TH 371 Development Traffic Review Report

Baxter, MN

BAXTE 180588 | September 6, 2024

Baxter City Council Acceptance Date:



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TH 371 Development Traffic Review Report

Prepared for the City of Baxter.

1 Introduction

This traffic review report provides the findings related to the review of the proposed development along Trunk Highway (TH) 371 in the City of Baxter, MN. The proposed site is located just east of TH 371, between Novotny Road and Woida Road in Baxter, MN.

The primary focus of this development traffic review is to determine the potential impact of the proposed development on the existing roadway network. The review will consider the proposed development trip generation, the proposed access locations, and potential intersection turn lane considerations.

The proposed storage development project includes various self-storage containers, including a 3-story locker facility, mini-storage, container type storage, a small retail sales area, truck rental, and recreational vehicle (RV) storage spaces. The proposed site plan includes three access locations to enter or exit the site, including one each along TH 371, Novotny Road, and Dellwood Drive.

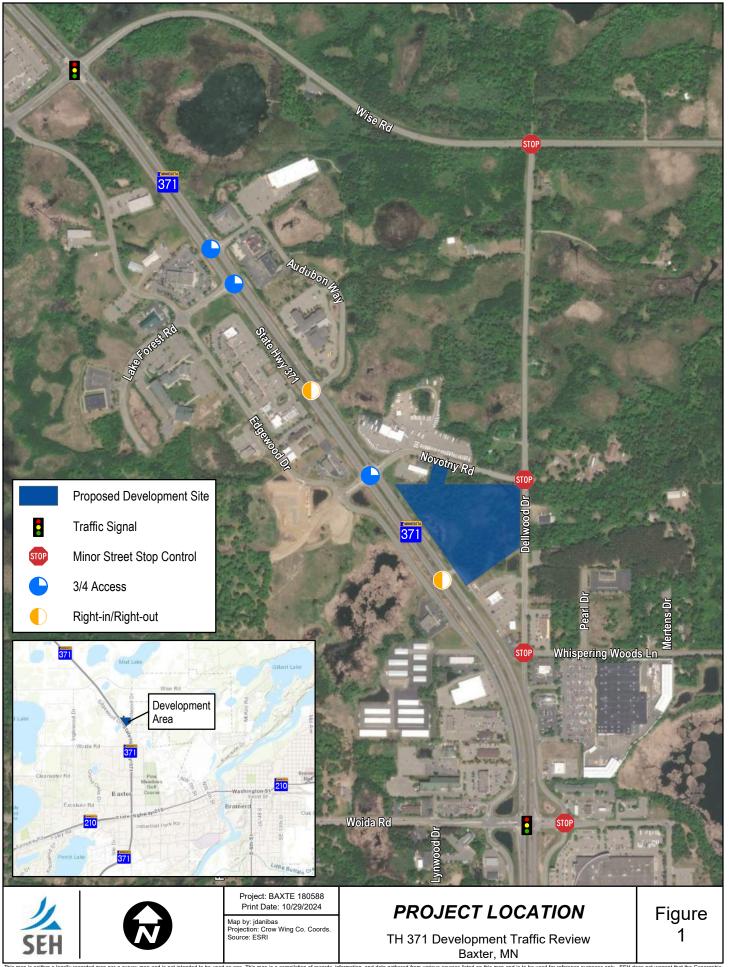
Figure 1 shows the project location and surrounding area within the City of Baxter. **Figure 2** shows the preliminary development site plan (dated June 14, 2024); the full preliminary site plan is provided in **Appendix A**.

1.1 Current and Past Studies

Within the proposed development study area, there is one past study and one ongoing study that are relevant to the proposed development review.

In October 2016, a final version of the Northwoods Crossing Development Traffic Study was provided to the Baxter City Council. This development study was completed for proposed retail developments, including restaurants, along Dellwood Drive. The impact study recommended, by the forecast year 2030, to restripe Dellwood Drive between Woida Road and the southern Menards access as a 3-lane roadway with a two-way center left turn. Since the 2016 study, a left and right turn lane were installed on Dellwood Drive at the southern Menards Driveway; however, the center left turn lane along the rest of the corridor has not been installed to date.

Starting in the summer of 2023, MnDOT began a major corridor study of TH 371 between Nisswa and Baxter. While the study is ongoing, preliminary concepts and recommendation have been discussed internally with MnDOT District 3 staff and the preliminary study recommendations within this study area have been shared with the City of Baxter. More discussion of the MnDOT project is provided in the Development Site Review section of this report.



This map is neither a legally recorded map nor a survey map and is not intended to be used as one. This map is a compilation of records, information, and data gathered from various sources listed on this map and is to be used for reference purposes only. SEH does not warrant that the Geographic Information System (GIS) Data used to prepare this map are error free, and SEH does not represent that the GIS Data can be used for navigational, tracking, or any other purpose requiring exacting measurement of distance or direction or precision in the depiction of geographic features. The user of this map acknowledges that SEH shall not be liable for any damages which arise out of the user's access or use of data provided.

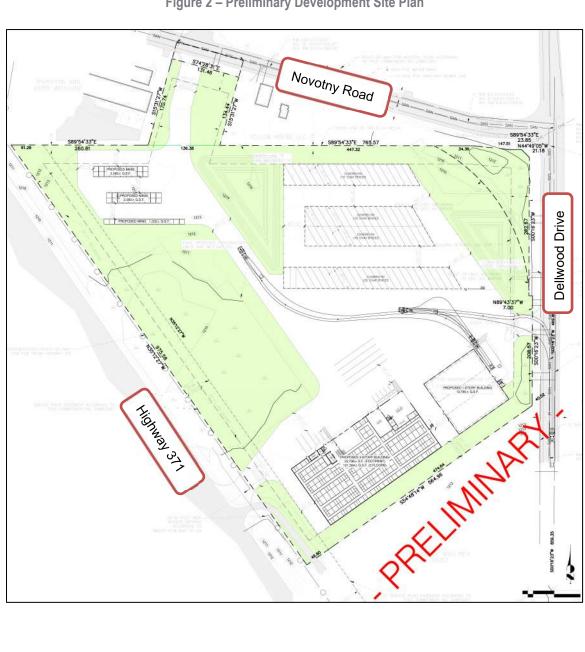


Figure 2 – Preliminary Development Site Plan

2 Existing Conditions

The proposed development includes proposed access on three existing roadways, including TH 371, Novotny Road, and Dellwood Drive. Woida Road is included in this traffic review because it serves as a primary connection between TH 371 and Dellwood Drive.

TH 371 is a north-south principal arterial roadway, which extends from US Highway 10 in Little Falls, MN to US Highway 2 in Cass Lake, MN. TH 371 serves as a major regional corridor in this portion of the State and serves as the primary north-south connection for trips within the City of Baxter. TH 371 provides access to TH 210, which is the major east-west corridor in the region, as well as a significant amount of commercial development in the area. In the study area, TH 371 is a 4-lane divided roadway with dedicated left and right turn lanes at each intersection. The speed limit on TH 371 through the study area is 60 mph.

Novotny Road is currently an east-west local roadway which extends from Edgewood Drive, on the west side of TH 371, to Dellwood Drive on the east side of TH 371. At TH 371, Novotny Road is a ³/₄ access intersection with Novotny Road through and left turn movements prohibited. There is currently no posted speed limit on Novotny Road so a statutory speed limit of 30 mph is assumed.

Dellwood Drive is a north-south major collector roadway which extends from Excelsior Road to Wise Road (CSAH 49) and acts as a frontage road and parallel reliver roadway on the east side of TH 371. Dellwood Drive primarily provides access to the commercial developments on the east side of TH 371 as well as providing a route between the east-west roadways that connect to TH 371 including Excelsior Road, Design Road, Clearwater Road, Woida Road, Novotny Road, Lake Forest Road, Audubon Way, Wise Road (CSAH 49), and Pine Beach Road (CSAH 77) some of which have limited access at TH 371. Dellwood Drive is a two-lane roadway with limited turn lanes at some intersections through the project area. The posted speed limit on Dellwood Drive is 30 mph south of Whispering Woods Lane and 45 mph to the north.

Woida Road is an east-west major collector which extends from the Red Sand Lake area to approximately 1,000 feet east of TH 371. Woida Road provides access to commercial and residential land uses, including those with access from Dellwood Drive. At TH 371, Woida Road is a full access signalized intersection. The posted speed limit on Woida Road is 40 mph.

2.1 Vehicle Volumes

No traffic data was collected as part of this review. However, a high-level review of the posted daily traffic volumes was done to assess any potential capacity concerns for the proposed development.

Based on the Minnesota Department of Transportation (MnDOT) Traffic Mapping Application, the following are the Average Annual Daily Traffic (AADT) volumes for each roadway.

- TH 371 south of CSAH 77/49:
- Novotny Road east of TH 371:
- Dellwood Drive north of Novotny Road:
- Dellwood Drive north of Woida Road:
- Woida Road east of Dellwood Drive:
- 21,500 vehicles per day (2023)
- 1,600 vehicles per day (2023)
- 2,500 vehicles per day (2022)
- 8,000 vehicles per day (2023)
- 3,850 vehicles per day (2023)

3 Proposed Development

The existing parcel is located on approximately 11.91-acres of land that is currently not occupied. The proposed storage development will utilize most of the parcel for circulation between the four separate site uses.

As previously mentioned, the site is a mixture of various self-storage facilities with a small retail area. The following is a list of the different on-site facilities proposed:

- Self-Storage Building 3-Story, 101,394 gross square feet (SF):
 - Approximately 950 various sized lockers/rooms.
 - Includes approximately 4,300 SF of on-site retail and showroom space.
- Box Storage Building 1-Story, 13,785 SF:
 - Storage of approximately 1,000 boxes inside building.
 - Boxes are 5-foot by 8-foot containers that are transferred to customers to fill and then returned to the site for storage.
- Mini-Storage Buildings 3 separate 1-story buildings, 5,698 SF:
 - Approximately 55 separate mini storage units.
- Recreational Vehicle (RV) Covered Storage 40,750 SF covered parking area:
 - Approximately 71 covered parking spaces for vehicles.

3.1 Trip Generation

The Institute of Transportation Engineers (ITE) Trip Generation Manual, 11th Edition was used to estimate the number of trips generated by the proposed storage facility, where applicable. Some of the on-site facilities are not included in the Trip Generation Manual and were therefore estimated based on each operation independently.

ITE land use code 151 – "Mini-Warehouse" was used to estimate the trips for the self-storage building and mini-storage units. ITE provides a daily trip estimate as well as the AM peak hour and PM peak hour trips. The combined square footage of the self-storage building, and the mini-storage buildings was included for this estimate; approximately 107,092 SF.

The proposed box storage building is used for storing the portable containers, this building does not include any customer access. Generally, the customer's request a container for drop-off or pickup, and a site employee would deliver or pick up the containers at the off-site location; a delivery may contain multiple containers on the same truck. Based on similar storage facilities, the box storage building would have 1 to 2 employees with approximately 2 to 3 deliveries per day. The assumed trip generation estimate for this operation would include the employee trips and delivery trips; for the peak hour estimate it is assumed one outbound truck trip in the AM peak hour and one inbound truck trip in the PM peak hour.

The proposed RV covered storage area would include customer access; with gate access to the parking area, it was assumed there are no additional employee trips present. The RV storage area is likely a portion of the proposed facility that is used more heavily in the late fall and early spring as many recreational vehicles are winterized due to the cold Minnesota winters. However, the facility may be used throughout the year to store vehicles for more regular use. Regardless of the reason for storage, it is likely that many of the trips for this site use would not occur during the

peak hours. In addition, drivable vehicles stored, such as motor homes, would require additional vehicle trips for the customer to drop-off or pick-up; where non-drivable vehicles, such as trailers or boats, would not require any additional vehicle trips to drop-off or pick-up. The assumed trip generation estimate for this operation assumes conservatively that approximately 10 customers would access the facility each day, including half of the customers having an additional vehicle trip to be dropped off or picked up; assumed 2 customers in each peak hour.

Table 1 provides the estimated trip generation for the proposed storage development.

Site Use:	Units / Size (ksf 1,000 square feet)	Daily Trips	AM Peak Hour			PM Peak Hour		
Sile Ose.			Enter	Exit	Total	Enter	Exit	Total
Self-Storage Building ¹	101.4 ksf	147	5	4	9	7	8	15
Mini-Storage Units ¹	5.7 ksf	8	0	1	1	0	1	1
Box Storage Building ²	13.8 ksf	10	2	1	3	1	2	3
RV Storage ²	71 spaces	25	3	2	5	2	3	5
Total E	190	10	8	18	10	14	24	

Table 1 – Estimated Site Trip Generation

1 Trip estimates based on the trip generation rates from the ITE Trip Generation Manual, 11th Edition.

2 Trip estimates based on the trip generation rates provided by the developer or based on described assumptions.

3.2 Trip Distribution

The expected trip distribution is based on the surrounding roadway network. TH 371 is the major roadway adjacent to the proposed development and is expected to provide the connection for the majority of trips to and from the site; however, a small portion of trips is expected to use Dellwood Drive from the northeast.

To the south, TH 371 provides a major connection to TH 210 which is major east-west corridor; these two roadways serve a significant amount of residential land uses in the region. To the north, TH 371 continues for over 50-miles providing connections to many small towns and recreational destinations. Based on the areas served, it is expected that more trips will likely come from the south on TH 371. The assumed trip distribution for the sites to and from the proposed development are described below:

- 55% to/from the south on TH 371
- 40% to/from the north on TH 371
- 5% to/from the northeast on Dellwood Drive

3.3 Assessment of Trip Generation

Based on the estimated trip generation for the proposed development, less than 200 vehicles per day are expected to enter and exit the site, in addition, the peak hour traffic volumes are expected to have less than 15 vehicles entering or exiting the site. The assumed trip distribution spreads the trips to the existing roadways and the volumes are expected to be served at the surrounding intersection with little impact.

Therefore, no traffic operations analysis was performed as part of this development review.

4 Development Site Review

The planned development site currently proposes three driveway accesses with connections to TH 371, Novotny Road, and Dellwood Drive. The access locations along Novotny Road and Dellwood Drive will be reviewed based on the City of Baxter's access spacing guidelines. The proposed access on TH 371 was reviewed by MnDOT and a response letter was provided for the development site.

In addition to the access spacing, intersection turn lane warrants were reviewed for the main intersections expected to be used by the proposed development traffic.

4.1 MnDOT Review

As there is existing access for the parcel to TH 371, and the proposal for the storage site is to widen the access to TH 371, the City of Baxter provided MnDOT an opportunity to review the site plan. MnDOT provided a response letter dated August 19th, 2024 which is included in **Appendix B**.

MnDOT provided detail in the response letter regarding the departments policy of managing access along it's roadways. In particular, the current access located on the State Highway system is not automatically perpetuated when there is a change in land use or major change in traffic patterns on the site. Furthermore, the existing parcel utilizing the access and the proposed development all have reasonably convenient and suitable independent access to the city roadway network.

MnDOT's TH 371 is a major principal arterial roadway and operates as a high-speed four-lane divided expressway through the project area. Safety and mobility along the corridor are major concerns for MnDOT. The previously mentioned TH 371 Nisswa to Baxter Study is considering corridor improvements to improve the safety and mobility along the corridor, including through this project area. This access is the only private driveway access along TH 371 in the area and has been reviewed by the project team which is currently recommending closure; more detail on the current preliminary recommendations for the surrounding roadways connections are included in **Section 4.1.1**.

MnDOT advises the City of Baxter to have the developer remove the private access to TH 371 and show the opening as a permanent closure and removal.

In addition, MnDOT has asked to review the developments stormwater management plan before the project is approved by the City of Baxter and that any work in MnDOT's right of way would require permits.

4.1.1 TH 371 Nisswa to Baxter Study – Preliminary Recommendations

The preliminary recommendations for the TH 371 include the following changes that may impact the vehicle operations for the proposed development.

- TH 371 and existing parcel access: close access connection to TH 371.
- TH 371 and Novotny Road: provide offset left turns at the existing ³/₄-access to improve intersection safety.
- TH 371 and Woida Road: currently proposing a range of intersection capacity improvements at the intersection; no clear recommendation at this time.

4.2 Access Spacing

The City of Baxter's 2015 Comprehensive Plan provides access management guidelines for providing adequate access while maintaining traffic flow and safety along roadways. The access spacing guidelines depend on the type of roadway and type of access as well as other factors such as roadway speed, traffic volume, sight distance, etc.

Novotny Road is classified as a local roadway, which means that commercial driveway spacing should be at least 100 feet depending on speed, volume, and sight distance based on the City's access management guidelines; Dellwood Drive is classified as a major collector and commercial driveway spacing should be at least 1/16-mile to 1/8-mile.

Along Novotny Road, the proposed 40-foot driveway access is located across from an existing driveway access into the parcel to the north. The proposed driveway will be located more than 100-feet from the adjacent driveways along the roadway.

• The proposed access meets the access spacing recommendations; however, vehicle sightlines should be reviewed to ensure departing vehicles can see adequately in both directions along Novotny Road.

Along Dellwood Drive, the proposed 40-foot driveway access is located on the west side of the roadway, approximately 350-feet south of Novotny Road. On the east side of Dellwood Drive, there are two existing commercial driveways that are expected to be within the 1/16-mile spacing of the proposed access. However, both of these driveways provide access to relatively low volume properties that are not expected to create any safety concerns on Dellwood Drive.

• The proposed access does not fully meet the access spacing recommendations due to existing driveways. However, the additional access location is not expected to create a significant safety concern.

4.3 Intersection Turn Lane Review

Providing turn lanes at an intersection or access driveway can provide a significant safety benefit as vehicles decelerate to make the maneuvers. A review of the two driveway access locations on Novotny Road and Dellwood Drive, as well as some of the surrounding public intersections were reviewed for intersection turn lane improvements.

MnDOT's Road Design Manual and Access Management Manual provides guidance on when intersection or driveway turn lanes may be warranted; it should be noted that meeting a warrant does not require the addition of turn lanes as other factors may be considered. MnDOT provides volume warrant thresholds that were considered at the following intersections:

- Novotny Road at Development Access:
 - Proposed driveway expected to have less than 100 trips per day.
 - Access does not meet the left turn or right turn warrant requirements.
- Dellwood Drive at Development Access:
 - Proposed driveway expected to have just over 100 trips per day.
 - Access meets both the left turn and right turn warrant volume requirements.
- Novotny Road at Dellwood Drive:
 - Existing daily volumes meet the left turn and right turn warrant requirements.

- Dellwood Drive at Whispering Woods Lane:
 - Existing daily volumes meet the left turn and right turn warrant requirements.
- TH 371 at Novotny Road:
 - Turn lanes are already provided for all movements.
 - TH 371 study to recommend improvements.
- TH 371 at Woida Road:
 - Turn lanes are already provided for all movements.
 - TH 371 study to recommend improvements.
- Woida Road at Dellwood Road:
 - Turn lanes are already provided for all movements.
 - TH 371 study to recommend improvements.

The proposed access on Novotny Road is not expected to meet turn lane warrants as the daily volumes along Novotny Road and at the proposed driveway are not expected to be significant.

Along Dellwood Drive, the current daily traffic levels warrant left turn and right turn lanes at all of the public street intersections and likely at many of the existing driveways; the proposed access location will meet both the left and right turn warrants.

As the previously mentioned Traffic Impact Study (from 2016) recommended restriping Dellwood Drive to include a center left turn lane by 2030, there should be consideration of extending the northern limits to include this project area. With the proposed driveway expected to have just over 100 vehicles per day, it is just over the turn lane criteria. Turn lanes are not expected to be necessary at the driveway as the development trips are not concentrated during the peak periods, when Dellwood Drive is busiest, and there are not existing turn lanes at many of the existing development sites that generate higher traffic volumes.

The intersection of Novotny Road and Dellwood Drive currently meets turn lane warrants and no turn lanes are currently provided at the intersection; a northbound bypass lane is provided. To improve intersection safety and operations, an eastbound right turn lane and a southbound right turn lane could be provided. In addition, the northbound bypass could be converted to a left turn lane to fully separate the movements. These turn lanes are warranted based on the existing intersection volume and are not impacted by the proposed development trips, which are not expected to utilize this intersection significantly.

5 Conclusion

The proposed storage development is located just east of Trunk Highway 371 (TH 371), between Novotny Road and Woida Road in Baxter, MN. The development includes various self-storage facilities including a storage locker building, mini-garage storage buildings, portable container storage, and recreational vehicle storage.

The proposed development is expected to generate less than 200-vehicle trips per day, with less than 25 vehicle trips in any peak hour.

The proposed site plan includes three driveway access locations. There is an existing rightin/right-out driveway access along northbound TH 371, and two new driveway access locations: one each on Novotny Road and Dellwood Drive.

MnDOT provided a review of the initial site plan and recommended the existing driveway access along TH 371 be removed from consideration. There is an ongoing access management study of TH 371 that has recommended the access be closed as it is the only private driveway along the principal arterial corridor in the Baxter city limits. The development site has reasonably convenient and suitable independent access from the city roadway network.

The remaining two access points along Novotny Road and Dellwood Drive are not expected to have any operational concerns with the removal of the TH 371 access.

The proposed access to Novotny Road is not expected to warrant turn lanes at the driveway; less than half the development trips are expected to use this driveway. With less than 100 vehicle trips per day expected at the access to the local roadway, no turn lanes are warranted.

The proposed access to Dellwood Drive is expected to meet turn lane warrants as the major collector roadway is posted at 45-mph through the study area and the daily volumes on the roadway are relatively high. However, the existing driveways along Dellwood Drive mostly do not include existing turn lanes and likely generate significantly higher traffic volumes than the proposed development. Therefore, turn lanes are not specifically required for the proposed driveway location.

A previous traffic impact study recommended providing a center left turn lane between Whispering Woods Lane and Woida Road. During project development for the turn lane modifications, extending the center left turn lane past Whispering Woods Lane to Novotny Road should be considered.

The intersection of Novotny Road and Dellwood Drive is not expected to be significantly impacted by the proposed development. However, during the turn lane review, the existing intersection meets the volume requirements to warrant turn lanes. An eastbound right turn lane and a southbound left turn lane would improve the overall safety and operations of the intersection. Reconfiguring the northbound left turn bypass lane to a full left turn lane would provide a clearer separation of the movement.

The existing TH 371 intersections at Woida Road and Novotny Road are not expected to have any negative impacts from the proposed development.

5.1 | Recommendation

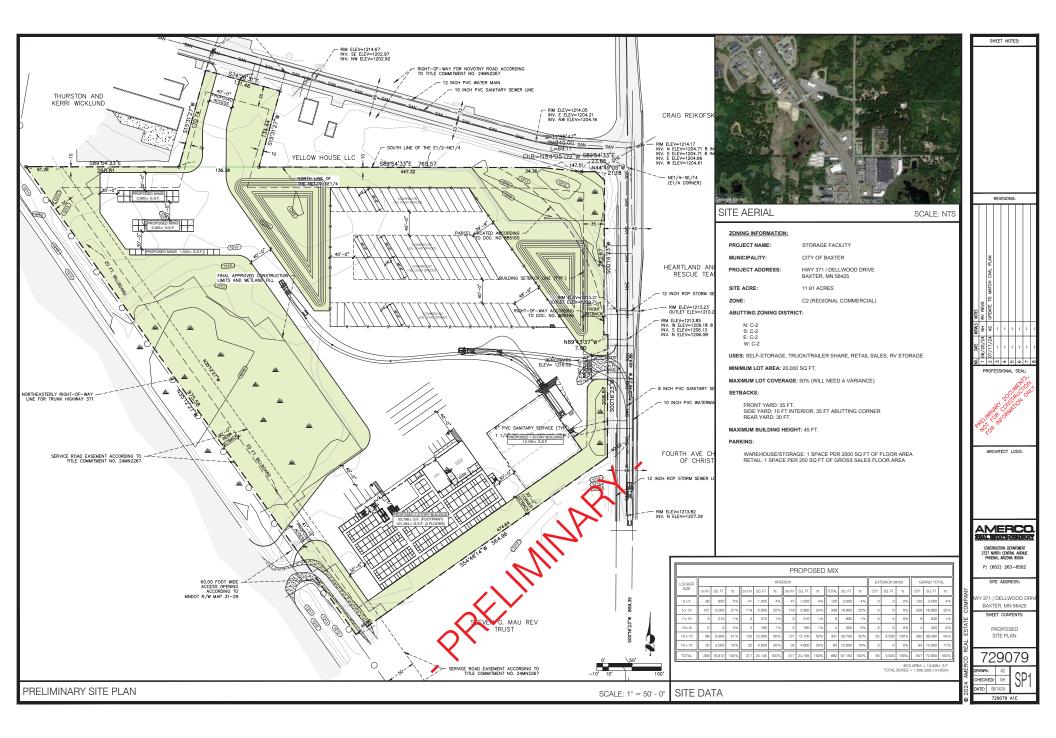
Based on the high-level traffic review of the proposed storage development in the City of Baxter, the development is not expected to impact the surrounding roadway network.

The developer should modify the development site plan to remove the driveway access to TH 371, based on MnDOT's comments, and ensure site circulation is still adequate to the two remaining proposed driveway locations. At the proposed access points on Novotny Road and Dellwood Drive, the existing trees and brush should be cleared to ensure adequate sight distances for vehicles entering and exiting the site.

No improvements to the proposed driveways are required as part of the development. However, it is recommended that Dellwood Drive should be restriped to include a center left turn lane from Woida Road to Novotny Road as part of the 2025 Dellwood Drive project. This extends the center left turn lane Woida Road to Whispering Woods Lane extents recommended as part of the 2016 traffic impact study.

Appendix A

Development Site Plan



Appendix B

MnDOT Review Letter

DEPARTMENT OF TRANSPORTATION

District 3 - Planning 7694 Industrial Park Road Baxter, MN 56425 218/828-5700 or 1-800-657-3971

August 19, 2024

Mr. Trevor Walter Public Works Director City of Baxter

RE: Preliminary Site Plan of Baxter C.S. 1810; R.P. 034+00.113 (MN 371) City of Baxter, Minnesota

Dear Mr. Walter:

Thank you for allowing our office to review and comment on the site plan for the proposed **storage** facility development on the Tanner property abutting MN Highway 371. This property has an access opening to Highway 371 that is currently being used as a driveway to the parcel and to the two businesses to the south. Those businesses do also have reasonably convenient and suitable independent access to Dellwood Drive.

MnDOT's Access Management Manual serves as the Department's policy for managing the spacing of intersections, driveways, and signals on the State Highway system. Under Minnesota Statute § 160.18, existing driveways located on the State Highway system are not automatically perpetuated when there is a change in land use or a major change in traffic patterns of an existing facility. Property owners or developers must apply for a permit when there is a change in use or significant change in traffic pattern to the property. Such changes may warrant modification or elimination of access to the property to ensure the safety and mobility needs of the highway are being addressed.

Highway 371 is functionally classified as a principal arterial roadway and operates as a four-lane divided expressway through the project area. The proposed development is located in an urban/urbanizing setting which are typically located outside of an urban core area (e.g., downtown setting supported by a traditional grid system street pattern) that are considered urbanized or planned for urbanization over the next 20 years with a full range of urban services, including a local supporting street network. These areas are of greatest concern because of their potential impact on the highway system. Access to these properties is typically recommended using the established local supporting road network.

As you are aware, there has been a long history of written and verbal communication between MnDOT and City of Baxter staff for discontinuing this driveway opening to Highway 371 when a viable development is eminent for the Tanner property so long as access is provided to Novotny Road and Dellwood Drive. More recently, a recommendation to close this opening to the Tanner property has been indicated as part of the Highway 371 corridor traffic study between Baxter and Nisswa intended to identify and address the safety and mobility needs along the corridor and an overall long-term corridor vision.

The MnDOT District 3 staff Development Review Committee met on Tuesday, August 13, 2024, to review and discuss this proposed storage facility site plan and prepared the following comments:

Mr. Trevor Walter Public Works Director, City of Baxter Preliminary Site Plan of Baxter August 19, 2024 Page 2

Specific Comments:

- Site plan shows three entrances to the development consisting of a continuation of the use of the current Highway 371 opening along with two additional access points at Novotny Road to the north and Dellwood Drive to the east.
- No other private access is allowed to Highway 371 between Woida Road (CSAH 77) and Pine Beach Road/Wise Road (CSAH 49).
- The opening to Highway 371 has been identified as a candidate for closure in current Highway 371 corridor traffic study. Perpetuating use of this opening is not consistent with the long-term vision for the corridor.
- Reasonably convenient and suitable access is available to the proposed development at Novotny Road and Dellwood Drive, as depicted in the site plan.

General Comments:

- Since the proposed property abuts MnDOT right of way, a permit would be required to perform any work in the right of way.
- A stormwater management plan would also be required to be reviewed by MnDOT prior to any site work commencing.
- Contact for permit process and stormwater plan review is Rich Munsch, District 3 Permits Supervisor, richard.munsch@state.mn.us, 218/828-5778.

Recommendations:

- The City of Baxter advise the developer to no longer show the driveway access to MN 371 on their site plan and show the opening as permanent closure and removal.
- Request City of Baxter provide MnDOT opportunity to review final site plan and stormwater management plan before final City approval.
- If the driveway access opening to Highway 371 is removed from the site plan, there will be no need to file a driveway access permit since access would suitably be provided from the two city streets.

The above comments and recommendations apply to the current storage facility development proposal under review and do not automatically transfer to other development proposals or future change in uses to the property.

Please contact me or Steve Voss, District 3 Planning Director, should you have any questions.

Sincerely,

Thomas Cruikshank Digitally signed by Thomas Cruikshank Date: 2024.08.19 08:31:53 -05'00'

Tom Cruikshank Principal Planner 320/223-6526

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