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MEMORANDUM

TO: Trevor Walter, PE - Public Works Director and City Engineer

FROM: Justin Anibas, PE, PTOE, RSP1 (Lic. MN)
Paul Sandy, PE (Lic. MN, ND)

DATE: June 11, 2025

RE: Pedestrian Crosswalk Request - Mary Street/Cherrywood Drive Intersection with
Inglewood Drive
SEH No. 183117 - Task 1.0 14.00

A request for an enhanced pedestrian crossing was submitted to City staff by Eric Ahlgren on May 28, 2025. The request specifically seeks improved or enhanced pedestrian crossing markings and signage at the intersection of Cherrywood Drive/Mary Street and Inglewood Drive. In response, the City referred the request to SEH for review of applicable standards, City policy, and to provide a summary of potential options related to the proposed enhancement at this location.

EXISTING CONDITIONS

Inglewood Drive is a 2-lane undivided Major Collector Roadway in the City of Baxter. The speed limit on Inglewood Drive is posted at 30 mph. The average annual daily traffic (AADT) on Inglewood Drive is 3,133 vehicles/day (vpd), which was counted in 2023. This is an increase of approximately 230 vpd from the previous traffic counts performed on Inglewood Drive in 2019 (2,900 vpd).

Resident observed pedestrian crossing activity (based on the email correspondence) is 4-8 pedestrians per hour on weekdays.

Cherrywood Drive is slated for improvements in 2026 as part of the Mill & Overlay and Full Depth Reclamation Improvements Project. According to the draft feasibility study presented to the City Council during the June 3, 2026 Work Session, the roadway is showing signs of stripping and received a PASER rating between 5 and 6. This rating indicates the pavement is beginning to deteriorate, and a mill and overlay is recommended to address surface distress.

STANDARDS AND POLICY REVIEW

A multi-use trail is located on the west side of Inglewood Drive, beginning/ending at the Cherrywood Drive intersection and continuing south across Trunk Highway (TH) 210. There are no other dedicated pedestrian or bicycle facilities along this segment of Inglewood Drive.

According to the 2019 Bicycle and Pedestrian Policy Study, a future shared-use path is proposed along Inglewood Drive and Excelsior Road (refer to figure 8 from the study attached to this memorandum). The 2019 Bicycle and Pedestrian Policy Study includes a table of pedestrian crossing treatments from the Federal Highway Administration (FHWA) but lacks a flowchart or decision framework to determine whether a crossing is warranted. The City currently does not have specific criteria for when a pedestrian crossing should be implemented, although there is past precedent in adding crossings during construction projects. These projects include:

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- 2014 Woida Road Improvements – Similar crossings included at Wildflower Drive, Franklin Drive, Hemlock Drive, and Holly Drive.
- 2023 Knollwood Drive Improvements – Similar crossings included Knollwood Court, Kingwood Drive (north), Interlacken Road, Kingwood Drive (south), and Jepsen Road.
- 2023 Clearwater Road Improvements – A similar crossing was included via change order to the project pursuant to a petition from a resident at Clearwater Court.

Due to the City of Baxter not having its own criteria for warrants related to pedestrian crossings, the Minnesota Department of Transportation (MnDOT) guidance from Technical Memorandum No. 15-01-T-01 was used for analysis (flowchart and table attached).

MnDOT Crossing Analysis

- Since there are fewer than 20 pedestrians during any hour period of the day, MnDOT guidance indicates that a marked crosswalk is not warranted.
- If the crossing still serves regular pedestrian demand, (e.g. access to transit stops, parks, or schools), an unmarked pedestrian crossing facility may be considered:
 - **Unmarked Pedestrian Crossing Facility**
 - Any treatment improving pedestrian ability to cross without marked, signed, or enhanced features. These may include:
 - Curb ramps.
 - Raised median refuge.
 - These treatments are based on engineering judgement and are intended to support low-volume crossings where pedestrian activity already occurs, without encouraging additional crossing at that location.

ALTERNATIVES

There are three alternatives to review as it relates to this intersection and based on MnDOT Guidance:

1. No-Build Alternative – No enhancements are provided for at this intersection.
2. Un-Marked Pedestrian Crossing Facility – No crossing enhancements are provided (e.g. striping, signage), however, other treatments may be considered such as curb ramps to support existing pedestrian volume without encouraging additional crossings at the location.
3. Enhanced Crosswalk Facility – If a crossing is still deemed necessary, MnDOT and FHWA guidance recommends the following treatments:
 - a. Marked Crosswalk
 - b. Pedestrian Curb Ramps
 - c. Crosswalk Signs (W11-15 and W16-7P seen below)



W11-15



W16-7P

d. Advanced Crosswalk Warning Signs (W15-11 and W16-9P)



W11-15



W16-9P

In either of the build scenarios outlined in items 2 or 3 above, it is recommended that, at a minimum, a pedestrian curb ramp be constructed in the southeast quadrant of the Mary Street and Inglewood Drive intersection. Additionally, the existing curb ramp at the southwest corner of Cherrywood Drive and Inglewood Drive should be evaluated for ADA accessibility. If improvements to the Cherrywood Drive and Inglewood Drive intersection are undertaken, it is recommended they be completed as part of the 2026 Mill & Overlay and Full Depth Reclamation Improvements Project (Municipal Project No. 4426).

CONCLUSION AND RECOMMENDATIONS

Between May and June 2025, the Baxter City Council Work Sessions included discussions focused on the City's standard street and cul-de-sac widths. These conversations stemmed from a comprehensive review of the City's current Subdivision Regulations, specifically regarding paved widths, and aimed to identify applicable standards for local and rural streets and cul-de-sacs within the City of Baxter.

The outcomes of these discussions are expected to prompt updates to both the Subdivision Regulations and the City's 2019 Bicycle and Pedestrian Policy Study. Currently, the City lacks specific criteria or warrants to guide decisions related to unmarked or enhanced crosswalk facilities, whether tied to construction projects or initiated by public request. While MnDOT guidelines can serve as a reference, there is an opportunity for the City of Baxter to develop its own localized standards based on engineering judgment and community needs. Creating City-specific guidance for unmarked and enhanced crosswalks would best fit within an updated Bicycle and Pedestrian Policy. This update could incorporate both the new crosswalk standards and feedback from the City Council related to street and cul-de-sac widths discussed during recent work sessions.

It is recommended that the City of Baxter develop its own crossing analysis warrants and incorporate them into the updated Bicycle and Pedestrian Policy. With the 2026 Cherrywood project on the horizon, there is sufficient time to adopt new guidance before construction begins. This will allow the proposed crossing improvements to be evaluated under the revised policy and standards, rather than published MnDOT guidance referenced in this memorandum.

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Enclosure

c: Neil Heinonen, SEH