

REGIONAL SAFETY & SECURITY

This chapter focuses on the importance of safety and security in the metropolitan planning process. The Safety portion discusses the importance of making safety a more integral part of transportation planning, how it fits into the APO planning process and what factors are considered for implementation. Safety goals and objectives have been incorporated to enhance safety education, enforcement, engineering and emergency management services. The Security portion discusses why security is important to consider when planning, roles and responsibilities of entities involved, and identification of critical system elements and infrastructure. Based upon SAFETEA-LU security provisions, several goals and strategies have been established.

Below is a brief description of how Plan policies and SAFETEA-LU planning factors are being addressed in this chapter through current activities and how in the future the APO will continue to be vigilant toward policies and planning factors. The policies and planning factors addressed in this chapter are also illustrated to the right.

APO staff is working to improve regional safety and security by working with local, regional, state and federal agencies to establish and maintain regular reporting of safety information and crash data summarized in the APO's annual Transportation System Management (TSM) report. The report analyzes intersections based on current crashes and history, functional class and level of service. Results are presented to local jurisdictions to monitor and determine solutions for problematic intersections.

APO staff has access to the Minnesota Crash Mapping Analysis Tool (Mn/CMAT), which helps to identify crash locations based on specific characteristics (i.e. crash type, severity, vehicles involved, etc.). Results help APO staff make recommendations to local jurisdictions for future Highway Safety Improvement Program (HSIP) submittals. APO staff is has been coordinating with Benton, Sherburne and Stearns Counties with the development of Countywide Safety Plans. When Plans are finalized they will identify local cost, high benefit safety projects for future HSIP submittals.

Regional security planning efforts include working with local, regional, state and federal entities to be involved with emergency management & homeland security. APO staff has begun preliminary work to identify critical transportation infrastructure and continues to look to the future for an expanding role in security planning in the St. Cloud Metropolitan Area.

In the future, APO staff will assess and incorporate "Regional Safety & Security" action items listed in Chapter 13: Implementation as appropriate into the Unified Planning Work Program (UPWP) to continue to work toward addressing Plan policies and focus on SAFETEA-LU planning factors.

Addressing Plan Policies & SAFETEA-LU Planning Factors	
Policy 1: Improving Access & Mobility of Entire Transportation System	Planning Factor: Metropolitan Vitality
Policy 2: Maximize Transportation Investments for Movement of People & Freight	Planning Factor: Safety
Policy 3: Promote & Support Multi-Modal Solutions	Planning Factor: Security
Policy 4: Improve the Safety of All Transportation Modes & Users	Planning Factor: Accessibility & Mobility
Policy 5: Minimize Social, Economic & Environmental Impacts	Planning Factor: Energy & Environment
Policy 6: Promote System Preservation	Planning Factor: System Connectivity
	Planning Factor: System Management
	Planning Factor: System Preservation

REGIONAL SAFETY

Background

In August of 2005, Congress passed a new bill into legislation, SAFETEA-LU: Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users. A number of sections in the legislation reference safety planning. This new legislation mandates that Metropolitan Planning Organizations (MPOs) and states, place more emphasis on safety in planning, and therefore create a “Safety Plan”. A Safety Plan was developed and approved in 2007 as part of the APO’s SAFETEA-LU compliance package. The safety section of this chapter has been developed using the information provided from the approved Safety Plan and additional safety information provided in the Minnesota Strategic Highway Safety Plan (SHSP).

This section was created around national transportation standards, as outlined in SAFETEA-LU and the document, “Innovative Intersection Safety Improvement Strategies and Management Practices: A Domestic Scan.” In addition to the St. Cloud APO’s mission statement, the APO gleaned information from all of the above sources, and created a Safety vision statement:

Vision Statement

The APO strives to create a safe environment for all modes of transportation (motorized & non-motorized) and all sectors of our population. In this effort, the APO has made a commitment to coordinate with other agencies, enhance facilities, empower area residents and officials, and be especially vigilant towards our most vulnerable populations.

Purpose

The federal government is taking great lengths to make safety a more integral part of transportation planning, and for good reasons. Traffic related fatalities from the early 1970s until the early 1990s were on the decline. Since then the number of fatalities has been on the rise and as a result the U.S. Department of Transportation along with state Departments of Transportation (i.e. Mn/DOT) have stressed more focus on reducing fatalities and making our transportation facilities safer. The Federal Highway Administration (FHWA) and the American Association of State Highway and Transportation Officials (AASHTO) have set national goals to reduce the staggering statistics below. Figure 12-1 also shows national and state trends in fatalities and why transportation safety is so important.

Crash/Accident Information: National

- Societal cost: motor-vehicle related fatalities and crashes
 - Traffic crashes cost the nation \$230 billion per year. (FHWA Safety Conscious Planning)
- Public health: motor-vehicle related fatalities and crashes
 - Traffic crashes are one of the leading causes of death in the United States with over 42,000 fatalities per year, almost 3 million injuries. (FHWA Safety Conscious Planning)

APO Safety Vision Statement:

The APO strives to create a safe environment for all modes of transportation and all sectors of our population. In this effort, the APO has made a commitment to coordinate with other agencies, enhance facilities, empower area residents and officials, and be especially vigilant towards our most vulnerable populations.

Jurisdictions with Locations of 4 or More Crashes (in APO planning area)

- St. Cloud – 89
 - Waite Park – 25
 - Sauk Rapids – 14
 - Stearns County (outside metro jurisdictions) – 14
 - St. Joseph – 6
 - Sartell – 5
 - Benton County – 3
 - Sherburne County – 2
- TOTAL - 158

- Mobility: crashes are a major source of congestion
- Unnecessary: studies and research suggest crashes can be prevented

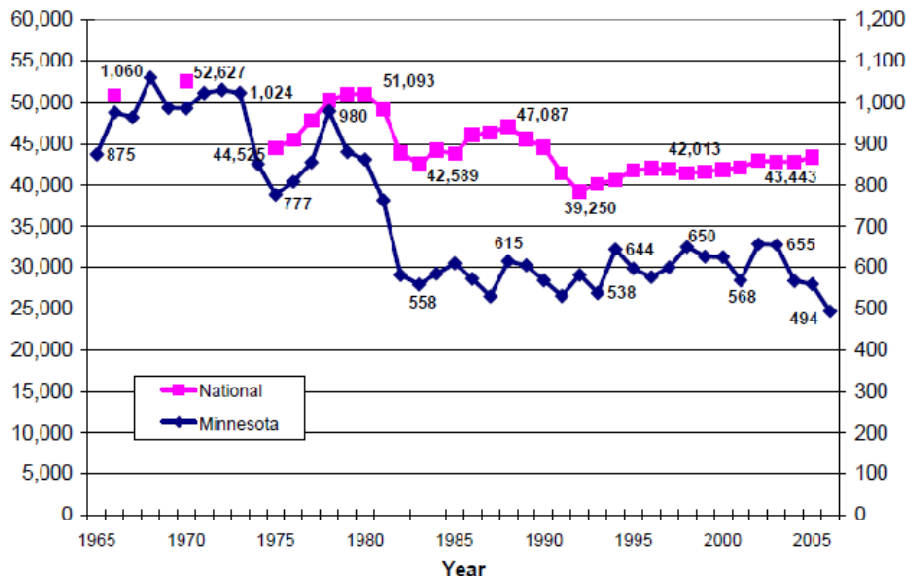
Crash/Accident Information: State of Minnesota

- According to the Minnesota Office of Traffic Safety,
- On an average day in 2005
- 241 crashes
- 1.5 deaths
- 103 people injured
- \$4,565,139 average daily cost

Crash/Accident Information: District 3

- Mn/DOT District 3's report summarizing it's 2008-2030 Long Range Transportation Plan,
- District 3 has nearly 60 fatal crashes per year
- Nearly 1/3 of all fatal crashes on rural two-lane high volume roadways occurred in District 3 (2000-2002)
- Mn/DOT District 3 Safety Audit Facts
- District 3's percentage of angle crashes (45% of all crashes)
- Almost twice the statewide average (28%)
- District 3's nighttime crashes are overrepresented
- Fewer than 5% of the intersections reviewed by the Audit had street lights in place

**Figure 12-1
National & Minnesota Traffic Fatalities Trends: 1965 to 2005**



Source: Minnesota SHSP, 2007

Safety Planning Process and Steps

Process

The St. Cloud APO provides the information, tools, and public input necessary for elected officials to make informed decisions regarding improvements to the transportation system. To help the APO in this process, key stakeholders and safety data were collected and solicited. Safety priorities, critical emphasis areas, and implementation measures are also identified and incorporated from the SHSP, where applicable. Table 12-1 (per the SHSP) illustrates the number of fatalities by critical emphasis area.

The APO has identified many stakeholders in safety planning in the government/public arena, education, and emergency response areas. These stakeholders are both agencies that would benefit from increased safety and partnering in advocating for increased safety. These are agencies that the APO has involved in our planning processes in the past and/or hopes to incorporate in the future.

Steps

The transportation planning process is designed to foster involvement by all interested parties, such as the business community, community groups, environmental organizations, and the general public. This is done through a proactive public participation process conducted by the APO in conjunction with Mn/DOT and St. Cloud Metro Bus. The APO's transportation planning process used for this 2035 Transportation Plan involved the steps identified to the right.

**Table 12-1
Number of Fatalities by Critical Emphasis Area**

Critical Emphasis Areas in the Minnesota SHSP	Fatalities		Minnesota Ranking of AASHTO's 22 Emphasis Areas
Increasing Seat Belt Usage	1,271	52%	1
Reducing Impaired Driving	1,068	36%	2
Improving the Design and Operation of Highway Intersections	1,004	33%	3
Keeping Vehicles on the Roadway (combined with Minimizing the Consequences of Leaving the Road)	965	32%	4
Curbing Aggressive Driving	850	28%	5
Instituting Graduated Licensing for Young Drivers	718	24%	6
Reducing Head-On and Across-Median Crashes	611	20%	7
Increasing Driver Safety Awareness			
Improving Information and Decision Support Systems			

2001-2005: 2,701 fatal crashes; 3,008 fatalities; 2,429 vehicle occupant fatalities

Source: Minnesota SHSP, 2007

Federal Guidance and Requirements

As part of the 2035 Plan, this chapter incorporates SAFETEA-LU requirements identified on the next page as well as in the Community Engagement chapter to ensure safety in Metropolitan transportation.

Planning Process Used in Identification of Safety Needs

- Crash inventory and analysis of existing conditions contributing to all crashes including most severe
- Forecast of future conditions to the year 2035
- Identification of safety issues relating to existing and forecasted conditions
 - Identification of top crash & deficient TSM locations
 - Identification of critical emphasis areas in planning area per SHSP
- Identify goals & objectives per trends
- Develop strategies that help attain goals and address four E's (education, enforcement, engineering, EMS)
- Evaluation of alternative plans based on identified issues, goals, objectives, performance measures and SAFETEA-LU "Closing the Gap" steps
- Dialog throughout the process with all interested parties and stakeholders
- Final plan selection and adoption
- Plan implementation
- Monitoring of existing conditions

Safety Implementation

In order to ensure safety in Metropolitan transportation, a number of key factors needed to be considered. First of all, the APO intends to be a leader in the St. Cloud Area's transportation safety practices and manage the progress therein. As such, the APO will assist member jurisdictions and Mn/DOT in remedying safety shortfalls in the Area. It is important to establish that the APO intends to be successful in this endeavor through interagency involvement. The APO strongly feels that success depends upon effective communication and collaboration. Some methods of gauging our safety progress include creating performance measures and action plans. Transportation Plans are intended to get everyone moving forward in the same direction. Once this is established, the APO will periodically seek feedback and make updates to the Plan.

Existing & Future Conditions

There are problem areas in the St. Cloud area in regards to transportation safety. In order to improve safety, it is helpful to identify these locations. Several figures previously identified in the Roadway Transportation chapter, and below in Figure 12-2, along with specific Mn/DOT safety audit information identified in the SHSP (Figures 12-3, 12-4 & 12-5) helped identify safety needs. This information also helped identify safety goals, objectives and strategies specific to the APO planning area.

Figure 12-2 Identified Roadway Congestion, Crash & Deficiencies: 2005 & 2035

Figure 7-2: 2005 Base Network Congested Lane Miles

Figure 7-3: St. Cloud Metro Area 20 Most Congested Locations Year 2005

Figure 7-4: St. Cloud Metro Area Top Crash Locations Year 2008

Figure 7-5: St. Cloud Metro Area Most Deficient Locations Year 2009

Figure 7-7: 2035 Roadway Plan Congested Lane Miles

Figure 7-8: St. Cloud Metro Area 20 Most Congested Locations Year 2035

SAFETEA-LU Federal Requirements to Ensure Safety in Metropolitan Transportation

- Added a new stand-alone factor "increase the safety of the transportation system for motorized and non-motorized users"
- Review current safety goals, objectives, performance measures and strategies
- Ensure that adequate safety data are available to support development of a safety element in metropolitan transportation plans.
- Ensure outreach to and input from safety stakeholders
- Incorporate the transit SHSP element into metropolitan transportation plans (use the portion of the SHSP related to the MPO region)
- Incorporate the transit System Safety Program Plan into metropolitan transportation plans
- Review TIP/STIP project selection criteria to ensure they reflect safety priorities (e.g., SHSP and/or MPO region's priorities).

**Figure 12-3
Priority Ranking by Facility Type for APO planning area in Mn/DOT District 3**

Priority Facility Types	CEA / General Safety Countermeasures	3
Rural		
Freeway	Head-On and Sideswipe / Median Barriers Single Vehicle Run-off Road / Edge Treatments	✓
4-Lane Expressway	Intersection / Intersection Improvements Head-On and Sideswipe / Median Barriers Single Vehicle Run-off Road / Edge Treatments	✓✓✓ ✓
4-Lane Divided Conventional	Intersection / Intersection Improvements Head-On and Sideswipe / Median Barriers Single Vehicle Run-off Road / Edge Treatments	✓
2-Lane	Intersection / Intersection Improvements Head-On and Sideswipe / Centerline Treatments Single Vehicle Run-off Road / Edge Treatments	✓✓ ✓✓✓ ✓✓✓
Urban		
Freeway	Head-On and Sideswipe / Median Barriers Single Vehicle Run-off Road	
4-Lane Expressway	Intersection / Intersection Improvements Head-On and Sideswipe / Median Barriers Single Vehicle Run-off Road / Edge Treatments	
4-Lane Undivided Conventional	Intersection / Intersection Improvements Head-On and Sideswipe / Centerline Treatments Single Vehicle Run-off Road / Edge Treatments	
4-Lane Divided Conventional	Intersection / Intersection Improvements Head-On and Sideswipe / Median Barriers Single Vehicle Run-off Road / Edge Treatments	✓✓ ✓
2-Lane	Intersection / Intersection Improvements Head-On and Sideswipe / Centerline Treatments Single Vehicle Run-off Road / Edge Treatments	

✓ - Additional checkmarks represent a higher priority.

**Figure 12-4
Fatalities by Critical Emphasis Areas (CEA) for APO planning area in Mn/DOT District 3**

Emphasis Area	Statewide	3
Driver Behavior		
Unbelted Vehicle Occupant	1,271	265
State Road System		124
Local Road System		141
Alcohol-Related	1,068	232
State Road System		87
Local Road System		145
Speeding Driver	850	146
State Road System		63
Local Road System		83
Young Driver Involved	718	144
State Road System		59
Local Road System		85
Infrastructure		
Single Vehicle ROR	965	191
State Road System		71
Local Road System		120
Intersection	1004	182
State Road System		88
Local Road System		94
Head-on	611	135
State Road System		79
Local Road System		56

**Figure 12-5
Ranking of CEA for Local Road System for APO planning area in Mn/DOT**

Emphasis Area	Statewide	3
Driver Behavior		
Unbelted Vehicle Occupant	1	2
Alcohol-Related	2	1
Speeding Driver	5	6
Young Driver Involved	6	5
Infrastructure		
Single Vehicle ROR	4	3
Intersection	3	4
Head-on	7	7

Goals, Objectives and Strategies

The St. Cloud area has made many strides to ensure safety in transportation. This is in part due to a continuous safety focus in previous APO transportation plans. To create an even greater commitment to safety, the APO developed goals and objectives in 2007 with the creation of an APO specific Safety Plan. These are illustrated in Figure 12-6 and were developed based on local and state crash trend information and safety needs identified in the SHSP. Specific strategies for increasing system safety are identified in Table 12-2. These were developed to enhance safety through education, enforcement, engineering and emergency management services (EMS), known as the Four Es (4-Es).

Figure 12-6
Safety Goals & Objectives



**Table 12-2
4E Safety Strategies to Help Meet Safety Goals and Objectives**

Safety Strategies		
Enhancement of Education, Enforcement, Engineering & Emergency Management Services	1	Create Safety Committee (Traffic Advisory Committee) to oversee APO planning area safety issues.
	2	Create & distribute safety brochure on key safety issues and crash facts.
	3	Update APO website to include interactive map with safety data.
	4	Put together and distribute safety specific survey to determine unidentified safety needs.
	5	Present existing and new safety information and technologies to APO committees, area jurisdictions and interested stakeholders.
	6	Work with Mn/DOT, area jurisdictions and local law enforcement to determine safety issues and deficiencies on transportation system.
	7	Provide resources such as mapping and crash data to local law enforcement to address and monitor problematic locations.
	8	Work with local law enforcement to determine optimal signalized intersection for installation of monitoring cameras.
	9	Better utilize TSM report for monitoring and implementation of intersection safety improvements.
	10	Map and distribute crash rate and severities for APO planning area.
	11	Encourage use of APO access management guidelines, ITS, and TDM strategies.
	12	Identify and invest in low-cost, high-benefit safety improvements such as centerline and edge line rumble strips, intersection lighting and signing on 2-lane rural roads in APO planning area.
	13	Identify and invest in both lower cost and higher cost safety improvements such as turn lanes, medians, and intersection controls on urban roads in APO planning area.
	14	Support additional ITS infrastructure improvements.
	15	Provide required investment through HSIP with additional funding through local annual federal application process for safety improvements.
	16	Identify and invest in proper maintenance of local federal eligible roadways (i.e. major collector, minor/major arterials, principal arterials).
	17	Work with Mn/DOT, area jurisdictions and local EMS to determine safety issues and deficiencies on transportation system.
	18	Coordinate with Metro Bus on review and implementation of Safety Management Program.
	19	Develop Safe Routes to School (SRTS) and bicycle/pedestrian walkability Plans to aid in safety of non-motorized users.
	20	Work with local freight providers and stakeholders to determine safety issues and needs throughout the APO planning area.
	21	Work with all Independent Schools Districts (ISD) in APO planning area to determine SRTS needs.
	22	Recommend optimization of entire metropolitan signal system.
	23	Identify and invest in uncontrolled or problematic rail crossings where crashes may have or have occurred.
	24	Work with local jurisdictions to develop metro area safety audit and pavement rating system.

With combined transportation resources from local, state and federal levels, the APO will continue to make positive steps for safety in the St. Cloud Metropolitan Area. The APO allocates 5 percent of its annual target for the Highway Safety Improvement Program (HSIP) for low-cost, high-benefit safety improvements and more recently has allowed for additional safety and operational improvements to be eligible to compete for annual local federal money.

REGIONAL SECURITY

Security is an important component of the metropolitan transportation planning process. Metropolitan planning organizations are charged with considering ways to increase the security of the transportation system for motorized and non-motorized users. Security has been designated as a new, stand-alone planning factor by the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), the current federal transportation legislation.

Since 1957, Minnesota has had 40 Presidential declarations for major disasters. Every county in the state has been included in one or more of these declarations. In addition, local governments have responded to countless emergencies and disasters that did not result in Presidential declarations. In fact, local governments have done an exemplary job in responding to these events. Consequently, because of additional looming threats, we must be better prepared to mitigate, respond to, and recover from emergency situations.

Providing for security also includes planning for natural disasters. Security includes the planning to prevent, manage, or respond to threats to the region and its transportation system. Some of the threats to the APO area's transportation system include attacks on highways, bridges, and transit facilities, attacks on vehicle inventory such as buses, trolleys, commuter trains (AMTRAK), and attacks on transit stations.

The four phases of emergency management – *mitigation, preparedness, response, and recovery* – are ongoing, interdependent, and to some degree, overlapping. To ignore the actions required by any one of the four phases jeopardizes the jurisdiction's overall ability to "manage" disasters and emergencies. The purpose of this Plan is to provide a variety of tools to help mitigate hazards, prepare for emergencies, and enhance the response and recovery phases of any emergency situation.

Background

Many major natural disasters and extreme weather phenomenon, such as extreme cold, floods, ice storms, thunderstorms, tornadoes, wildfires, and winter storms can affect the St. Cloud metro area. In addition, other major disasters include those involving chemicals or hazardous materials releases or spills, train derailments, water contaminations, power outages and nuclear disasters.

Emergency response, preparedness and security control measures have changed dramatically since September 11, 2001. To better understand and prepare for emergency situations, SAFETEA-LU mandates that all MPOs develop a security plan as part of the long-range transportation plan that addresses the roles of the MPO, public transportation providers, and Mn/DOT. The Plan should also identify critical facilities and transportation system elements while incorporating a set of goals and strategies that addresses how emergency response and security situations will be met.

Four (4) Phase of Emergency Management

- Mitigation
- Preparedness
- Response
- Recovery

Purpose

The St. Cloud metropolitan area jurisdictions have many resources available to respond to any major disaster or emergency situation. There are facilities and equipment at strategic locations throughout the metro area and government and non-government personnel to assist. The Security Plan (Plan) assists with the coordination of resources to make sure that support is provided throughout the metro area. It will also create a stream of continuity for all agencies involved during times of crisis.

The purpose of the Plan is to also assist with emergency situations and major disasters by providing guidance ensuring proper protocol is followed for differing situations. The Plan allows communities and agencies to collaborate in planning, communication, information sharing, and coordination activities before, during and after emergency situations.

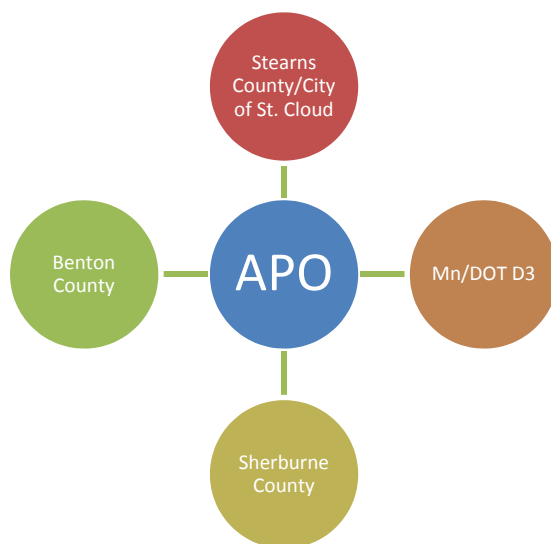
Many St. Cloud metropolitan area jurisdictions also have emergency plans and procedures, separate from this Plan. Early communication and coordination should take place during emergency situations to make sure proper procedures and Plan implementation is agreed upon.

Emergency Response Planning Process

Planning for security for the APO planning area is the responsibility of many agencies and entities. Their work in this area is interrelated and responsibilities sometimes coincide, as security depends on extensive communication and coordination, in both the planning and execution of security measures.

Steps outlined in the Stearns County/City of St. Cloud Emergency Operations Plan for obtaining qualified assistance should be followed during emergency situations. During emergency disasters or situations the APO will also coordinate with the Mn/DOT D3, Benton County and Sherburne County Emergency Plans.

Figure 12-7
APO Coordination Area Emergency Operations Plans



Distribution of Public Information

- Instill confidence in the community that all levels of government are working in partnership to restore essential services and help individuals begin to put their lives back together
- Work with the media to promote a positive understanding of federal, state and local response, recovery, and mitigation programs
- Provide all target markets with equal access to timely and accurate information about disaster response, recovery, and mitigation programs
- Manage expectations so that disaster victims have a clear understanding of all disaster services and programs available
- Support efforts to reach disaster victims with specific program information

Steps outlined in Stearns County/City of St. Cloud Emergency Operations Plan for obtaining qualified assistance should be followed during emergency situations.

Procedures should default to the Federal Emergency Management Agency (FEMA) if they are not specified in the Stearns County/City of St. Cloud Emergency Operations Plan. A copy of FEMA emergency procedures is available electronically on the APO website (www.stcloudapo.org).

All APO associated agencies and organizations will be notified as soon as possible to set in motion a series of events based upon the information provided. Actions may range from dispatching additional trained personnel to the scene to activating the local emergency response plan. Local fire and police departments will also be notified.

Secondary steps will include contacting the appropriate State and National emergency response agencies (i.e. Federal Emergency Management Agency (FEMA), Minnesota State Patrol, and Minnesota Department of Public Safety: Homeland Security & Emergency Management, etc.). Upon receipt of a call describing the nature of the incident, the agency should provide immediate advice on handling the early stages of the incident.

When disaster strikes, there is the responsibility to provide information to people affected by the disaster. The goal should be to disseminate information in a manner that is timely, accurate, consistent, and easy to understand. The information must explain to people what to expect and what not to expect.

Immediately following an incident, disaster response and recovery operations are primarily handled by local and state emergency response and relief organizations. Emergency needs for clothing, food, shelter, and medical assistance are usually handled by local resources including the American Red Cross and other voluntary organizations active in disasters. Public affairs will be handled at the state and local levels.

Agencies Involved in APO Security Planning

Security planning for the APO area is conducted jointly on a multi-modal basis by and among the federal, state, regional and local agencies listed below. The various law enforcement and other public safety agencies that have the most involvement in security planning are listed. The primary three agencies, beyond local jurisdictions, that are involved with security planning for critical transportation facilities and infrastructure are the APO, MetroBus and the Minnesota Department of Transportation (Mn/DOT). Each plays an important role in the coordination process.

Mn/DOT Role

The Minnesota Department of Transportation (Mn/DOT), through its Office of Traffic, Security and Operations, manages and coordinates emergency response efforts for much of the Twin Cities metropolitan area and out-state Minnesota. Some of the responsibilities carry over into the Mn/DOT District 3 where the St. Cloud metropolitan area is located. The APO coordinates emergency response with Mn/DOT's D3 Emergency Plan.

In the 1970's, Mn/DOT began its freeway traffic management efforts by building a Regional Traffic Management Center (RTMC) for primarily the Twin Cities metropolitan area. Since that time, management efforts have

Federal & State Agencies Involved in Security Planning (not including local jurisdictions, the APO, Metro Bus & Mn/DOT)

- **Federal**
 - Department of Homeland Security
 - Federal Aviation Administration (FAA)
 - Federal Emergency Management Agency (FEMA)
 - Federal Highway Administration (FHWA)
 - Federal Transit Administration (FTA)
 - U.S. Department of Transportation (USDOT)
- **State**
 - Minnesota Department of Agriculture
 - Minnesota Department of Health
 - Minnesota Department of Natural Resources
 - Minnesota Department of Public Safety
 - Driver and Vehicle Services
 - Homeland Security & Emergency Management
 - Pipeline Safety
 - State Fire Marshall
 - State Patrol
 - Traffic Safety
 - Minnesota Department of Transportation (Mn/DOT)

shifted north to the APO planning area. Mn/DOT's Traffic Operations unit is responsible for managing traffic safety and security on primary area roads with the use of variable (electronic) message signs and closed circuit (surveillance) television cameras.

Mn/DOT has also increased safety and security measures throughout the State by implementing the 511 service (www.511mn.org). In July 2000, the Federal Communications Commission (FCC) designated "511" as the national traveler information telephone number. Mn/DOT was one of the first State DOT's to implement the service. The service helps commuters and travelers access information regarding weather-related road conditions, construction and congestion, which can be affected during emergency situations, via the web or phone – 24/7. The information for the 511 service originates from the Condition Acquisition and Reporting System (CARS) is the primary source of data for 511 services. Mn/DOT and State Patrol staff from dispatch centers, the field and the Regional Traffic Management Center (RTMC) use this system to maintain real-time information about travel conditions throughout the state.

Regional

- St. Cloud Area Planning Organization
- St. Cloud Metropolitan Transit Commission (MetroBus)

St. Cloud Area Planning Organization (APO) Role

The APO maintains the Security Plan and coordinates facilitation of planning, communication, information sharing, and coordination activities before, during and after emergency situations primarily with Stearns County and the City of St. Cloud. In September 2006 Stearns County and the City of St. Cloud completed an area Emergency Operations Plan. The Emergency Operations Plan designates an Emergency Management Director to serve in a staff capacity to the County Board of Commissioners, serve in a staff capacity to the City Mayor, and act as liaison with respect to obtaining state and federal level resources. Emergency procedures for the APO default to the Stearns County/City of St. Cloud Emergency Operations Plan and then to the Federal Emergency Management Agency (FEMA) emergency procedures in the Plan appendix.

The APO will coordinate on emergency response with the Stearns County/City of St. Cloud Emergency Management Director, who will then communicate information and procedures down through the county/city organizational structures that has been set-up in the area Emergency Operations Plan. If an area jurisdiction is not included on the organizational structure, the APO will act as the intermediate coordinating agency for providing procedural information.

St. Cloud Metro Bus Role

The agency of government responsible for mass transit security operations in the St. Cloud metropolitan area is the St. Cloud Metropolitan Transit Commission (Metro Bus). The Commission is the governing body of the St. Cloud Metropolitan Area, a political subdivision of the State of Minnesota and has authority to levy a direct property tax within the transit area. The legislation creating the Commission is found in Minnesota Statutes 458A.

The power to own and operate the public transit system is outlined in the Commission's enabling legislation. The Commission owns all of the transit buses, materials and supplies necessary for the operation of the transit system. The Commission may acquire by purchase, lease, gift, or condemnation proceedings any real or personal property, franchise, easements, or other rights which may be necessary or proper to the operation of the Specialized Service System including the purchase of real property, for use as terminal or transfer facilities, ramps, or parking areas.

The Commission has an agreement with the APO to provide the following transit planning activities: Overall coordination of short and long-range transit planning and programming, assistance in major planning activities, and technical assistance in monitoring FTA Section 15 transit reporting requirements.

In reviewing operations and in determining Commission policy, the Commission is also aided by legal counsel and an auditor. The Commission's legal counsel provides assistance in such varied areas as insurance, tax levies and legislative and agency liaison. While much more intermittent than legal services, the Commission's auditor aids the Commission in maintaining accurate and sound financial recording and budgeting practices and procedures per Federal audit requirements. Annual reviews of expenditures and procurement methods of the Commission are made to determine the propriety of Commission expenditures.

The Commission has been directly responsible for the day to day operations and management of the transit system, including security management since July of 1986.

Local

- Counties of Benton, Sherburne & Stearns
- Cities of Rockville, Sartell, Sauk Rapids, St. Augusta, St. Cloud, St. Joseph, St. Stephen, St. Wendel, & Waite Park
- Townships of Brockway, Haven, Minden, LeSauk, Sauk Rapids, St. Wendel, & Watab

The FHWA provides guidance on planning for security, particularly for transportation agencies. FHWA promotes the installation of visible security measures such as Intelligent Transportation System (ITS) infrastructure such as closed-circuit television cameras and electronic message boards and signs, lighting improvements, and control of unauthorized access to critical locations.

Several Minnesota agencies have security responsibilities under SAFETEA-LU including the APO. Two other specific agencies having security planning roles for the St. Cloud metropolitan area include Metro Bus, the regional public transportation provider and Mn/DOT District 3, the Minnesota Department of Transportation district office. Below are descriptions of each agency role for security planning in the St. Cloud Area.

Goals and Strategies

The tragic events of September 11 have compelled us to consider how to secure America's facilities and transportation assets. Protecting the public requires a systematic evaluation of vulnerabilities and measures to improve emergency response capabilities, upgrade traffic management during crises, and enhance communications among the public, the military, law enforcement, and rescue services.

Preventing terrorist attacks on our transportation system is only one element of homeland security. Others include improving security from natural disasters, expediting the deployment of military units and enhancing economic security by keeping America moving.

Based upon SAFETEA-LU security plan provisions, several goals and strategies have been established.

Goal #1: Establish partnerships with other federal, state, and local governmental agencies to promote continued interagency cooperation.

Strategies:

- Provide timely and early opportunities for comprehensive public input into the development of plans and programs.
- Establish regular collaborative decision making opportunities with MPOs, EDDs, cities, and counties to develop plans and programs and increase coordination of land use and transportation.
- Identify and collaborate with other state and local agency efforts and/or private sector efforts that enhance the transportation system.

Goal #2: Provide safe and secure facilities and transportation system for residents, visitors and commerce in the St. Cloud APO planning area.

Strategies:

- Reduce injuries, fatalities and property damage in all modes of transportation.
- Minimize security risks at airports, rail stations, rest areas, roadways, bikeways, and public transportation facilities throughout the St. Cloud metropolitan area.
- Improve disaster, emergency and incident response preparedness and recovery.
- Assess security vulnerabilities, while minimizing redundancies through agency coordination.

Goal #3: Provide resources for emergency situations and major disasters while improving security, hazardous materials, and safety-related incident(s) response.

Strategies:

- Participate in regional planning for safety and security initiatives, such as evacuation and contingency measures, and homeland security.
- Increase funding for motor carrier security.
- Assess existing resources, while periodically re-evaluating emergency preparedness procedures.
- Improve protection of critical, security-related infrastructure key facilities.

System Security & Identified Critical Elements

Aviation

The City of St. Cloud owns and operates the St. Cloud Regional Airport. The airport is located off of Trunk Highway 10, on Del Tone Road (Sherburne County Road 7). Conveniently located 50 miles northwest of the Minneapolis/St. Paul Metropolitan Area, it serves as the gateway to central Minnesota for air travel. Since 1969, the St. Cloud Regional Airport has provided a direct link to the Minneapolis/St. Paul International Airport-providing a vital connection to the Nation's air transportation system. Many area businesses, aviation enthusiasts, and students have benefited from the airport and the economic development the facility has and will continue to foster. The Airport is widely regarded as the fastest growing airport in the region, serving private, commercial and corporate operations.

Airports play an important role in guiding the development of a safe, affordable, and balanced transportation system by providing effective passenger and freight transportation. The Airport primarily serves smaller corporate and private planes, with limited commercial service.

Serving the needs of the central Minnesota, St. Cloud Regional Airport (STC) is a Part 139 commercial airport, which provides services and amenities that attract a wide array of general aviation aircraft. Boasting roughly 100 based aircraft and firm commitments from local and state leaders, St. Cloud Regional Airport is poised for continued expansion for decades to come.

Together, the City of St. Cloud and the Federal Aviation Administration are responsible for providing security to the St. Cloud Regional Airport and its users. For added security, the airport has increased security measures at the airport that include monitored surveillance of airport property by airport security, video surveillance cameras, fenced grounds, and luggage and passenger screening by Transportation Security Administration (TSA) personnel.

Also part of the airports safety and security measures is the Aircraft Rescue & Fire Fighting unit. Aircraft Rescue and Fire Fighting (ARFF) is charged with serving and protecting the aviation users of the St. Cloud Regional Airport. Located on-airport and staffed full-time, ARFF is available 24 hours a day, 365 days a year. St. Cloud Regional ARFF is classified as Index A ARFF, thus being equipped for aircraft up to 90 feet in length. Larger aircraft requirements will be met with prior arrangements with the airport administration. Another critical security element located at the airport is the Minnesota National Air Guard and Blackhawk helicopter maintenance facility, providing direct resources for emergency preparedness.

Critical Aviation Facilities & Transportation System Elements

The APO has identified the following critical aviation facilities and transportation system elements in the St. Cloud metropolitan area.

St. Cloud Regional Airport

Freight

The Minnesota State Patrol and county sheriffs (Benton, Sherburne & Stearns) are primarily responsible for providing security on the APO's freight network. Many security measures are already in place for the St. Cloud area freight system, with additional planning in the near future.

The Minnesota Department of Transportation has a Statewide Freight Management Plan that includes a discussion on freight safety and security. Many of the security measures found on highways coincide with freight security measures. A discussion of Burlington Northern-Santa Fe security initiatives is located under the "Rail" sub-heading.

Mn/DOT's Freight Planning and Development Unit review the Department's role in freight transportation and develop strategies to improve knowledge and integration of freight transportation into policy, planning and investment processes. The goal is to make better decisions which, wherever possible, improve or augment freight transportation service productivity, safety and security. By doing so, Mn/DOT enhances its contribution to our competitiveness in the regional, national and global markets by:

- Ensuring freight transportation needs are incorporated in planning and investment processes.
- Building freight partnerships that promote the exchange of information, ideas and opportunities between the shipping communities.
- Enhancing the efficiency of goods movement in Minnesota and support economic growth through policies and programs that optimize a multimodal transportation system.
- Promoting transportation safety, efficiency and productivity through innovation, research and education.

Freight Security initiatives include:

- State permitting for haulers
- Mandatory freight check-points (roadside)
- Commercial vehicle requirements
- Restricted travel times
- Specific restrictions for hazardous material haulers
- Background checks
- Carrier safety ratings & assessments
- Preferred hazmat routing
- Safety audits & surveys
- Security training program

Critical Freight Facilities & Transportation System Elements

The APO has identified the following critical freight facilities and transportation system elements in the St. Cloud metropolitan area.

- Burlington Northern-Santa Fe Railway & Rail Yard
- Freight Transfer Stations
- Interstate 94 & Interchanges with Trunk Highway (TH) 15 & 23
- Interstate 94 & Interchanges with County Road (CR) 2 & County State Aid Highway (CSAH) 75

- TH 10 & Interchange with TH 23
- TH 15 & 23
- TH 10 Rest Area

Highway

There are several agencies responsible for highway security in the St. Cloud metropolitan area. Agencies include the Minnesota Department of Transportation (Mn/DOT): Traffic Management/Operations Center and state (Minnesota State Patrol) and local law enforcement and security for area roadways. Effective coordination and communication of these agencies is crucial during emergency situations. The Minnesota State Patrol provides security on Minnesota's interstates and other state-owned roads.

Security is provided through the following techniques:

- Routine road patrols
- Flight patrols
- Crash and criminal investigations

The Mn/DOT: Traffic Management/Operations Center is located at the District 3 St. Cloud office adjacent to TH 15. The Traffic Management/Operations Center uses ITS technology including electronic message signs, traveler information hotline, and video surveillance cameras. Traffic management information is streamed directly to the district office for real-time monitoring

Critical Highway Facilities & Transportation System Elements

The APO has identified the following critical highway facilities and transportation system elements in the St. Cloud metropolitan area. Many of the facilities and elements mentioned below are also previously mentioned under the Freight Transportation chapter.

- Burlington Northern-Santa Fe Railway Bridge over Trunk Highway (TH) 15
- Interstate 94 & Interchanges with TH 15, 23, County Road (CR) 2 & County State Aid Highway (CSAH) 75
- TH 10 & Interchanges with TH 23, Benton Drive, Golden Spike Road, CR 29, & CR 33
- TH 15 & 23

Rail

In the United States, a large percentage of hazardous materials are transported over rail. With this in mind the APO and all of the St. Cloud metropolitan area jurisdictions strive to follow the recommended security action items for the rail transportation of (toxic inhalation) hazardous material by the United States Department of Homeland Security (DHS) and Department of Transportation (DOT). Movement of large quantities of hazardous materials by rail in proximity to population centers warrants special consideration and attention. These materials have the potential of causing significant numbers of fatalities and injuries if intentionally released in an urban environment.

Security action items have been identified by the Department of Homeland Security (DHS) and the Department of Transportation (DOT). Security action items were developed specifically for the transportation of hazardous materials by rail, however, many pertain to the transportation of hazardous materials by other modes of transportation. This Plan strives to adhere to the requirements for the transportation of hazardous materials found in 49 CFR Part 172, Subpart I.

Burlington Northern-Santa Fe (& Amtrak) Security

A subsidiary of Burlington Northern-Santa Fe (BNSF) Corporation, BNSF Railway Company operates one of the largest railroad networks in North America, with about 32,000 route miles in 28 states and two Canadian provinces. BNSF is among the world's top transporters of inter-modal traffic, moves more grain than any other American railroad, transports the components of many of the products we depend on daily, and hauls enough low sulfur coal to generate about ten percent of the electricity produced in the United States.

To increase security along its' extensive rail network, BNSF's has increased several security measures including the Resource Protection Solutions program. The Resource Protection Solutions program is composed of a Resource Protection Solutions Team; the Police and Protection Solutions; Training and Development Solutions; Load, Ride, and Claims Solutions; Special Investigations; and Administrative Solutions Teams. Teams are responsible for the protection of all BNSF resources covering 33,000 route miles in 28 states and two Canadian

Transit

Local law enforcement and the Metropolitan Transit Commission (Metro Bus) are responsible for providing security on the APO's transit network. Transit security involves addressing issues such as the security infrastructure and the lack thereof, gaps in transit security and where security could be increased.

Metro Bus Transit Security

Metro Bus, the regional public transportation provider uses several methods to address transit security. Transit security initiatives include:

- Accessible alarms (fire & police)
- Transit call-boxes
- Closed-circuit television cameras on buses and routes
- Global positioning system on buses
- Increased security at transit transfer stations
- Random patrol of transit routes
- Electronic message boards

Other

In addition to critical transportation facilities and infrastructure, this Plan identifies other facilities in the St. Cloud metropolitan area that would impact mass populations if emergency situations occur.

*Other identified facilities include:

- Crossroads Mall
- Hospitals & Clinics
 - Abbott Northwestern Clinics
 - CentraCare Clinics
 - St. Cloud Hospital
 - St. Cloud Medical Group Clinics
 - Veterans Administration Hospital
- Jurisdictional Governmental Buildings
 - City of St. Cloud
 - City of St. Joseph
 - City of Sartell
 - City of Sauk Rapids
 - City of Waite Park
 - Minnesota Department of Transportation, District 3: St. Cloud office
 - Benton, Sherburne, & Stearns County
- Metropolitan Athletic Complex (MAC)
- Power Plants
 - Excel's Sherburne County Coal Operated Power Plant
 - Monticello Nuclear Power Plant
- Schools & Universities
 - Sartell High School
 - Sauk Rapids High School
 - St. Cloud Apollo High School
 - St. Cloud Tech High School
 - St. Cloud State University
- Utilities
 - Pipelines
 - Transmission Sites
 - Water Treatment Plants

*Note: The list of *other identified facilities* (above) is not a comprehensive list of all facilities in the St. Cloud metropolitan area, rather a large cross-section covering the majority.

School Security

The Minnesota Department of Public Safety, a Division of Homeland Security and Emergency Management has put together a Guide to Emergency Planning and Disaster Preparedness as a guide for all schools. The materials provided in the guide are intended to be general guidelines and should be customized for each school building and coordinated with district policy and community emergency response plans.

Specific procedures in the guide are arranged loosely in chronological order. Some procedures may be handled simultaneously by different groups of people working as a team. Building and district response

systems, advance planning and assigned responsibilities will dictate the order of procedures in each school building.

Emergency Planning

The state and its counties and communities create response plans for all types of emergencies. Our schools are an integral part of a coordinated response plan. Emergency response planning should be done at the school district level by forming multi-disciplinary teams to develop crisis management plans. Individual school buildings should also have plans developed cooperatively with community emergency response experts.

To ensure effective and timely execution of school emergency plans, staff must be trained in emergency response procedures. Drills and exercises are essential parts of emergency planning. They provide a real test of staff and student awareness and the plan's effectiveness. Exercises are more effective if they vary throughout the year. Try changing the times and blocking the routes for fire drill evacuation. Include a hazardous material scenario in a fire drill or host a community emergency response drill using a school emergency scenario. Plans, procedures and training should be updated annually based on the results of these drills.

Communications

In an emergency, external communication is crucial to a successful response and to community relations. This issue is addressed in the sections on media procedures and emergency phone numbers. Internal communication among buildings and district offices is even more critical. Emergency communications plans need built-in redundancies. This guide includes instructions for paths of communication among administrators, staff, teachers, district officials and community emergency responders. Linking people through multiple means of communication is the key to a quick and accurate response.

Power Plant Security (Monticello Nuclear)

Radiological Emergency Preparedness is a comprehensive program involving response from a variety of agencies and organizations. The purpose of the program is to ensure the health and safety of the public is protected in the event of a radiological emergency at the Monticello nuclear generating plant. The following is a description of the planning and response process that supports this purpose.

The Monticello plant is located near the city of Monticello and is owned by Xcel Energy and operated by the Nuclear Management Company (NMC).

During radioactive emergencies Reception Centers are activated and equipped to assist people that may be evacuated from the affected area. For residents living around the Monticello plant, the general population reception centers are at the Rogers High School and Princeton High School, additional sister/host school reception center for students are located at Cokato-Dassel, Rockford, Zimmerman, Princeton, and Maple Grove. Figures 12-8 and 12-9 show traffic control locations and evacuation control routes during radioactive emergencies.

The Departments of Health, Agriculture and Natural Resources have the primary responsibility for planning for and implementing protective actions for the ingestion pathway. At the time of an emergency response, other state agencies will assist in making recommendations and carrying out decisions through their participation on an Ingestion Pathway Task Force (IPTF). In addition to the Departments of Health, Agriculture and Natural Resources, the IPTF consists of representatives from the Department of Public Safety Division of Homeland Security and Emergency Management (HSEM), Communications and the State Patrol.

Although planning and implementation is primarily a state function, it is recommended that counties located within the ingestion pathway zone coordinate and support state and federal response activities within their county.

All three counties that make up the APO planning area are located in the ingestion pathway planning zone for the Monticello nuclear power plant. Evacuation routes specified in the Emergency Plan are all directed away from the St. Cloud metropolitan area. Control points for local and state law enforcement have been planned to aid in the evacuation of affected areas during radiological emergencies.

Figure 12-8
Traffic Control Locations for
Monticello Nuclear Powerplant Radioactive Emergency

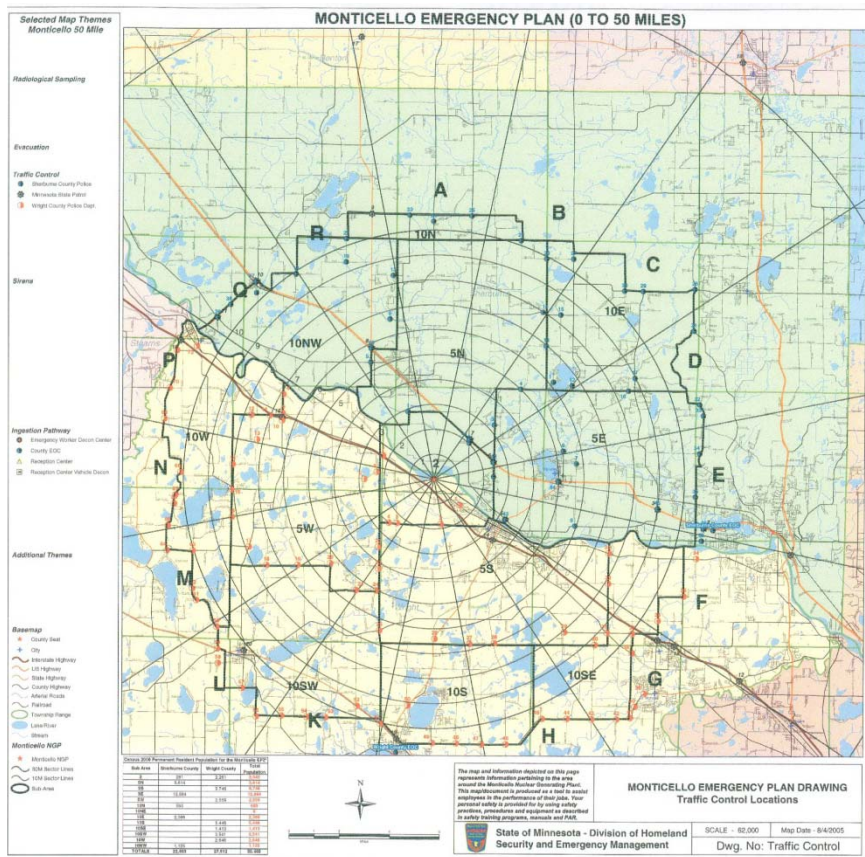


Figure 12-9
Evacuation Control Routes for
Monticello Nuclear Powerplant Radioactive Emergency

