City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Meeting Agenda

Bicycle-Pedestrian Advisory Committee

Tuesday, January 9, 2024 | **8:30 AM** | **City Hall - Hedgehog Room**

Members of the public will be able to attend the meeting in person in the Hedgehog room at City Hall located at 400 La Crosse St in La Crosse or online via video conferencing with the link below.

Join Zoom Meeting
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Meeting ID: 839 4190 2780
Passcode: 856024

Dial by your location
1-312-626-6799

Call to Order

Roll Call

Approval of Minutes

Approval of December 12, 2023 meeting minutes.

Agenda Items:

1. 24-0021 Annual Code of Ethics Policy Review.

Attachments: City of La Crosse Code of Ethics Policy

2. 24-0056 Bicycle and Pedestrian Master Plan Update and Work Session - ALTA

Attachments: Executive Summary
Active Trip Potential Memo
Equity Analysis
High Injury Network Analysis
La Crosse Phase One Public Involvement Summary
Plan Review Summary
State of the Practice Summary

3. Discussion on possible 2025-2029 CIP Requests.

4. Call for future agenda items.

Adjournment

Notice is further given that members of other governmental bodies may be present at the above scheduled meeting to gather information about a subject over which they have decision-making responsibility.

NOTICE TO PERSONS WITH A DISABILITY
Requests from persons with a disability who need assistance to participate in this meeting should call the City Clerk's office at (608) 789-7510 or send an email to ADAcityclerk@cityoflacrosse.org, with as much advance notice as possible.

Bicycle and Pedestrian Advisory Committee Members: CM Larry Sleznikow, Brooke Pataska , Grace Janssen, Jeff Fennie, Randi Pueschner, Robert Young, Stephanie Sward, Chelsey Boldon

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City Hall
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Text File

File Number: 24-0021

Agenda Date:

Version: 1

Status: Agenda Ready

In Control: City Plan Commission

File Type: General Item

Agenda Number: 1.

DIVISION 2. - CODE OF ETHICS

Footnotes:
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***State Law reference—** Code of ethics for public officers and employees, Wis. Stat. § 19.41 et seq.; code of ethics for local government officials, employees and candidates, Wis. Stat. § 19.59.*

Sec. 2-126. - Definitions.

The following words, terms and phrases, when used in this division, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

Anything of value means any money or property, favor, service, payment, advance, forbearance, loan or promise of future employment, but does not include compensation and expenses paid by the City, fees, honorariums and expenses which are permitted and reported under Wis. Stat. § 19.56, political contributions which are reported under Wis. Stat. ch. 11 or hospitality extended for a purpose unrelated to City business by a person other than an organization.

Public employee means any person excluded from the definition of a public officer who is employed by the City of La Crosse.

Public officer means all City officers as defined in Wis. Stat. § 62.09 and all members of Boards, Commissions and Agencies established or appointed by the Mayor or Common Council, whether paid or unpaid.

(Code 1980, § 2.48(A))

Cross reference— Definitions and rules of construction, § 1-2.

Sec. 2-127. - Declaration of policy.

It is declared that high moral and ethical standards among City officers and employees are essential to the conduct of good representative government and that a Code of Ethics for the guidance of Public officers and employees will help them avoid conflicts with improved standards of public service and will promote and strengthen the confidence of the residents of this City in their public officers and employees.

(Code 1980, § 2.48(B))

Sec. 2-128. - Distribution of division.

(a) The City Clerk shall cause to be distributed to each public officer and employee a copy of this division before entering upon the duties of the public officer or employee's office or employment.

(b) Each public officer, the President of the Common Council, the Chair of each board, commission or agency and the head of each department shall, between January 1 and January 31 each year, review the provisions of this division and with fellow Council, board, commission, agency members or subordinates, as the case may be, and certify to the City Clerk by February 15 that such annual review had been undertaken. A copy of this division shall be continuously posted on each department bulletin board wherever situated.

(Code 1980, § 2.48(F))

Sec. 2-129. - Ethics Board.

(a) *Membership.*

(1) The Ethics Board shall be composed of five voting members. The members shall be citizens chosen from the private sector who shall not have an affiliation with City government in any capacity. The members shall be appointed by the Mayor with the approval of the majority vote of the City Council.

(2) Terms of office of the citizen members shall be three years.

(b) *Officers and staff.*

(1) The Ethics Board shall have its own Chair and Vice-Chair.

(2) The City Attorney shall furnish the Ethics Board whatever legal assistance, which may become necessary. The Ethics Board may determine the need for private counsel.

(c) *Advisory opinions.* Any person governed by this Code may apply in writing to the Ethics Board for an advisory opinion. Applicants shall present their interpretation of the facts at issue and of the applicability of the provision of this Code before the advisory opinion is rendered. All opinions shall be in writing and adopted by the Ethics Board by resolution. The Ethics Board's deliberations and action upon such applications shall be in meetings not open to the public, but notice of such meetings shall be given pursuant to Wis. Stat. § 19.84, Record of the Ethics Board opinions, opinion request and investigations of violations may be closed to public inspection, as permitted by Wis. Stat. ch. 19. The Ethics Board, however, may make such records public with the consent of the applicant.

(Code 1980, § 2.48(G)(1), (G)(2))

Cross reference— Boards and commissions, ch. 2, art. X.

Sec. 2-130. - Violations and complaints.

(a) The City Clerk shall accept from any person, except a member of the Ethics Board, a signed original complaint that states the name of the official or employee alleged to have violated this Code and that sets forth the material facts involved in the allegation. The City Clerk shall forward

the original complaint to the Ethics Board Chair within three working days.

(b) Time limitations. No action may be taken on any complaint that is filed more than one year after a violation of this division is alleged to have occurred.

(c) Ethics Board procedures. Following the receipt of a complaint:

(1) The Ethics Board shall notify the accused within ten calendar days.

(2) The Ethics Board shall convene within 20 calendar days.

(3) The Ethics Board may make preliminary investigations with respect to alleged violation of this Code. A preliminary investigation shall not be initiated unless the accused official or employee is notified in writing within ten calendar days from the initial meeting. The notice shall state the purpose of the investigation and the individual's specific action or activities to be investigated.

(4) The Ethics Board shall make every effort to conclude within 120 calendar days.

(d) Hearings. If the Ethics Board finds that probable cause exists for believing the allegations of the complaint, the Ethics Board may issue an order setting a date for a hearing. If the Ethics Board elects to hold a hearing, the Ethics Board shall give the accused at least 20 calendar days' notice of the hearing date. Such hearing shall be conducted pursuant to the contested case hearing requirements of Wis. Stat. ch. 227 at open session unless the accused petitions for a hearing closed to the public and good cause to close the hearing is shown.

(e) Right of representation. During all stages of an investigation or proceeding conducted under this section, the accused or any person whose activities are under investigation is entitled to be represented by counsel of personal choice and at personal expense.

(f) Due process. The accused or the accused's representative shall have an adequate opportunity to:

(1) Examine all documents and records to be used at the hearing within a reasonable time before the date of the hearing as well as during the hearing;

(2) Have witnesses heard;

(3) Establish all pertinent facts and circumstances; and

(4) Question or refute any testimony or evidence, including the opportunity to confront and cross-examine adverse witnesses.

(g) Power to subpoena and administer oaths. The Ethics Board shall have the power to administer oaths and compel the attendance of witnesses by issuing subpoenas as granted other boards and commissions.

(h) Vote of the Ethics Board. The majority vote of the Ethics Board shall be required for any action taken by the Ethics Board.

(i) Evidentiary standard. If the recommendation is that a violation of this division has occurred, the Ethics Board must be convinced by clear and convincing evidence that such violation occurred.

(j) Violations.

(1) If the Ethics Board finds that a violation of this division has occurred, the Ethics Board shall report their findings in writing to the City Council, complainant, and accused, through the City Clerk, within ten working days after reaching a conclusion.

(2) If the Ethics Board determines that an official or employee has violated any provision of this Code, the Ethics Board may, as part of its report to the City Council, make any of the following recommendations:

a. In case of an official who is an elected City Council Member, that City Council considers sanctioning, censuring or removing the person.

b. In the case of a citizen member or other elected or appointed City officer, that the City Council consider removing the person from the committee, board or office.

c. In the case of an employee, that the employee's appointing authority consider discipline up to and including discharge of the employee.

d. That the City Council consider imposing a civil forfeiture in an amount not exceeding $1,000.00 for each offense.

(3) If the Ethics Board finds that no violation has occurred, the Ethics Board shall notify the complainant, the accused, and City Clerk in writing within five working days.

(k) Penalties.

(1) If the Ethics Board files a report with the City Council finding that an official or employee has violated the Ethics Code, such report shall be referred to the Judiciary and Administration Committee for a report. The Judiciary and Administration Committee may recommend to the City Council a penalty for the violation and/or recommendation that a hearing be held on the issue of the penalty. If a hearing is recommended by the Judiciary and Administration Committee, then the Mayor shall schedule a hearing before the City Council and cause notice to be mailed to the interested parties, including the person accused of the violation at least ten days prior to the date set for the hearing. At the hearing, the evidence in support of the penalty recommendations by the Ethics Board and/or Judiciary and Administration Committee shall be presented by the City Attorney or by a member of the City Attorney's staff. The accused, who may appear in person or who may be represented by an attorney, shall be entitled to present the City Council such evidence as may be relevant, competent and material in regard to the penalty for the violation.

(2) Upon completion of the hearing or other proceeding by the City Council, judgment shall be entered by the City Council determining the penalty for violation of this division found by the Ethics Board and may include a recommendation of discipline of the person to the person's appointing authority up to and including discharge from employment or removal from office, in accordance with Wis. Stat. Ch. 17.

(3) Any person violating this division may be subject to a Class A forfeiture for each offense.

(Code 1980, § 2.48(G)(3)—(G)(12))

Cross reference— Class A forfeitures, § 1-7.

Sec. 2-131. - Standards of conduct.

(a) There are certain provisions of the Wisconsin Statutes which should, while not set forth herein, be considered an integral part of any Code of Ethics.

(b) Accordingly, the provisions of the following sections of the Wisconsin Statutes are made a part of this division and shall apply to public officers and public employees whenever applicable, to-wit:

Wis. Stat. § 946.10 - Bribery of Public Officers and Employees

Wis. Stat. § 946.11 - Special Privileges from Public Utilities

Wis. Stat. § 946.12 - Misconduct in Public Office

Wis. Stat. § 946.13 - Private Interest in Public Contract Prohibited

(Code 1980, § 2.48(C))

Sec. 2-132. - Disclosures.

In addition to the foregoing statutory provisions, the following disclosure and related requirements are hereby established:

(1) *Disclosure of interest in legislation.* To the extent that a member of the Common Council and any public officer or employee of the City of La Crosse knows thereof, such member, officer or employee, whether paid or unpaid, who participates in the discussion or gives official opinion to the Council on any legislation before the Council, shall publicly disclose the nature and extent of any direct or indirect financial or other private interest such person has in such legislation.

(2) *Disclosure of interest in other matters.* To the extent that a member of a board, commission or agency, and any other public officer or public employee of the City of La Crosse knows thereof, such member, officer or employee, whether paid or unpaid, who participates in discussion or gives official opinion to any such board, commission or agency on any matter before it, shall publicly disclose the nature and extent of any direct or indirect financial or other private interest such person has in such matters.

(3) *Confidential information.* No public officer or employee may intentionally use or disclose information gained in the course of or by reason of such public officer or employee's official position or activities in any way that could result in receipt of anything of value for such

person, or such person's immediate family as defined by Wis. Stat. § 19.42, or for any other person or organization, if the information has not been communicated to the public or is not public information.

(4) *Special privileges.* No public officer or employee may use or attempt to use any public position to influence or gain unlawful benefits, advantages or privileges for the public officer or employee or others.

(5) *Conduct after termination of employment.* No public officer or employee, after the termination of service or employment with the City, shall appear before any Board or Agency of the City of La Crosse in relation to any case, proceeding or application in which the public officer or employee personally participated during the period of service or employment, or which was under the public officer or employee's active consideration.

(Code 1980, § 2.48(D))

Sec. 2-133. - Gifts and gratuities.

(a) No public officer or employee shall receive or offer to receive, either directly or indirectly, any gift, gratuity, or anything of value which the public officer or employee is not authorized to receive from any person, if such person:

(1) Has or is seeking to obtain contractual or other business or financial relationships with such public employee's employer or the governmental body of the public official;

(2) Conducts operations or activities which are regulated by such public employee's employer or the governmental body of a public official; or

(3) Has interests which may be substantially affected by such public employee's employer or the governmental body of the public official.

The receipt of any gift, gratuity, or anything of value as denoted in this subsection (a) is contrary to the public policy of the City of La Crosse.

(b) The following is the policy to be followed in determining whether or not public officer or employees of the City of La Crosse may attend as a guest:

(1) It will be the choice of the official or employee to accept or not accept guest status when such individual is the primary speaker or on the program agenda as a participant in the program.

(2) It will be the choice of the official or employee to accept or not accept guest status when such individual is honored for distinguished service.

(3) It will be the choice of the official or employee to accept or not accept guest status when such individual attends functions in other capacities than that as an elected official or as an employee of the City.

(4)

It will be the choice of the official or employee to accept or not accept a meal at meetings which are instructional and job-related and, if the employee or official chooses to accept a meal, the cost of such should be submitted to the City of La Crosse for payment.

(Code 1980, § 2.48(E))

Secs. 2-134—2-164. - Reserved.

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Text File

File Number: 24-0056

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In Control: Bicycle-Pedestrian Advisory Committee

File Type: General Item

Agenda Number: 2.

To: City of La Crosse

From: Alta Planning + Design

Date: January 3, 2024

Re: Summary of Existing Conditions memos

Existing Conditions Summary

Introduction

To prepare for the update of the La Crosse Bicycle and Pedestrian Master Plan, Alta compiled a series of memos with important context information gathered from community engagement, data analysis, and research. Together, the existing conditions memos provide information that will help identify themes about how people in La Crosse experience bicycling and walking today and key issues and opportunities to address in the plan. The following memos are attached for the full detail for each topic, and each is summarized below:

- Community engagement summary
- Existing plans and policies
- Active Trip Potential, Equity, and High Injury Crash Network memos
- State of the Practice: national best practices and peer communities review

Community Engagement Summary

The first phase of engagement focused on introducing the Pedestrian and Bicycle Plan update in the context of previous and recent planning efforts and existing conditions. During this phase, the team employed a series of strategies to reach a mix of audiences in La Crosse: pop-up events, web map, online and print survey, walk audits, and open houses.

Phase One Engagement Opportunities:

- 100 community members reached through four pop-up events
- 245 people made comments on the interactive web map
- 390 surveys were completed (313 on biking and 77 on walking)
- 12 participants attended two neighborhood walk audits in North and South La Crosse
- 62 people attended three open houses in North and South La Crosse

Key Themes from Community Engagement:

- Participants happy that the city is investing in walking and bicycling improvements
- Desire for improved crosswalks (better paint, more crossing signals, etc.)
- 196 specific locations in La Crosse were identified as a barrier to walking or bicycling
- The top factors reported that would make walking more convenient:
    - Keeping sidewalks and trails clear of ice and snow during winter
    - Intersections that feel safer to cross
    - Building sidewalks and trails to connect to destinations
- The top factors reported that would make biking more convenient:
    - Providing more separation between bicycles and cars
    - Growing the network of bicycle facilities by adding bicycle lanes and trails
    - Safer / easier crossings at intersections
- People tend to walk and bicycle less in the winter
- Between May and October, participants commonly walk to recreation, health, or exercise-based locations and are very unlikely to walk to access bus, transit, or other transportation options or school/work

The attached community engagement memo has a detailed summary of each event and the feedback received, including detail about the specific locations identified as barriers.

Summary of Existing Plans

The update of the Bicycle and Pedestrian Master Plan will build upon previous and recent planning efforts. To understand this context, Alta reviewed 24 plans that were previously adopted or in progress. The summary of existing plans memo highlights six of those plans in detail: Bicycle and Pedestrian Master Plan (2012), Confluence: the 2002 adopted Comprehensive Plan, Forward La Crosse: Updated Comprehensive Plan (October 2023), City of La Crosse Safe Routes to School Plan (2021), Climate Action Plan (2022-2023), Imagine 2040 La Crosse Downtown Master Plan (2021).

Key Themes from Recommendations in Existing Plans:

- Comfort and safety for people walking of all ages and abilities, including improved pedestrian crossings, curb ramps, and complete sidewalk network
- Comfort, safety, and connectivity of the bike network for people of all ages and abilities and increase on- and off-street bicycle facilities
- Roadway design and traffic signal timing that reduces motorized vehicle speeds and increases safety for people walking and bicycling
- Culture of walking and bicycling: policy, education, encouragement, enforcement, and evaluation
- Recognition of excellence in bicycling and walking among peer cities
- Sustainable mobility options and green infrastructure
- Funding opportunities to implement bike and pedestrian projects

The attached existing plans memo has a detailed summary of recommendations from all the reviewed plans organized by theme, as well as detailed summaries of the six plans listed above.

Active Trip Potential Overview and Findings

To understand active travel demand, Alta conducted an active trip potential analysis using origin-destination data for La Crosse from Replica to visualize the share of private auto and taxi trips that could reasonably be accomplished by bicycling (i.e., less than three miles) or by walking (i.e., less than one mile).[1]

Key Themes from Active Trip Potential Analysis:

- The area in central La Crosse (from just south of the University of Wisconsin-La Crosse campus to Weston Street and bounded by West Ave and Losey Blvd) has the highest active trip potential for bicycling trips—that is, trips of three miles or less. Active trip potential for trips that could be accomplished on foot (one mile or less) is more concentrated immediately surrounding campus in the Goosetown-Campus neighborhood.
- Although it is easy to get around the UW-La Crosse campus and surrounding area on foot or by bicycle, many students have cars on campus. Some students may choose to drive to and from campus and their jobs due to needing to travel late at night, winter weather, and convenience.
- The area also has several senior high-rises, the residents of which may receive rides to destinations.

[1] Replica is an activity-based travel demand model that generates a synthetic population and models their trip making behavior. The latest data available is for a typical spring weekday in 2023.

- South of Cass St, there is more owner-occupied housing. The major arterials surrounding these neighborhoods may contribute to the number of shorter car trips. People may need to either cross or use major arterials to get to their destination, which they may not be comfortable with walking or biking.

- Residents of the area with the highest active trip potential may lack safe walking and biking access to a nearby grocery store, which may lead them to need to drive or get a ride to pick up groceries.

The attached active trip potential memo includes more detail on the methodology of the analysis as well as maps and a summary of areas with high active trip potential.

Equity Analysis Overview and Findings

The equity memo summarizes a mapping-based analysis of equity considerations in La Crosse. Studies from across the country routinely find that some demographic groups typically face greater barriers than others in getting to the places they need to go, especially in communities designed primarily for motor vehicles. The equity analysis utilizes census data related to economic opportunity, access to a vehicle, air quality, tree canopy coverage, coronary heart disease, income, race and ethnicity, educational attainment and concentration of youth and seniors. The equity analysis seeks to discover where people with the highest need for transportation options live within La Crosse.

Key Themes from Equity Analysis:

- The highest-priority equity areas within La Crosse are generally located toward the west side of the community, including parts of the Pettibone, Lower Northside and Depot, Downtown, Powell-Poage-Hamilton, and Hintgen neighborhoods, and the UW La Crosse, Black River, Gundersen, and Isle La Plume districts.

- These areas of highest equity concern are concentrated around highways and busy roads, including US Highway 14, US Highway 53, and WI Highway 35, which may contribute to lower property values and poor air quality, both of which could be correlated with higher poverty rates.

- These areas also contain land uses such as surface parking, the hospital, industrial land uses, park land, and the floodplain and marsh. There is thus less residential land use than in other parts of the city, but existing residential uses in the area include senior housing, student housing, and lower-income neighborhoods.

- Given the high concentration of higher-priority equity areas around highways and busy roads, it is important for the Bicycle and Pedestrian Master Plan Update to consider how these roads impact people walking and biking in La Crosse.

The attached equity memo gives more detail about the equity analysis, including methodology and maps.

High Injury Network Overview and Findings

Alta completed a mapping-based analysis to identify the High Injury Network (HIN). High injury networks (HIN) illustrate that often a small number of improvable roadways can address most of the injury-causing or killed and serious injury (KSI) crashes. This approach moves beyond typical crash history and allows for a better understanding of the types of roadways in La Crosse where users are most at risk.

The final HIN accounts for 59.8% of injury crashes and 70.4% of KSI crashes in La Crosse and immediate surroundings during the study period. The HIN includes 10.2% of roadway centerline miles in the study area.

The top High Injury Network segments by crash severity were:

- 3rd Street South between Cass Street and Division Street
- West Avenue South between State Street and Cass Street
- Losey Boulevard between State Road and Green Bay Street
- State Road 16 between Quarry Road and Bluff Pass Road
- The Great River Road between I-90 and West George Street

The attached High Injury Network memo includes a detailed summary of the analysis and a map.

State of the Practice: National Best Practices and Peer Communities Review

To inform the updated Bicycle and Pedestrian Master Plan, Alta completed a review of national best practices and peer cities. The national best practices review includes a summary of the Bike Friendly Community guidelines and Walk Friendly Community guidelines including recommendations from previous La Crosse applications. The memo also summarizes design guidance documents from organizations such as FHWA, AASHTO, and NACTO and approaches to supporting walking and bicycling including 8-80 Cities, Complete Streets, Vision Zero, Safe Systems, and Universal Design. The memo also summarizes efforts to further environmental justice, address climate change, and reduce auto dependency.

Primary Recommendations from the Bike Friendly Communities Application:

- **Bicycle Master Plan:** Develop and adopt a new Bicycle Master Plan with specific and measurable goals, supported by dedicated funding. Regularly update the plan to align with best practices, national standards, and ensure continual evaluation and improvement.
- **Bike Network Expansion:** Expand and enhance the bike network, following a facility selection criterion that prioritizes separation and protection of bicyclists based on motor vehicle speed and volume.

- **Bicycle Safety Education:** Integrate bicycle safety education into the routine curriculum for students of all ages. Focus on creating safe and convenient environments for biking and walking around schools. Collaborate with local bicycle groups and parents to establish Safe Routes to School programs for all K-12 schools.
- **Adult Bicycle Education:** Develop opportunities for bicycle education aimed at adults. Tailor classes or events to address the concerns of demographics who currently feel unsafe riding, creating an inclusive and welcoming environment.
- **Trip Reduction Initiatives:** Implement a community-wide trip reduction ordinance/program, commuter incentive program, and a Guaranteed Ride Home program to encourage and support bike commuters in La Crosse.
- **Bicycle Count Program:** Continue developing a bicycle count program using various data collection methods, including automated and mobile counters. This will provide long-term data on bicycle use at fixed points and assess changes in the community's road or bicycle network.

Primary Recommendations for Improvement from the Walk Friendly Communities Application:

- Organize car-free days to encourage alternative modes of transportation and community interaction.
- Expand safety education and outreach to specific audiences, including children, motorists, and older pedestrians.
- Implement an ongoing pedestrian count program to assess walking levels regularly.
- Conduct pre- and post-evaluations for pedestrian projects to understand their impact on safety and walkability.

Feedback by Section:

- **Community Profile:** La Crosse is on the right track, with positive aspects such as the mayor signing the International Charter for Walking. However, there is room for improvement in dedicating more staff time to pedestrian issues.
- **Status of Walking:** The city is on the right track with a relatively high mode share for walking. Suggestions include reviewing pedestrian crash data and considering additional safety measures.
- **Planning:** La Crosse is on the right track with a pedestrian plan, but improvements could include setting specific goals, creating design guidelines, and enhancing outreach to minority and low-income groups.
- **Education & Encouragement:** The city is on the right track, particularly with Safe Routes to School programs. Recommendations include ongoing education for various stakeholders and tailoring campaigns to specific populations.
- **Engineering:** La Crosse received a Walk Friendly designation for outstanding sidewalk design standards. Suggestions include prioritizing countdown signals and considering turn restrictions in the downtown area.

- **Enforcement:** The city is on the right track, especially with bike patrol-certified officers. Recommendations include consistent speed enforcement, decoy crosswalk operations, and interagency coordination to improve pedestrian safety.

Design Guidance Documents

The state of the practice memo summarizes design guidance from the following sources:

- National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide (update expected to be released soon)
- Don't Give Up at the Intersection
- Designing for Small Things with Wheels (working paper)
- NACTO Urban Street Design Guide
- FHWA Separated Bike Lane Planning and Design Guide
- AASHTO Guide for the Development of Bicycle Facilities (update expected to be released soon)
- AASHTO Guide for Planning, Design and Operation of Pedestrian Facilities
- Wisconsin DOT Bicycle Facility Design Handbook
- Wisconsin DOT Guide to Pedestrian Best Practices

The state of the practice memo includes descriptions of typical best practice design solutions to support bicycling and walking including:

- **Neighborhood Greenways / Bicycle Boulevards** designed as shared space with traffic calming features that help slow down car traffic on neighborhood streets.

- **On Street Bike Lanes,** including painted bicycle lanes, **buffered bicycle lanes** and **protected bicycle lanes** with painted or physical separation added to provide more separation from vehicle traffic and comfort for people bicycling.

- **Trails,** which provide bicyclists and pedestrians the opportunity to travel outside of a road right-of-way.

- **Sidewalks,** which provide a space for pedestrians to use that is physically separated from traffic. Additional space adjacent to the sidewalk such the boulevard or terrace zone along the curb edge can be used for vegetation or street furniture and utilities, which provides greater pedestrian separation from the roadway.

- **Pedestrian crossing facilities,** which provide opportunities for pedestrians to cross a roadway either at an intersection or midblock. All pedestrian crossing should be designed and built to the standards set in the Americans with Disabilities Act (ADA), including curb ramps. **Crossings with High-Visibility Paint** improve visibility for pedestrians and drivers, enhancing safety. **Rectangular Rapid Flashing Beacons** (RRFBs) and other treatments installed at crosswalks alert drivers and improve pedestrian visibility.

The state of the practice memo has more detail about the best practice design guidelines and their application to bicycle and pedestrian facility design.

Policy Approaches to Supporting Walking and Bicycling

The state of the practice memo summarizes policy approaches that cities can use to support walking and bicycling:

- **8 to 80 Cities** is an approach guided by the idea that if a city is "great for an 8 year old and an 80 year old, then it will be better for all people." The **8 80 Cities** organization provides resources and services for communities including training and toolkits.

- **Complete Streets** policies help communities develop a commitment to planning, designing, implementing, and maintaining streets that are safe for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. Complete Streets policies should be regularly reviewed and updated to ensure they keep up with best practices. The National Complete Streets Coalition has resources for communities developing policies, including model language and trainings.

- **Safe System** approach is a program of the Federal Highway Association (FHWA) which follows six principles: 1) death / serious injury is unacceptable, 2) humans make mistakes, 3) humans are vulnerable, 4) responsibility is shared, 5) safety is proactive, 6) redundancy is crucial.

- **Vision Zero** is a strategy that acknowledges that traffic deaths are preventable and takes a system approach to prevention. A model resolution is available as a starting point. Then, data is analyzed to develop a High Injury Network, like the one being created for the La Crosse Bicycle and Pedestrian Master Plan update. Using this information, a Vision Zero Action Plan outlines specific steps to reach the goal, focused on prioritizing areas where safety improvements will have the biggest impact.

- **Universal Design** is the design and composition of an environment so that it can be accessed, understood, and used to the greatest extent possible by all people regardless of their age, size, ability or disability. There are resources about universal design available from the Center for Universal Design.

Environmental Justice, Climate Change and Behavior Change

Cities around the United States are finding ways to reflect their own unique context and priorities while tackling big issues like environmental justice and climate change, which are challenges shared across many communities. The state of the practice memo includes more detail about each of these issues.

- **Environmental Justice:** Local plans and policies can support environmental justice by including the voices of people from impacted communities in future decisions and prioritizing improvements, such as infrastructure, in impacted neighborhoods.

- **Climate Change:** The Bicycle and Pedestrian Master Plan Update is one tool to achieve the city's Climate Action Plan goals. Currently, 34% of the City's greenhouse gas emissions comes from transportation. Shifting trips away from single-occupancy trips to walking and bicycling will help reduce these emissions.

- **Behavior Change:** Transportation Demand Management (TDM) focuses on how people make transportation decisions and works to influence behavior to use existing infrastructure in more efficient ways. TDM strategies can be a complement to infrastructure improvements and an opportunity for partnership with institutions and employers.

Peer Communities Review

The state of the practice memo summarizes three peer communities whose recent experiences can help inform the La Crosse Bicycle and Pedestrian Master Plan update:

- **Appleton, Wisconsin** is currently developing a Complete Streets policy and design guide for all streets in Appleton, as well as a safe pedestrian crossing policy and prioritization process. Developing a design guide and/or a quick-build program could be a key strategy to support whole-network, systemic bicycle and pedestrian safety improvements in the city of La Crosse.

- **Rochester, Minnesota** recently updated its Active Transportation Plan. Like La Crosse, the previous plan was adopted in 2012. In the update, Rochester focused on developing an all-ages and abilities bicycle network. The network was designed to come within 1/8 mile of key destinations as much as possible, and considered where excess roadway capacity could be reallocated to bicycle facilities. La Crosse's approach to developing pedestrian and bicycle networks and prioritization of improvements could be informed by Rochester's approach.

- **Northfield, Minnesota** recently developed a Pedestrian and Bike Analyzation with interim and permanent designs for protected bikeways and recommendations on how to select a preferred bikeway type based on project types identified in the city's capital improvement program (CIP). La Crosse could develop a similar approach for selecting a preferred bikeway design based on project types identified in Northfield's CIP.

To: City of La Crosse

From: Alta Planning + Design

Date: January 3, 2024

Re: Active Trip Potential Analysis

Active Trip Potential

Introduction

Not all locations can support active transportation modes easily because of unsupportive infrastructure or long trip distances making walking and biking infeasible. While emerging modes such as e-bikes and e-scooters provide new options, ranges, and convenience, their ability to affect change is often contextually defined by an area's land use and infrastructure support. For example, a Brookings report examined trip distances in major metropolitan areas of the United States, and found that neighborhoods closer to the urban core and with more human-scale neighborhood designs had more trips that were under three miles.[1] In their review, they found that about 50% of all trips in the regions studied had trips under four miles, with between 22-30% of trips not exceeding one mile.[1] These short trips represent the potential market for walking, biking, and electrified micromobility (scooters and e-bikes), and it is largest in cities. For example, a review of 20 bicycle-friendly cities found they were "characterized by high-density urban development, diversified land-use planning and a safe and comfortable transport network."[2] These cities shared traits such as compact neighborhoods and small geographic areas that facilitated shorter trip distances, in combination with the supportive infrastructure to unlock that potential.[2]

Understanding potential demand for active transport will help La Crosse identify where facilities may be needed or improved to best support walking, bicycling, bike share/scooter share, and other first/last mile trips.

Methodology

To understand active travel demand, Alta conducted an active trip potential analysis using origin-destination data for La Crosse from Replica to visualize the share of private auto and taxi trips that could reasonably be accomplished by bicycling (i.e., less than three miles) or by walking (i.e., less than one mile).[3]

[1] Brookings Institute. Tomer A., Kane J. Vey J. Connecting people and places: Exploring new measures of travel behavior. 2020. https://www.brookings.edu/interactives/connecting-people-and-places-exploring-new-measures-of-travel-behavior/

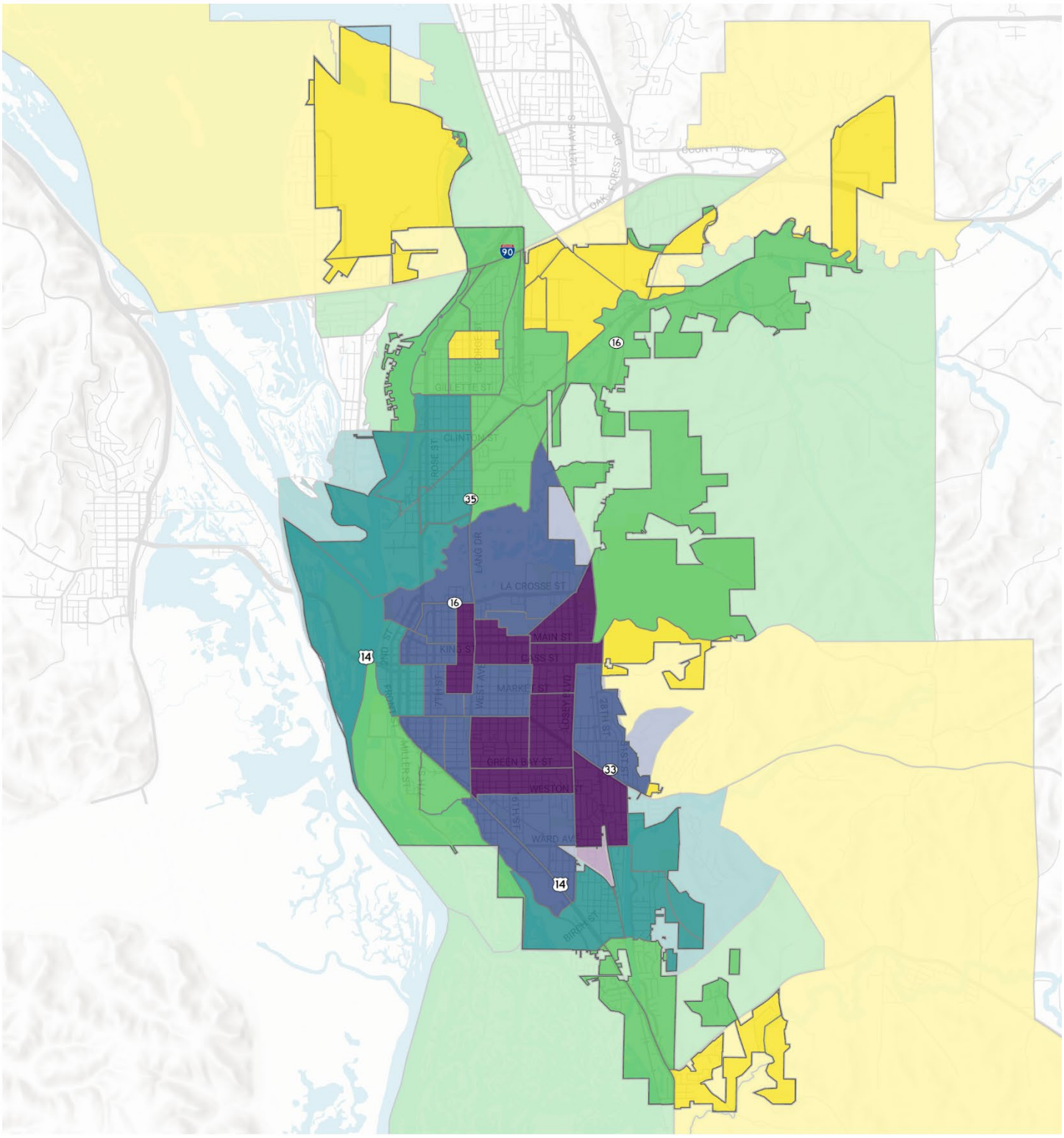
[2] Mohamed Zayed. Towards an index of city readiness for cycling. International Journal of Transportation Science and Technology 5. 210-225. 2017. https://www.sciencedirect.com/science/article/pii/S2046043016300399?via%3Dihub

[3] Replica is an activity-based travel demand model that generates a synthetic population and models their trip making behavior. The latest data available is for a typical spring weekday in 2023.

While short trips tend to be indicators of potential trips that could be met using active modes (i.e., walking, biking, rolling), the analysis assumes that it may be unrealistic to expect that all short trips be converted to active transportation modes. Further, even if supportive and more comfortable infrastructure is provided, there are several reasons why trips may still be made by non-active modes, including:

- Heavy Loads. In many cases, cargo bikes can support many types of grocery or shopping trips, but some heavy loads are often bulky or heavy enough to warrant the use of the vehicle.
- Travel Trip Type. Some trips are chained in a way that make it difficult to envision using active transportation for the entire tour/trip. For example, if one leg of a trip that is part of a chain of trips is too long to consider using an active mode, the entire tour/trip may be better made using a vehicle. Specifically, if a pedestrian typically walks half a mile to work on most days but on occasion needs to travel to a doctor's appointment that is two miles away, they might drive rather than walk on these days.
- Personal Preference. Some members of the community may elect to never bike or walk even if an all ages and abilities network is provided in a community.
- Physical Impairment. Some members of the community may have an impairment that prevents them from comfortably using active transportation.
- Seasonal Weather. Active trips become more difficult to accomplish in some weather conditions. While walking and biking trips may still be viable in many instances, it may be uncomfortable and there may be times where it is inadvisable, such as a heatwave or unhealthy air conditions.

Figures 1 and 2 show the percent of modeled private auto and taxi trip starts under one mile and under three miles by Transportation Analysis Zones (TAZs) to allow a comparison of travel activity.



DEMAND ANALYSIS

LA CROSSE ACTIVE
TRANSPORTATION PLAN UPDATE

FORWARD LA CROSSE
BICYCLE AND PEDESTRIAN MASTER PLAN

0 1 2 MILES

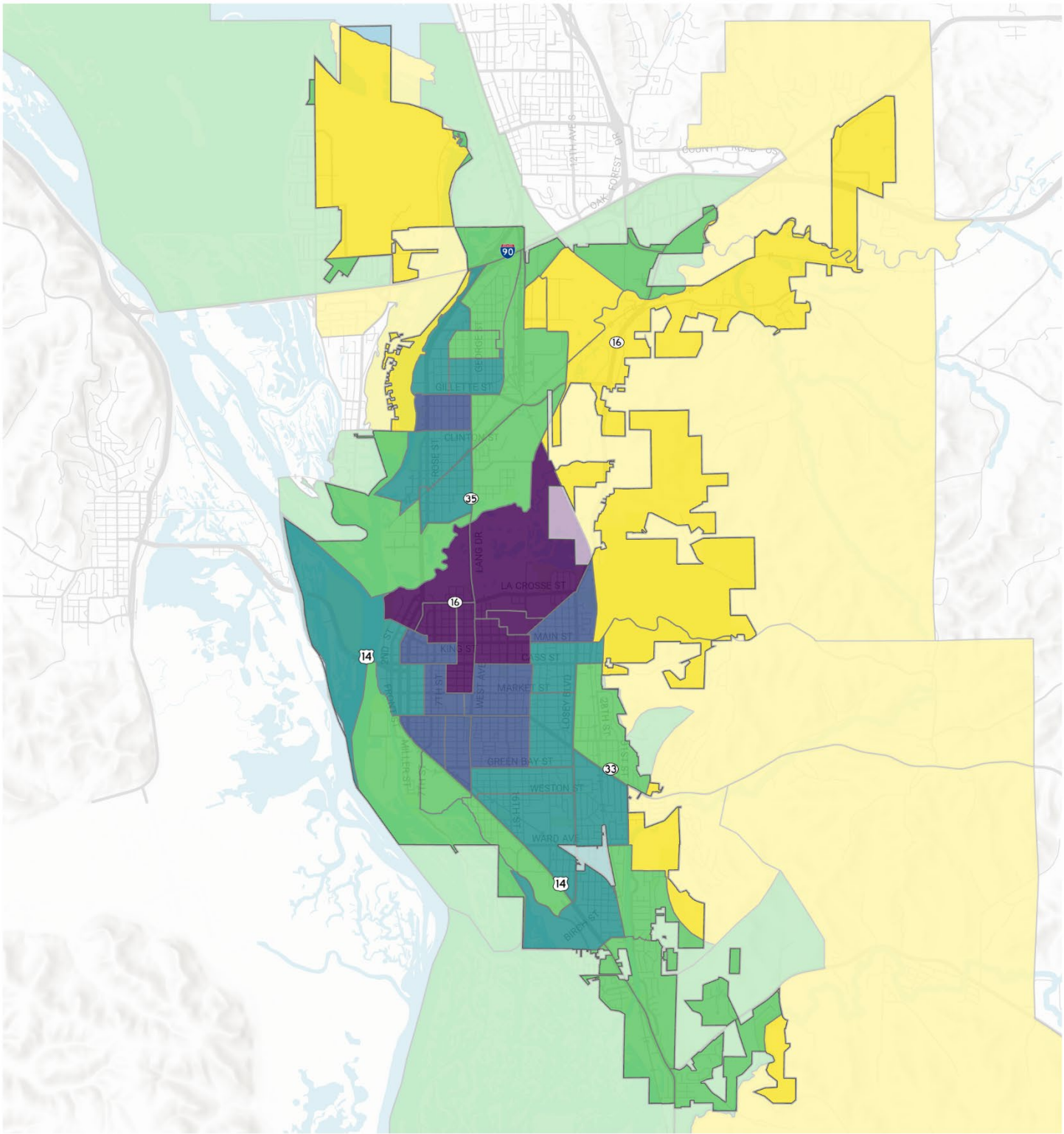
N

PERCENT OF AUTO AND
TAXI TRIPS UNDER 3 MILES

- 15-30%
- 30-40%
- 40-50%
- 50-60%
- 60-70%

BASE MAP

- Railroad
- Park
- Waterbody
- City Limits



DEMAND ANALYSIS

LA CROSSE ACTIVE
TRANSPORTATION PLAN UPDATE

PERCENT OF AUTO AND
TAXI TRIPS UNDER 1 MILE

- 2-5%
- 5-15%
- 15-20%
- 20-25%
- 25-37%

BASE MAP

- Railroad
- Park
- Waterbody
- City Limits

Findings

The area in central La Crosse (from just south of the University of Wisconsin-La Crosse campus to Weston Street and bounded by West Ave and Losey Blvd) has the highest active trip potential for bicycling trips—that is, trips of three miles or less. Active trip potential for trips that could be accomplished on foot (one mile or less) is more concentrated immediately surrounding campus in the Goosetown-Campus neighborhood.

Although it is easy to get around the UW-La Crosse campus and surrounding area on foot or by bicycle, many students have cars on campus. Some students may choose to drive to and from campus and their jobs due to needing to travel late at night, winter weather, and convenience.

The area also has several senior high-rises, the residents of which may receive rides to destinations.

South of Cass St, there is more owner-occupied housing. The major arterials surrounding these neighborhoods may contribute to the number of shorter car trips. People may need to either cross or use major arterials to get to their destination, which they may not be comfortable with walking or biking.

Residents of the area with the highest active trip potential may lack safe walking and biking access to a nearby grocery store, which may mean they need to drive or get a ride to pick up groceries.

Ensuring that there are safe and convenient walking, biking, micromobility, and transit options may help students and other residents choose to make more trips on foot or by bicycle.

MEMORANDUM

To: City of La Crosse

From: Alta Planning + Design

Date: January 3, 2024

Re: Equity Analysis

Introduction – Why consider Equity?

Studies from across the country routinely find that some demographic groups typically face greater barriers than others in getting to the places they need to go, especially in communities designed primarily for motor vehicles. These demographic groups include (but are not limited to): people who identify as black, indigenous and people of color; youth; older adults; people with low incomes; people without a high school diploma; people without access to a motor vehicle; and people overburdened by housing costs.[1][2][3] For example, many youth and seniors are not be able to drive and therefore may experience reduced mobility in a transportation system designed solely for motor vehicles; someone without a high school diploma who works multiple part-time jobs to make ends meet may not have access to a direct, reliable bus route after a late shift; and someone living below the poverty line may be further burdened by the high cost of owning and maintaining a car, or may be unable to afford to live in a place with multiple transportation options.

In addition to potential socioeconomic barriers, some barriers in communities are a result of historic patterns of injustice that have shaped the physical environment. Infrastructural barriers can negatively affect people's ability to access jobs, services, and education, among other destinations. For example, highways and high-stress roadways have often been built through communities of color and through low-income communities, displacing residents and cutting people off from jobs, services, and economic opportunity. The practice of redlining and other racially discriminatory real-estate practices has also had a lasting impact on the demographic spatial distribution in many American cities. Racially explicit and damaging housing policies of the past have implications for transportation today, as communities of color may be more vulnerable to gentrifying housing pressures which can lead to displacement to areas with fewer economic opportunities, less publicly funded infrastructure, and limited transportation options. In many places, the physical barriers in a city are further compounded by second-order effects such as worsened air quality, increased urban heat, limited opportunities for physical exercise, and higher crash rates – amounting to environmental, health, and safety burdens that are not distributed equally across the population. Critically examining equity is important because many of the barriers within our transportation system, their resulting burdens, and the communities who experience them are often spatially related. Too often, the communities in the places most impacted by transportation investments are excluded from the planning processes that can influence them. Contemporary transportation

[1] Dannenberg A, Frumkin H, Jackson R. Making Healthy Places. 1st ed. Washington D.C.: Island Press; 2011.
[2] International City/ County Management Association. Active Living for Older Adults: Management Strategies for Healthy & Livable Communities.; 2003. http://www.ca-ilg.org/sites/main/files/file-attachments/resources__Active_Living.pdf. Accessed February 22, 2020.
[3] Mckenzie B. Modes Less Traveled—Bicycling and Walking to Work in the United States: 2008 –2012. Am Community Surv Reports. 2014

planning practice seeks to address inequity by naming specific demographic groups because many transportation inequities today can be traced to historical government policies that have resulted in barriers for those demographic groups. In the absence of accounting for equity, transportation planners risk further cementing inequality in our transportation systems.

Improving transportation options that don't rely on single-occupancy vehicles – e.g., by improving connections through public transit, walking, or biking—is an effective way for La Crosse to begin overcoming inequities where they exist.

This analysis seeks to discover where people with the highest need for transportation options live within La Crosse. Understanding where these communities are most densely located will help to prioritize improvements and ensure that the benefits of future investments reach everyone. Working towards equity may mean prioritizing active and public transportation funding in areas with a greater concentration of disadvantaged populations instead of distributing funding equally based on geography.

How to Measure Equity Using Data

Evaluating equity as it relates to transportation is not a 'one-size-fits-all' approach. Defining equity is a highly context-dependent exercise and disadvantaged populations will vary from community to community. As a starting place, Alta has identified six dimensions of equity to operationalize the term in the context of transportation data analysis. The datasets that we use in the equity analysis stem from these overarching dimensions, and are all large-scale, publicly available, and spatially attributable data.

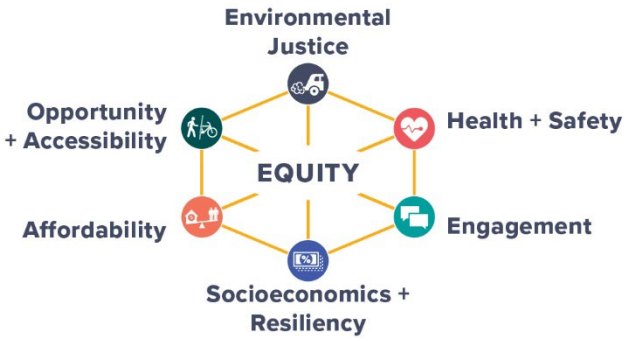


Figure 1. Dimensions of Equity: What facet of equity is important to a particular community is highly contextual.

The six dimensions of equity are defined below. They provide the basis for the inclusion of the data that was utilized in the equity analysis.

1. **Engagement:** The inclusion of those who have been historically excluded and marginalized from power and decision-making processes. *(Engagement is essential to equitable planning processes, and while this analysis doesn't operationalize any datasets related to engagement specifically, one of the primary uses for the analysis of the other five dimensions is to inform engagement priorities.)* [4]

2. **Opportunity + Accessibility**: Opportunities for people to improve their quality of life, and the role of transportation in enabling the connections to those opportunities.

3. **Environmental Justice**: The disproportionate exposure to pollution and other environmental burdens that people face as a result of proximity to industry, the transportation system, or other pollution sources.

4. **Health + Safety:** The disparate outcomes from the built environment that impact people's health and the role of the transportation system in enabling safe systems.

5. **Affordability**: The variable costs that housing and transportation impose on people's lives and its connection to their quality of life and risk of involuntary displacement.

6. **Socioeconomics and Resiliency**: Resiliency to a major unforeseen disruption or natural disaster. Socially vulnerable populations are especially at risk during public health emergencies or economic crises because of factors like socioeconomic status, household composition, minority status, or housing type and transportation options.

[4] Engagement is difficult to capture well in a large, publicly available spatial database due to its localized, historical and contextual nature. There are no actionable databases that we know of that indicate the degree of political enfranchisement of different communities at the national scale. We acknowledge that this is a major component of any project and recommend that it be described separately, but in addition to, the other five dimensions of equity. While our proposed index does not account for this dimension of equity directly, it is correlated with the other factors considered. In addition, we encourage projects to integrate equitable engagement into their analysis to the greatest extent possible.

Methods

The project team gathered the datasets below into a database at the census block group level to complete the equity analysis. The project team compiled these variables, percentile ranked[5] them relative to the study region (La Crosse), and then combined them through a weighted sum using the weights in Table 2 (see appendix).[6] Once the index was calculated, a map of the results was generated by categorizing all the census block groups into four bins that indicate how high they score on the index.[7] Higher scores indicate areas of higher priority.

Table 1. Data Used in the La Crosse Equity Analysis

Dimension of Equity	Data Measure	Definition
Opportunity + Accessibility	**Economic Opportunity**	The percentage of people who grew up in a given census tract who, 30 years later, don't live in a wealthy census tract
	Access to a Vehicle	The percentage of households without access to a vehicle
Environmental Justice	**Air Quality**	The quantity of particulate matter (PM2.5) in the air
	Canopy Coverage Gap	The amount of canopy in a place compared to its natural land cover according to the USDA Forest Service (with canopy targets adjusted for population density for more realistic goal setting)
Health + Safety	**Coronary Heart Disease**	The percent prevalence of coronary heart disease
Affordability	**Income**	The percentage of households making less than 200% of the Federal Poverty Level, which is a threshold set by the U.S. Census Bureau and updated annually.
Vulnerability	**Race and Ethnicity**	The percentage of the population that identifies as non-white and/or Hispanic/Latino
	Educational Attainment	The percentage of the population over 25 years of age with educational attainment at or less than a high school diploma or equivalent.
	Youth & Seniors	The percentage of the population under the age of 18 and over the age of 65

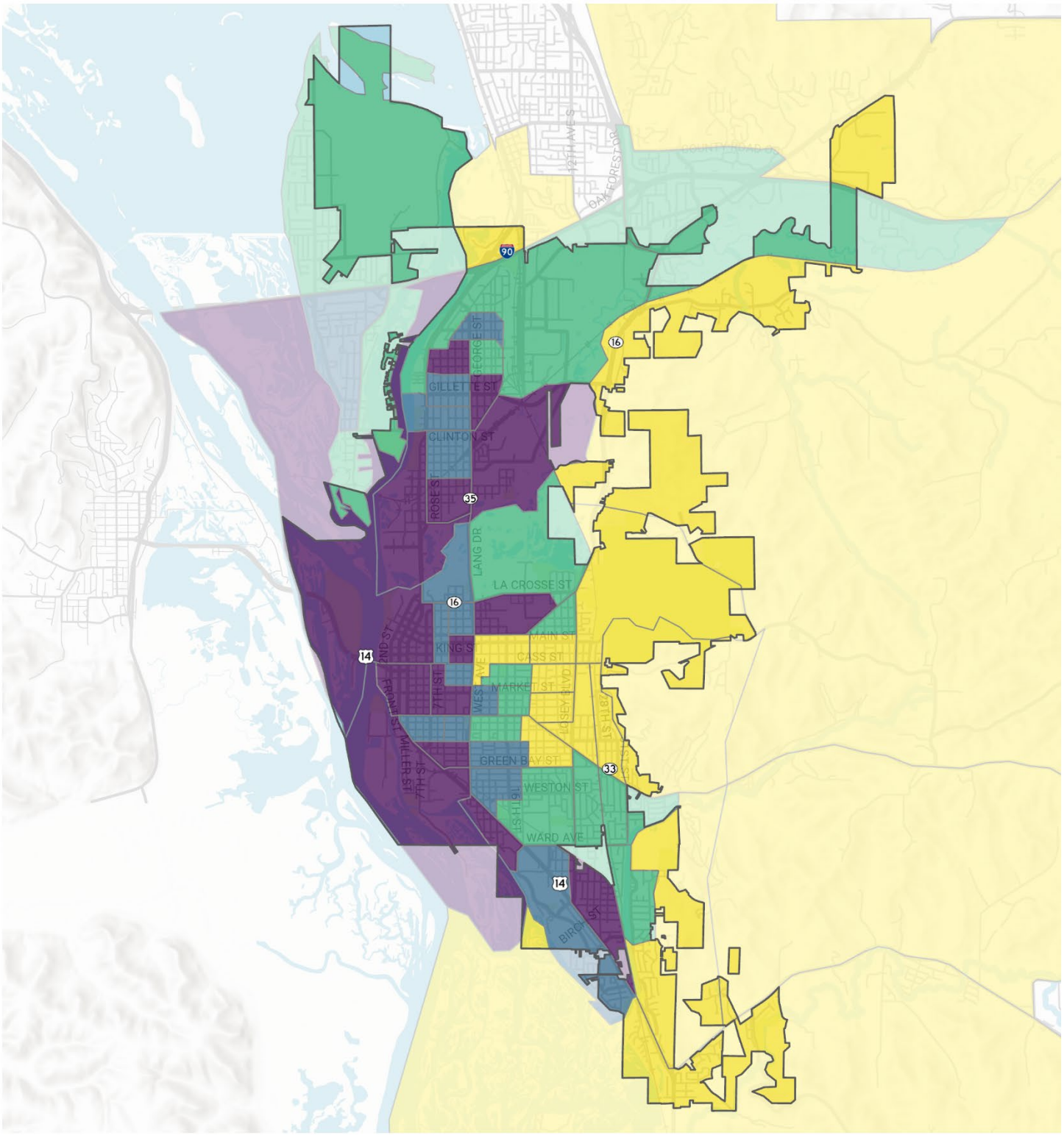
[5] Percentile ranking is a way to evaluate the relative standing of a value within a data set and to standardize variables with different ranges of values. A percentile rank is the percent of scores in the distribution that are less than it. For example, if Block Group A receives a 0.65 percentile rank for total population, that means that out of all the census block groups in the study area, 65% of them have a smaller total population than Census Block A.

[6] Variable weights are established based on an extensive review of best practices in equity analysis. Housing cost burden, which is typically included as part of Alta's equity analysis, was missing data for parts of the area, so the 5% weight on that variable was reallocated to Low Income Households as a proxy.

[7] The census block groups are categorized using quartiles, which means that the distribution of their index scores is broken out into four bins comprised of an equal number of census block groups in each bin.

Results

Identification of equity priority areas are determined based on the composite equity score. For the purposes of this plan, block groups with a composite score in the top quartile (top 25%) are considered areas of highest need. The composite scores are shown on the following page.



EQUITY ANALYSIS

LA CROSSE ACTIVE TRANSPORTATION PLAN UPDATE

EQUITY SCORES

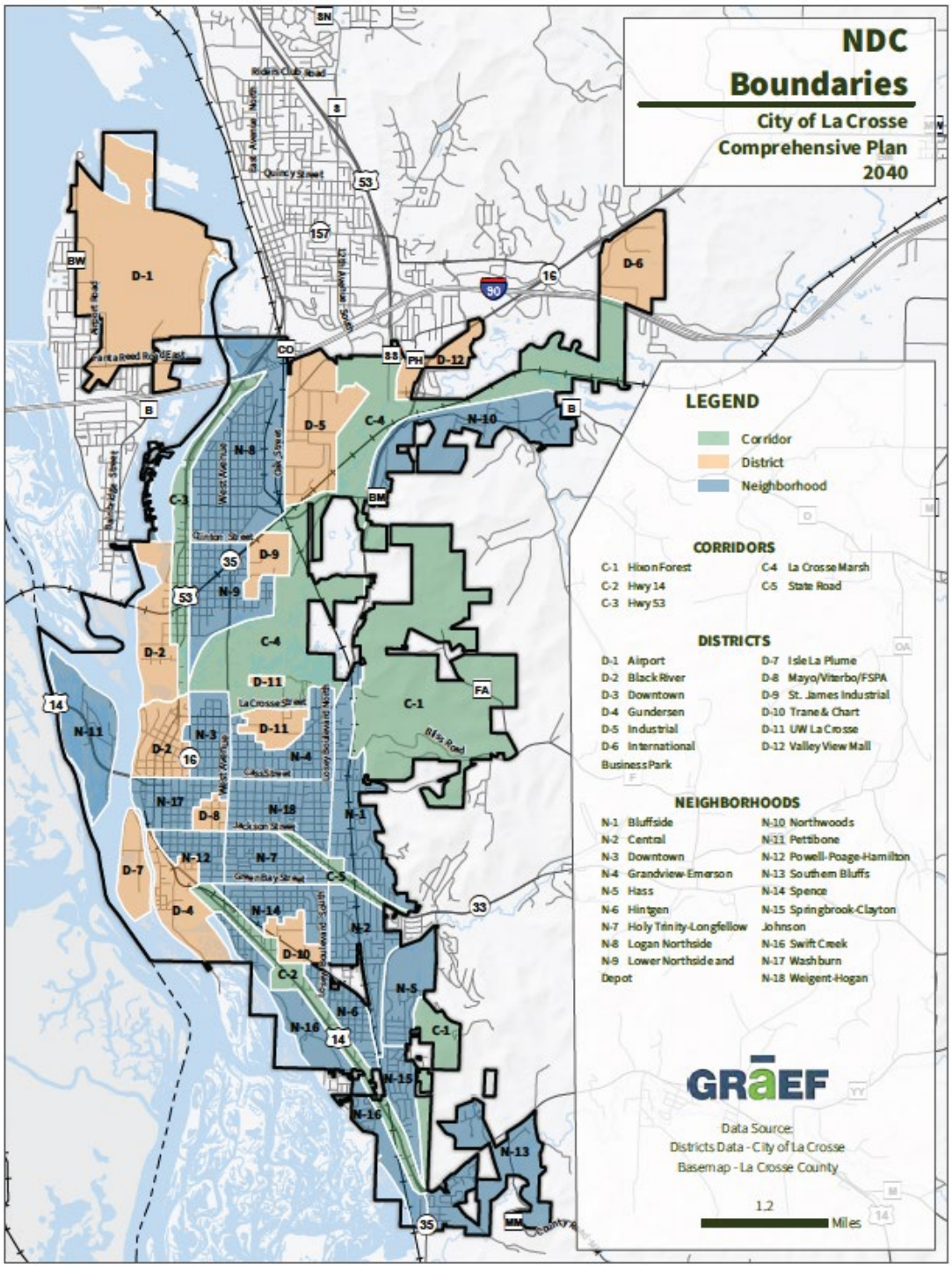
- 1st Quartile (Area of Highest Equity Concern)
- 2nd Quartile
- 3rd Quartile
- 4th Quartile (Area of Lowest Equity Concern)

BASE MAP

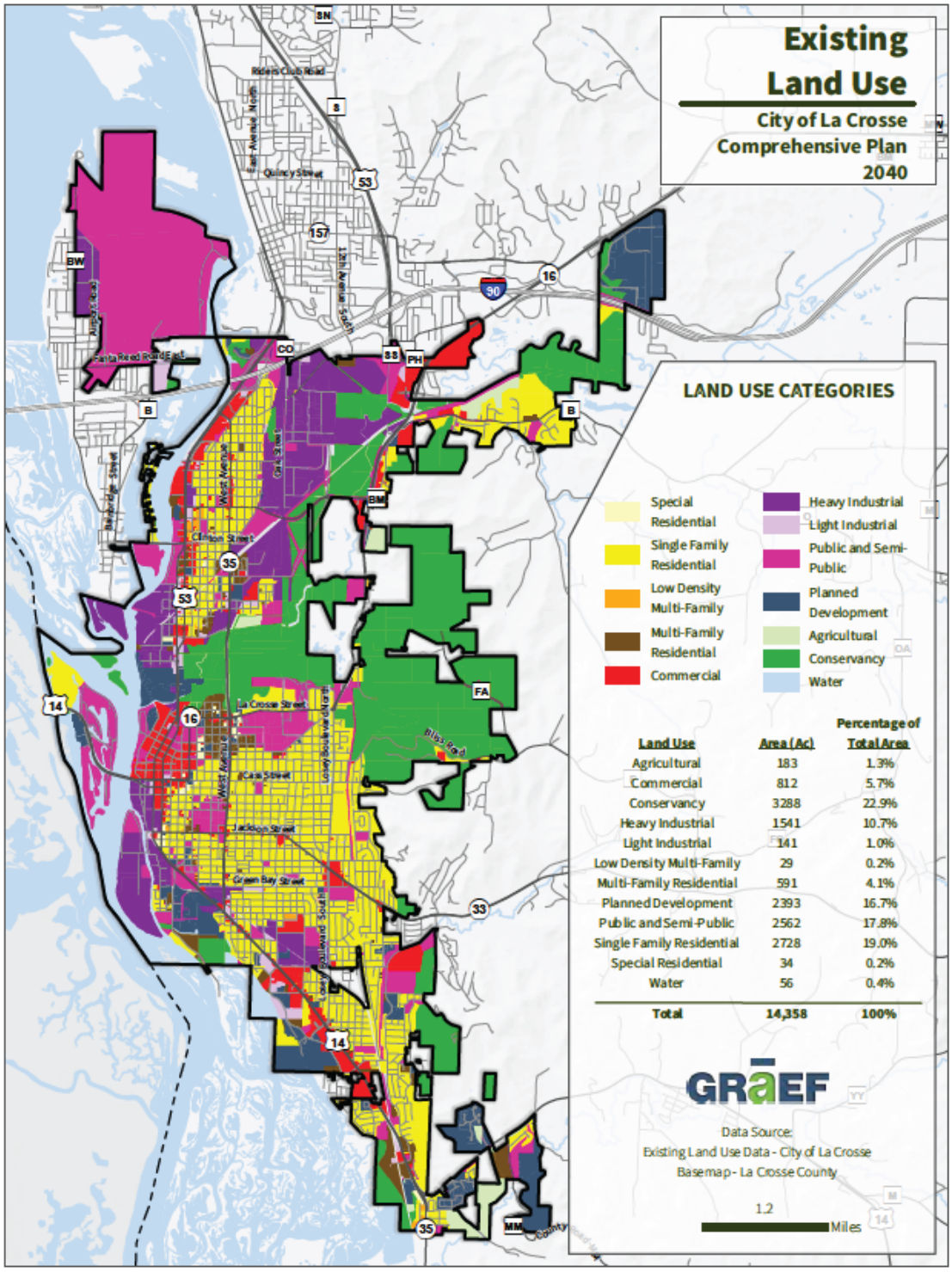
- Railroads
- Park
- Waterbody
- City Limits

0 1 2 MILES

The highest-priority equity areas within La Crosse are generally located toward the west side of the community, including parts of the Pettibone, Lower Northside and Depot, Downtown, Powell-Poage-Hamilton, and Hintgen neighborhoods, and the UW La Crosse, Black River, Gundersen, and Isle La Plume districts. Some of these areas, including Pettibone and Isle La Plume, do not include significant areas of residential land use, but are part of larger



census block groups. See maps from the La Crosse Comprehensive Plan for neighborhood, district, and corridor boundaries and existing land use in these areas.



The census block groups are concentrated around highways and busy roads, including US Highway 14, US Highway 53, and WI Highway 35, which may contribute to lower property values and poor air quality, both of which could be correlated with higher poverty rates. These areas also contain land uses such as surface parking, the hospital, industrial land uses, park land, and the floodplain and marsh. There is thus less residential land use than in other parts of the city, but existing residential uses in the area include senior housing, student housing, and lower-income neighborhoods.

Maps including the Equitable Transportation Communities map,[8] Climate & Economic Justice Screening Tool,[9] and the Areas of Persistent Poverty and Historically Disadvantaged Communities map[10] provide additional context as to why these areas are disadvantaged, such as environmental burden, social vulnerability, traffic proximity, etc.

Key Takeaways

Given the concentration of higher-priority equity areas around highways and busy roads, it is especially important for the Bicycle and Pedestrian Master Plan Update to consider how these roads impact people walking and biking in La Crosse, and to develop recommendations that address walking and biking along and across these roads. Recommendations will also be informed by the overlap of areas with higher priority equity populations with the existing and planned bicycle and pedestrian facilities, the high-injury network, and the active trip potential maps.

[8] https://experience.arcgis.com/experience/0920984aa80a4362b8778d779b090723/page/ETC-Explorer---National-Results/
[9] https://screeningtool.geoplatform.gov/en/#12.32/43.81814/-91.24379
[10] https://maps.dot.gov/BTS/GrantProjectLocationVerification/

Appendix

Table 2. Percent Weights used in the Index[11]

Category	Source Variable (Index Variable Name)	Shorthand	Data Source	Weight (%)	Rationale
Opportunity + Accessibility	**lpov_nbh_pooled_pooled_mean**	Economic Opportunity	Opportunity Atlas	10%	The opportunity atlas offers a measure of how wealthy children become later in life due to the opportunities that were available to them in the environment (in this case, census tract) they grew up in. The 10% weight acknowledges that out of the 10 variables used in this index, it is at least as important as every other variable.
	B25044 (Pct_NoVeh)	Zero Vehicle Households	ACS 5 Year	10%	The ACS offers a count of the number of households in a given tract who do not have access to a motor vehicle. Families who have no motor vehicle access either travel less or rely on transit, walking or biking for transportation. The 10% weight acknowledges that out of the 10 variables used in this index, it is at least as important as average.
Environmental Justice	**PM25**	Air Quality	EJ Screen	5%	The EJ Screen data provided by the EPA offers a measure of air pollution in the form of particulate matter called PM25. PM25 is often associated with motor vehicle transportation and has negative health effects for communities, particularly communities of color.

[11] Two common reasons why a variable might not be included in the index are 1) the data lacks generalizability, i.e., the variable is applicable in some places but not others, and 2) large margins of error, meaning that the data is too sparse and unreliable to be helpful (an example is disability). Note that when combining tract-level datasets with block group-level data sets, the total tract-level values are applied to each of the block groups that fall within that tract and are not apportioned.

Category	Source Variable (Index Variable Name)	Shorthand	Data Source	Weight (%)	Rationale
					However, given the population size of the City of La Crosse and the precision of the data, the 5% weight acknowledges that out of the 10 variables used in this index, it is slightly less important than other variables.
	tc_gap	Canopy Coverage	Tree Equity Index	5%	The Tree Equity Index provides data on how well covered a city is by tree canopy compared to its natural land cover. Active transportation projects have the potential to increase canopy cover, which has health and air quality benefits. The 5% weight acknowledges that out of the 10 variables used in this index, it is slightly less important than other variables.
Health + Safety	**CHD_CrudePrev**	Coronary Heart Disease	CDC	5%	The CDC PLACES data provides a model estimate for coronary heart disease (CHD) among adults over the age of 18 in a given census tract. Active transportation projects can increase the opportunities for people to be physically active, thereby lowering their risk for CHD. However, given that there are many other variables that correlate with CHD, the 5% weight acknowledges that out of the 10 variables used in this index, it is slightly less important than the other variables.
Affordability	**C17002 (Pct_200)**	200% Level Poverty	ACS 5 Year	30%	The ACS provides data on the percent of the population whose household income is less than 200% of the federal poverty level. Households with lower incomes may have fewer transportation

Category	Source Variable (Index Variable Name)	Shorthand	Data Source	Weight (%)	Rationale
					options and access to destinations than households with higher incomes. Investments in active transportation infrastructure can improve the transportation options available to lower income households, which is why it is included in this index. The 30% weight acknowledges that out of the 10 variables used in this index, it is the most important variable.
Vulnerability	**B03002 (Pct_POC)**	Percent People of Color (Non-white)	ACS 5 Year	20%	The ACS provides racial and ethnic population data for every census block group. Transportation planning has a legacy of excluding and marginalizing people of color from power and decision-making processes, often resulting in harmful outcomes that compound existing transportation inequities. The 20% weight acknowledges that out of the 10 variables used in this index, it is more important than most variables.
	B15001 (Pct_Ed_LT_HS)	Educational Attainment	ACS 5 Year	10%	The ACS offers a count of the number of people in a given tract who have completed various levels of education. Educational attainment is closely related to income levels, which impact housing location, travel behavior and decision making which is why it is included in this index. The 10% weight acknowledges that out of the 10 variables used in this index, it is at least as important as every other variable.

Category	Source Variable (Index Variable Name)	Shorthand	Data Source	Weight (%)	Rationale
	B01001(Pct_Youth_Senior)	Aged less than 17, more than 65	ACS 5 Year	5%	The ACS provides population data for various age group levels in every census block group. Youth (those aged less than 17) and seniors (more than 65) are the most vulnerable users of the transportation system and therefore stand to benefit the most from active transportation investments that make the network safer and more accessible. However, the 5% weight acknowledges that out of the 10 variables used in this index, it is slightly less important than the other variables.

Table 3. Supplemental Index Data

The following data are included in the Alta Equity Index export files but are not included in the index. They are made available for additional context.

Category	Variable	Shorthand	Data Source
Environmental Justice	**PTRAF**	Traffic Proximity	EJ Screen
	avg_temp	Heat	Tree Equity Index
Health + Safety	**LPA_CrudePrev**	Lack of Physical Activity	CDC
Affordability	**Ht** *(average percentile rank of: Hh2_ht, Hh3_ht, Hh5_ht, Hh6_ht, Hh7_ht)*	Housing + Transportation Costs	HUD
Vulnerability	**EAL_VALT**	Disaster Risk – Estimated Annual Loss ($), State Percentile	FEMA
	B03002 (Pct_Hisp, Pct_Black, Pct_Native, Pct_Asian, Pct_Pacific, Pct_White, Pct_Other, Pct_Two_Or_More)	Race and Ethnicity	ACS 5 Year
	B25003 (Pct_Owner, Pct_Renter)	Owner/Renter	ACS 5 Year
	B19013 (MHIE)	Median Household Income	ACS 5 Year
	B25115 (Pct_FemHH)	Female Head of Household	ACS 5 Year
	B08006 (Pct_DroveAlone, Pct_Carpool, Pct_Transit, Pct_Walked, Pct_Bicycle)	Commute Transportation Modes	ACS 5 Year

MEMORANDUM

To: City of La Crosse, WI

From: Kelly Dunn, Alta Planning + Design

Date: December 8, 2023

Re: Task 2.1 High Injury Network Methodology and Results

High Injury Network Results

Introduction

High injury networks (HIN) illustrate that often a small number of improvable roadways can address the majority of injury-causing or killed and serious injury (KSI) crashes. This approach moves beyond typical crash history and allows for a better understanding of the types of roadways in La Crosse where users are most at risk.

Alta developed an HIN for the City of La Crosse. This memo explains Alta's proposed approach to analyzing crash data and developing the HIN. To provide clarity to the process, **Figure 1** provides a high-level explainer graphic that visually illustrates the HIN development process.

The high injury network will lead to the identification of safety countermeasures for the highest priority roads, then the development of engineering and policy recommendations that the city can swiftly act on.

Summary of Findings

The final HIN accounts for 59.8% of injury crashes and 70.4% of KSI crashes in La Crosse and immediate surroundings during the study period. The HIN includes 10.2% of roadway centerline miles in the study area.

The top segments with the highest crash severity index are shown in Table 1.

Table 1: Top segments by crash severity

Road name	Between[1]	Crash severity index[2]	KSI crashes	All Injury crashes[3]
3rd Street South	Cass St & Division St	134.0	3	29
West Ave South	State St & Cass St	124.1	1	37
Losey Blvd	State Rd & Green Bay St	112.9	0	30
State Road 16	Quarry Rd & Bluff Pass Rd	98.0	4	15
The Great River Road	I-90 and West George St	95.2	2	11

[1] Cross streets are approximate, because streets were segmented by distance and not at intersections.

[2] As described in step 3.c. below, the crash severity index is the average sum of severity-weighted crashes per mile on that segment.

[3] Inclusive of KSI crashes.

Although segments within a quarter mile of the city boundary were included in the analysis, no segments outside of the city boundaries ended up on the final HIN.

High Injury Network

La Crosse, WI Bicycle and Pedestrian Master Plan Update

Road Segments

- Segment on High Injury Network (HIN)

Segments not on HIN

- Local
- Collector
- Minor Arterial
- Principal Arterial

Base Map

- City Limits
- Streams
- Parks
- Water body

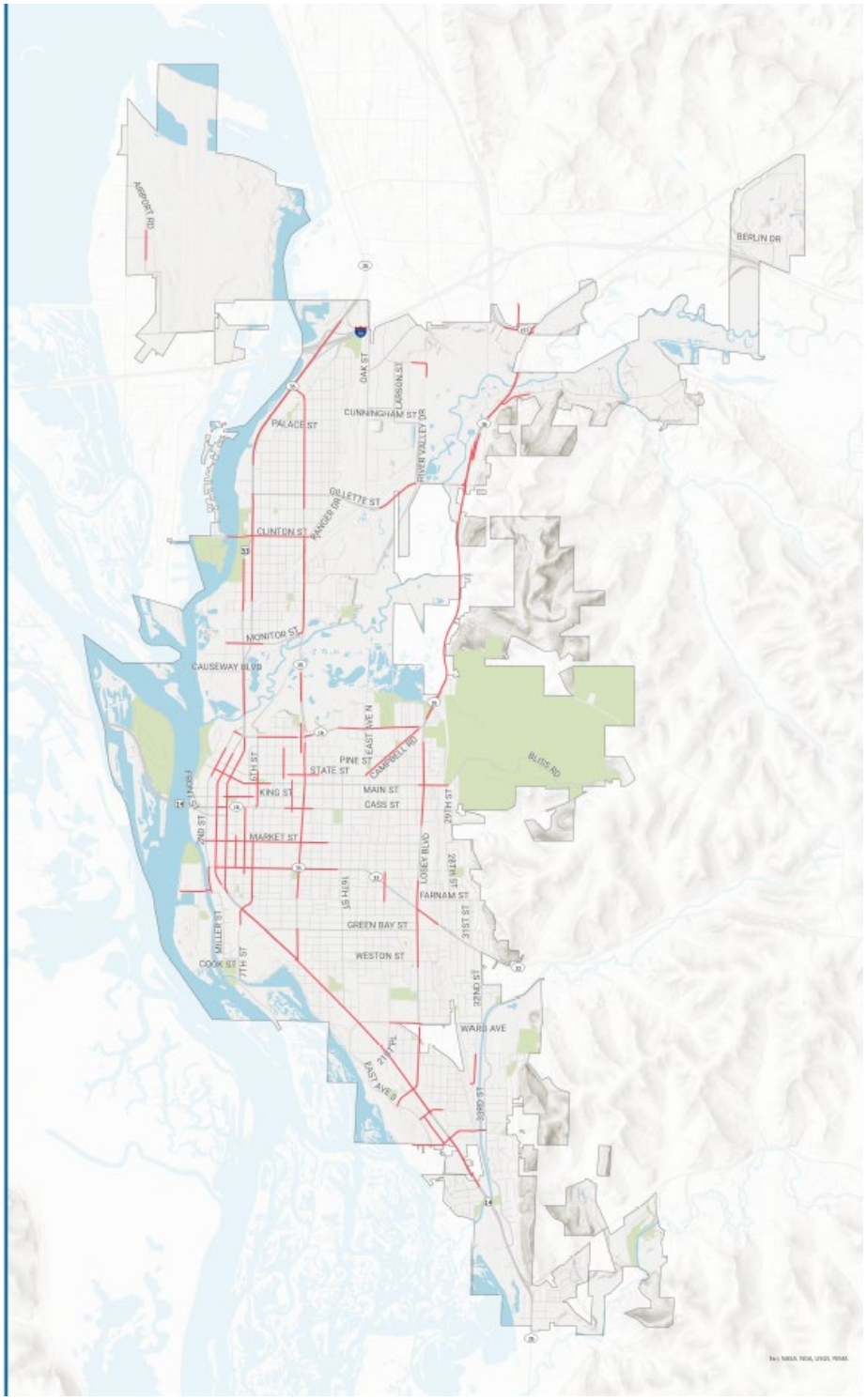
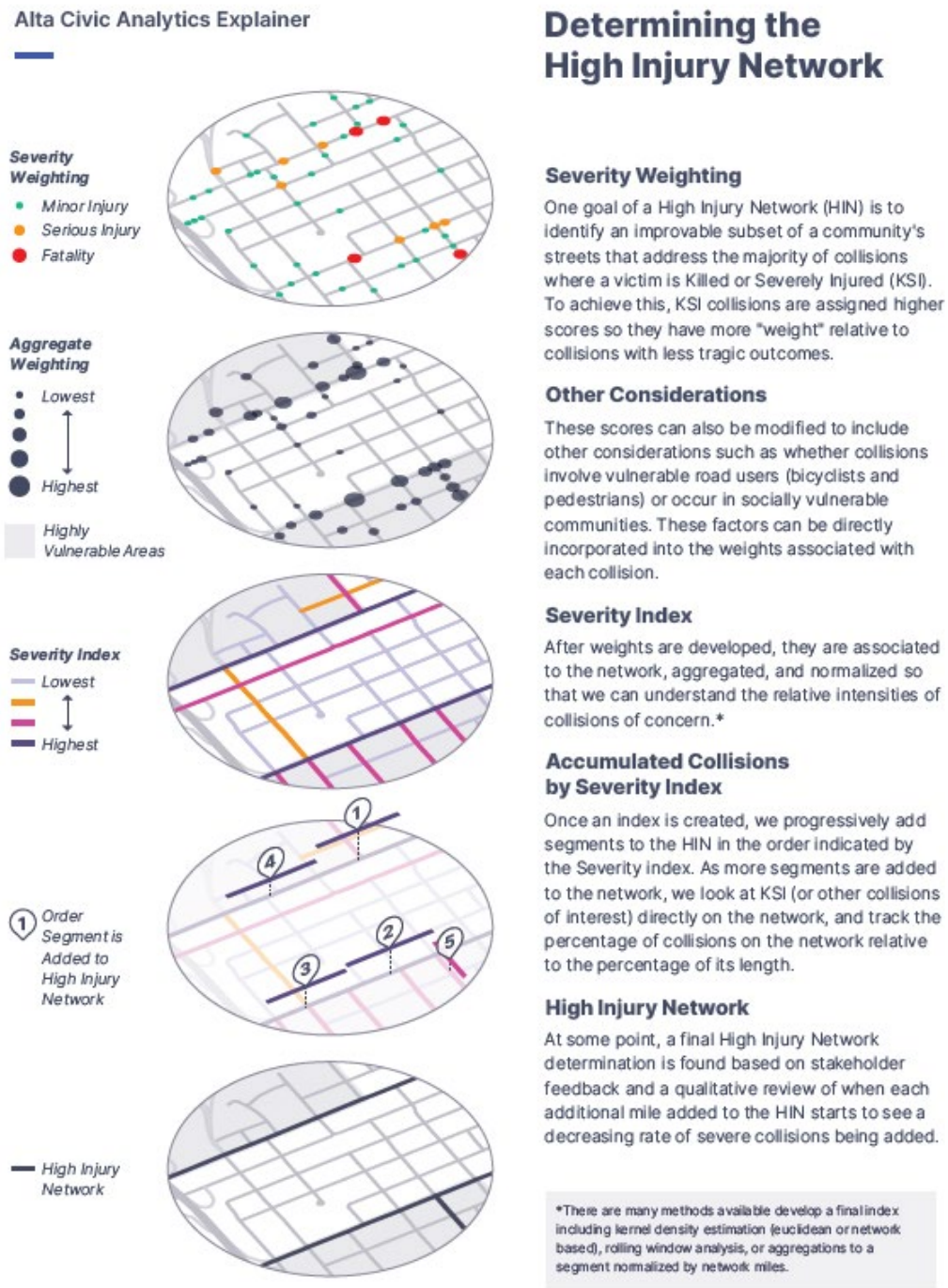


Figure 1: HIN Development Explainer Graphic



1. **Prepare Street Network:**
    a. Consolidate dual-carriage roadways so that split roads are represented as one line.
    b. Use the "unsplit lines" tool to dissolve road segments based on road name and functional class. This eliminates arbitrary splits in the spatial data so that roads can be split into even-length segments.
    c. Divide centerlines into segments of one-quarter mile each so that crashes can be summarized for segments of equal length. Crashes were not normalized by traffic volumes.
    d. Create unique ID for each roadway segment.
    e. Create a Rolling Window / Sliding Window feature class where the lines are extended over each road segment approximately 330 feet (1/16 mile) in each direction, for a total rolling segment length of 3/8 mile. Alta used custom splitting tools that have an overlap percentage (Wasserman, 2023). Lines overlap with their neighbors by some set percentage. This process allows rolling window statistics to be calculated on each road segment. The benefits of rolling window analysis are that they reduce the impact that dead-end streets, network segmentation artifacts, or anomalous crashes have on the final HIN. Fundamentally, it better captures the linear corridor crash patterns where they exist (Fitzpatrick, 2018)[3]. This methodology is illustrated in **Figure 2**.
    f. Spatially join the crash layer to the prepared street network and count the number of all injury crashes and the number of KSI crashes on each segment.

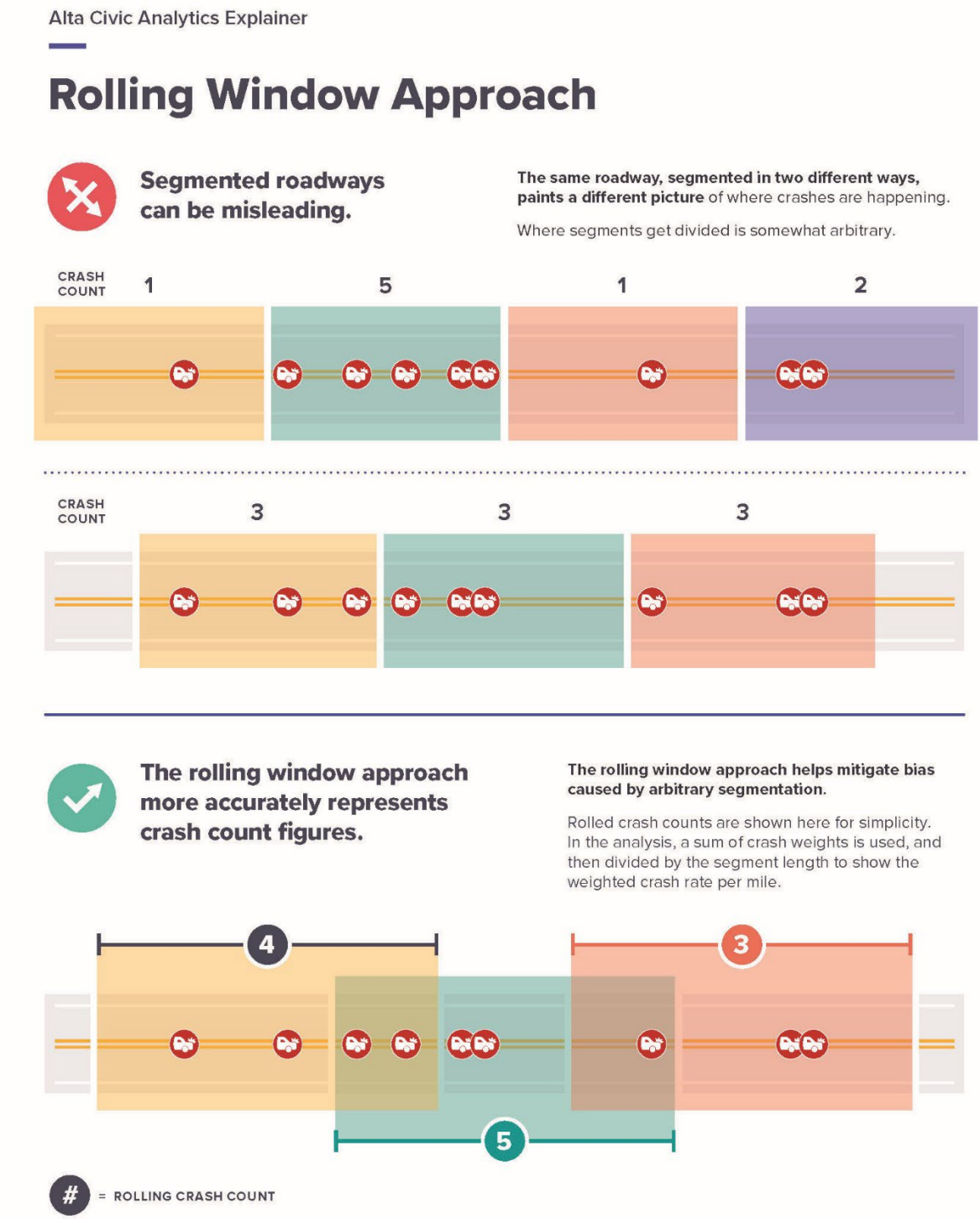
2. **Apply Rolling Window Analysis:**
    a. Spatially join the crash layer to the rolling window road network.
    b. Calculate the summed rolling crash weight for each rolling road segment. This sums the weight of crashes on each rolling segment to reflect total crash severity on each segment.
    a. Join the rolling crash weight from the rolling window layer back to the original centerline network to show rolling crash weight per road mile on each segment, using the unique ID. This normalizes the crash weight for the road length. However, for the purpose of calculating crash weight per road mile, count any rolled segments of less than 0.1 mile as 0.1 mile, to avoid overrepresenting crashes on small road segments, as dividing by very small numbers yields very large numbers. The result is the crash severity index, representing crash weight per mile.

3. **Accumulate Crashes:**

    a. Use Alta's custom-build HIN Generation tool to progressively add segments to the HIN in order of crash severity index, starting with the highest. This tool calculates the length in miles for each segment as it is added and keeps track of the cumulative miles in the HIN and the number of KSI crashes occurring on those segments. It stops when the designated threshold of KSI crashes has been accumulated. The tool also generates a table that shows the number of KSI crashes, injury crashes, and the number of roadway miles accounted for with each HIN segment.

[3] These patterns would consider crashes sometimes not directly on a particular segment in other to smooth out analysis results. Examples of this type of analysis are provided by FHWA in their Guidebook on High Pedestrian Crash Locations.

Figure 2: The rolling window approach



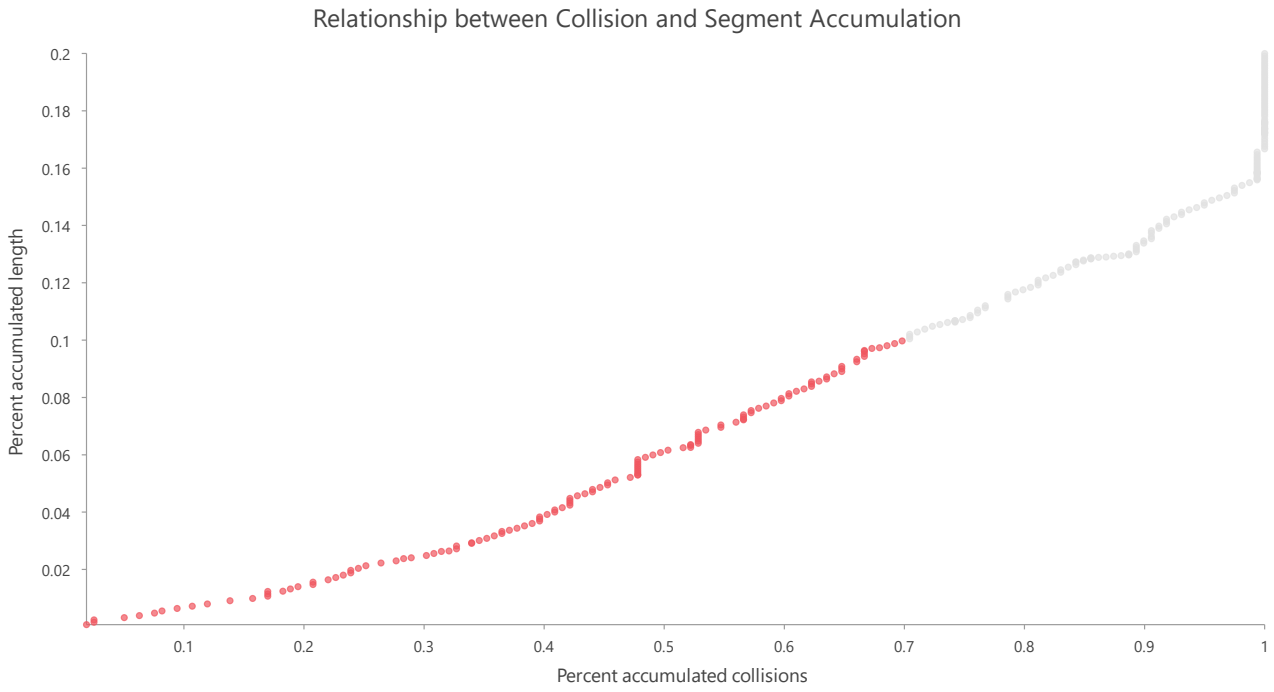
b. Decide the threshold for the percentage of crashes included in the HIN based on the natural inflection point in the data. This represents the point at which adding more roadways to the HIN has diminishing returns in terms of identifying more crashes. The initial threshold for this analysis was set at 60%, then adjusted to 70% after a review of the preliminary results.

4. **Final Refinement:**

a. Examine the map of qualifying HIN segments and perform manual cleaning output from the tool. This step eliminates segments that the tool may have selected where no crashes have occurred or where one fatal crash, which may not be indicative of roadway conditions, caused the segment to be selected. It also fills small gaps in otherwise contiguous networks on major roadways.

b. Calculate the percent of roadway miles and the percent of crashes accounted for in the final HIN, which will differ from the initial threshold due to manual cleaning. Chart the two percentages as a line chart, with results shown in **Figure 3.**

Figure 3: Graph of accumulated collisions and accumulated length. Collisions selected for the HIN are represented in red.



High Injury Network Methodology

Inputs

HIN development required two data sets:

Crash layer:

Six-year crash data (2017 – 2022, inclusive) of all crashes listed as within the Cities of La Crosse, Campbell, Shelby, and Medary, provided by the Wisconsin Department of Transportation. Alta began with a list of 12,154 crashes. Of these, 496 lacked latitude/longitude coordinates for the crash location. Alta was able to geocode 250 of these using provided cross streets. The remainder either did not have sufficient location information or were removed because they occurred in a parking lot or on private property, which cannot be geocoded without coordinates.

- Inclusive of motor vehicle, bicyclist, pedestrian, and motorcycle crashes
- Filter to crashes within a quarter-mile buffer of La Crosse City limits using ArcGIS Pro
- Remove crashes on Interstate 90 and its ramps from this analysis.
- Filter crashes to remove "No Apparent Injury" severity crashes.

After filtering, the analysis dataset contained 2,166 crashes, of which 159 were KSI crashes.

Prepared Roadway Network:

Street Centerline network for La Crosse County.

- Filter to roadways within a quarter-mile buffer of the City boundary.
- Remove Interstate 90 and its ramps from this analysis because it has a disproportionate number of crashes and is not within the City's control.

Analysis Steps

5. **Prepare Crash Data:**
    b. Weight each crash based on the most serious injury sustained by any individual involved in the crash. This effectively prioritizes areas where more serious crashes are occurring in order to identify areas where the most serious injuries can be reduced. These proportions are based on a balance between the ratio of the average cost to society from fatal and serious crashes, and the desire not to overweight fatalities that represent sparse events. The goal is to weight severe collisions more highly proportional to their impacts, while not misrepresenting the geography of risk more broadly.[4]

        - Fatal injury: 15

[4] There are many calculations of average cost of severe and fatal crashes. The ratio shown here is based off the FHWA's *Crash Costs for Safety Analysis* (2018), tables 14 and 19. In Table 14, the ratio of fatal costs to the average of severe, critical, and serious costs was 3.1. A ratio of 3 was used for simplicity. Source: https://safety.fhwa.dot.gov/hsip/docs/fhwasa17071.pdf.

- Serious injury: 5
- Minor injury: 1

b. After network preparation, snap all crashes within 250 feet of the street centerline network to a prepared network segment. This distance generally accounts for crashes on dual carriage roadways that occur far from the now-consolidated centerline (such as wide highways) but is not long enough to capture crashes that occurred in parking lots adjacent to roadways.

References

Fitzpatrick, K. A. (2018). *Guidebook on Identification of High Pedestrian Crash Locations. FHWA-HRT-17-106. Supplemental Material.* McLean, VA: Federal Highway Administration Office of Safety Research and Development.

Wasserman, D. (2023, March 30). Study-Line-Editor. Portland, OR, USA. Retrieved from https://github.com/d-wasserman/study-line-editor

To: City of La Crosse

From: Alta Planning + Design

Date: December 8, 2023

Re: Public Engagement – Phase One Summary

Task 2.2. Phase One Public Involvement Summary

Phase One: Context, Vision and Opportunities

The first phase of engagement focused on introducing the Pedestrian and Bicycle Plan update in the context of previous and recent planning efforts and existing conditions. The project team explored past engagement and adopted plans, including walk audits completed as part of the 2012 bicycle and pedestrian master plan process, recent engagement for and recommendations in the Forward La Crosse Comprehensive Plan, and a series of other adopted plans related to transportation in La Crosse. During this phase, the team employed a series of strategies (highlighted below) to reach a mix of audiences in La Crosse. Each engagement strategy provided background information about the plan and the opportunity to provide feedback on La Crosse's existing bicycle and pedestrian networks using a map as well as written or oral feedback. The findings from this first round of engagement are detailed below.

Pop-Up Engagement Events

Before the project team met in La Crosse to conduct the majority of the Phase One public input meetings and walk audits, local project team members hosted a series of "pop-up" events around the community to gather preliminary input while simultaneously advertising the upcoming open houses and walk audits. These pop-ups reached approximately 100 people at events/locations including:

- King Street Farmer's Market
- Burns Park Fall Celebration
- Student Union Clock Tower at UW- La Crosse
- Downtown La Crosse holiday event

Pop-Up Key Findings

General themes that arose from these pop-up events were that people were excited that the city was conducting this study, and in general felt good about their ability to comfortably walk and bike in La Crosse. There were some location-specific comments about concerns or challenges, but overall, participants indicated that they feel good about living in a community that is taking big steps to improve walking and bicycling options in La Crosse. Location-specific comments were incorporated into **Maps 1.1-1.6** in the following section.

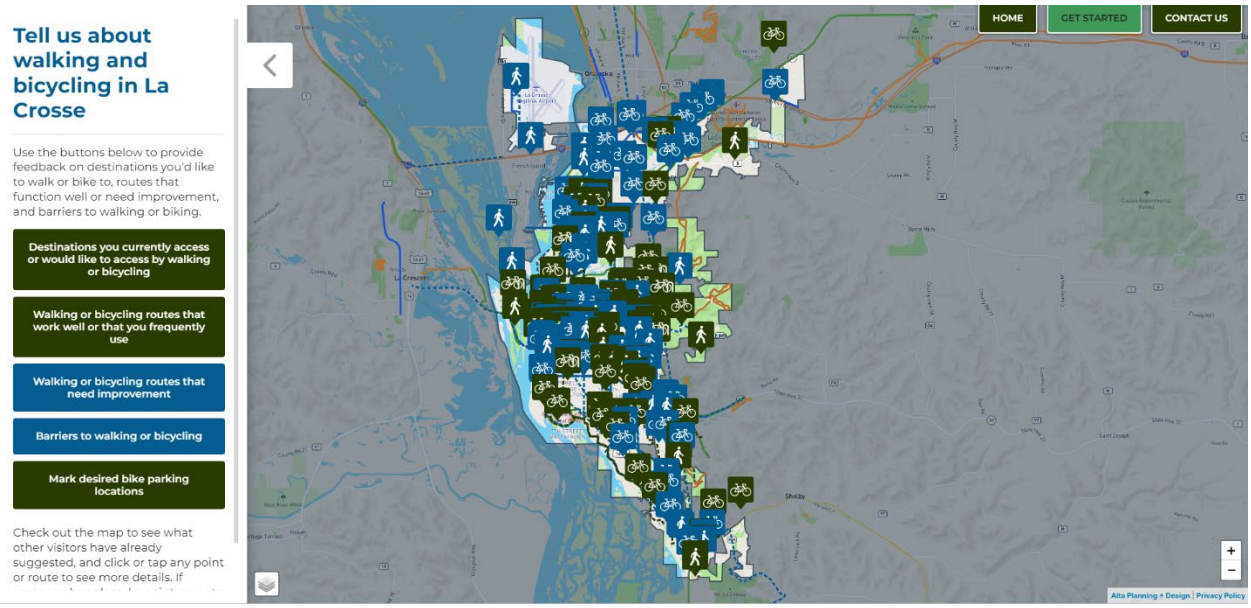
Most Common Comment Themes

- Happy that the city is investing in walking and bicycling improvements
- Desire for improved crosswalks (better paint, more crossing signals, etc.)

Online Web Map

The project team put together an online interactive web map to allow La Crosse residents to pinpoint:

- Destinations that individuals would like to access by walking or bicycling
- Walking or bicycling routes that work well
- Walking or bicycling routes that need improvement
- Barriers to walking or bicycling
- Desired bike parking locations



Web Map Key Findings

245 community members participated in the project web map, with 121 people providing their own comments, 69 adding on comments to previously made comments, and 190 people interacting with others' comments by liking or disliking them. The following list of key findings from the web map indicate key points and routes that the project team will focus on as the draft network recommendations are being made. In total, the 245 community members that participated made 499 total suggestions, leaving 155 additional comments on those suggestions, and voting by either liking or disliking suggestions 1380 times.

There are also a series of maps at the end of this section that summarize what we heard about specific locations in La Crosse through this round of engagement, including:

- **Map 1.1** indicates destinations that participants would like to access by walking or biking
- **Map 1.2** shows routes that are working well
- **Map 1.3** shows routes that need improvement
- **Map 1.4** shows where there are specific barriers to walking or bicycling
- **Map 1.5** highlights the types of barriers participants noted
- **Map 1.6** includes locations that were marked as needing bike parking

Destinations (Map 1.1)

59 destinations were marked on the map as locations that participants currently or would like to access by walking or biking. The top four destinations (tie between first/second/ third) include:

1. (Lueth Park) Lueth park is an amazing community asset that is almost cutoff for cyclists, unless they ride on the sidewalk of the Lang Drive highway or try to cross either La Crosse Street or West Ave. A natural surface trail that connected to the marsh trails. (13 likes)
2. (Festival/Central High School Area) It's difficult to safely access Festival and Central High School by bike. Crossing 4 lanes of traffic on Losey or Highway 33 pushes cyclists onto the sidewalk, but turning traffic means it's rarely safe to cross. (13 likes)
3. (Jackson Plaza) Jackson Plaza customers need safer ways to cross from the north side of 33. Biking destination too. (13 likes)

These destinations are shown in **Map 1.1. Map 1.1A** in the appendix includes number labels that correlate with **Table 1.1A**, a table that includes all of the original marked comments.

Walking or Bicycling Routes – Routes that Work (Map 1.2)

20 routes that work well were marked on the map. The top three most liked routes include:

1. (Old ROW between Boot Factory and Performance Food Service) This would be a desirable path to get away from Lang Dr and connect to the St James. I think it's an old ROW between boot factory and performance food service. (4 likes)
2. (King St) Not a very busy street, great for cutting across town. (3 likes)
3. (Avon St) Nice north/south path but not designed for transit - mainly designed for recreation. (3 likes)

These routes are shown in **Map 1.2. Map 1.2A** in the appendix includes number labels that correlate with **Table 1.2A**, a table that includes all of the original marked routes.

Walking or Bicycling Routes – Routes that Need Improvement (Map 1.3)

169 routes that need improvement were marked on the map. The top three most liked routes include:

1. (River Valley Dr) Traffic travels faster than the posted limit. Bike lanes accumulate glass and debris. Bike lanes are scary, since the slabs of concrete contain giant gaps. Some physical barrier between traffic & bikes would make this much more enjoyable. Most bikers use. (11 likes)
2. (Hwy 33) An unprotected bike lane on a busy street is a bike lane nobody is going to use. (10 likes)
3. (Pammel Creek Trail) I love to see the Pammel Creek trail get extended further south onto 14 and up the rustic road (County Rd MM). Seeing Oehler Mill, the Shrine, and then the views of the Mississippi from on top of MM and on Skyline Road is quite the trip. (10 likes)

These routes are shown in **Map 1.3. Map 1.3A** in the appendix includes number labels that correlate with **Table 1.3A**, a table that includes all of the original marked routes.

Barriers to Walking, Bicycling, or Both (Maps 1.4 and 1.5)

Some transportation barriers impact both bicyclists and pedestrians, while some are more specific to one group. **Maps 1.4 and 1.5** break out the 196 transportation barriers noted in La Crosse by both type of barrier (walking, biking, or both) and number of likes received on each barrier.

The **walking barriers** that received the most likes include:

1. (19th, Jackson, & State Hwy 33) Where 19th, Jackson, and State Hwy 33 meet it is a dangerous crossing. Vehicles heading East on Hwy 33 are coming around a corner and can be moving fast. It's also impossible for a pedestrian to tell if a turning car is going onto Jackson or 19th Street. (18 likes)
2. (Cass St & West Ave) This intersection should have a ban on right-on-red turns. There should also be a leading pedestrian interval and automatic walk signs given that Aquinas is right here. The leading pedestrian interval could perhaps be triggered with the existing beg button. (15 likes)
3. (Mormon Coulee Rd) There is absent sidewalk to connect the northern extent of a sidewalk running from the roundabout on the east side of Mormon Coulee Rd. The sidewalk ends abruptly before arriving at 33rd street where there is a bus stop. (11 likes)

The **biking barriers** that received the most likes include:

1. (Losey Blvd/Hwy 16 near Quarry Rd) This route needs to be formally marked as an access point and needs to include lights in the tunnel. (20 likes)
2. (Mormon Coulee Rd & Hwy 14 Roundabout) Whoever engineered this circle slapped on some bike lanes on the south end and then didn't take into consideration where those northbound bikers would go. Extend the bike lane on the east side of Mormon Coulee Rd! (18 likes)
3. (Hwy 14 & Fireclay Ct) If there were to be a bike path on the south side of HWY14 then Clay Ct would be connected to roundabout for bicycles and cyclists from further east on HWY14 would have a safer route to manage the arrival up to the roundabout. (18 likes)

The **barriers to both walking and biking** that receive the most likes include:

1. (Hwy 14/61 generally) 14/61 causes all neighborhoods along the corridor to be isolated due to biking/walking safety concerns. These neighborhoods (Brickworks, Waterford and other neighborhoods further east) could be linked via an off-road trail giving access to safe school (15 likes)
2. (28th St/RR Tracks/Jackson St) It would be nice to be able to cross here walking or riding. (11 likes)
3. (Brickyard Ln area) The Brickyard neighborhood is isolated from the Southern Bluffs Elementary School. There is no recognized path to connect to Mariah Drive and then on to the elementary school. (10 likes)

The following table (**Table 1.1**) breaks down the categories of barriers faced and includes the approximate number of comments related to each category as well as key comments provided related to each barrier.

Table 1.1: Barriers by Category

Barrier Category	Number of Comments Related to Category	Top Comments
Intersection Challenges	56	102. (19th, Jackson, and State Hwy 33 intersection) Where 19th, Jackson, and State Hwy 33 meet it is a dangerous crossing. Vehicles heading East on Hwy 33 are coming around a corner and can be moving fast. It's also impossible for a pedestrian to tell if a turning car is going onto Jackson or 19th Street. (18 likes)
Unsafe Facility Type	19	15. (Mormon Coulee and HWY 61) Whoever engineered this circle slapped on some bike lanes on the south end and then didn't take into consideration where those northbound bikers would go. Extend the bike lane on the east side of Mormon Coulee Rd! (18 likes)
Physical Barrier (something in the way/Maintenance Issue)	33	19. (Front St) The abandoned rail tracks in this area are dangerous. This entire stretch of roadway is often more like a parking lot and less like a street. (15 likes)
Vehicular Speed Issues	10	52. (Enterprise Ave/CTY SS) The speed limit on Enterprise Ave/CTY SS changes from 35 to 25 MPH at the State Trail crossing, Traffic does not obey these limits, Traffic Often crosses into the bike lane due to excess speed and disregard of the bike lane. (4 likes)
Infrastructure Needed	76	20. (HWY 16) This route needs to be formally marked as an access point and needs to include lights in the tunnel. (20 likes)
General Recommendations	2	Infrastructure recommendations: -add protected bike lanes on all major streets -reduce speed limits to 25 on all major streets, and 20 on residential streets -plant more street trees -build more traffic calming Policy recommendations: -Require that construction projects that close a sidewalk/bike lane must provide a safe alternative route without forcing people to cross the street - Remove costly parking mandates for all development - End single family zoning

Maps 1.4A, 1.4B, and 1.4C are included in the appendix and split out the barriers by walking, biking, and both walking & biking, and also include number labels that correlate with **Table 1.4A**.

Map 1.5 breaks down the barriers by type of barrier, including intersection challenge, unsafe facility type, etc. Map 1.5A in the appendix includes number labels that correlate with **Table 1.4A.**

Desired Bike Parking Locations (Map 1.6)

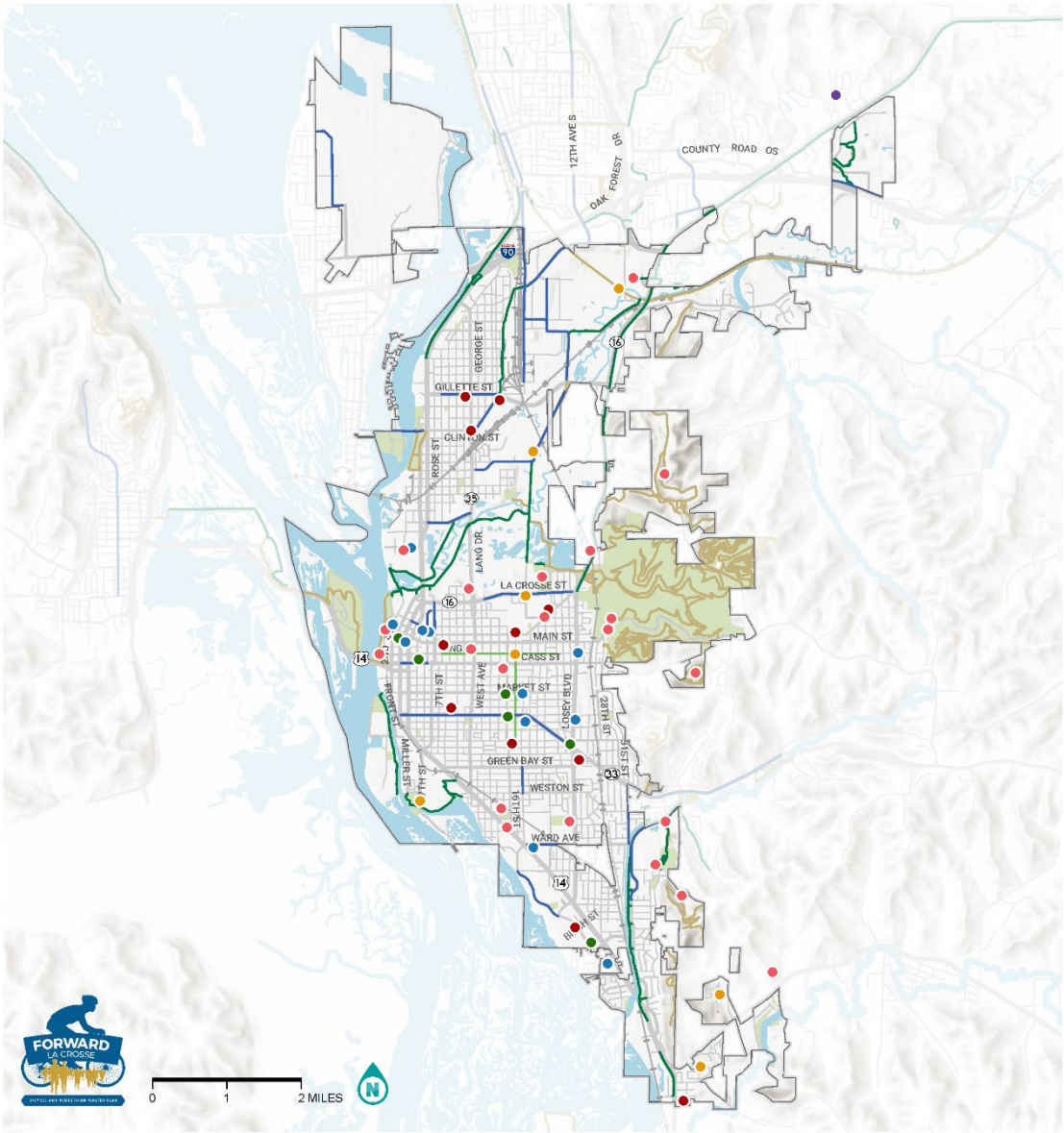
The desired parking locations that received the most comments and likes included adding more consistent bike tracks around Downtown, at all trailheads, and in all city parks. In addition to recommendations for new rack placement, many comments recommended upgrading old racks that are either deteriorating or that do not provide safe locking points/shelter. Out of the 21 marked desired bike rack locations, the bike parking suggestions that received the most likes include:

1. (Downtown) On every block downtown where there is car parking, the "front" space needs to be covered secure bike hangar or high-density bike parking. This would also improve vision at intersections. Or use vacant stores to provide indoor, heated, and supervised parking. (21 likes)

2. (Trailheads) Secure bike parking would assist with busy times when traffic overfills the small parking lot. Many hikers would likely bike if they could safely get here and securely park. (14 likes)
3. (Riverside Park) More bike parking by Riverside Park/band shell. (12 likes)

These desired bike rack locations are shown in **Map 1.6. Map 1.6A** in the appendix includes number labels that correlate with **Table 1.5A**, a table that includes all of the original marked desired bike rack locations.

Map 1.1: Desired Destinations for Connection Via Walking and Bicycling



PUBLIC INPUT: DESTINATIONS

LA CROSSE BICYCLE + PEDESTRIAN MASTER PLAN UPDATE

DESTINATION TYPE

BUSINESS
- Convenience Store
- Downtown
- General Business
- Post Office

RECREATION
- Park
- Recreation
- Trail

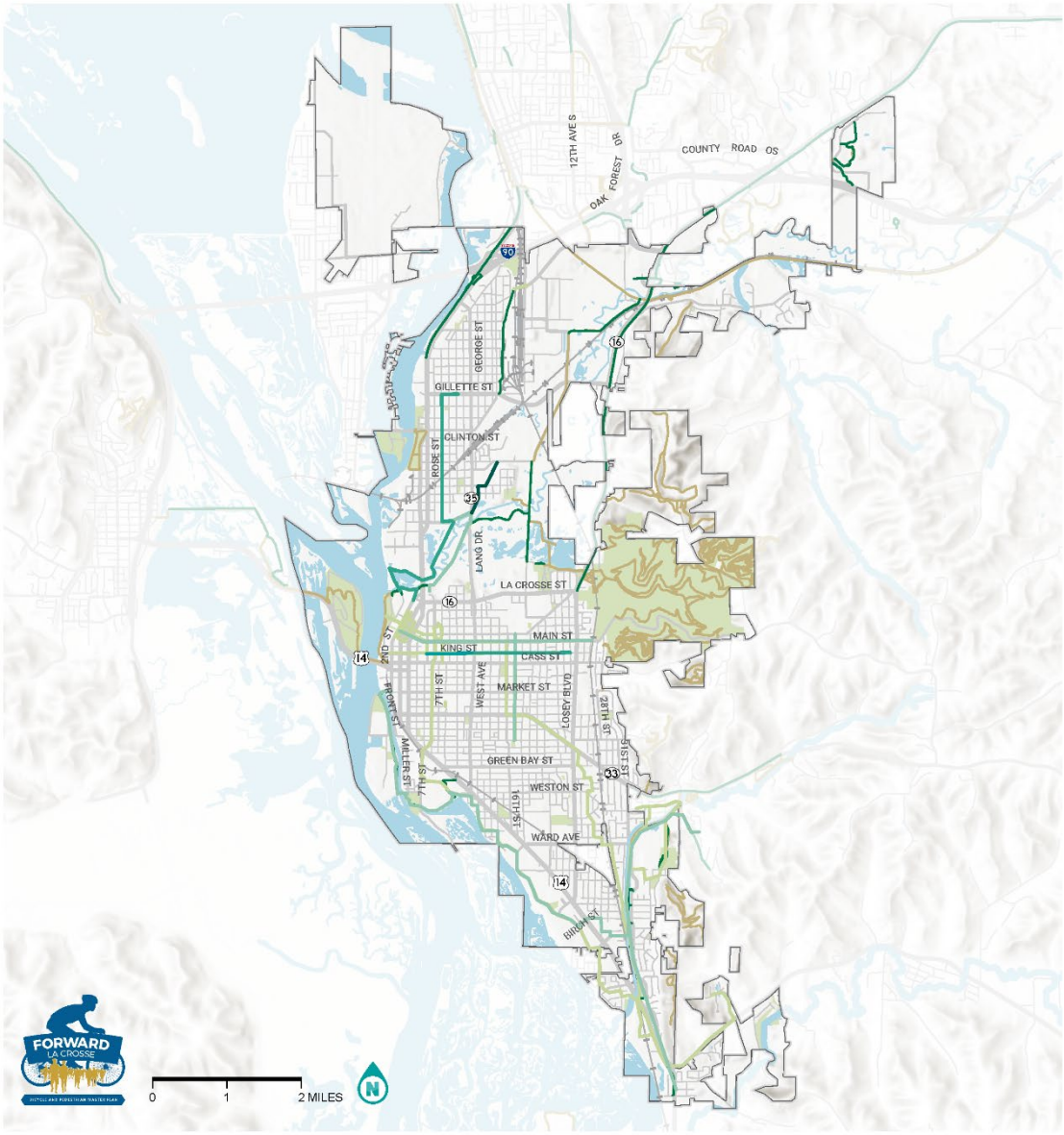
FOOD
- Restaurant
- Grocery

EDU
- School
- Library

- Regional Connection
- Neighborhood

BASE MAP
- Railroad
- Parks
- Waterbody
- City Limits

Map 1.2: Routes that Work



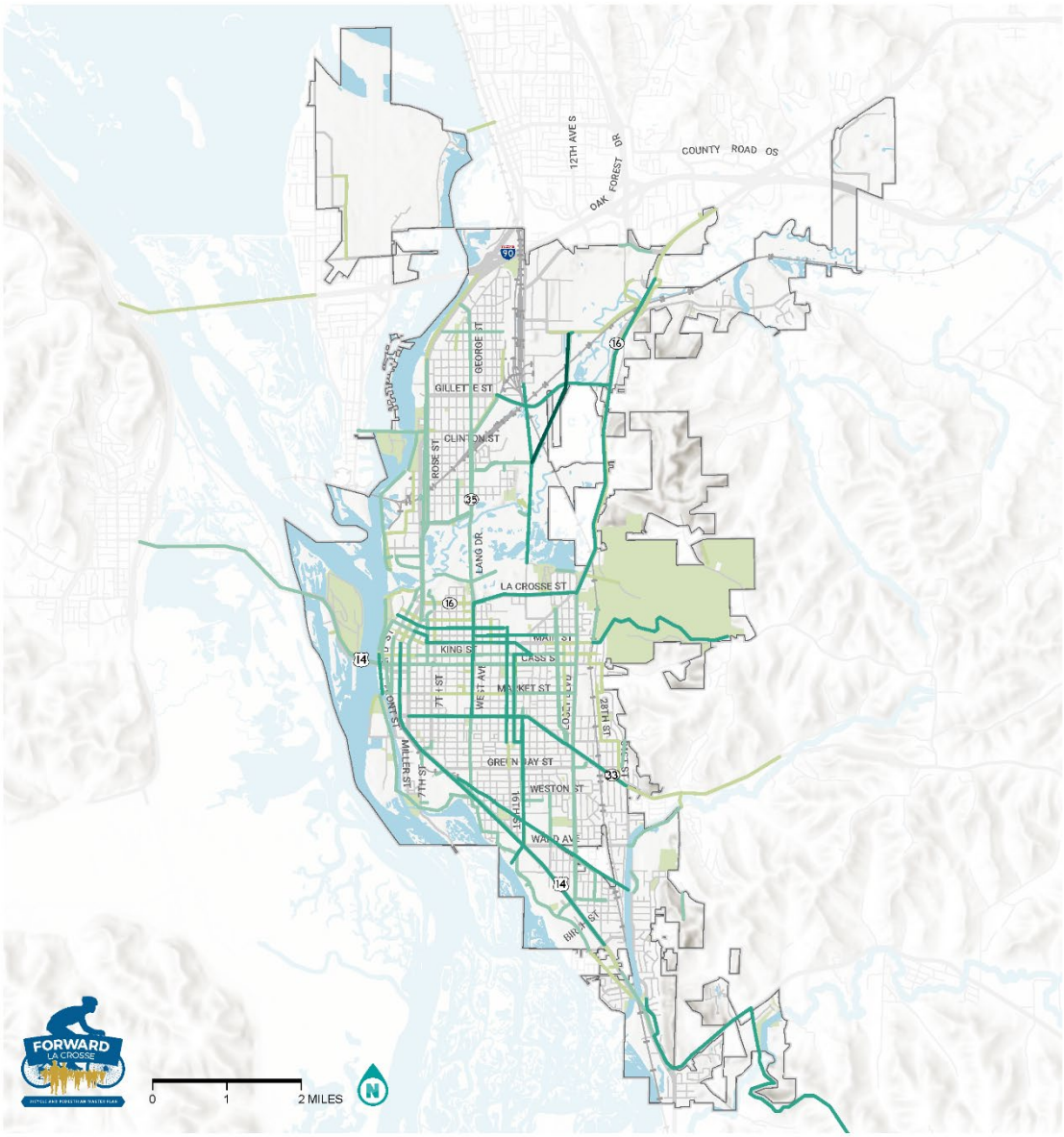
PUBLIC INPUT: ROUTES THAT WORK

LA CROSSE BICYCLE + PEDESTRIAN MASTER PLAN UPDATE

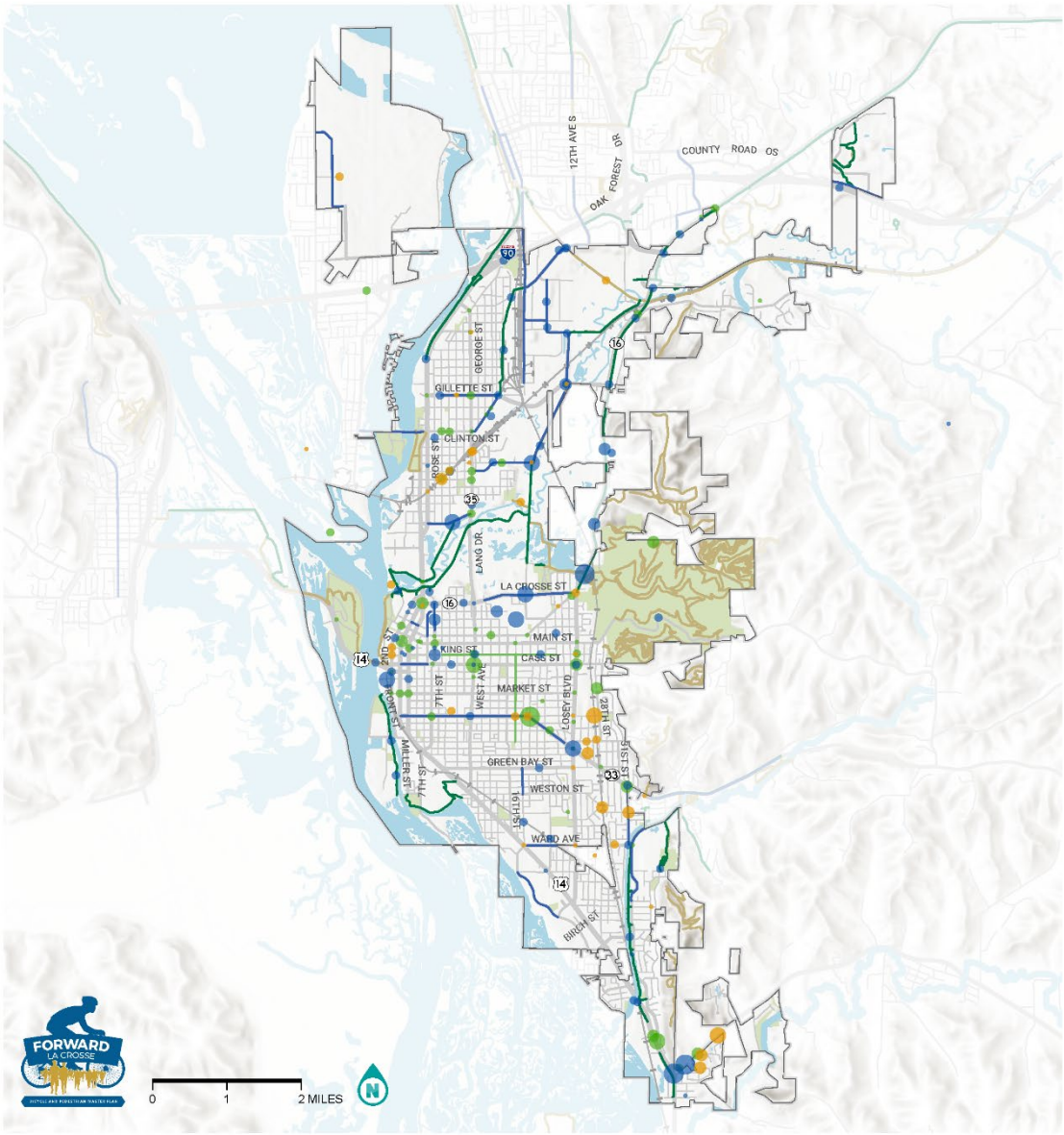
ROUTES THAT WORK
- 0 likes
- 1 like
- 2 likes
- 3 likes
- 4 likes

BASE MAP
- Railroad
- Parks
- Waterbody
- City Limits

Map 1.3: Routes that Need Improvement



Map 1.4: Barriers to Walking and Biking by Likes



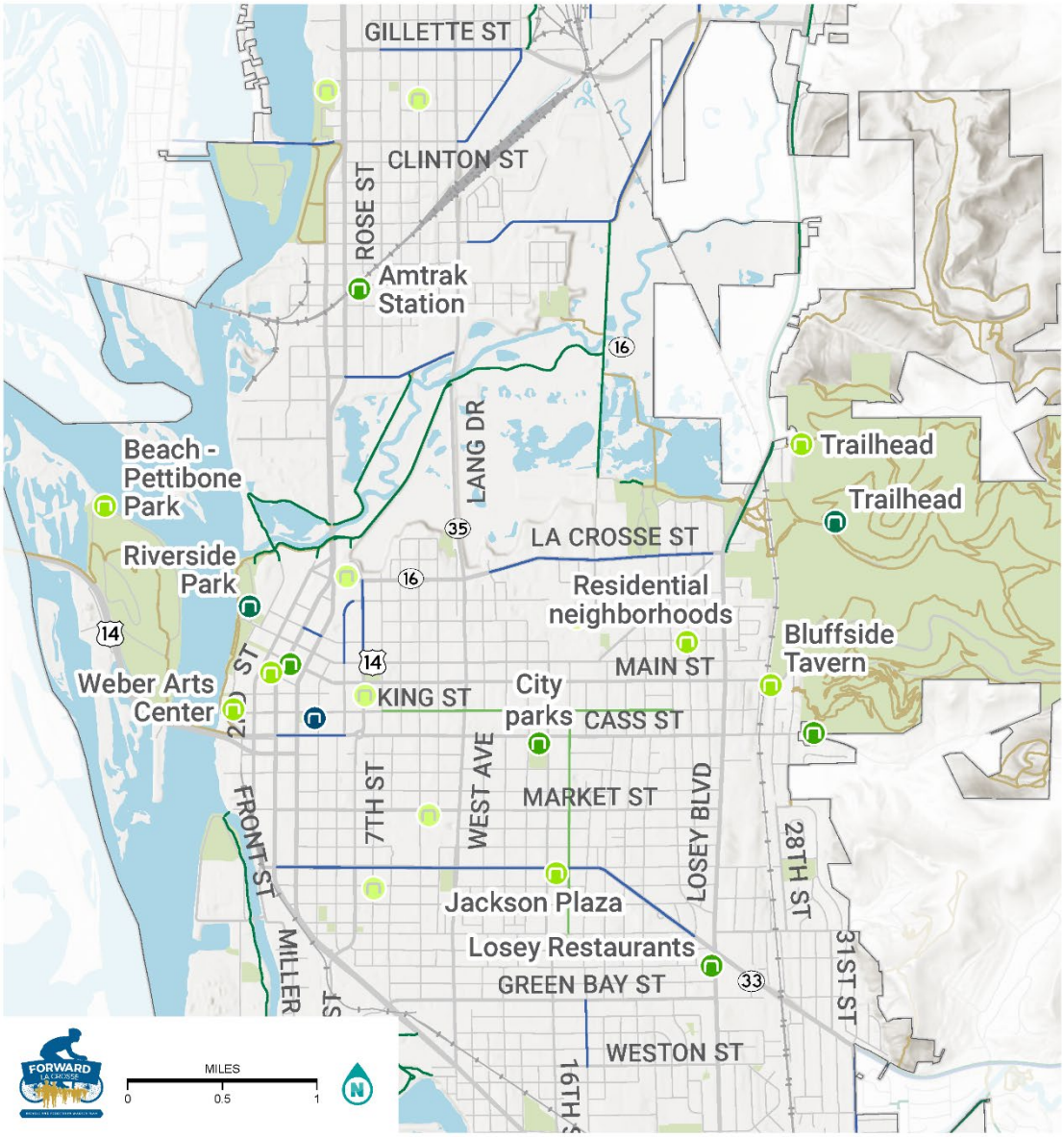
PUBLIC INPUT: BIKING AND WALKING BARRIERS (BY LIKES)

LA CROSSE BICYCLE + PEDESTRIAN MASTER PLAN UPDATE

WALKING BARRIERS	BIKING BARRIERS	WALKING + BIKING BARRIERS	BASE MAP
0 likes	0 likes	0 likes	Railroad
1-5 likes	1-5 likes	1-5 likes	Parks
6-10 likes	6-10 likes	5-10 likes	Waterbody
11-15 likes	11-15 likes	11-15 likes	City Limits
16+ likes	16+ likes		

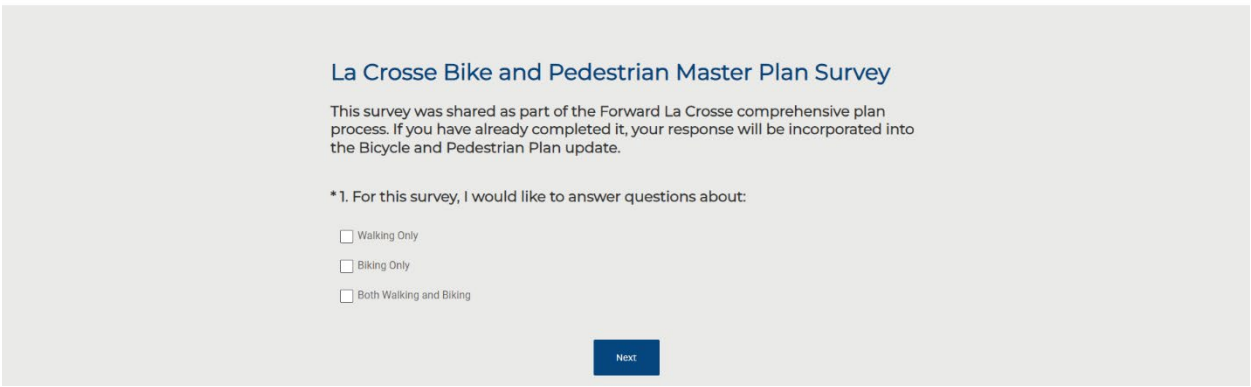
Map 1.5: Barriers to Walking and Biking by Type of Barrier

Map 1.6: Desired Bike Parking Locations



Online and Print Survey

To gather general feedback on walking and bicycling in La Crosse that was not location-specific, a survey was developed that users could take online. For in-person engagement events, a brief version of this survey was made available in print format, allowing individuals to write out their input on paper.



Survey Key Findings

A public online survey was made available between October 25th and November 24th, 2023. 329 total individuals participated in the online survey. The survey format allowed participants to answer questions about walking, biking, or both. In total, there were 313 surveys taken on biking, and 77 taken on walking. The following statistics summarize what we heard (full exported summary including illustrated tables and charts attached to this document as an appendix):

<u>Walking</u>

- 98% of respondents do not use a mobility aid/device to get around
- Between May and October, participants commonly walk to recreation, health, or exercise-based locations and are very unlikely to walk to access bus, transit, or other transportation options or school/work
- In the winter, participants tend to walk the same amount, a little less, or a lot less than in warmer seasons
- The top destinations participants would like to walk to if walking conditions were improved include:
    - Schools
    - residential neighborhoods
    - downtown
- The top factors preventing participants from walking more often include:
    - Destinations are too far apart
    - Trails/sidewalks are covered in snow in the winter
    - Trails/sidewalks are not well-lit in the evening

- Feeling unsafe around motorized traffic
- The top factors that would make walking more convenient:
  - Keeping sidewalks and trails clear of ice and snow during the winter
  - Intersections that feel safer to cross
  - Building sidewalks and trails to connect to my destinations
- Themes from general comments:
  - Improve stressful street crossings
  - Slow cars down
  - More safe, dedicated space for bikes
  - Ice and snow removal is a big challenge
  - More space between sidewalks and busy roadways would be nice
- Facility ratings:
  - Facility W-1: How comfortable would you feel walking here? Sidewalk adjacent to the road: 4.8/6
  - Facility W-2: How comfortable would you feel walking here? 6' sidewalk, separated from car traffic by buffer: 5.5/6
  - Facility W-3: How comfortable would you feel walking here? 10' shared use path, separated from car traffic by buffer, shared with bicyclists: 5.2/6
  - Facility W-4: How comfortable would you feel walking here?10' sidewalk along road in commercial area, buffered from traffic by a parking lane: 4.9/6
  - Facility W-5: How comfortable would you feel walking here?10' sidewalk along road in commercial area, buffered from traffic by a planted boulevard and parking lane: 5.7/6

<u>Biking</u>

- Between May and October, participants most commonly bike to recreation, health, or exercise-based locations, and are very unlikely to bike to access bus, transit, or other transportation options or school/work
- In the winter, participants tend to bike a little less, a lot less, or not at all compared to warmer seasons
- The top destinations participants would like to bike to if biking conditions were improved include:
  - Downtown
  - Schools
  - Residential Neighborhoods
  - Parks
- The top factors preventing participants from biking more often include:
  - Feeling unsafe around motorized traffic
  - Pavement surface for streets or trails is in bad condition (ruts, potholes, etc.)
  - Trails and bike lanes are covered in ice and snow during the winter
  - There are no trails or bike lanes where I want to go
- The top factors that would make biking more convenient:
  - Providing more separation between bicycles and cars
  - Growing the network of bicycle facilities by adding bicycle lanes and trails
  - Safer / easier crossings at intersections
- Themes from general comments:

- Need more education for both bicyclists and motorists on how to navigate around each other
- Desire for more protected bicycle facilities
- Debris on the road/pothole/cracks are an issue
- More bike parking needed
- Concern that there aren't enough people bicycling to justify new infrastructure

- Facility ratings:
  - Facility B-1: How comfortable would you feel biking here? 6' wide bike lane, one way, adjacent to curb, no on-street parking: 3.9/6
  - Facility B-2: How comfortable would you feel biking here? 6' wide lane, 2' painted buffer, one way, adjacent to the curb, no on-street parking: 4.2/6
  - Facility B-3: How comfortable would you feel biking here? 6' wide separated bike lane, one way, buffered by curb and buffer: 5.2/6
  - Facility W-4: Facility B-4: How comfortable would you feel biking here? 10' wide bikeway, two-way, bollard buffer, on-street facility: 5.3/6
  - Facility W-5: Facility B-5: How comfortable would you feel biking here? Residential street, low traffic volume, low speed, shared lane for bikes and vehicle traffic: 4.2/6
  - Facility B-6: How comfortable would you feel biking here?10' shared use path, separated from road by buffer, shared with pedestrians: 5.4/6
  - Facility B-7: How comfortable would you feel biking here?6' shoulder along rural two-way road: 3.7/6

<u>Demographics</u>

- Majority of survey respondents are:
  - Male
  - Age 45-64
  - White
  - Total household income $100,000-$149,999

<u>Other Comment Themes:</u>

- Intersection crossings need more attention
- More trails/protected facilities desired than on-street bike lanes

Walk Audits

Instead of the walk assessment detailed in the original scope, the project team identified an opportunity to complete that data task through a GIS-based mapping approach. Therefore, instead of hosting a walk assessment training, the project team hosted two walk audits – one in south La Crosse and one in North La Crosse.

South La Crosse Walk Audit

The first walk audit was held on Monday, November 6th from 12:30 to 1:30pm starting from the South Side Neighborhood Center. Seven attendees (not including project team members) participated in this one-mile walk, providing feedback on varied feelings experienced while walking along different kinds of streets (7th St, a quieter street with slower traffic and traffic-calming features (raised intersections, curb extensions), and 4th St (a wide, loud, one-way highway).

North La Crosse Walk Audit

The second walk audit was held on Tuesday, November 7th from 12:30 to 1:30pm starting from the Black River Beach Neighborhood Center. Five attendees (not including project team members) participated in this one-mile walk, providing feedback on varied feelings experienced while walking along different

kinds of streets (Sill St, a quieter, neighborhood street with slower traffic and traffic-calming features like curb extensions, and Rose St (a wide, high-speed highway).

Community Open House

As with the walk audits, the project team hosted open houses at two different locations: the Southside Neighborhood Center in south La Crosse on Monday, November 6th and Black River Beach Neighborhood Center in north La Crosse on Tuesday, November 7th (two hosted at this location). At these open houses, approximately 59 participants were invited to review the existing conditions work completed and share their experiences with walking and biking in La Crosse through interactive stations. The goal of these open house was to 1) review the draft vision and goals, 2) identify key issues and opportunities to address in the draft plan, 3) identify specific infrastructure best practices that interest the public in La Crosse.

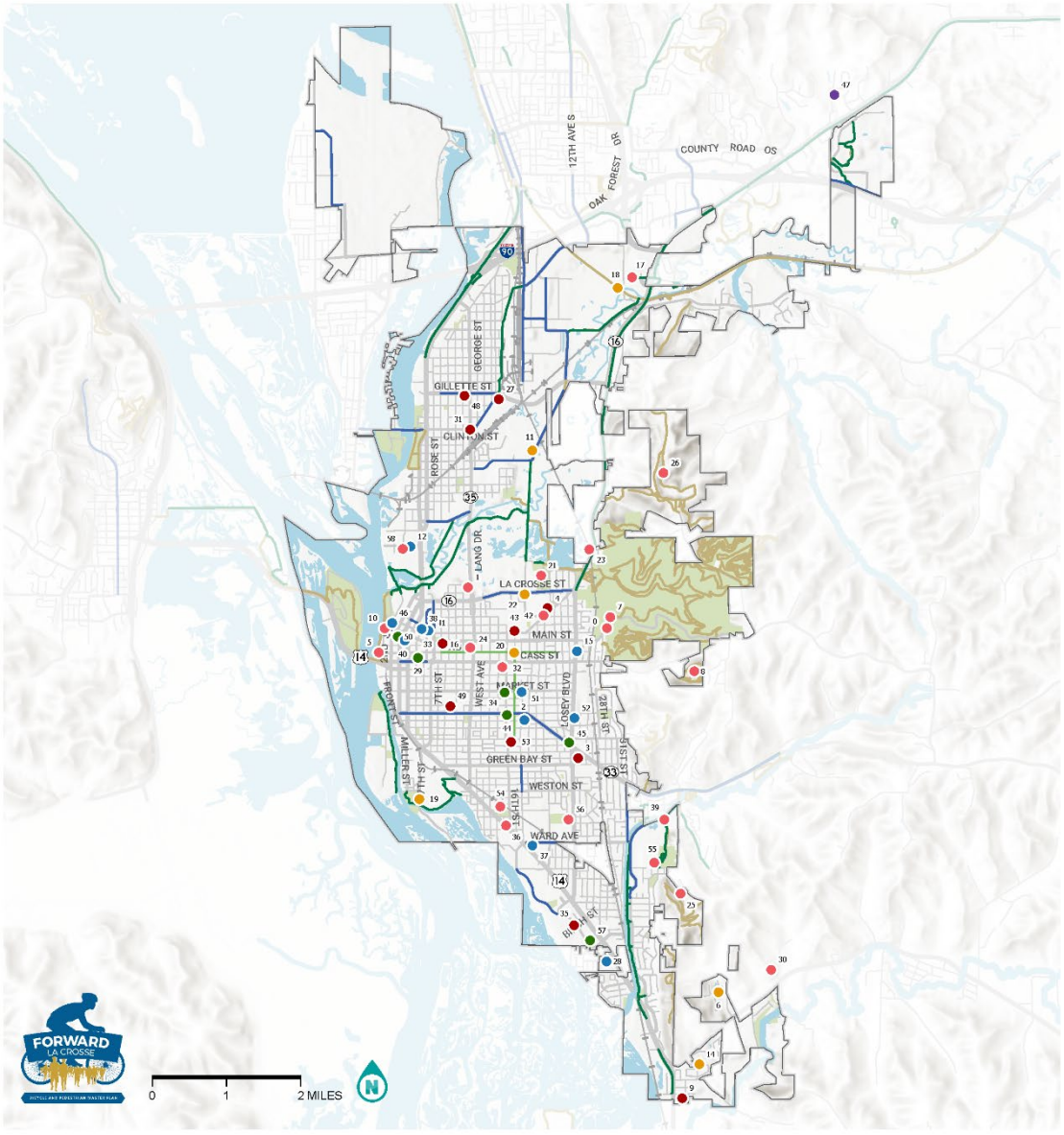
All feedback received during the three community open houses was incorporated into the summary maps (**Maps 1.1-1.6**)

South La Crosse Open House

North La Crosse Open House

Appendix

Map 1.1A: Desired Destinations for Connection Via Walking and Bicycling (Numbered Destinations)



PUBLIC INPUT: DESTINATIONS

LA CROSSE BICYCLE + PEDESTRIAN MASTER PLAN UPDATE

DESTINATION TYPE

BUSINESS
- Convenience Store
- Downtown
- General Business
- Post Office

RECREATION
- Park
- Recreation
- Trail

FOOD
- Restaurant
- Grocery

EDU
- School
- Library

- Regional Connection
- Neighborhood

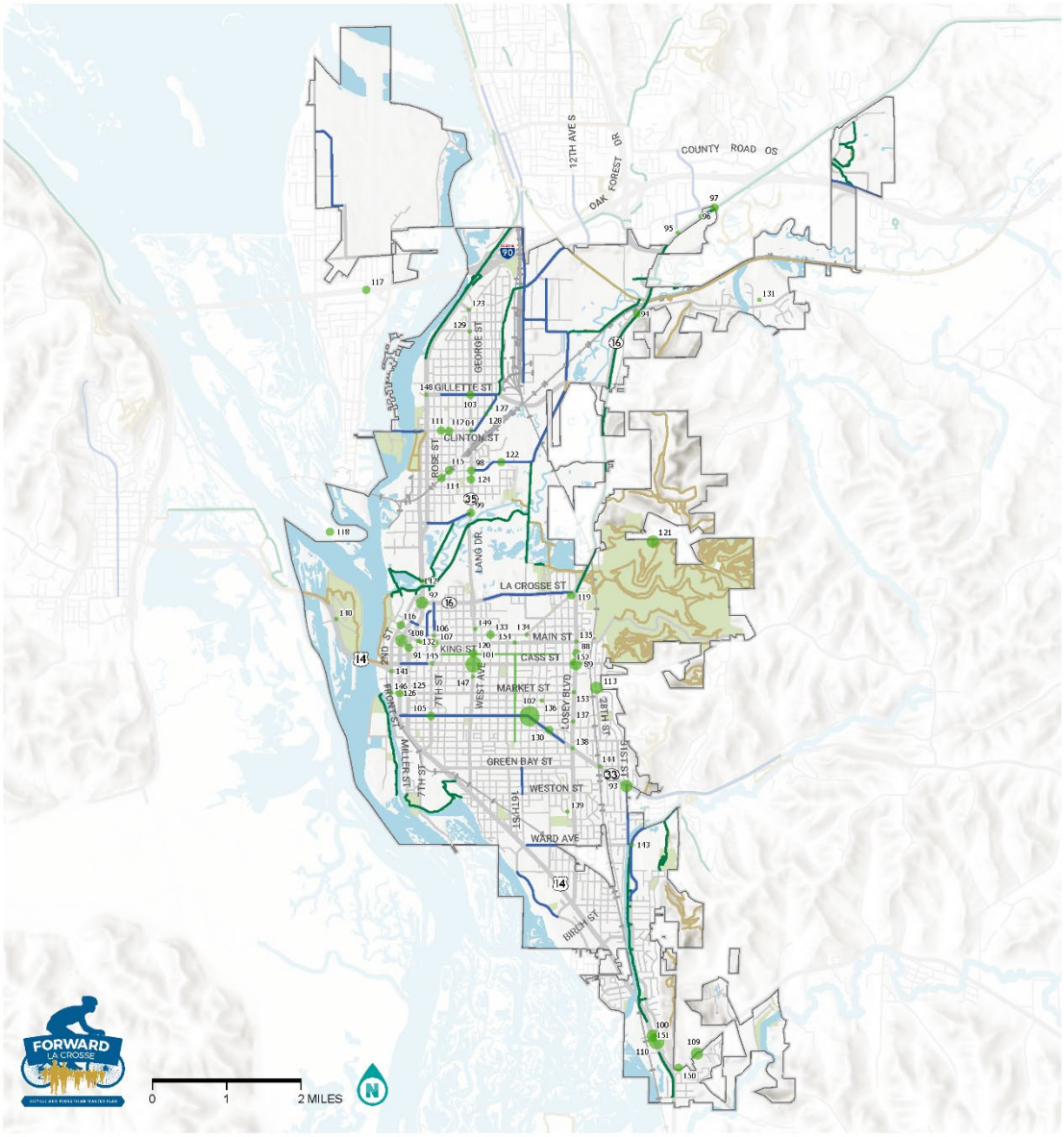
BASE MAP
- Railroad
- Parks
- Waterbody
- City Limits

Table 1.1A: Destinations

#	Likes	Dislikes	Destination	Comment
1	13	0	Leuth Park	Lueth park is an amazing community asset that is almost cutoff for cyclists, unless they ride on the sidewalk of the Lang Drive highway or try to cross either La Crosse Street or West Ave. A natural surface trail that connected to the marsh trails would
2	13	0	Jackson Plaza	Jackson Plaza customers need safer ways to cross from the north side of 33. Biking destination too.
3	13	2	Festival, Central High School, Local Shops	It's difficult to safely access Festival and Central High School by bike. Crossing 4 lanes of traffic on Losey or Highway 33 pushes cyclists onto the sidewalk, but turning traffic means it's rarely safe to cross.
4	11	0	Emerson Elementary	Emerson and all schools should be marked as Biking and Walking Destinations. High potential for very frequent use and this can reduce car traffic to/from schools each day. visibility at this intersection is terrible for drivers
5	10	1	Gateway	Establish a visible "gateway" to the bike path along the river new Weber Arts Center in accordance with the King St Greenways Plan
6	10	0	Waterford Valley	Please add safe access to Waterford Valley for kids to get to school at Southern Bluufs. An off road bike trail could link Waterford Valley, Brickworks and the mobile home court to provide safe access to school and connect to the bike trail near Fiesta
7	10	0	Trail	Let bikes on this trail! It will allow another alternative to Bliss Road & decrease bike traffic on this (often dangerous) road
8	8	0	Trail	I would love to see well developed trails on this piece of public land that currently feels like it is limited access. The end of Ebner feels very much like trespassing, despite it being public land.
9	7	0	Southern Bluffs Elementary	For both walking and biking - create some access for kids to be able to bike or walk to school, especially from the nearby neighborhoods who can only access via car on the highway.
10	7	0	Riverside Park	It would be nice to have a safe way to ride to Riverside park through the city.
11	5	0	Lower Northside connection	Desperately needed pedestrian friendly route from Lower Northside and subsidized housing to Northside schools. It's abysmal that kids who live in this neighborhood have only one option to cross RR tracks to school - the busy George Street viaduct, whic
12	5	0	Many destinations	It would be great if there were a safe way to bike to this area, which include a gym, a brewery, and several restaurants. Bicycle access will be even more necessary when the new mixed use commercial / residential development is open just south of here.
13	5	2	Bliss Rd	Bliss Road would safer to bikes and easier to maintain long term if it was one way going up the Bluff. The left side of the lane could be a bike lane which would reduce the strain on the road caused by excessive car traffic. Shelby would not need to hold
14	4	0	Brickworks Neighborhood	There is a great need for a bicycle and walking path connecting Brickworks neighborhood to the El Camino neighborhood, so kids have a safe route to school through the neighborhoods, where riding along the highway isn't necessary. This connection could
15	4	0	King St	My family and I utilize King St. as a biking route to and from the downtown area. I would like to see this more clearly marked (green paint on roads and signage) as a biking route.
16	3	0	Library	Downtown to library is a common route
17	3	0	Trail connection	connect to bike trail to the west
18	3	0	Street connection	connect to city street to the north east
19	3	0	SW La Crosse	Biking and Or walking should be improved to this part of town.
20	3	0	Bike Connection	these two roads could be developed into dedicated bike lanes and make the traffic one lane and one way. King Street would be my choice for an east-west bike lane. North-South could utilize 17th or 6th or 5th. Jackson Street is not well designed for bikin
21	3	0	Myrick Park/The Nature Place	Biking to Myrick Park from the Weigent-Hogan neighborhood is pretty doable, but has some difficult street crossings and conditions;
22	3	0	La Crosse St	This light triggers by bike when in the street lanes courage
23	3	0	Marsh Trail	A traversing trail, above the marsh edge would be a great opportunity here.
24	3	0	YMCA	Over 1,500 people pass through the doors at the YMCA each day. With limited parking, we would love to encourage more people to walk or bike to the Y. Making it more accessible to get here, and more bike parking, would be great;
25	3	0	Bluffland Traverse trail Option	Create a dirt Bluffland Traverse across LaCrosse that allows bikes!
26	3	0	Mathy Quarry	More biking trails within the mathy quarry would be nice.

#	Likes	Dislikes	Destination	Comment
27	2	0	Logan Middle and High Schools	Logan Middle and High Schools: Desiring safer and more clearly marked biking infrastructure for students to bike to school from Weigent Neighborhood
28	2	0	Walmart	I go here frequently
29	2	0	People's Food Coop	Grocery destination
30	2	0	Pamel Creek	Pamel creek connection to downtown safely with lites and visually seen but awa from traffic so you feel safe
31	2	0	Logan Middle School	Kids walk this route to and from school and after school activities. This intersection is a death trap for kids. Needs updated crosswalk paint, better ped signal crossing and longer recall.
32	1	0	Weigent Park	Weigent Park
33	1	0	Library	Library
34	1	0	Ranison's	Ranison's
35	1	0	Daycare	Daycare drop off by bikes
36	1	0	Bike Connection	Like the dedicated bike lanes on 2nd Street downtown, it would be nice to have more bike lanes, separated by reflective sticks or markers, running down South Avenue and Mormon Coulee. It could replace sidewalk on one side such as the southwest side of th
37	1	0	Kwik Trip	I like riding my bicycle to this Kwik Trip to pick up any groceries I might be missing. It would be nice if there were more bicycle paths going North/South to this location.
38	1	0	Post Office	Cycling to the Post Office from Weigent-Hogan neighborhood is pretty nice, especially along 17th & King.
39	1	0	Trail	trail access
40	1	0	Pearl Street	Pearl Street would make a perfect pedestrian mall area. Whether it be from 4th to 2nd or just 3rd to 2nd. Have it shut down to cars. Instead have it pedestrian only with landscaping, seating, nice areas for the restaurants to have their outdoor seating,
41	0	0	Downtown	Frequent destination. Commute by walking from downtown every day.
42	0	0	Veterans Memorial Pool	Veterans Memorial Pool
43	0	0	Wing Technology Center at UWL	Wing Technology Center at UWL
44	0	0	Fork and Fable	Fork and Fable
45	0	0	Javavino	Javavino
46	0	0	Downtown	Downtown would be cool to access. I know people in La Crosse who bike other places, but refuse to bike downtown. I somewhat feel the same.
47	0	0	Onalaska	I have been wanting a bike trail to Onalaska. I work at Havenwood Assisted Living, and very sick of the traffic trying to get there.
48	0	1	Northside Library	Northside Library - Walking and biking
49	0	0	Viterbo University Campus	Viterbo University Campus
50	0	0	Pearl Ice Cream Parlor	Pearl Ice Cream Parlor - Walking and Biking destination.
51	0	0	Wee Repeat Consignment Shop	Wee Repeat Consignment Shop
52	0	0	Kwik Trip	Kwik Trip
53	0	0	South Branch Library	South Branch Library
54	0	0	Mobility Park Option	Use the remaining space in this lot for a mobility practice park. Space to learn how to navigate the mobility corridors and road rules. See The Children's Traffic Playground in Copenhagen or Jardin du Petit monde à bicyclette in Montreal.
55	0	0	Mobility Park Option	Use the space in this park for a mobility practice park. Space to learn how to navigate the mobility corridors and road rules. See The Children's Traffic Playground in Copenhagen or Jardin du Petit monde à bicyclette in Montreal.
56	0	0	Erickson Pool	Erickson Pool
57	0	0	Aldi	New grocery - Aldi - coming in
58	0	0	New Development Area	New development area with great potential for accessible, safe biking and walking facilities

Map 1.4A: Walking Barriers



PUBLIC INPUT: WALKING BARRIERS (BY LIKES)

LA CROSSE BICYCLE + PEDESTRIAN MASTER PLAN UPDATE

WALKING BARRIERS

- 0 likes
- 1-5 likes
- 6-10 likes
- 11-15 likes
- 16+ likes

BASE MAP

- Railroad
- Parks
- Waterbody
- City Limits

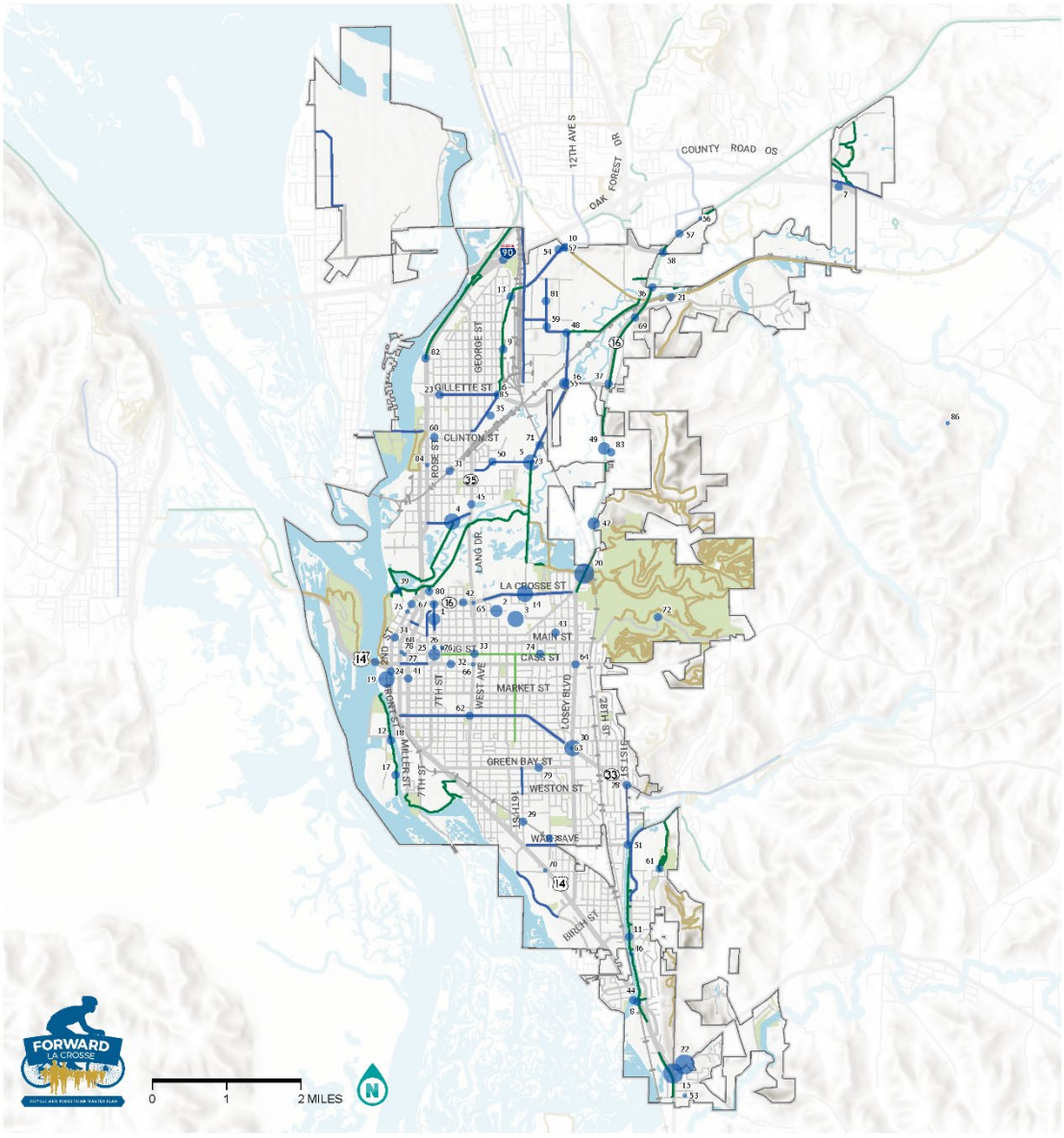
Table 1.4A: Walking Barriers

#	Likes	Dislikes	Barrier Type	Comment
88	5	0	Intersection	Dangerous uncontrolled intersection for kids walking to school
89	6	1	Intersection	Dangerous uncontrolled intersection for kids walking to school
90	8	1	Intersection	Dangerous uncontrolled intersection at 3rd and Pearl. I've personally seen someone hit by a car here (luckily uninjured). Not sure if it would have been reported. Everyday cars fail to yield to pedestrians here.
91	4	1	Intersection	I've personally almost been hit at this controlled intersection ~4 times at Jay and 4th.
92	9	1	Intersection	All signalized intersections should have crosswalks on every leg. Pedestrians here have to cross three separate times instead of just once to cross the north leg of the intersection.
93	8	0	Intersection	All signalized intersections should have crosswalks on every leg. Pedestrians here have to cross three separate times instead of just once to cross the west leg of the intersection.
94	5	0	Intersection	All signalized intersections should have crosswalks on every leg. There is currently no way to cross 16 to access the trail via Conoco Rd.
95	0	0	Intersection	All signalized intersections should have crosswalks on every leg. The north and east legs are currently missing crosswalks.
96	0	0	Intersection	All signalized intersections should have crosswalks on every leg. The north and east legs are currently missing crosswalks.
97	1	0	Infrastructure Need	A crosswalk with RRFB would work well here.
98	3	0	Intersection	All signalized intersections should have crosswalks on every leg. Pedestrians here have to cross two separate times instead of just once to cross the south leg of the intersection.
99	3	0	Intersection	All signalized intersections should have crosswalks on every leg. Pedestrians here have to cross two separate times instead of just once to cross the south leg of the intersection.
100	9	0	Infrastructure Need	A crosswalk with RRFB would be nice here
101	15	1	Intersection	This intersection should have a ban on right-on-red turns. There should also be a leading pedestrian interval and automatic walk signs given that Aquinas is right here. The leading pedestrian interval could perhaps be triggered with the existing beg butt
102	18	2	Intersection	Where 19th, Jackson, and State Hwy 33 meet it is a dangerous crossing. Vehicles heading East on Hwy 33 are coming around a corner and can be moving fast. It's also impossible for a pedestrian to tell if a turning car is going onto Jackson or 19th Stree
103	3	0	Intersection	This intersection should have a ban on right-on-red turns. There should also be a leading pedestrian interval and automatic walk signs given the proximity of Northside Elementary and Logan HS. The leading pedestrian interval could perhaps be triggered wi
104	0	0	Intersection	This intersection should have a ban on right-on-red turns. There should also be a leading pedestrian interval and automatic walk signs given the proximity of both Logans. The leading pedestrian interval could perhaps be triggered with the existing beg bu
105	5	3	Intersection	Replace the stoplight with a four way stop. It would save a good amount of money while improving safety.
106	0	0	Intersection	Replace the stoplight with a four way stop. It would save a good amount of money while improving safety.
107	2	0	Intersection	Replace the stoplight with a four way stop. It would save a good amount of money while improving safety.
108	0	0	Intersection	Replace the stoplight with a four way stop. It would save a good amount of money while improving safety.
109	10	0	Infrastructure Need	The Safe to School project identified the need for a connecting sidewalk from the Brickworks neighborhood to Southern Bluffs. Although it was confirmed that a sidewalk would be added, the construction of the roundabout was paused during winter and resume
110	11	0	Infrastructure Need	There is absent sidewalk to connect the northern extent of a sidewalk running from the roundabout on the east side of Mormon Coulee Rd. The sidewalk ends abruptly before arriving at 33rd street where there is a bus stop
111	4	0	Intersection	Need school crosswalks, dangerous intersection for pedestrians, especially during middle school start/end times. Recommend flashing lights like by UWL if an option
112	2	0	Intersection	Need school crosswalks, dangerous intersection for pedestrians, especially during middle school start/end times. Recommend flashing lights like by UWL if an option
113	6	0	Infrastructure Need	Is there a way to make this a pedestrian friendly crossing? Now, it's a steep rise and drop over a bed, most of which is dirt. Is this private property?
114	2	0	Infrastructure Need	Pedestrians, including children going to and from school, who need to cross these train tracks may have to wait upwards of 30 mins when trains are parked over all crossings. During these times, pedestrians can choose to wait or go 4-6 blocks out of their

#	Likes	Dislikes	Barrier Type	Comment
115	3	0	Infrastructure Need	Pedestrians, including children going to and from school, who need to cross these train tracks may have to wait upwards of 30 mins when trains are parked over all crossings. During these times, pedestrians can choose to wait or go 4-6 blocks out of their
116	4	0	Physical Barrier	The alignment of the curb cut and the sheerness (all right angles, no curve) of the concrete around the stormwater drain negates the benefit of the curb cut. As observed during the Maple Leaf Parade, it creates a tripping hazard for the old, young, or an
117	1	0	Infrastructure Need	Save the Bainbridge St bridge, and/or at least add accommodations on the other bridges.
118	3	1	General Recommendations	"Some policy changes:
119	3	3	Physical Barrier	1. Require that construction projects that close a sidewalk/bike lane must provide a safe alternative route without forcing people to cross the street
120	2	0	Speed	2. Remove costly parking mandates for all development
121	8	0	Infrastructure Need	3. End single family zoning"
122	2	0	Infrastructure Need	Visibility coming out of this alley is bad, so cars can't see pedestrians. The recent vacation of half of Campbell Road is likely to increase traffic and thus make this area even more dangerous for pedestrians.
123	0	0	Intersection	This crossing at King and West Avenue is very helpful. However, West-Lang-George has neighborhoods and businesses all along it and should not resemble a highway. People need to be able to go about their lives by means other than driving without being in
124	2	0	Intersection	A small parking lot in this area off the private road would be a big plus for those of us that would like to enjoy all the new trails in the area but are limited in how far we can actually walk, or allow for parking and shuttling so longer and different
125	2	0	Intersection	No sidewalk.
126	1	0	Intersection	Slip lanes, and absolutely massive crossing distances. It freaks me out to cross here. Close the slip lanes.
127	0	0	Infrastructure Need	Need to cross the street to get to the bus stop. But it is SCARY to get across the street. Need flashing beacon.
128	0	0	Infrastructure Need	Uncontrolled intersection and the nearest crosswalk & lights are 3 blocks in either direction.
129	0	0	Speed	Same as Market & 4th: Uncontrolled intersection and the nearest crosswalk & lights are 3 blocks in either direction.
130	1	1	Intersection	Have this be an "exit" only leaving the High school to decrease two way traffic coming in and out of this area.
131	0	0	Unsafe Facility	Have this be an "entrance" only coming into the HS. This will decrease two way traffic. Bonus would be to add a traffic table here to slow traffic down.
132	0	0	Speed	Children/families that are crossing George street wait FOREVER for safe passage traveling to and from Hickey Park. George street is way too fast and cars do not stop if they see someone on the corner.
133	2	0	Physical Barrier	There are several crosswalks between 16th and Losey that are utilized by children after school, but cars often don't stop for them. Crossing lights like the ones by the Y would be safer for pedestrians and help cars see that someone is waiting to cross.
134	0	0	Intersection	There needs to be signs throughout the marsh trails reminding bikers to announce themselves. These are multi use trails; but, so many bikers use them as race courses.
135	0	0	Intersection	Can we explore using surface (on street) murals to encourage car traffic to slow down around destinations where foot traffic is expected and necessary regardless of how you arrive?
136	0	0	Physical Barrier	The amount of street parking surrounding UWL's campus congests the street and makes walking an anxiety-inducing process.
137	0	0	Speed	This intersection is very dangerous for pedestrians as drivers are moving fast around the corner and often don't come to a complete stop when turning onto State. They are often not looking for pedestrians, either.
138	0	0	Intersection	As a pedestrian, I've seen and been involved in several near misses at this intersection. Cars turning left from Main onto Losey often fail to yield to pedestrians. This is particularly problematic with Congo preschool located at the corner.
139	0	0	Speed	Sidewalks in this area frequently have cars parked on them. Most of the times it is less than 50% blocked, but that isn't great.
140	0	0	Unsafe Facility	I don't know if I have ever seen a car going less than 40 mph at this pedestrian crossing. I also don't think I have ever seen a car stop for a pedestrian at the crosswalk. Someone is gonna die here.
141	0	0	Unsafe Facility	Crossing this intersection (33 and Losey) is dangerous in any direction, especially with turning vehicles. I feel safer crossing the road away from the intersection when there is an opportunity to do so.

#	Likes	Dislikes	Barrier Type	Comment
142	0	0	Unsafe Facility	Actually running, but a comment generally about small schools and parent behavior. Parents often speed and do not pay attention when dropping off their kids, and once dropped off almost never stop to allow a pedestrian to cross at the cut-through here o
143	0	0	Infrastructure Need	Entrance to Pettibone Park on S. Pettibone Dr begins with a concrete walkway that dead ends very quickly. It should continue at lease to the rental building for watercraft. And bikes should be prohibited from using that walkway.
144	0	0	Unsafe Facility	Redesign the slip lane to slow traffic and increase automobile visibility and safety. https://safety.fhwa.dot.gov/saferjourney1/Library/countermeasures/15.htm
145	0	1	Unsafe Facility	Crossing the road here with the RRFB doesn't seem to stop traffic as well as on West Ave. How can we make it safer to cross, especially once the river point district becomes populated?
146	0	0	Intersection	Difficult to access bus stop here at 33rd & Ward, sidewalks gaps, no safe way to walk
147	0	0	Infrastructure Need	Poor curb cuts
148	0	0	Intersection	7th & Cass is challenging to cross (roundabout)
149	0	0	Intersection	Safety concerns at Market & 2nd intersection
150	1	0	Infrastructure Need	Minimal crossing options on West Ave south of Cass
151	0	0	Infrastructure Need	Difficult to cross at Rose & Gillette even with walk sign - road is so wide
152	0	0	Infrastructure Need	This intersection is so dangerous. I see people almost get hit everyday. It is a busy place where lots of students cross west ave. I think there should be lights just like those by the ymca and by senior villa. This will help to slow cars down and visibl
153	0	0	Infrastructure Need	I live in the Vista Del Rio neighborhood. There is no connection to the Brickworks from the Vista Del Rio area. In the winter walking areas are more limited because of the speed of cars heading to Mt. La Crosse. If there was a safe way to walk along th
154	0	0	Intersection	There is no safe way to access the busses on 33rd street. Taking the sidewalks on the west side results in having to cross the highway twice. It is not safe crossing 4 lanes of traffic during certain parts of the day. There is no sidewalk to 33rd

Map 1.4B: Biking Barriers



PUBLIC INPUT: BIKING BARRIERS (BY LIKES)

LA CROSSE BICYCLE + PEDESTRIAN MASTER PLAN UPDATE

BIKING BARRIERS

- 0 likes
- 1-5 likes
- 6-10 likes
- 11-15 likes
- 16+ likes

BASE MAP

- Railroad
- Parks
- Waterbody
- City Limits

Table 1.4B: Biking Barriers

ID #	Likes	Dislikes	Barrier Type	Comment
1	10	0	Physical Barrier	The curb extensions cut off the bike lane and push bikes into the traffic lane.
2	8	0	Physical Barrier	There are sharrows east of this, but once it turns into a sidewalk, there is a curb and no cut for bikes to easily continue the transition from street to sidewalk.
3	13	3	Infrastructure Need	There are no bike lanes on UWL campus. BIke have to share sidewalks with pedestrians.
4	11	0	Infrastructure Need	There is not an easy curb cut to connect the trail to the bike lane.
5	12	0	Infrastructure Need	There is not an easy curb cut to connect the trail to the bike lane.
6	4	0	Infrastructure Need	There is not an easy curb cut to connect the trail to the bike lane.
7	4	0	Infrastructure Need	need bike crossing here
8	4	1	Infrastructure Need	A way across the tracks to get to the South of pammel creek.railroad and into Sherwood park is need (access from Johnson Park
9	2	0	Intersection	Replace the stop sign with a yield sign
10	1	1	Intersection	Replace the stop sign with a yield sign
11	1	3	Intersection	Replace the stop sign with a yield sign
12	0	1	Intersection	Replace the stop sign with a yield sign
13	4	0	Infrastructure Need	A connection is needed between Salem Rd and the trail
14	12	0	Infrastructure Need	Add an easy-to-reach button to call the light to change for bikers heading north/south through this intersection.
15	18	0	Unsafe Facility	Whoever engineered this circle slapped on some bike lanes on the south end and then didn't take into consideration where those northbound bikers would go. Extend the bike lane on the east side of Mormon Coulee Rd!
16	7	0	Unsafe Facility	Bike lanes disappear. Remove the slip turn lanes so vehicles don't feel so damned entitled to cut bikers off.
17	5	0	Physical Barrier	The bike trail behind the yellow city maintenance buildings becomes very icy in the winter, due to melt water drainage from the roof into the down spout gutters of the building, which drain directly onto the asphalt bike trail, and create very thick ice
18	5	0	Physical Barrier	I use this trail to commute to Gundersen from downtown every day. In the winter it is often impassable due to ice from snow Melt. It is particularly bad at the place where there is the large snow pile in the parking lot and along the back of the city bui
19	15	0	Physical Barrier	The abandoned rail tracks in this area are dangerous. This entire stretch of roadway is often more like a parking lot and less like a street.
20	20	0	Infrastructure Need	This route needs to be formally marked as an access point and needs to include lights in the tunnel.
21	1	0	Physical Barrier	This is on the State, but there's a literal barrier blocking the trail here. Maybe they'll listen if the City asks them to fix it.
22	18	0	Infrastructure Need	If there were to be a bike path on the south side of HWY14 then Clay Ct would be connected to roundabout for bicycles and cyclists from further east on HWY14 would have a safer route to manage the arrival up to the roundabout
23	3	0	Unsafe Facility	Need to have no parking in bike lane signs here like on the rest of the street
24	3	0	Physical Barrier	Construction signage coming off Cameron Ave bridge into downtown blocks too much of the sidewalk and makes it hard for cyclists and motorists to see each other.
25	10	0	Infrastructure Need	King street greenway just ends here with no obvious indication of where bikers are meant to go. Would be nice to have protection crossing 7th and continuing at least to Cameron if not the riverfront.
26	0	0	Physical Barrier	This road is nice near Western Tech, but as you keep going the bike lane made and the cracks in the road and small lane begin. It is incredibly unsafe biking on this road between western and the roundabout, especially with cars parked on the street near
27	3	0	Infrastructure Need	There used to be a northbound right turn lane and now it is painted over. The driving lane alignment should continue straight rather than being bumped out and cutting off the bike lane. The bike lane could continue to the intersection.
28	3	0	Infrastructure Need	If you're trying to cross Hwy 33 here from north to south on a bike, the light won't change to green unless there are also cars at the intersection, which is rare. There is a button for pedestrians to press to cross, but it's on the east side of the inte
29	5	1	Physical Barrier	Crossing the train tracks sucks everywhere. I have gotten flats and need to swerve to find the flattest part to cross. Of all the train crossings in the city, this one is the worst. I know that those flat, hard plastic crossings do exist and can point to

ID #	Likes	Dislikes	Barrier Type	Comment
30	12	0	Infrastructure Need	We have these bitchin bike lanes on Jackson St. However when I go to Festival to get my groceries the bike lane just ends in that intersection and it is quite dangerous. Continuing to have a safe network through the intersection would be cool. Especially
31	2	0	Physical Barrier	I use this route frequently so that I am off George Street. This train crossing sucks and I always think I'm going to break a spoke from it. When I do bike on George St. It is to avoid this train crossing.
32	5	1	Physical Barrier	The bump-outs make it dangerous for both bicycles and cars to navigate. I would love to see a solution that allows safer travel for all throughout this corridor.
33	2	0	Infrastructure Need	Love the King Street crossing, however when I'm going north or south on West Ave I'm biking 20 mph to keep pace with traffic and then I have to hit a very tight left turn to go down King Street. It would be cool to have future crossings plan for people t
34	2	0	Physical Barrier	Every time I have biked in this new 2 way bike lane there has been a parked car. A cop almost hit me in the lane as well when he was driving in the bike lane.
35	3	0	Infrastructure Need	I live on the south side and biking to the north side in general sucks. It would be cool to have a way to get to the northside that doesn't involve biking through an area that will give me a flat (industrial park) or the horrendous bridges full of pothol
36	3	0	Infrastructure Need	Idk what this is. Its a bike path that just stops and I have to go down a hill, slam on my brakes then start from 0 up a hill. When this is reconstructed it should just be a bike path over the bridge. Or offer a smooth ramp to go on hwy 16. Until then I'
37	3	0	Infrastructure Need	As a 70 year old female riding a trike (20” wheel) the bike trails/paths in the La Crosse Trail System are not user-friendly. What would help - pave 5 miles of the La Crosse River Trail from B to West Salem; a barrier on the sidewalk and road on 16 f
38	3	1	Infrastructure Need	This crossing is dangerous and painful on wheels
39	2	1	Physical Barrier	The homeless campground and drug use in this area is a major problem/deterrent to taking the Western trail. Very sad/scarry people all over this area. I see drug deals everyday riding near it.
40	1	0	Infrastructure Need	There should be a connection from the end of George Street under I-90 to Rose St and Onalaska. There could be a transitway to allow buses to Onalaska to serve the neighborhood too.
41	1	0	Infrastructure Need	This street is hazardous not just trying to get across 3rd and 4th streets to access the bike lanes at Market Street entrance to Houska
42	4	0	Unsafe Facility	this road is poorly designed and hazardous to bikers. It should have been upgraded for biking when the state repaved La Crosse Street. A good solution to that problem would be to make Pine or Badger one way to car traffic and one way for bike traffic, wi
43	2	0	Infrastructure Need	22nd street as a north-south corridor for biking would be ideal, but you would need to slow the car traffic down with circles and possibly make the lane one way with stop signs on side streets. Traffic on side streets goes too fast for biking safety
44	2	0	Infrastructure Need	Very difficult to cross the highway from Pammel Creek trail. Needs better access, better safety features. Cars go 45-60mph on this road, because it's a highway, but access is limited for bikers
45	2	0	Infrastructure Need	Almost impossible to bike this route north on George without a dedicated bike lane. It's just too dangerous. Needs significant improvements to bike lanes and trails.
46	0	0	Physical Barrier	I love this bike/walking path, not having to share the road with all the other traffic, but this bike path is rough and there are roads nearby that are actually smoother and less busy. Maybe looking at some of the roads that already exist in our city and
47	10	0	Infrastructure Need	Add a barrier between the cars and the sidewalk/bike path along hwy 16
48	2	0	Unsafe Facility	east bound bike lane on Palace terminates at the curve. Two-way bike lane (N-S) is on the east side of River Valley Drive, meaning riders have to cross the roadway in the middle of this turn. More than once cars have come around me while I'm riding throu
49	10	0	Physical Barrier	The sidepath here is never clean. It's covered in dirt, weeds, road debris, parts of vehicles, large rocks. It's not a pleasant N/S connection, but it's one that gets used a lot.
50	1	0	Physical Barrier	18 Wheelers are illegally parked in the bike lanes constantly. There should just be a bike path on one side and let them park on the other side.
51	2	0	Unsafe Facility	Bike route turns left going south on 32nd onto Ward, necessitating leaving the bike lane to make the turn.
52	4	0	Speed	"The speed limit on Enterprise Ave / CTY SS changes from 35 to 25 MPH at the State Trail crossing, Traffic does not obey these limits, Traffic Often crosses into the bike lane due to excess speed and disregard of the bike lane.
53	0	0	Infrastructure Need	Given the nature of the tr"

ID #	Likes	Dislikes	Barrier Type	Comment
54	2	0	Physical Barrier	I can't locate it on the map but I feel the path over/around the marsh should be more accessible by bicycle.
55	2	0	Unsafe Facility	There is a fire hydrant in front of ABC Supply. There is a water shutoff for the hydrant in the bike lane. The cover of this shutoff is proud of the road surface by several inches creating a biking hazard.
56	0	0	Infrastructure Need	"This is a poorly designed dangerous crossing. This is a primary bike route and one of the oldest around. The crossings are designed for pedestrians not bikes. The curb cuts are a maze to navigate.
57	1	0	Intersection	This has been further compounded because someone crashed"
58	1	0	Intersection	"There used to be a countdown timer at this crossing. It was removed several years ago when HWY 16 was resurfaced.
59	2	0	Physical Barrier	There hopefully will be a significant increase to the bike traffic once the bike path connection between S. Kinney Coulee Rd. and the Landfi"
60	1	0	Infrastructure Need	Add a countdown timer at this crossing.
61	2	0	Infrastructure Need	Add a countdown timer at this crossing.
62	1	4	Intersection	There are semi trucks parked in the bike lanes all day
63	0	1	Intersection	There is not a great place (other than to street signs and trees) to lock your bikes to.
64	1	3	Intersection	I would love to be able to use the Drift Cycle Bike Shares but I always have a young kid along. Can a cargo bike share be a thing? Or maybe a trailer or two?
65	0	3	Intersection	Have seen many bicyclists go through red lights here, some having stopped, others just go if traffic is clear. If they want to be on the roads, they should follow the rules of the road.
66	0	0	Intersection	Have seen many bicyclists go through red lights here, some having stopped, others just go if traffic is clear. If they want to be on the roads, they should follow the rules of the road.
67	3	0	Infrastructure Need	Have seen many bicyclists go through red lights here, some having stopped, others just go if traffic is clear. If they want to be on the roads, they should follow the rules of the road.
68	0	0	Unsafe Facility	Have seen many bicyclists go through red lights here, some having stopped, others just go if traffic is clear. If they want to be on the roads, they should follow the rules of the road.
69	2	0	Physical Barrier	Have seen many bicyclists go through red lights here, some having stopped, others just go if traffic is clear. If they want to be on the roads, they should follow the rules of the road.
70	0	0	Infrastructure Need	Can we get a Bike Counter to collect and display some data around usage with the new bike road installation? Especially with the fall and summer festivals - it would be great to quantify the usage!
71	2	0	Infrastructure Need	Midblock crosswalks like Doerflinger are horrible. Some people cross without paying attention, so they won't see bikes coming. The blocks downtown are so short that this doesn't seem necessary. Jaywalking is not illegal so a marked crosswalk is not nec
72	3	0	Infrastructure Need	This is a state thing I think, however in the winter plows push snow onto the trail at many locations. This is a huge barrier to biking. When I go grocery shopping I cant stop and lift my bike over a snow pile all the time. If this is not fixed I'm just
73	0	0	Unsafe Facility	When crossing Mormon Coulee, neither lane is marked as a turn lane, so vehicles try to go straight from both lanes. This makes the intersection extra dangerous when on a bike as vehicles are often trying to avoid collisions with each other and nearly hit
74	1	0	Physical Barrier	Biking along this highway feels unsafe.
75	0	0	Physical Barrier	It would be great to widen the shoulder going up the hill to include a dedicated bike lane.
76	0	0	Infrastructure Need	The ramp from the bike path to the road is in a bad location. In my opinion, the ramp should be moved east towards the corner in the road for better visibility.
77	0	0	Physical Barrier	Biking on King with roundabouts has substantially improved the quality of riding through this section. However, the city neglects plowing the road during winter which forces us bike commuters into riding on Cass or Main. This happens both during storms w
78	0	0	Infrastructure Need	I often see delivery trucks parked in the new bike lanes on 2nd street. This is not safe for bike riders.
79	1	0	Physical Barrier	is there any way to design bike parking where the owner does not need to lean the frame of their bike against the metal of the rack - thus inviting scratching of their frame?
80	1	0	Infrastructure Need	In the winter, the "ice melt" the city uses makes the road a mess of wet, salty, slush, which is terrible for biking. It causes damage to chains and metal parts. Riding on plain snow is much better.

ID #	Likes	Dislikes	Barrier Type	Comment
81	2	0	Physical Barrier	The Transit Center is not served by any bike lanes or any kind of infrastructure. The bike parking is extremely subpar
82	1	0	Infrastructure Need	Green Bay is a comfortable street but has bad pavement condition
83	1	0	Physical Barrier	Poorly-signed trail entrance
84	0	0	Infrastructure Need	Semis park in the bike lane despite the no parking zone
85	0	0	Unsafe Facility	Difficult to cross Rose to get on the existing trail
86	0	0	Unsafe Facility	Loud, dirty, rough, scary along this area
87	1	0	Infrastructure Need	Eliminate one-way pairs here

Map 1.4C: Walking and Biking Barriers

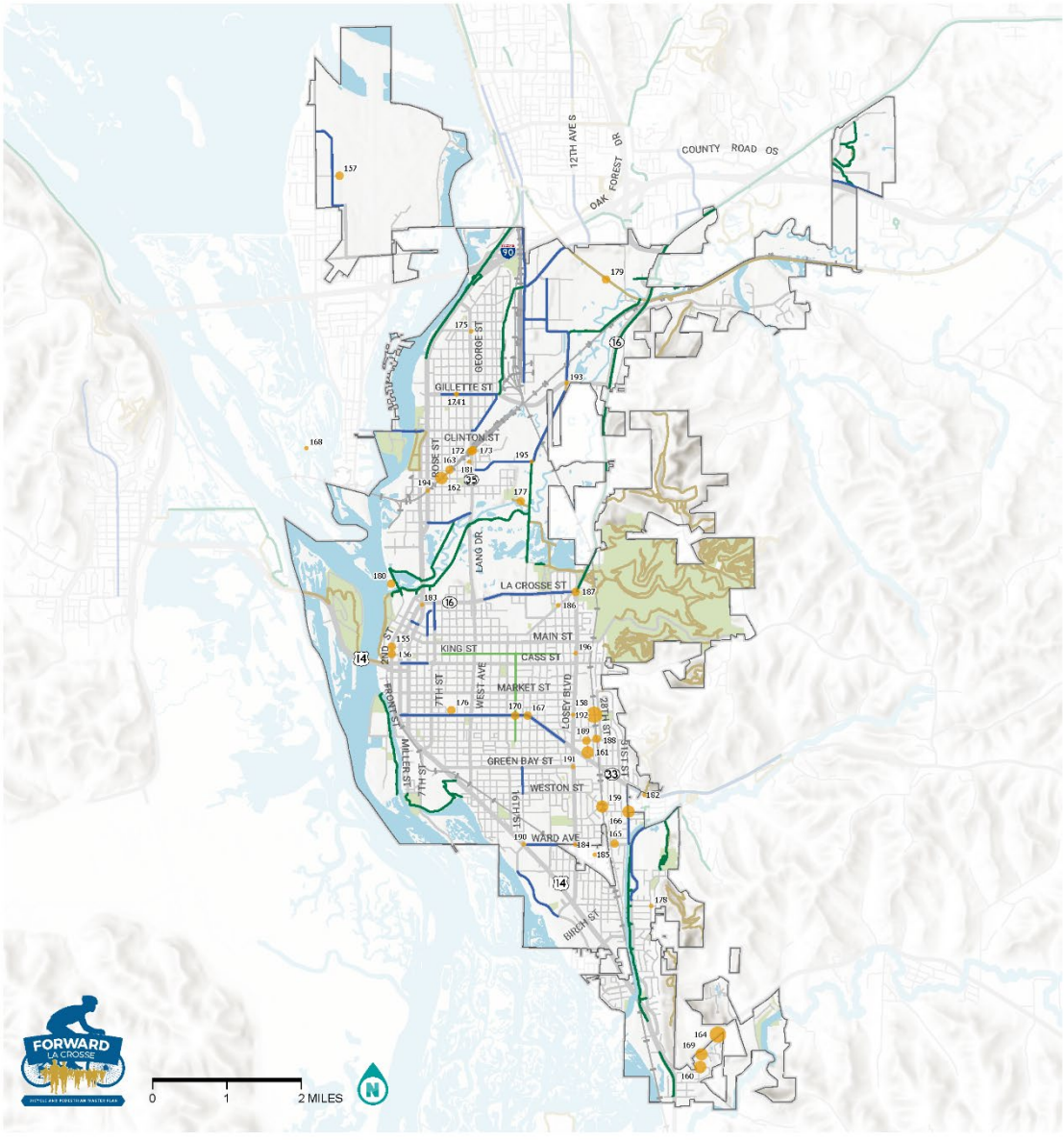
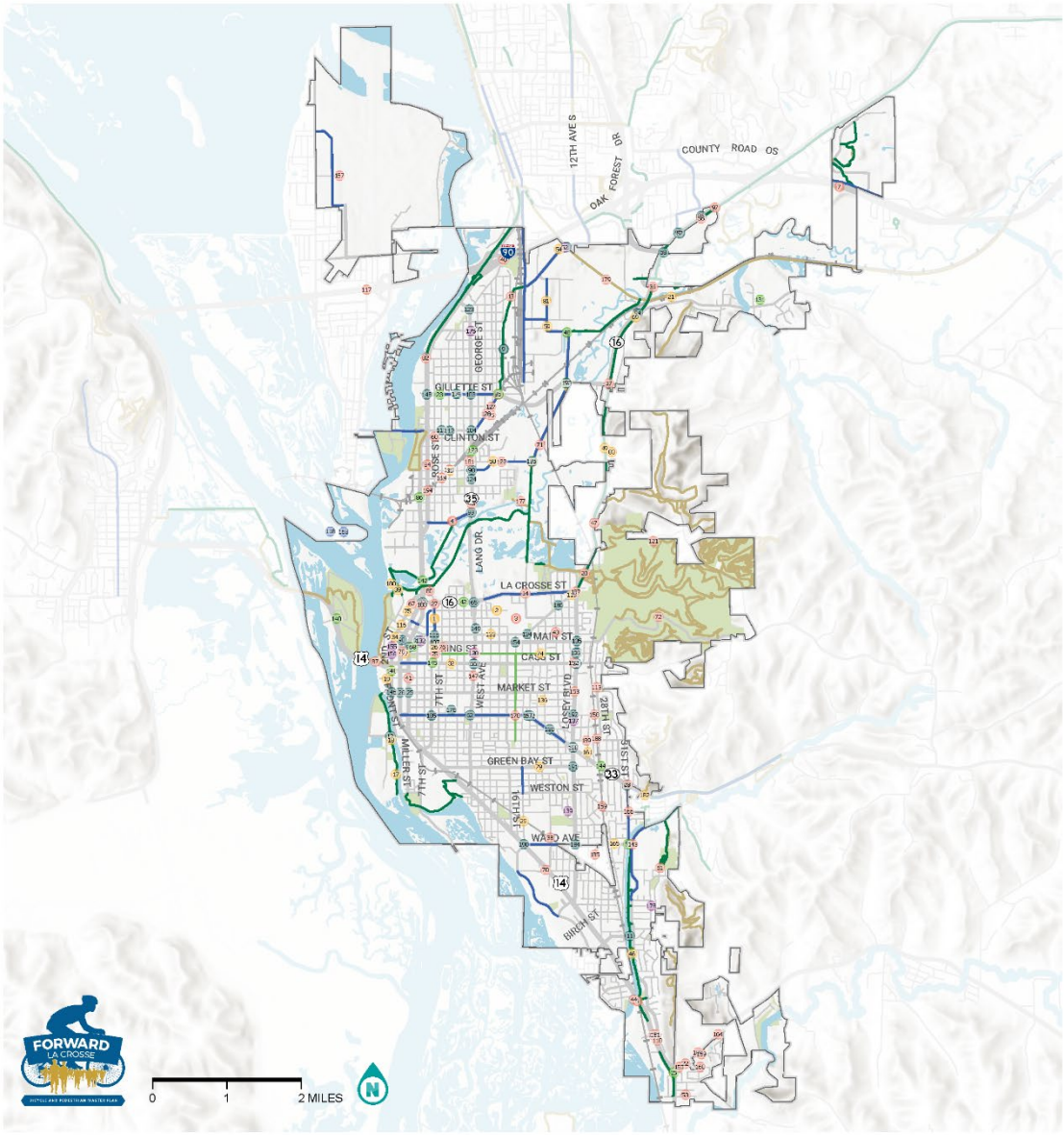


Table 1.4C: Walking + Biking Barriers

#	Likes	Dislikes	Barrier Type	Comment
155	3	0	Speed	Speeding automobiles at intersection of 2nd and Jay.
156	3	0	Speed	Speeding automobiles at intersection of 2nd and King
157	2	0	Infrastructure Need	There should be a path connecting Breezy Pt Rd to the airport to allow employees/travelers who live nearby to walk/bike to the airport.
158	11	0	Infrastructure Need	It would be nice to be able to cross here walking or riding.
159	8	2	Infrastructure Need	Build a bridge/underpass across the RR tracks to make it easier for students to get to Central from the east side of the tracks.
160	10	0	Infrastructure Need	The Brickyard neighborhood is isolated from the Southern Bluffs Elementary School. There is no recognized path to connect to Mariah Drive and then on to the elementary school.
161	6	0	Physical Barrier	The guard rail in this cul-de-sac prevents walkers and bikers from efficiently accessing the crosswalk to festival. The gate behind the old k-mart is too narrow for a bike+trailer to pass through causing riders to route down Losey or state road bridge.
162	8	0	Infrastructure Need	Pedestrians, including children going to and from school, who need to cross these train tracks may have to wait upwards of 30 mins when trains are parked over all crossings. During these times, pedestrians can choose to wait or go 4-6 blocks out of their
163	1	0	Infrastructure Need	Pedestrians, including children going to and from school, who need to cross these train tracks may have to wait upwards of 30 mins when trains are parked over all crossings. During these times, pedestrians can choose to wait or go 4-6 blocks out of their
164	15	0	Infrastructure Need	14/61 causes all neighborhoods along the corridor to be isolated due to biking/walking safety concerns. These neighborhoods (Brickworks, Waterford and other neighborhoods further east) could be linked via an off road trail giving access to safe school
165	1	0	Physical Barrier	The driveway of 2915 Ward Ave is really bad and the sidewalk portion should be replaced. It's very bad to bike and walk over.
166	7	0	Infrastructure Need	Difficult to cross at this crosswalk due to cars not stopping. A fair number of children walk or bike to school at this location and it is scary that cars are not stopping. Some parents have even resorted to helping their children cross here. It is ea
167	2	1	Intersection	This "intersection" is unsafe for pedestrians, bikes, and cars.
168	0	0	General Recommendations	"A list of general improvements:
169	7	0	Infrastructure Need	-add protected bike lanes on all major streets
170	1	0	Infrastructure Need	-reduce speed limits to 25 on all major streets, and 20 on residential streets
171	0	0	Intersection	-plant more street trees
172	1	0	Unsafe Facility	-build more traffic calming
173	1	0	Unsafe Facility	-extend curb bumpouts farther back from the"
174	0	0	Intersection	Our neighborhood is isolated from access to the La Crosse area. We have a number of people that not only would like to both walk and ride to town, but ones that utilize wheelchairs. A path was planned but then cancelled because of a land dispute between
175	0	0	Speed	While there's a pedestrian island and a big neon sign here, but I would expect there to be a crossing light (RRFB) as traffic rarely stops for pedestrians or cyclists.
176	2	0	Intersection	Need to have a ped traffic light so children can cross safely. Safe Routes to School and say they want to "encourage families to walk/bike to school" and families will never feel safe doing that unless there is something that physically stops traffic for
177	4	0	Infrastructure Need	Overpass is very steep for walkers and bikers using this route to walk/bike to school or work (many many children travel on this route to school). The western sidewalk is skinny and if passing another bike you have to get off and walk. During the winter,
178	0	0	Speed	Overpass is very steep for walkers and bikers using this route to walk/bike to school or work (many many children travel on this route to school). The western sidewalk is skinny and if passing another bike you have to get off and walk. During the winter,
179	1	0	Infrastructure Need	Need to have a ped traffic light so children can cross safely. Safe Routes to School and say they want to "encourage families to walk/bike to school" and families will never feel safe doing that unless there is something that physically stops traffic for
180	1	1	Physical Barrier	Children/families that are crossing George street wait FOREVER for safe passage traveling to and from Hickey Park. George street is way too fast and cars do not stop if they see someone on the corner.
181	0	0	Infrastructure Need	"Getting across West Ave on a bike or on foot during AM and PM rush hour traffic is dangerous. Crossing at the lights on Market or Cass Streets does not feel safe on foot or on a bike. Motorists are not aware of nor accommodating for pedestrians or cycli

182	0	1	Physical Barrier	Need bridge rebuilt to reconnect bike path
183	0	0	Infrastructure Need	Cars drive way too fast down this road. They often get to 35-40 mph, sometimes faster. It's so dangerous for pedestrians and bicyclists. The city bus comes through twice an hour, shaking my house and barely moving out of the way for any cars or pedestria
184	0	0	Intersection	Both walking and biking. A direct access to Fields for Kids that is from the existing bike path would encourage safer entry for those choosing to commute to practice by bike or foot.
185	0	0	Infrastructure Need	It is extremely scary and intimidating to walk or bike through the homeless encampment in this area. People are camped right next to the bike trail. I have seen people overdosed on fentanyl laying on the bike path. I no longer feel safe going through thi
186	0	0	Intersection	Kane Street tunnel needs adequate lighting.
187	3	0	Infrastructure Need	For walking or biking there is a good sidewalk here. But I have seen a young man riding an electric scooter on the highway edge off sidewalk. Assuming he did so because the sidewalk has too much debris to use the scooter safely. Behavior was very dang
188	1	0	Infrastructure Need	There are so many trucks traveling through the downtown to go north and south that it makes walking, biking and living downtown stressful and difficult. The trucks also makes it unsafe for biking and unpleasant for walking and dining and sidewalk cafés.
189	1	0	Infrastructure Need	Ward & Losey is a dangerous intersection
190	0	0	Intersection	Town of Shelby has sidewalk gaps, need to carry bikes over RR tracks
191	0	0	Intersection	Intersection is too wide
192	0	0	Intersection	Reroute bikes/peds away from this intersection or make improvements so it is safer
193	0	0	Intersection	Bridge?
194	0	0	Infrastructure Need	Unofficial shortcut here
195	0	0	Intersection	Complicated intersection
196	0	0	Intersection	Losey & Green Bay intersection is not friendly to walkers or bikers

Map 1.5A: Barriers by Type



Map 1.6A: Bike Rack Locations

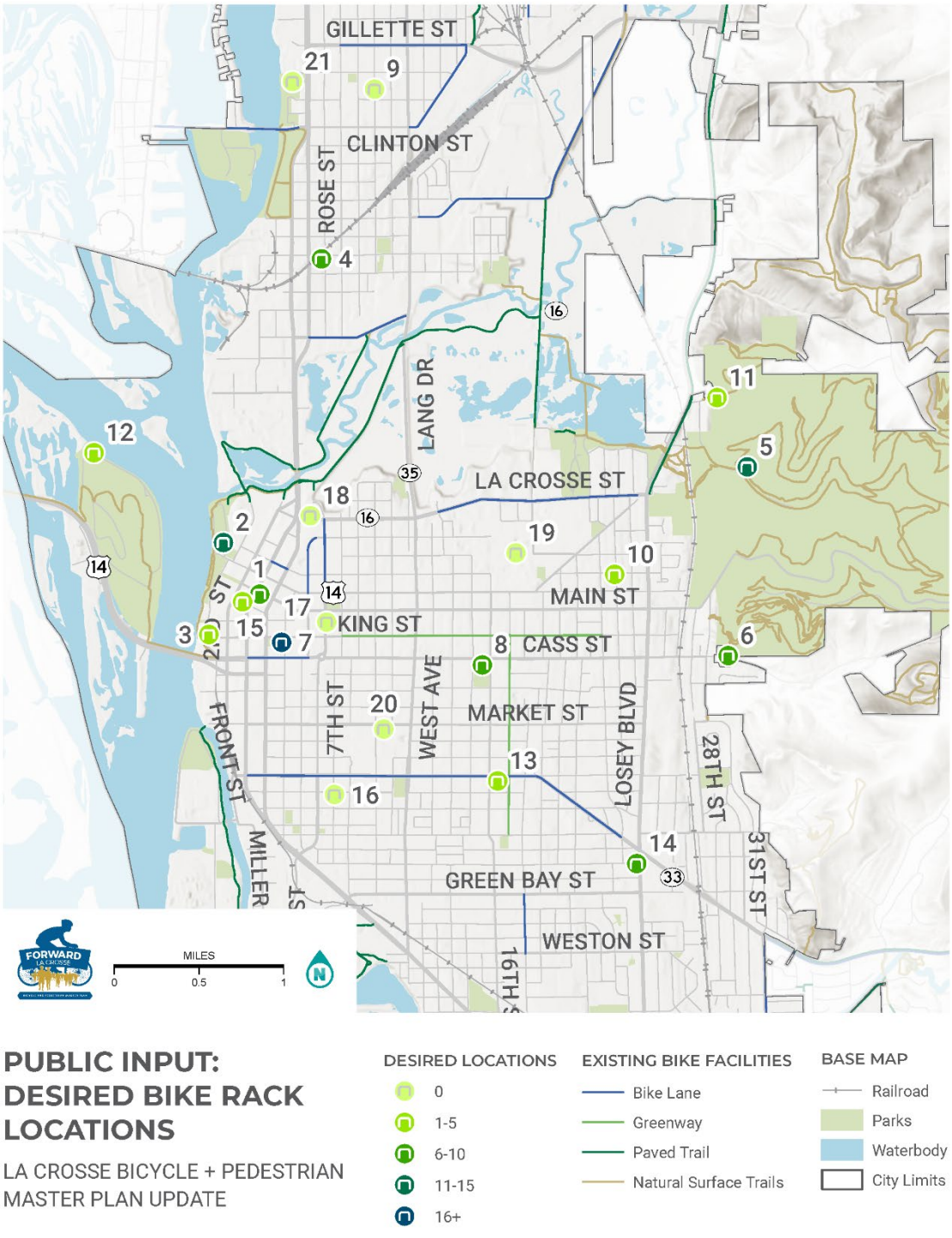


Table 1.5A: Desired Bike Rack Locations

#	Likes	Dislikes	Desired Locations	Comment
1	7	1	3rd and Main	More bike parking downtown. Near corner of 3rd and Main by Grounded.
2	12	0	Riverside Park	More bike parking by Riverside Park/band shell
3	5	0	Weber Arts Center	More bike parking near Weber Arts Center
4	6	0	Amtrak Station	Bike parking could be better at the Amtrak station if it was more secure, enclosed, possibly with dedicated cargo bike or ebike parking. It could also use a Drift Cycle bikeshare station.
5	14	0	Trailhead	Secure bike parking would assist with busy times when traffic overfills the small parking lot. Many hikers would likely bike if they could safely get here and securely park.
6	9	0	Trailhead	Trailhead bike parking please!
7	21	0	Downtown	On every block downtown where there is car parking, the "front" space needs to be covered secure bike hangar or high-densuty bike parking. This would also improve vision at intersections. Or use vacant stores to provide indoor, supervised parking. Ppl a
8	7	0	City parks	Every city park should have decent bike parking that is not a metal loop that tangles and rubs off paint. Wheel-trays with locking posts and hi-low design give good hogh-density, non-tangle, scratch-free parking. Like https://www.sportworks.com/product/o
9	0	0	Residential neighborhoods	We don't have any options for bike parking in residential neighborhoods. Having some parking in residential neighborhoods would be cool.
10	2	0	Residential neighborhoods	There is nowhere to lock a bike for a couple block radius in this area. Having some city bike parking throughout the city would be cool.
11	5	0	Trailhead	Secure bike parking please!
12	1	0	Beach - Pettibone Park	Something near the beach on this side of Pettibone would be nice!
13	4	0	Jackson Plaza	Adjust Jackson Plaza area to be a transit hub and include secure, covered bike parking
14	9	0	Losey Restaurants	The restaurants around this intersection all have poor bike parking options. Something central, secure, monitored, and covered would be great for all shops/restaurants in this area!
15	1	0	The Pearl	Would love bike parking by the Pearl, last time I was there I had to lock to a tree as there is currently none on this block that I could find.
16	0	0	Hamilton's	Parking on this side of Hamilton's new addition - also for those who attend Alano AA Hall.
17	0	0	Explore La Crosse	Explore La Crosse needs a bike rack!! C'mon!
18	0	0	WisCorps	Bike Parking for WisCorps' new office in the brick building - maybe a shared station with the building housing Metropolitan Salon also?
19	0	0	UW La Crosse	Heated, indoor bike parking please!
20	0	0	Mayo Clinic	Better bike parking at Mayo Clinic
21	0	0	Black River Beach	Better bike parking at Black River Beach

To: City of La Crosse

From: Alta Planning + Design

Date: December 8, 2023

Re: Summary of existing plans

Summary of Existing Plans

Background

The following plans were reviewed for content relevant to the Bicycle and Pedestrian Plan Update:

- La Crosse Area Planning Committee (LAPC): 2023-2026 Transportation Improvement Program
- LAPC: Beyond Coulee Vision 2040 Metropolitan Transportation Plan (2020)
- LAPC: 2011-2015 Bicycle and Pedestrian Safety Study
- 5-Year City of La Crosse Park and Recreation Strategic Plan (2021-2025)
- City of La Crosse Parking Studies
- City of La Crosse Public Market Feasibility Study (2019)
- South Ave Multimodal Assessment (2018)
- La Crosse Highway 53 Corridor Master Plan (2018)
- Wisconsin DOT Highway Corridor Plans
- Great River Road Initiatives
- Current Bluffland Protection Plan/Hixon Forest Plan
- Downtown La Crosse Retail Market Analysis (2017)
- City of La Crosse Streets and Highways Transportation Vision (2015)
- City of La Crosse Traffic Calming Policy
- TCMC Intercity Passenger Rail Project (2021)
- Future/concurrent development plans, as available

Plans in progress:

- La Crosse Major Highway Project Environmental Study (2022, In Progress)
- City of La Crosse's ADA Transition plan (2022, In Progress)

Plans summarized in detail in the appendix of this memo:

- Bicycle and Pedestrian Master Plan (2012)
- Confluence: the 2002 adopted Comprehensive Plan
- Forward La Crosse: Updated Comprehensive Plan (October 2023)
- City of La Crosse Safe Routes to School Plan (2021)
- Climate Action Plan (2022-2023)
- Imagine 2040 La Crosse Downtown Master Plan (2021)

Plan review focused on identifying recommendations that impact conditions for bicycling and walking and established community vision/goals to carry forward into this plan. Plans listed above that do not include recommendations or established community vision and goals related to bicycling and walking are not included in this summary.

Major Themes from Adopted Plans

The following themes emerged in multiple plans:

- Comfort and safety for people walking of all ages and abilities, including improved pedestrian crossings, curb ramps, and complete sidewalk network
- Comfort, safety, and connectivity of the bike network for people of all ages and abilities and increase on- and off-street bicycle facilities
- Roadway design and traffic signal timing that reduces motorized vehicle speeds and increases safety for people walking and bicycling
- Culture of walking and bicycling: policy, education, encouragement, enforcement, and evaluation
- Recognition of excellence in bicycling and walking among peer cities
- Sustainable mobility options and green infrastructure
- Funding opportunities to implement bike and pedestrian projects

The relevant recommendations from each plan for each theme are listed below.

Comfort and safety for people walking of all ages and abilities, including improved pedestrian crossings, curb ramps, and complete sidewalk network

Forward La Crosse 2040 Comprehensive Plan (2023)

- **Opportunity T-2:** Expand the city's pedestrian and bicycle networks to ensure every street and all new development meets the safety and mobility needs of all users. Promote these networks as support for economic development, tourism, and recreation.
- **Action T 2-5:** Collaborate with surrounding communities and LAPC to coordinate interconnecting pedestrian infrastructure such as Bluffland Traverse, a 50+ mile trail connecting Goose Island on the south side of La Crosse to Camp Decorah in Holmen.

La Crosse Climate Action Plan (2022-2023)

- **Strategy TM5.** Improve the comfort and safety of walking and biking within La Crosse.

Imagine 2040 La Crosse Downtown Master Plan (2021)

- **Opportunity: Identify intersections for safety and comfort upgrades, [including]** frequently traveled pedestrian paths and areas presenting obstacles for people with mobility impairments, notably on 2nd Street.

LAPC: Beyond Coulee Vision 2040 (2020)

- **Objective:** Provide equitable access to and development of transportation facilities and networks.
    - **Action Strategy:** Update the travel model to consider all users (2021-2023).
    - **Action Strategy:** Prioritize projects that fill gaps and improve connections for bicyclists and pedestrians.

Downtown La Crosse Market Analysis (2017)

- Expanding … connections into downtown, by extending bike and walking routes into the core, and improving the visibility, access to and awareness of the river can help to connect visitors to these outdoor assets that are identified as a top asset of the region, potentially encouraging future employee recruitment or business relocation.

Bicycle and Pedestrian Safety Study, 2011-2015 (2017)

- **Safety Countermeasure:** Enhance crossings

La Crosse Transportation Vision memo (2015)

- **Modal Reprioritizing:**
  - Comfortably and safely accommodate the walkers, cyclists, and transit users within the city
  - Remove "barrier effects" where they exist for pedestrians and cyclists

City of La Crosse Traffic Calming Policy

- **Primary Objective 1.** To improve safety for vehicles, bicycles, and pedestrians

La Crosse Bicycle and Pedestrian Master Plan (2012)

Top Ten Recommendations

- Identify critical pedestrian crossings and improve with pavement markings, signs, and traffic control devices
- Implement a plan to correct all curb ramps at intersections, eliminate tripping hazards and sidewalk gaps

Engineering

- Increase the number of streets with sidewalks or walkable, paved shoulders.

Confluence: The La Crosse Comprehensive Plan (2002)

- **Objective 9: Pedestrian Environment.** Improve pedestrian connections to create a continuous and seamless pedestrian system, and enhance pedestrian amenities to create a more attractive and convenient pedestrian environment.

Comfort, safety, and connectivity of the bike network for people of all ages and abilities and increase on- and off-street bicycle facilities

Forward La Crosse 2040 Comprehensive Plan (2023)

- (See **Opportunity T-2** above)
- **Action 2-1:** Grow the City's "All Ages and Abilities" pedestrian and bicycle network through strategic investment in additional routes and infrastructure, especially facilities such as protected bike lanes that provide increased separation between users of non- motorized transportation and cars.

La Crosse Climate Action Plan (2022-2023)

- (See **Strategy TM5** above)

LAPC Beyond Coulee Vision 2040 (2020)

- **Objective:** Establish a signed system of intercity bicycle routes that have a high level of comfort.
  - **Action Strategy:** Continue to work with local communities to address connectivity, access, and comfort issues.
  - **Action Strategy:** Utilize off-road facilities to the greatest extent possible.

- **Action Strategy:** Use identified routes to target locations for bicycle facility improvements.

La Crosse Market Analysis (2017)

- (See pedestrian and bicycle recommendation above)

Bicycle and Pedestrian Safety Study, 2011-2015 (2017)

- **Safety Countermeasure:** Install bicycle facilities

La Crosse Transportation Vision memo (2015)

- (See **Modal Reprioritizing** above)

City of La Crosse Traffic Calming Policy

- (See **Primary Objective 1** above)

La Crosse Bicycle and Pedestrian Master Plan (2012)

Top Ten Recommendations

- Make connections between on-street bike facilities and the Gundersen Lutheran trail network
- Begin transforming King Street into a Bike Boulevard
- Begin work to create two additional Bike Boulevards on 17th Street and Farnam Street
- Continue planning for a continuous, riverfront trail in La Crosse
- Complete a connected network of on-street bicycle facilities and directional signs in the heart of La Crosse

Engineering

- Increase the number of on-street and off-street bicycle facilities. More than 90 miles of on-street and off-street bicycle facilities are recommended. This includes extending some of the city's existing bike lanes and shared lane markings.
- Develop a network of bike boulevards.

Confluence: The La Crosse Comprehensive Plan (2002)

- **Objective 10: Bicycle Network.** Create a comprehensive bicycle network that provides for safe recreational and utilitarian bicycling.

Roadway design and traffic signal timing that reduces motorized vehicle speeds and increases safety for people walking and biking

Forward La Crosse 2040 Comprehensive Plan (2023)

- **Action T 2-4:** Continue to support residents and neighborhoods with the formalized traffic-calming program.

La Crosse Climate Action Plan (2022-2023)

- **Action TM 5-8.** Improve safety for pedestrians and alternative modes of transportation by restoring two-way traffic to one-way streets.
- **Action TM 5-10.** Identify streets where a "road diet" (a reduction in the number of travel lanes and/or effective street width) would achieve systemic improvements; then, implement road diets.

Imagine 2040 La Crosse Downtown Plan (2021)

- **Opportunity: Initiate Street Design Projects.** Streetscape projects provide functional and aesthetic improvement that can increase visibility for pedestrians.

City of La Crosse Safe Routes to School Plan (2021)

- **Action 4.2.** Update traffic signal phases and lights
- **Action 4.4.** Enforce the traffic calming review process

LAPC: Beyond Coulee Vision 2040 (2020)

- **Action Strategy:** Develop a design guide to assist urban communities incorporate all users, especially children, the elderly, and persons with disabilities, in roadway projects (short-range, 2021-2025)
- **Objective:** Become the first Vision Zero metropolitan planning organization.
    - Action Strategy: Develop a Vision Zero plan for the planning area (2026).
    - **Action Strategy:** Coordinate with Safe Routes to School planning (ongoing).

Bicycle and Pedestrian Safety Study, 2011-2015 (2017)

- **Safety Countermeasure:** Reduce [motor vehicle] operating speeds
- **Safety Countermeasure:** Adjust signal timing

La Crosse Transportation Vision memo (2015)

- Slow design speeds to alter driver expectations and reduce the number of crashes, deaths, injuries, and property damage
- Design streets to self-enforce the desired speeds
- Design streets for the breath of population groups including those who do not or cannot drive motor vehicles, people with various disabilities, young people, many elderly people, low income people

City of La Crosse Traffic Calming Policy

- **Purposes and Objectives:** The immediate purpose of traffic calming is to reduce the speed and volume of traffic to acceptable levels ("acceptable" for the functional class of a street and the nature of bordering activity). Reductions in traffic speed and volumes, however, are just means to other ends such as traffic safety and active street life.
- **Safety:** Safety shall be the primary basis for all traffic calming. Measures shall be selected and applied with the direct intent to improve safety for vehicular, bicycle, and pedestrian traffic.
- **Speed Reduction:** Traffic calming measures can reduce traffic speeds to varied degrees intersections and midblock. This is accomplished with physical elements that cause horizontal deflections or vertical displacements that utilize the laws of physics to impede high speed movements. These measures are self-enforcing and do not require additional monitoring.

La Crosse Bicycle and Pedestrian Master Plan (2012)

Engineering

- Switch signals to pretimed cycles to better accommodate pedestrians and bicyclists, and also better control traffic speeds.
- Reduce travel speeds on major roadways to the speed limit thorough the design of the roadway and timing of the traffic signals.

- City of La Crosse Traffic Calming Policy

Culture of walking and bicycling: policy, education, encouragement, enforcement, and evaluation

Forward La Crosse 2040 Comprehensive Plan (2023)

- **Action 2-2:** Conduct education, encouragement, and promotion initiatives that invite residents (including those who don't currently walk or bike as a form of transportation) to explore the City's walking and biking infrastructure.

La Crosse Climate Action Plan (2022-2023)

- **Action TM 1-10.** Create and promote incentives supporting adoption of alternative mobility such as bike and e-bike ownership and/or sharing. Incentive implementation should be prioritized for improved equity.
- **Action TM 5-3.** Create bicycle and bike safety and bicyclist rights education opportunities for all ages through public workshops and web content.
- **Action TM 5-4.** Establish a public safety policy of increased enforcement of traffic laws and ordinances supporting bicyclist rights and safety.
- **Action TM 5-6.** Update the 2012 Bicycle and Pedestrian Master Plan.
- **Action TM 5-9.** Explore approaches to measuring walking and biking (such as through bike counters) at key locations in the city. Example: City of Madison.

City of La Crosse Safe Routes to School Plan (2021)

- **Action 1.3.** Identify and implement bike safety education in non-school settings
- **Action 1.4.** Research and develop an educational strategy for in-school settings
- **Strategy 4.** Strengthen city and district policies
- **Action 4.3.** Establish a crosswalk marking policy

La Crosse Bicycle and Pedestrian Master Plan (2012)

Education

- Continue to provide bicycle and pedestrian safety training for school, city staff, and law enforcement officials.
- Conduct educational campaigns on bicycle and pedestrian safety.
- Continue to close streets to traffic for festivals and public events.
- Achieve 100% school district participation in Safe Routes to School.
- Achieve Bicycle Friendly University status for all colleges and universities in La Crosse.

Recognition of excellence in bicycling and walking among peer cities

La Crosse Climate Action Plan (2022-2023)

- **Action TM 5-13.** Improve City's "Bicycle Friendly Community" rating by implementing "Key Steps to Gold" recommendations on report card.

La Crosse Bicycle and Pedestrian Master Plan (2012)

Vision

- Be recognized as a Gold Level Bicycle Friendly Community
- Be recognized as a Gold Level Walk Friendly Community

Sustainable mobility options and green infrastructure

Forward La Crosse 2040 Comprehensive Plan (2023)

- **Action T 2-3:** Review development requirements to avoid excess off-street parking and ensure the provision of bike parking and safe pedestrian routes in site designs.
- **Action NR 2-6:** Develop a nature- and people-friendly framework to guide landscaping, street furnishings, street lighting, trees, heritage streets, environmentally-focused art, and other improvements to the public realm.
- **Action NR 3-1:** Promote landscaped areas that include plant and tree types that serve a variety of ecological functions such as interception and filtration of stormwater, reduction of the urban heat island effect, and preservation and restoration of natural systems.
- **Action NR 3-7:** Require low-maintenance landscaping in development plan to minimize irrigation system needs, resist drought and winter salting, handle stormwater and snow storage, allow for solar access, and minimize utility interference.

La Crosse Climate Action Plan (2022-2023)

- **Action TM 1-2.** Work with providers like Drift Cycle to actively promote and expand access and use of bike sharing throughout the city.
- **Action TM 1-7.** Establish/increase ordinance requirements and design review requirements for street level, secure bike parking for every residential unit in residential zones and appropriate high-density bike parking facility requirements for commercial and public use zones.
- **Action TM 1-9.** Create and promote incentives for employers to provide incentives such as transit passes, covered and secure bicycle parking, bicycle sharing stations, carpool parking, shuttle services, fleet vehicle carsharing for personal use, and pedestrian facilities. Implementation should be prioritized for improved equity.
- **Action TM 5-7.** Adopt a bike parking equipment list and design parameters to ensure quality and effectiveness. Install additional bike parking, focusing on shopping and business districts and high-density residential areas.

Downtown Parking Study Update & Analysis of Expanded Areas (2020)

- **Recommendation 12.1** Develop and adopt bicycle parking standards
- **Recommendation 12.2** Expand bicycle parking options
    - **12.2.1** Work with private building owners to offer secure bicycle parking
    - **12.2.2** Add bicycle parking corrals in on-street spaces during warmer months
    - **12.2.3** Bicycle parking in City owned ramps

Imagine 2040 La Crosse Downtown Master Plan (2021)

- **Opportunity: Prepare a streetscape handbook.** The handbook should include typical streetscape features to apply throughout the community, including furniture (benches, bicycle racks, bus shelters, kiosks, waste/ recycle collection, newspaper dispensers, railings), lighting, street trees and other plantings, street signage, paving, and public art placement.
- **Opportunity: Prepare a street tree plan.**
- **Opportunity: Leverage primary thoroughfares as green corridors,** including green infrastructure and enhanced bicycle and pedestrian infrastructure**.**

La Crosse Transportation Vision (2015)

- **Natural and Open Space Preservation:** Add street trees

La Crosse Traffic Calming Policy

- **Environmental Improvements:** Drainage conditions can be improved by two means: decreasing the area of impervious surface in a street or intersection and utilizing natural surfaces for absorption and filtration of runoff prior to overflow into the storm sewer systems.

Funding opportunities to implement bike and pedestrian projects

La Crosse Climate Action Plan (2022-2023)

- **Action TM 5-1.** Provide additional earmarked funding and/or prioritization to projects with clear safety and VMT reduction goals and benefits.

La Crosse Area Planning Committee (LAPC): 2023-2026 Transportation Improvement Program

- La Crosse Area Planning Committee (LAPC): 2023-2026 Transportation Improvement Program
    - The LAPC is the designated MPO for the LA Crosse, WI – La Crescent, MN Urbanized area
    - The TIP is a four-year program of transportation improvements within the LAPC area
    - The 2024-2027 TIP draft was released November 15, 2023

Appendix: Detailed Plan Summaries

Forward La Crosse: 2040 Comprehensive Plan (Draft August 2023)

A draft of Forward La Crosse, the city's 2040 Comprehensive Plan, was published in August of 2023 and is expected to be approved by the Common Council in October, 2023. Below is a summary of the elements most relevant the Bicycle and Pedestrian Master Plan Update:

Transportation Vision

La Crosse will provide a range of safe, sustainable, and convenient mobility options for all residents

Transportation Opportunities and Strategies

- Strategy 2. Expand the city's pedestrian and bicycle networks to ensure every street and all new development meets the safety and mobility needs of all users. Promote these networks as a driver for economic development, tourism, and recreation.
    - **Action 2.1:** Expand walking and biking in the City by:
        - Growing the City's "All Ages and Abilities" pedestrian and bicycle network through strategic investment in additional routes and infrastructure, especially facilities such as protected bike lanes that provide increased separation between users of non-motorized transportation and cars. This can also include off-street routes (e.g., paved and un-paved trails) that connect users with nature, away from car infrastructure.
        - Conducting education, encouragement, and promotion initiatives that invite residents (including those who don't currently walk or bike with regularity) to explore the City's walking and biking infrastructure.
        - Updating the 2012 Bicycle and Pedestrian Master Plan to guide future investments in pedestrian-oriented infrastructure.
        - Complying with the City's Green Complete Streets ordinance (Sec. 40-14) and strive towards a "Vision Zero" approach to pedestrian safety that accommodates all forms of mobility.
    - **Action 2.2:** Revise development requirements to reduce excess off-street parking requirements and ensure the provision of bicycle parking, including specialized parking for e-bikes and cargo bikes, and safe pedestrian routes in site designs
    - **Action 2.3:** Continue to support residents and neighborhoods with the formalized traffic calming program
    - **Action 2.4:** Collaborate with surrounding communities and LAPC to coordinate interconnecting pedestrian infrastructure such as Bluffland Traverse, a 50+ mile trail connecting Goose Island on the south side of La Crosse to Camp Decorah in Holmen
    - **Action 2.5:** Comply with the City's Safe Routes to School Plan when considering, planning, and updating any infrastructure changes within two miles of a La Crosse School

Natural Resources & Resilience Opportunities & Strategies

- Strategy 5. Maintain and enhance the accessibility, resilience, and diversity of the city's park and trail system.
    - Action 5.3: Increase connectivity between parks through an expanded network of greenways and trails as identified by community engagement.

La Crosse Climate Action Plan (2022)

The La Crosse Climate Action Plan was adopted in 2022.

Vision and Goals

The City of La Crosse's GHG emission reduction goals are to reduce community-wide GHG emissions by 40% to 50% below 2019 levels by 2030 and achieve carbon neutrality by 2050.
Opportunities and Strategies

Transportation and Mobility

Strategy TM 1. Decrease commuter and community-wide VMT by 5% by 2030.

- TM 1- 2 Work with providers like Drift Cycle to actively promote and expand access and use of bike sharing throughout the city.
- TM 1- 3 Solicit existing car share service provider or establish a car share program for the La Crosse area. Prioritize car sharing providers or programs that focus on EV utilization. Seek models or examples and trial local, neighborhood or apartment/housing development car and/or bike sharing. Existing car share service providers include Zipcar or Hourcar. Person to person carsharing programs include Turo and Get around.
- TM 1- 6 Establish a Guaranteed Ride Home Program, ensuring that employees who commute via transit or bicycle are able to get a ride share or taxi home and not be left at work if a situation arises.
- TM 1- 7 Establish/increase ordinance requirements and design review requirements for street level, secure bike parking for every residential unit in residential zones and appropriate high-density bike parking facility requirements for commercial and public use zones.
- TM 1- 9 Create and promote incentives for employers to provide incentives such as transit passes, covered and secure bicycle parking, bicycle sharing stations, carpool parking, shuttle services, fleet vehicle carsharing for personal use, and pedestrian facilities. implementation should be prioritized for improved equity.
- TM 1- 10 Create and promote incentives supporting adoption of alternative mobility such as bike and eBike ownership and/or sharing. Incentive implementation should be prioritized for improved equity.

Strategy TM 5. Improve the comfort and safety of walking and biking within La Crosse.

- TM 5- 1 Provide additional earmarked funding and/or prioritization to projects with clear safety and VMT reduction goals and benefits.
- TM 5- 2 Update City's existing Complete Streets ordinance to reflect current best practices and Federal Highway Administration guidance; see Local Policy Workbook and Best Complete Streets documents.
- TM 5- 3 Create bicycle and bike safety and bicyclist rights education opportunities for all ages through public workshops and web content.
- TM 5- 4 Establish a public safety policy of increased enforcement of traffic laws and ordinances supporting bicyclist rights and safety.
- TM 5- 5 Partner with School District, Park & Recreation, and neighborhoods organizations to expand bike safety education for students through public workshops and web content.
- TM 5- 6 Update the 2012 Bicycle and Pedestrian Master Plan.

- TM 5- 7 Adopt a bike parking equipment list and design parameters to ensure quality and effectiveness. Install additional bike parking, focusing on shopping and business districts and high-density residential areas.
- TM 5- 8 Improve safety for pedestrians and alternative modes of transportation by restoring two-way traffic to one-way streets.
- TM 5- 9 Explore approaches to measuring walking and biking (such as through bike counters) at key locations in the City. Example: City of Madison.
- TM 5- 10 Identify streets where a "road diet" (a reduction in the number of travel lanes and/or effective street width) would achieve systemic improvements; then, implement road diets.
- TM 5- 11 Convert Pearl Street into a "shared street"—a street shared by all modes of transportation with very low vehicle speed limits and without formal distinctions between spaces dedicated to pedestrians, cyclists, and motorized vehicles. Consider days or hours when closing the street to motor vehicles would be beneficial.
- TM 5- 12 Implement recommendations of the 2020 Safe Routes to School Plan.
- TM 5- 13 Improve City's 'Bicycle Friendly Community' rating by implementing 'Key Steps to Gold' recommendations on report card.

Land Use and Housing

LH 1: Increase the number of housing units within the current city limits by 5% by 2030.

- LH 1- 3 Include land use strategies to advance mobility alternatives in City's redevelopment initiatives - wider sidewalks, bike lanes, reduced off-street parking, and transit-oriented development.
- LH 1- 4 Conduct a Development Study to identify and prioritize available sites for redevelopment and infill development (particularly affordable housing) to advance City's walkability, bike ability, and transit utilization. Study should include a review of under utilized surface parking infrastructure capable of being redeveloped.
- LH 1- 5 Revise community development plans to integrate mixed use development and infill development close to neighborhoods to provide walkable destinations for daily needs, i.e. "15-minute neighborhoods."
- LH 1- 10 Incentivize infill and mixed-use development which result in increased density and improved mobility through alternative code compliance, fee waivers, density bonuses, investment prioritization, development impact fees, TIF financing, etc.

LH 2: Increase community resilience to increased flooding and flash flooding caused by Climate Change.

- LH 2- 2 Require and/or incentivize the use of green infrastructure such as bioswales, permeable pavement, rain gardens, rain water catchment areas, and other pervious surface strategies to reduce flood risk and minimize sediment entry into creeks from trails and roads.

LH 4: Update community plans, zoning, and design standards to mitigate heat island impacts, particularly for populations most vulnerable.

- LH 4- 1 Based on the City's Ground Cover, Tree Canopy, Heat Island, and Carbon Sequestration Study, identify vulnerable urban tree canopy and street tree sections and develop policies to incentivize, encourage, or require strategic tree planting for heat island mitigation (e.g., around heat islands and in areas that need air conditioning such as schools or city facilities).

- LH 4- 2 Add or modify park and boulevard plantings with a priority focus on areas with high heat island potential and those currently underserved by park and green space.

Greenspace, Trees, and Ecosystems

Strategy GS 1: Increase community-wide tree cover from 30% to 32.5% by 2030 and 35% by 2040

- GS 1- 1 Review city ordinances and zoning, including boulevard tree requirements, to identify impediments to tree planting and for opportunities to increase tree requirements or encourage tree planting.
- GS 1- 5 Increase street tree planting along bicycle routes to provide comfortable, shaded travel, especially in low-income and minority neighborhoods. See the City's 2020 Ground Cover, Heat Island and Carbon Sequestration Study for priority areas. Set a percentage maximum of each City-planted tree species to improve diversity, with an emphasis on species that are well-suited to future climate conditions (may include oak, hickory, hackberry, serviceberry, American hornbeam, American sycamore, linden, black gum, and disease-resistant chestnut hybrid).
- GS 1- 10 Create and/or update a comprehensive street tree/urban forest management plan focused on increasing canopy cover, tree species diversity, and equitable distribution of urban forest benefits as well as promoting carbon sequestration and resilience to future climate impacts.
- GS 3: Reduce community-wide “dark” impervious surface coverage from 26.4% to 8% by 2030 and 5% by 2040
- GS 3- 5 Expand and connect green spaces so they are welcoming and within walking distance of all residents, especially in underserved communities where there is a high proportion of impervious surfaces.

Health and Safety

HS 1: Assist the community's vulnerable population in preparing for and mitigating local climate change impacts.

- HS 1- 18 Nurture community-lead initiatives for equitable climate action that reduce resident's carbon footprint and increase climate resilience, such as transportation without cars (biking, walking, transit), tree planting, and climate friendly yards.

Imagine 2040 La Crosse Downtown Master Plan (2021)

Opportunities

Improve connections to adjacent areas through complete streets with improved bike and sidewalk connections to increase the attraction of downtown for residential uses as well as visitors and employers

A Connected City

- Survey sidewalks in downtown, giving upgrade priority to those with mobility barriers such as brick or cobblestone pavement
- Develop a winter maintenance program that ensures sidewalks, ramps, and bus shelters remain free of snow and provide a clear path to destinations
- Synchronize signal timing to encourage slower speed through downtown
- Install decorative paving, lighting, and plantings in targeted alleys
- Install directional wayfinding graphics to inform travelers of destinations

- Prepare a streetscape handbook
- Prepare a detailed walkability and accessibility plan
- Develop a maintenance program
- Prepare a street tree plan
- Initiate street design projects to provide functional and aesthetic improvements for pedestrians, including:
- 3rd and 4th Street Redesign
- 2nd Street Cycletrack
- Main and State Streets
- Identify intersections for safety and comfort upgrades
- Implement festival streets

The plan presents a number of mobility concepts for streets, trails, bike lanes and protected bike lanes, and neighborhood greenways. High priority projects include:

- 3rd/4th Street Circulation Design
- 2nd Street Cycletrack
- La Crosse Street to Front Street Connection
- Front Street Pathway from Riverside Park to Houska Park

The plan recommends standardizing future streetscape improvements across the city to manage costs, while identifying special districts for exception from the standard. In general, a standard should be created for the core of downtown and a separate standard created for the neighborhoods.

A Confluence of Nature

- Leverage primary thoroughfares as green corridors
    - Green infrastructure should be added to the Green Corridors identified within this section. Additionally, enhanced bicycle and pedestrian infrastructure should be installed to make these thoroughfares welcoming and safe corridors. These thoroughfares should improve connectivity between and among parks and also establish better connections from the Riverwalk to downtown and the neighborhoods. For street reconstruction projects, the roadway can be narrowed to allow for more green space and wider sidewalks.

City of La Crosse Safe Routes to School Plan (2021)

Vision and Goals

La Crosse is a city where students and families walk and bike to school because it is safe, convenient, and healthy. The City's investments in infrastructure, projects, and programming are distributed to promote equity.

- Engineering: Build streets that are designed to lower vehicle speeds and communicate caution to drivers. Prioritize safety for people walking and biking over convenience for people in motor vehicles. Build projects that will benefit many people and students.
- Education: Implement effective education in a variety of settings so that children know how to walk and bike safely, and parents and neighbors know how to drive safely.

- Enforcement: SRTS engineering projects passively reduce speeds and improve safety near schools, lowering the need for enforcement. Employ law enforcement sparingly, primarily for education.
- Encouragement: Every school will have a culture that promotes walking and biking as the safe, easy, and healthy choice.
- Evaluation: Performance will be measured and tracked against the established vision and goals.

Opportunities and Strategies

Strategy 2. Prioritize Schools with High Potential to Increase the Number of Students Walking and Biking to School

- Action 2.1: Encourage Priority Schools to Enact Policies and Programs that Encourage Active Transportation and Safe Driving

Strategy 4. Strengthen City and District Policies

- Action 4.1 Update Unusual Hazardous Area (UHA) Plans
- Action 4.2 Update Traffic Signal Phases and Lights
- Action 4.3 Establish a Crosswalk Marking Policy
- Action 4.4 Enforce the Traffic Calming Review Process

Infrastructure Recommendations - School Neighborhood Infrastructure Plans

Detailed recommendations to improve infrastructure for walking and biking are included as 11 school neighborhood plans in Appendix D of the SRTS plan. The 11 school neighborhoods are:

1. North Side » Includes Northside Elementary & Coulee Montessori, Logan Middle School, Logan High School, Immanuel Lutheran, and Providence Academy
2. Emerson Elementary and Blessed Sacrament
3. Lincoln & Aquinas Neighborhood » Includes Lincoln Middle School, Aquinas Middle and High School, First Evangelical Lutheran, and Cathedral Elementary
4. Longfellow Middle School & La Crosse Design Institute, and Mount Calvary Grace
5. Hintgen Elementary and Faith Baptist
6. Central High School and Spence Elementary
7. Hamilton Early Learning Center & SOTA 1
8. State Road Elementary
9. Southern Bluffs Elementary
10. North Woods International School
11. Summit Elementary School

Each school neighborhood plan provides a profile of each school in the zone, a description of existing conditions at the school, maps, a summary of the priority issues observed, and recommendations for infrastructure projects to improve safety for people walking and biking.

The recommendations are presented as short, medium, and long-term recommendations:

- Short term: 1-3 years (relatively simple to implement, possibly within existing budgets)
- Medium-term: 2-5 years (projects of moderate complexity)
- Long Term: 5-20 years (the most complex projects)

Low-Stress Bicycle Network

The plan also presents a map of low-stress bicycle routes throughout La Crosse, which consists of linking the bicycle facilities recommended in each school neighborhood infrastructure plan.

La Crosse Bicycle and Pedestrian Master Plan (2012)

The Plan outlines Top 10 Recommendations as well as action steps. The plan includes a section on tools and best design practices, describing best practices for bike and pedestrian infrastructure design. The bicycle and pedestrian master plan sections of the plan list benchmarks in engineering, education, encouragement, enforcement, and evaluation/planning, with the current status and recommendations for making progress on each. The bicycle and pedestrian sections also include maps showing recommended facilities and problem intersections. The plan concludes with an implementation plan and tables of recommendations categorized by term: immediate, near term, and long term.

Top 10 Recommendations

1. Appoint a Bicycle and Pedestrian Coordinator and establish a standing Bicycle and Pedestrian Committee.
2. Identify critical pedestrian crossings and improve with pavement markings, signs, and traffic control devices
3. Implement a plan to correct all curb ramps at intersections, eliminate tripping hazards, and sidewalk gaps
4. Reduce travel speeds on Losey Boulevard and West Avenue to the speed limit
5. Make connections between on-street bike facilities and the Gundersen Lutheran trail network
6. Begin transforming King Street into a Bike Boulevard
7. Begin work to create two additional Bike Boulevards on 17th Street and Farnam Street
8. Continue planning for a continuous, riverfront trail in La Crosse
9. Complete a connected network of on-street bicycle facilities and directional signs in the heart of La Crosse
10. Begin work on redesign of the US 14/61 – Wisconsin 35 intersection

Engineering

- Increase the number of on-street and off-street bicycle facilities. More than 90 miles of on-street and off-street bicycle facilities are recommended. This includes extending some of the city's existing bike lanes and shared lane markings.
- Complete a continuous, riverfront trail in La Crosse. The La Crosse riverwalk and riverfront trail is almost continuous from the City's northern limit to the south. The City should construct shared use paths or by providing on-street connections to fill in the remaining gaps in the trail.
- Develop a network of bike boulevards. Residents and agency representatives alike stated that adding a bike lane to a road doesn't necessarily make it bicycle friendly, and some people still won't feel safe, despite data pointing to improved safety conditions. For some, additional treatments are needed. The plan includes recommendations to transform some residential streets to bike boulevards. These streets still allow automobile traffic, but include innovative treatments to reduce speeding, cut-through traffic, and encourage travel speeds that are comfortable for everyone.

- Increase the number of streets with sidewalks or walkable, paved shoulders. There is a portion of the population that does not support the inclusion of sidewalks as part of complete streets in La Crosse, despite data showing an 88% reduction in crashes when sidewalks are added to roads. While sidewalks don't always solve the problem, this plan identifies where they are most needed. In some areas, revisions to the design of the road to include wide shoulders can address the need to accommodate pedestrians while also ameliorating winter snow maintenance and drainage concerns.
- Increase the number of intersections that are accessible in accordance with the Americans with Disabilities Act (ADA). This recommendation addresses the need to update the City's ADA Transition Plan, which seeks to complete the requirement improvements within public rights-of-way. Maps have been prepared showing how the City should prioritize its efforts at improving curb ramps, crosswalks, and sidewalk gaps or tripping hazards.
- Switch signals to pretimed cycles to better accommodate pedestrians and bicyclists, and also better control traffic speeds. Some signals in La Crosse include detector loops buried in the pavement to make traffic signals change in response to automobile traffic needs. While intended to maximize efficiency, detector loops do not accommodate pedestrians attempting to cross with the signal, and some loops cannot detect the presence of a bicyclist. Several recommendations are included in the plan to help the city switch some signals to pretimed cycles to correct this problem, or provide workarounds in the form of more sensitive loop detectors, "default to WALK" settings, and pedestrian push buttons.
- Continue to provide bicycle and pedestrian safety training for school, city staff, and law enforcement officials. The City has several programs within various agencies that address pedestrian and bicyclist safety. This plan recognizes each program and recommends not only a continuation of these programs, but encourages interagency coordination to take advantage of not-for-profit and public agency educational resources.
- Conduct educational campaigns on bicycle and pedestrian safety. In addition to training professionals on safety, public education is an important part of keeping everyone up to date on the latest safety improvements as well as general information about new and changing rules of the road, best practices and behaviors that are shown to keep all roadway users safe. EducationSummary | iv La Crosse Bicycle and Pedestrian Master Plan

Encouragement

- Continue to close streets to traffic for festivals and public events. Hosting special events helps to get residents and visitors out walking and helps increase the exposure of businesses in the areas where festivals and public events are held.
- Achieve 100% school district participation in Safe Routes to School. Safe Routes to School participation opens up funding opportunities and grants to address safety needs with respect to walking and bicycling to school, improving conditions for students, parents, and educators.
- Achieve Bicycle Friendly University status for all colleges and universities in La Crosse. La Crosse can continue to attract quality students who are increasingly looking for a campus that accommodates students who choose not to drive. Additionally, making college campuses more accommodating for bicycling and walking improves safety for students as well as faculty, staff, and visitors.

Enforcement

- Reduce travel speeds on major roadways to the speed limit. Speed limits may be enforced, but enforcement alone will not always reduce speeding by the most ardent offenders. Instead, the City should reclaim its streets through the design of the roadway and timing of the traffic signals. In fact, it is

possible to maintain adequate roadway capacity while controlling for speed. When this is achieved, all roadway users benefit from improved safety.

- Increase the number of pedestrian patrols. Pedestrian police patrols in areas where pedestrian activity is observed or desired can help to make pedestrians feel more comfortable, and help the police department identify areas where additional enforcement may yield the best results.
- Set up mobile speed feedback signs along La Crosse streets to reduce speeding and determine where enforcement measures would be most beneficial. Police resources are limited, so installing speed feedback signs helps to collect data on where speeding may be a problem.

Evaluation (and Planning)

- Hire or designate the City's Bicycle and Pedestrian Coordinator. While the plan identifies various agencies and groups that have a stake in implementing the plan, a sole designee or office should be responsible for managing the implementation of the Bicycle and Pedestrian Master Plan.
- Conduct routine pedestrian and bicycle traffic counts in La Crosse to get an estimate of where people are walking and bicycling. If it can be measured, it can be improved. The City occasionally collects data on walking and bicycling, but a central, focused effort that collects data on an annual basis can provide useful data that helps the City get access to grants and other funding opportunities to improve bicycling and walking.

Community vision/goals

- Be recognized as a Gold Level Bicycle Friendly Community
- Be recognized as a Gold Level Walk Friendly Community

Confluence: The La Crosse Comprehensive Plan (2002)

The Confluence Plan was adopted in December 2002 and focused on directing growth to existing neighborhoods and activity centers as well as enhancing, restoring and protecting natural resources. The transportation-related policies from the plan follow:

Transportation Policies

- Create a balanced and efficient transportation network that provides viable alternatives to driving and maximizes the use of existing road infrastructure.
- Improve roadway design through streetscape enhancements and design standards that encourage:
    - Interconnections
    - Narrower widths and traffic calming where feasible and appropriate to road function
    - Boulevard trees
    - Sidewalks
    - Bicycle lanes where feasible
- Continue to build a connected bicycling network consisting of on-street lanes and off street paths.

Parks and Open Space Policy

- Expand the trail system and trail connections, particularly along the riverfront, the La Crosse River marsh, and the bluffs.

Transportation System Development and Management Objectives and Actions

- Objective 1: Balanced and Efficient Transportation System. Create a balanced and efficient transportation network that provides viable alternatives to driving and maximizes the use of existing infrastructure.
- Objective 2: Safe Transportation System. Improve transportation system safety.
- Objective 5: Parking Management. Provide parking that is efficient, cost effective, and convenient while contributing to a pleasant, safe and comfortable pedestrian environment.
- Objective 7: Major Roadway Design. Design the major roadway system to be safe and attractive to minimize negative impacts to adjacent uses and to foster multimodal connectivity.
- Objective 8: Neighborhood Streets. Design neighborhood streets that will serve local transportation needs, enhance safety and livability, and improve neighborhood quality.
- Objective 9: Pedestrian Environment. Improve pedestrian connections to create a continuous and seamless pedestrian system and enhance pedestrian amenities to create a more attractive and convenient pedestrian environment.
- Objective 10: Bicycle Network. Create a comprehensive bicycle network that provides for safe recreational and utilitarian bicycling.

Urban Design Objectives and Actions

- Objective 5: Self-sufficient New Neighborhoods. Build new neighborhoods that foster a sense of community and interaction among neighbors, provide a sense of identity and belonging, and create a sense of comfort and security.
- Policy/Action 6: Connected Local Streets. Through its subdivision review process, the City shall encourage creation of interconnected residential street patterns. All new residential subdivisions should provide public street access in each cardinal direction, unless impractical because of natural, environmental or other constraints. Where roads will be extended in the future, developers should be required to install stub streets to the edge of their plats.
- Objective 7: Pedestrian-Friendly Street Network. Design streets to form or extend an interconnected network that establishes a clear hierarchy of streets, emphasizes pedestrian and bicycle access and creates pleasant and comfortable outdoor spaces.

To: City of La Crosse

From: Alta Planning + Design

Date: December 8, 2023

Re: State of the practice summary: national best practices and peer communities review

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National Best Practices Review

Background

- Bike Friendly Community guidelines (RFP Task 2.1.5)
- Walk Friendly Community guidelines (RFP Task 2.1.6)
- Design guidance documents from organizations such as FHWA, AASHTO, and NACTO (RFP Task 2.1.8)
- Approaches such as 8-80 Cities, Complete Streets, Vision Zero, Safe Systems, and Universal Design (RFP Task 2.1.11)
- Efforts to further environmental justice, address climate change, and reduce auto dependency (RFP Task 2.1.13)

Bike Friendly Community Guidelines

The Bike Friendly Communities are evaluated across 5 categories – the 5Es. Each community is assessed holistically in their approach to making biking better based on the needs of people who live, work, shop, or attend school there. The 5Es are:

- **Equity & Accessibility:** The League defines equity as the just and fair inclusion into a society in which everyone can participate and prosper. Accessibility refers to improving and increasing access and mobility options for everyone, including, and, for people with disabilities.
- **Engineering:** The most advanced Bicycle Friendly Communities and Bicycle Friendly Universities have a well-connected bicycling network, consisting of quiet neighborhood streets, conventional and protected bike lanes, shared use trails, and policies to ensure connectivity and maintenance of these facilities. Secure, convenient, and readily available bike parking is also a key component.
- **Education:** Communities have bicycle-safety education as a routine part of public education. Educating motorists and cyclists about their rights and responsibilities on the road.
- **Encouragement:** Encouraging people to ride by giving them a variety of opportunities and incentives to get on their bikes. Participating in events such as National Bike Month℠ and Bike to Work day, producing community bike maps, route finding signage, bicycle-themed celebrations and rides, commuter challenges, and investing in public bike sharing systems and internal fleets.
- **Evaluation:** A comprehensive bicycle master plan, in combination with dedicated funding and active citizen/organizational support is the foundation of a great bicycling community.

The Bicycle Friendly Community program uses a tiered award system to recognize communities at different levels of bike-friendliness. These levels include:

- **Bronze:** Cities at this level have made some progress in promoting cycling. They might have bike lanes or shared roadways, but there is still work to be done to improve safety and accessibility for cyclists.
- **Silver:** Silver-level communities have taken significant steps to improve conditions for cyclists. They often have well-connected bike networks, education programs, and a commitment to making cycling a viable transportation option for residents.

- **Gold:** Gold-level communities have made substantial investments in cycling infrastructure, education, and promotion. They typically have extensive bike lanes, bike share programs, and various initiatives to encourage cycling among residents and visitors.
- **Platinum:** Platinum-level communities are leading the way in creating a bike-friendly environment. They have comprehensive cycling networks, excellent infrastructure, active advocacy groups, and a strong cycling culture. Platinum communities serve as models for other cities striving to become more bike friendly.

La Crosse, Wisconsin, has been designated as a Silver Bicycle Friendly Community by the League of American Bicyclists. The designation recognizes the city's commitment to improving bicycling and cycling safety. The application was thoroughly evaluated, highlighting areas of strength such as engineering practices, Safe Routes to School initiatives, high-quality network of on an off-road cycle networks and paths, and human-friendly bridges.

Primary Recommendations from the Bike Friendly Communities Application:

- **Bicycle Master Plan:** Develop and adopt a new Bicycle Master Plan with specific and measurable goals, supported by dedicated funding. Regularly update the plan to align with best practices, national standards, and ensure continual evaluation and improvement.
- **Bike Network Expansion:** Expand and enhance the bike network, following a facility selection criterion that prioritizes separation and protection of bicyclists based on motor vehicle speed and volume.
- **Bicycle Safety Education:** Integrate bicycle safety education into the routine curriculum for students of all ages. Focus on creating safe and convenient environments for biking and walking around schools. Collaborate with local bicycle groups and parents to establish Safe Routes to School programs for all K-12 schools.
- **Adult Bicycle Education:** Develop opportunities for bicycle education aimed at adults. Tailor classes or events to address the concerns of demographics who currently feel unsafe riding, creating an inclusive and welcoming environment.
- **Trip Reduction Initiatives:** Implement a community-wide trip reduction ordinance/program, commuter incentive program, and a Guaranteed Ride Home program to encourage and support bike commuters in La Crosse.
- **Bicycle Count Program:** Continue developing a bicycle count program using various data collection methods, including automated and mobile counters. This will provide long-term data on bicycle use at fixed points and assess changes in the community's road or bicycle network.

alta

LA CROSSE, WI

BICYCLE FRIENDLY COMMUNITY
Fall 2020
SILVER
THE LEAGUE OF AMERICAN BICYCLISTS since 1880

TOTAL POPULATION
51,227

TOTAL AREA (sq. miles)
20.52

POPULATION DENSITY
2502

OF LOCAL BICYCLE FRIENDLY BUSINESSES 7

OF LOCAL BICYCLE FRIENDLY UNIVERSITIES 1

10 BUILDING BLOCKS OF A BICYCLE FRIENDLY COMMUNITY

	Average Gold	La Crosse
High Speed Roads with Bike Facilities	35%	0%
Total on- and off-road Bicycle Network Mileage to Total Road Network Mileage	76%	27%
Bicycle Education in Schools	GOOD	AVERAGE
Share of Transportation Budget Spent on Bicycling	14%	< 1%
Bike Month and Bike to Work Events	VERY GOOD	VERY GOOD
Active Bicycle Advocacy Group	YES	YES
Active Bicycle Advisory Committee	MEETS AT LEAST MONTHLY	MEETS AT LEAST MONTHLY
Bicycle–Friendly Laws & Ordinances	GOOD	NEEDS IMPROVEMENT
Bike Plan is Current and is Being Implemented	YES	NO
Bike Program Staff to Population	1 PER 33K	1 PER 85.4K

CATEGORY SCORES

ENGINEERING *Bicycle network and connectivity*	2.60 /10
EDUCATION *Motorist awareness and bicycling skills*	2.92/10
ENCOURAGEMENT *Mainstreaming bicycling culture*	4.64/10
EVALUATION & PLANNING *Setting targets and having a plan*	3.66/10

KEY OUTCOMES

	Average Gold	La Crosse
RIDERSHIP *Percentage of Commuters who bike*	5.1%	2.40%
SAFETY MEASURES **CRASHES** *Crashes per 10k bicycle commuters*	287	463
SAFETY MEASURES **FATALITIES** *Fatalities per 10k bicycle commuters*	2.2	0

KEY STEPS TO GOLD

» Develop and adopt a new Bicycle Master Plan that includes specific and measurable goals and is supported by dedicated funding. Regularly updating your bicycle plan is key to improving conditions for bicycling, adhering to evolving best practices and national standards, and institutionalizing processes for continual evaluation and improvement.

» Continue to expand and improve the bike network and ensure that your community follows a bicycle facility selection criteria that increases separation and protection of bicyclists based on levels of motor vehicle speed and volume.

» Expand bicycle safety education to be a routine part of education for students of all ages, and ensure that schools and the surrounding neighborhoods are particularly safe and convenient for biking and walking. Work with local bicycle groups and interested parents to create Safe Routes to School programming for all K-12 schools.

» Develop bicycle education opportunities for adults. Consider ways to target demographics who currently do not feel safe riding with classes or events that address their concerns and create an inclusive, welcoming environment.

» Develop a community-wide trip reduction ordinance/ program, commuter incentive program, and a Guaranteed Ride Home program to encourage and support bike commuters in La Crosse.

» Continue to develop a bicycle count program that utilizes several methods of data collection including automated bicycle counters to provide long-term data on bicycle use at fixed points and mobile counters to provide periodic or before/after data related to a changes in your community's road or bicycle network.

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Walk Friendly Communities

Walk Friendly Communities are recognized by the Pedestrian and Bicycle Information Center (PBIC) for their commitment to creating safer, more accessible environments for walking and pedestrian activities. Similar to the Bicycle Friendly Community program, the Walk Friendly Communities program assesses communities based on the 5Es.

The PBIC provides guidance to communities aspiring to get started on the path towards walkability:

- **Community Data & Evaluation:** A community's ability to track and measure travel behavior, safety, the condition of its infrastructure and the impact of its projects is critical for developing performance-based programs.
- **Planning and Policy:** Plans and policies serve as the framework for developing safe, comfortable and connected pedestrian networks. With comprehensive plans and policies, a community can be proactive (rather than reactive) in addressing issues of pedestrian accessibility, safety, and comfort.
- **Engineering & Design:** Designing, engineering, operating, and maintaining quality roadways and pedestrian facilities are all critical elements of becoming a Walk Friendly Community. Designers and engineers have a wide range of design solutions and technologies at their disposal that provide a safer, inviting, and more accessible street for people walking.
- **Education & Encouragement:** Education and encouragement are essential components of a well-rounded pedestrian program. These initiatives inform, inspire, motivate, or reward people for using active transportation.
- **Law Enforcement:** Communities that have created comfortable walking environments through engineering improvements or urban design features may still have safety concerns if traffic laws are not properly understood or adequately enforced. Enforcement works best when implemented in conjunction with education and awareness activities, with an approach that acknowledges and prioritizes equity.

Similar to the Bicycle Friendly Community program, the Walk Friendly Communities program provides recognition at different levels, ranging from bronze to platinum, based on the community's achievements in promoting pedestrian-friendly environments. La Crosse, Wisconsin was designated as a Bronze Walk Friendly Community in 2013. The evaluation process noted La Crosse's engineering practices, Safe Routes to School planning, and sidewalk improvement programs and standards are areas of excellence.

La Crosse, Wisconsin, has been designated as a Bronze Walk Friendly Community by the Walk Friendly Communities program. The designation recognizes the city's commitment to improving walkability and pedestrian safety. The application was thoroughly evaluated, highlighting areas of strength such as engineering practices, Safe Routes to School initiatives, high-quality sidewalk standards, and pedestrian-friendly bridges.

Primary Recommendations for Improvement:

- Organize car-free days to encourage alternative modes of transportation and community interaction.
- Expand safety education and outreach to specific audiences, including children, motorists, and older pedestrians.
- Implement an ongoing pedestrian count program to assess walking levels regularly.
- Conduct pre- and post-evaluations for pedestrian projects to understand their impact on safety and walkability.

Feedback by Section:

- **Community Profile:** La Crosse is on the right track, with positive aspects such as the mayor signing the International Charter for Walking. However, there is room for improvement in dedicating more staff time to pedestrian issues.
- **Status of Walking:** The city is on the right track with a relatively high mode share for walking. Suggestions include reviewing pedestrian crash data and considering additional safety measures.

- **Planning:** La Crosse is on the right track with a pedestrian plan, but improvements could include setting specific goals, creating design guidelines, and enhancing outreach to minority and low-income groups.
- **Education & Encouragement:** The city is on the right track, particularly with Safe Routes to School programs. Recommendations include ongoing education for various stakeholders and tailoring campaigns to specific populations.
- **Engineering:** La Crosse received a Walk Friendly designation for outstanding sidewalk design standards. Suggestions include prioritizing countdown signals and considering turn restrictions in the downtown area.
- **Enforcement:** The city is on the right track, especially with bike patrol-certified officers. Recommendations include consistent speed enforcement, decoy crosswalk operations, and interagency coordination to improve pedestrian safety.

Overall, the report provides detailed feedback and specific recommendations for La Crosse to enhance its walkability, pedestrian safety, and active transportation initiatives.

Design Guidance Documents

Design guidance specific to pedestrian and bicycling facilities has evolved significantly in the past two decades towards a greater focus on designing facilities that are high-quality and appropriate for All Ages and Abilities (AAA). Design guidance documents are important for practitioners as they provide examples to address common design challenges and set a standard for the development of predictable infrastructure based on national best practices. Design guidance has evolved and continues to evolve as there are new innovations, changing practices, and lessons learned to inform the practice. While design guidance documents feature similar considerations, it is important to use applicable design guidance where necessary on projects such as the Federal Highway Administration (FHWA), DOT, or the American Association of State and Highway Transportation Officials (AASHTO) where it is required.

This section will highlight key elements from design guidance documents to emphasize the importance of design guidance, relevant documents, and trends in guidance. The following is a list of relevant design guidance documents:

- National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide (update expected to be released soon)
    - Don't Give Up at the Intersection
    - Designing for Small Things with Wheels (working paper)
- NACTO Urban Street Design Guide
- FHWA Separated Bike Lane Planning and Design Guide
- AASHTO Guide for the Development of Bicycle Facilities (update expected to be released soon)
- AASHTO Guide for Planning, Design and Operation of Pedestrian Facilities
- Wisconsin DOT Bicycle Facility Design Handbook
- Wisconsin DOT Guide to Pedestrian Best Practices

Facility Types

Design guidance documents point to three basic types of bicycling facilities. It should be noted that design guidance documents sometimes have varying names for facility types. The three types of facilities are:

- **Neighborhood Greenways / Bicycle Boulevards** are designed as shared space with traffic calming features that help slow down car traffic on neighborhood streets. These facilities often include cues to remind drivers that people bicycling may be present such as pavement markings and signage and can include design treatments to manage traffic speeds and volumes, like traffic circles, curb extensions or speed humps.
- **On Street Bike Lanes** are designed for bicyclists to have a dedicated space on the roadway that is demarcated by a painted line or a physical separation. Facilities with painted lines are often referred to as a **conventional** or **painted bicycle lane**. Depending on the space available on the roadway, traffic speeds and volumes, two painted lines can be implemented to provide a visual buffer space separating motorists and bicyclists. This is often called a **buffered**

bicycle lane. Physical separation can be added to the buffered space to provide more comfort for people bicycling. There are a variety of separation treatments available that depend on the available space and context of the roadway and other design considerations. These facilities are often called **protected bicycle lanes**. When implemented outside of the roadway they can be dedicated facilities, commonly called **bike paths** that are adjacent to the sidewalk, or as a combined space for bicyclists and pedestrians called a **shared-use path**.

- **Trails** are facilities that provide bicyclists and pedestrians the opportunity to travel outside of a road right-of-way. The route and design treatments enable different types of trail use. For example, a looped natural surface trail will provide a recreational use compared to a paved or packed gravel linear trail which can provide opportunities for both recreation and utilitarian transportation. Linear trail corridors often utilize existing features such as watercourses and railways which provide continuous corridors.

There are many trade-offs and design considerations associated with each facility type including the project opportunity, which design guidance provides insights on. Generally, each facility types are appropriate under certain circumstances. How to select the appropriate facility type is covered in the following section.

The same level of care and consideration should be given to pedestrian facilities. Along roadways **sidewalks** are standard facility for pedestrians to use which provides a physically separated space from traffic. Sidewalks can range in their design treatments depending on the land use context. Sidewalks should have a pedestrian through zone or walking area which is free of obstructions of at least 5 feet. Additional space adjacent to the sidewalk such the boulevard or terrace zone along the curb edge can be used for vegetation or street furniture and utilities which provides greater pedestrian separation from the roadway.

Pedestrian crossing facilities provide opportunities for pedestrians to cross a roadway either at an intersection or midblock. All pedestrian crossing should be design and built to the standards set in the Americans with Disabilities Act (ADA), including curb ramps. Pedestrian crossing facilities should be selected appropriately for the roadway context as these locations are where there is the greatest potential for conflict and impact to the safety of pedestrians. Examples of design treatments for pedestrian crossing facilities include:

- **Crossings with High-Visibility Paint**: Application of brightly colored, reflective paint on road surfaces at crosswalks. Improves visibility for pedestrians and drivers, enhancing safety.
- **Rapid Flashing Beacons** (RFBs) and Other Treatments: Pedestrian-activated signals with rapidly flashing LED lights. Installed at crosswalks to alert drivers and improve pedestrian visibility.

Pedestrians can also use trail facilities outside of the roadway right-of-way, though the trail design treatments should consider the type of pedestrian users to provide an appropriate and safe experience.

Facility Selection

Each design guidance document provides a section on facility selection which provides a decision-making framework to identify which facility types would be most appropriate based on the roadway context. The roadway context factors are most often motor vehicle speeds (either target or speed limits), motor vehicle volumes, vehicle lanes, and operational considerations such as whether it is a transit or truck route, or other activities that require consideration such as high curbside use.

Generally, as traffic speeds are faster, with higher volumes, more lanes, and more curbside uses, there is a greater need to provide separation for bicyclists and pedestrians. With recent updates to design guidance, and the focus towards designing AAA facilities, there is more sensitivity towards lower thresholds roadway context factors when selecting shared or visually separated facilities. This reflects the philosophy of designing for a broader spectrum of potential users. An example this facility selection guidance can be found in NACTO's All Ages and Abilities Bicycle Facility guidance.

Figure 1. Contextual Guidance for Selecting All Ages and Abilities Bikeways (NACTO)

Roadway Context				All Ages & Abilities Bicycle Facility
Target Motor Vehicle Speed*	Target Motor Vehicle Volume (ADT)	Motor Vehicle Lanes	Key Operational Considerations	
Any		*Any*	*Any of the following:* high curbside activity, frequent buses, motor vehicle congestion, or turning conflicts‡	**Protected Bicycle Lane**
< 10 mph	Less relevant	No centerline, or single lane one-way	Pedestrians share the roadway	**Shared Street**
≤ 20 mph	≤ 1,000 – 2,000		< 50 motor vehicles per hour in the peak direction at peak hour	**Bicycle Boulevard**
≤ 25 mph	≤ 500 – 1,500			
	≤ 1,500 – 3,000	Single lane each direction, or single lane one-way	Low curbside activity, or low congestion pressure	**Conventional or Buffered Bicycle Lane, or Protected Bicycle Lane**
	≤ 3,000 – 6,000			**Buffered or Protected Bicycle Lane**
	Greater than 6,000			**Protected Bicycle Lane**
	Any	Multiple lanes per direction		
Greater than 26 mph†	≤ 6,000	Single lane each direction	Low curbside activity, or low congestion pressure	**Protected Bicycle Lane, or Reduce Speed**
		Multiple lanes per direction		**Protected Bicycle Lane, or Reduce to Single Lane & Reduce Speed**
	Greater than 6,000	*Any*	*Any*	**Protected Bicycle Lane**
High-speed limited access roadways, natural corridors, or geographic edge conditions with limited conflicts		*Any*	High pedestrian volume	**Bike Path with Separate Walkway or Protected Bicycle Lane**
			Low pedestrian volume	**Shared-Use Path or Protected Bicycle Lane**

Design Treatments

Design guidance documents provide design treatments for each facility type and can provide guidance on the design of other street elements such as curb radii and safety countermeasures. Treatment considerations for facility types can include regulated elements such as the colors used and elements from the Manual on Uniform Traffic Control Devices (MUTCD), to the width of the facility and details of separators. Guidance has also developed around intersection treatments, with guidance like the NACTO Don't Give Up at the Intersection guide that provides design treatments that emphasize safety and better clarity. Another design treatment consideration is whether the bicycle facility is one-way or two-way which have different trade-offs depending on the roadway and land use context. Design guidance documents provide information to support decision-making around these elements.

Policy Approaches to Support Walking and Bicycling

Cities have used a variety of policy strategies to support walking and bicycling. These strategies are most effective if they have clear support from policy makers and staff along with a commitment to evaluating progress on specific measures. The strategies link walking and bicycling to specific community goals, including public health, supporting youth or seniors, expanding access for people of all abilities and supporting safety. These policy strategies are complementary to a Bicycle and Pedestrian Master Plan and can support implementation of the plan over time.

8 to 80 Cities

The 8 to 80 cities approach is guided by the idea that if a city is "great for an 8 year old and an 80 year old, then it will be better for all people." The 8 80 Cities organization provides resources and services for communities including training and toolkits.

Complete Streets

Complete Streets policies help communities develop a commitment to planning, designing, implementing and maintaining streets that are safe for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. The Complete Streets approach is a process that emphasizes designing roads for the most vulnerable users like people walking or bicycling, people of lower incomes, or people from neighborhoods that have experienced past disinvestment. The Complete Streets approach is distinct from road engineering measures that focused on moving cars quickly through neighborhoods.

Complete Streets policies should be regularly reviewed and updated to ensure they keep up with best practices. Today's Complete Streets policies have moved away from vague language like "consider the needs of all users" to emphasize a clear commitment to prioritizing vulnerable road users. The best policies include clear process steps to design and implement complete streets and a commitment to measuring progress over time. Many recent Complete Streets policies incorporate equity considerations that are important to the community. The National Complete Streets Coalition has resources for communities developing policies, including model language and trainings.

Safe System

The Safe System approach is a program of the Federal Highway Association (FHWA) which follows six principles: 1) death / serious injury is unacceptable, 2) humans make mistakes, 3) humans are vulnerable, 4) responsibility is shared, 5) safety is proactive, 6) redundancy is crucial. The FHWA provides resources to local communities to support road safety, including a vision zero community of practice.

Vision Zero

Vision Zero is a strategy that acknowledges that traffic deaths are preventable and takes a system approach to prevention. Local communities first make a commitment to eliminate all traffic fatalities and serious injuries by a specific year, usually as an action by the Common Council. A model resolution is available as a starting point. Then, data is analyzed to develop a High Injury Network, like the one being created for the La Crosse Bicycle and Pedestrian Master Plan update. In addition to the quantitative data, community engagement is used to understand people's experiences getting around the community. Using this information, a Vision Zero Action Plan outlines specific steps to reach the goal, focused on prioritizing areas where safety improvements will have the biggest impact. Vision Zero efforts can support other community priorities, such as equity and universal design, by incorporating these priorities into the Action Plan.

Universal Design

Universal Design is the design and composition of an environment so that it can be accessed, understood and used to the greatest extent possible by all people regardless of their age, size, ability or disability. Universal design follows seven principles which were developed in 1997 by a group of design and engineering professionals at North Carolina State University's Center for Universal Design: 1) **Equitable Use**: The design is useful and marketable to people with diverse abilities, 2) **Flexibility in Use**: The design accommodates a wide range of individual preferences and abilities, 3) **Simple and Intuitive Use**: Use of the design is easy to understand, regardless of the user's experience, knowledge, language skills, or current concentration level, 4) **Perceptible Information:** The design communicates necessary information effectively to the user, regardless of ambient conditions or the user's sensory abilities, 5) **Tolerance for Error:** The design minimizes hazards and the adverse consequences of accidental or unintended actions, 6) **Low Physical Effort:** The design can be used efficiently and comfortably and with a minimum of fatigue, 7) **Size and Space for Approach and Use:** Appropriate size and space is provided for approach, reach, manipulation, and use regardless of user's body size, posture, or mobility. These principals can be incorporated into other policy approaches, such as a Complete Streets Policy or Vision Zero Action Plan.

Environmental Justice, Climate Change and Behavior Change

Cities around the United States are finding ways to reflect their own unique context and priorities while tackling big issues like environmental justice and climate change, which are challenges shared across many communities.

Environmental Justice

The United States Environmental Protection Agency defines environmental justice as, "the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. This goal will be achieved when everyone enjoys: 1) The same degree of protection from environmental and health hazards, and 2) Equal access to the decision-making process to have a healthy environment in which to live, learn, and work."

At the local level, environmental justice starts with understanding local patterns around environmental hazards. Are there certain neighborhoods or racial or ethnic communities that have a higher impact from transportation-related decisions, such as air or noise pollution or wide and dangerous roadways? Once the past is understood and acknowledged, communities can work to incorporate environmental justice into planning efforts by proactively including the voices of people from impacted communities in future decisions. Plans and policies can support environmental justice by reflecting this input and prioritizing improvements, such as infrastructure, in impacted neighborhoods. For example, including environmental justice goals when programming the City's Capital Improvement Program can utilize existing resources strategically to advance multiple goals.

Climate Change

La Crosse has committed to reduce greenhouse gas emissions and prepare for the impacts of climate change through the City of La Crosse Climate Action Plan. Specifically, the City has committed to reduce community-wide GHG emissions by 40% to 50% below 2019 levels by 2030 and achieve carbon neutrality by 2050.

The Bicycle and Pedestrian Master Plan Update is one tool to achieve the city's climate goals. Currently, 34% of the City's greenhouse gas emissions comes from transportation. Shifting trips away from single-occupancy trips to walking and bicycling will help reduce these emissions. For this to be most effective, integrating land use decisions with transportation and climate goals is important. In the future, if more people live closer to destinations like work, school, and shopping, it is possible to convert more trips to those that do not emit greenhouse gases.

Behavior Change

Transportation Demand Management (TDM) focuses on how people make transportation decisions and works to influence behavior to use existing infrastructure in more efficient ways. TDM strategies can be a complement to infrastructure improvements and an opportunity for partnership with institutions and employers.

Transportation behavior is also influenced by the built environment, including the comfort, safety and convenience of transportation options. Utilizing the best practice engineering solutions summarized above will help influence transportation behavior in La Crosse.

Peer Communities Review

Appleton, WI

Appleton, WI is an urbanized area (population 74,139) that is home to Lawrence University, a small liberal arts college and music conservatory. It has a silver-level Bicycle Friendly Community rating and is working to develop policies and programs that support multimodal systems. Previously completed efforts include a downtown design guide that was applied to a main street reconstruction project, a winter maintenance of protected bikeways memo, an On-Street Bike Lane Plan, and a Trails Master Plan.

The city is currently developing a Complete Streets policy and design guide for all streets in Appleton, as well as a crossing prioritization and policy update. This project was initiated in part due to a desire for a whole-network, systemic safety approach to pedestrian improvements, especially at intersections. The city had been using a "small-city approach" of addressing one-off requests for improvements from residents, but the Council and staff realized that a broader framework and systemic approach would be a better fit for a city of Appleton's size. The design guide will include 16 typologies connected to different land uses, considering the surrounding context and amount of right of way available. The typologies recommend traffic calming elements, other design guide considerations, and maintenance of the recommended facilities. The design guide also recommends a quick-build, traffic calming retrofit program across the community, which will be a new approach.

Unlike La Crosse, Appleton did not start with the base of having a comprehensive active transportation plan. Having a plan in place that includes prioritized multimodal improvements could help direct quick build efforts, applications for federal funding, and other initiatives.

Takeaways

Developing a design guide and/or a quick-build program could be a key strategy to support whole-network, systemic safety bicycle and pedestrian improvements in the city of La Crosse.

Rochester, MN

Rochester, MN is a city with an urban core surrounded by low-density suburban areas (population 114,000) that is home to the University of Minnesota Rochester. It has a bronze-level Bicycle Friendly Community rating and updated its Active Transportation Plan in October 2022 (original plan published in 2012) to include equity analysis, crash data analysis, and prioritization recommendations for walking and biking improvements.

The 2012 Rochester Area Bicycle Master Plan (the plan that the Active Transportation Plan updated) was about 300 pages long, so a goal of the update was to make the plan update shorter, more succinct, and digestible, with appendices containing an engagement summary, technical analysis, implementation resources, and a design resource guide. The plan update process included community engagement, popups, and advisement from a steering committee made up of representatives from the city's Pedestrian and Bicycle Advisory Committee.

The future bikeway network map included in the plan is an all-ages and abilities (AAA) network that was based on the principles developed for Minneapolis' AAA network and refined for Rochester. Facilities on the network are spaced 1/4-1/2 mile apart in the city center, and farther apart farther away from the city center. The network was designed to come within 1/8 mile of key destinations as much as possible, and considered where excess roadway capacity could be reallocated to bicycle facilities. The network does not recommend specific facilities in specific locations, but the included design guide defines how to meet a AAA design standard in different contexts, leaving the decision about facility types to be made at the project level. The future bikeway network documentation includes more detailed designs and cost estimates for ten prioritized example locations.

Takeaways

La Crosse's approach to developing pedestrian and bicycle networks and prioritization of improvements could be informed by Rochester's approach.

Northfield, MN

Northfield, MN is a small city (population 20,729) that is home to two small, liberal arts colleges, Carleton College and Saint Olaf College. The city has an over twenty-year history of public and local government support for better walking and biking. In 2022, the city developed a Pedestrian and Bike Analyzation with interim and permanent designs for protected bikeways and recommendations on how to select a preferred bikeway type based on project types identified in the city's capital improvement program (CIP). Seven recommended cross sections were developed for proposed bikeway corridors, based on existing curb-to-curb, potential new curb-to-curb, and right-of-way dimensions.

Recommendations for how to enhance bikeways for AAA, reduce barriers, and increase bicycle usage were developed based on policy guidance, including City of Northfield policies and plans, Minnesota State Aid Rules, the MnDOT Bicycle Facility Design Manual, and national guidance such as NACTO Urban Street Design Guide, NACTO Don't Give Up at the Intersection guide, and FHWA Separated Bike Lane Planning and Design Guide, and especially "Contextual Guidance for Selecting All Ages & Abilities Bikeways" in the NACTO Urban Bikeway Design Guide.

For reconstruction and reclamation projects, the preferred bikeway in most contexts is a raised (sidewalk height, behind the curb), two-way separated bikeway that separates pedestrians and bicyclists where feasible. For mill and overlay projects and standalone bikeway projects without an underlying street maintenance project, the preferred bikeway in most contexts is an in-street, two-way separated bikeway, with a two-foot concrete bike buffer as a form of physical separation between the travel lanes and the bike lanes.

Takeaways

La Crosse could develop a similar approach for selecting a preferred bikeway based on project types identified in Northfield's CIP.