in good or “smooth” condition**, facilities in some neighborhood and park areas need improvement.

Approximately 11.4% of all shared use paths in Saint Joseph were identified as being in **“rough” condition**. This includes the path that loops within Klinefelter Park and some neighborhood areas. About 10% **of the city’s paths were rated as “fair.”** Locations and their condition ratings are shown in Figure C.5.

## City of Saint Joseph Shared Use Path Pavement Condition

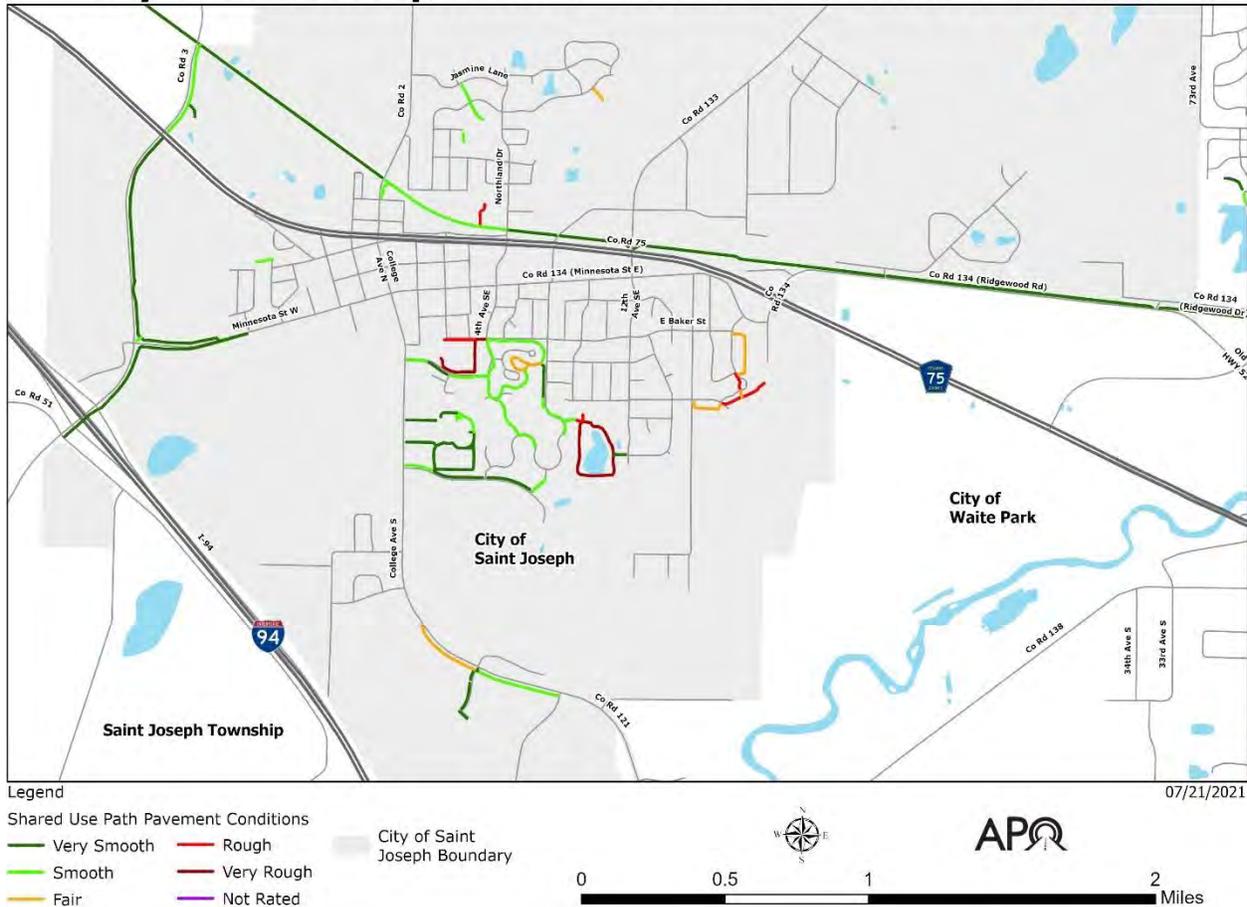


FIGURE C.5 – SHARED USE PATH PAVEMENT CONDITION (2019)

## SAINT JOSEPH PLANS FOR ACTIVE TRANSPORTATION

The 2018 Comprehensive Plan, the companion 2017 Existing Conditions Report, and the 2012 Transportation Plan for the City of Saint Joseph provide the current planning framework for transportation. Each of these plans stresses the importance of a usable and growing transportation network for the city that includes trails and sidewalks.

### 2012 TRANSPORTATION PLAN UPDATE

In 2012, the City updated the 2006 Transportation Plan to include new design guidelines, updated analysis of transportation facilities and needs, and plans for improving and enhancing the system including the pedestrian and bicycle network. Among its recommendations are continuous trails and sidewalks that connect area businesses, parks and schools.

## Active Transportation Needs as Identified in the Transportation Plan

According to the city's Transportation Plan, given the importance of biking and walking as a means of practical transportation, the transportation system should continue to expand to accommodate pedestrian and bicycle needs. A non-motorized system responsive to the needs of pedestrians and bicyclists will include sidewalks, trails, bike lanes, and shared roadway facilities. Basic needs for system improvements are to provide continuous facilities that connect origins and destinations important to people who bike and walk. This includes removing physical barriers and providing continuity across political boundaries.

The Transportation Plan identifies CSAH 75 as a high volume, high speed corridor with safety concerns for all modes of traffic that cross the highway. Noting growing traffic along the CSAH 75 corridor results in safety concerns for all modes that cross the highway, the Transportation Plan calls for full access signalized intersections and should safety problems arise, the reduction of partial access intersection locations.

## 2018 COMPREHENSIVE PLAN

The 2018 Comprehensive Plan represents the city's vision for future of the community. Included in the city's vision is providing all its residents with walkable neighborhoods, a vibrant downtown, and many usable recreational spaces. Among strategies to achieve this vision are a pedestrian focused design for the downtown and CSU campus area. Elsewhere in the city, well designed neighborhoods will include a network of sidewalks, trails, and streets that are connected, walkable, and safely accessible.

## Active Transportation Needs as Identified in Comprehensive Plan

Among the primary goals of the Comprehensive Plan is to plan, develop and maintain a safe and accessible multi-modal transportation system. Safe travel for bicycles and pedestrians is a priority concern. Strategies include developing a pedestrian and bicycle plan, requiring off-street or on-street facilities where appropriate, and maintaining an interconnected system. The city will build new segments as needed to close gaps in the network.

According to the Comprehensive Plan, there are limited opportunities for active transportation facilities, especially through residential areas, which discourages walking or biking trips. Plan recommendations include developing a network of bicycle routes through the city. An improved network of facilities is recommended to enable better access to school, transit, employment, recreation and other needs of city residents. Traffic calming measures will be introduced where necessary to improve bicycle safety. The plan calls for further study and implementation of a safe crossing of CSAH 75 for pedestrians and bicyclists.

In the park plan component of the 2018 Comprehensive Plan, the city identified as its goal to create and maintain an interconnected trail and sidewalk system tying together parks and open spaces. Several strategies are presented to achieve this goal. The city will develop guidance and solutions for improving user safety, comfort, convenience, and connectivity. Trails and sidewalks will connect urban and suburban areas of the city to the natural environment. **The city's trail system will connect to** shared use paths in adjacent areas and to the regional network. As the city grows, its shared use paths will be protected from the impact of vehicular traffic and development.

## PLANNING STUDIES

The 2017 CSAH 75 Pedestrian Crossing Study analyzed current conditions and safety along the CSAH 75 corridor through Saint Joseph. The study established the need for a grade separated crossing for bicycles and pedestrians to travel between the Lake Wobegon Trail and areas of Saint Joseph south of the highway. Identifying a feasible location and other strategies to address safe crossing and connectivity needs were the chief purpose for the 2017 study. A series of recommendations are included in the final report.

The 2017 CSB Planning Study examined crossing safety in areas where many pedestrians cross to and from the college campus along College Avenue. This study recommended completion of sidewalks and crosswalks at intersections along College Avenue south on Minnesota Street. This study included a concept for a shared use path to add connectivity across College Avenue from southside development, proposing an alignment that follows Field Street.

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## CITY ORDINANCES

Along with various citywide planning efforts, [Saint Joseph City Code](https://bit.ly/2QvH3ZU) (<https://bit.ly/2QvH3ZU>) has established several ordinances pertaining to the active transportation system and its users.

City Code Chapter 5 outlines provisions for active transportation with new street construction or reconstruction. A sidewalk and trail network shall be in proximity to public service areas such as parks, schools, and shopping facilities. With the construction of streets, city ordinance calls for a minimum of six-foot sidewalks on at least one side of every street, though the city may require sidewalks on both sides of streets. Where called for, trails (shared use paths) shall have a minimum paved width of eight feet. All facilities shall conform to design standards and ADA guidelines. The City Council takes recommendations for improving the sidewalk and trail network from the Planning Commission (City Code 540.15).

Property owners have responsibility for sidewalk maintenance. Snow, ice, or other walkway obstructions are to be removed within 24 hours of when deposited. If the owner does not comply, the city may assess the costs of removal (City Code 303.03). The property owner is also responsible for sidewalk repairs. Upon receiving notice from the city that the sidewalk is defective, the owner has sixty days to make repairs or be assessed the cost of repair by the city (City Code 303.04).

Within restricted areas as specified by ordinance, the City of Saint Joseph prohibits certain types of usage on sidewalks. Riding a bicycle or a skateboard is prohibited on Minnesota Street and other sidewalks in the downtown area. Except for crossing a street, travel on roller skates is also prohibited within the restricted area (City Code 809). In addition, the city prohibits the operation of any self-propelled vehicle on any of its sidewalks (City Code 807). By Minnesota law (Sec 169.222), bicyclists have the same rights and responsibilities as the drivers of motor vehicles, and therefore have the right to use any public roadway.

## SYSTEM USAGE

An understanding of bicycling and walking behavior complements information on the available active transportation network within the City of Saint Joseph. It is important to know how many people are using the system, where they need and/or desire to go, and how well current facilities are addressing those 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. This includes a location on the Lake Wobegon Trail, the point where it crosses College Avenue (County Road 2).

The MnDOT counter actually uses two different type of counters simultaneously. The Pneumatic TUBE counter uses two sets of tubes that are placed perpendicular to traffic. When a cyclist passes over the tubes, this counter can not only record that cyclist, but also determine which direction that person was heading. Meanwhile, the PYRO-Box utilizes infrared technology to measure the body heat of people 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 out the bicyclists from the total count. With these portable counters, APO staff monitors daily usage of shared use paths for seven-day intervals at specified locations.

The Lake Wobegon Visitors Center is one of a handful of locations 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 type of counting program is relatively new (beginning in 2020) so limited data is available.

## City of Saint Joseph Active Transportation Count Locations

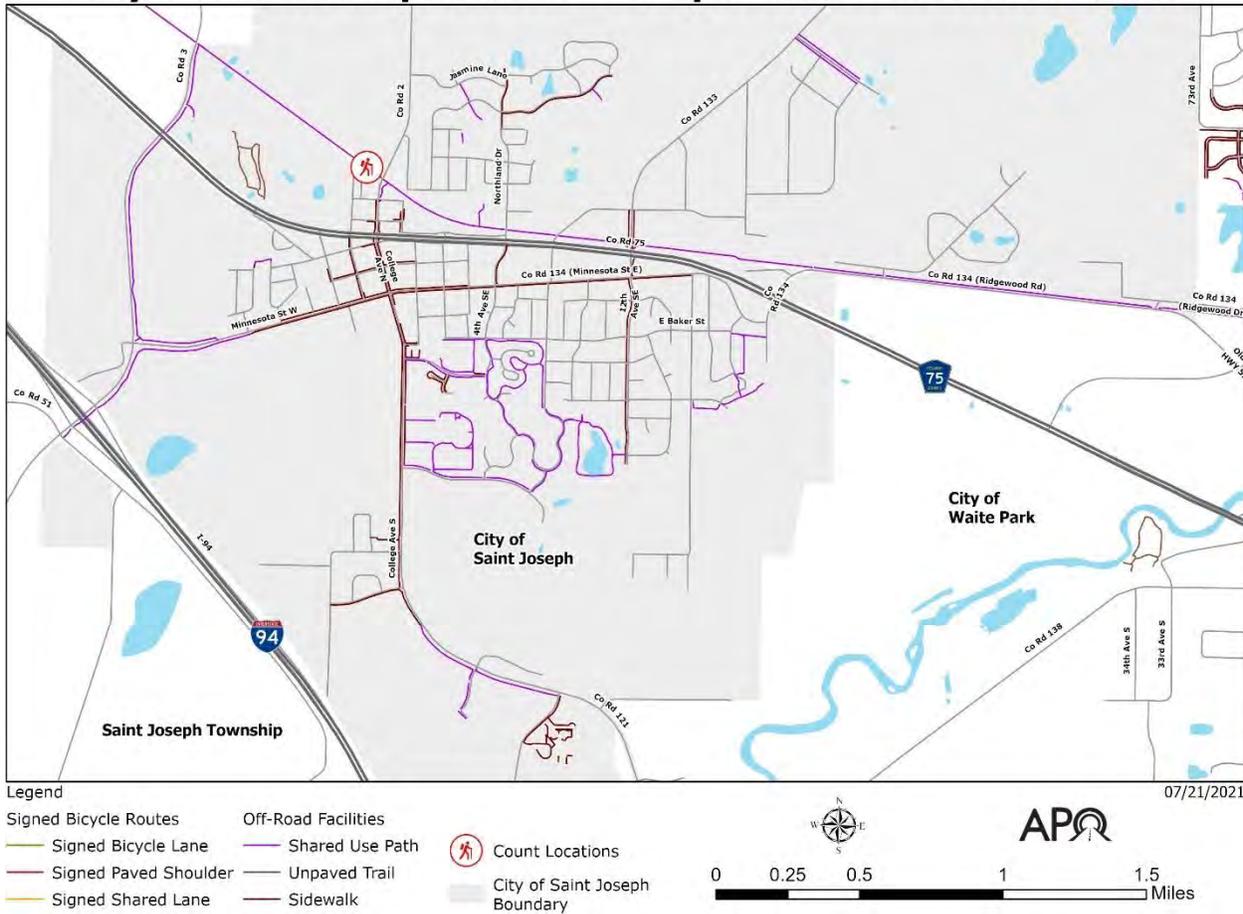


FIGURE C.6 – LOCATION WHERE THE APO REGULARLY DEPLOYS AUTOMATIC BICYCLE/PEDESTRIAN COUNTERS

The APO’s counts indicate that the Lake Wobegon Trail at the Saint Joseph trailhead receives significant usage, particularly on the weekends. Figure C.7 provides a comparison of summer pedestrian usage in 2019 and 2020. During weekdays, the average count of pedestrians was 93 in 2019, with a much higher average of 267 in 2020. Average daily weekend counts when college is in session tend to be significantly higher than when college is recessed.

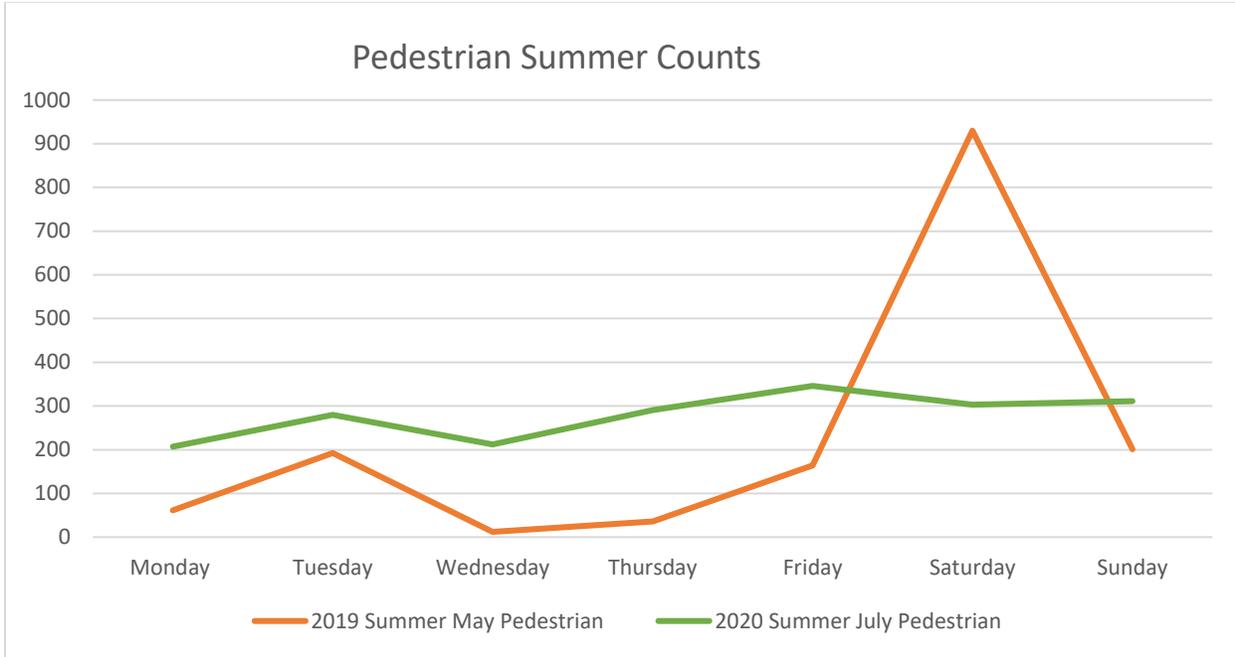


FIGURE C.7 – 2019 AND 2020 PEDESTRIAN COUNTS AT THE LAKE WOBEGON TRAILHEAD AND VISITORS CENTER.

Figure C.8 shows the most recent one-week winter seasonal counts on the Lake Wobegon Trail for both pedestrians and bicycles. As the graph shows, the number of people using this facility in the winter can be correlated to outside temperatures.

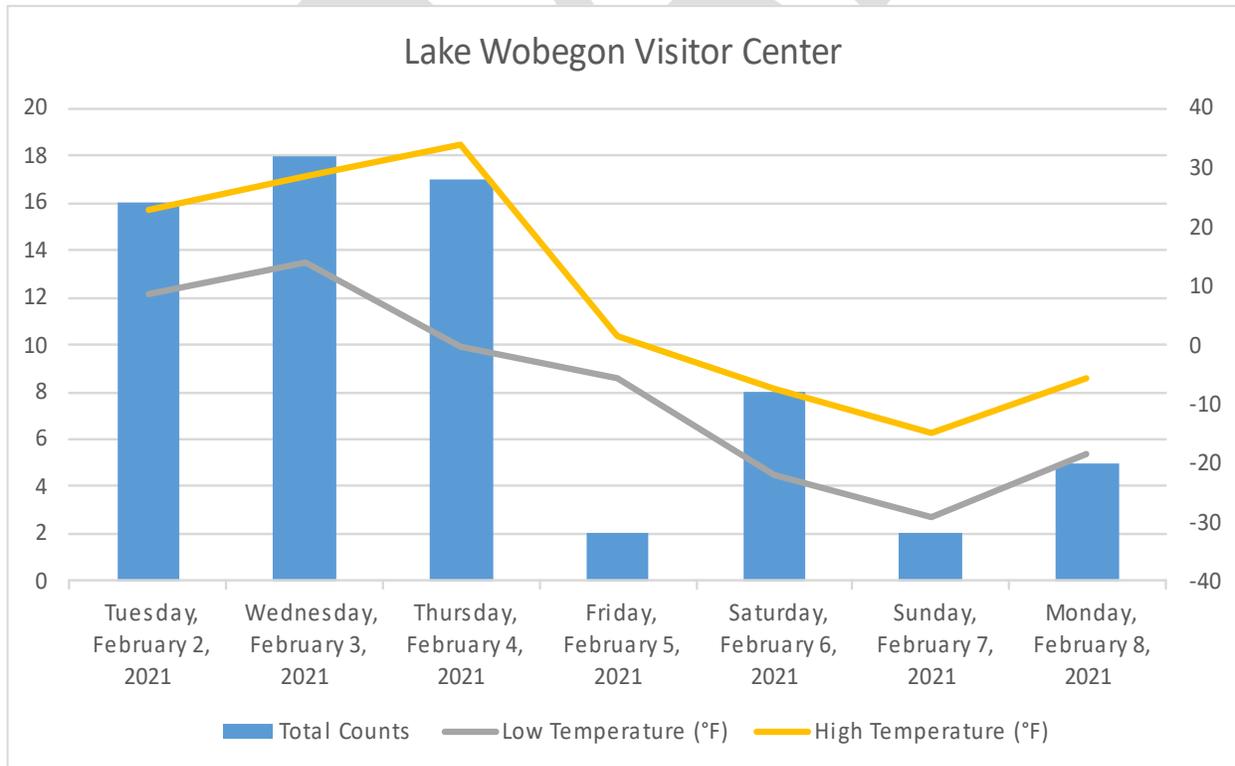


FIGURE C.8 – 2021 WINTER COUNTS AT THE LAKE WOBEGON TRAIL IN COMPARISON TO DAILY HIGH AND LOW TEMPERATURES

## DESTINATIONS

Common destinations for active transportation users include schools, food assets, employers, and parks.

For the purposes of this plan, APO staff are primarily looking at public schools. Food assets are defined as grocery stores/supermarkets, specialty food stores, meat markets, convenience stores, and non-profit community food services. Employers listed are those that have 100 or more full- and/or part-time employees.

Figure C.9 shows the locations of these destinations within the City of Saint Joseph.

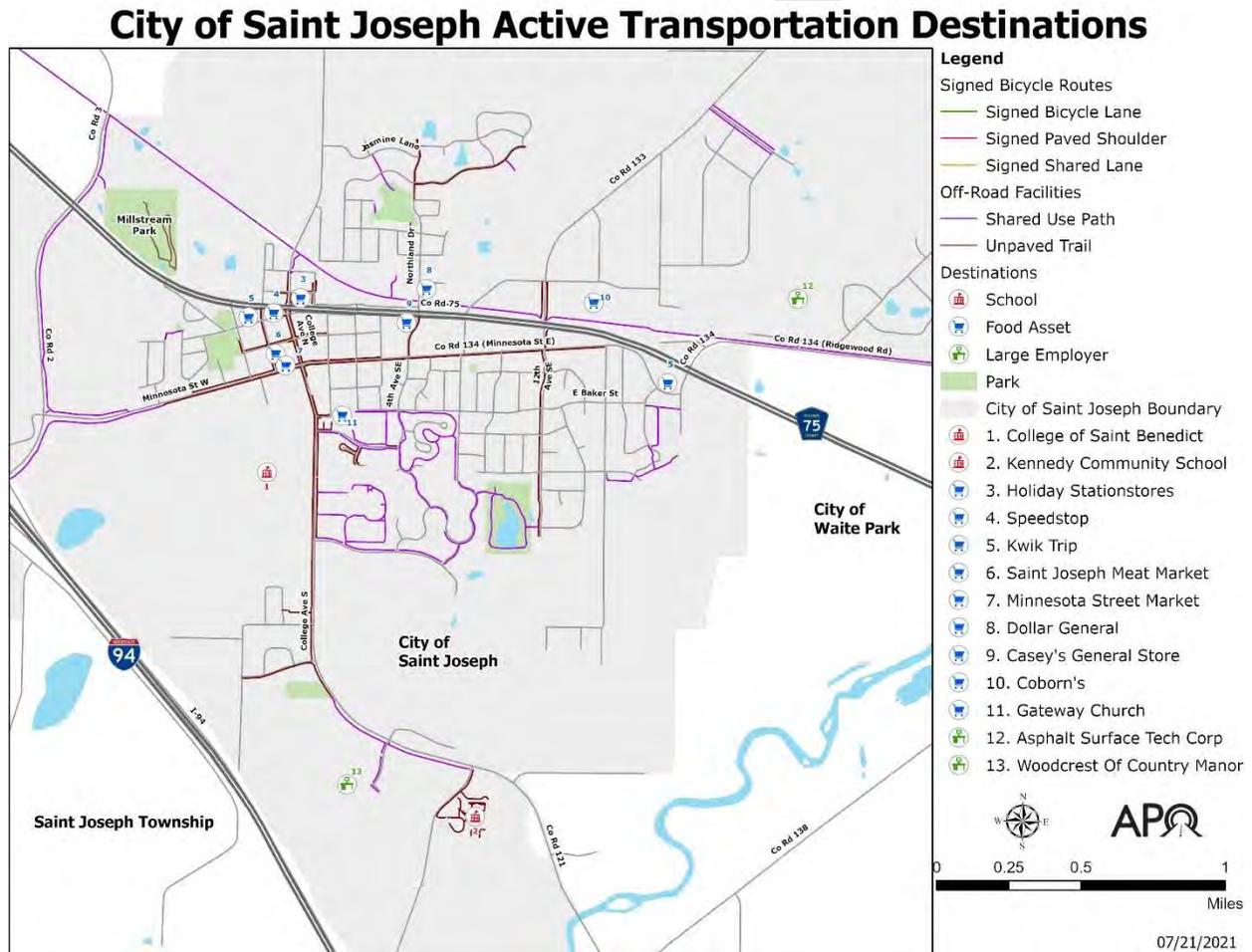


FIGURE C.9 – DESTINATIONS FOR ACTIVE TRANSPORTATION USERS

## Schools

The city of Saint Joseph prides itself on the quality educational opportunities provided by the College of Saint Benedict (CSB) and the Kennedy Community School.

The campus of the College of Saint Benedict, a privately operated college for women, is located entirely within the City of Saint Joseph adjacent to the downtown area. CSB is **closely associated with nearby Saint John’s University (SJU) which offers higher education** for men. Much of the student population of SJU lives within the city of Saint Joseph.

The Kennedy Community School, part of St. Cloud Area School District #742, is located in south Saint Joseph with access from Jade Road. This school of approximately 800 students, provides education for students from preschool to eighth grade.

## Food Assets

As shown in Figure C.7, grocery stores and other food destinations are mostly found in the downtown area and near intersecting streets along CSAH 75. Within the downtown area are several small grocery outlets and the Saint Joseph Meat Market. Since the Gateway Church is also a food distribution center, it is shown as a food asset. Various convenience stores **and a Coborn’s supermarket are located near roadways that cross CSAH 75.**

Food assets are often along some sort of active transportation facility. Locations in the downtown area have a nearby sidewalk. Some of the food assets along CSAH 75 will have nearby access to the Lake Wobegon Trail.

## Large Employers

**Among the city’s largest employers are CSB and the Kennedy School.** Asphalt Service Technologies facility located in the east industrial park along CR 134 is a major employer. Another is Woodcrest of County Manor, a senior living and health care facility along south College Avenue.

## Parks

The City of Saint Joseph has approximately 78 acres of parkland within the city limits. This includes eight city parks, the Wobegon trailhead and shelter, and an archery range.

The larger parks generally have access to nearby sidewalks or shared use paths. As a result, residential areas near these parks are more likely to have active transportation **facilities. It should be noted that many of the city’s smaller neighborhood parks have limited** or no sidewalk access.

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## SAFETY

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

Specifically, within the City of Saint Joseph, DPS crash data has indicated nine crashes involving active transportation users and vehicles have occurred in the 10-year period between 2010 and 2019. See Figure C.8 for locations and severity.

## City of Saint Joseph Active Transportation Crashes



FIGURE C.8 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS (2010-2019)

Most of the crashes occurred within or near the downtown area of Saint Joseph. While most resulted in minor injuries, it is important to note that during this time frame, there was a pedestrian fatality and two crashes with serious injuries to pedestrians. A crash at a location along the frontage road north of 1<sup>st</sup> Avenue NE intersection with CSAH 75 resulted in the death of a child. A bicyclist was seriously injured in a crash at the intersection of College Avenue and CSAH 75. The cyclist was legally crossing but according to the report could not be seen by the driver. Another accident with a serious injury to a cyclist occurred further north on County Road 2. In this instance the cyclist was impaired and night conditions may have contributed.

Crash history is reviewed to determine if there are particular 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. While most of the accidents that involved pedestrians and bicyclists were in the downtown area along College Avenue and Minnesota Street, only one location, the CSAH 75/College Avenue intersection, had more than one crash during the ten-year period. Crash reports indicate that in many cases the pedestrian or cyclist was not seen by the driver of the vehicle. It is unclear from the DPS crash reports whether physical conditions at the crash locations were a contributing factor or if physical changes to the facilities may help mitigate future crashes.

## **PROGRAMMED AND PLANNED IMPROVEMENTS**

As a guide to transportation and other investments, the City of Saint Joseph maintains a Capital Improvement Program (CIP). The CIP includes the projected 5-year program of projects based on current needs and available revenues. Included in the CIP are short term projects designed to improve active transportation facilities. The CIP also indicates anticipated future revenues that may be available to implement such projects. If a CIP project is consistent with the Metropolitan Transportation Plan (MTP), it may be eligible for available Federal funding and inclusion in the APO Transportation Improvement Program (TIP)

One such project identified by Saint Joseph and Stearns County is crossing and active transportation improvements to County Road 133 to be completed as part of the programmed reconstruction of the roadway. City and Stearns County staff describe the project in which both jurisdictions are participating as including ADA compliant elements with a sidewalk and/or shared use path on at least one side of CR 133. Intersection improvements to be made at the Elm Street intersection will include consideration of a roundabout to address crossing safety concerns.

Also identified in the CIP, the city is the process of adding sidewalk connections north along Northland Drive and a shared use path connection that would extend from 20<sup>th</sup> Avenue SE to existing paths in southside neighborhoods.

Long term **(though currently unfunded) goals for the city's active transportation network** include a grade-separated bicycle and pedestrian crossing of CSAH 75 as recommended in the 2017 CSAH 75 Pedestrian Crossing Study.

The city has a long-term plan to acquire right-of-way and extend a new north roadway corridor from 73<sup>rd</sup> Avenue to County Road 133. The new north corridor when built may also include the addition of active transportation facilities, according to city staff.

## Saint Joseph Programmed and Planned Active Transportation Facilities

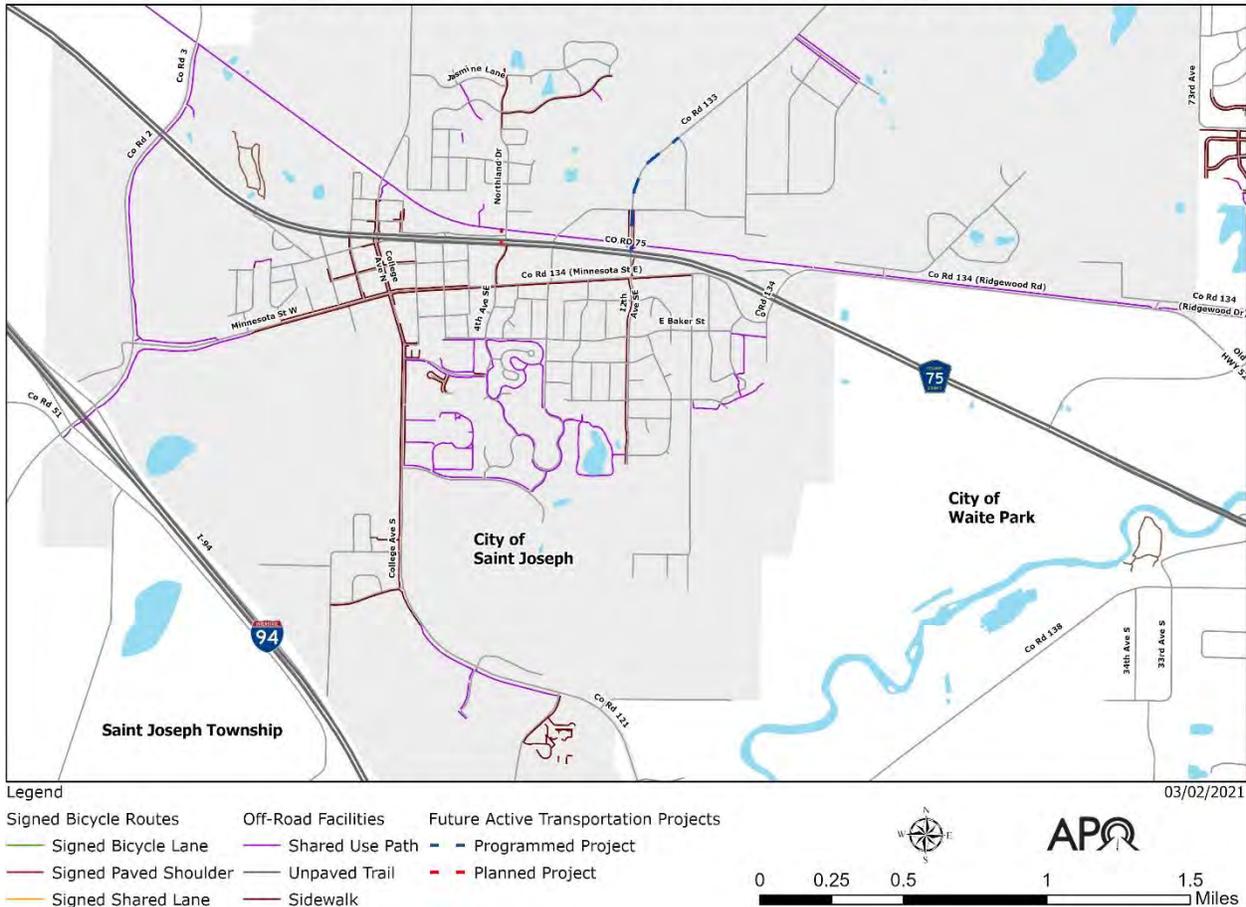


FIGURE C.9 – EXISTING NETWORK WITH PROGRAMMED AND PLANNED FACILITIES

## ACTIVE TRANSPORTATION NEEDS ASSESSMENT

To supplement and inform current city planning efforts, APO staff performed a citywide analysis of facility and other needs for active transportation users. The intent of this assessment, performed 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 areawide goals and objectives for active transportation as adopted by the APO provide a starting point for the Saint Joseph needs assessment. The goals, objectives, and the factors used to evaluate services and needs relative to each objective are detailed in Chapter 4. The evaluation factors were equally applied for the assessments of needs within each city and across the MPA.

Saint Joseph			2019
Number of Non-Motorized Fatalities and Suspected Serious Injuries Five Year Rolling Average			0.4
Percentage miles of arterials & collectors that have sidewalk or shared use path (SUP) on at least one side			49.7%
Percent of destinations that fall within distance categories	Schools	0 Ft (Asset Served by AT Facility)	100.0%
		1-310 ft (One block or less)	0.0%
		311-930 ft (Two to three blocks)	0.0%
		> 931 ft (Four or more blocks)	0.0%
	Food Assets	0 Ft (Asset Served by AT Facility)	30.0%
		1-310 ft (One block or less)	40.0%
		311-930 ft (Two to three blocks)	30.0%
		> 931 ft (Four or more blocks)	0.0%
	Large Employers	0 Ft (Asset Served by AT Facility)	50.0%
		1-310 ft (One block or less)	50.0%
		311-930 ft (Two to three blocks)	0.0%
		> 931 ft (Four or more blocks)	0.0%
	Parks	0 Ft (Asset Served by AT Facility)	83.3%
		1-310 ft (One block or less)	16.7%
		311-930 ft (Two to three blocks)	0.0%
		> 931 ft (Four or more blocks)	0.0%
	Transit Stops	0 Ft (Asset Served by AT Facility)	NA
		1-310 ft (One block or less)	NA
		311-930 ft (Two to three blocks)	NA
		> 931 ft (Four or more blocks)	NA
Percent of street crossings that do not meet full ADA standards			80.0%
Miles of Active Transportation facilities per 1,000 residents in EJ/Title VI Sensitive Areas in comparison to non-sensitive areas			0.0:3.1
Percent mileage of Regional Priority bicycle facilities that do NOT exist			62.2%
Percent of on-road bicycle facilities with poor pavement			NA
Percent of SUP with rough/very rough pavement			11.4%

FIGURE C.10 – SAINT JOSEPH PERFORMANCE REPORT CARD (2019)

### NEEDS ASSESSMENT METHODOLOGY

From the goals and objectives framework (see Chapter 4), APO staff, in coordination with Saint Joseph 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 down into three phases. This process began with an in-depth analysis of the Saint Joseph transportation network, identifying issues and needs within the city from the review of data and factors. The findings from this cursory review led to a more detailed analyses of active transportation needs within specific focus areas in Saint Joseph.

In the second phase, APO staff coordinated with Saint Joseph and other APO member cities (Saint Cloud, Sartell, Sauk Rapids and Waite Park) to begin a discussion on exploring connections between each of the cities and areas outside of **the APO’s planning area**.

In the third and final phase, local and regional needs as identified in the previous phases were prioritized according to the degree goals and objectives would be addressed.

### Evaluating Needs for the City of Saint Joseph

The initial phase of the analysis, to identify service gaps within the City of Sauk Rapids, followed a two-step process.

The first step was to review needs and gaps relative to the factors listed under goals 1-4. APO staff compiled a series of maps and data which detailed the existing active transportation conditions for the city. Utilizing the goals, objectives, and applying factors, 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).

**Considered along with the factors were the comments from the APO’s initial public input** along with comments from city staff.

Figure C.11 provides a summary of the findings for the City of Saint Joseph.

### Areas of Focus

From the process described for the review of needs and gaps for the City of Saint Joseph, the following areas have been identified as being priority areas for improvements to the active transportation system.

- College Avenue/Stearns CSAH 2 area.
- 4<sup>th</sup> Avenue NE/Northland Drive area.
- Stearns County Road 134 area.

Within these areas, multiple needs for active transportation users were identified from the analysis of factors, as described below. These focus areas have similar issues in common.

Being able to assure that pedestrians and bicyclists can safely cross CSAH 75 has been **identified in the city’s plans and APO studies as an ongoing challenge**. Given the growing vehicle traffic on CSAH 75 and the popularity of the Lake Wobegon Trail, these issues have increased in significance. Current traffic counts show a daily average of 11,700 vehicles on CSAH 75 with much higher usage at peak times. The 2017 planning study cited 2014 data showing that 35,000 people use the Lake Wobegon Trail an annual basis. The potential for conflicts coupled with the need to provide access for active transportation users led the identification of these focus areas.

Analysis of Areas of Need - Saint Joseph

	Safety & Comfort Factors										Connectivity Factors		Facility Condition		Equity Factors		Issues	Potential Treatments
	1 High Number of Fatalities	2 High Number of Injuries	3 Under Design Guidelines	4 No Adjacent P/B Facilities	5 Cited as Safety Concern	1 Access to Destinations	2 Access to Transit	1 On Road Conditions	2 Off Road Conditions	1 Underserved Demographic	2 ADA Compliance							
<b>College Avenue/CR 2 (Downtown Area)</b>		X		X	X											X	Downtown area - crashes with injuries, one fatality, intersection not ADA compliant, no facilities north of Lake Wobegon Trail.	Pedestrian and bicycle crossing improvements, traffic calming, bring intersections to ADA standards, adding active transportation facilities and connections.
<b>College Avenue/CR 121 (Kennedy School Area)</b>				X	X		X										Vehicle speeds and safety concerns for students, serves destinations (school, major employer), no facilities on CR 121 south of Jade Road.	Pedestrian and bicycle crossing improvements, traffic calming, adding active transportation facilities and connections.
<b>4th Avenue NE /Northland Drive</b>					X		X										Vehicle speeds and safety concerns for crossing CSAH 75, intersection not ADA compliant, serves destinations (food assets, park).	Pedestrian and bicycle crossing improvements, traffic calming, bring intersections to ADA standards, adding active transportation facilities and connections.
<b>12th Ave NE /CR 133</b>				X	X		X										Vehicle speeds and safety concerns for crossing CSAH 75, no facilities north of Elm Street, serves destinations (food assets).	Stearns County and city funded project along CR 133 will improve crossings, bring intersections to ADA standards, and add active transportation facilities.
<b>20th Ave SE /CR 134</b>				X	X		X									X	Vehicle speeds and safety concerns for crossing CSAH 75, intersection not ADA compliant, serves destinations (food assets, large employer),	Adding active transportation facilities and connections, pedestrian and bicycle crossing improvements, bring intersections to ADA standards,

FIGURE C.11 – SAINT JOSEPH NEEDS ANALYSIS

Each of the focus areas include an intersection where large numbers of bicyclists and pedestrians cross CSAH 75, as was confirmed from counts taken with the CSAH 75 Pedestrian Crossing Study. Within each area are destinations that active transportation users seek and, as identified, gaps in existing facility network to get them there.

Needs and issues within each focus area are briefly cited and recommendations that would address these issues are provided for consideration.

For each of the focus areas, APO staff, working in conjunction with the city, began identifying possible solutions to address network gaps.

### *College Avenue/County Road 2 Area*

This focus area as shown in Figure C.11 covers the length of College Avenue from Jasmine Lane to Calloway Street, its adjacent land use and the connecting street network. Parts of the downtown are within this area, the Lake Wobegon trailhead and visitors center, and areas of residential use and businesses north of CSAH 75.

This area was chosen due to a high level of activity from all transportation modes, the history of crashes that have occurred, crossing concerns, and limited facilities.

#### NEEDS AND ISSUES

The core area of the City of Saint Joseph where College Avenue intersects with CSAH 75 is the primary access to **the city's many downtown attractions and the college**. Users of the Lake Wobegon Trail will typically cross CSAH 75 to reach the many food conveniences and other services in the downtown area. The high usage in this area increases the potential for conflicts.

The amount of traffic in this area and the safety of active transportation users is of primary concern. As noted, vehicle traffic volumes along CSAH 75 in this area are very high as is the vehicle traffic and turning movements north and south of the highway onto College Avenue and 1<sup>st</sup> Avenue NW. Of the intersections along CSAH 75 that were counted as part of the 2017 planning study, the highest usage from bicycles and pedestrians was the intersection at College Avenue. More crashes have occurred in the downtown area than elsewhere in the city. While speeds on collectors and arterials within this area are posted at 30-35 mph, speeds increase to 55 mph north of Jasmine Lane.

This area is often busy with pedestrians and bicycles due to the Lake Wobegon Trail and **trailhead which include a large parking area, a visitor's center, shelter, and bike share** facilities. The trail crosses College Avenue at a signed location marked with a crosswalk but without a signal. This crossing, which users must take to get to and from the trailhead facilities, has been identified by Stearns County as being non-compliant with ADA standards.

While there are sidewalks south of the trail that lead to downtown and the college area, there are no sidewalks or other active transportation facilities to the north of the Lake Wobegon Trail. The gap in sidewalk connectivity to the north was identified in the 2017 planning study. Existing neighborhoods, particularly east of County Road 2, appear to lack adequate facilities for walking and bicycling.

City ordinance calls for a minimum of six-foot sidewalks built to ADA guidelines and city standards on at least one side of every street. New trails and sidewalks shall be located as **identified in the city's plans or projecting from existing walkways** in surrounding areas.

## College Avenue North/Stearns CSAH 2 Focus Area

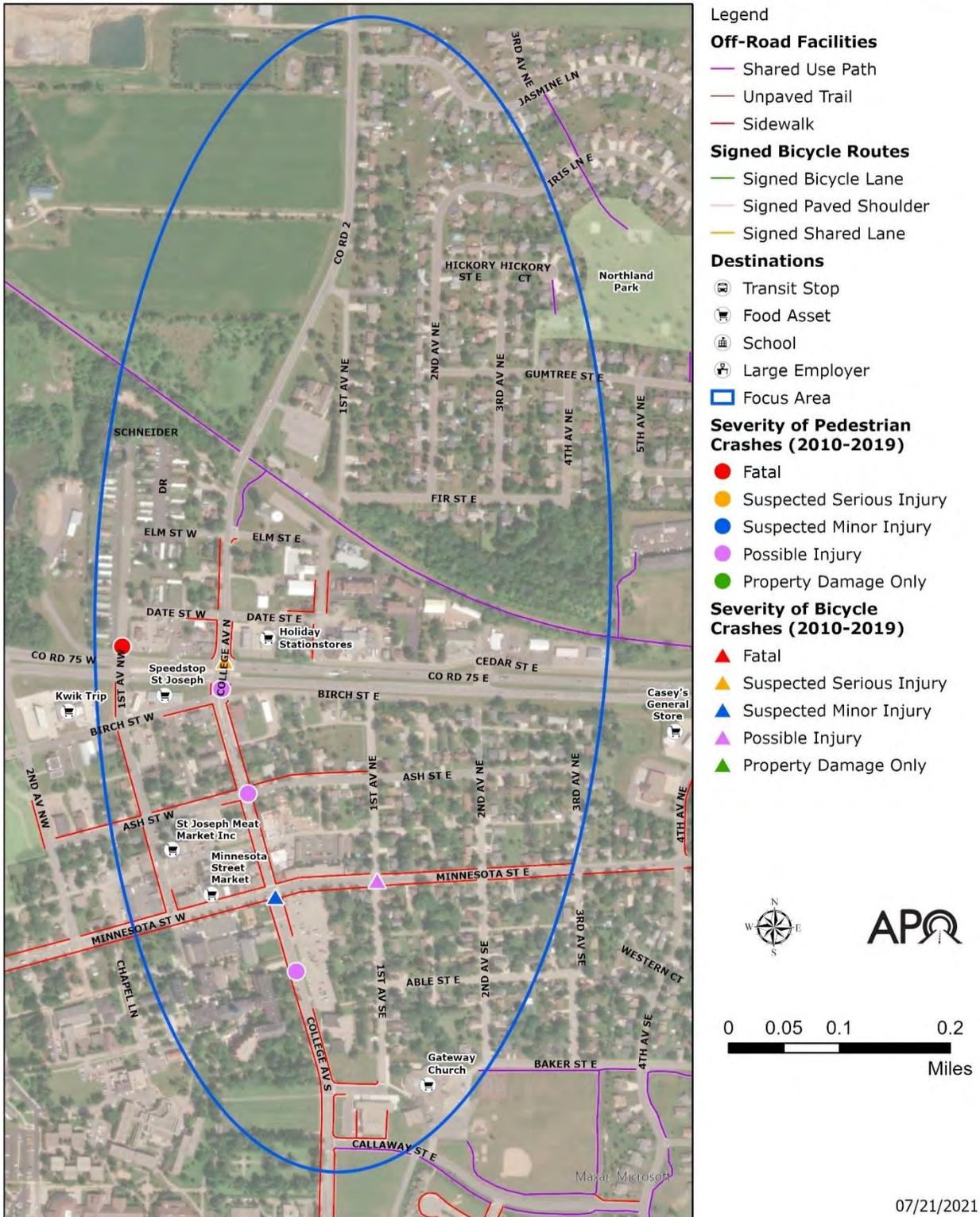


FIGURE C.12 – COLLEGE AVENUE/COUNTY ROAD 2 AREA OF FOCUS

In response to the issues identified in this area, it is suggested that investments be directed to improvements along this corridor as follows.

## RECOMMENDATIONS

- Add additional sidewalk or a shared use path on along College Avenue/County Road 2 north from the Lake Wobegon Trail to Jasmine Lane. Consideration should be given to additional connections from the northside neighborhoods.
- Further study of safety improvement needs at the 1<sup>st</sup> Avenue NW and College Avenue crossings of CSAH 75. The density of development in this area and growing traffic from all modes increases the potential for conflicts. The areas around these intersections should be monitored and studied with safety improvements implemented as needed.
- Improve the Lake Wobegon Trail crossing of County Road 2 with a pedestrian activated signal and otherwise upgrade as needed to meet ADA compliance standards.

### *4<sup>th</sup> Avenue NE/Northland Drive Area*

This area as shown in Figure C.13 extends from Jasmine Lane to Baker Street along 4<sup>th</sup> Avenue NE and Northland Drive. The area includes Northland Park, the CSAH 75 signalized crossing, adjacent neighborhood areas and the connecting street network.

This area of focus was identified due to bicycle and pedestrian safety concerns in crossing the highway, the lack of connecting facilities that would provide access to the Lake Wobegon Trail, a city park, and northside neighborhoods.

## NEEDS AND ISSUES

The Lake Wobegon Trail crosses Northland Drive very near the Cedar Avenue frontage road and the highway. Currently there is a lack of facility connectivity to the trail though it is known from the planning study that large numbers of pedestrians and bicyclists leave the trail and cross the highway at this intersection to reach south side destinations. Aside from the regional trail itself and a brief stub connecting to the Boulder Ridge apartments, there are no sidewalks or other facilities that connect to the trail in this area. On the south side of CSAH 75, the only network connection is a sidewalk along one side of 4<sup>th</sup> Avenue NE.

From the 2017 planning study analyses of locations along CSAH 75 through Saint Joseph for a future grade separated crossing, an underpass within the 4<sup>th</sup> Avenue NE/Northland Drive area was determined to be the most feasible. In recommending the location for the future crossing west of the 4<sup>th</sup> Avenue intersection, the study notes needed interim steps include network connectivity to the north and south and improvements with the existing signalized crossing at 4<sup>th</sup> Avenue.

Among the short-term connectivity and safety recommendations from the 2017 study are new approaches to the east and south of the 4<sup>th</sup> Avenue NE/Northland Drive intersection. The study recommends marked crosswalks and pedestrian activated signals be installed at the intersection, a south spur extension of the Lake Wobegon Trail and adding a sidewalk to the north. The city will be adding sidewalks along the east of Northland Drive to Northland Park. Striping Northland Drive to provide bicycle lanes that would connect to Northland Park was also recommended from the 2017 study.

# 4th Avenue NE/Northland Drive Focus Area

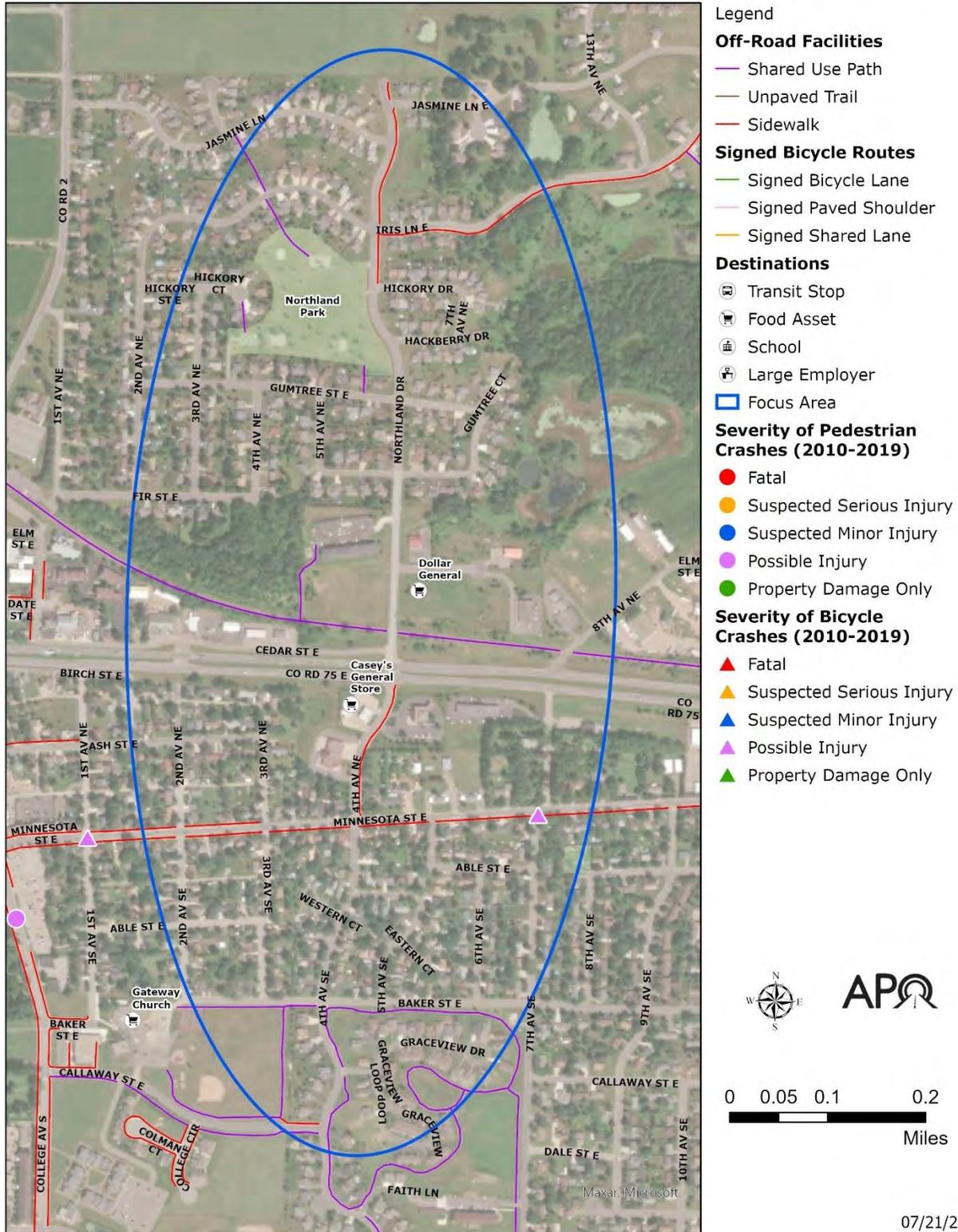


FIGURE C.13 – 4<sup>TH</sup> AVENUE NE/NORTHLAND DRIVE AREA OF FOCUS

RECOMMENDATIONS

- This plan reiterates the findings of the CSAH 75 Pedestrian Crossing Study to make a shared use path connection from the Lake Wobegon Trail to CSAH 75 east of the Northland Drive/4<sup>th</sup> Avenue NE intersection. With this connection, relocate the existing at grade crossing of CSAH 75 with the suggested design for crosswalks and pedestrian activated signals.
- Add bicycle lanes on Northland Drive to connect to Northland Park. The existing pavement appears to be sufficient for two five-foot wide bicycle lanes (one in each direction), two twelve-foot wide driving lanes, and one eight-foot wide parking lane. Painting both the parking lane and the bike lanes on the pavement should also help control any excess speeds on the corridor by visually tightening the drivable area.
- Build a grade separated crossing of CSAH 75 consistent with the recommendations of the CSAH 75 Pedestrian Crossing Study.

*County Road 134 Focus Area*

As shown in Figure C.14, the County Road 134 focus area extends from 16<sup>th</sup> Avenue NE to the east industrial park along Ridgewood Rd/CR 134. Included are businesses and the neighborhood area south of CSAH 75.

This area was chosen due to CSAH 75 and County Road 134 crossing safety concerns and the lack of facility connections to the Lake Wobegon Trail and to destinations that attract pedestrians and bicyclists.

## Stearns County Road 134 Focus Area

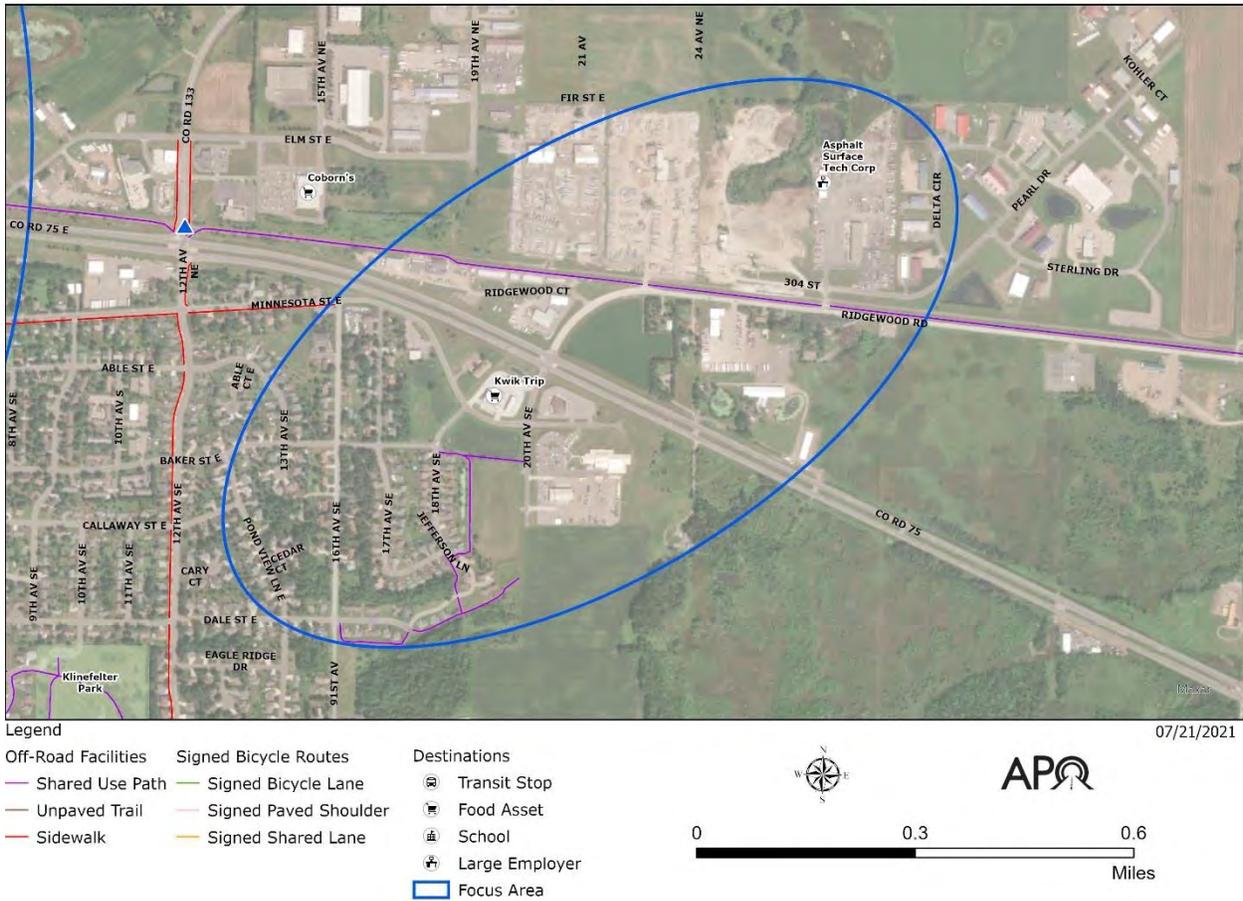


FIGURE C.14 – COUNTY ROAD 134 AREA OF FOCUS

### NEEDS AND ISSUES

A portion of the Lake Wobegon Trail, the east industrial park, food destinations and homes south of CSAH 75 lack connections for bicycles and pedestrians. As shown, the existing sidewalk on Minnesota Street from the west stops at 16<sup>th</sup> Avenue. The city is building a new shared use path along 20<sup>th</sup> Avenue SE connecting south with the shared use path on Dale Street. This is an improvement, though still missing are connecting facilities to Minnesota Street and north and south of CSAH 75.

Projects that would complete facility gaps north and south of the intersection of CSAH 75 and County Road 134 would be consistent with the recommendations from the CSAH 75 Pedestrian Crossing Study. However, due to heavy truck usage on County Road 134, pedestrians and bicycles will be discouraged from crossing CSAH 75 at the County Road 134 intersection until such time as separated off-road facility connections are in place. This was also recommended in the 2017 planning study.

## RECOMMENDATIONS

- Extend the sidewalk or add a shared use path from where the sidewalk ends on Minnesota Street east to 20<sup>th</sup> Avenue, then continue this facility north along County Road 134 to connect with the Lake Wobegon Trail.
- Only after adding the recommended separated facility connections, improve the intersection crossing of County Road 134 and CSAH 75 as recommended in the 2017 planning study.

### Evaluating Needs for the Region

The second phase of the needs analysis is to identify improvements to the regional facility network within the city of Saint Joseph and the nearby planning area. These are projects that address goal 5 objectives for 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 Joseph 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 system within Saint Joseph to provide an interconnected areawide network include shared use paths along County Road 133 north to Saint Cloud and Sartell, along College Avenue (County Road 2/County Road 121) and along Field Street east through the city.

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## **SUMMARY OF SAINT JOSEPH RECOMMENDATIONS**

For consideration in identifying local and regional priorities, the following is a summary of the suggested improvements from the ATP needs assessment to the active transportation network and an estimate of costs.

Figure C.15 is a map with a full list of programmed projects and recommendations.

Project	Description	Est. Cost??
1	Add sidewalk connections north of the Lake Wobegon Trail along County Road 2.	
2	Improve the County Road 2 crossing of the Lake Wobegon Trail.	
3	Add a leading pedestrian interval (LPI) at signalized intersections on CSAH 75, as determined.	
4	Add shared use path spur south from the Lake Wobegon Trail with at-grade safety improvements at the Northland Drive/4 <sup>th</sup> Avenue NE intersection.	
5	<b>Paint in 5' wide bicycle lanes on each side of Northland Drive.</b>	
6	Build a grade separated crossing of CSAH 75.	
7	Add sidewalk or shared use path connections on Minnesota Street and 20 <sup>th</sup> Avenue to the Lake Wobegon Trail.	
8	Safety improvements at the County Road 134 crossing of CSAH 75 with the addition of separated sidewalk or shared use path connections.	
9	Construct for the regional network a shared use path connection that will continue along County Road 133.	
10	Construct a regional shared use path to follow College Avenue (County Road 2/County Road 121).	
11	Construct a shared use path along Field Street extending east through the city to connect the regional network.	

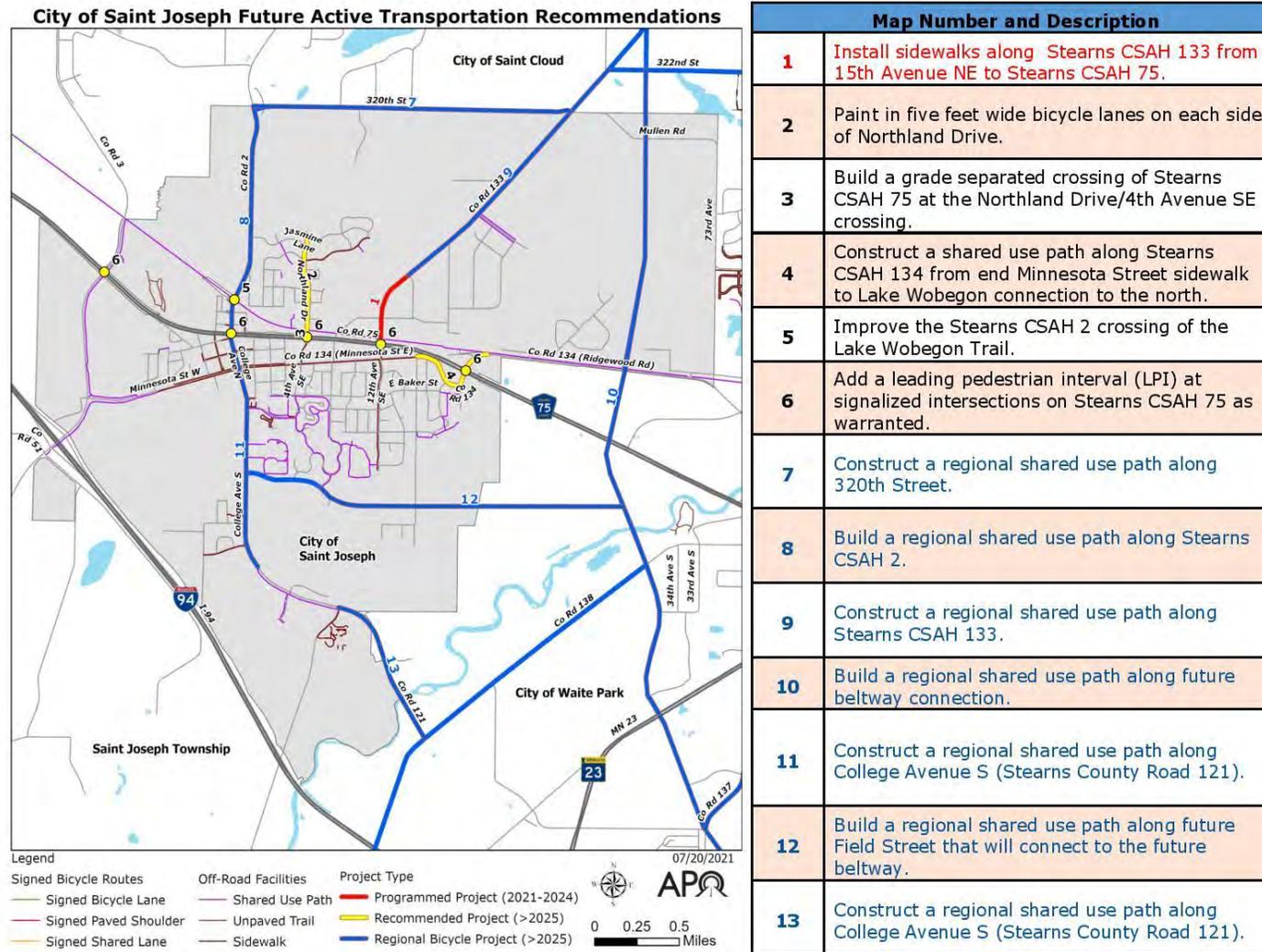


FIGURE C. 15 – PROGRAMMED AND RECOMMENDED PROJECTS



## APPENDIX D: CITY PROFILE – WAITE PARK

The City of Waite Park has grown from its historic roots as a railroad hub to become a primary center for retail and commercial activity within the MPA. Today as the point at which Highways 23 and CSAH 75 come together, the significance of Waite Park to the region continue to grow along with the challenges that come with its position. While focused on **responding to these demands, the “City with a Smile” yet retains its small-town values and strong neighborhood ties.** The city strives to provide community facilities and services in support of a good quality of life to be enjoyed by all.

**According to the U.S. Census Bureau’s 2014-2018 American Community Survey (ACS) Five-Year Estimates,** the City of Waite Park has a population that has grown 13.8% since the year 2000.

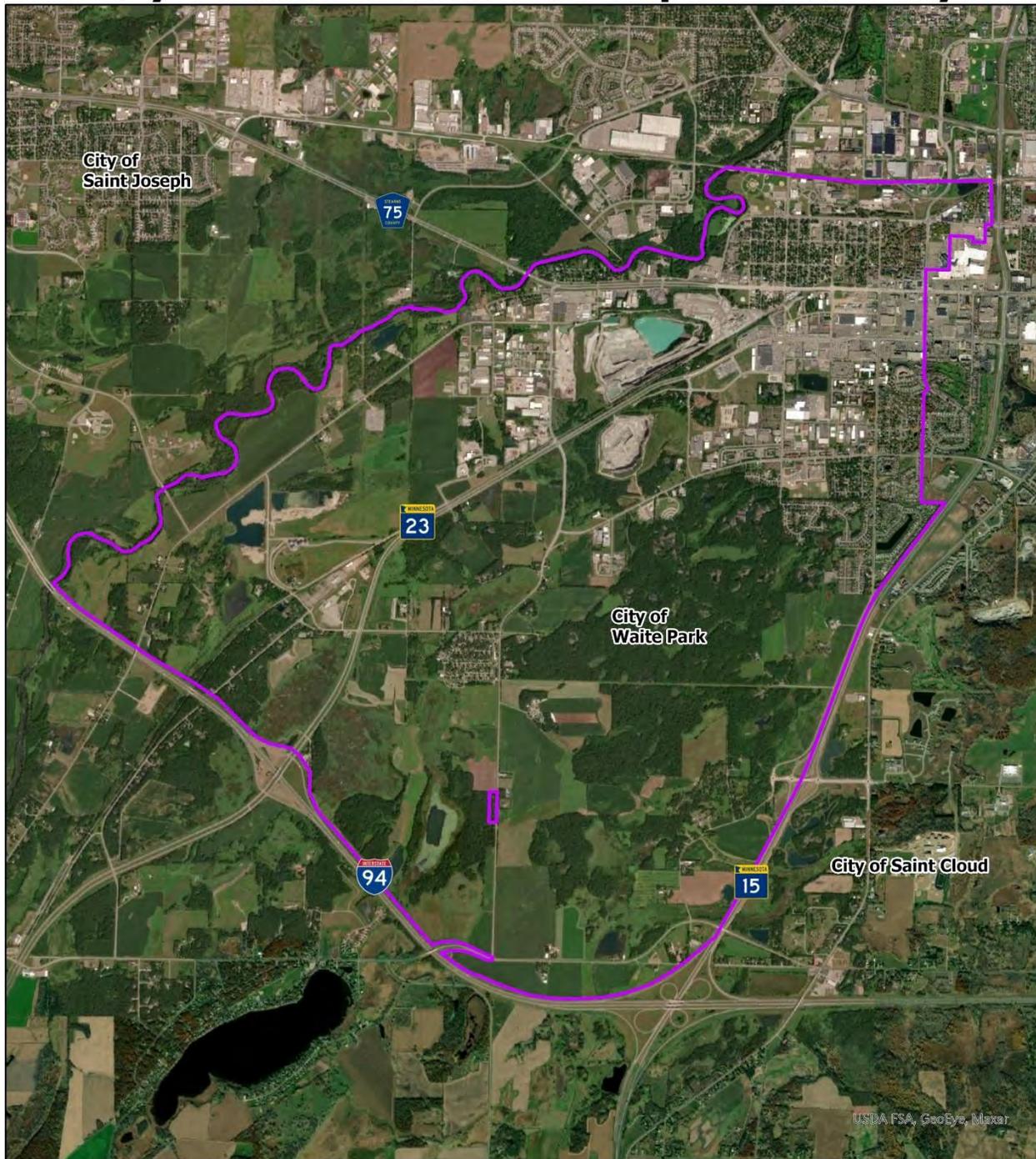
The City of Waite Park is mindful of the need to provide equitable service to all segments of the community in its transportation investments. At a regional level, the APO tracks specific population demographic subsets known as historically underrepresented populations. This includes the following:

- 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).
- Persons 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.

A look at these particular demographics finds that within Waite Park many of these groups **make up a large share of the city’s population, more so than other cities in the MPA. People-of-color comprise about a third of the city’s population. A large proportion of households (over 15%) are low income and about 8% of households are without access to a vehicle. About one in five of the city’s residents are under the age of 18. Many are aged 65 and over and a large percentage have a disability.**

See Figure D.2 below for other details.

# City of Waite Park Municipal Boundary



Legend

City of Waite Park Municipal Boundary



03/10/2021

FIGURE D.1 – CITY OF WAITE PARK.

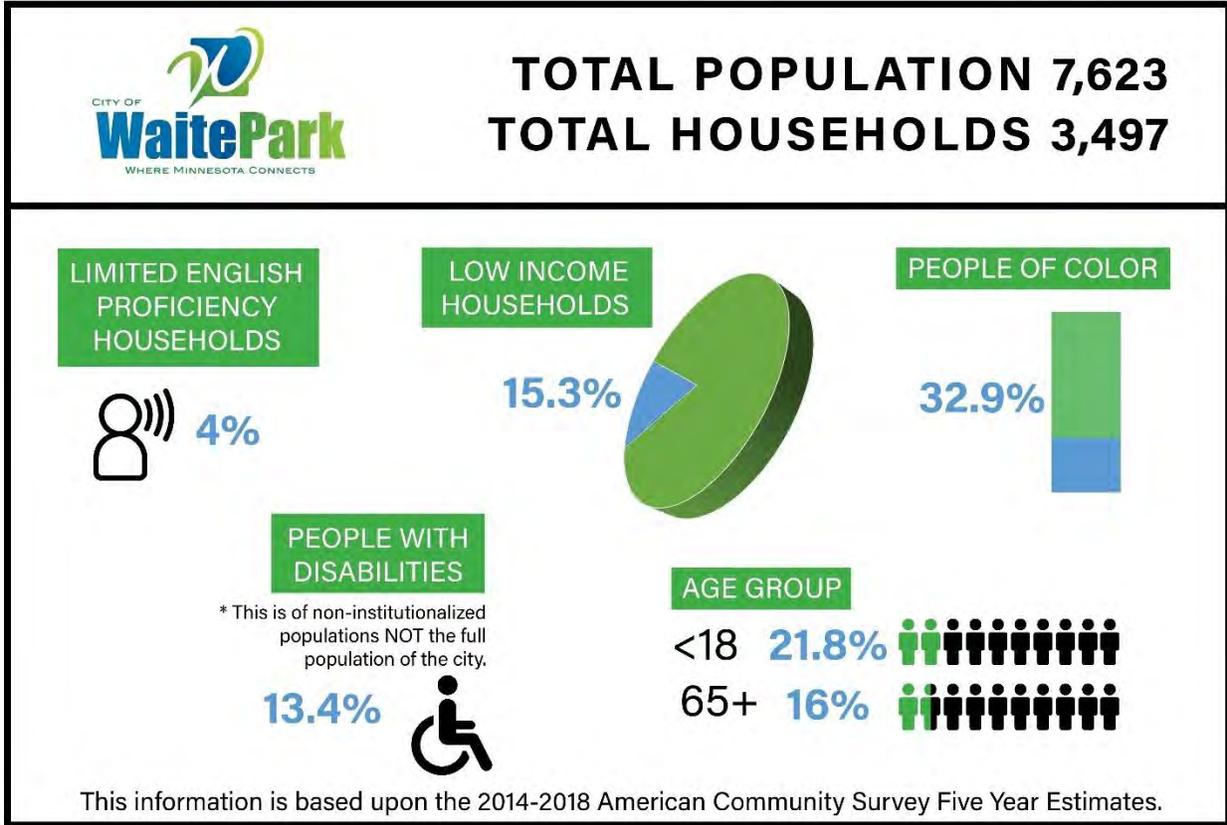


FIGURE D.2 – DEMOGRAPHIC PROFILE OF WAITE PARK

## EXISTING LAND USES

How cities use the land within their boundaries (i.e., residential, commercial, industrial, etc.) impacts the transportation network and the modes of travel available or desirable to users. The linkage between existing land use and transportation often has an impact on communities and can play a role in developing a transportation system that is mode-friendly to both motorized and non-motorized users.

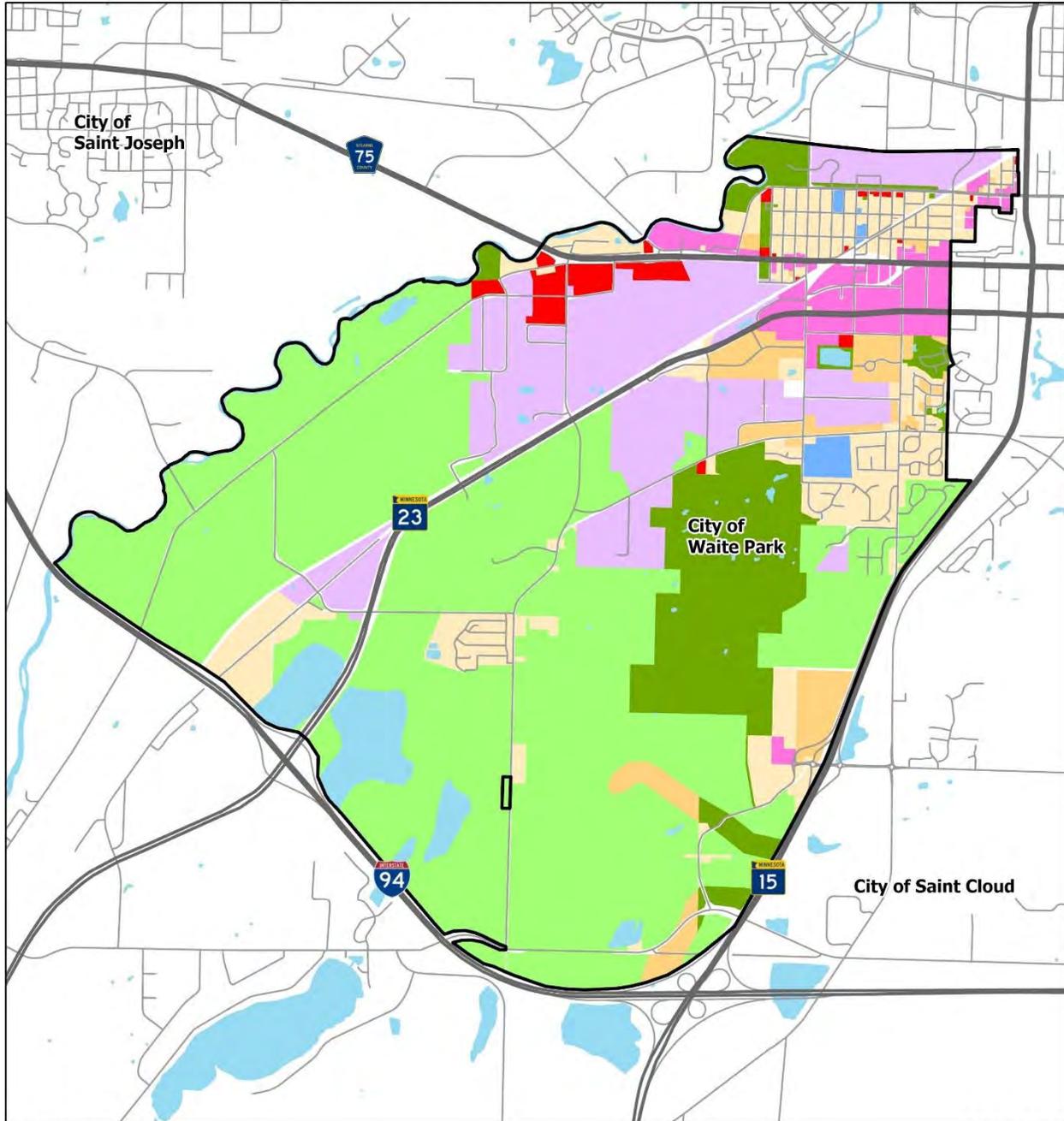
Based on the land use inventory that was developed with the City's 2005 Comprehensive Plan, updated to account for newly annexed areas, the city identified existing and proposed land uses as shown in Figure D.3.

Characteristic of Waite Park is a high concentration of commercial and light industrial uses along MN 23 and CSAH 75. Much of the remaining developed areas of the city are a mix of single-family (shown as suburban residential) and multiple family residential uses. The city's larger recreational parks, the Stearns County Quarry Park, and the school locations are identified.

Areas shown on the land use map as agricultural are mostly undeveloped. The 2016 Land Use Study prepared by the SCSU School of Public Affairs Research Institute suggested that

newly annexed areas west to the Watab River and south to I-94 provide opportunities for future commercial and recreational development.

## City of Waite Park Land Use



Legend

03/12/2021

Current Land Use

- |   |  |
|---|--|
| <span style="color: green;">■</span> Agricultural                 | <span style="color: purple;">■</span> Light Industrial             |
| <span style="color: orange;">■</span> Suburban Residential        | <span style="color: blue;">■</span> School                         |
| <span style="color: yellow;">■</span> Multiple Family Residential | <span style="color: darkgreen;">■</span> Recreational              |
| <span style="color: pink;">■</span> Commercial                    | <span style="border: 1px solid black;">□</span> City of Waite Park |
| <span style="color: red;">■</span> General Business               | <span style="border: 1px solid black;">□</span> Municipal Boundary |



FIGURE D.3 – WAITE PARK LAND USES

An understanding of the city’s land use types and how areas are intended to develop in the future is helpful in reviewing how these uses are served by the transportation system. Residents and visitors will only reach these destinations through the transportation network that is available to them.

---

## TYPES OF ACTIVE TRANSPORTATION INFRASTRUCTURE

Waite Park 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.

Taken together, 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

Within Waite Park there is one on-road facility to serve bicyclists, a signed bicycle lane of 1.8 miles on 2<sup>nd</sup> Avenue South. All the remaining facilities for bicyclists are off-road shared use paths.

### OFF-ROAD FACILITIES

#### Shared Use Paths and Trails

There are 19.5 centerline miles of shared use paths within the city (See Figure D.4). This includes the Lake Wobegon Trail, a regionally significant facility with connections to Saint Joseph, Saint Cloud and cities west beyond the MPA. The Lake Wobegon Trail, which was completed from Saint Joseph to Waite Park in 2018 extends through the Rivers Edge Park to connect with the Healthy Living Trail. The Lake Wobegon Trail together with the Healthy Living Trail comprises 1.5 miles of the city’s shared use paths.

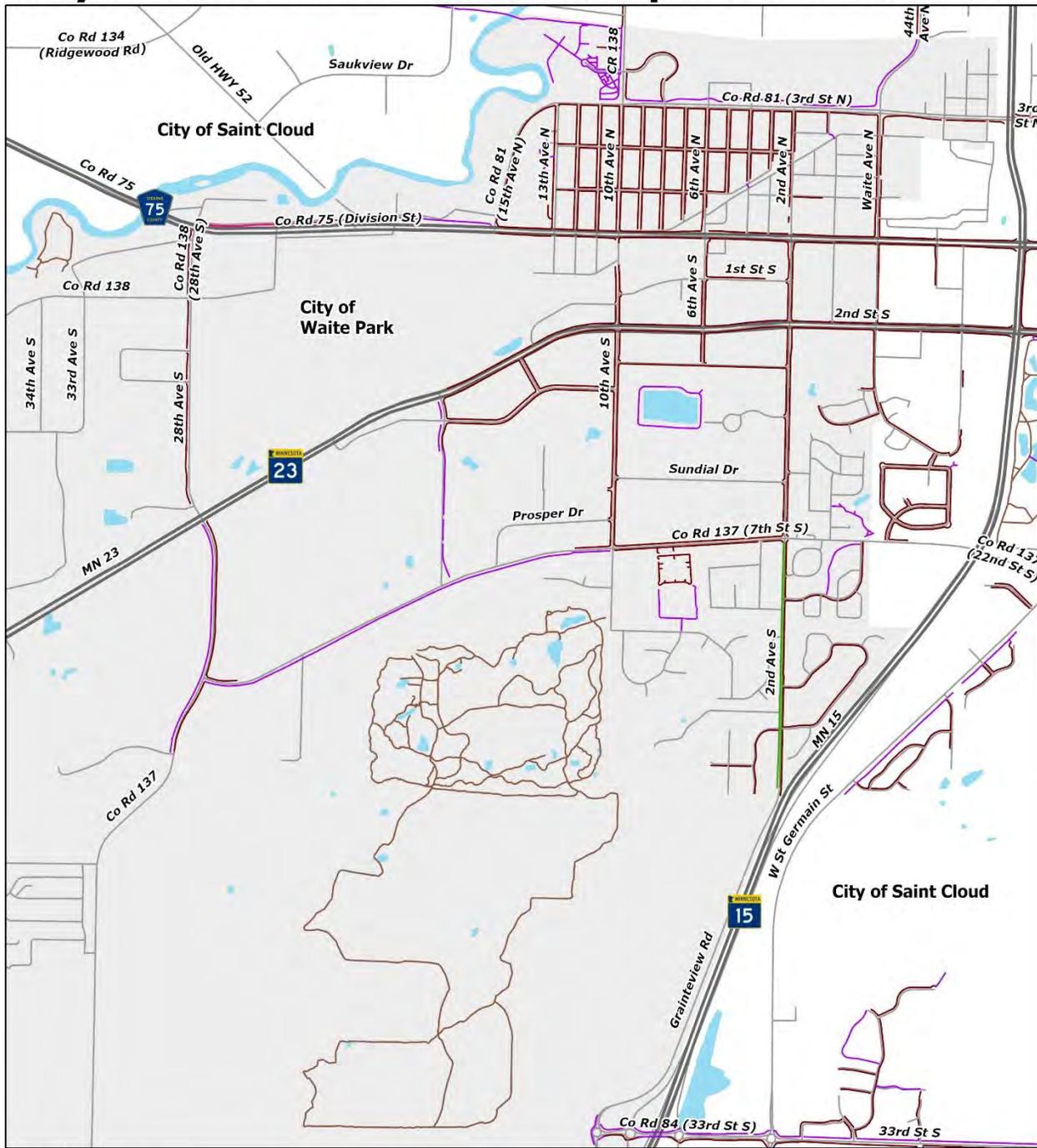
Many southside areas of the city are served with shared use paths, particularly those along 7<sup>th</sup> Street South and 28<sup>th</sup> Avenue. Nearby paths provide many neighborhoods with access to the city’s parks, recreational areas, and schools.

There are 0.7 miles of unpaved trails, mostly walking paths within Millstream Park.

#### Sidewalks

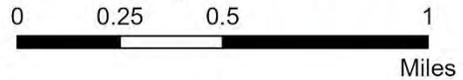
A large network of sidewalks, approximately 29.2 miles, are located throughout much of the developed core of Waite Park. A sidewalk grid between CSAH 75 and 3<sup>rd</sup> Street serves older neighborhood areas and the McKinley School. Much of the remaining city sidewalks are along southside collector routes.

# City of Waite Park Active Transportation Facilities



Legend

- |                       |                     |                             |
|-----------------------|---------------------|-----------------------------|
| Signed Bicycle Routes | Off-Road Facilities | City of Waite Park Boundary |
| Signed Bicycle Lane   | Shared Use Path     |                             |
| Signed Paved Shoulder | Unpaved Trail       |                             |
| Signed Shared Lane    | Sidewalk            |                             |



03/11/2021

FIGURE D.4 – OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN WAITE PARK BY TYPE AND LOCATION.

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## TRANSIT SERVICES AND INFRASTRUCTURE

The areawide transit network operated by Saint Cloud Metro Bus provides Fixed Route (FR) and Dial-a-Ride (DAR) systems available to much of Waite Park.

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

### FIXED ROUTE SERVICE

Metro Bus provides fixed route transit service to the City of Waite Park seven days a week through routes 1, 2, 3 and 5. Crossroads Center in Saint Cloud is a primary transfer site to and from these and other Metro Bus routes.

Routes 1 and 2 provide service to roughly the same area of north Waite Park, however they operate from different directions. These are primarily east/west routes and include stops at **McKinley School and River's Edge Park**.

Route 3 is a loop that circulates through much of the developed area of Waite Park. Route 3 connects **southside neighborhoods to Waite Park's commercial district** with stops at TriCap and at the entrance to Quarry Park.

All fixed route transit stops on each of the Metro Bus routes are signed. Many of these stops, particularly on the east side of Waite Park, include benches and shelters.

Figure D.5 shows how the Metro Bus routes are laid out and connect. Figure D.6 shows the location of transit stops and how close they are to active transportation infrastructure. Note that while transit stops in Waite Park typically include sidewalk access, there are relatively few bicycle facilities to continue trips from the bus stop to homes and destinations.

# City of Waite Park Transit Routes and Stops



Legend

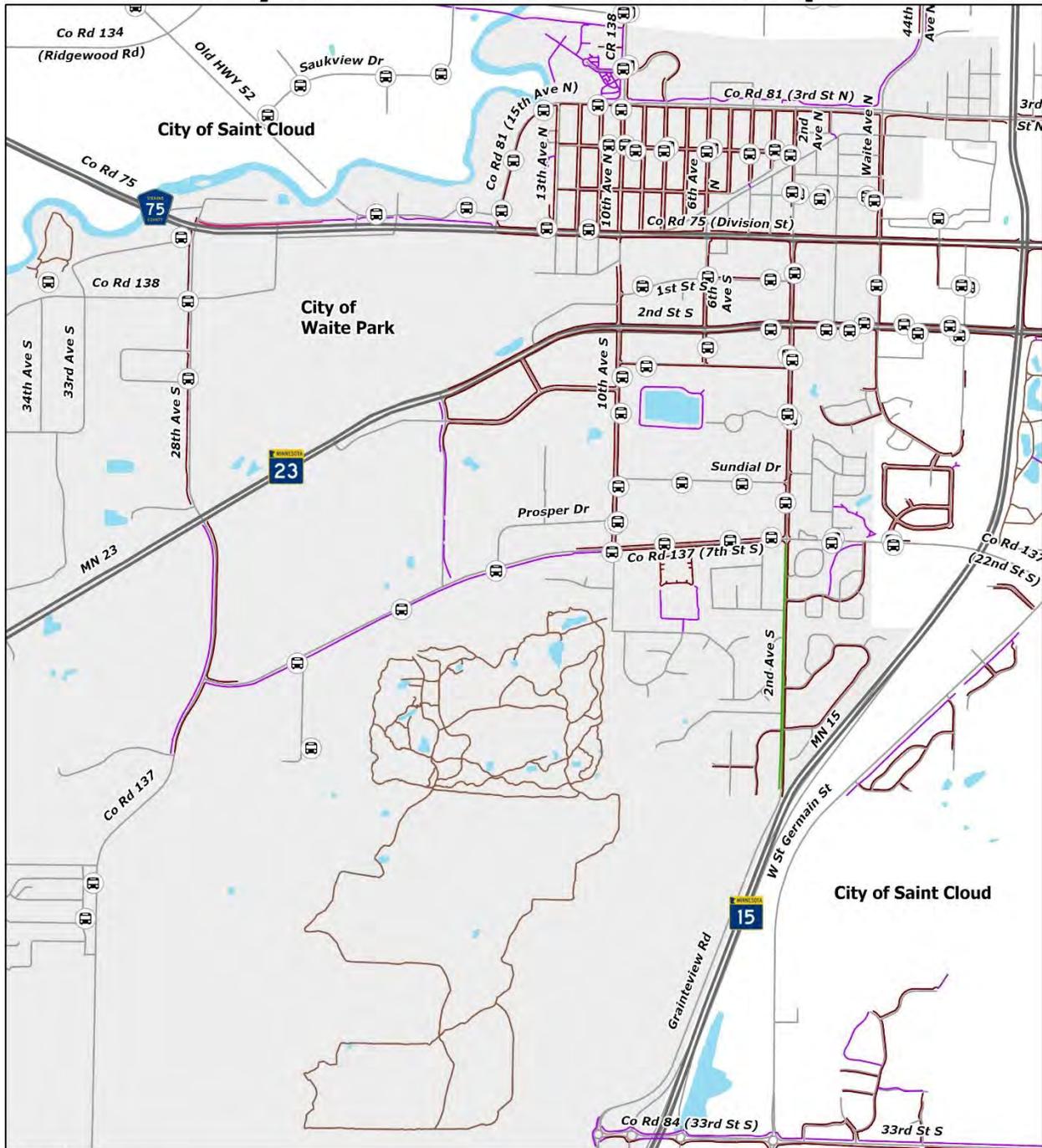
- Route 1
- Route 2
- Route 3
- Route 5
- Transit Stops
- City of Waite Park Boundary



03/11/2021

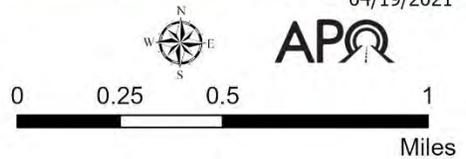
FIGURE D.5. METRO BUS FIXED ROUTE SERVICE

# City of Waite Park Transit Stops



Legend

- |                       |                     |                             |
|-----------------------|---------------------|-----------------------------|
| Signed Bicycle Routes | Off-Road Facilities | City of Waite Park Boundary |
| Signed Bicycle Lane   | Shared Use Path     | Unpaved Trail               |
| Signed Paved Shoulder | Sidewalk            |                             |
| Signed Shared Lane    |                     |                             |



04/19/2021

FIGURE D.6. TRANSIT STOPS IN RELATION TO THE ACTIVE TRANSPORTATION SYSTEM

## OTHER TRANSIT SERVICES

Metro Bus also offers additional transit service for Waite Park residents. Dial-a-Ride (DAR) is an operator-assisted paratransit service provided for those who are unable to use fixed routes.

Tri-Cap is another public transit service that provides dial-a-ride service from curb to curb to other parts of the MPA for qualified users with call ahead reservations.

---

## CONDITION OF ACTIVE TRANSPORTATION INFRASTRUCTURE

If the condition of existing infrastructure is poor or ill-equipped for the end user, it may be inconvenient or underutilized. For those who are using them, infrastructure that is rough or in disrepair could be unsafe and result in accidents and injuries. Keeping the system in good condition assures safe use by all users.

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

### OFF-ROAD FACILITIES

#### Condition of Off-road Shared Use Paths

The Parks & Trails Council of Minnesota completed a pavement condition assessment of almost all shared uses paths within the APO in 2020. Using a specially equipped electronic bicycle, a Parks & Trail Council staff member rode the shared-use paths throughout the metropolitan planning area – traveling in both directions – while instruments aboard the bicycle recorded the “bumpiness” of the pavement.

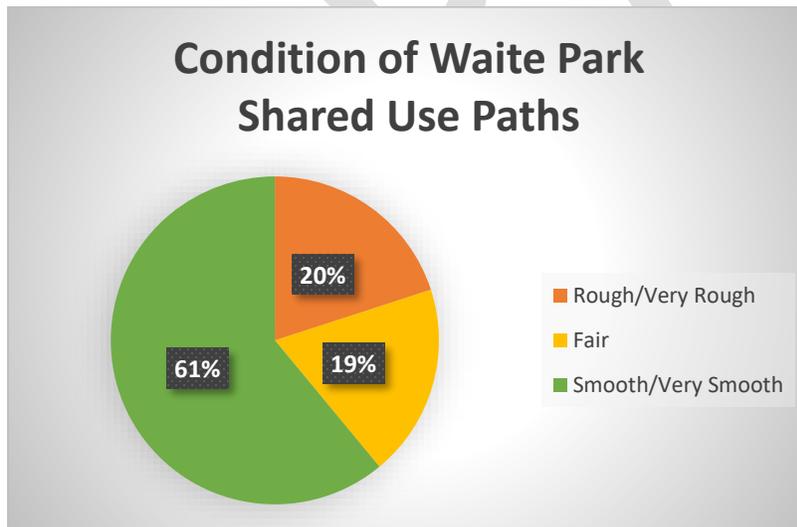


FIGURE D. 7. CONDITION OF SHARED USE PATHS IN WAI TE PARK BY PERCENTAGE

Approximately 20% of all shared use paths in Waite Park were rated as being in “rough” or “very rough” condition. This includes the paths around Discovery School, those near several of the city’s parks and those within some neighborhood areas. About 19% of the pavement

on the city’s shared use paths were rated as “fair.” Locations and their condition ratings are shown in Figure D.8.

## **ON-ROAD FACILITIES**

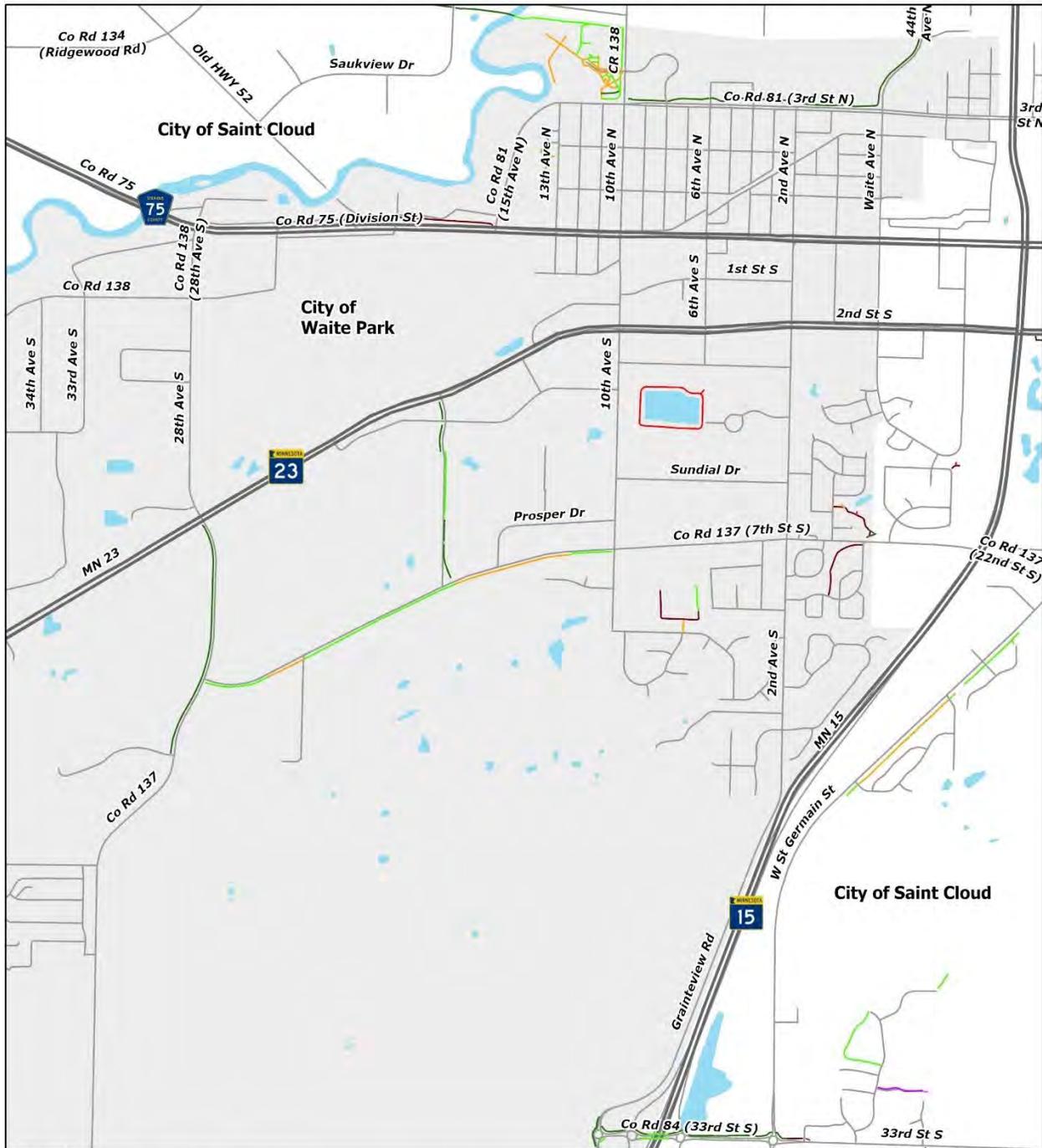
### **Pavement Condition and Striping**

In 2019 GoodPointe Technology collected pavement and striping condition data for 2<sup>nd</sup> Avenue South, the one existing on-road bicycle route in Waite Park. Pavement and striping conditions along roadway segments were scored using a visual inspection methodology.

The pavement within the bike lanes of 2<sup>nd</sup> Street South was identified as being in “good” condition, though the striping condition on 2<sup>nd</sup> Street South was found to be in “fair” or “poor” condition. Details are found in Figures D.9 and D.10.

DRAFT

# City of Waite Park Shared Use Path Pavement Condition



**Legend**

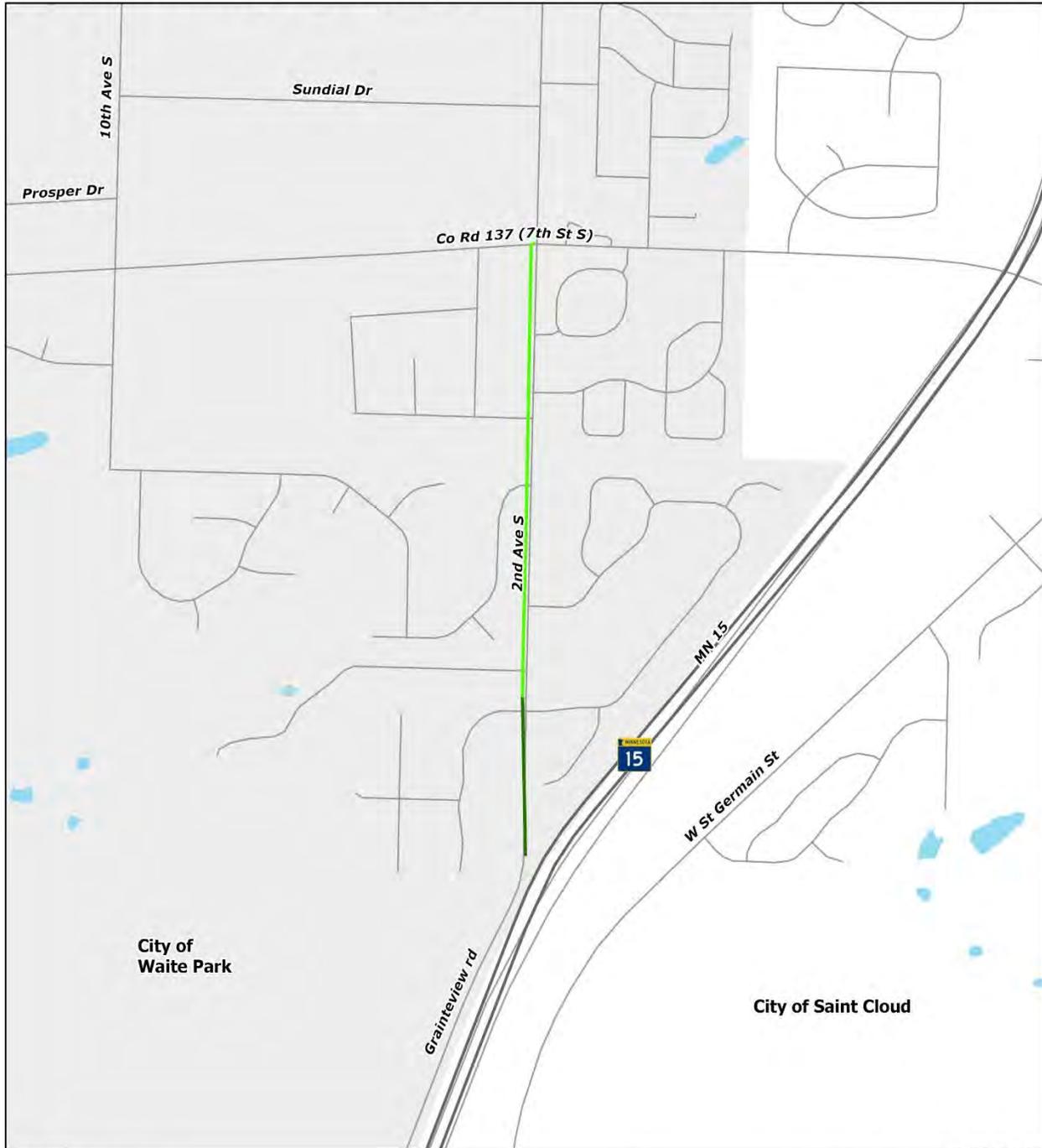
— Very Smooth	— Rough	City of Waite Park Boundary
— Smooth	— Very Rough	
— Fair	— Not rated	

0 0.25 0.5 1 Miles

03/11/2021

FIGURE D.8 – SHARED USE PATH PAVEMENT CONDITION BY LOCATION (2019)

# City of Waite Park Bicycle Route Pavement Condition

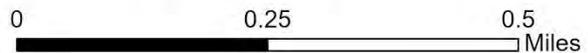


Legend

Signed Bicycle Route  
 Pavement Condition

- Very Good
- Good
- Fair
- Poor

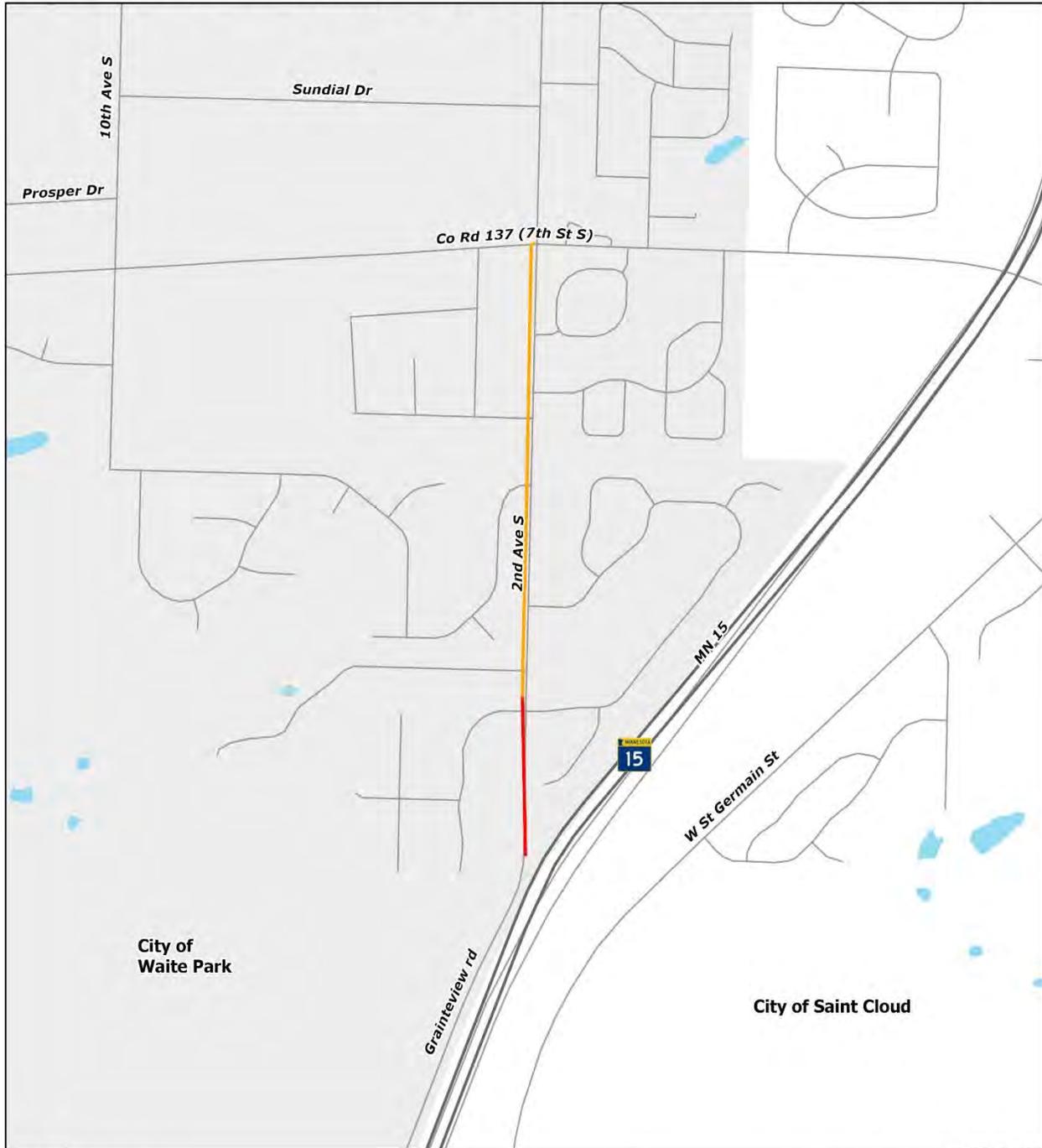
City of Waite Park  
 Boundary



03/11/2021

FIGURE D. 9 – CONDITION OF BICYCLE LANE PAVEMENTS (2019)

# City of Waite Park Bicycle Route Striping Condition

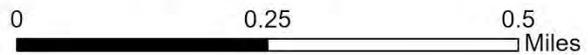


Legend

Signed Bicycle Route  
 Striping Condition

- Good
- Fair
- Poor
- None

City of Waite Park  
 Boundary



03/11/2021

FIGURE D. 10 – STRIPING CONDITION OF SIGNED BICYCLE ROUTES

## **WAITE PARK PLANS FOR ACTIVE TRANSPORTATION**

The 2005 Comprehensive Plan and the 2007 Transportation Plan for the City of Waite Park provide the current planning framework for transportation. Each of these plans stresses the importance of a usable and growing transportation network for the city that will include trails and sidewalks.

Both plans emphasize the importance of sustaining a transportation system that appropriately balances both access and mobility needs. In Waite Park, Division and 2<sup>nd</sup> Street South are heavily travelled commuting routes serving essential area mobility needs while also providing access to Waite Park businesses and area residents. Ensuring pedestrian safety at busy intersection crossings from high volumes of vehicular traffic along these corridors is identified as a primary concern.

### **2005 COMPREHENSIVE PLAN**

The 2005 Comprehensive Plan represents the community's goals and strategies for land use and orderly development. **Implementation of the city's goals is a joint responsibility of members of the public, the City Council, its staff and advisory boards, and prospective developers.** The Comprehensive Plan states that the APO, Stearns County, and MnDOT also have a role in the development and redevelopment of Waite Park.

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

While the Comprehensive Plan recognizes that Division Street (CSAH 75) serves a vital mobility need, steps are needed to minimize its impact as a fragmenting barrier within the community. Traffic congestion levels on Division, 10<sup>th</sup> Avenue, 2<sup>nd</sup> Street and elsewhere within Waite Park are identified as pedestrian crossing safety issues.

Among the many goals for transportation from the Comprehensive Plan is to develop nonmotorized alternatives to vehicle usage that diminish congestion.

The plan states parks, trails, and other public facilities will be improved to favorably impact the quality of life for all residents. The development of trails and pathways will overcome highway barriers and connect neighborhoods, parks, commercial areas and residential areas throughout the city. Facilities used by bicycles and pedestrians are to be integrated into a system network that is usable and attractive.

**Among the 2005 plan's recommendations are greater system connectivity and a future grade separated pedestrian crossing of CSAH 75.** Given limited financial resources and other areas of need, a separated crossing is not at present considered a high priority by the city.

### **2007 TRANSPORTATION PLAN**

**Waite Park's 2007 Transportation Plan was prepared in response to the city's desire to further identify future transportation alternatives to best serve Waite Park and other area needs.** The significance of MN 23 and CSAH 75 as high mobility corridors with growing impacts is noted, though the focus is on a plan for developing the future roadway network, not on a plan to better serve active transportation needs. This plan was not intended nor does it present precise solutions that may alleviate traffic congestion or improve safety on existing arterials and collectors.

## 2007 STEARNS COUNTY RAILS WITH TRAILS FEASIBILITY STUDY

This study prepared for the Stearns County Parks Department in 2007 examined the feasibility of alignments through Waite Park and other communities that would complete shared use path connections for the Lake Wobegon Trail and the ROCORI Trail. This study recommended the 2018 connection of the Lake Wobegon Trail from Saint Joseph to Waite Park. The study examined alternatives for connecting the ROCORI Trail through the City of Waite Park, recommending an alignment that would follow County Road 138, 28<sup>th</sup> Avenue, and a **crossing of CSAH 75 to connect with the Lake Wobegon Trail at the River's Edge Park**. While the findings of the 2007 study are relevant, further analysis may be needed to determine if this alignment and crossing location remains the best alternative for a regional connection.

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## CITY ORDINANCES

Along with various citywide planning efforts, [Waite Park City Code](https://bit.ly/3d9FWYH) (https://bit.ly/3d9FWYH) has established several ordinances pertaining to the active transportation system and its users.

City Ordinance 58 outlines provisions for active transportation with new street construction or reconstruction. With the construction of streets, the subdivision code calls for a minimum of six-foot sidewalks designed to city standards. The City Council takes its recommendations for platting and improvements to the transportation network from the Planning Commission (City Code 58.6). Typically, the city has asked for sidewalks or shared use paths on at least one side of collector and arterial routes in developing areas.

The occupants or owners of any building or lot have responsibility for maintaining abutting sidewalks. Sidewalks shall be kept clear of snow and ice, to be removed daily by 12 noon. Failure to comply with snow and ice removal is considered a misdemeanor. (City Code 31).

**The city's ordinance requires pedestrians to cross streets at signalized intersections where they are available.** Vehicles are to yield to pedestrians at crosswalks, otherwise pedestrians shall yield the right-of-way to vehicles. (City Code 60.10).

By Minnesota law (Sec 169.222), bicyclists have the same rights and responsibilities as the drivers of motor vehicles, and therefore have the right to use any public roadway, but must also obey all traffic laws.

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## SYSTEM USAGE

An understanding of bicycling and walking behavior complements information on the available active transportation network within the City of Waite Park. It is important to know how many people are using the system, where they need and/or desire to go, and how well current facilities are addressing those 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. This includes several locations in the city of Waite Park.

The MnDOT counter actually uses two different type of counters simultaneously. The Pneumatic TUBE counter uses two sets of tubes that are placed perpendicular to traffic. When a cyclist passes over the tubes, this counter can not only record that cyclist, but also determine which direction that person was heading. Meanwhile, the PYRO-Box utilizes infrared technology to measure the body heat of people who pass in front of its sensor. This counter, much like the TUBE counter, can identify travel directions. When used in conjunction with the TUBE counter, APO staff can calculate pedestrian traffic from the PYRO-Box by subtracting out the bicyclists from the total count.

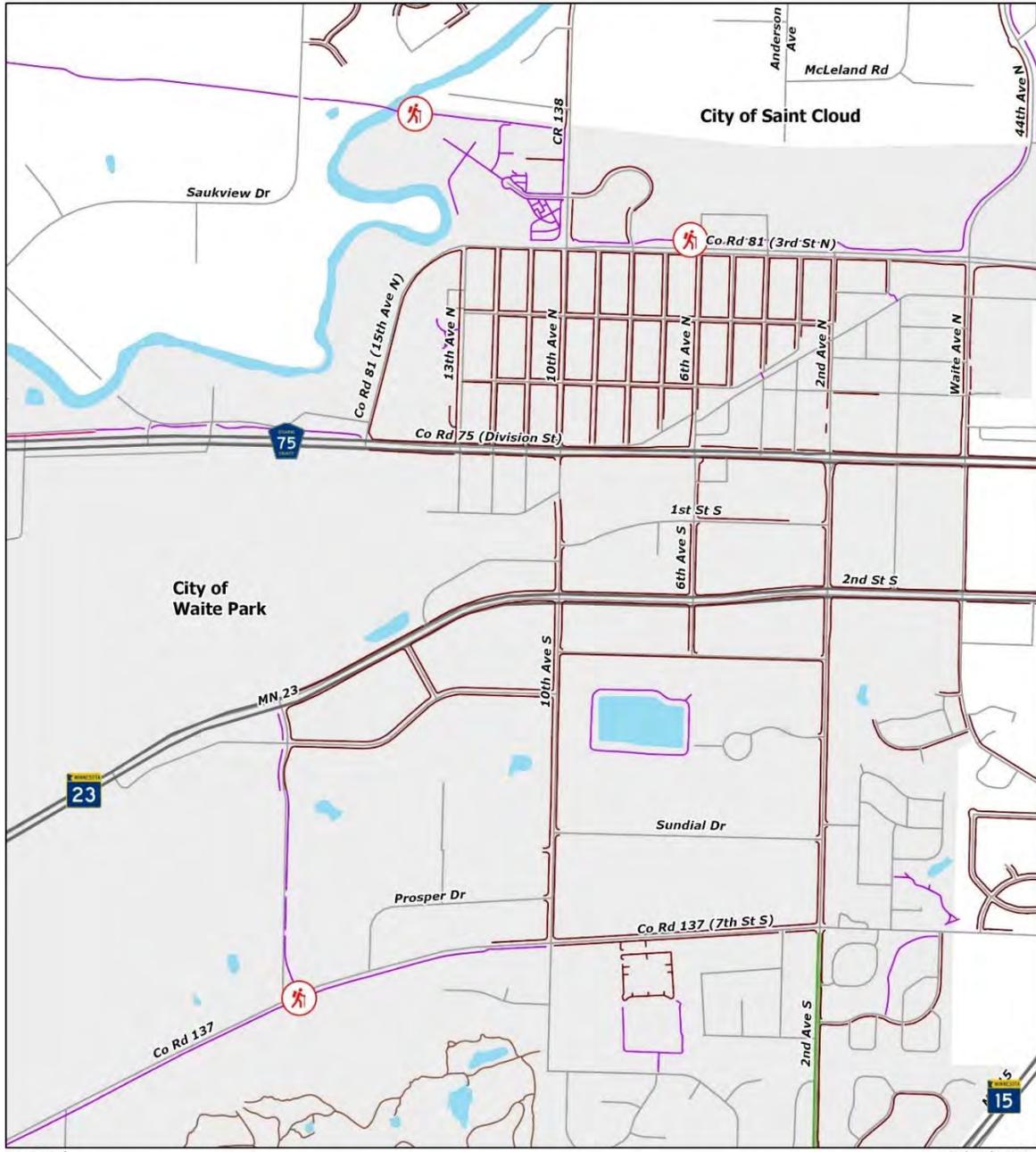
With these portable counters, APO staff monitors usage of shared use paths for seven-day intervals at specified locations including three counting locations within the city of Waite Park:

1. **The Lake Wobegon Trailhead at the Sauk River in the River's Edge Park**
2. Healthy Living Trail north of 3<sup>rd</sup> Street near 6<sup>th</sup> Avenue North
3. County Road 137 at 28<sup>th</sup> Avenue South

All three of these locations are ideally counted each summer.

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### City of Waite Park Active Transportation Count Locations



Legend

Signed Bicycle Routes	Off-Road Facilities	Count Locations
Signed Bicycle Lane	Shared Use Path	
Signed Paved Shoulder	Unpaved Trail	City of Waite Park Boundary
Signed Shared Lane	Sidewalk	

03/11/2021

FIGURE D. 11 – LOCATION WHERE THE APO REGULARLY DEPLOYS AUTOMATIC BICYCLE/PEDESTRIAN COUNTERS

Location	Dates Counted (2019)	Weekday Average Bike	Weekday Average Pedestrian	Weekend Average Bike	Weekend Average Pedestrian
Lake Wobegon Trail Head	05/13 – 05/19	2	149	2	14
Healthy Living Trail	05/20 – 05/26	5	41	3	87
County Road 137	06/17 – 06/23	2	57	1	33

FIGURE D.12 – 2019 BICYCLE AND PEDESTRIAN COUNTS FROM THE THREE WAITE PARK LOCATIONS.

The APO’s counts indicate that shared use paths receive much usage, particularly from pedestrians. The counter on the Lake Wobegon Trail records the highest number of users, averaging over 110 pedestrians per day in the summer months. The counts at other locations during comparable weekday and weekend periods indicate the variation in usage. The low numbers recorded for bicycle usage may be deceptive. Automatic counters more accurately identify pedestrian usage than bicycles.

The APO’s counts indicate that the Healthy Living Trail receives significant usage, particularly on the weekends. Figure D.13 provides a comparison of summer pedestrian usage in 2019 and 2020. During weekdays, the average count of pedestrians was 41 in 2019, with a much higher average of 119 in 2020.

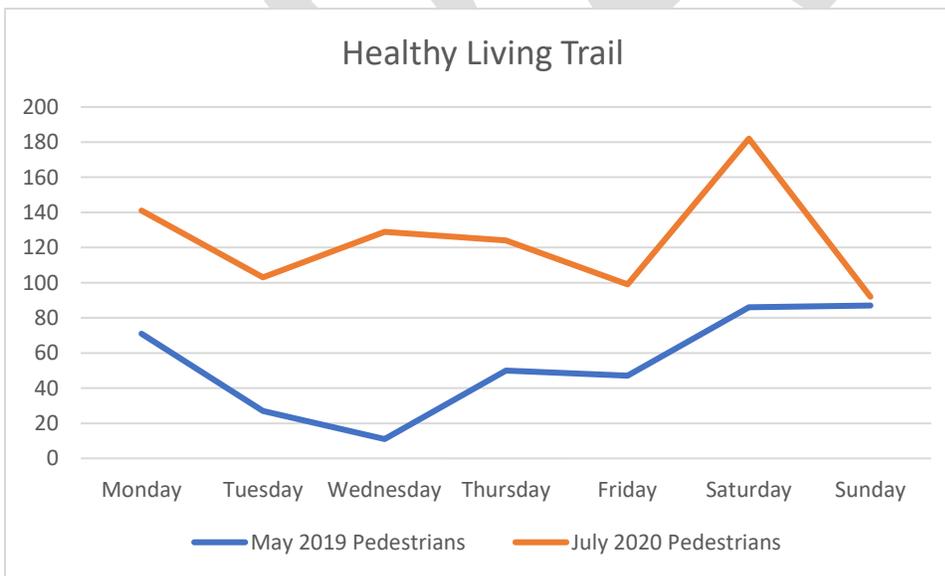


FIGURE D.13 – 2019 AND 2020 PEDESTRIAN COUNTS AT THE HEALTHY LIVING TRAIL LOCATION

Figure D.14 shows the most recent one-week winter seasonal counts on the Lake Wobegon Trail for both pedestrians and bicycles. As the graph shows, the number of people using this facility in the winter can be correlated to outside temperatures.

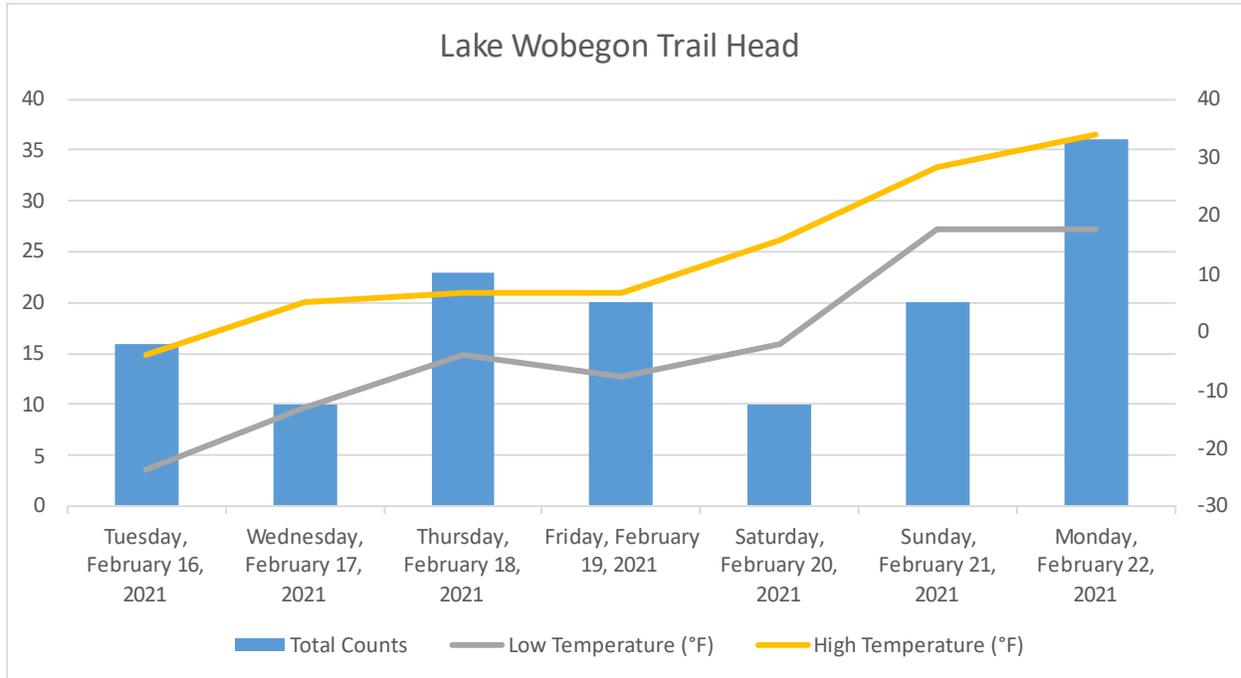


FIGURE D.14 – 2021 WINTER COUNTS AT THE LAKE WOBEGON TRAIL IN COMPARISON TO DAILY HIGH AND LOW TEMPERATURES

## DESTINATIONS

Common destinations for active transportation users include schools, food assets, employers, and parks.

For the purposes of this plan, APO staff are primarily looking at public schools. Food assets are defined as grocery stores/supermarkets, specialty food stores, meat markets, convenience stores, and non-profit community food services. Employers listed are those that have 100 or more full- and/or part-time employees.

Figure D.10 shows the many locations of these destinations within the City of Waite Park. **The city's schools, food assets, and large employers are referenced by type in a color-coded list with the map.**

## City of Waite Park Active Transportation Destinations

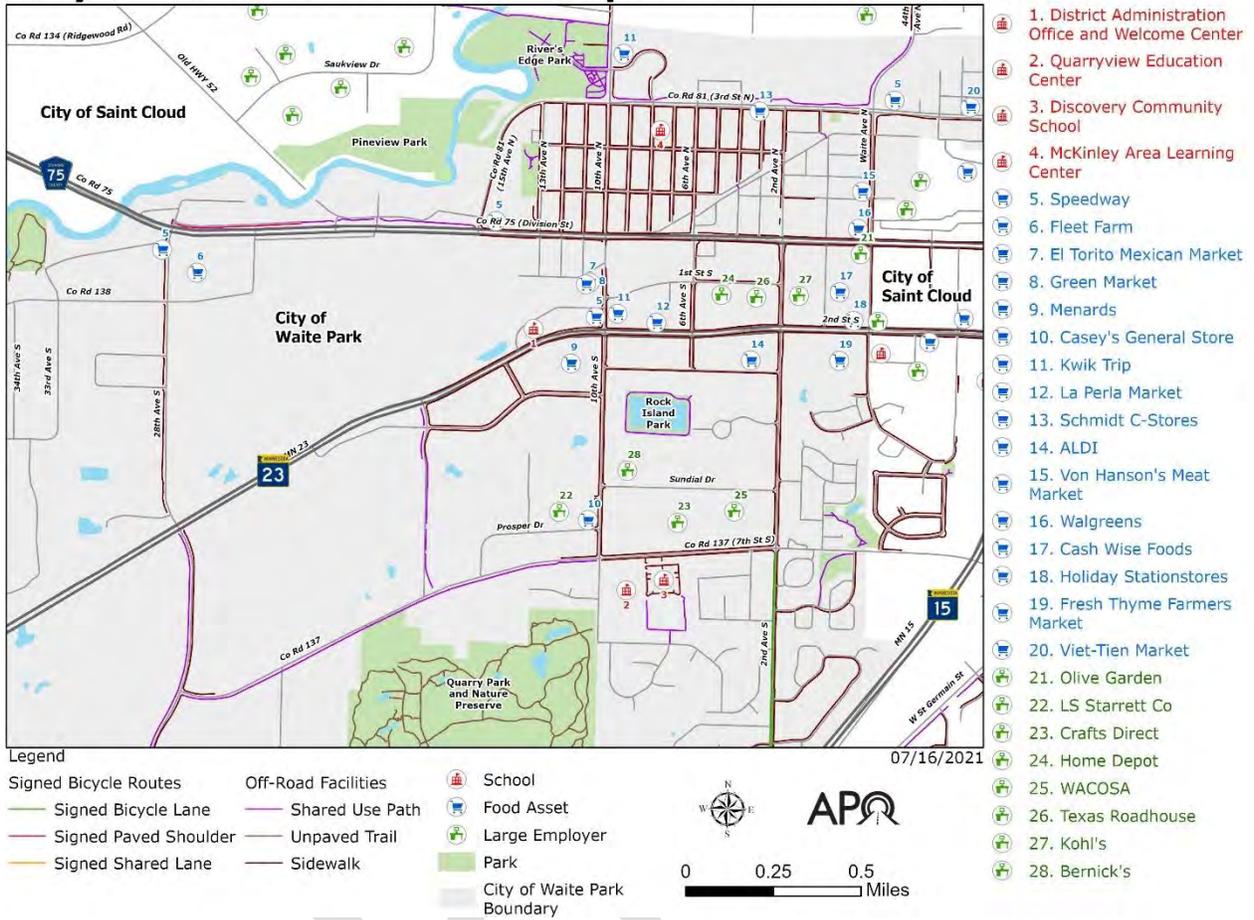


FIGURE D. 15 – DESTINATIONS FOR ACTIVE TRANSPORTATION USERS

### Schools

Included among Waite Park’s largest employers, the St. Cloud Area School District 742 operates three public school facilities. The Discovery School and Quarryview Education Center are on the same site. Also within the Waite Park city limits is the main district office.

Name	Address	Grades Served	Approximate Number of Students Served
Discovery School	700 Seventh St. S	PK-5	524
Quarryview Education Center	800 Seventh St. S	Early Childhood/ Community Education	2,900
McKinley Alternative Learning Center	216 Eighth Ave N	9-12	1,250

FIGURE D. 16 – PUBLIC SCHOOLS LOCATED WITHIN THE CITY OF WAI TE PARK.

According to city staff, residents of Waite Park have cited safety concerns with street crossings and traffic speeds in the 7<sup>th</sup> Street South area of Discovery School and the 3<sup>rd</sup> Street North area of McKinley. And while a mix of sidewalks and shared use paths have expanded over time to improve access and safety for students who bike or walk to each of the schools, gaps still remain in some of these areas.

### Food Assets

As shown in Figure D.14, grocery stores and other food providers which are common destinations for active transportation users are very prevalent through much of the CSAH 75 and MN 23 commercial district. Among these food assets are large market centers such as **Cash Wise and ALDI's as well as many specialty markets and convenience stores.**

**Waite Park's food** assets are often along some sort of active transportation facility, typically a sidewalk, though walkers and cyclists often need to cross roadways with many fast-moving cars to get to these destinations.

### Large Employers

**Among the city's largest employers are the public schools and larger food stores such as Cashwise.** Large employment centers include many retail outlets along the 2<sup>nd</sup> Street South corridor such as **Kohl's, Home Depot, and Menards.** Several large employers (**Crafts Direct, the LS Starett Co, and WACOSA**) are in the commercial use area around Sundial Drive.

**Most of the city's** large employers are located on or near Metro Bus fixed routes with access to nearby sidewalks or shared use paths.

### Parks

The City of Waite has approximately 767 acres of parkland within the city limits. This includes parks that attract regionally such as the Stearns County Quarry Park and Nature **Preserve containing 683 acres and the city maintained River's Edge Park (42 acres).** Spread throughout the city are various small parks that primarily serve neighborhood areas.

The larger parks within Waite Park generally have access to nearby sidewalks or shared use paths. Quarry Park receives much usage from pedestrians and bicyclists with its large network of natural surface trails. As a result, residential areas near these larger parks are more likely to have active transportation facilities.

**The city's smaller neighborhood** parks have varying degree of sidewalk access.

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## SAFETY

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

Specifically, within the City of Waite Park, DPS crash data has indicated 34 crashes involving active transportation users and vehicles have occurred in the 10-year period between 2010 and 2019. See Figure D.16 for locations and severity.

## City of Waite Park Active Transportation Crash Locations

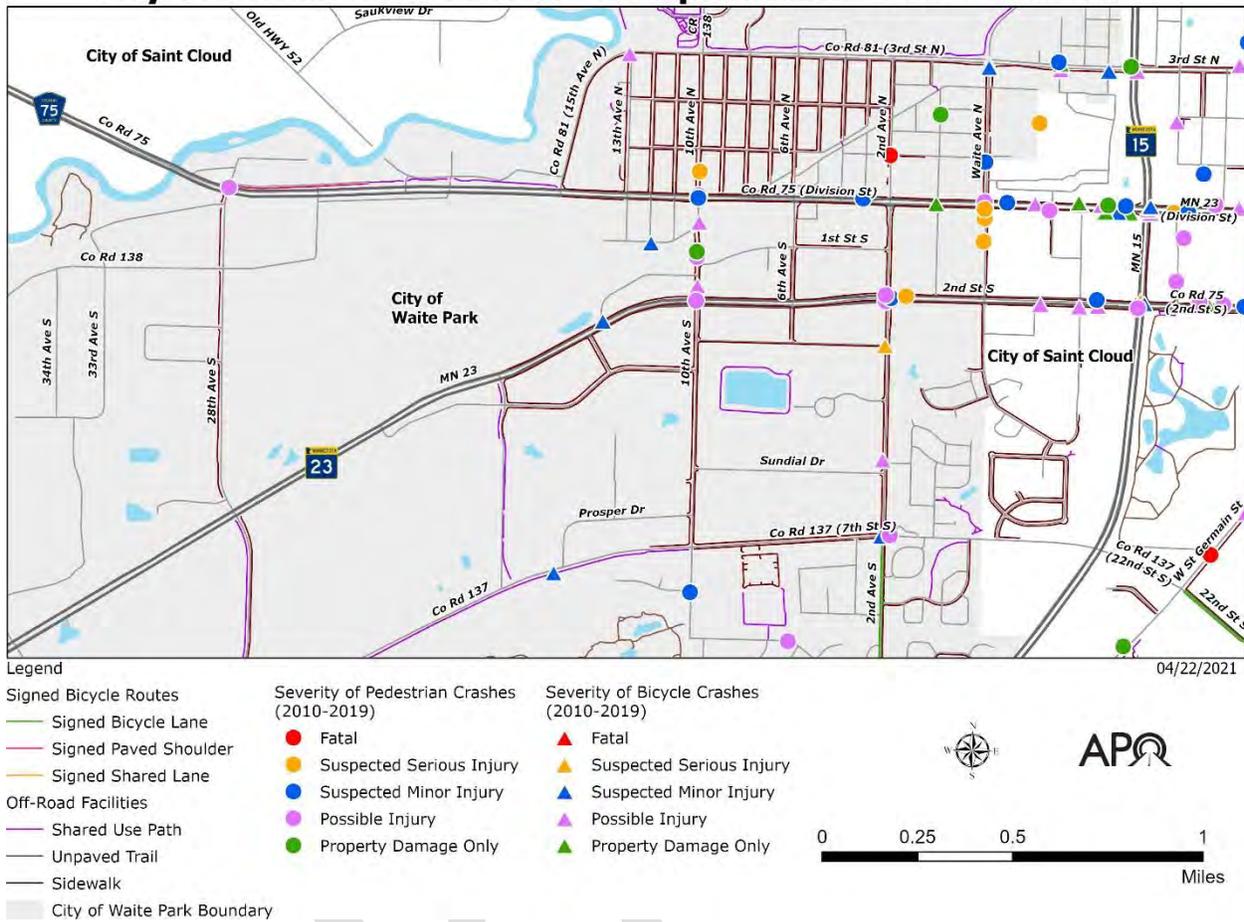


FIGURE D. 17 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS (2010-2019)

High concentrations of crashes are found along Division and 2<sup>nd</sup> Street S, also along the connecting collector routes, 10<sup>th</sup> Avenue South and Waite Avenue. While most resulted in minor injuries, it is important to note that during this time frame, there was a pedestrian fatality on 2<sup>nd</sup> Avenue North and three crashes with serious injuries to pedestrians on Waite Avenue South between Division and 2<sup>nd</sup> Street South.

Crash history was reviewed to determine if there are particular 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.

Crash reports indicate that in many cases the pedestrian or cyclist was not seen by the driver of the vehicle. In many of these crashes, the active transportation user was not using a crosswalk. It is unclear from the DPS crash reports whether physical conditions at the crash locations were a contributing factor or if physical changes to the facilities may help mitigate future crashes.

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## **PROGRAMMED AND PLANNED IMPROVEMENTS**

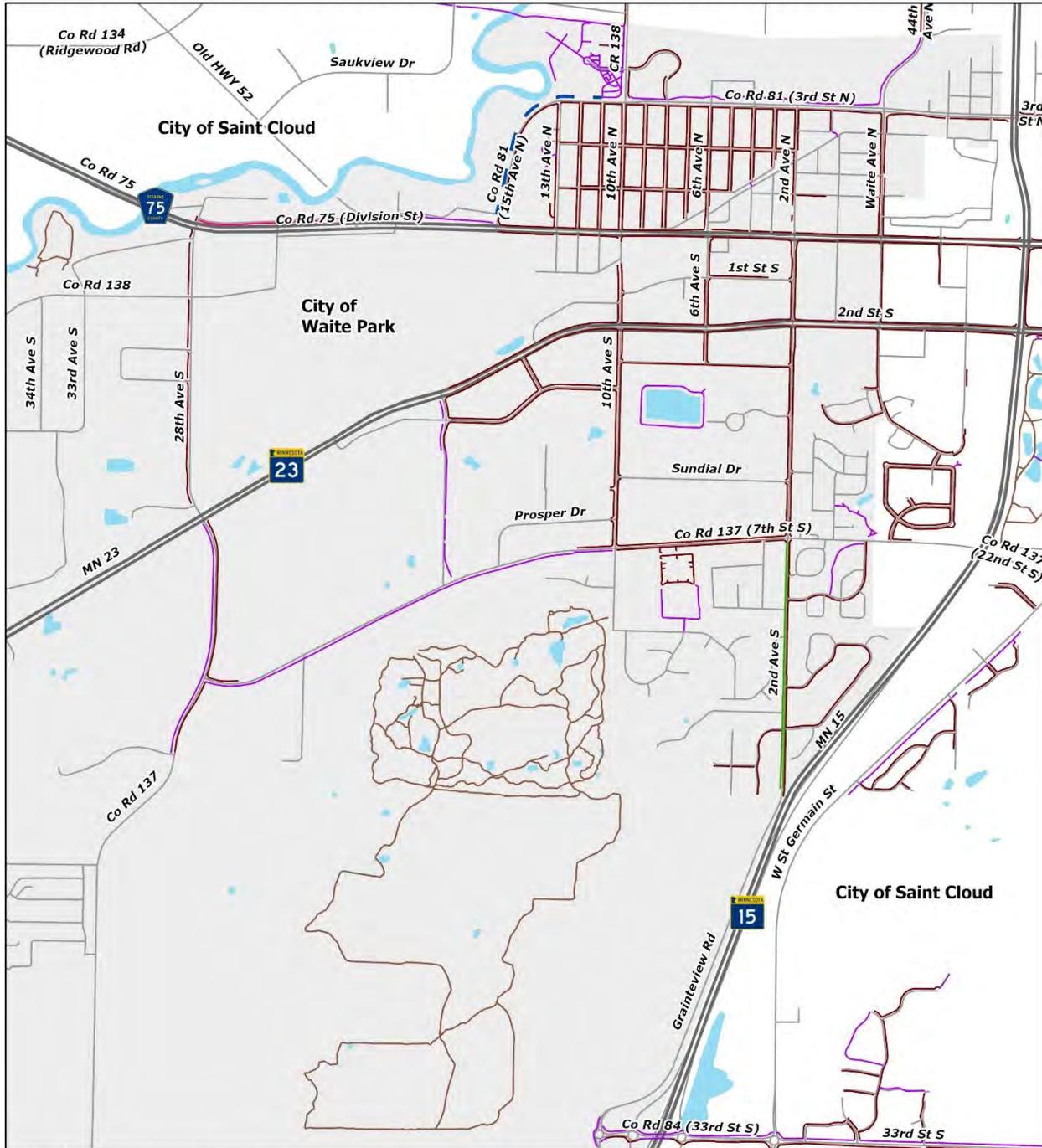
The City of Waite Park maintains a Capital Improvement Program (CIP) which identifies short term projects and long-range concepts designed to improve active transportation facilities. The CIP also indicates anticipated future revenues that may be available to implement such projects. Projects from the CIP may be eligible for available Federal funding and inclusion in the APO Transportation Improvement Program (TIP).

One such project identified in the CIP is the 2022 construction of a shared use path that extends west from the Rivers Edge Park to the frontage road on Division Street.

Among long term planning considerations **for the city's active transportation network** is a connection to the ROCORI Trail with a crossing of CSAH 75. Such a crossing was the recommendation of a study prepared for the APO. While the city and the county have not yet identified a preferred alignment, the shared use path west from Rivers Edge Park in the **city's CIP may be part of this envisioned regional facility.**

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# City of Waite Park Programmed and Planned Facilities



**Legend**

- |                     |                       |                                       |
|---------------------|-----------------------|---------------------------------------|
| Off-Road Facilities | Signed Bicycle Routes | Future Active Transportation Projects |
| Shared Use Path     | Signed Bicycle Lane   | Programmed Project                    |
| Unpaved Trail       | Signed Paved Shoulder | Planned Project                       |
| Sidewalk            | Signed Shared Lane    | City of Waite Park Boundary           |

04/19/2021

0 0.25 0.5  
Miles

FIGURE D. 18 – EXISTING NETWORK WITH PROGRAMMED AND PLANNED FACILITIES

## ACTIVE TRANSPORTATION NEEDS ASSESSMENT

To supplement and inform current city planning efforts, APO staff performed a citywide analysis of facility and other needs for active transportation users. The intent of this assessment, performed 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.

Waite Park			2019
Number of Non-Motorized Fatalities and Suspected Serious Injuries Five Year Rolling Average			0.6
Percentage miles of arterials & collectors that have sidewalk or shared use path (SUP) on at least one side			48.6%
Percent of destinations that fall within distance categories	Schools	0 Ft (Asset Served by AT Facility)	100.0%
		1-310 ft (One block or less)	0.0%
		311-930 ft (Two to three blocks)	0.0%
		> 931 ft (Four or more blocks)	0.0%
	Food Assets	0 Ft (Asset Served by AT Facility)	88.9%
		1-310 ft (One block or less)	80.0%
		311-930 ft (Two to three blocks)	15.0%
		> 931 ft (Four or more blocks)	5.0%
	Large Employers	0 Ft (Asset Served by AT Facility)	62.5%
		1-310 ft (One block or less)	0.0%
		311-930 ft (Two to three blocks)	25.0%
		> 931 ft (Four or more blocks)	12.5%
	Parks	0 Ft (Asset Served by AT Facility)	60.0%
		1-310 ft (One block or less)	0.0%
		311-930 ft (Two to three blocks)	0.0%
		> 931 ft (Four or more blocks)	40.0%
	Transit Stops	0 Ft (Asset Served by AT Facility)	69.7%
		1-310 ft (One block or less)	12.1%
		311-930 ft (Two to three blocks)	10.6%
		> 931 ft (Four or more blocks)	7.6%
Percent of street crossings that do not meet full ADA standards			86.7
Miles of Active Transportation facilities per 1,000 residents in EJ/Title VI Sensitive Areas in comparison to non-sensitive areas			5.2:8.5
Percent mileage of Regional Priority bicycle facilities that do NOT exist			73.3%
Percent of on-road bicycle facilities with poor pavement			0.0%
Percent of SUP with rough/very rough pavement			19.4%

FIGURE D.19 – WAITE PARK PERFORMANCE REPORT CARD (2019)

### GOALS AND OBJECTIVES FOR ACTIVE TRANSPORTATION

The areawide goals and objectives for active transportation as adopted by the APO provide a starting point for the Waite Park needs assessment. The goals, objectives, and the factors

used to evaluate services and needs relative to each objective are detailed in Chapter 4. The evaluation factors were equally applied for the assessments of needs within each city and across the MPA.

## NEEDS ASSESSMENT METHODOLOGY

From the goals and objectives framework (see Chapter 4), APO staff, in coordination with Waite Park 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 down into three phases.** This process began with an in-depth analysis of the Waite Park transportation network, identifying issues and needs within the city from the review of data and factors. The findings from this cursory review led to a more detailed analyses of active transportation needs within specific focus areas in Waite Park.

In the second phase, APO staff coordinated with Waite Park and other APO member cities (Saint Cloud, Saint Joseph, Sartell, and Sauk Rapids) to begin a discussion on exploring connections **between each of the cities and areas outside of the APO’s planning area.**

In the third and final phase, local and regional needs as identified in the previous phases were prioritized according to the degree goals and objectives would be addressed.

### Evaluating Needs for the City of Waite Park

The initial phase of the analysis, to identify service gaps within the City of Waite Park, followed a two-step process.

The first step was to review needs and gaps relative to the factors listed under goals 1-4. APO staff compiled a series of maps and data which detailed the existing active transportation conditions for the city. Utilizing the goals, objectives, and applying factors, 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). Considered along with the factors were the comments from the **APO’s initial public input** along with comments from city staff.

Figure D.20 provides a summary of the findings for the City of Waite Park.

### Analysis of Areas of Need - Waite Park

	Safety & Comfort Factors										Connectivity Concern		Facility Condition		Equity Factors		Issues	Potential Treatments
	1 High Number of Fatalities	2 High Number of Injuries	3 Under Design Guidelines	4 No Adjacent P/B Facilities	5 Cited as Safety Concern	1 Access to Destinations	2 Access to Transit Needs	1 On Road Conditions	2 Off Road Conditions	1 Underserved Demographic	2 ADA Compliance							
<b>10th Ave S/CR 138 (Division to 2nd St S)</b>		X			X		X						X		High volume minor arterial corridor, concentration of crashes, crossing safety concerns, destinations (employers, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.		
<b>Waite Ave (3rd St N to 2nd St S)</b>		X			X		X						X		High usage, concentration of crashes, crossing safety concerns, destinations (employers, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.		
<b>Division/CSAH 75 (Waite Ave to 10th Ave)</b>		X			X		X						X	X	High volume arterial, concentration of crashes, crossing safety concerns, multiple destinations, vulnerable populations, ADA intersection standards.	Pedestrian and bicycle crossing improvements, traffic calming, bring intersections to ADA standards.		
<b>2nd St S/MN 23 (Waite Ave to 10th Ave)</b>		X			X		X			X			X		Area with concentration of crashes, destinations (employers, food assets), crossing concerns, multifamily housing, vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, improved access to large employers, multifamily development.		
<b>3rd St N/CR 81 (East limits to Waite Ave N)</b>		X			X		X						X		High concentration of crashes, crossing safety concerns, destinations (school, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, added facilities, traffic calming.		
<b>7th St S/CR 137 (2nd Ave S to 10th Ave S)</b>					X		X			X					Speeds, crossing safety, destinations (school, employers, park), shared use path pavement conditions.	Pedestrian and bicycle crossing improvements, facility design, improved access to schools, large employers.		
<b>2nd Ave S (2nd St N to 7th St S)</b>		X			X		X						X		Area with concentration of crashes, destinations (employers, food assets), crossing safety, multifamily housing, vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, improved access to homes and destinations.		

FIGURE D.20 – WAI TE PARK NEEDS ANALYSIS

## Areas of Focus

From the process described for the review of needs and gaps for the City of Waite Park, the following areas have been identified as being priority areas for improvements to the active transportation system.

- 10<sup>th</sup> Avenue South area.
- Waite Avenue area.
- 2<sup>nd</sup> Avenue South area.

Within these areas, multiple needs for active transportation users were identified from the analysis of factors, as described below. These focus areas have similar characteristics in common. All are high volume minor arterials or collectors which active transportation users often cross to reach their destinations. The multiple needs found from the incidence of crashes, crossing safety concerns, access to destinations and other factors shown for the Division/CSAH 75 and 2<sup>nd</sup> Street S/MN-23 corridors are incorporated in the analysis for these three focus areas.

Being able to assure that pedestrians and bicyclists can safely cross CSAH 75, MN 23 and other heavily used routes in Waite Park **has been identified in the city's plans and** regional transportation studies as an ongoing challenge. Given the growing vehicle traffic in Waite Park, these safety issues have increased in significance. 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 the identification of these focus areas.

As noted, large segments of households within Waite Park are low income, without a vehicle, or otherwise disadvantaged, populations often underserved that may be dependent upon active transportation modes and facilities to reach their destinations safely.

These areas have many destinations of the type that active transportation users seek. While there is often a connecting facility network within these areas to get to these destinations, their ability to safely cross heavily used roads is the prevailing concern.

The city's ordinance calls for shared use paths and sidewalks as identified by the City Council with a minimum of six-foot sidewalks to serve development according to city requirements and standards. In Waite Park, pedestrians are required by ordinance to cross streets at signal-controlled intersections or marked crosswalks where available. However, along these corridors, opportunities to cross at a signalized intersection or crosswalk are few.

To better inform this needs assessment, APO staff requested a short MnDOT study to review issues found within the 10<sup>th</sup> Avenue, Waite Avenue and 2<sup>nd</sup> Avenue South focus areas relative to bicycle and pedestrian safety. Based on current facilities and conditions, the speeds and volume of vehicle traffic, destinations served, and other factors, MnDOT staff and consultants offered their analysis relative to FHWA and MnDOT guidelines.

Needs and issues within each the three focus areas are briefly cited and recommendations that would address these issues, many suggested by the MnDOT Report, are provided for consideration.

For each of the focus areas, APO staff, working in conjunction with the city, began identifying possible solutions to address network gaps.

### *10<sup>th</sup> Avenue South Area*

This focus area as shown in Figure D.19 is along 10<sup>th</sup> Avenue South from Division to 7<sup>th</sup> Street South (CR 137). Also within this area of focus is the adjacent land use and the connecting street network. This includes the intersection locations at Division Street, 2<sup>nd</sup> Street South, Sundial Drive, and 7<sup>th</sup> Street South.

This area was chosen due to a high level of activity from all transportation modes, the history of crashes that have occurred, crossing safety concerns, and the number of destinations often sought by bicyclists and pedestrians.

#### NEEDS AND ISSUES

Within this area are many food markets, convenience stores, the Menards store and the **Bernick's plant, all potential destinations for active transportation users.** The high volume of traffic in this area and the safety of active transportation users who travel along or cross 10<sup>th</sup> Avenue to reach these destinations is the main concern.

Traffic on 10<sup>th</sup> Avenue South averages 14,000 vehicles per day along the segment between Division and 2<sup>nd</sup> Street South. The average daily volume drops to 5,700 vehicles south of 2<sup>nd</sup> Street. The posted speed on 10<sup>th</sup> Avenue north of 2<sup>nd</sup> Street is 30 mph which increases to 40 mph south of 2<sup>nd</sup> Street. Roadway traffic along Division and 2<sup>nd</sup> Street South in this area is currently at about 10,000 vehicles per day with high turning movements at the 10<sup>th</sup> Avenue intersections.

Within the few blocks that separate Division and 2<sup>nd</sup> Street South there have been seven crashes involving pedestrians and bicyclists within a ten-year period. A review of the crash reports for accidents within the focus area indicates that vehicle drivers often do not see pedestrians. Whether accidents are due to inattention or a facility flaw is difficult to determine, though the number of crashes suggests improvements are needed.

Crossing safety along this corridor is a concern. There are a limited number of crosswalks along the 10<sup>th</sup> Avenue corridor. The only crossings with pedestrian activated signals are at the Division and 2<sup>nd</sup> Street South intersections. Between 2<sup>nd</sup> Street South and 7<sup>th</sup> Street South there are many Metro Bus transit stops. Those that get on or off the bus at these locations will often be crossing 10<sup>th</sup> Street in an area where there may be heavy vehicle traffic with no crosswalks.

While sidewalks are in place along most of 10<sup>th</sup> Avenue on both sides, they are not designed or intended for use by bicyclists. There are gaps in the sidewalks north of the railroad tracks.

In response to these issues, it is suggested that investments be directed to improvements along this corridor as follows.

#### RECOMMENDATIONS

- In the near term, consider reconfiguring the 4-lanes on 10<sup>th</sup> Avenue along the segment south of 2<sup>nd</sup> Street South to 3 lanes and add bicycle lanes with restriping. This could be incorporated with a mill and overlay or safety project. Bicycle lanes act as a buffer and improve comfort for pedestrians walking adjacent to higher speed traffic.

# 10th Avenue South Focus Area

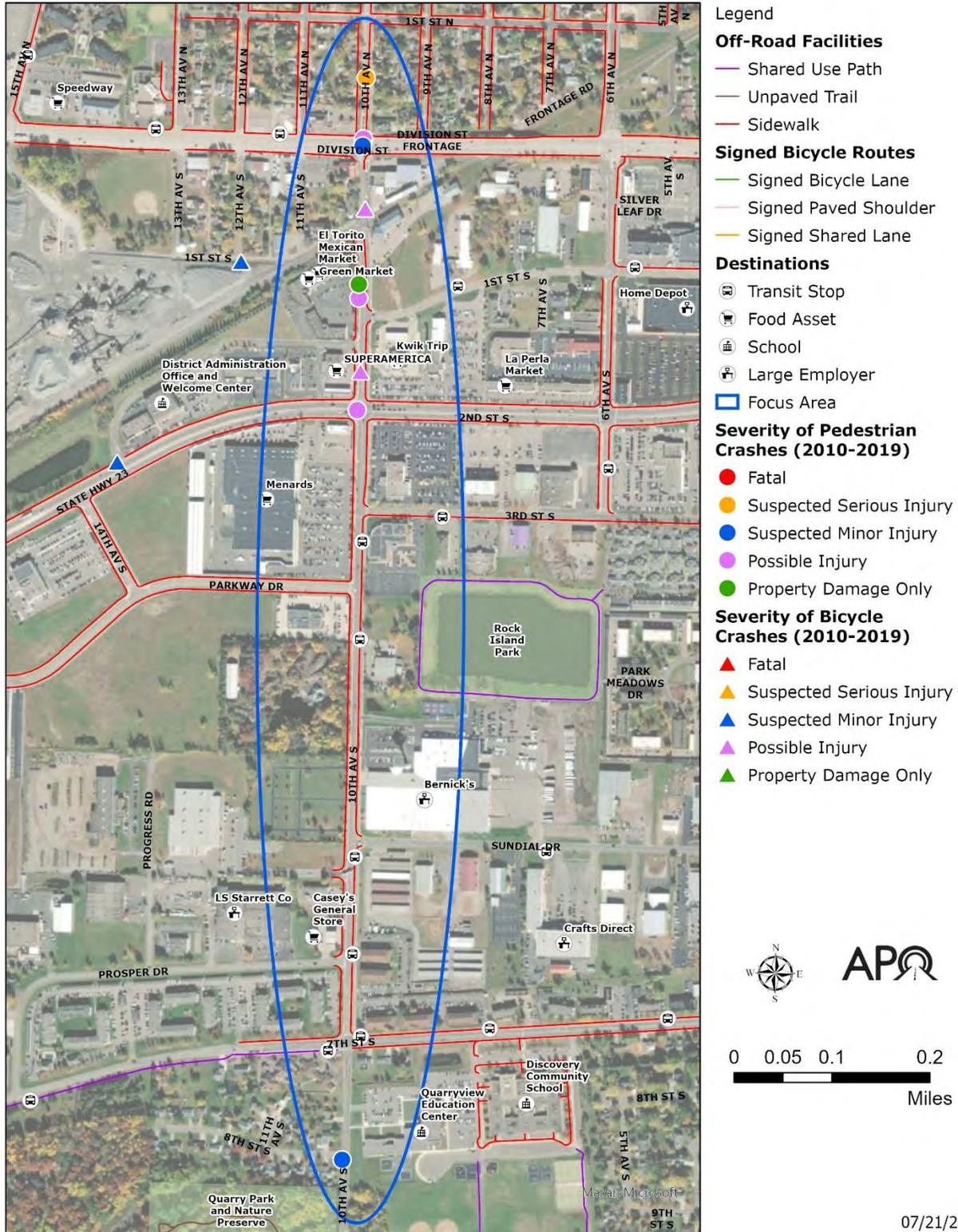


FIGURE D.21 – 10<sup>TH</sup> AVENUE SOUTH AREA OF FOCUS

- Consider filling the sidewalk gaps on 10<sup>th</sup> Avenue North between Division and 2<sup>nd</sup> Street South. Jog the sidewalk so the new crossing is perpendicular to the railroad tracks.
- With street reconstruction, consider a 3-lane section with a 10-foot shared use path and buffer area with plantings, street lighting, or signage. With the 3-lane section, consider adding crosswalks with median pedestrian refuge islands at T-intersections.
- If the configuration on 10<sup>th</sup> Avenue is to remain a 4-lane, implement crossing devices that assist pedestrians by increasing driver awareness such as Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs).
- At signalized intersections, consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time.

### *Waite Avenue Area*

The area of focus along Waite Avenue extends south from 3<sup>rd</sup> Street North to 2<sup>nd</sup> Street South and further to include vehicle access for commercial and office uses. The connecting roadway network encompasses the intersections with Waite Avenue at 3<sup>rd</sup> Street, Division, and 2<sup>nd</sup> Street South. The entrances and exits to Crossroads Center, Cashwise, and the Marketplace Shopping Center and other popular retail and employment sites as shown in Figure D.22 are included within this area.

This area was chosen due to the high level of vehicle traffic, the history of crashes that have occurred, crossing safety concerns for pedestrians and bicyclists, and the large number of destinations.

### NEEDS AND ISSUES

The high volume of traffic and the safety of those who need to cross Waite Avenue and other roadways within this area to reach their destinations is the primary issue. The average daily traffic on Waite Avenue ranges from 7,700 to 8,400 vehicles. Vehicle traffic volumes approaching Waite Avenue from the east on Division and 2<sup>nd</sup> Street South average 14,000-15,000 per day. The volume of vehicle turning movements at each of these intersections is also very high.

Within ten years, there have been nine crashes along Waite Avenue involving pedestrians and bicyclists. Three of these crashes occurring between Division and 2<sup>nd</sup> Street South resulted in serious injuries to pedestrians.

There are sidewalks in place along at least one side of Waite Avenue, but they are not designed to be shared with bicycles. Only a limited number of locations provide crosswalks for active transportation users. The only signal-controlled intersections are at 3<sup>rd</sup> Street North, Division, and 2<sup>nd</sup> Street South.

In response to these issues, it is suggested that investments be directed to improvements along this corridor as follows.

### RECOMMENDATIONS

- On the north end of Waite Avenue, pedestrian safety would be improved with an additional crosswalk. We recommend a crosswalk at either 1<sup>st</sup> Street North or 2<sup>nd</sup> Street North. Preliminarily, the 2<sup>nd</sup> Street intersection seems to be more advantageous. There is already an existing traffic signal at the intersection and ADA compliant curb cuts for the sidewalks. However, there are Metro Bus transit stops on

1st Street North just west of Waite Avenue.

# Waite Avenue Focus Area

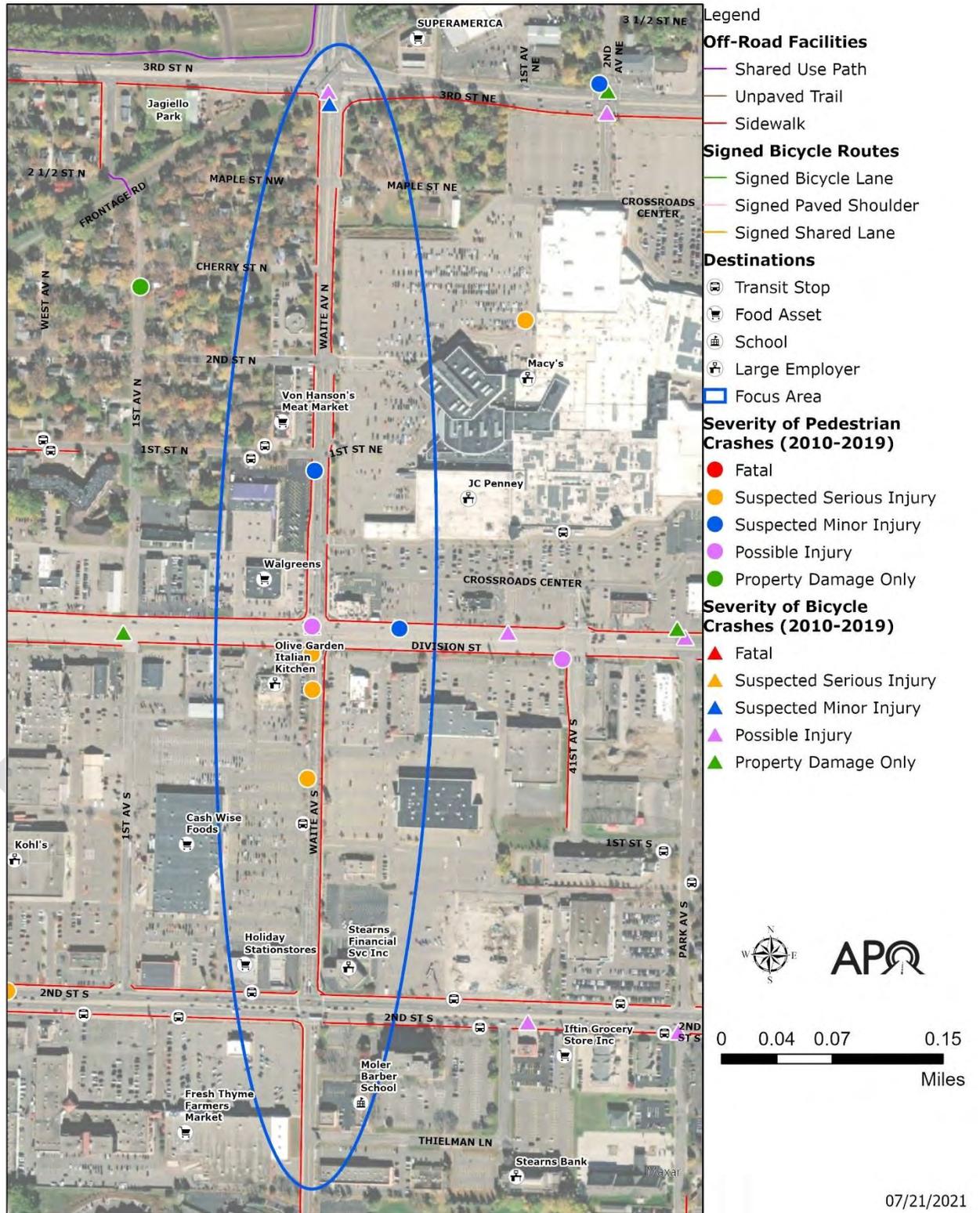


FIGURE D.22 – WAITE AVENUE AREA OF FOCUS

07/21/2021

- Consider reconfiguring the 4-lanes on Waite Avenue south of 2<sup>nd</sup> Street South to 3 lanes and add bicycle lanes with restriping. This could be incorporated with a mill and overlay or safety project. Bicycle lanes act as a buffer and improve comfort for pedestrians walking adjacent to higher speed traffic.
- Consider completing sidewalks on both sides of Waite Avenue.
- With street reconstruction, consider a 3-lane section with a 10-foot shared use path and buffer area with plantings, street lighting, or signage.
- If the configuration is to remain a 4-lane, implement crossing devices that assist pedestrians by increasing driver awareness such as Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs).
- At the signalized intersections, consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time.

### 2nd Avenue South Area

This area of focus as shown includes that portion of 2<sup>nd</sup> Avenue South from 2<sup>nd</sup> Street South to 7<sup>th</sup> Street South. Vehicle access to retail parking north of the 2<sup>nd</sup> Avenue South intersection are included as are the street connections from 3<sup>rd</sup> Street South, Park Meadows Drive, and Sundial Drive.

Several factors led to the identification of this area along 2<sup>nd</sup> Avenue South as a focus area. There is concern for pedestrian and bicycle safety given the crash history and the volume of traffic on 2<sup>nd</sup> Avenue South. This area was also chosen due to the housing in the area and the many large employment centers and other destinations on 2<sup>nd</sup> Street South and Sundial Drive.

#### NEEDS AND ISSUES

The concern is with providing access and safety for active transportation users from their homes to shopping areas and significant places of employment. Roadway traffic volumes along 2<sup>nd</sup> Avenue South are highest near the intersection with 2<sup>nd</sup> Street South, averaging 9,500 vehicles per day. Vehicle traffic volumes diminish further south along 2<sup>nd</sup> Avenue, though still averaging 6,400 vehicles per day. High southbound vehicle turning movements **at this intersection for those accessing ALDI's and other retail stores create conflicts with pedestrians.**

There is a need to provide safe access for residents of the Park Meadows apartment complex, many of whom live on limited income, that walk or bike to reach destinations on 2<sup>nd</sup> Street South and elsewhere. Concerns have also been raised about crossing safety for these residents.

Continued safety risks are suggested from the history of accidents that have occurred along this corridor. Several crashes involved pedestrians. Three with injuries occurred at the 2<sup>nd</sup> Street South intersection. A fatality with a cyclist occurring at 3<sup>rd</sup> Street South intersection.

There are several Metro Bus transit stops along and near 2<sup>nd</sup> Avenue South. Many that get on or off the bus at these locations are lacking facilities and safe crossings to reach their homes or other destinations. There are signed bicycle lanes south of 7<sup>th</sup> Street South but only sidewalks to the north of 7<sup>th</sup> Street. With the exception of 3<sup>rd</sup> Street South, there are no active transportation facilities from connecting streets along 2<sup>nd</sup> Avenue. There are a limited number of locations with crosswalks. Only the intersection with 2<sup>nd</sup> Street South provides a signal-controlled crossing.

# 2nd Avenue South Focus Area

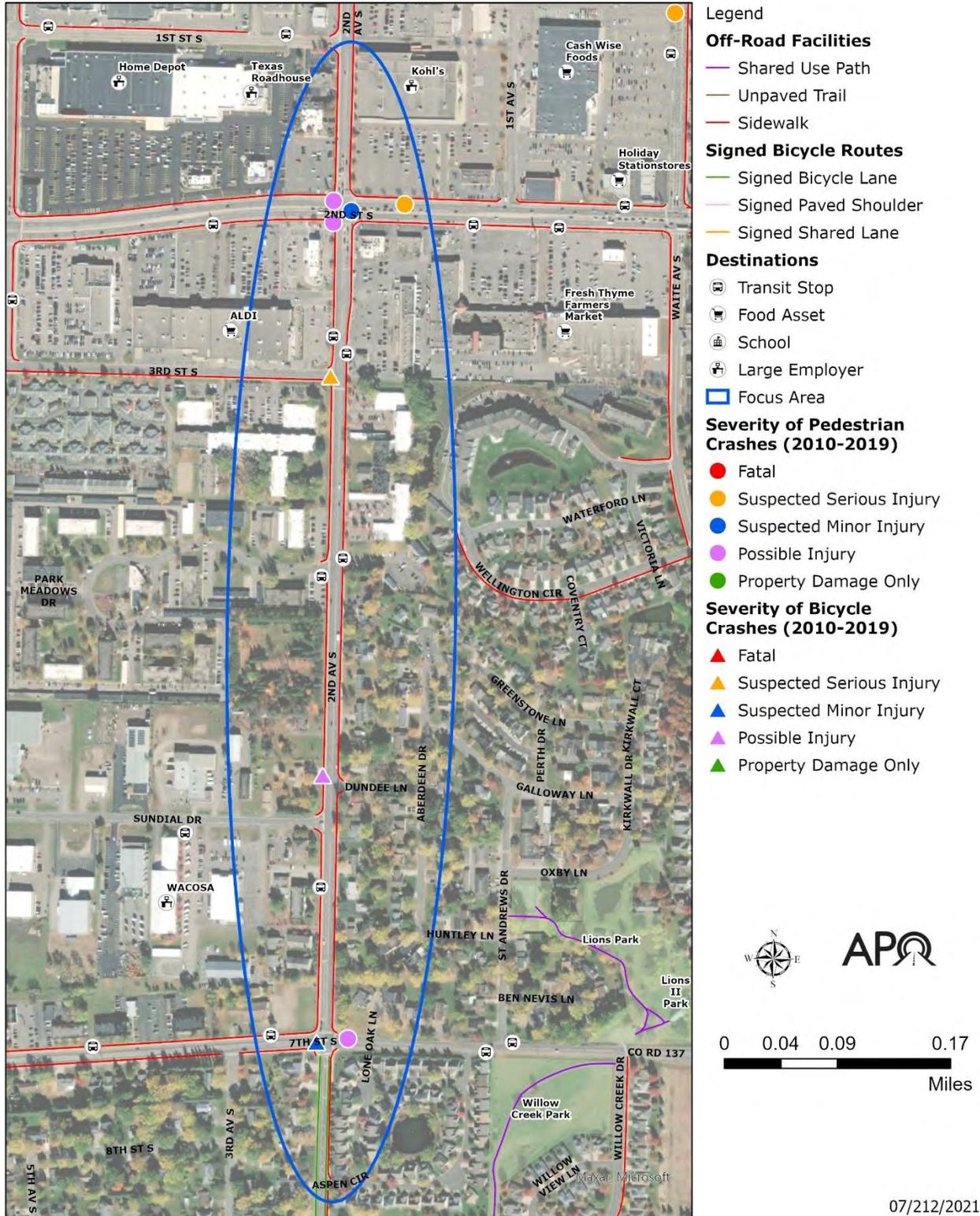


FIGURE D.23 – 2<sup>ND</sup> AVENUE SOUTH AREA OF FOCUS

## RECOMMENDATIONS

- Adding a sidewalk connection on the south side of Sundial Drive from 10<sup>th</sup> Avenue to 2<sup>nd</sup> Avenue would serve transit stops and provide needed pedestrian access to large employers and other businesses.
- Consider reconfiguring the 4-lanes on 2nd Avenue to 3 lanes and add bicycle lanes with restriping. This could be incorporated with a mill and overlay or safety project. Bicycle lanes act as a buffer and improve comfort for pedestrians walking adjacent to higher speed traffic.
- With street reconstruction, consider a 3-lane section with a 10-foot shared use path and buffer area with plantings, street lighting, or signage.
- If the configuration is to remain a 4-lane, implement crossing devices that assist pedestrians by increasing driver awareness such as Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs).
- At the signalized intersections on 2<sup>nd</sup> Street South, consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time.

### Evaluating Needs for the Region

The second phase of the needs analysis is to identify improvements to the regional facility network within the city of Waite Park and the nearby planning area. These are projects that address goal 5 objectives for 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 Waite Park 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 system within Waite Park to provide an interconnected areawide network include a future shared use path connection to the ROCORI and Glacier Lakes Trail that aligns with 7<sup>th</sup> Street South (County Road 137). This path is proposed to continue north along 10<sup>th</sup> Avenue to connect with the Lake Wobegon Trail with the reconstruction and widening of 10<sup>th</sup> Avenue. The future regional bikeway network would also include the proposed alignment for the Southwest Beltway.

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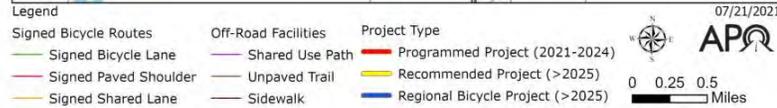
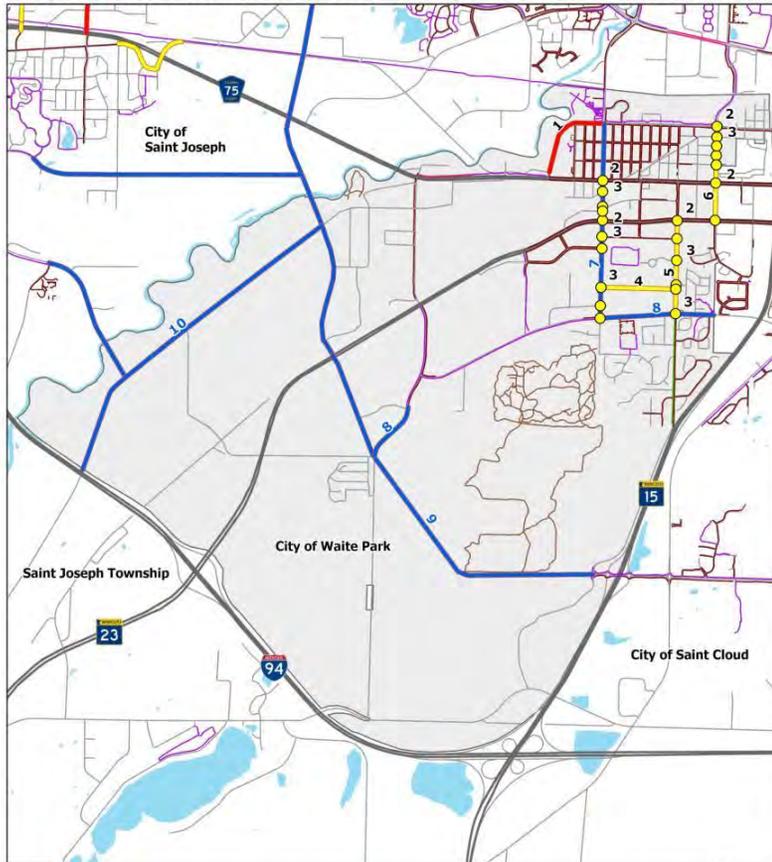
## **SUMMARY OF WAITE PARK RECOMMENDATIONS**

For consideration in identifying local and regional priorities, the following is a summary of the suggested improvements to the active transportation network from the ATP needs assessment and an estimate of costs.

Figure D.24 is a map with a full list of programmed projects and recommendations.

Project	Description	Est. Cost??
1	Fill sidewalk gaps on 10 <sup>th</sup> Avenue North.	
2	Add marked crosswalk at location as determined on the north end of Waite Avenue South.	
3	Construct a sidewalk on the south side of Sundial Drive from 10 <sup>th</sup> Avenue South to 2 <sup>nd</sup> Avenue South.	
4	Complete sidewalk gaps along Waite Avenue.	
5	With current lane configurations install Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs).	
6	Add a leading pedestrian interval (LPI) at signalized intersections.	
7	Reconfigure 4-lane sections to 3-lane sections with bicycle lanes through restriping.	
8	With street reconstruction, reconfigure 4-lane sections to 3-lane sections, adding a shared use path and a buffer area.	
9	With 3-lane reconstruction, add crosswalks with median pedestrian refuge islands at T-intersections.	
10	Extend for the regional network the shared use path on 7 <sup>th</sup> Street South (County Road 137).	
11	Construct as a component of the regional network a shared use path along 10 <sup>th</sup> Avenue.	
12	Construct for the regional network a shared use path that follows the proposed Southwest Beltway.	

**City of Waite Park Future Active Transportation Recommendations**



Map Number and Project Description	
1	Construct a shared use path along 15th Avenue N (Stearns CSAH 81).
2	At signalized intersections along 10th Avenue South, 2nd Street South, and Waite Avenue consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time when appropriate.
3	Install Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs) along 10th Avenue South, 2nd Avenue South, and Waite Avenue where appropriate.
4	Add sidewalks along Sundial Drive.
5	Construct a shared use path or bicycle lanes along 2nd Avenue South.
6	Build a shared use path or bicycle lanes along Waite Avenue.
7	Construct a regional shared use path along 10th Avenue.
8	Add a regional shared use path along 7th Street S (Stearns CSAH 137).
9	Construct a regional shared use path along future beltline.
10	Build a regional shared use path along Stearns CSAH 138.

FIGURE D.24 – PROGRAMMED AND RECOMMENDED PROJECTS



# APPENDIX E: CITY PROFILE – SAINT CLOUD

With portions of the city 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 was influenced by its location on a national rail line and the advantage of its position on the Mississippi River. Saint Cloud has since become a significant regional retail and employment hub for central Minnesota. Saint Cloud is a major transportation hub as well. Highways I-94, US 10, MN 23 and MN 15 provide transportation access into Saint Cloud from around the state. Bicycle routes of national and regional significance meet in Saint Cloud, such as the Lake Wobegon Trail and the Beaver Island Trail which is a component of the Mississippi River Trail. The city continues to grow and is challenged to expand the transportation and service network to keep pace with the demands of a regional economic center.

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## 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 12.5% since the year 2000.

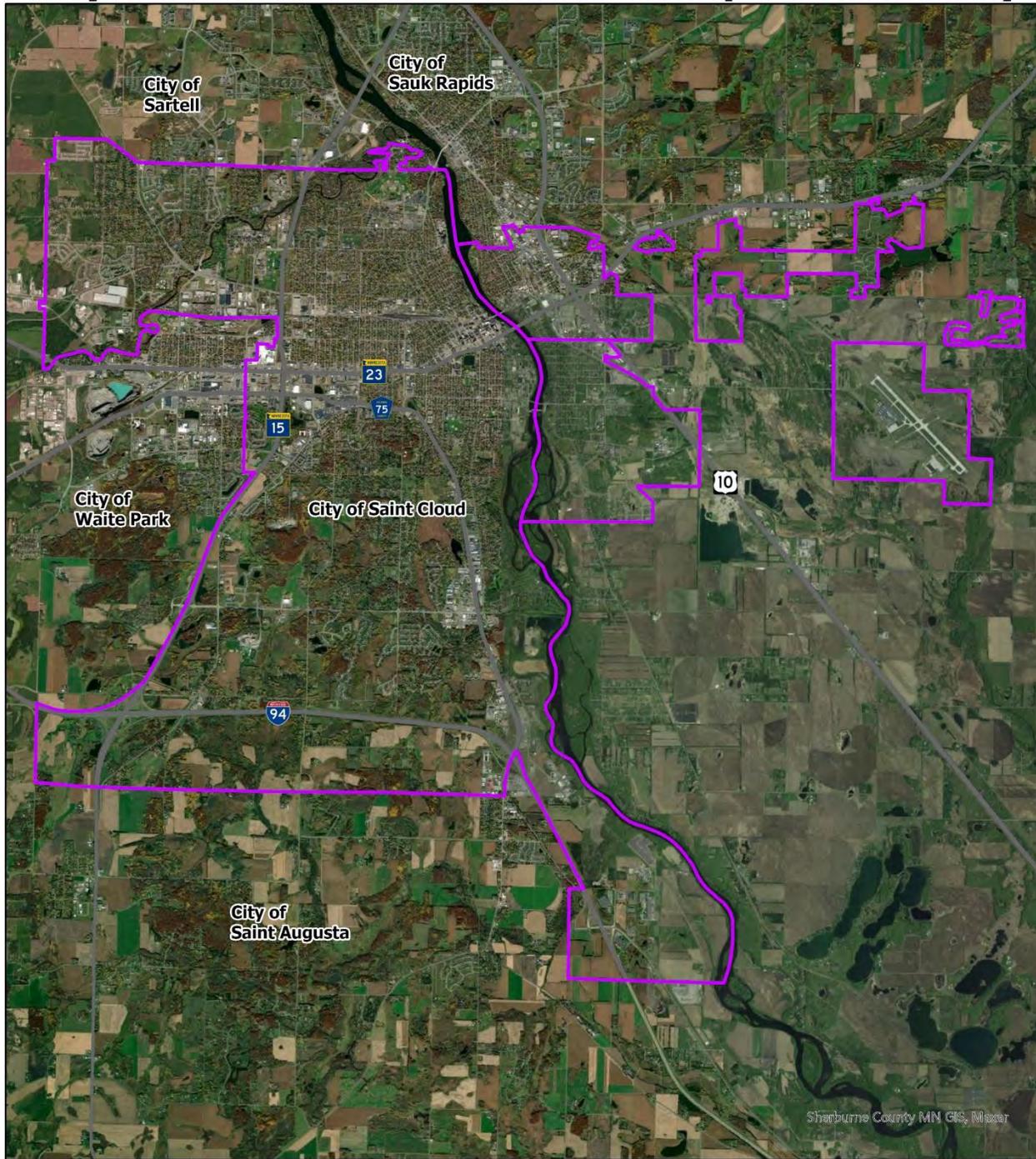
The City of Saint Cloud is mindful of the need to provide equitable service to all segments of the community in its transportation planning investments. At a regional level, the APO tracks specific population demographic subsets known as historically underrepresented populations. This includes the following:

People-of-Color (Black/African American alone; American Indian and Alaska Native alone; Asian alone; Native Hawaiian and other Pacific Islander alone; some other race; two or more races; Hispanic or Latino descent regardless of race).

- Persons 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.

The city has attracted a large immigrant population and become more ethnically diverse over time. 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. The city has a comparatively young population with nearly 20 percent of its residents under the age of 18. See Figure E.2 below for other details.

# City of Saint Cloud Park Municipal Boundary



Legend  
 City of Saint Cloud Municipal Boundary



FIGURE E.1 – CITY OF SAINT CLOUD

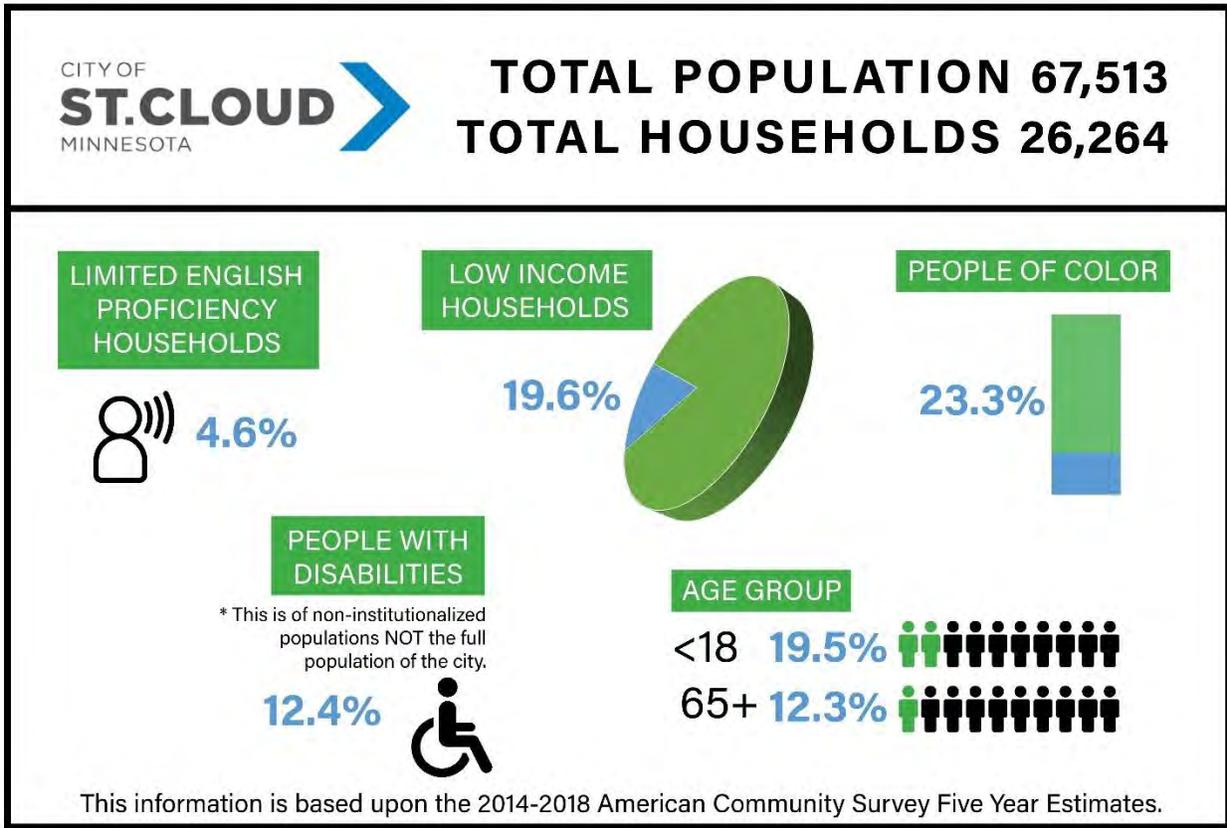


FIGURE E.2 – DEMOGRAPHIC PROFILE OF SAINT CLOUD

## 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. The linkage between existing land use and transportation often has an impact on communities and can play a role in developing a transportation system that is mode-friendly to motorized and non-motorized users. **An understanding of the city’s land use types and how areas are intended to develop in the future is helpful in reviewing how these uses are served by the transportation system.**

**As part of developing the City’s 2015 Comprehensive Plan**, the city conducted a land use inventory. The current pattern of land use 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.

### City of Saint Cloud North Land Use

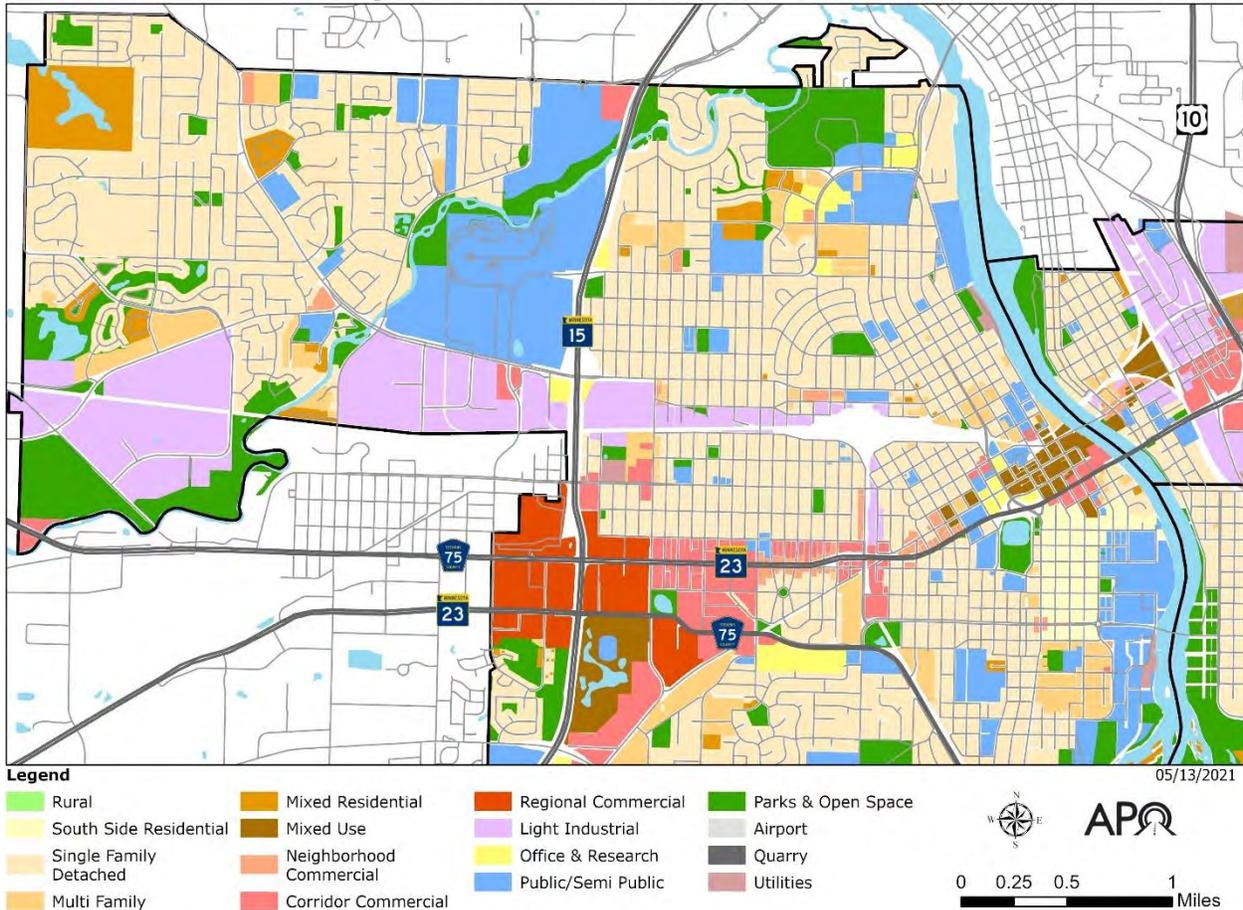


FIGURE E.3 – NORTH SAINT CLOUD LAND USES

For this profile analysis, north Saint Cloud generally refers to that area of the city north of 22<sup>nd</sup> Street South and west of the Mississippi River.

North Saint Cloud includes areas of significant commercial use. This includes the Crossroads Center, market squares and shopping complexes along Division and 2<sup>nd</sup> Street South, and many retail and entertainment amenities focused 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.** Along the western shore of the Mississippi River is the campus of Saint Cloud State University (SCSU) and the Saint Cloud Hospital. In the area of the BNSF railroad are the **north side’s** primary industrial parks.

Much of the long-established areas of the city are in north Saint Cloud, with more recent growth occurring in the northwest 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.

### City of Saint Cloud South Land Use

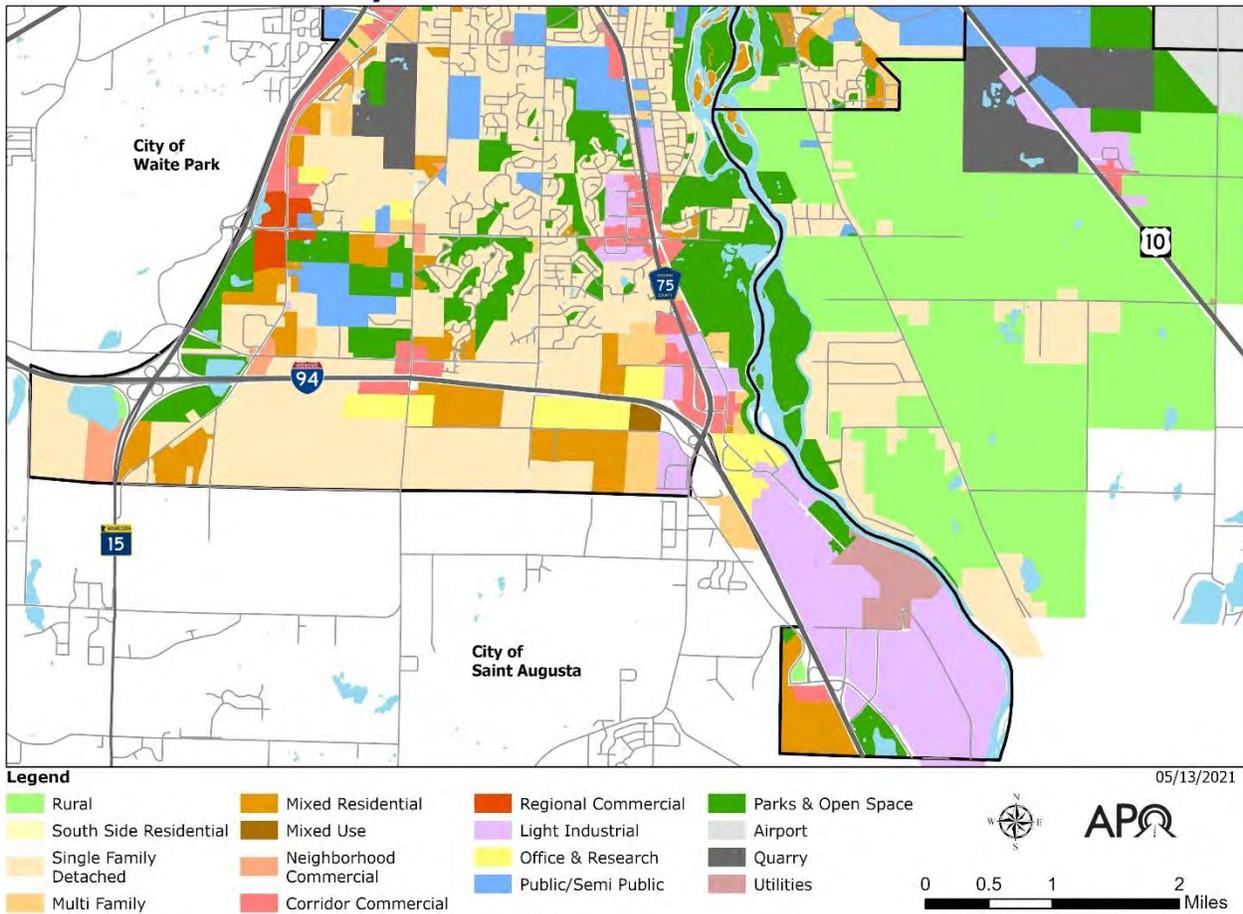


FIGURE E.4 – SOUTH SAINT CLOUD LAND USES

South Saint Cloud refers to that part of the city south of 22<sup>nd</sup> Street South and west of the Mississippi River as shown in Figure E.4.

Characteristic of south Saint Cloud are areas of mixed use and single family residential development and the parks and schools that serve them. Areas of commercial and industrial development follow south Roosevelt Road and I-94. A mix of residential and commercial uses characterize the Oak Grove Road corridor.

South Saint Cloud is regarded by the city as its primary growth area. The city is promoting development opportunities that are available south of 33<sup>rd</sup> Street and north of I-94. The city also sees growth potential along West St Germain, 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 in support of future southside growth and development.

**City of Saint Cloud East Land Use**

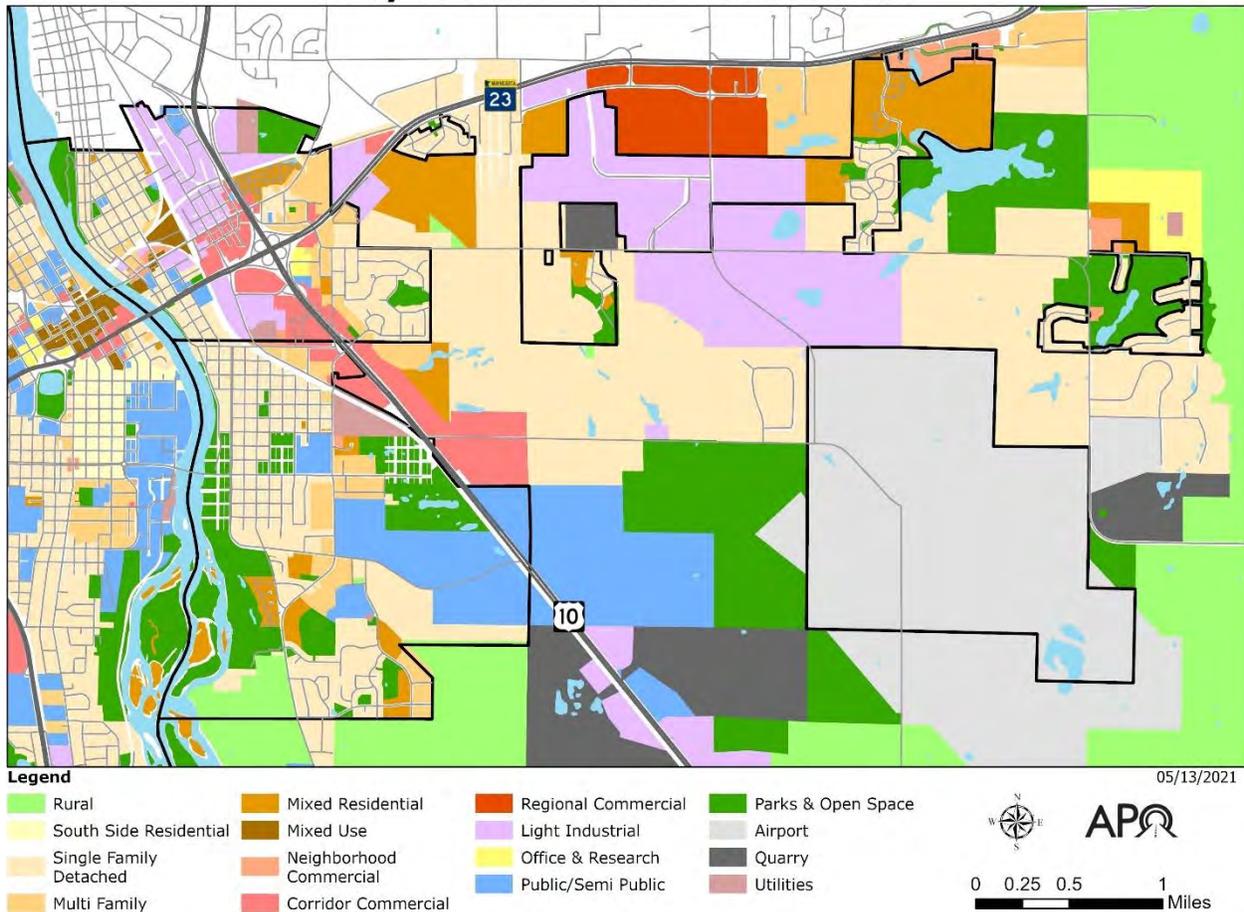


FIGURE E. 5 – EAST SAINT CLOUD LAND USES

East Saint Cloud will generally refer to that part of the city east of the Mississippi River.

To the east of the Mississippi River are many established residential neighborhoods and public parks. Along and near Highway 10 and Lincoln Avenue is a mix of residential uses along with light industrial and commercial activity. Further east of Highway 10 and south of Highway 23 is an area of new residential and industrial development. Also within this area is the Saint Cloud Regional Airport.

As identified in the Comprehensive Plan, the city’s **planning** focus is on infilling the vacant areas within established areas of east Saint Cloud and encouraging new development to the east, particular areas beyond US 10 toward the regional airport.

## 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).

For better description, the active transportation network for Saint Cloud has been identified within six areas of the city, shown in Figures E6 – E11. North Saint Cloud is further subdivided to show the network in the core CBD and SCSU university area, the west central area, the north central area, and the northwest area.

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

Taken together, 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

To serve bicyclists, the City of Saint Cloud has 46.2 lane miles of on-road bicycle facilities, including signed bicycle lanes, signed paved shoulders and signed shared lanes. Much of these on-road miles are part of the nationally recognized Mississippi River Trail (MRT).

The city has 14.9 miles of dedicated bicycle lanes, primarily south of SCSU (including University Bridge) and along Cooper Avenue.

### The Beaver Island Trail (MRT Route)

The MRT, a planned network of bicycle facilities encompassing the length of the Mississippi River, follows the west shore of the river through the City of Saint Cloud as the Beaver Island Trail. As a nationally recognized bicycle route this on-road facility is regionally significant to the city.

In addition, the MRT has been identified as one of the Minnesota Department of Transportation (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.

The Beaver Island Trail follows the Mississippi River from north Saint Cloud, through the downtown area and SCSU, then continuing south through the city.

In addition to being a nationally recognized bicycle route, the Beaver Island Trail as part of the MRT has been identified as one of the Minnesota Department of Transportation (MnDOT's) **high priority corridors for bicycle routes due to its interjurisdictional nature and high potential for connecting other regional active transportation facilities.**

### The Lake Wobegon Trail

The Lake Wobegon Trail is another regionally significant bicycle facility of which nearly six miles are within the city of Saint Cloud. Attracting bicycle usage both within the metropolitan planning area and from other regions, the Lake Wobegon Trail runs from Saint Cloud to Osakis – a distance of more than 57 miles - where it connects to another regional bicycle facility, the Central Lakes Trail. The Lake Wobegon Trail is programmed to become signed bicycle lanes through north Saint Cloud, converted from shared lanes, that will link to Hester Park and the Beaver Island Trail.

## OFF-ROAD FACILITIES

### Shared Use Paths and Trails

There are 46.9 miles of shared use paths that provide neighborhoods with access to many of the city’s parks, recreational areas, and schools. This includes 9.5 miles of unpaved trails, much of which are within the city’s many parks.

### 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 area of development. The presence of sidewalks in different parts of the city varies depending upon when the subdivision was built.

Figures E.6 – E.11 show the location of on and off-road active transportation facilities within the six subareas.

**City of Saint Cloud CBD and University Area Active Transportation Facilities**



FIGURE E.6 – ON AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN THE SAINT CLOUD CBD AND UNIVERSITY AREA BY TYPE AND LOCATION.

The downtown area and much of the community to the west of Saint Cloud CBD and SCSU are served by a grid system of sidewalks that primarily follows the existing street pattern.

South of SCSU, the Beaver Island Trail follows the Mississippi River as a shared use path. There are many more shared use paths within the area as well, such as those are along Cooper Avenue and in the Lake George area.

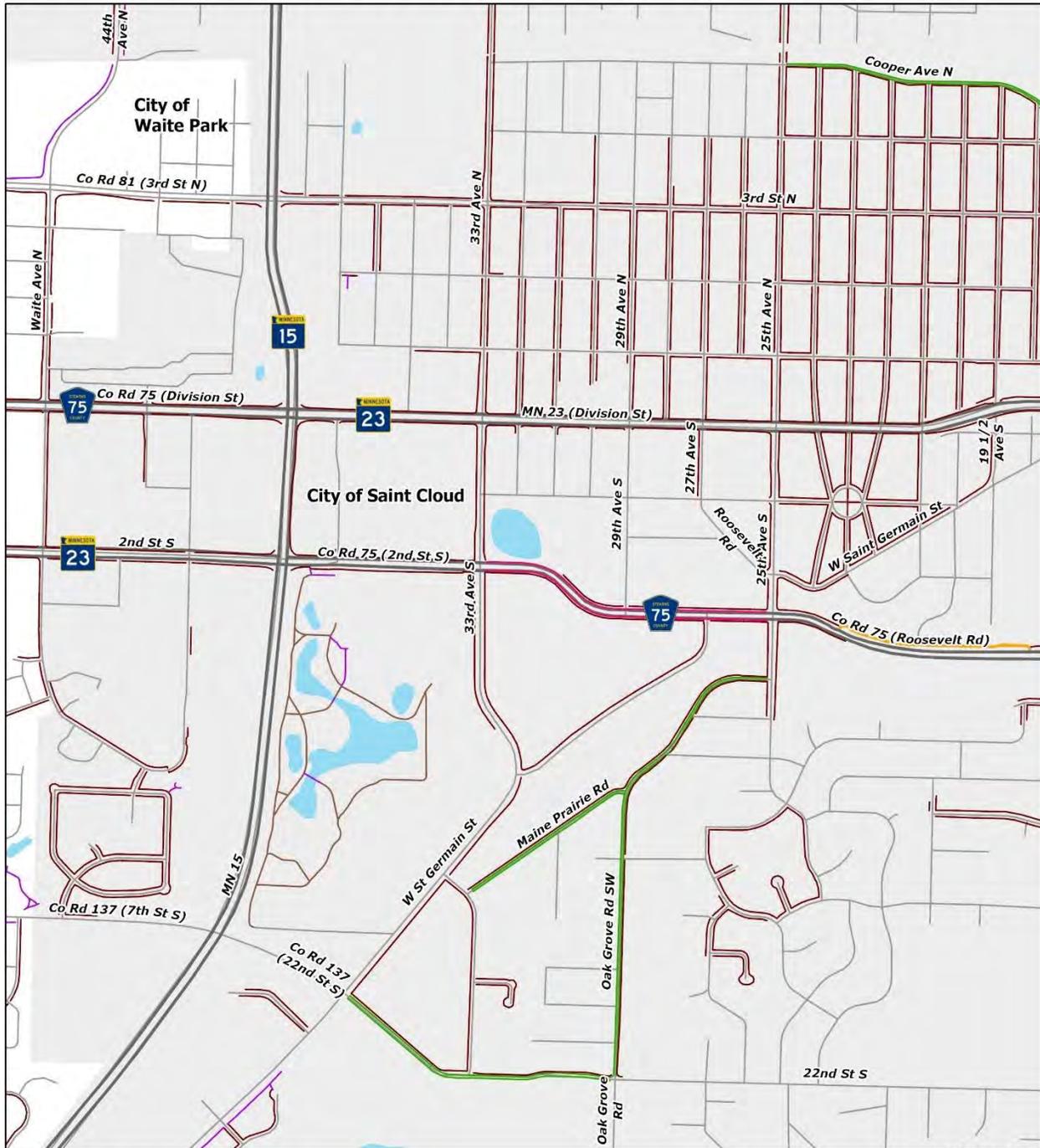
This area includes many on-road bicycle facilities. Fifth Avenue and other streets as shown have signed shared lanes - bicycles sharing the road with vehicle traffic. Signed bicycle lanes such as those along Clearwater Road and adjacent to SCSU are striped with a lane intended just for bicycles.

Many of the on-road bicycle facilities in this area of the city are below the MnDOT design guidelines for the posted vehicle speeds and traffic volume.

*ADD PHOTO TO FILL WHITE SPACE*

DRAFT

### City of Saint Cloud West Central Active Transportation Facilities



Legend

- |                       |                     |                              |
|-----------------------|---------------------|------------------------------|
| Signed Bicycle Routes | Off-Road Facilities | City of Saint Cloud Boundary |
| Signed Bicycle Lane   | Shared Use Path     |                              |
| Signed Paved Shoulder | Unpaved Trail       |                              |
| Signed Shared Lane    | Sidewalk            |                              |
|                       |                     |                              |



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FIGURE E. 7 – ON AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN THE WEST CENTRAL AREA BY TYPE AND LOCATION.

Many residential areas of west central Saint Cloud have access to nearby sidewalks, though there are gaps. A system of unpaved walking trails loops through Heritage Park around shallow ponds.

Within this area of Saint Cloud, dedicated bicycle lanes are found on 22<sup>nd</sup> Street South, Maine Prairie Road and Oak Grove Road. Second Street South has signed paved shoulders for bicycle use, though much of 2<sup>nd</sup> Street is under-designed relative to MnDOT guidance.

High levels of vehicle traffic on State Highway 23, Highway 15, and CSAH 75 has been identified in plans and studies as a crossing barrier.

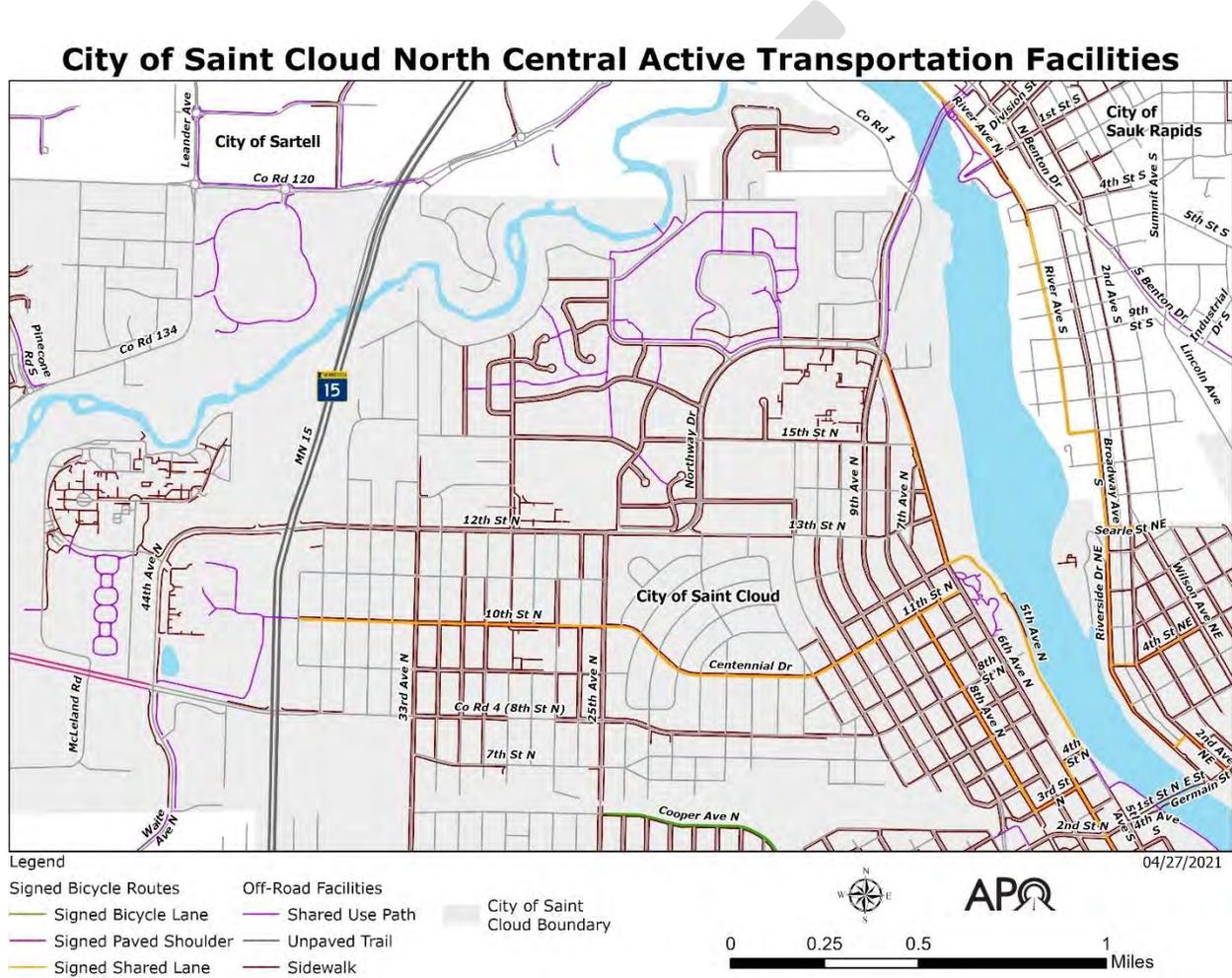


FIGURE E.8 – ON AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN THE NORTH CENTRAL AREA BY TYPE AND LOCATION.

A mix of on and off-road facilities is found in north central Saint Cloud. A network of sidewalks and shared use paths serves the area around Whitney Park. A shared use path from Apollo High School and a bridge over Highway 15 currently connect to signed shared lanes for bicycles along 10<sup>th</sup> Street North/Centennial Drive. Among other bicycle routes are signed shared lanes along 5<sup>th</sup> Avenue and 8<sup>th</sup> Avenue which lead to the downtown area.

A shared use path along 9<sup>th</sup> Avenue leads to areas north of Saint Cloud. As shown, there is a network of paved paths within Hester Park. A loop of shared use paths follows the access into the CentraCare medical care complex west of Highway 15.

### City of Saint Cloud Northwest Active Transportation Facilities



FIGURE E.9 – ON AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN THE NORTHWEST AREA BY TYPE AND LOCATION.

Current active transportation facilities in the northwest area include shared use paths and signed paved shoulders along Veterans Drive, though there remain some gaps. There are existing gaps in the facilities along County Road 134.

As shown, there is a developed network of shared use paths and sidewalks in the Westwood area. There are sidewalks for much of the remaining residentially developed area on the northwest side, though there are gaps.

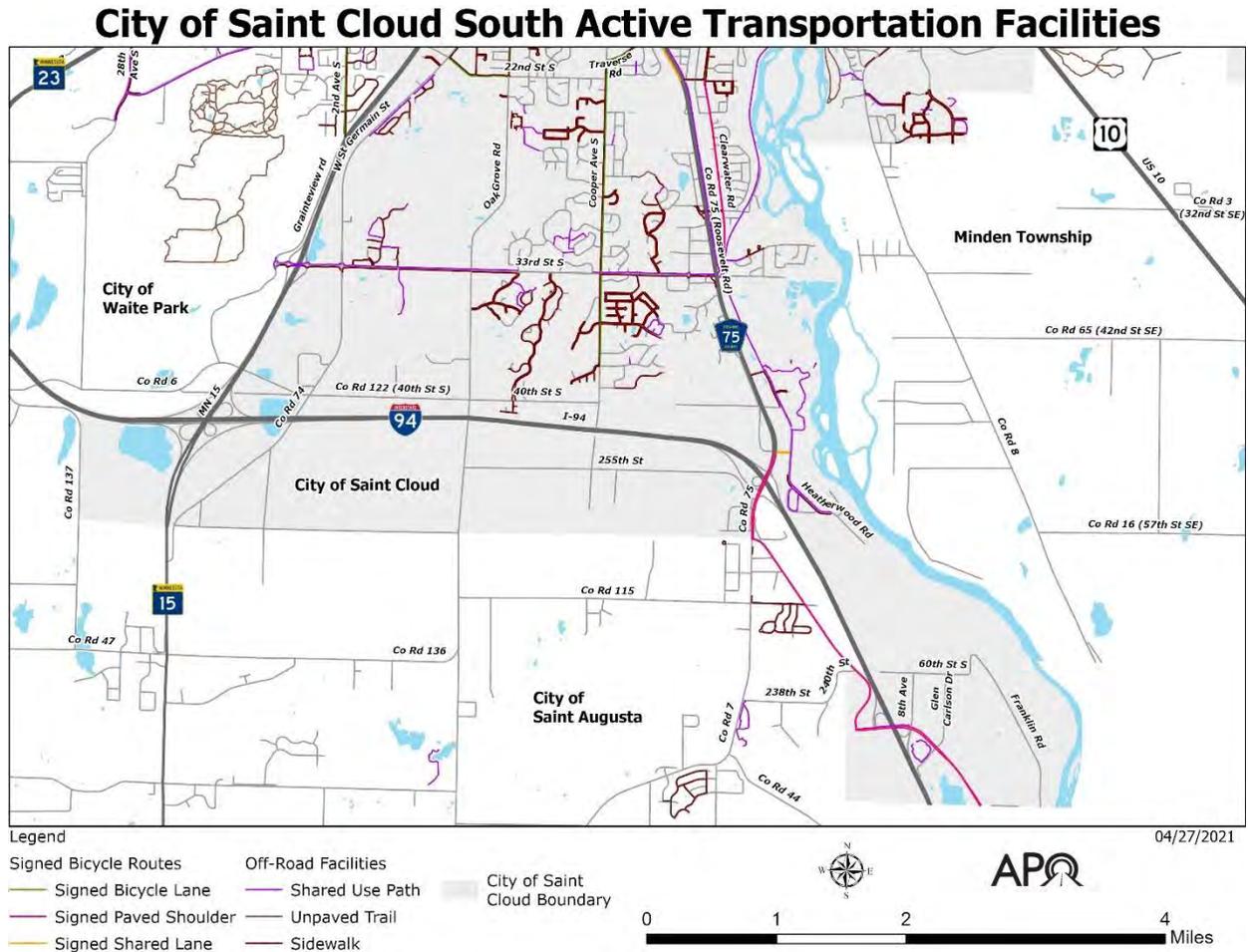


FIGURE E. 10 – ON AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN THE SOUTH SAINT CLOUD BY TYPE AND LOCATION.

On the south part of Saint Cloud, the main connecting routes to the downtown and areas north are Roosevelt Road with an adjacent off-road shared use path, and Cooper Avenue which has signed bicycle lanes. In south Saint Cloud, the Beaver Island Trail extends south along the Mississippi as a separated path. The MRT route then continues along CSAH 75 as signed paved shoulders. Shared use paths along 33<sup>rd</sup> Street South have been expanded as part of a roadway reconstruction project in 2019 - 2021.

As shown, some southside areas are well served with sidewalks and shared use paths, though many residential areas are lacking these facilities.

### City of Saint Cloud East Active Transportation Facilities

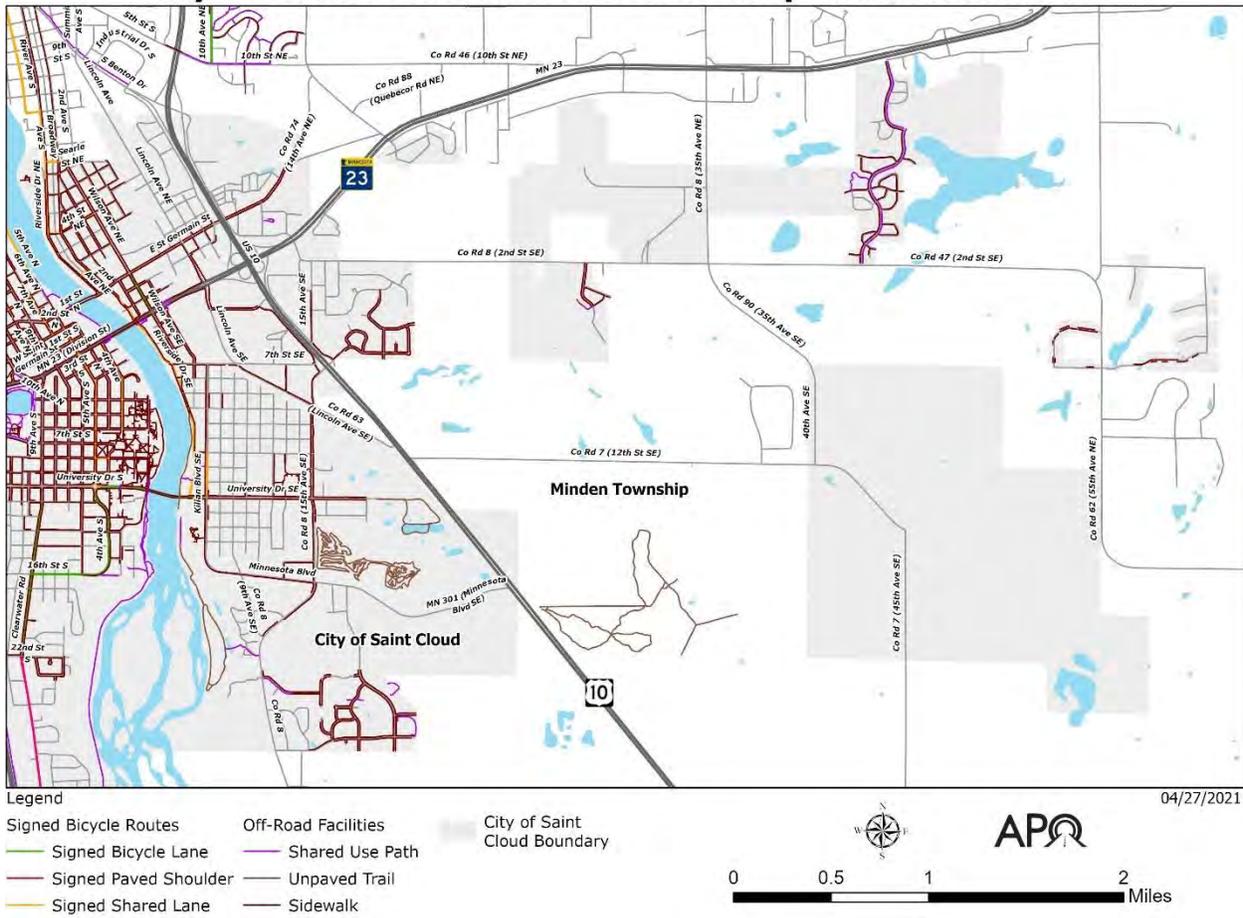


FIGURE E. 11 – ON AND OFF-ROAD ACTIVE TRANSPORTATION FACILITIES IN EAST SAINT CLOUD BY TYPE AND LOCATION.

Key routes to the east side of Saint Cloud are those that cross the Mississippi River at East Saint Germain, Division Street and University Drive. All provide access for pedestrians to and from the downtown and the SCSU campus. Only University Drive provides on-road shared bicycle lanes. Riverside Drive has both signed shared bicycle lanes and a shared use path extending south through river area greenways.

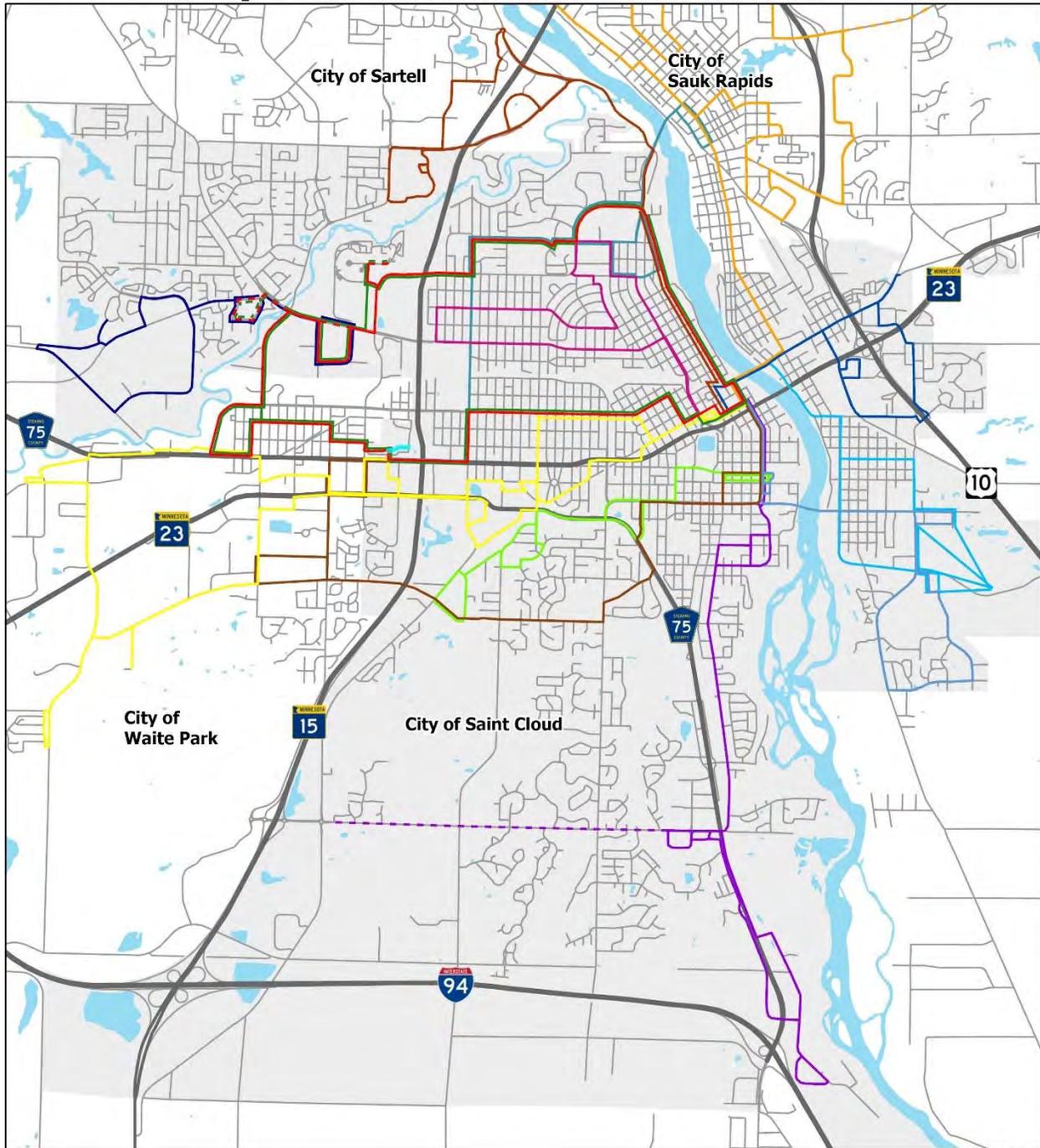
Sidewalks generally follow collector roadways and are along some streets, especially close to the river and in some newer neighborhoods. Riverside Park, Friedrich Park and the Rail Trail on state-owned land have unpaved walking paths for recreational use. As shown, many residential areas on the east side are lacking sidewalks.

## TRANSIT SERVICES AND INFRASTRUCTURE

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

Metro Bus provides fixed route transit service to the City of Saint Cloud seven days a week with eleven routes.

# City of Saint Cloud Transit Routes

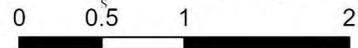


05/13/2021

**Legend**

- Route 1
- Route 2
- Route 3
- Route 4
- Route 5
- Route 6
- Route 7
- Route 8
- Route 9
- Route 10
- Route 11
- Route 12
- Route 21
- Route 22
- Route 31
- Route 33

City of Saint Cloud Boundary



Miles

FIGURE E. 12 – METRO BUS FIXED ROUTE SERVICE

Most Metro Bus fixed routes start or end at the downtown transit center or Crossroads Center. The Miller Learning Resource Center at SCSU is another transfer point.

All fixed route transit stops are signed. Many of the stops within Saint Cloud include benches and shelters.

Figure E.13 shows location of transit stops in north Saint Cloud and how close they are to active transportation infrastructure.

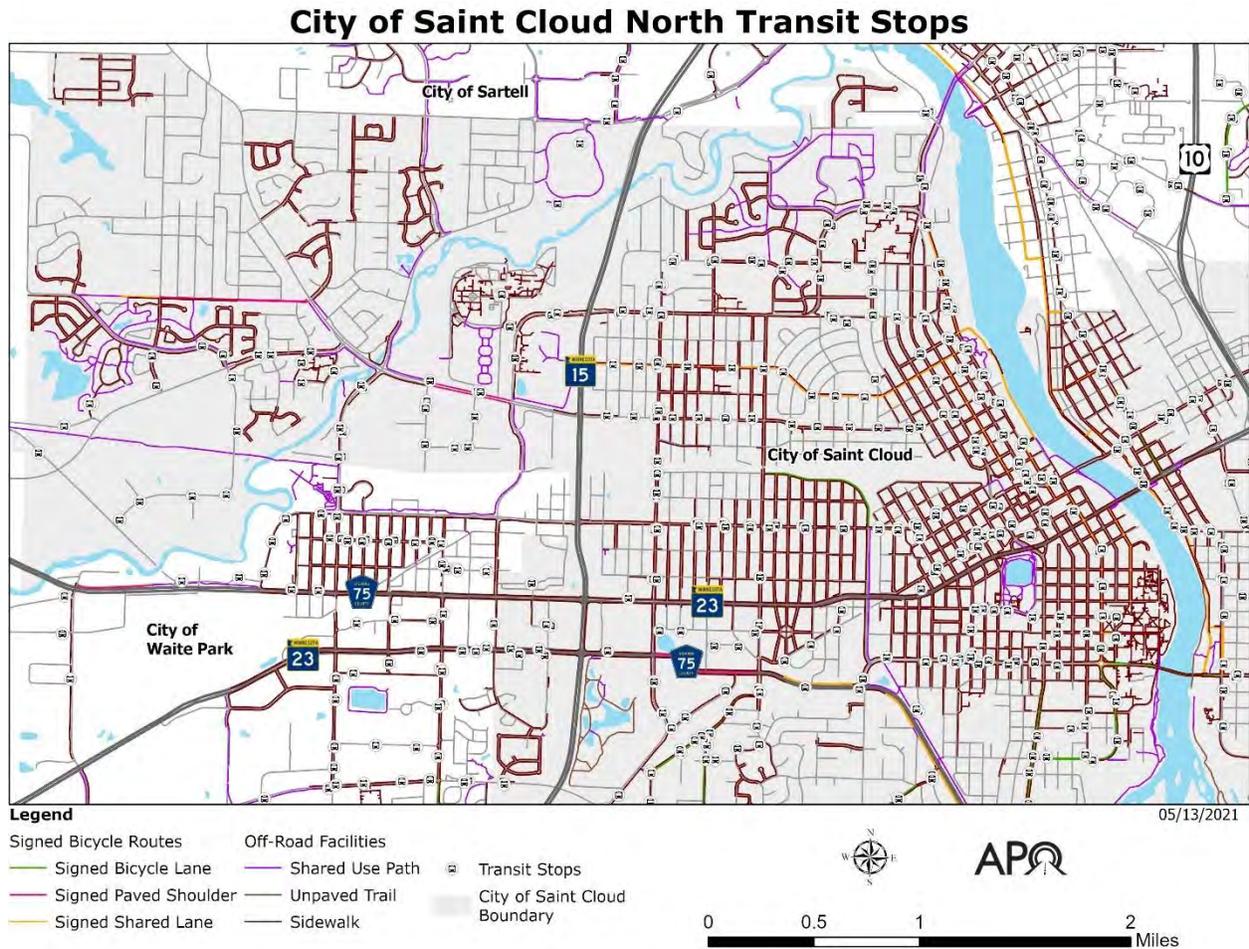
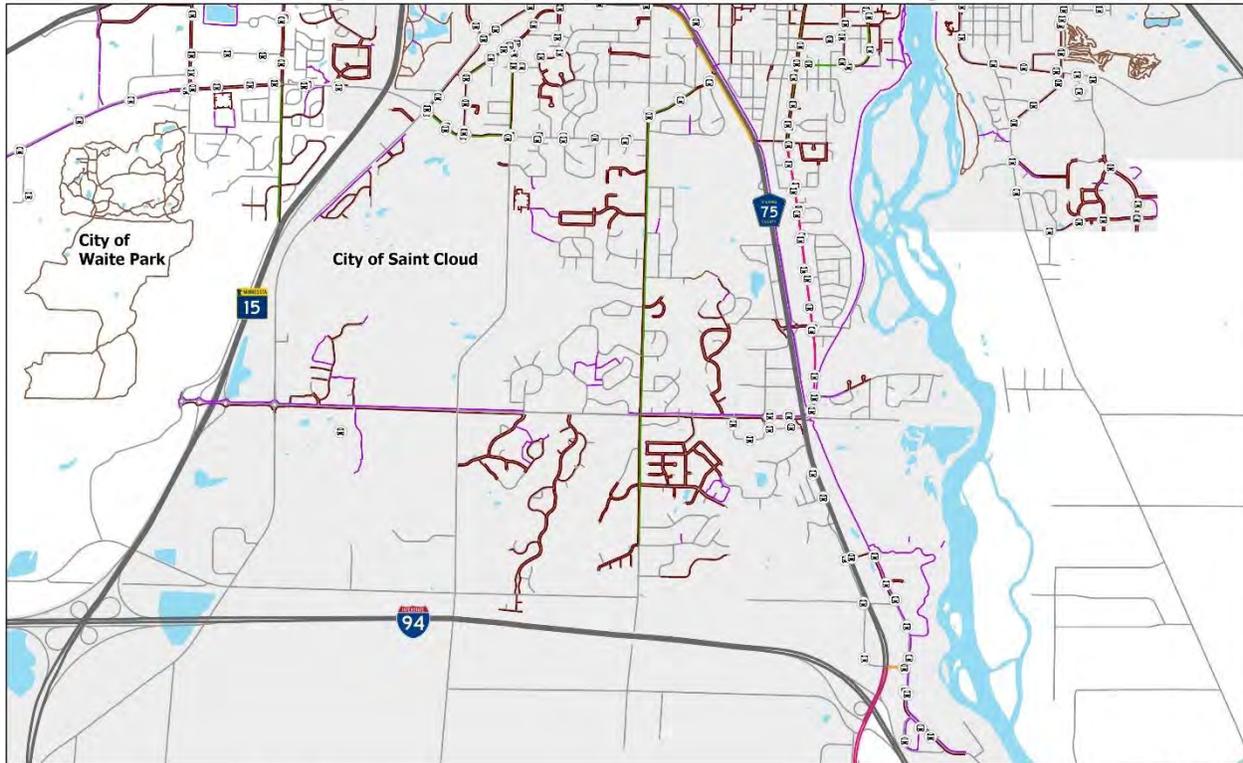


FIGURE E.13 – TRANSIT STOPS RELATIVE TO THE ACTIVE TRANSPORTATION SYSTEM IN NORTH SAINT CLOUD

Much of north Saint Cloud is served by the fixed route network, though routes do not currently extend to parts of the northwest area, as shown in Figure E.12. Transit routes and stops in north Saint Cloud generally follow collector and arterial streets.

For northside residents and those who use services in north Saint Cloud, there is generally some degree of access from sidewalks or shared use paths to transit stops. Transit stops for destinations in the downtown area typically include sidewalk access. Some Metro Bus stops, such as those in the industrial area west of the Sauk River, are lacking sidewalks.

**City of Saint Cloud South Transit Stops**



**Legend**

- |                         |                     |                                |
|-------------------------|---------------------|--------------------------------|
| Signed Bicycle Routes   | Off-Road Facilities | Transit Stops                  |
| — Signed Bicycle Lane   | — Shared Use Path   | □ City of Saint Cloud Boundary |
| — Signed Paved Shoulder | — Unpaved Trail     |                                |
| — Signed Shared Lane    | — Sidewalk          |                                |

05/13/2021

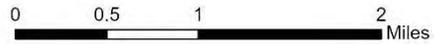


FIGURE E. 14 – TRANSIT STOPS RELATIVE TO THE ACTIVE TRANSPORTATION SYSTEM IN SOUTH SAINT CLOUD

The fixed route transit network in the south area of Saint Cloud includes many stops along 22<sup>nd</sup> Street, Clearwater Road and the business park near the I-94 interchange. Transit stops were added to serve commercial areas and the new high school along 33<sup>rd</sup> Street.

The presence of on and off-road facilities to provide access for bicyclists and pedestrians to transit stops varies somewhat, as shown.

**City of Saint Cloud East Transit Stops**

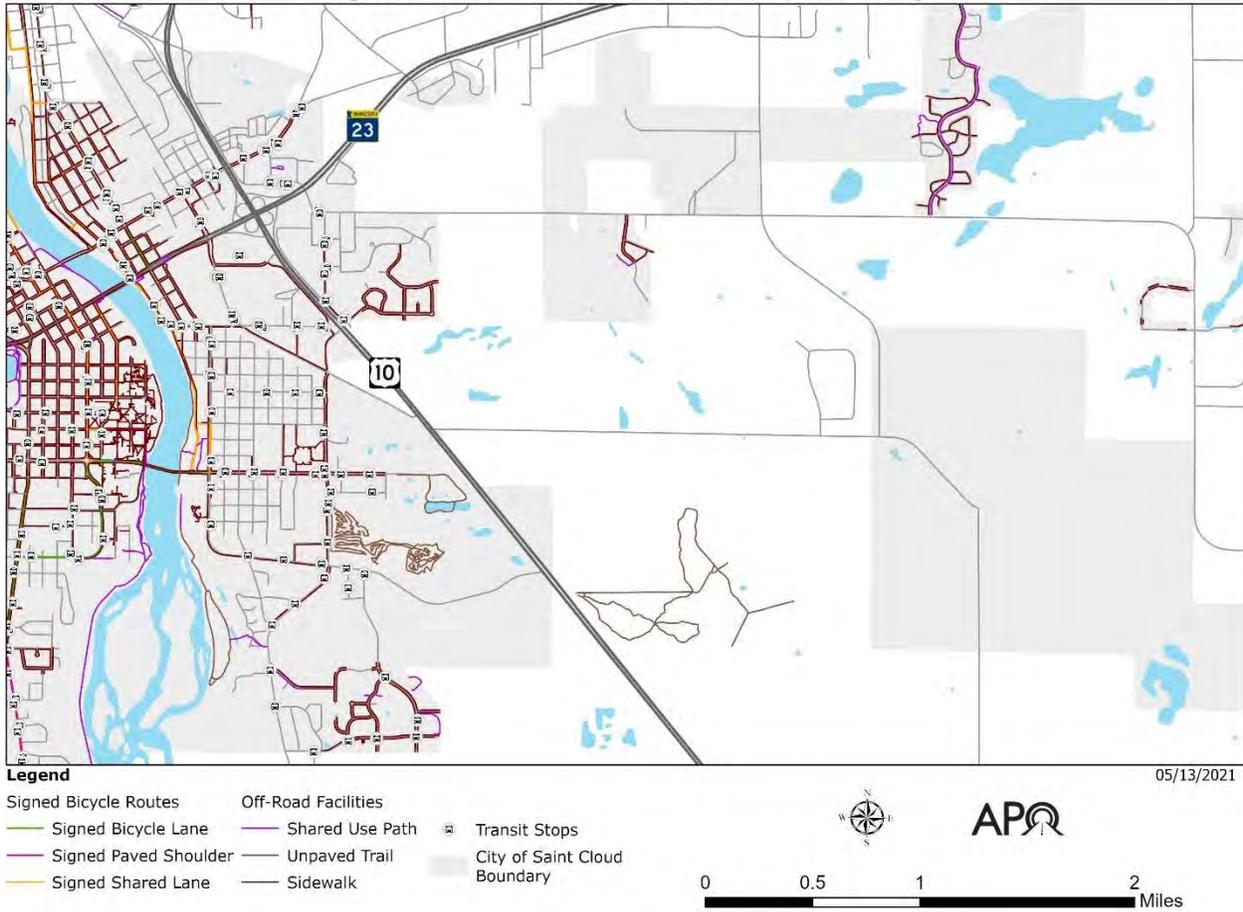


FIGURE E. 15 – TRANSIT STOPS IN RELATION TO THE ACTIVE TRANSPORTATION SYSTEM IN EAST SAINT CLOUD

Residents of east Saint Cloud generally have nearby access to the fixed route network, though active transportation facilities to get them there are sometimes lacking. Metro Bus stops are located along east side collector and arterial streets and on some local streets such as 7<sup>th</sup> Street SE and 11<sup>th</sup> Street SE.

**OTHER TRANSIT SERVICES**

Metro Bus also offers additional transit services for Saint Cloud residents. Dial-a-Ride (DAR) is an operator-assisted paratransit service provided for those who are unable to use fixed routes. Tri-Cap is another public transit service that provides dial-a-ride service from curb to curb to other parts of the MPA for qualified users with call ahead reservations.

Jefferson Lines has a stop at the Metro Bus Transit Center, providing bus service to areas outside the region. A commuter bus link from Saint Cloud provides access to the Northstar Commuter Rail Line in Big Lake which connects to the Twin Cities. The Amtrak Rail Station in east Saint Cloud is on the Empire Builder system with stops across the nation.

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## CONDITION OF ACTIVE TRANSPORTATION INFRASTRUCTURE

If the condition of existing infrastructure is poor or ill-equipped for the end user, it may be inconvenient or underutilized. For those who are using them, infrastructure that is rough or in disrepair could be unsafe and result in accidents and injuries. Keeping the system in good condition assures safe use by all users.

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 of this document.

### ON-ROAD FACILITIES

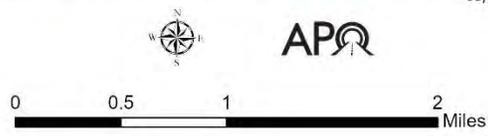
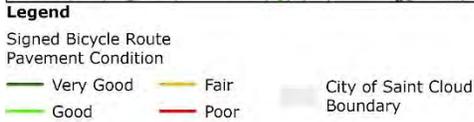
#### Pavement Condition and Striping

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

Pavement conditions along roadway segments were scored using a visual inspection methodology. As shown in Figure 7, of the 20.9 total centerline miles signed as shared bicycle facilities, 2.2 centerline **miles are in "fair" or "poor" condition.** The remaining mileage **was rated "good" or "satisfactory."**

Striping conditions were also rated from a visual inspection. In the City of Saint Cloud, 20.2 lane miles are striped **and of these, 11.5 miles are rated "fair" or "poor."**

### City of Saint Cloud North Bicycle Route Pavement Condition



05/13/2021

FIGURE E. 16 – CONDITION OF PAVEMENTS SIGNED AS BICYCLE ROUTES IN NORTH SAINT CLOUD

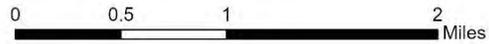
While most of the on-road facilities in north Saint Cloud are rated as good or very good, portions of 5<sup>th</sup> Avenue and 11<sup>th</sup> Street have poor pavement and other streets, as shown, are in fair condition.

### City of Saint Cloud North Bicycle Route Striping Condition



**Legend**

- Signed Bicycle Route
- Striping Condition
- Good
- Fair
- Poor
- None
- City of Saint Cloud Boundary



05/14/2021

FIGURE E. 17 - STRIPING CONDITION OF SIGNED SHARED USE BICYCLE ROUTES IN NORTH SAINT CLOUD

Of those on-road bicycle routes in north Saint Cloud that are striped, most are in good condition. Portions of the routes along 6<sup>th</sup> Avenue North and Oak Grove Road Southwest are in fair condition.

### City of Saint Cloud South Bicycle Route Pavement Condition



05/13/2021

**Legend**

- Signed Bicycle Route
- Pavement Condition
  - Very Good
  - Good
  - Fair
  - Poor
- City of Saint Cloud Boundary

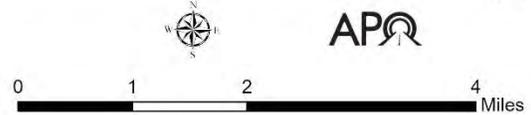


FIGURE E. 18 – CONDITION OF SIGNED SHARED BICYCLE ROUTES IN SOUTH SAINT CLOUD

Pavement conditions for on-road bicycle facilities in south Saint Cloud are generally rated as good or very good. Some segments of pavement are in fair condition, as shown.

### City of Saint Cloud South Bicycle Route Striping Condition



05/14/2021

FIGURE E. 19 - STRIPING CONDITION OF SIGNED SHARED USE BICYCLE ROUTES IN SOUTH SAINT CLOUD

Of those bicycle routes in south Saint Cloud that are striped, most are in good condition. Portions of the striping along south CR 75 and Clearwater Road are in fair or poor condition, as indicated.

## OFF-ROAD FACILITIES

### Condition of Off-road Shared Use Paths

The Parks & Trails Council of Minnesota completed a pavement condition assessment of almost all shared uses paths within the APO in 2020. Using a specially equipped electronic bicycle, a Parks & Trail Council staff member rode the shared-use paths throughout the metropolitan planning area – traveling in both directions – while instruments aboard the bicycle recorded the “bumpiness” of the pavement.

The study concluded that while much of the city’s facilities are in good or “smooth” condition, some areas in parks or neighborhoods need improvement. Approximately 28% of all shared use paths in Saint Cloud were identified as being in “rough” or “very rough” condition. About 18% of the city’s paths were rated as “fair.”

**City of Saint Cloud North Shared Use Path Pavement Condition**

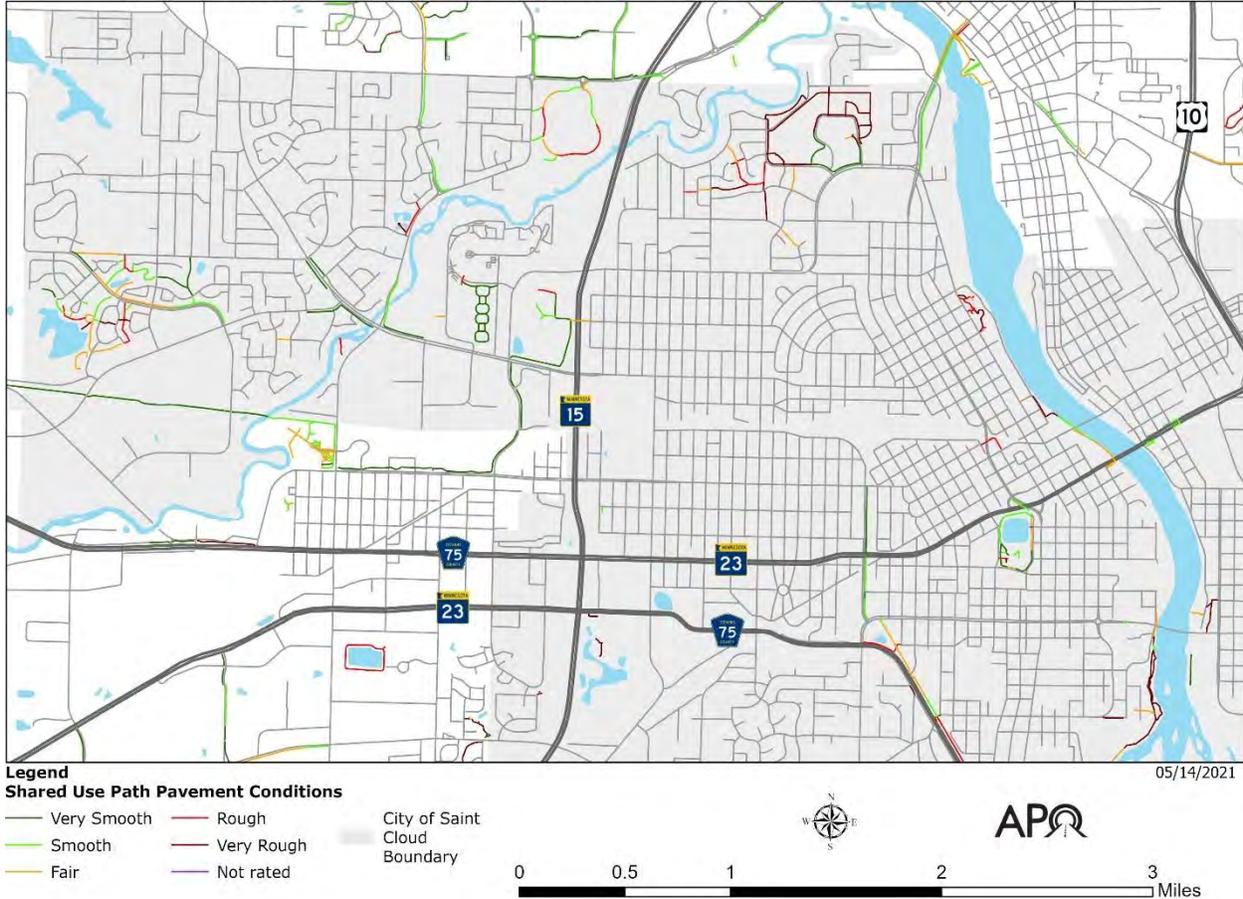


FIGURE E.20 – CONDITION OF PAVEMENTS ON SHARED USE PATHS IN NORTH SAINT CLOUD

In north Saint Cloud, many of the shared use paths in areas within and near Whitney Park are in rough or very rough condition. Hester Park, the CentraCare clinic, and the Westwood area have sections of shared use paths in fair or rough condition. The Lake Wobegon Trail and other paths, as shown, are generally in good condition.

### City of Saint Cloud South Shared Use Path Pavement Condition

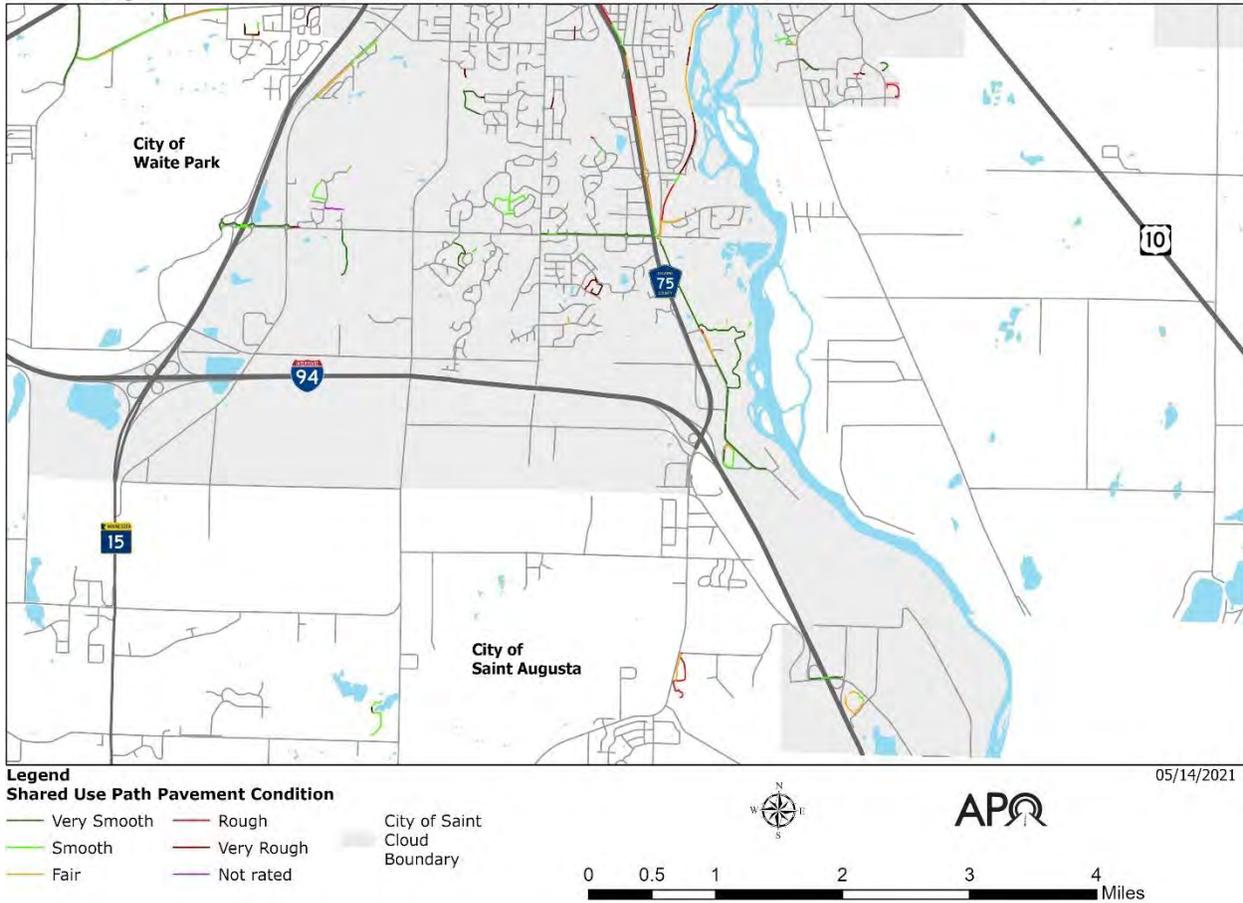


FIGURE E.21 – CONDITION OF PAVEMENTS ON SHARED USE PATHS IN SOUTH SAINT CLOUD

In south Saint Cloud, as identified, some sections of the Beaver Island Trail, the shared use paths along Roosevelt Road, and the paths in some neighborhoods are currently in poor or fair condition.

### City of Saint Cloud East Shared Use Path Pavement Condition

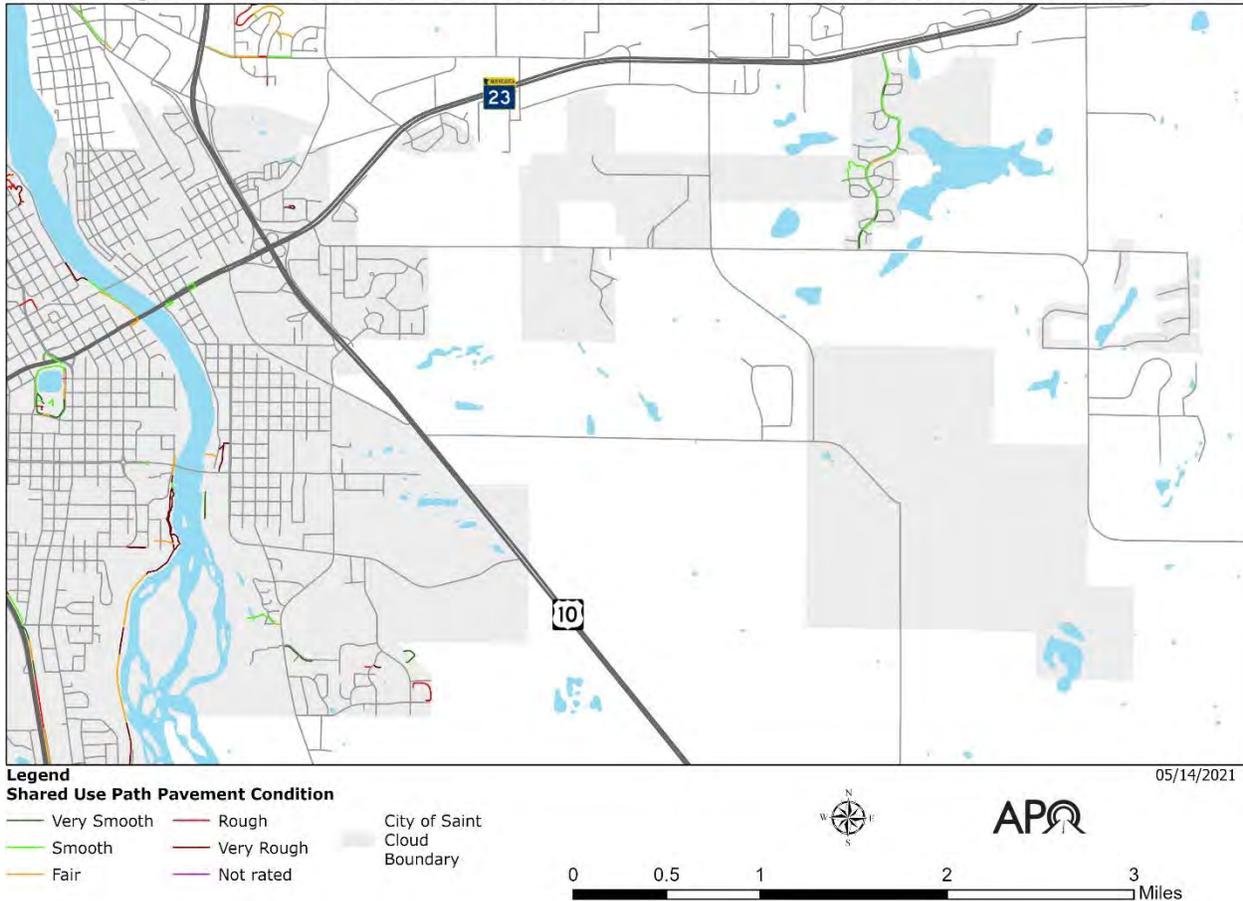


FIGURE E.21 – CONDITION OF PAVEMENTS ON SHARED USE PATHS IN EAST SAINT CLOUD

In east Saint Cloud, most of the existing shared use paths are in smooth or very smooth condition. Pavements on the shared use paths that serve Clemens Garden are among those currently rated as poor.

## SAINT CLOUD PLANS FOR ACTIVE TRANSPORTATION

The [2015 Comprehensive Plan](https://bit.ly/3h6d1R1) (https://bit.ly/3h6d1R1) adopted in 2016 and the supplementary End Vision Small Area Plan approved in 2019 provide the current planning framework for transportation in Saint Cloud.

As a guide to transportation and other investments, the City of Saint Cloud maintains a [Capital Improvement Program \(CIP\)](https://bit.ly/33nh1LB) . (https://bit.ly/33nh1LB). The CIP includes projected long-term 20-year needs along with short term projects, identified based upon anticipated future revenues.

### 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, accommodating all users, regardless of age and ability. **Saint Cloud’s plan** includes strategies to recognize and address

barriers to bicycle and pedestrian usage with investment in projects that improve connections. The city will improve and expand its transportation network with designs that are bicycle and pedestrian friendly.

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

In addressing the comprehensive plan's commitment to improve facility connections and address barriers to safe usage, 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. The plan also emphasizes that care should be given in the placement and design of facilities and crossings along major roadway corridors that will safely get users to their destinations.

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 ensure its** residents are provided active and passive recreational opportunities, to maintain and improve existing parks and to expand its park system and the on and off-road facilities to serve them as needed. The city 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 features associated with transit-oriented development (TOD) around the BNSF train station. **The city's Vision Plan objective** is to create an urban walkable 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. The East End Vision Plan promotes streetscapes and roadway designs that create safer spaces for pedestrians and bicyclists and serve to slow traffic.

### **2011 COMPLETE STREETS**

In 2011, the City of Saint Cloud became the first community in the region to adopt a [Complete Streets Policy](#). 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 seeks 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**

Saint Cloud received its designation as a Bronze level Bicycle Friendly Community in 2017. The League of American Bicyclists assigns this **status in recognition of the city's efforts to** accommodate and encourage safe and convenient bicycling within the community. The city described its progress in responding the needs of the bicyclists both regionally and locally in its application for redesignation of this status in 2021.

## TRANSPORTATION STUDIES

Among recent studies of relevance in defining transportation issues and planning solutions for the City of Saint Cloud are the 2020 TH 15 Corridor Study, the 2016 US-10 Pedestrian Crossing Report, and the 2007 TH 23 and CSAH 75 Corridor Study. Each of these planning studies analyzed current and future traffic and facility conditions for critical corridors with reference to bicycle and pedestrian access needs.

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## CITY ORDINANCES

Along with various citywide planning efforts, [Saint Cloud City Code](https://bit.ly/2Rx6cUu) (https://bit.ly/2Rx6cUu) has established several ordinances pertaining to the active transportation system and its users. The city also follows [Minnesota Statutes](https://bit.ly/2QNegkf) (https://bit.ly/2QNegkf) with regard to 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, city ordinance calls for the addition of five-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 for commercial or industrial properties 6 feet. 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, on the downtown sidewalks (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).

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## SYSTEM USAGE

An understanding of bicycling and walking behavior complements information on the available active transportation network within the City of Saint Cloud. It is important to know how many people are using the system, where they need and/or desire to go, and how well current facilities are addressing those needs.

## BICYCLE AND PEDESTRIAN COUNTS

APO staff regularly place a MnDOT-owned portable bicycle and pedestrian counter along shared use path locations. In addition, counts are taken at a location on the Beaver Island Trail where MnDOT has placed a permanent counter. Together this provides count coverage for eight spots within the City of Saint Cloud.

The MnDOT counter actually uses two different type of counters simultaneously. The Pneumatic TUBE counter uses two sets of tubes that are placed perpendicular to traffic. When a cyclist passes over the tubes, this counter can not only record that cyclist, but also determine which direction that person was heading. Meanwhile, the PYRO-Box utilizes infrared technology to measure the body heat of people 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 out the bicyclists from the total count.

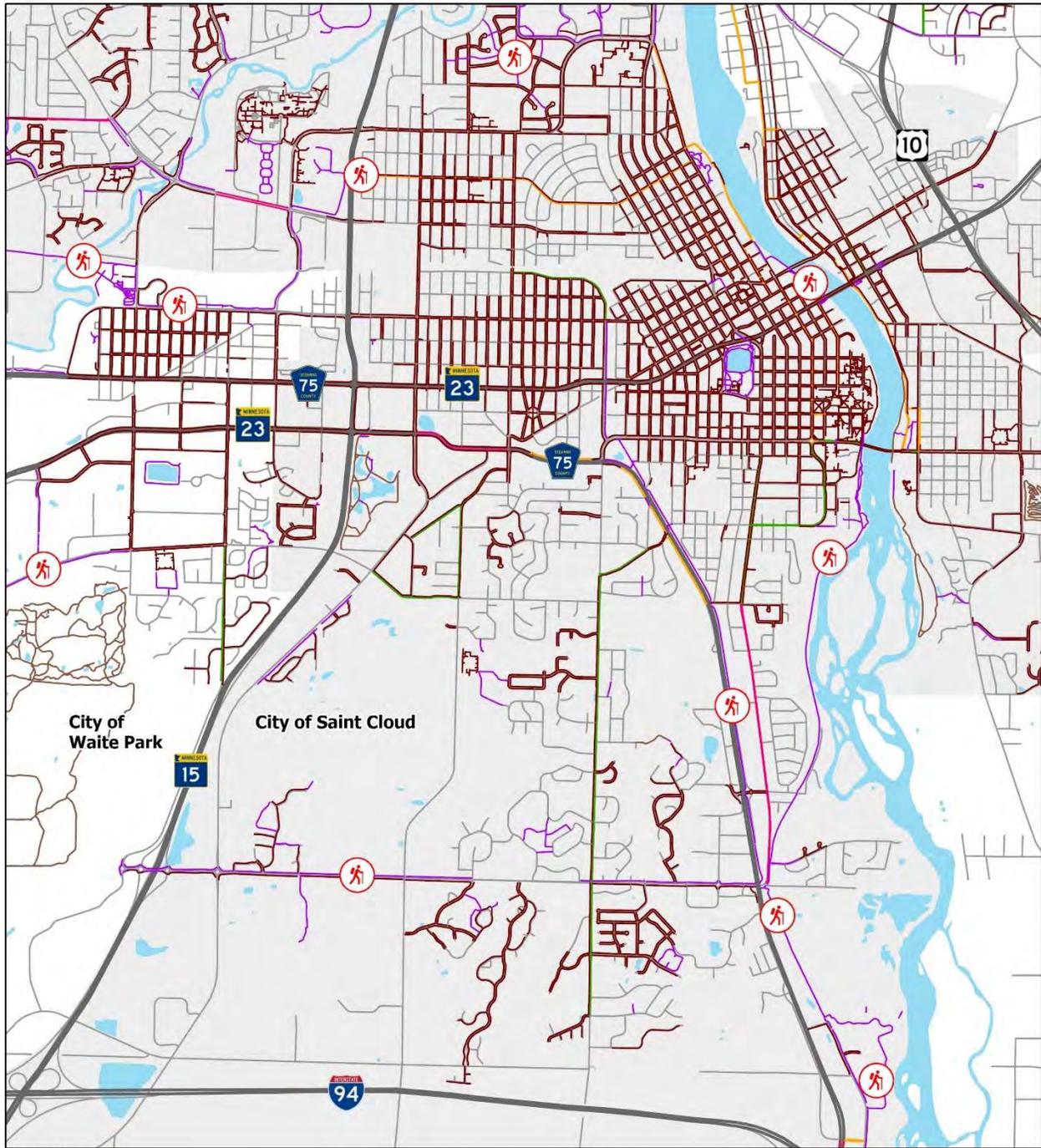
The APO regularly deploys the counter at seven counting locations throughout the city:

1. The Pedestrian Bridge over Highway 15 at Apollo High School.
2. The Greenway Trail by North Junior High School.
3. The Mississippi River Walk behind the 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)
7. 33<sup>rd</sup> Street South Trail (New Tech High School)

Ideally, all locations are counted each summer. The Beaver Island location is one of a handful of locations 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 type of counting program is relatively new (beginning in 2020) so limited data is available.

It should be noted that the 33<sup>rd</sup> Street South location was not counted until 2021.

### City of Saint Cloud Active Transportation Count Locations



Legend

- |  |   |   |
|--|---|---|
| Signed Bicycle Routes  | Off-Road Facilities   | Count Locations<br>City of Saint Cloud Boundary |
| <ul style="list-style-type: none"> <li><span style="color: green;">—</span> Signed Bicycle Lane</li> <li><span style="color: magenta;">—</span> Signed Paved Shoulder</li> <li><span style="color: yellow;">—</span> Signed Shared Lane</li> </ul> | <ul style="list-style-type: none"> <li><span style="color: purple;">—</span> Shared Use Path</li> <li><span style="color: gray;">—</span> Unpaved Trail</li> <li><span style="color: brown;">—</span> Sidewalk</li> </ul> |   |



05/14/2021

FIGURE E. 22 – LOCATIONS WHERE THE APO REGULARLY DEPLOYS AUTOMATIC BICYCLE/PEDESTRIAN COUNTERS

Location	Dates Counted (2019)	Weekday Total	Weekday Average	Weekend Total	Weekend Average
Apollo Ped Bridge	07/01 - 07/07	338	68	157	79
Greenway Trail	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.23 – 2019 PEDESTRIAN COUNTS FROM THE SAINT CLOUD LOCATIONS.

As there were some inaccuracies found in the 2019 bicycle counts, Figure E.23 displays only pedestrian counts at the locations that were counted that year. Summer pedestrian usage of the two Beaver Island Trail locations is rather high with average weekday counts ranging between 131 and 188 users. The Mississippi River Walk is another highly used facility averaging 141 pedestrians per weekday. Weekend use varies, as indicated.

As seen in Figure E. 24 below, from counts at the Beaver Island Trail taken at different times, usage of this facility will vary depending on the time of year.

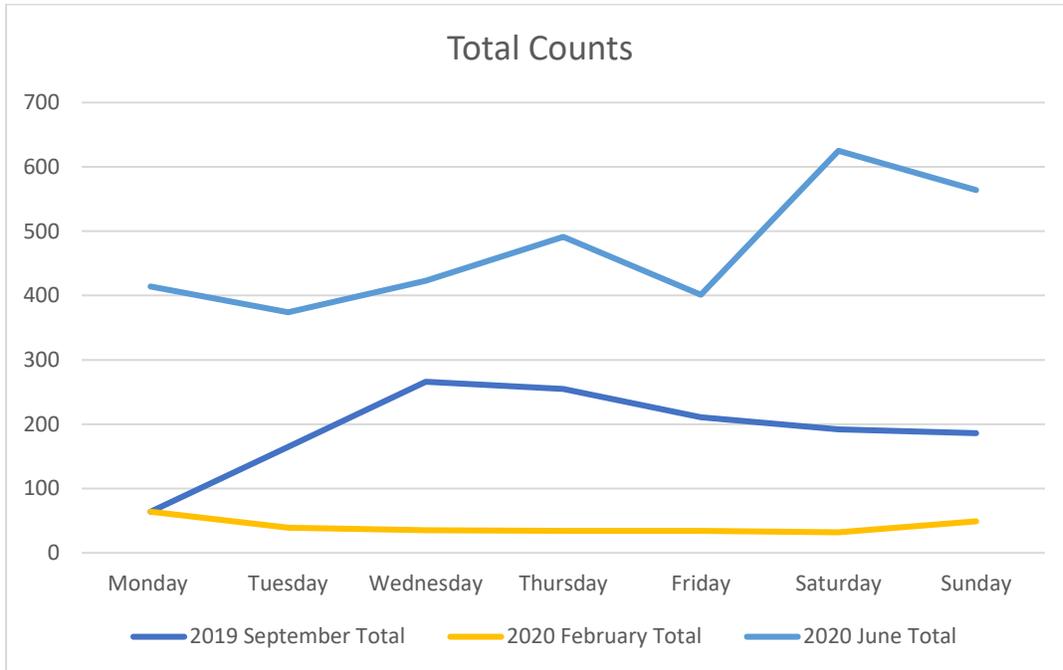


FIGURE E.24 – VARIATION IN COUNTS AT THE BEAVER ISLAND TRAIL BY TIME OF YEAR

## DESTINATIONS

Common destinations for active transportation users include schools, food assets, large employers, and parks.

For the purposes of this plan, APO staff are primarily looking at public schools. Food assets are defined as grocery stores/supermarkets, specialty food stores, meat markets, convenience stores, and non-profit community food services. Large employers listed are those that have 100 or more full- and/or part-time employees.

### Schools

Schools and colleges within Saint Cloud are **among the city's largest employers**. Chief **among the city's centers for higher learning are Saint Cloud State University (SCSU) and the Saint Cloud Technical and Community College**. Saint Cloud District #742 operates nine public schools within the city limits. These schools, listed in Figure E.24, are located on sites 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-5	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.24 – THE NINE PUBLIC SCHOOLS LOCATED WITHIN THE CITY OF SAINT CLOUD.

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

### Food Assets

As shown in Figures, grocery stores and other food destinations are found throughout Saint Cloud, though mostly found in the downtown **CBD and along the city’s primary** commercial corridors, Division Street, 2<sup>nd</sup> Street South and Highway 10. Because these corridors carry a high volume of vehicular traffic, these destinations are often difficult for active transportation users to reach.

Food assets are typically along some sort of active transportation facility – either a sidewalk or a shared use path. Often though, people who walk or cycle need to cross roadways with many fast-moving cars to get to their intended food destinations.

In Saint Cloud, food assets are commonly, though not always, located near transit stops.

## 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 St. Cloud **Veteran's Administration (VA) Center**. The State of Minnesota which includes SCSU, the Technical College, the Department of Corrections and other regional services is a major employer.

Large employment centers are located throughout the city of Saint Cloud, as indicated. As with food assets, large employers are often located 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.

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

## Parks

The City of Saint Cloud has over 95 parks of varying size and function within the city limits. Saint Cloud has eleven regional and seven semi-regional parks. As noted in the Comprehensive Plan, the **city's** intention is to provide park access within ½ mile of all homes. The city seeks to meet this need by providing a large 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 the city's smaller neighborhood parks, especially in outlying areas, have limited or no sidewalk access.**

The locations of each type of destination within each subarea of the City of Saint Cloud relative to the active transportation system is shown in Figures E.25-E.31.

### City of Saint Cloud CBD and University Area Destinations

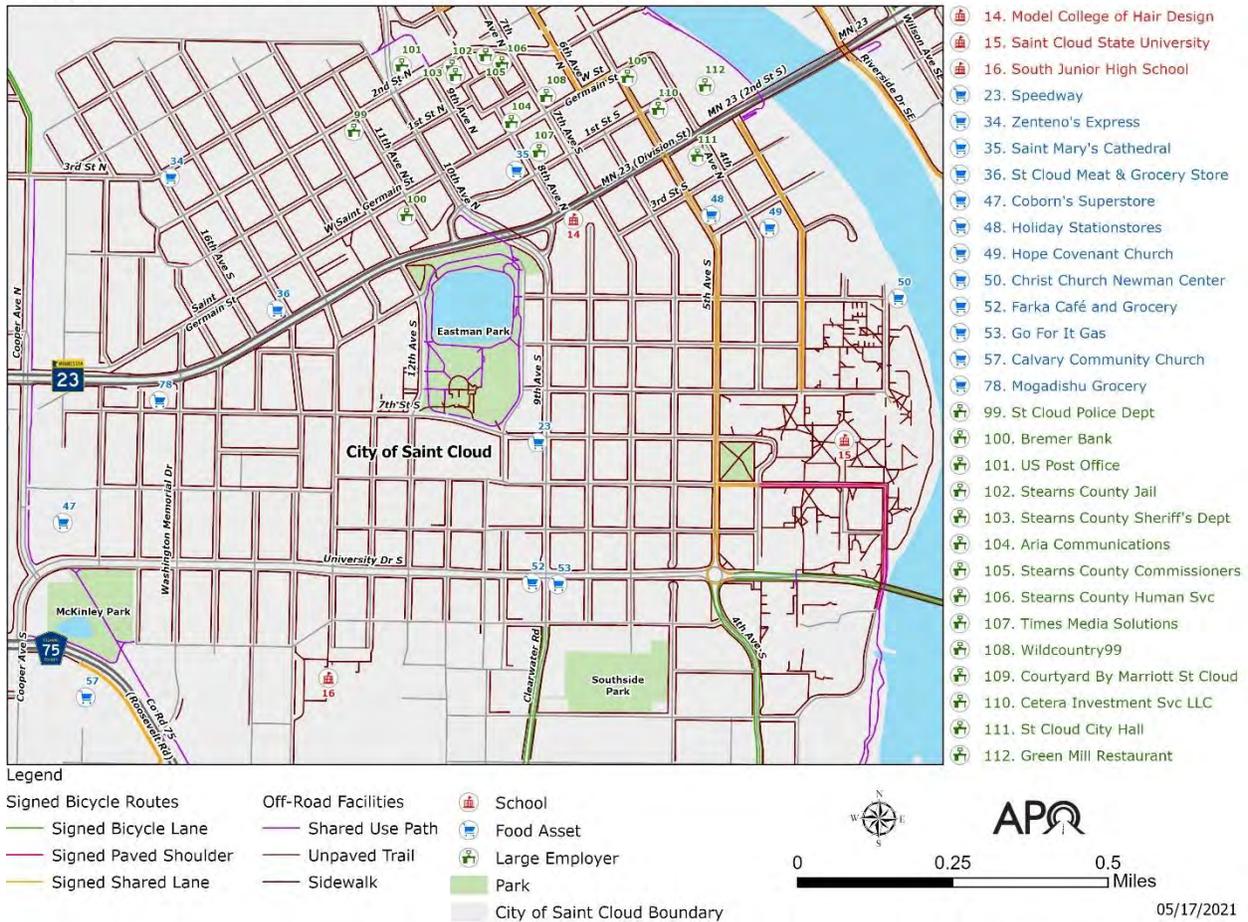


FIGURE E.25 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN THE CBD AND UNIVERSITY AREA

Saint Cloud's downtown area contains a concentrated mix of employment centers, retail stores and food assets. The Model College of Hair Design is located within the Saint Cloud CBD. Among the many downtown employers are the city and Stearns County law enforcement and administrative centers. West of the CBD is Eastman Park. Lake George with its park area, other recreational facilities and the shared use path that surrounds the lake is local and regional attraction. Further west along Division are other retail and shopping destinations.

Along the west bank of the Mississippi is the campus of SCSU. Destinations along or near University Drive include McKinley and Southside Parks, **South Junior High, and a Coborn's** superstore.

Destinations in this area typically have sidewalk access. Some are on or near bicycle routes.

Crossing desires from many active transportation users and the high volume of car traffic increase the opportunity for conflicts in this area of the city.

### City of Saint Cloud West Central Destinations

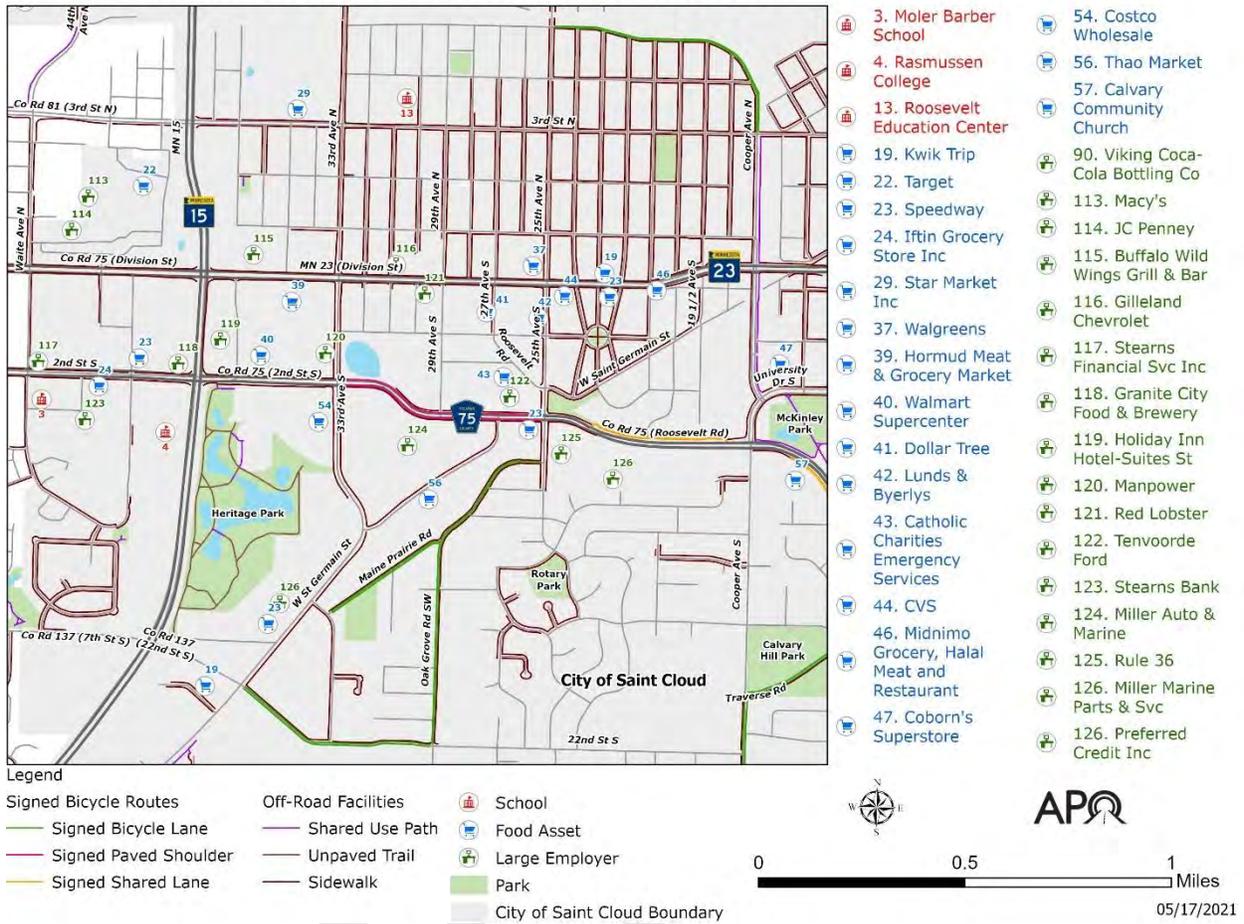


FIGURE E.26 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN THE WEST CENTRAL AREA

Along the west Division Street corridor are a variety of destinations sought by active transportation users including many grocery stores and malls, specialty food markets, and the Crossroads Center.

Second Street South has many large employers that are also popular food destinations (Costco, Walmart), along with smaller food markets and convenience stores. Big car dealers and banks are among other large employers. West of Highway 15 are Rasmussen College and the Moler Barber School.

South of Second Street, as shown, are public park destinations – Heritage Park, Rotary Park, and Calvary Hill Park. **The city's Comprehensive Plan has noted that Heritage Park has limited access and usage due to the surrounding development and roadway barriers.**

While many of these destinations have sidewalks or other facilities for those who walk or bike, providing safe crossings of the high-volume arterial corridors in this area is an ongoing concern.

### City of Saint Cloud North Central Destinations

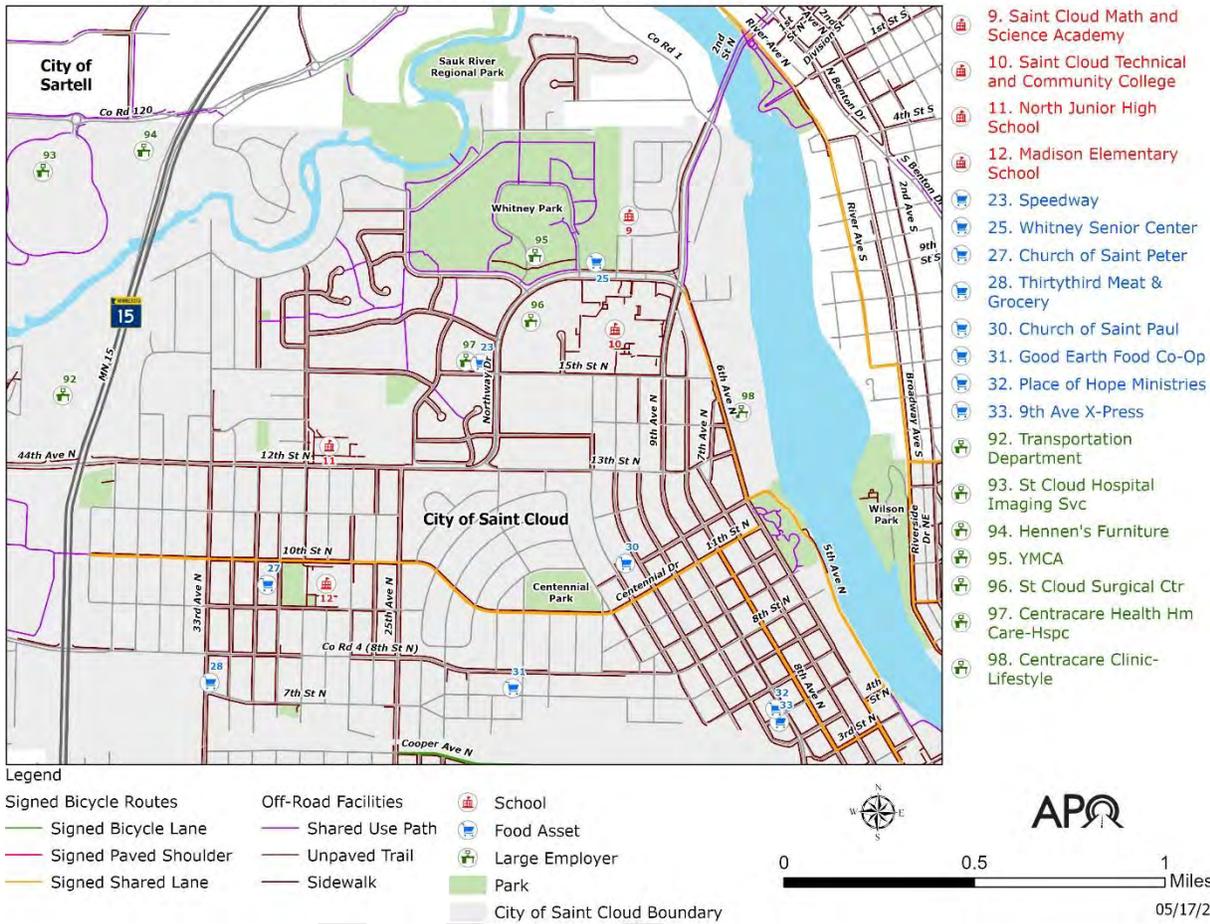


FIGURE E.27 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN THE NORTH CENTRAL AREA

Many of the region’s health care providers are in the north central area of Saint Cloud including the St Cloud Hospital, St Cloud Surgical Center, and CentraCare services. Within this area of Saint Cloud are many churches which also serve as food distribution centers. This area has the Saint Cloud Technical College and various public schools that serve northside families. Recreational opportunities are provided by the Whitney Park facilities available to the YMCA and the Whitney Senior Center.

The destinations in north central Saint Cloud are mostly served with nearby on and off-road facilities. The city of Saint Cloud is making improvements to on-road bicycle facilities along 10<sup>th</sup> and 11<sup>th</sup> Streets, to the shared use paths and signage in the Whitney Park area, and to many of the sidewalks in this area, though some gaps remain, as indicated.

### City of Saint Cloud Northwest Destinations

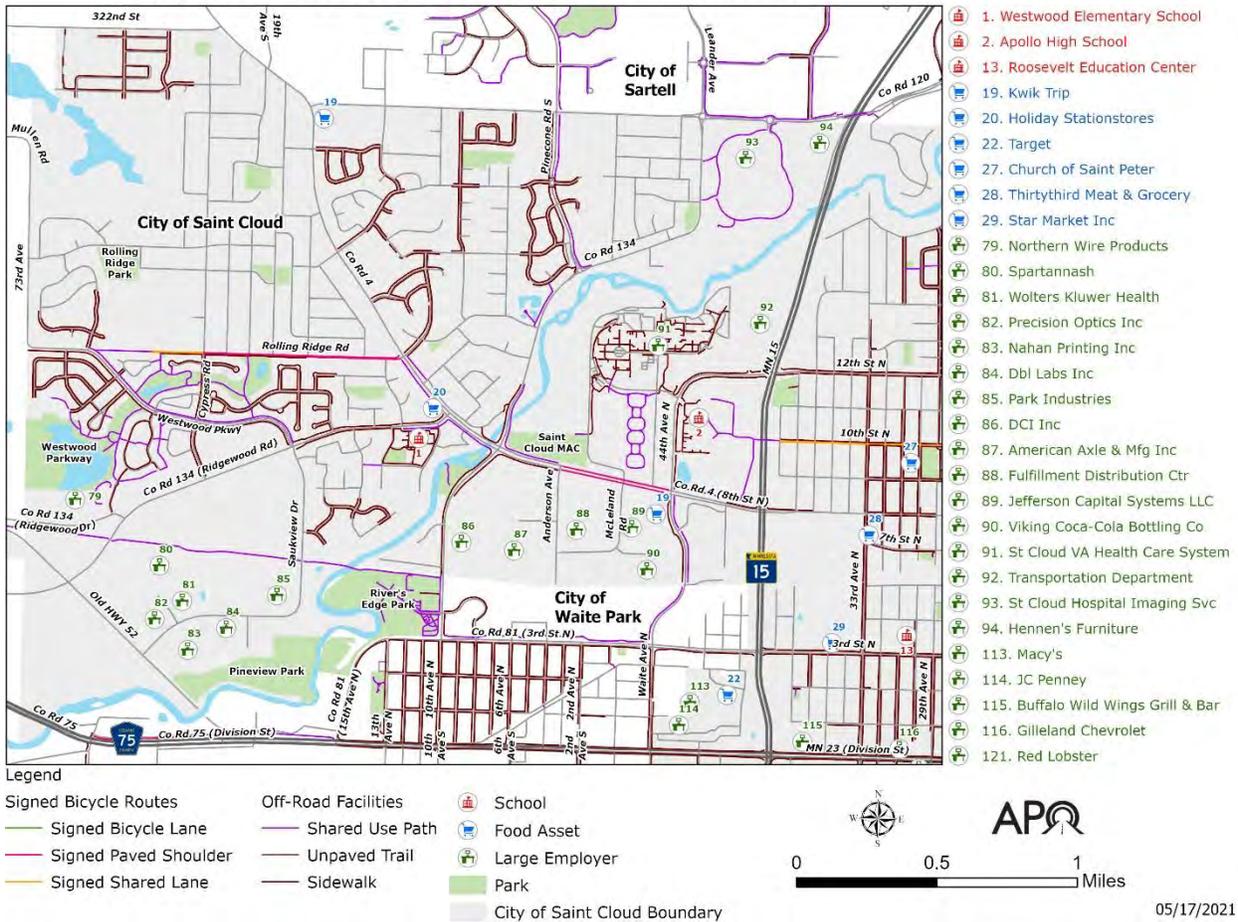


FIGURE E.28 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN THE NORTHWEST AREA

The primary destinations for active transportation users in this area are the schools and large employers. Much of the city's employment is found within the industrial parks in the northwest area. The Fulfillment Distribution Center and Nahan Printing are among the city's largest employers. A large portion of the CentraCare health care facilities and the VA Medical Center complex are within this area. Within this area is the Westwood Parkway and many neighborhood parks.

While the Lake Wobegon Trail and many on and off-road facilities serve this area, there are gaps for active transportation users along County Road 4, County Road 134, and within area neighborhoods.

### City of Saint Cloud South Destinations

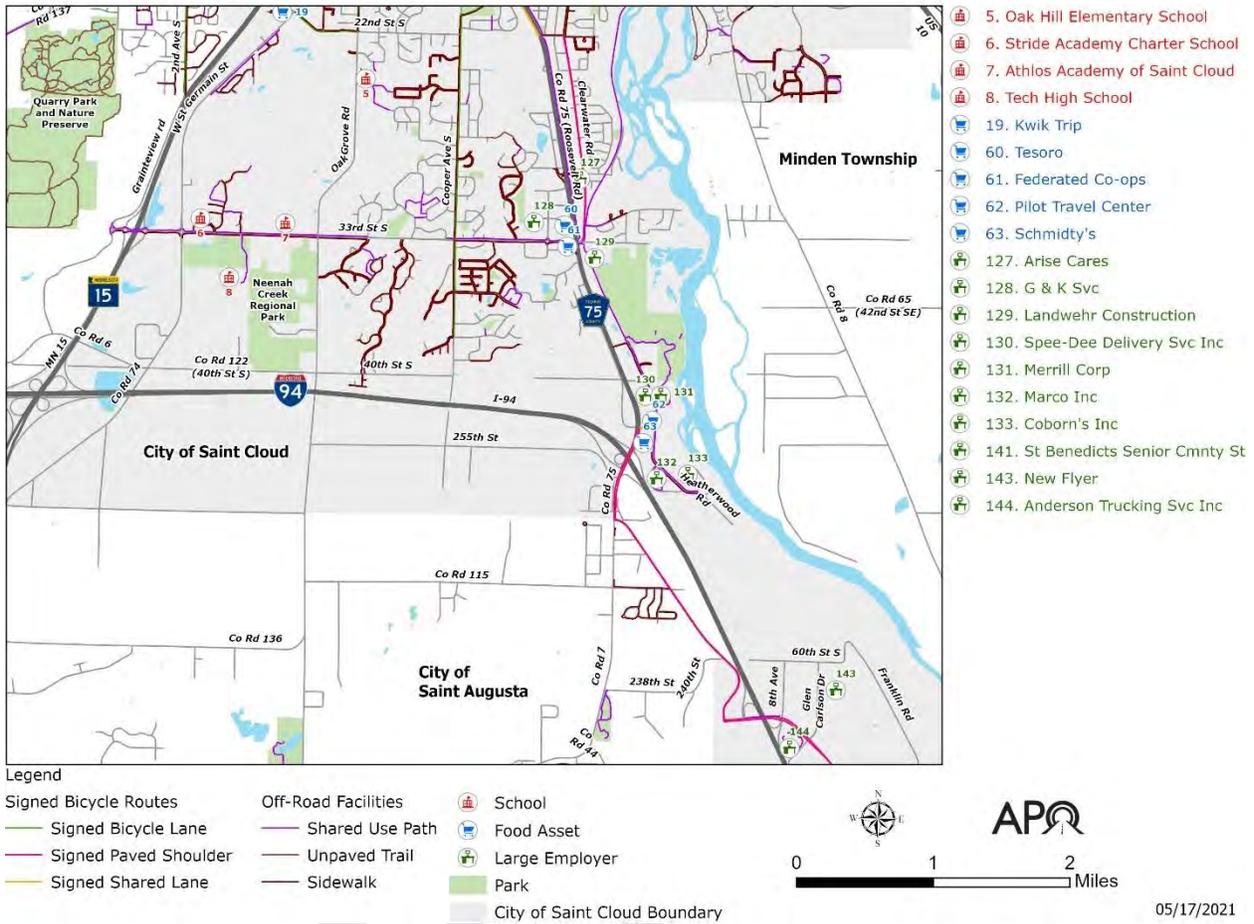


FIGURE E.29 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN SOUTH SAINT CLOUD

Along Roosevelt Road in south Saint Cloud are many small food stores and employment destinations for active transportation users. Some of the city’s largest employers, New Flyer and Anderson Trucking, are in the industrial park on south County Road 75.

The city’s primary area for new growth and development along 33<sup>rd</sup> Street South includes three schools. South of 33<sup>rd</sup> Street is the River Bluffs Regional Park on the Mississippi. Newly added is the Neenah Creek Regional Park along Oak Grove Road.

With its plans to improve 33<sup>rd</sup> Street, 40<sup>th</sup> Street South and Oak Grove Road, the city will also integrate safe non-motorized access to newly developing areas and parks.

### City of Saint Cloud East Destinations

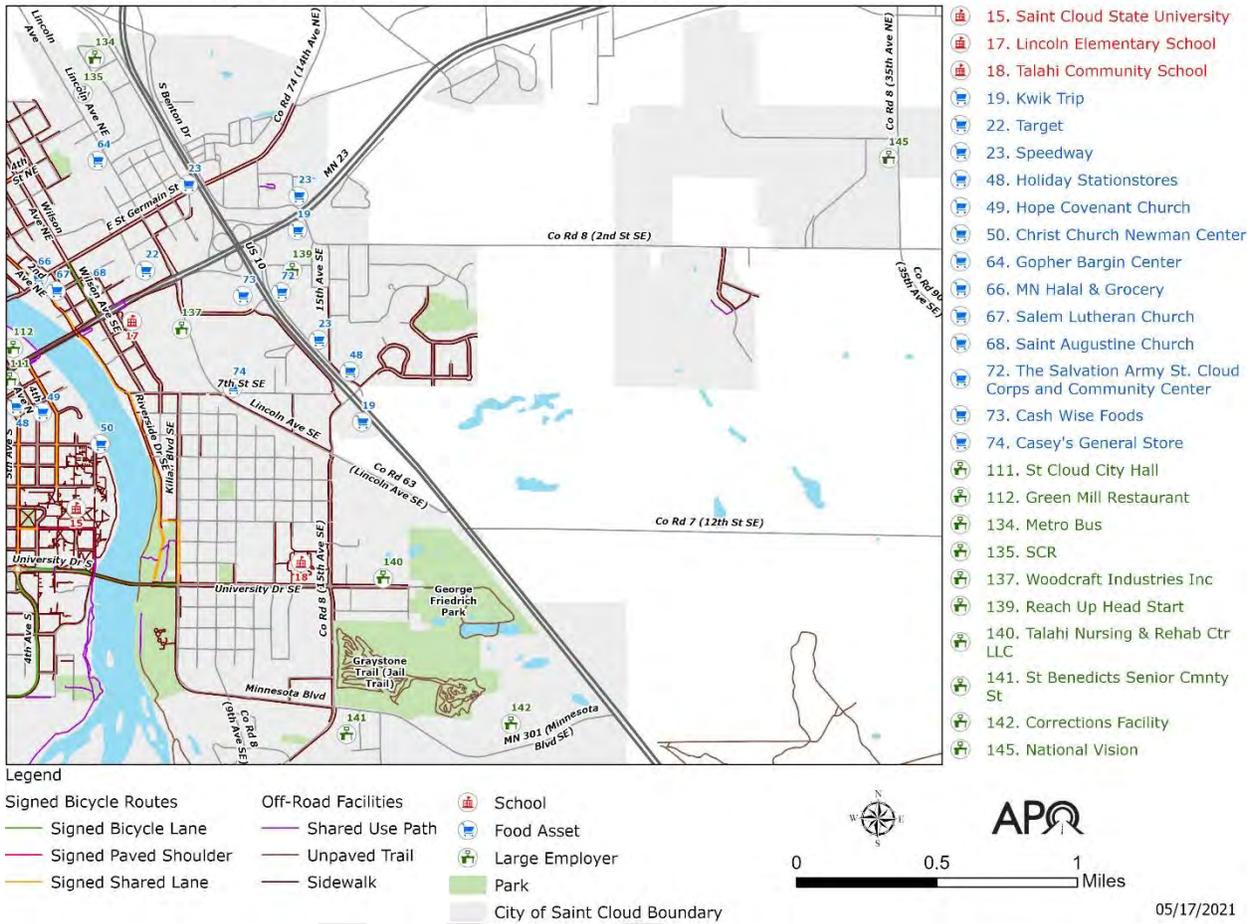


FIGURE E.30 - DESTINATIONS FOR ACTIVE TRANSPORTATION USERS IN EAST SAINT CLOUD

Most of the destinations in east Saint Cloud are food assets – large stores (Cashwise, Target), assorted convenience stores, plus the Salvation Army Community Center and churches that also distribute food. Large employers include Woodcraft Industries, St. **Benedict’s** Senior Community Center, and National Vision. East side schools are Talahi and Lincoln Elementary.

East of the Mississippi River are several parks and community attractions with connecting active transportation facilities – Munsinger Gardens, Clemens Gardens, and Riverside Park. Further east are the George Friedrich Park and Graystone Trail (Jail Trail) which is on state-owned property. Both have a network of unpaved walking paths. East of US 10, the Sand Prairie Wildlife Management Area is a state-owned site that provides educational wildlife viewing and hiking for students of all ages.

While most of the destinations in east Saint Cloud are on or near active transportation facilities, Highway 10 remains a major barrier for those who need to cross to obtain food or other services.

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## SAFETY

According to the Minnesota Department of Public Safety (DPS), fatalities, serious injuries, and minor injuries involving bicyclists and pedestrians were on the rise 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-year period between 2010 and 2019. Twelve of the crashes occurring in this time frame resulted in pedestrian fatalities. See Figure 14 for locations and severity.

The 2010-2019 Crash Analysis Report prepared for the city of Saint Cloud<sup>1</sup> examined those crashes that involved pedestrians and bicyclists. The 2020 Report noted a high incidence of crashes on TH 23, US 10, St. Germain and 5<sup>th</sup> Avenue, all corridors with high levels of active transportation users. Possible deficiencies where these crashes occurred identified in the report are limited visibility, poor lighting, crossings not within the proper signal interval, and inadequate walk and clearance times. The report concludes crashes will tend to increase as traffic volumes increase.

Crash history is reviewed to determine if there are particular 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. It is often unclear from the DPS crash reports whether physical conditions at the crash locations were a contributing factor or if physical changes to the facilities may help mitigate future crashes. DPS crash reports do not indicate a common theme or roadway infrastructure/design flaw as a contributing factor. Some reports cited careless behavior or inattention to traffic laws on the part of the bicyclist or pedestrian. The number of accidents are also likely due to high levels of both vehicles and active transportation users which increase the likelihood of possible conflicts.

Crash locations for the six subareas are indicated in Figures E.31 – E. 35.

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<sup>1</sup> St. Cloud 2010 – 2019 Traffic Crash Analysis Report (2020, April), City of St. Cloud, Traffic Systems Services.

### City of Saint Cloud CBD and University Area Active Transportation Crashes

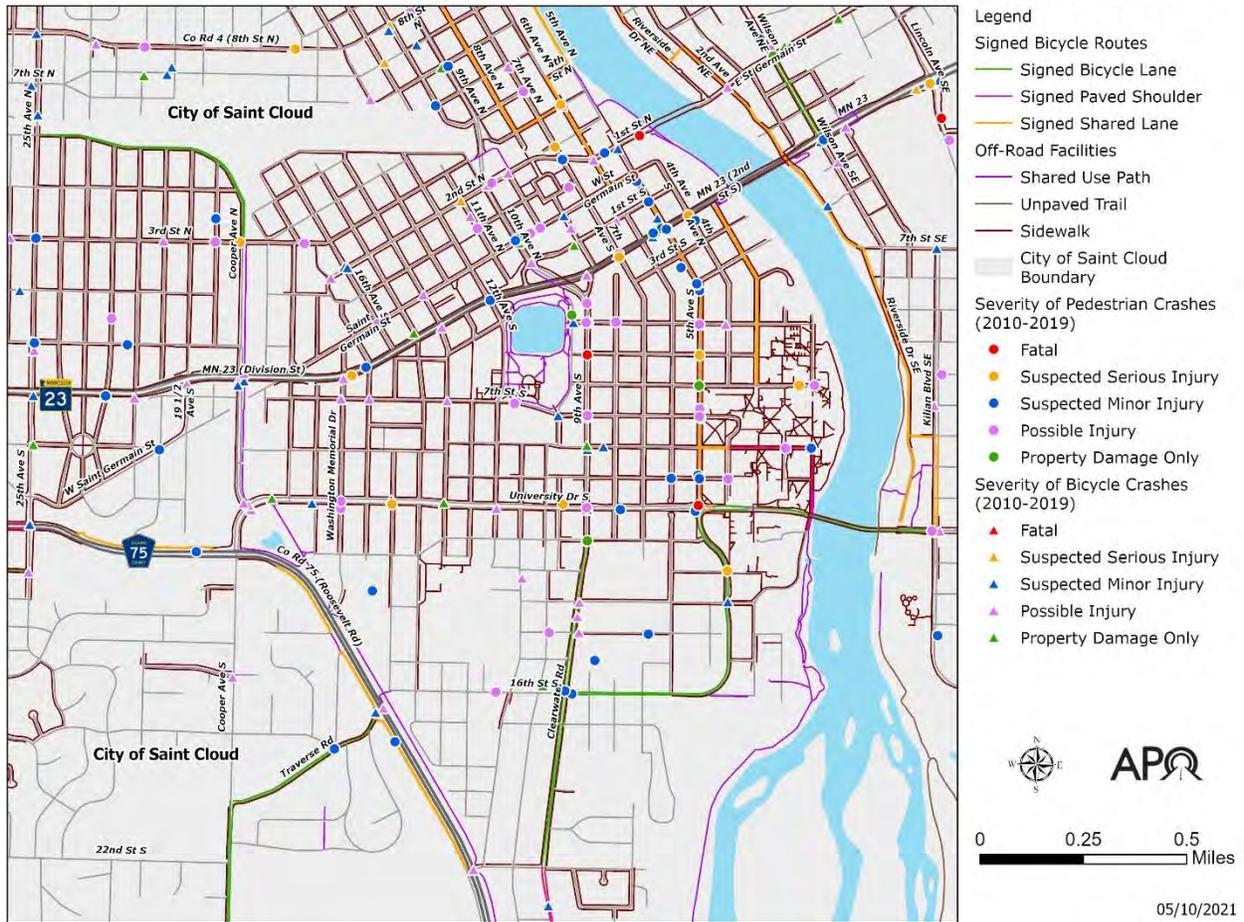


FIGURE E.31 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN THE CBD AND UNIVERSITY AREA

Of the locations citywide with crashes involving pedestrians and bicyclists from 2010 to 2019, a large share of them occurred in the Saint Cloud CBD, an area of high usage for all transportation modes. In the downtown area, a high numbers of crashes including some serious injuries and fatalities occurred along Division Street, 1<sup>st</sup> Street/2<sup>nd</sup> Street N, 5<sup>th</sup> Avenue, and 9<sup>th</sup> Avenue, and other locations as shown in Figure E.31

In the area near SCSU, most of the crashes occurred along University Drive. Crash concentrations are also found along 5<sup>th</sup> Avenue, 9<sup>th</sup> Avenue, and other routes within and leading into the downtown area.

In the west central area of Saint Cloud, there has been a high concentration of crashes involving pedestrians and bicyclists along the west Division Street corridor and along 2<sup>nd</sup> Street South. Many of these crashes occurred at or near intersections with Highway 15. Minor arterial roadways with a notable number of crashes include 3<sup>rd</sup> Street North, 33<sup>rd</sup> Avenue and 25<sup>th</sup> Avenue. Figure E.32 shows all crash locations within the west central area.



### City of Saint Cloud North Central Active Transportation Crashes

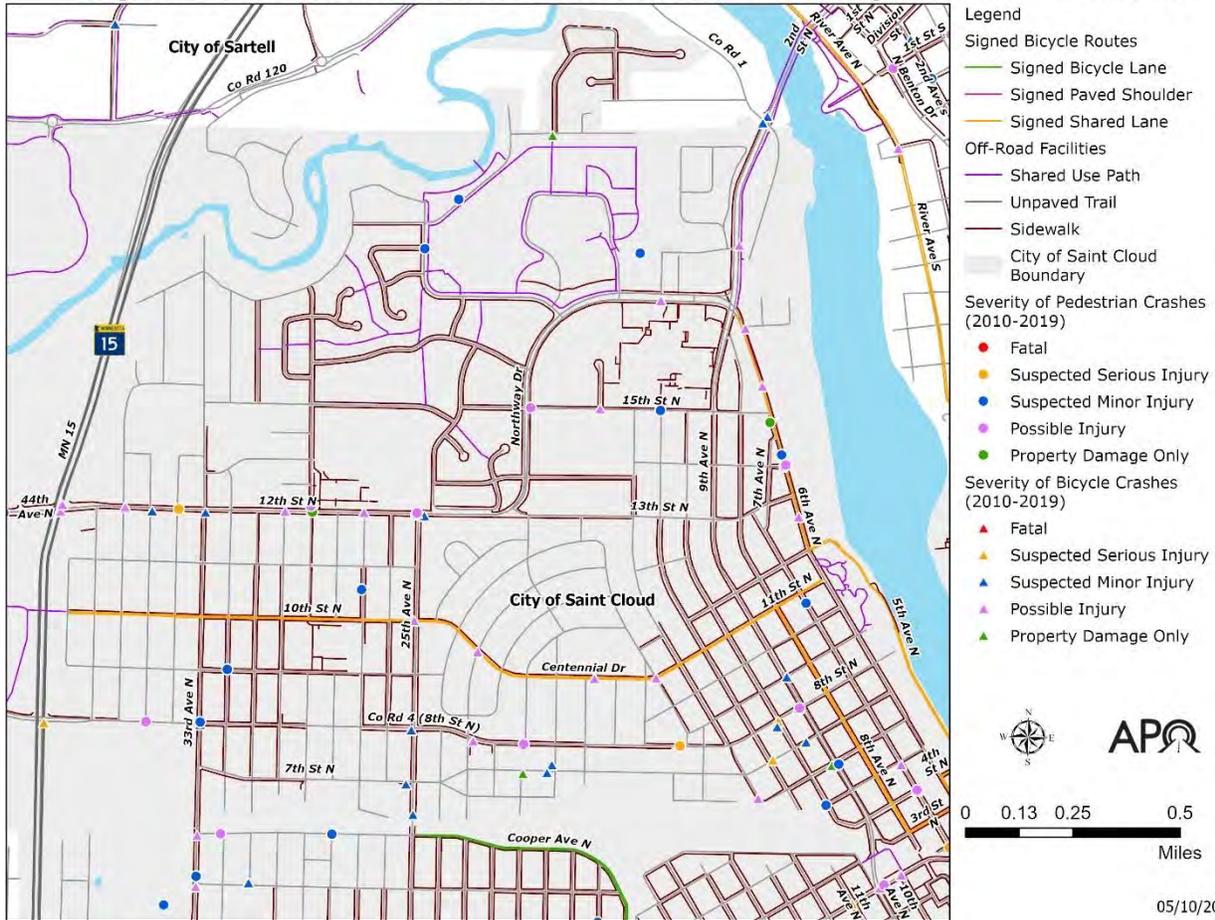
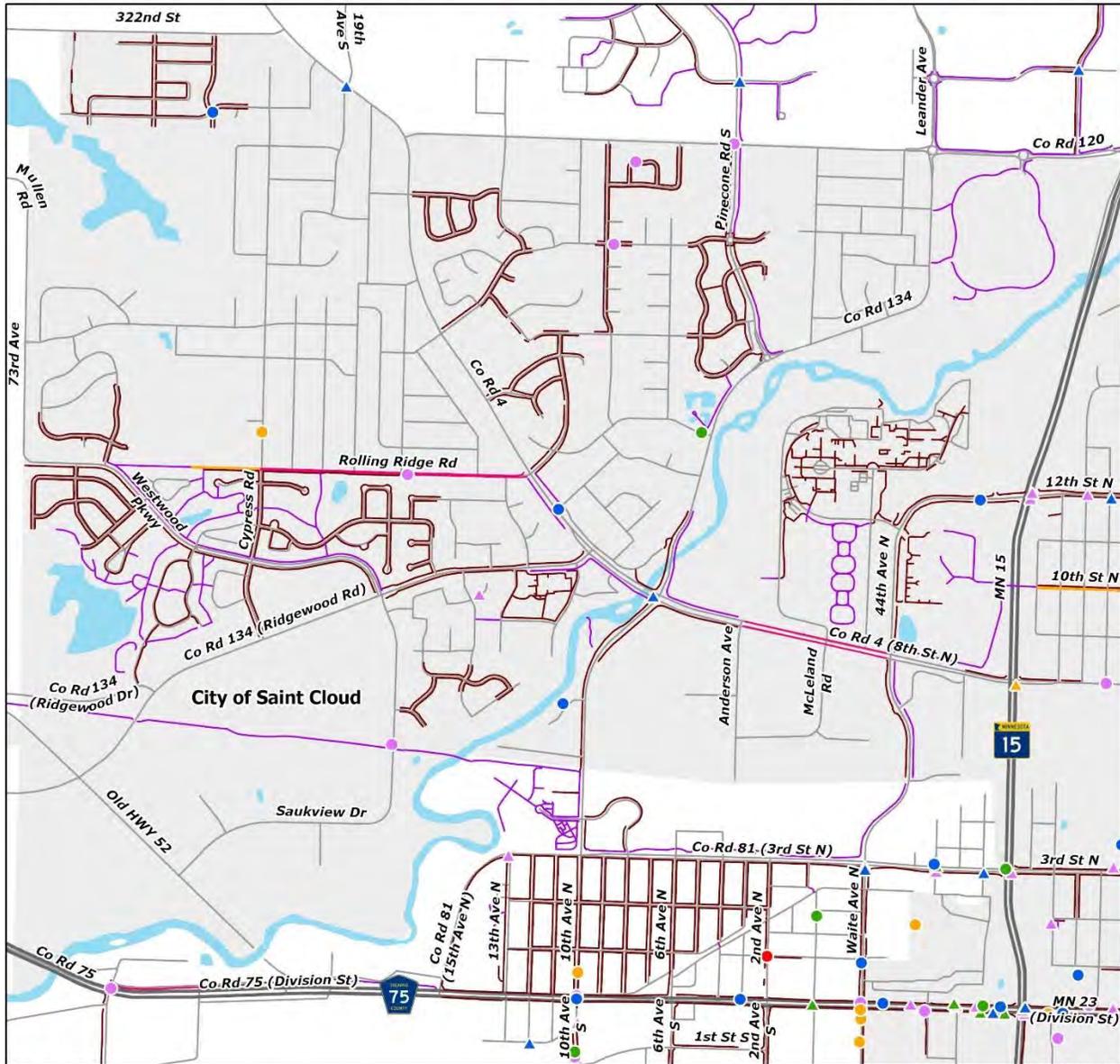


FIGURE E.33 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN THE NORTH CENTRAL AREA

In the north central area of Saint Cloud, the highest concentration of crashes involving pedestrians and bicyclists occurred along 12<sup>th</sup> Street North to the east of Highway 15, and on 6<sup>th</sup> Avenue North in the area near the Saint Cloud Hospital. Crashes also occurred along 8<sup>th</sup> Street North and in nearby neighborhood areas, as indicated.

### City of Saint Cloud Northwest Active Transportation Crashes



Legend

<b>Signed Bicycle Routes</b>	<b>Severity of Pedestrian Crashes (2010-2019)</b>	<b>Severity of Bicycle Crashes (2010-2019)</b>
— Signed Bicycle Lane	● Fatal	▲ Fatal
— Signed Paved Shoulder	● Suspected Serious Injury	▲ Suspected Serious Injury
— Signed Shared Lane	● Suspected Minor Injury	▲ Suspected Minor Injury
<b>Off-Road Facilities</b>	● Possible Injury	▲ Possible Injury
— Shared Use Path	● Property Damage Only	▲ Property Damage Only
— Unpaved Trail		
— Sidewalk		
— City of Saint Cloud Boundary		

0 0.25 0.5 1 Miles

05/10/2021

FIGURE E.34 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN THE NORTHWEST AREA

While some crashes have occurred in the northwest area of Saint Cloud, they are in scattered locations with no concentrations that might suggest issues with bicycle or pedestrian safety.

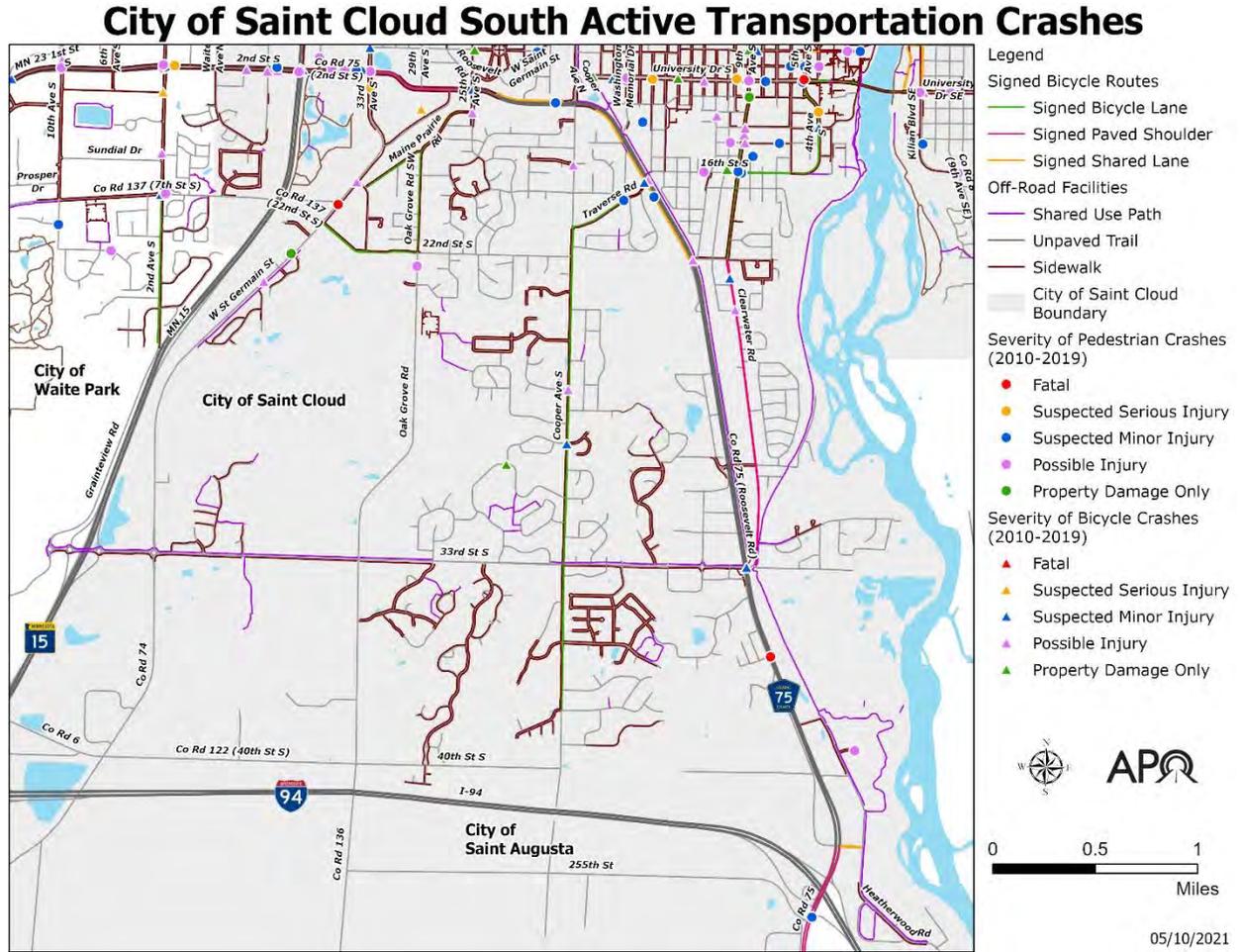


FIGURE E. 35 - LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN SOUTH SAINT CLOUD

The highest concentration of crashes in south Saint Cloud is along Clearwater Road. There have been relatively few crashes in the area to the south of SCSU, though some occurred along W St Germain and along CR 75/Roosevelt Road including two pedestrian fatalities.

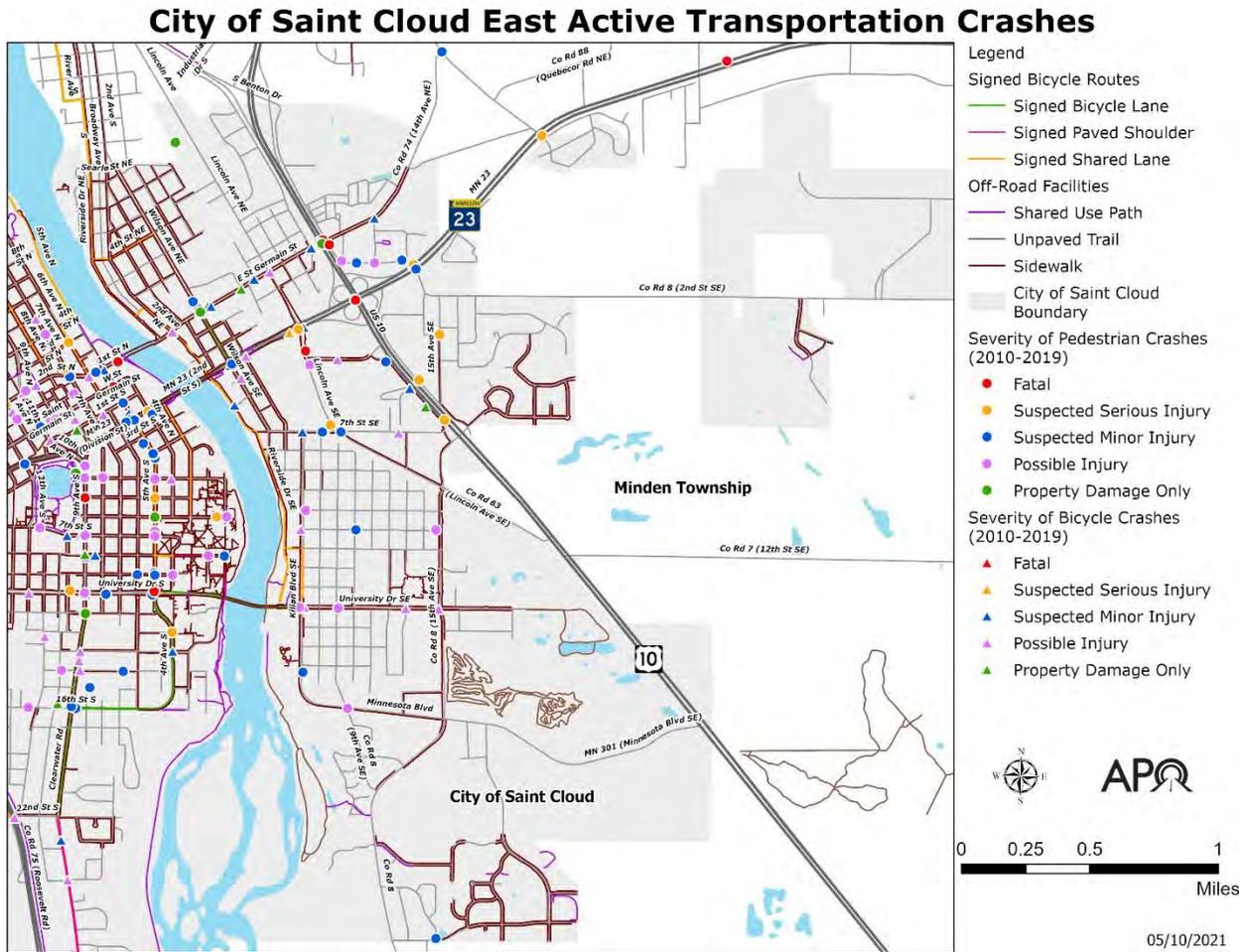


FIGURE E.36 – LOCATIONS WITH CRASHES INVOLVING BICYCLES AND PEDESTRIANS IN EAST SAINT CLOUD

In the area of Saint Cloud east of the Mississippi River, there have been notably high concentrations of crashes along Highway 10, east Highway 23, E St Germain, and Lincoln Avenue. These crash locations included some serious injuries and deaths to pedestrians, as shown.

## PROGRAMMED AND PLANNED IMPROVEMENTS

As referenced earlier, 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. Projects from the CIP may be eligible for available Federal funding and inclusion in the APO Transportation Improvement Program (TIP).

Following its policy on Complete Streets and consistent with the ADA Transition Plan, the City of Saint Cloud has been proactively identifying and addressing issues and concerns for those who use the active transportation network.

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

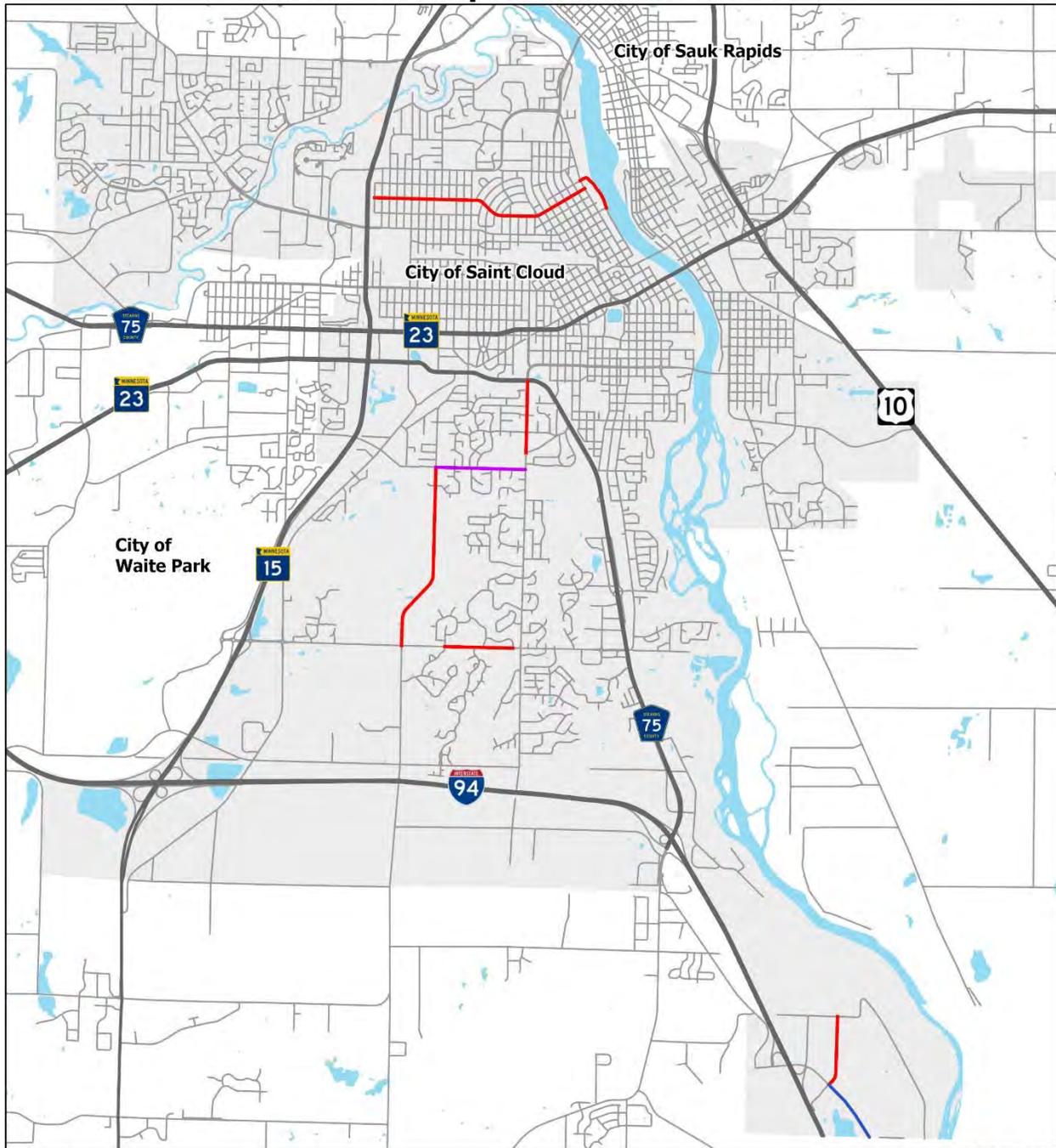
- Construct a new shared use path to follow 5<sup>th</sup> Avenue N along the Mississippi River to connect the Beaver Island Trail.
- Reconstruct 33<sup>rd</sup> Street S from 26<sup>th</sup> Avenue S to Cooper Avenue S with sidewalk on the southside and a paved shared use path on the north side.
- Reconstruct 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 Waste Water Treatment Facility** to the southern border of the city.
- 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 South with the planned connection from Oak Grove Road to Cooper Avenue.

Figure E.37 shows the locations for city's programmed and planned projects.

## City of Saint Cloud Planned and Programmed Active Transportation Facilities



Legend

Active Transportation Projects

— Saint Cloud Programmed Projects (2021-2024)

— Saint Cloud Planned Projects (>2025)

— Stearns County Projects

City of Saint Cloud Boundary



0 0.75 1.5 3

Miles

04/08/2021

FIGURE E.37 – EXISTING NETWORK WITH PROGRAMMED AND PLANNED FACILITIES

## ACTIVE TRANSPORTATION NEEDS ASSESSMENT

To supplement and inform current city planning efforts, APO staff performed a citywide analysis of facility and other needs for active transportation users. The intent of this assessment, performed 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.

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 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%
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-38 – SAINT CLOUD PERFORMANCE REPORT CARD (2019)

## GOALS AND OBJECTIVES FOR ACTIVE TRANSPORTATION

The areawide goals and objectives for active transportation as adopted by the APO provide a starting point for the Saint Cloud needs assessment. The goals, objectives, and the factors used to evaluate services and needs relative to each objective are detailed in ATP Chapter 4. The evaluation factors were equally applied for the assessments of needs within each city and across the MPA.

## NEEDS ASSESSMENT METHODOLOGY

From the goals and objectives framework (see Chapter 4), 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 down into three phases.** This process began with an in-depth analysis of the Saint Cloud transportation network, identifying issues and needs within the city from the review of data and factors. The findings from this cursory review led to a more detailed analyses of active transportation needs within specific focus areas in Saint Cloud.

In the second phase, APO staff coordinated with Saint Cloud and other APO member cities (Sauk Rapids, Saint Joseph, Sartell, and Waite Park) to begin a discussion on exploring connections between each of the cities and areas outside **of the APO's planning area.** In the third and final phase, local and regional needs as identified in the previous phases were prioritized according to the degree goals and objectives would be addressed.

### Evaluating Needs for the City of Saint Cloud

The initial phase of the analysis, to identify service gaps within the City of Saint Cloud, followed a two-step process.

The first step was to review needs and gaps relative to the factors listed under goals 1-4. APO staff compiled a series of maps and data which detailed the existing active transportation conditions for the city. Utilizing the goals, objectives, and applying factors, 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). **Considered along with the factors were the comments from the APO's initial public input along with comments from city staff.**

Figures E.39-E.41 provides a summary of the findings for the north, south, and east areas of Saint Cloud.

### Analysis of Areas of Need - North Saint Cloud

Area	Safety & Comfort Factors					Connectivity Factors		Facility Condition		Equity Factors		Issues	Potential Treatments	
	1 High Number of Fatalities	2 High Number of Injuries	3 Under Design Guidelines	4 No Adjacent P/B Facilities	5 Cited as Safety Concern	1 Access to Destinations	2 Access to Transit Needs	1 On Road Conditions	2 Off Road Conditions	1 Underserved Demographic	2 ADA Compliance			
5th Avenue North	X	X	X			X				X	X	High volume minor arterial, concentration of crashes, below standards (speed, volume, destinations (employers, food assets), poor sidewalk pavements, vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.	
5th Avenue South	X	X	X		X	X		X			X	High usage collector, concentration of crashes, below standards (speed, volume), destinations (SCSU, food assets), poor bike lane pavements, vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.	
University Drive	X	X	X		X	X					X	High volume collector, concentration of crashes, underdesigned for traffic volume, destinations (SCSU, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.	
9th Avenue South	X	X			X	X					X	Minor arterial, concentration of crashes, fatalities, destinations (park, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.	
East Division (Cooper Ave to 5th Ave N)	X	X			X	X					X	Principal arterial, concentration of crashes, crossing safety concerns, destinations (employers, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.	
2nd Street N/1st Street N	X	X			X	X					X	Minor arterial, concentration of crashes, crossing safety concerns, destinations (employers, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.	
MN 15 (3rd St N to 2nd St S)	X	X			X	X					X	Principal arterial, concentration of crashes, crossing safety concerns, destinations (employers, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities.	
2nd Street South/CR 75 (Waite Ave to Cooper)	X	X	X		X	X					X	X	Principal arterial, concentration of crashes, crossing safety concerns, below design standards (speed, volume, shoulders), destinations (employers, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design, add facilities, bring intersections to ADA standards.
West Division (Waite Ave to Cooper)	X	X			X	X					X	Principal arterial, concentration of crashes, crossing safety concerns, destinations (employers, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.	
12th Street N/Northway Drive		X				X					X	Minor arterial, concentration of crashes, destinations (schools, park, employers), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.	
6th Ave N		X				X			X		X	Major collector, concentration of crashes, destinations (schools, park, employers), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.	
CR 134/Ridgewood Rd				X		X					X	Major collector, lacks facilities, destinations (industrial park), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.	
Veterans Dr (CR 4)			X	X		X					X	X	Minor arterial, underdesigned for volume, lacks facilities, destinations (food assets, industrial park), vulnerable populations.	Pedestrian and bicycle crossing improvements, upgrade facility design, add facilities, bring intersections to ADA standards.

FIGURES E.39 – NORTH SAINT CLOUD NEEDS ANALYSIS

**Analysis of Areas of Need - South Saint Cloud**

	Safety & Comfort Factors										Connectivity Factors		Facility Condition		Equity Factors		Issues	Potential Treatments
	1 High Number of Fatalities	2 High Number of Injuries	3 Under Design Guidelines	4 No Adjacent P/B Facilities	5 Cited as Safety Concern	1 Access to Destinations	2 Access to Transit Needs	1 On Road Conditions	2 Off Road Conditions	1 Underserved Demographic	2 ADA Compliance							
<b>Roosevelt Rd (CR 75)</b>				X									X		X	X	Principal arterial, below standards (speed, volume), poor path pavements, vulnerable populations, ADA intersection compliance.	Upgrade bicycle facilities, improve on and off-road pavement conditions, bring intersections to ADA standards.
<b>Traverse Rd</b>		X											X		X	X	Minor collector, crashes, poor bike lane pavements, vulnerable populations, ADA intersection compliance.	Pedestrian and bicycle crossing improvements, improve on-road pavement conditions, bring intersections to ADA standards.
<b>Clearwater Rd</b>		X	X										X		X		High volume minor arterial, concentration of crashes, below standards (volume), destinations (employers, food assets), poor bike lane pavements, vulnerable populations.	Pedestrian and bicycle crossing improvements, traffic calming, improve on-road pavement conditions.

FIGURES E.40 – SOUTH SAINT CLOUD NEEDS ANALYSIS

**Analysis of Areas of Need - East Saint Cloud**

	Safety & Comfort Factors										Connectivity Factors		Facility Condition		Equity Factors		Issues	Potential Treatments
	1 High Number of Fatalities	2 High Number of Injuries	3 Under Design Guidelines	4 No Adjacent P/B Facilities	5 Cited as Safety Concern	1 Access to Destinations	2 Access to Transit Needs	1 On Road Conditions	2 Off Road Conditions	1 Underserved Demographic	2 ADA Compliance							
<b>East St Germain</b>	X	X			X		X					X			Minor arterial, concentration of crashes, crossing safety concerns, destinations (food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.		
<b>Division St E/ 14th Ave SE</b>	X	X			X		X					X			Partial collector, concentration of crashes, crossing safety concerns, destinations (food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, improved access for vulnerable and underserved groups.		
<b>MN 23 (East of Riverside Dr)</b>		X			X		X					X			Principal arterial, concentration of crashes, crossing safety concerns, destinations (school, food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design options, add facilities, traffic calming.		
<b>US 10 (S of E St Germain)</b>		X			X		X		X			X			Principal arterial, concentration of crashes, crossing safety concerns, destinations (food assets), vulnerable populations.	Pedestrian and bicycle crossing improvements, facility design, improve pavements, access to destinations.		
<b>Lincoln Ave SE</b>		X		X			X			X		X	X		Minor arterial, concentration of crashes, destinations (food assets, employers), vulnerable populations, ADA intersection compliance.	Pedestrian and bicycle crossing improvements, added facilities, traffic calming, bring intersections to ADA standards.		
<b>Killian Boulevard</b>			X				X		X	X		X			Major collector, under design standards (speed, volume), destinations (schools, park), poor pavement conditions, vulnerable populations.	Upgrade bicycle facilities, improve on and off-road pavement conditions.		

FIGURES E.41 –EAST SAINT CLOUD NEEDS ANALYSIS

In the next step, areas where multiple issues were revealed when the factors were applied became the focus of further review and analysis.

## Areas of Focus

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.
- 2<sup>nd</sup> Street South area.
- University Drive area.
- East Division area.
- Highway 10/Lincoln Avenue area.

Within these areas, multiple needs for active transportation users were identified from the analysis of factors, as described below. These focus areas have similar characteristics in common. All include high volume minor arterials or collectors which active transportation users often cross to reach their destinations. Each of these areas have had a high number of crashes involving pedestrians and bicyclists.

The multiple needs found from the incidence of crashes, crossing safety concerns, access to destinations and other factors are incorporated in the analysis for these three focus areas. Being able to assure that pedestrians and bicyclists can safely cross CSAH 75, MN 23 and other routes with heavy vehicle traffic **has 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 in significance. 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 the identification of these focus areas.

Each of these areas have many destinations of the type that active transportation users seek. While there may be connecting facilities within these areas to get to reach destinations, **people's** ability to safely cross them has been an ongoing concern.

The 2007 TH 23 and CSAH 75 Corridor Study in its review of existing conditions states that any roadway improvements in Saint Cloud should include sidewalks and intersection improvements should accommodate pedestrian and bicycle movements. With new street construction or reconstruction, **the city's ordinance calls for** the addition of shared use paths or sidewalks along both sides of urban collector and arterial streets and along at least one side of all other roadways. Missing segments shall be completed and brought into compliance with current city codes.

As noted, large segments of households within Saint Cloud are low income, without a vehicle, or otherwise disadvantaged. As discussed earlier, these and other groups may be dependent upon active transportation modes and facilities to reach their destinations safely.

Needs and issues within each the three focus areas are briefly cited and recommendations that would address these issues are provided for consideration.

For each of the focus areas, APO staff, working in conjunction with the city, began identifying possible solutions to address network gaps.

## 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.42. **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.**

Among the issues that led to the identification of this area are a high level of activity from all transportation modes, the large number of crashes involving pedestrians or bicyclists that have occurred along Division, crossing safety concerns, and the presence of destinations often sought by bicyclists and pedestrians.

### West Division Focus Area

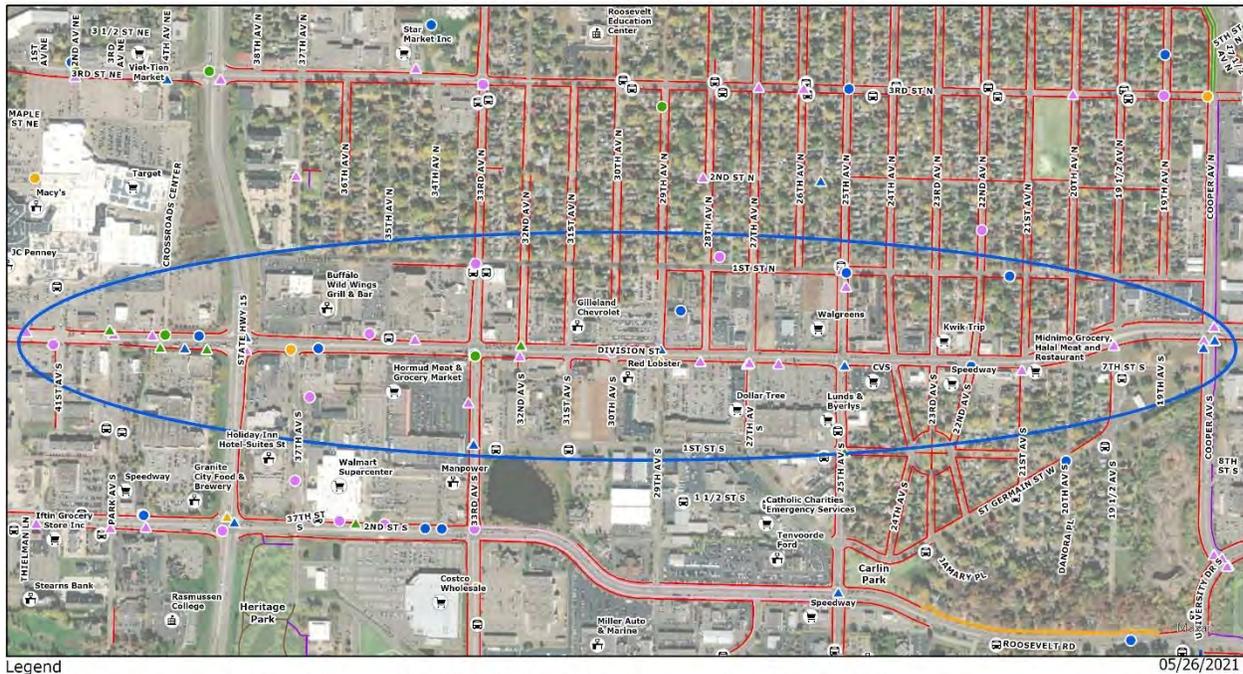


FIGURE E.42 – WEST DIVISION AREA OF FOCUS

## NEEDS AND ISSUES

Division Street is the primary east/west transportation corridor for the Saint Cloud region. The high level of traffic congestion on Division Street 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 primary commercial area for the city and a regional attraction.

The average daily traffic on west Division 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 volume of traffic and the large number of active transportation users crossing Division to reach their destinations contribute to the high incidence of crashes.

Within the area along the West Division Street corridor shown in Figure E.42 there have been over 30 crashes reported involving pedestrians and bicyclists within a ten-year period. Most of these crashes happened along Division. Many of these crashes occurred at signalized intersections with multiple accidents at Cooper Avenue, 33<sup>rd</sup> Avenue, and Highway 15. Many of the crashes recorded were in mid-block areas of Division.

The 2020 Crash Analysis Report notes that traffic volumes on major roadways within Saint Cloud has risen 34 percent from 2010 to 2019 and concludes that crashes will tend to increase as traffic volumes continue to grow. In citing possible deficiencies, the crash report considers that pedestrians and bicyclists were in many instances not visible to drivers of vehicles. The report speculates that poor lighting may be at fault. Inadequate walk and clearance times at signals was suggested as another common factor in crashes. The number and severity of crashes and the crash report analysis suggests safety improvements are needed along Division Street.

**The city's Comprehensive Plan states that** since Division Street primarily serves as a mobility corridor, priority must continue to be given to vehicle movements while safely accommodating other users. There are sidewalks in place along both sides of Division with signal-controlled intersections and crosswalks for active transportation users at regularly spaced intervals. To reduce conflict points that may result in safety issues, the **city's** plan recommended eliminating many driveway or parking curb cuts along the corridor.

Long distances for pedestrians to cross Division was 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 among the recommendations from the Comprehensive Plan to improve crossing safety on west Division.

The 2020 Highway 15 Study reviewed the performance of Division Street intersections within the area between 33<sup>rd</sup> 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 on them presents a significant safety issue for pedestrians. The Highway 15 Study notes that marked crosswalks used with other safety strategies such as refuge islands, curb extensions, and appropriate signage will improve pedestrian safety.

While the Comprehensive Plan identifies the need to accommodate all modes, there are no signed bicycle routes 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.

In response to these issues and to further address needs for the West Division area, it is suggested that investments be directed to improvements along this corridor as follows.

### RECOMMENDATIONS

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

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

### 2<sup>nd</sup> Street South Area

The 2<sup>nd</sup> Street South area identified as the focus for further analysis encompasses the area shown in Figure E.42. Along with the length of CSAH 75/2<sup>nd</sup> Street South indicated east of Highway 15, the area includes that portion of MN 23/2<sup>nd</sup> Street South located west of MN 15 with accesses to retail and office parks. The Comprehensive Plan identifies 2<sup>nd</sup> Street South as a highly significant retail and employment corridor.

Crossing safety concerns, the presence of many destinations often sought by bicyclists and pedestrians, facility designs that are below MnDOT guidelines, and the large number of crashes involving pedestrians or bicyclists, particularly east and west of Highway 15, are among the issues that led to the identification of this focus area.

### 2nd Street South Focus Area



FIGURE E.43 – 2<sup>ND</sup> STREET SOUTH AREA OF FOCUS

### NEEDS AND ISSUES

The 2020 Highway 15 Corridor Study identified the intersections of 2<sup>nd</sup> Street South with MN 15 and with 33<sup>rd</sup> Avenue as hot spots for crashes. Many of these involved pedestrians and bicyclists. The study notes that high volumes and speeds from MN 15 and along 2<sup>nd</sup> Street South often create conflicts that contribute to crashes.

The average daily traffic on 2<sup>nd</sup> Street South to the east of MN 15 ranges from 10,900 to 12,500. West of MN 15, traffic volumes average 15,000 vehicles per day. The posted speed on 2<sup>nd</sup> Street South is 40 mph. There is a high volume of vehicle turning movements at Highway 15, 33<sup>rd</sup> Avenue, and 25<sup>th</sup> Avenue. Vehicle traffic levels and desires of active transportation users to reach their destinations are likely factors in the high incidence of crashes.

Over a 10-year period, there were 15 crashes within the area of focus, mostly along 2<sup>nd</sup> Street South between Thielman Lane and 33<sup>rd</sup> Avenue South. Several crashes occurred at the intersection with Highway 15. Most of the crashes along 2<sup>nd</sup> Street are occurring mid-block involving active transportation users that are not using the signalized crosswalks.

As discussed in Chapter 4 of the ATP, MnDOT guidelines suggest bicycle facility designs appropriate to the speed and volume of traffic. The shared bike lane on the portion of 2<sup>nd</sup> Street South from 25<sup>th</sup> Avenue to 33<sup>rd</sup> Avenue currently does not meet MnDOT guidelines for the volume of vehicle traffic and the width of shoulder. The 2020 Highway 15 Study found high bicycle level of service needs in this area due to the lack of dedicated bicycle facilities. The study notes that paved shoulders do not provide a comfortable bicycle experience except for the most confident users.

The Highway 15 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 intersection. The Highway 15 Study recommends signals and marked crosswalks associated with other safety strategies such as refuge islands, curb extensions, and appropriate signage. With new streetscape and crossing improvements, assure that sight lines are not obstructed. Also suggested from the Highway 15 Study are more sidewalks within the area of study and the addition of separated shared use paths to provide safe bicycle facilities for all types of users.

### RECOMMENDATIONS

This plan reiterates many of the recommendations from the Comprehensive Plan and the Highway 15 Corridor Study to add connections and make crossings on 2<sup>nd</sup> Street South safer. Recommended improvements are as follows:

- At the signalized intersections, consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time.
- To improve safety at pedestrian crossings, consider adding curb extensions (bumpouts) at intersections on 2<sup>nd</sup> Street South to reduce the crossing distance for pedestrians.

- Consider adding fencing or barriers along 2<sup>nd</sup> Street South to discourage mid-block crossings.
- To improve comfort and safety for cyclists, remove the bicycle lanes on 2<sup>nd</sup> Street South and replace with a shared use path along the south side of 2<sup>nd</sup> Street South.
- Complete sidewalk gaps on 2<sup>nd</sup> Street South and add sidewalks along the Park Avenue and 29<sup>th</sup> Avenue South connections to 2<sup>nd</sup> Street South.

### University Drive Area

The University Drive focus area encompasses University Drive from Cooper Avenue to Killian Boulevard east of the Mississippi River. Included are streets that intersect with University Drive - Cooper Avenue, 9<sup>th</sup> Avenue, 5<sup>th</sup> Avenue, Killian Boulevard and others. Note that the area includes accesses to SCSU and other destinations - **Coborn's and other** food stores, McKinley and Southside Park and the entrance to South Junior High School.

This area of focus was chosen due to usage from a variety of transportation modes, the large number of crashes involving pedestrians or bicyclists on University Drive and 9<sup>th</sup> Street S, facilities below the standard for the volume of traffic, and the presence of many destinations often sought by bicyclists and pedestrians.

### University Drive Focus Area

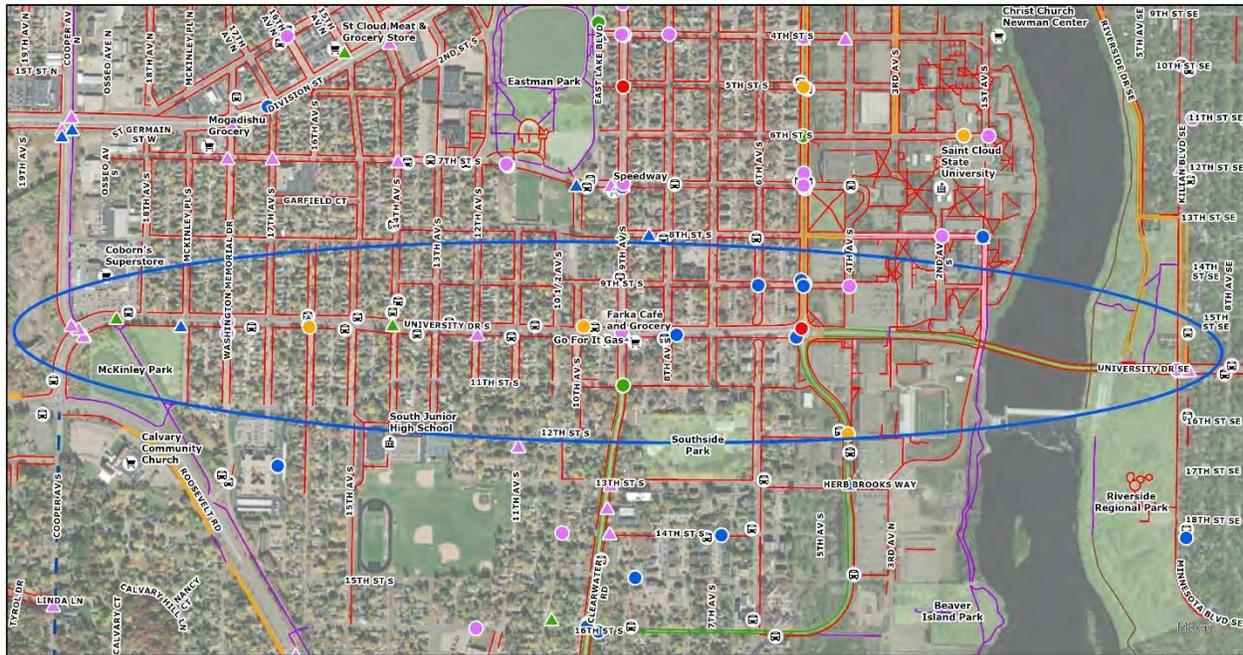


FIGURE E.44 – UNIVERSITY DRIVE AREA OF FOCUS

## NEEDS AND ISSUES

As well as being the primary access for SCSU, University Drive is a high volume minor arterial corridor for east/west travel movements within Saint Cloud. The design of University Drive as a 4-lane road with a raised median is intended to provide mobility for vehicle traffic. Students from SCSU and residents from neighborhood areas bring a significant amount of pedestrian and bicycle usage with a need to safely cross heavily travelled University Drive and 5<sup>th</sup> Avenue South. High levels of vehicle traffic conflict with active transportation users and contribute to the high incidence of crashes occurring along University Drive and 5<sup>th</sup> Avenue.

### *University Drive*

A dozen crashes including serious injuries and fatalities to pedestrians occurred along University Drive at the locations indicated in Figure E.44. These crashes are generally occurring at intersection locations.

The traffic volume on University Drives ranges from 17,400 to 19,500 vehicles per day. The posted speed on these roads is 30 mph. Many locations along University Drive have marked crosswalks, though most are without signal controls. The signed bicycle lane from 5<sup>th</sup> Avenue South to Killian Boulevard does not meet MnDOT guidelines for the volume of traffic. The suggested facility given the volume of traffic is a separated bike lane or shared use path.

### *5<sup>th</sup> Avenue South*

Along the west entrance to SCSU, 5<sup>th</sup> Avenue South is a 2-lane collector that carries an average of 8,700 vehicles per day. There is a marked crosswalk at 9<sup>th</sup> Street South and a roundabout at University Avenue. SCSU students use 5<sup>th</sup> Avenue as an access to downtown services. As shown, clusters of pedestrian crashes are found at the University Drive/5<sup>th</sup> Avenue roundabout and other locations along 5<sup>th</sup> Avenue.

## RECOMMENDATIONS

Recommended improvements to the University Drive Area are as follows:

- To improve safety at pedestrian crossings, consider adding curb extensions (bumpouts) at intersections on 5<sup>th</sup> Avenue 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).
- At the signalized intersections, consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time.
- Along the northwest edge of McKinley Park adjacent to University Drive/Cooper Avenue widen sidewalk to create a 10 ft shared use path, closing a gap in the bicycle facility network.
- Add a high-visibility marked crosswalk at the 12<sup>th</sup> Avenue South intersection with University Avenue.
- Improve the University Avenue intersection with 9<sup>th</sup> Avenue South 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 Avenue.
- Consider adding a raised crosswalk or other safety improvements at the 5<sup>th</sup> Avenue South roundabout.

### East Division Area

This focus of need is the Division Street area east from Osseo Avenue along with Saint Cloud’s downtown Central Business District (CBD) with the two Mississippi River crossings. Streets that lead to Division and the CBD, particularly gateway routes from the north and the south, are included in this focus area. Figure E.45 shows facilities and destinations for active transportation users within this area of focus.

This area was chosen due to high usage by all modes, the significant number of crashes along Division and connecting routes, crossing safety concerns, bicycle facilities that are below design guidelines, the facility conditions, and access needs for underserved areas.

### East Division Focus Area

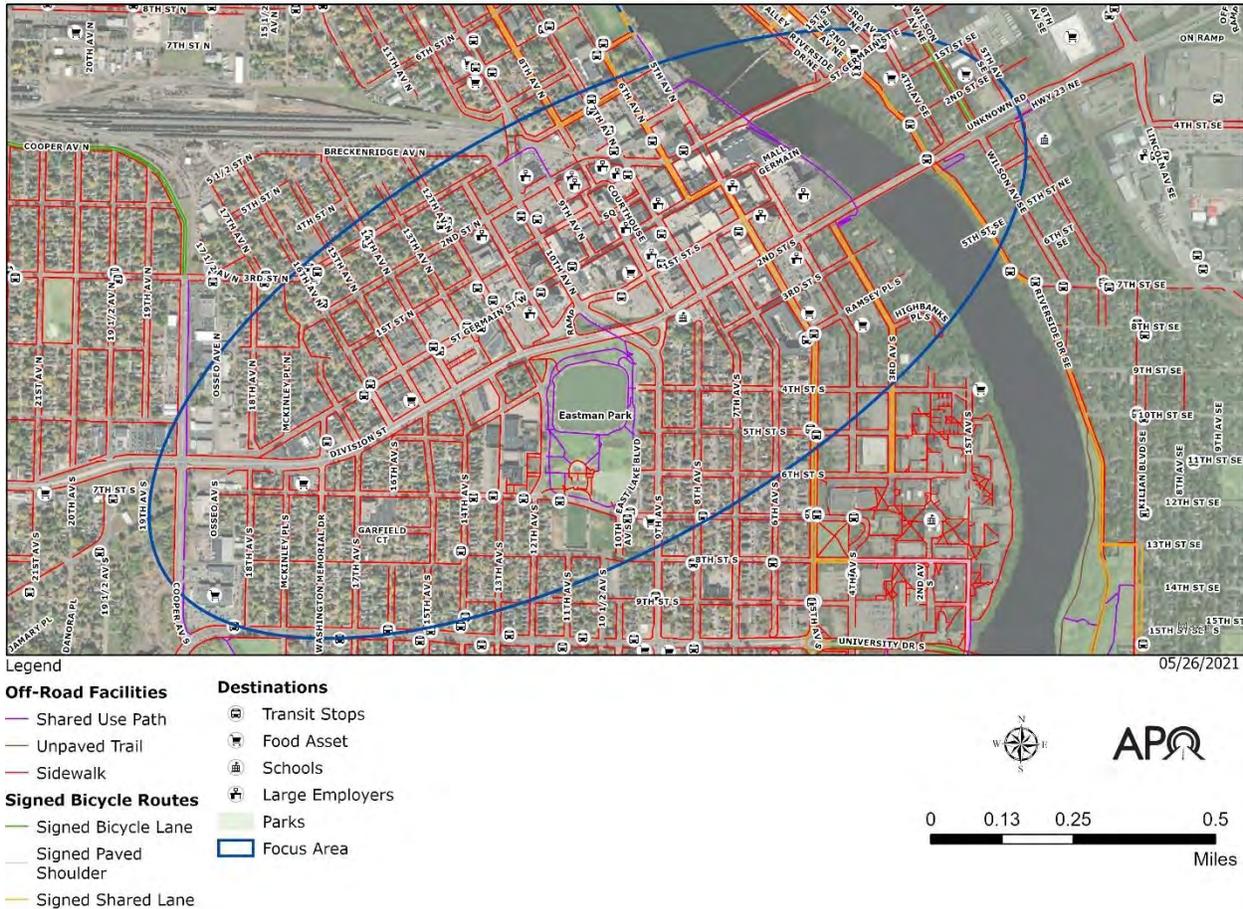


FIGURE E.45 – EAST DIVISION AREA OF FOCUS, FACILITIES AND DESTINATIONS

Saint Cloud’s goal for the downtown area as identified in the Comprehensive Plan is to improve the comfort level for pedestrians. More public spaces and gathering areas should be

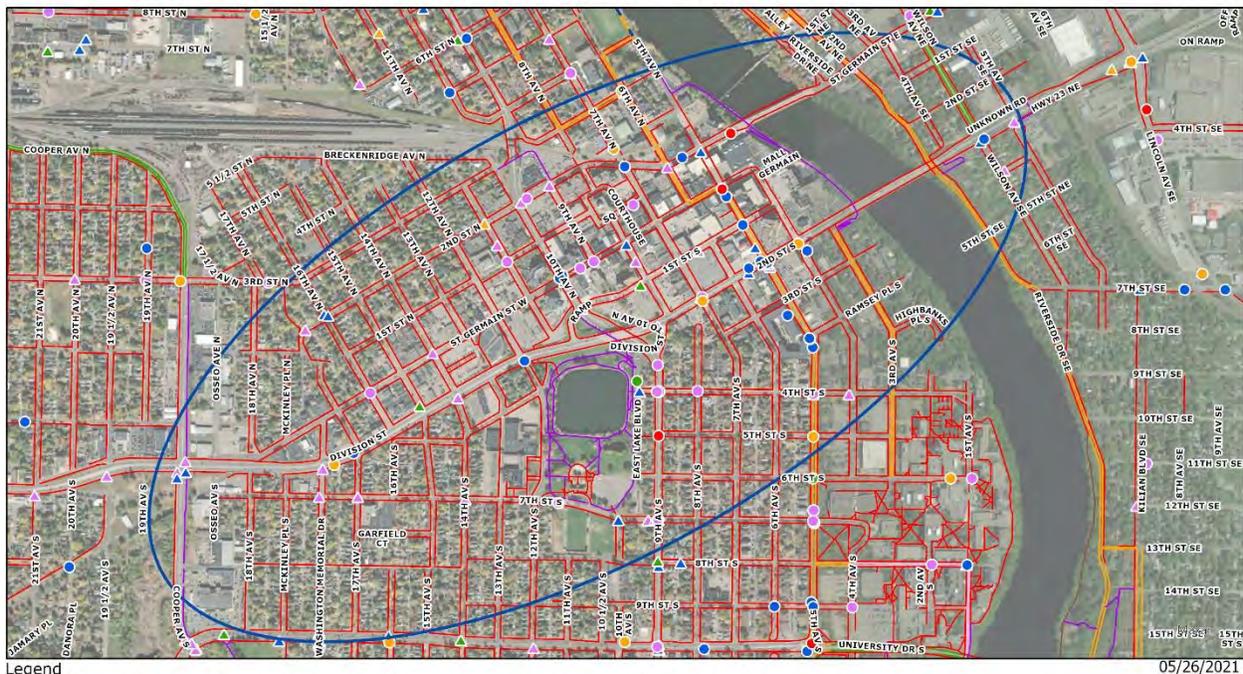
available in the downtown as walking destinations. The Comprehensive Plan includes strategies to address barriers to pedestrian usage. Among the recommended facility safety improvements in the CBD are adding pedestrian refuge islands along Division, crossing enhancements such as signal timing improvements, 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 areas that are underserved.

NEEDS AND ISSUES

Along Division Street there were over 20 crashes reported involving pedestrians and bicyclists from 2010 to 2019. Crashes are also occurring along high-volume routes leading into and through downtown Saint Cloud -- 5<sup>th</sup> Avenue, 9<sup>th</sup> Avenue/10<sup>th</sup> Avenue, West St Germain, and 2<sup>nd</sup> Street North. Many of these accidents resulted in serious injuries and fatalities to pedestrians. These accidents are occurring both at intersections and at mid-block locations. Crash locations within the area of focus and their severity are shown in Figure E.46.

**East Division Focus Area**



- |                              |  |   |
|------------------------------|--|---|
| <b>Off-Road Facilities</b>   | <b>Severity of Bicycle Crashes (2010-2019)</b> | <b>Severity of Pedestrian Crashes (2010-2019)</b> |
| — Shared Use Path            | ▲ Fatal  | ● Fatal   |
| — Unpaved Trail              | ▲ Suspected Serious Injury                     | ● Suspected Serious Injury                        |
| — Sidewalk                   | ▲ Suspected Minor Injury                       | ● Suspected Minor Injury                          |
| <b>Signed Bicycle Routes</b> | ▲ Possible Injury                              | ● Possible Injury                                 |
| — Signed Bicycle Lane        | ▲ Property Damage Only                         | ● Property Damage Only                            |
| — Signed Paved Shoulder      |  |   |
| — Signed Shared Lane         |  |   |

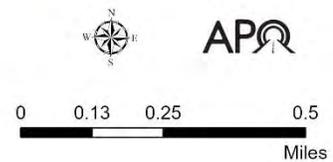


FIGURE E.46 – LOCATION OF CRASHES WITHIN THE EAST DIVISION FOCUS AREA

### *Division Street*

As earlier noted, Division Street, a **4-lane divided highway with a raised median**, is the city's primary retail and employment corridor area as well as being a principal transportation route through the city. The many retail, entertainment and employment destinations within the downtown area attract all transportation modes.

The average daily traffic along this area of east Division 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 a barrier to crossings. As with west Division, high traffic levels coupled with the number of active transportation users who cross Division to reach their destinations are likely factors in the frequency of crashes.

### *5<sup>th</sup> Avenue*

Figure E.46 reveals a high incidence of crashes along 5<sup>th</sup> Avenue both north and south of Division. As noted, the 5<sup>th</sup> Avenue South corridor receives significant usage from SCSU students as a gateway to downtown destinations.

North of Ramsey Place, 5<sup>th</sup> Avenue transitions from a 2-lane to a 3-lane street with a center turn lane. Average daily traffic on this section is 8,700 vehicles. North of Division, 5<sup>th</sup> Avenue continues as a 3-lane minor arterial with direct access to downtown businesses. 5<sup>th</sup> Avenue is signed as a bicycle route along much of its length, sharing lanes with vehicle traffic, though this route does not meet MnDOT guidelines given the speed and volume of traffic. The suggested facility given the volume of usage is a bike lane separated from traffic or a shared use path. Portions of the pavement on 5<sup>th</sup> Avenue bike route are rated in fair condition.

The 2020 Crash Analysis Report in reviewing the locations where crashes occurred at 5<sup>th</sup> Avenue intersections cited poor lighting, limited visibility, poor crosswalk markings and inadequate signage as deficiencies. Solutions suggested are more lighting, high visibility flashing devices, improved pavement markings, and advanced warning devices.

According to the Comprehensive Plan, safety improvements should be made to the existing bicycle routes along 5<sup>th</sup> Avenue. An on-road bicycle facility that connects 5<sup>th</sup> Avenue to Lake George is recommended in the Saint Cloud plan.

### *9<sup>th</sup>/10<sup>th</sup> Avenue*

Another gateway that brings many into the CBD area is 9<sup>th</sup> Avenue, also a route with many crashes. This 3-lane minor arterial with a center turn lane averages 16,400 vehicles per day. From the south part of the focus area, 9<sup>th</sup> Avenue South transitions to 4 lanes with a raised median at the Highway 23 underpass to become 10<sup>th</sup> Avenue North. Many cyclists and pedestrians must cross 9<sup>th</sup> Avenue South from Lake George to reach downtown and the SCSU area. The Comprehensive Plan found that many walk across 10<sup>th</sup> Avenue North to and from the office development to downtown attractions.

Vehicle traffic coming from the north on 9<sup>th</sup> Avenue often turns onto 1<sup>st</sup> Street/2<sup>nd</sup> Street North, a 4-lane undivided roadway that continues through the CBD and crosses the Mississippi River. Average daily vehicle traffic grows to 14,300 at the bridge. The many

crashes along 1<sup>st</sup> Street/2<sup>nd</sup> Street North suggest that crossing improvements are needed along this corridor.

### *West St Germain*

In the heart of the downtown, West St Germain, converted from what was once a pedestrian mall, now provides two lanes for vehicle traffic with diagonal parking. Traffic on West St Germain averages 6,300 vehicles daily. Another area with a troubling number of crashes, West St Germain could be improved to better balance the needs of vehicles and active transportation users. The Comprehensive Plan recommends removing the parking from the north side of West St Germain and widening the sidewalks.

### RECOMMENDATIONS

This plan reiterates recommendations from the Comprehensive Plan to make the downtown area more accessible to pedestrians and bicyclists. The following recommendations reflect those that are from the Saint Cloud Comprehensive Plan:

- To improve safety at pedestrian crossings, consider adding curb extensions (bumpouts) at intersections on 5<sup>th</sup> Avenue, 7<sup>th</sup> 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).
- At the signalized intersections, consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time.
- To improve comfort and safety for cyclists, consider removing the bicycle lanes on 5<sup>th</sup> Avenue and replace with a shared use path.
- Widen sidewalks and remove parking from the north side of West St Germain to provide more space for pedestrians.
- Add on-road bicycle facilities or a shared use path on 7<sup>th</sup> Street to connect the SCSU campus area to Lake George.

### **Highway 10/Lincoln Avenue Area**

This area of east Saint Cloud is identified in Figure E.47. This is the east end gateway area into Saint Cloud and includes parts of US Highway 10, east MN Highway 23, Lincoln Avenue, and East St Germain as well as the connecting local street network. This is a very attractive area for all modes with its many large retail and employment sites.

This area was chosen due to high volumes of vehicle traffic, the usage by many transportation modes, the history of crashes along major routes, crossing safety concerns and the presence of many destinations sought by bicyclists and pedestrians.

## Highway 10/Lincoln Ave Focus Area

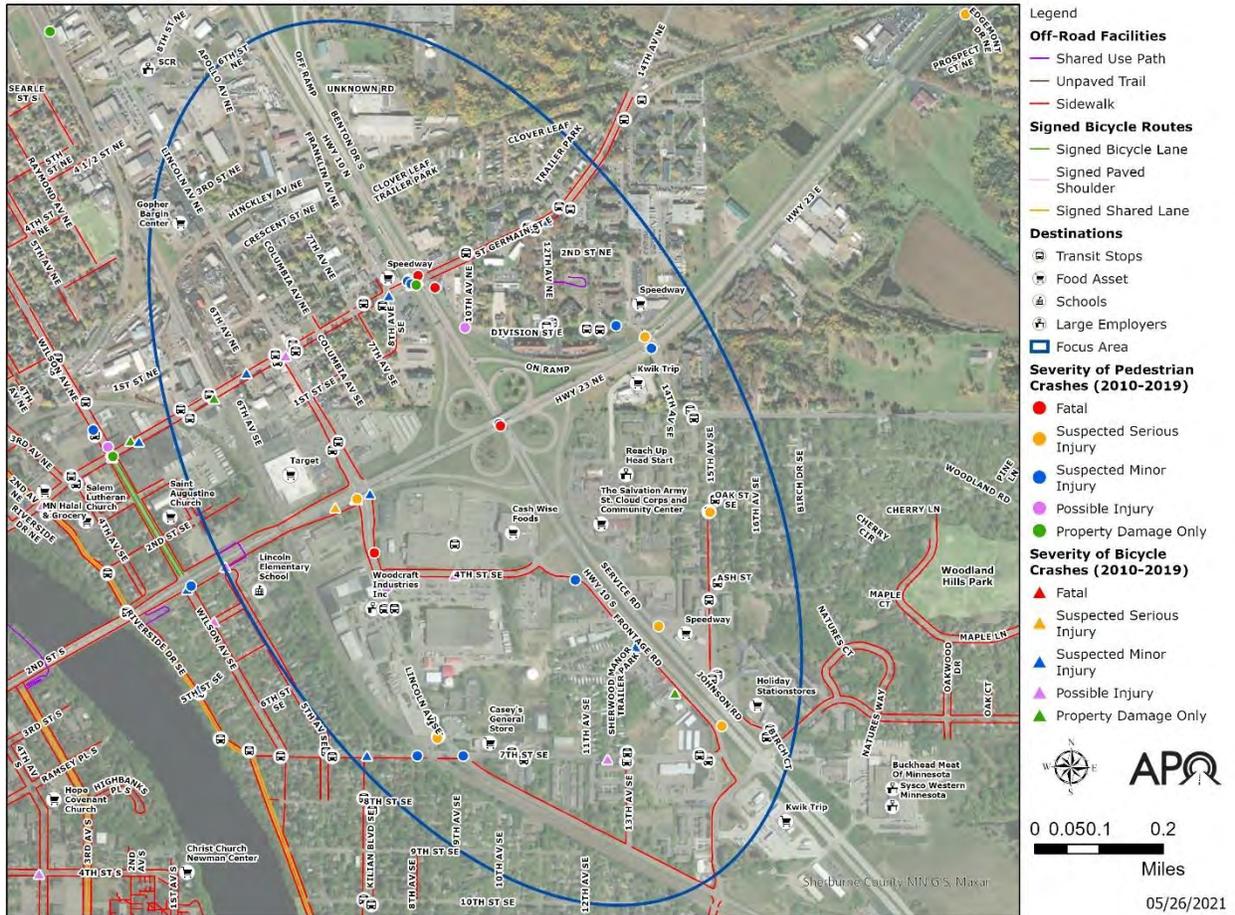


FIGURE E. 47 – HIGHWAY 10/LINCOLN AVENUE AREAS OF FOCUS

### NEEDS AND ISSUES

Currently there are many gaps in the active transportation facility network for east Saint Cloud. There are currently no bicycle facilities within the focus area and much of the area is lacking sidewalks which prevents many active transportation users from reaching their desired 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.

Within the area of focus are a high number of crashes on Highway 10 including serious injuries and fatalities to pedestrians. The intersections with E St Germain and Highway 23 have been the site of multiple crashes. Many crash incidents have occurred at or near the intersection of Lincoln Avenue and Highway 23.

Saint Cloud's 2020 Crash Analysis Report described deficiencies at the locations in east Saint Cloud with multiple crashes and suggests facility improvements to solve safety issues. Crosswalk improvements, advanced warning devices, adjusted signal timings and lowering speeds are among the recommendations from the 2020 Crash Report.

### *US Highway 10 and MN Highway 23*

Many local and regional plans identify the traffic volume and speeds along Highway 10 and Highway 23 as a barrier to crossings. Highway 10 is a 4-lane divided highway with a raised median. The average daily traffic along Highway 10 ranges from 12,500 to 13,250 vehicles. The posted speed through this area of Saint Cloud is 50 mph. The significance of Highway 23 as the main east/west transportation route through Saint Cloud has been noted. The traffic volume within this area of Highway 23 ranges from 11,950 to 15,500 vehicles per day.

The 2016 US 10 Pedestrian Corridor Report states that pedestrians struggle with finding a safe location to cross Highway 10. The volume and speed along Highway 10, the lack of pedestrian infrastructure, and the absence of controlled crossing locations were identified as current challenges in need of a workable solution. The simpler option, as presented in the US 10 Report, is adding crosswalks associated with installing pedestrian activated beacons. The other option is to build a pedestrian bridge over Highway 10. Either option should also include adding sidewalks or shared use paths to lead them there.

A project to rebuild the Highway 23/10 interchange in 2023 includes along with improvements to the flow of vehicle traffic, design elements to address safe access for bicycles and pedestrians. The current concept includes the addition of shared use path along Highway 23 between Lincoln and 14<sup>th</sup> Avenue and pedestrian access with a new roadway overpass at 4<sup>th</sup> Street to facilities along the east frontage road.

### *East St Germain*

**According to the city's** 2019 Vision Plan, the area most in need of investment for roadway and streetscape improvements is East St Germain. The current roadway configuration is four travel lanes. The volume of traffic is 9,200 to 9,600 vehicles per day. There are sidewalks in place on both sides of East St Germain but no bicycle facilities.

The Vision Plan identifies as an option for improving safety and access along East St Germain reconfiguring the roadway. The suggested design for East St Germain is to remove two lanes, add a center median and a shared facility for cyclists. This design option would serve to slow vehicle traffic and provide better access for all active transportation users.

### *Lincoln Avenue*

According to the Vision Plan, Lincoln Avenue should be improved to provide better access to the businesses and other destinations for transit users and people who walk and bike.

North of E St Germain, Lincoln Avenue is a 2-lane minor arterial that carries a daily traffic volume of 6,400 vehicles. There are no sidewalks or bicycle facilities along this section. South of E St Germain, Lincoln Avenue is a 4-lane that widens to include a median and dedicated turn lanes at the entrance to Target. This section of Lincoln has daily traffic volumes of 6,200 to 8,000 vehicles. South of 4<sup>th</sup> Street SE, where the volume drops to 2,550 vehicles per day, Lincoln Avenue becomes a 3-lane facility with a center turn lane.

Analysis from the Vision Plan indicates the amount of right-of-way on Lincoln Avenue north of St Germain is sufficient to allow for a center turn lane and needed sidewalks on both sides. The Vision Plan notes that while sidewalks are in place south of St Germain, they are not buffered from traffic. Given the amount of traffic on Lincoln, narrow sidewalks along the curb do not provide the safety and comfort needed for pedestrians, according to the plan.

The city's plan for the section of Lincoln Avenue south of E St Germain suggests two options to address this need. A boulevard design with sidewalks separated from traffic with plantings on each side of the street would create a more walkable condition. The other option from the Vision Plan is to convert more of Lincoln Avenue to a 3-lane road with center turn lanes, adding space for pedestrian walkways and a buffer strip.

Other recommendations from the East End Vision Plan include pedestrian enhancements and a future bike trail (shared use path) along the BNSF railway alignment associated with the TOD plan. This trail would also be a link to the proposed commercial redevelopment of the east side riverfront area.

### RECOMMENDATIONS

This plan reiterates recommendations from the Comprehensive Plan, East End Vision Plan, and the US 10 Pedestrian Crossing Study to make east Saint Cloud more accessible and safer for active transportation users. East side redevelopment and road reconstruction provide opportunities to improve facilities and access for active transportation users. Recommended improvements are as follows:

- Add a shared use path and other safety improvements for pedestrians and bicyclists with the reconstruction of Highway 10/23 interchange.
- Complete the proposed redesign of north Lincoln Avenue, adding a center turn lane and sidewalks.
- Reconfigure south Lincoln Avenue with a 3-lane design and wider separated sidewalks or shared use paths.
- Reconfigure E St Germain as a 3-lane roadway with center turn lanes and the addition of dedicated bicycle lanes.
- If 4-lane configurations are retained, implement crossing devices such as Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs).
- At the signalized intersections, consider adding a leading pedestrian interval (LPI) to improve visibility and increase crossing time.

## Evaluating Needs for the Region

The second phase of the needs analysis is to identify improvements to the regional facility network within the city of Saint Cloud and its planning area. These are projects that address ATP goal 5 objectives for 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 include 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.
- In south Saint Cloud, complete connections on 16<sup>th</sup> Street South, 22<sup>nd</sup> Street South/County Road 137, W St Germain/County Road 74, and Cooper Avenue.
- 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 and 14<sup>th</sup> Avenue SE.
- Add bicycle facilities that follow the proposed Southwest Beltway alignment.

Also proposed are connecting links from local routes to regional bicycle facilities with shared use paths along Ridgewood Road/County Road 134 and along 40<sup>th</sup> Street South/County Road 122.

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## SUMMARY OF SAINT CLOUD RECOMMENDATIONS

For consideration in identifying local priorities, the following is a summary of the suggested improvements to the local active transportation network from the ATP needs assessment and an estimate of costs.

Project	Description	Est. Cost??
1	Add on-road bicycle facilities along 25 <sup>th</sup> or 33 <sup>rd</sup> Avenue.	
2	Add a leading pedestrian interval (LPI) at signalized intersections.	
3	Add curb extensions (bumpouts) at intersections.	
4	Add fencing or barriers in mid-block areas.	
5	Install Rectangular Regular Flashing Beacons (RRFBs) or Pedestrian Hybrid Beacons (PHBs).	
6	Complete sidewalk connections in the 2 <sup>nd</sup> Street South area.	
7	Replace signed shared bicycle lanes on 2 <sup>nd</sup> Street South with separated shared use paths.	
8	Widen sidewalk adjacent to McKinley Park to provide a continuous shared use path.	
9	Add crosswalks and other pedestrian safety improvements to intersections along University Avenue.	
10	Widen sidewalks and remove parking from the north side of West St Germain.	
11	Add shared use paths across Highway 10 and complete east side connections.	
12	Implement redesign of north Lincoln Avenue, adding sidewalks.	
13	With reconstruction on south Lincoln Avenue, reconfigure 4-lane sections to 3-lane sections, adding a shared use path and a buffer area.	
14	Reconfigure E St Germain with restriping to a 3-lane section with center turn lanes and bicycle lanes.	

The following is a summary of proposed connections within Saint Cloud to complete the regional bicycle network to supplement other locally identified needs, and an estimate of costs.

Project	Description	Est. Cost??
1	Complete a north/south regional connection from Northway Drive, south along 25 <sup>th</sup> Avenue and Cooper Avenue.	
2	Complete a regional facility linking County Road 120, County Road 4, and 322 <sup>nd</sup> on the north end of Saint Cloud.	
3	Construct regional connections south of Killian Boulevard to US 10 and County Road 8.	
4	Construct a shared use path connecting 16 <sup>th</sup> Street South to Roosevelt Road.	
5	Extend for the regional network a shared use path east along County Road 137.	
6	Construct a shared use path connection along West St Germain/County Road 74.	
7	Complete a shared use path on 33 <sup>rd</sup> Street South to continue an alignment that follows the proposed Southwest Beltway.	
8	Build a regional bikeway connection along East St Germain/14 <sup>th</sup> Ave SE.	

The city of Saint Cloud through its internal planning and needs identification process has identified additional connections below to address priority gaps in the active transportation network that would link to the regional system.

Project	Description	Est. Cost??
1	Complete a shared use path connection along Ridgewood Road/County Road 134 in northwest Saint Cloud.	
2	Complete a shared use path connection along 40 <sup>th</sup> Street S/County Road 122 in south Saint Cloud.	

Shown in Figures E.48 – E.51 are maps with a full list of programmed projects and recommendations by location.



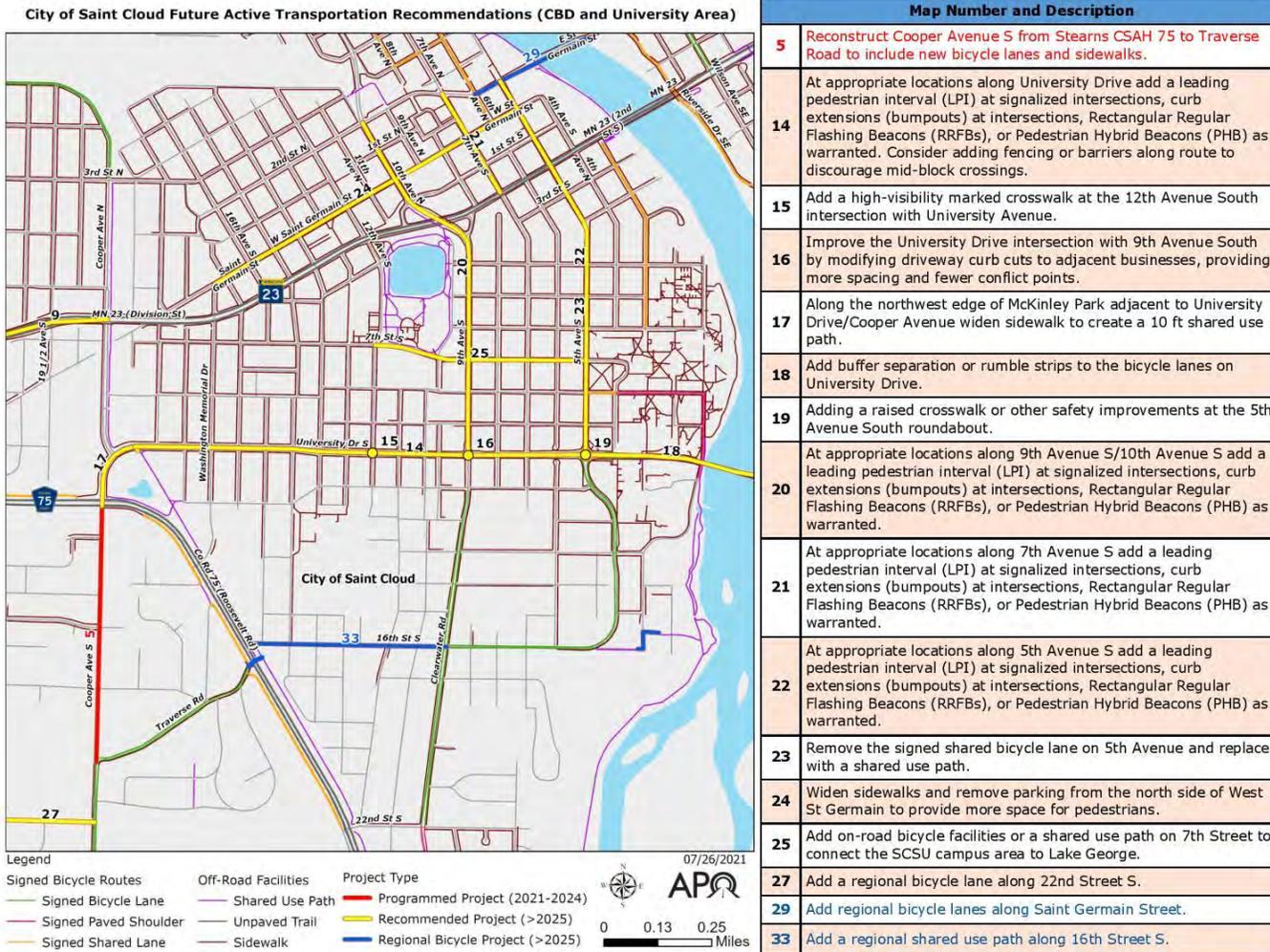
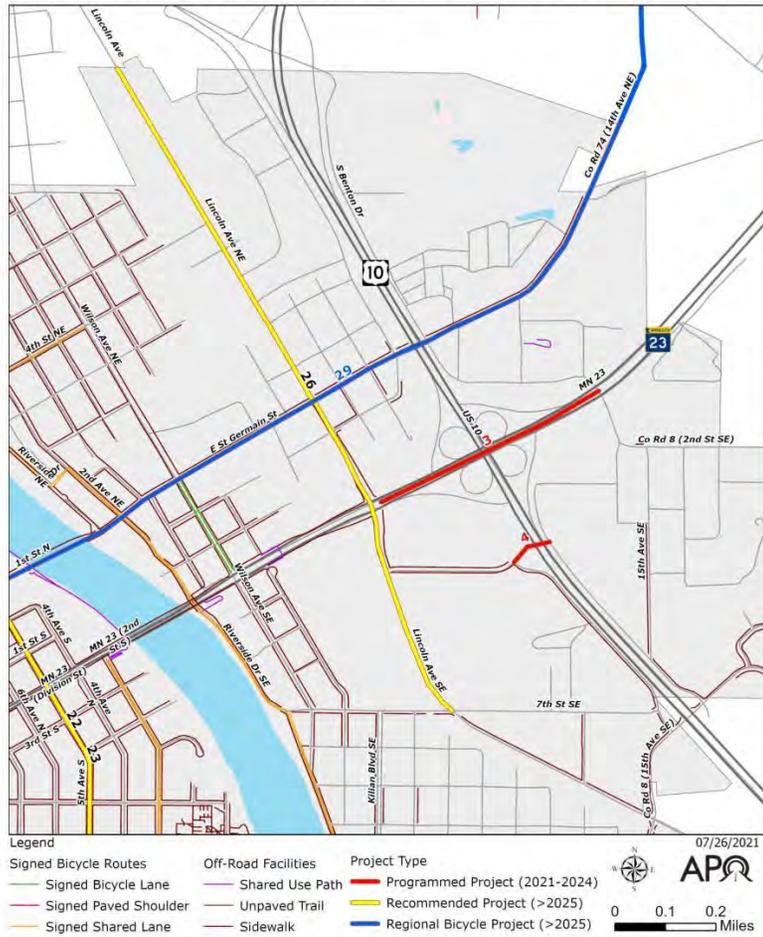


FIGURE E.49 – PROGRAMMED AND RECOMMENDED PROJECTS – CBD AND UNIVERSITY ARE

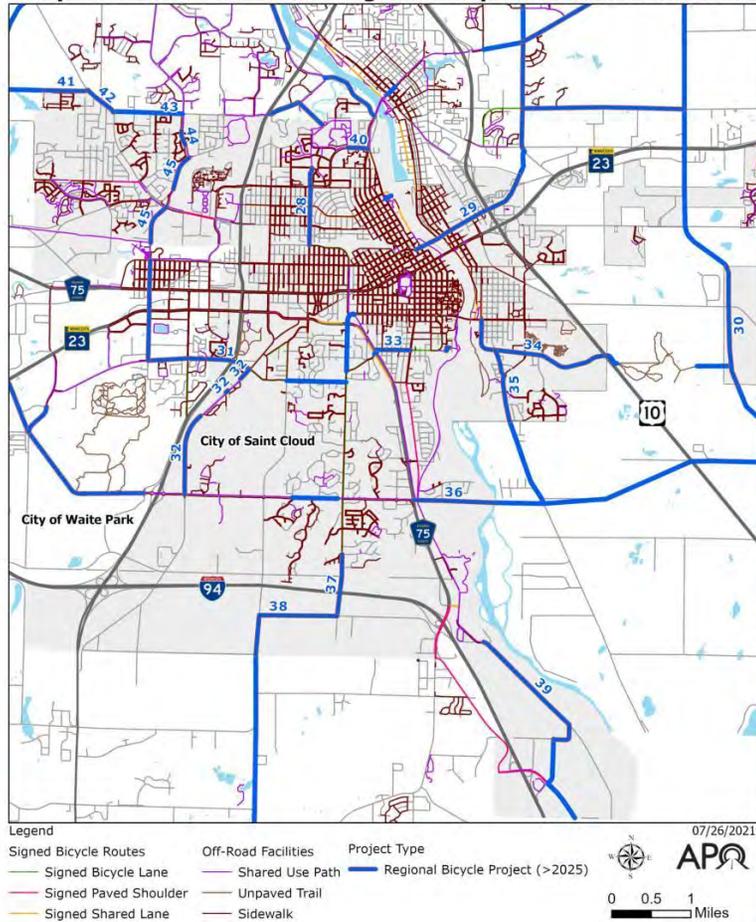
City of Saint Cloud Future Active Transportation Recommendations (Lincoln Avenue NE Area)



Map Number and Description	
<b>3</b>	Build active transportation facilities around new US 10 and MN 23 interchange.
<b>4</b>	Construct active transportation facilities on new 4th Street SE bridge spanning US 10.
<b>22</b>	At appropriate locations along 5th Avenue add a leading pedestrian interval (LPI) at signalized intersections, curb extensions (bumpouts) at intersections, Rectangular Regular Flashing Beacons (RRFBs), or Pedestrian Hybrid Beacons (PHB) as warranted.
<b>23</b>	Remove the signed shared bicycle lane on 5th Avenue and replace with a shared use path.
<b>26</b>	At appropriate locations along Lincoln Avenue add a leading pedestrian interval (LPI) at signalized intersections, curb extensions (bumpouts) at intersections, Rectangular Regular Flashing Beacons (RRFBs), or Pedestrian Hybrid Beacons (PHB) as warranted.
<b>29</b>	Add regional bicycle lanes along Saint Germain Street.

FIGURE E.50 – PROGRAMMED AND RECOMMENDED PROJECTS – LINCOLN AVENUE AREA

**City of Saint Cloud Future Regional Bicycle Recommendations**



Map Number and Description	
28	Add a regional shared use path along 25th Avenue North.
29	Add regional bicycle lanes along Saint Germain Street.
30	Add a regional shared use path along future north/south beltline.
31	Add regional bicycle lanes along 7th Street S (Stearns CSAH 137).
32	Add a regional shared use path along West Saint Germain Street (Stearns County Road 74).
33	Add a regional shared use path along 16th Street South.
34	Add a regional shared use path along Killian Boulevard/Minnesota Boulevard/MN 301.
35	Add a regional shared use path along Sherburne CSAH 8.
36	Add a regional shared use path along future west/east beltline.
37	Add regional bicycle lanes along Cooper Avenue South.
38	Add a regional shared use path along 255th Street and Stearns CSAH 136.
39	Add a regional shared use path along future Heatherwood Road.
40	Add a regional shared use path along Northway Drive.
41	Add a regional shared use path along 322nd Street.
42	Add a regional shared use path along Stearns CSAH 4.
43	Add a regional shared use path along Stearns CSAH 120.
44	Add a regional shared use path along Pinecone Road S.
45	Add a regional shared use path along Stearns CSAH 134.

FIGURE E.51 – PROGRAMMED AND RECOMMENDED PROJECT ADDITIONS TO REGIONAL NETWORK

DRAFT



1040 County Road 4, Saint Cloud, MN 56303-0643

*T. 320.252.7568 F. 320.252.6557*

TO: Active Transportation Development Committee  
FROM: Fred Sandal, Associate Transportation Planner  
RE: ATP Timelines and Next Steps  
DATE: July 28, 2021

ATAC comments on the draft Regional Active Transportation Plan (ATP) will importantly inform the discussion of the draft at the August 26, 2021 meeting of APO Transportation Advisory Committee (TAC) and with the APO Policy Board on September 9th. Following the TAC and Policy Board meetings, APO staff will then proceed toward completing the draft ATP document for ATAC review prior to the next meeting in January 2022.

The January ATAC meeting will also include discussion of any applications received from the Transportation Alternatives (TA) solicitation. As was done last year, ATAC will have an opportunity to recommend prioritization of TA applications to the TAC.

The schedule for the APO TAC and Policy Board review of the complete ATP draft is at their meetings in February and March. Once approved, the document will be released for a minimum of 30 days public comment. All public comments and their disposition will be fully documented. The draft ATP will be further revised and reviewed following the public comment phase.

Please be aware that this schedule for developing the ATP draft document and bringing it to the public may be adjusted based on the response from the APO committees and the Policy Board.

The final release of the completed ATP is expected to be no later than August 2022. The ATP will then be incorporated into the development of the 2050 Metropolitan Transportation Plan.

Suggested Action: None, informational only.