



Building a Better World
for All of Us®

TECHNICAL MEMORANDUM

TO: Jack Sullivan (PE) City of St. Louis Park

FROM: Chelsea Moore-Ritchie (AICP), Jen Desrude (PE)

DATE: July 16th, 2025

RE: St. Louis Park Safe Streets Action Plan - Location Prioritization Methodology
SEH No. 179709 14.00

Location Prioritization Methodology

The following technical memorandum outlines the methodology used to prioritize road safety improvement locations across the City of St. Louis Park. The methodology was developed through collaboration with the Technical Advisory Committee (TAC), Stakeholder Committee, Public engagement process as well as review of precedent Safety Action Plans from around the country¹.

Methodology

The initial prioritization map includes four different types of datasets to understand where needs are highest in the city. These include:

- **High-Injury Locations:** This information is based on documented 10-year crash history. Additional information can be found in the Safety Analysis Technical Memorandum.
- **High-Risk Locations:** This category is comprised of criteria that make a fatal or severe injury crash more likely, regardless of documented crash history.
- **Equity Considerations:** Because low-income residents and residents who identify as a person of color are historically more likely to be victims of a fatal or severe injury crash², this information, along with other data was combined to identify origins and destinations for high-risk users.
- **Public feedback:** Throughout the first phase of the process, public outreach was conducted to understand areas of concern for residents and other stakeholders. Over 800 location-based comments were provided, and a dot-density map identifies the locations for high-frequency concerns³.

¹ The process used by the [City of St. Paul, MN](#) as well as Hammond, IN were the primary projects used to guide the prioritization methodology.

² *An Analysis of Traffic Fatalities by Race and Ethnicity*. Governors Highway Safety Administration. June 2021.

³ Additional information on engagement can be found in the Phase 1 engagement summary.

Since the primary goal of the Action Plan is to reduce or eliminate fatal and severe injury crashes throughout the city, High-Injury locations and High-Risk Locations received the highest weight in the prioritization methodology. The weighting was based on feedback provided by the TAC, Stakeholder Committee and Public Survey as well as a review of FHWA and local guidance documents.

Table 1 - Criteria for location prioritization map

Criteria	Scoring Details	
High Injury Locations		40% (12 points)
High-Injury Network (HIN) ⁴	6 points: Segment along HIN or at least one leg is along HIN 0 points: Segment not along HIN	
High-Injury Intersections	6 points: High - Intersection in the top 100 list ⁵ that are above the Fatal and Severe Injury Rate (FAR) 3 points: Medium - Intersection in the top 100 list that does not exceed the FAR but has a history of pedestrian/bicyclist and/or fatal/severe injury crash. 1 point: All other locations in the top 100 list ⁶	
High-Risk Locations		30% (9 points)
Vulnerable Road Users Crashes (Presence of pedestrian/bicyclist crash, regardless of injury)	2 points: 200' from crash location	
Proximity to Schools	2 points: ¼ mile from elementary schools and ½ mile from junior high and high schools.	
At-grade Regional Trail Crossings	2 points: 200' from trail crossing	
Roadways with 4 or more lanes	2 point: 50' from centerline	
Crashes occurring more frequently in the dark	1 point: 100' from crash location	

⁴ A high-injury network (HIN) is a geospatial analysis of crash data that identifies the highest concentrations of traffic crashes resulting in serious injuries and fatalities within a given roadway network or jurisdiction (FHWA [Safe Streets 4 All program](#) facts)

⁵ See Crash Analysis Tech Memo for full methodology.

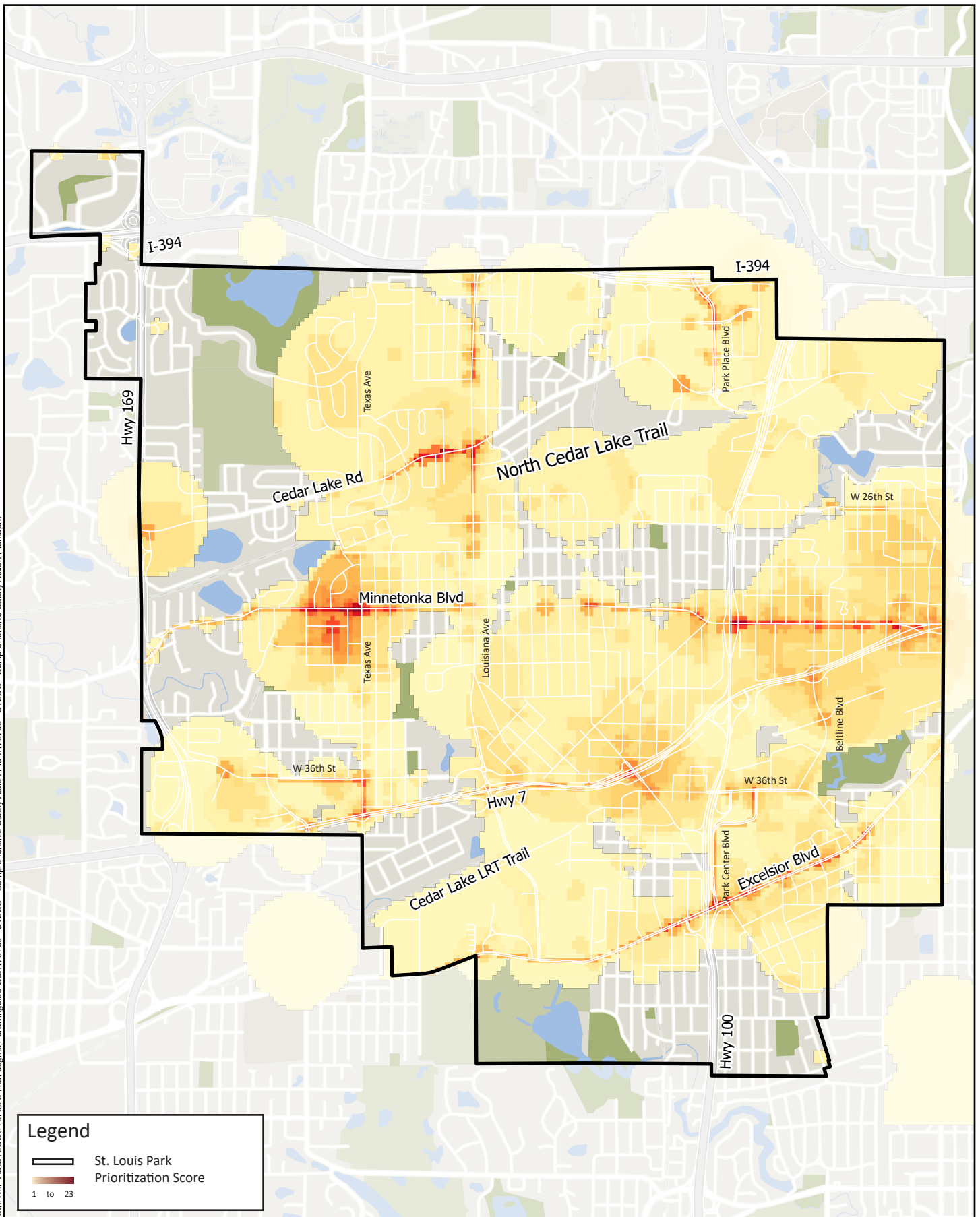
⁶ This including locations previously listed as high or medium but are no longer considered a concern due to recent reconstruction. More detailed information can be found in the Safety Analysis Technical Memorandum.

Criteria	Scoring Details	
Equity Considerations		20% (6 points)
Poverty Rate (percentage points above county average for people within 185% of the federal poverty rate)	1 point: >10 percentage points above county, per census block group	
Percentage of residents identifying as a person of color	1 point: >10 percentage points above county average, per census block group	
Affordable/senior housing ⁷	1 point: ¼ mile from affordable/senior housing location	
Population density	1 point: >10 percentage points above county, per census block group	
Residents Under the Age of 18	1 point: >10 percentage points above county, per census block group	
Pedestrian Generators (Low-wage worker jobs, transit stops)	1 point >10 low wage worker jobs per acre (LEHD), 600' from bus stops, ½ mile from planned Green Line Light Rail extension stops	
Public Engagement		10% (3 points)
Density of Public Comments	3 points: High density comment location 2 points: Moderate density comment location	
Total		(100%) 30 pts

Initial Prioritized Locations

The following map (Figure 1) shows the results of the initial prioritization of locations. Higher scoring locations are shown in red, and lower scoring locations are shown in yellow. Maps for each individual criteria are located in Appendix A. The scale on the map ranges from 1 point to 23 points due to the highest scoring locations only scoring 23 out of the possible 30 points. No locations met 100% of the scoring criteria, with the highest scoring location overlapping with 77% of the scoring criteria. Many locations did not score a single point for the scoring criteria and are shown without an overlay on Figure 1.

⁷ Proxy for residents with disability



Legend

- St. Louis Park
- Prioritization Score
- 1 to 23



Project: STLOU 179709
Print Date: 2/15/2025
Source: State of MN, City of St. Louis Park, SEH, Inc.

Prioritization Areas

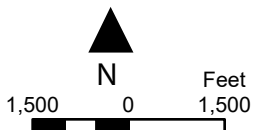
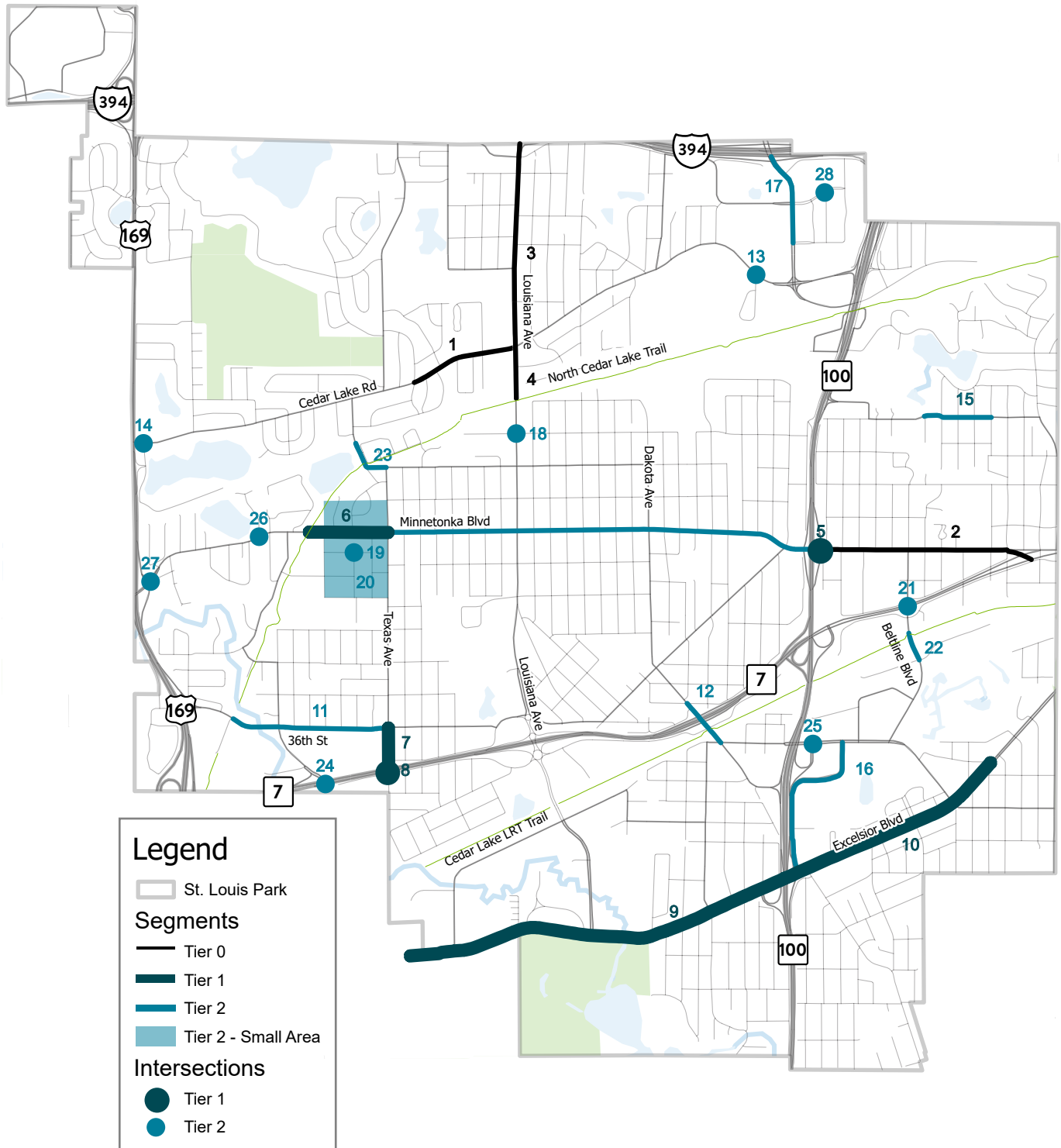
City of St. Louis Park Comprehensive
Safe Streets Action Plan
St. Louis Park, Minnesota

Figure
1

Based on the prioritization scores, locations were grouped into areas and a tiered system was developed to combine the high-priority locations information with phasing information such as current funding year to prioritize resources at locations that are not already funded and/or in the planning process. Locations with reconstruction planned in the next 3-10 years present a great opportunity for quick build installations while locations without Capital Improvement Plan (CIP) funding for reconstruction represent great opportunities for grant applications and/or future CIP funding along with potential quick build installations. The tiers are identified in Table 2.

Table 2 - Prioritization Tiers

Tier	Criteria	Action Items
Tier 0	High scoring (23-17) and moderate scoring (16-9) with planned reconstruction in progress or planned the by 2026	- Consider temporary safety improvements and/or additional construction management precautions before and during reconstruction - Review existing construction plans to ensure identified safety concerns and needs were accounted for in reconstruction plans - Post construction evaluation
Tier 1	High scoring (23-17) with no planned reconstruction	- Identify key safety concerns - Assess short-term quick build solutions - Assess medium- and long-term solutions - Identify grant applications and/or future CIP funding
Tier 1	High scoring (23-17) with planned reconstruction in the next 3-10 years	- Identify key safety concerns and propose countermeasures - Assess short-term quick build solutions to inform long-term design
Tier 2	Moderate scoring (16-9) with no planned reconstruction	- Identify key safety concerns and propose countermeasures - Assess short-term quick build solutions - Assess medium- and long-term solutions - Identify grant applications and/or future CIP funding
Tier 2	Moderate scoring (16-9) with planned reconstruction in the next 3-10 years	- Identify key safety concerns and propose countermeasures - Assess short-term quick build solutions to inform long-term design
Tier 3	All other low scoring (1-8) locations	- Monitor locations and conduct follow-up evaluation next time a crash analysis is completed. - Complete a post-fatal/severe crash review for all new fatalities or pedestrian/bicyclist crashes that occurred after the December 2023 collection period. - Identify system wide strategies such as education and enforcement to improve safety systemwide.



Project: STLOU 179709
Print Date: 3/18/2025
Source: State of MN, City of St. Louis Park, SEH, Inc.

Prioritization Areas
City of St. Louis Park Safe Streets
Action Plan
St. Louis Park, Minnesota

Figure
2

Table 3 and Figure 2 detail the top 28 locations by tier.

Tier 0 Locations

There are four Tier 0 segments. These segments located on Cedar Lake Rd, Minnetonka Blvd and Louisiana Ave are either under construction or will be under construction within a year of the Action Plan. Action items for these locations include a review of temporary safety improvements and/or additional construction management precautions that can be taken before construction is complete as well as a post construction safety evaluation.

Tier 1 Locations

Six Tier 1 locations were identified with a score of 17 or higher. All six of these locations involve county and/or state-owned roadways and will involve cross-agency coordination. The locations along Minnetonka Blvd are all programmed under the county Capital Improvements Plan (CIP) for 2028 and will be reviewed for key safety concerns to understand short-term demonstration projects that may benefit the corridor while also working with the county to inform the future corridor design. Highway 7 at Texas Avenue has been studied by MnDOT and they have planned improvements to improve mainline and intersection safety.

Tier 2 Locations

Of the 18 tier 2 locations, there are a mix of city, county and state-owned roadways and intersections.

Table 3 – Top locations identified based on prioritization score and tier

	Priority Location	Location Type	Priority Score	Tier	Planned Construction	Ownership
1	Cedar Lake Rd (Rhode Island Ave S to Louisiana Ave)	Segment	21 to 20	Tier 0	2026	City (MSA)
2	Minnetonka Blvd (Hwy 100 to Lake St)	Segment	22 to 12	Tier 0	2025	County
3	Louisiana Ave (I-394 to W 22nd St)	Segment	13 to 7	Tier 0	2025	City (MSA)
4	Louisiana Ave (W 22nd St to W 27th St)	Segment	19 to 11	Tier 0	2026	City (MSA)
5	Minnetonka Blvd and Hwy 100 NB entrance ramp	Intersection	22	Tier 1	2025 Pavement only	MnDOT
6	Minnetonka Blvd (Cedar Lake Trail Bridge to Texas Ave)	Segment	23 to 17	Tier 1	2028	County
7	Texas Ave (36th Ave S to Hwy 7)	Segment	17 to 12	Tier 1	None	City (MSA)
8	Texas Ave and Hwy 7	Intersection	17	Tier 1	2028 vertical curve lowering	MnDOT
9	Excelsior Blvd (Powell Rd to Hwy 100)	Segment	17 to 12	Tier 1	None	County

	Priority Location	Location Type	Priority Score	Tier	Planned Construction	Ownership
10	Excelsior Blvd (Hwy 100 to W 36th 1/2 St)	Segment	18 to 12	Tier 1	2028 (west 100 interchange)	County
11	36th St (Regional Trail Crossing to Texas Ave)	Segment	14 to 11	Tier 2	None	City (MSA)
12	Wooddale Ave S (W 35th St to W 36th St)	Segment	12 to 9	Tier 2	None	City (MSA)
13	Cedar Lake Rd and Ridge Rd	Intersection	10	Tier 2	None	City (MSA)
14	Cedar Lake Rd and Hwy 169 Ramp	Intersection	9	Tier 2	2026 Sidewalk	MnDOT
15	26th St (Natchez Ave S to Joppa Ave)	Segment	9 to 7	Tier 2	None	City (MSA)
16	Park Center Blvd (W36th St to Excelsior Blvd)	Segment	12 to 9	Tier 2	None	City (MSA)
17	Park Place Blvd (I-394 to Gamble Dr)	Segment	11 to 8	Tier 2	None	City (MSA)
18	Louisiana Ave (W 27th St)	Intersection	10	Tier 2	None	City (MSA)
19	W 30th 1/2 St and Viginia Ave S	Intersection	15	Tier 2	None	City
20	Aquila Neighborhood	Small Area	15 to 9	Tier 2	None	City
21	Hwy 7 and Beltline Blvd	Intersection	11	Tier 2	None	County and City (MSA)
22	Beltline Blvd (CSAH 25 to Park Glen)	Intersection	10	Tier 2	2032	City (MSA)
23	Virginia Ave S (North Cedar Lake Regional Trail Crossing to Texas Ave)	Segment	12	Tier 2	None	City (MSA)
24	Hwy 7 and Blake Rd	Intersection	12	Tier 2	None	MnDOT
25	W 36th St and Hwy 100 Ramp Interchange	Intersection	10	Tier 2	2029 Signal Replacement	MnDOT
26	Minnetonka Blvd (Cavell Ave to Boone Ave)	Segment	11 to 9	Tier 2	2031	County
27	Hwy 169 ramps at Minnetonka Blvd	Intersection	9	Tier 2	2030	MnDOT/ County
28	W 16 th St and Duke Dr	Intersection	9	Tier 2	None	City (local)

NEXT STEPS

A deeper review will be completed for the 28 locations to identify key safety concerns, proposed safety countermeasures, and future action items. The details of the analysis will be presented in the final Action Plan. The detailed crash analysis is located in the Safety Analysis Technical Memorandum.

Appendix A – Transportation Equity Considerations

Because low-income residents and residents who identify as a person of color are historically more likely to be victims of a fatal or severe injury crash⁸, an equity analysis was conducted to inform the equity consideration for project prioritization. Table 4 describes the equity indicators that were mapped and figures A1-A15 show the mapped data.

Table 4 - Transportation Equity Considerations

Fig. #	Equity Indicator	Details
1	Affordable Housing	Affordable/ subsidized housing (city, 2023 housing study prepared by Maxfield Research & Consulting)
2	At-grade trail crossings	At-grade regional trail crossings locations (city)
3	Low Wage Worker Job Density	Low wage worker jobs per acre (LEHD dataset)
4	Median Household Income	Median household income (2022 ACS, US Census Bureau)
5	Percent of the population under 18	Percent of children under the age of 18 (2022 ACS, US Census Bureau)
6	Percent of the population with a disability	Percent of population reported with any self-identified disability (2022 ACS, US Census Bureau)
7	Percentage of residents who identify as a person of color	Percent of population self-identifying as a person of color (2022 ACS, US Census Bureau)
8	Population Density	Persons per square mile (2020 Decennial Census, US Census Bureau)
9	Poverty Rate	Percentage points above county average for people within 185% of the federal poverty rate (2022 ACS, US Census Bureau)
10	Schools	Locations of both public and private school buildings (MN Dept. of Ed, 2024 school building locations)

⁸ *An Analysis of Traffic Fatalities by Race and Ethnicity*. Governors Highway Safety Administration. June 2021.

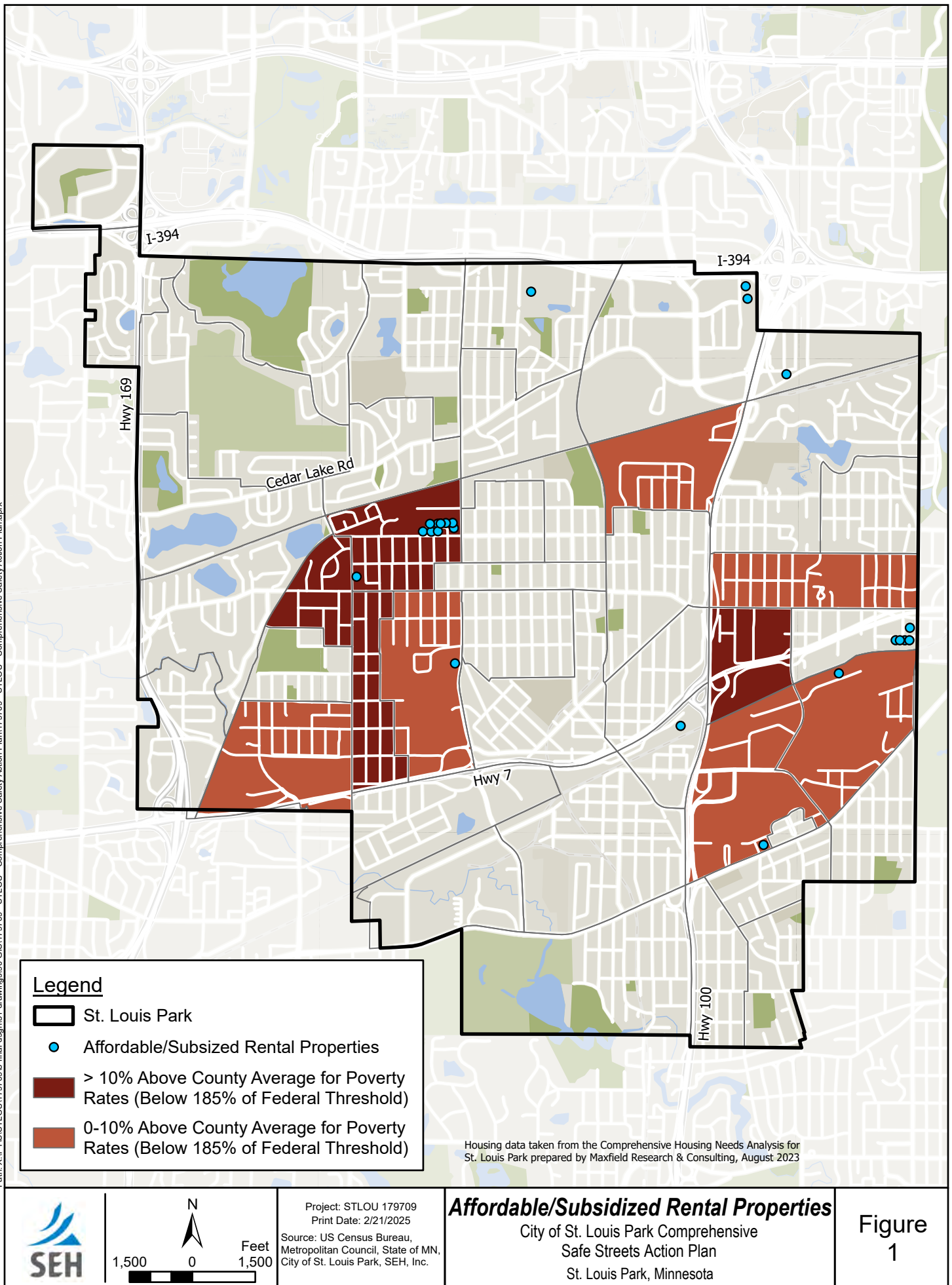
11	Senior Housing	Senior housing building locations (city, 2023 housing study prepared by Maxfield Research & Consulting)
12	Transit Stops	Active transit stops as well as planned green line light rail extension transit stops (Metropolitan Council data server)
13	Vehicle Ownership	Percentage of households without access to a personal vehicle (2022 ACS, US Census Bureau)

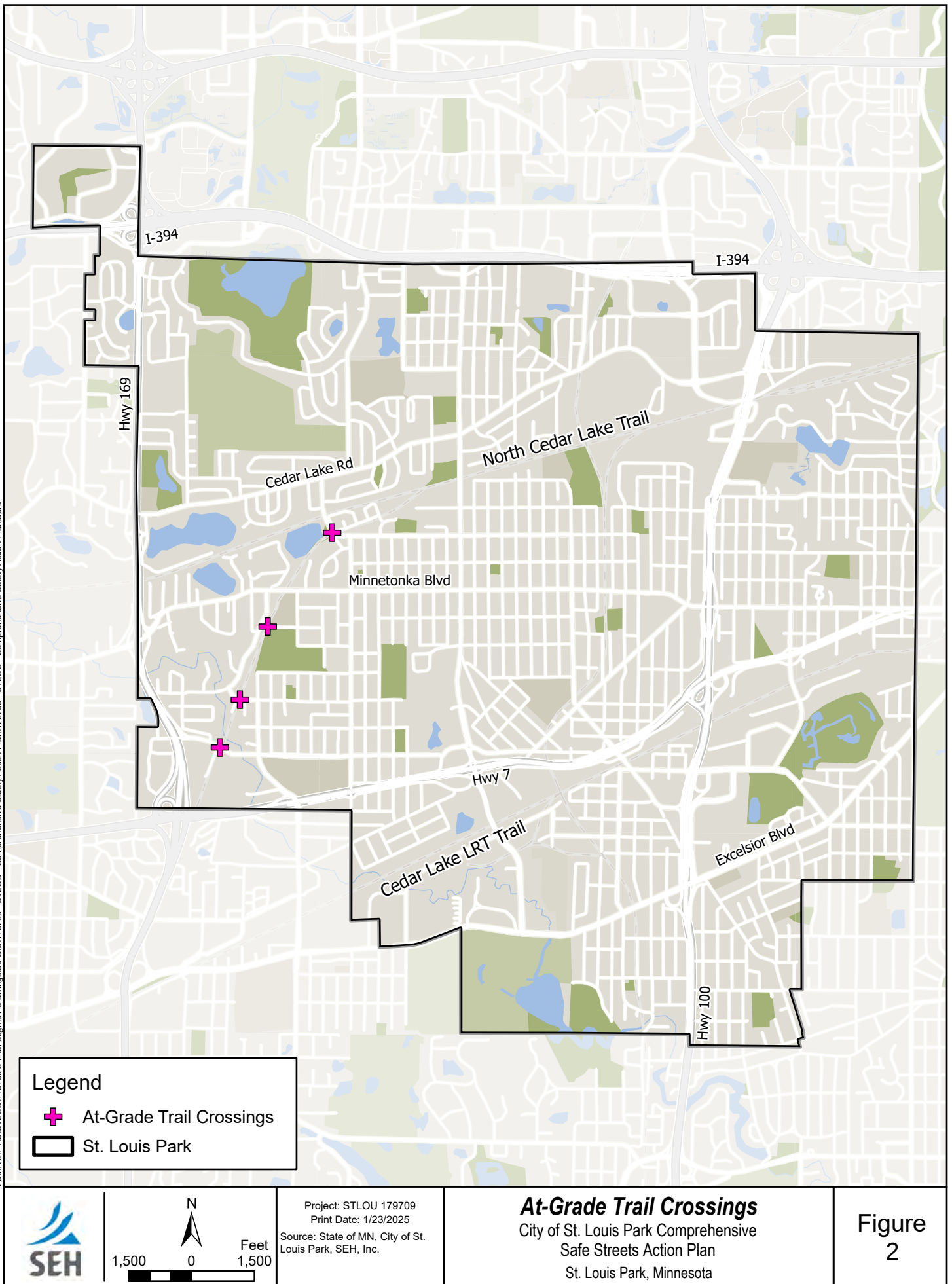
Selecting Equity Considerations

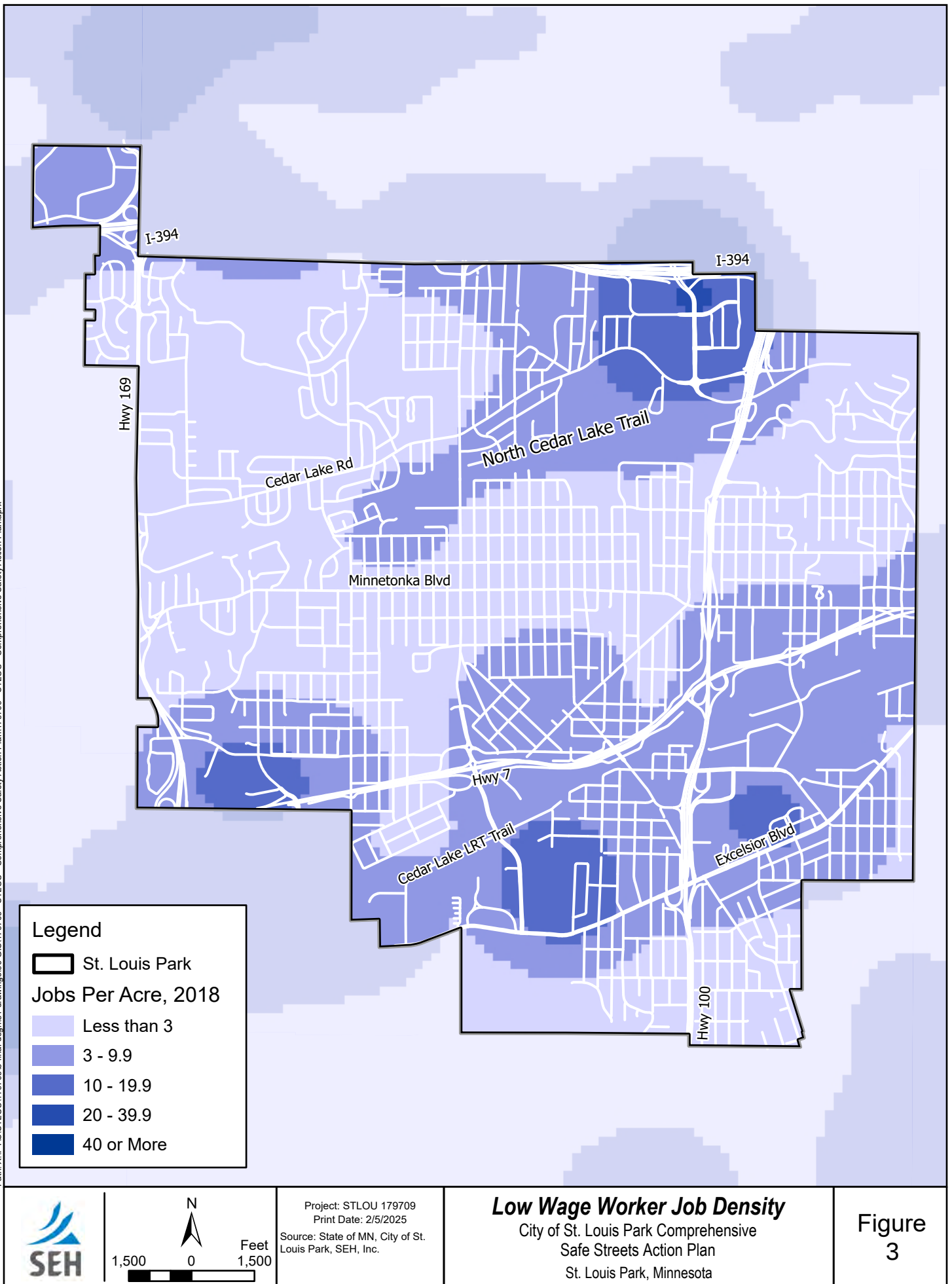
The TAC and Stakeholder committee were involved in the selection of the equity considerations and weighting into the location prioritization scoring. Based on the feedback, poverty rate, race, affordable/senior housing, population density, residents under the age of 18 and pedestrian generators including low-wage worker job concentrations and transit stops were included as scoring criteria.

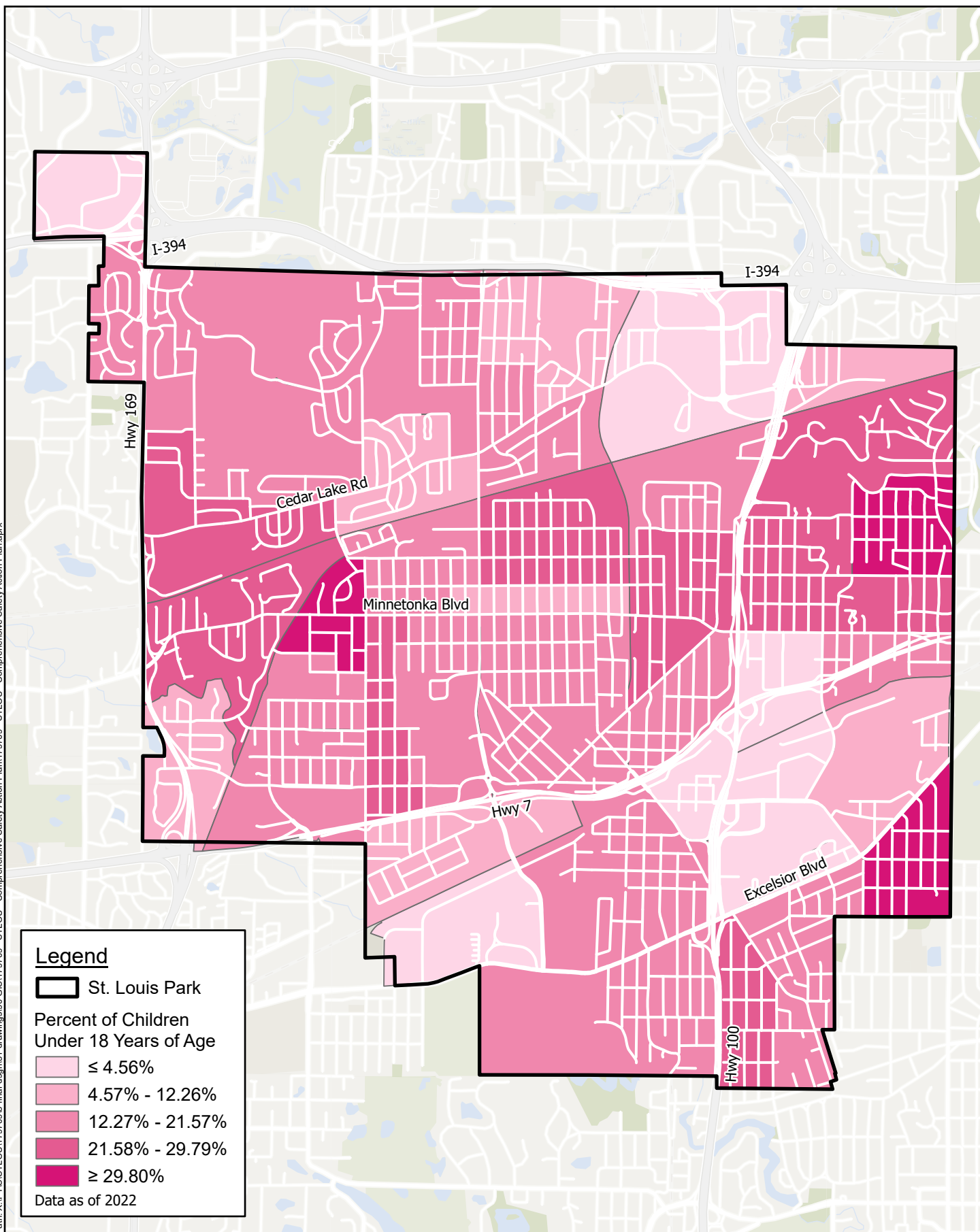
The residents with disabilities dataset was considered for inclusion, but due to significant overlap with affordable housing/senior housing data, it was removed. Grocery stores were also considered for inclusion by the stakeholder committee, but due to significant overlap with the low wage worker job concentrations, grocery store locations were not added to the scoring criteria.

Schools were not selected because they were already included in the High-Risk dataset which received a higher weighting for the prioritization score.



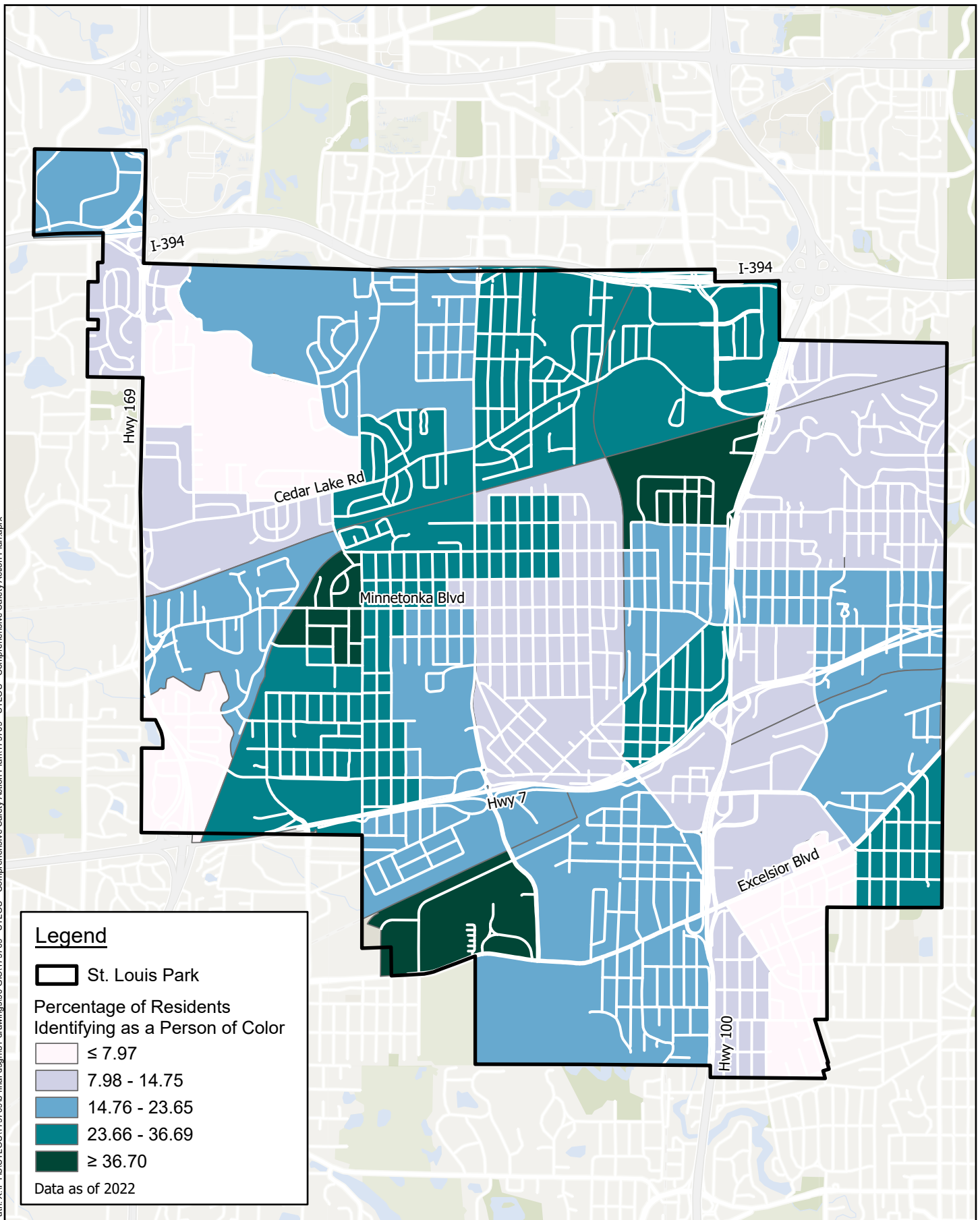






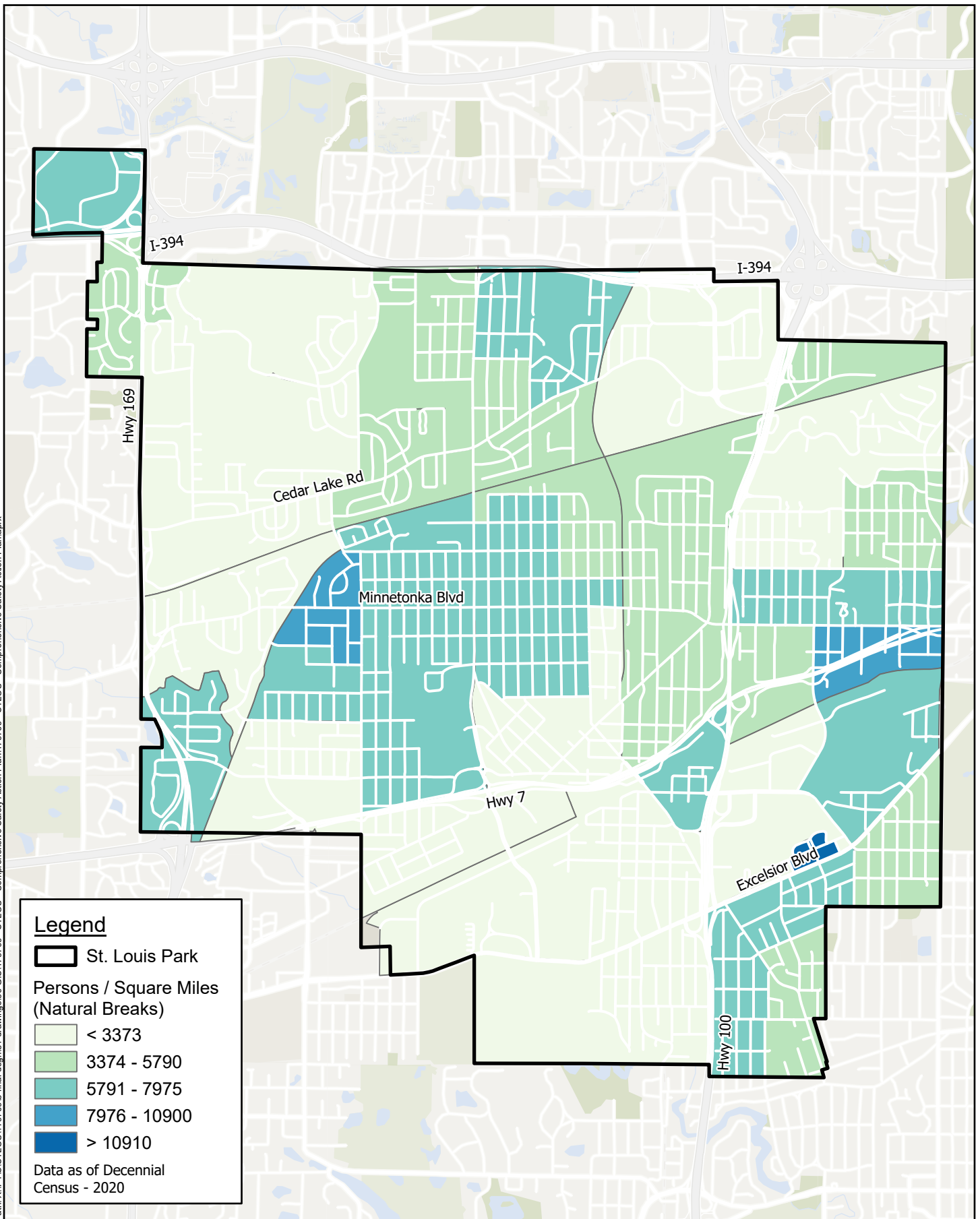
		Project: STLOU 179709 Print Date: 2/21/2025 Source: US Census Bureau, Metropolitan Council, State of MN, City of St. Louis Park, SEH, Inc.	Percent of Population Under 18 City of St. Louis Park Comprehensive Safe Streets Action Plan St. Louis Park, Minnesota	Figure 5
--	--	---	---	----------------------------

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.



	N 1,500 0 1,500 Feet	Project: STLOU 179709 Print Date: 2/21/2025 Source: US Census Bureau, Metropolitan Council, State of MN, City of St. Louis Park, SEH, Inc.	Percent of Pop. of Color City of St. Louis Park Comprehensive Safe Streets Action Plan St. Louis Park, Minnesota	Figure 7
--	---	---	--	-----------------------------------

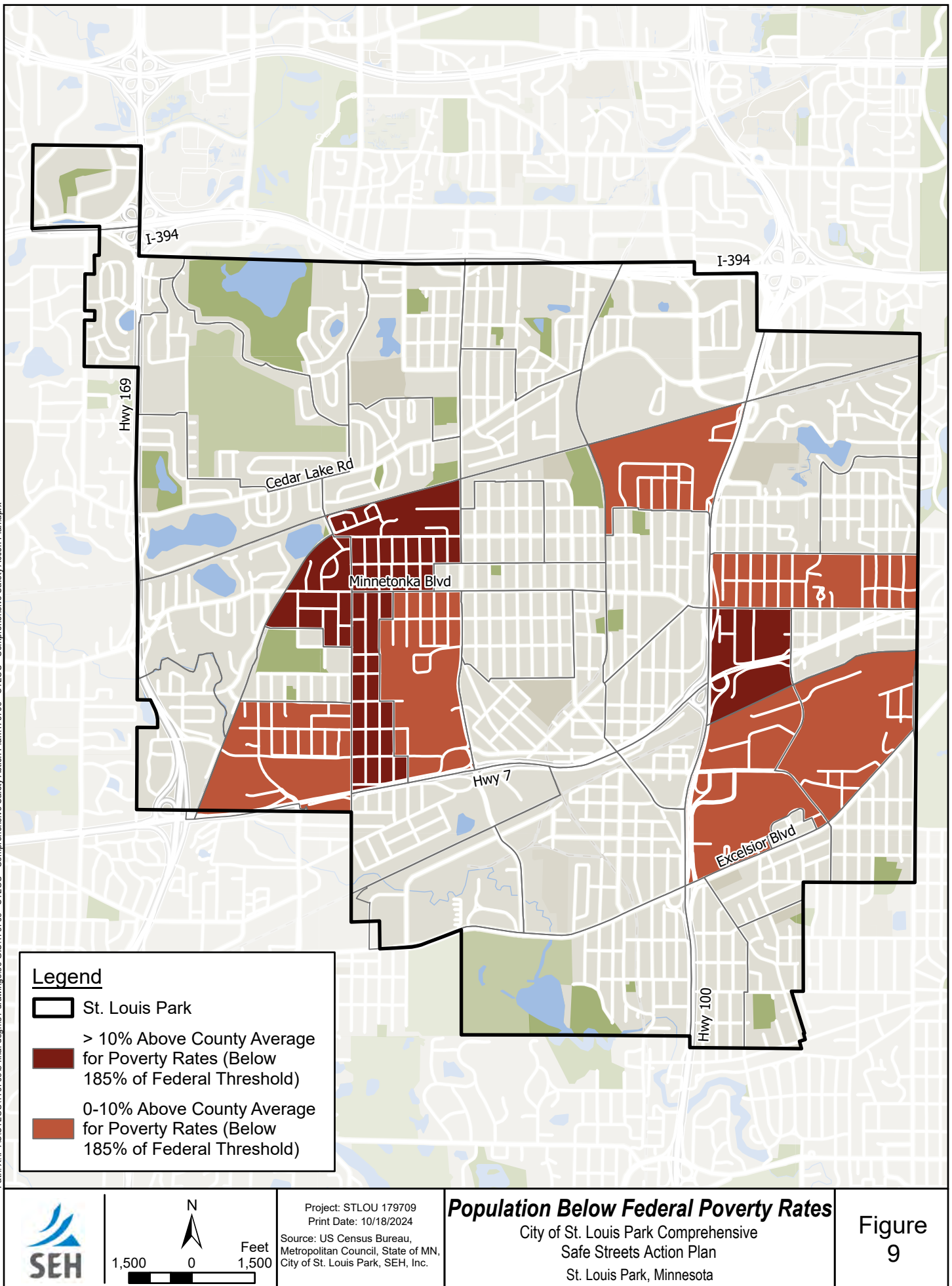
This map is neither a legally recorded map nor a survey map and is not intended to be used as one. This map is a compilation of records, information, and data gathered from various sources listed on this map and is to be used for reference purposes only. SEH does not warrant that the Geographic Information 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.



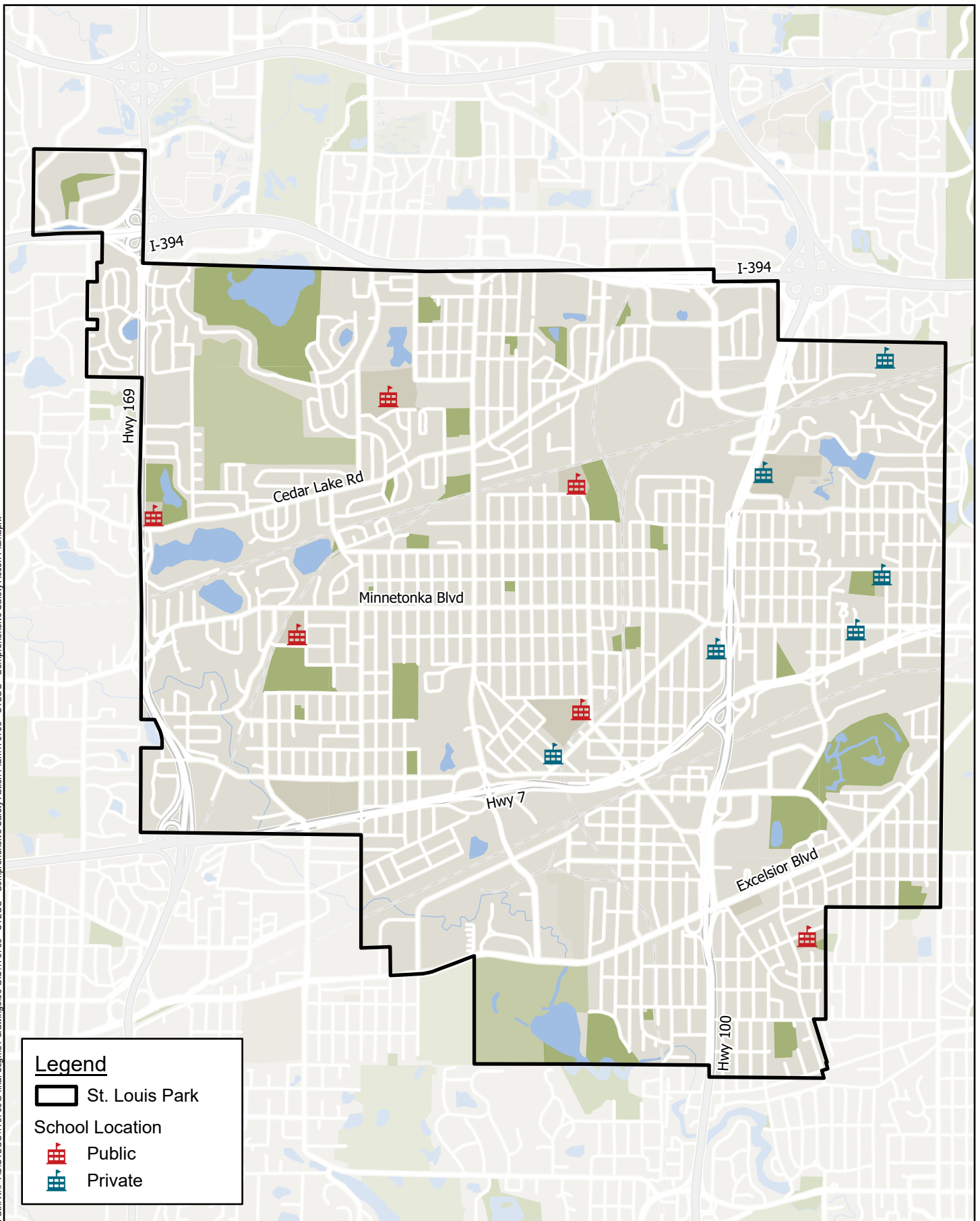
	N  1,500 0 1,500 Feet	Project: STLOU 179709 Print Date: 10/18/2024 Source: US Census Bureau, Metropolitan Council, State of MN, City of St. Louis Park, SEH, Inc.	Population Density City of St. Louis Park Comprehensive Safe Streets Action Plan St. Louis Park, Minnesota	Figure 8
---	---	---	--	--------------------------------------

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.

Path: X:\PT\STLOU\179709\5-final-dsgn\51-drawings\90-GIS\179709 - STLOU - Comprehensive Safety Action Plan.aprx



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.



Legend

 St. Louis Park

School Location

■ Public

■ Private

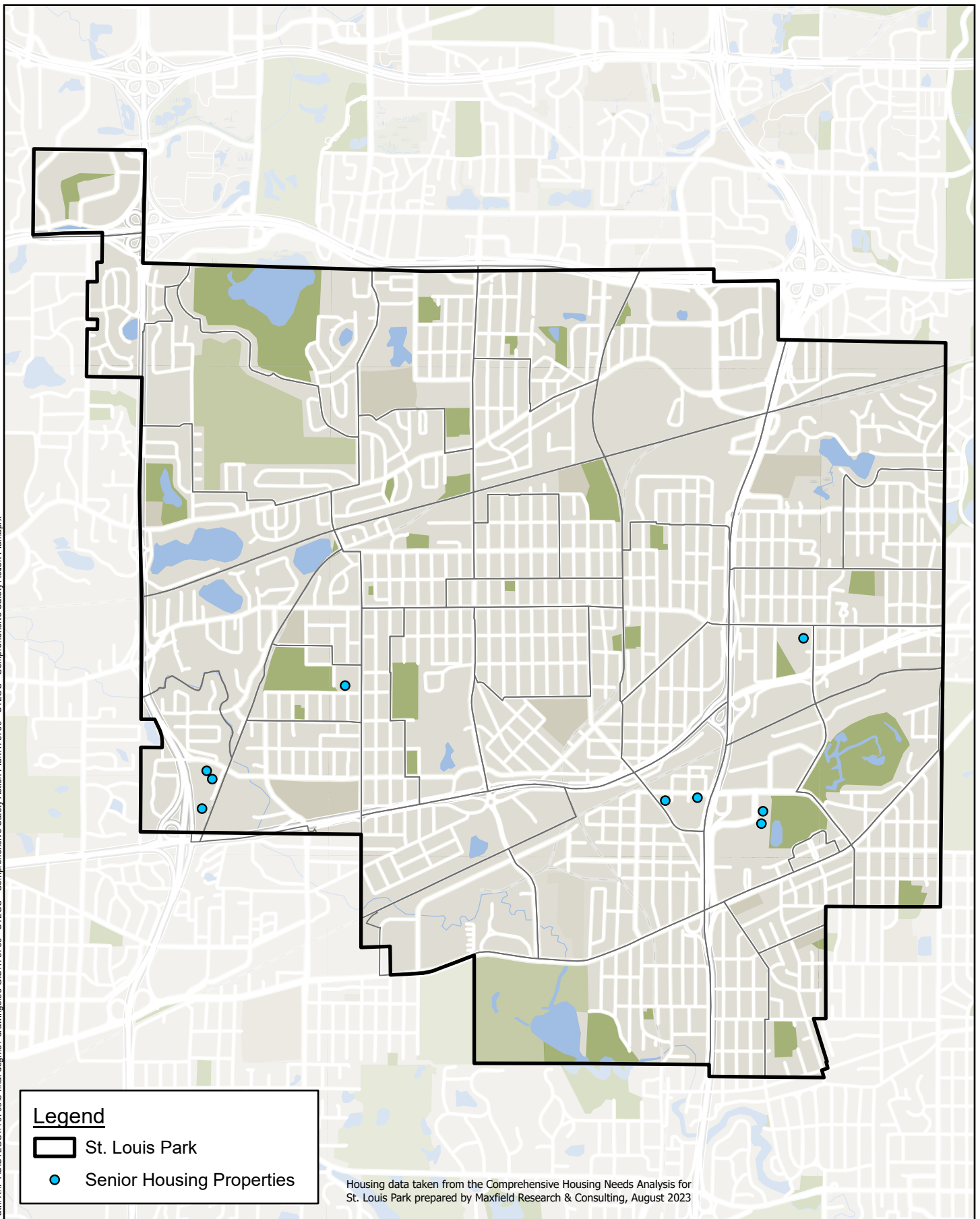


Project: STLOU 179709
Print Date: 2/21/2025
Source: US Census Bureau,
Metropolitan Council, State of MN,
City of St. Louis Park, SEH, Inc.

School Building Location
City of St. Louis Park Comprehensive
Safe Streets Action Plan
St. Louis Park, Minnesota

**Figure
10**

Path: X:\PT\STLOU\179709\5-final-dsgn\51-drawings\90-GIS\179709 - STLOU - Comprehensive Safety Action Plan.aprx



Legend

-  St. Louis Park
-  Senior Housing Properties

Housing data taken from the Comprehensive Housing Needs Analysis for St. Louis Park prepared by Maxfield Research & Consulting, August 2023

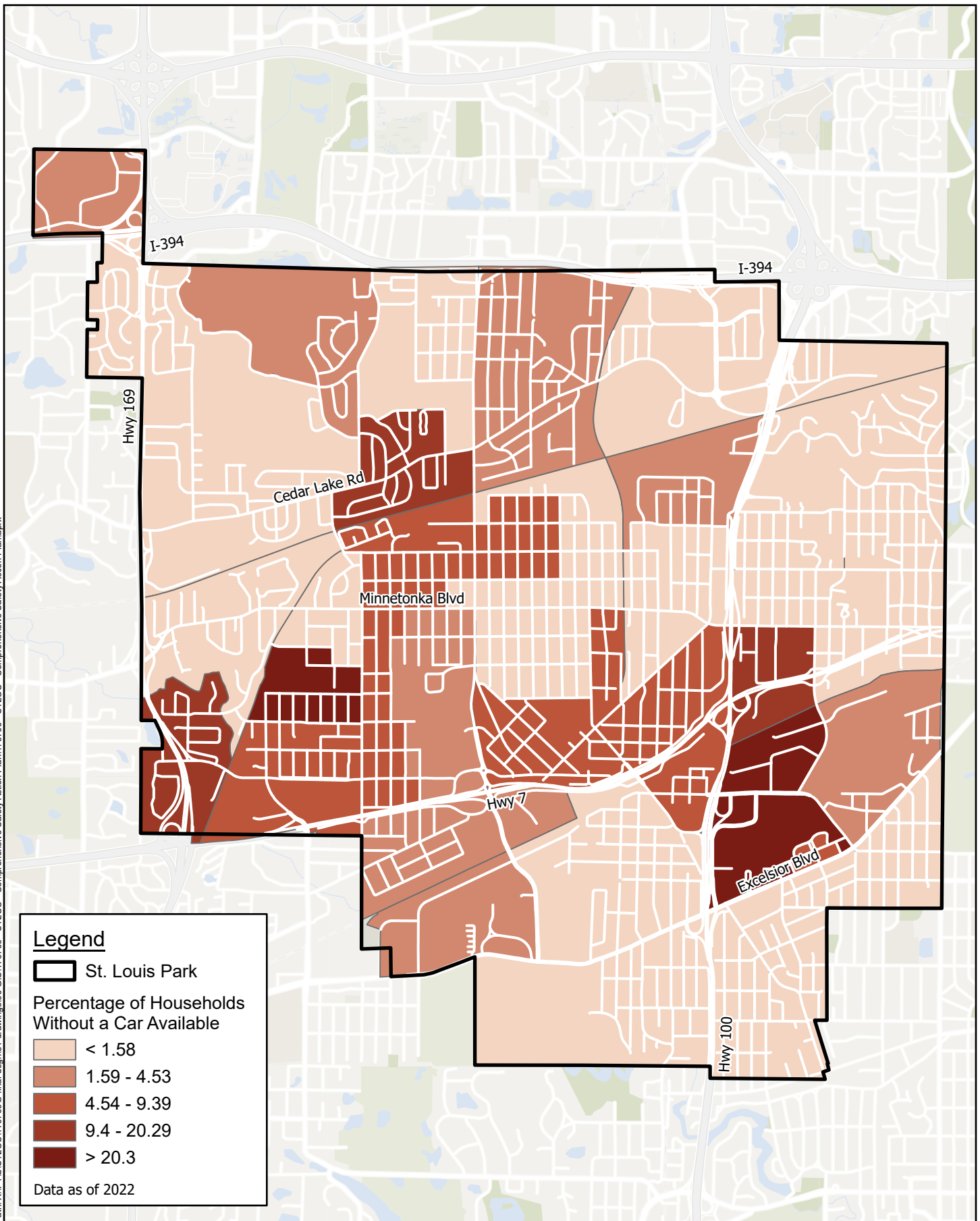


Project: STLOU 179709
Print Date: 10/10/2024
Source: US Census Bureau,
Metropolitan Council, State of MN,
City of St. Louis Park, SEH, Inc.

Senior Housing Properties
City of St. Louis Park Comprehensive
Safe Streets Action Plan
St. Louis Park, Minnesota

**Figure
11**

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.



Project: STLOU 179709
Print Date: 10/18/2024
Source: US Census Bureau,
Metropolitan Council, State of MN,
City of St. Louis Park, SEH, Inc.

Households with Zero Cars Available
City of St. Louis Park Comprehensive
Safe Streets Action Plan
St. Louis Park, Minnesota

**Figure
13**