Beyond Coulee Vision 2040

A performance-based approach to moving people and goods

La Crosse Area Planning Committee

Approved on
September 16, 2020

2020 Metropolitan Transportation Plan

Beyond Coulee Vision 2040

Approved on September 16, 2020

La Crosse Area Planning Committee

Metropolitan Planning Organization for the La Crosse, WI-La Crescent, MN Urbanized Area

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www.lapc.org

This document was prepared to meet the requirements of the Moving Ahead for Progress in the 21st Century (MAP-21) Act and the Fixing America's Surface Transportation (FAST) Act, and is consistent with U.S. Department of Transportation, Federal Highway Administration, and Federal Transit Administration Code of Federal Regulations, 23 CFR 450.

Acknowledgements

MPO staff would like to thank and recognize our Policy Board, committee members, and Federal and State partners for their assistance in updating this transportation plan.

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Letter from LAPC Staff

As we have been completing this transportation plan update these last several months, we have been and continue to be impacted by the COVID-19 global pandemic. It has impacted every aspect of personal and professional activities.

The immediate impact was a significant reduction in motorized traffic as Stay-at-Home orders were issued, telecommuting replaced going to the office, restaurants closed to sit-down dining, and "non-essential" businesses temporarily closed their doors. Public transportation remained operational for essential workers, but fear of contracting COVID-19 and social distancing requirements resulted in severe drops in ridership. Federal assistance is replacing losses in local revenue to keep transit systems operational, but how long that will or can go on is unknown. One concern is if transit systems will recover ridership after the pandemic is over.

As people sheltered at home, traditional shopping shifted to the internet, resulting in increased demand for freight delivery services. Traditional dine-out shifted to carry-out and delivery from establishments that already provided those services and curbside pick-up from many dine-in restaurants.

Out of this challenging time a few positive impacts have occurred. Walking and biking replaced going to the health club (good for the environment, not so good for the health clubs). Air quality improved as driving was significantly curtailed. Many businesses are realizing they can operate effectively and efficiently through telecommuting.

The few positive impacts, however, cannot overcome the devastating effects this pandemic has had on jobs, livelihoods, and lives. Businesses have closed permanently; former employees are unemployed and without an income; renters are on the edge of eviction; over 153,000 American (667,000 worldwide) lives lost.

Historically, pandemics affecting the United States have been flu pandemics—the most recent being the 2009 H1N1 global flu pandemic. The first cases were detected in April 2009 and the pandemic declared over by the World Health Organization in August 2010. If history tells us anything, the COVID-19 pandemic is likely to be with us into 2021.

Although we are still in the throes of the pandemic, we see businesses opening their doors again, restaurants providing sit-down and outdoor dining, and employees going back to work as policies for social distancing and the wearing of face masks serve to help protect workers and customers alike. Traffic is increasing, which, in this case, is a good sign that we are working our way back to normalcy. But we still need to follow the recommendations of our healthcare professionals to put an end to this pandemic.

We are resilient and adaptive. We will recover.

La Crosse Area Planning Committee

RESOLUTION 10 - 2020

APPROVING THE
La Crosse Area Planning Committee Metropolitan Area Transportation Plan,
"Beyond Coulee Vision 2040"

WHEREAS, the U. S. Department of Transportation regulations require the development and approval of a long-range transportation plan by the La Crosse Area Planning Committee (LAPC), acting as the Metropolitan Planning Organization (MPO); and

WHEREAS, the LAPC Metropolitan Area Transportation Plan, *Beyond Coulee Vision 2040,* supports the development of an integrated intermodal transportation system that facilitates the efficient movement of people and goods; and

WHEREAS, *Beyond Coulee Vision 2040* meets the requirements of 23 CFR 450.324 for the development and content of the metropolitan transportation plan, which includes a system performance report evaluating the condition and performance of the transportation system and describing how LAPC projects support Wisconsin and Minnesota performance targets; and

WHEREAS, *Beyond Coulee Vision 2040,* provides a framework for the development of short and long-term coordinated transportation projects;

NOW, THEREFORE, BE IT RESOLVED: that the LAPC approves *Beyond Coulee Vision 2040* as being consistent with metropolitan planning policies.

LA CROSSE AREA PLANNING COMMITTEE

Mike Poellinger, Chair

Peter Fletcher, Executive Director

Dated: September 16, 2020

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Chapter 1: Metropolitan Transportation Plan Update

Metropolitan Transportation Planning Process

As required by the Fixing America's Surface Transportation (FAST) Act and its predecessors, the La Crosse Area Planning Committee (LAPC) as the Metropolitan Planning Organization (MPO) for the La Crosse, WI – La Crescent, MN urbanized area must review and update a long-range, metropolitan transportation plan (MTP) every five years. This ensures that the plan is valid and consistent with current and forecasted transportation and land use conditions and trends and that the forecast period extends to at least a 20-year planning horizon.

The scope of the metropolitan transportation planning process as codified in 23 Code of Federal Regulations (CFR) § 450.306 includes considering 10 planning factors, utilizing a performance-based approach, coordinating with the statewide transportation planning process, consistency with the development of applicable regional intelligent transportation systems architectures, and ensuring the coordinated public transit-human services transportation plan is coordinated and consistent with the MPO planning process.

Scope

Planning Area

The geographic scope for metropolitan transportation planning at the LAPC includes all the Census-designated urbanized area and additional area anticipated to urbanize over a 20-year planning horizon. Figure 1 illustrates the LAPC planning area, the Census-designated urbanized area, and the communities within the planning area boundary.

Transportation Planning Factors

The metropolitan transportation planning process is a continuous, cooperative, and comprehensive process that provides for the consideration and implementation of projects, strategies, and services that address the following 10 planning factors as applicable:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- Increase the safety of the transportation system for motorized and non-motorized users;
- Increase the security of the transportation system for motorized and non-motorized users;
- Increase accessibility and mobility of people and freight;

- Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- Promote efficient system management and operation;
- Emphasize the preservation of the existing transportation system;
- Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and,
- Enhance travel and tourism.

The planning factors are addressed during the planning process through the short- and long-range planning activities scheduled in the Planning Work Program (PWP), tracking and target-setting of performance measures, prioritization of transportation projects, development of the Transportation Improvement Program (TIP) and TIP project list, participation in State and local agency planning activities, and development of the MTP.

Performance-based Approach

The metropolitan transportation planning process must provide for the establishment and use of a performance-based approach to transportation decision-making to support the national goals described in the FAST Act. MPOs may develop their own targets for the federal measures or they may elect to support targets that are developed by their state agencies.

The LAPC Policy Board decided at its May 2017 meeting that the LAPC would support the performance measure targets developed by our Wisconsin and Minnesota Departments of Transportation (DOTs). Targets for 24 measures addressing safety (5 highway, 7 transit), pavement and bridge condition (6), travel time reliability (3), and transit asset management (3) as applicable to our area as an attainment area and small MPO are developed in coordination with our DOTs and transit operators. A detailed discussion of these measures and their targets can be found in the LAPC's annual transportation improvement program (TIP) and in the System Performance Report in chapter 5. The State goals, objectives, performance measures, and targets described in State plans for asset and access management, highway safety, transit safety and asset management, and freight are integrated where appropriate.

Coordination with the Statewide Transportation Planning Process

Coordination with the statewide transportation planning process occurs throughout the metropolitan transportation planning process as DOT staff and LAPC staff provide information, data, planning, and project support to each other as needed. LAPC staff review State plans, serve on State planning committees, incorporate State transportation projects into the metropolitan TIP, and coordinate with State development of system performance measures.

Development of Intelligent Transportation Systems (ITS) Architectures

The U.S. Department of Transportation (USDOT) defines Intelligent Transportation Systems (ITS) as "the application of advanced information and communications technology to surface transportation in order to achieve enhanced safety and mobility while reducing the environmental impact of transportation." Because ITS technology is rapidly evolving, the LAPC must maintain coordination with its federal and state agency partners. This coordination ensures that the metropolitan transportation planning process is consistent with the development of applicable regional ITS architectures. In March 2019, the LAPC approved Resolution 02-2019 recognizing the Minnesota Department of Transportation Statewide Regional ITS Architecture as the regional ITS architecture that governs all ITS improvements within the LAPC metropolitan transportation planning area.

Coordinated Public Transit-Human Services Transportation Plan

The FAST Act requires that grantees under several federal transportation programs including the 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program are required to meet certain planning requirements in order to receive funding. The act requires that projects selected for funding under the various programs be "derived from a locally developed, coordinated public transit-human services transportation plan" and that the plan be developed through a process that includes representatives of public, private, and non-profit transportation and human services providers and participation by members of the public.

In Wisconsin, the development of the Coordinated Public Transit-Human Services Transportation Plan is led by the regional planning commissions, not the MPOs. The *La Crosse County Coordinated Public Transit-Human Services Transportation Plan 2019-2023* was coordinated by the Mississippi River Regional Planning Commission during a one-day session in July 2018 that included participation by La Crosse County and LAPC staff.

Metropolitan Transportation Plan (MTP)

2015 Metropolitan Transportation Plan: *Coulee Vision 2040*

Coulee Vision 2040 (CV 2040) has been the MTP for the LAPC since its approval on September 16, 2015. Its vision, goals, and land use plan were generated out of an extensive public input process and access to then timely data (i.e. 2010 Decennial Census data; 2010-2040 population, household, and employment projections; 2010-2011 6-inch aerial photography). CV 2040 laid the groundwork for this update.

2020 Metropolitan Transportation Plan: *Beyond Coulee Vision 2040*

Beyond Coulee Vision 2040 (BCV 2040) is the 2020 MTP and update to CV 2040, the 2015 MTP. It moves *beyond* CV 2040 by introducing a systems performance report that evaluates the condition and performance of the transportation system with respect to adopted state targets and local tracking measures. This update is considered an *interim* update mainly because the groundwork was laid during the CV 2040 public process when:

1. The land use and transportation goals and guiding principles were developed and
2. The LAPC regional travel model was updated to inform the *Coulee Region Transportation Study*.

The 2020 MTP is also more than an interim update in that it incorporates more recent estimate data from the American Community Survey to describe regional demographic and economic trends, a systems performance report, and the results from studies of infrastructure vulnerability, bicycle and pedestrian safety, and impacts of projects on the environment and vulnerable populations.

The content of the 2020 MTP includes the:

- ⇨ Background, scope, and purpose for the plan update (chapter 1);
- ⇨ Public process to include activities that have taken place since the approval of *Coulee Vision 2040* as well as the vision and goals carried forward (chapter 2);
- ⇨ Status of local comprehensive plans and how their land use and transportation goals and objectives align with those of the metropolitan transportation plan (chapter 2);
- ⇨ Population and economic trends in the planning area (chapter 3);
- ⇨ Existing transport systems and services available to move people and freight (chapter 4);
- ⇨ Performance of the transport systems as related to 24 federal performance measures and additional local tracking measures (chapter 5);

- Impact of the transportation improvement program and metropolitan transportation plan on meeting adopted state targets (chapter 5);
- Action strategies for and implementation challenges of project, planning, and policy recommendations (chapter 6);
- Potential impacts of our transportation improvement program and metropolitan transportation plan on environmental resources and protected groups (chapter 7);
- Financial plan that reports the estimated funds anticipated to be available to support implementing the MTP (chapter 8); and,
- Next steps and future considerations for the 2025 metropolitan transportation plan (chapter 9).

The appendices provide supplemental information and additional documentation supporting the metropolitan transportation planning process and approval of the MTP.

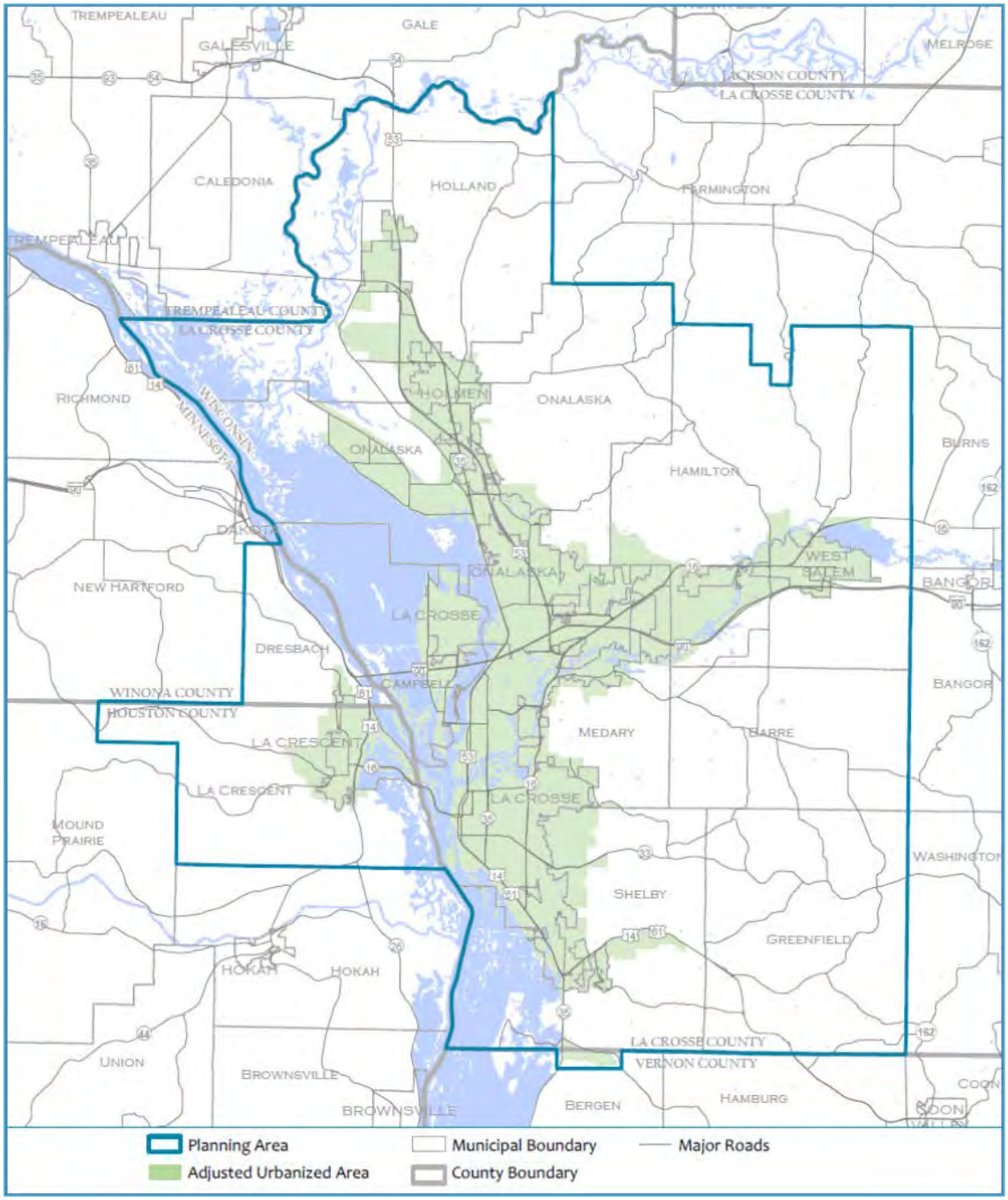

Figure 1: LAPC planning area and Census-designated urbanized area.

Chapter 2: Plan Process & Development

Coulee Vision 2040

Coulee Vision 2040 was the culmination of two planning efforts that began in 2012: 1) *Coulee Vision 2050*, whose purpose was to create a long-range vision for transportation and land use in the region; and 2) *Coulee Vision 2050 Implementation Plan*, whose process focused on four main implementation tasks, not the least of which was facilitating intermunicipal boundary agreements between our member communities.

Because CV 2040 was generated from an intensive public input process that included a broad range of public outreach to the general public, modal interests, local communities, and the LAPC, the vision and the goals and guiding principles are adopted into *Beyond Coulee Vision 2040*, the 2020 MTP update to CV 2040. The vision and the goals and guiding principles are copied below.

Coulee Vision 2050 Vision, Goals, and Guiding Principles

Vision Statement

As reported in *Coulee Vision 2050*—the long-range vision for the improvement of transportation systems in the La Crosse-La Crescent region—the intention of the vision is to help inform future planning efforts by the LAPC and individual communities within the region. It attempts to anticipate the needs and wants of area residents in the future so that local communities can align long-term land use and transportation decisions with those interests.

The vision statement summarizes the overall *Coulee Vision 2050* process and establishes the foundation for how the region will grow over the next 40 years:

> "Coulee Vision 2050 *is a long-range vision for the improvement of transportation systems in the La Crosse-La Crescent region. The region's towns, villages, and cities each recognize the vital link between land use decisions and transportation outcomes and will collaborate with each other over the coming decades to encourage infill development, limit urban sprawl, and increase mobility options for all users across the region. By incorporating the guiding principles of* Coulee Vision 2050 *into local plans and policies, and through sustained, proactive local leadership, our communities will improve quality of life for all residents, strengthen the region's economic competitiveness, and preserve the unique coulee landscape."*

Goals and Guiding Principles

The purpose of the guiding principles is to lay the foundation for encouraging development in an efficient manner. They are intended to be used by local, county, and state agencies to shape future policy, land use, infrastructure and transportation decisions throughout the region.

Land Use

- Housing and neighborhoods in the City of La Crosse will attract new investment and more residents, especially through renovation and enhancement of existing housing stock.
- Senior housing options will continue to expand, and new housing intended for residents who remain mobile and active should be located within a 10-minute walk of retail and services.
- New housing will continue to include a range of housing types and lot sizes, including a priority on single family lots smaller than 1/2-acre.
- The region places a high priority on infill development to enhance the utilization of existing urban infrastructure and enhance the concentration of uses so that more residents are within a 10-minute walk of their daily retail needs.
- New buildings and development areas will often include a mix of uses.
- Towns, villages and cities will pursue and approve boundary agreements that allow some growth in unincorporated areas.

Transportation

- New roads for the primary purpose of facilitating regional commuter traffic will generally be avoided – community preference is for expansion of existing roads and transit enhancements instead.
- Road projects will be designed to improve the safety and mobility of all users, with emphasis placed on maintaining neighborhood connections and cohesiveness.
- The region will have a flexible and fully interconnected grid of streets and highways.
- A Regional Transportation Authority (RTA) will be created to fund and maintain transportation systems.
- Transit use will increase among all age groups.
- Fixed-route regional transit, such as Bus Rapid Transit, should be actively studied and pursued. Routes should be identified and necessary right-of-way protected (or gradually acquired) until implementation becomes feasible.

- Intelligent transportation systems and mass data gathering technologies will be utilized to the extent practicable to improve the safety and mobility of our transportation networks.
- Growth will be accommodated without a significant increase in congestion through the use of many strategies, including road and highway improvements, traffic signal timing improvements, new/enhanced transit services, enhanced and expanded bike and pedestrian facilities, scheduling adjustments by major employers, and other approaches.
- Truck routes in the region will be efficient and clearly identified, especially including those through the City of La Crosse.
- Mississippi River locks and dams will be upgraded to accommodate modern shipping requirements.
- Interstate passenger rail service to Minneapolis and Milwaukee/Chicago will increase in frequency and reliability.
- Public and private landowners will reduce their subsidy of automobile use through a mix of strategies.
- Bike and pedestrian facilities will be present everywhere.

Coulee Region Transportation Study

One of the requirements for the development and content of the metropolitan transportation plan is to identify "operational and management strategies to improve the performance of the existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods."

In 2014, the *Coulee Region Transportation Study* (CRTS)—a Planning and Environment Linkages (PEL) study—was initiated by the Wisconsin Department of Transportation (WisDOT) to re-study and streamline previous attempts to address mobility issues in the La Crosse area. Its purpose was to identify strategies that addressed safety, infrastructure deterioration, congestion, multimodal deficiencies, and the environment, and to support economic development and livability in the Coulee Region. The CRTS was to be the informative phase of the larger transportation improvement program projects 243-06-012 and 243-06-013.

The PEL public process began in January 2015 with an overview of the process presented to the LAPC Technical Advisory Committee (TAC) and Policy Board and continued with technical advisory group meetings and public involvement meetings over the course of the year. The timeline for the study involved data collection, analysis of existing and future conditions, development of broad strategies, and public information meetings in the spring

of 2015; evaluation of strategies during the summer and a public information meeting in September (CV 2040 was approved on September 15); refinement of strategies and a public information meeting by November; and a final report to be completed that winter. The goal was to have the results of the CRTS inform the update of the MTP, but the study had only just gotten underway and was not able to inform the 2015 MTP before its approval.

Although a final report has yet to be made available, additional study reports, summaries of and comments from the public outreach activities, and descriptions of the strategies and strategy packages have since been made available and can be found on the Coulee Region Transportation Study website.

Beyond Coulee Vision 2040

Beyond Coulee Vision 2040 (BCV 2040) continues where CV 2040 left off by incorporating the results of the activities that began during the CV 2040 process and are active yet today. The two main activities that impacted both CV 2040 and BCV 2040 are the intermunicipal boundary agreements and the CRTS. Other state and local plans and efforts have informed the BCV 2040 process also and are referenced where appropriate.

Intermunicipal Boundary Agreements

One of the action steps in CV 2040 is to "facilitate/support adoption of boundary agreements among member jurisdictions." Immediately after approval of CV 2040 in the fall of 2015, LAPC staff initiated a project to develop agreements between some of the incorporated municipalities and their neighboring towns. The overarching goal for developing the agreements was to define where annexations and their associated development activities would occur. This would not only help communities plan for municipal services but would also help support other planning efforts like identifying the appropriate transportation demand management (TDM) strategies to employ locally.

The project involved facilitating boundary discussions for La Crescent (city)/La Crescent (township), La Crosse (city)/Shelby (town), and Onalaska (city)/Medary (town). The facilitation of discussions between Onalaska and Medary was eventually led by Onalaska.

Agreements for Holmen (village)/Holland (town), Holmen/Onalaska (city), and Holmen/Onalaska (city)/Onalaska (town) occurred independently. Several meetings were held between the city and township of La Crescent but they were unable to reach an agreement that was satisfactory to both. To date the only agreements that have been finalized are for Holmen/Onalaska (city) (2015), Holmen/Onalaska (city)/Onalaska (town) (2016), and Holmen/Holland (2017). Discussions between La Crosse and Shelby began in 2016 and are still ongoing.

The town of Campbell and the city of La Crosse entered into a boundary agreement in 2004 after Campbell tried to incorporate. This agreement will terminate on January 1, 2025.

Coulee Region Transportation Study Continues

As the CRTS continued, 18 strategy packages were developed and then whittled down to 8 and then 6. The final six strategy packages combined expansion strategies with policy-based strategy "H,"[1] which was one of the eight standalone strategies before further refinement reduced the strategies to six. (Appendix A describes the refined strategies and the strategy packages determined to move forward in the Study.)

On March 16, 2016, a resolution supporting advancing the six strategies of the CRTS for further study was presented to and rejected by the LAPC Policy Board. The resolution was amended and subsequently approved by the Policy Board to include strategy "H" as a standalone strategy in the list of strategy packages to go forward for further study. WisDOT's response to the resolution was that strategy "H" did not satisfy the goals of the CRTS and would not be going forward as a standalone strategy. WisDOT requested that the Policy Board meet to discuss transportation demand management (TDM), transportation system management and operations (TSMO), and other activities that would move "H" forward. (See *Regional Mobility Framework Workshop* below.) Meanwhile, WisDOT suspended its next steps in the Study process.

With four years having passed and no local support forthcoming, WisDOT is now planning to update the traffic data, safety analysis, highway capacity, and infrastructure condition from the Study process in fall/winter 2020-2021 to aid in its next steps. The impact of COVID-19 on traffic volumes, however, has challenged the ability to obtain representative data.

Transportation Demand Management Discussions

Regional Mobility Framework Workshops

Workshops to identify TDM strategies to move strategy "H" forward began with the TAC in October 2016 and ended with the Policy Board in November 2016. The Policy Board decided to pursue land use and policy, parking, and transit strategies for implementation in 2017.

Facilitated TDM Discussions

Facilitated discussions with the LAPC Policy Board occurred in February, March, and April of 2017. The goal was to identify actions that each community could commit to work on to

[1] This strategy looks at utilizing improved bike, pedestrian and transit facilities and implementing better Travel Demand Management (TDM), Transportation System Management & Operations (TSMO) and policy/legislation to avoid the expansion or creation of roadways.

achieve the goals of CV 2040 and to encourage growth patterns that support TDM. Policy Board members reported on land use and development, parking, and transit policies and actions they were currently engaged in and those they could engage in within the next two years. Information obtained during the facilitated sessions was summarized (Appendix B) and presented to the Policy Board at its May 2017 and July 2017 meetings.

Other Considerations in Plan Development

State and Transit Agency Plans

As required by 23 CFR 450.324, the metropolitan transportation plan (MTP) should integrate the priorities, goals, countermeasures, strategies, or projects for the planning area that are contained in the Highway Safety Improvement Program, including the Strategic Highway Safety Plan, and the Public Transportation Agency Safety Plan (PTASP).

The CFR requires public transit agencies to have their PTASPs approved by July 20, 2020; however, the impacts of the COVID19 pandemic on all aspects of doing business have resulted in the Federal Transit Administration delaying enforcement of the deadline to December 31, 2020.[2]

The La Crosse Municipal Transit Utility (MTU) participated in a workgroup organized by the WisDOT to develop a draft plan template that will be personalized by each agency to reflect their own goals and performance targets. Each agency will use the template to develop its own plan and submit it to WisDOT for certification.

The first opportunity to incorporate the PTASP will likely be during an amendment of the 2021-2024 Transportation Improvement Program (TIP) in the beginning of 2021.

The MTP may also incorporate or reference applicable emergency relief and disaster preparedness plans and strategies and policies that support homeland security, as appropriate.

The agency plans reviewed for the 2020 MTP include but are not limited to the:

- Draft *La Crosse Municipal Transit Utility Public Transportation Agency Safety Plan*, July 2020.
- *Draft Minnesota Strategic Highway Safety Plan 2020-2024*, February 2020
- *District 6 10-Year Capital Highway Investment Plan (2020-2029)*, November 2019
- *10-Year Capital Highway Investment Plan 2020-2029*, October 2019

[2] As posted on the Federal Transit Administration website: "In light of the extraordinary operational challenges presented by the COVID-19 public health emergency, FTA issued a Notice of Enforcement Discretion effectively extending the PTASP compliance deadline from July 20, 2020 to December 31, 2020."

- Wisconsin Department of Transportation *2020-2029 TAMP Transportation Asset Management Plan*, September 3, 2019
- MnDOT Transportation Asset Management Plan, September 2019
- Wisconsin Department of Transportation *Transit Asset Management Plan*, October 2018 (not published online)
- *Wisconsin State Freight Plan*, April 2018
- *Minnesota Statewide Freight System and Investment Plan*, January 2018
- *Wisconsin Strategic Highway Safety Plan 2017-2020*, November 2017
- *Greater Minnesota Transit Investment Plan*, March 2017
- *Minnesota Statewide Multimodal Transportation Plan*, January 2017
- *Minnesota State Highway Investment Plan: 2018-2037*, January 2017
- *Minnesota Statewide Bicycle System Plan*, August 2016
- *Minnesota State Rail Plan*, March 2015
- *Minnesota Statewide Ports & Waterways Plan*, September 2014
- *Minnesota State Aviation System Plan*, 2012

Survey of Local Comprehensive Plans

LAPC staff conducted an analysis of the transportation and land use goals identified in the local comprehensive plans of LAPC planning area communities and compared them to those adopted by the LAPC policy Board in its approval of *Coulee Vision 2040* (CV2040)—the metropolitan transportation plan (MTP) for the region.

Although the review identified many local transportation and land uses goals inconsistent with those approved in CV2040 (most of the comprehensive plans were approved prior to CV2040), several of the communities are planning updates, which will provide an opportunity for cooperative development of a framework for incorporating community goals into the MTP process.

The plan process for the 2025 MTP update will include a review and update of its goals and guiding principles to consider both the urbanized area and the less densely developed rural and lightly urbanizing (i.e. town centers) areas of the planning area.

A detailed summary of the analysis can be found in Appendix C.

Local Plans and Studies

Additional local plans and studies helped inform this MTP update, including several that were completed by LAPC staff:

- *Natural and Cultural Resource Inventory: A Supplement to Beyond Coulee Vision 2040*, May 2020.
- *Weathering Climate Change: A Vulnerability Assessment of Road, Bridge, and Rail Infrastructure*, December 2018.
- *South Ave Multimodal Assessment*, February 2018.
- *Bicycle and Pedestrian Safety Study*, May 2017.
- *Grand River Transit Service Enhancement & Policy Plan*, May 2015.
- *La Crosse Transportation Vision*, February 2015.

Consultation

In compliance with federal requirements, LAPC staff consulted with State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation. Staff compared the MTP with State conservation plans and maps and with the most recent inventories of natural, agricultural, cultural, recreational, and historic resources. The following resource and oversight agencies were contacted to review MTP projects mapped against the inventoried resources:

- U.S. Fish and Wildlife Service
- U.S. Army Corps of Engineers
- U.S. Department of Agriculture
- Minnesota State Historic Preservation Office
- Wisconsin State Historical Society
- Ho-Chunk Nation
- Minnesota and Wisconsin Departments of Natural Resources
- National Parks Service
- Wisconsin Department of Agriculture, Trade, and Consumer Protection
- U.S. Environmental Protection Agency
- Local historic preservation organizations

The consultation process and substantive comments received are documented in Appendix E.

Chapter 3: Population and Economic Trends

This chapter discusses population and economic trends in the planning area and how they may impact transportation now and in the future.

Population Trends

Total Population

A comparison of total population over time can help identify areas of growth that when considered alongside existing and planned infrastructure may need to be flagged for future improvements. The type of improvements decided upon will depend on the make-up of the population and the goals and objectives of the community.

Table 1 compares the total population count from the 2010 Decennial Census and the total population estimates from the 2013-2017 American Community Survey (ACS). Because the ACS data are estimates calculated from survey data, the data are described with margins of error (MOEs) to help establish validity in the estimate. The geographies whose percent change in population are statistically significant are identified by an asterisk.

Although smaller in total population, Minnesota continues its trend of growing at a greater percentage than Wisconsin. In contrast, population within the planning area counties favor the Wisconsin side, with La Crosse County growing more than Wisconsin (but less than Minnesota) and Houston and Winona Counties in Minnesota losing population. La Crosse County population is projected by the Wisconsin Department of Administration (DOA) to grow by 15% by 2040—slightly more than what is projected for Wisconsin (14.1%).[3]

For the planning area communities, all but Barre, Greenfield, Medary, and Dresbach experienced significant change in population. As was the case in CV 2040, the village of Holmen is again proving to be the growth community in the planning area, with a 7.64% +/- 0.3% change in population. The city of La Crescent experienced a significant percent increase (4.47% +/-0.52%), but more due to annexations from La Crescent township, which experienced a significant percent decrease (-22.82% +/-6.73%).

Despite a slowing of overall population growth in the planning area from 2010 to 2017 (2.36% +/-0.31%) compared to the growth experienced between 2000 and 2010 (7.5%), the significant localized growth in Holmen demands that planning for improved transportation options and services is necessary to maintain Holmen's access to jobs, retail, and recreation within the region.

[3] *Wisconsin's Future Population: Projections for the State, Its Counties and Municipalities, 2010-2040*; UW-Madison Applied Population Laboratory, December 2013.

Table 1: Comparison of 2010 Decennial Census Total Population and 2013-2017 American Community Survey Population Estimates

Geography	Population			% Change 2010 to 2013-2017	
	2010	2013-2017 Estimate	2013-2017 MOE[1]	Estimate	MOE
Wisconsin ^	5,686,986	5,763,217	***	1.34%	***
La Crosse County ^	114,638	117,582	***	2.57%	***
Barre (T)	1,234	1,288	172	4.38%	14.55%
Campbell (T) *	4,314	4,370	30	1.30%	0.70%
Greenfield (T)	2,060	2,087	178	1.31%	8.75%
Hamilton (T) *	2,436	2,510	44	3.04%	1.86%
Holland (T) *	3,701	3,804	21	2.78%	0.58%
Holmen (V) *	9,005	9,693	25	7.64%	0.3%
La Crosse (C) *	51,320	51,928	39	1.18%	0.08%
Medary (T)	1,461	1,589	142	8.76%	10.57%
Onalaska (C) *	17,736	18,452	30	4.04%	0.18%
Onalaska (T) *	5,623	5,690	34	1.19%	0.61%
Shelby (T) *	4,715	4,847	40	2.80%	0.87%
West Salem (V) *	4,799	5,006	23	4.31%	0.5%
Minnesota ^	5,303,925	5,490,726	***	3.52%	***
Winona County ^	51,461	50,992	***	-0.91%	***
Dresbach (T)	456	425	105	-6.80%	21.46%
Houston County ^	19,027	18,709	***	-1.67%	***
La Crescent (C) *	4,830	5,046	24	4.47%	0.52%
La Crescent (T) *	1,446	1,116	126	-22.82%	6.73%
Planning Area[2] *	115,136	117,851	344	2.36%	0.31%

[1]Margin of error.

[2]The planning area is comprised of the communities listed in the table. In 2013 the planning area expanded with the expansion of the urbanized area to include a small portion of the Town of Bergen in Vernon County that added an estimated 273 people to the population of the planning area. The Bergen population is not included in the values for the planning area reported above.

^Geographies whose estimates are controlled. Because a statistical test for sampling variability is not appropriate, a margin of error is not indicated for the percent change.

*Geographies experiencing a statistically significant difference between the two data sets.

Sources: U.S. Census Bureau, 2010 Decennial Census Summary File 1 Total Population and Table B01003 Total Population, 2013-2017 American Community Survey 5-Year Estimates.

Projections developed by the DOA show that the village of Holmen and the town of Holland will experience the greatest projected growth in population from 2010-2040. In 2009 Holmen created a tax incremental district (TID) encompassing 985 acres of developable land that included land annexed from Holland. In 2017, Holmen and Holland entered into a

boundary agreement that explicitly identifies areas of development and annexation within the two communities.

Growth in the city of La Crosse is projected to be low—only 1.0% from 2010-2040—with the largest growth spurt (2.4%) projected to be occurring now. La Crosse is projected to lose population between 2020 and 2040. The towns of Campbell and Shelby are also projected to lose population.

Table 2: 2010-2040 Population Projections for Communities Entirely[1] in the LAPC Planning Area

Planning Area Community	2010 Census	2020 Projection	2040 Projection	% Change 2010-2020	% Change 2010-2040	% Change 2020-2040
Barre (T)	1,234	1,340	1,535	8.6%	24.4%	14.6%
Campbell (T)	4,314	4,395	4,315	1.9%	0.0%	-1.8%
Dresbach (T), MN[2]	456	NA	NA	-------	-------	-------
Greenfield (T)	2,060	2,290	2,715	11.2%	31.8%	18.6%
Hamilton (T)	2,436	2,655	3,065	9.0%	25.8%	15.4%
Holland (T)	3,701	4,355	5,500	17.7%	48.6%	26.3%
Holmen (V)	9,005	10,560	13,400	17.3%	48.8%	26.9%
La Crescent (C), MN[2]	4,830	NA	NA	-------	-------	-------
La Crescent (T), MN[2]	1,446	NA	NA	-------	-------	-------
La Crosse (C)	51,320	52,550	51,850	2.4%	1.0%	-1.3%
Medary (T)	1,461	1,545	1,630	5.7%	11.6%	5.5%
Onalaska (C)	17,736	19,860	23,570	12.0%	32.9%	18.7%
Onalaska (T)	5,623	5,990	6,485	6.5%	15.3%	8.3%
Shelby (T)	4,715	4,770	4,665	1.2%	-1.1%	-2.2%
West Salem (V)	4,799	5,225	5,790	8.9%	20.7%	10.8%
Planning Area	115,136	115,535[3]	124,520[3]	6.6%[3]	14.9%[3]	7.8%[3]

[1]Because only the tiniest bit of the town of Bergen is in the planning area, it is intentionally omitted.
[2]The Minnesota State Demographic Center does not produce population or household projections for cities or townships. "NA" is "Not Available."
[3]Excludes the Minnesota communities in the planning area. The 2010 population total sans the Minnesota communities (108,404) is used to calculate the change from 2010 to 2020 and from 2010 to 2040.
Source for Wisconsin data: Demographic Services Center, Wisconsin Department of Administration; based on the geographic boundaries as of October 2013.

Figure 2 shows population growth from 2010-2040 for the municipalities in the planning area whose population has been projected. Because the portion of the town of Bergen that is in the planning area is so small compared to the whole of the town, it was intentionally excluded to avoid misrepresenting the amount of growth in the planning area portion of that community.

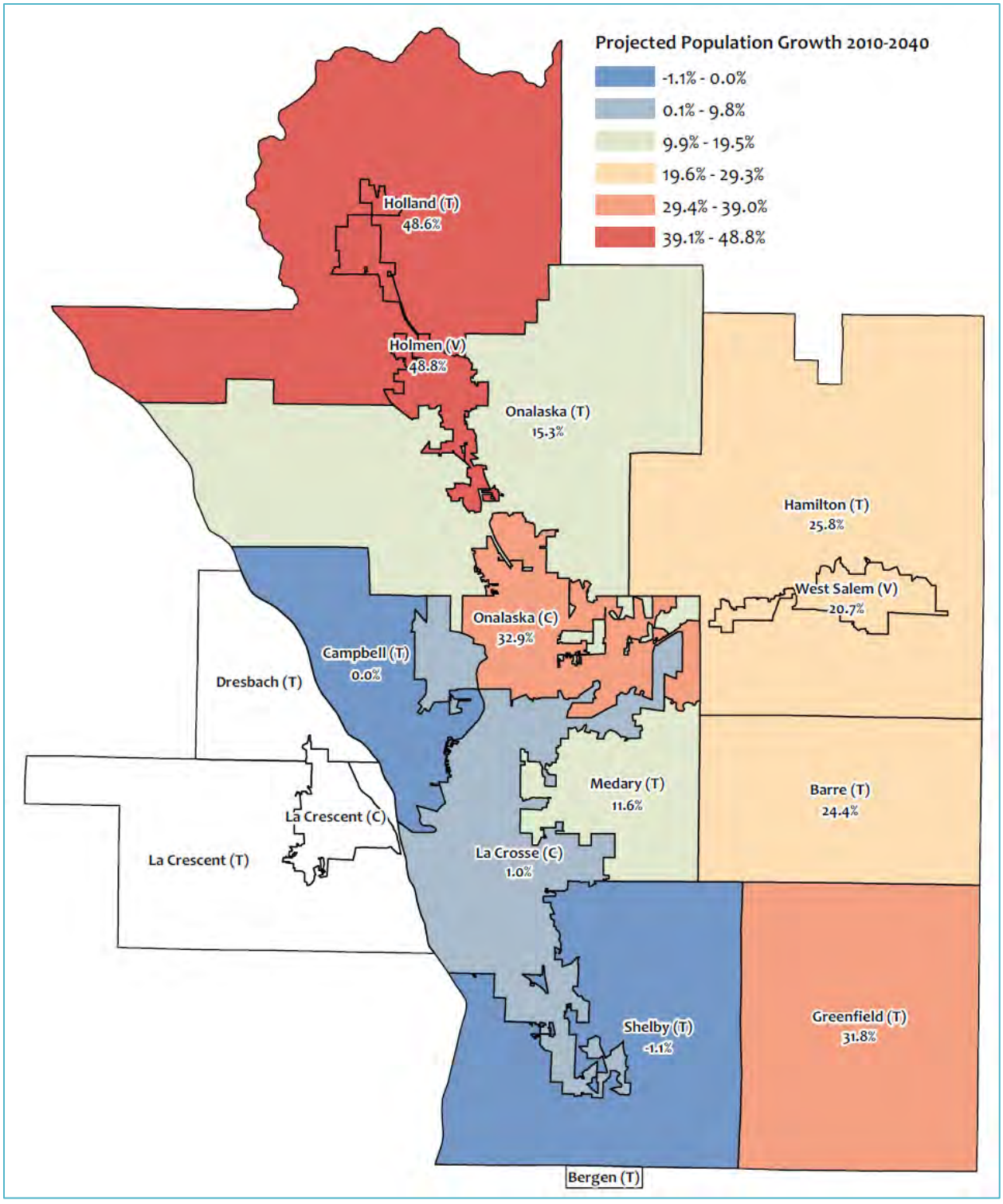

Figure 2: Projected population growth 2010-2040 in the LAPC planning area. *Data source:* Demographic Services Center, Wisconsin Department of Administration; projection data for Minnesota communities is not available; categorization of growth in Bergen is intentionally omitted.

Population by Age

Table 3 provides the 2010 population count, the 2040 population projection, and the percent change of population by age for La Crosse County[4] as aggregated by groups of interest from which we can make assumptions about travel habits and needs.[5]

Children under 15 are projected to increase by 18% by 2040, while high school and college-age persons are projected to increase by only a little over 3%. The significance in the increase in Elementary/Middle Schoolers lies with the prevalence of parents as revealed in local Safe Routes to School surveys driving their children to school even in walkable and bikeable neighborhoods. The need to improve the infrastructure for the safety of (real and perceived) non-motorized travelers cannot be overstated if we are to convince parents to let their children walk, bike, and take transit to school, thus alleviating the congestion and threats to safety around schools from children being dropped off.

Other significant changes include a drop of more than 12% as part of the Empty-Nester Workforce (age 45-64) enters the Retirees age group (age 65 and older) —a group that more than doubles by 2040.

According to the WISPIRG Foundation in its *Millennials*[6] *on the Move* report (February 2019), economic considerations (i.e. student loan debt, cost of owning and maintaining a vehicle), new technologies and services linked to smartphone apps, and the convenience of taking transit, walking, and biking make Millennials less car-focused than previous generations. The report asserts that young people want to live in communities with urban characteristics and amenities and that they "gravitate towards more walkable, bikeable, and transit-friendly places." The Millennials in 2040 will be part of the Family-focused Workforce (age 25-44), however, and may gravitate more toward larger homes on larger lots that are typically found in auto-oriented suburbs.

Baby Boomers[7] and older generations made up the Retirees age group in 2010. By 2040, the Retirees group will gain over 15,000 people—all Baby Boomers and Gen Xers[8] who spend the most time shopping online.[9] But, "Retirees" may be a bit of a misnomer for this group as

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[4] Because projections by age are not done at the county subdivision level, only La Crosse County is represented as it contains most of the planning area (12 of 15 communities).

[5] The names of the age groups are generalizations based on a population of interest that falls within the age range. The ranges presented are limited by the ranges provided by the Demographic Services Center, Wisconsin Department of Administration.

[6] Millennials are defined as being born during the years 1981-1996. They were aged 14-29 in 2010 and will be aged 44-59 in 2040.

[7] Baby boomers are defined as being born during the years 1946-1964. They were aged 46-64 in 2010 and will be aged 76-94 in 2040.

[8] Generation X or Gen Xers are defined as being born during the years 1965-1980. They were aged 30-45 in 2010 and will be aged 60-75 in 2040.

[9] *Generation X – not millennials – is changing the nature of work*, Stephanie Neal and Richard Wellins, www.cnbc.com.

trends are showing that with increased health and longevity, people of retirement age are continuing to work. According to an analysis by The Liscio Report of Labor Department data, Americans 55 and older made up about half of all employment gains in 2018.[10] If this trend continues, we are likely to have more seniors driving and/or needing alternative transportation to work.

Table 3: Actual and Projected Population by Age for La Crosse County

Age Group[1]	Population			Percent Change		
	2010 Count	2020 Projected	2040 Projected	2010-2020	2020-2040	2010-2040
Pre-schoolers (under 5)	6,748	7,110	7,940	5.4%	11.7%	17.7%
Elementary/middle-schoolers (5-14)	13,378	14,640	15,810	9.4%	8.0%	18.2%
High schoolers (15-19)	9,547	9,300	9,840	-2.6%	5.8%	3.1%
Collegians (20-24)	12,626	12,240	13,060	-3.1%	6.7%	3.4%
Family-focused Workforce (25-44)	27,813	28,090	28,170	1.0%	0.3%	1.3%
Empty-nester Workforce (45-64)	29,325	28,550	25,690	-2.6%	-10.0%	-12.4%
Retirees (65 and older)	15,201	22,170	30,990	45.8%	39.8%	103.9%

[1]The names of the age groups are generalizations based on a population of interest that falls within the age range. The ranges presented are limited by the ranges provided by the data source.
Source: Demographic Services Center, Wisconsin Department of Administration.

Adult Student Population

College and university students are a special population of interest in the La Crosse area because of three schools of higher education—all with substantial student populations that impact housing and transportation in the city of La Crosse.

Despite total enrollment dropping 7.0% from 2010 to 2017, much of the large-scale building construction in the city of La Crosse has involved construction of new residence halls, on-campus parking ramps, and apartment buildings for off-campus student housing. The housing, however, serves to fill an existing gap in student housing as well as providing an alternative to substandard rentals often marketed to students.

However, as our institutions move toward providing options for distance education, the demand for housing and parking should level off and even possibly decline. For example, in the fall of 2017, over 33% of graduate students at the University of Wisconsin-La Crosse were enrolled in only distance education and another 8% were enrolled in some distance education. But, until the range of degree programs offered online is expanded (UWL

[10] *Older workers are driving job growth as boomers remain in workforce longer*, Paul Davidson, USA Today, January 9, 2019.

currently has six), the projected increase in collegians (college-age cohort) from 2020-2040 will likely require additional housing, especially if new housing is "replacement" housing as discussed above. In addition, better alternative transportation connections between the neighborhoods and campuses as well as modifications to parking policies will be needed if parking demand is to be moderated.

Table 4: Total Enrollment for La Crosse Colleges and Universities

Institution	2010	2011	2012	2013	2014	2015	2016	2017	Change '10-'17
Viterbo University[1]	3,238	3,092	2,830	2,762	2,804	2,756	2,699	2,796	-13.65%
WTC[2]	5,392	5,122	4,798	4,572	4,130	4,044	4,272	4,108	-23.81%
UW-La Crosse[3]	10,135	10,284	10,385	10,520	10,669	10,490	10,637	10,548	4.07%
Total	18,765	18,498	18,013	17,854	17,603	17,290	17,608	17,452	-7.00%

[1]Viterbo University is a private institution that offers undergraduate and graduate degrees.
[2]Western Technical College is a public institution that offers associate degrees, technical diplomas, and certificates.
[3]The University of Wisconsin-La Crosse is a public institution that offers undergraduate and graduate degrees.
Source: Integrated Postsecondary Education Data System (IPEDS), National Center for Education Statistics, https://nces.ed.gov/ipeds/use-the-data.

Households

The U.S. Census defines a household as "all of the people who occupy a housing unit" regardless of the size or type of housing unit (i.e. house, apartment, single room). Households are categorized as family households (related occupants) and nonfamily households (unrelated occupants), which are likewise categorized by the gender of the householder and the number of persons (one or two-or-more) living in the household.

Nonfamily households of two-or-more persons is of interest because communities with schools of higher education like the city of La Crosse tend to have significantly higher proportions of this demographic than do other communities because students are rooming together in off-campus rental housing.[11]

Figure 3 illustrates the impact adult students have on household type in La Crosse. Over 38% of all households in La Crosse in 2010[12] were nonfamily households and 21.0% of the households were nonfamily households with two-or-more people. The next highest proportion of nonfamily households is in Campbell, where 20.6% of the households are nonfamily and only 8.0% are nonfamily with two-or-more persons.

[11] On-campus dormitories are considered group quarters by the U.S. Census and are not included in the household variables.
[12] The 2010 Decennial Census provides the most recent data available for Household Type for the Population in Households.

Household projections such as those illustrated in Table 5 are used as one of several transportation modeling inputs to estimate future travel demand; however, off-campus apartment complexes present special challenges to travel demand modeling. In practice, each occupied housing unit is counted as one household, but the reality is each housing unit can be made up of as many as five unrelated persons[13] each behaving quite independently.

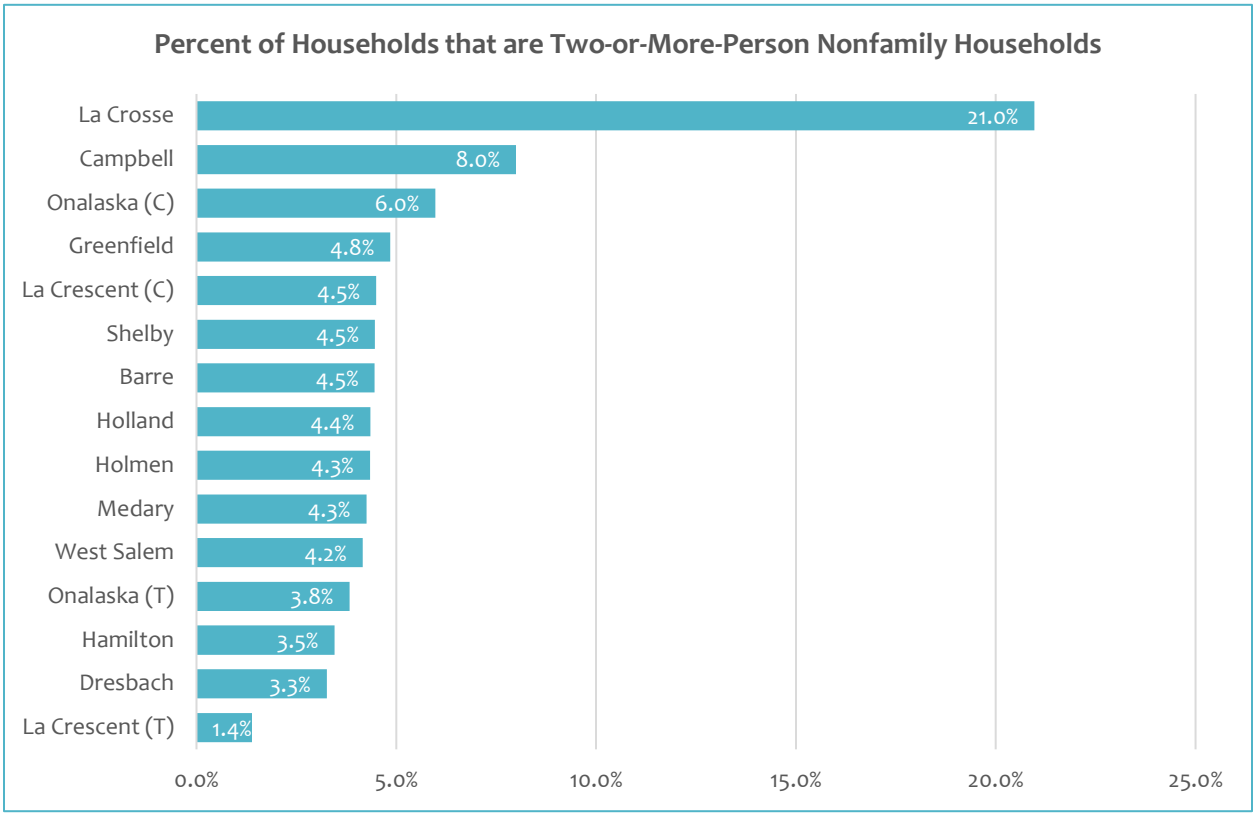

Figure 3: Percent of households that are two-or-more-person nonfamily households. *Source:* P30 Household type for the population in households, 2010 U.S. Census Bureau.

Table 5 shows the household projections out to 2040 for the Wisconsin communities in the planning area (projections are not available for Minnesota communities). All but Campbell, La Crosse, and Shelby are projected to have rather significant increases in households, with Holmen and Holland expecting household growth over 56%.

[13] Chapter 115 Zoning of the La Crosse Municipal Code of Ordinances allows up to five unrelated persons per rental dwelling unit in the R-3, R-4, and R-5 zoning districts.

Table 5: 2010-2040 Household Projections for Communities Entirely[1] in the LAPC Planning Area

Planning Area Community	2010 Census	2020 Projection	2040 Projection	% Change 2010-2020	% Change 2010-2040	% Change 2020-2040
Barre (T)	449	501	589	11.6%	31.2%	17.6%
Campbell (T)	1,925	2,014	2,030	4.6%	5.5%	0.8%
Dresbach (T), MN[2]	174	NA	NA	-------	-------	-------
Greenfield (T)	727	830	1,001	14.2%	37.7%	20.6%
Hamilton (T)	842	943	1,117	12.0%	32.7%	18.5%
Holland (T)	1,302	1,574	2,041	20.9%	56.8%	29.7%
Holmen (V)	3,400	4,095	5,334	20.4%	56.9%	30.3%
La Crescent (C), MN[2]	2,012	NA	NA	-------	-------	-------
La Crescent (T), MN[2]	540	NA	NA	-------	-------	-------
La Crosse (C)	21,428	22,538	22,298	5.2%	4.1%	-1.1%
Medary (T)	557	605	655	8.6%	17.6%	8.3%
Onalaska (C)	7,331	8,432	10,260	15.0%	40.0%	21.7%
Onalaska (T)	2,035	2,227	2,475	9.4%	21.6%	11.1%
Shelby (T)	1,918	1,993	2,001	3.9%	4.3%	0.4%
West Salem (V)	1,831	2,048	2,300	11.9%	25.6%	12.3%
Planning Area	39,873	40,211[3]	52,101[3]	8.2%[3]	40.3%[3]	29.6%[3]

[1]Because only the tiniest bit of the town of Bergen is in the planning area, it is intentionally omitted.
[2]The Minnesota State Demographic Center does not produce population or household projections for cities or townships. "NA" is "Not Available."
[3]Excludes the Minnesota communities in the planning area. The 2010 household total sans the Minnesota communities (37,147) is used to calculate the change from 2010 to 2020 and from 2010 to 2040.
Source for Wisconsin data: Demographic Services Center, Wisconsin Department of Administration; based on the geographic boundaries as of October 2013.

Table 6 compares the change between 2010 and 2040 for population and households. Although the number of persons per household is supposed to decrease by about 5.2% across the board, the change in households for the towns—especially for Campbell and Shelby when population is projected to have no change or be reduced—seems high considering their preference for single-family housing. La Crosse is also likely to have a greater increase in households as it continues to support the construction of multifamily complexes for students and the general public.

Table 6: Comparison of Change between 2010 Counts and 2040 Projections for Population and Households

Community	Percent Change in Population	Percent Change in Households
Barre (T)	24.4	31.2
Campbell (T)	0.0	5.5
Greenfield (T)	31.8	37.7
Hamilton (T)	25.8	32.7
Holland (T)	48.6	56.8
Holmen (V)	48.8	56.9
La Crosse (C)	1.0	4.1
Medary (T)	11.6	17.6
Onalaska (C)	32.9	40.0
Onalaska (T)	15.3	21.6
Shelby (T)	-1.1	4.3
West Salem (V)	20.7	25.6
Planning Area[1]	14.9	40.3

[1]Excludes the Minnesota communities in the planning area because the Minnesota State Demographic Center does not produce population or household projections for cities or townships.
Source: Derived from projections data from the Demographic Services Center, Wisconsin Department of Administration.

Economic Trends

Income Distribution and Poverty

Figure 4 illustrates that household income in the planning area is highest in the towns and lowest in the incorporated communities, except the village of Holmen, whose median income is higher than three of the towns and is 28% higher than the village of West Salem (the next highest incorporated community). The median income for the cities of Onalaska, La Crescent, and La Crosse are less than the median income for their respective states (Wisconsin, $56,759±$213; Minnesota, $65,699±$249), with the city of La Crosse checking in with the lowest median income of all planning area communities.

The town of Hamilton has the highest median income at 119% higher than La Crosse and the city of La Crescent, with the second lowest median income, is still more than 32% higher than La Crosse. The significant number of student households in La Crosse helps contribute to the lower median income in the city.

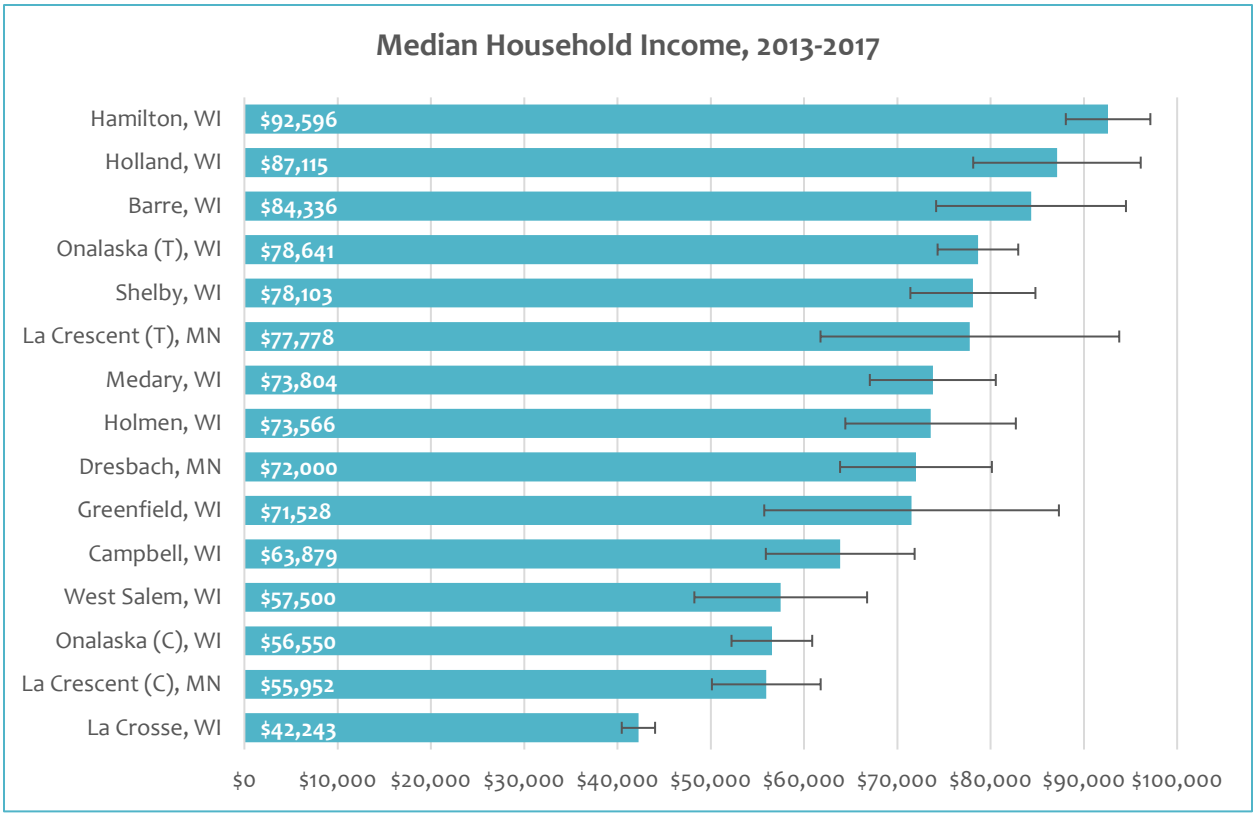

Figure 4: Median household income in planning area communities, 2013-2017. *Source:* B19013 Median household income in the past 12 months (in 2017 inflation-adjusted dollars), U.S. Census Bureau, 2013-2017 American Community Survey 5-year estimates.

As would be expected, the adult student population impacts the poverty numbers as well. About one-quarter of the population in La Crosse lives below the federal poverty line (Figure 5). The city of La Crescent ranks a distant second with a little more than 10% of the population living in poverty. The planning area is estimated to have just over 14% of the population living in poverty—significantly less than the city of La Crosse.

All geographic comparisons with La Crosse are statistically significant, supporting the premise that poverty in the planning area is concentrated in the city of La Crosse.

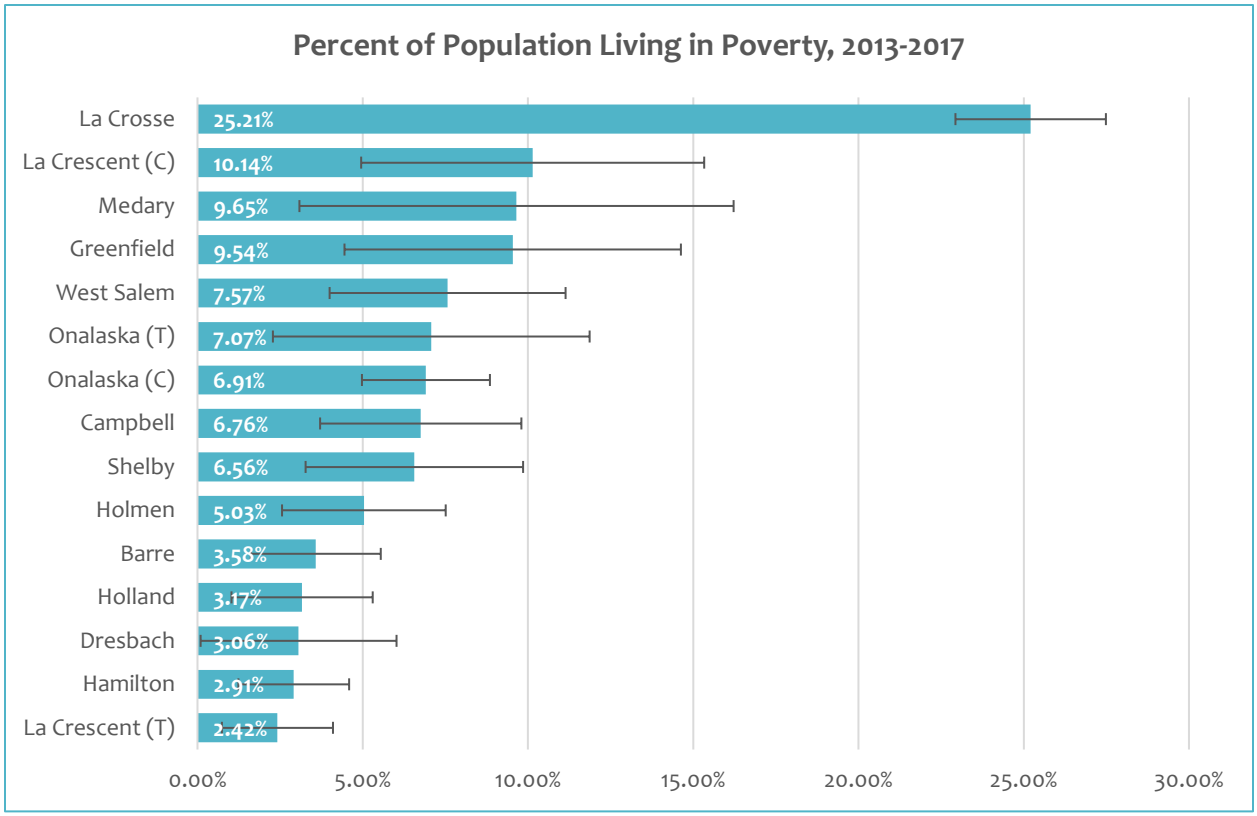

Figure 5: Percent of population in planning area communities living in poverty, 2013-2017. *Source:* C17002 Ratio of income to poverty level in the past 12 months, U.S. Census Bureau, 2013-2017 American Community Survey 5-year estimates.

Employment

Most of the planning area resides in the Western Workforce Development Area (WDA), which includes the Wisconsin counties of Buffalo, Trempealeau, Jackson, La Crosse, Monroe, Juneau, Vernon, and Crawford.

Unemployment (annual, not seasonally adjusted) dropped in the Western WDA over 63% since its peak of 12,443 in 2009 to 4,594 in 2018. La Crosse County—the economic hub of the WDA—experienced a slightly lesser change (down 60%) but maintained a lower unemployment rate (share of the labor market that is jobless) compared to the WDA.

Besides providing unemployment data as discussed above, the Wisconsin Department of Workforce Development (DWD) also projects employment by sector for each WDA in the state. The DWD determined that the Western WDA will lose jobs in the Information and Manufacturing super-sectors from 2016 to 2026, with the greatest percentage change in Information (-11.76%).

The greatest percentage gains will occur in the Professional and Business Services sector (13.17%) and the Financial Activities sector (12.91%). In actual employment, the Education and

Health Services sector will gain the most jobs (3,134) followed by the Trade, Transportation, and Utilities sector (2,849).

Figure 6 shows the 2016-2026 projections for super-sectors in the Western WDA as obtained from a screenshot from the DWD website. Brown circles represent losses in employment and blue circles represent gains. The size of the circle represents the sector's total employment relative to the other sectors and the darker the circle, the greater the percentage change from 2016 to 2026.

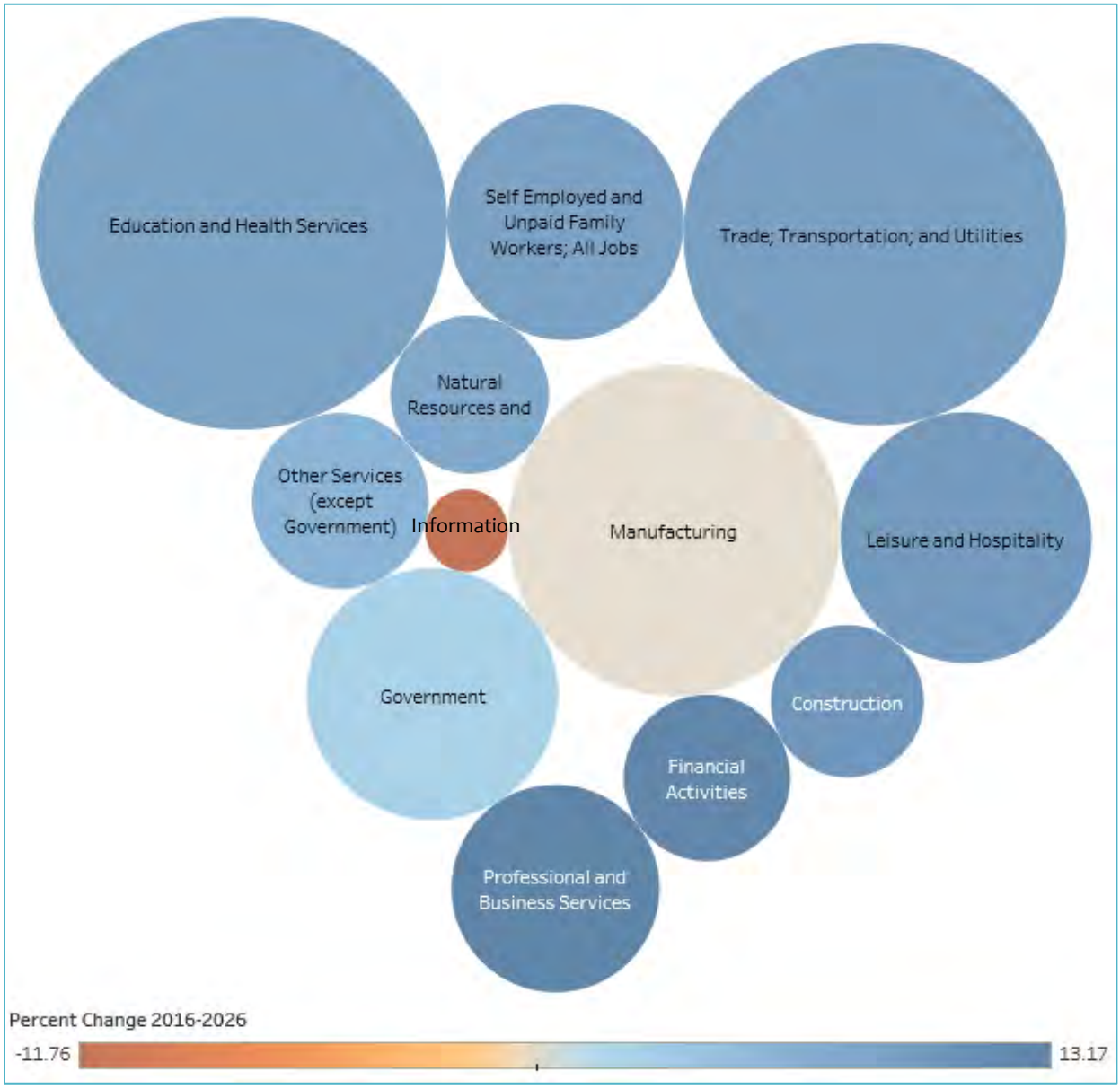

Figure 6: 2016-2026 Employment projections by super-sector for the Western Workforce Development Area. *Source:* https://www.jobcenterofwisconsin.com/wisconomy/pub/industry, Wisconsin Department of Workforce Development.

The DWD projects that the top five "hot" jobs[14] in the Western WDA for the period 2016-2026 are: 1) Heavy and tractor-trailer truck drivers; 2) registered nurses; 3) maintenance and repair workers; 4) sales representatives for wholesale and manufacturing; and 5) industrial truck and tractor operators.

Commuting Patterns

County-to-county worker flows are compiled from responses to decennial Census and American Community Survey (ACS) questions regarding where people lived and worked.

A comparison of the estimates from the 2006-2010 ACS and the 2009-2013 ACS results in only the Houston County-Houston County, Winona County-Buffalo County, and Trempealeau County-Jackson County flows showing a significant difference between estimates. The internal flow within Houston County declined significantly from 2006-2010 to 2009-2013, while the Winona-County-to-Buffalo-County and the Trempealeau-County-to-Jackson-County flows experienced significant increases. The difference in workers flows within and to/from La Crosse County are not statistically significant.

Figure 6 illustrates the range in the number of workers 16 and older that live and work in the same county and that commute into and out of La Crosse County. The numbers are expressed as a range in the number of commuters so that the margin of error is considered.

[14] Hot Jobs are high projected growth occupations that must meet the following criteria: (1) Median salary must be above the WDA median; (2) Percentage change must be greater than the WDA average; and (3) Have the most projected openings.

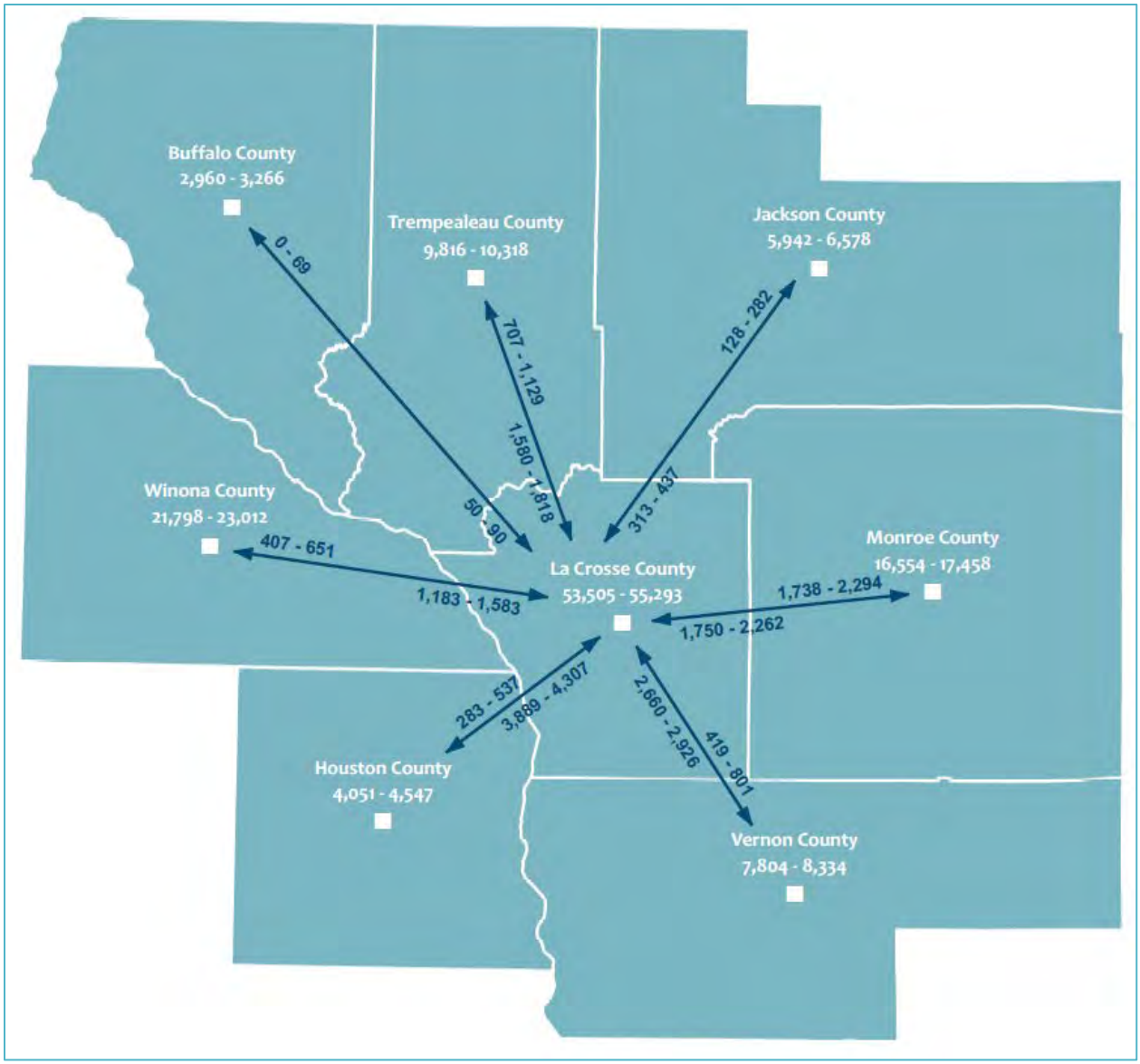

Figure 7: County-to-county worker flows for workers 16 years of age and older, 2009-2013. NOTE: Data are represented as a range to consider the margins of error. *Data source:* U.S. Census Bureau, 2009-2013 American Community Survey.

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Chapter 4: Transportation Systems & Services

Introduction

This chapter provides an inventory of the highway, freight, passenger, transit, bicycle, and pedestrian systems and facilities in the planning area. It also addresses existing operating conditions, anticipated future operating conditions, and system forecasts if available.

Highway Systems

Inventory

Federal-Aid Highways

Federal-aid highways, which include the state-trunk system, are roads, streets, bridges, and other highway-related infrastructure eligible for funding assistance under U.S. Code Title 23 Highways (23 U.S.C.) These facilities are functionally classified as arterials and collectors (except rural minor collector) and additionally categorized as urban or rural. The Federal-Aid Highway Program includes appropriations for the National Highway Performance Program (NHPP), the Surface Transportation Block Grant (STBG) Program, the Highway Safety Improvement Program (HSIP), the Congestion Mitigation and Air Quality (CMAQ) Improvement Program, and the National Highway Freight Program (NHFP).

Although the FAST Act consolidated the urban and rural surface transportation programs (STP) and the Transportation Alternatives Program (TAP) from MAP-21 into the STBG Program, our DOTs maintain separate programs (STP-Urban and STP-Rural in Wisconsin and TAP in both states) for the MPOs under 200,000 as well as other programs for projects on federal-aid highways.

As the MPO, the LAPC is responsible for allocating the STP-U funds to eligible projects in the urbanized area (the green area in Figure 1). The projects are selected by our Technical Advisory Committee (TAC) through a ranking process that considers the 10 federal planning factors as well as local priorities. A recommendation from the TAC is brought before the Policy Board for final approval.

TAP projects (i.e. bicycle infrastructure; trails; Safe Routes to School plans and projects) within the planning area are ranked by our Committee on Transit and Active Transportation (CTAT) and the ranked list is considered by WisDOT as it goes through its own review process for projects outside of transportation management areas (TMAs).

As a bi-state MPO, the Director of the LAPC sits on the Area Transportation Partnership (ATP) for MnDOT District 6 in Rochester, weighing in on transportation priorities and investments in the District.

The planning area includes roughly 423 centerline miles of federal-aid highways—293 miles or 69% of which are classified urban. Figure 8 shows all federal-aid highways in the planning area by functional classification.

National Highway System

The National Highway System (NHS) shown in Figure 9 is a system of federal-aid highways deemed important to the nation's economy, defense, and mobility. The NHS is composed of interstates, other principle arterials, the Strategic Highway Network (STRAHNET), major STRAHNET connectors, and intermodal connectors. In the planning area, roads designated as part of the NHS include:

- **Interstates:** I-90.
- **Other Principal Arterials:** USH 53 (includes Copeland Ave / Rose St; 3rd St / 4th St), USH 14/61 (includes parts of Cass St and Cameron Ave; and all of South Ave and Mormon Coulee Rd), STH 16 (includes La Crosse St), STH 157 (including Main St between STH 35 and USH 53), STH 35 between STH 157 in Onalaska and I-90, STH 33 between 3rd St and 32nd St, all of Gillette St, and all of Losey Blvd.
- **Intermodal Connectors:** Clinton St between Rose St and Bainbridge St, Bainbridge St between Clinton St and the F.J. Robers intermodal facility, King St between Front St and 4th St, Front St between King St and Cass St, Cass St between Front St and 2nd St, and 2nd St between Cass St and King St.

The planning area does not contain any roads designated as part of the Strategic Highway Network or as major STRAHNET connectors.

In 2012, the Moving Ahead for Progress in the 21st Century Act (MAP-21) raised the level of importance of the NHS by requiring that all principal arterials be added to the system, resulting in a 27% increase in NHS mileage in the planning area, and by establishing performance measures for assessing pavement and bridge condition, safety, and travel time reliability. These and other performance measures are discussed in detail in Chapter 5: System Performance Report.

Other Highways

Local and rural minor collector roads make up the balance of the 1,128 centerline miles in the planning area, totaling nearly 723 miles or 64%.

Improvements on these roads are funded through the capital improvement budgets of the responsible local unit of government.

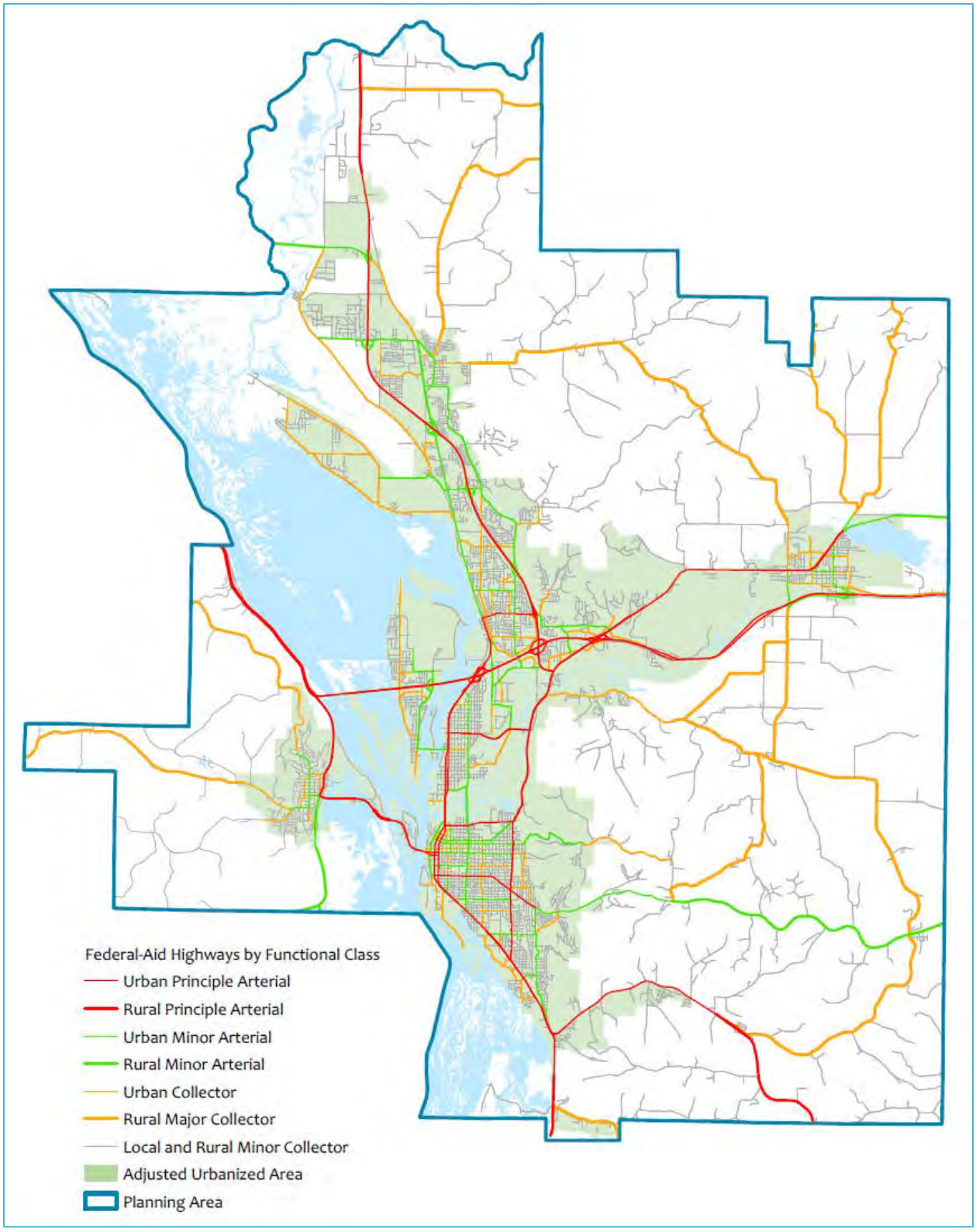

Figure 8: Federal-aid highways by functional class. *Data Sources:* Minnesota and Wisconsin Departments of Transportation.

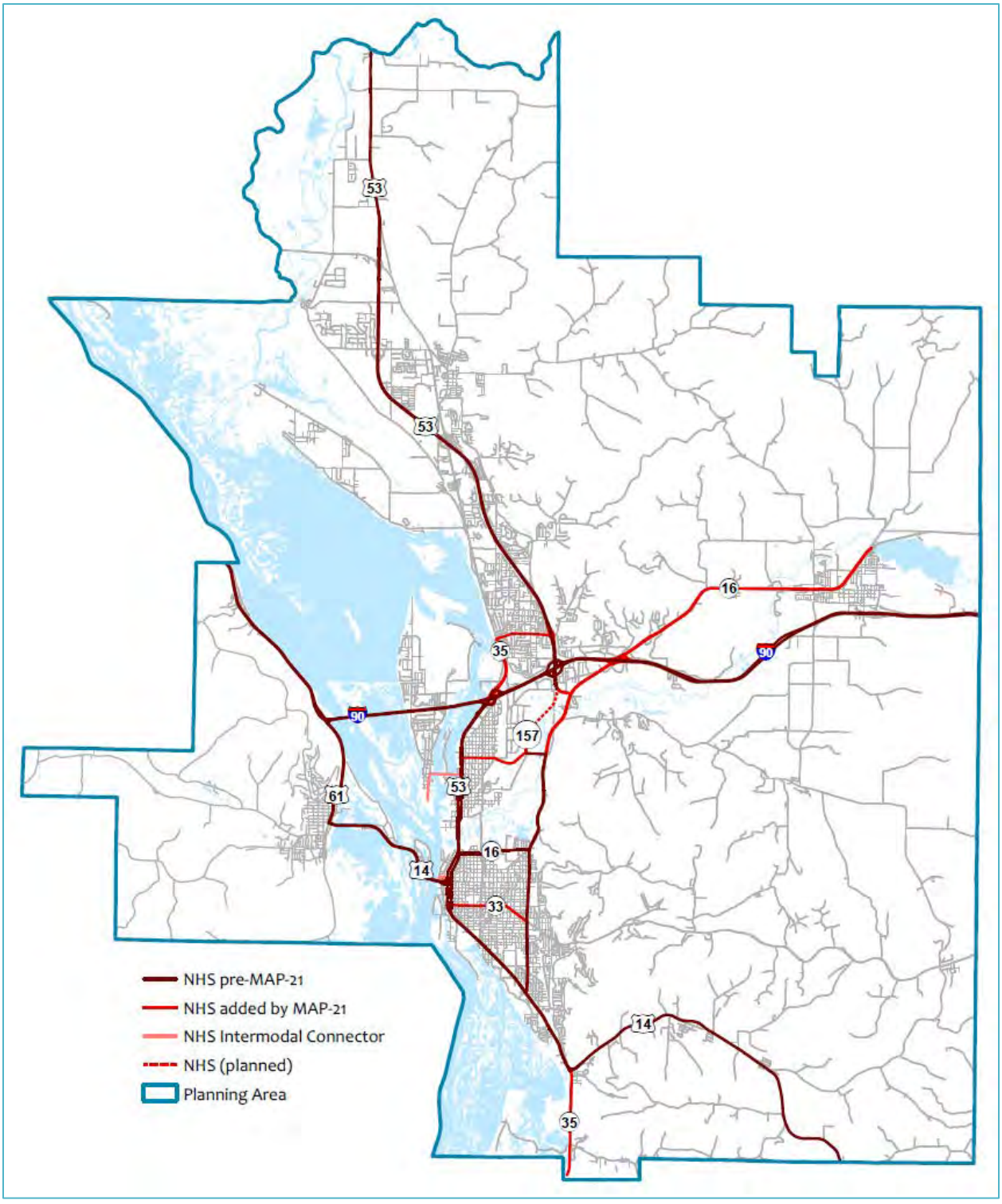

Figure 9: National Highway System. *Data source:* Wisconsin Department of Transportation.

Highway Operations and Forecasts

Traffic operations are affected by a combination of conditions, including but not limited to traffic volumes, percent truck traffic, impedances like signals and stop signs, speed limit, and the number of lanes. Several tools and methodologies are available to analyze traffic operations, each having its own set of capabilities and limitations. The purpose for and goal of the analysis will help guide which tool to use.

During the planning process for an interim transportation plan update like this one, the LAPC looks to existing sources (MnDOT and WisDOT) of traffic-related data that are annually tracked to describe conditions in the planning area. Vehicle miles traveled (VMT), traffic counts from continuous counters, and planning-level forecasts produced by the automated Traffic Analysis Forecasting Information System (TAFIS) are three such sources. We also consider the results of the travel model developed for the 2015 plan and the results from the modeling efforts conducted for the *Coulee Region Transportation Study*. As mentioned in chapter 1, a new travel demand model will be developed for the 2025 MTP (major update[15]) when we have access to 2020 Decennial Census data, 2020 employment data, 2020 aerial photography, and 2045 demographic projections.

Vehicle Miles Traveled

As the *Coulee Region Transportation Study* continued in 2014 and 2015, discussions at our Technical Advisory Committee (TAC) meetings included suggestions for the WisDOT to consider alternative metrics (namely VMT) to level of service (LOS), which is the scale used to define a roadway's overall operational condition (congestion level).

VMT is estimated using samples of traffic count data by facility type and centerline mileage. Estimates are reliable when a sample size is high enough to be representative of the facility type. VMT estimates tend to be most reliable for major roads that experience regular traffic counting and least reliable for local roads that generally experience only project-based counts.

Figure 10 shows the VMT for the metropolitan statistical area (La Crosse County, WI and Houston County, MN), which is the smallest geography for VMT to encompass the entire planning area. (Estimating VMT at a smaller scale (i.e. the city of La Crosse) is difficult at best because the traffic count data needed for local roads is substantially lacking.)

The figure suggests a strong correlation with fuel prices: As gas prices go up, VMT goes down and vice versa. The average retail price of a gallon of regular gasoline in the United

[15] During the planning process for major updates, we work closely with the WisDOT and its consultants to analyze existing conditions and to forecast future conditions. This is a common practice among the small MPOs in Wisconsin as they tend to have limited staff and modeling resources to maintain their own traffic and travel demand models.

States (2010-2018)[16] continued rising from $2.78 in 2010 to $3.62 in 2012, over which time VMT in the MSA continued to fall, reaching its lowest level in 2013. VMT began rising again in 2014 as gas prices started to fall. The highest MSA VMT (1,316.8 million vehicle miles) and the lowest U.S. average gas price ($2.14) occurred in 2016.

As electric vehicles become more affordable and recharging stations become more abundant, the impact of the cost of gasoline fuel on VMT will not be so evident.

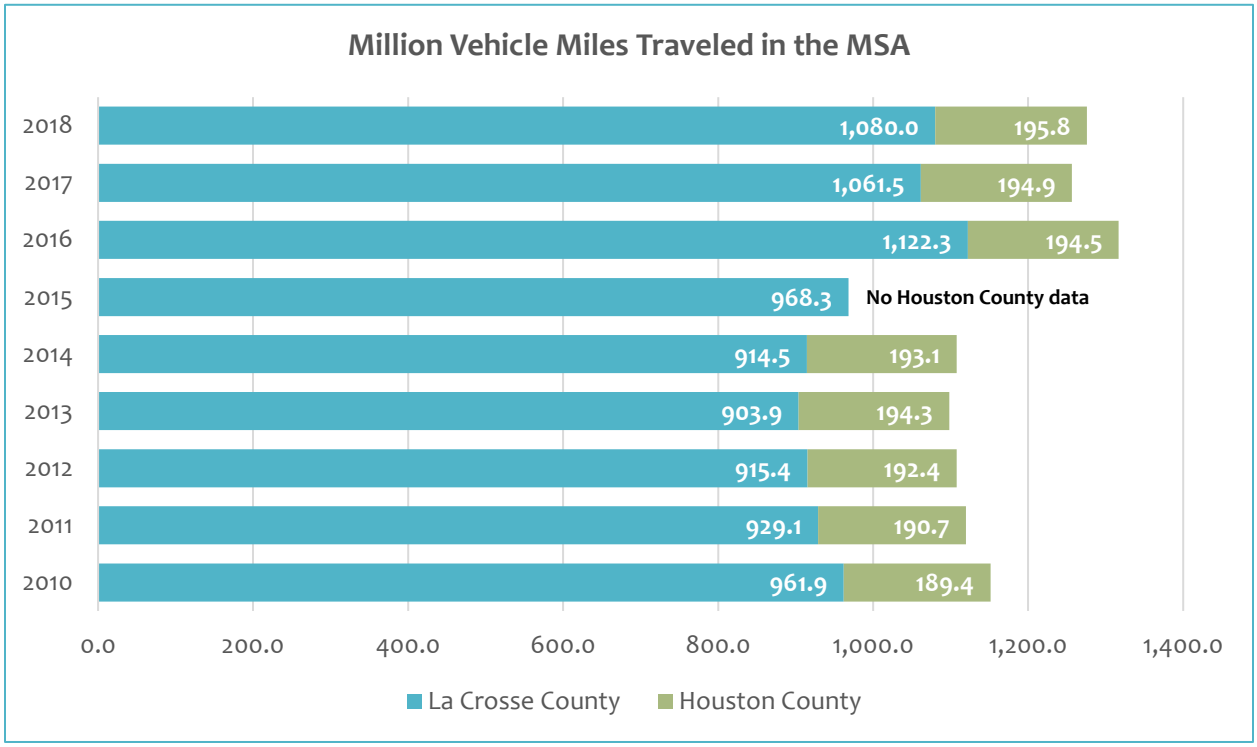

Figure 10: Million vehicle miles traveled in the La Crosse metropolitan statistical area (MSA). *Sources:* Minnesota and Wisconsin Departments of Transportation.

According to the Texas A & M Transportation Institute report, *Methodologies Used to Estimate and Forecast Vehicle Miles Traveled*, forecasting VMT can be a "difficult and often inaccurate process. The influencing factors are wide ranging and their level of influence varies. Factors affecting VMT forecasts include socio-economic and demographic growth, changes in the cost of travel, urban sprawl, technological innovation, social change, and legislative factors."

[16] Source: Statista.com. U.S. averages were used because local averages could not be found.

Traffic Counts and Forecasts

The departments of transportation collect daily segment volumes at automatic traffic recorder (ATR) sites along U.S. and State highways. The WisDOT makes planning-level forecasts produced by the automated Traffic Analysis Forecasting Information System (TAFIS) available on its website. TAFIS produces forecasts based on a statistical analysis of a traffic count site's historical traffic counts. TAFIS forecasts do not, however, consider land use and demographic changes as does our regional travel demand model (TDM), which was last developed for CV2040. The CV2040 model utilized 2010-2012 data. Our next TDM will be developed for our 2025 MTP and will utilize 2020 data.

Table 7 shows the annual average daily traffic from 2010-2014 and the 2040 TAFIS traffic forecasts at the ATR sites in the planning area with forecasts.[17] Forecasted volumes in 2040 have STH 16 north of Bluff Pass nearing and USH 53 between STH 157 and I-90 exceeding the LOS D/E threshold of 36,800 vehicles per day for a four-lane facility with left-turn lanes.[18] The other segments are forecast to be at a LOS C or better for their facility type.

In Wisconsin, the desirable level of service in urbanized areas with a population over 50,000 is "D" for Backbone and Connector routes and for National Highway System (NHS) routes and is mid-"E" for non-NHS routes (other collectors and arterials).[19]

[17] No equivalent count or forecast data are available at the ATR weigh-in-motion station on I-90 in the Minnesota portion of the planning area.

[18] Generalized planning-level daily road capacity volumes as summarized from the 6th edition of the Highway Capacity Manual by Mike Spack, PE, PTOE, mikeontraffic.com.

[19] Facilities Development Manual, Chapter 11 Design, Section 5 General Design considerations; Wisconsin Department of Transportation; https://wisconsindot.gov/rdwy/fdm/fd-11-05.pdf#fd11-5-3.

Table 7: Annual Average Daily Traffic and Forecasts at Automated Traffic Recorder Sites in the Planning Area

Automated Traffic Recorder Site	2010	2011	2012	2013	2014	2010-2014	2040 Forecast	2010-2040
I-90 at STH 16 West Salem	23,642	23,419	23,549	23,013	23,991	1.48%	26,770	13.23%
USH 14/61 South Ave between Tyler St & Farnam St	19,737	18,106	18,959	-------	19,004	-3.71%	19,280	-2.32%
STH 16 north of Bluff Pass	35,041	34,651	34,471	34,447	34,385	-1.87%	36,610	4.48%
USH 53 between STH 157 Main St and I-90	29,809	33,138	36,679	35,237	35,326	18.51%	43,950	47.44%
STH 35 Lang Dr north of La Crosse St	19,780	14,774	20,274	-------	20,961	5.97%	20,860	5.46%
USH 53 Rose St south of Livingston St	24,142	23,674	23,774	23,452	23,866	-1.14%	25,690	6.41%
STH 35 West Ave north of Mississippi St	19,290	19,481	28,322	21,627	20,070	4.04%	23,510	21.88%
USH 53 Copeland Ave between Grove St and the La Crosse River	31,242	31,011	30,163	29,119	30,404	-2.68%	32,140	2.87%
STH 35 north of Troy St	13,295	13,596	12,073	13,683	13,662	2.76%	14,590	9.74%
USH 53 south of Briggs Rd	13,107	13,427	13,684	13,681	13,882	5.91%	18,430	40.61%
USH 14/61 & STH 35 south of Marion Dr	21,450	21,081	21,003	21,045	21,691	1.12%	22,720	5.92%
USH 14 & STH 16 at state line bridge	16,499	16,431	16,411	15,961	16,527	0.17%	18,950	14.86%

Sources: Continuous count data and planning-level forecasts produced by the automated Traffic Analysis Forecasting Information System (TAFIS); Wisconsin Department of Transportation website: https://wisconsindot.gov/Pages/projects/data-plan/traf-counts/default.aspx. The TAFIS, however, does not account for land use and demographic changes as does the regional travel model.
NOTE: There is one continuous count, weigh-in-motion station on I-90 in the Minnesota portion of the planning area, but no equivalent count or forecast data are available.

Regional Travel Demand Model

After every decennial census, the LAPC completes a major update of its MTP to include development of a regional travel demand model. The model is developed in coordination with and assistance by the WisDOT and its modeling consultant. The model is developed to estimate existing and forecast future travel demand and to identify road segments that have or are forecast to have capacity and congestion issues.

As discussed above under VMT, some critics of travel modeling challenge evaluating our roads by level of service, but the inputs for the travel model that generate level of service are far more comprehensive and have far less error than looking at VMT alone.

The travel model is informed by updated land use information, 100 percent count population and household data from the decennial Census, same year employment data purchased from a private company, projected population and households from the Department of Administration, and transit ridership from the La Crosse Municipal Transit Utility (MTU) and Onalaska/Holmen/West Salem Public Transit.

LAPC staff works with its TAC and the planning area communities to allocate projected households and employment to zones in the planning area as based on local knowledge. LAPC staff then works closely with the consultant to ensure the allocations are correct and that the modeling results through the many iterations and calibrations are consistent with what is known and expected.

The model could be bolstered by including non-motorized travel counts, but, unfortunately, we do not have the data. The National Household Travel Survey (NHTS) and the American Community Survey (ACS) provide estimates of these counts, but the margins of error are very high for our area, rendering the estimates unreliable.

The *Coulee Region Transportation Study* (CRTS) utilized the LAPC travel model during its planning process to identify road segments and intersections that have existing (Figure 11) and forecasted (Figure 12) congestion issues. The concerning consequence of congestion is its impact on safety, which is discussed in depth in the CRTS Existing Conditions Report and in Chapter 5 of this Plan. *How* to address congestion is really the crux of the matter.

The WisDOT proposes roadway expansion, while local leaders and active transportation advocates propose bicycle, pedestrian, and transit improvements. If our local leaders do not prioritize those improvements over other investments and they continue to support auto-oriented and low-density development, we will continue on our current trajectory, which favors and basically necessitates driving a personal vehicle.

Figure 11 shows the existing (2015) level of service for the major roads in the Study area. STH 16 between STH 157 and La Crosse St (STH 16) as well as its intersections at CTH B/Conoco Rd and CTH B/Gillette St have been exhibiting LOS F. Additional intersections of concern with LOS E are located on the NHS at STH 157/STH 16, STH 16/La Crosse St (STH 16)/Losey Blvd, Losey Blvd/STH 33, and USH 53 (Copeland Ave)/La Crosse St.

Figure 12 shows the expected level of service in 2050 under the status quo. Problems along STH 16 will extend down along Losey Blvd and radiate out along STH 33/State Rd, STH 16/La Crosse St, and CTH B/Gillette St. West Ave, 3rd St, 4th St, and the near-downtown sections of South Ave (USH 14) and Copeland Ave (USH 53) are forecasted to be operating at LOS F.

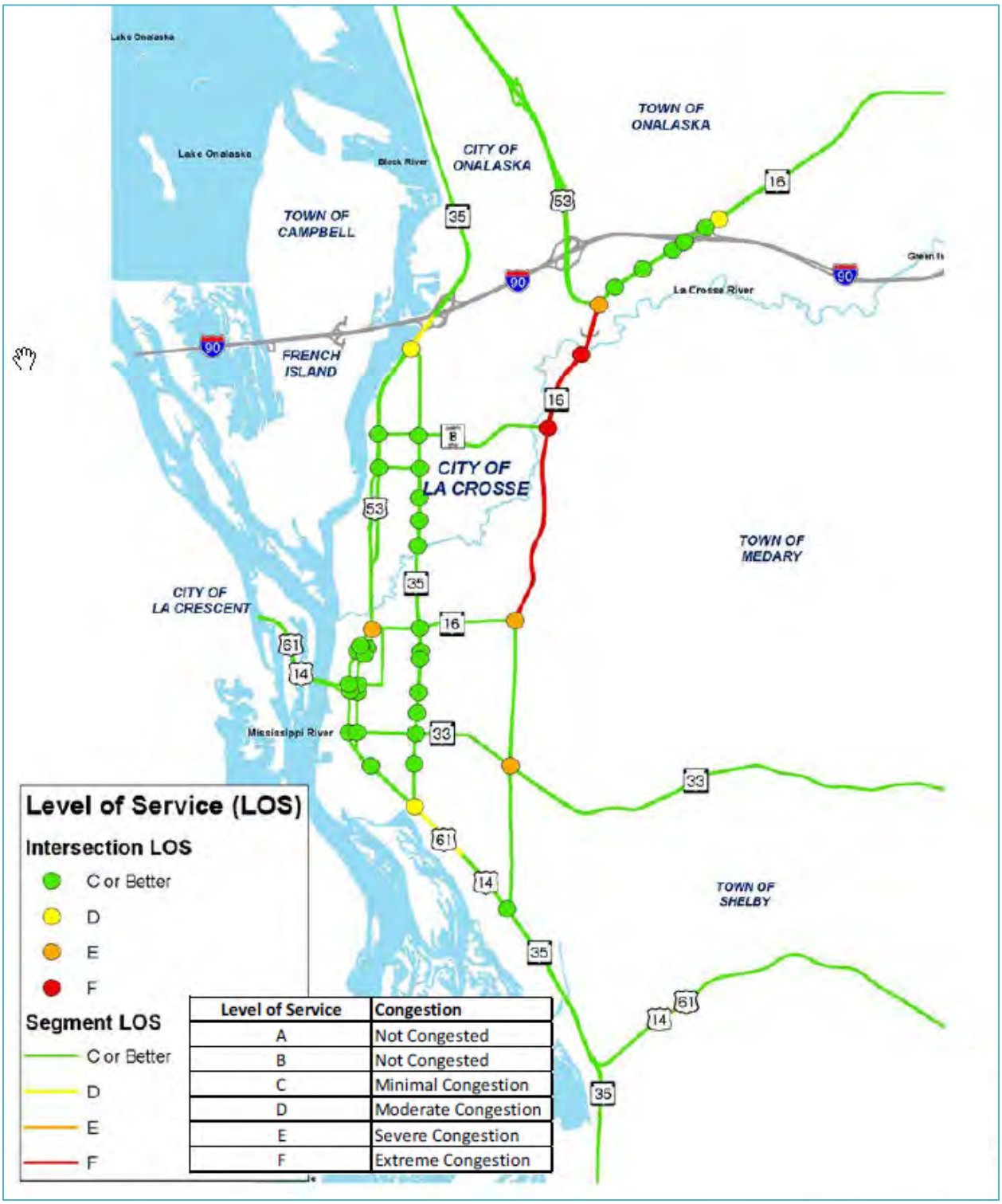

Figure 11: Existing Roadway Capacity and Level of Service, 2015. *Source:* Coulee Region Transportation Study.

Figure 12: Future roadway capacity and level of service, 2050. *Source:* Coulee Region Transportation Study presentation materials.

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Freight Systems

Freight movement within and through the planning area occurs via truck, rail, water, and air. Barge freight is moved through the planning area on the Mississippi and Black Rivers as well as to and from intermodal facilities and two municipal docks (Isle La Plume and South Copeland); rail freight is carried by the Canadian Pacific Railway and the Burlington Northern & Santa Fe Railroad; truck freight is moved by many over-the-road freight carriers primarily on U.S. and State highways; and air freight is carried into and out of the La Crosse Regional Airport on commercial passenger air carriers. Service costs per pound of freight carried vary widely by mode of transport. Water transport is the cheapest per pound and has the most capacity, followed by rail, then truck, and finally air transport being the most expensive. In general, low-value, high-weight commodities are transported by water and high-value, low-weight commodities are transported by air.

This chapter provides an inventory of the highway, rail, waterway, and air networks and facilities that facilitate freight movement through the planning area.

Truck Freight Networks

The truck freight networks discussed in this section include the National Highway Freight Network (NHFN) and the National Multimodal Freight Network (NMFN)—both established by the FAST Act—State-designated truck routes, and local truck routes.

Federal and State truck routes are designed to facilitate the movement of freight on our highway systems. Criteria such as freight flows, critical commerce corridors, impedances to travel, and access, continuity, and connections to important freight transportation facilities inform the decision to include a highway in a freight network. At the local level, truck routes may more often be identified to *restrict* truck traffic to certain roads and away from residential streets than to provide a wayfinding tool.

National Highway Freight Network

The National Highway Freight Network (NHFN) was established in 23 United State Code (U.S.C.) § 167 National Highway Freight Program (NHFP) of the FAST Act. It is a subset of the National Multimodal Freight Network (NMFN) established in 49 U.S.C. § 70103, which identifies the components of the NMFN to include not only the highway network (NHFN) but also other rail-, water, and air-freight systems of national importance. (The NMFN is currently an *interim* network discussed in more detail later in this section.)

The FAST Act directed the Administrator of the FHWA to establish a NHFN to strategically direct Federal resources and policies toward improved performance of highway portions of the U.S. freight transportation system. The NHFN includes the following subsystems of roadways:

- **Primary Highway Freight System (PHFS).** This is a network of highways identified as the most critical highway portions of the U.S. freight transportation system determined by measurable and objective national data.
- **Other Interstate portions not on the PHFS.** These highways consist of the remaining portion of Interstate roads not included in the PHFS. These routes provide important continuity and access to freight transportation facilities.
- **Critical Rural Freight Corridors (CRFCs).** These are public roads not in an urbanized area which provide access and connection to the PHFS and the Interstate with other important ports, public transportation facilities, or other intermodal freight facilities.
- **Critical Urban Freight Corridors (CUFCs).** These are public roads in urbanized areas which provide access and connection to the PHFS and the Interstate with other ports, public transportation facilities, or other intermodal transportation facilities.

The state DOTs, with input from their MPOs, carried out the task of identifying the CRFCs and CUFCs in their state and subsequently submitting their recommendations to the FHWA. The WisDOT submitted nominations to the FHWA to designate USH 14 between USH 53 and STH 35 (4.78 miles) and USH 53 between I-90 and USH 14 (4.35 miles) as CUFCs in the planning area. (No CRFCs were nominated in our planning area.) A letter of approval from the FHWA was sent to the WisDOT on October 29, 2019.

Figure 13 on page 46 shows the NHFN within the Interim NMFN. Neither of these national networks have yet been approved.

Combined Truck Freight Network

Figure 10 illustrates a combined truck freight network that includes federal, state, and locally designated truck routes. As noted below, Wisconsin defines more categories of truck routes than does Minnesota and many of the routes or portions of routes may be designated as more than one type of truck route.

- The **National Highway Freight Network** as discussed in the previous section.
- **State-designated routes:**
  - Over-size, over-weight (Minnesota and Wisconsin). These routes were developed to facilitate the movement of over-size, over-weight (OSOW) vehicles. In the planning area they include **I-90**, **USH 53** from the La Crosse County/Trempealeau County line to I-90, **STH 16** from I-90 to beyond the eastern boundary of the planning area at the town of Bangor to I-94, **MN 16**, and **MN 26**.
  - OSOW Super Load Corridors (Minnesota). These corridors accommodate vehicles up to 16-feet tall by 16-feet wide by 150-feet long and up to 250,000 lbs. They

include **I-90** (vertical restrictions) and **MN 16** (height, width, and safety restrictions).

- High clearance (Wisconsin). These routes have a minimum vertical clearance of more than 20 feet. They include **STH 16** from I-90 to beyond the eastern boundary of the planning area to STH 27, **Clinton St** from Bainbridge St to USH 53, **USH 53** from Clinton St to USH 14, **USH 14** from USH 53 to STH 33, **STH 33** from USH 14 to beyond the eastern boundary of the planning area at the town of Washington to STH 27, and **USH 14** from the Minnesota state line to STH 33.
- Long-truck (Wisconsin). These routes identify highways on which the overall length cannot be limited. They include **I-90**, **USH 53**, **USH 14**, and **STH 35** from the south to USH 14 at West Ave.
- 65-foot restricted (Wisconsin). These routes include highways restricted to vehicles whose overall length is limited to 65 feet. They include **STH 33** from USH 14 to beyond the eastern boundary of the planning area to STH 80 and **STH 108** from STH 16 to beyond the planning area boundary to the Jackson County line.
- 75-foot restricted (Wisconsin). These routes include highways that are part of the state highway system and are neither a long truck route nor a 65-foot restricted route. **STH 16** through the planning area is a 75-foot restricted truck route.

⇨ **Locally designated routes**: Only the cities of Onalaska and La Crescent and the village of Holmen have designated truck routes. They were identified more to restrict, with exceptions, truck traffic on local, residential streets.

One of two significant recommendations that came out of a focus group meeting of area freight interests during the CV 2040 planning process is to establish signed truck routes as guidance through the region to/from I-90 and especially to the south side of La Crosse. The second recommendation is for the traffic signals on the major arterials to be timed so that trucks are not stopping at every signal.

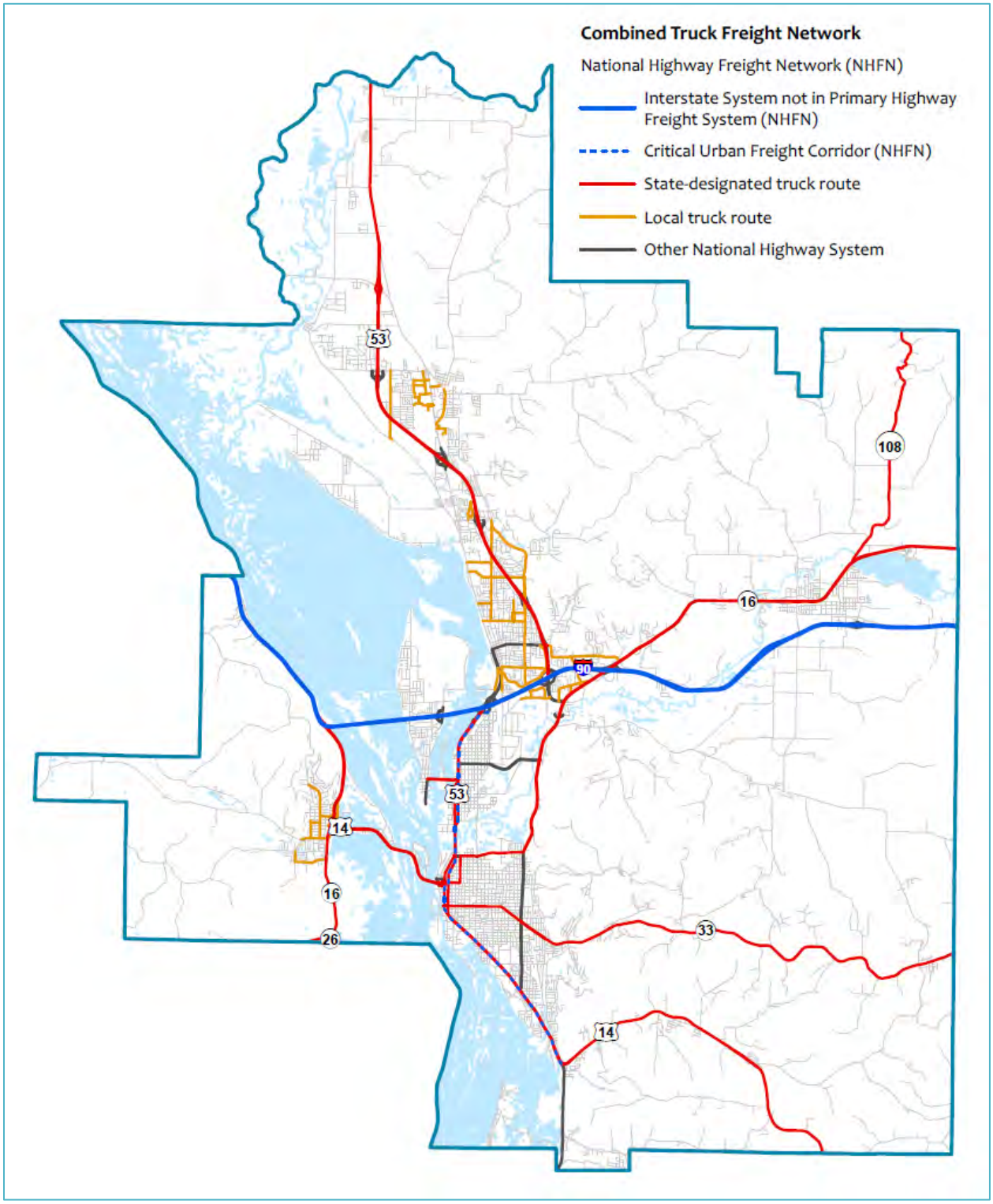

Figure 13: Combined truck freight network showing federal, state, and local truck routes. *Data sources:* Minnesota and Wisconsin Departments of Transportation freight planning documents; local municipal codes; Federal Highway Administration.

Rail Networks and Services

Rail service in the planning area is provided by two Class I[20] railroads: Burlington Northern & Santa Fe (BNSF) Railway and Canadian Pacific (CP) Railway. Both railroads connect the Twin Cities and Chicago through La Crosse.

Burlington Northern & Santa Fe Railway

BNSF operates one of the largest railroad networks in North America, with 32,500 route miles covering 28 states throughout the western two-thirds of the U.S., three Canadian provinces, and key Mexican gateways. It owns over 23,000 route miles and operates on an additional 9,000 route miles on trackage rights.

In 2017, BNSF transported over 5.4 million carloads of consumer products, 1.8 million carloads of industrial products, 1.9 million carloads of coal, and 1.1 million carloads of agricultural products. Intermodal shipments carrying consumer goods account for about half of all BNSF freight volumes.[21]

Figure 14: The BNSF transporting intermodal containers through Grand Crossing in north La Crosse. *Source:* Brad Kindschy, photographer; www.RailPictures.net.

Figure 15 presents a snapshot of the BNSF (orange lines) and other rail networks for the Minnesota and Wisconsin region. The figure also shows the locations of rail yards, intermodal facilities, and automotive facilities.

Through the planning area, the BNSF operates on track that mostly parallels the east side of the Mississippi River. Through the city of La Crosse, however, the mainline operates east of the city and west of the bluffs through less populated areas and wetland, with the La Crosse City Track (averaging about three trains per week) diverging northwest toward the river to terminate at La Crosse City Brewery.

Coulee Vision 2040 reported the mainline averaging 55-60 trains per day in 2013—an increase of more than 20 percent from that reported in our preceding transportation plan (*2035 La Crosse and La Crescent Metropolitan Transportation Plan*). Since 2013, the average number of trains passing through La Crosse has dropped over 25 percent to 35-45 trains per day.

[20] Class I railroad, Class II railroad, and Class III railroad are defined by their annual carrier operating revenues that meet the threshold amount set for each class.
[21] Data obtained from the BNSF Corporate Responsibility and Sustainability Report, 2017.

In 2015, BNSF double-tracked two miles of right-of-way through wetlands between Farnam St on the south side of La Crosse and Grand Crossing[22] on the north side of La Crosse (Figure 14 above). Although the construction removed over six acres of wetland, it resulted in eliminating the congestion that would often cut off the ingress and egress of two mobile home parks on the south side of La Crosse.

Figure 15: Snapshot from rail network map of Minnesota and Wisconsin region. The orange lines represent the Burlington Northern & Santa Fe network. Black circle symbols represent rail yards, black squares are intermodal facilities, and black triangles are automotive facilities. Other colored lines represent other rail networks. *Source:* www.bnsf.com. Created by Bartlett & West, May 2019.

[22] Grand Crossing is an intersection in north La Crosse of the mainlines of the Burlington Northern & Santa Fe Railway and the Canadian Pacific Railway.

Freight Movement and Transfer

Intermodal freight involves the transportation of freight in shipping containers and truck trailers by multiple modes (rail, ship, truck). The freight itself is only handled by the suppliers and receivers, not the transporter. Industry-wide, containers accounted for 47% of intermodal volume in 1990, 69% in 2000, and 92% in 2017. The benefit to using shipping containers is that they can be double-stacked and easily transferred to and from ships and trucks.[23]

Figure 16 emphasizes the intermodal route through La Crosse that connects the intermodal facilities at St. Paul and Chicago.

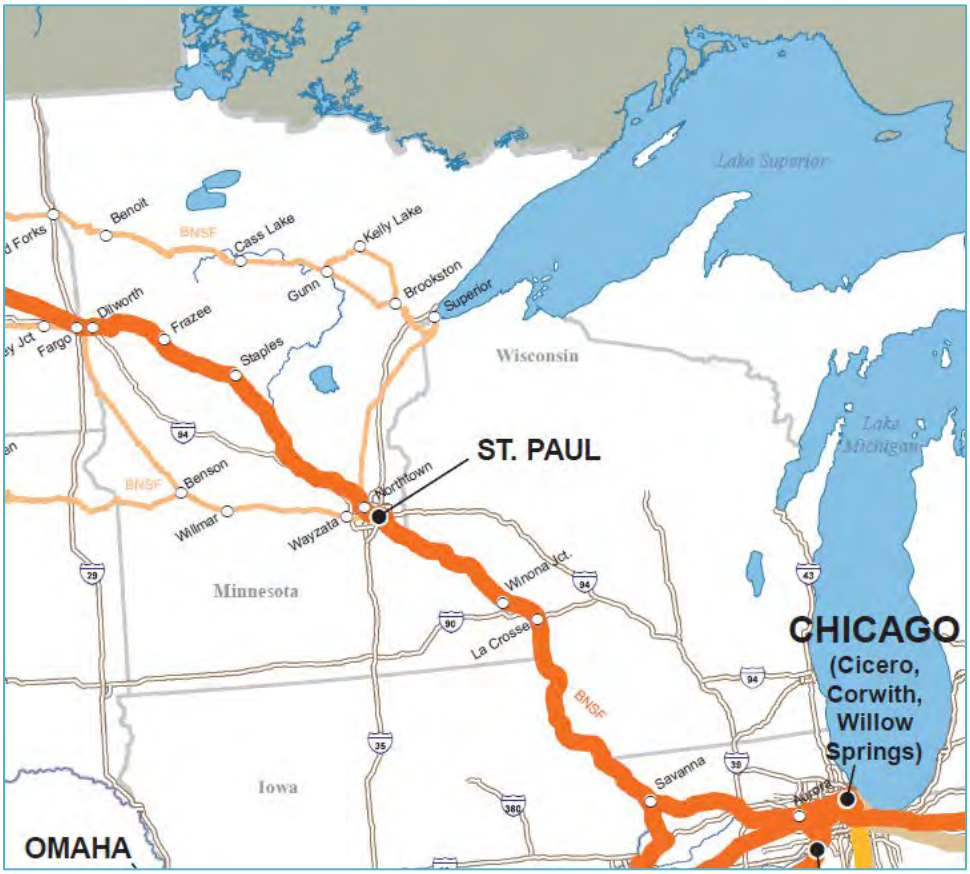

Figure 16: Snapshot from intermodal map of Burlington Northern & Santa Fe intermodal network through Wisconsin & Minnesota. The heavy orange line represents the intermodal route. St. Paul, MN is the nearest intermodal facility. *Source:* www.bnsf.com. Prepared by Bartlett & West, May 2019.

[23] Information obtained from the Association of American Railroads, https://www.aar.org/issue/freight-rail-intermodal/.

Although, BNSF provides intermodal services and, as previously mentioned, intermodal shipments carrying consumer goods account for about half of all BNSF freight volumes, intermodal services are not available in the La Crosse area. The closest BNSF intermodal facilities are in St. Paul, MN (closest) and Chicago, IL.

The La Crosse rail yard just north of Grand Crossing in north La Crosse (Figure 17) no longer has a team track but is used as a crew change location and to sort cars for local customers. Customers who need more intensive service are referred to one of the 25 intermodal facilities where commodities can be directly transferred between modes (i.e. truck to rail).

Figure 17: South half of BNSF rail yard north of Grand Crossing in north La Crosse.

Canadian Pacific Railway
Headquartered in Calgary, Alberta, Canada, Canadian Pacific (CP) Railway operates on a 12,500-mile network through 6 Canadian provinces and 13 states (Figure 19).

In 2017, CP shipped 2.6 million carloads and 173 million tons of goods. Freight revenue was dominated by bulk shipments (44%) followed by merchandise (35%) and intermodal (21%).[24]

The CP rail line runs roughly east-west through the planning area through the communities of Dresbach, La Crescent, Campbell, La Crosse, Medary, Hamilton, and West Salem, averaging 25 trains each day.

Figure 18: CP train heading west past the Amtrak Station in La Crosse. *Source:* Brad Kindschy, photographer; www.RailPictures.net.

Freight Movement and Transfer

CP ships such products as wind power generation equipment, ethanol, large machinery and equipment, sulphur, industrial products (i.e. chemicals, plastics, aggregates, ores and metals, steel), grain, intermodal containers, fertilizer and potash, vehicles and vehicle parts, food products, coal, and forest products. These products are transferred between modes at transload and intermodal facilities. More than 100 transload facilities across North America (Figure 19) provide direct transfer of commodities between truck and rail. F.J. Robers Co. on French Island provides this service in the La Crosse area. They have 50 car spots and transfer warehouse, bulk, steel, and forest products. The nearest intermodal terminal is in Minneapolis, MN.

Although most trains are through-trains, CP maintains a rail yard with a three-person crew to pull out rail cars destined for local customers and to reassemble trains with outgoing cars. The yard crew most often handles cars with such commodities as sand, grain, cement, and railroad ties.[25]

Figure 20 shows the CP rail yard in north La Crosse and the F.J. Robers transload facility on French Island (town of Campbell).

[24] Source: *Corporate Sustainability Data Supplement 2017*; www.cpr.ca.
[25] Source: Hidden places: Canadian Pacific switch yard in La Crosse; Chris Hubbuch, La Crosse Tribune, August 7, 2017.

Figure 19: Snapshot of Canadian Pacific Railway network and transload facilities. The "T" symbols represent CP ownership; the orange circles are privately owned. The transload facility in La Crosse is owned and operated by F.J. Robers Co. Source: www.cpr.ca.

Figure 20: Canadian Pacific Railway rail yard in north La Crosse and transload facility at F.J. Robers Co. on French Island in the town of Campbell.

Other Services and Rail Activity

CP offers passenger rail tours on its Royal Canadian Pacific in eastern British Columbia and western Alberta. Regular passenger rail service on CP trackage is provided by ViaRail in Canada and Amtrak in the United States. CP also continues its Holiday Train program to raise funds and collect food for food banks. Every December, the Holiday Train makes a stop at the Amtrak Station in La Crosse.

Waterway Facilities

The Mississippi Valley Division (MVD)—one of nine divisions that make up the United States Army Corp of Engineers (USACE)—manages the entire length of the Mississippi River from the Great Lakes to the Gulf of Mexico. The MVD consists of six interdependent districts—St. Paul, Rock Island, St. Louis, Memphis, Vicksburg, and New Orleans—responsible for maintaining navigation channels for the transport of goods. The St. Paul District has jurisdiction over 284 miles of the Upper Mississippi River. The District is responsible for maintaining a 9-foot-deep navigation channel—243.6 miles on the Mississippi River and 40.6 miles on the Minnesota, St. Croix, and Black Rivers—and the 12 uppermost navigation pools, and locks and dams from Guttenburg, Iowa north to Upper St. Anthony's Falls in Minneapolis, Minnesota.

The planning area includes the southern half of navigation pool 7, which extends from Lock & Dam 7 (LD 7) located north of La Crescent, Minnesota near Dresbach, Minnesota upstream to LD 6 near Trempealeau, Wisconsin; LD 7 located on Mississippi River mile 702.5 in the town of Dresbach; and the northern half of navigation pool 8, which extends from LD 8 near Genoa, Wisconsin, upstream to LD 7. Figure 19 shows navigation pools 7 and 8 and LD 7 in the planning area.

LD 7 was constructed with a lock 110 feet wide by 600 feet long and a concrete dam 940 feet long. It was placed into operation in April of 1937.

Port of La Crosse

The Port of La Crosse stretches for about four miles from Black River mile 1.2 south to Mississippi River mile 698.0 just beyond the Harold E. Craig Fleeting site. It handles nearly one million tons of commodities each year, including liquid, cement, grain, and general bulk products. It also supports recreational boating and fishing and an active excursion boat trade, with tours provided on the La Crosse Queen, Julia Belle Swain, and Mississippi Explorer.

Freight Movement and Transfer

Freight is transported on the Mississippi and Black Rivers on barges that are towed up and down river by a tug. The average tow on the Upper Mississippi River is 15 barges consisting of 5 barges tied together and moving 3 abreast. Barges are typically pushed because it provides more control and allows more barges to be moved at once. A typical barge carries 1,500 tons of cargo, which is 15 times greater than a rail car and 60 times greater than a trailer truck.

The transfer of commodities between barge and truck occurs at several locations along the Mississippi and Black Rivers. The F.J. Robers Co. transload facility (top of Figure 21) also provides transfers between barge and CP rail. The rivers are also home to several fleeting sites, which allow barges to be set aside while they wait to be loaded and unloaded). Table 8 summarizes the characteristics of the major freight transfer and fleeting sites in the Port of La Crosse.

Figure 21: Freight transfer and barge fleeting operations. Top: F.J. Robers transload facility; bottom left: Isle La Plume fleeting site; bottom right: City of La Crosse dock. *Source:* La Crosse Area Planning Committee.

Table 8: Major Freight Transfer and Barge Fleeting Sites

Site	Location	Notes
Isle La Plume Fleeting Site	East side of main channel of the Mississippi River (mile 696.4), west of Isle La Plume, south of the municipal dock, and across Main Channel from Hintgen Island fleeting site, La Crosse.	• Major fleeting sites in the Port of La Crosse. • Operated by a local fleeting service under lease with the City Harbor Commission. • WisDNR permit allows a capacity of 32 barges arranged in 8 tiers.
Harold E. Craig / Hintgen Island Fleeting Site	West side of main channel of the Mississippi (mile 696.4) and opposite the Isle La Plume fleeting site owned by the City of La Crosse.	• Operated by Brennan Marine Inc. • Capacity to hold 15 barges in 5 tiers.
Xcel Energy/Northern States Power	West side of plant on Black River (mile 0.7R), French Island, town of Campbell.	• Overflow site for barge fleeting.
Midwest Industrial Fuel	Black River, approximately one mile above Mississippi River mile 698.1; 0.2 mile above CP Rail System Bridge.	• Temporary barge fleeting for up to 9 barges when not receiving asphalt and petroleum products.
Brennan Marine, Inc	Black River (mile 1.2); Bainbridge St, French Island, Town of Campbell.	• Switching; fleeting; barge cleaning and repairs; dry dock; diving; short-haul towing; freight movement.
F.J. Robers Co.	Black River (mile 1.0), south of Brennan Marine on Bainbridge St, French Island, town of Campbell.	• Fleeting for 6 barges when dock operations allow. • Transload facility for Canadian Pacific. • Freight transfer between barge, rail, and truck. • Commodities include steel products, cement, salt, coal, iron products, aggregates, generators and transformers, fertilizers, grain, vegetable oils.
City of La Crosse Municipal Dock	Black River (mile 1.4); South side of Copeland Park at western terminus of St. Cloud St, La Crosse.	• Freight transfers between barge and truck. • Commodities include heavy machinery and iron ore.
Cargill Aghorizons	Black River (mile 0.5); Bainbridge St, French Island, Town of Campbell.	• Transfer of grain between barge and truck.
Holcim Inc.	Mississippi River (mile 697.5); Cross St, La Crosse.	⇨ Transfer of cement between barge and truck.
Source: Port of La Crosse Harbor and Waterfront Plan 2011.		

The First Supply Plumbing/Division St dock and Hanke Terminals on Isle La Plume (not included in table) do not have barge fleeting or provide shipping services but they do provide storage for ductile iron pipe and dry bulk, respectively.

Air Cargo Facilities

Although the La Crosse Airport handles some freight and mail carried by its commercial passenger air carriers, it does not have dedicated air cargo service.

Interim National Multimodal Freight Network (NMFN)

The Interim Multimodal Freight Network is based on the statutory requirements identified in 49 U.S.C. 70103(b)(2) and includes the:

- National Highway Freight Network
- Freight rail systems of Class I railroads
- Public ports of the United States that have total annual foreign and domestic trade of at least 2,000,000 short tons
- Inland and intracoastal waterways of the United States
- Great Lakes
- St. Lawrence Seaway
- Coastal and ocean routes along which domestic freight is transported
- 50 airports located in the United States with the highest annual landed weight
- Other strategic freight assets such as railroad connectors and border crossings

The NMFN is considered an interim network until such time all statutory requirements have been fulfilled and the network approved. Table 9 lists the interim NMFN facilities in the planning area; Figure 22 illustrates the interim network.

Table 9: Interim National Multimodal Freight Network: LAPC Planning Area

Facility	Type	Planning area extents
I-90	National Highway Freight Network (NHFN)	I-90 through the planning area
STH 16	Wisconsin part of draft National Multimodal Freight Network	I-90 – La Crosse St
USH 53	Critical urban freight corridor in NHFN	I-90 – USH 14/61
USH 14/61	Critical urban freight corridor in NHFN	USH 53 – STH 35
La Crosse St	Wisconsin part of draft National Multimodal Freight Network	USH 53 – STH 16
Losey Blvd	Wisconsin part of draft National Multimodal Freight Network	La Crosse St – USH 61
Port Operators of La Crosse #2	Intermodal connector	Clinton St from Bainbridge St to USH 53/Rose St; Bainbridge St from Clinton St to Port facility
Port Operators of La Crosse #1	Intermodal connector	King St between Front St and 3rd St (USH 53)
M-35	Marine highway corridor	Navigation channel through the planning area
Mississippi River	Domestic Waterway Route	Mississippi River through the planning area
Canadian Pacific Railway	Rail freight network	Canadian Pacific through the planning area
Burlington Northern & Santa Fe Railway	Rail freight network	Burlington Northern & Santa Fe through the planning area
Source: U.S. Department of Transportation; www.transportation.gov.		

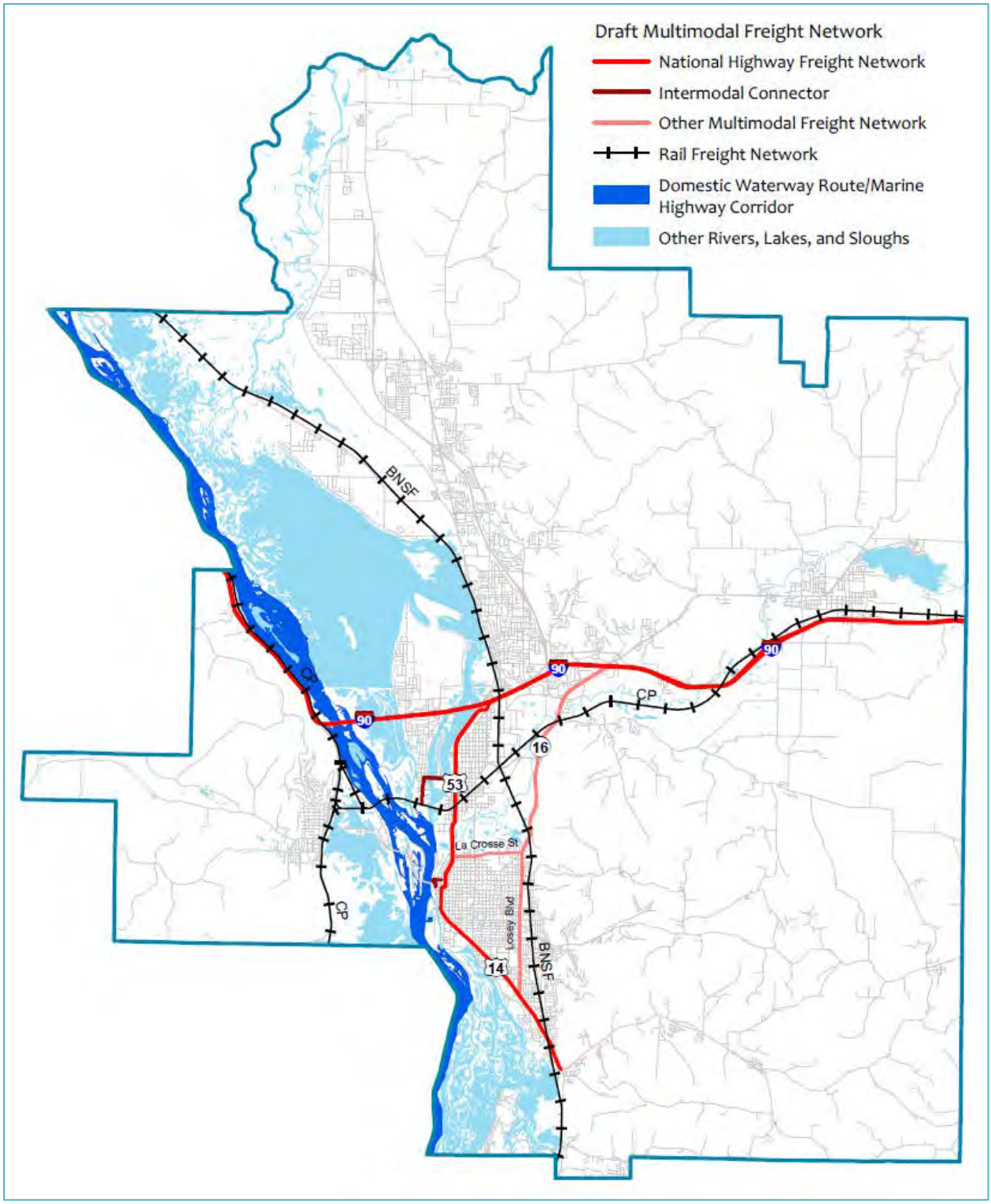

Figure 22: Draft LAPC Multimodal Freight Network. *Data source:* U.S. Department of Transportation.

Freight Operations and Forecasts

Freight movement into and out of La Crosse County[26] changed dramatically between 2011 and 2017 as illustrated in Table 10.

Freight shipped out of La Crosse County shifted significantly to barge, with barge tonnage increasing 155.2 percent in 2017. Barge freight more than doubled its share of total originating tonnage, increasing from 11.0 percent in 2011 to 23.3 percent in 2017. Although freight trucked out of the county increased only a modest 4.5 percent, trucking still dominated in 2017 with 75.7 percent of the share (down from 87.4 percent in 2011) of all freight tonnage moving out of the county.

Freight movement into the county was also dominated by trucked freight, with 88.6 percent of all freight tonnage terminating by truck. Freight trucked into the county increased 49.1 percent from 2011, adding nearly 1.6 million tons. All other freight modes experienced decreases in freight tonnage terminating in the county. Overall, freight tonnage increased for both originating and terminating freight.

Table 10: Freight Movement in La Crosse County

Freight Mode	Originating (in tons)			Terminating (in tons)		
	2011	2017	% Change	2011	2017	% Change
Truck	3,290,838	3,439,401	4.5	3,191,606	4,757,598	49.1
Water	415,500	1,060,275	155.2	423,000	377,542	-10.7
Rail	58,816	43,230	-26.5	276,092	232,500	-15.8
Air[1]	0.013	0.158	11.2	0.236	0.179	-24.2
Total	3,765,154	4,542,906	20.7	3,890,698	5,367,640	38.0

[1] Excludes mail. Only terminating freight in 2011 had mail and it constituted 89.6% (4,057 of 4,528 pounds) of the weight. No mail was shipped or received at the La Crosse Regional Airport in 2017.
Sources: Commodity flow data c/o Wisconsin Department of Transportation; T-100 Market (All Carriers), Bureau of Transportation Statistics; transtats.bts.gov.

According to 2040 forecasts in the *Wisconsin State Freight Plan*, I-90 through the planning area will experience the highest growth in truck freight tonnage and value, increasing in tonnage by 50,000 to 100,000 tons and increasing in value by more than $50 million. The commodities forecasted to have the greatest tonnages moved by truck in the state are nonmetallic minerals, farm products, secondary traffic, food or kindred products, and clay, concrete, glass or stone.

[26] La Crosse County is the geography of interest because commodity flow data is only available at the county level, two-thirds of the county is in the planning area, and most of the planning area and industrial activity is in La Crosse County.

Rail tonnage through the planning area is forecast to exceed 50 million or a 75-125 percent increase by 2040 for each BNSF Rail and CP Rail. Total value is expected to exceed $100 billion (75-125 percent increase) on the BNSF and between $20 billion and $100 billion (>125 percent increase) on the CP. The commodities forecast to see the greatest tonnage moved by rail in the state are crude petroleum or natural gas, chemicals or allied products, nonmetallic minerals, coal, and farm products.

La Crosse County is predicted in the State Plan to ship less freight by water than it does now because gravel and sand currently shipped from the port is forecasted to move by rail in 2040. These commodities are not mined in La Crosse County so what is barged out is trucked in from other counties. According to the 2017 commodity flow data provided by WisDOT only 2,299 tons or 0.2 percent of total tonnage shipped out by barge was gravel or sand. A shift from barge to rail would have a small impact on total tonnage shipped out by barge, but it would triple the tonnage of gravel and sand shipped out by rail and double its share of rail tonnage. Considering the loss of a transload facility (WATCO) and a team track (BNSF) to BNSF consolidation of transload locations, it is not likely that the shift to rail would occur in La Crosse County.

The movement of freight at the La Crosse Regional Airport has historically been low and is forecast to remain low in 2030 compared to other commercial service airports in Wisconsin. The *2030 Wisconsin State Airport System Plan* forecasts the total pounds in and out (includes mail) to be 6,800 pounds in 2030, which is a 78.9 percent increase from the actual volume reported for 2010. At this time, this forecast is inconsistent with the trend suggested in Table 10 where total volumes in and out decreased 85.2 percent from 4,554 pounds in 2011 to 672 pounds in 2017. The forecast for dedicated air cargo, however, is 0 pounds, which means that the increase was attributed to mail of which there was none in 2017.

Passenger Services

Passenger services in the LAPC planning area include passenger rail service provided by Amtrak, intercity bus service provided by Jefferson Lines, and air passenger service provided by air carriers serving the La Crosse Regional Airport.

Passenger Rail Service

Existing Service

Amtrak

The National Railroad Passenger Corporation or Amtrak was established in 1970 when President Nixon signed the Rail Passenger Service Act. In 1971, 20 railroads opted to participate in the formation of Amtrak and turned over their passenger services to the new company. Service began on May 1, with a train running between Philadelphia, PA and New York, NY.

Today, Amtrak operates 15 long-distance corridors, including the *Empire Builder* between Chicago, IL and Portland, OR/Seattle, WA, which serves the planning area with one eastbound and one westbound train scheduled to arrive at 10:47 a.m. and 7:11 p.m., respectively, each day at the train station on the north side of La Crosse. The train station is open from 9:45 a.m. to 7:45 p.m. Monday through Friday, has a staffed ticket sales office, and has accessible facilities (platform, restrooms, waiting room, water fountain, parking) for persons with disabilities.

Amtrak also operates 29 state-supported, short-distance corridors like the Hiawatha Service between Chicago, IL and Milwaukee, WI and partners with eight commuter rail services on the Northeast Corridor (NEC) where Amtrak operates the *Acela®*, *Northeast Regional* and long-distance services. Although Amtrak is a minority user of the NEC, it is the only operator to provide end-to-end service.

Figure 23 shows Amtrak's long-distance corridors (blue and red) in the Midwest and the state-supported, short-distance corridors (red) that run on the same rail lines.

Figure 23: Amtrak's long-distance corridors (blue and red) in the Midwest and their state-supported, short-distance corridors (red) (2018). *Source:* Midwest Interstate Passenger Rail Commission, www.miprc.org.

Envisioned Service & Planning Initiatives

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative (MWRRI) began back in 1996 when nine Midwestern state departments of transportation (Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, Wisconsin) began working together to develop a high-speed rail system for the region. It began as a series of individual corridor service concepts that over time developed into a well-defined, integrated vision to create a 21st Century regional passenger rail system. The vision transformed into the Midwest Regional Rail System (MWRRS) plan whose major elements include:

- Use of 3,000 miles of existing rail rights-of-way to connect rural, small urban, and major metropolitan areas.
- Operation of a "hub-and-spoke" passenger rail system providing service to and through Chicago to locations throughout the Midwest.
- Introduction of modern train equipment operating at speeds up to 110 mph.

- ⇨ Provision of multimodal connections to improve system access.
- ⇨ Improvement in reliability and on-time performance.

Figure 24 illustrates the System as proposed in the Midwest Regional Rail System Executive Report, September 2004.

Figure 24: Proposed Midwest Regional Rail System and feeder bus routes. *Source:* Midwest Regional Rail System Executive Report, September 2004.

Minneapolis/St. Paul – Milwaukee High-Speed Rail Corridor to Chicago

To help complete the MWRRI vision, the Minnesota Department of Transportation (MnDOT) embarked on a study that emphasized improving service between Milwaukee, WI and the Twin Cities. An analysis to identify "reasonable and feasible passenger rail alternative(s) was completed and released in 2011 as the Final Alternatives Selection Report (MWRRI Phase 7). The most reasonable and feasible passenger rail alternative identified is the existing Amtrak route through La Crosse.

A Tier 1 Environmental Impact Statement for this corridor is currently underway.

Twin Cities-Milwaukee-Chicago (TCMC) Intercity Passenger Rail Service

With political support for "high-speed" rail in Wisconsin and Minnesota cooling and the process to complete the Tier 1 EIS slowing, MnDOT in partnership with the Wisconsin Department of Transportation (WisDOT) and the La Crosse Area Planning Committee requested Amtrak to complete a study to determine the feasibility of adding a second daily train between the St. Paul/Minneapolis/St. Cloud, MN and Chicago, IL. Of four route scenarios considered, the most feasible route scenario for initial start-up service terminated at St. Paul.

The feasibility report (2015) recommended a next phase of study on an initial start-up service between Chicago and St. Paul Union Depot. The Phase 1 Study has to date completed the Purpose and Need Statement, Alternatives Analysis, and an RTC Operations Analysis Report. Phase 2 of the project will complete the environmental analysis and generate a service development plan.

Service would provide two round trips on the existing Amtrak route and operate at conventional speeds (79 mph).

Midwest Regional Rail Planning Study

As part of a national planning effort, the Federal Railroad Administration (FRA) initiated the Midwest Regional Rail Planning (MWRRP) Study to explore the potential for a high-performance, multistate, intercity passenger rail network in the Midwest region that builds on current rail planning efforts within the 12 states of Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin. The Study will provide a 40-year framework out to 2055 for the Midwest passenger rail network, service, financing, and governance.

The public process began in March and concluded in December of 2017. Documents related to the process can be found at www.midwestrailplan.org/documents, but a draft plan has not yet been made available.

Regional Bus Service

Jefferson Lines is a long-distance, intercity bus service that serves 14 states in the United States from eastern Washington to eastern Wisconsin and northern Minnesota to southern Arkansas (Figure 25).

Jefferson Lines offers one eastbound trip and one westbound trip through the La Crosse area, with stops at Grand River Station in downtown La Crosse and at Mitchell Hall on the

University of Wisconsin – La Crosse (UWL) campus. The eastbound trip destined for Milwaukee, WI includes stops in Sparta, Baraboo, and Madison in Wisconsin. The westbound trip destined for Minneapolis, MN and beyond includes stops in Winona and Rochester in Minnesota.

The ticket counter/information desk at Grand River Station is staffed by Jefferson Lines from 12:00 p.m. to 4:00 p.m. Monday through Saturday for the purchase tickets or shipment/pick-up of packages. Mitchell Hall is only a drop-off/pick-up location, but it's also one of 18 "college connection" stops in Wisconsin, Minnesota, Iowa, and North Dakota.

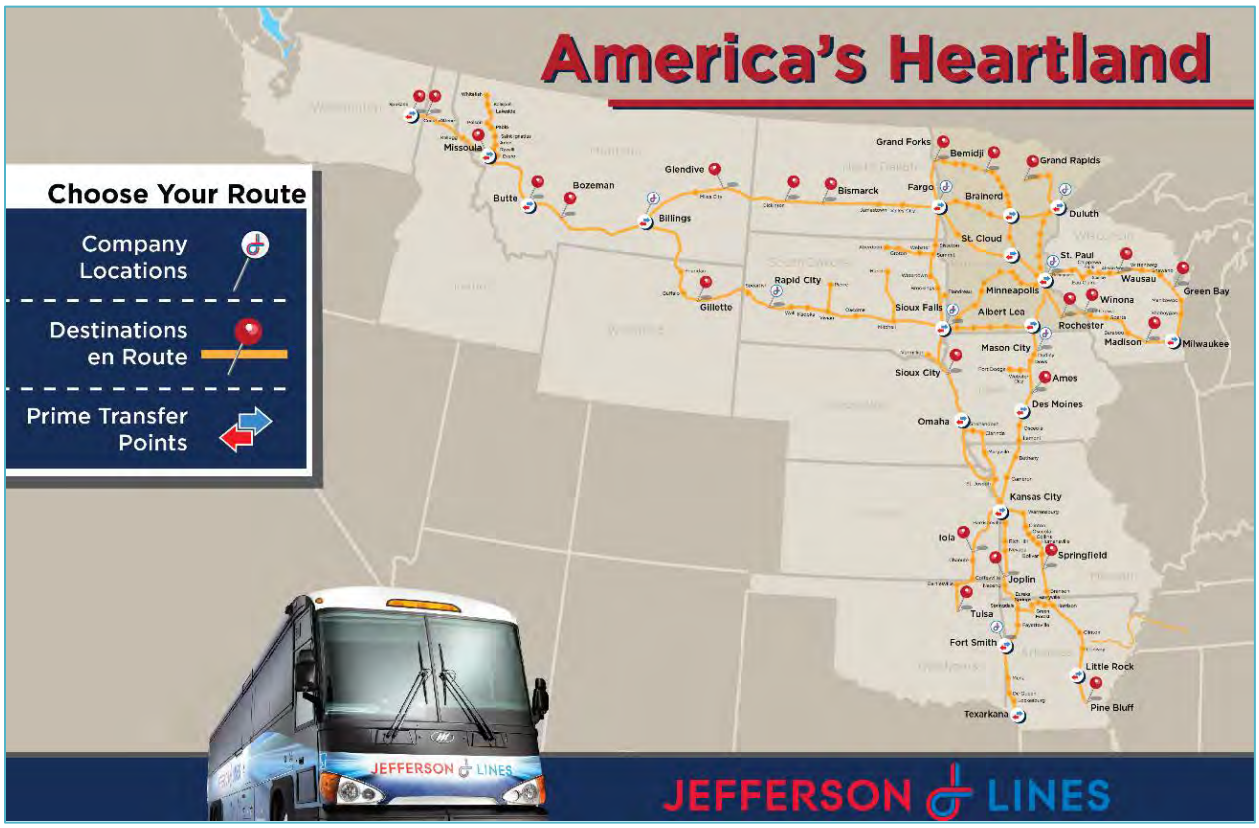

Figure 25: Jefferson Lines route map. *Source:* Snapshot of full route map from www.jeffersonlines.com/plan-your-trip/route-maps/.

Commercial Air Passenger Service

The La Crosse Regional Airport (LSE) is categorized by the Federal Aviation Administration (FAA) as a non-hub primary commercial service facility. This means that the airport is publicly owned, receives scheduled passenger service, and has more than 10,000 passenger boardings but less than 0.05% of all U.S. boardings each year.

LSE is a self-sufficient entity of the city of La Crosse. It sits on 1,380 acres on French Island and boasts the third longest runway in Wisconsin. Currently, LSE provides non-stop service to Chicago, IL on American Airlines and to Minneapolis/St. Paul, MN and Detroit, MI on Delta Air Lines. Other air carriers include Allegiant Air, Ameristar Air, Envoy Air, Miami Air International, SkyWest Airlines, Sun Country Airlines, Swift Air, and USA Jet Airlines.

Amenities at LSE include eateries, a play area for children, a USO/military lounge, a room for nursing mothers, an area for pets and service animals, a conference room, and free WIFI. Public parking is available at a cost for short- and long-term stays.

The hourly parking rate for one of the 65 short-term parking spaces is free for the first 20 minutes, $2.00 for 20-60 minutes, and $1.00 for each additional 30 minutes up to a maximum of $11.00 per day. The daily parking rate for one of the 739 long-term parking spots is the same as for short-term except that for the additional cost over 60 minutes is $1.00 per hour up to a maximum of $8.00 per day.

Visitors to the area may also rent a vehicle from Avis, Enterprise, Hertz, or National.

Other Passenger Services

For-Hire Transportation Services

Taxicab companies and transportation network companies (TNCs) are the two types of for-hire (and for-profit) transportation services that operate in the La Crosse area. (Subsidized, specialized transportation services will be discussed in the next section, Local Transit Networks & Services.)

Taxi service comes in three general flavors: 1) Cruising (think of hailing down a cab in New York City); stands (a line of cabs at an airport); and pre-booked. The four major cab companies that operate in the La Crosse area—CTS Taxi, Coulee Region Taxi, Bullet Cab, and Bee Cab—are pre-booked services and assign rides to drivers as the requests are made. Requests are made by phone and rides are not shared.

Uber and Lyft are TNCs that have been operating in the La Crosse area since 2017. TNCs are different from traditional taxi service in that they utilize technology (app-based assignments) to gain efficiencies, they offer shared rides, and the drivers own their own vehicle. The original prediction was that TNCs would reduce the need for personal car ownership and ultimately remove cars from the road, but a study[27] commissioned by Uber and Lyft of six major metropolitan areas showed that their vehicles were responsible for significant portions of vehicle miles traveled (VMT) within the cores of those regions and that on average only 54 to 62 percent of the VMT had a rider. The rest of the miles traveled

[27] Memorandum on Estimated TNC Share of VMT in Six US Metropolitan Regions, Fehr & Peers, August 2019.

were spent driving between passengers. Other studies[28] have shown a connection between the rise of TNCs and the decline in transit ridership.

As relative newcomers to the region, the impact that Uber and Lyft have had on transit ridership, vehicle miles traveled, and traffic congestion has not been studied, but they appear to have no significant impact and serve more to fill a gap in services.

Airport Shuttle Service

GO Airport Shuttle is a shared-ride airport shuttle service between Minneapolis/St. Paul airport (MSE) and the following La Crosse area locations: Viterbo Student Union, Amtrak Station, La Crosse Regional Airport, La Crosse Holiday Inn, and La Crosse Days Inn Hotel.

Passenger Service Operations and Forecasts

Figure 26 shows passenger activity for air carrier services at the La Crosse Regional Airport and for Amtrak passenger rail service at the La Crosse Amtrak station as the total number of passengers getting on (boardings) and off (deboardings). The figure shows only the total boardings[29] for the two Jefferson Lines locations (Grand River Station transit station and UW-La Crosse) in La Crosse.

All the services experienced seemingly random ups and downs in totals, with the change between the lowest and highest year being 11.0 percent for the Airport, 19.9 percent for Amtrak, and 22.4 percent for Jefferson Lines. The linear forecasts out to 2040 trend flat for the Airport and Jefferson Lines and upward for Amtrak.

According to *Wisconsin State Airport System Plan 2030*, the number of enplaned (boarding) passengers at the La Crosse Regional Airport is forecast to increase a modest 0.5 percent from 2010 to 2030.

Amtrak forecasts in its *Feasibility Report on Proposed Amtrak Service Chicago-Milwaukee-La Crosse-Twin Cities-(St. Cloud)* (May 2015) that a second round-trip train between Chicago and the Twin Cities will add about 155,000 riders annually.[30] The project is now formally known as the Twin Cities-Milwaukee-Chicago (TCMC) Intercity Passenger Rail Service Project and, contingent upon timely funding, is anticipated to be concluded and implemented as early as 2022.

[28] Examples: *Fare Choices: A Survey of Ride-Hailing Passengers in Metro Boston*, Metropolitan Area Planning Council, 2018 and *Unsustainable? The Growth of App-Based Ride Services and Traffic, Travel and the Future of New York City*, Schaller Consulting, 2017.

[29] Total ridership was not readily available from Jefferson Lines.

[30] *Source:* TCMC Project fact sheet, September 2017.

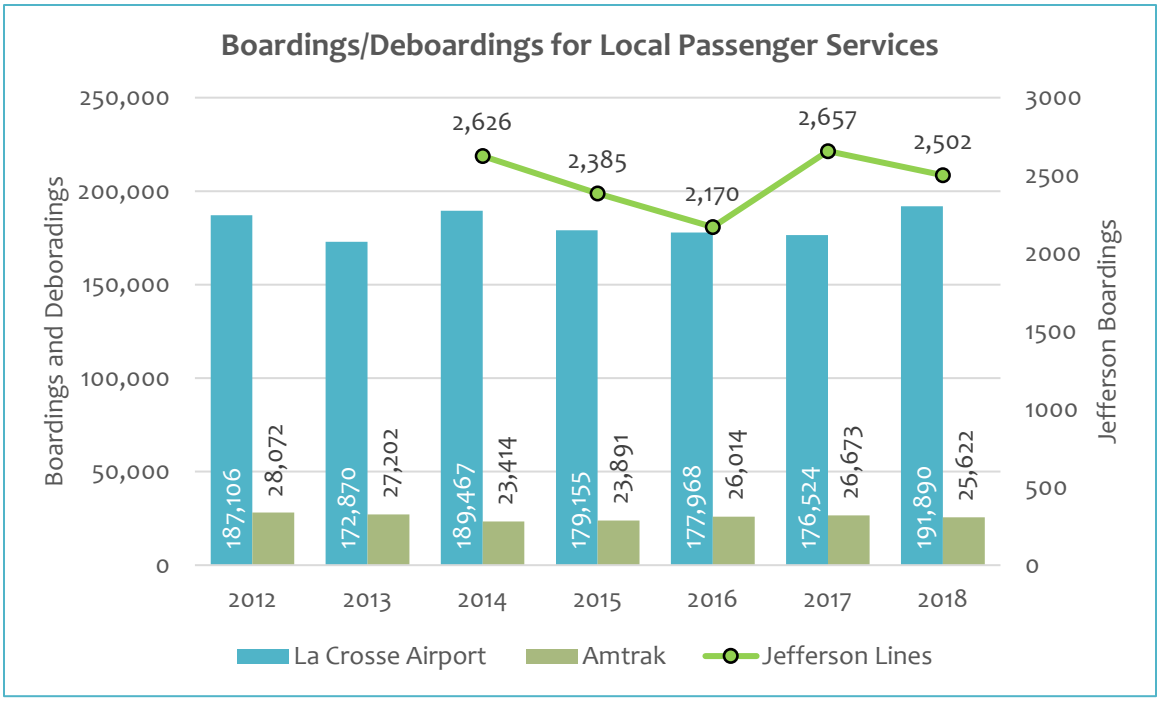

Figure 26: Boardings/deboardings for local passenger services. *Sources:* Bureau of Transportation Statistics; railpassengers.org; Jefferson Bus Lines.

Local Transit Networks & Services

Transit services in the planning area include fixed-route city bus, intercity rural regional bus, shared-ride taxi, and specialized transportation for the elderly and persons with disabilities.

La Crosse City Bus

The La Crosse Municipal Transit Utility (MTU) is the fixed-route transit provider for the city of La Crosse. The MTU operates five core routes, two circulator routes, and other routes that provide connections to neighboring communities and safe transportation between the campuses and downtown La Crosse.

As required by federal law, MTU also provides complementary paratransit within three-quarter mile of a fixed route to meet the needs of persons with disabilities. Deviated fixed-route service is provided to meet this requirement when complementary paratransit service is not feasible. All paratransit vehicles are equipped with wheelchair lifts and all fixed-route vehicles can kneel to the curb and are equipped with wheelchair ramps and automatic vehicle location (AVL) systems that allow for automatic stop announcements.

Over 90 percent of La Crosse residents and nearly 54 percent of planning area residents are within the MTU service area (1/4-mile from a bus stop for fixed-route), but bidirectional service is absent along significant segments of most routes, resulting in reduced rider access and convenience.

Cash fares are $1.50 for adult riders, $1.25 for youth (ages 4-17), and $0.75 for seniors (age 65 and older) and persons with disabilities.

MTU Core Routes

The core routes include Route 1 South Ave, Route 2 Green Bay, Route 4 Losey Blvd, Route 5 Valley View Mall, and Route 6 Northside. They all provide service seven days per week, with weekdays providing 30-minute service from 5:12 a.m. to 5:45 p.m. and 60-minute service thereafter to 10:40 p.m. Saturday and Sunday service drops to 60-minute service, starting at 7:42 a.m. and ending at 7:40 p.m. (Saturdays) or 6:40 p.m. (Sundays). All the core routes begin and end at the Grand River Station transit center.

MTU Circulator

In 2015, a campus circulator referred to as "**MTU**GO" was initiated and began providing 10-minute service to the University of Wisconsin-La Crosse (UWL) and the Western Technical College (WTC) campuses. The purpose of the circulator was to provide better access to academic buildings for students and to serve as a connection between campuses and student intensive residential areas. But because the campus circulator was underperforming

during its three years of service, it was transformed in 2018 into a new circulator route designed to provide the community with access to daily necessities and conveniences, such as grocery stores, clinics, and shopping areas within 10 minutes of the downtown core. Within its first two months of operation it had already outperformed the campus route.

MTUGO Routes 1 and 2 together provide bidirectional service on weekdays from 7:12 a.m. to 5:10 p.m. After 5:10 p.m. Route 1 ceases operation and Route 2 continues to provide 30-minute, unidirectional service until 10:10 p.m. This is the only MTU route that provides 30-minute service at night.

Figure 27 illustrates the **MTU**GO circulator and popular destinations along the route.

Other MTU Routes

Contracted Routes

MTU has one city of La Crosse route—Route 8 Crossing Meadows—that is coupled with Route 7 French Island contracted by the town of Campbell. They are for the most part unidirectional and provide 60-minute service on weekdays from 5:55 a.m. to 5:55 p.m. Route 7 French Island operates as a deviated fixed-route to meet the federal requirements for complementary paratransit. It also provides service to the La Crosse Regional Airport by request.

Two other contracted routes include Route 9 Onalaska and Route 10 La Crescent. Route 9 provides 60-minute service on weekdays from 6:55 a.m. to 10:23 a.m. and from 1:25 p.m. to 6:23 p.m. As revealed in a 2017 survey of bus riders, the mid-day gap in service can be challenging for riders with medical appointments and those destined for the DMV.

Route 10 provides 60-minute, deviated service from 5:42 a.m. to 7:00 p.m. on weekdays and from 7:42 a.m. to 3:30 p.m. on Saturday. This service was expanded in 2017 by the city of La Crescent to include Saturdays.

Figure 28 shows MTU's core routes and the routes contracted by Campbell, Onalaska, and La Crescent.

Figure 27: MTUGO **circulator route.** *Source:* MTU Rider Guide, 2017.

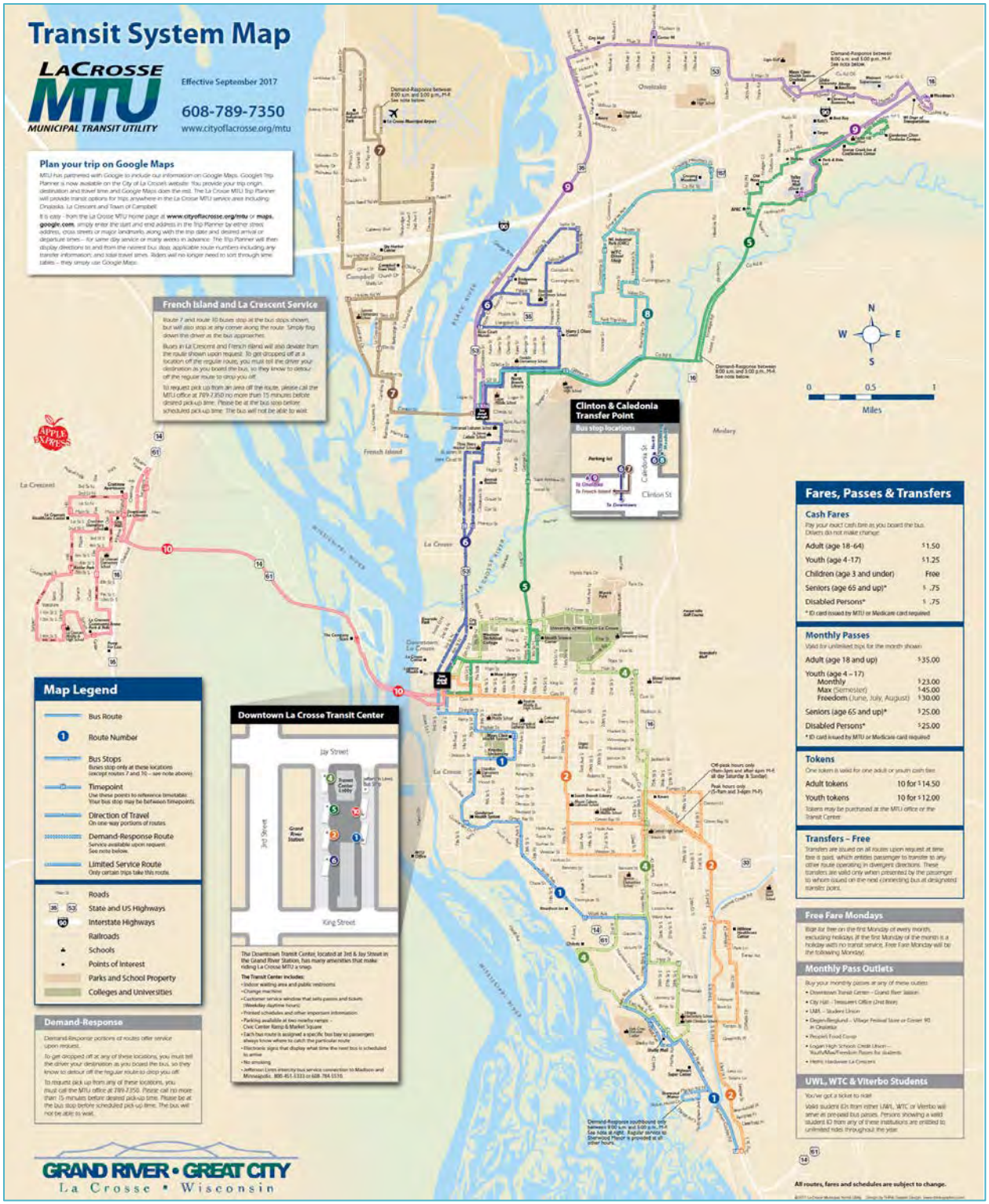

Figure 28: MTU transit system map. *Source:* MTU Rider Guide, 2017.

Safe Ride

Safe Ride is a state-funded service designed to reduce drinking and driving by college students. During the Fall and Spring semesters, Safe Ride operates between downtown La Crosse and the college campuses every 15 minutes from 10:00 p.m. to 3:00 a.m. on Thursdays and Fridays and from 9:00 p.m. to 3:00 a.m. on Saturdays.

Intercity Rural Regional Bus

Scenic Mississippi Regional Transit

Scenic Mississippi Regional Transit, or "the SMRT bus" as it's locally called, is an intercity rural regional bus service operating in Crawford, Vernon, Monroe, and La Crosse Counties.

The service began in December of 2012 under the administration of the city of Prairie du Chien to provide connections for the communities of Prairie du Chien, Viroqua, Westby, and Coon Valley to the city of La Crosse and specifically to such destinations as UWL, WTC, Mayo Health System, and Gundersen Health System. As the service expanded into Monroe County in 2019 to provide connections for Tomah and Sparta to La Crosse, the administration of the program transferred from Prairie du Chien to La Crosse County.

Currently SMRT offers deviated, fixed-route service Monday through Friday on its four routes: Red (Prairie du Chien-La Crosse), Yellow (Viroqua-La Crosse), Blue (Viroqua-La Crosse), and Green (Tomah-La Crosse). All buses include bike carriers and are wheelchair accessible. All trips regardless of origin or destination are $3.00. Punch cards are available for a discounted rate.

Figure 29 shows the SMRT routes as of November 2019.

The Red Route is roughly 130 miles and 4 hours travel time per each of its three round trips. It begins and ends in Prairie du Chien and serves stops in Prairie du Chien, Lynxville, Ferryville, Desoto, Genoa, Stoddard, and La Crosse. Service begins at 5:51 a.m. and ends at 6:17 p.m.

The Blue and Yellow Routes are identical—both beginning and ending at Vernon Memorial Hospital in Viroqua. Each round-trip (three for the Blue and four for the Yellow) is about two hours and serves stops in Viroqua, Westby, Coon Valley, and La Crosse. Service begins at 5:37 a.m. and ends at 6:54 p.m. on the Blue Route and begins at 6:25 a.m. and ends at 5:40 p.m. on the Yellow Route.

The Green Route is roughly 95 miles and 3 hours travel time for each of its three round-trips, beginning and ending at the VA Medical Center in Tomah. It serves additional stops in Tomah and stops in Sparta, West Salem, Onalaska, and La Crosse. The park-and-ride at the Valley View Mall is a local stop that allows for multimodal connections. Service begins at 6:00 a.m. and ends at 6:00 p.m.

In La Crosse, SMRT buses use MTU bus stops. This provides seamless transfers between the two systems when needed. Passengers wishing to access a SMRT bus but can't access one of the designated bus stops can flag down a driver anywhere along the rural portions of a route.

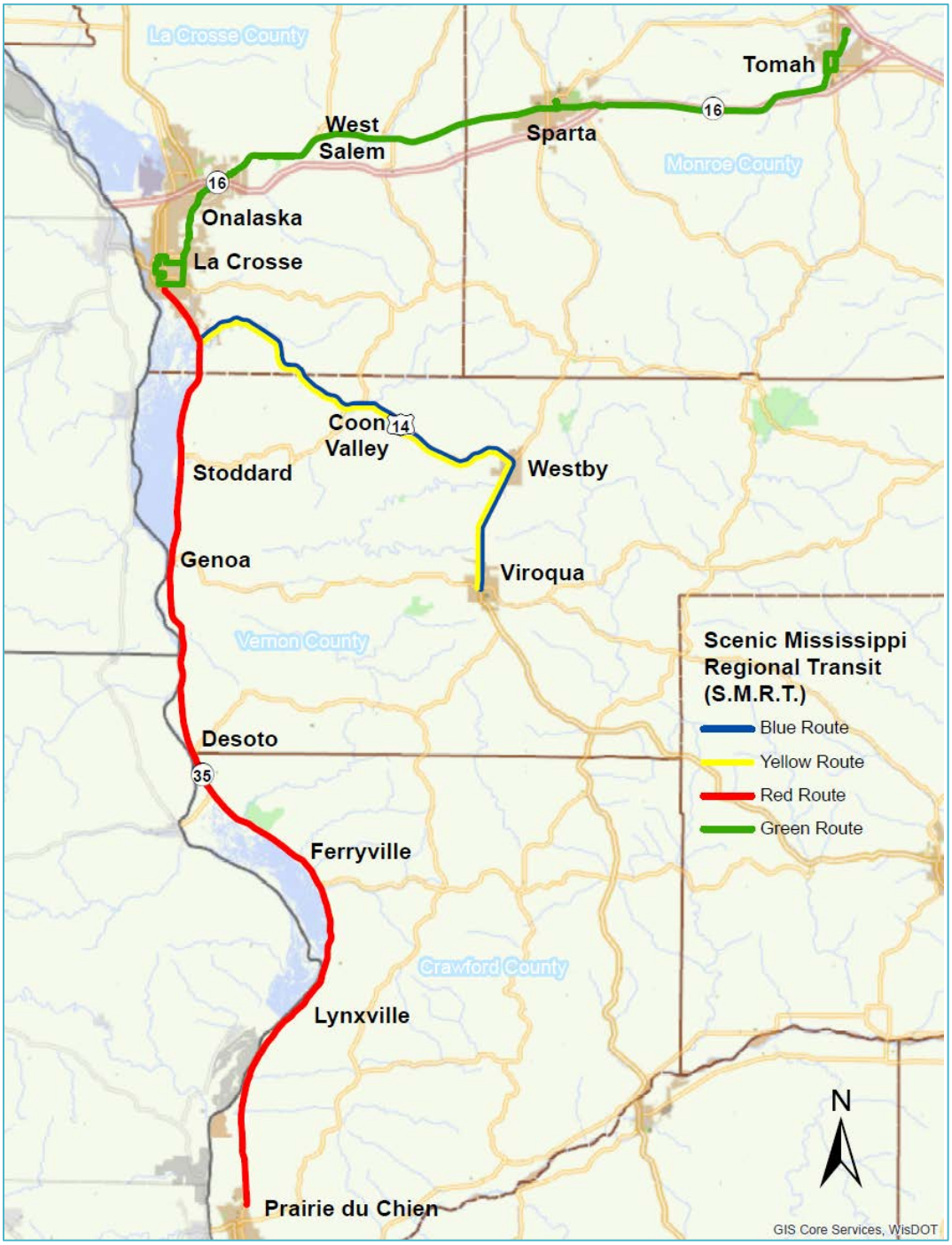

Figure 29: Scenic Mississippi Regional Transit network. *Source:* LAPC.

Rolling Hills Transit

Rolling Hills Transit (RHT) is provided by Semcac—a Community Action Agency that serves seven southeast Minnesota counties. Within our planning area, RHT serves La Crescent with curb-to-curb bus transportation on weekdays from 7:00 a.m. to 5:00 p.m. Trips are scheduled by calling RHT and are recommended to be reserved at least 24 hours in advance.

Cash fares are based on distances and destinations and may be as low as $1.50 for in-town trips in communities where a bus is located and up to $6.00 per trip when traveling more than eight miles from any area that is not listed on their website. Trips between La Crescent and Hokah, for example, would be $3.00 while trips between La Crescent and Caledonia or Brownsville would be $6.00.

Because La Crescent is also served by MTU, RHT riders could transfer onto the MTU and travel into La Crosse.

Shared-Ride Taxi

Onalaska-Holmen-West Salem Public Transit (OHWSPT) provides door-to-door, shared-ride van transportation for trips within and between the city of Onalaska, the village of Holmen, and the village of West Salem. Rides are not accepted for origins or destinations outside of these communities. Free transfers between MTU and OHWSPT occur at Center 90 in Onalaska and at the Valley View Mall in La Crosse. Riders who will be transferring to OHWSPT must call to arrange a pick-up at one of these locations. All transfers must have a valid transfer pass.

Service is available seven days per week from 6:30 a.m. to 7:00 p.m. Cash fares are $4.25 for adults, $3.75 for students (age 3-18), $3.75 for seniors (55 and older) and persons with disabilities. Punch cards are also available.

Specialized Transportation

Specialized transportation for the elderly and persons with disabilities is available through four main avenues: 1) La Crosse County Aging and Disability Resource Center (ADRC); 2) La Crosse Municipal Transit Utility; 3) managed care organizations; and 4) private pay or personal vehicle.

La Crosse County Aging and Disability Resource Center

The La Crosse County ADRC manages the La Crosse County Minibus program, which provides reservation-based, curb-to-curb bus transportation to La Crosse County residents age 60 and older and/or have a disability. All vehicles are wheelchair accessible.

The County is divided into three zones with differing notification requirements and fare prices. Reservation notification may be 24 hours or 48 hours and one-way fares may be $3.50, $4.00, or $4.50 depending on zone.

Service is available weekdays from 7:00 a.m. to 5:00 p.m. and on Saturday from 8:00 a.m. to 4:00 p.m.

La Crosse Municipal Transit Utility

As a fixed-route transit provider, MTU is required by federal law to provide complementary paratransit to persons with disabilities within a 3/4-mile distance of an MTU fixed-route. MTU provides this service as MTU Mobility Plus for all its routes except the Route 7 French Island and the Route 10 La Crescent, which provide deviated service to meet the requirement.

Service for MTU Mobility Plus is contracted by MTU with a private transportation provider (currently Abby Vans). MTU does not own or operate the vehicles as it does those for its fixed-route system. The curb-to-curb service is available to individuals unable to access or need more assistance using the fixed-route system, but they must go through a certification process to be eligible.

Managed Care Organizations (MCOs)

MCOs are organizations that manage Medicaid program health care and other services in their state. In the La Crosse area, the MCOs include Inclusa and My Choice Family Care–Care Wisconsin, Inc. Although MCOs themselves do not provide specialized transportation, they do arrange trips with private providers like Abby Vans, Coulee Trails, and Coulee Region Taxi for their Medicaid clients. This service is critical for low-income clients with disabilities to make medical appointments and to participate in social activities.

Private Pay or Personal Vehicle

Obtaining the services of a for-profit taxicab company by private pay is one option for persons who won't or can't take a bus or who do not qualify for other transportation assistance. Wheelchair-bound riders are limited to only two of the four private taxi companies in the area (CTS Taxi and Coulee Region Taxi). Demand for accessible vehicles can be high, however, especially when MCOs book trips for their clients' days in advance.

The most convenient option is to have access to a personal or family-member vehicle that is equipped to transport wheelchairs and electric mobility devices. This may not be the most feasible option, however, depending on the family support system, financial means, and personal needs of the rider.

Multimodal Connections

For those traveling by means other than the personal automobile, connections between transit providers and other modes is important for providing access to essential services like healthcare and government and for enhancing local and regional mobility.

The LAPC planning area is lucky to be served by several local and regional transit agencies as well as air and rail passenger services as discussed in previous sections. Table 11 summarizes how the various transit services connect to each other and to the La Crosse Regional Airport and the Amtrak station. It also identifies if there is an opportunity to transfer between personal automobile and transit at a park-and-ride or for a bicycle to be loaded onto a transit vehicle. These two opportunities allow for first-mile/last-mile connections to transit.[31]

The two urban systems in the planning area—La Crosse MTU and OHWSPT—together offer service to over three-quarters of the planning area population. Free transfers between the two systems allow for direct service on demand to the La Crosse Regional Airport, but MTU service to the airport has significant limitations. The Route 7 French Island only operates on one-hour frequencies on weekdays and riders from outside French Island need to transfer in from other MTU routes, making it difficult to coordinate multi-system travel with flights.

Although the Amtrak station is within the MTU Route 6 service area, the stops are three blocks away and access to the southbound Route 6 requires inaccessible travel through dirt and broken asphalt (Figure 30). The most accessible route is also the longest route and outside the acceptable pedestrian travel distance to a stop of 1/4-mile (three blocks) or less. This travel route is six blocks long on sidewalk and connects northbound and southbound Route 5 Valley View to the Amtrak station. The need to travel three or more blocks between MTU bus stops and the station may be a deterrent for riders to use MTU as a connection to Amtrak. The only direct service at this time is provided by the SMRT Yellow Route, which serves the Amtrak station on demand.

The La Crosse MTU serves as something of a multimodal hub that moderately connects other transit and passenger services in the planning area to each other. Improving these connections through service enhancements and better schedule coordination would benefit not only the residents of La Crosse but also the residents of the communities served by the other systems. Recommendations for improving MTU service to the Amtrak station, the airport, and overall can be found in the *Grand River Transit Service Enhancement & Policy Plan*. Future planning efforts should consider coordinating fixed-route schedules, especially at likely transfer locations.

[31] Examples: I will drive (5-minute) or walk (25-minute) to Shopko South to pick up the SMRT bus to Viroqua. An employee at Gundersen Health System will drive 30 minutes to Viroqua to pick up the SMRT bus to go to work. The parking lots utilized are not official park-and-rides, however.

Table 11: Multimodal connections in the planning area

Bus Service	Airport	Amtrak	Bus system connections	Park-and-ride	Bikes on buses
La Crosse MTU	Route 7 on demand	Route 6: 3-block walk on sidewalk to Rose/Gould for NB; 3-block walk along railroad track to Copeland/St Andrew for SB; Route 5: 6-block walk on sidewalk to Hagar/Lang	OHWSPT at Center 90, Valley View Mall; SMRT at shared bus stops[1]	Ice Arena, La Crescent	Yes
Onalaska/Holmen/ West Salem Public Transit	Transfers required: MTU Route 9 at Center 90 and MTU Route 7 at Clinton/Caledonia	Transfers required: MTU Route 9 at Center 90 and Route 6 at Clinton/Caledonia, 3-block walk	MTU at Center 90 and Valley View Mall; SMRT at Valley View Mall P & R	Valley View Mall; I-90 in West Salem	No
Scenic Mississippi Regional Transit	Transfers required: MTU Route 4 at UWL, Route 6 at GRS, and Route 7 at Clinton/Caledonia	Yellow Route on demand	MTU at shared bus stops[1]	Valley View Mall	Yes
Jefferson Bus	Transfers required: MTU Route 6 at GRS[2] and Route 7 at Clinton/Caledonia	Transfer required: MTU Route 6 at GRS, 3-block walk from Rose/Gould	MTU at GRS and UWL	No	No
Rolling Hills Transit	Transfers required: MTU Route 10 at any MTU stop in La Crescent, Route 6 at GRS, and Route 7 at Clinton/Caledonia	Transfers required: MTU Route 10 at any MTU stop in La Crescent and Route 6 at GRS, 3-block walk from Rose/Gould	MTU at any MTU bus stop in La Crescent	Ice Arena, La Crescent	No

[1]SMRT uses MTU bus stops at UW-La Crosse, Western Technical College, Gundersen Health System (La Crosse and Onalaska), Mayo Health System (La Crosse), Cameron Park, and Shopko South, which also makes a good unofficial park-and-ride.
[2]Grand River Station transit center.

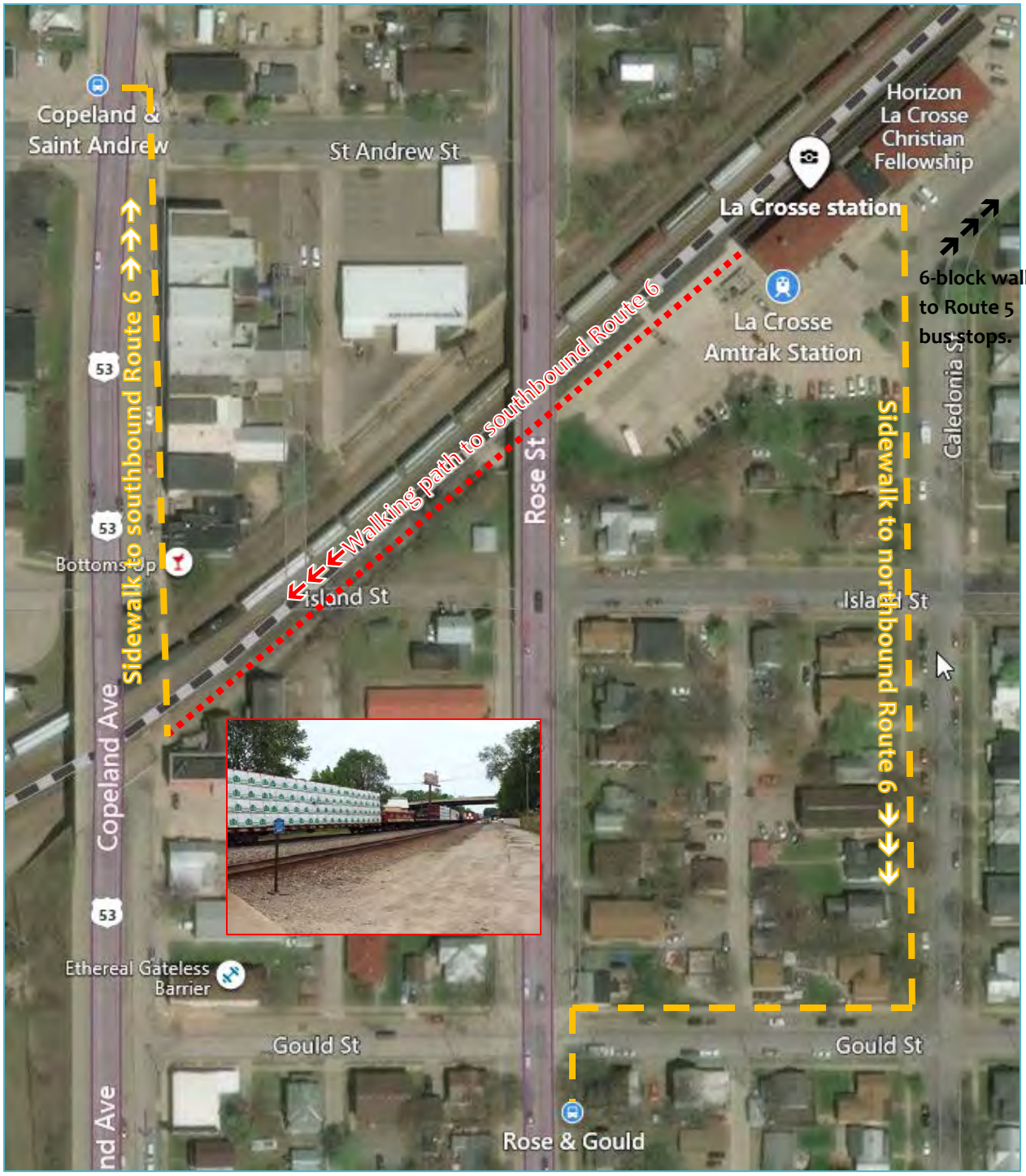

Figure 30: Pedestrian travel paths between MTU Route 6 bus stops and the Amtrak station. Yellow denotes travel paths on sidewalk; red denotes the travel path with no accessible accommodation. The picture inset shows the travel path looking from the location of the sidewalk that crosses the railroad track toward the location of the Amtrak station in the far background.

Transit Operations and Forecasts

Not unlike other modes of personal transportation, transit ridership fluctuates with the ups and downs in fuel prices—going up when gas prices increase and going down when gas prices decrease. This follows for the two urban systems (MTU and OHWSPT), but not for the rural system (SMRT). The increasing trend in SMRT ridership reveals a real demand and need to connect rural residents with their urban jobs and to connect rural communities.

Figure 31 compares annual ridership for MTU, OHWSPT, and SMRT for 2012-2018. From its first full year of service in 2013 to 2018, SMRT increased its ridership by almost 64 percent. This contrasts with MTU for which ridership decreased over 18 percent and with OHWSPT for which ridership decreased nearly 29 percent during the same time period.

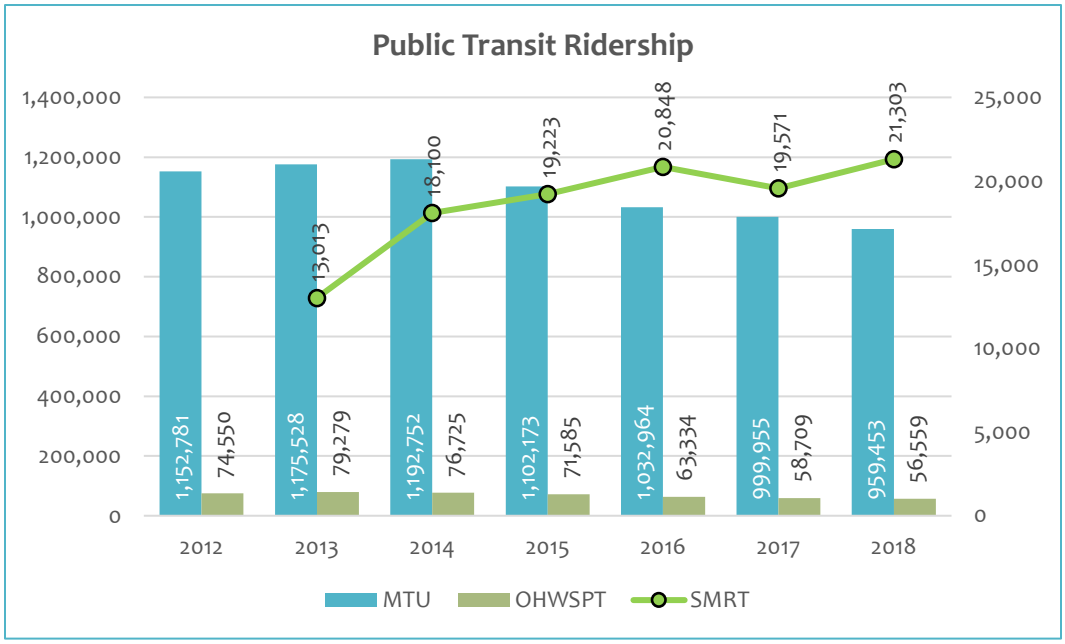

Figure 31: Public transit ridership, 2012-2018. *Sources:* National Transit Database (NTD); Mississippi River Regional Planning Commission (MRRPC).

Our current travel demand model does not forecast transit ridership. It incorporates transit as a mode choice by defining a certain percentage of all trips as transit trips. The percentage is based on boarding and alighting counts aggregated to traffic analysis zone.

Pedestrian and Bicycle Networks

Pedestrians and bicyclists often share facilities, including roads, trails, and sidewalks. State statutes and municipal ordinances dictate where and how pedestrians and bicyclists may travel, with states prohibiting pedestrians and bicyclists on freeways and interstate highways and bicyclists on sidewalks in central business districts unless allowed by the local municipality. Both prohibitions are for safety reasons—the former to protect pedestrians and bicyclists from high-speed motor-vehicle traffic, the latter to protect pedestrians from higher-speed bicyclists.

Roads

Just like motor vehicles, roads provide the basic artery on and along which pedestrians and bicyclists travel. The need for a dedicated facility like a sidewalk or a trail depends on several factors, including the volume of motor vehicle traffic, operating speed, width of the roadway, and land use.

While many pedestrians and bicyclists may feel comfortable traveling in the roadway of a quiet country lane, as traffic volume and speed increase, additional accommodation is necessary to improve not only comfort level but also safety. A wide shoulder or trail may work best along rural highways, but sidewalks and bike lanes become more necessary as roads become more congested and constrained as is the case in more urban areas like La Crosse and Onalaska.

Bike lanes can take several forms with varying levels of separation and protection. The lowest accommodation of bike lane is the conventional bike lane placed immediately adjacent to the travel lane. It provides no separation or protection from motor vehicle traffic other than a 6-inch white line. This is the only type of bike lane seen in the planning area. The highest accommodation of bike lane is the cycle track, which is installed within the roadway, but is physically separated from motor vehicle traffic and is distinct from the sidewalk. Variations of "buffered" and "protected" bike lanes fall between the two types.

Table 12 compares the bike lane miles inventoried in 2018 to those reported for 2015 in *Coulee Vision 2040*. As one might expect, the city of La Crosse has the most bike lanes in the planning area in 2018 at 17.6 lane miles, adding 5.3 miles since 2014 for an increase of 43 percent. The city of Onalaska has the second-most lane miles and are up 58.2 percent from 6.7 miles in 2015 to 10.6 miles in 2018. The town of Campbell has had the biggest change with the addition of bike lanes on Clinton St/CTH B as part of a La Crosse County Safe Routes to School project. The preferred accommodation among bicycling advocates in the area is a protected bike lane, but to date none have been installed.

Because bike lanes require dedicated space, installation in constrained environments usually means reallocating roadway space from parking and/or travel lanes—actions that often

experience significant opposition. Communities try to compromise by painting shared-road markings or "sharrows," but while they provide some education to motorists and bicyclists regarding bicyclist placement in the road, sharrows do little to improve safety or security. The city of La Crosse increased its lane miles of sharrows by 54.9 percent from 6.9 lane miles in 2015 to 10.7 lane miles in 2018. The village of West Salem is the only other community that has sharrows (1.1 lane miles).

Table 12: Comparison of Bike Lane Miles, 2015 and 2018

Community	Lane Miles 2015	Lane Miles 2018	Percent Change
La Crosse	12.3	17.6	43.1
Onalaska (C)	6.7	10.6	58.2
La Crescent	4.5	4.5	0.0
Shelby	3.2	3.2	0.0
Onalaska (T)	2.3	2.3	0.0
Holmen	0.6	0.6	0.0
Campbell	0.0	0.6	100.0
West Salem	0.6	0.6	0.0
Total	30.2	40.0	32.5
Source: LAPC GIS.			

Figure 33 shows the inventoried bike lanes and sharrows in the planning area and how they connect to existing trails for continuity in travel.

Sidewalks

Sidewalks offer the most efficient and effective means for making short trips in urban areas and for safely accessing transit stops. They run parallel to roadways, providing equivalent connections between origins and destinations as the roadways themselves. The development of sidewalks is addressed by municipalities in their municipal codes, identifying where and how wide sidewalks must be if required at all. Table 13 summarizes the sidewalk requirements for communities with provisions in their municipal codes. All but the town of Campbell require sidewalks or trails on at least one side of arterial and collector streets.

Only 29 percent of the centerline miles in the urbanized area have sidewalks on both sides of the street. An additional 9 percent of the centerline miles have sidewalk on one side and 4 percent have trail on one side, totaling 13 percent of the centerline miles with accommodations on only one side. More than 57 percent of the centerline miles in the urbanized area have no sidewalks or trail. Figure 35 shows how roads with sidewalks on both sides are concentrated in the core areas of the cities and villages.

Table 13: Local Sidewalk Requirements

Jurisdiction	Location	Minimum Width
La Crosse (C)	One side of frontage streets; both sides of all other streets	6 ft
Onalaska (C)	One side of frontage streets; both sides of arterial and collector streets	5 ft
La Crescent (C)	One side of arterial and major collector streets and trail on opposite side or trail on both sides; one side of minor collector and local streets	5 ft for sidewalks; 8 ft for trails
Holmen (V)	One side of frontage streets; both sides of all other streets; trail may replace sidewalk if indicated in adopted plan	5 ft
West Salem (V)	Both sides of arterial and collector streets; one side of local and 1-way streets	5 ft
Onalaska (T)	Arterial and collector roads; high-traffic areas (schools, commercial areas, etc.); at discretion	10 ft*
Campbell (T)	Not required	6 ft

*Minimum of 10 feet for pedestrian pathways or the right-of-way for pedestrian ways.
Source: Local subdivision and development codes.

Accessibility

The Americans with Disabilities Act (ADA) of 1990 is a civil rights statute that prohibits discrimination against people with disabilities. Of the five Titles of the Act, Title II specifically addresses making public services and public transportation accessible. Any public entity who designs and constructs facilities, including sidewalks, for public use that are not accessible by people with disabilities is in violation of the Act and may be subject to the withholding of federal funds or a lawsuit.

Sidewalks and other public pedestrian access routes must meet the ADA standards for transportation facilities issued by the United States Department of Transportation as based on the United States Access Board's ADA Accessibility Guidelines. In November of 2011, a Notice of Proposed Rulemaking (NPRM) was issued to update the existing accessibility guidelines, which were developed primarily for buildings and facilities on sites, to include guidelines for pedestrian facilities in the public right-of-way. The proposed guidelines have not yet been codified but are expected to be added as an appendix to 36 CFR Part 1190.

All public entities are required to perform a self-evaluation to identify barriers to accessing public programs, services, activities, and employment. Entities with 50 or more employees are also required to develop a transition plan that addresses the identified barriers, including a schedule for completing modifications. The city of La Crosse is in the process of creating its ADA Transition Plan.

Bicycling on Sidewalks

Wisconsin and Minnesota statutes prohibit bicyclists on sidewalks in central business districts (CBDs) unless allowed by ordinance by the local unit of government. The intent of the prohibition is to protect pedestrians as they exit buildings onto the adjacent sidewalk.

The city of Onalaska is the only municipality in the planning area that has adopted an ordinance allowing bicyclists on sidewalks in all areas of the city. Because the city grew with more of a suburban style development where businesses have significant setbacks from the road (and sidewalk), it has a very short (about two blocks) central business district where buildings are immediately adjacent to the sidewalk.

The city of La Crosse, for example, prohibits riding a bicycle "on any public sidewalk in the "downtown area" as defined [by the area bounded by Cass St, 7th St, La Crosse St, and the Mississippi River] or past any building which has an entrance or exit abutting on the sidewalk." However, because our main roads are so auto-dominated and roads like 3rd St and 4th St in downtown La Crosse are one-way streets, bicyclists will ride on the sidewalk regardless (Figure 32).

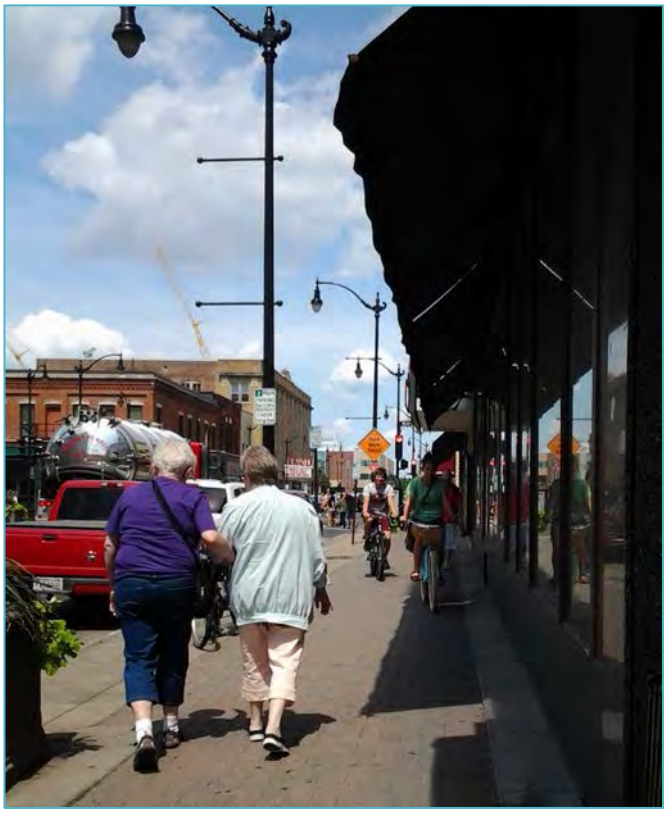

Figure 32: Bicyclists riding illegally among pedestrians on the 4th St sidewalk in downtown La Crosse.

Biking on sidewalks in general is not recommended because 1) sidewalks are too narrow for both pedestrians and bicyclists to safely share; 2) bicyclists travel much faster than pedestrians, risking a collision and injury; and, 3) right-turn crashes are more likely to occur.

Trails

The planning area currently has over 87 miles of trails—of which about 12 miles are for walking only. The nearly 76 miles of shared trails include about 22 miles of the unpaved Great River State Trail and La Crosse River State Trail. These trails are managed by the Wisconsin Department of Natural Resources and require a state trail pass for bicyclists 16 and older. Walkers, cross-country skiers, and snowshoers do not need to purchase a trail pass. Funds

from snowmobile registration fees allow snowmobilers to use the trails without purchasing a trail pass.

The remaining 54 miles of shared trails only allow bicyclists and pedestrians.

Table 14 summarizes the trail miles of shared-use and walking trails for the planning area communities with trails. Trail miles increased about 13 percent since 2015 (*Coulee Vision 2040*), with 57 percent of the trail development occurring in the cities of Onalaska and La Crosse.

Table 14: Trail Miles in the Planning Area

Community	Shared-Use Trails (miles)	Walking Trails (miles)
Dresbach	2.41	-----
La Crescent	1.99	1.22
Hamilton	8.06	-----
Holland	5.67	-----
Holmen	2.77	-----
La Crosse	23.46	2.97
Medary	6.22	-----
Onalaska (C)	10.56	5.35
Onalaska (T)	9.99	1.07
Shelby	3.30	1.02
West Salem	1.42	-----
Planning Area	75.85	11.63
Source: LAPC GIS.		

Figures 33 and 35 illustrate the inventoried trails and how they connect with on-road bicycle facilities and sidewalks and serve in lieu of sidewalks along some roads.

Connections and Crossings

Providing bike lanes, sidewalks, and trails alone does not equate to having a functional multimodal travel network. Connections between facilities, safe and convenient crossings, and wayfinding all contribute to an integrated travel network that can be used for *transportation* and not just recreation. Gaps in the travel path, crossings and routes that take you out of your way, and traffic operations that prioritize motorized vehicles over self-propelled modes are inconveniences that encourage bicyclists and pedestrians to do what they feel they need to do to get to where they want to go along the shortest path possible.

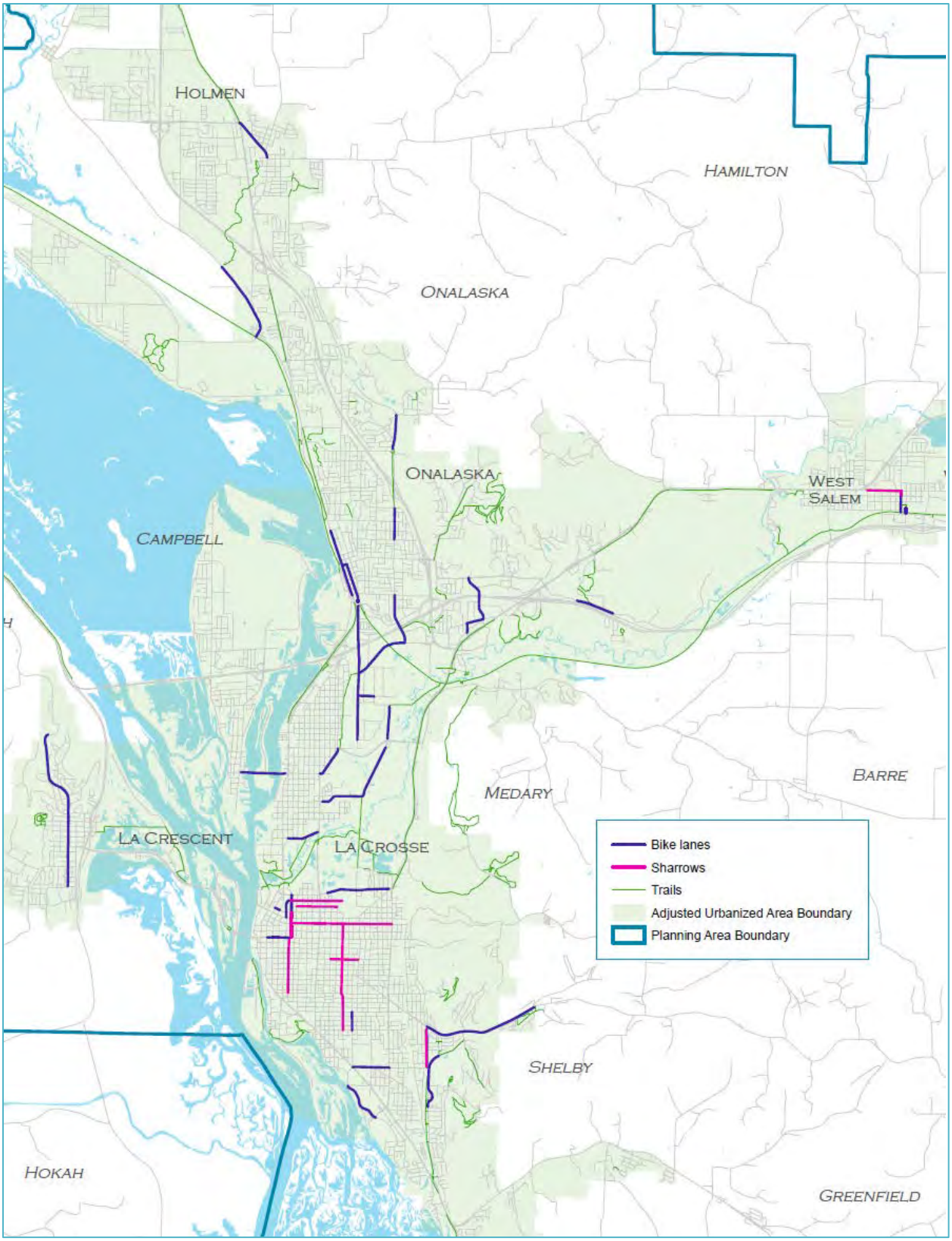

Figure 33: On-road bicycle accommodations and trails. *Source:* LAPC inventory and GIS.

Network Gaps

Gaps in our bicycle and pedestrian networks are often identified by "desire lines" or "goat paths" as users erode the earth on their trek between destinations.

Figure 34 illustrates a path made along STH 16 that serves as the natural line-of-sight and shortest route between the segments of the STH 16 Trail east and west of the bridge over 12th Ave. No accommodation exists on the bridge because the trail was developed to go down into Holiday Heights (photo on the left) then back up again to the opposite end of the bridge. Rather than go out of their way on the trail, users travel unprotected in both directions in the dirt and on the narrow shoulder on the bridge.

WisDOT will rectify this issue as they plan to reconstruct the approaches and the bridges between Gillette St and STH 157 in 2024. Although they have not yet determined a final design, all four of the alternatives being considered include providing a 12-foot multiuse path on the eastbound bridge.

Figure 34: The "goat" path along STH 16 over 12th Ave and Holiday Heights. The left photo shows the path connecting to the trail that connects with 12th Ave below STH 16. The middle photo shows the path and the narrow bridge shoulder. The right photo taken from the shoulder shows the path looking east toward the trail.

Pedestrian Crossings

The major roads in the region (arterials shown in Figure 8) are highly trafficked, often four-lane facilities ranging in posted speed from a low of 25 mph on West Ave (STH 35) and La Crosse St (STH 16) to a high of 45 mph on STH 16 between La Crosse and Onalaska. Significant challenges exist for pedestrians crossing these facilities, including but not limited to:

- Operating speeds that typically exceed posted speeds by 10 mph or more.
- Long crossing distances of four or more lanes.
- Intersection signalization that prioritizes motor vehicle movement over pedestrian movement (i.e. leading arrow for vehicles; pedestrian activation buttons).
- Signalized intersections that are several blocks apart.
- Lack of marked crosswalks (drivers seem to yield less at unmarked crosswalks[32]).
- Lack of refuge islands.
- Lack of crossings altogether (i.e. STH 157 at CTH PH and STH 16, STH 16 at STH 157).

Such challenges encourage risky pedestrian behavior and, coupled with higher operating speeds, can result in more severe pedestrian crashes.

To address some of these challenges, local municipalities have begun prioritizing the installation of rectangular rapid flashing beacons (RRFBs). They provide the benefits of immediate activation and a center refuge for two-stage crossings. Many of the RRFBs, however, are not equipped for re-activation on the median if people can't complete the crossing in one stage. The known locations of RRFBs as well as grade-separated pedestrian facilities and crossings with a simple median island are shown in Figure 35.

Three-inch aerial photography flown in April 2020 will be used to identify new and verify existing gaps and desire lines in the pedestrian network.

[32] This observation is based on personal experience and informal discussions with co-workers who drive as their main mode of transportation and not on empirical data. People seem to define "crosswalk" as only one that is marked. They are unaware that unmarked crosswalks are still crosswalks.

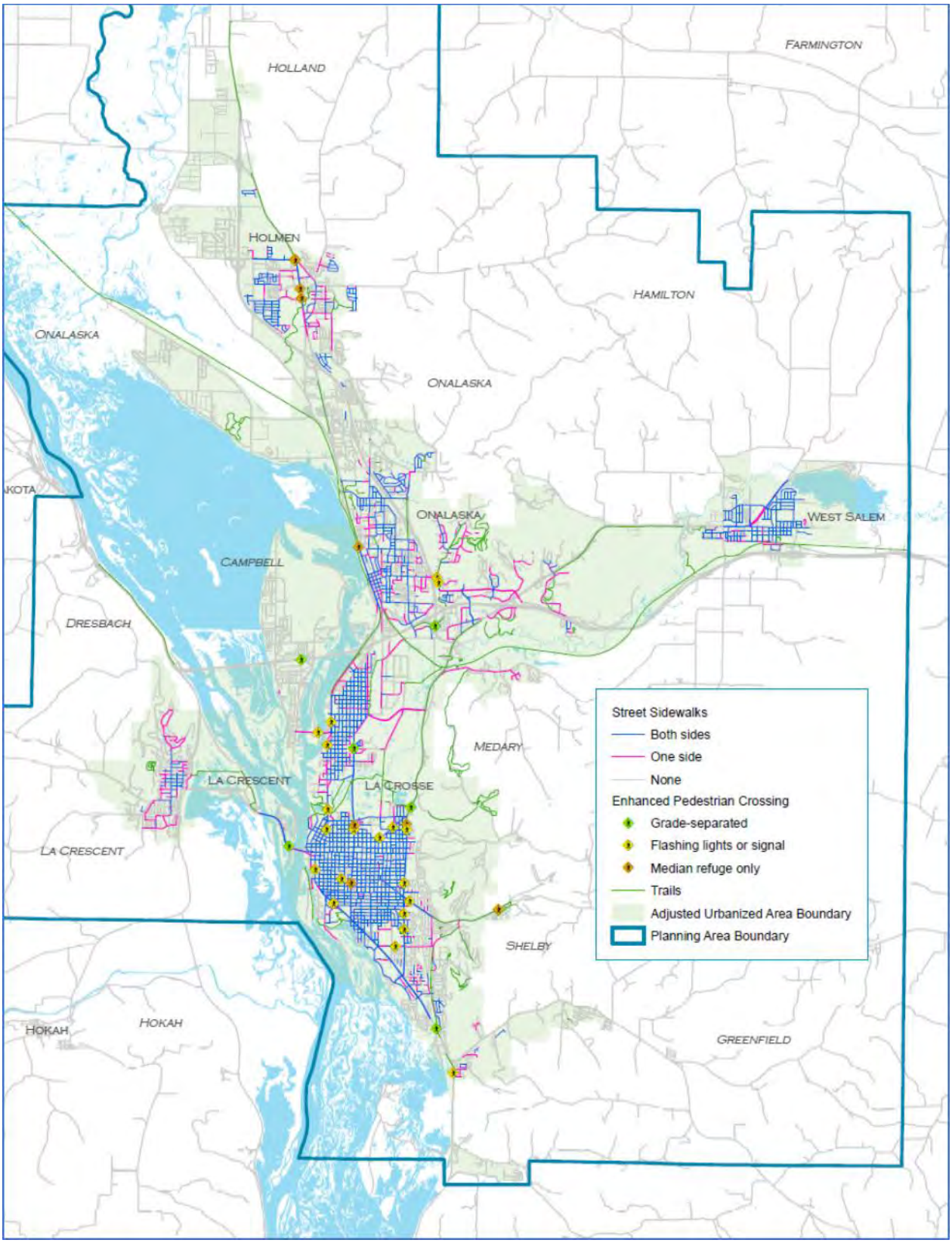

Figure 35: Pedestrian facilities in the planning area. *Source:* LAPC GIS and aerial photography.

Regional Bike Routing

The region's first signed inter-city bike route was established in 2017 to connect Riverside Park in La Crosse and the Great River Landing and Great River State Trail in Onalaska through a combination of trail and on-road facilities. The Route 1 bicycle route (Figure 37) was developed by the LAPC's Committee on Transit and Active Transportation (CTAT) and implemented by the cities of La Crosse and Onalaska. Figure 36 shows a Route 1 sign installed on Oak Forest Dr in Onalaska.

Figure 36: Regional Route 1 bike route sign on Oak Forest Dr in Onalaska.

The CTAT is working with La Crosse to extend Route 1 between Riverside Park in downtown La Crosse and the La Crosse/Vernon County line. Coordination with the Mississippi River Parkway Commission (MRPC) to have the Mississippi River Trail (MRT) marked along Route 1 is also occurring.

The CTAT continues to work on additional regional routes and is coordinating with the cities of La Crescent and La Crosse for a route connecting the two cities.

Figure 37: Signed (solid line left) and proposed (dashed line right) Regional Route 1 bike route connecting Onalaska and La Crosse.

Bicycle and Pedestrian Operations and Forecasts

The only data we have that estimates existing bicycle and pedestrian travel come from national surveys. The U.S. Census Bureau provides five-year estimates updated annually for Means of Transportation to Work down to the county subdivision level. Figure 38 illustrates the total estimated persons 16 and older in the planning area who biked or walked to work. The only comparison between years that reveals a statistically significant difference in the two estimates is between 2012 and 2016, where 2016 experienced a 20.52 percent change from 2012 plus or minus 19.64 percent. Essentially, the differences in the number of commuters that bike and walk to work from year to year between 2013 and 2018 were not significant.

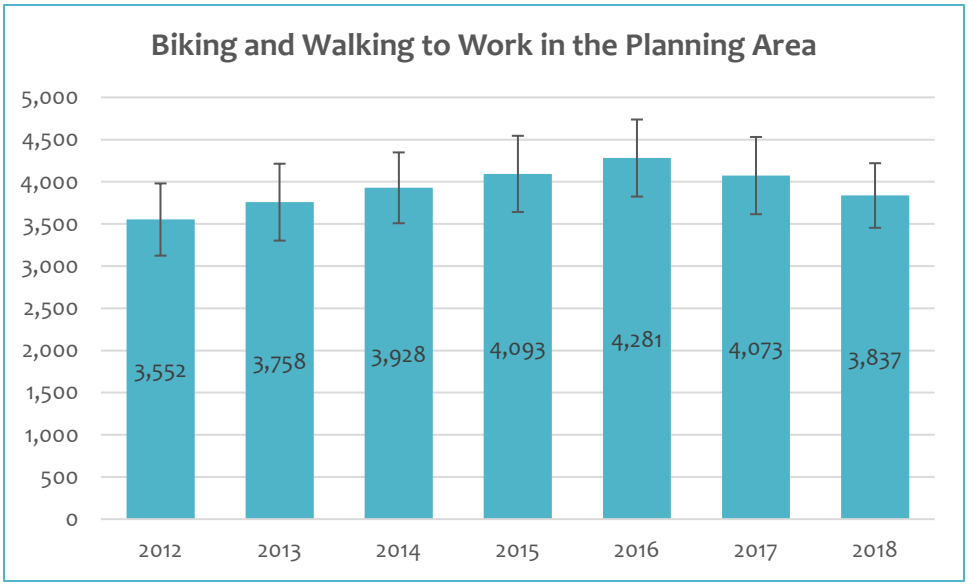

Figure 38: Biking and walking to work in the LAPC planning area, 2012-2018. *Source:* B08301 Means of Transportation to Work, data.census.gov.

The LAPC regional travel model currently does not simulate or forecast bicycle and pedestrian travel. This is an area that will be explored more during the update of the travel model for the 2025 transportation plan. As the transportation-to-work data show, however, the trend seems to be no change.

Chapter 5: System Safety and Performance Report

To support the national transportation goals described in 23 U.S.C. 150(b) and the general purposes described in 49 U.S.C. 5301(b), metropolitan planning organizations are required under 23 CFR 450 to engage in a planning process that uses a performance-based approach to transportation decision-making. Each MPO must establish performance targets that address the performance measures or standards established under 23 CFR part 490, 49 U.S.C. 5326(c), and 49 U.S.C. 5329(d) and use those targets to track progress toward attaining critical outcomes for the region.

MPOs must choose to adopt their state(s) targets and agree to plan and program projects that contribute toward meeting those targets, develop their own targets, or provide for a combination of state-supported and locally developed targets. As discussed in chapter 1, the LAPC has opted to support the targets developed by the Minnesota and Wisconsin Departments of Transportation (MnDOT and WisDOT).

This chapter, as the system performance report required under 23 CFR 450.324 (4), evaluates the condition and performance of the transportation system as related to 21 federal performance measures and the adopted state targets relevant to our MPO. It discusses how the MPO supports the targets and the progress achieved in meeting the targets.

This chapter also discusses additional performance measures used by the LAPC to track:

- Freight movement and economic vitality
- Safety
- System Management, operations, and reliability
- Accessibility and mobility
- Integration and connectivity
- Preservation and infrastructure
- Environment and quality of life

The LAPC has been reporting its tracking measures in its annual Transportation Performance Report since 2016.

Federal Measures and State Targets

The performance measures established in 23 CFR 490 for safety, system condition, system performance, and system reliability and in 49 CFR 625 for transit asset management were developed to meet the federal performance goals outlined below:

- **Safety:** To achieve a significant reduction in traffic fatalities and serious injuries on all public roads;

- **Infrastructure condition:** To maintain the highway infrastructure asset system in a state of good repair;
- **Congestion reduction:** To achieve a significant reduction in congestion on the National Highway System (NHS);
- **System reliability:** To improve the efficiency of the surface transportation system;
- **Freight movement and economic vitality:** To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development;
- **Environmental sustainability:** To enhance the performance of the transportation system while protecting and enhancing the natural environment; and,
- **Reduced project delivery delays:** To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices.

Highway Safety Measures

Safety performance requirements are codified in Subpart B of 23 CFR Part 490 National Performance Management Measures (NPMM). The NPMM established five safety performance measures for the purpose of carrying out the Highway Safety Improvement Program (HSIP) and to assess fatalities and serious injuries on all public roads:

- Number of fatalities
- Fatalities per 100 million vehicle miles traveled
- Number of serious injuries
- Serious injuries per 100 million vehicle miles traveled
- Number of non-motorized fatalities and non-motorized serious injuries

The performance measure for each of the safety measures is the five-year rolling average for the most recent five consecutive years ending in the year for which the targets are established. These five-year averages are compared to their respective baseline performance (the average for the five consecutive years whose end year is two years prior to the target year).

Minnesota and Wisconsin State Targets and Performance

WisDOT establishes its safety targets as a percentage reduction from the baseline five-year average—two percent reduction from the baseline in fatalities and fatality rate and five percent reduction from the baseline in serious injuries, serious injury rate, and non-

motorized fatalities and serious injuries. MnDOT establishes its safety targets as the five-year average of the baseline and projecting forward to the target year.

The State DOTs are required to report their performance and targets annually to the Federal Highway Administration (FHWA), which determines if the State has met or made significant progress toward meeting its targets.

With limited historical data to compare at this time (only three five-year rolling averages), it appears that Wisconsin is trending in the right direction (down) in four of the five measures (fatalities, fatality rate, serious injuries, and serious injury rate). Minnesota, on the other hand, is trending downward in only two of the measures (fatalities and fatality rate). A better picture will emerge in 2022 when we have additional averages to include in the trend assessment.

Table 15: State Highway Safety Improvement Program Performance Targets

Safety Performance Measure	2018 Baseline[1]	2018 Target	2019 Baseline[2]	2019 Target	2020 Baseline[3]	2020 Target
Wisconsin Department of Transportation						
Fatalities: Number of fatalities	567.4	556.1	567.0	555.7	576.2	564.7
Fatality Rate: Fatalities per 100 million vehicle miles traveled	0.936	0.917	0.934	0.915	0.906	0.888
Serious Injuries: Number of serious injuries	3,183.0	3,023.9	3,123.8	2,967.6	3,060.0	2,907.0
Serious Injury Rate: Serious injuries per 100 million vehicle miles traveled	5.260	4.997	5.037	4.785	4.826	4.585
Non-motorized Fatalities & Serious Injuries: Number of non-motorized fatalities and non-motorized serious injuries	361.4	343.3	360.0	342.0	362.8	344.7
Minnesota Department of Transportation						
Fatalities: Number of fatalities	389.2	375.0	381.8	372.0	-----	375.4
Fatality Rate: Fatalities per 100 million vehicle miles traveled	0.674	0.620	0.656	0.620	-----	0.626
Serious Injuries: Number of serious injuries	1,331.0	1,935.0	1,447.2	1,711.0	-----	1,714.2
Serious Injury Rate: Serious injuries per 100 million vehicle miles traveled	2.298	3.190	2.468	2.850	-----	2.854
Non-motorized Fatalities & Serious Injuries: Number of non-motorized fatalities and non-motorized serious injuries	220.8	348.0	246.4	267.5	-----	317.0

[1] Five-year average for 2012-2016.
[2] Five-year average for 2013-2017.
[3] Five-year average for 2014-2018.
Source: Wisconsin and Minnesota Departments of Transportation.

Planning Area Performance

Figure 39 shows the fatalities, serious injuries, and non-motorized fatalities and serious injuries in the planning area.

Between 2012 and 2018, the planning area experienced a 45.9 percent decrease in serious injuries, a 12.5 percent increase in fatalities, and a 37.5 percent decrease in non-motorized fatalities and serious injuries. Change between the five-year averages for 2012-2016 and 2014-2018 shows a more realistic picture because all years are considered. The trends, however, are the same: Serious injuries and non-motorized fatalities and serious injuries are decreasing while fatalities are increasing. Serious injuries and non-motorized fatalities and serious injuries decreased 18.6 percent and 10.0 percent, respectively, between 2012-2016 and 2014-2018. Fatalities on the other hand increased 34.5 percent.

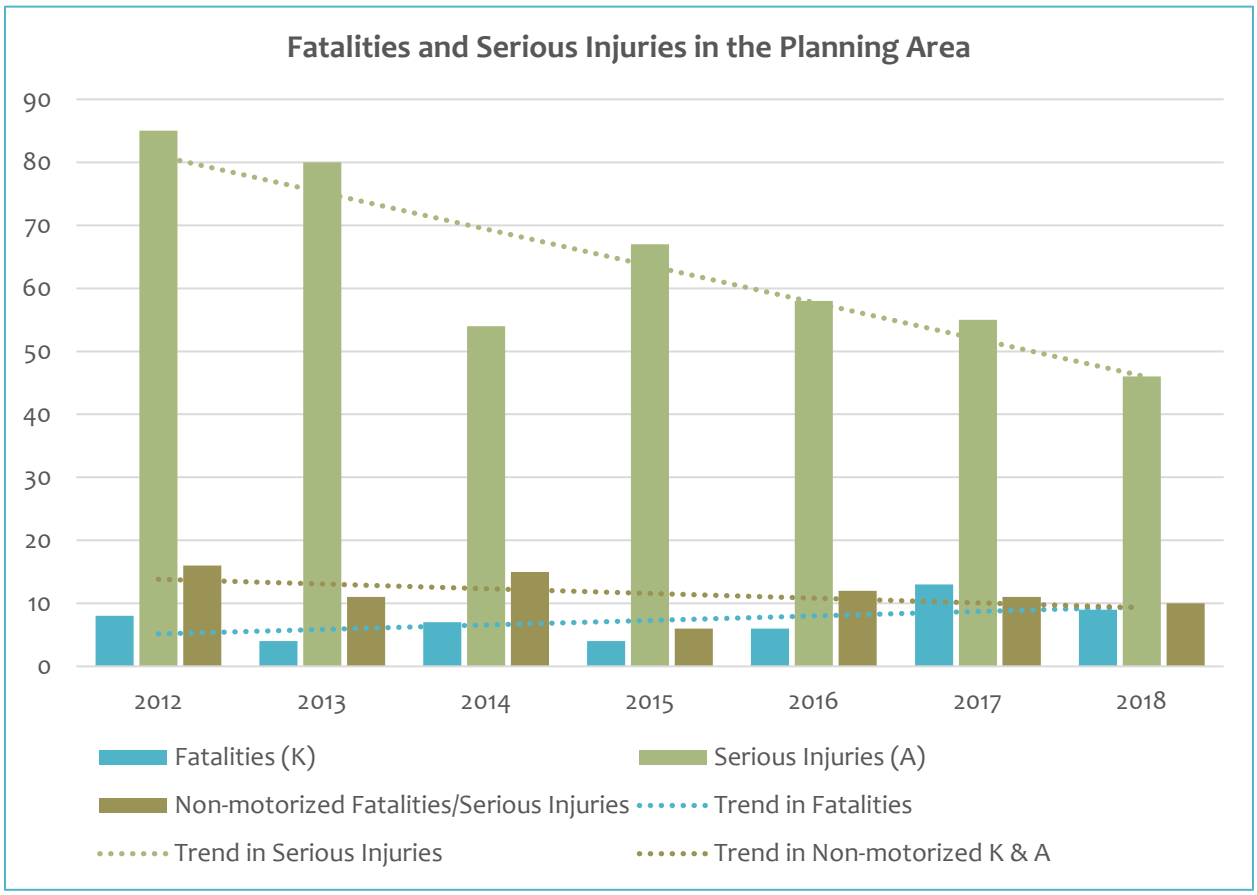

Figure 39: Fatalities and serious injuries in the planning area, 2012-2018. Trendlines are linear trends. *Sources:* Traffic Operations and Safety Laboratory, UW-Madison, www.topslab.wisc.edu; Minnesota Department of Transportation.

Because we do not have vehicle miles traveled (VMT) for the planning area, Figure 40 shows the rates (number of occurrences divided by 100 million vehicle miles traveled) and linear

trends for fatalities and serious injuries for 2012-2018 for La Crosse County. Like the occurrence trends for the planning area, La Crosse County is experiencing a decrease in the serious injury rate and an increase in the fatality rate.

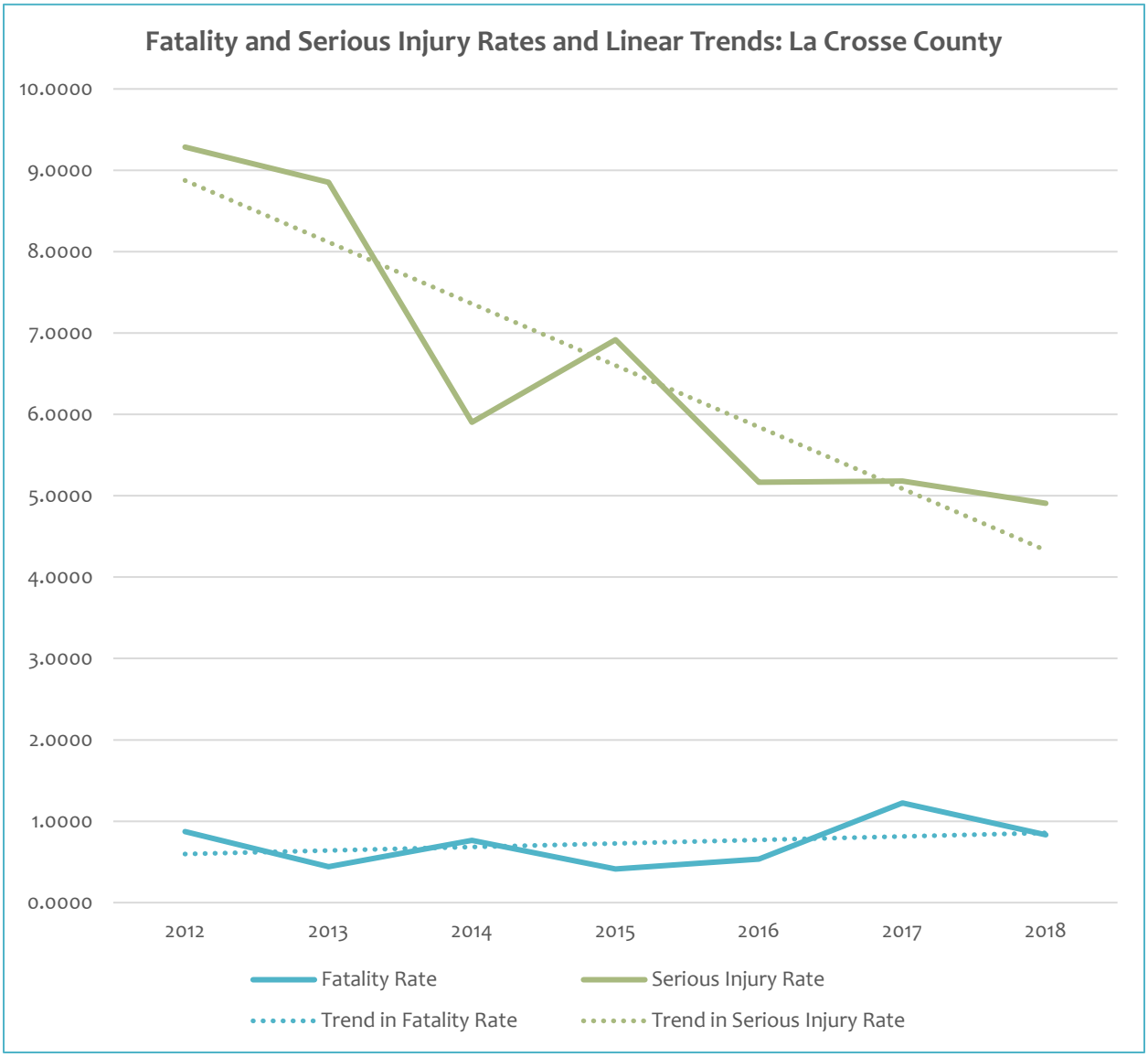

Figure 40: Highway safety performance: Injury severity rates and trends in La Crosse County. *Sources:* Traffic Operations and Safety Laboratory, UW Madison; WisDOT and MnDOT VMT data from respective websites.

How the LAPC Supports the State Targets

The LAPC supports the State targets through its transportation improvement program (TIP) and its project prioritization process.

The 2020-2023 Transportation Improvement Program (TIP) as amended in May 2020 includes 10 projects funded by the HSIP:

- USH 14 South Ave, City of La Crosse; Green Bay St to Ward Ave. Reconstruct the roadway and improve the intersections. (Also funded by the NHPP.)
- STH 16 La Crosse St, City of La Crosse; Oakland St to Losey Blvd. Patch and overlay. (Also funded by the NHPP.)
- STH 16, City of Onalaska; Braund St to CTH OS. Monotubes and left-turn lane improvements.
- STH 108, West Salem to Melrose; Stan Olson Rd to L Pfaff Rd. Safety improvements.
- Design for various intersection improvements on USH 14, STH 16, and STH 33; Left-turn lanes and monotubes.
- USH 14/61, Mormon Coulee Rd/Broadview Pl intersection, City of La Crosse. Left-turn lanes and monotubes.
- STH 33/35, West Ave/Jackson St intersection, City of La Crosse. Left-turn lanes and monotubes.
- STH 16/35, West Ave/La Crosse St intersection, City of La Crosse. Left-turn lanes and monotubes.
- STH 35, West Ave/King St and West Ave/Badger St intersections, City of La Crosse. Close medians and add crosswalks.
- Burlington Northern Santa Fe Railroad and 2nd Ave SW crossing (#079897G), City of Onalaska.

Over 14 percent of the projects in the 2020-2023 TIP has the HSIP as a funding source. These projects total almost $10.3 million in HSIP funds and 6.4 percent of the estimated available funding (in 2020 dollars) for 2020-2023.

The LAPC has processes in place to prioritize projects submitted for funding by the Surface Transportation Program-Urban (STP-U) and the Transportation Alternatives Program (TAP). The ranking criteria explicitly consider safety in the LAPC's effort to support Federal safety goals and State HSIP targets. During the last four TAP cycles, the LAPC recommended and La Crosse County received funding for its Safe Routes to School Program.

Highway Condition and Performance Measures

Pavement condition, bridge condition, and highway performance requirements are codified in the NPMM in Subparts C, D, E, and F. For the purpose of carrying out the National Highway Performance Program (NHPP) and the National Highway Freight Program (NHFP), the NPMM established the following four pavement condition, two bridge condition, and three travel time reliability measures relevant to air quality attainment areas:

- Pavement Condition

  - Percentage of Interstate pavements in "good" condition
  - Percentage of Interstate pavements in "poor" condition
  - Percentage of non-Interstate NHS pavements in "good" condition
  - Percentage of non-Interstate NHS pavements in "poor" condition
- Bridge Condition
  - Percentage of NHS bridges by deck area in "good" condition
  - Percentage of NHS bridges by deck area in "poor" condition
- Travel Time Reliability
  - Percent of Interstate person-miles traveled that are reliable
  - Percent of non-Interstate NHS person-miles traveled that are reliable
  - Interstate truck travel time reliability index

Minnesota and Wisconsin State Targets and Performance

The Federal Highway Administration (FHWA) requires that the DOTs update and use the data in the Highway Performance Monitoring System (HPMS) and the National Bridge Inventory (NBI) to assess condition and performance measures and to set targets. The travel time data needed to calculate reliability come from the National Performance Management Research Data Set (NPMRDS).

Table 16 illustrates the baseline values and targets developed by WisDOT and MnDOT. The DOTs evaluate the data over time and then develop reasonable performance targets for two-year and four-year target years. Currently limited data prevent a realistic trend assessment of pavement and bridge condition and travel time reliability in Wisconsin and Minnesota.

The performance reports and methodologies for all states can be accessed from FHWA's Transportation Performance Management site.

Table 16: State Highway Condition and Performance Targets for the National Highway Performance Program

Performance Measure	2018 Performance		2020 2-yr target		2022 4-yr target	
	WisDOT	MnDOT	WisDOT	MnDOT	WisDOT	MnDOT
Pavement Condition						
Interstate – Percentage pavements in "Good" condition	N/A	N/A	N/A	N/A	≥45.0%	≥55.0%
Interstate – Percentage pavements in "Poor" condition	N/A	N/A	N/A	N/A	≤5.0%	≤2.0%
Non-Interstate NHS – Percentage pavements in "Good" condition	39.7%	67.9%	≥20.0%	≥50.0%	≥20.0%	≥50.0%
Non-Interstate NHS – Percentage pavements in "Poor" condition	18.8%	5.2%	≤12.0%	≤4.0%	≤12.0%	≤4.0%
Bridge Condition						
Percentage of NHS bridges by deck area in "Good" condition	56.2%	48.0%	≥50.0%	≥50.0%	≥50.0%	≥50.0%
Percentage of NHS bridges by deck area in "Poor" condition	1.8%	1.9%	≤3.0%	≤4.0%	≤3.0%	≤4.0%
Travel Time Reliability						
Interstate – Percent of person-miles traveled that are reliable	97.9%	80.2%	94.0%	80.0%	90.0%	80.0%
Non-Interstate NHS – Percent of person-miles traveled that are reliable	N/A	N/A	NA	NA	86.0%	75.0%
Interstate – Truck travel time reliability index	1.16	1.43	1.40	1.50	1.60	1.50

Source: Wisconsin and Minnesota Departments of Transportation, State Highway Infrastructure Reports; www.fhwa.dot.gov/tpm/reporting/state; LAPC 2020-2023 Transportation Improvement Program.

Planning Area Performance

Table 17 shows the performance of the pavement and bridge condition and travel time reliability measures in the planning area.

Performance in the planning area from 2017 to 2018 for all measures has either stayed the same or improved.

Table 17: Planning Area Performance: National Highway Performance Program Measures

Performance Measure	2017		2018	
	WI MPA	MN MPA	WI MPA	MN MPA
Pavement Condition				
Interstate – Percentage pavements in "Good" condition	34.58	59.40	73.71	73.57
Interstate – Percentage pavements in "Poor" condition	0.00	0.00	0.00	0.00
Non-Interstate NHS – Percentage pavements in "Good" condition	12.51	27.55	25.09	65.08
Non-Interstate NHS – Percentage pavements in "Poor" condition	6.40	0.00	10.95	0.00
Bridge Condition				
Percentage of NHS bridges by deck area in "Good" condition	56.08	81.72	60.36	81.70
Percentage of NHS bridges by deck area in "Poor" condition	0.52	0.00	0.00	0.00
Travel Time Reliability				
Interstate – Percent of person-miles traveled that are reliable	100.0	100.0	100.0	100.0
Non-Interstate NHS – Percent of person-miles traveled that are reliable	89.0	93.2	89.0	94.3
Interstate – Truck travel time reliability index	1.16	1.13	1.16	1.14
Sources: Wisconsin and Minnesota Departments of Transportation; Travel time reliability (TTR) values for the Wisconsin portion of the MPA were obtained from the Traffic Operations and Safety Laboratory, University of Wisconsin-Madison and dated "as of February 6, 2019." Minnesota Truck TTR obtained from the MnDOT performance dashboard.				

How the LAPC Supports the State Targets

The LAPC supports the State targets through its transportation improvement program (TIP) and its project prioritization process.

The 2020-2023 Transportation Improvement Program (TIP) as amended in May 2020 includes 23 projects funded by the NHPP:

- IH 90, Black River bridges, Round Lake bridges, Bainbridge pedestrian bridge. Concrete overlays on B-32-34, 35, 46, 47 and bridge replacement of B-32-73.
- IH 90, CTH BW, CTH B and STH 157 eastbound bridges (B-32-51, 52, 55). Thin polymer overlays.
- IH 90, Onalaska to West Salem. Asphalt deck overlay on bridges B-32-0023,24,25,26,27,28. Concrete deck overlay on bridge B-32-0057.
- IH-90, STH 16 to CTH C. Pavement and bridge replacements.
- IH-90, CTH C to east La Crosse County Line. Resurface.

- IH 90, STH 16 Interchange area (STH 16 - S Kinney Coulee Rd to CTH OS). Interchange improvements. Bridge replacements of B-32-0053, -0054.
- IH 90, STH 157 Interchange resurface.
- IH-90, STH 157 Interchange reconstruction.
- Coulee Region Transportation Study, USH 53, CTH SS - South Ave. Planning and Environmental Linkage Study.
- USH 53 / 12th Avenue Extended from CTH SS - Gillette St. New Roadway.
- USH 53, Black River bridge B-32-0079. Bridge rehabilitation.
- USH 53, City of La Crosse, Third and Fourth Streets (Cass Street to 2nd Street). Pavement replacement.
- USH 14, Brickyard Lane - CTH M. Mill and overlay.
- USH 14, City of La Crosse, South Avenue, Green Bay St to Ward Ave. Reconstruct roadway and improve intersections. (Also funded by the HSIP.)
- USH 14, Cameron Ave and Cass St structures B-32-202 & -300. Paint and repair.
- STH 35, Genoa - La Crosse (Village of Stoddard north limit to north Vernon County line). Mill and overlay.
- STH 35, La Crosse County line to Garner Place. Reconstruct STH 35 / USH 14/61 intersection.
- STH 16 (La Crosse Street, City of La Crosse), Oakland St to Losey Blvd. Patch and overlay. (Also funded by the HSIP.)
- STH 16, Gillette St to STH 157. Bridge and approach reconstruction.
- STH 16, Medary Overpass structures B-32-111 & 115. Concrete overlay, paint, repair.
- STH 16, La Crosse - Sparta (Losey Blvd to South Kinney Coulee Rd). Repair, mill and overlay.
- STH 33 (Jackson St, City of La Crosse), 3rd St to 23th St. Surface (1.67 mi).
- CTH B (Clinton St), Black River bridge B-32-0077. Bridge rehabilitation.

Over 32 percent of the projects in the TIP has the NHPP as a funding source. These projects total around $57.5 million in NHPP funds and 35.6 percent of the estimated available funding (in 2020 dollars) for the 2020-2023 TIP.

Additional projects in the TIP funded through the Surface Transportation Block Grant (STBG) program are designed to improve the condition of urban and rural roads and bridges and total more than $18 million in Federal and State funds obligated in 2020-2023. Three of the projects were funded through the LAPC STP-U.

Transit Asset Management Measures

The Transit Asset Management Rule (49 CFR Part 625) requires all recipients and subrecipients of Federal financial assistance under 49 U.S.C. Chapter 53 that own, operate, or manage capital assets used for providing public transportation to develop a Transit Asset Management (TAM) plan (Tier I[33] or Tier II[34] transit providers) or to participate in a group TAM plan (Tier II providers only). The Rule established four state of good repair (SGR) measures of which the following three are relevant to the providers in our area:

- **Rolling stock:** Percent of revenue service vehicles that have met or exceeded their useful life benchmark (ULB).
- **Equipment:** Percent of non-revenue service vehicles that have met or exceeded their ULB.
- **Facilities:** Percent of facilities rated below "3" on the Transit Economic Requirements Model (TERM) condition scale.

A provider may update its TAM plan at any time and should amend its plan whenever there is a significant change to the asset inventory, condition assessments, or investment prioritization that was not anticipated during the plan development. A provider must update the entire plan at least every four years.

Each provider or group sponsor must report performance data annually to the National Transit Database (NTD).

Minnesota and Wisconsin State Targets and Performance

The MnDOT and WisDOT serve as the sponsors for the Minnesota and Wisconsin group TAM plans for the Tier II providers that have opted into their plans. All of Minnesota's urban 5307 systems submit their own plans and are not included in the state plan (the city of La Crescent is included in the Wisconsin TAM plan because it is served by the La Crosse Municipal Transit Utility). The Wisconsin TAM plan includes some of the smaller urban systems, including the urban systems operating in our planning area.

Because the Minnesota TAM plan does not apply to the transit operators in our planning area, only the Wisconsin TAM Plan SGR performance and targets are shown in Table 18.

[33] A Tier I provider is a recipient that owns, operates, or manages either 1) 101 or more vehicles in revenue service during peak regular service across all fixed-route modes or in any one non-fixed-route mode or 2) rail transit.

[34] A Tier II provider is a recipient that owns, operates, or manages 100 or fewer vehicles in revenue service during peak regular service across all non-rail fixed-route modes or in any one non-fixed-route mode; is a subrecipient under the 5311 Rural Area Formula Program; or belongs to any American Indian tribe.

Table 18: Wisconsin Transit Asset Management Plan State of Good Repair Performance and Targets

Measure	2019 Performance (%)	2020 Target (%)
Rolling Stock (Percent of revenue service vehicles that have met or exceeded their useful life benchmark)		
Automobile (4[1])	94.87	77.00
Minivan (4)	68.52	51.00
Bus (12)	60.98	44.00
Cutaway (7)	51.79	47.00
School bus (12)	0.00	100.00
Van (4)	88.64	27.00
Equipment (Percent of non-revenue service vehicles that have met or exceeded their useful life benchmark)		
Automobiles (4)	0.00	33.00
Trucks & other rubber tire vehicles (4)	Not provided	29.00
Facilities (Percent of facilities rated below "3" on the Transit Economic Requirements Model (TERM) condition scale)	0.00	10.00

[1] The useful life in years.
Source: Wisconsin Department of Transportation.

Planning Area Performance

The three public transit providers in the planning area—La Crosse Municipal Transit Utility (MTU), Onalaska/Holmen/West Salem Public Transit (OHWSPT), and Scenic Mississippi River Transit (SMRT)—are all Tier II providers that opted to participate in the State of Wisconsin group TAM plan. (Providers can participate in only one group TAM plan which is why MTU participates in the Wisconsin group plan and not the Minnesota group plan.)

Table 19 reports the 2019 WisDOT TAM targets and the 2018 (most recent data available) performance for our general public transit agencies. OHWSPT and SMRT meet their respective state targets. MTU meets the state targets only for facilities and cutaway rolling stock, which is leased from the city of La Crescent to serve Route 10 Apple Express.

Table 19: State of Good Repair Performance (Percent at or Beyond the Useful Life) for General Public Transit Agencies

Measure	WisDOT TAM 2019 Target (%)	La Crosse MTU 2018 Performance (%)	OHWSPT 2018 Performance (%)	La Crosse County SMRT 2018 Performance (%)
Rolling Stock				
Bus	44.00	55.00	N/A	0.00
Cutaway	47.00	0.00[1]	N/A	0.00
Minivan	51.00	N/A	6.25	N/A
Equipment				
Automobiles	33.00	100.00	N/A	N/A
Trucks	29.00	100.00	N/A	N/A
Facilities	10.00	0.00	N/A	0.00

[1] Leased from the city of La Crescent, MN to serve Route 10 Apple Express.
Acronyms: TAM, Transit Asset Management; MTU, Municipal Transit Utility; OHWSPT, Onalaska/Holmen/West Salem Public Transit; SMRT, Scenic Mississippi River Transit.

How the LAPC Supports the State Targets

The LAPC supports the State SGR targets through the award of STP-U funds to transit projects and by processing TIP amendments for transit projects in a timely manner.

The last two cycles (2019-2024 and 2020-2025) of the STP-U has resulted in nearly $1.7 million being awarded to the city of Onalaska for ten vans and to the city of La Crosse for four buses.

The 2020-2023 TIP as amended in May 2020 includes 10 transit capital projects funded through the Surface Transportation Block Grant (STBG), 5339 Bus and Bus Facilities, 5310 Enhanced Mobility of Seniors & Individuals with Disabilities, and Volkswagen Mitigation programs:

- MTU purchase of one 35-ft Diesel Bus. (Capital acquired in 2020.)
- MTU purchase of one 35-ft Clean Diesel Bus. (Capital acquired in 2021.)
- MTU Buses, MTU Public Transit, 3 MTU Buses.
- MTU Low- or No-Emission - 2 Electric Buses, 2 Charging Stations, Infrastructure on Electric Grid.
- Transit Vans, OHWS Public Transit, 6 Transit Vans.
- Three (3) medium bus replacement vehicles for Vernon County Rehabilitation Center.
- Two battery electric cutaway buses and associated infrastructure equipment for Scenic Mississippi Regional Transit (SMRT) service.

Wholly bus capital projects comprise 14.1 percent of the projects and more than $6 million (includes $2.6 million obligated in 2019) of the funding in the 2020-2023 TIP as amended in May 2020. Two additional projects for Couleecap and Vernon County have transit capital components.

Public Transportation Safety Measures

Four transit safety measures were established in the *National Public Transportation Safety Plan* (Federal Transit Administration (FTA), January 2017)—a national plan required of the FTA by Subpart D of 49 CFR Part 670. The purpose of the Safety Plan is to guide the national effort in managing the safety risks and safety hazards within our public transportation systems.

The transit measures include:

- Total number of reportable[35] fatalities and rate per total vehicle revenue miles by mode.
- Total number of reportable injuries and rate per total vehicle revenue miles by mode.
- Total number of reportable events and rate per total vehicle miles by mode.
- Mean distance between major mechanical failures by mode.

Operators of a public transportation system that receive Federal financial assistance under 49 U.S.C. Chapter 53, exclusive of operators that receive assistance *only* under 49 U.S.C. 5310 and/or 49 U.S.C. 5311 (i.e. SMRT), must develop a Public Transportation Agency Safety Plan. Because these plans have a Federal Rule deadline of July 19, 2020 and a new compliance deadline of December 31, 2020,[36] the safety performance and targets for La Crosse MTU and OHWSPT were not able to be incorporated into this MTP.

Minnesota and Wisconsin State Targets and Performance

Neither Minnesota nor Wisconsin is an operator of a public transportation system and thus is not required to develop a safety plan. WisDOT has, however, developed a plan template for its operators to use in developing their own safety plans.

[35] A reportable event is one that meets any National Transit Database reporting threshold: occurs on transit right-of-way or infrastructure, at a transit revenue facility, at a maintenance facility or rail yard, during a transit-related maintenance activity; or involves a transit-revenue vehicle.

[36] As posted on the Federal Transit Administration website: "In light of the extraordinary operational challenges presented by the COVID-19 public health emergency, FTA issued a Notice of Enforcement Discretion effectively extending the PTASP compliance deadline from July 20, 2020 to December 31, 2020."

Planning Area Performance

As recipients of the 5307 Urbanized Area Formula Grant (among others), the La Crosse MTU and the OHWSPT must each prepare a Safety Plan as required under 49 CFR Part 673. The following information provides the safety performance for MTU and OHWSPT as obtained from the National Transit Database (NTD). Data for major mechanical failures is not available for OHWSPT.

No fatalities have been reported for any of our transit operators from 2014-2018. The MTU reported one injury for its fixed-route service in 2014 and no injuries for its complementary paratransit, Mobility Plus. OHWSPT reported one injury in 2014 and two in 2015. The occurrences are so low that their rates are zero. The same applies to the rates for reportable events. MTU reported two events in 2014 and OHWSPT reported four in 2015 and one in 2016.

Figure 41 illustrates the mean distance in vehicle revenue miles between major mechanical failures for MTU's fixed route and complementary paratransit services. The trends in this measure are directly impacted by the age and condition of the rolling stock. As vehicles remain in operation beyond their useful life, they are more likely to experience frequent major breakdowns, resulting in a decreasing trend in the mean distance between breakdowns.

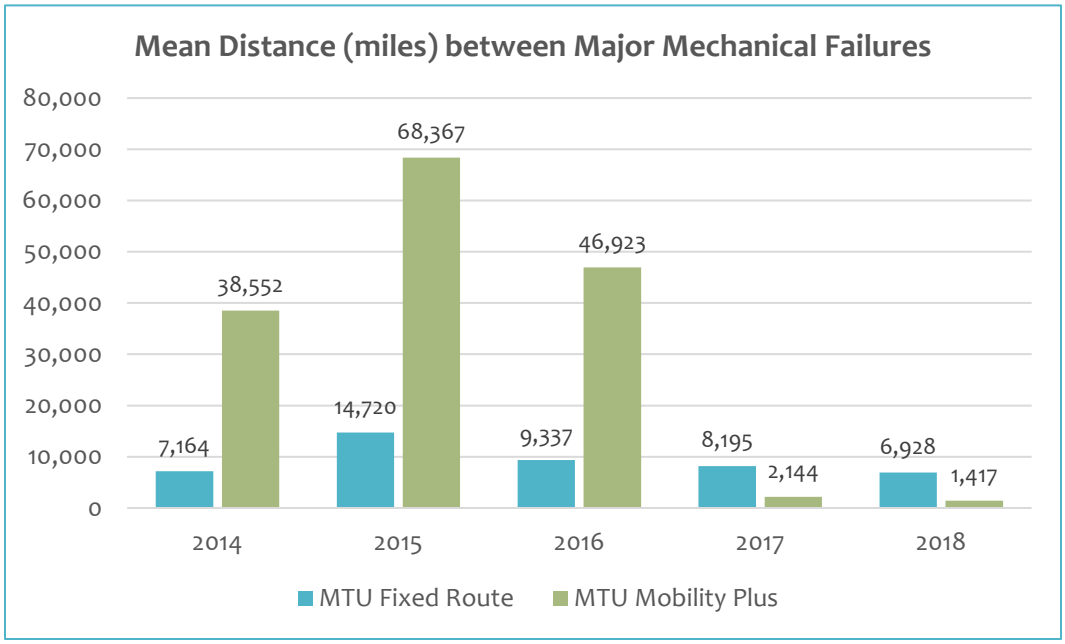

Figure 41: Mean distance between major mechanical failures. *Source:* National Transit Database, Federal Transit Administration.

How the LAPC Supports Transit Safety

The LAPC supports transit safety by awarding STP-U funds to bus capital projects. As stated in the section on SGR, the last two cycles (2019-2024 and 2020-2025) of the STP-U has resulted in nearly $1.7 million being awarded to the city of Onalaska for ten vans and to the city of La Crosse for four buses. Improving the condition and reliability of the rolling stock results in fewer breakdowns and increasing the mean distance between major mechanical failures.

Local Tracking Measures

The LAPC has maintained around 30 tracking measures designed to illustrate the performance of the planning area as related to the 10 planning factors. Measures available at the county subdivision level are aggregated and illustrated at the planning area level. Other measures are illustrated for La Crosse County (most of the planning area is in La Crosse County) or for the La Crosse-Onalaska, WI Metropolitan Statistical Area (MSA), which includes La Crosse County, WI and Houston County, MN.

With adoption and integration of the Federal performance measures and State targets, the LAPC tracking measures have been updated to mirror the Federal measures at the planning area level when possible. Additional local tracking measures are continued or modified to better align with Federal goals and planning factors, State targets, and local goals and guiding principles.

The LAPC tracking measures are outlined below. Those that have been addressed in another part of this plan are linked to that section. The other measures are discussed here.

The area of interest is the planning area unless otherwise noted.

- Freight Movement and Economic Vitality
  - Median income
  - Poverty
  - Employment in the Western Workforce Development Area
  - Freight movement in La Crosse County
- Safety
  - Fatalities
  - Fatality rate for La Crosse County
  - Serious injuries
  - Serious injury rate for La Crosse County
  - Non-motorized fatalities and serious injuries
  - Highway-rail accidents/incidents
  - Reportable injuries and rate per total vehicle revenue miles by service.

  - Reportable events and rate per total vehicle miles by service.
- System Management, Operations, and Reliability
  - Mean distance between major mechanical failures by service (federally classified as a safety measure)
  - Trips per vehicle revenue hour by service provider
  - Trips per vehicle revenue mile by service provider
  - On-time performance of the Empire Builder (Amtrak reliability)
  - Percent of tows locking through Lock 7 at Dresbach, MN that experienced delay
- Accessibility and Mobility
  - Annual trips in the planning area made on general public transit
  - Annual passengers boarding/alighting at the La Crosse Amtrak Station
  - Vehicle revenue hours of service for La Crosse MTU
  - Bike lane miles in the planning area
  - Percent of centerline miles in the urbanized area with a sidewalk or a trail on one or both sides
- Integration and Connectivity
  - Transfers between La Crosse MTU and OHWSPT
- Preservation and Infrastructure
  - Percent of revenue service vehicles by service provider that have met or exceeded their useful life benchmark
- Environment and Quality of Life
  - Air quality for ozone in La Crosse County
  - Air quality for particulates ($PM_{2.5}$) in La Crosse County
  - Vehicle miles traveled in the MSA

Safety Measures

Highway-Rail Accidents/Incidents

Figure 42 shows the number of highway-rail accidents/incidents that occurred in the planning area between 2014 and 2018. Table 20 provides additional details.

One of the six incidents resulted in a fatality. On January 29, 2018 a 11:15 p.m. a pedestrian was found lying in a Canadian Pacific (CP) siding track having been killed during the process of securing cars and cutting away the engines.

Two of the incidents involved Amtrak trains—one in 2016 at St Cloud St and Liberty St in La Crosse and one in 2018 on Shore Acres Rd in La Crescent. The incident in La Crosse involved a bicyclist who drove around/through the gate and subsequently fled the scene. The incident in La Crescent involved a CP employee driving through a temporary crossing.

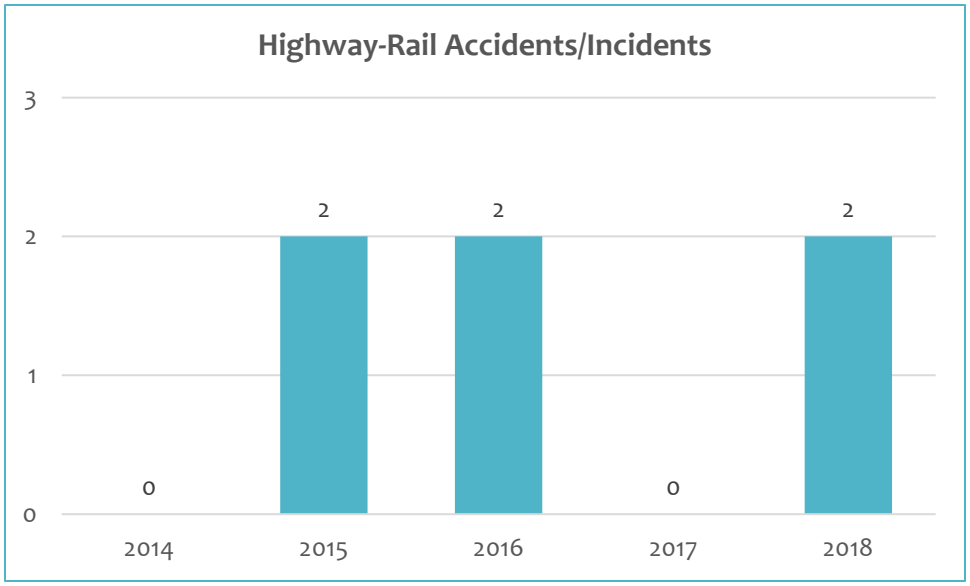

Figure 42: Highway-rail accidents/incidents. *Source:* Federal Railroad Administration, http://safetydata.fra.dot.gov/OfficeofSafety.

Table 20: Characteristics of Highway-Rail Accidents/Incidents Charted in Figure 42

Date/ Time	Railroad	Location	Injuries/ Severity	Explanation
9/15/15 5:05 am	BNSF	Jackson St at 2nd St/Norplex Dr, La Crosse	0	Train struck truck trailer after driver went around/through a temporary barricade
11/13/15 8:54 am	BNSF	33rd St at Rivercrest Mobile Home Park, La Crosse	0	Auto struck freight train while moving over crossing; no additional narrative provided; weather likely a factor (raining)
9/11/16 7:09 pm	Amtrak	St Cloud St/Liberty St just southwest of yard, La Crosse	0	Bicyclist fled scene after riding around gates and being struck by Amtrak train
10/11/16 1:30 am	BNSF	Ward Ave at Chart plant driveway, La Crosse	1 injured	Auto drove into the first car of trainset; no additional narrative provided
1/29/18 11:15 pm	CP	Siding track near Avon St/Hagar St, La Crosse	1 killed	22-yr old pedestrian killed by freight train during process of separating engines from cars
7/4/18 11:54 am	Amtrak	Temporary crossing near Shore Acres Rd, La Crescent	1 injured	Truck with two occupants and driven by CP trainmaster struck by Amtrak train on private crossing for railroad employees to access work area

BNSF: Burlington Northern & Santa Fe; CP: Canadian Pacific
Source: Rail Equipment Accidents (6180.54) and Highway-Rail Grade Crossing Accident/Incident Reports, Federal Railroad Administration, http://safetydata.fra.dot.gov/OfficeofSafety.

System Management, Operations, and Reliability Measures

Trips per Vehicle Revenue Hour

Trips per vehicle revenue hour (VRH) is a measure of service effectiveness and performance measure reported in the annual agency profiles available from the Federal Transit Administration's (FTA) National Transit Database (NTD).

Except for a 0.5 percent increase for Scenic Mississippi River Transit (SMRT) between 2016 and 2017, general public transit services providing service to or within the planning area experienced an annual decline in service effectiveness from 2014 to 2018.

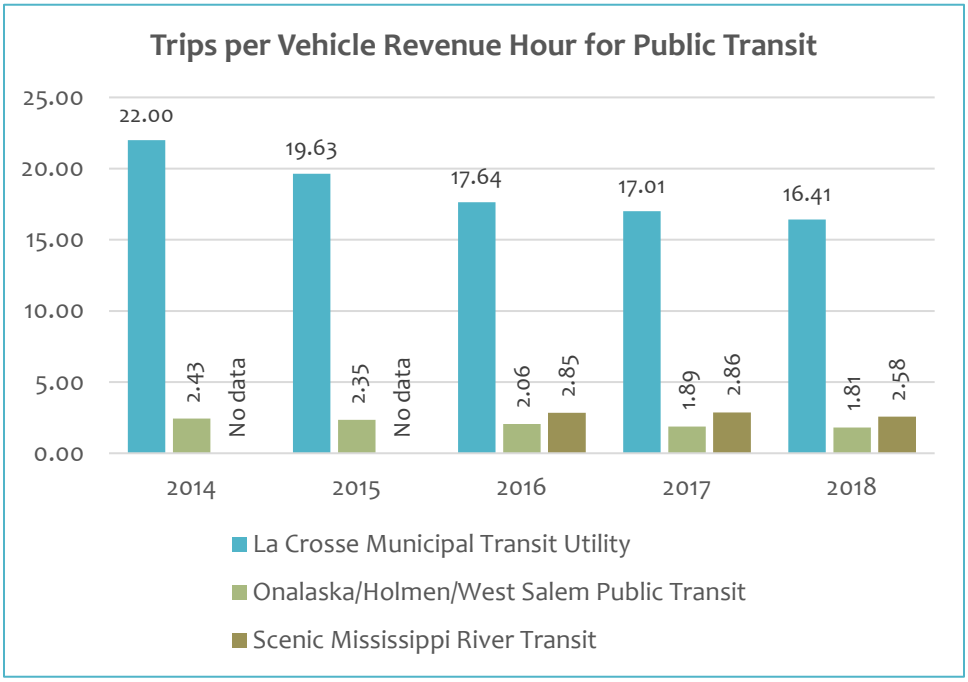

Figure 43: Trips per vehicle revenue hour for general public transit services. *Source:* Annual profiles, National Transit Database, Federal Transit Administration.

Trips per Vehicle Revenue Mile

Trips per vehicle revenue mile (VRM) is another measure of service effectiveness reported in the annual agency profiles. Unlike trips per VRH, which are declining for all services, trips per VRM (Figure 44) are rather flat for La Crosse Municipal Transit Utility (MTU) and Scenic Mississippi River Transit (SMRT) and trending slightly downward for Onalaska/Holmen/West Salem Public Transit (OHWSPT). A decline in trips per VRM correlates with an increase in the cost per passenger.

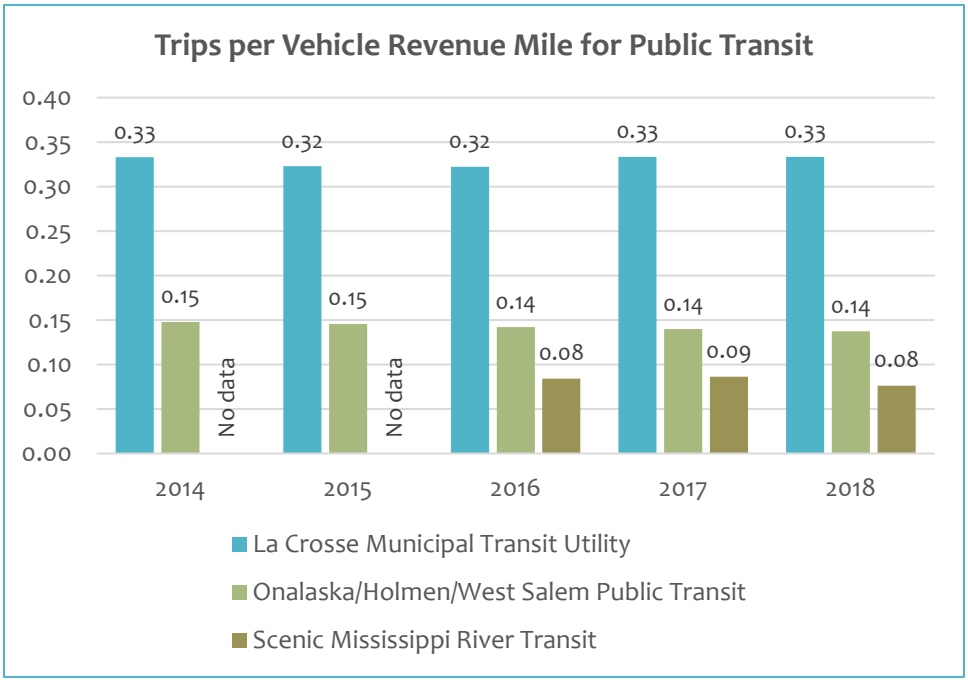

Figure 44: Trips per vehicle revenue mile for general public transit services. *Source:* Annual profiles, National Transit Database, Federal Transit Administration.

On-time performance of the Empire Builder (Amtrak reliability)

On-time performance is a quality of service measure of reliability and a possible indicator of future ridership. Although the impact on ridership is observed more for bus transit,[37] consistent poor performance could result in discretionary riders choosing such competing modes as air travel, intercity motor coach, and personal automobile. The lack of reliability in the Empire Builder was the main reason for Amtrak pursuing a feasibility study and Wisconsin and Minnesota partnering on the Twin Cities-Milwaukee-Chicago Intercity Passenger Rail Service Project.

Figure 45 shows the on-time performance for all stations along the Empire Builder long-distance route between Chicago and Portland/Seattle. Amtrak's on-time performance standard is 80.0 percent, which was not met in any of the five years. Performance was improving until 2018 when Amtrak- and host railroad-responsible delays dropped performance to 25.0 percent.

[37] Chapter 4 of the *Transit Capacity and Quality of Service Manual, 3rd Edition* provides a comprehensive discussion of the impacts of quality of service on ridership. The Manual is designed for public transit practitioners and policy makers, generally for city and regional services. It does not include discussion of long-distance services such as the Empire Builder.

Amtrak-responsible delays included holding for connections for other trains and buses and crew- and engineer-related delays. Delays caused by a host railroad [Burlington Northern & Santa Fe (BNSF), Canadian Pacific (CP), Metra] included freight train interference (BNSF and CP), temporary slow orders (BNSF and CP), delays for meeting or following commuter trains (Metra), and signal failures or other signal delays (Metra).

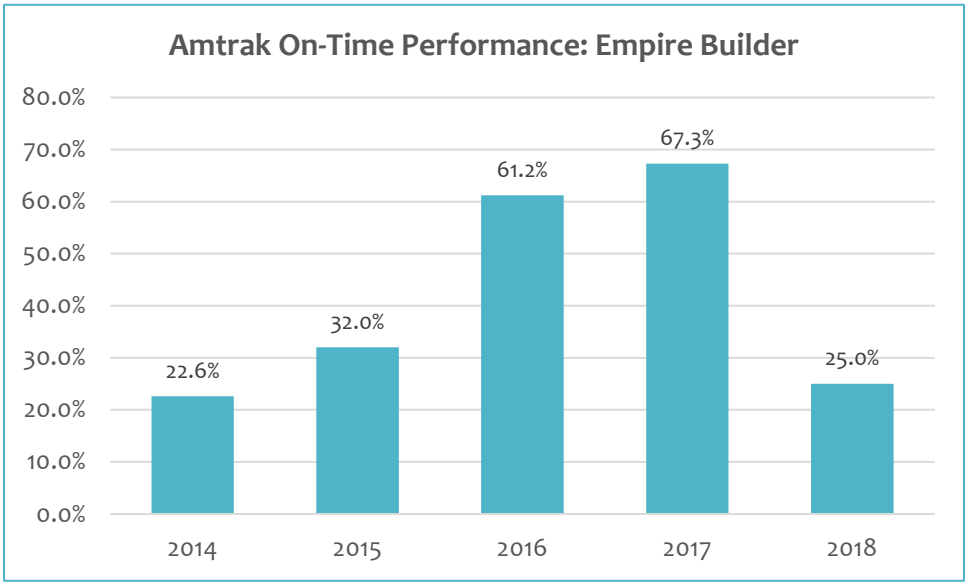

Figure 45: Amtrak on-time performance for the Empire Builder. *Source:* Fiscal year fourth quarter reports (2014-2018) for Performance and Service Quality of Intercity Passenger Train Operations, Federal Railroad Administration.

Percent of Tows Delayed

The LAPC tracks the percent of tows delayed when locking through Lock and Dam 7 at Dresbach as a measure for the efficiency of water freight operations.

The lock and dam system was built in the 1930s and designed to handle tow lengths of up to 600 feet. Today, tows regularly push 15 barges with a length up to 1,200 feet. These large tows require double lockages (half the barges are split off and locked through as a second group), which can be costly and time consuming.

Figure 46 shows how the percent of tows delayed has increased annually. Part is due to the increased length in tows and part is due to the increase in recreational watercraft using the lock.

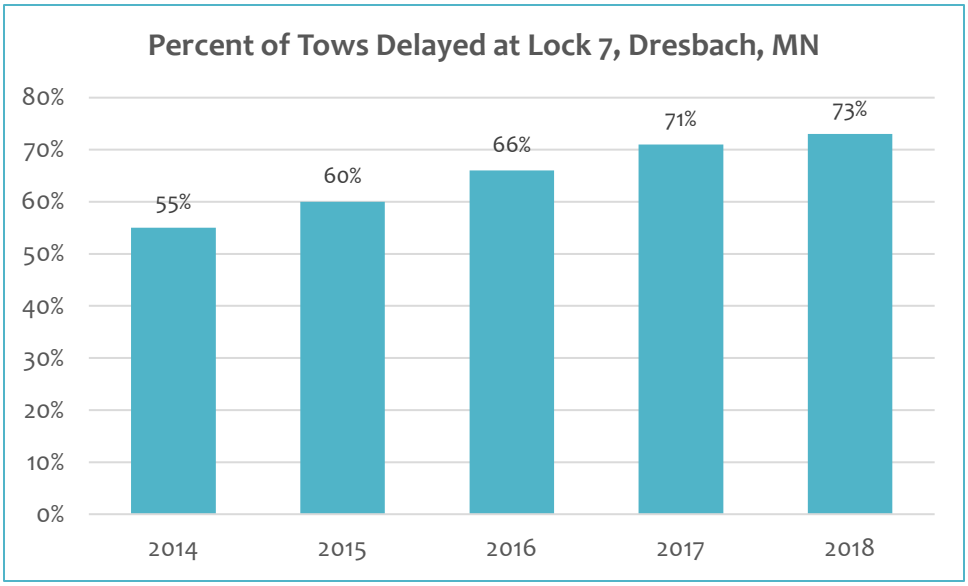

Figure 46: Percent of tows delayed at Lock 7, Dresbach, MN. *Source:* LPMS Summary by River Basin, Institute for Water Resources, U.S. Army Corps of Engineers.

Accessibility and Mobility Measures

Vehicle revenue hours of service

Vehicle revenue hours of service is a measure of transit availability, reflecting the number of hours during the day when service is available.

Figure 47 shows annual VRH for La Crosse MTU, OHWSPT, and SMRT.

MTU and SMRT experienced moderate growth in hours of service. In 2018, MTU was up 7.8 percent from 2014 and 2.1 percent from the five-year average. SMRT was up 8.6 percent increase from 2016 (first year reported in the NTD) and 5.5 percent from the three-year average (2016-2018).

Although OHWSPT experienced 1.4 percent fewer hours in 2018 than in 2014, VRH in 2018 was still up 0.4 percent over the five-year average.

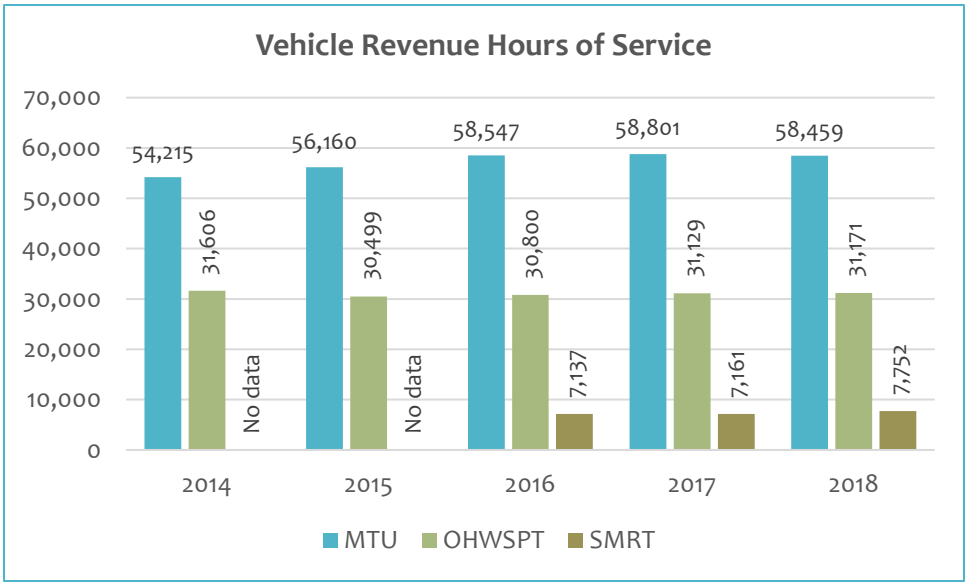

Figure 47: Vehicle revenue hours of service for general public transit services.
Source: Annual profiles, National Transit Database, Federal Transit Administration.

Integration and Connectivity

MTU and OHWSPT instituted a free transfer system in 2004. Riders of MTU can transfer for free to OHWSPT and vice versa at Valley View Mall and at Center 90. This agreement effectively increases the service areas of each provider and creates an affordable means for riders to travel between communities.

Figure 48 shows annual transfers from OHWSPT to MTU.[38] The number of transfers has declined annually from 2014 to 2018, dropping 17.5 percent over the time period. This is likely partly the result of MTU expanding through Onalaska along Main St and directly serving Onalaska residents and eliminating their need for transfers.

[38] The number of transfers from La Crosse Municipal Utility to Onalaska/Holmen/West Salem Public Transit is not available because transfers also occur at Valley View Mall between MTU Route 5 Valley View and MTU Route 9 Onalaska. Transfer slips are the same for all transfers and drivers do not inquire nor record the vehicle onto which the rider is transferring.

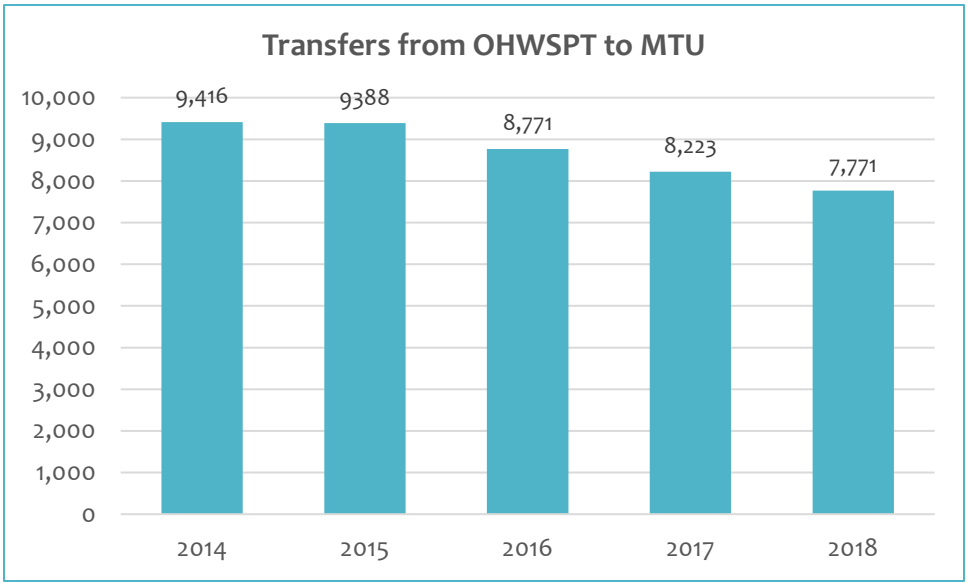

Figure 48: Transfers between La Crosse Municipal Transit Utility and Onalaska/ Holmen/West Salem Public Transit. *Source:* Monthly total reports, Running, Inc.

Environment and Quality of Life

Air quality for ozone (Figure 49) and particulates (Figure 50) in La Crosse County continues to be excellent. The three-year averages in design values for La Crosse County continue to be below the National Ambient Air Quality Standards (NAAQS). Until 2016-2018, the County experienced a consistent decline in particulates.

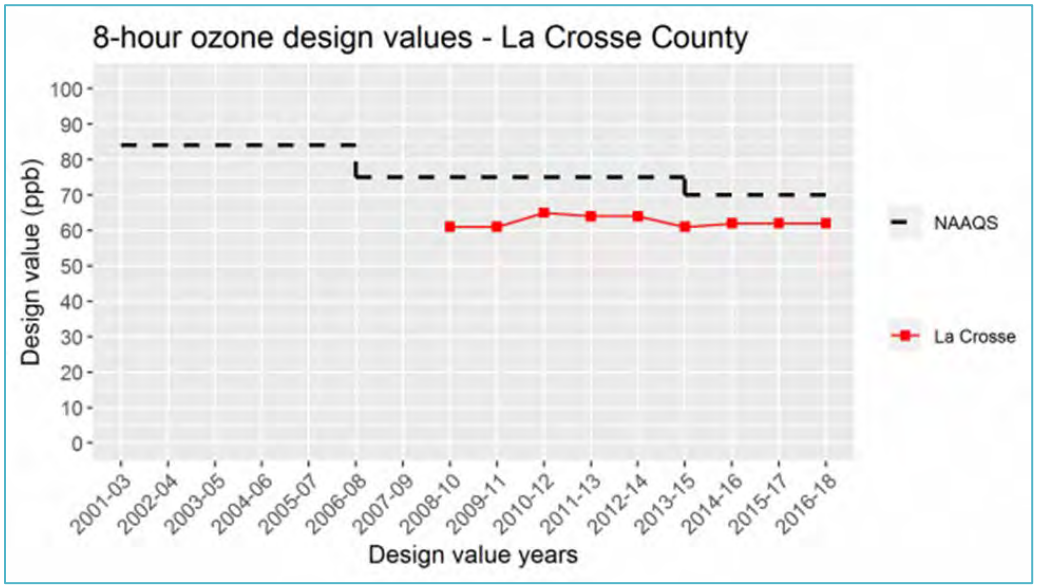

Figure 49: 8-hour ozone design values: La Crosse County. *Source: Wisconsin Department of Natural Resources 2019 Wisconsin Air Quality Trends by County* 2001-2018.

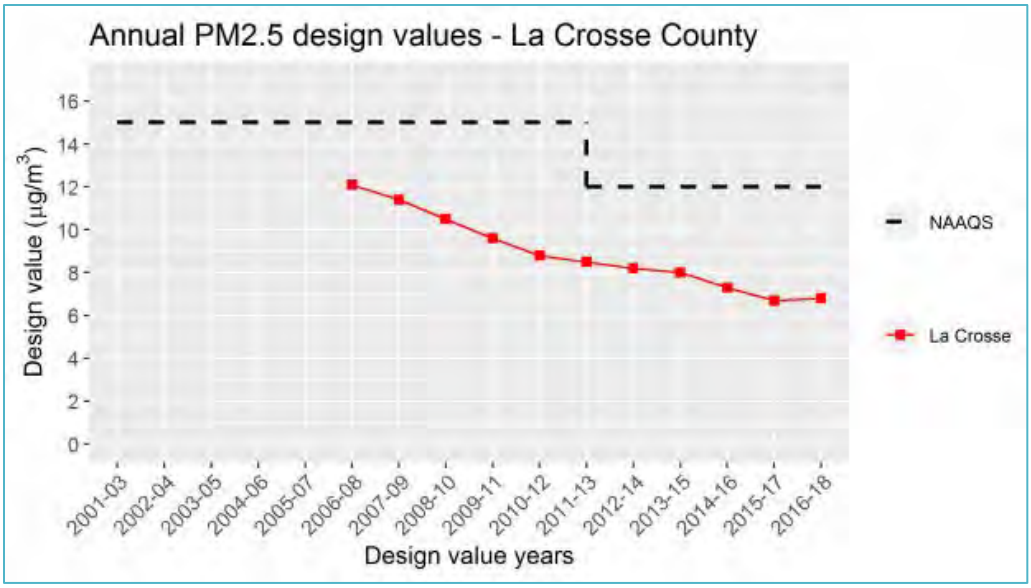

Figure 50: Annual PM2.5 design values: La Crosse County. *Source: Wisconsin Department of Natural Resources 2019 Wisconsin Air Quality Trends by County* 2001-2018.

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Chapter 6: Projects, Planning, and Policies

BCV2040, as an interim update to CV2040, provides plan objectives and action strategies developed to be consistent with the 10 federal transportation planning factors and the goals and guiding principles developed during the CV2040 planning process and to direct future planning activities.

The plan objectives and action strategies are organized under "Projects," "Planning," or "Policies" and given an anticipated timeline for implementation. Process- or policy-oriented strategies are continuous and ongoing; while strategies expected to produce a deliverable (plan, report, etc.) will include the year anticipated to complete the task.

Objectives and action strategies are considered short-range if they can be implemented or initiated within 1-5 years (2021-2025), mid-range within 6-10 years (2026-2030), and long-range after 10 years (2031-2040). Strategies that have

The objectives and action strategies presented here are evaluated in chapter 7 for their potential environmental and social impacts.

Projects

The goal of the objectives and action strategies offered below is to 1) complete existing and committed projects; 2) move forward illustrative projects and projects recommended in other plans; and, 3) present projects to address issues identified in chapter 3 and in chapter 4.

The 2020-2023 Transportation Improvement Program (TIP) as amended May 15, 2020 provides the existing and committed projects included in BCV2040. These projects, having been approved by the Policy Board, are consistent with and incorporated into this transportation plan.

Illustrative projects include projects listed as illustrative in the current TIP document, projects that were submitted for Surface Transportation Program-Urban (STP-U) or Transportation Alternatives Program (TAP) funding but were not awarded, and projects that have been conceptualized in local plans and planning activities.

Project Objectives, Action Strategies, and Implementation Challenges

⇨ **Objective:** Resolve the Coulee Region Transportation Study (CRTS).

Timeframe: 2021-2022.

Action Strategies:

- Facilitate discussions between WisDOT and the LAPC Policy Board to move the Coulee Region Transportation Study (CRTS) forward such that it can inform future efforts in TIP projects 243-06-012 and 243-06-013.
    - Work with the WisDOT to re-evaluate the goals of the Study to consider local goals and include strategy "H" as a standalone strategy.

Challenges:

- No resolution came of previous discussions between the WisDOT and the LAPC Policy Board.
- Despite the LAPC consistently approving "aggressive implementation of policy-based actions"[39] and transportation demand management (TDM) strategies to address mobility issues (strategy "H"), local policies and practices are often inconsistent with approved courses of action.

⇨ **Objective:** Fund and program illustrative projects.

- Reconstruct Theater Rd from CTH PH to STH 16, Onalaska.
- Widen CTH OS from STH 16 to Market Pl, Onalaska.
- Improve the E Main St/Green Coulee Rd corridor, Onalaska.
- Construct a shared-use trail along STH 16 from CTH PH to Landfill Rd, Onalaska.
- Construct a bicycle/pedestrian bridge over the La Crosse River, West Salem.
- Construct a bicycle/pedestrian trail along USH 14, connecting the Wagon Wheel Trail to Regional Route 1, La Crosse.
- Construct a grade-separated crossing of USH 14 (Wagon Wheel Trail Phase 4), connecting the Wagon Wheel Trail with the south sidewalk, La Crescent.
- Construct a shared-use trail along Mormon Coulee Creek, Shelby.
- Construct a shared-use trail suspended below Interstate 90 between TH 14 in Minnesota and Exit 3 in Wisconsin.

[39] *2030 La Crosse and La Crescent Metropolitan Area Transportation Plan*, August 17, 2005.

Timeframe: Short- to mid-range for projects with design concepts and cost estimates; long-range for projects that are still in the conceptual/planning phase or are dependent on the construction of a future project.

Action Strategies:

- Prepare grant applications for project sponsors (ongoing, 2021-2040).
- Pursue a Regional Transportation Authority (RTA) to fund local projects (mid-range, 2026-2030).

Challenges:

- Prospective project sponsors may not apply for funds if they are unsure that they can commit to the local share.
- Existing roadway needs usually exceed available resources and local sponsors tend to prioritize motorized transportation improvements over non-motorized transportation.
- Wisconsin projects submitted for TAP funding compete statewide.
- Roadway projects often move forward regardless of federal or state support but bicycle, pedestrian, and transit projects tend to have to wait until federal and state support is obtained.
- Wisconsin statutes do not allow RTAs.

⇨ **Objective:** Incorporate bicycle, pedestrian, and transit considerations in all roadway projects.

Timeframe: 2021-2040.

Action Strategies:

- Develop a design guide to assist urban communities incorporate all users, especially children, the elderly, and persons with disabilities, in roadway projects (short-range, 2021-2025).
- Utilize the STP-U ranking process to prioritize multimodal projects (ongoing, 2021-2040).

Challenges:

- Minimum design standards issued by the American Association of State Highway Transportation Officials (AASHTO) and DOT policies can be barriers to providing accommodations in constrained environments when federal and/or state funds are attached.

- The STP-U application available from WisDOT only provides check boxes for multimodal components. The project description is often lacking in detail.

⇨ **Objective:** Double Amtrak train service through the La Crosse area.

Timeframe: 2021-2025.

Action Strategies:

- Work with State agencies, Amtrak, and advocacy groups to implement the Twin Cities-Milwaukee-Chicago (TCMC) second Amtrak train (continuing).

Challenges:

- The reduction in state and local revenues due to the COVID-19 pandemic may delay implementation of the TCMC project.
- Minnesota and Wisconsin have not yet committed to consistent financial support.

⇨ **Objective:** Implement the yet-to-be realized short- and mid-range service improvements recommended in the *Grand River Transit Service Enhancement & Policy Plan*.

Timeframe: 2021-2025.

Action Strategies:

- Work with MTU to modify Route 6 for service to the Amtrak Station and the Indian Hill neighborhood.
- Work with Onalaska to re-establish full service to Route 9.
- Participate in La Crosse MTU Board and Onalaska Utilities Committee meetings (ongoing).
- Prepare a new transit development plan (2022).

Challenges:

- The La Crosse Municipal Transit Utility (MTU) currently prioritizes the purchase of electric and clean diesel vehicles to replace rolling stock that is beyond its useful life. The replacement of vehicles is critical in the short-term to improve the condition of MTU rolling stock—55 percent of which is beyond its useful life—and to decrease the incidences of major breakdowns.

- The level of service for Route 9 is established by the city of Onalaska, which also administers the Onalaska/Holmen/West Salem Public Transit (OHWSPT) shared-ride service.

⇨ **Objective:** Establish a signed system of intercity bicycle routes that have a high level of comfort.

Timeframe: 2021-2040; implementation has begun but needs to be phased over time.

Action Strategies:

- Continue to plan routes with the LAPC Committee on Transit and Active Transportation (CTAT).
- Continue to coordinate with local communities to sign identified routes.
- Continue to work with local communities to address connectivity, access, and comfort issues.
- Utilize off-road facilities to the greatest extent possible.
- Use identified routes to target locations for bicycle facility improvements.

Challenges:

- Connectivity and access barriers take time to address. Signing projects may need to be phased.

Planning

The planning process can be challenging at many levels, ranging from acquiring data to engaging the public to developing and implementing plans and programs. The following objectives and action strategies strive to address issues we have identified to achieve a more effective, coordinated, and locally sensitive planning process.

Planning Objectives, Action Strategies, and Implementation Challenges

⇨ **Objective:** Make the LAPC more effective as a metropolitan planning organization.

The LAPC has been effective at producing the planning documents required by Federal planning law (Transportation Improvement Program, Planning Work Program, Metropolitan Transportation Plan, Public Participation Plan, Title VI) and additional plans and study reports when time allows, but the LAPC has been less effective in engaging in an inclusive planning process or in influencing local policy.

Timeframe: 2021-2040, continuing and ongoing.

Action Strategies:

- Work with member communities to involve LAPC staff in local planning activities (i.e. comprehensive plan updates, corridor studies, land use plans).
- Work with the Policy Board and planning area communities to provide the opportunity for the LAPC to review/comment on local comprehensive plans during plan development and updates.
- Develop a continuous and inclusive public process that incorporates equity into all planning decisions.
    - Utilize website for education and public input.
    - Develop a social media plan (2021).
    - Assess community, social, and health impacts.

Challenges:

- The LAPC is often overlooked as a stakeholder in local planning activities.
- La Crosse County has strict policies on the establishment and use of social media sites.

⇨ **Objective:** Provide equitable access to and development of transportation facilities and networks. An environmental justice analysis is always conducted for the annual transportation improvement program, the quinquennial metropolitan transportation plan, and the roughly decennial transit development plan, but these occasional considerations are insufficient in addressing equity in our planning process.

Timeframe: 2021-2040, ongoing.

Action Strategies:

- Update the travel model to consider all users (2021-2023).
- Develop a signed, intercity bicycle route system.
- Prioritize projects that fill gaps and improve connections for bicyclists and pedestrians.
- Develop a regionally integrated transit system.
- Conduct a study of spatial mismatch (2023).
- Complete community, social, and health assessments as appropriate.
- Supplement Census data with quantitative and qualitative local data to identify areas of underrepresented populations.

Challenges:

- Proxy data may be required if local data are unavailable.

⇨ **Objective:** Develop local performance targets for the planning area in lieu of supporting state targets. While efforts have been made to localize the discussion of state targets, it is difficult to instill local meaning in a statewide value.

Timeframe: 2021-2022.

Action Strategies:

- Work with our committee membership to develop targets for the planning area or other defined geography.

Challenges:

- Vehicle miles traveled (VMT) is needed to calculate safety rates and the Wisconsin Department of Transportation does not calculate VMT for geographies smaller than counties.

⇨ **Objective:** Ensure local comprehensive plans and BCV2040 and future metropolitan transportation plans (MTPs) are consistent. A review of local comprehensive plans revealed inconsistency between the transportation and land use goals in local comprehensive plans and those approved in CV2040.

Timeframe: 2021-2040, ongoing.

Action Strategies:

- Review BCV2040 goals and guiding principles during the planning process for the 2025 MTP update. Considerations will include not only the urbanized area but also urbanizing and rural areas of the planning area (2022-2023).
- Work with planning area communities to:
  - Achieve a common understanding of planning goals and to develop a cooperative process for achieving goal consistency.
  - Create a framework for incorporating community and MTP transportation and land use goals into appropriate agency planning documents (2024).
  - Consider MTP goals and guiding principles when making transportation and land use decisions.

- Consider modifying the planning area boundary to remove wholly rural areas (i.e. town of Greenfield) and not anticipated to urbanize within the next 50 years (2022-2023).

Challenges:

- The LAPC is often overlooked as a stakeholder in local planning activities.
- Local governments value their autonomy and may be reluctant to include LAPC participation in local planning processes.

⇨ **Objective:** Integrate freight planning into the LAPC planning process. The limited input the LAPC obtained from the freight community during the CV2040 planning process suggests few issues with freight movement in the area. Considering identified constrained and congested road conditions on state highways, we suspect that some mobility challenges do exist.

Timeframe: 2021-2025.

Action Strategies:

- Evaluate truck freight logistics in the planning area to determine if there are mobility and delivery issues.
    - Determine the feasibility of preparing a truck freight plan.

Challenges:

- Private freight companies are difficult to engage in planning activities.

⇨ **Objective:** Develop an integrated regional transit system. While some coordination exists between MTU and OHWSPT (free transfers) and MTU and SMRT (share bus stops), federal/state policies regarding "duplication of service" and local policies preventing direct service to destinations in a neighboring community has resulted in riders engaged in time-consuming, multi-transfer transit trips.

Timeframe: Short- to mid-range, 2021-2030.

Action Strategies:

- Prepare a regional transit development plan for the cities of La Crosse (MTU) and Onalaska (OHWSPT) and the County of La Crosse (SMRT) (2022).
- Develop an action plan for pursuing an RTA (2026).

Challenges:

- Wisconsin law does not enable the formation of RTAs.

⇨ **Objective:** Become the first Vision Zero metropolitan planning organization. Vision Zero is a strategy to eliminate all traffic fatalities and serious injuries, while increasing safe, healthy, and equitable mobility for all. WisDOT and MnDOT have developed the safety programs, Zero in Wisconsin and Toward Zero Deaths in Minnesota, for their respective Strategic Highway Safety Plans.

Timeframe: Short- to mid-range, 2021-2030.

Action Strategies:

- Develop a Vision Zero plan for the planning area (2026).
- Coordinate with Safe Routes to School planning (ongoing).

Challenges:

- Local elected officials may resist publicly committing to Vision Zero.
- Local government resources may be insufficient to implement Vision Zero strategies.

Policies

As an advisory organization the LAPC works within a narrow band of authority and must rely on the membership of its Policy Board and committees to consider/incorporate LAPC plans and programs in their own planning activities.

Policy Objectives, Actions Strategies, and Implementation Challenges

⇨ **Objective:** Prioritize STP-U projects that support federal performance measures.

Timeframe: 2021-2040; ongoing.

Action Strategies:

- Incorporate consideration of federal performance measures in the STP-U project ranking criteria (2020-2021).

Challenges:

- Local goals may conflict with federal goals.

⇨ **Objective:** Prioritize activities that favor TDM measures over activities that propose widening existing roads or building new roads to address mobility.

Timeframe: 2021-2040, ongoing.

Action Strategies:

- Work with local communities to incorporate TDM considerations in their comprehensive plans.
- Solicit member communities for local studies planning projects that study TDM to address mobility.
- Develop a list of feasible TDM best practices for urban/urbanizing/rural planning area communities (2021).
- Support local efforts to implement such programs as bike share, guaranteed ride home, transit work pass, and carpooling.

Challenges:

- Despite the LAPC consistently approving "aggressive implementation of policy-based actions" strategies to address mobility issues, local policies and practices are often inconsistent with approved courses of action.

⇨ **Objective:** Ingrain equity[40] in all transportation planning activities. Equity considerations have been limited to plan- and program-based "environmental justice" analyses to meet federal requirements.

Timeframe: 2021-2040; continuous and ongoing.

Action Strategies:

- Assess community, social, and health impacts.
- Develop an inclusive public outreach and education program (2021).
- Participate in the comprehensive planning process of planning area communities.
- Prioritize multimodal and transit projects.

[40] The Federal Highway Administration describes equity in transportation as "seek[ing] fairness in mobility and accessibility to meet the needs of all community members. A central goal of transportation equity is to facilitate social and economic opportunities by providing equitable levels of access to affordable and reliable transportation options based on the needs of the populations being served, particularly populations that are traditionally underserved, [including]… Low Income, Minority, Elderly, Children, Limited English Proficiency, or Persons with Disabilities."

Challenges:

- The LAPC is often overlooked as a stakeholder in local planning activities.
- Local governments value their autonomy and may be reluctant to include LAPC participation in local planning processes.

⇨ **Objective:** Prioritize initiatives that address climate change. According to the Environmental Protection Agency (EPA), greenhouse gas (GHG) emissions from transportation account for about 28 percent of total U.S. greenhouse gas emissions, making it the largest contributor of U.S. GHG emissions. These emissions contribute to climate change and the resulting extreme heat and precipitation events that damage transportation infrastructure.[41]

Timeframe: 2021-2040; ongoing.

Action Strategies:

- Update STP-U criteria to explicitly consider the impact of a project on climate change (2020-2021).
- Assist local transit agencies in transitioning to electric or alternative fuel vehicles.
- Support local governments in their carbon-neutral efforts.
- Advocate for electric and alternative fuel fueling stations.

Challenges:

- Fleet turnover takes not only the purchase of new vehicles but also the purchase of the infrastructure needed to recharge/refuel the vehicles.
- Alternative fuel buses have very high upfront costs and their purchase may not be feasible under constrained budgets and state of good repair needs.

⇨ **Objective:** Engage in inclusive, cooperative, and educational public outreach.

Timeframe: 2021-2040; ongoing.

Action Strategies:

- Integrate web-based mapping and data visualization tools into the LAPC website (2020-2021; ongoing).

[41] See the LAPC report, *Weathering Climate Change: A Vulnerability Assessment of Road, Bridge, and Rail Infrastructure*, 2018, for impacts in the planning area.

- Redevelop and maintain website for user-friendliness, accessibility, and interactivity (2020-2021; ongoing).
- Develop and maintain a social media plan (2021; ongoing).
- Update the Public Participation Plan (2023).

Challenges:

- La Crosse County policies for websites and social media may limit the scope of interactivity and social media tools used.

⇨ **Objective:** Improve the exchange of information between the LAPC and planning area communities. One of the general findings of the local comprehensive plan review is that most planning area communities appear to have limited knowledge/awareness/support of LAPC plans and planning efforts.

Timeframe: 2021-2040; ongoing.

Action Strategies:

- Participate in local boards, councils, commissions, etc.
- Develop and distribute one-pagers about the LAPC and what we do (2021).
- Make remote participation (i.e. Microsoft Teams) a standard option for all meetings.

Challenges:

- Meetings often have conflicting schedules.

Summary

As an advisory organization, the LAPC is challenged with implementing the MTP.

We acknowledge the importance of completing programmed projects and funding illustrative projects. We propose planning and policy strategies that support the goals and guiding principles while working within a scope of accomplishable activities.

Local and state coordination and cooperation are essential for implementing the MTP and moving the LAPC toward becoming an effective and proactive MPO. LAPC staff will utilize the planning work program to the greatest extent possible.

Chapter 7: Environmental & Social Impacts

This chapter discusses the potential impacts of programmed and illustrative transportation projects[42] and the objectives and strategies recommended in chapter 6 on natural and cultural resources[43] and minority, low-income, and limited-English proficient (LEP) populations (the methodology and population summaries are in Appendix D).

Programmed Transportation Projects

The projects with physical locations are mapped against the resources inventoried in *Natural and Cultural Resource Inventory: A Supplement to Beyond Coulee Vision 2040* as well as against Census tracts with high populations[44] of typically underrepresented minority, low-income, and/or LEP populations.

Figure 51 is a base map showing the locations of all the current TIP projects that involve some level of construction and have a described alignment or location. Some of the projects extend outside the planning area. The five-digit numbers correspond to the last five digits of the LAPC project number shown in Table 20. The first two digits of the five reflect the year the project was first added to the TIP. The anticipated year of construction is noted when available.

The projects in the figure and table are categorized by their highest level of potential *negative* impact.

"Very High" impact projects are those that involve constructing a new structure (trail, road or bridge) where there was nothing previously. "High to Moderate" impact projects are those that involve bridge replacement and road reconstruction where new right-of-way is needed and the footprint of the facility will be increased or encroachment into the surrounding environment is needed to complete work. "Low" impact projects are those that involve resurfacing, pavement replacement, and the like where construction activities only involve the existing right-of-way.

[42] Projects listed in the May 20, 2020 amendment of the 2020-2023 Transportation Improvement Program (TIP).
[43] The complete inventory can be found in *Natural and Cultural Resource Inventory: A Supplement to Beyond Coulee Vision 2040*.
[44] A Census tract is identified as having a "high population" of minority, LEP, or low-income persons if the lower bound (population estimate minus the margin of error) of the tract is greater than the upper bound (estimate plus the margin of error) for the planning area. See Appendix D for the methodology.

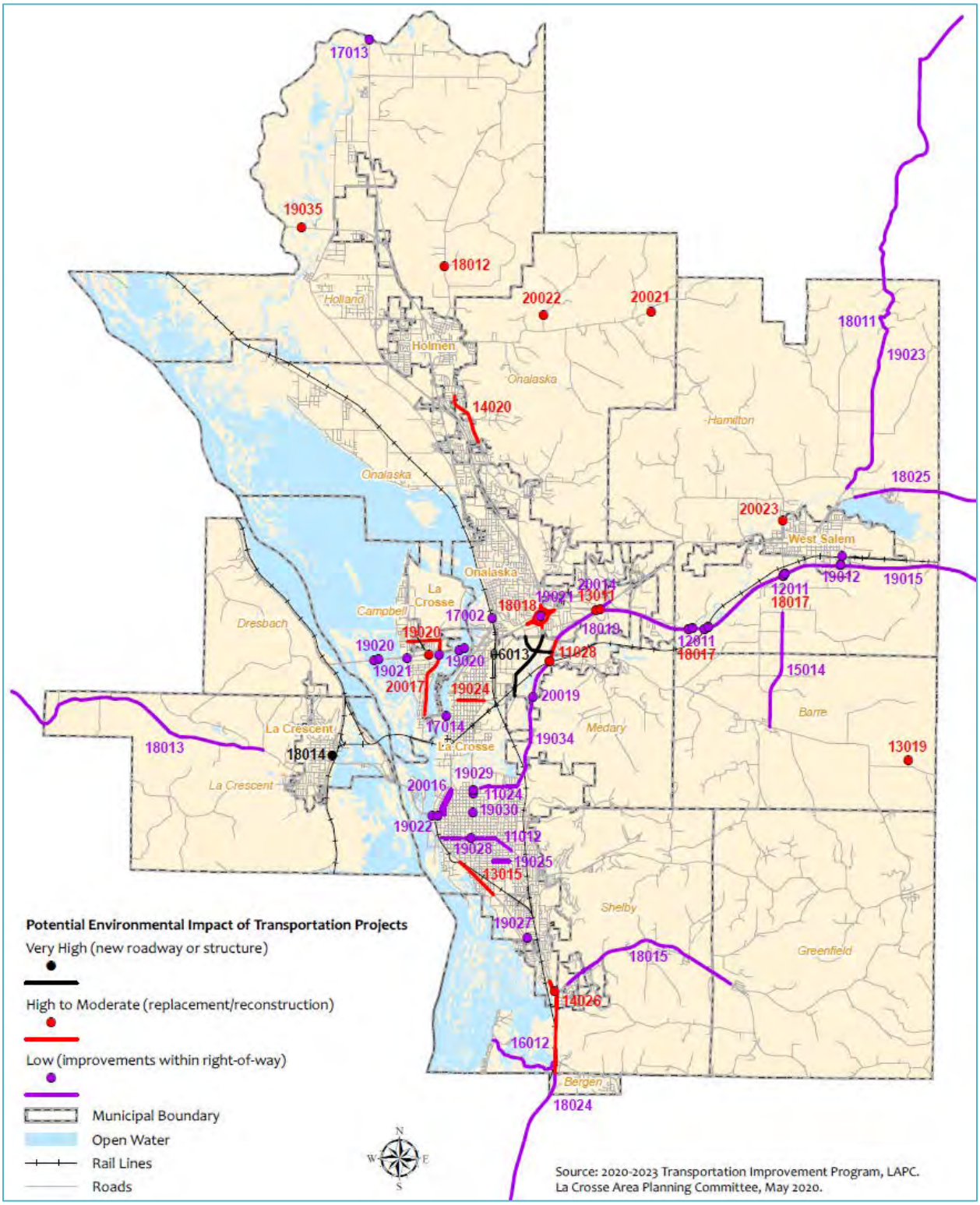

Figure 51: Potential environmental impact of 2020-2023 Transportation Improvement Program projects, May 2020 amendment. Projects are categorized as "Very High" (new roadway or structure), "High to Moderate" (replacement or reconstruction), or "Low" (improvements occur within right-of-way).

Table 21: Transportation Improvement Program Projects, May 20, 2020

TIP Project #	Project Description	Project Type	Project Years (2020-2023 TIP)
Very High Impact Projects			
243-06-013	USH 53 / 12th Ave Extended from CTH SS to Gillette St; New roadway.	Major (E)	2020-2023; Construction after 2030
243-18-014	La Crescent Wagon Wheel Trail Phase 3	Other	2021
High to Moderate Impact Projects			
243-11-028	STH 16, Gillette St to STH 157; Bridge and approach reconstruction.	Bridge replacement	2020-2023; Construction in 2024
243-13-011	IH 90, STH 16 interchange area (STH 16, S Kinney Coulee Rd to CTH OS) interchange improvements; Bridge replacements B-32-0053, -0054.	Reconditioning/Bridge replacements	2021-2023; Construction in 2030
243-13-015	USH 14, City of La Crosse, South Ave; Green Bay St to Ward Ave.	Reconstruction	2020-2022; Construction in 2022
243-13-019	Drogseth Rd, Bostwick Creek bridge P-32-0903.	Bridge replacement	2020-2023
243-14-020	CTH SN, CTH OT (East Ave) to Alpine Lane; Two-phase project: Phase 1, CTH OT (East Ave N) to Hanson Rd, completed in 2019; Phase 2, Hanson Rd to Alpine Ln, Reconstruction.	Reconstruction	2020, 2022
243-14-026	STH 35, La Crosse County Line to Garner Place; Reconstruct STH 35 / USH 14/61 intersection.	Reconstruction	2020-2023; Construction in 2024-2025
243-18-012	CTH V, CTH D to CTH TT; Long Coulee Creek bridge replacement.	Bridge replacement	2020; Construction in 2020
243-18-017	IH 90, STH 16 to CTH C, Pavement and bridge replacements.	Pavement replacement/ Bridge replacement	2021-2023; Construction in 2029
243-18-018	IH 90, STH 157 interchange reconstruction.	Reconstruction	2021-2023; Construction in 2029
243-19-020	IH 90, Black River bridges, Round Lake bridges, Bainbridge ped bridge; Concrete overlays B-32-34, 35, 46, 47 and bridge replacement B-32-73.	System preservation/ Bridge replacement	2020-2023; Construction in 2024
243-19-024	Gillette St, Caledonia St to STH 35/George St; Reconstruct.	Reconstruction	2020-2021; Construction in 2021
243-19-035	STH 35, La Crosse to Trempealeau (Black River bridges B-32-016 and B-32-018); Replacement.	Bridge replacement	2020-2023; Construction in 2026

Table 21: Transportation Improvement Program Projects, May 20, 2020 (continued)

TIP Project #	Project Description	Project Type	Project Years (2020-2023 TIP)
243-20-017	CTH B, Town of Campbell to City of La Crosse (Clinton St to Lakeshore Dr); Reconstruct.	Reconstruction	2020-2023
243-20-021	CTH M, Towns of Onalaska and Farmington (Halfway Creek bridge P-32-0100); Bridge replacement.	Bridge replacement	2020, 2022; Construction in 2022
243-20-022	CTH D, Towns of Onalaska and Farmington (Halfway Creek bridge P-32-0055); Bridge replacement.	Bridge replacement	2020, 2022; Construction in 2022
243-20-023	CTH M, STH 16 to CTH S (La Crosse River bridge B-32-0004); Bridge replacement.	Bridge replacement	2021, 2023; Construction in 2024
Low Impact Projects			
243-11-012	STH 33, Jackson St, City of La Crosse, 3rd St. to 23th St; Surface (1.67 mi.).	System preservation	2020-2021; Construction in 2021
243-11-024	STH 16 (La Crosse Street, City of La Crosse), Oakland St to Losey Blvd; Patch and overlay.	System preservation	2020-2022; Construction in 2022
243-12-011	IH 90 (Onalaska to West Salem) asphalt deck overlay on bridges B-32-0023, 24, 25, 26, 27, 28; Concrete deck overlay on bridge B-32-0057.	System preservation	2020; Construction in 2020
243-15-014	CTH M, STH 33 to IH 90 (CTH O to CTH B); Recondition; Two-Phase Project, CTH O to Wolter Rd; Wolter Rd to CTH B not currently scheduled/ obligated.	Reconditioning	2020-2022
243-16-012	CTH GI, Goose Island Campground; Recondition CTH GI.	Pavement replacement	2020; Construction in 2020
243-17-002	Burlington Northern Santa Fe Railroad and 2nd Ave SW Crossing; Crossing No. 079897G, MP 303.02, City of Onalaska, 2nd Av SW.	Rail safety	2020
243-17-012	IH 90, STH 157 interchange resurface.	System preservation	2020; Construction in 2020
243-17-013	USH 53, Black River bridge B-32-0079; Bridge rehabilitation.	System preservation	2020-2021
243-17-014	CTH B (Clinton St), Black River bridge B-32-0077; Bridge rehabilitation.	System preservation	2020
243-18-011	STH 108, West Salem to Melrose, Stan Olson Rd to L Pfaff Rd; Safety improvements.	System preservation	2020; Construction in 2020
243-18-013	CSAH 6, Winona County Line to Town Hall Road; Bituminous reclamation/ bituminous pavement.	System preservation	2020-2021

Table 21: Transportation Improvement Program Projects, May 20, 2020 (continued)

TIP Project #	Project Description	Project Type	Project Years (2020-2023 TIP)
243-18-015	USH 14, Brickyard Lane to CTH M; Mill and overlay.	System preservation	2020-2021; Construction in 2021
243-18-019	STH 16, Braund St to CTH OS; Monotubes and left-turn lane improvements.	System preservation	2020-2021; Construction in 2021
243-18-024	STH 35, Genoa to La Crosse (Village of Stoddard north limit to north Vernon County Line); Mill and overlay.	System preservation	2020-2022; Construction in 2022
243-18-025	STH 16, La Crosse to Sparta (0.27 miles east of La Crosse River to Big Creek); Mill and overlay.	System preservation	2020-2022; Construction in 2022
243-19-012	CTH C, IH 90 to STH 16 (CTH B and Canadian Pacific Railroad bridge B-32-0069(84.10)); Bridge rehabilitation.	System preservation	2020-2022; Construction in 2022
243-19-015	IH 90, CTH C to east County Line; Resurface.	System preservation	2020-2023; Construction in 2023
243-19-017	STH 16, Medary Overpass structures B-32-111 & 115; Concrete overlay, paint, repair.	System preservation	2020-2023; Construction in 2025
243-19-021	IH 90, CTH BW, CTH B and STH 157 eastbound bridges (B-32-51, 52, 55); Thin polymer overlays.	System preservation	2020-2022; Construction in 2022
243-19-022	USH 14, Cameron Ave and Cass St structures B-32-202 & -300; Paint and repair.	System preservation	2020-2023; Construction in 2024
243-19-023	STH 108, West Salem to Melrose, Old 16 Road to north County Line; Pavement replacement, (except Stan Olson Rd to L Pfaff Rd) includes bridge rehab B-32-0181.	System preservation	2020-2023; Construction in 2027
243-19-025	Green Bay St, East Ave to S 22nd St; Pavement replacement.	System preservation	2020-2022; Construction in 2022
243-19-027	USH 14/61, Mormon Coulee Rd/Broadview Pl intersection; Left-turn lanes/ monotubes.	System preservation	2021
243-19-028	STH 33/35, West Ave/Jackson St intersection; Left-turn lanes/monotubes.	System preservation	2021
243-19-029	STH 16/35, West Ave/La Crosse St intersection; Left-turn lanes/monotubes.	System preservation	2021
243-19-030	STH 35, West Ave/King St and West Ave/Badger St intersections; Close medians and add crosswalks.	System preservation	2020-2021

Table 21: Transportation Improvement Program Projects, May 20, 2020 (continued).

TIP Project #	Project Description	Project Type	Project Years (2020-2023 TIP)
243-19-034	STH 16, La Crosse to Sparta (Losey Blvd to S Kinney Coulee Rd); Repair, mill and overlay.	System preservation	2020-2023; Construction in 2026
243-20-014	STH 16, La Crosse to Sparta (STH 16/IH 90 interchange eastbound and westbound ramps); Monotube installation.	System preservation	2021; Construction in 2021
243-20-016	USH 53, City of La Crosse, Third St and Fourth St (Cass St to 2nd St); Pavement replacement.	System preservation	2020-2023; Construction in 2027-2028
243-20-019	STH 16, City of La Crosse (STH 16 & Gillette St); Traffic signals and monotubes.	System preservation	2020; Construction in 2020
Source: 2020-2023 Transportation Improvement Program as amended on May 20, 2020.			

Because the low-impact projects have essentially no negative impacts, they are not included in the resource and population impact maps (Figures 54, 55, 56) or crosscheck table (Table 22).

Potential Impacts of Programmed Transportation Projects

Figures 54, 55, 56 show "Very High" and "High to Moderate" impact transportation projects in relation to natural, agricultural, and recreational resources; cultural resources; and Census tracts with a high percentage of typically underrepresented low-income, minority, and limited-English proficient (LEP) populations.

Very High Impact Projects

Two projects—USH 53/12th Ave Extended (06013) and La Crescent Wagon Wheel Trail Phase 3 (18014)—have been categorized as "very high impact projects" because they involve the construction of a new road or structure and have a high potential to significantly impact the physical environment.

USH 53 / 12th Ave Extended from CTH SS to Gillette St (06013)

Project 06013 is part of a major highway project listed under 84.013(3)(ae) of the Wisconsin State Statutes. The statute states that "the department [of transportation] may proceed with construction of… USH 53 extending approximately 6.2 miles between I 90 and USH 14/61 near 7th Street in La Crosse, La Crosse County."

The TIP project involves only a 1.58-mile segment between STH 157/CTH SS and Gillette St/CTH B (Figure 52) of the 6.2 miles of the major highway project. A new road will be constructed between STH 157 and River Valley Dr (dashed line) and River Valley Dr (solid line) will be widened to four lanes. The TIP project also includes connecting 12th Ave to Chestnut Pl (dashed line). This project is anticipated to be constructed after 2030.

Figure 52: USH 53/12th Ave Extended, LAPC project 06013. *Source:* Map produced for the Coulee Region Transportation Study.

The Coulee Region Transportation Study—the informative phase of TIP project 243-06-012 (not illustrated in any of the figures)—is a Planning and Environment Linkage (PEL) study designed to develop mobility strategies (Appendix A) for the La Crosse area and not just for the corridor described in the statute.

WisDOT completed an intensive public input process in 2015 but lack of support from local leaders resulted in further activities being put on hold. WisDOT is planning to update the traffic data, safety analysis, highway capacity, and infrastructure condition in late 2020/early 2021 to aid in the Study's next steps. Detailed information about the Coulee Region Transportation Study (CRTS) can be found on the

Wisconsin Department of Transportation website for Southwest Region Highway Projects and Studies.

As shown in the figures, this project appears to have the potential to impact wetlands and Wildlife, Habitat, and Natural Areas[45] (Figure 54), archaeologically sensitive areas (Figure 55), and minority populations (Figure 56). The potential impact on minority populations is unlikely though because the project passes through unpopulated land within the Census tract.

La Crescent Wagon Wheel Trail Phase 3 (18014)

Phase 3 of the Wagon Wheel Trail project involves constructing a pedestrian bridge over TH 61 in La Crescent, MN. The bridge will connect downtown La Crescent at S 1st St with a new 10-ft wide, paved shared-use path on the east side of TH 61 to be constructed to connect the bridge structure to the west end of the Wagon Wheel Trail at the intersection of Main St and S Chestnut St.

Because the project occurs entirely within roadway right-of-way it appears to have no negative impacts on natural or cultural resources or on typically underrepresented populations. The project will benefit residents of a mobile home park[46] on the east side of TH 61 by providing a safe connection to downtown La Crescent over TH 61.

Figure 53 shows the alignment of the existing Wagon Wheel Trail, the area planned for the new bridge structure (red box), and a design concept for the bridge structure (inset), which will accommodate persons with disabilities.

[45] Wildlife, Habitat, and Natural Areas include State-managed trails, wildlife management areas, and natural areas. Please see *Natural and Cultural Resource Inventory: A Supplement to Beyond Coulee Vision 2040*.
[46] Figure 46 suggests that La Crescent has no low-income areas; however, the data are at the tract level which can dilute neighborhood characteristics.

Figure 53: Existing Wagon Wheel Trail and location and design for a pedestrian bridge over TH 61, La Crescent, MN. *Sources:* LAPC GIS over Google Earth; screenshot from *Wagon Wheel Trail Pedestrian Bridge Crossing Over TH 61*, May 11, 2020, whks.

High and Moderate Impact Projects

Sixteen projects listed in the May 2020 TIP have been categorized as "high and moderate impact" projects. Ten involve bridge replacements, which can have environmental impacts on the waterways over which they span as well as on the land onto which they touch down.

Table 22 provides a crosscheck of high and moderate impact TIP projects and their potential to impact resources and underrepresented populations. Historic places and districts, tribal lands, low-income population, and LEP population are excluded from the table because they do not appear to be impacted by any of the projects. Four projects (13011, 18018, 19020, and 20017) appear to have no negative impact on the identified resources and populations.

Although project 243-13-015 USH 14, City of La Crosse, South Ave appears to have no impact on underrepresented populations, the project requires the acquisition of several homes and businesses to accommodate the construction of three roundabouts. The economic, racial, or minority status of the property owners is not known.

Table 22: Crosscheck of TIP Projects' Potential to Impact Natural and Cultural Resources and Typically Underrepresented Populations

TIP Project Number[1]	Trout Streams	National Refuge	Natural Areas	Prime Farmland	Wetlands	Sensitive Areas	Populations
243-11-028			X			X	
243-13-011	Appears to have no impacts						
243-13-015						X	
243-13-019	X			X		X	
243-14-020						X	
243-14-026				X	X	X	
243-18-012				X		X	
243-18-017				X	X	X	
243-18-018	Appears to have no impacts						
243-19-020	Only the pedestrian bridge is being replaced. Appears to have no impacts.						
243-19-024							X
243-19-035					X		
243-20-017	Appears to have no impacts						
243-20-021	X			X			
243-20-022	X			X		X	
243-20-023						X	

[1]See Table 22 for project descriptions.

NOTE: Only resources that appear to be impacted by a TIP project are included in the table.

Although many of the projects appear to have the potential to negatively impact resources and/or underrepresented populations, the impacts to resources are mitigable. In many cases, projects have a positive impact on populations by providing additional transportation options and improved connections and crossings.

Projects 06013, 18014, 11028, 14020, and 14026 include in their conceptual design plans separated bicycle and pedestrian facilities; projects 19024, 20017, 11012, 11024, and 16012 include bike lanes; and, projects 19027, 19028, 19029, and 19030 include enhanced crossings (pedestrian extensions, island refuges, etc.).

Current design alternatives for project 11028 (bridge and approach reconstruction of STH 16 between Gillette St and STH 157), however, would negatively impact transit riders by stubbing Frontage Rd, which is the current route for Route 5 demand-response service to homes and apartments along that road.

Figure 54: Transportation projects in relation to natural, agricultural, and recreational resources. *Sources:* *Natural and Cultural Resource Inventory*; 2020-2023 Transportation Improvement Program, May amendment.

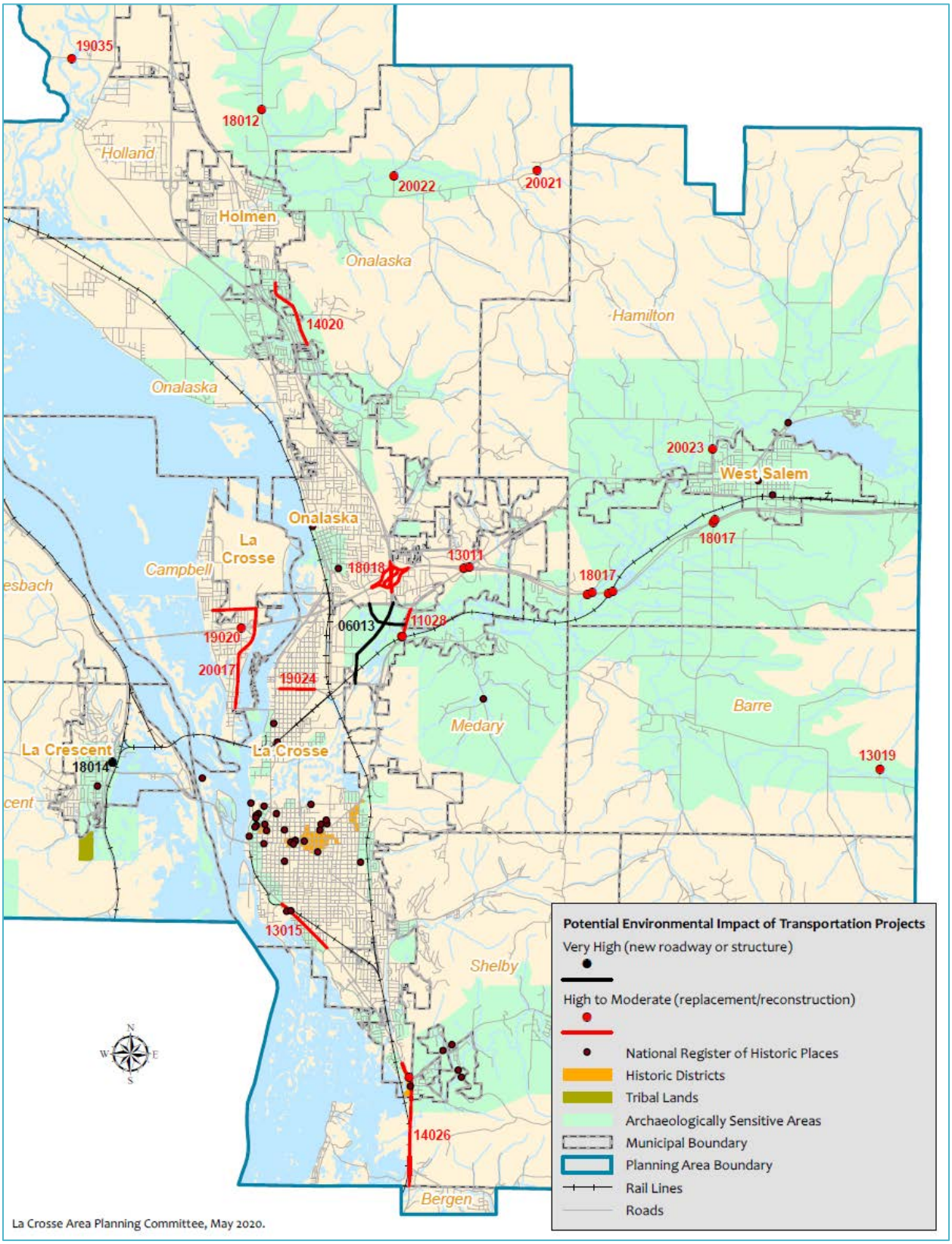

Figure 55: Transportation projects in relation to cultural resources. *Sources:* *Natural and Cultural Resource Inventory*; 2020-2023 Transportation Improvement Program, May amendment.

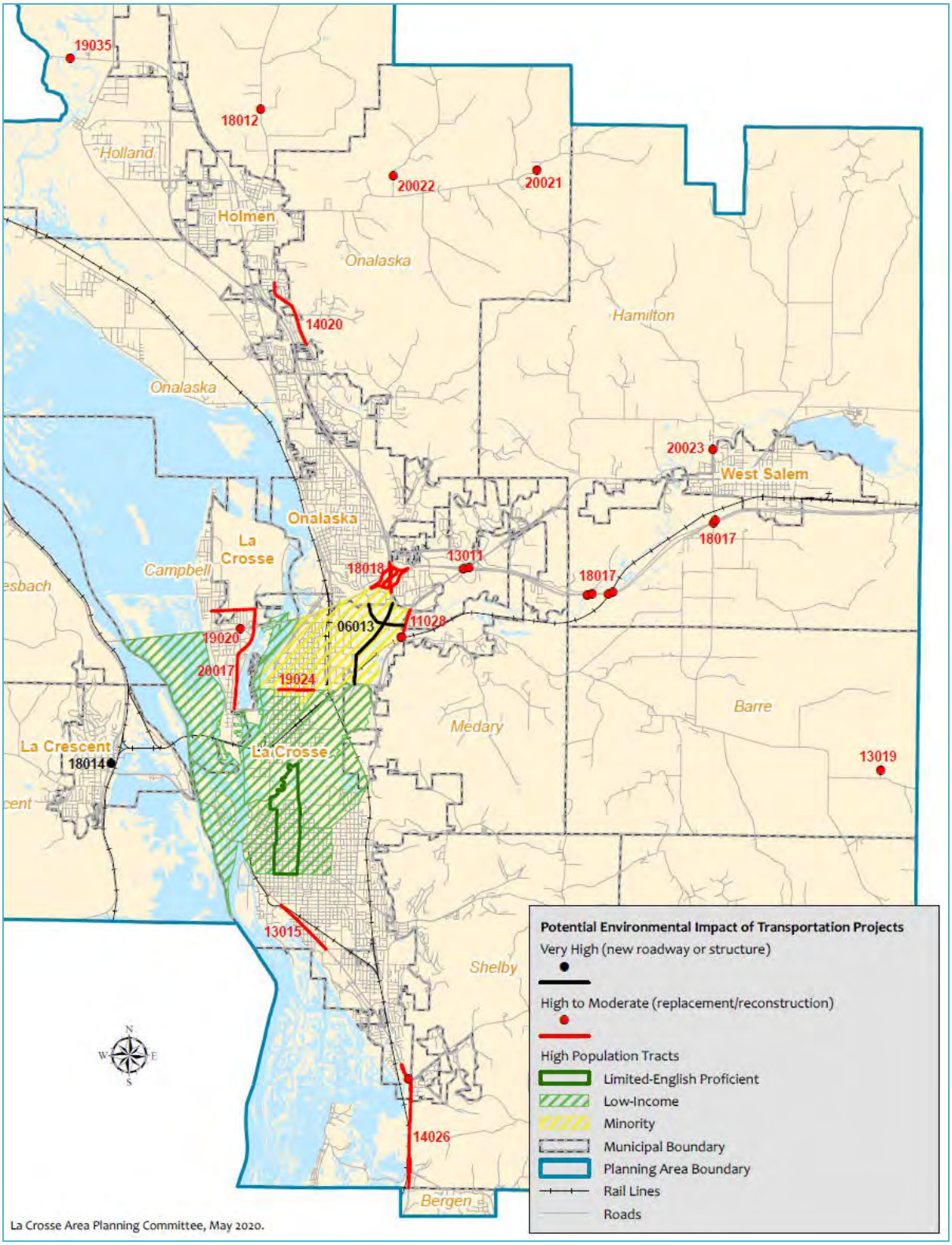

Figure 56: Transportation projects in relation to tracts with a high percentage of low-income, minority, and limited-English proficient populations. *Sources:* 2020-2023 Transportation Improvement Program, May amendment; S1601 Language Spoken at Home, C17002 Ratio of Income to Poverty Level, B03002 Hispanic or Latino Origin by Race; 2014-2018 Five-year estimates, U.S. Census Bureau.

Illustrative Transportation Projects

Illustrative projects include projects listed as illustrative in the current TIP document, projects that were submitted for Surface Transportation Program-Urban (STP-U) or Transportation Alternatives Program (TAP) funding but were not awarded, and projects that have been conceptualized in local plans and planning activities. The following illustrative projects are illustrated in Figure 57. They are categorized in the same fashion as were the programmed TIP projects.

- Reconstruct Theater Rd from CTH PH to STH 16, Onalaska.
- Widen from five to seven lanes CTH OS from STH 16 to Market Pl, Onalaska.
- Improve the E Main St/Green Coulee Rd corridor, Onalaska.
- Construct a shared-use trail along STH 16 from CTH PH to Landfill Rd, Onalaska.
- Construct a bicycle/pedestrian bridge over the La Crosse River, West Salem.
- Construct a bicycle/pedestrian trail along USH 14, connecting the Wagon Wheel Trail to Regional Route 1, La Crosse.
- Construct a grade-separated crossing of USH 14 (Wagon Wheel Trail Phase 4), connecting the Wagon Wheel Trail to the south sidewalk, La Crescent.
- Construct a shared-use trail along Mormon Coulee Creek, Shelby.
- Construct a shared-use trail suspended below Interstate 90 between TH 14 in Minnesota and Exit 3 in Wisconsin.

Potential Impacts of Illustrative Transportation Projects

Except for the E Main St/Green Coulee Rd project—the scope of which is unknown—all of the projects are either reconstruction or new construction and have the potential to negatively impact resources and populations.

Figures 57, 58, and 59 show the illustrative projects in relation to resources and populations. Table 23 provides a crosscheck identifying if projects appear to impact resources and populations. The roadway projects appear to have no negative impact by proximity plus they occur within existing right-of-way.

The trail projects are likely to have significant impacts on resources, but they are mitigable and will provide great benefit to populations by providing safer connections and crossings.

Table 23: Crosscheck of Illustrative Projects' Potential to Impact Natural and Cultural Resources and Typically Underrepresented Populations

Illustrative Project	Historic Places	Trout Streams	National Refuge	Natural Areas	Prime Farmland	Wetlands	Sensitive Areas	Populations
Theater Rd	Appears to have no negative impacts. Area is already developed.							
CTH OS	Appears to have no negative impacts.							
E Main St/Green Coulee Rd	Scope is not known, but general vicinity is outside areas of resources and populations.							
STH 16 Trail	Occurs entirely within existing right-of-way. Appears to have no negative impacts.							
La Crosse River Bridge				X		X	X	
USH 14 Trail[2]			X			X		X
Phase 4[2]			X			X		X
Shelby Trail	X	X			X		X	
I 90 Trail[3]			X			X		X

[1] See Table 22 for project descriptions.

[2] Although **the m**ap suggests a potential impact on low-income populations, the data are illustrated at the tract level, which includes unpopulated areas along the proposed project.

[3] Although **the m**ap suggests a potential impact on low-income and minority populations, the data are illustrated at the tract level, which includes unpopulated areas along the proposed project.

NOTE: Only resources that appear to be impacted by a project are included in the table.

Figure 57: Illustrative transportation projects in relation to natural, agricultural, and recreational resources.
Sources: *Natural and Cultural Resource Inventory*; 2020-2023 Transportation Improvement Program, May amendment; projects submitted for Transportation Alternatives Program funding but not awarded.

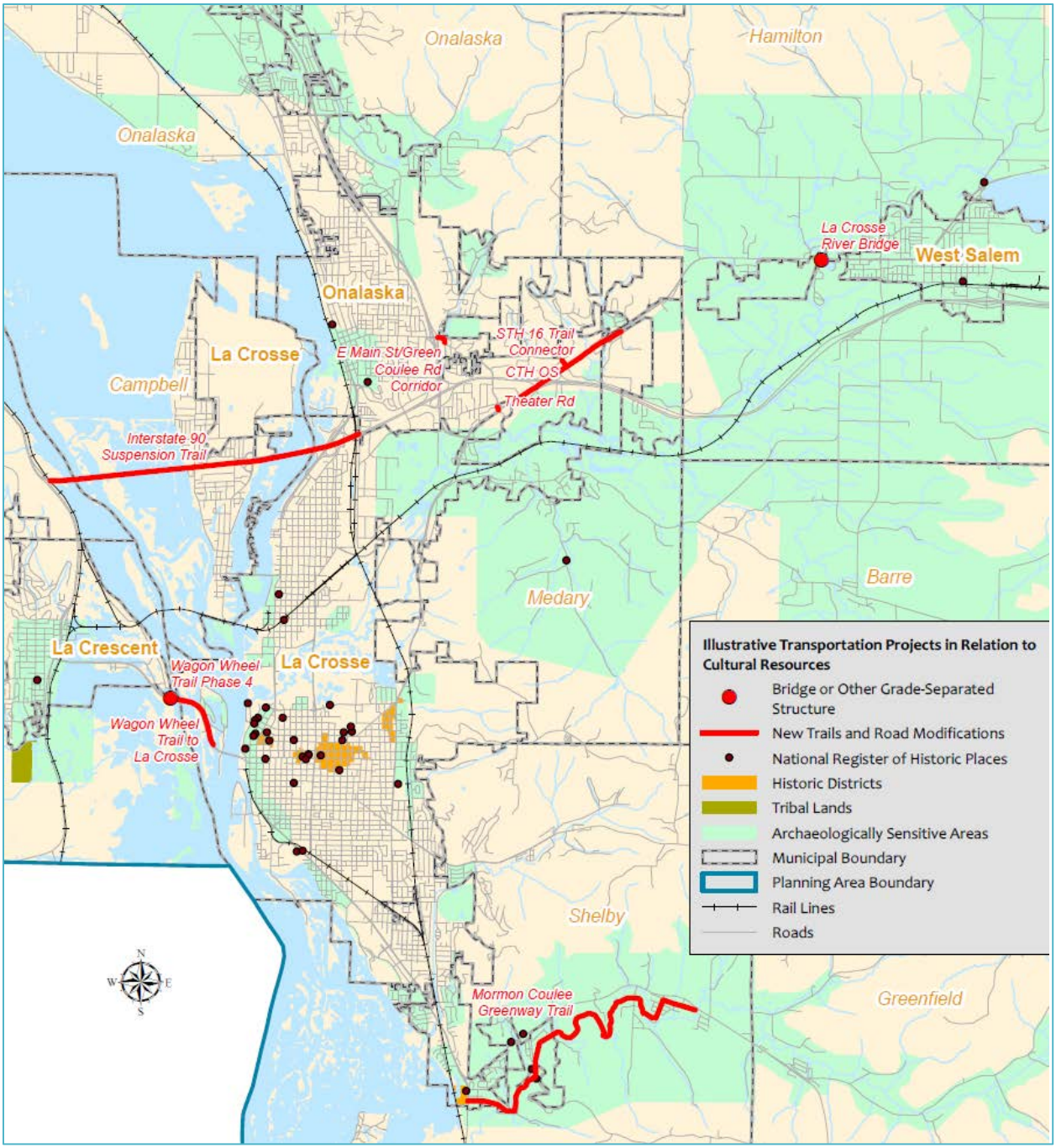

Figure 58: Illustrative transportation projects in relation to cultural resources. *Sources: Natural and Cultural Resource Inventory*; 2020-2023 Transportation Improvement Program, May amendment; projects submitted for Transportation Alternatives Program funding but not awarded.

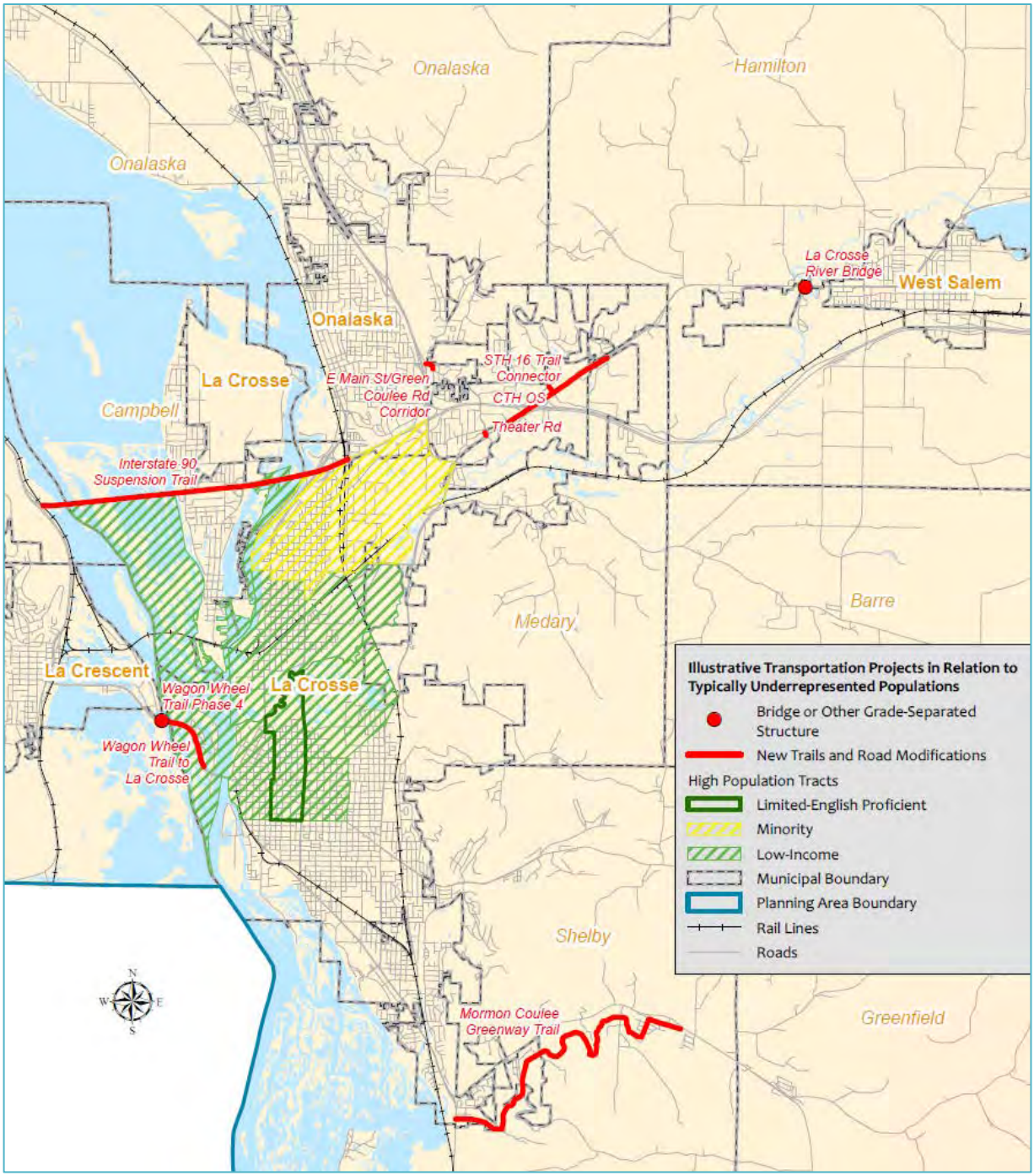

Figure 59: Illustrative transportation projects in relation to tracts with a high percentage of low-income, minority, and limited-English proficient populations. *Sources:* 2020-2023 Transportation Improvement Program, May amendment; projects submitted for Transportation Alternatives Program funding but not awarded; S1601 Language Spoken at Home, C17002 Ratio of Income to Poverty Level, B03002 Hispanic or Latino Origin by Race; 2014-2018 Five-year estimates, U.S. Census Bureau.

Planning and Policy Objectives and Strategies

The overarching goal of the planning and policy objectives and strategies detailed in chapter 6 is for the LAPC to become an inclusive, equitable, and more effective metropolitan planning organization.

Development patterns and road and highway networks favor and encourage motor vehicle travel over other personal modes of travel, challenging disadvantaged people in getting and keeping a job, obtaining affordable housing, and accessing essential services. While none of the strategies is expected to have a negative impact on resources or populations, many of the objectives and strategies are designed to have a positive impact on traditionally underrepresented populations.

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Chapter 8: Financial Analysis

As part of Beyond Coulee Vision 2040 implementation process, the LAPC has conducted a financial analysis to support the identification, evaluation, and prioritization of transportation projects that will be included in the fiscally constrained Metropolitan Transportation Plan (MTP). The MTP financial analysis demonstrates the balance between expected revenue sources and the estimated costs of projects, otherwise referred to as a fiscally constrained plan. These activities are federally required and are critical to developing a meaningful MTP.

Federal transportation laws require that cost and revenue estimates in an MTP must use an inflation rate (or rates) to reflect "year of expenditure dollars." The inflation rate used in the plan must be based on reasonable financial principles and information, developed cooperatively by the State MPOs and public transportation operators. The Wisconsin Department of Transportation (WisDOT) annually provides inflation rates (expenditure and revenue) to MPOs to be utilized in TIP and MTP planning documents. The expenditure inflation rate of 1.56 percent and the revenue inflation rate of 2.00 percent were provided by WisDOT and are utilized for all estimates and projections in this chapter.

The intent of the financial analysis is to illustrate that it can be reasonably expected there is adequate funding to complete plan recommendations. This chapter identifies federal, state, and local funding sources for transportation projects. Local transportation expenses and revenue projections are based on historical spending/funding patterns. The WisDOT revenue estimates were used to project future funding for various highway funding programs. The current LAPC TIP (2020-2023 TIP) and past LAPC TIP plans were utilized for historical information and future project identification. Approximately 4 percent of the planning area is comprised of Minnesota jurisdictions and all expenses and revenue projections (federal, state, and local) are based on historical spending/funding patterns.

Local Roads and Highways

Funding Programs

There are many federal, state and local sources of funding utilized for past transportation projects and available for future transportation projects in the planning area. Table 24 summarizes funding sources typically utilized to implement the transportation projects identified in this plan.

Table 24: Local Roads and Highway Funding Programs

Program	Sponsor	Description	Local Match
Highway Safety Improvement Program	Federal	A federal reimbursement program that funds highway safety projects at locations with a high crash history.	10% local/state
Surface Transportation Block Grant (STBG) Rural Program	Federal	Funding may be used to complete projects on rural federal-aid-eligible highways outside of urban areas. Funding readily used on County highways.	20% local
STBG Urban Program	Federal	Projects must be on roads classified as collectors or higher, transit capital and bicycle and pedestrian infrastructure projects are also eligible.	20%-50% local
State Trunk Highways Preservation	Federal, State	Funding used for state highway system for preservation, reconstruction, resurfacing, and reconditioning.	No local
STBG Local Bridge	Federal, State	Local governments are eligible for rehabilitation and replacement of bridges based on condition ratings.	20% local
State Trunk Highway Operations and Maintenance	State of WI	Funding for state trunk highways for operations and maintenance. State contracts with local governments for maintenance of state trunk highways.	No local; contract with WisDOT
Local Roads Improvement Program (LRIP)	States of WI & MN	Minnesota and Wisconsin have similar programs that assist local governments with improvements on deteriorating streets and highways.	Varies by state
Connecting Highway Aids Program	State of WI	Provides local governments funding for connecting segments of state trunk highways.	No local; contract with WisDOT
Local Partnership Program	State of MN	Funding for the construction of mutually beneficial improvements to the trunk highway system.	No local
General Transportation Aids	State of WI	Returns a portion of state collected transportation revenues to local governments for road projects.	No local
County State Aid Highway; Municipal State Aid Street	State of MN	Counties and cities receive annual funding for street and highway improvements from the Minnesota Highway User Tax Distribution Fund.	No local
Local Funds	Local	Local funding sources for highway projects may come from a variety of sources: General Fund; special assessments; bonding authority; etc.	N/A

NOTE: The table does not represent all transportation funding programs. Please see the Minnesota and Wisconsin Departments of Transportation websites for additional programs.
Sources: Wisconsin and Minnesota Departments of Transportation; local governments.

Historical Expenditures and Funding

Local Expenditures

To determine past local expenditures on local roads and highways as well as maintenance costs, staff reviewed the following reports: *County and Municipal Revenues and Expenditures* (2015 – 2018), Wisconsin Department of Revenue (WDR); *Minnesota County Finances Report*;

Minnesota City Finances Report; and, *Minnesota Town Finances Report* (2015-2018). Annually local governments report revenues and expenses to their respective state departments. The annual state reports break down local road and highway expenses into various categories accounting for maintenance, construction, engineering, administration, etc. Table 25 illustrates the annual local road and highway expenses (including operations and maintenance) for local governments in the planning area for the most recent years reported (2015-2018).

Table 25: Summary of Historical Local Road and Highway Expenses

Jurisdiction	2015		2016		2017		2018	
	O&M[1]	Total[2]	O&M	Total	O&M	Total	O&M	Total
Planning Area-WI								
La Crosse County[3]	$3,773.6	$3,809.2	$4,535.3	$4,567.1	$4,372.8	$4,420.4	$3,889.8	$3,910.9
C. La Crosse	8,473.4	18,441.2	14,025.7	23,535.1	26,008.7	35,672.6	8,074.4	20,867.1
C. Onalaska	1,253.5	3,632.3	1,203.3	4,430.2	1,416.3	3,751.0	1,330.0	5,169.6
V. Holmen	534.6	1,139.6	831.4	1,721.4	790.9	6,924.6	809.5	2,799.3
V. West Salem	315.3	443.0	307.1	343.7	430.6	671.8	346.2	588.7
T. Barre	98.3	98.3	180.4	180.4	98.7	98.7	111.6	111.6
T. Campbell	374.5	456.0	213.4	864.3	250.6	326.3	287.6	371.3
T. Greenfield	132.9	302.3	124.2	265.6	328.9	328.9	377.9	465.4
T. Hamilton	362.9	362.9	354.2	354.2	471.6	471.6	480.2	480.2
T. Holland	283.9	440.2	126.6	267.1	175.0	432.4	190.8	727.8
T. Medary	103.2	103.2	94.3	94.3	178.7	178.7	187.8	187.8
T. Onalaska	413.2	921.6	263.1	263.1	376.9	376.9	353.3	908.8
T. Shelby	889.0	902.2	1,304.3	1,306.6	785.0	890.2	1,100.9	1,103.9
Total	17,008.2	31,052.0	23,563.4	38,193.2	35,684.6	54,544.1	17,539.8	37,692.2
Planning Area-MN								
Houston County[3]	191.0	474.8	183.1	430.8	146.4	299.1	196.7	410.2
C. La Crescent	549.2	720.2	612.3	2,501.5	569.6	695.6	722.3	2,114.6
T. La Crescent	130.4	130.4	158.7	158.7	257.1	257.1	182.0	182.0
Winona County[3]	37.6	88.6	30.4	82.7	38.3	74.4	32.2	111.0
T. Dresbach	41.0	45.5	45.6	47.2	52.6	54.3	144.9	146.9
Total	949.2	1,459.5	1,030.0	3,220.9	1,063.9	1,380.5	1,278.1	2,964.7
Planning Area Total	***17,957.4***	***32,511.5***	***24,593.4***	***41,414.1***	***36,748.5***	***55,924.6***	***18,817.9***	***40,656.9***

[1] Operations and maintenance in 1,000$.

[2] Includes construction, engineering, administration, etc. Value is in 1,000$.

[3] County expenditures in the planning area (based on percent of county highway miles).

Sources: County and Municipal Revenues and Expenditures Report, Wisconsin Department of Revenue (2015-2018); Minnesota County Finances Report; Minnesota City Finances Report; Minnesota Town Finances Report (2015-2018).

Federal and State Funding Obligations

To assist in gaining an understanding of historical state and federal funding allocations to the planning area, LAPC Transportation Improvement Program (TIP) plans were reviewed.

Table 26 illustrates state and federal funding of local road and highway projects programmed in the LAPC TIP documents from 2016-2019, 2017-2020, 2018-2020, 2019-2022 as amended. The historical data illustrate that state and federal expenses fluctuate year to year based on projects. Over the period reviewed expenses averaged over $28 million per year from 2016-2019.

Table 26: Federal and State Local Road and Highway Funding Obligations, 2016-2019

Funding Source	2016	2017	2018	2019
Federal	$39,610,500	$11,522,354	$5,726,528	$23,456,200
State (MN & WI)	$14,208,800	$2,633,957	$4,124,653	$4,934,600
Local	$1,404,800	$593,800	$2,215,137	$2,930,900
Planning Area Total	**$55,224,100**	**$14,750,111**	**$12,066,318**	**$31,321,700**

Source: LAPC Transportation Improvement Program (TIP) Documents 2016-2019, 2017-2020, 2018-2020, 2019-2022 as amended.

Projected Future Revenues

Local Revenues

To project local government future revenues (2020-2040) for local road and highway funding (including operations and maintenance), the average of the expenditures from 2015-2018 from Table 25 were calculated and adjusted for inflation to current 2020 dollars. The four-year-average expenditures for each local government were inflated by 2.00 percent per year (2020-2040) and local revenues were projected to the 2040 plan horizon.

The reports, *County and Municipal Revenues and Expenditures* (2015-2018), *Minnesota County Finances Report*, *Minnesota City Finances Report*, and *Minnesota Town Finances Report* (2015-2018) include state highway aids and/or grants as a line item revenue. For calculations in Table 30, the state highway aids and/or grants line item was separated from the transportation costs to more accurately reflect local governments' true costs and associated future revenues.

Table 27 reports the results of the analysis and shows the average annual local expenditure for transportation in the planning area is close to $38 million (in 2020 dollars). Projected out to 2040 (plan horizon) and accounting for inflation (2.00 percent annually per WisDOT guidance) over the planning period approximately $937 million in local revenue is anticipated to be available for transportation projects in the planning area. The city of La Crosse

accounts for over 61 percent of the total expenditures. Important to note, that a portion of the projected local revenues will be utilized for operations and maintenance (historically, approximately 56.7 percent of local expenses involved operations and maintenance).

Table 27: Average Annual Local Transportation Expenditures and Estimated Revenue, 2020-2040

Jurisdiction	Average Annual Transportation Expenditure*	Percent of Total Expenditure
Wisconsin		
La Crosse County	$3,082,531	8.2%
C. La Crosse	$23,160,922	61.3%
C. Onalaska	$3,698,797	9.8%
V. Holmen	$2,964,368	7.8%
V. West Salem	$389,305	1.0%
T. Barre	$85,766	0.2%
T. Campbell	$445,117	1.2%
T. Greenfield	$286,024	0.8%
T. Hamilton	$314,892	0.8%
T. Holland	$370,034	1.0%
T. Medary	$108,025	0.3%
T. Onalaska	$461,733	1.2%
T. Shelby	$934,434	2.5%
Total	$36,301,948	96.0%
Minnesota		
Houston County	$135,740	0.4%
C. La Crescent	$1,118,446	3.0%
T. La Crescent	$161,210	0.4%
Winona County	$31,649	0.1%
T. Dresbach	$62,913	0.2%
Total	$1,509,958	4.0%
Total Local Expenditure	**$37,811,906**	**100.0%**
Projected Local Revenue[1]	**$37,811,906 (over 20 Years)**	**$937,104,460**

[1] The average annual transportation expenditures were inflated at an annual rate of 2.0% to arrive at the projected local revenue over the 20-year plan horizon.

Sources: County and Municipal Revenues and Expenditures (2015-2018); Minnesota County Finances Report; Minnesota City Finances Report; Minnesota Town Finances Report (2015-2018).

Anticipated Federal and State Funding Revenues

Annual state and federal funding projections for the LAPC are provided annually from the WisDOT (received March 2020). Table 28 shows anticipated revenues for 2020 and the planning period by program. The table illustrates state and federal funding for state trunk highway preservation, operations, and maintenance along with local road expansion and preservation funds. Included in the table is funding for the cities of La Crosse and Onalaska for maintenance of connecting highways.

The table also includes anticipated federal and state funding revenues (estimated by LAPC staff) for the local governments in the Minnesota portion of the planning area. Minnesota state and federal funding projections are based on the average annual state and federal local road and highway funding received from 2016-2019. Anticipated federal and state funding for the planning area over the planning period is estimated to be more than $746 million when adjusted for inflation.

Table 28: State and Federal Funding Projections for Local Roads and Highways

Funding Type	2020	2020-2040[1]
State Trunk Highway (STH) Preservation, Maintenance and Operations		
Combined Backbone and Non-Backbone	$8,925,068	$230,117,859
STH Bridges	$646,000	$16,656,023
STH Large Bridges	$4,166,667	$107,430,497
STH Maintenance and Operations	$6,034,390	$155,586,591
Total	$19,772,125	$509,790,970
Local Road Expansion and Preservation		
STBG urban	$911,261	$23,495,331
General Transportation Aids	$3,479,098	$89,702,687
Connecting Highway Aids	$499,651	$12,882,660
LRIP	$243,414	$6,276,020
Federal Safety Program	$377,462	$9,732,222
Local Bridges	$269,680	$6,953,245
Total	$5,780,566	$149,042,165
Minnesota Projected Funding[2]	$3,383,696	$87,242,907
Planning Area Total	**$28,936,387**	**$746,076,042**

[1] All funding projections are adjusted to reflect an annual inflation factor of 2.0 percent.

[2] Minnesota state and federal funding projections are based on the average annual state and federal local road and highway funding from 2016-2019.

Sources: Wisconsin Department of Transportation; LAPC.

Table 29 summarizes projected revenues by source over the plan horizon 2020-2040. When adjusted for inflation, over $1.68 billion is anticipated in transportation revenue. About $84.1 million will be available annually for maintaining and improving local roads and highways.

Table 29: Summary of Projected Planning Area Revenues for Local Roads and Highways

Revenue Source	2040 Projection[1]
Federal and State Funding	$413,543,857
General Transportation Aids (GTA)	$89,702,687
Local Operation and Maintenance[2] - Not paid by GTA funds	$531,338,229
State Trunk Highway Operation and Maintenance	$155,586,591
Local Funding	$405,766,231
Minnesota State and Federal Funding[3]	$87,242,907
Total Funding	***$1,683,180,502***
Annual Average	$84,159,025

[1] Funding projections are adjusted to reflect an annual inflation factor of 2.0 percent.
[2] Based on the historical percentage of operating and maintenance expenses (56.7%) of total local road and highway expenses.
[3] Minnesota state and federal funding projections are based on the average annual state and federal local road and highway funding from 2016-2019.
Sources: Wisconsin Department of Transportation, 2020; Wisconsin Department of Revenue 2015, 2016, 2017, 2018; LAPC Transportation Improvement Programs 2016-2019, 2017-2020, 2018-2020, 2019-2022 as amended.

Operations and Maintenance, Preservation, and Reconstruction Needs

Programmed and Illustrative Projects

Table 30 summarizes the projected anticipated costs for programmed roadway and bridge projects listed in the 2020-2023 TIP, illustrative projects identified in the 2020-2023 TIP document, and "significant future projects," which are extracted from the current TIP for their dollar investment (over $9 million) and out-of-TIP-year schedule. Please note that some of the projects may include bicycle and pedestrian improvement costs.

Total cost estimates include a 2020-dollar amount and a year-of-expense value. The year-of-expense estimate is the 2020-dollar amount adjusted to anticipated-construction-year dollars. (Dollar values for projects scheduled to be completed in 2020 are unadjusted.)

The projects grouped under "2020-2023 TIP Projects" in Table 30 are projected to have a year-of-expense cost of over $118 million. "Illustrative TIP Projects" are projects that do not have obligated funding but have been identified by the local government as being

important. "Significant Future Projects" represent high-cost projects (over $9 million) scheduled outside the TIP window that are needed to improve the safety and performance of the transportation system. The total anticipated cost of programmed and illustrative projects in nearly $354.4 million.

Table 30: Projected Cost of Programmed and Illustrative TIP Projects

Project	Description	Time Frame	Cost (2020$)	Cost in Year of Expense[1]
2020-2023 TIP	Reconstruction, System Preservation, Br. Replacements, Etc.	2020-2023	$115,124,500[2]	$118,745,433
TIP Illustrative	Theatre Rd. from PH to STH 16, Reconstruction	2024-2029	$800,000	$864,377
TIP Illustrative	CTH OS from STH 16 to Marketplace--Widen to 7 lanes	2024-2029	$100,000	$108,047
TIP Illustrative	East Main St/Green Coulee Rd - Corridor Improvements	2024-2029	$3,500,000	$3,840,645
Significant Future	STH 16, Gillette St. to STH 157. Bridge and Approach Reconstruction.	2024-2029	$27,500,000	$29,256,574
Significant Future	STH 35, La Crosse – Trempealeau (Black River Bridges B-32-016 and B-32-018) Replacement.	2024-2029	$9,854,000	$10,646,970
Significant Future	USH 53 / 12th Avenue Extended from CTH SS - Gillette St. New Roadway.	2031-2040	$131,804,000	$156,270,933
Significant Future	IH-90, STH 16 to CTH C, Pavement & Bridge Replacements.	2031-2040	$29,679,000	$34,647,842
		Total	***$318,361,500***	***$354,380,821***

[1] Year of expense equals 2020 cost times annual inflation of 1.56 percent to the year of anticipated construction.
[2] Includes $93,940,800 Federal, $21,479,100 State, and $9,704,600 Local.
Sources: Wisconsin Department of Transportation; LAPC 2020-2023 Transportation Improvement Program.

Operations, Maintenance, and Preservation

Future local road and highway needs include costs of operations, maintenance, and highway preservation activities associated with the existing public highway infrastructure. To estimate these future needs the LAPC worked with and compiled information (data, budgets, etc.) from WisDOT, MnDOT, and the La Crosse County Highway Department to come up with an operations, maintenance, and preservation cost-per-mile estimate. The resulting value was applied to the mileage of local roads and highways in the planning area to estimate future costs of operations, maintenance, and preservation (Table 31).

The cost-per-mile estimates account for annual operation and maintenance costs as well as preservation costs. Preservation costs that do not occur on an annual basis (resurfacing, sealing, etc.) were annualized and are included in the cost-per-mile estimate. These estimates do not account for reconstruction costs.

Table 31 reports that the anticipated funding needed over the life of the plan for local road and highway operations, maintenance, and preservation when adjusted for inflation is nearly $1.18 billion. Operations, maintenance, and preservation of local roads will make up the bulk of expenses.

Table 31: Local Road and Highway Operations, Maintenance, and Preservation Needs, 2020-2040

Facility Type	Total Miles (centerline)	Annual Cost per Mile (2020 Dollars)[1]	Anticipated Funding Needed 2020-2040[2]
Principal Arterials	83.3	$54,550	$111,890,223
Minor Arterials and Collectors	200.5	$ 44,118	$217,812,659
Local Roads	850.7	$40,372	$845,685,872
Total	***1,134.5***		***$1,175,388,754***

[1] Derived from local highway budgets, La Crosse County Highway Department estimates, and WisDOT operation and maintenance estimated costs.

[2] Inflated by 1.56 percent each year to 2040.

Sources: Calculated from data from WisDOT, MnDOT, La Crosse County Highway Department.

Summary of Needs

Table 32 summarizes the estimated financial needs for local roads and highways in the planning area over the planning period 2020-2040 as derived from data in the previous tables. The total estimated need over all categories is nearly $1.9 billion.

Table 32: Summary of Financial Needs for Local Roads and Highways for the Planning Period 2020-2040

Identified Needs	Estimated Costs[1]
Operation and Maintenance (local and state highways)	$799,022,296
Anticipated Preservation Projects (not identified)	$376,366,458
Future Projects	$354,380,821
Local Road Reconstruction	$365,263,032
Total Estimated Need	***$1,895,032,607***

[1] Inflated annually at 1.56 percent.

Sources: LAPC Transportation Improvement Plan 2020-2023; WisDOT; MnDOT; La Crosse County Highway Department; Wisconsin Department of Revenue; Minnesota Office of State Auditor.

Transit Funding

Three public transit operations serve the LAPC planning area: La Crosse Municipal Transit Utility (MTU); Onalaska/Holmen/West Salem Public Transit (OHWSPT); and Scenic Mississippi Regional Transit (SMRT).

Transit Capital Expenses and Revenues

Transit capital revenues and needs discussed below are summarized in Table 33.

La Crosse Municipal Transit Utility (MTU)

As reported by MTU, 55 percent of its bus fleet exceeds the useful life benchmark (ULB) for buses. Capital expenses are projected to be over $22 million over the planning period. WisDOT provided 2020 capital and revenue estimates that combined MTU and OHWSPT state and federal funding. In determining capital and operating revenue for MTU and OHWSPT, the combined revenue estimates from WisDOT were allocated based on past trends. Additional MTU capital revenue estimates (local match, farebox, etc.) were derived from historical trends identified in the National Transit Database (NTD). As the table reports MTU capital needs ($22,050,476) greatly exceed projected revenue ($10,233,141), resulting in a deficit of $11,817,335 over the planning period.

Onalaska/Holmen/West Salem Public Transit (OHWSPT)

OHWSPT needs were derived from reviewing past capital expenditures and TIP documents. The transit system maintains twelve vehicles with up to nine being in service at peak hours.

The capital needs projections for OHWSPT are based on two vehicles being replaced annually, resulting in the in-service vehicles being a maximum of 4 to 5 years old. Currently, none of the vehicles are beyond the ULB and this schedule will ensure the same. The table shows approximately a $298,817 deficit for capital needs for the OHWSPT over the life of the plan. The deficit could be made up through additional local match or capital grant opportunities.

Scenic Mississippi Regional Transit (SMRT)

SMRT capital needs were developed from reviewing past capital expenditures, TIP documents, and grant contracts. The capital needs projections for SMRT are based on one vehicle being replaced every year, resulting in the fleet having no in-service vehicle older than 4 years old. Currently, none of the vehicles are beyond the ULB and this schedule will ensure the same.

Table 33: Summary of Transit Capital Revenues and Expenses (Needs)

Transit Capital	2020 Total$	2020-2040 Projected$[1]
Anticipated Capital Expenses (Needs)		
MTU[2]	$895,500	$ 22,050,476
OHWSPT	$68,200	$1,679,333
SMRT[3]	$100,000	$2,462,365
Total Anticipated Capital Expenses	***$1,063,700***	***$26,192,174***
Anticipated Capital Revenue		
FTA 5339		
MTU	$217,790	$5,615,349
OHWSPT	$32,543	$839,066
SMRT	$80,000	$2,062,665
Total Federal Revenue	$297,790	$8,517,080
Local Capital Assistance		
MTU	$179,100	$4,617,792
OHWSPT	$21,000	$541,450
SMRT	$25,000	$644,583
Total Local Revenue	$225,100	$5,803,825
Total Anticipated Capital Revenue	***$522,890***	***$14,320,905***
Capital Revenues minus Expenses	**($540,810)**	**($11,871,269)**

[1] Adjusted at an annual inflation rate of 1.56 percent.

[2] Does not include MTU potentially transitioning to a mixed fleet (diesel/electric).

[3] Based on past capital expenses. Does not include SMRT potentially transitioning to a mixed fleet (diesel/electric).

Sources: Wisconsin Department of Transportation Revenue Estimates (March 2020); Transit Agency Profiles 2014-2018, National Transit Database, Federal Transit Administration. LAPC expense projections based on historical five-year averages unless otherwise noted.

Both MTU and SMRT are working towards transitioning from diesel to electric buses. The assessments discussed above do not include this scenario but assume traditional vehicles.

Transit Operating Expenses and Revenues

Transit operating revenues and needs discussed below are summarized in Table 34.

La Crosse Municipal Transit Utility

Operating expenses were developed by analyzing NTD data. The 2020 annual operating cost was projected to 2040 (adjusted for inflation) and a total of $145,172,407 is projected to be needed to operate MTU over the planning period. Revenues were projected utilizing WisDOT program revenue estimates and past farebox/local funding trends (FTA NTD data). Anticipated MTU operating revenues ($157,670,115) exceed operational costs over the planning period.

The MTU Transit Development Plan "*Grand River Transit Service Enhancement and Policy Plan 2015-2025*" developed in 2015 recommends service modifications that would increase operational and capital costs but would improve service. The relevant plan recommendations are included below:

- Implement the modified Route 6 Northside to provide service to the Amtrak and Indian Hill Neighborhoods.
  - Need two additional buses at **$690,000** and four additional drivers at **$228,000** to meet hours of service.
  - Adds 8,996 service hours per year: **$769,068**.
  - Creates 34 new stops and eliminates 14 existing stops.
- Extend 30-minute service on weekdays by one hour until 6:42 pm on routes 1, 2, 4, 5, and 6. This will provide flexibility to employees who work into the evening. Connections are rushed and can be missed if workers stay past 5:00 pm: **$111,137** for 1,300 hours of service.
- Route 9 Onalaska
  - Reinstate midday service to eliminate gap: **$82,680** for 780 hours of service.
  - Add Saturday service: **$55,120** for 520 hours of service

The modifications/additions to service in 2020 dollars would equate to a capital investment of $980,000 and an increase in annual operating expenditures of $1,592,621 (2020 $).

Onalaska/Holmen/West Salem Public Transit

Operating expenses were developed by analyzing NTD data. The 2020 annual operating cost was projected to 2040 (adjusted for inflation) and a total of $21,660,191 is needed to operate OHWSPT over the planning period. Operational revenue comes from several different sources: state and federal grants, fare box, and local funds. Revenues projected over the planning period show operational revenues exceeding $22,380,000.

Scenic Mississippi River Transit

Operating expenses were developed based on a review of SMRT operating contracts with the transportation provider. The 2020 contracted operating costs were projected to 2040 (adjusted for inflation) and a total of $11,382,798 is projected to be needed to operate SMRT over the planning period. Projected revenues were derived from reviewing grant contracts/awards, and historical local funding. Revenues projected over the planning period show operational revenues exceeding $11,900,000.

Table 34: Summary of Transit Operations Revenues and Expenses (Needs)

Transit Operations	Total 2020$	2020-2040 Projected$[1]
Anticipated Operating Expenses (Needs)		
MTU	$5,895,650	$145,172,407
OHWS Transit	$879,650	$21,660,191
SMRT[2]	$462,271	$11,382,798
Total Anticipated Operating Expenses	***$7,237,571***	***$178,215,396***
Anticipated Operating Revenues		
FTA 5307		
MTU	$2,127,280	$54,848,335
OHWS Transit	$262,922	$6,779,001
MTU MN 5307	$112,000	$2,887,732
Total 5307 Revenues	$2,502,202	$64,515,068
FTA 5311		
SMRT	$213,635	$5,508,219
Total 5311 Revenues	$213,635	$5,508,219
State Operating Assistance		
MTU	$2,006,088	$51,723,603
OHWS Transit	$198,404	$5,115,513
SMRT	$42,217	$1,088,494
Total State Operating Revenues	$2,246,709	$57,927,610
Local (farebox, match, etc.)		
MTU[3]	$1,981,831	$51,098,177
OHWSPT	$406,783	$10,488,215
SMRT	$206,419	$5,322,167
Total Local Revenues	$2,595,033	$66,908,559
Total Anticipated Operating Revenues	***$7,343,944***	***$189,351,237***
Operating Revenues Minus Expenses	**$106,373**	**$11,135,841**

[1] Adjusted at an annual inflation rate of 1.56 percent.
[2] Actual need based on contract and grant application.
[3] Includes Minnesota local matching funds.
Sources: Wisconsin Department of Transportation Revenue Estimates (March 2020); Transit Agency Profiles 2014-2018, National Transit Database, Federal Transit Administration.

Summary of Transit Needs and Estimated Revenues

The public transit analysis illustrates a potential significant funding shortfall for MTU capital expenses over the planning period, while OHWSPT shows a minimal capital deficit. However, MTU and OHWSPT projected operational revenues exceed operational costs over the same period. In the future, it may be possible to focus local funding from operational expenses to help offset capital needs.

The assessment of current revenues and expenditures helps to plan for and prioritize future transit needs within the community. The projected long-term capital funding gap between 2020 and 2040 totals roughly $12 million based on revenue and expense estimates. Understanding this shortfall in funding is important to leverage existing transit assets and evaluate future community needs to identify priority areas for transit investment. Increased utilization of the transit system's assets will maximize funding capabilities and help to preserve service levels at the current levels. Better utilizing available revenue and limiting expenses will aid in long-term sustainability of each transit system.

Transit funding from federal, state, and local sources is anticipated to remain relatively constant in future years—emphasizing the importance of identifying additional funding sources to maintain current service levels and recommended service expansions. Currently, fare revenue accounts for about 35 percent of operating revenue. While increasing ridership and fare revenue is one way to increase funding, it is unrealistic to expect transit fares to cover future revenue needs.

The LAPC has supported the need to invest in transit and expand services to provide enhanced regional coverage. LAPC plans, including CV2040, have consistently recommended pursuing a Regional Transit (or Transportation) Authority (RTA). An RTA would provide a new funding mechanism for the region that would close the project funding gap and ultimately help maintain a state of good repair and expand service coverage.

Bicycle and Pedestrian Infrastructure Funding

Another component analyzed as part of the interim plan update are proposed bicycle and pedestrian infrastructure projects in the planning area. The projects identified are improvements for stand-alone (not part of an existing or proposed highway improvement) bike and pedestrian facilities/projects. Bike and pedestrian improvements that are part of highway construction/reconstruction projects are not detailed in this section.

Illustrative Projects

Table 35 describes illustrative bicycle and pedestrian projects in the planning area. The projects' estimated year-of-construction costs exceed $41 million. The project accounting for

most of the funding is the Interstate 90 Corridor Shared-use Trail, which could potentially cost over $35 million to complete. Maintenance costs are not accounted for in the total project costs. Maintenance costs for paved trails could cost around $9,100 per mile annually (drainage maintenance, sweeping, trash removal, weed control, etc.) per *Guidelines for Analysis of Investments in Bicycle Facilities, 2006.* The maintenance estimate is adjusted for inflation.

The projects are considered illustrative because they have been identified as being desired but have not yet been funded. Completion of these projects would require local governments to pursue grant funding and commit to the local share. Projects within highway right-of-way may be completed as part of a larger highway or bridge reconstruction project.

Table 35: Illustrative Bicycle and Pedestrian Projects

Illustrative Projects	Description	Time Frame	Estimated Cost (2020$)	Year of Expense[1]
La Crosse River Bike/Ped Bridge	Bridge over La Crosse River to connect existing STH 16 trail to CTH VP in Veteran's Park	2020-2025	$831,000	$897,872
State Highway 16 Trail Connection	10-foot-wide asphalt trail connecting existing STH 16 Trail near Dick's Sporting Goods to existing STH 16 Trail at Landfill Rd	2020-2025	$680,400	$723,861
Wagon Wheel Trail Extension to La Crosse	Shared trail connecting the Wagon Wheel Trail in La Crescent to La Crosse within USH 14 right-of-way	2020-2025	$875,000	$945,413
Wagon Wheel Trail Phase 4 (La Crescent)	Grade-separated crossing of USH 14/61 between the boat landing and the south sidewalk	2026-2040	$1,160,000	$1,292,757
Mormon Coulee Greenway Trail[2]	Shared trail adjacent to Mormon Coulee Creek from STH 35 to CTH YY in the town of Shelby	2026-2040	$1,800,000	$2,101,355
Interstate 90 Corridor Shared-use Trail	Shared trail suspended below Interstate-90 between TH 14 in Minnesota and Exit 3 in Wisconsin	2026-2040	$28,425,600	$35,855,024
		Total Future Projects	**$33,772,000**	**$41,816,282**

[1] Inflation factor of 1.56% applied annually out to anticipated construction year.

[2] Estimated construction cost only. Excludes land acquisition, easements, etc.

Sources: LAPC in consultation with local governments; local planning documents.

Grant Funding

Grant funding options available for bicycle and pedestrian projects are limited and traditionally involve very competitive grant processes. A commitment from local sources is critical to projects receiving funding from federal/state grant programs. Grant programs that may be applicable to several of the proposed projects include:

- **Transportation Alternatives Program (TAP):** One of three programs under the federal Surface Transportation Block Grant (STBG) program. Projects are awarded from competitive statewide (Wisconsin) and District-wide (Minnesota) processes. Sponsors are required to commit to a 20 percent local match. The LAPC ranks projects within the Wisconsin portion of the planning area for consideration during the WisDOT ranking process.
- **Knowles-Nelson Stewardship Program:** Purpose of this Wisconsin Department of Natural Resources (DNR) program is to preserve valuable natural areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation. The recreation goals of the program are achieved through the acquisition of land and easements, development of recreational facilities, and restoration of wildlife habitat. A 50% local match is required of grant awardees.
- **Federal Recreational Trail Program:** This program encourages the maintenance and development of motorized, non-motorized, and diversified trails. A 25 percent cash or in-kind match is required.
- **Minnesota Department of Natural Resources:** MnDNR offers the Local Trail Connections Program and the Regional Trail Grant Program to develop trail facilities in Minnesota. Grants are reimbursable up to 75 percent of the eligible project costs. Grant recipients must provide a non-state cash match of at least 25 percent.

Financial Analysis Summary

Table 36 summarizes the local road and highway and transit revenues and needs for the planning area over the planning period 2020-2040. A goal of the financial element of the plan is to determine if transportation plans and projects are fiscally constrained over the planning period. The revenue and cost estimates aid in determining the fiscal feasibility of the plan. The bike/pedestrian projects are considered illustrative and not included in the summary table. If any illustrative project receives federal or state funding or is deemed regionally significant, the MTP will be amended to include the project(s).

Overall, the table illustrates an annual shortfall in funding of $11,027,042 and a planning period deficit of $212,587,105. As discussed earlier, almost all the funding deficit can be attributed to local road and highway costs. Transit experiences a $12 million deficit in capital

funding and a surplus in operational funding that for the most part offsets the capital deficit. If bicycle and pedestrian needs are factored in, the overall deficit increases by an additional $41 million. Ultimately, the LAPC is committed to more efficient use of existing transportation assets and increased investment in transit and non-motorized facilities to address the areas regional mobility needs. It is anticipated that this commitment will reduce funding shortfalls attributed to local roads and highways in future years.

Table 36: Local Roads and Highways and Transit Revenues and Expenses (Needs)

Revenues and Expenses (Needs)	Total 2020$	2020-2040 Projected$[1]
Local Roads and Highways		
Anticipated Revenues	$84,159,025	$1,683,180,502
Anticipated Expenses	$94,751,630	$1,895,032,607
Subtotal	*($10,592,605)*	*($211,852,105)*
Transit		
Anticipated Capital/Operation Revenues	$7,866,834	$203,672,142
Anticipated Capital/Operation Expenses	$8,301,271	$204,407,570
Subtotal	*($434,437)*	*($735,428)*
Total Transportation		
Anticipated Revenues	$92,025,859	$1,886,852,644
Anticipated Expenses	$103,052,901	$2,099,440,177
Planning Area Total (revenues minus expenses)	**($11,027,042)**	**($212,587,533)**

[1] Inflation factor of 1.56% applied annually to 2040.

Sources: Tables 29, 32, 33, and 34.

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Chapter 9: Next Steps & Future Considerations

Next Steps

Implementation of *Beyond Coulee Vision 2040* (BCV2040), the metropolitan transportation plan (MTP) for the LAPC planning area, is critical to address future land use and transportation issues facing planning area communities. BCV2040 identifies goals, objectives and strategies for the LAPC and planning area communities to implement to achieve the BCV2040 vision for the planning area.

Chapter 6 proposes short- (1-5 years), mid- (6-10 years), and long-range (more than 10 years) project, planning, and policy objectives and action strategies designed to move us toward realization of the Vision. Many of the action strategies are necessarily continuous and on-going and will require additional staff resources to accomplish and maintain.

Immediate next steps include:

- Resolving the Coulee Region Transportation Study. The results of this study will impact the scope of the USH 53/12th Ave Extended project listed in the transportation improvement program.
- Working with the Policy Board and planning area communities to make the LAPC more effective.
- Improving public outreach, education, and inclusivity.
- Aligning project selection with performance measures and targets.

Future Considerations

The trends discussed in chapters 3 and 4, studies and plans prepared by our departments of transportation, and the impact of COVID-19 have highlighted topics for consideration during the planning process for the 2025 metropolitan transportation plan update:

- The development and integration of connected and automated vehicles (CAVs)[47]
- Impact of internet purchases on delivery services and brick and mortar retailers
- Increased conversion of personal and fleet vehicles to alternative fuel vehicles
- Transportation options for an aging population

[47] *Connected and Automated Vehicle Strategic Plan* (2019), Minnesota Department of Transportation; *Autonomous and Connected Vehicle Testing and Deployment* report (2018), Wisconsin Department of Transportation.

- Increase in telecommuting and downsizing of business footprints
- The loss of big box retailers and opportunities for reuse
- Housing affordability and the spatial mismatch between work and home
- Climate change and extreme weather events

This list is by no means all-encompassing nor is it set in stone. The public process for the 2025 plan will ferret out these and other issues that may arise.

Conclusion

BCV2040 is a planning document for all communities in the LAPC planning area. It is intended that planning area communities consider the document's goals, objectives, and policies when preparing plans and making local land use and transportation decisions. LAPC staff will work to complete the projects, programs, and activities detailed in BCV 2040. Staff will continually look ahead to identify and address transportation and land use challenges facing planning area communities.

Appendix A: Coulee Region Transportation Study

Refined Strategies

All information related to the Study, including links to the maps of strategies dismissed from going forward, can be accessed from the Coulee Region Transportation Study page on the Wisconsin Department of Transportation website. Refined strategies include:

- "A" Strategies – WIS 16 and Losey Boulevard corridors and considers expansion of these existing facilities.
- "B" Strategies – US 53 corridor and considers expansion of this existing facility.
- "C" Strategies – WIS 35 corridor and considers expansion of the segment between US 53 and Clinton Street.
- "D" Strategy – Eastern corridor that would navigate over/through the bluffs.
- "E" Strategies – Western corridor that primarily utilizes Bainbridge Street along with some new roadway, bridges and other existing streets to create a connection to 2nd Street in downtown La Crosse.
- "F" Strategies – Central corridor that utilizes portions of existing roadways (River Valley Drive, Gillette Street, and others) with some new roadway connections.
- "G" Strategies – US 53 corridor, specifically the 3rd/4th Street portions and considered a conversion from one-way streets to bidirectional traffic.
- "H" Strategy – Utilizing improved bike, pedestrian and transit facilities and implementing better Travel Demand Management (TDM), Transportation System Management & Operations (TSMO) and policy/legislation to avoid the expansion or creation of roadways.

Strategies to Move Forward

The *Maps* page provides detailed descriptions and links to the maps for each of the strategy packages chosen to move forward in the Study:

- Strategy Package H + A1
- Strategy Package H + F1
- Strategy Package H + F3
- Strategy Package H + F4
- Strategy Package H + F5
- Strategy Package H + E2 + F5

LAPC Resolution

WisDOT requested that the Policy Board approve a resolution supporting the six strategy packages. The final approved resolution included Strategy H as a standalone strategy. The WisDOT reacted to the resolution by stating that strategy "H" did not satisfy the goals of the CRTS and would not be going forward as a standalone strategy.

La Crosse Area Planning Committee

RESOLUTION 03 - 2016

SUPPORTING ADVANCING

the Strategies from the

***Coulee Region Transportation Study* for Further Study**

WHEREAS, the Wisconsin Department of Transportation (WisDOT) has completed the *Coulee Region Transportation Study*, a Planning and Environment Linkages process designed to cooperatively determine strategies to transportation problems in the La Crosse area that:

- Promote smart growth that considers all transportation modes along with changes to land use;
- Consider strategies that balance transportation needs with protection of the environment and community resources;
- Reduce the rate and severity of pedestrian, bicycle and vehicular crashes;
- Address pavement, structural, and geometric deficiencies and utilities;
- Provide comfortable, direct, reliable and convenient access for all modes of transportation;
- Promote/encourage the use of alternate modes of travel;
- Provide reliable travel times for both reoccurring and nonrecurring congestion;
- Reduce motor vehicle use during peak periods;

and

WHEREAS, the *Coulee Region Transportation Study* included over 100 presentations and discussions with municipal, agency, advocacy and neighborhood groups, including 12 LAPC policy and technical committee meetings; and

WHEREAS, 18 cooperatively developed strategies were reduced to 6 that are recommended to move forward to the more detailed environmental assessment stage using a series of cooperatively developed screening criteria; and

WHEREAS, all 6 of the strategies recommended to move forward include utilizing improved bike, pedestrian and transit facilities and implementing better Travel Demand Management (TDM), Transportation System Management & Operations (TSMO) and policy/legislation strategies to minimize the expansion or creation of new roadways; and

NOW, THEREFORE, BE IT RESOLVED that the La Crosse Area Planning Committee hereby supports and recommends that the 6 strategies developed in the *Coulee Region Transportation Study,* as well as Strategy Package H (TDM / Policy and Legislation / Bike and Pedestrian / Transit / TMO,) be moved forward into a National Environmental Policy Act (NEPA) / Project Design Phase to identify a preferred strategy that addresses safety, travel, modal and policy concerns in the La Crosse area; and

BE IT FURTHER RESOLVED that the Project Design Phase apply selection criteria including but not limited to the following principles recognized as of critical importance to the La Crosse area communities and citizens:

Page 1 of 2

- The LAPC highly values the La Crosse River Marsh and existing city neighborhoods, and requires that improvements to existing roadways, and any new roadways avoid, minimize and mitigate any negative impacts, and improve, the natural condition and livability of these resources;

- Consider planning documents the LAPC and constituent municipalities have developed, such as *Coulee Vision* (the Metropolitan Transportation Plan for the La Crosse and La Crescent Area) and the *City of La Crosse Transportation Vision* that include principles and visions for the region's transportation networks,

- Transportation improvements have implications that affect regional land use and development patterns. Strategies studied in the environmental phase must be judged not only on congestion mitigation, but also on their ability to impact land use, commuting, and travel behavior changes that are in line with the guiding principles of *Coulee Vision* and other local planning documents; and

BE IT FURTHER RESOLVED that the municipalities that make up the LAPC commit to instituting policy measures that facilitate the construction of their desired transportation network including support for improved regional and fixed-route transit, increasing bicycle and pedestrian accommodations, park-and-rides, boundary agreements with an emphasis on infill development while enabling choices for urbanizing towns, parking policy review, and other travel demand reduction measures.

LA CROSSE AREA PLANNING COMMITTEE

Tim Candahl, Chair

Tom Faella, Executive Director

Dated: March 16, 2016

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Appendix B: Summary of Member Reporting on TDM Strategies

Summary of Member Reports

Summaries below were prepared by Jason Valerius of MSA Professional Services, Inc., May 10, 2017.

Overview

The members of the LAPC Policy Board are seeking viable transportation demand management (TDM) strategies that will reduce the need for new and expanded highways as growth continues across the region, consistent with Coulee Vision 2050. The Board asked its members to report back on current conditions, policies, programs and improvement opportunities and scheduled a series of three discussions on topics that affect demand for highway capacity:

- Land use, development regulation, bike and pedestrian facilities (February)
- Parking (March)
- Transit and carpooling (April)

Member jurisdictions were provided worksheets for each topic (which are attached at the end of this summary) and they were asked to present at the corresponding meeting of the Board with responses to the worksheet questions. Some of the presenters brought materials or offered slide presentations – these are available for review on the LAPC website, as noted in this summary. Note that some members did not participate in these activities at all, including two communities served by MTU transit: The Town of Campbell and the City of La Crescent.

This summary is organized by the three major topics, and then within each topic by community. The content of this summary reflects the content of the members' reports – some were more extensive than others. The most important component of the discussions was the identification of things that each jurisdiction can do themselves, locally, that could help manage demand for highway capacity, especially during peak AM and PM commuting hours. Those "opportunities to support TDM in the next few years" are bolded.

A general takeaway from these presentations is the observation that the resources, level of effort, user demand and political will to manage transportation demand is heavily concentrated within the City of La Crosse, including not just the City and its departments and agencies but also major employers and institutions. Collaborations between the City of La Crosse and high travel demand destinations within the City likely hold the most promise for

substantive progress. However, there are things that every member jurisdiction can do to contribute to this effort, and collaborations among the members are important to the long-term success of this effort, especially to get more people using transit in the most congested travel corridors.

Land Use and Development Regulation

This discussion included a review of relevant plans and ordinances addressing land use, ordinances, and bike and pedestrian facilities. Several of these reports were given at the March meeting.

Process

Policy Board members were asked to complete a Land Use and Development Regulation Worksheet and report the results to the Board at its February 15, 2017 meeting.

The questions asked were:

1) CV2050 encourages infill development that enables the more efficient use of existing infrastructure and enables more people to live within walking distance of shopping and employment opportunities. ("Infill" is development, and typically redevelopment, on sites within an existing urbanized area that need little or no new streets or pipes to other infrastructure to support the new development.)
    a. Identify any specific policies in your comprehensive plan that encourage infill development and redevelopment.
    b. Identify any incentives or programs your community offers to facilitate redevelopment and infill development.
    c. Describe infill development projects approved in your community during the past 2-3 years.
2) CV2050 encourages mixed-use development, as a strategy to promote efficient land use, and encourages communities to actively advocate for such development.
    a. Identify any specific policies in your comprehensive plan that encourage mixed-use development.
    b. Describe how mixed-use development is handled in your zoning ordinance.
    c. Describe any programs or incentives your community offers to encourage mixed-use development, such as TIF assistance.
    d. Describe any mixed-use projects approved in your community in the past 2-3 years.

3) CV2050 encourages boundary agreements among neighboring jurisdictions, especially to facilitate limited urban development in Towns (instead of lower-density, more dispersed development).
    a. Describe any boundary agreements adopted or in progress. Note any policies in those agreements that may limit urban sprawl.
4) CV2050 seeks ubiquitous bike and pedestrian facilities.
    a. Does your community have a bike and pedestrian plan? If yes, when was it last updated?
    b. Does your community have a complete streets policy, or otherwise require safe biking and walking facilities on collector and arterial streets?
    c. What do you require for safe pedestrian routes on local streets, within your land division ordinance?
    d. Does your community require bike parking? If yes, in what districts or circumstances?
5) Identify one specific thing your community could change in the next two years to encourage more compact development, especially infill or mixed-use development.
6) Identify one specific thing your community could change in the next two years to encourage more ubiquitous bike and pedestrian facilities.

Feedback Results

La Crosse County

Relevant current conditions, practices and policies:

- ⇨ All 18 municipalities have comprehensive plans, the County has a plan (2008, update in progress), MRRPC has a plan (2015), and LAPC has Coulee Vision 2050 (CV2050)
- ⇨ The County plan features goals consistent with CV2050
- ⇨ The zoning and subdivision actions of Wisconsin communities must be consistent with their plans
- ⇨ Planned growth areas represent a 121-year supply, based on long-term regional housing growth projections
- ⇨ Working on intergovernmental cooperation, including boundary agreements and the Extraterritorial Joint Review of development plans.

Opportunities to support TDM in the next few years:

- ⇨ Amend plans - reduce capacity for low density development/ SOV's (hard to achieve)

- Promote dense transit-oriented development
- Continue collaborative planning
- Traditional Neighborhood Revitalization
- Promote interconnected trail systems for recreation and commuting
- Promote Regional Transit e.g. SMRT (reduce downtown parking)
- Lead by example
  - Employee Parking Policy/ Ride Share/ Transit Pass
  - Master Plan for County Farm
  - Participate in Boundary Agreement work

Town of Onalaska

Opportunities to support TDM in the next few years:

- Update comprehensive plan (lasted updated 2008) and revisit minimum lot size requirements to discuss allowing or encouraging smaller lots
- Have few trails but can continue working to complete the Sand Lake Road trail north of Hwy OT.

Town of Medary

Relevant current conditions, practices and policies:

- Comprehensive Plan encourages infill and redevelopment, especially along Hwy 16
- Have a few planned mixed-use areas
- New rural development is possible, but no pressure or projects at this time
- Working with City of Onalaska on a boundary agreement
- Have no plans or policies regarding safe bike or pedestrian routes in the Town, and this has come up for discussion in recent plats

Opportunities to support TDM in the next few years:

- No intention for more compact development
- Would like to work on ped and bike safety along County Road FA atop the bluff

Town of Shelby

Relevant current conditions, practices and policies:

- Working on a boundary agreement with the City of La Crosse
- Working on a trail to Goose Island

Opportunities to support TDM in the next few years:

- Interest in a trail through the Hwy 14 corridor
- Update the comprehensive plan (with policies consistent with CV2050)
- Trail construction, including the Hwy 35 corridor

Village of Holmen

Relevant current conditions, practices and policies:

- Rapid growth – new subdivisions, new multifamily projects, street improvements, and stoplights
- Many CV2050 goals in the Village's 2016 comprehensive plan update
- Mixed use development is enabled through PUD and overlay zones
- TIF 3 is focused on infill development
- Boundary agreements with the City of Onalaska and Town of Onalaska, and with the Town of Holland (in progress)
- Have a bike plan, promoting a trail system, and working on a new trail along Sand Lake Road

Opportunities to support TDM in the next few years:

- Could consider an active village role in redevelopment projects (e.g. TIF funding)
- Complete Sand Lake Road trail, Hwy 35 trail

City of Onalaska

Relevant current conditions, practices and policies:

- Comprehensive plan includes four policies that encourage infill in central part of City and Downtown, and three encouraging mixed-use development.
- Zoning ordinance allows for mixed use
- Seeing 16-19 infill development projects per year
- Have two boundary agreements, and soon hopefully a third, with the Town of Medary
- No bike/ped plan at this time

Opportunities to support TDM in the next few years:

- Revise zoning ordinance to further encourage mixed use development
- Facilitate the Great River Landing project to spur further development in that area
- Renew Bike Friendly Community designation to highlight facility needs
- Work on connecting paths, e.g. to Holmen and north of Eagle Bluff Elementary

City of La Crosse

Relevant current conditions, practices and policies: Land Use

- Many plans and policies that encourage infill, including no off-street parking requirements downtown, unified development code with flexible zoning to facilitate infill and mixed use, a downtown plan (City Vision 2020), Transportation Vision Plan, and others
- A menu of incentive programs to encourage redevelopment and reinvestment in existing housing, including TIF districts (12 active), a loan program for upper floor renovations, housing rehab funds and programs from CDBG monies
- DNR and WEDC grant programs
- Many housing infill projects throughout the City, numerous downtown projects, including new mixed-use development
- Using partnerships and creativity to achieve difficult infill projects Bike and pedestrian
- 28 miles on-street bike lanes, 21 miles off-street trails
- More people bike to work (3.7%) and walk to work (8.6%) here than the national averages, and fewer drive alone
- 60% of streets have sidewalk on at least one side

Opportunities to support TDM in the next few years:

- Explore use of TID in a linear fashion to promote investment along transit routes
- Amend the zoning ordinance to allow density bonuses as a reward for successful land assembly in certain more challenging areas
- Traffic signal synchronization with DOT funding
- Support the completion of bike/ped facilities as part of larger DOT projects.
- Implement the bike/ped plan
- Completer the path to Shelby through the Hwy 14/61 corridor

Parking

This discussion included a review of parking facilities, regulation, costs and fees. Several businesses and schools reported on their practices as well.

Process

Policy Board members were asked to complete a Parking Worksheet and report the results to the Board at its March 15, 2017 meeting.

The questions asked of municipalities were:

1) Does your community charge for the use of on-street parking? If yes, describe where (in general terms) and how much?
2) Does your community have off-street public parking, excluding parking for municipal facilities? If yes, do you charge for use of that parking? When and how much?
3) Please estimate your annual costs and annual revenues, if any, associated with off-street parking.
4) Please describe your off-street parking requirements. Offer some specific examples. How much parking do you require for:
    a. An apartment complex in a multifamily district with ten 2-bedroom apartments
    b. A 15,000 SF office building
    c. A 60,000 SF retail building
5) In your opinion, how do your off-street parking requirements compare to what the private sector wants? Higher? Lower? About right? And how do your requirements compare to typical use of that parking?
6) Do you have a downtown zoning district that does not require the provision of off-street parking? If yes, describe how parking needs are met downtown.
7) Describe other issues you have encountered and/or programs you have developed to manage the cost and supply of parking.
8) What is one thing you could change in the next two years to transfer more of the cost of public parking to those who use the parking? Are you willing to do this?

The questions asked of schools and businesses were:

1) Do you have private, off-street parking for staff and/or customer use?
    a. If yes, approximately how many spaces?
    b. If yes, do you charge for parking? When and how much?

2) Please estimate your total annual costs and revenues, if any, associated with off-street parking. If you pay property taxes, please include an estimate of that cost for parking.
3) Do staff or customers incur costs for off-site parking? If so, describe any subsidies or reimbursements of those costs by your organization.
4) Describe any programs or incentives for which your organization has spent money to reduce your parking demand, as an alternative to providing more parking.
5) Describe other issues you have encountered and/or programs you have developed to manage the cost and supply of parking
6) What is one thing you could do (or the City could do) to transfer more of the cost of parking to those who use it? Are you willing to do this?

Feedback Results

La Crosse County

Opportunities to support TDM in the next few years:

- ⇨ Be clear about public subsidy for all types of transportation, including the subsidy of parking
- ⇨ Charge people the actual cost of parking (consider the cost of the new downtown ramp, estimated at $317 per spot per month

Town of Onalaska

Relevant current conditions, practices and policies:

- ⇨ Not much on-street parking in the town
- ⇨ Town hall is the only City parking lot

Town of Medary

Relevant current conditions, practices and policies:

- ⇨ No Town expenditure on parking
- ⇨ Parking regulation is per County ordinance

Town of Shelby

Relevant current conditions, practices and policies:

- ⇨ Not much Town-owned parking

Opportunities to support TDM in the next few years:

- Support trails to reduce vehicle traffic and parking demand in La Crosse

Village of Holmen

Relevant current conditions, practices and policies:

- No on-street parking problems
- Some parking limitations for the Festival Foods on N. Holmen Dr., but this will be alleviated when the store moves

City of Onalaska

Relevant current conditions, practices and policies:

- No charges for on-street parking
- No public parking lots, other than the lot for City Hall
- No off-street parking required of downtown properties
- Require 2 parking spots per unit for residential, 1.5 stalls per 2 employees, 1 stall per 100 SF of retail space
- Partnership with Gunderson Lutheran Medical Center to build a 660-space ramp, which does not charge for parking. The City bonded for the project.
- Believe local parking stall requirements are low, sometimes lower than what private sector development wants; no upper limit on parking stalls

Opportunities to support TDM in the next few years:

- Downtown parking is working fine now without off-street parking requirements or off-street public lots but expect this to change as infill/redevelopment projects continue. Prepare for this to become an issue within the next couple years.

City of La Crosse

Relevant current conditions, practices and policies:

- 3,422 spaces in 5 parking ramps, about 335 spaces in surface lots, and about 1,500 on-street
- The newest ramp was purchased by the City at a cost of $17.2 million, plus there is about $13.8 million in outstanding debt on the other 4 structures
- A staff of four (3 full-time, 1 part time) to track and maintain parking areas; issue about 30,000 citations per year

- No off-street parking requirement in most of downtown
- City's annual cost for parking facilities is about $2.2 M, while revenues are about $1.7 million
- The City does not charge for on-street parking, but generates revenue through citations
- Feeling that regulations are generally a good match to what businesses and developers want to provide – occasionally they want to provide more than required, but usually not

Opportunities to support TDM in the next few years:

- Three phases of improvement
  - Restore pay stations downtown to get more revenue from prime parking spots
  - Direct parking revenue from pay stations to support the downtown through a parking benefit district
  - Become a true utility and close the gap between revenues and expenses
- Improving enforcement with license plate recognition technology

Gunderson Lutheran Health Care

Relevant current conditions, practices and policies:

- Have about 3,700 spaces at the south side site
- Parking frequently in high demand. At peak use find now more than 30 spaces vacant
- Neighborhood parking is becoming a problem – it now extends about five blocks into the surrounding neighborhood in every direction
- Spend about $150,000-$200,000 per year in maintenance
- Have shared ride and biking programs believed to be saving as many as 400 spaces
- Have a low-interest loan program that promotes home purchases within walking distance of the hospital; have had 10 participants so far

University of Wisconsin-La Crosse (Victor Hill)

Relevant current conditions, practices and policies:

- Have about 2,800 spaces on campus
- The Parking and Transportation office is funded by permit sales

- Parking rates are $1/hour, $244/year for residents, $194/year for commuters (this is about average across all UW campuses). This pricing seems to be adjusting demand effectively to meet supply – any student who lives on campus and needs a permit can get one.
- The City enforces 2-hour parking limits around the campus to manage on-street parking; Neighborhood parking extends about 5 blocks from campus
- Alternative transportation methods promoted by the University include MTU, SMRT Bus, biking and bike share, short-term car rentals through Enterprise
- Transitioning to a different type of permitting that takes photos of each license plate.
- Commuter lots are all over-sold, by design, to optimize utilization

Downtown Businesses

Relevant current conditions, practices and policies:

- Downtown businesses have been working with the City to explore parking issues

Opportunities to support TDM in the next few years:

- Downtown businesses are willing to put everything on the table for discussion, including the management of parking demand with pricing, and using technology to improve efficient use. Noted by Will: more efficient use due to pricing and technology may increase use, and traffic. [Counterpoint by Jason Valerius while writing this summary: pricing strategies will lead some users – those who prioritize the lowest cost – to choose transportation alternatives that don't require parking. A shift in parking pricing and usage practices will enable future downtown business growth with a lesser growth of parking spaces and vehicle traffic.]
- Downtown Mainstreet, Inc. (DMI) wants to serve as a conduit to business owners for purposes of this discussion.

Transit

This discussion included a review of facilities, practices and programs related to transit and carpooling, especially by commuters.

Process

Policy Board members were asked to complete a Transit Worksheet and report the results to the Board at its April 19, 2017 meeting.

The questions asked were:

1) Describe, in brief, the transit services that you know are available to residents of your jurisdiction. Comment specifically on how those services are used during weekday AM and PM commuting periods, including specific ridership numbers.
2) Describe what you know about "reverse" commuting patterns in your community, meaning the commuter travel of residents in La Crosse to jobs other jurisdictions. If you are one of those jurisdictions, what do you know about the workforce transportation needs of your major employers?
3) Identify the location of any park and ride locations within your jurisdiction, either formal (public and marked as such) or informal (private parking lots known to be used by transit riders and/or carpoolers). Describe the use of those lots, with as much specificity as possible about typical utilization.
4) How do your current adopted plans (e.g. comprehensive plan) support increased use of transit and carpooling? Please share that language, especially any specific projects or investments identified in plans.
5) Identify one thing *your jurisdiction* could do within the next two years that would decrease commuter vehicle trips in/out of central La Crosse by getting more people to carpool or use transit. (For example, this could be an investment in planning or implementation of stronger regional transit service, efforts to encourage or even facilitate carpooling or vanpooling, etc.)

Feedback Results

La Crosse County

Relevant current conditions, practices and policies:

- ⇨ The County supports MTU, SMRT Bus, and shared ride transit
- ⇨ Working on commuter bike routes and connectivity
- ⇨ Note that there has been a shift to more employment in communities other than La Crosse [alleviating trip demand in/out of La Crosse?]

- Noted 7 park and ride lots in the County, all but one informal

Opportunities to support TDM in the next few years:

- Work to develop a Regional Transit Authority [as a means to fund transit]
- Require developments to be transit-ready, including greater concentrations of units/space and reservation of site space and public right-of-way for bus stops and dedicated transit lanes (this isn't happening now)
- Extend SMRT Bus to Tomah and Arcadia (working on this now)
- Require County employees to pay the full cost of parking

Town of Onalaska

Relevant current conditions, practices and policies:

- No park and ride lots, either formal or informal
- Concern that current MTU schedules are incompatible with second shift workers

Town of Medary

Relevant current conditions, practices and policies:

- No Town transit system
- Limited employment base, little demand for reverse commuting out of La Crosse
- No designated park and rides, though it is likely that people use the Office Depot/Midwest Natural Gas parking lot as such
- Parking regulation is per County ordinance

Opportunities to support TDM in the next few years:

- Survey residents about their commuting practices and preferences
- Designate a park and ride location

Town of Shelby

Relevant current conditions, practices and policies:

- Transit within the town provided mostly by Bullet Cab and A-1 Taxi in the rural areas, plus MTU in the urban Town islands
- No official park and ride locations
- No transit policies in the comprehensive plan

Opportunities to support TDM in the next few years:

- Develop or designate park and rides along the major corridors (33, 14/61) and offer transit service to downtown La Crosse
- Extend MTU service one mile further in Shelby

Village of West Salem

Relevant current conditions, practices and policies:

- Have a large park and ride lot, which is the one WisDOT lot in the County
- Local commuter patterns out of the Village split roughly evenly between La Crosse and Tomah
- Shared ride taxi trips have dropped off with the loss of compensatory rides

Opportunities to support TDM in the next few years:

- Support SMRT Bus

Village of Holmen

Relevant current conditions, practices and policies:

- Shared ride taxi is the only service currently available; it is used mostly by seniors and teenagers
- Reverse commuting out of La Crosse is likely limited to one or two local manufacturers
- No designated park and ride lots. Carpoolers to jobs in Arcadia meet at each other's homes in Holmen

Opportunities to support TDM in the next few years:

- Designate a site for SMRT Bus to pick up/drop off, possibly near Village Hall and/or on north side
- Encourage use of new transit options as they become available

City of Onalaska

Relevant current conditions, practices and policies:

- Main local methods of ride sharing are MTU and carpooling
- MTU in the City includes 1 full-time route and 1 part-time route
- Comprehensive Plan calls for increased use of MTU

- No designated park and ride lots, but people use the mall, City Hall, and Walmart parking lots
- There have been challenges with the shared ride service

Opportunities to support TDM in the next few years:

- Plan development to accommodate increased transit service
- Increase the frequency of MTU service to improve its attraction – focus on this
- Extend MTU service to Riders Club Road
- Review again the Main Street route to identify opportunities to improve it

City of La Crosse

Relevant current conditions, practices and policies:

- MTU serves 36 square miles and 70,000 people
- MTU operates several special programs to facilitate ridership, including the U-Pass program with the universities, Community Link (specialized transit), and the Works Pass program (serving Gunderson Lutheran, Mayo Health Systems, Duratech)
- Average trips on a school day – 4,100; average trips on a non-school weekday – 3,316
- 831,000 revenue miles, 159,000 total rides, 11,600 special needs rides
- MTU is trying new things:
  - Modified routes
  - 30-minute service to Gunderson Lutheran
  - MTU-Go circulator route
  - MTU app to show when bus will arrive
- Park and rides serviced by MTU include:
  - La Crescent Community Center
  - Texas Roadhouse
  - Shopko (SMRT, VAR)
  - K-Mart (Organic Valley serves this site with vans)

Opportunities to support TDM in the next few years:

- Work on getting to the national average 5% of commuter trips using transit, up from 2% today

- ⇨ Look for opportunities to revise contracted routes (8, 9, 10) so that MTU resources can better serve City residents
- ⇨ Work toward 15-minute service during the AM/PM commutes
- ⇨ Expand employment-focused service subsidized by employers

Appendix C: Local Comprehensive Plan Reviews

LAPC staff conducted an analysis of the transportation and land use goals identified in the local comprehensive plans of LAPC planning area communities and compared them to those adopted by the LAPC policy Board in its approval of *Coulee Vision 2040* (CV2040)—the metropolitan transportation plan (MTP) for the region. The review identified local transportation and land uses goals inconsistent with those approved in CV2040.

As the LAPC and its member communities update their plans in the future, this analysis can be used to help align local (community) and regional (LAPC) goals with consideration of urban and rural differences.

Comparison of MTP Goals and Guiding Principles to Local Planning Goals

Table 37 evaluates the land use and transportation goals of each planning area community against those approved by the LAPC in CV2040. Un-filled circles indicate MTP goals are not included or referenced in a community comprehensive plan, partially filled circles indicate some level of goal or goal concept concurrence, and filled circles represent goal or goal concept agreement. Of the planning area communities, all but the townships of La Crescent and Dresbach in Minnesota have adopted comprehensive plans. Many of the comprehensive plans are outdated, with plan approvals dating as far back as 2002.

General Findings

- Most of the MTP transportation and land use planning goals address the urbanized area and urban development issues. Some of the planning area communities have both urbanizing and distinctly rural areas and the rural component needs to be better considered.
- Most planning area communities appear to have limited knowledge/awareness/support of LAPC plans and planning efforts.
- Each planning area community has a strong desire to maintain its own community identify. The communities recognize regional context and the urbanized area, but their planning goals stress the importance of retaining their unique community identity.
- Wisconsin state planning laws (i.e. "Smart Growth," planning grant program) make the planning process onerous, resulting in goals being included because they are required to be rather than desired to be. The State of Minnesota does not have a state statute addressing comprehensive planning goals.

Goal Specific Findings

- MTP goals most referenced in local plans focus on infill development and the promotion of mixed-use developments, and the safety, connectivity, and mobility for all transportation users.
- More regional MTP goals are notably absent, including those referencing Regional Transit Authority (RTA), Mississippi River locks and dams, passenger rail, etc.
- Although local plans do not explicitly reference the MTP goal regarding "cooperation on boundary agreements," several of the planning area communities have approved boundary agreements with their neighbors while others are still in the negotiating process.
- The comprehensive plan goals for the city of La Crosse are most aligned with MTP goals.
- The MTP senior housing goal is not explicitly mentioned in any local planning documents, however, local residential development, especially in the village of Holmen, has included senior housing.
- The MTP residential development density goal is not referenced in most local comprehensive plans likely because it is not applicable to residential developments that are not served by municipal sewer.

Overall MTP land use and transportation goals or goal concepts were only occasionally referenced in most of the local comprehensive plans. Our challenge will be to work with our planning area communities to better align local comprehensive plan goals and MTP goals.

Recommendations

- For the 2025 MTP update, the plan process should include a review of the goals and guiding principles, addressing both the urbanized area and the less densely developed rural and lightly urbanizing (i.e. town centers) areas of the planning area.
- Over the next five years, the LAPC will work in conjunction with planning area communities to achieve a common understanding of planning goals and to develop a cooperative process for achieving goal consistency. LAPC staff will work with planning area communities to create a framework for incorporating community and MTP transportation and land use goals into appropriate agency planning documents.

Table 37: Evaluation of Local Comprehensive Plans in Addressing MTP goals

	City of La Crescent	City of La Crosse	City of Onalaska	Town of Barre	Town of Campbell	Township of Dresbach	Town of Greenfield	Town of Hamilton	Town of Holland	Township of La Crescent	Town of Medary	Town of Onalaska	Town of Shelby	Village of Holmen	Village of West Salem
Land Use Goals															
Housing and neighborhoods in the City of La Crosse will attract new investment and more residents, especially through renovation and enhancement of existing housing stock.	NA	●	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Senior housing options will continue to expand, and new housing intended for residents who remain mobile and active should be located within a 10-minute walk of retail and services.	○	○	◒	○	○	NA	○	○	○	NA	○	○	○	○	○
New housing will continue to include a range of housing types and lot sizes, including a priority on single family lots smaller than 1/2-acre.	◒	◒	◒	◒	○	NA	◒	◒	◒	NA	◒	◒	◒	○	○
The region places a high priority on infill development to enhance the utilization of existing urban infrastructure and enhance the concentration of uses so that more residents are within a 10-minute walk of their daily retail needs.	◒	◒	◒	◒	○	NA	◒	◒	◒	NA	◒	○	○	◒	○
New buildings and development areas will often include a mix of uses.	◒	◒	◒	◒	◒	NA	◒	○	○	NA	◒	◒	◒	◒	○
Towns, villages and cities will pursue and approve boundary agreements that allow some growth in unincorporated areas.	○	○	◒	○	○	NA	○	○	○	NA	○	◒	○	○	○
Transportation Goals															
New roads for the primary purpose of facilitating regional commuter traffic will generally be avoided – community preference is for expansion of existing roads and transit enhancements instead.	○	◒	○	○	◒	NA	○	○	○	NA	○	○	○	○	○
Road projects will be designed to improve the safety and mobility of all users, with emphasis placed on maintaining neighborhood connections and cohesiveness.	◒	●	◒	◒	○	NA	◒	○	◒	NA	●	●	○	●	◒
The region will have a flexible and fully interconnected grid of streets and highways.	◒	◒	○	○	○	NA	○	○	◒	NA	○	◒	○	○	◒

A Regional Transportation Authority (RTA) will be created to fund and maintain transportation systems.	○	○	○	○	○	NA	○	○	○	NA	○	○	○	○	○
Transit use will increase among all age groups.	◒	◒	◒	○	○	NA	○	○	○	NA	○	○	◒	◒	◒
Fixed-route regional transit, such as Bus Rapid Transit, should be actively studied and pursued. Routes should be identified and necessary right-of-way protected (or gradually acquired) until implementation becomes feasible.	○	◒	○	○	○	NA	○	○	○	NA	○	○	○	○	○
Intelligent transportation systems and mass data gathering technologies will be utilized to the extent practicable to improve the safety and mobility of our transportation networks.	○	○	○	○	○	NA	○	○	○	NA	○	○	○	○	○
Growth will be accommodated without a significant increase in congestion through the use of many strategies, including road and highway improvements.... improved transit services, enhanced and expanded bike and pedestrian facilities....	◒	◒	◒	◒	◒	NA	◒	○	◒	NA	◒	○	◒	◒	○
Truck routes in the region will be efficient and clearly identified, especially including those through the City of La Crosse.	○	○	○	○	○	NA	○	○	○	NA	○	○	○	○	○
Mississippi River locks and dams will be upgraded to accommodate modern shipping requirements.	○	○	○	○	○	NA	○	○	○	NA	○	○	○	○	○
Interstate passenger rail service to Minneapolis and Milwaukee/Chicago will increase in frequency and reliability.	○	●	○	○	○	NA	○	○	○	NA	○	○	○	○	○
Public and private landowners will reduce their subsidy of automobile use through a mix of strategies.	◒	◒	◒	◒	○	NA	◒	○	◒	NA	◒	○	◒	◒	○
Bike and pedestrian facilities will be present everywhere.	◒	●	◒	◒	◒	NA	○	○	◒	NA	◒	◒	◒	◒	◒

● Goal or goal concept identified in comprehensive plan and strongly supported.

◒ Goal or goal concept mentioned and encouraged/promoted in comprehensive plan.

◒ Goal or goal concept somewhat mentioned or referenced in comprehensive plan.

○ Goal not included or referenced in comprehensive plan.

Appendix D: Environmental Justice Analysis

In accordance with Section 601 of Title VI of the Civil Rights Act of 1964, Executive Order (EO) 12898 Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, and DOT 5610.2, the LAPC completes an "environmental justice" (EJ) analysis in all of its planning and programming activities to determine if minority or low-income persons are being adversely affected by the transportation activities supported by the LAPC.

As defined in DOT 5610.2, a disproportionately high and adverse effect is one that:

- Is predominately borne by a minority population or low-income population; or
- Will be suffered by a minority or low-income population and is appreciably more severe or greater in magnitude than the adverse effect on the rest of the population.

Methodology

To ensure the greatest level of data reliability at a locally meaningful geographic scale, the Census tract[48] is the geography of choice to calculate the percentages of the populations of interest.

American Community Survey (ACS) data for planning area communities and tracts in La Crosse County, Houston County, Winona County and surrounding counties were obtained from data.census.gov for 2014-2018:

- B03002 Hispanic or Latino by Race
- S1601 Language Spoken at Home
- C17002 Ratio of Income to Poverty

The population for the planning area for each of the populations of interest was calculated by summing the estimates of each of the planning area communities[49] and calculating a new margin of error. The planning area percentages[50] and margins of error were then calculated.

[48] Because the planning area is significantly White, tracts provide a more reliable estimate of minority and limited-English proficient populations.
[49] None of the estimates include the population in the very tiny area of the town of Bergen, Vernon County because the data are not available at the block level, which would have very high margins or error due to low sampling.
[50] Calculated by using the universe of the population of interest, not from B01003 Total Population. Universes: B03002, Total Population; S1601, Population 5 Years and Over; C17002, Population for whom poverty status has been determined.

A tract is identified as having a "high percentage" of minority, LEP, or low-income[51] population if the lower bound of the tract (percentage estimate minus margin of error) is greater than the higher bound of the planning area (percentage estimate plus margin of error). This method accounts for the sampling error and allows for a more reliable identification of areas with high populations, comparatively speaking, of populations of interest.

Demographic Profiles

The profiles for minority, LEP, and low-income populations for the planning area and its constituent communities are shown in tables 38, 39, and 40, respectively.

The total population estimates are based on the universe of the sample. B03002 Hispanic or Latino by Race (minority) has the total population as its universe; S1601 Language Spoken at Home (LEP), population five and older; and C17002 Ratio of Income to Poverty (low-income), the population for whom poverty status is determined.

Minority Population

Table 38 shows that the planning area has an estimated minority population of 11,743 ± 1,119, which means that we are 90 percent confident that the total minority population in the planning area ranges between 10,624 and 12,862. This calculates to 9.93% ± 0.95% (8.98% to 10.88%) of the planning area population identified as minority.

The city of Onalaska has the highest percentage of minorities at 13.05% ± 2.81, followed by the village of Holmen (12.77 ± 5.44) and the city of La Crosse (11.07 ± 1.01). Although Onalaska has the highest percentage of its population identified as minority, it has a relatively low estimate (2,421 ± 522) when compared to La Crosse (5,743 ± 523). La Crosse has 48.91% ± 6.44% of the minority population residing in the planning area. The influence of La Crosse on the planning area—yet having less than half of the estimate for the planning area—results in no community having an upper bound higher than the lower bound of the planning area.

An analysis of Census tracts shows that Tract 1 in north La Crosse (Figure 60) has a high percentage of minority population (21.93% ± 7.83) compared to the planning area (9.93% ± 0.95%).

[51] Established as 150% of the poverty line to align with the eligibility requirements for the Wisconsin Employment Transportation Assistance Program (WETAP).

Table 38: Minority Population Profile of the LAPC Planning Area and its Constituent Communities

Community	Total Population Estimate	Total Population MOE[1]	Minority[2] Population Estimate	Minority Population MOE	Percent Minority Estimate	Percent Minority MOE
Cities						
La Crescent, MN	5,021	36	300	117	5.97	2.33
La Crosse, WI	51,866	43	5,743	523	11.07	1.01
Onalaska, WI	18,546	30	2,421	522	13.05	2.81
Villages						
Holmen, WI	9,909	32	1,265	539	12.77	5.44
West Salem	5,013	23	317	156	6.32	3.11
Towns/Townships						
Barre, WI	1,304	135	63	184	4.83	14.10
Campbell, WI	4,360	14	263	179	6.03	4.11
Dresbach, MN	397	82	12	116	3.02	29.21
Greenfield, WI	1,992	213	142	285	7.13	14.29
Hamilton, WI	2,517	24	92	65	3.66	2.58
Holland, WI	3,715	37	213	101	5.73	2.72
La Crescent, MN	1,307	157	45	224	3.44	17.13
Medary, WI	1,737	190	86	254	4.95	14.61
Onalaska, WI	5,731	27	368	193	6.42	3.37
Shelby, WI	4,866	25	413	226	8.49	4.64
Planning Area	***118,281***	***374***	***11,743***	***1,119***	***9.93***	***0.95***

[1]Margin of error.

[2]A person who identifies as Hispanic and/or a race other than White.

Source: B03002 Hispanic or Latino by Race, 2014-2018.

NOTE: The LAPC has a very small section of the town of Bergen in Vernon County, but this population is not included in any of our estimates because the data are not available at the block level, which would be needed to calculate estimates and their margins of error.

Limited-English Proficient Population

Table 39 shows that the planning area has an estimated LEP population of 3,388 ± 582, which means that we are 90 percent confident that the total LEP population in the planning area ranges between 2,806 and 3,970. This calculates to 3.02% ± 0.52% (2.50% to 3.54%) of the planning area population identified as LEP.

Here again, the city of Onalaska has the highest percentage of LEP at 4.54% ± 2.11, followed by the city of La Crosse (3.84 ± 0.80) and the town of Medary (3.67 ± 2.34), but Onalaska's share of LEP in the planning area is relatively small (23.70% ± 10.26%) compared to La Crosse

(55.99% ± 6.59%). When compared to the planning area, no community has a higher percentage of LEP persons.

An analysis of Census tracts shows that tract 4 (8.90% ± 4.20%) in north La Crosse (Figure 57) has a high percentage of LEP persons compared to the planning area (3.02% ± 0.52%).

Table 39: Limited-English Proficiency Profile of the LAPC Planning Area and its Constituent Communities

Community	Population 5 and older Estimate	Population 5 and older MOE[1]	LEP Population Estimate	LEP Population MOE	Percent LEP Estimate	Percent LEP MOE
Cities						
La Crescent, MN	4,851	84	37	56	0.76	1.15
La Crosse, WI	49,352	217	1,897	395	3.84	0.80
Onalaska, WI	17,681	164	803	374	4.54	2.11
Villages						
Holmen, WI	9,098	188	217	138	2.39	1.52
West Salem	4,749	95	133	96	2.80	2.02
Towns/Townships						
Barre, WI	1,233	125	8	12	0.65	0.97
Campbell, WI	4,272	73	0	9	0.00	0.21
Dresbach, MN	386	72	0	9	0.00	2.33
Greenfield, WI	1,862	204	27	37	1.45	1.98
Hamilton, WI	2,342	68	10	11	0.43	0.47
Holland, WI	3,530	73	87	39	2.46	1.10
La Crescent, MN	1,254	157	3	4	0.24	0.32
Medary, WI	1,606	147	59	38	3.67	2.34
Onalaska, WI	5,372	117	44	56	0.82	1.04
Shelby, WI	4,657	86	63	56	1.35	1.20
Planning Area	***112,245***	***520***	***3,388***	***582***	***3.02***	***0.52***

[1]Margin of error.

Source: S1601 Language Spoken at Home, 2014-2018.

NOTE: The LAPC has a very small section of the town of Bergen in Vernon County, but this population is not included in any of our estimates because the data are not available at the block level, which would be needed to calculate estimates and their margins of error.

Low-Income Population

Table 40 shows that the planning area has an estimated low-income population of 23,144 ± 1,490, ranging from 21,654 and 24,634. This calculates to 20.46% ± 1.31% (19.15% to 21.77%) of the planning area population identified as low income.

The city of La Crosse has the highest percentage of low-income population (33.48% ± 2.42) when compared to other communities as well as having 68.14% ± 2.30% of low-income persons living in the planning area.

An analysis of Census tracts shows that tracts 2 (34.13% ± 10.53%), 3 (53.73% ± 11.69), 4 (80.03 ± 10.11), 5 (79.66 ± 8.29), and 8 (30.90 ± 8.16) in north and downtown/south La Crosse (Figure 57) have a high percentage of low-income persons compared to the planning area (20.46% ± 1.31%). The high percentage of low-income in tracts 4, 5, and 8 is primarily due to a significant population of college students.

Table 40: Low-Income Population Profile of the LAPC Planning Area and its Constituent Communities

Community	Total Population Estimate[1]	Total Population MOE[2]	Low-Income Population Estimate	Low-Income Population MOE	% Low-Income Estimate	% Low-Income MOE
Cities						
La Crescent, MN	4,971	65	644	230	12.96	4.62
La Crosse, WI	47,292	363	15,832	1,150	33.48	2.42
Onalaska, WI	18,399	70	2,199	599	11.95	3.26
Villages						
Holmen, WI	9,876	43	834	293	8.44	2.97
West Salem	4,760	79	706	248	14.83	5.20
Towns/Townships						
Barre, WI	1,304	135	75	35	5.75	2.62
Campbell, WI	4,356	15	664	241	15.24	5.53
Dresbach, MN	397	82	65	55	16.37	13.43
Greenfield, WI	1,980	211	301	125	15.20	6.10
Hamilton, WI	2,502	30	154	67	6.16	2.68
Holland, WI	3,694	49	310	228	8.39	6.17
La Crescent, MN	1,307	157	60	25	4.59	1.83
Medary, WI	1,733	190	246	124	14.20	6.98
Onalaska, WI	5,691	59	761	416	13.37	7.31
Shelby, WI	4,849	34	293	128	6.04	2.64
Planning Area	***113,111***	***536***	***23,144***	***1,490***	***20.46***	***1.31***

[1]The population for whom poverty status is determined.

[2]Margin of error.

Source: C17002 Ratio of Income to Poverty, 2014-2018.

NOTE: The LAPC has a very small section of the town of Bergen in Vernon County, but this population is not included in any of our estimates because the data are not available at the block level, which would be needed to calculate estimates and their margins of error.

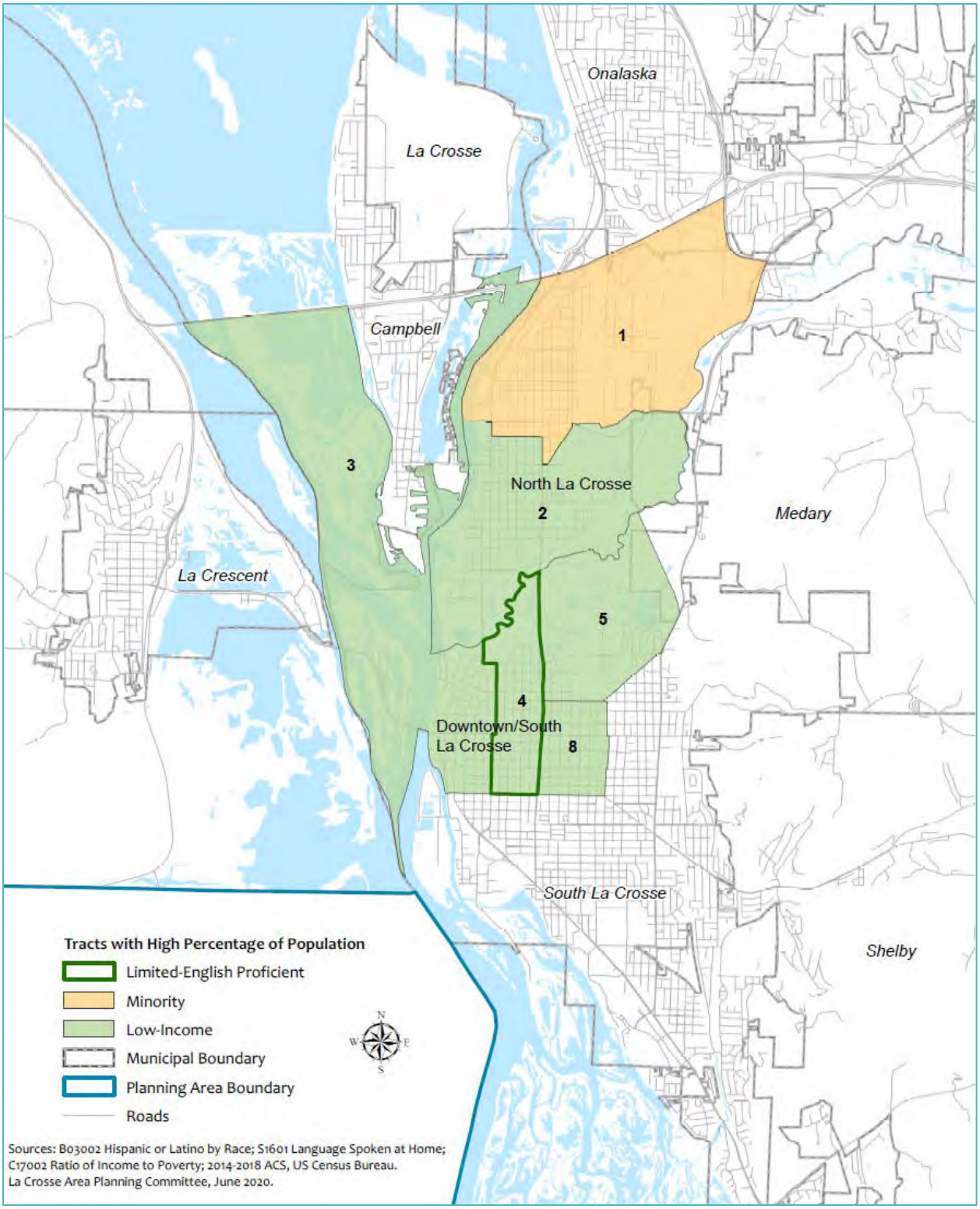

Figure 60: Census tracts with a high percentage of minority, limited-English proficient, and/or low-income populations.

Appendix E: Public Notice, Comments, and Responses

Environmental Consultation

As required by 450.316(b), the metropolitan transportation planning process must include consultation with agencies and officials responsible for other planning activities in the planning area. This solicitation targeted our environmental resource agencies for evaluating the potential impacts of programmed transportation projects on our natural and cultural resources.

Letter of Request for Review

To Whom It May Concern:

I am contacting you because your name is either on a list for State and Federal environmental or cultural resource agencies and/or you are currently one of the resource agency representatives for the La Crosse Area Planning Committee (LAPC).

As you know, Federal law requires that metropolitan planning organizations initiate consultations with Tribal, Federal, State, and Local environmental resource agencies when developing a long-range metropolitan transportation plan (MTP). The LAPC is currently updating its MTP and would sincerely appreciate your participation. I will ask of you to complete two tasks:

1) Review the relevant text from *Chapter 7: Environmental Review* and the *Natural and Cultural Resource Inventory* plan supplement for completeness and accuracy; and,

2) Comment on the potential negative impacts, if any, of the planned and programmed expansion projects displayed in *Chapter 7: Environmental Review* resource map(s) located within the document.

My goal is to have all resource agency consultation completed by Friday, July 31, 2020 so as to have sufficient time to incorporate corrections and comments into the MTP before it is made available to the public for the 30-day public comment period scheduled to begin on Monday, August 17, 2020.

If I have contacted you in error and you know of the appropriate contact, please let me know.

I appreciate your participation in the LAPC consultation process and will be looking forward to your input.

Sincerely,

Peter Fletcher
Executive Director

Consultation Contacts

- **Angel Biggs**, State Conservationist, U.S. Department of Agriculture, Natural Resource Conservation
- **Tim Acklin**, Senior Planner, Heritage Preservation, City of La Crosse
- **Amy Spong**, Division Director and Deputy State Historic Preservation Officer, Minnesota State Historic Preservation Office
- **Daina Penkiunas**, State Historic Preservation Officer, Wisconsin State Historical Society
- **Bill Quakenbush**, Tribal Heritage Preservation Officer, Ho-Chunk Nation
- **Tamara Cameron**, Deputy Chief, U.S. Army Corps of Engineers
- **Sarah Quamme**, Field Office Supervisor, U.S. Fish and Wildlife Service
- **Tyler Ramaker**, Southeast Minnesota Conservation Officer, Minnesota Department of Natural Resources
- **Zachary R Kimmel**, Wisconsin Program Manager, U.S. Army Corps of Engineers
- **David Bizot**, Transportation Conformity, Wisconsin Department of Natural Resources
- **Dan Baumann**, Western Wisconsin Director, Wisconsin Department of Natural Resources
- **Rebecca Neeley**, District Manager, U.S. Fish and Wildlife Service
- **Bert Frost**, Acting Regional Director, Midwest Region, National Parks Service
- **Sarah Walling**, Administrator, Wisconsin Department of Agriculture, Trade and Consumer Protection
- **Ken Westlake**, Chief, NEPA Implementation Section, U.S. Environmental Protection Agency Region 5

Comments Received

We received no substantive comments.

Public Notices

Notice of Availability of Draft Chapters for Review and Comment

LAPC staff sent their first e-mail notice of the availability of draft transportation plan chapters for review and comment to LAPC committee members and interested parties on June 2, 2020. Additional e-mail notices were sent out as comments from agency partners were

incorporated and updated and new chapters and supporting materials were posted online (June 18, June 30, and July 31).

Substantive comments were received from Roberta Retzlaff of Minnesota FHWA on all then-available chapters and incorporated as appropriate.

One comment from the general public regarding the readability of the main headings was addressed with a change in font.

Notice of 30-Day Public Comment Period

The official 30-day public comment period was initiated on Monday, August 17, 2020 and concluded on September 15, 2020. A public notice was e-mailed to our Public Notice List, which includes all members of LAPC committees, representatives of health care, education, and freight communities, representatives from socio-economic agencies, transportation agency partners, modal advocates, and other interested parties.

> Good morning LAPC committee members and interested parties!
>
> This e-mail initiates a 30-day public comment period for our draft 2020 metropolitan transportation plan, *Beyond Coulee Vision 2040*.
>
> The comment period will conclude on September 15 and our Policy Board will take up approving the Plan the following day at its September 16, 2020 meeting.
>
> You will be invited to participate in a virtual public meeting to be held during our Technical Advisory Committee meeting scheduled for Wednesday, September 9 at 2:30 p.m. Details will be provided no later than one week prior to the meeting.
>
> Comments received to date have been addressed and incorporated into the draft document. Comments received prior to and during the comment period and their associated response will be recorded in Appendix E, which will be posted to the website after the draft Plan is approved.
>
> If you have not already done so, please visit www.lapc.org for the full draft document (less a couple of appendices) and individual chapters.
>
> ***Beyond Coulee Vision 2040*** (BCV2040)
>
> Please note that internal document links will only work in the full draft document (updated August 14, 2020). Appendix E and Appendix F will be available after the final plan is approved.
>
> NOTE: Chapters that are reposted have not had content updated. They have been reposted to reflect font updates in some headings and page and draft date changes as updates occurred in other chapters.
>
> Cover Page and Front Matter
> Letter from Staff ***New*** July 30, 2020
> Table of Contents ***New*** July 30, 2020
> *Draft* Chapter 1: Metropolitan Transportation Plan Update, ***Reposted*** July 30, 2020
> *Draft* Chapter 2: Plan Process and Development, ***Updated*** August 10, 2020
> *Draft* Chapter 3: Population and Economic Trends, ***Reposted*** July 30, 2020
> *Draft* Chapter 4: Transportation Systems & Services, ***Reposted*** July 30, 2020
> *Draft* Chapter 5: System Safety and Performance Report, ***Reposted*** July 30, 2020

Draft Chapter 6: Projects, Planning, and Policies ***Updated*** August 10, 2020
Draft Chapter 7: Environmental & Cultural Impacts ***Updated*** August 10, 2020
Draft Chapter 8: Financial Plan ***Updated*** August 14, 2020
Draft Chapter 9: Next Steps and Future Considerations ***New*** July 30, 2020
Draft Appendix A Coulee Region Transportation Study, ***Reposted*** July 30, 2020
Draft Appendix B Summary of Member Reporting, ***Reposted*** July 30, 2020
Draft Appendix C Local Comprehensive Plan Reviews, ***Reposted*** July 30, 2020
Draft Appendix D Environmental Justice Analysis, ***Reposted*** July 30, 2020
Appendix E: Public Notice, Comments, and Responses (available after approval)
Appendix F: Minnesota MPO MTP Checklist (available after approval)
Natural and Cultural Resource Inventory A Supplement to BCV2040

If you have comments, questions, or are in need of obtaining the Plan in a different format, please contact me by e-mail or phone if you want a quick response.

Thank you for your continued interest and participation!

Jackie Eastwood
Transportation Planner
La Crosse Area Planning Committee
Metropolitan Planning Organization
212 6th St N, Room 1200
La Crosse, WI 54601
608.785.6141 or 608.792.0520 (cell)

Notice of Public Meeting

A public meeting was held during a virtual meeting of the LAPC Technical Advisory Committee on September 9, 2020. The notice of the meeting was e-mailed to our Public Notice List and the agenda posted to the LAPC website.

Good morning, LAPC committee members and interested parties!

We will be holding a public input opportunity for our draft metropolitan transportation plan, *Beyond Coulee Vision* 2040, during the meeting of our Technical Advisory Committee scheduled for 2:30 p.m. on September 9, 2020.

Due to COVID-19 the meeting will be held remotely via TEAMS and/or teleconference call. The agenda and remote participation information are attached and provided below:

AGENDA

1. **Approval of Minutes of the July 15, 2020 Meeting.**
2. **Recommendation to approve amending the 2020-2023 Transportation Improvement Program.**
3. **Recommendation to approve the 2021-2024 Transportation Improvement Program Minnesota Project List.**
4. **The La Crosse Area Planning Committee Title VI / Americans with Disabilities Act (ADA) Plan. (action possible)**
5. **Public Meeting for Update of La Crosse Area Planning Committee Metropolitan Transportation Plan, *Beyond Coulee Vision 2040.* (*link to draft plan* full draft document)**

6. **Other updates and information items.**
7. **October 2020 agenda items:**
   - 2021-2024 TIP
8. **Other business; Adjourn; Next meeting to be announced.**

Public Access: Any person may access the meeting utilizing the following options.

MEETING ACCESS/MONITORING INSTRUCTIONS:

Option 1: Use the link below to join the TEAMS meeting on your desktop/laptop/phone to stream audio, video or both. If you do not have TEAMS on your desktop/laptop/phone, after you activate the link "Join Microsoft Teams Meeting" you will have to follow several prompts to join the meeting.

Join Microsoft Teams Meeting

Option 2: Join by phone (audio only): 1-262-683-8845, and enter 148472849# at the prompt

+1 262-683-8845 United States, Kenosha (Toll)

Conference ID: 148 472 849#

If you need assistance participating in this meeting, please contact me as soon as you can.

Thank you for your continued interest and participation.

Jackie Eastwood
Transportation Planner
La Crosse Area Planning Committee
Metropolitan Planning Organization
212 6th St N, Room 1200
La Crosse, Wi 54601
608.785.6141 or 608.792.0520 (cell)

Comments Received

Comments received during the comment period are provided below. They have been paraphrased and summarized. Original comments in their entirety are filed with LAPC staff.

Katie Aspenson, Planning Manager, City of Onalaska (e-mail):

Comment: La Crosse was explicitly called out in the goals and guiding principles whereas Onalaska was not.

Response: The goals and guiding principles were forwarded verbatim from Coulee Vision 2040 and will be re-evaluated during the planning process for the 2025 MTP.

Comment: The evaluation of the Onalaska comprehensive plan illustrated in Table 37 did not accurately reflect how the Onalaska comprehensive plan addresses MTP goals.

Response: Updated Table 37 to align with the information provided in *City of Onalaska Comprehensive Plan*, December 2015.

Charlie Handy, County Planner, La Crosse County (public meeting)

Comment: The towns are increasingly rezoning farmland to single-family residential. He is concerned with farmland preservation and the impact of commuter traffic on our roads.

Response: These concerns will be addressed over the next five years during the planning process for the 2025 MTP. Zoning regulations and practices for the communities within the planning area will be addressed as we work on our policy objective to ensure local comprehensive plans and BCV2040 and future metropolitan transportation plans (MTPs) are consistent. Our land use inventory, household and employment projections, and travel model will be updated to forecast the impact of greenfield development on traffic patterns.

Cathy Van Maren, LAPC Committee on Transit and Active Transportation (e-mail):

Comment: The initial cost of alternative fuel vehicles may be higher, but the lower cost in fuel and maintenance can result in lower costs over the life of the vehicle.

Response: The climate change objective (page 129) was reworded for clarity.

Bridget Brown, General Public (e-mail):

Comment: She would like to see additional language in Chapter 4 regarding the loss of Jefferson Lines service to the Minneapolis airport and its impact on air passenger trips from the La Crosse airport to Minneapolis.

Response: We do not have the data to look at this in the detail required to suggest a cause/effect in trip choices.

Comment: MTU airport service should also be discussed in the airport section.

Response: We will keep this in mind for the next update.

Anna Pierce, Hally Turner, Jacob Rueter, Kate Matusinec—MnDOT

Comments: The comments were provided to LAPC staff as tracking in a pdf version of the draft MTP and in a Word document. All but one comment was minor. The one significant comment involved the accuracy of a sentence reporting the 180-day rule for incorporating transit safety targets (page 12).

Response: LAPC staff responded to the comments, questions, and suggestions within the MnDOT documents and returned the documents back to MnDOT staff. All but one comment was minor. Minor comments were addressed if easily incorporated. The sentence whose accuracy was questioned was deleted.

Appendix F: Minnesota MPO Metropolitan Transportation Plan (MTP) Checklist

MPO Name: La Crosse Area Planning Committee
MPO Contact: Peter Fletcher, Executive Director
MTP Name: *Beyond Coulee Vision 2040*
MTP Plan Horizon: 2040

Table 41: Federal Requirements for MTPs

Regulatory citation (23 CFR)	Key content of requirement	In MTP?	Comments; location in plan
450.316(a)	MPO followed its public participation plan for the MTP process which is included, but was not limited to: adequate public notice, reasonable opportunity for public comment, use of visualization, available online, and explicit consideration and response to public input.	Y/N	Appendix E
450.316(b)	MTP included consultation with other planning organizations and stakeholders, including tribes and federal land management agencies.	Y/N	Ch 2; Appendix E
450.324(a)	MTP addresses no less than a 20-year planning horizon as of the effective date.	Y/N	Cover; forecasts ch 4
450.324(a), 450.306(b)(1)	MTP addresses the economic vitality planning factor: *Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency.*	Y/N	Ch 1 p 1; Ch 3; ch 4 p 59-60
450.324(a), 450.306(b)(2)	MTP addresses the transportation safety planning factor: *Increase the safety of the transportation system for motorized and non-motorized users.*	Y/N	Ch 1 p 1; Ch 5 p 94-98, 106-110; Ch 6 p 127
450.324(a), 450.306(b)(3)	MTP addresses transportation security planning factor: *Increase the security of the transportation system for motorized and non-motorized users.*	Y/N	Ch 1 p 1; Ch 5 p 106-108
450.324(a), 450.306(b)(4)	MTP addresses the mobility and accessibility planning factor: *Increase accessibility and mobility of people and freight.*	Y/N	Ch 1 p 1; Ch 4 throughout; Ch 5 p 114-115; Ch 6 throughout

Table 41: Federal Requirements for MTPS (continued)

Regulatory citation (23 CFR)	Key content of requirement	In MTP?	Comments; location in plan
450.324(a), 450.306(b)(5)	MTP addresses the environment planning factor: *Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and state and local planned growth and economic development patterns.*	Y/N	Ch 1 p 2; Ch 5 p 116-117; Ch 7
450.324(a), 450.306(b)(6)	MTP addresses the integration/connectivity planning factor: *Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight.*	Y/N	Ch 1 p 2; Ch 4 throughout; Ch 5 p 115-116; Ch 6 throughout
450.324(a), 450.306(b)(7)	MTP addresses the system efficiency planning factor: *Promote efficient system management and operation.*	Y/N	Ch 1 p 2; Ch 4 throughout; Ch 5 throughout
450.324(a), 450.306(b)(8)	MTP addresses the system preservation planning factor: *Emphasize the preservation of the existing transportation system.*	Y/N	Ch 1 p 2; Ch 5 p 98-106
450.324(a), 450.306(b)(9)	MTP addresses the system resiliency/reliability planning factor: Improve the resiliency and reliability of the transportation system and reduce or mitigate storm water impacts of surface transportation.	Y/N	Ch 1 p 2; Ch 5 p 99, 112-114; Ch 6 p 129
450.324(a), 450.306(b)(10)	MTP addresses the travel and tourism planning factor: *Enhance travel and tourism.*	Y/N	Ch 1 p 2; Ch 4; Ch 5; Ch 6
450.324(b)	MTP includes both long-range and short-range strategies/actions that provide for the development of an integrated multimodal transportation system (including accessible pedestrian walkways and bicycle transportation facilities).	Y/N	Ch 4; Ch 6; Ch 8
450.324(c)	MPO reviewed/updated the MTP at least every four years in air quality nonattainment and maintenance areas or five years in attainment areas.	Y/N	Every 5 years; Approved Sept. 16, 2020
450.324(c)	MPO approved the transportation plan (and any revisions or updates), contents, and supporting analyses.	Y/N	Approved Sept. 16, 2020
450.324(c)	MPO submitted the MTP for information purposes to MnDOT.	Y/N	Regular notices, distribution as chapters became available

Table 41: Federal Requirements for MTPS (continued)

Regulatory citation (23 CFR)	Key content of requirement	In MTP?	Comments; location in plan
450.324(c)	MPO provided copies of any updated or revised transportation plans to FHWA and FTA.	Y/N	Regularly noticed of new and updated chapters
450.324(d)	*For ozone and carbon monoxide nonattainment areas only:* MPO coordinated the development of the MTP with the process for developing transportation control measures in the State Implementation Plan.	Y/N/NA	
450.324(e)	MPO, State(s), and the public transportation operator(s) validated data used in preparing other existing modal plans for providing input to the MTP. The update used the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity.	Y/N	Ch 3; Ch 4; Ch 5
450.324(f)(1)	MPO used current and projected transportation demand of persons and goods in the metropolitan planning area over the period of the transportation plan.	Y/N	Ch 4
450.324(f)(2)	Existing and proposed transportation facilities (including major roadways, public transportation facilities, intercity bus facilities, multimodal and intermodal facilities, non-motorized transportation facilities (pedestrian walkways and bicycle facilities) and inter modal connectors) identified in MTP function as an integrated metropolitan transportation system, giving emphasis to facilities that serve national and regional transportation functions over the period of the transportation plan.	Y/N	Ch 4; Ch 5; Ch 6
450.324(f)(3)	MTP describes the performance measures and targets used in assessing the performance of the transportation system in accordance with 450.306(d).	Y/N	Ch 5

Table 41: Federal Requirements for MTPS (continued)

Regulatory citation (23 CFR)	Key content of requirement	In MTP?	Comments; location in plan
450.324(f)(4)	MTP includes a system performance report that evaluates the condition and performance of the transportation system with respect to the performance targets described in 450.306(d). This includes progress achieved by the MPO in meeting performance targets in comparison with system performance recorded in previous reports, including baseline data; and for MPOs with multiple scenarios: an analysis of how the preferred scenario has improved conditions and performance of the transportation system in addition to cost has been impacted by changes in local policies and investments.	Y/N	Ch 5
450.324(f)(5)	MTP includes operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods.	Y/N	Ch 6
450.324(f)(6)	*For TMAs only:* MTP considers the results of the congestion management process that includes the identification of SOV projects that result from a congestion management process in TMAs that are nonattainment for ozone or carbon monoxide.	Y/N/NA	
450.324(f)(7)	MTP assesses capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure, provide for multimodal capacity increases based on regional priorities and needs, and reduce the vulnerability of the existing transportation infrastructure to natural disasters. The MTP may consider projects and strategies that address areas or corridors where current or projected congestion threatens the efficient functioning of key elements of the metropolitan area's transportation system.	Y/N	Ch 8

Table 41: Federal Requirements for MTPS (continued)

Regulatory citation (23 CFR)	Key content of requirement	In MTP?	Comments; location in plan
450.324(f)(8)	MTP includes transportation and transit enhancement activities, including consideration of the role that intercity buses may play in reducing congestion, pollution and energy consumption in a cost-effective manner and strategies and investments that preserve and enhance intercity bus systems, including systems that are privately owned and operated, and including transportation alternatives, as defined in 23 U.S.C. 101(a), and associated transit improvements, as described in 49 U.S.C. 5302(a), as appropriate.	Y/N	Ch 4; Ch 6
450.324(f)(9)	MTP describes all proposed improvements in sufficient detail to develop cost estimates.	Y/N	Ch 6; Ch 8
450.324(f)(9)	*For nonattainment and maintenance areas only:* MTP includes design concept and design scope descriptions of all existing and proposed transportation facilities in sufficient detail, regardless of funding source, for conformity determinations.	Y/N/NA	
450.324(f)(10)	MTP discusses types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the MTP. The discussion may focus on policies, programs, or strategies, rather than at the project level. The MPO developed the discussion in consultation with applicable Federal, State, and Tribal land management, wildlife, and regulatory agencies. The MPO may establish reasonable timeframes for performing this consultation.	Y/N	Ch 7 by reference to *Natural and Cultural Resource Inventory* report; Appendix E
450.324 (f)(11)(i)	MTP includes cost estimates and revenue sources that are reasonably expected to be available to adequately operate and maintain the Federal-aid highways and public transportation.	Y/N	Ch 8

Table 41: Federal Requirements for MTPS (continued)

Regulatory citation (23 CFR)	Key content of requirement	In MTP?	Comments; location in plan
450.324 (f)(11)(ii)	MPO, public transportation operator(s), and State cooperatively developed estimates of funds that will be available to support MTP implementation, as required under § 450.314(a). All necessary financial resources from public and private sources that are expected to be made available to carry out the transportation plan are identified.	Y/N	Ch 8
450.324 (f)(11)(iii)	MTP included recommendations for additional financing strategies to fund programs and projects.	Y/N	Ch 6; Ch 8
450.324 (f)(11)(iii)	*For MTPs that identify new sources of funding:* MTP identified strategies for ensuring the availability of new funding sources.	Y/N/NA	"ensuring" is too strong a word
450.324 (f)(11)(iv)	In developing financial plan, MPO considered all projects and strategies proposed for funding under title 23 U.S.C., title 49 U.S.C. Chapter 53 or with other Federal funds; State assistance; local sources; and private participation.	Y/N	Ch 8
450.324 (f)(11)(iv)	MTP used an inflation rate(s) for revenue and cost estimates to reflect "year of expenditure dollars," based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator(s).	Y/N	Ch 8
450.324 (f)(11)(v)	For the outer years of the MTP (i.e. beyond the first 10 years), the financial plan may reflect aggregate cost ranges/cost bands, as long as the future funding source(s) is reasonably expected to be available to support the projected cost ranges/cost bands.	Y/N	Ch 8
450.324 (f)(11)(vi)	*For nonattainment and maintenance areas only:* MTP addresses specific financial strategies required to ensure the implementation of TCMs in the applicable SIP.	Y/N/NA	

Table 41: Federal Requirements for MTPS (continued)

Regulatory citation (23 CFR)	Key content of requirement	In MTP?	Comments; location in plan
450.324 (f)(11)(vii)	The financial plan may include additional projects that would be included in the adopted transportation plan if additional resources beyond those identified in the financial plan were to become available (i.e., illustrative list).	Y/N	Ch 8 p 157-158, 164-165
450.324 (f)(12)	MTP included pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217(g).	Y/N	Ch 4 p 81-91; Ch 6; Ch 8 p 164-166
450.324(g)	MPO consulted, as appropriate, with State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation concerning the development of the transportation plan.	Y/N	Ch 2 p 14; Appendix E
450.324(g)(1)	As part of the consultation process, MPO compared transportation plans with State conservation plans or maps, if available.	Y/N/NA	*Natural and Cultural Resource Inventory* report; Ch 2 p 12-14; Appendix E
450.324(g)(2)	As part of the consultation process, MPO compared transportation plans to inventories of natural or historic resources, if available.	Y/N/NA	Ch 7; *Natural and Cultural Resource Inventory* report; Ch 2 p 14; Appendix E
450.324(h)	MTP should integrate the priorities, goals, countermeasures, strategies, or projects for the metropolitan planning area contained in the HSIP, including the SHSP required under 23 U.S.C. 148, the Public Transportation Agency Safety Plan required under 49 U.S.C. 5329(d), or an Interim Agency Safety Plan in accordance with 49 CFR part 659, as in effect until completion of the Public Transportation Agency Safety Plan, and may incorporate or reference applicable emergency relief and disaster preparedness plans and strategies and policies that support homeland security, as appropriate, to safeguard the personal security of al motorized and non-motorized users.	Y/N	Ch 2 p 12-13; Ch 5

Table 41: Federal Requirements for MTPS (continued)

Regulatory citation (23 CFR)	Key content of requirement	In MTP?	Comments; location in plan
450.324(i)	*For MPOs that development multiple scenarios:* MPO encouraged to consider: potential regional investment strategies for the plan horizon; assumed distribution of population and employment; a scenario that maintains baseline performance conditions; a scenario that improves baseline for performance conditions; revenue constrained scenarios; and estimated costs and potential revenue for each scenario.	Y/N/NA	Scenario development forwarded from CV2040. See Appendix A. Ch 2 p 9-11
450.324(j)	MPO provided individuals, affected public agencies, representatives of public transportation employees, public ports, freight shippers, providers of freight transportation services, private providers of transportation (including intercity bus operators, employer-based commuting programs, such as carpool program, shuttle program, or telework program), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan using the participation plan developed under 450.316(a).	Y/N	LAPC contacts (agencies, modal interests, policy makers, etc.) noticed as soon as new and updated materials were posted to website; official public comment period initiated August 17, 2020.
450.324(k)	MPO published or otherwise make readily available the MTP for public review, including (to the maximum extent practicable) in electronically accessible formats and means, such as the World Wide Web.	Y/N	Began posting chapters to the website in June; notice contacts as soon as new and updated materials are posted.
450.324(m)	*For nonattainment and maintenance areas for transportation-related pollutants:* MPO, as well as the FHWA and the FTA, made a conformity determination on any updated or amended transportation plan.	Y/N/NA	

Table 42: Other Plans Integrated Either Directly or by Reference

Plan name	MPO reviewed?	Notes
Statewide Multimodal Transportation Plan	Y/N	Ch 2, p 12
Minnesota State Highway Investment Plan	Y/N	Ch 2, p 12
Greater Minnesota Transit Investment Plan	Y/N	Ch 2, p 13
Statewide Freight System and Investment Plan	Y/N	Ch 2, p 13
Statewide Bicycle System Plan	Y/N	Ch 2, p 13
Statewide Pedestrian System Plan	Y/N	In process
State Aviation System Plan	Y/N	2012 plan being updated; Ch 2, p 13
Statewide Ports and Waterways Plan	Y/N/NA	Ch 2, p 13
Statewide Rail Plan	Y/N	Ch 2, p 13
Transportation Asset Management Plan	Y/N	Ch 2, p 12
10-Year Capital Highway Investment Plan	Y/N	Ch 2, p 12
District Freight Plan	Y/N	Inquired, but not available
District Bicycle Plan	Y/N	Inquired, but not available
Strategic Highway Safety Plan	Y/N	Ch 2, p 12
MnDOT District Safety Plan	Y/N	Inquired, but not available
County(s) Safety Plan	Y/N	Houston County All-Hazard Mitigation Plan
Public Transportation Agency Safety Plan (MTU)	Y/N	Ch 2, p 12; no targets included
Congestion Mitigation and Air Quality Improvement Program Performance Plan	Y/N/NA	Nonattainment and maintenance areas only.
Congestion Management Plan	Y/N/NA	Transportation management areas only.
Minnesota Regional ITS Architecture Plan	Y/N	Resolution adopting ITS architecture; Ch 1, p 3
Other:	Y/N	