Policy and Process Changes Review

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1. Introduction

1.1 POLICY AND PROCESS REVIEW PURPOSE

The Policy and Process Review task of the Duluth-Superior Metropolitan Interstate Council (MIC) Safety Action Plan (SAP) is a review of plans, processes, policies and other documents related to transportation safety. This includes plans published by agencies with jurisdiction over roadways in the MIC area, including municipalities, counties, states, and the MIC itself. This is a required component of the federal Safe Streets and Roads for All (SS4A) funding program.

This review will inform the recommendations of the SAP and suggest ways to strengthen transportation safety-related policies and processes and better connect them to one another. Improving how policies and processes address transportation safety is an important step toward achieving the goal of zero road deaths and serious injuries.

The following documents were reviewed:

- State: Statewide planning and engineering guidelines, including strategic highway safety plans (SHSPs) and roadway standards.
- Regional: MIC documents related to transportation.
- Local: County and municipal plans and policies related to transportation safety, typically including comprehensive plans, active transportation plans, and ordinances on roadway design standards. Local documents that did not explicitly describe transportation were excluded from this list.

1.2 THEMES

During the development of this review, five recommendation themes emerged with respect to using the SAP with partner jurisdictions. Those themes, along with a list of relevant documents encapsulating them, are listed below. The completed SAP should serve as a tool for both the MIC and partner jurisdictions to advance their safety goals. These themes focus broadly on how the SAP should be used. Greater detail is provided later for specific recommendations made on a document-by-document basis.

Table 1. Themes from the Policy and Process Review

Recommendation Theme	Relevant Documents
Integrate SAP analysis into capital programming and TIP Project Selection	• Duluth Area TIP • Superior Area TIP • Duluth 5-Year Capital Plan • St. Louis County CIP
Establish the SAP as the region's foundational safety data resource	• Sustainable Choices 2050 Long Range Transportation Plan • Duluth-Superior Area Bicycle Transportation Plan
Use the SAP to fill gaps in multimodal and freight corridor safety planning	• Duluth-Superior Port Land Use Plan • Duluth-Superior Area Truck Route Study • City of Duluth Transportation Plan
Support smaller jurisdictions to implement their safety goals through regional coordination	• Canosia Township Comprehensive Plan • Village of Oliver Comprehensive Plan • Duluth Township Comprehensive Plan • City of Hermantown Comprehensive Plan
Advance specific priority corridors and projects in alignment with the SAP	• Proctor Transportation Action Plan • Superior 2040 Comprehensive Plan • St. Louis County Comprehensive Plan

1.3 DOCUMENTS REVIEWED

Alliant identified 34 documents across the state, regional, county, and local jurisdictions within the MIC planning area (Figure 1). They are listed below.

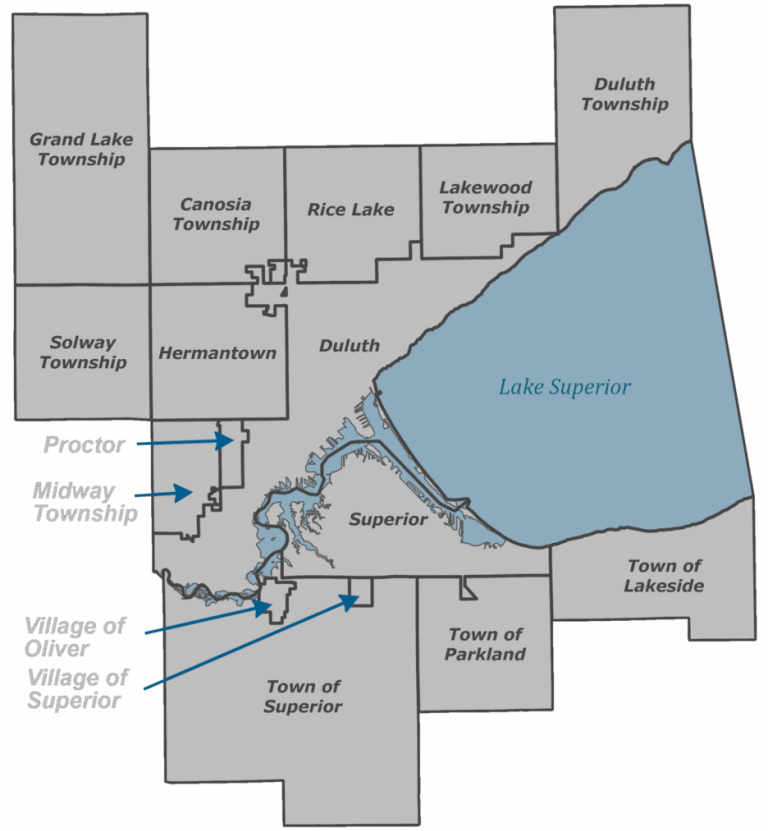

Figure 1. Local jurisdictions within the MIC Planning Area

1.3.1 Minnesota

STATE (MNDOT)

- Minnesota Strategic Highway Safety Plan - Minnesota Strategic Highway Safety Plan - MnDOT
- Minnesota State Aid Guidelines - Project delivery - State Aid - MnDOT

REGIONAL (MIC)

- Long Range Metropolitan Transportation Plan (2050) - Sustainable-Choices-2050-FINAL.pdf
- Transportation Improvement Program - TIP - MIC
  - 2026-2029 Duluth Area TIP
  - 2025-2028 Superior Area TIP
- Duluth-Superior Area Truck Route Study - Duluth-Superior Area Truck Route Study - MIC
- Duluth-Superior Area Bicycle Transportation Plan - Duluth-Superior Area Bicycle Transportation Plan (2025) - Final

- Duluth-Superior Port Land Use Plan - Duluth-Superior Port Land Use Plan - MIC

COUNTY (ST. LOUIS)

- St Louis County Safety Action Plan - St. Louis County, MN Safety Action Plan
- St Louis County Comprehensive Plan – Transportation Section - St. Louis County, MN compplan | transportation
- St Louis County Capital Improvement Plan (CIP) - St Louis County, MN CIP 2026-2030
- St Louis County Railroad Crossing Safety Plan - St Louis County, MN Railroad Crossing Safety Plan

LOCAL

- Canosia Township
  - Canosia Township Comprehensive Plan - Canosia Township Comprehensive Plan
  - Canosia Township Trails Plan - Canosia Township Trails Plan
- City of Duluth
  - Duluth Comprehensive Plan - Transportation Chapter Imagine Duluth 2035 – transportation
  - Duluth 5-Year Capital Plan – Duluth 2026-2030 Capital Plan
  - Duluth Municipal State-Aid Street Safety Plan – No Public Link
  - Duluth Public Works & Utilities Engineering Guidelines – Engineering Guidelines
  - Duluth Transit Development Plan – Transit Development Plan
- Duluth Township
  - Duluth Township Comprehensive Land Use Plan - Adopted CLUP 8.13.20.pdf
  - Duluth Township Trails Plan - Duluth-Township-Trails-Plan-FINAL.pdf
- Grand Lake Township – Referenced in St. Louis County Land Use Plan
- City of Hermantown
  - Hermantown Comprehensive Plan – Hermantown 2045 Comprehensive Plan
- Lakewood Township – Referenced in St. Louis County Land Use Plan
- Midway Township
  - Midway Township Comprehensive Plan - Midway_Plan_2016_Update_FINAL.pdf
- City of Proctor
  - Proctor Transportation Plan- 2021 Proctor Transportation Plan
  - Proctor Comprehensive Plan – City of Proctor, MN 2016 Comprehensive Plan
- City of Rice Lake

  - City of Rice Lake Road Specification and Construction Ordinance - RL-Ordinance-30-Road.pdf
  - City of Rice Lake Comprehensive Plan – City of Rice Lake, MN 2020 Comprehensive Plan
- Solway Township – none identified

1.3.2 Wisconsin

STATE (WISDOT)

- Wisconsin Strategic Highway Safety Plan 2023-2027 - https://www.wisdotplans.gov/plan/shsp
- Wisconsin Roadway Standards - Wisconsin Department of Transportation Roadway standards

REGIONAL (MIC)

- See list under Minnesota

COUNTY (DOUGLAS)

- Douglas County Comprehensive Plan 2020-2040 – Transportation Chapter (pp 3.1-3.20) - Douglas County, WI Comprehensive Plan 2020-2040

LOCAL

- City of Superior
  - Superior Comprehensive Plan - City of Superior, WI Comprehensive Plan 2040
  - Superior Active Transportation Plan – City of Superior, WI Active Transportation Plan
- Town of Lakeside – The Douglas County Comprehensive Plan applies to this jurisdiction's roadways
- Town of Parkland – The Douglas County Comprehensive Plan applies to this jurisdiction's roadways
- Village of Oliver
  - Village of Oliver Comprehensive Plan - Oliver Comprehensive Plan - 2008
- Village of Superior – The Douglas County Comprehensive Plan applies to this jurisdiction's roadways

2. Guiding Safety Policies and Framework

The plans and standards described in this section serve as the foundation for the policy and process review that follows. The SS4A Guiding Framework, Statewide Guiding Policy, and Statewide Design Standard subsections define how safety planning is governed and serve as context for evaluating regional and local plans against these benchmarks.

2.1 SS4A GUIDING FRAMEWORK

The SS4A program establishes the federal foundation from which all other safety policies in this review flow. The state-level SHSPs and design standards reviewed in this section each express the federal framework and apply it to Minnesota and Wisconsin.

2.1.1 Safe System Approach

The U.S. Department of Transportation uses the Safe System Approach for roadway safety through the National Roadway Safety Strategy. It is organized around five elements: Safer People, Safer Roads, Safer Vehicles, Safer Speeds, and Post-Crash Care. This organization distributes responsibility for safety outcomes across government, industry, and the public, rather than individual road users.



Figure 2. U.S. DOT Safe System Approach

2.1.2 Connection to the MIC

The SS4A program translates this federal commitment into action at the regional and local level by guiding recipients to develop a safety action plan with a goal of reducing traffic fatalities and serious injuries to zero. This commitment flows directly from the federal level to state agencies, which implement the Safe System Approach through their Strategic Highway Safety Plan. Both the Minnesota and Wisconsin SHSPs identify MPOs as partners in carrying out statewide safety strategies, and both call on regional and local plans to align with their goals.

The MIC is within the federal-to-state-to-regional chain of roadway maintenance and planning. MIC does not own or operate roadways, but it shapes how safety is prioritized in the region through funding from the Transportation Improvement Program (TIP), through transportation policies, and through long-range plans like the Safety Action Plan. This policy and process review examines how the plans and policies of the MIC and partner jurisdictions align with the Safe System Approach principles and statewide safety goals that the MIC will advance. The review identifies opportunities to connect existing commitments and identifies policy gaps or opportunities for policy changes to strengthen the region's ability to achieve its safety goals.

2.2 STATEWIDE GUIDING POLICY

The Strategic Highway Safety Plans of Minnesota and Wisconsin are the way in which the Safe System Approach is applied at the state level. They translate the federal commitment to zero deaths into priorities, strategies, and tactics. They also establish the safety framework that regional and local plans are expected to align with.

2.2.1 Minnesota Strategic Highway Safety Plan

The Minnesota Strategic Highway Safety Plan (SHSP) is the state's guiding document for reducing traffic fatalities and serious injuries, and includes the Safe System Approach as a guiding principle. It is the connective framework through which federal safety policy is implemented at the state level and cascades to regional and local planning.

HOW IT IS USED

The SHSP sets safety priorities for the state and is applicable to all government and tribal roadway partners and provides the framework for the state's Highway Safety Improvement Program (HSIP) and other federal safety funding allocations. It calls on MnDOT to use the plan to inform county road safety plans, district safety plans, and metropolitan transportation plans, and it encourages cities and counties to develop Safety Action Plans. The SHSP also provides a range of specific safety strategies and tactics.

For the Minnesota portion of the MIC planning area, the SHSP is an external benchmark for this review. Where local plans address traffic safety issues, this review evaluates whether those plans are consistent with the SHSP's focus areas and Safe System Approach framing.

2.2.2 Wisconsin Strategic Highway Safety Plan

The Wisconsin Strategic Highway Safety Plan (SHSP) is the state's guiding document for reducing traffic fatalities and serious injuries. Like Minnesota's, it is the connective framework through which federal safety policy is implemented at the state level and guides regional and local planning. It also explicitly names MPO transportation improvement plans among the documents it is intended to inform.

HOW IT IS USED

The Wisconsin SHSP provides the framework for the state's Highway Safety Improvement Program (HSIP) and other federal safety funding allocations. Local implementation is carried out in part through county traffic safety commissions, which Wisconsin law requires in every county, giving Douglas County a formal role in advancing SHSP priorities at the local level.

For the Wisconsin portion of the MIC planning area, the SHSP is an external benchmark for this review. Where local plans address traffic safety issues, this review evaluates whether those plans are consistent with the SHSP's emphasis areas and Safe System Approach framing.

2.3 STATEWIDE DESIGN STANDARDS

Unlike the SHSPs, which set aspirational safety goals, statewide design standards define the minimum technical conditions that must be met for all roadway improvements on state highway systems and roadways receiving state DOT funding. They serve at a project level, as opposed to a plan level. For the MIC and its partner jurisdictions, these standards define the design envelope within which traffic safety improvements can be delivered. As such, they help identify where Safe System Approach outcomes are straightforward to achieve and where additional design consideration may be needed.

2.3.1 Minnesota State Aid Guidelines

Minnesota Rules Chapter 8820 establishes the standards and procedures governing the County State Aid Highway and Municipal State Aid Street systems. For the Minnesota portion of the MIC planning area, the State Aid system includes the principal arterials and collectors in St. Louis County and the cities of Duluth, Hermantown, and Proctor.

HOW IT IS USED

The Minnesota State Aid Guidelines establish design standards including minimum design standards for lane widths, shoulder widths, design speeds, clear zones, and bicycle and

pedestrian facilities. Information is organized by roadway land use context, traffic volume, and speed. Because the standards define minimums tied to funding, they define how significant roadway projects in the Minnesota portion of the MIC planning area can be delivered.

For this review, the state aid rules are relevant as a design context that partner jurisdictions operate within. Where local plans call for safety improvements on state aid routes, the state aid standards will help identify what design considerations may be relevant at the planning stage, and where design standards can be additive.

2.3.2 MnDOT's Complete Streets Policy

Trunk highway projects are also governed by MnDOT's Complete Streets Policy. The policy requires that the needs of all users be considered across all phases of trunk highway project development, including planning, scoping, design, and maintenance.

Within the MIC planning area, this policy applies to MnDOT-administered routes, but it also represents an additional layer of guidance jurisdictions can apply to their own safety plans. The Minnesota SHSP calls on cities and counties to develop Complete Streets plans as a strategy for reducing bicycle and pedestrian crashes.

2.3.3 Wisconsin Facilities Development Manual

The Wisconsin Facilities Development Manual (FDM) provides design standards and procedures governing State Trunk Highways and County Trunk Highways in Wisconsin. For the Wisconsin portion of the MIC planning area, these standards apply to the principal arterials and collectors in Douglas County and the City of Superior.

HOW IT IS USED

FDM Chapter 11 establishes minimum design standards for roadway design elements and, as in Minnesota, helps identify what design considerations may be relevant at the planning stage, and where design standards can be additive. A notable feature of the FDM is its built-in Safety Certification Process, which requires a formal safety evaluation and countermeasure selection as part of project development.

3. Policy and Process Review

The sections below include three tables: Review of Duluth-Superior MIC Documents, Review of Minnesota Jurisdiction Documents, and Review of Wisconsin Jurisdiction Documents. Together, they make up the Policy and Process Review. Each table entry describes the document, provides comments about its safety-related content, and lists considerations for the MIC and/or the jurisdiction regarding document or process updates. Some considerations may be addressed naturally in the development of the SAP; others would require additional effort to address. Considerations that may be addressed directly in the SAP are identified through underlining in the "considerations" column of Section 3.

3.1 DULUTH-SUPERIOR MIC

As the federally designated Metropolitan Planning Organization for the Duluth-Superior area, the MIC translates federal and state safety priorities into regional planning commitments and is a funding conduit for local implementation. The MIC does not own or maintain roadways. Its influence over safety outcomes operates primarily through the TIP, which programs federal funds to local jurisdictions for roadway and multimodal projects, and through regional planning products such as this Safety Action Plan, which allow local jurisdictions to compete for federal and state funding. The documents reviewed in this section are evaluated with that role in mind. Specific projects were not reviewed.

Table 2.Review of Duluth-Superior MIC Documents

Document	Description	Comments	Recommendations[1]
Sustainable Choices 2050 Long Range	Sustainable Choices 2050 is the MIC's federally required Long	• The plan adopts state-level safety performance targets rather than regionally specific ones.	• The completion of the SAP should prompt a re-evaluation of whether

[1] Highlighted recommendations should be further supported by the SAP process. The MIC can use the SAP as an implementation tool for these recommendations and as a basis for engaging partner jurisdictions in advancing their safety goals.

Document	Description	Comments	Recommendations[1]
Transportation Plan	Range Metropolitan Transportation Plan (MTP). Six safety objectives in the plan call for evidence-based safety design in project development, prioritizing the most vulnerable users, meeting adopted safety measure targets, and using technology to improve safety.	• The top two scoring metrics for the project prioritization, number of bike and pedestrian crashes and number of fatal and serious injury crashes, are both safety-specific and carry the highest point values in the methodology. • Vulnerable road users are identified as priority considerations throughout the plan. This aligns with Safe System Approach principles, a Complete Streets framework, the Minnesota and Wisconsin SHSPs, and provides a policy foundation for the SAP.	the MIC should establish their own performance targets. • Consider better aligning both the safety-related scoring metrics for project prioritization and the resulting priority list with the SAP's safety analysis methodology and results. • The plan calls for local plans to support an integrated multimodal system. The policy and process review in this document directly supports that intent by identifying where local plans are and are not aligned with the safety goals of this MTP.
Duluth Area Transportation Improvement Program (TIP) (2025-2029)	The Duluth Area TIP is the MIC's federally required four-year project programming document for the Minnesota portion of the metropolitan planning area. It lists all roadway, transit, bicycle, pedestrian, and active transportation projects that are regionally	• The TIP's project selection process was revised to align with the performance-based planning approach in the long-range plan. • Applications must identify which MTP objectives a project advances and which performance measures it is anticipated to affect. • The TIP evaluation relies on staff review of application narratives and Policy Board judgment.	• The SAP's safety analysis should be cross-referenced with the TIP project list to confirm that funded projects are reaching the highest-need corridors or identify gaps. • MIC should consider adopting the results of the SAP in its prioritization strategy. • The TIP's Community Impact Assessment framework is an existing mechanism that could be

Document	Description	Comments	Recommendations[1]
	significant or utilize federal funding. All projects must be consistent with the goals and objectives of the MTP.	• The TIP notes that its projects are anticipated to contribute positively to PM1 safety targets through conflict reduction and the addition of bicycle and pedestrian infrastructure.	strengthened by incorporating SAP equity findings.
Superior Area Transportation Improvement Program (TIP) (2025-2028)	The Superior Area TIP is the MIC's federally required four-year project programming document for the Wisconsin portion of the metropolitan planning area. It lists all roadway, rail, transit, bicycle, and pedestrian projects programmed for federal funding within the Superior MPO area. All projects must be consistent with Sustainable Choices 2050. The Superior TIP adopts state-level WisDOT safety performance targets.	• The project selection process in the Wisconsin portion differs from the Minnesota portion in that projects are solicited from WisDOT, the City of Superior, and the Duluth Transit Authority and reviewed for consistency with the MTP. The MIC has less direct influence over project prioritization than it does in the Duluth Area TIP, which uses its own project selection process. • Safety-specific investments are identified, but active transportation investments are less prominent than in the Duluth TIP. • Unlike the Duluth TIP, the Superior TIP does not include a Community Impact Assessment that maps projects against equity indicators.	• The SAP's High Injury Network analysis for the Wisconsin portion should be cross-referenced with the Superior TIP project list, and findings shared with WisDOT as input to future project solicitation cycles. • The MIC should consider whether a Community Impact Assessment or equivalent equity mapping could be incorporated into future Superior TIP cycles. • The structural difference in project selection authority between the two TIPs is a practical constraint the SAP should acknowledge.
Duluth-Superior Area Truck	This MIC-produced study identifies a recommended truck route network for the	• Safety is framed in the context of trucks as a function of routing away from incompatible land uses	• The study's finding that fatal and serious injury crashes involving commercial vehicles are not concentrated at high-crash

Document	Description	Comments	Recommendations[1]
Route Study (2018)	region. It updates the 2001 study, expands the study area to the full MIC region, and produces recommendations for route designations, access management, and items to study further.	and reducing truck/auto conflicts at intersections and rail crossings. • The study notes that severe and fatal commercial vehicle crashes are distributed more randomly than overall crashes, and recommends that this finding support a risk-factor based approach to safety investment. • Several recommendations suggest using crash data and traffic volumes to evaluate specific problem locations that were identified for further study. • Truck route designation elevates corridor priority and improves scoring in funding proposals.	locations supports the SAP's risk-based approach to safety analysis, and can be leveraged in an update of the plan. • Several problem locations flagged for further study in the TRS, including the Winter Street/Highway 53 intersection, may appear in the SAP's crash analysis, which may lead to actionable recommendations.
Duluth-Superior Area Bicycle Transportation Plan (2025)	This plan identifies a recommended bikeway network, design guidelines, prioritization methodology, and implementation strategies for the region. The plan was adopted by the MIC Policy Board and explicitly identifies the SAP as an upcoming related effort.	• The plan calls for physical separation of bicycle facilities from motor vehicle traffic as a primary engineering strategy, with separation required on all corridors with posted speeds of 35 mph or greater. • The plan's network prioritization methodology scores corridors based on traffic volume, traffic speed, proximity to schools and activity nodes, transit routes, and priority populations. • The plan calls for adoption of Complete Streets policies by local	• The SAP's safety analysis, either its results or methodology, should be embedded into future updates of the network prioritization scoring. • The plan anticipates the SAP as a companion document; the two plans should be treated as mutually reinforcing in implementation, with the safety analysis as the data layer the bicycle plan's prioritization methodology currently lacks.

Document	Description	Comments	Recommendations[1]
		jurisdictions as a short-term engineering action. • Implementation relies entirely on constituent roadway authorities. The MIC does not own roadways and cannot compel local jurisdictions to build planned facilities.	
Duluth-Superior Port Land Use Plan (2016)	This plan addresses development of the working waterfronts of Duluth and Superior. It has sections on land use, freight access, ecological resources, and intermodal transportation for the harbor area.	• The plan's transportation recommendations focus on freight access and efficiency. • The plan frames maritime transport as inherently the safest mode of transportation relative to road and rail but does not address safety of roadway users in or adjacent to port-area corridors. • Safety for non-freight users is not addressed.	• Port-adjacent corridors identified in this plan as needing landside access improvements may also carry significant pedestrian and bicycle activity given their proximity to Canal Park and the Lakewalk. The SAP's safety analysis should add a safety dimension to freight access planning that this plan does not currently address.

3.2 COUNTY AND LOCAL JURISDICTIONS

Cities, counties, and townships are the implementers of safety improvements guided by federal, state, and regional policy and funding. These agencies own and maintain all roadways outside the state trunk highway systems, with the exception of those owned by tribal governments. Funding options for jurisdictions linked to SAP findings may include the MIC's Transportation Improvement Program, state-level programs such as the HSIP, and federal competitive opportunities such as the Safe Streets for All program.

Jurisdictions that have established strong safety policies, current planning documents, and project pipelines aligned with regional, state, and federal priorities are better positioned to compete for funding. The documents reviewed in this section were

evaluated with that in mind: planned projects, capital budgets, and policy goals were analyzed to identify where the SAP can directly support local priorities and where gaps in policy or data leave jurisdictions less able to act on their own safety needs.

Several jurisdictions within the MIC planning area do not currently have transportation plans, safety action plans, or capital improvement programs to guide infrastructure investment. For these communities, the following considerations apply:

- Jurisdictions are encouraged to use the SAP's findings and project recommendations to identify priority improvements within their boundaries and to work with MIC staff to pursue SS4A and other available grant opportunities.
- Where budget allows, jurisdictions should seek to develop a local safety planning process compatible with highway safety funding.
- Jurisdiction should also consider whether a transportation improvement plan is warranted.
  - If it is, embedding safety performance as a criterion for project selection will help align local priorities with that of the TIP, State SHSPs, and FHWA.
- Participation in MIC's planning and programming process, including the TIP cycle and Transportation Advisory Committee, provides smaller jurisdictions with fewer resources an opportunity to elevate local safety needs into the regional project pipeline.

Table 3. Review of Minnesota Jurisdiction Documents

Document	Description	Comments	Recommendations[2]
St. Louis County			
St Louis County Safety Action Plan (2026)	St. Louis County has developed a Safety Action Plan funded by the SS4A program, focused on county roads in all areas of St. Louis County outside the MIC planning area. The plan includes a safety analysis, project prioritization, and identification of funding sources.	• The St. Louis County SAP and the MIC SAP are parallel SS4A-funded efforts covering adjacent geographies. The county's engagement page acknowledges the MIC SAP as a separate effort. • The county SAP's goals mirror the MIC SAP's core components.	• As both the County and MIC plans move toward implementation, a shared framework for project prioritization and HSIP eligibility would reduce duplication and strengthen both plans' standing with MnDOT and federal funders.
St Louis County Road Safety Plan (CRSP) (2020)	The St. Louis County Roadway Safety Plan (CRSP) was developed as part of the statewide County Roadway Safety Plan update process. It uses a systemic risk assessment to identify and prioritize safety	• The CRSP covers only St. Louis County-maintained roads and has no analytical coverage of state trunk highways and municipal streets. • The CRSP's crash analysis is based on 2011–2015 data, making its prioritized project list 10 years	• St. Louis County should cross-reference its CRSP project list against the MIC SAP and the upcoming St. Louis County SAP analysis to validate which locations remain high-priority under current crash data and criteria.

[2] Highlighted recommendations should be further supported by the SAP process. The MIC can use the SAP as an implementation tool for these recommendations and as a basis for engaging partner jurisdictions in advancing their safety goals.

Document	Description	Comments	Recommendations[2]
	investments on the county road system.	old relative to the SAP's 2020–2024 dataset. • The MIC SAP uses prioritization factors based on safety emphasis area and location and applied across the full multi-jurisdictional network and may not be directly comparable to the CRSP.	• St. Louis County should review how the CRSP's proactive systemic risk-factor approach differs from the MIC SAP's prioritization methodology. This will help the County identify locations that appear on one plan but not the other and provide clarity on how to contextualize the MIC SAP alongside its own established safety plans.
St Louis County Comprehensive Plan – Transportation Section (2017)	The transportation section of St. Louis County's Comprehensive Land Use Plan describes county responsibilities for road maintenance, functional classification, non-motorized transportation, freight, and transit.	• The Comprehensive Plan safety goal has two objectives: aligning land use decisions with the County Roadway Safety Plan (CRSP) and aligning highway planning with land use goals. The first goal references the CRSP that predates the SAP currently in development. • Non-motorized transportation is addressed on a case-by-case basis during road improvement projects, coordinated with local communities and MnDOT District 1. • Implementation actions include considering multimodal enhancements where appropriate. • Implementation actions name the MIC as a coordination partner for	• The SAP's completion will update the safety framework currently referencing the CRSP. The MIC should flag this to St. Louis County so that future comprehensive plan updates reflect the new SAP findings. • The county's case-by-case approach to multimodal enhancements is an area where SAP findings on high-injury locations could inform more consistent county criteria for when multi-modal improvements should be considered.

Document	Description	Comments	Recommendations[2]
		land use and transportation planning. • Two implementation actions address Safe Routes to School eligibility and ordinance consistency.	
St Louis County Capital Improvement Plan (CIP) (2026-2030)	The St. Louis County 2026–2030 CIP funds major capital projects across county departments, including roads and bridges managed by Public Works. The Transportation Improvement Plan (TIP), funded through the Greater Minnesota Transportation Sales and Use Tax, is included in the appendix and lists specific roadway, traffic safety, and multimodal improvements.	• The TIP Appendix lists 163 traffic safety projects totaling $314.5 million. No project selection criteria methodology are described in the document. • Multimodal projects total $15.6 million across 16 projects in the TIP but are not described individually in the CIP document.	• Consider developing safety-related logic or criteria for project prioritization using the SAP's safety analysis, methodology and results.
St Louis County Railroad Crossing Safety Plan (2024)	The 2024 St. Louis County Railroad Crossing Safety Plan evaluates at-grade railroad crossings across the county using crash data, exposure analysis	• Motorists failure to stop or yield is the predominant crash mechanism at passively controlled crossings. • The plan finds that installation of gates and lights at crossings has not produced a measurable	• The plan's data-driven prioritization methodology is a well-documented model that the MIC SAP could reference when addressing any at-grade crossing safety issues within the MIC planning area.

Document	Description	Comments	Recommendations[2]
	(train volume compared to intersecting vehicle volume), and stakeholder engagement to prioritize candidates for crossing closure and grade separation. The plan is aligned with the MnDOT Rail Crossing Safety Action Plan and federal FRA grant programs.	reduction in total crossing crashes, and that crossing closure and grade separation are the most effective long-term countermeasures. • Final recommendations include independent closures, grade separations, combination closures, and other crossing improvements. • Township stakeholder feedback raised consistent concerns about emergency vehicle access and detour impacts.	
Canosia Township			
Canosia Township Comprehensive Plan (2019)	The Canosia Township Comprehensive Plan guides land use, transportation, and services for Canosia Township. Transportation is addressed under Concept 5.	• Speeding is identified by residents as the top transportation concern, with no specific road singled out. • Conflicts between vehicles and pedestrians/cyclists are specifically noted along Midway Road north of Pike Lake Road. • The plan identifies the Highway 53/Midway Road intersection as appearing unsafe but notes it ranks low in St. Louis County's assessment of unsafe intersections. • The plan calls for a 5-year CIP for roads and an assessment of walking and bicycling routes as	• The township should consider developing a 5-year CIP as described in the comprehensive plan. The SAP should be used as justification for capital expenditure for safety-related projects. • The SAP's safety analysis for Midway Road and the Highway 53 corridor could confirm the county's ranking based on risk analysis or another factor and provide Canosia Township with data for intervention. • Given the township's limited capacity, the SAP can be a

Document	Description	Comments	Recommendations[2]
		implementation actions, neither of which had been completed as of the plan date. • The township has no roadway design standards and relies on St. Louis County for zoning administration, road plowing, and public safety.	realistic pathway to access safety analysis and funding opportunities it could not pursue independently.
Canosia Township Trails Plan (2018)	The Canosia Township Trails Plan addresses non-motorized trails in the township. Preferred trail routes and connections within Canosia Township are identified. Trails are framed as both recreational and transportation infrastructure.	• The plan identifies a pathway along Midway Road north of Pike Lake Road as a recommended project, the same corridor where the 2019 Comprehensive Plan identifies pedestrian and auto conflicts as a resident safety concern. • Implementation is dependent on volunteers, donations, and competitive grants. No dedicated township funding source is identified. • Several recommended connections cross county and state roadways, requiring coordination with St. Louis County and MnDOT.	• The SAP's safety analysis of Midway Road could support the case for the proposed Midway Road pathway connecting a resident-identified safety concern to a documented infrastructure gap. • The plan's proposed connection from Pike Lake Elementary to the Hermantown schools and future Munger Spur Trail would require a cross-jurisdictional transportation priority that the SAP could help advance by identifying it within a regional safety context.
City of Duluth			
City of Duluth Transportation Plan (2018)	The transportation chapter of the City of Duluth's comprehensive plan describes a	• The plan's safety analysis does not provide crash data, high-injury location analysis, or safety performance metrics.	• The City of Duluth should consider using results or methodology from the SAP to identify City priorities in an update of this plan.

Document	Description	Comments	Recommendations[2]
	transportation mission and six policies covering street conditions, multimodal access, Downtown/Canal Park connections, neighborhood connectivity, design standards, and freight.	• The plan calls for developing a dedicated funding source for sidewalk installation and maintenance as a specific strategy, though no dedicated source has been established to date. • The plan notes that Duluth had no protected bike lanes at time of writing, identifying painted lanes as the predominant bicycle facility type. • The plan flags the I-35/Highway 53 Twin Ports Interchange reconstruction as an opportunity to address freight movement, safety, and neighborhood connectivity in Lincoln Park.	• The SAP's safety analysis for Duluth will help identify which corridors the City should prioritize for protected bike infrastructure. • The absence of a dedicated sidewalk funding source and a Complete Streets policy are gaps that the SAP process can help elevate • The Lincoln Park/I-35 corridor is identified in both this plan and the Duluth TIP's Reconnecting Communities grant as a priority. SAP findings on this corridor could inform both the ongoing planning study and future capital project scoping.
City of Duluth 5-Year Capital Plan (2025-2029)	The City of Duluth's annual capital improvement bond projects and five-year from 2025-2029 covers streets and bridges, parks and trails, utilities, facilities, and capital equipment.	• The Street Improvement Program (SIP), funded in part by a dedicated 0.5% local sales tax established in 2020, is the City's primary way to address street preservation and reconstruction • The budget states projects are prioritized annually on criteria outlined in the SIP plan. • The 2026 budget includes a $64,000 Traffic Calming project and is the only line item that directly reflects a safety-specific engineering intervention.	• The City should use the SAP's safety analysis to inform how the CIP prioritizes street preservation and reconstruction projects. • The city should address the gap between its safety aspirations expressed in the 2018 Transportation Plan and prioritization of safety-specific projects in its capital programming. The SAP process can help address this by giving the City safety data and a methodology for prioritizing those

Document	Description	Comments	Recommendations[2]
		• Major 2026 street investments such as the Superior Street reconstruction Aerial Lift Bridge repairs are driven primarily by roadway condition and federal grant availability.	investments and positioning specific corridors for HSIP funding.
Duluth Municipal State-Aid Street Safety Plan (2025)	This plan was developed as part of a MnDOT pilot program extending the County Road Safety Plan (CRSP) framework to the city level, focusing specifically on Duluth's Municipal State Aid Street (MSAS) system. It follows the same data-driven, proactive systemic risk approach used in the CRSP process.	• The plan uses similar methodology to the MIC SAP. Both use a systemic risk approach, both identify emphasis areas by crash type and roadway characteristics, and both produce HSIP-ready project sheets. One distinction is that this plan is scoped exclusively to the MSAS network, while the MIC SAP covers arterials and collectors across the full planning area. • The plan notes that the City is encouraged to coordinate with MnDOT and St. Louis County on projects involving shared right-of-way. • The plan acknowledges that the decision trees used were originally developed for county roads and may not translate directly to city environments, with city staff input used to fill gaps.	• The MIC SAP and the Duluth MSAS Safety Plan should be cross-referenced for overlapping high-priority locations. • The City of Duluth should be engaged as a direct implementation partner, given that its MSAS Safety Plan identifies 133 projects that are already HSIP-ready, many of which likely align with SAP recommendations. • The SAP should acknowledge that the MSAS Safety Plan is Duluth's most current city-level safety planning document and has a compatible methodology. • The City of Duluth should review how their safety plan methodology differs from the MIC SAP's prioritization methodology. This will help the City identify locations that appear on one plan but not the other and provide clarity on how to contextualize the MIC SAP

Document	Description	Comments	Recommendations[2]
			alongside its own established safety plan.
City of Duluth Engineering Design Standards (2019)	The City of Duluth Engineering Guidelines define the design and construction of public infrastructure improvements within City right-of-way and apply primarily when developers construct improvements intended for City ownership. The transportation section establishes minimum standards for local street widths, sidewalks, shared use paths, and pavement sections.	• The standard 28-foot local street width meets State Aid minimums under Chapter but does not specify a design speed. State Aid design standards identify pedestrian traffic, bicycle traffic, and safety among the engineering judgment factors when choosing lane widths. The guidelines do not carry this framing. • Sidewalk requirements include 5-foot sidewalks on both sides in most residential and mixed-use districts. Shared use path design is deferred to the MnDOT Bicycle Facility Design Manual, consistent with State Aid requirements for State Aid routes.	• The SAP's safety analysis can identify where local reconstruction projects coincide with high-injury corridors. • The absence of speed management design provisions is an area where Duluth's guidelines could be additive above State Aid minimums and align with countermeasures identified by the FHWA. The City should consider connecting future guideline updates to safety countermeasures to competitively pursue grant funding.
City of Duluth Transit Development Plan (2017)	The Duluth Transit Authority's 2017 Transit Development Plan Update evaluates the performance and connectivity of DTA's existing fixed-route and demand-response transit system and establishes goals, objectives, and service	• Goal 2 establishes safety performance targets, including zero passenger accidents per 100,000 passengers and zero vehicle collisions per 100,000 miles mostly having to do with vehicle operations and on-board safety. • Bus stop spacing standards reference safe pedestrian accessibility as a placement	• The SAP's safety analysis can inform DTA's stop placement and shelter prioritization criteria where stops coincide with pedestrian safety concerns.

Document	Description	Comments	Recommendations[2]
	standards for transit operations in the region.	criterion, and shelter standards require seating, lighting, and clear visibility. • The plan also identifies seeking area-wide bike and pedestrian safety action plans as a specific objective.	
City of Hermantown			
City of Hermantown Comprehensive Plan – Transportation Chapter (2025)	Hermantown's 2045 Comprehensive Plan – transportation section establishes a community-wide vision for a municipality experiencing significant population growth. Hermantown's population has grown from 7,500 in 2000 to an estimated 10,258 in 2024, with continued growth projected to 2045.	• One goal commits to cooperating with MnDOT and MIC on safety improvements in the Highway 53 corridor. • The plan references MIC long-range planning survey findings that identified unsafe street crossings and gaps in the sidewalk network as barriers to walking. • Implementation action 6.3 commits the Public Works Department to ongoing evaluation of street intersections for necessary safety improvements. There is no specific methodology named.	• The plan references several MIC planning documents and could include the findings of the SAP in a future update. • SAP findings on the Highway 53 corridor may influence scoping of safety projects on the corridor based on opportunities to pursue funding through SS4A funding. • The city's ongoing intersection safety evaluation commitment, without defined criteria, is an area where SAP high-injury network findings could provide a data-driven framework for evaluation.
City of Proctor			
Proctor Transportation Action Plan (2021)	The Proctor Transportation Action Plan is a city-wide multimodal transportation planning	• The plan identifies Highway 2 Safe Roadway and Streetscaping Improvements as its top priority project. The Boundary Avenue/Highway 2 intersection	• The SAP's safety analysis for the Proctor area would likely strengthen applications for the Boundary Avenue/Highway 2

Document	Description	Comments	Recommendations[2]
	document developed in cooperation with the MIC. It establishes a vision, five goals, and twenty-two performance measures, and produces a prioritized list of projects through 2030.	and the Boundary Avenue/I-35 interchange area are both identified as HSIP-eligible projects. • The plan recommends adoption of a Complete Streets policy as a short-term action item but has not been adopted as of the plan's completion.	intersection and the Boundary Avenue/I-35 interchange. • The City should adopt a Complete Streets policy, as it would support the MIC's policy goals and intended outcomes of the SAP, as well as make future safety projects more competitive for state-level funding.
Proctor Comprehensive Plan (2016)	Proctor's 2016 Comprehensive Plan includes a transportation chapter and a separate MIC-prepared transportation appendix with crash analysis from 2005–2014.	• The transportation goals, objectives, and action steps section includes several safety-related objectives. • The MIC appendix identifies three high-crash intersections on US Hwy 2 (at 5th Street, 2nd Street, and Boundary Avenue), with US Hwy 2/2nd Street showing crash and severity rates above the state average and an increasing trend. • The plan documents a sidewalk gap and missing pedestrian signal heads at US Hwy 2/Boundary Avenue, adjacent to commercial uses and a mobile home community.	• The SAP's safety analysis for the Proctor area would likely strengthen applications for the Boundary Avenue/Highway 2 • The Boundary Avenue/US Hwy 2 pedestrian crossing gap identified in 2016 should be verified through the SAP and, if unresolved, flagged as a priority pedestrian safety location with social vulnerability implications. • The plan is now nine years old, and its 2005–2014 crash data is out of date.
City of Rice Lake			
City of Rice Lake Road Specification and	City of Rice Lake Ordinance No. 30 governs the design and construction of roads	• The urban typical section specifies 12-foot lanes, 5-foot sidewalks, and 5-foot boulevards. The rural section specifies 12-foot lanes	• The flat sight distance and clear zone specifications are an area where the ordinance could be additive above current practice,

Document	Description	Comments	Recommendations[2]
Construction Ordinance (2024)	within City right-of-way. The ordinance establishes minimum standards for road widths, pavement sections, geometric design, and plan submittal requirements, with urban and rural typical sections attached.	with 2-foot shoulders. Lane widths in both sections exceed State Aid minimums. • Sidewalks are depicted in the urban typical section but are not addressed by policy in the ordinance text. • The ordinance specifies a 300-foot minimum sight distance and a 9-foot clear zone on the rural section. • No reference is made to speed management design provisions.	consistent with FHWA countermeasures. Tying both to design speed using Counter-measures that Work (CTW) guidance from the FHWA on run-off-road crash prevention would strengthen the ordinance.
City of Rice Lake Comprehensive Plan (2020)	Rice Lake's 2020 Comprehensive Plan includes a transportation chapter with a safety section using MnDOT's 10-year crash database (2009–2018).	• The transportation goals and objectives include several safety-related items, including developing street systems with consideration for safety and speed, and establishing bike- and pedestrian-friendly streets within a multi-modal system. • All the highest crash-rate intersections in the city are on County roadways. Rice Lake Road and Martin Road had the highest count. Two intersections recorded fatalities (Rice Lake Road/Schultz Rd and Martin Rd/Arnold Rd), and two recorded serious injuries	• The Rice Lake Road/Martin Road intersection is programmed in the 2028 TIP as an intersection control/roundabout project. • SAP high-injury network findings may reinforce its prioritization and strengthen SS4A or HSIP funding applications. • The plan's crash data extends only through 2018. the SAP Phase 2 crash update provides current data that can inform a future plan update.

Document	Description	Comments	Recommendations[2]
		(Ridgeview Rd/Rice Lake Rd and Jean Duluth Rd/W Tischer Rd).	
Duluth Township			
Duluth Township Comprehensive Land Use Plan (CLUP) (2020)	The Town of Duluth's 2020 Comprehensive Land Use Plan (CLUP) guides land use decisions in Duluth Township, a rural community bordering the City of Duluth along the North Shore. The transportation section addresses Township road maintenance, Highway 61, and non-motorized trail connectivity.	• The Township's transportation goals are oriented toward preserving rural character rather than safety engineering. • Goal 2 of the transportation section calls for working with state and county agencies to provide a safe and efficient network, with all roads preferred to remain two lanes except the Highway 61 Expressway. • The plan directs the Township to provide bike lanes where possible while minimizing right-of-way widths. • No safety data was referenced. • Highway 61 is the Township's primary corridor and is under MnDOT jurisdiction. The CLUP's vision references its bike lane as a key element of the trail network, connecting Township residents to regional trail systems including the Munger Trail and Gitchi Gami.	• The Township's position between the City of Duluth and the North Shore means Highway 61 is a key multi-modal travel corridor. Any MIC SAP findings on the TH 61 corridor are directly relevant to Township residents and should be shared with the Town Board through MIC's existing coordination channels. • In the Township's 2030 update cycle, SAP findings could inform the transportation section, particularly if the safety analysis identifies concerns on Highway 61 or Township roads. • The plan describes a rural environment where non-motorized users face elevated exposure. These conditions are directly relevant to the SAP's safety analysis and could support a case for Transportation Alternatives Program or HSIP funding on the North Shore corridor where trail and roadway share the same space.

Document	Description	Comments	Recommendations[2]
Duluth Township Trails Plan (2016)	The 2016 Duluth Township Trails Plan establishes a long-term framework for a non-motorized trail network in the Township. The plan identifies five prioritized trail corridors.	• The plan identifies existing roadway conditions as safety and comfort barriers to non-motorized travel: speeds above 45 mph on paved roads, limited sightlines from frequent small hills, continuous traffic flow without gaps, absent or minimal shoulders, and right-of-way constrained to the improved roadway and drainage envelope are all concerns. • The plan acknowledges that shared travel lanes with motor vehicles represent the least safe option but are in some cases the only feasible one given right-of-way and land ownership constraints. Primary roadways are under St. Louis County jurisdiction and not in Township control. • Implementation is prioritized by alignment with upcoming St. Louis County road work, construction cost, and maintenance cost. The Transportation Alternatives Program is listed as a potential funding source.	• The plan's prioritization of coordination with St. Louis County road projects as a primary implementation trigger aligns with the SAP's role as a coordination tool. SAP findings on the North Shore corridor could help the Township and St. Louis County identify ways to develop trails alongside roadway construction.
Midway Township			
Midway Township	The Midway Township Comprehensive Plan guides land use,	• The plan identifies a railroad crossing at an intersection on	• The township has no safety analysis, CIP, or design standards

Document	Description	Comments	Recommendations[2]
Comprehensive Plan (2020)	transportation, and services for Midway Township. Transportation is addressed as part of the plan's existing conditions and policy concepts.	Midway Road on the township's northern boundary, and a roughly 100-foot offset between Kirkus Street/Almac Drive and Ugstad Junction Road, as potential future safety issue depending on future development patterns. • The plan's transportation policy supports road designs that tend toward lower design speeds, narrower rights-of-way, and intersection designs that avoid unsafe conditions such as offset roads • The township has no CIP, no dedicated transportation funding, and a standing policy against accepting new roads. It relies on St. Louis County and MnDOT for all arterial and collector roadway decisions.	of its own. The SAP's safety analysis is the most accessible safety planning resource available to Midway, and the MIC is the appropriate point of contact for the township to understand SAP findings and pursue funding through the TIP or other programs.

Table 4. Review of Wisconsin Jurisdiction Documents

Document	Description	Comments	Recommendations[3]
Douglas County			
Douglas County Comprehensive Plan (2020-2040)	The Transportation chapter of Douglas County's Comprehensive Plan inventories the county's road system, traffic volumes, pavement conditions, crash data, trails, transit, freight, and aviation, and catalogs applicable state and regional plans.	• The chapter's Traffic Safety section presents five-year crash counts (2014–2018) for selected highways. These counts are raw totals with no normalization for exposure, severity, or location, and are not linked to any safety action program or countermeasure analysis.	• Douglas County should consider incorporating the results and methodology of the SAP related to crash risk (beyond just crash history) into its Comprehensive Plan. • The MIC SAP should coordinate with the Douglas County Traffic Safety Commission, which is established under Wisconsin State Statute as an implementation partner. This body provides a standing forum for safety coordination.
City of Superior			
Superior 2040 Comprehensive Plan (2022)	The Transportation chapter of the City of Superior's 2040 Comprehensive Plan, establishes five transportation goals and	• Strategy T3 directs the city to establish flexible design standards for local roadways that consider all modes, with access management cited as a safety tool to reduce collision points.	• The city should consider using SAP crash risk analysis, beyond crash history alone, to inform the ongoing evaluation called for under Strategy T2.

[3] Highlighted recommendations should be further supported by the SAP process. The MIC can use the SAP as an implementation tool for these recommendations and as a basis for engaging partner jurisdictions in advancing their safety goals.

Document	Description	Comments	Recommendations[3]
	a set of strategies and implementation actions. The plan designates the 2020 Active Transportation Plan as the primary resource guiding pedestrian and bicycle improvements.	• Strategy T2 directs ongoing monitoring of safety and accessibility of pedestrian and bicycle facilities, with MIC listed as a supporting agency.	
Superior Active Transportation Plan (ATP) (2020)	The Superior Active Transportation Plan (ATP) establishes a vision, goals, and implementation actions for pedestrian and bicycle travel in Superior.	• The ATP identified four conditions with direct safety implications: sidewalk gaps between neighborhoods, extremely limited pedestrian crossing opportunities between distant traffic signals, disconnected bicycle facilities, and approximately 20% of Superior roadways rated at moderate or high stress for bicyclists. • Priority pedestrian areas were identified along arterial and collector streets, along bus routes, and within 1,000 feet of schools.	• The SAP's safety analysis findings for Superior are likely to correspond to the ATP's priority pedestrian areas and identified stress conditions. The City of Superior should consider incorporating them as a supporting input for ATP implementation prioritization.
Village of Oliver			
Village of Oliver Comprehensive Plan (2008)	The Village of Oliver Comprehensive Plan's Transportation chapter identifies existing road conditions and safety concerns within the	• The plan identifies a lack of a safe pedestrian and bicycle route connecting residential neighborhoods north of Highway 105 to the village core	• The plan's policy directing coordination with MIC on transportation issues provides a clear opening for the SAP to serve as a technical resource for the village.

Document	Description	Comments	Recommendations[3]
	community. The plan's transportation goal calls for a safe, efficient transportation system.	• The plan identifies a speeding concern on County Road W • The plan calls for working with regional partners to secure crossing signals and barriers at the two main CN Railroad crossings.	• SAP safety analysis on STH 105 and County Road W documented in the plan would provide Oliver data-supported findings it could bring to WisDOT, Douglas County, or the FHWA to advance the pedestrian, bicycle, and traffic calming actions the plan identifies.