

IMPLEMENTATION



Overview

Implementation of the Highway 53 Corridor Plan requires proactive leadership and collaboration of public agencies and stakeholders at multiple jurisdictional levels, including the City of La Crosse and the Northside Community.

Implementation of the plan is also dependent on the full support and participation of property owners, residents, businesses, and the development community. A concerted effort has been made throughout this plan to involve a broad cross-section of the community. Business owners, neighborhood residents, and community leaders have provided input and guidance. Even with a strong commitment, it will take several years before many of these recommendations take full shape. The magnitude of redevelopment may seem daunting, however change is constant and the vision for the Highway 53 Corridor will be the product of individual site redevelopments and street improvements. Every project is important and should help build toward the long-term vision.

The public improvements associated with the Highway 53 Corridor Plan will act as a catalyst for reinvestment and represent a positive step toward ensuring a vibrant long-term business climate and livability for the Highway 53 Corridor. The City has an important role to play in this process, but the success of this effort will not be possible without the full support and participation of landowners and the development community.

Your participation has improved the study and your continued participation and support will be critical in sustaining the community's vision for the Highway 53 Corridor over time. Please consider continuing to be a part of this process by contacting the City Planning Department, your Councilperson, or one of many community organizations.. This Corridor Plan is only a framework for the projects and plans that will successfully complete this vision .

This Implementation section includes actions that should be considered to integrate the improvements into an ongoing and community building strategy and to gain the most benefit from streetscape and other public improvements.

Redevelopment Approach

Key points listed below should be considered as the community begins the redevelopment process for the Highway 53 Corridor:

- **COMPREHENSIVE.** A single project cannot revitalize the corridor. Only an ongoing series of initiatives can build community support and create lasting progress.
- **INCREMENTAL.** Small projects make a big difference and they demonstrate that “things are happening.” Large projects can set the tone and establish precedence.
- **SELF- HELP.** Local leadership can breed long-term success by fostering and demonstrating community involvement and commitment to the revitalization effort.
- **PUBLIC+PRIVATE PARTNERSHIP.** The redevelopment program needs support and expertise of both the public and private sectors. For an effective partnership, each piece must recognize the strengths and weaknesses of the other.
- **IDENTIFYING+CAPITALIZING EXISTING ASSETS.** One of the projects key objectives is to recognize and make the best use of the Corridor's unique offerings. Local assets provide the solid foundation for a successful redevelopment initiative.
- **QUALITY.** From streetscape and storefront design to promotional campaigns and special events, quality must be the primary goal.
- **CHANGE.** Changing community attitudes and habits is essential to bring about a corridor renaissance. A carefully planned program will help shift public perceptions and practices to support and sustain the revitalization process.
- **ACTION-ORIENTED.** Frequent, visible changes in the look and activities of the commercial district will reinforce the perception of positive change. Small but dramatic improvements accomplished early in the process will remind the community that the revitalization effort is underway.
- **INTERIM STRATEGIES.** Pilot-to-Permanent or Lighter, Quicker, Cheaper (LQC).

Determine which community partners could assist with programming, community events, and grass-roots improvements. Examples include, but are not limited to temporary wayfinding signs, parklets, moveable planters, additional/relocated pavement marking, and open street events.

Redevelopment Sites

At the four identified pulse nodes, this plan calls for reinvestment in Corridor-wide pedestrian improvements, alternate routing for people biking and walking, and improvements to critical crossings along Highway 53. The Steering Committee recommends beginning with a project that has the greatest potential for the convergence of investment in infrastructure and buildings, both public and private. Pulse Node A @ George Street intersection has the greatest potential for this convergence.

Pulse Node A @ George Street: Bridgeview Plaza Economic Analysis

The Bridgeview Plaza Property has been identified as a potential opportunity for redevelopment of types and scales that could impact market perceptions of North La Crosse and invite subsequent investment in the area. A high quality redevelopment concept has been developed and illustrated for the site, representing one plausible change scenario. Tangible Consulting Services have evaluated the redevelopment concept from a financial perspective and the findings are the subject of this memorandum.

The development concept represents an ambitious redevelopment of the property. It creates a storefront retail corridor of special character and it offers new public park/plaza spaces. The place-making characteristics of the project would result in maximizing the residential and commercial rents that could be achieved in this particular part of the City—with the caveat that development in this location is pioneering, and thus will not bring the level of returns that would be achieved in parts of the city that are already seen as highly desirable locations.

Findings

The analysis finds that the development concept is challenging but potentially achievable and requires significant public sector financial support. Utilizing a range of assumptions, our model estimated the total development cost to be around \$100 million, when all aspects of the project are accounted for. A developer, with typical financing, could support roughly 77% of these costs. This yields a financial gap of around 23% of project costs.

A good share of these costs could potentially be derived from capitalizing the future property taxes that the development would generate using a tax increment financing mechanism. Tax increment financing is an advantageous first choice for addressing a development financial gap such as this, since it doesn't add to the tax burden on La Crosse citizens or compete with the funding of other city needs. But the analysis suggests that tax increment financing will not be sufficient to meet the financial need. Additional public financial resources would need to be identified and employed to advance the project.

Project performance is highly sensitive to the rents that can be achieved by the development. Those rents can't be projected with a high degree of accuracy, because the prospective project is quite unique in its location, and in the context that would be built around it. There are no other developments in the City of La Crosse that are close comparisons. If future rental costs for the apartment component of the project turns out to be \$1.65 per square foot instead of \$1.75, the public contribution to the project would increase to 26% of project costs. By the same token, if future rents are \$1.85 per square foot, the public financial support that would be 20% of project costs.

Analysis

This analysis evaluated:

- The cost of the project
- The return of the project (in the form of the operating income that would be generated), and
- The amount of development costs that would be supported by a lender and the developer
- The projected rents that the project generates, after deducting operating costs, were used to estimate both the lender contribution and the developer contribution to the project. The estimated financial gap is simply the part of the total estimated project cost that exceeds the lender and developer contributions.

In reality, a project like this proceeds in multiple phases. To make it manageable, this analysis considered the development as a whole, so that total costs were incurred at a single point in time, and rents from all seven buildings were available after the project was completed.

Assumptions

The findings of this analysis are dependent on the accuracy of a wide range of assumptions, which are detailed in the last page. There will be errors in the assumptions, since a) the time available to gather information on each variable was not unlimited, and b) it is impossible to make perfect assumptions about costs, market conditions, developer or lender behavior, or what the future will hold. This analysis worked to avoid a pattern of errors, which would have the effect of producing an overly optimistic or pessimistic assessment of the financial viability of the development concept.

Development Costs:

Acquisition and Site Preparation	\$5,400,000
Development Cost—Streets and Parks	\$1,800,000
Development Cost—Seven Buildings	\$93,400,000
Total Development Cost	\$100,600,000

For the buildings, cost estimates were derived for construction (hard) costs, soft costs, and developer fees of each component (retail, office, or residential) of each of the seven proposed buildings.

Operating Income:

Residential Gross Rent	\$7,140,000
Retail Gross Rent	\$660,000
Office Gross Rent	\$1,450,000
Total Annual Gross Rent	\$9,300,000

Rental income was also estimated for each component of each of the seven buildings, based on the estimated rent per square foot for residential, office and retail areas in the buildings. The seven buildings combined were estimated to produce around \$9.3 million per year in rents, given typical vacancy rates.

Net Operating Income:

Residential Net Operating Income	\$4,020,000
Retail Net Operating Income	\$650,000
Office Net Operating Income	\$990,000
Total Net Operating Income	\$5,700,000

The net operating income was derived by estimating operating expenses for each of the three development types. After deducting for operating expenses, the annual net operating income (NOI) for all seven buildings is estimated to be around \$5.7 million.

Project Finance:

NOI	\$5,700,000
Debt Service Coverage Ratio	÷ 1.25
Debt Service	\$4,530,000
Development Loan	\$69,600,000

The net operating income provides a basis for estimating the size of a loan that project would receive from a lender. This analysis used assumptions for the lender's debt service coverage ratio and loan terms that are somewhat conservative, based on current lending norms. But in the timeframe of this project they could still prove to be overly optimistic, which would result in a greater financial gap.

The equity that a developer would bring to the project is based on a wide range of considerations, including financial return. A developer has choices about where to invest his or her resources and a financial cushion will be built into the project because new development is inherently risky. A key financial metric for developers is the projected cash flow of the development after the debt service has been paid (cash flow after financing). The developer's investment in a project (equity) will be partly based on the project's projected cash flow after financing.

NOI	\$5,700,000
Debt Service	-\$4,530,000
Cash Flow after Financing	\$1,130,000

Given an estimated 15% ratio between developer equity and its annual return, as measured by its cash flow after financing:

Developer Equity	\$7,550,000
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The estimated financial gap that the development faces is simply the remaining project cost, after the development equity and loan amount are accounted for. The financial gap represents around 23% of total project costs.

Total Development Cost	\$100,600,000
Developer Equity	- \$7,550,000
Loan Amount	- \$69,600,000
Financial Gap	\$23,400,000

Short Term Recommendations

It is important to establish short-term design steps for organizational and planning tools to implement the redevelopment recommendations, which include the following:

Build Design Standards into the Zoning Ordinance

Build design standards into the zoning ordinance for the most effective and legally sound strategy. If design objectives can be visualized and defined in quantifiable terms, they can be expressed in form-based codes that can be incorporated into the Zoning Ordinance. Definitive standards developed in response to reasonable goals and objectives are better for developers, less likely to be legally challenged, and more defensible in the event of legal challenges. This approach would be easiest to administer by the planning staff in the long term. However, in the short term, the formation and authorization of a separate design review committee will work with City Staff to review redevelopment proposals.

There are limitations to the results that can be achieved through zoning. Design standards help achieve a degree of continuity through an area and certainly prevent development that is truly incongruous and incompatible. However, it is also true that good taste cannot be legislated. Although zoning can help a community establish a level of quality and prevent discordant development, it cannot guarantee that development will be aesthetically pleasing.

Site Plan Review

In order for the City to effectively implement the design guidelines recommended by the Task Force and consultants, the City should empower itself to guide development by bolstering the newly adopted Site Plan Permit process for all development along the Highway 53 Corridor. The SPR “ensures developments conform to City goals, plans and regulations; preserves and enhances the natural environment; protects existing uses; enhances the economic, residential and institutional communities; grows the City tax base and beautifies the city.” Some of the factors considered in the SPR process are: consistency with the City’s Comprehensive Plan and Design Guidelines adopted by the City, building setback and build-to requirements, consistent facades, minimum glass requirements, sign controls, minimized curb cuts, parking lot location and buffering, landscape and lighting plans, stormwater management plans, parking requirements and drive-throughs.

Develop a Corridor Wayfinding Plan

Wayfinding signs should be installed throughout the Corridor for those driving, walking, and bicycling to assist with finding destinations. Wayfinding should focus on two specific areas: highlighting destinations off of Highway 53 (for example, the UPTOWNE/Old Towne North business district), and highlighting destinations on Highway 53 for people who are walking or bicycling on a parallel neighborhood street. A wayfinding plan could focus specifically on this Corridor or could address the wayfinding more broadly of North of La Crosse.

Organization and Promotion

Currently, no civic organization and/or public bodies are involved in the management, promotion, and/or development of the Highway 53 Corridor. Organizing a diverse group of people to achieve the work tasks, build public/private partnerships, foster ongoing leadership, and provide a unified voice for the area will be the key to whether this plan succeeds or fails.

This section outlines a strategy for organizing interested residents and business owners into an effective advisory group whose mission is to see that redevelopment is implemented according to the goals and objectives of the plan, to act as an advocacy group for the corridor, and to coordinate promotional campaigns and small projects.

Corridor - Wide Ongoing Activities

Simultaneously with the phases identified above, the Project Team will undertake the following ongoing activities.

Coordinate Objectives with City Departments

The planning and engineering departments from both the County and City should refer to this document when considering development proposals along the Highway 53 Corridor. Developers should work with City and County Staff and refer to the plan when generating design concepts to better understand how their property fits into the Corridor Plan and expectations for public/private facilities. Proposed developments should follow the design recommendations in this Plan.

Develop a Financial Plan

The harsh reality of this Plan is that without viable financing, many of the recommendations will not be implemented. Therefore, it is imperative that the City of La Crosse and La Crosse County, along with the local business community, research and develop practical financing options to facilitate real change. Financing projects can be done by qualifying for grant money, borrowing, or bonding. The City and County should create a master schedule outlining when grant cycles start and are awarded and their relationship to agency capital budget cycles. The funding strategy should be flexible to take advantage of any unexpected opportunities.

Assemble Land

Pursue the acquisition of tax forfeit, foreclosed, or for sale properties identified as necessary to pursue the redevelopment vision created in this plan for the Highway 53 pulse nodes and could be acquired by the City of La Crosse or La Crosse County. Either entity will be cognizant of the Corridor Plan and the additional right-of-way needs at these intersections.

Help People Bike to the Highway 53 Corridor

Demand for bicycling is expected to increase along and adjacent to the Corridor, especially as redevelopment occurs. While dedicated bikeways are not recommended on Highway 53 as they are on parallel off-streets, additional destinations and anticipated increase in bicycling will generate demand to and along the Highway 53 corridor. Several steps can help people bike through and to the corridor.

- Create a wayfinding system for directing bicycle traffic to the defined pulse nodes along Highway 53. While the wayfinding should direct people to nearby destinations, it should also direct people from the alternative routes to destinations on Highway 53.
- Identify treatments connecting the alternative routes to Highway 53, especially at the four pulse nodes studied in this plan. Many of the people who bike on Highway 53 are trying to reach destinations on Highway 53. Creating safe connections to the corridor will mitigate the additional time, inconvenience, and decreased safety of directing people off Highway 53.
- Ensure that as the Corridor is improved adequate secure bicycle parking is provided at visible, safe and convenient locations.

Develop a Private Investment Incentive Fund

Create an incentive program that recognizes businesses making voluntary aesthetic improvements. Supplements such as painting and landscaping can visually enhance the appeal of an area and are encouraged.

Redevelopment Tools and Resources

Public Capital Improvement Programs

- Architectural and Engineering Analysis (A&E) Program
- Redevelopment Authority
- Sale of City owned properties
- City of La Crosse CIP
- Intergovernmental Revenue Sharing
- Lease revenues from City owned properties
- WisDOT Transportation Economic Assistance (TEA)
- La Crosse Area Development Corporation (LADCO)
- La Crosse Industrial Park Corporation (LIPCO)
- La Crosse County Economic Development Fund (LCEDF)
- Wisconsin Economic Development Corporation (WEDC)
- Wisconsin Housing and Economic Development Authority (WHEDA)

Public + Private Partnership Programs

- La Crosse Promise
- Challenge grants
- City Special Service Districts
- Community benefit agreements
- Parking Benefit District
- La Crosse Neighborhood Development Corporation (LNDC)
- Land Trusts
- Business Improvement Districts
- Transfer of Development Rights
- Business lending or micro-lending
- Crowd Sourced Development Equity
- Corporate sponsorship
- Philanthropic endowment
- Pre-disaster relief
- Brownfield Grants (WDNR)
- Floodplain Relief Program

Community Foundations

- La Crosse Community Foundation
- Robert & Eleanor Franke Charitable Foundation

Federal Programs

- FEMA Pilot Projects
- EPA assessment and clean-up grants
- Surface Transportation Program (STP)
- Transportation Alternatives Program (TAP)
- Highway Safety Improvement Program (HSIP)
- Congressional Line Item Budget

Federal Transit Program

- Urbanized Area Formula grants
- Capital investment grants & loans
- Transit Enhancement Activity program

Property Tax Programs

- Tax Increment Financing (TIF) districts
- Tax abatement
- Special assessments
- State and Federal Historic Tax credits
- Low Income Housing Tax Credits (LIHTC) – probably available through WHEDA)
- Community Development Financial Institutions Fund - New Markets Tax Credit Program

Housing Programs

- Employer assisted Housing
- Low-Income Housing Tax Credit
- Housing Improvement District
- Ownership Workforce Housing Fund
- Rental Affordable Housing Trust Fund

Grant Programs

- Floodplain Grant Program
- Community Development Block Grants (CDBG)
- DOT/HUD Partnership for Sustainable Communities, Community Challenge Planning Grant

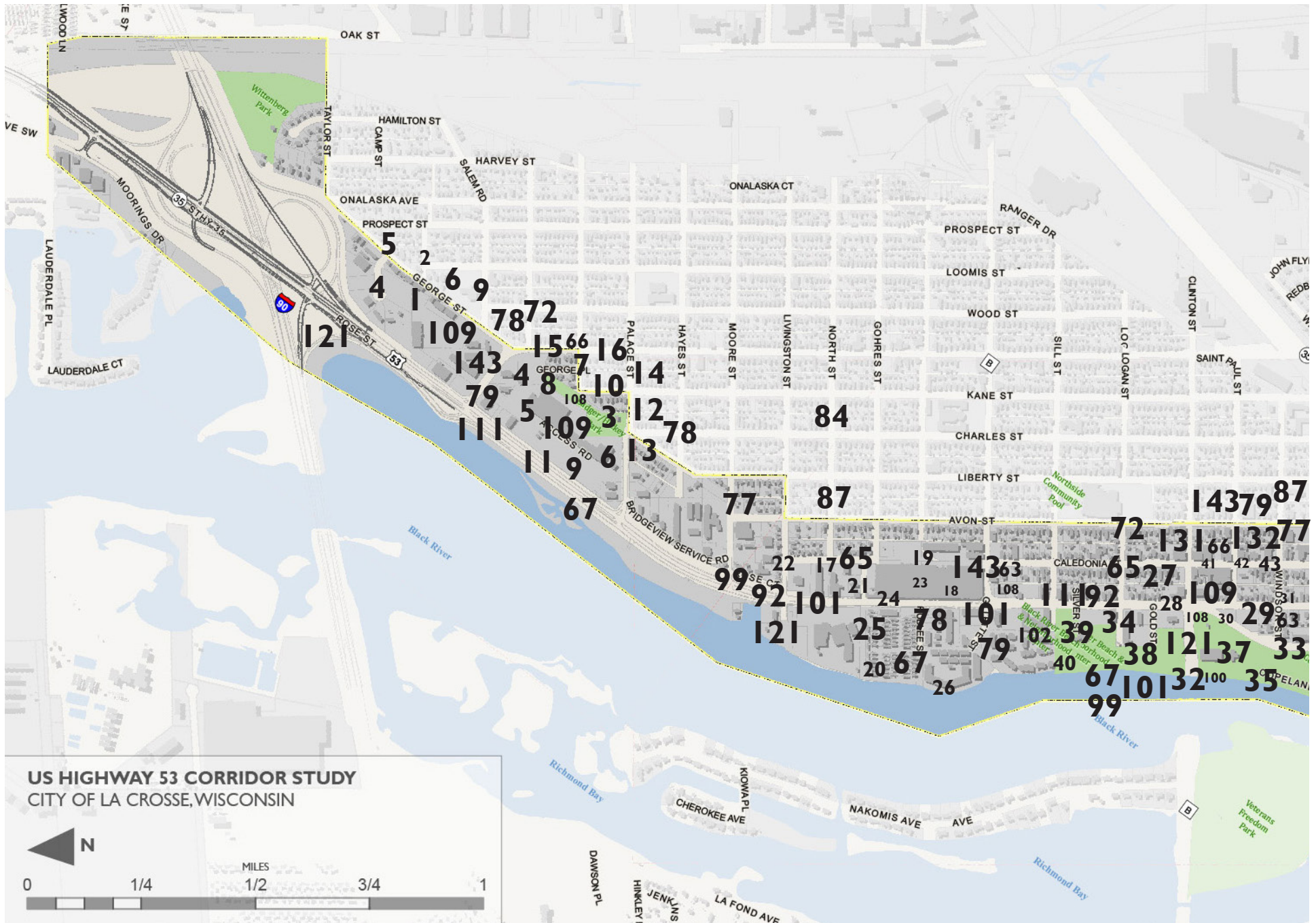
Loan Programs

- Upper Floor Renovation Loan program
- Small Business Development Loan (SBDL)
- La Crosse County Micro Lending Fund

Non-Funding Tools

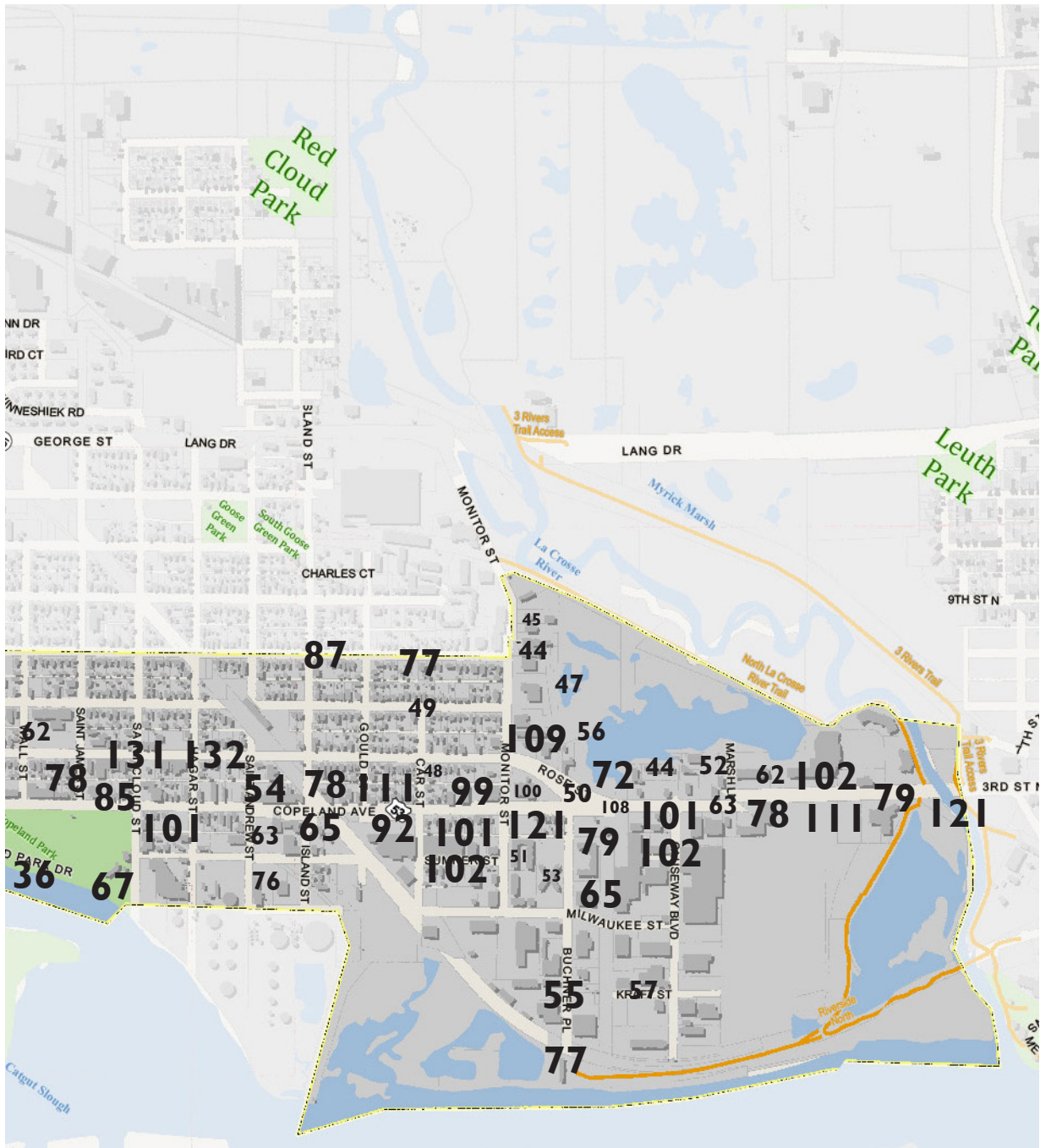
- Zoning change
- Form based code
- Strategic placement of new infrastructure
- Code enforcement
- Design guidelines
- Land assembly
- Site preparation such as demolition, grading, platting, rezoning
- Land write-down





US HIGHWAY 53 CORRIDOR STUDY
CITY OF LA CROSSE, WISCONSIN





Note: Corridor-wide recommendations not numbered on the map.

Pulse-Node

Note: Cost (2018) | \$0 - \$100,000 = Low; \$100,000 - \$1,000,000 = Medium; >\$1,000,000 = High
 Time | 1 Day - 1 Year = Short; 1 Year - 3 Years = Medium; >3 Years = Long

A

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
1	Create internal “ring road” by extending Salem Road from the neighborhood through redevelopment area to Taylor Street.	High	Medium	Medium	Developer/City
2	Provide enhanced streetscape and public realm amenities.	Medium	Medium	Medium	City
3	Create new mixed-use development area.	High	High	Long	Developer/City
4	Provide mixed residential (affordable, market rate and assisted senior living) multi-story buildings.	High	High	Long	Developer/City
5	Provide open spaces to the public, connected to residential developments.	High	Low	Long	Developer/City
6	Provide mixed commercial buildings with shared parking opportunities.	High	High	Long	Developer/City
7	Extend Cunningham Street from the neighborhood out to Highway 53.	High	Medium	Medium	City
8	Create new mixed-use development area on the Bridgeview Plaza site.	High	High	Long	Developer/City
9	Provide mixed-use and multi-story buildings with first floor uses that activate the street.	High	High	Long	Developer/City
10	Create new mixed-use developments to enhance the street network and expanded Hickey Park.	High	High	Long	Developer/City
11	Extend Hickey Park thru mixed-use development site and connect to Highway 53.	High	Medium	Long	Developer/City
12	Provide expanded neighborhood recreation amenities and programming.	High	Medium	Medium	City
13	Provide flexible space to host a variety of recreational and community festivals.	High	Medium	Medium	Developer/City
14	Provide local street network (with on-street parking) around Hickey Park.	High	Medium	Medium	Developer/City
15	Remove the southern portion of Bridgeview Plaza building and re-purpose northern portion for commercial uses.	High	High	Long	Developer/City
16	Define new north to south commercial street by connecting George and Palace street to allow for enhanced connectivity within the mixed-use development area.	High	Medium	Medium	Developer/City

Pulse-Node

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B

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
17	Create new mixed-use development areas within the pulse node.	Medium	High	Long	Developer/City
18	Provide mixed-use and multi-story buildings with first floor uses that activate the street on the east side of Highway 53.	Low	High	Long	Developer/City
19	Provide transitional residential densities along Caledonia Street adjacent to existing single-family housing.	Medium	Medium	Long	Developer/City
20	Provide mixed residential housing along Black River.	Medium	High	Long	Developer/City
21	Provide commercial uses fronting Highway 53 with shared parking opportunities.	Medium	Medium	Long	Developer/City
22	Provide mixed commercial buildings with shared parking opportunities at the Livingston Intersection.	Medium	High	Long	Developer/City
23	Extend Rublee Street from the neighborhood out to Highway 53.	Low	Medium	Medium	City
24	Provide enhanced streetscape and public realm amenities.	Medium	Medium	Medium	City
25	Provide "green" links from Highway 53 to the River along Livingston Street, Gohres Street, and Rublee Street.	High	Medium	Medium	City
26	Create boardwalk from Livingston Street to Black River Beach House.	Medium	High	Long	City

Pulse-Node

C

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
27	Incorporate recommendations from UPTOWNE Summit report.	High	Medium	Short	City/North La Crosse Business Association/Neighborhood Associations/UPTOWNE Collective
28	Create new redevelopment opportunities at the Clinton Street intersection.	Medium	High	Long	Developer/City
29	Provide a residential multi-story building in the triangle parcel fronting Windsor Street.	High	Medium	Long	Developer/City
30	Provide underground parking and enhanced pedestrian facilities along Windsor Street.	Low	High	Long	Developer

C

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
31	Provide mixed commercial buildings with shared parking opportunities at the Windsor Street intersection.	Low	High	Long	Developer/City
32	Improve connection from Copeland Park to public boat landing and Black River Beach House.	High	Medium	Medium	City
33	Improve overall connectivity from adjacent neighborhoods to Copeland Park.	High	Medium	Medium	City
34	Improve pedestrian crossings of Rose Street and Copeland Avenue.	High	Medium	Short	City
35	Improve Copeland Park.	High	High	Medium	City
36	Provide enhanced river connectivity from the park.	High	Medium	Short	City
37	Upgrade park recreational amenities and provide more flexible recreational/program space.	High	Medium	Medium	City
38	Improve pedestrian circulation and access adjacent to public boat landing located on North Clinton Street.	High	Low	Short	City
39	Expand Black River Beach House to include a Senior Center.	High	Medium	Medium	City
40	Improve landscaping and connectivity to beach area.	Medium	Low	Short	City
41	Provide mid-block curb extensions and crosswalk in 1200 block of Caledonia Street.	Low	Low	Short	City
42	Require removal of 4 parking spaces allowing for the addition of bike parking on both sides of street.	Low	Low	Short	City
43	Install sidewalk curb extensions: corner of Caledonia @ Clinton, corner of Caledonia @ St. Paul, and corner of Caledonia @ Windsor.	Medium	Low	Short	City

Pulse-Node

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D

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
44	Create new mixed-use development areas.	Medium	High	Long	Developer/City
45	Provide multi-story mixed-residential and commercial buildings on Monitor Street, east of Rose Street.	Low	High	Long	Developer/City
46	Provide transitional residential densities along Monitor Street adjacent to existing single-family housing.	Low	Medium	Long	Developer/City
47	Provide green space linking development opportunity sites with access to wetland boardwalk trails.	Medium	Low	Medium	Developer/City
48	Provide multi-story mixed-residential buildings on Monitor Street between Rose Street and Copeland Avenue.	Low	Medium	Long	Developer/City
49	Provide transitional residential densities along Rose Street adjacent to existing single-family housing.	Medium	Medium	Long	Developer/City
50	Provide mixed commercial buildings with shared parking opportunities at the intersection of Rose Street and Copeland Avenue.	Medium	Medium	Long	Developer/City
51	Provide multi-story mixed-residential on Monitor Street, west of Copeland Avenue.	Low	High	Long	Developer/City
52	Provide multi-story mixed-residential and commercial buildings on the east side of Copeland, across from Causeway Boulevard.	Medium	High	Long	Developer/City
53	Extend Sumner Street from Monitor Street to Buchner Place.	Low	Medium	Medium	City
54	Provide enhanced streetscape and public realm amenities.	High	Medium	Medium	City
55	Improve streetscape and public realm amenities along Buchner Place.	High	Medium	Medium	City
56	Provide new boardwalk system in wetland area east of Highway 53.	Medium	Medium	Long	City
57	Improve greenspace connection south of Buchner Place to link trails and Highway 53.	Medium	Low	Medium	City

Multi-Modal

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Pedestrian

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
58	Provide a minimum of 6-foot wide sidewalks (8 feet is preferred) throughout the Corridor where feasible.	Medium	Medium	Medium	City
59	Eliminate sidewalk obstructions and gaps.	High	Medium	Medium	City
60	Replace failed sidewalk and trail pavements.	High	Medium	Short	City
61	Improve snow removal expectations and enforcement.	Medium	Low	Short	Property Owners/City
62	Add mid-block pedestrian crosswalks to enhance safety at high volume locations.	Medium	Low	Short	City
63	Install sidewalk curb extensions on adjacent side streets to decrease crosswalk distances, moderate vehicular speeds, provide increased sidewalk space, and define on-street parking bays.	Medium	Low	Short	City
64	Extend pedestrian scale lighting along the Highway 53 corridor.	High	Medium	Medium	City
65	Provide pedestrian scale wayfinding and signage.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective
66	Consider times and locations to program "open streets".	Medium	Low	Short	City/NLBA/NAs/UPTOWNE Collective
67	Provide improved visual and physical connection to the Black River.	High	Low	Medium	City
68	Use guidance on Page 83 of the Master Plan to develop sidewalk installation priorities.	Medium	Low	Medium	City

Multi-Modal

Bicycle

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
69	Create frequent safe crossing opportunities.	High	Medium	Medium	City
70	Encourage and facilitate classes to educate current and potential bicyclists and build confidence in the accessibility, reliability, and safety of the system.	Low	Low	Short	City/NLBA/NAs/UPTOWNE Collective
71	Work with community partners to encourage bicycling as a larger mode share by providing bicycling facilities in public and private locations and bicycling equipment to disenfranchised groups.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective

Multi-Modal

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Bicycle

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
72	Add public bike racks and other amenities near destinations such as schools, transit stops, employers, multifamily housing, shopping, and other biking locations.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective
73	Continue comprehensive bicycle system planning.	High	Low	Medium	City
74	Install more bikeways to grow towards completing the network.	High	Medium	Medium	City
75	Require functional bike racks, bike corrals, lockers, and/or indoor parking in new re-developments and assist existing private developments in obtaining them.	High	Low	Short	City
76	Encourage employers to provide amenities such as employee showers and shared bicycle fleets.	Medium	Medium	Short	City/NLBA/NAs/UPTOWNE Collective
77	Expand the city's wayfinding system to Highway 53 and highlight access to the parallel and perpendicular bicycle routes.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective

Multi-Modal

Transit

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
78	Encourage/Facilitate Transit Oriented Development (TOD)	High	Low	Long	City
79	Create a direct "express" route to shopping, Downtown, employment, and services to encourage transit-oriented development along the route and make transit a more attractive option for users.	High	Medium	Medium	City
80	Work with developers, employers, and institutions to increase the transit mode share.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective
81	Enhance the stops with the use of new shelters, lighting, kiosks, monument signs, decorative paving, newspaper corrals, and public art.	High	Medium	Medium	City/NLBA/NAs/UPTOWNE Collective
82	Locate new and relocated transit stops in active and visible places to maximize personal security.	High	Medium	Medium	City
83	Evaluate neighborhood routes for improvement.	High	Low	Short	City
84	Consider implantation of the Route 6 modifications from the LAPC Great River Transit Enhancement Plan 2015-2025.	High	Low	Short	City

Multi-Modal

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Network Connectivity

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
85	Improve connectivity from adjacent neighborhoods to Copeland Park.	High	Medium	Medium	City
86	Improve bike routes and trails connecting existing trails and bike lanes.	High	Medium	Medium	City
87	Install Avon Street Bike Boulevard with Caledonia Street loop from Wall Street to Logan Street with minimal impact to business parking.	High	Medium	Medium	City
88	Install additional Bike lanes (per bike plan and new recommendations).	High	Medium	Medium	City
89	Define future traffic calming opportunities.	High	Low	Short	City
90	Create detailed maps of safe routes to destinations for bicycling and pedestrians along the corridor.	Medium	Low	Short	City/NLBA/NAs/UPTOWNE Collective
91	Create boulevards to serve as a buffer from traffic, planting spaces for trees, and space for snow removal.	Medium	Medium	Medium	City
92	Improve intersections to provide safe and accessible areas for pedestrian and bicycle crossings, including enhanced crosswalks, signalization, signage, and design techniques that encourage drivers to operate at an appropriate speed.	High	Medium	Medium	City
93	Conduct a corridor wide traffic study along Highway 53 to address speeding, safety, and enhanced connectivity routes after completion of the Exit 3 reconstruction and any major redevelopments.	Medium	Low	Short	City
94	Use signs/wayfinding strategies to direct multi-modal traffic between neighborhoods and the River and highlight access to the parallel and perpendicular bicycle routes.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective
95	Create safe and visible connections between Highway 53 and alternative bicycle routes.	High	Low	Short	City
96	Provide centralized, easy to access bicycle parking (such as on-street bicycle corrals) at convenient locations for bicyclists to park their bikes and walk to places along Highway 53 within designated pulse nodes.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective

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Multi-Modal

Vehicular

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
97	Reduce the reliance on single occupancy vehicles by focusing traffic demand management on the Highway 53 corridor.	Medium	Medium	Medium	City/NLBA/NAs/UPTOWNE Collective
98	Maintain the efficient and cost-effective movement of freight along the corridor when making changes to accommodate other modes of transportation	High	Low	Short	WisDOT/City
99	Focus roadway reconstruction on major intersections near developing pulse nodes to maximize the return on transportation investment dollars.	High	Medium	Long	WisDOT/City
100	Consider converting the one-way pair of Rose Street and Copeland Avenue in to two-way 3-lane and 5-lane streets respectively	Low	Medium	Long	WisDOT/City

Multi-Modal

Intersections

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
101	All crosswalks should be identified with standard markings, enhanced markings, and/or special paving treatments.	High	Low	Short	City
102	Advance stop bars should be considered at all primary signal-controlled intersections with marked crosswalks.	Medium	Low	Short	City

Urban Design

Landscaping + Streetscape

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
103	Improve riparian landscape edge along the Black River.	Medium	Low	Medium	City
104	Enhance landscape character throughout the corridor to reinforce as a gateway to the City.	Medium	Medium	Medium	City/NLBA/NAs/UPTOWNE Collective
105	Plant additional trees along Highway 53 and adjacent streets to improve overall character.	Medium	Medium	Medium	City/NLBA/NAs/UPTOWNE Collective

Urban Design

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Landscaping + Streetscape

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
I06	Screen existing and new at-grade parking lots with vegetation such as hedges and trees.	Medium	Low	Medium	Developer/City/NLBA/NAs/UPTOWNE Collective
I07	Consider parking lot screens as potential zones for stormwater treatment and infiltration.	Medium	Low	Medium	Developer/City
I08	Devote space to street furniture.	Low	Low	Short	City/NLBA/NAs/UPTOWNE Collective
I09	Devote space to outdoor places such as cafes and small parks.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective
I10	Consider options for using landscaping to implement permanent and temporary traffic calming measures.	High	Low	Short	Developer/City/NLBA/NAs/UPTOWNE Collective
I11	Consider the addition of ornamental lighting, public art, kiosks, and visitors' guides and determine which community partners could take ownership.	High	Medium	Medium	City/NLBA/NAs/UPTOWNE Collective
I12	Develop a maintenance plan and sustainable funding source to maintain public landscaping and streetscape elements.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective

Urban Design

Stormwater BMPs

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
I13	Develop an area plan that promotes sustainability, resiliency, efficiency, and cost effectiveness of the current and future stormwater management systems.	Medium	Low	Short	City
I14	Focus BMPs towards street and land development design strategies that implement effective and easy to maintain systems that have minimal land area impacts and serve multiple purposes such as improving aesthetics and providing buffers for active transportation.	High	Low	Short	Developer/City
I15	Form partnerships with businesses, community organizations, large property owners, and environmental groups to operate, maintain, and promote healthy stormwater systems.	Medium	Low	Short	City/NLBA/NAs/UPTOWNE Collective

Urban Design

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Stormwater BMPs

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
116	Develop performance measures that show the value of investments and efforts that go beyond current requirements.	Medium	Low	Short	City/NLBA/NAs/UPTOWNE Collective
117	Consider adoption of the Urban Street Stormwater Guide from the National Association of City Transportation Officials.	Medium	Low	Short	City

Urban Design

Wayfinding

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
118	Prepare a corridor wide wayfinding plan that is cohesive, unique to each context, multi-purpose, and contains several scales (cars, pedestrians, visitors).	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective
119	Integrate wayfinding elements, directing people to key destinations and transit stops along the Highway 53 Corridor into streetscape elements (e.g. light poles, transit shelters, monuments, signs) and reinforce a desired streetscape theme.	High	Medium	Medium	City/NLBA/NAs/UPTOWNE Collective
120	Since there are no dedicated bike facilities recommended on Highway 53, wayfinding to alternate bikeways is particularly important.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective

Urban Design

Gateway Monuments

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
121	Locate gateway monuments within the amenity area of the public realm. The primary locations within the study area recommended for gateway monuments include: Gateway Corridor area off of I-90, intersection of Clinton Street and Highway 53 at Copeland Park, UPTOWNE (located at Clinton and Rose Street), split of Rose Street and Copeland Avenue near the intersection of Monitor Street, entrance to Downtown near the La Crosse River.	High	Medium	Medium	City/NLBA/NAs/UPTOWNE Collective

Urban Design

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Utilities + Advertising

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
122	To limit the number of utility poles that obstruct the pedestrian environment and to improve the aesthetics of the corridor, it is recommended that the overhead utilities be buried whenever possible.	Medium	Medium	Medium	City/Private Utilities
123	All signs shall meet the City's sign ordinance.	Medium	Low	Short	Property Owners/City
124	Outdoor advertising signs shall be removed and eliminated as the opportunity exists to improve the aesthetics of the corridor.	Medium	Low	Long	Property Owners/City

Urban Design

Developments

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
125	Create and adhere to City guidelines and standards for site design, building massing, façade treatments, building materials, signs, and sustainable design practices.	High	Low	Short	City
126	Create mixed-use, multi-story buildings with first floor uses that activate the street.	High	High	Long	Developer/City
127	Plan new construction in relation to the surrounding buildings using common elements from the façade and architecture of neighboring buildings (as appropriate).	High	Low	Medium	Developer/City
128	Positively relate new construction to the street with building elements yet not infringe on the streetscape.	High	Low	Medium	Developer/City
129	Design the first level (street level) to have a human scale with attention to items including the building entries, first floor storefronts, lighting, signage, and windows.	High	Low	Medium	Developer/City
130	Consider building setback from the sidewalk to provide a broader area for pedestrian activities.	High	Low	Medium	Developer/City
131	Encourage the reuse of positive contributing buildings where possible rather than new construction.	High	Low	Medium	Developer/City
132	Incorporate existing historical or character enhancing elements into redevelopment.	High	Low	Medium	Developer/City
133	Highlight major building entries.	Medium	Low	Medium	Developer/City
134	Create a sense of security by having building windows look onto the street.	Medium	Low	Medium	Developer/City

Urban Design

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Developments

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
135	Use LED or other energy-efficient lighting for new development projects.	High	Low	Short	Developer/City
136	Consider solar-powered LED lighting to light exterior spaces.	Medium	Low	Short	Developer/City
137	Provide space for organic composting for residential uses on-site or nearby.	Medium	Low	Short	City/NLBA/NAs/UPTOWNE Collective
138	Encourage constructing and renovating buildings to meet Leadership in Energy & Environmental Design (LEED) certification standards of silver or better.	Medium	Medium	Short	Developer/City

Corridor-Wide

Zoning/Land-Use

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
139	Strengthen the built Form through updates to the zoning code.	High	Medium	Short	City
140	Combine the efforts of current and future floodplain programs to create a win-win for the corridor and the neighborhood and industrial floodplain areas.	High	Medium	Short	City
141	Consider elements to the zoning code that allow for positive externalities such as density bonuses and transfers of development rights.	High	Low	Short	City

Corridor-Wide

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Funding

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
142	Develop public funds to incentivize private investment in existing properties, such as façade and business growth grants.	High	Medium	Short	City/NLBA/NAs/UPTOWNE Collective
143	Create TIF districts as a tool for implementing public private partnerships - consider one in the Exit 3 area to Pulse Node B and one in the industrial areas between Riverside North and Copeland Park.	High	Low	Short	City
144	Continue to monitor grants and other funding to improve public facilities and services such as parks and transit.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective
145	Explore methods for the Redevelopment Authority to use and leverage funds for redevelopment projects along the corridor.	High	Low	Short	City/Redevelopment Authority

Corridor-Wide

Organization + Promotion

	Recommendation	Priority	Cost	Time	Responsible Party/Partners
146	Create a body to provide corridor-wide organization and promotion and facilitate the implementation of this plan.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective
147	Create a body to act as an ad-hoc City committee to provide suggestions to City Council and staff.	High	Low	Short	City/NLBA/NAs/UPTOWNE Collective