

# City of La Crosse Transportation Demand Management Plan

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### Contributors

The City of La Crosse has a long history of civic minded citizens and businesses. This plan has been made possible by the generous time and hard work of many public and private sector contributors.

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#### Preface

**Executive Summary** 

**Overview of Transportation Demand Management** 

**TDM** Vision

**TDM Mission** 

**Existing TDM Initiatives** 

**Opportunities and Vulnerabilities** 

Issues Identification

**Goals & Objectives** 

**Implementation Plan- Strategies and Tactics** 

**Performance Metrics** 

Appendix: TDM Data References

#### Preface

2017 brings intense transportation challenges to cities due to aging infrastructure, changing demographics, a retracting workforce, competitive housing market, technological change, climate change and social needs for citizens of all economic backgrounds.

Transportation Demand Management (TDM) is the application of strategies and policies to reduce travel demand, or to redistribute this demand in space or in time. In some ways, TDM strategies and policies contrast more prevalent transportation policies and strategies which center on the evaluation of safety, congestion and level of service targets given projected growth and societal reliance on automobiles.

This plan sets out to implement clear directives for education (general population, employees, employers, students, children), incentive and regulatory changes for both the public and private sectors benefits from Transportation Demand Management (TDM).

US reliance on the automobile and policies allowing for sprawling development patterns have taken people farther away from work, recreation and services, causing our regions to invest heavily in highway infrastructure as well as destination parking facilities which consume significant areas of the urban landscape and valuable real estate. Today's costs for urban street resurfacing can range up to \$500,000 per mile and reconstruction can range in the millions per mile. Additionally, the average cost of a single parking stall in a structured ramp costs cities and the private sector \$28,000 per stall upfront and \$300 to \$500 annually for maintenance of each stall.

Single occupancy vehicle commuting in the US has also been identified as a health and safety crisis due both to its impact on daily exercise, but also transportation safety. CNN reported in August of 2016, of more than 1500 commuters surveyed, 55% reported higher stress levels and over 40% reported less time spent with family and friends and reduced physical activity in their lives. According to data in the Coulee Vision 2040 plan and the LAPC performance measure data, the La Crosse Region's average commute time and distance are 17.8 minutes for La Crosse County and 18.3 minutes for the Metropolitan Statistical Area, with the average statewide at 21.9 minutes, respectively.

Parking facilities catering to commuters also cost employers millions in maintenance and lost real estate development opportunities in addition to lower worker productivity. The CDC reports active commuting such as walking or biking can not only improve health outcomes, but is also known to improve employee mental "firepower" and productivity (Harvard Business Review, 2014).

This plan also recognizes the challenge of changing human behavior and the love affair American's have with single occupancy vehicles. However, we believe the time is right to use various public and private sector tools in encouraging Americans to save personal income, save their cities and employers money, contribute to their physical health and help their city become more environmentally resilient and sustainable.

Transportation Demand Management (TDM) also recognizes the inseparable relationship between land use planning and transportation planning. Historically, transportation planning has not elevated land use planning to a level of consideration similar to safety or congestion mitigation. Low density separation of land uses make alternative modes less convenient, make infrastructure more costly, make transit less cost effective, make it more likely the private sector will rely on individual facilities rather than shared facilities such as parking hubs, and generally make the developed landscape less economically self-sustainable due to the ratio of private tax value to linear feet of roadway. Additionally, cities that have focused on trying to build their way out of congestion, rather than investing in stewardship of the existing street network, have generally been burdened with heavy fiscal responsibility for the repair, operations and maintenance of facilities expansion.

### **Executive Summary**

This plan was launched in response to recommendations of various planning documents including *The Confluence, 2002,* and *Coulee Visions 2050 (LAPC-MPO)* which recognize the important relationship between the economic sustainability of transportation investment and transportation policy influencing transportation choices.

The data reviewed for this plan paints an important picture for the public and policy makers to review in the pursuit of public health, safety and welfare toward more sustainable solutions with beneficial outcomes to society.

Major data findings substantiating the need for transportation demand management planning include:

- Regional commuter patterns and volumes to urban centers and resulting infrastructure investment options/decisions
- Long term suburban growth forecasts fostering commuting to urban employment areas
- A decline in Vehicle Miles Traveled (VMT) Statewide brought about by a combination of complex factors including urban migration, transit access, the aging population and economic conditions including income levels and fuel costs
- Growing public investment in bicycle and pedestrian infrastructure

- Tax policy, infrastructure decay and the high cost of infrastructure repair
- Mode split data showing a predominance of single occupancy vehicle use and its cost in infrastructure, enforcement, parking, public health and safety and the environment.
- The high volume of urban real estate in surface parking lots (which is a poor revenue generator to cities in contrast to vertical investment in buildings and urban infill).
- The need to attract and retain labor given labor statistics for the region and the nexus between cost of living, commuting and labor attraction.
- Impending changes in transportation technology and choices that could render existing patterns of investment obsolete.

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### **Overview of Transportation Demand Management**

Transportation Demand Management seeks to use education, incentives, regulation and general policy to promote more efficient use of infrastructure (streets, parking, sidewalks, etc.) generally by spreading travel demand across multiple modes (choices) and throughout more varied time periods (avoiding "rush hours") while moving more people in the given roadway space, limiting public and private sector investment needs in both expansion and repair of costly infrastructure.

When you consider the significant cost burden of the single occupancy vehicles on personal, business and public sector budgets, the environment and social health and safety impacts, it becomes clear the US and its cities can do much better to improve economic and environmental sustainability as well as improve social outcomes.

TDM does not strive to take away mobility, but rather offer more choices, conserve valuable real estate and infrastructure investment and reduce health risks.

Many TDM plans focus on several key areas to accomplish these ideals, including parking management, multi-modal transportation investment in bicycling, transit, pedestrian and car sharing, land use management toward more urban investment and less sprawl, employer based incentives for housing and active commuting, congestion pricing and intentional programming and investment to improve transportation efficiency.

# Vision

Using clear metrics, improve the health, vitality and economic security through revolutionary urban development strategies, policies and incentives relating to multi-modal transportation models.

Revolutionize urban development policy through targeted incentives, regulation and education maximizing economic, environmental and social benefits and efficiencies through TDM policy.

or

### **Mission**

Promote through education, incentives and policy, alternative transportation over SOV's to improve health, economics and the environment.

### Existing TDM and TDM Related Initiatives

The City has adopted the following regulatory and education tools to implement the objectives of the Comprehensive Plan:

- Zoning Regulation permitting flexible urban redevelopment and mixed use TDD, PDD and Upper Floor Housing in the downtown.
- <u>A downtown district offering no minimum off street parking requirements</u>
- A pending Unified Development Ordinance with maximum parking limits throughout the City, density bonuses and land assembly incentives
- A historic preservation ordinance preserving large historic structures for adaptive re-use
- The adoption of a Transportation Vision Plan that promotes urban infill, Transit Oriented Development, Transportation Demand Management, Multi-Modal Transportation Investment and Sustainable transportation policy and investment. Additionally, the adoption of a bike-ped and complete streets plan and the adoption of NACTO (National Association of Transportation Officials Urban Street Design Guidance). <u>The City is also</u> <u>under contract with consultants who are studying the US 53 and South Avenue corridors</u> (City spending \$230,000)- focusing on land use concepts that support multi-modal <u>transportation including pulse node development, Transit Oriented Development, walkable nodes.</u>
- The establishment of 10 neighborhood associations with neighborhood plans that promote neighborhood reinvestment and revitalization.
- The adoption of the CityVision 2020 downtown plan largely focused on urban infill, redevelopment project work.
- The adoption and implementation of a transit development plan for the City and a continued investment of over \$8M annually in transit operations.
- Regular marketing and discussion with the development community including but not limited to:
  - Cinnaire
  - 360-Borton
  - The Weber Group
  - Three Amigos
  - GH, Gerrard Corp
  - Wired Development
  - MSP Development
  - DBS-Sherman-Propco-Signet
  - Alberty Development

- Benson Development
- Rousch Development
- Nicolai Development
- The Alexander Company
- Cleary Corp.
- LABA
- Stonehouse Development
- Metroplains
- The Gorman Company
- And others......
- The adoption of a floodplain relief program offering \$20K grants for flood protection and related improvements in the special flood hazard areas (promoting projects like the 52 unit, \$8M Kane Street housing project)
- A continued population density higher than the surrounding communities. (La Crosse is 3.6 ppa, Holmen, 2.8 ppa, Onalaska, 2.5 ppa, West Salem, 2.2 ppa)
- Incentive Programs
  - 12 active Tax Incremental Financing Districts
  - Since 2002, the City has injected over \$125M in its 12 active TIF districts. Of this investment, 90% of this was invested in the central City, from the Amtrak Depot to Gundersen Health Systems district. The projected resulting private tax increment from these investments exceeds \$134M annually. More importantly TIF has built up infrastructure, business and housing investment in the core urban area, setting the table and building momentum for compounding investment in the future.
  - A Robust Community Development Program, leveraging Community Development Block grants and TIF allocations exceeding \$2M annually for housing replacement and rehabilitation (over 101 new housing units created since 2000, accounting for over \$7M in new increment value)
  - An Upper Floor renovation loan program largely used for historic building conversions to Upper Floor Housing used for projects such as the Tausche Hardware building, Wiggert Building, and many others in the downtown.
  - Grants and partner support from the La Crosse Community Foundation, DNR Brownfield Funding, CouleeCap, Habitat for Humanity, La Crosse Promise, La Crosse County Neighborhood Revitalization Grants, WEDC Ready for Re-Use Grants, LADCO-LIPCO and others.

• Urban Infill Development Examples from the Past 3 Years:

Past Infill:

- $\circ$   $\;$  Total Infill housing in the core urban area since 2000=1000+  $\;$
- Estimated number of new downtown housing units downtown in the past three years=800
- Estimated new units in planning 700+
- Total number of net gain (considering demolition) housing units in the City since 2001=1,000 (new=1,619) (demo'd=663)-Important to note the characteristics of the housing demand in the City-urban dwellers are 55 and older and young workers, often having smaller household size and contributing fewer VMT's in the system.
- Additionally, the City and surrounding region's population characteristics of a greater old-young divide would indicate less VMTs, in the urban area as supported by DOT data.

• Developments:

- The Hive, a 40 unit, mixed use \$8M development for market rate urban apartments at State and 9<sup>th</sup>.
- The Landings at Three Rivers Plaza, a 44 unit urban condominium project, incentivized by Tax Incremental Financing at Copeland and the La Crosse River
- Aguilerra at West and Badger, a \$8M, 52 unit mixed use, market rate apartment development
- Lot C-Belle Square, a \$70M, 93 unit market rate mixed use apartment development at 4<sup>th</sup> and Vine, by the Weber Group. (Open), incentivized by Tax Incremental Financing.
- Gundersen Health Systems Medical Resident Housing, a \$3M+ 12 unit urban housing infill project at 8<sup>th</sup> and Tyler for Medical Resident Housing
- CDBG housing replacement, 60 homes sold since 2015, various neighborhood infill projects
- Student Housing-Over 200 new units in the campus areas, both institutional and private.
  Benson and Biondo developments.
- Eagle Crest South development at Benora Lee Court, a \$30M 144 unit senior housing development near the Gundersen Health Systems campus.
- Bakalars Adaptive Re-use-24 unit, \$5M project
- Roosevelt School Adaptive Re-use-33 units, \$6.6M

- The Historic Rubber Mills adaptive re-use and mixed use project containing 65 urban loft apartments and an investment of over \$10M, incentivized by Tax Incremental Financing at St. Andrew and Loomis Street
- Rousch Apartments at 7<sup>th</sup> and La Crosse Street, a \$2.5M 30 unit urban market rate apartment building (in permitting)
- Machine Products Building adaptive re-use-A \$33M, 40 unit market rate urban apartment, mixed use project (in planning at 2<sup>nd</sup> and Pine)
- The Hub on 6<sup>th</sup> County Administrative Building Redevelopment, a \$12M, 113 unit market rate mixed use apartment and condominium building at 6<sup>th</sup> and Badger (Owned by 360 Real Estate)
- Tausche Hardware Building Adaptive Re-use, a \$1M+ re-se to urban condominiums on 4<sup>th</sup> Street
- Kane Street Impact 7 Development (in permitting), a 52 unit, mixed income development at Kane Street and St. James Street
- 5<sup>th</sup> and Mississippi, a \$1M+ 6 unit market rate attached housing project
- 6<sup>th</sup> Street Townhouses, a 4 to 5 unit development, neighborhood infill project funded by CDBG, RFP underway.
- Riverside North (In planning, Master Developer selection pending), a 500+ unit urban neighborhood development at Copeland and Causeway on the former Mobile Oil site. (market analysis complete and developer-investor engagement underway.
- Developments Underway

Mixed Use Development Policy

The City has numerous adopted plans and policies promoting mixed use development. They include:

- The Comprehensive Plan recommendations and resulting ordinances promoting TND,
  PDD and commercial-housing mixed uses
- Policy-Action Objectives that include the City amending its zoning ordinance to allow flexible development techniques and planned mixed use developments in new neighborhoods (implemented).
- The adoption and implementation of 7 mixed use tax incremental financing districts
- The adoption of the Citi-Vision 2020 Plan and current work on the US 53 corridor plan, JDC Gundersen Health Systems campus plan and future work on the WTC-UW La Crosse Neighborhood plan and South Avenue Plan.
- Pending Neighborhood Commercial designation in the UDO

- Related Incentives
  - 7 Mixed Use TIF Districts (Projects such as Roosevelt School Redevelopment, the Bakalars Building Redevelopment)
  - Use of Community Development Block Grants offering both housing replacement and rehab, and SBDL and Upper Floor Renovation loans
  - The capitalization of the Redevelopment Authority with inclusive financial tools such as an RLF
  - Partnerships with CouleeCap, LADCO, JDC others.
- Mixed Use Projects:
  - Belle Square, \$70M, 93 apartments, 23K retail, 120K office
  - Doerflinger-\$2M Retail-Office Adaptive Re-use
  - Charmant-Restaurant, Hotel Adaptive Re-use
  - LHI Riverplace Developments, Restaurant, Office, University, Arts
  - Aguilerra, 52 housing units+retail/office
  - The Hive, 40 housing units +retail, restaurant, fitness
  - The Landings at Three Rivers Plaza, a 44 unit urban condominium project, incentivized by Tax Incremental Financing at Copeland and the La Crosse River, retail, grocery, restaurant, hotel
  - Historic Rubber Mills Adaptive Re-use, 64 apartments, retail, office
  - Previous Projects, Market Square, Grand River Station, Gateway Terrace, Michael Heights offering over 220 urban apartments and condominiums
- Boundary Agreements
  - Town of Campbell Boundary Agreement, 2004, limiting annexation, additional mutual aid, transit, sewer recycling agreements.
  - Town of Shelby Boundary Agreement (in progress)-but including joint land use planning and a concentration on urban growth in areas that support mixed density-TOD.
- CV 2050 Bike Ped Planning Implementations (See Capital Improvement Plans 2012-2017)
  - Bike Boulevard and Green and Complete Streets Implementation
  - Bike Lane and Intersection Improvements
  - o Bike Parking and amenities (through Design Review Requirements)
  - Streetscaping development

### **Opportunities and Challenges**

The following opportunities and challenges were identified by the contributing partners representing the City's public, private and non-profit sectors.

#### **Opportunities**

- Economic Gain Locally from TDM
- "First Mile/Last Mile" Planning and Access
- Better utilization of existing investments-transit, park-ride, etc.
- More market appeal
- Infill investment-small steps add up to great things
- Tax reform, incentives
- Cultural and social impacts and market desirability
- Friendlier and more welcoming community
- Creating a distinctive leadership model for the City/Region-attracting people and an opportunity for "critical mass commitment:

#### Challenges

- Willingness of people to change behavior-choices, difficulty in framing the true costs of choices and awareness of the benefits you don't know
- Mobility conveniences of the single occupancy vehicle
- Misperceptions
- Lack of knowledge of TDM benefits
- Cultural shift (new paradigm)
- Cost of improving multi-modal improvements
- Education curve and time
- Big picture thinking/outside the norm
- Cost of personal change-triggers (value based decision, convenience, cheap and easy is difficult to change)
- Modern family dynamic, two career households, time conveniences
- Financial impact to special interests and lobbies

#### **Issues Identification**

The following TDM related issues were identified by the contributing partners representing the City's public, private and non-profit sectors.

Social

- Increase health and well being
- Increase employee satisfaction and mental health
- Increase urban development
- Increase roadway safety
- Increase mental and physical health and emotional well being
- Increase multiple occupancy vehicle use
- Increase employee satisfaction
- Decrease commute
- Achieve these social outcomes, differentiating our community to attract employees and residents
- Increase free time over commuting
- Reduce congestion
- Increase health, safety and emotional well being
- Increase roadway safety for all users

#### Environmental

- Decrease surface parking
- Increase urban development
- Decrease emissions
- Public spending priorities
- Decrease SOV emissions
- Decrease run-off
- More green space
- Decrease carbon emissions (with a focus on conservations rather than technology)
- Reduce congestion
- Enhance alternative transit
- Enhance health
- Enhance alternative energy
- Decrease surface parking through increased urban development
- Decrease stormwater run-off
- Public spending priorities

#### Economic

- Focusing on larger, long term strategies such as life cycle cost will have positive effects on the rest
- Decrease infrastructure costs and also efficiency in the delivery of services

- Improve economic resiliency
- Decrease health care costs
- Expand tax base
- Decrease transportation costs to families
- Decrease infrastructure costs long term-life cycle cost considerations
- Improve profits
- Decrease transportation spending
- Increase tourism through multi-modal options
- Increase productivity
- Improve and diversify business
- Improve tax base
- Enhance infrastructure and efficiencies
- Improve economic security and resiliency
- Compact communities who are in it together (neighbors and business to support each other)

### **Reduce Single Occupancy Vehicle Commuting in the Region**

#### **Objectives:**

- Encourage Telecommuting and Flexible Employer Business Hours
- Implement Land Use Policies that Stimulate Mixed Use.
- Provide Incentives for Urban Housing Investment
- Invest in Multi-Modal Transportation
- Provide Incentives for Workforce Housing Close to Employers
- Recognize and Charge for the Full Cost of Parking
- Educate on the True Costs of Commuting in Terms of Time, Money, Health and Safety
- Scrutinize any Effort to Add Lane Miles or Expand Facilities

# Implement TDM Policies and Strategies to Maintain and Improve High Quality Air Standards

#### **Objectives:**

- Reduce Emissions
- Reduce Asthma Attacks
- Increase Clean Energy Vehicle Use
- Create a Measurable Reduction in Surface Parking
- Provide Easier Access to Bikes and Clean Energy Vehicles
- Reduce Trip Length through Mixed Use Development, Limiting Sprawl

# Implement TDM Policies and Strategies to Reduce Surface Water Run-Off

3.

#### **Objectives:**

- Encourage Intergovernmental Watershed Planning
- Reduce Surface Parking
- Improve Utilization of Business Real Estate-Sustainable Systems
- Implement Complete Streets Policies
- Improve the Public Realm Design Toward Maximum Value
- Enact Urban Infill Incentives and Land Use Regulation Reform
- Require Design/Site Plan Review

### **Reduce or Eliminate Rush Hour**

#### **Objectives:**

- Increase Transit Use-Frequency and Convenience
- "Curate a Culture" of Transportation Alternatives
- Reduce Burden of Vehicle Ownership
- Implement Peak Flow Programming
- Change the Modal Split-(Changing the % of vehicle type use (S.O.V.s)
- Smart Transportation Investment-Signals, Roundabouts and Parking System Toward Better Efficiencies, Advantaging Multiple Occupancy Vehicle/Transit Use

# **Improve Transportation Safety**

#### **Objectives:**

- Reduce Car-Bike-Ped Crashes
- Increase Transit Use
- Reduce Surface Parking
- Enact Data Driven Investment
- Education and Awareness Vigilance
- Driver Training Investment
- Employee Incentives to Reduce Crashes

### **Improve Health**

#### **Objectives:**

- Reduce Asthma Attacks
- Increase Physical Activity
- Reduce Stress
- Increase Access to Bike and Walk Friendly Environment
- "Curating a Culture"
- Reduce Burden of Vehicle Ownership
- Land Use Planning to Eliminate Food Deserts
- Employment Based Incentives for Bike-Walk
- Consider reducing the impact of driver distractions through education and transportation choices

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#### Table 1 TDM Tactics and Goals

Tactic	Goal 1: Reduce SOV Commuting	Goal 2: Maintain and Improve High Quality Air Standards	Goal 3: Reduce Surface Water Run- Off	Goal 4: Reduce or Eliminate Rush Hour	Goal 5: Improve Transportati on Safety	Goal 6: Improve Health
Charge for on-street parking using kiosk system						
Offer employer subsidized bike share membership						
Employer funded bus passes hire private (taxi) services for emergency rides						
Designate a department that could compile, facilitate, disseminate data on TDM and active/alternative transportation.						
Designate a department or hire an agency to create a comprehensive mobility plan						
Designate covered or preferably indoor bicycle parking in well lit area near entrance to building						
Implement Cash Out programs to offer a cash benefit to employees who do not use parking.						
Understand, measure and make public the causes and frequency of asthma in society and strive to improve conditions based upon findings (same as comment).						
Measure, track and compare average annual daily traffic (AADT) counts on major arterials surrounding employers, recognize (reward) ones with the greatest decrease						
Reach out to drivers education to train drivers alternative transportation modes, shared streets safety and addressing new technologies in transportation.						
Implement Cash Out programs to offer a cash benefit to employees who do not use parking.						
Expand work with local schools to promote biking, walking and transit use with children, looking toward classroom programming and curriculum surrounding civics and sustainable city design. (same as comment)						
Employ a "state of the region" discussion annually looking at updated data illustrating return on investment in TDM (same as comment)						

Implement Cash Out programs to offer a cash benefit to employees who			
do not use free parking.			
Collect, analyze, evaluate and distribute the true costs of SOV use for			
commuting and conversely the savings if commuting is not used. (same			
as comment)			
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do not use parking.			
Designate a department that could compile, facilitate, disseminate data			
on TDM and active/alternative transportation.			
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on TDM and active/alternative transportation.			
Apply for pursue bicycle and pedestrian facility grants (DOT, DNR, People			
for Bikes)			
WAZE carpool (matches commuters traveling similar routes)			
Designate a department that could compile, facilitate, disseminate data			
on TDM and active/alternative transportation.			
Gather environmental cost data on technologies with least harmful			
impacts			
Incentivize TOD (Transit Oriented Design) by adding zoning category and			
public financial incentives			
Linked payment for transit (seamless transfer e.g. bus to bike share)			
Apply for Federal and State funding (5307/STP Urban)			
Public transit evolution - privatization (ride-hailing), car sharing			
Tracking performance measurement of each TDM action			
Incentivize entrepreneurial activity in addressing food accessibility			
through small business loans, grants and publicly sponsored market			
studies (same as comment)			
Implement a density bonus program to encourage land assembly and			
residential redevelopment (same as comment)			
Implement Traffic Calming to facilitate safer bicycle/pedestrian and			
neighborhood environments			

Empower the City's Redevelopment Authority (CRA) to use tax exempt			
bonds to stimulate urban infill and transit oriented development (same			
as comment)			
Create Bus Rapid Transit Routes, alternating directions of travel lanes			
based upon demand (south in morning, north in evening)			
Designate an employee who could compile, facilitate, disseminate data			
on active/alternative transportation			
Designate an employee who could compile, facilitate, disseminate data			
on active/alternative transportation.			
Incentivize employer assisted housing programs near major employment			
densities by pairing private incentives with public rehab or replacement			
funding. (same as comment)			
Promote density/ mixed use elements for new developments, facilitate			
development at pulse nodes along corridor			
Reduce need to drive to acquire food by creating "5 minute"			
neighborhoods with food and services within 5 minute walk			
Invest in transit oriented development			
Promote density/ mixed use elements for new developments/ Add			
Neighborhood Commercial zoning category			
Dedicate staff time to data gathering transportation data.			
Employers subsidize employees living within walking distance of			
workplace			
Implement an urban housing rehabilitation program offering home			
buyers capital access to rehab urban housing			
TIF incites for elimination of off-street parking in favor of improvements			
Establish Bus Rapid Transit (BRT) stations on private property to improve			
convenience, safety, access, mobility			
Apply for grant funding/ dedicate X% of Capital Improvement Budget to			
Bike/Ped projects			
Green Complete Streets ordinance and Traffic Calming			

Mortgage assistance for employees within walking distance of work			
Dedicate staff time to data gathering transportation data striving for			
automated data, to capture trending information.			
Use smart signalization to reduce idling			
Use parking availability technologies to reduce parking search driving			
Apply for grant funding/ dedicate X% of Capital Improvement Budget to			
Bike/Ped projects.			
Dedicate staff time to data gathering transportation data.			
Provide incentives to buy or rent close to work/ Incentivize employer			
assisted housing programs near major employment densities by pairing			
private incentives with public rehab or replacement funding.			
Dedicate X% Capital Improvement (public)/ Annual budget (private) to:			
employee incentive programs (free bus passes, cash-out for parking, pre-			
tax subsidy)			
Change parking allocation			
"Unbundle" off street parking from residential leases			
Elimination of parking minimum requirements			
Offer parking "cash out" program for employees			
Institute variable market rate on-street parking that fluctuates with			
demand			
Enact Shared Streets performance standards based on NACTO guidance			
targeting the City's dense mixed use corridors			
Add Neighborhood Commercial zoning category			
Implement Form-Based code			
Require new permits for development that is not contiguous to existing			
development and infrastructure.		 	
Remove Level of Service targets for roadways and reprioritize with safety			
of all road users using vison zero concept. Vision Zero involves planning,			
designing and building roads and infrastructure to increase safety and			
reduce fatal accidents of all road users.			
Adopt NACTO guidelines for new construction			
Develop Form-Based code			

Green Complete Streets ordinance and Traffic Calming			
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reduce fatal accidents of all road users.			
Adopt NACTO guidelines for new construction			
Develop Form-Based code			
Create Business and Neighborhood Improvement Districts,			
Create Density Bonus Development program			
Require all transportation expansion projects do a full evaluation of			
impact on sustainable urban growth versus inducing demand			

Change zoning to encourage housing near employers, including			
retrofitting of density through accessory apartments.			
Create Form-Based code promoting mixed use and walkability			
Develop zoning to promote housing and services near employment			
centers			
Use TIF, CDBG and loan programs to promote; TOD, bus rapid transit,			
pulse-node corridors.			
Simplify application process for Planned Neighborhood Districts (PND)			
and Traditional Neighborhood Design (TND) zoning			
Require roundabouts be the first option for new construction.			
WAZE (real-time crowd sourced traffic data)			
Identifying routes for emergencies or special events			
Create Business and Neighborhood Improvement Districts that use			
parking revenue collected to fund and maintain neighborhood and			
district improvement, maintenance and cleaning.			
Designate a department that could compile, facilitate, disseminate data			
on TDM and active/alternative transportation.			
Redirect transportation expansion funding to smart technologies to			
make both intersection controls and parking searches more efficient,			
especially for multiple occupancy vehicles			
Invest in smart cloud based analytic services to collect real time data to			
continuously evaluate and mitigate rush hour congestion			
Require roundabouts be the first option for new construction.			
Offer incentives to employees to work from home or 4 days a week.			
Create shared office spaces which can be used by multiple employees			
with staggered work schedules			
Investing in smart technology (real-time traffic feedback and data)			

Category	Public, Private, Partnership	Approach	Tactic	Comments	Sum
Modal	Public	Regulation	Charge for on-street parking using kiosk system	Reduce Single Occupancy Vehicle (SOV) commuting, idling and parking search driving	1
Modal	Private	Incentive	Offer employer subsidized bike share membership	Encourage employers to offer bike share programs to employees	1
Modal	Private	Incentive	Employer funded bus passes hire private (taxi) services for emergency rides	Prioritize investment in transit and look for complimentary private services	1
Modal	Partnership	Incentive	Designate a department that could compile, facilitate, and disseminate data on TDM and active/alternative transportation.	Invest annually in marketing and promoting the City's bicycle infrastructure and amenities	2
Modal	Private	Incentive	Designate a department or hire an agency to create a comprehensive mobility plan	Encourage large employers to adopt comprehensive mobility plans that strive to include aggressive mode split goals for organization employees	2
Modal	Private	Incentive	Designate covered or preferably indoor bicycle parking in well-lit area near entrance to building		
Modal	Private	Incentive	Implement Cash Out programs to offer a cash benefit to employees who do not use parking.	Create employer programs that reward non- single occupancy vehicle (SOV) commuters for every SOV trip saved, with annual points and awards.	2
Modal	Partnership	Incentive	Understand, measure and make public the causes and frequency of asthma in society and strive to improve conditions based upon findings (same as comment).	Understand, measure and make public the causes and frequency of asthma in society and strive to improve conditions based upon findings	2

Modal	Partnership	Incentive	Measure, track and compare average annual daily traffic (AADT) counts on major arterials surrounding employers, recognize (reward) ones with the greatest decrease	Employ a "state of the region" discussion annually looking at updated data illustrating return on investment in TDM	2
Modal	Private	Incentive	Reach out to driver's education to train drivers alternative transportation modes, shared streets safety and addressing new technologies in transportation.	Work with area foundations to assist private driver training services to expand their ability to train drivers on alternative transportation modes, shared streets safety and addressing new technologies in transportation.	3
Modal	Private	Incentive	Implement Cash Out programs to offer a cash benefit to employees who do not use parking.	Financial incentives for actively commuting to work and avoid the use of parking	3
Modal	Public	Incentive	Expand work with local schools to promote biking, walking and transit use with children, looking toward classroom programming and curriculum surrounding civics and sustainable city design. (same as comment)	Expand work with local schools to promote biking, walking and transit use with children, looking toward classroom programming and curriculum surrounding civics and sustainable city design.	3
Modal	Partnership	Incentive	Employ a "state of the region" discussion annually looking at updated data illustrating return on investment in TDM (same as comment)	Employ a "state of the region" discussion annually looking at updated data illustrating return on investment in TDM	3
Modal	Private	Incentive	Implement Cash Out programs to offer a cash benefit to employees who do not use free parking.	Provide employer incentives for biking to work based on the health outcomes and reducing parking demand	4

### Table 2 TDM Spatial Tactics and Comments

Category	Public, Private, Partnership	Approach	Tactic	Comments	Sum
Spatial	Public	Incentive	Incentivize entrepreneurial activity in addressing food accessibility through small business loans, grants and publicly sponsored market studies (same as comment)	Incentivize entrepreneurial activity in addressing food accessibility through small business loans, grants and publicly sponsored market studies	2
Spatial	Public	Regulation/Incentive	Implement a density bonus program to encourage land assembly and residential redevelopment (same as comment)	Implement a density bonus program to encourage land assembly and residential redevelopment	2
Spatial	Public	Incentive	Implement Traffic Calming to facilitate safer bicycle/pedestrian and neighborhood environments	Implement corridor land use recommendations to develop walkability in neighborhoods and nodal commercial development accessible by walking and biking	3
Spatial	Partnership	Incentive	Empower the City's Redevelopment Authority (CRA) to use tax exempt bonds to stimulate urban infill and transit oriented development (same as comment)	Empower the City's Redevelopment Authority (CRA) to use tax exempt bonds to stimulate urban	3

				infill and transit oriented development	
Spatial	Public	Incentive	Create Bus Rapid Transit Routes, alternating directions of travel lanes based upon demand (south in morning, north in evening)	Apply for funding to retrofit certain corridors with designs that allow for automated vehicle transit services	3
Spatial	Private	Incentive	Designate an employee who could compile, facilitate, disseminate data on active/alternative transportation	Budget annual funding to disseminate the true costs of commuting utilizing UW Extensions study on tax differentials to influence sprawl, housing and transportation choices	4
Spatial	Private	Incentive	Designate an employee who could compile, facilitate, and disseminate data on active/alternative transportation.	Aggressively promote the environmental, social and economic advantages of living close to services and employment	4
Spatial	Partnership	Incentive	Incentivize employer assisted housing programs near major employment densities by pairing private incentives with public rehab or replacement funding. (same as comment)	Incentivize employer assisted housing programs near major employment densities by pairing private incentives with public rehab or replacement funding.	4

Spatial	Public	Incentive	Promote density/ mixed use elements for new developments, facilitate	Promote higher density	4
			development at pulse nodes along corridor	development along complete	
				streets corridors to allow a	
				greater percentage of the	
				population to take advantage	
				of non-SOV modes	
Spatial	Private	Incentive	Reduce need to drive to acquire food by creating "5 minute"	Promote local markets	4
			neighborhoods with food and services within 5 minute walk	including farm markets/	
				Build compact developments	
				that create a sustainable	
				local market for	
				neighborhood scale groceries	
Spatial		Incentive	Invest in transit oriented development	Invest in transit oriented	4
				development	
Spatial	Partnership	Regulation	Promote density/ mixed use elements for new developments/ Add	Tie food access to transit	4
			Neighborhood Commercial zoning category	lines/ Tie transit lines to food	
				access	
Spatial	Partnership	Incentive	Dedicate staff time to data gathering transportation data.	Update transportation data	4
				for the impending	
				Comprehensive Plan rewrite	
				including survey of trips	
Spatial	Private	Incentive	Employers subsidize employees living within walking distance of	Market neighborhoods close	5
			workplace	to employment more	
				aggressively	
Spatial	Public	Incentive	Implement an urban housing rehabilitation program offering home	Implement an urban housing	5
			buyers capital access to rehab urban housing	rehabilitation program	
				offering home buyers capital	
				access to rehab urban	

				housing	
Spatial	Public	Incentive	TIF incites for elimination of off-street parking in favor of improvements	Incentivize business to reduce off street parking in favor of greater improvements to business real estate, through tax abatement, TIF strategies or public grants for workforce development	5
Spatial	Private	Incentive	Establish Bus Rapid Transit (BRT) stations on private property to improve convenience, safety, access, mobility	Look for bus rapid transit lane retrofits where buses may decrease commute times from transit oriented corridors	5
Spatial	Public	Incentive	Apply for grant funding/ dedicate X% of Capital Improvement Budget to Bike/Ped projects	Invest in recreational trails that can also assist with bike and walk commuting	5
Spatial	Public	Incentive	Green Complete Streets ordinance and Traffic Calming	Implement complete streets policies and a new paradigm for public realm design placing pedestrians first/ Expand Complete Streets investment to Shared Streets concepts for targeted corridors	6
Spatial	Partnership	Incentive	Mortgage assistance for employees within walking distance of work	Pair foundation capital, city capital with business capital	6

				to offer employees mortgage assistance to purchase homes within walking distance of work	
Spatial	Partnership	Incentive	Dedicate staff time to data gathering transportation data striving for automated data, to capture trending information.	Intensify the collection of data to empower policy makers on the Return on Investment of connecting land use reform to transportation policy showing data such as gallons of fuel saved each year, reduction in greenhouse gases, the shifting of trip time and length and the economic sustainability of dense walkable development.	6
Spatial	Public	Regulation	Use smart signalization to reduce idling	Invest in smart signalization and parking availability technologies to reduce idling and parking search driving	7
Spatial	Public	Regulation	Use parking availability technologies to reduce parking search driving	Invest in smart signalization and parking availability technologies to reduce idling and parking search driving	7
Spatial	Public	Incentive	Apply for grant funding/ dedicate X% of Capital Improvement Budget to Bike/Ped projects.	Increase investment in bike- ped amenities and infrastructure/ Prioritize	8

				investment in bike and walk infrastructure/	
Spatial	Partnership	Incentive	Dedicate staff time to data gathering transportation data.	Evaluate gaps in infrastructure and amenities for bikes and pedestrians and prioritize these areas for investment	8
Spatial	Partnership	Incentive	Provide incentives to buy or rent close to work/ Incentivize employer assisted housing programs near major employment densities by pairing private incentives with public rehab or replacement funding.	Provide incentives to buy or rent close to work/ Incentivize employer assisted housing programs near major employment densities by pairing private incentives with public rehab or replacement funding.	11
Spatial	partnership	Incentive	Dedicate X% Capital Improvement (public)/ Annual budget (private) to: employee incentive programs (free bus passes, cash-out for parking, pre-tax subsidy)	Continue to invest in bicycle infrastructure /Invest in urban bike, ped and transit infrastructure/ Continue to invest in bike boulevard projects/ Provide dedicated facilities for bikes and pedestrians both on and/or off corridors/ Evaluate gaps in infrastructure and amenities for bikes and pedestrians and prioritize these areas for investment	20

Spatial	Public/	Incentive/Regulation	Change parking allocation	Implement Cash Out	32
	Private			programs to offer a cash	
				benefit to employees who do	
				not use free parking/ Require	
				off street parking be	
				"unbundled" from leases so	
				consumers understand the	
				full cost of parking/ Provide	
				incentives for not using	
				parking/ Manage surface	
				parking through improved	
				land use strategies,	
				elimination of parking	
				minimum requirements, the	
				promotion of mixed use	
				transit and bike-ped oriented	
				development and shared	
				parking hubs/ Implement	
				parking "cash out" programs	
				offering employees	
				incentives to not use SOV	
				parking at employment	
				destinations/ Institute	
				variable market rate on-	
				street parking that fluctuates	
				with demand	
Spatial	Public	Regulation	"Unbundle" off street parking be from residential leases		
Spatia					
Spatial	Public	Regulation	Elimination of parking minimum requirements	Eliminate regulatory parking	
				minimums/Eliminate off	
				street parking minimum	

				regulations/ Eliminate	
				parking minimums in favor of	
				either parking maximums or	
				market driven off street	
				parking	
Spatial	Public	Regulation	Enact Shared Streets performance standards based on NACTO guidance	Enact Shared Streets	1
			targeting the City's dense mixed use corridors	performance standards	
				based on NACTO guidance	
				targeting the City's dense	
				mixed use corridors	
Spatial	Public	Regulation	Add Neighborhood Commercial zoning category	Create a new neighborhood	1
		_		commercial category for	
				neighborhood scale services	
				and retail uses	
Spatial	Public	Regulation	Implement Form-Based code	Simplify design review to a	1
				performance and Form-	
				Based system reducing off	
				street parking and favoring	
				development impacts on	
				walking, biking and transit	
Spatial	Public	Regulation	Require new permits for development that is not contiguous to existing	Limit expansions to only	2
			development and infrastructure.	those areas where the	
				resulting infrastructure	
				catalyzes sustainable urban	
				investment (resulting	
				investment along corridor is	
				self-supporting with	
				infrastructure life cycle costs	

				and O&M).	
Spatial	Public	Regulation	Remove Level of Service targets for roadways and reprioritize with safety of all road users using vison zero concept. Vision Zero involves planning, designing and building roads and infrastructure to increase safety and reduce fatal accidents of all road users.	Remove Level of Service (LOS) targets from decision making for facilities expansion investment when based upon suburban and rural comprehensive plan predictions and the desire to build our way out of congestion. Instead, use expansion investment only to catalyze sustainable urban investment and/or to advance public safety needs. Include sustainable urban investment as a measure of required environmental documentation for new expansion investments.	2
Spatial	Public	Regulation	Adopt NACTO guidelines for new construction	Employ NACTO guidance to prioritize bicycle and pedestrian and bicycle infrastructure on all new construction projects	2
Spatial	Public	Regulation	Develop Form-Based code	Change and simplify the zoning code to Form-Based zoning, allowing more density and use flexibility	3

				removing barriers to urban development	
Spatial	Private	Regulation	Create Business and Neighborhood Improvement Districts,	Implement Neighborhood Improvement Districts and Business Improvement Districts to focus on Complete Streets investments, Enact a parking utility system allowing parking revenues to benefit urban areas such as downtown Business Improvement Districts who are working on urban infill, mixed use and shared streets	4
Spatial	Public	Regulation	Create Density Bonus Development program	Establish housing targets for certain districts based upon employment data and market evaluation, and align incentives and regulations accordingly	5
Spatial	Public	Regulation	Create Density Bonus Development program	Employ land use regulatory reform that moves the City toward denser corridor development where walking and biking are emphasized due to dense mixed use opportunity.	5

Spatial	Public	Regulation	Require all transportation expansion projects do a full evaluation of impact on sustainable urban growth versus inducing demand	Require all transportation expansion projects do a full evaluation of impact on sustainable urban growth versus inducing demand	6
Spatial	Public	Regulation	Change zoning to encourage housing near employers, including retrofitting of density through accessory apartments.	Employ land use regulation reform to encourage workforce housing investment within walking distance to major employers	6
Spatial	Public	Regulation	Create Form-Based code promoting mixed use and walkability	Change the zoning code to Form-Based zoning, allowing more density and use flexibility/ Move away from segregated land use style zoning toward a Form-Based code offering greater flexibility for density and mixed use, while emphasizing bike-ped-transit performance requirements/ Promote and incentivize mixed use development and land use planning that promotes walkability	13
Spatial	Public	Regulation	Develop zoning to promote housing and services near employment centers	Promote mixed use land use planning/ Mix housing, employment and services around major employment	16

				centers	
Spatial	Public	Regulation	Use TIF, CDBG and loan programs to promote; TOD, bus rapid transit, pulse-node corridors.	Align redevelopment incentives like TIF, CDBG and Loan Programs with urban mixed use nodes and Transit Oriented development / Look for opportunities to install bus rapid transit lanes/ Invest in transit oriented development/ Implement corridor pulse- node strategies with aligned incentives and regulations	18
Spatial	Public	Regulation	Simplify application process for Planned Neighborhood Districts (PND) and Traditional Neighborhood Design (TND) zoning	Lobby for federal pre- disaster relief funding to redevelop areas in the special flood hazard zones, with positive outcomes for green infrastructure and high design, energy efficient, mixed inclusive housing with transit, bike, ped access to employment centers.	4
Spatial	Public	Regulation	Require roundabouts be the first option for new construction.	Implement roundabouts rather than signals at major intersections	4
Spatial	Private	Incentive	WAZE (real-time crowd sourced traffic data)		

Spatial	Public	Incentive	Identifying routes for emergencies or special events		
Spatial	Public	Regulation	Create Business and Neighborhood Improvement Districts that use parking revenue collected to fund and maintain neighborhood and district improvement, maintenance and cleaning.	Install pay station technology to make pay-to- park more convenient for users and base cost on demand	6

### Table 5 TDM Temporal Tactics and Comments

Category	Public, Private, Partnership	Approach	Tactic	Comments	Sum
Temporal	Public	Incentive	Redirect transportation expansion funding to smart technologies to make both intersection controls and parking searches more efficient, especially for multiple occupancy vehicles	Redirect transportation expansion funding to smart technologies to make both intersection controls and parking searches more efficient, especially for multiple occupancy vehicles	3
Temporal	Public	Incentive	Invest in smart cloud based analytic services to collect real time data to continuously evaluate and mitigate rush hour congestion	Invest in smart cloud based analytic services to collect real time data to continuously evaluate and mitigate rush hour congestion	4
Temporal	Public	Regulation	Require roundabouts be the first option for new construction.	Invest in smart signal technology and roundabouts	4
Temporal	Private	Incentive	Offer incentives to employees to work from home or 4 days a week.		
Temporal	Partnership	Incentive	Create shared office spaces which can be used by multiple employees with staggered work schedules		
Temporal	Public	Regulation	Investing in smart technology (real- time traffic feedback and data)		

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# TDM Performance Metrics

1. Goal: Use TDM to Reduce Single Occupancy Vehicle Commuting in the	Region
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Objective	Performance Metrics
Encourage Telecommuting and Flexible Employer Business Hours	Annual Employer survey of changing policy in the workforce measuring the number of implemented changes in the private sector.
Implement Land Use Policies that Prioritize Mixed Use.	Acreage and equalized value of mixed use urban infill projects.
Provide Incentives for Urban Housing and Mixed Use Investment	Return on investment measurement for each public dollar invested including the integration of private sector implementation of TDM strategies
Invest in Multi-Modal Transportation	Annual ridership measurement across all public and private mass transit systems
Provide Incentives for Workforce Housing Close to Employers	Housing units developed with a 10 minute walk of major employers as identified by GIS analysis.
Recognize and Charge for the Full Cost of Parking	Implementation of revenue-cost accounting for various public parking facilities
Educate on the True Costs of Single Occupancy Vehicle Commuting in Terms of Time, Money, Health and Safety	Annual number of public outreach events where this message is delivered and number of people affected
Scrutinize any Effort to Add Lane Miles or Expand Facilities	Changes in federal and state policies on approach to expansion projects measured by impacts on sustainable urban investment over projected congestion mitigation.

Objective	Performance Metric
Reduce Emissions	Air quality measurement coordination with the Wisconsin DNR and estimates on the number of fossil fuel- vehicle miles traveled in the region over time.
Reduce Asthma Attacks	Coordination with the medical community on asthma rates in the region and an understanding of impacts from vehicle emissions.
Increase Clean Energy Vehicle Use	Data on regional vehicle type registrations
Create a Measurable Reduction in Surface Parking	GIS-Aerial photo/infrared interpretation of urban land cover over time
Provide Easier Access to Bikes and Clean Energy Vehicles	Tracking of public and private improvements and incentives
Reduce Trip Length through Mixed Use Development, Limiting Sprawl	Measurement of the number of housing units and options within a 10 minute walk to employment centers

#### 2. Goal: Use TDM to Maintain and Improve High Quality Air Standards

### 3. Goal: Use TDM to Reduce Surface Water Run-Off

Objective	Performance Metric
Encourage Intergovernmental Watershed Planning	The delivery of intergovernmental watershed
	plans
Improve Utilization of Business Real Estate-	Measurement of the conversion of surface parking
Sustainable Systems	to improved tax base (assessor and buildings and
	safety records)
Implement Complete Streets Policies	Annual CIP implementations
Improve the Public Realm Design Toward	Measurement of the number and miles of

Maximum Value	conversions of current streets to NACTO shared
	streets
Enact Urban Infill Incentives and Land Use	Identification of target infill zones such as corridor
Regulation Reform	"pulse nodes", floodplain redevelopment zones
	and blight elimination where regulatory reform
	has catalyzed urban investment. Also measured by
	equalized valuation changes in the City (GIS
	mapping of assessed value over time)
Require Design/Site Plan Review	Number of design review procedures conducted
	annually (Planning Operations Plan).

Objective	Performance Metrics
Increase Transit Use-Frequency and Convenience	Ridership tracking for both public and private
	mass transit use
"Curate a Culture" of Transportation Alternatives	Measure overall growth in alternative
	transportation modes
Reduce Reliance Vehicle Ownership	Measure vehicle registrations in the region and
	consider a wheel tax
Implement Peak Flow Programming	Number of major employers flexing hours and
	incentivizing employees to use multiple occupancy
	vehicles
Change the Modal Split-(Changing the % of vehicle	Measure changes through census data and MPO
type use (S.O.V.s)	sources
Smart Transportation Investment-Signals,	Annual investment in new systems and resulting
Roundabouts and Parking System Toward Better	data from real-time transportation efficiency
Efficiencies, Advantaging Multiple Occupancy	tracking.
Vehicle/Transit Use	

## 5. Goal: Improve Transportation Safety through TDM

Objective	Performance Metrics
Reduce Car-Bike-Ped Crashes	Tracking of annual car-ped-bike crashes
Increase Transit Use	Ridership tracking
Reduce Surface Parking	GIS analysis of urban land cover
Enact Data Driven Investment	Development of automated data delivery to
Education and Awareness Vigilance	Measurement of per-capita people effected by outreach efforts annually
Driver Training Investment	Number of driving instructor schools teaching the

	true costs of driving single occupancy vehicles and training on telephone use and driving
Employee Incentives to Reduce Crashes	Inventory of employer based programs in the
	region

#### 6. Goal: Use TDM to Improve Health

Objective	Performance Metrics
Reduce Asthma Attacks	Regional medical data on asthma rates
Increase Physical Activity	City's walk score <u>www.walkscore.com</u>
Reduce Stress	Local employer tracking-time off work,
	illnesses, health
Increase Access to Bike and Walk Friendly	City's walk score <u>www.walkscore.com</u>
Environment	
"Curating a Culture"	Annual evaluation of grass roots changes in
	transportation habits, events, employment,
	services, housing choices (locally developed
	index measuring a variety of factors)
Reduce Reliance on Vehicle Ownership	Regional vehicle registration measurement
Land Use Planning to Eliminate Food Deserts	Development of food access city wide reducing
	food deserts (GIS analysis)
Employment Based Incentives for Bike-Walk-	Measurement of employer driven programs in
Transit	the City-coordination through the Greater La
	Crosse Area Chamber of Commerce
Consider reducing the impact of driver	Number of driving instructor schools teaching
distractions through education and	the true costs of driving single occupancy
transportation choices	vehicles and training on telephone use and
	driving

### Data References

Coulee Vision 2050 (2013) Prepared for La Crosse Area Planning Committee, Prepared by URS and MSA, Professional Services City of La Crosse Bicycle and Pedestrian Master Plan (2012) Prepared for the City of La Crosse, Prepared by T.Y. Linn International and Yaggy Colby Engineering

Other data sets:

- American Community Survey-US Census % People Driving (Commuting Alone)
- US Department of Transportation Commuting Mile Averages
- o City of La Crosse Engineering Department Road Operations and Maintenance Cost Projections
- o INRIX data on the costs of time spent in vehicles for Americans
- Network of Employers for Traffic Safety, 2015-Crashes and Lost Work Days Data
- o AllState Insurance-2012 The Real Costs of Commuting
- o City of La Crosse Engineering Estimates on the Construction Costs of Public Parking
- o Wisconsin Department of Transportation Data-Road Repair and Maintenance Planning for Connecting Highways