



City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Meeting Agenda - Final

City Plan Commission

Monday, November 3, 2025

4:00 PM

Council Chambers

The meeting is open for in-person attendance and will also be conducted through video conferencing. To join the meeting click this link (or typing the URL in your web browser address bar):
<https://cityoflacrosse-org.zoom.us/j/88991607803?pwd=d3hhNURndXZXZWRYRIZ4eWFTTndoQT09>
Meeting ID: 889 9160 7803; Passcode: CPC23; Call in: 1-305-224-1968.

The meeting can be viewed by visiting the Legislative Information Center (<https://cityoflacrosse.legistar.com/Calendar.aspx>) and clicking on the "In Progress" video link to the far right in the meeting list.

If you wish to speak on an agenda item, arrive early to sign up before the meeting begins. If attending virtually and you wish to speak, contact the Department of Planning, Development and Assessment at the email or phone number below so we can provide you with the necessary information to join in. Members of the public who would like to provide written comments on any agenda may do so by emailing tranea@cityoflacrosse.org, using a drop box outside of City Hall or mailing the Department of Planning, Development and Assessment, 400 La Crosse Street, La Crosse WI 54601. Questions, call 608-789-7512

Call to Order

Roll Call

Approval of Minutes from the September 2nd, 2025 meeting.

Agenda Items:

[25-1238](#)

AN ORDINANCE to amend Subsection 115-110 of the Code of Ordinances of the City of La Crosse by transferring certain property from the Washburn Residential District to the to the Special Residence District, allowing for a triplex at 107-109 9th St S.

Attachments: [Ordinance](#)

[Rezoning Petition](#)

[CPC Staff Report 11032025.25-1238](#)

[Notice of Hearing](#)

[300-foot Property Owner Buffer List](#)

[Buffer Map](#)

[Undeliverable Notice - Resent 10.20.2025](#)

[Undeliverable Notices - 10.27.2025](#)

[25-1251](#)

Resolution adopting the Downtown La Crosse River Area Inventory and Redevelopment Plan.

Sponsors: Washington-Spivey

Attachments: [Resolution](#)

[Legislative Staff Report](#)

[CPC Staff Report 11032025.25-1251](#)

[La Crosse River Area Inventory and Redevelopment Plan - Final Draft UPDATE](#)

[La Crosse River Area Inventory and Redevelopment Plan - Final Draft](#)

[Kevin Hundt - 10.26.2025](#)

[25-0143](#)

Update on the zoning/subdivision code project.

Attachments: [Forward La Crosse Zoning Promotion 08.01.2025.pdf](#)

[Zoning Code Update Project Update 5.29.2025.pdf](#)

[Built Form Study Districts.042825.pdf](#)

[Built Form Study Neighborhoods.042825.pdf](#)

[Character Areas Defined.042825.pdf](#)

[Downtown Character Areas.042825.pdf](#)

[Zoning 101 23Apr compressed.042825.pdf](#)

[Built Form Study Corridors.042825.pdf](#)

[Zoning Code Update Memo V2 3-31-2025](#)

[DRAFT Zoning Code Update Survey #1 3-31-2025](#)

[DRAFT Zoning 101 Presentation 3-31-2025](#)

[DRAFT Form Plate George St 3-31-2025](#)

[Zoning Code Update Memo V1 3-3-2025](#)

[Summary of Residential Lot Standards 3-3-2025](#)

[1950 Zoning Map 3-3-2025](#)

[Study Guide for City Plan Commission 30Jun2025.pdf](#)

[Forward La Crosse CPC.pdf](#)

[Memo from Friends of the Marsh - 9.15.2025](#)

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.

Mayor Shaundel Washington-Spivey, Elaine Yager, Jacob Sciammas, James Cherf, Jennifer Trost, Matt Gallagher, Olivia Stine, Aron Newberry and James Szymalak.



City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 25-1238

Agenda Date: 11/4/2025

Version: 1

Status: New Business

In Control: Judiciary & Administration Committee

File Type: Ordinance

Agenda Number:

ORDINANCE NO.: _____

AN ORDINANCE to amend Subsection 115-110 of the Code of Ordinances of the City of La Crosse by transferring certain property from the Washburn Residential District to the to the Special Residence District, allowing for a triplex at 107-109 9th St S.

THE COMMON COUNCIL of the City of La Crosse do ordain as follows:

SECTION I: Subsection 115-110 of the Code of Ordinances of the City of La Crosse is hereby amended by transferring certain property from the Washburn Residential District to the to the Special Residence District on the Master Zoning Map, to-wit:

Tax Parcel 17-20185-100; 107-109 9th St S

SECTION II: Should any portion of this ordinance be declared unconstitutional or invalid by a court of competent jurisdiction, the remainder of this division shall not be affected.

SECTION III: This ordinance shall take effect and be in force from and after its passage and publication.

Shaundel Washington-Spivey, Mayor

Nikki M. Elsen, City Clerk

Passed:
Approved:
Published:

PETITION FOR CHANGE TO ZONING
CITY OF LA CROSSE

AMENDMENT OF ZONING DISTRICT BOUNDARIES

Petitioner (name and address):

Karen & Albin Kayser N2186 Briarwood Ave.
LaCrosse, WI 54601

Owner of site (name and address):

Karbin Properties, LLC same address as above

Address of subject premises:

107/109 9th Street S. LaCrosse, WI

Tax Parcel No.:

020185-100

Legal Description (must be a recordable legal description; see Requirements):

see attached

Zoning District Classification:

WR - Washburn Residential

Proposed Zoning Classification:

R3 - Special Residence

Is the property located in a floodway/floodplain zoning district?

☐ Yes ☒ No

Is the property/structure listed on the local register of historic places?

☐ Yes ☒ No

Is the Rezoning consistent with Future Land Use Map of the Comprehensive Plan?

☒ Yes ☐ No

Is the Rezoning consistent with the policies of the Comprehensive Plan?

☒ Yes ☐ No

Property is Presently Used For:

Duplex

Property is Proposed to be Used For:

Triplex

Proposed Rezoning is Necessary Because (Detailed Answer):

we would be adding an additional unit (one bedroom) while maintaining the footprint of the existing structure. efficiency

Proposed Rezoning will not be Detrimental to the Neighborhood or Public Welfare Because (Detailed Answer):

no detrimental consequences in our opinion.

Proposed Rezoning will not be Detrimental to the City's Long Range Comprehensive Plan Goals, Objectives, Actions and Policies Because (Detailed Answer):

The city's long range goals clearly indicates the need for an increase in affordable housing, which an efficiency would provide.

**EXHIBIT A
LEGAL DESCRIPTION**

Parcel No. 17-10041-010

Lot 3 in Block 5 of South Eastern Addition, City of La Crosse, La Crosse County, Wisconsin.
(422 Rose Street)

Parcel No. 17-20182-050

Lot 4 of Metzger's Subdivision of Lot 7, Block 8 of Burns and Overbaugh's Addition, City of La Crosse, La Crosse County, Wisconsin.
(132 9th St S)

Parcel No. 17-20182-060

Lot 5 of Metzger's Subdivision of Lot 7, Block 8 of Burns and Overbaugh's Addition, City of La Crosse, La Crosse County, Wisconsin.
(136 9th St S)

Parcel No. 17-20185-100

Lot 113, EXCEPT the North 7 1/2 feet thereof, and EXCEPT the East 50 feet thereof, in Block 10 of Allen Overbaugh and Peter Burns Addition to the City of La Crosse, La Crosse County, Wisconsin.
(109 9th St S)

Parcel No. 17-40008-060

Lot 14, EXCEPT the East 50 feet, in Block 5 of Second Plat of Hintgen's Addition to the City of La Crosse, La Crosse County, Wisconsin.
(1117 West Ave S)

Parcel No. 17-40008-065

The East 50 feet of Lot 14 in Block 5 of Second Plat of Hintgen's Addition to the City of La Crosse, La Crosse County, Wisconsin.
(1118 Grant Ct)

Parcel No. 17-30097-040

Lot 6 in Block 15 of Burns Addition to the City of La Crosse, La Crosse County, Wisconsin, EXCEPT that portion taken for R/W in Doc. No. 1354954.
(1427 4th St S)

10/1/54
10/1/54

10/1/54
10/1/54

10/1/54
10/1/54

10/1/54
10/1/54

10/1/54
10/1/54

10/1/54
10/1/54

10/1/54
10/1/54

10/1/54
10/1/54

The undersigned depose and state that I/we am/are the owner of the property involved in this petition and that said property was purchased by me/us on the 28th day of August, 1998.

I hereby certify that I am the owner or authorized agent of the owner (include affidavit signed by owner) and that I have read and understand the content of this petition and that the above statements and attachments submitted hereto are true and correct to the best of my knowledge and belief.

Karen F. Kayser Karen F. Kayser.
(signature)

(608) 792-3022 10-3-25
(telephone) (date)

akayser4@gmail.com
(email)

PETITIONER SHALL, BEFORE FILING, HAVE PETITION REVIEWED AND INFORMATION VERIFIED BY THE DIRECTOR OF PLANNING & DEVELOPMENT.

Review was made on the 7th day of October, 2025.

Signed: [Signature]
Director of Planning & Development

CITY OF LACROSSE

PETITION FOR CHANGE
TO ZONING

10-3-25

Thank you in advance for your time and consideration as you review our application in regards to The City of La Crosse Petition for Change to Zoning.

We have owned the property at 107/109 9th Street S in La Crosse for 25 years. We love the area and enjoy being able to provide safe and affordable housing to our tenants. We pride ourselves in offering quality housing opportunities that are suitable for our own family members and friends.

As of today, the building is a duplex. The upper unit is a 2 bed/1 bath and the lower is a 4 bed/1 bath. We would like to change the duplex (upper and lower) to a triplex to better support the needs of the current housing climate, especially in Downtown La Crosse, and also correct what we feel is an imbalance in bed/bath ratio for the lower unit.

Prior to our ownership, a large addition was added to the back of the lower level to add 2 bedrooms. This left a rather undesirable rental unit consisting of 4 bedrooms with only one bathroom.

Our rezoning request, if granted would allow us to maintain the 2 bedrooms in the lower unit in front, while closing off the addition to create a one bedroom efficiency by adding a bathroom and kitchenette. We believe this will provide a much needed shift to address the shortage of smaller rental units in the area.

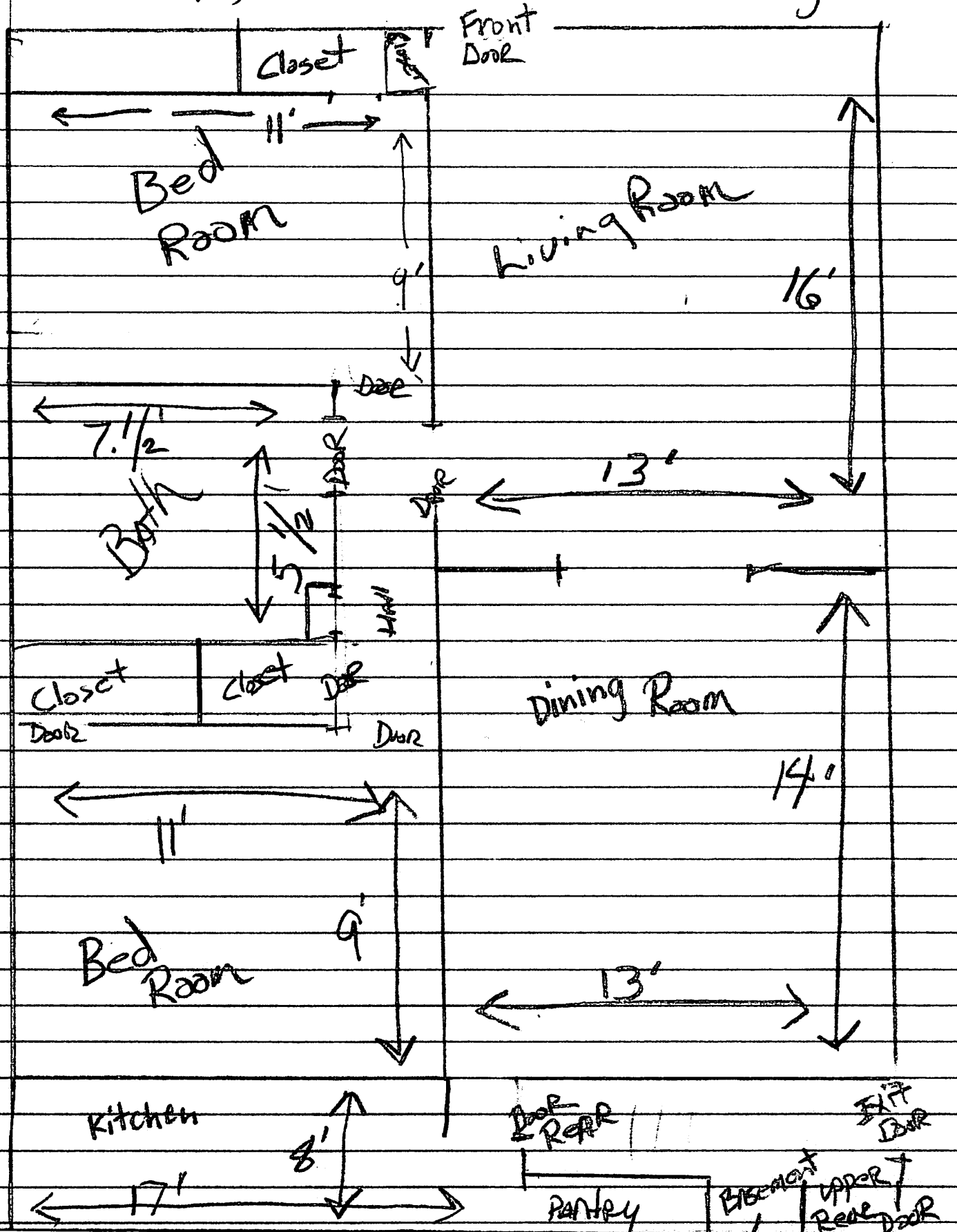
We feel there is a shortage of one bedroom units in the City, especially outside the areas adjacent to campus. We've heard this echoed by many of the prospective tenants we encounter. We believe our proposal coincides with The City of La Crosse's long range goals of providing an adequate supply of affordable housing stock.

In addition, because of our newly poured driveway and a change in the rental logistics, this plan will decrease the amount of cars on the street in this already congested area of the city.

Karen & Albin Kayser

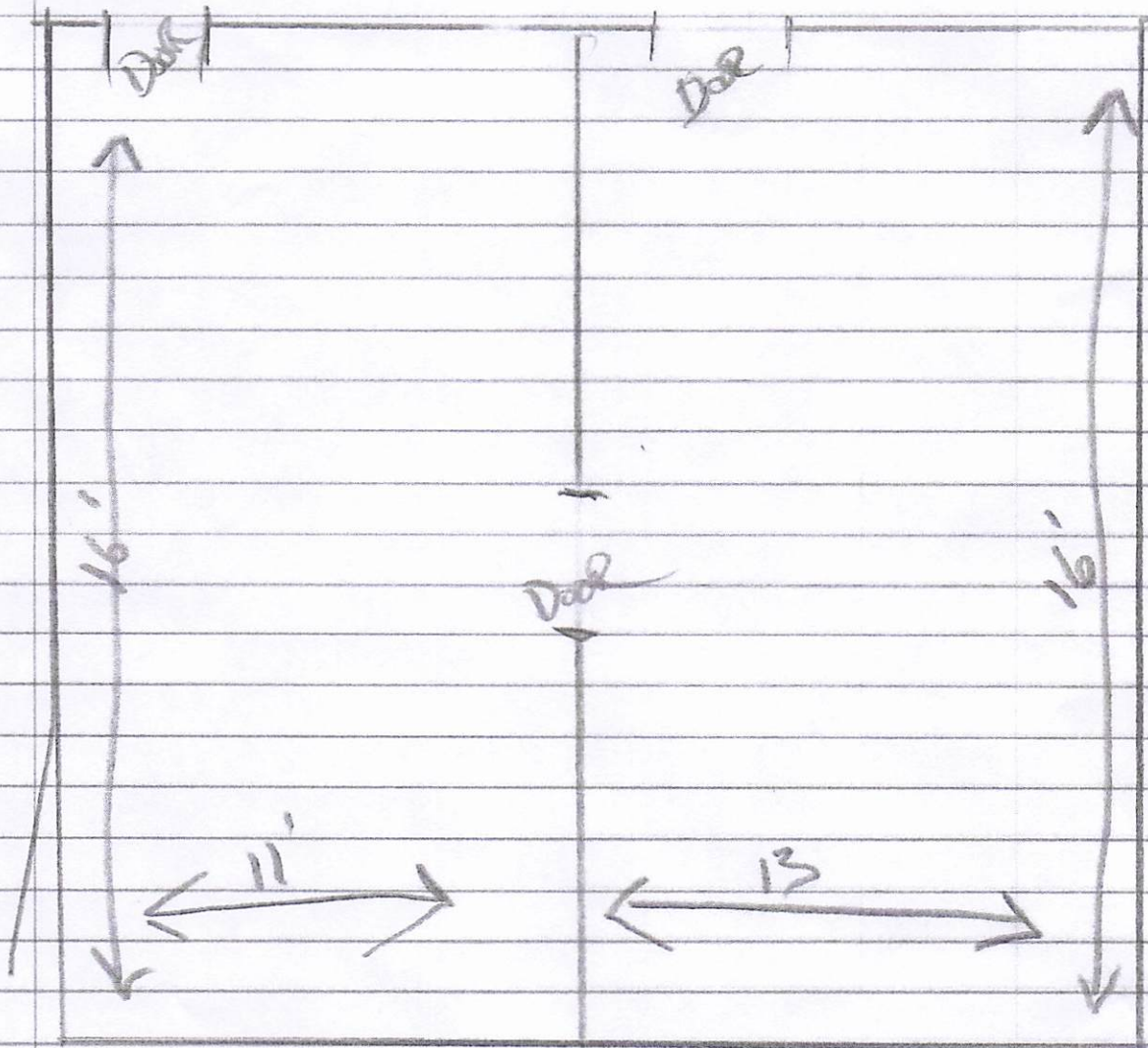


As of today, 2 bdrm front - NOT to be changed.



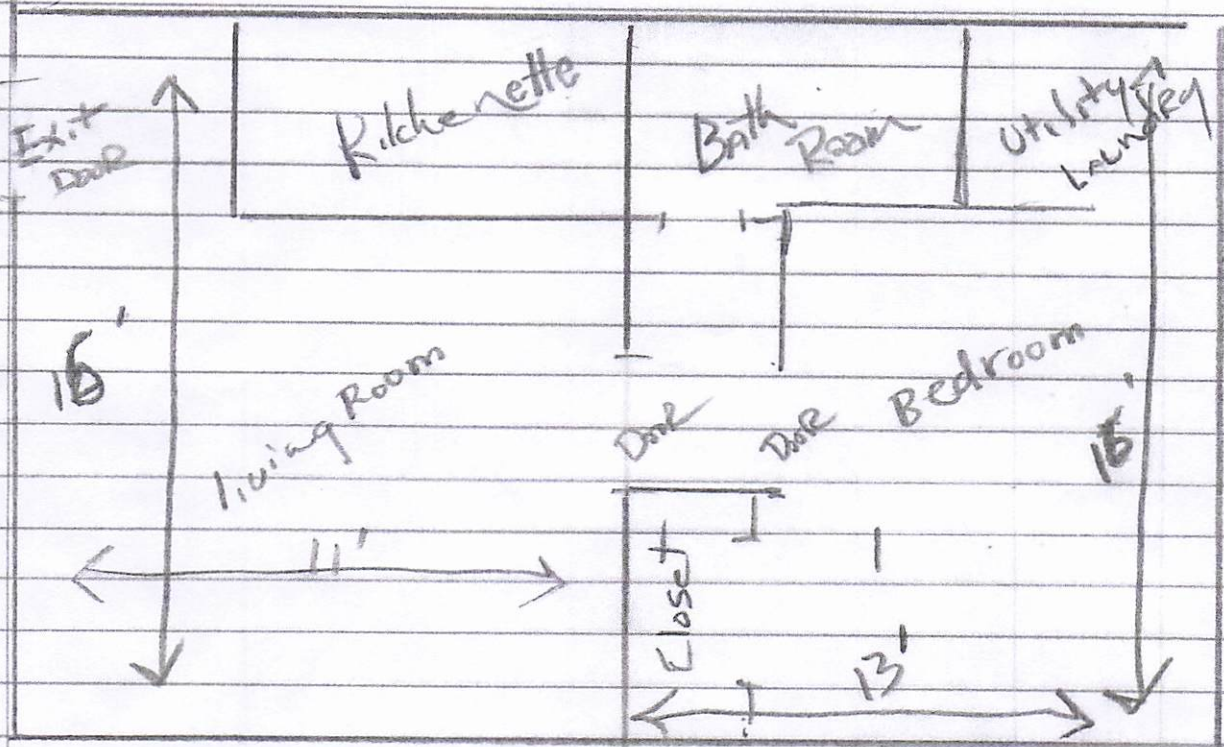
"BEFORE"

AS OF TODAY, lower back
2 bdrm (addition)



"AFTER"

ONE BEDROOM EFFICIENCY



Tax Parcel	OwnerName	Property Address	Mailing Address	MailCityStateZip	x y
17-20184-40	ANDREW J MILES, BETTY A CHRISTIANSEN	922 MAIN ST	922 MAIN ST	LA CROSSE WI 54601	
17-20181-20	BARBARA L PETERSON	140 9TH ST S	140 9TH ST S	LA CROSSE WI 54601	
17-20187-30	BULLSEYE PROPERTY INVESTMENTS LLC	115 10TH ST S	N4517 MEADOW WOOD RD	ONALASKA WI 54650	
		111 9TH ST N			
17-20166-70	CHRIST CHURCH	831 MAIN ST	831 MAIN ST	LA CROSSE WI 54601-4182	
17-20182-80	CITY OF LACROSSE	800 MAIN ST	400 LA CROSSE ST	LA CROSSE WI 54601	
17-20185-80	CMKJ PROPERTIES LLC	117, 119, 121 9TH ST S	S1411 BUELLS VALLEY RD	MONDOVI WI 54755	
17-20184-110	D&K PROPERTIES LACROSSE 1 LLC	136 10TH ST S	1909 SUNSET DR	LA CROSSE WI 54601	
		102 & 104 9TH ST N			
17-20204-80	EKIM INVESTMENTS LLC	901, 903, 905 MAIN ST	324 10TH ST S	LA CROSSE WI 54601-4733	
17-20204-90	EKIM INVESTMENTS LLC	108, 110, 112, 114, 116 9TH ST N	324 10TH ST S	LA CROSSE WI 54601-4733	
17-20185-30	EVA A ANDERSON	911 KING ST	911 KING ST	LA CROSSE WI 54601-4137	
17-20184-100	FLOOD RENTAL LLC	132 & 134 10TH ST S	W8324 HOMESTEAD PL	ONALASKA WI 54650	
17-20184-90	FLOOD RENTAL LLC	128 & 130 10TH ST S	W8324 HOMESTEAD PL	ONALASKA WI 54650	
	GLASER FINANCIAL GRP INC, STUART CORP				
17-20166-50	C/O STUART CORP	801 MAIN ST	1000 W 80TH ST	BLOOMINGTON MN 55420	
17-20204-11	HAVEN ON MAIN LLC	915 MAIN ST	201 MELBY ST	WESTBY WI 54667	
17-20185-40	HOFFER LLC	137, 139, 141 9TH ST S	PO BOX 156	ONLASKA WI 54650-0156	
17-20185-70	JACOB CROTEAU	127 9TH ST S	2621 17TH ST S	LA CROSSE WI 54601	
17-20184-80	JAY M LOKKEN, KENNETH L RILEY	122 10TH ST S	950 CASS ST	LA CROSSE WI 54601	
17-20182-50	KARBIN PROPERTIES LLC	126, 128, 130, 132 9TH ST S	N2186 BRIARWOOD AVE	LA CROSSE WI 54601	
17-20182-60	KARBIN PROPERTIES LLC	134 & 136 9TH ST S	N2186 BRIARWOOD AVE	LA CROSSE WI 54601	
17-20187-40	LACROSSE RENTALS LLC	107 10TH ST S	N2039 WEDGEWOOD DR E	LA CROSSE WI 54601	
		1004 & 1006 MAIN ST			
17-20187-50	LP & ASSOCIATES LLC	101 & 103 10TH ST S	PO BOX 1402	LA CROSSE WI 54602-1402	
17-20185-110	NEIGHBORHOOD RENTALS LLC	101 9TH ST S	440 BARRANCA AVE N #8508	COVINA CA 91723	
17-20184-50	NRE PROPERTIES LLC	926 MAIN ST	1400 PINE ST	LA CROSSE WI 54601	
17-20187-20	RIVERLAND INVESTMENTS LLC	119 10TH ST S	1231 EAST AVE N	ONALASKA WI 54650	
17-20185-10	ROSS A SEYMOUR, JULIE J NELSON	907 KING ST	907 KING ST	LA CROSSE WI 54601-4137	
17-20185-60	SDA 9TH ST PROPERTY LLC	125 9TH ST S	1126 27TH ST S	LA CROSSE WI 54601	
17-20185-20	STEVEN RAHLBORN	143 9TH ST S	143 9TH ST S	LA CROSSE WI 54601	
17-20185-90	THE CAMPUS INN INC	111 9TH ST S	3815 MORMON COULEE RD STE 100	LA CROSSE WI 54601	
17-20185-50	THEISEN PROPERTY MANAGEMENT LLC	131 & 133 9TH ST S	N8603 COUNTY ROAD VV	MINDORO WI 54644-8700	
17-20184-70	VINE AND 10 LLC	118 & 120 10TH ST S	1205 LAUDERDALE PL	ONALASKA WI 54650	
17-20184-120	WESTERN RESOURCES LLC	915, 917, 919 KING ST	8297 GRAFTON AVE S	COTTAGE GROVE MN 55016	
17-20185-120	WESTERN RESOURCES LLC	908, 910, 912 MAIN ST	8297 GRAFTON AVE S	COTTAGE GROVE MN 55016	
17-20184-60	ZAKERY SCHMIDT	106, 108, 110, 112 10TH ST S	110 10TH ST S	LA CROSSE WI 54601	

Properties within 300 feet of 107/109 9TH ST S.

Applicant/Property Owner	KARBIN PROPERTIES LLC	107 & 109 9TH ST S	N2186 BRIARWOOD AVE	LA CROSSE WI 54601
--------------------------	-----------------------	--------------------	---------------------	--------------------

107/109 9th St S.



Agenda Item 25-1238 (Tim Acklin)

AN ORDINANCE to amend Subsection 115-110 of the Code of Ordinances of the City of La Crosse by transferring certain property from the Washburn Residential District to the to the Special Residence District, allowing for a triplex at 107-109 9th St S.

General Location

Council District 6, located at the intersection of 9th and Main Streets in the Downtown Neighborhood Association as depicted on attached MAP 25-1238. Adjacent uses include the Main Public Library to the west, a mix of single-family and two-four units to the south and east, and larger multi-family buildings to the north.

Background Information

The applicant is requesting to rezone their property to R3-Residence so they can convert their current duplex into a triplex. Currently, the duplex consists of an upper unit with 2 bedrooms and a lower unit with 4 bedrooms. The applicant states that prior to their ownership a 2-bedroom addition was added to the back of the house creating the 4-bedroom unit, which has been harder to rent. They would like to separate the addition into a third unit, converting one of the bedrooms into a kitchenette and creating a 1-bedroom efficiency. The applicant also states that the existing footprint of the building will not increase with this conversion. Additionally, the applicant states that their newly poured driveway and reduction in the number of bedrooms will decrease the number of cars they currently have parking on the streets.

Recommendation of Other Boards and Commissions

N/A

Consistency with Adopted Comprehensive Plan

According to the Land Use Element of “Forward La Crosse”, Low-Density Residential, which includes two- and three-unit structures converted from single structures, is “allowable” within the Downtown Neighborhood.

Staff Recommendation

The applicant is proposing a strategy that allows for the creation of an additional housing unit within a desirable neighborhood. While the density (# of units) may be increasing, the footprint of the existing structure is not, and the number of bedrooms is decreasing. This item is recommended for approval.

Routing J&A 11.4.25

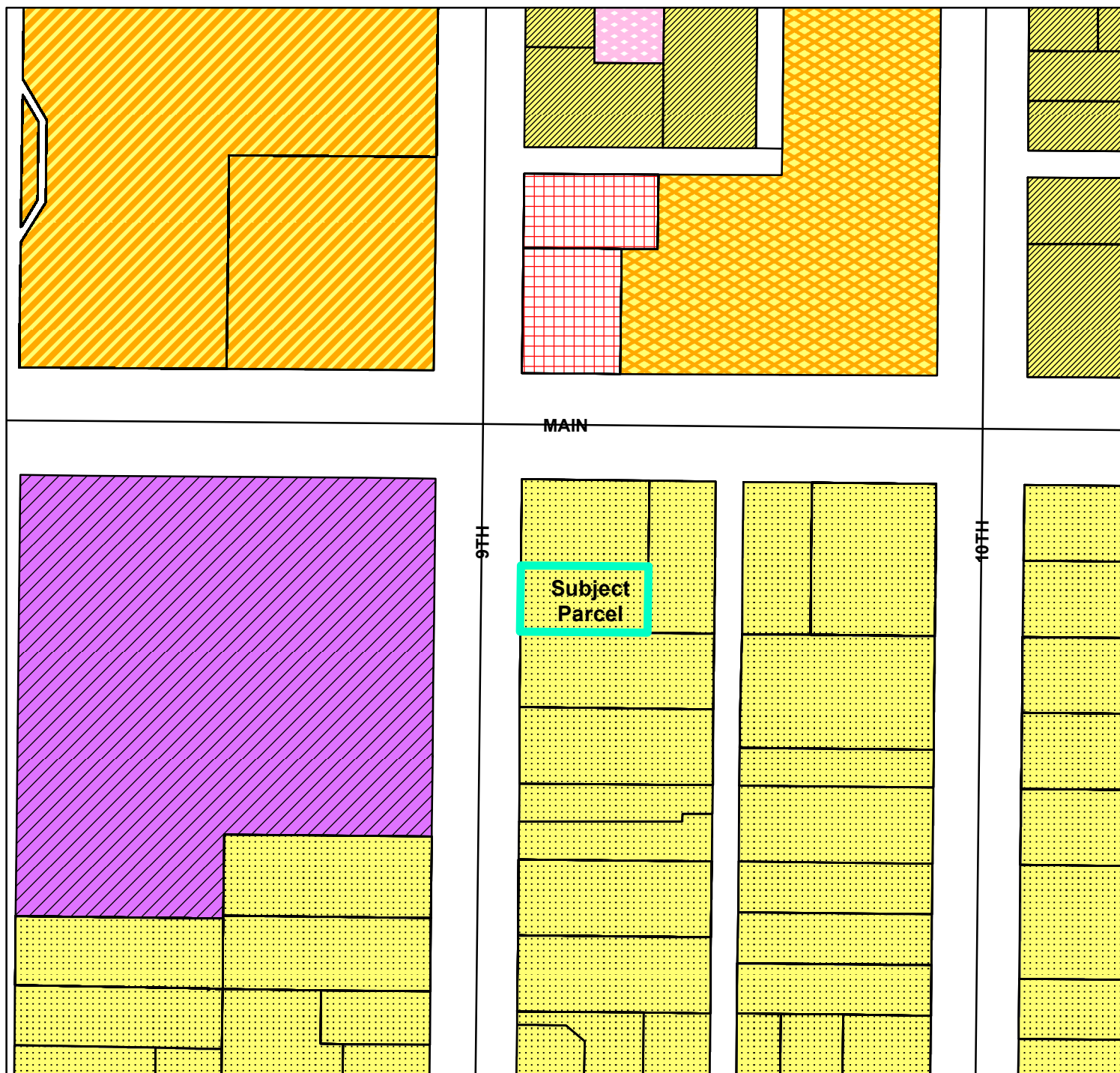


BASIC ZONING DISTRICTS

	R1 - SINGLE FAMILY
	R2 - RESIDENCE
	WR - WASHBURN RES
	R3 - SPECIAL RESIDENCE
	R4 - LOW DENSITY MULTI
	R5 - MULTIPLE DWELLING
	R6 - SPECIAL MULTIPLE
	PD- PLANNED DEVELOP
	TND - TRAD NEIGH DEV.
	C1 - LOCAL BUSINESS
	C2 - COMMERCIAL
	C3 - COMMUNITY BUSINESS
	M1 - LIGHT INDUSTRIAL
	M2 - HEAVY INDUSTRIAL
	PS - PUBLIC & SEMI-PUBLIC
	PL - PARKING LOT
	UT - PUBLIC UTILITY
	CON - CONSERVANCY
	FW - FLOODWAY
	A1 - AGRICULTURAL
	EA - EXCLUSIVE AG
	City Limits
	SUBJECT PROPERTY

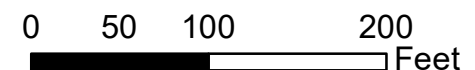


0 50 100 200 Feet



BASIC ZONING DISTRICTS

- | | |
|---|--------------------------------------|
|  | R1 - SINGLE FAMILY |
|  | R2 - RESIDENCE |
|  | WR - WASHBURN RES |
|  | R3 - SPECIAL RESIDENCE |
|  | R4 - LOW DENSITY MULTI |
|  | R5 - MULTIPLE DWELLING |
|  | R6 - SPECIAL MULTIPLE |
|  | PD- PLANNED DEVELOP |
|  | TND - TRAD NEIGH DEV. |
|  | C1 - LOCAL BUSINESS |
|  | C2 - COMMERCIAL |
|  | C3 - COMMUNITY BUSINESS |
|  | M1 - LIGHT INDUSTRIAL |
|  | M2 - HEAVY INDUSTRIAL |
|  | PS - PUBLIC & SEMI-PUBLIC |
|  | PL - PARKING LOT |
|  | UT - PUBLIC UTILITY |
|  | CON - CONSERVANCY |
|  | FW - FLOODWAY |
|  | A1 - AGRICULTURAL |
|  | EA - EXCLUSIVE AG |
|  | City Limits |
|  | SUBJECT PROPERTY |
- 



**NOTICE OF HEARING ON
AMENDMENT TO ZONING RESTRICTION**

TO WHOM IT MAY CONCERN:

NOTICE IS HEREBY GIVEN that the Common Council of the City of La Crosse, by its Judiciary & Administration Committee, will hold a public hearing on a proposed ordinance change in the zoning code as follows:

AN ORDINANCE to amend Subsection 115-110 of the Code of Ordinances of the City of La Crosse by transferring certain property from the Washburn Residential District to the to the Special Residence District, allowing for a triplex at 107-109 9th St S.

Property is presently: a duplex

Property is proposed to be: a triplex

Rezoning is necessary: split the lower unit into two rental units

Tax Parcel 17-20185-100; 107-109 9th St S

The City Plan Commission will meet to consider such application on **Monday, November 3, 2025, at 4:00 p.m.** in the Council Chambers of City Hall, 400 La Crosse St., in the City of La Crosse, La Crosse County, Wisconsin (public speaking on such application is allowed).

A public hearing before the Judiciary & Administration Committee will be held on **Tuesday, November 4, 2025, at 6:00 p.m.** in the Council Chambers of City Hall, 400 La Crosse St., in the City of La Crosse, La Crosse County, Wisconsin.

Final action will be determined by the **Common Council** on **Thursday, November 13, 2025, at 6:00 p.m.** in the Council Chambers of City Hall, 400 La Crosse St., in the City of La Crosse, La Crosse County, Wisconsin.

Any person interested may appear at public hearings either in person, by agent, or by attorney, and may express their approval or objection, or file a letter in the office of the City Clerk.

The petition and/or maps relating to the above referenced amendment may be examined in the Office of the City Clerk, La Crosse City Hall, between the hours of 8:00 a.m. and 4:30 p.m. on any regular business day, holidays excepted, (by appointment) or in the Legislative Information Center which can be accessed from the City website at www.cityoflacrosse.org (search for File 25-1238).

Dated this 8th day of October, 2025.

Nikki M. Elsen, City Clerk
City of La Crosse

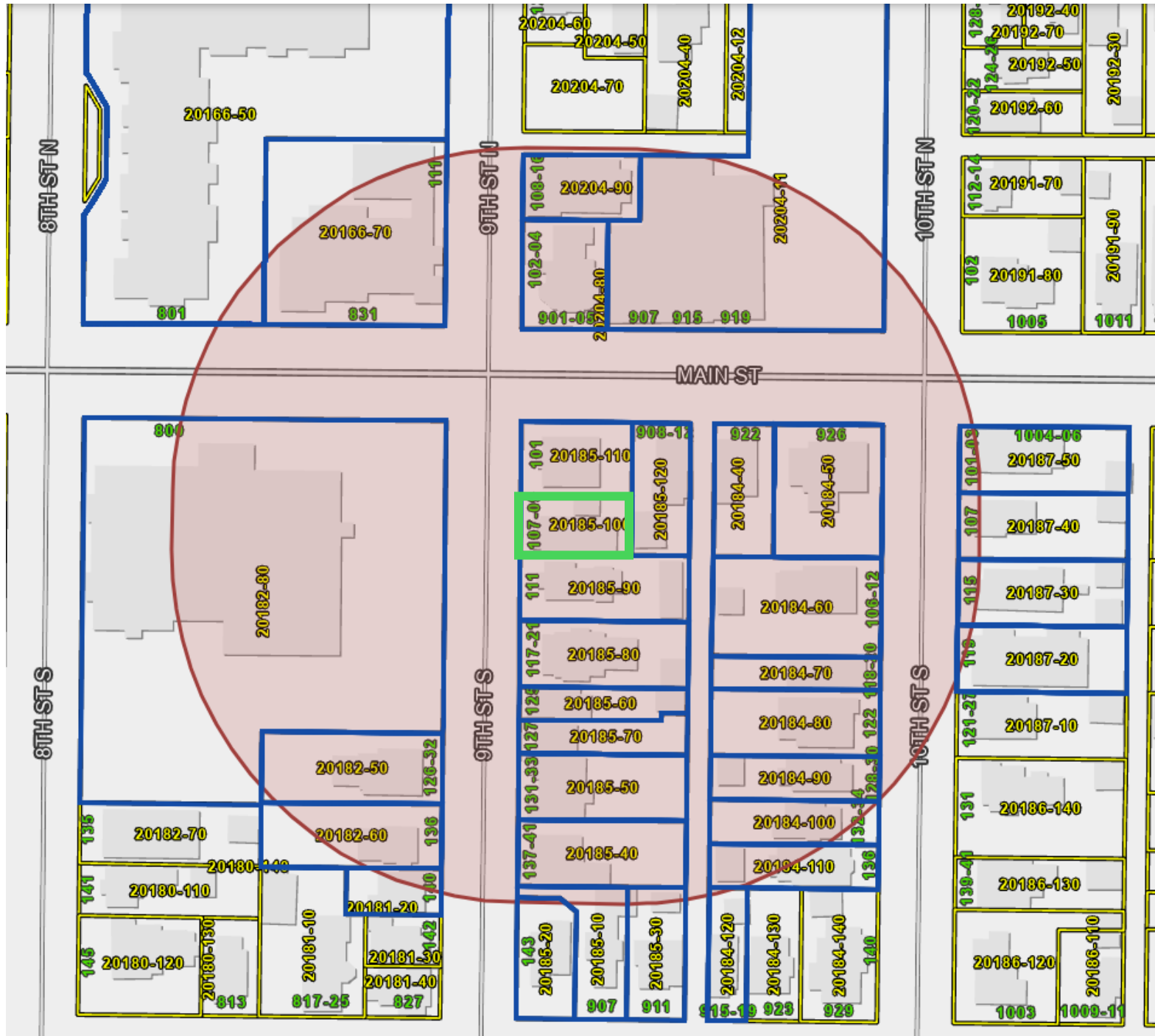
Published: October 21 and 28, 2025
One (1) Affidavit

Tax Parcel	OwnerName	Property Address	Mailing Address	MailCityStateZip	x y
17-20184-40	ANDREW J MILES, BETTY A CHRISTIANSEN	922 MAIN ST	922 MAIN ST	LA CROSSE WI 54601	
17-20181-20	BARBARA L PETERSON	140 9TH ST S	140 9TH ST S	LA CROSSE WI 54601	
17-20187-30	BULLSEYE PROPERTY INVESTMENTS LLC	115 10TH ST S	N4517 MEADOW WOOD RD	ONALASKA WI 54650	
		111 9TH ST N			
17-20166-70	CHRIST CHURCH	831 MAIN ST	831 MAIN ST	LA CROSSE WI 54601-4182	
17-20182-80	CITY OF LACROSSE	800 MAIN ST	400 LA CROSSE ST	LA CROSSE WI 54601	
17-20185-80	CMKJ PROPERTIES LLC	117, 119, 121 9TH ST S	S1411 BUELLS VALLEY RD	MONDOVI WI 54755	
17-20184-110	D&K PROPERTIES LACROSSE 1 LLC	136 10TH ST S	1909 SUNSET DR	LA CROSSE WI 54601	
		102 & 104 9TH ST N			
17-20204-80	EKIM INVESTMENTS LLC	901, 903, 905 MAIN ST	324 10TH ST S	LA CROSSE WI 54601-4733	
17-20204-90	EKIM INVESTMENTS LLC	108, 110, 112, 114, 116 9TH ST N	324 10TH ST S	LA CROSSE WI 54601-4733	
17-20185-30	EVA A ANDERSON	911 KING ST	911 KING ST	LA CROSSE WI 54601-4137	
17-20184-100	FLOOD RENTAL LLC	132 & 134 10TH ST S	W8324 HOMESTEAD PL	ONALASKA WI 54650	
17-20184-90	FLOOD RENTAL LLC	128 & 130 10TH ST S	W8324 HOMESTEAD PL	ONALASKA WI 54650	
	GLASER FINANCIAL GRP INC, STUART CORP				
17-20166-50	C/O STUART CORP	801 MAIN ST	1000 W 80TH ST	BLOOMINGTON MN 55420	
17-20204-11	HAVEN ON MAIN LLC	915 MAIN ST	201 MELBY ST	WESTBY WI 54667	
17-20185-40	HOFFER LLC	137, 139, 141 9TH ST S	PO BOX 156	ONLASKA WI 54650-0156	
17-20185-70	JACOB CROTEAU	127 9TH ST S	2621 17TH ST S	LA CROSSE WI 54601	
17-20184-80	JAY M LOKKEN, KENNETH L RILEY	122 10TH ST S	950 CASS ST	LA CROSSE WI 54601	
17-20182-50	KARBIN PROPERTIES LLC	126, 128, 130, 132 9TH ST S	N2186 BRIARWOOD AVE	LA CROSSE WI 54601	
17-20182-60	KARBIN PROPERTIES LLC	134 & 136 9TH ST S	N2186 BRIARWOOD AVE	LA CROSSE WI 54601	
17-20187-40	LACROSSE RENTALS LLC	107 10TH ST S	N2039 WEDGEWOOD DR E	LA CROSSE WI 54601	
		1004 & 1006 MAIN ST			
17-20187-50	LP & ASSOCIATES LLC	101 & 103 10TH ST S	PO BOX 1402	LA CROSSE WI 54602-1402	
17-20185-110	NEIGHBORHOOD RENTALS LLC	101 9TH ST S	440 BARRANCA AVE N #8508	COVINA CA 91723	
17-20184-50	NRE PROPERTIES LLC	926 MAIN ST	1400 PINE ST	LA CROSSE WI 54601	
17-20187-20	RIVERLAND INVESTMENTS LLC	119 10TH ST S	1231 EAST AVE N	ONALASKA WI 54650	
17-20185-10	ROSS A SEYMOUR, JULIE J NELSON	907 KING ST	907 KING ST	LA CROSSE WI 54601-4137	
17-20185-60	SDA 9TH ST PROPERTY LLC	125 9TH ST S	1126 27TH ST S	LA CROSSE WI 54601	
17-20185-20	STEVEN R AHLBORN	143 9TH ST S	143 9TH ST S	LA CROSSE WI 54601	
17-20185-90	THE CAMPUS INN INC	111 9TH ST S	3815 MORMON COULEE RD STE 100	LA CROSSE WI 54601	
17-20185-50	THEISEN PROPERTY MANAGEMENT LLC	131 & 133 9TH ST S	N8603 COUNTY ROAD VV	MINDORO WI 54644-8700	
17-20184-70	VINE AND 10 LLC	118 & 120 10TH ST S	1205 LAUDERDALE PL	ONALASKA WI 54650	
17-20184-120	WESTERN RESOURCES LLC	915, 917, 919 KING ST	8297 GRAFTON AVE S	COTTAGE GROVE MN 55016	
17-20185-120	WESTERN RESOURCES LLC	908, 910, 912 MAIN ST	8297 GRAFTON AVE S	COTTAGE GROVE MN 55016	
17-20184-60	ZAKERY SCHMIDT	106, 108, 110, 112 10TH ST S	110 10TH ST S	LA CROSSE WI 54601	

Properties within 300 feet of 107/109 9TH ST S.

Applicant/Property Owner	KARBIN PROPERTIES LLC	107 & 109 9TH ST S	N2186 BRIARWOOD AVE	LA CROSSE WI 54601
--------------------------	-----------------------	--------------------	---------------------	--------------------

Properties within 300 feet of 107/109 9th St S.



CITY CLERK

400 LA CROSSE ST
LA CROSSE WI 54601

RETURN SERVICE REQUESTED

JACOB CROTEAU
2621 17TH ST S
LA CROSSE WI 54601



Resort
Class Mail
Base Price



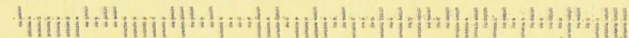
US POSTAGESM PITNEY BOWES



ZIP 54601 \$ 000.67²
02 1W
0001399329 OCT 10 2025

553 NEE 1537625C0010/14/25
RETURN TO SENDER
CROTEAU JACOB W
1803 LA FOND AVE
LA CROSSE WI 54603-1474

RETURN TO SENDER

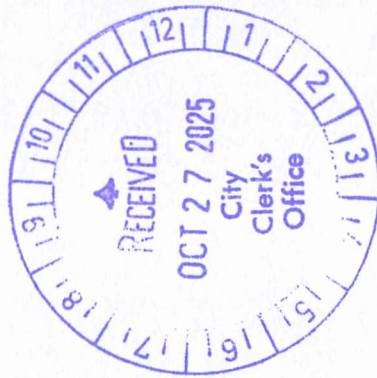


FWD
74 JRCIN 18054694

CITY CLERK

400 LA CROSSE ST
LA CROSSE WI 54601

RETURN SERVICE REQUESTED



Presort
First Class Mail
ComBasPrice



US POSTAGE[®] PITNEY BOWES



ZIP 54601 \$ 000.67²
02 1W
0001399329 OCT 10 2025

ZAKERY SCHMIDT
110 10TH ST S
LA CROSSE WI 54601

NIXIE 553 DE 1537 0010/23/25

RETURN TO SENDER
ATTEMPTED - NOT KNOWN
UNABLE TO FORWARD

.. 9400920378296240

AKWD

74 JRCIN 126613913

BC: 54601337400 *0878-00084-18-26



CITY CLERK

400 LA CROSSE ST
LA CROSSE WI 54601

RETURN SERVICE REQUESTED



Presort
First Class Mail
ComBasPrice



US POSTAGE PAID PITNEY BOWES



ZIP 54601 \$ 000.67²
02 1W
0001399329 OCT 10 2025

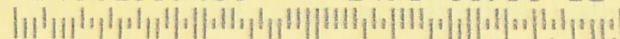
NOMR

CHRIST CHURCH
831 MAIN ST
LA CROSSE WI 54601

NIXIE 553 DE 1 0010/23/25

RETURN TO SENDER
NO MAIL RECEPTACLE
UNABLE TO FORWARD

BC: 54601337400 *1478-00759-11-20



NMR

546013374



City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 25-1251

Agenda Date: 11/4/2025

Version: 1

Status: New Business

In Control: Judiciary & Administration Committee

File Type: Resolution

Agenda Number:

Resolution adopting the Downtown La Crosse River Area Inventory and Redevelopment Plan.

RESOLUTION

WHEREAS, the City of La Crosse Common Council approved funding from Tax Incremental Financing District #17 through the 2021-2025 Capital Improvement Plan for a comprehensive study of land use and economic benefits to development at the Riverside Festival Site, from 3rd Street to confluence of Rivers to La Crosse Street; and

WHEREAS, through a Request for Proposals process, Studio GWA was selected to complete this study; and

WHEREAS, as the Common Council approved a Client Agreement with Studio GWA for the preparation of the Downtown La Crosse River Area Inventory and Redevelopment Plan on August 8, 2024 via Resolution 24-0991; and

WHEREAS, as part of the process to complete the plan, the consulting team reviewed existing plans, met with property owners and other interested parties, including the Downtown Neighborhood Association, and provided input on redevelopment opportunities and a work plan to execute over the next decade.

NOW, THEREFORE, BE IT RESOLVED by the Common Council of the City of La Crosse that it hereby adopts the Downtown La Crosse River Area Inventory and Redevelopment Plan and directs the Planning and Development Department to work with other applicable municipal departments and organizations to implement the plan's recommendations for coordination and programming, development and redevelopment and transportation and public realm recommendation.



CITY OF LA CROSSE

400 La Crosse Street
La Crosse, Wisconsin 54601
(608) 789-CITY
www.cityoflacrosse.org

LEGISLATION STAFF REPORT FOR COUNCIL

File ID	25-1251	Caption	Resolution adopting the Downtown La Crosse River Area Inventory and Redevelopment Plan.
---------	---------	---------	---

Staff/Department Responsible for Legislation

Andrea Trane / Department of Planning and Development

Requestor of Legislation

Andrea Trane, Director of Planning and Development

Location, if applicable

"La Crosse River Area" which is northwest of downtown and next to the confluence of the La Crosse River and Mississippi River. Maps are included in the document.

Summary/Purpose

The purpose of this document is to create a target plan and to engage with stakeholders for a vision for redevelopment in this area.

The attached plan is the product of over a year of work and engagement with the property owners and redevelopment concepts from the professional consulting firm.

Background

Recognizing the potential of this area that is adjacent to the active downtown, the Council allocated funding for this plan with the 2021--2025 Capital Improvement Plan. A consultant was selected to engage property and business owners in this area to inventor the current properties and propose redevelopment and place-making opportunities.

Fiscal Impact

None. Funding was previously approved.

Staff Recommendation

Approval.

Agenda Item 25-1251 (Andrea Trane)

Resolution adopting the Downtown La Crosse River Area Inventory and Redevelopment Plan.

General Location

"La Crosse River Area" which is northwest of downtown and next to the confluence of the La Crosse River and Mississippi River.

Background Information

Recognizing the potential of this area adjacent to the active downtown, the Common Council allocated funding for this planning effort through the 2021–2025 Capital Improvement Plan.

Building on the momentum of catalytic redevelopment projects in the area, such as the Landmark mixed-use development, the Hampton Inn, and La Crosse Distilling Co., there was a growing interest in establishing a more formal plan to guide future investment. This included addressing key underutilized parcels such as the Xcel site adjacent to the Oktoberfest grounds, the vacant La Crosse Tribune property and surrounding parcels, and the City-owned building at 621 3rd Street North.

With interest from various groups seeking City participation in potential projects within this area, the City initiated this planning process to provide clear direction for evaluating and supporting redevelopment concepts. The goal is to guide City staff and decision-makers in considering future proposals.

A professional consulting firm was selected to lead this effort, which included engaging with property owners, conducting an inventory of existing conditions, reviewing previous planning efforts, and identifying opportunities for redevelopment and placemaking.

The consultant team evaluated development concepts for underutilized parcels, with a focus on addressing the community's growing housing needs and enhancing connectivity between downtown and the River Point District. The planning process also considered emerging proposals, including the Discovery Campus and the Public Market, to ensure alignment with broader community goals. As property ownership is likely to change over time and community needs continue to evolve, this plan is intended to serve as a reference point to help guide future development opportunities.

This document presents a targeted redevelopment plan shaped by over a year of work and collaboration with stakeholders. It reflects the input of property owners and the expertise of the consulting team, offering a shared vision for the future of this area.

Key Considerations

- This plan does not include any recommendations for condemnation or the extension of rights-of-way.
- None of these concepts are set in stone.
- Any redevelopment would require the approval of the affected property owners.
- If the City were to participate as a partner in any redevelopment efforts, funding would require approval by the Common Council.

Recommendation of Other Boards and Commissions

N/A

Consistency with Adopted Comprehensive Plan

This area is the northern part of the Downtown district (D-3) in the Comprehensive Plan. The vision for future land use here notes the 2040 Downtown Plan's emphasis on the importance of utilizing the highest and best use for all sites within the Downtown, weaving together residential and commercial uses as a connected urban center, and strengthening connections between the Downtown core, neighborhoods, and the river and bluffs. It also mentions the zoning code's requirement that new buildings be a minimum of two stories in height to facilitate multi-store commercial/office uses within the district.

Desirable uses here include High-Density Residential, High-Intensity Mixed-Use, Commercial and Parks and Open Space.

Staff Recommendation

This item is recommended for approval. Approval of this resolution and adoption of the plan provides guidance for staff on developing these concepts.

Routing J&A 11.4.25

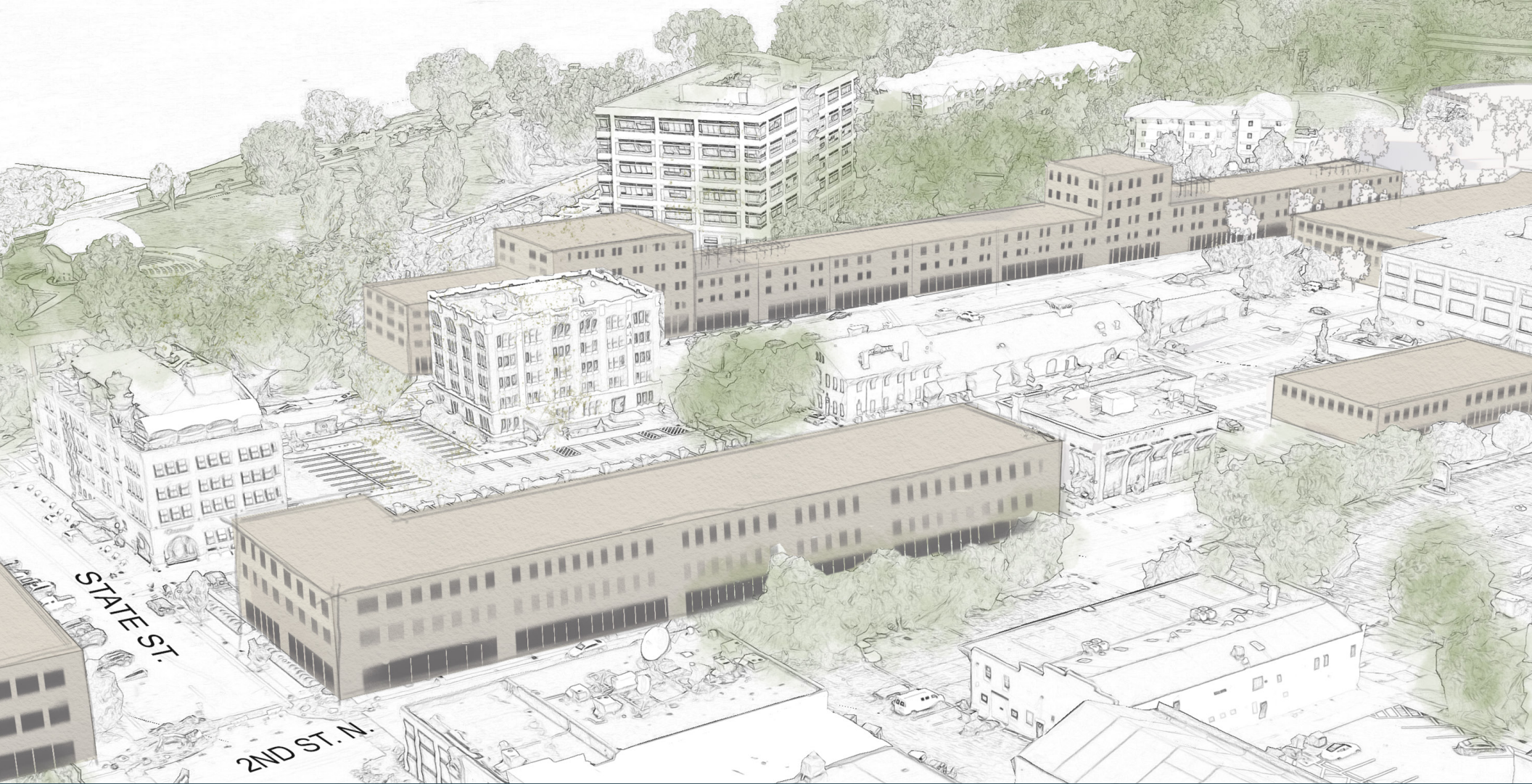


BASIC ZONING DISTRICTS

	R1 - SINGLE FAMILY
	R2 - RESIDENCE
	WR - WASHBURN RES
	R3 - SPECIAL RESIDENCE
	R4 - LOW DENSITY MULTI
	R5 - MULTIPLE DWELLING
	R6 - SPECIAL MULTIPLE
	PD- PLANNED DEVELOP
	TND - TRAD NEIGH DEV.
	C1 - LOCAL BUSINESS
	C2 - COMMERCIAL
	C3 - COMMUNITY BUSINESS
	M1 - LIGHT INDUSTRIAL
	M2 - HEAVY INDUSTRIAL
	PS - PUBLIC & SEMI-PUBLIC
	PL - PARKING LOT
	UT - PUBLIC UTILITY
	CON - CONSERVANCY
	FW - FLOODWAY
	A1 - AGRICULTURAL
	EA - EXCLUSIVE AG
	City Limits
	SUBJECT PROPERTY



0 165 330 660 Feet



**FINAL DRAFT
OCTOBER 8, 2025**

Downtown La Crosse River Area

Inventory and Redevelopment Plan

Acknowledgments

City of La Crosse Mayor and Council

City of La Crosse Staff

Tim Acklin, AICP, Deputy Director of Planning and Development
Julie Emslie, Economic Development Administrator
Andrea Trane, Director of Planning and Development

Consultant Team

Studio GWA

Ashley Sarver, AICP
Aaron Holverson, AIA
Michael Smith

Redevelopment Resources

Kristen Fish-Peterson, CEcD, EDFP
Dayna Sarver, CEcD, HDFP

Table of Contents

Introduction	4
Previous Plans, Studies, Reports	7
Data Review	18
Existing Conditions	20
Stakeholder Engagement	31
Study Area Concept	33
Implementation	51
Appendix	58

The content within this document is for informational purposes only and should not be used for final design, engineering, surveying, or construction purposes. All content including but not limited to existing conditions, analysis, findings, recommendations, and strategies is based on limited information collected during the planning process and is subject to change. Further analysis is necessary prior to implementing any of the recommendations contained herein.

Introduction

Project Overview and Purpose

Downtown La Crosse is a vibrant and productive district, with culture and character befitting a historic urban core for which it is well-known. The district is characterized by a compact, walkable environment, with recreational amenities in close proximity and an increasing amount of mixed-use developments offering new multifamily residences. Downtown serves as a hub of employment and commercial activity, not only for the city itself but also for the region.

Traditionally, the downtown boundaries have included the boundaries of the Downtown La Crosse Historic District as well as blocks to the south and east. The Imagine 2040 La Crosse Downtown Plan expands the boundaries of downtown to include not only adjacent residential districts but also the area of focus within this plan: The ‘La Crosse River Area’, which is northwest of downtown and next to the confluence of the La Crosse River and Mississippi River.

The purpose of the Downtown La Crosse River Area Inventory and Redevelopment Plan is twofold:



Create a targeted yet integrated plan: Provide an intentional, holistic approach to redevelopment within the study area, all while ensuring the site remains relevant and connected to downtown and other nearby destinations.

Engage multiple stakeholders around a vision for redevelopment: Create a plan that is shaped by the input of existing property owners and business owners, all while producing a final product that can be marketed to developers.

Despite its proximity to the downtown core, previous plans as well as stakeholders have described the study area as being separated or disconnected from downtown. This sentiment notwithstanding, the study area is a hub of activity in its own right. Recent investments including multifamily residential developments along with longstanding events like Oktoberfest contribute to the study area being a regional destination.

In the effort to create an integrated and cohesive downtown, this plan is outlined under the following tasks:

- Reviewing existing, adopted plans and studies to ensure the plan remains cohesive and well-aligned;
- Analyzing the latest public and proprietary data to understand industry and employment trends;
- Documenting the existing conditions of the built environment;
- Assessing redevelopment potential on parcels and properties;
- Illustrating scenarios of concept developments and site improvements;
- Identifying compatible, viable commercial uses based on consumer data;
- Improving access for people walking in and around the study area; and
- Detailing a work plan of tasks, in order of priority, to execute over the next 5-10 years.

The plan was produced between August 2024 and October 2025 with oversight from the City of La Crosse Department of Planning and Development. Funding for the plan was approved in the 2021 Capital Improvement Program budget for \$50,000 from Tax Incremental District 17.

Plan Study Area

The study boundary for the plan consists of the La Crosse River to the north, Riverside Park to the west, and 2nd Street N and 3rd St N (US-53) to the east, while extending a half block south of State Street. This is an approximately 46.5 acre area that encompasses the northwest section of downtown La Crosse.

Figure 1: Plan Study Area



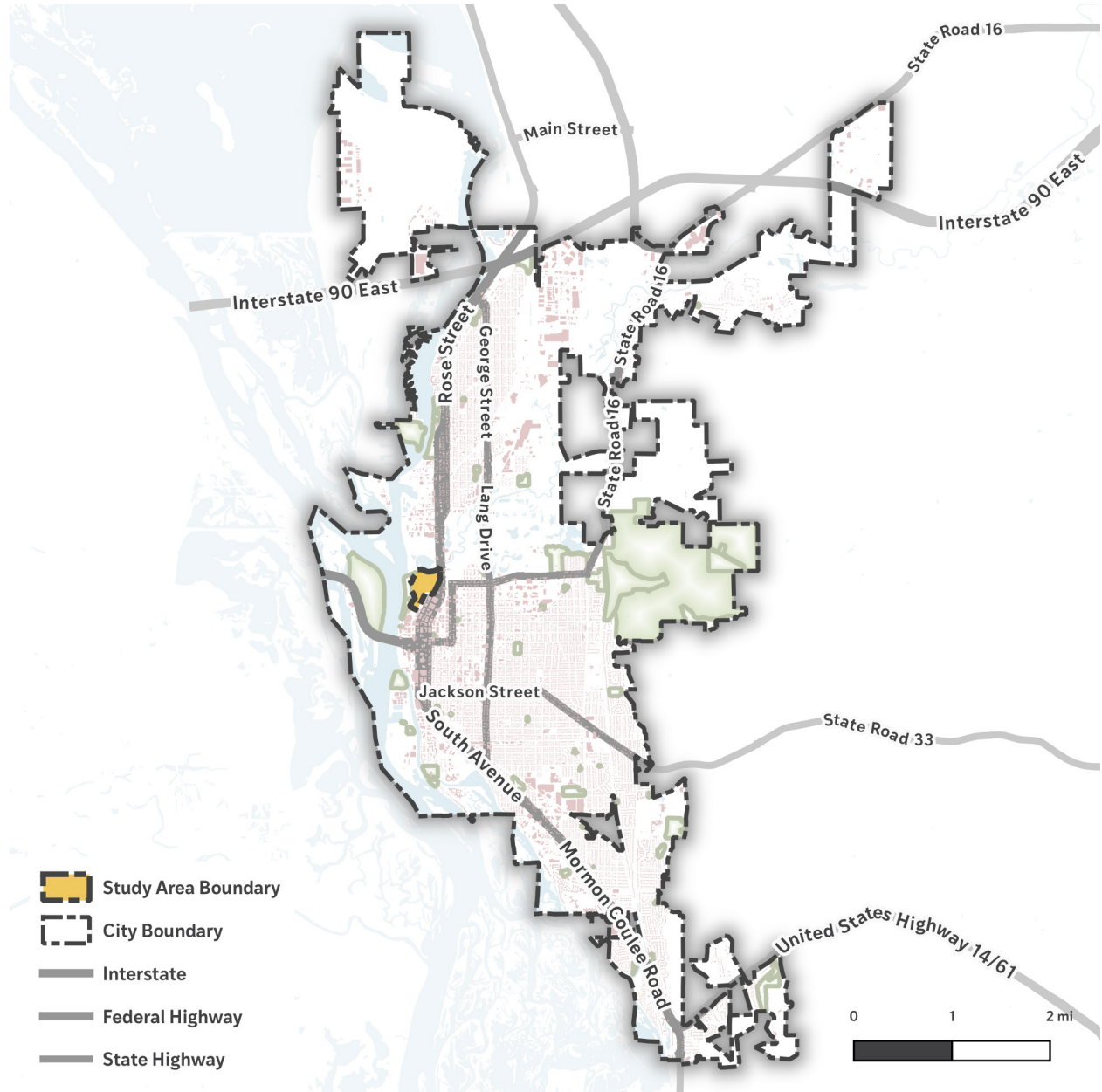
City Context

The City of La Crosse is located at the confluence of the Black and Mississippi rivers in La Crosse County. La Crosse's population was 52,680 as of the 2020 Census.

La Crosse's economy serves as a regional educational, medical, manufacturing, and transportation hub for Western Wisconsin producing a Gross Domestic Product of \$9.7 billion as of 2022. The city is a college town with nearly 20,000 students and is home to the University of Wisconsin–La Crosse, Viterbo University, and Western Technical College.

The La Crosse area is home to the headquarters or regional offices of Kwik Trip, Organic Valley, Mayo Clinic, Emplify Health (formerly Gundersen Health System), City Brewing Company, and Trane. La Crosse County is a top ten tourist destination in the state with \$433 million in travel-related spending generated in 2023. Its river access and plethora of outdoor recreational opportunities make it a hub for activity.

Figure 2: City of La Crosse Municipal Boundary and Study Area



Previous Plans, Studies, Reports

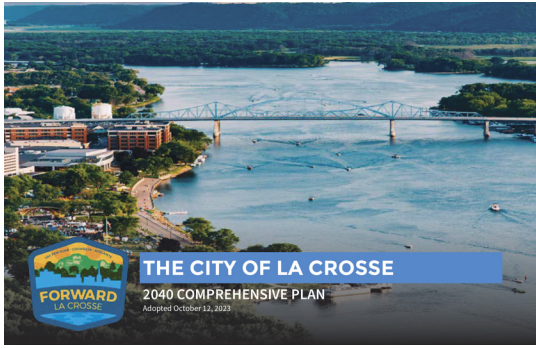
This section incorporates a select set of adopted plans, studies, and reports to ensure the City's planning efforts remain both continuous and complementary.

A total of 29 plans were reviewed; of those 29, 12 plans were explicitly summarized for the sake of this plan, with applicable guidance and redevelopment implications as appropriate. Table 1 includes a list of both City-wide plans and plans that are specific to downtown and/or the study area.

Table 1: List of City-Wide and Study Area Specific Plans Reviewed. Plans summarized in this report are in **bold**.

General, City-Wide Plans		Downtown and Study Area Specific Plans	
City Vision 2020 Master Plan (2004)	City of La Crosse Transportation Demand Management Plan (2018)	Imagine 2040 La Crosse Downtown Plan (2021)	Downtown Retail Market Analysis (2017)
City Vision 2000 Master Plan Update (1996, 1999)	Downtown Neighborhood Association Action Plan	Riverside North Charrette Master Plan Report (2014)	Downtown Commercial Historic District Heritage Preservation Plan (2004)
Confluence: The La Crosse Comprehensive Plan (2002)	City Of La Crosse Climate Action Plan (2020)	Project Plans and Amendments for Tax Incremental Districts 11, 12, 17, and 18	Various Plans of Downtown Main Street, Inc.
The City Of La Crosse, Wisconsin Parking Study (1997, 2011, 2014)	Downtown Parking Study Update & Analysis of Expanded Areas (2020)	Downtown Historic District Design Standards (2016)	Conditions Assessment Report, Wisconsin Railway Light & Power Building (2020)
City Of La Crosse Arts Board Strategic Plan (2013)	Forward La Crosse, 2040 Comprehensive Plan Update (2023)	City of La Crosse Public Market Feasibility Study (2019)	La Crosse County Historical Society Business Plan (2022)
Bicycle And Pedestrian Master Plan (2012)	La Crosse Housing Study (2024)	City of La Crosse Public Market Site Analysis (2020)	Discovery Campus Overview (2023)
La Crosse Sustainability Plan (2009)	Us 53 & Us 14/61 Corridor Study (2024)	City of La Crosse Public Market Partial Business Plan (2021)	La Crosse Bicycle and Pedestrian Master Plan Update (2024)
Port Of La Crosse Harbor And Waterfront Plan (2011)			

Forward La Crosse: The City of La Crosse 2040 Comprehensive Plan (2023)



Forward La Crosse provides a guiding vision and policy framework for the City's land use, future planning, and community decisions over a 20-year period. The plan, which was adopted in October 2023, was shaped by an extensive community engagement process. This resulted in a plan that is not only a more streamlined, user-friendly update to the previously adopted 2002 Comprehensive Plan but also aligns more closely with the aspirations and priorities of a wide range of community members: residents, business owners, and more.

The plan is organized into six sections, each of which subsumes plan elements required by state statute:

- **Process and Engagement:** Details the planning process in general, and the public engagement strategy in particular;
- **Growth & Land Use:** Includes the Land Use Framework and Land Use Categories;
- **A Place to Call Home:** Includes the Housing elements as well as Heritage Preservation and Cultural Stewardship;

- **A Place to Prosper:** Includes the Economic Development and Transportation elements;
- **A Place to Admire:** Includes the Natural Resources and Resilience element;
- **A Place for the Long Term:** Includes the Utilities & Community Facilities and Intergovernmental Cooperation elements.

Notably, the 'Growth & Land Use' section utilizes the 'NDC' model (short for Neighborhoods, Districts, and Corridors) which assigns all land uses in the City with a Desirable, Allowable, or Undesirable designation. The study area in this particular report is noted in the Comprehensive Plan as being within the Downtown District, and uses determined to be desirable include High-Intensity Residential, High-Intensity Mixed-Use, Commercial, and Parks & Open Space.

The plan concludes with a 'Next Steps' section, which provides an implementation strategy and a framework for tracking plan performance and future plan updates.

Applicable Concepts & Guidelines

- **Mixed-use urban center:** The 'Growth and Land Use' section is apt to reference the *Imagine 2040 La Crosse Downtown Plan*, specifically to create a downtown that weaves commercial and residential uses together. This would result in a downtown that feels like a neighborhood in its own right while being interconnected to the adjacent neighborhoods.
- **Multimodal access:** The plan focuses on improving transportation networks, which includes expanding bicycle and pedestrian infrastructure. This is especially relevant to the study area given its proximity to existing paths and trails.

- **Housing diversity through infill development:** The housing section ('A Place to Call Home') recommends the development of 'missing middle' housing. While this recommendation applies primarily to existing neighborhoods throughout the City, the plan also recommends prioritizing housing near transportation and commercial corridors as well as in underutilized areas, such as surface parking lots or vacant office space.

Implications for Redevelopment

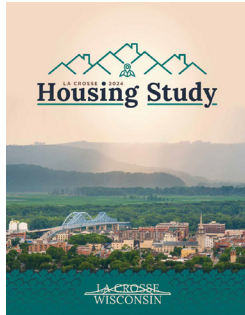
Desirable uses: In accordance with the designations of the 'NDC' model described above, future land use includes high-intensity mixed-use and commercial developments as being the most desirable within the study area. Additionally, the plan mentions Sec. 115-390(1) of the City's Zoning Code, which requires that all buildings in the downtown be a minimum of two stories tall.

La Crosse Housing Study (2024)

The *La Crosse 2024 Housing Study* is a resource for City staff, economic development professionals, real estate developers, and other entities seeking to understand the opportunities and issues related

According to the 2040 Comprehensive Plan, the study area falls within the boundaries of the 'Downtown District'. The most desirable uses within this district include High-Intensity Residential, High-Intensity Mixed-Use, Commercial, and Parks & Open Space.

to housing in the city. The study details a number of ongoing challenges in the local housing market including aging building stock, housing affordability, high development costs, and market uncertainty in general, and states that many of these issues were exacerbated by the COVID-19 pandemic.



The study is a supplement to other recently adopted plans including the 2020 *Climate Action Plan*, the 2024 – *Pathways Home: A Plan to End Homelessness in La Crosse* report, and the *La Crosse 2040 Comprehensive Plan*. The first three goals

in the housing study are from the Comprehensive Plan and form the basis for the study's policies and approaches. The study outlines additional goals that emerged through community engagement and market analysis; this includes:

- Make building procedures and approvals in La Crosse a clear, predictable, and flexible process;
- Secure and conserve existing housing; and
- Improve tenant and landlord relationships.

The report proposes various policy approaches to address these goals, such as leveraging public-private partnerships, promoting innovative housing production methods, and prioritizing underutilized sites through infill redevelopment. Downtown La Crosse is identified as its own Policy Area in the study, and the boundaries of downtown include the study area of this plan. In keeping with the recommendations of the *La Crosse 2040 Comprehensive Plan* and the *Imagine 2040 La Crosse Downtown Plan*, the study includes that mixed-use developments that incorporate 'missing middle' housing is desirable for the study area.

Applicable Concepts & Guidelines

- **Incorporating housing into the study area:** In the Downtown Policy Area, the Land Use Vision Summary includes focusing on medium- and high-density housing arrangements that leverage proximity to downtown.
- **Prioritizing underutilized sites:** One of the actions under Goal 2 ('Foster greater housing diversity through strategic infill development') includes prioritizing the redevelopment of underutilized sites, such as surface parking lots, into mixed-use developments with a housing component.

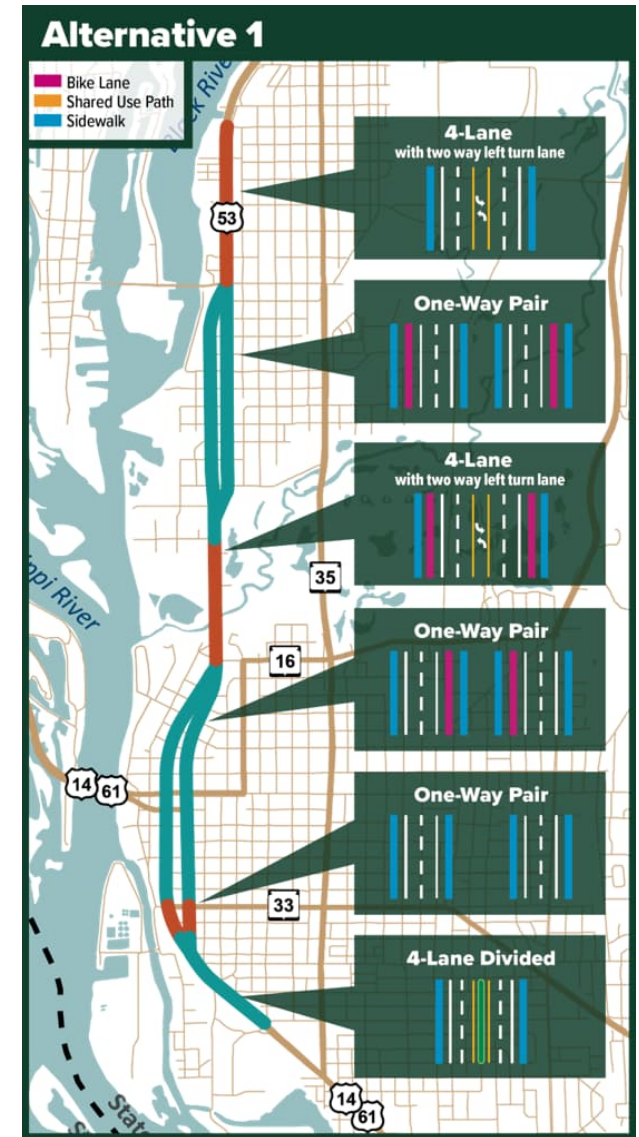
Implications for Redevelopment

- **Existing zoning:** Multi-family and mixed-use developments are permitted by right within the study area.

US 53 & US 14/61 Corridor Study (2024)

In 2023 the Wisconsin Department of Transportation (WisDOT) initiated a corridor study for US 53 and US 14/61. According to WisDOT, the purpose of the corridor study is to develop alternatives that improve safety and address traffic operations concerns where practicable, while addressing existing and projected infrastructure needs through the design year (2050). The study limits include US 53 and US 14/61 (3rd, 4th, Copeland Avenue, Rose Street) from WIS 35 (West Avenue) to I-90.

Figure 3: Excerpt from Draft WisDOT US 53 & US 14/61 Corridor Study, Alternative 1 Concept. Source: WisDOT



The corridor study includes four preliminary alternatives which are tailored to their specific road segment. There are two US 53 segments relevant to the study area—King Street to 2nd Street, and 2nd Street to Causeway Boulevard—and the alternatives specific to each segment are as follows:

King Street to 2nd Street:

- **Alternative 1:** Adding protected bike lanes to the left side of the street;
- **Alternative 2:** Adding a sidewalk-level cycle track on northbound US 53;
- **Alternative 3:** Adding a parking-protected bike lane; and
- **Alternative 4:** Widening the sidewalks and narrowing the parking (this alternative does not include bike lanes).

2nd Street to Causeway Boulevard: All four alternatives propose reducing the width of travel lanes and adding sidewalk-level bike lanes.

It is important to note that this is an active study at the time of this report. No preferred alternatives have been selected, and each alternative is subject to change. The corridor study as well as an environmental study are scheduled to be completed in 2025.

Applicable Concepts & Guidelines

- **Improving bike-ped connectivity:** The addition of bike lanes along US 53 would connect existing gaps in the bicycle network. Visitors to the study area (Oktoberfest attendees, for example) could park further away and use bike-share to reach their destination.

Implications for Redevelopment

- **La Crosse Street intersection:** The corridor study notes that existing queues and high crash frequencies as well as future traffic demand warrant improvements to the intersection of La Crosse Street and US 53. The study considers two options: Adding left-hand turn lanes or constructing a roundabout. Both options have right of way constraints which may result in property acquisitions.

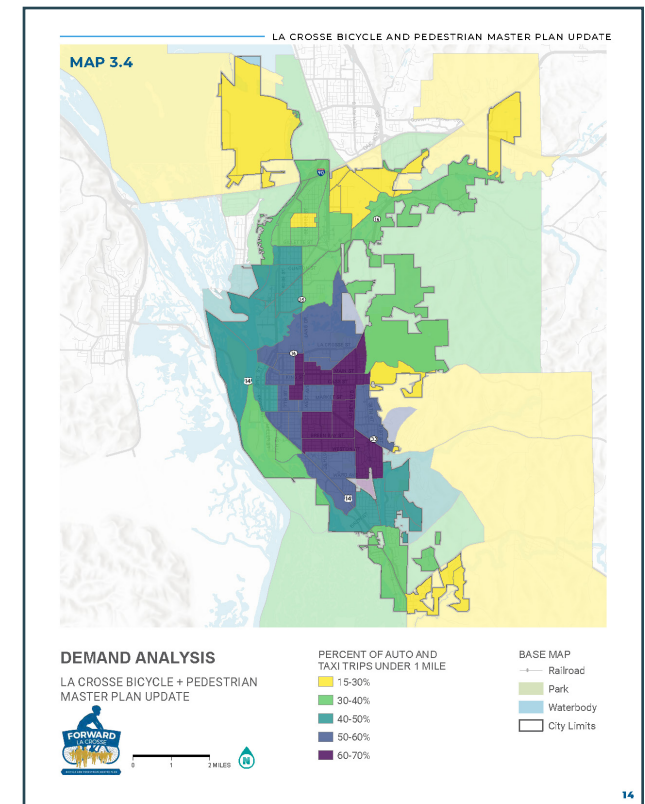
La Crosse Bicycle and Pedestrian Master Plan Update (2024)

The La Crosse Bicycle and Pedestrian Master Plan aims to enhance bicycle and pedestrian transportation infrastructure and education across the city. The study primarily builds upon the 2012 Bicycle and Pedestrian Master Plan with advances in programming, inclusivity, and safety. Further, it addresses existing bicycle and pedestrian conditions and offers recommendations for network improvements in the near-term to ensure continuing action.

Applicable Concepts & Guidelines

- **Improving bike-ped safety:** The plan illustrates the prevalence of walking and biking barriers within the study area, which are based on stakeholder input. This includes crossing barriers on US-53 by La Crosse Street, which is a key gateway into the study area. Further, the report notes high-injury segments of the road network where fatal crashes or serious injuries have occurred, including US 53, 2nd Street, and La Crosse Street.

Figure 4: Excerpt from 2024 La Crosse Bicycle and Pedestrian Master Plan Update. Source: City of La Crosse



- **Network-wide and spot improvements:** The plan recommends both spot improvements and network-wide improvements. Facility types such as new greenways, separated bike facilities, and multi-use trails offer low-stress routes that cater to all ages and abilities.
- **Encouraging more walking and biking trips:** 50-60 percent of automotive trips around the study area are one mile or less, which presents an opportunity to replace a portion of those trips with walking and biking trips. Converting automobile usage

to walking and biking trips to prioritize biked use could improve High Injury Network segments within the study area, such as US 53, 2nd Street, and La Crosse Street.

Implications for the Study Area

- **Spot improvements:** The plan proposes extending an existing separated facility through Vine Street and an existing trail through Pine Street. The US-53 Corridor Study (described above, and considered active at the time of this report) may include a separated facility as part of their preferred alternative.

Imagine 2040 La Crosse Downtown Plan (2021)



The *Imagine 2040 La Crosse Downtown Plan* is both an aspirational and practical document, one that envisions a vibrant and inclusive downtown while being grounded in actions that are feasible and realistic. The plan is an update to the previous *City Vision 2020* downtown plan, with key distinctions being an expansion of the plan boundaries to include adjacent residential neighborhoods (based on the assumption that downtown depends on these neighborhoods) and the inclusion of diverse, non-traditional public engagement methods

(based out of necessity for public health due to the COVID-19 pandemic).

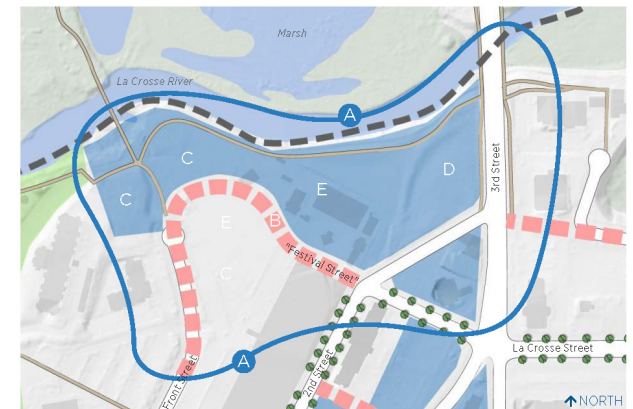
The plan is organized around five themes:

- **Market for Development:** Envisioning downtown as a premier place for economic development, one that uses strategic development and infill to maximize the potential of each site;
- **Network of Strong Neighborhoods:** Envisioning downtown as a tapestry of neighborhoods interwoven with the urban core, with both existing and proposed neighborhoods supportive diverse and affordable housing types;
- **Connected City:** Envisioning downtown having strong connections to nearby neighborhoods and recreational destinations while improving accessibility and mobility for all people;
- **Destination for All People:** Envisioning a downtown that is welcoming for both current and future patrons—residents, employees, students, and tourists; and
- **Confluence of Nature:** A downtown that celebrates and values the outdoors while giving everyone the opportunity to access nature.

Each theme includes its own respective vision statement, illustrative concepts, and opportunities for actions to support the vision.

A key initiative in the *Imagine 2040* plan includes the redevelopment of opportunity sites. This includes the 'La Crosse River Area' which is the focus of this particular study. The downtown plan outlines site-specific improvements that could be made to this area, including the extension of the street grid, the creation of a festival street, and the

Figure 5: Excerpt from 2040 La Crosse Downtown Plan, 'La Crosse River Area' Opportunity Site. Source: City of La Crosse



possible development of a public market.

Applicable Concepts & Guidelines

- **Relationship to downtown:** While the study area is technically considered 'downtown', and is within the updated study boundaries, the *Imagine 2040* plan mentions that the study area is "separated" from the rest of downtown.
- **Surface parking:** The report states that surface parking lots could be decommissioned and redeveloped into a vertical mixed use.
- **Connecting destinations to amenities:** The plan mentions that new developments and capital improvements can improve accessibility in a variety of ways, from vendor staging to trail connectivity and more.

Implications for Redevelopment

- **Mixed-use development:** While market conditions are ever-changing, the report

highlight mixed-use developments that have occurred within or nearby the study area, including Landmark by the Rivers, which can inform redevelopment prospects.

- **Public market location:** The *Imagine 2040* plan reinforces the 3rd Street landing (a vacant lot which is currently owned by Xcel Energy) as a prime location for the public market due not only to its ability to become a “gateway to all of downtown” but also to its programming potential with Oktoberfest.
- **Front/La Crosse Street connection:** The creation of a festival street by means of connecting Front Street and La Crosse Street presents both an opportunity and a challenge, one that requires coordination between the City of La Crosse, Oktoberfest, and the property owners. City staff may need to balance the competing aims of creating year-round accessibility with Oktoberfest-specific programming.

Downtown Parking Study Update (2020)

In 2020, the City of La Crosse commissioned a parking study to evaluate the parking supply and demand in the downtown district and adjacent neighborhoods. The study area boundaries for the report are primarily within the Downtown District, which consists of Cass Street, La Crosse Street, 7th Street, and the Mississippi River.

The report details both public and private parking spaces downtown. Of the approximately 9,129 parking spaces downtown, 52 percent is public (4,755 spaces) which, according to the study, exceeds the 50 percent standard for public parking supply within a downtown area. The study

Figure 6: Excerpt from 2020 Downtown Parking Study Update, 10-Year Forecasted Surplus/Deficit. Green and blue indicate a surplus; yellow and red indicate a deficit. Source: City of La Crosse



also includes a parking utilization analysis which quantifies usage by parking type, duration, and block. The supply and utilization findings inform the future conditions section, which includes both five- and ten-year scenarios of anticipated occupancy.

Applicable Concepts & Guidelines

- **Dated, but applicable, documents:** The Parking Study includes data from 2014 and 2020. While some of the data is out of date, most of the questions remain applicable, and the narrative alongside each question

and recommendation are still relevant.

- **Improving economic connectivity:** The plan states that connecting parking to existing and proposed retail spaces with ease of access and close proximity could limit vehicle relocation while promoting bicycle and pedestrian traffic through the downtown area.
- **Key Recommendations:** Proposals to improve downtown area parking include the expansion of residential parking permit areas, the expansion and promotion of cycling, paid on-street parking, the annual review of on-street parking conditions, and the limiting of on-street parking within downtown boundaries to two hours with no re-parking.

Implications for Redevelopment

- **Downtown Area Development:** The study reflects the economic importance of parking to the City of La Crosse. Data within details adequate parking availability for future commercial expansion in the downtown area. Limiting parking development in the area ensures bike-ped facility growth and further commercial and mixed-use square footage.

City of La Crosse Public Market Plans and Studies (2019-2021)

From 2019 to 2021, the City of La Crosse commissioned three reports concerning a prospective public market. The first was a feasibility study (2019) which determined that a public market would indeed be viable. Following

this study was a site analysis (2020) and a partial business plan (2021). A summary of each is below.

City of La Crosse Public Market Feasibility Study (2019).

This report examines the feasibility of establishing a Public Market in La Crosse. The report begins by describing the concept of a public market and studying precedents of other public markets, with observations and recommendations that apply specifically to La Crosse in general and the downtown in particular. The report then details how to establish and maintain a healthy and vibrant market environment. Following an examination of 18 separate non-economic, non-demographic criteria that are critical to establishing a successful public market, the report examines economic and demographic details, growth trends, and complementary and competitive uses. The report outlines where the customers, vendors and farmers will come from. Supply and demand statistics are presented and recommendations are made regarding how the public market can be supportive to its surrounding communities.

The report concludes that a public market would be indeed feasible and states that such a market would be transformational to the community and the larger region. The report includes basic criteria about the building's size and location—it should be a roughly 30,000-35,000 square foot building, located downtown—but mentions that additional information should be detailed in a forthcoming market site analysis.

City of La Crosse Public Market Site Analysis (2020).

The purpose of this report is to guide city officials in selecting a preferred location for a public market. The authors begin with a list of general criteria

Figure 7: Excerpt from La Crosse Public Market Business Plan, Aerial of 'Riverside Festival' Site. Source: City of La Crosse



which are instrumental in site selection; this includes complementary neighbors, proximity to existing and successful events, and high visibility. After evaluating 15 sites throughout the city, three sites were reviewed for final comparative analysis: 'Riverside North' (north of the study area), 'Post Office' (south of the study area), and 'Riverside Festival' (within the study area). The report runs each of the three sites through a matrix that includes nearly 50 variables for additional analysis. Ultimately, the report recommends the 'Riverside

Festival' site as the best location.

The Riverside Festival site, which is located largely on the current Oktoberfest grounds, is desirable not only because of its visibility and proximity to US 53 but also because of its ability to serve as a gateway into downtown. The report lists a number of strengths associated with the Riverside Festival site, including:

- Ample space for versatile programming, parking, and future expansion;

- Compatibility with nearby recreational and festival uses;
- Its ability to accommodate complementary uses such as housing and public events; and
- Its potential to catalyze further development in the area.

The analysis emphasizes the need for collaboration among property owners, city officials, and other stakeholders to ensure that the market is successful. The 'Next Steps' section of the report includes creating a Master Development Plan and creating an advisory committee, among other tasks.

City of La Crosse Public Market Partial Business Plan (2021).

This report details the fundamental components of a business plan for a potential public market. This includes a design program with conceptual site plan layouts and renderings for the 'Riverside Festival' site in general and the public market building in particular. While these concepts include a high-level summary of capital costs, the report recommends the creation of a comprehensive Master Plan for the site, which would include a detailed site map, environmental reports, and other critical information.

The report states that a public market and associated plaza will cost approximately \$15.5 million to develop, generate \$1.2 million in annual revenues, and assumes a year 4 breakeven budget at 'full' (95%) occupancy. It proposes the creation of a comprehensive funding plan with multiple funding sources to cover capital and operating costs. The report also presents a plan for developing and managing the public market, including a board composition, management entity, and suggested staff positions with job descriptions and salaries.

The report concludes with a timeline of the steps

needed to finalize planning, design, construction, tenant lease-up, and fundraising over a three-year period (2021-2023). While this timeline has expired, the next steps generally remain applicable

Applicable Concepts & Guidelines

- **Dated, but applicable, documents:** The Feasibility Study includes 18 'Relevant Factors', which phrased as questions in the report. While some of the data is out of date, many of the questions remain applicable, and the narrative alongside each question is still relevant.
- **Viability of the Riverside Festival site:** The Site Analysis lists 14 high-level site selection criteria at the beginning of the report. The 'Riverside Festival' site meets multiple criteria, including siting on the "outside perimeter near downtown", space to accommodate public amenities and events, and space for future development.

Implications for Redevelopment

- **Coordination with WisDOT:** The Site Analysis and Business Plan underscore the potential of a public market being a 'gateway' into downtown, and the Business Plan includes illustrations to this end. Should the Xcel site be selected for the public market, further coordination between the City of La Crosse and WisDOT can ensure that the preferred alternative in the WIS 53 Corridor Study corresponds with a higher-intensity, downtown land use. This may include roadway reconfiguration with narrower travel lanes and speed countermeasures.
- **Coordination with Oktoberfest:** The 'Riverside Festival' site identified in the

Site Analysis is primarily situated on the Oktoberfest grounds. While the conceptual plans site the market building on the former Xcel site, Oktoberfest staff has used that site in the past for programming purposes. Coordination will be needed to ensure both uses are not only compatible but also synergistic.

- **Coordination with Xcel Energy:** There is existing active gas and electric utility infrastructure occupying the Riverside Festival site. This includes overhead transformers above the Oktoberfest grounds and underground gas lines beneath the former Xcel energy site where, according to the Business Plan, the proposed market building is sited.

Conditions Assessment Report, Wisconsin Railway Light & Power Building (2020)

This report provides an architectural and technical analysis of the Wisconsin Railway Light and Power Building (621 3rd Street North), a two-story brick building located on the point where Second and Third Streets separate. Constructed in 1914, the building originally served as a sub-station for the City's electric streetcar system and was later occupied by Northern States Power Company. The property is currently owned by the City of La Crosse.

The report includes detailed assessments of the building's exterior and interior, specifically analyzing the structural, mechanical, electrical, and plumbing systems and highlighting areas in need of repair or replacement. It also provides a comprehensive analysis of the building's architectural features and historic significance, both of which speak to the area's industrial heritage. Despite its historic significance, the building is neither listed

Figure 8: Image of the former Light & Power Building, Corner of 2nd and 3rd Streets.



individually on the National Register of Historic Places nor located in the boundaries of the City's commercial historic district.

The study recommends a phased approach to rehabilitation, starting with immediate repairs to the façade, windows, and ADA non-compliant areas. Future phases include potential additions to the building to accommodate new uses, such as city offices or public meeting spaces. The report emphasizes the importance of maintaining the building's historic character while upgrading its systems for modern use. It also provides a financial

analysis, estimating the costs of various renovation scenarios and suggesting that the building's high visibility and historical significance make it a valuable asset for the City.

Applicable Concepts & Guidelines

- **Building location:** The building is highly visible and serves as a key focal point which signifies one's entrance into downtown.
- **Building condition:** The report states that existing conditions of the building reflect a point in time, and that they should be re-

evaluated prior to beginning any work.

Implications for Redevelopment

- **Historic status:** The building is not eligible for state or federal historic tax credits. However, the report states that it could be locally listed under the criteria of Industry and Commerce given its role in powering the streetcar system and its overall context within the industrial district for which that area was well known.
- **Remediation:** It is highly recommended that an environmental study of the property be conducted prior to redevelopment. The report notes that the old Sanborn maps depict a circular structure that is listed as a 500,000 cubic foot "gas holder", and that remnants of this structure appear to remain on the property.
- **Building maintenance:** The conditions of building components labeled as 'poor' and 'very poor' in the report should be prioritized for inclusion into the City's Capital Improvement Plan. This also should include elements that were not analyzed, most importantly the roof.
- **Potential tenants:** The City can initiate discussion with entities who may be interested in occupying the building, including the La Crosse Historical Society. Alternately, the City may wish to publish a Request for Proposal to solicit interest from local or regional developers.

La Crosse County Historical Society Business Plan (2022)

This report details the fundamental components of a business plan and future museum building for the La Crosse County Historical Society, including contextual, market, and museum performance analyses in addition to phasing, operation, location, and facility recommendations. These concepts contribute to a high-level document outlining the museum’s requirements.

Key focuses of the plan include, but are not limited to, a modern building that serves as a county hub, multidisciplinary educational spaces, rotating exhibition spaces, visitor engagement, and local history. The La Crosse Area Heritage Center, which has operated since 2019, currently serves as a temporary location. Six sites have been listed as most suitable for use, including the Xcel Energy site which is located within the study area.

Phasing of the project is implemented in two parts, with study projections given for phase 1 due to timeline uncertainty. The study recommends a 35,000 to 50,000 total square foot facility in either one- or two-story configuration. A full build-out scenario, including expenses and revenue for the first three years is also included, though it does not include potential building expenses. The report includes projected visitor numbers over a three-year timeframe as well as projected revenue sources, including but not limited to venue rental, fundraising, donations, and educational programming.

Applicable Concepts & Guidelines

- **Building location:** If LCHS was to select the former Xcel Energy site, the museum would serve as a visual indicator and entrance to the downtown area with its perimeter

Table 2: Space Needs Summary for Proposed LCHS Facility.
Source: La Crosse County Historical Society

One-Story Building			
	Building	Site	Total
Phase 1	33,356	28,600	61,956
Phase 2	15,177	9,200	24,377
Total Area (SF)	48,533	35,800	84,333
Multi-Story Building			
	Building	Site	Total
Phase 1	34,918	28,600	63,518
Phase 2	15,177	9,200	24,377
Total Area (SF)	50,096	35,800	85,895

‘gateway’ location and as a hub in the ‘hub and spoke’ model for other natural and cultural assets in La Crosse.

- **Relationship to downtown:** The La Crosse County Historical Museum accommodates both physical and historical relationships with the City of La Crosse. All potential locations are within the city’s downtown, with one site located within study boundaries.
- **Historical contribution:** The study area is rich in history, and a museum located in or around the study area will undoubtedly elevate its history even more.

Implications for Redevelopment

- **Viability of the Xcel Energy Site:** The plan’s Site Selection analysis on Page 58 details the identification of 23 sites, with

six deemed most suitable for development of the museum. The study area contains the Xcel Energy site, near the Oktoberfest grounds. The site meets criteria relating to size, parking availability, accessibility, visibility, location, outdoor programming, and future expansion.

- **Active Planning Efforts:** The Discovery Campus incorporates a proposed home for the LCHS at the former Xcel Energy Site, addressing the space requirements while incorporating other adjacent uses that foster additional activity at the site.

Discovery Campus Overview (2023)

This report provides an overview of the proposed Discovery Campus, a project which emerged out of planning efforts conducted by the La Crosse County Historical Society. Strategically located along and across the La Crosse River, parallel to US-53, the site would serve as a gateway to downtown and a house a variety of natural, cultural, and recreational activities.

Figure 9: The proposed campus would situated northeast of Oktoberfest, on the former Xcel Energy site.



The campus would include five major components:

- **Discovery Navigator:** This space would feature a digital map that highlights a wide range of local destinations—from hospitality, to education, to recreation—that cater both to community members and regional visitors.
- **La Crosse County Historical Society Museum:** The campus would become the new home of the museum and, as described in the report, serve as a “local anchor” to the campus. Together, the campus components will be an important means of meeting the museum’s stated goal of 50,000 museum attendees annually.
- **Great River Road Experience:** This is referred to as an “interpretive center” that would educate visitors about the diverse natural, commercial, and transportation-related features along the Mississippi River corridor and across the ten states that share the corridor.
- **National Birders Center:** Located in the marshland associated with the La Crosse river, the center would offer year-round birding experiences and educational opportunities in conjunction with organizations like the National Audubon Society.
- **Dahl Auto Museum:** The campus would also become the new home for an automobile collection associated with the Dahl family, who own an auto dealership and body shop near the study area.

The project team corresponded with Discovery Campus representatives over the course of this report. The representatives highlighted recent updates including a \$200,000 grant from the La

Crosse Area Community Foundation to conduct a full feasibility study of the project. Representatives also noted that the project is the focus of a Federal Transit Administration (FTA) grant.

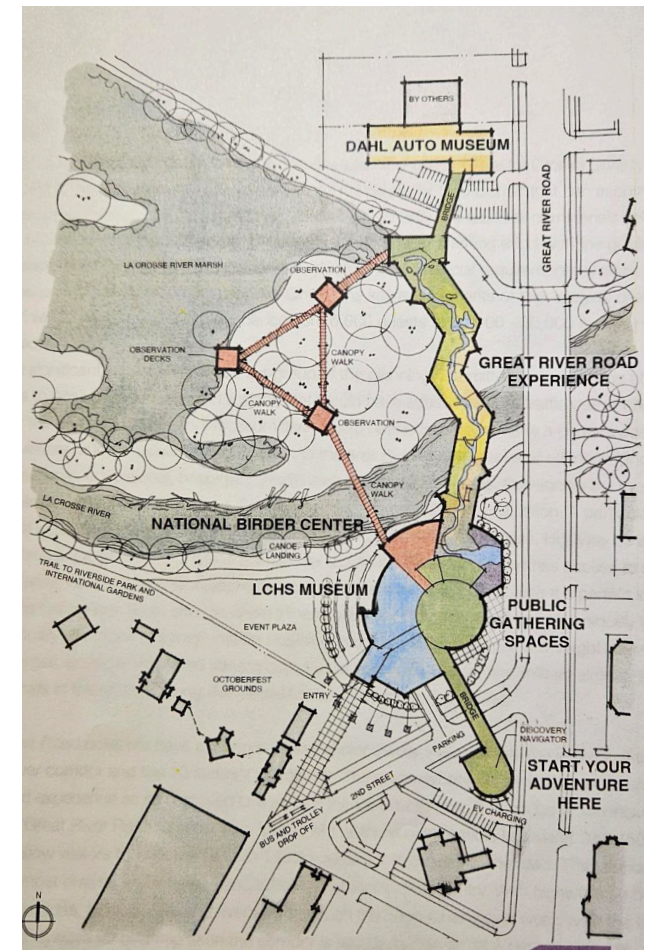
Applicable Concepts & Guidelines

- **Building location:** Located within the Riverside study area, the building serves as a perimeter entrance monument to downtown, providing a location for regional education, visitation, and nature viewing.

Implications for Redevelopment

- **Coordination with Oktoberfest:** Due to the study’s interaction through location with Oktoberfest grounds, coordination should be established with Oktoberfest staffing to ensure synergy and timely usage.
- **La Crosse River interaction:** It is recommended that an ecological study of the La Crosse River and river marsh is conducted prior to the development to establish control variables and ensure consistency of nature.
- **Coordination with Xcel Energy:** As there are active existing power and gas infrastructure above and below ground within the proposed site, communication with Xcel Energy to locate utilities and potential hazards should be established.

Figure 10: Conceptual Site Plan of Proposed Discovery Campus.
Source: Representative of Discovery Campus, Inc. The figure does not indicate a final design nor is it a construction document.



Data Review

Rather than duplicate efforts from previous plans and studies conducted for the City of La Crosse, the project team reviewed existing documents and validated assumptions. Where appropriate, additional information has been added.

Forward La Crosse 2040 Comprehensive Plan

Demographic information that is most likely to change from the time the plan was drafted to the time of this report includes population projections and median household income.

At the time the comprehensive plan was drafted, the estimated population for the City of La Crosse was 50,869. Population estimates were provided with varied rates of annual growth.

Table 3: Excerpt from La Crosse 2040 Comprehensive Plan, Population Projections. *Source: City of La Crosse*

Growth Scenario	2025	2030	2035	2040	2045	2050	Avg. Annual Growth Rate
High Growth	53,160	53,868	54,725	55,754	56,979	58,421	0.40%
Stable	52,417	52,649	52,870	53,081	53,284	53,480	0.08%
Decline	51,525	51,223	50,820	50,313	49,705	48,994	-0.20%

The Wisconsin Department of Administration estimates that the population of La Crosse in 2024 was 52,115 indicating that, for right now, the city is following the stable growth rate trajectory.

Median income has also risen from \$46,438 in 2021 to \$53,803 (2023 ACS 5-year estimates in 2023 inflation adjusted dollars). Esri predicts that in 2024, the median income is moderately higher (\$54,326).

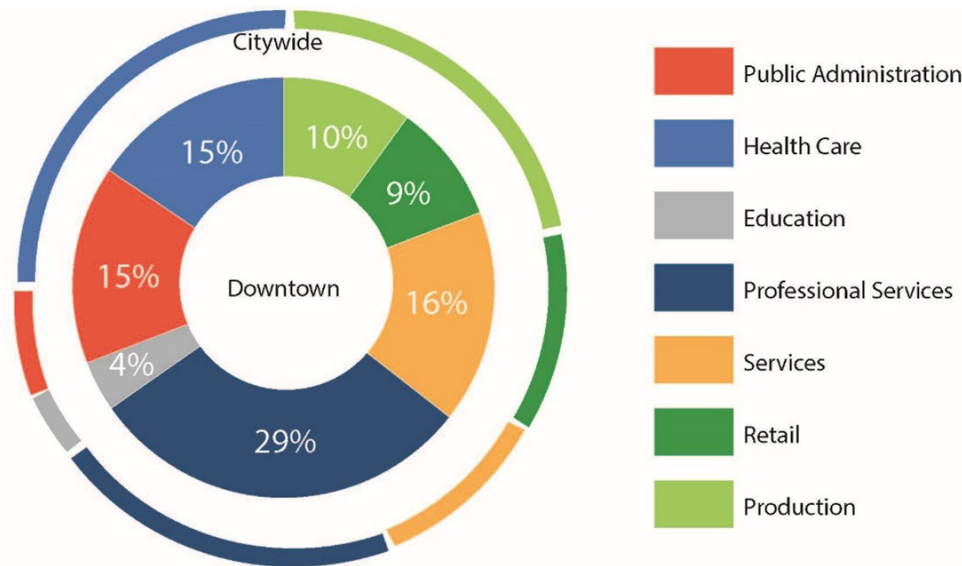
Imagine 2040 La Crosse Downtown Plan

This plan was adopted in August 2021 after twelve months of planning and public engagement. Data points in the Imagine 2040 plan which informed the assumptions of the Downtown La Crosse River

Area Inventory and Redevelopment Plan include the following:

- Downtown is a medical, educational and employment hub for the region. Anchor institutions provide strong employment bases and often have a need for supporting services/businesses - these institutions create a significant economic base in the area that further investment.
- Major employment sectors in the city are health care (25% of jobs), professional services (23% of jobs), and production (21% of jobs)
- Within downtown, major employment sectors are professional services (29% of jobs), followed by accommodation and entertainment (16% of jobs), health care (15%), and public administration (15%)
- The development of recent mixed use projects including Belle Square, The Hub, and Landmark by the Rivers, have shown downtown's appeal for a variety of new uses, especially higher density residential development.

Figure 11: Excerpt from Imagine 2040 La Crosse Downtown Plan, Employment by Industry. Source: City of La Crosse



Additional Data Points

Median Rent

Median rent in 2023 was \$977 per month (2023 ACS 5-year estimates). As previously stated, the median annual household income is \$54,326. The U.S. Department of Housing and Urban Development defines affordable housing as that costs a household no more than 30% of their gross income, including utilities. Therefore, a household living in La Crosse with an income of \$54,326 could spend up to \$1,507 on rent and utilities, and have it considered affordable.

Demographic Tapestry Segment Profiles

Esri Tapestry Segmentation provides socioeconomic and demographic descriptions of neighborhoods. The descriptions within each segment identify consumer markets, as well as potential new

A household living in La Crosse with an income of \$54,325 could spend up to \$1,507 on rent and utilities and have it be considered affordable.

markets due to population growth, demographic and socioeconomic change and transforming consumer behavior. Reflecting the diversity among American neighborhoods, Tapestry includes 67 distinct market segments. The top three tapestry segments identified for the City of La Crosse are Set to Impress, College Towns, and Rustbelt Traditions. The following briefly summarizes these segments, but more detailed information is provided in the appendix.

Set to Impress

This demographic is likely still enrolled in a higher

educational institution, working while in school, and living alone in an off-campus apartment complex. They are frugal consumers looking for a deal while also reflecting the latest trends and fashions which can lead to impulse shopping. While independent, family connection is important to them. This group is more likely to be found in urban areas where it is easy to bike or walk to work. They prefer quick meals that can fit in with their busy schedules.

College Towns

Similar to Set to Impress, half of this group are college students while the rest are employed by a college or provides services for a college. They live in lower rent housing or dorms, are new to managing their finances, tend to make impulse buys, and are digitally savvy. In fact, they prefer online transactions rather than in-person. They seek new experiences and adventure. When biking or walking is not an option, they prefer transportation options that are environmentally friendly and/or get good gas mileage.

Rustbelt Traditions

Rustbelt Traditions residents are a mix of married-couple families and singles living in modest, single-family homes built in the 1950s. Most have a high-school diploma and some have attended higher educational institutions. They are primarily employed in manufacturing, retail trade, and health care industries which provide modest incomes. “While most income is derived from wages and salaries, nearly 31% of households collect Social Security and nearly 20% draw income from retirement accounts.” However, their average net worth is nearly \$400,000. Hardworking, budget-aware consumers that favor American-made products, read newspapers, and are family-oriented.

Existing Conditions

Introduction

On July 1, 2024, the project team met with staff from the City of La Crosse Department of Planning and Development to conduct a kickoff meeting for the project and tour the study area. The below images illustrate some of the land uses which characterize the study area. Despite its proximity to the downtown core, previous plans have described the study area as being separated or disconnected from downtown. This can be attributed generally to the absence of a traditional street grid applied to the entire study area, paired with large building footprints, surface parking lots, and open space, some of which is used for recreational purposes.



Large, Contemporary Buildings:

Many of which are established through the Planned Development process.



Traditional, Historic Buildings:

Buildings such as Landmark by the Rivers are a testament to the industrial heritage of the study area.



Surface Parking: This accounts for nearly 28 percent of land used in the study area and is indicative of the preference for large, off-street parking lots at the time of development.



Riverfront and Natural Areas: The study area is adjacent to Riverside Park and the confluence of the La Crosse and Mississippi Rivers, and made accessible through a network of trails and sidepaths.

Land Use

Overview

The study area is comprised of 46.5 acres, or approximately 2,024,750 square feet, of space. Figure 9 illustrates both the built- and non-built environment spaces within the study area. This includes building footprints (20 buildings which occupy 16 percent of the study area), open space (which occupies 20 percent of the study area), and more.

Note that this is distinct from the zoning and existing land use categories content described in subsequent pages. For example, a ‘Planned Development’ land use category below likely includes both ‘Building Footprints’ and ‘Open Space’.

Table 4: Built- and Non-Built Environment in the Study Area.
Source: City of La Crosse

Built- and Non-Built Environment	Area (Ac)	% of Study Area (Ac)
Building Footprints	7.29	15.7%
Vacant Parcels	3.09	6.6%
Oktoberfest Grounds	4.34	9.3%
Surface Parking	13.57	29.2%
Open Space	9.34	20.1%
Right of Way and Remaining Parcel Space	8.85	19.0%
Total	46.48	100%

Figure 12: Built- and Non-Built Environment in the Study Area



Parcels and Ownership

Of the 15 property owners in the study area, JJA WC LLC owns and manages the largest number of parcels with 10.78 acres accounting for 27 percent of the study area. 3 Real Estate LLC owns the second largest number of parcels with 7.77 acres, which accounts for 19 percent of the study area, respectively. All property in the study area totals 1,753,004 parcel square feet across 40.2 acres of land, with 30 total parcels. Of these 30, five are public, while 25 are privately owned.

Table 5: Parcels by Owner in Study Area. Source: City of La Crosse

Owner	Parcel Area (Ac)	% of Study Area (Ac)
JJA WC LLC	10.78	26.8%
3 Real Estate LLC	7.77	19.3%
100 Harborview Partners LLC	4.11	10.2%
Northern States Power Co	3.74	9.3%
Clifford LeCler Revocable Trust	2.54	6.3%
La Crosse Hotel Group LLC	2.43	6.0%
Riverplace One LLC	2.11	5.2%
La Crosse GSRS LLC	1.50	3.7%
Vine St Realty LLC	1.30	3.2%
City Of La Crosse	1.15	2.8%
Three Rivers LLC	0.88	2.2%
North Central Trust Company	0.85	2.1%
Credit Union	0.66	1.6%
Charmant Hotel LLC	0.22	0.5%
129 Vine LLC	0.21	0.5%
Total	40.24	100%

Figure 13: Parcels by Owner in Study Area



Zoning, Existing Land Use

Zoning. Existing zoning in the study area consists of five zoning designations: Planned Development (PD), Commercial (C2), Community Business (C3), Heavy Industrial (M2), and Public and Semi-Public (PS). A brief description of each zoning designation is summarized below.

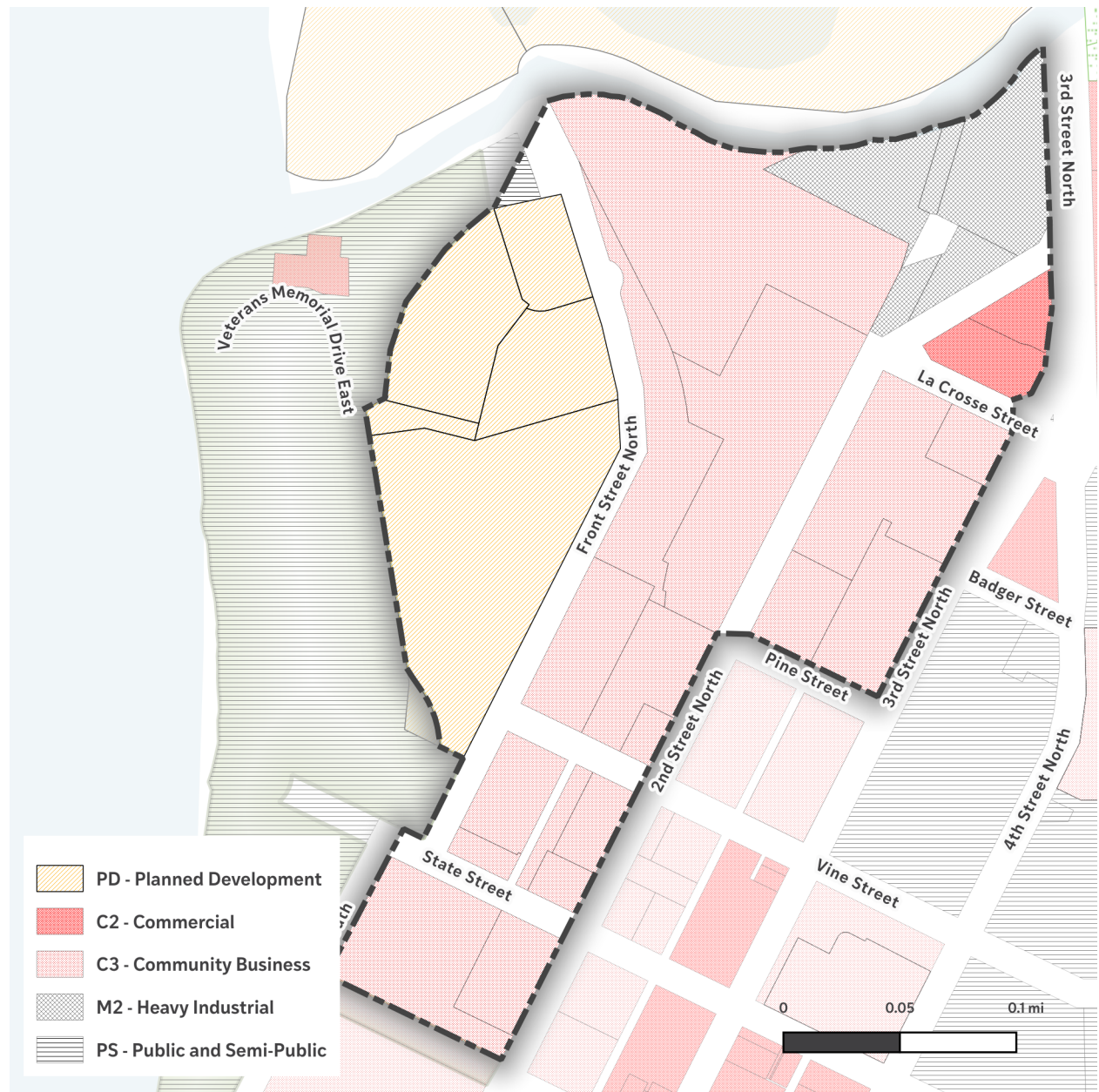
Planned Development (PD): This district is designed and intended to enable and encourage the development of large tracts of land or urban infill sites which are planned under unified ownership or control, or lands which by reason of existing or planned land uses are appropriate for development, so as to achieve land development patterns which will maintain and enhance the physical, social, and economic values of an area. The Planned Development District may be developed only in accordance with a specific comprehensive development plan takes into account pedestrian and vehicular traffic, recreation and open space, construction and planning standards, mixing of compatible uses, and more. Height, yard, setback, parking, lot coverage, and other applicable standards will be consistent with other adjacent zoning districts.

Table 6: Existing Zoning Classifications in the Study Area.

Source: City of La Crosse

Zoning Designation	Area (Ac)	% of Study Area (Ac)
Planned Development (PD)	10.74	27%
Commercial (C2)	1.08	3%
Community Business (C3)	24.41	61%
Heavy Industrial (M2)	3.87	9%
Public and Semi-Public	0.13	>1%
Total	40.24	100%

Figure 14: Existing Zoning Classifications in the Study Area



Commercial (C2): This district is currently intended to permit both small- and large-scale development and limits the creation or modification of new or existing land or buildings in its respective zone. No new or structurally altered building in this district shall exceed 100ft or eight stories in height. Side yards shall follow local business district regulations, while rear yards shall have at least 9ft in depth, and a minimum dwelling unit separation of 20ft. No new or structurally altered buildings or land shall be erected except for the following uses, which include, but are not limited to; any use permitted in the Local Business District (C1), general garages, used car lots, and applicable uses in Article VI of municipal code of ordinances.

Community Business (C3): This district is currently intended to permit low-intensity and high-quality development and limit the creation or modification of new or existing land or buildings in its respective zone. No new or structurally altered building this district shall exceed 160ft in height, and side yards shall be no less than 6ft in width. No new or structurally altered building or land shall be erected except for the following uses, which include, but are not limited to; public buildings, offices, financial institutions, hotels/motels, private and public recreation and cultural facilities, residences above the first floor, restaurants, retail, and service establishments.

Heavy Industrial (M2): This district is currently intended to permit a variety of indoor and outdoor industrial land or building usage not in conflict with City ordinance. The code lists a number of dangerous, offensive, obnoxious, or similar uses for which a building permit shall not be issued, such as a cement manufacturer or a trash facility, unless it is approved by the Common Council or Board of Zoning. The code also states that no building or land shall exceed 100ft in height, and that yards and courts must use Commercial District (C2) regulations. This zoning designation is applied

exclusively to the former Xcel Energy site within the study area

Public and Semi-Public (PS): This district is currently intended to permit the use of Public and Semi-Public land or buildings. No building or land shall exceed 120ft in height. Buildings shall be set back 10ft from public right of ways plus an additional foot per 5ft of building exceeding 35ft. No land in this district shall be used except for the following uses, which include, but are not limited to; governmental or educational offices and facilities, historical structures, public parks, gardens, and plazas, YMCA and similar non-profits, and hospitals with at least 25 practitioners. This zoning designation is applied exclusively to Riverside Park in the study area.

There are two additional zoning-related items of relevance to the study area:

Sec. 115-390 (1) (e) of the city's Zoning Code requires buildings to be a minimum of two stories in height. This is designed to prohibit automobile-oriented development typifying a suburban commercial district (e.g. fast food restaurants, 'big box' stores) and instead facilitate multi-story commercial/office uses within the district.

The housing-related section of the La Crosse 2040 Comprehensive Plan ('A Place to Call Home') recommends a comprehensive review and update of the city's Zoning Code. While some of the development barriers are ostensibly related to single-family residential districts, others are of relevance to the study area given its potential to include additional residential units. This includes off-street parking requirements and minimum lot size and setbacks.

Existing Land Use. According to the La Crosse 2040 Comprehensive Plan the city has 12 land use categories, five of which are represented in the

study area: 'Planned Development', 'Commercial', 'Heavy Industrial', 'Light Industrial', and 'Public and Semi-Public'.

The highest percentage of land use within the study area falls under the 'Commercial' land use category, which is appropriate given its location in the downtown district. This is followed by the 'Planned Development' land use category which comprises 27% of the land area.

The land use map in the Comprehensive Plan remains largely accurate with some exceptions. First, the 'Heavy Industrial' land use is the former

Figure 15: Excerpt from La Crosse 2040 Comprehensive Plan, Existing Land Use Map. Source: City of La Crosse

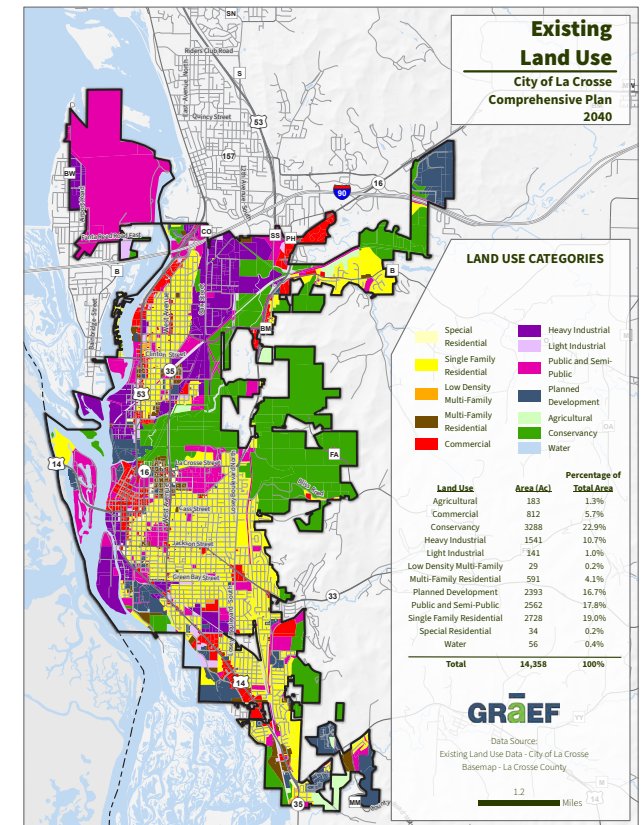


Table 7: Land Use Categories in the Study Area.

Source: City of La Crosse

Land Use Category	Area (Ac)	% of Study Area (Ac)
Planned Development	10.75	23.1%
Commercial	24.17	52.0%
Heavy Industrial	3.73	8.0%
Light Industrial	1.33	2.9%
Public and Semi-Public	0.15	0.9%
Right of Way	6.08	13.1%
Total	46.48	100%

Xcel Energy site and is currently vacant. Second, the 'Light Industrial' land use is the former La Crosse Tribune building and is slated for demolition at the time of this report.

Future Land Use

With the exception of Riverside Park and existing right of way, the future land use of the study area is designated as 'Downtown'. This designation aligns with the Preferred Land Use Map in the La Crosse 2040 Comprehensive Plan, where the study area is identified as a 'D-3 Downtown District'. Within this district, medium- and high-density residential as well as high-intensity mixed-use are the land use categories deemed most desirable for the area.

Figure 16: Future Land Use in the Study Area



Floodway and Floodplain

The Federal Emergency Management Agency (FEMA) produces Flood Insurance Rate Maps (FIRMs). FIRMs are official floodplain maps that illustrate the 1-percent annual chance floodplain (also known as the 100-year floodplain, Special Flood Hazard Areas, or 'SFHA') and the 0.2-percent annual chance floodplain (also known as the 500-year floodplain). These floodplain maps are used by the City to ensure that floodplain management standards are applied to land development.

FIRMs may include regulatory floodways. A regulatory floodway refers to the channel of a river or other watercourse and adjacent land areas that must be reserved to discharge the base flood (100-year flood event). Land development in the floodway is highly regulated, as it considers potential impacts to the carrying capacity of the floodway and potential impacts to base flood elevations.

Figure 14 shows the regulatory floodway and floodplain within and around the study area. There are 3 parcels in the study area that are partially located in the 100-year floodplain, none of which include structures on their lot.

Figure 17: Regulatory Floodway and Floodplain Related to the Study Area



Given the presence of a SFHA in the study area, it is important that any site scenarios which propose new buildings and substantial improvements in the SFHA must be properly elevated. The City of La Crosse Code of Ordinances addresses the requirement for new development to manage stormwater impacts in Chapter 105 – Erosion Control and Stormwater Management, specifically Article III – Post-Construction Stormwater Management, Sections 105-50 through 105-60. One of the ways stormwater impacts have been addressed in some downtown developments is underground water storage tanks. Some developments downtown have included underground water storage tanks. Future development may incur additional cost to offset this environmental impact.

There are 13 parcels within the study area that are partially located in the 500-year floodplain. Regarding these 13 parcels:

- Seven do not have a structure on the lot (e.g. the former Xcel Energy site);
- Five have a structure or structures on the lot that are partially or completely within the floodplain (e.g. Oktoberfest grounds); and
- One has a structure on the lot, but not in the floodplain (i.e. Riverplace Apartments).

Notably, the parcel on which the Oktoberfest grounds are located as well as N. Front St. is largely within the 500-year floodplain. A regrade and reconstruction of N. Front St. is itemized, but currently labeled 'unfunded', in the city's recent Capital Improvement Plan (2026-2030). The project would help mitigate flash flooding by draining stormwater to the La Crosse River.

Figure 18: Oktoberfest Grounds.



Figure 19: Front Street North, looking north.



Transportation

Existing Facilities

A network of streets, sidewalks, paths, and bikeways provide multiple ways to access destinations in the study area. Segments of Front Street, 2nd Street North, La Crosse Street, Pine Street, Vine Street, and State Street are present in the study area, all of which are under local jurisdiction. These streets connect to a system of city-owned connectors and arterials as well as state- and federal-owned arterial roadways, including Highway 16 (La Crosse Street) and US-53. 2nd Street is classified as a minor arterial with an Average Annual Daily Traffic (AADT) of nearly 11,000 vehicles.

Sidewalks are present along both sides of each street in the study area and are in good condition. These sidewalks provide access not only to each destination in the study area but also Riverside Park, which has its own system of sidewalks and side paths. To the north, the 3 Rivers Trail is a shared-use path with a bridge that provides access to the Riverside North Trail. In addition to these trails, bicycle users can also access the 2nd Street Cycle Track; this is an approximately one-mile separated facility beginning at La Crosse Street to the north and ending at Market Street to the south.

Figure 15 illustrates the transportation network within and around the study area, including existing facilities and proposed improvements. The proposed improvements are based on recommendations from the City's recently published Bicycle and Master Plan Update (2024). The plan addresses a number of walking and biking barriers indicated by residents; regarding the study area, this includes US-53 at La Crosse Street. The 'Long Term Separated Facility' in the legend (red dashed line) refers to the US-53 Corridor Study and its preferred alternative, which is pending at the time of this study. A summary of the study is provided in Section II (Previous Plans, Studies, Reports).

Figure 20: Existing Transportation Network and Proposed Improvements



Parking

Off-Street Facilities and Supply. The study area includes 16 surface parking lots, of which two (next to the city-owned Light and Power building) are considered public and 14 are private. There are three properties that include indoor parking (RiverPlace Apartments, Landmark by the Rivers, and 333 Front

Figure 21: Off-Street Parking Facilities Around Study Area



Table 8: Off-Street Parking Facilities and Supply Around Study Area

Key	Type	Acres	# of Spaces
1	lot	0.41	47
2	lot	0.75	72
3	lot	2.29	188
4	lot	1.01	103
5	lot	0.29	24
6	lot	0.07	10
7	lot	0.05	3
8	lot	1.63	124
9	lot	1.99	179
10	lot	0.12	10
11	lot	1.40	147
12	lot	0.15	16
13	ramp	1.01	605
14	lot	0.56	72
15	lot	1.03	174
16	lot	0.11	14
17	lot	1.70	166
18	ramp	0.84	395
Total		15.42	2,350

Street), and one property that includes a detached at-grade parking garage (RiverPlace Apartments). For the purposes of scenario planning, this section also includes the Pine Street and Main Street parking ramps, which are adjacent to the study area. As previously mentioned, surface parking comprises 13.6 acres, or 29.2 percent of the study area; the addition of the parking ramps outside the area increases the acreage to 15.4 acres.

Put together, the surface parking lots and ramps include an estimated total of 2,350 off-street parking spaces. 43 percent of the parking spaces are public (largely due to the inclusion of the municipal parking ramps, with the disclaimer that 492 of the 605 parking spaces in the Pine Street ramp are permitted), and 57 percent of the parking spaces are private. This estimate was calculated using a desktop survey and data from the 2020 Downtown Parking Study. It is important to note that this estimate does not include the indoor parking spaces associated with the three properties above, nor does it include pending developments (e.g. mixed-use development on the site of the La Crosse Tribune building).

On-Street Facilities and Supply. Table 9 shows that there are an estimated 193 on-street parking spaces within the study area. This estimate was calculated using data from the 2020 Downtown Parking Study and compared against recent images via a desktop survey. The addition of the 2nd Street cycletrack resulted in an estimated loss of 29 parking spaces, and an additional 22 parking spaces adjacent to the Oktoberfest site were counted. Figure 16 does not include on-street facilities due to discrepancies between signage observed in the desktop survey and parking regulation types outlined in Table DT-2 in the 2020 Parking Study.

The 193 on-street parking spaces, paired with the 2,350 off-street parking spaces, results in a total of 2,543 parking spaces related to the study area.

Parking Demand, 10-Year Forecast. The 2020 Downtown Parking Study includes a detailed description of existing utilization rates as well as 5- and 10-year forecasts in and around the study area. Table 10 uses data from Table DT-12, 'Surplus/Deficit – Future 10 Years', from page 31 of the study. With the exception of Block 16A (100 Harborview Place) and 35A (which includes 333 Front Street and Grandstay Hotel), each block estimates a parking surplus over the next ten years. **This results in a net surplus of 1,049 parking spaces.**

Of course, Table 10 does not include development projects underway, conceptualized as part of this plan, or completed since the report was published. Further, given the boundaries articulated in the 2020 study, the table may not include all or a part of RiverPlace Apartments or the spaces on 2nd Street N and La Crosse Streets. It is also unknown whether or not the consultant included indoor parking spaces into the forecast.

Table 9: Supply of On-Street Parking Types by Block Within Study Area. Source: *Downtown Parking Study Update & Analysis of Expanded Areas, 2020.*

Block	2 hr	Remaining	Total
16A	28	16	44
29	25	0	25
35	29	0	29
35A	45	0	45
41	19	9	28
NE Gateway	0	22	22
Total	146	46	193

Table 10: 10-Year Surplus/Deficit Estimates of Parking by Block in and around Study Area. Source: *Downtown Parking Study Update & Analysis of Expanded Areas, 2020.*

Block	Vacant	Future 10 Year Demand	Public Total	Private Total	Public & Private Total	Gross	Net
16A	0	49	44	0	44	-5	-5
23	0	122	422	20	442	320	320
29	0	69	25	245	270	201	25
35	0	106	57	342	399	293	57
35A	0	274	45	213	258	-16	-16
36	12	50	640	93	733	683	640
41	17	100	28	192	220	120	28
Total	29	770	1,261	1,105	2,366	1,596	1,049

Stakeholder Engagement

Primary research via direct conversations and observations generates data specifically for the current project, moving beyond reliance on pre-existing information. The project team met with key stakeholders to answer two critical questions: How do individuals envision their interactions with this section of downtown La Crosse, and what are the specific interests of property owners regarding their properties in this area?

Stakeholder Selection and Process

Due to the small geographic area of this plan and the recent downtown plans that sought wide community input, the consultant team took a more narrow approach to stakeholder input for this plan.

The stakeholders consisted of representatives from the following groups:

- Property owners
- Business owners
- Explore La Crosse
- Xcel Energy

- Resident within the study area
- Downtown Neighborhood Association
- Wisconsin Department of Transportation (WisDOT)
- Oktoberfest
- City of La Crosse (including City staff and District 6 Council Member Chris Kahlow)

Stakeholders were invited to share input via interviews. In total, the project team conducted a total of nine virtual interviews. These interviews began in August 2024 and occurred throughout the project. All stakeholders were informed of plan progress via email correspondence as well as an in-person meeting with City staff on January 30, 2025.

Stakeholders provided a wide range of input on the existing conditions of the study area and were asked to give feedback on each iteration of the site concept. This input led to a series of revisions to the site concept which occurred from February to May 2025. The draft plan was also presented to the following groups:

- Downtown Neighborhood Association (September 16, 2025);

- La Crosse City Plan Commission (November 3, 2025);
- La Crosse Judiciary and Administration Committee (November 4, 2025); and,
- La Crosse Common Council Meeting (November 13, 2025).

Key Themes

The stakeholder interviews yielded valuable insight on a number of issues and opportunities. For the purposes of this report, their input has been organized under five key themes:

1. Development Opportunities and Challenges

- **Desirable Area for Development:** Proximity to downtown and to water is attractive to developers. This is a connective area from new development at River Point to the historic downtown.
- **An ideal study area for key demographics:** Focusing particularly on young professionals and empty nesters.
- **Phased Development:** Projects like The Chalmers Residences are phased

due to market absorption and financing constraints.

- **Mixed-Use and Residential Growth:** There's strong interest in luxury and market-rate housing, but concerns about oversupply and softening demand exist. Some folks suggested a 'wait and see' approach, once River Point and the forthcoming development from T. Wall Enterprises is finished.
- **City Collaboration:** Mixed experiences—some developers report good relationships with the city (e.g., TIF approvals), while others cite lack of transparency or support.
- **Welcoming New Developments without Compromising Character:** Stakeholders value maintaining existing building stock and urban character while ensuring new developments complement—not replicate—existing historic architecture. Some concern expressed over the health of downtown business and how new development in this area along with River Point might cause additional challenges to the downtown core.
- **Multiple Viewpoints:** There are property owners within the study boundary who wish to invest and develop, and others who are taking a 'wait and see' approach.

2. Recreation, Entertainment, and Cultural Amenities

- **Strong Support for a Public Market:** Multiple stakeholders (residents, developers, Oktoberfest team) see potential in a public market or food hall, especially if it complements existing assets like the food co-op.
- **Cultural and Community Spaces:** Ideas include music venues, cultural centers, and

indoor/outdoor event spaces.

- **Bar-Free Evening Activities:** There is a desire for more non-bar nighttime activities and family-friendly options.
- **Oktoberfest as a Key Partner:** Oktoberfest is interested in a more permanent facility, and is willing to partner with other tenants (e.g. public market) as well as other potential event/entertainment experiences.

3. Tourism and Events as Economic Drivers

- **Oktoberfest's Central Role:** Generates significant revenue and attendance; stakeholders emphasize the need for a long-term home and infrastructure improvements.
- **Year-Round Activation:** Interest in expanding use of festival grounds beyond Oktoberfest, including winter events and community programming.
- **Tourism Trends:** Growth in leisure travel, birding, conventions, and sports events. Stakeholders want to better capture visitor spending downtown, specifically for dining and overnight stays.



- **Desire to Build a Hub:** The Discovery Campus vision promotes local, regional, and national visitors to the area via vehicle and boat traffic.

4. Connectivity, Mobility, and Parking

- **Disconnection from Downtown:** The study area feels isolated due to large surface lots and underutilized spaces.
- **Desire for Walkability:** Stakeholders prefer pedestrian- and bike-friendly infrastructure over new roads. Surface parking is seen as a barrier to vibrancy.
- **Parking Challenges:** Especially during events like Oktoberfest. Some support for shuttles and better parking management.

5. Community Identity and First Impressions

- **Cultural Representation:** Calls to highlight local cultures, including Hmong and Ho-Chunk communities, through markets, events, and public spaces.
- **Authenticity and Localism:** Emphasis on supporting local businesses, arts, and organic farmers. Comparisons to cities like Winona and Eau Claire for their authentic, arts-driven development.
- **District Identity and Feel:** Desire to make a strong first impression as visitors and residents access downtown from US-53 south, with interest of having the study area be a 'gateway' into the downtown.
- **Aesthetic Improvements:** Stakeholders expressed desire to see Oktoberfest grounds aesthetically enhanced as the area provides a first impression of the community especially to hotel visitors nearby.

Study Area Concept

Design Goals

Based on the plan review findings as well as stakeholder input, the project team developed a set of goals that informed the conceptual design process for the study area. These goals are detailed below and associated with specific site improvements in subsequent pages.



Goal 1: Provide something for everyone at a regional level.

The ‘Previous Plans, Studies, and Reports’ section highlights the importance of creating a study area that can serve residents and visitors alike. It is important that the study area concept visualizes a mixed-use environment where commercial, residential, entertainment, and recreational uses are woven together, resulting in a place that is a destination for both community members and regional tourists. A variety of destinations leads to a more active place all day and all week, as well as year-round.



Goal 2: Elevate established, successful places that are regional destinations.

Previous sections of the plan have underscored the fact that the study area is a hub of activity, with places like Riverside Park and the Oktoberfest grounds being significant regional destinations. It is important that the study area concept highlight these places, showcase potential improvements, and ensure that they are visible and well-connected amongst new or proposed redevelopments.

Goal 3: Integrate the study area into downtown.

Like many historic downtowns, a defining feature of Downtown La Crosse is its assembly of buildings which face the street, share party walls, and occupy the lot line with little to no setback. This results in an urban environment which is oriented to the pedestrian, promotes visual connectivity, and ultimately contributes to its cohesive sense of place. It is important for the study area concept to employ similar features where possible and address concerns of the study area feeling isolated or disconnected from downtown.

Figure-Ground Diagramming

A figure-ground diagram is a two-dimensional mapping technique that illustrates the relationship between built and unbuilt spaces in urban environments. It visually represents land coverage, where buildings are depicted as solid masses (the "figure") and open spaces such as streets, parks, and plazas are shown as voids (the "ground"). This type of diagram is useful

Figure 22: Figure-Ground Diagram, Study Area



for urban design and site conceptualization, as it helps analyze the spatial organization of a city.

Pictured below are figure-ground diagrams of the study area as well as downtown La Crosse and surrounding areas, both of which are the same scale. The contrast in figure and ground is evident; downtown as shown includes 124 buildings, of which 29 are in the downtown historic district, and the study area includes 21 buildings. Surface parking currently comprises nearly 30 percent of the study area.

These diagrams illustrate the importance of referencing—but not emulating—the urban form of downtown La Crosse. Referencing the built environment of downtown is a means to create a site concept that feels 'connected' to the downtown. However, it is important to note that the study area includes distinct land uses (e.g. Riverside Park, Oktoberfest grounds) that, while not captured in a figure, is an asset to the study area and community at large.

Figure 23: Figure-Ground Diagram, Downtown





Goal 4: Identify and illustrate opportunities for future vibrant destinations.

The study area is dynamic, and redevelopment plans for multiple properties are underway at the time of this report. It is important for the study area concept not only to incorporate these redevelopment plans but also to illustrate future 'opportunity sites', with proposed uses that complement existing ones and further promote a vibrant district.



Goal 5: Improve connectivity for people walking and biking.

Previous plans and studies have underscored the importance of providing a safe, comfortable, and connected network of walking and biking facilities. It is important for the study area concept to reflect proposed spot improvements and network-wide improvements, particularly those that address gaps in the network and enhance safety.

Figure 24: Sanborn Fire Insurance Map of Study Area, 1906.

Source: Library of Congress



Design Process

The project team began by referencing archival Sanborn Fire Insurance Company maps from the Library of Congress. Sanborn maps from 1884 and 1906 illustrate rail lines and spurs associated with the Chicago Milwaukee & St. Paul Railroad. While no longer visible, this rail line shaped the development pattern in the study area. Warehouses, a coal shed, a tannery, and flour mills were among the many industrial uses in close proximity to the rail line. The original freight depot pictured in the maps now serves as the Freighthouse restaurant, and rights-of-way including Front Street, North 2nd Street, and Vine Street are still present today. These streets were used as a basis for the first round of design, which consisted of strategies to create a ‘corridor’ feel along Front Street while identifying areas that feel disconnected due to the lack of a street grid. This was done as a means to illustrate potential

Figure 25: Design Exercise, Presence or Absence of Grid Connectivity.



connectivity between the site and downtown as well as identify places where site massing could occur.

The project team preliminarily produced two site concepts. The first concept included zero lot line site massing along both sides of Front Street, terminating in a new vista that would serve as a prominent entrance to the Oktoberfest grounds. The second concept retained the existing right-of-way along Front Street, which curves westward. The final concept better reflects the preferences of adjacent property owners who prefer the existing road network layout and anticipates that a road reconstruction to be cost-prohibitive to the city.

These original concepts were then shared with city staff and stakeholders in a series of meetings from December 2024-June 2025. During this period, stakeholders shared a wide range of comments that

- resulted in a number of revisions, including:
- Adding building footprints of proposed developments, including the Discovery Campus;
 - Modifying building footprints and their frontage along the street;
 - Extending the boundaries of the study area two blocks to the south;
 - Illustrating the boundaries of the Oktoberfest grounds to better delineate between the grounds and adjacent uses;
 - Illustrating amenities (e.g. dog park) and features (e.g. street trees); and
 - Illustrating building footprints outside the study area for additional context.

Concept Overview

Aerials and Perspectives

Based on the changes outlined above, the project team developed a set of revised concepts for the study area. This includes both plan views and perspective views, all of which are rooted in the design goals. The concepts allow a wide range of people—business owners, property owners, prospective developers, and more—the opportunity to see site-specific improvements and how proposed buildings interact with each other.

Figure 30: Aerial Perspective, Final Study Area Concept, Looking Northwest.

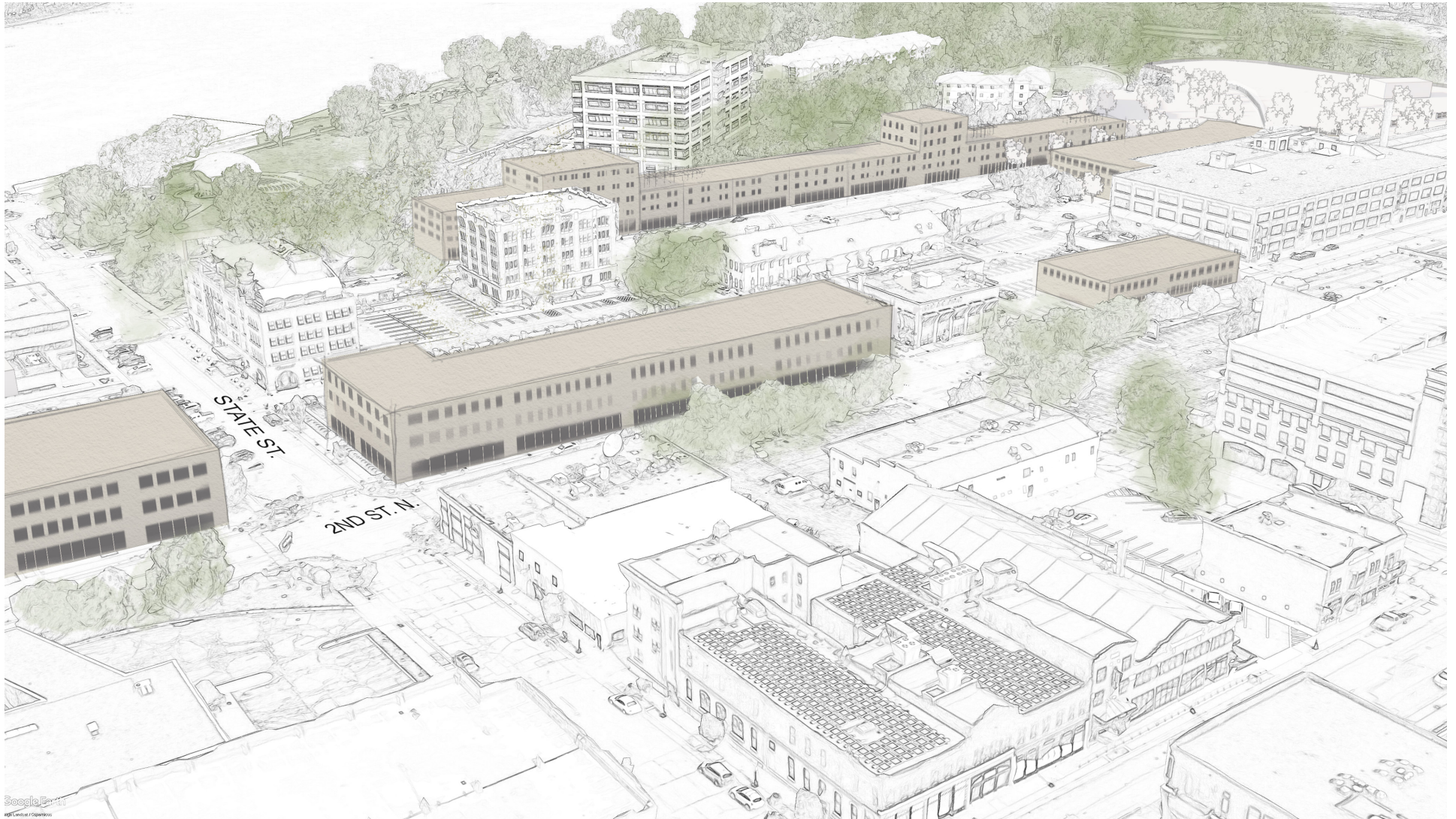
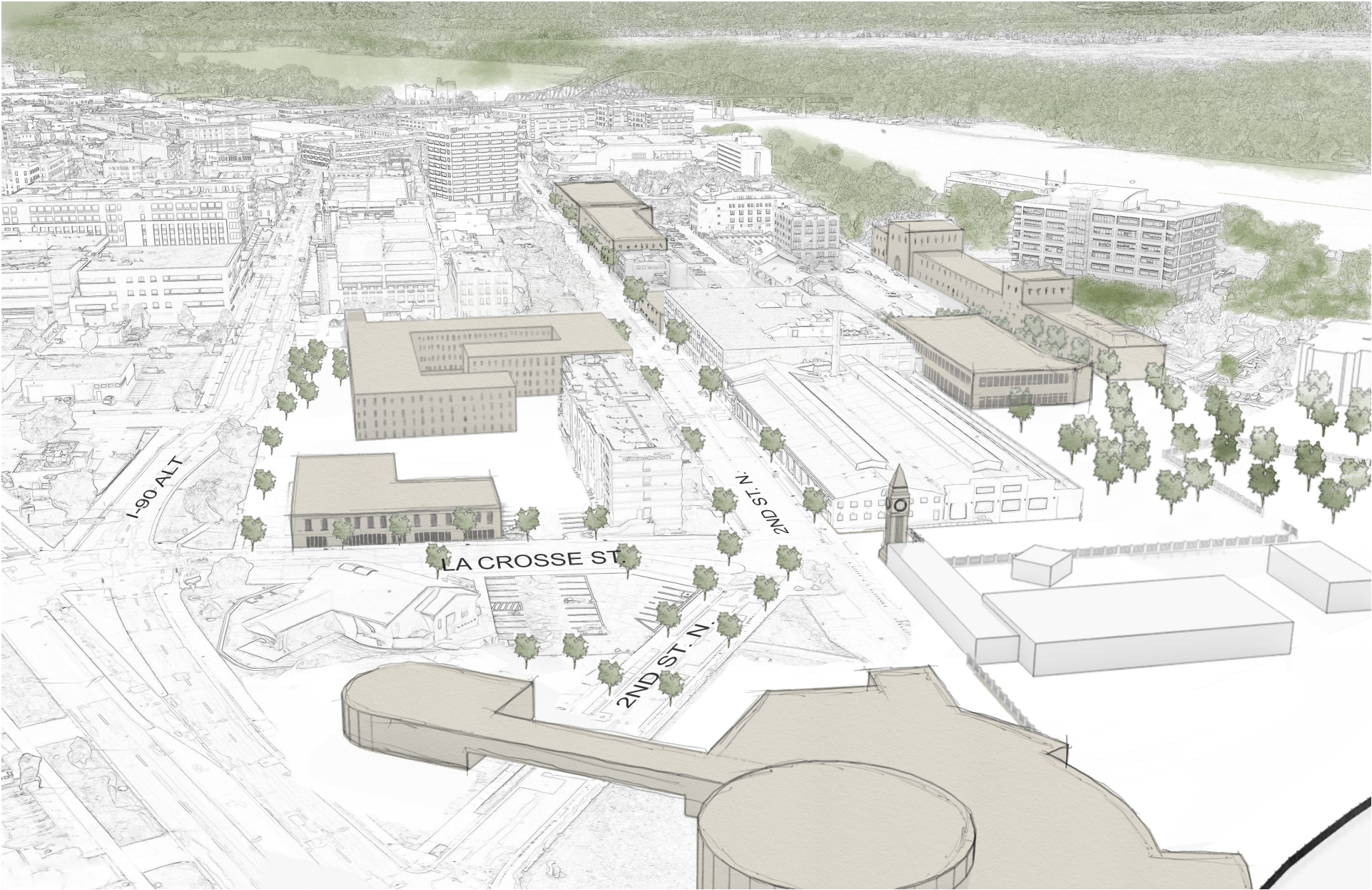


Figure 31: Aerial Perspective, Final Study Area Concept, Looking South.



Land Use Overview

The study area concept maintains the same boundary as it was visualized in the Existing Conditions section: 46.5 acres, or approximately 2,025,750 square feet, of space. The proposed land uses differ from the existing land uses in the following ways:

- Building footprints occupy a larger share of the study area at 13 acres (or 28 percent of the study area), which is due to the addition of 11 proposed buildings (including two potential locations for a public market);
- Off-street surface parking, which previously occupied nearly 30 percent of the study area, would be reduced from 13.5 to 8.2 acres (or approximately 18 percent of the study area).
- Open space is increased nominally by 1.5 acres; and
- The Oktoberfest grounds retain their existing footprint of 4.34 acres; and
- Right of way is decreased nominally, which

Figure 33: Proposed Land Use in Study Area with Opportunity Sites.



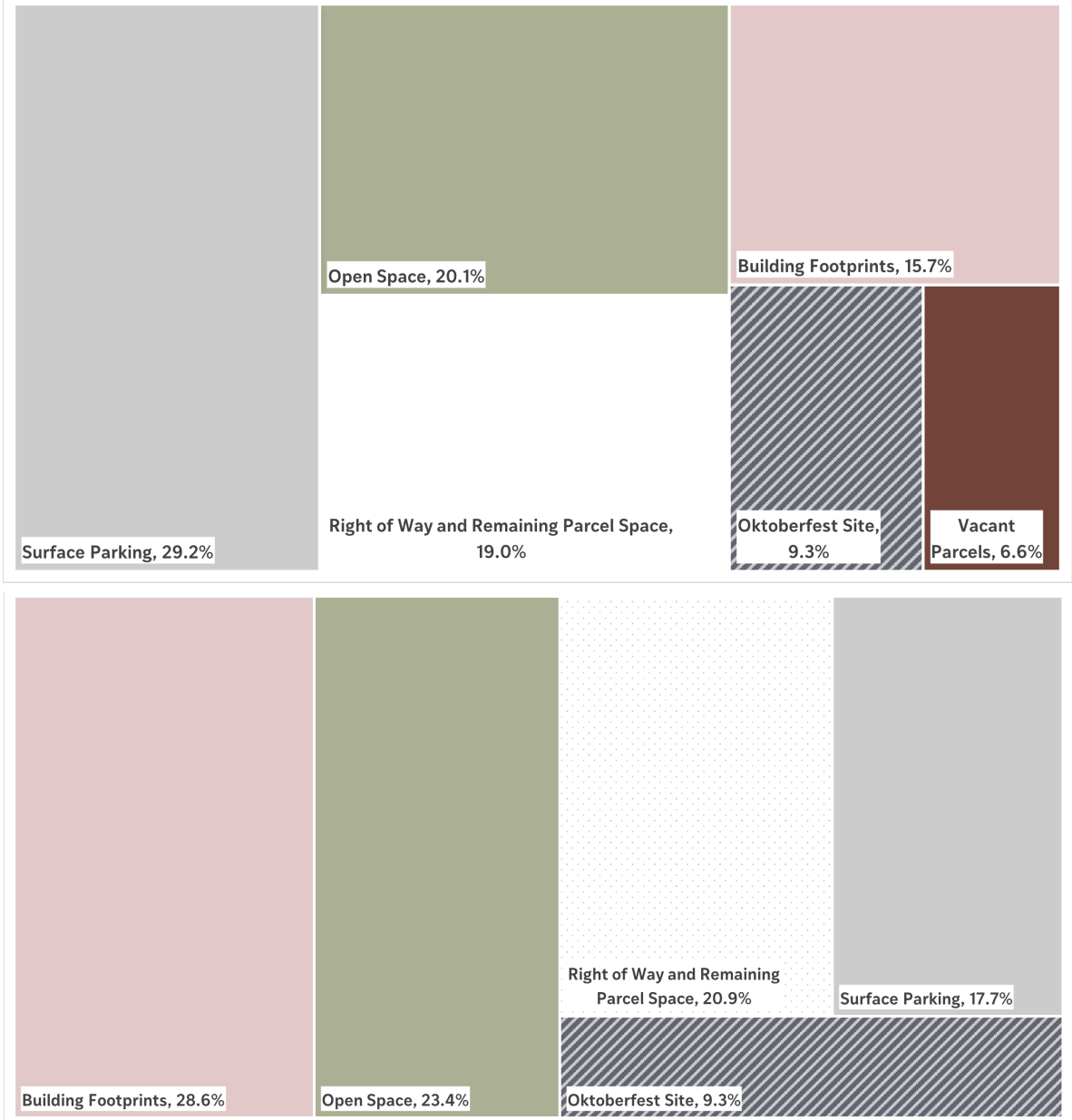
may be attributed to remaining parcel and terrace space.

Figure 33 illustrates the proposed land use data by percentage, while Table 11 compares the area of both existing and proposed land uses. While not visualized, it should be noted that the proposed building footprints in the study

Table 11: Comparison of Existing and Proposed Land Uses, by Acre.

Land Uses	Existing Area (Ac)	Proposed Area (Ac)	Difference (%)
Building Footprints	7.29	13.29	82.3%
Vacant Parcels	3.09	0	-100%
Oktoberfest Grounds	4.34	4.34	0%
Surface Parking	13.57	8.2	-39.3%
Open Space	9.34	10.89	17%
Right of Way and Remaining Parcel Space	8.85	9.73	10%
Total	46.48	46.48	

Figure 34: Percentages of Existing and Proposed Land Use in Study Area.



area concept are located outside of the 100-year floodplain.

Opportunity Sites

The study area concept includes a total of 30 properties, 19 of which are existing, and 11 of which are proposed. These buildings, along with key existing properties, are considered 'Opportunity Sites' for redevelopment or proposed improvements. A brief description of each opportunity site follows.

Site 1: Discovery Campus

The proposed Discovery Campus would occupy the vacant site currently owned by Xcel Energy at the corner of US-53 and 2nd Street North. The concepts shown in the above figures represent a planning-level interpretation of the 2023 Discovery Campus Overview document, which is summarized in the 'Previous Plans, Studies, and Reports' section. The campus would serve as a gateway to downtown from the north and house a variety of natural, cultural, and recreational activities, including the La Crosse County Historical Society Museum, the Great River Road Experience, the Dahl Auto Museum, and more.

It should be noted that the building footprint for the proposed Discovery Campus extends onto the existing city-owned Light and Power building (621 3rd Street North). Additional discussion between the City of La Crosse and Discovery Campus representatives will need to occur to determine if the Light and Power building is demolished or integrated into the overall footprint.

Proposed Use: Commercial, recreational and cultural

Applicable Design Goals: Goal 1; Goal 4; Goal 5.

Site 2: Oktoberfest Grounds

The Oktoberfest grounds are located directly west of the proposed Discovery Campus and south of the La Crosse River. The site, which is mostly paved with asphalt, includes six buildings which are used not only for the annual Oktoberfest event but also for administrative purposes.

The proposed improvements are rooted in stakeholder input and reflect a desire to invest in aesthetic improvements which would further distinguish the grounds. This includes constructing a landmark element to distinguish the site as a destination via a German-inspired clock tower to mark the entrance. Additional proposed improvements include replacing the chain link perimeter fencing with masonry and black metal fencing to enhance the curb appeal and to

Figure 35: Precedent Image of Masonry Fencing for Consideration at Oktoberfest Grounds, etc.



delineate the grounds from adjacent uses. An opportunity also lies within the grounds for adding a semi-permanent stage for musical or theater events to further activate the space year-round.

Proposed Use: Commercial

Applicable Design Goals: Goal 1; Goal 2

Site 3: Public Market

Previous plans and stakeholder discussions have underscored the desire to have a public market within the study area, particularly one that is close to the Oktoberfest grounds and could result in programming opportunities between both entities. The study area concept includes two possible locations for a public market, the first of which

Figure 36: Precedent Image of German Clock Tower as Inspiration for Oktoberfest Entrance.



could occupy the ca. 1914 portion of the Landmark By the Rivers building. This portion of the property, which is currently being used for parking and programming, would meet the square footage requirements outlined in the city's Public Market Site Analysis (2020). Locating within the existing building may fulfill two goals: providing space for the public market while filling underutilized space within the building. The feasibility of this site being used for a public market would require coordination between its property owner, the City of La Crosse, and adjacent property owners.

Proposed Use: Commercial

Applicable Design Goals: Goal 1; Goal 4

Site 4: Alternate Public Market

If agreements on the public market within the Landmark Building cannot be reached, the consultant team identified a second location for a public market upon the parking lot associated with 333 N. Front Street. This option would provide a standalone brick-and-mortar facility in close proximity to proposed mixed-use and residential properties, described below. A two-story structure on the proposed footprint would also meet the square footage requirements outlined in the city's Public Market Site Analysis (2020), which is roughly 30,000-35,000 square feet. This site has the added benefit of a path connection to Riverside Park in close proximity and could offer a nice connection between public park space and the market. The feasibility of this site being used for a public market would require coordination between its property owner, the City of La Crosse, and adjacent property owners. Given this site would mean new construction for a public market building and could be separately parceled, this gives an opportunity for a wholly City-owned market.

Proposed Use: Commercial

Applicable Design Goals: Goal 1; Goal 4

Site 5: Residential

This site currently consists of open space located to the east of Riverplace Apartments on the northern extent of the study area. The proposed building would be a three-story residential property totaling approximately 20,000 square feet. The property would be within steps of Riverside Park and nearby trails as well as a proposed dog park using existing green space to the north.

Proposed Use: Residential

Applicable Design Goals: Goal 1; Goal 4

Site 6: Mixed Use

This site is located directly east of the parking lot associated with 333 N. Front Street and currently consists of parking and landscaping. The proposed building would be a three-story, 60,000 square foot property, with commercial use(s) on the first floor and residential uses on the second and third floors. The property would be sited along the lot line facing Front Street and include an arched entry off of Front Street, providing access to both existing buildings and the Alternate Public Market.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 7: Mixed Use

This site is located on a parking lot located at the southwest corner of Landmark by the Rivers (429 2nd Street North). The proposed building would be a three story, 85,000 square foot property, with commercial (use)s on the first floor and residential uses on the second and third floors. Together with Sites 6 and 8, the properties would contribute to

a corridor feel along Front Street. Parking could be situated off the rear of the building as needed.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4 , Goal 5

Site 8: Mixed Use

This site is located on a parking lot associated with 333 N. Front Street as well as green space to the south. The proposed building would be a three-story, 90,000 square foot property, with commercial use(s) on the first floor and residential uses on the second and third floors. Similar to Site 6, the property would be sited along the lot line facing Front Street North and include an arched pass-through to connect to the existing path that aligns with Vine Street.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 9: Mixed Use

This site is located on 2nd Street North between Vine and State streets, which is currently being used for surface parking. The proposed building would be a four-story, 104,000 square foot property, with commercial use(s) on the first floor and residential uses on the 2nd-4th floors. The concept shows two primary facades on 2nd Street North as well as State Street, with parking in the rear of the property.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 10: Mixed Use

This site is located at the southwest corner of 2nd Street North and State Street and is currently being

used for surface parking. The proposed building would be a four story, 139,000 square foot property, with commercial use(s) on the first floor and residential uses on the 2nd-4th floors. Similar to Mixed Use 4, the concept shows two primary facades on 2nd Street North as well as State Street. The remainder of the site consists of existing surface parking.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 11: Commercial

This site is located on a parking lot at southwest corner of US-53 and La Crosse Street. The proposed building would be a two story, 25,000 square foot property, consisting exclusively of commercial uses.

Proposed Use: Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 12: Commercial

This site is located on a parking lot associated with Landmark by the Rivers at the southwest corner of 2nd Street North and Pine Street. The proposed building would be a two story, mixed-use, 38,000 square foot property.

Proposed Use: Mixed-Use

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 13: Multi-Family

This site represents the Chalmers Residences, which is a planned redevelopment located at 215 Pine Street and 401 3rd Street North. The developer proposes to construct a four-story, 228,000 square feet multifamily development that will take advantage of the lot formerly occupied by the La Crosse Tribune building. The proposed development, which will be conducted in three phases, will include one level of

Figure 37: Concept of the Discovery Campus. Source: Representative of Discovery Campus, Inc. The figure does not indicate a final design nor is it a construction document.



Figure 38: Rendering of The Chalmers Residences. Source: La Crosse Tribune.



underground parking, approximately 260 residential units and 5,500 square feet of commercial space. The underground parking will include 170 parking spaces, and the remaining parking demand will be met by the adjacent Pine Street ramp in which the development will lease approximately 120-160 stalls from the city. The development aligns with multiple goals outlined in adopted city plans including the city's Comprehensive Plan, which strongly emphasizes infill development.

The building footprint as shown in Figure 33 is for illustrative purposes only and may vary from the footprint as shown in developer materials.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 4

Site 14: Dog Park

This site utilizes the remaining green space to the north for an additional dog park. There is a dog park south of this site, however space is limited. Additional facilities would be a benefit especially to the residences of new and proposed buildings.

Recommendation: Parking Lot Planters

Temporary planters installed between parking lots and sidewalks deliver a range of practical and aesthetic benefits. They beautify a space with greenery and visually 'soften' large sections of asphalt and concrete. They create a physical buffer that can help drivers perceive spatial boundaries, enhance pedestrian safety. Further, they can be repositioned or removed as needs change, all at a lower cost and with less maintenance than permanent infrastructure.

The precedent images illustrate tall, substantial planters, which is recommended in the study area due to the large amount of surface parking lots. Although each of the 18 surface parking lots in the study could benefit from the addition of temporary planters, the lots with frontage along city-owned streets including Front Street and 2nd Street could benefit the most. The planters could be placed on the city-owned

Figure 39: Precedent Image, Parking Lot Planters.



Figure 40: Precedent Image, Parking Lot Planters.



terrace and could help frame the street in the meantime.

Programming Opportunities

Oktoberfest staff have expressed interest in further activating their grounds not only during Oktoberfest but also year-round. This hinges on programming a variety of mutually reinforcing events. For example, a permanent beer hall could anchor daily foot traffic at a local and regional scale, while rotating museum exhibits from Discovery Campus next door can keep the narrative fresh for repeat visitors. During peak seasons, a nearby public market could expand into a curated vendor showcase. Food and beer options, among other things, would enhance the public market appeal and help turn the Oktoberfest grounds in a destination that complements rather than competes with the main festival.

Outside of Oktoberfest, the site becomes the natural trailhead for a regional cycling network. Way-finding kiosks, secure bike parking and pop-up repair stations encourage riders to explore the miles of connected paths, then return for refreshments.

Figure 41: Excerpt from US-53 Corridor Study Exhibit. Source: WisDOT



Roundabout Option

- ▶ Two-lane roundabout
- ▶ Shared-use path system to facilitate bicycle and pedestrian traffic
- ▶ Enhanced crosswalks for all approaches (Raised Crosswalks, Rectangular Rapid Flashing Beacons, or Pedestrian Hybrid Beacons).

The natural environment ties back to the potential exhibits within the Discovery Campus. Great River Trail-related events and bird-watching festivals, for example, could be staged simultaneously on both properties, creating larger-scale events that draw bigger crowds, lengthen stays, and reinforce the area as a must-visit cultural and recreational corridor.

Transportation

Proposed Facility Improvements

The study area concept retains its existing block structure and its existing right of way. No new roads are proposed, and the existing sidewalk network remains intact. Both city- and state-level capital improvements may occur along road segments within and around the study area, which could have implications for the phasing of redevelopment projects in select areas. This includes:

US-53: This roadway, which is located to the east of the study area, is the subject of a corridor study being conducted by WisDOT at the time of this

report. The purpose of the study is to develop alternatives that improve safety and address traffic operations concerns where practicable, while addressing existing and projected infrastructure needs through the design year (2050).

The study limits for the US-53 corridor are from WIS 35 to I-90 which is approximately 4.3 miles in length. The segment most relevant to the study area is from Division Street to the La Crosse River. The corridor study proposes two alternatives—Alternative 1, Alternative 2—and each have their own sub-alternative (1A, and 2A). WisDOT has selected Alternative 1 as the Recommended Alternative, which includes a variety of improvements related to traffic safety, traffic operations, bike and pedestrian access, pavement replacement, and utility repair/replacement. Notable improvements related to the study area include:

- Converting the intersection of US-53 and La Crosse Street to a two-lane roundabout, with a shared-use path system, enhanced crosswalks at all approaches, and pedestrian refuge islands;
- Bicycle facilities along both sides of the US-53 corridor, including a street-level bike lane or cycle track over the La Crosse River; and
- Installation of two Rectangular Rapid Flashing Beacons (RRFB) one at the north end of the US-53 bridge over the La Crosse river, and one midblock along northbound US-53 between Badger and Vine Streets.

Front Street North: The segment of Front Street North that is located in the study area is also within a 500-year floodplain, and flash flood events have occurred. The City of La Crosse 2026-2030 Capital Improvement Plan details the proposed regrade and reconstruction of Front Street North from Vine

Street to its termination at the north cul-de-sac. Such a project would not only help mitigate flash flooding by draining the storm water to the La Crosse River but would also include new curb, gutter, and pavement. This project is noted as an unfunded request with a timeline of 2027-2031.

It should be noted that the roundabout option in the first bullet above is considered a recommended option at the time of this report. The roundabout option would require property acquisition compared to the signalized alternative, and some changes to driveway access and parking facilities would occur. Should the intersection of US-53 and La Crosse be retained, the corridor study proposes a number of intersection improvements including new signal infrastructure and operation improvements, crosswalk and bike lane markings, and pedestrian refuge islands.

A Preferred Alternative will be selected in Winter 2026, followed by a signed environmental document.

Additionally, the study area concept retains all of the existing bicycle facilities as well as the proposed facilities recommended in the approved 2024 Bicycle and Pedestrian Master Plan Update, including:

- Constructing a shared-use facility on Pine Street from 8th Street North to Front Street North;
- Adding a separated facility on La Crosse Street to 2nd Street North.

Figure 42 illustrates all existing and proposed bicycle and pedestrian facilities alongside proposed building and parking. Note that the map proposes extending the proposed separated bike facility on Vine Street one block to the west. This would further facilitate a comfortable ride that terminates at a prominent entrance to Riverside Park. It should be noted that Figure 42 does not illustrate a 'Festival Street' to between the Oktoberfest grounds and the ca. 1914 section of Landmark by the Rivers. While there is potential for a festival street to occur in the future,

Figure 42: Existing and Proposed Bicycle and Pedestrian Facilities alongside Opportunity Sites. Source: 2024 La Crosse Bicycle and Pedestrian Master Plan.



leaving the pavement as is can still facilitate programming between both sites for Oktoberfest and other potential activities.

Parking

The study area concept maintains existing on-street parking and includes 17 off-street parking facilities, of which 15 are surface parking lots located in the study area and two are city-owned parking ramps just outside the study area. The repurposing of some of these facilities for development results in a reduction of surface parking area from 15.4 acres to 10.8 acres, or nearly 35 percent. In turn, this results in a reduction in the number of parking spaces from 2,543 (193 on-street, 2,350 off-street) to 2,081, or 18 percent. Table 12 compares area by square footage and acreage as well as estimated parking spaces for both the existing study area and the proposed concept.

The estimated number of parking spaces for the study area concept was based on the following assumptions and guidance:

- Existing parking facilities that remain unaltered in the proposed concept maintain their estimated number of spaces, which is documented in the Existing Conditions section. These estimates were calculated using a desktop survey and data from the 2020 Downtown Parking Study. It is important to note that the counts from the desktop survey are estimates. Pavement markings for each space can be faded or obscured by parked vehicles, which may affect the total count.
- The estimated parking spaces for proposed parking facilities—new facilities and altered facilities due to a building development—are based on the following assumptions: 160 square feet for each parking space, and

Table 12: Comparison of Proposed and Existing Parking, On- and Off- Street.

Area (SF)		Area (Ac)		Parking Spaces (On- and Off-Street)	
Proposed:	439,485	Proposed:	10.08	Proposed, Total:	2,081
Existing:	671,732	Existing:	15.42	Existing, Total:	2,543
Difference:	(232,247)	Difference:	(5.34)	Difference:	(462)
%	-32.57%	%	-34.62%	%	-18.1%

a set-aside of 40 percent for circulation and landscaping within each facility.

- The proposed redevelopments in the previous section do not include a set-aside for minimum parking. This is in accordance with Ordinance No. 5317 (Adopted 12/21/24), which eliminates off-street parking requirements in all zoning districts.
- The estimate does not include the indoor parking spaces associated with RiverPlace Apartments, Landmark by the Rivers, and 333 Front Street.
- On-street parking spaces maintain their estimated number of spaces as documented in the Existing Conditions section.

The 2020 Downtown Parking Study includes a 5- and 10-year surplus/deficit forecasts of blocks in and around the study area. With the exception of Block 16a (10 Harborview Place, deficit of 5 spaces) and 35a (which includes 333 Front Street North and GrandStay Hotel, deficit of 16 spaces), each block estimates a parking surplus which results in a total surplus of 1,049 spaces over a ten-year forecast from the time of the study (2021-2031). This estimated surplus could absorb the estimated loss of 462 parking spaces noted above by the proposed

development; however, there would remain a surplus of 587 parking spaces. It is important to note:

- This estimate does not calculate potential parking needs associated with the Discovery Campus project.
- This estimate does not incorporate the parking associated with The Chalmers Residences (Site 13), which consists of 170 underground parking spaces and 120-160 leased spaces from the Pine Street Ramp. If incorporated, it would result in a surplus of 427-467 spaces.

The estimated surplus of 1,049 spaces over the 2021-2031 time period could absorb the potential loss of 462 parking spaces indicated by the redevelopment concept plan, leaving a surplus of 587 parking spaces.

- It is unknown whether or not the consultant associated with the 2020 Downtown Parking Study included indoor parking spaces into the forecast, which could absorb demand at their respective source.

Housing Demand

Many of the proposed buildings within the study area include residential space. The La Crosse Housing Study conducted in 2024 recommended up to 116 rental units be constructed per year for a total of 466 rental units by 2030. Of the eighteen neighborhoods identified as opportunity areas for residential development, only the downtown neighborhood was explicitly identified for medium to high density development.

Table 13: Proposed Residential Units by Property Name

Property Name	Proposed Residential Units
Site 5: Residential (next to Riverplace Apartments)	17
Site 6: Mixed-Use (next to 'alternate public market')	33
Site 7: Mixed-Use (NE corner of Front St and 'bike/ped access)	46
Site 8: Mixed-Use (NW corner of Front St by Vine St)	50
Site 9: Mixed-Use (SW corner of 2nd and Vine St)	64
Site 10: Mixed-Use (SW corner of 2nd and State)	85
Site 12: Mixed-Use (SW corner of 2nd and Pine St)	10
Site 13: Multi-Family (The Chalmers Residences first two phases)	181
Total	486
Note: The Chalmers Residences has been approved by the Plan Commission and has a development agreement in place for all three phases. The number of units for the other properties is an estimate only based on the identified assumptions which are subject to change.	

Table 13 illustrates the approximate number of units by property name within the study area and timing of potential development. This information is based on the proposed building square foot (SF) footprint, number of residential stories, and assuming the average unit is 980 SF and approximately 20% of the building SF is for circulation.

Business Demand

Given the direction of plans for La Crosse as a whole, the downtown in general, data gathered to-date, and stakeholder input regarding desired uses within the study area, a void analysis of the types of retail, food, office, and medical office was conducted using Placer.ai. (Placer.ai is a location analytics provider that analyzes locations or geographic areas by audience type.)

Analysis identifies the most compatible retail tenants for a specific vacant space that is the best fit for the property and its surrounding market, whether it is a part of a shopping center, standalone building, or even an undeveloped parcel of land. Using a blend of demographic data, retail behavior, and tenant performance, the list of suitable retailers are also given a Relative Fit Score—a score that reflects how well that tenant aligns with the property’s characteristics and market conditions. (More information about the Relative Fit Score may be found in the appendix.)

The following tables are intended to demonstrate the types of potential tenants the site could attract, and the amount of space required for the tenant. The examples provided are not recommendations of specific tenants, but a sample of the type of establishments that may be successful.

Void

Table 14: Up to 5,000 Tenant Space

Potential Tenants	Sub Category	Min Size	Max Size	Relative Fit Score	Avg. Monthly FT
Royal Tobacco	Smoke Shop	2,178	2,178	100.01	10,247
Bluff View Bank	Bank	3,946	3,946	100.01	1,511
Buck's Bar & Grill	Bar	N/A	N/A	100.01	1,724
Bonnie Rae's Cafe	Cafe	4,069	4,069	97.02	2,136
First Choice Dental	Dentist's Office	2,565	12,060	N/A	1,248

Table 15: 5,000-10,000 SF Tenant Space

Potential Tenants	Sub Category	Min Size	Max Size	Relative Fit Score	Avg. Monthly FT
Audio Designs	Electronics Store	N/A	N/A	100.0	2,017
Shari's Sports Saloon & Lanes	Bowling Alley	5,681	5,681	96.2	2,689
Falls Florist & Greenhouse	Flower Shop	N/A	N/A	95.6	1,556
Buck's Bar & Grill	Bar	N/A	N/A	100.01	1,724
Pioneer Club	Bar	7,441	7,441	98.9	2,554
Altra Federal Credit Union Winona Branch	Bank	7,866	7,866	100.0	9,056

Filters:	
Expansion Rate National Level:	High Growth (>30%), Slow Growth (>10%)
Expansion Rate State Level:	High Growth (>30%), Slow Growth (>10%)
Exclude Chains with Missing Data:	FALSE
Chain Operate in State:	FALSE
Nearest Location (mi):	2 - 150
Space Size (sq ft):	564.31 - 5000
Category & Sub-category:	Beauty & Spa; Bike Shop; Sporting Goods Shop; Fitness; Electronic Stores; Clothing; Stores & Services; Fashion Accessories; Attractions; Pet Stores & Services; Hobbies, Gifts & Crafts; Drugstores and Pharmacies Breakfast, Coffee, Bakeries & Dessert Shops; Restaurants; Bars & Pubs; Groceries
	Doctor and Health Professional Offices, Home Health Care and Supply Banks & Financial Services, Workplace

Filters:	
Expansion Rate National Level:	High Growth (>30%), Slow Growth (>10%)
Expansion Rate State Level:	High Growth (>30%), Slow Growth (>10%)
Exclude Chains with Missing Data:	FALSE
Chain Operate in State:	FALSE
Nearest Location (mi):	2 - 150
Space Size (sq ft):	564.31 - 5000
Category & Sub-category:	Bike Shop; Sporting Goods Shop; Clothing; Stop & Service; Toy / Game Store; Fitness; Attractions; Pet Stores & Services; Hobbies, Gifts & Crafts; Electronic Stores Breakfast, Coffee, Bakeries & Dessert Shops; Restaurants; Bars & Pubs; Groceries
	Doctor and Health Professional Offices, Home Health Care and Supply Banks & Financial Services, Workplace

Table 16: 10,001-20,000 Tenant Space

Potential Tenants	Sub Category	Min Size	Max Size	Relative Fit Score	Avg. Monthly FT
Iron Bluff Fitness	Gym / Fitness Center	18,548	18,548	100.01	3,350
Winona Feed Seed & More	Pet Store	12,627	12,627	99.27	1,209
B&B Olympic Bowl	Bowling Alley	12,232	12,232	99.07	9,061
Companion Animal Care Center	Veterinarian	10,448	10,448	98.92	2,445
Audio Designs	Electronics Store	N/A	N/A	97.24	2,017
Buck's Bar & Grill	Bar	N/A	N/A	100.01	1,724
First Choice Dental	Dentist's Office	2,565	12,060	N/A	1,248
Mayo Clinic Health System - Franciscan Healthcare	Medical Centers	14,205	14,205	N/A	1,741
WCCU Credit Union	Credit Union	N/A	N/A	100.01	7,738

Table 17: 20,001-45,000 SF Tenant Space

Potential Tenants	Sub Category	Min Size	Max Size	Relative Fit Score	Avg. Monthly FT
Audio Designs	Electronics Store	N/A	N/A	100.0	2,017
Falls Florist & Greenhouse	Flower Shop	N/A	N/A	96.2	1,556
Midtown Foods	Grocery Store	23,982	23,982	100.0	35,595
Buck's Bar & Grill	Bar	N/A	N/A	96.8	1,724
WNB Financial	Bank	23,339	23,339	100.0	8,345
Krohn Clinic	Medical Centers	28,985	28,985	100.0	7,400
Grifols Plasma	Blood Center	4,341	24,413	96.8	4,650

Filters:

Expansion Rate National Level:	High Growth (>30%), Slow Growth (>10%)
Expansion Rate State Level:	High Growth (>30%), Slow Growth (>10%)
Exclude Chains with Missing Data:	FALSE
Chain Operate in State:	FALSE
Nearest Location (mi):	2 - 150
Space Size (sq ft):	10001 - 20000
Category & Sub-category:	Bike Shop; Sporting Goods Shop; Clothing; Attractions; Fitness; Pet Stores & Services; Hobbies, Gifts & Crafts; Electronic Stores
	Groceries; Restaurants; Bars & Pubs; Breakfast, Coffee, Bakeries & Dessert Shops
	Doctor and Health Professional Offices, General Medical Centers and Hospitals
	Real Estate Office; Banks & Financial Services

Filters:

Space Size (sq ft):	20001 - 45000
Nearest Location (mi):	0.52 - 150
Category & Sub-category:	Home Improvement, Furniture and Home Furnishings + 15
Expansion Rate State Level:	High Growth (>30%), Slow Growth (>10%)
Expansion Rate National Level:	High Growth (>30%), Slow Growth (>10%)
Chains:	Boot Barn; Sierra; Going, Going, Gone; Shoe Station; Crunch Fitness; Puttshack; Wesco Home Furnishings; Quilt Corner; Dairyland Power Cooperative; Falls Florist & Greenhouse; Hillside Animal Hospital; Minnesota Marine; Johnson's One Stop; Audio Designs; Wisconsin Cranberry Museum; West Salem Veterinary Clinic; Gundersen Pharmacy; Olive Juice Quilts; County Market and Hometown Hardware; Leon Community Club; Township Bowl; Wisconsin Building Supply; Be Fit; Wazee Sports Center; Unity Fitness La Crosse; St Charles Veterinary Clinic; Milt Lunda Memorial Arena; Harmony Veterinary Clinic; Wood Sales & Services; All Star Lanes; New Generations of Harmony Antique Mall; Christen Farm Nursery
	Groceries; Bars & Pubs; Restaurants; Breakfast, Coffee, Bakeries & Dessert Shops
	Banks & Financial Services; Office Supplies; Workplace
	Medical Laboratories, General Medical Centers and Hospitals
	Banks & Financial Services, Workplace

Implementation

The purpose of the Implementation Strategy is to apply each of the goals listed in the previous section, pressing them into a series of actions to help realize the study area concepts. All actions have been organized under the following topics:

- Coordination and Programming
- Development and Redevelopment
- Transportation and Public Realm

Timeline

Each action is assigned one of the following time ranges:

- Ongoing
- 1-3 years
- 3-5 years
- 5-10 years

Cost Estimate

Each action is given a 'low' (\$), 'medium', (\$\$) 'high' (\$\$\$), or 'staff time estimate'.

Lead Agent, Partners

Each action is assigned to a lead agent who would be responsible for executing a given task. A list of potential partners is also provide. All lead agents and partners are given one of the following acronyms:

- HPC Heritage Preservation Commission
- DMI Downtown Mainstreet, Inc.
- DNA Downtown Neighborhood Association
- CPC City Plan Commission
- CCD Committee for Citizens with Disabilities
- COL City of La Crosse (General)
- DPW Department of Public Works, City of La Crosse
- DPD Department of Planning and Development
- LFD La Crosse Fire Department
- LPD La Crosse Police Department
- MTU La Crosse Municipal Transit Utility

- DOT Wisconsin Department of Transportation
- OCP Other Community Partners: Educational and religious institutions, foundations, civic organizations, other preservation advocates at the local, regional, state, and national levels.
- LCC La Crosse County
- LCCHS La Crosse County Historical Society
- NG Neighborhood Groups
- LADCO La Crosse Area Development Corporation
- LCCVF La Crosse City Vision Foundation
- PO Property Owners
- RED Real Estate Developers
- BO Business Owners

Priority

Each action is assigned a priority level ranging from 'low' to 'high'.

Coordination and Programming Recommendations

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
1.1	Initiate city-led discussion with property owners to discuss next steps and implications for parcel redevelopment.	1-3 years	Staff Time	DMI	DPD, PO	High
1.2	Hold annual property owner coordination and discussion meetings.	3-5 years	Staff Time	DMI	DPD, PO	Medium
1.3	Host semi-annual meetings with Downtown Stakeholders and Discovery Campus project leaders as they proceed with their development.	3-5 years	Staff Time	DMI	HPC, LCCHS, DPD, DNA, RED, BO, PO	Medium
1.4	Coordinate with Oktoberfest for opportunities to expand their brand and business within the study area, via a museum, bar, or office presence.	3-5 years	Staff Time	BO	BO, PO, DMI, DNA	Medium
1.5	Review the study area boundaries, integrate into the downtown district, then formalize.	1-3 years	Staff Time	DPD	DMI, DNA	Low
1.6	Create a brand identity for the study area. The identity should encompass the downtown, representing an expanded yet cohesive district.	3-5 years	\$	DMI	DNA, PO, BO	Low
1.7	Incorporate the study area assets into downtown-specific wayfinding materials, maps, apps, and more.	3-5 years	\$	DPD	DMI, DNA	Medium
1.8	Work with Oktoberfest and adjacent property owners to ensure maximum flexibility for programming, activities, and furnishings.	1-3 years	Staff Time	DPD	PO	Medium
1.9	Work with Downtown Mainstreet to 'test' events (existing or new) that expand from downtown into the study area.	Ongoing	Staff Time	DPD	DMI	Medium
1.10	Increase opportunities for families to enjoy low-cost activities in/around the study area. This can be done in tandem with downtown events.	Ongoing	Staff Time	DPD	DMI	Medium
1.11	Coordinate with property owners and Parks, Rec, and Forestry Dept on new dog park.	1-3 years	\$	DPD	PRF, Current property owners	Low

Development and Redevelopment Recommendations

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
2.1	Pursue a phased strategy for redevelopment. Meet with property owners and move forward with willing owners, matching with developers if necessary.	1-3 years	Staff time	DPD	PO, RED	High
2.2	Coordinate with Discovery Center to understand timeline and ways City of La Crosse may provide technical support..	1-3 years	Staff time	DPD	PO, DPD	Medium
2.3	Guide groundfloor uses to activate public space.	Ongoing	Staff time	DPD	DMI	Low
2.4	Encourage zero lot line siting to promote an intact street face.	Ongoing	Staff time	DPD	CPC	Medium
2.5	Determine height maximum and step back requirements for upper stories.	Ongoing	Staff time	DPD	CPC	Medium
2.6	Establish minimum amount of glazing and/or transparency for ground floor facades.	Ongoing	Staff time	DPD	CPC	Medium
2.7	Establish minimum amount of retail space required for mixed-use buildings (ex: min. depth 30-45 ft; min. length 50% street facing length; min. transparency 50% of facade transparent).	Ongoing	Staff time	DPD	CPC	Medium

Development and Redevelopment Recommendations (continued)

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
2.8	Define building materials, minimum expectations and design guidelines for different facades.	Ongoing	Staff time	DPD	PCP	Medium
2.9	Support interim solutions with low-cost pilot projects prior to full execution of infrastructure projects.	3-5 years		DPD	DPW	Low
2.10	Implement Public Market Plan for one of two identified sites in study area; start with negotiations for space usage.	1-3 years	\$\$\$	DPD	DMI, DNA, NG	High
2.11	Offer relocation assistance to businesses interesting in moving into study area, or expanding.	3-5 years	\$\$	DPD	DMI	Medium
2.12	Update the zoning code to require mixed-use properties in the study area provide bicycle accommodations, including bike parking stalls, bike storage lockers, bike work/repair stations, e-bike charging stations.	Ongoing	Staff time	DPD	COL	Low
2.13	Encourage planned developments to add visually engaging elements to construction fencing, such as murals or renderings.	Ongoing	Staff time	DPD	CPC	Low
2.14	Rezone the former Xcel Energy site from M-2 (Industrial) to C-2 (Commercial).	3-5 years	Staff Time	DPD	PO, CPC	Medium

Transportation and Public Realm Recommendations

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
3.1	Add district-specific banners to street lighting.	1-3 years	\$	COL, DPW	DMI	Low
3.2	Add flower baskets to street lighting.	1-3 years	\$	COL, DPW	DMI	High
3.3	Invest in public realm enhancement like landscaping, parking lot screening, and flexible furnishings that improve the pedestrian experience.	3-5 years	\$	COL, DPW	DMI, PO, BO, OCP	Medium
3.4	Integrate public art into the study area through events, amenities, and infrastructure. Use public art to celebrate the unique qualities of the district - its history, people, industry, etc.	3-5 years	\$	OCP	DMI, DNA	Medium
3.5	Install flower planters adjacent to large parking lots, especially lots facing city-owned streets where there is no delineation between sidewalk and parking lot.. Key sections include Front Street next to the Freighthouse, Vine Street west of La Crosse Distilling. Can use the existing planter design used primarily on Front Street.	1-3 years	\$	COL, DPW	DMI, PO, BO, OCP	High
3.6	Deploy traffic-calming devices to lower vehicle speeds and minimize conflicts with pedestrians, cyclists, and other modes.	3-5 years	\$	COL, DPW	MTU, LFD, LPD	Medium
3.7	Implement bump-outs, medians, and other pedestrian safety measures where appropriate. Can be done concurrently with other planned capital improvements and/or with redevelopment projects.	3-5 years	\$	COL, DPW	MTU, LFD, LPD	Medium

Transportation and Public Realm Recommendations (continued)

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
3.8	Review the ADA Transition Plan for potential improvements concurrent with other capital improvements.	Ongoing	Staff Time	COL, DPW	CPC, CCD	Low
3.9	Increase safety and visibility to key multimodal intersections (e.g. Pine and 2nd) by painting crosswalks or constructing a temporary raised crosswalk.	1-3 years	\$	COL, DPW	OCP, DMI, DNA, CPC, CCD, OCP	Medium
3.11	Conduct a walkshed analysis to estimate origin-destination walk times, from parking facilities to destinations.	3-5 years	\$	COL, DPD		Low
3.12	Construct a shared-use facility on Pine Street, which would terminate on Front Street North. This is a recommendation from the 2024 Bicycle and Pedestrian Master Plan.	3-5 years	\$	COL, DPW, DPD		Medium
3.13	Construct a separated bicycle facility on Vine Street which would terminate on Front Street North. This is a recommendation from the 2024 Bicycle and Pedestrian Master Plan.	3-5 years	\$	COL, DPW, DPD		Medium
3.14	Work with WisDOT to include Leading Pedestrian Intervals for pedestrian crossing facilities at signalized intersections along US-53.	1-3 years	Staff Time	COL, DPD	DOT	Low

Transportation and Public Realm Recommendations (continued)

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
3.15	Coordinate with WisDOT on US-53 alternatives, particularly the roundabout option. Ensure that the roundabout design includes dedicated bicycle facilities.	1-3 years	Staff Time	COL, DPD	DOT	Medium
3.16	Upgrade the 2nd Street cycle track to a protected bike lane with concrete curbs.	3-5 years	\$	COL, DPW, DPD	PO, BO	Low
3.17	Issue a RFP for an update to the 2020 Downtown Parking Study. The study should include updated inventory and utilization data--including indoor/underground parking--and could incorporate the opportunity sites from this report into 5- and 10-year forecasts.	3-5 years	\$	COL, DPD	DMI, PO, RED	Medium
3.18	Ensure master plans for proposed developments shift all residential parking entries and commercial loading zones to the rear or sides of buildings, keeping them well away from public plazas, sidewalks, and multi-use paths to reduce conflicts with foot traffic.	5-10 years	Staff Time	COL, DPD	RED	Low
3.19	Consider upgrading signed bus stops with bus shelters where right of way is available.	3-5 years	\$	MTU	DOT, COL	Low
3.20	Consider adding or moving a Drift Cycle station to one of the parking ramps to encourage a 'park once' strategy.	1-3 years	\$	COL	LCC	Low
3.21	Coordinate Planning and Public Works Departments regarding the proposed Front Street North reconstruction. Ensure opportunity site placement and proposed phasing align with scope.	3-5 years	Staff Time	COL, DPW, DPD	RED, PO, BO	High
3.22	Work with WisDOT to ensure trail connectivity from the La Crosse bridge is noted in the Preferred Alternative.	3-5 years	Staff Time	COL, DPD	DOT	Medium

Appendix

ESRI Tapestry Segmentation



LifeMode Group: Midtown Singles **Set to Impress**

11D

Households: 1,714,100

Average Household Size: 2.12

Median Age: 33.9

Median Household Income: \$32,800

WHO ARE WE?

Set to Impress is depicted by medium to large multiunit apartments with lower than average rents. These apartments are often nestled into neighborhoods with other businesses or single-family housing. Nearly one in three residents is 20 to 34 years old, and a large portion are single-person nonfamily households. Although many residents live alone, they preserve close connections with their family. Many work in food service while they are attending college. This group is always looking for a deal. They are very conscious of their image and seek to bolster their status with the latest fashion. *Set to Impress* residents are tapped into popular music and the local music scene.

OUR NEIGHBORHOOD

- Apartment complexes represented by multiple multiunit structures are often nestled in neighborhoods with either single-family homes or other businesses.
- Renters make up nearly three quarters of all households.
- Mostly found in urban areas, but also in suburbs.
- Single-person households make up over 40% of all households.
- It is easy enough to walk or bike to work for many residents.

SOCIOECONOMIC TRAITS

- Residents are educated and mobile.
- Many are enrolled in college (Index 141).
- Consumers always have an eye out for a sale and will stock up when the price is right.
- Prefer name brands, but buy generic when it is a better deal.
- Quick meals on the run are a reality of life.
- Image-conscious consumers that dress to impress and often make impulse buys.
- Maintain close relationships with family.



LifeMode Group: Scholars and Patriots College Towns

14B

Households: 1,176,200

Average Household Size: 2.14

Median Age: 24.5

Median Household Income: \$32,200

WHO ARE WE?

About half the residents of *College Towns* are enrolled in college, while the rest work for a college or the services that support it. Students have busy schedules, but make time between studying and part-time jobs for socializing and sports. Students that are new to managing their own finances tend to make impulse buys and splurge on the latest fashions. This digitally engaged group uses computers and cell phones for all aspects of life including shopping, schoolwork, news, social media, and entertainment. *College Towns* residents are all about new experiences, and they seek out variety and adventure in their lives.

OUR NEIGHBORHOOD

- These are nonfamily households with many students living alone or with roommates for the first time.
- This segment is a mix of densely developed student housing and dorms with local residences.
- Off-campus, low-rent apartments comprise half of the housing stock.
- Over three-quarters of the households are renter occupied, with one in ten remaining vacant.
- One-third of homes are single family; mostly occupied by local residents who own their homes.
- This market is bike and pedestrian friendly.

SOCIOECONOMIC TRAITS

- Limited incomes result in thrifty purchases.
- Dress to impress with the latest fashions of the season.
- Strong preference for environmentally friendly products and vehicles that get good gas mileage.
- Heavily influenced by celebrity endorsements and trends in magazines.
- Most feel anything that can be done online is easier than in person.



Note: The Index represents the ratio of the segment rate to the US rate multiplied by 100. Consumer preferences are estimated from data by MRI-Simmons.



LifeMode Group: GenXurban

Rustbelt Traditions

5D

Households: 2,716,800

Average Household Size: 2.47

Median Age: 39.0

Median Household Income: \$51,800

WHO ARE WE?

The backbone of older industrial cities in states surrounding the Great Lakes, *Rustbelt Traditions* residents are a mix of married-couple families and singles living in older developments of single-family homes. While varied, the workforce is primarily white collar, with a higher concentration of skilled workers in manufacturing, retail trade, and health care. *Rustbelt Traditions* represents a large market of stable, hardworking consumers with modest incomes but an average net worth of nearly \$400,000. Family oriented, they value time spent at home. Most have lived, worked, and played in the same area for years.



OUR NEIGHBORHOOD

- Almost half (46%) of the households are married-couple families, similar to the US (48%), most without children (also similar to the US); the slightly higher proportion of singles (Index 105) reflects the aging of the population.
- Average household size is slightly lower at 2.47.
- They are movers, slightly more mobile than the US population (Index 109), but over 70% of householders moved into their current homes before 2010.
- Most residents live in modest, single-family homes in older neighborhoods built in the 1950s (Index 224).
- Nearly three quarters own their homes; nearly half of households have mortgages.
- A large and growing market, *Rustbelt Traditions* residents are located in the dense urban fringe of metropolitan areas throughout the Midwest and South.
- Most households have one to two vehicles available.

SOCIOECONOMIC TRAITS

- Most have graduated from high school or spent some time at a college or university.
- Labor force participation slightly higher than the US at 67%.
- While most income is derived from wages and salaries, nearly 31% of households collect Social Security and nearly 20% draw income from retirement accounts.
- Family-oriented consumers who value time spent at home.
- Most have lived, worked, and played in the same area for years.
- Budget-aware shoppers that favor American-made products.
- Read newspapers, especially the Sunday editions.

Note: The Index represents the ratio of the segment rate to the US rate multiplied by 100. Consumer preferences are estimated from data by MRI-Simmons.

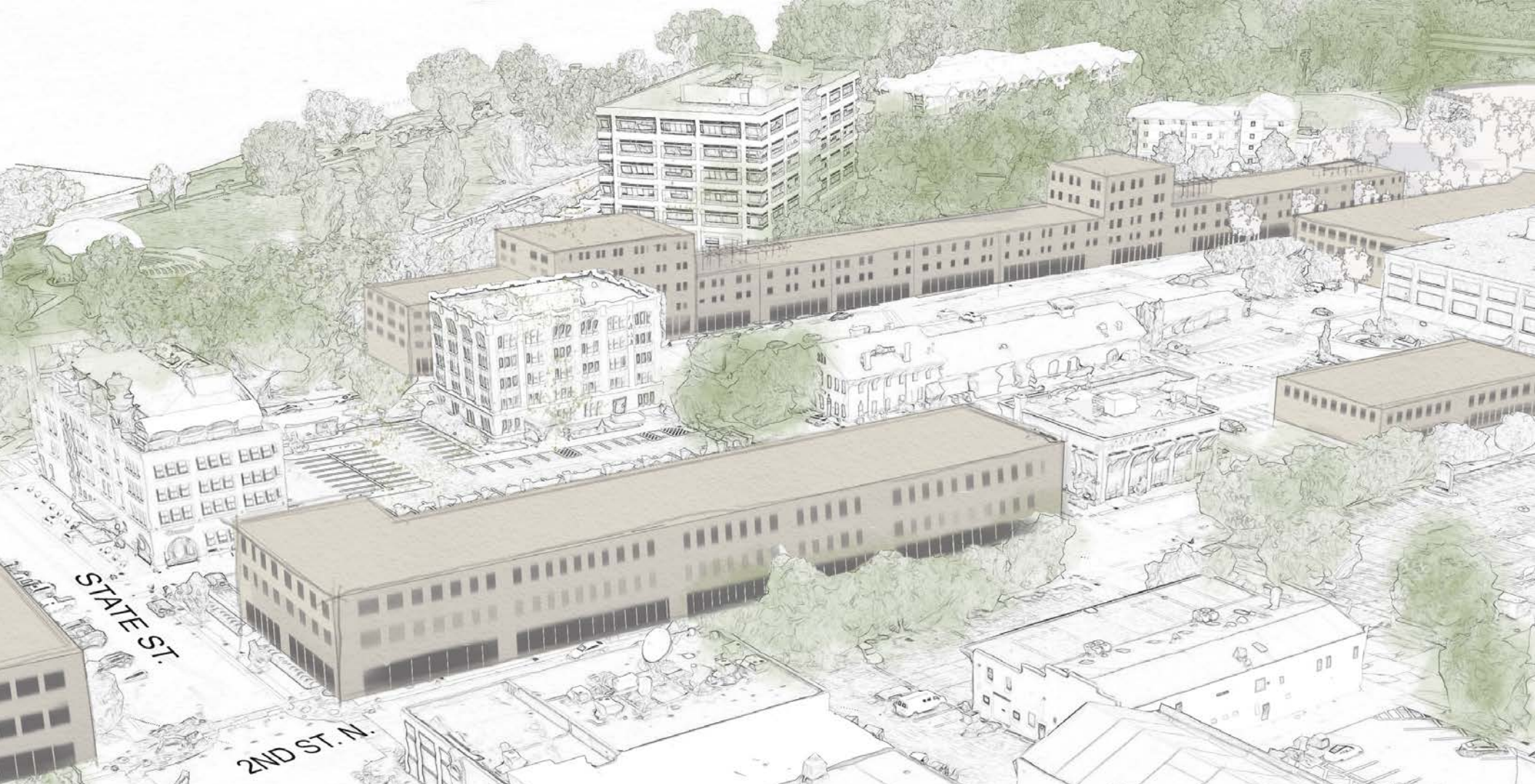
Placer.ai Relative Fit Score

The Relative Fit Score is listed in the 'Business Demand' section of the Study Area Concepts section. The score is calculated using four distinct parameters that measure key variables and property attributes:

- **Demographic Fit Score (DFS):** Measures how well a prospective tenant fits the demographic profile of the property. By default, the score is calculated using 3 demographic attributes: household income, education, and ethnicity (which can be adjusted). The DFS is an average of the score given to each of these attributes, see "Match Analysis" for more details. The min/max scale represents the values of the prospective tenant with the lowest and highest DFS scores out of all the potential tenants in the list.
- **Average Monthly Visits:** Shows the average number of visits to a single tenant location, nationwide. Average monthly visits are based on the estimated number of visits measured by Placer.ai. The min/max scale represents the values of the prospective tenants with the lowest and highest DFS scores out of all the potential tenants in the list.
- **Frequent Co-Tenants:** Shows the number of retail chains that are frequently located near locations of the potential tenant. These shared locations are counted and determine a score. The min/max scale represents the values of the potential tenants with the lowest and highest Frequent Co-Tenants score out of all the tenants proposed in the list. By default, Placer.ai requires the chain to be represented in over 30% of the tenant's

total locations to be counted as a "frequent co-tenant."

- **Cannibalization:** Prospects of cannibalization strongly hint at the potential tenant's customer churn rate among existing stores (should a new tenant store open at the given property). In the diagram, the shared zone between the two circles represents the potential population overlap between the (i) property and a (ii) tenant's locations within 50 miles. We calculate this overlap as a percentage. 100% implies full cannibalization risk while 0% implies no cannibalization risk.



**FINAL DRAFT
OCTOBER 8, 2025**

Downtown La Crosse River Area

Inventory and Redevelopment Plan

Acknowledgments

City of La Crosse Mayor and Council

City of La Crosse Staff

Tim Acklin, AICP, Deputy Director of Planning and Development
Julie Emslie, Economic Development Administrator
Andrea Trane, Director of Planning and Development

Consultant Team

Studio GWA

Ashley Sarver, AICP
Aaron Holverson, AIA
Michael Smith

Redevelopment Resources

Kristen Fish-Peterson, CEcD, EDFP
Dayna Sarver, CEcD, HDFP

Table of Contents

Introduction	4
Previous Plans, Studies, Reports	7
Data Review	18
Existing Conditions	20
Stakeholder Engagement	31
Study Area Concept	33
Implementation	52
Appendix	59

The content within this document is for informational purposes only and should not be used for final design, engineering, surveying, or construction purposes. All content including but not limited to existing conditions, analysis, findings, recommendations, and strategies is based on limited information collected during the planning process and is subject to change. Further analysis is necessary prior to implementing any of the recommendations contained herein.

Introduction

Project Overview and Purpose

Downtown La Crosse is a vibrant and productive district, with culture and character befitting a historic urban core for which it is well-known. The district is characterized by a compact, walkable environment, with recreational amenities in close proximity and an increasing amount of mixed-use developments offering new multifamily residences. Downtown serves as a hub of employment and commercial activity, not only for the city itself but also for the region.

Traditionally, the downtown boundaries have included the boundaries of the Downtown La Crosse Historic District as well as blocks to the south and east. The Imagine 2040 La Crosse Downtown Plan expands the boundaries of downtown to include not only adjacent residential districts but also the area of focus within this plan: The 'La Crosse River Area', which is northwest of downtown and next to the confluence of the La Crosse River and Mississippi River.

The purpose of the Downtown La Crosse River Area Inventory and Redevelopment Plan is twofold:



Create a targeted yet integrated plan: Provide an intentional, holistic approach to redevelopment within the study area, all while ensuring the site remains relevant and connected to downtown and other nearby destinations.

Engage multiple stakeholders around a vision for redevelopment: Create a plan that is shaped by the input of existing property owners and business owners, all while producing a final product that can be marketed to developers.

Despite its proximity to the downtown core, previous plans as well as stakeholders have described the study area as being separated or disconnected from downtown. This sentiment notwithstanding, the study area is a hub of activity in its own right. Recent investments including multifamily residential developments along with longstanding events like Oktoberfest contribute to the study area being a regional destination.

In the effort to create an integrated and cohesive downtown, this plan is outlined under the following tasks:

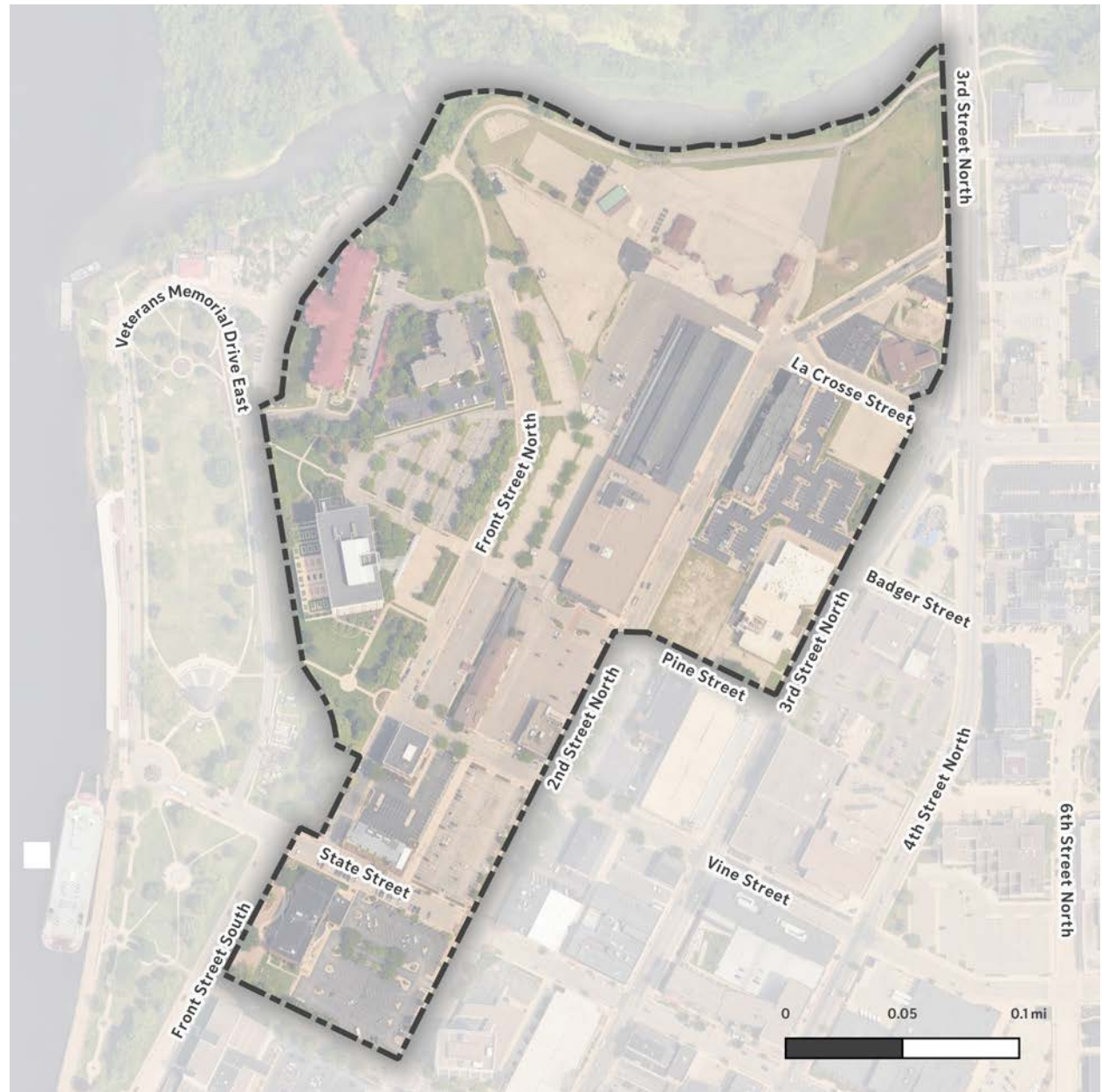
- Reviewing existing, adopted plans and studies to ensure the plan remains cohesive and well-aligned;
- Analyzing the latest public and proprietary data to understand industry and employment trends;
- Documenting the existing conditions of the built environment;
- Assessing redevelopment potential on parcels and properties;
- Illustrating scenarios of concept developments and site improvements;
- Identifying compatible, viable commercial uses based on consumer data;
- Improving access for people walking in and around the study area; and
- Detailing a work plan of tasks, in order of priority, to execute over the next 5-10 years.

The plan was produced between August 2024 and October 2025 with oversight from the City of La Crosse Department of Planning and Development. Funding for the plan was approved in the 2021 Capital Improvement Program budget for \$50,000 from Tax Incremental District 17.

Plan Study Area

The study boundary for the plan consists of the La Crosse River to the north, Riverside Park to the west, and 2nd Street N and 3rd St N (US-53) to the east, while extending a half block south of State Street. This is an approximately 46.5 acre area that encompasses the northwest section of downtown La Crosse.

Figure 1: Plan Study Area



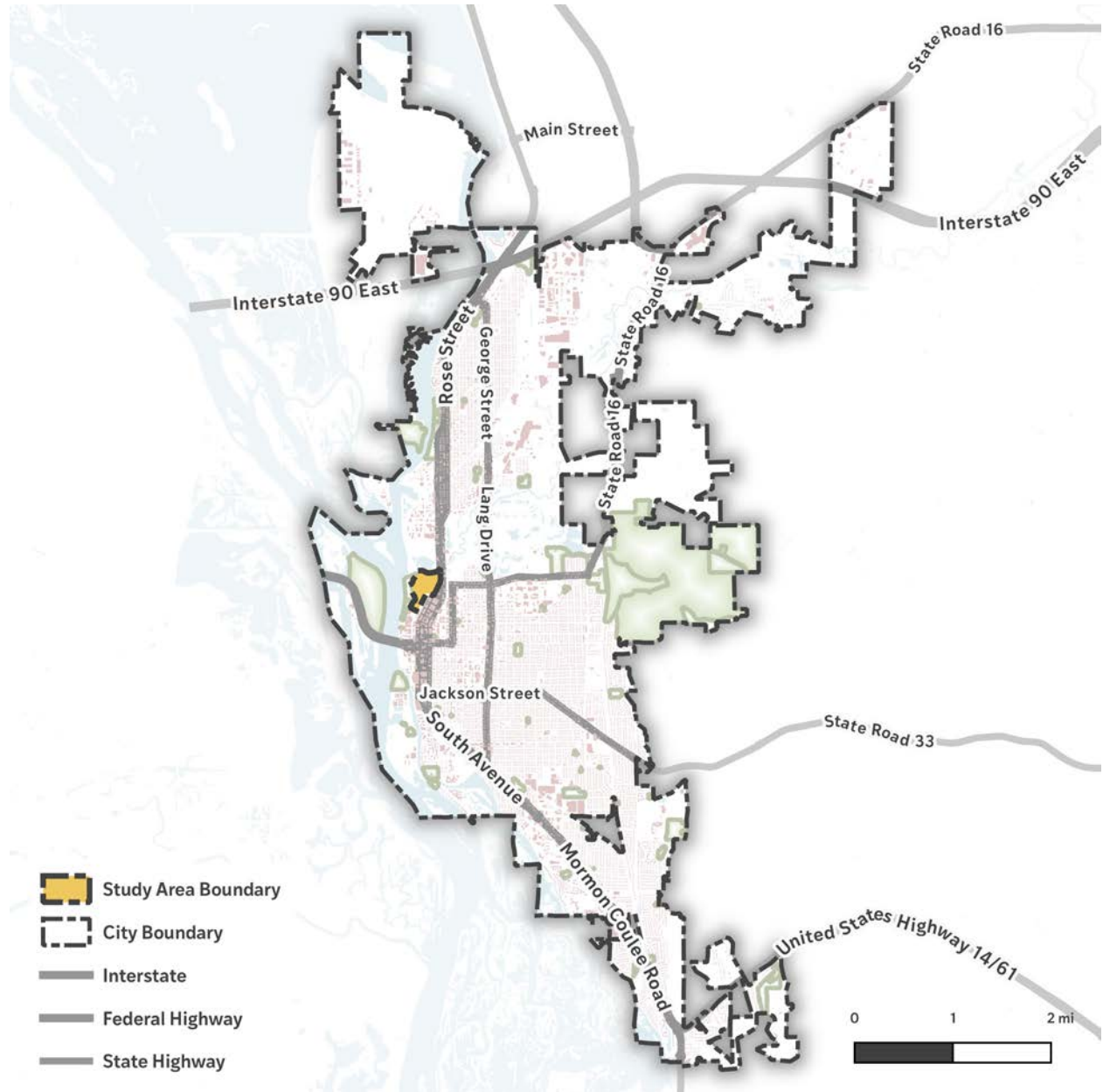
City Context

The City of La Crosse is located at the confluence of the Black and Mississippi rivers in La Crosse County. La Crosse's population was 52,680 as of the 2020 Census.

La Crosse's economy serves as a regional educational, medical, manufacturing, and transportation hub for Western Wisconsin producing a Gross Domestic Product of \$9.7 billion as of 2022. The city is a college town with nearly 20,000 students and is home to the University of Wisconsin–La Crosse, Viterbo University, and Western Technical College.

The La Crosse area is home to the headquarters or regional offices of Kwik Trip, Organic Valley, Mayo Clinic, Emplify Health (formerly Gundersen Health System), City Brewing Company, and Trane. La Crosse County is a top ten tourist destination in the state with \$433 million in travel-related spending generated in 2023. Its river access and plethora of outdoor recreational opportunities make it a hub for activity.

Figure 2: City of La Crosse Municipal Boundary and Study Area



Previous Plans, Studies, Reports

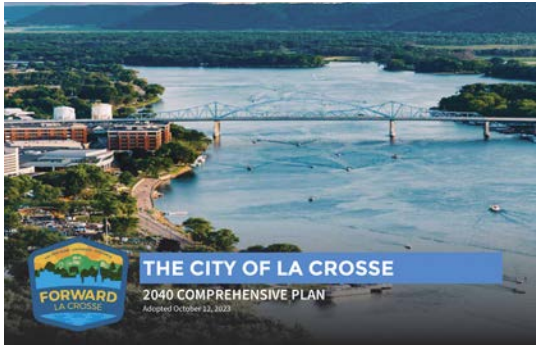
This section incorporates a select set of adopted plans, studies, and reports to ensure the City's planning efforts remain both continuous and complementary.

A total of 29 plans were reviewed; of those 29, 12 plans were explicitly summarized for the sake of this plan, with applicable guidance and redevelopment implications as appropriate. Table 1 includes a list of both City-wide plans and plans that are specific to downtown and/or the study area.

Table 1: List of City-Wide and Study Area Specific Plans Reviewed. Plans summarized in this report are in **bold**.

General, City-Wide Plans		Downtown and Study Area Specific Plans	
City Vision 2020 Master Plan (2004)	City of La Crosse Transportation Demand Management Plan (2018)	Imagine 2040 La Crosse Downtown Plan (2021)	Downtown Retail Market Analysis (2017)
City Vision 2000 Master Plan Update (1996, 1999)	Downtown Neighborhood Association Action Plan	Riverside North Charrette Master Plan Report (2014)	Downtown Commercial Historic District Heritage Preservation Plan (2004)
Confluence: The La Crosse Comprehensive Plan (2002)	City Of La Crosse Climate Action Plan (2020)	Project Plans and Amendments for Tax Incremental Districts 11, 12, 17, and 18	Various Plans of Downtown Main Street, Inc.
The City Of La Crosse, Wisconsin Parking Study (1997, 2011, 2014)	Downtown Parking Study Update & Analysis of Expanded Areas (2020)	Downtown Historic District Design Standards (2016)	Conditions Assessment Report, Wisconsin Railway Light & Power Building (2020)
City Of La Crosse Arts Board Strategic Plan (2013)	Forward La Crosse, 2040 Comprehensive Plan Update (2023)	City of La Crosse Public Market Feasibility Study (2019)	La Crosse County Historical Society Business Plan (2022)
Bicycle And Pedestrian Master Plan (2012)	La Crosse Housing Study (2024)	City of La Crosse Public Market Site Analysis (2020)	Discovery Campus Overview (2023)
La Crosse Sustainability Plan (2009)	Us 53 & Us 14/61 Corridor Study (2024)	City of La Crosse Public Market Partial Business Plan (2021)	La Crosse Bicycle and Pedestrian Master Plan Update (2024)
Port Of La Crosse Harbor And Waterfront Plan (2011)			

Forward La Crosse: The City of La Crosse 2040 Comprehensive Plan (2023)



Forward La Crosse provides a guiding vision and policy framework for the City's land use, future planning, and community decisions over a 20-year period. The plan, which was adopted in October 2023, was shaped by an extensive community engagement process. This resulted in a plan that is not only a more streamlined, user-friendly update to the previously adopted 2002 Comprehensive Plan but also aligns more closely with the aspirations and priorities of a wide range of community members: residents, business owners, and more.

The plan is organized into six sections, each of which subsumes plan elements required by state statute:

- **Process and Engagement:** Details the planning process in general, and the public engagement strategy in particular;
- **Growth & Land Use:** Includes the Land Use Framework and Land Use Categories;
- **A Place to Call Home:** Includes the Housing elements as well as Heritage Preservation and Cultural Stewardship;

- **A Place to Prosper:** Includes the Economic Development and Transportation elements;
- **A Place to Admire:** Includes the Natural Resources and Resilience element;
- **A Place for the Long Term:** Includes the Utilities & Community Facilities and Intergovernmental Cooperation elements.

Notably, the 'Growth & Land Use' section utilizes the 'NDC' model (short for Neighborhoods, Districts, and Corridors) which assigns all land uses in the City with a Desirable, Allowable, or Undesirable designation. The study area in this particular report is noted in the Comprehensive Plan as being within the Downtown District, and uses determined to be desirable include High-Intensity Residential, High-Intensity Mixed-Use, Commercial, and Parks & Open Space.

The plan concludes with a 'Next Steps' section, which provides an implementation strategy and a framework for tracking plan performance and future plan updates.

Applicable Concepts & Guidelines

- **Mixed-use urban center:** The 'Growth and Land Use' section is apt to reference the *Imagine 2040 La Crosse Downtown Plan*, specifically to create a downtown that weaves commercial and residential uses together. This would result in a downtown that feels like a neighborhood in its own right while being interconnected to the adjacent neighborhoods.
- **Multimodal access:** The plan focuses on improving transportation networks, which includes expanding bicycle and pedestrian infrastructure. This is especially relevant to the study area given its proximity to existing paths and trails.

- **Housing diversity through infill development:** The housing section ('A Place to Call Home') recommends the development of 'missing middle' housing. While this recommendation applies primarily to existing neighborhoods throughout the City, the plan also recommends prioritizing housing near transportation and commercial corridors as well as in underutilized areas, such as surface parking lots or vacant office space.

Implications for Redevelopment

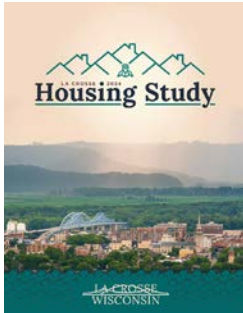
Desirable uses: In accordance with the designations of the 'NDC' model described above, future land use includes high-intensity mixed-use and commercial developments as being the most desirable within the study area. Additionally, the plan mentions Sec. 115-390(1) of the City's Zoning Code, which requires that all buildings in the downtown be a minimum of two stories tall.

La Crosse Housing Study (2024)

The *La Crosse 2024 Housing Study* is a resource for City staff, economic development professionals, real estate developers, and other entities seeking to understand the opportunities and issues related

According to the 2040 Comprehensive Plan, the study area falls within the boundaries of the 'Downtown District'. The most desirable uses within this district include High-Intensity Residential, High-Intensity Mixed-Use, Commercial, and Parks & Open Space.

to housing in the city. The study details a number of ongoing challenges in the local housing market including aging building stock, housing affordability, high development costs, and market uncertainty in general, and states that many of these issues were exacerbated by the COVID-19 pandemic.



The study is a supplement to other recently adopted plans including the 2020 *Climate Action Plan*, the 2024 – *Pathways Home: A Plan to End Homelessness in La Crosse* report, and the *La Crosse 2040 Comprehensive Plan*. The first three goals

in the housing study are from the Comprehensive Plan and form the basis for the study's policies and approaches. The study outlines additional goals that emerged through community engagement and market analysis; this includes:

- Make building procedures and approvals in La Crosse a clear, predictable, and flexible process;
- Secure and conserve existing housing; and
- Improve tenant and landlord relationships.

The report proposes various policy approaches to address these goals, such as leveraging public-private partnerships, promoting innovative housing production methods, and prioritizing underutilized sites through infill redevelopment. Downtown La Crosse is identified as its own Policy Area in the study, and the boundaries of downtown include the study area of this plan. In keeping with the recommendations of the *La Crosse 2040 Comprehensive Plan* and the *Imagine 2040 La Crosse Downtown Plan*, the study includes that mixed-use developments that incorporate 'missing middle' housing is desirable for the study area.

Applicable Concepts & Guidelines

- **Incorporating housing into the study area:** In the Downtown Policy Area, the Land Use Vision Summary includes focusing on medium- and high-density housing arrangements that leverage proximity to downtown.
- **Prioritizing underutilized sites:** One of the actions under Goal 2 ('Foster greater housing diversity through strategic infill development') includes prioritizing the redevelopment of underutilized sites, such as surface parking lots, into mixed-use developments with a housing component.

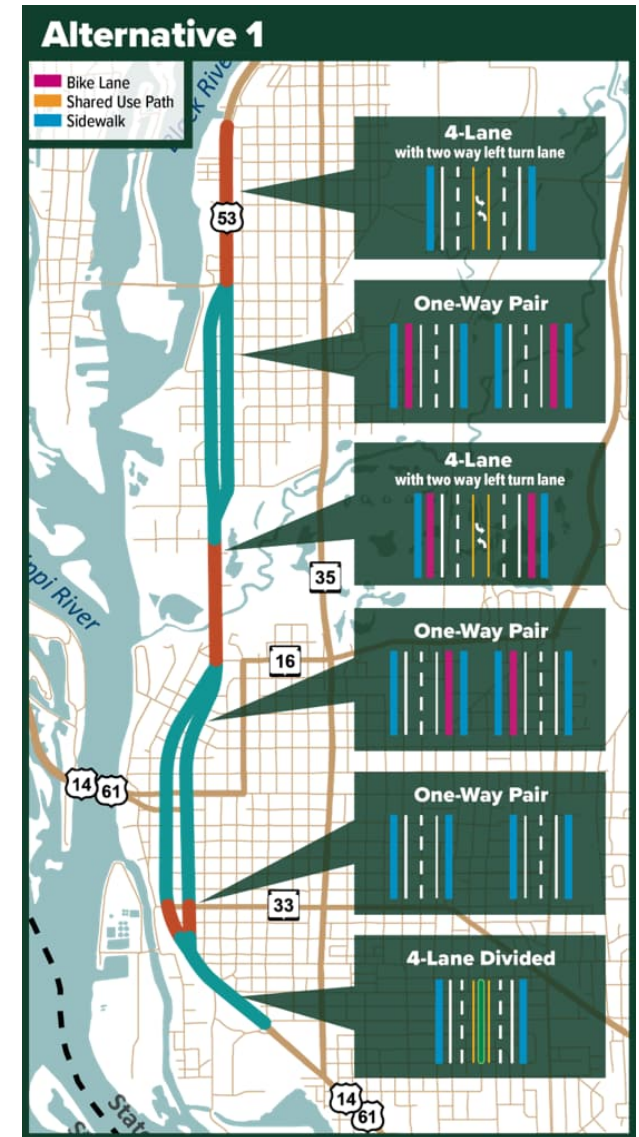
Implications for Redevelopment

- **Existing zoning:** Multi-family and mixed-use developments are permitted by right within the study area.

US 53 & US 14/61 Corridor Study (2024)

In 2023 the Wisconsin Department of Transportation (WisDOT) initiated a corridor study for US 53 and US 14/61. According to WisDOT, the purpose of the corridor study is to develop alternatives that improve safety and address traffic operations concerns where practicable, while addressing existing and projected infrastructure needs through the design year (2050). The study limits include US 53 and US 14/61 (3rd, 4th, Copeland Avenue, Rose Street) from WIS 35 (West Avenue) to I-90.

Figure 3: Excerpt from Draft WisDOT US 53 & US 14/61 Corridor Study, Alternative 1 Concept. Source: WisDOT



The corridor study includes four preliminary alternatives which are tailored to their specific road segment. There are two US 53 segments relevant to the study area—King Street to 2nd Street, and 2nd Street to Causeway Boulevard—and the alternatives specific to each segment are as follows:

King Street to 2nd Street:

- **Alternative 1:** Adding protected bike lanes to the left side of the street;
- **Alternative 2:** Adding a sidewalk-level cycle track on northbound US 53;
- **Alternative 3:** Adding a parking-protected bike lane; and
- **Alternative 4:** Widening the sidewalks and narrowing the parking (this alternative does not include bike lanes).

2nd Street to Causeway Boulevard: All four alternatives propose reducing the width of travel lanes and adding sidewalk-level bike lanes.

It is important to note that this is an active study at the time of this report. No preferred alternatives have been selected, and each alternative is subject to change. The corridor study as well as an environmental study are scheduled to be completed in 2025.

Applicable Concepts & Guidelines

- **Improving bike-ped connectivity:** The addition of bike lanes along US 53 would connect existing gaps in the bicycle network. Visitors to the study area (Oktoberfest attendees, for example) could park further away and use bike-share to reach their destination.

Implications for Redevelopment

- **La Crosse Street intersection:** The corridor study notes that existing queues and high crash frequencies as well as future traffic demand warrant improvements to the intersection of La Crosse Street and US 53. The study considers two options: Adding left-hand turn lanes or constructing a roundabout. Both options have right of way constraints which may result in property acquisitions.

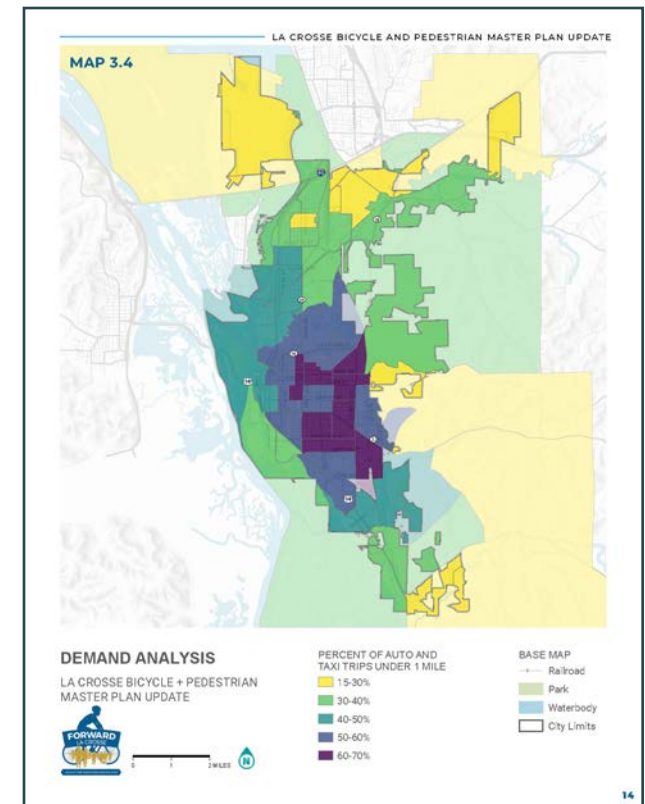
La Crosse Bicycle and Pedestrian Master Plan Update (2024)

The La Crosse Bicycle and Pedestrian Master Plan aims to enhance bicycle and pedestrian transportation infrastructure and education across the city. The study primarily builds upon the 2012 Bicycle and Pedestrian Master Plan with advances in programming, inclusivity, and safety. Further, it addresses existing bicycle and pedestrian conditions and offers recommendations for network improvements in the near-term to ensure continuing action.

Applicable Concepts & Guidelines

- **Improving bike-ped safety:** The plan illustrates the prevalence of walking and biking barriers within the study area, which are based on stakeholder input. This includes crossing barriers on US-53 by La Crosse Street, which is a key gateway into the study area. Further, the report notes high-injury segments of the road network where fatal crashes or serious injuries have occurred, including US 53, 2nd Street, and La Crosse Street.

Figure 4: Excerpt from 2024 La Crosse Bicycle and Pedestrian Master Plan Update. Source: City of La Crosse



- **Network-wide and spot improvements:** The plan recommends both spot improvements and network-wide improvements. Facility types such as new greenways, separated bike facilities, and multi-use trails offer low-stress routes that cater to all ages and abilities.
- **Encouraging more walking and biking trips:** 50-60 percent of automotive trips around the study area are one mile or less, which presents an opportunity to replace a portion of those trips with walking and biking trips. Converting automobile usage

to walking and biking trips to prioritize biked use could improve High Injury Network segments within the study area, such as US 53, 2nd Street, and La Crosse Street.

Implications for the Study Area

- **Spot improvements:** The plan proposes extending an existing separated facility through Vine Street and an existing trail through Pine Street. The US-53 Corridor Study (described above, and considered active at the time of this report) may include a separated facility as part of their preferred alternative.

Imagine 2040 La Crosse Downtown Plan (2021)



The *Imagine 2040 La Crosse Downtown Plan* is both an aspirational and practical document, one that envisions a vibrant and inclusive downtown while being grounded in actions that are feasible and realistic. The plan is an update to the previous *City Vision 2020* downtown plan, with key distinctions being an expansion of the plan boundaries to include adjacent residential neighborhoods (based on the assumption that downtown depends on these neighborhoods) and the inclusion of diverse, non-traditional public engagement methods

(based out of necessity for public health due to the COVID-19 pandemic).

The plan is organized around five themes:

- **Market for Development:** Envisioning downtown as a premier place for economic development, one that uses strategic development and infill to maximize the potential of each site;
- **Network of Strong Neighborhoods:** Envisioning downtown as a tapestry of neighborhoods interwoven with the urban core, with both existing and proposed neighborhoods supportive diverse and affordable housing types;
- **Connected City:** Envisioning downtown having strong connections to nearby neighborhoods and recreational destinations while improving accessibility and mobility for all people;
- **Destination for All People:** Envisioning a downtown that is welcoming for both current and future patrons—residents, employees, students, and tourists; and
- **Confluence of Nature:** A downtown that celebrates and values the outdoors while giving everyone the opportunity to access nature.

Each theme includes its own respective vision statement, illustrative concepts, and opportunities for actions to support the vision.

A key initiative in the *Imagine 2040* plan includes the redevelopment of opportunity sites. This includes the 'La Crosse River Area' which is the focus of this particular study. The downtown plan outlines site-specific improvements that could be made to this area, including the extension of the street grid, the creation of a festival street, and the

Figure 5: Excerpt from 2040 La Crosse Downtown Plan, 'La Crosse River Area' Opportunity Site. Source: City of La Crosse



possible development of a public market.

Applicable Concepts & Guidelines

- **Relationship to downtown:** While the study area is technically considered 'downtown', and is within the updated study boundaries, the *Imagine 2040* plan mentions that the study area is "separated" from the rest of downtown.
- **Surface parking:** The report states that surface parking lots could be decommissioned and redeveloped into a vertical mixed use.
- **Connecting destinations to amenities:** The plan mentions that new developments and capital improvements can improve accessibility in a variety of ways, from vendor staging to trail connectivity and more.

Implications for Redevelopment

- **Mixed-use development:** While market conditions are ever-changing, the report

highlight mixed-use developments that have occurred within or nearby the study area, including Landmark by the Rivers, which can inform redevelopment prospects.

- **Public market location:** The *Imagine 2040* plan reinforces the 3rd Street landing (a vacant lot which is currently owned by Xcel Energy) as a prime location for the public market due not only to its ability to become a “gateway to all of downtown” but also to its programming potential with Oktoberfest.
- **Front/La Crosse Street connection:** The creation of a festival street by means of connecting Front Street and La Crosse Street presents both an opportunity and a challenge, one that requires coordination between the City of La Crosse, Oktoberfest, and the property owners. City staff may need to balance the competing aims of creating year-round accessibility with Oktoberfest-specific programming.

Downtown Parking Study Update (2020)

In 2020, the City of La Crosse commissioned a parking study to evaluate the parking supply and demand in the downtown district and adjacent neighborhoods. The study area boundaries for the report are primarily within the Downtown District, which consists of Cass Street, La Crosse Street, 7th Street, and the Mississippi River.

The report details both public and private parking spaces downtown. Of the approximately 9,129 parking spaces downtown, 52 percent is public (4,755 spaces) which, according to the study, exceeds the 50 percent standard for public parking supply within a downtown area. The study

Figure 6: Excerpt from 2020 Downtown Parking Study Update, 10-Year Forecasted Surplus/Deficit. Green and blue indicate a surplus; yellow and red indicate a deficit. Source: City of La Crosse



also includes a parking utilization analysis which quantifies usage by parking type, duration, and block. The supply and utilization findings inform the future conditions section, which includes both five- and ten-year scenarios of anticipated occupancy.

Applicable Concepts & Guidelines

- **Dated, but applicable, documents:** The Parking Study includes data from 2014 and 2020. While some of the data is out of date, most of the questions remain applicable, and the narrative alongside each question

and recommendation are still relevant.

- **Improving economic connectivity:** The plan states that connecting parking to existing and proposed retail spaces with ease of access and close proximity could limit vehicle relocation while promoting bicycle and pedestrian traffic through the downtown area.
- **Key Recommendations:** Proposals to improve downtown area parking include the expansion of residential parking permit areas, the expansion and promotion of cycling, paid on-street parking, the annual review of on-street parking conditions, and the limiting of on-street parking within downtown boundaries to two hours with no re-parking.

Implications for Redevelopment

- **Downtown Area Development:** The study reflects the economic importance of parking to the City of La Crosse. Data within details adequate parking availability for future commercial expansion in the downtown area. Limiting parking development in the area ensures bike-ped facility growth and further commercial and mixed-use square footage.

City of La Crosse Public Market Plans and Studies (2019-2021)

From 2019 to 2021, the City of La Crosse commissioned three reports concerning a prospective public market. The first was a feasibility study (2019) which determined that a public market would indeed be viable. Following

this study was a site analysis (2020) and a partial business plan (2021). A summary of each is below.

City of La Crosse Public Market Feasibility Study (2019).

This report examines the feasibility of establishing a Public Market in La Crosse. The report begins by describing the concept of a public market and studying precedents of other public markets, with observations and recommendations that apply specifically to La Crosse in general and the downtown in particular. The report then details how to establish and maintain a healthy and vibrant market environment. Following an examination of 18 separate non-economic, non-demographic criteria that are critical to establishing a successful public market, the report examines economic and demographic details, growth trends, and complementary and competitive uses. The report outlines where the customers, vendors and farmers will come from. Supply and demand statistics are presented and recommendations are made regarding how the public market can be supportive to its surrounding communities.

The report concludes that a public market would be indeed feasible and states that such a market would be transformational to the community and the larger region. The report includes basic criteria about the building's size and location—it should be a roughly 30,000-35,000 square foot building, located downtown—but mentions that additional information should be detailed in a forthcoming market site analysis.

City of La Crosse Public Market Site Analysis (2020).

The purpose of this report is to guide city officials in selecting a preferred location for a public market. The authors begin with a list of general criteria

Figure 7: Excerpt from La Crosse Public Market Business Plan, Aerial of 'Riverside Festival' Site. Source: City of La Crosse



which are instrumental in site selection; this includes complementary neighbors, proximity to existing and successful events, and high visibility. After evaluating 15 sites throughout the city, three sites were reviewed for final comparative analysis: 'Riverside North' (north of the study area), 'Post Office' (south of the study area), and 'Riverside Festival' (within the study area). The report runs each of the three sites through a matrix that includes nearly 50 variables for additional analysis. Ultimately, the report recommends the 'Riverside

Festival' site as the best location.

The Riverside Festival site, which is located largely on the current Oktoberfest grounds, is desirable not only because of its visibility and proximity to US 53 but also because of its ability to serve as a gateway into downtown. The report lists a number of strengths associated with the Riverside Festival site, including:

- Ample space for versatile programming, parking, and future expansion;

- Compatibility with nearby recreational and festival uses;
- Its ability to accommodate complementary uses such as housing and public events; and
- Its potential to catalyze further development in the area.

The analysis emphasizes the need for collaboration among property owners, city officials, and other stakeholders to ensure that the market is successful. The 'Next Steps' section of the report includes creating a Master Development Plan and creating an advisory committee, among other tasks.

City of La Crosse Public Market Partial Business Plan (2021).

This report details the fundamental components of a business plan for a potential public market. This includes a design program with conceptual site plan layouts and renderings for the 'Riverside Festival' site in general and the public market building in particular. While these concepts include a high-level summary of capital costs, the report recommends the creation of a comprehensive Master Plan for the site, which would include a detailed site map, environmental reports, and other critical information.

The report states that a public market and associated plaza will cost approximately \$15.5 million to develop, generate \$1.2 million in annual revenues, and assumes a year 4 breakeven budget at 'full' (95%) occupancy. It proposes the creation of a comprehensive funding plan with multiple funding sources to cover capital and operating costs. The report also presents a plan for developing and managing the public market, including a board composition, management entity, and suggested staff positions with job descriptions and salaries.

The report concludes with a timeline of the steps

needed to finalize planning, design, construction, tenant lease-up, and fundraising over a three-year period (2021-2023). While this timeline has expired, the next steps generally remain applicable

Applicable Concepts & Guidelines

- **Dated, but applicable, documents:** The Feasibility Study includes 18 'Relevant Factors', which phrased as questions in the report. While some of the data is out of date, many of the questions remain applicable, and the narrative alongside each question is still relevant.
- **Viability of the Riverside Festival site:** The Site Analysis lists 14 high-level site selection criteria at the beginning of the report. The 'Riverside Festival' site meets multiple criteria, including siting on the "outside perimeter near downtown", space to accommodate public amenities and events, and space for future development.

Implications for Redevelopment

- **Coordination with WisDOT:** The Site Analysis and Business Plan underscore the potential of a public market being a 'gateway' into downtown, and the Business Plan includes illustrations to this end. Should the Xcel site be selected for the public market, further coordination between the City of La Crosse and WisDOT can ensure that the preferred alternative in the WIS 53 Corridor Study corresponds with a higher-intensity, downtown land use. This may include roadway reconfiguration with narrower travel lanes and speed countermeasures.
- **Coordination with Oktoberfest:** The 'Riverside Festival' site identified in the

Site Analysis is primarily situated on the Oktoberfest grounds. While the conceptual plans site the market building on the former Xcel site, Oktoberfest staff has used that site in the past for programming purposes. Coordination will be needed to ensure both uses are not only compatible but also synergistic.

- **Coordination with Xcel Energy:** There is existing active gas and electric utility infrastructure occupying the Riverside Festival site. This includes overhead transformers above the Oktoberfest grounds and underground gas lines beneath the former Xcel energy site where, according to the Business Plan, the proposed market building is sited.

Conditions Assessment Report, Wisconsin Railway Light & Power Building (2020)

This report provides an architectural and technical analysis of the Wisconsin Railway Light and Power Building (621 3rd Street North), a two-story brick building located on the point where Second and Third Streets separate. Constructed in 1914, the building originally served as a sub-station for the City's electric streetcar system and was later occupied by Northern States Power Company. The property is currently owned by the City of La Crosse.

The report includes detailed assessments of the building's exterior and interior, specifically analyzing the structural, mechanical, electrical, and plumbing systems and highlighting areas in need of repair or replacement. It also provides a comprehensive analysis of the building's architectural features and historic significance, both of which speak to the area's industrial heritage. Despite its historic significance, the building is neither listed

Figure 8: Image of the former Light & Power Building, Corner of 2nd and 3rd Streets.



individually on the National Register of Historic Places nor located in the boundaries of the City's commercial historic district.

The study recommends a phased approach to rehabilitation, starting with immediate repairs to the façade, windows, and ADA non-compliant areas. Future phases include potential additions to the building to accommodate new uses, such as city offices or public meeting spaces. The report emphasizes the importance of maintaining the building's historic character while upgrading its systems for modern use. It also provides a financial

analysis, estimating the costs of various renovation scenarios and suggesting that the building's high visibility and historical significance make it a valuable asset for the City.

Applicable Concepts & Guidelines

- **Building location:** The building is highly visible and serves as a key focal point which signifies one's entrance into downtown.
- **Building condition:** The report states that existing conditions of the building reflect a point in time, and that they should be re-

evaluated prior to beginning any work.

Implications for Redevelopment

- **Historic status:** The building is not eligible for state or federal historic tax credits. However, the report states that it could be locally listed under the criteria of Industry and Commerce given its role in powering the streetcar system and its overall context within the industrial district for which that area was well known.
- **Remediation:** It is highly recommended that an environmental study of the property be conducted prior to redevelopment. The report notes that the old Sanborn maps depict a circular structure that is listed as a 500,000 cubic foot "gas holder", and that remnants of this structure appear to remain on the property.
- **Building maintenance:** The conditions of building components labeled as 'poor' and 'very poor' in the report should be prioritized for inclusion into the City's Capital Improvement Plan. This also should include elements that were not analyzed, most importantly the roof.
- **Potential tenants:** The City can initiate discussion with entities who may be interested in occupying the building, including the La Crosse Historical Society. Alternately, the City may wish to publish a Request for Proposal to solicit interest from local or regional developers.

La Crosse County Historical Society Business Plan (2022)

This report details the fundamental components of a business plan and future museum building for the La Crosse County Historical Society, including contextual, market, and museum performance analyses in addition to phasing, operation, location, and facility recommendations. These concepts contribute to a high-level document outlining the museum’s requirements.

Key focuses of the plan include, but are not limited to, a modern building that serves as a county hub, multidisciplinary educational spaces, rotating exhibition spaces, visitor engagement, and local history. The La Crosse Area Heritage Center, which has operated since 2019, currently serves as a temporary location. Six sites have been listed as most suitable for use, including the Xcel Energy site which is located within the study area.

Phasing of the project is implemented in two parts, with study projections given for phase 1 due to timeline uncertainty. The study recommends a 35,000 to 50,000 total square foot facility in either one- or two-story configuration. A full build-out scenario, including expenses and revenue for the first three years is also included, though it does not include potential building expenses. The report includes projected visitor numbers over a three-year timeframe as well as projected revenue sources, including but not limited to venue rental, fundraising, donations, and educational programming.

Applicable Concepts & Guidelines

- **Building location:** If LCHS was to select the former Xcel Energy site, the museum would serve as a visual indicator and entrance to the downtown area with its perimeter

Table 2: Space Needs Summary for Proposed LCHS Facility.
Source: La Crosse County Historical Society

One-Story Building			
	Building	Site	Total
Phase 1	33,356	28,600	61,956
Phase 2	15,177	9,200	24,377
Total Area (SF)	48,533	35,800	84,333
Multi-Story Building			
	Building	Site	Total
Phase 1	34,918	28,600	63,518
Phase 2	15,177	9,200	24,377
Total Area (SF)	50,096	35,800	85,895

‘gateway’ location and as a hub in the ‘hub and spoke’ model for other natural and cultural assets in La Crosse.

- **Relationship to downtown:** The La Crosse County Historical Museum accommodates both physical and historical relationships with the City of La Crosse. All potential locations are within the city’s downtown, with one site located within study boundaries.
- **Historical contribution:** The study area is rich in history, and a museum located in or around the study area will undoubtedly elevate its history even more.

Implications for Redevelopment

- **Viability of the Xcel Energy Site:** The plan’s Site Selection analysis on Page 58 details the identification of 23 sites, with

six deemed most suitable for development of the museum. The study area contains the Xcel Energy site, near the Oktoberfest grounds. The site meets criteria relating to size, parking availability, accessibility, visibility, location, outdoor programming, and future expansion.

- **Active Planning Efforts:** The Discovery Campus incorporates a proposed home for the LCHS at the former Xcel Energy Site, addressing the space requirements while incorporating other adjacent uses that foster additional activity at the site.

Discovery Campus Overview (2023)

This report provides an overview of the proposed Discovery Campus, a project which emerged out of planning efforts conducted by the La Crosse County Historical Society. Strategically located along and across the La Crosse River, parallel to US-53, the site would serve as a gateway to downtown and a house a variety of natural, cultural, and recreational activities.

Figure 9: The proposed campus would situated northeast of Oktoberfest, on the former Xcel Energy site.



The campus would include five major components:

- **Discovery Navigator:** This space would feature a digital map that highlights a wide range of local destinations—from hospitality, to education, to recreation—that cater both to community members and regional visitors.
- **La Crosse County Historical Society Museum:** The campus would become the new home of the museum and, as described in the report, serve as a “local anchor” to the campus. Together, the campus components will be an important means of meeting the museum’s stated goal of 50,000 museum attendees annually.
- **Great River Road Experience:** This is referred to as an “interpretive center” that would educate visitors about the diverse natural, commercial, and transportation-related features along the Mississippi River corridor and across the ten states that share the corridor.
- **National Birders Center:** Located in the marshland associated with the La Crosse river, the center would offer year-round birding experiences and educational opportunities in conjunction with organizations like the National Audubon Society.
- **Dahl Auto Museum:** The campus would also become the new home for an automobile collection associated with the Dahl family, who own an auto dealership and body shop near the study area.

The project team corresponded with Discovery Campus representatives over the course of this report. The representatives highlighted recent updates including a \$200,000 grant from the La

Crosse Area Community Foundation to conduct a full feasibility study of the project. Representatives also noted that the project is the focus of a Federal Transit Administration (FTA) grant.

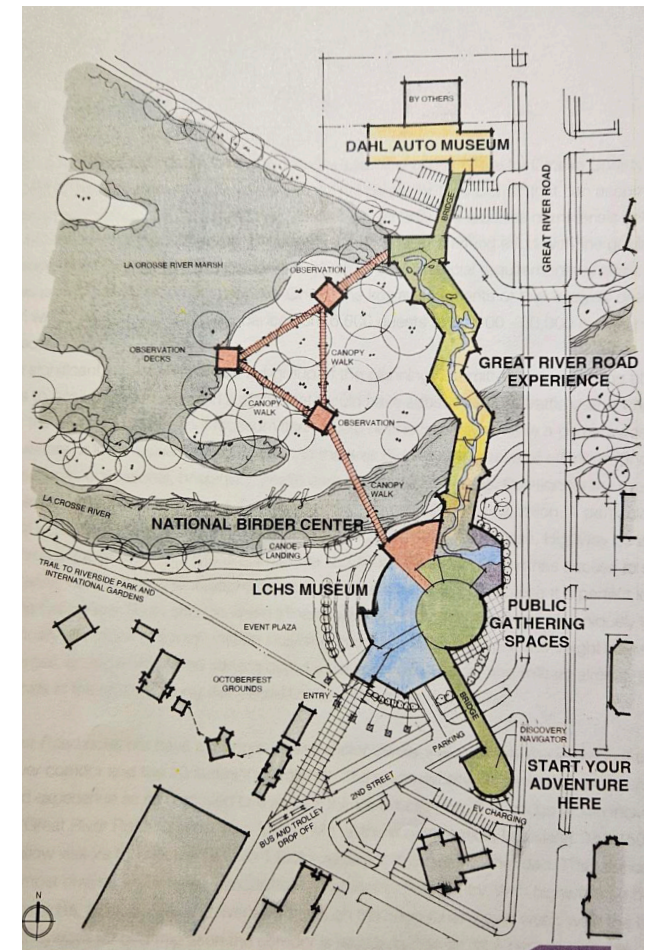
Applicable Concepts & Guidelines

- **Building location:** Located within the Riverside study area, the building serves as a perimeter entrance monument to downtown, providing a location for regional education, visitation, and nature viewing.

Implications for Redevelopment

- **Coordination with Oktoberfest:** Due to the study’s interaction through location with Oktoberfest grounds, coordination should be established with Oktoberfest staffing to ensure synergy and timely usage.
- **La Crosse River interaction:** It is recommended that an ecological study of the La Crosse River and river marsh is conducted prior to the development to establish control variables and ensure consistency of nature.
- **Coordination with Xcel Energy:** As there are active existing power and gas infrastructure above and below ground within the proposed site, communication with Xcel Energy to locate utilities and potential hazards should be established.

Figure 10: Conceptual Site Plan of Proposed Discovery Campus.
Source: Representative of Discovery Campus, Inc. The figure does not indicate a final design nor is it a construction document.



Data Review

Rather than duplicate efforts from previous plans and studies conducted for the City of La Crosse, the project team reviewed existing documents and validated assumptions. Where appropriate, additional information has been added.

Forward La Crosse 2040 Comprehensive Plan

Demographic information that is most likely to change from the time the plan was drafted to the time of this report includes population projections and median household income.

At the time the comprehensive plan was drafted, the estimated population for the City of La Crosse was 50,869. Population estimates were provided with varied rates of annual growth.

Table 3: Excerpt from La Crosse 2040 Comprehensive Plan, Population Projections. *Source: City of La Crosse*

Growth Scenario	2025	2030	2035	2040	2045	2050	Avg. Annual Growth Rate
High Growth	53,160	53,868	54,725	55,754	56,979	58,421	0.40%
Stable	52,417	52,649	52,870	53,081	53,284	53,480	0.08%
Decline	51,525	51,223	50,820	50,313	49,705	48,994	-0.20%

The Wisconsin Department of Administration estimates that the population of La Crosse in 2024 was 52,115 indicating that, for right now, the city is following the stable growth rate trajectory.

Median income has also risen from \$46,438 in 2021 to \$53,803 (2023 ACS 5-year estimates in 2023 inflation adjusted dollars). Esri predicts that in 2024, the median income is moderately higher (\$54,326).

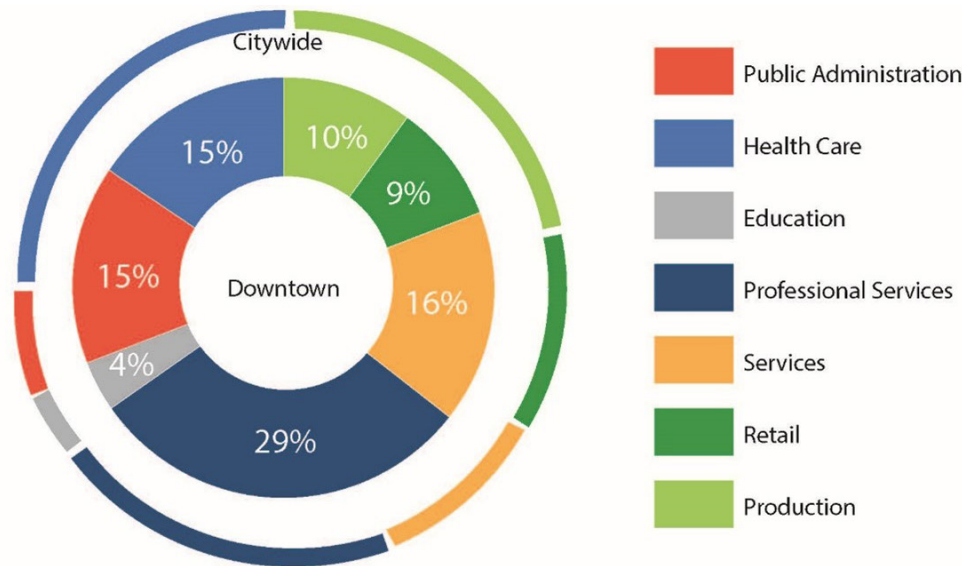
Imagine 2040 La Crosse Downtown Plan

This plan was adopted in August 2021 after twelve months of planning and public engagement. Data points in the Imagine 2040 plan which informed the assumptions of the Downtown La Crosse River

Area Inventory and Redevelopment Plan include the following:

- Downtown is a medical, educational and employment hub for the region. Anchor institutions provide strong employment bases and often have a need for supporting services/businesses - these institutions create a significant economic base in the area that further investment.
- Major employment sectors in the city are health care (25% of jobs), professional services (23% of jobs), and production (21% of jobs)
- Within downtown, major employment sectors are professional services (29% of jobs), followed by accommodation and entertainment (16% of jobs), health care (15%), and public administration (15%)
- The development of recent mixed use projects including Belle Square, The Hub, and Landmark by the Rivers, have shown downtown's appeal for a variety of new uses, especially higher density residential development.

Figure 11: Excerpt from Imagine 2040 La Crosse Downtown Plan, Employment by Industry. Source: City of La Crosse



Additional Data Points

Median Rent

Median rent in 2023 was \$977 per month (2023 ACS 5-year estimates). As previously stated, the median annual household income is \$54,326. The U.S. Department of Housing and Urban Development defines affordable housing as that costs a household no more than 30% of their gross income, including utilities. Therefore, a household living in La Crosse with an income of \$54,326 could spend up to \$1,507 on rent and utilities, and have it considered affordable.

Demographic Tapestry Segment Profiles

Esri Tapestry Segmentation provides socioeconomic and demographic descriptions of neighborhoods. The descriptions within each segment identify consumer markets, as well as potential new

A household living in La Crosse with an income of \$54,325 could spend up to \$1,507 on rent and utilities and have it be considered affordable.

markets due to population growth, demographic and socioeconomic change and transforming consumer behavior. Reflecting the diversity among American neighborhoods, Tapestry includes 67 distinct market segments. The top three tapestry segments identified for the City of La Crosse are Set to Impress, College Towns, and Rustbelt Traditions. The following briefly summarizes these segments, but more detailed information is provided in the appendix.

Set to Impress

This demographic is likely still enrolled in a higher

educational institution, working while in school, and living alone in an off-campus apartment complex. They are frugal consumers looking for a deal while also reflecting the latest trends and fashions which can lead to impulse shopping. While independent, family connection is important to them. This group is more likely to be found in urban areas where it is easy to bike or walk to work. They prefer quick meals that can fit in with their busy schedules.

College Towns

Similar to Set to Impress, half of this group are college students while the rest are employed by a college or provides services for a college. They live in lower rent housing or dorms, are new to managing their finances, tend to make impulse buys, and are digitally savvy. In fact, they prefer online transactions rather than in-person. They seek new experiences and adventure. When biking or walking is not an option, they prefer transportation options that are environmentally friendly and/or get good gas mileage.

Rustbelt Traditions

Rustbelt Traditions residents are a mix of married-couple families and singles living in modest, single-family homes built in the 1950s. Most have a high-school diploma and some have attended higher educational institutions. They are primarily employed in manufacturing, retail trade, and health care industries which provide modest incomes. "While most income is derived from wages and salaries, nearly 31% of households collect Social Security and nearly 20% draw income from retirement accounts." However, their average net worth is nearly \$400,000. Hardworking, budget-aware consumers that favor American-made products, read newspapers, and are family-oriented.

Existing Conditions

Introduction

On July 1, 2024, the project team met with staff from the City of La Crosse Department of Planning and Development to conduct a kickoff meeting for the project and tour the study area. The below images illustrate some of the land uses which characterize the study area. Despite its proximity to the downtown core, previous plans have described the study area as being separated or disconnected from downtown. This can be attributed generally to the absence of a traditional street grid applied to the entire study area, paired with large building footprints, surface parking lots, and open space, some of which is used for recreational purposes.



Large, Contemporary Buildings:

Many of which are established through the Planned Development process.



Traditional, Historic Buildings:

Buildings such as Landmark by the Rivers are a testament to the industrial heritage of the study area.



Surface Parking: This accounts for nearly 28 percent of land used in the study area and is indicative of the preference for large, off-street parking lots at the time of development.



Riverfront and Natural Areas: The study area is adjacent to Riverside Park and the confluence of the La Crosse and Mississippi Rivers, and made accessible through a network of trails and sidepaths.

Land Use

Overview

The study area is comprised of 46.5 acres, or approximately 2,024,750 square feet, of space. Figure 9 illustrates both the built- and non-built environment spaces within the study area. This includes building footprints (20 buildings which occupy 16 percent of the study area), open space (which occupies 20 percent of the study area), and more.

Note that this is distinct from the zoning and existing land use categories content described in subsequent pages. For example, a ‘Planned Development’ land use category below likely includes both ‘Building Footprints’ and ‘Open Space’.

Table 4: Built- and Non-Built Environment in the Study Area.

Source: City of La Crosse

Built- and Non-Built Environment	Area (Ac)	% of Study Area (Ac)
Building Footprints	7.29	15.7%
Vacant Parcels	3.09	6.6%
Oktoberfest Grounds	4.34	9.3%
Surface Parking	13.57	29.2%
Open Space	9.34	20.1%
Right of Way and Remaining Parcel Space	8.85	19.0%
Total	46.48	100%

Figure 12: Built- and Non-Built Environment in the Study Area



Parcels and Ownership

Of the 15 property owners in the study area, JJAWC LLC owns and manages the largest number of parcels with 10.78 acres accounting for 27 percent of the study area. 3 Real Estate LLC owns the second largest number of parcels with 7.77 acres, which accounts for 19 percent of the study area, respectively. All property in the study area totals 1,753,004 parcel square feet across 40.2 acres of land, with 30 total parcels. Of these 30, five are public, while 25 are privately owned.

Table 5: Parcels by Owner in Study Area. Source: City of La Crosse

Owner	Parcel Area (Ac)	% of Study Area (Ac)
JJAWC LLC	10.78	26.8%
3 Real Estate LLC	7.77	19.3%
100 Harborview Partners LLC	4.11	10.2%
Northern States Power Co	3.74	9.3%
Clifford LeClerc Revocable Trust	2.54	6.3%
La Crosse Hotel Group LLC	2.43	6.0%
Riverplace One LLC	2.11	5.2%
La Crosse GSRS LLC	1.50	3.7%
Vine St Realty LLC	1.30	3.2%
City Of Lacrosse	1.15	2.8%
Three Rivers LLC	0.88	2.2%
North Central Trust Company	0.85	2.1%
Credit Union	0.66	1.6%
Charmont Hotel LLC	0.22	0.5%
129 Vine LLC	0.21	0.5%
Total	40.24	100%

Figure 13: Parcels by Owner in Study Area



Zoning, Existing Land Use

Zoning. Existing zoning in the study area consists of five zoning designations: Planned Development (PD), Commercial (C2), Community Business (C3), Heavy Industrial (M2), and Public and Semi-Public (PS). A brief description of each zoning designation is summarized below.

Planned Development (PD): This district is designed and intended to enable and encourage the development of large tracts of land or urban infill sites which are planned under unified ownership or control, or lands which by reason of existing or planned land uses are appropriate for development, so as to achieve land development patterns which will maintain and enhance the physical, social, and economic values of an area. The Planned Development District may be developed only in accordance with a specific comprehensive development plan takes into account pedestrian and vehicular traffic, recreation and open space, construction and planning standards, mixing of compatible uses, and more. Height, yard, setback, parking, lot coverage, and other applicable standards will be consistent with other adjacent zoning districts.

Table 6: Existing Zoning Classifications in the Study Area.

Source: City of La Crosse

Zoning Designation	Area (Ac)	% of Study Area (Ac)
Planned Development (PD)	10.74	27%
Commercial (C2)	1.08	3%
Community Business (C3)	24.41	61%
Heavy Industrial (M2)	3.87	9%
Public and Semi-Public	0.13	>1%
Total	40.24	100%

Figure 14: Existing Zoning Classifications in the Study Area



Commercial (C2): This district is currently intended to permit both small- and large-scale development and limits the creation or modification of new or existing land or buildings in its respective zone. No new or structurally altered building in this district shall exceed 100ft or eight stories in height. Side yards shall follow local business district regulations, while rear yards shall have at least 9ft in depth, and a minimum dwelling unit separation of 20ft. No new or structurally altered buildings or land shall be erected except for the following uses, which include, but are not limited to; any use permitted in the Local Business District (C1), general garages, used car lots, and applicable uses in Article VI of municipal code of ordinances.

Community Business (C3): This district is currently intended to permit low-intensity and high-quality development and limit the creation or modification of new or existing land or buildings in its respective zone. No new or structurally altered building this district shall exceed 160ft in height, and side yards shall be no less than 6ft in width. No new or structurally altered building or land shall be erected except for the following uses, which include, but are not limited to; public buildings, offices, financial institutions, hotels/motels, private and public recreation and cultural facilities, residences above the first floor, restaurants, retail, and service establishments.

Heavy Industrial (M2): This district is currently intended to permit a variety of indoor and outdoor industrial land or building usage not in conflict with City ordinance. The code lists a number of dangerous, offensive, obnoxious, or similar uses for which a building permit shall not be issued, such as a cement manufacturer or a trash facility, unless it is approved by the Common Council or Board of Zoning. The code also states that no building or land shall exceed 100ft in height, and that yards and courts must use Commercial District (C2) regulations. This zoning designation is applied

exclusively to the former Xcel Energy site within the study area

Public and Semi-Public (PS): This district is currently intended to permit the use of Public and Semi-Public land or buildings. No building or land shall exceed 120ft in height. Buildings shall be set back 10ft from public right of ways plus an additional foot per 5ft of building exceeding 35ft. No land in this district shall be used except for the following uses, which include, but are not limited to; governmental or educational offices and facilities, historical structures, public parks, gardens, and plazas, YMCA and similar non-profits, and hospitals with at least 25 practitioners. This zoning designation is applied exclusively to Riverside Park in the study area.

There are two additional zoning-related items of relevance to the study area:

Sec. 115-390 (1) (e) of the city's Zoning Code requires buildings to be a minimum of two stories in height. This is designed to prohibit automobile-oriented development typifying a suburban commercial district (e.g. fast food restaurants, 'big box' stores) and instead facilitate multi-story commercial/office uses within the district.

The housing-related section of the La Crosse 2040 Comprehensive Plan ('A Place to Call Home') recommends a comprehensive review and update of the city's Zoning Code. While some of the development barriers are ostensibly related to single-family residential districts, others are of relevance to the study area given its potential to include additional residential units. This includes off-street parking requirements and minimum lot size and setbacks.

Existing Land Use. According to the La Crosse 2040 Comprehensive Plan the city has 12 land use categories, five of which are represented in the

study area: 'Planned Development', 'Commercial', 'Heavy Industrial', 'Light Industrial', and 'Public and Semi-Public'.

The highest percentage of land use within the study area falls under the 'Commercial' land use category, which is appropriate given its location in the downtown district. This is followed by the 'Planned Development' land use category which comprises 27% of the land area.

The land use map in the Comprehensive Plan remains largely accurate with some exceptions. First, the 'Heavy Industrial' land use is the former

Figure 15: Excerpt from La Crosse 2040 Comprehensive Plan, Existing Land Use Map. Source: City of La Crosse

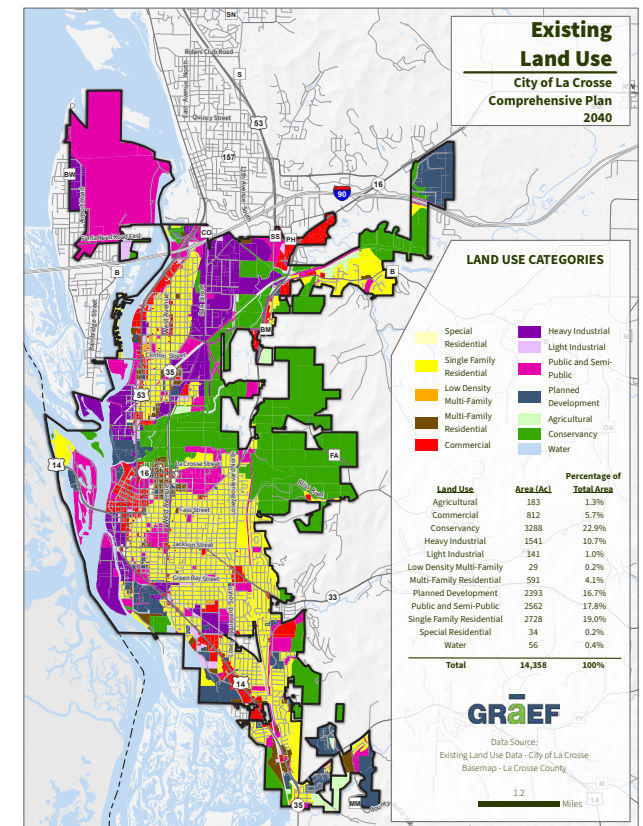


Table 7: Land Use Categories in the Study Area.

Source: City of La Crosse

Land Use Category	Area (Ac)	% of Study Area (Ac)
Planned Development	10.75	23.1%
Commercial	24.17	52.0%
Heavy Industrial	3.73	8.0%
Light Industrial	1.33	2.9%
Public and Semi-Public	0.15	0.9%
Right of Way	6.08	13.1%
Total	46.48	100%

Xcel Energy site and is currently vacant. Second, the 'Light Industrial' land use is the former La Crosse Tribune building and is slated for demolition at the time of this report.

Future Land Use

With the exception of Riverside Park and existing right of way, the future land use of the study area is designated as 'Downtown'. This designation aligns with the Preferred Land Use Map in the La Crosse 2040 Comprehensive Plan, where the study area is identified as a 'D-3 Downtown District'. Within this district, medium- and high-density residential as well as high-intensity mixed-use are the land use categories deemed most desirable for the area.

Figure 16: Future Land Use in the Study Area



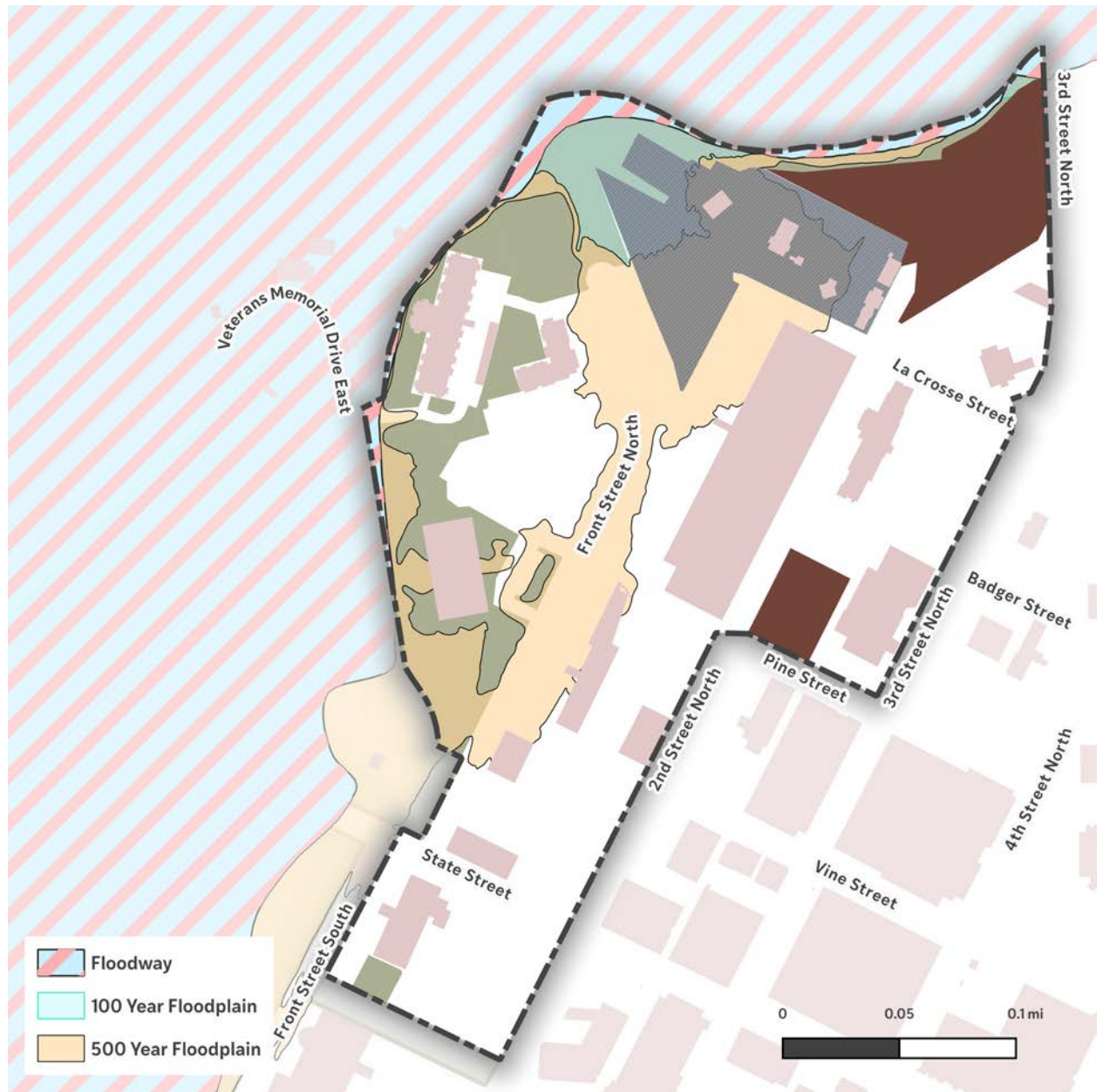
Floodway and Floodplain

The Federal Emergency Management Agency (FEMA) produces Flood Insurance Rate Maps (FIRMs). FIRMs are official floodplain maps that illustrate the 1-percent annual chance floodplain (also known as the 100-year floodplain, Special Flood Hazard Areas, or 'SFHA') and the 0.2-percent annual chance floodplain (also known as the 500-year floodplain). These floodplain maps are used by the City to ensure that floodplain management standards are applied to land development.

FIRMs may include regulatory floodways. A regulatory floodway refers to the channel of a river or other watercourse and adjacent land areas that must be reserved to discharge the base flood (100-year flood event). Land development in the floodway is highly regulated, as it considers potential impacts to the carrying capacity of the floodway and potential impacts to base flood elevations.

Figure 14 shows the regulatory floodway and floodplain within and around the study area. There are 3 parcels in the study area that are partially located in the 100-year floodplain, none of which include structures on their lot.

Figure 17: Regulatory Floodway and Floodplain Related to the Study Area



Given the presence of a SFHA in the study area, it is important that any site scenarios which propose new buildings and substantial improvements in the SFHA must be properly elevated. The City of La Crosse Code of Ordinances addresses the requirement for new development to manage stormwater impacts in Chapter 105 – Erosion Control and Stormwater Management, specifically Article III – Post-Construction Stormwater Management, Sections 105-50 through 105-60. One of the ways stormwater impacts have been addressed in some downtown developments is underground water storage tanks. Some developments downtown have included underground water storage tanks. Future development may incur additional cost to offset this environmental impact.

There are 13 parcels within the study area that are partially located in the 500-year floodplain. Regarding these 13 parcels:

- Seven do not have a structure on the lot (e.g. the former Xcel Energy site);
- Five have a structure or structures on the lot that are partially or completely within the floodplain (e.g. Oktoberfest grounds); and
- One has a structure on the lot, but not in the floodplain (i.e. Riverplace Apartments).

Notably, the parcel on which the Oktoberfest grounds are located as well as N. Front St. is largely within the 500-year floodplain. A regrade and reconstruction of N. Front St. is itemized, but currently labeled 'unfunded', in the city's recent Capital Improvement Plan (2026-2030). The project would help mitigate flash flooding by draining stormwater to the La Crosse River.

Figure 18: Oktoberfest Grounds.



Figure 19: Front Street North, looking north.



Transportation

Existing Facilities

A network of streets, sidewalks, paths, and bikeways provide multiple ways to access destinations in the study area. Segments of Front Street, 2nd Street North, La Crosse Street, Pine Street, Vine Street, and State Street are present in the study area, all of which are under local jurisdiction. These streets connect to a system of city-owned connectors and arterials as well as state- and federal-owned arterial roadways, including Highway 16 (La Crosse Street) and US-53. 2nd Street is classified as a minor arterial with an Average Annual Daily Traffic (AADT) of nearly 11,000 vehicles.

Sidewalks are present along both sides of each street in the study area and are in good condition. These sidewalks provide access not only to each destination in the study area but also Riverside Park, which has its own system of sidewalks and side paths. To the north, the 3 Rivers Trail is a shared-use path with a bridge that provides access to the Riverside North Trail. In addition to these trails, bicycle users can also access the 2nd Street Cycle Track; this is an approximately one-mile separated facility beginning at La Crosse Street to the north and ending at Market Street to the south.

Figure 15 illustrates the transportation network within and around the study area, including existing facilities and proposed improvements. The proposed improvements are based on recommendations from the City's recently published Bicycle and Master Plan Update (2024). The plan addresses a number of walking and biking barriers indicated by residents; regarding the study area, this includes US-53 at La Crosse Street. The 'Long Term Separated Facility' in the legend (red dashed line) refers to the US-53 Corridor Study and its preferred alternative, which is pending at the time of this study. A summary of the study is provided in Section II (Previous Plans, Studies, Reports).

Figure 20: Existing Transportation Network and Proposed Improvements



Parking

Off-Street Facilities and Supply. The study area includes 16 surface parking lots, of which two (next to the city-owned Light and Power building) are considered public and 14 are private. There are three properties that include indoor parking (RiverPlace Apartments, Landmark by the Rivers, and 333 Front

Figure 21: Off-Street Parking Facilities Around Study Area



Table 8: Off-Street Parking Facilities and Supply Around Study Area

Key	Type	Acres	# of Spaces
1	lot	0.41	47
2	lot	0.75	72
3	lot	2.29	188
4	lot	1.01	103
5	lot	0.29	24
6	lot	0.07	10
7	lot	0.05	3
8	lot	1.63	124
9	lot	1.99	179
10	lot	0.12	10
11	lot	1.40	147
12	lot	0.15	16
13	ramp	1.01	605
14	lot	0.56	72
15	lot	1.03	174
16	lot	0.11	14
17	lot	1.70	166
18	ramp	0.84	395
Total		15.42	2,350

Street), and one property that includes a detached at-grade parking garage (RiverPlace Apartments). For the purposes of scenario planning, this section also includes the Pine Street and Main Street parking ramps, which are adjacent to the study area. As previously mentioned, surface parking comprises 13.6 acres, or 29.2 percent of the study area; the addition of the parking ramps outside the area increases the acreage to 15.4 acres.

Put together, the surface parking lots and ramps include an estimated total of 2,350 off-street parking spaces. 43 percent of the parking spaces are public (largely due to the inclusion of the municipal parking ramps, with the disclaimer that 492 of the 605 parking spaces in the Pine Street ramp are permitted), and 57 percent of the parking spaces are private. This estimate was calculated using a desktop survey and data from the 2020 Downtown Parking Study. It is important to note that this estimate does not include the indoor parking spaces associated with the three properties above, nor does it include pending developments (e.g. mixed-use development on the site of the La Crosse Tribune building).

On-Street Facilities and Supply. Table 9 shows that there are an estimated 193 on-street parking spaces within the study area. This estimate was calculated using data from the 2020 Downtown Parking Study and compared against recent images via a desktop survey. The addition of the 2nd Street cycletrack resulted in an estimated loss of 29 parking spaces, and an additional 22 parking spaces adjacent to the Oktoberfest site were counted. Figure 16 does not include on-street facilities due to discrepancies between signage observed in the desktop survey and parking regulation types outlined in Table DT-2 in the 2020 Parking Study.

The 193 on-street parking spaces, paired with the 2,350 off-street parking spaces, results in a total of 2,543 parking spaces related to the study area.

Parking Demand, 10-Year Forecast. The 2020 Downtown Parking Study includes a detailed description of existing utilization rates as well as 5- and 10-year forecasts in and around the study area. Table 10 uses data from Table DT-12, ‘Surplus/Deficit – Future 10 Years’, from page 31 of the study. With the exception of Block 16A (100 Harborview Place) and 35A (which includes 333 Front Street and Grandstay Hotel), each block estimates a parking surplus over the next ten years. **This results in a net surplus of 1,049 parking spaces.**

Of course, Table 10 does not include development projects underway, conceptualized as part of this plan, or completed since the report was published. Further, given the boundaries articulated in the 2020 study, the table may not include all or a part of RiverPlace Apartments or the spaces on 2nd Street N and La Crosse Streets. It is also unknown whether or not the consultant included indoor parking spaces into the forecast.

Table 9: Supply of On-Street Parking Types by Block Within Study Area. Source: *Downtown Parking Study Update & Analysis of Expanded Areas, 2020.*

Block	2 hr	Remaining	Total
16A	28	16	44
29	25	0	25
35	29	0	29
35A	45	0	45
41	19	9	28
NE Gateway	0	22	22
Total	146	46	193

Table 10: 10-Year Surplus/Deficit Estimates of Parking by Block in and around Study Area. Source: *Downtown Parking Study Update & Analysis of Expanded Areas, 2020.*

Block	Vacant	Future 10 Year Demand	Public Total	Private Total	Public & Private Total	Gross	Net
16A	0	49	44	0	44	-5	-5
23	0	122	422	20	442	320	320
29	0	69	25	245	270	201	25
35	0	106	57	342	399	293	57
35A	0	274	45	213	258	-16	-16
36	12	50	640	93	733	683	640
41	17	100	28	192	220	120	28
Total	29	770	1,261	1,105	2,366	1,596	1,049

Stakeholder Engagement

Primary research via direct conversations and observations generates data specifically for the current project, moving beyond reliance on pre-existing information. The project team met with key stakeholders to answer two critical questions: How do individuals envision their interactions with this section of downtown La Crosse, and what are the specific interests of property owners regarding their properties in this area?

Stakeholder Selection and Process

Due to the small geographic area of this plan and the recent downtown plans that sought wide community input, the consultant team took a more narrow approach to stakeholder input for this plan.

The stakeholders consisted of representatives from the following groups:

- Property owners
- Business owners
- Explore La Crosse
- Xcel Energy

- Resident within the study area
- Downtown Neighborhood Association
- Wisconsin Department of Transportation (WisDOT)
- Oktoberfest
- City of La Crosse (including City staff and District 6 Council Member Chris Kahlow)

Stakeholders were invited to share input via interviews. In total, the project team conducted a total of nine virtual interviews. These interviews began in August 2024 and occurred throughout the project. All stakeholders were informed of plan progress via email correspondence as well as an in-person meeting with City staff on January 30, 2025.

Stakeholders provided a wide range of input on the existing conditions of the study area and were asked to give feedback on each iteration of the site concept. This input led to a series of revisions to the site concept which occurred from February to May 2025. The draft plan was also presented to the following groups:

- Downtown Neighborhood Association (September 16, 2025);

- La Crosse City Plan Commission (November 3, 2025);
- La Crosse Judiciary and Administration Committee (November 4, 2025); and,
- La Crosse Common Council Meeting (November 13, 2025).

Key Themes

The stakeholder interviews yielded valuable insight on a number of issues and opportunities. For the purposes of this report, their input has been organized under five key themes:

1. Development Opportunities and Challenges

- **Desirable Area for Development:** Proximity to downtown and to water is attractive to developers. This is a connective area from new development at River Point to the historic downtown.
- **An ideal study area for key demographics:** Focusing particularly on young professionals and empty nesters.
- **Phased Development:** Projects like The Chalmers Residences are phased

due to market absorption and financing constraints.

- **Mixed-Use and Residential Growth:** There's strong interest in luxury and market-rate housing, but concerns about oversupply and softening demand exist. Some folks suggested a 'wait and see' approach, once River Point and the forthcoming development from T. Wall Enterprises is finished.
- **City Collaboration:** Mixed experiences—some developers report good relationships with the city (e.g., TIF approvals), while others cite lack of transparency or support.
- **Welcoming New Developments without Compromising Character:** Stakeholders value maintaining existing building stock and urban character while ensuring new developments complement—not replicate—existing historic architecture. Some concern expressed over the health of downtown business and how new development in this area along with River Point might cause additional challenges to the downtown core.
- **Multiple Viewpoints:** There are property owners within the study boundary who wish to invest and develop, and others who are taking a 'wait and see' approach.

2. Recreation, Entertainment, and Cultural Amenities

- **Strong Support for a Public Market:** Multiple stakeholders (residents, developers, Oktoberfest team) see potential in a public market or food hall, especially if it complements existing assets like the food co-op.
- **Cultural and Community Spaces:** Ideas include music venues, cultural centers, and

indoor/outdoor event spaces.

- **Bar-Free Evening Activities:** There is a desire for more non-bar nighttime activities and family-friendly options.
- **Oktoberfest as a Key Partner:** Oktoberfest is interested in a more permanent facility, and is willing to partner with other tenants (e.g. public market) as well as other potential event/entertainment experiences.

3. Tourism and Events as Economic Drivers

- **Oktoberfest's Central Role:** Generates significant revenue and attendance; stakeholders emphasize the need for a long-term home and infrastructure improvements.
- **Year-Round Activation:** Interest in expanding use of festival grounds beyond Oktoberfest, including winter events and community programming.
- **Tourism Trends:** Growth in leisure travel, birding, conventions, and sports events. Stakeholders want to better capture visitor spending downtown, specifically for dining and overnight stays.



- **Desire to Build a Hub:** The Discovery Campus vision promotes local, regional, and national visitors to the area via vehicle and boat traffic.

4. Connectivity, Mobility, and Parking

- **Disconnection from Downtown:** The study area feels isolated due to large surface lots and underutilized spaces.
- **Desire for Walkability:** Stakeholders prefer pedestrian- and bike-friendly infrastructure over new roads. Surface parking is seen as a barrier to vibrancy.
- **Parking Challenges:** Especially during events like Oktoberfest. Some support for shuttles and better parking management.

5. Community Identity and First Impressions

- **Cultural Representation:** Calls to highlight local cultures, including Hmong and Ho-Chunk communities, through markets, events, and public spaces.
- **Authenticity and Localism:** Emphasis on supporting local businesses, arts, and organic farmers. Comparisons to cities like Winona and Eau Claire for their authentic, arts-driven development.
- **District Identity and Feel:** Desire to make a strong first impression as visitors and residents access downtown from US-53 south, with interest of having the study area be a 'gateway' into the downtown.
- **Aesthetic Improvements:** Stakeholders expressed desire to see Oktoberfest grounds aesthetically enhanced as the area provides a first impression of the community especially to hotel visitors nearby.

Study Area Concept

Design Goals

Based on the plan review findings as well as stakeholder input, the project team developed a set of goals that informed the conceptual design process for the study area. These goals are detailed below and associated with specific site improvements in subsequent pages.



Goal 1: Provide something for everyone at a regional level.

The ‘Previous Plans, Studies, and Reports’ section highlights the importance of creating a study area that can serve residents and visitors alike. It is important that the study area concept visualizes a mixed-use environment where commercial, residential, entertainment, and recreational uses are woven together, resulting in a place that is a destination for both community members and regional tourists. A variety of destinations leads to a more active place all day and all week, as well as year-round.



Goal 2: Elevate established, successful places that are regional destinations.

Previous sections of the plan have underscored the fact that the study area is a hub of activity, with places like Riverside Park and the Oktoberfest grounds being significant regional destinations. It is important that the study area concept highlight these places, showcase potential improvements, and ensure that they are visible and well-connected amongst new or proposed redevelopments.

Goal 3: *Integrate the study area into downtown.*

Like many historic downtowns, a defining feature of Downtown La Crosse is its assembly of buildings which face the street, share party walls, and occupy the lot line with little to no setback. This results in an urban environment which is oriented to the pedestrian, promotes visual connectivity, and ultimately contributes to its cohesive sense of place. It is important for the study area concept to employ similar features where possible and address concerns of the study area feeling isolated or disconnected from downtown.

Figure-Ground Diagramming

A figure-ground diagram is a two-dimensional mapping technique that illustrates the relationship between built and unbuilt spaces in urban environments. It visually represents land coverage, where buildings are depicted as solid masses (the "figure") and open spaces such as streets, parks, and plazas are shown as voids (the "ground"). This type of diagram is useful

Figure 22: Figure-Ground Diagram, Study Area



for urban design and site conceptualization, as it helps analyze the spatial organization of a city.

Pictured below are figure-ground diagrams of the study area as well as downtown La Crosse and surrounding areas, both of which are the same scale. The contrast in figure and ground is evident; downtown as shown includes 124 buildings, of which 29 are in the downtown historic district, and the study area includes 21 buildings. Surface parking currently comprises nearly 30 percent of the study area.

These diagrams illustrate the importance of referencing—but not emulating—the urban form of downtown La Crosse. Referencing the built environment of downtown is a means to create a site concept that feels 'connected' to the downtown. However, it is important to note that the study area includes distinct land uses (e.g. Riverside Park, Oktoberfest grounds) that, while not captured in a figure, is an asset to the study area and community at large.

Figure 23: Figure-Ground Diagram, Downtown





Goal 4: Identify and illustrate opportunities for future vibrant destinations.

The study area is dynamic, and redevelopment plans for multiple properties are underway at the time of this report. It is important for the study area concept not only to incorporate these redevelopment plans but also to illustrate future 'opportunity sites', with proposed uses that complement existing ones and further promote a vibrant district.



Goal 5: Improve connectivity for people walking and biking.

Previous plans and studies have underscored the importance of providing a safe, comfortable, and connected network of walking and biking facilities. It is important for the study area concept to reflect proposed spot improvements and network-wide improvements, particularly those that address gaps in the network and enhance safety.

Figure 24: Sanborn Fire Insurance Map of Study Area, 1906.

Source: Library of Congress



Design Process

The project team began by referencing archival Sanborn Fire Insurance Company maps from the Library of Congress. Sanborn maps from 1884 and 1906 illustrate rail lines and spurs associated with the Chicago Milwaukee & St. Paul Railroad. While no longer visible, this rail line shaped the development pattern in the study area. Warehouses, a coal shed, a tannery, and flour mills were among the many industrial uses in close proximity to the rail line. The original freight depot pictured in the maps now serves as the Freighthouse restaurant, and rights-of-way including Front Street, North 2nd Street, and Vine Street are still present today. These streets were used as a basis for the first round of design, which consisted of strategies to create a 'corridor' feel along Front Street while identifying areas that feel disconnected due to the lack of a street grid. This was done as a means to illustrate potential

Figure 25: Design Exercise, Presence or Absence of Grid Connectivity.



connectivity between the site and downtown as well as identify places where site massing could occur.

The project team preliminarily produced two site concepts. The first concept included zero lot line site massing along both sides of Front Street, terminating in a new vista that would serve as a prominent entrance to the Oktoberfest grounds. The second concept retained the existing right-of-way along Front Street, which curves westward. This concept reflects the preferences of adjacent property owners who prefer the existing road network layout and anticipates that a road reconstruction to be cost-prohibitive for the city.

These original concepts were then shared with city staff and stakeholders in a series of meetings from December 2024-June 2025. During this period, stakeholders shared a wide range of comments that

resulted in a number of revisions, including:

- Adding building footprints of proposed developments, including the Discovery Campus;
- Modifying building footprints and their frontage along the street;
- Extending the boundaries of the study area two blocks to the south;
- Illustrating the boundaries of the Oktoberfest grounds to better delineate between the grounds and adjacent uses;
- Illustrating amenities (e.g. dog park) and features (e.g. street trees); and
- Illustrating building footprints outside the study area for additional context.

Figure 26: Site Plan, Initial Concept 1

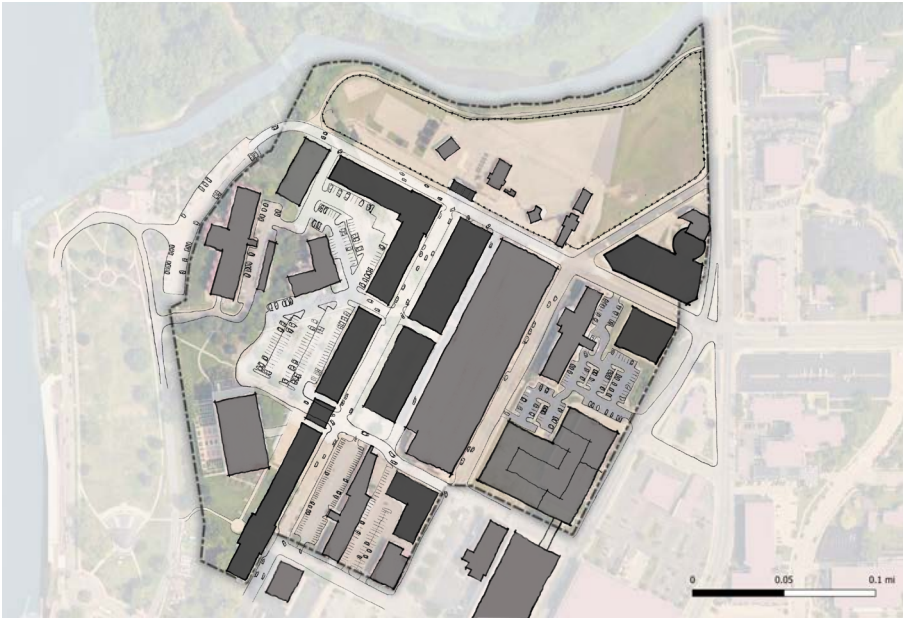
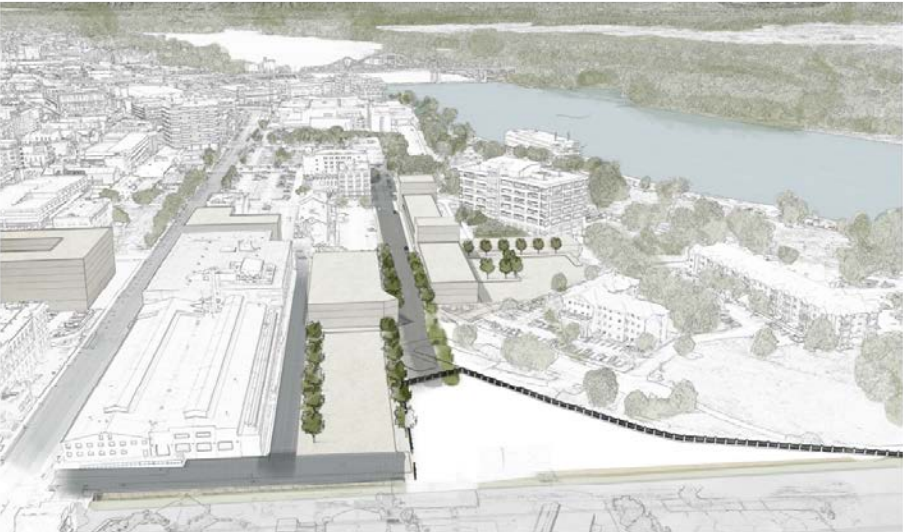


Figure 28: Aerial Perspective, Initial Concept 1, Looking South.



OPTION 1 US53 PERSPECTIVE
LA CROSSE RIVER AREA MP 24-1718 • PROGRESS SET • 6 FEB 2025



Figure 27: Site Plan, Initial Concept 2

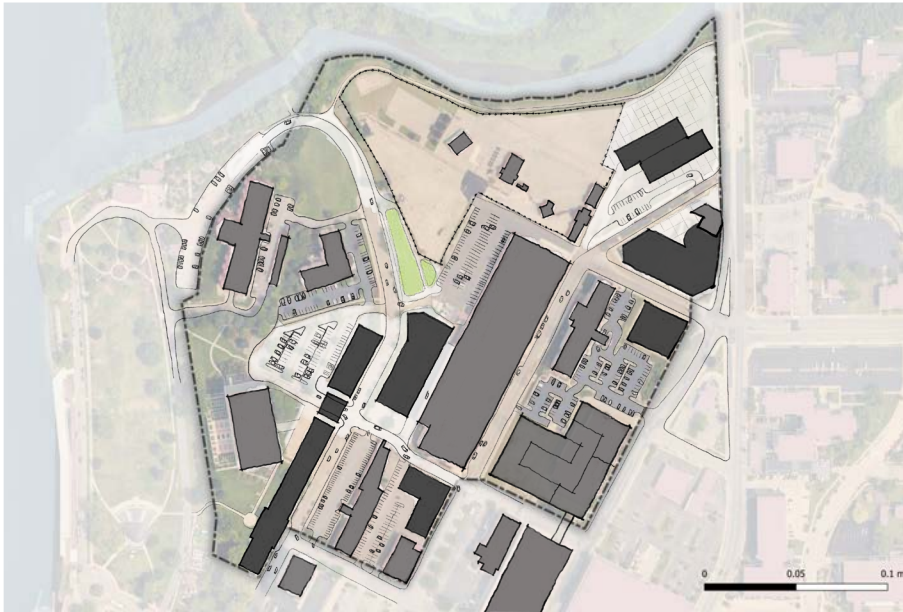


Figure 29: Aerial Perspective, Initial Concept 2, Looking Northeast.



OPTION 2 WEST PERSPECTIVE
A CROSSE RIVER AREA MP 24-1718 • PROGRESS SET • 6 FEB 2025



Concept Overview

Aerials and Perspectives

Based on the changes outlined above, the project team developed a set of revised concepts for the study area. This includes both plan views and perspective views, all of which are rooted in the design goals. The concepts allow a wide range of people—business owners, property owners, prospective developers, and more—the opportunity to see site-specific improvements and how proposed buildings interact with each other.

Figure 30: Aerial Perspective, Final Study Area Concept, Looking Northwest.

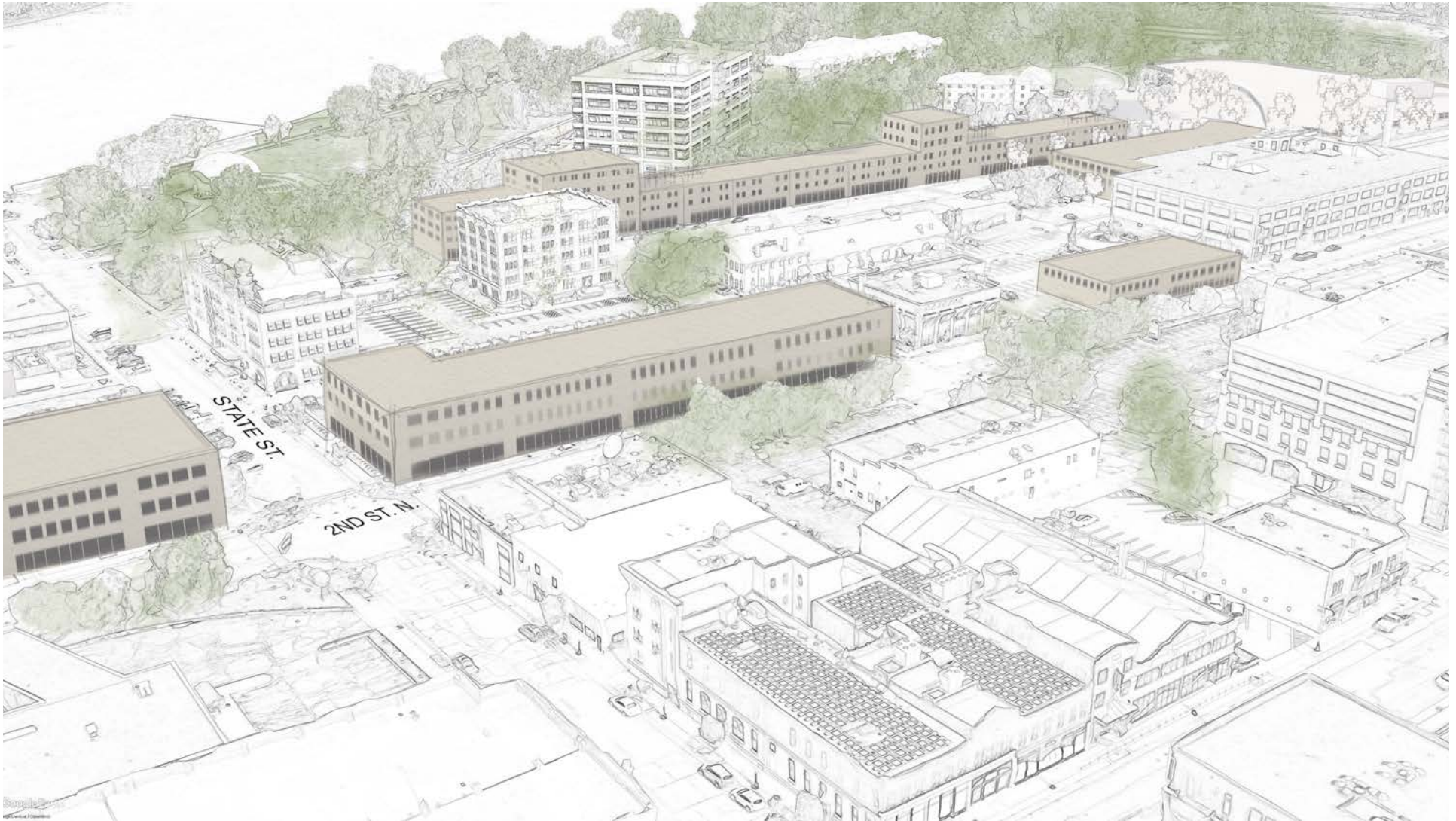
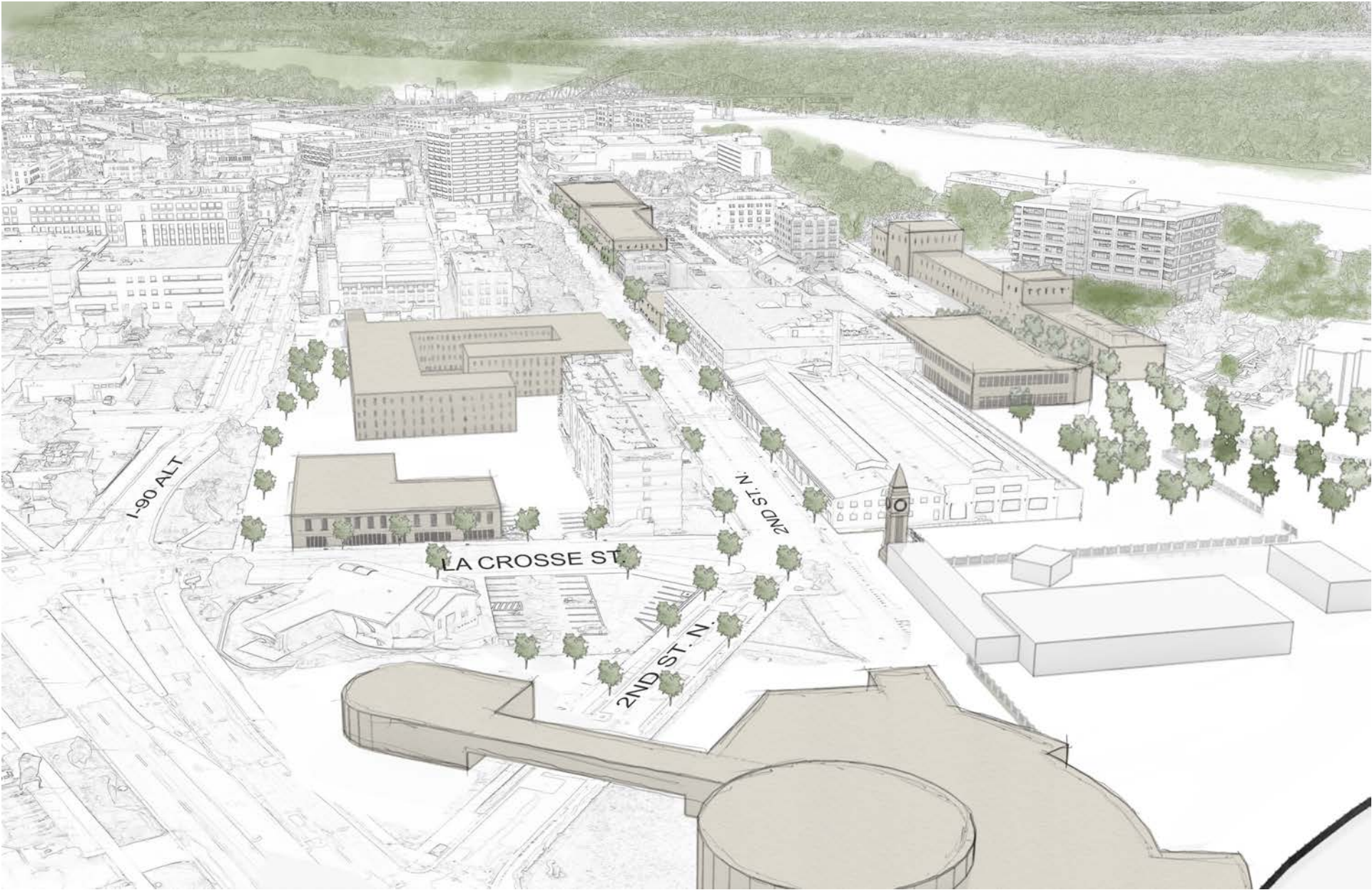


Figure 31: Aerial Perspective, Final Study Area Concept, Looking South.



Land Use Overview

The study area concept maintains the same boundary as it was visualized in the Existing Conditions section: 46.5 acres, or approximately 2,025,750 square feet, of space. The proposed land uses differ from the existing land uses in the following ways:

- Building footprints occupy a larger share of the study area at 13 acres (or 28 percent of the study area), which is due to the addition of 11 proposed buildings (including two potential locations for a public market);
- Off-street surface parking, which previously occupied nearly 30 percent of the study area, would be reduced from 13.5 to 8.2 acres (or approximately 18 percent of the study area).
- Open space is increased nominally by 1.5 acres; and
- The Oktoberfest grounds retain their existing footprint of 4.34 acres; and
- Right of way is decreased nominally, which may be attributed to remaining parcel and terrace space.

Figure 33: Proposed Land Use in Study Area with Opportunity Sites.

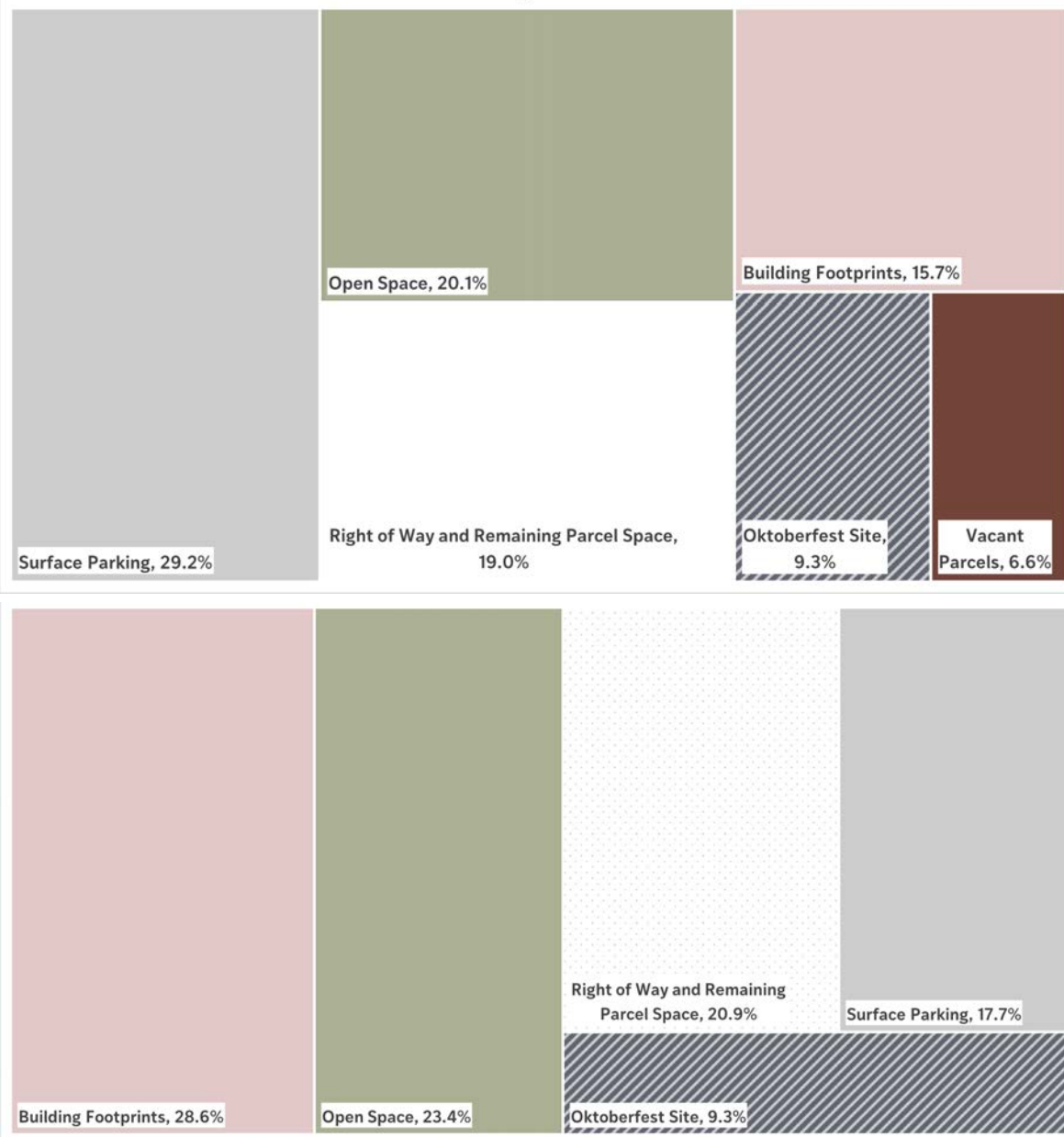


Figure 33 illustrates the proposed land use data by percentage, while Table 11 compares the area of both existing and proposed land uses. While not visualized, it should be noted that the proposed building footprints in the study area concept are located outside of the 100-year floodplain.

Table 11: Comparison of Existing and Propose Land Uses, by Acre.

Land Uses	Existing Area (Ac)	Proposed Area (Ac)	Difference (%)
Building Footprints	7.29	13.29	82.3%
Vacant Parcels	3.09	0	-100%
Oktoberfest Grounds	4.34	4.34	0%
Surface Parking	13.57	8.2	-39.3%
Open Space	9.34	10.89	17%
Right of Way and Remaining Parcel Space	8.85	9.73	10%
Total	46.48	46.48	

Figure 34: Percentages of Existing and Proposed Land Use in Study Area.



Opportunity Sites

The study area concept includes a total of 30 properties, 19 of which are existing, and 11 of which are proposed. These buildings, along with key existing properties, are considered 'Opportunity Sites' for redevelopment or proposed improvements. A brief description of each opportunity site follows.

Site 1: Discovery Campus

The proposed Discovery Campus would occupy the vacant site currently owned by Xcel Energy at the corner of US-53 and 2nd Street North. The concepts shown in the above figures represent a planning-level interpretation of the 2023 Discovery Campus Overview document, which is summarized in the 'Previous Plans, Studies, and Reports' section. The campus would serve as a gateway to downtown from the north and house a variety of natural, cultural, and recreational activities, including the La Crosse County Historical Society Museum, the Great River Road Experience, the Dahl Auto Museum, and more.

It should be noted that the building footprint for the proposed Discovery Campus extends onto the existing city-owned Light and Power building (621 3rd Street North). Additional discussion between the City of La Crosse and Discovery Campus representatives will need to occur to determine if the Light and Power building is demolished or integrated into the overall footprint.

Proposed Use: Commercial, recreational and cultural

Applicable Design Goals: Goal 1; Goal 4; Goal 5.

Site 2: Oktoberfest Grounds

The Oktoberfest grounds are located directly west of the proposed Discovery Campus and south of the

La Crosse River. The site, which is mostly paved with asphalt, includes six buildings which are used not only for the annual Oktoberfest event but also for administrative purposes.

The proposed improvements are rooted in stakeholder input and reflect a desire to invest in aesthetic improvements which would further distinguish the grounds. This includes constructing a landmark element to distinguish the site as a destination via a German-inspired clock tower to mark the entrance. Additional proposed improvements include replacing the chain link perimeter fencing with masonry and black metal fencing to enhance the curb appeal and to delineate the grounds from adjacent uses. An opportunity also lies within the grounds for adding a semi-

Figure 35: Precedent Image of Masonry Fencing for Consideration at Oktoberfest Grounds, etc.



permanent stage for musical or theater events to further activate the space year-round.

Proposed Use: Commercial

Applicable Design Goals: Goal 1; Goal 2

Site 3: Public Market

Previous plans and stakeholder discussions have underscored the desire to have a public market within the study area, particularly one that is close to the Oktoberfest grounds and could result in programming opportunities between both entities. The study area concept includes two possible locations for a public market, the first of which could occupy the ca. 1914 portion of the Landmark By the Rivers building. This portion of the property,

Figure 36: Precedent Image of German Clock Tower as Inspiration for Oktoberfest Entrance.



which is currently being used for parking and programming, would meet the square footage requirements outlined in the city's Public Market Site Analysis (2020). Locating within the existing building may fulfill two goals: providing space for the public market while filling underutilized space within the building. The feasibility of this site being used for a public market would require coordination between its property owner, the City of La Crosse, and adjacent property owners.

Proposed Use: Commercial

Applicable Design Goals: Goal 1; Goal 4

Site 4: Alternate Public Market

If agreements on the public market within the Landmark Building cannot be reached, the consultant team identified a second location for a public market upon the parking lot associated with 333 N. Front Street. This option would provide a standalone brick-and-mortar facility in close proximity to proposed mixed-use and residential properties, described below. A two-story structure on the proposed footprint would also meet the square footage requirements outlined in the city's Public Market Site Analysis (2020), which is roughly 30,000-35,000 square feet. This site has the added benefit of a path connection to Riverside Park in close proximity and could offer a nice connection between public park space and the market. The feasibility of this site being used for a public market would require coordination between its property owner, the City of La Crosse, and adjacent property owners. Given this site would mean new construction for a public market building and could be separately parceled, this gives an opportunity for a wholly City-owned market.

Proposed Use: Commercial

Applicable Design Goals: Goal 1; Goal 4

Site 5: Residential

This site currently consists of open space located to the east of Riverplace Apartments on the northern extent of the study area. The proposed building would be a three-story residential property totaling approximately 20,000 square feet. The property would be within steps of Riverside Park and nearby trails as well as a proposed dog park using existing green space to the north.

Proposed Use: Residential

Applicable Design Goals: Goal 1; Goal 4

Site 6: Mixed Use

This site is located directly east of the parking lot associated with 333 N. Front Street and currently consists of parking and landscaping. The proposed building would be a three-story, 60,000 square foot property, with commercial use(s) on the first floor and residential uses on the second and third floors. The property would be sited along the lot line facing Front Street and include an arched entry off of Front Street, providing access to both existing buildings and the Alternate Public Market.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 7: Mixed Use

This site is located on a parking lot located at the southwest corner of Landmark by the Rivers (429 2nd Street North). The proposed building would be a three story, 85,000 square foot property, with commercial (use)s on the first floor and residential uses on the second and third floors. Together with Sites 6 and 8, the properties would contribute to a corridor feel along Front Street. Parking could be situated off the rear of the building as needed.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4 , Goal 5

Site 8: Mixed Use

This site is located on a parking lot associated with 333 N. Front Street as well as green space to the south. The proposed building would be a three-story, 90,000 square foot property, with commercial use(s) on the first floor and residential uses on the second and third floors. Similar to Site 6, the property would be sited along the lot line facing Front Street North and include an arched pass-through to connect to the existing path that aligns with Vine Street.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 9: Mixed Use

This site is located on 2nd Street North between Vine and State streets, which is currently being used for surface parking. The proposed building would be a four-story, 104,000 square foot property, with commercial use(s) on the first floor and residential uses on the 2nd-4th floors. The concept shows two primary facades on 2nd Street North as well as State Street, with parking in the rear of the property.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 10: Mixed Use

This site is located at the southwest corner of 2nd Street North and State Street and is currently being used for surface parking. The proposed building would be a four story, 139,000 square foot property, with commercial use(s) on the first floor and

residential uses on the 2nd-4th floors. Similar to Mixed Use 4, the concept shows two primary facades on 2nd Street North as well as State Street. The remainder of the site consists of existing surface parking.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 11: Commercial

This site is located on a parking lot at southwest corner of US-53 and La Crosse Street. The proposed building would be a two story, 25,000 square foot property, consisting exclusively of commercial uses.

Proposed Use: Commercial

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 12: Commercial

This site is located on a parking lot associated with Landmark by the Rivers at the southwest corner of 2nd Street North and Pine Street. The proposed building would be a two story, mixed-use, 38,000 square foot property.

Proposed Use: Mixed-Use

Applicable Design Goals: Goal 1; Goal 3; Goal 4

Site 13: Multi-Family

This site represents the Chalmers Residences, which is a planned redevelopment located at 215 Pine Street and 401 3rd Street North. The developer proposes to construct a four-story, 228,000 square feet multifamily development that will take advantage of the lot formerly occupied by the La Crosse Tribune building. The proposed development, which will be conducted in three phases, will include one level of underground parking, approximately 260 residential units and 5,500 square feet of commercial space. The underground parking will include 170 parking spaces,

Figure 37: Concept of the Discovery Campus. Source: Representative of Discovery Campus, Inc. The figure does not indicate a final design nor is it a construction document.



Figure 38: Rendering of The Chalmers Residences. Source: La Crosse Tribune.



and the remaining parking demand will be met by the adjacent Pine Street ramp in which the development will lease approximately 120-160 stalls from the city. The development aligns with multiple goals outlined in adopted city plans including the city's Comprehensive Plan, which strongly emphasizes infill development.

The building footprint as shown in Figure 33 is for illustrative purposes only and may vary from the footprint as shown in developer materials.

Proposed Use: Residential, Commercial

Applicable Design Goals: Goal 1; Goal 4

Site 14: Dog Park

This site utilizes the remaining green space to the north for an additional dog park. There is a dog park south of this site, however space is limited. Additional facilities would be a benefit especially to the residences of new and proposed buildings.

Recommendation: Parking Lot Planters

Temporary planters installed between parking lots and sidewalks deliver a range of practical and aesthetic benefits. They beautify a space with greenery and visually 'soften' large sections of asphalt and concrete. They create a physical buffer that can help drivers perceive spatial boundaries, enhance pedestrian safety. Further, they can be repositioned or removed as needs change, all at a lower cost and with less maintenance than permanent infrastructure.

The precedent images illustrate tall, substantial planters, which is recommended in the study area due to the large amount of surface parking lots. Although each of the 18 surface parking lots in the study could benefit from the addition of temporary planters, the lots with frontage along city-owned streets including Front Street and 2nd Street could benefit the most. The planters could be placed on the city-owned terrace and could help frame the street in the meantime.

Figure 39: Precedent Image, Parking Lot Planters.



Figure 40: Precedent Image, Parking Lot Planters.



Programming Opportunities

Oktoberfest staff have expressed interest in further activating their grounds not only during Oktoberfest but also year-round. This hinges on programming a variety of mutually reinforcing events. For example, a permanent beer hall could anchor daily foot traffic at a local and regional scale, while rotating museum exhibits from Discovery Campus next door can keep the narrative fresh for repeat visitors. During peak seasons, a nearby public market could expand into a curated vendor showcase. Food and beer options, among other things, would enhance the public market appeal and help turn the Oktoberfest grounds in a destination that complements rather than competes with the main festival.

Outside of Oktoberfest, the site becomes the natural trailhead for a regional cycling network. Way-finding kiosks, secure bike parking and pop-up repair stations encourage riders to explore the miles of connected paths, then return for refreshments. The natural environment ties back to the potential exhibits within the Discovery Campus. Great River Trail-related events and bird-watching festivals,

for example, could be staged simultaneously on both properties, creating larger-scale events that draw bigger crowds, lengthen stays, and reinforce the area as a must-visit cultural and recreational corridor.

Transportation

Proposed Facility Improvements

The study area concept retains its existing block structure and its existing right of way. No new roads are proposed, and the existing sidewalk network remains intact. Both city- and state-level capital improvements may occur along road segments within and around the study area, which could have implications for the phasing of redevelopment projects in select areas. This includes:

US-53: This roadway, which is located to the east of the study area, is the subject of a corridor study being conducted by WisDOT at the time of this report. The purpose of the study is to develop alternatives that improve safety and address traffic operations concerns where practicable, while

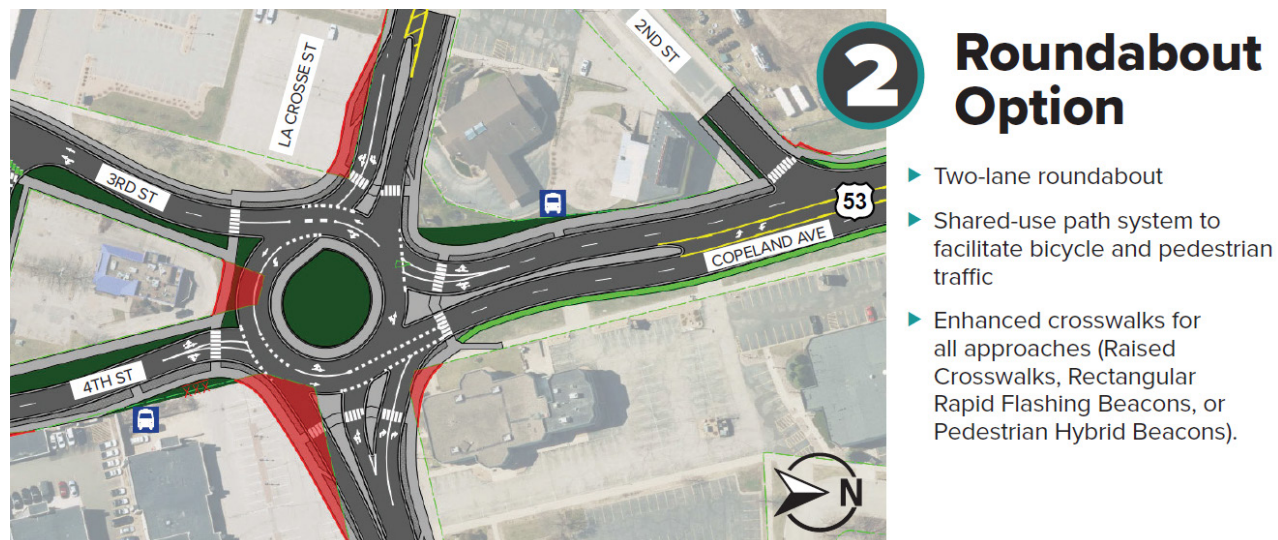
addressing existing and projected infrastructure needs through the design year (2050).

The study limits for the US-53 corridor are from WIS 35 to I-90 which is approximately 4.3 miles in length. The segment most relevant to the study area is from Division Street to the La Crosse River. The corridor study proposes two alternatives—Alternative 1, Alternative 2—and each have their own sub-alternative (1A, and 2A). WisDOT has selected Alternative 1 as the Recommended Alternative, which includes a variety of improvements related to traffic safety, traffic operations, bike and pedestrian access, pavement replacement, and utility repair/replacement. Notable improvements related to the study area include:

- Converting the intersection of US-53 and La Crosse Street to a two-lane roundabout, with a shared-use path system, enhanced crosswalks at all approaches, and pedestrian refuge islands;
- Bicycle facilities along both sides of the US-53 corridor, including a street-level bike lane or cycle track over the La Crosse River; and
- Installation of two Rectangular Rapid Flashing Beacons (RRFB) one at the north end of the US-53 bridge over the La Crosse river, and one midblock along northbound US-53 between Badger and Vine Streets.

Front Street North: The segment of Front Street North that is located in the study area is also within a 500-year floodplain, and flash flood events have occurred. The City of La Crosse 2026-2030 Capital Improvement Plan details the proposed regrade and reconstruction of Front Street North from Vine Street to its termination at the north cul-de-sac. Such a project would not only help mitigate flash flooding by draining the storm water to the La

Figure 41: Excerpt from US-53 Corridor Study Exhibit. Source: WisDOT



Crosse River but would also include new curb, gutter, and pavement. This project is noted as an unfunded request with a timeline of 2027-2031.

It should be noted that the roundabout option in the first bullet above is considered a recommended option at the time of this report. The roundabout option would require property acquisition compared to the signalized alternative, and some changes to driveway access and parking facilities would occur. Should the intersection of US-53 and La Crosse be retained, the corridor study proposes a number of intersection improvements including new signal infrastructure and operation improvements, crosswalk and bike lane markings, and pedestrian refuge islands.

A Preferred Alternative will be selected in Winter 2026, followed by a signed environmental document.

Additionally, the study area concept retains all of the existing bicycle facilities as well as the proposed facilities recommended in the approved 2024 Bicycle and Pedestrian Master Plan Update, including:

- Constructing a shared-use facility on Pine Street from 8th Street North to Front Street North;
- Adding a separated facility on Lacrosse Street to 2nd Street North.

Figure 42 illustrates all existing and proposed bicycle and pedestrian facilities alongside proposed building and parking. Note that the map proposes extending the proposed separated bike facility on Vine Street one block to the west. This would further facilitate a comfortable ride that terminates at a prominent entrance to Riverside Park. It should be noted that Figure 42 does not illustrate a 'Festival Street' to between the Oktoberfest grounds and the ca. 1914 section of Landmark by the Rivers. While there is potential for a festival street to occur in the future, leaving the pavement as is can still facilitate programming between both sites for Oktoberfest and other potential activities.

Figure 42: Existing and Proposed Bicycle and Pedestrian Facilities alongside Opportunity Sites. Source: 2024 La Crosse Bicycle and Pedestrian Master Plan.



Parking

The study area concept maintains existing on-street parking and includes 17 off-street parking facilities, of which 15 are surface parking lots located in the study area and two are city-owned parking ramps just outside the study area. The repurposing of some of these facilities for development results in a reduction of surface parking area from 15.4 acres to 10.8 acres, or nearly 35 percent. In turn, this results in a reduction in the number of parking spaces from 2,543 (193 on-street, 2,350 off-street) to 2,081, or 18 percent. Table 12 compares area by square footage and acreage as well as estimated parking spaces for both the existing study area and the proposed concept.

The estimated number of parking spaces for the study area concept was based on the following assumptions and guidance:

- Existing parking facilities that remain unaltered in the proposed concept maintain their estimated number of spaces, which is documented in the Existing Conditions section. These estimates were calculated using a desktop survey and data from the 2020 Downtown Parking Study. It is important to note that the counts from the desktop survey are estimates. Pavement markings for each space can be faded or obscured by parked vehicles, which may affect the total count.
- The estimated parking spaces for proposed parking facilities—new facilities and altered facilities due to a building development—are based on the following assumptions: 160 square feet for each parking space, and a set-aside of 40 percent for circulation and landscaping within each facility.
- The proposed redevelopments in the previous section do not include a set-aside

Table 12: Comparison of Proposed and Existing Parking, On- and Off- Street.

Area (SF)		Area (Ac)		Parking Spaces (On- and Off-Street)	
Proposed:	439,485	Proposed:	10.08	Proposed, Total:	2,081
Existing:	671,732	Existing:	15.42	Existing, Total:	2,543
Difference:	(232,247)	Difference:	(5.34)	Difference:	(462)
%	-32.57%	%	-34.62%	%	-18.1%

for minimum parking. This is in accordance with Ordinance No. 5317 (Adopted 12/21/24), which eliminates off-street parking requirements in all zoning districts.

- The estimate does not include the indoor parking spaces associated with RiverPlace Apartments, Landmark by the Rivers, and 333 Front Street.
- On-street parking spaces maintain their estimated number of spaces as documented in the Existing Conditions section.

The 2020 Downtown Parking Study includes a 5- and 10-year surplus/deficit forecasts of blocks in and around the study area. With the exception of Block 16a (10 Harborview Place, deficit of 5 spaces) and 35a (which includes 333 Front Street North and GrandStay Hotel, deficit of 16 spaces), each block estimates a parking surplus which results in a total surplus of 1,049 spaces over a ten-year forecast from the time of the study (2021-2031). This estimated surplus could absorb the estimated loss of 462 parking spaces noted above by the proposed development; however, there would remain a surplus of 587 parking spaces. It is important to note:

- This estimate does not calculate potential parking needs associated with the Discovery Campus project.
- This estimate does not incorporate the parking associated with The Chalmers Residences (Site 13), which consists of 170 underground parking spaces and 120-160 leased spaces from the Pine Street Ramp. If incorporated, it would result in a surplus of 427-467 spaces.
- It is unknown whether or not the consultant associated with the 2020 Downtown Parking Study included indoor parking spaces into the forecast, which could absorb demand at their respective source.

The estimated surplus of 1,049 spaces over the 2021-2031 time period could absorb the potential loss of 462 parking spaces indicated by the redevelopment concept plan, leaving a surplus of 587 parking spaces.

Housing Demand

Many of the proposed buildings within the study area include residential space. The La Crosse Housing Study conducted in 2024 recommended up to 116 rental units be constructed per year for a total of 466 rental units by 2030. Of the eighteen neighborhoods identified as opportunity areas for residential development, only the downtown neighborhood was explicitly identified for medium to high density development.

Table 13 illustrates the approximate number of units by property name within the study area and timing of potential development. This information is based on the proposed building square foot (SF) footprint, number of residential stories, and assuming the average unit is 980 SF and approximately 20% of

the building SF is for circulation.

Business Demand

Given the direction of plans for La Crosse as a whole, the downtown in general, data gathered to-date, and stakeholder input regarding desired uses within the study area, a void analysis of the types of retail, food, office, and medical office was conducted using Placer.ai. (Placer.ai is a location analytics provider that analyzes locations or geographic areas by audience type.)

Void Analysis identifies the most compatible retail tenants for a specific vacant space that is the best fit for the property and its surrounding market, whether it is a part of a shopping center, standalone building, or even an undeveloped parcel of land.

Using a blend of demographic data, retail behavior, and tenant performance, the list of suitable retailers are also given a Relative Fit Score—a score that reflects how well that tenant aligns with the property’s characteristics and market conditions. (More information about the Relative Fit Score may be found in the appendix.)

The following tables are intended to demonstrate the types of potential tenants the site could attract, and the amount of space required for the tenant. The examples provided are not recommendations of specific tenants, but a sample of the type of establishments that may be successful.

Table 13: Proposed Residential Units by Property Name

Property Name	Proposed Residential Units
Site 5: Residential (next to Riverplace Apartments)	17
Site 6: Mixed-Use (next to 'alternate public market')	33
Site 7: Mixed-Use (NE corner of Front St and 'bike/ped access)	46
Site 8: Mixed-Use (NW corner of Front St by Vine St)	50
Site 9: Mixed-Use (SW corner of 2nd and Vine St)	64
Site 10: Mixed-Use (SW corner of 2nd and State)	85
Site 12: Mixed-Use (SW corner of 2nd and Pine St)	10
Site 13: Multi-Family (The Chalmers Residences first two phases)	181
Total	486
Note: The Chalmers Residences has been approved by the Plan Commission and has a development agreement in place for all three phases. The number of units for the other properties is an estimate only based on the identified assumptions which are subject to change.	

Table 14: Up to 5,000 Tenant Space

Potential Tenants	Sub Category	Min Size	Max Size	Relative Fit Score	Avg. Monthly FT
Royal Tobacco	Smoke Shop	2,178	2,178	100.01	10,247
Bluff View Bank	Bank	3,946	3,946	100.01	1,511
Buck's Bar & Grill	Bar	N/A	N/A	100.01	1,724
Bonnie Rae's Cafe	Cafe	4,069	4,069	97.02	2,136
First Choice Dental	Dentist's Office	2,565	12,060	N/A	1,248

Filters:

Expansion Rate National Level:	High Growth (>30%), Slow Growth (>10%)
Expansion Rate State Level:	High Growth (>30%), Slow Growth (>10%)
Exclude Chains with Missing Data:	FALSE
Chain Operate in State:	FALSE
Nearest Location (mi):	2 - 150
Space Size (sq ft):	564.31 - 5000
Category & Sub-category:	Beauty & Spa; Bike Shop; Sporting Goods Shop; Fitness; Electronic Stores; Clothing; Stores & Services; Fashion Accessories; Attractions; Pet Stores & Services; Hobbies, Gifts & Crafts; Drugstores and Pharmacies Breakfast, Coffee, Bakeries & Dessert Shops; Restaurants; Bars & Pubs; Groceries
	Doctor and Health Professional Offices, Home Health Care and Supply Banks & Financial Services, Workplace

Table 15: 5,000-10,000 SF Tenant Space

Potential Tenants	Sub Category	Min Size	Max Size	Relative Fit Score	Avg. Monthly FT
Audio Designs	Electronics Store	N/A	N/A	100.0	2,017
Shari's Sports Saloon & Lanes	Bowling Alley	5,681	5,681	96.2	2,689
Falls Florist & Greenhouse	Flower Shop	N/A	N/A	95.6	1,556
Buck's Bar & Grill	Bar	N/A	N/A	100.01	1,724
Pioneer Club	Bar	7,441	7,441	98.9	2,554
Altra Federal Credit Union Winona Branch	Bank	7,866	7,866	100.0	9,056

Filters:

Expansion Rate National Level:	High Growth (>30%), Slow Growth (>10%)
Expansion Rate State Level:	High Growth (>30%), Slow Growth (>10%)
Exclude Chains with Missing Data:	FALSE
Chain Operate in State:	FALSE
Nearest Location (mi):	2 - 150
Space Size (sq ft):	564.31 - 5000
Category & Sub-category:	Bike Shop; Sporting Goods Shop; Clothing; Stop & Service; Toy / Game Store; Fitness; Attractions; Pet Stores & Services; Hobbies, Gifts & Crafts; Electronic Stores Breakfast, Coffee, Bakeries & Dessert Shops; Restaurants; Bars & Pubs; Groceries
	Doctor and Health Professional Offices, Home Health Care and Supply Banks & Financial Services, Workplace

Table 16: 10,001-20,000 Tenant Space

Potential Tenants	Sub Category	Min Size	Max Size	Relative Fit Score	Avg. Monthly FT
Iron Bluff Fitness	Gym / Fitness Center	18,548	18,548	100.01	3,350
Winona Feed Seed & More	Pet Store	12,627	12,627	99.27	1,209
B&B Olympic Bowl	Bowling Alley	12,232	12,232	99.07	9,061
Companion Animal Care Center	Veterinarian	10,448	10,448	98.92	2,445
Audio Designs	Electronics Store	N/A	N/A	97.24	2,017
Buck's Bar & Grill	Bar	N/A	N/A	100.01	1,724
First Choice Dental	Dentist's Office	2,565	12,060	N/A	1,248
Mayo Clinic Health System - Franciscan Healthcare	Medical Centers	14,205	14,205	N/A	1,741
WCCU Credit Union	Credit Union	N/A	N/A	100.01	7,738

Table 17: 20,001-45,000 SF Tenant Space

Potential Tenants	Sub Category	Min Size	Max Size	Relative Fit Score	Avg. Monthly FT
Audio Designs	Electronics Store	N/A	N/A	100.0	2,017
Falls Florist & Greenhouse	Flower Shop	N/A	N/A	96.2	1,556
Midtown Foods	Grocery Store	23,982	23,982	100.0	35,595
Buck's Bar & Grill	Bar	N/A	N/A	96.8	1,724
WNB Financial	Bank	23,339	23,339	100.0	8,345
Krohn Clinic	Medical Centers	28,985	28,985	100.0	7,400
Grifols Plasma	Blood Center	4,341	24,413	96.8	4,650

Filters:

Expansion Rate National Level:	High Growth (>30%), Slow Growth (>10%)
Expansion Rate State Level:	High Growth (>30%), Slow Growth (>10%)
Exclude Chains with Missing Data:	FALSE
Chain Operate in State:	FALSE
Nearest Location (mi):	2 - 150
Space Size (sq ft):	10001 - 20000
Category & Sub-category:	Bike Shop; Sporting Goods Shop; Clothing; Attractions; Fitness; Pet Stores & Services; Hobbies, Gifts & Crafts; Electronic Stores
	Groceries; Restaurants; Bars & Pubs; Breakfast, Coffee, Bakeries & Dessert Shops
	Doctor and Health Professional Offices, General Medical Centers and Hospitals
	Real Estate Office; Banks & Financial Services

Filters:

Space Size (sq ft):	20001 - 45000
Nearest Location (mi):	0.52 - 150
Category & Sub-category:	Home Improvement, Furniture and Home Furnishings + 15
Expansion Rate State Level:	High Growth (>30%), Slow Growth (>10%)
Expansion Rate National Level:	High Growth (>30%), Slow Growth (>10%)
Chains:	Boot Barn; Sierra; Going, Going, Gone; Shoe Station; Crunch Fitness; Puttshack; Wesco Home Furnishings; Quilt Corner; Dairyland Power Cooperative; Falls Florist & Greenhouse; Hillside Animal Hospital; Minnesota Marine; Johnson's One Stop; Audio Designs; Wisconsin Cranberry Museum; West Salem Veterinary Clinic; Gundersen Pharmacy; Olive Juice Quilts; County Market and Hometown Hardware; Leon Community Club; Township Bowl; Wisconsin Building Supply; Be Fit; Wazee Sports Center; Unity Fitness La Crosse; St Charles Veterinary Clinic; Milt Lunda Memorial Arena; Harmony Veterinary Clinic; Wood Sales & Services; All Star Lanes; New Generations of Harmony Antique Mall; Christen Farm Nursery
	Groceries; Bars & Pubs; Restaurants; Breakfast, Coffee, Bakeries & Dessert Shops
	Banks & Financial Services; Office Supplies; Workplace
	Medical Laboratories, General Medical Centers and Hospitals
	Banks & Financial Services, Workplace

Implementation

The purpose of the Implementation Strategy is to apply each of the goals listed in the previous section, pressing them into a series of actions to help realize the study area concepts. All actions have been organized under the following topics:

- Coordination and Programming
- Development and Redevelopment
- Transportation and Public Realm

Timeline

Each action is assigned one of the following time ranges:

- Ongoing
- 1-3 years
- 3-5 years
- 5-10 years

Cost Estimate

Each action is given a 'low' (\$), 'medium', (\$\$) 'high' (\$\$\$), or 'staff time estimate'.

Lead Agent, Partners

Each action is assigned to a lead agent who would be responsible for executing a given task. A list of potential partners is also provide. All lead agents and partners are given one of the following acronyms:

- HPC Heritage Preservation Commission
- DMI Downtown Mainstreet, Inc.
- DNA Downtown Neighborhood Association
- CPC City Plan Commission
- CCD Committee for Citizens with Disabilities
- COL City of La Crosse (General)
- DPW Department of Public Works, City of La Crosse
- DPD Department of Planning and Development
- LFD La Crosse Fire Department
- LPD La Crosse Police Department
- MTU La Crosse Municipal Transit Utility

- DOT Wisconsin Department of Transportation
- OCP Other Community Partners: Educational and religious institutions, foundations, civic organizations, other preservation advocates at the local, regional, state, and national levels.
- LCC La Crosse County
- LCCHS La Crosse County Historical Society
- NG Neighborhood Groups
- LADCO La Crosse Area Development Corporation
- LCCVF La Crosse City Vision Foundation
- PO Property Owners
- RED Real Estate Developers
- BO Business Owners

Priority

Each action is assigned a priority level ranging from 'low' to 'high'.

Coordination and Programming Recommendations

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
1.1	Initiate city-led discussion with property owners to discuss next steps and implications for parcel redevelopment.	1-3 years	Staff Time	DMI	DPD, PO	High
1.2	Hold annual property owner coordination and discussion meetings.	3-5 years	Staff Time	DMI	DPD, PO	Medium
1.3	Host semi-annual meetings with Downtown Stakeholders and Discovery Campus project leaders as they proceed with their development.	3-5 years	Staff Time	DMI	HPC, LCCHS, DPD, DNA, RED, BO, PO	Medium
1.4	Coordinate with Oktoberfest for opportunities to expand their brand and business within the study area, via a museum, bar, or office presence.	3-5 years	Staff Time	BO	BO, PO, DMI, DNA	Medium
1.5	Review the study area boundaries, integrate into the downtown district, then formalize.	1-3 years	Staff Time	DPD	DMI, DNA	Low
1.6	Create a brand identity for the study area. The identity should encompass the downtown, representing an expanded yet cohesive district.	3-5 years	\$	DMI	DNA, PO, BO	Low
1.7	Incorporate the study area assets into downtown-specific wayfinding materials, maps, apps, and more.	3-5 years	\$	DPD	DMI, DNA	Medium
1.8	Work with Oktoberfest and adjacent property owners to ensure maximum flexibility for programming, activities, and furnishings.	1-3 years	Staff Time	DPD	PO	Medium
1.9	Work with Downtown Mainstreet to 'test' events (existing or new) that expand from downtown into the study area.	Ongoing	Staff Time	DPD	DMI	Medium
1.10	Increase opportunities for families to enjoy low-cost activities in/around the study area. This can be done in tandem with downtown events.	Ongoing	Staff Time	DPD	DMI	Medium
1.11	Coordinate with property owners and Parks, Rec, and Forestry Dept on new dog park.	1-3 years	\$	DPD	PRF, Current property owners	Low

Development and Redevelopment Recommendations

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
2.1	Pursue a phased strategy for redevelopment. Meet with property owners and move forward with willing owners, matching with developers if necessary.	1-3 years	Staff time	DPD	PO, RED	High
2.2	Coordinate with Discovery Center to understand timeline and ways City of LaCrosse may provide technical support..	1-3 years	Staff time	DPD	PO, DPD	Medium
2.3	Guide groundfloor uses to activate public space.	Ongoing	Staff time	DPD	DMI	Low
2.4	Encourage zero lot line siting to promote an intact street face.	Ongoing	Staff time	DPD	CPC	Medium
2.5	Determine height maximum and step back requirements for upper stories.	Ongoing	Staff time	DPD	CPC	Medium
2.6	Establish minimum amount of glazing and/or transparency for ground floor facades.	Ongoing	Staff time	DPD	CPC	Medium
2.7	Establish minimum amount of retail space required for mixed-use buildings (ex: min. depth 30-45 ft; min. length 50% street facing length; min. transparency 50% of facade transparent).	Ongoing	Staff time	DPD	CPC	Medium

Development and Redevelopment Recommendations (continued)

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
2.8	Define building materials, minimum expectations and design guidelines for different facades.	Ongoing	Staff time	DPD	PCP	Medium
2.9	Support interim solutions with low-cost pilot projects prior to full execution of infrastructure projects.	3-5 years		DPD	DPW	Low
2.10	Implement Public Market Plan for one of two identified sites in study area; start with negotiations for space usage.	1-3 years	\$\$\$	DPD	DMI, DNA, NG	High
2.11	Offer relocation assistance to businesses interesting in moving into study area, or expanding.	3-5 years	\$\$	DPD	DMI	Medium
2.12	Update the zoning code to require mixed-use properties in the study area provide bicycle accommodations, including bike parking stalls, bike storage lockers, bike work/repair stations, e-bike charging stations.	Ongoing	Staff time	DPD	COL	Low
2.13	Encourage planned developments to add visually engaging elements to construction fencing, such as murals or renderings.	Ongoing	Staff time	DPD	CPC	Low
2.14	Rezone the former Xcel Energy site from M-2 (Industrial) to C-2 (Commercial).	3-5 years	Staff Time	DPD	PO, CPC	Medium

Transportation and Public Realm Recommendations

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
3.1	Add district-specific banners to street lighting.	1-3 years	\$	COL, DPW	DMI	Low
3.2	Add flower baskets to street lighting.	1-3 years	\$	COL, DPW	DMI	High
3.3	Invest in public realm enhancement like landscaping, parking lot screening, and flexible furnishings that improve the pedestrian experience.	3-5 years	\$	COL, DPW	DMI, PO, BO, OCP	Medium
3.4	Integrate public art into the study area through events, amenities, and infrastructure. Use public art to celebrate the unique qualities of the district - its history, people, industry, etc.	3-5 years	\$	OCP	DMI, DNA	Medium
3.5	Install flower planters adjacent to large parking lots, especially lots facing city-owned streets where there is no delineation between sidewalk and parking lot.. Key sections include Front Street next to the Freighthouse, Vine Street west of La Crosse Distilling. Can use the existing planter design used primarily on Front Street.	1-3 years	\$	COL, DPW	DMI, PO, BO, OCP	High
3.6	Deploy traffic-calming devices to lower vehicle speeds and minimize conflicts with pedestrians, cyclists, and other modes.	3-5 years	\$	COL, DPW	MTU, LFD, LPD	Medium
3.7	Implement bump-outs, medians, and other pedestrian safety measures where appropriate. Can be done concurrently with other planned capital improvements and/or with redevelopment projects.	3-5 years	\$	COL, DPW	MTU, LFD, LPD	Medium

Transportation and Public Realm Recommendations (continued)

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
3.8	Review the ADA Transition Plan for potential improvements concurrent with other capital improvements.	Ongoing	Staff Time	COL, DPW	CPC, CCD	Low
3.9	Increase safety and visibility to key multimodal intersections (e.g. Pine and 2nd) by painting crosswalks or constructing a temporary raised crosswalk.	1-3 years	\$	COL, DPW	OCP, DMI, DNA, CPC, CCD, OCP	Medium
3.11	Conduct a walkshed analysis to estimate origin-destination walk times, from parking facilities to destinations.	3-5 years	\$	COL, DPD		Low
3.12	Construct a shared-use facility on Pine Street, which would terminate on Front Street North. This is a recommendation from the 2024 Bicycle and Pedestrian Master Plan.	3-5 years	\$	COL, DPW, DPD		Medium
3.13	Construct a separated bicycle facility on Vine Street which would terminate on Front Street North. This is a recommendation from the 2024 Bicycle and Pedestrian Master Plan.	3-5 years	\$	COL, DPW, DPD		Medium
3.14	Work with WisDOT to include Leading Pedestrian Intervals for pedestrian crossing facilities at signalized intersections along US-53.	1-3 years	Staff Time	COL, DPD	DOT	Low
2.14	Rezone the former Xcel Energy site from M-2 (Industrial) to C-2 (Commercial).	3-5 years	Staff Time	DPD	PO, CPC	Medium

Transportation and Public Realm Recommendations (continued)

	Action	Timeline	Cost Estimate	Lead Agent	Partners	Priority
3.15	Coordinate with WisDOT on US-53 alternatives, particularly the roundabout option. Ensure that the roundabout design includes dedicated bicycle facilities.	1-3 years	Staff Time	COL, DPD	DOT	Medium
3.16	Upgrade the 2nd Street cycle track to a protected bike lane with concrete curbs.	3-5 years	\$	COL, DPW, DPD	PO, BO	Low
3.17	Issue a RFP for an update to the 2020 Downtown Parking Study. The study should include updated inventory and utilization data--including indoor/underground parking--and could incorporate the opportunity sites from this report into 5- and 10-year forecasts.	3-5 years	\$	COL, DPD	DMI, PO, RED	Medium
3.18	Ensure master plans for proposed developments shift all residential parking entries and commercial loading zones to the rear or sides of buildings, keeping them well away from public plazas, sidewalks, and multi-use paths to reduce conflicts with foot traffic.	5-10 years	Staff Time	COL, DPD	RED	Low
3.19	Consider upgrading signed bus stops with bus shelters where right of way is available.	3-5 years	\$	MTU	DOT, COL	Low
3.20	Consider adding or moving a Drift Cycle station to one of the parking ramps to encourage a 'park once' strategy.	1-3 years	\$	COL	LCC	Low
3.21	Coordinate Planning and Public Works Departments regarding the proposed Front Street North reconstruction. Ensure opportunity site placement and proposed phasing align with scope.	3-5 years	Staff Time	COL, DPW, DPD	RED, PO, BO	High
3.22	Work with WisDOT to ensure trail connectivity from the La Crosse bridge is noted in the Preferred Alternative.	3-5 years	Staff Time	COL, DPD	DOT	Medium

Appendix

ESRI Tapestry Segmentation



LifeMode Group: Midtown Singles **Set to Impress**

11D

Households: 1,714,100

Average Household Size: 2.12

Median Age: 33.9

Median Household Income: \$32,800

WHO ARE WE?

Set to Impress is depicted by medium to large multiunit apartments with lower than average rents. These apartments are often nestled into neighborhoods with other businesses or single-family housing. Nearly one in three residents is 20 to 34 years old, and a large portion are single-person nonfamily households. Although many residents live alone, they preserve close connections with their family. Many work in food service while they are attending college. This group is always looking for a deal. They are very conscious of their image and seek to bolster their status with the latest fashion. *Set to Impress* residents are tapped into popular music and the local music scene.

OUR NEIGHBORHOOD

- Apartment complexes represented by multiple multiunit structures are often nestled in neighborhoods with either single-family homes or other businesses.
- Renters make up nearly three quarters of all households.
- Mostly found in urban areas, but also in suburbs.
- Single-person households make up over 40% of all households.
- It is easy enough to walk or bike to work for many residents.

SOCIOECONOMIC TRAITS

- Residents are educated and mobile.
- Many are enrolled in college (Index 141).
- Consumers always have an eye out for a sale and will stock up when the price is right.
- Prefer name brands, but buy generic when it is a better deal.
- Quick meals on the run are a reality of life.
- Image-conscious consumers that dress to impress and often make impulse buys.
- Maintain close relationships with family.



LifeMode Group: Scholars and Patriots College Towns

14B

Households: 1,176,200

Average Household Size: 2.14

Median Age: 24.5

Median Household Income: \$32,200

WHO ARE WE?

About half the residents of *College Towns* are enrolled in college, while the rest work for a college or the services that support it. Students have busy schedules, but make time between studying and part-time jobs for socializing and sports. Students that are new to managing their own finances tend to make impulse buys and splurge on the latest fashions. This digitally engaged group uses computers and cell phones for all aspects of life including shopping, schoolwork, news, social media, and entertainment. *College Towns* residents are all about new experiences, and they seek out variety and adventure in their lives.

OUR NEIGHBORHOOD

- These are nonfamily households with many students living alone or with roommates for the first time.
- This segment is a mix of densely developed student housing and dorms with local residences.
- Off-campus, low-rent apartments comprise half of the housing stock.
- Over three-quarters of the households are renter occupied, with one in ten remaining vacant.
- One-third of homes are single family; mostly occupied by local residents who own their homes.
- This market is bike and pedestrian friendly.

SOCIOECONOMIC TRAITS

- Limited incomes result in thrifty purchases.
- Dress to impress with the latest fashions of the season.
- Strong preference for environmentally friendly products and vehicles that get good gas mileage.
- Heavily influenced by celebrity endorsements and trends in magazines.
- Most feel anything that can be done online is easier than in person.



Note: The Index represents the ratio of the segment rate to the US rate multiplied by 100. Consumer preferences are estimated from data by MRI-Simmons.



LifeMode Group: GenXurban

Rustbelt Traditions

5D

Households: 2,716,800

Average Household Size: 2.47

Median Age: 39.0

Median Household Income: \$51,800

WHO ARE WE?

The backbone of older industrial cities in states surrounding the Great Lakes, *Rustbelt Traditions* residents are a mix of married-couple families and singles living in older developments of single-family homes. While varied, the workforce is primarily white collar, with a higher concentration of skilled workers in manufacturing, retail trade, and health care. *Rustbelt Traditions* represents a large market of stable, hardworking consumers with modest incomes but an average net worth of nearly \$400,000. Family oriented, they value time spent at home. Most have lived, worked, and played in the same area for years.



OUR NEIGHBORHOOD

- Almost half (46%) of the households are married-couple families, similar to the US (48%), most without children (also similar to the US); the slightly higher proportion of singles (Index 105) reflects the aging of the population.
- Average household size is slightly lower at 2.47.
- They are movers, slightly more mobile than the US population (Index 109), but over 70% of householders moved into their current homes before 2010.
- Most residents live in modest, single-family homes in older neighborhoods built in the 1950s (Index 224).
- Nearly three quarters own their homes; nearly half of households have mortgages.
- A large and growing market, *Rustbelt Traditions* residents are located in the dense urban fringe of metropolitan areas throughout the Midwest and South.
- Most households have one to two vehicles available.

SOCIOECONOMIC TRAITS

- Most have graduated from high school or spent some time at a college or university.
- Labor force participation slightly higher than the US at 67%.
- While most income is derived from wages and salaries, nearly 31% of households collect Social Security and nearly 20% draw income from retirement accounts.
- Family-oriented consumers who value time spent at home.
- Most have lived, worked, and played in the same area for years.
- Budget-aware shoppers that favor American-made products.
- Read newspapers, especially the Sunday editions.

Note: The Index represents the ratio of the segment rate to the US rate multiplied by 100. Consumer preferences are estimated from data by MRI-Simmons.

Placer.ai Relative Fit Score

The Relative Fit Score is listed in the 'Business Demand' section of the Study Area Concepts section. The score is calculated using four distinct parameters that measure key variables and property attributes:

- **Demographic Fit Score (DFS):** Measures how well a prospective tenant fits the demographic profile of the property. By default, the score is calculated using 3 demographic attributes: household income, education, and ethnicity (which can be adjusted). The DFS is an average of the score given to each of these attributes, see "Match Analysis" for more details. The min/max scale represents the values of the prospective tenant with the lowest and highest DFS scores out of all the potential tenants in the list.
- **Average Monthly Visits:** Shows the average number of visits to a single tenant location, nationwide. Average monthly visits are based on the estimated number of visits measured by Placer.ai. The min/max scale represents the values of the prospective tenants with the lowest and highest DFS scores out of all the potential tenants in the list.
- **Frequent Co-Tenants:** Shows the number of retail chains that are frequently located near locations of the potential tenant. These shared locations are counted and determine a score. The min/max scale represents the values of the potential tenants with the lowest and highest Frequent Co-Tenants score out of all the tenants proposed in the list. By default, Placer.ai requires the chain to be represented in over 30% of the tenant's

total locations to be counted as a "frequent co-tenant."

- **Cannibalization:** Prospects of cannibalization strongly hint at the potential tenant's customer churn rate among existing stores (should a new tenant store open at the given property). In the diagram, the shared zone between the two circles represents the potential population overlap between the (i) property and a (ii) tenant's locations within 50 miles. We calculate this overlap as a percentage. 100% implies full cannibalization risk while 0% implies no cannibalization risk.

From: Kevin Hundt <kevinhundt0@gmail.com>
Sent: Sunday, October 26, 2025 1:15 PM
To: ZZ City Clerk External
Subject: Re: Comment on 25-1251

*** **CAUTION:** This email originated from an external sender. **DO NOT** click links or open attachments unless you recognize the sender and know the content is safe. ***

Sorry, could you post this version instead please:

Overall, this plan is a step in the right direction, with an emphasis on high density and walkability/bikeability. I have several suggestions and concerns.

1. There needs to be a connection from the south-west corner of Copeland Ave bridge to the bike/ped path below it. Currently there are connections between the bike/ped paths and the sidewalk at the other three corners, but getting from the sidewalk to the bike/ped path on this corner requires either a lengthy detour or a treacherous walk down the rock retaining wall. A path mirroring the one on the south-east corner would be appropriate, and there's room for it right now if the existing fence is moved or removed. If the site is going to undergo major renovations, then it would also be appropriate to add this connection then.
2. The roundabout option on page 46 should be avoided, because the lesson from the South Avenue roundabouts is that continuous traffic flow is a disaster for pedestrians and bicyclists. Stop lights provide a guaranteed opportunity for pedestrians and bicyclists to cross an intersection, but with roundabouts we have to wait for either a gap or for a driver to stop and let us cross. In any case, since our goal should be an enormous reduction in car use, expensive infrastructure to accommodate long-term high car use is a counterproductive waste.
3. This project is a great opportunity for subscription short-term car rental attached to apartment buildings. The main concern I hear over and over again about car-free living is "how am I supposed to get groceries?". A great answer would be "rent a car for one or two hours". However, this service does not really exist in La Crosse- the car rental companies that exist are either at the airport or have pricing and access plans that are not designed for errands. Companies exist that do provide this service, such as Zipcar and Hourcar, but not yet in La Crosse. They use a phone app and membership system to reduce costs and provide flexibility. I believe that there's a real opportunity for an existing or new company to provide this service on a per-building basis: cars (and other vehicles) could be parked at the building, with membership and access to rent those vehicles automatic for building residents. Residents would then have one fewer reason to have to own a car, saving them a fortune (compare \$150/month for short-term car rental plus \$35/month for a bus pass to \$600+/month for car ownership) and greatly reducing the need for parking space. City leadership should work with apartment companies and the Chamber of Commerce to attract or encourage the creation of companies providing this service in La Crosse.
4. The Median Rent analysis on page 19 seems very strange. It suggests that rent and utilities costs of over \$1500/month would be acceptable. However, with median rent in 2023 of \$977, a majority of La Crosse renters were paying more than 30% of their income for rent (according to census data, although it's unclear if this includes utilities), which is the percent generally considered "cost-burdened". If most renters are cost-burdened at \$977 then it's hard to understand how fewer renters would be cost-burdened with rent at \$1500.

This would make sense if the goal is to attract more affluent renters, but the three demographics this plan identifies for La Crosse are "Set to Impress", "College Town", and "Rustbelt Traditions". The first two categories are listed in the appendix as having incomes around \$32,000- only about 60% of the median income. The third category, "Rustbelt Traditions", mostly own their own homes and have lived there for over 15 years, and a large proportion of their net worth is probably in their home. In other words, none of these three categories seem particularly interested in moving to relatively expensive housing.

We should recognize that many downtown jobs are in the service industry and do not pay remotely near the median income, and it just makes sense for people to live as close as possible to their workplace. We need a variety of housing options for a variety of income levels, lifestyle preferences, and family sizes.

5. There are several suspicious spelling and grammar errors, such as "Charmont Hotel" on page 22 and "Lacrosse" or "LaCrosse" on pages 22, 47, and 54, so the document overall might not have had the level of meticulous scrutiny applied to it that it should have before being used to guide future city planning.

6. There is essentially no analysis of mass transit access and use in the document, even though mass transit is critical for reducing car use and making high-density development more viable. This happened with the 2024 Bicycle And Pedestrian Master Plan as well, which suggests a pattern of a worrying institutional blindness somewhere within city planning processes.

Kevin Hundt

On Sun, Oct 26, 2025 at 12:05 PM Kevin Hundt <kevinhundt0@gmail.com> wrote:

Overall, this plan is a step in the right direction, with an emphasis on high density and walkability/bikeability. I have several suggestions and concerns.

1. There needs to be a connection from the south-west corner of Copeland Ave bridge to the bike/ped path below it. Currently there are connections between the bike/ped paths and the sidewalk at the other three corners, but getting from the sidewalk to the bike/ped path on this corner requires either a lengthy detour or a treacherous walk down the rock retaining wall. A path mirroring the one on the south-east corner would be appropriate, and there's room for it right now if the existing fence is moved or removed. If the site is going to undergo major renovations, then it would also be appropriate to add this connection then.

2. The roundabout option on page 46 should be avoided, because the lesson from the South Avenue roundabouts is that continuous traffic flow is a disaster for pedestrians and bicyclists. Stop lights provide a guaranteed opportunity for pedestrians and bicyclists to cross an intersection, but with roundabouts we have to wait for either a gap or for a driver to stop and let us cross. In any case, since our goal should be an enormous reduction in car use, expensive infrastructure to accommodate long-term high car use is a counterproductive waste.

3. This project is a great opportunity for subscription short-term car rental attached to apartment buildings. The main concern I hear over and over again about car-free living is "how am I supposed to get groceries?". A great answer would be "rent a car for one or two hours". However, this service does not really exist in La Crosse- the car rental companies that exist are either at the airport or have pricing and access plans that are not designed for errands. Companies exist that do provide this service, such as Zipcar and Hourcar, but not yet in La Crosse. They use a phone app and membership system to reduce costs and provide flexibility. I believe that there's a real opportunity for an existing or new company to provide this service on a per-building basis: cars (and other vehicles) could be parked at the building, with membership and access to rent those vehicles automatic for building residents. Residents would then have one fewer reason to have to own a car, saving them a fortune (compare \$150/month for short-term car rental plus \$35/month for a bus

pass to \$600+/month for car ownership) and greatly reducing the need for parking space. City leadership should work with apartment companies and the Chamber of Commerce to attract or encourage the creation of companies providing this service in La Crosse.

4. The Median Rent analysis on page 19 seems very strange. It suggests that rent and utilities costs of over \$1500/month would be acceptable. However, with median rent in 2023 of \$977, a majority of La Crosse renters were paying more than 30% of their income for rent (according to census data, although it's unclear if this includes utilities), which is the percent generally considered "cost-burdened". If most renters are cost-burdened at \$977 then it's hard to understand how fewer renters would be cost-burdened with rent at \$1500.

This would make sense if the goal is to attract more affluent renters, but the three demographics this plan identifies for La Crosse are "Set to Impress", "College Town", and "Rustbelt Traditions". The first two categories are described as "frugal consumers looking for a deal" and "liv[ing] in lower rent housing or dorms". The third category, "Rustbelt Traditions", is people who are 31% on Social Security and 20% drawing from retirement accounts (unclear if these categories overlap) and have "nearly \$400,000" in net worth- it's unclear what form this net worth takes, but we might guess that a significant portion of this is probably a house that they've owned and lived in for decades. In other words, none of these three categories seem particularly interested in moving to relatively expensive housing.

We should recognize that many downtown jobs are in the service industry and do not pay remotely near the median income, and it just makes sense for people to live as close as possible to their workplace. We need a variety of housing options for a variety of income levels, lifestyle preferences, and family sizes.

5. There are several suspicious spelling and grammar errors, such as "Charmont Hotel" on page 22 and "Lacrosse" or "LaCrosse" on pages 22, 47, and 54, so the document overall might not have had the level of meticulous scrutiny applied to it that it should have before being used to guide future city planning.

6. There is essentially no analysis of mass transit access and use in the document, even though mass transit is critical for reducing car use and making high-density development more viable. This happened with the 2024 Bicycle And Pedestrian Master Plan as well, which suggests a pattern of a worrying institutional blindness somewhere within city planning processes.

Kevin Hundt



City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 25-0143

Agenda Date:

Version: 1

Status: Agenda Ready

In Control: City Plan Commission

File Type: General Item

Agenda Number:



Forward La Crosse: 2025 Zoning Code Update Promotion

www.forwardlacrosse.org

Campaign Timeline: Kick Off February 2025

Overview

The City of La Crosse is updating its Zoning and Subdivision code, an 18-month initiative to help shape a more vibrant, resilient, and livable city for the residents of La Crosse, Wisconsin. This collaborative effort will build on the efforts of past City plans, including the most recently adopted 2040 Comprehensive Plan and the La Crosse 2024 Housing Study.

ForwardLacrosse.org

Since the launch of the 2025 Zoning Code Update in February, the website <https://forwardlacrosse.org> has recorded 3,896 users and 14,952 page views.

Social Media

Since February 2025, the Forward La Crosse Facebook page has received 17,570 views, with 80.3% of the audience located in La Crosse, WI, followed by viewers in Onalaska and Holmen. The strongest age group is 35–64 (women), with the 35–44 range accounting for 29% of total viewership.

On Instagram, over the past 30 days, Forward La Crosse received 248 views.

Regional Press Releases

May 7, 2025 - [City of La Crosse Launches Zoning Survey to Gather Input on Future Development and Neighborhood Character](#)

March 20, 2025 - [La Crosse Housing Week Returns! April 28 – May 3, 2025: Join the Conversation on the Future of Housing](#)

Feb 17, 2025 - [The City of La Crosse Announces an Update to their Zoning and Subdivision Code and Upcoming](#)

E-newsletters

July 14, 2024 - [Submit Your Comments: info@forwardlacrosse.org – We're Listening](#)

- Zoning Comments - [LINK](#)

June 16, 2025 - [Survey Deadline June 30: Shape La Crosse's Future!](#)

June 9, 2025 - [Zoning Code 101 – Join Us June 9th & 23rd! \\$20 gift card!](#)

May 21, 2025 - [Zoning Code 101 – Join Us This Thursday!](#)

May 9, 2025 - [Help Shape La Crosse's Future—Take the Zoning Code Survey Today!](#)

April 24, 2025 - [NEXT WEEK! La Crosse Housing Week April 28 – May 3, 2025!](#)

April 3, 2025 - [Forward La Crosse News: La Crosse Housing Week April 28 – May 3, 2025!](#)

In the News

2025



1. Feb 17, 2025 (Around River City - Online Print) - [La Crosse Seeks Community Input for Zoning and Subdivision Code Update](#)
2. March 14, 2025 (WIZM News - Radio) [Women Build, Housing Week and Neighbor's Day with Habitat La Crosse's Kahya Fox](#)
3. March 24, 2025 (AARP Local) - [Join La Crosse Housing Week April 28 through May 3](#)
4. Apr 17, 2025 (WIZM News+Podcast) - [Habitat's Kahya Fox previews La Crosse Housing Week](#)
5. Apr 21, 2025 (wiproud.com) - [La Crosse organizations to launch first-ever La Crosse Housing Week April 28 to May 3](#)
6. April 21, 2025 (Yahoo News) - [La Crosse organizations to launch first-ever La Crosse Housing Week April 28 to May 3](#)
7. Apr 23, 2025 - (La Crosse Tribune) - [Housing Week aims to engage La Crosse on affordable housing issues](#)
8. Apr 23, 2025 - (La Crosse Tribune) - [La Crosse Housing Week: Affordable housing..](#)
9. Apr. 28, 2025 (WEAU 13) - [Local organizations launch first La Crosse Housing Week](#)
10. April 29, 2025 (Yahoo News) - [Housing Week kicks off in La Crosse](#)
11. Apr 29, 2025 - (wiproud.com) [Housing Week kicks off in La Crosse](#)
12. Apr 30, 2025 (News 8) - [La Crosse Housing Week aims to address community...](#)
13. May 7, 2025 (WXOW 19) - [City of La Crosse is seeking input on future development and neighborhood character](#)
14. June 30, 2025 (WIZM News) - [Zoning and neighborhood needs are top priorities for new development in La Crosse, for city plan commission](#)
15. June 09, 2025 (News 8) - [City of La Crosse educates residents on the importance of zoning](#)

Event Calendars Submissions

- La Crosse Tribune
- WXOW News 19
- [News 8](#)
- [Next Door](#)
- WI Proud (Fox 25/48)
- Good Morning Coulee
- La Crosse Local
- City of La Crosse Event Calendar
- Around River City

Physical Media – Posters

Forty posters were distributed across locations in La Crosse, including Viterbo University, UW-La Crosse, the public library, City Hall, and various spots throughout downtown for Housing Week.

In Person Presentations/Discussions



2025

June 23, 2025 - [Zoning Code 101](#) - Bluffside and Grandview Emerson Neighborhood Associations
June 9, 2025 - [Zoning Code 101](#) - Weigent-Hogan, Holy Trinity-Longfellow, and Hintgen Neighborhood Associations
May 27, 2025 - [Zoning Code 101](#) - Logan-Northside Neighborhood Association and Lower Northside Depot Neighborhood
May 22, 2025 - [Zoning Code 101](#) - Washburn, Downtown, and Powell-Poage-Hamilton Neighborhood Associations
May 5 - La Crosse Chamber - [The Forum: La Crosse Housing & Zoning Changes](#)
April 30, 2025 - [Zoning & Beyond: Forward La Crosse](#) - La Crosse Public Library Main Branch
May 1, 2025 - [Zoning & Beyond: Forward La Crosse](#) - La Crosse Public Library Main Branch

Housing Week April 30- May 2, 2024

Wednesday, April 30

- **12:00–1:00 PM** – *Zoning & Beyond*
La Crosse Public Library (*City Standalone Event*)
- **2:00–3:30 PM** – *Riverside Park (Pop-up Table)*
- **6:30–8:00 PM** – *Housing on Tap*
Cappella Events Center (*Pop-up Table*)

Thursday, May 1

- **8:30–10:00 AM** – *Grounded Patio Cafe (Pop-up Table)*
- **12:00–1:00 PM** – *Let's 'Taco Boat' Housing Lunch*
Pump House Regional Arts Center (*Pop-up Table*)
- **2:00–3:30 PM** – (*Pop-up Table*)
- **5:00–6:00 PM** – *Zoning & Beyond: Forward La Crosse*
La Crosse Public Library (*City Standalone Event*)

Friday, May 2

- **9:30–11:30 AM** – *Then & Now History Exhibit*
La Crosse Public Library (*Pop-up Table*)
- **1:00–3:00 PM** – *The Economics of Redevelopment*
Black River Beach Neighborhood Center (*Pop-up Table*)

Organizational Media Inclusion

May 25, 2025 – The Bluffside Neighborhood Association shared the Forward La Crosse newsletter with their network.



Before and during Housing Week- Habitat for Humanity of the Greater La Crosse Region - including outreach through social media, newsletters, and other communication channels.

April 18, 2025 - (Couleecap, Inc. FB Page) - [Don't miss La Crosse Housing Week! April 28th...](#)

April 30, 2025 - (Extension La Crosse County FB Page) - ["Get ready, La Crosse! The first-ever Housing Week is happening this spring."](#)

City of La Crosse, Wisconsin

PROJECT TEAM:

Claire Stickler, Project Manager MSA Professional Services
cstickler@msa-ps.com

Emily Soderberg, Engagement Manager MSA Professional Services
esoderberg@msa-ps.com

Mike Lamb, Mike Lamb Consulting mlambnet@gmail.com



DATE:

May 29th , 2025

LA CROSSE ZONING AND SUBDIVISION CODE UPDATE

Housing Week

La Crosse Housing Week was a major success, generating strong community interest and engagement around housing, zoning, and the future of development in the city. Thank you to all the partners for allowing our presentation to be apart of the week.

Events throughout the week were well-attended by a diverse group of residents, stakeholders, and community leaders. Our presentation encouraged dialogue, with many participants contributing thoughtful questions, comments and personal insights.

Survey Update

As of Tuesday 5/27, we have received 617 responses to Community Survey #1. The survey will be open until June 30th. Please share the survey with your connections throughout the community. The survey is available on forwardlacrosse.org.

Below is a brief analysis of the responses so far. This is very high level as we will provide a full analysis when the survey closes. Thus far -

- 73% of respondents are homeowners, with many having lived in the city for 11 or more years.
- We're seeing a broad range of age groups represented.
- Most respondents agree or strongly agree with statements regarding high-density and low-density residential buildings, as well as neighborhood-related questions.
- The only statements with less agreement were:
 - "Situate closer to the street than they typically are today"
 - "Set back the top stories of the building to better improve compatibility with the surrounding neighborhoods" (in reference to multi-family/high-density residential buildings).
- Open-Ended Question Themes
 The open-ended question asked about concerns related to property regulations (e.g.,

PROJECT UPDATE

setbacks, height, landscaping, stormwater, lighting, parking, noise). A quick tally of common themes shows top concerns include:

- Parking
- Noise
- Overly burdensome regulations
- Restrictions limiting density and housing flexibility
- Stormwater infrastructure
- Building heights

Focus Groups and Interviews

These will primarily take place throughout June.

For any in-person focus groups or interviews, we're tentatively looking at June 30 and July 1st, as our project team will be in town for the Planning Commission Meeting.

Project Next Steps

- Stakeholder Interview Discussions
- Code Diagnostics
- Specific Code Approaches

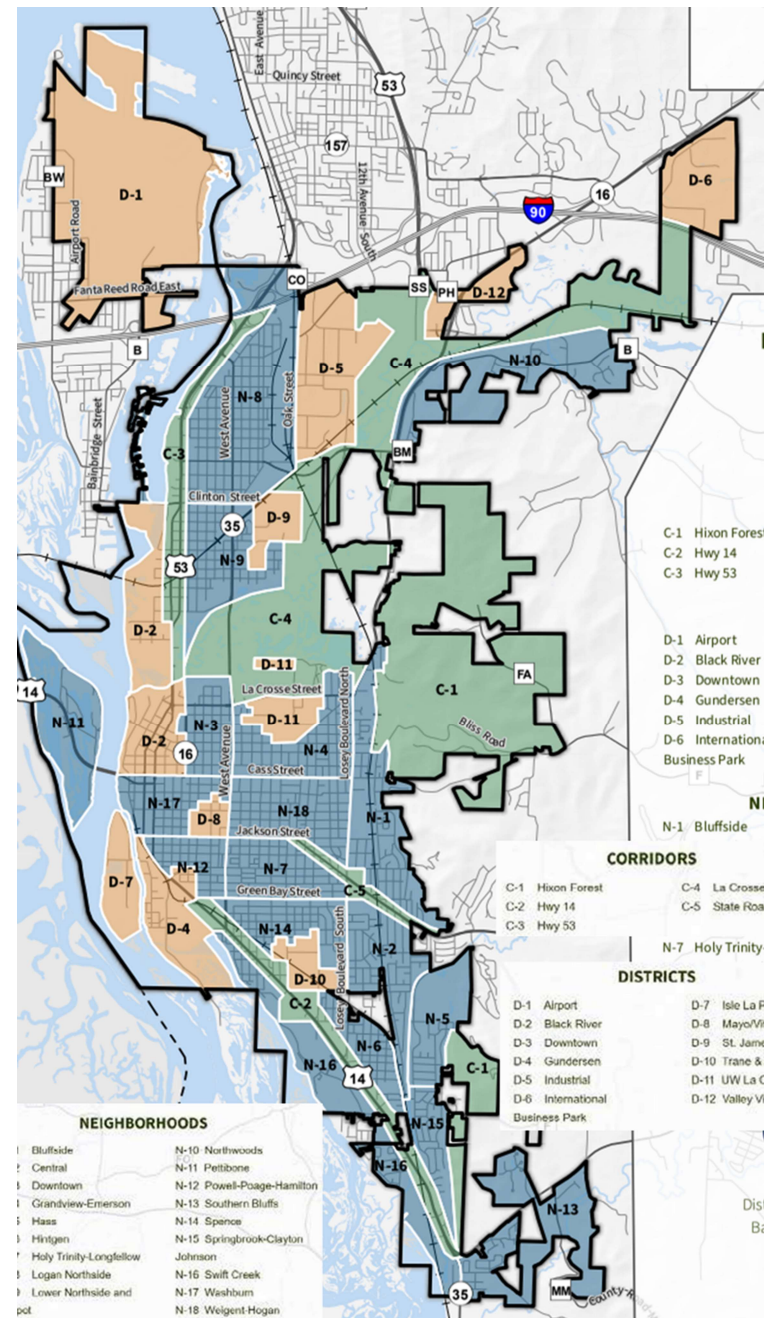
Built Form Study | Districts

Based on the Comprehensive Plan NDC framework, the Built Form Study samples the typical development pattern for each of the neighborhoods, districts and corridors as identified in the comp plan to better understand the physical dimensions of building type, site plan, street frontage and block pattern as well as other conditions.

Districts

D-1 thru D-12

D-1 Airport and D-12 Valley View Mall not included



Built Form Study | Plate D-2: Black River

NDC Framework: District



Urban Pattern



Built Form Examples



Notes

- Existing zoning: M1 Light Industrial, M2 Heavy Industrial, R1 Single Family, C1 Local Commercial, C2 Commercial
- Character area: Industrial small lot
- Key intersection: Hwy 53 & Monitor St, Hwy 53 & Copeland Ave
- Parcel pattern: Large rectangular lots fronting side streets; small rectangular residential/commercial lots with alley fronting Hwy 53, most lots are 25-50 feet wide and 140 feet deep
- Scale: Industrial area has medium to large 1-2 story structures
- Yards: Buildings on streets off of Hwy 53 generally have 20-foot setbacks (40 feet from road)
- Parking: Surface lots (paved and gravel) for industrial/commercial
- Materials: Lap siding (vinyl and wood), concrete, stucco
- Street: 50-65 foot ROW with limited sidewalk coverage on side streets, with no sidewalks; Hwy 53 has 70-100 foot ROW with 6-foot sidewalks on one or both sides
- Alley/Service Drive: N/A

Built Form Study | Plate D-4: Gundersen

NDC Framework: District



Urban Pattern



Built Form Examples

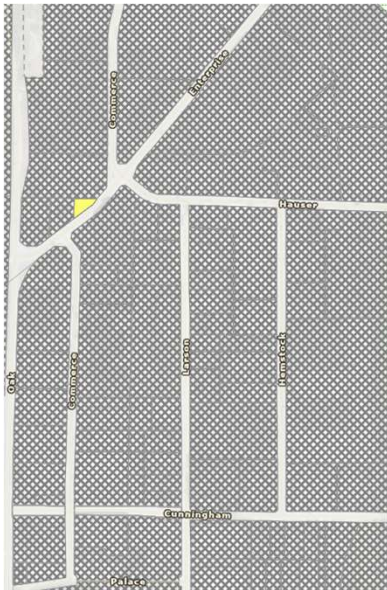


Notes

- Existing zoning: Public and Semi-Public & PD Planned Development
- Character area: Campus/medical
- Key intersection: South Ave & 7th St
- Parcel pattern: Large irregular lots abutting an access road on at least one edge; Main hospital is 50 ft from road,
- Scale: 5-7 story medical buildings and residential halls
- Yards: Most building are placed near property line with setbacks of at least 25-30 feet (with deeper setbacks on sides with large parking lots)
- Parking: Surface parking, parking ramps, limited street parking
- Materials: Masonry, glass
- Street: 100-foot ROW width for 7th street with 8-foot sidewalks on both sides, 90-foot ROW width for South Ave with 10-foot sidewalks on both sides; limited sidewalk coverage on side streets
- Alley/Service Drive: Sidewalk network that can be used between buildings (most sidewalks are 8 feet wide)

Built Form Study | Plate D-5: Industrial

NDC Framework: District



Urban Pattern



Built Form Examples

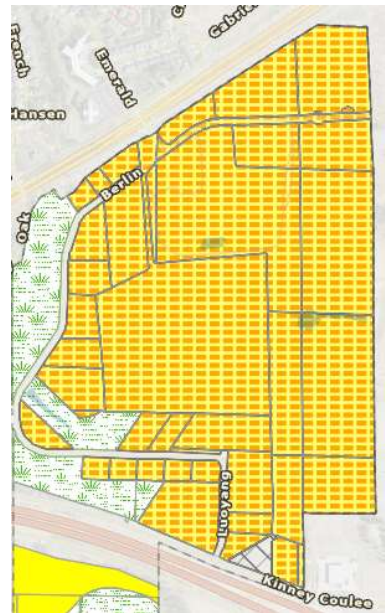
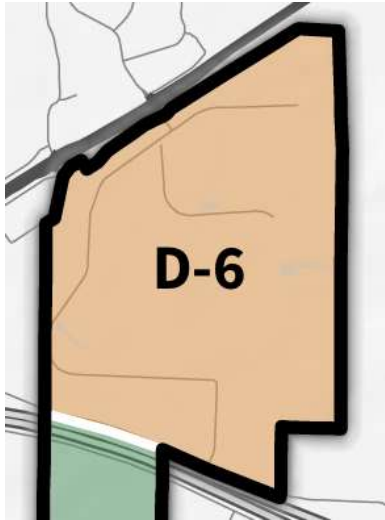


Notes

- Existing zoning: M2 Heavy Industrial
- Character area: Industrial large lot
- Key intersection: Oak St & Enterprise Ave
- Parcel pattern: Large irregular lots fronting Enterprise Ave and side streets
- Scale: Large floor plate buildings not exceeding 100 feet in height
- Yards: Shallow setbacks from roads and neighboring buildings
- Parking: Large surface parking lots, some parallel parking on each side of street
- Materials: Vinyl lap siding, masonry, metal panel
- Street: all streets have 60-65 foot ROW; Enterprise Ave and Larson St have 6-foot sidewalk on one side with 3-foot grass road verges
- Alley/Service Drive: N/A

Built Form Study | Plate D-6: International

NDC Framework: District



Urban Pattern



Built Form Examples

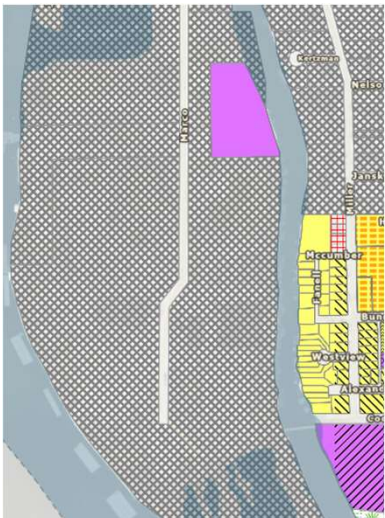


Notes

- Existing zoning: PD Planned Development
- Character area: Industrial large lot
- Key intersection: WI-16 & Berlin Dr
- Parcel pattern: Large irregular lots fronting Berlin Dr
- Scale: Large floor plate buildings not exceeding 2-3 stories
- Yards: Buildings with parking behind/beside have shallow setbacks fronting Berlin Dr; some buildings have surface lots in front
- Parking: Surface lots for all buildings, no street parking
- Materials: Masonry, metal panel
- Street: 65-foot ROW with no sidewalks; apparent 10-foot walking paths running through center of business parking and connecting to sidewalk on WI-16 & N Kinney Coulee Rd
- Alley/Service Drive: N/A

Built Form Study | Plate D-7 Isle La Plume

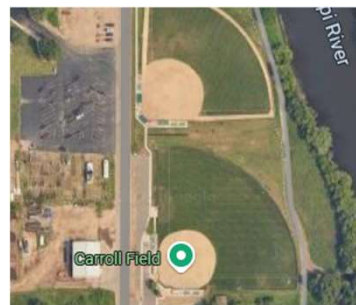
NDC Framework: District



Urban Pattern



Built Form Examples



Notes

- Existing zoning: M2 Heavy Industrial & Public & Semi-Public
- Character area: Industrial large lot
- Key intersection: N/A
- Parcel pattern: Large irregular lots fronting Marco Dr
- Scale: Large floor plate 1-4-story buildings
- Yards: Buildings on streets off Marco Dr setback 10-20 feet from ROW (parking of cars in the setback area)
- Parking: Large gravel surface lots (except two large paved lots)
- Materials: Vinyl lap siding, masonry, metal panel
- Street: 60-foot ROW with no sidewalk coverage
- Alley/Service Drive: N/A

Built Form Study | Plate D-8: Mayo/Viterbo/FSPA

NDC Framework: District



Urban Pattern



Built Form Examples



Notes

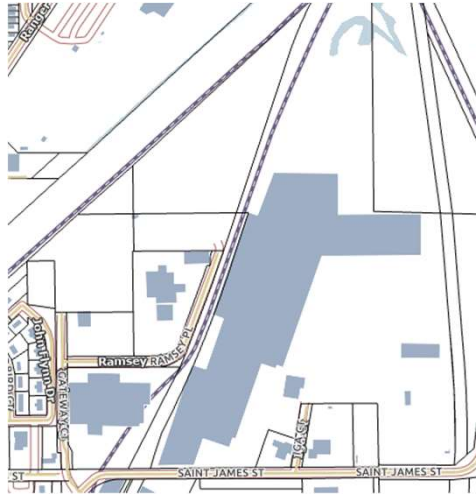
- Existing zoning: PS Public and Semi-Public, C1 Local Business
- Character area: Campus/medical & educational
- Key intersection: West Ave & Jackson St, West Ave & Market St
- Parcel pattern: Large rectangular lots fronting side streets abutting an access road on at least one edge; large commercial lots along West Ave
- Scale: 5-15 stories medical buildings; 3-5 story academic buildings; Few 1-story commercial buildings
- Yards: 50-80 feet from West Ave ROW; 10-15 feet from other side streets ROW
- Parking: Surface parking, parking ramps, street parking on side streets
- Materials: Masonry, glass
- Street: West Ave 80-foot ROW with 6-foot sidewalks on both sides; 65-70-foot ROW on other roads in district with 6-foot sidewalks on both sides
- Alley/Service Drive: Several driveways into parking lots off side streets; extensive sidewalk network in both medical and academic campuses (most sidewalks 10-15 feet wide)

Built Form Study | Plate D-9: St. James Industrial

NDC Framework: District



Urban Pattern



Built Form Examples



Notes

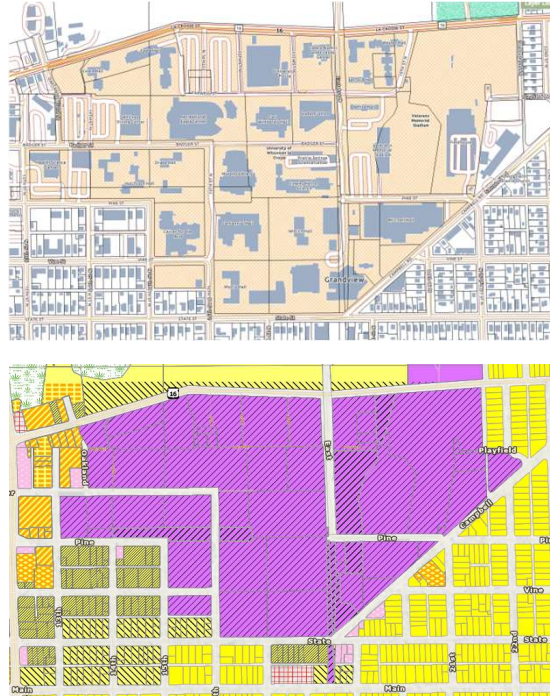
- Existing zoning: M2 Heavy Industrial
- Character area: Industrial large Lot
- Key intersection: N/A
- Parcel pattern: Large irregular lots fronting Saint James St
- Scale: Large floor plate 1-2-story industrial buildings
- Yards: Large building set back 0 feet, others between 30-175 feet with parking lot in front or behind buildings
- Parking: Large paved surface lots
- Materials: Vinyl lap siding, masonry, metal panel
- Street: 60-foot ROW with no sidewalk coverage
- Alley/Service Drive: N/A

Built Form Study | Plate D-11: UW La Crosse

NDC Framework: District



Urban Pattern



Built Form Examples



Notes

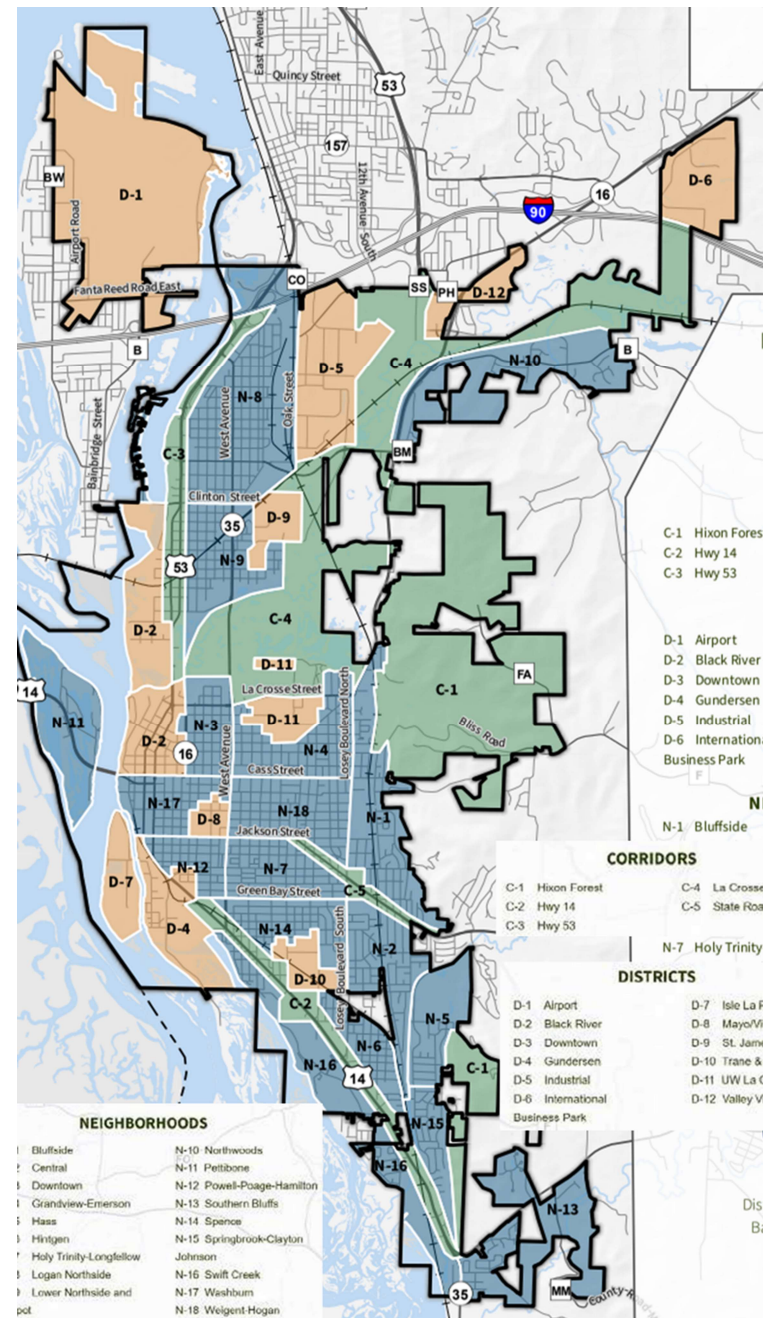
- Existing zoning: Public and Semi-Public
- Character area: Campus/educational
- Key intersection: La Crosse St & East Ave, La Crosse St & Losey Blvd
- Parcel pattern: Large rectangular lots abutting an access road on at least one edge; most lots are 300-370 feet deep
- Scale: 2-5 story academic buildings and residential halls
- Yards: Most buildings are placed in center of parcel with setbacks of 30-40 feet from each property line
- Parking: Surface parking, parking ramps, limited street parking
- Materials: Masonry, glass
- Street: 65-foot ROW with 7-13 foot sidewalks on each side; curb cuts for surface lots and drop-off points
- Alley/Service Drive: Extensive sidewalk network that can be used by university vehicles (most sidewalks are 10-20 feet wide)

Built Form Study | Neighborhoods

Based on the Comprehensive Plan NDC framework, the Built Form Study samples the typical development pattern for each of the neighborhoods, districts and corridors as identified in the comp plan to better understand the physical dimensions of building type, site plan, street frontage and block pattern as well as other conditions.

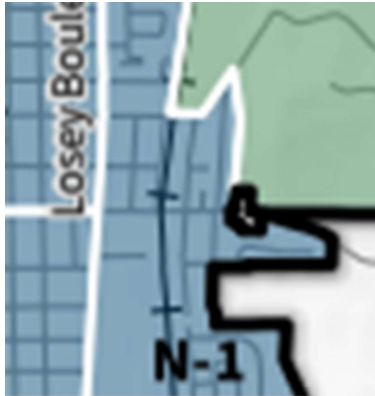
Neighborhoods

- N-1 thru N-18
- N-2 Central, N-3 Downtown and N-11 Pettibone are addressed in the Character Areas analysis



Built Form Study | Plate N-1: R1 Neighborhood East of Losey Blvd N

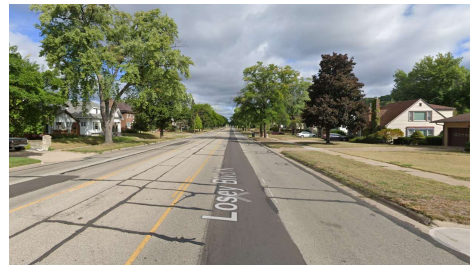
NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

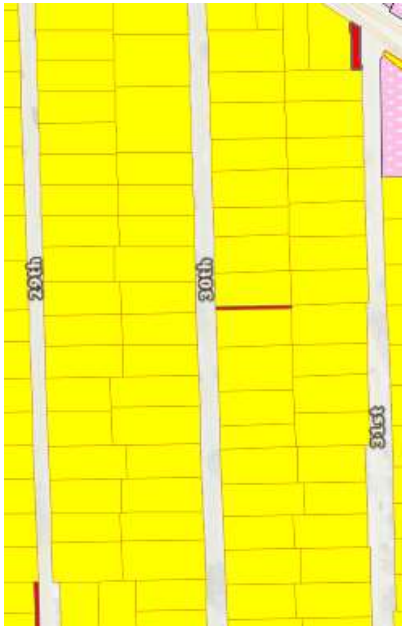


Notes

- Existing zoning: R1 Single Family
- Character area: contemporary neighborhood
- Key intersection: Losey Blvd & State St
- Parcel pattern: Residential lots in warped-grid layout and cul-de-sacs; most lots are 60-100 feet wide and <0.5 acres
- Scale: 1-2 story single-family buildings
- Yards: 35-foot front yard setback
- Parking: Private off-street
- Materials: Lap siding (vinyl and wood), brick, stone veneer
- Street: Losey Blvd has 100-foot ROW with 6-foot sidewalks on each side and 12-foot road verges; roads have no sidewalks
- Service Drive: Front-loaded
- Bluffside Tavern embedded in the SF neighborhood

Built Form Study | Plate N-2: Central

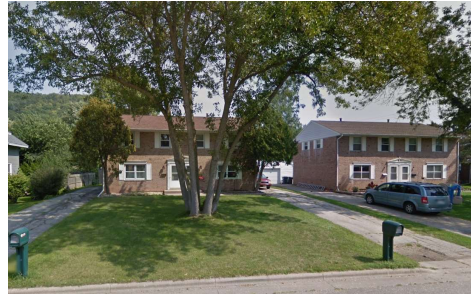
NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

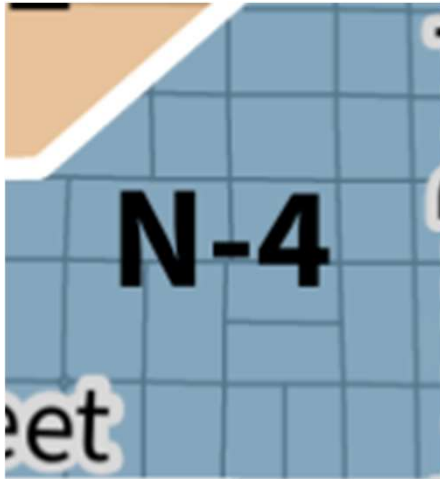


Notes

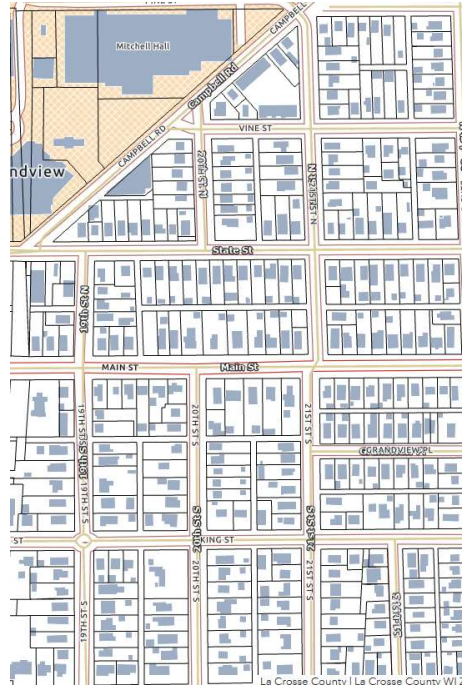
- Existing zoning: R1 Single Family
- Character area: Traditional neighborhood
- Key intersection: State Rd & 31st St
- Parcel pattern: Small rectangular lots; most lots are 70-85 feet wide and 140-150 feet deep
- Scale: 1-2 story single-family buildings with a few 2-story multi-family duplexes
- Yards: 15-30 foot front yard setback (from front property line); small rear yards
- Parking: Garages and driveways accessible from main streets; parallel parking on each side of street
- Materials: Lap siding (vinyl and wood), masonry
- Street: 40-foot ROW with no sidewalks; curb cuts for driveways with 5-foot grass road verges
- Service Drive: Front-loaded

Built Form Study | Plate N-4: Grandview Emerson

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples



Notes

- Existing zoning: R1 Single Family
- Character area: Traditional neighborhood
- Key intersection: N/A
- Parcel pattern: Small rectangular lots with alley access in rear; most lots are 30-50 feet wide and 140-150 feet deep
- Scale: 1-3 story multi-tenant rental homes; 1-2 story single-family homes
- Yards: 20-foot front yard setback (from sidewalk); small rear yards (or additional parking) with garages on alley
- Parking: Garages and driveways accessible from main streets and alleys; parallel parking on each side of street
- Materials: Vinyl lap siding, brick
- Street: 65-foot ROW with 6-foot sidewalk on each side; curb cuts for driveways with 8-foot grass road verges
- Alley/Service Drive: 20 ft ROW, paved concrete typ.

Built Form Study | Plate N-4.1: Grandview Emerson

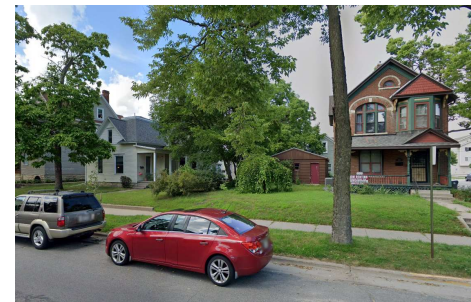
NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples



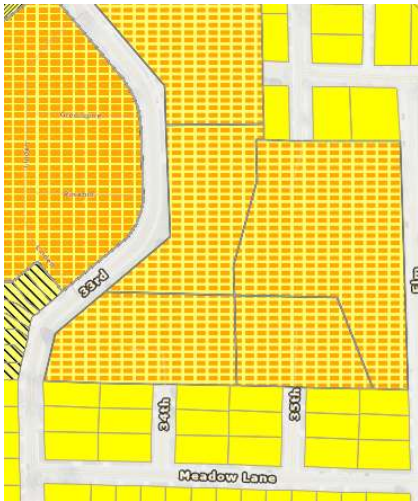
Notes

- Existing zoning: R1 Single Family, R2 Residence, R5 Multiple Dwelling, C1 Local Business, TND Traditional Neighborhood Development
- Character area: Student housing and neighborhood retail/restaurants
- Key intersection: State St & Campbell Rd
- Parcel pattern: Small rectangular lots with alley access in rear; most lots are 50-60 feet wide and 150 feet deep; some lots are divided width-wise into halves/thirds with depths of 50-100 feet each; neighborhood commercial fronting State St and Campbell Rd
- Scale: 2-3 story multi-tenant rental homes and apartment buildings; 1-2 story single-family homes, 1 story commercial with flat roofs
- Yards: 15-foot front yard setback (from sidewalk); small rear yards (or additional parking) with garages on alley
- Parking: Garages and driveways accessible from main streets and alleys; parallel parking on each side of street, surface parking behind multi-tenant buildings
- Materials: Vinyl lap siding, brick, stucco
- Street: 65-foot ROW with 6-foot sidewalk on each side; curb cuts for driveways with 8-foot grass road verges
- Alley/Service Drive: 20 ft ROW, paved concrete typ.



Built Form Study | Plate N-5: Hass

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

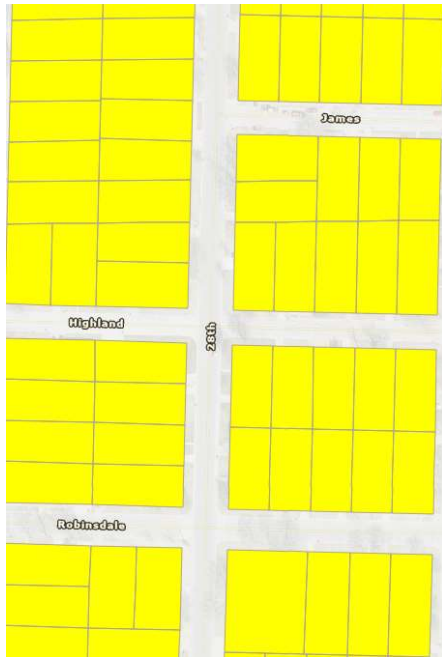


Notes

- Existing zoning: PD Planned Development
- Character area: Contemporary neighborhood
- Key intersection: N/A
- Parcel pattern: Large multi-structure lots fronting public/private roads and surface parking lots
- Scale: 2-story multi-family residential buildings and twinhomes
- Yards: 15-20 foot structure setback from road frontage or shared surface parking
- Parking: Surface lots for multi-family structures, private driveways for twinhomes
- Materials: Lap siding (vinyl and wood), brick
- Street: Most streets have 60-foot ROW with no sidewalks; 33rd St S has 6-foot sidewalk on western side and 8-foot road verge
- Service Drive: Front-loaded for twinhomes

Built Form Study | Plate N-6: Hingten

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples



Notes

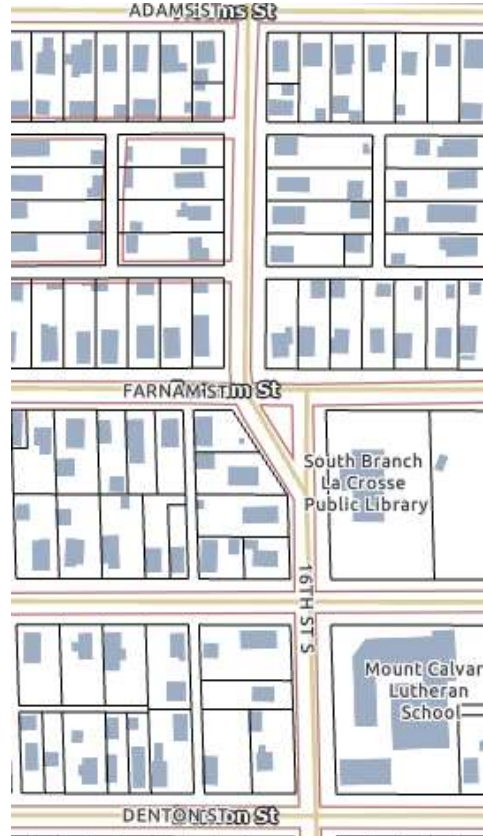
- Existing zoning: R1 Single Family
- Character area: Traditional neighborhood
- Key intersection: N/A
- Parcel pattern: Small rectangular lots that are 60 feet wide and 120-135 feet deep
- Scale: 1-2 story single-family buildings
- Yards: 20-25 foot front yard setback (from front property line); small rear yards
- Parking: Garages and driveways accessible from main; parallel parking on each side of street
- Materials: Lap siding (vinyl and wood), masonry
- Street: Highland St has 50-foot ROW and north-south streets have 65-foot ROW; inconsistent sidewalk coverage from property to property
- Service Drive: Front-loaded

Built Form Study | Plate N-7 : Holy Trinity-Longfellow

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

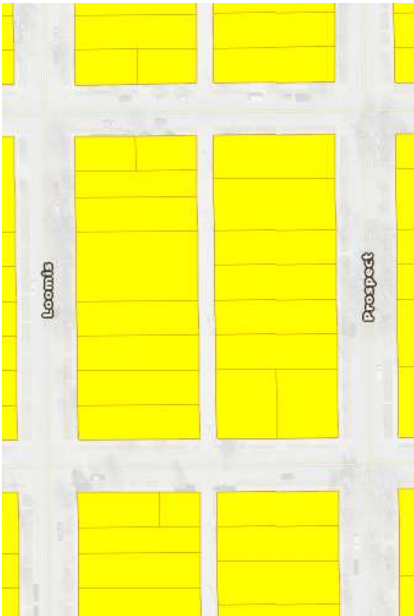
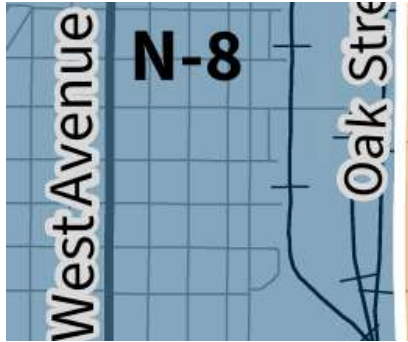


Notes

- Existing zoning: R1 Single Family, R2 Residence, PS Public and Semi-Public
- Character area: Traditional neighborhood
- Key intersection: N/A
- Parcel pattern: Small rectangular lots that are 50 feet wide and 130-170 feet deep
- Scale: 1-2 story single-family buildings
- Yards: 15-foot front yard setback (from sidewalk, if applicable); small rear yards with garages on alley
- Parking: Garages and driveways accessible from main streets and alleys; parallel parking on each side of street
- Materials: Lap siding (vinyl and wood), masonry
- Street: 65-foot ROW with 6-foot sidewalk on each side; curb cuts for driveways with 9-foot grass road verges
- Service Drive: 20 ft ROW, paved concrete typ.

Built Form Study | Plate N-8: Logan Northside

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

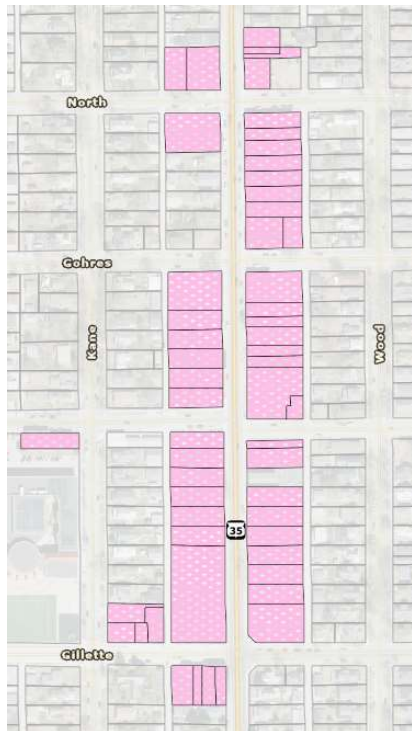


Notes

- Existing zoning: R1 Single Family
- Character area: Traditional neighborhood
- Key intersection: N/A
- Parcel pattern: Small rectangular lots with alley access in rear; most lots are 40-60 feet wide and 140 feet deep; some lots are double-wide (80 feet); some lots are divided width-wise with depths of 70 feet each
- Scale: 1-2 story single-family buildings
- Yards: 10-foot front yard setback (from sidewalk); small rear yards with garages on alley
- Parking: Garages and driveways accessible from main streets and alleys; parallel parking on each side of street
- Materials: Lap siding (vinyl and wood)
- Street: 70-foot ROW with 6-foot sidewalk on each side; curb cuts for driveways with 10-foot grass road verges
- Alley/Service Drive: 20 ft ROW, paved concrete typ.

Built Form Study | Plate N-8.1: Logan Northside (George St Commercial)

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

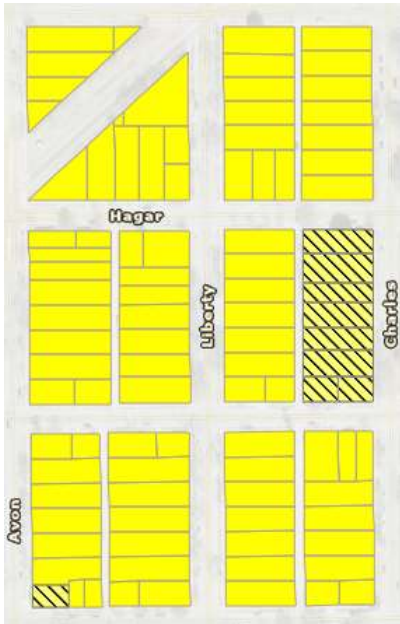


Notes

- Existing zoning: C1 Local Business
- Character area: Traditional shopping street
- Key intersection: George St & Gillette St
- Parcel pattern: incremental, small lot typically alley loaded; some curb cuts from George; common residential lots are 50 feet wide; some residential lots measure 30 feet wide
- Scale: 1 and 2 story retail and residential buildings; commercial buildings tend to have flat roofs and transparent shopfronts
- Yards: Zero lot line for commercial structures; shallow setback for residential along George
- Parking: several surface lots front onto George
- Materials: brick, stucco, lap siding—vinyl and wood
- Street: 64 foot ROW; curb and gutter with sidewalk back of curb; narrow grassed boulevards here and there
- Alley/Service Drive: 20 ft ROW, paved concrete typ.

Built Form Study | Plate N-9: Lower Northside and Depot

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

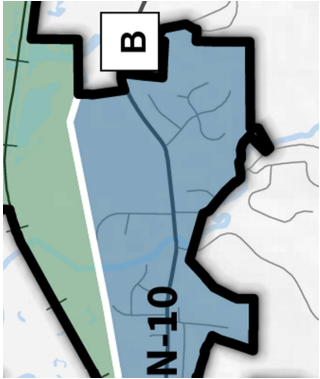


Notes

- Existing zoning: R1 Single Family, R2 Residential
- Character area: Traditional neighborhood
- Key intersection: Hagar St & Avon St
- Parcel pattern: Small rectangular lots with alley access in rear; most lots are 40-55 feet wide and 140 feet deep; some lots are divided width-wise with depths of 70 feet each
- Scale: 1-2 story single-family buildings
- Yards: 15-25 foot front yard setback (from sidewalk); small rear yards with garages on alley
- Parking: Garages and driveways accessible from main streets and alleys; parallel parking on each side of street
- Materials: Lap siding (vinyl and wood), masonry
- Street: 60-foot ROW with 6-foot sidewalk on each side; curb cuts for driveways with 5-foot grass road verges
- Alley/Service Drive: 15-20 foot ROW, paved concrete typ.

Built Form Study | Plate N-10: Northwoods

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

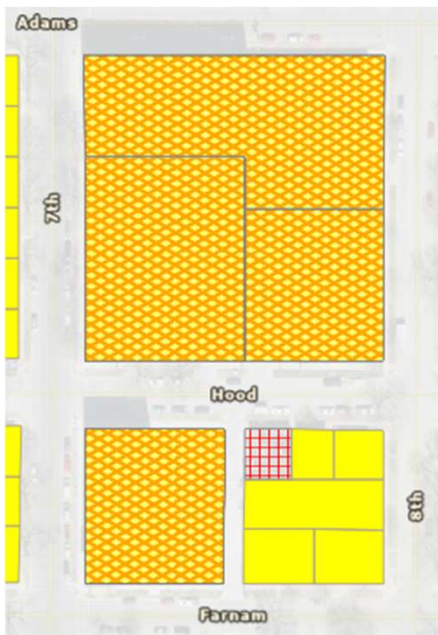


Notes

- Existing zoning: R1 Single Family
- Character area: Contemporary neighborhood
- Key intersection: CH B & Sablewood Rd
- Parcel pattern: Residential lots in dendritic layout
- Scale: 1-2 story single-family homes
- Yards: 40-foot front yard setback
- Parking: Driveways accessible from subdivision roads
- Materials: Vinyl lap siding, brick, stone veneer
- Street: 65-foot ROW with 6-foot sidewalk on one side; curb cuts for driveways with grass road verges
- Service: Front loaded

Built Form Study | Plate N-12: Powell-Poage Hamilton

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples



Notes

- Existing zoning: TND Traditional Neighborhood Development, C2 Commercial, & R1 Single Family
- Character area: Urban Mixed
- Key intersection: 7th St & Farnam St
- Parcel pattern: Large lots with apartment buildings with large parking lots and small rectangular and square single-family residential lots
- Scale: 3-4 story apartment buildings; 1-2 story single-family buildings; 1-story commercial buildings with flat roofs
- Yards: 5-15 feet front yard setback (from sidewalk for apartments); large surface parking lots behind apartments
- Parking: Several large surface lots front onto Hood St and 8th St and garages and driveways accessible from main streets and alleys; parallel parking on each side of street
- Materials: Vinyl lap siding, brick, stucco
- Street: 65-foot ROW with 6-foot sidewalk on each side; curb cuts for driveways with 7-8-foot grass road verges
- Alley/Service Drive: 20-foot ROW alley, paved concrete typ and service drives off Hood st (see top 3 images)

Built Form Study | Plate N-14: Spence

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples



Notes

- Existing zoning: R1 Single Family
- Character area: Traditional neighborhood
- Key intersection: N/A
- Parcel pattern: Small rectangular lots that are 50-60 feet wide and 100-130 feet deep from ROW line
- Scale: 1-2 story single-family buildings
- Yards: 15-25 front yard setback (from sidewalk, if applicable); small rear yards with garages on alley
- Parking: Garages and driveways accessible from main streets and alleys; parallel parking on each side of street
- Materials: Lap siding (vinyl and wood), masonry
- Street: 65-foot ROW with 6-foot sidewalk on each side; curb cuts for driveways with 9-foot grass road verges
- Alley/Service Drive: 16-foot ROW, paved concrete typ a few gravel and a few front-loaded



Built Form Study | Plate N-15: Springbrook-Clayton Johnson

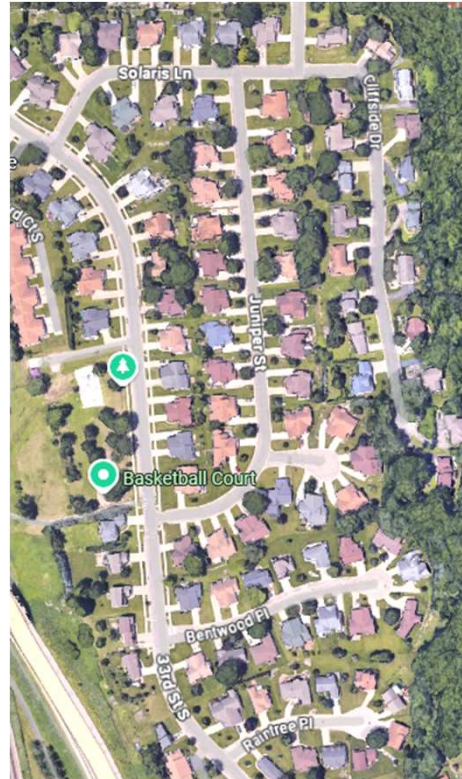
NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

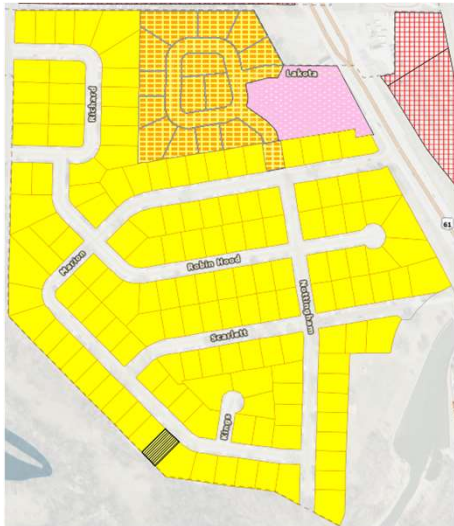


Notes

- Existing zoning: N/A
- Character area: contemporary neighborhood
- Key intersection: 33rd St S and Solaris
- Parcel pattern: 85 ft wide lots typical
- Scale: 1 story; some taller
- Yards: 25 foot front yard setback (from front property line)
- Parking: Driveways accessible from streets; parallel parking on each side of streets
- Materials: Lap siding (vinyl and wood), masonry
- Street: 60 foot ROW with sidewalks on most streets but not all;
- Service Drive: Front-loaded

Built Form Study | Plate N-16: Swift Creek

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

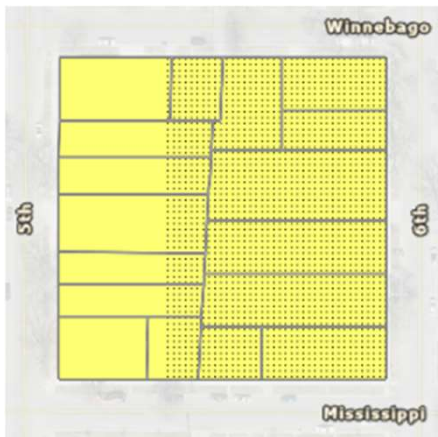


Notes

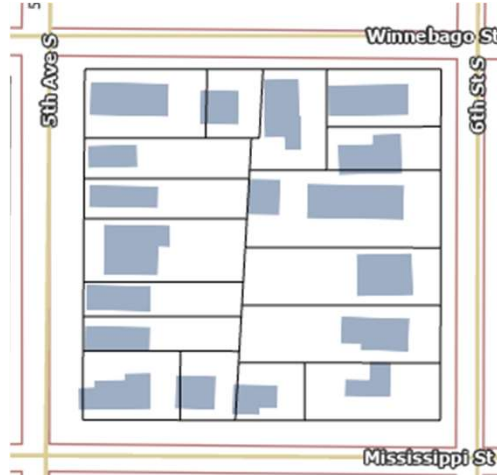
- Existing zoning: R1 Single Family, PD Planned Development, & C1 Local Business
- Character area: Contemporary neighborhood
- Key intersection: US-35 & N Marion Rd
- Parcel pattern: Small rectangular lots; most lots are 75-85 feet wide and 95-115 feet deep from ROW line
- Scale: 1-2 story single-family buildings with 11 1-story multi-family duplexes/triplexes/quadplexes in Lakota PI development area
- Yards: 15-30 foot front yard setback (from ROW line); rear yards varying between 30-50 feet; 20 foot front yard setback (from ROW line) and 10-15 feet rear yard setback in Lakota PI duplexes/triplex/quadplex
- Parking: Garages and driveways accessible from main streets; parallel parking on each side of street
- Materials: Lap siding (vinyl and wood), masonry
- Street: 40-foot ROW with no sidewalks; curb cuts for driveways with 5-foot grass road verges
- Service Drive: Front-loaded

Built Form Study | Plate N-17: Washburn

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples

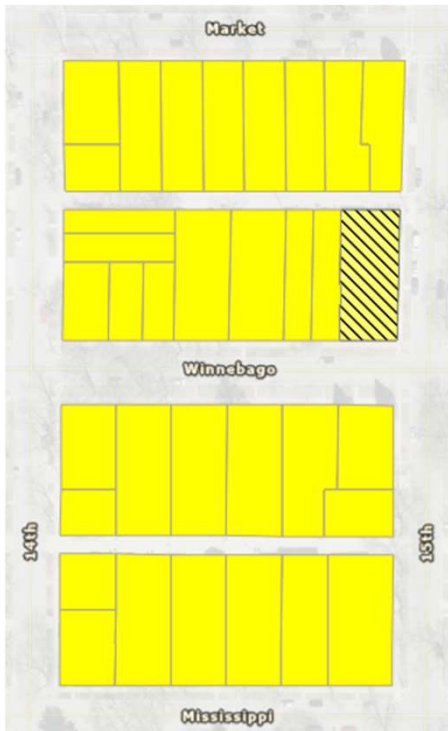
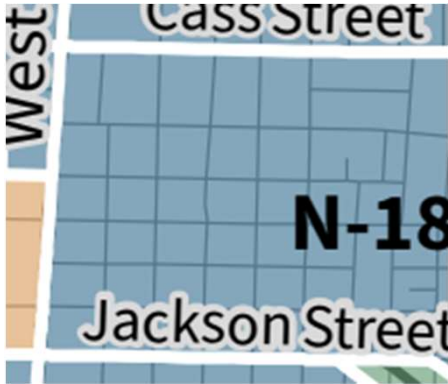


Notes

- Existing zoning: R1 Single Family & WR Washburn Residential
- Character area: Traditional neighborhood
- Key intersection: N/A
- Parcel pattern: Small rectangular lots that are 50-60 feet wide and 140-145 feet deep from ROW line
- Scale: 1-2 story single-family buildings, two 2-story apartments, and scattered 1-2 story commercial buildings
- Yards: 10-20 front yard setback (from sidewalk, if applicable); 100 foot rear yard setback (on average)
- Parking: Garages and driveways accessible from main streets; parallel parking on each side of street
- Materials: Lap siding (vinyl and wood), masonry
- Street: 65-foot ROW with 6-foot sidewalk on each side; curb cuts for driveways with 8-foot grass road verges
- Service Drive: Front-loaded

Built Form Study | Plate N-18: Weigent Hogan

NDC Framework: Neighborhoods



Urban Pattern



Built Form Examples



Notes

- Existing zoning: R1 Single Family & WR Washburn Residential
- Character area: Traditional neighborhood
- Key intersection: N/A
- Parcel pattern: Small rectangular lots that are 60 feet wide and 140 feet deep from ROW line
- Scale: 2-3 story single-family buildings
- Yards: 10-20 front yard setback (from sidewalk, if applicable); 50-70 foot rear yard setback (70 foot on average)
- Parking: Garages and driveways accessible from main streets and alleys; parallel parking on each side of street
- Materials: Lap siding (vinyl and wood), masonry
- Street: 65-70-foot ROW with 6-foot sidewalk on each side; curb cuts for driveways with 8-10-foot grass road verges
- Alley/Service Drive: 20-foot ROW, paved concrete typ a few gravel and a few front-loaded



Character Area Definitions

Zoning Update using a Context Sensitive, Character-based Approach

A character-based approach to the zoning code update is based on the NDC Framework used in the Comprehensive Plan. The Built Form Study sampled all of the identified areas to better understand typical character, context, building, lot and street types. This analysis will then be used to confirm particular “character” areas of the city that will be used to calibrate applicable urban standards and dimensions.

The Comprehensive Plan sets forth the vision for future land uses across all properties within the City of La Crosse. Future land use identifies the mix of uses which may become appropriate for a given property over the next twenty years. This concept takes into account the larger context of neighboring properties and how they interact together to serve residents. Future land use is based on the "Neighborhood, District, and Corridor Framework" (NDC), a system devised by the Congress for New Urbanism (CNU). *Source: 2040 Comprehensive Plan*

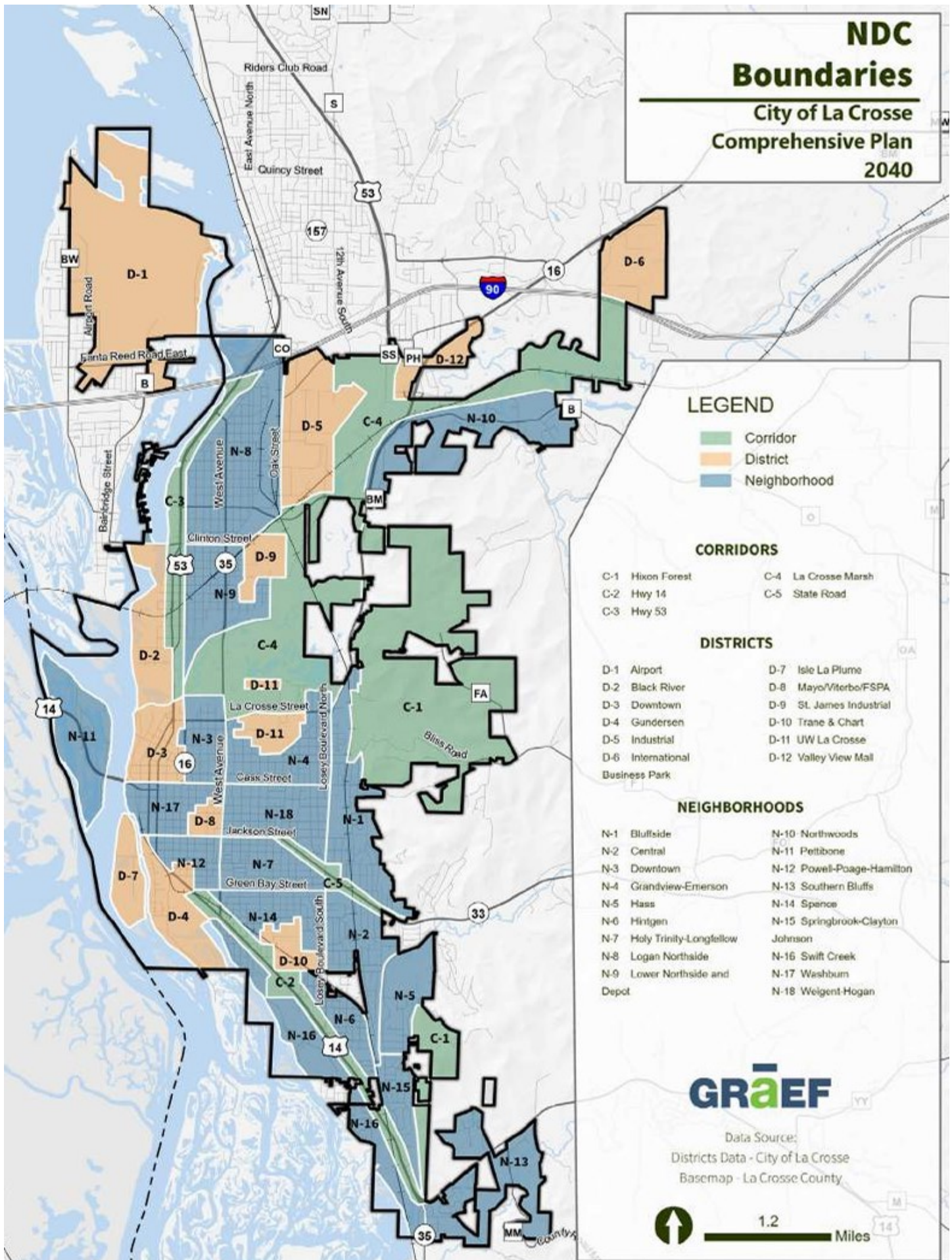
The intent of the NDC Framework model is to encourage walkable, compact communities that are rich with amenities and celebrate the history of the built environment and the preservation of natural features, all while respecting the fabric of communities. NDC proposes three fundamental classifications that organize La Crosse into a mix of uses rather than isolated land uses. NDC does not replace the adopted zoning code, but instead paints a broad and cohesive long-term picture for the built environment. The NDC model can pair well with form-based codes, a land development regulation that focuses on the physical form of the built environment in relation to the public realm as the code's overarching principle. If the City decides to integrate a form-based code in the future, the NDC model can be used to guide a cohesive urban form. *Source: 2040 Comprehensive Plan*

A character-based code guides development to build upon and strengthen the unique characteristics of a community, helping to preserve desired character. A character-based code is organized around the unique physical features of the built environment by documenting and analyzing the community's existing urban form at different scales, from the broad characteristics of a community's neighborhoods to particular building types.

Neighborhoods, which usually are areas that contain blocks or buildings that are unified in character or style. A neighborhood is often walkable and may have a clearly defined center or edge.

Districts, which are areas typically defined by a particular use or activity, such as light industrial districts.

Corridors, which can be man-made elements relating to movement, such as roads or railways, or natural elements such as rivers. Whether man-made or natural, these corridors often define boundaries within and between neighborhoods. However, roads that function as commercial corridors often serve as the center of many communities. *Source: adapted from “Form-based Codes: A Step by Step Guide for Communities”, Chicago Metropolitan Agency for Planning & the Form Based Codes Institute*





Traditional neighborhoods—residential areas that are mostly historic with fine grain block and street pattern, alley service, prominent parks and walkable streets that connect to neighborhood destinations. Physical features: compact lots, 1.5– 2.5 stories in height, shallow front yards, sidewalks and alley loaded parking.



Traditional neighborhoods/varied - residential areas that mostly contain smaller lots with connected streets and alley service but also include a mix of contemporary, front-loaded building types. historic with fine grain block and street pattern, alley service, prominent parks and walkable streets that connect to neighborhood destinations. Physical features: 1 to 1.5 stories in height, common front yards and some lots that area wider.



Traditional shopping street—a walkable, retail environment located in traditional neighborhoods that contain commercial sales and services more scaled and compatible with existing residential development.

Physical features: compact lots, 1-2 stories in height, zero front yards, shopfront frontage common with alley loaded service and on-street parking.



Urban Mixed Residential—an area that contains a mix residential building types from detached single family to larger multi-family apartments.

Physical features: compact lots, 1-stories in height, shallow front yards; alley loaded and on-street parking.



Modular neighborhood—residential areas that are composed mobile and manufactured building types. Urban pattern is usually tight (narrow) sites with generous streets; lot is often in single ownership

Physical features: 1 stories in height, shallow front yards, parking in front or the side of the unit



Corridor mixed— typically corridors that contain a mix of commercial, residential and institutional buildings within the same block and/or across the street from each other; common in traditional neighborhoods that are transitioning or growing. service, prominent parks and walkable streets that connect to neighborhood destinations.

Physical features: 1-2 stories but other physical features vary depending on building type



Commercial Corridor/Small Format— most commercial corridors in the city contain a mix of building types and sizes; the small format commercial corridor is common in several areas

Physical features: wide lots, 1-2 stories in height, generous setbacks with parking common in front of the entrance



Commercial Corridor/Large Format— most commercial corridors in the city contain a mix of building types and sizes; the large format commercial corridor is common in several areas such as the Valley View Mall.

Physical features: wide and deep lots, 1-2 stories in height, generous setbacks with parking common in front of the entrance



Downtown—The downtown is made up of a larger “core” area that contains a number “main street” blocks that are highly walkable and characterized by transparent storefronts. The downtown also includes a historic district which overlaps much of the “main street” blocks.

Physical features: “main street” blocks are multiple stories with highly defined shopfronts; masonry construction is typical; the periphery of the core contains more and larger surface parking areas.



Downtown/“Main Street”– the heart of downtown contains a well defined walkable district with retail shop fronts set at the back of the sidewalk creating a very intimate, human scaled environment;

Physical features: high level of shopfront transparency at the street level, common exterior is brick; alley service to the block interiors; parking on-street



District — a number of districts occur in the city—these can be education, health or recreation in use; they tend to include larger buildings arranged to form an identity or sense of spaces but also can include large parking areas.

Physical features: wide lots, buildings often more than 3 stories in height, setbacks and yard vary



Industrial small format— there are multiple areas characterized as ‘industrial’ with these building types arranged into small formats where they respond to a connected street and block pattern, alley loaded and small operation areas

Physical features: typical traditional small lots, 1-2 stories in height, common material is metal siding and some masonry finishes at the building base



Industrial large format— there are multiple areas characterized as 'large format industrial' that include very large floorplate buildings including large outdoor storage areas, loading and large surface parking areas

Physical features: multiple stories in height depending on functions and use; typical flat roofs, common material is metal siding and some masonry finishes at the building base

Character Area: *Downtown – Three Distinct Areas*



Three distinct areas assume that the zoning districts may also be more responsive to the character of each with the “main street” area requiring the most rigorous standards and regulations.



Downtown Area



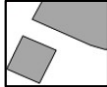
Core



“Main street”

Character Areas: *Downtown Core/Building Frontage & Parking*

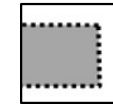


-  Active building frontage
-  Blank building wall
-  Surface parking
-  Structured parking

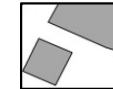
Character Areas: *Downtown Core/Parking Diagram*



Character Areas: “Main Street”/Frontage & Parking Diagram



Structured
parking

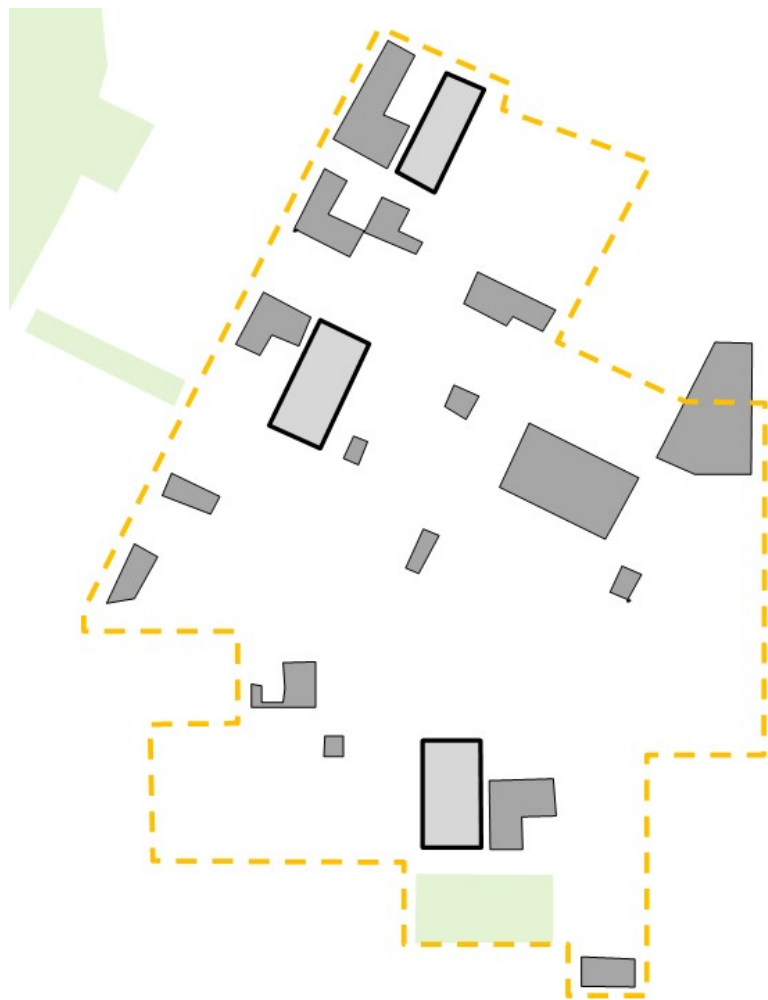


Surface
parking



Active building
frontage

Character Areas: Main Street/Frontage & Parking Diagram



The building frontage and parking diagram illustrates the key blocks of the downtown “main street” area. These block faces are the most walkable and pedestrian friendly places in downtown; zoning standards can be more specific about this built environment character and regulate future development to recognize these conditions and respond in similar ways.

Character Areas: *Building Standards*



Newer buildings at Jay and Front St share common design features and materials.



A recent residential building uses more clean, modern materials that are compatible with traditional buildings.



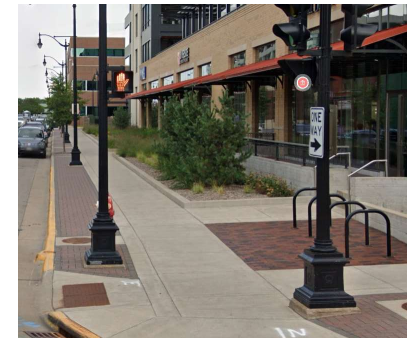
Renovations highlight the historic character of street level shopfronts; graphics obscure window transparency.



Street level façade works with the bay and window design but presents exposed parking to the street.



Super graphics that may or may not be appropriate for some "main street" building locations.



Recent residential building includes large setback from the street.

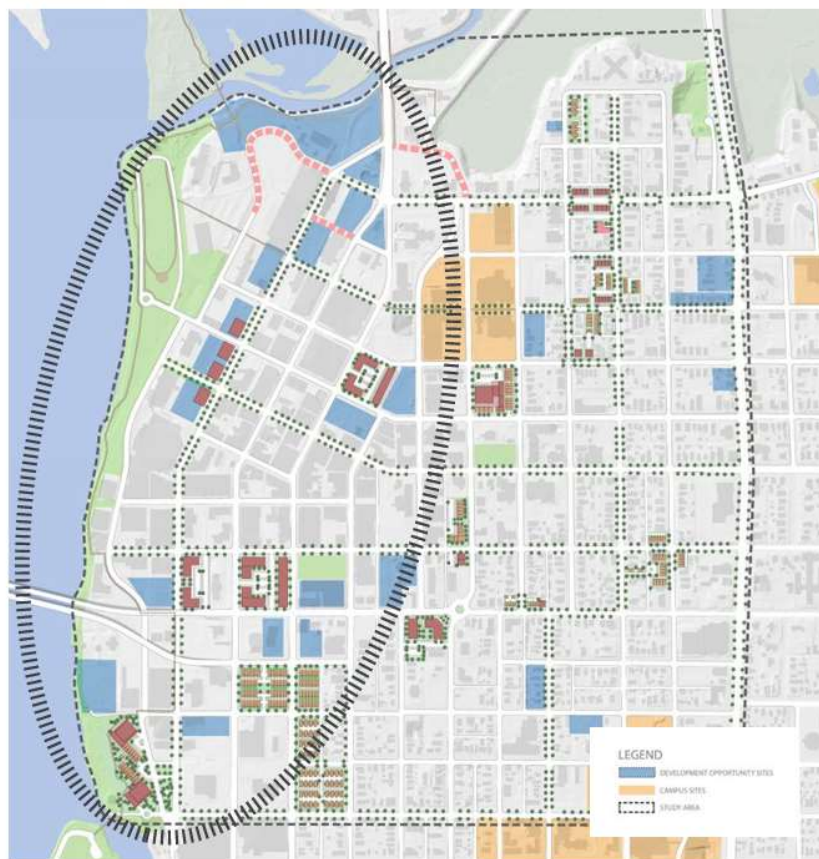
Character Areas: *Downtown Development Opportunities*

CORE CLUSTER CONCEPTS

This plan recognizes that sites may redevelop entirely differently than imagined in this plan, yet the plan illustrates possibilities that may complement downtown as a place to work, live, and visit.

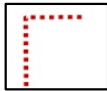
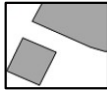
- 1. Surface Parking Lots.** Privately owned parking lots could be redeveloped into a vertical mixed use. These sites are subject to concepts in the prototypical development diagrams.
- 2. US Post Office Site.** Redeveloping the US Post Office site for a project that better contributes to the culture of downtown is a high-priority from the planning participants.
- 3. Core Gateway.** Blocks located north of the bridge are candidates for signature projects like Belle Square.
- 4. Houska Village.** A long-term vision for this area should protect the site until the market can support the project. The concept leverages the views of the Mississippi River and proximity to downtown.
- 5. La Crosse River Area.** Sites near the La Crosse River can become prime for development by connecting La Crosse Street to Front Street.
- 6. Salvation Army.** A redevelopment concept for a block that straddles the core of downtown and traditional neighborhood.

DEVELOPMENT CONCEPT MAP



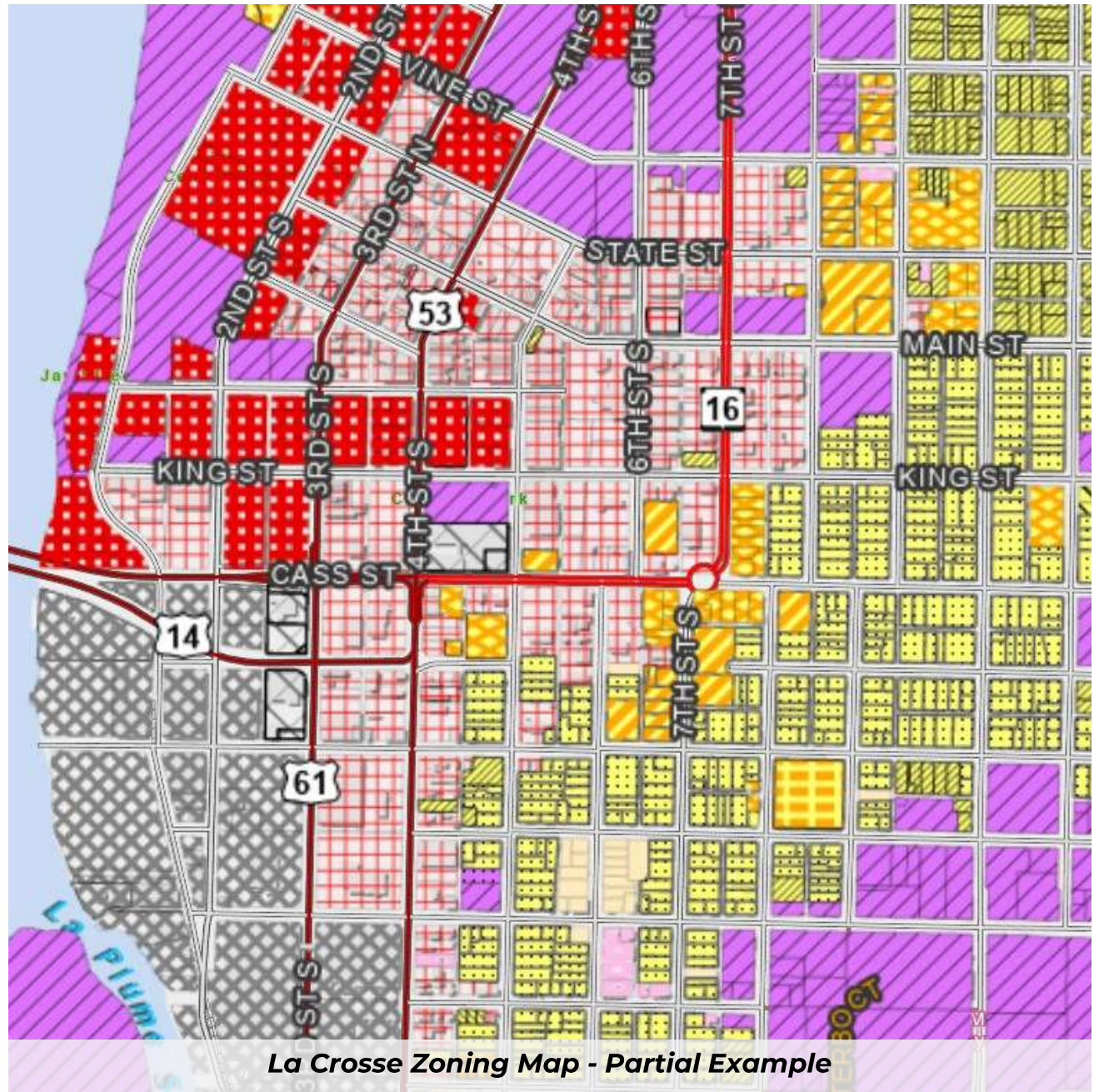
Character Areas: *Downtown Core/Frontage & Parking*



-  Active building frontage
-  Blank building wall
-  Surface parking
-  Structured parking

Contents

- 1) Cover/Map
- 2) Introduction & History
- 3) Scope of Work/Organization
- 4) Schedule
- 5) Comprehensive Plan
- 6) Typical Urban Standards
- 7) Possible Housing Types
- 8) Subdivision of Land
- 9) Contact Information



Introduction & History

Zoning is one of the most common methods of land use control used by local governments. Zoning works by defining a community into districts, regulating uses that are allowed within those districts, and prescribing allowable dimensions such as lot sizes, setbacks and building height. Zoning can help a community to achieve goals outlined in a comprehensive plan including:

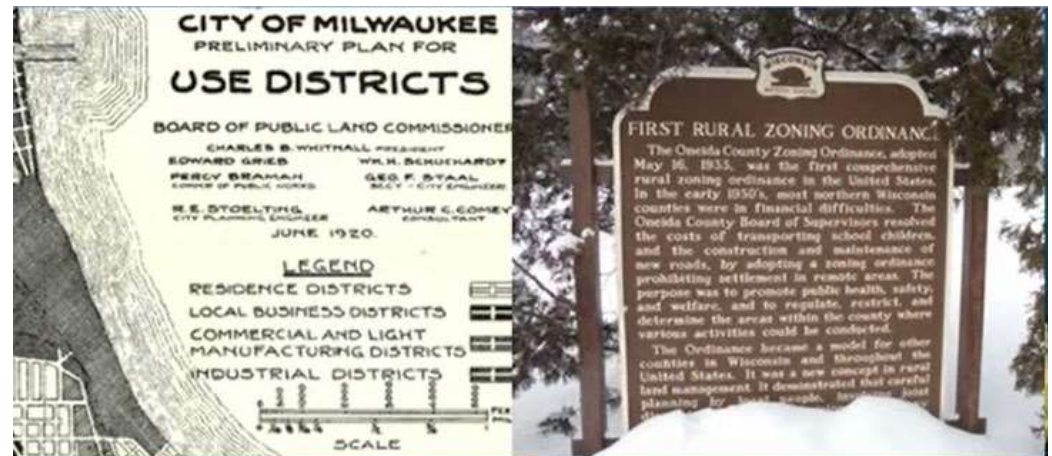
- Protecting public health, safety and general welfare.
- Promoting desirable patterns of development.
- Separating incompatible land uses.
- Maintaining community character and aesthetics.
- Protecting community resources such as farmland, woodlands, groundwater, surface water, and historic and cultural resources.
- Providing public services and infrastructure in an economical and efficient manner.
- Protecting public and private investments.

Additional Forms of Zoning

State statutes require communities to administer certain types of zoning as described below:

- **Shoreland zoning**
- **Shoreland-wetland zoning**
- **Floodplain zoning**

Source: UW- Madison Division of Extension



- 1920 - First Wisconsin zoning ordinance created by City of Milwaukee
- 1923 - Zoning upheld by the Wisconsin Supreme Court
- 1929 - Wisconsin Legislature authorizes zoning to regulate all uses in rural areas
- 1933 - Oneida County adopts first comprehensive rural zoning ordinance in the U.S.
- 1966 - Wisconsin Legislature adopts the Water Resources Act
- 1968 - Local governments required to administer minimum shoreland and floodplain zoning regulations
- 1999 - Wisconsin adopts Comprehensive Planning Act and establishes grant program
- 2010 - Zoning must be consistent with a local comprehensive plan

Scope of Work & Organization



- 1) **Review of Current Municipal Code**— Review, familiarize, analyze, and critique Municipal Code Chapter 113- Subdivisions and Chapter 115- Zoning and any other related codes.
- 2) **Review of Comprehensive Plan and other related plans:** The consultant will review the plans, goals, objectives, and recommendations of the comprehensive plan and other related plans identified by planning staff and the steering committee to ensure the new code will be consistent with current planning documents.
- 3) **Public Outreach:** The consultant will provide a public participation plan designed to receive input from community stakeholders, staff, and the public as well as educate and inform them on the process.
- 4) **Analysis and Recommendations.** Provide an analysis of the City's existing code, highlighting its strengths and shortcomings based on the consultant's review of existing code, review of current plans, and community and stakeholder input. Include recommended approach for potential revisions that include best practices/example codes as related to low-carbon sustainable development, form base designs, affordable/attainable housing, missing middle housing, mixed housing integration, parking reductions, multi-modal transportation, performance standards for various uses, equity, accessibility, etc.
- 5) **Documents:** The consultant will prepare drafts of the zoning ordinance for review by staff, the steering committee, and the public culminating in a final version to be acted upon by the City Plan Commission and adopted by the Common Council.

Organization of a Zoning Code

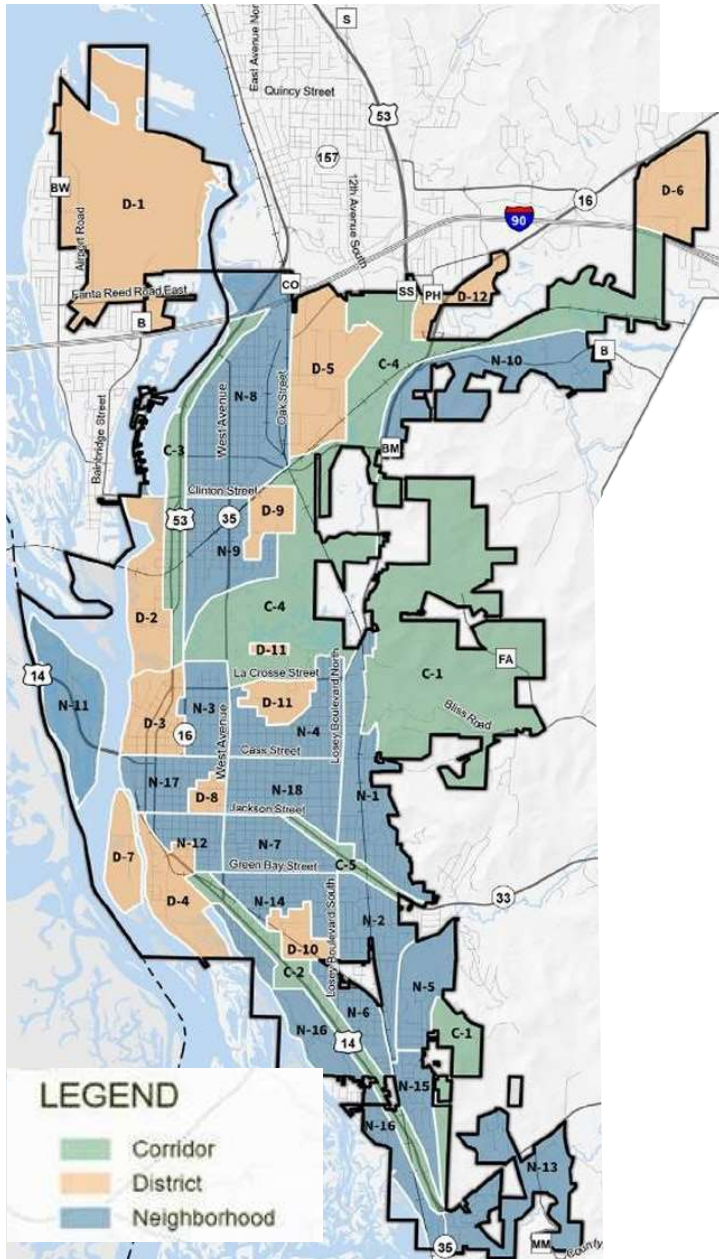
Most zoning ordinances are organized in the following manner:

- **Title, Authority and Purpose**
- **General Provisions**
- **Zoning Districts and Regulations**
- **Zoning Nonconformities**
- **Impact Regulations**
- **Administration and Enforcement**

Schedule

	1	2	2025	4	5	6	7	8	9	10	11	12	13	14	2026	16	17	18	19	20	21
	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul
Project Kickoff		Dec 18																			
P1 Review Plans/Conditions																					
Review Plans & Policies																					
Technical Memo 1																					
Document Conditions																					
Technical Memo 2																					
P2 Analyze & Recommend																					
Diagnose																					
GIS Analysis																					
Technical Memo 3																					
Recommendations																					
Technical Memo 4																					
Annotated Outline																					
P3 Codify & Adopt																					
Districts & Standards																					
Subdivision Regs.																					
Review Draft																					
Final Draft																					
Adoption Process																					
P4 Outreach & Participation																					
Public Meetings																					
Stakeholder Meetings																					
Media Company Coord.																					
P5 Meetings & Management																					
Staff Coordination																					
Dept Working Group																					
Steering Committee (PC)																					
Common Council																					
Public Hearing																					

2040 Comprehensive Plan



The **Comprehensive Plan** sets forth the vision of future land uses within the City of La Crosse. Future land use is based on the “Neighborhood, District and Corridor Framework” (NDC), a system devised by the Congress for New Urbanism (CNU).

How does NDC Work? The intent of the NDC model is to encourage walkable, compact communities that are rich with amenities and celebrate the history of the built environment and the preservation of natural features, all while respecting the fabric of communities. NDC proposes three fundamental classifications that organize La Crosse into a mix of uses rather than isolated land uses.

Neighborhoods:

La Crosse neighborhoods have distinct identities, housing characteristics, unique history, and geographic features. They are typically compact, pedestrian-friendly, and mixed-use. Neighborhoods may contain a number of supporting uses and activities that serve residents, such as parks, schools, libraries, small-scale retail, and other services. Neighborhood associations were consulted during the creation of this comprehensive plan to help identify the vision and land uses within La Crosse’s neighborhoods.

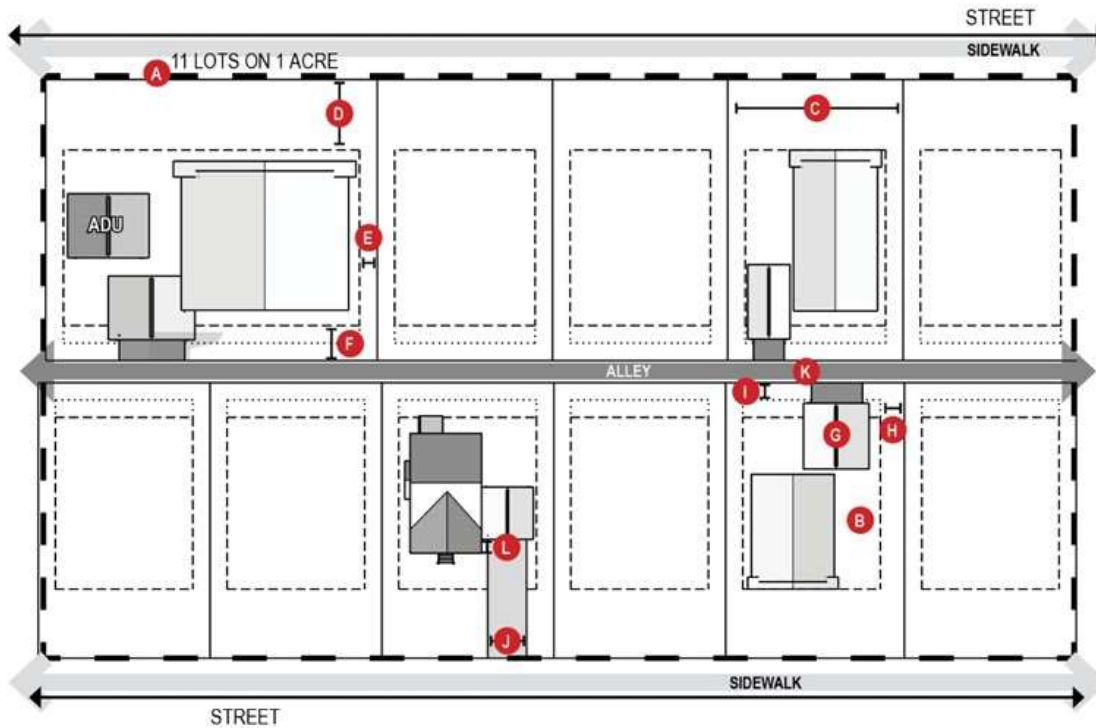
Districts:

Districts are larger areas where the City, property owners, developers, and investors should concentrate business, commercial, and industrial activity and expansion over the next twenty years. Districts may emphasize a special single use or purpose, but may contain a variety of other uses and activities. For example, a shopping district may have primarily commercial uses with a few small-scale industrial uses mixed in. La Crosse’s districts are based on types of dominant uses, include overlapping neighborhoods, and have generally larger geographic extents.

Corridors:

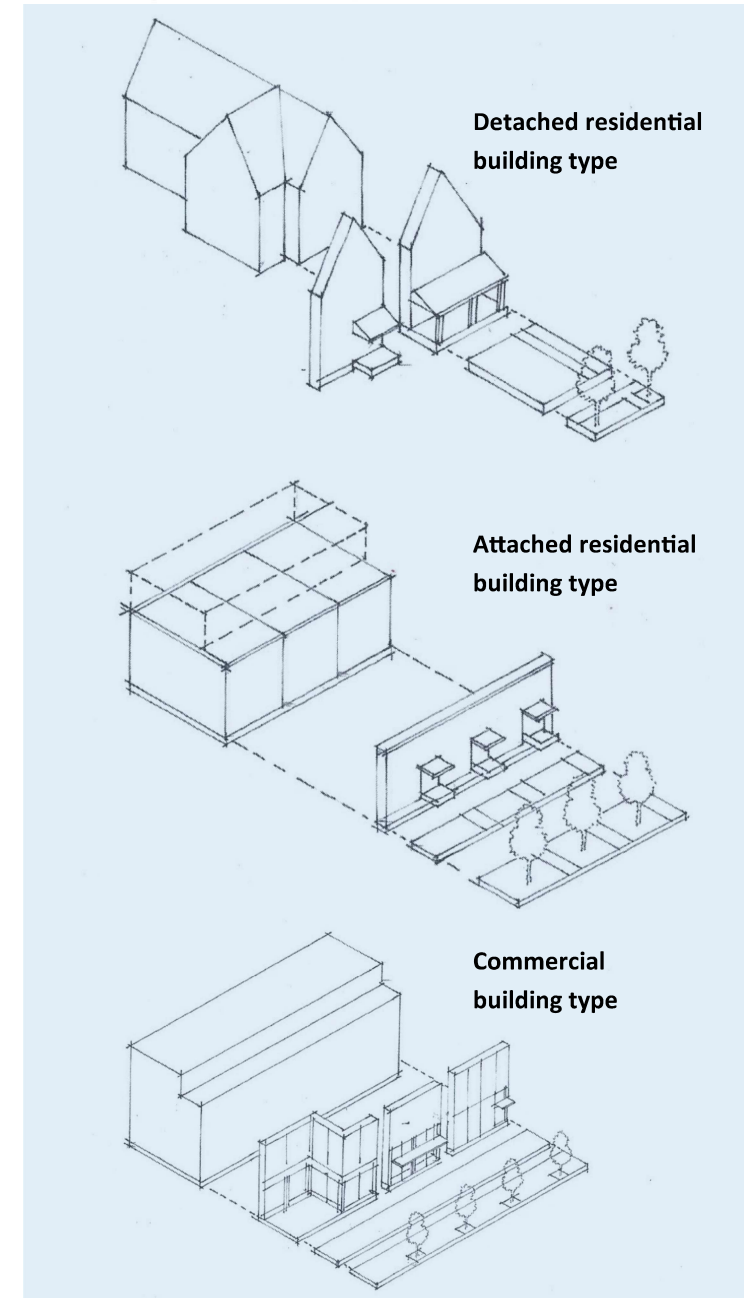
Corridors are linear areas that provide connectivity between the neighborhoods and districts. Corridors can accommodate a variety of land uses, including natural, recreational, and cultural uses. They can range from boulevards and rail lines to rivers and parkways. La Crosse has several major corridors identified based on transportation and environmental features.

Typical Urban Standards



Typical Lot Regulations

- | | |
|------------------------|------------------------------------|
| A: Lot area | G : Accessory building |
| B: Buildable area | H/I: Parking setback |
| C : Lot width | J: Driveway width |
| D : Front yard/setback | K: Alley width |
| E: Side yard/setback | L: Garage stepback from main house |
| F : Rear yard/setback | |

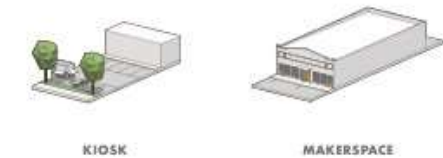


Possible Housing Types

HOUSE HACKS
Entrepreneurial adaptations to an existing home that diversify housing options or generate an income.



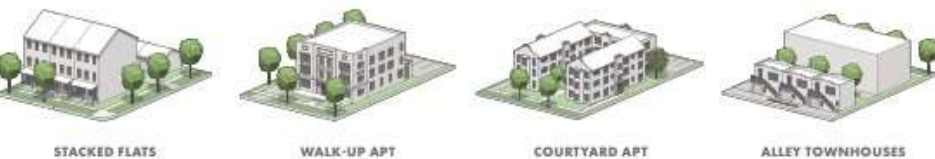
COMMERCIAL INCUBATION
Low-cost ways to grow and validate an early-stage business.



COMPACT SINGLES
One-unit dwellings that fit on small infill lots alone or in combination with other buildings.



MIDDLE HOUSING
Multi-unit residential buildings that blend well with detached homes.



NEIGHBORHOOD NODE
Walkable neighborhood destinations like corner stores and workspaces, 1-3 storeys, mixed-use or commercial.



COMBO
Creative tactics or building combinations that solve for a common development scenario.



STEP BUILDINGS
Small-scale
Time-enhanced
Entrepreneurial
Purposeful

Designed by GreenSource and the
Incremental Development Alliance

Subdivision of Land

Much of the form and character of a community is determined by the design of subdivisions and the standards by which they are built. State statutes regulate the technical and procedural aspects of dividing land for development and provide minimum standards for subdivisions related to sanitation, street access and layout. Among its many purposes, land division regulations can help a community to:

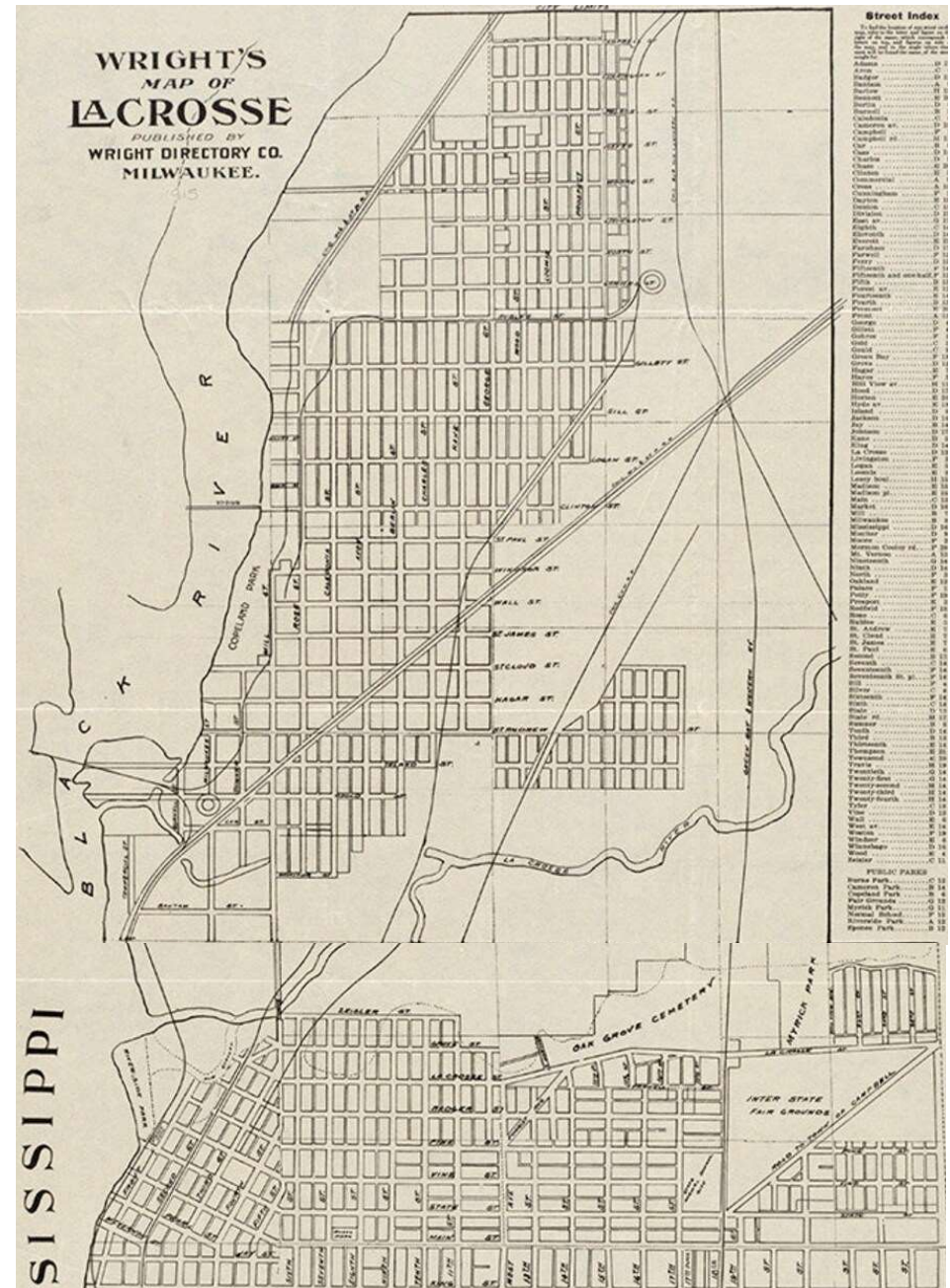
- Address health and safety issues such as stormwater runoff and emergency access.
- Ensure new development is adequately served by public facilities such as roads and parks.
- Provide for the efficient placement and delivery of public services and facilities.
- Promote neighborhood designs that meet the needs of residents.
- Ensure accurate legal descriptions of properties.
- Avoid disputes regarding the sale, transfer or subdivision of land.
- Protect other community interests outlined in a comprehensive plan or local ordinance.

State Defined “Subdivision” – a division of a lot, parcel or tract of land by the same owner that creates 5 or more parcels or building sites of 1½ acre or less, or successive divisions of land by the same owner within a five year period that result in 5 or more parcels of 1½ acre or less.

Wis. Stat. § 236.02(12)

Local “Land Division” – local ordinances may be more restrictive than the state definition with regard to the number or size of lots regulated. This publication will generally use the term “land division” to refer to all such developments.

Wis. Stat. § 236.45



Contact Information



City of La Crosse City Hall

400 La Crosse St
La Crosse, WI 54601

Contact Us

info@forwardlacrosse.org
(608) 789-7512
www.cityoflacrosse.org



**Housing Week
Pop-ups**



**Community
Survey #1**



**Project
Website**



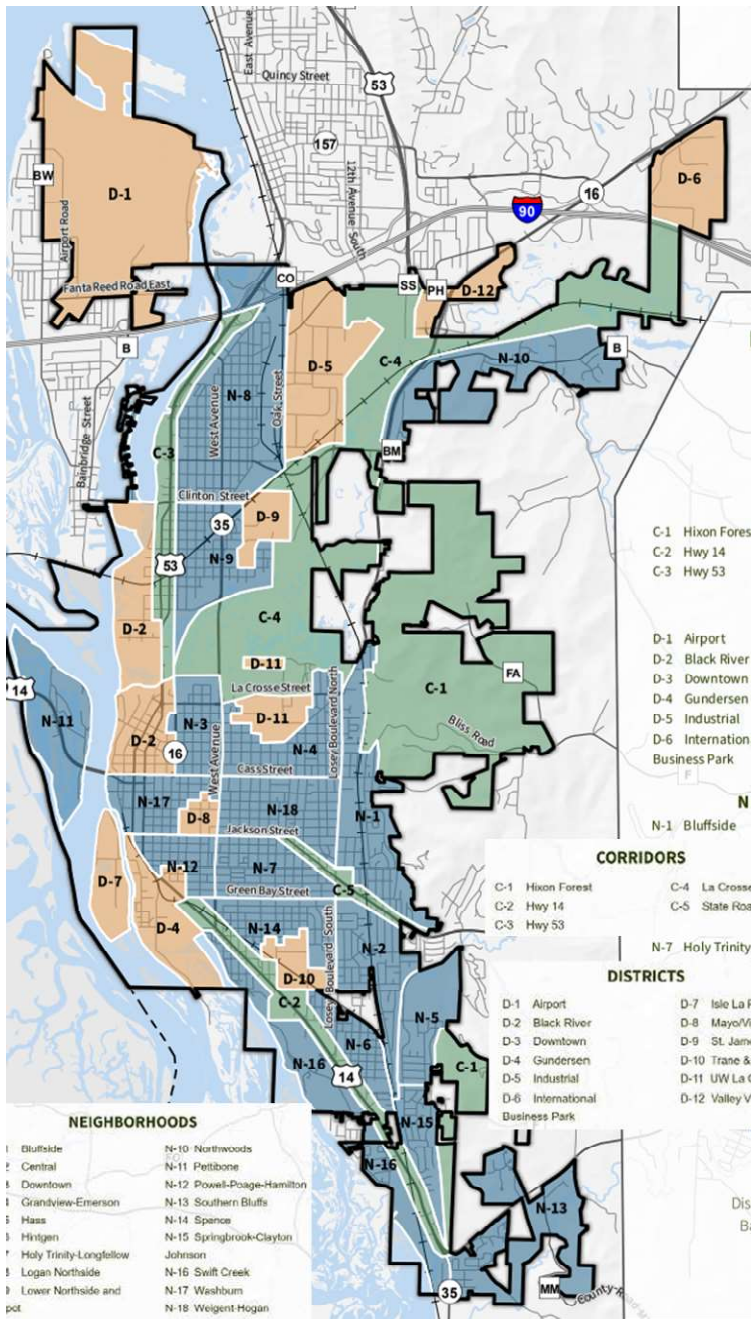
Workshops

Built Form Study | Corridors

Based on the Comprehensive Plan NDC framework, the Built Form Study samples the typical development pattern for each of the neighborhoods, districts and corridors as identified in the comp plan to better understand the physical dimensions of building type, site plan, street frontage and block pattern as well as other conditions.

Corridors

- C-1 thru C-5
- C-1 Hixson Forest and C-4 La Crosse Marsh not included



Built Form Study | Plate C-2: Highway 14

NDC Framework: Corridor



Urban Pattern



Built Form Examples

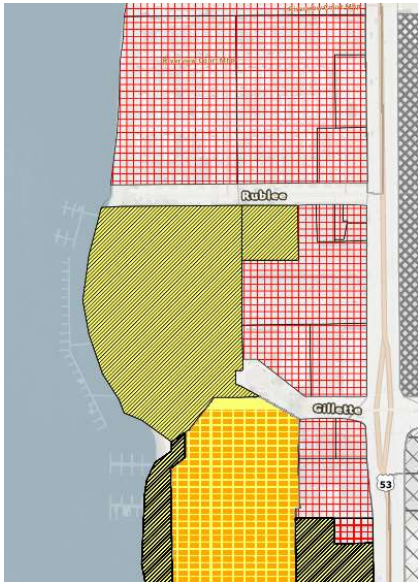
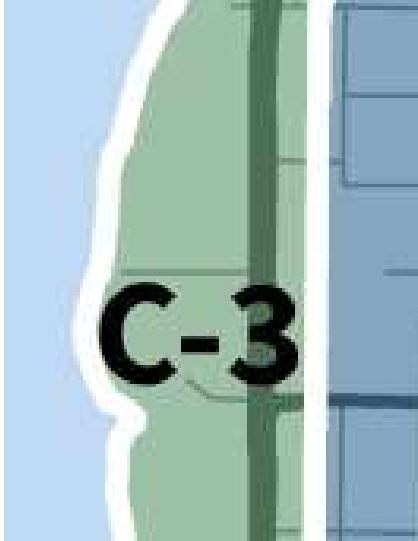


Notes

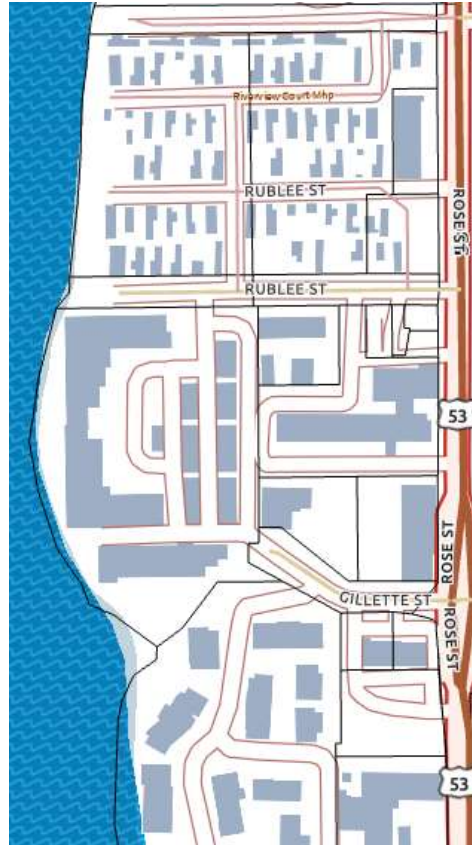
- Existing zoning: C2 Commercial
- Character area: Commercial Corridor
- Key intersection: US-14 & Ward Ave/S East Ave
- Parcel pattern: Large irregular lots fronting US-14 & Ward Ave/S East Ave
- Scale: Standalone 1-story commercial structures
- Yards: Deep setback for commercial buildings; large surface parking lots
- Parking: several surface lots front onto Hwy 14 and Ward Ave/S East Ave
- Materials: Brick, metal panel, glass
- Street: US-53 has 85-foot ROW with 9-foot sidewalk on both sides, 5 lanes including two-way left-turn lane in center; Ward Ave/S East Ave are 90-100 feet in width
- Service Drive:

Built Form Study | Plate C-3: Highway 53

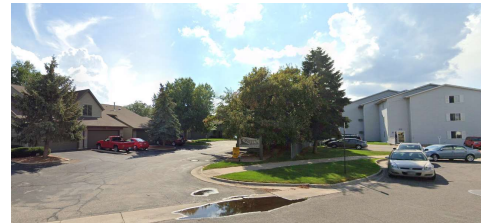
NDC Framework: Corridor



Urban Pattern



Built Form Examples



Notes

- Existing zoning: C2 Commercial, R5 Multiple Dwelling, PD Planned Development
- Character area: Urban mixed
- Key intersection: US-53 & Gillette St
- Parcel pattern: Irregular lots fronting US-53 and side streets
- Scale: 1 story manufactured homes and retail, 2 story hotels, townhomes; multi-family buildings
- Yards: Shallow setbacks fronting US-53 with parking behind or beside buildings, shallow setbacks between manufactured homes
- Parking: Surface lots for commercial along US-53, wide roads with street parking for manufactured homes
- Materials: Wood siding, masonry, metal structure
- Street: US-53 has 90-foot ROW with 9-foot sidewalk on both sides, 5 lanes including two-way left-turn lane in center; Riverview Court roads are 40 feet in width
- Service Drive: n/a

Built Form Study | Plate C-3.1: Highway 53

NDC Framework: Corridor



Urban Pattern



Built Form Examples

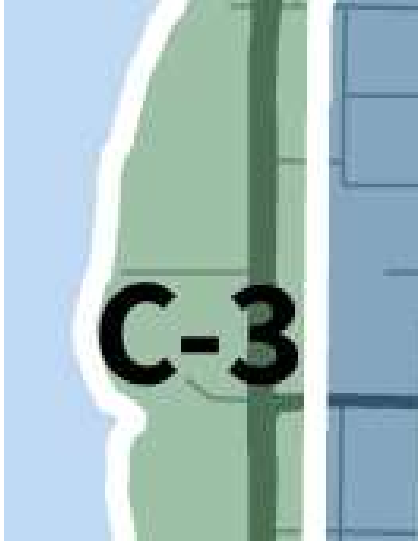


Notes

- Existing zoning: C2 Commercial, C1 Local Business
- Character area: Commercial corridor
- Key intersection: US-53 & W George St
- Parcel pattern: Large lots fronting US-53
- Scale: 1 story strip mall and standalone commercial buildings; commercial structures tend to have flat roofs and tall pylon signs along highway
- Yards: Deep setback for commercial buildings; large surface parking lots with buildings set behind
- Parking: Several large surface lots front onto US-53 or W George St
- Materials: Brick, lap siding (vinyl and wood), glass
- Street: 150-foot ROW with 6-10 foot sidewalk on both sides; US-53 has grassed boulevards and 7 lanes (including turn lanes); W George St has paved median and island for pedestrian crossing
- Alley/Service Drive: Service drive behind strip mall, built around existing Badger Hickey Park (see image)

Built Form Study | Plate C-3.2: Highway 53

NDC Framework: Corridor



Urban Pattern

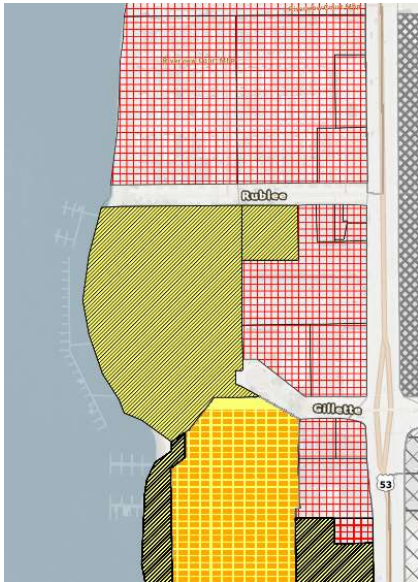


Built Form Example



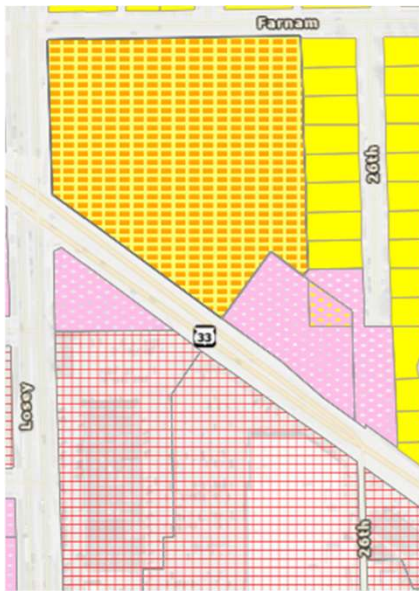
Notes

- Existing zoning: R5 Multiple Dwelling,
- Character area: Modular neighborhood
- Key intersection: US-53 & Gillette St
- Parcel pattern: Irregular lots fronting US-53 and side streets
- Scale: 1 story manufactured homes
- Yards: Shallow setbacks with parking behind or beside buildings, shallow setbacks between manufactured homes
- Parking: wide roads with street parking for manufactured homes
- Materials: metal siding
- Street: US-53 has 90-foot ROW with 9-foot sidewalk on both sides, 5 lanes including two-way left-turn lane in center; Riverview Court roads are 40 feet in width
- Service Drive: n/a

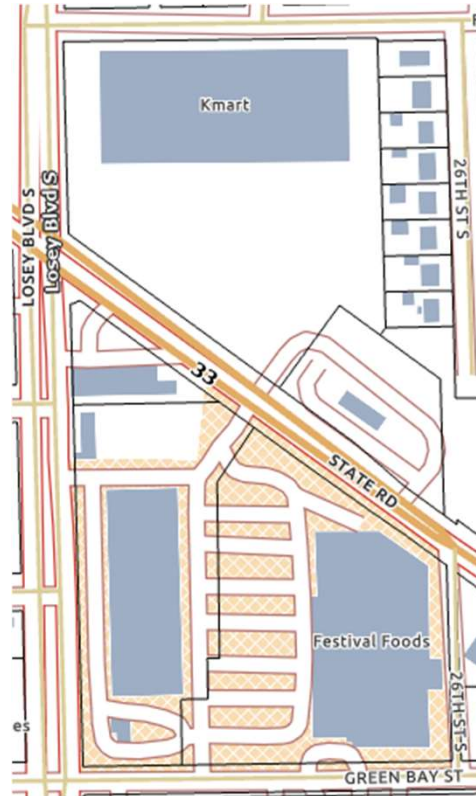


Built Form Study | Plate C-5 : State Rd

NDC Framework: Corridor



Urban Pattern



Built Form Examples



Notes

- Existing zoning: C2 Commercial, PD Planned Development, C1 Local Business, & R1 Single Family
- Character area: Commercial Corridor
- Key intersection: State Rd & S Losey Blvd
- Parcel pattern: Large irregular lots fronting State Rd & S Losey Blvd
- Scale: 1-story in-line commercial and standalone buildings
- Yards: Deep setback for commercial buildings; large surface parking lots
- Parking: Several surface lots front onto State Rd and S Losey Blvd
- Materials: Brick, glass, common masonry
- Street: State Rd has 85-foot ROW with 9-foot sidewalk on both sides, 4 lanes with left-turn lanes in both directions at intersection; S Losey Blvd is 100 feet in width and has 6-foot sidewalk on both sides, 4-lanes including occasional left-turn lanes in both directions
- Service Drive: rear & front loaded



Memo 2

To: City of La Crosse
From: MSA Zoning Code team
Subject: Diagnostic Summary
Date: February 21, 2025 (Residential Districts: pages 1-4)
Date: March 25, 2025 (Commercial & Industrial Districts; Subdivision Regulations: pages 5-9)

The La Crosse Zoning Code is found in Chapter 115 of the Municipal Code and is defined by seven articles and contains the following:

- A total of 211 pages
- 21 districts and 2 overlay districts
- Definitions, penalties, administration, appeals and amendments are found in Articles I and II
- District regulations are found in Article IV; dimensional standards that apply for each district begin on page 26.
- Overlay regulations are defined in Article V.
- A generous list of conditional uses is defined in Article VI that covers 23 pages of address additional standards and regulations. We will provide an additional analysis just focused on conditional uses.
- Article VII cover supplemental regulations including design standards for multi-family housing and commercial uses and the traditional neighborhood development (section 115-403).
- Generally, urban standards (and dimensional requirements) are written out in extended sentences and are often difficult to follow.
- It seems, in general, that most of the residential districts share dimensional standards and regulations subject to different time periods, going back to the 1938 edition of the code.
- The word 'special' is used in the title for the R-3 and R-6 districts but it isn't clear exactly what this means or designates.

Residential

A high level review of the R districts follows; titles are spelled out as they appear in the body of the code.

Agriculture (A-1) and Exclusive Agriculture (EA) Districts

The code includes an Agricultural district and an Exclusive Agricultural district. The A-1 district's purpose is to act as a preserve for future urban development. The Exclusive Ag district is intended to preserve lands for food and fiber production. In either case not many areas/parcels zoned are A-1 or EA; it appears the only active agricultural use is in the southern part of the city along Old Town Hall Rd.

R1 District

Unlike the A-1 and EA districts, the R1 district does not include a direct purpose statement. The R1 Single Family district does allow two-family dwellings provided they were in existence on September 13, 1984 with an odd requirement that a new two family dwelling can replace an existing two family dwelling if it is limited to 2 bedrooms in each unit; no additional bedrooms can be added in any case.

There is no direct mention of lot area and dimensional standards except for the reference to the 'Residence District' (this is a reference to the 1938 zoning code which included two residential districts: Residence and Multiple Dwelling) - apparently this is assumed to refer to the R2 District and these standards apply to R1.

Language and requirements like the following paragraph will need to be resolved regarding the uses in the R1 district:

- *Two or more family dwellings provided that such were in existence on April 10, 1997, have not discontinued the number of dwelling units for a period of 12 months or more, and are located within the area bounded by 9th Street-Farnam Street-east-west alley north of Green Bay Street-West Avenue, and provided further that such two or more family dwellings may be replaced by another two or more family dwellings as long as such replacement shall not contain more units or bedrooms than existed on April 10, 1997 and other applicable building and zoning code requirements for the R-1 District are met.*

R2 District

Like the R1 District, the R2 District does not have a specific purpose statement. It allows two family dwellings but only if they contain no more than three bedrooms per unit. It allows churches that were in existence on August 10, 1989. As in other districts, language makes multiple references to specific dates in time that provide a threshold for permitted uses.

Language and requirements like this this will need to be resolved regarding the uses in the R1 district:

- *The side yard regulations in subsections (3)a. and b. of this section shall apply to all lots including corner lots, except that in the case of a reversed corner lot which faces intersecting streets, the side yard on the street side of such reversed corner lot shall have a width of not less than 50 percent of the front yard depth required on the lots in the rear of such reversed corner lot, and no accessory building on such reversed corner lot shall project beyond the front building line of the lots in the rear of such reversed corner lot; provided, however, that this regulation for reversed corner lots shall not have the effect of reducing the buildable width for the main building to less than 26 feet, or for an accessory building to less than 20 feet, on any lot of record August 27, 1938.*

R3 Special Residence District

This district is meant to allow single family, two-family and up to four or more dwellings provided they were in existence on April 10, 1997. Lot and dimensional standards are the same or similar to R1 and R2.

Standards for yards are laboriously overwritten (similar to R1 and R2) and difficult to interpret in a single reading. These will benefit from summary and simplification:

- a. *On every lot in the Special Residence District, there shall be two side yards, one on each side of the building, and except as hereinafter provided, neither of such side yards shall be less than six feet in width, and provided further that for any main building other than a one-family dwelling neither of such side yards shall be less than seven feet in width, except that lots occupied by each attached dwelling unit which is located within a single structure, which is attached along a lot line which is approximately perpendicular to the street right-of-way line, shall not be required to meet this requirement other than the outer side yards of the structure in which the two attached dwelling units are located shall not be less than seven feet in width.*
- b. *On any lot having a width of less than 44 feet, and of record on August 27, 1938, the width of no side yard shall be less than that heretofore prescribed less one-fourth foot for each foot said lot is less than 44 feet in width; provided further, however, that no side yard shall be less than four feet in width in any case.*
- c. *The side yard regulations in subsections (2)a and b of this section shall apply to all lots including corner lots, except that in the case of a reversed corner lot which faces intersecting streets, the side yard on the street side of such reversed corner lot shall have a width of not less than 50 percent of the front yard depth required on the lots in the rear of such reversed corner lot, and no accessory building on such reversed corner lot shall project beyond the front building line of the lots in the rear of such reversed corner lot; provided, however, that this regulation for reversed corner lots shall not have the effect of*

reducing the buildable width for the main building to less than 26 feet, or for an accessory building to less than 20 feet, on any lot of record August 27, 1938.

Low Density Multiple Dwelling District (R4)

This district is shown as the R4 district on the map but is not titled as that in the body of the code and allows multiple dwelling buildings that contain more than 4 units. Similar to the other R districts language and standards regarding lot area and yards are very overwritten and can benefit from simplification and more direct language.

Multiple Dwelling District (R5)

This district is “nested” into the R4 and thus any use allowed in R4 is permitted in this district. Uses include boarding house, room houses, fraternities and sororities (occupied by less than 6 persons). Height is allowed up to 55 feet and may exceed this per section 115-390 (Art. VII Supplemental Regulations).

R-6 Special Multiple Dwelling District

This district is “nested” into the R5 and thus any use allowed in R5 is permitted in this district. Uses include boarding house, room houses, fraternities and sororities (occupied by less than 6 persons). Height is allowed up to 55 feet and may exceed this per section 115-390 (Art. VII Supplemental Regulations).

Washburn Neighborhood District (R-7)

The purpose of the district is to encourage people to work and live in the City of La Crosse and will encourage single family dwellings. The district standards and regulations are “nested” in the R1 district (but excludes section 114-142(a) (10). A unique condition in this district is the requirement of Architectural Control that is to encourage physical development to a higher degree of aesthetic satisfaction per approval of the Design Review Board.

MEMO

March 18, 2025/rev March25, 2025

Map Diagrams

In a separate document we reviewed lot sizes for R-1, R-2, R-3 and the Washburn zoning districts based on the threshold of 5000 sf, lots that fall between 5000 -7200 sf and lots over 7200 sf. Lots under 5000 sf are shown in red and based on how the districts are defined many of these lots, we assume, were platted in 1938 or earlier so are not technically nonconforming. Nevertheless there is a distinct pattern (and a significant number) of smaller lots that seem to be functioning well today. More analysis is needed which will help determine how best to define standards.

R-1 = 10,833 Parcels

>7,200 sqft = 4,878 Parcels (45%)

5,000-7,200 sqft = 4,454 Parcels (41%)

<5,000 sqft = 1,501 Parcels (13.9%)

R-2 = 1,298 Parcels

>7,200 sqft = 504 Parcels (38.8%)

5,000-7,200 sqft = 522 Parcels (40.2%)

<5,000 sqft = 272 Parcels (20.9%)

R-3 = 4 Parcels

>7,200 sqft = 1 Parcel (25%)

5,000-7,200 sqft = 2 Parcels (50%)

<5,000 sqft = 1 Parcel (25%)

Washburn Neighborhood District = 451 Parcels

>7,200 sqft = 185 Parcels (41%)

5,000-7,200 sqft = 111 Parcels (24.6%)

<5,000 sqft = 155 Parcels (34.4%)

R-4 = 169 parcels

>7,200 sqft = 68 (40.2%)

5,000-7,200 sqft = 68 (40.2%)

<5,000 sqft = 33 (19.6%)

R-5 = 941 parcels

>7,200 sqft = 592 (62.9%)

5,000-7,200 sqft = 159 (16.9%)

<5,000 sqft = 190 (20.2%)

R-6 = 117 parcels

>7,200 sqft = 65 (55.6%)

5,000-7,200 sqft = 11 (9.4%)

<5,000 sqft = 41 (35%)

Total = 13,813

<5,000 sqft = 2,193 (15.8%)

Commercial Districts

There are three (3) commercial districts that are closely related to each other relative to dimensional standards, with distinctions for building heights and certain uses.

- Local Business: C-1
- Commercial District: C-2
- Community Business: C-3

The code is written to identify uses that are not allowed in the C-1; and C-2 and C-3 are written that list what uses are allowed. It appears that the Local Business District (C-1) provides the basis for most commercial uses in the city; any use in this district is also permitted in the Commercial District (C-2). The Community Business (C-3) district is mostly focused on blocks and parcels in the downtown area and includes a more narrow range of uses. All of the commercial districts allow some type of residential use and appear to rely on bulk standards based in the Residence (clarified to refer to the current R2 District) and Multiple Dwelling (the R-5 District) districts.

Conditional uses are coded in Article VI; we will provide an additional analysis just focused on conditional uses.

Local Business C-1

Despite its title this district regulates a broad range of uses throughout the city and also provides the basis for allowed uses in the Commercial district (C-2). The title, which dates back to the 1938 code, may have regulated smaller size commercial parcels and allowed uses more related to neighborhoods in the city at a point in history. Among the dimensional standards are references to 'outer' and 'inner' courts, a very specific outdoor space that we have not found a local example of from our current analysis.

Commercial District C-2

This district functions as the general and 'highway' commercial district throughout the city and as such regulates a wide range of commercial buildings from enclosed malls to small franchise operations to less intensive uses surrounding the downtown core. It regulates large commercial areas like Valley View Mall, in-line and shopping center uses along Hwy 53, commercial uses along Hwy 61 and a number of blocks and partial blocks surrounding the downtown core. The language, unlike language in the C-1 district, defines uses that are allowed. Like the Local Business District, C-2 defines regulations for 'outer' and 'inner' courts as well as residential uses.

Community Business C-3

This district is mainly concentrated on the downtown core that is defined by walkable streets, urban storefronts, on-street and structured parking as well as a mix of uses including historic districts and properties.

Page 41 of the code under 'Vision Clearance' refers to properties in the Central Business District (capitalized) and defines a specific boundary (Cameron Ave, Mississippi River, La Crosse St and Sevent St) but there is no Central Business District in the code or zoning map. This appears to be a generic reference but it's capitalized spelling is confusing.

Industrial

There are two industrial districts, Light M-1 and Heavy M-2, both of which operate from a similar set of uses. Both of these districts declare particular uses that are not allowed as a distinction for what is allowed. The Heavy Industrial district includes a majority of the land mapped; Light Industrial zoning tends to be smaller lots and parcels in discrete locations.

Other Districts

- Public utility (Sec. 115-154) – a very few specific locations
- Parking (Sec. 115-155) – mainly focused on downtown but this district is not mapped
- Planned Development (Sec. 115-156) – strategic locations throughout the city that requires a minimum 2 acre site; a recent example is the River North development.
- Public and Semi-Public (Sec. 115-157) -large parts of the city are zoned including the airport and parts of Barron Island.
- Conservancy (Sec. 115-158) – this district covers one of the largest land areas of the city including wetlands, marshes, lakes, waterways and bluffs.
- Traditional Neighborhood Development (Sec. 115-403) – this district is located in Article VII Supplement Regulations and regulates compact traditional mixed use development pattern. This is no minimum acreage for this district and no requirements for lot dimensional standards.

Overlay Districts (Article V)

- Neighborhood Center (Sec. 15-185) – there is one district defined in the code for this overlay, located in the Logan Northside neighborhood but it is not officially mapped.
- Floodplain (Div. 2: Sec. 115-207)
- Historic Zoning Overlay (Div. 3: Sec 115-313) – contains an abundance of requirements and regulations related to the city's historic districts and properties. Design standards are very specific about renovation, rehabilitation and demolition for each historic district.

Attachments

Attachment 2.1 - Summary Table of Dimensional Standards (in-progress)

Attachment 2.1: Summary of Dimensional Standards (in progress)

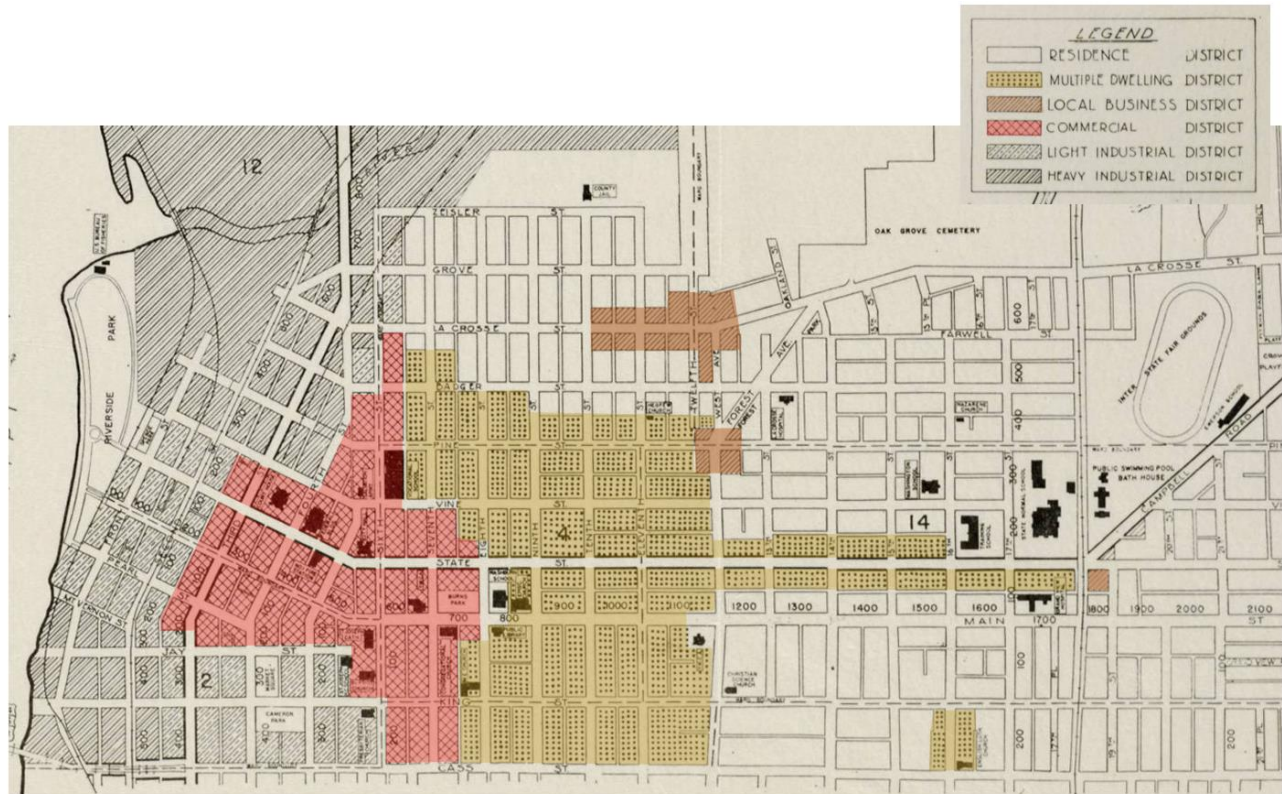
[illegible][illegible]

MEMO

March 18, 2025/rev March25, 2025

Attachment 2.2 Historic Zoning Map

Attached is part of the zoning map from 1938 that shows the very simple zoning organization of industrial, commercial, multi-family and single family zoning districts. This simplistic approach may have some benefits as we continue to consider regulations and how best to apply them.



Chapter 113 Subdivisions

The Subdivisions chapter covers 23 pages spelled out over four Articles:

- Article I, In General – includes definitions, purpose, intent, compliance, jurisdiction, improvements, fees and a few other administrative rules;
- Article II, Platting – includes Div. 1 Generally, Div. 2 Preliminary Plats, Div. 3 Final Plats;
- Article III, Design Standards – includes street arrangement, street design standards, blocks, lots, easements, public open space, etc;
- Article IV Required Improvements – includes grading, surfaces, curb & gutter, sidewalks, stormwater, other utilities, etc.

Some highlights:

- Cul de sac streets to be no less than 500 ft long.
- A reference to 'green complete streets'; must be reviewed by City Traffic Engineer, City Engineer, City Planner and approved by the Board of Public Works prior to any preliminary or final plat. More detail is found in Chapter 40 Street and Sidewalks.
- Blocks shall not be less than 500 ft long and no longer than 1200 ft long (with exceptions) (as an example the Riverpoint North Planned Development District street and block layout do not meet these standards and this may also conflict with the purpose and intent of the TND ordinance).
- Mid block crossings are required for a street if over 900 ft in length
- Regarding access every lot shall not be less than 60 ft wide and lot depth should not be less than 100 ft.
- Street names must refer to the use of 'courts', 'places' or 'lanes' in certain conditions.
- Local Residential Streets shall have a pavement width of 36 ft.
- Street trees shall be planted at least one per every 50 ft on all streets to be dedicated.
- Reference is made to 'Confluence The La Crosse Comprehensive Plan' (Dec. 2002).
- Plat shall be prepared on tracing cloth or paper of good quality – state statutes (WI 236.12) refer to submitting an electronic copy.



DRAFT - City of La Crosse Zoning Code Update

Community Survey #1

Zoning is a powerful tool that significantly impacts our daily lives, from the streets we travel on to the buildings we live in and the parks we enjoy. However, zoning regulations can often be confusing and impose barriers to necessary community changes.

Forward La Crosse Zoning Code Update is a collaborative initiative aimed at rewriting the city of La Crosse's Zoning Code and Subdivision Ordinance. The update aims to modernize regulations to better reflect current community needs and growth patterns.

This survey is one of many opportunities for you to provide feedback and influence the new code. Please take a few moments to share your thoughts by completing this quick 10-minute survey.

Learn more about the planning process and get updates at <https://forwardlacrosse.org/>

1. What is your age?

☐ Under 18

☐ 45-54

☐ 18-24

☐ 55-64

☐ 25-34

☐ 65+

☐ 35-44

☐ Prefer not to answer

2. How do you identify your race and/or ethnicity? Select all that apply.

- ☐ Native American/Alaska Native
- ☐ Asian/Asian American
- ☐ Black/African American
- ☐ Hispanic/Latino
- ☐ Native Hawaiian or other Pacific Islander
- ☐ White
- ☐ Prefer not to say
- ☐ Other, or prefer to self-describe:

* 3. Do you own or rent property in the City of La Crosse? Check all that apply.

- ☐ I'm a renter
- ☐ I own my home (owner-occupied)
- ☐ I own rental property (landlord)
- ☐ Other (please specify)



DRAFT - City of La Crosse Zoning Code Update

4. How long have you lived in the City of La Crosse?

- | | |
|--|---|
| ☐ Less than a year | ☐ 11-20 years |
| ☐ 1-5 years | ☐ 21+ years |
| ☐ 6-10 years | ☐ I do not live in La Crosse. |

5. How long have you lived in your current residence?

- | | |
|--|-----------------------------------|
| ☐ Less than a year | ☐ 11-20 years |
| ☐ 1-5 years | ☐ 21+ years |
| ☐ 6-10 years | |
| ☐ Other (please specify) | |

6. In what type of dwelling do you live?

- ☐ Detached (single-dwelling) home
- ☐ 2-unit Building or Duplex
- ☐ 3-4 unit Building
- ☐ 5-19 unit Building
- ☐ 20+ unit Building
- ☐ Accessory Dwelling Unit (secondary unit in or outside of the principal structure)
- ☐ Shelter/transitional facility
- ☐ Assisted living/other group facility
- ☐ Unhoused
- ☐ Other (please specify)

7. How do the members of your household park their personal vehicles at your residence?

- ☐ I don't own a vehicle.
- ☐ Outside in a parking lot or driveway.
- ☐ Inside a garage structure.
- ☐ On the street.
- ☐ Some vehicles are parked inside a garage and others are parked outside in a driveway, parking lot, or on the street.
- ☐ Other (please specify)



DRAFT - City of La Crosse Zoning Code Update

8. Do you think La Crosse has enough of the following housing types?

	Not enough	Right amount	Too much
Freestanding single-dwelling houses	☐	☐	☐
Two-unit building (Twinhome/Duplex)	☐	☐	☐
3-4 unit building (Triplex/Quadplexes)	☐	☐	☐
Townhomes/Row housing	☐	☐	☐
Multi-building complex (multiple 3-19 unit buildings in a group or cluster on one property)	☐	☐	☐
Apartment/condo building with 4-19 units	☐	☐	☐
Apartment/condo building with 20+ units	☐	☐	☐
Units above commercial uses (mixed-use buildings)	☐	☐	☐

9. Share how you feel about the following statements regarding new **large (20+ unit) residential buildings**.

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Create screening when adjacent to lower-intensity residential uses.	☐	☐	☐	☐	☐
Provide outdoor common areas for the residents.	☐	☐	☐	☐	☐
Be situated closer to the street than they typically are today.	☐	☐	☐	☐	☐
Maximize the use of the lot area.	☐	☐	☐	☐	☐
Locate parking in well-screened areas behind the building or in a garage structure.	☐	☐	☐	☐	☐
Meet pedestrian-friendly neighborhood standards for building entrance locations, landscaping, and frontage features such as patios and seating, ample windows, overhangs and awnings, architectural details, etc.	☐	☐	☐	☐	☐
Set back the top stories of the building to better improve compatibility with surrounding neighborhoods.	☐	☐	☐	☐	☐

10. Share how you feel about the following statements regarding **low-density residential uses (free-standing house, duplex, triplex, fourplex)**.

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Entrances should face the street and have front porches or covered entries.	☐	☐	☐	☐	☐
Side entry garages look better than front entry garages.	☐	☐	☐	☐	☐
It is acceptable for a garage to be the prominent feature of a residence from the street.	☐	☐	☐	☐	☐
Alleyways should be incorporated in new subdivisions for garage access.	☐	☐	☐	☐	☐
An Accessory Dwelling Unit (secondary unit in or outside of the principal structure) is acceptable on a property.	☐	☐	☐	☐	☐
Limits should be placed on impervious surfaces such as pavement.	☐	☐	☐	☐	☐



DRAFT - City of La Crosse Zoning Code Update

11. Share how you feel about the following statements.

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Neighborhoods should incorporate small retail, food, and service businesses.	☐	☐	☐	☐	☐
Neighborhoods should incorporate a range of housing types, sizes, and price points.	☐	☐	☐	☐	☐
Neighborhood design should emphasize and enable people to safely and enjoyably meet most of their needs within a 15-minute walk or bike (employment, recreation, services, grocery, school, etc.)	☐	☐	☐	☐	☐
Proximity between homes and services/retail is	☐	☐	☐	☐	☐

important.

Proximity to parks and open spaces is important.

☐☐☐☐☐

New development must promote environmental stewardship through environmentally friendly design practices.

☐☐☐☐☐

It is easy to find parking in the downtown within three blocks of my destination.

☐☐☐☐☐



DRAFT - City of La Crosse Zoning Code Update

12. Select your top THREE property regulations that you are most concerned about.

- | | |
|--|--|
| ☐ No specific concerns / Not sure | ☐ Frontages / Streetscape |
| ☐ Parking | ☐ Stormwater / Green Infrastructure |
| ☐ Building Height | ☐ Exterior Lighting |
| ☐ Landscaping | ☐ Noise / Nuisances |
| ☐ Building Setbacks | ☐ Large Retail Sites |
| ☐ Incompatible Uses | ☐ Drive-through Businesses |
| ☐ Building Design Standards | ☐ Property Maintenance / Upkeep |
| ☐ Other (please specify) | |

13. In your experience, La Crosse's zoning code is:

- ☐ Too restrictive
- ☐ Fair
- ☐ Too flexible
- ☐ Not sure- no experience

14. How informed do you feel about zoning decisions and their potential impact on your neighborhood?

- ☐ Very
- ☐ Neutral
- ☐ Not at all
- ☐ Not sure - no experience

15. Have you been involved in zoning discussions or decisions affecting your neighborhood?

- ☐ Yes
- ☐ No
- ☐ Not sure

16. How concerned are you about environmental risks and hazards in your neighborhood?

- ☐ Very
- ☐ Neutral
- ☐ Not at all
- ☐ Not sure

17. Any other comments about anything related to existing or future developments in La Crosse or the current zoning code?

Thank you for your time and valuable feedback!

To learn more about the project and get involved, visit <https://forwardlacrosse.org/>



Contents

- 1) Cover
- 2) Introduction
- 3) History
- 4) Typical Organization
- 5) Terms & Definitions
- 6) Future Land Use Categories
- 7) Building Types
- 8) Neighborhood, District & Corridor Framework
- 9) Zoning Map—Partial Example
- 10) Typical Standards & Regulations
- 11) Possible Housing Types
- 12) Subdivisions
- 13) Contact Information

- # Contents
- 1) Cover
 - 2) Introduction
 - 3) History
 - 4) Typical Organization
 - 5) Terms & Definitions
 - 6) Future Land Use Categories
 - 7) Building Types
 - 8) Neighborhood, District & Corridor Framework
 - 9) Zoning Map—Partial Example
 - 10) Typical Standards & Regulations
 - 11) Possible Housing Types
 - 12) Subdivisions
 - 13) Contact Information



Introduction



Zoning is one of the most common methods of land use control used by local governments. Zoning works by defining a community into districts, regulating uses that are allowed within those districts, and prescribing allowable dimensions such as lot sizes, setbacks and building height. Zoning can help a community to achieve goals outlined in a comprehensive plan including:

- Protecting public health, safety and general welfare.
- Promoting desirable patterns of development.
- Separating incompatible land uses.
- Maintaining community character and aesthetics.
- Protecting community resources such as farmland, woodlands, groundwater, surface water, and historic and cultural resources.
- Providing public services and infrastructure in an economical and efficient manner.
- Protecting public and private investments.

Local governments in Wisconsin decide for themselves whether or not to adopt general zoning, also known as comprehensive zoning. Authority to adopt general zoning is outlined in state statutes and summarized below:

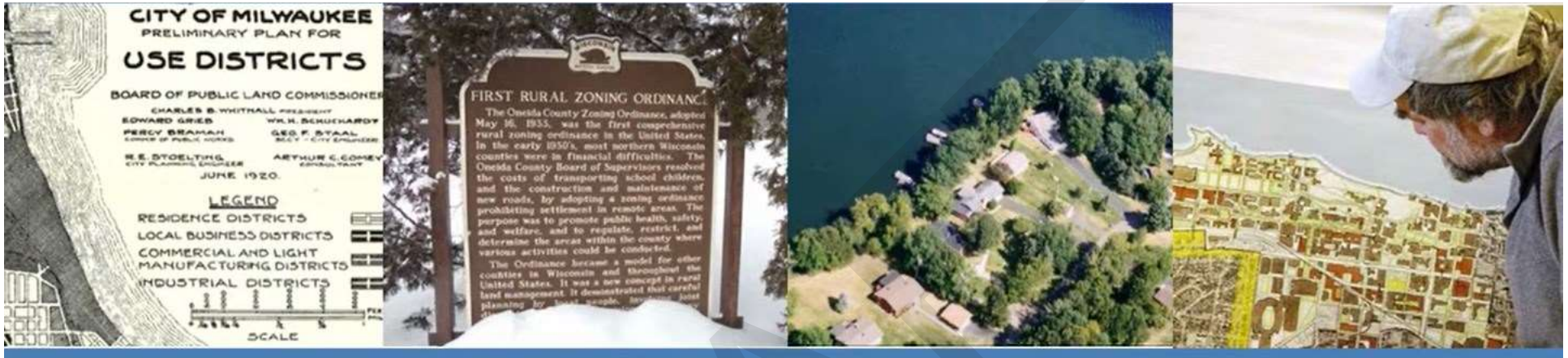
- Cities and villages may adopt general zoning which applies to lands within their municipal boundaries.¹ Cities and villages may also adopt extraterritorial zoning which applies to land in surrounding unincorporated areas.²
- The zoning ordinance and map describe uses that are allowed within each zoning district.

Additional Forms of Zoning

State statutes require communities to administer certain types of zoning as described below:

- **Shoreland zoning** provides development standards near waterways to protect water quality, aquatic and wildlife habitat, shore cover and natural scenic beauty. Wisconsin statutes require counties to exercise shoreland zoning in unincorporated areas.⁶
- **Shoreland-wetland zoning** generally prohibits or severely restricts development in wetlands near waterways. It has the same objectives as shoreland zoning and is required of counties, cities and villages that have received wetland maps from the state.⁷
- **Floodplain zoning** provides location and development standards to protect human life, health and property from flooding. It is required of counties, cities and villages that have been issued maps designating flood prone areas.⁸

Source: UW- Madison Division of Extension



1920 – First Wisconsin zoning ordinance created by City of Milwaukee

1923 – Zoning upheld by Wisconsin Supreme Court

1929 – Wisconsin Legislature authorizes zoning to regulate all uses in rural areas

1933 – Oneida County adopts first comprehensive rural zoning ordinance in the United States

1966 – Wisconsin Legislature adopts the Water Resources Act

1968 – Local governments required to administer minimum shoreland and floodplain zoning regulations

1999 – Wisconsin
adopts Comprehensive
Planning Law and
establishes grant
program

2010 – Zoning must be consistent with a comprehensive plan

Source: UW- Madison Division of Extension

Organization



Organization of a Zoning Ordinance

Most zoning ordinances are organized in the following manner:

Title, Authority and Purpose. This section lists the state enabling legislation which empowers the community to adopt zoning and outlines the community's "statements of purpose" or reasons for having zoning.

General Provisions. This section includes definitions of terms and describes the area affected by the ordinance.

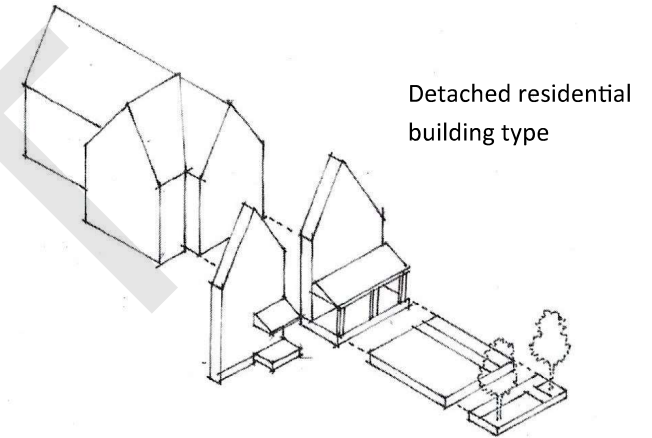
Zoning Districts and Regulations. This section lists and defines each zoning district and sets out rules that apply to land in each district. These rules may include permitted and conditional uses, the density of structural development, dimensions of structures and setbacks, and provisions for open space.

Zoning Nonconformities. This section describes limitations associated with nonconforming uses, structures and lots.

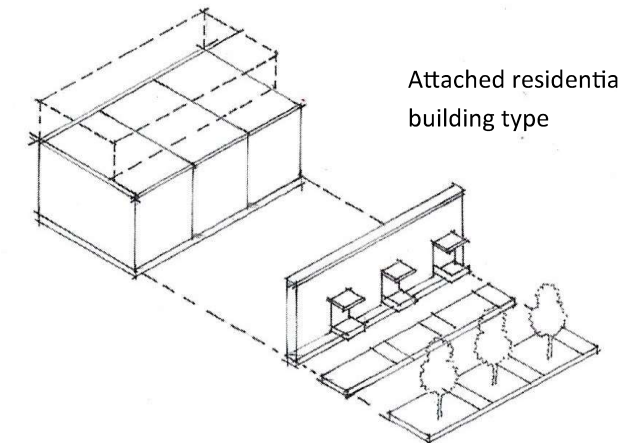
Impact Regulations. This section describes parking, landscaping, signage, historic preservation, environmental and other development regulations designed to mitigate the impacts of development.

Administration and Enforcement. This section outlines the duties of those involved in administering the zoning ordinance, specifies procedures for amending the ordinance, and sets fines for zoning violations. Enforcement techniques generally include refusal of building or occupancy permits, remediation, fines and forfeitures, or court action to force compliance.² Enforcement actions may be initiated by the governing body or an affected landowner.³

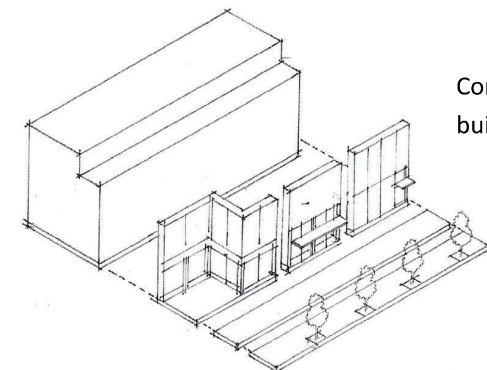
Source: UW- Madison Division of Extension



Detached residential building type



Attached residential building type



Commercial building type



Words, Definitions & Terms



ACCESSORY DWELLING UNITS (ADUs) a small home that is ancillary to a principal dwelling unit on a property.

ARCADE a feature for Retail use where the Facade is a colonnade that overhangs the Sidewalk.

ARCHITECTURAL DESIGN STANDARDS Requirements that specify building materials, details and facade variations.

BLANK WALLS a blank wall is a length of 30 or more feet without openings.

BLOCK FACE all the building Facades on one side of a block

BUILD-TO LINE A horizontal regulation on the lot for where a building must be located.

BY RIGHT a proposal that complies with the code and is permitted and processed administratively, without public hearing.

CIVIC SPACE an outdoor area dedicated for public use.

CONFIGURATION the form of a building, based on its massing, frontage and height.

ENCROACHMENT A structural feature that extends into a yard, space or above a height limit; often used to describe awnings, signs and balconies that project over sidewalks.

FLOOR AREA RATIO (FAR) The ratio of a building's floor area to the size of the lot.

HOME OCCUPATION When a business is located within a residence.

LINER BUILDING A shallow building that is sited in front of parking and service areas.

LIVE WORK a mixed use unit consisting of a commercial and residential uses; intended to be occupied by a business operator who lives in the same structure.

LOT means land occupied by a permitted use including one main building together with its accessory buildings, and the yards and parking spaces and having its principal frontage on a public street.

LOT LINE the boundary that legally and geometrically defines a lot.

MISSING MIDDLE HOUSING A term that refers to small multifamily, live/work and cottage-like residences that are generally more affordable, and their neighborhoods more walkable.

MIXED USE multiple uses within the same building or in multiple adjacent buildings

NONCONFORMING USE means any building or land lawfully occupied by a use per the regulations of the district it is in.

PUBLIC REALM Areas that are not privately owned — including streets, sidewalks, other rights-of-way, open spaces, and public facilities such as parks, green spaces and municipal buildings.

REGULATING PLAN a Zoning Map or set of maps that shows the special requirements subject to, particular regulations, often in response to a well defined context.

2040 Comprehensive Plan Land Use



Future Land Use includes twelve (12) categories (*summarized from the 2040 Comprehensive Plan*):

- **Existing Uses:** Existing Uses are noted within each Future Land Use Category to specify that an existing use is always “Allowable” on any property in La Crosse and that no existing property must be changed in order to comply with the Future Land Use Plan.
- **Low-Density Residential:** Low-Density Residential land uses are predominantly made up of one-two story single-family structures but may also include two- and three-unit dwellings that may have been converted from single-family structures. Other housing types such as townhomes and rowhomes may be compatible, especially if developed to fit a single-family mold.
- **Medium-Density Residential:** Medium Density Residential may include more variety of housing types than Low-Density Residential, including townhomes, rowhomes, small multi-family buildings, and large multi family buildings of two-four stories. The uses in this category are interconnected within surrounding neighborhoods as part of a complete neighborhood, providing access to a variety of uses and amenities through enhanced walkability and connectivity.
- **High-Density Residential:** High-Density Residential typically includes multi-family owner-occupied and rental units in structures taller than three stories. Similar to medium- density, high-density is interconnected within surrounding neighborhoods and may be concentrated in areas with major streets connections and employment and commercial areas.
- **Low-Intensity Mixed-Use:** Low-Intensity Mixed-Use may include relatively small existing and planned activity centers that include a variety of uses such as residential, retail, restaurant, service, institutional, and civic uses primarily serving existing neighborhoods and their residents. The design and layout is typically compact, walkable, and nearby transit.
- **High-Intensity Mixed-Use:** High-Intensity Mixed-Use was included to delineate areas of higher-intensity mixed-uses that support an active and vibrant street life. These can be located within the core of Downtown La Crosse, as well as outside of the Downtown core in areas still appropriate for a higher intensity mix of uses.
- **Neighborhood Retail/Commercial:** These areas include walkable, small-business, small format, independent businesses primarily serving walk-up customers from within the neighborhood.
- **Commercial:** Commercial includes professional service uses, corporate, retail, services, and other commercial/consumer based land uses providing consumer and employment opportunities. Commercial can also feature businesses considered “big box” stores, drive-ups, and large format services such as car dealerships.
- **Industrial:** Industrial includes uses involved in manufacturing, wholesale, storage, distribution, transportation, repair/ maintenance, and utilities. These can also include uses typically identified as “nuisance” uses that should not be located in proximity to residential, neighborhood mixed-use, or other non-residential uses due to noise, odor, appearance, traffic, or other potentially adverse impacts. Screening, buffering, and securitization should be deployed to protect surrounding uses wherever possible.
- **Institutional:** Institutional includes government buildings, structures, and campuses, as well as public community.
- **Parks & Open Space:** This category includes public parks, trails, and recreation areas, private recreation uses (such as golf courses), cemeteries, and other natural features that create a park-like setting. The emphasis is on natural and open spaces that provide for recreation and environmental uses.
- **Conservancy, Wetland, & Agricultural:** This category includes wetlands and marshes, greenways and environmental corridors, and other natural areas. These may function as natural drainage or expansion of the Mississippi River corridor. This category includes areas of the City identified as wooded and steep slope areas and also includes any land or parcel used for agricultural purposes. Agricultural uses are typically located at the periphery of the City.

Refer to the 2040 Comprehensive Plan: <https://www.cityoflacrosse.org/home/showpublisheddocument/7655/638345999839030000>

Future Land Use & Building Types



Low-Density Residential



High-Density Residential



Neighborhood Retail/Commercial (Credit: City)



Low-Density Residential



High-Density Residential



Commercial (credit: La Crosse Chamber)



Medium-Density Residential



Low-Intensity Mixed-Use



Institutional (Credit: City)



Medium-Density Residential

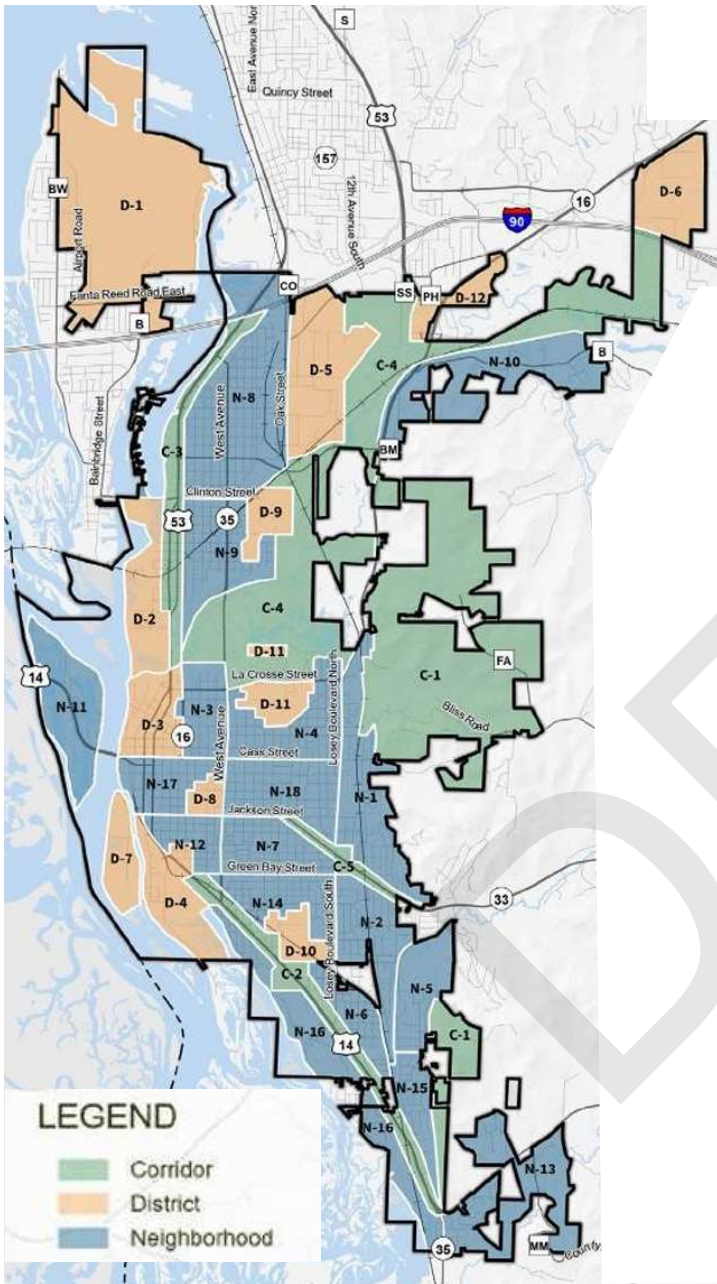


High-Intensity Mixed-Use



Industrial

2040 Comprehensive Plan



The **Comprehensive Plan** sets forth the vision of future land uses within the City of La Crosse. Future land use is based on the “Neighborhood, District and Corridor Framework” (NDC), a system devised by the Congress for New Urbanism (CNU).

How does NDC Work? The intent of the NDC model is to encourage walkable, compact communities that are rich with amenities and celebrate the history of the built environment and the preservation of natural features, all while respecting the fabric of communities. NDC proposes three fundamental classifications that organize La Crosse into a mix of uses rather than isolated land uses.

Neighborhoods:

La Crosse neighborhoods have distinct identities, housing characteristics, unique history, and geographic features. They are typically compact, pedestrian-friendly, and mixed-use. Neighborhoods may contain a number of supporting uses and activities that serve residents, such as parks, schools, libraries, small-scale retail, and other services. Neighborhood associations were consulted during the creation of this comprehensive plan to help identify the vision and land uses within La Crosse's neighborhoods.

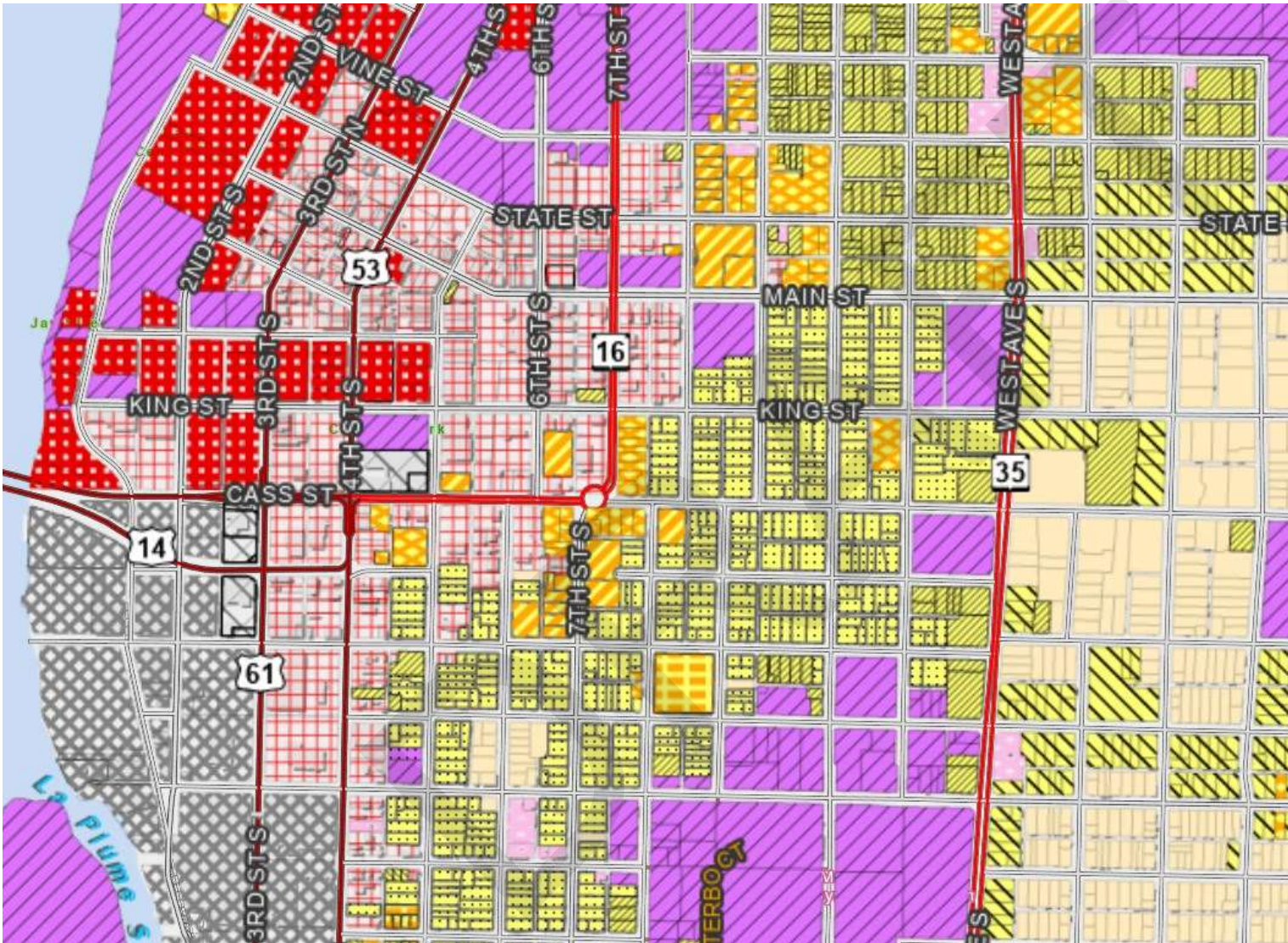
Districts:

Districts are larger areas where the City, property owners, developers, and investors should concentrate business, commercial, and industrial activity and expansion over the next twenty years. Districts may emphasize a special single use or purpose, but may contain a variety of other uses and activities. For example, a shopping district may have primarily commercial uses with a few small-scale industrial uses mixed in. La Crosse's districts are based on types of dominant uses, include overlapping neighborhoods, and have generally larger geographic extents.

Corridors:

Corridors are linear areas that provide connectivity between the neighborhoods and districts. Corridors can accommodate a variety of land uses, including natural, recreational, and cultural uses. They can range from boulevards and rail lines to rivers and parkways. La Crosse has several major corridors identified based on transportation and environmental features.

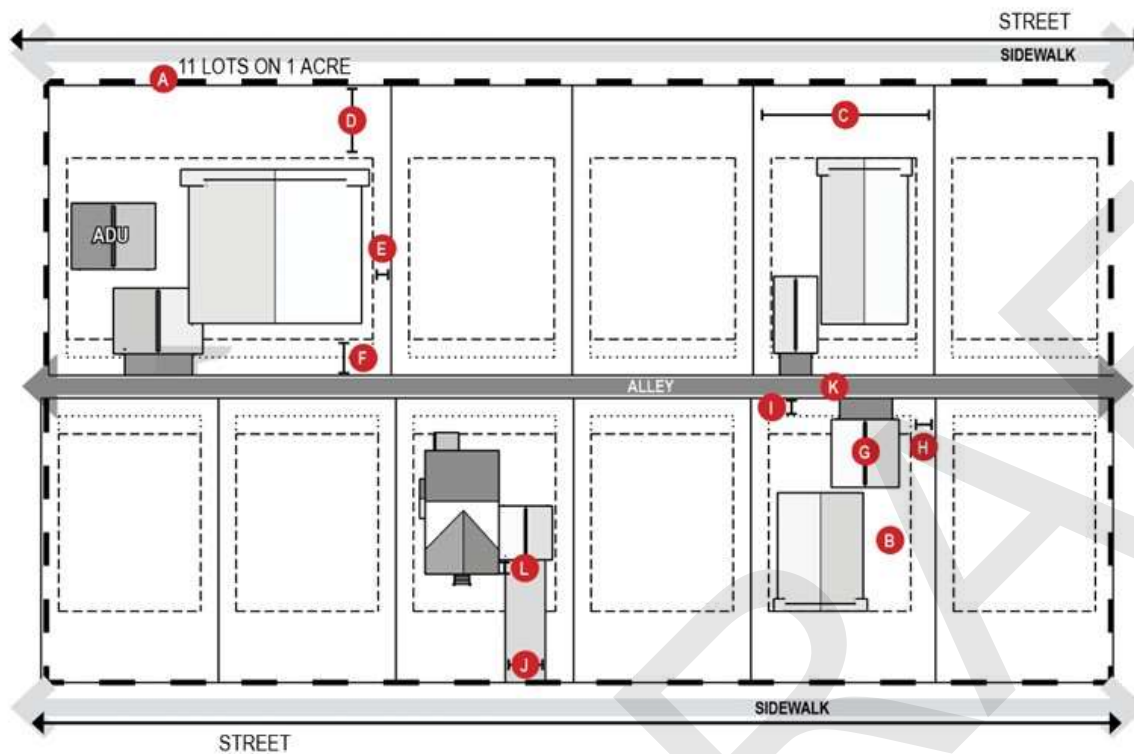
Zoning Map—Partial Example



Zoning

Zoning Information

- R1 - SINGLE FAMILY
- R2 - RESIDENCE
- WR - WASHBURN RESIDENTIAL
- R3 - SPECIAL RESIDENCE
- R4 - LOW DENSITY MULTIPLE
- R5 - MULTIPLE DWELLING
- R6 - SPECIAL MULTIPLE
- PD - PLANNED DEVELOPMENT
- TND - TRADITIONAL NEIGHBORHOOD
- C1 - LOCAL BUSINESS
- C2 - COMMERCIAL
- C3 - COMMUNITY BUSINESS
- M1 - LIGHT INDUSTRIAL
- M2 - HEAVY INDUSTRIAL
- PS - PUBLIC AND SEMI-PUBLIC
- PL - PARKING LOT
- UT - PUBLIC UTILITY
- CON - CONSERVANCY
- FW - FLOODWAY
- A1 - AGRICULTURAL
- EA



- A: Lot area
- B: Buildable area
- C : Lot width
- D : Front yard/setback
- E: Side yard/setback
- F : Rear yard/setback
- G : Accessory building
- H/I: Parking setback
- J: Driveway width
- K: Alley width
- L: Front loaded garage setback from main structure



Possible Housing Types

HOUSE HACKS
Entrepreneurial adaptations to an existing home that diversify housing options or generate an income.



COMMERCIAL INCUBATION
Low-cost ways to grow and validate an early-stage business.



KIOSK



MAKERSPACE



SKINNY HOUSE



COTTAGE



SEMI-DETACHED



ROWHOUSE



TOWNHOUSE

MIDDLE HOUSING
Multi-unit residential buildings that blend well with detached homes.



STACKED DUPLEX



SIDE-BY-SIDE DUPLEX



FRONT-BACK DUPLEX



APT HOUSE (RENO)



HOME CONVERSION



APT HOUSE (NEW)



SMALL APT



STACKED FLATS



WALK-UP APT



COURTYARD APT



ALLEY TOWNHOUSES



NEIGHBORHOOD NODE
Walkable neighborhood destinations like corner stores and workspaces. 1-3 storeys, mixed-use or commercial.



SHOPOUSE (GRANDFATHERED)



LIVE/WORK



MAINSTREET LITE



MAINSTREET (GRANDFATHERED)



SHOP



MULTI-TENANT COMMERCIAL



SMALL MAINSTREET MIXED



LARGE MAINSTREET MIXED



COMBO
Creative tactics or building combinations that solve for a common development scenario.



PARKING LOT MARKET



BOOTLEG SHOPOUSE



BOOTLEG TRIPLEX



DETACHED TRIPLEX



GUEST VILLAGE



DOUBLE DUPLEX



DUPLEX COURT



COTTAGE SQUARE



COTTAGE COURT

STEP BUILDINGS
Small-scale
Time-enhanced
Entrepreneurial
Purposeful

Designed by GreenSource and the
Incremental Development Alliance

Contact Information



Contact Us



City of La Crosse City Hall

400 La Crosse St
La Crosse, WI 54601

Contact Us

info@forwardlacrosse.org

(608) 789-7512

www.cityoflacrosse.org



City of La Crosse, Wisconsin

PROJECT TEAM:

Claire Stickler, Project Manager MSA Professional Services
cstickler@msa-ps.com

Emily Soderberg, Engagement Manager MSA Professional Services
esoderberg@msa-ps.com

Mike Lamb, Mike Lamb Consulting mlambnet@gmail.com



DATE:

February 26, 2025

LA CROSSE ZONING AND SUBDIVISION CODE UPDATE

Overview

The project team has started the existing conditions analysis. This covers a review of existing City plans and policies, as well as an analysis of the existing code.

The project had its first engagement push on the Forward La Crosse website. River Travel Media saw great engagement with the post. There was an excellent open rate, engagement, and click-throughs, and an increase in web traffic to the site. The next pushes will include zoning 101 content to start educating the community about the importance of zoning and this update.

The engagement team is still collaborating with Habitat for Humanity and will have two scheduled events, during housing week. They are scheduled for 12-1 on April 30th and 5pm-6pm on May 1st. In-between those scheduled events we are planning on hosting some pop-up events around town, and having stakeholder discussions. More information to come on the programming of the events.

Attached for the commissions review is a short summary of the existing conditions review and a diagnostic summary of the residential zoning districts.

Project Next Steps

- Finalize zoning 101 content for public engagement pushes.
- Finalize community survey
- Continuation of Existing Conditions Analysis

To: City of La Crosse
From: MSA Zoning Code team
Subject: Existing Conditions Analysis Summary
Date: February 26, 2025

The City of La Crosse has several plans with goals and policies pertaining to zoning. Our analysis of these plans allows us to ensure continuity between policy plans and the code. This memo provides a very brief summary of our analysis of the 2040 Comprehensive Plan, Imagine 2040 La Crosse Downtown Plan, and the 2024 Housing Study.

The Comprehensive Plan outlines the importance of aligning the updated code with the Future Land Use (Neighborhood, Districts, Corridors) Map. The NDC organizes the City into a mix of uses rather than isolated land uses, which opens the opportunity for this code update to integrate form based sections. The form-based approach focuses on the physical relationship of development as the existing built form and how it interacts with the public.

There were several elements of the comprehensive plan that had recommendations relevant to the code update.

1. Environmental
 - a. Urban Agriculture and having code amendments that allow for community gardens, local food production and urban farming.
 - b. Wellhead protection and code amendments for setbacks
 - c. Stormwater Management and Impervious Surface Coverage – amending ordinances decrease allowed impervious coverage.
 - d. Shoreland and Floodplain regulation updates to align with State Statute.
2. Historic Preservation (also a big theme in the Imagine 2040 La Crosse Downtown Plan)
 - a. Update ordinances to prevent demolition and establish design standards to integrate new construction in those areas.
 - b. “the maintenance and care of older buildings should continue to remain a priority for preserving the history of La Crosse” – Community Engagement from Imagine 2040 La Crosse Downtown Plan
3. Housing
 - a. Affordability
 - b. Infill Development (also theme in Imagine 2040 La Crosse Downtown Plan)
 - i. Surface lot re-use
 - ii. Neighborhood infill
 - iii. Allow for mix of housing types
 - c. Property conditions

The City of La Crosse Housing Study from 2024 also outlines several very specific code updates, and provides great direction. In summary.

1. Allowing two-unit homes by right in R-1 and amend the # of bedrooms rule.
2. Provide a better understanding in the code of what mix use is and allow them by right in commercial and high density areas.
3. Provide clearer language in the code update.
4. Reduce minimum lot sizes in R-1, R-2, R-3
5. Reduce residential parking to one space per unit
6. Allow more options for Accessory Dwelling Units.

To: City of La Crosse
From: MSA Zoning Code team
Subject: Diagnostic Summary: Residential Zoning Districts
(Commercial, Industrial and Subdivision review pending)
Date: February 21, 2025

The La Crosse Zoning Code is found in Chapter 115 of the Municipal Code and is defined by seven articles and contains the following:

- A total of 211 pages
- 21 districts and 2 overlay districts
- Definitions, penalties, administration, appeals and amendments are found in Articles I and II
- District regulations are found in Article IV; dimensional standards that apply for each district begin on page 26.
- Overlay regulations are defined in Article V.
- Generally, urban standards (and dimensional requirements) are written out in extended sentences and are often difficult to follow.
- It seems, in general, that most of the residential districts share dimensional standards and regulations subject to different time periods, going back to the 1938 edition of the code.
- The word 'special' is used in the title for the R-3 and R-6 districts but it isn't clear exactly what this means or designates.

A high level review of the R districts follows; titles are spelled out as they appear in the body of the code.

Agriculture and Exclusive Agriculture Districts

The code includes an AG district and an Exclusive AG district. The AG district's purpose is to act as a preserve for future urban development. The Exclusive AG district is intended to preserve lands for food and fiber production.

R1 District

Unlike the AG and EX AG districts, the R1 district does not include a direct purpose statement. The R1 Single Family district does allow two-family dwellings provided they were in existence on September 13, 1984 with an odd requirement that a new two family dwelling can replace an existing two family dwelling if it is limited to 2 bedrooms in each unit; no additional bedrooms can be added in any case.

There is no direct mention of lot area and dimensional standards except for the reference to the 'Residence District' (this is a reference to the 1938 zoning code which included two residential districts: Residence and Multiple Dwelling) - apparently this is assumed to refer to the R2 District and these standards apply to R1.

Language and requirements like this this will need to be resolved regarding the uses in the R1 district:

- *Two or more family dwellings provided that such were in existence on April 10, 1997, have not discontinued the number of dwelling units for a period of 12 months or more, and are located within the area bounded by 9th Street-Farnam Street-east-west alley north of Green Bay Street-West Avenue, and*

provided further that such two or more family dwellings may be replaced by another two or more family dwellings as long as such replacement shall not contain more units or bedrooms than existed on April 10, 1997 and other applicable building and zoning code requirements for the R-1 District are met.

R2 District

Like the R1 District, the R2 District does not have a specific purpose statement. It allows two family dwellings but only if they contain no more than three bedrooms per unit. It allows churches that were in existence on August 10, 1989. As in other districts, language makes multiple references to specific dates in time that provide a threshold for permitted uses.

Language and requirements like this this will need to be resolved regarding the uses in the R1 district:

- *The side yard regulations in subsections (3)a. and b. of this section shall apply to all lots including corner lots, except that in the case of a reversed corner lot which faces intersecting streets, the side yard on the street side of such reversed corner lot shall have a width of not less than 50 percent of the front yard depth required on the lots in the rear of such reversed corner lot, and no accessory building on such reversed corner lot shall project beyond the front building line of the lots in the rear of such reversed corner lot; provided, however, that this regulation for reversed corner lots shall not have the effect of reducing the buildable width for the main building to less than 26 feet, or for an accessory building to less than 20 feet, on any lot of record August 27, 1938.*

R3 Special Residence District

This district is meant to allow single family, two-family and up to four or more dwellings provided they were in existence on April 10, 1997. Lot and dimensional standards are the same or similar to R1 and R2.

Standards for yards are laboriously overwritten (similar to R1 and R2) and difficult to interpret in a single reading. These will benefit from summary and simplification:

- a. *On every lot in the Special Residence District, there shall be two side yards, one on each side of the building, and except as hereinafter provided, neither of such side yards shall be less than six feet in width, and provided further that for any main building other than a one-family dwelling neither of such side yards shall be less than seven feet in width, except that lots occupied by each attached dwelling unit which is located within a single structure, which is attached along a lot line which is approximately perpendicular to the street right-of-way line, shall not be required to meet this requirement other than the outer side yards of the structure in which the two attached dwelling units are located shall not be less than seven feet in width.*
- b. *On any lot having a width of less than 44 feet, and of record on August 27, 1938, the width of no side yard shall be less than that heretofore prescribed less one-fourth foot for each foot said lot is less than 44 feet in width; provided further, however, that no side yard shall be less than four feet in width in any case.*
- c. *The side yard regulations in subsections (2)a and b of this section shall apply to all lots including corner lots, except that in the case of a reversed corner lot which faces intersecting streets, the side yard on the street side of such reversed corner lot shall have a width of not less than 50 percent of the front yard depth required on the lots in the rear of such reversed corner lot, and no accessory building on such reversed corner lot shall project beyond the front building line of the lots in the rear of such reversed corner lot; provided, however, that this regulation for reversed corner lots shall not have the effect of reducing the buildable width for the main building to less than 26 feet, or for an accessory building to less than 20 feet, on any lot of record August 27, 1938.*

Low Density Multiple Dwelling District (R4)

This district is shown as the R4 district on the map but is not titled as that in the body of the code and allows multiple dwelling buildings that contain more than 4 units. Similar to the other R districts language and standards regarding lot area and yards are very overwritten and can benefit from simplification and more direct language.

Multiple Dwelling District (R5)

This district is “nested” into the R4 and thus any use allowed in R4 is permitted in this district. Uses include boarding house, room houses, fraternities and sororities (occupied by less than 6 persons). Height is allowed up to 55 feet and may exceed this per section 115-390 (Art. VII Supplemental Regulations).

R-6 Special Multiple Dwelling District

This district is “nested” into the R5 and thus any use allowed in R5 is permitted in this district. Uses include boarding house, room houses, fraternities and sororities (occupied by less than 6 persons). Height is allowed up to 55 feet and may exceed this per section 115-390 (Art. VII Supplemental Regulations).

Washburn Neighborhood District (R-7)

The purpose of the district is to encourage people to work and live in the City of La Crosse and will encourage single family dwellings. The district standards and regulations are “nested” in the R1 district (but excludes section 114-142(a) (10). A unique condition in this district is the requirement of Architectural Control that is to encourage physical development to a higher degree of aesthetic satisfaction per approval of the Design Review Board.

Map Diagrams

In a separate document we reviewed lot sizes for R-1, R-2, R-3 and the Washburn zoning districts based on the threshold of 5000 sf, lots that fall between 5000 -7200 sf and lots over 7200 sf. Lots under 5000 sf are shown in red and based on how the districts are defined many of these lots, we assume, were platted in 1938 or earlier so are not technically nonconforming. Nevertheless there is a distinct pattern (and a significant number) of smaller lots that seem to be functioning well today. More analysis is needed which will help determine how best to define appropriate standards.

R-1 = 10,833 Parcels

>7,200 sqft = 4,878 Parcels (45%)
5,000-7,200 sqft = 4,454 Parcels (41%)
<5,000 sqft = 1,501 Parcels (13.9%)

R-2 = 1,298 Parcels

>7,200 sqft = 504 Parcels (38.8%)
5,000-7,200 sqft = 522 Parcels (40.2%)
<5,000 sqft = 272 Parcels (20.9%)

R-3 = 4 Parcels

>7,200 sqft = 1 Parcel (25%)
5,000-7,200 sqft = 2 Parcels (50%)
<5,000 sqft = 1 Parcel (25%)

Washburn Neighborhood District = 451 Parcels

>7,200 sqft = 185 Parcels (41%)
5,000-7,200 sqft = 111 Parcels (24.6%)
<5,000 sqft = 155 Parcels (34.4%)

Attachments

Attachment 2.1 - Summary Table of Dimensional Standards

Attachment 2.2 Historic Zoning Map

Also attached as a zoning map from 1938 that shows the very simple zoning organization of industrial, commercial, multi-family and single family zoning districts. This simplistic approach may have some benefits as we continue to consider regulations and how best to apply them.

Attachment 2.1: Summary of Dimensional Standards

	AG	EX AG	R1	R2	R3	R4	R5	R6	Washburn
lot area	7200	35ac							
before 1938 less than:	5000sf		5000sf	5000sf	5000 sf	5000 sf	5000 sf	5000sf	5000sf
between 1938 & 1966:	5000+sf		5000+sf	5000+sf	5000+ sf	5000 sf	5000+ sf	5000+sf	5000+sf
after 1966:	7200sf		7200sf	7200sf	7200 sf	7200 sf	7200 sf	7200 sf	7200sf
other		20,000sf							
lot area per per family					1800 sf/unit	1800sf/unit	1500sf/unit	400sf/unit	
front yard			25 fyt	25 ft	25 ft	20 ft	20ft	15 ft	25 ft
side yard		6 ft	6 ft	6 ft	6 ft	6 ft	6 ft	6 ft	6 ft
lots as of 1938 or before			4 ft	4 ft					4 ft
rear yard		6 ft	20% depth	20% depth	20 % depth	20% depth	20% depth	20% depth	20% depth
max. height		35 ft	35 ft	35 ft	35 ft	35 ft	55 ft	100 ft	35 ft
max. height, other		2x fr nearest					55ft		
		lot line							
public street frontage	min 30 ft	none	min. 30 ft	min. 30 ft	min 30 ft	none	min 30 st	min 30 ft	min 30 ft
court width not to exceed							24 ft	24 ft	
architectural control									Design Rev Bd.

12

14

2

1000

900

800

700

600

500

400

300

200

100

0

1200

1300

1400

1500

1600

1700

1800

1900

2000

2100

2200

2300

2400

2500

2600

2700

2800

2900

3000

3100

3200

3300

3400

3500

3600

3700

3800

3900

4000

4100

4200

4300

4400

4500

4600

4700

4800

4900

5000

5100

5200

5300

5400

5500

5600

5700

5800

5900

6000

6100

6200

6300

6400

6500

6600

6700

6800

6900

7000

7100

7200

7300

7400

7500

7600

7700

7800

7900

8000

8100

8200

8300

8400

8500

8600

8700

8800

8900

9000

9100

9200

9300

9400

9500

9600

9700

9800

9900

10000

10100

10200

10300

10400

10500

10600

10700

10800

10900

11000

11100

11200

11300

11400

11500

11600

11700

11800

11900

12000

12100

12200

12300

12400

12500

12600

12700

12800

12900

13000

13100

13200

13300

13400

13500

13600

13700

13800

13900

14000

14100

14200

14300

14400

14500

14600

14700

14800

14900

15000

15100

15200

15300

15400

15500

15600

15700

15800

15900

16000

16100

16200

16300

16400

16500

16600

16700

16800

16900

17000

17100

17200

17300

17400

17500

17600

17700

17800

17900

18000

18100

18200

18300

18400

18500

18600

18700

18800

18900

19000

19100

19200

19300

19400

19500

19600

19700

19800

19900

20000

20100

20200

20300

20400

20500

20600

20700

20800

20900

21000

21100

21200

21300

21400

21500

21600

21700

21800

21900

22000

22100

22200

22300

22400

22500

22600

22700

22800

22900

23000

23100

23200

23300

23400

23500

23600

23700

23800

23900

24000

24100

24200

24300

24400

24500

24600

24700

24800

24900

25000

25100

25200

25300

25400

25500

25600

25700

25800

25900

26000

26100

26200

26300

26400

26500

26600

26700

26800

26900

27000

27100

27200

27300

27400

27500

27600

27700

27800

27900

28000

28100

28200

28300

28400

28500

28600

28700

28800

28900

29000

29100

29200

29300

29400

29500

29600

29700

29800

29900

30000

30100

30200

30300

30400

30500

30600

30700

30800

30900

31000

31100

31200

31300

31400

31500

31600

31700

31800

31900

32000

32100

32200

32300

32400

32500

32600

32700

32800

32900

33000

33100

33200

33300

33400

33500

33600

33700

33800

33900

34000

34100

34200

34300

34400

34500

34600

34700

34800

34900

35000

35100

35200

35300

35400

35500

35600

35700

35800

35900

36000

36100

36200

36300

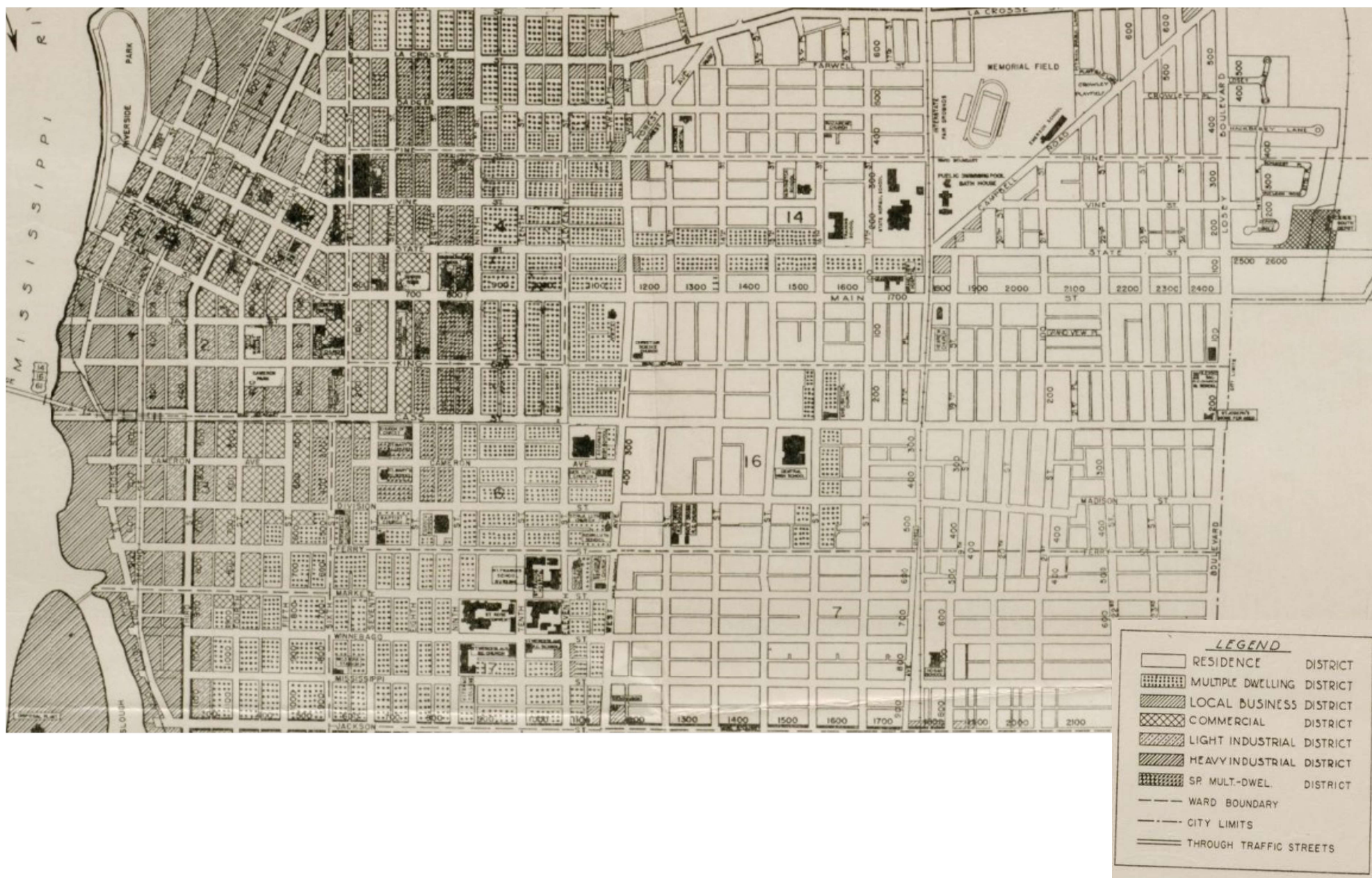
36400

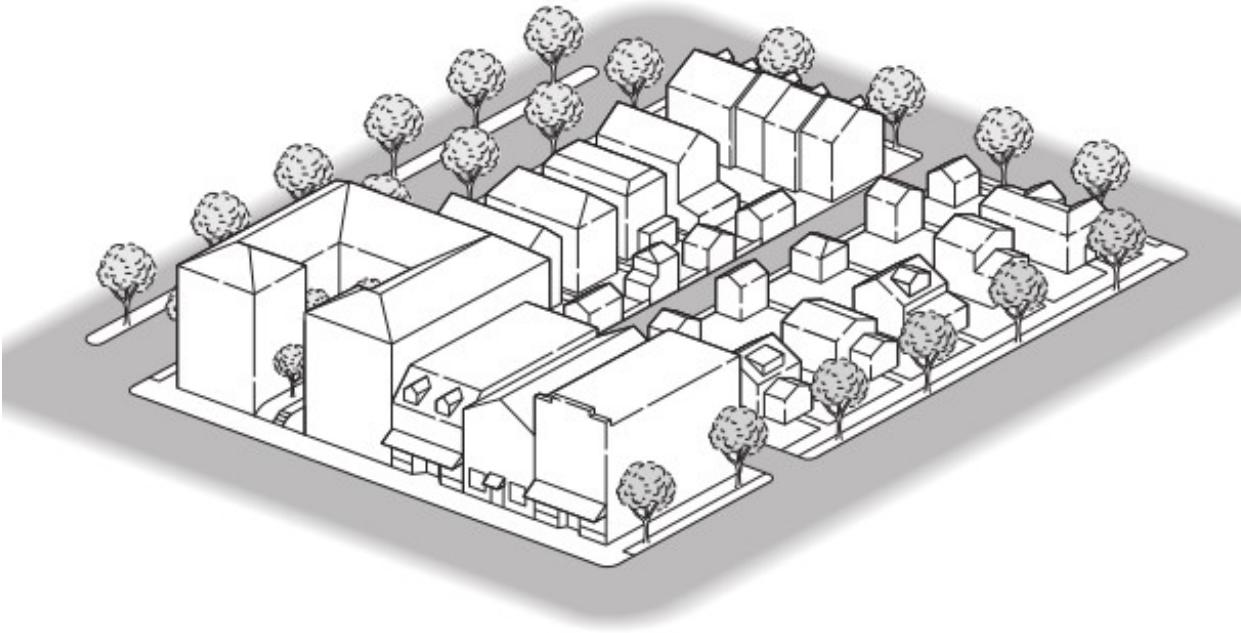
36500

36600</

Summary of lot standards

	AG	EX AG	R1	R2	R3	R4	R5	R6	Washburn
lot area	7200	35ac							
before 1938 less than:	5000sf		5000sf	5000sf	5000 sf	5000 sf	5000 sf	5000sf	5000sf
between 1938 & 1966:	5000+sf		5000+sf	5000+sf	5000+ sf	5000 sf	5000+ sf	5000+sf	5000+sf
after 1966:	7200sf		7200sf	7200sf	7200 sf	7200 sf	7200 sf	7200 sf	7200sf
other		20,000sf							
lot area per per family					1800 sf/unit	1800sf/unit	1500sf/unit	400sf/unit	
front yard			25 fyt	25 ft	25 ft	20 ft	20ft	15 ft	25 ft
side yard		6 ft	6 ft	6 ft	6 ft	6 ft	6 ft	6 ft	6 ft
lots as of 1938 or before			4 ft	4 ft					4 ft
rear yard		6 ft	20% depth	20% depth	20 % depth	20% depth	20% depth	20% depth	20% depth
max. height	Mf district	35 ft	35 ft	35 ft	35 ft	35 ft	55 ft	100 ft	35 ft
max. height, other		2x fr nearest					55ft		
		lot line							
public street frontage	min 30 ft	none	min. 30 ft	min. 30 ft	min 30 ft	none	min 30 st	min 30 ft	min 30 ft
court width not to exceed							24 ft	24 ft	
architectural control									Design Rev Bd.





Zoning & Subdivision Update

City Plan Commission

Study Guide | *June 30, 2025*



**ZONING
CODE
UPDATE**

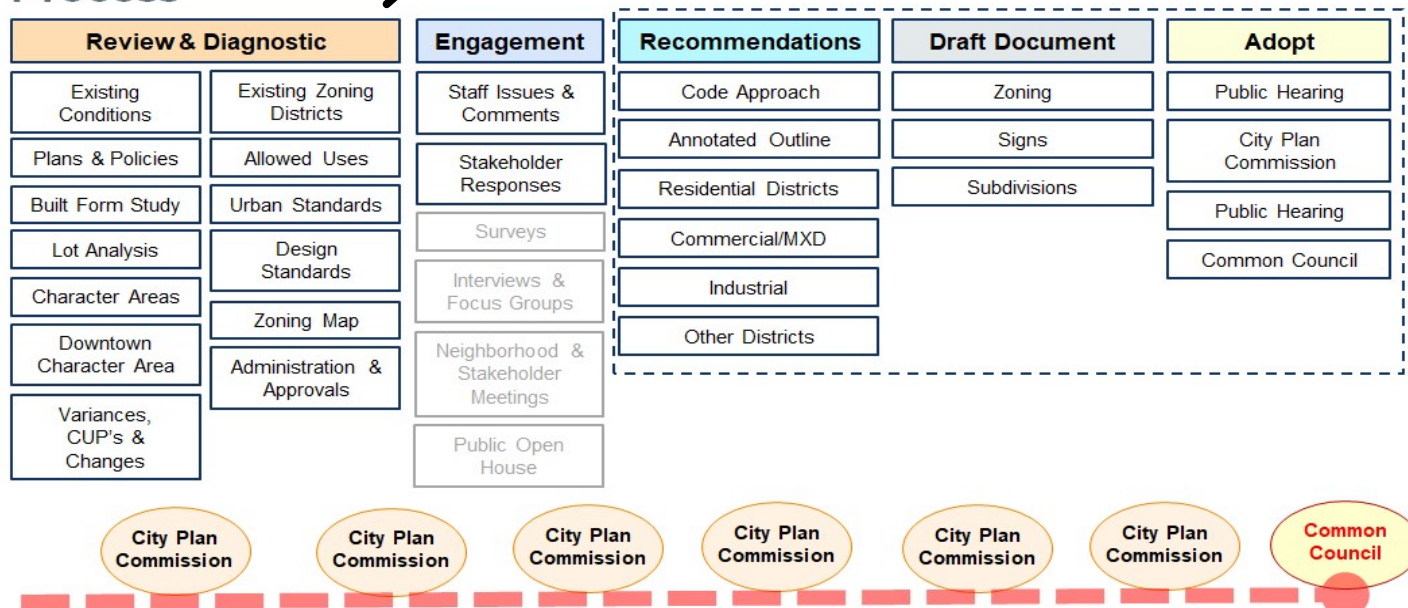
Introduction

Use this study guide to help organize the information, analysis and steps to better understand the content of the zoning code and subdivision regulations including existing conditions, code diagnostics, applicable plans and policies, built form and character analysis. Below is the general process for how the code and subdivision regulations will be updated based on direction and input from community stakeholders, staff comments and guidance from the City Plan Commission.

Topics to Review

- 1) Memo 1 - Conditions & Plans
- 2) Memo 2 - District Summaries & Subdivisions
- 3) Built Form Study
- 4) Character Areas
- 5) Downtown Character Areas
- 6) Lot Size Study
- 7) Memo 3—Administration
- 8) Approval Flowchart Diagrams

Process



Notes

- Population information from the Comp Plan:*

- *Population is projected to moderately increase from 50,869 (2021) to 53,480 (2050)*
- *As of Jan 1, 2024 the population was 52,115 (WI Department of Admin. Estimate)*

Residential land use makes up about 19% of the total land area in the City. Residential definitions from the Comp Plan (p. 32):

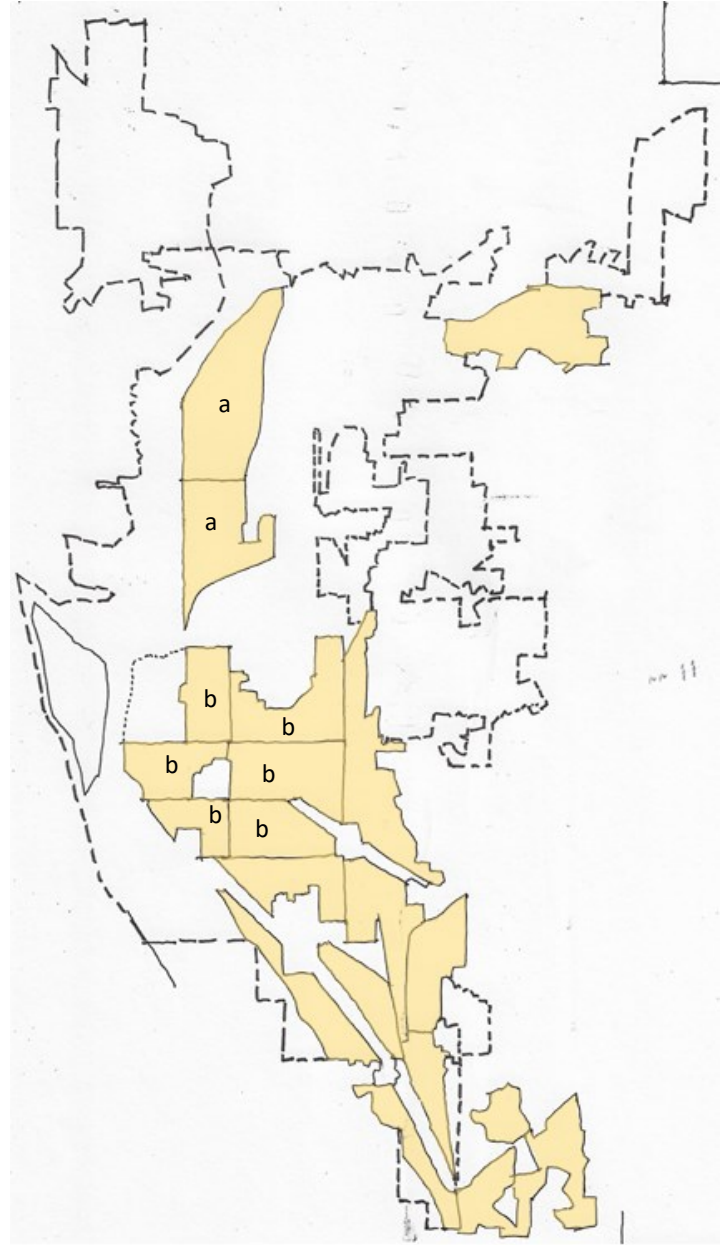


- *What are the key policies from the Comp Plan driving the zoning and subdivision updates?*
- *Review the Housing Study recommendations relative to zoning code content.*

- **Low-Density Residential**—mostly one-two story single-family structures but may also include two- and three-unit dwellings; other housing types such as townhomes and rowhomes may be compatible, especially if developed to fit a single-family mold
- **Medium Density Residential** - may include a variety of housing types including townhomes, rowhomes, small multi-family buildings, and large multi family buildings of two-four stories
- **High-Density Residential** - includes multi-family units in structures taller than three stories; interconnected within surrounding neighborhoods and as well as near major streets connections and employment/commercial areas.

[illegible]

- a) Introduction
- b) Residential Districts
- c) Residential Map Diagrams
- d) Commercial Districts
- e) Industrial Districts
- f) Overlay & Other Districts
- g) Summary Dimensional Standards Table
- h) Historic Zoning Map
- i) Chapter 113 Subdivisions



- *Residential neighborhood boundaries are shown in yellow at right. The Logan Northside and Lower Northside neighborhoods (a) contain a more consistent low density, detached residential pattern. Neighborhoods in the central part of the city (e.g., Downtown, Grandview-Emerson, Washburn, Weigent-Hogan, Powell-Poage-Hamilton and Holy Trinity-Longfellow) include a similar street and block pattern but contain more corridors and districts that tend to support greater density and diversity with housing, related uses and development changes.*

Notes

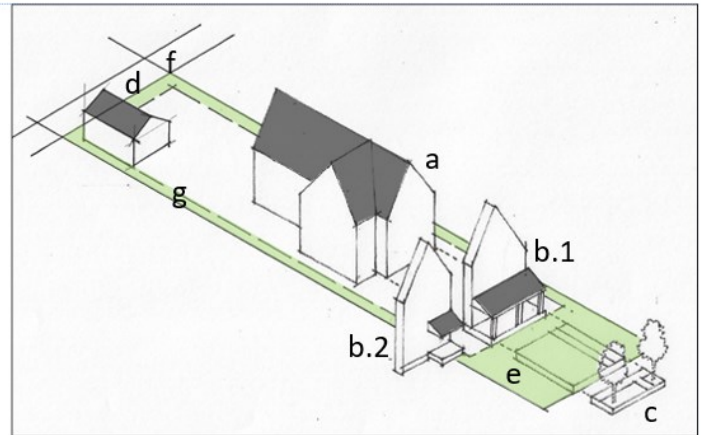
[illegible]

a) 18 Neighborhoods

b) 12 Districts

c) 5 Corridors

**based on the NDC Framework as defined in the Comp Plan*



- A. 1.5 to 2 story
- B.1 Stoop entry
- B.2 Porch entry
- C. Sidewalk, planted blvds & on-street parking
- D. Off street parking: alley loaded
- E. Front yards: 15-25 ft
- F. Rear yards: 6-8 ft
- G. Side yard: one tends to be shifted more to one side

- *Compare the built form study characteristics of the various neighborhoods to confirm physical form patterns for neighborhood scale residential and commercial uses.*
- *Should changes to urban and dimensional standards recognize and respond to the local context and character?*

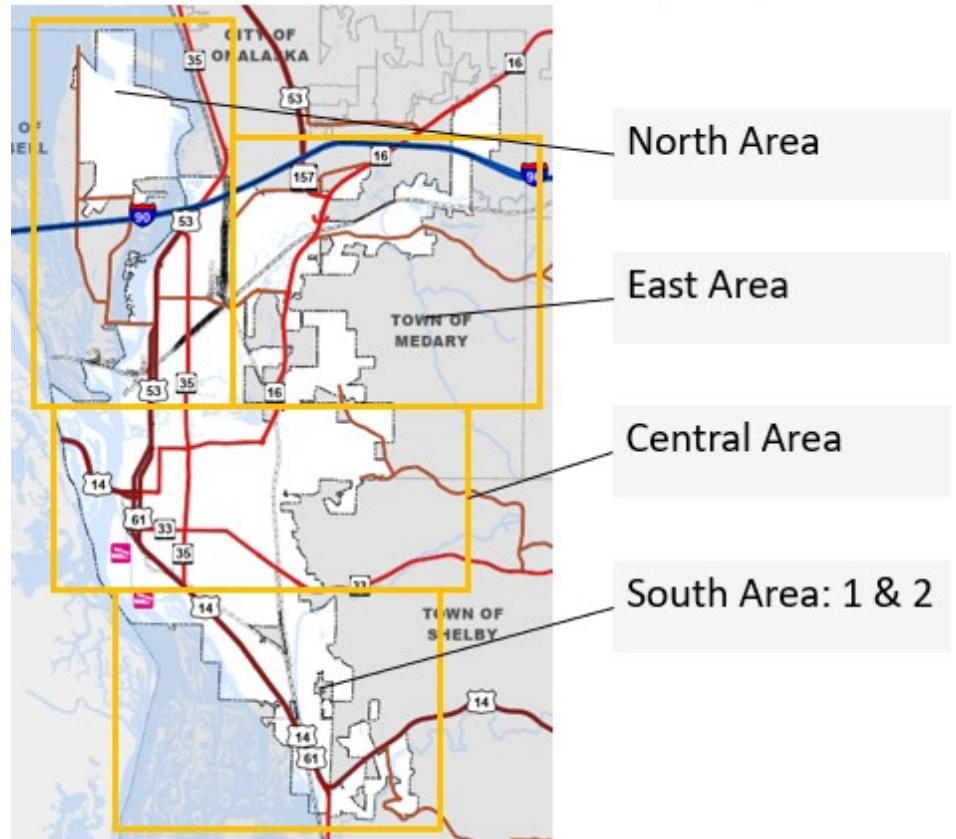
Notes

[illegible]

- a) North Area
- b) East Area
- c) Central Area
- d) South Area 1 & 2



- *Areas adjacent to a number of districts include “district orbits”, areas that tend to attract interest, investment and influence that may be less compatible with established neighborhood character.*
- *Do these areas need additional standards and regulations relative to scale, density and physical form (e.g., the residential areas west, south and east of the UW campus)?*



Notes

[illegible]

- a) Downtown Area
- b) Core
- c) Main Street



Downtown Area

Core

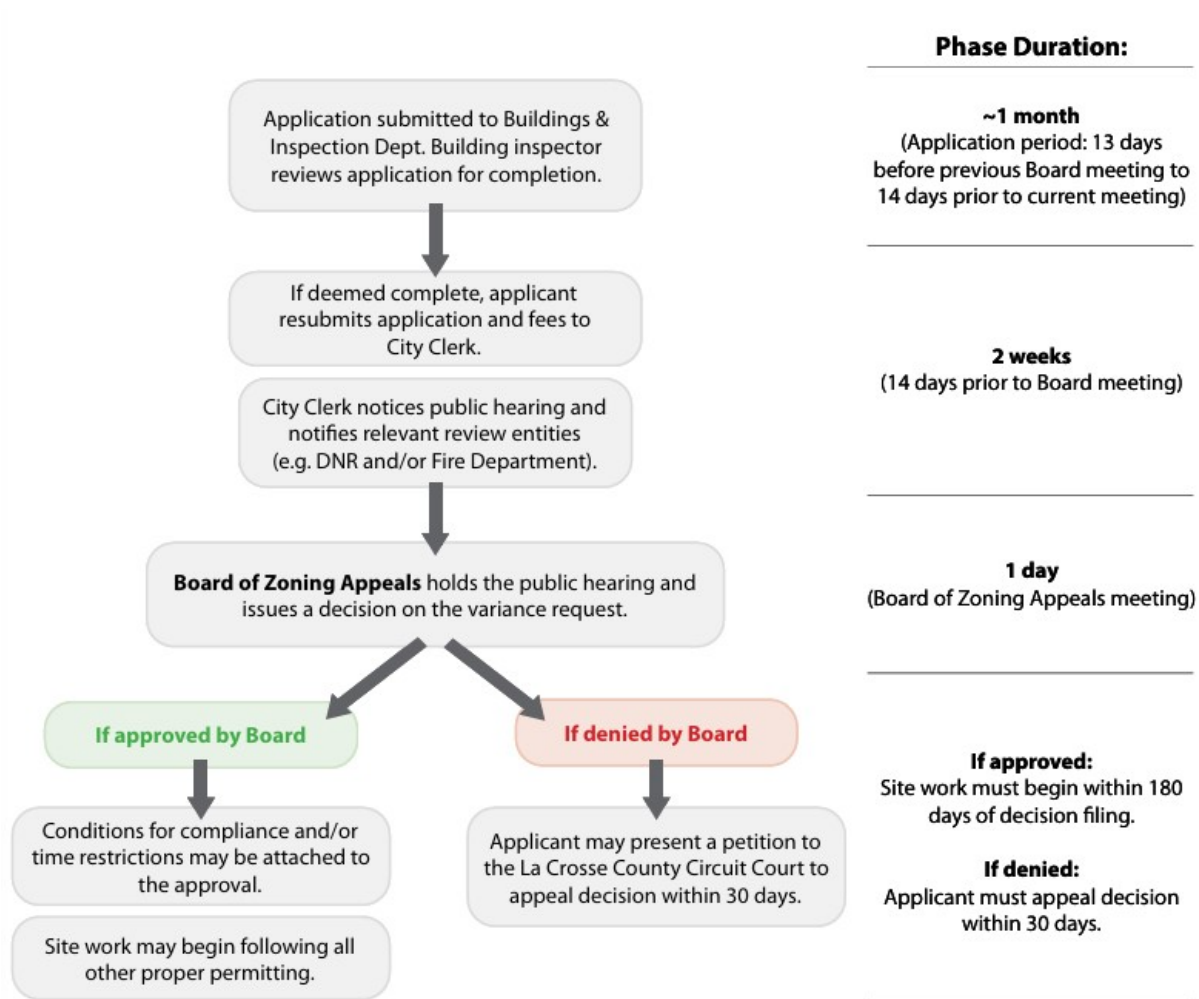
"Main street"

- *Note distinctions between the “main street” area and the larger downtown boundary.*
- *Some new development have included parking on the ground floor (within the building envelope) fronting the pedestrian public realm. Should this condition be differentiated in the “main street” area vs. other areas of downtown.*

Notes

[illegible]

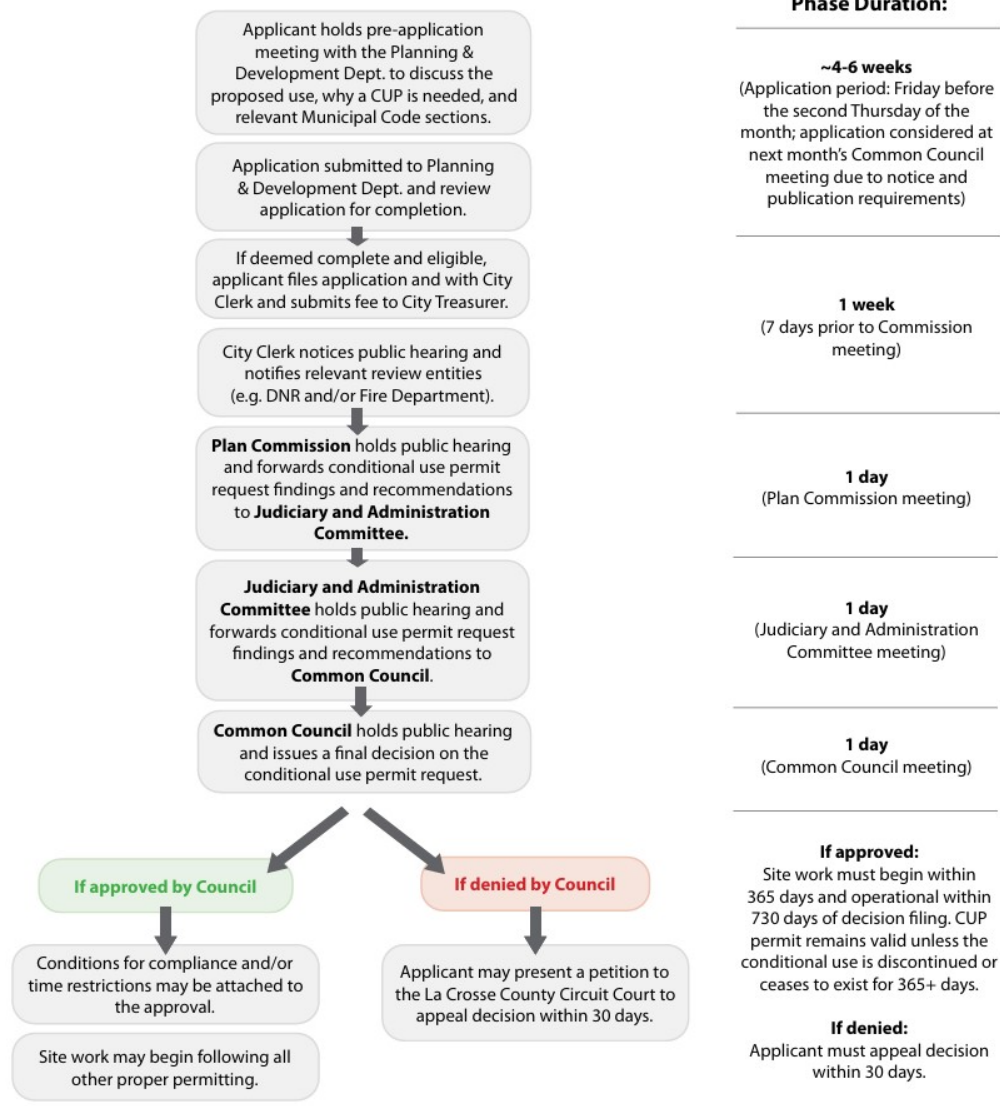
Approval Process Diagrams: Variance (Board of Zoning Appeals)



Notes

DRAFT IN PROGRESS
SUBJECT TO EDITS/CHANGES

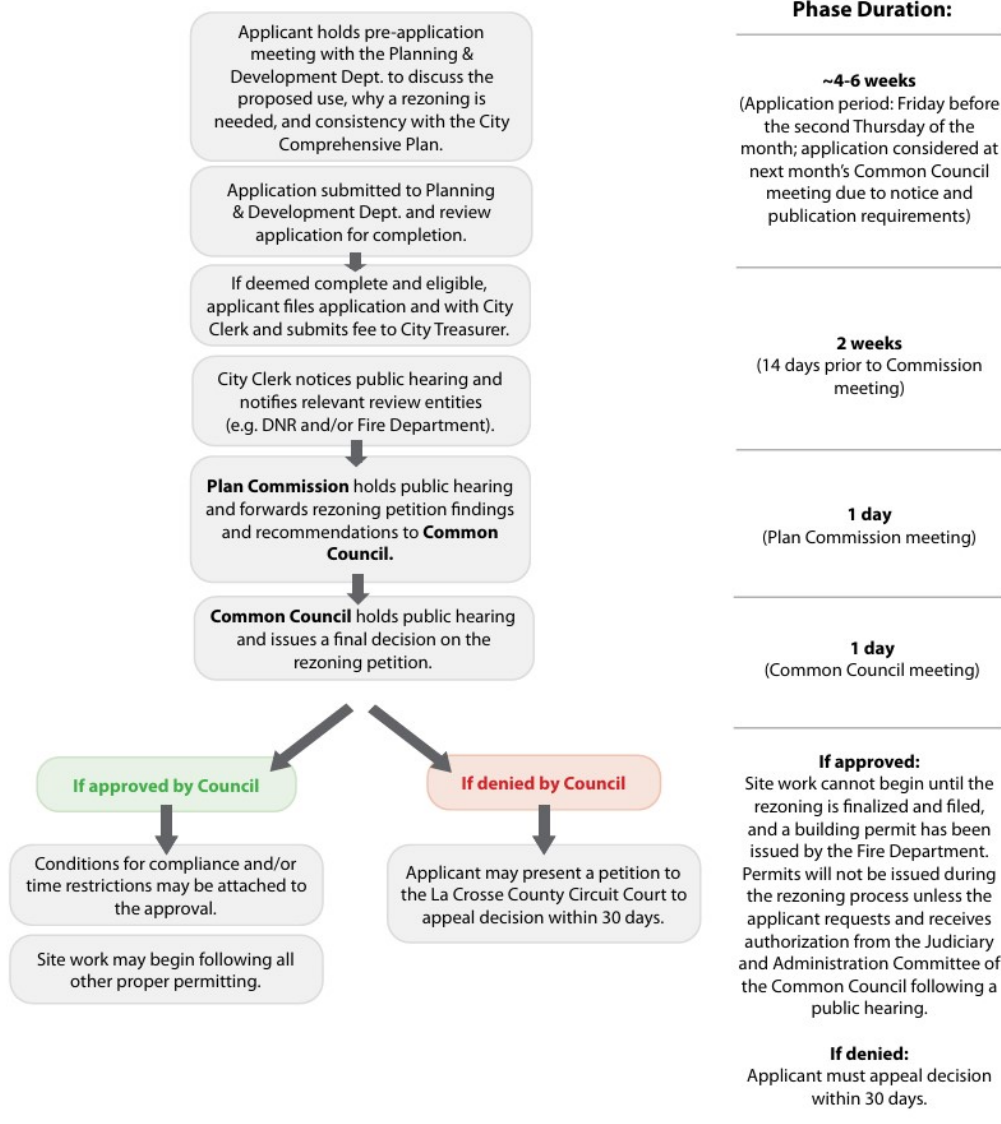
Approval Process Diagrams: Conditional Use Permit



Notes

DRAFT IN PROGRESS
SUBJECT TO EDITS/CHANGES

Approval Process Diagrams: Zoning Amendment (Rezoning)



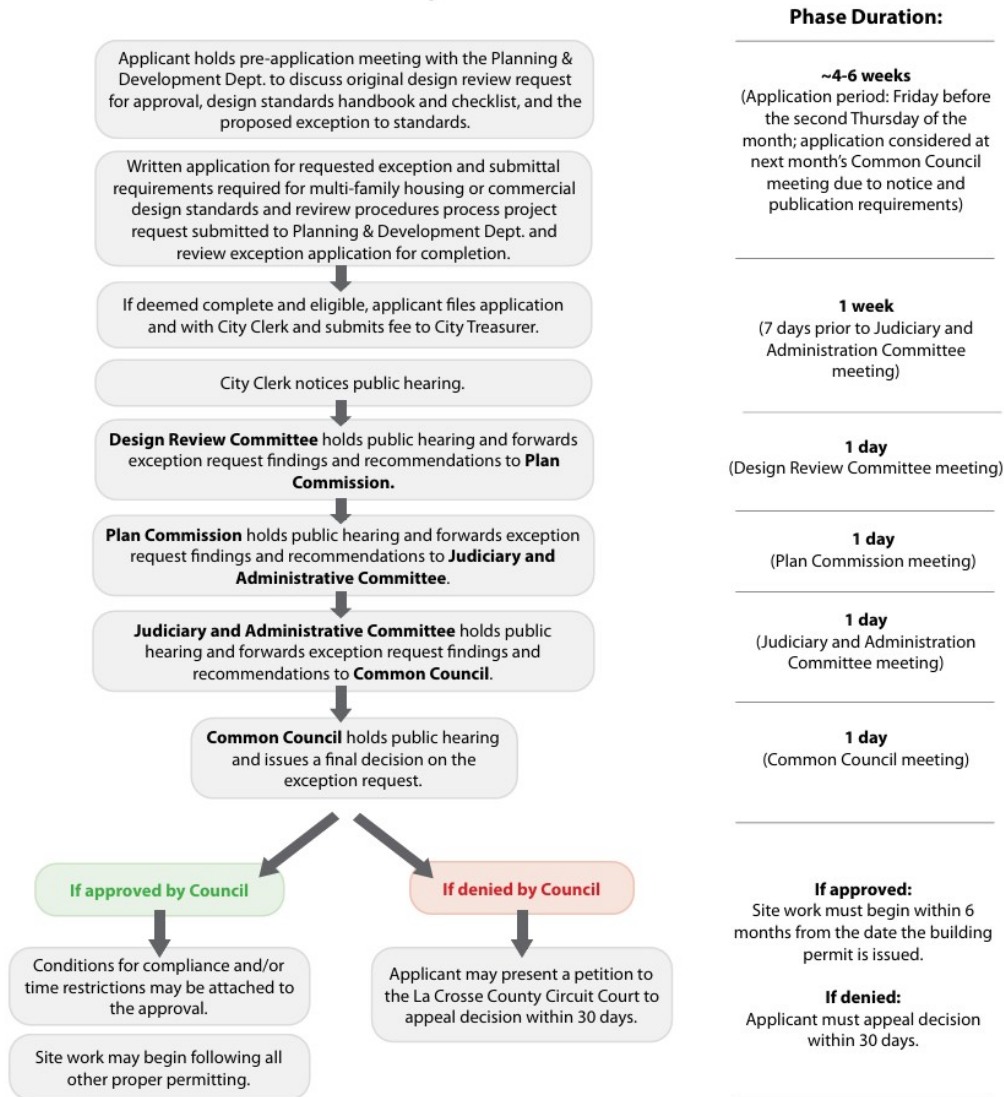
Note:

- Petition for zoning amendment may be initiated by one or more property owners of the property within the area proposed to be changed.
- Petitions to change any flood district boundary or floodplain regulation may require technical data, including aerial maps, flood elevations, and development details, as determined by the Fire Department - Division of Fire Prevention and Building Safety and DNR.
- Floodplain zoning amendments require approval from the DNR and FEMA before becoming effective, except for map changes tied to the La Crosse River Valley Floodplain Study.

Notes

DRAFT IN PROGRESS
SUBJECT TO EDITS/CHANGES

Approval Process Diagrams: Request for Exemption to Design Standards



Note:

1. Ch. 11 Art. VII Div. 3. Multi-Family Housing Design Standards.
2. Ch. 11 Art. VII Div. 4. Commercial Design Standards. The applicant is encouraged to meet with City staff at the schematic stage, the design stage, and at the submittal stage. Members of the Design Review Committee will be encouraged to attend the pre-application meeting to facilitate the development review process. Developers are strongly encouraged to obtain Design Review Committee approval prior to submitting plans to the State for State review and approval.

Notes

DRAFT IN PROGRESS
SUBJECT TO EDITS/CHANGES



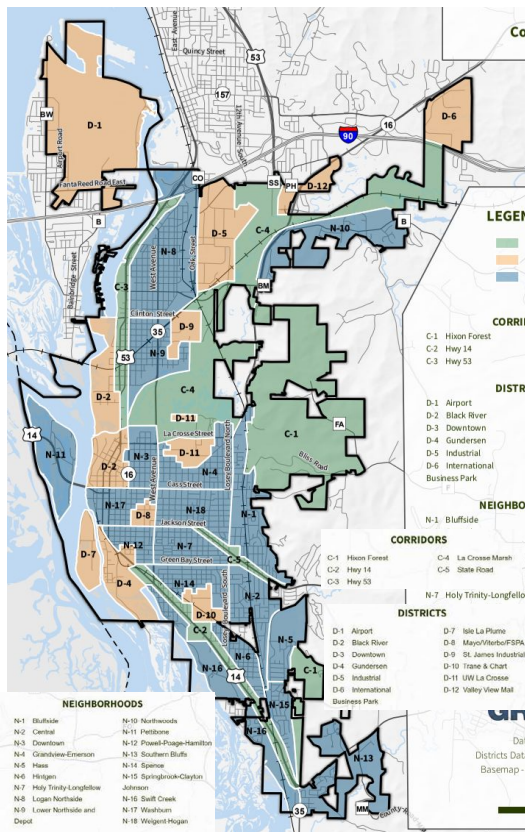
City Plan Commission Meeting

June 30, 2025

Agenda

- a. Introduction & April recap
- b. Scope, Schedule & Progress
- c. Update Process
- d. Study Guide
- e. General Ideas: Residential, Commercial & Industrial
- f. Next steps

Comprehensive Plan - NDC Framework



Neighborhoods:

La Crosse neighborhoods have distinct identities, housing characteristics, unique history, and geographic features. They are typically compact, pedestrian-friendly, and mixed-use. Neighborhoods may contain a number of supporting uses and activities that serve residents, such as parks, schools, libraries, small-scale retail, and other services. Neighborhood associations were consulted during the creation of this comprehensive plan to help identify the vision and land uses within La Crosse's neighborhoods.

Districts:

Districts are larger areas where the City, property owners, developers, and investors should concentrate business, commercial, and industrial activity and expansion over the next twenty years. Districts may emphasize a special single use or purpose, but may contain a variety of other uses and activities. For example, a shopping district may have primarily commercial uses with a few small-scale industrial uses mixed in. La Crosse's districts are based on types of dominant uses, include overlapping neighborhoods, and have generally larger geographic extents.

Corridors:

Corridors are linear areas that provide connectivity between the neighborhoods and districts. Corridors can accommodate a variety of land uses, including natural, recreational, and cultural uses. They can range from boulevards and rail lines to rivers and parkways. La Crosse has several major corridors identified based on transportation and environmental features.

NDC Framework >>> Built Form Study

The Built Form Study:

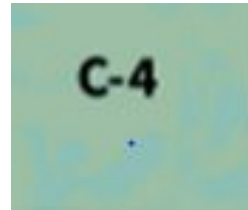
- samples the typical development pattern for each of the neighborhoods, districts and corridors
- better understand the physical dimensions of building type, site plan, street frontage and block pattern as well as other conditions.



18 Neighborhoods



12 Districts



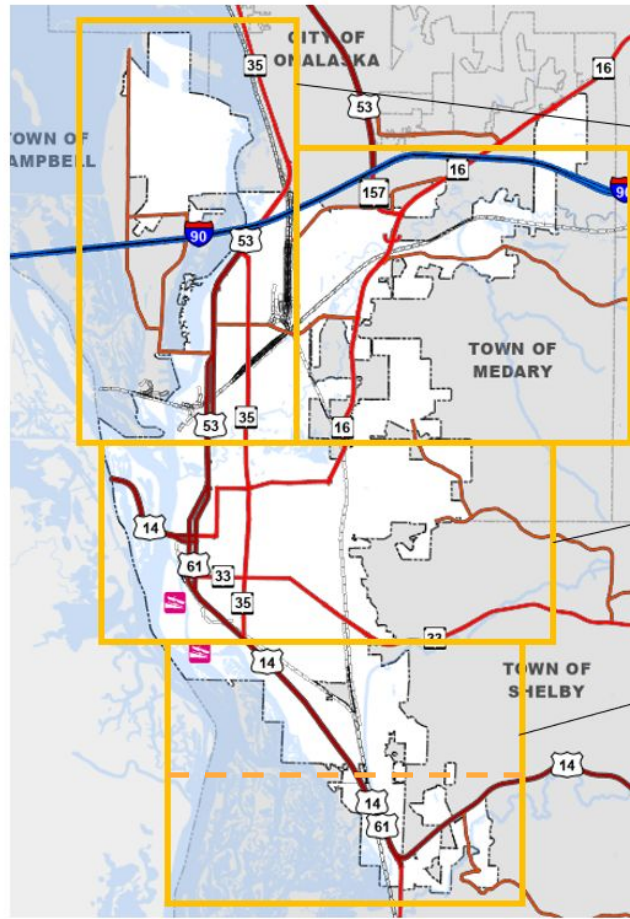
5 Corridors

General Character Areas

Map Key

Character Areas

TN – Traditional Neighborhood
TNV – Traditional Neighborhood Varied
TSS – Traditional Shopping Street
CN – Contemporary Neighborhood
UMX – Urban Mixed Residential
MN – Modular Neighborhood
CMX – Corridor Mixed
CSF – Commercial Small Format
CLF – Commercial Large Format
C/E/M – Campus/Ed./Med.
DT – Downtown
DC – Downtown Core/Main Street
ISL – Industrial Small Lot
ILL – Industrial Large Lot



North Area

East Area

Central Area

South Area: 1 & 2

General Character Areas



Traditional neighborhood



Traditional neighborhood varied



Contemporary neighborhood



Urban mixed residential



Modular neighborhood



Traditional shopping street



Corridor mixed



Corridor commercial: large & small format



District (medical/ed)



Downtown



Downtown Core (Main Street)

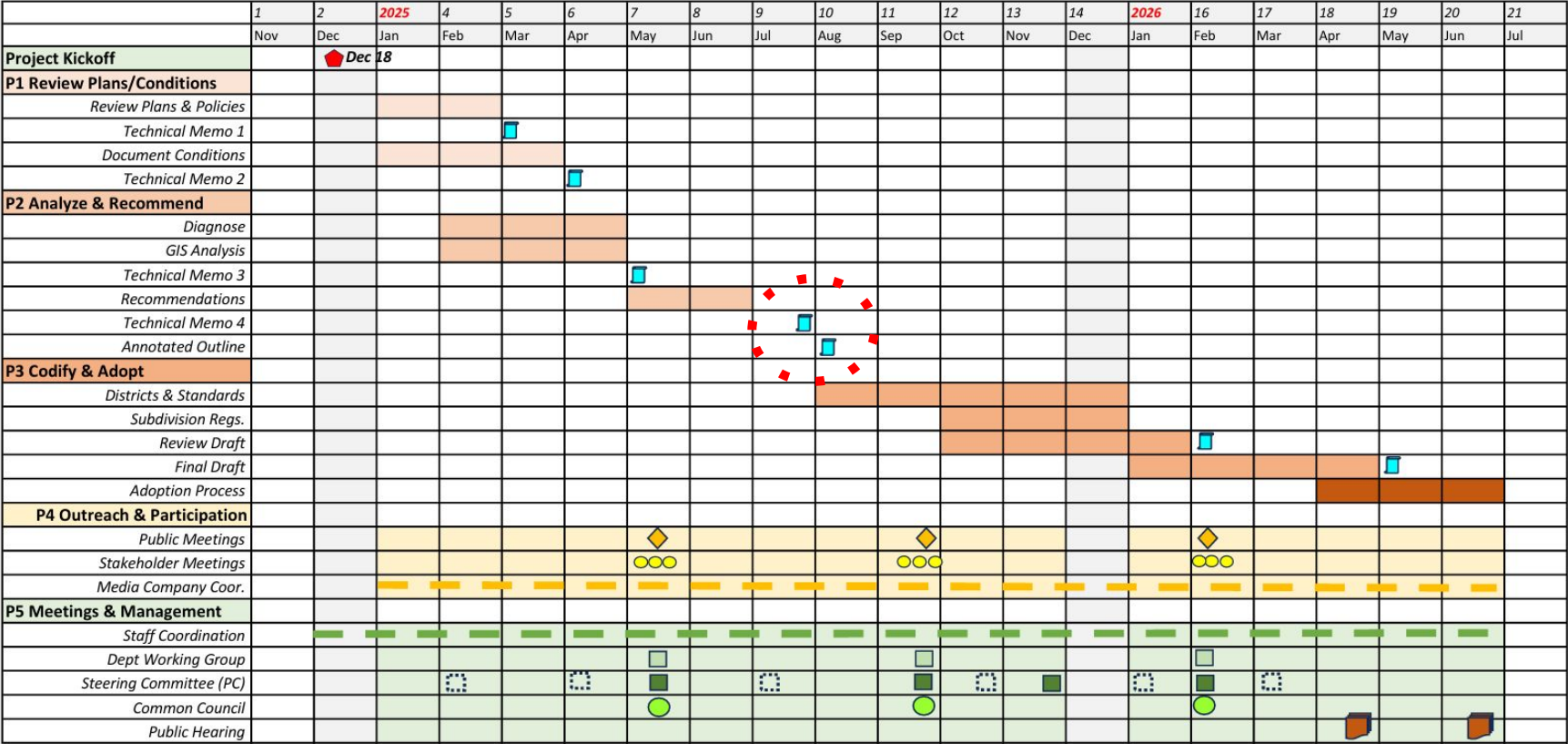


Industrial large lot

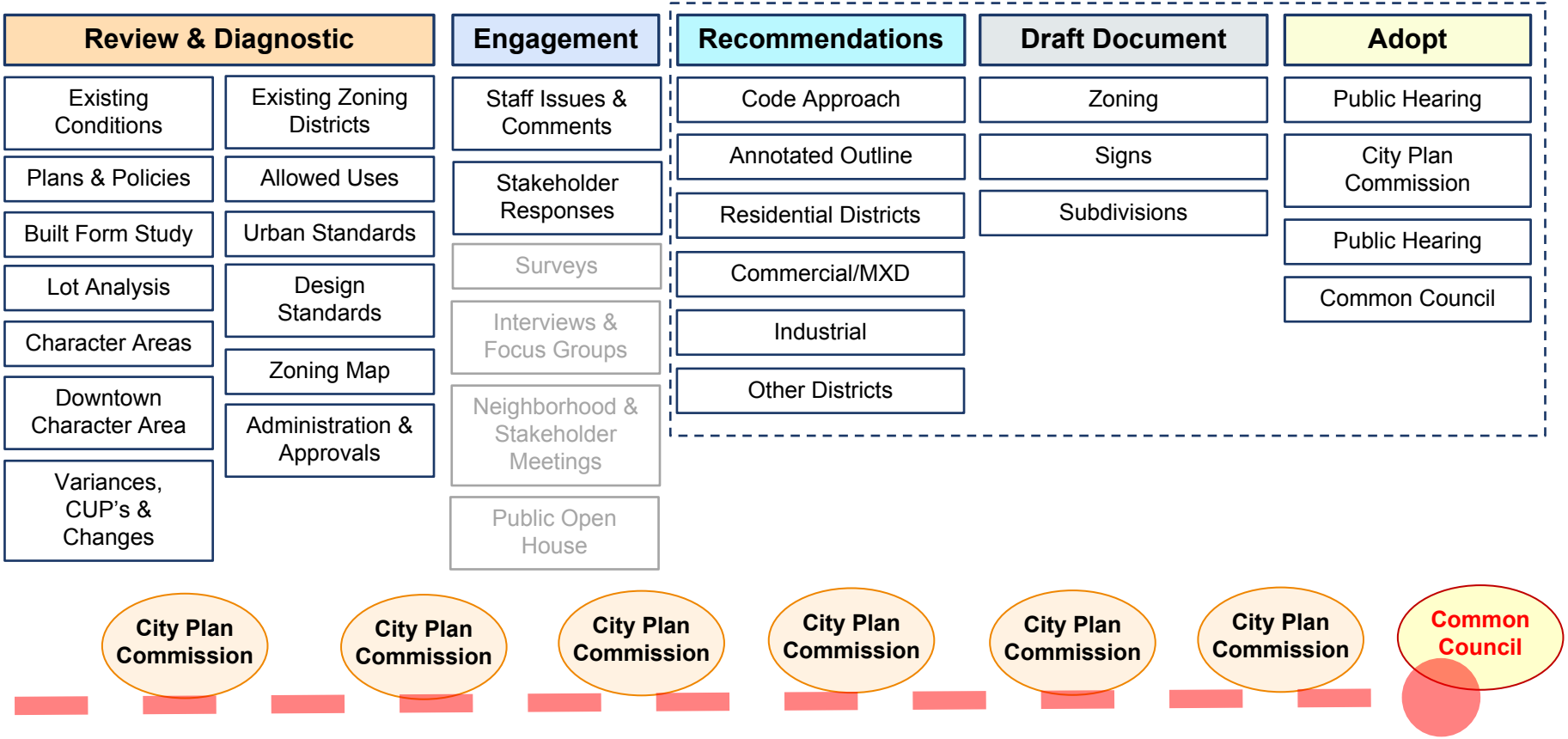


Industrial small lot

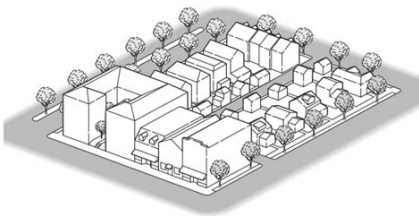
Scope, Schedule & Progress



Process



Study Guide



Zoning & Subdivision Update City Plan Commission

Study Guide | June 30, 2025



Study Guide

Introduction

Use this study guide to help organize the information, analysis and steps to better understand the content of the zoning code and subdivision regulations including existing conditions, code diagnostics, applicable plans and polides, built form and character analysis. Below is the general process for how the code and subdivision regulations will be updated based on direction and input from community stakeholders, staff comments and guidance from the City Plan Commission.

Topics to Review

- 1) Memo 1 - Conditions & Plans
- 2) Memo 2 - District Summaries & Subdivisions
- 3) Built Form Study
- 4) Character Areas
- 5) Downtown Character Areas
- 6) Lot Size Study
- 7) Memo 3—Administration
- 8) Approval Flowchart Diagrams

Process ----->

Review & Diagnostic	Engagement	Recommendations	Draft Document	Adopt
Existing Conditions	Staff Review & Comments	Code Approach	Zoning	Public Hearing
Plans & Policies	Stakeholder Responses	Revised Outline	Signs	City Plan Commission
Allowed Uses	Business & Focus Groups	Residential Districts	Subdivisions	Public Hearing
Built Form Study	Neighborhood & Stakeholder Meetings	Commercial/ROAD		Common Council
Lot Analysis	Public Open House	Industrial		
Design Standards		Other Districts		
Character Areas				
Downtown Character Area				
Variations, CUP's & Changes				

City Plan Commission City Plan Commission City Plan Commission City Plan Commission City Plan Commission City Plan Commission Common Council

Memo 1: Existing Conditions

- a) 2040 Comprehensive Plan
- b) 2024 Housing Study Summary
- c) Analysis to Impediments to Fair Housing Choice
- d) Imagine 2040 Downtown Plan
- e) History of Variances
- f) History of Conditional Use Permits
- g) Other adopted plans & polides

1/?

Population information from the Comp Plan:

- Population is projected to moderately increase from 50,869 (2021) to 53,480 (2030)
- As of Jan 1, 2024 the population was 52,115 (WI Department of Admin. Estimate)

Residential land use makes up about 19% of the total land area in the City. Residential definitions from the Comp Plan (p. 32):

- **Low-Density Residential**—mostly one-two story single-family structures but may also include two- and three-unit dwellings; other housing types such as townhomes and rowhomes may be compatible, especially if developed to fit a single-family mold
- **Medium Density Residential** - may include a variety of housing types including townhomes, rowhomes, small multi-family buildings, and large multi-family buildings of two-four stories
- **High-Density Residential** - includes multi-family units in structures taller than three stories; interconnected within surrounding neighborhoods and as well as near major streets connections and employment/ commercial areas.

1/?

What are the key policies from the Comp Plan driving the zoning and subdivision updates?

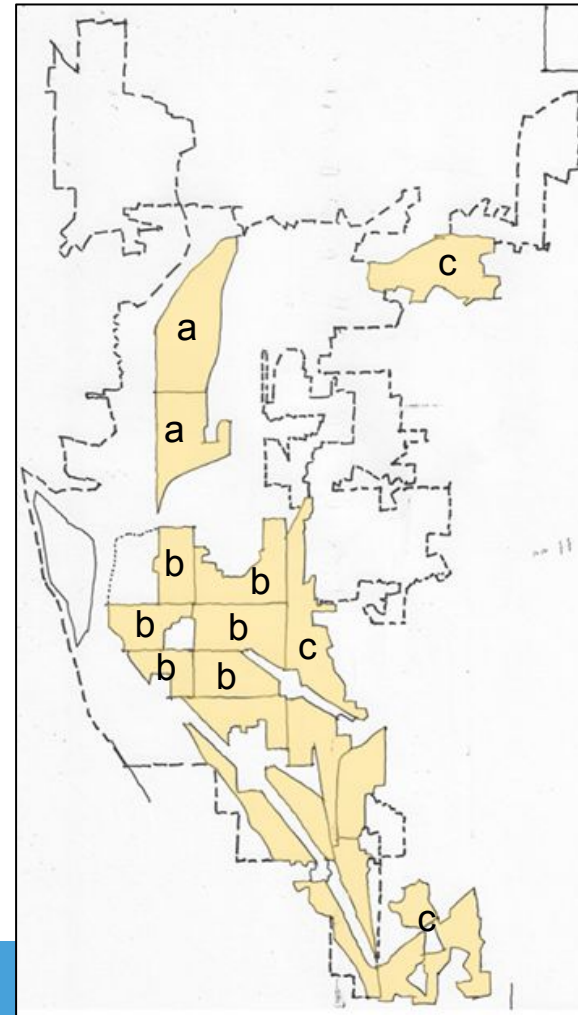
Review the Housing Study recommendations relative to zoning code content.

Notes

Notes

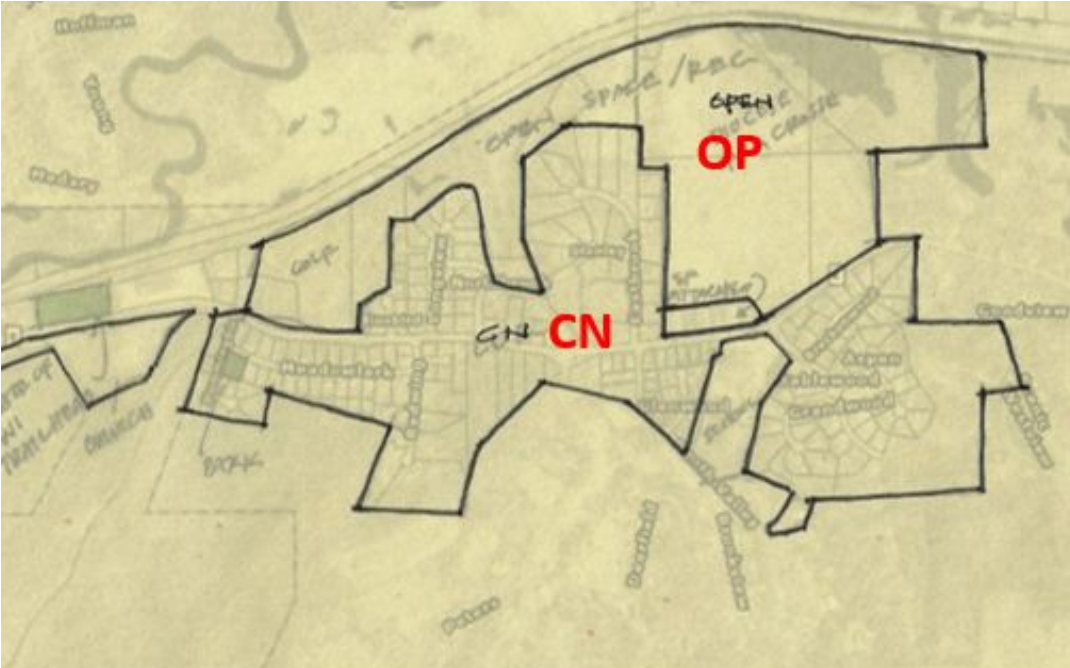
General Ideas for Districts: Residential

- Residential neighborhood boundaries are shown in yellow at right
- (a) The Logan Northside and Lower Northside neighborhoods contain a more consistent low density, detached residential pattern
- (b) Neighborhoods in the central part of the city (e.g., Downtown, Grandview-Emerson, Washburn, Weigent-Hogan, Powell-Poage-Hamilton and Holy Trinity-Longfellow) include more corridors and districts that tend to influence greater housing development changes, density and diversity
- (c) Typical large lot, single family zoning would pretty much remain as is



General Ideas for Districts: *Residential*

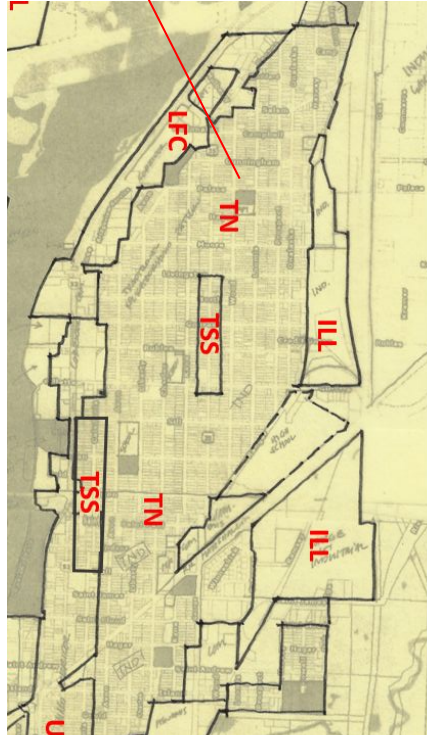
Garden District – single unit, detached, larger lots: 10,000 SF or more



General Ideas for Districts: *Residential*

Neighborhood District North – attached, detached & small cluster types, lot range from 2500-7500

SF

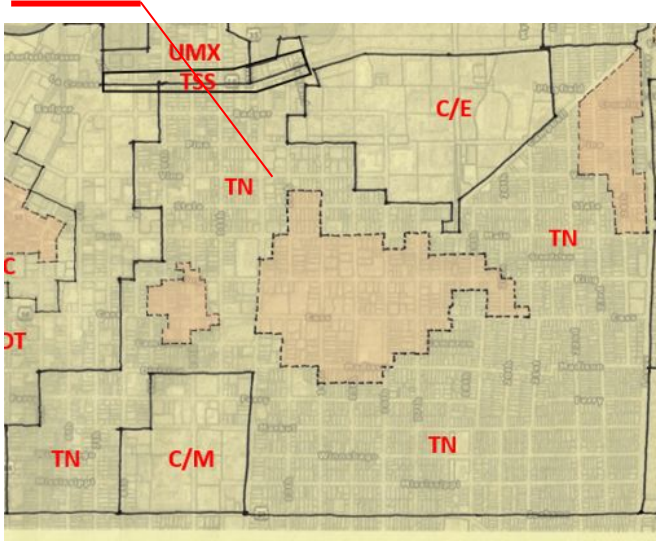


- Building types should respond to the scale and character of the neighborhood
- Can include detached types, 2 unit/lot & duplex types.
- Other building types: small residential court, pocket neighborhood, attached townhouses and accessory dwelling units.
- Lot size range from 2500 sf to 7500 sf

General Ideas for Districts: *Residential*

Neighborhood District Central – attached, detached & smaller multi-family types

Neighborhood Mixed Use – range of residential types & small commercial shops



- Building types should respond to the scale and character of the neighborhood
- Building types include: attached, detached units, and neighborhood scale multi-family & mixed use buildings
- Lot size range from 5000 sf

General Ideas for Districts: *Residential*

Traditional Neighborhood Development District

WI Model Ordinance

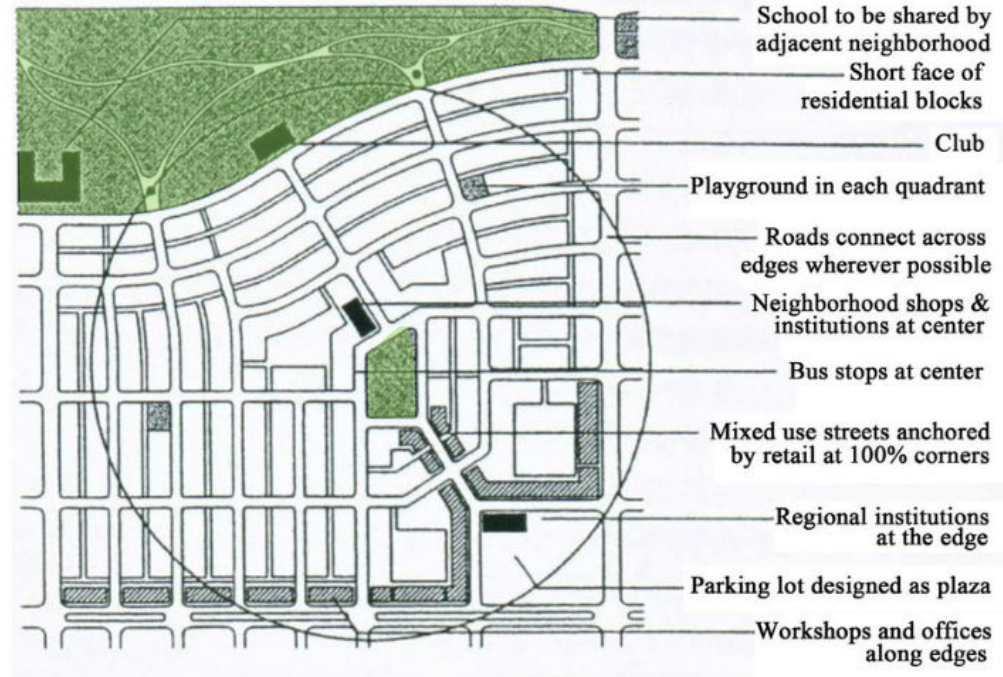
1.3 Applicability. The traditional neighborhood development ordinance is an alternative set of standards for development within the [City/Village] for new development of [15 acres or more] contiguous to existing development, redevelopment or infill development of [10 acres or more].

Source: *A Model Ordinance for a Traditional Neighborhood Development*, UW Extension, April 2001

La Crosse Zoning

(b) *Applicability.*

(1) Traditional Neighborhood Development is for lot sizes less than two acres.



General Ideas for Districts: *Commercial Corridor & Large Format*

Commercial Corridor – auto-oriented pattern common to local corridors today; mainly commercial/service uses (re: Hwy 14 & Losey Blvd)



Urban Corridor/MXD – range of commercial uses & larger multi-family units in a walkable pattern; use of regulating plan (re: Hwy 53 Plan)



General Ideas for Districts: *Industrial*

General Industrial – addresses most industrial/large lots *& large format buildings in current use



Crafters & Makers District – smaller lot industrial, assembly, & employment that fits into existing neighborhood/corridor character



Character Area: *Downtown – Three Distinct Areas*



Three distinct areas assume that the zoning districts may also be more responsive to the character of each with the “main street” area requiring the most rigorous standards and regulations.



Downtown Area

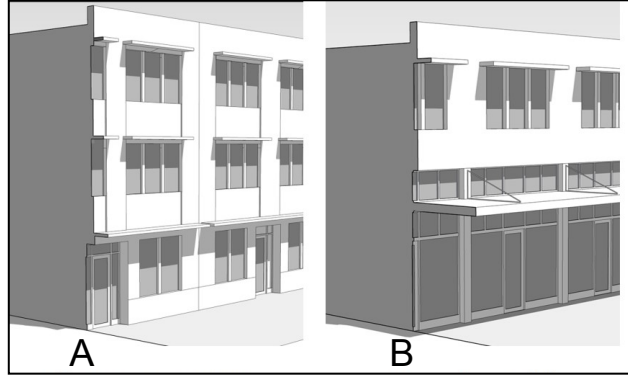


Core



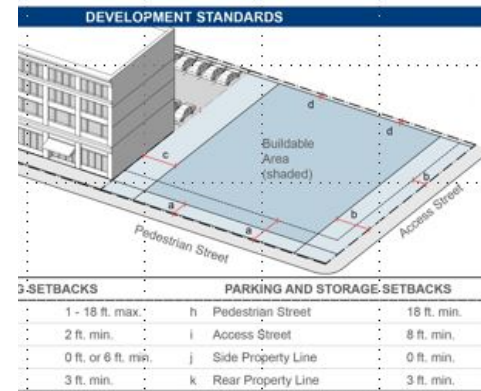
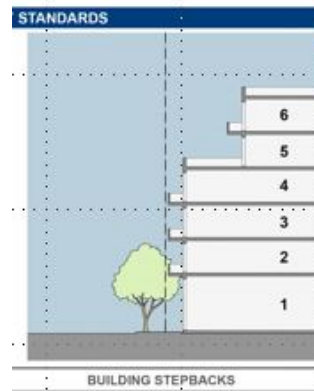
“Main street”

Downtown “Main Street” - Coding for Frontage



“Main Street” district would be regulated by two frontage types:

- common entry (A)
- Shopfront (B)



Dimensional & urban standards would use simple graphics to communicate regulations



Active building frontage

Next Steps: July, August.....

- Engagement – Interviews and Focus Groups
- Compile and summarize survey
- Approach & Recommendations
- Annotated Outline

Questions & Comments



ZONING
CODE
UPDATE



To learn more & get involved, visit:

www.forwardlacrosse.org

To: Tim Acklin, City Planning Department, Mayor Washington-Spivey, Council Members

From: Friends of the La Crosse River Marsh

Re: City Council Planning Meeting September 16, 2025. Potential Zoning District Recommendations

Date: September 12, 2025

The Friends of the Marsh have met with Tim Acklin regarding the city re-zoning process at one of our monthly Enviro-Wednesday meetings and more recently we were pleased to sit down, online, as a board with the re-zoning consultants to discuss our concerns regarding comprehensive re-zoning. We have now reviewed the materials available online in advance of the Council Planning Meeting scheduled for Tuesday September 16, 2025. We have the following comments:

1. Our basic interest can be stated simply. We would like the highest level of zoning protection possible for the La Crosse River Marsh, wetland, floodplain, flood fringe. Conservancy District zoning accomplishes that objective. We are pleased to see that the proposal includes no changes to Conservancy criteria.

2. Breaking our objective down into component parts, though, It does not appear Conservancy District zoning has been expanded to include all of the northern portion of the marsh. If we are misreading the maps, please correct us. Heavy industrial zoning for the northern part of the marsh reflects the historic predisposition to develop the wetland and floodplain, something that law and practice now limit. We ask that the entire marsh be Conservancy District.

3. A twenty-acre section of what is called the River Point District situated at the mouth of the La Crosse River is not included in the proposed Conservancy District, although that property has been transferred to the Parks, Recreation, and Forestry Department. it includes a perched wetland, and the property is planned as minimum maintenance floodplain forest.

4. At our meeting with the consultants we spoke about the need for what I would now call a new Overlay District; a Conservation Overlay District that will extend perpendicular to the high-water mark around the entire marsh. This proposed new district would extend 500 feet from the edge of the marsh, all the way around, include all properties and have the following provisions: all new or re-constructed surfaces within that zone will include permeable pavement; the application of nitrogen, phosphorous and chloride will be limited; rain garden and retention basin structures will be encouraged through the use of property or water tax credits; and canopy trees will be protected and planted. An overlay district like this will extend some of the positive services of the marsh into adjacent areas of the city. It will also enhance environmental sustainability. Finally, it will contribute to the Climate Action Plan. The long-standing trend has been for the marsh to be encircled by concrete, streets, highways, parking lots, buildings.. Each of these things defeat at least some of the environmental benefits of the marsh. It's time to make good on one of our best community features.

In sum, we see this re-zoning process not as work designed to confirm past practice, to stand pat, but to make some improvements not only in the built environment of our community but in our natural environment as well. Working with our landscape, not against it.

Thanks for the work you have done so far. The opportunities for community input have been very welcome. We'll be happy to respond to questions or comments.

Chuck Lee, President of the Board
Friends of the La Crosse River Marsh